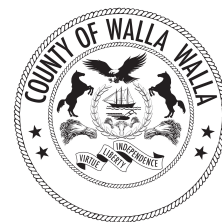




FINAL
WALLA WALLA COUNTY
COMPREHENSIVE
PLAN

August 5, 2019



Cover photos sources: Laura Lindstrom (middle right), Patrick Purcell (all others)

Final

WALLA WALLA COUNTY COMPREHENSIVE PLAN



August 5, 2019

In Memory of:

James (Jim) L. Duncan

Who made Walla Walla County
a better place
through his years
of public service

&

Bill Stalzer

of Stalzer and Associates,
who, for more than a decade,
contributed to planning endeavors in
Walla Walla County

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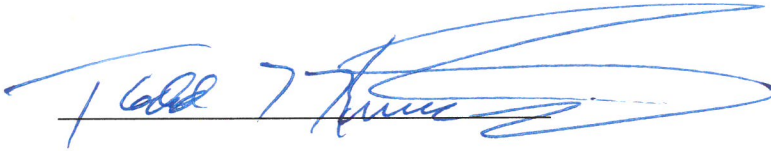
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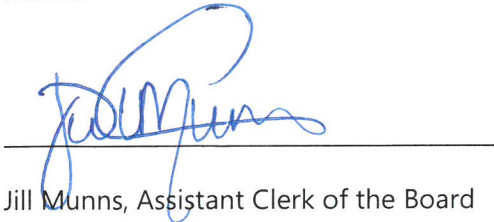
Joy Bader

Approved:

A handwritten signature in blue ink, appearing to read "Todd L. Kimball", written over a horizontal line.

Todd L. Kimball, Chairman
Walla Walla County Board of County Commissioners

Attest:

A handwritten signature in blue ink, appearing to read "Jill Munns", written over a horizontal line.

Jill Munns, Assistant Clerk of the Board

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1 INTRODUCTION

1.1 PURPOSE OF THE COMPREHENSIVE PLAN

The Walla Walla County Comprehensive Plan is an official document adopted by the Board of County Commissioners as a guide to making decisions about the future development of Walla Walla County (County). The Comprehensive Plan is a legal document with goals and policies and a series of maps, tables, figures, and appendices. It strives to balance the community's financial ability to support growth with its projected increase in population and employment and the need for environmental protection. This 2018 update of the plan is required by the Growth Management Act (GMA) (Revised Code of Washington [RCW] 36.70A.130(5)(d)).

Until the passage of the GMA in 1990, a unifying theme and coordinated process for managing growth did not exist. At the local level, the fundamental purpose of the Comprehensive Plan is to manage population and employment growth so that it sustains and enhances the quality of life for local residents. The quality of life criteria are defined by the residents themselves through a public process. The Comprehensive Plan seeks to preserve those elements of the natural environment and the local custom and culture that are the essence of the quality of life for County residents. Simultaneously, the Comprehensive Plan seeks to encourage economically productive use of the land and resource base in order to provide prosperity for residents and businesses.

The Comprehensive Plan provides a legally recognized policy framework for making decisions about accommodating growth in the County. It is not just a land use policy document. It also establishes the County's growth-related policies for transportation, economic development, housing, critical areas, shorelines, parks and recreation, utilities, and capital facilities. The policies in turn are required by the GMA to be implemented through the County's development regulations.

The Comprehensive Plan is 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 that can be used to develop and interpret future regulations and provide a measure of predictability to the public.

1.1.1 WHY PLAN?

Planning is a proven, effective tool for solving a compendium of growth-related issues. Planning averts problems by making efficient use of resources. Planning improves the physical environment of the community as a setting for human activities. Planning makes sure tax dollars are wisely invested in public roads, water and sewer systems, fire stations, parks and other public services. Planning incorporates long-range considerations into decisions on short-range actions. Planning promotes the public interest and the interest of the community at large and helps protect the interests of property owners.

This document assists County officials and staff with the decision-making processes. It helps with long-term planning efforts and in the coordination of these efforts with nearby jurisdictions to enable more efficient use of public funds. It also helps the County in its attempts to secure funding for development and capital improvement projects. The Comprehensive Plan is periodically reviewed and updated to reflect technological, social, economic, and political changes projected to occur over the 20-year time frame it is designated to cover.

1.2 HISTORY OF COMPREHENSIVE PLANNING IN WALLA WALLA COUNTY

The County has a relatively long history of planning, having regulated planning and zoning to some degree since 1935. The County's first Comprehensive Plan was adopted in 1964 for the Walla Walla Urban Area. This was a joint plan adopted by the Walla Walla City Council, Walla Walla Board of County Commissioners, and the Walla Walla County Planning Commission. The County's portion of the Comprehensive Plan was updated in 1988 with joint adoption by the County and adoption of an Urbanization Element by the Cities of Walla Walla and College Place. The entire County has been zoned since 1967.

The County adopted the Western Walla Walla County Comprehensive Plan for all lands lying west of Lowden and south of Eureka in 1968. In 1981, the Burbank Heights and Sun Harbor chapters were updated.

In 2007, the County's Comprehensive Plan was thoroughly updated per GMA requirement.

From the time the County chose to plan under the guidelines of the GMA, there has been consistent and documented advancement toward creation of a document that responds to changes in the County while complying with the GMA. Adhering to the guidelines of the GMA regarding public participation, citizen committees, other private groups, and the general public has helped manage reviews and comments throughout the planning

process. For a summary of the planning actions undertaken by the County to adopt and implement the Comprehensive Plan since 1990, see Appendix B of this Comprehensive Plan.

1.3 THE GROWTH MANAGEMENT ACT

In the 1980s, unprecedented population growth and suburban sprawl threatened the natural resources of Washington State (State), including forest and agricultural lands, critical wetlands, and wildlife habitat areas, particularly on the west side of the State. Traffic congestion and air pollution had become major problems, and many sources of drinking water were at risk of becoming polluted. After voters expressed their desire to control growth, the Washington State Legislature responded by enacting the GMA in 1990 and mandating that certain cities and counties prepare comprehensive plans.

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 and distribute this forecast equitably and realistically throughout the County;
- collectively identify urban growth areas (UGAs) for each city and town using land suitability and level of service standards as measures; and
- draft plans that, at a minimum, include land use, transportation, housing, utilities, economic development, parks and recreation, capital facilities, shorelines, and rural elements.

The GMA requires that the County use the following planning goals as a guide in developing and adopting its Comprehensive Plan (RCW 36.70A.020):

- **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation.** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

- **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 stock.
- **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; promote the retention and expansion of existing businesses and recruitment of new businesses; recognize regional differences impacting economic development opportunities; and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- **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.
- **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural resource industries.** 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.
- **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- **Environment.** Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water.
- **Citizen participation and coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **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.

- **Historic preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- **Shoreline management.** For shorelines of the state, the goals and policies of the Shoreline Management Act as set forth in RCW 90.58.020 are added as one of the goals of the GMA.

1.4 AMENDMENTS TO THE COMPREHENSIVE PLAN

The GMA requires that the Comprehensive Plan and development regulations be evaluated and reviewed on a continuing basis. Amendments to the Comprehensive Plan may not be considered more frequently than once a year unless an emergency is declared in accordance with the provisions of the GMA, or unless meeting one of the following exceptions (RCW 36.70A.130(2)):

- the initial adoption of a subarea plan that does not modify the comprehensive plan policies and designations applicable to the subarea;
- the adoption or amendment of a Shoreline Master Program under the procedures set forth in chapter 90.58 RCW;
- 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; and
- the adoption of comprehensive plan amendments necessary to enact a planned action under the Washington State Environmental Policy Act (SEPA) and in accordance with a public participation plan.

Currently, the County provides for an annual amendment process. During this time, the Transportation Element is updated to reflect any changes made to the 6-year Transportation Improvement Program.

The GMA requires that the County update its Comprehensive Plan every 8 years. The 2018 update of the plan is the County's compliance with this requirement. Currently the County also provides for the optional review of its designated UGAs every 5 years. The process for amending the Comprehensive Plan is contained in the County's development regulations.

1.5 RELATIONSHIP TO OTHER PLANS & REGULATIONS

1.5.1 COUNTYWIDE PLANNING POLICIES

Growth management planning is a cooperative process that occurs between counties and the cities within it. In order to balance land use, infrastructure, and finance effectively throughout a region, the GMA requires that a county and its cities establish countywide planning policies. These policies are to serve as a framework for the development of each jurisdiction's comprehensive plan, thereby ensuring consistency among comprehensive plans and compliance with the requirements of the GMA.

At a minimum, the GMA requires the countywide planning policies to address:

- implementation of RCW 36.70A.110 (UGAs),
- promotion of contiguous and orderly development and provision of urban services,
- siting of public capital facilities,
- transportation facilities and strategies,
- affordable housing,
- joint county and city planning within UGAs,
- countywide economic development and employment, and
- analysis of fiscal impact.

Walla Walla County adopted Countywide Planning Policies in 1993 and amended them in 2005, in cooperation with the incorporated cities within the County. The Countywide Planning Policies were not updated as part of the 2018 Comprehensive Plan update.

1.5.2 COMPREHENSIVE PLANS OF INCORPORATED CITIES

The comprehensive plans of individual cities serve as the plans for each of the incorporated areas in the County. Although they appear in separate documents, these plans work functionally with the County's Comprehensive Plan. The goal is to achieve compatibility along jurisdictional boundaries and to create predictability for the planning and zoning in UGAs.

1.5.3 DEVELOPMENT REGULATIONS

Under the GMA, development regulations refer to “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” (RCW 36.70A.030(7)).

The Planning Enabling Act states that 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” (RCW 36.70.020(11)).

County development regulations address topics such as standards for zoning, subdivisions, roads, and environmental protection, and include other documents and regulations such as zoning maps and administrative procedures. Simply put, development regulations implement the Comprehensive Plan. The GMA requires that regulations be consistent with the goals and policies of the comprehensive plan. The County reviews and updates its development regulations so they are consistent with the Comprehensive Plan.

1.6 OVERVIEW OF WALLA WALLA COUNTY

1.6.1 CLIMATE

The climate varies widely in the County, mainly due to great differences in elevation. Parts of the County are in low elevations of around 300-400 feet, and other areas are in higher elevation regions of around 4,300 feet. Winters are generally moderated by prevailing westerly winds from the Pacific Ocean; however, extreme cold temperatures periodically occur during inflows of arctic air masses. The County has one of the longest growing seasons in Eastern Washington, at 190-200 days. A fairly mild temperate winter is usually experienced in the lower elevations, with colder temperatures and higher precipitation in the Blue Mountains and the surrounding foothills. In sharp contrast to the mild winter, the months of July and August tend to be extremely hot, with temperatures reaching in excess of 100 degrees F, often for weeks at a time.

1.6.2 PRECIPITATION

Precipitation varies widely in the County, ranging from less than 10 inches in lower drier areas to 45 inches in the high reaches of the Walla Walla River basin. Most precipitation occurs in fall and winter and may occur as snow at higher elevations. An average of about

10% of precipitation is snow at the 500- to 1,000-foot elevations whereas about 50% falls as snow at around the 5,000-foot level in the upper elevations of the Blue Mountains. On average, less than 13% of precipitation in the Walla Walla River basin falls in the months between the beginning of June and end of August. Snow in the lower elevations tends to melt off rapidly, but snowpack accumulations in the mountainous regions of the watersheds (higher than 5,000 feet) can reach 8 feet in wet years. Snowmelt in the higher elevations tends to begin around March or April, creating freshet conditions in the creeks and rivers. Significant amounts of precipitation can occur in summer due to intense showers associated with thunderstorms.

1.6.3 TEMPERATURE

Temperatures also vary greatly in the County, being dependent on the location and season. As expected, higher elevations tend be colder than lower elevations. For instance, the average annual temperature is about 53 degrees F at 500 feet in elevation, and about 46 degrees F at 2,400 feet in elevation. Seasonal temperatures at Lowden (about 450 feet in elevation) have ranged from 36 degrees F during winter cold spells to 113 degrees F in summer heat waves.

1.6.4 TOPOGRAPHY

The topography of the County, most of which is in the Walla Walla River basin, varies from wide, low-elevation river valleys (350 to 500 feet) and rolling foothills to steep canyons (about 4,300 feet) leading into the high elevations (6,000 feet) of the Blue Mountains. The topography rises from west to east moving from the Columbia and Snake Rivers to the foothills of the Blue Mountains. Consequently, most major creeks and rivers generally flow toward the west. Nearly all of the land in the County lies below 4,300 feet. Approximately 90% of the County lies between about 450 feet and 1,600 feet in elevation. However, the watersheds of Mill Creek and the Touchet and Walla Walla Rivers originate outside of the County at elevations of about 6,000 feet in the Blue Mountains.

In general, the upper portions of the Walla Walla River basin (including the Touchet River, Coppei Creek, Dry Creek, Mill Creek, and numerous other smaller creeks) flow from steep, narrow, well-defined mountainous canyons. Many of the lower reaches of the creeks and rivers are inset in narrow, steep-sided, shallow canyons formed in easily erodible soils. The shallow canyons are themselves inset into wide flood plains bounded on either side by gently rolling hills or steep walled bluffs. The mouth of the Walla Walla River is at about 340 feet near Wallula.

1.6.5 SOILS

Most soils in the County are composed of highly erodible loess and Missoula Flood outwash deposits. Loess is composed of wind-blown loamy deposits and Missoula Flood outwash is composed of deposits of gravel and cobbles. Loams are friable (crumbly) mixtures of sand, clay, silt, and organic matter, and are well suited to various types of irrigated or dryland agriculture. Contributing to their erodibility is the fact that in some of the foothill areas there are shallow deposits with sparse vegetation overlying basalt bedrock. This leads to landslide hazards on steeper slopes during wet periods.

The loess soil deposits, known as the Palouse Formation, cover most of the County. The action of wind over many millennia eroded the bedrock into the characteristic gently rolling hills and deposited the loess throughout the region.

River valley portions of the western area of the County are covered with the Touchet Beds. These are water-deposited soils composed of fine sands and silts with lenses of gravel. Lower river valley soils are often composed of recent alluvium deposits.

1.6.6 GEOLOGY & MINERAL RESOURCES

The region is composed of an irregularly shaped portion of the Columbia River basin bounded on the south and east by the Blue Mountains, on the north and northwest by the Touchet Highlands, and on the west by the Columbia and Snake Rivers.

The majority of the County is part of the Walla Walla River basin. The Walla Walla River flows into the Columbia River near Wallula. The Walla Walla River basin (and the County) is located between the physiographic regions of the Blue Mountains and the Columbia River Plateau. Geologic folding and faults in the region formed the Walla Walla River basin. The County is underlain by the Columbia River Basalt Group that was formed by successive lava flows during the Miocene Age (15-20 million years ago). The basalt is over 6,000 feet thick in some areas. Individual lava flows tend to be on the order of 50- to 150-feet thick. Gravel and clays overlie the basalt. The soils discussed above overlie the gravel and clay materials.

1.6.7 HYDROLOGY

The main waterways in the County are:

- Columbia River (forms entire western boundary of the County)
- Snake River (forms entire northern boundary of the County)
- Walla Walla River (tributary of the Columbia River)

- Touchet River (including Coppei Creek, tributary of the Walla Walla River)
- Dry Creek (tributary of the Walla Walla River)
- Mill Creek (including Blue Creek, tributary of the Walla Walla River)
- Miscellaneous small creeks (some partially regulated by the U.S. Army Corps of Engineers [Corps] Mill Creek Project)

Columbia River

The Columbia River is the largest river in the Pacific Northwest, and the fourth largest river in the U.S. by volume. The Columbia River watershed originates in Canada, and the drainage area of over 258,000 square miles includes areas of Washington, Oregon, Montana, and Idaho, Wyoming and Nevada. The hydrology of the Columbia River Basin reflects the interaction of topography, geology, and climate. Most of the drainage of the Columbia River falls as snow in the Rocky Mountains and in the Cascade Range. Annual peak discharges occur in the spring (April to June) and generally results from snowmelt in the interior subbasin. Historically, flood flows peaked at 1.2 million cubic feet per second (Simenstad et al. 2011; as cited in The Watershed Company, BERK, and the Walla Walla Basin Watershed Council 2014). Today, as a result of dam regulation, the highest flows occur from April to June, with discharge at the mouth of the river ranging from 100,000 to 500,000 cubic feet per second (Neal 1972, Marriott 2002; as cited in The Watershed Company, BERK, and the Walla Walla Basin Watershed Council 2014).

Snake River

The Snake River originates in western Wyoming, passing through Idaho, and into southeastern Washington. The Snake River contributes about 20% of the Columbia River flow (Snake River Salmon Recovery Board 2011; as cited in The Watershed Company et al. 2014). Streamflows are controlled by the hydropower system, as well as seasonally variable flows in smaller tributaries corresponding with winter precipitation and spring snowmelt. The Snake River receives inflow from groundwater aquifers along its reach, including upper aquifers and deeper basalt aquifers. The minor streams and rivers originating in the Blue Mountains typically flow year-round, but may lose water to groundwater in some reaches and gain water from seeps and springs in other reaches (Snake River Salmon Recovery Board 2011; as cited in The Watershed Company et al. 2014).

Figure 1-1. Snake River at Burbank



Source: The Watershed Company

Walla Walla River

The mainstem of the Walla Walla River originates at the confluence of the north and south forks approximately 4 miles southeast of Milton Freewater, Oregon. The river flows through Milton Freewater and continues northward into Washington where it begins to flow westward toward its confluence with the Columbia River. The eastern 20% of the Walla Walla River basin lies in the Blue Mountains where streams flow down from steep rocky canyons to the basin floor below. The main part of the basin is composed of valley plains and rocky canyons of weathered basalt.

Flows in the Walla Walla River vary dramatically depending on the season and location. Part of this variability is due to natural climatic processes such as spring thaws and dry summers. Variability is also caused by the satisfaction of water rights. During much of the irrigation season consumptive water rights exceed the natural river flow in some areas, resulting in great stresses on ecological and hydrologic systems.

Touchet River & Coppei Creek

The largest tributary of the Walla Walla River is the Touchet River. The Touchet River flows into the Walla Walla River near Touchet and drains approximately 733 square miles, much of it valley bottomland. The mainstem of the Touchet River begins about 2 miles above Dayton in Columbia County, where the east and south forks combine. The river flows from Dayton westerly for about 34 miles through Waitsburg, Prescott, and on to SR 125 and Greenville Road, where the river turns and flows south for about 29 miles. There it joins the Walla Walla River at Touchet. Coppei Creek, draining about 36 square miles (mostly steep

forested canyons), is a major tributary of the Touchet River. Coppei Creek joins the Touchet River near Waitsburg. Both the Touchet River and Coppei Creek contribute to flooding problems in Waitsburg. Most of the Touchet River below Dayton flows through relatively flat valley land surrounded by cultivated rolling hills. This valley ranges in width from about 0.5 to 3 miles and is covered with alluvial deposits of silt and gravel.

Seasonal flows in the Touchet River and Coppei Creek vary widely for the same reasons as the Walla Walla River. Most of the annual Touchet River flows are derived from snowmelt. The river can experience high flows due to intense rainstorms; however, the majority of floods tend to occur due to rapid melting of low elevation snow, sometimes in conjunction with rainfall. Peak monthly flows tend to occur in April. The tributary area of the Touchet River at its confluence with the Walla Walla River is about 750 square miles. The tributary area of the Touchet River after the confluence of Coppei Creek is about 358 square miles. Most of the summer Touchet River flow is derived from snowmelt in the upper watershed, so flows may not increase proportionately with basin size as one moves into the lower basin. Summer and early fall flow values are likely much lower due to irrigation withdrawals.

Dry Creek

Dry Creek is a tributary of the Walla Walla River. The Dry Creek watershed is about 240 square miles in size and is composed mainly of gently rolling farmland. About 88% of the basin lies below the 2,000-foot elevation. Dry Creek begins at nearly 4,800 feet in the Blue Mountains and flows for about 40 miles in a southwesterly direction until it discharges into the Walla Walla River near Lowden. Stream grades for lower portions of the creek are on the order of 25 feet of drop per mile of length.

Mill Creek & Blue Creek

Mill Creek is a tributary of the Walla Walla River. The Mill Creek basin is about 165 square miles at its mouth where it combines with the Walla Walla River. In general, Mill Creek can be divided into three distinct reaches described below.

Upper Mill Creek

The Upper Mill Creek basin is in the steep parts of the Blue Mountains at an elevation of about 6,000 feet. The creek flows through narrow, steep canyons of the Blue Mountains for about 15 miles where it enters an alluvial plain several miles east of the City of Walla Walla. The upper reach of Mill Creek falls about 72 feet per mile and has a channel that averages 4 to 5 feet deep and 90 feet wide and is bounded by steep rocky canyon walls. The community of Kooskooskie is located in the upper reach of Mill Creek about 10 miles above the City of Walla Walla.

Walla Walla Portion of Mill Creek

The Corps has constructed a diversion structure on Mill Creek about a mile above Walla Walla to allow diversion of water to an off-stream storage site (Bennington Lake). This system is part of a flood control project to protect the City of Walla Walla. Mill Creek below the diversion and through Walla Walla consists of an improved concrete channel with vertical sides, and other sections that are artificially widened with steep banks. A portion of the concrete channel passes under downtown buildings in a tunnel structure. The improved channel, diversion dam, and reservoir were built in response to a devastating flood in Walla Walla that occurred in 1931. Mill Creek drops about 50 feet per mile through this reach.

Lower Mill Creek

From Gose Street to the mouth of Mill Creek (about 6 miles), where it discharges into the Walla Walla River, the channel drops an average of 40 feet per mile. The creek flows through an alluvial valley with a channel depth of about 5 feet and an average width of about 80 to 90 feet.

1.6.8 GEOHYDROLOGY

In addition to surface streams, the County is underlain by two subsurface aquifers, which supply approximately 60% of total water rights in the Walla Walla River basin. A deep basalt aquifer, covering approximately 2,500 square miles, lies beneath a smaller and shallower gravel aquifer, which covers approximately 190 square miles. While the basalt aquifer underlies the entire river basin, the gravel aquifer is located in the basin's central lowlands, near the City of Walla Walla (HDR/EES 2005).

The gravel aquifer, which is hydraulically connected to the overlying surface streams, readily receives recharge from these surface flows. Due to its porous nature, the gravel aquifer is susceptible to contamination from surface pollutants, such as agricultural chemicals or leaking septic systems. While the gravel aquifer is used almost exclusively for agriculture, most wells into the basalt aquifer are located southeast of the City of Walla Walla and are used primarily to supply municipal and industrial uses (HDR/EES 2005).

1.6.9 WATER AVAILABILITY

Most of the County is within the Walla Walla Watershed. A portion of the County near the Snake River is within the Lower Snake Watershed. Much of the water in these watersheds has already been allocated. Population growth, declining groundwater levels, and impacts from climate change are adding to the challenge of obtaining new water supplies, especially during the summer months (Washington State Department of Ecology [Ecology]

2012 & 2013). Water availability in each these watersheds is discussed in more detail below.

Walla Walla Watershed

The Walla Walla Watershed includes the Walla Walla River and the Touchet River, along with their numerous tributaries. Annual precipitation in the watershed ranges from less than 10 inches per year near the Walla Walla River's confluence with the Columbia River to 45 inches per year in higher elevation areas. Just a fraction of the precipitation becomes groundwater available for human and economic uses. Most of the precipitation falls during the winter, when water demands are the lowest. During the summer, the snowpack has melted and there is little rainfall, and naturally low stream flows are dependent on groundwater inflow. This means that groundwater and surface water are least available when water demands are the highest (Ecology 2012).

This basin has an instream flow regulation to protect senior water rights, maintain the basin ecosystem, and to meet further water resource management objectives. Some key points of the regulation are (Ecology 2012):

- All rivers and streams in the basin are seasonally closed to any further consumptive appropriation from May 1 to November 30, with the exception that the Walla Walla River and all of its tributaries between Stateline and Detour Road at milepost 5a, and Mill Creek and all of its tributaries from the confluence with the Walla Walla River to the headwaters, are closed from June 1 to November 30.
- Gravel aquifers in the basin are hydraulically connected to surface waters in the basin; therefore, the gravel aquifers are closed. Exceptions to this closure are provided for future permit exempt groundwater withdrawals and for non-consumptive groundwater use.
- Future permits to withdraw surface water during non-closure periods are limited to environmental enhancement projects.
- All unappropriated surface waters and groundwater from the gravel aquifer for which an exception to the closure does not apply, are appropriated during the above periods of closure for purposes of protecting and preserving fish and wildlife and other instream values.
- New permit exempt wells constructed into the gravel aquifer, in areas outside of Burbank that are zoned for 10 acres or less per residence, have maximum daily withdrawals as follows: in-house use is limited to 1,250 gallons per day and stock

water use is limited to 700 gallons per day. Any outdoor use of water under the exemption must be mitigated prior to use.

- Doan Creek, Dry Creek, Upper Stone Creek, Touchet River and Walla Walla River are adjudications (legal process to determine the extent and validity of existing water rights) that have been completed.

In general, availability and yield of groundwater from bedrock in this basin is very limited by climate and geology. In addition, many areas are in decline, meaning little if any water is available for new consumptive appropriations (Ecology 2012).

The Walla Walla watershed is, for the most part, closed to new water uses. However, surface and groundwater permits may be issued if one of the following conditions apply: the proposed water use is non-consumptive; the proposed surface water use would occur only during non-closure periods and is intended for environmental enhancement; the proposed groundwater use is from the basalt aquifer, and will not impair existing water rights, affect any closed surface source where instream flows have not been established, or affect any closed gravel aquifer. There is no limitation on drilling permit exempt water wells in areas zoned larger than 10 acres per residence or where the well is constructed into bedrock. A non-restricted permit exempt well is allowed only for small domestic uses, stock water, irrigation of less than 0.5 acre, and small industrial supply needs (Ecology 2012).

Options for finding a water supply include (Ecology 2012):

- Connecting to an established water supplier.
- Proposing mitigation to offset the impacts to surface water and groundwater.
- Processing a change application with the Walla Walla County Water Conservancy Board.
- Processing an application through the Cost Reimbursement Program.
- Walla Walla Watershed Management Partnership.

The Walla Walla Watershed Management Partnership (Partnership) was authorized by 2009 State legislation as a unique local water management pilot program. The Partnership's innovative program was developed by local stakeholders in cooperation with Ecology. This effort builds on the belief that the key to augmenting stream flows for fish is for water users to employ greater local control to create flexibility beyond what conventional water management regulations can deliver.

Through RCW 90.92, the Partnership was given the following authorities and duties:

- Assume the duties, responsibilities, and all current activities of the watershed planning unit and the initiating governments authorized in RCW 90.82.040.
- Develop strategic actions for the planning area by building on the watershed plan.
- Adopt and revise criteria, guidance, and processes to effectuate the purpose of this chapter.
- Administer the Local Water Plan process.
- Oversee Local Water Plan implementation.
- Manage banked water as authorized under this chapter.
- Acquire water rights by donation, purchase, or lease.
- Participate in local, state, tribal, federal, and multistate basin water planning initiatives and programs.
- Enter into agreements with water rights holders to not divert water that becomes available as a result of Local Water Plans, water bank activities, or other programs and projects endorsed by the Partnership and Ecology.

Lower Snake Watershed

The Lower Snake Watershed includes a portion of the Snake River and its numerous tributaries, lying between its confluences with the Palouse River and the Columbia River. Annual precipitation in the watershed ranges from 8 inches per year near the Snake River's confluence with Columbia River to a little over 10 inches in higher elevations. Just a fraction of this precipitation becomes groundwater available for human and economic uses. Most of the precipitation falls during the winter, when water demands are lowest. During the summer, the snowpack has melted and there is little rainfall, and naturally low stream flows are dependent on groundwater inflow. This means that groundwater and surface water are least available when water demands are the highest (Ecology 2013).

The Lower Snake Watershed has administrative restrictions known as Surface Water Source Limitations (SWSLs), which limit water sources in the watershed. Groundwater sources connected to the surface sources are also subject to SWSL restrictions. These restrictions, along with those specified in State law, indicate that most water has been appropriated within the watershed (Ecology 2013).

In general, the availability of groundwater from bedrock, outside of the boundaries of the Columbia Basin Project, is very limited. Reasons for this include climate, geology and

impairment to existing rights. In addition, many areas are in decline, meaning little if any water is available for new consumptive appropriations (Ecology 2013).

The Lower Snake watershed is not closed by rule to new water uses. However, water levels are declining and/or water is not legally available, so it is unlikely any water is available for new consumptive appropriation in most areas. Therefore, it is doubtful that any new consumptive water rights will be issued unless the impacts are fully mitigated (Ecology 2013).

A groundwater permit exemption allows certain users of small quantities of groundwater (most commonly, single residential well owners) to construct wells and develop their water supplies without obtaining a water right permit from Ecology. The permit exemption may not be available to prospective water users in certain areas that have been closed to further appropriation because there is limited or no water available (Ecology 2013).

Options for finding a water supply include (Ecology 2013):

- Connecting to an established water supplier.
- Proposing mitigation to offset the impacts to surface water and groundwater.
- Processing your change application with the Walla Walla Water Conservancy Board.
- Processing your application through the Cost Reimbursement Program.

1.6.10 VEGETATION RESOURCES

The two primary habitat types in the County are agricultural/pasture and shrub-steppe. The Washington State Department of Fish and Wildlife lists shrub-steppe as a Priority Habitat under its Priority Habitats and Species program due to its high habitat value and because of the unique assemblages of plant and wildlife species that are associated with it. Shrub-steppe habitat was historically dominant in the County; however, much of it has been converted to the agricultural habitat type, which now dominates the central portion of the County. Evergreen forest dominated by Douglas fir and Grand fir occurs in the higher elevations near the Blue Mountains, and a riparian vegetation community dominated by cottonwood, white alder, willow, and various shrubs occurs along streams and rivers throughout the Walla Walla River basin. The conversion from shrub-steppe to agriculture has affected the lowland riparian vegetation in some areas, resulting in the drastic reduction or complete elimination of native shrubs and grasses. Many of the native sagebrush and bunchgrasses have been replaced with lesser quality rabbit brush, cheat grass, yellow star thistle and other undesirable grasses and broadleaf weeds.

1.6.11 FISH & WILDLIFE RESOURCES

Wildlife habitat, dictated primarily by vegetation condition and the occurrence and proportion of vegetation types, is of relatively high quality in the upper reaches of the main rivers and tributaries (Walla Walla River, Touchet River, and Mill Creek). The mountain and foothill forests and associated habitats provide the essential life requisites for large mammals such as elk, mule and white-tailed deer, black bear, coyote, mountain lion, and bobcat. Furbearers such as beaver, river otter, mink, and raccoon are common. Ruffed grouse, woodpeckers, a variety aquatic species, hummingbirds, and dozens of other songbirds inhabit the upper drainages.

Habitat complexity and quality in the lowland valleys is influenced by the presence of highly cultivated agricultural lands and remnant riparian strips and pockets. Wildlife species that currently live in these habitats include white-tailed and mule deer, ring-necked pheasant, quail, mourning dove, and a variety of raptors, songbirds, and small mammals.

The Walla Walla River and the Touchet River are reported to have historically supported Chinook, coho, and chum salmon, though their presence was confined to the lower stream reaches. Currently, the watershed supports bull trout and steelhead, which are considered threatened species under the Federal Endangered Species Act, as well as mountain whitefish (HDR/EES 2005).

A large expanse of relatively high-quality riparian habitat exists on the 1,896-acre Wallula Habitat Management Unit. This unit is located at the mouth of the Walla Walla River and offers a mixture of cottonwood forest, various shrubs, wetlands, sagebrush, and agricultural lands used by dozens of species of waterfowl, shorebirds and songbirds, raptors, upland game birds, mule and white-tailed deer, furbearers, and small mammals. Additionally, the McNary National Wildlife Refuge and Recreation Area near Burbank contains more than 15,000 acres of habitat for migratory birds and developing fall Chinook salmon. Rare and endangered birds, including bald eagles and peregrine falcons, are found here, as are thousands of colonial nesting water birds using river islands for safe nesting (U.S. Fish and Wildlife Service 2007).

1.6.12 SCENIC & AESTHETIC RESOURCES

The main scenic area of the County is found in the Blue Mountains. Other scenic areas are found along the rivers and creeks, particularly along the Columbia and Snake Rivers and the upper Mill Creek area. U.S. Highway 12 is a Designated Heritage Corridor from the Snake River to the City of Walla Walla. There are also scenic areas along the Touchet and

Walla Walla Rivers and at Bennington Lake. The majority of the remaining County is characterized by rolling farmland under private and/or corporate ownership.

1.6.13 HISTORIC & CULTURAL RESOURCES

Native Americans (Umatilla, Walla Walla, and Cayuse Tribes) were the first people in recorded history to live in Walla Walla County. Lewis and Clark explored the area between 1804 and 1806. Missionary settlements were established around 1836. The City of Walla Walla was settled in 1859 and became the County Seat on November 7, 1859. The County and its cities contain numerous historic and cultural resources that reflect the unique heritage of this area.

1.6.14 MILITARY TRAINING AREAS

Within Walla Walla County there are several military training routes (MTRs) that function as “highways in the sky” used by military aircraft to practice high- and low-altitude training exercises and define routes used by military aircraft to traverse between military installations. Specifically, the MTR can be defined as a three dimensional airspace designated for military training and transport activities that have a defined floor (minimum altitude) and ceiling (maximum altitude) above mean sea level. MTR boundaries and minimum altitudes are depicted in Map LU-6. When planning for new development within Walla Walla County, it is important to consider the critical role of military training areas in support of national defense.

1.7 COMPREHENSIVE PLAN VISION

1.7.1 INTRODUCTION

As part of the 2007 Comprehensive Plan update, vision workshops were conducted in May and June 2007. Five meetings were held in various locations, including Burbank, Walla Walla, Waitsburg, and Touchet. The purpose of the meetings was to discuss a draft vision statement that would be added to the Comprehensive Plan to help guide and direct plan elements. The vision statement that resulted from the 2007 Comprehensive Plan update, with minor revisions to reflect recent data, is presented below.

1.7.2 VISION STATEMENT

The County was established in 1875 and encompasses approximately 813,000 acres. Of this amount, about 801,000 acres are in unincorporated areas of the County and are home to 16,560 people (27% of the County's 2017 population). The remaining 12,000 acres are

located in the cities of Walla Walla, College Place, Waitsburg, and Prescott and are home to 44,840 people (73% of the County's 2017 population).

The County has been known historically for its agricultural-based economy, including production of wheat, onions, cherries, grapes, apples, and a variety of other crops. More recently the County has gained renown for its wine industry. In addition, diverse employment opportunities provided by other major employers, such as hospitals, colleges, the Corps, and the Washington State Penitentiary have helped stabilize the County's overall economy.

Building off its strong history, the County seeks to shape its future in ways that will maintain the quality of life that makes the County a special place to live and work.

We envision a future in which:

- our diverse economy strengthens and grows;
- our agricultural enterprises thrive;
- our natural systems are protected;
- our rural lifestyle is maintained;
- our small towns retain their unique character;
- our cities provide a mix of residential, commercial, educational, cultural, and recreational opportunities;
- our range of housing choices expands;
- our range of employment opportunities grows; and
- our historic places are retained and respected.

This vision statement describes many themes important to the citizens of the County. In turn, the themes relate to individual elements of the Comprehensive Plan. While the elements are each described individually, they are balanced together as a whole in a Comprehensive Plan.

Walla Walla County's vision for 2038 includes:

- **Rural Lands:** We support a rural lifestyle and sense of community by offering rural housing choices and promoting a vital rural-based agricultural, resource, and commercial economy.

- **Resource Lands:** We wisely manage our resource lands to enhance agricultural productivity; maintain commercially viable mineral lands; and protect areas for livestock grazing and timber harvesting. We recognize the right to farm and to be stewards of our resource lands for the long term.
- **Housing:** We encourage a variety of housing opportunities to choose from in the urban and rural areas. We maintain and provide for housing that meets a range of incomes.
- **Economic Development:** We encourage a diverse economy that supports a range of agricultural, tourism, institutional, industrial, and commercial enterprises. We are committed to creating economic opportunities for all citizens and expanding our tax base.
- **Natural Environment:** We preserve the health of our natural environment by protecting, rehabilitating, and enhancing our natural areas while supporting sustainable agricultural, residential, and commercial growth. We value the Blue Mountains; the Walla Walla, Touchet, Snake, and Columbia River systems; our watershed areas; wildlife habitat areas; and the open spaces and recreation areas that provide respite.
- **Urban Growth:** We manage urban growth to create healthy urban areas with diverse employment and housing opportunities and minimal impacts to rural and resource areas. We encourage growth in UGAs with access to adequate facilities and services.
- **Transportation:** We establish a transportation system in concert with other public agencies that provides for safe, efficient, and flexible movement from, within, and through the County to other destinations. We support an integrated network of road, rail, air, water borne transit, and non-motorized (bicycle, pedestrian) modes of travel. Transportation systems support future land use and respect the urban and rural character of the county.
- **Public Services:** We work in cooperation with other public agencies to ensure there are efficient and high quality public services and facilities to meet community needs for water, wastewater treatment, public safety, recreation, and transportation.
- **Community Dialogue and Creativity:** We provide for citizen dialogue and inter-jurisdictional cooperation, promote volunteerism, and creatively plan for our future within our resources.

1.8 PUBLIC PARTICIPATION IN THE 2018 PLAN UPDATE

The County conducted a variety of public participation efforts during the update of the Comprehensive Plan to provide information and obtain public comment. Some of the more broad-based efforts are summarized below. A more detailed description of the public involvement process is provided in Appendix C of this Comprehensive Plan.

- **Web page.** At the beginning of the process, County staff established a web page dedicated to the update. Throughout the process Community Development Department staff updated the web page on a regular basis to keep the public aware of upcoming events and Comprehensive Plan-related materials. The web page also allowed citizens to send comments to County staff.
- **Open houses.** In December 2017 the County hosted two community open houses on updating the Comprehensive Plan and development regulations. In June 2018 two more open houses were held to obtain public feedback on the draft update of the plan.
- **Survey.** In December 2017 the Community Development Department invited citizens to take an online survey via a link on its webpage. The survey was intended to collect public comment on the update, especially from individuals who could not attend the December open houses.
- **Email distribution list.** County staff maintained an email distribution list of interested persons and organizations. Notices of public meetings and updates on the County's progress were sent by email to these persons and organizations.
- **Public hearings.** The Planning Commission held a public hearing on December 5, 2018. The Board of County Commissioners held public hearings on December 18, 2018 and June 24, 2019.

Figure 1-2. Walla Walla Spring Open House



Source: The Watershed Company

1.9 COMPREHENSIVE PLAN CONTENTS & INTEGRATED FORMAT

SEPA is intended to ensure that the built and natural environments are considered in decision-making by State and local governments. The GMA is intended to guide development and the adoption of comprehensive plans and development regulations. Because these two processes require similar considerations, integration eliminates duplication of effort and assures consistency between requirements.

For these reasons, the 2007 version of the County's Comprehensive Plan featured an integrated environmental impact statement (EIS). The 2018 update of the Comprehensive Plan generally consists of minor revisions to the previous plan. Accordingly, the environmental impacts of the Comprehensive Plan continue to largely be covered by the previously prepared EIS. However, to address the revisions to the plan, the County prepared additional SEPA documentation to ensure compliance.

2 CRITICAL AREAS ELEMENT

2.1 INTRODUCTION

The Growth Management Act (GMA) requires that all cities and counties identify, designate, and protect critical areas. Critical areas are defined as wetlands, fish and wildlife habitat conservation areas, frequently flooded areas, geologically hazardous areas, and areas with a critical recharging effect on aquifers used for potable water (Revised Code of Washington [RCW] 36.70A.030(5)).

The intent of this element is to protect the health, safety, and welfare of the citizens of the County and of their descendants; to provide protection and benefit to wildlife; to protect critical resources of the County that are essential such as water, soil, and air quality; to provide for development, recreation, and education; and to maintain options for future generations to enjoy the quality of life unique to the County. The planning process attempts to protect what critical areas are left, to reduce the rate of loss, and to recreate critical areas where possible.

2.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The GMA contains the following planning goals relevant to critical areas in the County:

- **Environment.** Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water (RCW36.70A.020(10)).
- **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities (RCW 36.70A.020(9)).

2.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

The following Countywide Planning Policies are relevant to the critical areas goals and policies:

- 2.10** The county is a steward of natural resources such as water, wildlife and habitat and should take care to minimize the adverse impacts of growth and development when they occur in resource and critical areas.
- 11.1.** Because Walla Walla County is unique and diverse in its climate, topography and land uses, the protection of resource lands and critical areas which may not be considered prime or of long term commercial significance under the GMA Minimum Guidelines shall still be a priority for the county.
- 11.3.** Priority should be given to preserving and protecting resource and critical lands. Development that is permitted that is associated or adjacent to these areas should be properly managed.
- 11.5.** The county will continue to utilize the Federal Emergency Management Agency program for floodplain management.
- 11.7** The designations and policies contained in this element shall be in conformance with those contained in each jurisdiction's ordinance implementing the State Environmental Policy Act and with the Shoreline Master Program.
- 11.8** All jurisdictions shall strive to protect and enhance critical wildlife areas through comprehensive plans and policies, and develop regulations that reflect natural constraints and protect sensitive features.
- 11.9** All jurisdictions shall strive to ensure that priority wildlife species do not become imperiled or extinct due to land use changes, habitat alteration, and other human activities.
- 11.10** All jurisdictions shall adopt protection measures for wetlands and riparian areas to protect human values and functions, protect water quality, reduce public costs, prevent environmental degradation, and protect fish and wildlife habitat. Protection measures will reflect the importance and vulnerability of different classes of wetlands.
- 11.11** All jurisdictions shall minimize fragmentation of habitat by protecting important interconnecting corridors to form a continuous network of wildlife habitat via dedication, purchase, land exchange or easements where appropriate.
- 11.12** All jurisdictions shall coordinate with state and federal agencies concerned with wildlife resources in land use planning activities that may impact those resources.

- 11.15** Wetlands definitions and delineation shall be consistent between the county and the municipalities.
- 11.17** Each jurisdiction shall identify open space corridors and work together to plan for those that cross jurisdictional boundaries.
- 11.18** As critical lands are inventoried and classified consistent with GMA guidelines, the county, cities and resource agencies will attempt to replace those land uses negatively impacted by such a designation.
- 11.19** The county and municipalities support the concept of wetland banking, or other acceptable methods, as an incentive to create, enhance, or restore wetland values in anticipation of a future project that will potentially impact a wetland or buffer.
- 11.20** Walla Walla County discourages additional acquisition of large parcels of critical lands by state and federal agencies.

2.1.3 RELATIONSHIP TO VISION STATEMENT

The County Vision Statement promotes environmental protection, as follows:

- **Natural Environment:** We preserve the health of our natural environment by protecting, rehabilitating, and enhancing our natural areas while supporting sustainable agricultural, residential, and commercial growth. We value the Blue Mountains; the Walla Walla, Touchet, Snake, and Columbia River systems; our watershed areas; wildlife habitat areas; and the open spaces and recreation areas that provide respite.

2.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

The majority of the land in the County is in private ownership, with most land outside the cities in agricultural use. Because such a high percentage of the County is in private ownership, there is opportunity for private citizens and public agencies to work together for common goals in the management of these lands.

Many organizations and individuals are actively engaged in the protection and restoration of critical areas throughout the County. These include local, State, and federal agencies, non-governmental organizations, private companies, and private landowners. Numerous plans and assessments have been completed, with particular attention given to water

management and the issues of water quantity, water quality and habitat. Together with the regulatory programs noted below, these plans and assessments guide priorities for protection and restoration of natural resources in the County.

Several codes, regulations, and programs help to implement this element, including Federal Emergency Management Agency (FEMA) flood regulations, federal Clean Water Act, Washington State Watershed Planning Act, Washington State Environmental Policy Act, the Shoreline Management Act, the WRIA 32 Watershed Plan, and the Walla Walla County critical areas code (Walla Walla County Code Chapter 18.08).

The County's critical areas code was originally adopted in 1995. Pursuant to State law, the code was updated according to best available science in 2009 (Ordinance 372) and amended in 2012 (Ordinance 409). The Voluntary Stewardship Program provides an optional tool for agricultural landowners to implement site-appropriate stewardship practices on their lands that are impacted by critical areas instead of complying with the critical areas ordinance. The County's VSP Work Plan was approved by the Washington State Conservation Commission in 2017. Furthermore, the County's updated Shoreline Master Program provides critical areas standards applicable within shoreline jurisdiction that differ from the standards that apply outside of shoreline jurisdiction.

Following are summaries regarding each of the five types of GMA-defined critical areas in the County.

2.2.1 WETLANDS

Because of the County's semi-arid condition, wetlands have mainly formed along perennial drainageways. Such wetlands are typically referred to as riparian wetlands, primarily due to their landscape position and how they interact with the surface water system. Water availability appears to limit the extent of wetlands; therefore, riparian wetlands are the most common type of wetland in the County. Wetlands also occur in the forested and alpine areas of the Blue Mountains, and in areas influenced by groundwater, such as springs. Isolated wetlands are rare in the County; however, such wetlands provide important habitat functions. Additionally, agricultural return flows can collect in drains or low spots and develop wetland conditions (HDR 2008).

In the semi-arid lower elevations of the County, wetlands, especially riparian wetlands, provide important functions to both humans and wildlife. Woody vegetation provides stability to streamside areas in times of flood or high water. Woody vegetation also helps regulate temperatures within the aquatic environment and contributes to habitat. The riparian wetlands that occur along the major drainage corridors (such as the Walla Walla River, Touchet River, Mill Creek, Yellowhawk Creek, Snake River and Columbia River)

provide significant habitat resources for resident wildlife and provide important functions that support aquatic life in these systems (HDR 2008).

A large portion of the wetlands in the County, particularly those of higher quality, are in State or federal ownership and management.

2.2.2 FISH & WILDLIFE HABITAT

The original landscape of the County was mostly grasslands, with considerable shrub steppe lands. Today there is relatively little shrub steppe and practically no native short grassed prairie lands left. The main aquatic priority habitats on non-federal lands in the County are situated along the Columbia and Snake Rivers, and within the waterbodies of the Walla Walla basin including the Walla Walla River and its major tributaries (HDR 2008). The McNary National Wildlife Refuge along the east bank of the Columbia River from the confluence of the Snake River to the mouth of the Walla Walla River is important habitat for migratory waterfowl, shorebirds and songbirds (The Watershed Company, BERK, and the Walla Walla Basin Watershed Council 2014).

Table 2-1 lists the priority habitats and species that the Washington State Department of Fish and Wildlife (WDFW) has identified in Walla Walla County. Also listed is the State and federal status of each priority species, if applicable.

Table 2-1. Priority Habitats and Species in Walla Walla County

Priority Habitat/Species	State Status	Federal Status
Habitats		
Aspen Stands	--	--
Biodiversity Areas & Corridors	--	--
Inland Dunes	--	--
Juniper Savannah	--	--
Eastside Steppe	--	--
Shrub-Steppe	--	--
Riparian	--	--
Freshwater Wetlands & Freshwater Deepwater	--	--
Instream	--	--
Caves	--	--
Cliffs	--	--
Snags and Logs	--	--
Talus	--	--
Fish		
Pacific Lamprey	--	Species of Concern
White Sturgeon	--	--
Leopard Dace	Candidate	--
Umatilla Dace	Candidate	--
Mountain Sucker	Candidate	--
Bull Trout/Dolly Varden	Candidate*	Threatened*

Priority Habitat/Species	State Status	Federal Status
Chinook Salmon	Candidate	Threatened (Upper Columbia Spring run is Endangered)
Coho	--	Threatened in Lower Columbia
Kokanee	--	--
Rainbow Trout/Steelhead/Inland Redband Trout	Candidate**	Threatened**
Sockeye Salmon	Candidate	Endangered in Snake River
Westslope Cutthroat	--	--
Margined Sculpin	Sensitive	Species of Concern
Wildlife		
Columbia Spotted Frog	Candidate	--
Rocky Mountain Tailed Frog	Candidate	Species of Concern
Western Toad	Candidate	Species of Concern
Striped Whipsnake	Candidate	--
Sagebrush Lizard	Candidate	Species of Concern
American White Pelican	Endangered	--
Western Grebe	Candidate	--
E WA breeding concentrations of: Grebes, Cormorants	--	--
E WA breeding: Terns	--	--
Black-crowned Night-heron	--	--
Great Blue Heron	--	--
Cavity-nesting ducks: Wood Duck, Barrow's Goldeneye, Common Goldeneye, Bufflehead, Hooded Merganser	--	--
Tundra Swan	--	--
Waterfowl Concentrations	--	--
Bald Eagle	Sensitive	Species of Concern
Ferruginous Hawk	Threatened	Species of Concern
Golden Eagle	Candidate	--
Northern Goshawk	Candidate	Species of Concern
Peregrine Falcon	Sensitive	Species of Concern
Prairie Falcon	--	--
Dusky Grouse	--	--
Mountain Quail	--	--
Ring-necked Pheasant	--	--
Wild Turkey	--	--
Upland Sandpiper	Endangered	--
E WA breeding occurrences of: Phalaropes, Stilts and Avocets	--	--
Burrowing Owl	Candidate	Species of Concern
Flammulated Owl	Candidate	--
Vaux's Swift	Candidate	--
Black-backed Woodpecker	Candidate	--
Lewis' Woodpecker	Candidate	--
Pileated Woodpecker	Candidate	--
Loggerhead Shrike	Candidate	--
Sage Thrasher	Candidate	--
Merriam's Shrew	Candidate	--
Preble's Shrew	Candidate	Species of Concern
Roosting Concentrations of: Big-brown Bat, Myotis bats, Pallid Bat	--	--

Priority Habitat/Species	State Status	Federal Status
Townsend's Big-eared Bat	Candidate	Species of Concern
Black-tailed Jackrabbit	Candidate	--
White-tailed Jackrabbit	Candidate	--
Washington Ground Squirrel	Candidate	Candidate
Gray Wolf	Endangered	Endangered
Marten	--	--
Bighorn Sheep	--	--
Northwest White-tailed Deer	--	--
Elk	--	--
Rocky Mountain Mule Deer	--	--
California Floater	Candidate	Species of Concern

* Bull trout only

** Steelhead only

-- Not listed

Source: WDFW 2008; as cited in The Watershed Company et al. 2014

2.2.3 FREQUENTLY FLOODED AREAS

There have been three severe floods in Walla Walla County since 1930 (USACE 1997; as cited in HDR 2008). The last time there was significant widespread flooding was in 1996 (HDR 2008).

Figure 2-1. Flooded Residential Area in the City of Walla Walla, 1931



Source: Washington State Archives - Digital Archives

Walla Walla County is susceptible to riverine and flash flooding. Flooding could also result from dam failure (Walla Walla County 2010a).

A significant portion of the County is located within the 100-year floodplain and parts of the County are located within the floodway and the 500-year floodplain (Walla Walla County 2010b). Future floods may damage people, homes, other structures and infrastructure that are located in the floodway and the 100-year and 500-year floodplains (Walla Walla County 2010a).

Flood hazard areas can provide a challenge for the protection of life and property. The County has addressed flood hazard areas through a number of measures, including, but not limited to, the following (Walla Walla County 2010b):

- **Walla Walla Comprehensive Flood Hazard Management Plan (CFHMP).** Following the 1996 flood, the County recognized the need for a comprehensive floodplain management strategy and developed the CFHMP. The plan provides flood hazard planning guidance for both the unincorporated County as well as the incorporated areas within College Place, Prescott, Waitsburg and Walla Walla. The CFHMP was completed in July 1999.
- **Walla Walla County Multi-Jurisdictional Hazard Mitigation Plan (HMP).** The purpose of the HMP is to provide guidance for hazard mitigation within the County, including flooding. The plan identifies hazard mitigation goals, objectives and proposed projects to reduce or prevent injury or damage from hazards. The HMP incorporated information from the CFHMP (discussed immediately above) where appropriate. The plan was most recently updated in 2010.
- **Flood Damage Prevention standards.** The County has adopted floodplain development standards under Walla Walla County Code Chapter 18.12, Flood Damage Prevention. This chapter contains methods and provisions to minimize potential public and private losses and to promote public health, safety and welfare. In 2015 the County updated the floodplain development standards to meet current Washington State Department of Ecology and FEMA requirements for compliance with the National Flood Insurance Program.

Flood risk information, including maps, is available to the public. Flood risk information alerts prospective buyers that a property is in an area of special flood hazard and that those who occupy the areas of special flood hazard assume responsibility for their actions. To help alleviate the potential financial hardship associated with living in a flood hazard area, the County administers a FEMA-approved flood program that enables citizens of the County to be eligible for flood insurance.

2.2.4 GEOLOGICALLY HAZARDOUS AREAS

As defined by the GMA, “geologically hazardous areas” means areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns (RCW 36.70A.030(10)).

After review and analysis, HDR (2008) indicated that following potential geologic hazards could significantly impact select areas of the County:

- A moderate potential for ground shaking to occur.
- A moderate to high potential for liquefiable soils to be present, generally as mapped by Washington State Department of Natural Resources.
- A low to moderate potential for seismically induced settlement to occur, generally within the outburst flood deposits of the low-lying bottom areas.
- A moderate to high potential for collapsible soils generally confined to loess deposits.
- A moderate to very high potential for significant erosion due to wind and/or water to occur within various soil associations.

The Walla Walla County Hazard Identification and Vulnerability Analysis (2010a) and the Walla Walla County Multi-Jurisdictional Hazard Mitigation Plan (2010b) considered earthquake hazards. Findings of these documents are summarized below.

- There is a high likelihood that a “strong” earthquake will occur within the next 25 years in the County. The entire population, property, commerce, infrastructure and services of the County are vulnerable. The scope of damage would be a function of earthquake magnitude and the level of preparedness and could range from minimal to high loss of life and destruction of property. The level of preparedness has been assessed at very low and little mitigation has occurred. Since 1984, when building codes placed the County in Seismic Zone 2-B, additional seismic reinforcement has been required, but buildings built before that time were built with little consideration for seismic reinforcement.
- Much of the County’s infrastructure and buildings are located in areas of moderate to high liquefaction risk. Liquefaction occurs when soil becomes soft and liquid-like during very strong ground shaking. Although the County has adopted new

standards for construction in areas of significant geologic hazard, these protections do not apply to existing development.

- Significant landslides are most likely to occur during a significant earthquake event. A small portion of the unincorporated County is likely to experience landslides. The primary landslide hazard areas are limited to the southeastern part of the County in the foothills of the Blue Mountains.

2.2.5 CRITICAL AQUIFER RECHARGE AREAS

As defined in WAC 365-190-030(3), “critical aquifer recharge areas” (CARAs) are areas with a critical recharging effect on aquifers used for potable water, including areas where an aquifer that is a source of drinking water is vulnerable to contamination that would affect the potability of the water, or is susceptible to reduced recharge. The following discussion of CARAs is derived from a best available science review (HDR 2008) prepared for the County.

The Walla Walla basin has two primary aquifers:

- The gravel aquifer, which consists of unconsolidated sediments lying above a clay unit in the south central lowland part of the County and also straddles the state line, and
- The underlying basalt aquifer, which underlies the entire County (and Walla Walla River basin). The gravel aquifer encompasses approximately 190 square miles (about a third of which is in Oregon), while the basalt aquifer system in the Walla Walla River basin is approximately 2,500 square miles including the portion of the Basin in Oregon (Barker and MacNish 1976; as cited in HDR 2008).

Recharge areas replenish groundwater supplies but also allow contaminants into the aquifer, and as a result all groundwater is potentially vulnerable to contamination. However, problems or risk to contamination vary spatially and not all regions are equally vulnerable. Effective protection strategies for groundwater should be targeted at the most critical areas. The following considerations are used to designate the CARAs in the County:

- Of the three regulatory measures that account for susceptibility and value of the groundwater resources only the Source Water Protection – Wellhead Protection Area (WAC 246-290-135) currently applies to the County.
- The gravel aquifer receives recharge from stream and canal leakage and infiltration of irrigation water and there is a high level of hydraulic connectivity between the gravel aquifer and the surface streams.

- The basalt aquifer is generally less susceptible to contamination than the gravel aquifer because of the depth to groundwater, presence of overlying sediments, and the lower permeability of the basalt formation. The main source of susceptibility of the basalt aquifer is through water supply wells installed in the aquifer. The primary recharge area to the basalt aquifer is in the Blue Mountains located at the south and east side of the County and Walla Walla River basin. Most of this area is part of a watershed protected by United State Forest Service and City of Walla Walla regulations. Although the basalt aquifer is less susceptible to contamination, it is difficult to treat contamination once it occurs.

Based on the considerations above, the CARAs for the County are defined as:

- Wellhead protection areas.
- The entire extent of the gravel aquifer is not defined as a CARA, however it is an aquifer of significance/consideration. The susceptibility of the gravel aquifer is further defined using an overlay of surficial soil type and the relative permeability (for infiltration). The ratings are divided into three categories: high, medium, low. High susceptibility corresponds with higher permeability soils that have a greater potential for contaminants to infiltrate to groundwater.

2.2.6 CRITICAL AREAS GOALS & POLICIES

Goal CA 1	Promote public health, safety and welfare, economic and environmental well being in the County for present and future citizens by identifying and protecting critical areas.
Policy CA 1.1	In designating and protecting critical areas, include the best available science in developing policies and development regulations to protect the functions and values of critical areas.
Policy CA 1.2	Update studies on a regular basis to identify critical areas and make the information available to the public.
Policy CA 1.3	Provide technical assistance and education to applicants and interested parties on critical areas and applicable regulations.
Policy CA 1.4	Prepare materials which enable citizens to clearly understand the location of critical areas on and adjacent to their property, what obligations, rights, and opportunities they have regarding those critical areas and how those critical areas affect future land use management practices and options.

- Policy CA 1.5** Avoid unnecessary interjurisdictional duplication in the identification and regulation of critical areas, and promote cooperation and coordination between land owners and regulators whenever possible in addressing critical areas.
- Policy CA 1.6** Provide methods to avoid, minimize, and mitigate, when addressing critical areas, including innovative techniques such as wetland banking, vegetation management, clustered development, planned unit development, replacement ratios, density limitations, and enhancement options.
- Policy CA 1.7** Convert, update, and maintain critical area/flood mapping in a digital format whenever possible. Make this data available to the public via the Internet if feasible.
- Policy CA 1.8** Promote public health and welfare by instituting local measures to protect, preserve and enhance where applicable, wetlands for their associated values that exist in this county. Wetlands serve a variety of vital functions, including, but not limited to: flood storage and conveyance, water quality protection, recharge and discharge areas for groundwater, erosion control, sediment control, fish and wildlife habitat, recreation, education, and scientific research.
- Policy CA 1.9** Implement wetland protection strategies that will achieve, to the maximum extent possible, a zero net loss of natural wetlands acreage, functions, and values.
- Goal CA 2** **Recognize the importance of fish and wildlife habitat conservation areas while at the same time working towards a balance between preservation of those lands and the continuation of agriculture, forestry, mining and managed growth.**
- Policy CA 2.1** Minimize construction of structural shoreline stabilization and flood control works in favor of methods utilizing setback levees and bioengineering.
- Policy CA 2.2** Provide suitable wildlife corridors to prevent isolation of populations by utilizing land features such as riparian zones/floodplains and ridges which provide natural connecting corridors.

- Policy CA 2.3** Balance the regulation of fish and wildlife habitat conservation areas with the needs of existing resource activities (agriculture, grazing, forestry, and mining).
- Policy CA 2.4** Support continued participation in the Voluntary Stewardship Program for protection and enhancement of critical areas and maintenance and promotion of agricultural viability.
- Policy CA 2.5** Allow for man made corridors such as railroads, canals and power line rights of way, etc., to function as suitable connecting corridors for wildlife if suitably wide and well located.
- Policy CA 2.6** Address fish and wildlife critical area concerns regarding development early in the planning process while plans are most flexible.
- Policy CA 2.7** Encourage economically feasible mitigation efforts with respect to Priority Species habitat.
- Policy CA 2.8** Give special consideration to conservation or protection measures necessary to preserve or enhance anadromous fisheries.
- Goal CA 3** **Utilize floodplain planning to protect human life and health as well as the riparian ecosystem in order to minimize public and private economic losses and expenditures related to flood control and to protect and preserve wildlife habitat.**
- Policy CA 3.1** Use the FEMA supplied Flood Insurance Rate Maps and Floodway maps to determine areas of special flood hazard and manage these areas through the National Flood Insurance Program (NFIP).
- Policy CA 3.2** Refine and improve upon FEMA flood mapping whenever possible by working with the Corps of Engineers, FEMA, individual agencies, and landowners.
- Goal CA 4** **Reduce the threat posed to the health and safety of citizens that could occur when development is sited in areas of significant geologic hazard.**
- Policy CA 4.1** Implement development regulations that minimize risk to the public health, safety, and welfare in areas of significant geologic hazard.
- Goal CA 5** **Ensure an adequate, safe water supply through the protection of both the quantity and quality of ground and surface water for a**

variety of beneficial uses such as public consumption, agriculture, industry, and habitat protection.

Policy CA 5.1 Implement development regulations to manage stormwater to: a) protect water and habitat resources; b) protect private and public property and infrastructure; and c) protect public safety, health, and welfare.

Policy CA 5.2 Encourage the construction of facilities and technologies that minimize adverse stormwater runoff and air quality impacts.

3 SHORELINES ELEMENT

3.1 INTRODUCTION

The Shoreline Management Act (SMA) was enacted in 1971 in response to a citizens' initiative process and was ratified by voters in 1972. The SMA was intended to protect and restore shorelines and to plan for and foster all reasonable and appropriate uses that are dependent upon a waterfront location or which will offer opportunities for the public to enjoy the State's shorelines.

The SMA is implemented in local jurisdictions through Shoreline Master Programs (SMPs). SMPs include goals, policies and regulations that guide the use and development of shorelines. SMPs are developed in coordination with the Washington State Department of Ecology (Ecology) and require Ecology approval before taking effect. Walla Walla County adopted its first SMP in 1975.

Under the Growth Management Act (GMA), the goals and policies of the County's SMP are considered to be an element of the County's Comprehensive Plan. Similarly, development regulations included in the SMP are considered a part of the County's development regulations.

3.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The GMA contains the following planning goals relevant to shorelines in the County:

- **Environment.** Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water (Revised Code of Washington [RCW] 36.70A.020(10)).
- **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities (RCW 36.70A.020(9)).
- **Historic preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance (RCW 36.70A.020(13)).

3.1.2 APPLICABLE SHORELINE MANAGEMENT ACT GOALS & POLICIES

The overarching goal of the SMA is to “prevent the inherent harm in an uncoordinated and piecemeal development of the State’s shorelines.” The SMA has three broad policies:

- Encourage water-dependent and water-oriented uses: "uses shall be preferred which are consistent with control of pollution and prevention of damage to the natural environment, or are unique to or dependent upon use of the States' shorelines...."
- Promote public access: "the public’s opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the State shall be preserved to the greatest extent feasible consistent with the overall best interest of the State and the people generally."
- Protect shoreline natural resources, including "...the land and its vegetation and wildlife, and the water of the State and their aquatic life...."

3.1.3 APPLICABLE COUNTYWIDE PLANNING POLICIES

The following Countywide Planning Policy is applicable to shorelines in the County:

- 11.7** The designations and policies contained in this element shall be in conformance with those contained in each jurisdiction’s ordinance implementing the State Environmental Policy Act and with the Shoreline Master Program.

3.1.4 RELATIONSHIP TO VISION STATEMENT

The County’s Vision Statement for the Comprehensive Plan includes the following relevant to shorelines:

- **Natural Environment:** We preserve the health of our natural environment by protecting, rehabilitating, and enhancing our natural areas while supporting sustainable agricultural, residential, and commercial growth. We value the Blue Mountains; the Walla Walla, Touchet, Snake, and Columbia River systems; our watershed areas; wildlife habitat areas; and the open spaces and recreation areas that provide respite.

3.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

The SMA applies to shorelines of the State, which comprise shorelines and shorelines of statewide significance. In Walla Walla County, shorelines of the State include the following:

- Segments of streams where the mean annual flow is more than 20 cubic feet per second
- Lakes and reservoirs 20 acres and greater in area
- Associated wetlands
- Shorelands adjacent to these water bodies (typically the land area within 200 feet of the water body, though exceptions to this apply)

Shorelines of statewide significance in the County include larger rivers (200 cubic feet per second and greater), as well as associated wetlands. Under the SMA, specific shoreline management preferences and priorities must be applied to shorelines of statewide significance.

The SMP Guidelines that implement the SMA featured a major update in 2003. The County's most recent update of its SMP (effective in 2018), done in conjunction with the cities of Prescott, Waitsburg, and Walla Walla, was prepared to reflect these updated Guidelines. A major component of the SMP update was the preparation of the Shoreline Analysis Report (The Watershed Company, BERK, and the Walla Walla Basin Watershed Council 2014), which inventoried and described existing shoreline conditions and characterized shoreline ecological functions.

The County's SMP applies to unincorporated areas of the County both within and outside of urban growth areas. The County's shoreline jurisdiction encompasses approximately 225 miles of river shoreline, including the Columbia and Snake Rivers, the Walla Walla and Touchet Rivers, Mill Creek, and lower Yellowhawk Creek. Shoreline jurisdiction also includes the shoreline of Bennington Lake. The Columbia, Snake, Walla Walla, and Touchet Rivers within Walla Walla County are classified as shorelines of statewide significance.

The SMP features the following environment designations: Aquatic, Natural, Rural Conservancy, Urban Conservancy, Urban Residential, Rural Residential, High Intensity, and Mill Creek Flume. It provides for a variety of uses within each environment designation and implements a permitting system to fulfill the requirements of the SMA.

Critical areas within shoreline jurisdiction are protected by critical areas regulations within the SMP exclusively and are not subject to the County's other critical areas provisions adopted pursuant to the GMA (RCW 36.70A.480(3)(d)).

3.2.1 GOALS & POLICIES

Consistent with RCW 36.70A.480, all goals and policies of the County's SMP are considered an element of this Comprehensive Plan and are adopted by reference. To ensure consistency between the two, this element sets forth the following goal and policy, which are not included in the SMP:

Goal SL 1 **Recognize the goals and policies of the adopted Walla Walla SMP comprise an element of the Comprehensive Plan.**

Policy SL 1.1 Review proposed revisions to the County's Comprehensive Plan and development regulations for consistency with the SMP. Conversely, review proposed revisions to the County's SMP for consistency with the Comprehensive Plan and development regulations.

4 HOUSING ELEMENT

4.1 INTRODUCTION

The Housing Element of the Comprehensive Plan addresses current economic and demographic conditions in the county and how they relate to the adequate provision of housing. The Housing Element specifically addresses the housing requirements of special-needs populations such as senior citizens, single-parent families, farm workers, and the homeless. The Housing Element also evaluates the affordability of housing in the county and trends that may reduce affordability in the future.

Local governments planning under Growth Management Act (GMA) are to prepare a housing element “ensuring the vitality and character of established residential neighborhoods that: (a) includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth; (b) includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences; (c) identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and (d) makes adequate provisions for existing and projected needs of all economic segments of the community (Revised Code of Washington [RCW] 36.70A.070(2)).”

The Housing Element is intrinsically linked to, and must be consistent with, the Land Use Element. Together, these elements promote a range of housing types and densities in a manner that avoids sprawl. Local governments are not required to build the units described in the Housing Element, but should allow for their construction by public and private developers through plans and regulations.

4.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The GMA includes the following planning goal that specifically addresses housing:

- **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 stock (RCW 36.70A.020(4)).

4.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

Countywide Planning Policies which address housing issues are identified below:

- 8.1** Encourage and promote a wide range of housing development types and densities throughout the county to meet the needs of a diverse population and to provide affordable housing options for all income levels.
- 8.2** Encourage affordable housing through innovative land use techniques such as clustering, planned unit development, infill housing incentives, density bonuses, etc.
- 8.3** Consider permitting accessory housing or the division of existing structures in single family neighborhoods.
- 8.4** The county should provide appropriately zoned lands and location criteria to assure the inclusion of multi-family housing and manufactured home parks within UGAs.
- 8.5** The housing and land use elements of the local comprehensive plans will include an assessment of land availability and general criteria for siting special purpose housing within the UGA to ensure that such housing can be accommodated. The assessment should include the extent to which demands from all segments will be met.
- 8.6** Special purpose housing should include, but not be limited to, migrant farm worker housing and homeless shelters, as well as transitional and/or group homes for the developmentally or mentally disabled, recovering chemically dependent persons and the chronic mentally ill.
- 8.7** Base the affordable housing element of the comprehensive plans upon a needs assessment and housing strategy which evaluates the following factors within the community:
 - A. An inventory and conditions study of existing housing stock;
 - B. Barriers to affordable housing including zoning and NIMBY sentiment;
 - C. Available land with services in place;

- D. Current price structure and availability of housing options;
 - E. Need for additional units based on population projections including owned, rented, and shelter units.
- 8.8** To coordinate the affordable housing element of local comprehensive plans with other plan elements such as land use, services, utilities, open space and parks, economic and rural development issues.
 - 8.9** High density housing within the urban growth area which is not contiguous to the municipal boundary may be allowed provided it meets the criteria for contiguous and orderly development.
 - 8.10** All housing projects within an urban growth area, but outside of city limits, shall be reviewed to ensure compatibility with the urban density projections of the comprehensive plan.
 - 8.11** Evaluate the impact on the provision of affordable housing options prior to adoption of any new ordinance or regulation affecting homebuilding.
 - 8.12** Consider maximum lot size provisions in zoning codes to maintain residential density as allocated in comprehensive plans.

4.1.3 RELATIONSHIP TO VISION STATEMENT

The Housing Element directly implements the Walla Walla County Vision Statement concepts to promote housing, as follows:

- **Housing:** We encourage a variety of housing opportunities to choose from in the urban and rural areas. We maintain and provide for housing that meets a range of incomes.

4.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

4.2.1 POPULATION TRENDS

4.2.1.1 POPULATION GROWTH

From 1970 to 2010 the county experienced an average population increase of 8.8% per decade. While growth occurred at greater rates during the 1970s and 1990s, overall county

population increased only 2.1% between 1980 and 1990, due in part to population losses in the cities of Prescott and Waitsburg, as well as in the unincorporated areas of the county. Population growth slowed to 6.5% between 2000 and 2010. Census population counts for the county since 1970, as well as the county's estimated population in 2017, can be seen in Table 4-1.

Table 4-1. Walla Walla County Population 1970 - 2017

	1970*	1980*	1990*	2000*	2010*	2017**
Unincorporated areas	12,852	14,650	14,384	16,150	16,115	16,560
Walla Walla County	42,176	47,435	48,439	55,180	58,781	61,400

* U.S. Census Counts

** Postcensal estimate prepared by Washington State Office of Financial Management

Source: OFM 2017b

4.2.1.2 POPULATION FORECAST

Under the GMA, counties allocate their projected population growth among their constituent cities, urban growth areas (UGAs), and unincorporated lands. These allocations indicate which areas of the county are expected to experience higher levels of growth and guide the provision of necessary housing to meet those growth targets. Table 4-2 shows the population growth projections adopted by the Board of County Commissioners for the current Comprehensive Plan.

Table 4-2. 2038 Growth Projections by Jurisdiction

Jurisdiction	2017 OFM Population Estimate	2038 Population Target	Potential Population Change
Total	61,400	71,724	+10,324
Unincorporated County*	16,560	19,445	+2,885
Incorporated County	44,840	52,279	+7,439
College Place	9,440	10,825	+1,385
Prescott	330	399	+69
Waitsburg	1,230	1,525	+295
Walla Walla	33,840	39,530	+5,690

* Includes population in unincorporated UGAs

Source: OFM 2017b

Approximately 4,150 additional dwelling units would be required to meet the needs of the projected countywide population growth, based on a countywide average household size of 2.49 persons between 2012 and 2016. In 2018 the County reviewed the available and needed amount of land to accommodate this projected population growth and to ensure adequate UGA sizing. The Comprehensive Plan Land Use map depicts the variety of rural and urban residential designations, including districts promoting single family, multi-family, farm worker, and other housing types. Higher densities are focused around the Walla Walla

and College Place communities, consistent with other GMA goals to provide for urban densities where urban services are more readily available.

4.2.2 HOUSING CHARACTERISTICS

4.2.2.1 HOUSING UNITS

According to 2017 data from the Washington State Office of Financial Management (Table 4-3), 24,702 housing units exist in the county as a whole. The majority are single-family residences (68.7%), followed by multifamily housing (20.5%) and mobile home and special housing units (10.8%). Comparing the unincorporated county with the incorporated cities, the county has a higher proportion of single-family residences and mobile home and special housing units, and a lower proportion of multifamily housing units.

Table 4-3. Housing Units by Type

Jurisdiction	One Unit Housing Units		Two or More Housing Units		Mobile Home and Special Housing Units		Total Housing Units
	#	%	#	%	#	%	#
Unincorporated County	4,889	75.3	190	2.9	1,418	21.8	6,497
Incorporated Cities	12,091	66.4	4,868	26.7	1,246	6.8	18,205
Total County	16,980	68.7	5,058	20.5	2,664	10.8	24,702

4.2.2.2 HOUSING AGE

According to the US Census Bureau (2016), the overall median year of construction for housing in Walla Walla County is 1969. Over time, the urban and rural areas of the county have developed different patterns of housing construction. Table 4-4 illustrates the ages of housing units within and outside the cities of College Place, Waitsburg and Walla Walla. In comparison to the cities, the unincorporated county has the highest proportion of housing structures built since 1960 (73.3%).

Table 4-4. Year Structure Built, as a Percentage of Total County Structures

Year Structure Built	Unincorporated County	City of College Place	City of Waitsburg	City of Walla Walla	Total County
2000 and later	21.1%	22.0%	7.5%	7.3%	13.5%
1980 – 1999	25.0%	24.6%	22.7%	12.7%	18.2%
1960 – 1979	27.2%	16.4%	29.5%	27.8%	25.9%
1940 – 1959	11.2%	24.4%	18.4%	26.6%	21.8%
Before 1940	15.4%	12.6%	22.0%	25.6%	20.6%

* For purposes of this analysis, unincorporated county data was derived by subtracting data for the cities of College Place, Waitsburg and Walla Walla from the data for the entire county. Some columns may not add to exactly 100% due to rounding error

Source: U.S. Census Bureau 2016

4.2.2.3 HOUSING CONDITION

Data from the 2016 American Community Survey (US Census Bureau 2016) provide an indication of the condition of housing in areas of the county outside the cities of College Place, Waitsburg and Walla Walla. The data indicate that for occupied structures in these areas:

- 28 (0.5%) lack complete plumbing facilities
- 32 (0.5%) lack complete kitchen facilities
- 121 (2.0%) do not have telephone service available (including cellular service)
- 20 (0.3%) have no source of home heating

4.2.2.4 HOME OWNERSHIP

Home ownership rates refer to the percentage of homes that are lived in by the owner(s). In 2016, for Walla Walla County and Columbia County combined, the homeownership rate was 65.5% (Walla Walla Trends 2018).

4.2.2.5 RENTAL VACANCY RATE

Rental vacancy data can help assess the need for new private construction and housing programs. Moreover, the rental vacancy rate is a component of national indices of leading economic indicators used to understand the economic climate (Walla Walla Trends 2018).

The rental vacancy rate is the result of several forces: changes in the supply of rental units, changes in the number of people seeking rentals, and a "frictional" level of empty properties due to a timing gap between incoming and outgoing renters. The rental market is, in turn, affected by the strength of the owner-occupied housing market. Important determinants of owner-occupied housing in the county are population growth and income growth (Walla Walla Trends 2018).

Recent rental vacancy rates for Walla Walla County and Columbia County combined are shown below in Figure 4-1. Rental vacancy rates for the State and nation are provided for comparison. In 2016, the vacancy rate for Walla Walla County and Columbia County combined was 2.9% (Walla Walla Trends 2018).

Figure 4-1. Rental Vacancy Rate



Source: Walla Walla Trends 2018.

4.2.3 HOUSEHOLD CHARACTERISTICS

4.2.3.1 HOUSEHOLD SIZE

The average household size in the county in 2016 was 2.49 persons. This is slightly less than the 2.57 persons per household reported for Washington State as a whole (U.S. Census Bureau 2016).

Average household data from the 2010 census is broken down by census tract and tenure in Table 4-5 below. Census tract boundaries are illustrated in Maps HS-1–HS-2 (Appendix A). Average household size in the county was higher for owner-occupied housing units (2.56 persons) than for rented units (2.40 persons). With some exceptions, households tend to be larger outside of Walla Walla and College Place.

Table 4-5. Average Household Size 2010

Geography	Owner Occupied	Renter Occupied	Overall
Census Tract 9200	2.83	3.25	2.94
Census Tract 9201	2.60	2.64	2.61
Census Tract 9202	2.58	3.39	2.81
Census Tract 9203	2.33	2.19	2.27
Census Tract 9204	3.00	3.50	3.40
Census Tract 9205	3.36	2.93	3.12
Census Tract 9206	2.43	2.33	2.38
Census Tract 9207.01	2.48	1.82	2.10
Census Tract 9207.02	2.47	2.52	2.48

Geography	Owner Occupied	Renter Occupied	Overall
Census Tract 9208.01	2.58	2.23	2.43
Census Tract 9208.02	2.40	2.01	2.18
Census Tract 9209	2.57	2.76	2.60
Walla Walla County	2.56	2.40	2.50

Source: U.S. Census Bureau 2010

4.2.3.2 OCCUPANTS PER ROOM

In 2016, 3.0% of occupied housing units in the county had one or more occupants per room. This is in line with the State as a whole, in which 3.1% of occupied housing units had more than one occupants per room (U.S. Census Bureau 2016).

4.2.3.3 HOUSEHOLD DEMOGRAPHICS

Based on American Community Survey data for the 2012-2016 period, Table 4-6 provides a breakdown of household demographics for the county and its component census tracts. The county contained 21,851 households. Of these, approximately 63% were family households (a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption); 37% were non-family households (a householder living alone or with nonrelatives only).

Family households were typically larger than non-family households. Average household size for family and non-family households were as follows (U.S. Census Bureau 2016):

- 3.15 for married couples
- 3.61 for male householder, no spouse present
- 3.43 for female householder, no spouse present
- 1.24 for nonfamily households

Table 4-6. Household Type, 2012-2016

Geography	Family Households						Non-Family Households				Total
	Married Couples		Male householder, no spouse present		Female householder, no spouse present		Living Alone		Householder not living alone		
	#	%	#	%	#	%	#	%	#	%	
Census Tract 9200	1,093	62.2	85	4.8	213	12.1	315	17.9	52	3.0	1,758
Census Tract 9201	1,156	63.1	59	3.2	116	6.3	439	24.0	61	3.3	1,831
Census Tract 9202	945	70.8	90	6.7	79	5.9	150	11.2	71	5.3	1,335

Geography	Family Households						Non-Family Households				Total
	Married Couples		Male householder, no spouse present		Female householder, no spouse present		Living Alone		Householder not living alone		
	#	%	#	%	#	%	#	%	#	%	
Census Tract 9203	1,341	39.7	165	4.9	342	10.1	1,231	36.4	299	8.9	3,378
Census Tract 9204	5	100.0	0	0.0	0	0.0	0	0.0	0	0.0	5
Census Tract 9205	356	37.3	123	12.9	168	17.6	284	29.8	23	2.4	954
Census Tract 9206	803	33.3	56	2.3	292	12.1	1,122	46.6	137	5.7	2,410
Census Tract 9207.01	523	30.1	17	1.0	222	12.8	819	47.1	159	9.1	1,740
Census Tract 9207.02	922	49.1	126	6.7	159	8.5	565	30.1	106	5.6	1,878
Census Tract 9208.01	694	34.5	92	4.6	322	16.0	628	31.2	274	13.6	2,010
Census Tract 9208.02	460	41.1	0	0.0	88	7.9	447	39.9	125	11.2	1,120
Census Tract 9209	2,296	66.9	64	1.9	244	7.1	790	23.0	38	1.1	3,432
Walla Walla County	10,594	48.5	877	4.0	2,245	10.3	6,790	31.1	1,345	6.2	21,851

Source: U.S. Census Bureau 2016

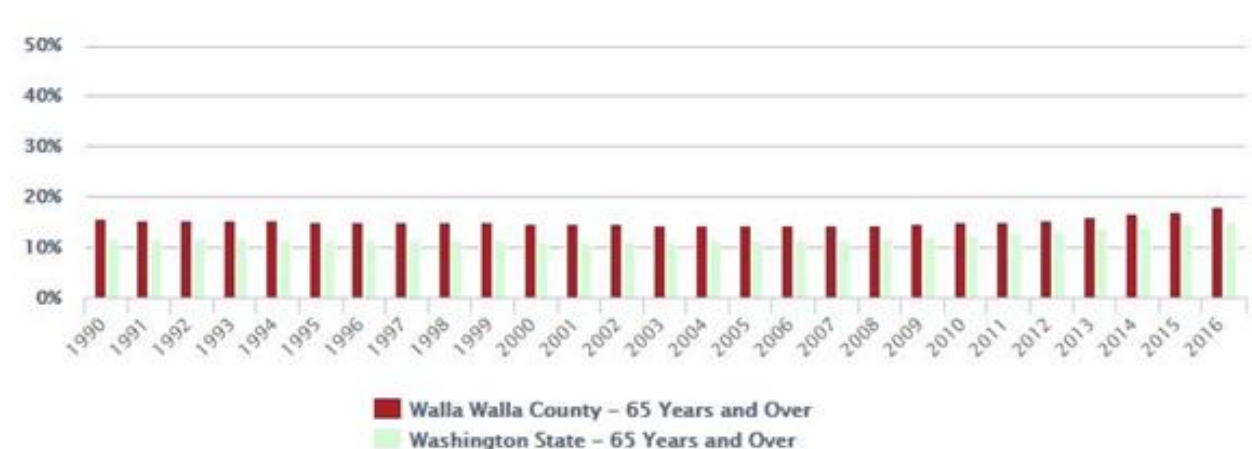
Table 4-6 indicates 2,245 families had a female householder. This represented 10.3% of the total households in the county. Family households headed by a female often have lower incomes than married couples or households headed by a male, and are especially sensitive to any lack of affordable housing that may exist. In Walla Walla County, according to data for the 2012-2016 period, 39.6% of family households headed by a female earned an annual income below the poverty level in the past 12 months. By comparison, the poverty rate for all family households in the county was 11.2% (U.S. Census 2016).

4.2.3.4 POPULATION OVER 65 YEARS OF AGE

The median age of Walla Walla County and Columbia County combined was 37.2 years in 2016, which is very similar to the State and national medians (37.7 and 37.9, respectively) (Walla Walla Trends 2018).

In 2016, persons aged 65 years and over made up 18.1% of the county's total population, up from 15.6% in 1990. As shown in Figure 4-2, the percentage of persons aged 65 years and over has consistently been higher in the county compared to the State. For the State in 2016, persons aged 65 years and over made up 14.9% of the total population, up from 11.7% in 1990 (Walla Walla Trends 2018).

Figure 4-2. Population 65 Years and Over



Source: Walla Walla Trends 2018.

4.2.3.5 FARM WORKERS

The 2012 Census of Agriculture recorded 8,021 hired farm laborers in the county. Of these, only 1,891 (23.6%) were employed for more than 150 days per year. The remaining 6,130 were seasonal workers who worked fewer than 150 days. This transient labor force represents a population with special housing needs in the county, due to traditionally low income levels, possible language barriers, and the seasonal nature of their work.

The county currently has two areas designated as Rural Farm Worker Communities. The communities of Vista Hermosa and Eureka are both located in the northwestern portion of the county, in the agricultural lands along the Snake River. Vista Hermosa is a planned community operated by Snake River Housing, Inc., an organization founded by the owners of Broetje Orchards. Vista Hermosa primarily serves the employees of Broetje Orchards and contains 133 rental dwelling units, schools, a chapel, a post office, recreation fields, and gardening areas.

Additionally, the Walla Walla Housing Authority operates the Valle Lindo Homes for agricultural workers. Located to the southwest of Walla Walla, Valle Lindo Homes is a community neighborhood offering 128 townhouse units. This site includes two- to four-bedroom townhouse units and community amenities.

4.2.3.6 HOMELESS POPULATION

The Homeless Housing and Assistance Act requires that each county in Washington State conduct an annual point in time count of sheltered and unsheltered homeless persons. This count is conducted in accordance with the requirements of the U.S. Department of

Housing and Urban Development. Results of the point in time count for 2017 are shown in Table 4-7.

Table 4-7. Point in Time Count of Homeless in Walla Walla County

Sheltered				Unsheltered				Total
HH* w/ Adults & Children	HH w/out Children	HH w/ Only Children	Sheltered Total	HH w/ Adults & Children	HH w/ out Children	HH w/ Only Children	Unsheltered Total	
20	82	1	103	6	59	-	65	168

* HH signifies households

Source: Washington State Department of Commerce 2017

4.2.3.7 RACE

Data from the 2016 American Community Survey indicate that the county is composed predominantly of white households and individuals. The county generally has a lower percentage of minority population than the State as a whole, with the exception of Hispanics or Latinos. Approximately 20.1% of the County's population is Hispanic or Latino, compared to 12.1% of the State population. Tables 4-8 and 4-9 provide a breakdown of race by individual and household.

Table 4-8. Race of Individual as a Percentage of Total Population

Location	White	Black	Native American or Alaskan Native	Asian	Pacific Islander or Native Hawaiian	Other*	Hispanic or Latino**
Census Tract 9200	87.3%	0.3%	0.4%	< 0.1%	< 0.1%	15.1%	30.6%
Census Tract 9201	92.2%	0.8%	0.3%	0.1%	< 0.1%	7.9%	13.6%
Census Tract 9202	77.6%	0.9%	< 0.1%	1.8%	< 0.1%	29.3%	23.8%
Census Tract 9203	84.8%	0.7%	0.5%	0.9%	0.3%	15.2%	17.1%
Census Tract 9204	55.6%	20.7%	1.1%	0.7%	< 0.1%	41.2%	15.7%
Census Tract 9205	64.9%	1.2%	4.5%	1.1%	< 0.1%	33.9%	61.1%
Census Tract 9206	90.5%	0.8%	3.1%	0.6%	< 0.1%	8.8%	38.7%
Census Tract 9207.01	88.3%	0.1%	0.2%	3.0%	< 0.1%	9.8%	18.1%
Census Tract 9207.02	89.3%	0.3%	0.9%	1.9%	1.4%	9.0%	13.7%

Location	White	Black	Native American or Alaskan Native	Asian	Pacific Islander or Native Hawaiian	Other*	Hispanic or Latino**
Census Tract 9208.01	88.2%	1.0%	0.1%	4.7%	< 0.0%	6.5%	17.4%
Census Tract 9208.02	84.7%	0.5%	0.5%	5.0%	0.5%	16.0%	14.1%
Census Tract 9209	92.2%	0.5%	0.4%	1.3%	0.1%	7.6%	9.4%
Walla Walla County	85.3%	1.6%	0.9%	1.6%	0.2%	14.5%	20.1%
Washington State	77.3%	3.6%	1.3%	7.8%	0.6%	14.6%	12.1%

* For purposes of this inventory, "Other" includes both persons classified as some other race alone and persons of two or more races

** The U.S. Census Bureau considers Hispanic or Latino origin an ethnicity, not a race, and reports statistics on these populations separately. As a result, Hispanics or Latinos may belong to any race or combination of races

Source: U.S. Census Bureau 2016

Table 4-9. Race of Householder as a Percentage of Total Households

Geography	White	Black	Native American or Alaskan Native	Asian	Pacific Islander or Native Hawaiian	Other*	Hispanic or Latino**
Census Tract 9200	89.3%	0.5%	0.2%	< 0.1%	< 0.1%	11.3%	17.9%
Census Tract 9201	95.4%	0.8%	0.2%	< 0.1%	< 0.1%	5.0%	6.2%
Census Tract 9202	87.7%	1.0%	< 0.1%	3.1%	< 0.1%	11.1%	12.5%
Census Tract 9203	90.1%	0.4%	0.5%	0.6%	0.4%	9.1%	10.4%
Census Tract 9204	100%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Census Tract 9205	72.4%	1.6%	3.8%	0.5%	< 0.1%	26.1%	43.8%
Census Tract 9206	92.0%	1.5%	2.4%	< 0.1%	< 0.1%	7.2%	23.4%
Census Tract 9207.01	92.8%	< 0.1%	< 0.1%	1.1%	< 0.1%	8.0%	8.3%
Census Tract 9207.02	93.1%	< 0.1%	1.5%	1.4%	1.3%	3.6%	9.3%
Census Tract 9208.1	92.1%	0.7%	< 0.1%	3.2%	< 0.1%	4.0%	8.7%
Census Tract 9208.2	88.8%	< 0.1%	< 0.1%	0.4%	< 0.1%	20.2%	12.8%
Census Tract 9209	92.6%	0.3%	0.4%	1.9%	< 0.1%	6.0%	5.9%
Walla Walla County	90.7%	0.6%	0.7%	1.1%	0.2%	8.6%	12.7%
Washington State	82.2%	3.4%	1.1%	6.8%	0.4%	9.2%	8.0%

* For purposes of this inventory, Other includes both persons classified as some other race alone and persons of two or more races.

** The U.S. Census Bureau considers Hispanic or Latino origin an ethnicity, not a race, and reports statistics on these populations separately. As a result, Hispanics or Latinos may belong to any race or combination of races.

Source: U.S. Census Bureau 2016.

The county has relatively few minority householders, with the notable exception of Hispanics and Latinos. The county's percentage of Hispanic or Latino householders is approximately 50 percent greater than that of the State, and several census tracts exhibit percentages in excess of the county average. The three tracts with the highest percentages of Hispanic or Latino householders are Tracts 9200, 9205, and 9206. Tract 9200 encompasses the northwestern rural areas; Tracts 9205 and 9206 are located in the Walla Walla UGA.

4.2.3.8 HOUSEHOLD INCOME

In 1999, the median household income for the county was \$35,900, or 78.4% of the State median. Though fluctuations in economic conditions affect areas differently, median household income in the county has remained consistently below that of the State. The estimated median household income for 2016 was \$48,705, or 77.5% of the State median.

Household income is a useful statistic for measuring whether housing is affordable to area residents. Approximately 41.2% of the households in the county were classified as low, very low, or extremely low income households, of which 60% were renters and 40% were owners. Comprehensive Housing Affordability Strategy data is used to determine the distribution of Community Development Block Grant funds by the U.S. Department of Housing and Urban Development (HUD). Table 4-10 shows the breakdown of low income households in the county by income level and whether they rented or owned their home.

Table 4-10. Walla Walla County Low-income Households, 2010-2014

Household Income Level	Percent of Median Income	# of Renters	# of Owners	Total Households	Percent of Total Households*
Extremely low income	0% - 30%	1,985	850	2,835	13.1%
Very low income	31% - 50%	1,760	1,000	2,760	12.7%
Low income	51% - 80%	1,590	1,765	3,355	15.5%
Total		5,335	3,615	8,950	41.2%

* Comprehensive Housing Affordability Strategy calculates the total number of households in Walla Walla County as 19,674.

Source: HUD Comprehensive Housing Affordability Strategy data, a special tabulation of data from the 2010 Census. (U.S. Department of Housing and Urban Development 2014)

4.2.3.9 FAMILY INCOME

According to the American Community Survey, there were 13,716 families residing in the county in 2016. Median family income for the county in 2016 was \$63,091, approximately 78% of the State median family income of \$81,234. Table 4-11 shows the income level breakdown for families in the county and State for 2016.

Table 4-11. Family Income

Income Level	Washington State	Percent of State Total	Walla Walla County	Percent of County Total
Total Families	1,738,213	100.0%	13,716	100%
Less than \$10,000	61,098	3.5%	716	5.2%
\$10,000 to \$14,999	39,946	2.3%	448	3.3%
\$15,000 to \$19,999	43,919	2.5%	275	2.0%
\$20,000 to \$24,999	55,483	3.2%	651	4.7%
\$25,000 to \$29,999	56,885	3.3%	645	4.7%
\$30,000 to \$34,999	66,085	3.8%	596	4.3%
\$35,000 to \$39,999	64,232	3.7%	579	4.2%
\$40,000 to \$44,999	69,165	4.0%	568	4.1%
\$45,000 to \$49,999	66,314	3.8%	579	4.2%
\$50,000 to \$59,999	136,531	7.9%	1,362	9.9%
\$60,000 to \$74,999	191,133	11.0%	1,748	12.7%
\$75,000 to \$99,999	263,880	15.2%	2,208	16.1%
\$100,000 to \$124,999	201,203	11.6%	1,131	8.2%
\$125,000 to \$149,999	131,894	7.6%	855	6.2%
\$150,000 to \$199,999	145,212	8.4%	745	5.4%
\$200,000 or more	145,233	8.4%	610	4.4%
Median Family Income	\$81,234	-	\$63,091	-

Source: U.S. Census Bureau 2016

HUD is required by law to establish income limits that determine eligibility for the HUD housing assistance programs, including public housing, Section 8 Housing Assistance Payments program, Section 202 housing for the elderly, and Section 811 housing for disabled persons. HUD sets income limits, based on family size, for each county in the State. Table 4-12 shows the income limits for each income level in the county for 2018.

Table 4-12. Housing and Urban Development Family Income Limits, 2018

Family Income Level	Percent of Median Family Income	2018 Income Limit*
Extremely low income	< 30%	\$25,100
Very low income	30% - 50%	\$32,850
Low income	50% - 80%	\$52,550

* For a family of four, using a FY 2018 median family income of \$65,700

Source: U.S. Department of Housing and Urban Development (HUD) 2018

The Walla Walla Housing Authority administers the Housing Choice Voucher Rental Assistance Program, which is funded by the HUD under Section 8 of the U.S. Housing Act of 1937. Voucher assistance levels are established on a family-by-family basis, based on size and composition, and recipients then apply the vouchers toward rent on privately-owned, market-rate housing.

4.2.3.10 FAMILIES IN POVERTY

Families in poverty bear the greatest burden when affordable housing is in short supply. In 2016, the poverty level for a family of two adults and two children was \$24,600. According to the American Community Survey, 1,536 families in the county were below the poverty level, which represents 11.2% of the total number of families in the county. This includes 889 single-parent families headed by females and 127 individuals over the age of 65. By comparison, 8.4% of families statewide were considered below the poverty level.

4.2.4 HOUSING COSTS

4.2.4.1 OWNERSHIP COSTS

According to the American Community Survey, the median home value in the county in 2016 was \$191,700, 29% lower than the State median of \$269,300. Census data indicate that the highest percentage of homes in the county were valued between \$100,000 and \$300,000. Table 4-13 shows the values of homes as estimated by their owners for the 2016.

Table 4-13. Estimated Home Value Distribution

Geography	\$0 – \$50k	\$50k - \$100k	\$100k - \$200k	\$200k - \$300k	\$300k - \$500k	\$500k +	Median
Census Tract 9200	11.8%	4.3%	48.5%	17.2%	17.5%	0.8%	\$168,900
Census Tract 9201	5.1%	8.8%	27.8%	24.2%	18.6%	15.6%	\$232,900
Census Tract 9202	6.0%	3.1%	20.8%	23.5%	37.5%	9.1%	\$284,100
Census Tract 9203	16.4%	14.1%	37.9%	23.2%	7.8%	0.5%	\$173,600
Census Tract 9204	0.0%	0.0%	0.0%	0.0%	100.0%	0.0%	\$0
Census Tract 9205	7.5%	39.8%	40.0%	11.3%	0.6%	1.0%	\$103,700
Census Tract 9206	18.9%	19.8%	39.9%	16.7%	2.8%	1.8%	\$129,600
Census Tract 9207.01	2.2%	5.2%	50.9%	24.6%	9.4%	7.8%	\$182,400
Census Tract 9207.02	2.6%	5.2%	45.4%	30.0%	12.0%	4.6%	\$193,900
Census Tract 9208.01	11.2%	2.9%	48.5%	28.5%	8.9%	0.0%	\$174,900
Census Tract 9208.02	2.9%	0.0%	46.4%	20.1%	24.3%	6.3%	\$202,900
Census Tract 9209	1.7%	4.7%	24.5%	35.7%	25.6%	7.7%	\$245,600
Walla Walla County	7.9%	8.7%	36.6%	25.5%	16.1%	5.3%	\$191,700
Washington State	5.1%	4.2%	22.5%	25.5%	26.2%	16.5%	\$269,300

Source: U.S. Census Bureau 2016

Data from the Census and from the Washington Center for Real Estate Research, compiled by the Port of Walla Walla, indicate that median home prices in the county have increased by over 67% countywide since 2000, and 60% statewide during the same period.

4.2.4.2 RENTAL HOUSING COSTS

A general rule of thumb when discussing the affordability of rental housing is that households should not spend more than 30% of their income toward rent. As of 2016, approximately 48.9% of rental households countywide paid 30% or more of their income on housing. This percentage was slightly higher (49.7%) in the Walla Walla and College Place urban areas.

Table 4-14 shows the range of rent asked for rental units in the county.

Table 4-14. Rent Asked

Rent	Countywide	Walla Walla and College Place Urban Areas
\$0 - \$500	18.5%	30.3%
\$500 - \$700	50.2%	48.1%
\$700 - \$1,000	7.6%	5.9%
\$1,000 - \$1,500	5.9%	4.0%
\$1,500 +	16.4%	11.6%

Source: U.S. Census Bureau 2016

4.2.4.3 PUBLIC & ASSISTED HOUSING

The Walla Walla Housing Authority offers a number of options for providing affordable housing to low-income families, the disabled, and the elderly. Table 4-15 provides more details on available housing communities.

Table 4-15. Assisted and Affordable Housing

Housing Community	Emphasis	Number of Units
Belmont Apartments	Mentally ill; developmentally disabled	20
Foothill Homes	60% of median income or less	25
Lariat Gardens	50-60% of median income or less	43
Parkview Apartments	None	48
Valle Lindo Homes	Farm workers	128
Creekside Cottages	Ages 55+	25
Galbraith Gardens	Ages 55+ at 80% of median income or less	34
Linden Place	Age 55+	20
Marjorie Terrace	Ages 55+	50
Rosehaven Cottages	Ages 55+	25
Washington School Apartments	Ages 55+	24

Source: Walla Walla Housing Authority 2018

In addition to these communities, the Walla Walla Housing Authority owns and manages nine sites around the city of Walla Walla that are specifically targeted for extremely low-income families who may not be able to find rental opportunities in the private market. Rents are based on approximately 30% of median income and subsidized through the federal Low-Rent Public Housing Program.

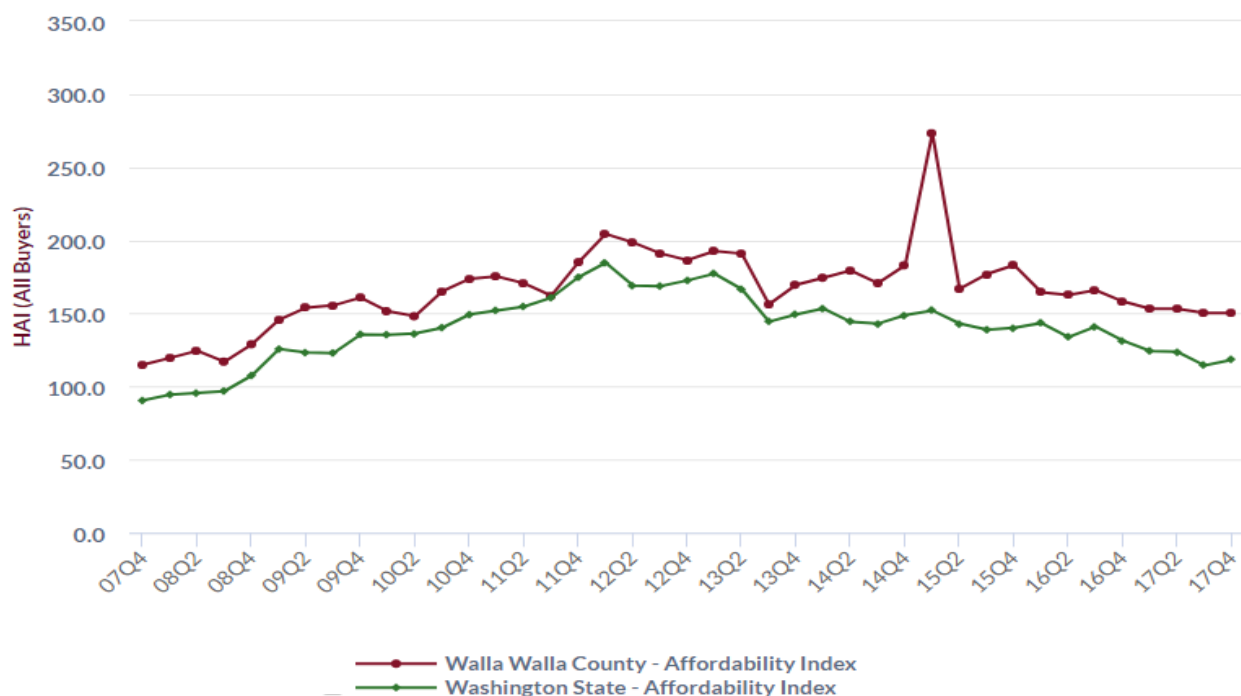
4.2.5 AFFORDABILITY ANALYSIS

The previous sections described income levels and housing costs in the county in order to provide background for an analysis of affordability in the county's housing market. This section compares housing costs in the county relative to the income levels of residents.

Housing affordability reflects the relationship between household incomes, housing prices, and interest rates. It measures the burden imposed on income by housing costs. Families who pay more than 30% of their income toward housing are generally considered cost burdened, and may have trouble affording other necessities.

Figure 4-3 shows the Housing Affordability Index for the county and State from the end (fourth quarter) of 2007 through the end of 2017. The index measures the ability of a family at the median income for the area to afford a median-priced home. An index of 100 indicates a balance between the ability of the family to pay and the cost of their housing. An index below 100 indicates a lack of affordable housing, and an index above 100 indicates a surplus of housing affordable to those earning the median income.

Figure 4-3. Affordability Index over Time



Source: Walla Walla Trends 2018

Since 2007, housing has remained consistently affordable in the county, and the county has consistently out-performed the state as a whole in affordability. See rental housing costs above regarding households who rent.

4.2.6 HOUSING GOALS & POLICIES

Goal HS 1	Promote infill housing in urban areas.
Policy HS 1.1	Encourage infill in order to make efficient use of existing infrastructure and to prevent premature conversion of resource lands.
Policy HS 1.2	Recognize historical platting patterns where such platting is consistent with historical investment in infrastructure and where the continued availability of that infrastructure supports infill at this historical density and is an economical use of limited resources.
Goal HS 2	Minimize conflicts between housing and incompatible uses and locations.
Policy HS 2.1	Review and amend zoning and subdivision regulations, where appropriate, to ensure that adequate setbacks, landscaping, and buffering are required between housing developments and non-residential uses and housing developments of significantly differing densities.
Policy HS 2.2	Ensure that new residential developments adjacent to designated resource or critical lands are designed to minimize conflicts.
Goal HS 3	Encourage diversity in type, density, and location of housing within the county, while protecting public health, safety, and the quality of life.
Policy HS 3.1	Implement development standards that allow for a range of housing types, such as single-family, duplexes, townhouses, zero lot-line, accessory dwelling units, and condominiums.
Policy HS 3.2	In siting housing, consider the location in reference to access to transportation, employment, and services.
Policy HS 3.3	Continue to permit manufactured homes throughout the County.

- Policy HS 3.4** In planning for a wide range of housing opportunities, be cognizant of neighborhood character.
- Policy HS 3.5** Adopt subdivision standards that encourage neighborhood creation or maintenance and open space.
- Policy HS 3.6** Encourage innovative design (clustering, planned unit developments) through development regulations that recognize geographic constraints or amenities and allow for a variety of development and housing types.
- Policy HS 3.7** Encourage innovative development and financing techniques in order to facilitate affordable housing.
- Goal HS 4** **Support efforts to maintain the quality of the existing housing stock.**
- Policy HS 4.1** In cooperation with public and private housing authorities, periodically identify areas of the county where housing conditions need improvement.
- Policy HS 4.2** Support voluntary programs and State and federally funded programs that encourage housing rehabilitation.
- Goal HS 5** **Plan for adequate housing opportunities for households with special needs.**
- Policy HS 5.1** Participate in organized local efforts to coordinate activities and share data.
- Policy HS 5.2** Cooperate with agencies that administer programs for housing assistance for populations with special needs and low-income families.
- Policy HS 5.3** Ensure that plans and development regulations allow housing opportunities for all economic segments of the community.
- Policy HS 5.4** Continue to permit farm worker housing as an accessory use to commercial agricultural operations.
- Policy HS 5.5** Continue to permit the temporary placement of manufactured homes for medical hardships.

5 LAND USE ELEMENT

5.1 INTRODUCTION

The Land Use Element plays the central role in guiding land use patterns and decisions for the County. In keeping with State law, the County fulfills its responsibility of shaping land use primarily through its Comprehensive Plan policies and implementing development regulations. While this chapter addresses all land uses in the County, the emphasis is on urban lands. Rural and resource land uses are specifically addressed in Chapter 6, Rural and Resource Lands.

The majority of new growth in the County is encouraged to locate in established cities and urban growth areas (UGAs) where adequate public facilities and services can be provided in an efficient and economical manner. An adequate supply of land in the UGAs will ensure that immediate and future urban needs are met as well as provide for an orderly and efficient transition from low intensity land uses to urban land uses over time as the incorporated cities expand.

5.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

Three of the Growth Management Act (GMA) planning goals are particularly relevant to land use:

- **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner (Revised Code of Washington [RCW] 36.70A.020(1)).
- **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development (RCW 36.70A.020(2)).
- **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 (RCW 36.70A.020(6)).

5.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

Countywide Planning Policies address a wide range of issues related to land use. Some particularly relevant policies related to this Land Use Element are listed below:

- 2.1** Urban land is an important resource which should be judiciously and effectively used to economically accommodate future growth which should be concentrated within designated urban growth areas.
- 3.2** 10 and 20 year Office of Financial Management (OFM) population forecasts, as adjusted by the local jurisdictions, should be accommodated in UGAs. It can include up to 25% excess land to avoid tightening of urban land supply and increased costs. It is recognized that a portion of the growth will occur outside of UGAs at rural densities.
- 3.7** Allocate population based on: 1) existing concentration of population: 2) availability of existing / planned infrastructure: 3) natural and manmade topography: 4) protection of resource and critical lands: 5) adjusted OFM projections; and 6) proximity to employment and recreation. All jurisdictions shall utilize an agreed upon formula.
- 3.12** The retention of the overall rural character of the county and preservation of agricultural lands shall be promoted by including sufficient area within the UGA to accommodate anticipated growth and avoid market constraints that induce leapfrogging development.
- 5.1** Urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private source.
- 5.10** In the next 20 years, the county should not encourage “new fully contained communities” outside of the UGAs.
- 5.12** To adequately plan for growth and implement the policies of the GMA, the governmental entities and special districts in Walla Walla County should establish an ongoing mechanism to improve communication, information sharing and coordinated approaches to common problems.

- 5.13** Walla Walla County should coordinate with Benton, Franklin, and Columbia Counties on growth issues that cross county boundaries, as well as with Umatilla County and the City of Milton-Freewater on issues that cross state boundaries.

Some additional Countywide Planning Policies relevant to UGAs are listed below, grouped by topic.

Urban Growth Areas

- 3.1** Urban Growth Areas (UGAs) for small cities should be of sufficient size to create viable economic centers. They should do appropriate planning to ensure adequate land uses and services.
- 3.4** All cities in the county shall be within an urban growth area.
- 3.5** UGAs should be designated where: 1) infrastructure exists or is planned, as identified in an approved capital improvement program or can be reasonably and economically extended; and 2) it is environmentally appropriate for growth to occur.
- 3.6** Designate UGAs by: 1) existing incorporated boundaries: 2) distribution patterns of projected growth: 3) existing population density: 4) presence or availability of infrastructure: and 5) natural and manmade topographical constraints.
- 3.8** Mixed use developments, multi-family development, employment centers, and other intensive land uses are appropriate development to be encouraged in UGAs.
- 3.9** Prior to amendment of a UGA, the county and respective city and / or cities shall determine the capital improvement implications of the amendment to ascertain that a full range of services will be present within the forecast period.
- 3.10** Within UGAs, cities are the preferred providers of urban services. Urban services shall not be extended through the use of special purpose districts except on an interim basis, or as applies to the Port of Walla Walla. As time and conditions warrant, cities should assume urban services provided by special purpose districts. However, it is recognized that the Port of Walla Walla, as a unique special district, currently provides urban services at the Walla Walla Regional Airport and adjacent Port industrial property and should continue to be the primary urban service provider for Port Property until such time that the Port seeks comprehensive services provided by the city, and may supply urban services to service providers and areas within a UGA that are near Port property

consistent with the provisions regarding consent and availability of substantially similar utilities in RCW 53.08.040.

- 3.13** Due to the differing characteristics of the cities and communities within Walla Walla County and the presence of isolated industrial sites, the structure of the UGAs may vary to reflect those characteristics.
- 3.14** UGAs may provide for the inclusion and protection of greenbelts and open space, some of which may be critical areas.
- 3.15** Urban growth areas outside of College Place and Walla Walla may be examined on a different review cycle.

Joint City-County Planning within UGA

- 4.1** Enter into agreements for joint review of development proposals and public projects in the UGAs with final approval by the county for areas outside of the city limits.
- 4.2** The county and each city shall inventory the amount of usable or buildable land, by land use category remaining in the urban area.
- 4.3** The county and cities shall cooperatively determine the amount of undeveloped buildable land needed.
- 4.6** Urban growth management agreements shall include a method for sharing net revenues, services, and expenses, if appropriate, in annexation of significantly developed residential, commercial, or industrial areas through a phased program established for a set period of time. Compensation formulae shall address revenue sources eligible for sharing and take into account shifts in the cost of service obligations. If the cost of service exceeds the amount generated from annexation areas, excess shall be deducted from any ongoing payments previously established. Cross jurisdictional equity should be considered for city to city interactions as well as city to county.
- 4.8** Each city shall designate a potential annexation area. Within this area the city shall adopt criteria for annexation and a schedule for provision of urban services and facilities within the potential annexation area.
- 4.9** A city may annex territory only within its designated potential annexation area. All cities shall phase annexation to coincide with the ability to provide a full range of urban services to areas to be annexed.

- 4.10** Undeveloped urban areas should be annexed to adjacent cities when urban services become available or are proposed to become available concurrent with development. However, it is recognized that the Port of Walla Walla, as a unique special district, currently provides urban services at the Walla Walla Regional Airport and adjacent Port industrial property and should continue to be the primary service provider for Port Property, and may supply urban services to service providers and areas within a UGA that are near Port property consistent with the provisions regarding consent and availability of substantially similar utilities in RCW 53.08.040. Unless the Port seeks comprehensive services provided by the city or petitions to annex, the airport should remain in the county.
- 4.11** Common and consistent regulations and development and land division standards shall be developed and implemented for areas located within the UGA, with final approvals continuing to reside with the county for areas outside of the city limits. Standards shall address: 1) street location, right-of-way widths, construction standards and traffic control; 2) curbs, storm water facilities and sidewalks; 3) building construction standards; 4) sewage disposal facilities; 5) provision of domestic water; 6) fire flow and protection; 7) subdivision standards; 8) mobile home/manufactured home standards; 9) zoning; and 10) landscape enhancement.
- 4.12** A city and the county may enter into an interlocal agreement whereby the application of development standards and functions of permit review, inspection, and enforcement are assigned.
- 4.13** All jurisdictions shall cooperate in developing guidelines for consistent land use elements and compatibility of land use and road designations across jurisdictional boundaries.

Contiguous & Orderly Development

- 5.2** Non-urban development in the UGA should be discouraged. Non-urban development in the UGA should only be allowed if urban development is not possible and if it will be compatible with future urban development.
- 5.3** Urban development in an UGA which is outside of a municipal boundary may be allowed only if:
- A. Infrastructure standards are equal to or greater than those required by the adjacent city;

- B. The city and county have jointly adopted the same UGA and standards;
 - C. Provisions have been made for urban level services;
 - D. Off-site infrastructure needs are met; and
 - E. It is noted on the plat that the development is within a UGA and is ultimately intended to be within a city.
- 5.7** The county and the cities should also coordinate the development and implementation of long-range planning between fire protection, police services, schools, air quality, transportation, and parks and recreation facilities.
- 5.9** Urban growth agreements shall identify services to be provided in an UGA, the responsible purveyors and the terms under which the services are to be provided.

5.1.3 RELATIONSHIP TO VISION STATEMENT

The Land Use Element relates to multiple vision objectives, but most particularly to urban areas:

- **Urban Growth:** We manage urban growth to create healthy urban areas with diverse employment and housing opportunities and minimal impacts to rural and resource areas. We encourage growth in UGAs with access to adequate facilities and services.

5.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

5.2.1 POPULATION & DISTRIBUTION

The Comprehensive Plan uses population projections as a key variable for determining projected land use needs. The data used in population projections is provided by the Washington State Office of Financial Management (OFM). OFM population projections are based on high, medium, and low growth scenarios. Population projections are most important for determining the size of the individual cities' UGAs, as they are anticipated to accommodate most of the growth projected for the county.

5.2.1.1 CURRENT POPULATION & DISTRIBUTION

According to the most recent OFM data, the county's population in 2017 was 61,400 people. As shown in Table 5-1, 73.0% (44,840) of these people lived in incorporated cities. The remaining 27.0% (16,560) lived in the unincorporated county.

Table 5-1. 2017 OFM Population Estimates

Jurisdiction	2017 OFM Population Estimate	Percent of 2017 Total County Population Estimate
Total	61,400	100%
Unincorporated County*	16,560	27.0%
Incorporated County	44,840	73.0%
College Place	9,440	15.4%
Prescott	330	.5%
Waitsburg	1,230	2.0%
Walla Walla	33,840	55.1%

* Includes population in unincorporated UGAs

Source: OFM 2017b

Of the population the unincorporated county, approximately 4,872 people lived in UGAs. The estimated population in each of the county's unincorporated UGAs (excluding the Attalia UGA, which does not have a documented population) is shown in Table 5-2. In 2017, approximately 81% of the county population resided in a city or unincorporated UGA.

Table 5-2. Unincorporated UGA Populations

Unincorporated UGA	Population Estimate
Total	4,872
Burbank	1,953
College Place	371
Prescott	10
Waitsburg	16
Walla Walla	2,522

Source: OFM 2017c

5.2.1.2 PROJECTED POPULATION & DISTRIBUTION

As part of the update of the Comprehensive Plan, the County reviewed OFM's official 2017 GMA population projections. The population projections for 2038, the end of the 20-year planning period, are shown below in Table 5-3. Per statute, the medium projection represents the most likely population according to OFM.

Table 5-3. 2017 OFM GMA Population Projections for 2038

	Population Projection		
Year	Low	Medium	High
2038	59,050	67,132	75,872

Source: OFM 2017a

After review of the 2017 growth projections, the Board of County Commissioners elected to retain the previously-adopted population targets for 2038. These population targets, along with potential population change in each jurisdiction, are shown in Table 5-4.

Table 5-4. 2038 County Population Targets and Distribution

Jurisdiction	2017 OFM Population Estimate	2038 Population Target	Potential Population Change
Total	61,400	71,724	+10,324
Unincorporated County*	16,560	19,445	+2,885
Incorporated County	44,840	52,279	+7,439
College Place	9,440	10,825	+1,385
Prescott	330	399	+69
Waitsburg	1,230	1,525	+295
Walla Walla	33,840	39,530	+5,690

* Includes population in unincorporated UGAs

Source: OFM 2017b

5.2.2 EXISTING LAND USES

Table 5-5 identifies the current mix of land uses in the unincorporated areas of the County as of 2017. Land use in the County is overwhelmingly in resource use.

Table 5-5. Existing Land Uses in Unincorporated Walla Walla County

Existing Land Use	Estimated Acres	Percentage of Total Acreage
Cultural, Entertainment & Recreational	286	0.0%
Manufacturing	417	0.1%
Residential	12,888	1.6%
Resource Production & Extraction Agriculture, Forestry, Mining	743,734	93.2%
Services – Education	13,502	1.7%
Services – Public/Government	3,646	0.5%
Services – Other	261	0.0%
Trade	222	0.0%
Transportation, Communication, and Utilities	3,395	0.4%
Undeveloped Land and Water Areas	8,688	1.1%
Unknown	11,233	1.4%
Total	798,272	100.0%

* Land use categories are based on those in Washington Administrative Code (WAC) 458-53-030

Source: Walla Walla County Assessor 2018

5.2.3 LAND USE DESIGNATIONS

Comprehensive Plan land use designations are key tool for the County to manage growth. Land use designations indicate where new urban growth will be encouraged and where farmland, forests, and rural areas will be protected. The majority of new growth in the

County will be encouraged to locate in established UGAs where adequate public facilities and services can be provided in an efficient and economical manner. An adequate supply of land will ensure that immediate and future urban needs are met, and will provide for an orderly and efficient transition from low and moderate intensity land uses to urban intensity land uses over time as the incorporated cities expand.

The County's various land use designations strive to create development patterns that protect health, safety, and welfare of the public and preserve natural beauty and environmental quality. They attempt to share the public and private costs of growth while assuring orderly and efficient development that addresses or resolves regional, countywide land use needs. The land use designations represent the most appropriate uses of land in the unincorporated County consistent with the requirements of the GMA.

The GMA provides for broad land use categories to allow for the necessary flexibility and specificity in applying land use regulations. These categories are: Resource Lands, Rural Lands, and Urban Lands.

- Resource Lands indicate areas where the County will promote long term, commercially significant agriculture, forest, and mineral resource uses and will discourage intensive residential, commercial, and industrial development.
- Rural Lands include lands suitable for residential development, limited commercial services, agriculture, and rural living.
- Urban Lands include incorporated areas, lands appropriate for urban growth, and dedicated industrial areas.

The County Land Use map (Maps LU-1–LU-5) includes 4 Resource designations, 9 Rural designations, and 9 Urban designations. The areas included in these land use designations are shown below in Table 5-6. The vast majority of land in the unincorporated County is under a Resource designation.

Table 5-6. Land Use Designation Acreage

Land Use Designation	Acres	Percentage of Total Acreage
Resource Designations	717,327	89.3%
Agriculture Residential	30,032	3.7%
Exclusive Agriculture	20,960	2.6%
General Agriculture	838	0.1%
Primary Agriculture	665,497	82.8%
Rural Designations	66,997	8.3%
Limited Area of More Intensive Rural Development	148	<0.1%
Rural Activity Center*	637	0.1%
Rural Agriculture	2,575	0.3%

Land Use Designation	Acres	Percentage of Total Acreage
Rural Farm Worker Community	117	<0.1%
Rural Remote	54,735	6.8%
Rural Residential 5	6,036	0.8%
Rural Residential 2-5 (Burbank Rural Activity Center)	1,382	0.2%
Rural Residential Mill Creek	1,367	0.2%
Urban Designations	13,073	1.6%
Airport	2,038	0.3%
Commercial	46	<0.1%
Industrial	7,649	1.0%
Low Density Residential	1,896	0.2%
Master Planned Community	6	<0.1%
Medium Density Residential	342	<0.1%
Multiple Family Residential	10	<0.1%
Residential Single Family	1,086	0.1%
Urban or Rural	6,252	0.8%
Public Reserve	6,252	0.8%
Total**	803,649	100.0%

* Does not include Burbank Rural Activity Center acres since that Rural Activity Center contains multiple rural land use designations and not a single Rural Activity Center land use designation

** The acre totals for unincorporated land are greater in this table than in Table 5-5, since the acres include islands or piers in the rivers, Madam Dorian Park at the mouth of the Walla Walla River and rights-of-way that are not assigned parcel numbers

Source: Walla Walla County 2017 (adjusted to account for UGA amendments approved in 2019).

5.2.4 RURAL & RESOURCE LANDS

Lands designated as Rural Lands include lands suitable for residential development, limited commercial services, agriculture, and rural living. Lands designated as Resource Lands indicate areas where the County will promote long-term, commercially viable agriculture, forest, and mineral uses and will discourage intensive residential, commercial, and industrial development. Both land uses are addressed in Chapter 6, Rural and Resource Lands.

5.2.5 URBAN GROWTH AREAS

According to GMA goals, growth is to be encouraged in urban areas. UGAs delineate where urban services are available, or are planned to be provided. New development requiring urban services is to be located in a UGA. Expansion of urban services will be provided at the appropriate level of service to encourage infill where logical and economical, and discourage it where it is not.

The County has worked with its incorporated cities to establish UGAs. Designation of these UGAs recognizes both the historical and existing urbanized development pattern in the County and plans for future growth within those areas. In addition, the County has

established the Industrial UGA in Attalia, and a UGA in Burbank (described further in Chapter 12). With the exception of Burbank and Attalia, all UGAs are contiguous to and expand the respective city's incorporated boundaries. The County's designated UGAs are:

- Attalia Industrial UGA
- Burbank UGA
- City of College Place UGA
- City of Prescott UGA
- City of Waitsburg UGA
- City of Walla Walla UGA

The GMA requires that the County review its UGAs every 8 years as part of the update its Comprehensive Plan. Currently the County also provides for the optional review of its designated UGAs every 5 years.

Descriptions of each of the County's UGAs are provided below.

5.2.5.1 ATTALIA INDUSTRIAL URBAN GROWTH AREA

The Attalia Industrial UGA is located in the western part of the County, just south of the confluence of the Snake and Columbia Rivers. It is not associated with an incorporated city.

The UGA is approximately 9.5 square miles in size and is characterized by excellent access to rail transportation, waterborne transportation, and a regional highway. It has the essential characteristics of an exclusively industrial area, including:

- large undeveloped or underdeveloped acreage in uncomplicated ownerships,
- relatively flat terrain,
- availability of, or the potential for, suitable infrastructure and public services,
- direct or unobstructed access to multi-modal transportation facilities,
- a suitable labor force within relative close proximity, and
- isolation from urban density residential areas.

The land use designation in the UGA is Industrial (Map LU-2).

The Attalia Industrial UGA features several Port of Walla Walla (Port) facilities in various stages of development (Port of Walla Walla 2012):

- **Dodd Road Industrial Park.** This site is located within the UGA. After the sale of 53 acres to Railex, LLC for produce and wine distribution warehouses, the facility has 236 remaining acres. Port-owned property is currently vacant, with the exceptions of a rail loop and access roads. Potential future land uses include, but are not limited to, heavy industrial uses, manufacturing and processing, and warehousing and distribution.
- **Attalia Industrial Site.** This site consists of two parcels within the UGA. The first parcel consists of 1.19 acres situated between US 12 and the Burlington Northern Santa Fe rail line; the second parcel totals 88.37 acres, primarily under water, with limited shoreline uplands. The site is currently vacant. Potential future land use includes a marine terminal / transload facility.
- **Wallula Gap Business Park.** A majority of the 1,894-acre property is located within the UGA, with portions of it extending south of the UGA boundary. Existing land use is agriculture. Potential future land uses include, but are not limited to, heavy industrial uses, manufacturing and processing, and warehousing and distribution. Uncertainty regarding wastewater service and environmental regulations has hampered successful business recruitment to this property in the past. In response to this, wastewater system alternatives and recommended next steps to support future business development have been developed (Anderson Perry & Associates 2017).

5.2.5.2 BURBANK URBAN GROWTH AREA

The Burbank community is the largest unincorporated community in the County, and lies at the westernmost border of the County at the confluence of the Snake and Columbia Rivers. Planning for the community anticipates the development of full urban services over time and consequently lands were designated and zoned for an urban level of development. A long-term goal of the community has been its eventual incorporation. In view of the existing development and of this goal, a portion of the Burbank Community located south of the slough and mostly south of U.S. Highway 12 has been designated as a UGA. The UGA area is approximately 2.6 square miles in size (Map BSA-1).

For a detailed discussion of the Burbank area, including the UGA, see Chapter 12, Burbank Subarea Plan.

5.2.5.3 COLLEGE PLACE URBAN GROWTH AREA

The College Place unincorporated UGA lies adjacent to the City of College Place city limits in various locations.

5.2.5.4 PRESCOTT URBAN GROWTH AREA

The Prescott unincorporated UGA is located adjacent to the city limits of the City of Prescott, approximately 20 miles north of the City of Walla Walla. The unincorporated UGA encompasses only about a total of 0.5 square mile of land in three areas: northwest of the city limits; northeast of the city limits; and east of the city limits. The unincorporated UGA is designated Low Density Residential and Public Reserve. Most of the unincorporated UGA is currently in use for single-family residences or mobile homes (Map LU-4).

5.2.5.5 WAITSBURG URBAN GROWTH AREA

The Waitsburg unincorporated UGA is located adjacent to the City of Waitsburg city limits, approximately 21 miles northeast of the City of Walla Walla. The unincorporated UGA encompasses a total of about 1.3 square miles of land primarily in two areas northeast and southwest of the city limits. Two small areas are located adjacent to the southern city limits. All of the unincorporated UGA is designated Low Density Residential, and the land is currently in single-family or agricultural use (Map LU-5).

5.2.5.6 CITY OF WALLA WALLA URBAN GROWTH AREA

The Walla Walla unincorporated UGA lies adjacent to the city limits of the City of Walla Walla in numerous locations and is the largest UGA in the County.

5.2.6 URBAN DESIGNATIONS

The 9 Urban designations applicable in UGAs and their implementing zoning districts are shown below in Table 5-7. Descriptions of the designations follow the table. Descriptions of the implementing zoning districts are contained in the County Zoning Code (Title 17 of the Walla Walla County Code).

Table 5-7. Urban Designations and Implementing Zoning Districts

Land Use Map Designations	Implementing Zoning Districts
Industrial	Industrial Agriculture Heavy (IA-H), Industrial Agriculture Mixed (IA-M), Heavy Industrial (HI), Light Industrial (LI), Industrial/Business Park (I/BP)
Commercial	General Commercial (GC), Neighborhood Commercial (NC), Burbank Commercial (BC)
Residential Single Family	Burbank Residential (BR)
Low Density Residential	R-96, Suburban Residential (R-96), R-72, Single Family Residential (R-72)

Land Use Map Designations	Implementing Zoning Districts
Medium Density Residential	R-72, Single Family Residential (R-72), R-60, Single Family Residential (R-60)
Multiple Family Residential	RM, Residential Multiple Family (RM)
Master Planned Community	Urban Planned Community (UPC)
Airport	Airport Development (AD)
Public Reserve	Public Reserve (PR)

5.2.6.1 INDUSTRIAL

Industrial lands are those lands in UGAs that are primarily designated to accommodate a variety of industrial uses, but may also accommodate agricultural, commercial and other uses compatible with industrial uses. Allowed residential uses are limited.

In the Attalia Industrial UGA, agricultural and industrial uses are accommodated in a manner that is consistent and compatible with both uses. New primary residential development, where allowed, is a conditional use; otherwise, residential development is limited to accessory uses such as caretaker's quarters, accessory dwelling units, and dwellings for agricultural employees. Limited commercial uses are also allowed. Site requirements typically include convenient access to major highways, rail and waterborne transportation, and utilities; and separation from low- and medium-density residential development and most commercial uses. Because both uses share similar site requirements and at times can produce similar impacts, paramount consideration must be given to reducing or eliminating potential land use conflicts while preserving the economic vitality of the land.

For industrial lands outside of the Attalia Industrial UGA, residential development is typically limited to accessory uses such as accessory dwelling units, caretaker's quarters, and dwellings for agricultural employees. Site requirements include convenient access to arterial roads and separation from low- and medium-density residential development.

The implementing zoning districts for the Industrial land use designation are Industrial Agriculture Heavy, Industrial Agriculture Mixed, Heavy Industrial, Light Industrial, and Industrial/Business Park.

5.2.6.2 COMMERCIAL

Commercial lands are those lands designated primarily for retail businesses and service uses that depend on arterials or other major streets for trade or transportation. Residential and industrial uses are discouraged. Due to the lack of sewer and water utilities in most of the unincorporated areas of the County, Commercial lands are located only in the UGAs.

The implementing zoning districts for the Commercial land use designation are General Commercial, Neighborhood Commercial, and Burbank Commercial.

5.2.6.3 RESIDENTIAL SINGLE FAMILY

Residential Single Family lands are those lands designated for a variety of lot sizes in the Burbank UGA. The implementing zoning district for the Residential Single Family land use designation is Burbank Residential. See the discussion of the Burbank UGA in Chapter 12 of this Comprehensive Plan.

5.2.6.4 LOW DENSITY RESIDENTIAL

Low Density Residential lands are those lands designated for medium- and large-size urban lots in residential neighborhoods. The primary housing type is single-family detached dwellings. The Low Density Residential land use designation is typically located adjacent to low- or medium- density residential designated lands, rural lands, or public reserve lands. Non-residential uses are discouraged except for certain public facilities and institutions, provided their nature and location are not detrimental to the Low Density Residential environment.

The implementing zoning districts for the Low Density Residential land use designation are R-96 Suburban Residential and R-72 Single Family Residential.

5.2.6.5 MEDIUM DENSITY RESIDENTIAL

Medium Density Residential lands are those lands designated for small- and medium-size urban lots in residential neighborhoods. The primary housing types are single-family detached dwellings and small-scale ground-related attached dwelling units such as duplexes and townhouses. The Medium Density Residential land use designation can be located adjacent to any other residential land use designation, commercial lands, rural lands, or public reserve lands. Non-residential uses are discouraged except for certain public facilities and institutions, provided their nature and location are not detrimental to the Medium Density Residential environment. The implementing zoning districts for the Medium Density Residential land use designation are R-72 Residential Single Family and R-60 Residential Single Family.

5.2.6.6 MULTIPLE FAMILY RESIDENTIAL

Multiple Family Residential lands are those lands designated for housing in a high-density residential environment. The primary housing types are multiple family structures and ground-related attached dwelling units such as duplexes and townhouses. The Multiple Family Residential land use designation is intended primarily to be located adjacent to the commercial and retail land use designations. Nonresidential uses are discouraged except for certain public facilities and institutions, provided their nature and location are not detrimental to the Multiple Family Residential environment.

The implementing zoning district for the Multiple Family Residential land use designation is RM Residential Multiple Family.

5.2.6.7 MASTER PLANNED COMMUNITY

The Master Planned Community designation is intended to provide flexibility and encourage more creative land planning solutions on large parcels of land than would be achieved by traditional lot-by-lot development. Preferred uses are residential and passive and active open space together with other compatible nonindustrial uses. The Urban Planned Community zoning district implements this land use designation.

5.2.6.8 AIRPORT

This land use designation contains the Walla Walla Regional Airport and the adjacent industrial park and it is located within the City of Walla Walla's UGA. The airport is an essential public facility and serves as the regional air transportation hub for both passenger and freight service. The industrial park contains a wide variety of uses, many of which are located here because of the close proximity to regional air and highway transportation facilities. All of the property within this land use designation is owned and managed by the Port, which is recognized as a primary provider of urban services for all properties.

The purpose of the Airport designation is to regulate the use and development of land for compatibility with aviation facilities, for the protection of runway safety and clear zones, and for the protection of public safety; and to attract compatible industrial, office, commercial, public and accessory uses that can benefit from close proximity to the airport and the State highway system. In addition, undeveloped areas within this land use designation may be devoted to agricultural uses.

The 20-year Walla Walla Regional Airport Master Plan includes a land use component that addresses on-site and off-site land uses, as well as airport noise and safety. The original 1991 Airport Master Plan was updated in 2002 and again in 2015. South of the airport, unincorporated UGA land is designated on the County Land Use map as Industrial, similar to the land use assumptions of the Airport Master Plan. Although the Airport Master Plan does not address the area to the east of the airport directly, the County consulted the Port and other agencies at the time the property was designated Master Planned Community to ensure appropriate coordination. Areas to the north and west of the airport are identified on the County Land Use map as Primary Agriculture.

The implementing zoning district for the Airport land use designation is Airport Development. The zoning regulations primarily focus on the airport property itself, allowing

a variety of uses, with provisions that specific use or uses of buildings and sites will be permitted by approval of the airport board in conformance with airport plans. Additional regulations for unincorporated land surrounding the airport may be appropriate such as title notices for noise, and other measures.

5.2.6.9 PUBLIC RESERVE LANDS

The Public Reserve designation recognizes lands that are devoted to uses such as recreation areas; federal and State habitat areas; government use areas; cemeteries; public and private rights-of-way; institutions such as schools; public services such as fire and police stations; and utilities such as sewer and water facilities and electric power substations.

It is implemented by the Public Reserve zoning district most directly.

5.2.7 COUNTYWIDE LAND USE GOALS & POLICIES

The following land use goals and policies apply to all of the unincorporated areas of the County. Goals and policies that apply specifically to UGAs follow in the next section of this chapter.

- | | |
|----------------------|--|
| Goal LU 1 | To retain the rural and agricultural character of the County by allocating most of the projected population and employment growth to UGAs. |
| Policy LU 1.1 | Focus future development in UGAs to minimize the impacts of growth on rural and resource lands. |
| Policy LU 1.2 | Recognize that some areas of the County are unsuitable for residential, commercial, and industrial development due to natural constraints and/or distance from urban services. |
| Policy LU 1.3 | Designate UGAs by allocating projected residential and employment growth according to factors and priorities identified in the GMA: 1) currently urbanized areas with existing service capacity to accommodate future growth; 2) currently urbanized areas where a combination of existing and planned services provide capacity to accommodate future growth; and 3) lands adjacent to such currently urbanized and serviced areas. |
| Policy LU 1.4 | Encourage land use patterns that provide for the efficient use of public funds. |

- Policy LU 1.5** Monitor the achievement of population and employment targets periodically. If targets are not met, re-evaluate the targets and underlying land use assumptions and institute corrective measures, if needed, upon consultation with affected cities.
- Goal LU 2** **To designate areas for industrial development to serve the long-term needs of the County.**
- Policy LU 2.1** Designate areas for industrial development in the vicinity of existing industrial development.
- Policy LU 2.2** Require visual screening and landscaped buffers where other barriers are not adequate to minimize the impacts of industrial uses from non-industrial areas.
- Policy LU 2.3** Coordinate with cities and the Port of Walla Walla when designating areas for industrial development.
- Goal LU 3** **To recognize public institutions, essential public facilities and open space as important parts of the County land use pattern.**
- Policy LU 3.1** Designate sufficient land to accommodate present and planned public or semi-public institutions, essential public facilities, and recreation areas.
- Goal LU 4** **To protect the quality and quantity of ground water used for public water supplies.**
- Policy LU 4.1** Coordinate with cities, local communities, and adjacent counties in Washington and Oregon on issues such as water that cross jurisdictional boundaries.
- Policy LU 4.2** Require subdivision applications and building permit applications requiring potable water, and relying on permit exempt wells, to demonstrate evidence of an adequate water supply prior to County approval.
- Goal LU 5** **To promote physical activity wherever possible.**
- Policy LU 5.1** When amending the Comprehensive Plan or development regulations, consider approaches that promote physical activity wherever possible.

Policy LU 5.2 Encourage development patterns in new developments that support non-motorized connections between residential uses and existing community destinations where feasible.

Goal LU 6 **To protect the interests and priorities of the County, create a process to identify, coordinate, and assist in resolving land use incompatibilities within the military training routes in all areas of the county to ensure new development is compatible with military operations and to safeguard mission training requirements and support military readiness.**

Policy 6.1 Facilitate the exchange of project related information between Walla Walla County and the military.

Policy 6.2 Coordinate with the military to site renewable energy facilities in a manner that does not significantly impact military necessities.

5.2.8 UGA LAND USE GOALS & POLICIES

The following goals and policies are applicable to all UGAs, unless a specific UGA is specified.

Goal LU 6 **To consider those UGA boundaries, policies, and procedures that have been adopted through prior planning processes and agreements.**

Policy LU 6.1 Include up to 25% excess land in UGAs beyond that necessary to accommodate the projected population and employment growth in order to avoid tightening of the urban land supply and increased costs.

Policy LU 6.2 Review designated UGA boundaries and the densities permitted within both the incorporated and unincorporated portions of each UGA not more than once every five years except as required otherwise by the GMA.

Policy LU 6.3 Consider UGA amendments for Prescott, Waitsburg, Burbank, and Attalia on a different 5-year cycle than those for College Place and Walla Walla if appropriate.

- Policy LU 6.4** Provide equitable transition opportunities for owners of residential land within UGAs by allowing the one-time land division provision as limited in the development regulations.
- Policy LU 6.5** In anticipation of GMA-mandated periodic updates of comprehensive plans and development regulations, establish a process for updating the countywide planning policies in coordination with cities. The process should be complete at least three years prior to each periodic update deadline.
- Goal LU 7** **To require new development in UGAs to develop at higher intensities than in rural areas.**
- Policy LU 7.1** Maintain a minimum density for residential uses in UGAs of three residential dwelling units per acre through adopted development regulations.
- Goal LU 8** **To implement development standards in UGAs that are compatible with development standards inside city limits.**
- Policy LU 8.1** On the County Land Use map, include land use designations compatible with those identified in city comprehensive plans.
- Policy LU 8.2** Coordinate with cities to identify appropriate urban development standards within each city's UGA.
- Policy LU 8.3** If in the future a UGA is amended to include land designated for uses not previously designated within that UGA, consider compatible development standards as part of the amendment process.
- Policy LU 8.4** Coordinate review of developments within a UGA with the associated city, as applicable.
- Policy LU 8.5** Encourage annexation of significantly developed residential, commercial, or industrial areas within the UGAs.
- Goal LU 9** **Foster master planning of large parcels in UGAs to optimize development and achieve growth targets.**
- Policy LU 9.1** Consider the designation of Master Planned Community on large parcels of land within UGAs that are appropriate for development with a mix of urban uses.

Goal LU 10 Plan for orderly and efficient transition in the Attalia UGA.

Policy LU 10.1 Preserve existing agricultural uses until such time as adequate access and utilities are available for industrial development to occur.

Policy LU 10.2 Locate industrial uses where environmental impacts such as noise, odors, and other hazards can be controlled and separated from incompatible land uses.

Policy LU 10.3 Implement development standards for the Attalia Industrial UGA that will enable future industrial development to occur while reducing the pressure and conflict that can arise when incompatible land uses develop in the same vicinity.

6 RURAL & RESOURCE LANDS ELEMENT

6.1 INTRODUCTION

This Rural and Resource Lands Element addresses unincorporated portions of Walla Walla County outside of urban growth areas (UGAs), whereas Chapter 5, Land Use Element, principally addresses urban areas. The Land Use Element and the Rural and Resource Lands Element together form the basis for future land use patterns and decisions in unincorporated areas of the County. The goals and policies in this element work in tandem with the County Land Use map, which illustrates the location of various land use designations. This map is shown in Appendix A, along with close-up land use maps of UGAs. Close-up land use maps of rural communities and resource areas are also provided in Appendix A.

For 2017, the total county population was estimated at 61,400 (OFM 2017a). About 81% of the population lives in cities and UGAs, while about 19% of the population lives in rural areas. Approximately 88% the entire county is under a County Resource designation and approximately 8% is under a County Rural designation, making resource and rural lands important for the county and those that choose to live or work in them.

6.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The Growth Management Act (GMA) includes the following goals applicable to rural and resource lands:

- **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development (Revised Code of Washington [RCW] 36.70A.020(2)).
- **Natural resource industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses (RCW 36.70A.020(8)).

6.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

Countywide Planning Policies help define rural lands, appropriate land uses and service levels, and unique rural features and innovative land use techniques. Countywide Planning Policies also address resource lands.

Rural Lands

- 10.1** Rural lands are distinguished from Urban Growth Areas and from agricultural, forestry and mineral lands and shall have an appropriate level of services established.
- 10.2** Rural lands may be lands that are not suited for agricultural or forest production, but have physical or economic barriers preventing the provision of urban level services.
- 10.3** Rural lands are characterized by a lower level of services; mixed residential, agricultural, and open space uses; broad vistas, parcels of varying sizes; a variety of housing types and small unincorporated communities.
- 10.4** Rural lands often have an established land use pattern that precludes urbanization and are generally served by septic tanks and individual wells or a small community water system and are anticipated to continue as such.
- 10.5** Rural Service Centers are small unincorporated communities generally providing limited commercial services, a post office, a school, agricultural services, and a variety of housing types.
- 10.6** The use of innovative land use techniques that may include planned unit developments, transfer of development rights, cluster development, density bonuses, etc., should be given priority in rural areas to both lessen the impacts upon the environment and traditional agricultural / forestry uses and to more economically provide services.
- 10.7** The county should promote the retention of its overall character by establishing zoning classifications that preserve that rural / agrarian atmosphere.
- 10.8** Development in rural areas is subject to agricultural / forestry activities that may take place as a right on adjacent properties.
- 10.9** Rural land adjacent to commercial agricultural or forestry uses may require buffering.

- 10.10** Varying densities of rural lands or “urban reserve” areas should be considered at the urban interface to ensure eventual orderly inclusion.
- 10.11** A certain level of mixed uses in rural areas and rural service centers is acceptable and may include limited commercial, service, and industrial uses.

Resource & Critical Lands

- 11.2** The forest lands of Walla Walla County, while not of long-term commercial significance, are to still be considered to be an important resource because they support livestock grazing, timber harvesting, provide wildlife habitat and serve as an aquifer recharge area.
- 11.3** Priority should be given to preserving and protecting resource and critical lands. Development that is permitted that is associated or adjacent to these areas should be properly managed.
- 11.13** Comprehensive plans should provide for appropriately located lands to provide for an adequate supply of rock and gravel resources.
- 11.16** Comprehensive plans will reflect a “Right to Farm” in agricultural areas.

6.1.3 RELATIONSHIP TO VISION STATEMENT

The Rural and Resource Lands Element is guided by the following Vision Statement components:

- **Rural Lands:** We support a rural lifestyle and sense of community by offering rural housing choices and promoting a vital rural-based agricultural, resource, and commercial economy.
- **Resource Lands:** We wisely manage our resource lands to enhance agricultural productivity; maintain commercially viable mineral lands; and protect areas for livestock grazing and timber harvesting. We recognize the right to farm and to be stewards of our resource lands for the long term.

6.2 RURAL LANDS: EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

6.2.1 INTRODUCTION

The GMA requires counties to include a Rural Element that applies to lands that are not designated for urban growth, agriculture, forest, or mineral resources. The GMA states that “the rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses.” In order to do so, “counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural economic advancement, densities, and uses that are not characterized by urban growth and that are consistent with rural character” (RCW 36.70A.070(5)(b)). Further, the GMA requires the Rural Element to include measures to “protect the rural character of the area, as established by the county” (RCW 36.70A.070(5)(c)).

Counties are directed to foster land use patterns and develop a local vision of rural character that will preserve rural-based economies and traditional rural lifestyles; encourage the economic prosperity of rural residents; foster opportunities for small-scale, rural-based employment and self-employment; permit the operation of rural-based agricultural, commercial, recreational and tourist businesses that are consistent with existing and planned land use patterns; be compatible with the use of the land by wildlife and for fish and wildlife habitat; foster the private stewardship of the land and the preservation of open space; and enhance the rural sense of community and quality of life (RCW 36.70A.011).

One of the main attractions of the rural residential lifestyle is the low intensity of development and the corresponding sense of a slower pace of living. Part of what creates that attraction is the rural-level facilities and services. The Comprehensive Plan supports and preserves this rural lifestyle by limiting service levels to those historically provided in the County’s rural areas. Residents should expect County services such as road maintenance and emergency responses to be limited and to decrease as the distance from a population center increases.

6.2.2 PLANNING FOR RURAL LANDS IN WALLA WALLA COUNTY

As part of the 2018 periodic update of the Comprehensive Plan, the Board of County Commissioners elected to retain the previously adopted population targets for 2038.

Relative to the county's 2017 population, the 2038 countywide population target of 71,724 represents a potential population increase of 10,324 people. Incorporated cities are expected to accommodate a significant portion of future regional growth, with County growth management targets planning for cities to accommodate nearly 75% of the county population. This allocation of the projected population growth concentrates the growth in urban areas where urban services exist or can be made available while maintaining the rural character of the rest of the county.

As noted above, about 8% of the entire county is under a County Rural designation. Consistent with GMA goals and requirements, most of this rural land (about 85%) is designated for very low densities at lot sizes of 5-10 acres (Rural Residential and Rural Agriculture) or lot sizes of 20-40 acres per dwelling (Rural Remote). The remaining rural land reflects historic development patterns: rural activity centers, limited areas of more intensive rural development, or innovative planning techniques to allow for farm worker housing supporting agricultural resource activities.

6.2.3 RURAL LANDS

6.2.3.1 PURPOSE

Rural lands goals and policies apply to all rural lands and promote:

- development maintaining rural character,
- a variety of rural densities and housing choices,
- buffering of uses,
- infrastructure and services consistent with rural goals, and
- rural economic vitality.

Goal RL 1 **In rural areas consider both human uses and the natural environment by encouraging rural development that maintains the rural character of the land and supports natural resource-based economic activities, fish and wildlife habitats, rural lifestyles, outdoor recreation, and other open space.**

Policy RL 1.1 Give preference to land uses in rural areas that are related to agriculture, mining, rural residential development, tourism, outdoor recreation, and other open space activities.

- Policy RL 1.2** Limit the amount of development in rural areas through density requirements that protect and maintain the existing rural character, natural resource lands, open space, critical areas, and that manage traffic volumes.
- Policy RL 1.3** Recognize existing development patterns along arterials and in rural nodes and provide for infill or redevelopment in those areas.
- Goal RL 2** **Plan rural areas for a diversity of living and working situations that will provide residents with an opportunity to make economic and lifestyle choices.**
- Policy RL 2.1** Provide for a variety of rural densities to:
1. Maintain rural character, agriculture and resource extraction
 2. Buffer natural resource lands
 3. Retain open space
 4. Minimize the demand and cost of public infrastructure improvements by implementing lower density rural development patterns
 5. Allow rural property owners reasonable economic opportunities for the use of their land
- Policy RL 2.2** Encourage affordable housing opportunities that are compatible with rural character, including farm worker housing and accessory dwelling units.
- Policy RL 2.3** Provide opportunities to strengthen the economic well-being of rural areas through home-based occupations; small resource-based industry; commercial and public facilities designed to serve the communities in which they are located; and traveler and tourist attractions provided that they are rural in character and can be supported by rural-level services.
- Policy RL 2.4** Home-based occupations and industries should not adversely affect the surrounding uses. Site-specific standards shall be considered through the permitting process. Such uses shall only be a secondary use of the property with the primary use in compliance with the

policies provided for the designation in which they are to be located. Such uses shall not require urban services.

- Policy RL 2.5** Public spending priorities for facilities, services, and utilities within rural areas should focus on maintaining or upgrading existing facilities, services, and utilities to serve existing development at rural service level standards. New facilities, services, roads, and utilities that support planned rural growth shall be allowed at rural service level standards and shall be borne by the developer consistent with the requirements and impacts of development.
- Goal RL 3** **Assure that the provision of public facilities, services, roads, and utilities are consistent with rural character and lifestyles. The necessary services to support growth should be available concurrent with development.**
- Policy RL 3.1** Limit residential development in rural areas to lands that can physically support it without requiring urban services.
- Policy RL 3.2** Avoid extending or expanding urban public services in or to rural areas, except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development.
- Policy RL 3.3** Ensure that road and utility standards are consistent with rural densities and uses.
- Policy RL 3.4** Apply rural service level standards for water supply that ensure water quality, domestic supply, and rural fire protection consistent with rural densities and uses.
- Policy RL 3.5** Development should occur where soil conditions are able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.
- Goal RL 4** **Rural lands should provide a buffer between lands designated for urban uses and resource lands.**
- Policy RL 4.1** Residential uses and other non-agricultural uses proposed to be located near designated long-term agricultural and mineral resource areas should be developed in a manner that minimizes potential

conflicts through development standards that may include appropriate setbacks, density, and plat notification.

6.2.4 RURAL LANDS DESIGNATIONS

6.2.4.1 PURPOSE

The purpose of designating rural land use areas is to:

- provide for a variety of low-intensity residential uses that do not require a high level of public services and facilities and minimize the cost to County government and taxpayers;
- encourage rural activities;
- retain rural character and open space;
- protect areas with environmental constraints and preserve and buffer natural resource areas of agriculture, mineral deposits, and fish and wildlife habitats from encroachment by or irreversible conversion to more intense uses;
- allow limited areas of more intensive rural development including the infill, development or redevelopment of existing areas; the intensification of existing areas or development of new small-scale recreation or tourist uses; and the intensification of existing or development of new isolated non-residential development, home-based businesses, and small-scale industries; and
- preserve historic and cultural sites and structures.

Rural areas can provide a choice in living environments through a mix of large lots and existing smaller lots in rural centers such as Rural Activity Centers and limited areas of more intensive rural development where rural residents and others can gather, work, shop, entertain, and reside. Commercial and compatible industrial development may continue to locate and prosper in rural centers under limited conditions.

Table 6-1 identifies the Comprehensive Plan rural land use designations and the implementing zoning districts. Table 6-2 includes acres of rural designations.

Table 6-1. Rural Land Use Designations and Implementing Zoning Districts

Rural Land Use Designation	Rural Zoning District
Rural Remote	Rural Remote 20 acre Rural Remote 40 acre
Rural Agriculture	Rural Agriculture 5 acre Rural Agriculture 10 acre

Rural Land Use Designation	Rural Zoning District
Rural Residential Mill Creek	Rural Residential Mill Creek 5 acre
Rural Residential 5	Rural Residential 5 acre
Rural Residential 2-5 (Burbank Rural Activity Center)	Rural Residential 2 acre Rural Residential 5 acre
Limited Areas of More Intensive Rural Development	Rural Development
Rural Farm Worker Community	Rural Farm Worker Community
Rural Activity Center	Rural Activity Center
Public Reserve	Public Reserve

Table 6-2. Rural Land Use Designation Acreage

Rural Designation	Acres
Rural Remote	54,735
Rural Agriculture	2,575
Rural Residential Mill Creek	1,367
Rural Residential 5	6,036
Rural Residential 2-5 (Burbank Rural Activity Center)	1,382
Limited Areas of More Intensive Rural Development	148
Rural Farm Worker Community	117
Rural Activity Center*	637
Public Reserve**	6,252
Total	73,249

* Does not include Burbank Rural Activity Center acres since that Rural Activity Center contains multiple rural land use designations and not a single Rural Activity Center land use designation.

** The Public Reserve category is used in Urban and Rural/Resource areas but is largely concentrated in the latter areas.

Source: Walla Walla County 2018 (adjusted to account for UGA amendments approved in 2019)

Each rural Comprehensive Plan land use designation is described below, along with relevant goals and policies for each.

6.2.4.2 RURAL REMOTE

This designation reflects the area's remoteness and limited opportunity for development. Rural Remote areas are those not suitable for intensive farming and are generally not attractive for residential development. The primary land uses in Rural Remote areas include, but are not limited to, resource-oriented activities (farming, grazing, timber and mineral extraction), open space, recreation and residential. Lewis Peak and Biscuit Ridge are examples of lands in the Rural Remote designation.

Rural Remote lands are typically too far from an urban area to enable cost-effective provision of public services at this time and minimum lot sizes range from 20-40 acres. They may require on-site water and septic service, may be outside of fire service areas, or have other site constraints. They may be outside existing main road networks and distant

from existing utilities. Lands that are currently not platted, that lie within extremely remote areas or have poor road access, should be zoned for larger lot sizes until services and infrastructure becomes available. Future zoning patterns may be determined by any combination of the following: historic platting patterns, historic zoning, access, floodplain, water issues, land availability, and the current built densities versus potential densities, and others as needed.

Goal RL 5 **Provide for a mix of land uses, which may include residential, recreational, resource and critical areas.**

Policy RL 5.1 In the Rural Remote development regulations, permit commercial ventures which are recreational in nature and depend upon a remote environment. Bed and breakfast guesthouses, hunting lodges and religious retreat centers are examples of commercial ventures which might be appropriate in Rural Remote areas. These uses may be evaluated based on performance standards.

Policy RL 5.2 Although most lands within the Rural Remote designation are not designated as agricultural, forest, or mineral lands of long-term commercial significance, permit commercial agriculture activities including grazing, timber harvesting, and mineral extraction in these lands.

Goal RL 6 **Protect the environmentally sensitive features that are present in Rural Remote lands and reduce the threat of hazards such as flooding, slope failure, and wildfire.**

Policy RL 6.1 Implement the Community Wildfire Protection Plan to reduce the risk of wildfire and mitigate the impacts if a fire occurs.

6.2.4.3 RURAL AGRICULTURE

The Rural Agriculture designation is intended for smaller scale farming activity, limited agricultural production, and minimum lot sizes range from 5-10 acres. Lands with this designation are primarily located adjacent to areas of encroaching residential development or expansion as well as to resource lands. In determining the appropriate implementing zoning district, the following factors should be considered: historic platting patterns, historic zoning, access, floodplain, water availability, land availability, roads, and the current built densities versus potential densities, and others as needed. The areas near Ice Harbor Dam and the City of Waitsburg are examples of the Rural Agriculture land use designation.

Goal RL 7 **Designate Rural Agriculture lands to provide for “banking” of lands that: 1) may transition to urban lands at such time as urban services are available; 2) may be surrounded by productive agricultural lands, but do not have the soils or water availability to produce commercial agricultural commodities; or 3) are needed to meet urban areas growth projections.**

Policy RL 7.1 Ensure that road and utility standards are consistent with rural densities and uses.

Policy RL 7.2 Ensure that rural service level standards for water supply, water quality, domestic supply, and rural fire protection are consistent with rural densities and uses.

6.2.4.4 RURAL RESIDENTIAL MILL CREEK

This land use designation is intended to recognize those areas with geographically distinct boundaries and topographic challenges to development. Lands designated as Rural Residential Mill Creek are characterized by unique topographical constraints. These lands fall within corridors defined by steep slopes. Creeks and streams are present and the floodplain and soil types affect available buildable area. Existing lot sizes are generally one to ten acres. New lots may not exceed a density of one dwelling unit per five acres. Existing development is served by on-site sewage disposal and individual domestic wells. Public roads are improved and provide easy access to cities.

Goal RL 8 **In the Rural Residential Mill Creek designation, allow for the creation of rural building sites consistent with the unique agricultural and rural lifestyle of the area and the topography.**

Policy RL 8.1 Commercial and residential uses which are in character with the agricultural nature of the area should be included in the development regulations.

Policy RL 8.2 Recognize the unique characteristics of Rural Residential Mill Creek land when creating new lots.

6.2.4.5 RURAL RESIDENTIAL 5

This land use designation is intended to maintain the rural aspects of the county and to provide buffering or transitions between existing rural developments and areas of higher density. Rural Residential 5 areas are characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and some types of recreational uses

and open space. Lands are typically too far from an urban area to enable cost-effective provision of public services, and the typical uses do not require the provision of urban services. The majority of lots in this designation are nonconforming lots that are less than five acres and there is little undeveloped land. All of the above will be determined in relation to compliance and intent of the GMA.

The current examples of lands designated Rural Residential 5 include the Langdon Road-Hill Road neighborhood and Blalock Orchards.

Goal RL 9 Maintain a buffer between lands designated for urban use and Resource lands.

Policy RL 9.1 Provide a Rural Residential designation recognizing the desire of some citizens for a rural lifestyle and past development patterns that have made long-term resource use impractical. Include areas that meet one or more of the following criteria:

1. Areas not designated for urban growth or resource lands of long-term commercial significance and where a possibility exists for smaller farms and rural properties;
2. Areas not needed during the next 20 years to provide land for population or employment and where existing and future uses do not require urban level services and facilities;
3. Areas that provide a buffer between resource activities and potentially incompatible land uses; or
4. Areas where the open space character of the land is to be protected for scenic qualities, significant cultural resources, recreational activities, and environmental functions.

6.2.4.6 RURAL RESIDENTIAL 2-5 (BURBANK RURAL ACTIVITY CENTER)

See Chapter 12, Burbank Subarea Plan, for a description of this land use designation.

6.2.4.7 RURAL FARM WORKER COMMUNITY

Rural Farm Worker Communities are located in agricultural areas. Their purpose is to provide housing for employees of the agricultural operations and limited services to support residents. These communities are not platted nor are the residences or individual lots sold. The ownership is typically by the landowner of the farm where the residents are

employed. The purpose of this designation is to recognize these communities and provide guidelines for future developments of this type.

These communities are characterized by the presence of agricultural processing facilities and limited services that support local agricultural activities, including small- and large-scale agricultural industries and businesses in a compact core of single-family residences, limited services for residents, and open space. The Rural Farm Worker Community typically does not have public sewer treatment services, but may have a community water system. Residential densities are limited by the capacity of area soils to support on-site sewage disposal.

Although defined as rural, these communities are an extension of and created to support the agricultural sector of the economy and therefore are surrounded by lands designated for agricultural purposes. This designation provides for the infill of existing areas and development of new areas. As agriculture moves in some areas of the county from grains to orchards, vineyards and other labor-intensive crops, there will be a need for housing for field and process workers.

The existing Rural Farm Worker Communities to which this designation applies are Vista Hermosa and Eureka. Maps illustrating the land use designations in and around Vista Hermosa and Eureka are shown on Maps RL-2 and RL-3.

New areas proposed for the Rural Farm Worker Community Designation require conditional use permit review. The designation will be approved only if the conditional use criteria are met.

Goal RL 10 **Allow adequate housing and services for farm workers which are an integral part of the agricultural economy of Walla Walla County, in agricultural areas or near agricultural land.**

Policy RL 10.1 Ensure Rural Farm Worker Communities are provided with public water systems and fire flow.

Limited Areas of More Intensive Rural Development (LAMIRDs)

This land use designation is intended to recognize that there are areas within the county that are characterized by, or appropriate for, more intensive rural development whether they be rural activity centers, shoreline developments, crossroads developments, villages, or hamlets. Lands within this designation must meet the requirements of the GMA, specifically RCW 36.70A.070(5)(d) and all subsections therein. These areas have clearly identifiable and logical outer boundaries delineated by the built environment and/or physical boundaries such as bodies of water, streets and highways, and land forms and

contours, and they may include undeveloped land. They can include the public facilities and services necessary to serve the limited area.

The following types of development and uses are permitted within LAMIRDs subject to the requirements of the GMA:

- Infill, new development, or the redevelopment of existing commercial, industrial, residential, or mixed-use areas;
- The intensification or new development of small-scale recreational or tourist uses, including commercial facilities to serve the recreational or tourist uses; and
- The intensification of isolated nonresidential uses, the new development of cottage industries and small scale-businesses, or the expansion of small-scale businesses.

Some examples of LAMIRDs within the county are Rural Activity Centers (these feature their own land use designation, described below), Sun Harbor Estates on the Snake River, and the Northwest Grain Growers and Port of Walla Walla properties near the confluence of the Walla Walla River and the Columbia River.

Goal RL 11 **Provide opportunities for limited growth in rural areas such that demands are not created for urban-level services. However, acknowledge and maintain existing areas of more intense development.**

Policy RL 11.1 Allow development in the LAMIRD designation to occur where soil conditions are able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.

Policy RL 11.2 Potentially include undeveloped land within the boundaries of a LAMIRD to allow for limited growth as permitted by the GMA.

Policy RL 11.3 Maximize the use of existing public water systems that have excess capacity.

Policy RL 11.4 Allow a mix of uses reflecting past development patterns and existing non-residential uses.

6.2.4.8 RURAL ACTIVITY CENTER

The purpose of this designation is to recognize the historic, unincorporated rural communities and provide guidelines for future development. Rural Activity Centers feature

lots that were often platted more than 80 or 90 years ago. In cases where sewer is not available, a combination of lots is generally required to meet State and County health department requirements for on-site sewage disposal. Rural Activity Centers are generally not self-sufficient, but may offer some urban services such as community water or sewer, limited commercial and public uses, and fire protection. The centers may include a wide variety of uses, including single-family residences, small-scale industries, and businesses, public facilities such as post offices, schools, and fire departments, and open space.

Rural Activity Centers are generally small, compact rural centers that primarily exist to provide housing, convenience goods, and services to residents in and around the area. They also may provide limited services to travelers and some tourist attractions. These communities generally have a unique character and sense of community, with the local school often being a gathering place for its citizens.

A Rural Activity Center is a LAMIRD (discussed in above designation) as defined by the GMA (RCW 36.70A.070(5)(d)). As such, a wide variety of development and uses are permitted within a Rural Activity Center boundary including infill, new development, or redevelopment of existing commercial, industrial, residential or mixed-use areas, and the intensification or new development of certain uses as specified in the GMA. It is intended that Rural Activity Centers continue to be a mixture of land uses including residential, commercial, public, and industrial. New residential development will be allowed at densities that can be physically supported without requiring public sewer or water services if not currently available. The Rural Activity Center will also accommodate needed commercial and light industrial uses, but only after a site-specific review process to determine and address potential impacts. Commercial uses that would appeal to a visiting public would also be permissible.

Rural Activity Centers include the communities of Wallula, Touchet, Lowden, Ayer, Dixie, and the Rural Activity Center around Burbank. Each community is described below, followed by goals and policies that apply to the various Rural Activity Centers.

Wallula

The town site of Wallula is located approximately seven miles south of Burbank and sits adjacent to U.S. Highway 12. The entire town site was relocated to its present location when the construction of the McNary Dam in 1953 submerged the original town site. Wallula is approximately 0.33 square mile in size and is surrounded by commercial agricultural uses to the north, south, and east. For 2017, Wallula (census designated place) was estimated to have a population of 172 people and 59 dwelling units (5 unoccupied) (OFM 2017). The Wallula Rural Activity Center is shown on Map RL-4 in Appendix A.

Wallula's rural nature can be described as a bedroom community predominantly containing single-family residential homes including a mix of site-built and manufactured homes, with services limited to a store, fire station, and post office. Table 6-3 summarizes existing Wallula land uses.

Table 6-3. Wallula Existing Land Uses

Existing Land Use	Number of Tax Lots	Estimated Acres
Cultural, Entertainment & Recreational	1	8
Manufacturing	1	2
Residential	64	23
Services	4	11
Undeveloped Land and Water Areas	46	13
Undesignated	1	5
Total	117	62

Source: Walla Walla County Assessor 2018

Densities in this community have been historically low, and this plan intends to maintain the existing densities in order to preserve the community.

The town site of Wallula is served by a public water system but no public sewer system. The water system has 15 connections remaining. An auxiliary Fire District #5 station is located on the corner of Second Avenue and Ross Street. This station is manned by community volunteers and its service boundary is primarily within the town site.

Wallula also supports a community cemetery located at the east end of Second Street and the only County-owned park, which is managed by the community.

Future growth and expansion is not planned to occur outside the existing platted town site. Limited infill development is still available on some parcels with water connections.

Touchet

The community of Touchet is located approximately 17 miles west of the City of Walla Walla. Touchet was originally platted in 1884 by John and Lucinda Hill. Several additions were platted later. The character of Touchet is predominately based on the production and movement of agricultural goods and services.

Development within Touchet primarily consists of low- to medium-density single-family residential homes. A small number of commercial uses are located along and in the vicinity of U.S. Highway 12. These businesses are oriented to serving the needs of local residents and the traveling public. Fire District #6 has its main station in Touchet and there is a post office on Touchet North Road. Light and heavy industrial uses are located towards the outskirts of the community. These industrial sites house businesses that mainly cater to

the agricultural community and the movement of agricultural products to the Columbia River and beyond. The intent of this Comprehensive Plan is to allow for anticipated growth while maintaining the existing character of the community. The Touchet Rural Activity Center is shown on Map RL-5 in Appendix A.

Touchet is the only unincorporated community in the County that contains a public sewage disposal system. This system currently serves over 100 connections. The system can support additional growth in the community.

The confluence of the Touchet and Walla Walla Rivers is just west of the community, resulting in some occasional flooding of lands on the south and west sides of the town site.

For 2017, Touchet (census designated place) was estimated to have a population of 419 people and 162 dwelling units (11 unoccupied) (OFM 2017). The Touchet School District serves approximately 200 kindergarten through 12th grade students.

Existing land uses are described in Table 6-4.

Table 6-4. Touchet Existing Land Uses

Existing Land Use	Number of Tax Lots	Estimated Acres
Cultural, Entertainment & Recreational	2	1
Manufacturing	3	1
Multi-Family	5	4
Residential	137	113
Resource Production & Extraction-Agriculture	25	96
Services	18	24
Trade	5	4
Transportation, Communication, & Utilities	11	18
Undeveloped Land & Water Areas	17	11
Undesignated	2	1
Total	225	273

Source: Walla Walla County Assessor 2018

Lowden

The community of Lowden consists of a platted town site and adjacent lots located approximately 13 miles west of the City of Walla Walla along U.S. Highway 12. The boundaries of Lowden consist of the town site and the adjacent smaller lots between Lower Dry Creek Road and Lowden Road. The Lowden Rural Activity Center is shown on Map RL-6 in Appendix A.

The town was named for early pioneer settler Francis M. Lowden, Sr. in 1899. It was established as a small farming community at the turn of the 19th century at a site near Frenchtown. Early settlers were French Canadian fur trappers. Most had worked either at

Fort Nez Perce (Fort Walla Walla at the mouth of the Walla Walla River) or had just been traveling through the area. A business district was established consisting of a blacksmith shop, store, post office, warehouse, lumber yard, butcher shop, and hotel.

The rural character of Lowden is primarily rural residential with agri-commercial development located primarily along U.S. Highway 12. Businesses include wineries, an irrigation supply company and adjacent farms. Fire District #6 has an auxiliary station in Lowden. Existing land uses in Lowden are listed in Table 6-5.

Table 6-5. Lowden Existing Land Uses

Existing Land Use	No. of Tax Lots	Estimated Acres
Cultural, Entertainment & Recreational	2	1
Manufacturing	1	1
Multi-Family	1	1
Residential	6	3
Resource Production & Extraction-Agriculture	7	7
Services	1	1
Trade	2	9
Undeveloped Land & Water Areas	5	2
Total	25	25

Source: Walla Walla County Assessor 2018

There is currently no public water or sewage disposal system in Lowden. The small size of the community precludes construction of public facilities in a cost-effective manner. As such, all residential households and businesses are served by individual wells and septic systems.

Ayer

Ayer is a small platted area located between Ayer Road and the Snake River, at the northern end of the county, more than 50 miles north of the City of Walla Walla. Lower Monumental Dam is located about 10 miles west on the Snake River. Union Pacific owns and operates a rail line situated in between Ayer and the Snake River, and also owns land under the platted area. The Ayer Rural Activity Center is shown on Map RL-7 in Appendix A.

Existing land uses are residential; there is a U.S. Army Corps of Engineers public camping facility located about one mile to the southeast of the platted area (outside the RAC boundary), which offers semi-primitive camping, day-use facilities, and a boat ramp. Existing uses are summarized in Table 6-6.

Table 6-6. Ayer Existing Land Uses

Existing Land Use	Number of Tax lots	Estimated Acres
Public-Government	2	18
Resource Production & Extraction-Agriculture	1	5
Undeveloped Land & Water Areas	1	3
Total	4	26

Figure 6-1. Ayer (circa 1950)



Source: Helen Greene.

Dixie

Dixie is located approximately seven miles northeast of the City of Walla Walla on U.S. Highway 12. It is a platted town site, established in 1882, with predominately single-family residential uses that are a mix of site-built and manufactured homes. Limited commercial development serving the community and a limited number of travelers, including a store and post office, is located along U.S. Highway 12. For 2017, Dixie (census designated place) was estimated to have a population of 185 people and 86 dwelling units (11 unoccupied) (OFM 2017). The Dixie Rural Activity Center is shown on Map RL-8 in Appendix A.

Dixie is served by a public water system and individual on-site sewage disposal systems. The water system is at its maximum number of connections.

Existing land uses are shown in Table 6-7.

Table 6-7. Dixie Existing Land Uses

Existing Land Use	Number of Tax Lots	Estimated Acres
Cultural, Entertainment & Recreational	2	0
Manufacturing	1	0
Multi-Family	1	1
Residential	92	54
Resource Production & Extraction-Agriculture	13	9
Services	15	10
Trade	1	0
Undeveloped Land & Water Areas	46	17
Total	171	91

Source: Walla Walla County Assessor 2018

In recent years the Dixie School District has enrolled approximately 20 students. The main station for Fire District #8 is located on U.S. Highway 12 in Dixie. The Dixie Cemetery lies just north of the town site. Dry Creek and Mud Creek both flow through Dixie, with Dry Creek occasionally causing flooding.

Burbank

The Burbank community—both the UGA and the Rural Activity Center—are discussed in depth in Chapter 12, Burbank Subarea Plan.

Goal RL 12 **Promote the continuation and enhancement of the existing rural communities in order to preserve their multi-use function.**

Policy RL 12.1 Support mixed-use areas comprised of residential uses, small-scale industries and businesses, and public facilities in rural areas where historic, unincorporated communities with an existing mix of higher density land uses already exist, and where some limited new residential, commercial, and industrial development is expected to continue to occur.

Policy RL 12.2 Rural Activity Centers provide for the infill, development, or redevelopment of lands within the established boundaries.

Policy RL 12.3 Within Rural Activity Center development regulations, recognize existing platted lots as buildable lots, provided that minimum requirements of the County Department of Community Health are met.

Goal RL 13 **Preserve the community identity of existing rural communities.**

- Policy RL 13.1** Within Rural Activity Centers, limit commercial uses to serving the communities in which they are located and/or travelers and tourists.
- Goal RL 14** **Provide for opportunities to strengthen the economic well-being of the community.**
- Policy RL 14.1** Small-scale industrial uses in Rural Activity Centers (other than small-scale home-based or natural resource-based industries) should generally be those appropriate to the lower densities and land uses of rural areas, such as Policy RL-31 business incubator facilities and services which support agriculture.
- Policy RL 14.2** Small-scale commercial and business uses such as recreational/tourist and traveler-supporting facilities (wineries, produce stands, cafes, bed and breakfasts, gift shops, etc.) may be located within Rural Activity Centers.
- Goal RL 15** **Encourage Rural Activity Centers throughout the county to develop and/or maintain water and sewer systems that support the community's historical character and vitality within its existing boundaries.**
- Policy RL 15.1** In Touchet, maintain a sewer system that is affordable and supports the existing rural character
- Policy RL 15.2** In Touchet, investigate the feasibility of a community water system and the use of grant funds for study, planning, and construction.
- Policy RL 15.3** In Wallula and Dixie, maintain a domestic water system that adequately serves residents at rural levels of service.
- Goal RL 16** **Facilitate the production of agricultural and mineral products by allowing small-scale related processing facilities, limited direct resource sales, and limited services that support natural resource activities.**
- Policy RL 16.1** Ensure that natural resource support services located within the Rural Activity Center maintain the rural character of the area. Such uses shall be directly related to natural resource enhancement, production, or utilization. Performance standards and mitigation measures may be developed in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve

natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

Policy RL 16.2 Ensure that Rural Activity Center development regulations specify size, use, and other threshold criteria which natural resource industrial uses shall be required to meet.

6.2.4.9 PUBLIC RESERVE

See Chapter 5, Land Use, for a description of the Public Reserve land use designation.

6.3 RESOURCE LANDS: EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

6.3.1 INTRODUCTION

This section addresses three primary types of land-based natural resources: agriculture, forest, and mineral lands. This section also includes the policies that guide resource land designations. These policies are intended to guide long-range planning, the development of land use programs and regulations, and the conservation of natural resource lands.

The County recognizes the importance that resource lands play in providing for the health, welfare, and economic well-being of its residents and seeks to avoid their irrevocable loss. Within each resource designation, the primary and preferred uses will be the growing, managing, harvesting or extracting, and processing of natural resources. The impacts of non-resource uses in these areas will be mitigated by the guidelines offered herein.

6.3.2 DEFINITION OF RESOURCE LANDS

Key definitions to resource lands are below:

- **Agricultural lands** means "land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, finfish in upland hatcheries, or livestock, and that has long-term commercial significance for agricultural production (RCW 36.70A.030(2))."

- **Forest lands** means "land primarily devoted to growing trees for long-term commercial timber production on land that can be economically and practically managed for such production, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, and that has long-term commercial significance" (RCW 36.70A.030(8)).
- **Mineral resource lands** means "lands primarily devoted to the extraction of minerals or that have known or potential long-term commercial significance for the extraction of minerals" (WAC 365-190-030(13)).
- **Long-term commercial significance** "includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land" (RCW 36.70A.030(11)).

6.3.3 AGRICULTURAL LANDS

According to data from the most recent Census of Agriculture (2012), the county had 943 farms and 645,121 acres in agricultural production (Table 6-8). The number of farms in the county has been increasing in recent years; however, the acres in agricultural production has been decreasing.

Table 6-8. Farms and Acres in Agricultural Production

Year	Farms	Acres in Agricultural Production
1992	745	710,546
1997	716	714,777
2002	890	700,560
2007	929	682,350
2012	943	645,121

Source: USDA 1997, 2002, 2012

Approximately 717,327 acres in the county have been designated as Agricultural Lands of Long-term Commercial Significance (Walla Walla County Assessor 2018). Of those, approximately 23,000 acres have been designated as Agricultural Lands of Primary Significance. Agricultural Lands of Unique Significance, including orchards and vineyards, have also been designated. The latter two designations are shown on Maps RL-9 through RL-11 in Appendix A.

6.3.3.1 ECONOMIC IMPORTANCE OF FARMING & RANCHING

Agriculture, a major component in the State's economy, is of particular importance to the county, its communities, and residents. In 2012, the value of county agricultural production

was estimated at \$437,359,000, ranking the county fifth among all counties in the State (USDA 2012).

The county supplies a diverse range of agricultural products. Top crops in the county (by acres) include wheat, vegetables, and forage-land. The county ranks fourth in the State in the production of wheat, and fifth in vegetables harvested. Top livestock items (by number) include cattle and calves; colonies of bees; layers; pheasants; and horses and ponies (USDA 2012a).

The county features a thriving wine industry. The Walla Walla Valley is one of 14 American Viticultural Areas (federally recognized unique growing regions) in the State (Washington State Wine 2018). The last decade has seen substantial expansion in both the number of wineries and the acreage planted to vineyards. As of 2018, approximately 2,964 acres of vineyard were planted in the Walla Walla Valley appellation, with 1,689 acres in Washington and 1,275 in Oregon (Walla Walla Valley Wine Alliance 2018).

Agricultural producers purchase services and equipment locally. They then deliver crops and livestock to local processors and marketers, who add considerable value to these crops before shipping them out of the county. In addition to generating income and employment at a local level, direct and related agricultural economic activity contributes to the county's economic critical mass, making other unrelated businesses viable. Beyond the local area, agriculture-related traffic on the Snake and Columbia Rivers support a viable waterway transport system.

The future of the County's economy will continue to be inextricably tied to the fortunes of the agricultural sector. Given the dependence of some local agriculture on water for irrigation and the transport of commodities, concern about greater regional issues has surfaced, particularly draw-downs on the Columbia/Snake River system and possible removal of dams due to the listing of salmonid species, steelhead, and bull trout as endangered and threatened species.

6.3.3.2 PLANNING FOR AGRICULTURAL LANDS

Beginning in 1967 the Walla Walla Zoning Code contained agricultural zones with minimum lot sizes of 10-20 acres. The 10-acre minimum lot size permitted throughout most areas of the County allowed the division of prime agricultural land. While some of these small lots were created on less-productive farmland, indiscriminate subdivision of the best farmland occurred as well. This parcelization often created lot sizes too small for large-scale agricultural production.

In 1992, a Resource Lands Committee recommended that primary resource lands be rezoned to 20 acres at a minimum. Subsequent meetings with the public determined that though an 80- to 160-acre zone was not preferred in these areas, citizens were interested in looking at alternatives offered in other similar Eastern Washington counties. They found that an average lot size of 40 acres tends to be employed in prime agricultural areas, while a lot size of 10-20 acres is used in less productive areas. Existing growth patterns were considered along with other factors in making these determinations. Subsequently, after a process with extensive public involvement, agricultural and rural designations were considered and applied in the Comprehensive Plan. See Appendix C for a summary of the Agricultural Lands Survey and public input; the minutes of the November 13, 1991 Walla Walla County Planning Commission meeting designating agricultural lands of primary significance and unique lands; and the "Agricultural Lands Resource Lands Technical Advisory Committee Report."

As provided in the GMA, a primary purpose of this element is to implement a combination of techniques to preserve agricultural resource lands. In addition to the traditional large-lot agricultural zoning categories that limit the density of development and restrict or prohibit non-farm uses of agricultural lands, the County is committed to implementing innovative land use management techniques in resource lands as permitted by the GMA (RCW 36.70A.177).

Cluster zoning is an innovative technique that allows new development on one portion of the land while leaving the remainder in agricultural or open space use and will be carefully implemented on agricultural resource lands. These lands include the areas identified by the Resource Lands Committee as being of either primary significance or unique lands, as shown on Maps RL-9 through RL-11 in Appendix A of this Comprehensive Plan. As demonstrated in the land use designations, goals, and policies in this element, cluster developments will be strictly managed and designed to conserve agricultural lands and to encourage the agricultural economy.

Another innovative zoning technique permitted by the GMA on agricultural lands is to allow both agricultural and non-agricultural accessory uses and activities that support, promote or sustain agricultural operations and production. The accessory uses must be located, designed and operated so as not to interfere with, and to support the continuation of, the overall agricultural use of the property and neighboring properties.

Agricultural accessory uses may include uses and activities such as the storage, distribution, and marketing of regional agricultural products from one or more producers, agriculturally related experiences, or the production, marketing, and distribution of value-added agricultural products, including support services that facilitate these activities (RCW 36.70A.177(3)(b)(i)).

Non-agricultural accessory uses and activities must be consistent with the size, scale, and intensity of the existing agricultural use of the property and the buildings on the site. These non-agricultural accessory uses and activities may include new buildings, parking, or supportive uses provided they are not located outside the general area already developed for buildings and residential uses. They may not convert more than one acre of agricultural land to non-agricultural uses (RCW 36.70A.177(3)(b)(ii)).

In addition to land use management techniques for the protection of resource lands, the County participates in the Voluntary Stewardship Program (VSP), an optional, incentive-based approach to protecting critical areas on agricultural lands. The VSP is allowed under the GMA (RCW 36.70A.700-760) as an alternative to traditional regulatory approaches to critical areas protection, such as “no touch” buffers, where such areas intersect with agricultural activities. Along with critical areas protection, maintenance and enhancement of agricultural viability is a statutory goal of the VSP. Walla Walla County is one of 28 counties in the State participating in the VSP.

6.3.3.3 AGRICULTURAL LANDS DESIGNATIONS

While invaluable to the economy, agricultural operations can be noisy, odorous, and even dangerous. Conflicts are possible when new residential housing is established within or adjacent to an active agricultural land use. New residents not accustomed to agricultural practices may dislike the noise, dust, spraying, and glare. The result may be conflict between neighbors because of the impacts associated with normal farming operations.

Recognizing the long-term commercial importance of agriculture to Walla Walla’s economy, the quality of farming lands, and historic activity patterns, the County developed the agricultural designations listed in Table 6-8, which encompass agricultural lands of long-term commercial significance. Table 6-8 also identifies the implementing zoning district for each designation. As shown in Table 6-9, the agricultural designations represent a significant portion of the county.

Table 6-9. Agricultural Land Use Designations and Implementing Zoning Districts

Agricultural Land Use Designation	Agricultural Zoning District
Exclusive Agriculture	EA-120
Primary Agriculture	PA-40
General Agriculture	GA-20
Agriculture Residential	AR-10

Table 6-10. Agricultural Land Use Designation Acreage

Agricultural Land Use Designation	Acres
Exclusive Agriculture	20,960
Primary Agriculture	665,497
General Agriculture	838
Agriculture Residential	30,032
Total	717,327

The agricultural designations are described below. See Maps LU-1 through LU-5 in Appendix A for the locations of County agricultural designations. See also Maps RL-9 through RL-11 for locations of Agricultural Lands of Primary Significance and Agricultural Lands of Unique Significance.

Exclusive Agriculture

All lands designated as Exclusive Agriculture are lands of long-term commercial significance. This designation is intended to be characterized only by land uses that are distinctive of the agricultural sector. Historically, this zone designation resulted from a rezone at the request of land owners in the Russell Creek area. Residences are an allowed use in this area, with limited home occupations that are clearly incidental to the agricultural nature of these areas. Agricultural accessory uses and non-agricultural accessory uses and activities that support, promote, or sustain agricultural operations and production are permitted so long as they are consistent with the provisions of RCW 36.70A.177. Accessory uses having a high nuisance value, safety issues, or environmental implications should be allowed only by conditional use permit. Natural resource-related industry is considered as a priority compatible use, with those uses having a high nuisance value, safety issues, or environmental implications being allowed only by conditional use permit. The allowed density in this designation is one dwelling unit per 120 acres.

Land divisions up to four lots that comply with the minimum lot size of 120 acres will be allowed, provided that adequate public facilities, utilities, and services such as water, wastewater disposal, and access to public roads are available concurrent with the final approval of the plat. There are no other land division opportunities or Cluster developments are not allowed in this land use designation.

Primary Agriculture

All lands designated as Primary Agriculture are lands of long-term commercial significance. This land use designation is primarily intended for areas that are designated as agricultural lands characterized to some degree by limited irrigated acreages. This designation is intended to maintain the viability of agricultural resource lands of long-term commercial significance. This land is to be characterized by land uses that are distinctive of the

agricultural sector. Other allowed uses in this designation include residences and limited home occupations. Agricultural accessory uses and non-agricultural accessory uses and activities that support, promote or sustain agricultural operations and production are permitted consistent with the provisions of RCW 36.70A.177. Accessory uses having a high nuisance value, safety issues, or environmental implications should be allowed only by conditional use permit. Natural resource-related industry is considered a priority compatible use, with those uses having a high nuisance value, safety issues, or environmental implications allowed only by conditional use permit. The allowed density in this designation is one dwelling unit per 40 acres.

Outside of those lands designated by the Resource Lands Committee as Agricultural Lands of Primary Significance or Agricultural Lands of Unique Significance, as shown on Maps RL-9 through RL-11, land divisions up to four lots that comply with the minimum lot size of 40 acres will be allowed, provided that adequate provision of public facilities, utilities, and services such as water, wastewater disposal and access to public roads is available concurrent with the final approval of the short plat. Land divisions creating more than four lots will be allowed only through the cluster development standards in Title 17 of the Walla Walla County Code, provided that in no case shall more than 12 lots be created.

Cluster developments that seek to preserve large tracts of resource land while still allowing residential development on smaller lot sizes are the preferred method of residential land development, provided the overall density of development does not exceed one dwelling unit per 40 acres. All cluster developments shall be implemented by development regulations that address the minimum provisions identified in the goals and policies of this element to ensure the resource use is preserved and protected through the development process.

General Agriculture

All lands designated as General Agriculture are lands of long-term commercial significance. This land use designation is intended for areas that are designated as agricultural lands with a greater mix of irrigated lands and dispersed residences. This designation is intended to maintain the viability of resource lands of long-term commercial significance. This designation will be located in areas of close proximity to agriculture, residential and existing transportation corridors, and populated areas. This designation is characterized by agricultural land uses that also reflect existing residential development. Limited home occupations will be allowed. Agricultural accessory uses and non-agricultural accessory uses and activities that support, promote or sustain agricultural operations and production are permitted consistent with the provisions of RCW 36.70A.177. Accessory uses having a high nuisance value, safety issues, or environmental implications should be allowed only by conditional use permit. Natural resource-related industry is considered as a compatible

use, with those uses having a high nuisance value, safety issues, or environmental implications being allowed only by conditional use permit. The allowed density in this designation is one dwelling unit per 20 acres.

Cluster developments that seek to preserve large tracts of resource land while still allowing residential development on smaller lot sizes are the preferred method of residential land development, provided the overall density of development does not exceed one dwelling per 20 acres. All cluster developments shall be implemented by development regulations that address the minimum provisions identified in the goals and policies of this element to ensure the resource use is preserved and protected through the development process. Because 20-acre lots are conducive to small-scale agricultural uses, 20-acre lots may be developed as provided below:

- Lands not designated by the Resource Lands Committee as Agricultural Lands of Primary Significance or Agricultural Lands of Unique Significance.
 - Land divisions up to four lots that comply with the minimum lot size of 20 acres will be allowed. Land divisions creating more than four lots will be allowed through the cluster development provisions, provided that in no case shall more than 12 lots be created.
- Lands designated by the Resource Lands Committee as Agricultural Lands of Primary Significance or Agricultural Lands of Unique Significance.
 - In order to conserve agricultural lands and promote economically viable small-scale agricultural uses, land divisions on such lands may be accomplished in two ways: lots may be created through cluster developments; or 20-acre lots may be created only if a recorded instrument preserves a resource use as the primary land use on each lot.

Agriculture Residential

All lands designated as Agriculture Residential are lands of long-term commercial significance. This land use designation is intended for areas that are currently in agricultural use, that are located adjacent to existing rural lands, rural activity centers, and UGAs. Typically, these areas are in smaller land ownerships with higher density residential development than in other agricultural areas of the County. This land use designation is primarily agricultural with a mix of residential land uses. Limited home occupations will be allowed. A limited amount of commercial-tourism activity will be allowed in this designation, while limited commercial businesses that support agriculture will be allowed outright, with those uses having a high nuisance value, safety issues, or environmental

implications allowed only by conditional use permit. Large-scale natural resource-processing industry is not considered a compatible use, except on a limited basis. The allowed density in this designation is one dwelling unit per 10 acres.

Cluster developments that seek to preserve large tracts of resource land while still allowing residential development on smaller lot sizes are the method of residential land development, provided the overall density of development does not exceed one dwelling unit per 10 acres. All cluster developments shall be implemented by development regulations that address the minimum provisions identified in the goals and policies of this element to ensure the resource use is preserved and protected through the development process.

6.3.4 FOREST LANDS

The high reaches of the Blue Mountains that make up the eastern borders of the county consist of varied stands of coniferous and deciduous trees, plants, and shrubs.

A Forest Resources Technical Advisory Committee previously studied forest resources in the county. The committee's report found that "Forest land in Walla Walla County is land capable of long-term management for the production of forest products and other natural resources." However, the committee did not designate any forest resource lands of long-term significance. Nonetheless, forest lands are still considered an important resource because of the forestry, recreation, grazing, and rural residential living that take place there.

According to the Washington State Department of Natural Resources (DNR) Operability Classification System, less than 2% of forest lands in the county are average to operate, 72% are difficult to operate, 5.2% are extremely difficult to operate, and 15% have marginal forest productivity.

6.3.4.1 ECONOMIC IMPORTANCE OF FORESTRY

The timber industry is important to the economic base of the county in terms of associated jobs, manufacturing, transportation, and product marketing. The county has approximately 21,000 acres of private commercial forest land, 8,665 acres of which are graded forest land (in general, forest lands are grades five or higher). Commercial timber companies own approximately 2,130 acres in the county.

The Washington State Department of Revenue reports that in 2016 there were 536,000 board feet of timber harvested on private forest land, for a stumpage value of \$68,489 and a tax liability of \$3,424. No timber was harvested on public forest land. The county's forest

harvest was less than 0.1% of the total State harvest in 2016 (DOR 2016). Note that while large tracts of cottonwood tree plantings have been established in the western part of the county for wood pulp production, the State Department of Revenue classifies these as crops rather than forests.

6.3.4.2 FOREST LANDS DESIGNATIONS

In the past, large-lot land divisions exempt from County review totaling several thousand acres have been created in forest lands. These lands are for the most part used for recreational dwellings, but some are used as primary residences. These lands are also popular for recreational uses (i.e. hiking and hunting) and provide wildlife habitat. Land divisions have supported residential growth and recreational uses, creating the potential for conflicts with timber harvesting and transporting.

While in the past forest lands were zoned Unclassified and Agricultural General, the areas of the county containing the most forest lands (Blue Mountains) are now designated Rural Remote with a 40-acre minimum lot size. For information about the Rural Remote land use designation see the discussion earlier in this chapter.

6.3.5 MINERAL LANDS

The county is rich in basalt, sand, and gravel resources, given the natural abundance of these minerals and the deposition of alluvial materials by the rivers and streams that course through the county's watersheds. The majority of the quarries in the county are basalt quarries, with a smaller number of sand and gravel pits.

The Surface Mine Reclamation Program, within DNR, monitors surface mines and issues reclamation permits. As of March 2018, 16 active surface mines were mapped by DNR in the county. Current sites contain sand and gravel and rock deposits (DNR 2018a).

6.3.5.1 ECONOMIC IMPORTANCE OF MINING

The county's mineral resource areas of long-term commercial significance are primarily gravel, sand, and rock deposits that are vital to construction, road projects, and in-stream rehabilitation work. Residential, commercial, and industrial construction, in addition to road construction and repair, depend on a stable, low-cost source of aggregate. Aggregate is the most valuable mineral commodity in Washington, with an annual production value of approximately \$363 million (DNR 2018b). In 2016, 811 individuals were employed in the county's construction sector (Walla Walla Trends 2018).

Conservation of mineral resources must be assured through measures designed to prevent incompatible development in or adjacent to resource lands. Commercial-quality deposits

have been recognized as nonrenewable resources and the County has implemented policies to manage these properties accordingly.

6.3.5.2 MINERAL LANDS DESIGNATIONS

Mining is currently permitted under a conditional use permit (CUP) in all resource zoning districts and in some rural and industrial zoning districts. There are currently 46 designated long-term commercially significant quarry sites within the county that are afforded the benefit of administrative review of CUP applications. There are currently some non-designated sites that may seek future designation, continue under their current application and seek renewal under the traditional CUP process, or be phased out entirely because of new development regulations and zoning restrictions and/or exhaustion of the mineral source. See Map RL-12 for a map of Commercially Significant Mining Sites in the county.

Mining operations are often considered poor neighbors and nuisance claims against operators are common. To assure the long-term use of these resources, residential and other incompatible uses should be prevented from locating adjacent to these deposits. Because of this potential conflict, most mineral extraction sites are primarily located in rural or unpopulated areas. Although isolation lessens the impact on neighboring land uses, the movement of large amounts of mineral resources necessitates good roads capable of handling significant numbers of heavily-loaded trucks. These trucks can have a significant impact on roads. The impact of this is best negotiated through a haul route agreement between the permit holder and the County.

6.3.6 RESOURCE LANDS GOALS & POLICIES

- | | |
|-----------------------|---|
| Goal RL 17 | Protect and conserve long-term, commercially viable forest, agricultural and mineral natural resource lands. |
| Policy RL 17.1 | Conserve and protect from conflicts productive farmland that is located outside a UGA. |
| Policy RL 17.2 | Ensure that preferred land uses in areas designated as agricultural are related to farming, ranching, and open space activities. Limited outdoor recreation uses are allowed, and mining is allowed with certain restrictions. Zoning standards shall limit non-agricultural accessory uses on designated agricultural lands. |
| Policy RL 17.3 | Protect existing prime and unique agriculture lands, as shown on Maps RL-9 through RL-11, to a greater extent than other agricultural |

lands of long-term commercial significance by allowing within their limits only uses that are compatible with the agricultural industry.

Policy RL 17.4 Allow residential uses near or within agricultural lands and designated mineral resource lands to be developed only in a manner that minimizes conflicts and discourages the unnecessary conversion of resource land.

Policy RL 17.5 Provide landowners and their employees a means of residing on their property.

Policy RL 17.6 Recognize that changing technologies and other circumstances can drastically alter farming practices and reflect these changes in agricultural practices in future land use code revisions.

Policy RL 17.7 Ensure that natural resource support services or on-site enterprises that are proposed within the agricultural land designations maintain the agricultural character of the area and are permitted only through the conditional use permit process if strong nuisance potential or need for mitigation exists.

Policy RL 17.8 Encourage the use of best management practices for all resource activities.

Goal RL 18 **Maintain the current quality of life for county residents, while making efficient use of resource land and improving the economic base of the county.**

Policy RL 18.1 Require that land use activities within or adjacent to resource lands are sited and designed to minimize conflicts with and impacts on resource lands. Minimization of impacts may be accomplished through the use of setbacks, buffers and other requirements.

Policy RL 18.2 Certain limited agriculture-related recreational and community-oriented cultural land uses should be allowed in the Agriculture Residential-10, General Agriculture-20, and Primary Agriculture-40 districts.

Policy RL 18.3 Certain limited agriculture-related recreation/tourist and traveler-oriented commercial facilities may be located in select agricultural districts. These are intended to be low-intensity uses compatible with

the agrarian nature of the area. At a minimum, the following criteria should be met:

1. The location of the facility must not adversely impact the natural resource production of the area;
2. The facility is of a size and scale that is compatible with the surrounding area;
3. The use does not require extension of urban services; and
4. The business is dependent on the agrarian atmosphere of the general area.

Policy RL 18.4 Work with State agencies responsible for reclamation to ensure that adequate reclamation standards are included as a condition when issuing conditional use permits on mineral resource sites.

Goal RL 19 **Adopt a lower level of service standard for new subdivisions in resource lands to minimize the expense to county taxpayers of providing services.**

Policy RL 19.1 In agriculture lands where subdivisions are allowed, require community water systems unless an acceptable alternative is proposed.

7 PARKS & RECREATION ELEMENT

7.1 INTRODUCTION

Parks, recreational facilities, and open space are generally considered beneficial resources and essential contributors to a community's quality of life. Located within the County are a number of different types of parks and recreational facilities.

The County has not traditionally served as a provider of park and recreation facilities. Local cities, private agencies, federal agencies, and schools have an established history of furnishing these services.

The purpose of this element is to evaluate parks and recreation facilities in the County and to develop goals and policies that guide management and coordination of them.

7.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

GMA planning goals that are applicable to the Parks and Recreation Element include the following:

- **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities (Revised Code of Washington [RCW] 36.70A.020(9)).
- **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 (RCW 36.70A.020(12)).
- **Historic preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance (RCW 36.70A.020(13)).

Goals described in the Shoreline Management Act (SMA) also support the Parks and Recreation Element.

7.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

Countywide Planning Policies include provisions regarding recreational land uses and providers of recreational services:

- 3.14 UGAs may provide for the inclusion and protection of greenbelts and open spaces, some of which may be critical areas.
- 5.7 The County and the cities should also coordinate the development and implementation of long-range planning between fire protection, police services, schools, air quality, transportation, and parks and recreation facilities.
- 13.4 Consideration should be given to the imposition of impact fees to ensure that new development pays its fair share for improvements necessitated by growth and contributes to the overall financing of capital improvements.

7.1.3 RELATIONSHIP TO VISION STATEMENT

The Parks and Recreation Element helps implement the Walla Walla County Vision Statement by promoting open space and recreation, as follows:

- **Natural Environment:** We preserve the health of our natural environment by protecting, rehabilitating, and enhancing our natural areas while supporting sustainable agricultural, residential, and commercial growth. We value the Blue Mountains; the Walla Walla, Touchet, Snake, and Columbia River systems; our watershed areas; wildlife habitat areas; and the open spaces and recreation areas that provide respite.

7.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

7.2.1 INVENTORY OF PARKS & RECREATION RESOURCES

The existing parks and recreation sites in the County are outlined in Table 7-1. The inventory of parks and recreation resources is also summarized in Maps PR-1 through PR-3.

Table 7-1. Summary of Parks and Recreation Sites

Site Location and Name	Managing Agency	Site Description
Unincorporated Walla Walla County		
Frenchtown Historic Site	Frenchtown Historical Foundation	Historic site with walking trail, interpretive signage
Whitman Mission National Historic Site	National Park Service	98-acre conservancy site with visitor center, historic sites, and trails
Lewis and Clark National Historic Trail	National Park Service	Historic route conservancy site
Wallula Gap National Natural Landmark	National Park Service	1,000-acre conservancy area
Ayer Boat Basin	US Army Corps of Engineers, Walla Walla District	170-acre regional park with primitive camp sites and boat launch
Charbonneau Park	US Army Corps of Engineers, Walla Walla District	244-acre regional park with 54 camp sites, marina, and shower/restrooms
Fishhook Park	US Army Corps of Engineers, Walla Walla District	46-acre regional park with 61 camp sites and shower/restrooms
Hollebeck	US Army Corps of Engineers, Walla Walla District	247-acre conservancy site, day-use only
Hood Park	US Army Corps of Engineers, Walla Walla District	99-acre regional park with 69 camp sites, shower/restrooms, playground and trails
Ice Harbor Dam	US Army Corps of Engineers, Walla Walla District	262-acre special use area with visitor center and fish ladder
Lower Monumental Dam and Lock	US Army Corps of Engineers, Walla Walla District	210-acre special use area (visitor center closed)
Madame Dorian Memorial Park	US Army Corps of Engineers, Walla Walla District	46-acre regional park with primitive camp sites
Matthews	US Army Corps of Engineers, Walla Walla District	48-acre conservancy site with primitive camp sites and boat launch
McNary National Wildlife Refuge	US Fish & Wildlife Service	3,030-acre conservancy site, day-use, hunting per US Fish & Wildlife Service and Washington Department of Fish and Wildlife regulations
Mill Creek/Bennington Lake Recreational Area	US Army Corps of Engineers, Walla Walla District	612-acre regional park with lake, boat launch, and trails
Peninsula Habitat Management Unit	US Fish & Wildlife Service	880-acre conservancy site, day-use, hunting per US Fish & Wildlife Service and Washington Department of Fish and Wildlife regulations
Rooks Park	US Army Corps of Engineers, Walla Walla District	23-acre regional park (part of Bennington Lake Recreation Area) with playground and volleyball pit
Two-Rivers Habitat Management Unit	US Fish & Wildlife Service	500-acre conservancy site, day-use, hunting per US Fish & Wildlife Service and Washington Department of Fish and Wildlife regulations
Walker Habitat Management Unit	US Army Corps of Engineers, Walla Walla District	117-acre conservancy site with primitive camp sites
Wallula Habitat Management Unit	US Fish & Wildlife Service	1,896-acre conservancy site, day-use, hunting per US Fish & Wildlife Service

Site Location and Name	Managing Agency	Site Description
		and Washington Department of Fish and Wildlife regulations
Wallula Community Park	Wallula Community	8-acre neighborhood park with playground
Wallula Gap National Natural Landmark - Twin Sisters Area	Walla Walla County/National Park Service	218-acre conservancy site with interpretive sign about unique terrain
Community trail and bike path: Burbank Area	Washington State Department of Transportation	Community trail and bike path that runs underneath the Snake River Bridge from the west side of US Highway 12 to Hood Park
City Facilities		
Pioneer Park	City of Walla Walla	58-acre community park with sports fields, tennis courts, playground and natural environment
Fort Walla Walla	City of Walla Walla	208-acre community park with various sports facilities, lighted sports fields, skate park and museum
Mill Creek Sportsplex	City of Walla Walla	50-acre community park with sports fields
Borleske Stadium	City of Walla Walla	10-acre community park with lighted sports fields and grandstand
Eastgate Lions Park	City of Walla Walla	12-acre neighborhood park with sports fields, basketball court and playground
Howard-Tietan Park	City of Walla Walla	19-acre neighborhood park with sport fields and playground
Jefferson Park	City of Walla Walla	8-acre neighborhood park with swimming pool, youth fishing and playground
Memorial Pool/Park	City of Walla Walla	8-acre neighborhood park with a 50-meter swimming pool and playground
Menlo Park	City of Walla Walla	2-acre neighborhood park with tennis courts and playground
Vista Terrace Park	City of Walla Walla	7-acre neighborhood park with tennis courts and playground
Washington Park	City of Walla Walla	12-acre neighborhood park with sports fields, basketball courts, and playground
Wildwood Park	City of Walla Walla	7-acre neighborhood park with sports field, basketball court and playground
Heritage Square	City of Walla Walla	Mini-park (less than 1 acre) with shelter, restrooms and play equipment
Crawford Park	City of Walla Walla	Mini-park (less than 1 acre) with benches and small stage
Xeriscape Park	City of Walla Walla	Mini-park (less than 1 acre) with benches and demonstration garden
Veterans' Memorial Golf Course	City of Walla Walla	121-acre special use area with public 18-hole golf course and related facilities
Kiwanis Park	City of College Place	8-acre neighborhood park with sports fields and tennis courts

Site Location and Name	Managing Agency	Site Description
Lions Park	City of College Place	9-acre neighborhood park with sports fields, fishing area and community center
Harvest Meadows Park	City of College Place	0.5-acre neighborhood park for new subdivision
Preston Park	City of Waitsburg	2-acre neighborhood park with swimming pool and playground
Open Space	City of Waitsburg	14 acres of conservancy sites
Fieldview Park and Regional Pool	City of Prescott	2-acre community park with swimming pool

Sources: National Park Service, U.S. Army Corps of Engineers – Walla Walla District, Walla Walla County, City of Walla Walla Comprehensive Plan, City of College Place Comprehensive Plan, City of Waitsburg Comprehensive Plan, City of Prescott Parks & Recreation Department.

7.2.1.1 MULTIJURISDICTIONAL PARKS & RECREATION SITES

Blue Mountain Region Trails Plan

In an unprecedented regional effort, cities, counties, health departments, ports, regional, State, and federal agencies joined forces to complete the development of the Blue Mountain Region Trails Plan that spans all involved jurisdictions. The plan's vision is to "Develop a community-driven and locally-supported regionwide network of bicycle and pedestrian routes and non-motorized trails to provide outdoor recreation opportunities, mobility options, and connectivity within the Blue Mountain Region that benefit – health, mobility, quality of life and livability, and economic development and tourism." The plan envisions 354 total miles of proposed new or improved non-motorized transportation and trails. The proposed projects do not yet have secured construction funding. The plan was designed to unlock grant opportunities and guide future investment decisions.

7.2.1.2 FEDERAL PARKS & RECREATION SITES

Lewis & Clark National Historic Trail

Lewis and Clark, as part of the Corps of Discovery Expedition, passed through Walla Walla County in 1805 on their way to the Pacific Ocean and on their return trip in 1806. The expedition followed the Snake and Columbia Rivers on their trip west, and camped at their confluence. On their return east the next year, they camped at the mouth of the Walla Walla River, then traveled overland, passing north of the Walla Walla River valley to the Touchet River and on east.

The Lewis and Clark National Historic Trail was designated via the National Trail Systems Act of 1978 and is administered by the National Park Service. The mission of the National Park Service at this site is to preserve the historic route of the expedition and to provide a comprehensive and multi-cultural perspective of the route's history in order to allow

visitors to better understand and appreciate the trail's significance. Federal, tribal, State and local agencies, and public and private organizations manage over 100 certified sites along more than 3,700 miles of the Lewis and Clark National Historic Trail. Two of the certified sites are located in the County: Ice Harbor Dam and the Fort Walla Walla Museum.

Whitman Mission National Historic Site

In 1836, Marcus and Narcissa Whitman (and three other settlers) crossed North America from New York (on what would later be designated the Oregon Trail) and arrived near the confluence of the Walla Walla River and Mill Creek at an area called Waiilatpu, Place of the Rye Grass by the Cayuse Indians. The Whitman party had selected this site to set up a mission and teach Christianity to the Cayuse. The Whitman's journey was the first cross-county trip by white women and the Whitman's child was the first U.S. citizen born in Oregon country. These two events inspired other settlers to follow their expedition to the west. The relationship between the missionaries and Cayuse gradually declined over time, and in 1847 a group of Cayuse killed the Whitmans and 12 other settlers in what was dubbed the "Whitman Massacre." The present-day facility includes a 98-acre portion of the original land that was settled by the Whitmans and is located approximately 7 miles west of the City of Walla Walla.

The site was established as a National Monument in 1936, with 46 acres of lands including the Mission Grounds, Memorial Hill and the Great Grave deeded to the National Park Service in 1940. An additional 47 acres were added to the monument in 1960 and the northern portions of Swegle Road and Whitman Mission Road were deeded from the County to the federal government one year later. In 1962, the site name was changed to Whitman Mission National Historical Site to incorporate the entire historic setting as well as the memorials to the Whitmans. Following the passing of the National Trail System Act, the Oregon National Historic Trail was established and the Whitman Mission was officially recognized as a historic site along the Oregon Trail.

The site consists of a visitor center with exhibits, a slide show and a movie, and trails linking the Great Grave, Memorial Shaft, Alice Clarissa Whitman memorial, historic mission building sites and the Oregon Trail. Annual visitation to the site was 60,785 in 2012 (National Park Service 2012).

Wallula Gap National Natural Landmark

The Wallula Gap National Natural Landmark near Wallula Junction is a 1,000-acre conservancy consisting of unique vegetation and animals, and spectacular views of the Columbia River. The National Natural Landmarks Program recognizes and encourages the conservation of outstanding examples of our country's natural history. It is the only natural

areas program of national scope that identifies and recognizes the best examples of biological and geological features in both public and private ownership. The National Park Service administers the program, and if requested, assists the site owners and managers with the conservation of these important sites.

The Twin Sisters Area is a 218-acre portion of the National Landmark that sits along SR 730. The area features two basalt towers known as the Twin Sisters, active sand dunes, and towering cliffs. The General Services Administration deeded the 218 acres to the County in 1984. The only improvement is a small gravel parking area and an interpretive sign. Access is by a steep switchback trail. Visitor use is light and seasonal, with use primarily in the spring and summer months. Typical activities include geologic and vegetative study, bird watching, archaeological study of petroglyphs, hiking and rock climbing, photography, and picnicking.

Walla Walla District U.S. Army Corps of Engineer Facilities

The Walla Walla District U.S. Army Corps of Engineers (Corps) is another provider of recreational opportunities. Most of the Corps' properties are located in the rural areas of the County. Currently, the Corps operates parks, habitat management units, visitor centers, and other recreational lands in the County.

General amenities that may be found in Corps parks include group picnic shelters, benches, picnic tables, swimming areas, playgrounds, barbecue grills, docks, boat ramps, drinking water, restrooms, portable or vault toilets, hiking trails, camping areas, trailer hook ups, electrical outlets, and dumping stations. Natural areas often allow opportunities for hunting and fishing activities, as regulated by the Washington State Department of Fish and Wildlife.

Many of the Corps' sites are on lakes, particularly those created by dams and locks. Lake Wallula lies directly behind McNary Lock and Dam and extends 64 miles upstream on the Columbia River and up the Snake River to Ice Harbor Lock and Dam. Lake Wallula has a water surface area of 38,800 acres, with 242 miles of shoreline, and a normal operating range of 340 to 335 feet above sea level. Lake Sacajawea extends from Ice Harbor Lock and Dam on the Snake River northeast upstream 32 miles to Lower Monumental Dam and normally has a surface area of about 9,200 acres. Bennington Lake is the only public lake in the Walla Walla Valley, covering approximately 52 water surface acres and is stocked with rainbow trout to enhance fishing.

Figure 7-1. Bennington Lake



Source: The Watershed Company

Umatilla National Forest

A small portion of the 1.4-million-acre Umatilla National Forest falls in the southeast corner of Walla Walla County. The County functions as a gateway to numerous recreational resources such as campgrounds, trails, scenic routes, lakes, and wilderness areas in the Walla Walla Ranger District in neighboring Washington and Oregon counties.

7.2.1.3 LOCAL PARKS & RECREATION SITES

Walla Walla County

Wallula Community Park, located in the town-site of Wallula, is an 8-acre neighborhood park with minimal facilities. It is on County land and is managed by the community. The Twin Sisters Area of the Wallula Gap National Natural Landmark area described previously is managed by the County.

City Parks

Walla Walla, College Place, Prescott, and Waitsburg are the four incorporated cities and the centralized population nodes in the County. These four cities maintain a multitude of park and recreation facilities and programs, which are covered in detail in their respective comprehensive plans. City recreation facilities include over 600 acres of park land and open space predominantly in the form of neighborhood and community parks. These facilities provide opportunities for picnicking, youth-play activities, fishing, swimming, basketball, tennis, baseball, soccer, and other field sports. Trails are available for walking, jogging and bicycling. Public and private special use facilities provide opportunities for more diverse activities such as golf and ice-skating.

Schools

Even though schools were not included in the table of parks and recreation sites, they provide additional parks, open space, sport fields, tennis courts, and other recreation facilities. Elementary and middle schools usually provide facilities similar to a neighborhood park, while high schools often provide facilities similar to a community park. In addition, the three colleges in the county – Walla Walla Community College, Whitman College, and Walla Walla University – provide a wide variety of park and recreation facilities.

Frenchtown Historic Site

The scenic Frenchtown Historic Site brings together many threads of the history of the Walla Walla Valley. It lies within the homeland of the Walla Walla and Cayuse Tribes. French-Canadian voyageurs associated with the Hudson's Bay Company trading post at Fort Nez Percés settled here with their Métis families beginning in 1823. In 1855, this area was also the site of the Battle of Walla Walla, fought between Oregon Mounted Volunteers and members of the Walla Walla, Cayuse, Palouse and Yakama tribes. Points of interest at the site include the St. Rose Cemetery and the recently restored "Prince's cabin," believed to be the oldest example of French-Canadian construction in Washington State. Interpretive signage provides family histories and burial records as well as information on the Oregon Trail, the fur trade, the interactions between local tribes and settlers, and more.

7.2.2 PARKS & RECREATION GOALS & POLICIES

Each goal represents an end point, or the ultimate result to be achieved. The subsequent policies represent steps, or specific courses of actions, to be undertaken in order to reach each goal.

- | | |
|----------------------|---|
| Goal PR 1. | Provide an appropriate level of park and recreation services for current and future Walla Walla County residents. |
| Policy PR 1.1 | Coordinate park and recreation services with federal, state, local, and private recreation providers. |
| Policy PR 1.2 | Coordinate with agencies conducting environmental and transportation enhancement projects to include recreation and open space opportunities when possible. |
| Policy PR 1.3 | Encourage small communities to develop park and recreation services to meet community needs. |

- Policy PR 1.4** Encourage joint public-private ventures to provide park and other recreational opportunities, including those projects identified in the Blue Mountain Regional Trails Plan.
- Policy PR 1.5** Consider regulations requiring standards for new developments in UGAs to include recreational facilities.
- Policy PR 1.6** Encourage landowners and developers to approach project design in a flexible and creative manner in order to provide open space and recreational opportunities.
- Goal PR 2** **Provide park and recreation services in a cost-effective manner.**
- Policy PR 2.1** Provide park and recreation facilities and services in a manner that balances community needs and fiscal affordability.
- Policy PR 2.2** Encourage private and non-profit organizations to maintain parks and recreational facilities.
- Policy PR 2.3** Encourage volunteer groups and programs to provide assistance in the maintenance and improvement of parks and recreational facilities.
- Goal PR 3** **Encourage the retention of open space that provides recreational opportunities.**
- Policy PR 3.1** Identify lands that the County desires to preserve as open space to include critical areas, resource lands, areas with unique geography, natural features, or aesthetic value, and cultural/historical sites.
- Policy PR 3.2** Consider incentive programs that create active and passive open space.
- Policy PR 3.3** Identify lands that the County desires to preserve as open space to include critical areas, resource lands, areas with unique geography, natural features, or aesthetic value, and cultural/historical sites.
- Policy PR 3.4** Consider incentive programs that create active and passive open space.

8

TRANSPORTATION ELEMENT

8.1 INTRODUCTION

The Transportation Element is a key component of the Walla Walla County (County) Comprehensive Plan and is a required element under the Growth Management Act (GMA). The Transportation Element provides the County with goals and policies to guide transportation system improvements necessary to meet existing and future needs.

The county's transportation network is comprised of integrated road, rail, air, water, transit, and non-motorized modes of travel. Efficient transportation links that connect people, goods, services, and activities both within and to points outside the county are essential to sustain and grow economic activity, to promote health and a sense of well-being, and to support a vibrant community.

This Transportation Element directly relates to the County Vision Statement as follows:

- **Transportation:** We establish a transportation system in concert with other public agencies that provides for safe, efficient and flexible movement from, within and through the County to other destinations. We support an integrated network of road, rail, air, water borne, transit, and non-motorized (bicycle, pedestrian) modes of travel. Transportation systems support future land use patterns and respect the urban and rural character of the county.

8.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The following GMA planning goals are relevant to the Transportation Element:

- **Transportation.** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans (Revised Code of Washington [RCW] 36.70A.020(3)).
- **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner (RCW 36.70A.020(1)).

- **Environment.** Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water (RCW 36.70A.020(10)).
- **Citizen participation and coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts (RCW 36.70A.020(11)).
- **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 (RCW 36.70A.020(12)).

8.1.2 COUNTYWIDE PLANNING POLICIES

The Countywide Planning Policies include several policies that relate to transportation, particularly in Section 7.0. For further information on the Countywide Planning Policies, please see Section 1.5.1 of this Comprehensive Plan.

8.1.3 TRANSPORTATION ELEMENT CERTIFICATION & CONSISTENCY WITH STATE & LOCAL PLANS

In 1990, the Washington State GMA created a formal mechanism for local governments and the state to coordinate regional transportation planning through the creation of Regional Transportation Planning Organizations (RTPOs). RTPOs are associations of local governments within a county or within geographically contiguous counties. Walla Walla County participated in the Benton-Franklin Council of Governments (BFCG) RTPO until 2013, when a new sub-RTPO (SRTPO) was formed in response to the results of the 2010 census.

The 2010 census mapped the cities of Walla Walla, College Place, and Milton Freewater, Oregon as a continuous Urbanized Area (UZA) whose combined population exceeded 50,000 people, which triggered certain actions under federal law. Urbanized areas with populations greater than 50,000 must be designated as a new Metropolitan Planning Organization (MPO) for transportation planning purposes, or be incorporated into an existing MPO. In response, Washington and Oregon states and local governments formed the Walla Walla Valley Metropolitan Planning Organization (WWVMPO), a bi-state Metropolitan Planning Organization, in 2013.

In areas of the state where an MPO exists, state law requires RTPOs to be the same organization as the designated MPOs. This integrates the RTPO Program with the MPO

Program in UZAs. Therefore, the WWVMPO also serves as a SRTPO of the BFCG for Walla Walla County.

However, the unincorporated community of Burbank is not a part of the WWVMPO/SRTPO. Burbank is part of the census-mapped Kennewick-Pasco-Richland UZA and regional and metropolitan transportation planning for the Burbank area is coordinated by BFCG.

RCW 47.80.26 requires the WWVMPO/SRTPO to certify this Transportation Element is consistent with the Walla Walla Valley Metropolitan and Regional Transportation 2040 Plan (2040 Plan). The County's Transportation Element must:

- Reflect guidelines and principles established pursuant to RCW 47.80.026;
- Be consistent with the adopted 2040 Plan; and
- Conform to the requirements of RCW 36.70A.070.

To guide the Transportation Element update process, the WWVMPO/SRTPO developed a document titled "Comprehensive Plan Review and Certification Manual" (Certification Manual). The 2040 Plan and the Certification Manual were heavily referenced and drawn from during the County's 2018 update to the Transportation Element to ensure consistency amongst transportation plans and to expedite certification of the County's Transportation Element. This Transportation Element addresses all the state and regional requirements. Checklists included in Appendix E of this Comprehensive Plan demonstrate compliance with Washington State Department of Commerce rules and consistency with the WWVMPO's Certification Manual.

8.1.3.1 CONSISTENCY WITH STATE TRANSPORTATION PLANS

The Washington State Department of Transportation (WSDOT) establishes planning priorities through its statewide and modal plans. As the RTPO for the region, WWVMPO/SRTPO carefully monitors those planning priorities and works to ensure they are incorporated into the region's long-range plan and policies. Walla Walla County's close coordination and consistency with WWVMPO/SRTPO plans, policies, and travel forecasts ensures the County's Transportation Element is also in line with those state guidelines.

The following Washington Transportation Plan policy goals are addressed throughout the goals and policies in this plan.

- **Preservation.** Maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.

- **Safety.** Provide for and improve the safety and security of transportation customers and the transportation system.
- **Mobility.** Improve the predictable movement of goods and people throughout Washington State.
- **Environment.** Enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment.
- **Stewardship.** Continuously improve the quality, effectiveness, and efficiency of the transportation system.
- **Economic Vitality.** Promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy.

8.1.4 ORGANIZATION OF THE TRANSPORTATION ELEMENT

The Transportation Element consists of three sections following this introduction: Existing Conditions of the Overall Transportation Network; Assets, Needs and Finance; and Goals and Policies.

8.2 EXISTING CONDITIONS OF THE OVERALL TRANSPORTATION NETWORK

The population of Walla Walla County is expected to continue to grow over the next 20 years, and population growth will require continuous investment in transportation infrastructure. Integrating land-use and transportation planning is a critical factor in creating and sustaining livable communities and is essential to safeguard public investment in the transportation network.

Incorporated cities are expected to accommodate a significant portion of future regional growth, with County growth management targets planning for cities to accommodate nearly 75% of the County population. The most likely population projection from the Washington State Office of Financial Management (OFM) estimates that the County will grow to contain approximately 67,000 residents by 2038, a population increase of approximately 9% over 20 years.

8.2.1 INTRODUCTION

The Walla Walla County road system is operated and maintained by the Walla Walla County Department of Public Works, which features a diverse staff of engineers, surveyors, construction and GIS specialists, equipment operators, road maintenance crews, mechanics and professional support staff operating across a primarily rural county that spans 1,300 square miles. The Public Works Department is responsible for the planning, engineering, design, construction, operation and maintenance of approximately 1,000 miles of county roadway, including 200 bridges. Department staff also coordinate design and construction of new transportation infrastructure, and as such are an essential asset in continued compliance with the GMA.

The Public Works Department maintains an inventory of all County roads, including their location, dimensions, attributes, and condition, as well as signage, culverts, bridges, and other roadway features. This inventory is maintained in the “Mobility” database hosted by the County Road Administration Board (CRAB). It is used by the County to continuously evaluate the condition of facilities and to prioritize investments that keep the road network safe and in good working order.

Keeping the roads safe and life cycle costs low requires a non-stop regimen of:

- Road, bridge and drainage repairs and preventive maintenance;
- Annual chip seal program to protect pavement surfaces;
- Pavement markings and sign maintenance to support safe traffic operations;
- Vegetation control;
- Sanding, snow plowing and de-icing activities during winter months; and
- Engineering, design, permitting, and reporting.

The Public Works Department’s overall 2018 budget is nearly \$23 million and is broken out approximately as follows:

Table 8-1. Public Works Department 2018 Budget

Fund	Budget
County Road Fund Operations	\$ 19 million
Construction	\$ 10.9 million
Maintenance/Preservation	\$ 5.5 million
Planning, Permitting, Development Review & Administration	\$ 2.6 million
Equipment Rental & Revolving Fund Operations	\$ 3.2 million
Equipment Parts & Maintenance	\$ 1.21 million
Equipment Purchases	\$ 910,000
Fuel	\$ 400,000
Road Maintenance Materials	\$ 676,000
Mill Creek Flood Control District Operations	\$ 460,000
Stormwater Maintenance Utility District Operations	\$ 400,000

The true value of the County Road system is incalculable. The County Road system provides vital access to nearby and remote corners of our county and state and provides access for emergency response in times of urgent need; access to farms, orchards and vineyards and the transport of agricultural products; access to and from industrial, manufacturing and processing plants; commuter access to and from work; and access to the many scenic and recreational areas of our beautiful state. The County Road system also provides a low-cost location for the required utilities of modern life (water, sewer, electricity, phone, gas, TV cable). Without the County Road system, life as we know it would be totally different, immensely less enjoyable, and much more expensive.

8.2.2 FEDERAL FUNCTIONAL CLASSIFICATION & LAND USE CLASSIFICATION

All roads in the County are identified according to the Federal Functional Classification system. Federal Functional Classification is a planning tool used for grouping highways, roads and streets by the character of service they provide. Federal Functional Classification is based on a hierarchical system of roads in which streets of higher classification, such as arterials, emphasize mobility and connectivity, while streets of lower classification emphasize local access. Arterials carry the highest volumes of traffic, followed by collectors, and then local access roads. The County Road system is well developed and is composed of state highways, principal arterials, major and minor collectors, local access routes, and private roads.

Map TR-1, included in Appendix A of this Comprehensive Plan, illustrates the functional classification of Walla Walla County roads. Brief descriptions of the various Federal Functional Classifications, sourced directly from the Federal Highway Administration (FHWA), are provided below.

- **Other Freeways and Expressways.** While there can be regional differences in the use of the terms 'freeway' and 'expressway', for the purpose of functional classification the roads in this classification have directional travel lanes are usually separated by some type of physical barrier, and their access and egress points are limited to on- and off-ramp locations or a very limited number of at-grade intersections. These roadways are designed and constructed to maximize their mobility function, and abutting land uses are not directly served by them.
- **Other Principal Arterials.** These roadways serve major centers of metropolitan areas, provide a high degree of mobility and can also provide mobility through rural areas. Unlike their access-controlled counterparts, abutting land uses can be served directly. Forms of access for Other Principal Arterial roadways include driveways to specific parcels and at-grade intersections with other roadways. For the most part, roadways that fall into the top three functional classification categories (Interstate, Other Freeways & Expressways and Other Principal Arterials) provide similar service in both urban and rural areas. The primary difference is that there are usually multiple Arterial routes serving a particular urban area, radiating out from the urban center to serve the surrounding region. In contrast, an expanse of a rural area of equal size would be served by a single Arterial.
- **Minor Arterials.** Minor Arterials provide service for trips of moderate length, serve geographic areas that are smaller than their higher Arterial counterparts and offer connectivity to the higher Arterial system. In an urban context, they interconnect and augment the higher Arterial system, provide intra-community continuity and may carry local bus routes.
- **Major and Minor Collectors.** Collectors serve a critical role in the roadway network by gathering traffic from Local Roads and funneling them to the Arterial network. Within the context of functional classification, Collectors are broken down into two categories: Major Collectors and Minor Collectors. Until recently, this division was considered only in the rural environment. Currently, all Collectors, regardless of whether they are within a rural area or an urban area, may be sub-stratified into *major* and *minor* categories. The determination of whether a given Collector is a Major or a Minor Collector is frequently one of the biggest challenges in functionally classifying a roadway network.

In the rural environment, Collectors generally serve primarily intra-county travel (rather than statewide) and constitute those routes on which (independent of traffic volume) predominant travel distances are shorter than on Arterial routes. Consequently, more moderate speeds may be posted.

The distinctions between Major Collectors and Minor Collectors are often subtle. Generally, Major Collector routes are longer in length; have lower connecting driveway densities; have higher speed limits; are spaced at greater intervals; have higher annual average traffic volumes; and may have more travel lanes than their Minor Collector counterparts. Careful consideration should be given to these factors when assigning a Major or Minor Collector designation. In rural areas, average annual daily traffic and spacing may be the most significant designation factors. Since Major Collectors offer more mobility and Minor Collectors offer more access, it is beneficial to reexamine these two fundamental concepts of functional classification. Overall, the total mileage of Major Collectors is typically lower than the total mileage of Minor Collectors, while the total Collector mileage is typically one-third of the Local roadway network.

- **Local Roads.** Locally classified roads account for the largest percentage of all roadways in terms of mileage. They are not intended for use in long distance travel, except at the origin or destination end of the trip, due to their provision of direct access to abutting land. Bus routes generally do not run on Local Roads. They are often designed to discourage through traffic. As public roads, they should be accessible for public use throughout the year.

Local Roads are often classified by default. In other words, once all Arterial and Collector roadways have been identified, all remaining roadways are classified as Local Roads.

In addition to the amount and type of traffic, the land uses adjacent to a road significantly impact the type of transportation facilities best suited to the traveling public's needs. Integrating transportation investments with land uses was first encouraged and is now required under GMA.

8.2.3 LAND USE & ROADS

8.2.3.1 RURAL AREAS

In 2017 approximately 27% of County residents lived in the rural, unincorporated parts of the county. County rural land uses are overwhelmingly agricultural in nature, and, as such, do not produce the traffic volumes that the commercial, higher density residential, or industrial uses of urban areas generate. However, low density residential development, spread over large areas, can result in relatively high volumes on unimproved roads. Often new rural residents who are accustomed to urban roads and services are unaware of the realities of living on rural roads with limited maintenance.

Small unincorporated rural communities exist in Burbank, Wallula, Touchet, Lowden, Dixie, Ayer, Sun Harbor Estates, Eureka and Vista Hermosa. Populated early in the history of the County, these areas have a small-town character and some land uses and residential densities similar to urban areas. These communities offer a rural lifestyle and are preferable to scattered residential development in rural and agricultural areas with respect to transportation impacts. Located on or near State highways, these small communities minimize rural sprawl and the resulting impacts on the rural road system.

County Rural Roads

A major function of the transportation system in the county's rural areas is providing farm-to market connections. Major roads and highways also traverse rural areas to connect urban areas and towns. Table 8-2 summarizes rural road mileages and functional classifications in the county. Refer to Map TR-1 for functional classifications of roads, including arterials.

Table 8-2. Federal Functional Classification of Rural Walla Walla County Roads

Classification	Prescott	Waitsburg	Rural Walla Walla County	Rural Total
Other Principal Arterial	0.00	1.30	72.65	73.95
Minor Arterial	0.00	0.00	5.30	5.30
Major Collector	0.19	0.85	242.48	243.52
Minor Collector	0.00	0.44	190.91	191.35
Local Access	5.03	8.13	437.63	450.79
Totals	5.22	10.72	948.97	964.91

8.2.3.2 URBAN AREAS/URBAN GROWTH AREAS

Consistent with the GMA, the urban growth areas (UGAs) of the county have a much higher population density and traffic volumes than do the unincorporated areas of the county. With the exception of the Burbank and Attalia UGAs, they are designated expansion areas for incorporated cities. UGAs provide an opportunity to plan and coordinate with local cities for the traffic increases consequent to urban growth. See Appendix A of this Comprehensive Plan for maps of UGAs (Maps LU-1–LU-5, BSA-1).

County Urban Roads

Most county roads were not originally built to handle current traffic loads and volumes. Many of the urban roads can be described as functionally obsolete due to the narrow pavement, lack of shoulders or lack of pedestrian and bicycle facilities. In urban areas, the transportation system is focused on moving people for employment or social needs and on transporting finished goods and food products. The Walla Walla and College Place UGAs

contain all of the urban roads in the unincorporated portions of the county. Table 8-3 summarizes urban road functional classifications and mileages in the county.

Traffic studies on arterials have indicated the average daily traffic typically increases an average of 4% per year. The County has invested nearly \$20 million over the last 10 years to upgrade arterials and improve safety, mobility and efficiency for all users.

Table 8-3. Federal Function Classification of Walla Walla/College Place Urban Area

Classification	City of Walla Walla	City of College Place	Port of Walla Walla	Urban Walla Walla County	Total
Interstate	0.00	0.00	0.00	0.00	0.00
Freeway/ Expressway	0.00	1.25	0.00	4.66	5.91
Principal Arterial	8.8	2.45	0.00	7.06	18.31
Minor Arterial	23.7	5.24	0.61	19.96	49.51
Collectors	13.1	2.52	1.98	13.74	31.34
Local Access	101.6	25.19	9.12	42.66	178.57
Totals	152.4	36.65	11.71	88.08	283.64

Long-Term Arterial Plan

In 2004 and 2005, the County led an effort to develop a Long-Term Arterial Plan (LTAP) for the Walla Walla and College Place UGAs. The intent was to develop a plan for a seamless transportation system between jurisdictions, to provide the public and developers with dependable information about future planned roadway infrastructure and uses, and to prioritize and coordinate transportation system investments among Walla Walla County and the cities of Walla Walla and College Place.

The need for a coordinated regional plan to accommodate arterial traffic is as great as ever; traffic studies on arterials indicate the average daily traffic typically increases on average 4% per year. The LTAP is scheduled for a complete overhaul in the near future, to include a name change and reconsideration of north-south and east-west connector routes. This effort will be coordinated by the WWVMPO/SRTPO. A map of the current LTAP is included in Appendix A (Map TR-2).

8.2.4 STATE ROADS

There are approximately 140 miles of State roads in the county owned and operated by WSDOT. These roads and their Federal Functional Classification are listed in Table 8-4.

Table 8-4. State Route Mileage in Walla Walla County

Route	Federal Functional Classification	Route Miles
US 12	Other Freeways and Expressways/Other Principal Arterial	64.56
US 730	Minor Arterial	6.08
US 730 spur	Minor Arterial	0.3
SR 124	Other Freeways and Expressways/Minor Arterial/Major Collector	44.73
SR 125	Other Freeways and Expressways/Minor Arterial/Major Collector	23.67
SR 125 spur	Other Principal Arterial	0.67

Connecting Washington, the state's newest transportation funding package, will invest \$16.1 billion in transportation funding statewide over the next 15 years. The funding list includes the following three projects on state routes within Walla Walla County, worth nearly \$173 million:

- State Route 125/Plaza Way – Intersection improvements (located within City of Walla Walla)
- U.S.12 (Phase 7), from Nine Mile Hill to Frenchtown vicinity – Construction of new four-lane, divided highway
- U.S. 12 (Phase 8), from Wallula to Nine Mile Hill – Preliminary engineering and right-of-way acquisition for a new four-lane divided highway

8.2.5 PUBLIC TRANSIT

Public transportation is an important component of the overall transportation system as it increases mobility, expands accessibility, and provides additional transportation choices. Critical mobility needs of elderly, youth, disabled, and low-income residents are often met by public transportation. Public transportation also provides connections to other modes of transportation in the region.

Walla Walla County is currently served by fixed-route, paratransit, demand response, and vanpool services. Several providers share transfer locations that allow riders to connect between routes and systems. Despite the fact that over 80 percent of the population in the urbanized area of the region lives within one-quarter mile of a transit route, challenges to meeting public transportation needs remain, particularly for residents living in the more rural parts of the Walla Walla Valley and in the community of Burbank. The WWMPO/SRTPO is planning to conduct a regional public transportation study in the near future to assess the need and potential strategies for transportation services in rural areas of the Walla Walla Valley.

8.2.5.1 VALLEY TRANSIT

Valley Transit offers multiple services, primarily within the cities of Walla Walla and College Place. Traditional fixed-route transit service is provided throughout the Walla Walla and College Place urban area. Eight routes meet at a centrally located transfer center in downtown Walla Walla. In addition to fixed-route service, Valley Transit provides:

- Dial-A-Ride, which employs lift-equipped mini-buses to transport people with mobility limitations and other disabilities.
- Flex-route service on weekday evenings and Saturdays.
- Connector service, which extends service to areas of Walla Walla and College Place that do not have a nearby bus route.
- Vanpool, for people who need to drive a long distance to work. The commute to work must either begin or end in the Walla Walla area.
- Job Access, a reservation-based transportation service providing rides to and from work and activities that are necessary in order to work.

At its transfer center, Valley Transit provides space for intercity bus service, including Grape Line, Kayak Public Transit, Milton-Freewater Public Transportation, and Columbia County Public Transportation. These regional providers offer travel options to the Tri-Cities, Dayton, Waitsburg, Milton-Freewater, Pendleton, Mission, and La Grande. Stops for the Grape Line in the Tri-Cities include the Tri-Cities Airport, Greyhound, Amtrak, and Ben Franklin Transit.

8.2.5.2 KAYAK PUBLIC TRANSIT

Kayak Public Transit is a fixed-route bus service offered by the Confederated Tribes of the Umatilla Indian Reservation (CTUIR). The Walla Walla Whistler route provides connections between Pendleton and Walla Walla.

8.2.5.3 GRAPE LINE

The Grape Line is part of WSDOT's Travel Washington intercity bus program and runs a fixed-route service seven days a week. There are three fixed-route round trips each day, between the Valley Transit and Pasco transit centers. Stops may be requested in three communities along the route (Touchet, Wallula, and Burbank) and for either airport located in Walla Walla or Pasco. Grape Line buses also stop at the transfer and transit centers in both Walla Walla and Pasco, respectively.

8.2.5.4 COLUMBIA COUNTY PUBLIC TRANSPORTATION

Based in Dayton, Columbia County Public Transportation provides a demand-response service to all residents of Columbia County, as well as to residents of Waitsburg and Dixie.

8.2.5.5 PLANS & STUDIES

Walla Walla Valley Coordinated Public Transit - Human Services Transportation Plan (HSTP)

The Walla Walla Valley Coordinated Public Transit - Human Services Transportation Plan (HSTP) is a coordinated community effort to develop a strategy to meet the transportation needs of individuals with disabilities, older adults, youth, and those with limited incomes. The current Walla Walla Valley HSTP was approved in December 2014, and a major update will be concluded by December 2018. The Human Services Transportation Coalition (HSTC) is an open planning group of the WWVMPO/SRTPO. Participants assist with identifying gaps in transportation services, assessing unmet transportation needs, and prioritizing new strategies as needed.

Valley Transit Six-Year Transit Development Plan

The current Transit Development Plan for Valley Transit establishes the agency's direction for 2017 through 2022. It provides guidance for the development and delivery of future transit service in the Walla Walla County Public Transportation Benefit Area. The plan conforms to state public transportation policy objectives and supports local comprehensive planning and economic objectives within the Walla Walla Valley.

Washington State Public Transportation Plan

The Washington State Public Transportation Plan was completed in June 2016. Based on the expanded definition of public transportation as all modes other than single-occupancy vehicle travel, the vision for public transportation in Washington State is that all transportation partners work together to provide a system of diverse, integrated public transportation options. The plan provides a blueprint to better integrate all modes of transportation to meet the needs of people across the state.

8.2.6 TRAVEL DEMAND MANAGEMENT

Travel Demand Management (TDM) strategies seek to influence individual transportation decisions to reduce the number of cars on roadways. This may be accomplished through:

- Encouraging the use of transit, walking, or biking,

- Increasing the number of people traveling in each vehicle, or
- Redistributing demand away from congested areas and peak travel times through use restrictions, congestion pricing, ramp metering, or other methods.

While unincorporated Walla Walla County currently does not experience congestion problems on roadways other than state highways, TDM programs, especially in and around the cities of Walla Walla and College Place, may be effective ways to reduce vehicle trips.

The WWVMPO/SRTPO identified TDM strategies currently in use in its 2040 Plan:

1. Bicycle racks are provided on Valley Transit and Milton-Freewater Public Transportation buses, which encourages travel by bicycle and transit.
2. Valley Transit provides ride-sharing services and resources through its Vanpool program and Carpool link.
3. Member cities have identified areas for mixed use, which support the development of residential and commercial land uses in close proximity, thereby decreasing the need to drive and increasing opportunities for walking and biking.
4. In several build-out areas, buffer zones are provided between sidewalks and automobile traffic.
5. Pedestrian amenities, such as street trees or awnings for shade, wide sidewalks, and street furniture, greatly improve walking comfort in select areas.
6. Member entities completed several sidewalk and pedestrian improvements, including sidewalk bulb-outs to increase visibility at crosswalks.
7. Pedestrian hybrid beacons have been installed to provide pedestrian-activated crossing warnings.

These TDM efforts should be continued and expanded. In addition to the TDM strategies already implemented in the Walla Walla Valley, there are additional best management practices that could be considered for local implementation:

- **Multi-modal and Transit.** Improve the quality of transit, pedestrian, and bicycle services and infrastructure; provide increased options; and address real and perceived safety concerns.
- **Carpool and Vanpool.** Encourage expansion of carpool and vanpool programs.
- **Intersection control.** Improve intersection traffic control to facilitate traffic flow.

- **Access Management.** Regulate access points to major roadways to improve mobility, accessibility, and safety.
- **Traffic calming.** Implement traffic calming improvements to assist law enforcement in influencing driver behavior.
- **Regional Traffic Incident Management.** Detecting, responding to, and clearing traffic incidents to restore normal traffic flow as safely and quickly as possible is the main function of traffic incident management strategies.
- **Traveler Information Systems.** Using technology to detect, analyze, and disseminate traffic and transit conditions helps travelers choose the best mode and route to reach their destination based on current conditions.
- **Targeted Traffic Enforcement.** Targeted speed and law enforcement can be employed to discourage unlawful and dangerous driver behavior.

8.2.7 NON-MOTORIZED TRANSPORTATION FACILITIES

Non-motorized transportation facilities in the county consist of sidewalks, multi-use paths, dedicated pedestrian and bicycle paths, and mixed-use roadways. Walla Walla County is working to enhance its transportation system to provide practical options for all modes of travel and adopted a Complete Streets Policy in 2017 to ensure all modes of travel are considered during all phases of transportation projects.

“Complete Streets” is a term used for streets and roads that safely accommodate all modes of travel. Because so much of its transportation network is highly rural in character, Walla Walla County must apply practical solutions such as wide, paved shoulders as well as traditional sidewalks and bike lanes where appropriate in more urbanized settings. As the County designs and builds road improvement projects on rural roads, paved shoulders are added to each side where feasible. In this way, non-motorized accommodations are gradually becoming more widely available for those who walk or cycle Walla Walla County’s rural roads.

Within its UGAs, the County is working to create a more walkable, bike-friendly environment through its road standards, an ADA Transition Plan, and Complete Streets Policy. Urban pedestrian improvements include multi-use paths, bike lanes, sidewalks, bulb-outs, and curb ramps.

Walla Walla County actively participated in the development of the Blue Mountain Region Trails Plan that designed a complete network of non-motorized trails and transportation connections that can be implemented as funding becomes available. In coordination with

state and federal resources agencies, local entities who participated in the process include: the cities of College Place, Dayton, Milton-Freewater, Waitsburg, and Walla Walla, the counties of Columbia, Umatilla, and Walla Walla, the county health departments, the Partnership for Greater Burbank, the ports of Columbia, Umatilla, and Walla Walla, as well as the Palouse Regional Transportation Planning Organization, the WWVMPO/SRTPO, and the Community Council. The plan was completed in February of 2018.

8.2.7.1 PEDESTRIAN FACILITIES

Many of the streets and roads in the UGAs were developed as rural farm-to-market roads years ago. The majority of these roads have no pedestrian facilities; when pedestrian improvements are present, they are frequently discontinuous and do not meet current accessibility guidelines. As new development occurs in UGAs, the County requires developers to construct roads with bicycle and pedestrian improvements, and as the County retrofits roads in the UGA, it upgrades the road to include bicycle lanes, sidewalks, and/or multi-use paths.

The County prioritizes projects which enhance the overall transportation system and connect to schools, parks and recreation areas, commercial areas, public transportation, employment centers, existing bicycle or pedestrian networks, or planned regional trails. Even greater priority is given to projects completing a gap within the transportation network.

Walla Walla County conducted a self-assessment of the pedestrian improvements within the public right of way in 2017, and as a result developed an ADA Transition Plan (Walla Walla County 2017) to prioritize structural modifications needed to achieve accessibility. The purpose of the ADA Transition Plan is to remove barriers to the mobility of people with disabilities. These same improvements serve the mobility and safety of all pedestrians. The ADA Transition Plan spans a six-year planning horizon, and is intended to function as a living document, to be updated as needed until full compliance is achieved.

Within the UGA, there are several dedicated pedestrian trails located in various sections along Mill Creek that connect to trails at Bennington Lake. These trails are physically separated from vehicular traffic. A trail system was also created by the U.S. Army Corps of Engineers (Corps) in the Burbank UGA within Hood Park. Walla Walla County is constructing a multi-use path along West Whitman Drive, connecting sidewalks and bike lanes within the City of College Place to Last Chance Road.

8.2.7.2 BICYCLE FACILITIES

Urban road improvement projects constructed by Walla Walla County within the last ten years typically included striped bicycle lanes in addition to ten-foot wide multi-use paths on at least one side of the road. However, the majority of these facilities have been annexed into the City of Walla Walla. Small portions of the roadways were not annexed, so Walla Walla County does own and operate bicycle lanes, but most county roads lack striped bicycle lanes. Recent rural road improvement projects included new paved shoulders. Walla Walla County Road Design Standards call for wide, paved shoulders on new and reconstructed rural roads.

8.2.8 FREIGHT TRANSPORTATION FACILITIES

8.2.8.1 RAIL

Rail service within Walla Walla County is provided through a combination of Class I and Short Line railroads. The Union Pacific Railroad (UPRR) owns and operates tracks that connect Burbank to Lyons Ferry, and then continue on to Spokane, northern Idaho, and to the nationwide UPRR network beyond. South of Burbank, at the Attalia junction, connectivity is provided with the Burlington Northern Santa Fe (BNSF) railroad, which provides connectivity to the Tri-Cities area, Spokane, as well as Yakima and the remainder of the nationwide BNSF network. The Palouse River & Coulee City Railroad (PCC) operates freight service from a connection with UPRR at the Zanger Junction in Wallula to Walla Walla. PCC also runs from Dayton in neighboring Columbia County through Walla Walla and on to Milton-Freewater and Weston in Oregon. PCC primarily transports food products, grain, farm machinery and fertilizer. It is important to note that in 2012 WSDOT completed rehabilitation of the freight line between the Columbia River and Dayton.

Railex

In order to bring local wines and produce to markets as far as the East Coast, Railex operates a cold storage facility and runs unit train operations, which allows intermittent addition or removal of refrigerated rail cars as needed along the route. The company is located in Wallula in western Walla Walla County, and the location of its wine distribution center near a Class I rail line allows it to tap into a nationwide system of rail infrastructure. Collection of local products from within a 350-mile radius is supported through Railex' location along a National Highway System route.

Washington State Grain Train

The wheat industry's distribution system within Walla Walla County encompasses three modes: rail, trucks, and barges. The Washington State Grain Train, which WSDOT jointly manages with the Port of Moses Lake (Whitman County) and the Port of Walla Walla, was established in the 1990s in response to a grain car shortage. The Grain Train carries grain from eastern Washington areas to deep-water ports along the Columbia River.

Railroad Crossings

There are 111 railroad crossings located within Walla Walla County. Of these, 98 are at grade, and 7 traverse state highway routes.

8.2.8.2 AIR

The Walla Walla Regional Airport serves as the regional air transportation service provider for the county. The paved, 6,526-foot-long runway is capable of handling large aircraft, including freight carriers. A new terminal was constructed in 2000.

Generally, only high-value and time-sensitive goods are moved via air freight based on the relatively high transportation cost. Over the next 20 years, the weight and value of freight moved by air is projected to increase significantly.

Within the Walla Walla Valley, there are two heliports and six additional airports, with most of them in private hands. Martin Field, located west of College Place, is a privately owned, public-use airport, which reported 4,000 local operations in 2010. Lower Monumental Field is a State-owned, gravel surfaced, emergency airfield located near Lower Monumental Dam at the northern edge of the county. No services or facilities are located at the site.

8.2.8.3 WATER TRANSPORTATION

The Columbia and Snake rivers serve as the principal waterways in the Walla Walla Valley and allow for the transport of bulk commodities on barges. Proper maintenance of the channels, locks, and dams ensures the continued viability of this system. It is important to note that barging is the most cost- and fuel-efficient mode of freight transportation. Both rivers are included in WSDOT's designated waterway Freight and Goods Transportation System (FGTS); WSDOT classifies marine corridors based on the volume of freight carried by corridor. The Columbia River is classified as a W-3 Marine Freight Economic Corridor, moving between 5 and 10 million tons of freight per year and the Snake River is classified as a W-4 Marine Freight Economic Corridor, moving between 2.5 and 10 million tons of freight per year.

8.3 ASSETS, NEEDS & FINANCE

This Transportation Element identifies the transportation system components needed to adequately serve projected growth. In order to successfully meet future transportation demands, the County must be able to fund and implement identified projects and programs. This section addresses the steps to identify needs and fund necessary transportation facilities, consistent with GMA requirements.

8.3.1 LEVEL OF SERVICE

New development typically requires new investment in transportation infrastructure in order to avoid a decrease in level of service (LOS). LOS standards are measures for roadways that aim to assess the flow of traffic. The six LOS designations range from A to F, where LOS A represents free flow at posted speed, and through progressively worsening delays and congestion, LOS F represents grid-lock. Once a community establishes LOS, they are used to measure whether existing facilities and services are adequate to serve its citizens, or whether there are deficiencies that should be corrected. As the community grows in population, LOS ensures facilities and services keep pace with growth.

The GMA requires the County to set LOS standards for the performance of the road transportation system (RCW 36.70A.070(60(a))). In Walla Walla County, LOS standards are established by the County but must conform with or exceed the LOS standards adopted by the WWVMPO/SRTPO and WSDOT. The designated LOS in the County is C for rural roads and D for urban roads.

Table 8-5 and Table 8-6 provide the definitions of the various LOS for un-signalized intersections and for roads and streets.

Table 8-5. Level of Service Definitions for Unsignalized Intersections

LOS	GENERAL DESCRIPTION
A	Nearly all drivers find freedom of operation. Very seldom is there more than one vehicle in the queue (waiting line).
B	Some drivers begin to consider the delay an inconvenience. Occasionally there is more than one vehicle in the queue.
C	Most drivers feel restricted, but not objectionably so. Many times there is more than one vehicle in the queue.
D	Drivers feel quite restricted. Often there is more than one vehicle in the queue
E	Represents a condition in which the demand is near or equal to the probable maximum number of vehicle that can be accommodated by the movement. Drivers find the delay approaching intolerable levels. There is almost always more than one vehicle in the queue.
F	Forced flow. Represents an intersection failure condition that is caused by geometric and/or operational constraints external to the intersection.

Source: FHWA

Table 8-6. Level of Service Definitions: Roads/Streets

LEVEL OF SERVICE CATEGORY	DEFINITION
Level of Service A	Describes a condition of free flow with low volumes and high speeds. Freedom to select desired speeds and to maneuver within the traffic stream is extremely high. Stopped delay at intersections is minimal.
Level of Service B	Represents reasonably unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tensions.
Level of Service C	In the range of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. The selection of speed is now significantly affected by interactions with others in the traffic stream, and maneuvering within the traffic stream requires substantial vigilance on the part of the user. The general level of comfort and convenience declines noticeably at this level.
Level of Service D	Represents high-density, but stable flow. Speed and freedom to maneuver are severely restricted, and the driver or pedestrian experiences a generally poor level of comfort and convenience. Small increases in traffic flow will generally cause operational problems at this level.

Source: FHWA

The WWVMPO/SRTPO completed a regional travel demand model (TDM) in 2015 to update and replace a transportation system model developed by BFCG in 2004. The TDM covers the Walla Walla-College Place-Milton Freewater Urbanized Area and is used to determine roadway deficiencies and to simulate improvement scenarios. Generally, a TDM replicates

a transportation network based on supplied land use, population, employment, and special generator parameters. The model is then calibrated until it replicates known behaviors at the present time. Once calibrated, the TDM may be used to predict future travel demand based on projected population and employment growth.

The WWVMPO/SRTPO analyzed two distinct travel demand scenarios, and presented the findings in the 2040 Plan. The first scenario, No-Build, assumes no improvements are made to the existing transportation system and predicts LOS subsequent to 25 years of population and employment growth. The second scenario, Build, subjects the transportation system to the same levels of growth over a 25-year period, but includes system upgrades such as increased capacity at intersections, extension of existing roadways to complete gaps, and improved access to US Hwy 12.

The TDM predicts that, overall, the County has significant road capacity for growth. Both the Build and No-Build scenarios predict that state highways and other regionally significant roadways will continue to operate at an acceptable LOS. Congestion within the urbanized areas, both at the present day and under simulated future conditions, is tied to intersections. Several intersections within incorporated cities will operate at an unacceptable LOS under the No-Build scenario. All of the unincorporated area roads currently operate at LOS A or B, and none of the County-controlled roadways are projected to exceed their level of service standard by the year 2040.

8.3.2 CONCURRENCY

8.3.2.1 TITLE 12 & WALLA WALLA COUNTY ROAD DESIGN STANDARDS

Walla Walla County completely overhauled its streets code, Title 12, Streets, Sidewalks, and Public Places, in 2009. Title 12 was replaced in its entirety to more appropriately govern the management, design and construction of the county road system, to achieve the goals and objectives of the Comprehensive Plan, and to fully comply with state and federal law. At the same time Walla Walla County also adopted the Walla Walla County Road Design Standards (Standards) to set forth specific, consistent, and acceptable design and construction standards for all public and private roads in the unincorporated areas of the county. The Standards support the County's goals for providing a safe, convenient, and cost-effective multi-modal transportation system.

Walla Walla County Code Title 12 now also includes Chapter 12.50, Concurrency Management System, to ensure concurrency by implementing applicable transportation facilities and services necessary to accommodate the impacts of development concurrent with development. The concurrency management system ensures transportation improvements and/or strategies needed to maintain the LOS standards set in the

Comprehensive Plan are available at the time of development approval or occupancy, or that a financial commitment is in place to complete the facilities within six years.

8.3.3 COUNTY SIX-YEAR TRANSPORTATION IMPROVEMENT PROGRAM

In addition to investment triggered by growth, the need for county road and street improvements is based primarily on safety issues related to a variety of factors, including: narrow roads and poor geometry (sharp curves or steep hills), pavement condition, the need for all-weather surfacing of roadways subject to seasonal closures or weight restrictions, the need for hard surfacing of gravel roads, and the replacement of structurally deficient or functionally obsolete bridges.

The County's Six-Year Transportation Improvement Program (TIP) identifies new transportation infrastructure projects, including new roads as well as projects necessary to upgrade, rebuild, or improve existing roads. The TIP is updated each year to account for changes in traffic volumes, emerging roadway conditions, and the location and intensity of land use, and to match all short-term needs with available revenues. During this process, new and ongoing projects are reviewed and prioritized according to their capacity to maintain the County's established LOS. Estimated costs for each project are adjusted for inflation based on the proposed year of construction. Multi-year projects that are under construction (classified as carry over projects) or projects deemed a public safety hazard typically receive the highest priority and funding allocation. Projects with a high numerical ranking on the County's Priority Array (see next section) also typically receive highest priority.

The current TIP is included in Appendix F of this Comprehensive Plan.

8.3.3.1 PRIORITY ARRAY

Projects considered for inclusion in the TIP are evaluated based on a Priority Array system which identifies the relative importance of the project. The Priority Array, while updated annually, spans at least a 20-year planning horizon, and assigns points to proposed projects based on the following criteria:

- **Safety:** Evaluates the presence or absence of rollover/off-road accidents, speed advisories, clear zone or recovery areas, fixed objects in the clear zone, useable shoulders, and fatal or injury accidents. This criterion also includes analysis of the existing horizontal alignment of the road.

- **Maintenance:** Evaluates the annual maintenance costs associated with a road, including repetitive work that may be eliminated through upgrades.
- **Level of Service:** Evaluates the LOS and determines improvements needed to accommodate existing or projected traffic.
- **Age and Serviceability:** Evaluates the condition of the road or bridge; considers if the existing infrastructure is structurally deficient or functionally obsolete.
- **Legal Requirements:** Evaluates additional improvements that may be required to meet changing state or federal requirements, e.g., fish passage, stormwater, or guardrail projects.
- **Competitiveness:** Evaluates the ability of the project to compete against other projects for state or federal funding.

The County's 2018 Priority Array for the years 2018-2040 is included as Appendix G of this Comprehensive Plan.

8.3.4 FUNDING SOURCES

Fiscal feasibility is a significant priority in determining which projects are included in Walla Walla County's programmed improvements. The WWVMPPO/SRTPO conducted a thorough fiscal analysis of projects listed on member jurisdiction's TIPs in the 2040 Plan, considering:

- Projected revenues available for transportation investments during the horizon of the 2040 Plan;
- Projected cost for maintenance of current infrastructure; and
- Resulting, remaining funds that can be used for the implementation of additional transportation improvements.

The detailed fiscal analysis, including assumptions used to project future revenue, maintenance costs, and available funding may be found in the 2040 Plan.

Walla Walla County has been very successful in obtaining state and federal grants for road improvements by submitting quality projects and leveraging County road funds. However, recent federal transportation authorizations have significantly decreased funding available for rural road projects. Unless other grant programs become available, the number or size of projects will likely shrink in the coming years. The future of transportation grants is unknown and it is now common for grants to ask agencies to dedicate more local funds to be competitive in the selection process.

Transportation funding is available to the County through direct distributions and competitive grants from state and federal fuel taxes. The County must compete with other jurisdictions for the majority of this funding in four different forums: WSDOT and the WWVMPPO/SRTPO for federal grants; the Transportation Improvement Board; Freight Mobility Strategic Investment Board; and County Road Administration Board South East Region for State Motor Vehicle Fuel Tax grant funding. Other infrequent grant funding sources are managed by different agencies, including the State Department of Commerce.

Potential federal, state, and local sources of funding for transportation facilities include the following:

- **County Road Levy.** The County currently levies a road tax on real property and personal property in the unincorporated area. This levy is dedicated to the road fund. The RCW statutorily sets the maximum allowable levy rate for counties at \$2.25 per thousand dollars in assessed value. The County does not currently levy the maximum rate allowed by law.
- **Real Estate Excise Tax.** Counties and cities are allowed to levy two portions of real estate excise tax, each at 0.25% of the full sale price of real estate. The first 0.25% may be used for the general purpose of financing capital improvements, and the second may be used for only those capital projects listed in a comprehensive plan. Because this funding may be used for many types of capital improvements and is not restricted to transportation capital improvements, it is up to the discretion of each jurisdiction as to how they choose to spend these funds. These funds may not be used for maintenance and operations costs. The County levies both portions of the real estate excise tax.
- **Local Option Motor Vehicle Fuel Tax.** Established in 1998, the local motor vehicle fuel tax allows Washington State counties to levy a local fuel tax, in addition to the State tax, on approval from the county's legislative body and a majority of voters. This tax may be levied up to a rate equal to 10.0% of the State fuel tax rate and may be used for transportation purposes as defined in RCW 82.80.070. These purposes include the maintenance, preservation, and expansion of existing roads and streets; new transportation construction and reconstruction; other transportation improvements; implementation and improvement of public transportation and high-capacity transit programs; and planning, design, and acquisition of right-of-way for the aforementioned purposes. Proceeds are shared by incorporated cities within each county proportionate to the population of each jurisdiction. The County does not currently impose this tax.

- **Commercial Parking Tax.** Commercial parking businesses in unincorporated areas are subject to a tax based on gross proceeds, total number of stalls, or on the rate charged for parking. Rates are established using a set of parameters defined by the State. Proceeds from this tax must be used for transportation projects approved as part of both regional and county transportation plans. The County does not currently impose this tax.
- **Local Option Motor Vehicle License Fee.** Walla Walla County currently levies filing fees on all automobiles licensed in the County. These fees are set by the State.
- **Transportation Benefit District.** Counties have the authority to create special districts to fund special transportation needs. The authority of the designated transportation benefit district allows them to: levy special property taxes for one year, fund bond issues approved by the County voters, form a local improvement district to assess property owners within its boundaries a portion of the cost of transportation improvements, and impose a development impact fee on private development and on the subdivision of land. In order to form a transportation benefit district, a 60% voter approval is required. Currently there are no transportation benefit districts within the unincorporated area of the County; however, the Cities of College Place and Walla Walla both operate Transportation Benefit Districts.
- **Transit Sales Tax.** With voter approval, cities, counties, and public transportation benefit areas can levy a local sales/use tax from 0.1% to 0.9% to finance local transit systems. The County currently levies a transit sales tax of 0.3% to fund Valley Transit under the authority of RCW 82.14.045.
- **Stormwater Impact Fee.** Walla Walla County imposes a stormwater impact fee on developed parcels within the unincorporated area of the county. Residential parcels pay a flat fee, while other land uses pay a fee based on the actual amount of impervious land area. Stormwater impact fees fund the Walla Walla County Stormwater Maintenance Utility District. The Stormwater Maintenance Utility District administers the acquisition, design, construction, maintenance and operation of the stormwater system. Stormwater infrastructure is typically co-located within the roadway and therefore stormwater impact fees may partially fund the design and construction of road improvements.
- **Other Impact Fees.** The GMA authorizes counties to impose transportation impact fees to fund transportation system improvements necessitated by the increased demand of growth. In order to impose this fee, counties must adopt an ordinance that contains an equitable formula for measuring the impacts of new

developments—both commercial and residential. Fees can then be imposed on the development in proportion to the level of transportation impact caused by the development. Walla Walla County does not impose transportation impact fees.

- **State Environmental Policy Act (SEPA) Mitigation.** Under SEPA, projects are required to mitigate their impacts. Transportation mitigations typically take the form of developers either constructing or paying for their proportional share of transportation improvement projects necessitated by the proposed development.
- **State Motor Vehicle Fuel Tax.** The state motor vehicle fuel tax provides significant funding for counties. The County receives a portion of the state motor vehicle fuel tax as a direct distribution from the state. These revenues provide part of the funding for yearly maintenance operations in the county. The remaining, directly distributed motor vehicle fuel tax funds are administered by the County Road Administration Board and are only eligible for use for the maintenance or preservation of rural county arterial and collector roads.
- **State Grants.** State gas tax grants for roads are available through the Transportation Improvement Board, Freight Mobility Strategic Investment Board, and County Road Administration Board. These State grants are very competitive and are awarded on a case-by-case basis.
- **Public Works Trust Fund.** This State-funded revolving loan program is administered by the Public Works Board. It provides low-interest loans to local governments on a semi-competitive basis to help finance critical public works projects.
- **Federal Grants.** Federal gas tax transportation grants are available through a variety of programs. The largest source of federal grant funding for roads and bridges is through the federal Surface Transportation Block Grant program. FAST, the Fixing America's Surface Transportation Act, was signed into law December 4, 2015. It is a five-year surface transportation authorization bill that replaces MAP-21, the Moving Ahead for Progress in the 21st Century Act. FAST guides the growth and development of transportation infrastructure. Federal funds available through FAST are typically either competitive grants through WSDOT or the WWVMPO/SRTPO.

8.3.5 INTERGOVERNMENTAL COOPERATION

Implementation of the Transportation Element involves coordinating and partnering with agencies to plan, identify, fund, and construct transportation improvement projects. Currently the County works with the WWVMPO/SRTPO, WSDOT, the incorporated cities

within Walla Walla County, neighboring counties, and other agencies to seek grants, legislative fund allocations, and other outside funding. By working together, the agencies increase the potential for successfully funding and completing projects.

8.4 GOALS & POLICIES

Goals convey the big picture of the County's transportation planning philosophy and provide a roadmap for the future. Policies are the bridge between the goals, which address issues on a large scale, and the reality of planning tasks; policies address individual issues and direct everyday activities.

WSDOT's long-range plan is organized around six statutory transportation policy goals laid out in RCW 47.04.280. Walla Walla County's goals and policies must be consistent with these state policies. The following policy goals and local actions are fully consistent with and support established state priorities in ways that reflect the character and priorities of Walla Walla County.

Goal TR 1 Economic Vitality: Develop and maintain Walla Walla County's transportation system so that it sustains and grows the region's economy.

Policy TR 1.1 Promote strategic partnerships.

1. Work with stakeholders such as government, tribal, private sector, and transit partners.
2. Provide adequate transportation facilities and services to foster economic growth.
3. Participate in transportation and economic development partnerships that support jobs and industry.
4. Continue working with stakeholders to enhance the system's capacity to connect people with jobs, commerce, and schools in ways that are cost-effective and convenient to ensure transportation investments and policy decisions generate maximum economic benefit.

Policy TR 1.2 Support the local economy.

1. Provide safe and convenient access to area businesses and industry to support a strong local economy.

2. Ensure transportation planning and investments produce the infrastructure needed to support the economic development envisioned in adopted land use and community development policies.
3. Support the continued maintenance of the Snake and Columbia Rivers for heavy barge freight and goods transportation.
4. Enhance access for tourism and outdoor recreation opportunities through transportation policies and investments.

Policy TR 1.3 Integrate transportation and land use decision-making.

1. Reinforce the coordination of land use and economic development policies through supportive transportation investments.
2. Incorporate freight mobility considerations into transportation and land use decision-making processes where appropriate.
3. Support the Port of Walla Walla's goals and policies as outlined in its Economic Development Plan (2017) and Airport Master Plan (2002, with an update currently underway).
4. Improve the adopted County Freight and Goods Transportation System (FGTS) roads to all-weather capacity as opportunities permit.

Goal TR 2 **Preservation: Maintain Walla Walla County's transportation system in ways that keep life-cycle costs as low as possible.**

Policy 2.1 Make smart investments.

1. Make funding for preservation and maintenance of the existing transportation system the top priority, especially when resources are tight, because deferred preservation is expensive preservation.
2. Recognize that keeping life-cycle costs as low as possible supports sustainable economic growth and vitality by avoiding unnecessarily expensive infrastructure reconstruction and replacement and its associated travel disruptions.

Policy 2.2 Safeguard the public's investment.

1. Coordinate utility construction within the County's right-of-way with the six-year transportation improvement program.
2. Enforce standards for the repair and maintenance of County roads resulting from utility construction activities so that damaged pavement surfaces are restored and do not pose a heightened risk of degradation. Enforce regulations that limit utility cuts on recently constructed or resurfaced roads.
3. Emphasize upgrading unsafe and/or structurally deficient facilities over the initiation of new capital improvements.
4. Continue to deploy a least-cost pavement preservation program, reflecting best practices in pavement treatments, that make the most of scarce preservation dollars.

Goal TR 3 **Safety: Maintain the safety and security of Walla Walla County's transportation system and those who use it.**

Policy TR 3.1 Build safety into infrastructure design.

1. Construct and maintain the road network in accordance with safety standards established by AASHTO, WSDOT, NACTO, and the MUTCD, considering the needs of all modes of travel.
2. Monitor WSDOT policies and guidelines for ways to improve rural road safety for users and operators, and update, where appropriate, locally-adopted standards, policies, or procedures.
3. Work to generate the greatest return on investment for the traveling public from safety projects and policies by implementing, where possible, the least-cost measures that generate the greatest benefit, including projects, design standards, site design considerations, and operational measures.
4. Account for the mobility needs of an aging population when considering signage, pedestrian crossings, roadway markings, maintenance and lighting.
5. Comply with National Bridge Inspection standards.
6. Support the Target Zero goal to reduce traffic fatalities and serious injuries on Washington's roadways to zero by the year 2030.

Policy TR 3.2 Promote safety for all modes of travel.

1. Consider the mobility needs of walkers, cyclists, and transit riders in the development of street standards, site design, access management, and intersection control.
2. Recognize and employ the “four E’s” of roadway safety—engineering, enforcement, education, and emergency response—and where possible combine engineering with enforcement and education to generate maximum safety benefit for the traveling public.
3. Periodically review posted speed limits in corridors or areas that have experienced recent growth to ensure they are appropriate for the current land use, including the degree of pedestrian and bicycle activity in the area; and support local jurisdictions in their effort to reduce the speeds for pedestrian safety as warranted.
4. Work with rail operators and property owners to keep at-grade rail crossings as safe as possible.

Policy TR 3.3 Prepare for emergencies.

1. Identify critical gaps needed to ensure system redundancy for emergency management purposes and develop an implementation strategy for addressing priority deficiencies.
2. Collaborate with local, state, federal, tribal, emergency response, and military partners to minimize risks associated with catastrophic events through transportation system design and construction, and pre-event planning.

Goal TR 4 **Mobility: Ensure the predictable movement of goods and people throughout Walla Walla County, between Walla Walla County and adjacent counties, and to points beyond.**

Policy TR 4.1 Plan for all modes of travel.

1. Support alternatives to driving alone through the effective design and construction of pedestrian, bicycle, and transit facilities, recognizing the need for different design elements in UGAs and rural areas. Implement the Complete Streets Policy to ensure all

modes of travel are considered during all phases of transportation projects.

2. Work to improve access to, and connections between, transit and other modes of travel.
3. Continue to identify and fund projects that expand non-motorized, transit, and ride-sharing travel options for more people.
4. Coordinate transportation and land use decisions to enhance multimodal travel options where they make sense and reduce unwanted rural congestion.
5. Continue to collect traffic data to verify LOS and to assess impacts of development. Coordinate with WSDOT to evaluate impacts of development to state highways, particularly where state highways operate as main streets within rural activity centers, such as in Burbank.
6. Work to integrate trails with the county's transportation system to further enhance multimodal travel opportunities in Walla Walla County.

Policy TR 4.2 Work with partners to enhance inter-regional travel opportunities.

1. Regularly review and update the County Freight and Goods Transportation System (FGTS) in coordination with the Port of Walla Walla, local cities, and WSDOT.
2. Collaborate with interregional service providers such as the Port of Walla Walla, WSDOT, and railroad companies to improve and sustain air, rail, and water transport.
3. Continue to support the expansion of U.S. Highway 12 to four lanes from the Snake River Bridge to Walla Walla.

Policy TR 4.3 Recognize and accommodate mobility for those who don't drive.

1. Coordinate with stakeholders, traditional, and non-traditional service providers to identify and fund priority projects in the Walla Walla Valley Coordinated Public Transit - Human Services Transportation Plan that support the mobility needs of an aging population or those with special needs.

2. Partner with Valley Transit and other local service providers to increase the cost-effectiveness and efficiency of transportation for rural residents with special transportation needs.

Policy TR 4.4 Collaborate with mobility partners.

1. Recognize and support the role the WWVMPO/SRTPO fills for this region in providing the continuous, comprehensive, and cooperative regional transportation planning, to maintain consistency with regional goals and priorities.
2. Coordinate transportation planning and projects with WSDOT; communicate and support WSDOT in their development and maintenance of the State highway system; participate in WSDOT's Corridor Sketch Initiative as appropriate.
3. Support WWVMPO/SRTPO efforts to revise and publish a Long Term Arterial Plan, to include a name change, and to establish and preserve sufficient right of way to serve future growth.
4. Coordinate development review and approval with adjacent agencies where transportation facilities and/or the impact of new development will cross jurisdictional lines.

Goal TR 5 **Environment: Make transportation decisions and investments that enhance the environment and overall quality of life in Walla Walla County.**

Policy TR 5.1 Reduce environmental impacts on the natural environment.

1. Enforce development regulations that ensure new development complies with current or updated environmental requirements that minimize the environmental footprint of transportation on Walla Walla County's lands and waters.
2. Minimize transportation-related impacts on wildlife or habitats through the replacement or retrofit of inadequate facilities, reducing and treating stormwater runoff, regularly sweeping streets in the UGA to reduce runoff of waterway pollutants, and decreasing toxics used in road maintenance.

3. Support Valley Transit in its efforts to deliver effective transit and vanpool services that reduce vehicle miles traveled.
4. Promote travel demand management and Commute Trip Reduction measures to maintain desired level of service and, as needed, to reduce air quality impacts.

Policy TR 5.2 Link transportation and public health.

1. Recognize the value of walking and biking as a means to improve overall public health, and to reduce impacts on the natural environment.
2. Expand travel choices for people of all ages and abilities to enhance the general quality of life in Walla Walla County, including participation in developing and implementing the Blue Mountain Regional Trails Plan.

Goal TR 6 **Stewardship: Promote good stewardship of Walla Walla County's transportation system.**

Policy TR 6.1 Meet community expectations about system performance.

1. Work to accommodate LOS C for peak hour congestion on all arterials outside designated UGAs and LOS D for arterials located inside designated UGAs.
2. Continue to require Traffic Impact Analysis (TIA) of development proposals and to enforce concurrency requirements.
3. Work with the WWVMPO/SRTPO, Valley Transit, and other affected transportation partners to monitor and implement federally required performance measures and targets.

Policy TR 6.2 Accommodate the basic mobility needs of all residents.

1. Partner with Valley Transit and other area service providers to improve access to essential health and social services for vulnerable populations, veterans, and others with special travel needs.

2. Coordinate with school districts to enhance safe and efficient school transportation such as school bus routes, student walking routes, and crossings.
3. Implement the ADA Transition Plan as funding allows. Periodically update the ADA Transition Plan to keep it current and relevant.

Policy TR 6.3 Make transportation decisions and investments that best support community needs.

1. Ensure the transportation planning process continues to solicit input from a wide range of residents and businesses to better understand and respond to the community's mobility needs.
2. Use innovative design techniques in order to increase travel choices, improve system safety, and reduce life-cycle costs within the funds available.
3. Encourage infill and redevelopment within rural activity centers where there is a greater range of travel choices to satisfy community desires and where transportation infrastructure can be provided most cost effectively.
4. Adopt, as appropriate, technological advancements that increase traveler information, safety, and system efficiency.
5. Pursue state and federal funding opportunities for safety, mobility, freight, pedestrian, and bicycle improvements.
6. Implement Complete Streets Policy and WSDOT's Practical Solutions approach to road projects to ensure performance-based, data-driven decision making.
7. Emphasize early community involvement to guide the development and delivery of transportation investments.

9 UTILITIES ELEMENT

9.1 INTRODUCTION

The Growth Management Act (GMA) requires “a utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines” (Revised Code of Washington [RCW] 36.70A.070(4)). State rules providing guidance for the implementation of the GMA define “utilities” as “enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, and water, and for the disposal of sewage” (Washington Administrative Code [WAC] 365-196-210).

This element of the Comprehensive Plan addresses the following topics: electrical power, telecommunications, natural gas, water systems, sewer facilities and irrigation. Other elements address public services or facilities, including Chapter 10, Capital Facilities Element; Chapter 7, Parks and Recreation Element; and Chapter 8, Transportation Element.

Utility planning should be recognized as being the primary responsibility of the utility providers. Although it does not provide utilities to residents and businesses, the County does direct land uses that have need for services and facilitate the permitting of utility services. Through the goals and policies of the Utilities Element, the County has an opportunity to improve the quality of services provided to its residents and businesses and to ensure that the provision of utilities is properly coordinated with land use and growth.

9.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The following GMA planning goals are related to utilities since they identify the need for adequate services, and promote growth and economic development to areas with public services:

- **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner (RCW 36.70A.020(1)).

- **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; promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the State's natural resources, public services, and public facilities (RCW 36.70A.020(5)).
- **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 (RCW 36.70A.020(12)).

9.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

Countywide Planning Policies mirror GMA provisions regarding coordination of land use and utilities, focus on urban growth, and providers of services:

- 3.10** Within UGAs, cities are the preferred providers of urban services. Urban services shall not be extended through the use of special purpose districts except on an interim basis, or as applies to the Port of Walla Walla. As time and conditions warrant, cities should assume urban services provided by special purpose districts. However, it is recognized that the Port of Walla Walla, as a unique special district, currently provides urban services at the Walla Walla Regional Airport and adjacent Port industrial property and should continue to be the primary urban service provider for Port Property until such time that the Port seeks comprehensive services provided by the city, and may supply urban services to service providers and areas within a UGA that are near Port property consistent with the provisions regarding consent and availability of substantially similar utilities in RCW 53.08.040.
- 4.10** Undeveloped urban areas should be annexed to adjacent cities when urban services become available or are proposed to become available concurrent with development. However, it is recognized that the Port of Walla Walla, as a unique special district, currently provides urban services at the Walla Walla Regional Airport and adjacent Port industrial property and should continue to be the primary urban service provider for Port Property, and may supply urban services to service providers and areas within a UGA that are near Port property

consistent with the provisions regarding consent and availability of substantially similar utilities in RCW 53.08.040. Unless the Port seeks comprehensive services provided by the city or petitions to annex, the airport should remain in the county.

- 5.11** Cities should be purveyors of urban services. Existing water districts should not expand boundaries nor should new ones be created except as stated in a Coordinated Water System Plan. However, it is recognized that the Port of Walla Walla, as a unique special district, currently provides urban services at the Walla Walla Regional Airport and adjacent Port industrial property and should continue to be the primary urban service provider for Port Property until such time that the Port seeks comprehensive services provided by the city, and may supply urban services to service providers and areas within the UGA that are near Port property consistent with the provisions regarding consent and availability of substantially similar utilities in RCW 53.08.040.

9.1.3 RELATIONSHIP TO VISION STATEMENT

The Vision Statement addresses adequate facilities and services in urban areas and adequate capital facilities Countywide:

- **Urban Growth:** We manage urban growth to create healthy urban areas with diverse employment and housing opportunities and minimal impacts to rural and resource areas. We encourage growth in UGAs with access to adequate facilities and services.
- **Public Services:** We work in cooperation with other public agencies to ensure there are efficient and high quality public services and facilities to meet community needs for water, wastewater treatment, public safety, recreation, and transportation.

9.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

Many public and private agencies are involved in the regulation, coordination, production, delivery, and supply of utility services. This section of the element identifies pertinent utility agencies, as well as some of the legislation that regulates utilities.

9.2.1 STATE LAWS & REGULATIONS

The Washington Utilities and Transportation Commission (WUTC) regulates utilities and transportation in Washington. The WUTC is empowered to regulate utilities including, but not limited to, electrical, gas, water, and telecommunication companies. State law (WAC 480) regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval.

Regulations that implement the GMA address the provision of urban services in UGAs. If a city is the designated service provider outside of its municipal boundaries, the city's capital facilities element must show how urban services will be provided within their service area. This should include incorporated areas and any portion of the UGA that it is assigned as a service area or potential annexation area (WAC 365-196-320(3)(b)). Any amendment to a UGA must be accompanied by an analysis of what capital facilities investments are necessary to ensure the provision of adequate public facilities (WAC 365-196-320(4)(a)).

9.2.2 ELECTRICAL POWER

Pacific Power and Light has provided electrical service to many areas of the county since 1910. As part of PacifiCorp, Pacific Power has generation capacity from a mix of coal, hydro, wind, gas-fired combustion turbines, solar and geothermal. Currently, it serves nearly 130,000 electric customers in Washington (Pacific Power 2018). Pacific Power's Administrative Office and Operation Center are located at the Walla Walla Regional Airport. Pacific Power has the capacity to meet present and future needs at an economical rate.

Columbia Rural Electrical Association (REA), a locally based, member-owned electrical cooperative also provides electrical power to a large portion of the County. Columbia REA was formed in 1939 to provide service to rural farm customers. The vast majority of their power is purchased from the Bonneville Power Administration. They also have a small market purchase contract. Columbia REA operates a distribution system of 1,300 wire miles. Columbia REA has grown to serve almost 4,500 accounts in Walla Walla, Columbia, and Umatilla (Oregon) counties. Their headquarters are located in Walla Walla (Columbia REA 2018).

In addition to traditional power sources, wind power is established in the County. In 2001 the Stateline Wind Energy Center, located near Walla Walla, was permitted through a County Conditional Use Permit following an Environmental Impact Statement process. A subsidiary of NextEra Energy Resources operates the facility. The center has a capacity of 300 megawatts, enough to power approximately 90,000 homes (NextEra Energy Resources 2018).

9.2.3 TELECOMMUNICATIONS

Qwest Corporation provides local telephone service to the majority of the county population. Many of the telecommunication facilities, including aerial and underground, are co-located with those of the electrical power provider. Fiber optic lines have been installed throughout the urban portions of the county. Inland Telephone Company serves the Prescott vicinity and CenturyTel of Washington provides telephone service to the Eureka vicinity.

Cellular, cable, and broadband are available in the county through several providers.

9.2.4 NATURAL GAS

Portions of the county, especially near populations centers, are served by Cascade Natural Gas Company. Cascade Natural Gas Company headquarters are in Kennewick, Washington, and the company has a district office in Walla Walla. Cascade Natural Gas Corporation is the natural gas provider for more than 282,000 customers in 96 communities in Washington and Oregon. The company's Integrated Resource Plan describes how the company will meet future customer needs at the least cost to ratepayers.

Three high-pressure natural gas pipelines are located in the County. Northwest Pipeline LLC operates and maintains a natural gas pipeline that feeds the Cascade Natural Gas Company system. This line comes into the county from Oregon near Pranger Road and terminates just north of SR 125 in College Place. Gas Transmission Northwest LLC operates a line that runs in a northeast to southwest direction across the county. Cascade Natural Gas operates a pipeline in the southwestern portion of the county.

9.2.5 WATER SYSTEMS

Water systems in Washington are grouped in to two main groups. Group A water systems have 15 or more service connections or regularly serve 25 or more people 60 or more days per year. Group B public water systems serve fewer than 15 connections and fewer than 25 people per day.

Washington State Department of Health (DOH) records indicate that there are 63 active Group A water systems in the entire county. These systems are owned by a variety of entities, both public and private. Of the Group A water systems, those of Walla Walla and College Place serve the greatest number of people. There are also 124 active Group B water systems. These systems are typically operated by small private and investor operations (DOH 2017). Most water systems are located in and around Walla Walla, College Place and Burbank.

Water system plans address water service provision, including in UGAs. As they pertain to service provision in unincorporated UGAs, water system plans, as amended, are incorporated by reference into this Comprehensive Plan.

Over the past two decades there have been numerous studies to evaluate the use and development options of the area's water resources. The City of Walla Walla and the other Group A water systems have participated in the development of a Coordinated Water System Plan (CWSP) and a Pre-Groundwater Management Plan. These plans have identified the supply options and alternatives to jointly develop a regional public water supply strategy. The CWSP was last updated in 1994 and many sections are now obsolete (HDR 2006; 2013).

The City of Walla Walla's 2012 Comprehensive Water System Plan (HDR 2012) develops the framework for the City's provision of water service through the year 2032. The water system plan does not show a deficit of water capacity (based on current demand assumptions) until 2061, when the population is projected above 55,000 people. The water system plan includes future upgrades to the water treatment plant to increase its efficiency and other conservation measures. With expected increases in efficiency, the service demands for water are anticipated to be met beyond 2061 (Berk 2018).

Water service provision in College Place is guided by the City of College Place Comprehensive Water Systems Plan Update (RH2 Engineering, Inc. 2016). This plan indicates that the city's existing sources of water supply have sufficient capacity to meet projected demands beyond 2033.

The City of Waitsburg addressed water service provision to its UGA in its 2008 comprehensive plan. The plan indicated that any future growth that requires annexations into the UGA must be examined closely for impacts on the existing system and that increases in the service area may require additional pumping to maintain pressure. The plan presented a prioritization of water service to the UGA (City of Waitsburg 2008).

For the Burbank area, the Western Walla County Coordinated Water System Plan (Water Utility Coordinating Committee 1999) plans for safe, reliable water systems by examining water quality, system storage, and system reliability. This plan was updated most recently in 2004.

The Port of Walla Walla operates a water system for the Dodd Road Industrial Park, within the Attalia Industrial Urban Growth Area (UGA). The first phase of the water system was completed in 2008 and Phase two was completed in 2012 (Port of Walla Walla 2013). The Port of Walla Walla is planning to expand this water system in 2018-2019 to serve the Port's Wallula Gap Business Park. It is also possible that the expanded system could also serve

additional sites within the Attalia Industrial UGA not owned by the Port or served by the current system.

Other water systems are located in the portion of Burbank north of the McNary Slough, Sun Harbor Estates, Wallula, and Dixie. These systems have defined service areas that are consistent with their community boundaries as defined in Chapter 6, Rural and Resource Lands Element.

There are four water districts in the county, with one classified as inactive (MRSC 2014). These water districts include:

- Burbank Water District No. 4 (inactive)
- Sun Harbor Water District No. 3
- Touchet Water District No. 2
- Wallula Water District No. 1

Touchet Water District No. 2, while having the legal authority to operate a water system, operates only a sewage treatment facility (discussed further in the following section).

9.2.6 SEWER FACILITIES

Touchet is the only unincorporated community in the county that is served by a public sewage disposal system. The Touchet Water District No. 2, while having the legal authority to operate a water system, operates only a sewage treatment facility. The system consists of lagoons and gravity lines. This system currently serves over 100 connections. The system can support additional growth in the community.

In UGAs, the cities of Walla Walla, College Place and Waitsburg provide sewer service to their service areas in accordance with their system plans. As they pertain to service provision in unincorporated UGAs, sewer system plans, as amended, are incorporated by reference into this Comprehensive Plan. Only on-site sewage disposal is available in the City of Prescott.

The City of Walla Walla updated its General Sewer Plan in 2015. The plan update found that the wastewater treatment plant has adequate capacity for the 20-year planning horizon, but also that equipment that is nearing the end of its useful life needs renewal and replacement. In December 2015, the city council adopted a 6-year utility rate increase to support on-going repair and replacement of wastewater facilities (City of Walla Walla 2018).

The City of College Place began operating a new wastewater treatment plant in 2001. The City's 2014 comprehensive plan indicated that no deficiencies were projected based on the sewer system plan (City of College Place 2014). →

The City of Waitsburg's new wastewater treatment plant became operational in 2003. The city's 2008 comprehensive plan estimated the plant had the ability to service an additional 150 homes before it will approach the overall 85% capacity set by the Washington State Department of Ecology. In anticipation of future expansion costs to upgrade the wastewater treatment plant and service lines, the city established a capital maintenance fund, which collects a portion of sewer revenue to be used as a local match for future upgrades and improvements to the system. Revenue is also generated through connection charges (City of Waitsburg 2008).

In 2015, sewer service became available in limited areas of Burbank. The Port of is now operating a sewer utility enterprise in Burbank. The utility currently serves the Burbank School District and the Port's industrial and business parks.

9.2.7 IRRIGATION

The following irrigation districts operate in the county (MRSC 2013 and Walla Walla County 2014):

- Artesia Irrigation District No. 8
- Blalock Irrigation District No. 3
- Blalock Orchards Irrigation District No. 12
- Braden Irrigation District No. 20
- Burbank Irrigation District No. 4
- Consolidated Irrigation District No. 14
- East Side Irrigation District No. 6
- Gardena Farms Irrigation District No. 13
- Green Tank Irrigation District No. 11
- Hydro Irrigation District No. 9
- Irrigation District No. 2

- Lowden Irrigation District No. 2
- Mud Creek Irrigation District No. 7
- Orchard Irrigation District No. 10
- South Columbia Basin Irrigation District
- Touchet Valley Irrigation District No. 16
- West Side Irrigation District No. 5

The two largest irrigation districts in the county are the Gardena Farms Irrigation District and the South Columbia Basin Irrigation District.

Much of Burbank was developed for irrigated agriculture by the U.S. Bureau of Reclamation as Blocks 2 and 3 of the Columbia Basin Project. The irrigation system for Burbank includes pumping stations on the Snake and Columbia Rivers to deliver irrigation water to a gravity distribution system of canals and pipelines designed to serve each farm unit. After construction by the U.S. Bureau of Reclamation, the irrigation system was turned over to the South Columbia Basin Irrigation District for operation.

The Gardena Irrigation District withdraws water from the Walla Walla River at a diversion just north of the Washington/Oregon state line. Their service area includes approximately 7,000 acres lying south of U.S. Highway 12, between Locher and Gardena Roads. Twenty miles in length from the diversion dam to its western-most terminus, the system is entirely gravity flow. The district is no longer expanding.

9.2.8 GOALS & POLICIES

Goal UT 1 **To facilitate the development of all utilities at the appropriate levels of service to accommodate growth that is anticipated to occur in the county in a manner concurrent with development.**

Policy UT 1.1 Recognize that the utilities have an obligation to serve and provide the same level of service to all of its customers.

Policy UT 1.2 Determine future locations of facilities using siting criteria based on customer demand and utility location needs.

Policy UT 1.3 Promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and

coordination of construction timing to minimize construction-related disruptions and reduce the cost of utility delivery.

Policy UT 1.4 Encourage provision of efficient, cost-effective and reliable utility services by ensuring land and/or rights-of-way will be made available for the location of utility lines, including location within transportation corridors.

Policy UT 1.5 Promote the extension of distribution lines within the respective cities' UGAs and coordinate land use and facility planning to allow eventual siting and construction of utility lines within rights-of-way that are being dedicated or within roads that are being constructed or reconstructed.

Policy UT 1.6 Where possible, coordinate land use planning with the utility providers' planning and encourage providers to consider the UGA, designated critical areas, and land use designations of this Comprehensive Plan while planning future facilities.

Policy UT 1.7 Encourage system design practices intended to minimize the number and duration of interruptions to customer service.

Policy UT 1.8 Consider having a representative of the County participate in the local Utility Coordinating Council, if active. The representative should request timely notice and an opportunity to be on-site during utility construction projects.

Policy UT 1.9 Continue to support implementation and update of local water system plans, the Walla Walla/College Place Coordinated Water System Plan, and the Western Walla Walla County Coordinated Water System Plan policies and strategies to increase cooperation among purveyors; reduce public investment in duplicate facilities; increase water supply for human and habitat needs; support improved irrigation practices; implement water conservation and efficiency measures; and protect groundwater resources.

Goal UT 2 **To facilitate the provision of utilities that is environmentally sensitive, safe and reliable, aesthetically compatible with the surrounding land uses, and available at a reasonable cost.**

Policy UT 2.1 In cooperation with the utilities, develop standards concerning screening and protection of neighborhood aesthetics.

- Policy UT 2.2** Ensure that the actual cost of the utility improvements directly necessitated by a specific development is borne by the project developer, unless the cost is otherwise provided for by the utility.
- Goal UT 3** **To process permits and approvals for utility facilities in a fair and timely manner and in accord with development regulations which encourage predictability.**
- Policy UT 3.1** Review and amend where necessary County development regulations to allow for the fair and timely processing of permits for new utility facilities and for the maintenance, repair, installation, and replacement of utility lines. Where possible, development standards shall be set to clearly indicate the requirements for siting new utility structures; permits for utilities that meet those standards will be streamlined.
- Goal UT 4** **To promote the conservation of energy and resources.**
- Policy UT 4.1** Facilitate and encourage conservation of resources to delay the need for -additional energy facilities.
- Policy UT 4.2** Facilitate the conversion to cost-effective and environmentally sensitive alternative technologies and energy sources when feasible.
- Policy UT 4.3** Strive to reduce the consumption of energy in the County's own facilities.

10 CAPITAL FACILITIES ELEMENT

10.1 INTRODUCTION

Recognized as the tie that binds all other portions of the Comprehensive Plan together, the Capital Facilities Element helps the County plan for future needs by planning for beneficial public services delivered through public and private entities. As one of the required elements under the Growth Management Act (GMA), the Capital Facilities Element inventories existing capital facilities owned by public entities; forecasts future needs for capital facilities; and includes a six-year financing plan for capital facilities. The capital facilities plan must be based on standards for service levels that are measurable and feasible for the six years following adoption of the plan. This planning horizon promotes efficiency by requiring the County to prioritize capital improvements over a long period of time.

The Capital Facilities Element has been developed in accordance with the Countywide Planning Policies and has been integrated with all other elements of this Comprehensive Plan. This element addresses County administrative facilities, County law and justice facilities, County public works facilities, fairgrounds facilities, fire district facilities, rural library district facilities, public school facilities in the unincorporated County, and Washington State Penitentiary facilities. Other elements address particular public services or facilities, including Chapter 7, Parks and Recreation Element; Chapter 8, Transportation Element; and Chapter 9, Utilities Element.

10.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The GMA contains the following goal relevant to capital facilities:

- **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 (Revised Code of Washington [RCW] 36.70A.020(12)).

10.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

The following Countywide Planning Policies relate to capital facilities:

- 6.1 Comprehensive plans must include a process for the siting of essential public facilities. Standards may be also generated to ensure that reasonable compatibility with other elements of the plans can be achieved.
- 6.2 Essential public facilities may be identified by the State Office of Financial Management, other state agencies or by local government. Proposed essential public facilities should be subject to a cooperative and structured siting process. When essential public facilities are proposed to be located within Walla Walla County, the local government (s) involved will:
 1. Appoint an advisory countywide committee composed of citizen members selected to represent a broad range of interest groups. It will be the responsibility of this committee to develop specific siting criteria for the proposed project and to identify, analyze, and rank the potential project sites.
 2. Encourage public involvement through timely press releases, newspaper notices, and public meetings and hearings.
- 6.3 The siting process for essential public facilities shall take into consideration factors for minimizing affects upon the health, safety, and welfare of the citizens residing around or near the facility.
- 6.4 It is recommended that essential public facilities not locate in designated resource lands or critical areas unless they are compatible with those lands.
- 6.5 Essential public facilities sited outside of urban growth areas must be self-supporting and must not require the extension, construction, or maintenance of urban governmental services. The provision of services should be addressed when making siting determinations.

10.1.3 RELATIONSHIP TO VISION STATEMENT

The Vision Statement addresses adequate facilities and services in urban areas and countywide:

- **Urban Growth:** We manage urban growth to create healthy urban areas with diverse employment and housing opportunities and minimal impacts to rural and

resource areas. We encourage growth in UGAs with access to adequate facilities and services.

- **Public Services:** We work in cooperation with other public agencies to ensure there are efficient and high quality public services and facilities to meet community needs for water, wastewater treatment, public safety, recreation, and transportation.

10.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

10.2.1 INVENTORY OF CAPITAL FACILITIES

The following sections include descriptions of capital facilities in the County as summarized in Table 10-1.

Table 10-1. Summary of Capital Facilities

County Administrative Facilities
County Courthouse
Hall of Records
Public Services Building
Public Health and Legislative Building
Old Jail
County Law and Justice Facilities
Public Safety Building
County Jail
Juvenile Justice Center
District Court
911 Emergency Building
County Public Works Facilities
Road Operations & Maintenance
South District & Vegetation / Sign Management
North District
Vehicle Maintenance Facility
Other County Facilities
Walla Walla County Community Service Center
Fairgrounds Facilities
Fire District Facilities
Fire District #1
Fire District #2
Fire District #3
Fire District #4
Fire District #5
Fire District #6
Fire District #7
Fire District #8
DNR

USFS
Rural Library District Facilities
Burbank Library
Plaza Library
Prescott Library
Touchet Library
Vista Hermosa Library
Public School Facilities in the Unincorporated County
Columbia School District
Dixie School District
Touchet School District
Washington State Penitentiary Facilities

10.2.1.1 COUNTY ADMINISTRATIVE FACILITIES

County administrative facilities are illustrated on Map CF-1.

County Courthouse (315 West Main Street, Walla Walla)

Built in 1915, the 30,000-square-foot Courthouse is made of reinforced concrete with a terra cotta façade. The historic Courthouse is the base of operations for County services. The following County functions are currently located in the Courthouse: Assessor, Technology Services, Treasurer, Auditor, and Superior Court Judges.

Because the Courthouse is a historic facility, care will be taken during decision-making regarding the repair and renovation of this facility. In 2004, Washington State Department of Archaeology and Historic Preservation provided a grant to assist the County in replacing the single-pane windows with more energy-efficient windows, to upgrade the heating, ventilation, and air conditioning system, and to replace the fluorescent lighting fixtures with new direct/indirect energy-efficient fixtures. The rehabilitation of the Courthouse was conducted in accordance with the Secretary of Interior's Standards of Rehabilitation and Preservation. The project was completed in 2007.

Hall of Records (315 West Main Street, Walla Walla)

This 2,500-square-foot building was built in 1891 on the east side of the County Courthouse. Originally intended as the County Law Library, the building now functions as the County Clerk's Office. In the 1960s structural problems with the building were crudely repaired. Large steel girders were installed to stabilize the exterior brick walls and roof. A dropped ceiling was added to cover the repairs. The roof and building exterior were upgraded in 2001. More recently a new natural gas heating system and central air conditioning were installed.

Public Services Building (310 West Poplar Street, Walla Walla)

Built in 1934, the 22,000-square-foot, wood-frame building with brick exterior was purchased by the County in 1974 and moved to its current location. The building houses the departments of Community Development, Emergency Medical Services, and the Coroner. The building also contains offices for the Environmental Health Division of the Department of Community Health, and Elections (Assessor).

Public Health and Legislative Building (314 West Main Street, Walla Walla)

The 13,000-square-foot building was originally constructed as the County garage in the 1950s and was remodeled into office space. The facility houses the County Commissioners' offices, Community Health Department, and the Human Resources / Risk Management Department.

Old Jail (317 West Main Street, Walla Walla)

This brick, 6,500-square-foot building was constructed in 1906 around the steel structure of an old ship's brig. In 2006 a new heating and cooling system was installed. The rear portion of the second floor rests entirely on the steel brig, posing several issues with remodeling or renovation. Presently the area is being left as is to preserve the original cells. This building houses the Facilities Department.

10.2.1.2 COUNTY LAW & JUSTICE FACILITIES

County law and justice facilities are illustrated on Map CF-1.

Public Safety Building (240 West Alder Street, Walla Walla)

The 8,400-square-foot Public Safety Building is occupied by the Sheriff's Office on the first floor, while the Office of the Prosecuting Attorney occupies the second floor.

The Sheriff's Office has other stations located strategically around the county. These stations are located in the Waitsburg City Hall building, the Prescott Fire Station/City Hall building, and the fire station in the Burbank area.

The Sheriff's Office provides law enforcement services for the unincorporated parts of the County and contract law enforcement services for the cities of Waitsburg and Prescott. The Sheriff's Office includes the Patrol Bureau, Detective Bureau, K-9 Unit, and Marine Patrol Unit. It also includes a SWAT Team in association with the City of Walla Walla Police Department. In addition, the Sheriff's Office provides Search and Rescue.

The standard for law enforcement is to answer calls for assistance within a reasonable time consistent with the nature of the call, and is not measured not just by the number of personnel.

County Jail (300 West Alder Street, Walla Walla)

The County Jail was constructed in 1982. It serves as a correctional facility for the Police Departments of Walla Walla and College Place as well as the Sheriff's Office. The jail was originally intended to house 44 inmates, recent and ongoing expansions have raised the capacity considerably. The jail is staffed with a jail superintendent, 21 jail officers and a cook.

Juvenile Justice Center (455 West Rose Street, Walla Walla)

The Juvenile Justice Center is one of the newest County-owned facilities. The 8,000-square-foot building was constructed in 1996. It is designed for 18 beds and can accommodate up to 26 beds. Service levels in areas of space and accommodations are addressed in RCW and American Correctional Association standards.

District Court (317 West Rose Street, Walla Walla)

Built in 1961, the 2,700-square-foot building was originally an auto showroom and was purchased by the County in 1992 for the District Court. This building is a well-maintained facility. There is a 1,500-square-foot conference room that could be used as temporary office space.

911 Emergency Building (27 North 2nd Avenue, Walla Walla)

Built in 1970, remodeled in 1981, and purchased by the County in 1996, this 4,100-square-foot facility requires few improvements.

10.2.1.3 COUNTY PUBLIC WORKS FACILITIES

Other County Public Works facilities located outside the City of Walla Walla are shown on Map CF-2.

Roads Operations & Maintenance (990 Navion Lane, Walla Walla)

The Roads Operations and Maintenance building was constructed in 1996, and has 7,450 square feet of office space that is fully occupied. The overall building condition is good.

South District and Vegetation / Sign Management (1002 Navion Lane, Walla Walla)

The Vegetation / Sign Management building was constructed in 1996. This multiuse building has 1,750 square feet of office space and 19,530 square feet of vehicle and equipment storage. All offices and vehicle bays are occupied. The overall building condition is good.

North District (312 Garden Street, Waitsburg)

The Waitsburg facility was constructed in 1999 for the Department of Public Works. This multiuse building has 1,844 square feet of office space and 10,865 square feet of vehicle/equipment storage. The overall condition is good and will continue to be useful with repairs, updates, and modifications completed as needed.

Vehicle Maintenance Facility (1401 Dell Avenue, Walla Walla)

The Vehicle Maintenance Facility was constructed in 1997 and purchased by the County in 2000. Some remodeling and updating has been completed on the 3,000 square feet of office space and 17,000 square feet of maintenance, repair, and parts storage space. The overall condition of the building is good.

10.2.1.4 OTHER COUNTY FACILITIES

Walla Walla County Community Service Center (1520 Kelly Place)

This County-owned building currently leases space to several nonprofit social service tenants. The County government no longer has a presence in this building.

10.2.1.5 FAIRGROUNDS FACILITIES

In addition to the Walla Walla Fair and Frontier Days, the fairgrounds are used for a number of community events such as the Walla Walla Balloon Stampede, reunions, picnics, company parties, wedding receptions, banquets, rodeos, horse shows, barrel races and other arena events. Facilities may be rented by private parties.

The fairgrounds, covering approximately 95 acres, are located in the 9th and Orchard Street block in the city of Walla Walla. Fairgrounds facilities include, but are not limited to: a pavilion; exhibition, community and office buildings; rodeo arena; outdoor arena; barns; and a horse track.

Between 1997 and 2007 considerable improvements were made to fairgrounds facilities. In 2006, the pavilion underwent its first major renovation in many years. Current fairgrounds facilities are identified on Map CF-3.

10.2.1.6 FIRE DISTRICT FACILITIES

Fire protection in the unincorporated county is primarily provided by eight fire districts. In the southeastern portion of the county, the U.S. Forest Service (USFS) and the Washington State Department of Natural Resources (DNR) also provide fire protection.

Each of the fire districts is a junior taxing district and receives operating revenues from County taxes based on assessed property value. This revenue covers the estimated maintenance and administration costs, with any surpluses carried over to a reserve fund for purchasing capital equipment and facilities.

Fire departments are finding increasing demand for their services, increasing operational costs, and overall limited available resources. The rural fire departments in the county heavily depend on volunteer firefighters. The trend for several years, in many volunteer fire departments, has been for membership to decrease (Mill Creek and Walla Walla County CWPP Committee, City of Walla Walla, and the Oregon Department of Forestry 2017).

Fire districts in the county, including USFS and DNR, are summarized below and their service areas are identified in Map CF-4. The summary information is largely from the Mill Creek and Walla Walla County Community Wildfire Protection Plan Update (Mill Creek and Walla Walla County CWPP Committee et al. 2017).

Fire District #1

Fire District #1 is the largest district in the county covering 310 square miles. The district currently serves 90 residents. Fire District #1 operates two stations: one at Clyde and one at Pleasant View. The district needs updated trucks.

Fire District #2

Fire District #2 provides services to both Walla Walla County and Columbia County. The district covers over 66 square miles in Walla Walla County. The district operates out of a station in Waitsburg. District needs include expansion of the existing station or construction of a new station for staff and resource space and function.

Fire District #3

Fire District #3 encompasses 137 square miles and includes 775 residents. The district operates from four fire stations: Eureka, Lee, Vista Hermosa, and Prescott. Fire District #3 needs updated trucks.

Fire District #4

Walla Walla County Fire District #4 protects an area of approximately 125 square miles surrounding the cities of Walla Walla and College Place, serving a population of approximately 9,500 residents. The district has five fire stations strategically located to provide efficient protection.

Fire District #5

Fire District #5 serves approximately 92 square miles, with four fire stations located in Burbank and the surrounding area. Long range fire protection needs may require additional resources to maintain an effective level of protection, particularly with increased industrial development. Long range fire protection needs will require integration of long range water needs. The source, storage capacity, and distribution of water systems and fire hydrants must be adequate to provide sufficient volume and pressure for firefighting needs.

Fire District #6

Walla Walla County Fire District #6 services 220 square miles. The district has two stations: one in Touchet and one in Lowden. The district's short-range plans (next five years) are to replace its type six engine with a type four engine and to build a new station for vehicle storage in the Lowden area. The district's long-range goals are to continue to upgrade its equipment.

Fire District #7

Fire District #7 is a large district with 188 square miles and approximately 192 residents. Fire District #7 operates two stations. Fire District #7 is in need of updated trucks.

Fire District #8

Walla Walla County Fire District #8 covers 145 square miles. The district has two fire stations: one in Dixie, and one just south of the Walla Walla Airport in a leased building. The district needs a wildland urban interface truck as residential growth continues. The district also needs a station on the west side of its service area.

DNR

DNR provides fire protection for 270,000 acres in the four Blue Mountain counties (Asotin, Garfield, Columbia, and Walla Walla). DNR only protects unimproved forest property. The DNR has added two engines in the last five years.

USFS

The Walla Walla Ranger District has initial fire responsibility for Forest Service lands within the County.

10.2.1.7 RURAL LIBRARY DISTRICT FACILITIES

The Walla Walla County Rural Library District was established in 1972 with a permanent tax base and operates as an independent municipal corporation under State law.

There are five libraries in the District, as well as a digital branch:

- **Burbank Library**, at 875 Lake Road (built 1996, expanded 2017)
- **Plaza Library**, at 140 Plaza Way (opened 2011)
- **Prescott Library**, at 103 South D Street (dedicated 2003, renovated 2018)
- **Touchet Library**, at 161 Hanson Road (built 1992)
- **Vista Hermosa Library**, at 76 Sara Lynne Lane (dedicated 2005)

The district participates in the WALNET Library Consortium with the Walla Walla Community College Libraries. Through WALNET, both library systems participate in a joint catalog that anyone with a valid WALNET library card may access.

It is projected that the current buildings and services provide sufficient space and accessibility for the projected population growth in the unincorporated parts of the County.

10.2.1.8 PUBLIC SCHOOL FACILITIES IN THE UNINCORPORATED COUNTY

The educational institutions in the State are required to prepare and maintain their own individual capital facilities plans. The County recognizes this and understands that coordination of the individual institution's plans with the Comprehensive Plan will help incorporate consistent growth management planning practices. The level of service standard for public schools is determined by the State Office of the Superintendent for Public Instruction.

Columbia School District

Columbia School District serves the Burbank community. The Columbia School District operates three schools on a large campus: Columbia Elementary (K-5), Columbia Middle School (6-8), and Columbia High School (9-12). The district's student count in May 2017 was 775 students, with 365 students in elementary school, 167 students in middle school, and

243 in high school (OSPI 2018). All schools are equipped with satellite equipment and computers.

A \$4,500,000 construction bond for the Columbia School District was recently approved. This bond will largely go towards completing health, safety and infrastructure improvements throughout the campus and adding a needed new elementary school gymnasium and additional classrooms.

Dixie School District

Dixie School District operates Dixie Elementary. Dixie Elementary offers kindergarten through 5th grade, as well as preschool. In recent years the school has enrolled approximately 20 students.

Touchet School District

Touchet School District operates Touchet Elementary and High School. The district serves approximately 200 kindergarten through 12th grade students with academic, vocational, cultural, and athletic opportunities. The elementary school, old gym, and staff housing were constructed in 1962. The high school was built in 1975.

10.2.1.9 WASHINGTON STATE PENITENTIARY FACILITIES

Originally opened in 1886 on land donated by local citizens, the Washington State Penitentiary (WSP) is the oldest prison facility continuously operated by the State. The WSP is located at 1313 North 13th Avenue in the northwest portion of the City of Walla Walla. The property currently has capacity for approximately 2,500 inmates.

Every even-numbered calendar year the Washington State Department of Corrections (DOC) compiles a biennial budget request according to the DOC Secretary's priorities and based on input from supervisors and managers. The biennial budget request includes a 10-year capital budget plan that details statewide facility preservation and project needs.

Levels of service for WSP facilities are set by the American Correctional Association. Guidelines are determined for various facility aspects, including the number of staff members per inmate. Because levels of service and other standards are preset by professional organizations, the determination of financial needs takes place through the State legislative process.

10.2.1.10 ESSENTIAL PUBLIC FACILITIES

The GMA requires that a process be developed for identifying and siting essential public facilities, including "... those facilities that are typically difficult to site, such as airports, state

education facilities and state or regional transportation facilities as defined in RCW 47.06.140, regional transit authority facilities as defined in RCW 81.112.020, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020.” No local comprehensive plan or development regulation may preclude the siting of essential public facilities.

Essential public facilities in the County include U.S. Highway 12, Walla Walla Regional Airport, Washington State Penitentiary, County jail facilities, inpatient facilities, group homes, and similar facilities. This Element includes a goal and policies addressing a process to review essential public facilities consistent with GMA.

10.2.2 SIX-YEAR CAPITAL FACILITIES PLAN

The County has developed a six-year capital facilities plan to address the needs of County-owned buildings and the funding of capital investments in these facilities. Projected capital investments in building upkeep are summarized in Table 10-3. Funding sources for these investments are typically from a County building fund.

Table 10-2. Walla Walla County Facilities: 6-Year Capital Facilities Plan by Year

Capital Improvement	Cost
2018 (in process)	
County Courthouse:	
Trees remove due to sidewalk damage	\$8,500
Repair sidewalks due to damage	\$11,500
Replace trees due to damage	\$4,000
Elections remodel	\$60,000
Old Jail:	
Roofing repairs	\$21,500
Dixie Gun Range:	
Cleanup project	\$63,800
County Jail:	
Replace elevator door & mechanical opener	\$17,900
Fairgrounds Facilities:	
Elevator 10-year load testing	\$1,800
Juvenile Justice Center:	
Upgrades for uninterrupted power supply system	\$10,000
Total 2018	\$199,050
2019	
Hall of Records:	
Power vac & duct cleaning	\$1,000
County Annex Building:	
Power vac & duct cleaning	\$7,500

Capital Improvement	Cost
District Court:	
Power vac & duct cleaning	\$6,500
Repaint interior	\$11,200
Replace vinyl flooring	\$4,500
Replace carpet	\$18,500
Total 2019	\$49,200
2020	
Public Safety Building & Juvenile Justice Center:	
Power vac & duct clean	\$42,000
County Courthouse:	
Repair sandstone foundation	\$38,600
County Jail:	
Upgrade solar system & storage tank	\$51,000
County Courthouse & County Jail:	
Power vac & duct cleaning	\$65,500
Total 2020	\$198,100
2021	
County Courthouse:	
Refinish marble floors	\$86,600
Juvenile Justice Center & Public Safety Building:	
Resurface & restripe parking lots	\$29,500
Johnson Controls systems upgrade for controls	\$9,600
Total 2021	\$125,100
2022	
Public Safety Building:	
Generator & uninterrupted power supply hook ups installed	\$150,000
Repaint interior	\$21,500
Replace carpet	\$45,000
Total 2022	\$181,100
2023	
County Courthouse:	
Generator & UPS hook ups installed	\$150,000
Public Safety Building:	
Replace 3 roof top units	\$85,000
County Courthouse:	
Replace carpet 1 st floor	\$21,000
Total 2023	\$256,000
2024	
Public Safety Building:	
Replace 2 roof top units	\$56,000
County Courthouse:	
Elevator upgrades	\$45,000
Replace carpet 2nd floor	\$39,500
Total 2024	\$140,500

10.2.3 GOALS & POLICIES

Goal CF 1 **To provide essential public facilities by maximizing the use of existing facilities, managing fiscal resources to support needed capital improvements and promoting sustainable development.**

Policy CF 1.1 Base the process for siting of essential public facilities upon regulations consistent with Countywide Planning Policies and the Land Use Element of the Comprehensive Plan.

Policy CF 1.2 Essential public facilities may be identified by the State Office of Financial Management, other State agencies or by local government. Proposed essential public facilities should be subject to a cooperative and structured siting process and will be located in a generally preferred location. When essential public facilities are proposed to be located within Walla Walla County, the local government(s) involved will:

1. Appoint an advisory countywide committee composed of citizen members selected to represent a broad range of interest groups. It will be the responsibility of this committee to develop specific siting criteria for the proposed project and to identify, analyze, and rank the potential project sites.
2. Encourage public involvement through timely press releases, newspaper notices, and public meetings and hearings.

Policy CF 1.3 The Walla Walla Regional Airport shall be designated as an essential public facility pursuant to RCW 36.70A.200. Land use designations and development on lands adjacent to the airport shall be evaluated for consistency with the recommendations contained in the Washington State Department of Transportation (WSDOT) Aviation Division's "Airports and Compatible Land Use" publications prepared pursuant to RCW 36.70.547 and RCW 36.70A.510. Height restrictions shall be governed by Federal Aviation Administration (FAA) regulations found in 14 CFR Part 77. Noise impacts and mitigation shall be governed by FAA regulations found in 14 CFR Part 150. Mitigation measures including, but not limited to, land use or site plan restrictions, buffering, aviation easements or other notices to buyers and sellers shall be required on development projects located within the safety zones identified in the WSDOT criteria.

- Policy CF 1.4** Essential public facilities whose nature requires that they be located outside of urban growth areas (UGAs) must be self-supporting and must not require urban-level services. Criteria will be established that address the provision of services when siting an essential public facility. Essential public facilities should not be located outside of an UGA unless the nature of their operations requires that they be sited in a rural area.
- Policy CF 1.5** Essential public facilities shall not be constructed in designated resource lands or critical areas unless allowed by code pertaining to those areas.
- Policy CF 1.6** Ensure fiscal policies to direct expenditures for capital improvements will be consistent with all elements of the Walla Walla County Comprehensive Plan.
- Policy CF 1.7** When general obligation bonds or revenue bonds are employed, ensure that bond debt is managed so it does not exceed the community's ability to pay.
- Policy CF 1.8** If projected funding is inadequate to finance needed capital facilities based on adopted level of service and forecasted growth, make adjustments to the level of service, the land use element, the sources of revenue, or any combination, to achieve a balance between available revenue and needed capital facilities.
- Policy CF 1.9** Secure grants and private funds whenever feasible and available to finance the provision of capital improvements.
- Policy CF 1.10** Support and encourage the joint use and development of community facilities by and with other governmental or community organizations.
- Goal CF 2** **To make public services more efficient, create and adopt a six-year capital facilities plan based on standards for service levels that identify needed facility improvements.**
- Policy CF 2.1** Review and update the six-year capital facilities plan annually in conjunction with the annual budgetary process and adjust as needed.
- Policy CF 2.2** In the review and adjustment of the capital facilities plan, evaluate projects using the following criteria (not in order of priority):

1. Facility needs based on projected growth patterns
2. Alleviate public hazards
3. Address capacity deficiencies
4. Financial feasibility (long-term operating and maintenance costs should be evaluated along with initial construction costs)
5. Environmental impacts
 - a. Provide efficient on-site water use and wastewater disposal practices
 - b. Design landscapes using xeriscaping design principles
6. New development and redevelopment
 - a. Encourage infill and mixed-use development
 - b. Re-use of older buildings
 - c. Shared parking facilities
7. Long-term building maintenance and operating costs should be weighed against the up-front cost of new investment (cost-benefit analysis)

Policy CF 2.3 Ensure all County-owned facilities and properties meet Americans with Disabilities Act requirements upon construction, remodel, or repair.

Policy CF 2.4 Promote sustainable building practices and reduce energy use in all County buildings. Support facility projects that will promote environmental and resource conservation and preservation and protection of public health and safety.

Policy CF 2.5 Support and encourage sustainable building practices in State buildings. The State legislated that all State building projects follow the U.S. Green Building Council's LEED Rating System as a design and measurement tool to determine what constitutes sustainable building by national standards.

Policy CF 2.6 Operate and maintain facilities in a manner that will ensure longevity and foster user respect and care for resources and facilities.

11 ECONOMIC DEVELOPMENT ELEMENT

11.1 INTRODUCTION

The economy plays a central role in maintaining the vitality and quality of life within a county. A healthy economy creates economic opportunities for all citizens. The economy also supports the tax base, providing for schools, police, fire protection, parks and many other community facilities and services.

This Economic Development Element presents the goals and policies that support and encourage a strong, vibrant economy. This Element focuses on demographic, employment, and economic data as the basis for goals and policies that implement related portions of the Growth Management Act (GMA) and the Countywide Planning Policies. While the Element focuses on specific economic development topics, it is important to recognize that the entire Comprehensive Plan can be considered as an economic development tool. Essential background information is provided in other chapters of this Comprehensive Plan. This Element addresses:

- Applicable GMA Goals
- Applicable Countywide Planning Policies
- Relationship to Vision
- Existing Conditions and Relevant Goals and Policies

Agencies involved in economic development include the County, the cities, and organizations such as the Walla Walla Chamber of Commerce, Downtown Walla Walla Foundation, Walla Walla Community College, Port of Walla Walla, and members of the private sector. These organizations play lead roles in the economic vitality of the community.

11.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

The importance of economic development is recognized in State legislation by the inclusion of the following economic development goals as part of the GMA planning goals intended to guide local comprehensive plans:

- **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, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the State's natural resources, public services, and public facilities. (Revised Code of Washington [RCW] 36.70A.020 (5))
- **Natural resource industries:** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses. (RCW 36.70A.020 (8))

11.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

The goals and policies contained in this Economic Development Element are designed to implement the following Countywide Planning Policies:

- 2.7 The county and its cities should work to ensure future economic vitality and broaden employment opportunities while retaining a high quality of life.
- 2.9 Agriculture and forestry should continue to provide economic and environmental enhancement and be recognized as an important component of the county's future.
- 2.16 In order to maintain a sufficient tax base to support essential government services, economic development efforts to diversity and expand basic manufacturing and service related jobs are encouraged.
- 9.1 To support and encourage economic development that is consistent with the preservation of Walla Walla County's quality of life and environment and that is within the capabilities of the County's natural resources, public services, and public facilities.
- 9.2 To include an economic development element in the comprehensive plans of the County and each city within the County.
- 9.3 To base the economic development element of the comprehensive plans upon a needs assessment, which evaluates the following factors within the community:

- A. An inventory of available land suitable for development of commercial and industrial land use;
 - B. The availability of infrastructure, including transportation and utilities;
 - C. The availability of housing and developable housing lots to support economic growth;
 - D. The needs and characteristics of Walla Walla County's current resident work force, and those residents who will enter the work force in the future; and
 - E. The availability of water resources.
- 9.4** To coordinate the economic development element of local comprehensive plans with other elements of the plan, with particular attention being given to coordination with the land use and capital facilities elements, and the Coordinated Water System Plans.
- 9.5** To ensure an adequate supply of industrial property throughout the County, and to support the development of infrastructure to service land designated as industrial.
- 9.6** When designating areas for future commercial and industrial uses, preference should be given to those areas with infrastructure capacity and/or the potential to provide infrastructure; and the potential to provide adequate, affordable housing, and / or transportation linkages to existing housing.
- 9.7** Support inter-jurisdictional coordination and cooperation on economic development issues, particularly those that affect the size and diversity of the economic base. Comprehensive plans should support coordination between local economic development organizations.
- 9.8** Local economic development organizations should participate in the development of the comprehensive plans of each jurisdiction; at a minimum reviewing and commenting on document drafts.
- 9.9** Support federal and State resource agency coordination with local governments and economic development groups concerning their land use plans that may impact economic development activity.
- 9.10** The County and municipalities will demonstrate their commitment to the retention of those enterprises which have created the economic base of the

County and promote their continued growth in a predictable environment which encourages investment and job growth.

- 9.11** Develop agriculture-based industries through continued innovations in production, marketing, technology and increased investment in value added processing.
- 9.12** Improve the overall business climate through promotion of governmental efficiency to ensure that regulations protect the public interests, including private sector business opportunities; and to ensure that all building permits, planning regulations and procedures are clear, uncomplicated, concise, and administered in a timely manner.
- 9.13** Support and encourage economic development efforts to diversify and expand basic manufacturing and service related jobs.
- 9.14** To recognize the importance of industrial zoned property on the Columbia/Snake River system for the efficient transportation of local commodities to world markets. To support efforts to protect and encourage zoned industrial property on the river system.
- 9.15** The County and municipalities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply employment to a portion of the County's residents who are currently employed outside the County.

11.1.3 OTHER REGIONAL PLANNING EFFORTS

The Port of Walla Walla adopted an updated Comprehensive Economic Development Plan in 2012. The plan was prepared to meet the following objectives (Port of Walla Walla 2012):

- 1. To serve as a guide for the use and development of Port properties now and in the future;
- 2. To clearly identify the Port's mission, goals, and objectives in a concise and accessible manner;
- 3. To describe the Port's existing facilities, and the general character, types of facilities, and proposed improvements envisioned in support of the Port's economic development mission;

4. To define the policies that guide the Port's activities, property transactions, and investment decisions;
5. To inform and educate customers, stakeholders, community partners, taxpayers, and the general public; and,
6. To guide the Port's economic development and implementation strategies.

The plan includes the following seven goals (Port of Walla Walla 2012):

1. Increase the economic vitality of Walla Walla County through the retention, expansion, start-up, and recruitment of desired businesses and industries.
2. Maintain an ample supply of land and buildings throughout Walla Walla County to meet the needs of desired businesses and industries.
3. Strategically invest in infrastructure in order to make land and buildings ready for development.
4. Maintain flexibility and creativity in real estate transactions (selling and leasing of property) to attract new, emerging, and relocating businesses and industries.
5. Provide for efficient and cost effective transportation linkages.
6. Increase constituent knowledge of the Port and its initiatives.
7. Transparency.

11.1.4 RELATIONSHIP TO VISION STATEMENT

The Economic Development Element directly relates to the County's Vision Statement, as follows:

- **Economic Development:** We encourage a diverse economy that supports a range of agricultural, tourism, institutional, industrial, and commercial enterprises. We are committed to creating economic opportunities for all citizens and expanding our tax base.

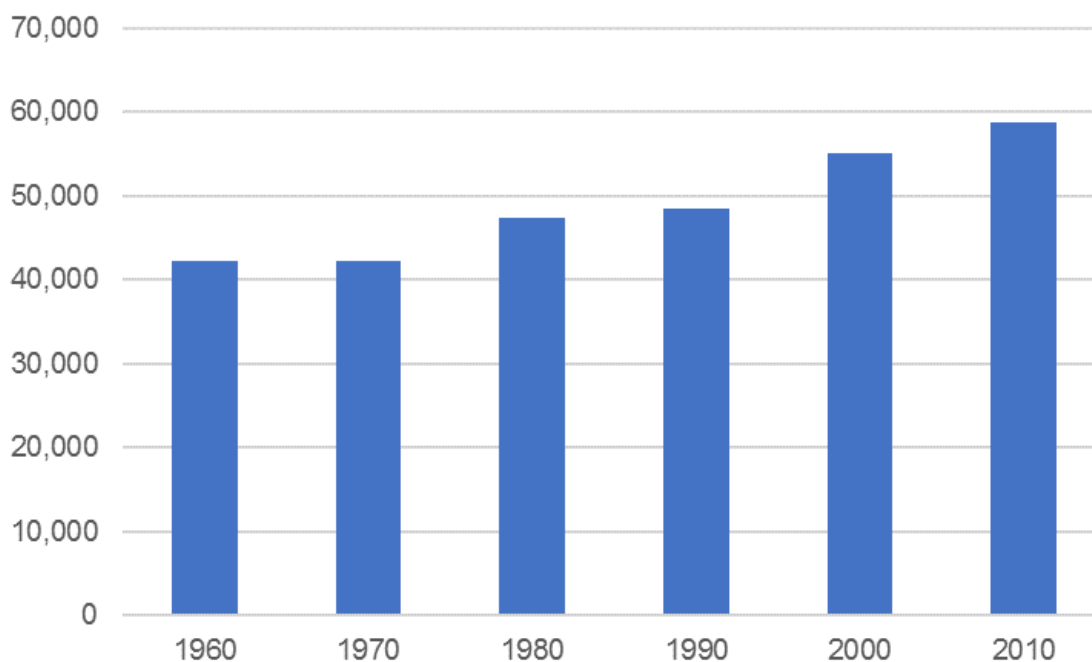
11.2 EXISTING CONDITIONS & RELEVANT GOALS & POLICIES

This section provides a summary of historical and existing data on population, demographics, and employment patterns. Current trends are evaluated.

11.2.1 POPULATION

According to the 2010 Census, the County covers 1,299 square miles (including water and land areas) and averages 46.3 persons per square mile (U.S. Census Bureau 2010). The County encompasses four incorporated cities (College Place, Prescott, Waitsburg, and Walla Walla) and six Census-designated unincorporated places (Burbank, Dixie, Garrett, Touchet, Walla Walla East, and Wallula). Between 1960 and 2010, the population of the County grew by 13,586 people, increasing from 42,195 to 55,781 people (Figure 11-1 and Table 11-1). During the 1990s, the County experienced the largest percentage increase in population compared to any other recent decade; however, during the 2000s population growth slowed down considerably (Figure 11-2).

Figure 11-1. Walla Walla County Total Population by Decade, 1960-2010



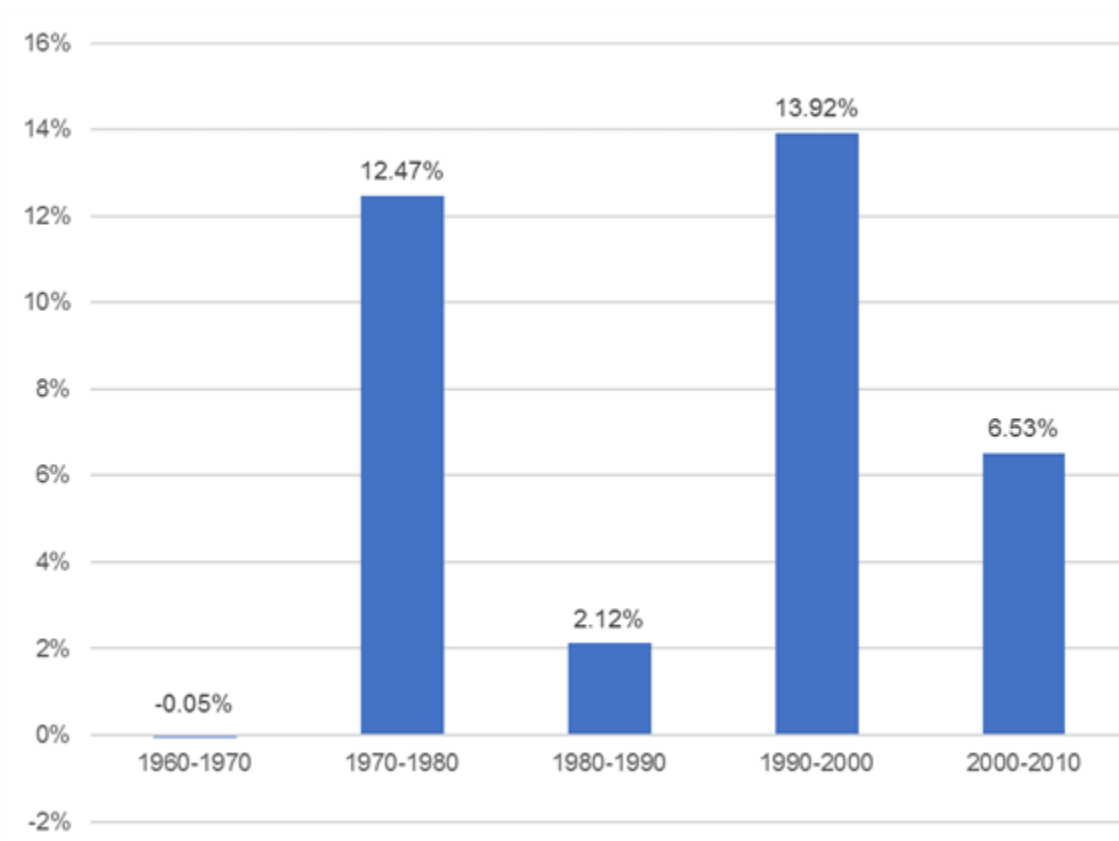
Source: Washington State Office of Financial Management 2017b.

Table 11-1. Population by Decade (1960-2010)

Area	1960	1970	1980	1990	2000	2010
Walla Walla County	42,195	42,176	47,435	48,439	55,180	58,781
Unincorporated	12,349	12,852	14,650	14,384	16,150	16,750
Incorporated	29,846	29,324	32,785	34,055	39,030	42,031

Source: Washington State Office of Financial Management 2017b, e

Figure 11-2. Percentage Change in Population in Walla Walla County by Decade



Source: Washington State Office of Financial Management 2017b

In more recent years, the population of the County grew 4.5% between 2010 and 2017 or at an average annual rate of 0.64% (Table 11-2). The greatest increase in population for the County as a whole occurred in 2017, with an increase of 1.1%.

The County is the 21st most populous county in Washington out of 39 counties (Washington State Office of Financial Management 2017d). A large portion of the population resides in the City of Walla Walla (55%) where the labor market is plentiful.

Table 11-2. Walla Walla County Population (2010-2017)

Area	2010	2011	2012	2013	2014	2015	2016	2017	Percent change (%) from 2010 to 2017
Walla Walla County	58,781	58,800	59,100	59,500	60,150	60,650	60,730	61,400	4.5
Unincorporated	16,750	16,815	16,975	17,150	17,295	16,590	16,590	16,560	-1.1
Incorporated	42,031	41,985	42,125	42,350	42,855	44,060	44,140	44,840	6.7

Source: Washington State Office of Financial Management 2017e

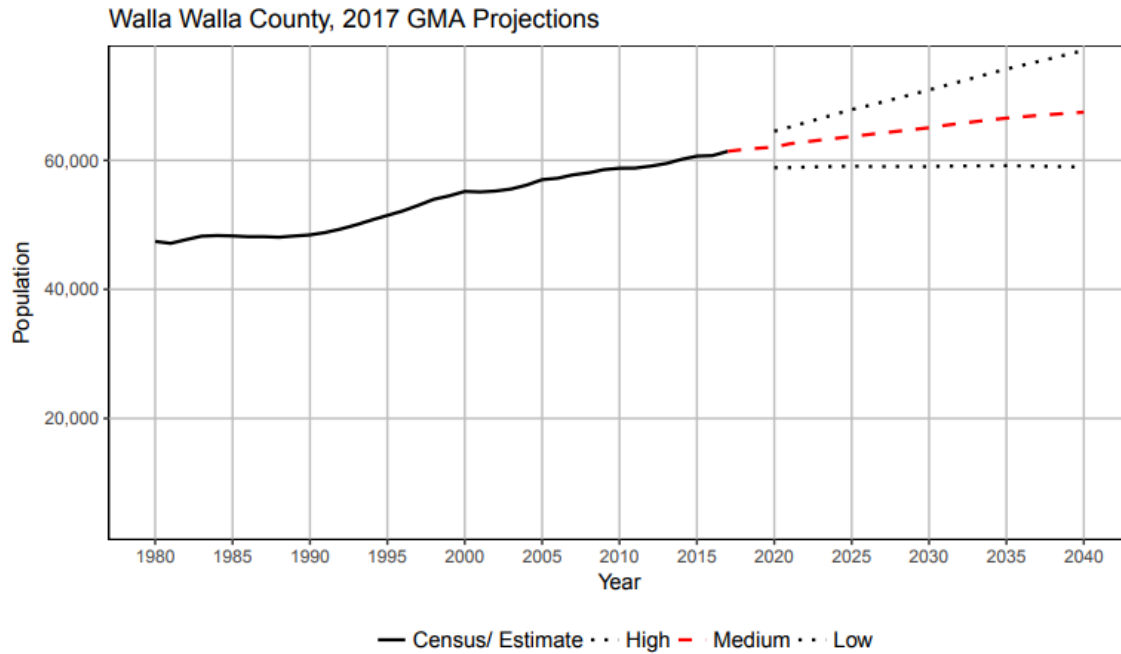
As directed by State statute, the Washington State Office of Financial Management (OFM) prepares a range of possible population growth projections for Washington counties participating in GMA. Projections include low, medium and high estimates. The middle estimate represents the most likely population growth projection according to OFM. Table 11-3 shows OFM's 2017 estimates for Walla Walla County through 2040 at five-year intervals. Figure 11-3 shows OFM's population projections graphically relative to historic data. The County's growth management planning population target of 71,724 falls within the medium and high population estimates from OFM.

Table 11-3. Walla Walla County Population (2010-2017)

Year	Population		
	<i>Low</i>	<i>Medium</i>	<i>High</i>
2010 (Census)		58,781	
2015 (Estimate)		60,650	
2020	58,860	62,049	64,515
2025	59,098	63,695	67,864
2030	59,036	65,062	70,905
2035	59,181	66,541	74,154
2040	58,963	67,457	77,039

Source: Washington State Office of Financial Management 2017a

Figure 11-3. Population Projections, Walla Walla County



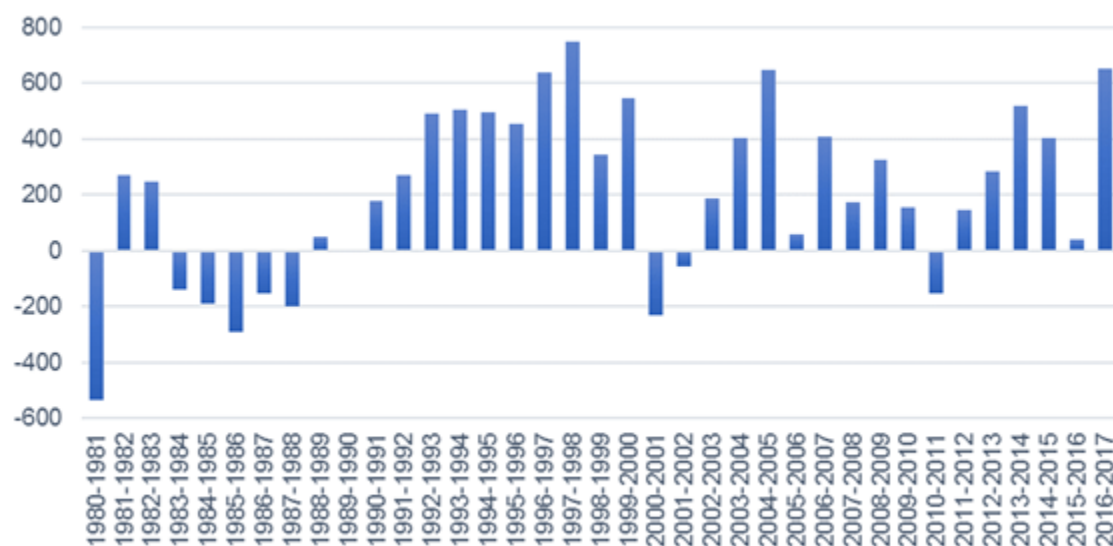
Source: Washington State Office of Financial Management 2017a.

11.2.2 RESIDUAL NET MIGRATION

Net migration (the number of people who moved into the County minus those estimated to have moved out) responds to the elasticity of the economy and impacts housing demand and population. Residual net migration is calculated as population change minus the amount of natural increase.

Figure 11-4 shows residual net migration since 1980. Net migration has fluctuated throughout the years. Unlike natural increase (the surplus of births to deaths), which is stable year-to-year, residual net migration is a highly variable component of population change. Residual net migration varies considerably from year-to-year, and closely mirrors economic conditions in the County. Since 2011, residual net migration has been positive. For the most recent year for which data is available (2016-2017), residual net migration was 651 people. Periods of job expansion have been generally accompanied by an increase in net migration to the County.

Figure 11-4. Residual Net Migration, Walla Walla County



Source: Washington State Office of Financial Management 2017c

11.2.3 AGE

The median age of the County's population has increased from 34.9 in 2000 to 37.3 in 2016. From 1980 to 2006, the largest increase in any age group (117%) was in the 85 and older group, causing an overall increase in the median age (Table 11-4, Figure 11-5). During the same period of time, substantial growth in the number of middle-aged adults is also evident. This rapid growth is the result of the aging baby boom population (those born from 1946-1964). The largest decrease was in the 25-29 age group; however, this same age group has still been a significant part of the population. The 20-24 year old age group may not have increased as much over time, but this group has continued to be the largest component of the overall population in the County.

The demographics of a population influence its economy. The supply of jobs within the health care and service industries will continue to increase with the aging population's demands. The increasing elderly population fuels jobs, population, and steadies income distribution, creating a diverse economy.

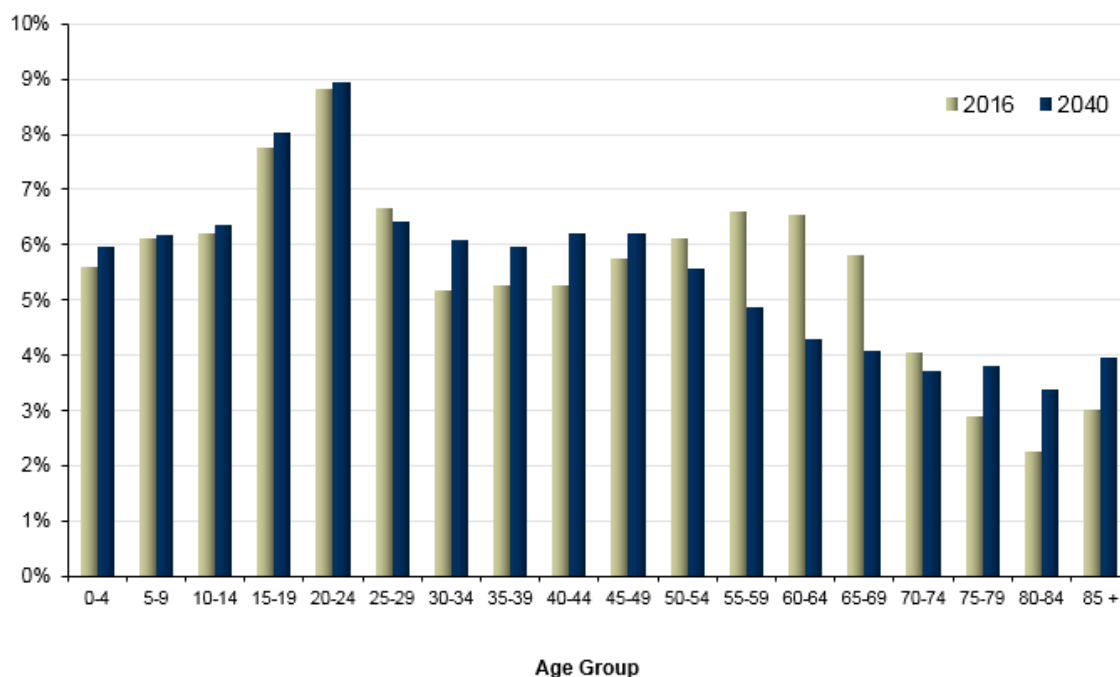
Table 11-4. Age Distribution - Walla Walla County (1990-2040)

Age Group	Estimated 2000	Estimated 2010	Estimated 2016	% change from 2000 to 2016	Projected 2040
0-4	3,469	3,513	3,410	-1.7%	4,038
5-9	3,691	3,613	3,708	0.5%	4,173

Age Group	Estimated 2000	Estimated 2010	Estimated 2016	% change from 2000 to 2016	Projected 2040
10-14	3,974	3,764	3,771	-5.1%	4,306
15-19	4,879	4,887	4,714	-3.4%	5,429
20-24	4,923	5,223	5,363	8.9%	6,058
25-29	3,279	3,831	4,054	23.6%	4,341
30-34	3,475	3,483	3,141	-9.6%	4,112
35-39	3,824	3,294	3,197	-16.4%	4,030
40-44	4,029	3,460	3,196	-20.7%	4,198
45-49	3,829	3,809	3,497	-8.7%	4,196
50-54	3,227	4,052	3,722	15.4%	3,768
55-59	2,482	3,795	4,014	61.7%	3,306
60-64	1,925	3,279	3,974	106.4%	2,909
65-69	1,800	2,412	3,536	96.4%	2,762
70-74	1,864	1,736	2,466	32.3%	2,506
75-79	1,753	1,586	1,765	0.7%	2,567
80-84	1,413	1,429	1,371	-3.0%	2,279
85+	1,344	1,615	1,831	36.3%	2,677
Totals:	55,180	58,781	60,730		67,655

Source: U.S. Census Bureau 2000

Figure 11-5. Percent of Population by Age Group, 2016 and 2040 - Walla Walla County



Source: U.S. Census Bureau 2000

11.2.4 DIVERSITY

The County's population is becoming more racially and ethnically diverse. The Hispanic population (of any race) increased by 84% from 1990 to 2000, and then by 34% from 2000 to 2010. The majority of that increase occurred in the City of Walla Walla. The white-only population increased at a rate drastically slower than any other specified race (Table 11-5). As of 2010, the County was ranked 16th in the State for having the largest minority population, at 15.5% of the total population.

Table 11-5. Walla Walla County Population by Race (1990, 2000, and 2010)

Race	1990	2000	2010	Percent change (2000-2010)
White	43,290	47,081	49,654	5.5%
Black	720	930	1,079	16.0%
American Indian and Alaska Native	359	465	603	29.7%
Asian, Native Hawaiian, and Other Pacific Islander	625	737	925	25.5%
Other race	3,445	5,967	4,692	-21.4%
Hispanic or Latino (of any race)	4,703	8,654	11,593	34.0%

Source: U.S. Census Bureau, 1990, 2000, and 2010

11.2.5 AVERAGE HOUSEHOLD SIZE

Average household size is a key variable in determining the housing demand in a certain geographic location. Declines in the average household size and the correlation of a perpetual population size mean that an increase in housing units would be needed to house the same number of people, or more, over time. The County and State average household sizes have decreased slightly since 2000. The average household size decreased in the County from 2.54 in 2000 and to 2.50 in 2010. However, the overall population increased nearly 14% over that same time period. The average household size in 2010 for the County mirrors that of the State as a whole (Table 11-6).

For a description of housing characteristics as they relate to economic development, please refer to Chapter 4, Housing.

Table 11-6. Average Household Size in Walla Walla County (2000 and 2010)

Area	2000	2010
State of Washington	2.53	2.51
Walla Walla County	2.54	2.50

Source: U.S. Census Bureau, 2000 and 2010

11.2.6 EMPLOYMENT & ECONOMIC CHARACTERISTICS

Data in this section are derived from government and local sources including the U.S. Census Bureau, Economic Census, U.S. Department of Labor, Washington State Employment Security Department (ESD), Washington State Office of Financial Management (OFM), and the Port of Walla Walla.

Data obtained for employment was derived from the ESD and U.S. Department of Labor. Covered employment (generally defined as those who work as paid employees, work in their own businesses, or work unpaid for family operations) was used as a measure of employment instead of Wage and Salary Employment (those who work for private profit or nonprofit organizations for wages or other forms of payment) due to the conversion of the SIC (Standard Industrial Classification) to the NAICS (North American Industry Classification System) in 2000. Improved statistics from the conversion resulted in time series breaks and every sector of the economy has been restructured and redefined. Data broken down by industry from 1990 to 2000 were compared separately from 2003-2017 data.

The ESD estimated there were 27,357 Covered Employed persons in the County in 2016. As shown in Table 11-7, overall employment growth in the County expanded 10% from 24,884 covered persons in 2005 to 27,357 covered persons in 2016, or at an annual rate of 0.9%. By way of comparison, both Benton and Franklin counties had substantially higher rates of employment growth during the same period. Growth rates between 2005 and 2016 slowed relative to the 1990 to 2005 period for both Walla Walla and Benton counties.

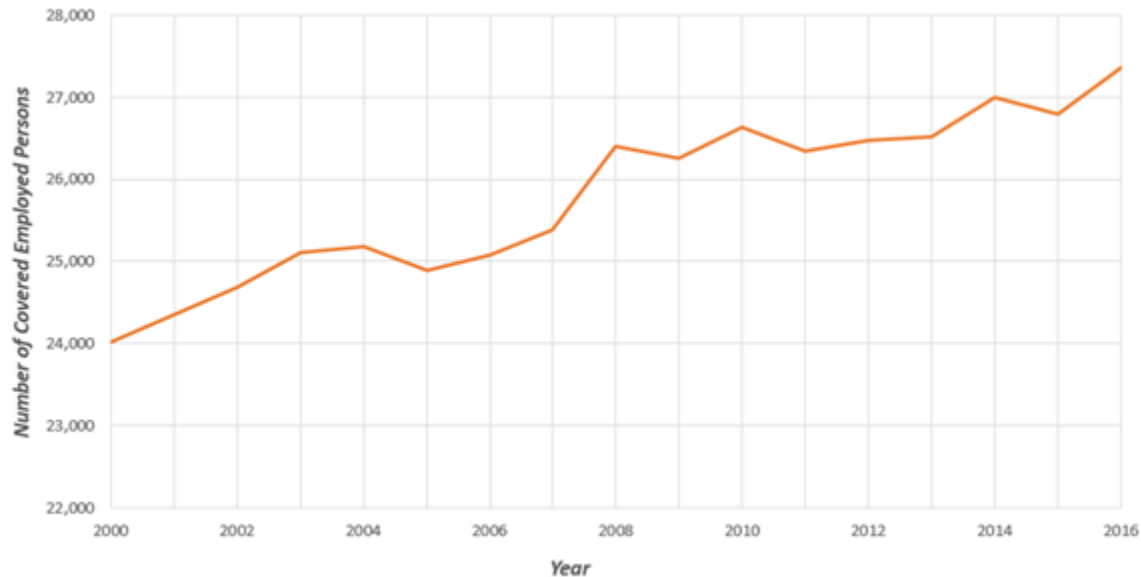
Table 11-7. Covered Employed Persons by County (1990-2016)

County	1990	2005	2016	% change (1990 to 2005)	% change (2005 to 2016)
Benton	50,2016	69,949	84,808	39.3%	21.2%
Columbia	1,559	1,403	1,246	-10.0%	-11.2%
Franklin	17,958	23,747	33,785	32.2%	42.3%
Walla Walla	20,546	24,884	27,357	21.1%	9.9%

Source: Washington State Employment Security Department 2017

Figure 11-6 shows employment in the county from 2000 to 2016. As the chart shows, the growth has fluctuated slightly throughout the years. Periods of particularly modest job growth in the county occurred between 2000 and 2004, and again between 2008 and 2011.

Figure 11-6. Walla Walla County Covered Employment, 2000 - 2016



Source: Washington State Employment Security Department 2017

As indicated in Table 11-8, from 2000 to 2010 the service industry led the county's economic sectors with the highest number of employers, while government provided the highest number of employees. Since 2000, the number of establishments within the service sector increased by 39%; however, the amount of wages paid out decreased by 22%. Manufacturing saw an increase in employers of almost 31%. The largest jump in average employment between 2000 and 2010 occurred in the agriculture, forestry, and fishing sector, with an increase of 30%.

Together with construction, manufacturing is projected to support some of the fastest rates of growth in employment through 2025. As shown in Table 11-11, the fastest growing occupations are in the construction and technology sectors. Other industries that are expected to drive growth in the County include retail trade, warehousing, healthcare, and education. Agriculture and agriculture support activities, transportation and warehousing, arts and entertainment, and accommodations and food services are also anticipated to maintain stability as part of the County's economy, which is expected to grow 1.5 percent per year through 2020 (Washington State Employment Security Department 2017).

Table 11-8. Covered Employment and Wages, Classified by Industry 2000 and 2010 in Walla Walla County

Industry	2000			2010			Percent change 2000-2010		
	Emp. Units (#)	Avg. emp. (#)	Wages paid (\$)	Emp. Units (#)	Avg. emp. (#)	Wages paid (\$)	Emp. Units (%)	Avg. emp. (%)	Wages paid (%)
Total	1,994	24,023	624,490,150	2,339	26,631	953,741,961	17	11	53
Agriculture, forestry, and fishing	321	2,770	43,104,837	251	3,607	77,009,331	-22	30	79
Manufacturing	93	4,181	141,532,283	122	3,259	154,780,296	31	-22	9
Transportation and public utilities				28	335	12,132,431	N/A	N/A	N/A
Wholesale trade	77	1,067	27,586,030	66	678	28,944,534	-14	-36	5
Retail trade	272	3,484	50,917,630	171	2,432	58,017,689	-37	-30	14
Finance insurance and real estate				116	890	39,862,161	N/A	N/A	N/A
Services	812	5,771	137,933,803	1,131	4,491	107,614,340	39	-22	-22
Government	78	4,665	159,009,869	71	5,562	265,172,609	-9	19	67
<i>Federal Government</i>	20	883	40,963,447	15	1,258	86,519,233	-25	42	111
<i>State Government</i>	24	1,517	54,789,192	25	1,830	84,771,993	4	21	55
<i>Local Government</i>	34	2,265	63,257,230	31	2,474	93,881,383	-9	9	48
Construction	187	774	21,071,728	189	806	29,972,082	1	4	42
Not elsewhere classified	154	1,311	43,333,970	11	131	10,463,791	-93	-90	-76

Source: Washington State Employment Security Department 2017

Table 11-9. Employment by Industry, Walla Walla County (2014-2016)

NAICS Code	Industry	2014	2015	Annual % change from 2014	2016	Annual % change from 2015	2016 % change from 2014	2016 % of Total
11	Agriculture, forestry, fishing and hunting	3,762	3,489	-7.3	3,691	5.8	-1.9	13.5
23	Construction	770	825	7.1	810	-1.8	5.2	3.0
31-33	Manufacturing	3,486	3,520	1.0	3,699	5.1	6.1	13.5
42	Wholesale trade	620	624	0.6	621	-0.5	0.2	2.3
44-45	Retail trade	2,236	2,310	3.3	2,303	-0.3	3.0	8.4
48-49	Transportation and warehousing	422	435	3.1	397	-8.7	-5.9	1.5
51	Information	350	337	-3.7	343	1.8	-2.0	1.3

NAICS Code	Industry	2014	2015	Annual % change from 2014	2016	Annual % change from 2015	2016 % change from 2014	2016 % of Total
52	Finance and insurance	664	641	-3.5	629	-1.9	-5.3	2.3
53	Real estate and rental and leasing	166	194	16.9	214	10.3	28.9	0.8
54	Professional and technical services	492	-	-	462	-	-	1.7
56	Administrative and waste services	489	481	-1.6	359	-25.4	-26.6	1.3
61	Educational services	966	987	2.2	986	-0.1	2.1	3.6
62	Health care and social assistance	4,491	4,380	-2.5	4,410	0.7	-1.8	16.1
71	Arts, entertainment, and recreation	227	212	-6.6	279	31.6	22.9	1.0
72	Accommodation and food services	1,638	1,747	6.7	1,887	8.0	15.2	6.9
81	Other services, except public administration	616	631	2.4	679	7.6	10.2	2.5
	Government	5,471	5,364	-2.0	5,437	1.4	-0.6	19.9
	Total	27,004	26,795	-0.8	27,357	2.1	1.3	100.0

Source: Washington State Employment Security Department 2017

Table 11-10. Employment in Eastern Washington by Non-Farm Industry (2015, 2020, and 2025)

Industry	Estimated employment 2015	Estimated employment 2020	Estimated employment 2025	Average annual growth rate 2015-2020	Average annual growth rate 2020-2025
Total nonfarm	73,800	79,500	83,900	1.50%	1.08%
Natural resources and mining	700	700	700	0.00%	0.00%
Construction	2,700	3,200	3,500	3.46%	1.81%
Manufacturing	8,300	9,400	10,000	2.52%	1.25%
Wholesale trade	1,900	1,900	2,000	0.00%	1.03%
Retail trade	6,700	7,100	7,100	1.17%	0.00%
Transportation, warehousing and utilities	1,500	1,500	1,600	0.00%	1.30%
Information	700	600	700	-3.04%	3.13%
Financial activities	2,100	2,100	2,200	0.00%	0.93%
Professional and business services	2,500	2,700	2,800	1.55%	0.73%

Industry	Estimated employment 2015	Estimated employment 2020	Estimated employment 2025	Average annual growth rate 2015-2020	Average annual growth rate 2020-2025
Education and health services	12,300	13,400	14,700	1.73%	1.87%
Leisure and hospitality	5,900	6,500	6,600	1.96%	0.31%
Other services	1,800	2,000	2,100	2.13%	0.98%
Government	26,700	28,400	29,900	1.24%	1.03%

Source: Washington State Employment Security Department 2017

Table 11-11. Fast Growing Occupations

Occupation	Employment Projections			% Change	Growth Rate
	2015	2020	Change		
Plasterers and Stucco Masons	12	18	6	50.0	8.5
Information Security Analysts	11	15	4	36.4	6.4
Computer Network Architects	10	13	3	30.0	5.4
Electronics Engineers, Except Computers	36	45	9	25.0	4.6
Software Developers, Applications	77	96	19	24.7	4.5
Computer Network Support Specialists	29	36	7	24.1	4.4
Heating, Air Conditioning, and Refrigeration Mechanics and Installers	174	215	41	23.6	4.3
Dispatchers, Except Police, Fire, and Ambulance	30	37	7	23.3	4.3
Floor Layers, Except Carpet, Wood, and Hard Tiles	22	27	5	22.7	4.2

Occupation	Employment Projections			% Change	Growth Rate
	2015	2020	Change		
Reinforcing Iron and Rebar Workers	67	82	15	22.4	4.1

Source: Washington State Employment Security Department 2017

Historically, manufacturing has been the leading industry in the County. As shown in Tables 11-10 and 11-11, agriculture is now comparable to manufacturing in terms of number of employees. The largest employer in the County is Broetje Orchards (Table 11-12). Broetje Orchards is one of the largest privately owned orchards in the United States. Their main orchard is located in Prescott.

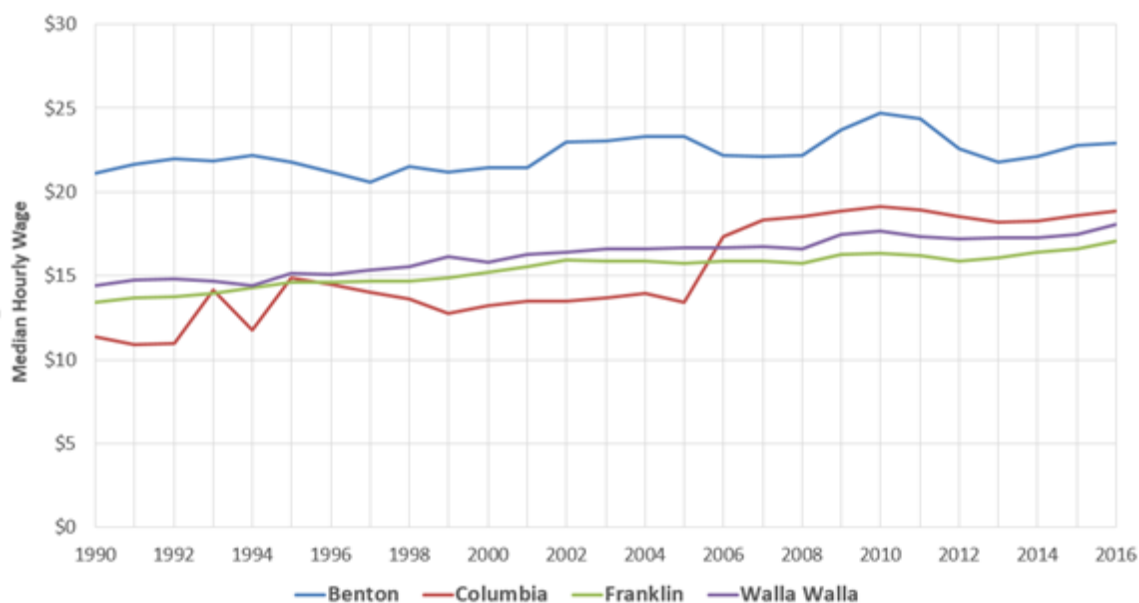
Table 11-12. Walla Walla County's Largest Employers (2015)

#	Company	Product/Service	FTE	PTE	Total
1	Broetje Orchards	Apple Grower, Packer, Shipper	1,300	1,100	2,400
2	Tyson Fresh Meats, Inc.	Beef Processing Facility	1,380	0	1,380
3	Washington State Penitentiary	Correctional Institution	1,030	59	1,089
4	Providence St. Mary Medical Center	Health Care	650	311	961
5	Walla Walla School District #140	K-12 Public Education	570	244	814
6	Walla Walla Community College	Community College/Higher Ed	322	292	614
7	Packing Corp. of America / Boise Paper	Pulp, Paper, Packaging	600	0	600
8	Whitman College	Higher Education	379	191	570
9	Walla Walla University	4 Yr. Comprehensive University	255	193	448
10	U.S. Dept. of Veterans Affairs	Health Care (Walla Walla VA MC)	393	43	436
11	Key Technology, Inc.	Design and manufacture process automation systems	431	3	434
12	Walla Walla General Hospital	Healthcare	298	112	410
13	U.S. Army Corps of Engineers	Federal Government - Engineering Construction	350	3	353
14	Walla Walla County	County Government	315	27	342
15	Wal-Mart	Retail	161	177	338
16	City of Walla Walla	Municipal Services	239	67	306
17	Walla Walla Clinic	Medical Clinic / Health Care Service	175	75	250
18	Washington Odd Fellows Home	Nursing, Assisted Living and Retirement Center	168	53	221
19	Banner Bank	Full Service Banking	187	15	202
20	Nelson Irrigation Corporation	Irrigation Products	175	10	185

Source: Port of Walla Walla 2015

Hourly inflation-adjusted wages in the County increased from 1990 to 2016 by 25.6% or at an annual rate of 1.0%.

Figure 11-7. Inflation-Adjusted Median Hourly Wages in Walla Walla, Benton, Columbia, and Franklin Counties (1990-2016)



Source: Washington State Employment Security Department 2017

11.2.7 EDUCATIONAL ATTAINMENT

County residents of 25 years of age and older show higher educational attainment in 2010 than in 2000 (Table 11-13). During that time period, the number of graduates of high school or higher increased by 24%. Retaining a population with a higher level of educational attainment increases the quality of the labor force and creates a more stable regional economy.

Table 11-13. Walla Walla County Educational Attainment (2000 and 2016)

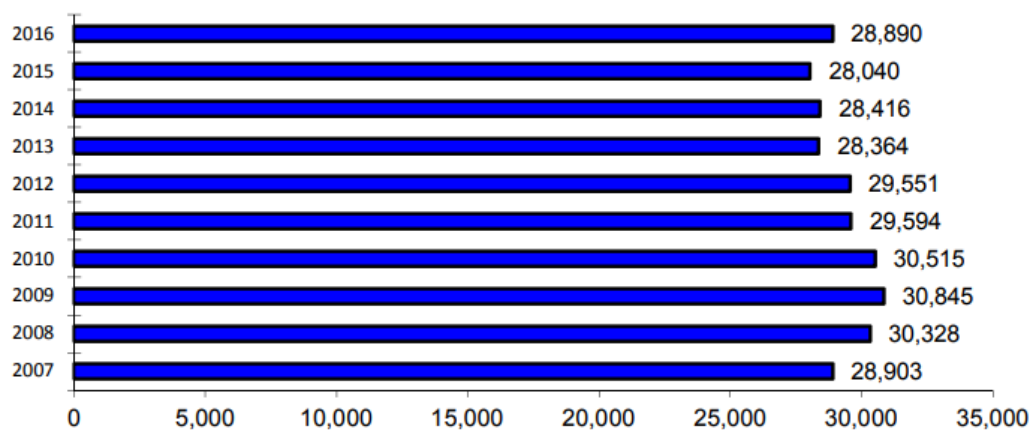
Walla Walla County	2000	% of Total	2016	% of Total
Population 25 years and over:	34,372	100.0%	39,044	100.0%
Less than 9th grade	2,923	8.5%	2,348	6.0%
9th to 12th grade, no diploma	3,560	10.4%	2,095	5.4%
High School graduate	8,287	24.1%	8,756	22.4%
Some College, no degree	8,256	24.0%	9,953	25.5%
Associate Degree	3,336	9.7%	4,734	12.1%
Bachelor Degree	5,041	14.7%	6,902	17.7%
Graduate or Professional Degree	2,969	8.6%	4,256	10.9%
Number & Percent High School graduate or higher	27,889	81.1%	34,601	88.6%
Number & Percent Bachelor Degree or higher	8,010	23.3%	11,158	28.6%

Source: U.S. Census Bureau 2010

11.2.8 LABOR FORCE

According to the U.S. Census Bureau, in 2016 28,890 of the 59,809 County residents (48.3%) participate in the labor force, including those classified in the civilian labor force, plus members of the U.S. Armed Forces (people on active duty with the U.S. Army, Air Force, Navy, Marine Corps, or Coast Guard). The civilian labor force consists of people classified as employed or unemployed (U.S. Census Bureau 2000). The number in the labor force reached its peak in of 30,845 individuals in 2009 (Port of Walla Walla 2017) (Figure 11-8). Most of the labor force is distributed throughout the incorporated cities in the County, establishing an industry cluster as described above. Females make up 47.9% of the total labor force and males make up 52.1% (U.S. Census Bureau 2016).

Figure 11-8. Walla Walla County Labor Force, 2007-2016



Source: Port of Walla Walla 2017

Table 11-14 shows that 62.5% of County residents work in the County and 55.4% of County employees live in the County.

Table 11-14. Where Walla Walla County Residents Work and Live - 2011

	Number	% of Total	+/- Job Surplus
Walla Walla County Residents Work			
Walla Walla County, WA	13,037	62.5	-
Umatilla County, OR	910	4.4	-
Benton County, WA	1,220	5.9	-
Franklin County, WA	1,911	9.2	-
Columbia County, WA	235	1.1	-
State of Washington	3,152	15.1	-
Other States	7	0.0	-
State of Oregon	55	0.3	-
State of Idaho	341	1.6	-
Total	20,868	100.00	-

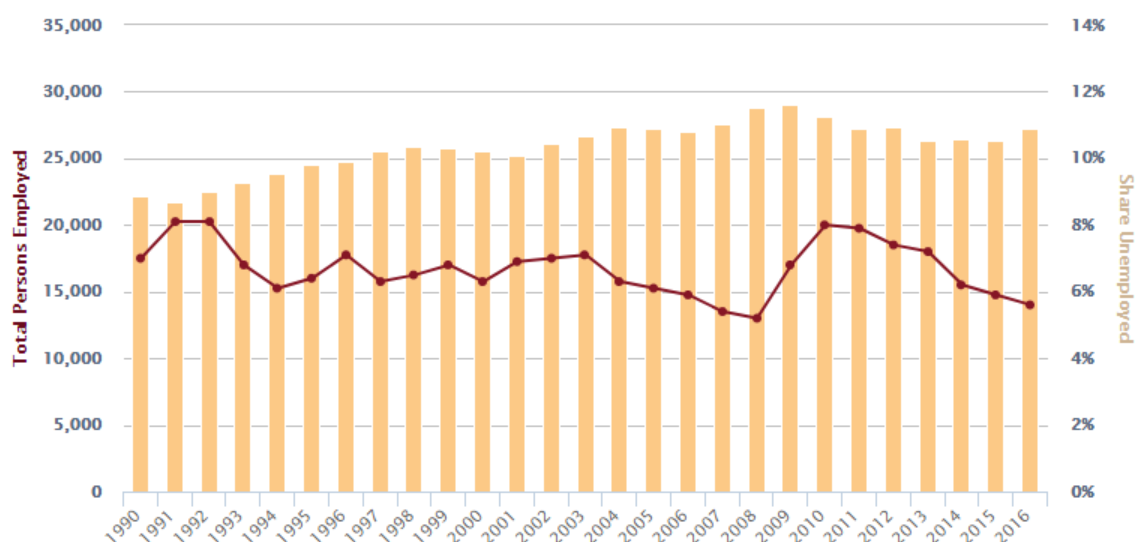
	Number	% of Total	+/- Job Surplus
Walla Walla County Employees Live			
Walla Walla County, WA	13,037	55.4	0
Umatilla County, OR	1,667	7.1	757
Benton County, WA	2,452	10.4	1,232
Franklin County, WA	1,997	8.5	86
Columbia County, WA	314	1.3	79
State of Washington	3,016	12.8	(136)
Other States	323	1.4	316
State of Oregon	426	1.8	371
State of Idaho	319	1.4	(22)
Total	23,551	100.00	2,683

Source: Port of Walla Walla 2015

11.2.9 EMPLOYMENT/UNEMPLOYMENT

The unemployment rate measures the portion of the population that currently does not have a job and is actively seeking work. Figure 11-9 shows the number of employed persons in the County and the unemployment rate. In 2016, there were a total of 27,261 employed people in Walla Walla County, which represents a 23% increase since 1990. During 2016, the unemployment rate in Walla Walla County was 5.6%, which represents a 1.4% decrease since 1990 (Walla Walla Trends 2018).

Figure 11-9. Total Number of Unemployed Persons and Unemployment Rate in Walla Walla County (1990-2016)

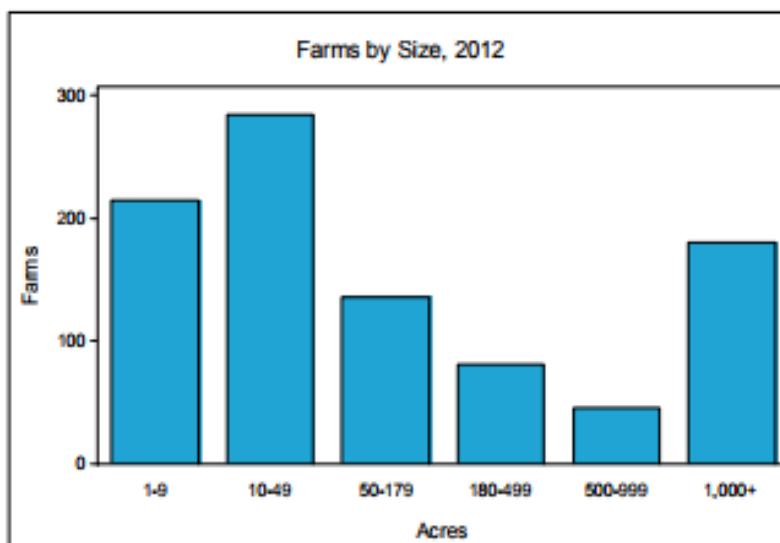


Source: Walla Walla Trends 2018

11.2.10 AGRICULTURE

As of 2012, there were 943 farms located in the County, up 2% from 2007, and the average farm size was 684 acres. Furthermore, the market value of production increased by 27% from 2007 to 2012, to \$437,359,000 (USDA 2012). Figure 11-10 shows the number of County farms by size.

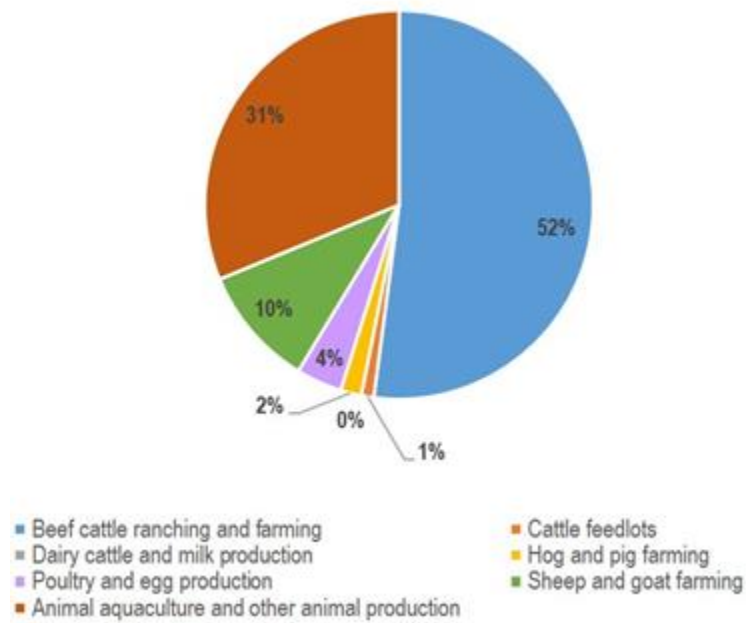
Figure 11-10. Number of Farms by Size in Walla Walla County (2012)



Source: U.S. Department of Agriculture 2012a

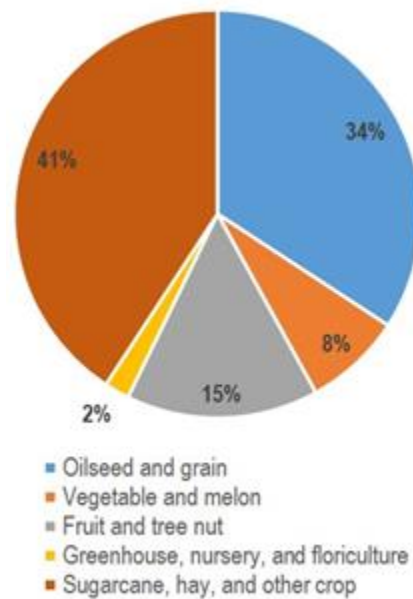
The number of farms producing livestock in the County, including cattle and calves, hogs and pigs, and sheep and lambs, decreased by 27.9% between 2002 and 2012. While the number of hogs, pigs, sheep, and lambs decreased by a total of 57.4%, the number of cattle increased by 135.7% (U.S. Department of Agriculture 2012b). Figure 11-11 shows the 2012 livestock percentage by farm. Additionally, Figure 11-12 shows crop items percentage by farm.

Figure 11-11. Livestock (% of Farms)



Source: U.S. Department of Agriculture (USDA), 2012b

Figure 11-12. Crop Items (% of Farms)



Source: U.S. Department of Agriculture 2012b

Table 11-15 shows cropping trends for select crops in the County between 2002 and 2012. During the past decade, wheat has remained relatively stable. Most notable increases in crop production over the decade non-irrigated dry beans and peas (100.2% and 615.8%, respectively) and irrigated barley for grain (390.3%). Most notable decreases in crop production include both irrigated and non-irrigated forage mix (40.8% and 44.8%, respectively) and onions (54.6%).

Table 11-15. Cropping Trends in Walla Walla County by acreage (2007 and 2012)

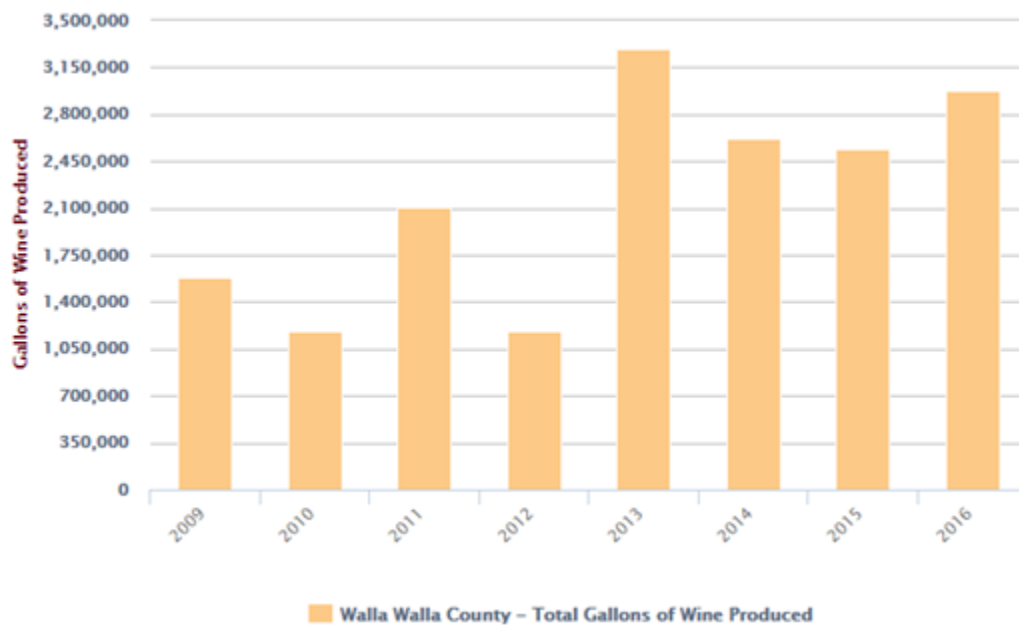
Crop	2002		2012		Percentage change from 2002 to 2012 (%)	
	Irrigated	Non-Irrigated	Irrigated	Non-Irrigated	Irrigated	Non-irrigated
Apples	8,489		7,724		-9.0	---
Asparagus	1,876		72		-96.2	---
Barley for grain	62	14,148	304	1,366	390.3	-90.3
Beans	2,097	4,731	797	9,473	-62.0	100.2
Cherries	485		676		39.4	---
Corn for grain	4,145		2,924	-	-29.5	-
Grapes	3,619		3,721		2.8	---
Mix forage	17,605	5,005	10,427	2,761	-40.8	-44.8
Onions	1,628		739		-54.6	---
Peas	3,927	1,134	412	8,117	-89.5	615.8
Potatoes	9,806		8,452		-13.8	---
Pumpkins	17		93		447.1	---
Wheat for grain	22,450	177,797	22,699	169,871	1.1	-4.5

Source: U.S. Department of Agriculture (USDA), 2012b

11.2.11 VINEYARDS & ORCHARDS

With over 100 wineries located in the valley, Walla Walla County has become a wine destination and important viticulture area (Washington State Employment Security Department 2017). In 2016, Walla Walla County produced nearly three million gallons of wine (Figure 11-13). In addition to generating sales revenues and employing thousands of County residents, the wine industry stimulates economic growth through tourism, marketing and promotion, financial institutions, and in government tax revenues and license fees.

Figure 11-13. Gallons of Wine Produced



Source: Walla Walla Trends 2018

The orchard sector also remains a strong contributor to the County's agricultural sector (Table 11-16).

Table 11-16. Land in Orchards

Orchards	2007	2012	Percent change (%)
Total Farms	80	106	32.5%
Total Acres	12,517	12,200	-2.5%

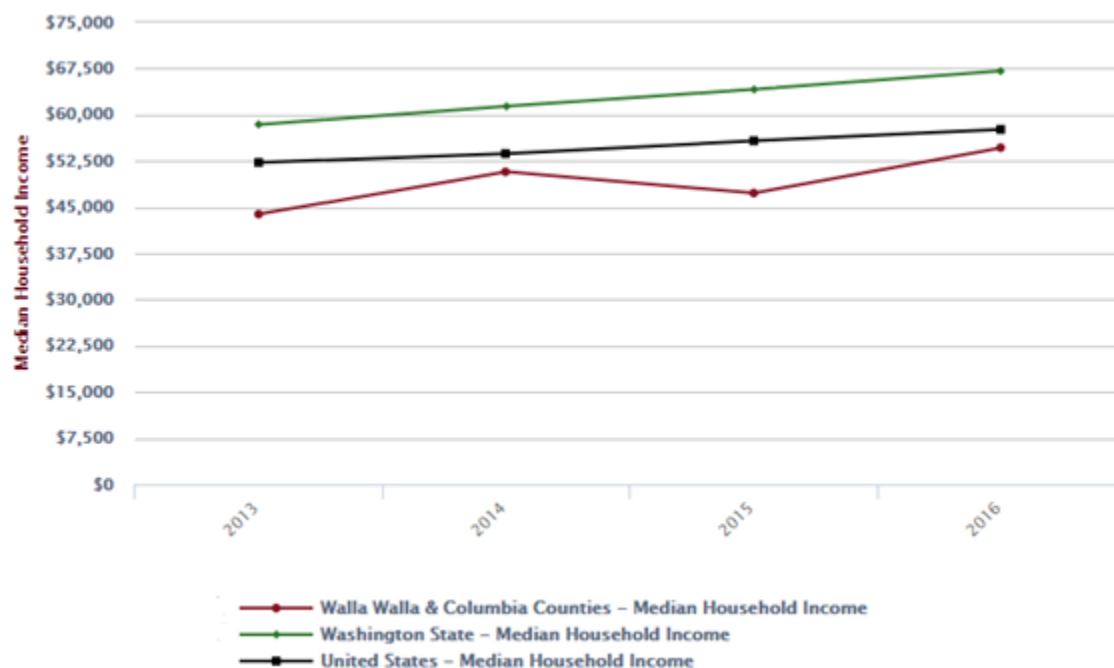
Source: U.S. Department of Agriculture 2012b

11.2.12 HOUSEHOLD INCOME

Median household income is an important gauge of an economy's success. Median household income includes all sources of income, such as wages/salaries, pensions, and investments. Note that households are not necessarily the same as families; they may contain unrelated people living together or single people.

In 2016, median household income for Walla Walla County and Columbia County combined was \$54,655. Median household income for Walla Walla County and Columbia County falls below that of the State and nation (Walla Walla Trends 2018).

Figure 11-14. Median Household Income



Source: Walla Walla Trends 2018

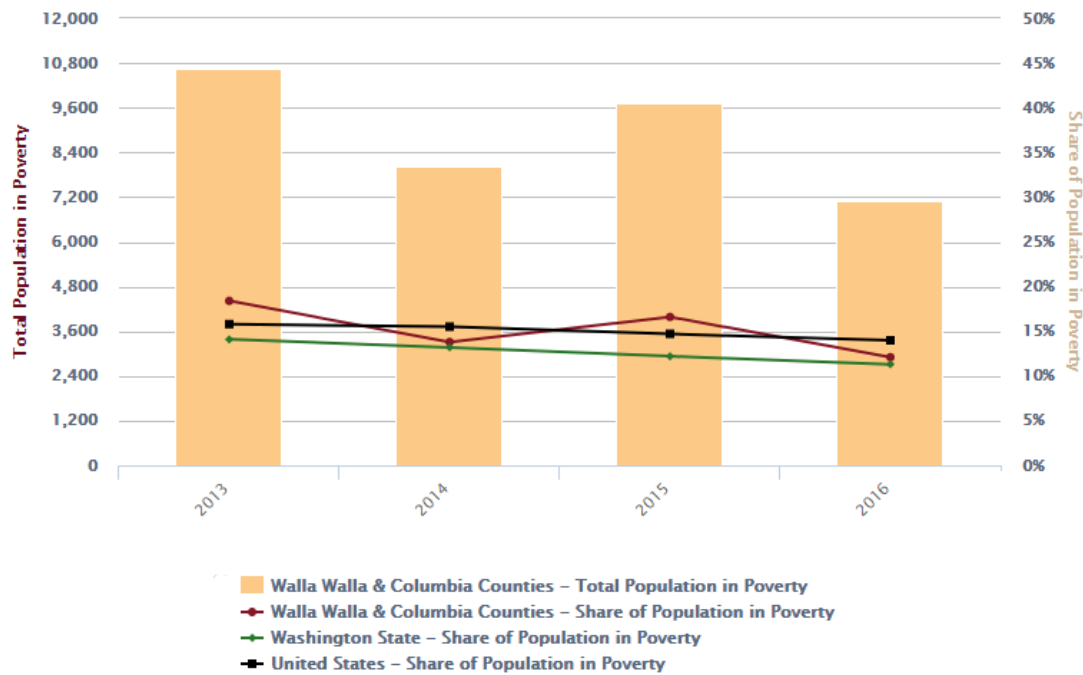
Table 11-17. Household Income Distribution, Walla Walla County

	1999 Dollars (%)	2006 Dollars (%)	2016 Dollars (%)
Less than \$10,000	10.7	9.2	8.1
\$10,000 to \$14,999	8.4	6.3	5.7
\$15,000 to \$24,999	17.1	14.4	10.9
\$25,000 to \$34,999	12.8	12.5	11.4
\$35,000 to \$49,999	16.4	15.7	14.9
\$50,000 to \$74,999	20.2	20.0	19.7
\$75,000 to \$99,999	7.9	10.9	11.9
\$100,000 to \$149,999	4.7	8.2	10.4
\$150,000 or more	1.8	2.9	6.9

Source: U.S. Census Bureau 2016

Federal Poverty Guidelines, also referred to as the Federal Poverty Level (FPL), set forth income ranges varying by family size and age, below which a household is deemed to be living in poverty. Figure 11-15 shows the total and share of population living in poverty for Walla Walla County and Columbia County combined. The total number of people living below the FPL in 2016 was 7,089, down from 10,668 in 2013. The share of the population in poverty in 2016 was 12.1%, down from 18.4% in 2013. For comparison, the share of the State population in poverty in 2016 was 11.3%; nationally the share was 14.0% (Walla Walla Trends 2018).

Figure 11-15. Total and Share of Population Living in Poverty

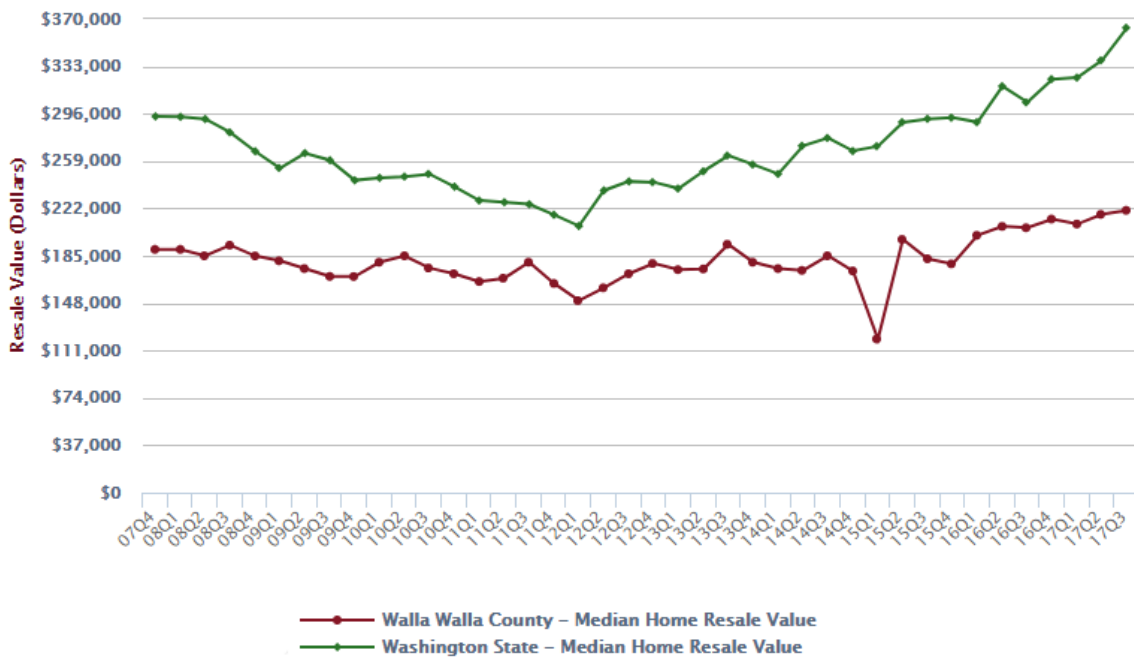


Source: Walla Walla Trends 2018.

11.2.13 HOUSING PRICES

Figure 11-16 below shows median home resale value from the fourth quarter of 2007 to the third quarter of 2017. During that time period, the median home resale value in Walla Walla County increased 23% to \$220,500. For comparison, during the same time period, the median home resale value in the State increased 21%, to \$363,200 (Walla Walla Trends 2018).

Figure 11-16. Median Home Resale Value



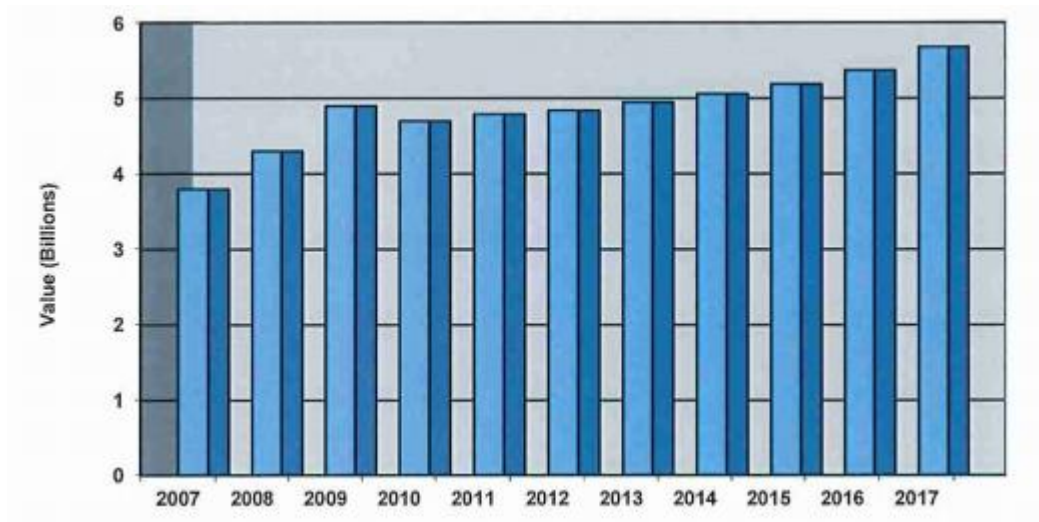
Source: Walla Walla Trends 2018

11.2.14 PROPERTY TAX & SALES TAX

The costs of State and local government determine how much property tax will be levied. These costs include operating costs of schools, city and County government and other taxing districts such as the Port of Walla Walla, rural library, fire and emergency medical services districts. A large part of each property tax dollar goes to pay off bonds for such capital costs as school buildings and other public projects (Walla Walla County 2018).

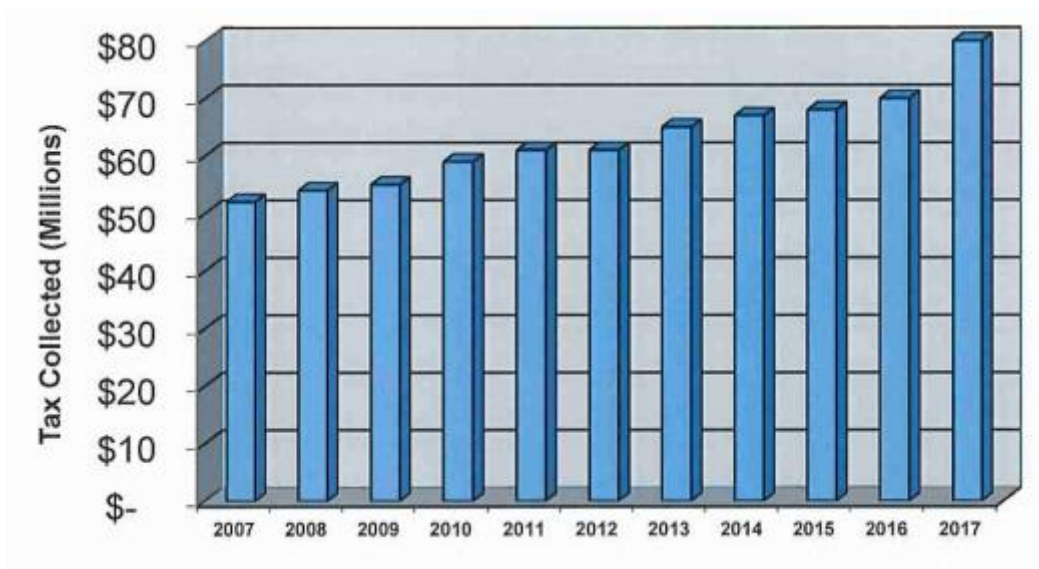
Property ad-valorem taxes (a tax based on the value of real estate or personal property) are the major source of revenues for State and municipal governments. As assessed values of property continue to increase, property tax revenue will follow. As illustrated in Figure 11-16, the assessed value of properties has steadily increased from 2007 to 2017, along with the amount of property taxes collected during that same time period (Figure 11-17).

Figure 11-17. Walla Walla County Assessed Property Value (2007-2017)



Source: Walla Walla County 2017

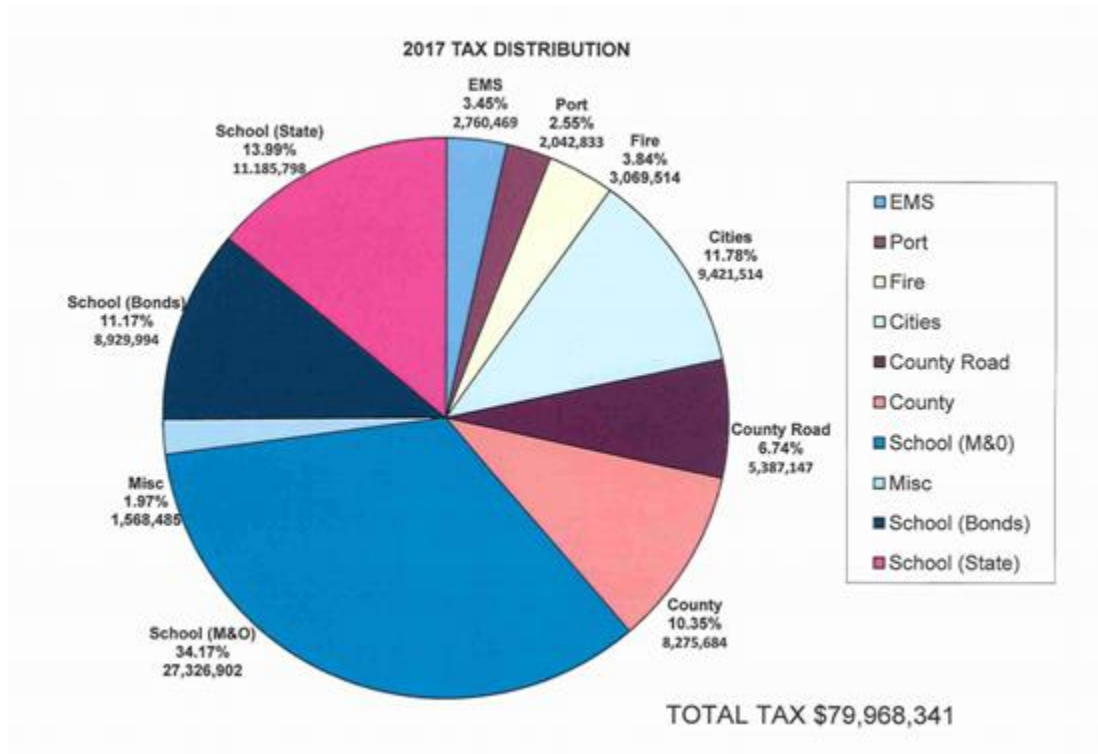
Figure 11-18. Walla Walla County Property Tax Collected (2007-2017)



Source: Walla Walla County 2017

Schools account for approximately 59% of the total tax distribution within the County. However, 14% of that amount comes from the State and 11% from bonds. Fire and emergency medical services account for roughly 7% of the tax distribution, with most of the remainder allocated to the Port of Walla Walla, cities, and County (Figure 11-19).

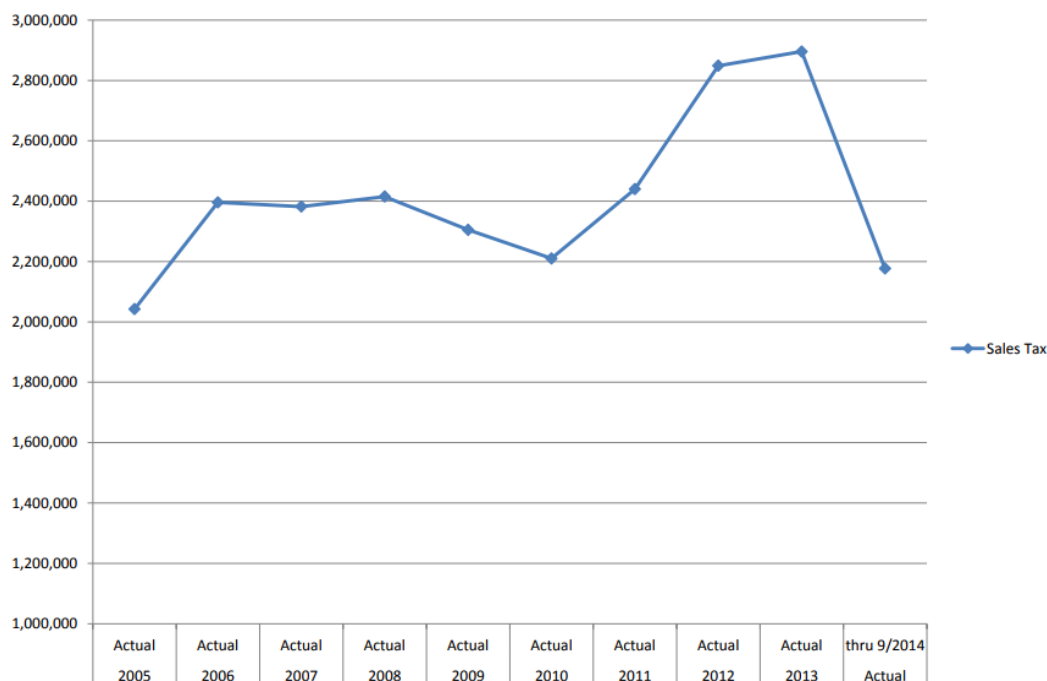
Figure 11-19. Tax Distribution within Walla Walla County



Source: Walla Walla County 2017.

Sales tax is also a key revenue generator for the County. As shown in Figure 11-20, in recent years County sales tax revenue has fluctuated between two and three million dollars.

Figure 11-20. Sales Tax Revenue



Source: Walla Walla County 2015

11.2.15 TRANSPORTATION & INFRASTRUCTURE

The County transportation infrastructure provides access through the State and local highway systems, rail, barge, and air. All of these transportation sectors are vital to the manufacturing, wine, and agricultural industries that support the economy. The major transportation facilities in the County include the following:

- **Roads.** U.S. Highway 12 is the main route connecting the County to the interstate highway system.
- **Barge.** Tidewater and Shaver, the two barge companies operating in the County, ship over 90% of the wheat grown in the County.
- **Rail.** Burlington Northern, Union Pacific, and Blue Mountain Railroad are the rail lines operating in the County.
- **Air.** Alaskan Airlines (operated by Horizon) operates passenger service out of the County.

Additionally, the County has water supply, sewer, power and other utilities that serve many of the commercial and industrial areas in the County.

11.2.16 ECONOMIC DEVELOPMENT SALES TAX FUND

In 1999 the Washington State Legislature passed House Bill 2260 which amended RCW 82.13.370 thereby qualifying Walla Walla County to retain a certain percentage of the State of Washington's share of locally generated sales tax to fund economic development infrastructure projects in Walla Walla County.

In 2004 the Washington State Legislature amended RCW 82.14.370 to further clarify that the funds shall only be used to finance public facilities serving economic development purposes. Economic development purposes means projects which facilitate the creation or retention of businesses and jobs in the county.

To receive economic development sales tax funds the public facility must be listed as an item in the officially adopted county overall economic development plan, the economic development section of the county's comprehensive plan, or the comprehensive plan of a city or town located within the county. In order to comply with this provision the projects eligible to receive economic development sales tax funds are listed in Appendix H of this Comprehensive Plan.

11.2.17 TRENDS & ANALYSIS CONCLUSIONS

This Economic Development Element of the 2018 Walla Walla County Comprehensive Plan incorporates the GMA goals of encouraging economic development and growth and maintaining and enhancing natural resource-based industries. In addition to the GMA goals, 15 County-wide planning policies are incorporated to ensure and enhance economic development in the County and its region.

In summary, the County experienced nearly 15 years of employment growth from 1990 to 2005. The economic landscape is diversifying, with more retail trade and a larger service sector (including arts, entertainment, and recreation). The economic peak in 2004 resulted from a large demand in housing, stimulating the construction industry. The population also peaked during this time period, resulting in a larger labor force and a lower unemployment rate. While population has grown at an annual rate of 0.8% in recent years, projected population growth is anticipated to grow at 1.3%; resulting in a population of 71,724 in the year 2025.

The County manages to retain its median housing values despite lower household incomes. As the demand for housing increases at a rate higher than the supply, median housing prices will continue to rise. Increasing at a rate similar to that of the past decade, median housing prices are anticipated to rise to \$188,470 by 2010 and to \$219,960 by 2020.

From 1990 to 2005, employment increased by 21% (from 20,546 to 24,884) or at an annual rate of 1.4%. The County is projected to support 28,088 jobs by 2010, and 32,154 by 2020. Manufacturing will continue to be a large contributor to the County's economy; however, the service sector will capture most of the labor market, with gaming dealers, gaming supervisors, and pest control workers leading the way as rapidly growing occupations.

The wine industry is a significant contributor to the County economy through production, employment, export, and tourism. To meet the increasing demand for its wines, the County's vineyard plantings more than doubled in the five years ending in 2002, and sales continue to increase. Depending on land availability, 298 farms are projected to be developed by the year 2010, and 1,257 farms by 2020, at the annual rate of 15.5%. A wide range of economic opportunities associated with the wine industry are becoming more readily available.

Agriculture also plays a large role in the County's economy. Acreage in the Conservation Reserve Program increased by 230% from 1996 to 2006. During this same time period the production of irrigated wheat steadily increased by 21.5% and non-irrigated wheat production decreased by 11.1%. The production of apples and oats has fluctuated the most during the same time period. The production of mint has increased by 5,885%, although the comparative acreage is small.

11.2.18 GOALS & POLICIES

The goals and policies described below reflect goals and objectives carried forward from the previous comprehensive plan, but updated to reflect current and future community needs in conjunction with the economic analysis. Each goal represents an end point, or the ultimate result to be achieved. The subsequent policies represent steps, or specific courses of actions, to be undertaken in order to reach each goal.

Goal ED 1	Support sustainable business and industrial development that: <ol style="list-style-type: none">1. strengthens and diversifies the economic base and associated tax base to support essential government services;2. operates in a manner that maintains a high quality of life and environment.
Policy ED 1.1	Support the growth of emerging energy technologies (e.g. wind power, biodiesel production, solar power generating facilities, and geothermal facilities) that increase economic diversity and expand the tax base.

- Goal ED 2 Maintain sufficient land area and adequate parcel sizes for industrial and commercial developments to meet the 20-year employment forecasts.**
- Policy ED 2.2** Coordinate with the Port of Walla Walla in their efforts to maintain an inventory of public and private ready-to-go industrial and service-related land to meet ongoing market demands for development.
- Policy ED 2.3** Consider incorporating 20-year countywide employment forecasts, if available.
- Goal ED 3 Support the marketing of business development opportunities through coordination with the Port of Walla Walla's economic development efforts.**
- Policy ED 3.1** Coordinate with the Port of Walla Walla in their efforts to attract emerging business sectors and industries that complement and build upon existing business and industry in the county.
- Policy ED 3.2** Encourage tourism-related enterprises. Cultural and social activities should be encouraged, emphasizing the natural attractions, outdoor recreation, historic places, and agriculture related businesses unique to our area.
- Policy ED 3.3** Coordinate with the Port of Walla Walla in their efforts to involve other economic development entities in the implementation of the Port's Economic Development Plan for Walla Walla County.
- Goal ED 4 Recognize and support traditional agriculture and other natural resource-based industries, and also support developing new agricultural and resource-based businesses.**
- Policy ED 4.1** Protect agricultural resource lands from encroachment by incompatible uses and encourage direct farm-to-market distribution and accessory retail enterprises.
- Policy ED 4.2** Encourage resource based industries, including agriculture, forestry, aggregate extraction and those which protect and reduce risk to environmentally sensitive areas.

- Goal ED 5** **Support business and industrial development which creates opportunities for employment and economic prosperity for all citizens.**
- Policy ED 5.1** Encourage businesses and industries that provide sufficient income for wage-earners to afford the cost of living in the county.
- Policy ED 5.2** Ensure that public facilities and services are, or can be, available to serve business and industry at the time of development in accordance with concurrency requirements.
- Policy ED 5.3** Support the economic development sales tax fund and the use of those funds for projects that facilitate the creation or retention of businesses and jobs in the County.
- Policy ED 5.4** Regularly update and adopt an appendix to the comprehensive plan that lists projects eligible to receive economic development sales tax funds.
- Goal ED 6** **Support businesses by ensuring that requirements and timelines are clearly defined and communicated, and permit decisions are made in a timely manner.**
- Policy ED 6.1** Review and update development regulations on a regular basis to reduce duplication of processes, eliminate conflicting standards, and clarify ambiguous requirements.
- Policy ED 6.2** Standards should encourage new home based or cottage industries while at the same time protecting adjacent uses.
- Goal ED 7** Attract and retain a skilled and educated workforce to meet existing and emerging business needs.
- Policy ED 7.1** Support institutions and businesses that provide education and training programs that meet the needs of existing and emerging business sectors.
- Goal ED 8** **Ensure that technological infrastructure foundational to the modern economy is available throughout the county.**
- Policy ED 8.1** Support the provision of high-speed, open-access broadband service to all areas of the county, including rural areas.

12 BURBANK SUBAREA PLAN

12.1 INTRODUCTION

The Burbank Subarea Plan represents a region-specific plan for the Burbank community. More specifically, the Burbank Subarea Plan applies to the Burbank Urban Growth Area (UGA) and the Burbank Rural Activity Center. The subarea plan is consistent with and functionally a part of the Walla Walla County Comprehensive Plan. It expands upon the Comprehensive Plan by providing a growth management plan, goals and policies tailored to the particular needs of the Burbank community. The subarea plan should be revised as circumstances change or as new information becomes available.

12.1.1 APPLICABLE GROWTH MANAGEMENT ACT GOALS

Since the subarea plan for the Burbank community is an element of the Comprehensive Plan, and addresses a wide range of planning issues, all Growth Management Act (GMA) planning goals apply. See Chapter 1, Introduction, for a list of GMA planning goals.

12.1.2 APPLICABLE COUNTYWIDE PLANNING POLICIES

The Burbank Subarea Plan addresses a wide range of urban and rural planning issues. See Chapter 1, Introduction, for a summary of Countywide Planning Policies.

12.1.3 RELATIONSHIP TO VISION STATEMENT

The County has held various workshops related to the Subarea Plan and the Comprehensive Plan. As a result of those workshops, residents and property owners established the following vision for the Burbank community:

- The Burbank community envisions being an incorporated township in the future.
- Focus is toward maintaining a residential suburban "bedroom community" with priority on providing essential services in safety (law enforcement, fire and health protection) as well as in transportation and utility infrastructures. In addition to this, the area will be enhanced by planning land usage for agricultural, industrial, and

commercial purposes to provide excellent employment opportunities and a strong tax base.

- The natural beauty of the McNary Wildlife Refuge is to remain a major environmental centerpiece for the Burbank community.
- Provide a safe and comfortable living environment for community members consistent with a leisure living environment of bigger lots and supporting the farming community.

12.2 OVERVIEW OF THE BURBANK SUBAREA

The Burbank community is the largest unincorporated community in the county. For 2017, Burbank (census designated place) was estimated to have a population of 3,331 people (OFM 2017a). For the same year, the Burbank UGA was estimated to have a population of 1,953 (OFM 2017b).

12.2.1 LOCATION & GEOGRAPHICAL SETTING

The community of Burbank is situated at the confluence of the Columbia and Snake Rivers in western Walla Walla County. Originally platted in 1910 by the Burbank Power and Water Company, the town site of Burbank is the oldest surviving community in the county on the Columbia River. The nature of the area was dramatically altered in 1953 with the construction of the McNary Dam, creating Lake Wallula. Construction of the dam either submerged or displaced the original communities of Wallula, New Wallula, Attalia, Two Rivers, and Villard, while only a small portion of the town site of Burbank was displaced.

The Burbank community is essentially bisected by the 15,000-acre McNary National Wildlife Refuge (NWR) and the four-lane U.S. Highway 12. The Burbank UGA is about 2.6 square miles in size and is located primarily to the south of McNary NWR and U.S. Highway 12. The Burbank Rural Activity Center is about seven square miles in size and is located to the north of McNary NWR as well to the east of the UGA. The UGA is commonly referred to as the Burbank town site and the northerly part of the Rural Activity Center is known as Burbank Heights.

12.2.2 PLANNING FOR THE BURBANK SUBAREA

Planning for the Burbank area began in the 1960s with the development of the 1968 Development Plan, which described the zoning and development pattern of the community of Burbank. The Western Walla Walla Comprehensive Plan identified this community as

having the greatest potential for population growth of all communities in the county. Since 1968, few changes to the original zoning designations have been applied to the community. A revised comprehensive plan specific to the Burbank community was adopted in 1981. The 1981 Burbank/Burbank Heights Plan created a number of designations based on the anticipated population growth and the premise that both water and sewer service would be available during the life of that comprehensive plan.

In the early 1990s, the process of evaluating the land use and zoning plan for the Burbank community involved extensive public participation. The County distributed surveys, formed citizen advisory committees, and hosted a series of community workshops for local residents and property owners to share their concerns and desires regarding the future of the county and the Burbank community. In 1996, 1999, and 2007 the County hosted additional community workshops to reaffirm the vision for the community as established in earlier surveys and workshops.

As part of the 2018 update of the Comprehensive Plan, the County held two open houses in Burbank.

Figure 12-1. Burbank Fall Open House



Source: The Watershed Company

A portion of the Burbank community is characterized by urban uses and has some of the facilities to support urban development. Past planning for the community anticipated the development of full urban services over time and consequently lands were designated and

zoned for an urban level of development. Some older development in the town site is at relatively high densities and the provision of community water systems has enabled development of urban densities to take place in subdivisions.

A long-term goal of the community has been its eventual incorporation. Thus, a portion of the Burbank community located south of McNary NWR has been designated as a UGA as indicated on the Burbank Subarea land use map (Map BSA-1).

12.2.3 EXISTING CONDITIONS

The McNary NWR is a major land use in the Burbank community. It provides critical wildlife habitat areas for a diverse population of migratory birds, which depend heavily on the refuge for resting and nesting opportunities. This area has provided hunting, fishing, and wildlife viewing opportunities for a regional public on both public and private lands. In addition to its recreational amenities the wildlife refuge provides a significant aesthetic benefit to the community and contributes to its overall desirability as a place to live and work.

12.2.3.1 UGA

The Burbank UGA contains a mixture of single-family residential, industrial, commercial, and public reserve uses. In 2017 there were approximately 930 lots of varying sizes in the UGA. The majority of development is concentrated between U.S. Highway 12 and the Columbia River.

Industrial land uses in the UGA are concentrated on Port of Walla Walla (Port) property on the Snake River and in the area west of Maple Street. The Port controls much of the industrial land base in the Burbank area. The Port property in the northwest corner of the UGA is currently used for bulk material distribution operations that use existing rail and barge transportation facilities. Improvements at the U.S. Highway 12 and SR 124 intersection have allowed for more efficient transport to and from the existing barge and rail facilities. Under State law, the Port is a taxing district and is authorized to purchase lands for marketing, development, lease, and sale to commercial interests with the aim of improving the local economy. The Port's lands contribute to the economic vitality of the community and the county.

The Burbank UGA has two areas designated for commercial uses. One is located along the east and west sides of the U.S. Highway 12 by the Humorist Road overpass and the other is located on Second Avenue. Both provide neighborhood commercial services. Additionally, land owned by the Port located northwest of the intersection of Humorist Road and U.S. Highway 12 is designated for a mix of commercial and light-industrial uses. This area is

zoned Industrial/Business Park and has been subdivided under a Development Agreement; development of the Burbank Business Park began in 2017 with the construction of two new convenience stores and gas stations.

12.2.3.2 RURAL ACTIVITY CENTER

The Rural Activity Center is located north of the McNary NWR and in the Basin Drive area. Both areas are separated from the Burbank UGA and have a character distinct from the UGA. The Rural Activity Center north of the UGA is composed largely of one- to two-acre residential single-family parcels with some slightly higher density development overlooking the Snake River.

12.2.4 POPULATION & FUTURE LAND USE DESIGNATIONS

The latest population projections from the Washington State Office of Financial Management indicate that Walla Walla County can expect a population increase of over 10,000 people by the year 2038 (see Chapter 5, Land Use Element). From 2010-2017, the Burbank population increased by 40 people. If a similar growth rate were to continue, Burbank would grow by approximately 120 people by 2038. It should be noted that population estimates are inexact and adjustments to these figures will be made periodically as part of the County's process for monitoring growth and land uses consistent with the requirements of the GMA.

The intent of the Burbank Subarea Plan and the Walla Walla County Comprehensive Plan are to encourage new growth to occur in UGAs and to a lesser extent in the Rural Activity Center. Basic assumptions were used to determine the land uses depicted on the Burbank Subarea land use map, as identified below (Map BSA-1).

- Actual use is the primary indicator of where lands are most suitable and desirable for small acreage single-family development, hobby farms, and other uses that can be developed in harmony with the community vision.
- Generally, the lower density land use designations are on lands with the highest development constraints (e.g., steep slopes, critical areas, floodplains, and near active commercial agriculture). The highest densities are in areas already platted to smaller lots (the UGA) or in Rural Activity Centers.
- The County Department of Community Health requirements for water and domestic waste disposal will continue to dictate minimum lot size in the absence of full public utilities.

The approximate amount of land devoted to the different land use designations in the Burbank subarea are as follows (Map BSA-1):

- Agriculture Residential: 1,272 acres
- Rural Agriculture: 820 acres
- Rural Residential 2-5 (Burbank Rural Activity Center): 1,382 acres
- Residential Single Family: 1,073 acres
- Commercial: 23 acres
- Industrial: 368 acres
- Public Reserve: 1,173 acres

12.2.4.1 BURBANK URBAN GROWTH AREA LAND USE DESIGNATIONS

Industrial

The purpose of the Industrial designation in Burbank is to provide for industrial and business park developments in a way that protects nearby residential uses and public schools. The designation allows a broad range of industrial, distribution, wholesale, assembly, manufacturing, office, and commercial uses. Heavy industrial uses are located on properties near the Snake and Columbia Rivers and U.S. Highway 12 for convenient access and minimal impacts on residential uses. Light industrial and business park uses are intended to provide a transition between heavy industrial uses and residential land uses. The business park includes retail commercial uses intended to help meet future long-term needs of the community and the anticipated employees of the business park.

The essential functions the Industrial land use designation is intended to fulfill are to:

- provide employment,
- expand and diversify the tax base, and
- sustain and enrich the local and regional economy.

Commercial

There is a need for commercial development to serve the existing population. Most commercial development in the near future will be of the neighborhood commercial type as the established regional shopping centers in the Tri Cities area will continue to serve the

residents of Burbank. The Subarea Plan acknowledges the historical commercial center of the community while recognizing the need to meet future long-term needs of the community at a location in the vicinity of Humorist Road and U.S. Highway 12. This area provides good arterial and highway access and can be efficiently and adequately served by urban services. Under existing conditions both areas are limited due to the lack of urban services. In light of the commercial opportunities also available at the mixed light-industrial/commercial business park, the land use plan map allows for sufficient commercial lands to accommodate the anticipated growth in the Burbank Subarea through 2038.

Residential Single Family

Lands designated as Residential Single Family on the land use map are all located in the Burbank UGA. This designation permits a wide range of urban residential densities. This land use designation is the largest land use designation in the UGA.

Public Reserve

This district is exclusively reserved for public and semipublic uses in order to preserve and provide lands for those community facilities which serve the public health, safety, and general welfare of the County. In the Burbank UGA this designation is applied to lands used for schools and public facilities.

12.2.4.2 BURBANK RURAL ACTIVITY CENTER LAND USE DESIGNATIONS

Rural Agriculture

This land use designation is primarily agricultural with a mix of residential land uses. Limited home occupations that are clearly incidental to the agricultural nature of these areas are allowed. A limited amount of commercial-tourism activities are allowed in this district, while limited commercial businesses that support agriculture are encouraged, with those uses having a high nuisance value, safety issues, or environmental implications allowed only by conditional use permit. Large-scale natural resource-processing industry is not considered a compatible use, except on a limited basis. The allowed density in this designation is one dwelling unit per five to ten acres. These lands lie outside of the Burbank UGA and outside of a designated water system service area.

Land divisions that comply with the minimum lot size of five or ten acres are allowed, provided that adequate provision of public facilities, utilities, and services such as water, wastewater disposal, and access to public roads is available concurrent with the final approval of the short plat. The maximum number of lots will continue to be determined at the rate of one unit per five to ten acres.

Rural Residential 2-5 (Burbank Rural Activity Center)

These lands are intended to maintain the rural aspects of the county and to provide buffering or transitions between existing rural developments and areas of higher or lower densities and have two- to five-acre minimum lot sizes. Certain limited recreational and community-oriented cultural land uses are allowed in this land use designation.

Agriculture Residential

This land use designation is intended for areas currently in agricultural use that are located adjacent to existing rural lands or to the UGA. This land use designation is primarily agricultural with a mix of residential land uses. Limited home occupations that are clearly incidental to the agricultural nature of these areas are allowed. A limited amount of commercial / tourism activities is allowed in this district. Large scale natural resource processing industry is not considered a compatible use, except on a limited basis. This designation establishes a density of one dwelling unit per ten acres. A more detailed description of this designation is provided in Chapter 6, Rural and Resource Lands.

Public Reserve

As is true in the Burbank UGA, this designation is exclusively reserved for public and semipublic uses in order to preserve and provide lands for those community facilities which serve the public health, safety, and general welfare of county residents. In the Burbank Rural Activity Center, this designation is applied to lands in the McNary NWR.

The zoning districts that implement the various land use designations in the Burbank area are indicated on Table 12-1 below:

Table 12-1. Burbank Land Use Designations and Implementing Zoning Districts

Land Use Designation	Implementing Zoning Districts
Residential Single Family	Burbank Residential
Burbank Rural Residential: 2-5 (Burbank Rural Activity Center)	Rural Residential 2 acre Rural Residential 5 acre
Rural Agriculture	Rural Residential 5 acre Rural Agriculture 10 acre
Agriculture Residential	Agriculture Residential 10 acre
Commercial	Burbank Commercial
Industrial	Heavy Industrial Industrial/Business Park
Public Reserve	PR Zone

12.2.5 TRANSPORTATION

This section describes the transportation infrastructure in the Burbank community.

Roadways

The Burbank community is greatly affected by pass through traffic on two highways: U.S. Highway 12 and SR 124. As stated previously, U.S. Highway 12 runs north and south effectively bisecting the community. This four-lane route provides easy access to nearby communities and serves as the major thoroughfare from the Tri Cities and the west into the City of Walla Walla and Umatilla, Oregon. SR 124 (Ice Harbor Drive) is a major east west roadway that traverses through the Burbank Rural Activity Center. It links Burbank and U.S. Highway 12 with the northern portion of the county, including the cities of Prescott and Waitsburg. The recent widening of U.S. Highway 12 made vehicular access to, from, and across the highway safer at the two major intersections in the community.

As indicated in Chapter 8, Transportation Element, all roads in the area currently operate at acceptable levels of service and are projected to remain operating at acceptable levels through 2038.

Pedestrian & Bicycles

There are a limited number of sidewalks in Burbank, concentrated in proximity to the schools. Since most of the residential streets have fairly light traffic, no discernable conflict exists between automobile, pedestrians, and bicyclists. Pedestrian access across U.S. Highway 12 was improved with the widening of the highway to four lanes.

Public Transit Service

Public transit service is currently not available in Burbank.

Railroads

There are two rail lines that serve the Burbank community. The Burlington Northern Santa Fe Railroad connects the county with the Tri Cities and Yakima to the west and provides rail service to the industrial areas in the Burbank UGA. The Union Pacific Railroad owns and operates the second rail line that runs along the eastern portion of Burbank. Both railroad companies connect at a rail hub adjacent to the Boise Paper company, located south of Burbank. Neither company currently offers passenger rail service.

Air Transportation

Air transportation service for the Burbank area is provided at the Tri Cities Airport located approximately 10 miles north of Burbank in Pasco, and at the Walla Walla Regional Airport approximately 50 miles east of Burbank.

Water Transportation

The Columbia and Snake Rivers support an inland commercial water transportation system used primarily for bulk commodity transport. Dock facilities for the loading and unloading of bulk materials and other industrial products are located on the Snake River shoreline of the Port's property in the UGA. This waterborne transportation capability is vital to the county's economy. Additionally, Hood Park features a boat launch for recreational use.

Transportation Improvement Program

The Six-Year Transportation Improvement Program (TIP) is the County's blueprint for capital expenditures related to transportation facilities. As such it addresses the transportation needs of the Burbank community. For a discussion of the TIP see Chapter 8, Transportation.

12.2.6 CAPITAL FACILITIES

The County does not provide water, sewer, or other utility service in the Burbank area. At present, these services are provided by private property owners, private enterprise, the Port or homeowners associations. Chapter 10, Capital Facilities Element, provides additional existing and projected conditions for various public facilities.

Water Service

Revised Code of Washington (RCW) 36.94.020 states that the construction, operation, and maintenance of a system of sewers and water are a county purpose. Under State law, all new public water systems must be owned or operated by a satellite system management agency. This ensures that new systems have sufficient management and financial resources to provide safe and reliable service to the users. If a system loses its owner or operator due to noncompliance, the system goes into receivership. If no system management agency or person is willing to be named as a receiver the court names the County as a receiver of last resort.

In 1978, the Board of County Commissioners established a Critical Water Supply Service Area in response to a preliminary assessment of water system problems related to public water supply prepared by the State Department of Social and Health Services. This assessment identified initial problems consisting of unreliable service and uncoordinated planning.

In 1981, the Western Walla County Coordinated Water System Plan (CWSP) was prepared under the direction of the Western Walla Walla County Utility Coordinating Committee. This plan provided procedures for planning for safe, reliable water systems by examining water

quality, system storage, and system reliability. Updated in 1999 and again in 2004, the plan identified five major public water systems in operation that had the potential to intertie and share facilities: Burbank Irrigation District No. 4, Columbia View Water Services, Harrison Ray Water Company, Arlene's Addition, and Westbourne Acres Subdivision. These water systems account for more than 700 metered and unmetered services in the Burbank area (Water Utility Coordinating Committee 1999). The 2004 plan amendment authorized the formation of a new water system by the Port. Since then, the Port has constructed the system, which serves Port properties, the local school district, and a small local water district (Port of Walla Walla 2012).

In summarizing system deficiencies, the CWSP stated that water quality within three of the water systems did not meet the nitrate standard of the Safe Drinking Water Act, and recommended that this condition be improved as soon as possible. Furthermore, the plan indicated that system reliability is deficient for the following reasons and recommended the upgrading of systems.

- Pipe sizes and configurations are too small or not looped so that in emergency situations it is questionable whether system pressure could be maintained or fire flows provided.
- Some systems rely on a single source of supply and most systems do not have emergency power sources or standby pumps.
- Storage is inadequate to provide a sufficient volume of water for fire flow.
- Two systems do not have fire hydrants.

Sewer Service

In 2015, sewer service became available in limited areas of Burbank. The Port is now operating a sewer utility enterprise in Burbank. The utility currently serves the Burbank School District and the Port's industrial and business parks.

The extensive use of on site septic systems in remaining areas has the potential for contaminating the underlying shallow aquifer. The fact that water passes quickly through the soil in this area increases the potential for groundwater contamination. On site septic systems rely exclusively on purification of the effluent by microorganisms in the soil. High percolation levels do not allow microorganisms enough time to properly treat the effluent, which in turn, contributes further contaminants to the water supply.

Parks & Recreation

Outside of the facilities available at the local schools on Maple Street, there are no local or neighborhood recreation facilities in the Burbank UGA. Hood Park, a regional park operated by the U.S. Army Corps of Engineers, is located in the Burbank Rural Activity Center. The Washington State Department of Transportation currently maintains a community trail and bike path that runs under the Snake River Bridge from the west side of U.S. Highway 12 to Hood Park. Because of its close proximity, the McNary NWR offers a wide variety of recreational opportunities for residents and employees in Burbank.

Figure 12-2. McNary National Wildlife Refuge (circa 1950)



Source: The Watershed Company

Fire, Emergency Medical & Law Enforcement Services

Fire protection and emergency medical services are provided by the Walla Walla Fire District #5. Fire District #5 serves approximately 92 square miles, with four fire stations located in Burbank and the surrounding area: one each in the Burbank UGA, the Burbank Rural Activity Center, Wallula, and Sun Harbor Estates.

The Fire Chief (a full-time career position) manages the day-to-day operations of the district. Currently, there are two full-time career officers (Captain and Training Lieutenant),

one career Lieutenant/Paramedic, one full-time Administration Assistant, six part-time resident-firefighters, 25 part-time volunteer firefighters, and three support service members.

Long range fire protection needs may require additional resources to maintain an effective level of protection, particularly with increased industrial development. Long range fire protection needs will require integration of long range water needs. The source, storage capacity, and distribution of water systems and fire hydrants must be adequate to provide sufficient volume and pressure for firefighting needs.

Police protection for the Burbank community is provided by the County Sheriff's Office. A Sheriff's office annex is located in the Burbank Rural Activity Center fire station. This annex primarily serves as a local office to conduct interviews, complete daily paperwork, and as a general office for the deputies assigned to the area.

Schools

The Burbank community is served by the Columbia School District. The Columbia School District operates three schools on a large campus: Columbia Elementary (K-5), Columbia Middle School (6-8), and Columbia High School (9-12). The district's student count in May 2017 was 775 students, with 365 students in elementary school, 167 students in middle school, and 243 in high school (OSPI 2018). All schools are equipped with satellite equipment and computers.

A \$4,500,000 construction bond for the Columbia School District was recently approved. This bond will largely go towards completing health, safety and infrastructure improvements throughout the campus and adding a needed new elementary school gymnasium and additional classrooms.

12.3 GOALS & POLICIES

12.3.1 COMMUNITY

Goal BU 1 **Encourage the participation of the Burbank community in the planning process.**

Policy BU 1.1 Encourage the participation of community groups that represent the values and ideals of the community.

12.3.2 LAND USE

- | | |
|----------------------|--|
| Goal BU 2 | Provide the public policy framework for orderly development of the area while maintaining the rural character and lifestyle of the community outside the Burbank UGA. |
| Policy BU 2.2 | Guide the development of the community with a balance of residential, commercial, industrial, and agricultural land uses. |
| Policy BU 2.3 | Encourage land use decisions that are sensitive to the character of the community. |
| Policy BU 2.4 | Encourage new residential development to locate in areas near or adjacent to existing development prior to expansion into the outer periphery of the community. |
| Policy BU 2.5 | Designate sufficient land for industrial and commercial uses within the UGA which will provide for a tax base for the eventual incorporated community. |
| Policy BU 2.6 | Development of commercial areas should be part of an overall development plan to ensure adequate access, parking, and landscaping. |
| Policy BU 2.7 | Develop industrial areas in a manner that creates an orderly transition from more intense land uses to less intense land uses, for example, by buffering heavy industrial uses from existing residential uses. |
| Policy BU 2.8 | Encourage the location of schools and other public facilities to be contiguous and centrally located. |
| Goal BU 3 | Provide areas for light and heavy industrial development to create a more diverse employment and economic base for the community. |
| Policy BU 3.1 | Facilitate development of the Port's industrial / business parks to stimulate economic growth. |
| Goal BU 4 | Provide areas for light industrial uses closer to developed areas where both the business and community can benefit. |

Policy BU 4.1 Encourage the location of industrial businesses such as manufacturing, assembly, farm equipment, and auto sales into the area.

Goal BU 5 **Develop and preserve residential neighborhoods.**

Policy BU 5.1 Provide separate areas in the community for different types and densities of housing.

12.3.3 CAPITAL FACILITIES

Goal BU 6 **Implement the Burbank UGA in a manner that encourages eventual incorporation and the provision of urban services.**

Policy BU 6.1 Implement the Western Walla Walla County Coordinated Water System Plan.

Policy BU 6.2 Seek cooperation from the Port of Walla Walla in establishing core utilities where possible.

Goal BU 7 **In the long-term, sewer service should be provided by a single integrated entity.**

Policy BU 7.1 Encourage the investigation of community sewer service with assistance from the County.

Goal BU 8 **Ensure the Burbank community has adequate access to County services.**

Policy BU 8.1 Consider providing a physical location for County services in Burbank.

12.3.4 PARKS & RECREATION

Goal BU 9 **Support the provision of parks and recreational facilities to serve the active and passive recreational needs of the community.**

Policy BU 9.1 Locate park facilities to be easily accessible from residential neighborhoods.

Policy BU 9.2 Develop a system of pedestrian, equestrian, and bicycle paths to connect to existing and future park facilities.

- Policy BU 9.3** Encourage the development of parks and recreation facilities that take advantage of natural open space.
- Policy BU 9.4** Preserve the beauty of the McNary National Wildlife Refuge as a major environmental centerpiece.
- Policy BU 9.5** Encourage new developments to provide park and recreation amenities such as play areas and paths based on the demands of each development.

12.3.5 TRANSPORTATION

- Goal BU 10** **Provide a safe and efficient transportation and circulation system that addresses the needs of the Burbank community.**
- Policy BU 10.1** Encourage adequate multi modal transportation facilities.
- Policy BU 10.2** Support the provision of affordable public transportation to the City of Walla Walla and the Tri Cities.

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13.12 CHAPTER 12

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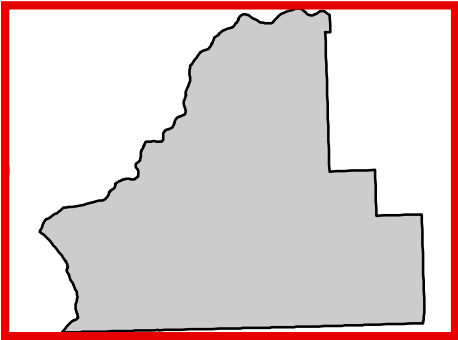
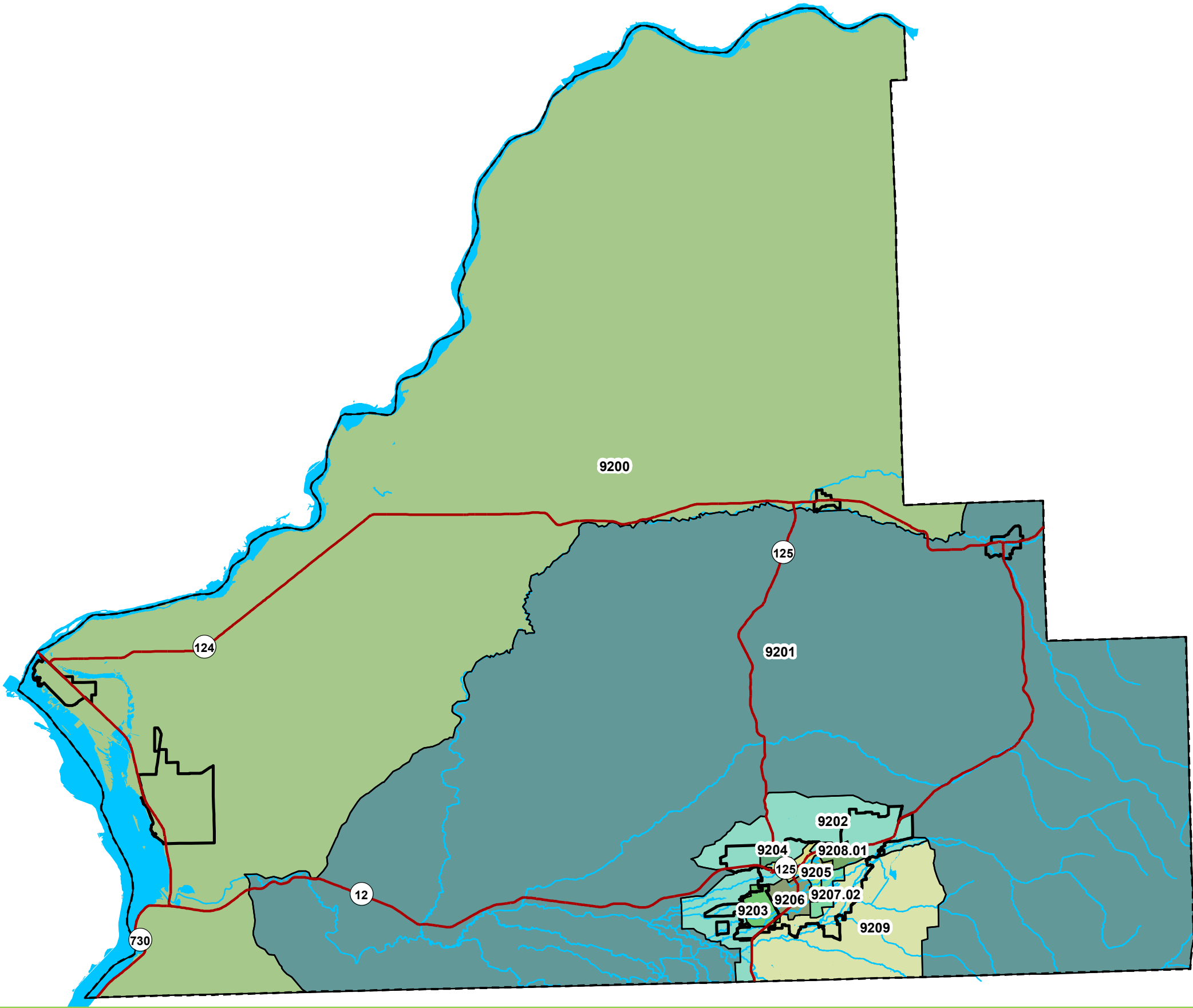
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MAP LU-3	LAND USE DESIGNATIONS - College Place / Walla Walla Area
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MAP LU-5	LAND USE DESIGNATIONS - Waitsburg Area
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CENSUS TRACT BOUNDARIES - Walla Walla County



BASE MAP LAYERS

- County Boundary
- Urban Growth Area
- State Highway
- Streams
- Rivers/Water Bodies

CENSUS INFORMATION

Census Tract Name

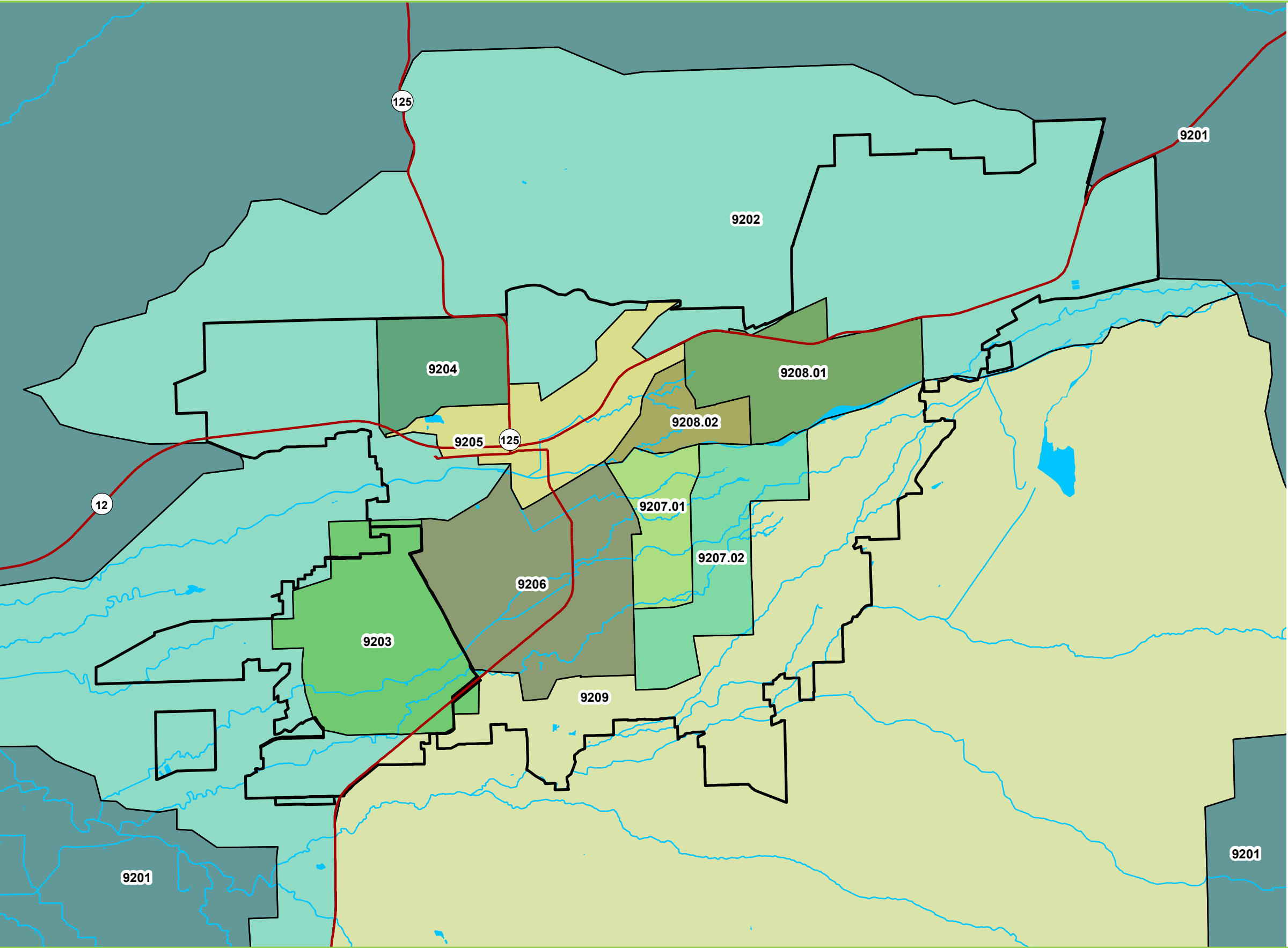
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- 9201
- 9202
- 9203
- 9204
- 9205
- 9206
- 9207.01
- 9207.02
- 9208.01
- 9208.02
- 9209
- Census Tract Boundary

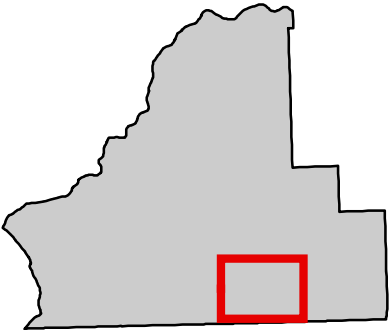


0 2.5 5 mi



CENSUS TRACT BOUNDARIES - College Place / Walla Walla Area





BASE MAP LAYERS

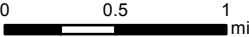

- County Boundary
- Urban Growth Area
- State Highway
- Streams
- Rivers/Water Bodies


CENSUS INFORMATION

Census Tract Name

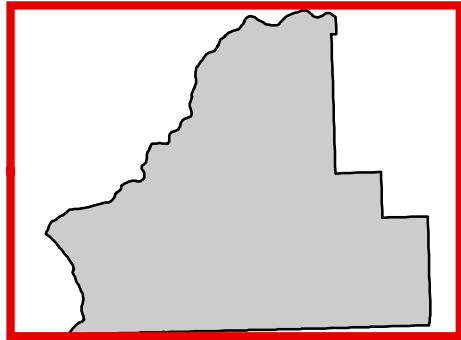
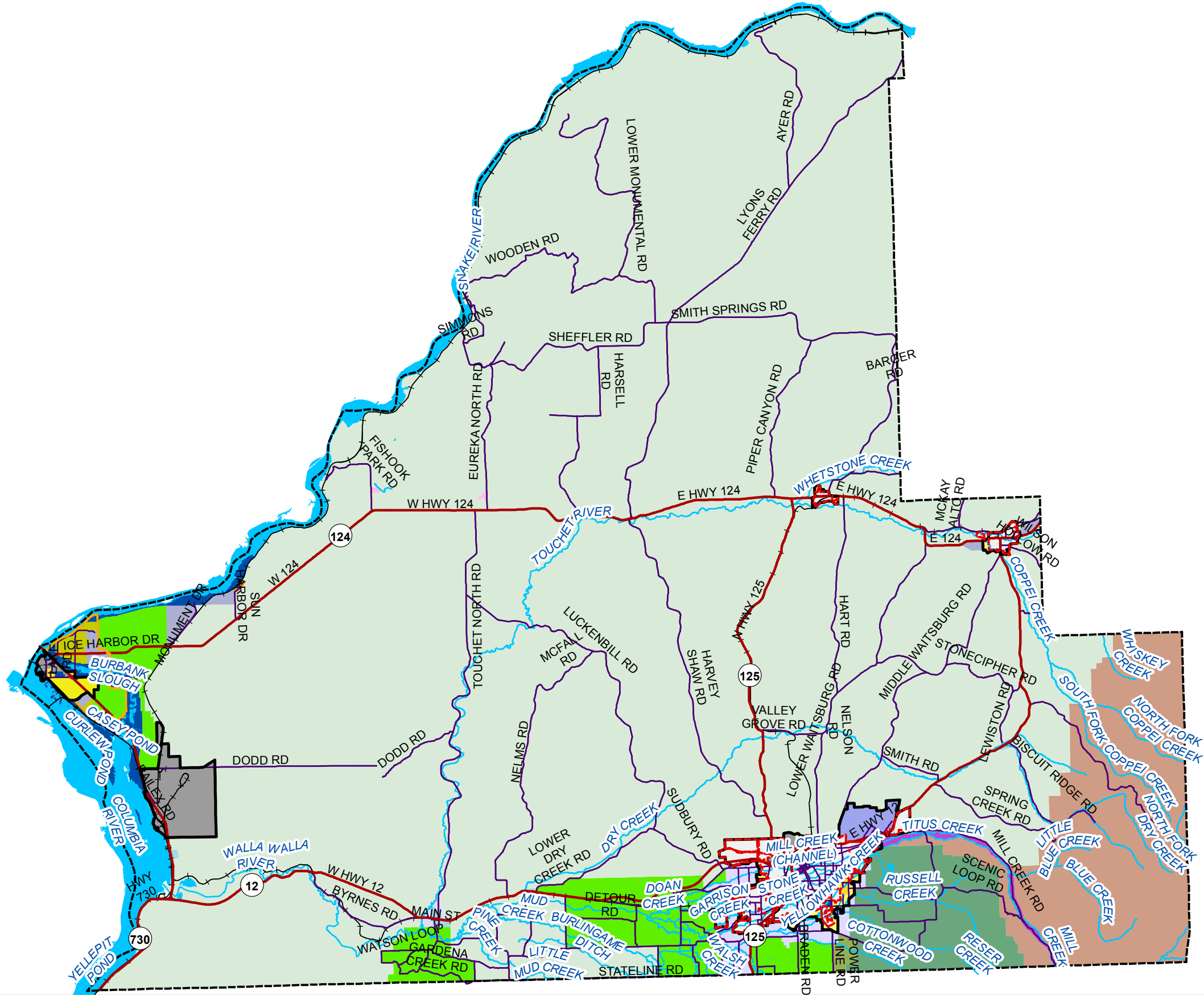
- 9201
- 9202
- 9203
- 9204
- 9205
- 9206
- 9207.01
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- 9209

Census Tract Boundary





LAND USE DESIGNATIONS - Walla Walla County



BASE MAP LAYERS

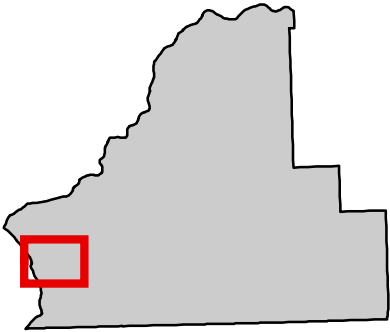
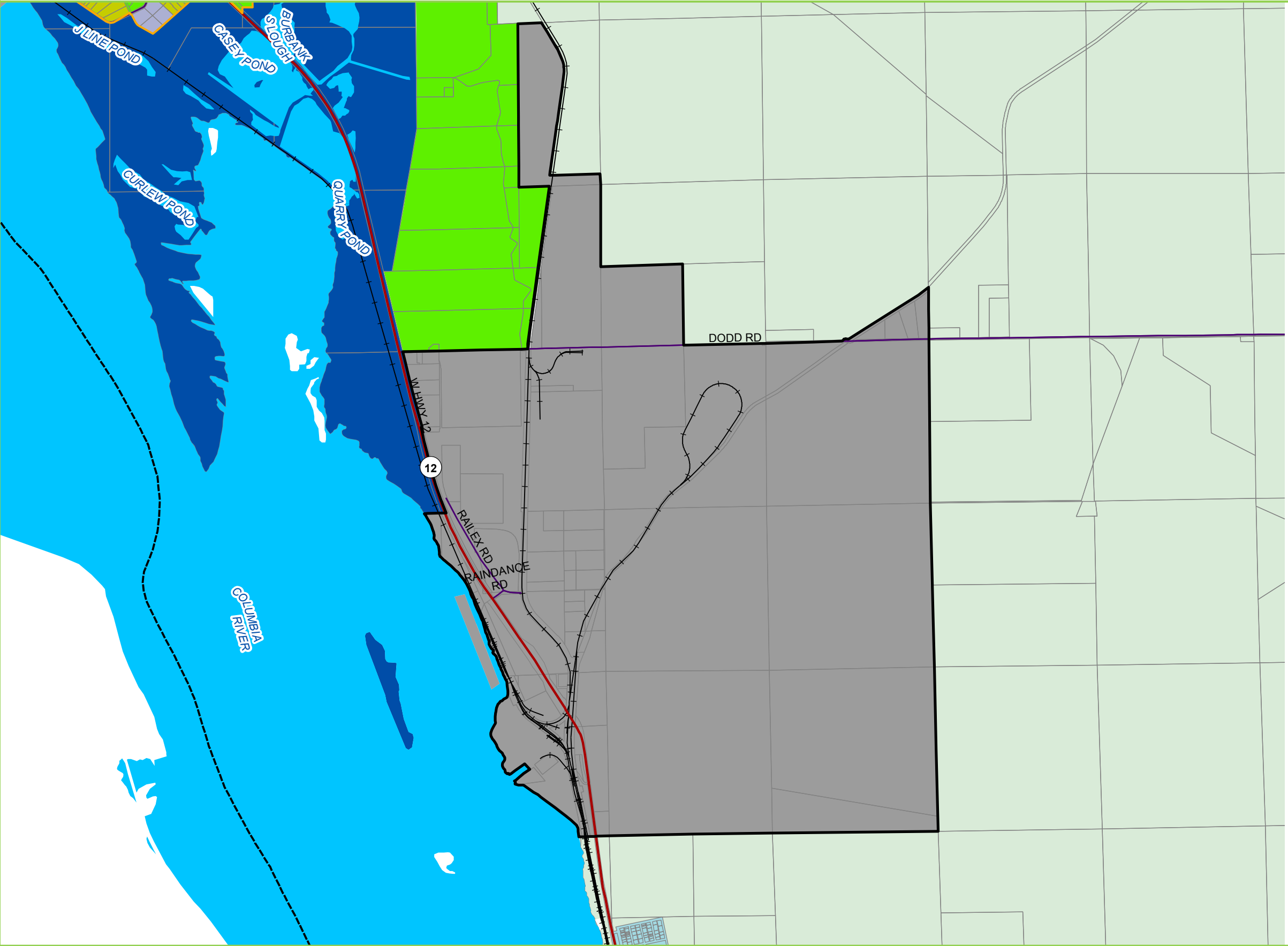
- County Boundary
- City Limits
- Incorporated Area
- Urban Growth Area
- Burbank Rural Activity Center
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

LAND USE DESIGNATIONS

- | | |
|-----------------------------|-------------------------------------|
| Resource | Rural |
| Agriculture | LAMIRD |
| Residential | Public Reserve |
| Exclusive Agriculture | Rural Activity Center |
| General Agriculture | Rural Agriculture |
| Primary Agriculture | Rural Farm Worker Community |
| Urban | Rural Remote |
| Airport | Rural Residential 2-5 (Burbank RAC) |
| Commercial | Rural Residential 5 |
| Industrial | Rural Residential Mill Creek |
| Low Density Residential | |
| Master Planned Community | |
| Medium Density Residential | |
| Multiple Family Residential | |
| Public Reserve | |
| Residential Single Family | |



LAND USE DESIGNATIONS - Attalia Industrial Area



BASE MAP LAYERS

- | | |
|-------------------------------|---------------------|
| County Boundary | State Highway |
| Urban Growth Area | Public Road |
| Burbank Rural Activity Center | Railroads |
| Tax Lot Boundary | Rivers/Water Bodies |

LAND USE DESIGNATIONS

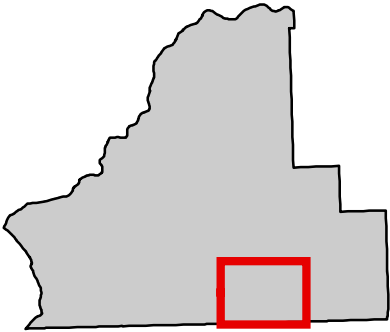
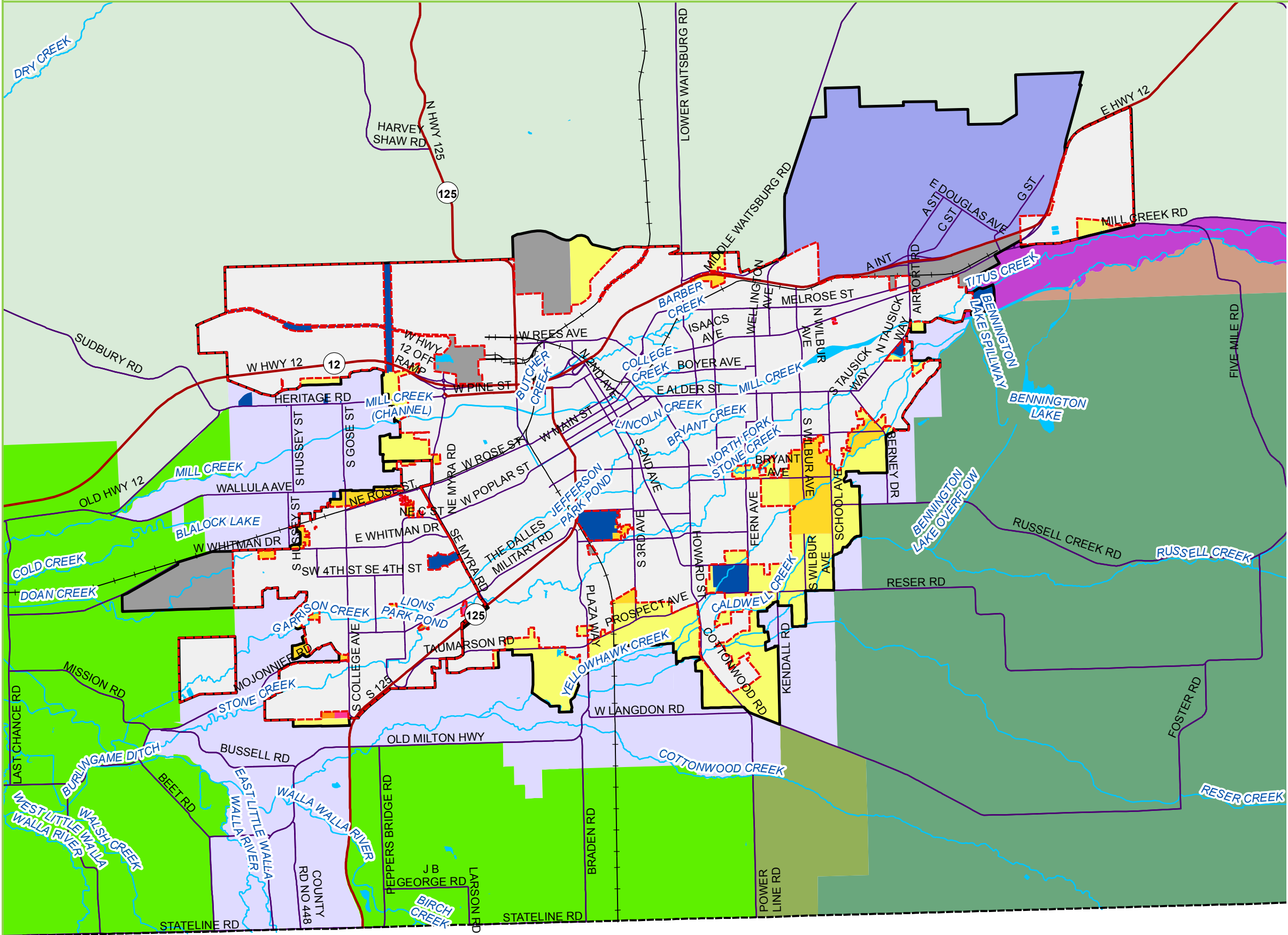
- | | |
|-------------------------|-------------------------------------|
| Resource | Rural |
| Agriculture Residential | Public Reserve |
| Primary Agriculture | Rural Activity Center |
| Urban | Rural Agriculture |
| Industrial | Rural Residential 2-5 (Burbank RAC) |
| Public Reserve | |



0 0.35 0.7
mi



LAND USE DESIGNATIONS - College Place / Walla Walla Area



BASE MAP LAYERS

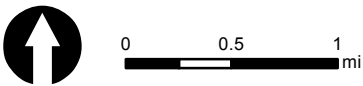
County Boundary	State Highway
City Limits	Public Road
Incorporated Area	Railroads
Urban Growth Area	Streams
	Rivers/Water Bodies

LAND USE DESIGNATIONS

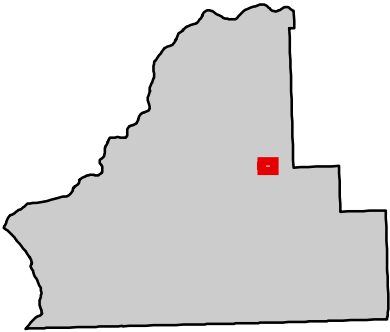
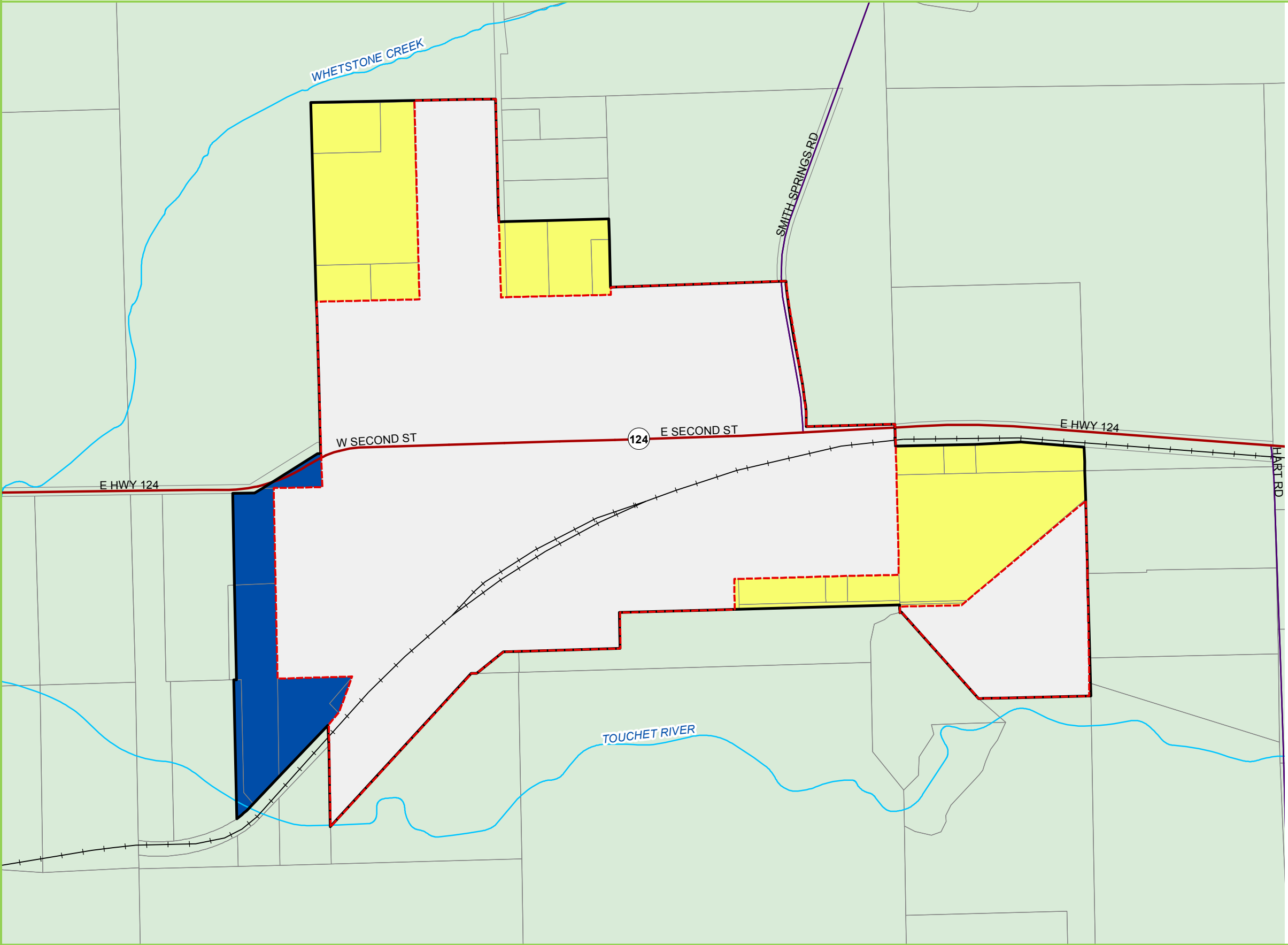
Resource	Rural
Agriculture Residential	Public Reserve
Exclusive Agriculture	Rural Remote
General Agriculture	Rural Residential 5
Primary Agriculture	Rural Residential Mill Creek

Urban

Airport
Commercial
Industrial
Low Density Residential
Master Planned Community
Medium Density Residential
Multiple Family Residential
Public Reserve



LAND USE DESIGNATIONS - Prescott Area



BASE MAP LAYERS

- | | |
|-------------------|---------------|
| County Boundary | State Highway |
| City Limits | Public Road |
| Incorporated Area | Railroads |
| Urban Growth Area | Streams |
| Tax Lot Boundary | |

LAND USE DESIGNATIONS

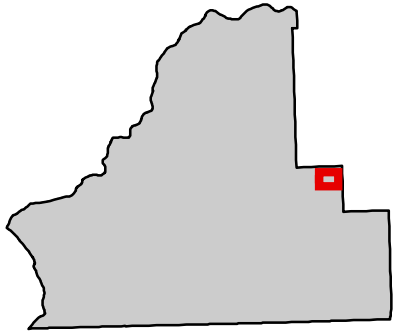
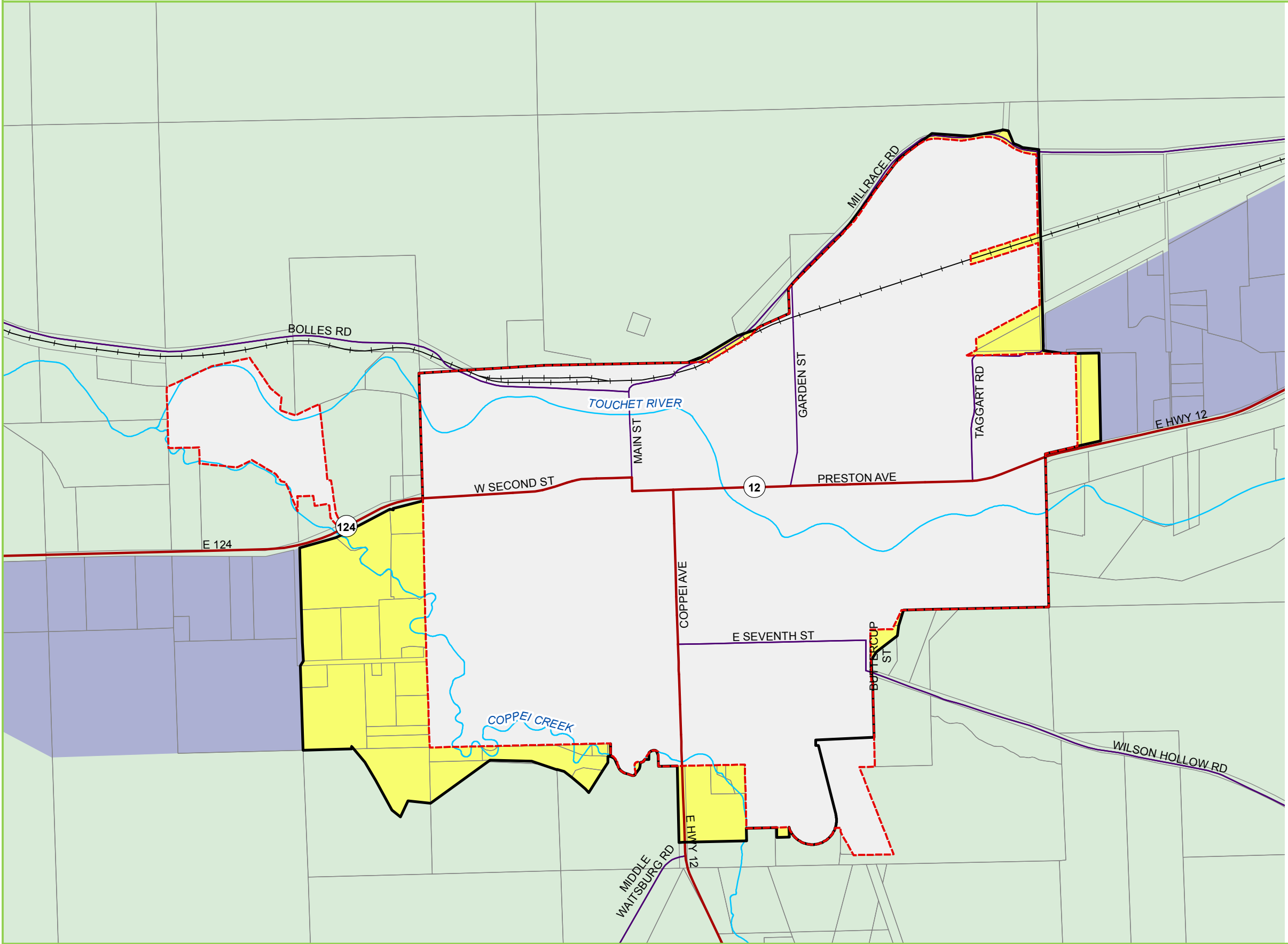
- | Resource | Rural |
|-------------------------|----------------|
| Primary Agriculture | Public Reserve |
| Urban | |
| Low Density Residential | |
| Public Reserve | |



0 0.08 0.16
mi



LAND USE DESIGNATIONS - Waitsburg Area



BASE MAP LAYERS

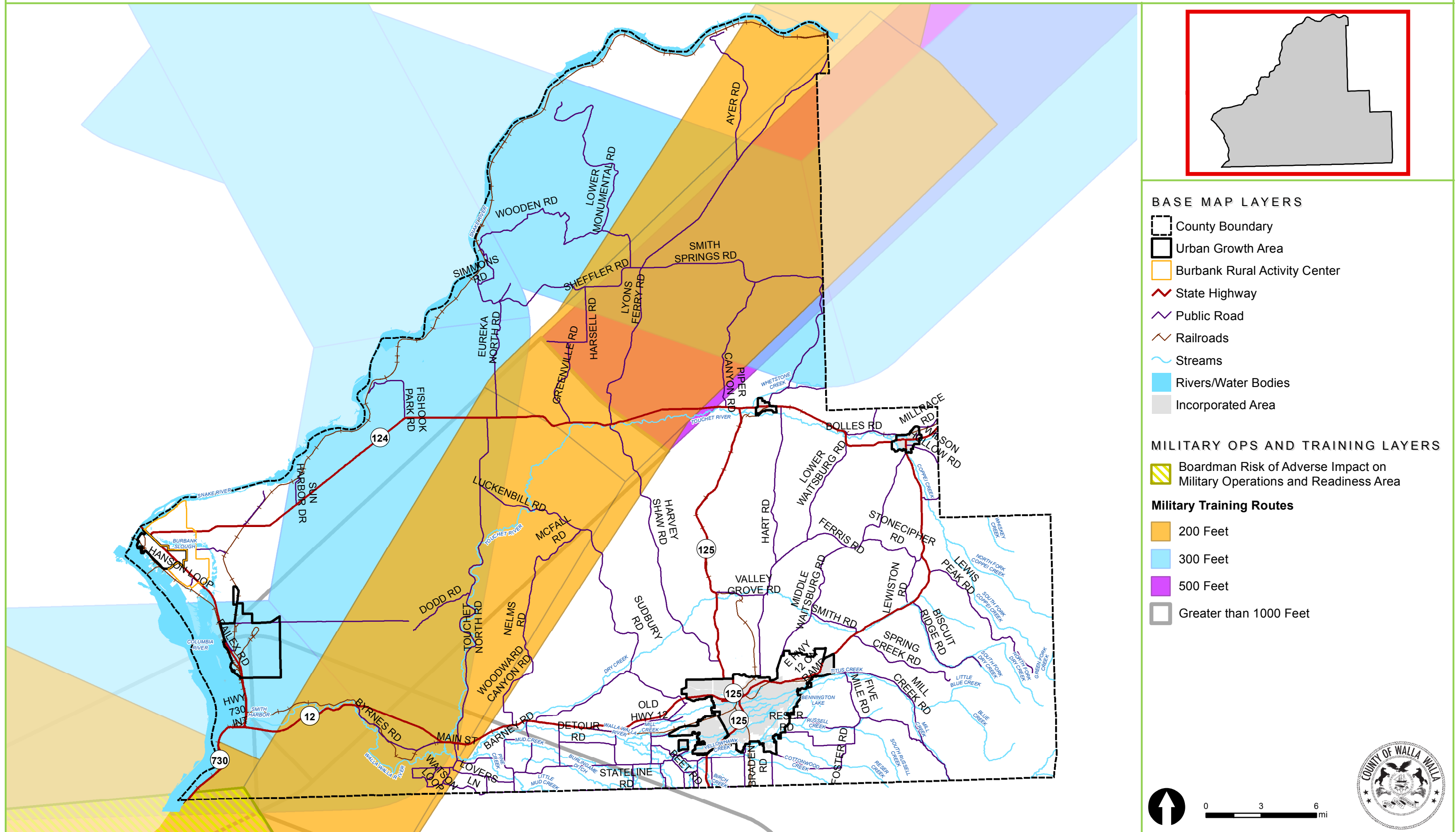
- County Boundary
- City Limits
- Incorporated Area
- Urban Growth Area
- Tax Lot Boundary
- State Highway
- Public Road
- Railroads
- Streams

LAND USE DESIGNATIONS

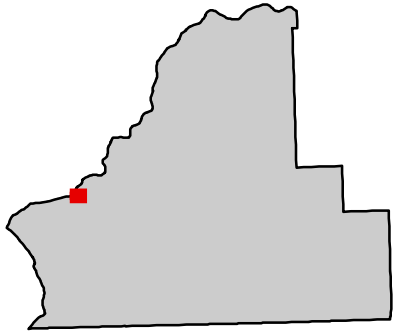
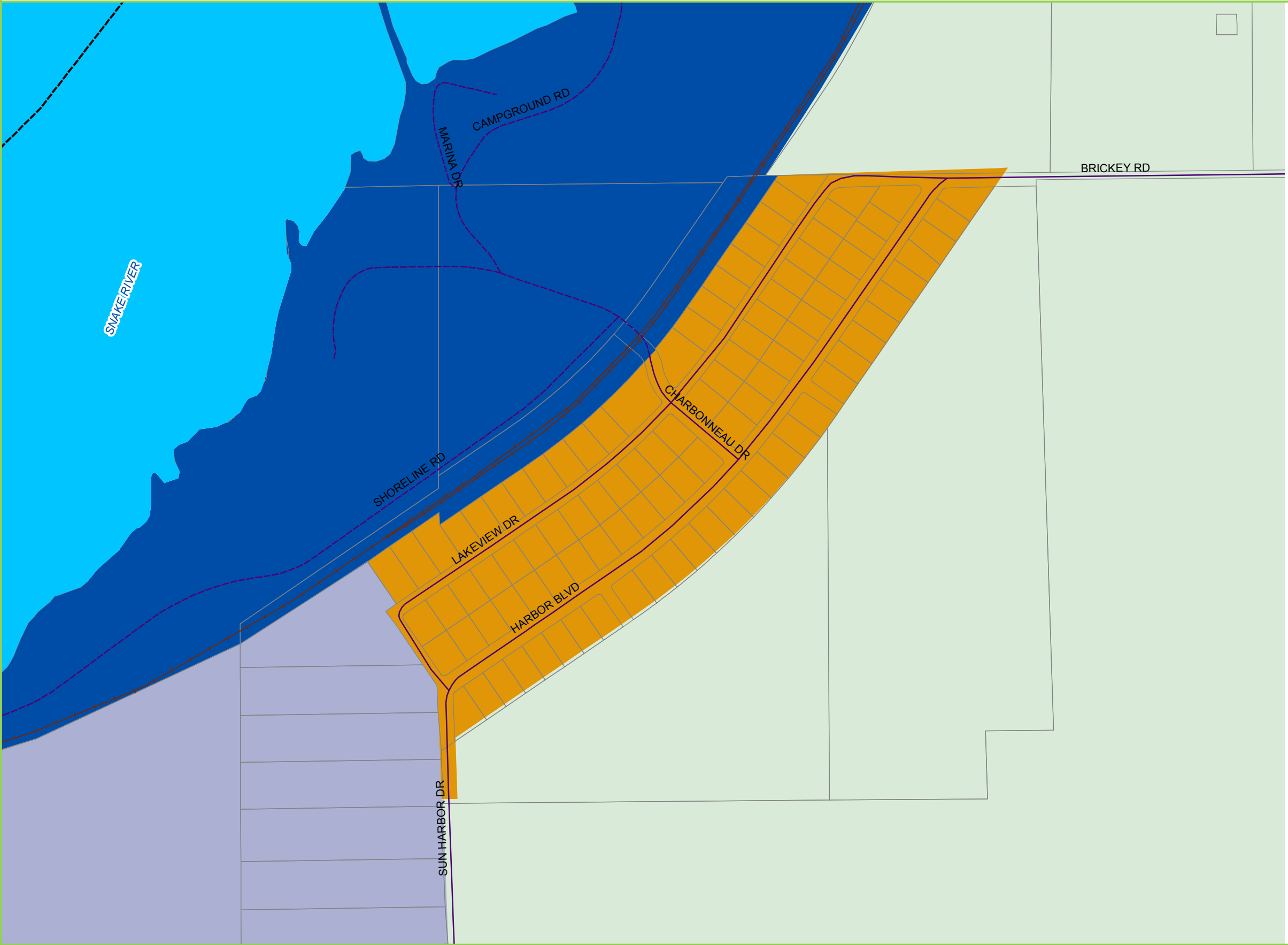
- Resource
- Rural
- Urban
- Primary Agriculture
- Rural Agriculture
- Low Density Residential



MILITARY TRAINING ROUTES & SPECIAL USE AIRSPACE 1000 FEET & BELOW - Walla Walla County



RURAL AND RESOURCE LANDS - Sun Harbor Estates



BASE MAP LAYERS

- County Boundary
- State Highway
- Private Road
- Public Road
- Railroads
- Rivers/Water Bodies
- Tax Lot Boundary

LAND USE DESIGNATIONS

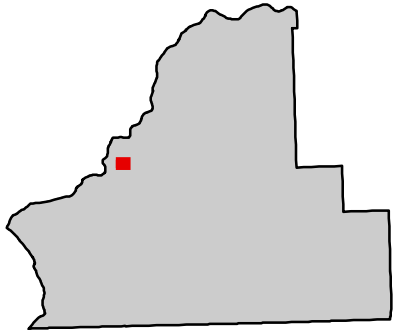
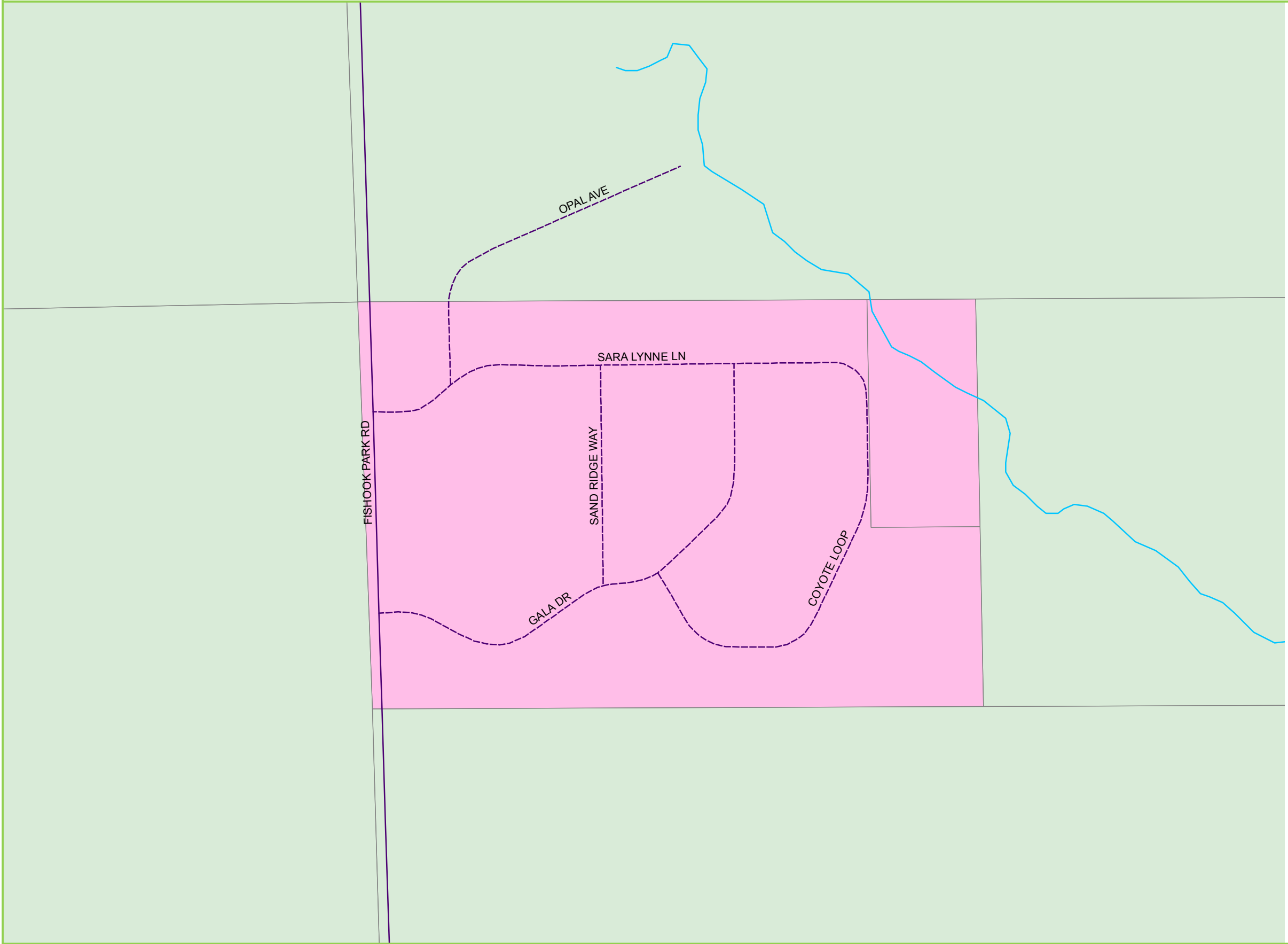
- Rural**
- LAMIRD
 - Public Reserve
 - Rural Agriculture
- Resource**
- Primary Agriculture



0 0.055 0.11 mi



RURAL AND RESOURCE LANDS - Vista Hermosa Rural Farmworker Community



BASE MAP LAYERS

- County Boundary
- State Highway
- Private Road
- Public Road
- Railroads
- Streams
- Tax Lot Boundary

LAND USE DESIGNATIONS

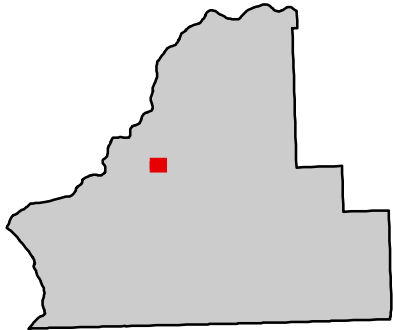
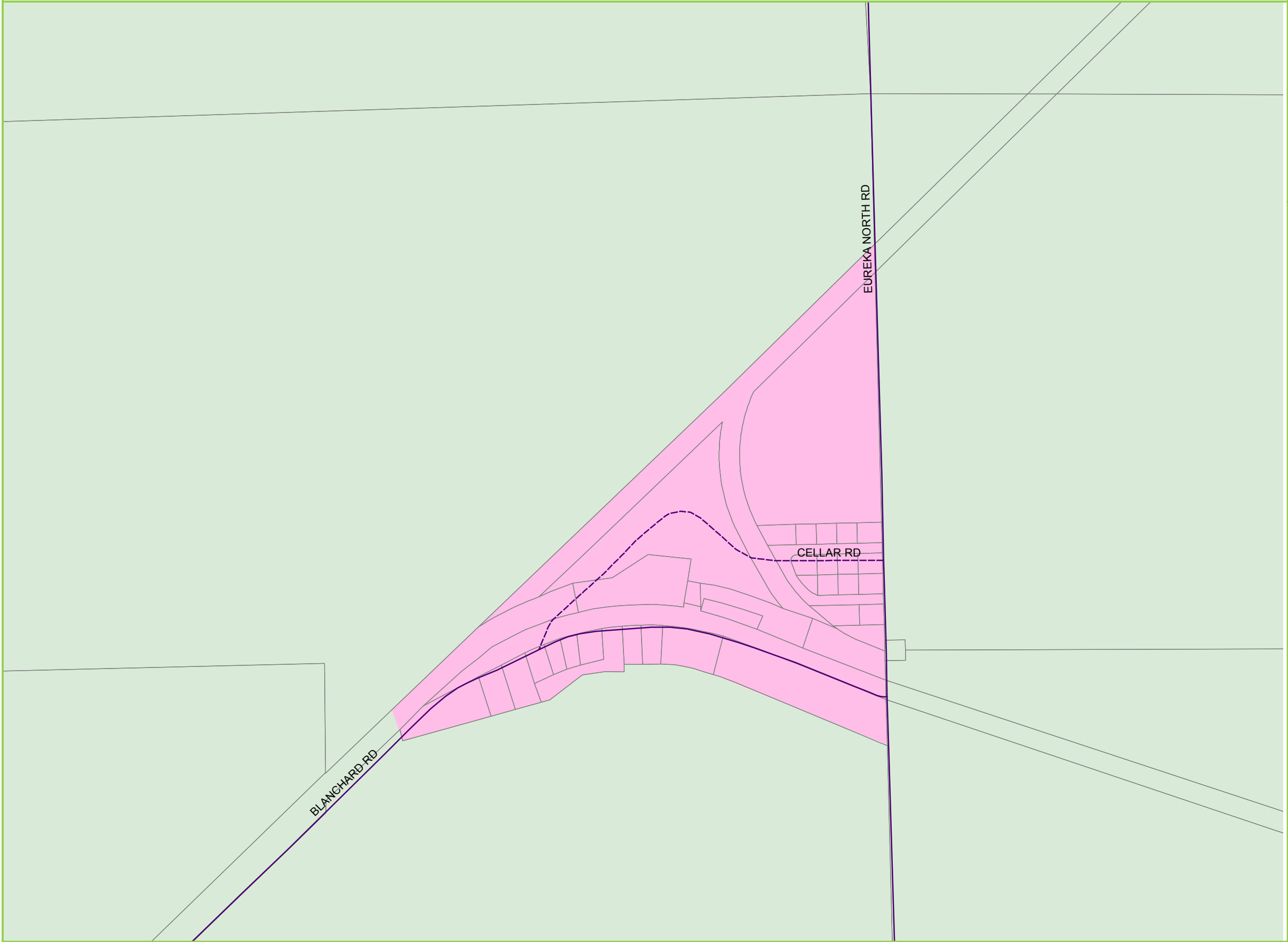
- Rural**
 - Rural Farm Worker Community
- Resource**
 - Primary Agriculture



0 0.035 0.07 mi



RURAL AND RESOURCE LANDS - Eureka Rural Farmworker Community

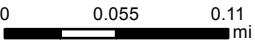


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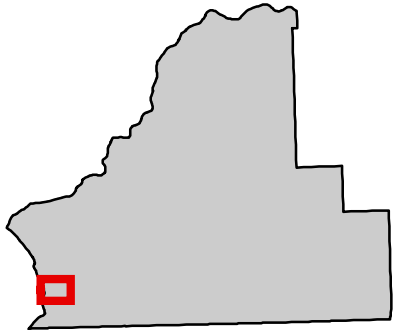
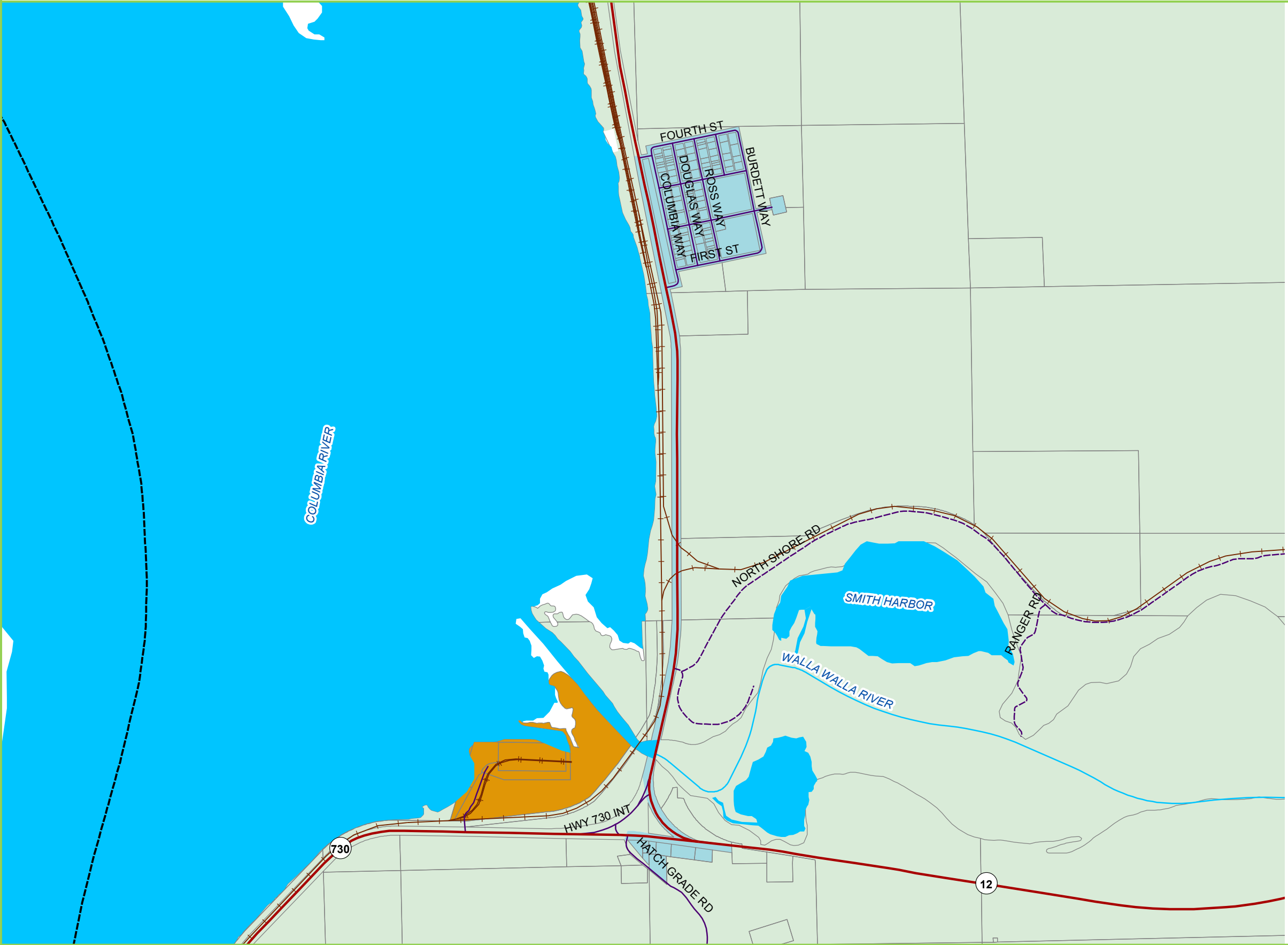
- County Boundary
- State Highway
- Private Road
- Public Road
- Railroads
- Tax Lot Boundary

LAND USE DESIGNATIONS

- Rural**
- Rural Farm Worker Community
- Resource**
- Primary Agriculture



RURAL AND RESOURCE LANDS - Wallula Rural Activity Center

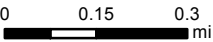


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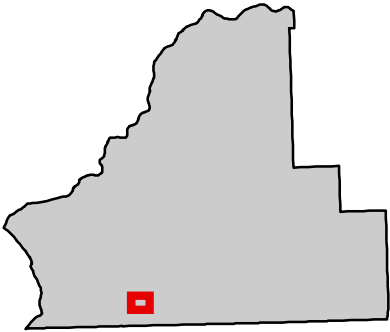
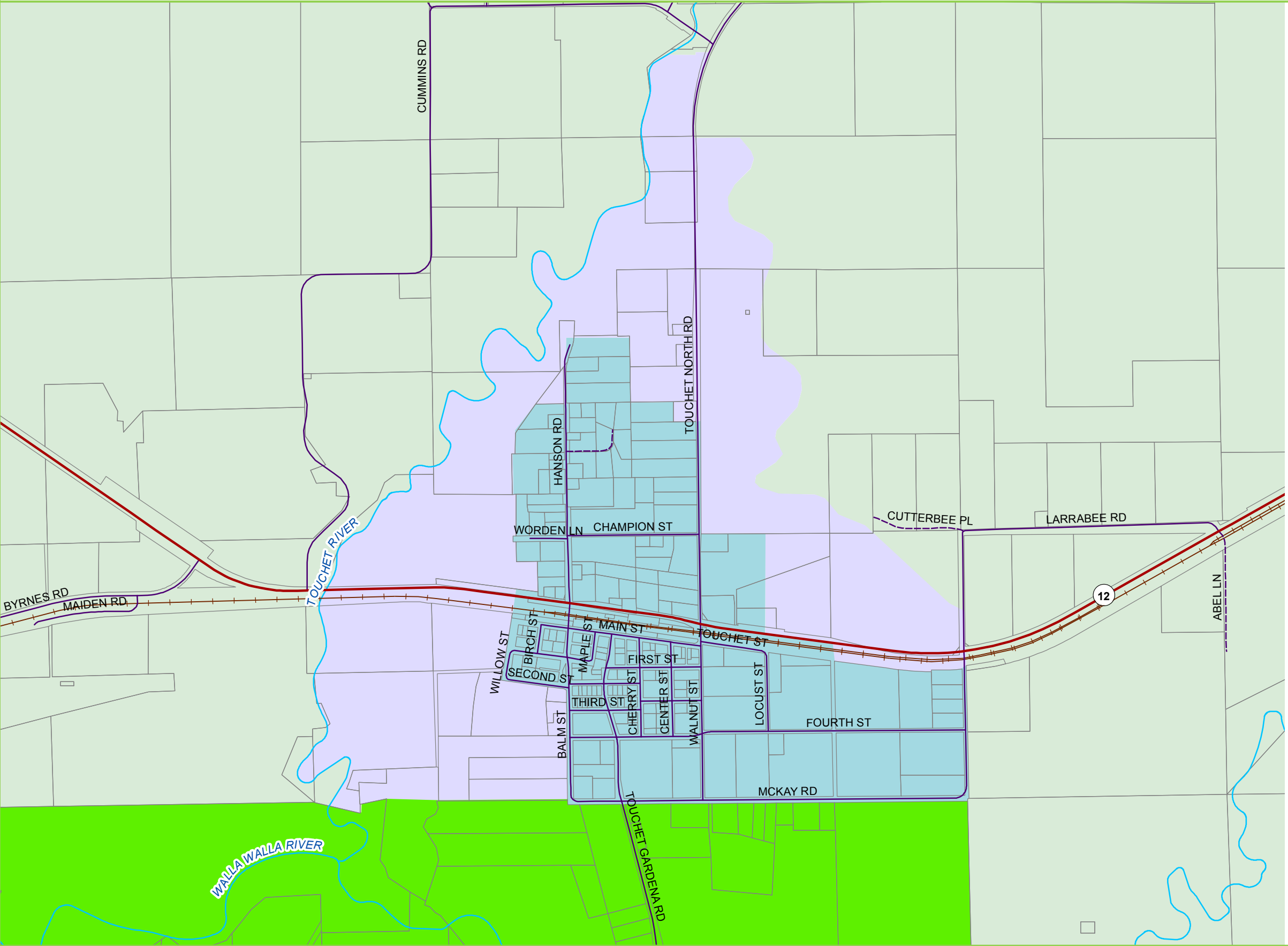
- County Boundary
- State Highway
- Private Road
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies
- Tax Lot Boundary

LAND USE DESIGNATIONS

- Rural**
- LAMIRD
 - Rural Activity Center
- Resource**
- Primary Agriculture



RURAL AND RESOURCE LANDS - Touchet Rural Activity Center



BASE MAP LAYERS

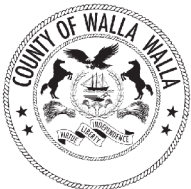
- County Boundary
- State Highway
- Private Road
- Public Road
- Railroads
- Streams
- Tax Lot Boundary

LAND USE DESIGNATIONS

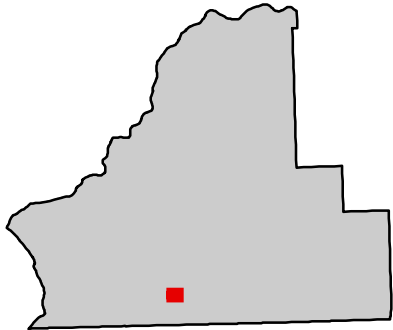
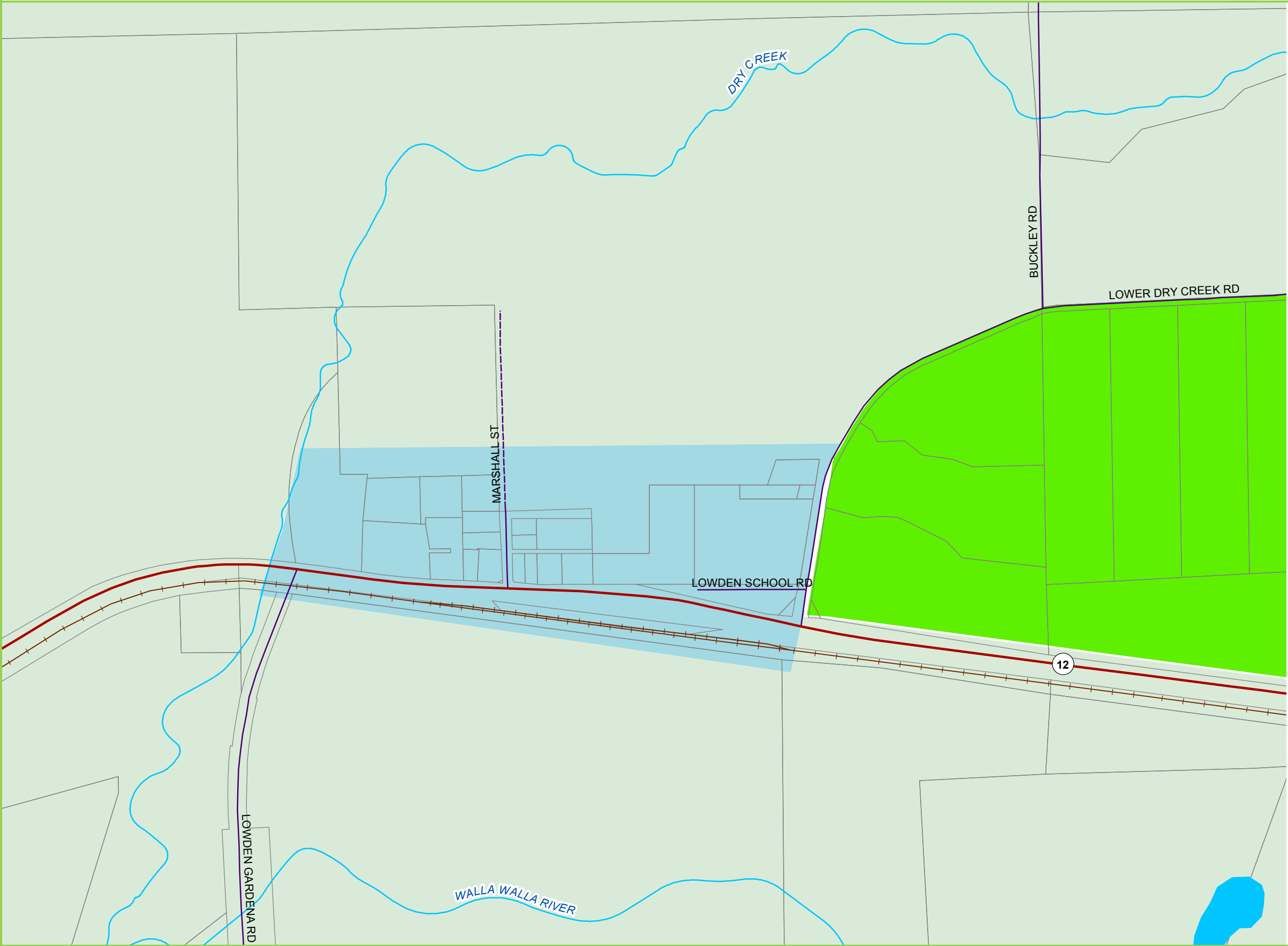
- Rural**
 - Rural Activity Center
 - Rural Residential 5
- Resource**
 - Agriculture Residential
 - Primary Agriculture











0 0.1 0.2 mi



RURAL AND RESOURCE LANDS - Lowden Rural Activity Center



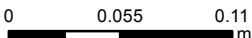
BASE MAP LAYERS

-  County Boundary
 State Highway
 Private Road
 Public Road
 Railroads
 Streams
 Rivers/Water Bodies
 Tax Lot Boundary

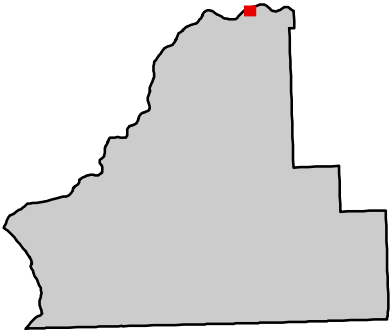
LAND USE DESIGNATIONS

Rural

- Rural Activity Center
- Resource**
- Agriculture Resident
- Primary Agriculture



RURAL AND RESOURCE LANDS - Ayer Rural Activity Center



BASE MAP LAYERS

- County Boundary
- State Highway
- Private Road
- Public Road
- Railroads
- Rivers/Water Bodies
- Tax Lot Boundary

LAND USE DESIGNATIONS

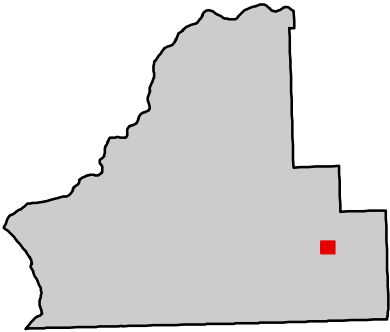
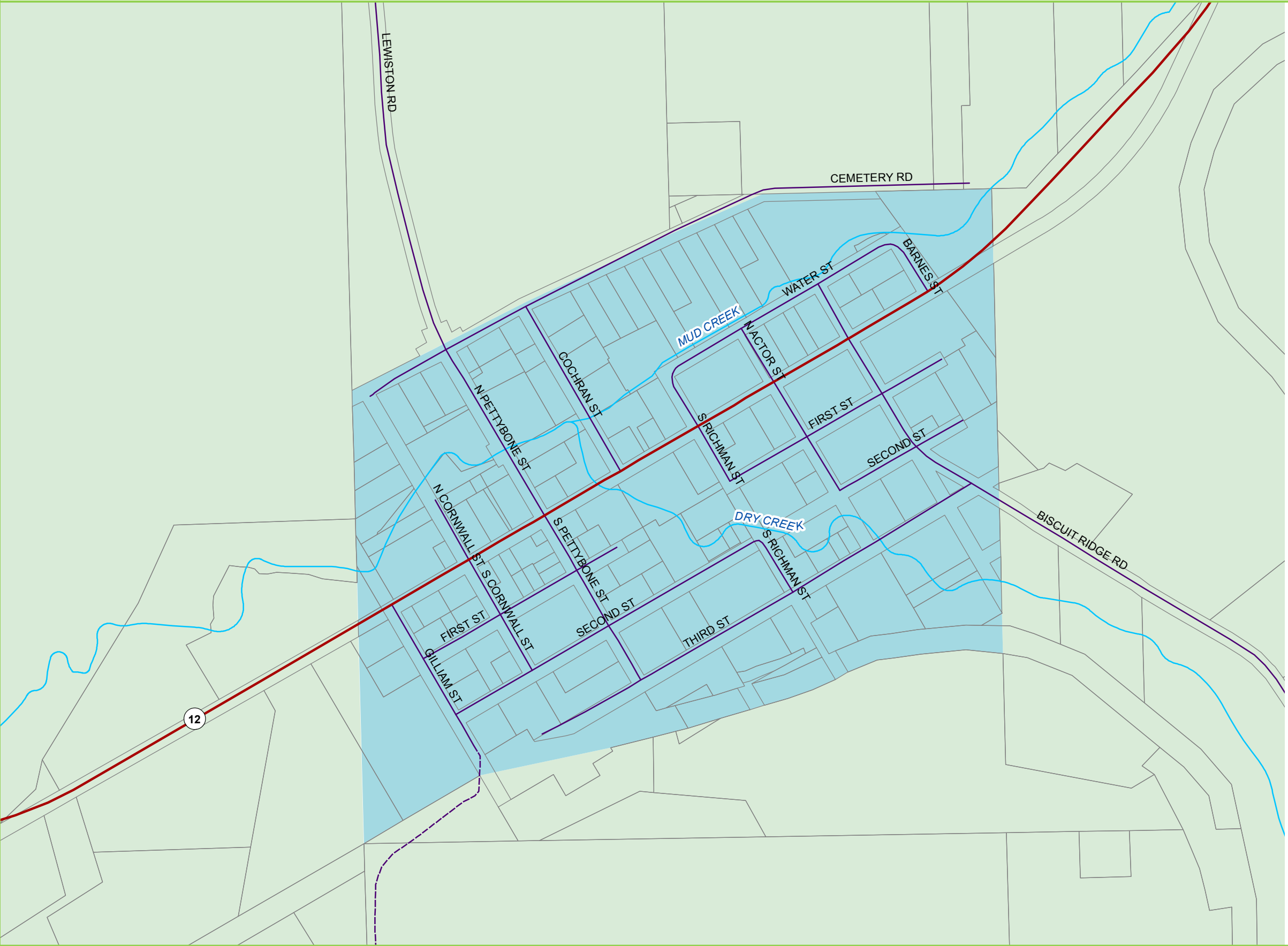
- Rural**
- Rural Activity Center
- Resource**
- Primary Agriculture



0 0.02 0.04
mi



RURAL AND RESOURCE LANDS - Dixie Rural Activity Center

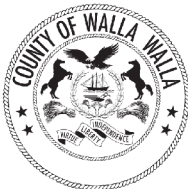
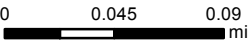


BASE MAP LAYERS

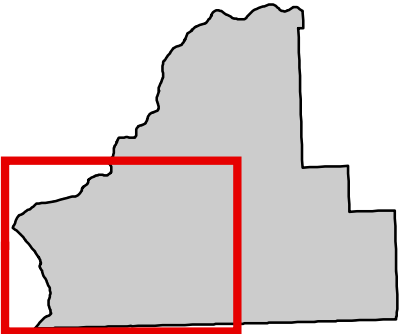
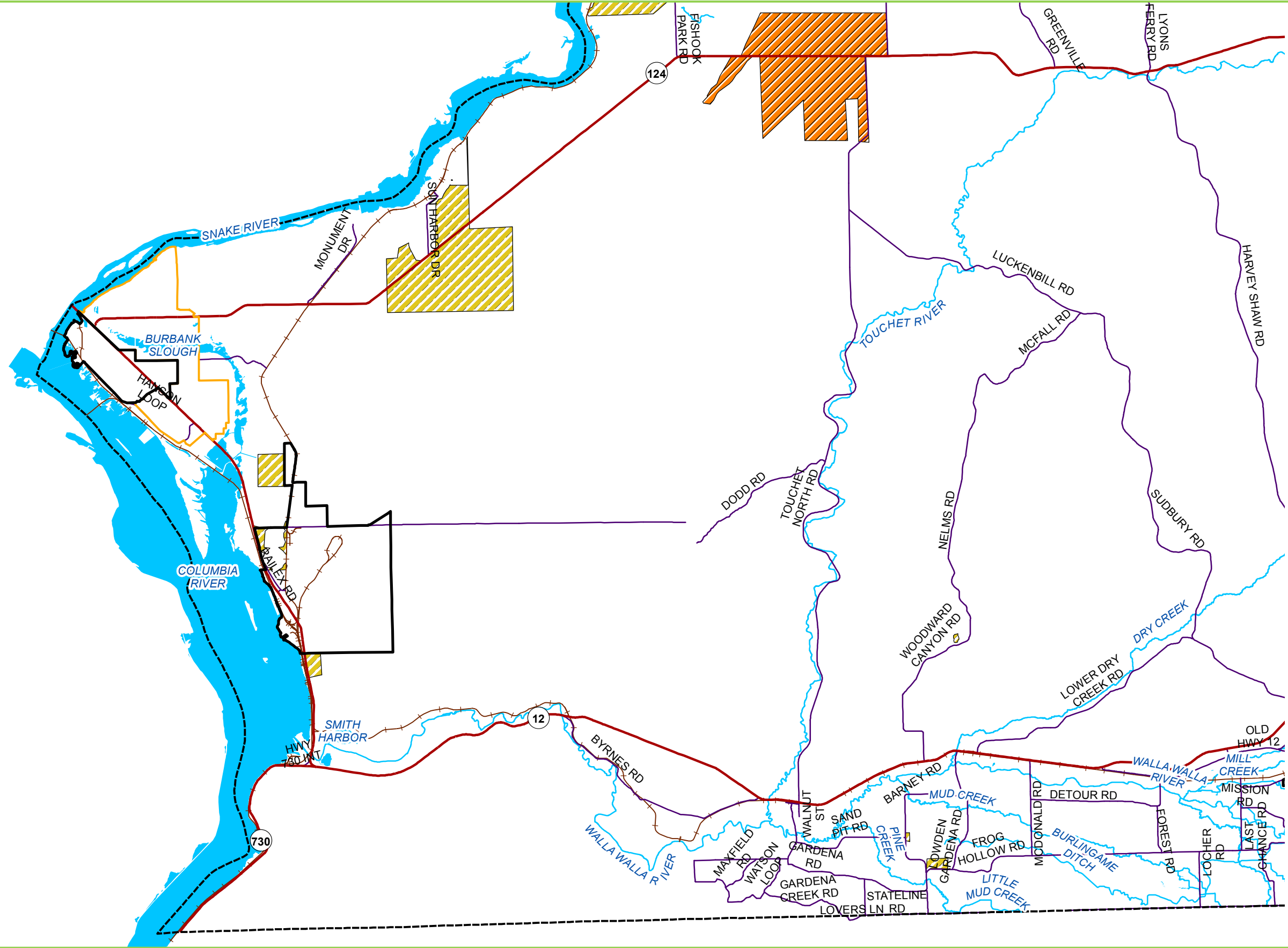
- County Boundary
- State Highway
- Private Road
- Public Road
- Railroads
- Streams
- Tax Lot Boundary

LAND USE DESIGNATIONS

- Rural**
 - Rural Activity Center
- Resource**
 - Primary Agriculture



AGRICULTURAL LANDS OF SIGNIFICANCE - Southwest County



BASE MAP LAYERS

- County Boundary
- Urban Growth Area
- Burbank Rural Activity Center
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

AGRICULTURAL LANDS OF SIGNIFICANCE

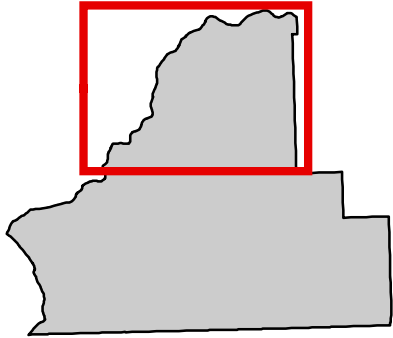
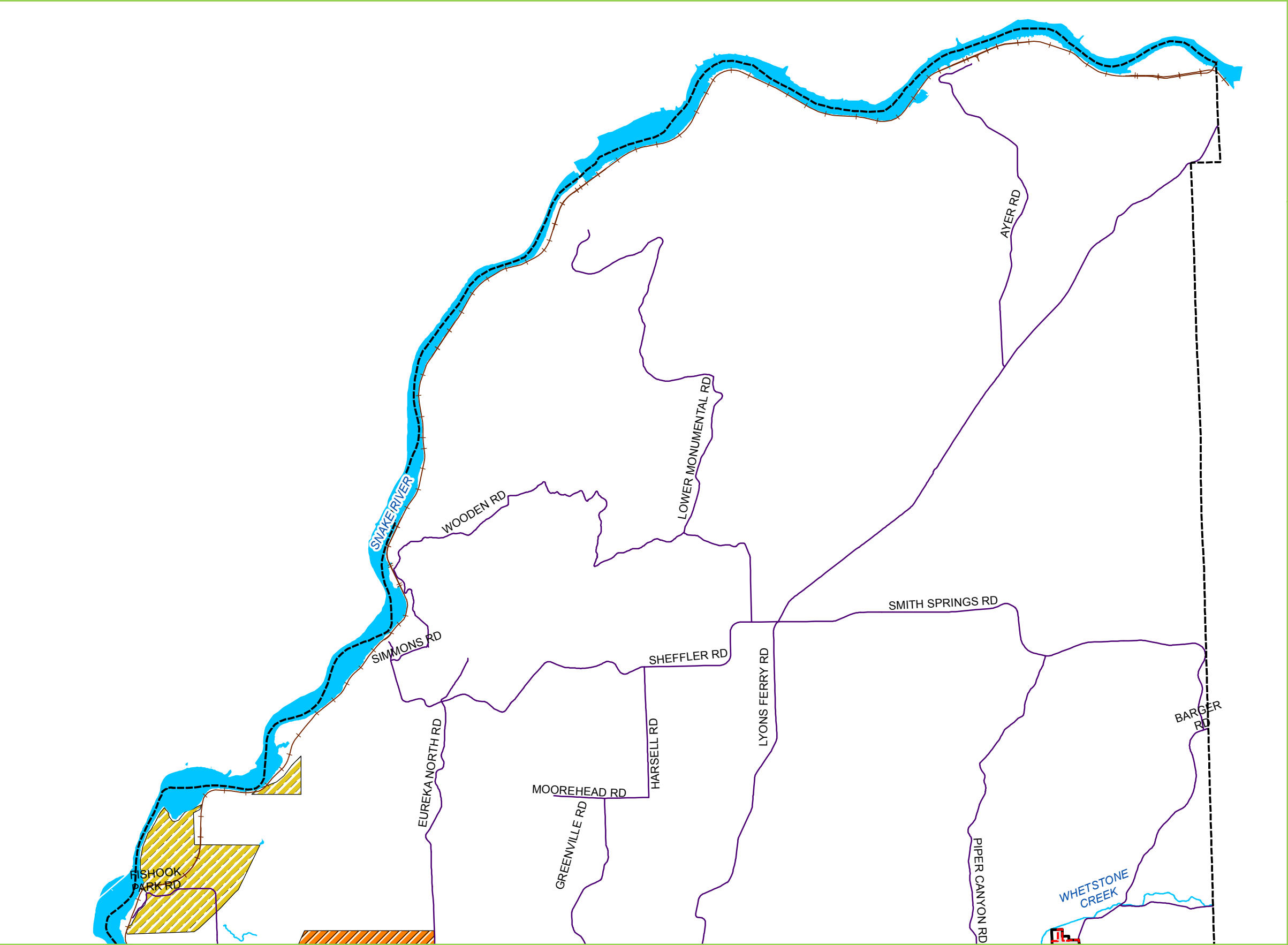
- PRIMARY SIGNIFICANCE
- UNIQUE LANDS



0 1.5 3 mi



AGRICULTURAL LANDS OF SIGNIFICANCE - North County

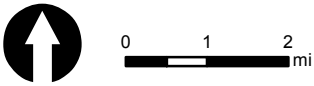


BASE MAP LAYERS

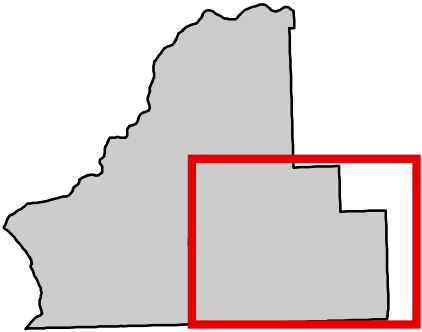
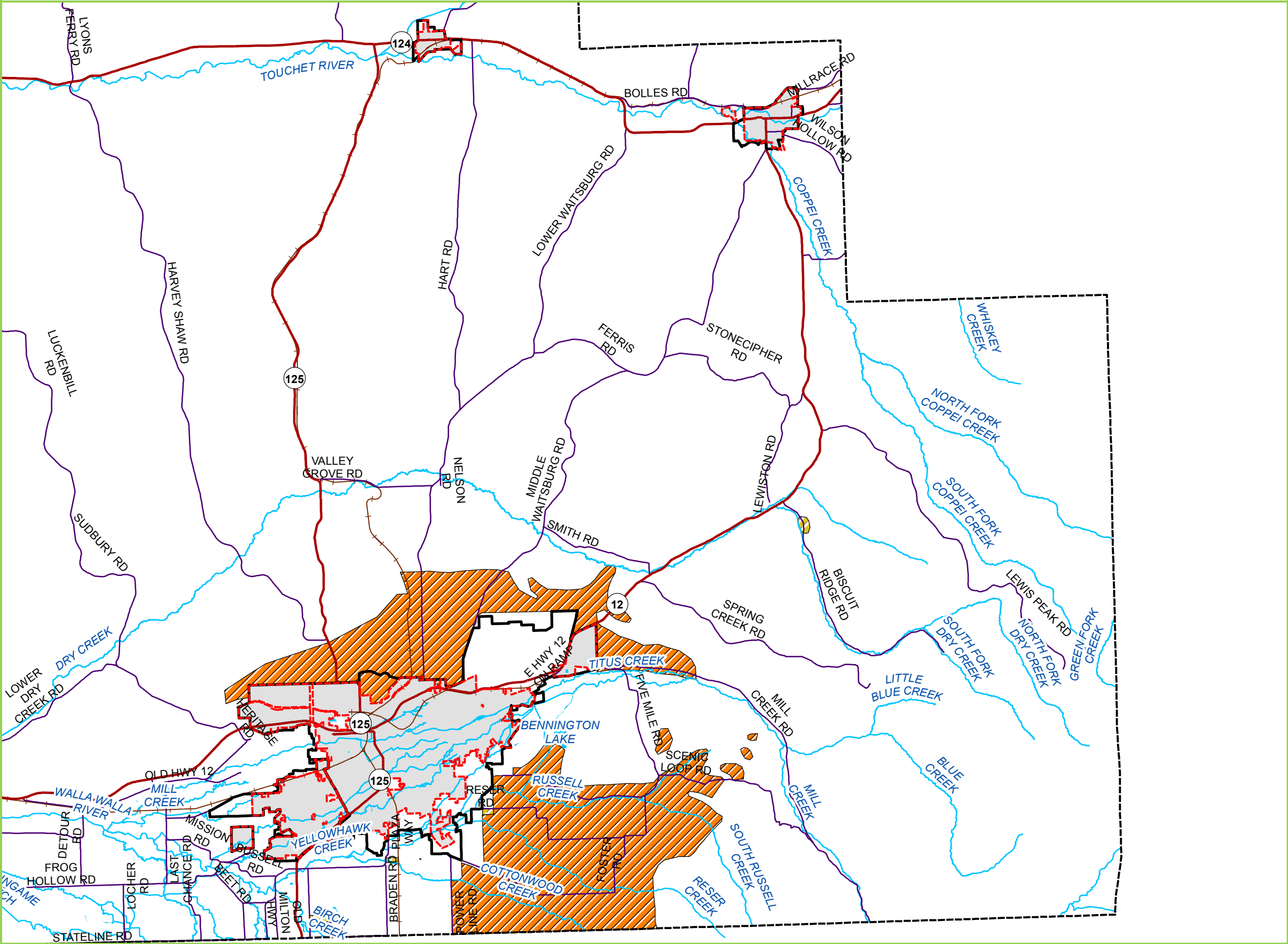
- County Boundary
- City Limits
- Incorporated Area
- Urban Growth Area
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

AGRICULTURAL LANDS OF SIGNIFICANCE

- PRIMARY SIGNIFICANCE
- UNIQUE LANDS



AGRICULTURAL LANDS OF SIGNIFICANCE - Southeast County

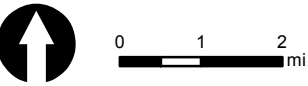


BASE MAP LAYERS

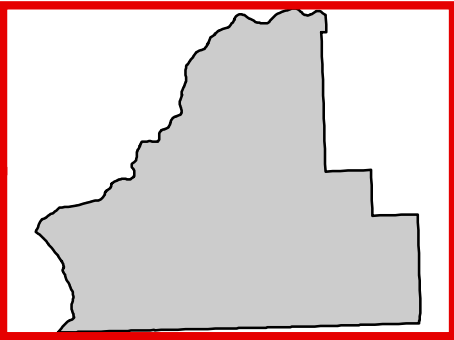
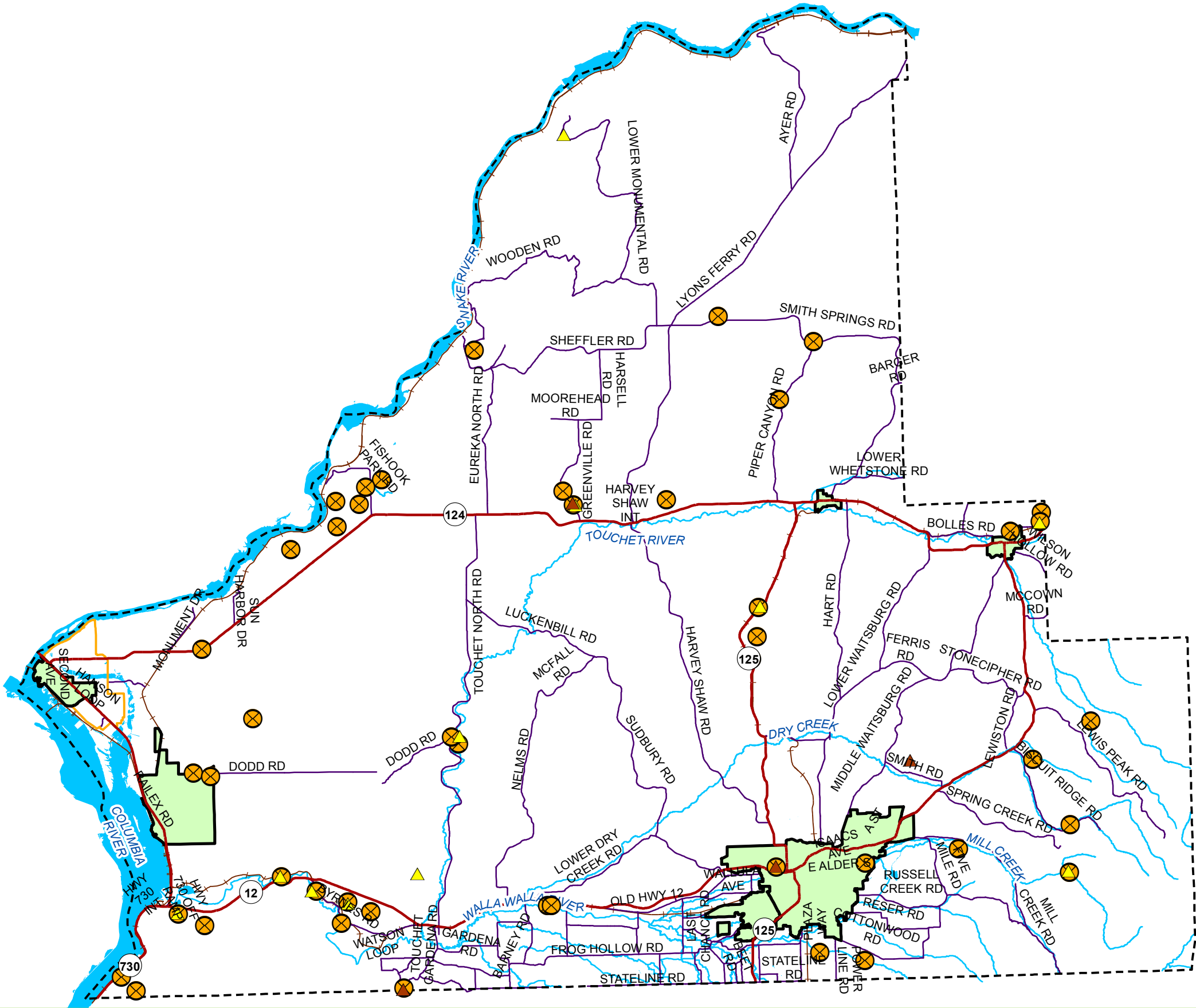
- County Boundary
- City Limits
- Incorporated Area
- Urban Growth Area
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

AGRICULTURAL LANDS OF SIGNIFICANCE

- PRIMARY SIGNIFICANCE
- UNIQUE LANDS



MINERAL SITES



BASE MAP LAYERS

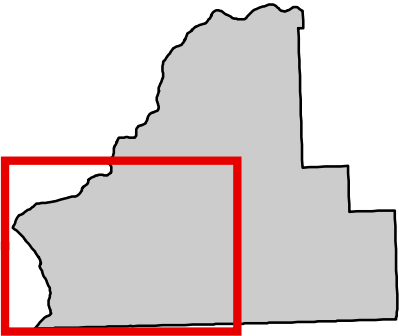
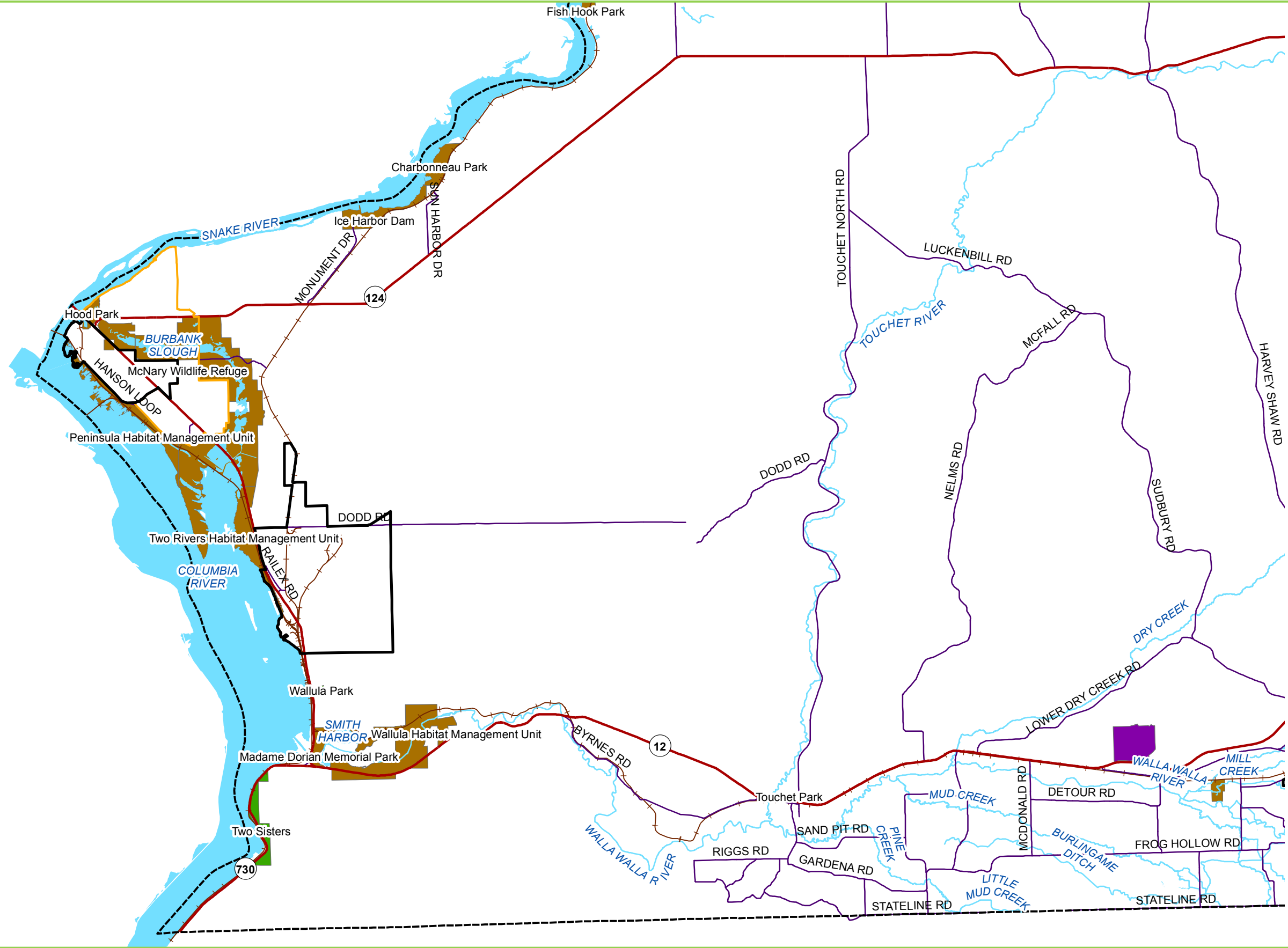
- County Boundary
- Urban Growth Area
- Burbank Rural Activity Center
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

MINERAL SITES

- Active Mine Sites (WDNR 2018)
- Rock and Stone
 - Sand and Gravel
 - Designated Commercially Significant Mineral Sites



PARKS AND RECREATION AREAS - Southwest County



BASE MAP LAYERS

- County Boundary
- Urban Growth Area
- Burbank Rural Activity Center
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

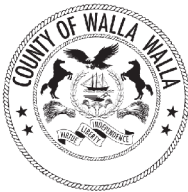
PARKS AND RECREATION AREAS

Ownership

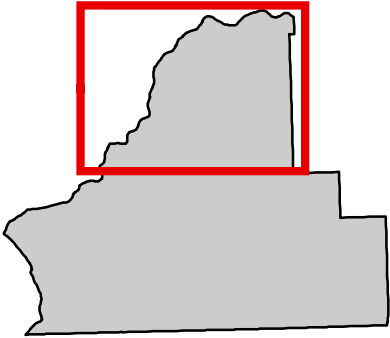
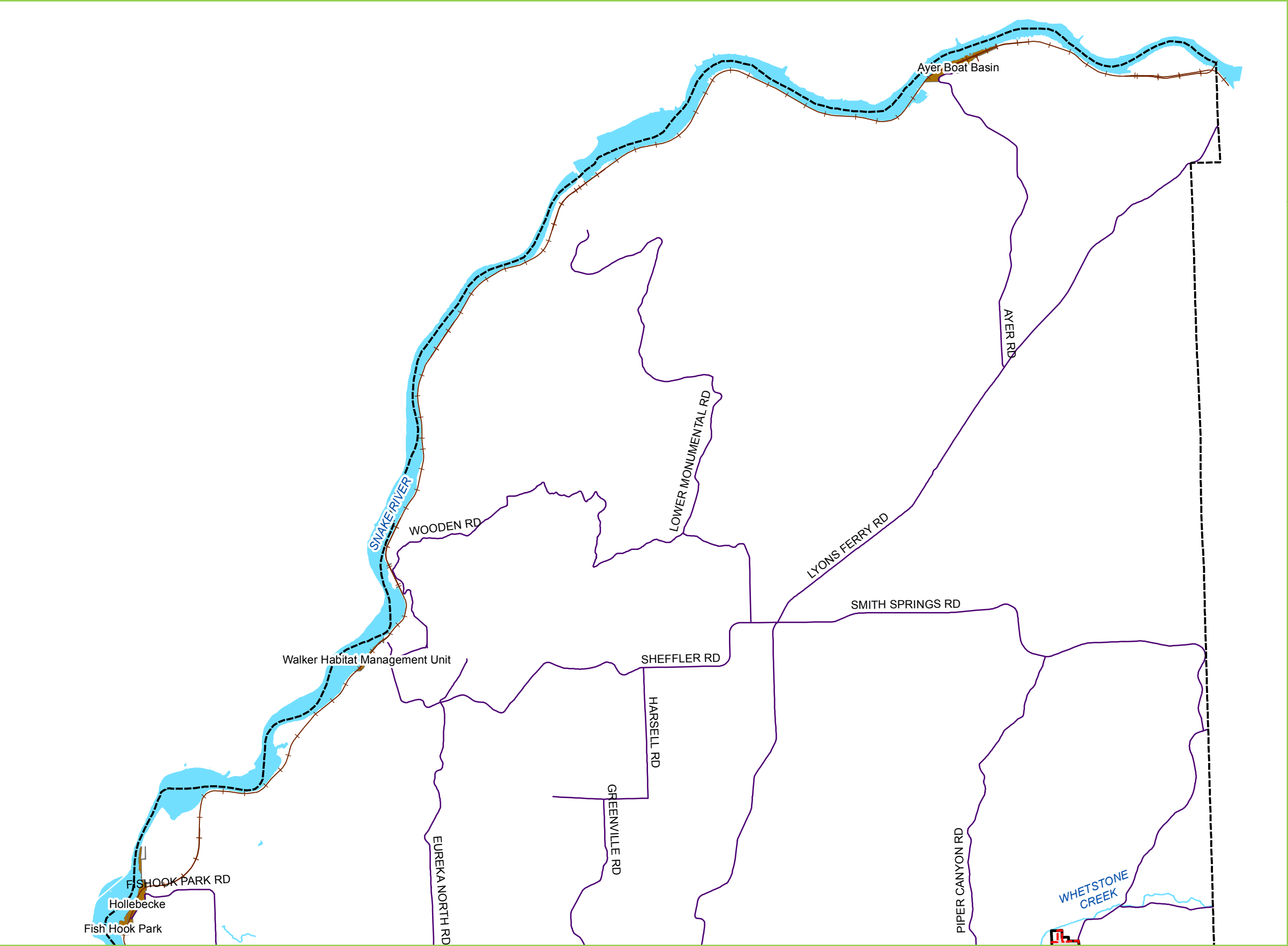
- City
- County
- School District
- Federal
- Private



0 1.5 3 mi



PARKS AND RECREATION AREAS - North County



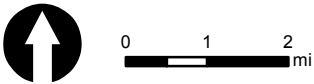
BASE MAP LAYERS

- County Boundary
- City Limits
- Incorporated Area
- Urban Growth Area
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

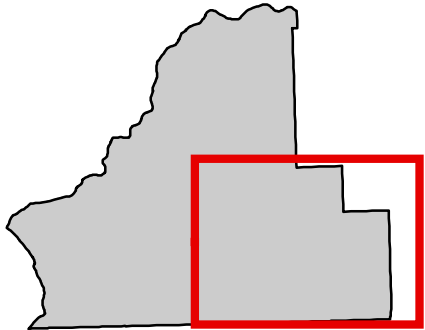
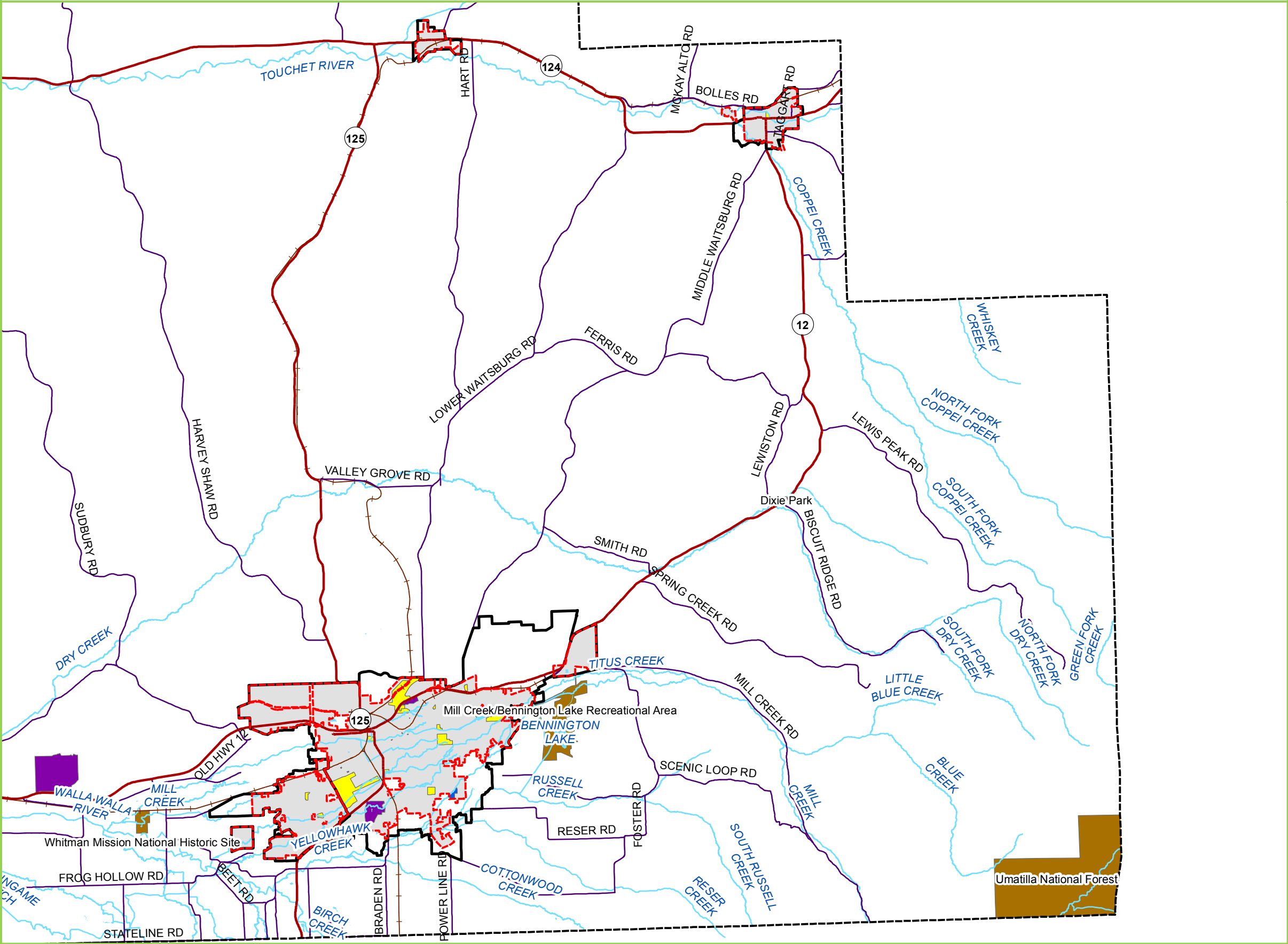
PARKS AND RECREATION AREAS

Ownership

- City
- County
- School District
- Federal
- Private



PARKS AND RECREATION AREAS - Southeast County



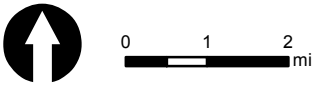
BASE MAP LAYERS

- County Boundary
- City Limits
- Incorporated Area
- Urban Growth Area
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

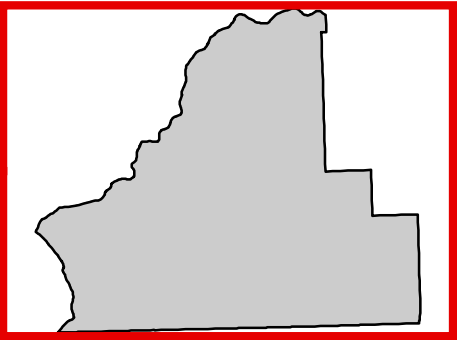
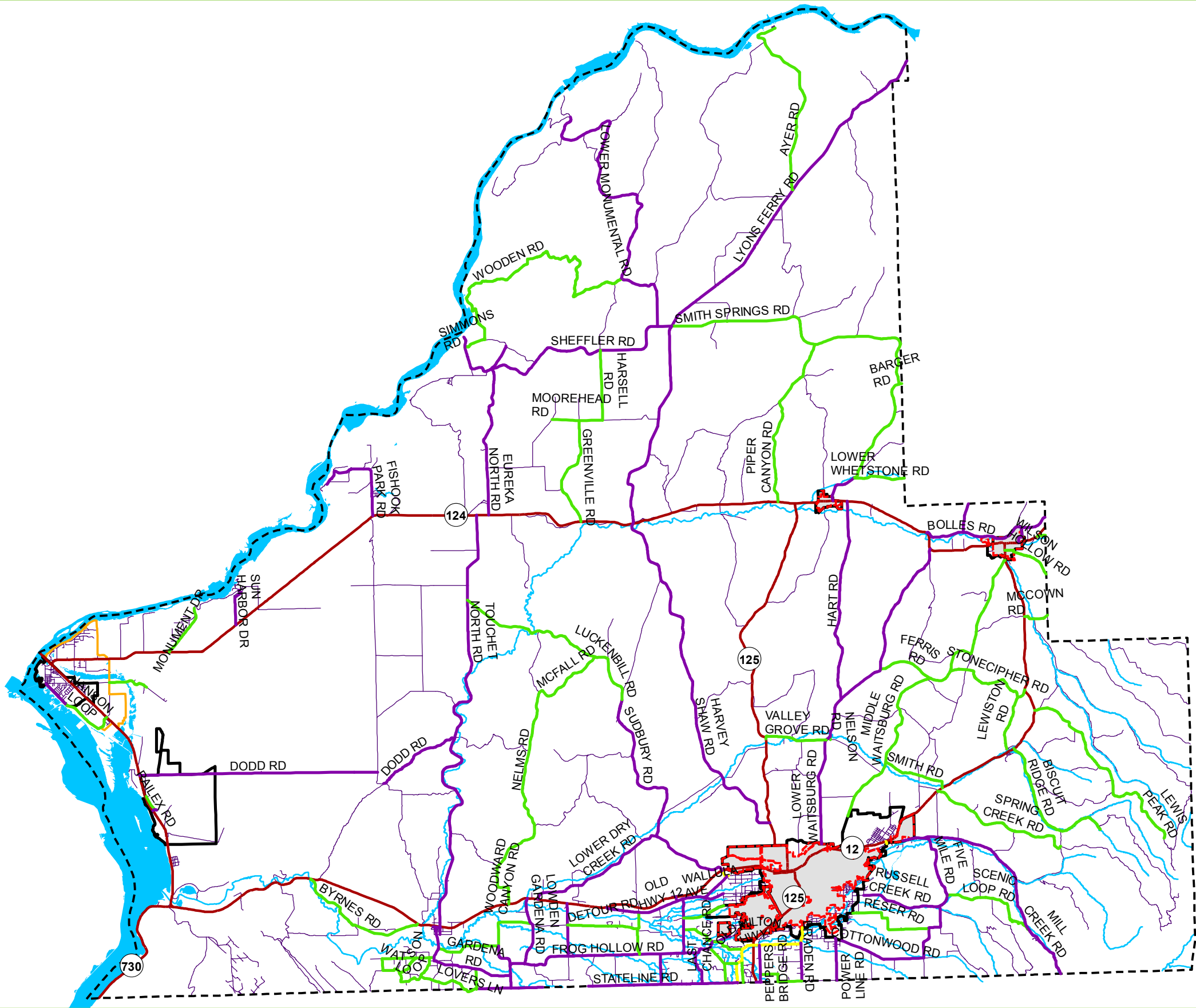
PARKS AND RECREATION AREAS

Ownership

- City
- County
- School District
- Federal
- Private



Rural Arterials and Collectors

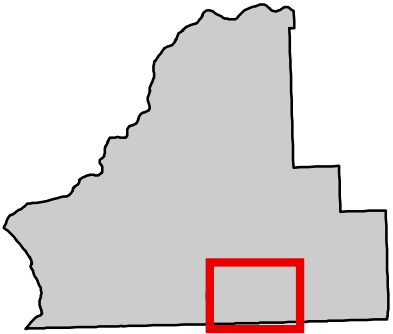
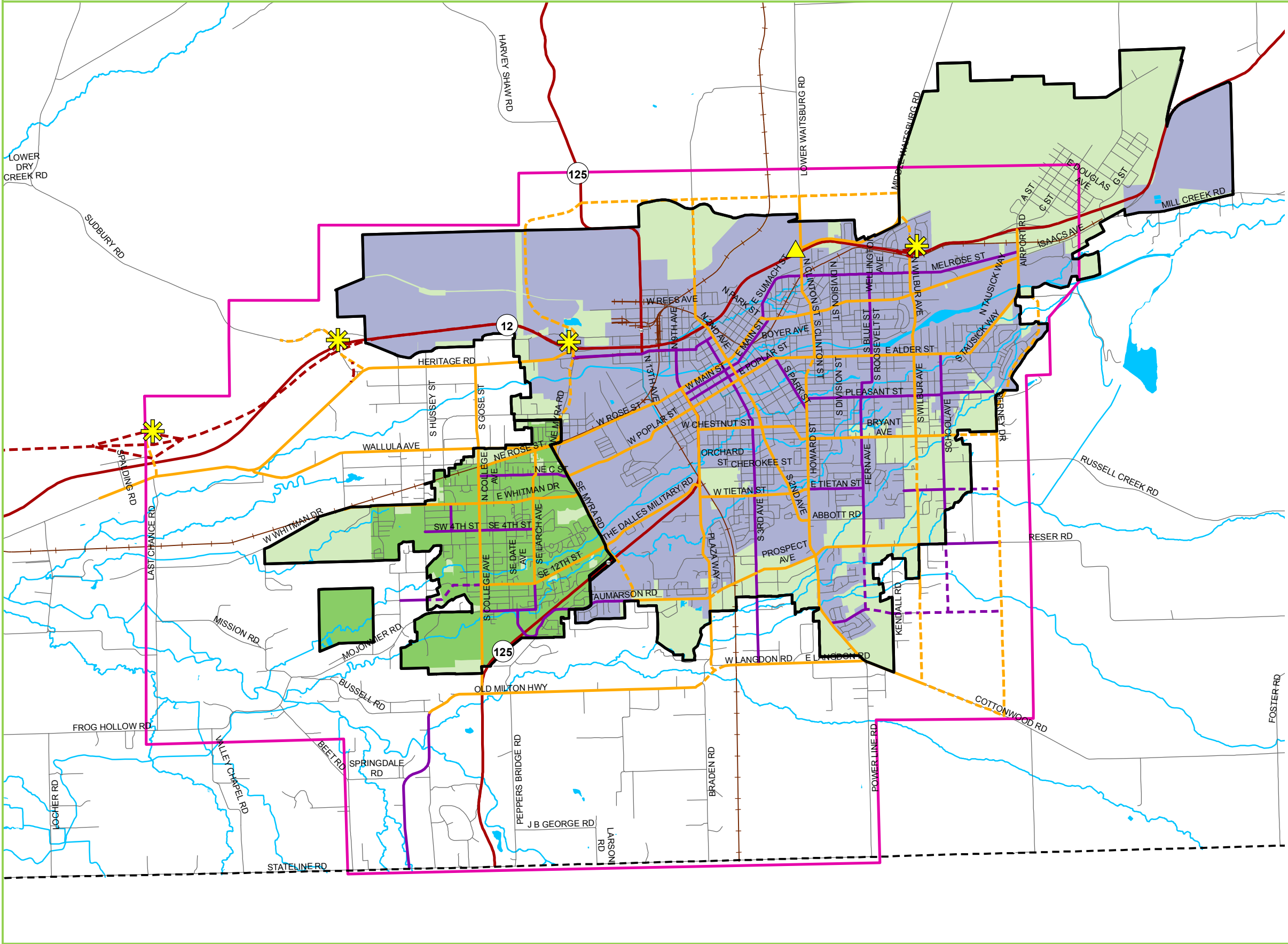


- BASE MAP LAYERS
- County Boundary
 - City Limits
 - Incorporated
 - Urban Growth
 - Burbank Rural Activity Center
 - State Highway
 - Other Roads
 - Streams
 - Rivers/Water Bodies

- RURAL ARTERIALS AND COLLECTORS
- Federal Functional Classification**
- Rural Minor Arterial
 - Rural Major Collector
 - Rural Minor Collector



Long Term Arterial Plan

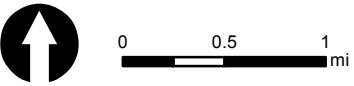


- BASE MAP LAYERS**
- County Boundary
 - Urban Growth Area
 - City of College Place
 - City of Walla Walla
 - Rivers/Water Bodies
 - Streams

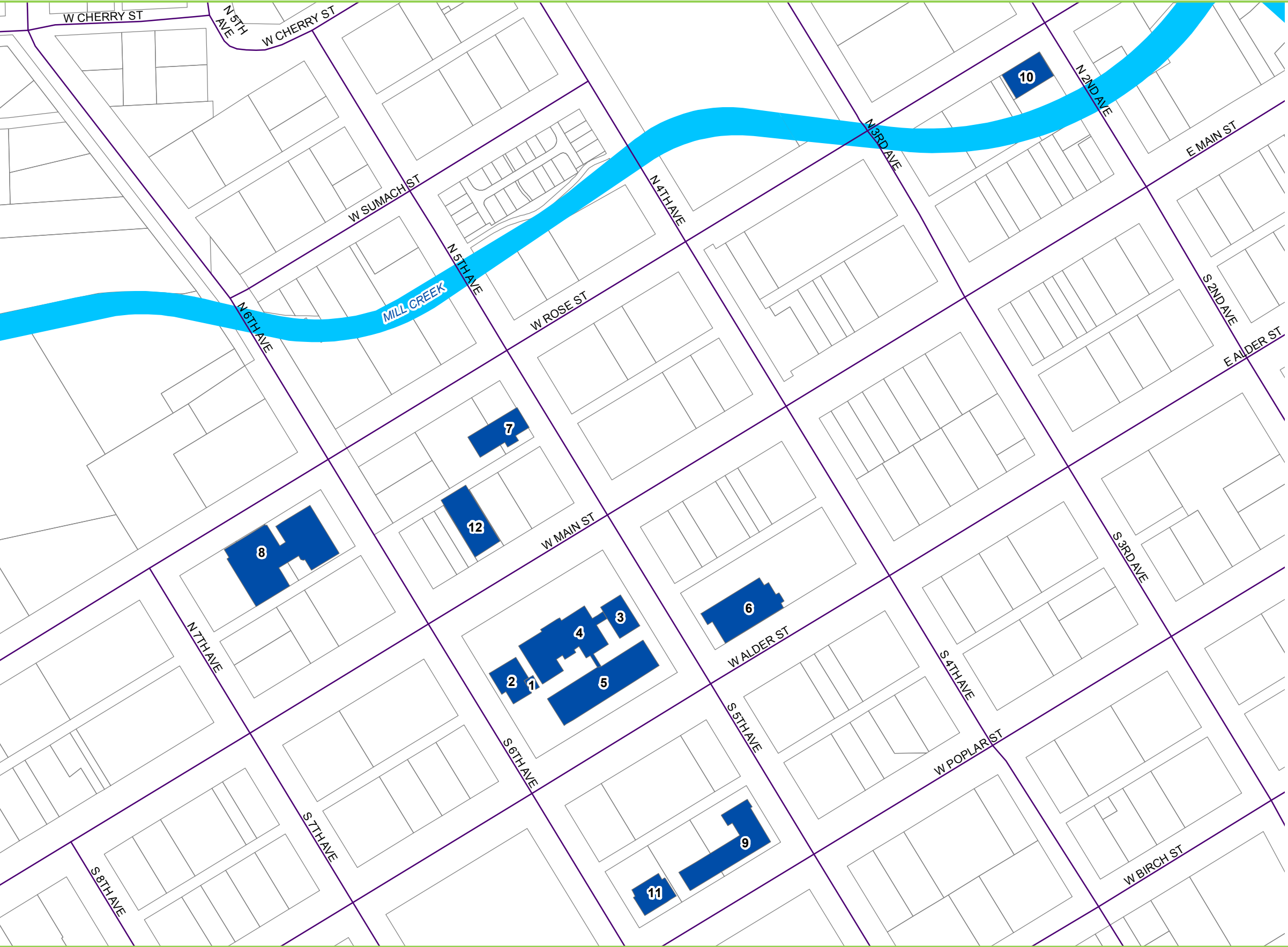
- LONG TERM ARTERIAL PLAN LAYERS**
- LTAP Study Area Boundary
- Arterials**
- Principal Arterial
 - Principal Arterial - Not Constructed
 - Minor Arterial
 - Minor Arterial - Not Constructed

- OTHER TRANSPORTATION LAYERS**
- Highways - Not Constructed
 - Highways
 - Future Interchange
 - Future Overpass
 - Roads
 - Railroads

NOTE: For the 2018 Comprehensive Plan, this map is an updated graphic representation of the 2005 Long-Term Arterial Plan (LTAP) that was developed in coordination with the cities of Walla Walla and College Place. This map includes current base map data and the 2005 LTAP elements. The LTAP is scheduled for a complete overhaul in the near future.



COUNTY CAPITAL FACILITIES - Administration and Law and Justice Facilities, Downtown Walla Walla



BASE MAP LAYERS

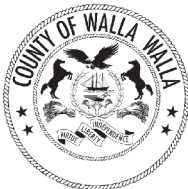
- Public Road
- Rivers/Water Bodies
- Tax Lot Boundary

COUNTY FACILITIES

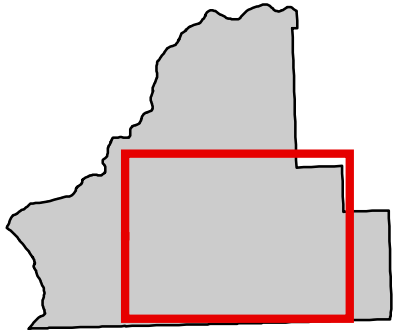
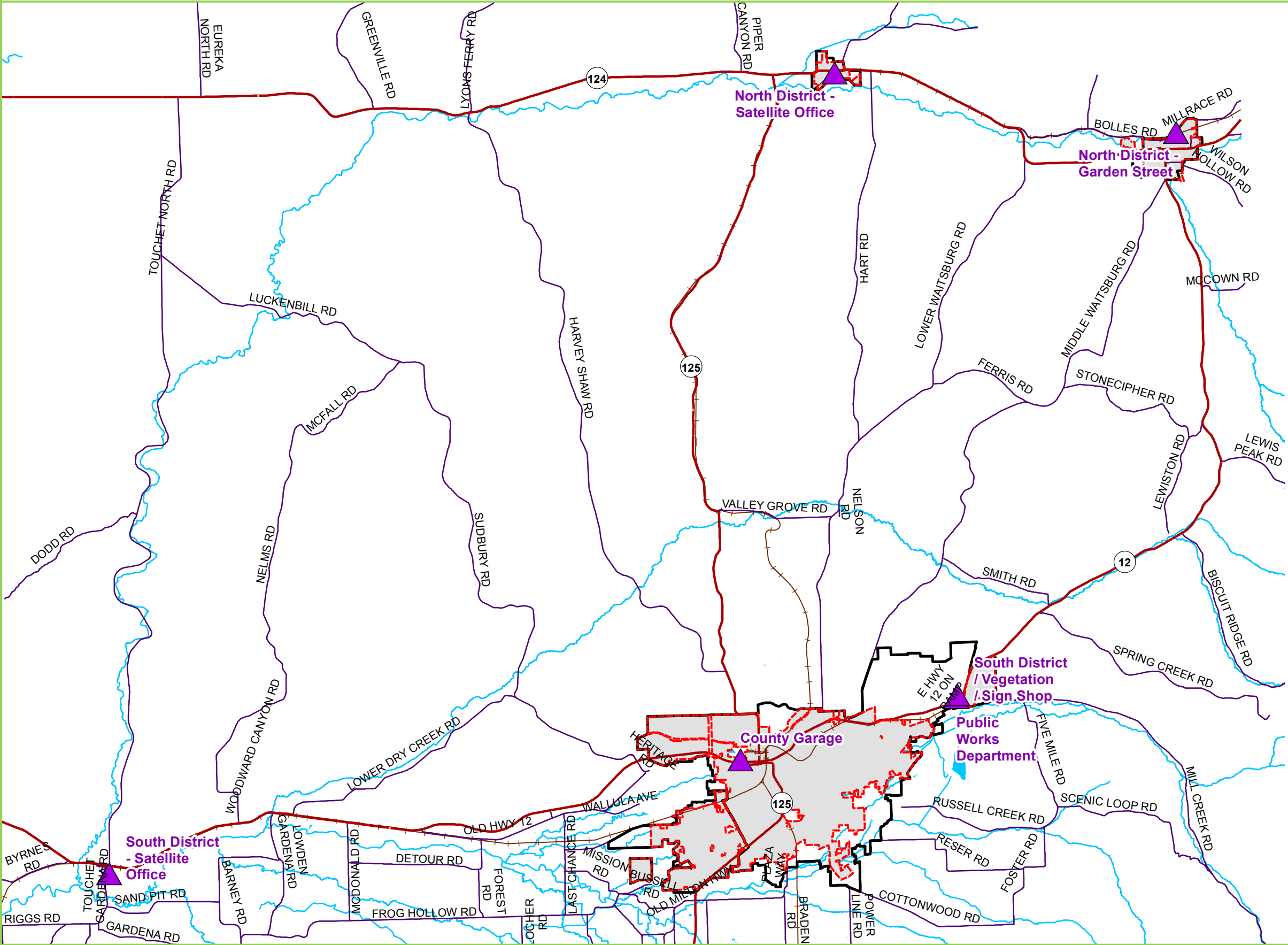
- Maintenance Shop
- Old Jail
- Clerk's Office - Hall of Records
- County Courthouse
- County Jail
- Sheriff's Office / Prosecuting Attorney
- District Court
- Juvenile Justice Center
- Public Services Building
- 911-Emergency Building
- Cooperative Extension Building
- County Annex and Health Department



0 100 200 Feet



COUNTY CAPITAL FACILITIES - Public Works Facilities



BASE MAP LAYERS

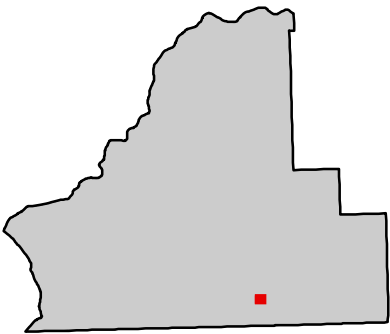
- City Limits
- Incorporated Area
- Urban Growth Area
- State Highway
- Public Road
- Railroads
- Streams
- Rivers/Water Bodies

COUNTY FACILITIES

- Public Works Facilities



COUNTY CAPITAL FACILITIES - Walla Walla County Fairgrounds



BASE MAP LAYERS

- State Highway
- Private Road
- Public Road
- Railroads
- Tax Lot Boundary
- City Limits
- Incorporated Area

FAIRGROUND FACILITIES

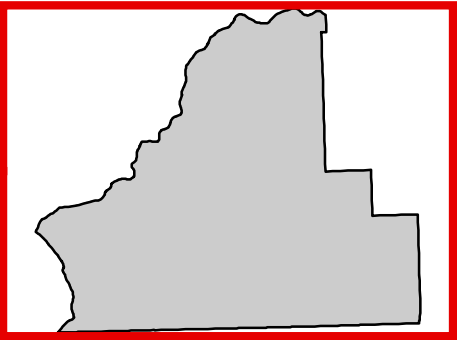
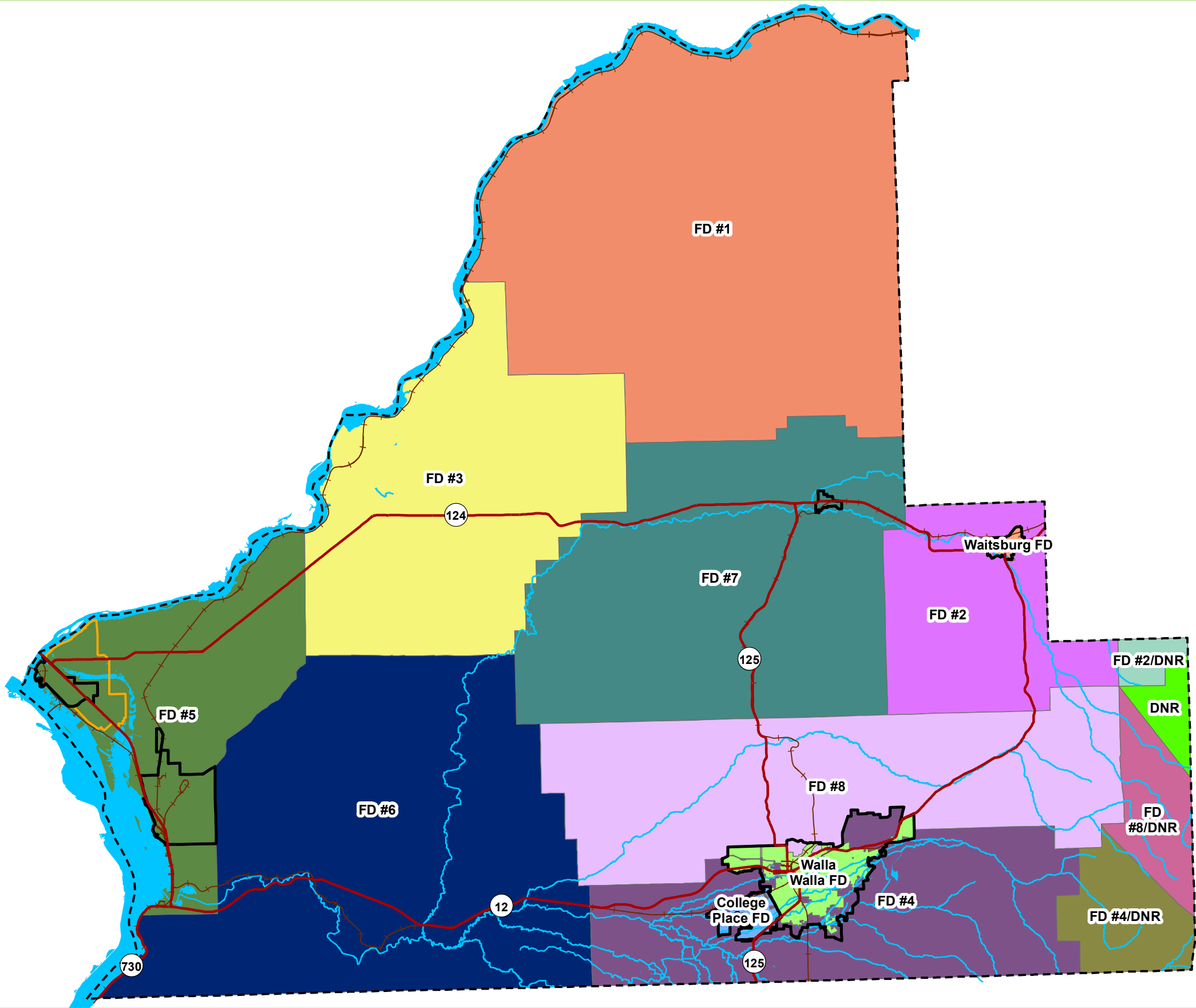
- | | |
|----------------------------------|-------------------------------|
| 1. Poultry/Rabbit Building | 21. Pavilion |
| 2. Greenhouse/Flower Building | 22. Open Arena |
| 3. Ticket Booth | 23. Main Office/Tickets |
| 4. Education Building | 24. Grandstands |
| 5. Barn #1 | 25. Pari Mutuel Betting Booth |
| 6. Barn #2 | 26. Race Office |
| 7. Barn #3 | 27. Announcer Stand |
| 8. Livestock #1/Sheep Barn | 28. Paddock |
| 9. Maintenance Building | 29. Track/Arena |
| 10. Block Barn | 30. Chute Seating |
| 11. Barn "C" | 31. Maintenance Building |
| 12. Barn "D" | 32. Barn "F" |
| 13. Barn "E" | 33. Barn "G" |
| 14. Pepsi Stage | 34. Barn "H" |
| 15. Community Building | 35. Barn "I" |
| 16. Restrooms | 36. Storage |
| 17. Livestock #2/Swine Barn | 37. Maintenance Building |
| 18. Exposition Building | |
| 19. Exhibitor's Office/Restrooms | |
| 20. Restrooms | |



0 100 200 Feet



FIRE DISTRICT BOUNDARIES



BASE MAP LAYERS

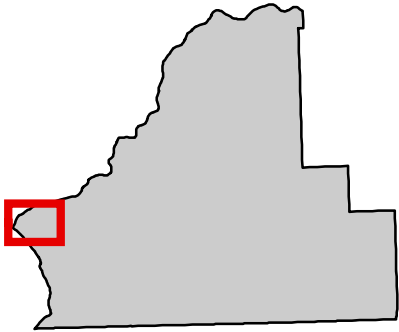
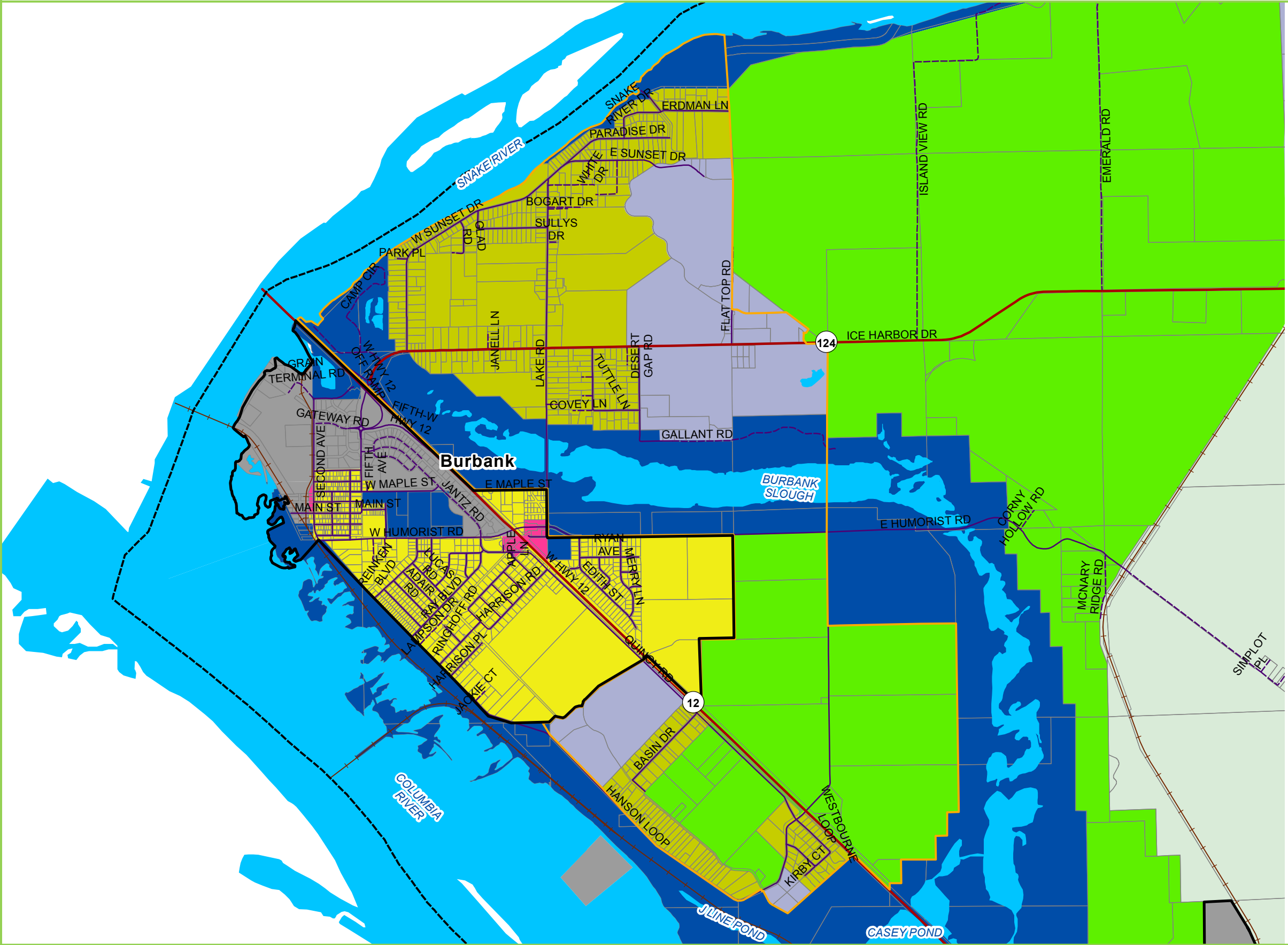
- County Boundary
- Urban Growth Area
- Burbank Rural Activity Center
- State Highway
- Railroads
- Streams
- Rivers/Water Bodies

FIRE DISTRICT SERVICE AREAS

- College Place FD
- DNR
- Fire District 1
- Fire District 2
- Fire District 2 & DNR
- Fire District 3
- Fire District 4
- Fire District 4 & DNR
- Fire District 5
- Fire District 6
- Fire District 7
- Fire District 8
- Fire District 8 & DNR
- Waitsburg FD
- Walla Walla FD



LAND USE DESIGNATIONS - Burbank Sub-Area

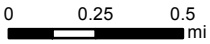


BASE MAP LAYERS

- | | |
|-------------------------------|---------------------|
| County Boundary | State Highway |
| Urban Growth Area | Private Road |
| Burbank Rural Activity Center | Public Road |
| Tax Lot Boundary | Railroads |
| | Rivers/Water Bodies |

LAND USE DESIGNATIONS

- | | |
|---------------------------|-------------------------------------|
| Resource | Rural |
| Primary Agriculture | Public Reserve |
| Agriculture Residential | Rural Residential 2-5 (Burbank RAC) |
| Urban | Rural Agriculture |
| Public Reserve | |
| Commercial | |
| Industrial | |
| Residential Single Family | |



APPENDIX B: GROWTH MANAGEMENT ACT LEGISLATIVE SUMMARY

Walla Walla County Growth Management Act

Legislative Summary, 2005 to present

Ordinance 324

Adoption Date: December 5, 2005

Purpose/Details: An ordinance relating to the adoption of a moratorium on the filing of applications for the creation of tracts of land that are ten acres in areas and larger in the Agricultural Residential (AR-10) zoning district as shown on the Walla Walla County Zoning Map.

Ordinance 325

Adoption Date: December 7, 2005

Purpose/Details: Approving a request by Walla Walla County for zoning code text amendments to the Walla Walla County code chapters 17.08 and 17.16 regarding recreational and cultural land uses in the county's resource zones in response to the Eastern Washington Growth Management Hearings Board remand order and subsequent settlement agreement.

Ordinance 326

Adoption Date: January 17, 2006

Purpose/Details: An ordinance relating to the adoption of the moratorium on the filing of land division applications for the creation of tracts of land that are ten acres in area and larger in the Agricultural Residential (AR-10) zoning district as shown on the Walla Walla County Zoning Map.

Ordinance 328

Adoption Date: April 3, 2006

Purpose/Details: Approving a request by Walla Walla County for Zoning Code Text Amendments resulting in a change to Walla Walla County Code 17.31, "Clustering Provisions", for property within the unincorporated area of Walla Walla County in response to the Eastern Washington Growth Management Hearings Board Remand Order and subsequent settlement agreement and deleting section 16.44.030

Ordinance 329

Adoption Date: June 5, 2006

Purpose/Details: Approving a request by Byerley Farms, Inc. for a Zoning Code Text Amendment to Walla Walla County Code Sections 17.37.170, 17.37.190, and 17.37.220 for all property within the unincorporated area of Walla Walla County

Ordinance 330

Adoption Date: April 3, 2006

Purpose/Details: An ordinance relating to the termination of a moratorium on the filing of land division applications for the creation of tracts of land that are ten acres in area and larger in the Agricultural Residential (AR-10) zoning district as shown on the Walla Walla County Zoning Map

Ordinance 331

Adoption Date: June 19, 2006

Purpose/Details: Approving a request by Walla Walla County for zoning map amendments to implement zoning consistent with the land use plan in the unincorporated College Place Urban Growth Area

Ordinance 332

Adoption Date: June 5, 2006

Purpose/Details: Approving a request by Tom Campbell for a zoning code text amendment to Walla Walla County Code Section 17.16.10 to Diversify the allowable housing types within an approved planned unit development in the city of Walla Walla urban growth area.

Ordinance 334

Adoption Date: June 19, 2006

Purpose/Details: Approving amendments to the County Winery Development Standards contained in Chapter 17.22 of the Walla Walla County Code.

Ordinance 338

Adoption Date: January 16, 2007

Purpose/Details: Approving a request by Donette Miller for a zoning code text amendment to Walla Walla county code section 17.18.020 to allow minimum lot width in the rural residential 2-acre zone to be 125 feet.

Ordinance 339

Adoption Date: February 20, 2007

Purpose/Details: Approving a rezone request by Organix, Inc. for a zoning code text amendment to Walla Walla County Code Chapter 17.08 and Section 17.16.014 establishing a definition for an organic waste processing facility and to allow it to be a permitted use in three zoning districts: Primary Agriculture 40-acre, Agriculture Industrial Heavy, and Agriculture Industrial light.

Ordinance 342

Adoption Date: May 7, 2007

Purpose/Details: Approving a request by Walla Walla County for a zoning code text amendment to Walla Walla County Code Chapter 17.08 and Section 17.16.014 establishing a definition for an aircraft landing field - private and to allow such use to be permitted via the conditional use permit process in the agriculture residential 10-acre zoning district.

Ordinance 343

Adoption Date: June 18, 2007

Purpose/Details: Approving a request by Alan and Deanne Fielding for a zoning code text amendment to Ordinance 269 and Walla Walla County Code Section 17.16.010 to allow ten units in a bed and breakfast guesthouse and to allow additional food service to guests.

Ordinance 345

Adoption Date: July 2, 2007

Purpose/Details: Approving a request by Walla Walla County for a Zoning Code Text Amendment to Walla Walla County Code Section 17.26.020 to allow Swine ownership for noncommercial uses in unincorporated Walla Walla County, Amending Ordinance 70 and 269.

Ordinance 347

Adoption Date: July 23, 2007

Purpose/Details: Approving a request by Michael and Lavonne Filan for a zoning code text amendment to ordinances No. 269 and 287 and Walla Walla County Code section 17.16.014 and Chapter 17.08 to allow wedding and even centers via the conditional use permit process in the rural residential Mill Creek 5-Acre zoning district.

Ordinance 348

Adoption Date: July 23, 2007

Purpose/Details: Approving a request by the Port of Walla Walla for a zoning code text amendment to Walla Walla County Code section 17.18.020 to amend the dimensional requirements of the industrial/business park zone and heavy industrial zone and eliminate the height restrictions on structures in the agriculture heavy industrial zone and amending ordinances 269 and 293.

Ordinance 349

Adoption Date: July 23, 2007

Purpose/Details: Approving a request by the Port of Walla Walla for zoning code text amendment to Walla Walla County code section 17.16.014 to allow existing permitted used in additional industrial zoning districts in unincorporated Walla Walla County, amending Ordinances 269 and 322.

Ordinance 352

Adoption Date: December 17, 2007

Purpose/Details: Approving a request by Walla Walla County to adopt the 2007 Walla Walla County Comprehensive Plan with Text and Map Amendments (7-year update).

Ordinance 353

Adoption Date: December 17, 2007

Purpose/Details: Approving a request by Walla Walla County for area-wide map consistency amendments to the County zoning map to implement zoning consistent with the comprehensive plan.

Ordinance 354

Adoption Date: December 17, 2007

Purpose/Details: Approving a request by Walla Walla County for minor map consistency amendments to the County zoning map to implement zoning consistent with the Comprehensive plan.

Ordinance 355

Adoption Date: December 17, 2007

Purpose/Details: Approving a request by Thomas T. Woods for a rezone agriculture residential 10-acres to rural agriculture 10-acres.

Ordinance 356

Adoption Date: December 17, 2007

Purpose/Details: Denying in part, modifying in part and approving in part a request by the Port of Walla Walla for an area-wide rezone to the county zoning map.

Ordinance 357

Adoption Date: December 17, 2007

Purpose/Details: Denying in part, modifying in part and approving in part a request by the Port of Walla Walla for zoning code text amendments to Walla Walla County code title 17; to wit; modifying Walla Walla County Code sections 17.16.040, 17.12.040 and 17.18.020 to rename the agriculture industrial light zoning district the industrial agriculture mixed (IA-M) district; to rename the agriculture industrial heavy district the Industrial Agriculture heavy (IA-H) district; to allow certain heavy industrial uses in the IA-M district; and eliminating certain uses from the IA-M and IA-H districts.

Ordinance 358

Adoption Date: December 17, 2007

Purpose/Details: Approving a request by Walla Walla County for a zoning code text amendment to Walla Walla County code section 17.31.020.

Ordinance 359

Adoption Date: December 17, 2007

Purpose/Details: Approving a request by Walla Walla County for a zoning code text amendment to Walla Walla county code section 17.16.014 to allow growing of crops in all resource zoning districts, the RR-40, RR-20 and RA-10 rural zoning districts and in the industrial agriculture and commercial zoning districts.

Ordinance 360

Adoption Date: December 17, 2007

Purpose/Details: Approving a request by Walla Walla County for amendments to the county-wide zoning map to implement zoning consistent with the Comprehensive Plan.

Ordinance 364

Adoption Date: June 23, 2008

Purpose/Details: Approving a request by Walla Walla County for the adoption of new development standards – for wineries, setting forth a new definition of winery, establishing a new threshold criteria for conditional use permit approval, setting limits on events that may occur at wineries, and eliminating redundancy in the code and resulting in an amendment of Walla Walla County Code Chapters 17.16 (permitted uses), 17.20 (parking standards), and 17.22 (wineries).

Ordinance 366

Adoption Date: October 20, 2008

Purpose/Details: Approving a request by James K. Hayner for the adoption of new development standards for distilleries, setting forth a new definition of distillery (production facility), and resulting in amendments of Walla Walla County Code Chapters 17.16 (Permitted Uses) and 17.08 (Definitions).

Ordinance 367

Adoption Date: October 27, 2008

Purpose/Details: Approving a request by Mike White for the adoption of new development standards for wedding and event centers and resulting in amendments of Walla Walla County Code Chapter 17.16 (Permitted Uses).

Ordinance 368

Adoption Date: October 27, 2008

Purpose/Details: Approving a request by Third Street Investments, LLC for a zoning code text amendment to Walla Walla County Code Title 17 to establish Chapter 17.50 – Development Standards.

Ordinance 370

Adoption Date: July 20, 2009

Purpose/Details: Approving a request by Walla Walla County for amendments to the Walla Walla County Code, Title 14, Development Code Administration, to ensure compliance with the Growth Management Act.

Ordinance 371

Adoption Date: August 3, 2009

Purpose/Details: Approving adoption of amendments to Walla Walla County's development regulations, including chapters 17.04, 17.08, 17.12, 17.16, and 17.18 and Sections 17.17.070, 17.28.020 and 17.40.020 of the Walla Walla County Code and technical amendments to the Walla Walla County zoning map, complying with the requirements of RCW 36.70A.130(1)(D), resulting in an amendment of Walla Walla County Code Title 17.

Ordinance 372

Adoption Date: August 31, 2009

Purpose/Details: Approving adoption of critical areas provisions, complying with the requirements of RCW 36.70A.130(d) and RCW 36.70A.172 with regard to critical areas, adopting the best available science review document, designating critical areas within unincorporated Walla Walla County, setting forth provisions for protection of those critical areas, and partially repealing Resolution 95-220, resulting in an amendment and replacement of Walla Walla County Code Chapter 18.08.

Ordinance 378

Adoption Date: December 21, 2009

Purpose/Details: Adopting a map amendment to the Walla Walla County Comprehensive Plan, Resource Lands Map – 9, removing the unique lands designation from the property owned by Mr. Scott Byerley, applicant, for property located at 501 W. Langdon Road.

Ordinance 379

Adoption Date: December 21, 2009

Purpose/Details: Approving a text amendment to the Walla Walla County Comprehensive Plan, Chapter 12 – Burbank Subarea Plan and Policy BSA-14, for the Port of Walla Walla.

Ordinance 380

Adoption Date: December 21, 2009

Purpose/Details: Adopting a text amendment by Walla Walla County to the Walla Walla County Comprehensive Plan, removing policies RL-16, RL-17, RL-27, and RL-29 from Chapter 6 – Rural and Resource Lands.

Ordinance 381

Adoption Date: December 21, 2009

Purpose/Details: Adopting a map amendment by the City of College Place to the Walla Walla County Comprehensive Plan, amending Map LU-1 and Map LU-3, for a technical, non-substantive correction, to include property adjacent to the Mt. Hope Cemetery and Walla Walla University into the Urban Growth Area of the City of College Place, and amending Map LU-1 and Map LU-3 land use designations for the property from Rural Residential to Public Reserve, and rezoning the property from Rural Residential 5 to Public Reserve.

Ordinance 382

Adoption Date: May 17, 2010

Purpose/Details: Approving a request by Walla Walla County to amend Walla Walla County Code Section 17.08.260 and establish Section 17.08.261 in order to provide greater flexibility in the permitting of home occupations.

Ordinance 385

Adoption Date: August 30, 2010

Purpose/Details: Approving a request by Walla Walla County to amend Walla Walla County Code Title 16 – Subdivisions, in order to ensure compliance with the Growth Management Act and provide clarity to procedural requirements.

Ordinance 386

Adoption Date: August 30, 2010

Purpose/Details: Approving a request by Walla Walla County to amend Walla Walla County Code Title 17 – Zoning, in order to ensure compliance with the Growth Management Act and provide clarity to land use requirements.

Ordinance 388

Adoption Date: October 5, 2010

Purpose/Details: An ordinance of the Board of County Commissioners of the County of Walla Walla, Washington, relating to the State Environmental Policy Act (SEPA); repealing the County's current procedures for implementation of SEPA and adopting new procedures for

review of all “actions” under SEPA, issuance of threshold decisions, preparation of environmental impact statements, public notice, comment and appeals; repealing Chapter 18.04 Walla Walla County Code and adopting a new Chapter 18.04 of the Walla Walla County Code.

Ordinance 389

Adoption Date: October 5, 2010

Purpose/Details: Approving a request by Walla Walla County to amend Walla Walla County Code Title 14 – Development Code Administration – in order to ensure compliance with RCW 36.70B (Local Project Review) and clarify project review procedures.

Ordinance 392

Adoption Date: December 20, 2010

Purpose/Details: Adopting zoning code amendment 2010-002, a request by the Port of Walla Walla to amend Walla Walla County Code Section 17.16.040 by allowing commercial greenhouses in the Industrial Agriculture Heavy zoning district and deleting Walla Walla County Code subsections 17.16.014(B)(4) & (5), which include additional regulations on retail and commercial businesses.

Ordinance 393

Adoption Date: December 20, 2010

Purpose/Details: Adopting CPA 2009-002, a request by Isaias and Sonia Muro to amend Walla Walla County Comprehensive Plan Land Use Map-1 and Land Use Map-3 for property located at 2041 Wallula Avenue, Walla Walla.

Ordinance 394

Adoption Date: December 20, 2010

Purpose/Details: Adopting CPA 2009-002, a request by Isaias and Sonia Muro to rezone property located at 2041 Wallula Avenue, Walla Walla to Rural Residential 5-acre.

Ordinance 397

Adoption Date: June 20, 2011

Purpose/Details: Approving an amended request, with modifications, by Cameo Heights for a zoning code text amendment to Walla Walla County Code Title 17 to allow for Type III Bed and Breakfast Guesthouses with expanded food service.

Ordinance 400

Adoption Date: November 15, 2011

Purpose/Details: Adopting a request by Scott Byerley to amend Walla Walla County Code Section 17.31.060(X) by allowing cluster lot density to be transferred from contiguous legal parcels in the same ownership across roads and/or railroads.

Ordinance 401

Adoption Date: November 15, 2011

Purpose/Details: Adopting a request by J and J Golf to amend Walla Walla County Code Section 17.16.014 by allowing Wedding and Event Centers to be a permitted use in the Agriculture Residential 10-acre zoning district.

Ordinance 402

Adoption Date: November 15, 2011

Purpose/Details: Adopting a request by Ben Dawson to amend the land use and zoning designation for 36 acres generally located at 103 Owens Road, Walla Walla County.

Ordinance 403

Adoption Date: November 15, 2011

Purpose/Details: Adopting a request by Walla Walla County for technical mapping amendments to the land use and zoning designations for publicly and privately-owned property in the City of College Place and City of Walla Walla UGAs.

Ordinance 404

Adoption Date: November 15, 2011

Purpose/Details: Adopting a request by Walla Walla County to amend the title of Comprehensive Plan Map TR-1

Ordinance 405

Adoption Date: November 15, 2011

Purpose/Details: Adopting a request by Walla Walla County to amend County Code Sections 16.08.010, 17.08.260(1), 17.08.261(i), and chapter 18.12 to ensure the code consists of the proper definitions, cross references, and citations.

Ordinance 406

Adoption Date: November 15, 2011

Purpose/Details: Adopting a request by Walla Walla County for amendments to Comprehensive Plan Land Use Maps and County Zoning Maps in order to establish map consistency.

Ordinance 408

Adoption Date: January 3, 2012

Purpose/Details: Adopting a request by Walla Walla County to amend County Code Section 17.16.014 to allow Furniture and Fixture Manufacturing in rural Activity Centers via the Conditional Use Permit process.

Ordinance 409

Adoption Date: January 9, 2012

Purpose/Details: Approving a request by Walla Walla County to amend Walla Walla County Code Chapter 18.08 – Critical Areas, designating and protecting additional areas as critical aquifer recharge areas and changing regulations in order to ensure compliance with the Growth Management Act.

Ordinance 412

Adoption Date: December 24, 2012

Purpose/Details: Denying a request by Norm McKibben to amend land use and zoning designation for 120 acres generally located south of Old Milton Highway and west of Peppers Bridge Road, Walla Walla County.

Ordinance 413

Adoption Date: December 24, 2012

Purpose/Details: Adopting a request by Michael Witherspoon to amend County Comprehensive Plan Map RL-10, removing designation of unique lands from certain properties.

Ordinance 414

Adoption Date: February 25, 2013

Purpose/Details: Approving a request by Walla Walla County to amend Walla Walla County Code Chapter 18.08 – Changing Critical Aquifer Recharge Area Regulations in order to ensure compliance with the Growth Management Act, and adopting additional best available science.

Ordinance 418

Adoption Date: December 16, 2013

Purpose/Details: Denying a request by Darwin Odgaard and Lynne K. Hoffman to change land use and zoning designations from residential to commercial in the Burbank Urban Growth Area by amending Comprehensive Plan Map LU-1 and BSA-1, along with applicable county zoning maps.

Ordinance 419

Adoption Date: December 16, 2013

Purpose/Details: Adopting a request by the city of College Place to expand its urban growth area by 8.81 acres and reduce the City of Walla Walla's urban growth area by amending Comprehensive Plan Map LU-1 and Map LU-3.

Ordinance 420

Adoption Date: December 16, 2013

Purpose/Details: Adopting a request by Randal Grudzinski to amend the land use designation and zoning district of 23.24 acres in the City of Walla Walla's urban growth area from residential to commercial by amending Comprehensive Plan Map LU-1 and Map LU-3, along with applicable county zoning maps.

Ordinance 421

Adoption Date: December 16, 2013

Purpose/Details: Adopting a request by the Port of Walla Walla to amend Appendix G "Projects eligible to receive economic development sales tax funds" of the Walla Walla County Comprehensive Plan.

Ordinance 422

Adoption Date: December 16, 2013

Purpose/Details: Adopting a request by Michael and Ambrose Locati to expand the City of College Place urban growth area boundary and amend land use and zoning designations from rural to urban designations.

Ordinance 423

Adoption Date: January 27, 2014

Purpose/Details: Adopting a request by Walla Walla County to amend the permitted uses table in Chapter 16.16 of the Walla Walla County Code, allowing libraries as a permitted use in the Rural Residential 2 zoning district.

Ordinance 426

Adoption Date: December 15, 2014

Purpose/Details: Adopting a request by Bernardo Lopez to amend Chapter 17.08 of the Walla Walla County Code establishing a definition for “Art Production Facility” and to amend the permitted uses table in Chapter 17.16 of the Walla Walla County Code allowing Art Production Facility as a conditional use in the Rural Residential 5 zoning district.

Ordinance 428

Adoption Date: December 15, 2014

Purpose/Details: Adopting a request by the Port of Walla Walla to amend the permitted uses table in Chapter 17.16 of the Walla Walla County Code, allowing a wider range of uses and the elimination of certain size limitations in the Light Industrial zoning district.

Ordinance 437

Adoption Date: December 14, 2015

Purpose/Details: Adopting a request by Blue Mountain Commercial LLC (CPA15-001, REZ15-001) to remove 2.33 acres from the City of Walla Walla’s Urban Growth Area and amend Comprehensive Plan Maps LU-1 and LU-3 and the Walla Walla County zoning map to change the property from urban to rural residential zoning and land use designations.

Ordinance 438

Adoption Date: December 14, 2015

Purpose/Details: Adopting a request by J. Alan and Deanne Fielding to amend Walla Walla County Code 17.08.074C, changing the definition of Type III Bed and Breakfast Guesthouses.

Ordinance 439

Adoption Date: December 14, 2015

Purpose/Details: Adopting a request by Richard Grizzell to amend Walla Walla County Code 17.08.015, increasing the maximum allowable size of accessory dwelling units to 1,100 square feet and removing a restriction on the use of manufactured homes as accessory dwelling units.

Ordinance 440

Adoption Date: December 14, 2015

Purpose/Details: Adopting a request by the Port of Walla Walla (ZCA15-005) to amend Walla Walla County Code Section 17.16.014, Chapter 17.08, and 17.20.100 to provide additional allowances for accessory residential uses in the light industrial and industrial business park zoning districts.

Ordinance 441

Adoption Date: December 14, 2015

Purpose/Details: Adopting a request by Don Johnson Trailer Sales (ZCA15-007) to amend Walla Walla County Code Chapter 17.08 to establish a new definition for “Livestock and Trailer Sales and Service” and amend Section 17.16.014 Permitted Uses, to allow this use in the Agriculture Residential-10 zoning district subject to conditions.

Ordinance 443

Adoption Date: May 31, 2016

Purpose/Details: Adopting an interim ordinance temporarily amending the county zoning map to assign zoning for two parcels recently de-annexed from the City of College Place, in unincorporated Walla Walla County.

Ordinance 444

Adoption Date: June 14, 2016

Purpose/Details: Approving a proposed update to the Walla Walla County Shoreline Master Program, complying with the requirements of RCW 90.58, designating shorelines within unincorporated Walla Walla County, setting forth provisions for protection of those shorelines, and repealing the current Shoreline Master Program, resulting in a replacement of the Walla Walla County Shoreline Master Program.

Ordinance 445

Adoption Date: June 27, 2016

Purpose/Details: Amending Walla Walla County Code Sections 17.08.074 and 17.08.074B, changing the definition of Type II Bed and Breakfast Guesthouses and amending Section 17.16.014 to add a new development condition.

Ordinance 446

Adoption Date: June 27, 2016

Purpose/Details: Amending Walla Walla County Code Chapter 17.08 and Section 17.16.014, and establishing definitions and development standards for two types of wedding and event centers.

Ordinance 447

Adoption Date: June 27, 2016

Purpose/Details: Amending Walla Walla County Code Chapter 18.12, Flood Damage Prevention, in order to comply with ordinance deficiencies cited by the Washington State Department of Ecology under the National Flood Insurance Program and to update procedural

requirements to be consistent with Walla Walla County Code Title 14, Development Code Administration.

Ordinance 450

Adoption Date: August 15, 2016

Purpose/Details: Adopting a request by the Port of Walla Walla (ZCA16-007) to amend Walla Walla County Code Section 17.16.014 to allow automobile service stations and convenience markets to be located in the industrial business park zoning district.

Ordinance 459

Adoption Date: December 12, 2016

Purpose/Details: Adopting a request by Tim Rockey (ZCA16-002) to amend Walla Walla County Code Section 17.16.014, Chapter 17.08, and Chapter 17.22 to allow Breweries to be located in the Agriculture Residential 10 Zoning District, establish definitions for Type I and Type II Breweries, and apply the winery development standards to Breweries.

Ordinance 460

Adoption Date: December 19, 2016

Purpose/Details: Adopting amendments to Comprehensive Plan Maps LU-1 and LU-3 and the Walla Walla County Zoning Map to assign zoning and land use designations to two parcels recently de-annexed from the City of College Place, in unincorporated Walla Walla County.

Ordinance 463

Adoption Date: May 1, 2017

Purpose/Details: Amending Walla Walla County Code Chapter 17.08 and Section 17.16.014 to establish definitions and development standards for agritourism enterprises and small scale value-added agriculture processing and establish these as allowed uses in most of the county's rural agriculture, and industrial agriculture zoning districts.

Ordinance 466

Adoption Date: May 30, 2017

Purpose/Details: Amending the Walla Walla/College Place Coordinated Water System Plan (CWSP) by removing property from the City of Walla Walla's Water Service Area (WSA), identified by parcel numbers 360605514809 (1.23 acres) and 360605510006 (10.43 acres), and owned by Sunset Development, LLC, and requiring that any new public water system be constructed in accordance with the construction standards and specifications embodied in the CWSP, and that any such new public system shall be operated by a state approved Satellite Management Agency.

Ordinance 468

Adoption Date: December 26, 2017

Purpose/Details: Approving a request by JR Simplot Company for site-specific Comprehensive Plan and Zoning Map Amendments to add a 160-acre property to the Attalia Industrial Urban Growth Area, change the land use and zoning designations from Primary Agriculture/PA-40 to Industrial Agriculture/IA-M, and remove the unique lands designation shown on Comprehensive Plan Map RL-10; and remove a 160-acre property on Dodd Road from the Attalia Urban Growth Area and change the land use and zoning from Industrial Agriculture/AI-M to Primary Agriculture/PA-40 (APN 310822110002 and 310826410004).

Ordinance 469

Adoption Date: December 26, 2017

Purpose/Details: Denying a request by Roberta Cavalli for site-specific applications to change the land designation from Agriculture Residential to Rural Residential 5 and rezone a 18.27 acre parcel at the intersection of Wallula Avenue and McKinney Road from AR-10 to RR-5 (APN 350727420010).

Ordinance 470

Adoption Date: December 26, 2017

Purpose/Details: Denying a request by Brent Knowles to amend Walla Walla County Code Chapter 17.31, Development Standards – Cluster Developments on Resource Lands.

APPENDIX C: PUBLIC INVOLVEMENT PROCESS

2017-2019 PUBLIC INVOLVEMENT PROCESS

Walla Walla County has conducted a variety of public participation and outreach efforts during the 2017-2019 Comprehensive Plan and development regulations Periodic Update planning process to provide information to county residents and obtain public comment.

- **March 6, 2017.** Memorandum from Tom Glover, Director of the Walla Walla County Community Development Department to the Walla Walla County Board of County Commissioners outlining the process and schedule for updating the County's Comprehensive Plan and development regulations, with a request for consensus from the Board to begin the process.
- **April 5, 2017.** Walla Walla County Planning Commission workshop, presented March 6, 2017 memo to BOCC, initiating kick-off of the Planning Commission's participation in the process for Comprehensive Plan and development regulation update.
- **August 28, 2017.** Memorandum from Tom Glover, Director of the Walla Walla County Community Development Department to the Walla Walla County Board of County Commissioners advising the BOCC on the status of the update process, notifying the BOCC of the County's planning consultant's termination of agreement, and requesting to proceed with the process to hire a different planning consultant to assist in completion of the Periodic Update.
- **September 3, 2017.** The Community Development Department issued a Request for Qualifications/Proposal for a professional land use planning service to assist with the comprehensive planning. This was advertised in local newspapers and the county's website. The Watershed Company was selected.
- **December 8, 2017.** The County developed and published a Public Participation Program outlining the approach that would be used to engage the public during the various phases of the Periodic Update process. This plan was published on the County's website.
- **Website.** In October 2017 the Community Development Department's website began to be updated with information about the Comprehensive Plan and development regulations update. The website provided a central point of information, and a means for citizens to send their comments to the county staff. It was maintained by staff to provide current information to the community on the Update. Information on the Growth Management Act (GMA), scheduled public meetings and hearings, non-County amendment applications, Comprehensive Plan

materials, and the update process schedule was provided at this website. In order to make it more available to the public, a copy of the County's proposed changes to the Comprehensive Plan as well as the previous versions are available on the County's website.

- **Email Distribution List.** In addition to all regular notification procedures, as required by WWCC Title 14, Community Development Department staff also maintained an email distribution list of interested parties, including members of the public, applicants, and public agencies.
- **Public Open Houses.** As part of the 2018 Periodic Update, open houses were held in December 2017 and again in June 2018. The purpose of the meetings was to discuss the update and help guide any changes staff made. Staff conducted two open houses to gather suggestions.
 - **December 4** – Burbank Middle School; number of attendees: 30
 - **December 5** – Walla Walla Regional Airport Terminal; number of attendees: 43
 - **June 19** – Walla Walla Regional Airport Terminal; number of attendees: 20
 - **June 20** – Burbank Middle School; number of attendees: 60
- **Online Survey.** As part of the 2018 Periodic Update Kick-off, citizens were invited to take an online survey via a link on its webpage between December 1 and December 27, 2017. The survey was intended to collect public comment on the update, especially from individuals who were unable to attend the December open houses.

Acceptance and Review of Non-County Amendment Applications. The County has an annual amendment process for the Comprehensive Plan that allows for citizens, agencies, and cities to propose amendments to the plan. The docketing process involves two steps: a preliminary docket and a final docket. UGA amendment applications that were approved for placement by the Board of County Commissioners on the 2018 Final Docket were reviewed concurrently with the 2018 Periodic Update.

- **October 2, 2017.** The application period opened for non-county amendment applications. Notice of the amendment application period was issued to media outlets via a press release and posted on the County's website. The application form and SEPA checklist were made available for download from the website.

- **November 30, 2017.** The application period closed. Eight non-county amendment proposals were submitted; application materials were posted on the County's website following the end of the application period.
- **February 7, 2018.** The Planning Commission held a public hearing on the eight non-county amendment proposals on the 2018 Preliminary Docket. Notice of the public hearing was published and mailed as required under Title 14. Meeting information was distributed by email to interested parties and the Walla Walla Union Bulletin.
- **February 26, 2018.** The Board of County Commissioners issued a Resolution (18-048) calling for a public hearing to consider adding or removing some of the amendment applications submitted during the 2018 application cycle.
- **March 12, 2018.** The Board of County Commissioners held a public hearing on the non-county amendment proposals on the Preliminary Docket. Notice of the public hearing was published and mailed as required under Title 14. Meeting information was distributed by email to interested parties and the Walla Walla Union Bulletin.
- **March 19, 2018.** During a regular, open public meeting, the Board of County Commissioners conducted deliberations regarding which applications to place on the 2018 Final Docket. The Board voted to place five non-County UGA amendment proposals on the 2018 Final Docket of Comprehensive Plan Amendments; one application by the City of Walla Walla was not moved forward. Additionally, two applications for development regulations were moved forward to the 2018 Final Docket but the Board stated that these applications will be reviewed after completion of the Periodic Update, since they do not require amendment to the Comprehensive plan. The Board adopted a resolution on March 20 establishing the 2018 Final Docket.
- **May 23, 2018.** The Planning Commission held a workshop meeting to discuss the five non-County UGA amendment applications that were placed on the 2018 Final Docket. Notice of the workshop meeting was posted on the County's website and emailed to interested parties.
- **June 4, 2018.** The Board of County Commissioners held a workshop meeting to discuss the five non-county UGA amendment applications that were placed on the 2018 Final Docket. Notice of the workshop meeting was emailed to interested parties and posted online.
- **November 21, 2018.** The County issued SEPA Determination of Non-Significance (DNS) for the Periodic Update and all non-County amendments on the 2018 Final Docket. This threshold determination was filed with the Washington State

Department of Ecology, emailed to the consulting local and state agencies, mailed to parties of record and the applicant, and published in the Walla Walla Union Bulletin, Waitsburg Times, and Tri-City Herald, and posted on the Community Development Department website.

- **December 5, 2018.** The Walla Walla County Planning Commission held a public hearing and make recommendations on the Periodic Update and the non-County UGA amendment applications. Public notice of this hearing was published, posted, mailed, and emailed as required by Title 14.
- **December 18, 2018.** The Board of County Commissioners held a public hearing to consider the proposed 2018 Periodic update and the non-County amendment applications, and to receive comments from the general public. The Board of County Commissioners continued the hearing to a later date. Public notice of this hearing was published, posted, mailed, and emailed as required by Title 14. On the day of the hearing, the City of College Place withdrew College Place Application #1 (Martin Field).
- **May 28, 2019.** The Board of County Commissioners held a workshop meeting to discuss the proposed amendments on the 2018 Final Docket. The focus of the meeting was the County's Revised County Land Capacity Analysis (LCA), and new information and revised documents submitted by the City of College Place regarding their UGA amendment proposals. Notice of this meeting was sent by email to interested parties.
- **June 24, 2019.** The Board of County Commissioners continued their public hearings on the 2018 Periodic Update and the non-County applications on the 2018 Final Docket. Public notice of this hearing was published, posted, mailed, and emailed as required by Title 14. After the public hearings, the Board closed the records for all of the non-County UGA amendment applications and the County's Periodic Update.
- **July 8, 2019.** During a regular, open public meeting, the Board of County **Commissioners** conducted deliberations and then took action regarding each of the applications on the 2018 Final Docket, asking staff to prepare ordinances for review and signature. Notice of this meeting was sent to all interested parties on the email distribution list.

Development and Review of the County's Proposed Comprehensive Plan and Development Regulations Periodic Update. Staff began preparing an updated draft of the Walla Walla County Comprehensive Plan and development regulations in the Spring of 2017. Information from the public comments, including open house events, as well as staff

and consultant review were considered in drafting the plan as well as information from a wide variety of other sources.

- **April 11, April 18 and May 23, 2018.** The Planning Commission held three workshop meetings to review the draft Comprehensive Plan and proposed changes to the development regulations. Notice of the workshop meeting was emailed to interested parties and posted online.
- **June 4, 2018.** The Board of County Commissioners held a workshop meeting to discuss the draft Comprehensive Plan and proposed changes to the development regulations. Notice of the workshop meeting was emailed to interested parties and posted online.
- **June 6, 2018.** The Planning Commission held a workshop meeting to discuss proposed Comprehensive Plan amendment and draft development regulation amendments. Notice of the workshop meeting was emailed to interested parties and posted online.
- **June 12, 2018.** Press Release issued to media, announcing upcoming public open house events to be held on June 19 and 20 in Walla Walla and Burbank respectively. This Press Release was emailed to interested parties from the County's email distribution list and posted on the Department website.
- **October 17, 2018.** The County produced a Responsiveness Summary addressing submitted public comments.
- **November 21, 2018.** The County issued SEPA Determination of Non-Significance (DNS) on the 2018 Periodic Update and the non-County UGA proposals on the Final Docket. This threshold determination was filed with the Washington State Department of Ecology, emailed to the consulting local and state agencies, mailed to parties of record and the applicant, and published in the Walla Walla Union Bulletin, Waitsburg Times, and Tri-City Herald, and posted on the Community Development Department website.
- **December 5, 2018.** The Walla Walla County Planning Commission held a public hearing and make recommendations on the Periodic Update. Public notice of this hearing was published, posted, mailed, and emailed as required by Title 14.
- **December 18, 2018.** The Board of County Commissioners held a public hearing to consider the proposed 2018 Periodic update, and to receive comments from the general public. The Board of County Commissioners continued the hearing to a later

date. Public notice of this hearing was published, posted, mailed, and emailed as required by Title 14.

- **May 28, 2019.** The Board of County Commissioners held a workshop meeting to discuss the proposed amendments on the 2018 Final Docket. Community Development Department staff and the County's consultants presented conclusions from a Revised County Land Capacity Analysis. Notice of this meeting was sent by email to interested parties.
- **June 24, 2019.** The Board of County Commissioners continued their public hearings on the 2018 Periodic Update and the non-County applications on the 2018 Final Docket. A Staff Report was presented to the Board to supplement the materials presented at the December 18, 2018 public hearing. The June 24th Staff Report included the final Revised County Land Capacity Analysis and employment data for College Place and Walla Walla. Public notice of this hearing was published, posted, mailed, and emailed as required by Title 14. After the public hearings, the Board closed the records for all of the non-County UGA amendment applications and the County's Periodic Update.
- **July 8, 2019.** During a regular, open public meeting, the Board of County Commissioners conducted deliberations and then took action regarding each of the applications on the 2018 Final Docket, asking staff to prepare ordinances for review and signature. Notice of this meeting was sent to all interested parties on the email distribution list.

Additional Public Involvement Efforts. In addition to the information placed on the website, public outreach meetings, workshops, and public hearings, the County made a concerted effort to inform the public of the update process and opportunities for involvement in other ways:

- **Department Newsletters.** The Community Development Department publishes a quarterly newsletter to highlight news and events in the County and department. Information about the update process was provided by the Director in the issues for Winter 2017, Fall 2017, Winter 2018, and Spring 2018.
- **October 2, 2017.** The Community Development Department issued a press release to the media, announcing the County was accepting applications for amendments to the Walla Walla County Comprehensive Plan and development regulations.
- **November 17, 2017.** Press Release notifying the media on the upcoming public open house events to be held in Burbank and Walla Walla. This notice was posted on the Department website.

- **November 22, 2017.** Began distribution of the posters announcing the upcoming Public Open House Events.
- **November 30, 2017.** Waitsburg Times article advertising the December 5, 2017 open house at the Walla Walla Airport.
- **January 30, 2018.** Walla Walla Union Bulletin article explaining proposals to Comprehensive Plan and Development Code changes.
- **February 9, 2018.** Walla Walla Union Bulletin article regarding the Planning Commission proceeding with the public process by making recommendations to the Board of County Commissioners for the Final Docket.
- **February 19, 2018.** Walla Walla Union Bulletin article regarding the Board of County Commissioners determining the final docket.
- **February 20, 2018.** Walla Walla Union Bulletin article stating the Board of County Commissioners would hold a public hearing prior to finalizing the final docket.
- **February 28, 2018.** Walla Walla Union Bulletin article stating that the Board of County Commissioners would hold a public hearing on March 12, 2018 for the final docket.
- **March 20, 2018.** Press Release issued to media, updating the public regarding the Comprehensive Plan and development regulations update, including summary of public open house events held in December.
- **March 20, 2018.** Walla Walla Union Bulletin article regarding the Board of County Commissioners decision to establish the Final Docket for the 2018 County Comprehensive Plan and Development Regulations Amendment Cycle.
- **April 9, 2018.** Walla Walla Union Bulletin published two articles regarding updates to the Comprehensive Plan. One specifically on the updates to the transportation chapter and the other on broad changes being updated.
- **April 17, 2018.** Walla Walla Union Bulletin article regarding the Planning Commission's workshop on the Comprehensive Plan.
- **April 29, 2018.** Walla Walla Union Bulletin article regarding two scheduled workshops on changes to the Comprehensive Plan.

- **May 22, 2018.** Walla Walla Union Bulletin article regarding Planning Commission's scheduled workshop on the non-county amendments and proposed amendments to the development regulations.
- **June 3, 2018.** Walla Walla Union Bulletin article regarding Board of County Commission's scheduled workshop for the proposed amendments to the Comprehensive Plan.

APPENDIX D: 1998 AGRICULTURAL LANDS SURVEY

Appendix D

Agricultural Lands Survey, 1998

The 1998 Agricultural Lands Survey was designed and written the first few months of 1998. The County was divided into seven survey areas: Southwest, Touchet, South central, Mountain, Airport, North central, and Northwest. The planning areas of Mill Creek and Russell Creek were excluded because they had been part of GMA planning efforts in 1992 and 1993. Individual surveys were designed for each survey area, with some overlap between the majority of questions on surveys, and each containing very specific questions targeted solely at the survey respondents of that particular region. Surveys were mailed to 2,169 property owners from April to June of 1998. The County had an overall response rate of 18.12% with some survey areas having a return rate as high as 21.74%. The survey was followed by a series of public meetings throughout the County for each of the survey areas. Individual invitations were sent to all 2,169 original recipients and any additional, new property owners that may not have been part of the original survey. News releases were also sent to the local newspapers.

The meetings were well attended and were used to further clarify the results of the Agricultural Survey. During each meeting a PowerPoint presentation was shown in which attendees viewed a synopsis of what comprehensive planning is (per GMA), the history of comprehensive planning already undertaken by Regional Planning, the results of their highly individualized survey area, an average respondent profile, a discussion of how the County code currently works, and a discussion of alternative land use/division practices. At each meeting, a proposal based on GMA planning practice and customized to survey area responses was put on the table for discussion. During this time, attendees were encouraged to fill out worksheets that depicted the future proposal(s) and also that depicted currently allowed land use preferences, in an attempt to clarify the true desires of area respondents. Following is a synopsis of survey area proposals considered for the Comprehensive Plan.

Mountain

A twenty acre minimum lot size with a two acre minimum buildable space was proposed for any land divisions. An increase to the exemption for review of exempt land divisions from the current 20 acre threshold was also included. Land uses allowed in the newly designated area were also included for future clarification. As a result of the findings of the survey and the comments received at the public meeting, the lands within the Mountain Survey Area are included in this plan as Rural Remote rather than a resource classification.

Touchet

A line was drawn around the town site of Touchet utilizing the Touchet River as the western border and the Eastside Irrigation Canal as the eastern border. The proposal was for a five acre lot size with continuation of short plats and subdivisions inside the border and a twenty acre lot size with clustered or non-clustered short plats only (no subdivisions) outside the border. A designated overlay zone for tourism related commercial uses was also proposed running along both sides of the State Route 12. Some proposed uses within this zone were small-scale commercial retail, restaurants, wineries, gift shops, bed and breakfasts, catering establishments, and produce stands.

North Central

A minimum 80-160 acre parcel size with discontinuation of subdivisions and the alternative to cluster or do traditional short plats utilizing the new minimum lot size was proposed.

Airport

The thrust of the proposal was a minimum 80-160 acre parcel size with discontinuation of subdivisions and the alternative to cluster or do traditional short plats utilizing the new minimum lot size. There was also a proposal for a five to ten acre zone outlying the areas east and west of the City of Waitsburg.

Northwest

A minimum lot size of 80-160 acres was proposed for the majority of the central, eastern, and northern portions of the Northwest Area. Much like the Airport and the North central Areas, this area would not allow subdivision, but would allow clustered and traditional short plats. A smaller agricultural size was proposed for areas adjacent to the Industrial UGA moving northward and surrounding the west side of McNary wildlife refuge, then extending north and east to Ice Harbor Drive and the Sun Harbor/Bison Estates area. A highway agri-processing overlay zone was also proposed for the properties off of Highway 124 running east toward Broetje Orchards.

South Central

A minimum lot size of 20 acres with no subdivisions, but allowing planned unit developments and traditional short plats, was proposed for outlying areas on the far east and far west reaches of the South central Planning Area. Areas following the highway and lying south of the Cities of Walla Walla and College Place were proposed to have a ten acre zone and development standards much like what currently exist. Clustered land divisions were not part of this proposal.

Southwest

The proposal for this area was for an 80-160 acre lot size with clustered and traditional short plats only (no subdivisions).

**It is important to note that these proposals were proposals only. Though these set the stage for many actions proposed in the plan, subsequent meetings with the public called for research that altered this approach in certain areas.*

Exhibit 2

WALLA WALLA COUNTY PLANNING COMMISSION

MINUTES

November 13, 1991

The meeting was called to order by Chairman Mike Hewitt, Sr. at 7:30 p.m.

ROLL CALL AND ESTABLISH A QUORUM

Members Present: Mike Hewitt, Sr., Shirley Muse, Jim Moss, Chris Fleischer, Greg Finch, David McConnell, and Bill Foggy

Members Absent: Lowden Borgens and Leroy Kelly, Jr.

Staff Present: Darcey-Fugman Small, Assistant Planning Director; Laurie Klicker, Planner; Anne Smith, Planner; and Shelley Smith, Office Assistant

A quorum was established.

CONFLICT OF INTEREST/APPEARANCE OF FAIRNESS

There was no problem for any member of the Planning Commission with any item on the agenda.

PUBLIC HEARING

A. New Business

1. Resource Lands Advisory Committee Report Concerning Agricultural Lands
PC-91-10A

Darcey Fugman-Small presented the staff report for the information of those present.

Jeanne Brewer, Route 4, Box 302, Walla Walla, wrote a letter in favor of the report, saying that "prime agricultural land in the Russell Creek area should be protected as a natural resource", and that "agricultural zoning of 20 acres per residence should be increased to further protect these uniquely prime agricultural areas". She is concerned that "further suburban encroachment in the Russell Creek area will severely limit agricultural activities, would increase property taxes, and would create a no-win, nonprofit situation for farmers".

Judith Johnson, Conservation Chairperson for the Blue Mountain Audubon Society wrote in favor of the report, stating that the members "agree with the two sets of recommendations the Committee has provided".

Bob Carson, Member of the Walla Walla County Critical Area Committee

sent a letter in favor of the report, saying "I support the recommendations that have been completed by the Resource Lands Advisory Committee." He also wanted to "emphasize the importance of having larger minimum lot sizes in rural (agricultural and forest) areas". He said "I agree with and call attention to the statement encouraging erosion-control measures such as crop rotation, contour cultivation, and strip cropping."

A letter in favor of the report from J.B. and Mrs. J.B. Mansfield stated that they were "in favor of increasing the zoning of the Russell Creek area to 120 acre size rather than present 20 acre". They feel it should "not be put off till 1993".

Chris Fleischer expressed concern that the map showing prime agricultural areas didn't show some of the irrigated areas in the northern area of the County. Darcey said that some areas, even when irrigated, may be less than prime and designated secondary.

Greg Finch asked about the small circles of prime shown on Exhibit "A". He wondered why they were separate from the larger block of prime land. He thought they should be incorporated with the other block or the larger block extended to the north. Darcey told him that these designations were determined by the Soil Conservation Service, and that their prime designation map shows the small circles. She said that the Russell Creek Committee will more than likely treat it as a whole.

Greg Finch wondered if they had to have a decision or recommendation on the map as it is now. Darcey said they would base their decision on the map and other criteria presented.

Greg Finch asked "So we're recommending that it's 40 acres or larger?" Darcey said that the majority of parcels would be 40 acres or larger, not that the zoning be 40 acres. Greg wanted to know where the 120 acres comes into the discussion. Darcey told him that the 120 acre question was not before them at that time. That will come up again when the Russell Creek Committee make their findings, and that the whole thing is very general at this point. It needs to be worked on in the next year. It simply sets up a work program for the County.

Darcey said our zoning and subdivision requirements are adequate now, but that in the next year the items under consideration need to be looked at by the committees separately, and in the next four years they need to be looked at as a whole.

Mike Hewitt said that at this time, the Commission usually takes testimony in favor of the request, but he felt there were still too many questions for some people to decide, so he would open the hearing to questions.

Vernon Kinney, Route 1, Box 60, asked what Title 18 is. Darcey said it is the County ordinance that implements the State environmental policy. Mr. Kinney also asked how an ag district is ensured. Darcey

said that is set through zoning. Mr. Kinney asked if people have to go through the zoning process to set up ag districts. Darcey said that right now we have two different ag districts. One is AG, Agriculture General, with 10 acre minimum lot size and AR, Agriculture Rural with 20 acre minimum lot size. Mr. Kinney asked how you get a new one. Darcey said that's what this whole meeting is about is making changes and that she didn't know what changes will have been made at the end of 4 years.

Stan Pearson, 733 Bryant said he was speaking for people who own 20 plus acre lots and plan to build. He says he's in favor of the ecological intent of the plan, and he would like to see people who have areas being considered for change able to maintain their area. He wouldn't like to see his 30 acres of land melded back in by this plan. Darcey said that if the zoning is changed, anyone having a legal lot of record with nothing built on it would be able to build because their lot would be grandfathered in.

John Yenny, Route 4, said that he farms in the Russell Creek area where the 120 acre minimum is proposed. He said that the lots for ag land need to be in large enough lots to be attractive for farming. He strongly supports the 120 acre minimum.

Richard Allen, Route 4, Box 174 and Box 315A said that he favors the 120 acre lot size in the Russell Creek area. He would like to see it increased rapidly.

Robert Frazier, 104 N. Division said he's a landowner and co-trustee of land in the Russell Creek area. He wanted to know if this was the correct time to make his opinions on a specific area known. Darcey said that opinions on specific areas would be better addressed at the meetings for that specific area.

Jerry Zahl, 1841 Rustic Place said that he was raised on Russell Creek and works for Walla Walla Farmers' Co-op. He said he is concerned about the encroachment of residential developments into prime farm ground. He is in favor of the 120 acre lot size. He also said that he would like to be considered for the Russell Creek planning committee if an opening develops.

Kenny Hobbs, Route 4, Box 308, asked what would happen if the lot size was raised to 120 acres and your house burned down, would you be able to rebuild. Mike Hewitt said that you would because it would be permitted under the grandfather clause.

Bob Frazier spoke again, saying that his property adjoins development already and that 1/2 his land is circled by development. He supports development and the 20 acre lot size he has now, not 120 acre lot size.

Ravenna Ferrel said that the land on three sides of her farm can be divided and there is getting to be too much development. She is getting complaints from homeowners adjoining her land about farming practices bothering them. She feels there is a need for the 120 acre

lot size. Her son and grandson want to continue farming and she would like to see them be able to.

Barbara Clark, 717 N. Main, Walla Walla said that she supports the 120 acre lot size. One factor is the availability of water. Preservation of non-urbanized land will give us more water. The more concrete there is the less water. Forest and ag land serve as watersheds.

Rich Klicker, Route 4, Box 280 asked who decides which are 40 acre parcels. Darcey said that the 40 acres is the ownership, not the parcel size. Mr. Klicker said he would like Larry Hooker from the Soil Conservation Service to explain the LESA system that everyone would be working with.

Larry Hooker, Soil Conservation Service gave a brief explanation and overview of the LESA (Land Evaluation and Site Assessment) system.

John Yenny asked Mr. Hooker how the LESA system works when the classifications for various areas are different on adjoining land. Can the land with the lower value be set aside for development? Larry said that the in a parcel with various LESA scores is going to all even out to one average. Mike Hewitt asked if the LESA system evaluates land by parcel. Larry said that it does.

Dave McConnell the LESA system is a tool to help the committees chosen make decisions about how to judge areas.

Rich Klicker said the the Russell Creek farmers who are in favor of the 120 acre lot size to think about the SCS criteria of frost free days and growing season in their scoring. These are also big criteria in wetland. He said he's fighting the SCS now over their interpretation of what is wetland. He feels it's dangerous to let the SCS make these decisions. Darcey said that if LESA is implemented, it won't be by the SCS. The classifications will be used, but the County will make any new decision. SCS is just a resource, not a decision-making body. LESA is a tool for analyzing alternative sites to plan for urban growth.

Mr. Klicker said that the staff report states that the SCS findings will prevail. Darcey said that this already exists in the Comprehensive Plan it's not something new we're talking about tonight. Mr. Klicker asked if it could be changed in the future. Darcey said changes can be made in the next four years, but will not be decided tonight.

Mr. Klicker said that he was concerned about promoting ag road so they would be used for recreational roads. He said this is a big problem in the Mill Creek area. He'd like to see them left alone. He said he's concerned that there would be something o.k.'d at this meeting that people didn't know enough about and would like more explanation.

Darcey went over the staff report again showing what the key points

were.

Greg Finch asked if the question of the 120 acre lot size would be addressed at the next meeting. Darcey said that the 120 acre lot size was a suggestion by the Russell Creek Committee, but that nothing definite has been decided and that will be discussed at each area committee in the coming months. Greg said he still had a problem with the separate "spots" on the map regardless of whether it's IESA or whatever. Darcey said IESA wasn't used to get the spots, it's just the SCS's map of prime soil.

Greg said "I don't agree with the methodology of creating these spots because all of those areas could be considered of prime significance. All the way to Mill Creek you've got this little chunk here. You've got everything northeast of Buroker which is prime ground. You can't tell me it's going to be secondary significance, so why are we restricting these little zones by the squiggly lines. I know it's not a zone, but calling it not prime, or secondary, I don't think that that's a logical map. What you need to do is call everything prime significance that's agricultural up to the marginal foothill ground that's maybe a 5 on a scale of the SCS or whatever. I don't agree with that." Darcey said that Legislation says we have to identify and classify prime lands and then as an option we can do whatever we want with the rest. The Legislation refers to the SCS definition, so we use it whether we like it or not.

Greg said "You're going to create a difference then between prime and secondary. One may be 20 acres in secondary and prime may be 120 acres." Darcey said that there will be many layers of planning. There may be section of the County where the area committee decides that they want to treat a certain area the same. Greg said "I understand, I just don't agree with that particular... and I understand why you're doing that, but to create a circle out here is just nuts, but anyway. As long as you think the district will be able to control what the zone is, but for us to put a restrictive measure in here... #3d. The County should increase the minimum lot size in the Agricultural Lands of Secondary Significance (suggested 20 acres). I know we haven't determined that yet, but is that going to be a blanket thing then that all secondary significance and all primary is going to have a 20 acres or then an overriding whatever the district decides they want." Darcey said we're going to try for consistency throughout the districts in the County.

Eric Rindall said that there seemed to be some confusion on IESA. He said that it's an outline. It can be skewed to provide protection for whatever you decide. Once you adopt those numbers you will come up with numbers that will have significance for Walla Walla as a whole.

Larry Hooker had a clarification: The prime and unique land map is an adaptation to what's existed in Walla Walla County Conservation District long range program since 1980. It's for general planning purposes only, it's not very good detail.

Jerry Zahl said he wondered what effect more development and more sewage systems would have on ground water contamination. He also wondered who is responsible for determining the effects of the new development. He said instead of this report looking at the 20 year plan maybe it should be the 300 year plan for maintenance of farm ground. Darcey said that the question of how services will be provided and its effects is all part of the Growth Management Act.

Dick Garver, Route 5, Box 346 said that he disagrees with Mrs. Clark's contention that the issue isn't controversial. He feels it's very controversial. He said it is up to him what to do with his property, not any commission or anybody else. He feels it should be his decision whether he has 1 acre or 120 acres. He resents being told what to do with his property. He is not in favor of the 120 acre lot size. Mike Hewitt said that as a property owner your right is never taken away to come before the Planning Commission for a rezone.

Shirley Muse said that tonight we're laying the guidelines for going through the process. The Planning Commission will decide to accept or reject the process. If they accept, they have only made the decision to set up the work program and accept the definitions.

W.H. Ketcheroid asked from what date the minimum lot size could be grandfathered in. Darcey said the zoning ordinance was adopted in October 1967. Mr. Ketcheroid said that he's had a 7 acre lot since 1948 which has been refused several times because it's not 10 acres. Darcey said she'd have to check out a specific case, but she believed the difference was due to government ownership. Mr. Ketcheroid also said that the Planning Commission needed to really listen to Mr. Klicker on the wetlands issue. He said that man made the wetlands and now they are sacred, you can't even step on them, and all they are is noxious weeds.

Mike Hewitt adjourned for a break at 8:55 p.m. The meeting was reconvened at 9:05.

MOTION: Chris Fleischer: "Realizing what is before us is only the initiation of a process and not voting on any specific recommendation per the specifics of the plan, I would move at this time that the Planning Commission accept the Walla Walla County Environmental Review Report, EA-91-22, noting findings:

1. The specific recommendations requiring code amendments will undergo separate environmental review at the time of amendment.
2. The proposal is intended to protect agricultural resources of long-term commercial significance. This may indirectly positively impact other resources.
3. While there are no forest lands of long-term commercial significance, the protection of habitat, watershed, etc. provided by forest lands can be accomplished through the

Critical Lands designation which will take place in the near future.

David McConnell seconded the motion and it passed with a unanimous vote.

Greg Finch asked if we were classifying as prime everything designated on the maps with a yes vote. Darcey said yes. Greg asked if a development or rezone would require an Environmental Review. Darcey said that they require that now, but that the report has a list of items that may be required to go before the Planning Commission for approval. Darcey said that she feels the only things on the list that would need review would be short plats and utility installations. These things will be decided later.

Bill Foggy said that the map shows the Russell Creek area is prime ag land, but some of it isn't prime. It's included because it's within a boundary.

Greg Finch said if we adopt these recommendations we're saying these primary and secondary lands, for example #2D - minimum lot sizes of prime agricultural lands - and #3D - increase the minimum lot size in the Agricultural Lands of Secondary Significance - we're saying they should be increased? Darcey said they could be increased or stay the same. Greg said that we're not saying what it would be increased to, it would be up to the particular area committee. He also asked why we are making these restrictive recommendation, why not leave it up to the committees. Darcey said the committees are given recommendations only, and are charged with making final recommendations to the Commissioners. Greg wanted to know if certain areas would be treated differently because of what the committees decided to classify them. Darcey said that one of the reasons this is being done is so that areas classified the same will be treated the same everywhere in the County.

Greg said, "It appears to me we are taking away very fundamental rights of private property ownership and that bothers me. Why do we have to change that at this particular juncture when we already have the zoning in place?" Darcey said the the committees felt that they were charged with looking at the protection of land with long term significance for land use and this was done to accomplish that. Greg said "Sure it's going to be accomplished if you're saying they have to increase the size of the parcel up to a point and that's going to be a certain preservation in itself because it's restrictive in nature, but on the other hand the committee and this group needs to understand that what you've done is you've taken, I don't care if it's whoever out there that has X acres of ground, 3, or 4, or 500 acres, if they want at some future point, and I realize that they can come in for a zone change and go through that whole thing, but it's going to be so restrictive for them to do it at that point." Darcey said that that's how zoning works now and that where you're looking at long-term preservation and productivity for ag land, there are going to be trade offs.

Dave McConnell said that someone a long time ago decided that there would be 10 acre and 20 acre minimum lot sizes in agricultural districts. There is a lot of thinking, among farmers in particular, that the 10 acre minimum lot size is too small. He said he'd like to see 50 acre minimum lot size. Mr. McConnell said that what we decide tonight is not the lot size, but whether to recommend to the County Commissioners that they accept the committees' work. Greg said that if we agree with this, we're saying that we think it should be increased.

Craig Christensen, from the Ag Advisory Committee said that the idea behind the recommendation is that now if you have 40 acres, you can divide with no review. The committee would like to require a review. Greg Finch said that he agrees that the review will close that gap, and he totally agrees with that part of it. Craig said that if the minimum lot size is over 20 acres you'll have less people able to develop. It serves as a natural restriction. The committee wants more review to control growth, and it's only a recommendation.

Greg said, "I see the point of the farming community and I understand that. It's just that it's a restrictive nature. It has to be restrictive, that's why we're doing this Growth Management thing is to review these things, but I don't think it's the general consensus of all the farming community out there that they are restricted from developing their land in the future, and I know that they can come in and go through the zone change and do all that stuff - for example now they're in a classified area and I think there were a couple comments made there to that effect and if you think that a 40 acre or 50 acre parcel is going to restrict the affordability of dividing these things up that's not going to happen because when people from California come in here and \$100,000 for 50 acres or \$150,000, that doesn't bother them." Darcey said that not everything will be locked up in these two classifications. There will be Other Ag Lands that could be developed. There are areas that are already chopped up. You aren't going to want little blocks of housing in the middle of large farming areas. The homeowners aren't going to like putting up with the farming practices around them.

Greg said "I agree, and the right to farm thing should definitely be an ordinance and if they don't want to live there with the spray, then they can move the hell back to California or wherever they came from."

Chris Fleischer
MOTION: I move we approve with caution the report, "RESOURCE LANDS ADVISORY COMMITTEE REPORT CONCERNING AGRICULTURAL LANDS" for the consideration and for action by the County Commissioners and I would also like to put in a small codicil that as part of the motion that the minutes be highlighted concerning Mr. Finch's concerns, if I might. I think they're valid." David McConnell seconded the motion and it passed by a 5 to 1 vote, with Greg Finch being the dissenting vote.

Chris Fleischer left the meeting.

Exhibit 3

**AGRICULTURAL LANDS
RESOURCE LANDS TECHNICAL ADVISORY COMMITTEE REPORT**

I. Definitions

A. Growth Management Act

"Agricultural land means land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, animal products, or berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock that has long-term commercial significance for agricultural production."

B. Walla Walla County (recommended)

"Agricultural Lands of Primary Significance means contiguous lands under agricultural production or readily available for agricultural production, the majority of which is in parcels of 40 acres or larger, that are classified as prime or unique soils (USDA) having economic importance to Walla Walla County, low tolerance of incompatible uses and which merit substantial protection."

"Agricultural Lands of Secondary Significance are non-prime contiguous agricultural lands of parcels of 10 acres or more where soil productivity, agricultural infrastructure, current level of agricultural activity and economic importance to Walla Walla County which merit moderate to high protection".

"Other Agricultural Lands are lands primarily in agricultural use which may be contiguous or with intermittent residences, hobby farms or pasture and of varying lot sizes. These lands should remain in their current state unless there is a pressing need for alternative uses. These lands also serve as a buffer between active, large scale agricultural use and rural development".

II. Criteria

A. Growth Management Act (WAC 365-190)

WAC 365-190-030(a) "Prime farmland soil as defined in Part 603.05, National Soils Handbook, United States Department of Agriculture Soil Conservation Service."

WAC 365-190-030(b) "Unique farm soil as defined in Part 603.05, National Soils Handbook, United States Department of Agriculture Soil Conservation Service."

III. Findings

Inventory

1. Inventorying and designating of Walla Walla County's agricultural lands has for the most part been completed by the United States Soil Conservation Service in the identification of prime and unique soils and through their records concerning crop type and value, level of infrastructure and participation in government programs. Parcel size information is available through the Walla Walla County Assessor.

General

2. Agricultural use of land is the largest single use of land in Walla Walla County, with a total of 604,000 acres devoted to agricultural uses, with a value exceeding \$132,000,000.
3. Irrigated agriculture has expanded steadily, to 111,000 acres, this may however level off in the future do to competing water needs.
4. Irrigated crop land in the Walla Walla Valley and the Burbank-Burbank Heights is under the most severe pressure from urban expansion.
5. There are approximately 105,187 acres in the Conservation Reserve Program.
6. Walla Walla County contains approximately 66,000 acres of prime farmland, the majority of which is located in the Walla Walla area, along major stream corridors and the Bureta area.
7. Walla Walla County contains approximately acres of unique lands, of which is orchard land in western Walla Walla County and 2,400 of which is vineyards. The majority of the grape acres are concord and are in one farm, Snake River Vineyards, located northeast of Burbank Heights. The remainder are scattered wine grape vineyards in the Walla Walla Valley and the Burbank area.
8. Wheat continues to be the most predominant crop, however interest regarding alternative crops is increasing.
9. Traditional agricultural practices and associated land use activities have strong historical significance in Walla Walla County.
10. The intent of the lot sizes required in the Agricultural Open Space, and Agricultural General zoning districts (20 and 10 acres respectively), which was to preserve agricultural lands, is no longer effective due to changing economics and conditions.

It is no longer uncommon for a ten acre tract to be purchased as a primary residence, with no intent to "farm" the property.
11. The County Zoning Code allows many uses that are not compatible with agricultural uses.

12. The County has received a petition from approximately 50% of the landowners in the Russell Creek area, currently zoned Agricultural Open Space, 20 acre minimum lot size, requesting a 120 acre minimum lot size. This area is unique in that it is not only prime agricultural land capable of producing two crops per year, but also does not require irrigation.

Cities

13. Presently, none of the four incorporated cities in Walla Walla County have agricultural lands considered to be of long-term commercial significance within their boundaries (including the existing Urbanizable Areas of Walla Walla and College Place).
14. The comprehensive plans of both Walla Walla and College Place contain agricultural land use elements. Neither has an agricultural zoning district, although some agricultural uses are allowed within the cities.

Interim Protection (from 9/91 - 11/93)

15. Existing comprehensive plans, zoning codes and policies are adequate to protect Agricultural Lands of Primary Significance in the immediate future. However, some recommendations should be acted upon within the next year, while others may wait to be included in the formulation of new plans and regulatory documents in fulfillment of GMA requirements.
16. The county does not have a large lot division review process. There is a "gap" in the subdivision regulations that allows four lots over five acres in size to be created without any review and an unlimited number of lots over 20 acres may also be created without review.
17. The cities will be responsible for the adoption of their own interim and final protective measures. However, due to lack of lands that meet the recommended definitions lying within the cities or their current growth boundaries, interim protection measures do not appear necessary. This should be reviewed at the time of establishment of new growth boundaries under the GMA.

IV. Existing Policies

Walla Walla County

1. Establish zoning districts which restrict non-farm activities. Existing non-farm activities, such as lineal development and subdivisions substantially surrounded by agricultural lands, should be considered as anomalies. These areas should not be expanded, and should not represent the basis for the conversion or rezone of adjacent farm lands to non-farm uses until rural and urban lands are substantially developed (UA Comp. Plan)

2. Exclusive agricultural lands should remain agricultural (UA Comp. Plan)
3. Encourage review of the Open Space Taxation Act to encourage higher participation through legislative changes (UA Comp. Plan)
4. The proposed functional classification system for roads should recognize and support the rural character of roads in agricultural districts. Over classifying these roads and encouraging non-farm related traffic should be discouraged (UA Comp. Plan)
5. Adopt a "right-to-farm" attitude whereby the County recognizes that the agricultural lands enjoy historical or prescriptive rights to normal farm practices such as early and late hours of operation, noise, dust generation, crop dusting, odors, slow moving vehicles and livestock on rural roads (UA Comp. Plan)
6. In cases where agricultural land must be converted to non-farm uses, after other lands have been developed, the land should be marginal and should not possess prime or unique soils as identified by the SCS. Prime and unique soils should only be used where it can be demonstrated that alternative sites are inadequate (UA Comp. Plan)
7. Create and maintain a distinct boundary between urban/rural and agricultural lands with the use of physical edges like roads, railroads, or creeks (UA Comp. Plan)
8. Encourage the development of non-traditional agricultural activities (vinifera grapes, wineries, herb farms, etc.) by considering the elimination of Conditional Use Permits for many non-traditional activities (UA Comp. Plan)
9. Support the existing economic base by discouraging the unnecessary or speculative rezoning of agricultural lands to non-farm use (UA Comp. Plan)
10. Soil type and agricultural suitability should be determined by the SCS. The findings and recommendations of the SCS in regard to questions of soil suitability should prevail (UA Comp. Plan)
11. Walla Walla County should consider use of the SCS's Land Evaluation and Site Assessment (LESA) system (UA Comp. Plan)
12. Agricultural uses are recognized as the most appropriate uses adjacent to Environmentally Sensitive Areas. The sensitive areas do not require setbacks or topographic buffers from cultivated farmlands. Restrictions of farming use within these areas should be minimized and the intrusion of incompatible uses such as residential dwellings should be avoided to ensure the long term viability of these important agricultural buffers

(Hbk Comp Plan)

13. Designate for agricultural use those areas currently in productive agricultural use where such areas are outside Urban Service Areas and adopt effective implementing land use regulations (Hbk Comp. Plan)
14. Retain agricultural zoning and other land use controls in areas designated for future urban use until development consistent with the Comp Plan occurs (Hbk Comp. Plan)
15. Encourage higher density development when conversion of agricultural land takes place. The division of large parcels into low density hobby farms should be discouraged, whenever possible, in favor of more productive farm units (Hbk Comp. Plan)
16. Prevent haphazard growth into agricultural areas (Sun Harbor Comp Plan)
17. Promote the use of good agricultural and conservation practices on shorelines of the County in order to protect the soil, air, water, fish and wildlife of those shorelines (Shoreline Prog)
18. Erosion control measures such as crop rotation, mulching, strip cropping and contour cultivation are encouraged (Shore. Prog)

City of Colleso Place

1. Priorities should be set consistent with best land use as researched with the Soil Conservation Service and State Extension Services and evaluated by the Planning Commission.
2. Maintain the importance of the local truck farming economy by coordinating the designation and future use of such lands with the County in the preparation of and implementation of zoning ordinances.
3. Plan and work with the City of Walla Walla, the County of Walla Walla and others to preserve as much agricultural land as possible outside the City's urbanizable area.
4. Create a distinct boundary between urban/rural lands and agricultural lands which may include use of physical edges like roads, railroads or creeks.

City of Walla Walla

1. Encourage efficient utilization of land within the urban growth boundaries of Walla Walla through development of an Urban Area Plan in cooperation with Walla Walla County. This plan will designate the areas of agricultural land which should be protected from encroachment by non-agricultural uses. It will, at the same time, designate those areas which have been sufficiently removed from agricultural production that they are

suitable for additional development and increased density

V. Recommendations

Require Prompt Action (no later than July 1, 1992)

1. Lands identified as prime or unique should be designated as Environmentally Sensitive under Walla Walla County Code, Title 18, Environmental Policy, with altered exemptions.
2. Walla Walla County should close the "gap" in the subdivision regulations and develop a large lot division review process.
3. Subdivisions should be prohibited in agricultural zoning districts.
4. The minimum lot sizes of the prime agricultural lands lying north and east of the City of Walla Walla, which meet the definition of "Agricultural Lands of Primary Significance", should not be reduced and this Committee strongly recommend increasing them (see attachment A).

To be Dealt with During the GVA Process

1. The County Zoning Code should be revised to remove the incompatible uses from the agricultural districts.
2. Walla Walla County should adopt a "right to farm" ordinance rather than the existing resolution.
3. Walla Walla County should implement the use of the Land Evaluation and Site Assessment (LESA) system in land use decision-making.
4. The County should increase the minimum lot size in the Agricultural Lands of Secondary Significance (suggested 20 acres) and the Agricultural Lands of Primary Significance. Lands of Primary Significance have been mapped. Lands of Secondary Significance will be mapped as a part of this process.
5. Existing County goals, objectives and policies should be reviewed for duplication and conflict.

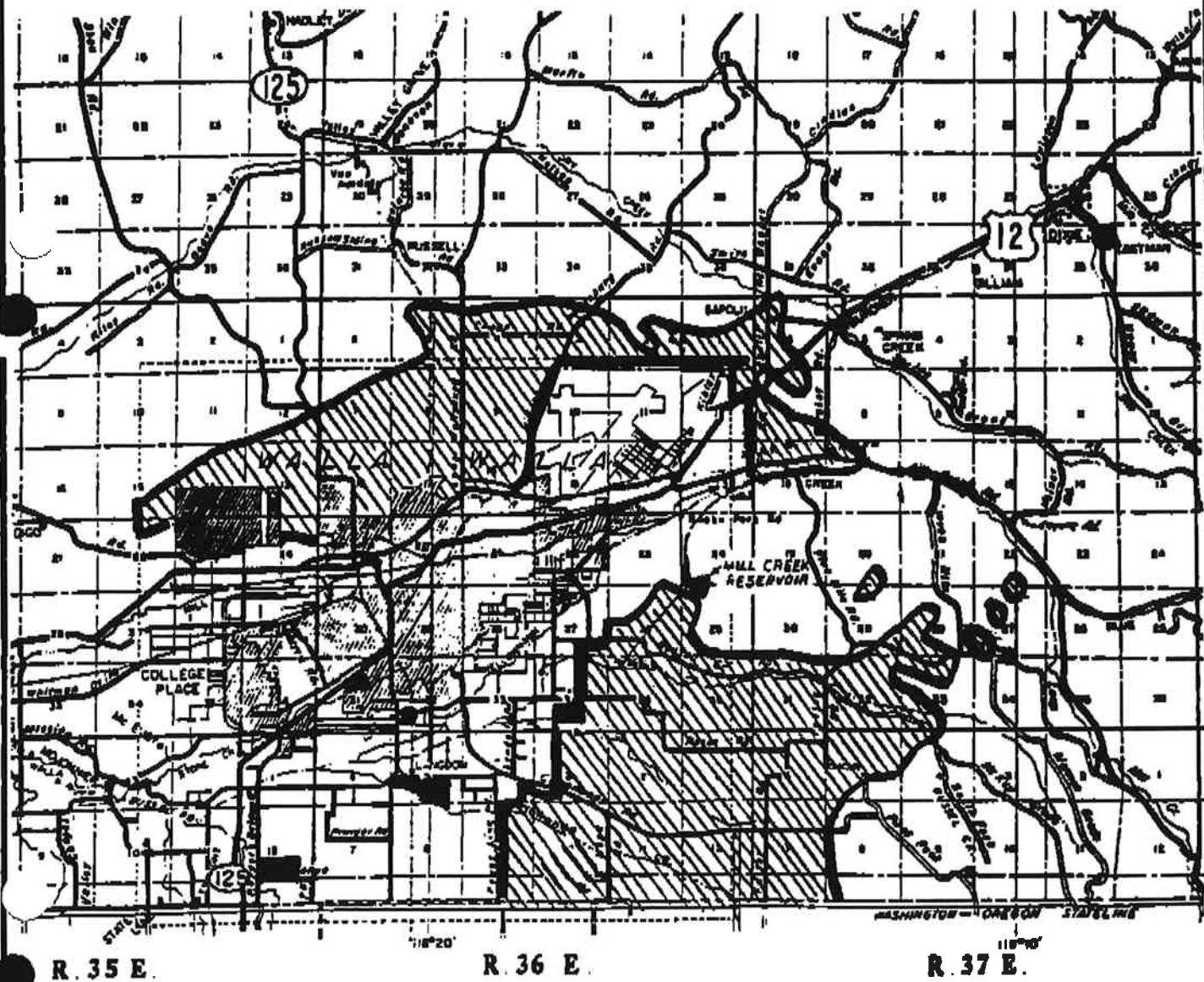
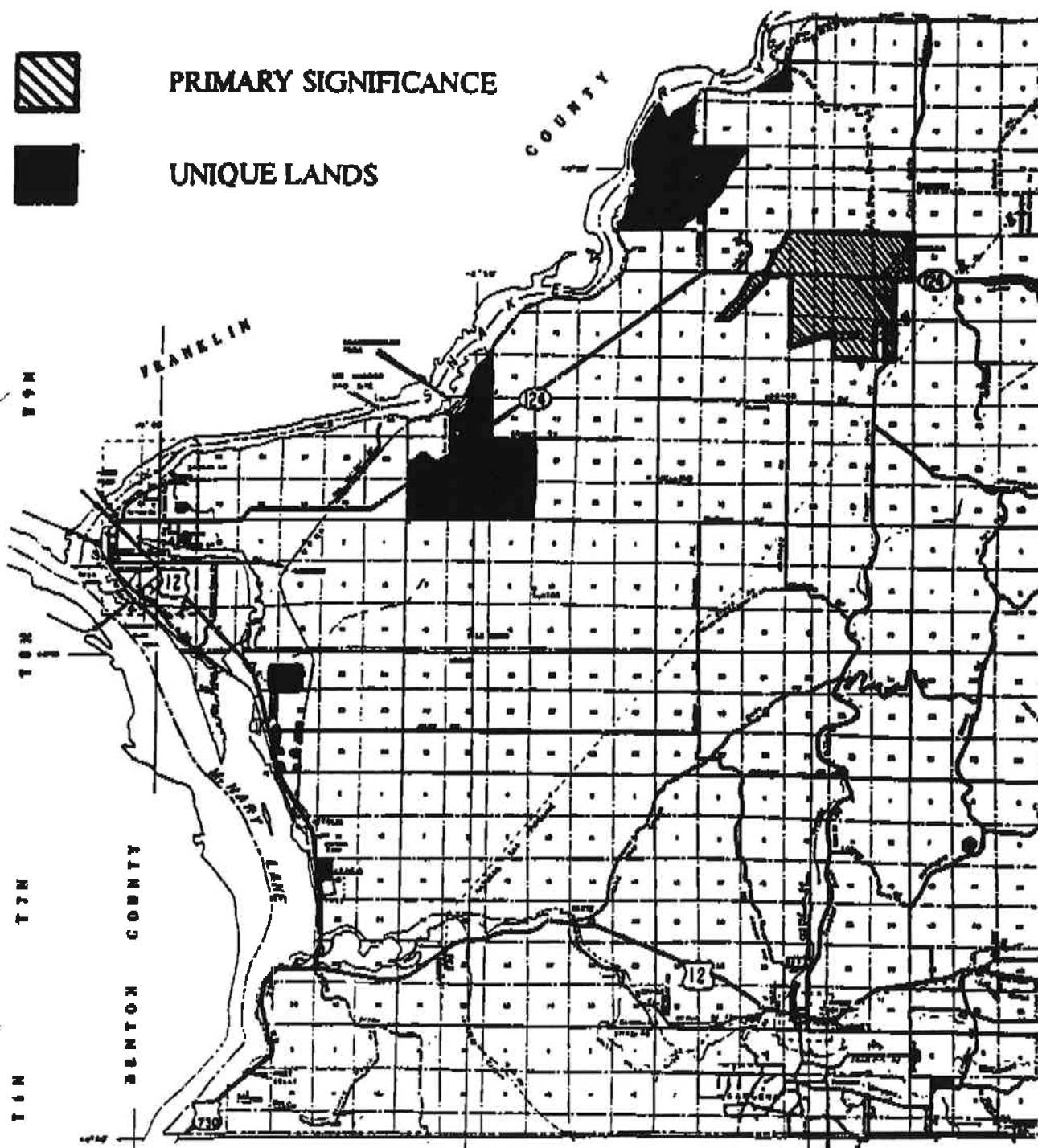
EXHIBIT "A"**Agriculture Lands of Significance (Urban Area)****PRIMARY SIGNIFICANCE****UNIQUE LANDS**

EXHIBIT "B"

Agriculture Lands of Significance (Western WW County)



APPENDIX E: TRANSPORTATION CHECKLISTS



Walla Walla Valley Sub-Regional Transportation Planning Organization

Comprehensive Plan Review and Certification Manual

Final – November 2, 2016
Adopted by the Policy Board

Please Contact the WWVMPO/SRTPO for
Questions, Concerns, or Comments

107 South Third Avenue
Walla Walla, WA 99362
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Walla Walla Valley Sub-Regional Transportation Planning Organization

Comprehensive Plan Review and Certification Process Summary

Legal Background

The Growth Management Act (GMA) specifically authorized the creation of Regional Transportation Planning Organizations (RTPOs). For Walla Walla County and the cities within, the role of RTPO was assigned to the Walla Walla Valley Metropolitan Planning Organization/Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO).

Based on the Revised Code of Washington (RCW) 47.80.023, the WWVMPO/SRTPO is required to certify that the transportation element of comprehensive plans adopted by its member local governments are consistent with the Regional Transportation Plan – commonly referred to as the 2040 Plan. Each transportation element must:

- Reflect guidelines and principles established pursuant to RCW 47.80.26
- Be consistent with the adopted 2040 Plan
- Conform to the requirements of RCW 36.70A.070

The WWVMPO/SRTPO must also certify consistency between the Countywide Planning Policies and the 2040 Plan.

Certification Process

The WWVMPO/SRTPO and its local government members must cooperatively define and establish the process to determine regional consistency. In order to comply with state law, this certification process requires:

- Comparison of 2040 Plan guidelines and principles with the transportation element of each local comprehensive plan
 - A uniform checklist may ensure consistent evaluation
- Formal process for certifying consistency, including a written response on findings (and potential recommendations for modification) and action by the Policy Board to document consistency with -
 - Guidelines and principles
 - Adopted 2040 Plan
 - RCW 36.70A.070
 - Countywide Planning Policies
- Comparison, and certification of consistency, between the Countywide Planning Policies and the vision, goals, objectives, and related policies of the adopted 2040 Plan
 - The use of a comparison matrix may facilitate the process

Anticipated Outcome

Prior to their adoption, the WWVMPO/SRTPO will review the draft comprehensive plans and associated transportation elements of the following entities for consistency with the 2040 Plan, Valley Transit's 6-year Transit Development Plan, and Washington State Department of Transportation (WSDOT) Transportation Policy Goals.

- City of College Place
- City of Prescott
- City of Waitsburg
- City of Walla Walla
- Walla Walla County

These local governments are located in the WWVMPO/SRTPO study area shown on the following page. If found to be consistent with the guidelines and principles, the 2040 Plan, and RCW 36.70A.070, the WWVMPO/SRTPO will certify the respective transportation element through formal certification action by its Policy Board.

Figure: Walla Walla Valley MPO and SRTPO Study Area

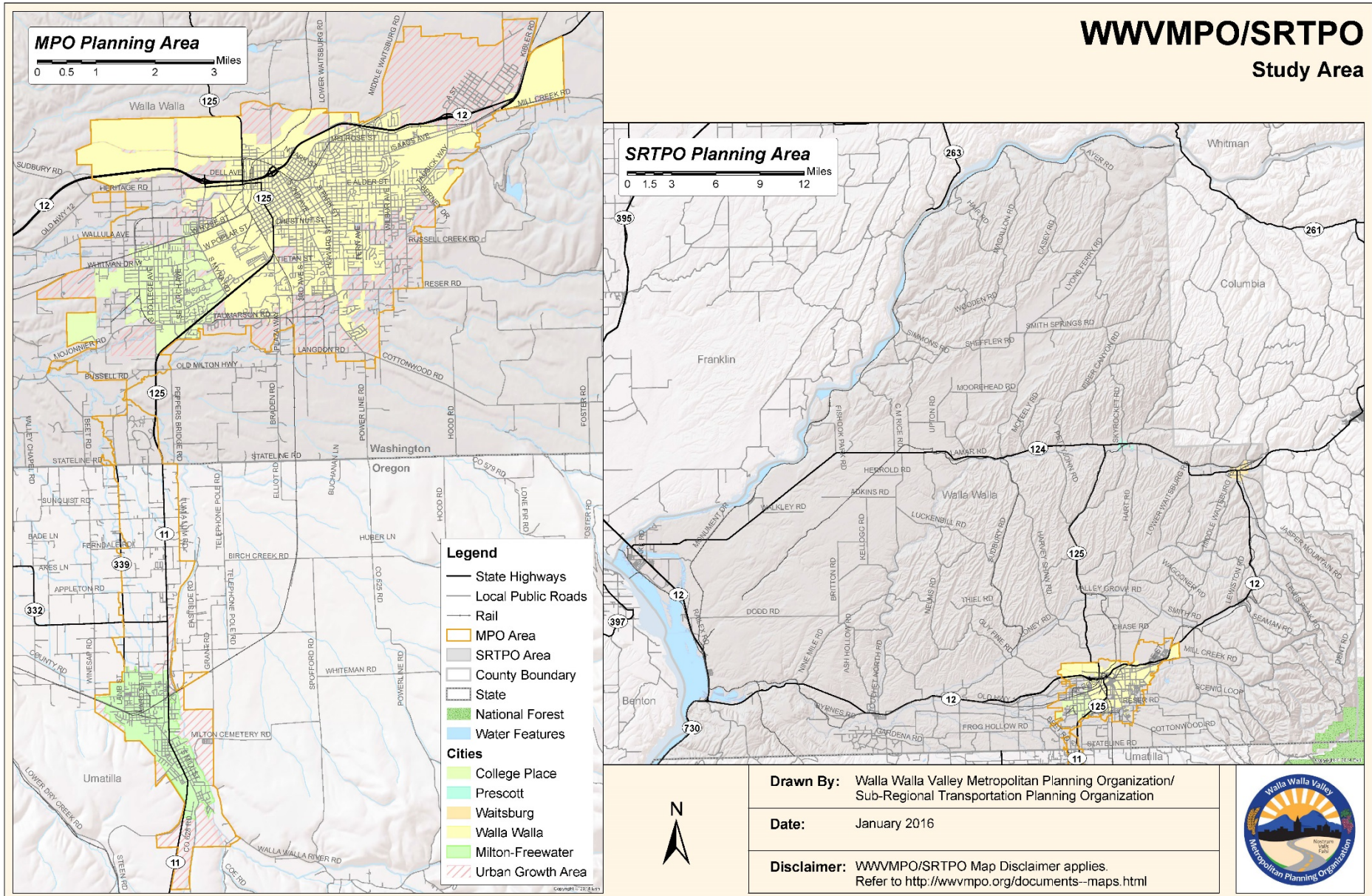


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Introduction

The Walla Walla Valley Metropolitan Planning Organization/Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO) activities comply with Washington State's Regional Transportation Planning Organization (RTPO) requirements contained in the Revised Code of Washington (RCW) 47.80, which call for transportation planning, at all jurisdictional levels, to be coordinated with local comprehensive plans in order to achieve both statewide and local transportation goals through the performance of the following RTPO duties:

- Preparation of a multimodal transportation strategy and a long-term regional transportation plan (RTP);
- Certification of transportation elements of local comprehensive plans, and consistency between countywide planning policies and the regional transportation plan;
- Review of local level of service (LOS) standards and promotion of regionally coordinated standards;
- Development and maintenance of a six-year regional transportation improvement program (MRTIP); and
- Preparation of a coordinated human services transportation plan (HSTP).

Based on the Walla Walla Valley Metropolitan and Regional Transportation - 2040 Plan vision, goals, objectives, and related policies, the WWVMPO/RTPO has established, in coordination with cities and counties, the guidelines and principles that provide direction for the development and evaluation of the transportation elements of their comprehensive plans, to assure that state, regional, and local transportation goals are met. As required under RCW 47.80.026, these guidelines and principles address the relationship between transportation systems and the following factors:

- Concentration of economic activity, residential density, development corridors, and urban design that, where appropriate, supports high capacity transit, freight transportation, and port access;
- Development patterns that promote pedestrian and non-motorized transportation, circulation systems, access to regional systems, effective and efficient highway systems; and
- Ability of transportation facilities and programs to retain existing and attract new jobs and private investment and to accommodate growth in demand, transportation demand management, joint and mixed use developments, present and future railroad right-of-way corridor utilization, and intermodal connections.

Included in this *Plan Review and Certification Manual* are an overview of the state-mandated responsibilities, the certification process and criteria, as well as checklists, designed for use by local government jurisdictions.

WWVMPO/SRTPO

Established on March 27, 2013, the Walla Walla Valley Metropolitan Planning Organization (WWVMPO) is the federally-designated, bi-state transportation planning agency for the urbanized area that encompasses the cities of College Place, Milton-Freewater (OR), and Walla Walla, and portions of the counties of Umatilla (OR) and Walla Walla. MPO membership also extends to Valley Transit, the Port of Walla Walla, and the Oregon and Washington State departments of transportation (ODOT and WSDOT).

As a means to make regional transportation planning efforts more efficient, the WWVMPO has also become the Sub-Regional Transportation Planning Organization (SRTPO) to fulfill the role of the state-mandated RTPO for Walla Walla County¹ through an agreement, effective July 1, 2013, between the Benton-Franklin Council of Governments (BFCG) and the WWVMPO.

For more information, please visit <http://wwwvmppo.org/>

¹ By U.S. Census designation, the Burbank area in western Walla Walla County is part of the urbanized area of Kennewick-Pasco-Richland, and remains with BFCG.

Purpose

In 1990, the regional transportation planning program was authorized by the legislature as part of Washington State's Growth Management Act (GMA). The program creates a formal mechanism for the State and local governments to coordinate planning for regional transportation facilities.

The purpose of the *Comprehensive Plan Review and Certification Manual* is to **ensure conformance** to GMA planning requirements and detail the process used to **certify consistency** among the local comprehensive plans, adopted guidelines and principles, the 2040 Plan, and Countywide Planning Policies.

Based on RCW 36.70A.070 and Washington Administrative Code (WAC) 365-196-430, the transportation elements of local comprehensive plans must contain the following elements:

- Land use assumptions used in estimating travel
- Estimated impact to locally-owned and state-owned facilities based on land use assumptions
- Transportation facilities and services inventory
 - Existing facility and service levels for all modes of transportation – locally-owned or state-owned
 - Regionally coordinated standards for level of service on locally-owned arterials and transit routes
 - State-adopted standards for level of service on state-owned facilities
 - Specific improvements designed to bring underperforming, locally-owned facilities or services into compliance with established level of service standards
 - 10-year traffic forecasts (if desired, the forecast may be expanded to 20 years, but the horizon year must be consistent throughout the comprehensive plan)
 - Identification of state and local system needs to meet current and future demand
- Finances
 - Analysis of funding capability
 - Multi-year financing plan
 - Discussion of funding shortfall or reassessment of land use assumptions
- Intergovernmental coordination efforts
- Travel demand management strategies
- Pedestrian and bicycle component, including collaborative identification of corridors and improvements to enhance community access and promote healthy lifestyles

Guidelines and Principles

WTP 2035 Vision

By 2035, Washington's transportation system safely connects people and communities, fostering commerce, operating seamlessly across boundaries, and providing travel options to achieve an environmentally and financially sustainable system.

Washington Transportation Plan 2035

The Washington Transportation Plan (WTP) 2035 establishes a 20-year vision for a multi-modal transportation system.

The WTP 2035 is organized around the six **statutory transportation policy goals** defined in RCW 47.04.280.

- **Economic Vitality** – to promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy
- **Preservation** – to maintain, preserve, and extend the life and utility of prior investments in transportation systems and services
- **Safety** – to provide for and improve the safety and security of transportation customers and the transportation system

- **Mobility** – to improve the predictable movement of goods and people throughout Washington state, including congestion relief and improved freight mobility
- **Environment** – to enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment
- **Stewardship** – to continuously improve the quality, effectiveness, and efficiency of the transportation system

2040 Plan

As required by [RCW 47.80.026](#), the WWVMPO/SRTPO, in coordination with local governments, is responsible for the development of guidelines and principles that provide direction for the development and evaluation of the transportation elements of comprehensive plans, and assure that state, regional, and local goals for the development of the transportation system are met.

Vision, Goals, and Objectives

Local, state, and federal agencies and governing bodies, public and private transportation providers, community stakeholders, and the public worked together to define the regional vision and goals that guide transportation policy and investment decisions in the Walla Walla Valley.

2040 Plan Vision

Preserve and improve the safety, connectivity, and efficiency of our transportation system, and provide mobility options for all users to enhance quality of life and to be consistent with community character.

The following goals and accompanying objectives were adopted to achieve the 2040 Plan vision.

- **Safety** – Reduce the number of fatalities, injuries, crashes, and eliminate hot spot locations.
 - Reduce fatalities.
 - Reduce injury crashes.
 - Reduce number of conflict points.
 - Improve sight distance.
 - Implement clear zone.
 - Improve design and maintenance of infrastructure to enhance safety.
- **System Preservation** – Maintain, preserve, and extend the useful life of transportation infrastructure.
 - Establish transportation improvement priorities through data collection and analysis.
 - Coordinate timing of maintenance activities with utility work.
 - Prioritize preservation over capacity expansion projects.
 - Identify and reserve corridors and right-of-way for future transportation facilities and services.
- **Quality of Life** – Foster livable community with increased transportation choices.
 - Design a transportation system that serves all users.
 - Promote walking, biking, and public transportation.
 - Ensure that transportation improvements and services are provided equitably.
- **Economic Vitality** – Support and enhance the movement of people and goods to ensure a thriving economy.
 - Improve accessibility to regional employment and activity centers.
 - Encourage visually attractive streetscapes.
 - Implement strategies and facilities to support tourism.
 - Improve freight transportation options.
- **Regional Connectivity** – Focus on regional benefits and integrate transportation across jurisdictions.
 - Improve regionally significant corridors and cross-jurisdictional connectivity.
 - Promote consistent design standards.
 - Improve coordination among transportation providers.

- **Connectivity and Continuity** – Build an interconnected transportation network across all modes.
 - Close infrastructure or service gaps.
 - Provide meaningful connections between modes.
- **Efficiency - Connections, Accessibility, and Operations** – Optimize the transportation network, its performance and accessibility.
 - Improve transportation operations and maximize network efficiency.
 - Integrate access management principles.
- **Distinct Community Character** – Develop right-sized transportation solutions consistent within their urban and rural environment.
 - Improve integration of transportation and land use.
 - Plan context-sensitive projects in line with expected use and regional growth.
- **Funding for Maintenance and Improvements** – Identify and maintain sustainable funding.
 - Identify alternative funding opportunities.
 - Evaluate operational alternatives ahead of capacity projects.

Transportation Policies

The following policy recommendations are supportive of the goals of the 2040 Plan. Implementation of many of these policies requires support and adoption at the local level. It is recognized that not all recommendations are appropriate in all areas of the region. Many recommendations are multimodal in nature and support the vision of a safe, connected, and efficient transportation system for all users. Policy recommendations for each target area are listed in priority order.

Pedestrian and Bicycle

- Conduct a regional bicycle and pedestrian study, and implement identified recommendations and improvements to design effective and efficient corridors for a bikeable and walkable community.
- Make streets and intersections safer for pedestrians and cyclists.
- Improve maintenance of bike routes and sidewalk facilities.
- Improve connectivity to major destinations and natural resource areas.
- Encourage a Context-Sensitive Solutions approach.
- Promote the retrofitting of existing roadways with pedestrian and bicycle infrastructure.
- Based on data obtained through the compilation of a bicycle and pedestrian inventory and a regional study, develop and adopt a regional methodology for evaluating the level of service for non-motorized transportation.

Public Transportation

- Improve service overlap and provider coordination.
- Conduct a regional transit study with a particular focus on rural public transportation; implement identified recommendations and improvements.
- Increase transit accessibility and connectivity to pedestrian and bicycle infrastructure.
- Improve public awareness of available service.
- Extend service hours for transit.
- Increase transportation options to and from the airport.
- Based on data obtained through the completion of a regional transit study, develop and adopt a regional methodology for evaluating the level of service for public transportation.

Intermodal Freight and Interregional Passenger Transport

- Establish Myra Road as a primary truck route.
- Discourage freight truck traffic on non-freight routes and improve identification of primary truck routes.

- Encourage the Port of Walla Walla and WSDOT to continue the Grain Train program.
- Encourage WSDOT to seek funding to complete Phase 8 of the widening of U.S. 12.

Roadway

- Increase maintenance of existing roads and bridges, and improve core transportation infrastructure.
- Increase safety and prevent loss of life, and adopt 'Target Zero' as performance measure for the WWVMPO/SRTPO area.
- Provide a comprehensive update to the Long-Term Arterial Plan.
- Support a Context Sensitive Solutions approach to project development.
- For the Washington portion of the study area, adopt LOS D within and LOS C outside of the urbanized area for all regionally significant roadways, which is reflective of the standards set by WSDOT for the state highway systems.
- Within the Oregon portion of the study area, adopt the volume-to-capacity (V/C) ratio 0.90 on regional highway-freight routes and 0.95 on regional highways, district, and local interest roads, which is reflective of the standards set by ODOT.

Maintenance and Operations

- Encourage WWVMPO/SRTPO entities to consider cost-effective Travel Demand Management and Transportation System Management & Operations strategies prior to investing in roadway capacity improvements.
- Consider giving funding preference to projects that incorporate Travel Demand Management and Transportation System Management & Operations strategies.

Safety

- Encourage WWVMPO/SRTPO entities to identify and implement relevant State Highway Safety Plan strategies.
- Consider giving funding preference to projects that incorporate safety improvements.

Security

- Assess the most significant threats, high-potential targets, and least hardened infrastructure elements within the WWVMPO/SRTPO area.
- Participate in regular reviews of and updates to emergency management plans.

State Mandates

Certification of Comprehensive Plans and Countywide Planning Policies

The following subsection provides a brief overview of the various state statutes and administrative rules applicable to the plan review and certification process. *Please note: Hyperlinks are embedded in the text, and detailed wording of the most quoted RCW and WAC clauses is also provided in Appendix A.*

- **WWVMPO/SRTPO Responsibilities –**
[RCW 47.80.023](#), [RCW 47.80.026](#), and [WAC 468-86-150](#)
 - Establish guidelines and principles for the development and evaluation of comprehensive plan transportation elements; assure that state, regional, and local goals for the development of the transportation system are met.
 - Certify that transportation elements are consistent with the regional transportation plan and the requirements of [RCW 36.70A.070](#).
 - **Certify that the Countywide Planning Policies and the regional transportation plan are consistent.**
 - Develop regional level of service standards.
 - Review local level of service methodologies for regional consistency.
- **Local County, City, and Town Responsibilities –**
[RCW 36.70A.070](#), [RCW 36.70A.108](#), [RCW 47.80.023](#), and [WAC 365-196-430](#) ([510](#), [520](#), and [730](#))
 - **Develop a comprehensive plan that includes, among others, a land use element, a capital facilities plan element, and a multimodal transportation element, all of which must be internally consistent.**
 - **Develop, and regionally coordinate, level of service standards for locally-owned arterials and local transit routes to gauge performance and system needs.**
 - **Assess and coordinate with adjacent jurisdictions and the State the impacts of the transportation and land use assumptions under consideration.**
 - **Submit comprehensive plan updates and amendments to the RTPO for review and certification.**
- **Additional County Responsibilities –**
[RCW 36.70A.210](#) and [WAC 365-196-305](#)
 - **Adopt countywide planning policies in cooperation with city and town governments.**
 - **Provide a countywide framework to ensure city and county comprehensive plans are consistent.**

Funding Eligibility Related to Comprehensive Plans

Washington State mandates that local governments must be in compliance with the GMA and have a conforming comprehensive plan, which includes RTPO certification of their transportation element, in order to be eligible for funding from certain State infrastructure programs¹, such as grants administered by the Public Works Trust Fund, the Drinking Water State Revolving Fund, the Centennial Clean Water Fund, the Recreation and Conservation Office, as well as Pre-Disaster Mitigation grants.

Concurrency Requirements

Cities and counties are required to develop local standards for transportation levels of service, as well as adopt and enforce ordinances, which prohibit development approval if it causes the LOS to decline below such adopted standards. In that case, transportation improvements or strategies must be implemented concurrently to accommodate the impacts of development.

¹ <http://www.commerce.wa.gov/serving-communities/growth-management/periodic-update/>

Certification Process

Applicability

Comprehensive plan updates or amendments, as well as amendments of the Countywide Planning Policies, must be submitted to the WWVMPO/SRTPO for review and formal certification.

- Comprehensive plans will be certified based on the consistency of their transportation elements with the established guidelines and principles, the 2040 Plan, the comprehensive planning requirements defined in [RCW 36.70A.070](#), and transportation planning requirements detailed in [WAC 365-196-430](#).
- The certification of consistency between the Countywide Planning Policies and the 2040 Plan, required by [RCW 47.80.023](#) and [WAC 468-86-150](#), will be based on the fact that no policy or feature of the 2040 Plan is incompatible with any policy or feature of the Countywide Planning Policies, adopted under [RCW 36.70A.210](#), and is therefore indicative of a capacity for orderly integration or operation with other elements in a system as defined in [WAC 365-196-210](#) (8).

The successful certification will be based upon WWVMPO/SRTPO's finding of **general consistency** between the proposed update or amendment, the 2040 Plan, and GMA-driven regional transportation planning requirements.

The intent of the certification process is to ensure that the proposed update or amendment maintains the mutual support of regional transportation goals, policies, and objectives.

Comprehensive Plan Updates or Amendments

Local governments must review their comprehensive plan and development regulations **to comply with changes in the GMA**, and as necessary, to accommodate updated growth targets. According to [RCW 36.70A.130](#), the GMA requires periodic comprehensive plan updates every eight years, notwithstanding certain exceptions for small and slow-growing cities and counties. At this time, Washington State requires that Walla Walla County local governments complete their comprehensive plan updates on or before **June 30, 2018**.

Submittal Timeline

In order to allow for sufficient processing time, the WWVMPO/SRTPO requests that comprehensive plan updates be submitted for review **60 days prior to the desired adoption date** by the local legislative body. This will provide, as needed, an opportunity for the local government to implement any recommended modifications.

Please note, timelines for the review and certification of comprehensive plan amendments, affecting the transportation element through level of service, land use, zoning, or specific development regulation changes, will be developed on a case-by-case basis in coordination with the respective local government. For amendments not anticipated to have a material transportation impact, WWVMPO/SRTPO Policy Board action will not be required.

Review and Certification Process

As part of the comprehensive plan update process, local governments may use the WWVMPO/SRTPO-provided **Plan Review and Certification Checklist** (see Appendix C) to ensure consistency with the 2040 Plan and comprehensive planning requirements. If desired, the local government can submit the completed checklist, although it is not required.

WWVMPO/SRTPO staff will utilize the Plan Review and Certification Checklist to review the update for consistency with the 2040 Plan and applicable comprehensive planning requirements. WWVMPO/SRTPO staff will present its report to local government staff that will include:

- Detailed consistency findings related to GMA planning requirements and the 2040 Plan;
- Findings related to regional consistency of local level of service methodologies; and if needed
- Policy, program, or project mitigation strategies to address plan inconsistencies or LOS failures.

After working with local government staff to resolve any identified issues, the WWVMPO/SRTPO staff report will be updated with the list of actions that were taken by the local government related to the mitigation strategies. The complete WWVMPO/SRTPO staff report, containing the certification recommendation, will then be presented to the Technical Advisory Committee for information and the Policy Board for consideration and formal approval.

Comprehensive Plan Changes during the Review

Changes made to the comprehensive plan draft during the 60-day review period, which materially affect the transportation element, will nullify certification action taken by the WWVMPO/SRTPO Board and restart the review process. In order to avoid a delay in the certification, local governments are requested to closely coordinate with WWVMPO/SRTPO staff to resolve identified issues.

Countywide Planning Policy Amendments

Periodic amendments to the statements contained within the Countywide Planning Policies assist in refining the planning framework wherein county and city comprehensive plans are developed. **Most recently amended in 2005, an excerpt of transportation planning related Countywide Planning Policies is contained in Appendix B.**

Submittal Timeline

In order to allow for sufficient processing time, the **WWVMPO/SRTPO requests that Countywide Planning Policy amendments be submitted for review 60 days prior to the desired adoption date by** the county legislative body. This will provide, as needed, an opportunity for Walla Walla County to implement any recommended modifications.

Review and Certification Process

As part of the Countywide Planning Policies amendment process, Walla Walla County may utilize the WWVMPO/SRTPO-provided **Policy Certification Checklist** (see Appendix D) to ensure consistency with the 2040 Plan. If desired, Walla Walla County can submit the completed checklist, although it is not required.

WWVMPO/SRTPO staff will utilize the Policy Certification Checklist to review the proposed amendment for consistency with the 2040 Plan. WWVMPO/SRTPO staff will present a report to county staff that will include:

- Detailed consistency findings related to policies for locally-owned transportation facilities and facilities of statewide significance with the vision, goals, and objectives defined in the 2040 Plan; and
- Potential policy changes to address identified inconsistencies.

Please note: Countywide Planning Policy amendments are not subject to a level of service analysis.

After working with county government staff to resolve any identified issues, the WWVMPO/SRTPO staff report will be updated with the list of policy changes that were made to address inconsistencies. The complete WWVMPO/SRTPO staff report, containing the certification recommendation, will then be presented to the Technical Advisory Committee for information and the Policy Board for consideration and formal approval.

Policy Changes during the Review

Changes made to the Countywide Planning Policy draft during the 60-day review period, which materially affect transportation planning, will nullify certification action taken by the WWVMPO/SRTPO Board and restart the review process. In order to avoid a delay in the certification, the county government is requested to closely coordinate with WWVMPO/SRTPO staff to resolve identified issues.

Appeal Process

In the absence of a formally adopted appeal process, local governments can request reconsideration of a certification denial by the WWVMPO/SRTPO Policy Board, if they believe any of the following has occurred:

1. The Policy Board made a mistake of fact.
2. The Policy Board made a mistake of law.

3. The proposal has been changed, or there was a change that was not recognized by the Policy Board prior to its decision.
4. The local government discovered information not reasonably available to WWVMPO/SRTPO staff, or the Policy Board, that should be considered.

Any request for reconsideration must be made no later than 30 days after the Policy Board's decision. The request must be in writing and identify the matter, the basis for reconsideration (selected from 1 - 4 above), a summary of the facts, law, or circumstances that warrant reconsideration, and other information that would be helpful.

The Policy Board will act on the request for reconsideration at its next regularly scheduled meeting, provided there is adequate time to perform any required analysis by WWVMPO/SRTPO staff.

Regional Level of Service Standards and Analysis

As mandated by [RCW 47.80.023](#), the WWVMPO/SRTPO is required to review level of service methodologies used by local governments “to promote a consistent regional evaluation of transportation facilities and corridors.” The WWVMPO/SRTPO is also expected to “work with cities, counties, transit agencies, the department of transportation, and others to develop level of service standards or alternative transportation performance measures.”

Through use of the regional travel demand model, WWVMPO/SRTPO staff has the capability to evaluate regional level of service for vehicles.

Data Requirements

Land use changes that include an addition or reduction of population, student, or employment must be provided at the traffic analysis zone (TAZ) level to the WWVMPO/SRTPO for regional modeling purposes.

- Housing units – single- and multi-family
- Hotel and motel rooms or camp sites
- Students – primary, secondary, community college, and college/university
- Employees – agricultural and resource extraction (NAICS² 11 and 21), construction (NAICS 23), education (NAICS 61), food and entertainment (NAICS 71 and 722), manufacturing (NAICS 31, 32, and 33), medical services (NAICS 62), office (NAICS 51 through 56, 81, and 92), retail (NAICS 44 and 45), and wholesale and utilities (NAICS 22, 42, 48, and 49)

In addition, detailed information on newly anticipated transportation projects included in the transportation element is needed; this information should include a schematic drawing or description showing the project name, location, distance, alignment, number of lanes, speed limit, facility type, federal functional classification, design capacity, intersection control, and intersection geometry.

WWVMPO/SRTPO staff will use both the land use and transportation project information, and compare system-wide travel demand associated with the change to the system-wide baseline conditions.

Vehicular Level of Service Standards

In consultation with local governments, WSDOT sets the thresholds of an acceptable level of service for state highways and [Highways of Statewide Significance](#) (HSS). Last updated in 2009, the HSS includes U.S. Highway 12 and State Route 125 in Walla Walla County.

- LOS Value C and above is a passing Rural LOS grade
- LOS Value D and above is a passing Urban LOS grade

² NAICS – North American Industry Classification System – <http://www.census.gov/eos/www/naics/>

Please note: Areas within the MPO boundary (Urbanized Area) are identified as Urban, whereas the remainder of the WWVMPO/SRTPO study area is Rural. (See WWVMPO/SRTPO study area map ahead of the Table of Contents.)

During the development of the 2040 Plan, and in coordination with WSDOT and local jurisdictions, the WWVMPO/SRTPO established the same LOS standards for non-state, regionally significant routes.

Please note: The WWVMPO/SRTPO regional vehicular LOS analysis is limited to the analysis of regionally significant corridors. It is the responsibility of local governments to conduct a local LOS analysis as part of their development concurrency process.

For the purpose of promoting regional consistency and coordination, WWVMPO/SRTPO staff reviews plans to ensure that WWVMPO/SRTPO LOS standards for locally-owned and WSDOT's LOS standards for state-owned facilities are included in the transportation element of each local comprehensive plan.

Please note: LOS failure is in itself not cause for the WWVMPO/SRTPO to withhold certification.

In the event of a LOS failure on a locally-owned facility, local government staff is asked to identify planning-level mitigation strategies.

In the event of a LOS failure on a state-owned facility, WWVMPO/SRTPO staff will participate in the discussion between WSDOT and the local government, designed to identify planning-level mitigation strategies, generalized cost estimates, and funding sources for those strategies. (See the *Multi-Year Financing Plan* chapter of [Your Community's Transportation System: A Guide to Reviewing, Updating and Implementing Your Transportation Element](#), developed by the Department of Commerce resource for mitigation strategy discussion.)

Please note: Each governing body is required to consider all proposed amendments to its comprehensive plan concurrently so that the cumulative effect of various proposals can be measured (see WAC 365-196-640(3)(a)).

Similarly, during the review process, WWVMPO/SRTPO will conduct a LOS analysis for each comprehensive plan individually and not stack land use changes or transportation project submittals from several local governments.

Once all of the comprehensive plan updates/amendment for the region are reviewed, WWVMPO/SRTPO staff will conduct a cumulative LOS analysis to determine the overall regional impact. The purpose of determining this aggregate impact of comprehensive plan updates or amendments is to initiate cross-jurisdictional discussions on region-wide and cooperative mitigation efforts.

Appendix A – RCW and WAC Excerpts

RCW 47.80.023 Duties. [Excerpt]

Each regional transportation planning organization shall have the following duties:

- (3)** Certify by December 31, 1996, that the transportation elements of comprehensive plans adopted by counties, cities, and towns within the region reflect the guidelines and principles developed pursuant to RCW 47.80.026, are consistent with the adopted regional transportation plan, and, where appropriate, conform with the requirements of RCW 36.70A.070.
- (4)** Where appropriate, certify that countywide planning policies adopted under RCW 36.70A.210 and the adopted regional transportation plan are consistent.
- (8)** Review level of service methodologies used by cities and counties planning under chapter 36.70A RCW to promote a consistent regional evaluation of transportation facilities and corridors.
- (9)** Work with cities, counties, transit agencies, the department of transportation, and others to develop level of service standards or alternative transportation performance measures.

RCW 47.80.026 Comprehensive plans, transportation guidelines, and principles. [Excerpt]

Each regional transportation planning organization, with cooperation from component cities, towns, and counties, shall establish guidelines and principles by July 1, 1995, that provide specific direction for the development and evaluation of the transportation elements of comprehensive plans, where such plans exist, and to assure that state, regional, and local goals for the development of transportation systems are met. These guidelines and principles shall address at a minimum the relationship between transportation systems and the following factors: concentration of economic activity, residential density, development corridors and urban design that, where appropriate, supports high capacity transit, freight transportation and port access, development patterns that promote pedestrian and non[-]motorized transportation, circulation systems, access to regional systems, effective and efficient highway systems, the ability of transportation facilities and programs to retain existing and attract new jobs and private investment and to accommodate growth in demand, transportation demand management, joint and mixed use developments, present and future railroad right-of-way corridor utilization, and intermodal connections.

Examples shall be published by the organization to assist local governments in interpreting and explaining the requirements of this section.

RCW 36.70A.070 Comprehensive plans—Mandatory elements. (Effective September 1, 2016.)

The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall 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. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

Each comprehensive plan shall include a plan, scheme, or design for each of the following:

- (1)** A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies.

Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

(2) A housing element ensuring the vitality and character of established residential neighborhoods that: (a) Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth; (b) includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences; (c) identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and (d) makes adequate provisions for existing and projected needs of all economic segments of the community.

(3) A capital facilities plan element consisting of: (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities; (b) a forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of expanded or new capital facilities; (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and (e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

(4) A utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.

(5) Rural element. Counties shall include a rural element including lands that are not designated for urban growth, agriculture, forest, or mineral resources. The following provisions shall apply to the rural element:

(a) Growth management act goals and local circumstances. Because circumstances vary from county to county, in establishing patterns of rural densities and uses, a county may consider local circumstances, but shall develop a written record explaining how the rural element harmonizes the planning goals in RCW 36.70A.020 and meets the requirements of this chapter.

(b) Rural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. To achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural densities and uses that are not characterized by urban growth and that are consistent with rural character.

(c) Measures governing rural development. The rural element shall include measures that apply to rural development and protect the rural character of the area, as established by the county, by:

- (i) Containing or otherwise controlling rural development;
- (ii) Assuring visual compatibility of rural development with the surrounding rural area;
- (iii) Reducing the inappropriate conversion of undeveloped land into sprawling, low-density development in the rural area;
- (iv) Protecting critical areas, as provided in RCW 36.70A.060, and surface water and groundwater resources; and
- (v) Protecting against conflicts with the use of agricultural, forest, and mineral resource lands designated under RCW 36.70A.170.

(d) Limited areas of more intensive rural development. Subject to the requirements of this subsection and except as otherwise specifically provided in this subsection (5)(d), the rural element may allow for limited areas of more

intensive rural development, including necessary public facilities and public services to serve the limited area as follows:

(i) Rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments.

(A) A commercial, industrial, residential, shoreline, or mixed-use area shall be subject to the requirements of (d)(iv) of this subsection, but shall not be subject to the requirements of (c)(ii) and (iii) of this subsection.

(B) Any development or redevelopment other than an industrial area or an industrial use within a mixed-use area or an industrial area under this subsection (5)(d)(i) must be principally designed to serve the existing and projected rural population.

(C) Any development or redevelopment in terms of building size, scale, use, or intensity shall be consistent with the character of the existing areas. Development and redevelopment may include changes in use from vacant land or a previously existing use so long as the new use conforms to the requirements of this subsection (5);

(ii) The intensification of development on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development. A small-scale recreation or tourist use is not required to be principally designed to serve the existing and projected rural population. Public services and public facilities shall be limited to those necessary to serve the recreation or tourist use and shall be provided in a manner that does not permit low-density sprawl;

(iii) The intensification of development on lots containing isolated nonresidential uses or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents. Rural counties may allow the expansion of small-scale businesses as long as those small-scale businesses conform with the rural character of the area as defined by the local government according to RCW 36.70A.030(15). Rural counties may also allow new small-scale businesses to utilize a site previously occupied by an existing business as long as the new small-scale business conforms to the rural character of the area as defined by the local government according to RCW 36.70A.030(15). Public services and public facilities shall be limited to those necessary to serve the isolated nonresidential use and shall be provided in a manner that does not permit low-density sprawl;

(iv) A county shall adopt measures to minimize and contain the existing areas or uses of more intensive rural development, as appropriate, authorized under this subsection. Lands included in such existing areas or uses shall not extend beyond the logical outer boundary of the existing area or use, thereby allowing a new pattern of low-density sprawl. Existing areas are those that are clearly identifiable and contained and where there is a logical boundary delineated predominately by the built environment, but that may also include undeveloped lands if limited as provided in this subsection. The county shall establish the logical outer boundary of an area of more intensive rural development. In establishing the logical outer boundary, the county shall address (A) the need to preserve the character of existing natural neighborhoods and communities, (B) physical boundaries, such as bodies of water, streets and highways, and land forms and contours, (C) the prevention of abnormally irregular boundaries, and (D) the ability to provide public facilities and public services in a manner that does not permit low-density sprawl;

(v) For purposes of (d) of this subsection, an existing area or existing use is one that was in existence:

(A) On July 1, 1990, in a county that was initially required to plan under all of the provisions of this chapter;

(B) On the date the county adopted a resolution under RCW 36.70A.040(2), in a county that is planning under all of the provisions of this chapter under RCW 36.70A.040(2); or

(C) On the date the office of financial management certifies the county's population as provided in RCW 36.70A.040(5), in a county that is planning under all of the provisions of this chapter pursuant to RCW 36.70A.040(5).

(e) Exception. This subsection shall not be interpreted to permit in the rural area a major industrial development or a master planned resort unless otherwise specifically permitted under RCW 36.70A.360 and 36.70A.365.

(6) A transportation element that implements, and is consistent with, the land use element.

(a) The transportation element shall include the following sub[-]elements:

(i) Land use assumptions used in estimating travel;

(ii) Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the department of transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;

(iii) Facilities and services needs, including:

(A) An inventory of air, water, and ground transportation facilities and services, including transit alignments and general aviation airport facilities, to define existing capital facilities and travel levels as a basis for future planning. This inventory must include state-owned transportation facilities within the city or county's jurisdictional boundaries;

(B) Level of service standards for all locally-owned arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated;

(C) For state-owned transportation facilities, level of service standards for highways, as prescribed in chapters 47.06 and 47.80 RCW, to gauge the performance of the system. The purposes of reflecting level of service standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, or transit program and the office of financial management's ten-year investment program. The concurrency requirements of (b) of this subsection do not apply to transportation facilities and services of statewide significance except for counties consisting of islands whose only connection to the mainland are state highways or ferry routes. In these island counties, state highways and ferry route capacity must be a factor in meeting the concurrency requirements in (b) of this subsection;

(D) Specific actions and requirements for bringing into compliance locally-owned transportation facilities or services that are below an established level of service standard;

(E) Forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth;

(F) Identification of state and local system needs to meet current and future demands. Identified needs on state-owned transportation facilities must be consistent with the statewide multimodal transportation plan required under chapter 47.06 RCW;

(iv) Finance, including:

(A) An analysis of funding capability to judge needs against probable funding resources;

(B) A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public

transportation systems. The multiyear financing plan should be coordinated with the ten-year investment program developed by the office of financial management as required by RCW 47.05.030;

(C) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met;

(v) Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;

(vi) Demand-management strategies;

(vii) Pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.

(b) After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW 36.70A.040, local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally-owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride-sharing programs, demand management, and other transportation systems management strategies. For the purposes of this subsection (6), "concurrent with the development" means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years. If the collection of impact fees is delayed under RCW 82.02.050(3), the six-year period required by this subsection (6)(b) must begin after full payment of all impact fees is due to the county or city.

(c) The transportation element described in this subsection (6), the six-year plans required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems, and the ten-year investment program required by RCW 47.05.030 for the state, must be consistent.

(7) An economic development element establishing local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life. The element shall include: (a) A summary of the local economy such as population, employment, payroll, sectors, businesses, sales, and other information as appropriate; (b) a summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, workforce, housing, and natural/cultural resources; and (c) an identification of policies, programs, and projects to foster economic growth and development and to address future needs. A city that has chosen to be a residential community is exempt from the economic development element requirement of this subsection.

(8) A park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. The element shall include: (a) Estimates of park and recreation demand for at least a ten-year period; (b) an evaluation of facilities and service needs; and (c) an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

(9) It is the intent that new or amended elements required after January 1, 2002, be adopted concurrent with the scheduled update provided in RCW 36.70A.130. Requirements to incorporate any such new or amended elements shall be null and void until funds sufficient to cover applicable local government costs are appropriated and distributed by the state at least two years before local government must update comprehensive plans as required in RCW 36.70A.130.

Appendix B – Walla Walla County – Countywide Planning Policies Excerpt

For the complete set of Countywide Planning Policies for Walla Walla County, please contact:

Walla Walla County Community Development Department, 310 W Poplar Street, Walla Walla, WA 99362

<http://www.co.walla-walla.wa.us/departments/comdev/index.shtml>

7.0 TRANSPORTATION

Purpose

The Growth Management Act requires that transportation planning and improvements be coordinated among jurisdictions and be consistent with the land use elements of local comprehensive plans. The Act also places special emphasis on transportation because a jurisdiction cannot approve development unless an adequate level of service is available or planned for to accommodate the development. The countywide transportation policies will address issues of mutual interest: that is when more than one jurisdiction is affected by or involved in a transportation policy program or project.

In Walla Walla County this includes all jurisdictions since all incorporated cities and the county have a portion of the State Highway System within their boundaries and the city's streets connect to county roads. These policies then apply to transportation related impacts, policies, programs and projects involving more than one jurisdiction.

Transportation facilities in Walla Walla County consist of airports and airfields, commercial water transportation facilities, highway and road systems, transit systems, bridges, rail systems, truck routes, specialized transportation for the elderly and handicapped and bike and pedestrian routes.

Transportation strategies consist of planning policies and programs, the Regional Transportation Planning Organization (RTPO) Regional Plan, transportation improvement programs, six-year road programs and transportation elements of capital improvement programs and other transportation financing strategies.

Policies

7.1 Walla Walla County and its cities should maintain participation in an RTPO to assure transportation planning is consistent, local needs are reflected in the Regional Plan and to avail themselves of transportation planning technical services.

7.2 Walla Walla County and its cities encourage and support continued participation of the Port of Walla Walla and Valley Transit in the RTPO.

7.3 Walla Walla County representatives on the RTPO should set priorities for special studies and transportation improvements requiring RTPO approval locally to avoid intra-county/city competition for discretionary funds.

7.4 Each comprehensive plan adopted pursuant to the Growth Management Act will contain a transportation element consistent with the plan's land use and economic development policies as well as those of jurisdictions in the planning area.

7.5 Each transportation element shall include:

- A. A multi-year financing plan based on needs identified in the jurisdiction's comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road or transit program;
- B. An analysis of the jurisdiction's ability to fund existing or potential transportation improvements which identifies existing and new revenue sources[,] which may include available local, state or federal funds, property and sales taxes, developer contributions and improvements and impact, fees;

- C. A statement of how land use assumptions and policies will be reassessed to assure level of service standards are being met and how consistency with the land use element will be achieved if full funding is not available.

7.6 Transportation improvements which are identified in the transportation element shall be implemented concurrent with new development. Concurrent means that improvements or strategies are in place at the time of development, or that financial commitments are in place to complete the improvements or strategies in six years.

7.7 Each jurisdiction's transportation element shall contain level of service standards for arterials, collectors and transit routes including state routes, reflecting urban and rural differences if appropriate.

7.8 Each jurisdiction's transportation element shall make provision for the biannual review of the functional classification of the streets and roads under their jurisdiction.

7.9 The coordinated transportation elements of each jurisdiction's plan including the Washington State Dept. of Transportation, the Port and Valley Transit will be the Countywide Transportation Plan.

7.10 The county and its cities will adopt a cooperative process to evaluate major development proposals that may impact the transportation system in the county or a neighboring jurisdiction. This process should include an early referral and response mechanism and appropriate criteria for use in evaluating the impacts of a proposal. This process should also apply to any transportation improvements contemplated by one jurisdiction that will impact an adjacent jurisdiction.

7.11 The establishment of level of service standards should be developed cooperatively by the county and its cities with the assistance of the RTPO.

7.12 The four[-]laning of SR-12 from the Snake River Bridge to Walla Walla along the present or alternate alignment should be a high priority in the Countywide Transportation Plan.

7.13 The Countywide Transportation Plan should:

- A. Set forth policies for development of a north/south connector between SR-12 and SR-125
- B. Set forth policies for a possible east/west connection from SR -125 to Wilbur Avenue;
- C. Set policies and establish a process for dealing with rail abandonment proposals;
- D. Include recommendations from the Vansycle Canyon Study;
- E. Address the issue of countywide rural public transportation;
- F. Set forth policies for SR-12 from Walla Walla to the Snake River Bridge;
- G. Support better air services into Walla Walla, and the Port's consideration of constructing a new terminal facility at the Regional Airport and support improved highway access into and out of the airport;
- H. Set forth policies regarding sufficient rail and road access to the Snake and Columbia River port facilities and ensure sufficient infrastructure (i.e. barge slips, high docks and storage facilities) at those ports;
- I. Set forth policies on countywide bicycle and pedestrian paths;
- J. Other[s-policies] resulting from the RTPO subcommittee review process;
- K. Protect airports and their associated clear zones and flight paths from encroachment of incompatible land uses and densities.

Appendix C – WWVMPO/SRTPO Plan Review and Certification Checklist

Background

The Growth Management Act (GMA) recognizes the importance of coordinating local, regional, and state planning efforts for complex issues that cross jurisdictional boundaries. In order to advance transportation coordination at the regional and local level, the Revised Code of Washington (RCW) [47.80.023](#) and Washington Administrative Code (WAC) [468-86-150](#) stipulate that Regional Transportation Planning Organizations (RTPOs) must certify county and city comprehensive plans (including amendments).

In Walla Walla County, this responsibility is assigned to the Walla Walla Valley Metropolitan Planning Organization/Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO).

For a successful certification, comprehensive plans must demonstrate that their transportation element reflects the guidelines and principles developed pursuant to [RCW 47.80.026](#), satisfy the requirements of [RCW 36.70A.070](#), and are consistent with the regional transportation plan – known as the [2040 Plan](#).

-
1. Pursuant to [WAC 365-196-430](#) (510, 520, and 730), was the comprehensive plan update/amendment **coordinated with neighboring jurisdictions and transportation agencies**, including WSDOT, Valley Transit, and WWVMPO/SRTPO?

☒ Yes ☐ No

2. Pursuant to [WAC 365-196-430](#) (2)(a)(iii), does the comprehensive plan update/amendment support the **guidelines and principles** expressed in the 2040 Plan vision, goals, objectives and related policies (see Pages 3 to 5 of this Manual)?

☒ Yes ☐ No *Safety*

☒ Yes ☐ No *System Preservation*

☒ Yes ☐ No *Quality of Life*

☒ Yes ☐ No *Economic Vitality*

☒ Yes ☐ No *Regional Connectivity*

☒ Yes ☐ No *Connectivity and Continuity*

☒ Yes ☐ No *Efficiency – Connections, Accessibility, and Operations*

☒ Yes ☐ No *Distinct Community Character*

☒ Yes ☐ No *Funding for Maintenance and Improvements*

3. Pursuant to [WAC 365-196-430](#) (2)(a)(iii), is the comprehensive plan's project list in the transportation element and/or in the capital facilities plan element consistent with [2040 Plan's funded project list](#) shown on Page 117 (PDF Page 126)?

☒ Yes ☐ No

4. Pursuant to WAC 365-196-430 (2)(b), (g), (i), and (j), are travel demand management (TDM) and bicycle and pedestrian-supportive policies included in the transportation element of the comprehensive plan/amendment; and are TDM, bicycle, and ADA-compliant pedestrian-supportive programs and projects included in the transportation system needs within the transportation element or the capital facilities plan element?

☒ Yes ☐ No

5. Pursuant to WAC 365-196-430 (2)(b) and (c), does the transportation element address and plan for access and mobility related to public transportation and freight?

☒ Yes ☐ No

6. Pursuant to WAC 365-196-430 (2)(k)(iv), does the transportation element address and plan for maintenance and preservation for transportation facilities?

☒ Yes ☐ No

7. Pursuant to WAC 365-196-430 (1), is the transportation element consistent with the land use element?

☒ Yes ☐ No

8. Pursuant to WAC 365-196-430 (2)(e), (f), and (g), does the transportation element describe the impacts of the comprehensive plan update/amendment on the plan's ability to meet local LOS standards?

☒ Yes ☐ No

9. Does the comprehensive plan update/amendment include the addition of single occupant vehicle (SOV) capacity?

☐ Yes ☒ No

10. If SOV capacity is added, indicate what strategies were considered and implemented prior to the project(s).

- | | | |
|-------------------------------------|--------------------------------------|---|
| <input type="checkbox"/> Considered | <input type="checkbox"/> Implemented | <i>Operational Improvements, Intelligent Transportation Systems (ITS), Transportation System Management (TSM)</i> |
| <input type="checkbox"/> Considered | <input type="checkbox"/> Implemented | <i>Intersection Capacity Improvements</i> |
| <input type="checkbox"/> Considered | <input type="checkbox"/> Implemented | <i>Transit Operational Improvements</i> |
| <input type="checkbox"/> Considered | <input type="checkbox"/> Implemented | <i>Travel Demand Management (TDM)</i> |
| <input type="checkbox"/> Considered | <input type="checkbox"/> Implemented | <i>Freight/Goods Movement</i> |

Required Documentation

Provide the WWVMPO/SRTPO with local concurrency analysis level of service methodologies (i.e. local ordinance, development site plan, and traffic impact review manual) for analysis to ensure consistency with region-wide methodologies.

Submit necessary land use data and transportation project information to WWVMPO/SRTPO staff for the regional level of service analysis. *Please note: Whenever possible, the data should be in an ArcGIS-supported format.*

Appendix D – WWVMPO/SRTPO Policy Certification Checklist

Background

The Growth Management Act (GMA) recognizes the importance of coordinating local, regional, and state planning efforts for complex issues that cross jurisdictional boundaries, including transportation. In order to advance coordination at the regional and local level, the Revised Code of Washington (RCW) [47.80.023](#) and Washington Administrative Code (WAC) [468-86-150](#) stipulate that Regional Transportation Planning Organizations (RTPOs) must certify consistency between the Countywide Planning Policies and the Regional Transportation Plan.

In Walla Walla County, this responsibility is assigned to the Walla Walla Valley Metropolitan Planning Organization/Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO).

For a successful certification, the Countywide Planning Policies must demonstrate consistency with the regional transportation plan – known as the [2040 Plan](#).

Pursuant to [WAC 468-86-150](#) (2), does the amendment to the Countywide Planning Policies support the guidelines and principles expressed in the 2040 Plan vision, goals, objectives and related policies (see Pages 3 to 5 of this Manual)?

- | | | |
|---|-----------------------------|--|
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Safety</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>System Preservation</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Quality of Life</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Economic Vitality</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Regional Connectivity</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Connectivity and Continuity</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Efficiency - Connections, Accessibility, and Operations</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Distinct Community Character</i> |
| <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | <i>Funding for Maintenance and Improvements</i> |



Expanded Comprehensive Plan Checklist

A Technical Assistance Tool From Growth Management Services – update: July 2014

Instructions:

This checklist is intended to help jurisdictions update their comprehensive plan, as required by [RCW 36.70A.130\(4 & 5\)](#). We encourage but do not require jurisdictions to complete the checklist and return it to Growth Management Services (GMS). This checklist is for local governments fully planning under the Growth Management Act (GMA), not for those planning for resource lands and critical areas only. For general information on update requirements, refer to *Keeping your Comprehensive Plan and Development Regulations Current: A Guide to the Periodic Update Process under the Growth Management Act* and [WAC 365-196-610](#).

Bold items are a GMA requirement. Other items may be requirements of other state or federal laws, best practices, or ideas to consider. **Highlighted** items are links to Internet sites. Dates are included for recent additions or amendments to the GMA. If you have questions, call GMS at (360) 725-3066.

Checklist Topics:

Land Use	1
Housing	6
Capital Facilities	7
Utilities	10
Rural	10
Transportation	11
Economic Development	14
Park and Recreation	15
Shoreline	16
Essential Public Facilities	16
Optional Elements	17
Consistency	17
Public Participation	17

1. The Land Use Element should be consistent with countywide planning policies (CWPPs) and [RCW 36.70A.070\(1\)](#), and should consider , [WAC 365-196-400](#), [WAC 365-196-405](#), [WAC 365-196-300](#) through [345](#)

- a. The element integrates relevant county-wide planning policies into the local planning process, and ensures local goals and policies are consistent. For jurisdictions in the Central Puget Sound region, the plan is consistent with applicable multicounty planning policies. [WAC 365-196-305](#)

- ☐ Consistency with countywide planning policies
- ☐ Consistency with multicounty planning policies, where applicable

- b. The element includes a future land use map (or maps).
Maps fulfill the requirement to **show the general distribution of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses.** [RCW 36.70A.070\(1\)](#) and [WAC 365-196-400\(2\)\(d\)](#)
The future land use map shows city limits and urban growth area (UGA) boundaries. [RCW 36.70A.110\(6\)](#), [RCW 36.70A.130](#), [WAC 365-196-310](#) and [WAC 365-196-405\(2\)\(i\)\(ii\)](#).

- ☐ Land use map

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>c. The Land Use Element includes population densities, building intensities, and estimates of future population growth. RCW 36.70A.070(1) WAC 365-196-405(2)(i) suggests including a table with the range of dwelling units per acre allowed in each land use designation and implementing zone as a projection of existing and projected development capacity.</p> <p>The plan should also indicate the population for which it is planning, which should be consistent with the Washington Office of Financial Management’s forecast for the county or the county’s sub-county allocation of that forecast, and should be the same for all comprehensive plan elements, and is. If OFM population projection is not used, the plan includes the rationale for using another figure. RCW 43.62.035 and WAC 365-196-405(f)</p> <p>Counties should indicate the percentage of county-wide population growth allocated for urban growth areas. This allocation should be consistent with GMA goals of encouraging urban growth in urban areas, reducing sprawl, and ensuring public facilities and services are efficiently provided. WAC 365-196-405 (f)</p>	<input type="checkbox"/> Population projection uses latest forecast	
<p>d. Urban densities and urban growth areas (UGAs) have been reviewed. RCW 36.70A.130(3)(a), (5), and (6) and WAC 365-196-310(2)</p> <p>By definition, urban growth areas all incorporated lands in cities and town, and unincorporated urban growth areas designated by a county. A review should be completed as part of the 8-year update under RCW 36.70A.130. Review WAC 365-196-310(2) for suggestions on evaluating and designating UGAs. Supporting information should include: selected population growth forecast scenario RCW 43.62.035; population allocation and percentage of land devoted to urban, rural, and resource uses (counties) RCW 36.70A.070(1); land capacity analysis for UGAs, ability to provide urban services. RCW 36.70A.110, CWPPs and WAC 365-196-310.</p> <p>There should be a coordinated approach to planning for development in urban growth areas, especially among adjacent jurisdictions. WAC 365-196-330 Urban growth areas (incorporated or not) must plan for urban densities and urban services. If a county designates a fully contained community (FCC), part of the county’s population allocation should be reserved for the FCC. RCW 36.70A.350(2) If a potential UGA expansion area is within the 100-year flood plain of major western Washington rivers, consider RCW 36.70A.110(8).</p>	<input type="checkbox"/> UGA review (required every 8 years)	
<p>e. If a buildable lands analysis shows measures needed to ensure appropriate densities, such measures have been adopted. RCW 36.70A.215 and WAC 365-196-315 The <i>Buildable Lands Program Guidelines</i> includes a list of measures.</p>	<input type="checkbox"/> Reasonable measures adopted if needed	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
f. The element considers planning approaches that increase physical activity , such as neighborhood commercial nodes to allow walking and cycling to local services, transit- or pedestrian-oriented development, linear parks and trail networks, and siting schools and other public facilities within neighborhoods to allow easy walking RCW 36.70A.070(1) and WAC 365-196-405 (2)(j)	<input type="checkbox"/> Planning for physical activity	
g. Lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses are identified. RCW 36.70A.150 RCW 36.70A.150 requires that a prioritized list of acquisitions be developed. [The list need not be part of the comprehensive plan.] RCW 36.70A.150 and WAC 365-196-340	<input type="checkbox"/> Public use lands <input type="checkbox"/> List of acquisitions	
h. Open space corridors within and between urban growth areas, including lands useful for recreation, wildlife habitat, trails, and connection of critical areas are identified. RCW 36.70A.160 and WAC 365-196-335	<input type="checkbox"/> Open space corridors	
i. If an airport is within or adjacent to the jurisdiction, the plan includes policies, land use designations, and zoning to discourage the siting of incompatible uses adjacent to general aviation airports. RCW 36.70.547 and WAC 365-196-455 See www.wsdot.wa.gov/aviation/Planning/default for guidance. Any planning adjacent to or within the “imaginary surface” areas of general aviation airports must consult with the Aviation Division of WSDOT.	<input type="checkbox"/> No incompatible uses near airports <input type="checkbox"/> WSDOT notified	
j. If a U.S. Department of Defense (DoD) military base employing 100 or more personnel is within or adjacent to the jurisdiction, the plan must include policies, land use designations, and consistent zoning to discourage the siting of incompatible uses adjacent to military base. RCW 36.70A.530(3) and WAC 365-196-475 See Map of U.S. bases to help make determination of applicability. If applicable, inform the commander of the base regarding amendments to the comprehensive plan and development regulations on lands adjacent to the base.	<input type="checkbox"/> No incompatible uses near US DoD bases <input type="checkbox"/> Base commander notified	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>k. Where applicable, the Land Use Element includes a review of drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provides guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state. RCW 36.70A.70(1); WAC 365-196-405(2)(c)</p> <p>RCW 90.56.010(26) defines waters of the state.</p> <p>Jurisdictions subject to U.S. Environmental Protection Agency (EPA) National Pollution Discharge Elimination System (NPDES) Phase 1 and Phase 2, should comply with all permit requirements.</p> <p>All local governments are also encouraged to:</p> <ul style="list-style-type: none"> • Adopt the State Department of Ecology’s Stormwater Manual for Eastern or Western Washington or the equivalent. • Incorporate relevant land-use recommendations from adopted local watershed plans. www.ecy.wa.gov/watershed/index.html. • Adopt a clearing and grading ordinance if not already existing (See Technical Guidance Document for Clearing and Grading in Western Washington). 	<input type="checkbox"/> Stormwater planning	
<p>l. Critical areas are designated RCW 36.70A.170 and WAC 365-190-080 Best available science (BAS) is used to protect the functions and values of critical areas, and give “special consideration” to conservation or protection measures necessary to preserve or enhance anadromous fisheries. RCW 36.70A.172 and WAC 365-195-900 through 925</p> <p>Plan policies should address the five critical areas listed in RCW 36.70A.030(5) (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas. See Critical Areas Assistance Handbook(2007) and Small Communities Critical Areas Ordinance Implementation Guidebook (2007). Follow the process in WAC 365-195-915 to document decisions.</p> <p>Endangered Species: If there are anadromous fisheries, or if the jurisdiction affected by an Endangered Species Act (ESA) 4(d) rule, the comprehensive plan should contain policies guiding decisions which may impact listed species. Special consideration may include:</p> <ul style="list-style-type: none"> • Revisions to zoning to protect habitat • Revisions to the location of planned capital facilities • Revisions to stormwater regulations or clearing and grading ordinances <p>Establishment or maintenance of monitoring programs to ensure that habitat is being maintained, See WAC 365-195-920.</p>	<input type="checkbox"/> BAS used to designate and protect critical areas	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>k. Critical Aquifer Recharge Areas:(Required if jurisdictions draw groundwater for potable water or need to manage threats to exempt wells.): WAC 365-190-100</p> <ul style="list-style-type: none"> • The plan protects the quality and quantity of ground water used for public water supplies. RCW 36.70A.070(1) See Ecology's guidance on Critical Aquifer Recharge Areas (CARAs) • For water quality, policies and implementing regulations should regulate hazardous uses in critical aquifer recharge areas (CARAs) and protect wellhead areas. See Ecology's Groundwater Quality Information • For water quantity, policies and implementing regulations should limit impervious surfaces, encourage water conservation measures, and consider Water Resource Inventory Assessment (WRIA) plans. See Ecology's Stormwater Programs for more information. 	<input type="checkbox"/> CARAs protect water quality and quantity	
<p>l. Natural Resource Lands (NRLs) designated and conserved: RCW 36.70A.170 RCW 36.70A.060 NRLs include forest, agricultural, and mineral resource lands. See process to classify and designate at WAC 365-190-040.</p> <p>If forest or agricultural lands of long-term commercial significance are designated inside UGAs, they must be subject to transfer and/or purchase of development rights (TDR, or PDR). RCW 36.70A.060(4)</p>	<input type="checkbox"/> TDR or PDR program for forest or agricultural lands inside UGAs	
<p>m. Designate and Conserve Forest Resource Land: RCW 36.70A.170 RCW 36.70A.060 Forest land is defined at RCW 36.70A.030(8). Review WAC 365-190-060 for recommendations on forest lands.</p>	<input type="checkbox"/> Forest lands designated	
<p>n. Designate and conserve agricultural resource lands (ARLs): RCW 36.70A.170 and RCW 36.70A.060</p> <p>ARLs are defined at RCW 36.70A.030(2). See WAC 365-190-050 for recommendations to designate, and WAC 365-196-815 to protect agricultural lands. Land use and policies should discourage incompatible uses around natural resource areas.</p> <p>RCW 36.70A.177(3) includes innovative techniques to conserve agricultural land and permitted accessory uses.</p>	<input type="checkbox"/> Agricultural lands designated <input type="checkbox"/> Limit accessory uses on agricultural lands	
<p>o. Designate mineral resource lands:</p> <p>RCW 36.70A.131 requires consideration of new information including data available from the Department of Natural Resources relating to mineral resource deposits when reviewing mineral resource land designations. Minerals defined in RCW 36.70A.030(11) to include sand, gravel and valuable metallic substances. See WAC 365-190-070 for guidance on designation.</p>	<input type="checkbox"/> Review mineral resource lands	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>p. Development outside UGAs: If applicable, development planned outside UGAs must be consistent with the following:</p> <p>Major industrial development: RCW 36.70A.365 and WAC 365-196-435</p> <p>Master planned development: RCW 36.70A.367 and WAC 365-196-470</p> <p>Master planned resorts RCW 36.70A.360, RCW 36.70A.362, and WAC 365-196-460</p>	<input type="checkbox"/> If applicable, development outside UGA consistent with RCW	
<p>2. The Housing Element is intended to ensure the vitality and character of established residential neighborhoods, encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. It should be consistent with relevant CWPPs, RCW 36.70A.070(2), and should consider WAC 365-196-410.</p>		
<p>a. Include an inventory of existing housing units and an analysis the number (and type) of housing units necessary to provide for projected growth over the planning period. RCW 36.70A.070(2)(a) and WAC 365-196-410(2)(b) and (c) and <i>Commerce's Assessing Your Housing Needs (1993, Updated by March 2013)</i></p>	<input type="checkbox"/> Inventory of existing housing and projected housing needs using latest population projection	
<p>b. Include goals, policies, and objectives for the preservation, improvement, and development of housing. RCW 36.70A.070(2)(b) and WAC 365-196-410(2)(a).</p>	<input type="checkbox"/> Goals, policies for housing	
<p>c. Identify sufficient land for housing, including but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes, and foster care facilities. RCW 36.70A.070(2)(c)</p>	<input type="checkbox"/> Identify sufficient land for housing	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>d. Provisions for existing and projected housing needs of all economic segments of the community. RCW 36.70A.070(2)(d)</p> <p>Affordable housing is defined as when the total housing costs, including basic utilities, does not exceed 30 percent of the income limit (for renters, 50 percent or less of the county median family income, adjusted for family-size, and for owners, 80 percent or less of the county median family income, adjusted for family size for owners). WAC 365-196-410(e)(i)(C) (I-V)</p> <p>WAC 365-196-410(2)(e)(iii) recommends an evaluation of the extent to which the existing and projected market can provide housing at various costs and for various income levels, and an estimation of the present and future populations that would require assistance to obtain housing they can afford. This section should also identify existing programs and policies to promote adequate affordable housing and evaluate their effectiveness.</p> <p><i>If</i> enacting or expanding affordable housing programs under RCW 36.70A.540, the plan should identify certain land use designations where increased residential development will assist in achieving local growth management and housing policies. Examples include: density bonuses within urban growth areas, height and bulk bonuses, fee waivers or exemptions, parking reductions, expedited permitting conditioned on provision of low-income housing units, or mixed use projects.</p>	<input type="checkbox"/> Affordable housing planned	

<p>3. The Capital Facilities Plan (CFP) Element must be consistent with county-wide planning policies and RCW 36.70A.070(3), should consider WAC 365-196-415, and should serve as a check on the practicality of achieving other elements of the plan. This element should cover all the capital facilities planned, provided, and paid for by public entities including to local government and special districts, etc. This should include water systems, sanitary sewer systems, storm water facilities, schools, parks and recreational facilities, police and fire protection facilities. Capital expenditures from park and recreation elements, if separate, should be included in the capital facilities plan element. For additional information see <i>Making Your Comprehensive Plan a Reality: A Capital Facilities Preparation Guide Washington Department of Community Trade and Economic Development (CTED), 1993.</i></p>		
<p>a. Goals and policies relating to investment in capital facilities, levels of service and regulatory strategies for concurrency to guide decisions. RCW 36.70A.120 and WAC 365-196-415</p>		

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
b. Inventory showing the locations and capacities of existing capital facilities owned by public entities RCW 36.70A.070(3)(a) and WAC 365-196-415(2)(a) recommends the inventory include water, sanitary sewer, stormwater, solid waste management, school, park, and recreation facilities, police and fire protection facilities. The element should reference water or other system plans, indicate locations of facilities, and show where systems currently have unused capacity. Public services and facilities are defined in RCW 36.70A.030(12) and (13).	<input type="checkbox"/> Inventory of existing facilities	
c. Adopted levels of service (LOS)for public services.	<input type="checkbox"/> Adopted LOS.	
d. Forecast of future needs to maintain adopted levels of service over the planning period. RCW 36.70A.070(3)(b) requires a forecast of future needs, and WAC 365-196-415 (b) recommends the forecast be based on projected population densities, and distribution of growth over the planning period. This section should consider whether the jurisdiction has sufficient water rights, sewage treatment, or other needed public facilities to support the plan’s projected 20-year growth. This may also consider system management or demand management strategies to meet forecast need.	<input type="checkbox"/> Forecast of future needs	
e. Proposed locations and capacities of expanded or new capital facilities. RCW 36.70A.070(3)(c) requires proposed locations and capacities, and WAC 365-196-415 (3)(C) suggests that the phasing schedule in the Land Use Element should dictate when and where capital facilities will be needed over the 20-year life of the plan. Consider if the concurrency ordinance or other mechanisms have been effective in providing public facilities and services concurrent with development	<input type="checkbox"/> Proposed locations and capacities of expanded or new facilities.	
f. Six-year plan (at least) to finance planned capital facilities within projected funding capacities, and identifies sources of public money for such purposes. RCW 36.70A.070(3)(d), RCW 36.70A.120 and WAC 365-196-415(c)(i) This CFP should include all public expenditures for capital expenses including water, sewer, transportation, etc. WAC 365-196-415(2)(c)(ii) suggests that the plan be updated at least biennially so that financial planning remains sufficiently ahead of the present for concurrency to be evaluated. If impact fees are collected, the public facilities for which money is to be spent on must be included in this element. RCW 82.02.050(4) and WAC 365-196-850	<input type="checkbox"/> Six-year funding plan consistent with comp plan <input type="checkbox"/> Impact fees used only for projects included in the CFP	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>Policy to reassess the Land Use Element if probable funding falls short of meeting existing needs and to ensure that the Land Use Element, Capital Facilities Element, and financing plan within the Capital Facilities Element are coordinated and consistent. RCW 36.70A.070(3)(e) and WAC 365-196-415(2)(d)(iii)(F) recommends that the plan set forth how pending applications for development will be affected while such a reassessment is being undertaken.</p>	<input type="checkbox"/> Land Use reassessment policy included	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
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4. The Utilities Element should relate to all services provided, planned for, paid for, and delivered by providers other than the jurisdiction. This should be consistent with relevant CWPPs and [RCW 36.70A.070\(4\)](#), and should consider [WAC 365-195-420](#).

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| <p>a. The general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines. RCW 36.70A.070(4). WAC 365-195-420 recommends goals and policies relating coordination in construction, permits, utility corridor use and management. Counties and cities should evaluate whether any utilities should be identified as essential public facilities in case of siting difficulties.</p> | <input type="checkbox"/> General location and capacity of existing and proposed facilities | |
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5. The Rural Element (counties only) should be consistent with [RCW 36.70A.070\(5\)](#), [RCW 36.70A.030\(15\)](#) through [\(17\)](#), and consider [RCW 36.70A.011](#) and [WAC 365-196-425](#). Rural lands are lands not designated for urban growth, or designated as agricultural, forest, or mineral resource lands. For additional information, see [Keeping the Rural Vision: Protecting Rural Character & Planning for Rural Development, 1999](#).

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| <p>a. A definition of rural character and rural development consistent with RCW 36.70A.030, (15), (16), and (17). WAC 365-196-425(2) provides suggestions.</p> | <input type="checkbox"/> Definition of rural character | |
| <p>b. Allows forestry, agriculture, and a variety of rural densities and uses. RCW 36.70A.070(5) See WAC 365-196-425(3) for examples of rural densities. The plan may include optional techniques such as limited areas of more intensive rural development (LAMIRDs), clustering, density transfer, design guidelines, and conservation easements to accommodate rural uses not characterized by urban growth as specified in RCW 36.70A.070(5)(d). See WAC 365-196-425(5) for innovative zoning techniques.</p> | <input type="checkbox"/> Variety of densities | |
| <p>c. A written record explaining how the rural element harmonizes the planning goals and meets the requirements of the Growth Management Act. RCW 36.70A.070(5)(a). WAC 365-196-425(1) A county may consider local circumstances in establishing patterns of rural densities and uses, but must develop a written record of the rural element harmonizes the planning goals and meets the requirements of the act.</p> | <input type="checkbox"/> A written record relating to rural character | |
| <p>d. A definition of rural governmental services needed to serve the permitted densities and uses, and a policy that limits urban services in rural areas RCW 36.70A.110(4). RCW 36.70A.030((17) and WAC 365-196-425(4) recommends some definitions of rural services and provides suggestions for appropriate level of service standards.</p> | <input type="checkbox"/> Definition of rural services | |

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>e. Measures protecting rural character. RCW 36.70A.070(5)(c) Measures include containing/controlling development, assuring visual compatibility, reducing inappropriate conversion to low-density sprawl, protecting critical areas, and protecting against conflicts with natural resource lands.</p>	<input type="checkbox"/> Measures to protect rural character	
<p>f. If designated, limited areas of more intense rural development (LAMIRDs) are consistent with RCW 36.70A.070(5)(d). See WAC 365-196-425(6) for guidance relating to LAMIRDs.</p> <p>Commerce suggests that jurisdictions consider Growth Management Hearings Board cases and Commerce's Keeping the Rural Vision: Protecting Rural Character & Planning for Rural Development, 1999 for guidance on appropriate rural densities and levels of governmental services in LAMIRDs.</p>	<input type="checkbox"/> LAMIRDs designated and regulated consistent with GMA	

<p>6. The Transportation Element should be consistent with relevant CWPPs and RCW 36.70A.070(6), RCW 36.70A.108, and should consider WAC 365-196-430 and Your Community's Transportation System: A Guide to Updating and Implementing your Transportation Element (2012)</p>		
<p>a. The element includes goals and policies for roadways; fixed route and demand response public transit; bicycle and pedestrian travel; water, rail, air, and industrial port and intermodal facilities; passenger and freight rail; and truck, rail, and barge freight mobility. WAC 365-196-430(2)(b)]</p> <p>The element should include policies and provisions consistent with regional efforts to reduce criteria pollutants from mobile sources. WAC 173-420-080 If the planning area is within a National Ambient Air Quality Standards nonattainment area, WAC 365-196-430(2)(d) recommends including a map of the nonattainment area, severity of the violation, and measures to be implemented consistent with the state implementation plan for air quality.</p>	<p>-Section 8.4 Goals and Policies</p> <p>-Section 8.2.5 Public transit</p> <p>-Section 8.2.6 Non-motorized Transportation Facilities</p> <p>- Section 8.2.7 Freight Transportation Facilities</p> <p>-Not within a National Ambient Air Quality Standards nonattainment area.</p>	
<p>b. An inventory of air, water, and ground transportation facilities and services, including transit alignments, state-owned transportation facilities, and general aviation airports to define existing capital facilities and travel levels as a basis for future planning. RCW 36.70A.070(6)(a)(iii)(A). WAC 365-196-430(2)(c) provides recommendations for meeting inventory requirements.</p>	<p><input checked="" type="checkbox"/> Transportation inventory</p> <p>- Section 8.2.7 Freight Transportation Facilities, inventories air, water, rail freight transportation facilities.</p>	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>c. The element includes regionally coordinated level of service (LOS) standards for all arterials and transit routes, LOS for highways of statewide significance, and LOS for other state highways consistent with the regional transportation plan. RCW 36.70A.070(6)(a)(iii)(B)</p> <p>WAC 365-196-430(2)(e)(v) recommends LOS be set to reflect access, mobility, mode-split and capacity goals. WAC 365-196-430(2)(e)(vi) recommends that measurement methodology and standards vary based on the urban or rural character of the surrounding area. Also, balance community character, funding capacity, and traveler expectations. In urban areas, WAC 365-196-430(2)(e)(vii) recommends methodologies for analyzing the transportation system from a comprehensive, multimodal perspective.</p>	<p><input checked="" type="checkbox"/> Levels of service for all facilities; local, regional, and state</p> <p>-Section 8.3.1 Level of Service. Adopted LOS levels consistent with those of WWVMPO/SRTPO and WSDOT.</p>	
<p>d. The element identifies specific actions and requirements for bringing into compliance locally owned transportation facilities and services that are below an established LOS standard. RCW 36.70A.070(6)(a)(iii)(D) and WAC 365-196-430(2)(g)</p> <p>Concurrency policies must be consistent with RCW 36.70A.070(6)(b), and consider multimodal improvements RCW 36.70A.108. Strategies such as increased public transit, ride sharing programs, and other multimodal strategies may be used to ensure that development does not cause service to decline on a locally owned facility below adopted levels of service.</p>	<p><input checked="" type="checkbox"/> Concurrency</p> <p>-Section 8.3.2 Concurrency, describes Walla Walla County Code Title 12 which requires transportation improvements be constructed concurrently with development to prevent a drop in LOS.</p>	
<p>f. The element describes existing and planned transportation demand management (TDM) strategies, such as HOV lanes, parking policies, high occupancy vehicle subsidy programs, etc. RCW 36.70A.070(6)(a)(vi). WAC 365-196-430(2)(i) provides suggested TDM strategies.</p> <p>If required, a commute trip reduction plan to achieve reductions in the proportion of single-occupant vehicle commute trips has been adopted consistent with the comprehensive plan and submitted to the regional transportation planning organization. RCW 70.94.527.</p>	<p><input checked="" type="checkbox"/> TDM Strategies</p> <p>-Section 8.2.5.6 Travel Demand Management, lists strategies to help reduce the number of cars on roadways.</p>	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>g. The element includes a pedestrian and bicycle component. RCW 36.70A.070(6)(a)(vii). WAC 365-196-430(2)(j) recommends jurisdictions inventory existing pedestrian and bicycle facilities, and identify and plan improvements for facilities. Improvements could focus on safe routes to school, hazard areas, or pedestrian-generating areas, and should be funded in capital facility or transportation improvement plans. See Bicycle and pedestrian planning information and resources at www.wsdot.wa.gov/Walk/default.htm and www.wsdot.wa.gov/bike/default.htm.</p>	<p><input checked="" type="checkbox"/> Bicycle and pedestrian planning</p> <p>-Section 8.2.6 Non-motorized Transportation Facilities, includes description of regional planning efforts, local priorities for new improvements, Complete Streets Policy, and road design standards.</p>	
<p>h. The element includes a forecast of traffic for at least 10 years, based on the Land Use Element, to provide information on the location, timing, and capacity needs of future growth. RCW 36.70A.070(6)(a)(iii)(E). WAC 365-196-430(2)(f) suggests including bicycle, pedestrian or planned transit service in a multimodal forecast. Forecasts should be consistent with regionally adopted strategies and plans.</p> <p>The forecast should be based on assumptions in the land use element. RCW 36.70A.070(6)(a)(i). WAC 365-196-430(2)(a)(i) recommends counties and cities use consistent land use assumptions, population forecasts, and planning periods for both the land use and transportation elements.</p>	<p><input checked="" type="checkbox"/> 10-year Traffic forecast</p> <p><input checked="" type="checkbox"/> Land use element assumptions used to forecast travel</p> <p>-Section 8.3.1 Level of Service, references regional travel demand model (TDM) completed in 2014 by WWVMPO/SRTPO; TDM models a 25-year growth scenario.</p>	
<p>i. The element identifies state and local system expansion needs to meet current and future demands. RCW 36.70A.070(6)(a)(iii)(F). WAC 365-196-430(2)(f) recommends including bicycle, pedestrian or planned transit service in needs.</p> <p>WSDOT's Ten-Year Capital Improvement and Preservation Program for state-owned facilities (Required by RCW 47.05.030) is detailed in the Transportation Executive Information System http://www.transinfo.state.wa.us/ Click on the current projects list, select the most recent legislative final project list and you can select projects by county.</p>	<p><input checked="" type="checkbox"/> Future needs</p> <p>-Section 8.3.3 County Six-Year Transportation Improvement Program, uses a Priority Array to assess transportation needs over a 20-year planning horizon.</p>	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>j. A multiyear financing plan is included in the element based on the needs identified in the comprehensive plan, the appropriate parts of which serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems. RCW 36.70A.070(6)(a)(iv)(B). WAC 365-196-430(2)(k)(ii) recommends that the horizon year be the same as the time period for the travel forecast and identified needs.</p> <p>The analysis should assess the identified needs against probable funding resources. RCW 36.70A.070(6)(a)(iv)(A). WAC 365.196-430(2)(k)(iv) recommends counties and cities consider the cost of maintaining facilities when considering new facilities.</p> <p>If probable funding falls short of meeting identified needs, there is a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that LOS standards will be met. RCW 36.70A.070(6)(a)(iv)(C). WAC 365-196-430(2)(l)(ii) states that this review must take place, at a minimum, as part of the eight-year periodic review and update and update of UGAs [eight years per 2011 amendments to RCW 36.70A.130]. Several choices for addressing funding shortfalls are provided.</p>	<p><input checked="" type="checkbox"/> Funding program</p> <p>-Section 8.3.4 Funding Sources, evaluates potential revenue sources that may fund projects on the six-year.</p> <p><input checked="" type="checkbox"/> Funding analysis</p> <p>-Section 8.3.4 Funding Sources, references WWVMPO/SRTPO's thorough fiscal analysis of projects listed on member jurisdiction's TIPs in the 2040 Plan.</p> <p><input checked="" type="checkbox"/> Funding shortfall strategy</p> <p>-Section 8.3.4 Funding Sources, references WWVMPO/SRTPO's thorough fiscal analysis of projects listed on member jurisdiction's TIPs in the 2040 Plan.</p>	

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
<p>k. The element discusses intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions. RCW 36.70A.070(6)(a)(v). WAC 365-196-430(2)(a)(iv) recommends developing transportation elements using the county-wide planning policies to ensure they are coordinated and consistent with the comprehensive plans of other counties and cities sharing common borders.</p>	<p><input checked="" type="checkbox"/> Intergovernmental coordination</p> <p>-Section 8.1.2 County-wide Planning Policies, references transportation-related County-wide planning policies.</p> <p>-Section 8.1.3 Transportation Element Certification and Consistency with State and Local Plans, details Walla Walla County's participation in the local MPO and the resources used to ensure the Transportation Element is consistent with state and local plans.</p>	
<p>l. The element discusses how the transportation plan implements and is consistent with the land use element, and how it is consistent with the regional transportation plan. RCW 36.70A.070(6) and WAC 365-196-430</p> <p>WAC 365-196-430(2)(a)(i) recommends that consistent land use assumptions, population forecasts, and planning periods should be used for both the land use and transportation elements.</p> <p>The transportation element must be certified by the regional transportation planning organization. RCW 47.80.23(3) and RCW 47.80.026</p>	<p><input type="checkbox"/> Plan certified by RTPPO</p> <p>-Section 8.1.3 Transportation Element Certification and Consistency with State and Local Plans, and checklist in Appendix A.</p>	.

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
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7. The Economic Development Element is not currently required because funding was not provided to assist in developing local elements when this element was added to the GMA. However, provisions for economic growth, vitality, and a high quality of life are important, and supporting strategies should be integrated with the land use, housing, utilities, and transportation elements. [RCW 36.70A.070\(7\)](#) An Economic Development Element should include:

a. A summary of the local economy such as population, employment, payroll, sectors, businesses, and sales. RCW 36.70A.070(7)(a) . WAC 365-196-435(2)(a) recommends using population information consistent with the land use and housing elements. Employment, payroll, and other economic information is available from state and federal agencies. Consider gathering data and information for your community data profile pertaining to business, transportation, labor, real estate, utilities, incentives, regulatory, government, and quality of life.		
b. A summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, work force, housing, and natural/cultural resources. RCW 36.70A.070(7)(b) . WAC 365-196-435(2)(b) recommends consulting with local development organizations, economic development councils, or economic development districts. Methods for identifying strengths and weaknesses include shift-share analysis, identify of industry clusters, public input, and asset mapping.		
c. Identification of policies, programs, and projects to foster economic growth and development and to address future needs. RCW 36.70A.070(7)(c) . WAC 365-196-435(2)(c) recommends identify policies, programs and projects that address identified weaknesses or capitalize on strengths identified by the community. Consider using performance targets to measure success.		

8. A Parks and Recreation Element is not required because the state did not provide funding to assist in developing local elements when this provision was added to the GMA. However, park, recreation, and open space planning are GMA goals, and it is important to plan for and fund these facilities. [RCW 36.70A.070\(8\)](#). Commerce's Guidebook *Planning for Parks, Recreation, and Open Space in your Community*, can provide step-by-step assistance. Also see www.rco.wa.gov/doc_pages/index.shtml for additional assistance. A Parks and Recreation Element should include:

a. Goals and policies to guide decisions regarding facilities. WAC 365-196-440(2)(b) recommends a visioning process to engage the public in identifying needs, evaluating existing recreational opportunities, and developing goals for the parks and recreation element.		
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Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
b. Estimates of park and recreation demand for at least a ten-year period based on adopted levels of service and population growth. RCW 36.70A.070(8)(a) . WAC 365-196-440(2)(c) recommends establishing levels of service standards that reflect community goals. LOS should focus on those aspects that relate most directly to growth and development.		
c. An evaluation of facilities and service needs over the planning period. RCW 36.70A.070(8)(b) . WAC 365-196-440(2)(d) lists factors to consider when estimating demand for parks, open space and recreational services.		
d. An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand. RCW 36.70A.070(8)(c) . WAC 365-196-440(2)(f) recommends identifying other local, statewide and regional recreation plans for future facilities and opportunities for public and private partnerships to meet regional demand.		
e. The element is consistent with and is a part of the Capital Facilities Element as it relates to park and recreation facilities. RCW 36.70A.070(3)(e) . WAC 365-196-440(2)(e) recommends identification of future facilities and services consistent with the land use and capital facilities elements. WAC 365-196-440(2)(g)(iii) recommends identifying strategies for financing in the parks and recreation element, a separate parks plan, or the capital facilities element.		

9. The Shoreline Element of the comprehensive plan is the goals and policies of the Shoreline Master Program (SMP). [RCW 36.70A.480](#) The SMP goals and policies may also be included in an Environmental Element. The SMP goals and policies should be consistent with the rest of the comprehensive plan.

SMP goals and policies are included in the comprehensive plan. [RCW 36.70A.480](#). When a jurisdiction updates its SMP consistent with Ecology's new guidelines ([Chapter 173-26 WAC](#)), and according to a schedule in [RCW 90.58.080](#), protection for critical areas within shorelines is transferred from the critical areas ordinance to the SMP. Protection must be at least equal to that from the CAO under the GMA.

☐ SMP goals and policies.

10. Provisions for **Siting Essential Public Facilities** (EPFs) should be consistent with CWPPs, [RCW 36.70A.200](#), and should consider [WAC 365-196-340](#) and [550](#). This section can be included in the Capital Facilities Element, Land Use Element, or in its own element. Sometimes the identification and siting process for EPFs is part of the CWPPs.

Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
a. The plan includes a process or criteria for identifying and siting essential public facilities (EPFs). EPFs include those facilities that are typically difficult to site, such as airports, state education facilities, state or regional transportation facilities as defined in RCW 47.06.140, regional transit authority facilities as defined in RCW 81.112.020,, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities(SCTF) (defined in RCW 71.09.020(14)). [RCW 36.70A.200(1)] WAC 365-196-550 provides a list of essential public facilities and suggests a potential siting process.	<input type="checkbox"/> EPF identification and siting process	
b. Policies that address the statutory requirement that no comprehensive plan may preclude the siting of essential public facilities. RCW 36.70A.200(5). WAC 365-196-550(3) list types of comprehensive plan provisions or development regulations that could make the siting of an essential public facility impossible or impractical.	<input type="checkbox"/> No preclusion policy	
c. Jurisdiction considered the Office of Financial Management’s list of essential state public facilities that are required or likely to be built within the next six years. RCW 36.70A.200(4). (Instructions to find the list are available from GMS)	<input type="checkbox"/> List considered	

11. Optional plan elements and sub-area plans may be included in the comprehensive plan.		
Additional elements are included in the plan, such as energy conservation, historic preservation, natural hazards, or community design?. [RCW 36.70A.080 and WAC 365-196-445] These elements should be consistent with all other elements of the plan. Resources: <i>Historic Preservation: A Tool for Managing Growth</i> , Commerce, 1994, revised in 2005, <i>Optional Comprehensive Plan Element for Natural Hazard Reduction</i> , Commerce, 1999.		
If any sub-area plans included in the plan, they consistent with the other plan elements. RCW 36.70A.080(2).		

12. Consistency is required by the GMA.
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Comprehensive plan provisions	Page # and how addressed in plan	Update action, if needed
a. All plan elements are consistent with relevant county-wide planning policies (CWPPs) and the GMA. RCW 36.70A.100 and 210 and WAC 365-196-400(2)(c) and 520 . WAC 365-197-400(2)(c) suggests CWPPs be referenced in each element, or be appended to the plan to clearly show consistency. Some jurisdictions use a table to show consistency.	<input type="checkbox"/> CWPPs	
b. The plan describes how all elements fit together, such as consistency of plan elements and future land use map, and consistency of land use and capital facilities elements. RCW 36.70A.070 (preamble). WAC 365-197-400(2)(f) recommends inclusion at the beginning of the comprehensive plan a section which summarizes how the various pieces of the plan fit together.	<input type="checkbox"/> Internal consistency	
c. Plan is coordinated with the plans of adjacent jurisdictions. RCW 36.70A.100 . WAC 365-196-520 suggests counties and cities circulate their proposed plans and SEPA documents with other counties and cities with which they share a common border or has related regional issues. Counties and cities are encouraged to resolve conflicts through consultation and negotiation.	<input type="checkbox"/> External consistency	

13. Public participation, plan amendments and monitoring		
a. Plan ensures public participation in the comprehensive planning process. RCW 36.70A.020(11) , .035 , and .140 . WAC 365-196-600(3) provides a list of possible public participation choices.	<input type="checkbox"/> Public participation	
b. If the process for making amendments is included in the comprehensive plan: <ul style="list-style-type: none"> The plan provides that amendments are to be considered no more often than once a year, not including the exceptions described in RCW 36.70A.130(2). WAC 365-196-640 The plan sets out a procedure for adopting emergency amendments and defines emergency. RCW 36.70A.130(2)(b) and RCW 36.70A.390, WAC 365-196-650(4) 	<input type="checkbox"/> Broadly publicized plan amendment process. <input type="checkbox"/> Plan amendments no more than once a year.	
c. Plan or program for monitoring how well comprehensive plan policies, development regulations, and other implementation techniques are achieving the comprehensive plan's goals and the goals of the GMA . WAC 365-196-660 discusses a potential review of growth management implementation on a systematic basis.		

**APPENDIX F: SIX-YEAR TRANSPORTATION
IMPROVEMENT PROGRAM
2018-2023**

WALLA WALLA COUNTY
SIX-YEAR TRANSPORTATION IMPROVEMENT PROGRAM
2018-2023
\$ = 1,000

Hearing: 08/07/17
Adoption: 08/07/17
Resolution: 17 215
Date of Amendment:
Resolution:

ITEM NO.	PROJECT NAME	FUNCT CLASS	FUNDING SOURCE	TOTAL COST	2018			2019			2020			2021			2022			2023			TOTAL LOCAL FUNDS	TOTAL OTHER FUNDS	GRAND TOTAL
					LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS			
	CARRY OVER PROJECTS																								
	MILL CREEK ROAD MP 8.00 TO MP 9.40	07	FH	5,655	53	5,602	5,655															53	5,602	5,655	
	BLUE CREEK BR ON MILL CREEK ROAD MP 5.80 TO MP 6.50	07	STP(BR)	3,175	1,742	1,433	3,175															1,742	1,433	3,175	
	SUM: CARRY OVER PROJECTS			8,830	1,795	7,035	8,830															1,795	7,035	8,830	
	OUTSIDE FUNDED PROJECTS																								
	2019																								
1	WHITMAN DRIVE W. MP 1.01 TO MP 3.14	08, 09, 17	PED/BIKE/COUNTY	1,938	85		85	522	1,331	1,853												607	1,331	1,938	
	2020			1,938	85		85	522	1,331	1,853												607	1,331	1,938	
2	MILL CREEK ROAD MP 1.10 TO MP 3.96	07	STPR/RAP	3,522	27	178	205	15	95	110	608	2,599	3,207									650	2,872	3,522	
3	MILL CREEK ROAD AT FIVE MILE MP 1.10 TO MP 1.96	07	STPR	86				12	74	86												12	74	86	
				3,608	27	178	205	27	169	196	608	2,599	3,207									662	2,946	3,608	
	SUM: OUTSIDE FUNDED PROJECTS			5,546	112	178	290	549	1,500	2,049	608	2,599	3,207									1,269	4,277	5,546	
	COUNTY FUNDED PROJECTS																								
	2018																								
4	PFLUGRAD BRIDGE ON BISCUIT RIDGE ROAD MP 6.10	08	COUNTY	510	510		510															510		510	
5	FLOOD REPAIR CRP 17-03	08/09	COUNTY	500	500		500															500		500	
				1,010	1,010		1,010															1,010		1,010	
	2020																								
6	SCENIC LOOP ROAD MP 2.00 TO MP 4.17	08	COUNTY	985	10		10	75		75	900		900									985		985	
				985	10		10	75		75	900		900									985		985	
	2021																								
7	BERNEY DRIVE MO 0.00 TO MP 0.75	17	COUNTY	2,175	25		25	150		150				2,000		2,000						2,175		2,175	
				2,175	25		25	150		150				2,000		2,000						2,175		2,175	
	SUM: COUNTY FUNDED PROJECTS			4,170	1,045		1,045	225		225	900		900	2,000		2,000						4,170		4,170	
	UNFUNDED PROJECTS																								
	2019																								
8	MIDDLE WAITSBURG ROAD MP 6.10 TO MP 7.92	08	COUNTY/HSIP	1,787	15	41	56	173	1,558	1,731												188	1,599	1,787	
9	WALLULA AVENUE MP 2.00 TO MP 2.20	16	COUNTY/HSIP	565	14	36	50	52	463	515												66	499	565	
10	RAILROAD CROSSING SIGNALS (DODD/PORT KELLEY ROADS)	07/09	COUNTY	720	20		20	700		700												720		720	
				3,072	49	77	126	925	2,021	2,946												974	2,098	3,072	
	SUM: UNFUNDED PROJECTS			3,072	49	77	126	925	2,021	2,946												974	2,098	3,072	
NEW PROJECTS				TOTAL	21,618	3,001	7,290	10,291	1,699	3,521	5,220	1,508	2,599	4,107	2,000		2,000					8,208	13,410	21,618	

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ITEM NO.	PROJECT NAME	FUNCT CLASS	TOTAL COST	2018			2019			2020			2021			2022			2023			TOTAL	TOTAL	GRAND
				LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL
	UNFUNDED PROJECTS																							
	2020																							
11	HARVEY SHAW ROAD (DRAINAGE) MP 3.35 TO MP 3.60	07	800				60		60	740		740										800		800
12	MCKAY ALTO ROAD MP 0.00 TO MP 1.40	07	750				50		50	700		700										750		750
13	FISHHOOK PARK ROAD MP 0.00 TO MP 1.28	07	500				20		20	480		480										500		500
14	HARVEY SHAW ROAD MP 0.03 TO MP 2.00	07	1,000				70		70	930		930										1,000		1,000
15	MOJONNIER ROAD MP 0.14 TO MP 1.40	07/16	1,000				70		70	930		930										1,000		1,000
16	LYONS FERRY ROAD MP 1.40 TO MP 3.20	07	1,300				100		100	1,200		1,200										1,300		1,300
17	FISHHOOK PARK ROAD MP 1.40 TO MP 2.92	07	800				60		60	740		740										800		800
18	LOWER WAITSBURG ROAD MP 5.00 TO MP 6.20	07	1,300				100		100	1,200		1,200										1,300		1,300
19	SCENIC LOOP ROAD MP 1.47 TO MP 2.00	08	800				80		80	720		720										800		800
20	SCHOOL AVENUE MP 0.00 TO MP 1.11	16	2,400				200		200	2,200		2,200										2,400		2,400
21	HARVEY SHAW ROAD MP 5.43 TO MP 8.05	07	830				80		80	750		750										830		830
22	RESER ROAD MP 3.29 TO MP 5.19	08	1,080				80		80	1,000		1,000										1,080		1,080
23	MIDDLE WAITSBURG ROAD MP 11.65 TO MP 13.0	08	2,080				80		80	2,000		2,000										2,080		2,080
24	HARVEY SHAW ROAD MP 2.00 TO MP 3.35	07	60				10		10	50		50										60		60
			14,700				1,060		1,060	13,640		13,640										14,700		14,700
	2021																							
25	LOWER WAITSBURG ROAD MP 4.10 TO MP 5.00	07	900							70		70	830		830							900		900
26	MISSION ROAD MP 0.00 TO MP 1.51	08	1,000							80		80	920		920							1,000		1,000
27	WALLULA AVENUE MP 0.00 TO MP 1.84	16	900							60		60	840		840							900		900
28	MIDDLE WAITSBURG ROAD MP 14.40 TO MP 15.40	08	1,000							80		80	920		920							1,000		1,000
29	JB GEORGE ROAD MP 0.10 TO MP 0.75	08	1,480							80		80	1,400		1,400							1,480		1,480
30	PEPPERS BRIDGE ROAD MP 0.36 TO MP 1.59	07	1,160							60		60	1,100		1,100							1,160		1,160
31	LOWER WAITSBURG ROAD MP 13.50 TO MP 14.50	07	1,570							70		70	1,500		1,500							1,570		1,570
32	HUMORIST ROAD E. AT SLOUGH MP 2.20 TO MP 2.78	08	450							50		50	400		400							450		450
33	LOWER DRY CREEK ROAD MP 1.10 TO MP 2.50	07	960							60		60	900		900							960		960
34	PLAZA WAY MP 0.25 TO MP 0.82	16	1,000							100		100	900		900							1,000		1,000
35	STOVALL ROAD MP 0.90 TO MP 2.00	09	1,070							70		70	1,000		1,000							1,070		1,070
36	BEET ROAD MP 0.71 TO MP 1.41	08	860							60		60	800		800							860		860
			12,350							840		840	11,510		11,510							12,350		12,350
	2022																							
37	SHEFFLER ROAD MP 7.30 TO MP 9.40	07	1,070													1,070		1,070				1,070		1,070
38	PLEASANT STREET MP 1.46 TO MP 1.56	17	970													970		970				970		970
39	SEVEN MILE ROAD (BRIDGE) MP 2.20 TO MP 2.40	09	2,100													2,100		2,100				2,100		2,100
40	MUD CREEK ROAD MP 3.00 TO MP 3.50	09	400													400		400				400		400
41	CM RICE ROAD MP 6.40 TO MP 6.80	09	460													460		460				460		460
42	LOWER WAITSBURG ROAD MP 11.40 TO MP 12.40	07	1,480													1,480		1,480				1,480		1,480
43	SECOND AVENUE (B) MP 0.00 TO MP 0.61	16	2,090													2,090		2,090				2,090		2,090
44	MOJONNIER ROAD MP 1.40 TO MP 2.30	16	1,080													1,080		1,080				1,080		1,080
45	LOVERS LANE MP 0.0 TO MP 1.25	08	860													860		860				860		860
46	PLAZA WAY MP 0.08 TO MP 0.25	06/16	760													760		760				760		760
47	FREDRICKSON ROAD/BRIDGE MP 0.90 TO MP 1.21	09	770													770		770				770		770
48	SPRING CREEK ROAD MP 3.85 TO MP 4.30	08	560													560		560				560		560
49	LUCKENBILL ROAD, MARNACH CORNER BR. MP 1.80 TO MP 2.20	08	860													860		860				860		860
50	LYONS FERRY ROAD MP 14.20 TO MP 14.60	07	860													860		860				860		860
			14,320													14,320		14,320				14,320		14,320
	2023																							
51	SMITH ROAD MP 0.74 TO MP 1.24	08	360																360			360		360
52	PETTYJOHN ROAD, DELL SHARP BRIDGE MP 5.20 TO MP 5.80	09	2,150																2,150			2,150		2,150
53	MCDONALD ROAD MP 0.00 TO MP 1.30	09	110																110			110		110
54	RESER ROAD MP 0.49 TO MP 0.97 (Fern to Wilbur)	16	1,600																1,600			1,600		1,600
55	SPRING VALLEY ROAD MP 6.60 TO MP 6.73	09	170																170			170		170
56	LOWER MONUMENTAL ROAD MP 6.30 TO MP 7.60	07	1,060																1,060			1,060		1,060
57	COPPEI ROAD MP 1.20 TO MP 1.70	09	460																460			460		460
58	SHEFFLER ROAD MP 3.90 TO MP 5.39	07	1,580																1,580			1,580		1,580
59	EUREKA NORTH ROAD MP 2.80 TO MP 3.50	07	850																850			850		850
			8,340																8,340			8,340		8,340
TOTAL				49,710			1,060		1,060	14,480		14,480	11,510		11,510	14,320								

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ITEM NO.	PROJECT NAME	FUNCT CLASS	TOTAL COST	2018			2019			2020			2021			2022			2023			TOTAL	TOTAL	GRAND
				LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL FUNDS	LOCAL FUNDS	OTHER FUNDS	TOTAL
	UNFUNDED PROJECTS (continued)																							
	2023																							
60	RUSSELL CREEK ROAD MP 2.90 TO MP 3.60	07	660																660		660	660		660
61	HUMORIST ROAD W. MP 0.19 TO MP 0.89	16	700																700		700	700		700
62	S. FORK COPPEI ROAD, GANGUET BR. MP 0.06 TO MP 0.25	09	900																900		900	900		900
63	WILBUR AVENUE MP 0.50 TO MP.75	14	900																900		900	900		900
64	PEPPERS BRIDGE ROAD MP 1.67 TO MP 2.28	09	890																890		890	890		890
65	DEPPING ROAD MP 0.00 TO MP 0.75	09	1,300																1,300		1,300	1,300		1,300
66	RESER ROAD MP 0.97 TO MP 1.22	16	1,090																1,090		1,090	1,090		1,090
67	SHEFFLER ROAD MP 11.20 TO MP 11.90	07	960																960		960	960		960
68	DAGUE ROAD MP 0.00 TO MP 0.25	09	650																650		650	650		650
69	3RD AVENUE S. PAXTON BRIDGE MP 2.30 TO MP 2.77	19	900																900		900	900		900
70	LOWER WHETSTONE ROAD MP 0.00 TO MP 2.20	08	1,090																1,090		1,090	1,090		1,090
71	SMITH SPRINGS ROAD, KEN NOBLE BR. MP 3.30 TO MP 3.60	08	880																880		880	880		880
72	L. HOGEYE ROAD, SUBSTATION BR. MP 0.00 TO MP 0.25	08	1,000																1,000		1,000	1,000		1,000
73	FLETCHER ROAD MP 0.00 TO MP 0.10	09	35																35		35	35		35
74	LAST CHANCE ROAD MP 1.00 TO MP 1.50	07	1,080																1,080		1,080	1,080		1,080
75	RUSSELL CREEK ROAD MP 0.00 TO MP 0.86	07/16	880																880		880	880		880
76	FOURTH AVE. (B) MP 0.00 TO MP 0.21	17	640																640		640	640		640
77	LAKE ROAD MP 0.00 TO MP 1.00	17	1,700																1,700		1,700	1,700		1,700
78	TOUCHET NORTH ROAD MP 2.40 TO MP 2.90	07	450																450		450	450		450
79	3RD AVENUE S. MP 1.66 TO MP 1.90	17	570																570		570	570		570
80	SCHOOL AVENUE MP 0.96 (DECOMMISSION STORMWATER OUTFALL)	16	225																225		225	225		225
81	FERN AVENUE MP 1.10 (DECOMMISSION STORMWATER OUTFALL)	16	225																225		225	225		225
82	COLUMBIA ROAD (B) MP 0.00 TO MP 0.27	19	430																430		430	430		430
83	LARGENT ROAD (B) MP 0.00 TO MP 0.27	19	430																430		430	430		430
84	STATELINE ROAD, PINE CREEK NO. 2 BR. MP 2.10 TO MP 2.63	07	680																680		680	680		680
85	MAIN STREET (T) MP 0.06 TO MP 0.30	07/09	430																430		430	430		430
86	WALNUT STREET (B) MP 0.00 TO MP 0.25	19	450																450		450	450		450
87	ADAIR ROAD (B) MP 0.00 TO MP 0.27	19	450																450		450	450		450
88	FIFTH AVENUE (B) MP 0.00 TO MP 0.05	19	220																220		220	220		220
89	MAIN STREET (B) MP 0.00 TO MP 0.21	19	450																450		450	450		450
90	MAPLE STREET W (B) MP 0.00 TO MP 0.42	19	450																450		450	450		450
91	CHERRY STREET (B) MP 0.00 TO MP 0.25	19	450																450		450	450		450
92	BIRCH STREET (B) MP 0.00 TO MP 0.25	19	450																450		450	450		450
93	COLUMBIA SCHOOL ROAD N (B) MP 0.00 TO MP 0.169	19	450																450		450	450		450
94	POPLAR STREET (B) MP 0.00 TO MP 0.254	19	450																450		450	450		450
95	ASH STREET (B) MP 0.00 TO MP 0.18	19	230																230		230	230		230
96	EDITH STREET (B) Stormwater MP 0.54	19	230																230		230	230		230
97	SHEFFLER ROAD MP 9.40 TO MP 10.60	07	1,070																1,070		1,070	1,070		1,070
98	LUCAS ROAD (B) MP 0.00 TO MP 0.27	19	430																430		430	430		430
99	TERI ROAD (B) MP 0.00 TO MP 0.20	19	440																440		440	440		440
100	DODD ROAD MP 6.30 TO MP 10.28	07	4,100																4,100		4,100	4,100		4,100
101	SHEA ROAD MP 0.00 TO MP 0.18	09	110																110		110	110		110
102	SUDBURY ROAD MP 11.60 TO MP 17.00	09	1,060																1,060		1,060	1,060		1,060
103	REINKEN ROAD (B) MP 0.0 TO MP 0.42	19	680																680		680	680		680
104	WHITELY ROAD MP 0.20 TO MP 0.40 STORMWATER	09	330																330		330	330		330
105	TOUCHET NORTH ROAD MP 5.03 TO MP 6.00	07	330																330		330	330		2,180
106	COCHRAN STREET (D) CULVERT REPLACEMENT	09	530																530		530	530		530
107	LEWIS PEAK ROAD MP 0.00 TO MP 9.24	08	1,500																1,500		1,500	1,500		1,500
			34,555																34,555		34,555	34,555		36,405
TOTAL			34,555																34,555		34,555	34,555		36,405
GRAND TOTAL			105,883	3,001	7,290	10,291	2,759	3,521	6,280	15,988	2,599	18,587	13,510		13,510	14,320		14,320	42,895		42,895	92,473	13,410	107,733

APPENDIX G: SIX-YEAR PRIORITY ARRAY

6/26/2017															
2018- 2023															
PRIORITY DATA															
Item No.	Road No.	Proposed Transportation Improvement Projects	Class		Safety	Liability		Maintenance		Level of Service		Age and Serviceability		Legal Requirements	
				Total Points	Based on attached Safety Array	Critical road condition (slides/falling rocks, shoulder erosion/drop offs, water over roadway etc. Justification must be given for more than 5 points			Sections of roadway requiring continual maintenance. Rating is typically based on cost records. Cost /mile Justification must be given for more than 3 points	Calc.	Roadway improvements to accommodate increased traffic flows. Normally associated with development in the area and traffic counts. ADT is projected 20 years (2038).		Roads/culverts/ bridges which can not remain serviceable through routine maintenance and may be functionally obsolete or structurally deficient.		Improvements within the right of way required by law such as (fish passage, bicycle paths, storm water drainage/retention.
		Projects			Points varies	Points	Maximum of 20 points	Points	Maximum of 10 points	Points	Maximum of 5 points	Points	Maximum of 10 points	Points	Maximum of 10 points
		PROJECTS FUNDED BEFORE 2018 NOT SHOWN													
		PROJECTS ASSIGNED A COUNTY ROAD NUMBER (CRP NO.)													
		NEW PROJECT													
		WEIGHT RESTRICTED BRIDGE													
1	96230	MIDDLE WAITSBURG ROAD MP 6.1 TO MP 7.92	08	210	204	0		0		1	408	5	FO guardrail	0	
2	97200	SCENIC LOOP ROAD MP 2.0 to MP 4.17	08	195	184	0		5	Gravel	1	98	5	FO Culverts	0	
3	92090	MCKAY ALTO ROAD MP 0.0 TO MP 1.28	07	184	181	0		0		3	698	0		0	
4	40310	FISHOOK PARK ROAD MP 0.0 TO MP 1.4	07	186	181	0		0		5	3376	0		0	
5	92440	WALLULA AVENUE (INTERSECTION) MP 2.147	16	171	168	0		0		3	1495	0		0	
6	93650	HARVEYSHAW ROAD MP 0.3 TO MP 2.0	07	152	149	0		0		3	1118	0		0	
7	92300	MOJONNIER ROAD MP 0.14 TO MP 1.40	07/16	157	149	0		0		3	1776	5	FO guardrail	0	
8	49710	LYONS FERRY ROAD MP 1.4 TO MP 3.2	07	150	144	5	Slides	0		1	390	0		0	
9	40310	FISHOOK PARK MP 1.4 TO MP 2.92	07	144	139	0		0		5	2849	0		0	
10	96110	LOWER WAITSBURG ROAD MP 5.0 TO MP 6.2	07	136	133	0		0		3	1171	0		0	
11	97200	SCENIC LOOP ROAD MP 1.47 TO MP 2.0	08	137	131	0		5	Gravel	1	98	0		0	
12	95710	SCHOOL AVENUE MP 0.0 TO MP 1.11	16	134	129	0		0		5	2153	0		0	
13	93650	HARVEY SHAW ROAD MP 5.43 TO MP 8.05 (Widening)	07	140	127	5	Slides	0		3	971	5	FO bridges/ guardrail	0	
14	95520	RESER ROAD MP 3.29 TO MP 5.19	08	127	126	0		0		1	122	0		0	
15	96230	MIDDLE WAISTBURG MP 11.65 TOMP 13.0	08	122	121	0		0		1	306	0		0	
16	93650	HARVEY SHAW ROAD MP 2.0 TO MP 3.35	07	119	116	0		0		3	971	0		0	
17	96110	LOWER WAITSBURG ROAD MP 4.1 TO MP 5.0	07	117	114	0		0		3	1171	0		0	
18	22240	MISSION ROAD MP 0.0 TO MO 1.51	08	117	114	0		0		3	809	0		0	
19	92440	WALLULA AVENUE MP 0.00 TO MP 1.84	16	117	109	0		0		3	1495	5	FO bridge, stormwater	0	
20	96230	MIDDLE WAISTBURG ROAD MP 14.4 TO MP 15.4	08	105	104	0		0		1	306	0		0	
21	50400	JB GEORGE ROAD MP 0.1 TO MP 0.75	08	99	93	0		0		1	320	5		0	
22	50130	PEPPERS BRIDGE ROAD MP 0.36 TO MP 1.59	07	94	91	0		0		3	1814	0		0	
23	96110	LOWER WAITSBURG ROAD MP 13.50 TO MP 14.5	07	88	87	0		0		1	435	0		0	
24	14280	HUMORIST ROAD E. AT SLOUGH MP 2.2 TO MP 2.78	08	88	87	0		0		1	211	0		0	
25	93500	LOWER DRY CREEK ROAD MP 1.1 TO MP 2.5	07	88	87	0		0		1	70	0		0	
26	92580	PLAZA WAY MP 0.25 TO MP 0.82	16	91	86	0		0		5	7375	0		0	
27	21620	STOVALL ROAD MP 0.9 TO MP 2.0	09	78	77	0		0		1	173	0		0	
28	22710	BEET ROAD MP 0.71 - MP 1.41	08	74	73	0		0		1	369	0		0	
29	41770	SHEFFLER ROAD MP 7.3 TO MP 9.4	07	72	71	0		0		1	287	0		0	
30	57700	PLEASANT STREET MP 1.46 TO MP 1.56	17	80	72	0		0		3	664	5	FO Bridge	0	
31	71370	SEVEN MILE ROAD MP 2.2 TO MP 2.4	09	77	68	0		0		1	112	8	FO Bridge/ Scour	0	
32	76200	MUD CREEK MP 3.0 TO MP 3.5	09	72	66	0		5	Gravel	1	136	0		0	
33	41050	CM RICE ROAD MP 6.4 TO MP 6.8	09	77	66	5	Slides	5	Gravel	1	267	0		0	
34	93650	HARVEY SHAW ROAD MP (DRAINAGE) 3.35 TO MP 3.6	07	82	59	20	Channel approaching road	0		3	971	0		0	
35	96110	LOWER WAITSBURG ROAD MP 11.40 TO MP 12.4	07	57	56	0		0		1	435	0		0	
36	14010	SECOND AVE. (B) MP 0.0 TO MP 0.61	16	57	54	0		0		3	615	0		0	
37	92300	MOJONNIER ROAD MP 1.4 TO MP 2.3	08	56	53	0		0		3	1776	0		0	
38	32850	LOVERS LANE MP 0.0 TO MP 1.25	08	57	51	0		5	Gravel	1	75	0		0	

6/26/2017														
2018- 2023														
PRIORITY DATA														
Item No.	Road No.	Proposed Transportation Improvement Projects	Class		Safety	Liability		Maintenance		Level of Service		Age and Serviceability		Legal Requirements
				Total Points	Based on attached Safety Array	Critical road condition (slides/falling rocks, shoulder erosion/drop offs, water over roadway etc. Justification must be given for more than 5 points		Sections of roadway requiring continual maintenance. Rating is typically based on cost records. Cost /mile Justification must be given for more than 3 points		Calc.	Roadway improvements to accommodate increased traffic flows. Normally associated with development in the area and traffic counts. ADT is projected 20 years (2038).		Roads/culverts/ bridges which can not remain serviceable through routine maintenance and may be functionally obsolete or structurally deficient.	Improvements within the right of way required by law such as (fish passage, bicycle paths, storm water drainage/retention.
		Projects			Points varies	Points	Maximum of 20 points	Points	Maximum of 10 points	Points	Maximum of 5 points	Points	Maximum of 10 points	Maximum of 10 points
39	92580	PLAZA WAY MP 0.0 TO MP 0.34	06/16	56	51	0		0		5	7375	0		
40	20530	FREDRICKSON ROAD/ BRIDGE MP 0.9 TO MP 1.21	08	56	50	0	Erosion	0		1	173	5	FO Bridge	
41	97450	SPRING CREEK ROAD MP 3.85 TO MP 4.3	08	56	50	5	Erosion/Water	0		1	278	0		
42	49710	LYONS FERRY ROAD MP 14.2 TO MP 14.6	07	51	50	0		0		1	417	0		
43	66160	SMITH ROAD MP 0.74 TO MP 1.24	09	51	50	0		0		1	42	0		
44	39590	PETTYJOHN ROAD, DELL SHARP BRIDGE, MP 5.2 TO MP 5.8	09	56	50	0		0		1	136	5	FO Bridge	
45	20210	MCDONALD ROAD MP 0.0 TO MP 1.3	09	56	50	0		5	Gravel	1	319	0		
46	95520	RESER ROAD MP 0.49 TO MP 0.97 (Fern to Wilbur)	16	53	48	0		0		5	3818	0		
47	65650	SPRING VALLEY ROAD MP 6.6 TO MP 6.73	09	51	45	5	Erosion	0	Gravel	1	49	0		
48	94350	LOWER MONUMENTAL ROAD MP 6.30 TO 7.60	07	46	45	0		0		1	212	0		
49	76750	COPPEI ROAD MP 1.20 TO 1.70	09	46	45	0		0		1	97	0	FO old RR crossing (removed)	
50	41770	SHEFFLER ROAD MP 3.9 TO MP 5.39	07	46	45	0		0		1	287	0		
51	94090	EUREKA NORTH ROAD MP 2.8 TO MP 3.6	07	42	41	0		0		1	477	0		
52	93570	LUCKENBILL ROAD, MARBACH CORNER BR. MP 1.8 TO MP 2.2	08	52	41	0		5	Timber bridge repairs	1	153	5	FO Bridge	
53	56880	RUSSELL CREEK ROAD MP 2.9 TO MP 3.5	07	44	41	0		0		3	607	0		
54	14270	HUIMORIST ROAD W. MP 0.19 TO MP 0.89	16	44	41	0		0		3	1229	0		
55	76830	SOUTH FORK COPPEI MO 0.06 TO MP 0.25 GANGUET BRIDGE	09	43	40	0		0		3	1435	0		
56	57210	WILBUR AVENUE MP 0.50 TO MP 0.754	14	43	38	0		0		5	3662	0		
57	52400	PEPPERS BRIDGE ROAD MP 1.67 TO MP 2.28	17	41	38	0		0		3	951	0		
58	55530	DEPPING ROAD MP 0.0 TO MP 0.75	19	45	37	0		0		3	1236	5	FO guardrail	
59	95520	RESER ROAD MP 0.97 TO MP 1.22	08	42	37	0		0		5	5038	0		
60	41770	SHEFFLER ROAD MP 11.2 TO MP 11.9	07	37	36	0		0		1	287	0		
61	93840	DAGUE ROAD MP 0.0 TO MP 0.25	09	52	36	15	Channel approaching road	0		1	269	0		
62	20100	LOWER WHETSTONE ROAD MP 0.0 TO MP 2.2	08	42	36	0		5	Gravel	1	15	0		
63	94250	SMITH SPRINGS ROAD, KEN NOBLE BRIDGE MP 3.3 TO MP 3.6	08	41	35	0		0		1	89	5	FO Bridge	
64	91060	L. HOGYE ROAD, SUBSTATION BR. MP 0.0 TO MP 0.25	08	41	35	0		0		1	269	5	FO Bridge	
65	21920	FLETCHER ROAD MP 0.0 TO MP 0.1	09	41	35	0		5	Gravel	1	47	0		
66	21930	LAST CHANCE MP 1.0 TO MP 1.5	07	35	32	0		0		3	1870	0		
67	56880	RUSSELL CREEK ROAD MP 0.0 TO MP 0.86	07/16	35	32	0		0		3	660	0		
68	14150	FOURTH AVENUE (B) MP 0.0 TO MP 0.208	17	35	32	0		0		3	717	0		
69	14800	LAKE ROAD MP 0.1 TO MP 1.0	08	37	32	0		0		5	2060	0		
70	93370	TOUCHET NORTH ROAD (HOFFER CUT) MP 2.40 TO MP 2.90	07	33	32	0		0		1	220	0		
71	52400	3RD AVENUE S. MP 1.66 TO MP 1.9	17	36	31	0		0		5	5862	0		
72	95710	SCHOOL AVE. MP 0.96 DECOMMISSION STORMWATER OUTFALL	16	41	31	0		0		5	5119	0	5	Storm water
73	95630	FERN AVE. MP 1.1 DECOMMISSION STORMWATER OUTFALL	16	41	31	0		0		5	23074	0	5	Storm water
74	14230	COLUMBIA ROAD (B) MP 0.0 TO MP 0.27	19	32	31	0		0		1	499	0		
75	14190	LARGENT ROAD (B) MP 0.0 TO MP 0.27	19	32	31	0		0		1	200	0		
76	82400	3RD AVENUE S. PAXTON BRIDGE, MP 2.3 TO MP 2.77	19	43	25	0		5	Timber bridge repairs	3	1478	10	SD/FO Bridge	
77	91020	STATELINE ROAD, PINE CREEK NO. 2 BR. MP 2.1 TO MP 2.63	07	33	25	0		5	Timber curb repairs	3	1092	0		
78	35180	MAIN STREET (T) MP 0.06 TO MP 0.30	07/09	28	25	0		0		3	502	0		
79	14540	WALNUT STREET (B) MP 0.0 TO MP 0.254	19	26	25	0		0		1	251	0		

6/26/2017														
2018- 2023 PRIORITY DATA														
Item No.	Road No.	Proposed Transportation Improvement Projects	Class		Safety	Liability		Maintenance		Level of Service		Age and Serviceability		Legal Requirements
				Total Points	Based on attached Safety Array	Critical road condition (slides/falling rocks, shoulder erosion/drop offs, water over roadway etc. Justification must be given for more than 5 points		Sections of roadway requiring continual maintenance. Rating is typically based on cost records. Cost /mile Justification must be given for more than 3 points		Calc.	Roadway improvements to accommodate increased traffic flows. Normally associated with development in the area and traffic counts. ADT is projected 20 years (2038).		Roads/culverts/ bridges which can not remain serviceable through routine maintenance and may be functionally obsolete or structurally deficient.	Improvements within the right of way required by law such as (fish passage, bicycle paths, storm water drainage/retention.
		Projects			Points varies	Points	Maximum of 20 points	Points	Maximum of 10 points	Points	Maximum of 5 points	Points	Maximum of 10 points	Points Maximum of 10 points
80	14200	ADAIR ROAD (B) MP 0.0 TO MP 0.27	19	28	25	0		0		3	502	0		0
81	14750	FIFTH AVENUE (B) MP 0.0 TO MP 0.05	19	30	25	0		0		5	4505	0		0
82	14400	MAIN ST. (B) MP 0.0 TO MP 0.206	19	26	25	0		0		1	269	0		0
83	14500	MAPLE STREET W (B) MP 0.0 TO MP 0.425	19	28	25	0		0		3	678	0		0
84	14460	CHERRY ST (B) MP 0.0 TO MP 0.254	19	26	25	0		0		1	269	0		0
85	14380	BIRCH STREET (B) MP 0.0 TO MP 0.25	19	31	25	0		0		1	269	5	FO Bridge/ guardrail	0
86	14210	COLUMBIA SCHOOL RD N MP 0.0 TO MP 0.169	19	26	25	0		0		1	249	0		0
87	14580	POPLAR STREET (B) MP 0.0 TO MP 0.254	19	26	25	0		0		1	251	0		0
88	14340	ASH STREET (B) MP 0.0 TO MP 0.178	19	26	25	0		0		1	249	0		0
89	13910	EDITH ST (B) MP 0.54 (SW)	19	26	25	0		0		1	307	0		0
91	41770	SHEFFLER ROAD MP 9.4 TO MP 10.6	07	23	20	0		0		3	517	0		0
92	55530	DEPPING ROAD MP 0.3 TO MP 0.6 (CULVERT)	19	23	20	0		0		3	672	0	FO Guardrail	0
93	14130	LUCAS ROAD (B) MP 0.0 TO MP 0.27	19	21	20	0		0		1	249	0		0
94	14050	TERI ROAD (B) MP 0.0 TO MP 0.20	19	21	20	0		0		1	249	0		0
95	13000	DODD RD MP 6.3 TO MP 10.28	09	28	20	0		5	Gravel	3	746	0		0
96	20700	SHEA ROAD MP 0.0 TO MP 0.18	09	26	20	0		5	Gravel	1	69	0		0
97	93550	SUDBURY ROAD MP 11.60 TO 17.00	09	26	20	0		5	Gravel	1	24	0		0
98	14140	REINKEN BLVD. (B) MP 0.0 TO MP 0.418	19	23	20	0		0		3	861	0		0
99	50530	WHITELY ROAD MP 0.2 TO MP 0.4 SW	09	26	20	0		0		1	396	0		5 Storm water
100	93370	TOUCHET NORTH ROAD MP 5.03 TO MP 6.0	07	21	20	0		0		1	221	0		0
101	67530	COCHRAN STREET CULVERT REPLACEMENT	09	31	20	0		0		1	230	0		10 Fish passage
						Liability Scour Critical - 15 points Objects on roadway - 10 points Potential liability - 5 points (Minimum of 5 points)		Maintenance Excessive pavement deterioration 10 points Gravel roads 5 points		Level of Service Over 2000 ADT - 5 points 500 to 1999 ADT - 3 points 0 to 499 ADT - 1 point Use 2% for rural roads and 4% for urban roads or roads in which development is taking place		Age and Serviceability Structurally Deficient -10 points Functionally Obsolete - 5 points Substandard guardrail - 5 points Road showing signs of rutting,excessive cracking or wear 2 points		Legal Requirements Adverse condition - 10 points Adequate condition but needs improvements - 5 points

**APPENDIX H: PROJECTS ELIGIBLE TO
RECEIVE ECONOMIC
DEVELOPMENT SALES TAX
FUNDS**

Appendix H

Projects Eligible to Receive Economic Development Sales Tax Funds 12/16/2013

Projects of Regional Significance

- All Transportation projects in Walla Walla County listed in the six year Transportation Improvement Plan (TIP) as adopted by any state or local government.
- Businesses recruited to Walla Walla County that need public infrastructure facilities constructed to facilitate job creating opportunities, private sector capital investments, and new taxes.
- Four-laning of U.S. Highway 12 including interchanges and frontage roads.
- Acquisition and rehabilitation of rail lines in Walla Walla County.
- All projects listed in the most currently adopted Port of Walla Walla Economic Development Plan.

Walla Walla County

Walla Walla County Campus Buildings

- Remodeling, replacement, repair of existing County owned buildings.
- Acquisition of additional property to expand County Campus.
- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, roadway, fiber optics, gas and power.

Walla Walla County-Burbank Annex

- Acquisition of property for potential Burbank Annex.
- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, roadway, fiber optics, gas and power.
- Construction of building(s) to house County services.

Health, Human Services and Planning Building

- Construction of new building(s) on County Campus.
- Acquisition of additional property.
- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, roadway, fiber optics, gas and power.

Fairgrounds

- Construction of new buildings.
- Remodeling and expansion of existing county-owned buildings.
- Property acquisition to expand fairground property.
- Site improvements including, but not limited to parking areas and associated vehicular circulation routes landscaping, fencing, and pedestrian facilities.
- Utility improvements including new services, extensions, relocations and rehabilitations of water, sewer, storm sewer, roadways, parking lots, fiber optics, gas, power, street lighting.
- Other projects listed in the long-term planning, capital facilities, and strategic plans.

Miscellaneous

- Projects listed in the capital facilities section of the county's comprehensive plan.

City of College Place

Projects in Process

- Myra Road Improvements (Dalles Military to SR 125).
- College Avenue/Rose Street Intersection Improvements.
- Rose Street Improvements.
- SW 4th Street to Homestead Acres Development.

Street Upgrade & Extension Projects

- SW Davis Transportation Improvements.
- SW 12th Transportation Improvements.
- Taumaron Road Improvements (Joint Project with Walla Walla County).
- Lambert Arterial Extension Project.
- Lambert/C Street/Larch Street Intersection.
- SE Date Improvements.

Capital Improvements

- Wastewater Plan Improvements & Facility Plan.
- Regional Stormwater Facility & Plan.
- Well Development at Eastside Booster Station.
- Westside Elevated Water Reservoir.
- Water System Consolidation Project (Region Water System).

Property Acquisition

- WWU Plant Services Property for Public Works Relocation.
- Lot north and adjacent to City Hall.
- Property Acquisition for New City Park.

Economic Development

- West Whitman business incubator building.
- Martin Airfield Industrial Park.
- Old Milton Highway Industrial Park.

City of Walla Walla

Street Upgrades & Extension Projects

- Myra Road (Garrison Creek to Hwy 125).
- E. Isaacs Avenue Rehabilitation/Safety Improvements Project (E. Main to Wibur)
- Myra Road (Hwy125 SE to Taumanson).
- 13th Avenue Renovation (Rose to Pine-2013).
- Melrose Street (Wilbur to Airport Way).
- Rose Street Improvements (Myra to 2nd).
- Dell Avenue – Warehouse District.
- Portland Avenue (Blue to Wilbur).
- Plaza Way Improvements (Hwy125 to Stone).

Utility Facility & Expansion Projects

- LT2 – Mill Creek Water Treatment Plant Upgrade (Future capacity/improve quality).

Community Upgrades & Extension Projects

- Alder Street Signal upgrade and sidewalk improvements.
- Mixed-use downtown parking structure.
- Farmer's Market/Crawford Park Expansion.

City of Waitsburg

- Weller Library renovation.
- Mail Street Bridge Replacement.
- Touchet River Levee repairs/improvements.

- Main Street Tourism Kiosk.
- Installation of Public Art.
- Continued water/sewer line rehabilitation & improvements.
- ADA access to City Facilities (City Hall, Library, Pool).
- City wide pedestrian improvements.

City of Prescott

- Utility improvements involving new services, extensions, relocations and rehabilitations of water, sewer, storm sewer, roadway, parking lots, fiber optics, gas, power, rail and street lighting.
- Construction of a wastewater treatment plant.
- Expansion of City Hall and Fire Department.
- Main Street improvements.
- Expansion of Prescott City Library.
- Improvements to the Prescott Joint Park & Recreation District.
- Flood Water Diversion – WWGG & Hermans.
- Arterial Improvements & Street Improvements.
- Ivy Cemetery Improvements.
- Downtown Renewal.
- Composting Program.
- Water System Study, analysis and update.

Community of Touchet

- Acquisition of property for a business park.
- Utility improvements involving new services, extensions, relocations and rehabilitations of water, sewer, storm sewer, roadway, parking lots, fiber optics, gas, power, rail and street lighting.
- Construction of new buildings.

Community of Lowden

- Acquisition of property for a business park.
- Utility improvements involving new services, extensions, relocations and rehabilitations of water, sewer, storm sewer, roadway, parking lots, fiber optics, gas, power, rail and street lighting.

- Construction of new buildings.

Port of Walla Walla

Ady Industrial Site

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, parking lots, fencing, fiber optics, gas, power, rail and lighting.
- Development of a marine terminal and transload facility.

Attalia Industrial Site

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, parking lots, fencing, fiber optics, gas, power, rail and lighting.
- Development of a marine terminal and transload facility.

Avery Street Industrial Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, fiber optics, gas, power, rail and street lighting.
- Construction of new buildings.

Burbank Industrial Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, parking lots, fencing, fiber optics, gas, power, rail and lighting.
- Remodeling and expansion of existing port-owned buildings.
- Construction of new buildings and tear down existing buildings.
- High dock and barge slip repairs and expansions including equipment and cranes for on/off load of barges.
- Land acquisition to enlarge industrial park.
- Cargill Pond improvements.

Burbank Business Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, parking lots, fencing, fiber optics, gas, power, rail, fencing and lighting.
- Construction of new buildings.
- Land acquisition to enlarge industrial park.

Cott/Cliffstar Building

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, parking lots, fiber optics, gas, power, rail and street lighting.
- Remodeling and expansion of the Port owned Cott/Cliffstar building.
- Construction of new buildings.
- Acquisition of additional property to expand industrial site.

Crown Cork & Seal Building

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, parking lots, fiber optics, gas, power, rail and street lighting.
- Remodeling and expansion of the former Crown Cork & Seal Building.
- Construction of new buildings.
- Acquisition of additional property to expand.
- ADA access & building entryway improvements.
- 13th Ave new fencing and motorized access gates.
- Interior subdivision of space.

Dell Avenue/Warehouse District

- Utility improvements including water extensions, sewer, roadways, parking lots, streetscape improvements, fiber optics, gas, power, street lighting and warehouse district entrance improvements.
- Construction of new buildings.
- Land acquisition to enlarge industrial park.
- Tear down remaining homes.
- Establish back lot fencing and landscaping.

Dodd Road Industrial Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadway, fiber optics, gas, power, rail and street lighting.
- Upgrade rail spur development into the industrial park.
- Acquisition of additional property to expand the industrial park.
- Construction of new buildings.
- Development of transload facility.

- Tear down remaining home.

Isaacs Business Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadway, fiber optics, gas, power, rail and street lighting.
- Remodeling of manufacturing plant and offices located at 3301 and 3303 E. Isaacs Avenue.
- Acquisition of additional property to expand the industrial park.
- Construction of new buildings

Melrose Industrial Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, fiber optics, gas, power, rail and street lighting.
- Demolishing of old sawmill infrastructure to ready site for development.
- Construction of new buildings.
- Acquisition of additional property to expand the industrial park.

Sudbury Business Park (in partnership with the City of Walla Walla)

- Utility improvements including new services, extensions, relocations, and rehabilitation of water, sewer, storm sewer, roadways, fiber optics, gas, power, rail and street lighting.
- Construction of new buildings.
- Land acquisition to enlarge industrial park.

Waitsburg Industrial Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadway, fiber optics, gas, power, rail and street lighting.
- Construction of buildings.
- Acquisition of additional property to expand the industrial park.

Walla Walla Regional Airport & Business Park

- Utility improvements including new services, extensions, relocations and rehabilitation of water, sewer, storm sewer, roadways, fiber optics, gas, power, rail, fencing and street lighting.
- Construction of new buildings.
- Remodeling and expansion of existing port-owned buildings.
- Remodel of former terminal building.

Wallula Gap Business Park

- Utility improvements including water system, sewer, wastewater spray fields, roadways, parking lots, fiber optics, gas, power and rail extensions.
- Construction of new buildings.
- Land acquisition to enlarge industrial park.

Wallula Industrial Site

- Utility improvements including water system, sewer, wastewater spray fields, roadways, parking lots, fiber optics, gas, power and rail extensions.
- Land leveling to make property suitable for development.
- Barge slip improvements and repairs.
- Rail spur development into industrial park.
- Construction of new buildings.
- Acquisition of additional property to expand industrial park.

2nd Ave Parking Lots

- Utility improvements.
- Construction of new buildings.

Other

- Acquisition of land and/or buildings throughout Walla Walla County for economic development that will facilitate job creating opportunities, private sector capital investments, and new taxes.

Walla Walla Community College

- Expansion of the Enology and Viticulture facilities on the campus and at the airport to accommodate the addition of an Applied Baccalaureate in Enology and Viticulture and a program in hard cider production, which requires additional classroom and laboratory facilities and production capacity. The result will expand program capacity, improve the existing program, facilitate the creation of new programs, lead to the enrollment of more students, and enhance the Walla Walla wine and hospitality cluster.
- Expand and renovate the Craik Building to support the creation of the Precision in Agriculture program, which will serve a critical role in increasing the competitiveness of the local and regional agricultural economy.
- Expand and improve the for Walla Walla Amphitheater, which will provide the infrastructure to support our Performing Arts programs and enhance tourism in the Walla Walla region as a result of attracting and presenting additional performances and events.

- Improve access to the campus by changing roadway infrastructure and entrance in cooperation with the city and county. Traffic flow is a problem for students, faculty, and staff, and will impact neighboring businesses unless this potential problem is addressed.
- Expand and improve Professional Technical facilities in response to emerging needs for highly skilled workers in the Walla Walla region. Examples of such programs are John Deere Agriculture Technology, Water Management, Diesel Technology, Outdoor Power Equipment Technology, Turf Management, Culinary Arts, and Automotive and Alternative Fuel technology (e.g. compressed natural gas and biofuels).
- Improve and expand Energy Systems educational facilities on the WWCC campus.
- Construct a new, state-of-the-art STEM (Science, Technology, Engineering, and Math) building on the WWCC campus. STEM provides cornerstone education and training to individuals across a broad range of workforce education programs that is critical to preparing individuals for success in the 21st century workforce and transfer to high skills baccalaureate degrees.

Valley Transit

- Farmer's Market and Transfer Center Joint Development Project.
- Satellite Transfer Centers in Waitsburg, Prescott, Vista Hermosa, and Burbank for Village Van service.
- Opticom traffic signal priority control system.