

# APPENDIX D

# COUNTYWIDE PLANNING POLICIES

City of College Place, Comprehensive Plan – Appendix D: Countywide Planning Policies



# COUNTYWIDE PLANNING POLICIES

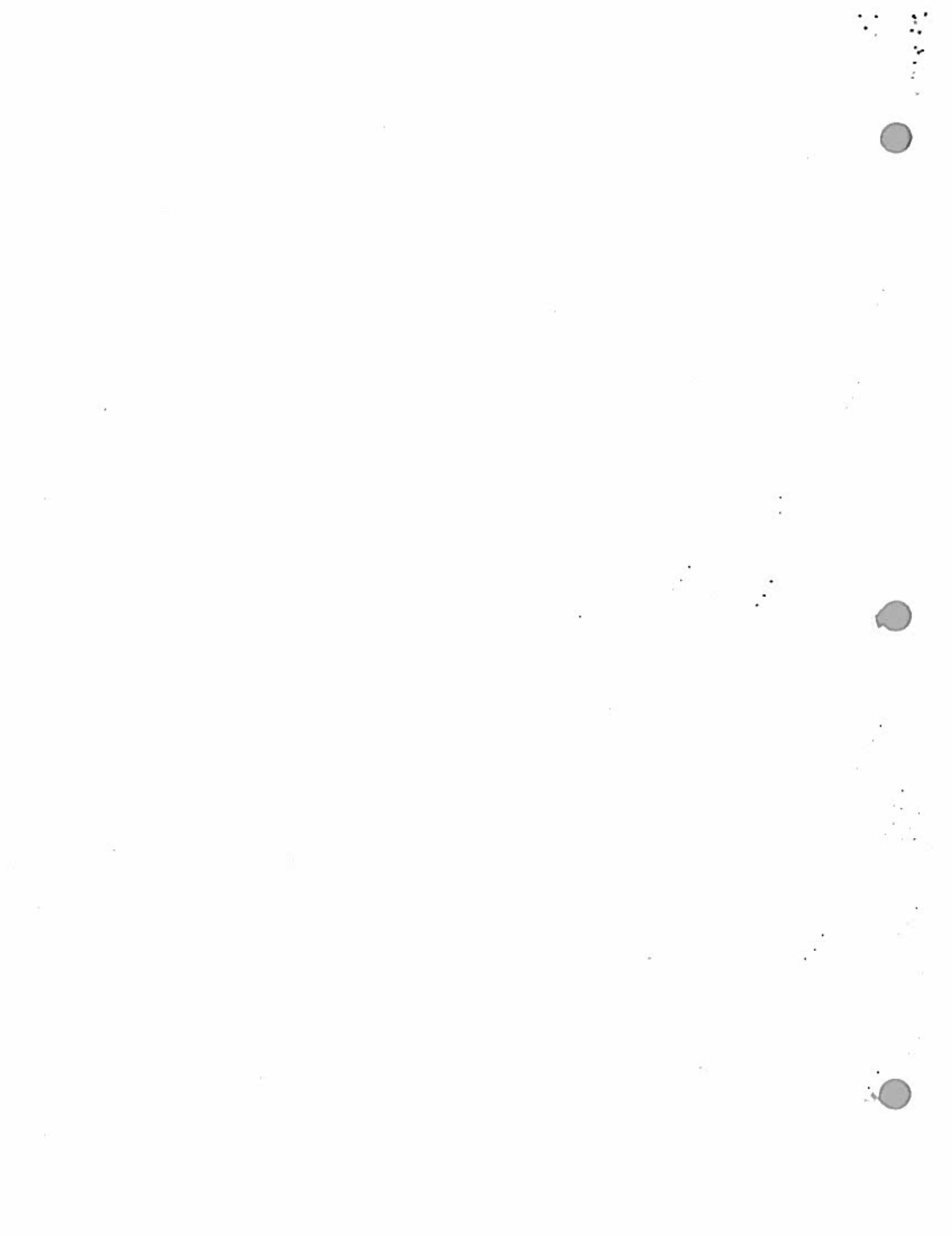
A document to facilitate the  
coordination of planning between

WALLA WALLA COUNTY  
CITY OF WALLA WALLA  
CITY OF COLLEGE PLACE  
CITY OF WAITSBURG  
CITY OF PRESCOTT

ADOPTED NOVEMBER 30, 1993

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## 1.0 PURPOSE OF DOCUMENT

The purpose of this document is to establish a written policy statement which will be used to formulate comprehensive plans for Walla Walla County and the cities of Walla Walla, College Place, Waitsburg and Prescott. This document will be a tool that will provide the necessary guidance to ensure that city and county comprehensive plans are consistent internally and with the plans of the other jurisdictions as required by the Growth Management Act (GMA) in RCW 36.70A.100.

The purpose of this document is not to dictate to or compel Walla Walla County or the cities of Walla Walla, College Place, Waitsburg and Prescott with respect to the issues, purposes, or goals herein stated, all of which may or are encouraged to make independent decisions regarding the GMA.

This document also provides a means for reassessment of these policies and amendment when appropriate.

## 2.0 GENERAL PLANNING GOALS

- 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.
- 2.2 The provision of adequate, appropriately timed infrastructure is necessary to provide the framework upon which development may take place. The cost of new infrastructure should be equitably borne by both current taxpayers and new development.
- 2.3 Clear distinctions should be made identifying the roles and responsibilities of the county, city and special districts in managing the county's growth.
- 2.4 The transportation system should efficiently transport people and goods and should reflect local government's land use planning.
- 2.5 A variety of housing types, serving all income levels, is essential to meet the needs of county residents.
- 2.6 The county and its cities have a responsibility to provide for the location of their fair share of essential public facilities.
- 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.
- 2.8 The rural lands designation should reflect the agrarian characteristics of the county while providing for open space, scenic vistas, habitat, limited housing and employment opportunities.
- 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.
- 2.10 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.
- 2.11 Coordinated planning practices and standards among the county and its cities are essential to providing economical and efficient services.
- 2.12 Fiscal analysis should routinely be done to identify the most cost effective means of providing and locating public services and infrastructure, considering level of service, financing alternatives and the need for equitable assignment of costs between new and existing development.

- 2.13 Continuous, effective public involvement is necessary to ensure that the adopted plans reflect the desires of the community at large.
- 2.14 The comprehensive plans should be reviewed on a regular basis so that each continues to be a valid, meaningful, working document that reflects the desires of the citizens and new technologies as they evolve over time.
- 2.15 It is desirable to protect natural vegetation, and to encourage landscaping and trees in urban areas for aesthetic and environmental reasons.
- 2.16 In order to maintain a sufficient tax base to support essential government services, economic development efforts to diversify and expand basic manufacturing and service related jobs are encouraged.

### 3.0 URBAN GROWTH AREAS

#### Purpose

1. Encourage higher density residential development which is in closer proximity to jobs, transit, schools and parks.
2. Serve as a basis for the more detailed land use and utility/services plans developed by each jurisdiction.
3. Promote infill and redevelopment of existing areas to most efficiently and economically utilize services.
4. Protect open space, critical areas and resource lands from encroachment of incompatible uses and densities.
5. Provide for the economic provision and maintenance of streets, sewer, water and other public facilities.
6. Create and maintain attractive residential neighborhoods and commercial districts that provide a sense of community.
7. Provide a heightened level of certainty for investors, landowners and citizens regarding types of land use, development standards and zoning intended.
8. Provide an adequate supply of industrial property and infrastructure to support economic development.

#### Policies

- 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.
- 3.2 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 50% 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.
- 3.3 Aquifer protection areas should be created to protect urban water supplies. Aquifers should have priority over other resources.
- 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.
- 3.7 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.

- 3.8 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. 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 should continue to be the primary service provider at the airport.
- 3.11 Provision of new municipal public works facilities should only occur within the UGAs, including streets built to municipal standards; water storage, transmission and treatment facilities and sewer collection and treatment facilities, except water services provided per a Coordinated Water System Plan and the location of essential public facilities.
- 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 the UGA to accommodate anticipated growth and avoid market constraints that induce leapfrogging development.
- 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 UGA's may provide for the inclusion and protection of greenbelts and open space, some of which may be critical areas.

#### 4.0 JOINT CITY-COUNTY PLANNING WITHIN UGA

##### Purpose

1. Provide communication and cooperative planning efforts between Walla Walla County and its cities.
2. Coordinate land use regulations and utility standards to minimize public and private costs.
3. Provide a framework for more detailed land use and public service plans and studies.
4. Protect groundwater quality & quantity.
5. Provide a guideline for annexation decisions.
6. Establish the responsibilities of the respective jurisdictions in terms of activities within the joint sphere of influence.
7. Ensure predictability for property owners in terms of land use, development standards and provision of utilities.
8. Conserve resources, both natural and economic.
9. Ensure adequate supplies of industrial property within each respective jurisdiction.

##### Policies

- 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.
- 4.4 The county and cities shall establish a common method to monitor urban development to evaluate the rate of growth and maintain an inventory of buildable land remaining.
- 4.5 All major land use considerations and the criteria for assessing an annexation proposal that are now used by the Boundary Review Board (BRB) shall be incorporated into the city's annexation process.
- 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.
- 4.7 Walla Walla County shall work with the BRB to reach an agreement that the BRB will waive jurisdiction on all municipal annexations proposed that are in conformance with adopted urban growth agreements.

- 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 as they develop (prior to development) in order to receive a full range of services. However, it is recognized that the Port, as a unique special district, currently provides urban services at the Walla Walla Regional Airport and should continue to be the primary service provider for the airport. Unless the Port seeks comprehensive services provided by the city, 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.

## 5.0 CONTIGUOUS AND ORDERLY DEVELOPMENT

### Purpose

1. To address the appropriate level of service for differing land uses and jurisdictions at the lowest cost in terms of economic and resource costs.
2. To set forth the relationship between the provision of services and the Urban Growth Area, the Critical Water Supply Service Areas and the applicable capital improvements plans.
3. Provide for coordination between the county, cities and special districts in the provision and financing of services.

### Policies

- 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.
- 5.2 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;
  - E. It is noted on the plat that the development is within a UGA and is ultimately intended to be within a city.
- 5.4 All projects within a UGA, but outside of the city limits shall be reviewed to ensure compatibility with the urban density projections of the comprehensive plan.
- 5.5 The timing of capital improvements shall be consistent with the adopted capital facilities plan of the purveyor.
- 5.6 Policies for establishing and monitoring level of service standards are as follows:
  - A. Existing and future level of service standards may differ between service areas within a given jurisdiction;
  - B. Levels of service standards should be coordinated at the interface between adjacent jurisdictions.

- 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.
- 5.8 The county and affected cities, special districts and other agencies as appropriate shall establish a process for mutual consultation on proposed comprehensive plan policies and for review of development requests.
- 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.
- 5.10 In the next 20 years, the county should not encourage "new fully contained communities" outside of the UGAs.
- 5.11 Cities should be purveyors of urban services. Existing water districts should not expand boundaries nor should new be created except as stated in a Coordinated Water System Plan.
- 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.

## 6.0 SITING PUBLIC CAPITAL FACILITIES OF A COUNTYWIDE/STATEWIDE NATURE

### Purpose

The Growth Management Act requires counties and cities to include in their comprehensive plans a process for identifying and siting essential public facilities. Essential public facilities are described as including those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities and in-patient facilities including substance abuse facilities, mental health facilities, and group homes. The act also states that no comprehensive plan may preclude the siting of essential public facilities.

### Policies

- 6.1 Comprehensive plans must include a process for the siting of essential public facilities. Standards may also be 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:
  - A. 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.
  - B. 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.

## 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 can not 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 a 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.

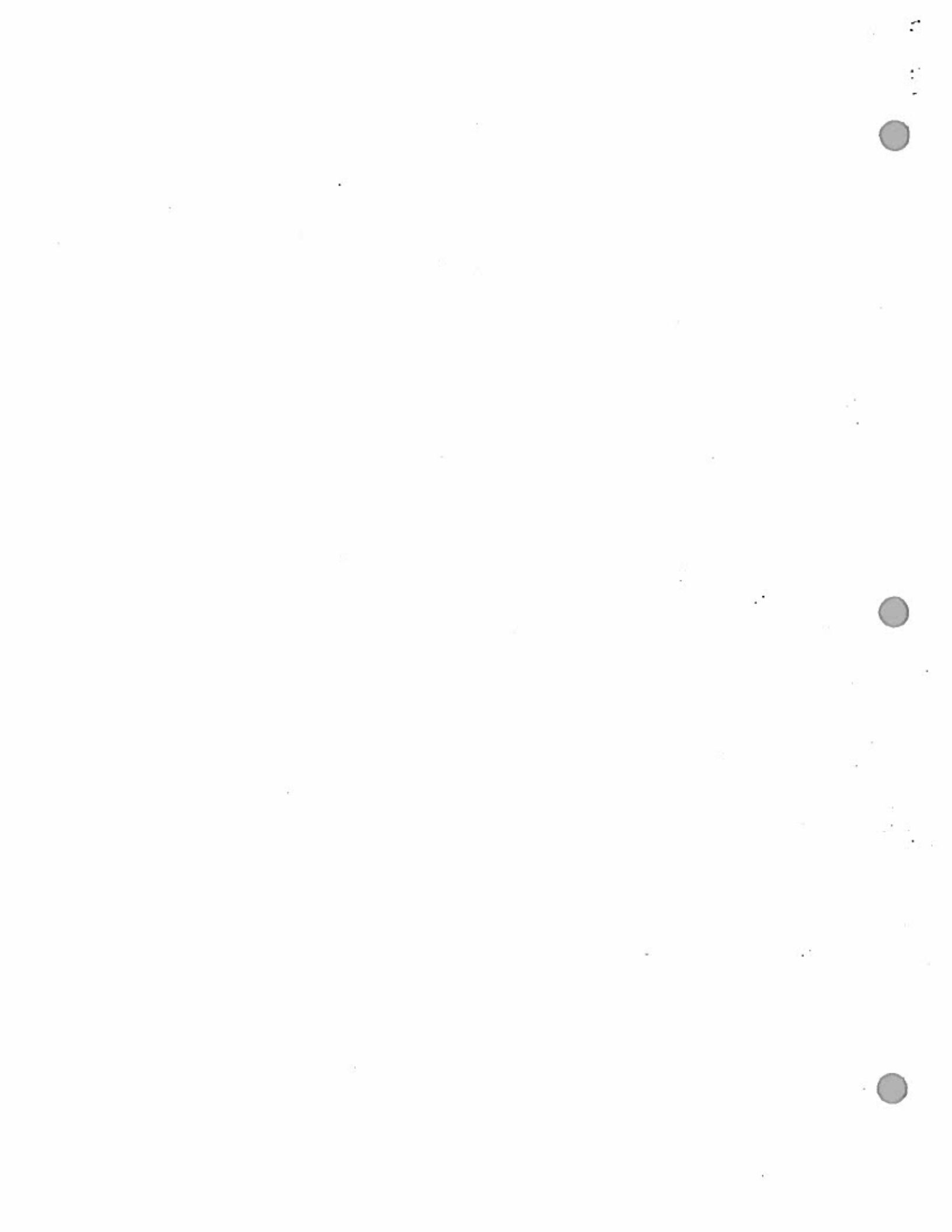
7.11 The establishment of level of service standards should be developed cooperatively by the county and its cities with the assistance of the RTPD.

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 in to 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 (ie. barge slips, high docks and storage facilities) at those ports;
- I. Set forth policies on countywide bicycle and pedestrian paths;
- J. Others resulting from the RTPD subcommittee review process;
- K. Protect airports and their associated clear zones and flight paths from encroachment of incompatible land uses and densities.



## 8.0 AFFORDABLE HOUSING

### Purpose

1. Encourage higher density residential development which is in closer proximity to jobs, transit, schools and parks.
2. Serve as a basis for the more detailed comprehensive plans developed by each jurisdiction.
3. Promote infill and redevelopment of existing residential areas and rehabilitation of existing housing stock.
4. Include provisions to adequately address the housing needs of special populations (i.e. people with disabilities, etc.)
5. Create and maintain residential neighborhoods and districts that provide a sense of community.
6. Provide a heightened sense of certainty for lenders and builders.

### Policies

- 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 farmworker 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;

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- 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.

## 9.0 COUNTYWIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

### Purpose

To ensure that issues pertaining to a sustainable healthy economy and adequate employment opportunities are recognized as being vitally important to the long-term health of Walla Walla County and are considered as part of each comprehensive plan. To encourage each jurisdiction to develop a plan to address those issues in a manner which maximizes the benefits of an economic development program and minimizes any potential impacts to the local community.

### Policies

- 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;
  - 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 The economic development element should encourage inter-jurisdictional coordination and cooperation on economic development issues, particularly those that affect the size and diversity of the economic base. Comprehensive plans should encourage 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.

## 10.0 RURAL LANDS

### Purpose

1. To provide a variety of lifestyle choices for county residents.
2. To serve as a buffer between urban lands and resource and critical lands.
3. To bank land for future urban expansion.
4. To retain open spaces.
5. To retain the rural/agrarian character of the county.

### Policies

- 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 service: 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 it's 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 lands 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.

## 11.0 RESOURCE AND CRITICAL LANDS

### Purpose

1. To retain open spaces, recreational opportunities and the rural atmosphere of Walla Walla County.
2. To maintain the resource based industries of Walla Walla County and encourage the conservation of productive agricultural and forest lands.
3. To conserve fish and wildlife habitat.
4. To protect the environmental quality present in the county which in turn enhances the quality of life for county residents.
5. To discourage uses that are incompatible with resource and critical lands.
6. To protect life and property from natural hazards.

### Policies

- 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.
- 11.2 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.
- 11.4 The county is in the midst of ongoing studies regarding aquifer recharge areas and updating the Critical Water Supply Service Area Plan, therefore it is anticipated that the conclusion of those studies will result in the refinement of this element.
- 11.5 The county will continue to utilize the Federal Emergency Management Agency program for floodplain management.
- 11.6 The definitions to be used will be those adopted by the Walla Walla County Resource Lands Advisory Committee and the Critical Areas Advisory Committee.
- 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.
- 11.13 Comprehensive plans should provide for appropriately located lands to provide for an adequate supply of rock and gravel resources.
- 11.14 Transportation corridors will be allowed in critical areas and resource lands if reasonable alternate routes are not available.
- 11.15 Wetlands definitions and delineations shall be consistent between the county and the municipalities.
- 11.16 Comprehensive plans will reflect a "Right to Farm" in agricultural areas.
- 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.

## 12.0 PLANNING STANDARDS

### Purpose

1. Ensure uniformity between all jurisdictions of the county in terms of terminology and land use categories.
2. To create documents that are readily understandable to the public, developers and other users.

### Policies

- 12.1 Willa Walla County and the cities will cooperatively determine the basic land use categories to be contained in the respective comprehensive plans, as well as definitions of terms to be used.
- 12.2 Each Urban Growth Management Agreement shall identify common and consistent development and construction standards to be applied throughout the UGA.
- 12.3 Willa Walla County and its cities will cooperatively develop uniform public notification procedures for plan amendments.
- 12.4 Uniform amendment procedures and agency notification requirements will be adopted for plan and development code amendments and other development activities that involve multiple jurisdictions.
- 12.5 Each entity is encouraged to include an energy conservation element.

### 13.0 FISCAL IMPACT

#### Purpose

1. To provide a means for assessing the cost of providing public services in conformance with the comprehensive plans of the county and its cities.
2. To provide alternative means of financing required public improvements.

#### Policies

- 13.1 Where capital improvement and land use plans involve lands within or adjacent to the UGA, the county and cities, individually and jointly, shall routinely conduct fiscal analysis which identifies the most cost effective means of providing and locating public services and infrastructure over the long term. This should be done through: 1) 6 year capital improvement plans showing infrastructure sized to accommodate build-out of service areas within the 20 year UGA; 2) construction, design and placement standards for roads, intersections, water, sewer, lights, etc.; and 3) build-out scenarios for schools, fire and police and projected demands.
- 13.2 Each capital improvement plan should include: 1) plan for cooperation between the public and private sectors to ensure coordination of those plans with emphasis on the effective provision of services at the adopted level of service concurrent with demand; 2) inventory of existing capital facilities; and 3) an assessment of future needs.
- 13.3 Consideration should be given to the use of innovative financing strategies for capital improvements which minimize the costs to taxpayers and provide for equitable assignment of costs between existing and new development.
- 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.
- 13.5 The county and cities shall work to develop a process for use by local government to facilitate the identification, analysis and disclosure of the fiscal impacts of major development proposals and governmental actions. The process shall establish a formula to address fiscal impacts, including tax revenues and service cost implications of the following: 1) proposed changes in municipal boundaries; 2) proposed changes in UGAs; 3) proposed master planned resorts and fully contained new communities; and 4) proposed large-scale residential, commercial and industrial developments.

#### 14.0 PUBLIC EDUCATION AND PARTICIPATION

##### Purpose

The Growth Management Act encourages "early and continuous" citizen participation throughout the Growth Management Act. In order for a comprehensive plan to be effective, its "ownership" must not be limited to the governmental jurisdictions involved in its creation. The plan should represent the goals and desires of the community at large.

##### Policies

- 14.1 The following committees shall be appointed as advisory committees to the Board of County Commissioners: Resource Lands Technical Advisory Committee, Critical Areas Technical Advisory Committee, Economic Development Technical Advisory Committee; and the Burpenk, Touchet, Prescott, Waitsburg, Mill Creek, Russell Creek and Urban Area Advisory Committees. Other committees may be appointed as necessary; cities may also appoint citizen committees for planning within their boundaries.
- 14.2 General citizen participation shall be solicited through the use of timely press releases, newsletters and postcard notices, and staff presentations to clubs, organizations and other interested groups.
- 14.3 Staff and appointed committees should hold workshops, informational meetings, etc. in a cross section of geographic areas around the county to solicit input for the plan of each city and each sub-area of the county.
- 14.4 Prior to the adoption of any portion of a comprehensive plan the affected jurisdiction shall hold at least one public hearing by its Planning Commission and one hearing by the City Council or Board of Commissioners before it is adopted.

## 15.0 PROCESS FOR REVIEW AND AMENDMENT

### Purpose

1. To provide a uniform process for the review and amendment of the Countywide Planning Policies.
2. To provide a process for public notification and involvement.

### Policies

- 15.1 Throughout the ongoing planning process, the county or individual jurisdictions may request that the Countywide Policy Planning Committee reconvene to discuss issues related to the policies or to propose amendments to the policies.
- 15.2 The Countywide Planning Policies should be reviewed each time a jurisdiction amends its comprehensive plan in order to ensure consistency between the plan amendment and adopted policies.
- 15.3 Proposed amendments to the Countywide Planning Policies shall be reviewed and adopted by the same procedure under which they were originally adopted.
- 15.4 Any proposed amendment shall receive widespread public notification.
- 15.5 Any proposal for a new fully contained community shall be reviewed by the county and all cities, since it impacts the population allocation process, potentially requiring amendment of all comprehensive plans within the county.
- 15.6 Review of comprehensive plans and development ordinances shall occur at 10 year intervals to eliminate inconsistencies, conflicts and ambiguities.

## APPENDIX "A"

### DEFINITIONS

#### Legislative

**Agricultural Land** - 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 excise tax, or livestock, and that has long-term commercial significance for agricultural production.

**Comprehensive Land Use Plan** - (also comprehensive plan or plan) a generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to GMA.

**Critical Areas** - include the following areas and ecosystems: wetlands; areas with a critical recharging effect on aquifers used for potable water; fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas.

**Development Regulations** - means any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances.

**Forest Land** - means land primarily useful for growing trees, including Christmas trees subject to excise tax, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

**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.

**Minerals** - include gravel, sand, and valuable metallic substances.

**Public Facilities** - include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, schools and government buildings.

**Public Services** - include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

**Urban Growth** - refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide



areas. urban growth typically requires urban governmental services. Characterized by urban growth refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

**Urban Growth Areas (UGA)** - means those areas designated by a county pursuant to the Growth Management Act.

**Urban Services** - those governmental services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban area and normally not associated with non urban areas.

**Wetland(s)** - areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from nonwetland sites, including, but not limited to, irrigation and drainage ditches, grass lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. Wetlands may include those artificial wetlands intentionally created from nonwetland areas created to mitigate conversion of wetlands, if permitted by the county or city.

#### Other

**Fully Contained Communities** - a community provided, through the imposition of impact fees, with infrastructure, transit sufficient to independently operate, and providing a mix of uses offering jobs, affordable housing for a broad range of incomes, and services to its residents. This community is buffered from adjacent urban development and by its design mitigates impacts on resource and critical lands and the environment.

**NIMBY** - acronym for Not in My Back Yard.

**Resource Lands** - inclusive term for agriculture, forest, and mineral lands as defined above.

**Special Populations** - Individuals or families who require supportive social services in order to live independently or semi-independently.

