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WALLA WALLA CITY COUNCIL  
Work Session Agenda  
January 21, 2025 - 4:00 p.m.

Members of the public are invited to view the live video stream of the electronic meeting from the City's website at <https://www.wallawallawa.gov/government/city-council>, may attend by clicking here: <https://us02web.zoom.us/j/89380332170> or may listen to the meeting by calling 253-215-8782 and entering meeting ID 893 8033 2170#.

Individuals who need auxiliary aids for effective communication are encouraged to make their needs and preferences known by contacting the Human Resources Department at 509-527-4475.

Mission: Dedicated to enhancing the quality of life in Walla Walla.

1. CALL TO ORDER

2. ACTIVE AGENDA

A. 30 Min. Countywide Planning Policies Update

B. 45 Min. Review the proposal to implement a new enterprise asset management software.  
Presented by:  
Ki Bealey, Public Works Director  
Chris Owen, Technology Services Director  
Joseph French, PW Asset Management Supervisor

3. OTHER BUSINESS

4. MEETING ENDS

**Values: Service, Integrity, Collaboration, Equity, Leadership, and Community**

**The City of Walla Walla complies with Title VI, ADA, and other applicable Federal civil rights laws and does not discriminate on the basis of race, color, national origin, age, disability, religion, veteran status, sexual orientation, gender identity, or sex.**



ar-5548

30 Min.

**City Council - Work Session**

**Meeting Date:** 01/21/2025

**Item Title:** Countywide Planning Policies Update

**Submitted For:** Preston Frederickson, Support Services

**Add'l Contributors:** Elizabeth Chamberlain, City Manager

**Project No:**

**Funding/BARS No.:**

**Financial Comments:**

N/A

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**Information**

**HISTORY:**

**Executive Summary:** City Staff will present the final draft of the Countywide Planning Policies at the work session. The City Council will be asked at its January 22, 2025 regular City Council meeting to adopt a resolution ratifying for approval the Updated Countywide Planning Policies, resolving that the Walla Walla City Council approves the Countywide Planning Policies as drafted and supports adoption by the Walla Walla County Board of Commissioners.

**History:**

The City of Walla Walla in partnership with Walla Walla County and the Cities of College Place, Waitsburg and Prescott, entered into an intergovernmental agreement for cost sharing to hire a consultant to assist in reviewing and revising the Countywide Planning Policies.

The Countywide Planning Policies provide the framework from which the comprehensive plans of each jurisdiction are developed and adopted. The Growth Management Act requires Walla Walla County and incorporated cities within Walla Walla County to update their respective Comprehensive Plans by June 30, 2026. Updating this planning document now, sets the stage for planning for future growth within the City of Walla Walla.

The consulting firm hired to assist in this work is named Facet, (formerly known as DCG/Watershed) in partnership with planning firm Kimley-Horn. A Project Management Team (PMT) was formed consisting of elected officials, and staff from each of these jurisdictions. The PMT with the consultant team has met monthly since January reviewing and updating draft language to the Countywide Planning Policies with input from the consultant team and all jurisdictions. Representatives on the PMT from the City of Walla Walla include: Steve Moss, Council member and Chair of the Ad Hoc Housing Committee, Elizabeth Chamberlain, City Manager and Preston Frederickson, Deputy City Manager, formerly Development Services Director.

The PMT worked together with the consultant staff team to review each chapter and provide suggestions. The bulk of this work took place from January 2024 to August 2024. During the PMT review, public outreach was conducted and the group consulted with other local agencies. All the previous countywide planning policies were evaluated against the current Washington State Growth Management Act GMA as well as current planning practices. This resulted in eliminating chapters/sections that are covered by requirements in the GMA/local Comprehensive Plans, as well as eliminating most items that are not cross-jurisdictional. A new chapter was added to address the GMA requirement for additional coordination with tribal governments, as well as new chapters regarding future amendments and implementation. Space was also added for the future adoption of appendices to the CPPs that are called out as action items, including the adoption of land capacity analysis and population/housing/employment allocation methodologies.

The PMT, which last met on December 23, 2024, voted unanimously to approve delivery of the final draft Countywide Planning Policies to the Walla Walla Board of County Commissioners. On December 30, 2024 the Board of County Commissioners voted unanimously to approve sending the final draft to the respective cities for ratification. The respective Cities must act within 90 days of the BOCC action.

City staff presented the final draft to the City of Walla Walla Planning Commission at its regularly scheduled meeting on January 6, 2025. The Planning Commission affirmatively voted in support of the efforts of the PMT and recommended the final draft be presented to the

City Council for ratification.

**Background:**

Walla Walla County Board of Commissioners passed County Resolution number 90-449 on October 30, 1990 opting into planning activities under the Washington Growth Management Act, RCW Ch. 36.70A. The County and the cities of Walla Walla, Prescott, Waitsburg, and College Place, entered into a memorandum of understanding (MOU) establishing a joint process for development and ratification of countywide planning policies.

Countywide planning policies were originally developed in accordance with the cooperative process set out in the MOU. The City of Walla Walla ratified certain "Countywide Planning Policies" by Walla Walla City Resolution 93-71 on October 27, 1993, and the County Commissioners adopted the "Countywide Planning Policies" by Walla Walla County Resolution 93-498 on November 30, 1993. While the Countywide Planning Policies were amended in 2005 largely affecting how the Port provides urban services at Port property within the Urban Growth Area, they have gone virtually untouched since 1993.

Per WAC 365-196-305, "The primary purpose of county-wide planning policies is to ensure consistency between the comprehensive plans of counties and cities sharing a common border or related regional issues. Another purpose of county-wide planning policies is to facilitate the transformation of local governance in the urban growth area, typically through annexation to or incorporation of a city, so that urban governmental services are primarily provided by cities and rural and regional services are provided by counties."

To this end, the draft Countywide Planning Policies provide for the creation of an Advisory Council. The Advisory Council would consist of members from each jurisdiction (similar makeup of the PMT) that would meet regularly to ensure that the Growth Management Act requirements are coordinated with the County, its Cities, and the region. The regular meetings of the Advisory Council ensure that the policies are maintained and implemented and that planning between Walla Walla County and the Cities is accomplished in a coordinated and consistent manner.

Furthermore, the Growth Management Act requires Walla Walla County and incorporated cities within Walla Walla County to update their respective Comprehensive Plans by June 30, 2026. The countywide planning policies provide the framework from which the comprehensive plans of each jurisdiction are developed and adopted.

**POLICY ISSUES:**

The countywide planning policies provide the framework from which the comprehensive plans of each jurisdiction are developed and adopted. The Growth Management Act requires Walla Walla County and incorporated cities within Walla Walla County to update their respective Comprehensive Plans by June 30, 2026. Update this planning document now, sets the stage for planning for future growth within the City of Walla Walla.

**PLAN COMPLIANCE:**

STRATEGIC PLAN: High Performing Organization: Strategic Objective 1 - Improve collaboration and communication with organizations and stakeholders.

COMPREHENSIVE PLAN: Land Use Goal 1: Walla Walla grows in a responsible way that maintains or improves the quality of life for its residents.

Land Use Goal 2: Walla Walla coordinates with neighboring communities and state agencies for the improvement of the region.

Land Use Policy 2.1: Coordinate City plans with the Countywide Planning Policies and regional policies of the Walla Walla Valley Metropolitan Planning Organization.

**ALTERNATIVES:**

The City Council may choose to disapprove the final draft Countywide Planning Policies, but would need to provide a written statement to the Board of County Commissioners why it chose to disapprove. Such action would be contrary to staff's recommendation and would jeopardize the City's compliance with the Growth Management Act and its own update to the Comprehensive Plan.

**CITY MANAGER COMMENTS:**

Concur with the staff recommendation and approved for council work session discussion.

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## Attachments

Presentation

Draft Countywide Planning Policies

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# Countywide Planning Policy **UPDATE**

- Project Update
- January 21, 2025
- City Council Worksession



# Existing Countywide Planning Policies (CPPs)

- CPPs provide a countywide framework for policy consistency across jurisdictions.
- Requirement of the Growth Management Act (GMA).
- Adopted November 30, 1993.



*Town of  
Prescott*



## 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



# Countywide Planning Policies and the Planning Context



Growth  
Management Act  
(GMA)



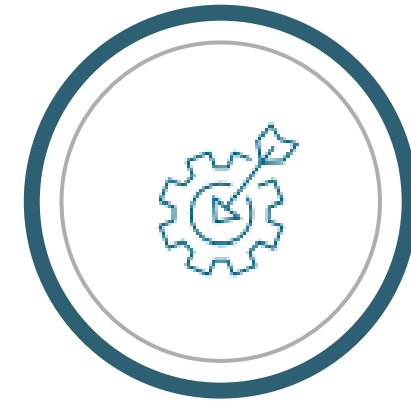
Regional Plans



Countywide  
Planning Policies



Comprehensive  
Plan



Development  
Regulations

# Project Team

## Project Management Team – City of Walla Walla



**Matt Covert**  
DCG/Watershed

**Dan Nickel**  
DCG/Watershed

**Laura Jones**  
DCG/Watershed

**Clay White**  
Kimley-Horn

**Hailey Brey**  
Kimley-Horn

**Melissa Shumake**  
Deputy Director

**Michael Maret**  
Associate Planner

**Todd Kimball**  
County Commissioner

**Chuck Carruthers**  
Planning Commission Member

**Lauren Prentice**  
Community Development Director (also Project Administrator)

**Steve Moss**  
Mayor Pro Tempore

**Elizabeth Chamberlain**  
City Manager

**Preston Frederickson**  
Development Services Director

**Lisa Wasson-Seilo**  
Planner

**Norma Hernandez**  
Mayor

**Michael Rizzitiello**  
City Administrator

**Jon Rickard**  
Community Development Director

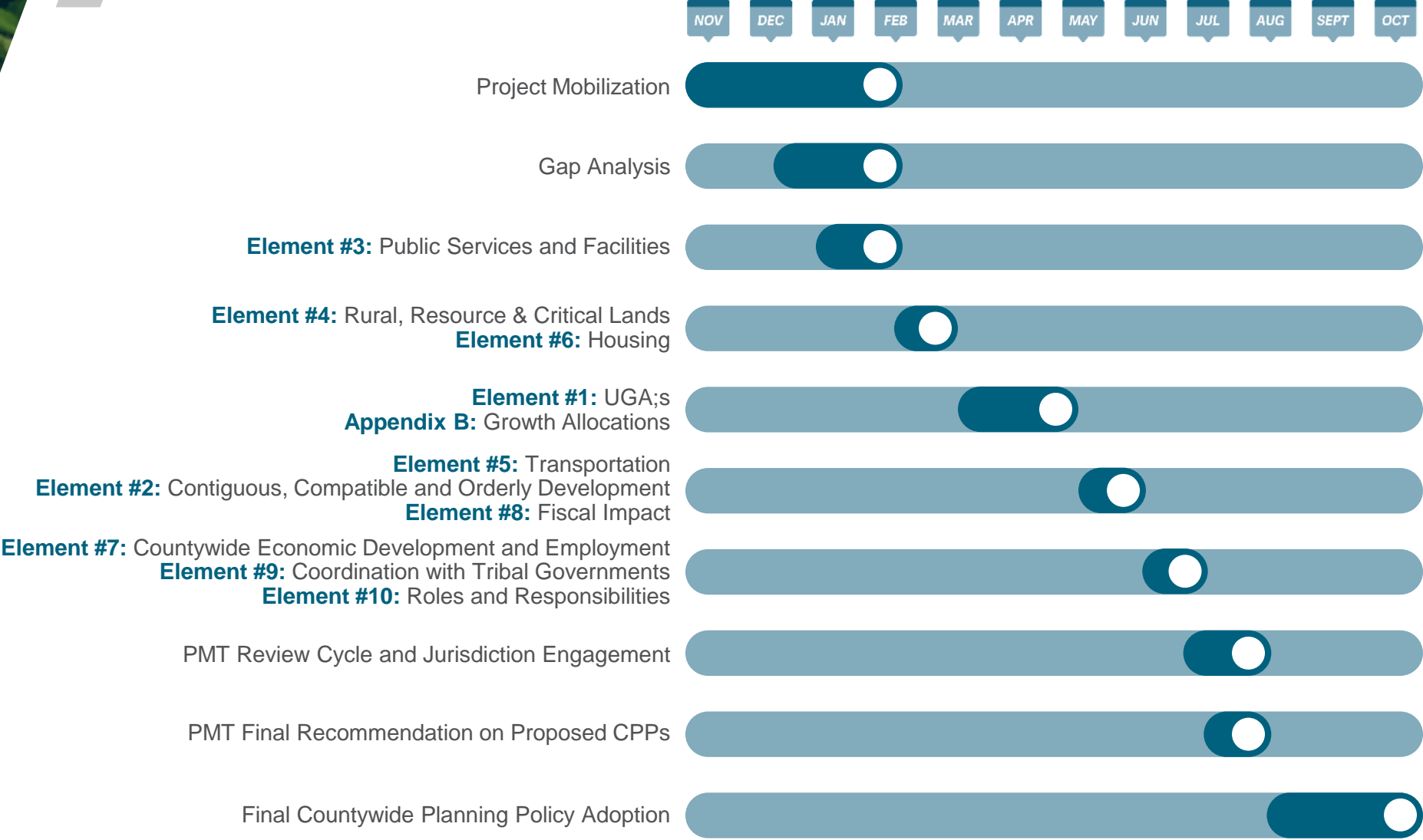
**Karen Gregutt**  
Planning Commission Chair

**Randy Hinchliffe**  
City Administrator





# Schedule





# Approval Process

Step

1

Once the PMT and consultant team have delivered draft CPP amendments, Board of County Commissioners votes whether to send the final draft CPPs to the cities for review and approval. The Board can amend the draft after consultation with the PMT prior to sending to cities for approval.

Step

2

Within 90 days of the board of County Commissioners' vote, the city legislative authorities must act upon the final draft CPPs. This means a vote by city councils to approve or disapprove the final draft CPPs. The final draft can't be modified during this time.

Step

3

Following approval by the cities, the Board of County Commissioners conducts a public hearing and may adopt or not adopt the CPP amendments.

# Questions?







# Walla Walla

## Countywide Planning Policies



Town of Prescott

## ACKNOWLEDGEMENTS

This update to the Countywide Planning Policies would not have been possible without the following contributors. Our appreciation goes out to them for all their hard work during this process.

### Project Management Team

#### Walla Walla County

Todd Kimball, County Commissioner

Chuck Carruthers, Planning Commissioner

Lauren Prentice, Community Development  
Department Director

#### City of Walla Walla

Steve Moss, Mayor Pro Tempore

Elizabeth Chamberlain, City Manager

Preston Frederickson, Development Services  
Director

#### City of College Place

Norma Hernandez, Mayor

Michael Rizzitiello, City Administrator

Jon Rickard, Community Development Director

#### City of Waitsburg

Karen Gregutt, Planning Commission Chair

Randy Hinchliffe, City Administrator

### Staff and Consultants

#### Facet

Matt Covert

Dan Nickel

Laura Jones

#### Kimley-Horn

Clay White

Hailey Brey

#### Walla Walla County

Melissa Shumake

Michael Maret

#### City of Walla Walla

Lisa Wasson-Seilo

## ADOPTION (page to be updated upon adoption)

Xxx 2024, Walla Walla County Board of Commissioners

Todd Kimball

Gunner Fulmer

Jenny Mayberry

### Approval

Xxx 2024, Walla Walla City Council

Mayor Tom Scribner

Mayor Pro Tempore Steve Moss

Brian Casey

Rick Eskil

Monte A. Willis

Jeffrey Robinson

Gustavo Reyna

Xxx 2024, Waitsburg City Council

Mayor Martin Dunn

Mayor Pro Tempore Kevin House

Court Ruppenthal

Jillian Henze

Jennifer Bishop

Jim Romine

Xxx 2024, College Place City Council

Mayor Norma Hernandez

Paul Jessup

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Loren Peterson

Melodie Williams

Heather Schermann

Monica Boyle

Xxx 2024, Prescott City Council

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Doug Venn



## INTRODUCTION

The Growth Management Act (GMA or Act) was created in part to foster coordination and cooperation among units of local and state government. Cities and counties must engage in a collaborative planning process under the requirements of the Act.

Specifically, the Act states that:

“The Legislature finds that uncoordinated and unplanned growth [...] pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of the State. It is in the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning.” (RCW 36.70A.010)

To guide the development of comprehensive plans and development regulations, the GMA sets forth planning goals (RCW 36.70A.020) in 15 areas:

- |                                |  |
|--------------------------------|--|
| 1. Urban Growth                | 9. Open Space and Recreation               |
| 2. Reduce Sprawl               | 10. Environment                            |
| 3. Transportation              | 11. Citizen Participation and Coordination |
| 4. Housing                     | 12. Public Facilities and Services         |
| 5. Economic Development        | 13. Historic Preservation                  |
| 6. Property Rights             | 14. Climate Change and Resiliency          |
| 7. Permits                     | 15. Shorelines of the State                |
| 8. Natural Resource Industries |  |

The GMA also states that:

“[A] countywide planning policy is a written policy statement or statements used solely for establishing a countywide framework from which county and city comprehensive plans are developed and adopted [...] (to) ensure that city and county comprehensive plans are consistent [...] as required in RCW 36.70A.100. Nothing in this document shall be construed to alter the land use powers of cities.” (RCW 36.70A.210(1))

Further, “Federal agencies and Indian Tribes may participate in and cooperate with the countywide planning policy adoption process.” (RCW 36.70A.210(4)) These policies may also be used for other purposes requiring collaboration and cooperation in addition to the development and adoption of comprehensive plans.

Walla Walla County’s current countywide planning policies were originally adopted in 1993. Since that time, the GMA has been repeatedly amended and expanded and the communities in Walla Walla County have changed as well.

## **2023-2024 Collaborative CPP Review and Update**

In 2023, Walla Walla County and the Cities within the county (City of Walla Walla, College Place, Waitsburg, and Prescott) adopted an interlocal agreement<sup>1</sup> to update and amend the Walla Walla Countywide Planning Policies (CPPs). These policies have been revised and adopted in accordance with the procedures contained in that interlocal agreement. County and City comprehensive plans shall be consistent with the adopted CPPs. They may be amended from time-to-time hereafter in accordance with procedures established by the communities through ongoing coordination as part of a regional planning advisory council as established in these CPPs.

### **How to read the Countywide Planning Policies**

Each chapter of this document begins with a description of the planning and policy context for the issue or issues covered in the chapter. After the context, each chapter defines a set of planning goals for the policies that follow.

The policies within the CPPs have equal importance and each should be understood in the context of the entire document. The CPPs specify how directive a policy is. The policies use one of three different operator words to do this: shall, should, and may. These operators are defined as follows:

- “Shall” means implementation of the policy is mandatory and imparts a higher degree of substantive direction than “should”. “Shall” is used for policies that repeat State of Washington requirements or where the intent is to mandate action. However, “shall” cannot be used when it is largely a subjective determination of whether a policy’s objective has been met.
- “Should” means implementation of the policy is expected, but its completion is not mandatory. The policy is directive with substantive meaning, although to a lesser degree than “shall” for two reasons. 1) “Should” policies recognize the policy might not be applicable or appropriate for all jurisdictions due to special circumstances. The decision not to implement a “should” policy is appropriate only if the implementation of the policy is either inappropriate or not feasible. 2) Some “should” policies are subjective; hence, it is not possible to demonstrate that a jurisdiction has implemented them. For example, some “should” policies encourage jurisdictions to support various programs or initiatives, but because “support” is a subjective term, implementation could take an array of forms.
- “May” means the actions described in the policy are either advisable or allowed. “May” gives permission and implies a preference. Because “may” does not have a directive meaning, there is no expectation that the described action will be implemented.

The last two chapters of the document provide framework for implementation of the CPPs and ongoing planning work. Chapter 9 establishes an advisory council to coordinate and collaborate on

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<sup>1</sup> Walla Walla County Resolution 23-060, March 27, 2023  
City of Walla Walla Resolution 2023-22, February 22, 2023  
College Place City Council approved February 28, 2023  
Waitsburg City Council approved  
Prescott City Council approved

implementation of the CPPs and future amendments. Chapters 9 and 10 contain policies and an implementation matrix (Chapter 10) designed to assist the jurisdictions of Walla Walla County with prioritization and implementation of policies from each chapter that require specific and ongoing action and coordination.

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# 1. URBAN GROWTH AREAS AND CONTIGUOUS AND ORDERLY DEVELOPMENT

## 1.A Urban Growth Areas

### Context

Urban Growth Areas (UGAs) are “...areas within which urban growth shall be encouraged and outside of which growth can only occur if it is not urban in nature” (RCW 36.70A.110). Urban growth is defined as “...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 land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources...”.

This chapter sets goals and policies focused on shared principles as the County and Cities work together on planning for future growth, facilitating growth in Urban Growth Areas, and transitioning these areas when annexations occur.

### Goals

Goal 1 - Walla Walla County and the Cities will utilize a consistent methodology for completing a Land Capacity Analysis.

Goal 2 - Walla Walla County and the Cities will work together to distribute population, housing, and employment growth prior to updating comprehensive plans.

Goal 3 - Walla Walla County and the Cities will utilize a consistent process and criteria for expanding or adjusting UGA boundaries.

Goal 4 - Walla Walla County and the Cities will coordinate growth within unincorporated UGAs prior to annexation.

Goal 5 - Walla Walla County and the Cities will encourage higher density residential development in closer proximity to jobs, commercial services, transit, schools, and parks.

Goal 6 - Walla Walla County and the Cities will promote infill and redevelopment of existing areas to utilize services most efficiently and economically.

Goal 7 - Walla Walla County and the Cities will consider possible impacts to critical areas, greenbelts and open space, aquifer recharge areas, and both rural and resource lands when an expansion to a UGA is proposed.

Goal 8 - Where applicable, the County, Cities, and/or other services providers should coordinate on providing utilities and capital facilities within UGAs.

Goal 9 - Walla Walla County and the Cities will provide predictability for investors, landowners, and residents regarding types of land use, development standards, and zoning intended.

Goal 10 - Walla Walla County and the Cities will provide an adequate supply of industrial and commercial property and infrastructure to support economic development and employment projections.

#### Urban Growth Area Policies

- 1.1 Land Capacity (RCW 36.70A.115 and WAC 365-196-325): The County and Cities shall ensure that, taken collectively, adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their projected population, housing, and employment growth.
  - a. The County and Cities shall jointly coordinate, through the process outlined in Chapter 9, a Land Capacity Analysis methodology to provide a consistent estimate of the land supply available to accommodate future population and employment growth and projected housing needs. This includes setting a reasonable market factor. Once developed, the methodology will be attached to these CPPs as an Appendix.
  - b. In the event of a dispute among jurisdictions relating to inconsistencies in collection and analysis of data, the affected jurisdictions shall meet and discuss methods of resolving the dispute. If a resolution cannot be achieved, representatives from the County and Cities via the Walla Walla County Growth Management Advisory Council shall work together to review and, if possible, facilitate any disputes between parties.
- 1.2. Policies for the distribution of 20-year population, housing, and employment growth:
  - a. The County and Cities shall jointly coordinate, through the process outlined in Chapter 9, a methodology for distributing the forecasted population, housing, and employment growth (growth targets) consistent with the requirements of the Growth Management Act. Once distributed, growth targets will be attached to these CPPs as an Appendix.
  - b. The County and Cities, as part of their Comprehensive Plan periodic updates, shall reflect those growth targets in their Comprehensive Plan.
- 1.3 Adopt a process and criteria to ensure regional coordination when establishing, expanding, and adjusting Urban Growth Areas:
  - a. Sufficient capacity must be included in the Urban Growth Areas to accommodate the 20-year population, housing, and employment (commercial and industrial) targets.
  - b. Urban Growth Area expansions shall not result in new areas being included for population, housing, or employment capacity that exceed what is necessary to accommodate the growth management planning projections, plus a market factor.



- c. Except for UGA modifications under subparagraph “g”, an expansion of the boundary of an individual UGA that results in a net increase of residential, commercial, or industrial land capacity shall not be permitted unless the UGA expansion is supported by a land capacity analysis completed consistent with the Land Capacity Methodology. (See Policy 1.1)
- d. The County, City, or other interested party may initiate an amendment to an existing Urban Growth Area boundary through the Walla Walla County annual comprehensive plan amendment docketing process. The County has discretion to determine their annual comprehensive plan amendment process, including the schedule and review types.
- e. The County should adopt specific procedures for filing comprehensive plan amendments which will be processed concurrently with the state-required Periodic Update.
- f. Any expansion of an Urban Growth Area shall result in zoning that will ensure urban growth patterns and densities consistent with the Growth Management Act.
- g. The County shall adopt procedures and criteria for considering UGA boundary revisions consistent with the requirements in RCW 36.70A.130(3)(c). Such ‘swap’ amendments must comply with applicable GMA criteria and shall not increase land capacity within the UGA.
- h. When an Urban Growth Area boundary is proposed to be established, expanded, contracted, or adjusted the County and appropriate City should coordinate together to conduct early and continuous public involvement.
- i. All Urban Growth Areas shall be reflected in County and respective City comprehensive plans.
- j. Possible impacts to critical areas, greenbelts and open space, and both rural and resource lands shall be evaluated when an expansion to a UGA is considered.
- k. UGAs should be designated where:
  - a. Areas are already characterized by urban growth;
  - b. Infrastructure exists or is planned, as identified in an approved capital improvement program, or can be reasonably and economically extended; and
  - c. It is environmentally appropriate for growth to occur.
- l. UGAs may provide for the inclusion of greenbelts and open space, some of which may be critical areas.

1.4 Coordinated growth management in Urban Growth Areas:

- a. Adopted City and County comprehensive plans shall reflect the intent that all land within unincorporated Urban Growth Areas, where feasible, will either annex to a City or incorporate within the 20-year planning horizon.
- b. To maximize the efficient use of urban lands, uses and densities permitted in unincorporated Urban Growth Areas should be consistent where feasible with the associated jurisdiction’s zoning densities and uses.
- c. Cities are the primary provider of municipal services and facilities in their Urban Growth Areas, responsible for demonstrating within their comprehensive plans and capital facilities plans the capacity to provide all urban services within their associated unincorporated Urban Growth Area(s). This may be accomplished through a collaborative process with the County and/or other service providers.

- d. The County and Cities should establish procedures to facilitate the smooth transfer of governance for associated Urban Growth Area(s).
- e. The County should plan with associated Cities and local communities to address land use, zoning, infrastructure needs, and other issues as needed.
- f. The County and each City, where appropriate, should consider utilizing Interlocal Agreements (ILAs) as a mechanism to facilitate urban growth within unincorporated UGAs. An ILA could be utilized to coordinate on common development regulations and standards and permit review processes within these areas, resulting in development more closely aligning with adopted regulations within cities. This process could also be utilized to encourage the extension of urban services to these areas given urban growth typically requires urban governmental services.

## 1.B Contiguous and Orderly Development

### Context

These policies facilitate the cost-effective provision of urban services by minimizing differences in urban development regulations and standards between the County and Cities in shared UGAs. These policies focus on specific topics where coordination is essential, including topics also covered by other chapters of the Countywide Planning Policies such as housing, transportation, and public capital facilities. These policies ensure the goals and policies specific to those topics are implemented in a consistent and orderly way. In contrast with the policies for UGAs, which are focused on coordination as projected growth is planned for, these policies are intended to coordinate development and transition when annexation occurs.

### Goals

Goal 11 - Walla Walla County and each City will work to ensure that urban services in shared Urban Growth Areas (UGAs) serve development in an orderly and cost-efficient manner.

Goal 12 - Walla Walla County and the Cities will ensure the provision of urban governmental services in the Urban Growth Area and applicable capital improvement plans.

Goal 13 - Walla Walla County and the Cities will coordinate with each other and with special districts, where applicable, in the provision and financing of utilities and capital facilities.

Goal 14 - Walla Walla County and the Cities will work together to ensure that permitting in unincorporated urban growth areas is well coordinated.

### Policies

- 1.5 The County and the Cities shall prioritize urban growth within Urban Growth Areas (UGAs) as follows:

- a. First in areas already characterized by urban growth that have existing public facility and service capacities to serve such development;
  - b. 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 sources; and
  - c. Third, in the remaining portions of the urban growth areas.
- 1.6 Non-urban development in the UGA should be discouraged. Non-urban development in the UGA should only be allowed if urban development is not feasible and if it will be compatible with future urban development.
- 1.7 The timing of capital improvements shall be consistent with the adopted capital facilities plan(s) of the purveyor(s).
- 1.8 Existing and future level of service standards shall be established within the appropriate capital facilities plan(s).
- 1.9 The County and Cities should coordinate the development and implementation of long-range planning between fire protection, police services, schools, transportation, and parks and recreation facilities.
- 1.10 The County should not encourage fully contained communities.
- 1.11 Service boundaries for urban governmental services shall not be extended past existing adopted service area boundaries.
- 1.12 Cities should be the purveyors of urban services, except in cases where an Urban Growth Area is not associated with a city.
- 1.13 To adequately plan for growth and implement the policies of the GMA, the County, the Cities, and special districts in the county, should establish ongoing mechanisms, such as the advisory council established in Chapter 9, to improve communication, information sharing, and coordinated approaches to common problems.
- 1.14 Walla Walla County should coordinate with adjacent and/or nearby counties and cities on issues of growth and delivery of urban services that cross county or state boundaries.

## 2. PUBLIC CAPITAL FACILITIES AND ESSENTIAL PUBLIC FACILITIES

### State Context

The Growth Management Act (GMA) requires that Countywide Planning Policies address the siting of public capital facilities of a countywide or statewide nature, including transportation facilities of statewide significance (RCW 36.70A.210(3)(c)). The term, “capital facilities of countywide or statewide nature” is not defined in state law but is synonymous with essential public facilities, which are defined in the GMA. Essential public facilities include facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities, regional transit authority facilities, state and local correctional facilities, solid waste handling facilities, group homes, and secure community transition facilities (RCW 36.70A.200). The policies in this chapter focus on areas where coordination is necessary for the siting of public capital facilities and essential public facilities where coordination is necessary.

### Local Context

Each county and city are also required to have a capital facilities plan. Capital facilities include, but are not limited to, water systems, sanitary sewer systems, stormwater facilities, reclaimed water facilities, schools, parks and recreational facilities, and police and fire protection facilities. Coordination between the County and Cities, in the form of sharing details, objectives, and locations with affected jurisdictions during the planning and design phase, for these facilities can improve service to the public and protect the environment and public health. Coordination on levels of service, in the form of communication and alignment of levels of service standards for public facilities and services between jurisdictions, helps ensure consistent service. Public services and facilities in Urban Growth Areas are expected to be provided at service levels to support urban densities and development intensity while reflecting the realities of limited resources and prioritization between those services and facilities. Public services and facilities in rural areas of Walla Walla County are expected to be provided at service levels reflecting lower densities and more dispersed patterns of development. This chapter also provides policies on public capital facilities.

### Public Services and Facilities Goal

Walla Walla County and the Cities will coordinate on, develop, and provide adequate and efficient public facilities and services to ensure the health, safety, conservation of resources, and economic vitality of all communities and all residents.

### Policies for All Capital Facilities

- 2.1 The County and the Cities should consider including impacts upon historically marginalized communities and disproportionately burdened communities when siting or expanding capital facilities.

- 2.2 Some regionally significant public capital facilities and essential public facilities may be located outside Urban Growth Areas. The County should permit or approve capital facilities or essential public facilities beyond Urban Growth Areas only if they are self-contained or to be served by services in a manner that will not promote sprawl.
- 2.3 Location of public capital facilities and essential public facilities:
- a. If the primary population served by the facility is urban, the facility should be located in a city or unincorporated Urban Growth Area, where feasible.
  - b. Public capital facilities that generate substantial travel demand should be located along or near major transportation corridors and existing public transportation routes.
  - c. The design of capital facilities and utilities located within and serving rural and/or resource areas should be at a size and scale appropriate to rural locations to not increase development pressure in those areas.

#### Policies for Public Capital Facilities

- 2.4 Identification of needed capital facilities: The County and the Cities shall each prepare a capital facilities plan as part of the comprehensive plan periodic update as established in RCW 36.70A.130. The jurisdictions may also update their capital facilities plan yearly as part of each jurisdiction's budget amendment process. Where facility expansions or new facilities may impact another jurisdiction, the jurisdiction proposing the expansion or new facility shall provide data about proposed facilities expansions to impacted jurisdictions.
- 2.5 Uses shall adhere to local health district or state agency rules regarding commercial or industrial use of on-site sewage systems.
- 2.6 The County and the Cities should consider multiple uses for rights-of-way and easements related to public capital facilities, including multi-modal transportation.
- 2.7 In Urban Growth Areas, the County and the Cities shall coordinate on changes to or differences between levels of service (LOS) standards when development is proposed that would have LOS impacts across jurisdictional boundaries.
- 2.8 The County and the Cities should, where appropriate, integrate probability, vulnerability, and risk assessment information from the Walla Walla County Hazard Mitigation Plan, as may be amended, into capital facilities planning.
- 2.9 The County and the Cities should encourage the location of new human services facilities near access to transit.

- 2.10 The County and the Cities shall promote connection to sanitary sewers for residents and businesses within Urban Growth Areas as the preferred alternative to resolving failing septic systems.
- 2.11 The County and the Cities should support planning for the provision of broadband infrastructure.
- 2.12 The County and the Cities shall permit schools, institutions, and other community facilities that serve primarily urban populations within Urban Growth Areas in locations where they will support local comprehensive plans, except as provided by RCW 36.70A.211. Considerations should include recent growth, projections of population and student enrollment growth, adopted comprehensive plans and capital facilities plans, and the growth allocations once attached as an Appendix.

#### Policies for Essential Public Facilities

- 2.13 The County and the Cities shall not preclude the siting of essential public facilities as defined in RCW 36.70A.200 in their comprehensive plans and development regulations.
- 2.14 The County and the Cities may also generate standards to ensure that reasonable compatibility with other elements of the plans can be achieved.
- 2.15 When a proposed essential public facility could impact another jurisdiction in Walla Walla County, it is important that opportunities for communication are provided when an essential public facility permit application is received. Therefore, when essential public facilities are proposed to be located within Walla Walla County, the local government(s) involved shall:
  - a. Send notice to each jurisdiction as part of the notice of application comment period. This will ensure there is time to communicate and coordinate early in the permit process;
  - b. Encourage public involvement through public comment periods, newspaper notices, and public meetings and hearings as authorized through adopted permit processes and procedures; and
  - c. Consider factors for minimizing effects upon the health, safety, and welfare of residents around or near the facility when siting essential public facilities.
- 2.16 Essential public facilities may be identified by the state Office of Financial Management, other state agencies, or by local government.
- 2.17 The County and the Cities should not locate essential public facilities in designated resource lands or critical areas unless they are compatible with those lands and comply with critical areas and development regulations.



### 3. RURAL AND RESOURCE LANDS

#### Context

Rural and resource lands are important to our economy and community. It is a high priority to preserve the features and character of these areas. Under the Growth Management Act (GMA), the County is responsible for designating and regulating rural and resource lands through its comprehensive plan. However, preservation of rural and resource lands is a regional issue, and it is important to establish countywide planning policies so there is harmony and consistency between uses on rural lands and resource lands and those occurring in cities and unincorporated Urban Growth Areas (UGAs). All jurisdictions are responsible for designating and protecting critical areas; but, where open space corridors and habitat areas cross jurisdictional boundaries, countywide planning policies can ensure jurisdictions work together to protect these environmental resources.

While the GMA does not require countywide planning policies for these land use categories, the County and the Cities desire to coordinate planning for these areas.

#### Rural Lands

The GMA characterizes rural development as, “development outside the urban growth area and outside agricultural, forest, and mineral resource lands designated pursuant to RCW 36.70A.170. Rural development can consist of a variety of uses and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Rural development does not refer to agriculture or forestry activities that may be conducted in rural areas.” RCW 36.70A.030(36).

Walla Walla County’s rural lands are characterized by lower levels of service; mixed residential, agricultural, and open space uses; broad vistas; parcels of varying sizes; a variety of housing types; and small unincorporated communities.

#### Resource Lands

Goal 8 of the GMA states that an objective of the Act is to “[m]aintain 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.” RCW 36.70A.020(8). Resource lands are further defined in the GMA as consisting of agricultural land, forestland, and mineral resource land. These lands are distinguished from rural lands by the commercial significance of these resources, and the County comprehensive plan designates these lands and establishes densities and allowed uses that are more restrictive than in rural lands to protect these resources.

Walla Walla County has a unique climate, topography, and land use mix. Resource lands in Walla Walla County are those lands defined as agricultural and mineral resource lands of long-term commercial

significance. Additionally, there are lands used for agricultural, mineral, and timber purposes that do not have long-term commercial significance but nevertheless support the rural economy and provide ecosystem services.

#### Rural and Resource Lands Goals

Goal 1 - Walla Walla County and the Cities are focused on supporting traditional lifestyles, rural-based economies, and opportunities to live, work, and recreate in rural areas and retain the rural and agrarian character of the county.

Goal 2 - Rural lands serve as a buffer between urban lands and resource lands in order to retain open spaces and bank land for possible future urban expansion where needed.

Goal 3 - Walla Walla County and the Cities will maintain resource-based industries through the conservation of productive agricultural, forest, and mineral resources while retaining open spaces and recreational opportunities.

#### Rural and Resource Lands Policies

- 3.1 The County and the Cities may use buffering and other land use techniques to retain the separation between rural lands and urban lands, as well as between rural lands and resource lands, to mitigate the impacts of permitted rural and urban uses on adjacent resource lands.
- 3.2 The County should consider input from Cities on establishing appropriate land use designations and development regulations for rural lands that are expected to be included within an Urban Growth Area and be annexed in the future to ensure eventual orderly inclusion.
- 3.3 The County and the Cities should work together early in the planning process to identify and designate greenbelts and open space corridors within and between urban growth areas. These areas may include recreation, fish and wildlife habitat, trails, and connections of critical areas and buffers.
- 3.4 The County and the Cities shall continue to utilize the Federal Emergency Management Agency (FEMA) National Flood Insurance Program (NFIP) for floodplain management.
- 3.5 The County shall protect the “right to farm” in agricultural areas in its Comprehensive Plan and development regulations.
- 3.6 The County and the Cities should support rural and resource land uses that preserve the rural character and deliver economic benefits for all communities in the county.

## 4. TRANSPORTATION

### Context

The Growth Management Act (GMA or 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 may not approve development unless an adequate level of service is available or planned to accommodate the development. The countywide transportation policies address areas of mutual interest 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 cities' 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 persons with disabilities, and bike and pedestrian routes.

Transportation planning policies and programs include the Walla Walla Valley Metropolitan Planning Organization (MPO) Regional Plan, transportation improvement programs, six-year road programs, transportation components of jurisdictions' capital facilities plans, and other transportation financing strategies. The Walla Walla Valley MPO has served as the Sub-Regional Transportation Planning Organization (SRTPO) in accordance with the GMA since 2013.

### Goals

Goal 1 - Walla Walla County and the Cities shall provide a balanced countywide transportation system that allows for the efficient, clean, safe, well connected, context-sensitive, multi-modal movement of people, goods, and services.

Goal 2 - Walla Walla County and the Cities shall reduce sprawl, conserve land and natural resources, and make more efficient use of transportation infrastructure.

Goal 3 - Walla Walla County and the Cities shall develop transportation plan elements, investment decisions, and regulations that are consistent with and reinforce land use and economic development policies.

Goal 4 - Walla Walla County and the Cities will work together through the Walla Walla Valley Metropolitan Planning Organization (MPO) to provide effective and efficient transportation facilities and strategies.

Goal 5 - Walla Walla County and the Cities will work together to eliminate traffic deaths or serious injuries caused by traffic crashes involving any mode of transportation through the use of a data-driven, multi-disciplinary, and Safe System Approach that increases safe, healthy, and equitable mobility for all.

Goal 6 - Walla Walla County and the Cities will work together to enhance transportation accessibility and inclusivity for all individuals, ensuring that every member of the community can navigate the transportation system safely and independently, regardless of age, ability, or socioeconomic status.

#### Policies

- 4.1 Walla Walla County and the Cities should maintain participation in the MPO/SRTPO to ensure transportation planning is consistent, local needs are reflected in the Regional Plan, and to avail themselves of transportation planning technical services.
- 4.2 Each comprehensive plan adopted pursuant to the Growth Management Act shall contain a transportation element consistent with the Regional Plan's land use and economic development policies as well as those of jurisdictions in the planning area.
- 4.3 The County and the Cities should consider including impacts upon historically marginalized communities and disproportionately burdened communities when siting or expanding transportation facilities, including transportation facilities of a statewide nature.
- 4.4 The County and the Cities should work toward establishing multi-modal levels of service that are sensitive to differences between UGAs and rural areas and that are consistent across jurisdictions when facilities cross jurisdictional boundaries.
- 4.5 The County and the Cities should adopt a cooperative process for early coordination of public and private capital projects 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.
- 4.6 The County and the Cities should develop policies in their comprehensive plans to support Target Zero/Vision Zero, Complete Streets, and Context Sensitive Solutions as appropriate to circumstances.
- 4.7 The County and the Cities should coordinate with the MPO to collect non-motorized activity data that can be standardized countywide.
- 4.8 The County and the Cities should cooperate early in the permitting and design process for trails where they cross jurisdictional boundaries.

- 4.9 The County and the Cities should coordinate with the MPO and Valley Transit to conduct regular assessments of existing transportation facilities to identify barriers to accessibility. Incorporate feedback from community members, particularly those with disabilities, to inform improvements.

## 5. HOUSING

### Context

The Growth Management Act (GMA) requires that Countywide Planning Policies consider the need for affordable housing, such as housing for all economic segments of the population, and parameters for its distribution. Furthermore, the GMA requires cities and counties to encourage the availability of housing that is affordable for all income levels at a variety of housing densities. Local jurisdictions are also encouraged to preserve existing housing resources in their communities and to provide an adequate supply of housing with good access to employment centers to support job creation and economic growth.

Housing affordability and availability is a major challenge facing Walla Walla County and its Cities. Housing shall mean housing intended for a full range of household incomes. These income levels are defined as follows (WAC 365-196-410(2)(e)(i)(C) and RCW 36.70.030):

- Extremely low-income shall mean those households that have incomes that are at or below 30 percent of the countywide median household income (median income), adjusted for household size.
- Very low-income shall mean those households that have incomes that are within the range of 31 to 50 percent of the median income, adjusted for household size.
- Low-income shall mean those households that have incomes that are within the range of 51 to 80 percent of the median income, adjusted for household size.
- Moderate-income shall mean those households that have incomes that are within the range of 81 to 120 percent of the median income, adjusted for household size.
  - The Department of Commerce (Commerce) provides guidance for demonstrating capacity for income band allocations that further breaks moderate-income households into 81 to 100 percent and 101 percent to 120 percent of the median income, adjusted for household size.

The housing goals and policies in the Countywide Planning Policies are connected to goals and policies in other chapters. For example, providing housing that is affordable and available to all economic segments of the community, which is the focus of this chapter, is only possible if the County and the Cities coordinate successfully on Urban Growth Areas, Public Facilities and Utilities, and Transportation as well as other topics.

### Goals

Goal 1 - Walla Walla County and the Cities focus higher density residential developments, as needed to accommodate housing targets, near jobs, transit, schools, parks, and other daily needs and services.

Goal 2 - Walla Walla County and the Cities promote infill and redevelopment of existing residential areas and rehabilitation of existing housing stock.



Goal 3 - Walla Walla County and the Cities plan for and accommodate sufficient capacity of affordable housing units to meet the housing needs of all economic segments of the community, including extremely low, very low, low, and moderate-income households as well as the need for manufactured homes, manufactured home parks, group homes, foster care facilities, emergency shelters, emergency housing, and permanent supportive housing.

Goal 4 - Walla Walla County and the Cities promote preservation of existing housing as a means of providing housing choices affordable to all income levels.

Goal 5 - Walla Walla County and the Cities ensure that their permitting processes are timely, predictable, and fair.

Goal 6 - Walla Walla County and the Cities promote programs that support homeownership for new and established residents.

#### Policies

- 5.1 The County and the Cities shall plan for and accommodate a wide range of housing development types and densities throughout the county to meet the needs of a diverse population.
- 5.2 The County and the Cities shall encourage affordable housing through innovative land use techniques, including but not limited to: financial incentives, clustering, planned unit development, maximum lot size provisions, infill housing incentives, retaining existing housing, and density bonuses.
- 5.3 The County and the Cities should encourage and support financial incentive programs for homeownership.
- 5.4 The County and the Cities should pursue partnerships with nonprofit agencies, such as Blue Mountain Action Council, public corporations, such as Walla Walla Housing Authority, and others, to ensure that housing needs are being met.
- 5.5 The County and the Cities shall each identify specific policies and implementation strategies in their respective comprehensive plans and shall enact implementing regulations to provide a mix of housing types for housing at all income levels, considering easy access to employment centers.
- 5.6 The County and the Cities should provide appropriately zoned lands and location criteria to assure the inclusion of multi-family housing and manufactured home parks within UGAs.
- 5.7 The County and the Cities should share data and methodology for the housing needs assessments in their comprehensive plans to ensure consistency.

- 5.8 The County and the Cities shall include housing elements in their comprehensive plans that comply with the provisions of RCW 36.70A.070(2) and that are consistent with adopted growth allocations.
- 5.9 The County and the Cities may create or support a registration program with a consolidated database of available government-supported affordable housing units in the region including inventory, availability, conditions, and price structure, which should also link to a website providing tenants information on application and screening. (See pages 26-27 of the adopted [Regional Housing Action Plan](#).)<sup>2</sup>
- 5.10 The County may permit high density housing within an unincorporated urban growth area which is not contiguous to a municipal boundary provided it meets the criteria for contiguous and orderly development per RCW 36.70A.020(1).
- 5.11 The County and the Cities should evaluate the impact of any new ordinance or regulation that may affect housing affordability with regard to the provision of housing options prior to adoption.
- 5.12 The County and the Cities should support reducing or eliminating minimum lot size requirements within Urban Growth Areas to promote the development of greater diversity of housing types where feasible.
- 5.13 The County and the Cities should ensure the vitality of established residential neighborhoods that:
- a. Include consideration of senior and accessible housing needs;
  - b. Provide avenues to homeownership for moderate-income households; and
  - c. Provide support for institutions and services that serve historical and cultural communities and lower-income households in areas with displacement risk.
- 5.14 Physical, economic, and cultural displacement of low-income households may result from planning, public investment, private development and redevelopment, and market pressure. The County and the Cities should employ a range of strategies to mitigate displacement impacts as planning for future growth occurs, including the strategies and actions identified in the adopted [Regional Housing Action Plan](#).<sup>2</sup>

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<sup>2</sup> Regional Housing Action Plan Adopted by:  
City of Walla Walla Resolution 2021-23, August 11, 2021  
City of College Place Ordinance 21-013, September 14, 2021  
City of Waitsburg Resolution 2021-732, August 18, 2021

- 5.15 The County and the Cities should periodically review permit processes to ensure permits are processed in a timely and fair manner.

## 6. COUNTYWIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

### Context

The Growth Management Act (GMA) requires that communities “[E]ncourage 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))

Countywide planning policies are required to include policies for countywide economic development and employment, including consideration of future development of commercial and industrial facilities.

### Goals

Goal 1 - Walla Walla County and the Cities will support and encourage a sustainable, healthy economy and adequate employment opportunities that are vitally important to the long-term health of Walla Walla County.

Goal 2 - Walla Walla County and the Cities will collaborate in planning for economic development that benefits our region.

Goal 3 - Walla Walla County and the Cities will provide predictability in private investment decisions through land-use, zoning, development regulations, and permit processes.

### Policies

- 6.1 The County and the Cities shall 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.
- 6.2 The County and the Cities should coordinate the economic development element of local comprehensive plans with other elements of those plans, with particular attention being given to coordination with the land use and capital facilities elements.
- 6.3 The County and the Cities should ensure an adequate supply of industrial property throughout the county based on needs identified in the economic development elements of their comprehensive plans and should support the development of infrastructure to service lands designated as industrial.
- 6.4 The County should recognize the importance of industrial zoned property on the Columbia/Snake River system for the efficient transportation of local commodities to world

markets and support efforts to protect and encourage industrial zoned property on the river system.

- 6.5 Areas designated for future commercial and industrial uses should have infrastructure capacity, transportation, and housing, or the ability to provide the forementioned.
- 6.6 The economic development elements of all jurisdictions 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.
- 6.7 The County and the Cities should collaborate with the Port of Walla Walla, tribes, and special districts to encourage economic growth consistent with comprehensive plan policies for land use, transportation, and capital facilities and services, among other topics.
- 6.8 The County and the Cities should coordinate with federal and state resource agencies and economic development groups concerning their land use plans that may impact economic development activity.
- 6.9 The County and the Cities should work to retain those enterprises and industries that have created the economic base of the county and promote their continued growth.
- 6.10 The County and the Cities should continue to support and develop agriculture-based industries through continued innovations in production, marketing, and technology as well as increased investment in value-added processing.
- 6.11 The County and the Cities should contribute to an overall climate where business opportunities are provided and where regulations protect the public health, safety, and welfare.
- 6.12 The County and the Cities should ensure that all building permits, planning regulations, and procedures are clear and concise and administered in a fair and timely manner.
- 6.13 When more than one jurisdiction is involved in planning and permitting a business development, the jurisdictions involved should collaborate to provide consistent development regulations and permitting to the greatest degree feasible.
- 6.14 The County and the Cities should support and encourage economic development efforts to diversify and expand basic manufacturing, construction-related, and service-related jobs.
- 6.15 The County and the Cities should encourage the recruitment of new employers to meet the county employment projections.

- 6.16 The County and the Cities should work together to facilitate and promote a range of job opportunities throughout the county to create a balance between jobs and housing.
- 6.17 The County and the Cities should work together, in coordination with business owners, schools, and skill centers, to promote training programs that give people opportunities to learn, maintain, and upgrade skills necessary to meet regional job needs.
- 6.18 The County and the Cities should foster appropriate and targeted economic growth in areas with low and very low access to opportunity to improve access to employment opportunities for current and future residents of those areas.

## 7. FISCAL IMPACT

### Context

To preserve and maintain quality of life and level of governmental services, jurisdictions in Walla Walla County are expected to fully evaluate their financial capacity to provide the full range of urban services, as described in Chapter 1 within Urban Growth Areas (UGAs). The policies in this chapter focus on opportunities for coordination that would have a positive fiscal impact for the region.

### Goals

Goal 1: Walla Walla County and the Cities will provide a means for assessing the cost of providing public services in conformance with their respective comprehensive plans.

Goal 2: Walla Walla County and the Cities will creatively pursue all means of financing required public improvements.

Goal 3: Walla Walla County and the Cities will work together, where feasible, on the fiscal impact of providing services within unincorporated Urban Growth Areas. This includes consideration of innovative tactics which could provide a positive fiscal impact for communities.

### Policies

- 7.1 Where capital improvement, utility, and land use plans involve lands within or adjacent to the UGA, the County and the Cities, individually and jointly, shall routinely conduct fiscal analysis, consistent with capital facility and utility planning requirements in RCW 36.70A.070(3) and (4), that identifies the most cost-effective means of providing and locating public services and infrastructure over the long term.
- 7.2 Each capital improvement plan should include:
  - a. Plans 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;
  - b. Inventory of existing capital facilities; and
  - c. Assessment of future needs.
- 7.3 The County and the Cities should consider the use of innovative financing strategies for capital improvements that minimize the costs to taxpayers and provide for equitable assignment of costs between existing and new development.
- 7.4 The County and the Cities should consider 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. Changes in or impositions of new impact fees should be accompanied by an analysis consistent with statutory requirements.

- 7.5 The County and the Cities may develop a process for use by the jurisdictions 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:
- a. Proposed changes in municipal boundaries;
  - b. Proposed changes in UGAs;
  - c. Proposed master planned resorts; and
  - d. Proposed large-scale residential, commercial, and industrial developments.



## 8. COORDINATION WITH TRIBAL GOVERNMENTS

### Context

The Confederated Tribes of the Umatilla Indian Reservation – Cayuse, Umatilla, and Walla Walla – the Nez Perce Tribe, and the Yakama Nation all have treaty rights and ceded lands in Walla Walla County. These Tribes have authorities, responsibilities, interests, and treaty rights within their respective reservation boundaries as well as Usual and Accustomed Areas (the latter applies to Walla Walla County). Since future growth and land use decisions in Walla Walla County affect all governmental entities, governmental agencies (including the Tribes) must be well informed and continuously involved in regional and local planning.

The Growth Management Act (GMA) requires that “federal agencies and federally recognized Indian tribes whose reservation or ceded lands lie within the county shall be invited to participate in and cooperate with the countywide planning policy adoption process.” (RCW 36.70A.210(4))

In addition, Countywide policies are required to address the protection of tribal cultural resources in collaboration with federally recognized tribes as above, provided that a tribe or multiple tribes choose to participate in the process. (RCW 36.70A(3)(i))

The Tribal coordination chapter is being provided as a placeholder if federally recognized Indian tribes, whose reservation or ceded lands lie within the county, choose to participate in the process to amend or update the Countywide Planning Policies in the future. This could provide a process to strengthen coordination and communication on permitting and planning processes utilized by the County and cities and enhance processes for protection of cultural resources.

### Goals

Goal 1 - Walla Walla County and the Cities will invite federally recognized Tribes with ceded lands in the county to participate in planning and development activities and decisions.

Goal 2 - Walla Walla County and the Cities will protect natural and cultural resources in partnership with the Tribes.

### Policies

- 7.6 The County and the Cities should provide meaningful and substantial opportunities for early and continuous tribal government participation in regional and local planning activities.
- 7.7 Local jurisdictions should work with the Tribes to develop agreements that ensure that the Tribes are consulted on issues within their interest early in the periodic update process. The parties to these agreements will jointly determine the appropriate contents of the agreements and a schedule for completing them.

- 7.8 The County and the Cities shall include Tribal government agencies in public notice and comment procedures and keep them informed of matters of interest to them.
- 7.9 The County and the Cities should ensure that their development regulations provide processes for inadvertent discovery of cultural resources during development activity.

## 9. ADVISORY COUNCIL, POLICY REVIEW AND AMENDMENT

### Context

This document is meant to be a living document which guides coordination between the County and the Cities. As such, it is expected that it will undergo amendments periodically. This chapter outlines the process for future review and amendment of the Countywide Planning Policies (CPP) and appendices, and roles and responsibilities for implementation.

In 2023, Walla Walla County and the Cities within the county (City of Walla Walla, College Place, Waitsburg, and Prescott) adopted an interlocal agreement to jointly review and update the Walla Walla Countywide Planning Policies (CPPs). The interlocal agreement established a group to lead the update with representatives of each jurisdiction, called the Project Management Team. Through the 2023-2024 update, the jurisdictions identified a need to continue the work of the Project Management Team. This chapter establishes a new advisory council, modeled after the 2023 team, to lead implementation and future amendments of the CPPs.

### Goals

Goal 1 - An advisory council shall ensure that the Countywide Planning Policies are maintained and implemented and that planning between Walla Walla County and the Cities is accomplished in a coordinated, consistent manner.

Goal 2 - Maintain the Countywide Planning Policies consistent with the Growth Management Act.

Goal 3 - Ensure the Countywide Planning Policies reflect local circumstances accurately.

Goal 4 – Ensure adequate public notification and opportunity for involvement for updates to the Countywide Planning Policies.

### Walla Walla County Growth Management Advisory Council

- 9.1 The jurisdictions hereby establish the Walla Walla County Growth Management Advisory Council. The primary responsibility of the council is to ensure that the Growth Management Act requirements are coordinated within the County, its Cities, and the region.
- 9.2 The Walla Walla County Growth Management Advisory Council shall:
  - a. Provide a forum, as necessary, for coordination and consensus in the development of local plans and plan implementation issues that are common among jurisdictions.
  - b. Promote coordination and consistency among local plans and between local plans and the Countywide Planning Policies and the Growth Management Act to the extent necessary to achieve regional policies and objectives.
  - c. Serve as a forum to amicably work together and address differences when they occur on important planning issues impacting Walla Walla County.

- d. Coordinate the review, revision, and monitoring of the Land Capacity Analysis which aids in developing comprehensive plans.
- e. Define and implement procedures that ensure opportunities for early and continuous public involvement in policy discussions facilitated by the Walla Walla County Growth Management Advisory Council.

### 9.3 Membership, Administration, and Decision-Making

- a. Each jurisdiction, Walla Walla County, City of Walla Walla, City of College Place, City of Waitsburg and City of Prescott, may appoint a maximum of three members to the advisory council and may make provision for an alternate member to serve in the event that its appointed member(s) is unavailable or unable to serve.
- b. Decision making by the advisory council should be collaborative and by consensus. However, in the event of impasse or disagreement, a decision may be made by a majority of the members of the advisory council.
- c. The Community Development Department Director for Walla Walla County (Department) is designated as the administrator for the advisory council.
- d. The Department and advisory council will communicate via in-person meetings, telephone, or email to relay information, answer questions, or raise concerns. All members will respond promptly to communications. The Department will ensure that information related to matters coming before the council is provided to the members in a timely manner.
- e. The Department will keep the official council records and make them available to council members and the jurisdictions. Records shall be made available for public inspection in accordance with law.
- f. The advisory council through the Department shall coordinate and cooperate with the Washington State Department of Commerce Growth Management Services.

### Countywide Planning Policies Review and Amendment

- 9.4 The Walla Walla Countywide Planning Policies should be dynamic and regularly monitored for applicability and effectiveness.
  - a. The adopted Countywide Planning Policies should, at a minimum, be reviewed through the advisory council before each required comprehensive plan periodic update as required by RCW 36.70A.130.
  - b. The County or a city, or the advisory council, may propose amendments to the Countywide Planning Policies at any time.
  - c. The advisory council shall review and discuss the merits of the proposed amendment, revise the language as agreed to by the advisory council members via their bylaws, and make a recommendation on the amendment to the Board of County Commissioners.
- 9.5 County Review. Walla Walla County shall take action to consider and adopt amendments or revisions to the Countywide Planning Policies following a recommendation from the advisory council.

- a. The County should conduct SEPA environmental review and public notice as required after receiving recommended amendments from the advisory council.
  - b. The County may ask the advisory council to respond to SEPA agency and public comments.
  - c. The Board of County Commissioners will invite the advisory council to a public meeting to discuss the proposed countywide planning policy amendments.
  - d. After this review, the Board of County Commissioners will vote on whether or not to send the draft amendments to the cities for review and ratification.
  - e. If the Board of County Commissioners does not vote to send the draft amendments to the cities for review, the Board should provide a written statement to the advisory council documenting their concerns or reasons for not doing so to facilitate further review.
  - f. The Board of County Commissioners may amend the final draft countywide planning policy amendments after consultation with the advisory council prior to sending the amendments to the cities for review.
- 9.6 City Approval Process. Within 60 days of the Board of County Commissioners' vote, the respective city legislative authorities must act by resolution to adopt the recommended amendment.
  - a. City approval means a vote by the legislative authority to approve or disapprove the proposed amendments (up or down vote). Draft amendments may not be modified during the city approval process.
  - b. If a city does not act, it shall be presumed that the city approves of the amendments.
  - c. If a city does not act, or does not vote to approve the amendments, their City Council should provide a written statement of its concerns or reasons for not doing so to the advisory council to facilitate further review.
- 9.7 County Approval Process. After the 60-day city review period has ended, or all four cities ratify the amendments or vote to not approve the amendments, the Board of County Commissioners shall hold a public hearing and may adopt or not adopt the proposed policy amendments. Draft amendments may not be modified during the county approval process.
  - a. If the Board of County Commissioners does not vote to approve the amendments, they should provide a written statement of their concerns or reasons for not doing so to the advisory council to facilitate further review.
- 9.8 The jurisdictions, through the advisory council, shall strive for ratification by all four cities and adoption by the County during these review processes.

#### Countywide Planning Policies Appendices

- 9.9 Appendices. As provided in Chapter 1, Countywide Planning Policies appendices will be added containing methodologies for conducting the Land Capacity Analysis, establishing countywide population, employment, and housing projections, and allocating those projections between the jurisdictions.

- a. The jurisdictions will primarily rely on the advisory council's expertise for coordinating this technical planning work within the bounds of the adopted countywide planning policies. Each jurisdiction will be able to appoint representatives to the council and it is expected that council members are concurrently and separately consulting internally with other departments and officials as appropriate.
- b. The appendices may be adopted and later amended by the Walla Walla County Board of Commissioners without going through the policy amendment adoption process listed above based on a recommendation of the advisory council if they are consistent with the countywide planning policies.
- c. These appendices should be reviewed, along with the policies, by the advisory council before each required comprehensive plan periodic update as required by RCW 36.70A.130.

## 10. IMPLEMENTATION

### Context

Countywide Planning Policies, to be effective, must be able to be implemented. While many countywide planning policies will be implemented by the county and cities through comprehensive plans, development regulations, and other programs, many policies will require ongoing coordination. In addition to the responsibilities defined in other countywide planning policy chapters, this section further clarifies the planning roles and responsibilities of the advisory council and member agencies.

### Goals

Goal 1 - Walla Walla County and the Cities will coordinate at the staff level and via the Walla Walla County Growth Management Advisory Council on an ongoing basis to implement the countywide planning policies and address other planning issues as they arise.

### Policies

- 10.1 Walla Walla County is the regional government within the county providing various services within unincorporated and incorporated areas as required and specified by law and by legal agreements. Walla Walla County shall:
- a. Be responsible for the development, adoption, and implementation of comprehensive plans and development regulations for the unincorporated portions of the county.
  - b. Be responsible for coordinating water quality planning in multi-jurisdictional watersheds and for other environmental planning activities as agreed to by all affected and interested jurisdictions.
  - c. Be responsible for administering the federal Endangered Species Act in multi-jurisdictional watersheds as agreed to by all affected and interested jurisdictions.
  - d. If agreeable, consider executing interlocal agreements with each City as appropriate to address joint issues identified in the Countywide Planning Policies and other matters agreed to be of mutual interest.
  - e. Define and implement procedures that assure opportunities for early and continuous public involvement through short- and long-range planning efforts.
- 10.2 Cities within Walla Walla County provide a variety of services primarily to residents within their respective municipal boundaries. Cities shall:
- a. Provide urban governmental services identified in the Growth Management Act and adopted interlocal agreements.
  - b. Be responsible for developing, adopting, and implementing comprehensive plans and development regulations within the incorporated boundaries of their respective city.



- c. Participate with other agencies in multi-jurisdictional planning activities, including but not limited to environmental planning, transportation planning, and growth management planning.
  - d. If agreeable, consider executing separate interlocal agreements with Walla Walla County as appropriate to address issues identified in the Countywide Planning Policies and other matters agreed to be of mutual interest.
- 10.3 The Walla Walla County Growth Management Advisory Council will ensure that the Growth Management Act requirements are coordinated within the County, its Cities, and the region and monitor implementation of the Countywide Planning Policies as established in Chapter 9.

Implementation Table

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	“Shall” policy (required, usually related to statutory requirements)	“Should” policy (implementation expected, but completion is not mandatory)			“May” policy (either advisable or allowed)
Chapter 1: Urban Growth Areas and Contiguous and Orderly Development					
1.1.a. The County and Cities shall jointly coordinate, through the process outlined in Chapter 9, a Land Capacity Analysis methodology to provide a consistent estimate of the land supply available to accommodate future population and employment growth and projected housing needs. This includes setting a reasonable market factor. The adopted methodology will be attached as an Appendix .		Develop, agree to, and adopt and land capacity analysis methodology	County lead, in partnership with Cities	Prior to beginning 2026 comp plan update process (jurisdictions will need the methodology in order to establish capacity for growth targets)	Advisory Council and process established in Chapter 9
1.2.a. The County and Cities shall jointly coordinate, through the process outlined in Chapter 9, a methodology for distributing the forecasted population, housing, and employment growth (growth targets) consistent with the requirements of the Growth Management Act.		Coordinate the process for distributing population, housing, and employment growth among all jurisdictions/UGAs	County lead, in partnership with Cities	Prior to 2026 comp plan update	Population, housing, and employment growth targets reflected in Comprehensive Plans
1.2.b. The County and Cities, as part of their next Comprehensive Plan periodic updates, shall reflect those growth targets in their Comprehensive Plans, as adopted in an Appendix.		Adopt growth targets into comprehensive plan	All jurisdictions individually	During 2026 comprehensive plan update (and all those following)	Land use changes sufficient to accommodate growth targets
1.3.e. The County should adopt specific procedures for filing comprehensive plan amendments which will be processed		Adopt procedures for filing comp plan amendments	County	Prior to 2026 update	County code as well as supportive policy in comp plan update

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)		"May" policy (either advisable or allowed)	
concurrently with the state-required Periodic Update.		processed concurrently with periodic update cycle			
1.3.g. The County shall adopt procedures and criteria for considering UGA boundary revisions consistent with the requirements in RCW 36.70A.130(3)(c). Such 'swap' amendments must comply with applicable GMA criteria and shall not increase land capacity within the UGA beyond what is needed to accommodate the growth planned for the succeeding 20-year planning period and a reasonable market factor.		Adopt procedures and criteria for considering UGA boundary revisions (UGA "swap" amendments)	County	During 2026 periodic update	Procedures and criteria in comprehensive plan update for UGA boundary revisions consistent with new state law
1.4.a. Adopted City and County comprehensive plans shall reflect the intent that all land within unincorporated Urban Growth Areas, where feasible, will either annex to a City or incorporate within the 20-year planning horizon.		Stated intent within comprehensive plans that all land within unincorporated portions of UGAs should be annexed into a City or should incorporate within the planning horizon	Cities	During 2026 comprehensive plan update	Policy language to this effect adopted into comprehensive plans.
1.4.d. The County and Cities should establish procedures to facilitate the smooth transfer of governance for associated Urban Growth Area(s).		Establish procedures to transfer governance of UGAs	County and Cities	Long-range (during the planning period)	Interlocal agreements, Advisory Council
1.4.f. The County and each City, where appropriate, should consider utilizing Interlocal Agreements (ILAs) as a mechanism to facilitate		Establish interlocal agreements to facilitate growth within UGAs	County and each City	Long-range (after 2026 comp plan update)	Interlocal Agreements

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
<b>Policy Prioritization Key</b>	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
urban growth within unincorporated UGAs. An ILA could be utilized to coordinate on common development regulations and standards and permit review processes within these areas. This could result in development more closely aligning with adopted regulations within cities. This process could also be utilized to encourage the extension of urban services to these areas given urban growth typically requires urban governmental services.					
1.13 To adequately plan for growth and implement the policies of the GMA, the County, the Cities, and special districts in the county, should establish an ongoing mechanisms, such as the advisory council established in Chapter 9, to improve communication, information sharing, and coordinated approaches to common problems.		Establish an ongoing mechanism to improve communication, information sharing, and coordinated approaches to common problems	All jurisdictions – advisory council and other similar mechanisms	Medium term – after adoption of updated CPPs	Growth Management Advisory Council
1.14 Walla Walla County should coordinate with adjacent and/or nearby counties and cities on issues of growth and delivery of urban services that cross county or state boundaries.		Coordinate with adjacent counties and cities outside county boundaries	County	Long-range	Likely to be informal dialogue in the case of cross-state boundaries. Benton-Franklin COG could be a venue for engaging with counties to the west on planning issues.
<b>Chapter 2: Public Capital Facilities and Essential Public Facilities</b>					

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
2.1 The County and the Cities should consider including impacts upon historically marginalized communities and disproportionately burdened communities when siting or expanding capital facilities.		Develop criteria for consideration of impacts on historically marginalized and disproportionately burdened communities for capital facilities decisions	Advisory Council, any community could take the lead on this policy and then workshop with counterparts	During comprehensive plan periodic update	Comprehensive plan policies on capital facilities
2.8 The County and Cities should, where appropriate, integrate probability, vulnerability, and risk assessment information from the Walla Walla County Hazard Mitigation Plan into capital facilities planning.		Update of Hazard Mitigation Plan	County	Currently in progress, expected adoption late 2024	County should include cities and service providers in Hazard Mitigation Plan update process
2.11 The County and Cities should support planning for the provision of broadband infrastructure.		Identification of areas lacking broadband access in comprehensive plan; installing conduit for future broadband cable where possible; pursue grants from state and federal sources to fund construction of fiber optic or other broadband infrastructure	All jurisdictions	Identify areas lacking access in 2026 comprehensive plan update. Other provisions as needed	Policy and capital facilities planning
<b>Chapter 3: Rural and Resource Lands</b>					

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)		"May" policy (either advisable or allowed)	
3.2 The County should consider input from Cities on establishing appropriate land use designations and development regulations for rural land that is expected to be included within an Urban Growth Area and be annexed in the future to ensure eventual orderly inclusion.		Input from cities on appropriate designations for rural land that may be suitable for inclusion in the UGA	County	During County comprehensive plan update	Meetings led by County with each City to establish land use designations for areas that may be suitable for inclusion in UGAs
3.3 The County and the Cities should work together early in the planning process to identify and designate greenbelts and open space corridors within and between urban growth areas. These areas may include recreation, fish and wildlife habitat, trails, and connection of critical areas and buffers.		Designate greenbelts and open space corridors within and between UGAs	County and Cities	During next comprehensive plan update	Work of the advisory council
3.5 The County shall protect the "right to farm" in agricultural areas in its Comprehensive Plan and development regulations.		Confirm that development regulations protect right to farm or develop new code	County	Annual code amendment process	Buffers and use regulations
4.1 Walla Walla County and the Cities should maintain participation in the MPO/SRTPO to ensure transportation planning is consistent, local needs are reflected in the Regional Plan, and to avail themselves of transportation planning technical services.		Maintain staff participation in MPO	All jurisdictions	Ongoing	Annual work plans/budgets
4.2 Each comprehensive plan adopted pursuant to the Growth Management Act shall contain a transportation element consistent with the Regional Plan's land use and economic		Adopt transportation element consistent with the regional transportation plan's land use and	All jurisdictions	During 2026 comprehensive plan update	Comprehensive plan drafting – assess transportation element's

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
development policies as well as those of jurisdictions in the planning area.		economic development policies			consistency with 2045 Plan.
4.3 The County and the Cities should consider including impacts upon historically marginalized communities and disproportionately burdened communities when siting or expanding transportation facilities, including transportation facilities of a statewide nature.		Develop criteria for consideration of impacts on historically marginalized and disproportionately burdened communities for transportation facilities decisions	Advisory Councils, any community could take the lead on this policy and then workshop with counterparts	During comprehensive plan periodic update	Comprehensive plan policies on transportation. Also, the jurisdictions should develop criteria in code or directors' decisions for evaluating transportation projects that incorporates this.
4.4 The County and the Cities should work toward establishing multi-modal levels of service that are sensitive to differences between UGAs and rural areas and that are consistent across jurisdictions when facilities cross jurisdictional boundaries.		Establish multi-modal levels of service in comprehensive plan	County leads	During comprehensive plan updates	Comprehensive plan levels of service in transportation element
4.5 The County and the Cities should adopt a cooperative process for early coordination of public and private capital projects 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		Adopt cooperative process for early coordination of capital projects that may impact the transportation system in the county or a neighboring jurisdiction	County leads, including drafting early referral and response	During comprehensive plan update cycle	County should consider adopting a process into its comprehensive plan, and cities should adopt policies to participate.



Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
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 and should allow for mitigations across jurisdictional boundaries.			mechanism, cities provide feedback.		
4.6 The County and the Cities should develop policies in their comprehensive plans to support Target Zero/Vision Zero, Complete Streets, and Context Sensitive Solutions as appropriate to circumstances.		Adopt policies in comprehensive plans that support Target Zero/Vision Zero, Complete Streets, and Context Sensitive Solutions as appropriate	All jurisdictions	During 2026 comprehensive plan update cycle	Each jurisdiction will have to determine during policy development in the comp plan update the appropriate circumstances for these programs or priorities.
4.7 The County and the Cities should coordinate with the MPO to collect non-motorized activity data that can be standardized countywide.		Collect non-motorized activity data in a way that is standardized in coordination with MPO	All jurisdictions (MPO lead)	Ongoing	Public works work programs. Staff assigned to work with MPO should coordinate with the MPO staff.
5.1 The County and the Cities shall plan for and accommodate a wide range of housing development types and densities throughout the county to meet the needs of a diverse population.		Housing allocations by income bracket; needs assessment and gap analysis and adequate provisions documentation in individual comprehensive plans	County (leads Housing Allocations by income bracket); County and Cities lead needs	During 2026 comprehensive plan update	Comprehensive Plans for individual jurisdictions

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
			assessment and gap analysis and adequate provisions documentation in individual plans. Coordination via Advisory Council.		
5.2 The County and the Cities shall encourage affordable housing through innovative land use techniques, including but not limited to financial incentives, clustering, planned unit development, maximum lot size provisions, infill housing incentives, and density bonuses, including to retain existing housing.		Development of codes to implement these tools as deemed appropriate by jurisdictions	Cities primarily (County not expected to plan for housing below 50% AMI re: Commerce guidance)	Concurrent with 2026 comprehensive plan periodic updates (some may go longer depending on what is needed to demonstrate adequate provisions being made for all economic segments)	Development regulations updates necessary as part of becoming consistent with 2026 comprehensive plan updates
5.3 The County and the Cities should encourage and support financial incentive programs for homeownership.		Develop and implement programs to incentivize homeownership for households making below	Mostly cities	Long-range (will likely require establishing funds or fee programs that	Various mechanisms, including development agreements with organizations like Habitat

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
		100% AMI (potentially targeted at 50-80% and 80-100%)		may take time to fully fund or implement)	for Humanity, impact fee or other fee waivers for single-family homes or townhomes with affordability covenants
5.4 The County and the Cities should pursue partnerships with nonprofit agencies, such as Blue Mountain Action Council and others, to ensure that housing needs are being met.		Engage with BMAC and other nonprofit organizations to provide input on housing needs	County lead, Cities participate	Begin with housing needs assessment partnership during early phases of 2026 comprehensive plan update	County representative attend BMAC meetings or vice versa; invitations from all jurisdictions to have BMAC or other staff prepare material and brief councils/commission on housing needs
5.5 The County and the Cities shall each identify specific policies and implementation strategies in their respective comprehensive plans and shall enact implementing regulations to provide a mix of housing types for housing at all income levels, considering easy access to employment centers.		Develop implementation strategies in individual comprehensive plans	All jurisdictions individually	During 2026 comprehensive plan update	Develop implementation strategies or tools during policy writing phase of comprehensive plan periodic update process
5.6 The County and the Cities should share data and methodology for the housing needs assessments in their comprehensive plans to ensure consistency.		Share data and methodology for housing needs assessments	Cities lead (City of Walla Walla probably has the most robust data so it	Early stages of 2026 periodic update process	Housing Needs Assessments (appendices in comprehensive plans)

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
			might make sense for them to lead)		
5.8 The County and the Cities may create or support a registration program with a consolidated database of available government-supported affordable housing units in the region including inventory, availability, conditions, and price structure, which should also link to website providing tenant information on application and screening. (See pages 26-27 of the adopted <a href="#">Regional Housing Action Plan</a> .)		Create or support a consolidated database of government-supported affordable housing units.	All jurisdictions and/or external partners	Long-range (post-2026 update)	Secure database for jurisdictions to use with public-facing website providing tenant information and screening
5.10 The County and the Cities should evaluate the impact of any new ordinance or regulation that may affect housing affordability with regard to the provision of housing options prior to adoption.		Evaluate proposed ordinances' or regulations' effects on housing affordability	All jurisdictions individually	Medium- to long-range (2026 and beyond)	Add criteria to internal staff report templates or requirements
5.11 The County and the Cities should support reducing or eliminating minimum lot size requirements within Urban Growth Areas to promote the development of greater diversity of housing types where feasible.		Reduce or eliminate minimum lot size requirements within UGAs	All jurisdictions	Any annual code amendment docket	Code amendments in individual jurisdictions
5.14 The County and the Cities should periodically review permit processes to ensure		Periodic review of permit processes	All jurisdictions individually	Every year during code cleanup process (or however	Preparation of permit data reports to Commerce should be followed by

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
<b>Policy Prioritization Key</b>	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
permits are processed in a timely and fair manner.				frequently this is done). Annual reports on permit process are required of jurisdictions	presentation to or discussion with decision making bodies about the results to ensure accountability for timely and fair permit processing.
<b>Chapter 6: Countywide Economic Development and Employment</b>					
6.2 Walla Walla County and the Cities should coordinate the economic development element of local comprehensive plans with other elements of those plans, with particular attention being given to coordination with the land use and capital facilities elements.		Ensure economic development elements are coordinated with other elements, especially land use and capital facilities	All jurisdictions individually	During 2026 comprehensive plan updates	Policy consistency review between land use and capital facilities and economic development elements
6.3 The County and the Cities should ensure an adequate supply of industrial property throughout the county based on needs identified in the economic development elements of their comprehensive plans and should support the development of infrastructure to service lands designated as industrial.		Periodically assess supply of industrial land in response to development that occurs and ensure supply is adequate on regular basis.	County lead, coordinate with cities and economic development agencies, Advisory Council	During comp plan update and at regular intervals (perhaps every year or every five years)	Periodic updates and 5-year check-in should include assessment of industrial land supply taking into account pipeline projects, at a minimum. Individual jurisdictions could choose to assess supply more frequently depending on development trends.

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
6.4 The County should recognize the importance of industrial zoned property on the Columbia/Snake River system for the efficient transportation of local commodities to world markets and support efforts to protect and encourage industrial zoned property on the river system.		Comp plan policy or policies recognizing importance of industrial-zoned property on the Columbia/Snake River system	County	Part of 2026 comprehensive plan update	Policy analysis and writing to properly incorporate this CPP
6.6 The economic development elements of all jurisdictions 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.		Adopt one or more policies that encourage interjurisdictional cooperation and coordination on economic development issues	All jurisdictions	During 2026 comprehensive plan update	Policy language could likely be shared between jurisdictions.
6.12 The County and the Cities should ensure that all building permits, planning regulations, and procedures are clear and concise and administered in a fair and timely manner.		Periodic review of permit processes	All jurisdictions individually	Every year during code cleanup process (or however frequently this is done). Annual reports on permit process are required of jurisdictions	Preparation of permit data reports to Commerce should be followed by presentation to or discussion with decision making bodies about the results to ensure accountability for timely and fair permit processing.
<b>Chapter 7: Fiscal Impact</b>					

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
7.1 Where capital improvement, utility, and land use plans involve lands within or adjacent to the UGA, the County and the Cities, individually and jointly, shall routinely conduct fiscal analysis, consistent with capital facility and utility planning requirements in RCW 36.70A.070(3) and (4), that identifies the most cost-effective means of providing and locating public services and infrastructure over the long term.		Develop or update fiscal analysis standards located in comprehensive plans or capital improvement plans in line with RCW 36.70A.070(3) and (4).	All jurisdictions individually	Capital improvement plan updates as required in each jurisdiction; land use changes as part of annual docket requests as well as periodic updates	Advisory council or similar body should jointly develop standards for fiscal analyses that are consistent with RCW 36.70A.070 and meet needs of all jurisdictions.
7.2 Each capital improvement plan should include: d. Plans 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; e. Inventory of existing capital facilities; and f. Assessment of future needs.		Ensure capital improvement plans meet the standards enumerated in this policy.	All jurisdictions	Next update to each jurisdiction's capital improvement plan.	Capital improvement plan text.
7.4 The County and the Cities should consider 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. Changes in or impositions of		Introduce discussion of impact fees with decision making bodies in each jurisdiction as appropriate	Staff at each jurisdiction	After 2026 comprehensive plan update	Annual work program for city councils/board of county commissioners.



Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
Policy Prioritization Key	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
new impact fees should be accompanied by an analysis consistent with statutory requirements.					
<p>7.5 The County and the Cities may 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:</p> <ul style="list-style-type: none"> <li>e. Proposed changes in municipal boundaries;</li> <li>f. Proposed changes in UGAs;</li> <li>g. Proposed master planned resorts; and</li> <li>h. Proposed large-scale residential, commercial, and industrial developments.</li> </ul>					
<b>Chapter 8: Coordination with Tribal Governments</b>					
8.2 Local jurisdictions should work with the Tribes to develop agreements that ensure that the Tribes are consulted on issues within their interest early in the periodic update process.		Work with tribes to develop agreements that ensure Tribes are consulted early in the periodic update process	Each jurisdiction	Early in the 2026 comp plan update process (late 2024)	Letter from mayor/other chief executive or elected official to appropriate Tribal official formally

Policy requiring one or more jurisdictions to take tangible action		Action(s) needed	Responsible party(ies)	Timeline	Implementation mechanism
<b>Policy Prioritization Key</b>	"Shall" policy (required, usually related to statutory requirements)	"Should" policy (implementation expected, but completion is not mandatory)			"May" policy (either advisable or allowed)
The parties to these agreements will jointly determine the appropriate contents of the agreements and a schedule for completing them.					inviting participation in the comp plan process. Should be done in early stages of public engagement and scoping so information can be provided with Tribes about opportunities to participate.
8.3 The County and the Cities shall include Tribal government agencies in public notice and comment procedures and keep them informed of matters of interest to them.		Public notice and comment procedures specifically include Tribal government agencies	Each jurisdiction individually	Early 2025 at the latest to ensure notice is being provided appropriately during early phases of comp plan update	Municipal/county code and SEPA distribution lists (annual work program)
8.4 The County and the Cities should ensure that their development regulations provide processes for inadvertent discovery of cultural resources during development activity.		Review or develop inadvertent discovery language into code	Staff from all jurisdictions	2025	Annual work program



## APPENDICES



ar-5545

45 Min.

**City Council - Work Session**

**Meeting Date:** 01/21/2025

**Item Title:** Enterprise Asset/Inventory Management (EAM) and Customer Relationship Management (CRM) Software

**Submitted For:** Ki Bealey, Public Works Department

**Add'l Contributors:** Joseph French - Public Works; Chris Owen - Tech Services; Jim Felty - Tech Services; Joe Lettrick - GIS; Matt Seward - GIS; Matt Edwards - Fleet Services; Adrian Sutor - Water Distribution

**Project No:** NA

**Funding/BARS No.:** NA

**Financial Comments:**

Implementation and annual subscription costs: (Novotx Elements XS)

Year 1 – \$236,034.07 including tax (includes software implementation, licensing, onboarding, training, and data migration) - The estimated year 1 cost in 2021 was \$150,000.

Year 2 – \$50,834.08 including tax

Year 3 – \$50,834.08 including tax

Implementation and annual subscription costs for the other top-rated application, with similar features, including integration with a 3rd party CRM, was quoted at:

Year 1 - \$314,870.32 before tax

Year 2 - \$311,805.32 before tax

Year 3 - \$319,225.32 before tax

Maintenance costs of Cartegraph software over the past 5-years:

Year	Cost	Change
2020	\$37,096.38	N/A
2021	\$40,685.00	+5%
2022	\$41,905.55	+3%
2023	\$43,162.71	+3%
2024	\$30,427.48	-29%

(Unused modules were removed from a one-year contract renewal to the maximum extent feasible in anticipation of a replacement. The original renewal price was quoted at \$46,184.10 which included all modules from the prior contract term not including a CRM solution. A quote received for a 3rd party CRM was an additional \$44,000 per year.)

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**Information**

**HISTORY:**

At the February 10, 2020, Council Work Session, Public Works Director Ki Bealey and Tech Services Director Chris Owen presented a proposal to pursue the replacement of the city's current (at the time) asset management software, Cartegraph Navigator. Directors Bealey and Owen noted that there would be a long-term commitment/investment in asset/inventory/performance management and that staff's goal was to minimize future implementation costs through a "train the trainer" approach. Council was supportive of the approach, however shortly thereafter, the COVID-19 pandemic triggered a state-wide stay-home order resulting in unquantifiable financial impact putting the investment on hold. Staff then turned to the City's current provider, Cartegraph, to negotiate a potential upgrade in an attempt to address functional needs.

Staff negotiated a low-cost update/transition to a newer version of Cartegraph (Cartegraph OMS). Council authorized the upgrade at the April 14, 2021 meeting (Resolution 2021-47). It was noted at the time that, "Staff will trial this new version over the next few years to determine if it will meet the City's long-term needs." The report goes on to say that staff will return to Council towards the end of the contract term to either request continuing authorization or seek approval for a new system.

Much of the work was completed in-house by city staff with this low-cost option and staff had a strategy in place to accomplish implementation over time while evaluating the application's effectiveness and ease of use. Staff completed a trial of the upgraded version of Cartegraph over the next three+ years to determine if it would meet the City's long-term needs. The team identified several

shortcomings related to the compatibility of Cartegraph OMS and the City's GIS environment. Adoption of the current software was paused and not expanded beyond Water Distribution and Fleet Services due to continued troubleshooting of errors.

Over the past year, a team of staff members from Public Works, Fleet Services, and Tech Services researched several alternative options for a replacement enterprise asset management (EAM) software platform and selected a preferred vendor/application – Novotx - Elements XS software. This program was selected by City staff based on features, GIS compatibility, integration abilities, licensing model, and cost. Elements XS is a Silver Partner with ESRI (GIS) and is highly compatible with the City's GIS. Integration with GIS is connected directly to City data, forgoing any sync processes that have been a recurring issue with the current application (Cartegraph). Elements XS can integrate with several other software applications including the City's financial platform, Munis. City staff have viewed multiple demonstrations of Elements XS to verify compatibility with our operations and the City's GIS environment. In addition to reviewing several demos of the product, multiple reference checks were conducted with similar organizations in Washington State including Wenatchee, Arlington, and Covington – all of which returned good comments.

It should also be noted that it was staff's goal to integrate a customer relationship management (CRM) application with the asset management system. A CRM is an application/technology that assists with managing customer relationships, for example citizen requests. The goal of these applications working together (integrated) is to better track, serve, and address citizen requests. Novotx offers their own public-facing portal or CRM, called "Connect," that is integrated with Elements XS. With Connect, citizens can log in to a portal and report issues they identify in the community. These reports/requests are then sent electronically, and assigned to the appropriate City Department/staff. Status updates are sent to the citizen as work is performed and completed.

#### **POLICY ISSUES:**

Purchases greater than \$50,000 require Council authorization.

For software purchases, RCW 39.26.060 provides the option for using a cooperative purchasing from an agency that completed a competitive solicitation process.

#### **PLAN COMPLIANCE:**

##### **STRATEGIC PLAN:**

"As an organization, we are driven by our mission to enhance the quality of life in Walla Walla and strive to be the best of the best of the Northwest. We accomplish this through modeling our core values, continuous improvement, and utilizing current technology and data to drive our decision-making."

Key Focus Area: High Performing Organization

Strategic Objective:

1. Address current and long-term projected gap between available revenue and resources, what is required to meet service levels and the objectives of the strategic plan.

##### **CORE VALUES:**

Service

Integrity

Collaboration

Equity

Leadership

Community

##### **COMPREHENSIVE PLAN:**

Capital Facilities and Utilities Goal 1: Walla Walla's capital facilities and utilities are well maintained and up-to-date. to meet the demands of growth and economic development.

CFU Policy 1.2 Monitor all public or private water systems; regularly maintain public systems.

Capital Facilities and Utilities Goal 4: Conservation of the natural environment and sustainable use of limited, renewable, and non-renewable resources protects and enhances the natural environment of Walla Walla.

CFU Policy 4.2 Maintain and operate the City's hydroelectric generating facility as a source for renewable energy and revenue for the City; explore other renewable energy opportunities.

Capital Facilities and Utilities Goal 5: The sound fiscal management of government services and facilities promotes a transparent and collaborative relationship between government and residents.

CFU Policy 5.1 Plan for rehabilitation of the City's utility infrastructure to ensure safe, reliable, and efficient service.

Transportation Goal 4: Maintain, preserve, and extend the life of the City's transportation infrastructure.

TP Policy 4.1 Inventory and prioritize preservation of existing transportation infrastructure (roads, bridges, traffic control devices, lighting,

etc.).

TP Policy 4.2 Maintain the existing transportation infrastructure to preserve the intended function and extend the useful life.

**ALTERNATIVES:**

1. Utilize cooperative purchasing acquisition and implementation of Novotx - Elements XS (staff recommendation).
2. Direct staff to go through a formal request for proposal process.
3. Renew the contract with Cartegraph (expiring August 2025) and continue to work with the sync problems.

**CITY MANAGER COMMENTS:**

Concur with the staff recommended option of Novotx and approved for council work session discussion.

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**Attachments**

Presentation

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# Enterprise Asset Management (EAM) & Customer Relationship Management (CRM)

January 21, 2025

Presented by:

Ki Bealey, Public Works Director

Chris Owen, Technology Services Director

Joseph French, Asset Management Supervisor





## Adopted Strategic Plan Key Focus Areas



### LIVABILITY

Livability: what the City of Walla Walla focuses on to execute the organization's mission of enhancing the quality of life in Walla Walla.



### SAFE COMMUNITY

Organizational readiness around emergency management, infrastructure stability (maintenance/repair/multimodal), and overall community safety.



### ECONOMIC HEALTH

The City's financial stability through sustainable revenue sources, attracting new businesses and shopping opportunities, and support a strong economy through diverse employment sectors.



### HIGH PERFORMING ORGANIZATION

The City will develop a culture of continuous improvement, collaboration with organizations and partners within the community, and well trained and supported work force.

## **What is Asset Management?**

It is the management of the physical assets of an organization including operations and maintenance of equipment and facilities.

## **Why is it needed?**

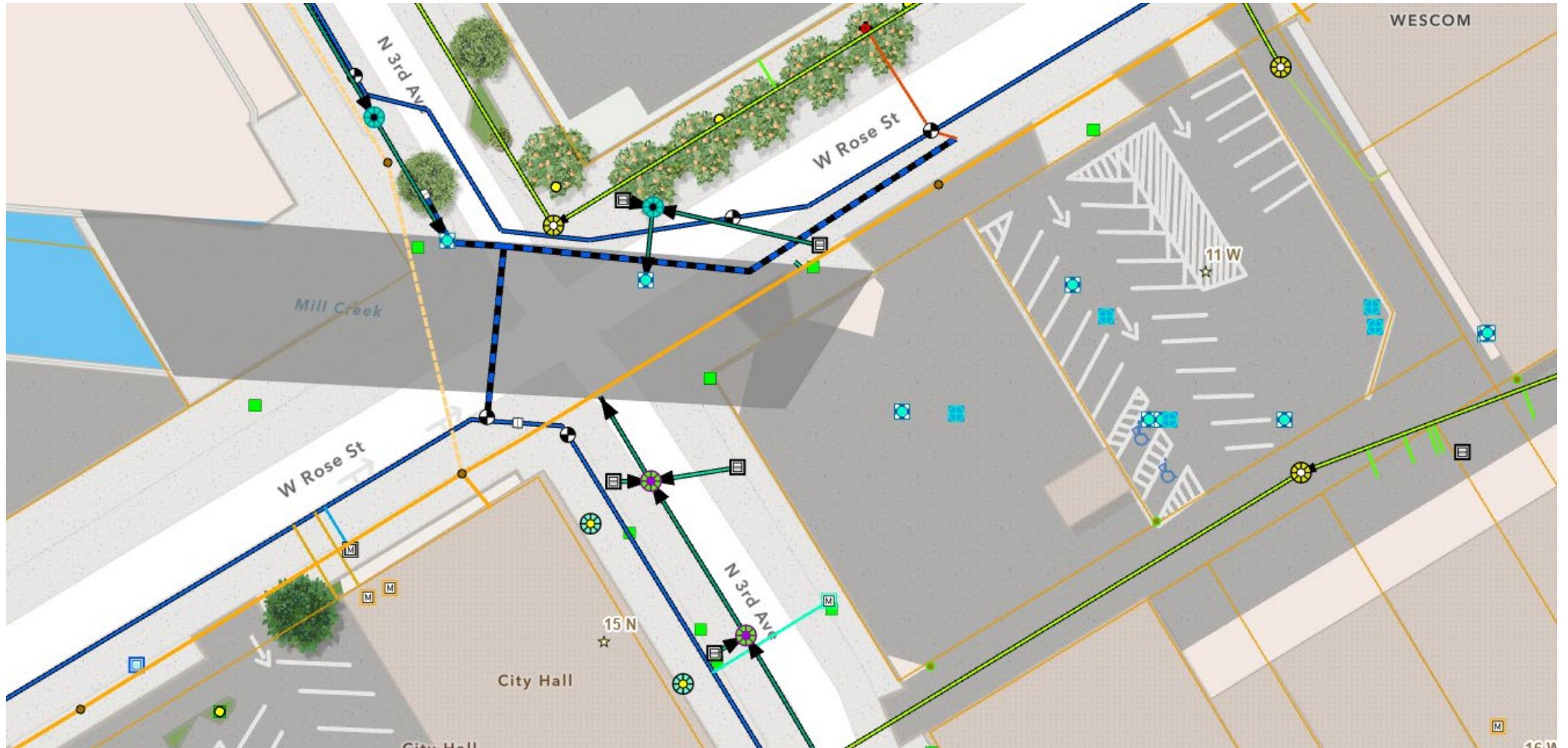
It assists in recording, tracking, planning, managing, and monitoring work, assets, and inventory.

## **Why replace what we've got?**

Current application does not sync well with the City's Geographic Information System (GIS) resulting in on-going troubleshooting and maintenance. Map symbology not consistent with other mapping applications.

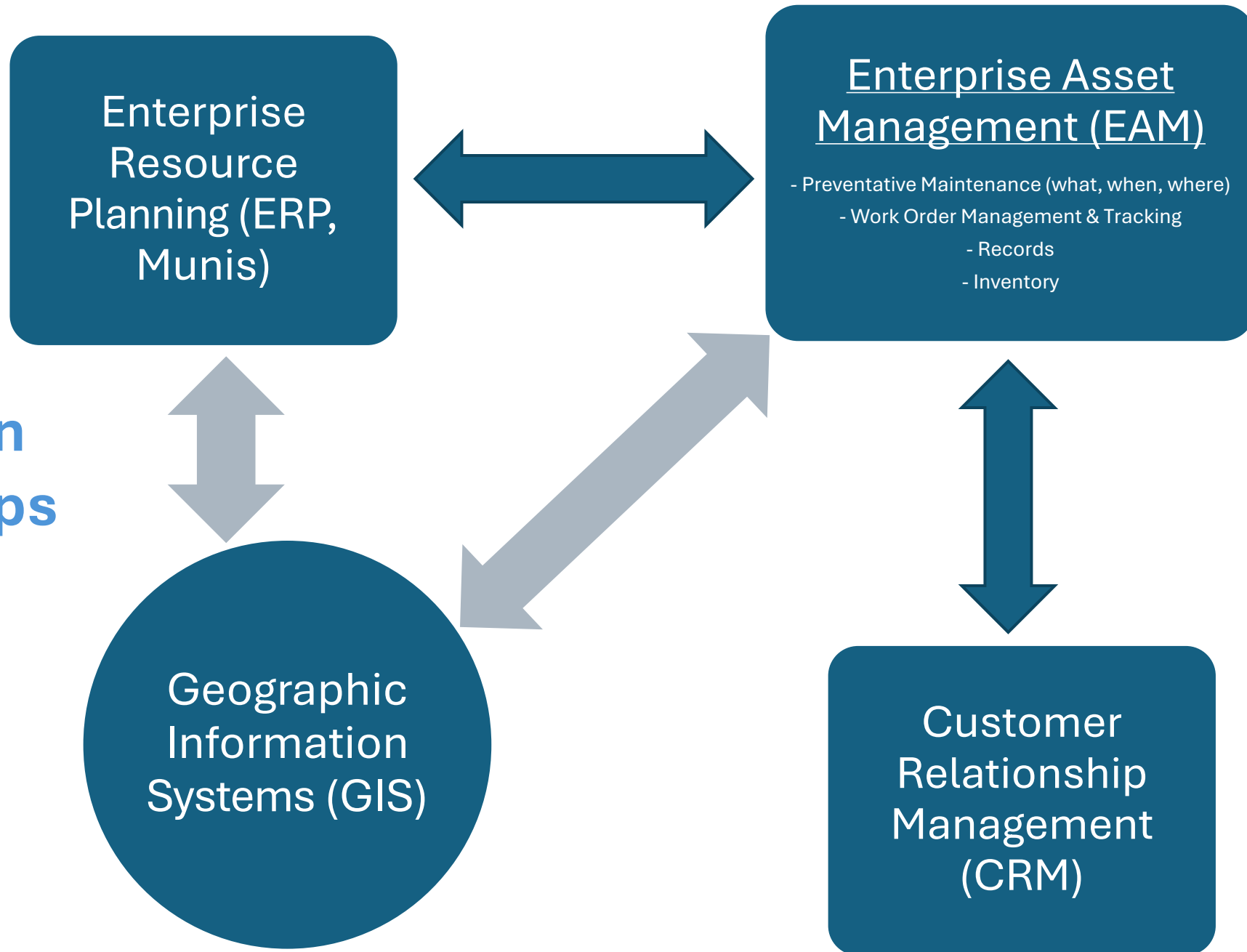
## **What are we asking for?**

Authorization to replace the current application (included in the 2025-26 budget).



- Track where and how we are spending our time and resources
- Help manage and respond to regulatory requirements
- Better manage and respond to customer requests and improve customer relationships through two-way communication
- Capture history and knowledge
- Establish and track tasks (what gets tracked gets done)

## Application Relationships



- 1996 – Initial launch
- 2008 – Updated application
- 2016 – Initiated replacement evaluation
- 2018 Strategic Plan (Resolution 2018-96)
- 2020 (February 10) – Council Work Session discussion regarding replacement
  - \*Current application at end of life
- 2020 (March 23) – COVID stay home declaration
  - \*Replacement of the application put on hold due to financial concerns
- 2021 (April 14) – Update authorized by Council
  - \*Negligible cost increase; 3-year trial
- 2021-2024 – Trial
- 2023-2024 – Pause development and Evaluation of alternatives

Strategic Initiative 1: Foster and commit to a program to improve leadership skills and organizational development.

Objective:

- Continue process improvement skill development and identify opportunities for efficiency and effectiveness

Strategic Initiative 2: Fix and Improve the City's Infrastructure.

Objectives:

- Use technology to provide better service and to improve management of operations
- Manage the City's Urban Forest
- Maintain City Buildings and Facilities

Strategic Initiative 3: Develop a strategic communications plan.

Objective:

- Create two-way engagement

Strategic Initiative 5: Achieve organizational and city resiliency.

Objectives

- Organizational succession planning



## **Key Considerations**

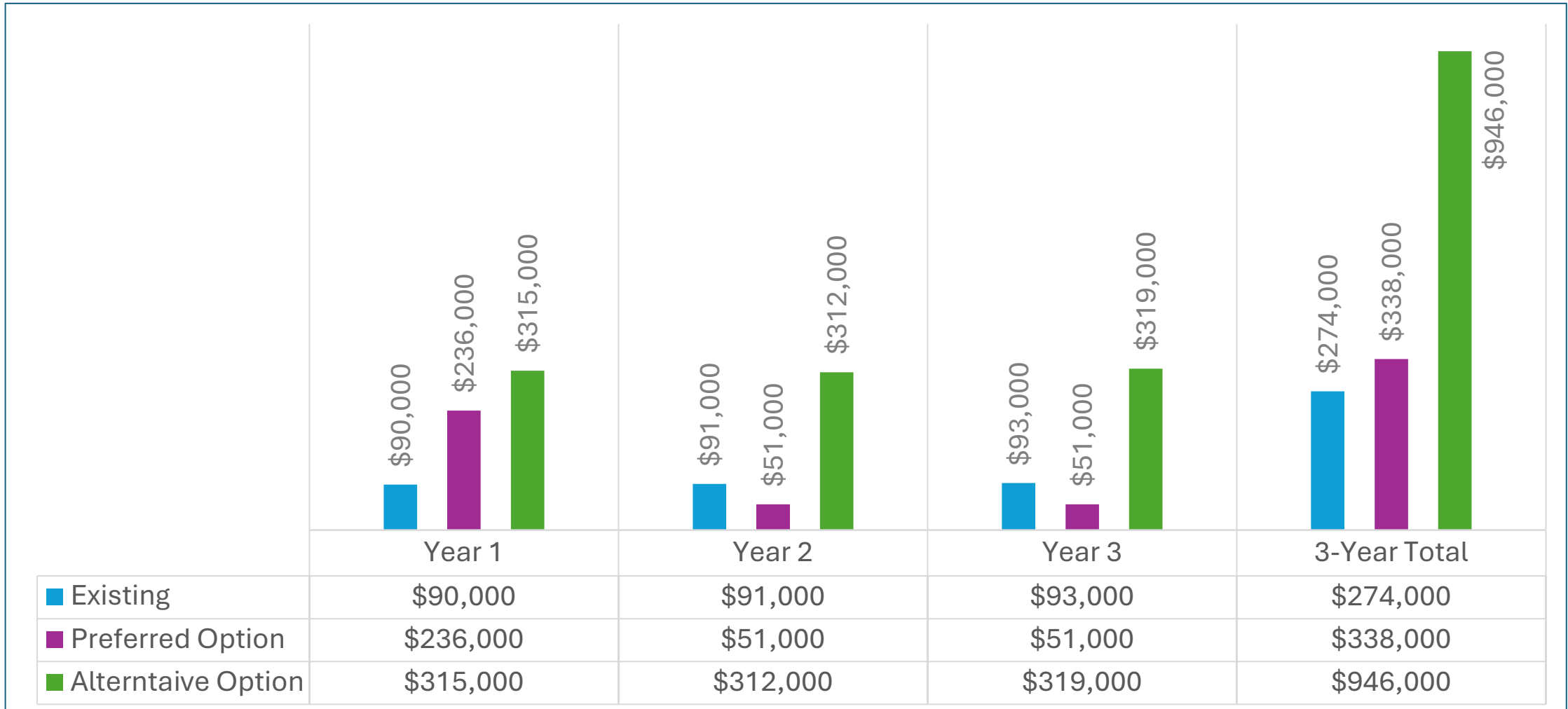
- Function
- Value
- Cost

## **Evaluation Process**

- Product demonstrations
- Team evaluations (Public Works, Fleet, Tech Services, GIS)
- Reference checks
- Cost

# Cost Comparison

A WONDERFUL PLACE TO **LIVE WORK PLAY**



- January 22 – Request Council authorization