

A G E N D A

WALLA WALLA COUNTY BOARD OF COMMISSIONERS

MONDAY, JUNE 24, 2019

(PLEASE NOTE SLIGHTLY EARLIER START TIME THIS DATE)

9:15 COUNTY COMMISSIONERS

Chairman Kimball

All matters listed within the Consent Agenda have been distributed to each County Commissioner for review and are considered routine. The Consent Agenda will be approved by one motion of the Board of County Commissioners with no separate discussion. If separate discussion is desired on a certain item, that item may be removed from the Consent Agenda at the request of a Commissioner, for action later.

- a) Roll call and establish a quorum
- b) Review warrant list

The county commissioners will take this time (at 9:15 a.m.) to review the list of warrants for approval under the consent agenda. This review time is open to the public. No other business will be transacted until the regular meeting start time of 9:30 a.m.

RECESS.

9:30 COUNTY COMMISSIONERS

- a) Declarations re: conflict of interest
- b) Pledge of Allegiance
- c) Public comment period (time limitations may be imposed)

PLEASE NOTE: *If you wish to address the Commission, please raise your hand to be recognized by the Chair. When you have been recognized, please step up to the microphone and give your name and address before your comments. The Walla Walla County Commissioners are committed to maintaining a meeting atmosphere of mutual respect and speakers are encouraged to honor this principle. (An individual may request to address the board at a later time on the agenda, if time permits, by contacting the Clerk of the Board at least 24 hours prior to the meeting.) Thank you.*

- d) **Action Agenda Items:**
 - 1) Review submitted Employee Payroll Action Forms
- e) **Public Hearing:**
 - 1) To consider amendments to the 2019 Walla Walla County Budget
- f) **Action Agenda Item:**
 - 1) Resolution _____ - Amendments to the 2019 Walla Walla County Budget
- g) **Consent Agenda Items:**
 - 1) Resolution _____ - Minutes of County Commissioners' sessions of June 17 and 18, 2019

COUNTY COMMISSIONERS (continued)

f) **Consent Agenda Items (continued):**

- 2) Resolution _____ - Addendum to Employment Agreement between Walla Walla County and Michele (Shelly) Peters
- 3) Resolution _____ - Addendum to Employment Agreement between Walla Walla County and Lizabeth Jessee
- 4) Resolution _____ - Meeting to Consider lease of County property
- 5) Approve request from County Auditor to extend the date of notification to county elected officials and department heads regarding 2020 County Budget preliminary budget estimates from the second Monday in July to the third Monday in July, pursuant to RCW 36.40.071
- 6) Payroll action and other forms requiring Board approval

g) **Action Agenda Items:**

- 1) County vouchers/warrants/electronic payments as follows: 4209524 through 4209744 totaling \$1,016,999.59 and warrant #4209745 in the amount of \$866.97
- h) Miscellaneous business to come before the Board
- i) Review reports and correspondence; hear committee and meeting reports
- j) Review of constituent concerns/possible updates re: past concerns

BOARD OF COUNTY COMMISSIONERS
WALLA WALLA COUNTY, WASHINGTON

IN THE MATTER OF ADDENDUM
TO EMPLOYMENT AGREEMENT
BETWEEN WALLA WALLA
COUNTY AND MICHELE
"SHELLY" PETERS



RESOLUTION NO. **19**

WHEREAS, pursuant to Walla Walla County Resolution No. 16 071, the Board of County Commissioners entered into an employment agreement with Michele (Shelly) Peters as the Human Resources/Risk Manager for Walla Walla County; and

WHEREAS, The Board has considered an addendum to said agreement; now therefore

BE IT HEREBY RESOLVED by this Board of Walla Walla County Commissioners that they approve an addendum to the employment agreement with Michele (Shelly) Peters, with said addendum to be attached to the original executed agreement and which shall by this reference be made a part hereof.

BE IT FURTHER RESOLVED that said addendum shall be effective as of June 3, 2019.

BE IT FURTHER RESOLVED that a copy of said addendum shall be attached to the resolution as Exhibit A (Peters).

Passed this 24th day of June, 2019 by Board members as follows: Present or Participating via other means, and by the following vote: Aye Nay Abstained Absent.

Attest:

Diane L. Harris, Clerk of the Board

Todd L. Kimball, Chairman, District 2

James K. Johnson, Commissioner, District 1

Gregory A. Tompkins, Commissioner, District 3

*Constituting the Board of County Commissioners
of Walla Walla County, Washington*

Exhibit A (Peters)

Addendum to Michele (Shelly) Peters' employment agreement effective June 3, 2019

Section 6. BENEFITS

B. Executive Leave

- a. Executive leave is governed by this agreement.
- b. For the year 2019, the employee is granted 160 hours of executive leave.
- c. One hundred sixty (160) hours of executive leave will be granted on January 1st of each succeeding calendar year. Executive leave shall not accrue from year to year nor is there any buy-out or pay-out for any unused leave at the end of a calendar year or at termination of this agreement. There shall be no restriction on the number of hours of executive leave that can be requested at any one time, nor is there a time limit for use within a calendar year.
- d. Requests for executive leave shall be processed the same as for vacation leave requests as detailed in the Walla Walla County Personnel Policies and Operations Manual.

BOARD OF COUNTY COMMISSIONERS
WALLA WALLA COUNTY, WASHINGTON

IN THE MATTER OF ADDENDUM
TO EMPLOYMENT AGREEMENT
BETWEEN WALLA WALLA
COUNTY AND LIZABETH
JESSEE



RESOLUTION NO. 19

WHEREAS, pursuant to Walla Walla County Resolution No. 15 019, the Board of County Commissioners entered into an employment agreement with Lizabeth Jesse as Director of Emergency Management for Walla Walla County; and

WHEREAS, The Board has considered an addendum to said agreement; now therefore

BE IT HEREBY RESOLVED by this Board of Walla Walla County Commissioners that they approve an addendum to the employment agreement with Lizabeth Jessee, with said addendum to be attached to the original executed agreement and which shall by this reference be made a part hereof.

BE IT FURTHER RESOLVED that said addendum shall be effective as of July 1, 2019.

BE IT FURTHER RESOLVED that a copy of said addendum shall be attached to the resolution as Exhibit A (Jessee).

*Passed this 24th day of **June, 2019** by Board members as follows: Present or Participating via other means, and by the following vote: Aye Nay Abstained Absent.*

Attest:

Diane L. Harris, Clerk of the Board

Todd L. Kimball, Chairman, District 2

James K. Johnson, Commissioner, District 1

Gregory A. Tompkins, Commissioner, District 3

*Constituting the Board of County Commissioners
of Walla Walla County, Washington*

Exhibit A (Jessee)

Addendum to Liz Jessee's employment agreement effective July 1, 2019

Section 6. BENEFITS

B. Executive Leave

- a. Executive leave is governed by this agreement.
- b. For the year 2019, the employee is granted 80 hours of executive leave. For the year 2019 only, the employee may use additional vacation leave from the employee's previous vacation leave bank.
- c. One hundred sixty (160) hours of executive leave will be granted on January 1st of each succeeding calendar year. Executive leave shall not accrue from year to year nor is there any buy-out or pay-out for any unused leave at the end of a calendar year or at termination of this agreement. There shall be no restriction on the number of hours of executive leave that can be requested at any one time, nor is there a time limit for use within a calendar year.
- d. Requests for executive leave shall be processed the same as for vacation leave requests as detailed in the Walla Walla County Personnel Policies and Operations Manual.

This replaces Section 6 B. of the current employment contract

Section 8 COMPENSATION AFTER TERMINATION – SEVERANCE PAY

- E. The Employee has been employed by the County for over fifteen (15) years and has accumulated vacation and sick leave under prior employment agreement. Effective January 1, 2020 employee shall receive payment at the current rate of \$32.08 per hour of all accrued vacation leave on said date over a three (3) year period. Effective July 1, 2019 employee shall no longer accrue vacation leave and/or sick leave.

Any sick leave balance that the Employee has accrued prior July 1, 2019 shall be carried forward until such time as Employee is eligible for cash out of sick leave (eligible for retirement under state law or retirement due to disability) and retires from County employment, at which time payment for same shall be made consistent with County policies in place on July 1, 2019 (i.e., 25% (twenty five percent) of accrued sick leave, not to exceed 240 hours), and at employee's salary in place prior to the commencement date of this addendum (\$32.08 per hour).

This is an addition to Section 8

BOARD OF COUNTY COMMISSIONERS
WALLA WALLA COUNTY, WASHINGTON

**IN THE MATTER OF A MEETING
TO CONSIDER LEASE OF
COUNTY PROPERTY**



RESOLUTION NO. 19

WHEREAS, pursuant to RCW 36.34, application to continue to lease county property has been made by Walla Walla County Fire District #8 to the Board of County Commissioners of Walla Walla County, Washington, said application accompanied by a cash deposit as required by RCW 36.34.150; and

WHEREAS, said county property is identified as the eastern portion of county parcel no. 360714140019, located near the intersection of Mill Creek Road and Interchange Road, Walla County; and

WHEREAS, the Board of County Commissioners deem it desirable to lease said property; and

WHEREAS, RCW 36.34.160 requires notice of the county's intention to make such a lease to be published and a date and time set for the purpose of considering leasing said property; now therefore

BE IT HEREBY RESOLVED by this Board of Walla Walla County Commissioners that a meeting to consider the lease of said property shall be set for Monday, July 15, 2019 at the hour of 9:30 a.m. in Commissioners' Chambers, County Public Health and Legislative Building, 314 West Main, Walla Walla, Washington.

BE IT FURTHER RESOLVED that the Clerk of the Board of Walla Walla County Commissioners shall give notice of said meeting and description of the property proposed to be leased, in the manner prescribed by law.

Passed this 24th day of June, 2019 by Board members as follows: Present or Participating via other means, and by the following vote: Aye Nay Abstained Absent.

Attest:

Diane L. Harris, Clerk of the Board

Todd L. Kimball, Chairman, District 2

James K. Johnson, Commissioner, District 1

Gregory A. Tompkins, Commissioner, District 3

*Constituting the Board of County Commissioners
of Walla Walla County, Washington*



WALLA WALLA COUNTY AUDITOR

KAREN MARTIN, AUDITOR
315 WEST MAIN
P.O. BOX 1856
WALLA WALLA, WA 99362-0356

June 17th, 2019

TO: Board of County Commissioners
FROM: Karen Martin – Walla Walla County Auditor
RE: Alternate dates for 2019 Budget

I am requesting an extension to July 22nd, to start the budget process for 2019. This will allow time for us to post the revenue (Treasurer has until the 10th to post) and expenditures for the first six months of the year and allow us to provide more detail in our budget letter to the offices and departments.

Thank you,


Karen

Revised per attached email, extension to July 15.

Diane Harris

From: Karen M. Martin
Sent: Monday, June 17, 2019 4:25 PM
To: Jim Johnson; Todd Kimball; Gregory Tompkins; Gordon Heimbigner
Cc: Jill Munns; Diane Harris
Subject: 2020 Budget Dates
Attachments: 2020 BUDGET SCHEDULE (Alternate date) .doc

Per Todd's request attached is the revised dates for the 2020 budget process as per my request for a delay to the original time lines. While these dates work well for you and I will do my best to adhere to them I am concerned with my ability to get the information compiled in the allotted time, especially getting my own budget entered on time.

FYI: The WACO conference is October 1st – 3rd in Tacoma, Wa.

Karen Martin
Walla Walla County Auditor
509-524-2546

2020 BUDGET SCHEDULE

On or before the 2nd Monday in July, County Auditor to notify departments:

(RCW 36.40.010) July 8th, 2019

Revised Date: July 15th, 2019

Due back to Auditor from departments by 2nd Monday in August:

(RCW 36.40.010) August 12th, 2019

Revised Date: August 19th, 2019

Preliminary budget to Board of County Commissioners by 1st Tuesday in September:

(RCW 36.40.050) September 3rd, 2019

Revised Date: September 10th, 2019

Notice of hearing on budget 1ST Monday in October:

(RCW 36.40.060) October 7th, 2019

Budget hearing – Alternate date for budget hearing 1ST Monday in December:

(RCW 36.40.071) December 2nd, 2019

Final budget to be fixed, upon conclusion of the budget hearing:

(RCW 36.40.080) Upon conclusion of budget hearing

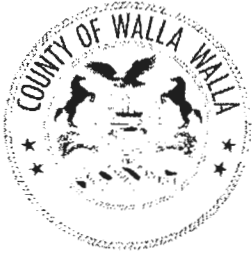
No later than December 31st, 2019

9:45

TECHNOLOGY SERVICES

Kevin Gutierrez

- a) Department update and miscellaneous



WALLA WALLA COUNTY
Technology Services Department

Kevin G. Gutierrez
Technology Services Director

315 W. Main Street, Rm 101 - Walla Walla, Washington 99362

(509) 524-2590

kgutierrez@co.walla-walla.wa.us

File: GS50-06F-03

Retain: Until Obsolete or Superseded -- PAV

June 24, 2019

To: Walla Walla County Board of Commissioners

Re: Department Update

Issues/Information for the Board.

N/A

Components (Main infrastructure)

Hardware

- Backup System install happens next week.

Software

- No issues

Security/Viruses

- No issues

Other Projects

➤ **OnBase**

- Problems on various levels.
 - Clerk – disconnects
 - OnBase install – 2 yrs overdue

➤ **Issues with Community Development Support**

- Vendor has agreed to reduce this year's maintenance by \$13,000
- Waiting on vendor to send us the project specifications and a timeline.
- Finally making some progress.
- Initial install date is 7/8
- Met with ComDev staff to ensure quick turnaround for testing – must be thorough.

➤ **SQL Server licensing**

- We are ready to begin project planning
- Funding has been identified
- We are already updating several Virtual Servers. And have asked for the final quote for SQL licensing.
- Rumor is that there is to be a price reduction in October. Plan is to update the servers using the "trial version" for 120 day then purchase at hopefully a cheaper rate.

➤ **Budget & Inventory**

- Inventory launched. About 85% to 90% done.
- Working now to locate missing items
- Working toward a total cost prediction model for replacement/budgeting purposes
- Deep cleaned our offices – making sure we have everything in inventory.
- Still need all network inventory.

- **Social Media Backup Software**
 - Software ceased to work, vendor will not support it.
 - Contacted a few more vendors. Will schedule a demo after I get back.
- **Backup System**
 - RFP Parts are here
- **Retention Training (email)**
 - July dates will be set this week
- **Public Record Requests Last 2 Weeks**
 - 6 = Requests received
 - 0 = Forwarded to departments
 - 6 = Completed
 - 0 = Pending review
 - 0 = Pending Closure
 - 0 = Litigation hold
 - 0 = Pending 3rd party notice
 - 2 = Open/Being handled by the PRO

Definitions

DMS – Document Management System (OnBase)

DAN - Disposition Authority Numbers (Secretary of State retention schedule)

JLARC=Joint Legislative Audit and Review Committee

ACCIS =Association of County, City Information Systems (managers)

API = Application Program Interface

CJIS = Criminal Justice System Information Systems

PRO=Public Records Officer

NDA=Non-disclosure agreement

EOL=End of Life

WiFi=Wireless network connectivity (Wireless Fidelity)

FTP = File Transfer Protocol (file transfer server)

ADA=Americans with Disabilities Act

DOMAIN = A group of computers administered or managed with the same rules and policies and with a common IP range.

IP address = Internet protocol address. A unique string of numbers assigned to each computer to allow communications over network or domain.

10:00

COUNTY CORRECTIONS DEPARTMENT

Norrie Gregoire

a) **Action Agenda Items:**

- 1) Proposal 2019 06-24 CORR
Approval to replace existing
gas range in Walla Walla
County Jail kitchen with two
(2) smaller units

b) Department update and miscellaneous



MEMO

Date: June 5, 2019

Proposal ID.2019 06-24 CORR

To: BOCC

From: Norrie Gregoire, Director of Corrections

Intent – Decision

Topic – Replacement of Existing Gas Range in Jail Kitchen w/ Two (2) Smaller Units

Summary – The Jail’s current gas fired range (four burners plus flat top grill) is past it’s useful life and is frequently in need of repair. In April, the gas valves for the griddle could not be controlled and the griddle surface became “blue” hot. Rather than replace the existing 60-inch range with a same size model, the Director of Corrections recommends that two 36-inch ranges be purchased: one with six burners, the other with a 36-inch griddle. Additionally, the new 36-inch range has six (6) burners as opposed to the current four (4), which will increase safety and make meal preparation more efficient. Both the Corrections Chef and Kitchen Trustees have indicated a six burner unit would increase safety and increase efficiency.

Cost

\$8,233.93, including applicable taxes (does NOT include installation or any piping).

Funding

Director of Corrections requests utilization of Law & Justice Building Fund for this replacement equipment.

Alternatives Considered

The only alternative is to continue to repair the existing 60-inch range. However, technicians report that the existing unit has outlived its useful life and should be replaced.

Acquisition Method

This proposal recommends purchase of replacement ranges through the Washington State Contract program.

Security

N/A.

Access

N/A

Benefits

The existing 60-inch gas range and oven is a mission-critical piece of kitchen equipment used daily and continually. If approved, the Corrections Kitchen will operate more safely and efficiently.

*****Authority to Execute Related Agreements Sought**

Director requests the authority to approve this purchase through the Washington State Contract process.

Conclusion/Recommendation

Director of Corrections recommends proposal approval by the Board of County Commissioners.

Submitted By	Disposition
_____	<input type="checkbox"/> Approved <input type="checkbox"/> Approved with modifications <input type="checkbox"/> Needs follow up information <input type="checkbox"/> Denied
<i>Norrie Gregoire, Director of Corrections 06/05/2019</i>	<p><u>***Authority to Execute Related Agreements</u></p> <input type="checkbox"/> Approved <input type="checkbox"/> Denied
	<hr/> BOCC Chairman Date

Additional Requirements to Proposal

Modification

Follow Up

10:15

PUBLIC WORKS DEPARTMENT

Tony Garcia

a) Department update and miscellaneous

**Walla Walla County Public Works
PO Box 813
Walla Walla, WA 99362**



To: Board of County Commissioners

From: Tony Garcia, Public Works Director

Date: 19 June 2019

Re: Director's Report for the Week of 17 June 2019

Board Action: 24 June 2019
Update Only

ENGINEERING:

- Blue Creek Bridge/Mill Creek FH: Working on drilling and blasting, preparing to begin driving piles for Blue Creek Bridge.
- Whitman Dr. W.: Working on grading and placing crushed rock and constructing concrete path. Contractor will begin paving next week.
- Mill Creek Road MP 1.1 to MP 3.96: Working on right of way.
- Mud Creek: Working on right of way.
- Middle Waitsburg Road MP 6.1 to MP 7.92: Working on right of way plans.
- Peppers Bridge Road: Working on topography map.

MAINTENANCE/FLEET MANAGEMENT:

- Chip Seal – roughly 60 miles completed. About 10 more miles of County Road to go. Started on Prescott Reimbursable chip seal June 19 and should finish June 20.
- Vegetation/Signs – Brooming and Striping.
- Garage – Routine and preventive maintenance.
- Miscellaneous – Working on fleet rate updates and planning for 2020.

ADMINISTRATION:

- Attended MPO/TAC Meeting.
- Attended WSACE Annual Meeting.
- Working on 2020 Budget.

10:30

PROSECUTING ATTORNEY

Jim Nagle/Jesse Nolte

- a) Miscellaneous business for the Board
- b) Possible executive session re:
litigation or potential litigation
(pursuant to RCW 42.30.110(i))

10:45

HUMAN RESOURCES/RISK MANAGER

Shelly Peters

- a) Department update and miscellaneous
- b) **Active Agenda Items:**
 - 1) Possible discussion/decision re: any pending claims against the County
- c) **Action Agenda Items:**
 - 1) New job description approval form – Program Coordinator – Youth Engagement for Department of Community Health
- d) Possible executive session re: qualifications of an applicant for employment and/or review performance of a public employee (pursuant to RCW 42.30.110(g)), collective bargaining negotiations (pursuant to RCW 42.30.140(4)(a)(b)), and/or litigation or pending litigation (pursuant to RCW 42.30.110(i))

11:00

COUNTY COMMISSIONERS

- a)** Discussion re Proposal 2019 04-22
Econ Dev-County Approval of
Walla Walla County to expend 9/10ths
Economic Development funds (Request
from City of Walla Walla for Spokane
Street Improvement project) due to
Spokane Street Bridge replacement
being put on hold until 2020 by City
of Walla Walla

- b)** Possible direction/action re above



MEMO

Date: 4-22-19

Proposal ID. 2019 04-1529 EconDev – County

To: BOCC

From: Diane Harris, Clerk of the Board

Intent – Approval of Walla Walla County expending funds

Topic – Approval of Walla Walla County expending funds from the Economic Development Sales Tax Funds for the City of Walla Walla – Spokane Street Improvement Project

Summary

The County Commissioners met during their regularly scheduled meeting on April 8, 2019 to hear the City of Walla Walla's request for funding for the Spokane Street Improvement Project. This request is for \$250,000 from Walla Walla County's portion of the Economic Development Sales Tax Fund.

The County Commissioners continued their discussion on the request during regular scheduled meetings on April 15 and 22, 2019. During the meeting on April 22nd a motion was made to approve \$125,000 paid in two (2) separate installments with the condition that the Penrose Hotel has an active building permit for the project on Spokane Street before any funds are paid. The first payment of \$62,500 would be paid upon issuance of an active building permit for the Penrose Hotel project and the final payment of \$62,500 will be paid upon completion of the Spokane Street Improvement project.

Walla Walla County ~ 9/10ths funds - \$125,000

Cost

\$125,000

Funding

9/10ths Funds –Walla Walla County

Alternatives Considered

N/A

Acquisition Method

N/A

Security

N/A

Access

Risk

Benefits

Conclusion/Recommendation

Approval of Walla Walla County expending \$125,000 out of their portion of the 9/10^{ths} Economic Development Funds for the City of Walla Walla – Spokane Street Improvement Project.

Submitted By

Diane Harris, Commissioners 4/22/19

Disposition
 Approved

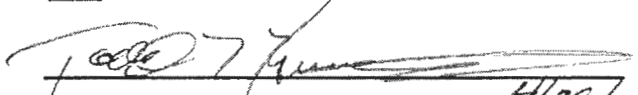
Name Department Date

Approved with modifications

Needs follow up information

Signature

Denied


BOCC Chairman 4/29/19
Date

Additional Requirements to Proposal

Modification

Follow Up

11:15

SHERIFF

Mark Crider

- a) Department update and miscellaneous

11:30

JOINT FINANCIAL UPDATE

**Karen Martin
Gordon Heimbigner**

- a) 2019 Budget update

11:45

COUNTY COMMISSIONERS

- a) Miscellaneous business to come before the Board

12:00

RECESS

a) Public Hearing:

1) To continue the public hearing from December 18, 2018 to receive public comment on the 2018 update of the Walla Walla County Comprehensive Plan including the county-sponsored and non-county sponsored amendments on the final docket

a) CPA18-001/ZCA18-001, Walla Walla County Comprehensive Plan and Development Regulations Periodic Update

b) CPA17-005/REZ17-005/ZCA17-005, City of College Place #1: Martin Field UGA (Urban Growth Area) Removal, Re-designation, Map and Text Amendments

(Note: This item was withdrawn by the City of College Place on December 18, 2018 and is not under consideration for approval by the Board. However, comment will be allowed on the withdrawal of the item by the City of College Place.)

c) CPA17-006/REZ17-006, City of College Place #2: SR-125 Corridor UGA Expansion and Technical Map Corrections

d) CPA17-008/REZ17-008, City of Walla Walla: South – 3rd and Langdon UGA Removal

e) CPA17-004/REZ17-004, Sheryl Cox: Walla Walla Community College Area UGA Expansion

b) Department update and miscellaneous

For a complete packet visit...https://www.co.walla-walla.wa.us/government/community_development/2018_update.php

Walla Walla County Community Development Department

310 W. Poplar Street, Suite 200, Walla Walla, WA 99362 / 509-524-2610 Main

To: Board of County Commissioners
From: Tom Glover, Director
Lauren Prentice, Principal Planner
Date Prepared: June 14, 2019
Agenda Date: June 24, 2019
RE: Cover Memo: Continued 2018 Final Docket Public Hearings

Attachments

- A. Summary of County's 2018 Periodic Update
- B. Staff Report: County's Revised College Place UGA Residential Land Capacity Analysis and Proposed College Place UGA Expansion
- C. Staff Report: County's Revised College Place UGA Commercial/Industrial Land Capacity Analysis – College Place UGA
- D. Revised County Land Capacity Analysis, June 14, 2019
- E. City of College Place Proposed UGA Map, November 29, 2017
- F. Martin Airfield Area Map showing area unbuildable area deducted to Airport Safety Requirements
- G. Employment Security Department Spreadsheet for City of College Place
- H. Employment Security Department Spreadsheet for City of Walla Walla
- I. Email from Gregg Dohrn, June 7, 2019
- J. Email from Gregg Dohrn, June 6, 2019
- K. Emails (2) from Jon Rickard with maps, May 31, 2019
- L. Emails from Lauren Prentice to City of College Place, May 30 and June 4, 2019
- M. Letter from Jared Hawkins for Timber Ridge dated March 22, 2019
- N. Notice of Continued Public Hearing and Certificate of Notification, Resolution 19-141
- O. Planning Commission Resolution 18-03

Background and Summary of Non-County Proposals

On December 18, 2018, the Board of County Commissioners held public hearings for the County's 2018 Periodic Comprehensive Plan and Development Regulations Update and the four non-County UGA amendment applications placed on the 2018 Final Docket earlier in the year; these applications are described below. The hearing was continued by the Board to allow for resolution of a SEPA appeal related to proposals by the City of College Place and to ensure that appropriate consideration is given to everything on the 2018 Final Docket as well as all public comments.

2018 Final Docket Non-County UGA Amendment Applications

1. *CPA17-005/REZ17-005/ZCA17-005 – City of College Place #1 – Martin Field UGA Removal, Re-designation, Map and Text Amendments*
City of College Place Comprehensive Plan, zoning map, and zoning code amendment applications to remove 216-acres around Martin Field from the College Place urban growth area (UGA) and re-designate an additional 18-acres within the UGA from Industrial to Low Density Residential/R-96. The zoning code text amendment would establish a new zoning district for the 216-acres: 'Airport Development – Martin Field,' and associated development regulations. Amend land use maps LU-1 and LU-3, the County Zoning Map, text of the

Comprehensive Plan, Chapter 17.12 – Establishment of Districts, and Section 17.16.014 Permitted Uses Table.

NOTE(S): This application was the subject of a State Environmental Policy Act (SEPA) appeal received on December 5, 2018 from the Martin Airfield Coalition. As a result, this amendment application was withdrawn by the City of College Place on December 18th, the day of the public hearing. The City's withdrawal of the application rendered the DNS appeal moot. The appellant agreed to withdraw the appeal and it was dismissed by the Board at the recommendation of the Hearing Examiner. The County stipulated that, other than allowing public comment on the withdrawal, this application will receive not further consideration in connection with the 2018 Periodic Update. Additionally, the County stipulated that until or unless conditions change, the County has no intention of pursuing the removal of this property from the UGA.

2. *CPA17-006/REZ17-006 – City of College Place #2 – SR-125 Corridor UGA Expansion and Technical Map Corrections*

City of College Place Comprehensive Plan and zoning map amendment applications to add 158-acres in the SR-125 corridor to the College Place urban growth area (UGA) and assign low density residential and commercial land use and zoning designations. A total of 110-acres (Areas 2B and 2C) of residential land would be added to the UGA and zoned R-96 Suburban Residential. A total of 48-acres (Area 2A) of commercial land would be added between Peppers Bridge Road and Highway 125. College Place also proposed the establishment of an "Urban Reserve" of 58-acres to be "applied to an area(s) identified in the future that are suitable for industrial development." Amend land use maps LU-1 and LU-3, and the County Zoning Map to include Areas 2A, 2B, and 2C, plus three technical map corrections.

NOTE(S): This application also includes three technical map amendments for short segments of rights-of-way which would not impact the population or employment projections.

Since the City of College Place withdrew Application #1, there is no basis for establishing a 58-acre "Urban Reserve."

In their application, the City proposed R-96 zoning for Areas 2B and 2C. This is the County's least dense urban residential zoning district. The City of College Place does not have a R-96 zoning district. In their application, the City stated that once annexed, they expected to assign R-75 zoning to these properties. It is unclear why the City's application did not propose the assignment of County zoning that is more consistent with the R-75 zoning. For example, the County has an R-72 district. In the past, the County has assigned R-60 zoning to the majority of the unincorporated College Place UGA because this is the zoning district that we have in common. More recently, the City has stated that they are amending their development regulations to consolidate their residential districts.

Analysis of the proposed UGA expansion is included in the attached staff reports (Attachments B and C).

3. *CPA17-008/REZ17-008 – City of Walla Walla – South – 3rd and Langdon UGA Removal*
City of Walla Walla Comprehensive Plan and zoning map amendment applications to remove 198-acres at 3rd Avenue and Langdon Road, bounded by Yellowhawk Street on the north, from the Walla Walla urban growth area (UGA) and assign Rural Residential 5 land use and zoning designations. Amend land use maps LU-1 and LU-3, and the County Zoning Map.

4. *CPA17-004/REZ17-004 – Sheryl Cox, Walla Walla Community College UGA Amendments*
Site-specific Comprehensive Plan and zoning map amendment applications by Sheryl Cox affecting the Walla Walla urban growth area (UGA) and land on the easterly edge of the Walla Walla Community College; impacts two parcels (27-acres; APN360714430006, 370714430005). Amend land use maps LU-1 and LU-3, and the County Zoning Map to bring the properties into the UGA and change the land use and zoning to Public Reserve.

Summary of the County's Proposed 2018 Periodic Update

Walla Walla County is completing an update to its Comprehensive Plan and development regulations, as required by RCW 36.70A. The purpose of a mandatory periodic update under the Washington State Growth Management Act (GMA) is to review and, if needed, revise the plan and regulations to ensure they comply with the GMA; this differs from the annual amendment process.

A detailed list of the proposed Comprehensive Plan and development regulations amendments is included in Attachment A.

20-year Population Projections and Allocations

As presented to the Board on December 18, 2018, the updated plan would retain the existing population projections and allocations (for the cities of College Place, Prescott, Waitsburg and Walla Walla) for 2038, the next 20-year planning period. These population targets and allocations were adopted by the County in 2005, and retained in 2013 for 2033, with concurrence by the cities of Walla Walla and College Place.

The Countywide target is 71,724 which falls within the medium and high population projections from the Office of Financial Management (OFM) for 2038.

The City of College Place has recommended that the Countywide 20-year growth projection should be re-allocated based on the current percentage of population within each city. This would result in an increase to the population growth for College Place (1,385 to 1,587) and a reduction to the allocated growth for the City of Waitsburg and the City of Prescott. The City of Walla Walla would not be affected by this re-allocation.

SEPA Appeal and Public Hearing Continuance

At the time of the December 18, 2018 Public Hearing, an appeal of the County's November 21, 2018 SEPA Determination of Non-Significance (DNS) was pending. The appeal was submitted by specifically related to the application by the City of College Place to remove Martin Field from the City's UGA. However, the SEPA determination evaluated the County's draft 2018 Periodic Update and tied in environmental review of the four non-County UGA amendment applications. The Board could not take final action on the Periodic Update or amendment applications until there was resolution of the appeal.

Notice of Continued Public Hearing

The Community Development Department provided notice of the continued public hearing by publication in three papers: the Walla Walla Union Bulletin (Official Gazette), Tri-City Herald, and the Waitsburg Times. The notice was also posted on the Community Development Department webpage and emailed to interested parties and members of the public who participated in open houses, meetings, hearings and provided contact information. The notice was sent by regular mail to the non-County applicants as well as property owners located within the proposed non-County UGA amendment areas. Documentation related to this notice issuance is included in Attachment N.

Urban Growth Area (UGA) Sizing

The Washington State Growth Management Act (GMA) requires that urban growth areas (UGA) contain sufficient capacity to accommodate the projected urban growth for the 20-year planning period of the comprehensive plan. Not only must the County ensure that there is sufficient capacity to accommodate the projected 20-year growth target, the County must also ensure that UGAs are not oversized. Per WAC 365-196-310(2)(e), a UGA “may not exceed the areas necessary to accommodate the growth management planning projections, plus a reasonable land market supply factor, or market factor.”

Planning Commission Recommendations

On December 5, 2018, the Walla Walla County Planning Commission held a public hearing to take comment on the 2018 Final Docket of amendments to the County’s Comprehensive Plan and Development Regulations, and to forward final recommendations to the Board of County Commissioners.

The Planning Commission made the following recommendations regarding the applications that remain on the 2018 Final Docket (not including the College Place application which was withdrawn); these recommendations are documented in Attachment O.

1. Approve the Walla Walla County 2018 Comprehensive Plan and Development Regulations Periodic Update with conditions (CPA18-001, ZCA18-001):
 - a. That Density Waiver Option #1 be approved instead of Option #2.
 - b. That the changes recommended by the Washington State Department of Health are incorporated into the Final Comprehensive Plan.
 - c. That the changes recommended by the Department of the Navy are incorporated into the Final Comprehensive Plan.
2. Approve City of College Place Application #2 – SR-125 Area (CPA17-006, REZ17-006) with a condition that the proposed unspecified 58-acre ‘Urban Reserve’ not be approved.
3. Approve City of Walla Walla South Application – (CPA17-008, REZ17-008).
4. Approve the Sheryl Cox/Walla Walla Community College Application – (CPA17-004, REZ17-004).

Public Comments

As of the preparation of this staff report, one public comment letter has been received since the December 18th public hearing. This is a comment letter (Attachment M) from attorney Jared Hawkins on behalf of Timber Ridge Development, LLC, the developer of the Soaring Hawk Subdivision which is located within proposed UGA expansion area 2B. This letter supports approval of the proposed expansion.

ATTACHMENT A

Summary of Proposed Walla Walla County 2018 Periodic Update

Walla Walla County is completing an update to its Comprehensive Plan and development regulations, as required by RCW 36.70A. The purpose of a mandatory periodic update under the Washington State Growth Management Act (GMA) is to review and, if needed, revise the plan and regulations to ensure they comply with the GMA; this differs from the annual amendment process. The updated plan would retain the existing population projections and allocations (for the cities of College Place, Prescott, Waitsburg and Walla Walla) for 2038, the next 20-year planning period. The existing population targets were adopted in 2005 and retained in 2013 for 2033; the countywide target is 71,724 which falls within the medium and high population projections from the Office of Financial Management (OFM) for 2038.

Proposed Comprehensive Plan Amendments

Proposed revisions by chapter are identified below.

Chapter 1, Introduction

- Added information about the Columbia River and Snake River.
- Added information on water availability and management, including information regarding the Walla Walla Watershed Management Partnership.
- Provided information on public participation for the 2018 update of the comprehensive plan.

Chapter 2, Critical Areas

- Updated existing conditions with information sourced from best available science.
- Added policies to incorporate best available science and gave special consideration to anadromous fisheries, as directed by the GMA.
- Added a policy and text to reflect the County's participation in the Voluntary Stewardship Program for the protection of critical areas on agricultural lands.

Chapter 3, Shorelines

- Updated to reflect the locally adopted Shoreline Master Program, including adding a goal and policy highlighting the relationship between the comprehensive plan and the Shoreline Master Program.

Chapter 4, Housing

- Updated existing conditions to reflect recent information.
- Added a policy allowing for temporary placement of manufactured homes for medical hardships, as currently allowed under development regulations.

Chapter 5, Land Use

- Updated existing conditions to reflect recent information, including population projections and distribution.
- Removed or refined goals and policies to improve consistency with County code and implementation practices, and to increase conciseness and clarity.
- Added goals and policies for the protection of quality and quantity of ground water used for public water supplies, promotion of physical activity, citizen participation, and amendments to include the most recent Countywide Planning Policies.

Chapter 6, Rural and Resource Lands

- Updated existing conditions to reflect recent information.
- Revised goals and policies to reflect current information, to improve consistency with County code and implementation practices, and to increase conciseness and clarity.

Chapter 7, Parks and Recreation

- Added information on the Blue Mountain Regional Trails Plan.
- Removed outdated discussion of level of service.

Chapter 8, Transportation

- Updated to include changes to the transportation network and within the planning bodies that guide transportation policies and improvements.
- Revised goals and policies to be organized around the Washington Transportation Plan policy goals for clarity and consistency with other local and state-level plans.
- Added information about non-motorized transportation facilities, traffic forecast data, funding of the county road system, concurrency, and the County's system for prioritizing transportation projects.

Chapter 9, Utilities

- Updated existing conditions to reflect recent information.

Chapter 10, Capital Facilities

- Updated existing conditions to reflect recent information.
- Included current six-year capital facilities plan.

Chapter 11, Economic Development

- Updated existing conditions to reflect recent information.
- Refined policies to provide clarity.

Chapter 12, Burbank Subarea Plan

- Updated existing conditions to reflect recent information.
- Updated Burbank subarea land use designations to reflect allowed development patterns.
- Added goals and policies related to public participation and access to County services.
- Revised goals and policies to increase conciseness and clarity.

Appendices

- Appendix A is a new appendix containing updated comprehensive plan maps. In the 2007 plan, maps were included at the end of each chapter. In the updated plan all the maps will be included in Appendix A. All maps were updated to include current and improved base map data. Minor improvements to formatting were also made.
- Appendix B: Growth Management Act Legislative Summary and Appendix C: Public Involvement Process were updated to include new information and background.
- Appendix D: 1998 Agricultural Lands Survey and Appendix H: Projects Eligible to Receive Economic Development Sales Tax Funds were not amended.
- Appendices E, F and G include new transportation information including the County's 6-Year Transportation Improvement Program and Priority Array, replacing appendices D, E, and F in the 2007 plan.

Development Regulations Amendments

Title 8 – Health and Safety

- Minor revisions to reflect current zoning districts.

Title 14 – Development Code Administration

- Updates to project noticing procedures per County staff direction.
- Changed timing of the required comprehensive plan periodic update from once every seven years to once every eight years consistent with the GMA requirements.

Title 16 - Subdivisions

- Removed outdated floodplain provision.

Title 17 - Zoning

- Added new section that includes language from County legal staff related to the Hirst decision.
- Added allowance for electric vehicle battery charging stations in non-residential and non-resource zones consistent with the GMA requirements.
- Updated definitions and associated text related to manufactured and mobile homes to reflect current usage of terms and to be consistent with Title 15.
- Updated definitions for Variance and Produce Market to be consistent with other chapters in Title 17.
- Amended cluster development buffer/setback requirements to provide clarification.
- Amended WWCC 17.18.050 – Residential density in urban growth areas to modify density waiver requirements. Two options under consideration. Option 1 would require a 5-acre minimum lot size for lots created by a density waiver. Option 2 would not require a specific minimum lot area beyond existing zoning and health requirements, but it would require that applicants clearly demonstrate how redivision at the required minimum density would not be precluded by the proposed building or lot line layout.
- Amended WWCC 17.18.070C to modify procedure for calculating buildable site area, excluding some critical areas but not all.

Title 18 - Environment

- Made updates throughout Chapter 18.08 to make it consistent with the update of the Shoreline Master Program, critical areas regulations and the GMA requirements.
- Added language to reference the applicability of the Voluntary Stewardship Program to agricultural activities.

Critical Areas Map Updates

All critical areas maps were updated to include current and improved base map data. Some new map numbers were assigned and minor improvements to formatting were also made.

- Map CA-1A (old Map 1) updated to include new Well Head Protection Area data from the Washington State Department of Health. New base map data (e.g. jurisdiction boundaries, roads) included.
- Map CA-1B (old Maps 7 and 7A) updated to include new base map data (e.g. jurisdiction boundaries, roads).
- Map CA-1C (old Maps 8 and 8A) updated to include new base map data (e.g. jurisdiction boundaries, roads).
- Map CA-2 (old Maps 2A and 2B) updated to include new base map data (e.g. jurisdiction boundaries, roads) and classify wetlands by type. Used 2018 NWI data from USFWS.
- Map CA-3 updated to include new base map data (e.g. jurisdiction boundaries, roads) and classify flood fringe by zone.
- Map CA-4A updated to include new base map data (e.g. jurisdiction boundaries, roads).
- Map CA-4B is a new map showing Seismic Design Site Class data from the Washington State Department of Natural Resources, one of the sources cited in WWCC 18.08.510.
- Map CA-4C (old Map 4B) updated to include new base map data (e.g. jurisdiction boundaries, roads) and reclassify sloped areas in intervals of 15%.
- Map CA-4D replaces old Maps 4C and 4D and shows potential soil erosion susceptibility from NRCS soil data. Severe and Very Severe classifications are designated geologically hazardous areas per WWCC 18.08.500B(1). Current Maps 4C and 4D included information on potential wind and water erosion susceptibility which did not correspond to any critical areas designations.
- Map CA-5A (old Map 5) updated to include new base map data (e.g. jurisdiction boundaries, roads) and indicate required minimum riparian buffer width. No changes to buffer widths or designations. New map extent improved; shows entire County instead of only the Walla Walla/College Place area.
- Map CA-5B (old Map 6) updated to include new base map data (e.g. jurisdiction boundaries, roads) and updated PHS data (May 2018) from WDFW, and only show priority habitats and species designated by the County as fish and wildlife habitat conservation areas. Also shows three designated habitats of local importance. No changes to designations.

Walla Walla County Community Development Department

310 W. Poplar Street, Suite 200, Walla Walla, WA 99362 / 509-524-2610 Main

To: Board of County Commissioners
 From: Tom Glover, Director
 Lauren Prentice, Principal Planner
 Date Prepared: June 14, 2019
 Agenda Date: June 24, 2019
 RE: Continued Final Docket Public Hearings – Staff Report – Residential Land Capacity and Proposed College Place UGA Expansion

Referenced Attachments (June 24, 2019)

- D. Revised County Land Capacity Analysis, June 14, 2019
- E. Non-County Proposed UGA Maps: College Place, Walla Walla, Sheryl Cox
- I. Email from Gregg Dohrn, June 7, 2019
- J. Email from Gregg Dohrn, June 6, 2019
- K. Emails (2) from Jon Rickard with maps, May 31, 2019
- L. Emails from Lauren Prentice to City of College Place, May 30 and June 4, 2019

Background and Results

At the May 28, 2019 workshop we presented the County's Revised Land Capacity Analysis, which showed a reduced residential land capacity within the unincorporated College Place UGA of 491 people. Combined with the City's estimate of population capacity within the incorporated area (1,171), the total capacity within the UGA for residential development is 1,662.

This is sufficient to accommodate the projected population growth for College Place, which is currently 1,385 people (surplus 277). It would also be enough land to accommodate a re-allocated population growth estimate based on current population distribution of 1,589 people (surplus 73).

As presented in the May 28th workshop, the City has estimated less residential capacity within the existing unincorporated UGA than the County has. The City of College Place provided the County with 10 drafts/versions of their Land Capacity Analysis over the last year; these versions are compared in a table compiled by County staff (May 28, 2019 Attachment N).

Earlier documentation provided by the City of College Place presented different results. In their May 8, 2018 "Application Clarification" memorandum, in response to decision criteria Walla Walla County Code (WWCC) 14.10.070B(5)(a)(1) through WWCC 14.10.070B(5)(a)(3), the City provided the following responses, which indicate that at the time the City had concluded that an expansion was not necessary to accommodate the 20-year population growth.

WWCC 14.10.070B(5)(a) "For each proposed amendment to an urban growth area policy or land use map the planning commission shall consider the following information:

The 20-year population and/or employment projections for the county."

City Response: "The proposed amendments would provide the City with additional land, suitable for residential development, sufficient to meet 20-year population projections.

While there is sufficient land in the current UGA to meet the projected population growth, there is little more than just that, certainly not enough to meet ongoing growth..." (emphasis added).

WWCC 14.10.070B(5)(a)(3) "The allocation of projected county population and/or employment to the urban growth area."

City Response: "The addition of UGA Areas 2B and 2C will provide additional land highly suitable for urban residential development that increase the range of opportunities in the City. The addition of UGA Area 2A provides development opportunities for the economic base necessary to support the projected population growth..."

WWCC 14.10.070B(5)(a)(4) "The buildable lands analysis for each urban growth area."

City Response: "...The City is in the process of finalizing an extensive analysis of land use within the City limits and the College Place UGA... As you will note in table 4... there is **barely enough vacant land in the City to meet the projected population growth in the city over the next 20 years.** There is no margin for error.... The addition of UGA Areas 2b and 2C will provide some additional capacity and a reasonable margin should growth occur at higher rates than projected." (emphasis added)

When the City did later finalize (revise) their analysis they reached a significantly different result than what was described in the May 8, 2018 Application Clarification memo.

Proposed Amendments to the Walla Walla UGA

The additional work that staff and The Watershed Company have been doing this year all relates to the proposed College Place UGA expansions and how they will impact the City's projected 20-year population and employment growth.

This additional analysis is an extension of the Land Capacity Analysis conducted in early 2018 and the County's responsibilities under the Growth Management Act (GMA). But it was also the result of a few late-breaking developments which were out of the County's control. First, the City of College Place chose (as a result of a SEPA appeal) to withdraw their application for the Martin Airfield UGA removal and the associated re-designation of 18-acres of residential land. Secondly, there was a significant amount of public comment (negative and positive) regarding the City of College Place's proposal to expand the UGA at the December 18, 2018 BOCC Public Hearing that had not been heard earlier in the process. And lastly, the City of College Place contended that the County's analysis had overestimated the capacity within the existing unincorporated UGA, so the County undertook further analysis and discussions with College Place to re-evaluate the analysis completed in May 2018.

In 2019, the County did not conduct any additional analysis of capacity within the other UGAs. However, one change made in the Revised County UGA did slightly reduce the estimated residential capacity within the other UGAs. In the May 2018 Draft County LCA, an average household size Countywide of 2.49 persons was used. In the Revised County LCA, this was changed for all UGAs to 2.36 persons, which is the average household size for all cities. This change is consistent with the 2012 consensus methodology.

Additionally, if the County chooses to re-allocate the 20-year population growth based on the current population distribution as recommended by College Place, the population allocations for Prescott and Waitsburg would be slightly reduced and 204 persons would be allocated to College Place. Prescott and Waitsburg would still have surplus residential capacity. This would not impact Walla Walla.

The other two applications on the Final Docket affect the Walla Walla UGA. The application by Sheryl Cox (CPA17-004, REZ17-004) would add 27-acres (two parcels) to the Walla Walla UGA at the easterly edge of the Walla Walla Community College. These 27-acres would be zoned Public

Reserve so this additional land will not change the capacity of residential, commercial, and industrial land within the Walla Walla UGA. The other application on the docket is the proposal by the City of Walla Walla to remove 198-acres at 3rd and Langdon from the UGA. Even after adjusting the LCA to use the smaller household size, the analysis still shows that the removal will not impact the 20-year population growth for Walla Walla. This land can be removed from the Walla Walla UGA and there will still be surplus capacity.

Assumed Future Density

Since the vacant and underdeveloped land supply for each district has already been adjusted for critical areas, public lands, a market factor, and a site utilization factor, a net dwelling unit capacity per acre for each district was applied, which was based on the minimum lot size for the district. This is the approach outlined in the 2012-2013 consensus methodology that was used in the County’s 2018 analysis.

County UGA residential districts	2018 County Assumed Density
R-96	4.5
R-72	6
R-60	7
RM	12

The average of these single-family residential density factors is 5.8 dwelling units per acre.

The Washington State Department of Commerce 2012 Urban Growth Area Guidebook (page 103) provides five guidelines to assist jurisdictions in determining assumed densities. Basing the Assumed Future Density factor on the minimum lot size is consistent with Guideline 5, ensuring that urban densities increase over current trends.

1. Using achieved densities as assumed densities if they fit within expected values for particular zones and planned land use areas. Adjustments can be made based on recommendations from local jurisdictions.
2. Using a midpoint density between the maximum allowed under zoning and either the minimum allowed or achieved density. This approach may be more appropriate for multifamily zones, which often have a wide range of allowed densities.
3. Using selected recent planned developments as models for future development densities in a particular zone.
4. Ensuring that incorporated city UGA averaged assumed densities (over the entire city) remain above accepted thresholds of urban densities (e.g. four DUs per acre).
5. Ensuring that urban densities increase over current trends.

The City of College Place provided the County with 10 drafts/versions of their Land Capacity Analysis over the last year; these versions are compared in a table compiled by County staff (May 28, 2019 Attachment N). According to documentation provided to the County by City staff, the City used the following assumed density calculations for estimating capacity with the city limits. Within the city limits the City used a different factor for each zoning district; the average of the factors used for single-family zones is 5. The City’s factor of 5 is only slightly smaller than the average of the County’s single-family residential density factors, which is 5.8.

City Zoning District	2018 City Assumed Future Density
R-75	5
R-60	6

PUD	4
RM	12

In estimating the capacity within the unincorporated UGA, the City of College Place used a single factor for all single-family and multi-family residential lands. In the initial drafts of the College Place LCA, the City used the factor of 6 dwelling units per acre for the existing unincorporated UGA, and then in May of 2018 the City changed the UGA assumed density factor for the existing unincorporated UGA to 5 dwelling units per acre. In recent conversations, City staff has said that they also revised their LCA to use the 5 dwelling unit per acre assumption within the city limits. However, they have not provided us with a revised version of their LCA that shows this. The most recent documentation provided by College Place (January 2019), lists the same capacity within city limits (1,171) as shown in the earlier versions provided by the city, which utilized a different factor for each district (noted above).

Achieved Density

In his May 24, 2019 letter, Jon Rickard states that the City’s density factor of 5 was based on the achieved density of the following subdivisions.

- 321-unit Homestead Village Subdivision – 4.5 dwelling units per acre (in most recent phase)
- 269-unit Villages of Garrison Creek Subdivision – 5.1 dwelling units per acre
- 106-unit Whitman PUD – 5.0 dwelling units per acre

After the workshop on May 28th, County staff asked the City to provide background data showing how they calculated this density (i.e. gross site area, total area within roads and open space, net site area). An email requesting this information was sent to City staff on Thursday, May 30th, and having received no response, a follow up email was sent on Tuesday, June 4th (see Attachment L).

The City did not provide the information requested in these emails, but the City did confirm via phone on Thursday, June 6th, that they reached these achieved density calculations by dividing the gross site area by the number of units. For this reason, it is not appropriate to use these achieved density factors in the County’s LCA because the density factor used in the 2012 consensus methodology is applied to the net site area, not the gross site area. The area needed for roads, open spaces, utilities, and other public/community uses are accounted for with the 65% site utilization factor.

It would have been interesting to review the subdivision data compiled by the City, because in addition to reviewing the achieved density of these subdivisions, which could have informed the assumed density factors, County staff could have also reviewed the site utilization of these subdivisions. The factor used in the County and the City LCA was 65%; this is the factor that was established in the 2012 consensus methodology based on five recent projects from the City of Walla Walla and five recent projects within College Place. In preparing the 2018 LCAs, both the City of College Place and the County just utilized the existing factor (65%), rather than reviewing recent subdivisions to determine whether that factor is still appropriate.

Interestingly, in their 2018 LCA, the City of Walla Walla did review the site utilization of recent projects and they found that the actual site utilization was greater than 65%. In their LCA, the City of Walla Walla used a site utilization factor unique to each zone based on recent approved plats; these values ranged from 75.5% to 90.4%.

Other Assumptions

As previously discussed, there are differences in the assumptions in the 2012 consensus methodology used by the County and the alternative methodology used by the City. This is documented in the May 16, 2019 report by The Watershed Company.

For example, the County LCA methodology assumes that anything within the existing UGA could be provided with utilities (sewer and water) to accommodate urban development within the 20-year planning period. With regard to providing urban services, WAC 365-196-320 states, "At a minimum, adequate public facilities in urban areas should include sanitary sewer systems, and public water services... because these services are usually necessary to support urban densities."

This doesn't mean that utilities are available now, but that we assumed they could (and should, since the areas were added to the Urban Growth Area) be provided in the future. This also does not mean that we don't recognize that there could be cost and design challenges to serving some areas within the UGA with sewer and water.

The City has also suggested that landowner intent for individual parcels should be considered in estimating the available underdeveloped and vacant land, but this is already accounted for by the 25% market factor. Per Countywide Planning Policy 3.2: "This deduction is a recognition that not all land identified in the analysis is available for development: a property owner may have no desire to sell or develop his or her property; market factors may make some properties unattractive for development; physical constraints may limit the desirability of some properties..."

For example, the City recommended that two parcels that were recently de-annexed from the City should be excluded from the County's available land supply estimate. However, these properties remain within the UGA with urban residential zoning. Either the existing property owner or the City of College Place could have submitted an application to withdraw these properties from the UGA, but they did not. Again, landowner intent is already account for in the Market Factor, and such intent could certainly change in 20 years.

Similarly, the City has recommended that the County's Residential LCA should be amended to exclude three parcels in the unincorporated UGA zoned by the County Multi-Family Residential, which the City has re-designated as Commercial. These parcels are listed below. There is a net area of 2.8 acres, and the Revised County LCA estimates capacity for 34 dwelling units. The City provided documentation on June 7 showing that they did not estimate any residential capacity for these three lots and they also did not estimate that there was any commercial capacity either, although they have re-designated it in the City Comprehensive Plan as Commercial.

The Frey and Crawford lots are both 2.4 acres and located adjacent to each other. These lots each have homes on them. They are located directly south of the McKiernan property which is within the city and commercially zoned. The third, smaller lot is located on NE C Street and it is developed with a house. This is an unincorporated island. The adjacent lot to the east is zoned by the County General Commercial. There are newer homes located directly west.

Parcel Number	ID	Property Owner	County LCA Classification	Gross Area	Net Area	Ste Util.	DUA	DU Capacity
350602140059	24755	Crawford	Underdeveloped MFR	2.4	2.4	50%	12	15
350602140058	32655	Frey	Underdeveloped MFR	2.4	2.4	50%	12	14

This analysis presents a snapshot in time, and the 2012 consensus methodology used by the County required that existing zoning classifications are used. The parcels are designated as multifamily in the County’s comprehensive plan, and the City did not apply for an amendment to change the designation of those parcels. Even though changing the designation from multifamily to commercial seems feasible, the properties are currently designated and zoned as multifamily. The County must compare “the collective effects of all development regulations operating on development,” under WAC 365-196-325. The development regulations in effect have not changed.

If the County LCA methodology for the unincorporated UGA was revised to reflect the City’s future land use map for individual parcels (rather than existing zoning) it may also be worth reconsidering the proposed zoning for residential expansion areas 2B and 2C. The City proposed that if these areas are added to the UGA they should be zoned R-96. However, the City stated in their application that they intend to assign R-75 zoning once annexed. The County has historically zoned land within the College Place UGA at higher densities, at College Place’s request (see Ordinance 331, which zoned College Place UGA residential lands at R-60.).

Recent (or pending) Annexations

It has also been noted that there are some properties identified in the Revised County LCA that have been annexed (and one where the annexation is pending). This Periodic Update began more than a year ago and the analysis utilizes data that represents a snapshot in time. If the City had provided us with revised capacity data for incorporated areas that includes recently annexed properties, then it would have been appropriate to reduce the unincorporated UGA estimate, but the City has not provided us with a new estimate of capacity within the city since May of 2018. Staff did discuss this matter with College Place planners on June 6, and it was agreed that it was appropriate to leave the annexed properties in our UGA calculation. College Place planners agreed that these lots must be counted. The following information was provided by email from Gregg Dohrn (Attachment I).

Parcel Number	ID	County Zoning	County LCA Classification	Gross Area	Net Area	DUA	Capacity – County	Capacity - City
350725430045	3583	R-60	Underdeveloped Residential	1.8	1.1	7	8	0
350725430022	26925	R-60	Underdeveloped Residential	1.2	0.7	7	5	0
350725430023	26926	R-60	Vacant Residential	0.7	0.5	7	3	1?
350726524046	34124	R-60	Vacant Residential	1.2	0.8	7	6	0
350736600904	35839	R-96	Vacant Residential	1.7	1.1	4.5	5	5.7

Parcel-by-Parcel Review

The City also asserted that Growth Boards have held that Counties must undertake a parcel by parcel analysis in all cases. In the Final Decision and Order in GMHB Case Number 11-2-0005, the GMHB did quote from the parties’ briefing in that case, stating: “Upon reviewing the City’s 2005 Comprehensive Plan Amendments Technical Paper No. 1, the Board finds reasonable and thorough assumptions used to calculate the City’s 106% housing capacity analysis. The assumptions reveal that a ‘parcel by parcel analysis of vacant and undeveloped land...was determined to be the most reliable approach to performing the housing capacity analysis’” (page 33, quoting from the County and intervenor’s briefing).

Parcel specific information is relevant, and that is why the County staff reviewed such lot specific issues regarding access and parcel shape (May 28, 2019 Attachment O, Enclosure A). However, the 2012 guidebook and the WAC's are clear that a multilayered approach is allowable:

Many jurisdictions fully planning under the GMA use a Geographic Information System (GIS) to conduct their land use inventory of vacant, partially used, and under-utilized land. A GIS integrates computer hardware, geographic software, and geographic data to analyze, model, and display real world information. Typical county-city GIS data layers include: parcel boundaries combined with related data tables (e.g. owner, improvement, value, and use information); zoning and comprehensive plan layers; critical areas (wetlands, flood plains, habitat, geologic hazard areas, ground water); urban service areas; Census demographics; building permits; plats; aerial photography; and topography. Overlaying these GIS layers together can enable queries of the GIS such as the following:

- *Show all vacant parcels, greater than (X), with urban residential zoning, critical areas deducted, within a public sewer service area, with public water, and not platted.*
- *Calculate the total acreage of these parcels; subtract (X%) land for infrastructure and market factors; multiply the net acreage balance by the permitted average density of the zoning.*

The above GIS queries calculate a potential number of housing units. Total number of housing units can then be multiplied by recent Census demographic data for average household size, to determine the population capacity of this residential zoned land.

High resolution aerial photography can be utilized to ground-truth GIS queries as well as to improve the accuracy of individual GIS data layers for future queries. Once a GIS contains the necessary data layers and programming, periodic monitoring of the land supply and development activity is possible. GIS monitoring can also provide feedback for local decision makers to determine if a jurisdiction's planning policies are being achieved and if its UGA is sized appropriately. On-going monitoring of the land supply, infrastructure capacity, development costs and activity, market conditions, and achieved densities are also of critical importance to jurisdictions conducting periodic review and update of their UGAs. (2012 handbook, page 86-87).

In addition, WAC 365-196-325 2(c) states that: "The land capacity analysis should evaluate what the development regulations allow, rather than what development has actually occurred. Many factors beyond the control of counties and cities will control the amount and pace of actual development, what density it is built at and what types and densities of development are financially viable for any set of economic conditions. Counties and cities need not ensure that particular types of development are financially feasible in the context of short term market conditions. Counties and cities should, however, consider available information on trends in local markets to inform its evaluation of sufficient land capacity for the twenty-year planning period."

Capacity of Underdeveloped Single-Family Residential Lots

By email on June 7, 2019, Gregg Dohrn for the City of College Place again requested that the County LCA be adjusted to reduce the estimated capacity of underdeveloped lots within the unincorporated UGA (Attachment I), stating: "The County analysis of the underdeveloped single family residential lots assumes the same density of development as vacant lots which is difficult to imagine and collectively the County LCA envisions 96 more single family residences on these 'underdeveloped' lots than the city." The May 16, 2019 report by The Watershed Company which was presented to

the Board at the May 28, 2019 workshop provides a detailed comparison of the 2012 consensus methodology used by the County and the modified methodology used by the City.

In preparing the Revised County LCA and reviewing the documentation provided by the City, staff found agreement with the City of College Place on many parcels within the unincorporated UGA. As a result, the Revised County LCA estimates a net area of 30.3-acres which is a 25 percent reduction from the County's LCA.

In his email, Gregg Dohrn references two "underdeveloped" parcels as examples (he states that pictures are attached but they were not received with this email). The County already reviewed these parcels earlier this year at the request of College Place; staff conclusions are below.

Parcel Number	ID	Property Owner	Gross Area	City Staff Notes (January 2019)	County Staff Review Notes (May 2019)
350725522605	3654	Guss	2.78	Access constraints: no access to backyard.	Large portion of land, could be accessed from adjacent property in common ownership in order to be developed.
350725430045	3583	Buell	1.73	Recently annexed.	This lot appears to have further development potential. Agree, the property is recently annexed, and it should not be double counted in the LCA. However, it does not appear that the city has adjusted their estimate of City Limit capacity (1,171) to include this property.

As shown above, the reason College Place gave in January for excluding the Buell lot was because it was recently annexed. This issue was discussed with College Place staff and we agreed that recently annexed parcels must still be counted. The new reason given by Mr. Dohrn that we have overestimated the capacity of the Buell lot is that "[he sees] a beautiful house with a well maintained yard." Based on the 2012 consensus methodology and the additional review conducted by staff, this lot is underdeveloped and has additional development capacity.

Proposed College Place UGA Expansion

The City of College Place has proposed two expansions for residential land. Area 2B is 91-acres southeast of the proposed commercial land (Area 2A) along Peppers Bridge Road, which includes the Soaring Hawk Development. Area 2C is 19-acres west of Highway 125. The County estimates these areas would accommodate approximately 425 and 97 in additional population capacity, respectively.

The County did not review individual parcels within the proposed UGA because after completing parcel-by-parcel analysis and review of the College Place documentation, the County's Revised LCA shows that additional residential land is not needed within the College Place UGA to accommodate the 20-year population growth. Additionally, this is consistent with WAC 365-196-325(2)(b) which states that "proving sufficient land capacity for development does not require a county or city to achieve or evaluate sufficiency for every parcel of a future land use designation provided the area as whole ensures sufficient land capacity for development."

Walla Walla County Community Development Department

310 W. Poplar Street, Suite 200, Walla Walla, WA 99362 / 509-524-2610 Main

To: Board of County Commissioners
From: Tom Glover, Director
Lauren Prentice, Principal Planner
Date Prepared: June 14, 2019
Agenda Date: June 24, 2019
RE: Final Docket Public Hearings – Staff Report – Commercial and Industrial
Land Capacity – College Place UGA

Referenced Attachments (June 24, 2019)

- D. Revised County Land Capacity Analysis, June 14, 2019
- E. Non-County Proposed UGA Maps: College Place, Walla Walla, Sheryl Cox
- F. Martin Airfield Area Map showing area unbuildable area deducted to Airport Safety Requirements
- G. Employment Security Department Spreadsheet for City of College Place
- H. Employment Security Department Spreadsheet for City of Walla Walla
- I. Email from Gregg Dohrn, June 7, 2019
- J. Email from Gregg Dohrn, June 6, 2019
- K. Emails (2) from Jon Rickard with maps, May 31, 2019
- L. Emails from Lauren Prentice to City of College Place, May 30 and June 4, 2019

Methodology: Estimating the Available Commercial and Industrial Land Supply

The process used to estimate the available commercial and industrial lands follow similar steps as the residential analysis, but there are different factors. This is described in detail in Attachment D.

The City of College Place provided the County with 10 drafts/versions of their Land Capacity Analysis over the last year; however, the majority of the changes made by College Place related to the residential analysis, not commercial/industrial lands. The City and County methodology for estimating commercial/industrial land supply differed although some of the assumptions used by the City and the County were the same. For example, the County and the City used the same Floor Area Ratio (0.20) and the same square footage per employee for commercial lands (450 square feet).

Employment Capacity Within City Limits

The County did not review the City's LCA for the incorporated areas like we did for unincorporated areas; staff accepted the city limit capacity provided by the City. In the first version of the City's LCA (April 13, 2018) provided to the County, the City the estimated employment capacity within the city limits was 1,329. A revised City LCA was provided on April 30, 2018 showing reduced employment capacity within the city of 834. Later versions provided by the City in May of 2018 showing employment capacity between 874-876. The City did not provide revised LCA nonresidential tables for inside the city limits when they provided new residential analysis in December 2018 and January 2019.

The County's Revised LCA (Attachment D) includes the City's estimated capacity for inside the city limits that was provided on May 18, 2018; the total is 874 employees.

City Zoning	CG	CN	DMU	IL	PUD	Totals
Adjusted Net Acres of Available Lands	42.7	0.0	2.2	0.0	0.0	45
Subtotal Potential Building Square Footage	373,751	0	19,406	0.0	0.0	393,157
Square Feet per Employee	450	450	450	450	450	
Potential New Employment by Zoning District	831	0	43	0	0	874

Notably, all versions of the City’s LCA show that there is no vacant, underdeveloped, or re-developable industrial land within the city limits. The majority is General Commercial (CG) and a small amount is Downtown Mixed Use (DMU).

Employment Capacity Within Existing Unincorporated UGA

The County’s Revised LCA (Dated May 16, 2019) estimated the net available commercial/industrial land within the existing unincorporated UGA to be 105.9 acres. The majority of this is within the Martin Airfield area and it is zoned Light Industrial. The assumed employment capacity of the Light Industrial area is 1,019, while the Commercial area is 123, for a total of 1,142 in the unincorporated UGA.

In January 2019 the City provided background data and aerial photos from their Parcel-by-Parcel analysis. In this January 2019 submittal, the City estimated the net available commercial/industrial land to be 51.9 acres. Prior to this submittal, the City had not provided a capacity estimate for the existing UGA, they had only provided estimates for within the city and the proposed expansion area.

The Revised County LCA shows a significantly greater employment capacity than indicated by the City LCA (56% greater). This is primarily due to differences in the analysis of the Martin Airfield area. Since the City withdrew their application to remove this area from the UGA, it will remain in the UGA with Light Industrial zoning.

The County LCA was revised to better approximate the capacity for commercial and industrial land in the vicinity of Martin Airfield. In the revised County LCA, after consulting with the Washington State Department of Transportation Aviation Division, 77.6-acres was deducted from the gross available industrial lands to account for airport operations and safety zones. This is shown on the map in Attachment F. While other areas (not deducted) around Martin Field would have development limitations due to airport capability issues, some level of commercial and industrial development would be allowed in these areas.

The 77.6 acres deducted in the Revised County LCA is similar to the 84-acres deducted in the Revised City LCA for the two parcels noted by the City as having airfield constraints. However, the actual areas deducted are very different because the County identified the actual areas that are known to be restricted whereas the City used existing parcel boundaries.

Staff believes that the portions of the Martin Airfield are developable. However, it seems unlikely that the prospect for employment within the area will attain 1,019 employees, given the airfield uses and road access constraints. The area has not been developed for light industrial uses since it was included in the UGA in 2005. Because of airport uses and SEPA and permitting concerns, it is unlikely that manufacturing entities that employ large workforces would locate at the site. It is more likely that warehousing, repair and storage facilities (permitted uses) would be located at the site.

Utility Availability

If a parcel is included in the UGA, the County's expectation is that utilities should be available to serve new development during the 20-year planning period, because these services are necessary to support urban densities. This is not an assumption that utilities are available now, but that they could be provided in the future. Regarding the Martin Airfield area, it should be noted that the feasibility of providing this area with utilities was evaluated in 2005. Ordinance 322 states the following regarding the inclusion of this area in the UGA on Page 22:

All of the expansion areas are immediately adjacent to the existing city limits are surrounded by lots smaller than five acres in all directions. The city chose these expansion areas due to their proximity to the City and City's capacity to provide urban services. In the specific instance of the Martin Field/Botimer expansion area, proponents submitted detailed information demonstrating the proximity of the expansion area to the existing water and sewer facilities and the ease with which the property can be connected to those facilities.

Results of County's Revised Commercial/Industrial Land Capacity Analysis

Per the Revised County LCA, the commercial and industrial lands employment capacity within the existing College Place UGA is 150.9-acres; this is 54-acres more than estimated in the Revised City LCA.

Proposed UGA Expansion for Commercial Uses: Area 2A

The City has proposed to add 48-acres to the UGA for commercial uses; this area is identified in the application materials and in Attachment E as Area 2A. The City has estimated that Area 2A will accommodate 418 jobs. This is lower than the Revised County LCA, which concluded that the employment capacity for Area 2A is 531 jobs.

The County did not review individual parcels within the proposed UGA areas, only the existing UGA. This approach is consistent with WAC 365-196-325(2)(b) which states that "proving sufficient land capacity for development does not require a county or city to achieve or evaluate sufficiency for every parcel of a future land use designation provided the area as whole ensures sufficient land capacity for development."

Existing and Projected Population

The Countywide planning target is 71,124 which will be retained; the City of College Place has been allocated 10,825. The existing (2017) College Place population is 9,440, which is 15.4% of the existing Countywide population (61,400). The projected population growth for College Place (based on the existing allocations) is 1,385.

If the projections are re-allocated based on the existing population distribution (15.4% within the City of College Place), and the projected Countywide population increase (10,324), the new College Place growth projection would be 1,589 for a total 2038 population of 11,029.

Existing and Projected Employment

Of the existing Countywide population (61,400), a total of 27,861 are employed, based on 2017 numbers provided by the Port of Walla Walla Trends Website. This number increases and decreases each year.¹ A peak of 29,002 were employed in 2009. The number dipped to approximately 26,400 in 2013 and 2015, and then has risen to 27,861 in 2017 and 27,887 in 2018.

Using 2017 numbers, this is roughly 45 percent of employed (or jobs) compared to the County population. Although data is not available, it is of course very likely that a significant percentage of workers in the County reside outside of the County. Of the existing College Place population (9,440), a total of 3,165 (34%) are employed either inside or outside of the City (the total of B and C, below). It appears that 1,948 total individuals are employed within the City of College Place (the total of A and C, below). This represents a percentage of total jobs within the city (residents or non-residents) of about 21 percent compared to the population.

In the City's Economic Development Element (Page 7) they present 2015 data for employment inflow and outflow.

- A. 1,479 people were employed in College Place but live outside the City.
- B. 2,696 people lived in the city but worked outside of it.
- C. 469 people living in the city also work within it. This is only 14.8% of the total City population.

Data from the Washington State Employment Security Department (Attachments G and HH) shows that job numbers in College Place between 2005 and 2015 were relatively stable. In 2005, there were a total of 1,944 jobs; in 2010 there were 1,946; and in 2015 there were 1,948. Comparatively, the City of Walla Walla had 14,835 jobs in 2005; 15,327 jobs in 2010, and 14,799 jobs in 2015. Detailed breakdowns after 2015 were not available. It does appear that, despite an ebbing of the workforce in the County overall, College Place has added four jobs.

Finally, comparing 2015 numbers, 26,395 jobs were in Walla Walla County. College Place's 1,948 jobs represented about 7 percent, while the City of Walla Walla's 14,799 represented 56 percent.

According to the Revised City LCA, within the city limits there are currently 1,948 jobs (using the 2015 data). The Revised County LCA estimates that 874 employees/jobs can be accommodated within the city and 1,142 can be accommodated within the existing UGA.

The County has not established employment targets or employment allocations. It was not done in 2005 or 2012.

The County added the Martin Airfield area, and the recently developed residential to the east to the UGA in 2005 at the request of the City of College Place. In presenting that application, the City estimated its commercial and industrial needs by applying a ratio of 12-acres of land per 1,000 people (Ordinance 322, Page 20). The City did not use the same ratio in their analysis this year; they also did not use an alternative ratio or calculation to estimate a commercial and industrial target.

Among the rationales the City has presented for adding additional commercial and industrial lands, the City stated, in a May 18, 2018 memo supporting its application: "New residential development

¹ http://www.wallawallatrends.org/graph.cfm?cat_id=1&sub_cat_id=3&ind_id=2 .

must be accompanied by new commercial and industrial development in order to provide the tax base necessary to support the public services." However, commercial and industrial development must be tied to the population and employment growth projections. "In order to determine whether counties and cities have appropriate land in UGAs, a land use inventory must be conducted to determine if the available land supply aligns with the anticipated 20-year population and employment growth projection." (Urban Growth Guidebook, Bruce Hunt, page 7, 2012).

There is no specific methodology to allocate employment needs. One option would be to multiply College Place's expected population by 34 percent, the number of currently employed College Place residents. That equation results in a total number of jobs, in 2038, of 3,750. Utilizing that number, subtracting the current jobs (1,948) and expected job capacity (874 in the city and 1,142 in the unincorporated UGA) results in a surplus capacity of 214.

Alternatively, if the County maintains the 45 percent ratio between population and jobs, the number of total employed in the County would be 32,006 (71,124 x 45 percent). Using College Place's 2015 proportion of county jobs of seven percent, that results in a total number of jobs of 2,240, a lower number than the above formula.

Alternatives

If the County does not conclude that the full 48 acre expansion of the UGA for College Place employment growth is warranted at this time, an alternative would be to approve a smaller expansion to accommodate existing development. For example, adding the school and the church to the UGA would likely not increase the UGA employment capacity because these properties are already developed.

Also, the three technical map corrections proposed by College Place in their application could also be approved because these only impact rights-of-way and do not include any developable land.

3:00

COUNTY COMMISSIONERS

- a) Miscellaneous business to come before the Board

- A D J O U R N -

Walla Walla County is ADA compliant. Please contact TTY: (800) 833-6384 or 7-1-1 or the Commissioners' Office at 509/524-2505 three (3) days in advance if you need any language, hearing, or physical accommodation.

Please note that the agenda is tentative only. The Board may add, delete, or postpone items and may take action on an item not on the agenda.