

20WW40



Walla Walla

COMPREHENSIVE PLAN UPDATE

JUNE 2018



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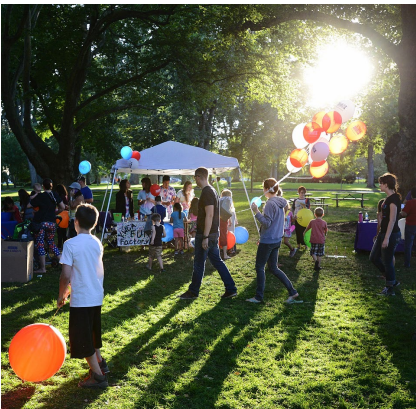
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Walla Walla Fire Department

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VISION

Walla Walla—the best of the best of the Northwest. Walla Walla residents are unable to come to agreement on whether Walla Walla should be a retirement community, a tourist community, a farming community, or a business hub for the Inland Northwest, while recognizing that it may well evolve into all of these things at once. But what they do agree upon is what makes Walla Walla unique is worth preserving—it's what brings people here, makes them want to stay, and beckons them to come home again after spending time away. Without the natural character of the City, Walla Walla is simply another small town. The various elements within the comprehensive plan paint a picture of a Walla Walla that:

- » Preserves its identity and livability while adapting to change
- » Is inclusive of all people and celebrates its diverse community
- » Fosters an atmosphere of economic diversity
- » Preserves and builds on its history and culture
- » Enhances the natural environment
- » Supports transparency and collaboration in government.

ELEMENT SUMMARIES

Vision Statement and the comprehensive plan elements are briefly described below. The Elements can be understood on their own, but are best appreciated as interconnected parts of the Comprehensive Plan and its framework.

COMMUNITY CHARACTER

The Community Character Element addresses the look and feel of Walla Walla and how people interact with their environment and each other. The policies in this section will help ensure that as Walla Walla continues to grow, the character remains unchanged.



LAND USE

Zoning code is based largely on the content of the Land Use Element. Walla Walla plans to maintain and improve quality of life for residents, including availability of affordable housing, through the policies in the Land Use Element, including an emphasis on infill development, increased residential densities, and greater flexibility for mixed-use developments.



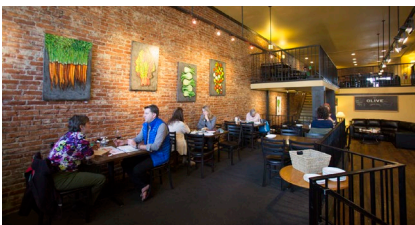
HOUSING

Walla Walla, like many cities, is experiencing a shortage of housing that meets the needs of all segments of the population. The Housing Element includes policies that will allow for a greater variety of housing forms, leading to better availability of affordable housing.



ECONOMIC DEVELOPMENT

The Economic Development Element is focused on how to maintain Walla Walla's prosperity. Goals include supporting the education of a local workforce through the local higher educational system as well as retaining and attracting family-wage employers by assuring a high quality of life.



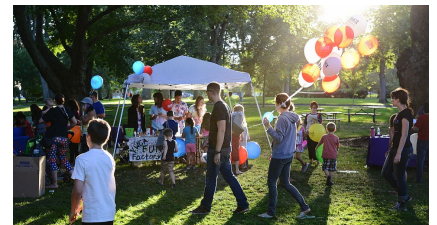
HISTORIC PRESERVATION

Much of the character of Walla Walla is best encapsulated by the historic architecture of downtown and original neighborhoods. The Historic Preservation Element includes goals to protect historic buildings and the heritage of Walla Walla through increased individual and district Local and National Register listings, as well as establishing goals for repair and rehabilitation of non-listed properties.



PARKS AND RECREATION

Walla Walla's parks and recreation offerings are among residents' most well-loved features. This element emphasizes the need to continue the high level of service provided by existing parks, recreation facilities, and programs while meeting future needs based on recreation trends and population demand.



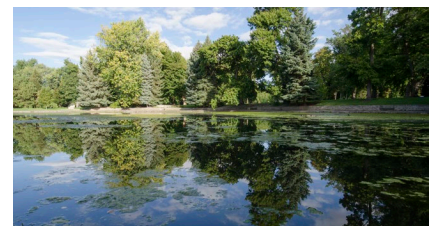
ENVIRONMENT AND NATURAL RESOURCES

The Environment and Natural Resources Element focuses on Walla Walla's natural setting. Policies center on protecting water, air, soil, and other features of our natural environment for now and the future by meeting current needs without sacrificing the needs of future generations.



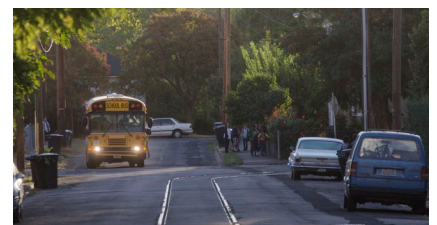
SHORELINE

Walla Walla's Shoreline Master Program is distilled into the Shoreline Element. The goals and policies are exactly the same for both documents, and can be best summarized as preventing harm from uncoordinated development of shorelines while protecting the rights of property owners.



TRANSPORTATION

Safe, multi-modal, well-connected transportation systems are the main goals of the Transportation Element, which is a condensed version of the full Transportation Plan developed in tandem with the Comprehensive Plan.





CAPITAL FACILITIES AND UTILITIES

The Capital Facilities and Utilities Element is centered upon ensuring that Walla Walla will have adequate public facilities and utilities to provide for future growth while maintaining high levels of service for residents and customers.

BACKGROUND INFORMATION

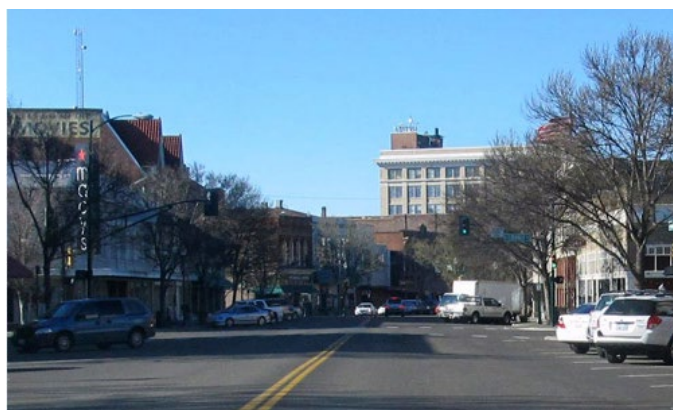
GEOGRAPHY

The City of Walla Walla, in Walla Walla County, sits in the southeastern quadrant of Washington State, near the borders of Oregon and Idaho. It is located between the Cascade and Rocky Mountains in the Columbia Basin. The characteristics of the topography are a result of past geologic epochs (Miocene and Pleistocene) that created the east-west trending series of folded rock layers that resulted in the existing terrain called the Yakima Fold Belt. It is these series of folded, and subsequently faulted, layers that provide much of the valley with its sole water source and the City with an important supplement to its primary source, which is Mill Creek. The City's location reinforces it as a tight-knit urban settlement sitting in the lap of the remarkably diverse and productive agricultural Walla Walla Valley. Walla Walla is and has always been self-reliant.

Mill Creek traverses east-west through the City of Walla Walla and through College Place before its confluence with Walla Walla River. Walla Walla means "many waters" in the Sahaptin language of the local Native American tribe. The city of many waters includes various tributaries of the Walla Walla River including Mud Creek, Yellowhawk Creek, Birch Creek, Cottonwood Creek, Caldwell Creek, and Russell Creek, and various other small streams.

HISTORY

Walla Walla's site was a traditional meeting place for Native American tribes of the region. This location was in the path of Lewis and Clark's Corps of Discovery, and contact with local tribes was made in October 1805 and again in April 1806. Fur traders established what would become Fort Walla Walla near the confluence of the Walla Walla and Columbia Rivers in 1818, and the Whitman Mission was established in 1836. Walla Walla County was established



Walla Walla Then and Now

Source: City of Walla Walla, 2018

in 1854, and the Treaty of 1855 was signed one year later, forcing the tribes onto reservations and out of the desirable Walla Walla Valley. The United States military established a military fort also bearing the name of Fort Walla Walla on the site of the current Veteran's Hospital in 1858, and the community of Walla Walla began forming adjacent to the fort.

At its incorporation in 1862, Walla Walla was principally involved in supplying miners in Idaho but by the late 1880s, railroads and the side hill harvester transformed the economy and the rolling hills surrounding Walla Walla into vast wheat fields.

Agriculture continues to be an important economic player in the Valley. Wheat is still king but it is joined by livestock and other crops, including fruits and vegetables. The development of the signature Walla Walla onion and the emergence of grapes and wine production have more recently further diversified Walla Walla's bounty and added to its appeal as a destination for tourists as well as residents.

Many buildings within the City of Walla Walla that date back to the 1800s and early 1900s have been restored and are being used as restaurants, galleries, shops, and wine tasting venues.

As the Cradle of Northwest History, Walla Walla created and has sustained a diverse and active culture, supporting the longest-continuously operating symphony orchestra west of the Mississippi; Whitman College, a top-ranked liberal arts college; Walla Walla County Fairgrounds historic Fort Walla Walla and Fort Walla Walla Museum; and an award-winning Main Street program downtown.



20W40
PUBLIC WORKSHOP
MAY 23RD | 5:30-7:30 P.M.

We want to hear from you! Tell us what you want for the future of Walla Walla.
(Queremos escuchar de usted! Díganos lo que desea para el futuro de Walla Walla.)

→ Fill out the online survey by May 26th at: www.wallawalla.gov/2040
→ Come to the Open House: May 23rd, 2017 | 5:30-7:30 p.m. Courtyard Marriott | 1500 W Rose St.
→ Complete el cuestionario en línea antes del 26 de Mayo a las: www.wallawalla.gov/2040
→ Venga al Evento de Puertas Abiertas: El 23 de Mayo, 2017 | 5:30-7:30 p.m. Courtyard Marriott de Walla Walla | 1500 W Rose St.

PLANNING PROCESS AND TIMELINE
Planning started in early 2017 and will continue through June of 2018

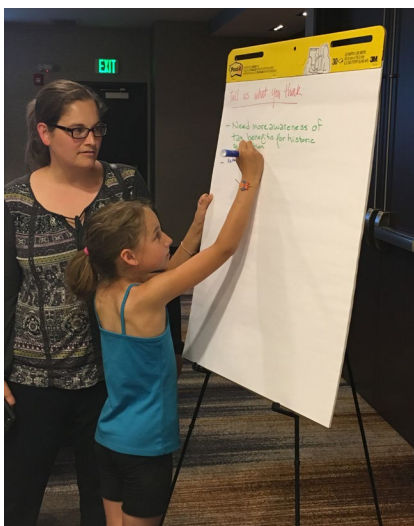
- Spring 2017**: Gather public input & analyze growth trends (May 23 Public Workshop)
- Summer 2017**: Review new policies
- Fall 2017**: Prepare Draft Plan
- Winter/Spring 2018**: City and community review

PLANNING FOR OUR FUTURE

Walla Walla has been shaped by its past, choices made by community leaders decades ago, and even more than a century ago, affect where we live, how we get around, and how much we enjoy living here.

The City is updating its Comprehensive Plan, a 20 year plan that sets the direction for housing, neighborhoods, shopping, parks, roads, utilities, and more. Decisions made today in part through the Comprehensive Plan will help shape Walla Walla's future in 2040 and beyond.

a wonderful place to live, work, play.



May 2017 Public Workshop and Outreach Material

Walla Walla has grown into a stable and proud community. While its remote location initially helped to define it as a community, it is ever-more accessible in the 21st century, with three flights to and from Seattle daily, ensuring its continued evolution. Through this Comprehensive Plan, Walla Walla seeks to take charge of its future, building on its past and present for a sustainable future.

PUBLIC INPUT

The City's public outreach strategy was a multi-pronged and utilized online engagement, traditional open houses, attendance at various community events, and a Stakeholder Advisory Committee (SAC). Printed public outreach materials have been provided in both English and Spanish.

Community Conversations, a series of Walla Walla Valley-wide public meetings, took place in 2016. The priorities identified in this process formed the basis of the City's inquiries in the visioning process.

Walla Walla began its initial public outreach with a visioning process to determine what the community desires for the future of Walla Walla. The first SAC kicked off the public engagement on May 1, 2017, followed by an online survey that ran from May 12th through the 31st, and a public open house on May 23, 2017. Staff continued the public outreach June – September 2017 targeting service organizations such as Rotary, community events such as Children's Day and the Farmer's Market, and neighborhood meetings. A total of 12 targeted meetings were held in addition to the open house.

On November 29, 2017, we held a second public open house where the draft goals, policies, and land use map were presented to the community to verify that what was heard at the visioning stage was being accurately represented in the plan.

On-going opportunities to participate in the update process have included the regular Planning Commission meetings where the Commissioners reviewed the draft Elements. The public will also have opportunities to provide input through the release of the draft environmental impact statement and public review draft, the public hearings before Planning Commission, and the public hearing before the City Council. After the plan is adopted, the public engagement will continue as we begin to work on the implementation strategies identified in the plan through amendments to the City's municipal code.

PLANNING FRAMEWORK

WHY PLAN

Planning for the future of Walla Walla allows for the predicted growth to be shaped, but also sets a tone for community character and what makes Walla Walla, “Walla Walla.” Where does the community want bike and sidewalk connections, where should commercial development happen, how do we connect the road network, why should we address climate change, how do we preserve our history, and how do we strategically accommodate various housing types? These questions and more are all addressed in this comprehensive plan for the 20-year planning period. The vision identified above, “Walla Walla... the best of the best of the Northwest” ensures decision making is aligned with the goals and policies of the comprehensive plan.

Walla Walla is comprised of 12.8 square miles of land that 33,840 people call home, where the City owns and maintains 135 miles of roads, and maintains 18 parks covering 618 acres.

COORDINATION OF PLANNING

The Comprehensive Plan is one piece of the overall planning puzzle. Walla Walla also ensures its water, sewer, stormwater, solid waste, transportation, capital facilities, parks, and sustainability plans all coordinate with the overall comprehensive plan. Do we have sufficient water and sewer capacity for the growth the City anticipates over the next 20 years? Are transportation systems that continue past city limits coordinated with our neighbors?

The City’s comprehensive plan coordinates and is consistent with the Countywide Planning Policies, adjacent jurisdictions’ plans, the State Environmental Policy Act (SEPA), and the Shoreline Management Act (SMA).

Relationship Between State, MPO, County, and City Planning



State

Growth management Act (RCW 36.70A)
Local Project Review Act (RCW 36.70B)
Shoreline Management Act (RCW 90.58)
Statement Environmental Policy Act (RCW 43.21C)
Office of Financial Management (OFM) Population Forecast



Walla Walla Valley MPO

Regional Transportation Plan



Walla Walla County

Walla Walla County Comprehensive Plan
Countywide Planning Policies
Land Capacity Analysis



City of Walla Walla

Walla Walla 2040
Shoreline Master Program
Development Regulations

PLAN IMPLEMENTATION

The adoption of the Comprehensive Plan is a commitment to a coordinated vision for the future. The Plan's success is measured through committed use by elected officials, municipal employees, and residents.

Elected officials will utilize the plan as a guidebook for implementing the community's vision for the future and adopt regulations to support those goals. The comprehensive plan also influences budgeting decisions by making sure sufficient capital facilities and resources are available to serve the current residents and future growth of the City.

Municipal employees, particularly the Leadership Team, will use the plan as the City develops its next Strategic Plan. The Strategic Plan will take the implementation strategies identified in the comprehensive plan and begin prioritizing actions by the City.

The Comprehensive Plan clearly reveals the vision for the City of Walla Walla and, therefore, sets the stage for future growth in the City.



INTRODUCTION

This Element addresses the community's physical qualities and how we experience them: the sights, sounds, smells and feelings (both touch and emotional). Community character arises from a combination of the architectural characteristics, views, streetscapes, parks and open spaces, special attractions, landmarks, and elements of the natural environment.

Community character affects how people use and feel about the physical environment and involves the integration of land use, transportation, and environmental objectives. The quality of a physical setting can also influence the way people interact socially, the compatibility between uses, opportunities for physical activity and those effects on public health, personal safety, and security, as well as the integration of natural and ecological functions and the efficiency of economic activities. For this reason, when considering community character, it is necessary to think beyond appearance and consider the functional performance of the physical environment. Because community character, or in the broader sense, "community design" influences and is influenced by other comprehensive planning elements such as land use, transportation, and environmental management, it is an important means

*South Entrance to Walla Walla*

for thinking holistically about a community and a useful tool for integrating a wide range of social and functional objectives.

A community's physical identity and aesthetic quality is intimately and mutually tied to its social and economic vitality. This is especially true for Walla Walla because of the city's historic resources, active downtown, and attractive neighborhoods. Maintaining and enhancing the city's physical beauty and livability will be key to attracting visitors, businesses, and residents.

TODAY AND TOMORROW

CONDITIONS TODAY

Walla Walla has an oasis-like quality growing out of the Eastern Washington landscape with its open skies, waves of wheat, and panoramic views. The city itself has a dynamic and exciting past, and is sometimes referred to as "the Cradle of Northwest History."

The city possesses a constellation of unique and diverse neighborhoods, an active, pedestrian-oriented historic Downtown, viable industrial areas, and a variety of open spaces. The edge of the city is clearly defined by agriculture and the Blue Mountains Foothills. Given the wealth of these physical resources, it is useful to think of them as "character areas" in defining the city's current design character and identifying goals and policies for the future.

Character Areas Defined

Defining Character Areas helps us better understand the evolution of the city and its overall personality. Analyzing the components that define local neighborhoods also helps to guide future zoning and design standards as well as to preserve and celebrate the city's neighborhoods.

Character Areas are areas or districts with identifiable characteristics that contribute to the city's identity, livability, and diversity. The general locations of each area are identified on the accompanying map, which designates general areas of broad common qualities. Each area is identified with nomenclature that best describes the zone.

Methodology

Character areas were defined by reviewing the zoning map, land use plan, and aerial photography, and through field observations. Homogeneous areas were defined and mapped, and common characteristics were defined in the field. Characteristics observed were: land use, lot size, set back, building style, landscape, streetscape, age of development, signage, fencing, architectural appurtenances, and streets.

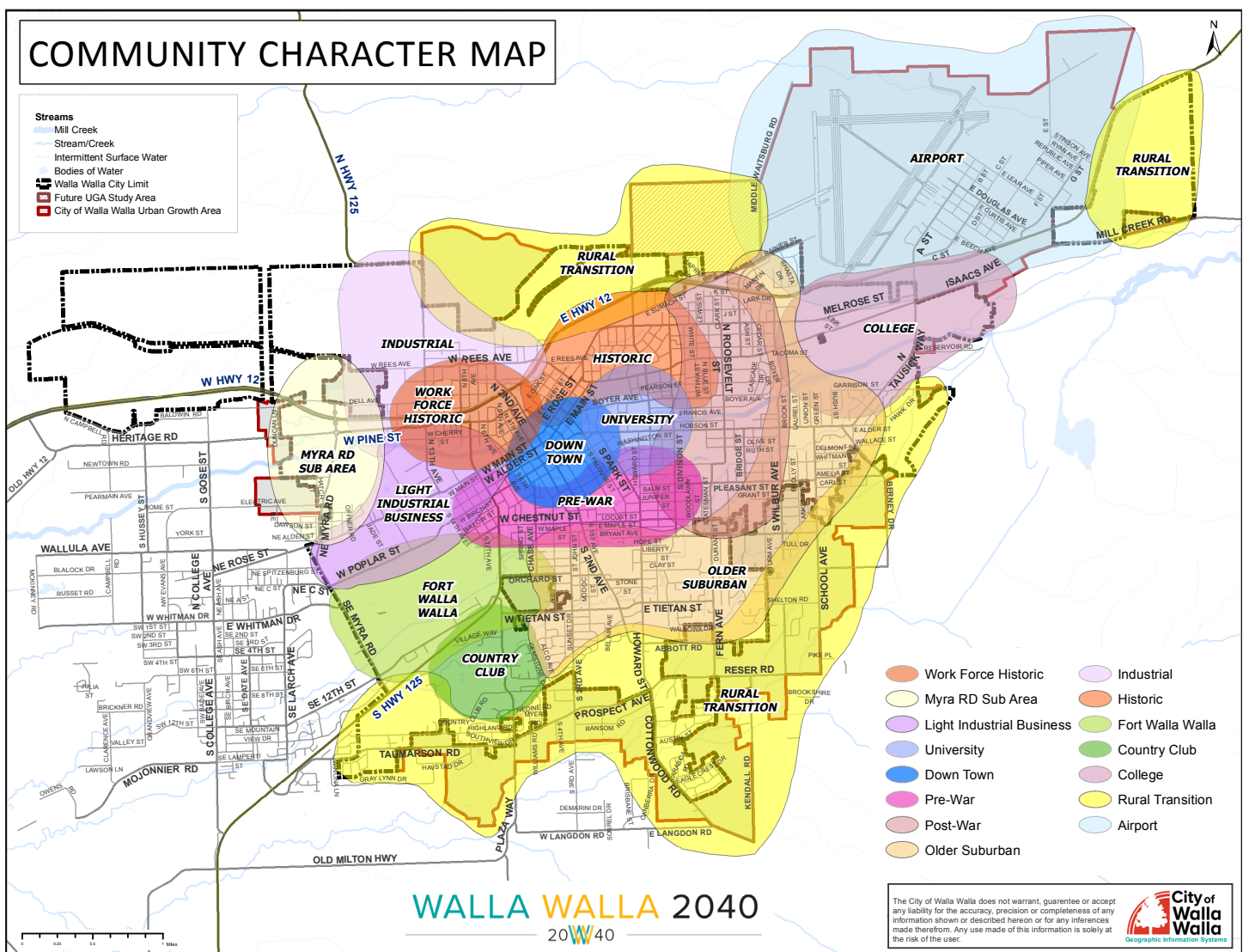


Exhibit 1. Character Areas

Source: City of Walla Walla, 2017



Workforce Historic



Light Industrial/Business



Fort Walla Walla

Summary of Character Areas

Workforce Historic

The workforce housing area constitutes a district defined by pre-World War II cottage style homes of approximately 600 - 1,200 square feet. There are few architectural appurtenances except for porches, and most homes are constructed of horizontal wood siding. The area is predominantly single family residential, although some homes have been converted to duplexes. Front yard setbacks are small and intimate to the street. Front yards are often fenced. The area has many mature trees in the landscape. The streetscape trees are not as large, however streets are wide, offer sidewalks, and allow parking on both sides.

Light Industrial/Business

The light industrial and business area is home to a variety of office and commercial businesses as well as light industrial and warehousing. Large setbacks and front and side yards are characteristic; in some cases these are used for outdoor storage and display of goods.

Land uses include auto related, office, warehousing, sales, manufacturing, business park, and the mall. Materials include less expensive metal siding, stucco, tilt-up concrete panels, and wood. Residential uses include duplexes and higher density residential as well as mobile homes. Streetscape and landscape vegetation are not dominant elements of the area.

Fort Walla Walla

The institutional and historic character in the vicinity of Fort Walla Walla is dominated by the open space and mature vegetation of the Fort site. It also includes the Jonathan M. Wainwright VA Medical Center, an 80 bed Veteran's home with skilled nursing care, office, and commercial uses with minimal residential use. Buildings are generally large and have large setbacks

Rural Transition

The rural transition area has evolved from agriculture to more dense residential development with some suburban lots remaining. Lots and setbacks are larger than the adjacent urban area. Land uses include small remnant areas of agriculture and livestock mixed with single story, single-family ranch style homes, and more dense residential development off Taumarson Road and Cottonwood Road.

Streetscapes are minimal with new development offering curbs and sidewalks. Most streets are rural in nature: drained by swales with no streetlights or sidewalks. Cul-de-sacs and irregular subdivision roads have replaced the adjacent urban street grid. Collector streets in new residential areas are lined with wood privacy fences.



Rural Transition

Country Club

The Country Club area is primarily the private golf course, and golf course residential. Homes consist of 1960s to 1980s single family and attached residences at a higher density than most suburban single family residential. The area is characterized by open space and mature vegetation.



Country Club

Older Suburban

For the older suburban area, it is somewhat ambiguous to define an explicit boundary. The area offers a broad mix of uses including single-family residential, multi-family residential and mobile homes, with stand alone commercial and strip development along primary corridors. Building materials offer a mixture of stucco, brick, wood, and wood shingle siding. Porches are the main architectural feature.

The residential style is dominated by home sizes of approximately 1,500 square feet and greater on lots that average 14,000 square feet with larger setbacks. Homes are in a mix of styles from the 1920 to the 1950s. Mature street trees and lawns dominate the residential landscape and streetscape. Street parking is not predominant.



Older Suburban



Pre-War



University



Historic

Pre-War

The area characterized by pre-World War II homes consists of older homes approximately 600 - 1,200 square feet on lots averaging 7,000 to 8,000 square feet. Buildings mainly feature horizontal wood siding. There are no predominant architectural features; however, some porches are prevalent. The area is dominated by single and multi-family residential and commercial mixed-uses with at grade parking in the setbacks. Streets are laid out with the urban grid, are relatively wide, and allow parking on both sides. There are curbs and streetlights. Street trees and residential trees are not predominant in the landscape.

University

The area within the vicinity of Whitman College offers a mixture of homes, sizes, and styles. Front yard setbacks are small, creating a strong relationship with the street. The homes are generally older and include historic homes. Architectural features include historic details, porches, turrets, and balconies. Most are single family with some multiple-family homes.

Characteristic sizes are in the range of 2,000 square feet or greater. Primary materials are horizontal wood siding and stucco. The residential landscape and streetscape are dominated by mature vegetation.

Historic

The historic area constitutes a mix of house sizes and styles but there is a dominant historic flavor. Large multiple story homes of wood construction with broad overhangs and grand porches characterize these pre turn-of-the-century to World War I era buildings. Mature residential landscapes and street trees are a signature of the district.

Post War

Some lots are smaller and homes are single story. Homes, constructed in the 1950s to 1960s, are primarily built of wood and offer few architectural features and little detailing; sizes range from 800 - 1,200 square feet on lots that average 8,000 square feet. Some streets are laid out on a traditional grid but others, form a curvilinear network with cul-de-sacs. Setbacks are minimal but fail to create a strong relationship to the street. The landscape and street trees are minimal, although some feature sidewalks. Streets are narrower without sidewalks and parking is predominantly on one side. Driveways leading to carports are a common feature.



Post War

Community College

A mixture of commercial, retail, higher density residential, mobile homes, older residential and strip development characterize the college area. Sites are dominated by parking areas and outdoor storage and offer minimal landscape. Collector streets support freestanding commercial buildings and commercial strips that are dominated by a wide variety of commercial signs.



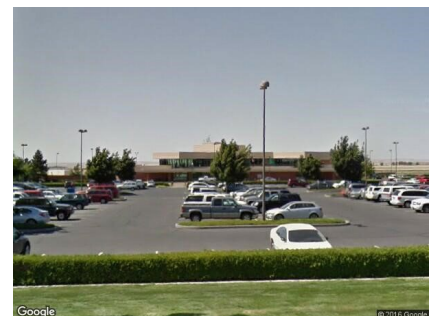
Community College

Airport

The airport area supports industrial, mixed uses and airport related commercial land uses. There is a historic flavor to the World War II barrack style buildings. The landscape is minimal with a sense of vast open space and long sight lines to the mountains and across the agricultural landscape.

Industrial

Historic warehouses and massive grain elevators visually dominate the industrial area. Building construction is primarily single story metal or concrete and brick masonry. Land uses include newer warehousing and industry; there is a minimal amount of mixed-use, which includes a recreational trailer park. Wide streets, large setbacks and no landscape or street trees characterize the area.



Airport



Downtown

Downtown

The downtown area is a gem in the City of Walla Walla and acts as a signature for the city. It offers a diversity of building styles, many of which are unique and historic. The buildings are primarily brick and multi-story, to approximately 50 feet. The uses include: mixed use, predominantly commercial, retail, office and institutional. Many of the Downtown buildings were constructed in the late 1800s and early 1900s. The Downtown cityscape is characterized by minimal setbacks, at grade parking areas, wide sidewalks, and street trees.

Conclusion

The character of Walla Walla is defined by its past and is important in defining its future. The visual qualities of the character areas combine to define the character of the whole and make Walla Walla unique; it is an expression of its residents through time and should be preserved and enhanced as the city changes.



*Walla Walla Presbyterian Church
at the Corner of South 1st Avenue
and East Birch Street*

The community was originally designed with streets, parks, and blocks, laid out with great care to organize the city in the natural landscape. Vistas and sightlines were preserved and accented. Wetlands, creeks, and open spaces were carefully preserved and employed to enhance the urban experience and connect the various elements of the city. The human experience of business, commerce, and living areas were intertwined with all of the local elements both built and natural to define the city space.

Over time cities grow usually with less organization and consideration. The planning of cities progressively relaxed control over the urban form and focused primarily on the use of land. As cities were planned they were not designed, and the resulting urban form became less understood, less organized, and less enjoyed.

Walla Walla is at a juncture in its history where designed growth can support new neighborhoods and commercial areas as well as preserve existing built form and open space. Walla Walla is fortunate in that it has maintained its character; it is still focused and defined. In the future, designed growth should address both the overall city through urban design and the details of the city through design standards.



*Walla Walla Little League World Series
Welcome Home Parade at Land Title Plaza*

CHALLENGES AND OPPORTUNITIES

Downtown as a Destination for All

Downtown should be an inclusive attraction where all people feel welcome, which will help integrate people of different cultures and income levels. Key to this strategy is providing a more flexible gathering space for festivals and events.

Physical Conditions of Older Neighborhoods

There is a dramatic disparity between the quality of older neighborhoods east and west of 3rd Avenue S. To correct this, public infrastructure (primarily streetscapes and pedestrian facilities) and self-help home improvement programs should be initiated.

Reintegrate Mill Creek as a Connecting Corridor Through the City

Restoring portions of Mill Creek to a more natural condition could include walking and biking pathways to help connect east and west portions of the city. This is an important opportunity to add a “game-changing” amenity to the city.



Eclipse Viewing Party at Walla Walla Library, August 21, 2017 (top) and Veterans Memorial Pool (bottom)

Urban/Rural Edge

An important part of Walla Walla's identity are the views of the surrounding countryside and the quick transition from urban conditions to the surrounding rural landscapes. This urban rural transition is what gives the city the visual image of a unique oasis in the Palouse, which has grown more important with the emergence of wine tourism. The key to maintaining this urban/rural transition is careful land use planning.

Leveraging the City's Identity for Economic Vitality

Many local businesses benefit from the city's attractive physical identity, and the business community is actively promoting the city's attractions. Because businesses and developers benefit from these attractions, it is appropriate that developers and businesses invest in the community's attractiveness and amenities.

Accommodating Growth While Maintaining Attractiveness and Walla Walla's Unique Character

The city should emphasize adding higher paying jobs but should also take steps to protect its small town, historic physical and social character. Therefore, the City should establish both development incentives and strong regulatory tools.

Reflecting the Full Range of Cultures

More than most small cities in rural settings, Walla Walla has been a melting pot, including Native American, French, German, Mexican, Italian, Chinese, and other cultures. This is an underappreciated asset that should be more explicitly incorporated into the city's identity, by reflecting the art and design character of all cultures and their history.

One participant at the May 23, 2017 Comprehensive Plan Open House best summarized the intent of this element.

“ Walla Walla is main street America. If we lose that, we've lost what makes us unique. Development should not jeopardize the quality and character of life here. ”

—Riley

WALLA WALLA'S PLAN



URBAN/RURAL EDGE

- » Maintain a visually strong edge between urban areas within the Urban Growth Boundary and those rural areas outside the Boundary.
- » Provide parks and open spaces in new development at city's perimeter
- » Maintain expansive views of mountains and open spaces




VALUABLE CIVIC OPEN SPACES AND RESOURCES

- » Retain and enhance noted open space resources that are highly valued by community members



DOWNTOWN—THE HEART OF THE CITY

- » Take advantage of the opportunity to create a center that attracts all city (and regional) residents
- » Reflect good downtown improvement efforts from past decades
- »  Add a public gathering place for events, informal activities, and a place to meet (consider converting a parking lot)
- » Preserve historic character
- » Add artwork and murals
- » Improve Rose Street streetscapes
- » Retain old signs
- » Incorporate Mill Creek where appropriate



REDEVELOPMENT OPPORTUNITIES

- » Take advantage of infill opportunities around the Market area (M.A.)
- » Create an artists' opportunity area
- » Take advantage of the live/work opportunities in this area



RESIDENTIAL NEIGHBORHOODS FOCUS/ENCOURAGE PUBLIC AND PRIVATE INVESTMENT

- » Improve streets and streetscapes
- » Add a range of small-scale housing types, that are compatible neighborhoods
- » Establish design standards
- » Install trees and sidewalks
- » Consider home fix-up programs



OLDER NEIGHBORHOODS WITH LARGE HOMES

- » Retain the neighborhood's historic character
- » Manage impacts of bed and breakfasts and short-term rentals
- » Establish design guidelines to ensure high quality, compatible infill development



IMPROVE MILL CREEK CORRIDOR TO BE A MAJOR ELEMENT IN THE CITY'S IDENTITY

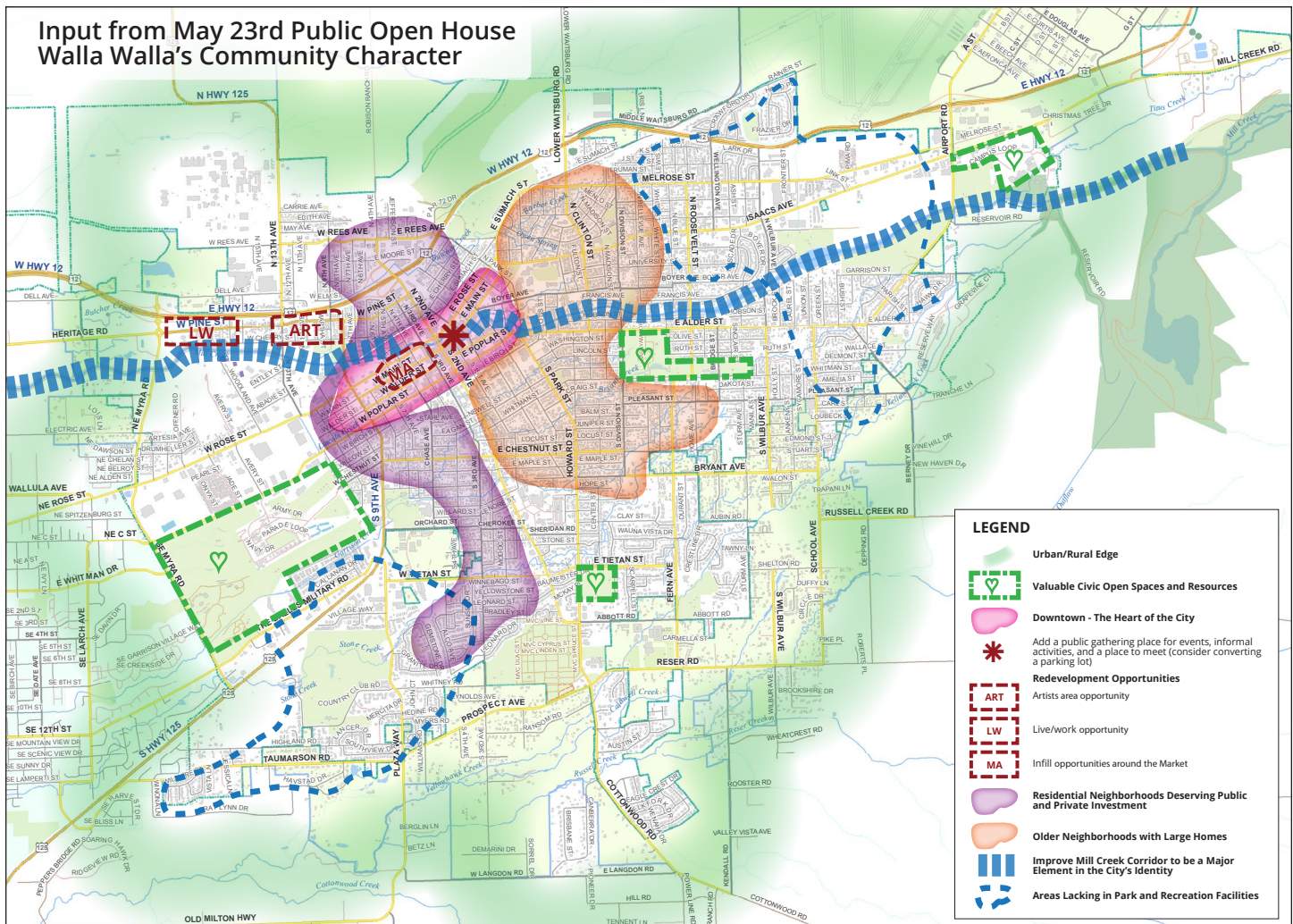
- » Return the stream corridor to more natural condition
- » Provide a multi-use trail
- » Incorporate the creek as “green infrastructure”
- » Explore a kayak/boating opportunity



AREAS LACKING IN PARK AND RECREATION FACILITIES

- » Provide more recreation opportunities in these areas
- » Provide better access to existing facilities
- » Require contributions to parks from new development or require new development to provide accessible parks

MAPS

**Exhibit 2. Walla Walla's Community Character**

Note: Developed with feedback from May 23, 2017 public work shop, survey results, and November 29, 2017 open house.

Source: City of Walla Walla, 2017



Captain Buttice Meets Children at National Night Out at Pioneer Park (top) and Walla Walla Fire Department (bottom)

GOALS AND POLICIES

Walla Walla has transitioned from a traditional farming community to a much more diversified economy. The City has received attention for its beautiful setting, its unique culture, and its superior quality of life. Walla Walla now is also known for its visitor attractions, which makes the community character important to the city's economy as well as its livability.

The policies below help preserve the community's historic and attractive characteristics while embracing new growth and vitality.

COMMUNITY CHARACTER GOAL 1 Walla Walla's historic character is a primary source of its civic identity and attracts visitors wanting to experience an authentic and vibrant western community.

- CC Policy 1.1** Use the land use code and design guidelines to ensure that new development reinforces and is guided by the character of existing land use patterns and the architectural attributes of the applicable character areas.
- CC Policy 1.2** Establish preservation districts, and compile inventories of buildings that are potentially significant on their own or possess contributing status to preservation districts.
- CC Policy 1.3** Maintain the city's street grid in new development as an important community design characteristic. Consider views down streets when development is contemplated

COMMUNITY CHARACTER GOAL 2 All of Walla Walla's residential communities are livable and attractive.

- CC Policy 2.1** Enhance and celebrate the distinct and unique character of Walla Walla's neighborhoods, as defined by Character Areas in this element. Ensure that growth and change within neighborhoods builds on their positive architectural and urban design attributes.

CC Policy 2.2 Protect the following historic residential neighborhoods from incompatible development such as short term rentals: the neighborhood roughly between S Second Avenue, Mill Creek, Fern Avenue, and E Chestnut Street; and the neighborhood between N Park Street, E Sumach Street, N Division Street and Mill Creek.

CC Policy 2.3 Enhance the following residential neighborhoods that include important housing stock with streetscape improvements and home improvement programs such as tool loan programs, self-help assistance, and homeowner loans: the neighborhood roughly between S Ninth Avenue, W Birch Street, S Second Avenue, and Leonard Drive; and the neighborhood between N Seventh Avenue, W Rees Avenue, N Park Street and E Sumach Street. Include measures to avoid displacement of current residents in these improvement efforts.

CC Policy 2.4 Incorporate design guidelines into the municipal core to reinforce individual neighborhoods' design qualities.

COMMUNITY CHARACTER GOAL 3 There is a clear and attractive transition from the urban/small town character in the city and the rural character of the surrounding region.

CC Policy 3.1 Work with regional partners to maintain the rural character of lands near the city's perimeter and create an attractive and prominent visual edge between city residential areas and the surrounding agricultural lands and open space.

CC Policy 3.2 Identify and protect important viewsheds, particularly views of the Blue Mountains, through regulations.

COMMUNITY CHARACTER GOAL 4 Downtown is the heart of Walla Walla, making all people feel welcome, accommodating a wide variety of civic and commercial functions, and reflecting the city's history.

CC Policy 4.1 Carefully protect and enhance Downtown's visual character, the most important single aspect of the city's identity, through historic preservation activities, complementary infill development, and sensitively designed public works.



*Downtown Flower Baskets (top),
Holiday Lights (center), and
Downtown Trick-or-Treat (bottom)*

CC Policy 4.2 Create a public gathering space near the center of Downtown that is inviting to all Walla Walla residents. Such a space can help unify people living in different neighborhoods, increase Downtown activity, and support Downtown businesses.

CC Policy 4.3 Encourage infill mixed use development near the Downtown market.

CC Policy 4.4 Identify and foster areas for artist housing/studios and live-work facilities Downtown.

CC Policy 4.5 Establish design guidelines to reinforce downtown's historic character while encouraging appropriate new development.

COMMUNITY CHARACTER GOAL 5 Walla Walla incorporates open spaces and natural features as part of its attractions and regional identity.

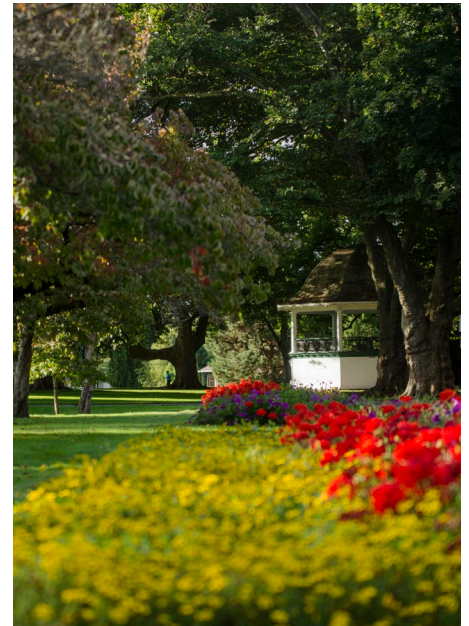
CC Policy 5.1 Work with public and private partners to enhance the Mill Creek corridor with ecological restoration and trails to become a keystone asset in the city's physical identity.

CC Policy 5.2 Protect and revitalize stream corridors and natural areas as the foundation of the city's character and name.

CC Policy 5.3 Create a tree planting program to preserve, restore, and enhance the tree canopy. Include planting requirements for each new development or redevelopment.

CC Policy 5.4 Conserve and enhance public parks as visual and community resources and an important part of Walla Walla's visual character, especially Pioneer Park, Howard Tietan Park, and the grounds of Fort Walla Walla Park and Walla Walla Community College.

CC Policy 5.5 Create new parks in communities without adequate open space, including the community roughly west of Wilbur Avenue between W Highway 12 and Pleasant Street, and the community southeast of S Highway 125 and west of S Third Avenue.



*National Night Out (left) and
Historic Bandstand (right) at
Pioneer Park*

COMMUNITY CHARACTER GOAL 6 Walla Walla adds new and attractive features to its historic qualities as it grows.

CC Policy 6.1 Assure adequate code enforcement to protect safety and attractiveness of the City.

CC Policy 6.2 Incorporate Walla Walla's diverse cultures and artistic resources into public projects.

POLICY CONNECTIONS

The **Environment and Natural Resources Element** recognizes the importance of healthy mature trees, identifies restoration of Mill Creek as an urban amenity, and incorporates community character objectives into efforts to increase sustainability.

The **Land Use Element** addresses community character objectives, policies to provide for a more equitable physical environment, measures to reduce land use conflicts, and design guidelines.

The **Transportation Element** addresses streetscape and non-motorized improvements that provide for greater mobility for all residents.

The **Parks and Recreation Element** addresses arts and cultural elements in parks planning and projects.

TRANSLATING POLICY INTO ACTION

This section makes connections between other city plans, programs, and actions and the policy direction of this element.

| Implementation Action | Timeline | Responsibility |
|--|---|--|
| Establish design guidelines for neighborhoods with significant historic properties, including downtown | 2 years for Downtown 6–10 years for residential neighborhood | Development Services |
| Home improvement assistance programs | 2–3 years | Development Services |
| Tree planting requirements for new development | 2 years | Development Services |
| Create new parks | 10 years | Parks and Recreation |
| Create a public gathering space in Downtown | 10 years | Parks and Recreation Development Services |



INTRODUCTION

This element identifies the land uses necessary for Walla Walla to accommodate the next two decades of growth and development. Land use in a community influences many aspects of community health and vitality. It is the basis for establishing zoning which determines where people can live, work, shop, or recreate.

TODAY AND TOMORROW

CONDITIONS TODAY

Walla Walla's population as of April 2017 was estimated at 33,840 by the Washington State Office of Financial Management. The City of Walla Walla's planning area includes approximately 13,238 acres of land. About two-thirds of that is within the incorporated City and the rest is within its Urban Growth Area (UGA). Information from the Walla Walla County Tax Assessor shows that about half of the land in the City's planning area is zoned for residential uses, with the remainder split between agriculture use and commercial and industrial uses.



Tanks at Walla Walla Water Treatment Plant

Agricultural uses that occur within the planning area are typically identified for other uses on the future land use map and in the zoning code. Eventually they will become more urban in nature as the city grows. However, this eventual loss of agricultural lands within the City will help prevent conversion of agricultural lands in the surrounding rural areas to residential and other uses.

Growth in Walla Walla has been slow and sustained, averaging about 0.86% per year between 1970 -2010 and growing faster, at a rate of about 0.95% per year since 2010.

| 1970 | 1980 | 1990 | 2000 | 2010 |
|--------|--------|--------|--------|--------|
| 23,619 | 25,619 | 26,482 | 29,686 | 31,731 |

Source: Washington State OFM Official Census Data

| 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
|--------|--------|--------|--------|--------|--------|--------|--------|
| 31,731 | 31,670 | 31,740 | 31,930 | 32,260 | 33,390 | 33,340 | 33,840 |

Source: Washington State OFM Official Census Data for 2010, Washington State OFM Estimates for 2011-2017

Land Capacity Analysis

The City of Walla Walla analyzed vacant and redevelopable lands within city limits and the UGA using GIS analysis. The analysis identified available land for development by looking at existing development, site utilization, permitted development, and non-buildable areas due to critical areas. Capacity was estimated by assessing zoning potential, examining permit records to identify achieved densities by zone, and applying a market factor to account for property owners who are unlikely to sell or redevelop. Full details about the methodology and calculations can be found in the document *2017 City of Walla Walla Population and Land Capacity Analysis* in Appendix A.

The analysis identifies the potential for approximately 3,576 housing units within Walla Walla city limits and the UGA on vacant or redevelopable lands. At an average household size of 2.43 persons per household, this represents a capacity for approximately 8,690 people.

Walla Walla has about 540 acres available for future commercial and industrial development. The following acreages were identified as available for future development within the city limits and the UGA:

| Zoning Type | Vacant Acres | Redevelopable Acres |
|-----------------------------|--------------|---------------------|
| Central Commercial | 1 | 5 |
| Light Industrial/Commercial | 79 | 12 |
| Heavy Industrial | 382 | 21 |
| Highway Commercial | 9 | 31 |

Source: City of Walla Walla and BERK Consulting, 2017

Analysis of the Central Commercial vacancies showed that approximately seven acres are currently used as parking lots. These lands are not included in the vacant or redevelopable acreages but could be a source of future development under the right conditions.

Much of the Heavy Industrial land is located in large tracts on the north side of the City near the state penitentiary and is currently in active farm production.



New Cell Under Construction at Sudbury Landfill

FUTURE PROJECTIONS

The population of the City of Walla Walla is expected to be 39,530 people in 2038 according to the population target assigned by Walla Walla County. To accommodate future growth, Walla Walla created the future land use map shown in this element. The amount of land designated for each purpose is shown below.

Exhibit 3. Future Land Use in Walla Walla

| Land Use Designation | Acres In City | Acres In UGA | Total Acres |
|--------------------------|---------------|--------------|----------------|
| Residential | 2,870 | 1,785 | 4,655 |
| Public | 2,863 | 99 | 2,962 |
| Commercial | 633 | 4 | 636 |
| Industrial | 462 | 386 | 848 |
| Airport | — | 2,006 | 2,006 |
| Master Planned Community | 353 | — | 353 |
| Downtown | 113 | — | 113 |
| TOTAL | 7,294 | 4,279 | 11,573* |

**This acreage does not include roads and rights-of-way and thus does not add up to the total acreage of the planning area.*

Source: City of Walla Walla and BERK Consulting, 2017

CHALLENGES AND OPPORTUNITIES

Annexations

In 2014 the City changed its policy with regard to the extension of water and sewer utility services in the UGA. It now requires those who wish to receive city services to annex. Since that policy was enacted, the vast majority of the City's growth has occurred through annexation. It is likely that further large tracts of land will be annexed for new housing developments to occur. Annexation gives the City more control over the development that occurs within the current UGA.

Critical Areas and Streams

Much of the developable land in the UGA, and some within the city, is limited by its proximity to one or more of Walla Walla's many streams. Several floodplains limit development in the affected areas on the south side of the City. Additionally, every stream has a critical area buffer of a minimum of 35 feet, with a larger buffer possible depending on the stream corridor. New development and the establishment of land uses in such areas should be carefully evaluated to ensure that natural and critical areas are protected.

Commercial and Industrial Uses

Commercial and industrial land uses are concentrated in the north and west sides of the planning area. This may put pressure on transportation networks and other resources as people commute to employment or travel to obtain goods and services. To alleviate this Walla Walla could consider zoning that would allow:

- » Small commercial areas in or near neighborhoods for people to obtain daily goods and services;
- » Adding housing to commercial areas to create a mixed-use environment;
- » Subarea planning that could encourage employment uses in other parts of the City's planning area.

An opportunity is to encourage new population and commercial growth along the Myra Road corridor. Focusing development along existing Valley Transit lines that link the City and College Place promotes a relatively compact urbanized area with homes, jobs, and shopping.



Ribbon Cutting at Completion of Street Improvements

Multi-family Development

A majority of vacant/redevelopable residential land in the planning area is zoned as R-96, which encourages single-family development. Currently, no developable land is zoned for multi-family residential development. A goal of this land use element is to encourage a variety of housing types, including multi-family development. Strategically, through zoning, the City plans to designate additional developable land for multi-family type uses.

Future Study Area UGA North

At such time new land needs to be added to the City's urban growth area based on the City's land capacity analysis and population growth projections, the desired location is north of US 12. The future study area need to take into account the City's desire to cost effectively deliver urban services and the County's desire to preserve prime agricultural land. An update to Walla Walla County's Agricultural Resource Land Inventory report is necessary.

WALLA WALLA'S PLAN

Land use needs are likely to evolve over the next two decades. Population growth will require additional housing to be built, additional employment opportunities, and new places to obtain goods and services. Walla Walla desires to retain its community character. This means planning ahead for growth and its impacts so that Walla Walla is a great place to live for all residents. There will be plenty of opportunities and choices for housing, employment, and business. This will also be a healthy, sustainable community.

MAPS

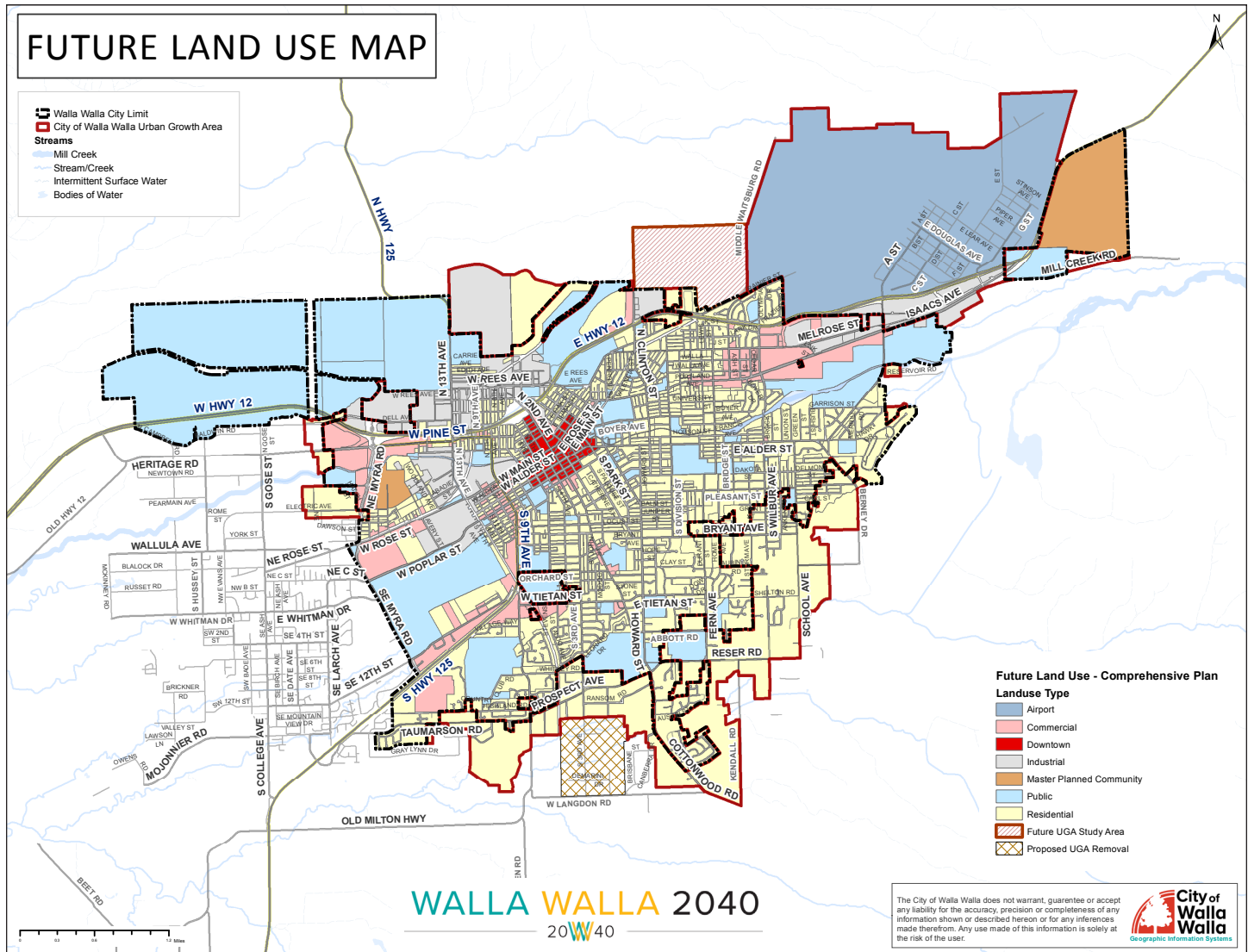


Exhibit 4. Future Land Use Map

Source: City of Walla Walla, 2017

GOALS AND POLICIES

LAND USE GOAL 1 Walla Walla grows in a responsible way that maintains or improves the quality of life for its residents.

- LU Policy 1.1** Accommodate new residential and commercial development in areas with available infrastructure and services.
- LU Policy 1.2** Annex and provide services to all lands within the Urban Growth Area.
- LU Policy 1.3** Encourage infill development that provides additional housing within the city.
- LU Policy 1.4** Review new development proposals to ensure they support the objectives of the Comprehensive Plan such as land use, transportation, community character, historic preservation, and sustainability.
- LU Policy 1.5** Establish future land use and zoning designations that minimize and mitigate potential land use conflicts.
- LU Policy 1.6** Develop Walla Walla's downtown in a way that encourages sustainability and supports community vitality.
- LU Policy 1.7** Analyze proposed industrial uses for their impacts on adjacent uses and for the adequacy of public facilities at the proposed or alternative locations.
- LU Policy 1.8** Encourage new population and commercial growth in the north and northwest portions of the urban growth area.

LAND USE GOAL 2 Walla Walla coordinates with neighboring communities and state agencies for the improvement of the region.

- LU Policy 2.1** Coordinate City plans with the Countywide Planning Policies and regional policies of the Walla Walla Valley Metropolitan Planning Organization.
- LU Policy 2.2** Coordinate planning in the Urban Growth Area with Walla Walla County to ensure orderly, sustainable development consistent with City standards, and discourage development of subdivisions using septic systems and private water systems.



2010 Balloon Stampede

- LU Policy 2.3** Cooperate with neighboring communities to ensure the protection and revitalization of the region's natural resources.
- LU Policy 2.4** Support the region's tourism agencies in promoting the region as a welcoming place to live and destination for entertainment, recreation, and tourism.
- LU Policy 2.5** Identify opportunities to link the City's roads, trails, parks, and open spaces with others in the region.
- LU Policy 2.6** Cooperate regionally on the development and siting of essential public facilities to ensure that the burden, impact, and benefit is equitably distributed among neighboring communities.
- LU Policy 2.7** Continue coordination with the Confederated Tribes of the Umatilla Indian Reservation, the Army Corps of Engineers, and Walla Walla County Flood Control District to restore Mill Creek.



Downtown Walla Walla

LAND USE GOAL 3 There are a variety of uses allowed throughout Walla Walla that encourage options for housing and business.

- LU Policy 3.1** Encourage mixed use development in Downtown that includes new housing.
- LU Policy 3.2** Allow live/work spaces and mixed uses to encourage entrepreneurial opportunities for residents.
- LU Policy 3.3** Allow master planned development to include mixed use that is compatible with adjacent land uses.
- LU Policy 3.4** Discourage strip-style commercial development by encouraging buildings to be developed close to the street frontage with parking lots to the rear.
- LU Policy 3.5** Locate new commercial areas near, or mixed with, higher density residential development and at the intersection of major transportation corridors.
- LU Policy 3.6** Allow commercial development that provides daily goods and services to adjacent residential neighborhoods.
- LU Policy 3.7** Support a variety of housing types such as tiny homes, duplexes, multi-family development, cottage housing, and single family residential.

LAND USE GOAL 4 Land use is sustainable and conserves natural resources.

- LU Policy 4.1** Balance commercial, industrial, and residential development with the conservation of natural resources and open space by directing growth to areas already served by infrastructure.
- LU Policy 4.2** Promote sustainability with the adoption and implementation of “green” standards that are energy efficient, conserve and reuse material resources, reduce non-permeable surfaces, conserve water, and maximize the use of renewable energy sources such as solar power.
- LU Policy 4.3** Acquire greenway corridors and/or open space where feasible to ensure conservation of natural areas and the protection of environmentally sensitive areas.
- LU Policy 4.4** Ensure that new subdivisions and housing development retains natural qualities including topography, natural features, and native vegetation to minimize impacts to the surrounding ecosystem. Retaining or restoring riparian woody vegetation should be a priority.
- LU Policy 4.5** Ensure that landowners are educated regarding responsibilities of properties abutting or surrounding surface waters such as wetlands and other water bodies.

LAND USE GOAL 5 Walla Walla is a healthy city with opportunities for physical activity.

- LU Policy 5.1** Consider physical activity and health when adopting land use policies and regulations and in the siting of community facilities.
- LU Policy 5.2** Ensure that new subdivisions and housing are designed to accommodate pedestrian and bicycle access within the development and to nearby community facilities and amenities such as schools, parks, shopping areas, transit corridors, and employment centers.
- LU Policy 5.3** Develop a citywide network of open space and recreation facilities proximate to all residential neighborhoods.
- LU Policy 5.4** Ensure that new subdivisions maximize green space and common areas to allow opportunities for health and recreation.



New Rectangular Rapid Flashing Beacon Crosswalk

*Walla Walla Police Department*

POLICY CONNECTIONS

The **Housing Element** includes policies on ensuring a sufficient array of housing types and affordability to meet the community's needs within areas designated for residential uses.

The **Environment and Natural Resources Element** addresses land use related to the protection of critical areas and the preservation of natural resources.

The **Capital Facilities and Utilities Element** and the **Parks and Recreation Element** demonstrate how future land uses will be served by public services and infrastructure.

The **Transportation Element** identifies options for motorized and non-motorized transportation of people and goods between the future land uses in the City.

Policies for the preservation of historic buildings and neighborhoods are include in the **Historic Preservation Element**. Other policies that address neighborhood character can be found in the **Community Character Element**.

TRANSLATING POLICY INTO ACTION

This section makes connections between other city plans, programs, and actions and the policy direction of this element.

| Implementation Action | Timeline | Responsibility |
|--|----------|---|
| Myra Road Sub-Area Plan Plans for higher density and more intense development in this area which is partially in the UGA. An update of this plan is recommended. | 10 years | Development Services |
| Downtown Master Plan Originally produced in 2004, this plan aims to direct high quality infill and redevelopment to the core of the City. An update to this plan is recommended. | 5 years | Development Services Downtown Walla Walla Foundation |
| Land Use Code Adopt changes to the code to implement new and revised policies in the Comprehensive Plan. | 2 years | Development Services Engineering Fire |
| Zoning Map Rezone areas to support the comprehensive plan | 2 years | Development Services |

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INTRODUCTION

Walla Walla must ensure it has enough housing for all its residents. As the City grows it also plays a role in providing everyone who lives here access to a decent house that they can afford. There are many ways to do this, but increasing the different types of housing is an important factor in meeting community needs. This element examines the kind of housing Walla Walla has now, its needs for housing, and identifies how it can make sure there are enough homes for everyone in the future.

TODAY AND TOMORROW

CONDITIONS TODAY

Walla Walla completed an inventory of its demographics and housing conditions, which can be found in the appendix of this plan. A summary of the information is below.

Population

Looking at the change in population, the City of Walla Walla is growing a little faster than Walla Walla County as a whole. Growth has been lower than the statewide average, but growth has generally increased at a faster pace over the last seven years. The percentage increase from 2000–2010, a ten year period, was 6.8%. The percentage increase from 2010–2017, a seven year period, was 6.6%.

Exhibit 5. Population Over Time, 2000–2017

| | 2000 | 2010 | 2017 | % Change 2000–2017 | % Change 2010–2017 |
|----------------------------|-----------|-----------|-----------|-----------------------|-----------------------|
| City of Walla Walla | 29,686 | 31,731 | 33,840 | 14.0% | 6.6% |
| Walla Walla County | 55,180 | 58,781 | 61,400 | 11.3% | 4.3% |
| State | 5,894,121 | 6,724,540 | 7,310,300 | 24.0% | 8.0% |

Source: Washington State Office of Financial Management (OFM), 2017; BERK Consulting, 2017

According to data from the US Census about half of Walla Walla’s population is under 34 years old. The presence of higher educational institutions, such as Whitman College, increases the proportion of young adults in the community. The State Office of Financial Management (OFM) estimates that roughly 11% of Walla Walla’s population or over 3,600 people live in group quarters such as college residence halls, the state penitentiary, or nursing facilities, while the remainder reside in households.

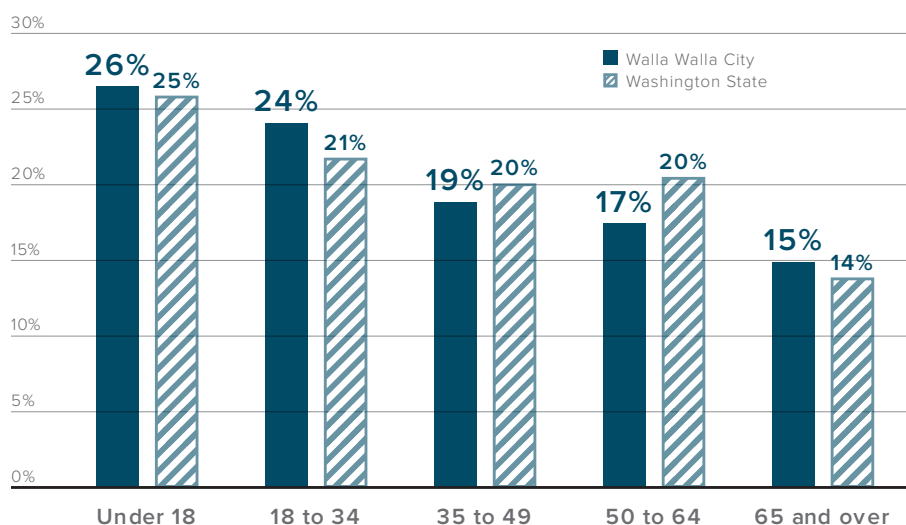


Exhibit 6. Age Distribution

Source: U.S. Census, American Community Survey 5-yr Estimates, 2011–2015; BERK, 2017

Although the percentage of people in Walla Walla over age 65 is about 15%, more than a quarter of the households have a senior householder. About a third of those households are rentals. These households may be particularly vulnerable to increases in rents, especially those on fixed incomes. The population is also more likely to have a disability, since the American Community Survey (ACS) reports that more than 40% of the population over age 65 in Walla Walla has a physical, visual, auditory, or cognitive impairment.

Exhibit 7. Households with a Senior Householder

| | Households |
|---|--------------|
| TOTAL HOUSEHOLDS WITH A SENIOR HOUSEHOLDER | 3,179 |
| Renter-occupied | 1,080 |
| Owner-occupied | 2,099 |

Source: U.S. Census, American Community Survey 5-yr Estimates, 2011-2015; BERK, 2017

In Walla Walla 91% of the city population identifies as white alone with almost 15% of the population identifying as Hispanic or Latino.

Exhibit 8. Gender, Race, and Ethnicity

| | City of Walla Walla | Walla Walla County | Washington State |
|---|------------------------|-----------------------|---------------------|
| Male | 52.1% | 51.2% | 49.9% |
| Female | 47.9% | 48.8% | 50.1% |
| White | 91.0% | 91.9% | 82.6% |
| Black or African American | 0.5% | 0.6% | 3.5% |
| American Indian or Alaska Native | 0.8% | 0.5% | 1.2% |
| Asian | 1.7% | 1.1% | 6.6% |
| Native Hawaiian and Other Pacific Islander | 0.1% | 0.1% | 0.4% |
| Some other race | 3.4% | 3.7% | 2.5% |
| Two or more races | 2.6% | 2.1% | 3.1% |
| Hispanic or Latino origin (of any race) | 14.8% | 12.6% | 7.9% |

Note: Hispanic or Latino origin is considered an ethnicity and not a race.

Source: U.S. Census, American Community Survey 5-yr Estimates, 2011-2015; BERK, 2017

Household Characteristics and Income

As of 2017, OFM estimates there are 12,428 total households in the City of Walla Walla. The average household size is 2.43 people per household. 57% of all households in the City of Walla Walla are renter-occupied. Single-person households are the largest market for rental housing. However, it is notable that 31% of renter households have 3 or more members. Given that apartments are generally smaller in size, many of these households likely reside in single-family detached housing throughout the city, and could possibly be candidates for future multi-family housing units.

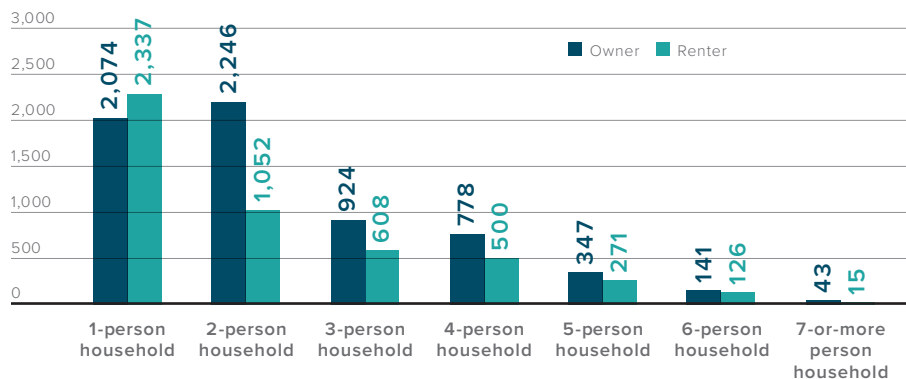


Exhibit 9. Renter and Owner-occupied Households by Household Size

Source: U.S. Census, American Community Survey 5-yr Estimates, 2011–2015; BERK, 2017

In 2015, the American Community Survey lists median household income for households residing inside the City of Walla Walla as \$41,750, compared with a slightly higher median household income of \$47,946 in Walla Walla County, and \$61,062 statewide (ACS 5-yr Estimates, 2011-2015).

HUD calculations and groupings are based on HUD Area Median Family Income (AMI), a calculation that takes into account household size. AMI is based on the median income for a four-person family household. In 2017, HUD's AMI for Walla Walla County is \$62,900.¹

¹ ACS area median income is calculated by determining the household area median income, regardless of household size, based on ACS income estimates. HUD calculations account for a four-person household, hence the larger number as compared to ACS estimates. More information on HUD Area Median Family Income (HAMFI) can be found at https://www.huduser.gov/portal/datasets/cp/CHAS/bg_chas.html

HUD provides data on household income breakdowns relative to Walla Walla County AMI. Therefore, this element groups households based on income categories relative to the county AMI. Note that HUD accounts for household size when grouping households into these income categories.

- » Very Low Income—Under 30% of AMI (<\$18,870)
- » Low Income—30-50% of AMI (\$18,870 - \$31,450)
- » Moderate Income—50-80% of AMI (\$31,450 - \$50,320)
- » Lower Middle Income—80-100% of AMI (\$50,320 - \$62,900)
- » Above Median Income—Above 100% of AMI (>\$62,900)

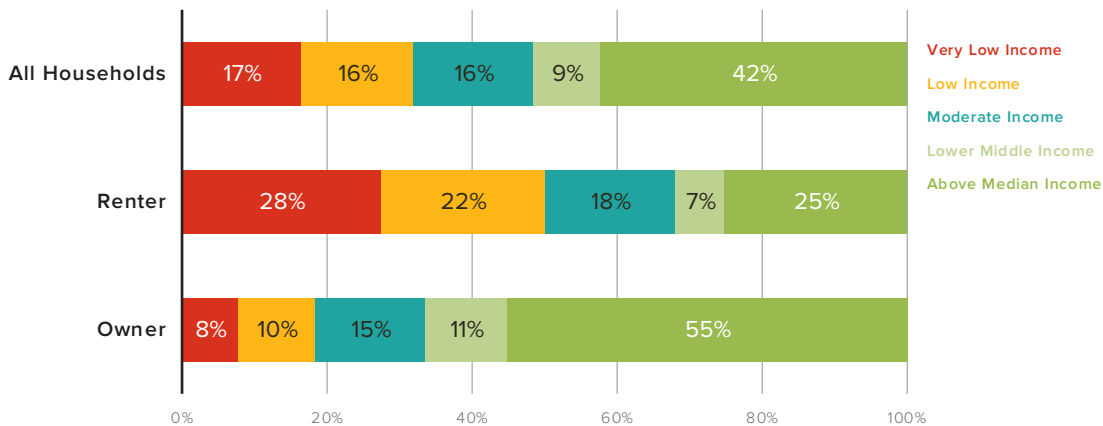


Exhibit 10. Household Income Categories—City of Walla Walla

Source: U.S. Department of Housing and Urban Development, Consolidated Housing Affordability Strategy (based on U.S. Census American Community Survey 5-yr Estimates, 2010-2014); BERK, 2017

Owner-occupied households are more likely to be in a higher income category, with 55% earning more than AMI, whereas only 25% of renter households are earning more than AMI. Almost 60% of renter households have income levels classified as low or very low income, earning less than 50% AMI. This suggests a need for affordable, rental housing options in Walla Walla.

The Department of Commerce, in coordination with Walla Walla County, performs a yearly point-in-time count of homeless persons and households. The numbers that the Department of Commerce publishes use the HUD definition of homelessness, which excludes those that reported having to stay with family or friends. Walla Walla County includes those individuals and households in their published data, as it helps to depict both those that

are chronically homeless as well as those with intermittent struggles with sustainable housing.

In 2016, there were 571 individuals and 320 households identified as homeless during the point-in-time count. This number has stayed mostly consistent over the last decade. However, since 2011, when the survey began tracking chronically homeless households, there has been a continuing upward trend. Between 2011 and 2016, chronically homeless households have more than doubled countywide. This may indicate a need to address long term solutions to homelessness in the County.

HOUSING CONDITIONS

Walla Walla has aging housing stock. Over 50% of homes in Walla Walla were built prior to 1950. This suggests that investment will be needed in the coming decades to update the housing supply.

Exhibit 11. Housing Structures Decade Built

| Decade Built | Percent of Housing Structures |
|-----------------------|-------------------------------|
| Built 2010 to 2017 | 4.9% |
| Built 2000 to 2010 | 8.7% |
| Built 1990 to 2000 | 4.7% |
| Built 1980 to 1990 | 2.4% |
| Built 1970 to 1980 | 8.3% |
| Built 1960 to 1970 | 6.1% |
| Built 1950 to 1960 | 13.8% |
| Built 1940 to 1950 | 14.4% |
| Built 1939 or earlier | 36.8% |

Source: City of Walla Walla, 2017; Walla Walla County Assessor, 2017; BERK, 2017

As of 2017, there were 13,500 housing units in the City of Walla Walla. 68% of all housing units in the City of Walla Walla are single family.

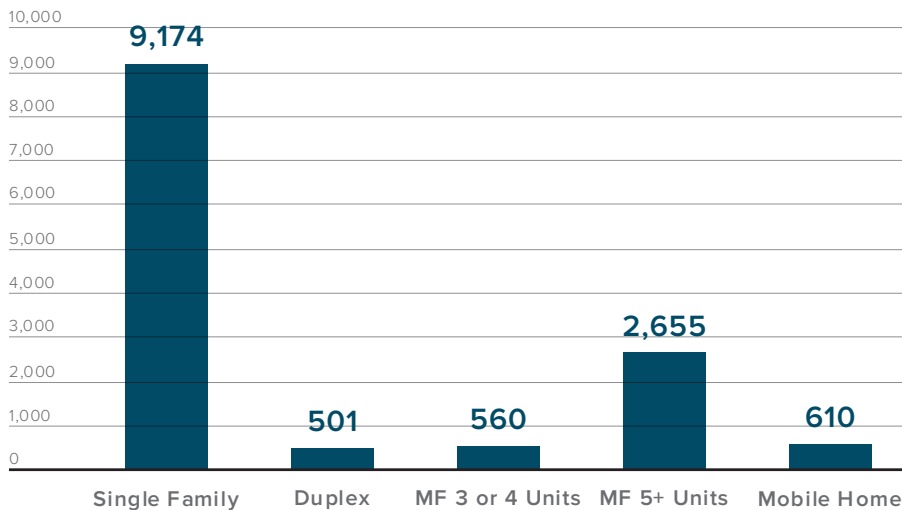


Exhibit 12. Housing Units by Housing Type

Source: OFM, 2017; BERK, 2017

When comparing household sizes (see *Household Characteristics and Income* above) with housing units by type, some potential housing gaps may be evident. For example, there are nearly 4,500 households with only one member, yet there are less than 2,500 studio and 1-bedroom housing units combined. This is a difference of about 2,000 units. While not all 1-person households are looking for a studio or 1-bedroom unit, it is also likely to be true that there are people living in larger shared houses now that would prefer to live in a studio or 1-bedroom unit if there were enough units available. It follows that the demand for studio and 1-bedroom units could potentially exceed what is indicated by looking at census data about household sizes. The presence of Whitman College is likely impacting the amount of 1-person households, yet with roughly 1,500 students, data would still indicate a need for studios or 1-bedroom units.

On the other hand, nearly 47% of housing units in Walla Walla have 3 or more bedrooms while only 33% of households have 3 or more members. There is the potential that the number of households with 3 or more members is higher than actual demand, assuming people seeking small apartment units are instead sharing larger units due of appropriate supply in the apartment market.

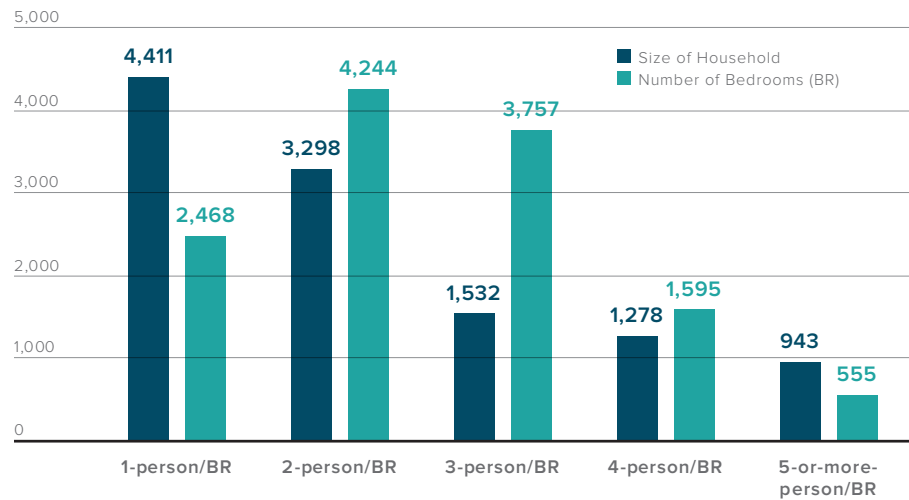


Exhibit 13. Alignment Between Household Sizes and Size of Units in Housing Stock

Note: The number of 1-BR housing units include both studios and one-bedroom units.

Source: U.S. Census, American Community Survey 5-yr Estimates, 2011-2015; BERK, 2017

While data suggests the housing stock generally supplies units that are too large for the kinds of households that exist in Walla Walla, overcrowding still exists and primarily among renter households. HUD defines overcrowding as greater than one occupant per room. Based on this definition, 246 renter occupied housing units are overcrowded, 5% of all renter occupied housing units.

The City of Walla Walla's vacancy hovers near the state average at about 9%. The American Community Survey estimates that of the total vacant units in the City of Walla Walla, some 28% of those are for rent, 11% are for seasonal, recreational, or occasional use, and nearly 40% are simply listed as other vacant.

HOUSING AFFORDABILITY

A housing cost burden, as identified by HUD, occurs when a household spends more than 30% of their income on housing costs. Households spending more than 50% of their income towards housing cost are considered severely cost burdened. In Walla Walla 36% of all households were estimated to be either cost burdened or severely cost burdened during this period. A greater percentage of renter households were cost burdened (49%) than owner households (28%).

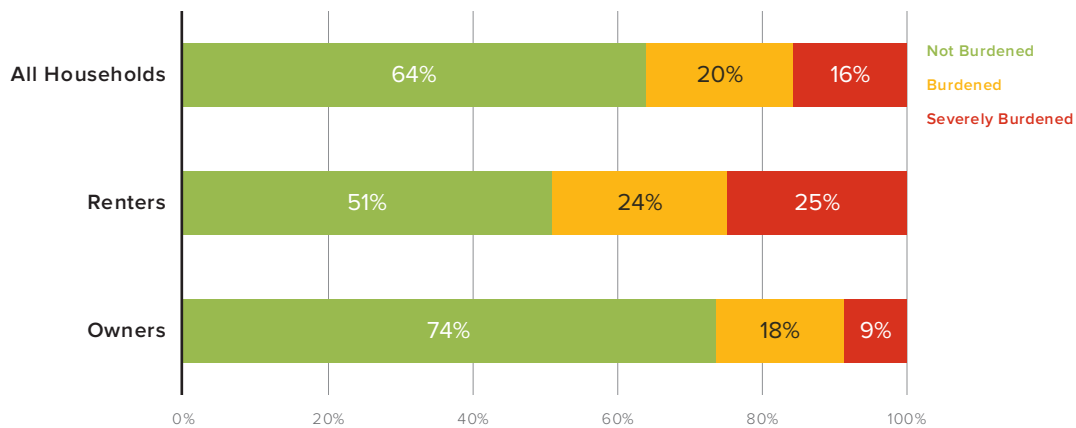


Exhibit 14. Cost Burden by Housing Tenure (City of Walla Walla)

Source: U.S. Department of Housing and Urban Development, Consolidated Housing Affordability Strategy, 2010- 2014; BERK, 2017

Between April 2014 and April 2017, median rents for single family housing went up roughly 2% annually and median rents for multi-family went down roughly 3.5% annually.

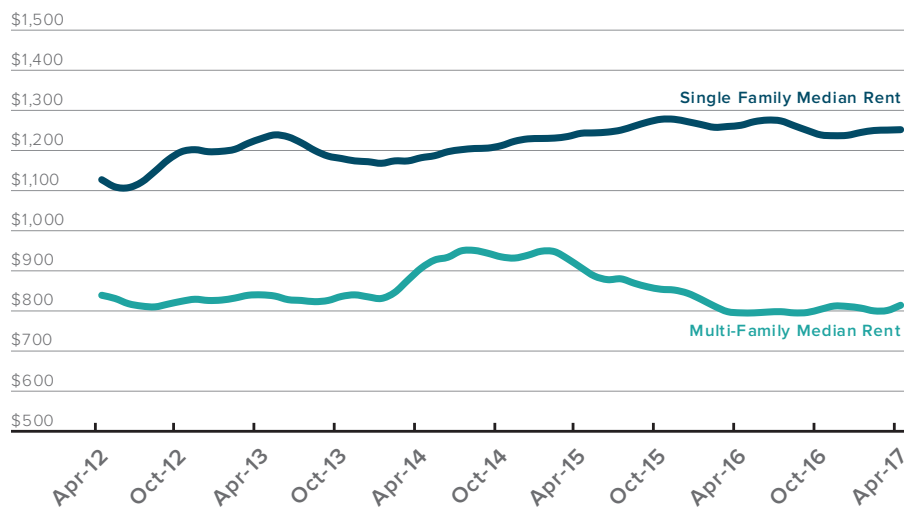


Exhibit 15. Median Monthly Rent (City of Walla Walla)

Source: Zillow Rent Index, 2017; BERK, 2017

To afford median rent for a single-family home, a household would need to earn at least \$50,080 annually. To afford the median rent for a multi-family unit, a household would need to earn at least \$32,520 annually. The estimated number of households that earn enough to afford the median rent for a single or multi-family rental housing unit is shown below.

Exhibit 16. Renter Households Affording Median Rent

| | Household Income to Afford Median Rent | # of Households Affording Median Rent | % of Households That Can Afford Median Rent |
|----------------------|--|---------------------------------------|---|
| Single-family Rental | \$50,080 | 4,677 | 41% |
| Multi-family Rental | \$32,520 | 6,757 | 59% |

Source: U.S. Census, American Community Survey 5-yr Estimates, 2011–2015; BERK, 2017

Among all renter households, 1 out of 2 was estimated to be cost burdened

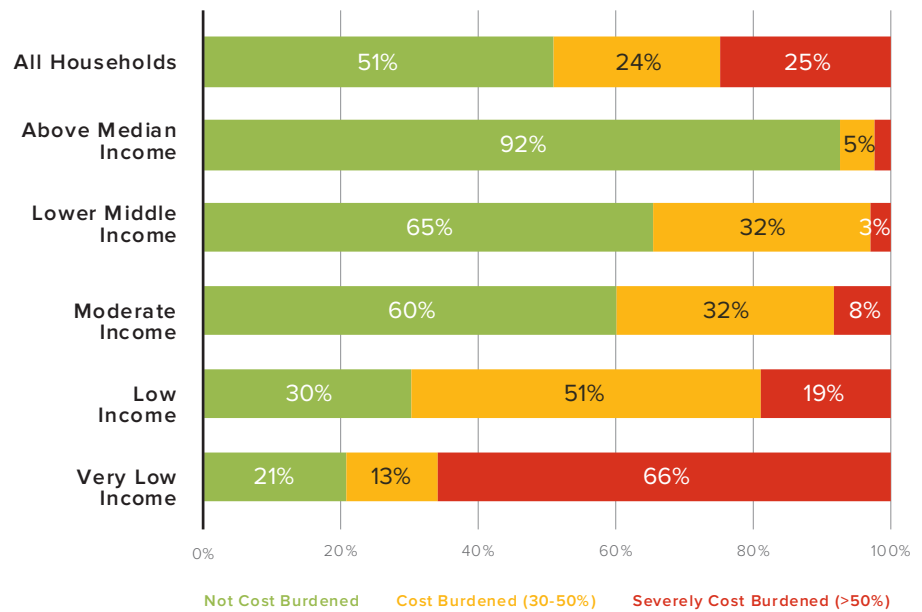


Exhibit 17. Renter Cost Burden by Income Category

Source: U.S. Department of Housing and Urban Development, Consolidated Housing Affordability Strategy, 2010- 2014; BERK, 2017

and 1 out of 4 was estimated to be severely cost burdened. Few households with low or very low incomes are able to find housing they can afford.

Ownership Housing Market

The cost of ownership housing has steadily increased since 2012. Between the beginning of 2016 and June 2017, prices have increased nearly 16%, an extremely significant increase.

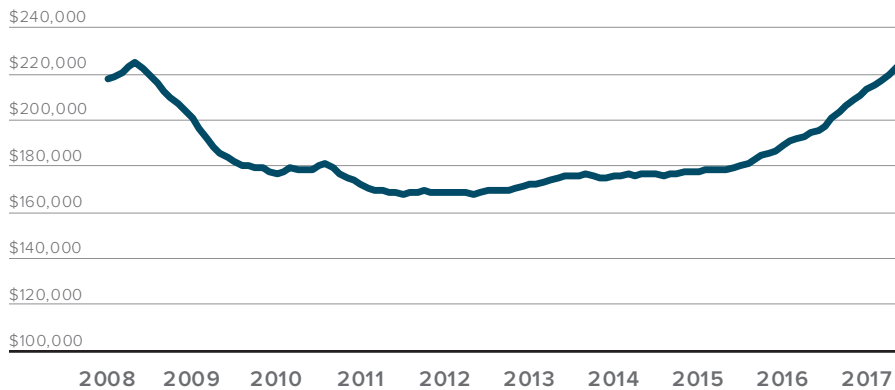


Exhibit 18. City of Walla Walla Monthly Median Home Price 2008–2017

Source: Zillow, 2017; BERK, 2017

While homeowners are generally less cost burdened than renters, low and very low income households are most likely to be cost burdened.

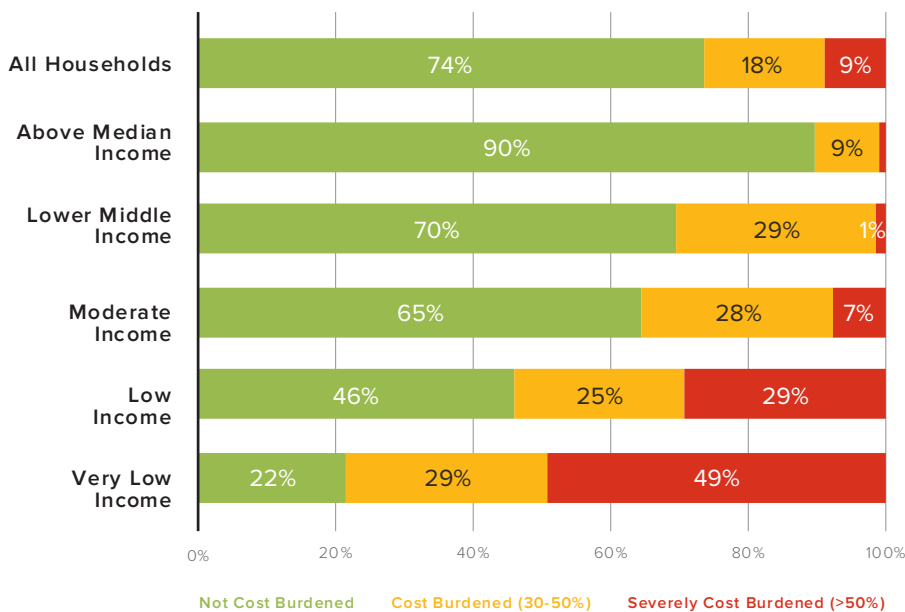


Exhibit 19. Owner Cost Burden by Income Category

Source: U.S. Department of Housing and Urban Development, Consolidated Housing Affordability Strategy, 2010- 2014; BERK, 2017

Subsidized Housing

Current subsidized housing inventories were collected directly from the Walla Walla Housing Authority (WWHA). The WWHHA owns and manages 549 units, and provides rental assistance to another 1,094. As the rental assistance program is expensive for the WWHHA to maintain, they do expect the figure above to grow. There are approximately 1,800 households on their wait lists, and the general sense is that their wait list is consistently larger than 1,500 households. Their target income for qualifying for their programs is below 60% AMI.

Of the 549 units owned and managed by the WWHHA, 128 units are targeted to agricultural workers. Additionally, there is one transitional program targeting homeless veterans which has 8 units totaling 34 beds. While trend data was not available, the WWHHA indicated that since the early 1990s, their program has grown from 84 owned units with 20 rentals, into the numbers reported above.

While the primary subsidized housing stock is targeted toward renters, Tri-County Partners Habitat for Humanity has been operating in Walla Walla since 1992. Their program targets households with income between 30% and 60% current median income in the area. Since 1992, 15 homes have been completed in Walla Walla.



New Homes Built by Walla Walla Housing Authority at Washington School

FUTURE PROJECTIONS

Population Projections

As noted above, the OFM prepares low, intermediate and high range growth management population projections for the counties within the State. Based on Walla Walla County adopting those projections, the City of Walla Walla opted to plan for a 6,190 person increase in population by year 2038.

Housing Capacity

The City of Walla Walla performed a buildable lands analysis to determine housing capacity both within city limits as well as in the UGA. The results of the analysis are shown in the following table.

Exhibit 20. Housing Capacity by Zone—City and UGA combined

| | Assumed Future Density (DU/acre) | Available Net Acres | Existing Units on Parcels | Future Housing Capacity (DU) |
|---|----------------------------------|---------------------|---------------------------|------------------------------|
| Multifamily Residential | 16.00 | 21.8 | 19 | 329 |
| Single-family Residential (6,000 sq ft) | 5.03 | 38.8 | 49 | 146 |
| Single-family Residential (7,200 sq ft) | 3.98 | 172.0 | 167 | 518 |
| Single-family Residential (9,600 sq ft) | 2.85 | 1,094.4 | 536 | 2,583 |
| TOTAL | | | | 3,756 |

Source: City of Walla Walla, 2017; Walla Walla County, 2017; BERK, 2017

Assuming the growth in population listed above (6,190 person increase in 20 years), and taking into the account average 2017 household size of 2.43, the potential capacity of 3,576 housing units will accommodate the need for an additional 2,500 households by 2038.

CHALLENGES AND OPPORTUNITIES

As the City grows there is the opportunity to encourage housing that best meets the needs of Walla Walla residents.

A Variety of Housing Types

Throughout their lifetime people have different housing needs. Walla Walla's housing inventory indicates that there may be some gaps in housing stock. A greater stock of smaller unit rental housing may be needed to serve single-person households. This type of housing might support young adults just starting out, or seniors who wish to age in place. Building smaller unit rental housing may free up larger units and increase the number of rentals available to serve families. More zoning is needed for multi-family housing, which could include new or expanded multi-family zoning, or new or expanded mixed-use zoning in commercial areas. While multi-family housing is needed in the community, there are a variety of ways to add smaller unit housing stock within the city. Zoning regulations that support additional density in single family areas, or allow a variety of unit types such as accessory dwelling units, townhomes, small lot development, cottages, and smaller multi-plexes. This type of housing is sometimes referred to as missing middle housing stock.



**Cottage Housing on
East Oak Street**



THIS IMAGE MAY ONLY BE USED WITH ACCOMPANYING ILLUSTRATION ATTRIBUTION TO OPTICOS DESIGN, INC.

Exhibit 21. Missing Middle Housing

Source: Opticos Design, Inc.

Housing Affordability

The housing inventory shows that more than a third of the households in Walla Walla are burdened by the cost of their housing. This includes people of moderate incomes as well as people with low and very low incomes, although people with lower incomes are more likely to be burdened by the cost of housing. The City needs to develop a housing affordability plan to address this issue. Such a plan should address the needs for affordable rental and homeownership opportunities for families of all income levels, but particularly for households that make less than 50% of the area median income. Subsidized housing is also needed for seniors, people with disabilities, and people with very low incomes. Such housing may be developed and managed by non-profits or public agencies, but the City needs to examine ways that it can support its development.

Maintenance of Existing Housing Stock

Walla Walla has decent, but aging housing stock. This can be an asset for a community as it grows if the existing housing is well maintained. The City should look into a variety of ways to ensure that current housing remains in good condition. Such programs could include: code compliance programs, minimum property maintenance standards, or home repair assistance programs.

WALLA WALLA'S PLAN

The quality and availability of housing is an important part of making Walla Walla a great place to live. Over the next two decades it is important that Walla Walla meets its residents' needs with housing stock that is affordable and well maintained. The plan encourages the development of lots of different types of housing to meet people's needs. Whether someone is just starting out, growing a family, needing a bigger home, looking to downsize, or needs housing that meets their special needs, it will be available in Walla Walla. This will be facilitated with the development of a housing affordability plan.

GOALS AND POLICIES

HOUSING GOAL 1 A broad range of housing choices is available to meet the needs of people of diverse socioeconomic status, household type, and age.

- H Policy 1.1** Provide an array of housing choices such as apartments, small lot single-family housing, accessory dwelling units, townhomes, manufactured homes, and cottages to meet the needs of people of all incomes throughout their lifespan.
- H Policy 1.2** Address the causes of homelessness by working with local agencies and non-profits that provide services to this community.
- H Policy 1.3** Encourage the use of existing housing stock to provide affordable housing for households with middle and lower incomes.
- H Policy 1.4** Develop incentives for construction of housing affordable to households with low and moderate incomes such as density bonuses, waived fees, multi-family property tax exemption, or a transfer of development rights program.
- H Policy 1.5** Coordinate and collaborate with private agencies to ensure housing for people with special needs including seniors, people with physical and developmental limitation, victims of domestic violence, and homeless individuals and families.



Cottage Housing on South Palouse Street (top), Washington Apartments on East Birch Street (center top), 4-Plex on East Alder Street (center bottom), and Single Family Home with Accessory Dwelling Unit on South Wilbur Avenue (bottom)



Duplex at the Corner of South 2nd Avenue and Howard Street (top) and Single Family Home with Accessory Dwelling Unit on East Chestnut Street (bottom)

- H Policy 1.6** Apply for state and federal housing program funds to support efforts to provide funding for housing to serve people with low and moderate incomes and people with special needs.
- H Policy 1.7** Allow manufactured housing and accessory dwelling units in single-family residential areas.
- H Policy 1.8** Work with educational institutions to ensure the provision of adequate housing for students.
- H Policy 1.9** Explore the possibility of establishing a housing land trust.

HOUSING GOAL 2 Goal H-2: Attractive and functional neighborhoods are welcoming to all types of households.

- H Policy 2.1** Integrate housing for lower and moderate income households and those with special needs into a variety of geographical locations throughout the city.
- H Policy 2.2** Develop minimum property maintenance standards to ensure the safety and suitability of existing housing stock.
- H Policy 2.3** Develop design guidelines to ensure that all new housing, including that for lower and middle income owners and renters, adheres to good standards of planning, design, and construction.
- H Policy 2.4** Enhance the character of neighborhoods through superior design, responsible stewardship, the application of sustainability principles, and historic preservation.
- H Policy 2.5** Plan for energy efficient housing that is designed to maximize use of renewable resources such as solar and wind power.
- H Policy 2.6** Locate new housing near transportation and community facilities to allow seniors to age in place.
- H Policy 2.7** Develop a housing assistance program that helps homeowners with low incomes with small remodeling projects to improve weatherization, increase sustainability, and provide accommodations for disabilities.

POLICY CONNECTIONS

The **Environment and Natural Resources Element** includes policies to direct the location, site planning, and construction of housing to ensure the least impact to natural resources and the greatest benefits for the environment.

The **Land Use Element** establishes a plan for where housing should be located in the community.

The **Transportation Element** and **Capital Facilities and Utilities Element** plan for infrastructure, utilities, a public facilities to serve housing in Walla Walla.

The **Community Character Element** provides guidance for community character and historic preservation to ensure the creation of attractive, functional neighborhoods.

TRANSLATING POLICY INTO ACTION

This section makes connections between other city plans, programs, and actions and the policy direction of this element.

| Implementation Action | Timeline | Responsibility |
|---|----------|-----------------------|
| Housing Affordability Program Develop a comprehensive plan to support affordable housing in Walla Walla. | 2 years | Community Development |
| Housing Types Demonstration Projects Work with the development community to create demonstration projects that showcase diverse housing types. | 5 years | Community Development |
| Housing Assistance Program This program would provide renovation assistance to home owners with low incomes. | 5 years | Community Development |
| Minimum Property Maintenance Standards This code compliance program would establish health, safety, and aesthetic standards for all properties. | 2 years | Community Development |
| Development Regulations Amendments Updates to zoning and development codes to support housing diversity and affordability. | 2 years | Community Development |

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ECONOMIC DEVELOPMENT

INTRODUCTION

This element provides a brief inventory of the local economy, examining the size of the labor force, employment base, resident income, and business activity, and identifies appropriate goals and policies to foster economic development and growth.

TODAY AND TOMORROW

CONDITIONS TODAY

The City of Walla Walla is the economic hub of the Walla Walla Valley, with the largest population and greatest areas of economic activity. The areas of economic activity include the Eastgate, Downtown, 9th Avenue, 2nd Avenue, Plaza Way, West Rose Street, Myra Road, West Pine Street, and Walla Walla Town Center.

The daily economic activity includes all aspect of retail and wholesale trade, manufacturing, financial services, shipping and receiving, agricultural processing, and food and beverage establishments.



Downtown Walla Walla (left) and Green Gables Inn (right)

Source: City of Walla Walla, 2017; Visit Walla Walla, 2018

The City's economic goals are to support a diverse, sustainable, and well-balanced mix of economic activity for residents and visitors while encouraging the ongoing development of the community with a comprehensive view toward place (the environment and land use), people (agriculture, regional services, and applied know-how), and the desire for a shared future.

The Port of Walla Walla is the lead agency for economic development for both the City of Walla Walla and the County. The Port's Economic Development Plan focuses on the creation and maintenance of family-wage jobs. The Port of Walla Walla adopts an Economic Development Plan which is action-oriented and identifies benchmarks within the following six core elements:

- » Small Business Development
- » Existing Business Retention/Expansion
- » Business Recruitment, Marketing, and Advertising
- » Site and Infrastructure Development
- » Economic Profiling
- » Economic Development Advocacy

The City of Walla Walla's role as identified in the Economic Development Plan is as follows:

- » Formulate and adopt economic policy and guide public investment
- » Provide strategic guidance concerning the Port's implementation of the Economic Development Plan

- » Invest in specific economic development infrastructure projects within its jurisdiction
- » Assist with site visitations, retention efforts, and targeted economic development initiatives
- » Provide technical assistance (GMA planning support)
- » Support public policy decisions that promote economic development
- » Elected official participation in economic development meetings
- » Participate in the bi-monthly Economic Development Advisory Committee meetings.

FUTURE PROJECTIONS

Walla Walla's diverse employment sectors provide a solid foundation to build future economic development. Employment sectors in the areas of Medical/Dental, Financial, Legal Services, Government, Real Estate, Professional Services, Retail, Restaurants, and associated eating and drinking establishments all contribute to a balance of business activities within the city.



Downtown Walla Walla

Source: City of Walla Walla, 2017



Pepperbridge Winery (left) and Downtown Walla Walla (right)

Source: Visit Walla Walla, 2018

CHALLENGES AND OPPORTUNITIES

Challenges for the City of Walla Walla include: the retention of businesses that now compete on a global level; recruiting employees to relocate to this rural section of Southeast Washington State; the redevelopment of former industrial areas within the western and northern areas of the city; and connection to the interstate Highway system/distance from major transportation hubs, distance from the Columbia and Snake River systems, and access to the major railroad lines.



Children's Day at Washington Park

The opportunities and strengths include: the built environment and infrastructure, which include the streetscapes, sidewalks, and established neighborhoods with historic building and homes; the Parks and Recreation programs and facilities; an award-winning Main Street and Downtown business district; and the established educational system of the Walla Walla public and private schools, Whitman College, Walla Walla University, and Walla Walla Community College.

WALLA WALLA'S PLAN

The City plans to retain and encourage the growth of established businesses and welcome new business to locate in Walla Walla. The City also encourages entrepreneurial opportunities to help grow small businesses and contribute to economic activity.

GOALS AND POLICIES

Walla Walla fosters an atmosphere of economic growth and diversity, including employment development and retention, which allows members of the workforce to live here and contribute to the community.

ECONOMIC DEVELOPMENT GOAL 1 Walla Walla has a high-quality and well-educated workforce.

- ED Policy 1.1** Work with the City's higher education partners to expand opportunities for residents seeking higher education and technical skills for job advancement and greater economic opportunity.
- ED Policy 1.2** Acknowledge the role that Whitman College, Walla Walla University, and Walla Walla Community College have for higher education.
- ED Policy 1.3** Continue support for the Innovation Partnership Zone.

ECONOMIC DEVELOPMENT GOAL 2 Walla Walla has high-quality infrastructure to support economic development.

- ED Policy 2.1** Provide the infrastructure needed for business and industries to locate in Walla Walla, including utilities, transportation connections, and suitable land capacity.

ECONOMIC DEVELOPMENT GOAL 3 Walla Walla has an array of sustainable employment choices for all income and age levels, particularly jobs that pay a living wage.

- ED Policy 3.1** Encourage the development of employment choices with business stakeholders in the community.

ECONOMIC DEVELOPMENT GOAL 4 Walla Walla has a supportive environment for entrepreneurial opportunities and startup businesses.

- ED Policy 4.1** Support home-based business and occupations by reviewing and implementing rules that are current and adaptive to new technologies.



Goats Preparing the Walla Walla Town Center Site (top) and Baker Boyer National Bank at the Corner of South 2nd Avenue and West Main Street (bottom)



Outdoor Seating (top), Falkenberg's Jewelers Clock (center), and Main Street (bottom)

ED Policy 4.2 Work with the Port of Walla Walla and private commercial owners to provide low-cost incubation space for startup businesses, including office-based and industrial.

ED Policy 4.3 Walla Walla offers a high quality of life for entrepreneurs, their families, and employees.

ECONOMIC DEVELOPMENT GOAL 5 Development standards and regulations are aligned with the needs of new and technology-based businesses.

ED Policy 5.1 Regularly review development regulations, evaluate the impact of regulations, and the needs of local businesses.

ECONOMIC DEVELOPMENT GOAL 6 Downtown Walla Walla is full of thriving businesses and is recognized and celebrated as the center of the community.

ED Policy 6.1 Retain and recruit businesses in the Central Business District.

ED Policy 6.2 Encourage Downtown's continued revitalization through appropriate development, redevelopment, and rehabilitation.

ED Policy 6.3 Incentivize redevelopment of vacated commercial spaces and upper story levels in the Downtown.

ED Policy 6.4 Continue the support and encouragement of Tourism based commerce within the Downtown.

ECONOMIC DEVELOPMENT GOAL 7 Walla Walla has a thriving retail economy with ample shopping opportunities, and local residents choose to shop in the city.

ED Policy 7.1 Coordinate development in the Eastgate area, assist property owners and businesses with improving access to the area, and provide assistance to fill the commercial vacancies in this district.

ED Policy 7.2 Work with property owners to develop the Myra Road corridor as a mixed-use urban village that supports both commercial and residential development.

*National Night Out at Pioneer Park*

ECONOMIC DEVELOPMENT GOAL 8 Tourism continues to be an important part of Walla Walla's economy, including heritage and wine tourism.

ED Policy 8.1 Work with local and regional partners to encourage tourism and an increase of commerce within the City of Walla Walla.

ED Policy 8.2 Maintain and improve the built environment of sidewalks, parks, paths and other public amenities that visitors will enjoy and utilize.

POLICY CONNECTIONS

The **Land Use Element** includes policies to accommodate projected growth and ensure sufficient land capacity is available for new jobs and residents.

The **Capital Facilities and Utilities Element** and the **Transportation Element** demonstrate how future land uses will be served by public services and infrastructure.

Policies for the preservation of historic buildings and neighborhoods are included in the **Historic Preservation Element**. Other policies that address neighborhood character can be found in the **Community Character Element**.

*Walla Walla Wineries*

TRANSLATING POLICY INTO ACTION

This section makes connections between other city plans, programs, and actions and the policy direction of this element.

| Implementation Action | Timeline | Responsibility |
|--|----------|---|
| Invest in public infrastructure | Ongoing | Public Works |
| Participate in regional economic development meetings and activities | Ongoing | Development Services |
| Enhance the economic health of the City of Walla Walla through the development and execution of the Port of Walla Walla Economic Development plan. | Ongoing | Port of Walla Walla and the City of Walla Walla |
| Monitor and adjust development standards to meet the needs of employers, while maintaining community values | Ongoing | Development Services |
| Encourage redevelopment in vacant commercial spaces Downtown and highway commercial zones | Ongoing | Development Services |
| Myra Road Sub-Area Plan update | 10 years | Development Services |



INTRODUCTION

The City of Walla Walla has valued preservation of its historic buildings for many years and formalized that commitment by establishing the Historic Preservation Commission in 2002. Walla Walla's historic resources help to define the character of the city and its inhabitants, create a strong sense of place, enhance the quality of life of residents, and connect those residents to the city's heritage.

As a Certified Local Government (CLG), Walla Walla's commitment to historic preservation realizes the value of maintaining the rich history of the community and economic benefits of preserving structures, particularly Downtown Walla Walla and its historic neighborhoods. CLG status is given by the National Parks Service (NPS) and is a means for local governments to strengthen their historic preservation efforts. CLGs are eligible for technical assistance and matching grants from their State Historic Preservation Offices (SHPO), which are sponsored by the NPS and state governments.

The City has successfully collaborated with residents, private investors, and organizations such as the Downtown Walla Walla Foundation to adaptively reuse and redevelop several historic structures in the City's core and with



Liberty Theater at East Main Street, National Register Listed (top) and Walla Walla Armory at the Corner of South Colville Street and East Poplar Street, National Register Eligible

Walla Walla 2020 to preserve Walla Walla's architectural heritage. In the process, the City has received over 30 awards for its revitalization efforts.

Significant preservation and revitalization efforts include:

- » Establishment of the Downtown Walla Walla Foundation.
- » Renovation of the Liberty Theater.
- » Rehabilitation and renovation of the Die Brucke Building.
- » Rehabilitation and renovation of the Whitehouse-Crawford Building.
- » Development of the Marcus Whitman Hotel and Conference Center.
- » Creation of the City of Walla Walla Downtown Master Plan and Design Standards.
- » Designation of the City of Walla Walla as a Certified Local Government.
- » Generation of historic property inventory reports for 160 homes and buildings to provide the information required for listing on historic registers.

Walla Walla has embraced historic preservation as an effective tool for economic vigor and stability. Over the past 30 years, historic preservation has been used to transform the Downtown core, Fort Walla Walla Historic District, and neighborhoods throughout the City. Walla Walla's heritage stewardship has helped the City remain an attractive and vital place to live, work, and recreate.

For the purposes of this plan, historic preservation is defined as follows:

Historic preservation (HP) is an activity that preserves historic resources and their ability to communicate their intended meaning and significance. HP includes the identification, evaluation, designation, protection, and retention of significant architectural, historic, and cultural resources in the built and natural environments. Resources can range from small objects, to buildings and structures, to sites and districts, to landscapes and streetscapes, to viewsheds. By protecting the historic character of a community's built environment, preservation enables the people of today and tomorrow to connect with events and the community of the past in a tangible manner. HP is associated with sustainability and green building and can create a strong and unique sense of place through the retention of older buildings and can enhance a community's quality of life.

There are a number of laws at the federal, state, and local level that serve as the legal basis for the City's historic preservation activities. At the Federal level are the National Historic Preservation Act of 1966 (NHPA), as amended; the National Environmental Policy Act of 1969 (NEPA), as amended; the Archaeological and Historic Preservation Act of 1978 (AHPA), as amended; the Archaeological Resources Protection Act of 1979 (ARPA), as amended; and the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA), as amended, and others.

Washington State laws on historic preservation include Executive Order 05-05; Chapter 25-12 of the Washington Administrative Code (WAC): Advisory Council on Historic Preservation; and Chapter 19.27.120 of the Revised Code of Washington (RCW): Building Code Exception.

And finally, the City of Walla Walla Municipal Code Chapter 2.27 is the Historic Preservation Commission (HPC), commonly called the Historic Preservation Ordinance. This ordinance established the HPC commission and defined its responsibilities; established City of Walla Walla Register of Historic Places (WWRHP), often referred to as the Local Register; and authorized the special valuation program (a ten-year period of revised assessment valuation). The purpose of the ordinance is to provide for the identification, evaluation, designation, and protection of the City's historic and prehistoric resources. It also seeks to preserve and rehabilitate eligible historic properties for future generations through the use of special valuation, a property tax incentive, and other means.

TODAY AND TOMORROW

CONDITIONS TODAY

Fifty-two properties and structures within the City of Walla are listed either in the National Register of Historic Places, Washington Heritage Register, or the City's Local Register of Historic Places. The following table lists properties and structures on the various historic registers.

Exhibit 22. Walla Walla Historically Significant Properties and Structures

| Property Name | Location | Year Built | National Register | State Register | Local Register |
|--|---|------------|-------------------|----------------|----------------|
| Baumeister, Max Bldg | 25 and 27 W. Main | 1889 | X | X | |
| Boyer, John F. House | 204 Newell St. | 1883 | X | X | |
| Breier, C.J. Building | 57-61 E. Main | 1926 | | | X |
| Butler, Norman Francis House | 207 E. Cherry St. | | X | X | |
| Dacres Hotel | 201 W. Main, 205 W. Main, 4 S. Fourth Ave | 1899 | X | X | |
| Electric Light Works Building (Gesa Powerhouse Theatre) | 111 N. 6th Ave | 1930 | | | X |
| Fort Walla Walla Historic District (Oldest Buildings in the Walla Walla Area) Jonathan M. Wainwright VA Medical Center | 77 Wainwright Dr. | 1858 | X | X | |
| Fort Walla Walla Historic Military Cemetery | 777 S.E. Myra Road | 1859 | | | X |
| Marcy's Service Station/Union Gas Station | 33 and 35 S Colville St | | | | X |
| Garden City Buildings | 119, 123, & 125 W Alder St | 1906 | | | X |
| Gardner Building | 30 W Main St | 1870 | | | X |
| Green Park School | 1105 Isaacs | 1905 | X | X | |
| Johnson Electric Building | 35 S. Spokane St | 1917 | | | X |
| Kirkman House (Museum) | 214 N. Colville | 1880 | X | X | |
| Liberty Theater | 50 E. Main | 1917 | X | X | |
| Ludwigs, George House | 125 Newell St. | 1904 | X | X | |
| Marcus Whitman Hotel | 6 W. Rose St | 1928 | X | X | |
| McDonald's Feed & Sales Co. | 126 W. Poplar St | 1905 | | | |
| Memorial Bldg, Whitman College | 345 Boyer | 1899 | X | X | |
| Moore, Miles C. House | 720 Bryant | 1884 | X | X | |
| Northern Pacific Railway Depot | 416 N. Second Ave | 1914 | X | | |
| Oddfellows/YMCA Building | 28 S. Spokane St | | X | | |
| Osterman House | 508 Lincoln St. | 1892 | X | | |
| Office Building | 216 S. Palouse St | 1910 | | | X |
| Pantorium Building | 2, 6, & E. Rose St and 16, 18, & 20 N. 2nd Ave. | 1922 | | | X |

| Property Name | Location | Year Built | National Register | State Register | Local Register |
|---|-----------------------------|------------|-------------------|----------------|----------------|
| Pastime Building | 215 W. Main ST | 1903 | | | X |
| Pioneer Park | 940 E. Alder St. | 1902 | | | X |
| Residence | 10 S Bellevue | 1882 | | | X |
| Residence | 1004 Alvarado Terrace | 1910 | | | X |
| Residence, J. Arthur Ingles House | 1040 Alvarado Terrace | 1922 | | | X |
| Residence, Mammie McLean House | 1050 Alvarado Terrace | 1921 | | | X |
| Residence | 1106 Woodlawn St | 1909 | | | |
| Residence | 123 Eagan St | 1898 | | | X |
| Residence | 145 Thorne St. | 1909 | | | X |
| Residence, John Jacob Spansail House | 310 S 2nd Ave | 1874 | | | X |
| Residence | 366 S. Palouse St | 1903 | | | X |
| Residence | 43 S. Palouse St | | | | X |
| Residence | 423 N. 7th Ave | 1896 | | | X |
| Residence | 510 S. Palouse St | 1905 | | | X |
| Residence | 524 Catherine ST | 1898 | | | X |
| Residence | 571 Boyer Ave | 1910 | | | X |
| Residence | 740 Whitman St | 1892/1906 | | | X |
| Residence | 803 Valencia | 1917 | | | X |
| Saint Patrick Catholic Church (Oldest Standing Church Bldg. in Walla Walla) | 415 W. Alder St | 1881 | | X | |
| Small-Elliott House | 314 E. Poplar St. | | X | X | |
| Sutherland Building | 102, 104, & 106 E. Main | 1913 | | | X |
| US Post Office (Federal Bldg.) | 128 N. Second | 1914 | X | X | |
| Walla Walla County Fair Pavilion (Oldest Standing Octagonal Fair bldg. in NW) | 363 Orchard St | 1906 | | X | |
| Walla Walla Public Library (Carnegie Library Bldg.) | 109 S. Palouse | 1905 | X | X | |
| Walla Walla Valley Traction Co. Electric Street Car Barn | 1102 W. Cherry | 1907 | X | X | |
| Washington School | 501 N. Cayuse | 1904 | X | X | |
| Whitehouse Crawford Co. Planing Mill | 55 W. Cherry St, 212 N. 3rd | 1904 | X | X | |
| WH Harold Building | 210 E Alder | 1905 | | | X |
| Retail Building | 51 and 53 E. Main St. | 1890 | | | X |

The City of Walla Walla and the Historic Preservation Commission have been active in seeking grants through the Department of Archaeology and Historic Preservation (DAHP) to complete inventories of neighborhoods. Reconnaissance-level surveys have been completed of the following neighborhoods:

- » Downtown Walla Walla
- » Green Park Neighborhood
- » Germantown

An intensive-level survey was completed for a portion of Downtown Walla Walla (boundary recommended from the reconnaissance survey) that sets the stage for the nomination to the National Register of Historic Places (NRHP) of a Downtown Historic District.

CHALLENGES AND OPPORTUNITIES

Historic preservation can face many challenges, such as buildings that have been altered over time in ways that diminish their historic integrity or properties that are under pressure for demolition to make way for redevelopment opportunities. Deterioration of properties also present challenges to preservation due to high costs of rehabilitation. Decreases in funding for state and local grant programs for surveys and inventories also pose challenges. As noted earlier in this chapter, Walla Walla has been successful obtaining grant funding for reconnaissance and intensive level surveys.

A goal of this plan is to increase awareness of historic preservation and its benefits. Currently inadequate incentives, regulatory frameworks, and lack of education pose a challenge. There is a need for an easily accessible method to share information and engage stakeholders and the general public in the preservation process.

The Walla Walla community sees the benefit of historic preservation through a vibrant downtown, increased tourism, and pride in the community. Maintaining that momentum in strategic ways, such as identifying the community's priorities for preservation and promoting rehabilitation of structures, is key to



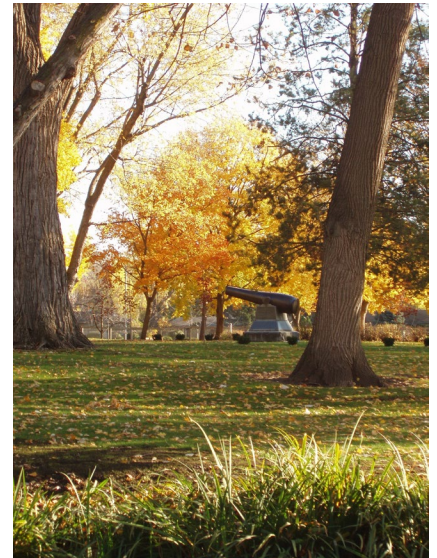
***Denny Building at the Corner of
South 2nd Avenue and East Alder
Street***

an effective preservation program. Noted above is a lack of education that has posed challenges in the past. Enhancing community appreciation for heritage through preservation education is an important opportunity. Other opportunities include economic development through historic rehabilitation which generates direct economic impacts through purchases of goods and services, and indirect impacts through related spending at local businesses.

WALLA WALLA'S PLAN

The purpose of the Historic Preservation Element is to provide guidance for residents, developers, and organizations regarding preservation issues within Walla Walla. This document formalizes City policy and guides public and private investment to further Walla Walla's preservation goals, advocates for HP, and supports the work of the Historic Preservation Commission. The City aims to identify, evaluate, designate, and protect historic resources within the community in order to:

- » Safeguard the heritage of Walla Walla as represented by those buildings, districts, objects, sites, structures, and landscapes which reflect significant elements of Walla Walla history;
- » Foster civic and neighborhood pride in the beauty and accomplishments of the past, and a sense of identity based on Walla Walla history;
- » Stabilize or improve the aesthetic and economic vitality and values of such sites, improvements and objects;
- » Assist, encourage, and provide incentives to private owners for preservation, restoration, rehabilitation, redevelopment and use of outstanding historic buildings, districts, objects, sites, and structures;
- » Promote and facilitate the early identification and resolution of conflicts between preservation of historic resources and alternative land uses; and
- » Conserve valuable material and energy resources by ongoing use and maintenance of the existing built environment



Pioneer Park Cannon

MAPS

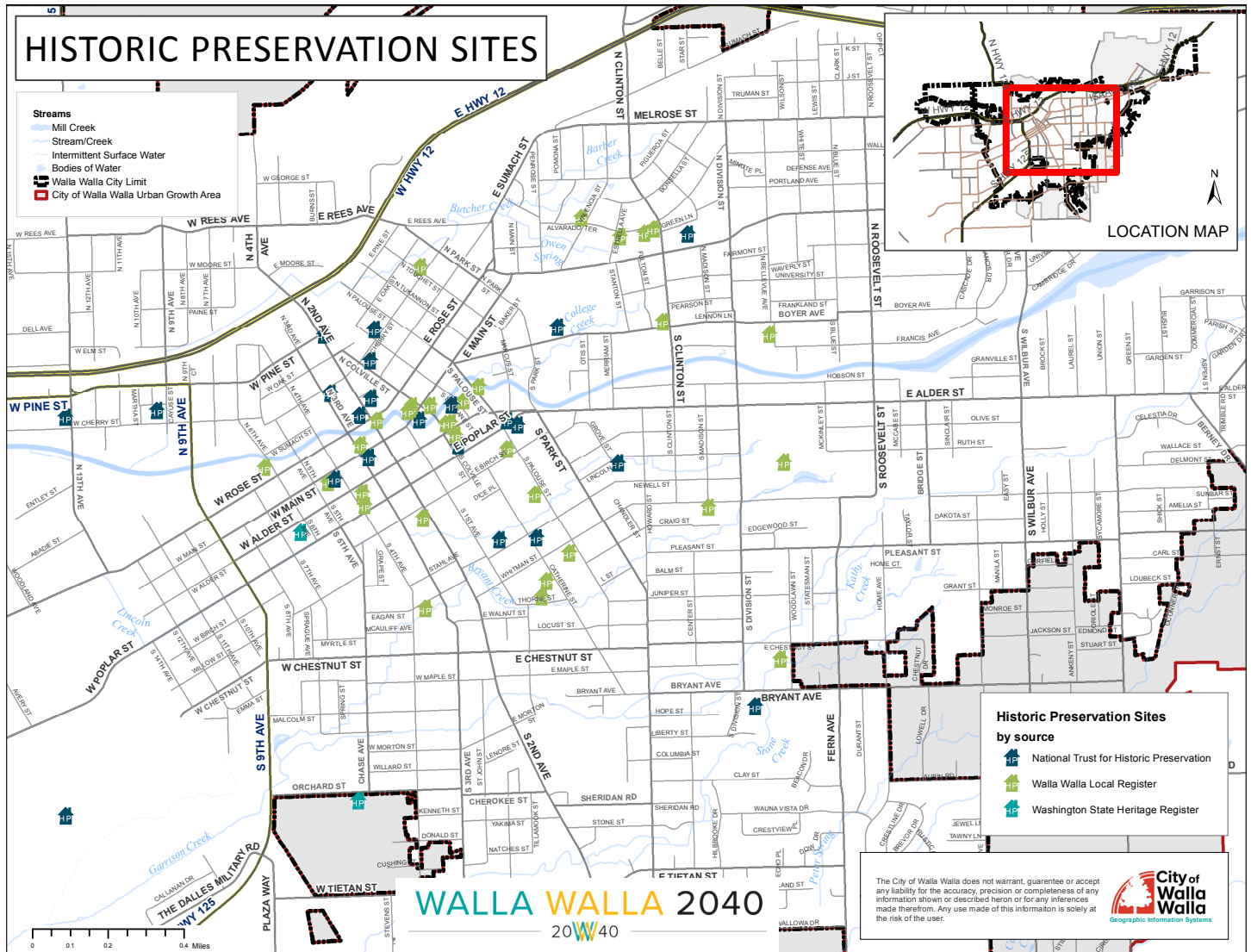


Exhibit 23. Historic Preservation Sites

Source: City of Walla Walla, 2018

GOALS AND POLICIES

Walla Walla will seek ways to celebrate and preserve its unique character while adapting to change.

HISTORIC PRESERVATION GOAL 1 Historic structures are preserved through adaptive reuse or other methods.

- HP Policy 1.1** Encourage alternatives to demolition of architecturally significant structures.
- » Develop demolition review procedures, and determine at what age structures are subject to the procedures.
 - » Investigate incentives available to protect historic resources from demolition.
 - » Ensure continuing maintenance of historic buildings.

- HP Policy 1.2** HP Policy 1.2 Prohibit the demolition of structures eligible for listing on a historic register for the construction of parking.

HISTORIC PRESERVATION GOAL 2 Walla Walla residents are broadly aware of historic preservation in the city.

- HP Policy 2.1** Provide assistance and education to developers, landowners, and interested citizens in obtaining grants and tax incentives for the reuse and rehabilitation of designated historic sites and buildings.
- HP Policy 2.2** Provide educational materials in a variety of formats that outline the benefits of historic preservation and encourage renovation, restoration, and infill construction throughout the city.

HISTORIC PRESERVATION GOAL 3 Historic preservation promotes economic vitality.

- HP Policy 3.1** Publicize historic preservation projects and highlight the economic benefits.
- HP Policy 3.2** Encourage adaptive reuse of historic structures through incentives such as local register designation and accessing special valuation property tax benefits.



Historic Bandstand at Pioneer Park, Walla Walla Register of Historic Places (top), Masonic Temple at the Corner of South Colville Street and East Alder Street (center), and Veteran's Areas at Mountain View Cemetery (bottom)



*Power House Theatre, Walla Walla
Register of Historic Places*

HP Policy 3.3 Maintain the integrity and reuse of historic properties.

HP Policy 3.4 Establish Downtown Walla Walla, as identified in Downtown Walla Walla Intensive Level Survey, as a National Historic District.

HISTORIC PRESERVATION GOAL 4 Lands, sites, and structures with historic significance are identified and preserved.

HP Policy 4.1 Working with residents and property owners, establish preservation districts with design guidelines to promote compatible development.

HP Policy 4.2 Reuse existing public buildings in such a way that civic and historic design elements are preserved, and encourage school districts, Whitman College, and Walla Walla County to reuse structures rather than tear down.

HP Policy 4.3 Continue seeking grant opportunities to conduct historic building inventories of neighborhoods.

HP Policy 4.4 Continue to honor local historic sites not designated on the City's local register by supporting placement of informational markers on public and private property, with property owner consent, such as the markers placed by the Walla Walla 2020 Historic Sites and Makers project.

HISTORIC PRESERVATION GOAL 5 Heritage tourism is thriving in Walla Walla.

HP Policy 5.1 Actively encourage and promote Walla Walla as a heritage tourism destination, including attractions such as historic barns/farms, historic wineries, historic downtown, charming historic neighborhoods, local history sites, Fort Walla Walla Museum, Frenchtown Historic Site, Whitman Mission, Kirkman House Museum, walking tours, and biking tours.

POLICY CONNECTIONS

The **Housing Element** includes policies to revitalize neighborhoods and preserve the housing stock. The **Economic Development Element** includes policies for promoting heritage tourism. Policies that address neighborhood character can be found in the **Community Character Element**.

TRANSLATING POLICY INTO ACTION

This section makes connections between other city plans, programs, and actions and the policy direction of this element.

| Implementation Action | Timeline | Responsibility |
|--|---|--|
| Establish preservation districts for neighborhoods, work with residents and property owners (Goal 4) | On-going; establish first neighborhood within 3 years | Development Services Historic Preservation Commission |
| Develop design standards for identified neighborhoods to ensure compatible development (Goal 4) | 4 years | Development Services Historic Preservation Commission |
| Develop and provide clearer demolition review procedures within the municipal code (Goal 1) | 5 years | Development Services |
| Code amendment to prohibit demolition of structures for construction of parking lots (Goal 1) | 2 years | Development Services |
| Refine education materials that outline benefits of historic preservation (Goal 2) | 3 years | Development Services Historic Preservation Commission |
| Develop a program/process that highlights historic preservation projects (Goal 2 and 3) | 5 years | Development Services Historic Preservation Commission |
| Expand visitor awareness of Walla Walla's heritage and its historic resources online and promote WW as a destination for cultural heritage tourists (Goal 3 and 5) | On-going | Visit Walla Walla Fort Walla Walla Museum Communications |
| Complete the Historic Mullan Road Site | 3 years | Parks and Recreation Department Walla Walla 2020 |

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PARKS AND RECREATION

INTRODUCTION

This Element provides an overall assessment of the parks and recreation resources in the City of Walla Walla. A separate document, The Parks and Recreation Plan, will provide a detailed inventory and analysis of the City's parks and recreation facilities that will identify capital projects and needs. This Element includes a broad look at City parks, recreation centers, pools, regional and private parks, cemeteries, golf courses, and community needs.

Parks and recreation facilities are one of the key elements in the development and maintenance of a vibrant and attractive community. Recreation programs bring people together, improve the quality of life, and promote the health of a community. Parks and recreation facilities also play an important role in the economy of a community, as they attract and retain workforce, instill pride, and encourage tourism. Additionally, a balanced and exciting community park system is a selling point for employers who want to invest in the community and attract workforce.

The City of Walla Walla will continue to facilitate dialogue between its residents and community leaders and provide the necessary planning and development for recreation needs. This dialogue will allow the City to implement the community's identified needs and determine priorities and funding mechanisms.

**Play Equipment**

This Element, along with the Parks and Recreation Plan, contains policies that will guide the acquisition, development, and operation of the City's parks system. The goal for these policies is to ensure that adequate parklands will be available for future growth while at the same time maintaining the high quality of parks that are currently available. The recreation and community services policy goals are to ensure that the City offers a wide range of recreation and social opportunities for all members of the community. Adequately funding park maintenance, renovation, and regulatory compliance of existing parks is a priority policy as the City wishes to continue the long tradition of providing high quality parks and open space for the community.

TODAY AND TOMORROW

CONDITIONS TODAY

The history of park development in Walla Walla is unique and set the tone as the community developed. The first City park was designated in 1901, preserving the land that is currently Pioneer Park for future recreational use. Thanks to a dedicated group of women who formed the Park Civic and Arts Club and with the help of the Park Commission President John Langdon, the Park Club began raising money for park improvements. The Club's dedication to park development and City beautification led to the hiring of the Olmsted Brothers landscape architecture firm to help plan the parks system in Walla Walla. John C. Olmsted¹ provided specific recommendations for Pioneer Park and recommendations for additional parks throughout the City. In the following years, the Park Civic and Arts Club continued to provide parkland dedications and park improvements such as shrubs, trees, flowers, play equipment, and other park amenities throughout the City. The influence of this early commitment to parks is reflected in the wealth of parklands that the City boasts today.

Since then, the parks system has continued to grow to over 600 acres of parklands offering a variety of recreation programs, youth and adult sports, educational opportunities, and community events. The system offers 24 types of recreation programs ranging from youth sports to educational opportunities and is supported by approximately 700 community volunteers annually.

¹ John C. Olmsted was the nephew and adopted son of famed landscape architect Frederick Law Olmsted—various sources including the *Journal of San Diego History*, <http://www.sandiegohistory.org/journal/82winter/balboapark.htm>

Parks and Recreation manages a wide range of facilities including community, neighborhood, and mini parks throughout the City. Facilities in these parks encompass athletic fields, sports courts, a swimming pool, trails, skate parks, concession stands, restrooms, education and interpretive information, play equipment, picnic areas, parking, performing arts stage, art, water features, gardens, an aviary, and open space.

Other facilities include Mountain View Cemetery, Veterans Memorial Golf Course, and Carnegie Center—a space where programs such as pottery and painting studio and enrichment classes are offered.

FUTURE PROJECTIONS

Population projections show a moderate growth of approximately 0.75% per year. With the current inventory, there is more than enough parklands by acreage per capita. However, additional projected growth in the south region of the city will require further parklands in this area. Careful consideration must be taken to acquire land early as open space will be difficult to obtain.

Approximately 50% of Walla Walla's population is younger than 35, as identified in the Housing Element, with another 14.6% of the population over the age of 65. These age groups typically have a higher demand for parks and recreation activities, as younger adults are engaged in sporting activities and older adults are engaged in recreation programs and other social activities. A variety of recreation activities that meet the needs of all age groups should be provided, with the intent to engage all sectors of the community and to develop an inclusive recreation program.

There is also a growing demand for recreational sports that promote tourism. Interest in tournament based sporting activities such as baseball, softball, soccer, and swimming continue to expand and there is a need to provide high quality recreation facilities and amenities to support this growth. Expansion of parklands by adding fields, parking, and basic infrastructure will be needed to accommodate this growth. As recreational tourism and the population increase, existing open space will be programmed to promote outdoor events.



***2010 Balloon Stampede (top),
Washington Park Basketball Court
(center), and Walla Walla Little
League Fields (bottom)***

CHALLENGES AND OPPORTUNITIES

Funding

Maintaining high quality parks and recreation facilities is a priority for the Parks and Recreation Department, but funding basic improvements and future development has been a struggle. Finding funds for the replacement of aging play equipment, restroom, ADA and safety improvements, and regular maintenance limit what can be completed in a fiscal year. Acquiring additional funding for existing infrastructure and the development of new parklands will be a necessity over the next 10 years. Development of a Parks and Recreation Plan will allow the City to plan and budget for these types of improvements and apply for State grant funding. Additionally, the implementation of a park impact fee for the development of new parks will be explored.

Community Outreach and Stewardship

As the community grows, so should the communication tools for public outreach. Keeping the public informed of planned improvements, facility closures, upcoming recreational programs, and volunteer opportunities will increase stewardship and reduce costs. User-friendly improvements to the City website, increased use of social media, and public announcements are simple ways to get information out to the public with minimal effort and costs. Increased awareness builds stewardship and allows for further partnerships with volunteer organizations for activities such as tree planting, fundraising, and maintenance.

Preservation of the Urban Forest

The existing urban forest is a great asset to the City and contributes to the high quality of life. However, many of the trees are over 100 years old and are reaching the end of their expected lifespans. Replacement of this canopy is an important part of maintaining the quality of life, and will require public education, volunteerism, and adequate funding, including full implementation of the existing Urban Forest Management Plan.

*Veterans Memorial Golf Course*

Public Safety

Public safety is important, whether threats to it is perceived or real, and can affect public use and tourism if not dealt with appropriately. Efforts to maintain the high quality of parks will revolve around public education, keeping the parks active by programming events and activities throughout the system, and maintaining the cleanliness and safety of equipment and the system.

Attracting Park Users

There are many opportunities to schedule events such as concerts, cultural activities, and sporting events to attract park users and recreational tourism. This may mean that additional sports fields are needed in the existing sports complexes to attract larger tournaments or facilities upgraded to support larger crowds. These types of events generate revenue for the City general fund through increased hotel and sales tax revenue and for the park system through user fees and on-site vending.

Indoor Recreation Space

Indoor recreation facilities owned by the City are somewhat limited, and future opportunities to provide flexible gym space for a variety of uses should be evaluated over the next five years. In the short-term, finding opportunities to either expand existing recreation centers or develop further agreements for shared use within the school system should be a priority.



Picnic Shelter (left) and Veteran's Memorial Pool (right)

WALLA WALLA'S PLAN

To meet the community's parks, recreation, and open space needs, the City is dedicated to:

- » Providing proper funding and mechanisms to maintain existing parks and develop new parklands.
- » Collaboration with agencies, the public, and the private development community to provide more recreational programs, opportunities, and volunteerism.
- » Preservation and enhancement of the City's urban forest.
- » Offering services and programs to all ages and segments of the society in order to build healthy and productive lives.
- » Proactively supporting the Parks and Recreation Plan and assisting in educating the public on what the park system has to offer.

The goals and policies outlined in the comprehensive plan have been developed to reflect the values and future of the community. The intent of these policies is to provide the Parks Department the flexibility they will need to achieve these goals.

MAPS

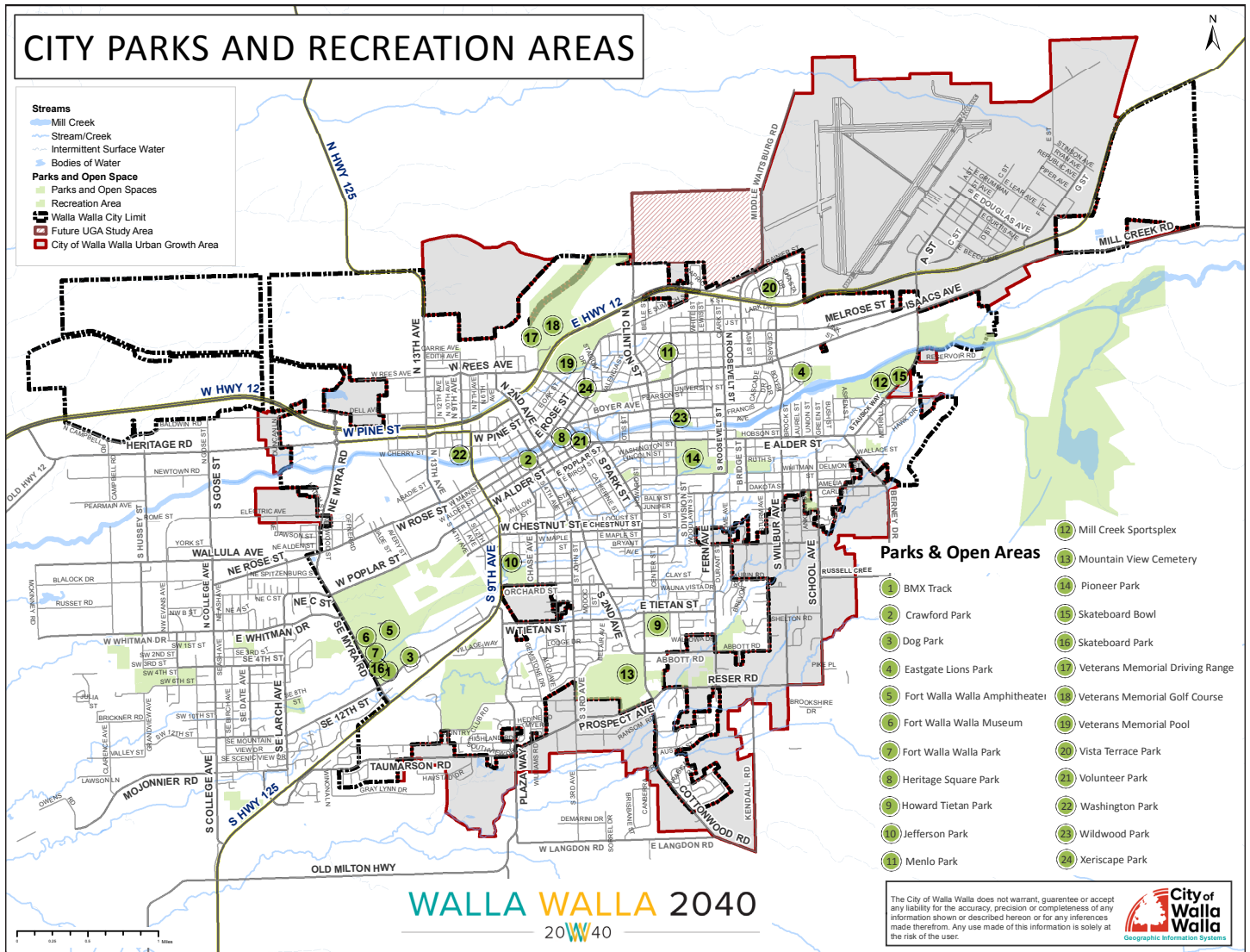


Exhibit 24. City Parks and Recreation Areas

Source: City of Walla Walla, 2018



Splashpad at Washington Park (top), BMX Course at Fort Walla Walla Park (center top), Pickleball Courts at Pioneer Park (center bottom), and Skatepark at Mill Creek Sportsplex (bottom)

GOALS AND POLICIES

PARKS AND RECREATION GOAL 1 Walla Walla has a system of quality parks and recreational facilities that enhance the quality of life, develop economic opportunities, and meet the community's growing needs.

PR Policy 1.1 Acquire future parklands in urban growth areas to ensure that ample open space and recreation areas are available.

PR Policy 1.2 Provide a variety of recreational facilities and opportunities to make recreation more accessible, attainable, and attractive for all ages and abilities of users, and to build a sense of community.

PR Policy 1.3 Provide adequate funding to support new parks, recreation programs, and urban forestry programs and to maintain the existing facilities. Explore the implementation of a Park Impact Fee and identify cost sharing opportunities to fund parks and recreation projects.

PR Policy 1.4 Support scholarships for youth programs and activities for low-income families that offer a variety of indoor and outdoor activities.

PR Policy 1.5 Encourage contiguous access to the Mill Creek corridor through easements and land acquisition.

PR Policy 1.6 Protect greenspace and provide trail connections to parks, public transportation, and community gathering spaces.

PR Policy 1.7 Conduct community outreach and strengthen partnerships at the local and regional level to keep the public informed of upcoming recreation opportunities, build stewardship for the Parks and Recreation Department, and increase the occurrence of non-City organized programming in Parks facilities.

- PR Policy 1.8** Continue to partner with school systems to develop reciprocal use agreements for school and city facilities to provide active recreation and cultural opportunities.
- PR Policy 1.9** Evaluate existing parks and facilities to maximize efficient maintenance and operating practices and improve safety and accessibility for all users.
- PR Policy 1.10** Explore and leverage public/private partnerships and other non-traditional sources for recreational opportunities, facilities, and funding.
- PR Policy 1.11** The City of Walla Walla adopts by reference the Blue Mountain Region Trails Plan and supports the projects within the City of Walla Walla and our adjacent jurisdictions identified in that plan.



Facility Maintenance Worker at Mountain View Cemetery

POLICY CONNECTIONS

The **Capital Facilities and Utilities Element** supports the City's efforts to maintain parks and facilities while identifying funding for new parklands.

The **Transportation Element** identifies the necessary connections for pedestrians and cyclists between parks, homes, and businesses.

The **Community Character Element** supports the continued strength of the parklands and recreation facilities.

The **Environment and Natural Resources Element** focuses on the preservation of open space and protection of air and water quality.

The **Economic Development Element** recognizes the importance that parks and recreation facilities play in promoting opportunities through sports tourism and improving the general quality of life, leading to business relocation.

TRANSLATING POLICY INTO ACTION

This section makes connections between other city plans, programs, and actions and the policy direction of this element.

| Implementation Action | Timeline | Responsibility |
|--|---|--|
| Parks, Recreation, and Open Space Plan This Plan builds on Comprehensive Plan policies, includes a long-range capital project list, and helps the city maintain eligibility for grant funding. | 1 year (updated periodically on a six-year cycle) | Parks and Recreation Development Services |
| Explore impact fees for park development | 3 years | Parks and Recreation City Council |
| Further develop partnerships with public school system | 3 years | Parks and Recreation |
| Make necessary upgrades to facilities to draw recreation tourism | 5 years | Parks and Recreation |
| Explore public/private partnerships | 5 years | Parks and Recreation |
| Plan for acquisition of lands adjacent to Mill Creek for trail corridor | 10+ years | Parks and Recreation Development Services |



ENVIRONMENT AND NATURAL RESOURCES

INTRODUCTION

This Element provides an overview of the physical and environmental characteristics of the city and the unincorporated Urban Growth Area. Goals and policies are included, followed by a description of how they are translated into real-world changes.

TODAY AND TOMORROW

GEOLOGY AND TOPOGRAPHY

Walla Walla is located between the Cascade and Rocky Mountains in the Columbia Basin. This area is underlain by a series of lava flows, which are part of the basaltic materials known as the Columbia River Basalt. The lava issued from vents and fissures during the Miocene Epoch, approximately 15 million years ago. From that time to the present, basalt in the western portion of the Columbia Basin has been folded and faulted into a series of east-west trending anticlines and synclines called the Yakima Fold Belt. During the Pleistocene epoch, violent floods from glacial Lake Missoula cut channels into

the basalt. The resulting landscape is known as the Channelized Scablands and consists of a jumble of coulees, buttes, mesas, dry waterfalls, hanging valleys and giant ripples.

Within the Columbia Basin, southeast of the basin's center, is the Walla Walla River Basin. This roughly triangular area of about 1,750 square miles extends 45 miles westward from the crest of the Blue Mountains in southeast Washington and northeast Oregon to the Columbia River. The Walla Walla River is a distributary system. The river and its tributaries drain an area nearly 40 miles wide, spanning the border between Washington and Oregon. Underlying the Walla Walla River basin is the Columbia River Basalt, over which occurs layers of alluvial sedimentary deposits (from Mill Creek, the Walla Walla River and its tributaries), loess (wind-blown sedimentary deposits) and depositional materials from the Missoula floods. This basin area is formed by anticlines of four folds in the basalt bedrock. See the figure of the Walla Walla River Basin that follows.

To the east and south, the largest fold is the broadly arched anticline of the Blue Mountains.

To the west and south is Horse Heaven Ridge, which extends eastward from the Cascades to the Blue Mountains

To the north, is a low arch formed by a monoclinal dip of the basalt, north of the Touchet River.

To the west, the Divide anticline closes the lower part of the valley and forms a rock divide between the Walla Walla Valley and the Pasco Basin to the west.

The highest point in the Walla Walla Basin is 6,250 feet at Table Rock. The average elevation of the Blue Mountains is 5,000 feet. Lowland elevations range from 2,500 feet at the base of the Blue Mountains to less than 270 feet at the confluence with the Columbia River.¹

Mill Creek is a major tributary of the Walla Walla River. It originates in Washington in the Blue Mountains at an elevation of 5,500 feet. The creek

¹ Note: The Walla Walla River Basin and the Mill Creek Basin, as described above, should not be confused with the boundaries of the Walla Walla Basin Watershed (WRIA 32) and its five watershed implementation areas, including the Walla Walla Subbasin and Mill Creek Subbasin. These latter watershed and subbasin geographic areas have been defined for watershed planning purposes by Walla Walla Basin Watershed Council and are referred to in the Walla Walla Subbasin Plan and its related documents/plans. WRIA 32 includes only the portion of the Walla Walla River Basin within Washington State.

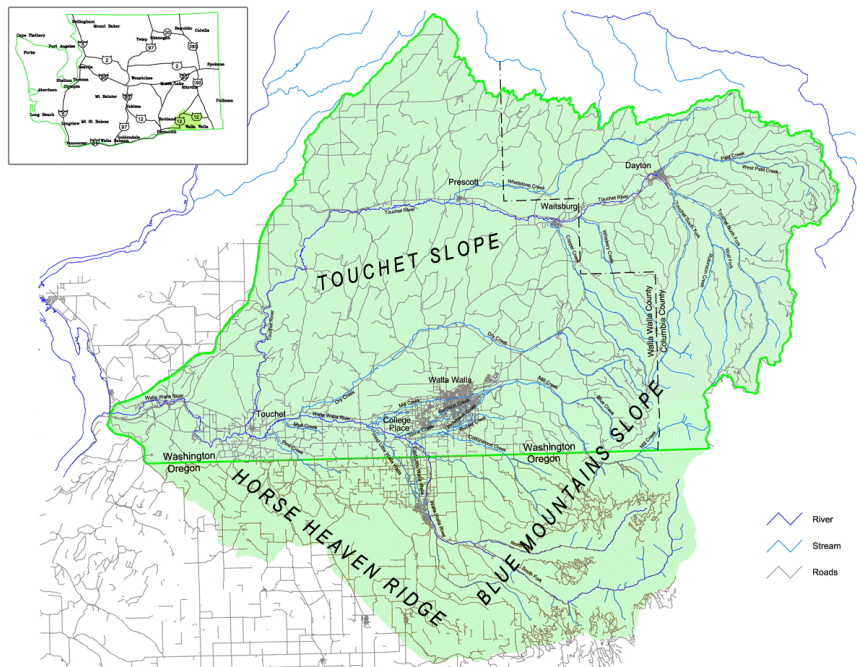


Exhibit 25. Walla Walla River Basin

Source: Modified from Exhibit 3.1, Walla Walla Watershed Plan, May 2005

flows through 15 miles of mountainous terrain (entering Oregon and returning again to Washington) before it enters the Walla Walla Valley about two miles east of the City of Walla Walla. From there it heads west, through the City of Walla Walla to the Walla Walla River. The Mill Creek elevations range from 5,500 feet (at the headwaters) to 590 feet (at the mouth of Mill Creek, where it enters the Walla Walla River). The incorporated City of Walla Walla and the unincorporated portion of the UGA are within the Mill Creek Basin. The topography is relatively flat and slopes from the northeast (elevation 1,260 feet) to the southwest (elevation 850 feet), an overall grade change of approximately four percent.

CLIMATE

The Western Regional Climate Center describes eastern Washington as a combination of both marine and continental climate types. Here, summers are warmer, winters are colder and there is less precipitation than in western Washington. To the west, the Cascades form a barrier to the easterly movement of moist and comparatively mild air in the winter and cool air in the

summer. In winter, warm, moist air crossing the Cascades mixes with the colder air accumulated in the basin and produces considerable cloudiness, some fog, and an occasional freezing fog or freezing drizzle. In the easterly and northerly direction, the Rocky Mountains shield the inland basin from the winter season's cold air masses traveling southward across Canada. Some of the air from each of these source regions reaches this portion of the state, producing the combination of climate types mentioned above. During most of the year, the prevailing wind direction in eastern Washington is from the west or southwest. When dry continental air masses enter the Columbia Basin from the north or east, the occasional extremes in both summer and winter temperatures occur.

The central basin is the lowest and driest section in eastern Washington. The localities on its eastern edge, in the vicinity of the Blue Mountains (including Walla Walla), receive the most rainfall. Annual precipitation in the drier localities averages seven inches. From 1949 to 2016, the average annual rainfall in Walla Walla was 19.4 inches. East of Walla Walla, precipitation increases with elevation. The average annual precipitation can be 40 inches or more in the higher elevations of the Blue Mountains. Climate data for the City is summarized in the table below.

Exhibit 26. City of Walla Walla Climate Data, 1949–2016

| Precipitation | Annual Average | Highest Annual Average (Year) | Lowest Annual Average (Year) | |
|---------------------|----------------|-------------------------------|------------------------------|--|
| Total Precipitation | 19.4 in. | 26.7 in. (1981) | 12.2 in (1952) | |
| Snowfall | 16.9 in. | 48.8 in. (1969) | | |

| Temperature | Average Maximum | Average Minimum | Record Low (Year) | Record High (Year) |
|-------------------------|-----------------|-----------------|-------------------|--------------------|
| Winter Months (Dec–Feb) | 40–46°F | 28–32°F | -24°F (1968) | |
| January | 40°F | 28°F | | |
| Summer Months (Jun–Aug) | 80–89°F | 54–60°F | | 114°F (1961, 1975) |
| July | 89°F | 60°F | | |

Source: Western Regional Climate Center

Walla Walla's average temperatures range from 28 to 46°F in the winter months and 54 to 89°F in the summer months. In January, there are an average of 9 days when the daily high is at or below freezing and 19 days when the daily low is at or above freezing. In July, there is an average of 16 days when the daily high is at or above 90°F.

The growing season in Walla Walla is long, from early May to late September. Additionally, a vast majority of the Basin's agricultural crops, including winter wheat and peas, are able to withstand colder temperatures and are grown through the late winter to early summer months. Plants that need winter chill and dry, hot summers do well in this area. In the summer, hot days with relatively long daylight hours and cool nights are beneficial to the growth of crops, most notably the wine grape, Walla Walla Sweet Onion, wheat, and asparagus. The National Climatic Data Center (NCDC) freeze-free period (days with a 90 percent probability that the temperatures will be above 32°F) is approximately 200 days each year. The date of the first frost is approximately October 4 and the date of the last frost is approximately May 2. There is a 10 percent chance of a frost after April 19. The skies are usually clear, with nearly 300 sunny days each year. The majority of cloudy days occur in the winter. Walla Walla is in the USDA plant hardiness zone 7 and Sunset Magazine Climate Zone 3.

Concerning climate change, the report *Climate Change Impacts and Adaptation in Washington State: Technical Summaries for Decision Makers* (Climate Impacts Group, University of Washington 2013) summarizes existing knowledge about the likely effects of climate change on Washington State and the Pacific Northwest, including Walla Walla. The report states that "The Pacific Northwest is experiencing a suite of long-term changes that are consistent with those observed globally as a result of human-caused climate change." These changes include increasing temperatures, a longer frost-free season, decreased glacial area and spring snowpack, and earlier peak streamflows in many rivers.

Regarding how the Pacific Northwest climate is projected to change, the report projects continued increases in average annual and seasonal temperatures, as well as increases in extreme heat. Though the report projects small changes in annual precipitation, the report also projects more severe heavy rainfall events. The report concludes that "These and other local changes are expected to result in a wide range of impacts for Washington's communities, economy, and natural systems." Changes to water resources, forests, species and ecosystems, infrastructure, agriculture, and human health are projected.

AIR QUALITY

Poor air quality can adversely affect human health and the environment. The US Environmental Protection Agency (EPA) and the State of Washington Department of Ecology (Ecology) track air pollution in the State of Washington.

Ecology identifies the main sources of air pollution in the state as vehicle emissions and smoke from outdoor burning and wood stoves. In winter, temperature inversions can result in stagnant air conditions in the Walla Walla region, trapping pollutants and contributing to poor air quality.

With respect to air toxics, the EPA (1999) has identified nine toxic air pollutants of highest concern in Walla Walla County. See the figure below. The purpose of the EPA's toxic air pollutants assessment is to identify and prioritize air toxics, emission source types and locations that are of greatest potential concern in terms of contributing to population risk. These toxic air pollutants may either: (1) cause harm from cancer based on at least a 1-in-a-million risk; or (2) cause harm other than cancer (they have a potential for adverse health effects).

Exhibit 27. City of Walla Walla Climate Data, 1949–2016

| Pollutant | Source(s) |
|------------------------------|---|
| Diesel particles | Diesel vehicle exhaust |
| Formaldehyde | Vehicle exhaust, wood burning, pulp/paper/plywood mills |
| Benzene | Vehicle exhaust, other combustion |
| Ethylene dibromide | Leaded gasoline, pesticides |
| Acetaldehyde | Vehicle exhaust, wood burning, pulp/paper mills |
| Chloroform | Sewage treatments plant, consumer products |
| Carbon tetrachloride | Historical use as a solvent or degreaser |
| Tetrachloroethane | Historical use in paints, solvents, pesticides |
| Bis (2-ethylhexyl) phthalate | Plasticizer |

Source: U.S. EPA, 1999

The EPA's Air Quality Index (AQI) provides an indicator of overall air quality in the City of Walla Walla. For 2016, the most recent year for which complete data are available, the AQI indicates that of the 355 days for which data were reported, 94% had air quality categorized as "good," while 6% had air quality categorized as "moderate."

Smoke, which is measured as particulate matter, can contribute to the actual and/or perceived air quality of a region and can cause irritation for individuals with asthma or other respiratory problems. Sources of smoke can include outdoor burning, wood stoves and wildfires. Within Washington State, outdoor burning of household yard waste is prohibited in all UGAs. Ecology allows agricultural burning under certain conditions.

SOILS

The US Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS) classifies soils within the United States. The information is compiled in Soil Surveys. The Walla Walla UGA is included in the Soil Survey of Walla Walla County, Washington. The UGA contains 26 different soil types.

Of the 26 soil types, nine types (or approximately 43% of the UGA) are considered prime farmland, as defined by the USDA. Additionally, eight soil types (or approximately 10% of the UGA) are considered farmland of statewide importance. Within the UGA, approximately 34% of the land area is in agricultural use. See map of Prime and Important Farmland.

The Soil Survey rates 16 of the 26 soil types (or 57% of the UGA) as very limited for the construction of residential dwellings and small commercial businesses. Per the NRCS, “very limited” indicates that the soil has one or more features that are unfavorable for the specified use.

Within the UGA these soils have been rated as very limited due to one or more of the following criteria: flooding, depth to saturated zone, depth to thin cemented pan, slope, shrink-swell and depth to soft bedrock.

The US Army Corps of Engineers (USACE) has constructed flood control projects within the UGA (see Frequently Flooded Areas section of this chapter). Despite these rated limitations, building has occurred on these soils; primarily on one soil type, which is rated as limited due to depth to saturated zone and depth to thin cemented pan, in addition to flooding concerns.

The Soil Survey also rates soil types with respect to the degree and kind of limitations related to sewage disposal, including septic tank absorption fields. Nineteen of the 26 soil types (or approximately 59% of the UGA) are rated as very limited for use as septic tank absorption fields. However, a majority of the UGA is covered by the sanitary sewer system.

HYDROLOGY AND WATER RESOURCES

Within the Walla Walla Basin, the surface water and shallow aquifer groundwater display a high level of hydraulic connection.² Precipitation

² Newcomb, R.C., 1965, Geology and Ground-Water Resources of the Walla Walla River Basin, Washington-Oregon: Washington Department of Conservation Division of Water Resources Water Supply Bulletin No. 21, p. 151

and river flow are the primary sources of water in the Walla Walla River valley. Water is stored in mountain snow, groundwater aquifers, and surface water. The river charges and maintains the aquifer system. Water availability within the basin is determined by the relationship of precipitation to surface water runoff and aquifer recharge/discharge.³ Within the Walla Walla UGA, a combination of shallow gravel aquifer groundwater, deep basalt aquifer groundwater and surface water is relied upon for drinking water and irrigation needs. Due to the high level of hydraulic connection, these various water sources are considered conjunctive in nature (meaning withdrawals from one can have a direct impact on supplies in another).⁴ Groundwater and surface water use has increased exponentially over the past century.⁵ Consequently, the area is experiencing declining shallow aquifer groundwater levels, diminished spring creek flows and reduced base flow, reduced river flow, and increased temperature in the Walla Walla River and associated tributaries, including Mill Creek and Yellowhawk Creek.⁶

Surface Water

Surface waters within the UGA include creeks, intermittent streams, springs and ponds. The named creeks and springs include:

| | | |
|----------------|------------------|------------------|
| Barber Creek | Gose Spring | Owen Spring |
| Bryant Creek | Greco Irrigation | Peter Spring |
| Butcher Creek | Kathy Creek | Reser Creek |
| Caldwell Creek | Lincoln Creek | Stone Creek |
| College Creek | Mill Creek | Titus Creek |
| Garrison Creek | Mudd Creek | Yellowhawk Creek |

3 Mac Nish, R.D., Myers, D.A., and Barker, R.A., 1973, Appraisal of Ground-Water Availability and Management Projections, Walla Walla River Basin, Washington and Oregon: Washington Department of Ecology Water Supply Bulletin No. 37, p. 3

4 Bower, Robert, Hydrologist, Walla Walla Basin Watershed Council, 2007, personal communication.

5 Ibid

6 Lindsey, K., Kennedy Jenks Consultants, 2003, Candidate SASR Sites Hydrogeology, Walla Walla Basin Shallow Aquifer Recharge. Prepared for Economic and Engineering Services, Portland, OR. P. 4

Warinner PE, John, Fountainhead, 2006, Strategic Plan: Shallow Aquifer Recharge, Strategy for Restoring and Seasonally Recharging Shallow Gravel Aquifer(s) and Spring-Fed Streams of the Walla Walla Watershed, Walla Walla Watershed Alliance and NRCS, p. 2-4

There are 41 ponds within the UGA, ranging from one-eighth of an acre to almost six acres. Eleven of the ponds, including Pioneer Park, Jefferson, and Lincoln Ponds are within city parks. The named ponds within the UGA are:

| | |
|----------------------------|-------------------|
| General Hospital Duck Pond | Lincoln Pond |
| Jefferson Pond | Klicker Pond |
| Lakum Dunkum Pond | Pioneer Park Pond |

Bennington Lake, at 50 acres, is located just outside the limits of the UGA and accepts diversion water from Mill Creek for recreational and flood control purposes.

Groundwater

Groundwater resources beneath the Walla Walla Basin are found in two distinct aquifers: a deep basalt aquifer that underlies the entire basin and a shallower gravel aquifer that underlies the lower central basin. In the eastern part of the Walla Walla Basin, groundwater movement, like the topography, is generally from east to west.

A number of studies have contributed to the current understanding of the geology and hydrogeology of the basalt and gravel aquifers. The studies have been performed by the Department of Ecology Division of Water Resources, in cooperation with the US Geological Survey (USGS), and by consultants to the City of Walla Walla, Walla Walla County, the Walla Walla Watershed Planning Unit, and the Walla Walla Basin Watershed Council.⁷

⁷ These include:

Piper, A.M., Robinson, T.W., Thomas, H.E., 1933, Groundwater in the Walla Walla Basin, Oregon-Washington-Part 2. Department of the Interior, US Geological Survey

Piper, A.M., Robinson, T.W., Thomas, H.E., 1933, Groundwater in the Walla Walla Basin, Oregon-Washington-Part 1. Department of the Interior, US Geological Survey

Price, C.E., 1960, Artificial Recharge of a Well Tapping Basalt Aquifers, Walla Walla Area, Washington: Washington Department of Conservation Division of Water Resources Water Supply Bulletin No. 7

Newcomb, R.C., 1965, Geology and Ground-Water Resources of the Walla Walla River Basin, Washington-Oregon: Washington Department of Conservation Division of Water Resources Water Supply Bulletin No. 21

Mac Nish, R.D., Myers, D.A., and Barker, R.A., 1973, Appraisal of Ground-Water Availability and Management Projections, Walla Walla River Basin, Washington and Oregon: Washington Department of Ecology Water Supply Bulletin No. 37

Barker, R.A. and Mac Nish, R.D., 1976, Digital Model of the Gravel Aquifer, Walla

The recharge process of the basalt aquifer is described in the State Department of Conservation Division of Water Resources publication, Water Supply Bulletin No.7, as follows:

“ The Blue Mountains slope is dissected by steep-sided, narrow canyons as much as 1,500 feet deep. Mill Creek Canyon is one of the deepest of these. The gradient of the streams in general is less than the slope of the basalt beds; therefore, the outcrop pattern of each individual lava flow, as viewed from above, is V-shaped, pointing downstream. This outcrop geometry forms a favorable situation for natural recharge of groundwater into the permeable layers cropping out in the stream channels.

As rainwater and snowmelt percolate down into the porous zones between the flows of basalt, the water moves by gravity down the dip of the basalt toward the center of the Walla Walla Basin, which is a few miles southwest of the City of Walla Walla. Discharge from the basalt aquifer varies from one part of the basin to another. In the highlands, discharge occurs directly to streams and is the major factor in maintaining summer flows of Mill Creek and the Walla Walla River. Within the central valley, discharge is limited to pumpage from wells and may also discharge vertically into the shallow gravel aquifer. Beyond the west and northwest margins of the basin, the aquifer discharges by underground flow to the Columbia and Snake Rivers. ”

Walla River Basin, Washington and Oregon: Washington Department of Ecology Water Supply Bulletin 45

Mac Nish, R.D., and Barker, R.A., 1976, Digital Simulation of a Basalt Aquifer System, Walla Walla River Basin, Washington and Oregon: Washington Department of Ecology Water Supply Bulletin 44

Pacific Groundwater Group, 1995, Initial Watershed Assessment, Water Resources Inventory Area 32, Walla Walla Watershed, Open File Technical Report 95-11

Lindsey, K., Kennedy Jenks Consultants, 2003, Candidate SASR Sites Hydrogeology, Walla Walla Basin Shallow Aquifer Recharge. Prepared for Economic and Engineering Services, Portland, OR.

Marti, P.B., 2005, Assessment of Surface Water and Groundwater Interchange in the Walla Walla River Watershed: Washington Department of Ecology Publication No. 05-03-020

Warinner PE, John, Fountainhead, 2006, Strategic Plan: Shallow Aquifer Recharge, Strategy for Restoring and Seasonally Recharging Shallow Gravel Aquifer(s) and Spring-Fed Streams of the Walla Walla Watershed, Walla Walla Watershed Alliance and NRCS

Golder Associates, Inc., 2007 City of Walla Walla Extended Area Aquifer Storage and Recovery Groundwater Flow Model

Within the basalt aquifer, there has been a long-term decline in water levels, indicating that there is more water pumped out locally than is replaced by natural recharge or movement of water from adjoining areas.⁸ The decline has been greatest in areas along the northeastern margin of the Walla Walla Valley, including the Cities of Walla Walla, College Place and Milton-Freewater.⁹

The gravel aquifer is linked with the network of natural springs, streams, canals and ditches that cross the surface of the basin. The aquifer's recharge sources include precipitation, stream and canal leakage, basalt aquifer inflows, and infiltration of excess irrigation water. Discharge from the gravel aquifer includes uptake of water by plants and surface discharges (springs and wells), as well as downward leakage into the basalt aquifer. Water levels within the gravel aquifer have also been decreasing.¹⁰

Over the last century, increasing irrigation needs have placed a higher demand on water from the aquifer.¹¹ At the same time, changes in irrigation practices (e.g. ditch/channel lining, straightening of rivers for agricultural and flood control purposes, the active tilling of wetlands, and the reduction in the practice of flood irrigation) have reduced the amount of artificial recharge to the aquifer. Losses in natural function (e.g. flood control and channelization of the Walla Walla River, Mill Creek and smaller streams) have also reduced the amount of natural recharge via infiltration from surface waters.

Decreases in water levels in the aquifers have negative economic and environmental impacts. Economically, as groundwater levels decrease, more energy is required to pump the water to the surface. Environmentally, lower water levels in the aquifer systems have resulted in degradation of water

8 Price, C.E., 1960, Artificial Recharge of a Well Tapping Basalt Aquifers, Walla Walla Area, WA: WA Department of Conservation Division of Water Resources Water Supply Bulletin No. 7, p. 8-9

Pacific Groundwater Group, 1995, Initial Watershed Assessment, Water Resources Inventory Area 32, Walla Walla Watershed, Open File Technical Report 95-11, p. 34

9 Mac Nish, R.D., Myers, D.A., and Barker, R.A., 1973, p. 13

10 Lindsey, K., Kennedy Jenks Consultants, 2003, 4, p. 10-11

Warinner PE, John, Fountainhead, 2006, p. 2-4, p. 2-5, p. 4-2

Kennedy/Jenks Consultants, 2006, Results of the First Season of Shallow Aquifer Recharge Testing at the Hall-Wentland Site, Umatilla County, Oregon and Walla Walla County, Washington, 2, p. 11

Bower, Robert, Hydrologist, Walla Walla Basin Watershed Council, 2007, personal communication

11 Lindsey, K., Kennedy Jenks Consultants, 2003, 4, p. 11

Mac Nish, R.D., Myers, D.A., and Barker, R.A., 1973, p. 20

Pacific Groundwater Group, 1995, p. 14-15

quality within the system, as well as reduced discharge to surface water streams. Reduced stream discharge, in turn, has negative impacts on aquatic function, water quality, habitat and species.

Given these issues, management practices are necessary to maintain local groundwater within the aquifers at levels that will ensure groundwater use remains economical for current users and that will protect the environmental quality of surface water streams.

Planning efforts are being coordinated at the watershed level to improve management of surface water, groundwater, and aquatic habitat. Several options are being considered or implemented to improve utilization of existing groundwater resources. These include water rights transfer, water demand reduction, Shallow Aquifer Recharge (SAR), and Aquifer Storage and Recovery (ASR).¹²

The City is involved in a state of the art deep basalt ASR program, which utilizes water from Mill Creek to recharge portions of the basalt aquifer for future municipal water supply use. The program, initiated in 1999, is designed to: reverse the historic decline of water levels in the basalt aquifer; meet peak water supply demands with groundwater, thereby reducing impacts to Mill Creek during periods of low instream flow; provide a secure, alternate source of drinking water should surface water supply be lost due to a wildfire within the watershed; and maximize the use of surface water rights during high draw periods. Recharge water, supplied from Mill Creek, is available for five to seven months each year.¹³

Additionally, in 2003 the City began development of a model of the basalt aquifer to evaluate its recharge capacity, potential long-term pumping

12 HDR-EES, et al., May 2005, WRIA 32 Walla Walla Watershed Plan, Walla Walla WRIA 32 Watershed Planning Unit, ES-p. 5-6

13 The following documents describe the progress of the ASR program:

Golder Associates, Inc., 2007 City of Walla Walla Extended Area Aquifer Storage and Recovery Groundwater Flow Model

Golder Associates, Inc., 2006 City of Walla Walla Aquifer Storage and Recovery Reservoir Permit Application

Golder Associates, Inc., 2006 Technical Memorandum—Attachment A, Streamflow Evaluation, Walla Walla Extended Area ASR

Golder Associates, Inc., 2006 Technical Memorandum—Attachment A, Streamflow Evaluation, Walla Walla Extended Area ASR, March 24, 2006

Golder Associates, Inc., 2006, Report on City of Walla Walla Updated Hydroecological Conceptual Model for Extended Area Aquifer Storage and Recovery Evaluation, Submitted to the City of Walla Walla

capacity, and the potential impacts to other groundwater users from recharge and pumping. The model, developed by Golder Associates, has been completed. The model provides a quantitative understanding of how water flows through the basalt aquifer.

The second type of aquifer storage and release/recovery program, Shallow Aquifer Recharge (SAR), is currently being studied and tested locally in Washington and Oregon; SAR proposes to recharge a portion of the gravel aquifer system as well as restore some spring flows within the interconnected surface water system. Tests have been planned and administered by Walla Walla County Watershed Planning, the Hudson Bay District Improvement Company/Walla Walla Basin Watershed Council, and the City of Walla Walla.

The Walla Walla Basin Aquifer Recharge Strategic Plan (January 2013) summarizes aquifer recharge goals, activities, and data for Walla Walla watershed stakeholders so that they may use it while making sustainable water resource decisions for ecological, agricultural, and economic benefit.

Watershed Management

There are many agencies involved in the planning and regulation of surface and groundwater resources within the Walla Walla Basin. These include: US Fish and Wildlife Service (USFWS), US Army Corps of Engineers, Washington State Department of Ecology (ECY), Washington Department of Fish and Wildlife (WDFW), National Oceanic and Atmospheric Administration (NOAA) Fisheries Service, Walla Walla Watershed Management Partnership, Walla Walla Basin Watershed Council, Snake River Salmon Recovery Board, Confederated Tribes of the Umatilla Indian Reservation (CTUIR), Walla Walla County, the City of Walla Walla and others.

Since 2000, planning efforts have been organizing at the watershed level in order to integrate the various efforts (see the table on the following page) into a comprehensive planning framework.

Under the State of Washington's Watershed Management Act (RCW 90.82), the Walla Walla Watershed Planning Unit was established and, in 2005, developed the Walla Walla Watershed Plan. This umbrella plan coordinates water and habitat management strategies for the Washington portion of the Walla Walla Basin. Basin-wide strategies and specific actions have been identified for instream flows; groundwater; surface water and groundwater quality; and habitat management.

Exhibit 28. Water Resource Planning Efforts

| Planning Efforts | Managing Organizations | Purpose |
|--|---|---|
| Walla Walla Watershed Plan (Water Resource Inventory Area 32) | WRIA 32 Planning Unit, Walla Walla County | Surface & groundwater quantity, aquatic habitat and instream flow planning |
| Bi-State Habitat Conservation Plan | Walla Walla County | Minimize potential ‘take’ of threatened or endangered fish species |
| Snake River Salmon Recovery Plan | Snake River Salmon Recovery Board | Protection and restoration of salmon habitat |
| Walla Walla Subbasin Plan | Walla Walla County | Basin-wide assessment, inventory and management plans for aquatic and terrestrial species |
| Comprehensive Irrigation Management Plan | Walla Walla County | Water conservation measures to improve water management, reduce diversions and increase instream flow |
| Flow Enhancement Feasibility Study | US Army Corps of Engineers, Confederated Tribes of the Umatilla Indian Reservation | Assessment and feasibility of enhancement efforts for improvement of instream flows in the Walla Walla Basin |
| Walla Walla Water Management Initiative (WMI) | Ecology, CTUIR, local agencies; | Establish a Basin-wide, performance-based water management system |
| Total Maximum Daily Load (TMDL) Studies | Ecology, Oregon Department of Environmental Quality, Walla Walla Basin Watershed Council, City of Walla Walla | Water cleanup plans—to restore water quality in ‘impaired’ water bodies as identified by the Clean Water Act |
| Aquifer Storage & Recovery (ASR) | City of Walla Walla | Recharge portions of the basalt aquifer, for future municipal water supply use |
| Shallow Aquifer Storage & Release (SASR) | City of Walla Walla | Recharge a portion of the gravel aquifer system as well as restore some spring flows |
| Water System Plan | City of Walla Walla | Framework for the City’s provision of water service |
| Coordinated Water System Plan | City of Walla Walla, Walla Walla County | Current or proposed measures to manage municipal water resources |
| Wellhead Protection Plan | DOH, City of Walla Walla | Groundwater source protection |
| Community Wildfire Protection Plan | City of Walla Walla | Assess wildfire hazards for entire Mill Creek watershed and consider options for reducing risk and effects |
| Groundwater Modeling | City of Walla Walla | Groundwater model of the basalt aquifer |
| Milton-Freewater Hydrological Simulation | WWBWC, Oregon State University | Model of surface water-groundwater interaction |
| Lower Mill Creek Habitat and Passage Assessment and Strategic Action Plan (Tetra Tech, 2016) | Confederated Tribes of the Umatilla Indian Reservation | To resolve fish passage issues and improve fish habitat while maintaining or improving flood control, recreation, and economic values |

Source: peter j.smith & company, inc.

Actions specific to the Walla Walla UGA have been identified in the Walla Walla Watershed Plan and related documents (including the Detailed Implementation Plan, Walla Walla Subbasin Plan, Snake River Salmon Recovery Plan, and Bi-State Habitat Conservation Plan). Some of these actions include:

Surface and Groundwater Supplies—improvements to water conservation and efficiency, implementation of ASR and water storage, establishment

of water budget for residential area not served by public water supply, exploration and implementation of turbidity reduction system for water diverted from Mill Creek

Surface Water Quality—rerouting stormwater runoff, implementation of stormwater Best Management Practices (BMPs) including sediment basins, wetland protection/restoration

Groundwater Quality—protection of wellheads and critical shallow gravel aquifer recharge areas, wetland protection/restoration

Habitat Management—removal of fish passage barriers, screening of diversions, riparian revegetation and buffers, habitat improvements

Within the Walla Walla UGA, the Walla Walla Watershed Plan identifies both Mill Creek and Yellowhawk Creek as Priority Protection Areas with respect to aquatic habitat and protection of focal—or local—aquatic species. See Natural Resource Lands below.

The Walla Walla Watershed Management Partnership (Partnership) was authorized by 2009 legislation as a unique local water management pilot program for the State of Washington. The legislation (RCW 90.92) gives the Partnership the following authorities and duties:

Assume the duties, responsibilities, and all current activities of the watershed planning unit and the initiating governments authorized in RCW 90.82.040.

Develop strategic actions for the planning area by building on the watershed plan.

Adopt and revise criteria, guidance, and processes to effectuate the purpose of this chapter.

Administer the Local Water Plan process.

Oversee Local Water Plan implementation.

Manage banked water as authorized under this chapter.

Acquire water rights by donation, purchase, or lease.

Participate in local, state, tribal, federal, and multistate basin water planning initiatives and programs.

Enter into agreements with water rights holders to not divert water that becomes available as a result of Local Water Plans, water bank activities, or other programs and projects endorsed by the Partnership and Department of Ecology.

The Partnership's strategic plan was updated in 2016. The updated plan guides the Partnership through the end of its 10-year pilot period in 2019, and considers how to move beyond initial successes.

Stormwater Runoff and Water Quality

During a rain event, rainwater either soaks into the ground or runs across it; this latter is termed stormwater runoff. As areas become more developed, a larger amount of stormwater runs off of paved surfaces, roofs, compacted soils and lawns, rather than soaking into the ground. As stormwater drains into local waterways, it carries with it sediment, as well as other pollutants including fertilizers, pesticides, road salt, oil and heavy metals. Large stormwater flows within streams and creeks causes erosion and degradation of riparian habitat. Stormwater management can help reduce these effects.

Within the Walla Walla UGA, stormwater runoff may be retained on site, directed to the municipal stormwater system, or may drain directly to local ponds and creeks. Some existing stormwater infrastructure within the City directs stormwater to streams and creeks without any treatment. Newer stormwater infrastructure within public streets and rights of way has been installed to collect and retain stormwater in catch basins, which then allow the water to infiltrate into the ground. New/modified private development projects are required to maintain stormwater runoff at pre-development rates; excess stormwater must be collected, retained and infiltrated on site.

The Stormwater Management Manual for Eastern Washington, maintained by Ecology, provides guidance on the measures necessary to control the quantity and quality of stormwater produced by new development and redevelopment. It also includes best management practices (BMPs) intended to reduce the negative impacts of stormwater.

Stormwater management techniques applied in accordance with the Manual are presumed to meet the technology-based treatment requirement of State law and can be utilized to meet State water quality standards. Ecology requires the City to either adopt this Manual or to develop its own stormwater regulations, certifying that they are consistent with the Manual. The City's Stormwater Management Program Plan (2017) describes applicable regulatory requirements, the status of current City activities, and a description of activities planned to be implemented in 2017.

The federal Clean Water Act section 303(d) requires states to prepare a list of water bodies that do not meet water quality standards for ensuring the water

is healthy for such uses as fish and wildlife habitat, domestic and agricultural water supplies, and recreation in and on the water. All water bodies identified on the list must attain water quality standards within a reasonable period, either through a Total Maximum Daily Load (TMDL) study (Water Cleanup Plan) or other pollution control mechanisms.

The current (approved by the EPA in 2016) State Department of Ecology Water Quality Assessment for Washington lists Garrison Creek within the UGA as an impaired waterway, violating water quality standards under the Clean Water Act. TMDL studies and BMPs are used to return water bodies to a healthy condition. TMDLs and BMPs are being implemented under the umbrella of the Walla Walla Watershed Plan.

WILDFIRE

The main surface water supply for the Walla Walla UGA is Mill Creek. The water supply is unfiltered and is therefore vulnerable to the effects of disturbances from watershed management activities and natural events such as landslides and wildfires. The impacts to surface water from a wildfire include immediate changes to water quality that will have significant consequences for water treatment. The 2006 Community Wildfire Protection Plan describes the physical and chemical changes that can be expected to affect the water quality of Mill Creek after a wildfire.

As explained in the 2006 Community Wildfire Protection Plan, the changes to Walla Walla's source surface water quality after a wildfire can be expected to persist for five to 10 years following a catastrophic fire. Impacts to water quality are expected to be most severe during the first runoff season following the fire. Typically, peak concentrations will occur with rain events or may occur with the spring snowmelt.

Impacts can include:

- Erosion rates are generally highest in first year after a fire and generally do not return to normal for up to 10 years after a fire

- Debris and ash can block streams and water supply intakes

- Stormwater runoff rates and peak flows will increase. Stormwater runoff flows typically remain elevated for seven to ten years

- Water quality changes include sediment and turbidity loadings and increases in pH, and in concentrations of cyanide (from fire retardants), total

organic carbon, nitrate-nitrogen, ammonia-nitrogen, metals and cations (ions with a positive charge). Levels of cations typically remain elevated for two to three years

Watershed recovery can be expected to take five to 10 years and reestablishment of forest areas will take more than ten years. The worst-case scenario would be that the Mill Creek supply can only be used intermittently for up to 10 or more years following a catastrophic fire.¹⁴ When Mill Creek water is not available for municipal water supply, the groundwater supply wells become the sole source of water for the system.

The City of Walla Walla Comprehensive Water System Plan Update Final Report, October 2013, stated that if the City encountered a temporary loss of Mill Creek as a source, the City could be supplied with enough water using all available well sources pumping at a near 24-hour duration. However, if the City experienced a long-term loss of Mill Creek, the City would need to implement upgrades and additional sources in the short-term.

This information underscores the importance of protecting the Mill Creek Municipal Watershed from wildfire threats. To continue to address this concern, the Community Wildfire Protection Plan was updated in 2017. This updated Community Wildfire Protection Plan is intended to cover the Mill Creek Watershed and the entirety of Walla Walla County. The mission of the plan is "to assess wildfire hazards in and around the Mill Creek Drainage and Walla Walla County, and to identify options for reducing the risk of wildfire within the planning area and mitigate the impacts if a fire does occur."

The plan reports that fire history in and around the Mill Creek Watershed and Walla Walla County has shown that the area experiences frequent fires. Furthermore, the plan states that given current fuel load levels, coupled with hotter and drier summer conditions and an extended fire season, fires can be expected to increase in size, frequency and severity compared to those of the past. While wildfire suppression has been successful in containing wildfires that threaten the Mill Creek Watershed, without proper mitigation efforts this trend will not be sustainable. The plan notes that the Blue Creek Fire in 2015 demonstrated that a wildfire within the boundaries of the Mill Creek Watershed is inevitable.

¹⁴ Water System Wildfire Operational Plan, 10 p, as included in Appendix M.2, City of Walla Walla Comprehensive Water System Final Report Volume 2, HDR Engineering, Inc., 2006

NATURAL RESOURCE LANDS

Agricultural

Within the Walla Walla UGA, approximately 34% of the land area is in agricultural land use.

Forest

Historically, logging of both the upland and riparian tree species has occurred throughout much of the Walla Walla Basin, including the Mill Creek Basin. Forest management activities have been conducted by both private and public entities. More recently, logging has not occurred in the upper portion of the Mill Creek Basin, in order to protect the quality of the water supply for the City of Walla Walla. This area is included within the Umatilla National Forest; public access is limited to the Mill Creek area of the forest. There are no designated forest resource lands within the Walla Walla UGA.

Mineral

According to data from Walla Walla County, there are no designated mineral resource lands within the Walla Walla UGA.

Critical Areas

The Growth Management Act (GMA) requires that all cities and counties identify, designate and regulate critical areas. Critical areas identified as:

- Wetlands

- Frequently Flooded Areas

- Fish and Wildlife Conservation Areas

- Geologically Hazardous Areas

- Critical Aquifer Recharge Areas

Critical areas within the City are defined and protected by the City of Walla Walla Critical Areas Ordinance (CAO).

Each of the five critical areas is discussed in the following sections. Content of the City's CAO as it relates to each critical area category is also summarized.

Wetlands

The US Fish and Wildlife Service maintains the National Wetland Inventory (NWI), which maps the characteristics, extents and status of wetlands within the US. According to the NWI, there are approximately 226 acres of wetlands within the UGA. These wetlands include the widened portion of Mill Creek from Roosevelt Street east to the eastern boundary of the UGA (51 acres) and a portion of Mill Creek between Offner Road and 9th Avenue (8 acres). Four of these wetlands (55 acres), including two of the largest, are located within City parks. See the Surface Water and Wetlands map.

The City's CAO addresses wetlands. A key technique for the protection of wetlands employed by the CAO is the use of wetland buffers.

Frequently Flooded Areas

The Walla Walla area is very prone to flooding from Mill Creek. In 1931, a devastating flood struck Walla Walla. As a result, the USACE completed two flood control projects along Mill Creek. Just northeast of the UGA at Rooks Park, a diversion was constructed to route water from the creek to Bennington Lake reservoir. Another diversion was constructed to divert water from Mill Creek into Yellowhawk and Garrison creeks, directing the water south of the City. The second project channelized a section of Mill Creek within the UGA in a concrete channel with vertical sides. A portion of this channel flows beneath buildings and streets in downtown Walla Walla. Other areas of the creek have been artificially widened with steep sides. The 1996 flood produced significant flows of 3,900 cubic feet per second (cfs); although this exceeded the channel safety capacity of 3,500 cfs, flows were contained within the channel.

These projects have been successful at protecting Walla Walla from floods, but have had negative impacts on aquatic species, on fishing and recreational opportunities, and on quality of life issues (aesthetics, quality of natural areas, etc.). Modifications to stream channels have limited access for fishing, degraded stream habitat and reduced water quality. Diversions from Mill Creek for flood control purposes can divert or kill fish. The USACE diverts water from Mill Creek into Bennington Lake when flows reach or exceed 1,400 cfs. This may occur about every three years.¹⁵

The diversions are a concern because Mill Creek is host to species listed as threatened under the Federal Endangered Species Act (see the following

¹⁵ US Army Corps of Engineers Mill Creek Biological Assessment, March 2003

section, Fish and Wildlife Conservation Areas). The Mill Creek Work Group has recommended improvements to the flood protection in the lower Mill Creek area (below 9th Avenue), which when implemented, would allow the USACE to raise the diversion threshold to 3,400 cfs. At 3,400 cfs, the USACE estimates that diversions could be reduced to approximately every 30+ years.^{16 17}

According to the Federal Emergency Management Agency (FEMA) National Flood Insurance Program maps, there are approximately 169 acres within the UGA that are within the 100-year flood zone. These areas are along Middle Waitsburg Road and Russell and Reser Creeks and are not built upon (per aerial photo).

The City's CAO briefly addresses frequently flooded areas. It indicates that structures in designated flood areas are subject to other flood-related City codes, including Chapter 21.10, Floodplain Management.

Fish and Wildlife Conservation Areas

Over the past 150 years, high levels of water appropriation and inadequate passage conditions have had a negative impact on aquatic species. Increased efficiencies in irrigation practices, while helping to reduce water demand for irrigation purposes, have reduced the seasonal recharge of the shallow groundwater aquifer. In turn, lower groundwater levels have reduced flows of groundwater from springs into surface water streams and creeks. High water draws for irrigation and reduced groundwater levels have resulted in seasonal dry periods in creeks within the Walla Walla Basin, including Mill Creek. This de-watering of creeks has serious implications for fish; it may: strand fish and prevent their passage; kill fish directly, increase fish mortality indirectly due to predation and disease and increase downstream water temperatures.

The quality and quantity of aquatic habitat has been affected by de-watering and by increasing urban and agricultural development and flood control activities. The reduction of riparian vegetation along creeks within the UGA and the elimination of vegetation along the channelized portion of Mill Creek have resulted in higher water temperatures, decreased fish cover

¹⁶ Ibid

¹⁷ The Mill Creek Workgroup is a group comprised of representatives from federal, state, and local agencies, tribal organizations, non-profits and interested citizens with an interest in improving conditions in Mill Creek for fish, wildlife, and area residents.

and decreased food availability. Sedimentation from stormwater runoff and destabilized stream banks has degraded fish habitat by filling pools, creating wider and shallower channels and covering spawning gravel.

The degradation of aquatic habitat is an important issue because the Washington Department of Fish and Wildlife (WDFW) lists Chinook salmon, steelhead and bull trout as candidate species. Additionally, within an area that includes the Walla Walla UGA, steelhead and bull trout are listed as threatened species under the Federal Endangered Species Act. Populations of these aquatic species within the Columbia Basin have suffered declines. Chinook salmon and steelhead are anadromous (live in salt water and return to fresh water to spawn). Bull trout populations within the Walla Walla River and Mill Creek are fluvial (migrate between small tributaries and main rivers) and/or resident (remain non-migratory).

According to Washington Department of Fish and Wildlife's SalmonScape and PHS database, creeks in the City support the following species listed under the ESA:

Garrison Creek—Summer Steelhead (presumed)

Yellowhawk Creek—Spring Chinook (documented) , Summer Steelhead (documented)

Mill Creek—Spring Chinook (documented), Summer Steelhead (documented), Bull Trout (documented)

The Surface Water and Wetlands map, shows the location of creeks within the UGA with respect to wetlands and greenspace. Wetlands function to improve water quality by acting as a natural filter to remove pollutants from stormwater runoff and by slowing stormwater peak flows.

Greenspace often has a lower impact on the degradation of water quality because these areas tend to have less paved surfaces and more trees/shade than the surrounding urban areas. However, the benefit of having green space adjacent to a creek can depend of the function of the green space (golf course or ball fields with parking versus a naturalistic park for passive recreation) and the amount of maintenance (turf fertilization, road/parking de-icing, etc.) that occurs within the park.

Protection and restoration of aquatic habitat within the Walla Walla Basin is actively occurring under the umbrella of the Walla Walla Watershed Plan (WWWP), as described above. Under the WWWP, the basis of basin-wide aquatic habitat management is contained in the Walla Walla Subbasin Plan;

the Snake River Salmon Recovery Plan (SRP) will also be incorporated upon its completion.

Within the Walla Walla UGA, both Mill Creek and Yellowhawk Creek have been identified by the WWWP as Priority Protection Areas with respect to aquatic habitat and protection of focal aquatic species. Priority Protection Areas are stream reaches that, if allowed to further degrade, represent substantial decline in abundance, productivity and life history diversity. The WWWP and related plans/documents include specific management strategies and actions to improve aquatic habitat within the UGA.

In addition to identifying species of concern, the WDFW also identifies priority habitat. Through the Priority Habitats and Species (PHS) Program, the WDFW identifies the habitats and species of priority and maps their locations. PHS literature identifies the needs of fish and wildlife based on the “best available science” and can be used in land use decisions that may affect these habitats. The Priority Habitat map shows the location of priority habitats within the UGA; these include wetland, riparian, ring-necked pheasant, and waterfowl habitats.

The City's CAO addresses fish and wildlife habitat conservation areas. As for wetlands, a key technique for the protection of fish and wildlife habitat conservation areas employed by the CAO is the use of buffers.

Geologically Hazardous Areas

The City's CAO addresses geologically hazardous areas. Geologically hazardous areas are designated as those areas that are susceptible to one or more of the following types of hazards: erosion hazard; landslide hazard; seismic hazard; and other geological events including mass wasting, debris flows, rock falls, and differential settlement.

The Washington State Hazard Mitigation Plan (2013) determines which counties within Washington are most vulnerable to future earthquakes, based on FEMA's HAZUS information. (HAZUS is a computer-based system, available from FEMA, used to estimate potential losses from earthquakes, floods and hurricanes.) The counties considered most at risk are those with an Annualized Earthquake Loss of at least \$1 million or with an Annualized Earthquake Loss Ratio equal or greater than the state's ratio of 0.02. Twenty-three counties within Washington, including Walla Walla, meet one of these two criteria. Additionally, Douglas and Franklin counties, which have greater seismic risk than most counties in Eastern Washington, but do not have building stock to meet the above criteria, have been added to the list of

jurisdictions most vulnerable at the advice of state and federal geologists and seismologists with expertise in earthquakes in Washington.

The type of earthquake that would be experienced in Walla Walla is the shallow, crustal zone earthquake, which occurs when there is a sudden slip along surface faults or fractures within the Earth's crust. There are two fault systems within Walla Walla County, one of which crosses through the northeastern corner of the UGA, in the vicinity of the airport.

In 1936, an earthquake of magnitude 6.1 on the Richter scale shook Walla Walla and was widely felt throughout Washington, Oregon and northern Idaho. The epicenter was 5 miles south-southeast of Walla Walla. This earthquake is the second largest earthquake in the state and the largest earthquake in the Washington-Oregon border area since the late 1800s. Two earthquakes were felt in Walla Walla in November 1991 and July 1992. They were centered about five miles south of Walla Walla and measured 4.3 and 4.1.

The International Building Code, which has been adopted by the City, includes standards for designing structures. The City requires the use of Seismic Design Category D.

According to the Walla Walla County Multi-Jurisdictional Hazard Mitigation Plan (2013), the level of earthquake preparedness is very low and little mitigation has occurred. Since 1984, when building codes placed Walla Walla County in Seismic Zone 2-B, additional seismic reinforcement has been required, but buildings constructed prior to 1984 were built with little consideration for seismic reinforcement. Additionally, it is also at high risk from liquefaction, which occurs when soil becomes soft and liquid-like during strong ground shaking. As a result of liquefaction, soil may be unable to support structures on its surface.

Critical Aquifer Recharge Areas

The protection of critical aquifer recharge areas (CARA) is important because a portion of the Walla Walla municipal water supply is derived from groundwater sources.

The City's CAO addresses CARA, and designates them as follows: wellhead protection areas, which may be defined by the boundaries of the ten-year time of ground water travel or boundaries established using alternate criteria approved by the Washington State Department of Health in those settings where ground water time of travel is not a reasonable delineation criterion;

and, the ten-year time of travel as defined in the wellhead protection plans submitted by communities and water providers to the Department of Health as of 2007.

City maps depict the CARA within the Walla Walla UGA, as defined by the DOH. The Water Supply map shows the CARA with respect to the seven municipal groundwater supply wells and major municipal water supply infrastructure. The Land Use within CARA map shows the existing land uses within the CARA.

The City's CAO sets forth allowed and prohibited uses in CARA. It also designates performance standards intended to protect CARA from contamination by permitted uses and developments. Furthermore, critical area reports are required for certain uses and developments.

Wellhead protection areas are also addressed in the City of Walla Walla Comprehensive Water System Plan Update Final Report (2013). The report includes a thorough discussion of groundwater contamination concerns, contaminant sources, and risk assessment. The report includes a contaminant inventory, the stated purpose of which is to identify past, present and proposed activities that may present a risk of future contamination of the City of Walla Walla [municipal] drinking water supply. The results of the contaminant inventory revealed a variety of potential contaminant sources (both active and inactive) located at 20 different locations within the wellhead protection area.

Green Space

There are approximately 942 acres of land within the Walla Walla UGA that provide green space and/or recreational opportunities. See the Chapter 14 Parks & Recreation. These green spaces include public and private parks totaling approximately 320 acres. Because of the typically higher amount of vegetative cover and lower amount of paved surfaces, green spaces are often compatible uses for critical areas and provide habitat for wildlife. Refer to the Surface Water and Wetlands map and the Priority Habitat map the location of green spaces within the Walla Walla UGA.

Urban Forestry

Trees have a special place in Walla Walla and, in turn, make Walla Walla a special place. Historically, local groups have sponsored annual tree planting activities. The first focused tree planting effort began in 1907 by the Parks and

Civic Arts Club. More recently, Walla Walla 2020 championed tree-planting activities in the 1980s. Since then, tree planting has been the primary public service focus of the Rotary Club of Walla Walla.

There are over 50 state champion trees in Walla Walla. State champion trees are the largest of their species known in Washington State. Cuttings from several of these trees have been collected for cloning as part of the Champion Tree Project, the goal of which is to preserve, protect, propagate and plant America's best and biggest trees. Over a third of the champion trees are located within Pioneer Park and quite a few others are found on the Whitman College campus.

The City of Walla Walla Municipal Code contains a chapter (12.49) entitled, Heritage Trees, the purpose of which is to identify, promote, protect and maintain Walla Walla's heritage trees. Penalties are assessed for damage to or unauthorized removal of protected heritage trees. A heritage tree is defined as a tree or group of trees designated by the city because they meet criteria of exceptional value. Exceptional value is determined by the urban forestry advisory commission based on association with historic figures or events, rare or unusual species, exceptional aesthetic quality or large size.

Trees are valued for their beauty and record size, but trees also provide valuable environmental and economic benefits. Trees provide shade, which helps to reduce energy consumption. Trees that shade a building in the summer can help reduce cooling costs. In the winter, large evergreen trees can provide protection from cold winds, which may help reduce heating costs.

Trees in urban areas shade pavement and parking lots, helping to reduce the heat island effect. (Heat island effect describes a phenomenon whereby temperatures in urban and suburban areas can be elevated 2 to 10° above the surrounding rural area.) Trees also intercept rainfall, which can help reduce peak stormwater flows. Trees reduce air pollution by absorbing carbon dioxide and air pollutants, such as ozone, carbon monoxide and sulfur dioxide. The collection of trees in an urban area is often referred to as its urban forest.

The City of Walla Walla maintains an Urban Forest Management Plan (UFMP), which is included in this Comprehensive Plan by reference. The UFMP includes management and maintenance recommendations; inventories of trees along city streets and within the city parks; and approved street tree lists. Additionally, Chapter 12.49 (Urban Forestry Practices) of the City of Walla Walla Municipal Code provides standards for planting and maintaining street trees within the City. The Urban Forestry Advisory Commission, a seven-

member citizen committee appointed by City Council meets monthly and provides advice to City Council and Municipal Arborists. This commission worked with the City Council on the development of the UFMP.

Walla Walla has earned the Tree City USA designation. The National Arbor Day Foundation sponsors the Tree City USA program in cooperation with the USDA Forest Service and the National Association of State Foresters. To qualify for Tree City USA status, a town or city must meet four standards:

- Appoint a board, department or commission to advise the city on tree issues

- Adopt a tree care ordinance

- Maintain a community forestry program (with a minimum annual budget of \$2 per capita)

- Hold an Arbor Day celebration

The designation must be recertified annually. Walla Walla has been designated a Tree City USA since 1994.

CHALLENGES AND OPPORTUNITIES

Future Growth and Development

There are a variety of environment and natural resources-related concerns for the City in relation to developable land within the City and UGA. Addressing these concerns while accommodating future growth and development and meeting other City priorities with finite resources will be a challenge. However, the City has previously taken on an array of environment and natural resources-related issues, and has a foundation of capacity, expertise, and partnerships to help take on the challenges of tomorrow. Adherence to both the City's Shoreline Master Program and the critical areas regulations will ensure continued protection of natural resources and fish and wildlife habitat.

WALLA WALLA'S PLAN

The information above about Walla Walla's environment and natural resources provides background for the City goals and policies, described below, which help the City take steps to make real-world changes. As the population of Walla Walla grows and development expands, the City is committed to environmental protection through the implementation of policies and regulations focused on ensuring local and regional natural resources are maintained.

MAPS

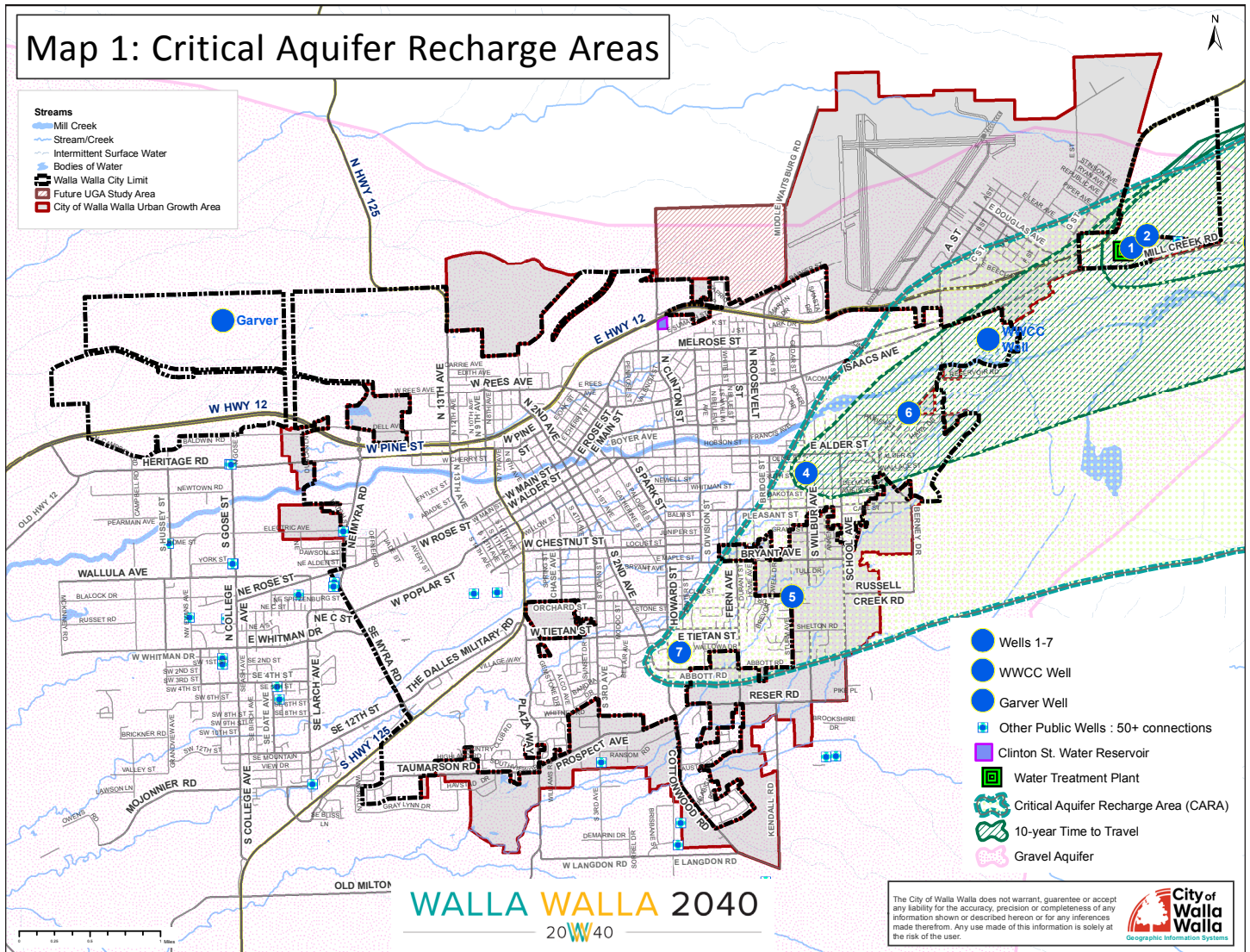


Exhibit 29. Critical Aquifer Recharge Areas

Source: City of Walla Walla, 2018

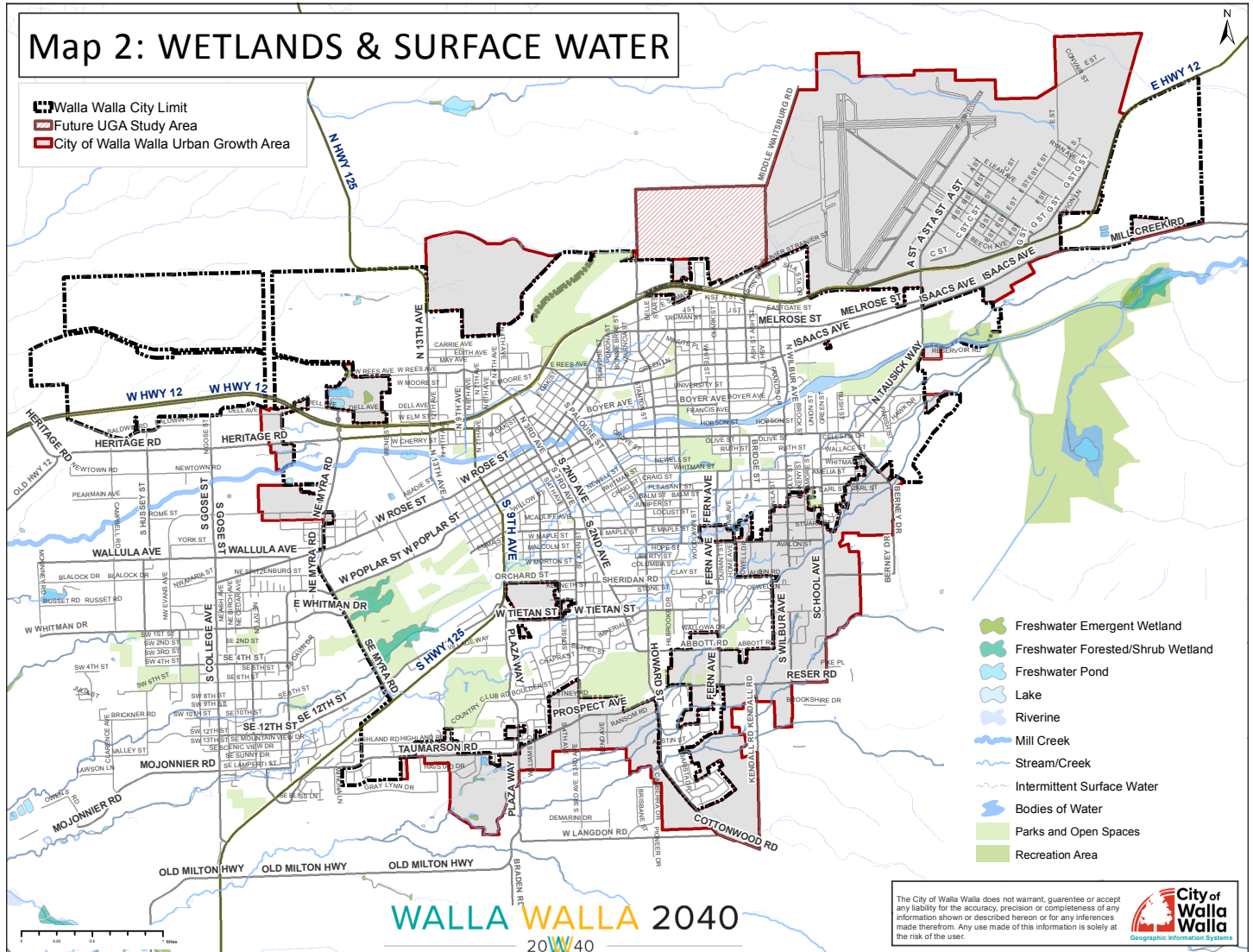


Exhibit 30. Wetlands and Surface Water

Source: City of Walla Walla, 2018

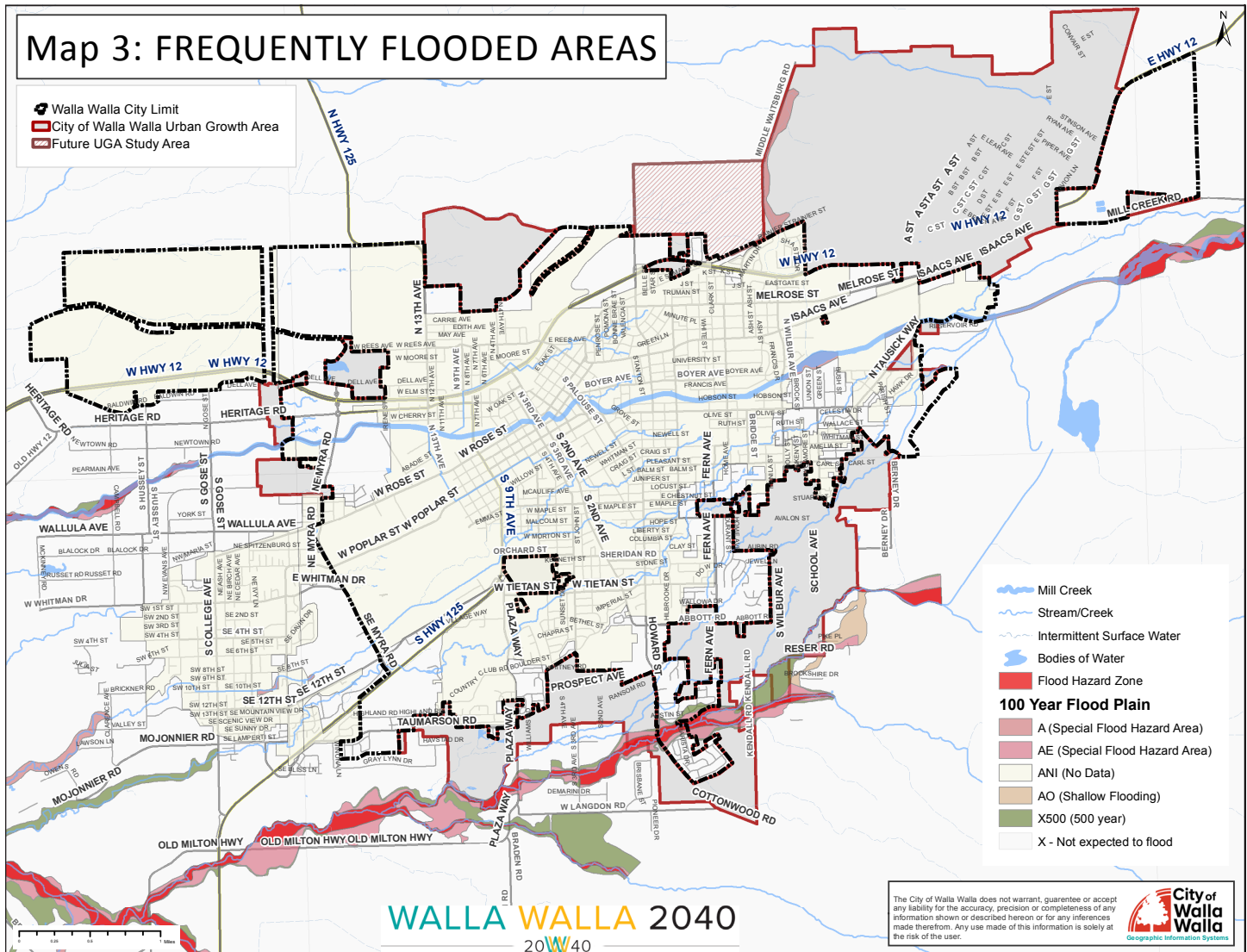


Exhibit 31. Frequently Flooded Areas

Source: City of Walla Walla, 2018

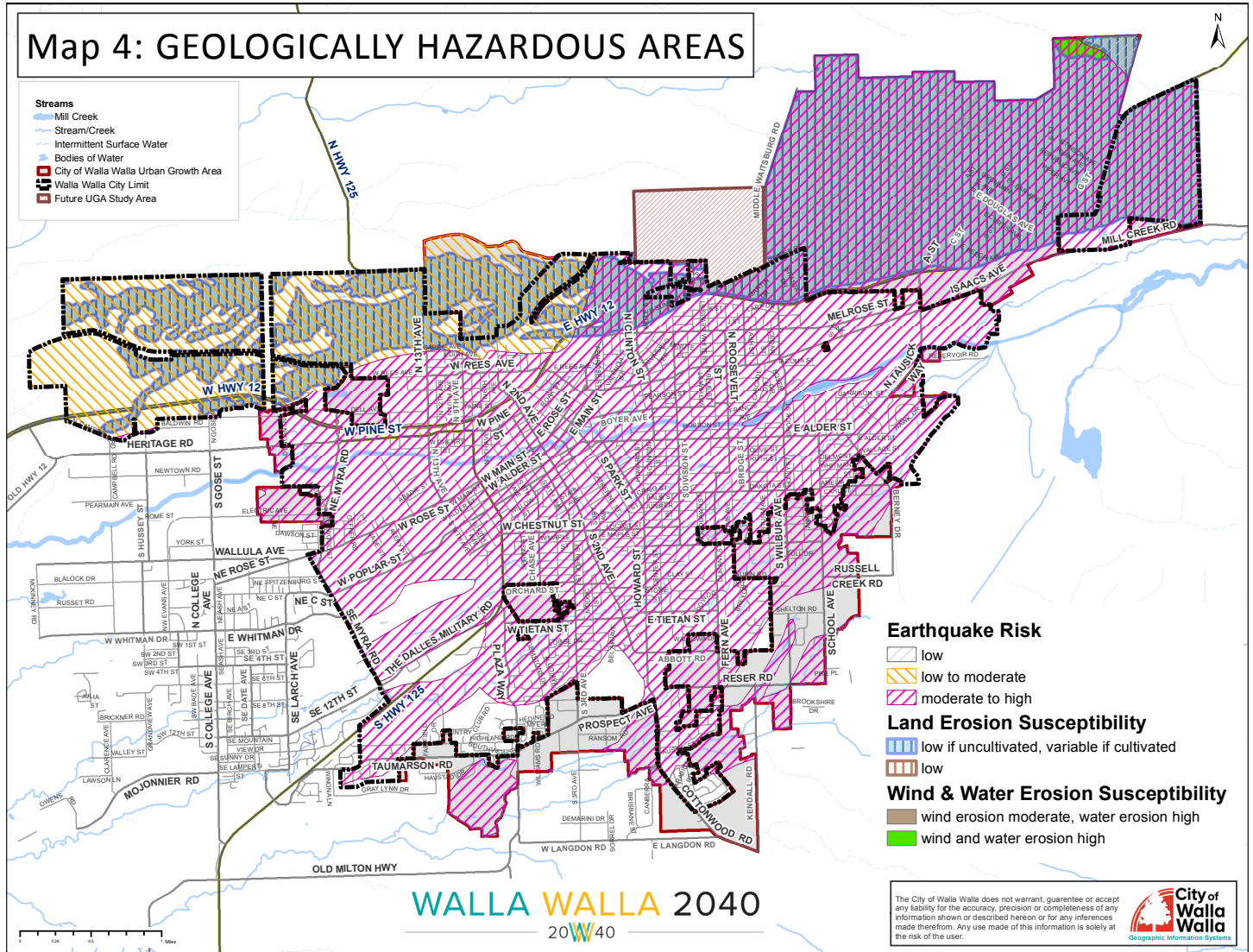


Exhibit 32. Geologically Hazardous Areas

Source: City of Walla Walla, 2018

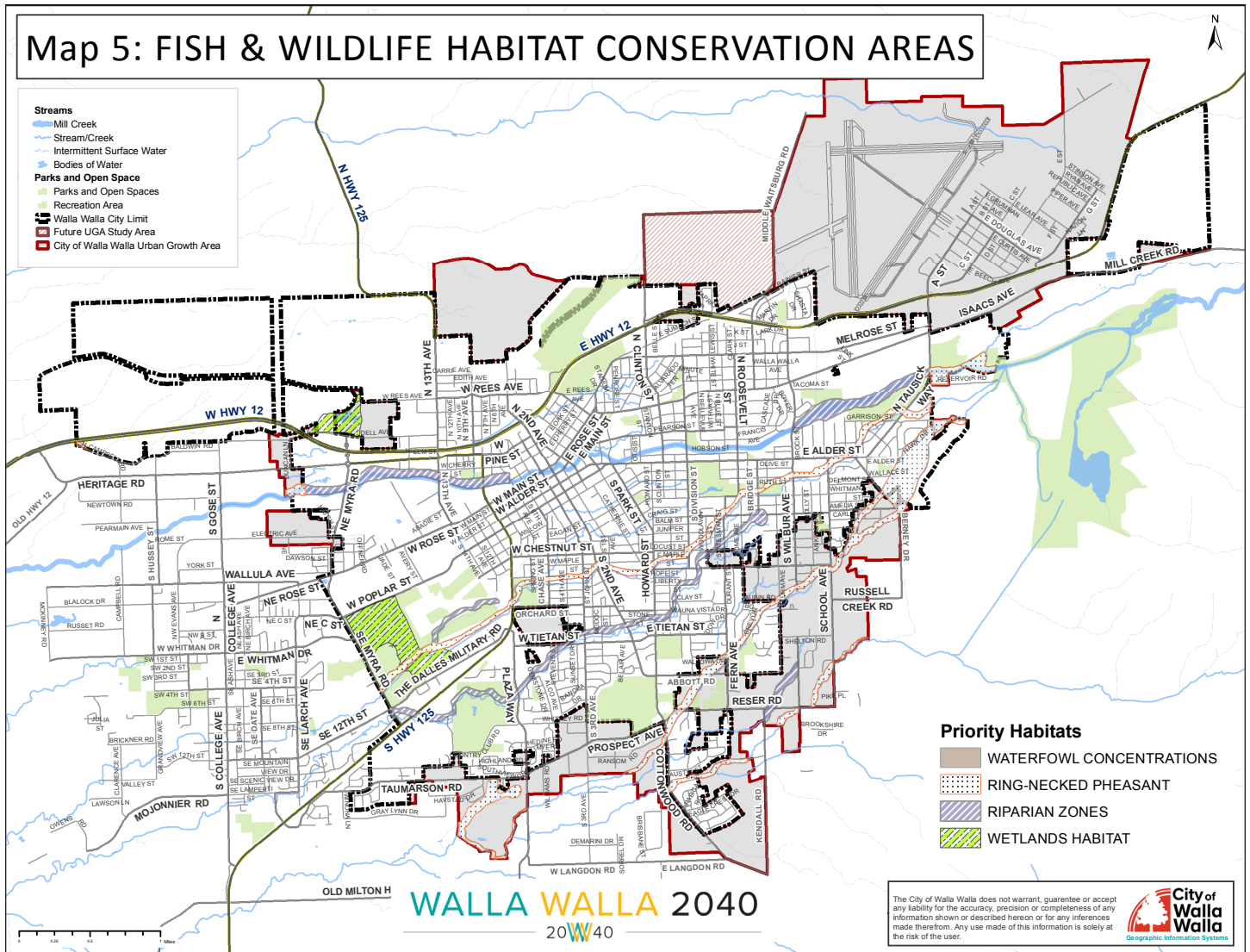


Exhibit 33. Fish and Wildlife Habitat Conservation Areas

Source: City of Walla Walla, 2018

GOALS AND POLICIES

The Walla Walla watershed is defined by its landscape—the Blue Mountains, Walla Walla River Valley and its many streams. How the land in the City is altered by continuing development will define the character of the community in the future. Sound decision-making and sustainable practices will preserve the city’s environment and natural resources now and for many generations to come.

ENVIRONMENT AND NATURAL RESOURCES GOAL 1 Water, air, and soil resources in Walla Walla are protected.

- ENR Policy 1.1 Implement best management practices, where feasible, to ensure protection of surface and groundwater resources and ecosystems in locations where roadway and highway construction projects are occurring.
- ENR Policy 1.2 Identify and protect environmentally critical areas, and keep the City’s Critical Areas Ordinance up-to-date and complete, including mapping.
- ENR Policy 1.3 Ensure that buffers are adequately defined, regulated, and controlled to limit the disturbance of vegetation and disruption of ecological function.
- ENR Policy 1.4 Properly define Aquifer Recharge Areas for the purpose of GMA-driven critical area protection, and ensure that measures are in place to protect aquifer recharge areas from runoff.
- ENR Policy 1.5 Identify and protect significant viewsheds within the community.
- ENR Policy 1.6 Preserve and protect healthy mature trees in the community to the greatest extent possible, and promptly plant replacements when they cannot be saved.
- ENR Policy 1.7 Encourage cooperation and coordination among communities in the Walla Walla Basin to protect and enhance the environment and natural resources. Pursue regional solutions for air quality impacts and environmental problems related to industry and agriculture.

- ENR Policy 1.8 Protect the community from hazards, including, but not limited to, earthquakes, severe storms, wildfires and flooding.
- ENR Policy 1.9 Require compliance with standards and guidelines for endangered species protection.
- ENR Policy 1.10 Plan for the anticipated impacts of climate change, and participate in broader efforts to minimize climate change.

ENVIRONMENT AND NATURAL RESOURCES GOAL 2 Residents of Walla Walla are aware of environmental issues and strategies.

- ENR Policy 2.1 Work with partners to develop public awareness and educational programs for the protection and enhancement of natural areas.

ENVIRONMENT AND NATURAL RESOURCES GOAL 3 Restore Mill Creek to a natural ecosystem and improve fish habitat while recognizing the vital flood control functions of the channel.

- ENR Policy 3.1 Develop a Mill Creek Corridor Plan with a focus on the opportunity to “daylight” Mill Creek through the downtown. The Lower Mill Creek Assessment and Strategic Action Plan can be used for guidance.
- ENR Policy 3.2 Explore options for potentially increasing buffers on vacant properties along Mill Creek to support creating a more naturalized channel that provides flood control as well as the possibility of a linear park.

POLICY CONNECTIONS

The **Shoreline Element** contains policies that provide direction for the regulation of City shorelines subject to the Shoreline Management Act, inclusive of critical areas within shoreline jurisdiction.

The **Capital Facilities and Utilities Element** provides policies regarding community infrastructure needs, including fire facilities, recognizing the potential for future development impacts from facility expansion.

The **Housing Element** includes policies which promote increased density and addresses housing affordability via increased multi-family development.

The **Transportation Element** identifies transportation needs to address future growth and expansion.

TRANSLATING POLICY INTO ACTION

This Element is implemented through City plans and programs, projects, and review of development applications.

| Implementation Action | Timeline | Responsibility |
|--|---|-----------------------------------|
| Building and Land Use Permitting Ensures development complies with adopted City codes. | Ongoing | Development Services |
| Critical Areas Ordinance Regulates environmentally critical areas. | Updated every 8 years | Development Services |
| Operations Sustainability Plan Systematizes and prioritizes implementation of sustainability elements of the Comprehensive Plan. | Updated annually | Sustainability Advisory Committee |
| Shoreline Master Program Provides direction for the regulation of City shorelines subject to the Shoreline Management Act. | Updated every 8 years | Development Services |
| Stormwater Management Program Plan Addresses municipal stormwater management. | Updated annually | Public Works |
| Urban Forest Management Plan Promotes the benefits of an urban forest. | Updated every 5 years | Urban Forestry Advisory Committee |
| Walla Walla County Multi-Jurisdictional Hazard Mitigation Plan Identifies hazard mitigation goals, objectives and proposed projects. | Updated every 5 years | Multiple |
| Mill Creek Corridor Plan Work with partner agencies on a General Investigative Study (GIS) for the Mill Creek Corridor. | 2–5 years (dependent on the ACOE funding for a GIS) | Multiple |



INTRODUCTION TO THE SHORELINE MASTER PROGRAM

Shoreline Master Programs are subject to the Shoreline Management Act governed by RCW 90.58. The goals and policies of the Shoreline Master Program are included in the Comprehensive Plan under the provisions of the Growth Management Act in RCW 36.70A. Updates and changes to the Shoreline Management Element are processed under the guidance of the Shoreline Management Act and must be approved by the Washington State Department of Ecology. The content of the Shoreline Management Element is not affected by the Comprehensive Plan update process, rules, or cycle.

Walla Walla's Shoreline Master Program was adopted in May 2016 and is currently under review by the Department of Ecology. The policies in this Element reflect the document locally adopted in May 2016 and approved by Ecology with revisions in May 2018. The regulations adopted as part of the Shoreline Master Program are not included in the Shoreline Management Element. This includes Shoreline definitions, subsections with a Regulations header, and regulations for Critical Areas within Shoreline Environments in the Shoreline Master Program Appendix. Current shoreline regulations may be found in Chapter 21.04 Critical Areas of the Walla Walla Municipal Code.

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Acronyms and Abbreviations

BMP...Best Management Practice

CMZ...Channel Migration Zone

Ecology...Washington State Department of Ecology

DAHP...Department of Archaeology and Historic Preservation

FEMA...Federal Emergency Management Act

OHWM...Ordinary High Water Mark

RCW...Revised Code of Washington

SMA...Shoreline Management Act

SMP...Shoreline Master Program

SEPA...State Environmental Policy Act

TESC...Temporary Erosion and Sediment Control

UGA...Urban Growth Area

WAC...Washington Administrative Code

WDFW...Washington State Department of Fish and Wildlife

WDNR...Washington State Department of Natural Resources

WWMC...City of Walla Walla Municipal Code

CITY OF WALLA WALLA SHORELINE MASTER PROGRAM

1.0 Introduction

1.1 Relationship to the Shoreline Management Act

Washington State's citizens voted to approve the Shoreline Management Act (SMA) of 1971 in November 1972. In accordance with the SMA, the City of Walla Walla developed and adopted its first Shoreline Master Program (SMP) in 1977. The City's SMP was amended in 1981 and again in 1986.

The SMA was created in response to a growing concern among residents of the State that serious and permanent damage was being done to shorelines by unplanned and uncoordinated development. The goal of the SMA was "to prevent the inherent harm in an uncoordinated and piecemeal development of the State's shorelines." While protecting shoreline resources by regulating development, the SMA is also intended to provide for appropriate shoreline use by encouraging land uses that enhance and conserve shoreline functions and values. The SMA has three broad policies:

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

The SMA and implementing SMP Guidelines require all towns, cities, and counties across the State to comprehensively update their SMPs. The SMP update allows preparations of a locally tailored program that represents the visions and interests of our citizens and meets the needs of our urban communities.

The goals, policies, and regulations of this SMP are intended to be consistent with the State shoreline guidelines in WAC 173-26. Consistent with RCW 36.70A.480, the goals and policies of this SMP that are approved under RCW 90.58 shall be considered an element of the City of Walla Walla's comprehensive planning, and all regulatory elements of this SMP shall be considered a part of the City's development regulations.

After the City's local development and adoptions process is complete, the SMP is reviewed by the Washington State Department of Ecology (Ecology) to ensure compliance with the SMP Guidelines. The SMP does not become effective until it has been adopted by the City and approved by Ecology.

1.2 Scope and Jurisdiction of the Regional Shoreline Master Program

The only shoreline waterbody in the City of Walla Walla is Mill Creek. The City's shoreline jurisdiction encompasses the Mill Creek waterbody plus its associated shorelands which in accordance with state law, includes lands within 200 feet of the ordinary high water mark (OHWM) of Mill Creek, as well as floodways, floodplain areas within 200 feet of a mapped floodway, and associated wetlands.

The reaches of Mill Creek that flow through the City are part of the U.S. Army Corps of Engineers Mill Creek Flood Control Project.

1.3 Authority, Purpose, and Applicability

1.3.1. Authority

This SMP is enacted and administered according to the following state law and rules:

- A. The Shoreline Management Act (SMA) of 1971, Chapter 90.58 RCW;
- B. State master program approval/amendment procedures and master program guidelines, WAC 173-26; and
- C. Shoreline management permit and enforcement procedures, Chapter 173-27 WAC.

1.3.2. Purpose

The purposes of this SMP are:

- A. To promote the public health, safety, and general welfare of the City by providing comprehensive policies and effective, reasonable regulations for development, use and protection of jurisdictional shorelines; and
- B. To further assume and carry out the local government responsibilities established by RCW 90.58.050 including planning and administering the regulatory program; and
- C. To assure no net loss of ecological functions associated with the shoreline; and
- D. To carry out the policies and use preferences in RCW 90.58.020, described in Section 3.1.2 (General Shoreline Use Preferences).

1.3.3. Applicability

- A. Except as described in Subsection (b), all proposed uses and development occurring within shoreline jurisdiction must conform to the intent and requirements of the laws and rules cited in Section 1.3.1 (Authority) and this SMP.
- B. This SMP does not apply to the following activities:
 - 1. Consistent with Section 2.0 (Definitions), WAC 173-26-020 (Definitions), and WAC 173-26-241(3)(a), as amended, agricultural activities on agricultural lands as of the date of adoption of the SMP listed in Section 1.6, Effective Date.
 - 2. Interior building improvements that do not change the use of the structure or land;
 - 3. Exterior structure maintenance activities, including painting and roofing, as long as it does not expand the existing footprint of the structure;
 - 4. Routine landscape maintenance of established, ornamental landscaping, such as lawn mowing, pruning and weeding; and
 - 5. As of the effective date of the SMP [insert date], legal pre-existing residential uses and structures where no change or new activity is proposed.
- C. Activities that are exempt from the permit system in Section 7.4 (Exemptions from Permit Requirements) shall comply with this SMP whether or not a permit or other form of authorization is required.
- D. The shoreline permit procedures, policies and regulations established in this SMP shall apply citywide to all nonfederal uses, activities, and development. Applicability of this SMP to activities on federal lands and undertaken by federal agencies shall be consistent with WAC 173-27-060(3).
- E. This SMP applies to lands subject to nonfederal ownership, lease or easement, even though such lands may fall within the external boundaries of a federal ownership. Applicability of this Master Program to federal lands shall be consistent with WAC 173-27-060(3).

1.4 Relationships to Other Codes, Ordinances, and Plans

- A. All applicable federal, state, and local laws shall apply to properties in the shoreline jurisdiction.
- B. Consistent with RCW 36.70A.480, the goals and policies of this SMP approved under chapter 90.58 RCW shall be considered an element of the City of Walla Walla's Comprehensive Plan. All

regulatory elements of this SMP, including, but not limited to, definitions and use regulations, shall be considered a part of the City of Walla Walla's development regulations.

- C. All local development regulations including, but not limited to, zoning and subdivision rules shall apply in addition to this SMP. This SMP includes critical areas regulations applicable only in shoreline jurisdiction, and shall control within shoreline jurisdiction over other City critical area regulations adopted pursuant to the Growth Management Act.
- D. In the event provisions of this SMP conflict with provisions of federal, state, county or City regulations, the provision that is most protective of shoreline resources shall prevail, when consistent with policies set out in the SMA.

1.5 Liberal Construction

As provided for in RCW 90.58.900, the SMA is exempted from the rule of strict construction; the SMA and this SMP shall therefore be liberally construed to give full effect to the purposes, goals, objectives, and policies for which they were enacted.

1.6 Effective Date

The SMP is hereby adopted on May 25, 2016. This SMP and all amendments thereto shall become effective 14 days from the date of the Washington Department of Ecology's written notice of final approval.

2.0 Definitions

{Editor's note: The definitions from the Shoreline Master Program can be found in the City's full Shoreline Master Program available online. This heading remains in order to keep the original numbering of policy sections below.}

3.0 Shoreline Vision and Goals

It is the ultimate goal of the City of Walla Walla SMP to prevent harm that results from uncoordinated development of the state's shorelines and to provide plans, policies and regulations consistent with the SMA (RCW 90.58) and with the SMP Guidelines (WAC 173 – 26) which reflect the desires of the citizens of the City and its communities regarding the balanced use of the City shorelines. Mill Creek is an asset to the community and the City's vision of restoring Mill Creek to a more naturalized system while recognizing the vital flood control aspects of the channel is an overarching goal of the SMP. The City of Walla Walla Shoreline Master Program will preserve for future generations the high quality of the city's waters and shorelines while recognizing and respecting the rights of property owners and promoting the economic vitality and sustainability of the City.

3.1 Shorelines of the State

3.1.1. Definition

As defined by the Shoreline Management Act of 1971, shorelines include certain waters of the State, as well as their associated "shorelands." The waterbodies designated as shorelines of the State are those streams whose mean annual flow is at least 20 cubic feet per second (cfs) and lakes whose area is greater than 20 acres. All waterbodies described in Section 1.2 as being within the jurisdiction of this SMP meet these criteria and are considered shorelines of the State. Mill Creek is the only shoreline of the state within the city limits of Walla Walla.

3.1.2. General Shoreline Use Preferences

- A. This SMP adopts the policy provided by RCW 90.58.020 regarding management of shoreline areas:
It is the policy of the State to provide for the management of the shorelines of the State by planning for and fostering all reasonable and appropriate uses. This policy is designed to insure the development of these shorelines in a manner which, while allowing for limited reduction of

rights of the public in the navigable waters, will promote and enhance the public interest. This policy contemplates protecting against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the State and their aquatic life, while protecting generally public rights of navigation and corollary rights incidental thereto...

In the implementation of this policy, the public's opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the State shall be preserved to the greatest extent feasible consistent with the overall best interest of the State and the people generally. To this end uses shall be preferred which are consistent with control of pollution and prevention of damage to the natural environment, or are unique to or dependent upon use of the state's shoreline.

Alterations of the natural condition of the shorelines of the state, in those limited instances when authorized, shall be given priority for single family residences and their appurtenant structures, ports, shoreline recreational uses including but not limited to parks, marinas, piers, and other improvements facilitating public access to shorelines of the state, industrial and commercial developments which are particularly dependent on their location on or use of the shorelines of the state and other development that will provide an opportunity for substantial numbers of the people to enjoy the shorelines of the state...

Permitted uses in the shorelines of the State shall be designed and conducted in a manner to minimize, insofar as practical, any resultant damage to the ecology and environment of the shoreline area and any interference with the public's use of the water.

- B. When determining allowable uses and resolving use conflicts on shorelines within jurisdiction consistent with the above policy, the following preferences and priorities shall be applied in the order listed below, consistent with WAC 173-26-201(2)(d):
1. Reserve appropriate areas for protecting and restoring ecological functions to control pollution and prevent damage to the natural environment and public health.
 2. Reserve shoreline areas for water-dependent and associated water related uses. Local governments may prepare master program provisions to allow mixed-use developments that include and support water-dependent uses and address specific conditions that affect water-dependent uses.
 3. Reserve shoreline areas for other water-related and water-enjoyment uses that are compatible with ecological protection and restoration objectives.
 4. Locate single-family residential uses where they are appropriate and can be developed without significant impact to ecological functions or displacement of water-dependent uses.
 5. Limit non-water-oriented uses to those locations where the above described uses are inappropriate or where non-water-oriented uses demonstrably contribute to the objectives of the Shoreline Management Act.

3.2 Shoreline Use and Modifications

- Goal-1. To foster a pattern of land use along the shorelines of the City of Walla Walla that balances human use with protection of existing character, habitat, and ecological systems.
- Goal-2. To encourage shoreline development and modifications that are wisely placed, consistent with the physical limitations of the area, serve the needs and desires of the local citizens, and ensure no net loss of ecological function.
- Goal-3. To give priority to preferred uses of the shoreline, as well as those uses that contribute to the unique character and economic prosperity of the City of Walla Walla, where those uses will not cause a net loss of shoreline ecological function.

3.3 Public Access

- Goal-4. To encourage a system of diverse public access opportunities that is safe and convenient, consistent with shoreline character and ecological functions, and compatible with adjacent land uses while recognizing private property rights.
- Goal-5. To encourage coordinated public shoreline access across the City through partnership with Federal, State, and local governments, as well as non-governmental organizations, through incentives to property owners and developers.

3.4 Recreation

- Goal-6. To meet the recreational needs of City residents and visitors while protecting existing recreational resources, shoreline ecological functions, and private property rights.
- Goal-7. To encourage a variety of recreational opportunities tailored to the ecological and land use conditions of the City's diverse shoreline environments.

3.5 Economic Development

- Goal-8. To ensure that economic activity along shorelines is encouraged while also developing in a manner that protects the shoreline environment, is compatible with adjacent land uses, and ensures no net loss of shoreline ecological function.
- Goal-9. To recognize the value of water-oriented development to the local economy and promote future economic development activity in shoreline areas where ecological conditions and land use patterns are appropriate for such uses.
- Goal-10. To recognize that healthy, attractive shoreline areas provide value for the local economy and serve as amenities to citizens and businesses.

3.6 Transportation and Circulation

- Goal-11. To create and maintain a comprehensive circulation system which provides for the safe and convenient movement of people, goods and services while minimizing disruption of shoreline areas and the environment.
- Goal-12. To maintain adequate safety, environmental, and aesthetic standards for existing and new circulation systems within the shoreline jurisdiction.

3.7 Conservation and Restoration

- Goal-13. To protect and preserve shoreline natural resources, including wetlands, native vegetation, fish and wildlife habitat, and scenic resources, both through responsible management of public land and incentives for private landowners and developers.
- Goal-14. To encourage restoration of shoreline ecological functions where they have been impaired and to facilitate restoration of shoreline ecological functions and aesthetics to achieve regional goals for water quality and habitat recovery.

3.8 Historic and Cultural Resources

- Goal-15. To identify, protect, and preserve shoreline sites that have historic, cultural, educational or scientific significance or value.

3.9 Flood Hazard Prevention

- Goal-16. To protect property in the City of Walla Walla from losses and damage caused by flooding by applying consistent flood hazard regulations.
- Goal-17. To guide future shoreline development in a manner that avoids the need for unnecessary new shoreline stabilization or flood control infrastructure.

4.0 Environment Designations

4.1 Urban Conservancy

- A. Purpose: The Urban Conservancy environment is intended to protect and restore ecological functions of open space, floodplain and other sensitive lands where they exist in urban and developed settings, while allowing a variety of compatible uses.
- B. Designation Criteria: Specific criteria for designation of the Urban Conservancy environment include areas or properties that lie within City limits and consist of any of the following characteristics:
 - 1. Are planned for development that is compatible with the principles of maintaining or restoring the ecological functions of the area;
 - 2. Are suitable for water related and water-enjoyment uses;
 - 3. Are open space or floodplains; or
 - 4. Are areas that retain important ecological functions which should not be more intensively developed.
- C. Management Policies:
 - 1. Allowed uses for the Urban Conservancy environment generally include uses which preserve the natural character of the area, and promote the preservation of open space, floodplains or sensitive lands.
 - 2. Uses allowed under this designation should focus on recreation.
 - 3. Public access and recreation objectives should be implemented whenever feasible and significant ecological impacts can be mitigated.

4.2 Urban Residential

- A. Purpose: The purpose of the Urban Residential environment is to accommodate existing development and guide planned urban residential development and accessory structures. An additional purpose is to provide appropriate community or public access and recreational uses.
- B. Designation Criteria: Assign an Urban Residential environment designation to areas that include existing residential development or areas planned or platted for residential development within the City limits and the city's urban growth area.
- C. Management Policies:
 - 1. Shoreline development standards should ensure no net loss of shoreline ecological functions, taking into account the environmental limitations and sensitivity of the shoreline area, the level of infrastructure and services available or planned to be available, and other comprehensive planning policy considerations.
 - 2. Multi-unit residential developments, including subdivision of land into more than four (4) lots, should provide public access and joint use for community recreational facilities.
 - 3. Access, utilities, and public services should be available and adequate or planned for to serve existing needs and/or planned future development.
 - 4. Commercial development should be limited to water-oriented uses, unless separated from the shoreline, and allowed only when the underlying zoning permits such uses.

4.3 High Intensity

- A. Purpose: The purpose of the High Intensity environment designation is to provide for a variety of different uses including, high-intensity commercial, transportation, industrial, and residential uses while protecting existing ecological functions and restoring ecological functions in areas that have been previously degraded.
- B. Designation Criteria: Assign a High Intensity environment designation to shoreline areas if they currently support or are planned for high-intensity uses related to multi-family residences, commerce, transportation, or industry.
- C. Management Policies
 - 1. Priority should be given to water-enjoyment uses. Nonwater-oriented uses may also be allowed where they do not conflict with or limit opportunities for water-oriented uses or on sites where there is no direct access to the shoreline. Public benefits such as ecological restoration or public access may be required in association with nonwater-oriented development.
 - 2. Full utilization of existing urban and extensively altered areas should be achieved before further expansion of intensive development is allowed.
 - 3. Development in the High Intensity designation should assure no net loss of shoreline ecological functions. Where applicable, new development should include environmental cleanup and restoration of the shoreline to comply with relevant state and federal law.
 - 4. Where feasible, visual and physical public access should be required as part of development in the High Intensity designation unless access already exists to serve the development or unless safety, security, or fragile environmental conditions preclude access
 - 5. Aesthetic objectives should be implemented by means such as sign control regulations, appropriate development siting, screening and architectural standards, and maintenance of natural vegetative separation.

4.4 Urban Downtown

- A. Purpose: The purpose of the Urban Downtown environment designation is to provide for a variety of urban uses in areas where Mill Creek flows partially or fully confined in artificial, underground channels.
- B. Designation Criteria: Assign an Urban Downtown environment designation to the piped sections of Mill Creek approximately between Colville Street and Third Avenue, where the stream route is primarily underground and thereby removed from interaction with adjacent surface-level land uses and development. The Urban Downtown environment designation may also be applied to daylighted portions of the stream between piped sections, provided that the stream is confined to an artificial channel in these locations.
- C. Management Policies
 - 1. Because this environment designation is characterized by an artificial stream channel and is physically separated from upland development by virtue of being located underground, areas within the Urban Downtown environment designation should not be subject to the shoreline use preferences established in RCW 90.58.020, nor the use priorities established in WAC 173-26-201(2)(d). Likewise, the General Policies and Regulations contained in Chapter 5 of this SMP should not apply within the Urban Downtown environment designation.

2. Building heights within the Urban Downtown environment designation should not be limited by the development standards of this SMP, but should comply with applicable City zoning regulations.
3. Opening or daylighting of piped sections may be allowed, where feasible, and provided that it would not disturb or hinder existing or future upland development. Corresponding shoreline buffers would not apply to opened sections, and no change in the adjacent use preferences would be required.

4.5 Mill Creek Flume

- A. Purpose: The purpose of the Mill Creek Flume environment designation is to accommodate a mix of water-oriented and nonwater-oriented uses in an intensively developed environment adjacent to Mill Creek's flood control works.
- B. Designation Criteria:
 1. Assign a Mill Creek Flume environment designation to those areas within the U.S. Army Corps of Engineers Mill Creek Flood Control Project between the Rooks Park Spillway and Gose Street which are not designed to promote physical access to the water.
 2. For areas of the Mill Creek Flume which contain a concrete flume, the landward extent of the designation extends to the landward edge of the flume. For all other areas, the landward extent ends at the OHWM.
- C. Management Polices:
 1. In regulating uses in the Mill Creek Flume environment, recognize that the existing concrete-lined and partially-fenced condition precludes accommodation of recreation oriented water-dependent and water-related development. Water-enjoyment uses, primarily visual, and nonwater-oriented uses should be allowed.
 2. Manage the Mill Creek Flume environment to maximize flood control for protection of adjacent uses and developments.
 3. Improve conditions (passage, water quality) for aquatic species using the flood control channel.

4.6 Environment Designation Interpretation

- A. If disagreement develops as to the exact location of an environment designation boundary line, the Official Shoreline Maps shall prevail consistent with the following rules:
 1. Boundaries indicated as approximately following lot, tract, or section lines shall be so construed.
 2. In cases where boundary line adjustments or subdivisions occur, the designation applied to the original parcel prior to the boundary line adjustment or subdivision shall not change as a result. The shoreline designation can be re-designated through an SMP amendment.
 3. Boundaries indicated as approximately following roads and railroads shall be respectively construed to follow the nearest right-of-way edge.
 4. Boundaries indicated as approximately parallel to or extensions of features indicated in (1), (2), or (3) above shall be so construed.
- B. In the event of an environment designation mapping error where the SMP update or amendment record, including the public hearing process, is clear in term of the correct environment

designation to apply to a property, the SMP Administrator shall apply the environment designation approved through the SMP Update or Amendment process and correct the map. Appeals of such interpretations may be filed pursuant to Section 7.0 Administration, Permits, and Enforcement, and the local appeal procedures referenced in Chapter 20.18 of the Walla Walla Municipal Code. If the environment designation criteria were misapplied, but the map does not show an unintentional error (e.g. the SMP hearing and adoption record does not indicate another designation was intended), a SMP amendment may be obtained consistent with WAC 173-26-100 and Section 7.12 Amendments to the SMP.

- C. All shoreline areas waterward of the OHWM shall be designated Aquatic or Mill Creek Flume.
- D. Upland environment designations shall apply to shorelands.
- E. Only one environment designation shall apply to a given shoreland area. In the case of different designations occurring parallel to the shoreline, designations shall be divided along an identified linear feature and the boundary shall be clearly noted on the map (for example: "boundary is 100 feet upland from the OHWM").

4.7 Official Shoreline Maps and Unmapped or Undesignated Shorelines

- A. The Official Shoreline Maps at the time of SMP adoption, which illustrate the delineation of shoreline jurisdiction and environment designations, are available for review in the Development Services Department as either hard copy or computer-generated images of the City's Geographic Information System. The official map shall include the following language: "We hereby certify that this map constitutes the Official Shoreline Map as approved by Ordinance 2016-09 of the City of Walla Walla and signed by its mayor dated this 25th day of May, 2016." The Official Shoreline Maps may be updated administratively or through an SMP amendment as indicated in sub-sections B through E below. The Department of Ecology will be provided with electronic files of the Official Shoreline Maps when any updates are made. Minor mapping errors corrected administratively shall not be greater than 1.0 acre in size. If greater than 1.0 acre in size, an SMP amendment shall be completed within three years of finding the mapping error.
- B. Any areas within shoreline jurisdiction that are not mapped and/or designated due to minor mapping inaccuracies in the lateral extent of shoreline jurisdiction from the shoreline waterbody related to site-specific surveys of OHWM, floodway, and/or floodplain are automatically assigned the category of the contiguous waterward shoreline environment designation. Where the mapping inaccuracy results in inclusion of an unmapped associated wetland, that wetland shall be assigned an Urban Conservancy designation. Correction of these minor mapping inaccuracies may be made and incorporated into the Official Shoreline Maps without an SMP amendment.
- C. All other areas of shoreline jurisdiction that were neither mapped as jurisdiction nor assigned an environment designation shall be assigned an Urban Conservancy designation until the shoreline can be re-designated through an SMP amendment process conducted consistent with WAC 173-26-100 and Section 7.0 of this SMP.
- D. The actual location of the OHWM, floodplain, floodway, and wetland boundaries must be determined at the time a development is proposed. Wetland boundary and OHWM determinations are valid for five years from the date the determination is made. Floodplain and floodway boundaries should be assessed using FEMA maps or the most current technical information available.
- E. In addition, any property shown in shoreline jurisdiction that does not meet the criteria for shoreline jurisdiction (e.g., is more than 200 feet from the OHWM or floodway, is no longer in floodplain as documented by a Letter of Map Revision from FEMA, and does not contain associated wetlands) shall not be subject to the requirements of this SMP. Revisions to the

Official Shoreline Maps may be made as outlined in this Subsection 4.7 without an SMP amendment.

5.0 General Policies

General policies and regulations are applicable to all uses and activities that occur within all Environmental Designations (EDs). The policies and regulations found in this chapter are intended to be used in conjunction with the more specific use and activity regulations found in the chapters that follow. The policies apply to all uses within the jurisdiction, whether or not a separate shoreline permit is required. The policies may be used to condition any required permit or required letter of exemption.

5.1 Ecological Protection and Critical Areas

Policies

- Policy-1. Protect all shorelines of the state in a manner consistent with all relevant constitutional and other legal limitations on the regulation of private property so that there is no net loss of ecological functions from both individual permitted or exempt development.
- Policy-2. Protect and, where necessary, apply planning and land use measures to improve the quality and productivity of the City's environmental resources (air, ground and surface waters, and indigenous biology).
- Policy-3. Sustain a diverse, productive, and high quality natural environment for the use, health and enjoyment of City residents.
- Policy-4. Identify and protect critical fish and wildlife habitat from destruction or encroachment of incompatible uses.
- Policy-5. Preserve wetlands that are important wildlife and game habitat or recreational areas.
- Policy-6. Protect life and property by avoiding inappropriate developments in areas susceptible to natural disasters and hazards, such as floodplains and steep slopes.

5.2 Water Quality

Policies

- Policy-1. Maintain and improve the water quantity and quality of the shoreline waterbodies, and preserve surface and groundwater for the beneficial and economic use of the area's citizens and to provide for wildlife and wildlife habitat.
- Policy-2. Require that new developments or expansions or retrofits of existing developments assess the effects of additional stormwater runoff volumes and velocities, and mitigate potential adverse effects on shorelines through design and implementation of appropriate stormwater management measures.

5.3 Vegetation Conservation

Policies

- Policy-1. Where new developments, uses and/or redevelopments are proposed, ensure shoreline vegetation, both upland and waterward of the OHWM, is conserved to maintain shoreline ecological functions and processes.
- Policy-2. Encourage management and control of noxious and invasive weeds. Control of such species should be done in a manner that retains onsite native vegetation, provides for erosion control, and protects water quality.

- Policy-3. Vegetation removal not associated with development should be limited to that which is necessary to achieve the intended purpose while maintaining shoreline ecological functions and processes.

5.4 Archaeological and Historic Resources

Policies

- Policy-1. Ensure that shoreline development provides for protection and restoration of areas and sites on Walla Walla shorelines that have historic, cultural, archaeological, educational, or scientific value, in compliance with State and Federal laws.
- Policy-2. As part of shoreline permit application review, coordinate with tribal, State, and Federal agencies that maintain inventories of known significant historic, cultural, and archaeological sites.
- Policy-3. Avoid potential damage to cultural or archaeological resources and protect such resources if they are discovered during development, including compliance with all applicable state and federal laws.

5.5 Flood Protection

Policies

- Policy-1. Recognize and protect the hydrologic functions of floodplains by limiting the use of structural flood hazard reduction measures.
- Policy-2. Recognize that existing flood control works, such as levees, are an existing and important feature to protect life and property.
- Policy-3. Ensure developments subject to damage or that could result in loss of life do not locate in areas of known flood hazards unless it can be demonstrated by the project proponent that the development is sited, designed and engineered for long-term structural integrity impacts to ecological functions are mitigated, nonstructural measures are not feasible, and that life and property on and off-site are not subject to increased hazards as a result of the development.
- Policy-4. Limit new development or uses in shoreline jurisdiction, including subdivision of land that would likely require structural flood hazard reduction measures.

5.6 Public Access

Policies

- Policy-1. Promote the provision and maintenance of quality physical and visual access to shorelines, with a focus on both public properties and private properties under development.
- Policy-2. Encourage public access as part of new shoreline development, commensurate with the level of public access demand created by the development, and consistent with public safety.
- Policy-3. Allow for provision of communal public access as part of new commercial and residential shoreline developments.
- Policy-4. Ensure that the provision of public access does not degrade natural features or otherwise contribute to a loss of shoreline ecological function.

6.0 Shoreline Use and Modification Policies and Regulations

6.1 Use and Modifications Matrix

{Editor's note: Regulatory provisions of the Shoreline Master Program can be found in the Walla Walla Municipal Code. This heading remains in order to keep the original numbering of policy sections below.}

6.2 Development Standards

{Editor's note: Regulatory provisions of the Shoreline Master Program can be found in the Walla Walla Municipal Code. This heading remains in order to keep the original numbering of policy sections below.}

6.3 General Shoreline Modification Requirements

Policies

- Policy-1. Allow shoreline modifications if the use or activity is permitted under this SMP and the modifications are consistent with WWMC Chapter 21.10 Floodplain Management or where it can be demonstrated that the proposed activities are necessary to support or protect an allowed use or development.
- Policy-2. Allow shoreline modifications if the use or activity is permitted under this SMP and only when adverse individual and cumulative impacts are avoided, minimized, and then mitigated as necessary to result in no net loss of shoreline ecological functions, in accordance with the mitigation sequence of this SMP.

6.4 Agriculture

Policies

- Policy-1. New or expanded agricultural activities should not be allowed within shoreline jurisdiction to comply with the City's Comprehensive Plan.

6.5 Aquaculture

Policies

- Policy-1. New aquaculture for commercial propagation should not be allowed in shoreline jurisdiction. Encourage aquaculture that supports the recovery of endangered or threatened fish species.
- Policy-2. Restrict aquaculture in areas where it would result in a net loss of ecological functions or significantly conflict with navigation or other water-dependent uses.
- Policy-3. Promote aquaculture in such a manner as to protect the aesthetic quality of the shorelines and adjacent lands, and to protect the soil, air, water, fish and wildlife.
- Policy-4. Allow aquaculture that supports the propagation of native species, whether for the purposes of recreational activities or the restoration of species.

6.6 Boating and Moorage Facilities

Policies

- Policy-1. New or expanded boating and moorage facilities should not be allowed within shoreline jurisdiction.

6.7 Breakwaters, Weirs, and Groins

Policies

- Policy-1. Allow breakwaters, weirs, and groins to be located waterward of the OHWM only where necessary to support water-dependent uses, public access, shoreline stabilization, ecological restoration, or other specific public purpose.
- Policy-2. Consider alternative structures with less impact where physical conditions make such alternatives feasible.

6.8 Commercial Development

Policies

- Policy-1. Recognize the urban character of Mill Creek within the City of Walla Walla and encourage water-enjoyment commercial development that promotes economic activity and public enjoyment of the shoreline.
- Policy-2. Ensure that shoreline commercial development provides public or visual access to the shoreline where opportunities exist, provided that such access would not pose a health or safety hazard or such access is demonstrated to be infeasible.
- Policy-3. Promote public access or shoreline restoration as potential mitigation measures for impacts associated with shoreline commercial development where opportunities exist, and provided that public access would not pose a health or safety hazard to the public.
- Policy-4. Limit over-water, and non-water-oriented commercial uses in the shoreline environment.

6.9 Dredging and Dredge Material Disposal

Policies

- Policy-1. Site and design new development to avoid or, if that is not possible, to minimize the need for new and maintenance dredging.
- Policy-2. Ensure dredging and dredge material disposal is done in a manner that avoids or minimizes significant ecological impacts. Impacts that cannot be avoided should be mitigated in a manner that assures no net loss of shoreline ecological functions.
- Policy-3. Discourage the disposal of dredge material on shorelands or wetlands within a channel migration zone, unless part of an approved restoration project.

6.10 Fill and Excavation

Policies

- Policy-1. Allow fill when it is demonstrated to be the minimum extent necessary to accommodate an allowed shoreline use or development and with assurance of no net loss of shoreline ecological functions and processes.
- Policy-2. Allow fill when it is associated with restoration projects.
- Policy-3. Allow upland excavation only when necessary to support a use or modification otherwise allowed by this Shoreline Master Program.
- Policy-4. Upland fill and excavation should be designed to meet the character of the surrounding shoreline.

6.11 Forest Practices

Policies

- Policy-1. Forest practices should not be allowed within shoreline jurisdiction.

6.12 Institutional Development

Policies

- Policy-1. Institutional development in shoreline jurisdiction should be designed and located to result in no net loss of ecological function.
- Policy-2. Encourage institutional development in shoreline jurisdiction that provides public benefit with respect to the objectives of the Shoreline Management Act or which provides other scientific, educational, or cultural benefits to the public.
- Policy-3. Encourage shoreline institutional development to provide public access to the shoreline where opportunities exist, provided that such access would not pose a health and safety hazard or a security risk.

6.13 In-Stream Structures

Policies

- Policy-1. Ensure that the location, design, construction and maintenance of in-stream structures give due consideration to the full range of public interests, watershed functions and processes, and environmental concerns, with special emphasis on protecting and restoring priority habitats and species.
- Policy-2. Encourage non-structural and non-regulatory approaches as an alternative to in-stream structures. Non-regulatory and non-structural approaches may include public facility and resource planning, land or easement acquisition, education, voluntary protection and enhancement projects, or incentive programs.

6.14 Mining

Policies

- Policy-1. Mining activities should not be allowed within shoreline jurisdiction.

6.15 Ports and Industrial Development

Policies

- Policy-1. Design new industrial development in the shoreline environment to result in no net loss of ecological function and to minimize disruption of navigation and use of the shoreline by adjacent property owners.
- Policy-2. Recognize the urban character of Mill Creek within the City of Walla Walla and give preference to industrial development which encourages cooperative use of existing facilities that promotes economic activity and public enjoyment of the shoreline.
- Policy-3. Allow future industrial and port facilities that are dependent upon a shoreline location in areas where the shoreline is already characterized by industrial development or planned for such uses.
- Policy-4. New industrial development should consider providing shoreline public access as mitigation for disruption of shoreline resources and values, unless such public access would result in a security risk or life and safety hazard.
- Policy-5. Restoration of impaired shoreline ecological functions and processes should be a component of new industrial development, where applicable.

6.16 Recreational Development

Policies

- Policy-1. Prioritize development and improvement of recreational facilities identified in the City of Walla Walla's parks and recreation plan, to the extent that development of these facilities will not result in a net loss of ecological function.
- Policy-2. Promote public access to and enjoyment of the shoreline at existing and future City parks in shoreline jurisdiction.

6.17 Residential Development

Policies

- Policy-1. Where shoreline conditions permit, promote a variety of housing types along shorelines in the City of Walla Walla to increase pedestrian activity and increase market area for local businesses while ensuring no net loss of shoreline ecological function.
- Policy-2. Encourage community shoreline access points for multifamily residential development in the shoreline jurisdiction.
- Policy-3. Design residential subdivisions in shoreline jurisdiction to be compatible with the physical and aesthetic character of the shoreline.
- Policy-4. Require residential development to make adequate provision for wastewater, water, and stormwater facilities and apply best management practices to protect shoreline water quality and meet the needs of the development.
- Policy-5. Design residential development to prevent the need for new shoreline stabilization or flood hazard reduction measure.

6.18 Shoreline Restoration and Enhancement

Policies

- Policy-1. Promote restoration and enhancement actions that improve shoreline ecological functions and processes and target the needs of sensitive plant, fish and wildlife species as identified by Washington Department of Fish and Wildlife, Washington Department of Natural Resources, affected tribes, National Marine Fisheries Service, and/or U.S. Fish and Wildlife Service
- Policy-2. Ensure restoration and enhancement of shorelines are designed using principles of landscape and conservation ecology and restore or enhance chemical, physical, and biological watershed processes that create and sustain shoreline habitat structures and functions.
- Policy-3. Seek funding to implement restoration and enhancement projects, particularly those sources that are identified in the Restoration Plan of this SMP or in other pertinent plans. Funding may be sought by the City or other entities.
- Policy-4. Develop application processing guidelines that will streamline the review of restoration-only projects.
- Policy-5. Ensure restoration and enhancement of shorelines is implemented using best management practices and protects adjacent natural resources.

6.19 Shoreline Stabilization

Policies

- Policy-1. Locate and design new development to avoid the need for future shoreline stabilization to the extent feasible.

- Policy-2. Use structural shoreline stabilization measures only when nonstructural methods are infeasible. Nonstructural methods include building setbacks, structure relocation, groundwater management, and other measures.
- Policy-3. Ensure soft structural shoreline stabilization measures are used prior to hard stabilization measures unless demonstrated to be insufficient.
- Policy-4. Allow new or expanded structural shoreline stabilization only where demonstrated to be necessary to support or protect an allowed primary structure or a legally existing shoreline use that is in danger of loss or substantial damage, or for reconfiguration of the shoreline for mitigation or enhancement purposes.
- Policy-5. Ensure all proposals for structural shoreline stabilization, both individually and cumulatively, do not result in a net loss of ecological functions.

6.20 Signs

Policies

- Policy-1. Ensure that signs located in the shoreline jurisdiction do not disrupt visual access to water areas.
- Policy-2. Limit the size and number of signs in the shoreline environment to be compatible with the applied environment designation.
- Policy-3. Locate, design, and maintain signs to minimize impacts to views and be visually compatible with local shoreline scenery as seen from both land and water, especially on shorelines of statewide significance.

6.21 Transportation and Circulation

Policies

- Policy-1. Design, implement, and locate new roads, railroads, and parking facilities in such a manner as to result in no net loss of shoreline ecological function.
- Policy-2. Encourage a circulation system which will efficiently and safely move people, goods and services to minimize disruption or adverse effect on the shoreline areas.
- Policy-3. Encourage circulation planning systems for pedestrian and bicycle transportation where appropriate.
- Policy-4. Require that circulation planning and projects support existing and proposed shoreline uses that are consistent with this SMP.
- Policy-5. New roads and railroads in shoreline jurisdiction should be located as far landward from the shoreline as possible.
- Policy-6. Consider viewpoints, parking, trails and similar improvements for transportation system projects in shoreline areas.

6.22 Utilities

Policies

- Policy-1. Locate new utilities outside shoreline jurisdiction unless alternative locations are unfeasible, the utility requires a shoreline location, or the utility is necessary to support an approved shoreline use.
- Policy-2. Ensure new utilities utilize existing transportation facilities (e.g. bridges) and utility rights-of-way easements, or existing cleared areas to the greatest extent feasible.



INTRODUCTION

This element tells the story of how the City of Walla Walla's planning efforts are helping the community achieve its desired transportation system—it discusses the existing planning context (Conditions Today); identifies future transportation needs (Future Conditions); identifies projects to address infrastructure needs, funding sources and priority projects, and reviews standards that support progress toward the transportation vision (Walla Walla's Plan); and explains the City's overall vision (Goals and Policies).

TODAY AND TOMORROW

CONDITIONS TODAY

Walla Walla has a traditional suburban transportation system, with vehicular travel as the primary mode. The city's street system provides a high level of mobility for vehicular traffic within the city limits as well as connections to Highway 12 and State Route (SR) 125. These highways provide high-capacity connections to other destinations and other regional automobile facilities.

The following figures illustrate the existing bikeability, walkability, and rideability of the City of Walla Walla, as well as existing traffic control and safety, freight routes, segment safety issues, and intersection safety issues.

Bikeability

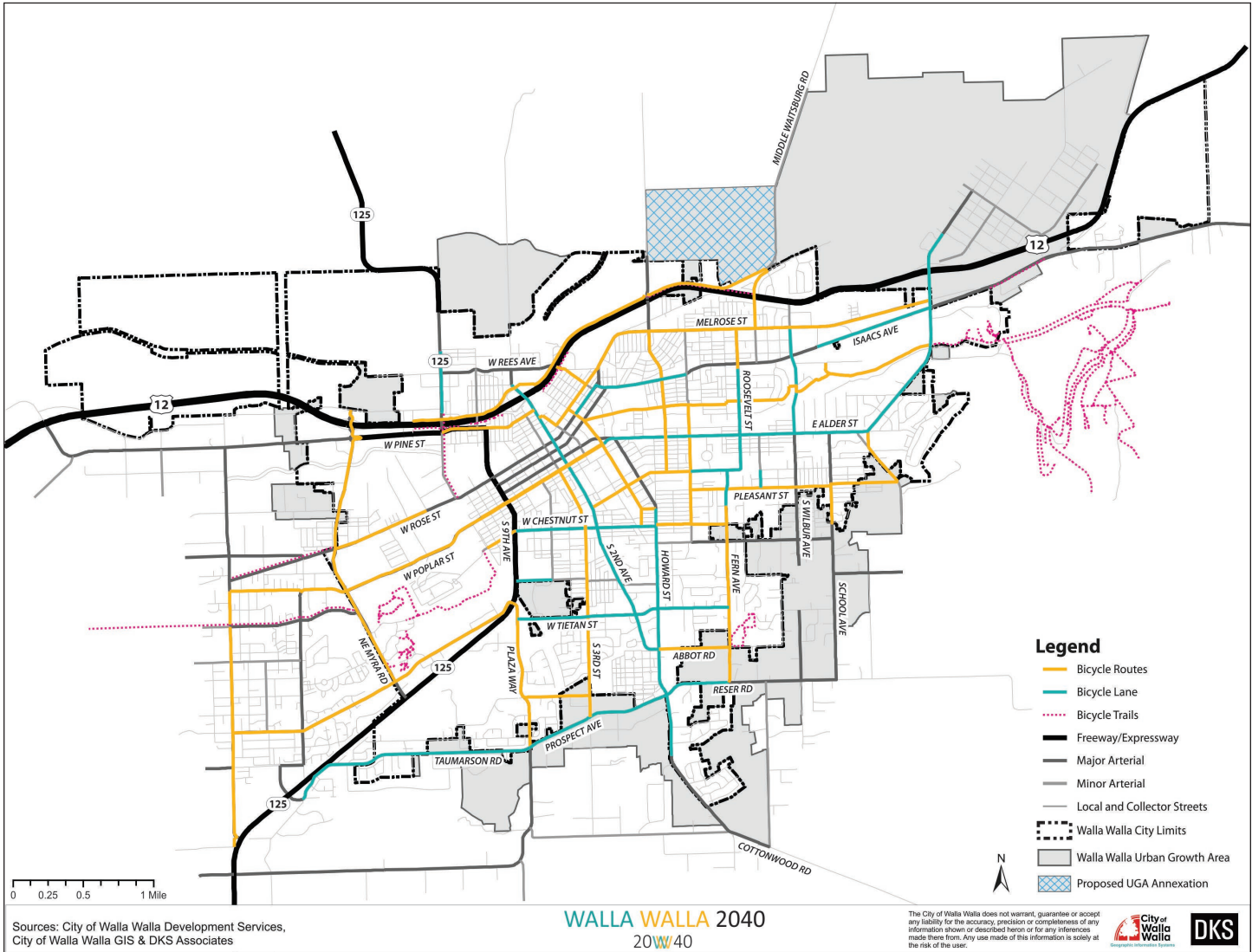


Exhibit 34. Existing Bicycle Network

Source: City of Walla Walla, DKS Associates, 2018

Walkability

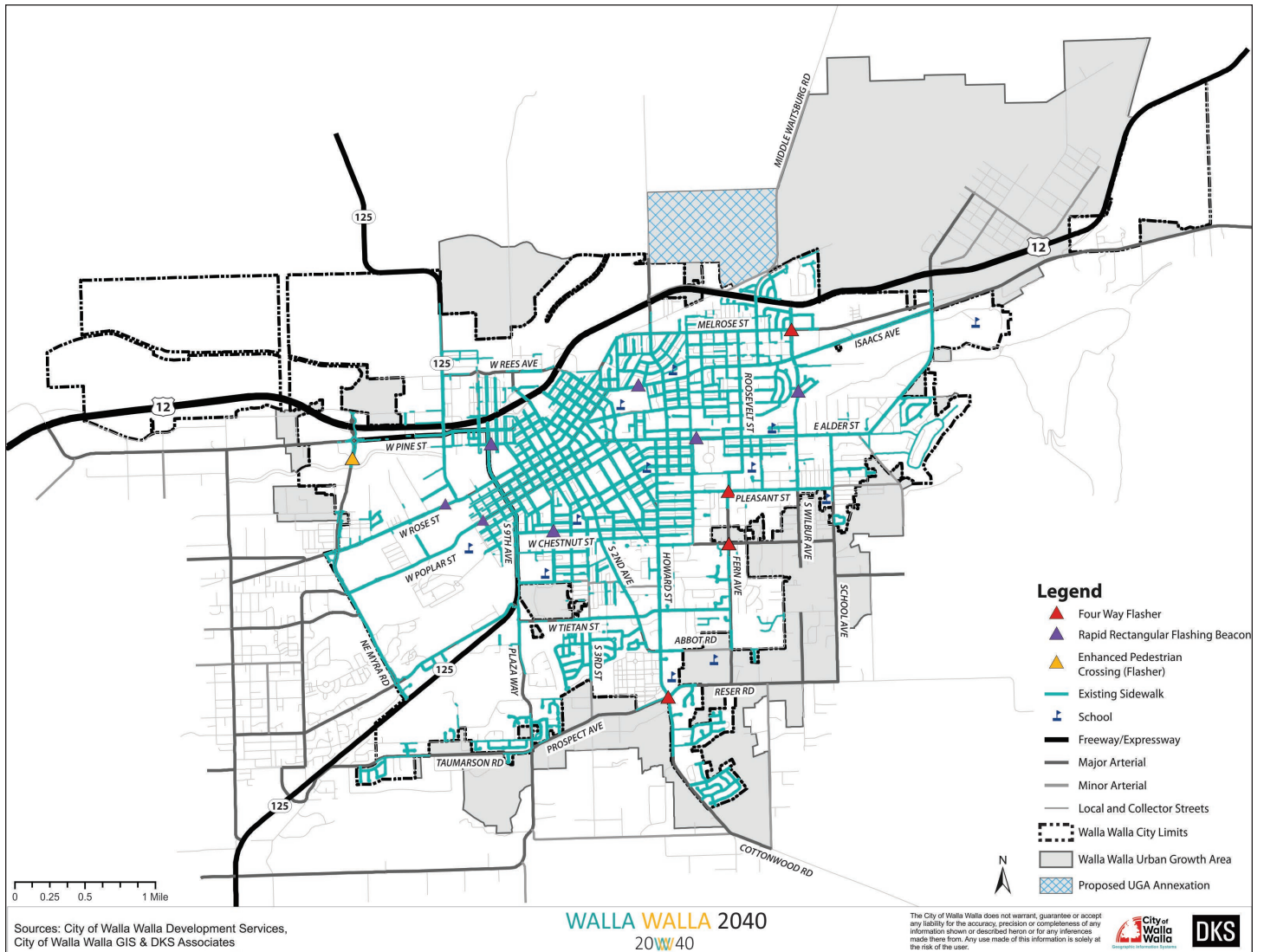


Exhibit 35. Existing Pedestrian Facilities

Source: City of Walla Walla, DKS Associates, 2018

Rideability

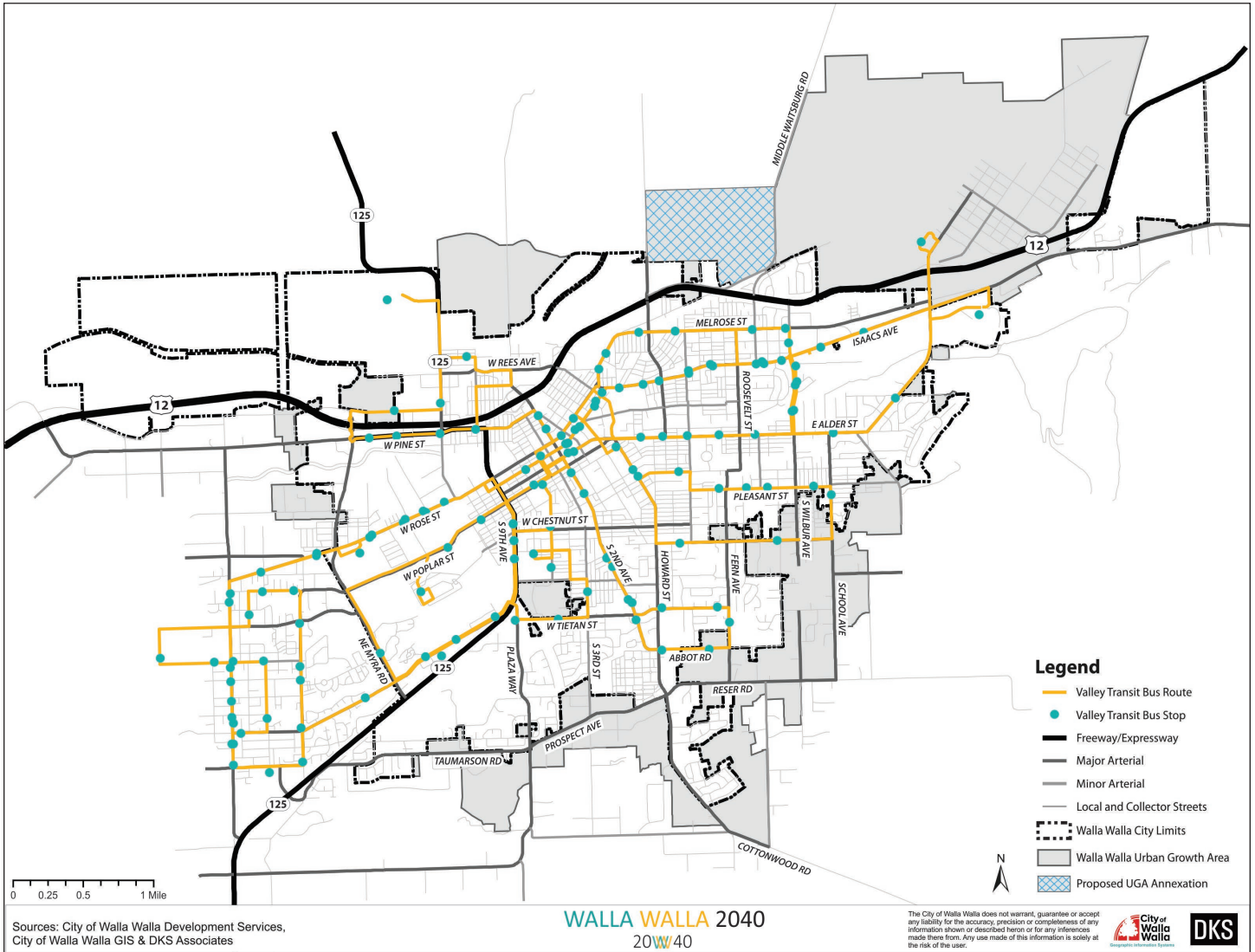


Exhibit 36. Existing Transit Routes

Source: City of Walla Walla, DKS Associates, 2018

Traffic Control and Safety

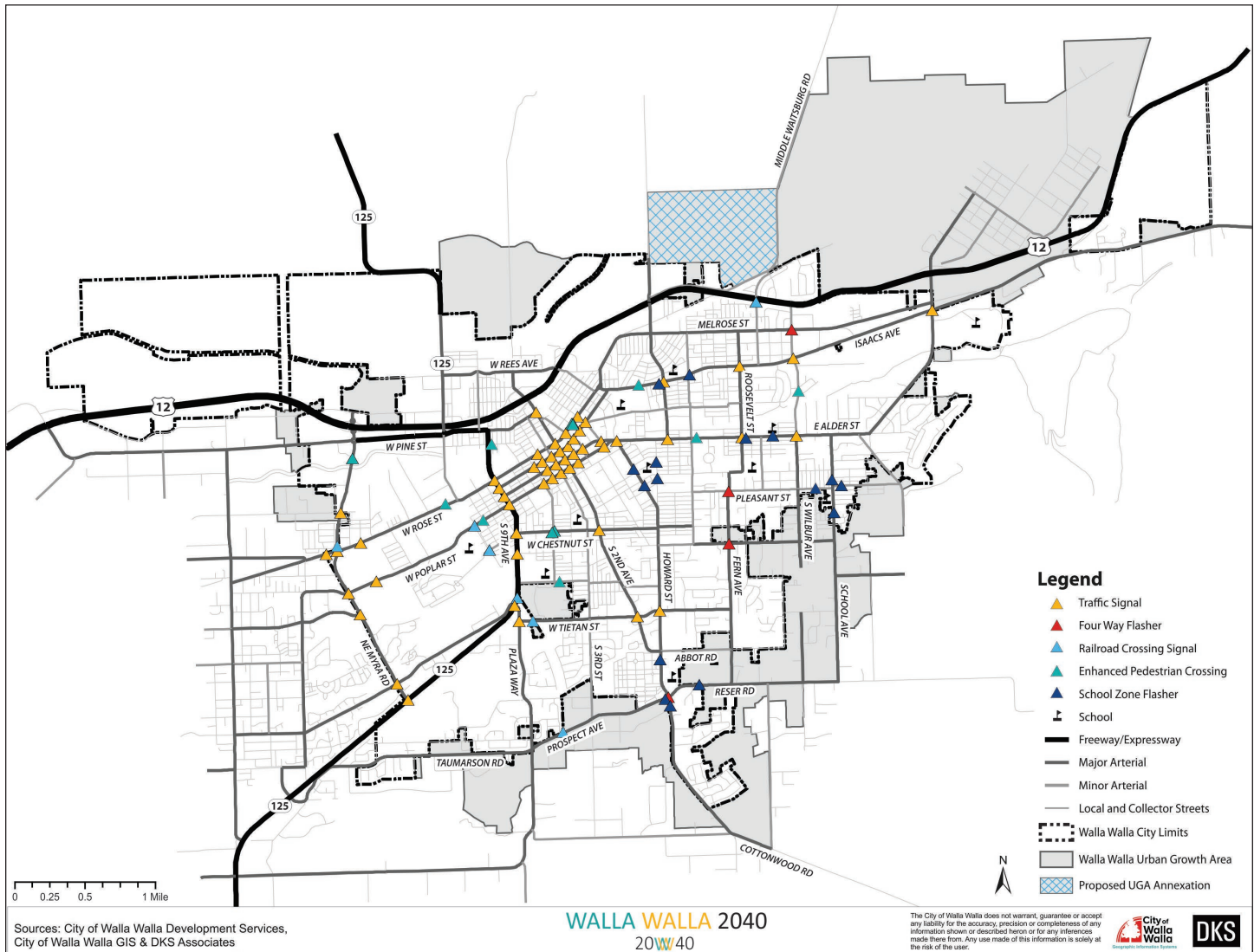


Exhibit 37. Existing Traffic Control and Crossing Devices

Source: City of Walla Walla, DKS Associates, 2018

Freight Routes

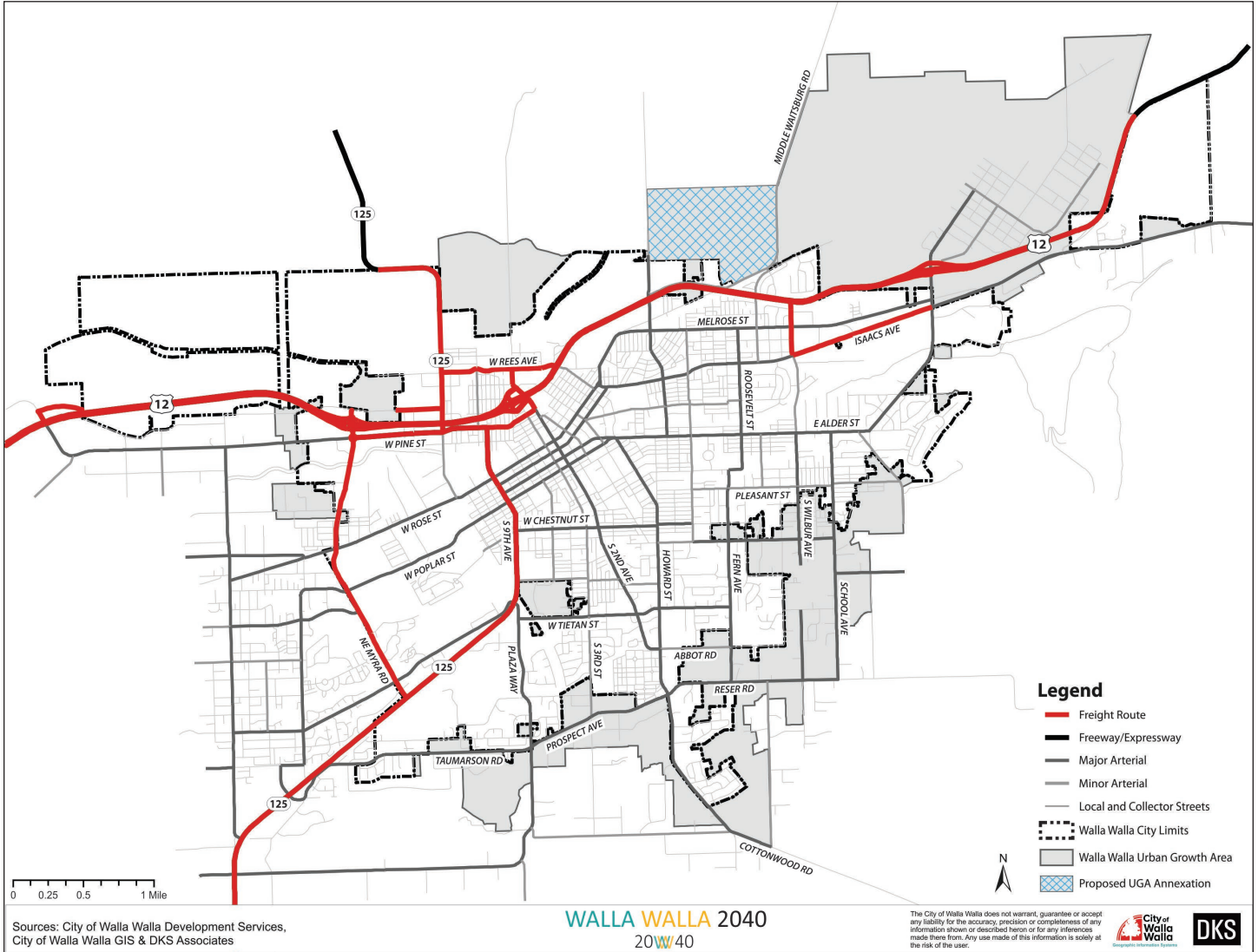


Exhibit 38. Existing Freight Routes

Source: City of Walla Walla, DKS Associates, 2018

Segment and Intersection Safety

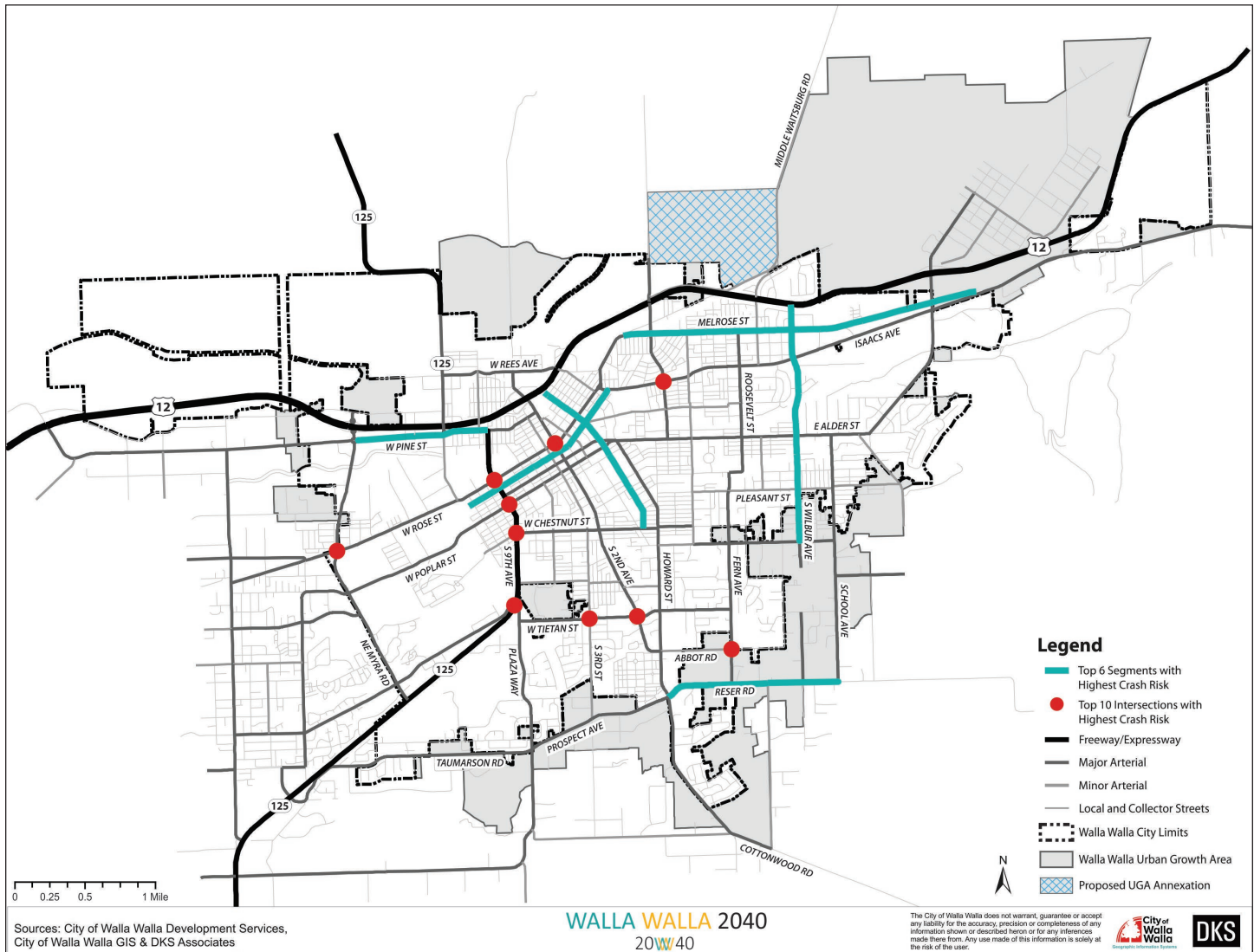


Exhibit 39. High Crash Segments and Intersections

Source: City of Walla Walla, DKS Associates, 2018

FUTURE CONDITIONS

Gaps and Deficiencies

An assessment of the City of Walla Walla's future transportation system gaps and deficiencies was completed for all modes of travel to help the City develop transportation projects that will cultivate a land use and transportation system that is well-connected, multimodal, safe, efficient, and that serves a variety of needs. A detailed evaluation of the City's transportation gaps and deficiencies can be found in the Walla Walla Transportation Plan (TP) Gaps and Deficiencies Assessment memorandum in Appendix E.¹



Raised Median Creating a North/South Barrier on Highway 12



Off-set Intersection of Howard Street and Chestnut Street That Can Create Operational and Safety Issues

Some gaps and deficiencies were previously identified as part of prior planning efforts (i.e., the 2016 Walla Walla Capital Facilities Plan, 2013 Walla Walla Bicycle and Pedestrian Plan, the 2016 Valley Transit Master Plan, etc.). Some improvement projects stemming from these plans have already been approved and, in some cases, have been designed and/or constructed such as the improvements on Isaacs Avenue.

System gaps are missing connections or barriers in the urban transportation system for any mode that prohibits travel. A gap generally means a connection does not exist at all, but could also be the result of a physical barrier such as a highway or railroad, natural feature (rivers, mountains, etc.), or existing development.

A barrier can also be something that prevents an individual or a group from accessing the transportation system, including a lack of information, language, convenient transit stops, education, and/or limited resources.

System deficiencies are performance, design, or operational constraints that limit travel. Examples may include high crash locations, intersections or street segments that are over capacity, off-set intersections, bicycle and pedestrian connections that contain obstacles, and low transit frequency.

¹ Walla Walla Transportation Plan (TP) Gaps and Deficiencies Assessment, DKS Associates, January 10, 2018.

System Connectivity Gaps

Providing a well-connected transportation system is one of the City's goals. To ensure this goal is achieved, typical facility street spacing standards provide direct routes and travel options for system users by constructing parallel facilities throughout the city. Exhibit 40 illustrates the desired spacing guidance necessary for the arterial and collector street network. The street connectivity guidelines typically recommend a network of major arterial streets at one to two-mile spacing and minor arterial a one-mile spacing, collector streets at ¼ to ½-mile spacing.

Exhibit 41 documents the desired facility spacing guidance for all street classifications as well as bicycle and pedestrian facilities. Deviations from these guidelines may be needed in locations where there are significant barriers, such as topography, rail lines, freeways, existing development, and the presence of natural areas. The street network spacing guidelines were recommended to support walking, biking, and access to transit, as well as improved connectivity of the arterial street system.²

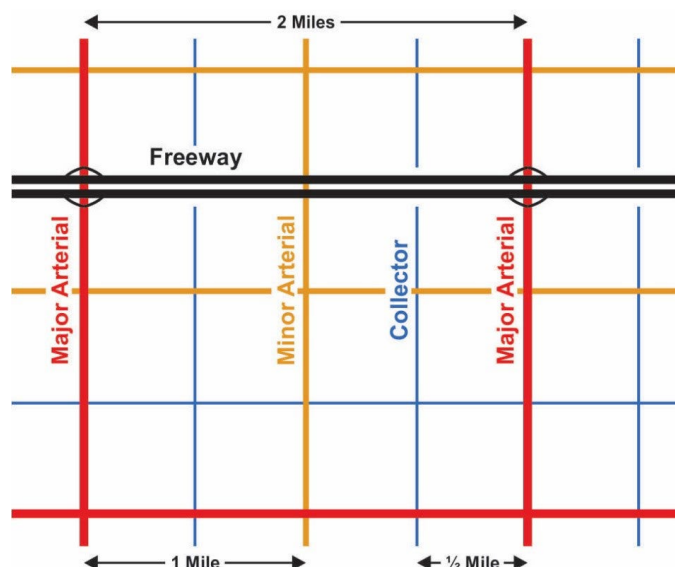


Exhibit 40.
Recommended Arterial & Collector Street Spacing

Exhibit 41. Desired Facility Spacing

| Facility Type | Desired Spacing* |
|-----------------------------------|------------------|
| Major Arterial | 1–2 mi |
| Minor Arterial | 1 mi |
| Collector | ¼–½ mi |
| Local Street | 300–500 ft |
| Bicycle and Pedestrian Facilities | 300 ft |

*Desired spacing refers to distance between facilities with same or higher functional classification.

² Desired street spacing guidelines are also documented in FHWA and ITE's April 2004 Access Management Brief Issue: <http://library.ite.org/pub/e26c5400-2354-d714-51b2-432d8f3da94d>.



Clinton Street and Highway 12 Intersection



School Avenue Looking North of Bryant Avenue

Highway 12 is classified as a highway through the borders of the City of Walla Walla. As per Federal Highway Administration (FHWA's) interchange and spacing design configurations, it is recommended that the minimum spacing for urban interchanges is 1 mile. However, longer intervals between points of access may be needed to preserve operations and performance of the system.³ Based on the street connectivity guidelines, the City of Walla Walla's street system was evaluated to identify gaps in the current network. Exhibit 42 shows the existing system gaps which are also documented below.

- » The interchange spacing along Highway 12 currently meets the 1-mile minimum spacing recommendation although it does act as a barrier to accessing the future urban growth area north of Highway 12. A grade separated interchange at the N Clinton Street intersection (currently right and left-in/right-out only) would help alleviate this barrier by providing an additional north-south route to the future growth area north of Highway 12.
- » In the southwestern corner of the city, there is a north-south connectivity gap between State Route (SR) 125 and Taumarson Road. A project to extend Myra Road has been previously identified to provide better connectivity in this area and is planned for construction in 2019.⁴
- » The street spacing between Fern Avenue and School Avenue is approximately three quarters of a mile and there is approximately one mile between Bryant Avenue and Reser Road. This meets the recommended 1 mile spacing for Minor Arterials but creates a gap for Collectors that exceeds the recommended ½ mile spacing.
- » Collector street needs for better connectivity are present north and south of W Rose Street between SE Myra Road and N 13th Avenue.
- » Additional collector streets would be beneficial to connect Boyer Avenue to Wilbur Avenue and School Avenue and N Tausick Way.
- » It is difficult to provide urban services to the portion of the UGA south of Prospect Avenue.

³ *Interstate System Access Informational Guide. U.S. Department of Transportation Federal Highway Administration Office of Infrastructure, 2010.*

⁴ *2018-2023 Capital Facilities Plan, City of Walla Walla, December 6, 2017.*

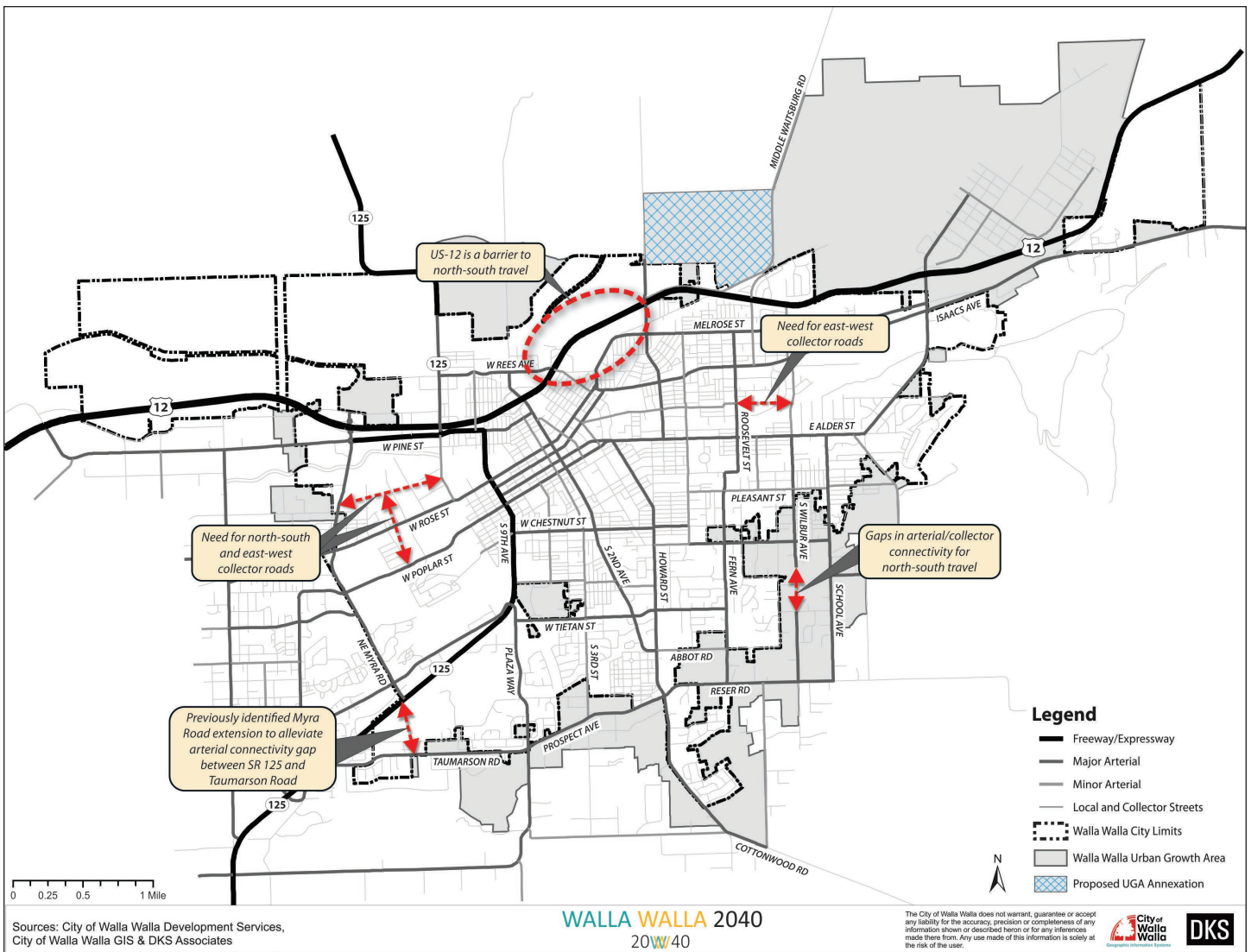


Exhibit 42. Street System Gaps and Deficiencies

Source: City of Walla Walla, DKS Associates, 2018



Lack of Bicycle and Pedestrian Facilities on School Avenue North of Bryant Street

Bicycle and Pedestrian Gaps and Deficiencies

Key bicycle gaps and deficiencies (shown in Exhibit 43) include:

- » A lack of connectivity to key facilities such as Boyer Ave, Roosevelt St, Park St, Berney Dr, Russel Creek Rd, School Ave, Reser Rd, S Wilbur Ave, W Chestnut St, W Tietan St, and Orchard St.
- » An additional safe north-south bicycle route across Highway 12 is needed at the Clinton Street/Highway 12 intersection to complement the existing connection at Wellington Ave.
- » Trail improvements needed on Highway 12 Trail, Mill Creek Trail/Bike Path, Cottonwood Bike Lanes and Trail, Myra Rd Trail, and the Mill Creek Crossing of Tausick Way to improve pedestrian and bicycle connectivity in the City and throughout the region.

Key pedestrian gaps and deficiencies (shown in Exhibit 44) include:

- » Sidewalk gaps along portions of collector and arterial streets such as S 9th Ave, School Ave, Plaza Way, Fern Ave, Cottonwood Rd, Bryant Ave, Prospect Ave, and Reser Rd as well as at the N Rose Street/E Sumach Stret/E Rees Avenue intersection.
- » Opportunity for enhanced pedestrian facilities on Melrose St between E Sumach Street and Wilbur Avenue.
- » A lack of north-south enhanced pedestrian crossings on Poplar St between SE Myra Road and S 9th Avenue.



School Avenue Sidewalk Gap Along Berney Elementary School (left), Person Walking Along South 9th Avenue With No Sidewalks (center), Sidewalk Gap on Bryant Avenue East of Division Street (right)

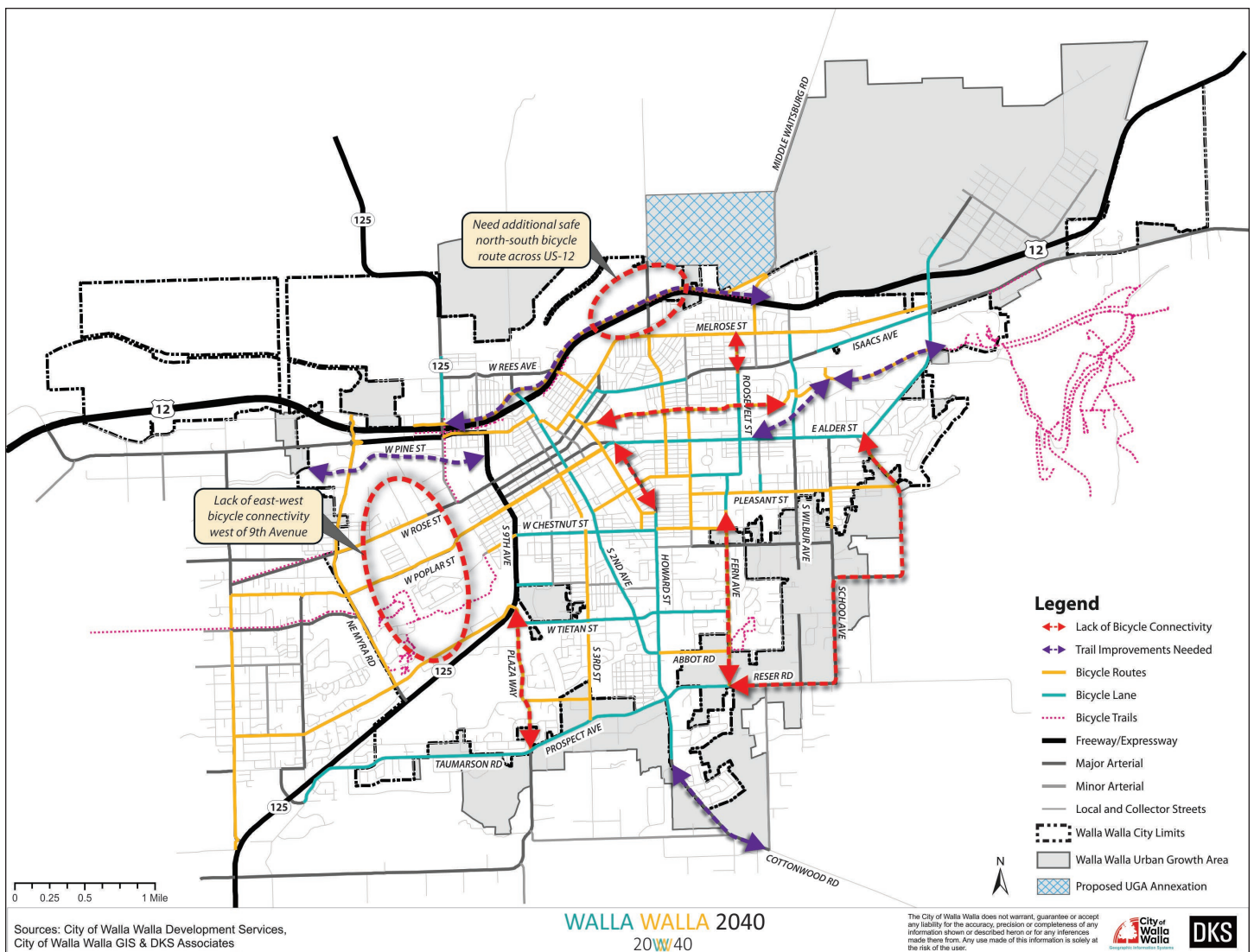


Exhibit 43. Bicycle Network Gaps

Source: City of Walla Walla, DKS Associates, 2018

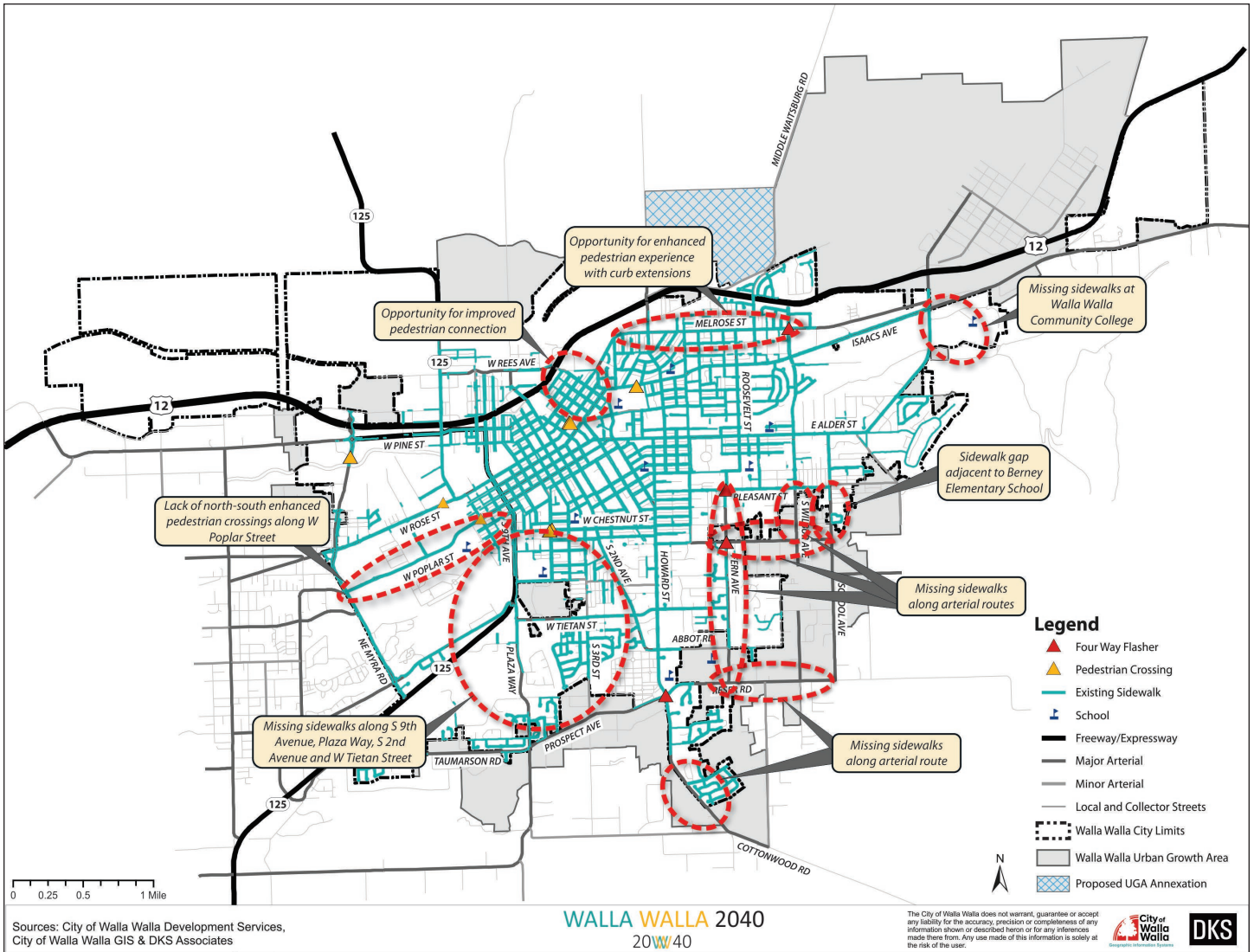


Exhibit 44. Pedestrian Sidewalk Gaps

Source: City of Walla Walla, DKS Associates, 2018

Transit Gaps and Deficiencies

Valley Transit's 2016 Master Plan identifies that their six-year projected revenues through 2021 will allow for a continuation of current services; however, revenues are insufficient to expand connectivity or frequency. The City of Walla Walla should continue to work with Valley Transit to sustain the transit system by pursuing supportive land uses and improving pedestrian and bicycle access to increase efficiency and enhance users' experience.

Comprehensive service coverage can be improved by locating transit stops throughout the City's developed areas so that schools, employment areas, businesses, and residences are within a quarter mile from the nearest transit stop.

The Valley Transit Master Plan did not identify fixed-route service expansion but did mention the need for the construction of transit stop accommodations such as transit shelters. Transit service would also benefit from complete and safe bicycle and pedestrian networks, with emphasis on filling network gaps and improving connections to transit stops (including pedestrian crossings, direct connections to building entrances, and adequate lighting). Focus should be on completing the sidewalk and bicycle network and increasing service to schools, medical facilities, businesses and residences.

Exhibit 45 at the top of the next page shows the existing ¼-mile coverage of each transit stop throughout the City.



Valley Transit Bus in Downtown

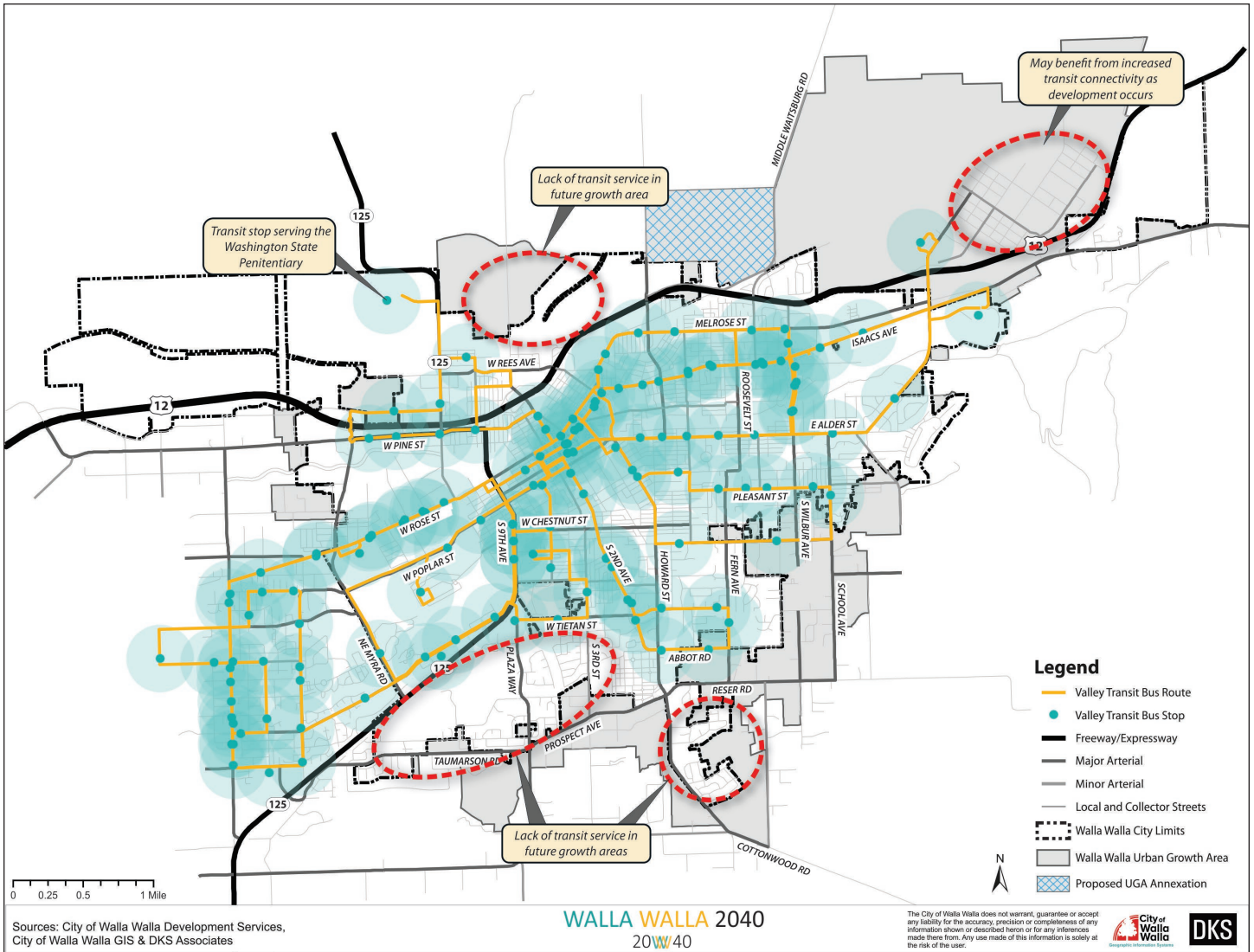


Exhibit 45. Transit Coverage

Source: City of Walla Walla, DKS Associates, 2018

Freight System Gaps and Deficiencies

Key gaps and deficiencies in the City's freight system include:

- » A lack of connection from Cottonwood Road to a freight route. Consider Prospect Ave to Taumaron Rd to SR 125 via the future SE Myra Rd extension and improving Langdon Road to Plaza Way which would facilitate a freight connection on SR 125 via Old Milton Highway.
- » Freight traffic is routed through downtown along S 9th Ave. It is recommended to reroute freight traffic to SE Myra Rd and provide traffic signal communication and signal timing for improved freight travel times and congestion as well as turn SE Myra Rd into the new state Highway 125.
- » A 14-foot height restriction for the undercrossing on Pine Street restricts freight movement that exceeds the allowable height.



Pine Street Height Restricted Undercrossing

Motor Vehicle Operations

To identify intersection gaps and deficiencies, traffic operations were modeled for the year 2040 under the Alternative 2 UGA modification. As shown in Figure 22, there are three intersections that fail to meet the City of Walla Walla and WSDOT's required operating standard for future 2040 traffic conditions. There is one signalized intersection, 9th Avenue/Dalles Military Road/Plaza Way, that operates at LOS F and two unsignalized intersections, Howard Street/Chestnut Street and Tietan Street/3rd Avenue, that has a minor street approach that operates at LOS F.

Additionally, the City has a comprehensive communications plan that outlines the existing traffic signal communications network as well as steps to implement the City's ideal traffic signal communications infrastructure. This plan is included in Appendix E.

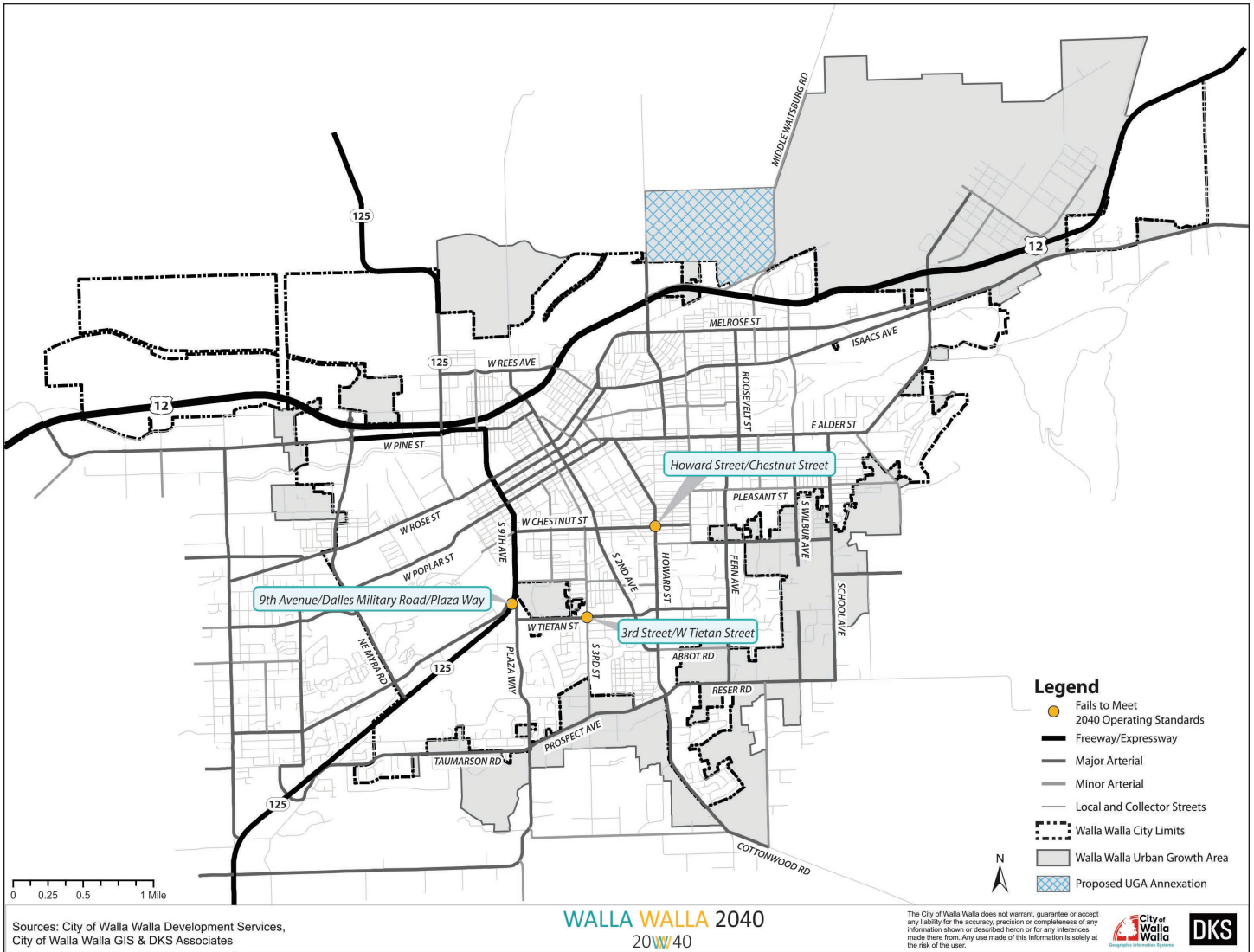


Exhibit 46. Future Operating Conditions

Source: City of Walla Walla, DKS Associates, 2018

WALLA WALLA'S PLAN

TRANSPORTATION IMPROVEMENTS

The recommended improvements can be seen by category in Exhibit 47 and Exhibit 48, with the project IDs corresponding with those in Exhibit 49. Note that the project IDs were created in alphabetical order, and do not correspond with priority. While the estimated project costs are shown, the responsibility will be shared by the City, Walla Walla County, WSDOT, and private development, with the cost shares to be determined as applicable.

Not all recommended improvements are required to be in place prior to developing land within the UGA. The need to upgrade the existing streets or construct new ones will be driven by the multi-modal access needs of the adjacent properties. The project design elements depicted are identified for the purpose of creating a reasonable cost estimate for planning purposes. The actual design elements for any project are subject to change, and will ultimately be determined through a project scoping process.

The *2018–2023 Walla Walla Transportation Capital Facilities Plan (CFP)* identifies several transportation projects that are likely to have funding by 2023. Those projects can be found in the Funding section later in this chapter (see page TP-35).

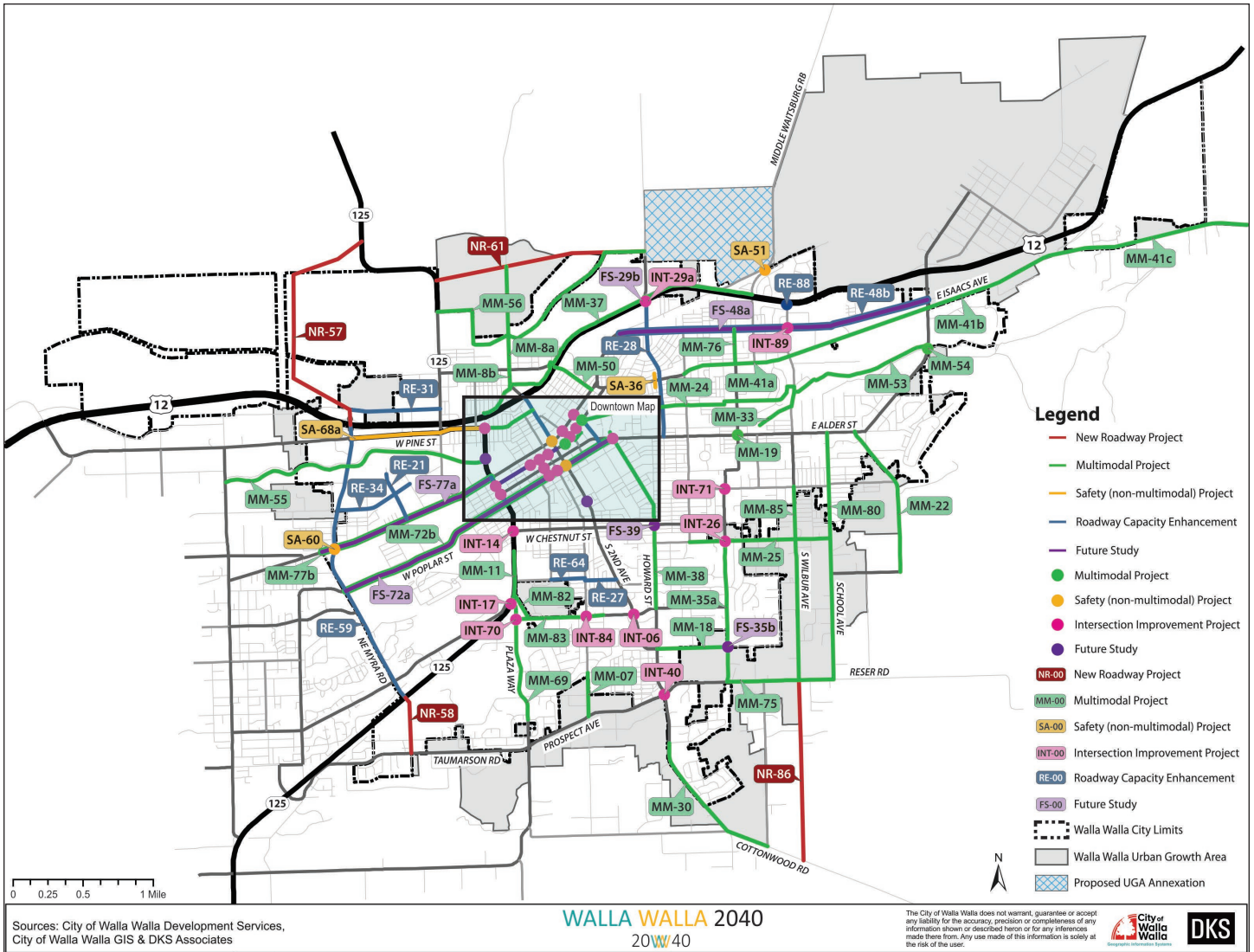


Exhibit 47. List of Transportation Improvements

Source: City of Walla Walla, DKS Associates, 2018

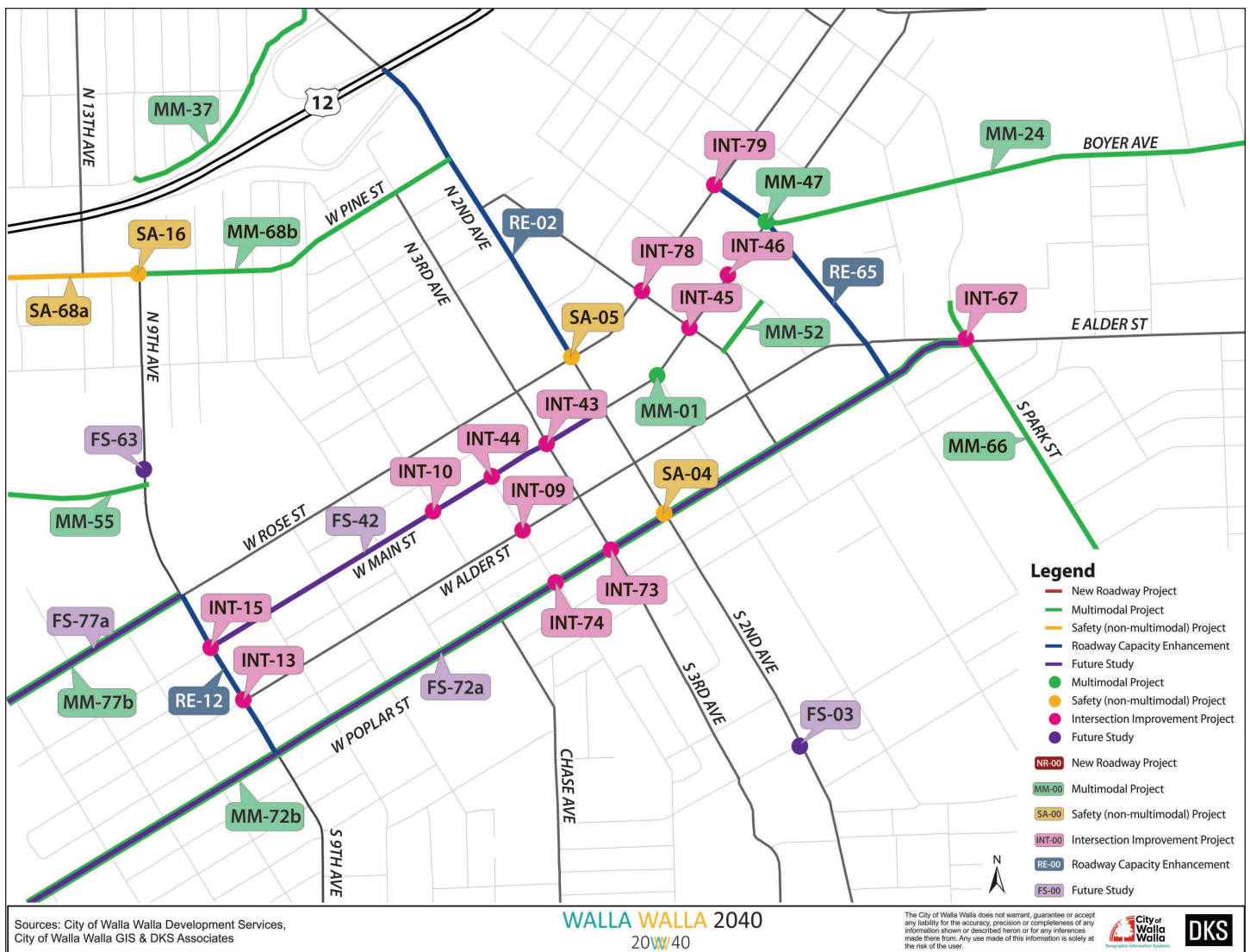


Exhibit 48. Downtown Transportation Improvements

Source: City of Walla Walla, DKS Associates, 2018

Exhibit 49. List of Improvement Projects, 2018–2040 20-year Planning Horizon

| ID | Name | Description | Extents | Cost Estimate |
|-----------------------------------|---|--|--------------------------------------|---------------|
| FUTURE STUDY PROJECTS (FS) | | | | |
| FS-03 | 2nd Ave/Eagan St | Conduct a study to evaluate offset intersections between Stahl St and Whitman St and identify location(s) for crosswalk improvements. Once the location is determined, install enhanced crosswalk. | Intersection | \$30,000 |
| FS-29b | Highway 12 Interchange Feasibility Study | Feasibility study to evaluate the impacts of an interchange at Clinton St/Highway 12 in the vicinity (the 2nd Avenue interchange and the Wilbur Avenue interchange). | Intersection | \$240,000 |
| FS-35b | Fern Ave/Abbott Rd | Intersection alternatives analysis to improve vehicle, pedestrian, and bike safety. | Intersection | \$30,000 |
| FS-39 | Howard St/Chestnut St Intersection Improvements | Future study to determine the desired traffic control option at this intersection that best meets the City's needs as well as meets intersection operation standards in the future. | Intersection | \$40,000 |
| FS-42 | Main St | Future study to establish street cross section. Reconstruct road to consistent cross section and restore curbs. Evaluate parking to see if diagonal parking could be converted to parallel parking, and consider bike lanes or turn lanes if parallel parking is acceptable. | 2nd Ave to 9th Ave | \$40,000 |
| FS-48a | Melrose St Corridor Study | Improve pedestrian crossing and evaluate curb extensions at public street intersections for traffic calming and pedestrian safety. Corridor analysis to consider design elements like turn lanes, bike lanes, and on-street parking where land use creates needs. | E Sumach St to Airport Way | \$150,000 |
| FS-63 | Northern Link Trail Study | Evaluate possible connections from the Highway 12 Trail to the Mill Creek Trail. | Highway 12 Trail to Mill Creek Trail | \$40,000 |
| FS-72a | Poplar St Corridor Improvements Study | Study to evaluate bicycle and pedestrian facilities, motor vehicle capacity, safety, and parking needs. | Myra Rd to Merriam St | \$180,000 |
| FS-77a | Rose St Multimodal Improvements Study | Implement a study along Rose St to improve east-west bicycle facilities connecting College Place and west Walla Walla to downtown. Evaluate enhanced pedestrian facilities and consider lane conversions and on-street bike lanes. | 9th Ave to Myra Rd | \$60,000 |
| MULTIMODAL PROJECTS (MM) | | | | |
| MM-01 | 1st Ave/Main St | ADA accessibility improvements and pedestrian countdown timers. | Intersection | \$200,000 |
| MM-07 | 3rd Ave | Add sidewalks. | Leonard Dr to Prospect Ave | \$700,000 |
| MM-8a | 4th Ave Extension (North) | Extend N 4th Ave to future E-W arterial roadway (project NR-61). | Rees Ave to project NR-61 | \$2,000,000 |
| MM-8b | 4th Ave Reconstruction (South) | Reconstruct N 4th Ave to minor arterial standards, including sidewalks and railway crossing. | W Moore St to Rees St | \$1,000,000 |
| MM-11 | 9th Ave Pedestrian Improvements | Fill in sidewalk gaps and implement pedestrian enhancements. | Malcolm St to Plaza Way | \$225,000 |

Exhibit 49. List of Improvement Projects, 2018–2040 20-year Planning Horizon (cont.)

| ID | Name | Description | Extents | Cost Estimate |
|--------|---|---|--|---------------|
| MM-18 | Abbot Rd | Add sidewalks on the north side. | Fern Ave to Scarpelli Dr | \$400,000 |
| MM-19 | Alder St/Roosevelt St | Replace existing traffic signal and improve pedestrian and traffic safety for nearby schools. | Intersection | \$600,000 |
| MM-22 | Berney Dr | Widen Berney Dr for bike lanes. Add sidewalks from Russell Creek Rd to UGA south of Delmont Pl. | Tausick Way to Russel Creek Rd | \$3,000,000 |
| MM-24 | Boyer Ave Bike Boulevard | Reconstruct Boyer Avenue and create a bike route connecting downtown to Mill Creek Trail. | Downtown to Mill Creek Trail | \$3,000,000 |
| MM-25 | Bryant Ave | Install pedestrian and bicycle improvements. | S Division St to School Ave | \$6,500,000 |
| MM-30 | Cottonwood Rd Bicycle and Pedestrian Facilities | Extend trail to connect Eagle Crest Dr to Prospect Point Elementary School. Extend bike lanes from south of Austin St to Kendall Rd. Infill and widen road and extend pedestrian facilities on east side. | Austin St to Kendall Rd | \$7,000,000 |
| MM-33 | Edison Trail | Connect Edison Elementary School to Cambridge Dr through bike lanes and/or trail. | Cambridge Dr to Edison Elementary School | \$800,000 |
| MM-35a | Fern Ave | Install sidewalks on east side of Fern Ave where there are missing gaps. | Bryant Ave to Reser Rd | \$1,000,000 |
| MM-37 | Highway 12 Trail | Trail rehabilitation. | Wellington Ave to W Elm St | \$500,000 |
| MM-38 | Howard St | Full roadway and utility replacements. Evaluate curb extensions and crossing enhancements at key intersections, particularly at the Park St/Howard St intersection. | Park St to Tietan St | \$5,300,000 |
| MM-41a | Isaacs Ave Phase 2 Improvements | Full roadway rehabilitation and utility improvements with bicycle and pedestrian enhancements, lane configuration, and illumination enhancements. | Division St to Airport Way | \$8,600,000 |
| MM-41b | Isaacs Ave Reconstruction | Reconstruct Isaacs Ave to principal arterial standards, including turn lanes, curb and gutter, drainage facilities, sidewalks and bicycle lanes. | Tausick Way/Airport Way Intersection to WWCC East Entrance | \$4,000,000 |
| MM-41c | Isaacs Ave/Mill Creek Rd Bicycle Improvements | Construct bike lanes. | N Tausick Way to 5 Mile Rd | \$1,500,000 |
| MM-47 | Main/Palouse/Boyer | Modify traffic signal to include audible pedestrian signal. | Intersection | \$150,000 |
| MM-50 | Memorial Park Pedestrian Path | Improve pedestrian connection from Highway 12 (Memorial Park/Whitman College Sports Complex) to Sumach St by extending pathway. | E Rees Ave from Pine Street to Sumach St | \$375,000 |
| MM-52 | Mill Creek Bike Path | Acquire right-of-way or easement to open path to public. | Spokane St to Colville St | \$150,000 |
| MM-53 | Mill Creek Bike Path Repaving | Bike path repaving to improve pavement conditions. | Eastgate Lions Park to N Tausick Way | \$500,000 |
| MM-54 | Mill Creek Bridge | Enhance trail crossing at Tausick Way. | Mill Creek bridge | \$300,000 |
| MM-55 | Mill Creek Trail | Improve trail north side of Mill Creek along the levee. | N 9th Ave to S Gose St | \$2,000,000 |
| MM-56 | Municipal Golf Course Trail | Construct trail. | Lower Waitsburg Rd to Washington State Penitentiary | \$5,000,000 |

Exhibit 49. List of Improvement Projects, 2018–2040 20-year Planning Horizon (cont.)

| ID | Name | Description | Extents | Cost Estimate |
|-----------------------------|--|--|--|---------------|
| MM-66 | Park St Improvements | Reconstruction including utility replacement, safe routes to school improvements, as well as bicycle and pedestrian safety enhancements. | Whitman College to Howard St | \$3,200,000 |
| MM-68a | Pine St Safety Improvements | Reconstruct Pine Street, evaluate safety, capacity, freight mobility, and pedestrian and bicycle facilities. | 9th Ave to 2nd Ave | \$2,500,000 |
| MM-69 | Plaza Way | Street reconstruction including bicycle and pedestrian improvements. | Village Way to Hedline Rd | \$2,000,000 |
| MM-72b | Poplar St Multimodal Improvements Construction | Construct the multimodal improvement recommendations identified as part of Project FS-72a. | 9th Ave to Merriam St | \$5,500,000 |
| MM-75 | Reser Rd | Reconstruct to minor arterial standards including pedestrian improvements such as sidewalks on both sides of the road, bike lanes, or off-street multi-use path. | Fern Ave to School Ave | \$6,000,000 |
| MM-76 | Roosevelt St | Reconstruct roadway and extend bike lanes. | Isaacs Ave to Melrose St | \$2,000,000 |
| MM-77b | Rose St Multimodal Improvements Construction | Construct the multimodal improvement recommendations identified as part of Project FS-77a. | 9th Ave to Myra Rd | \$1,000,000 |
| MM-80 | School Ave | Evaluate School Ave to determine appropriate bicycle and pedestrian facilities (particularly at the School Ave/Pleasant St intersection) and implement recommendations. This plan should include installing new sidewalks and ADA ramps on both sides of the street from Pleasant St to Woomere Loop, filling in the sidewalk gap on the east side near Berney Elementary School, and reconstructing to minor arterial standards (including sidewalks and pedestrian upgrades) from Reser Rd to Pleasant Street. | Tausick Way to Reser Rd | \$10,000,000 |
| MM-82 | SR 125 Multi-use Path | Construct multi-use path adjacent to railway tracks on the east side of State Route 125. | Plaza Way to W Tietan St | \$450,000 |
| MM-83 | Tietan St | Road and utility rehabilitation/replacement, bicycle and pedestrian improvements. | Plaza Way to Modoc St | \$4,000,000 |
| SAFETY PROJECTS (SA) | | | | |
| SA-04 | 2nd Ave/Poplar St | Remove and replace doghouse signal heads with flashing yellow arrow signal head. | Intersection signal modifications | \$100,000 |
| SA-05 | 2nd Ave/Rose St | Remove and replace doghouse signal heads with flashing yellow arrow signal head. | Intersection signal modifications | \$80,000 |
| SA-16 | 9th Ave/Pine St | Install a new traffic signal provided it meets signal warrants. | Intersection | \$750,000 |
| SA-36 | Green Park Elementary School Zone Flasher | Install school zone flashers and other MUTCD required school zone signage on N Clinton St. | N Clinton St from south of Alvarado to south of Isaacs Ave | \$40,000 |
| SA-51 | Middle Waitsburg Rd/Blue Mountain Dr | Reconfigure existing intersection and surrounding roads to improve traffic flow and safety. | Intersection | \$1,000,000 |

Exhibit 49. List of Improvement Projects, 2018–2040 20-year Planning Horizon (cont.)

| ID | Name | Description | Extents | Cost Estimate |
|-----------------------------------|--------------------------------------|--|-------------------------------|---------------|
| SA-60 | Myra Rd/Rose St | Improve intersection safety by constructing a right turn lane on the east approach (westbound to northbound right turn) if sufficient right of way exists outside the existing railroad. | Intersection | \$750,000 |
| SA-68b | Pine St | Improve safety, capacity and freight mobility along W Pine St by adding a center left turn lane. | Myra Rd to 9th Ave | \$5,500,000 |
| ROADWAY ENHANCEMENT PROJECTS (RE) | | | | |
| RE-02 | 2nd Ave Improvements | Curb to curb full reconstruction of roadway. | Rose St to Highway 12 | \$1,600,000 |
| RE-12 | 9th Ave Signal Coordination | Traffic and signal timing analysis along 9th Ave including traffic signal timing, communication, and coordination improvements. | Rose St to Poplar St | \$75,000 |
| RE-21 | Avery St | Improve Avery St to collector standards and extend improvements north to connect with projected extension of Electric Ave or other E-W streets from the west. | North of Rose St | \$4,500,000 |
| RE-27 | Cherokee St | Reconstruct Cherokee St to collector standards, including complete sidewalk connectivity. | 2nd Ave to 3rd Ave | \$3,500,000 |
| RE-28 | Clinton St | Improve Clinton to collector standards. | Highway 12 to Alder St | \$4,500,000 |
| RE-31 | Dell Ave Warehouse District | Street reconstruction and improvements. | 13th Ave to Myra Rd | \$2,400,000 |
| RE-34 | Electric Ave Extension | Construct to collector standards. | Myra Rd to Woodland Ave | \$8,700,000 |
| RE-48b | Melrose St Reconstruction | Implement corridor improvements identified in project FS-48a. | E Sumach St to Airport Way | \$17,500,000 |
| RE-59 | Myra Rd Freight Reroute from 9th Ave | Reroute freight traffic from 9th Ave to SE Myra Rd. Provide traffic signal communication and signal timing for improved freight travel times and congestion. | State Route 125 to Highway 12 | \$200,000 |
| RE-64 | Orchard St | Reconstruct Orchard St to collector standards, including complete sidewalk connectivity. | Chase Ave to 3rd Ave | \$2,000,000 |
| RE-65 | Palouse St | Corridor traffic signal timing, communication and coordination improvements. | Rose St to Poplar St | \$120,000 |
| RE-88 | Wilbur Ave/Highway 12 Interchange | Grade separated interchange to improve north-south connections, including multimodal connections | N Wilbur Ave | \$30,000,000 |
| INTERSECTION PROJECTS (INT) | | | | |
| INT-06 | 2nd Ave/Tietan St | Reconstruct traffic signal to include left turn signal phasing. | Intersection | \$600,000 |
| INT-09 | 4th Ave/Alder St | Signal replacement. | Intersection | \$600,000 |
| INT-10 | 5th Ave/Main St | Signal replacement. | Intersection | \$600,000 |
| INT-13 | 9th Ave/Alder St | Upgrade and replace the existing traffic signal | Intersection | \$700,000 |
| INT-14 | 9th Ave/Chestnut St | Intersection safety improvements including traffic signal modifications (controller upgrade, revised phasing and pedestrian countdown timers). | Intersection | \$450,000 |

Exhibit 49. List of Improvement Projects, 2018–2040 20-year Planning Horizon (cont.)

| ID | Name | Description | Extents | Cost Estimate |
|----------------------------------|---|--|---|---------------|
| INT-15 | 9th Ave/Main St | Upgrade and replace the existing traffic signal. | Intersection | \$700,000 |
| INT-17 | 9th Ave/Plaza Way | Intersection traffic control (signal modification or roundabout) and street improvements. Focus on improving safety and capacity of this intersection and potentially railroad crossing improvement. | Intersection | \$5,000,000 |
| INT-26 | Bryant Ave/Fern Ave | Removal of all way stop flasher and span wire. | Intersection | \$5,000 |
| INT-29a | Clinton St/Highway 12 Interchange | Grade separated interchange to improve north-south connections, including multimodal connections. | Intersection | \$30,000,000 |
| INT-40 | Howard St/Reser Rd | Span wire/pole replacement and advanced signage. | Intersection | \$50,000 |
| INT-43 | Main St/3rd Ave | Signal replacement. | Intersection | \$600,000 |
| INT-44 | Main St/4th Ave | Signal replacement. | Intersection | \$600,000 |
| INT-45 | Main St/Colville St | Signal replacement. | Intersection | \$600,000 |
| INT-46 | Main St/Spokane St | Signal replacement. | Intersection | \$600,000 |
| INT-67 | Park St/Alder St/Poplar St | Signal replacement. | Intersection | \$650,000 |
| INT-70 | Plaza Way/Tietan St | Signal replacement. | Intersection | \$600,000 |
| INT-71 | Pleasant St/Fern Ave | Span wire/pole replacement and advanced signage. | Intersection | \$50,000 |
| INT-73 | Poplar St/3rd Ave | Signal replacement. | Intersection | \$700,000 |
| INT-74 | Poplar St/4th Ave | Signal replacement. | Intersection | \$700,000 |
| INT-78 | Rose St/Colville St | Signal replacement. | Intersection | \$600,000 |
| INT-79 | Rose St/Palouse St | Signal replacement. | Intersection | \$600,000 |
| INT-84 | Tietan St/3rd St | Construct a new traffic signal or mini-roundabout. | Intersection | \$450,000 |
| INT-89 | Wilbur Ave/Melrose St | Removal of all way stop flasher and span wire. | Intersection | \$5,000 |
| NEW ROADWAY PROJECTS (NR) | | | | |
| NR-57 | Myra Rd Extension (North) | Extend Myra Rd as a principal arterial connection to SR 125. | Highway 12 to SR 125 | \$30,000,000 |
| NR-58 | Myra Rd Extension (South) | Extend Myra Rd to Taumanson Rd. Incorporate off-street bike and pedestrian trail into future road extension. | SR 125 to Taumanson Rd | \$8,800,000 |
| NR-61 | New East/West Arterial in North Walla Walla | Construct a new arterial roadway. | Lower Waitsburg Rd north of the Veterans Memorial Golf Course to SR 125 | \$20,000,000 |
| NR-85 | Wilbur Ave Extension (North) | Extend and upgrade Wilbur Ave to improve connectivity for north-south travel. | Pleasant St to Reser Rd | \$14,500,000 |
| NR-86 | Wilbur Ave Extension (South) | Extend Wilbur Ave south to Cottonwood Rd. | Reser Rd to Cottonwood Rd | \$13,500,000 |

Bridge Projects

In 2017 the City of Walla Walla completed a survey of the City's bridges to prioritize the bridges for rehabilitation or replacement.⁵ The evaluation, including factors such as condition, posted capacity, and traffic volume, separated the bridges into four categories proceeding from the highest priority (category 1) to the lowest priority (category 3) in terms on need for replacement. The results of this survey are included in Appendix E and are shown in Exhibit 50 and Exhibit 51.

Exhibit 50. Bridge Improvement Projects (Project ID Does Not Reflect Priority)

| ID | City Bridge Code | Bridge Name | Priority Category |
|-------|------------------|-----------------------------------|-------------------|
| BR-1 | BR915-001 | 6th Ave at Mill Creek | 3 |
| BR-2 | BR915-002 | 5th Ave at Mill Creek | 3 |
| BR-3 | BR915-003 | 4th Ave at Mill Creek | 3 |
| BR-4 | BR915-004 | Rose at Mill Creek | 1 |
| BR-5 | BR818-016 | 2nd Ave at Mill Creek | 2 |
| BR-6 | BR915-005 | Main at Mill Creek | 2 |
| BR-7 | BR916-003 | Spokane Street Bridge Replacement | 1 |
| BR-8 | BR916-004 | Otis at Mill Creek | 3 |
| BR-9 | BR916-006 | Merriam at Mill Creek | 3 |
| BR-10 | BR716-007 | 3rd Ave at Garrsion Creek | 2 |
| BR-11 | BR715-007 | Chase at Garrison | 2 |
| BR-12 | BR717-009 | Howard-Bryant at Garrison Creek | 1 |
| BR-13 | BR718-008 | Rustic Place at Yellowhawk Creek | 3 |



Construction of a New Bridge Over Mill Creek at South Palouse Street

⁵ Bridge Prioritization—City's Prioritization. Sargent Engineers, Inc. February 2017.

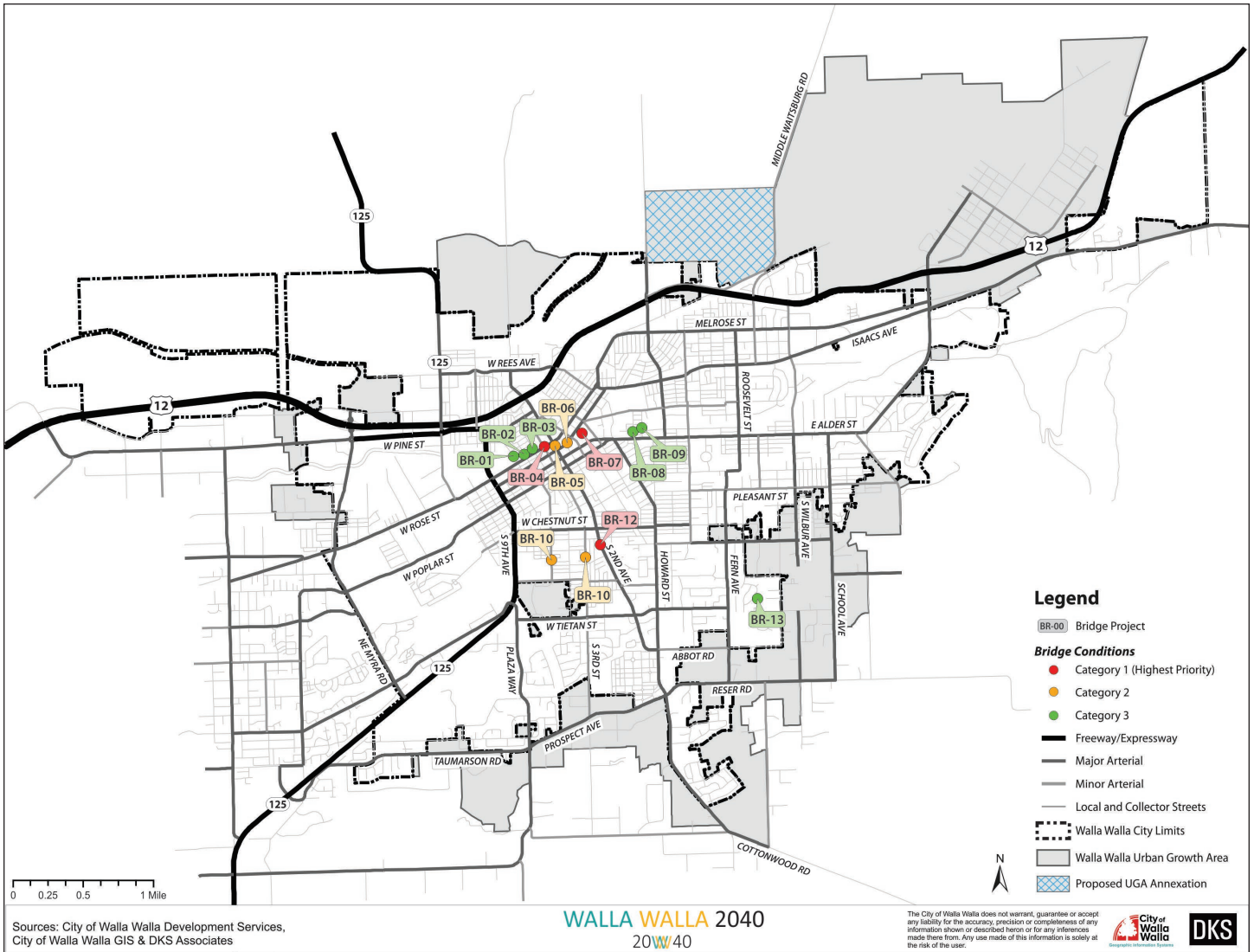


Exhibit 51. Bridge Projects

Source: City of Walla Walla, DKS Associates, 2018

FUNDING

The City draws from multiple funding sources to pay for the construction, operation, and maintenance of its transportation infrastructure and services. Exhibit 52 lists the sources, how they are used, and what estimated amounts would be available.

Exhibit 52. Estimated City Funding Available through 2023 for Capital Improvements

| City Funding Source | Description | Estimated Capital Improvement Revenue through 2023 |
|---|---|--|
| Transportation Benefit District (TBD) | Sales tax (0.2%) designated for TBD eligible capital improvement projects. | \$5 million |
| Real Estate Excise Tax (REET) | Tax on the sale of real property in the State of Washington which funds public benefits. | \$1.5 million ^a |
| State and Federal Grants | State and Federal Grants awarded to the City based on application efforts. Funding projection is subject to change based on the City's future success at securing grants. | \$10.5 million ^b |
| TOTAL CAPITAL IMPROVEMENT REVENUE THROUGH 2023 | | \$17 MILLION |

^a Amount that could potentially be available for transportation specific improvements..

^b Average estimate from past state and federal funding revenues. Subject to change depending on future grant opportunities.

Approximately \$17 million is estimated to be available to fund transportation-related capital improvement projects through 2023. The 2018-2023 Capital Facilities Plan (CFP), discussed in the next section, highlights the projects from this 20-year project list that are likely to receive funding over the next six years.

Additionally, the Infrastructure Repair and Replacement Program (IRRP) is estimated to generate revenue of \$27 million through 2023. However, in order to fund a street project with IRRP dollars, it must coincide with a priority water, and sewer project.

2018–2023 Capital Facilities Plan Projects

The City's 2018-2023 CFP allocates the full \$17 million of available transportation funding to priority projects through 2023. For a list of the fully and partially funded transportation plan projects, see the most recent CFP.

If additional funding becomes available, the City should consider allocating those funds to the following priority projects shown in Exhibit 53 below.

Exhibit 53. Priority Projects if Funding is Available

| ID | Name | Description | Extents | Cost Estimate | Priority Reason |
|--------|---|--|------------------------|--------------------------------|---|
| FS-29b | Clinton St/Highway 12 Interchange Feasibility Study | Feasibility study to evaluate the impacts of an interchange at Clinton St/Highway 12 in the vicinity (the 2nd Avenue interchange and the Wilbur Avenue interchange). | Intersection | \$200,000 | Improve connectivity, safety and capacity |
| INT-17 | 9th Ave/Plaza Way | Intersection traffic control (signal modification or roundabout) and street improvements. Focus on improving safety and capacity of this intersection and potentially railroad crossing improvement. | Intersection | \$5,000,000 (Partially Funded) | Improve capacity and safety |
| FS-39 | Howard St/Chestnut St Intersection Improvements | Future study to determine the desired traffic control option at this intersection that best meets the City's needs as well as meets intersection operation standards in the future. | Intersection | \$40,000 | Improve capacity and safety |
| INT-84 | Tietan St/3rd St | Construct a new traffic signal or mini-roundabout. | Intersection | \$450,000 | Improve safety and capacity |
| NR-58 | Myra Rd Extension (South) | Extend Myra Rd to Taumarson Rd. Incorporate off-street bike and pedestrian trail into future road extension. | SR 125 to Taumarson Rd | \$8,800,000 | Improve multimodal connectivity |
| BR-4 | BR915-004 | Rose at Mill Creek bridge replacement. | Bridge | \$3.8M | End of bridge life |
| BR-7 | BR916-003 | Spokane Street bridge replacement. | Bridge | \$1.6M | End of bridge life |

TRANSPORTATION STANDARDS SUMMARY

This section documents the City's functional classification, designated freight routes, and intersection operation standards.

Additional City standards related to transportation such as desired cross-sections, minimum access spacing, pedestrian crossing improvements, and lighting standards can be found in the City's TIA Guidelines and in municipal code.

Functional Classification

A city's street functional classification system is an important tool for managing the transportation system. It is based on a hierarchical system of roads in which streets of a higher classification, such as arterials, emphasize a higher level of mobility for through movements, while streets of a lower classification emphasize access to land uses (see Exhibit 54).

Walla Walla has four functional classes:

- » Major Arterials connect major activity centers as well as the interstate system. They generally have four or more travel lanes, bicycle lanes, and limited access, preferably connecting with minor arterials.
- » Minor Arterials create direct connections through the city and usually do not penetrate identifiable neighborhoods. They generally have two to three travel lanes, bicycle lanes, and access to larger developed areas and neighborhoods.
- » Collectors provide traffic circulation within residential, commercial, and industrial areas and serve to funnel traffic from neighborhoods to the arterial street network. They have two to three travel lanes, bicycle lanes, optional on-street parking, and minor access restrictions.
- » Local Streets are located within residential, commercial, and industrial areas and discourage through traffic. They allow on-street parking and ensure that every parcel is accessible for all modes.

Functional classification provides a helpful framework for managing the city's transportation system and supporting other standards discussed in the following sections, including connectivity, spacing, freight routes, cross-sections, and access management.



Exhibit 54.
Functional Class Hierarchy

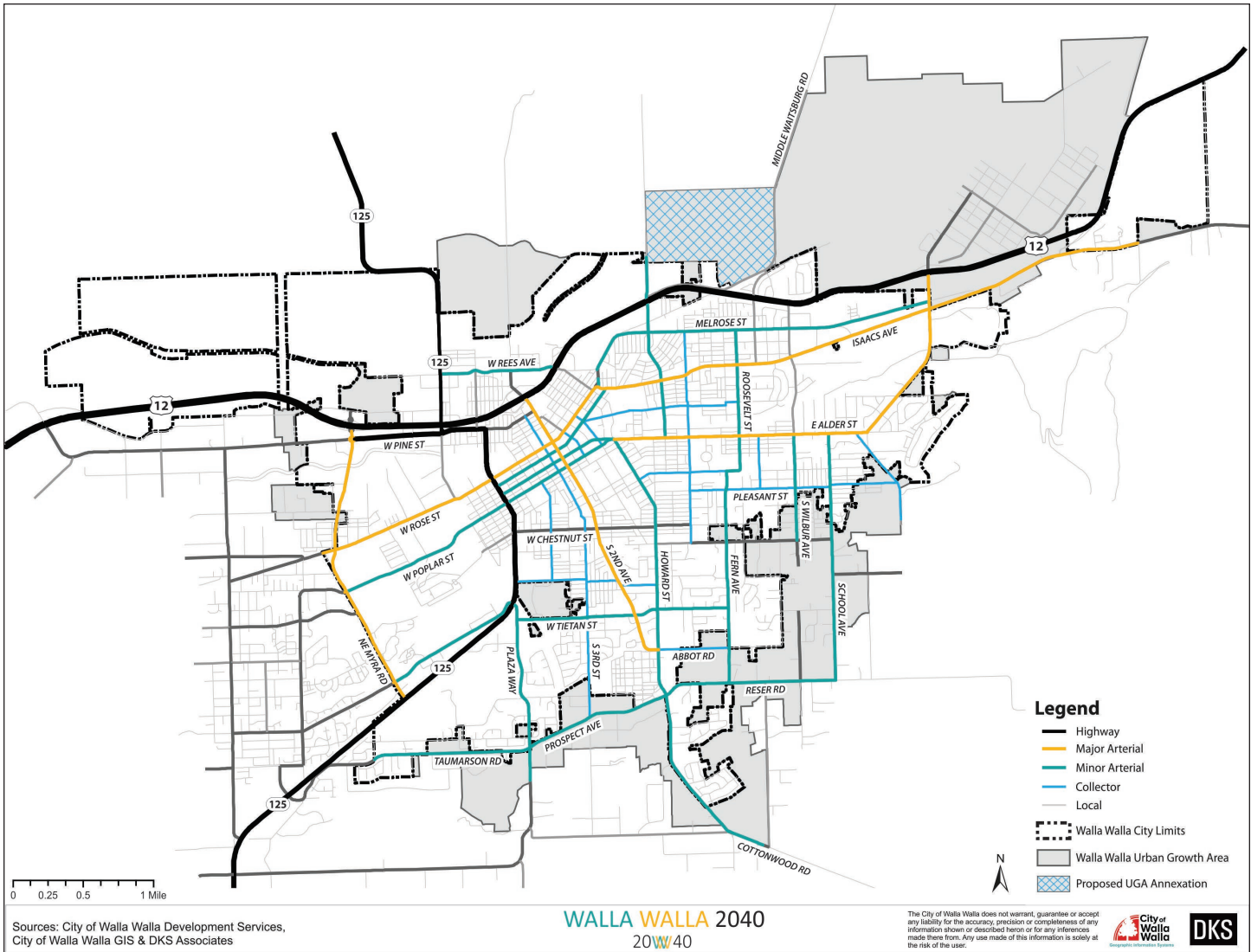


Exhibit 55. 2018 Proposed Street Functional Classification System

Source: City of Walla Walla, DKS Associates, 2018

Currently, the City has very few facilities classified as Local Street, and many low-volume streets that serve Local Street functions are classified as Collectors. We recommend revising the functional classification map to be more consistent with the WSDOT functional classification map. The *Walla Walla Transportation Plan Standards Memorandum* includes a list of the streets recommended to change classification.⁶

⁶ *Walla Walla Transportation Plan Standards Memorandum*, DKS Associates, February 2018.

Freight Routes

Walla Walla's freight routes connect the city's industrial and commercial areas with the statewide transportation network. Currently several designated freight routes and two additional National Highway System (NHS) routes are within the City of Walla Walla: Highway 12, State Route 125/S 9th Avenue, SE Myra Road and W Pine Street. Parts of W Rees Avenue and N 4th Avenue are also included in the future freight route system. Additional NHS routes within the City include S College Avenue, W Rose Street, E Isaacs Avenue and S 2nd Avenue.

The City will benefit from ensuring that these freight routes are designed to accommodate the needs of its industrial and commercial areas while protecting its residential neighborhoods from freight traffic. Having designated freight routes will help the city better coordinate and improve its efforts regarding both freight and non-freight transportation system users, including the following:

- » Street and Intersection Improvements can be designed for freight vehicles with adjustments for turn radii, sight distance, lane width, turn pocket lengths, and pavement design.
- » Bicycle and Pedestrian Improvements—such as protected or separated bike facilities, enhanced pedestrian crossings, and other safety improvements—can be identified to reduce freight impacts to other users, particularly along bikeways and walkways.
- » Street Durability can be increased by using concrete instead of asphalt, however, the most cost-effective material for each roadway need should be used.
- » Railroad Connections can be coordinated to support businesses that ship goods by rail, particularly in areas where railroad sidings can be provided.
- » Coordination with Businesses and Adjacent Jurisdictions can ensure that local and regional freight traffic uses Walla Walla's freight routes to travel within the City.
- » Successfully rerouting freight traffic to SE Myra Road from 9th Avenue will require traffic signal communication and signal timing for improved freight travel times and congestion.

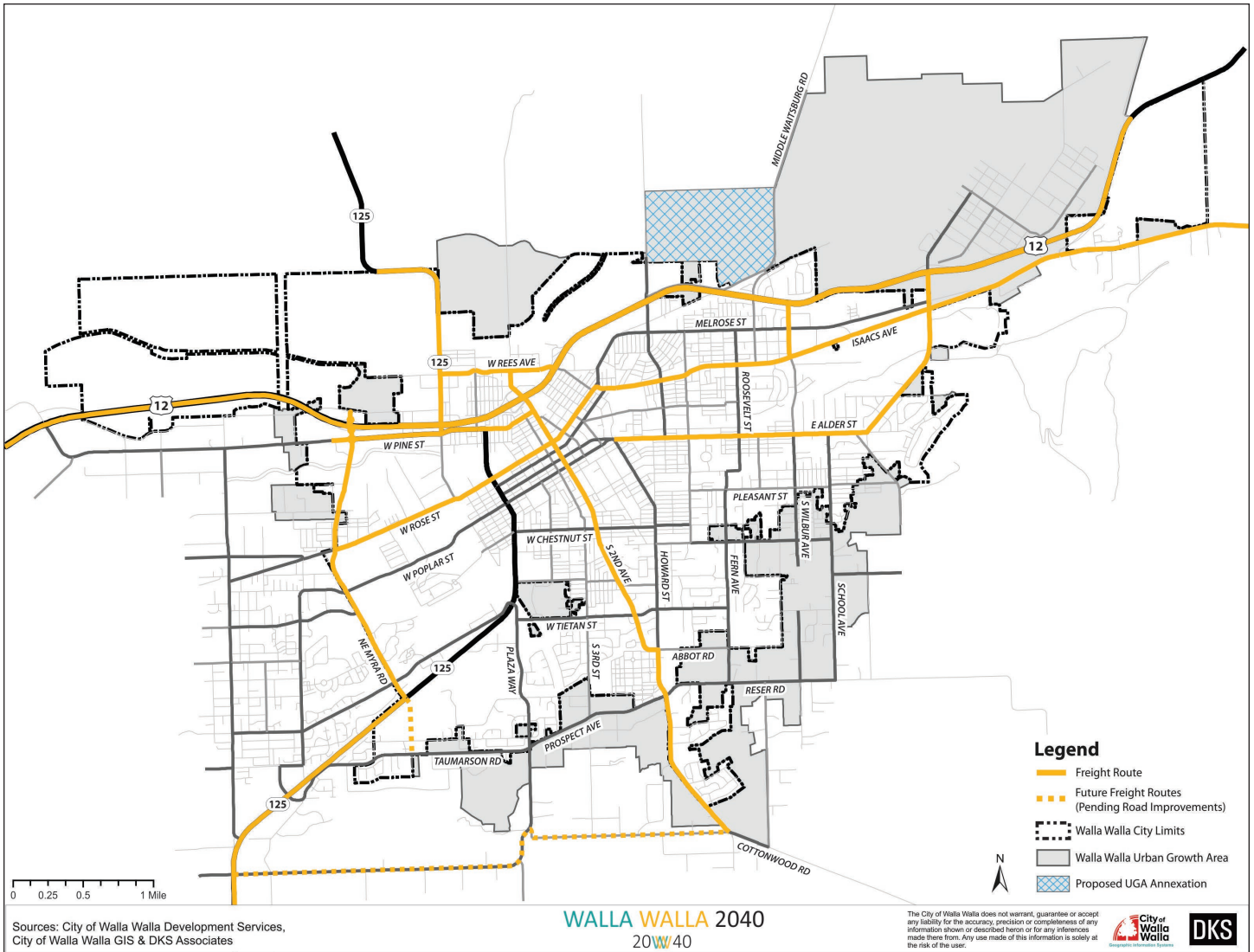


Exhibit 56. Proposed Freight Routes

Source: City of Walla Walla, DKS Associates, 2018

Intersection Operations

Intersection operational standards for long-range planning and development review should be consistent with those documented in the City's Transportation Impact Analysis (TIA) Guidelines. The City uses a Level of Service (LOS) standard for its TIA Guidelines, which is based on a Highway Capacity Manual calculation of delay that varies between signalized and unsignalized intersections. In addition to the LOS guidelines, the city also has a volume-to-capacity (v/c) standard to help in situations where one metric may not be enough, such as all-way stop where one approach is over capacity but overall intersection delay meets standards.

The recommended standards, which apply to the daily peak hour, are shown in Exhibit 57. The City requires a higher level of service for streets where the capacity is of higher importance, such as major arterials and freight routes.

Exhibit 57. City of Walla Walla Operational Standards

| Facility | Minimum LOS | Maximum v/c |
|---|-------------|-------------|
| Myra Road | D | 0.90 |
| Poplar Street (Myra Road to 9th Avenue) | | |
| Rose Street (Myra Road to 9th Avenue) | | |
| 2nd Avenue (excluding CBD) | | |
| Isaacs Avenue (Wilbur to Airport Way) | | |
| Tietan Street | | |
| All other facilities | E | 0.95 |

Source: City of Walla Walla, DKS Associates, 2018

Additional Transportation Standards

Below is a list of additional transportation-related City standards and where you can find them:

- » Street Design Standards—Public Works Design Standards
- » Street Lighting Standards—Public Works Design Standards
- » Access Spacing Standards—City of Walla Walla Development Code (Title 20)
- » Traffic Impact Analysis Standards—City of Walla Walla Development

GOALS AND POLICIES

As the City of Walla Walla grows, it will be essential for the community to work collaboratively toward a shared vision. To guide the City's transportation planning and investment decisions, as well as future land use decisions, the community developed new transportation goals and policies. Achieving these goals and implementing the associated policies will help create a safe, efficient, and equitable transportation system.

SAFETY

TRANSPORTATION GOAL 1 Promote and develop transportation systems that support and enhance the movement of people and goods to ensure a prosperous economy.



Isaacs Avenue Improvement Project During and After Phase I Construction

- TP Policy 1.1** Improve safety for walking, biking, transit, motor vehicles, and freight at high collision locations identified through data-driven safety analysis.
- TP Policy 1.2** Enhance existing and new crossings for pedestrians and bicyclists where appropriate.
- TP Policy 1.3** Provide facilities for all modes of transportation.
- TP Policy 1.4** Look for opportunities to increase separation between pedestrian and bicycle facilities as part of roadway improvements when deemed appropriate by the City Engineer.
- TP Policy 1.5** Require development to provide off-site safety improvements such as pedestrian crossings when there is a need for such improvements, as demonstrated through a Traffic Impact Analysis, and needed improvements are consistent with an adopted plan.
- TP Policy 1.6** Increase safety for all road users by implementing adopted lighting level standards and lighting spacing guidelines on roadways.

ECONOMIC VITALITY

TRANSPORTATION GOAL 2 Provide for and improve the safety and security of transportation users and the transportation system.

- TP Policy 2.1** Improve the efficiency, safety, access, capacity, and reliability of the freight system.
- TP Policy 2.2** Establish stable and diverse revenue sources to meet transportation investment needs of the City.
- TP Policy 2.3** Support and enhance access to and from major employment areas, the Walla Walla Regional Airport, and local tourism destinations.
- TP Policy 2.4** Support future development in Urban Growth Areas.

CONNECTIVITY

TRANSPORTATION GOAL 3 Provide all users with complete streets that connect the City of Walla Walla's neighborhoods, parks, schools, employment centers, and retail areas.

- TP Policy 3.1** Implement complete street projects where feasible to improve the transportation experience for all modes of transportation.
- TP Policy 3.2** Limit cul-de-sacs to enhance connectivity and accessibility for all users of the transportation system.
- TP Policy 3.3** Require development to provide off-site multi-modal improvements when there is a need for such improvements, as demonstrated by a Traffic Impact Analysis, and needed improvements are consistent with an adopted plan.
- TP Policy 3.4** Require multimodal connections to be provided within development sites, as well as to the adjacent transportation system and surrounding uses.
- TP Policy 3.5** Improve multimodal connections to community facilities and amenities (e.g., neighborhoods, parks, schools).

- TP Policy 3.6** Encourage transit services and coordinate with transit providers to improve the coverage, quality, and frequency of services, where needed.
- TP Policy 3.7** Support safe, coordinated, and efficient truck-freight corridors that maintain connections between land uses that generate or receive significant freight trips and the state's strategic freight corridors.

PRESERVATION



Repaving Bonsella Street

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.
- TP Policy 4.3** Modify design standards where applicable to build cost effective transportation facilities.
- TP Policy 4.4** Require a Traffic Impact Analysis where additional information is needed regarding the transportation impacts of a development proposal on the existing and planned transportation system. Require mitigation as needed to protect and improve transportation facilities in the city.

QUALITY OF LIFE

TRANSPORTATION GOAL 5 Design and construct transportation facilities in a manner that enhances the livability of the City of Walla Walla and health of its residents.

- TP Policy 5.1** Protect the scenic, natural, and cultural resources as well as the historic character of Walla Walla.

TP Policy 5.2 Create a well-connected network of streets, paths, and transit service to provide active transportation options.

TP Policy 5.3 Provide, require, or encourage adequate and attractive end-of-trip facilities, including bicycle parking and changing showering facilities, for active transportation arriving at workplaces and institutional uses such as colleges.

TP Policy 5.4 Provide or encourage provision of improvements, such as multimodal connections (park-and-rides), information kiosks, bike tools, seating, water fountains, pedestrian-scale lighting, and/or restrooms, to complement trails and other high-volume pedestrian and bicycle routes.

TP Policy 5.5 Encourage active transportation and transit use and reduced single-occupancy vehicle use through measures such as reduced off-street vehicle parking requirements for sites with features including access to transit, dedicated rideshare parking, travel options programs, and/or bicycle parking that exceeds minimum requirements.

TP Policy 5.6 Require development to provide street frontage improvements consistent with plan and code requirements, either through construction of the project or through deferral or a fee-in-lieu payment, as permitted by adopted code.

TP Policy 5.7 Promote and implement streetscapes that are aesthetically pleasing, safe, and comfortable to residents, visitors, businesses, and property owners.

TP Policy 5.8 Implement designated freight routes for oversize/overweight truck loads and hazardous materials.

TP Policy 5.9 Where determined to be needed by the City Engineer, implement neighborhood traffic management using techniques such as curb extensions, median islands, diverters, speed humps, and traffic circles to reduce traffic speeds and enhance safety.

RELIABILITY

TRANSPORTATION GOAL 6 Maintain the predictable movement of goods and people throughout the City of Walla Walla to relieve traffic congestion and improve reliability for freight.

- TP Policy 6.1** Implement new or improved transportation connections to enhance the efficiency and reliability of the multimodal transportation system.
- TP Policy 6.2** Develop new and preserve existing arterial and collector corridors to provide alternative routes to US 12 and SR 125 for local traffic.
- TP Policy 6.3** Improve travel reliability, safety, and efficiency with system management solutions (e.g., coordinated traffic signal timing).
- TP Policy 6.4** Manage roadway access to support mobility and safety. To meet adopted access spacing standards, or where necessary to alleviate safety or traffic operations concerns, require consolidated and joint access as part of development.

POLICY CONNECTIONS

The **Land Use Element** identifies policies and strategies to accommodate the future growth of Walla Walla.

The **Capital Facilities and Utilities Element** demonstrate how future land uses will be served by public services and infrastructure.

The **Economic Development Element** looks at the future economic growth of Walla Walla and establishes policies to support job creation within the community.

TRANSLATING POLICY INTO ACTION

This section makes connections between other city plans, programs, and actions and the policy direction of this element.

| Implementation Action | Timeline | Responsibility |
|--|------------------|--|
| 6-year Transportation Improvement Plan (TIP) | Annually updated | Engineering Division |
| 6-year Capital Facilities Plan (CFP) | Annually updated | All City Departments |
| Development Regulation Update | 1 year | Development Services Engineering Division |

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INTRODUCTION

Capital facilities and utilities include systems owned by the City as well as those owned by other governmental agencies (such as the School District) and by private companies. City-owned facilities include: drinking water, wastewater, stormwater, solid waste, parks and recreation, fire and EMS, police, and libraries. Non-City owned facilities and utilities include public schools, electricity, natural gas, and telecommunications.

The purpose of this Element is to ensure that Walla Walla will have adequate facilities and utilities to serve future growth. Policies also address issues of sustainability, urban design, and facility siting.

This Element includes information about current capital facilities and utilities, where to find detailed system plans with inventories, projected future needs, Level of Service standards, and goals and policies.

TODAY AND TOMORROW

This section contains information on Walla Walla's facilities and public services today and future facility needs.

Exhibit 58. Projected Population for the City of Walla Walla

| Year | Walla Walla Population |
|------|------------------------|
| 2017 | 33,840 |
| 2024 | 35,547 |
| 2038 | 39,530 |

Source: Walla Walla County and
BERK Consulting, 2018

POPULATION PROJECTION

Understanding future needs for capital facilities and utilities requires estimating future population growth. Walla Walla is using population projections proposed by Walla Walla County for 2038. The intermediate figure for 2024 represents a six year portion of this growth as shown at left.

These population projections are then compared against the projected future needs and Level of Service standard for each facility type where there is an up-to-date system plan available, as explained for each system below.

CITY-OWNED SERVICES

The City of Walla Walla provides infrastructure for drinking water, wastewater, stormwater, solid waste, fire and EMS, police, roads, parks and recreation, the library, and municipal services. (Roads are covered under the **Transportation Element**.)

Many city-owned capital facility systems are governed by a dedicated functional plan, including water, wastewater, and stormwater. These plans contain detailed inventories of existing facilities and infrastructure, as well as descriptions of planned improvements. In addition, the Walla Walla 2017-2022 Capital Facilities Plan contains detailed inventories of City-owned facilities for each system, along with projected future needs, planned improvements, and financing sources.

A summary of major City facilities and their functional plans is provided on the following page.

Exhibit 59. City-Owned Services, Facilities, and Functional Plans

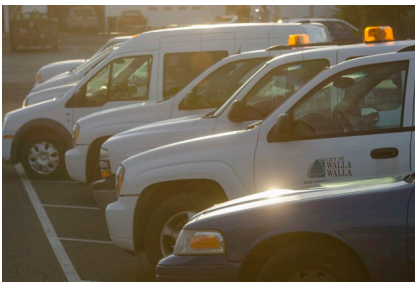
| Service | Facilities | Functional Plan |
|-----------------------------|---|---|
| Water | Infrastructure for providing drinking water. | Water System Plan (2013); update scheduled for 2018 |
| Wastewater | Wastewater treatment plant, facilities to convey wastewater. | Wastewater Master Plan (2015) |
| Stormwater | Infrastructure to convey stormwater. | Comprehensive Stormwater Management Plan (2015) |
| Solid Waste | Facilities to collect and dispose of residential and other solid waste. | Sudbury Regional Landfill Master Plan (2016) Walla Walla County Solid Waste and Moderate Risk Waste Management Plan (2014) |
| Fire and EMS | Fire stations and emergency service facilities. | N/A |
| Police | Headquarters building. | N/A |
| Parks and Recreation | Parks, trails, recreation facilities. | Parks Plan slated for adoption in 2018 |
| Library | Library Building. | Library Expansion Master Plan |
| Municipal Services | City Hall, City Service Center. | N/A |

Source: City of Walla Walla, 2018

Water

The City of Walla Walla operates a Group A community water system, providing service to approximately 33,000 residents via 10,500 connections. The City's Mill Creek surface water supply is classified as an unfiltered supply and currently utilizes ozone for primary disinfection and chlorination to maintain distribution system residual disinfection. The Mill Creek Water Treatment Plant has a capacity of 24 million gallons per day and produces roughly four billion gallons of water per year. The City is currently upgrading the Water Treatment Plant, which will increase its efficiency.

The City's Comprehensive Water System Plan Update was prepared by HDR Engineering and adopted by the City Council in 2013. It develops the framework for the City's water service through 2032 and capital improvement plan to 2018. The City's water facilities include water storage, water treatment, pump stations, and distribution system, and are listed in the Water System Plan Update and in the 2017–2022 Capital Facilities Plan.



City of Walla Walla Vehicle Fleet

Of the 191 miles of water mains in the distribution system, 91 are considered to be facing failure due to age, condition, and material type. Forty-three of these miles are eligible for the City's Infrastructure Repair and Replacement Plan (IRRP), established by the City Council and funded by a six-year utility rate increase in the 2017–2022 Capital Facilities Plan. Between 2010 and 2016, 6.5 miles of water mains have been replaced through this program.

The City began the Aquifer Storage and Recovery (ASR) Plan in the 1990s and received a permit from Department of Ecology in 2016 to draw, treat, and store water during times of surplus. This water is used when surface water is unavailable. The City operates two ASR wells, which help to meet water demand by providing a consistent supply of water year-round.

Future Needs

The Water System Plan includes a summary of past water use and projections for future water demand. Future projections were based on population projections and accounted for intertie agreements, water losses, increased demand from the penitentiary expansion, and a reduction in demand from the water conservation program.

Population projections in the Water System Plan were based on April 2010 Census data and an estimate of 1.0 percent compound population growth rate, based on a 2011 population estimate of 33,649. The Plan showed a slight reduction in water demand through 2031 because of relatively low population growth and a significant reduction in system losses resulting from the City's pipeline renewal and replacement program. This program is funded through 2022 and will continue to reduce systemic water losses.

Exhibit 60. Forecast Water Use (With Conservation), Million Gallons per Day

| Service | 2011 | 2017 | 2031 | 2061 |
|----------------------|--------|--------|--------|--------|
| Population | 33,649 | 35,719 | 41,058 | 55,340 |
| Average Daily Demand | 13.21 | 13.0 | 12.7 | 15.83 |
| Maximum Daily Demand | 21.03 | 20.5 | 19.9 | 26.67 |

Source: City of Walla Walla Comprehensive Water System Plan Update Final Report

The Plan lists the capacity of the Water Treatment Plan in equivalent residential units (ERUs), with a capacity of 41,275 ERUs (for 24 million gallons per day), corresponding to year 2045 estimated demand based on the Plan's demand forecast analysis.

The Water System Plan Update was based on a slightly higher rate of growth than the Comprehensive Plan, showing more people in 2031 than the Comprehensive Plan projects for 2038 (41,058 compared to 39,530). Thus, the 2031 water demand projections account for a higher population than is currently projected for 2038.

Funding for water projects for the next six years is shown in the 2017–2022 Capital Facilities Plan. The majority of the funding comes from grants, loans, or private contributions, but some money comes from the Water Fund.

Wastewater

The City adopted a General Sewer Plan Update in April of 2015, prepared by J-U-B Engineers.

The City of Walla Walla owns an advanced secondary domestic wastewater treatment plant, which provides Class A effluent. The facility is permitted by the Washington Department of Ecology. A 1927 court-ordered water rights agreement obligates Walla Walla to provide reclaimed water to two irrigation districts, Gose and Blalock.

Sewage generated in the City is collected and transported to the treatment plant via gravity service laterals, collection sewers, lift stations, force mains, and pump stations. The system contains approximately 144 miles of sewer mains and 2,700 manholes. City wastewater facilities are listed in the General Sewer Plan Update and in the 2017–2022 Capital Facilities Plan.

The City has determined that approximately 20.5 miles of the sewer collection system is in need of major repairs or replacement. In 2010, the City initiated an Infrastructure Repair and Replacement Program (IRRP) sewer rate increase to replace the sewer system in areas that also have failing water, stormwater, and roadway facilities. By the end of 2016, approximately 5.6 miles of sewer mains had been replaced.

In December 2015, City Council adopted a 6-year utility rate increase to support on-going repair and replacement of wastewater facilities.



**Water Treatment Plant LT2
Upgrade Construction**

Future Needs

The 2015 General Sewer Plan Update found that the Wastewater Treatment Plant has adequate capacity for the 20-year planning horizon, but there is a need for renewal and replacement of equipment that is nearing the end of its useful life. An upgrade to the Cottonwood Sewer Pump Station may increase capacity. Similarly, the Plan states that the wastewater collection system has relatively few capacity issues, but renewal and replacement is needed.

Near-term and long-term planning is ongoing for both the capacity and replacement needs of the wastewater system. The wastewater system is funded primarily by the Wastewater Fund, although it receives some money from grants, loans, and private contributions. The 2017-2022 Capital Facilities Plan shows funding for the Wastewater Utility over the next six years.

Stormwater

Stormwater infrastructure includes storm drains, inlets, pipes, and other structures to collect, move, treat, and dispose of rainfall and snowmelt. The city designs and maintains its stormwater facilities to prevent flooding and to protect water quality. A Comprehensive Stormwater Management Plan was prepared for the City by URS in July of 2015.

The City's Municipal Separate Storm Sewer System (MS4) serves a population of approximately 33,000 people within approximately 13.2 square miles (650 impervious acres).

The system consists of approximately 800 manholes, 2,400 catch basins, 400 drywells, 50 stormwater management facilities, 50 miles of storm pipe, 36 miles of open conveyance channels, 200 outfalls, and 300 culverts. A full list of stormwater facilities is included in the 2017-2022 Capital Facilities Plan.

At this time the City has no plans to construct additional stormwater facilities. Stormwater management for new development is addressed on a site by site basis. New regulations require onsite stormwater management whenever possible. The Stormwater Management Plan addresses service standards for future development.

The 2017-2022 Capital Facilities Plan identifies funding for on-going maintenance, operations, and compliance with regulatory requirements for the next six years. Funding for stormwater service comes from the Stormwater Fund or the City's General Fund.

Solid Waste

The 2014 Walla Walla County Solid Waste and Moderate Risk Waste Management Plan guides long-term solid waste and moderate risk waste management in the region.

Refuse from Walla Walla County is primarily disposed at the City-owned Sudbury Regional Landfill, with a smaller amount (22% in 2011) at the Finley Buttes Landfill in Oregon. In 2011, over 24,000 tons of residential waste from Walla Walla County was disposed. The City has a Sanitation Division with 12 vehicles to collect waste. The City contracts with Basin Disposal for curbside recycling.

A Master Plan for the Sudbury Regional Landfill was created in 2016. The Landfill is owned and operated by the City of Walla Walla and receives approximately 50,000 tons of waste per year.

Future Needs

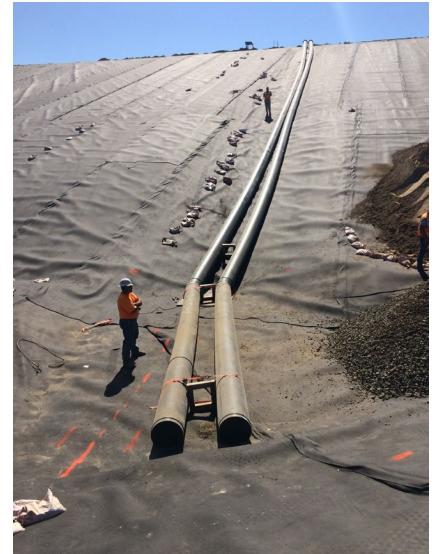
The Solid Waste Management Plan projects waste generation for the period 2013–2033, based on Washington Office of Financial Management population projections, past per capita disposal amounts, and projected recycling and diversion rates. The Plan projects approximately 107,000 tons/year of disposed waste and recycling in the year 2033.

According to an evaluation in 2014, the landfill has potential capacity to last at least another 200 years. Funding for the Solid Waste utility for the next six years is shown in the 2017-2022 Capital Facilities Plan. Landfill funds are the primary source of funding.

Fire and Emergency Medical Services (EMS)

The Walla Walla Fire Department (WWFD) endeavors to minimize the loss of life and property, pain and suffering by residents of the City of Walla Walla and surrounding areas as a result of accidents or natural disaster.

The Department operates two fire stations with a full-time staff of 47 employees, many of whom are cross trained as firefighters and paramedics. This is currently an effective level of service of 1.4 responders per 1,000 population. WWFD provides fire suppression, EMS response, training, public education, prevention, inspection, and a Technical Response Team (TRT) which provides specific types of rescues and responses. WWFD services EMS and TRT calls throughout Walla Walla County, with a total coverage area of approximately 1,200 square miles.



Construction of the New Cell at Sudbury Landfill



***WWFD Fire Station No. 1 (top) and
Fire Station No. 2 (bottom)***

Walla Walla has two fire stations: Fire Station No. 1 is located at 200 S 12th Avenue, and Fire Station No. 2 is located at 170 N Wilbur Street. The Department also has a drill and training facility at 300 Cayuse Street. WWFD operates several pieces of specialized equipment, including engine trucks and ambulances. A full list of WWFD facilities is included in the 2017-2022 Capital Facilities Plan.

Future Needs

Today, WWFD is capable of responding within the city to 90% of all reported emergencies (fire and EMS) within six minutes, a response capability which meets the National Fire Protection Association Standard 1710. This is not a formally adopted level of service. At the current effective level of service an additional eight responders would be needed to serve growth by 2038.

Population growth through annexation of the Urban Growth Area (UGA) south of the city may require new facilities to ensure response capabilities are maintained. The 2017-2022 Capital Facilities Plan identifies a new fire station in the south. Future road connections, such as the Myra Road extension or Wilbur Avenue connection, could also improve response times to the south.

The 2017–2022 Capital Facilities Plan identifies a number of repair, rehabilitation, and maintenance projects for fire and EMS facilities in addition to the new fire station. These will be funded through the General Fund and through bonds.

Police

The Walla Walla Police Department (WWPD) maintains the quality of life in the community by providing a safe environment for residents, through responding to calls for service, community policing, and other community-based efforts.

WWPD has a Headquarters building at 54 East Moore Street, built in 2012, and a Police Evidence Storage Building north of the City Service Center. A full list of WWPD facilities is included in the City's 2017–2022 Capital Facilities Plan. There are currently 46 commissioned officers and 11 civilian employees.

Walla Walla Emergency Services Communications (WESCOMM) provides emergency services communications in Walla Walla County. WWPD operates Enhanced 911 center for all law enforcement, fire, and ambulance services in Walla Walla County, except Rural Fire District 5. WESCOMM has 17 employees.



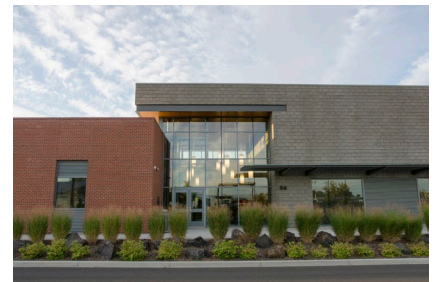
Police Officer at National Night Out

Future Needs

Calls for service to the WWPD fluctuated between 2010 and 2015, ranging from a low of 18,537 in 2011 to a high of 20,911 in 2015. During this period calls for service averaged about 610 calls per 1,000 people. As population grows, the number of calls will grow. If calls continue at about the average per capita rate, WWPD can expect more than 1,040 additional calls per year by 2024 and 3,470 additional calls per year in 2038. At present, 46 commissioned officers serve the City of Walla Walla. To maintain the current level of service, approximately eight new commissioned officers will be needed by 2038.

The WWPD Headquarters building was designed for 54 officers and 42 civilian staff. This should provide adequate space for future needs to 2038. However, as city limits expand, there may be a need for additional facilities to provide more efficient and timely service. The 2017-2022 Capital Facilities Plan anticipates the development of a satellite police station in conjunction with a south side fire station. This station would not have full-time staffing, but would provide a space for officers working in that area. This is anticipated to be paid for with General Funds and bonds.

The 2017–2022 Capital Facilities Plan also includes funding to support WESCOMM operations, including maintenance and repair, new equipment, and a new dispatch center. Funding for these facilities is a shared WESCOMM expense.



Walla Walla Police Department

Parks and Recreation

Walla Walla has three categories of city parks: community parks, neighborhood parks, and mini-parks. Community parks are largest, with a desirable size of 25 acres and a service area radius of two miles. Neighborhood parks have a desirable size of 5-10 acres and a service area radius of a half-mile. Mini-parks are typically one acre or less and have a service area radius of under one quarter mile. The City also owns other park facilities, trails, and recreational facilities. This includes the Carnegie Center, an 8,000 square foot building at 109 South Palouse Street used for recreation classes, and the Senior Center, a 15,000 square foot space at 720 Sprague Avenue serving as a social place for seniors.

An inventory of current park and recreation facilities and planned projects is included in the 2017–2022 Capital Facilities Plan and shown in the table below. Funding for the projects over the next six years comes primarily from



*Veterans Memorial Pool (top),
Mountain View Cemetery (middle),
and Pioneer Park (bottom)*

the General Fund, although other sources of funding include donations, loans, bonds, grants, and local funds. In addition, the City of Walla Walla is in the process of developing a comprehensive park and recreation plan.

Exhibit 61. Inventory of Parks Facilities

| Park Name | Acres |
|---|--------------|
| Community Parks | |
| Borleske Stadium/Veterans Memorial Pool | 12 |
| Fort Walla Walla Park | 205 |
| Mill Creek Sportsplex | 50 |
| Pioneer Park | 58 |
| Subtotal | 325 |
| Neighborhood Parks | |
| Eastgate Lions Park | 12 |
| Howard-Tietan Park | 19 |
| Jefferson Park | 9 |
| Menlo Park | 7 |
| Vista Terrace Park | 7 |
| Washington Park | 12 |
| Wildwood Park | 6 |
| Subtotal | 72 |
| Mini-Parks | |
| Crawford Park | 1.2 |
| Heritage Square | .7 |
| Volunteer Park | .1 |
| Xeriscape Park | .2 |
| Subtotal | 2.2 |
| Other City Park Facilities | |
| Mountain View Cemetery | 65 |
| Veterans Memorial Golf Course | 135 |
| Subtotal | 200 |
| TOTAL | 599.2 |
| ADJUSTED TOTAL (excludes Other Facilities) | 399.2 |

Source: City of Walla Walla Capital Facilities Plan, 2016

Future Needs

With approximately 399 acres of parks for 33,840 people, the effective level of service for parks is currently 11.8 acres of parks per 1,000 people. If that same level of service is to be maintained, the projected demand for additional park space would be a total of about 20 acres in 2024. The projected demand for park space in 2038 would be approximately 67 acres.

Municipal Services

Walla Walla's City Hall is located at 15 North Third Avenue, and houses several government offices, including City Manager's office, City Council Chambers, City Attorney's office, Human Resources, Support Services, and Finance. It has 22,170 square feet of general office space that houses 36 employees. The Walla Walla Service Center is located at 55 East Moore Street on an 8.7-acre site with seven buildings that total about 106,680 square feet. The Service Center is used by 85 full-time employees from Parks and Recreation, Public Works, and Development Services.

Future Needs

General municipal service space is currently provided at a rate of approximately 3,800 square feet per 1,000 population. To maintain this level of service, Walla Walla would require approximately 6,500 square feet of new government office space by 2024 and approximately 21,600 square feet of new government office space by 2040.

However, the current level of service is very high standard. Washington State Space Use Standards¹ recommend a minimum standard for general office space of 215 square feet per person. At this minimum standard, the existing municipal service spaces could serve approximately 600 employees, far greater than the approximately 120 employees who currently work in the municipal service buildings. Remodeling or reprogramming existing spaces for more efficiency could eliminate the need for new space in 2024 and 2040.

The City has planned for several upgrades, repairs, and rehabilitation projects for municipal facilities over the next six years, as shown in the 2017–2022 Capital Facilities Plan. The source of these funds comes primarily from the General Fund, but the use of some grants, bonds, and loans is planned.



City Hall (top) and the Service Center (bottom)

¹ Office of Financial Management, 2015. "Building a Modern Work Environment: Washington Space Use Standards: Space Use Recommendations Report."



Walla Walla Public Library



Public Library

The Walla Walla Public Library serves Walla Walla residents with lifelong learning and community information. The library is located at 238 East Alder Street and includes 19,067 square feet of space. The level of service today is approximately 560 square feet per 1,000 population. The library served an average of 771 people per day in 2016.

A Library Expansion Master Plan was completed in 2004, which included three phases. The first phase was completed with an expansion in 2006. At the current level of service approximately 960 square feet of new library facilities will be needed by 2024 and 3,190 square feet by 2040. Additional future improvements in the Master Plan would increase the library size from 19,000 to 33,000 square feet.

The 2017–2022 Capital Facilities Plan shows the potential for a library reading room expansion in 2021. This would be funded through a variety of sources, including donations, grants, general funds, bonds, or loans.

Summary of Projected Demand for City-Provided Services

Exhibit 62. Demand and Level of Service

| Facility Type | Future Needs and Adopted Level of Service |
|-----------------------------|--|
| Water | The City must provide sufficient supply to meet the projected Average Daily Water Demand and Maximum Daily Demand. The Comprehensive Water System Plan estimates its current capacity of 24 MGD is enough to serve a population of 41,058. This exceeds the growth projection of 39,530 in 2038. |
| Wastewater | The Comprehensive Sewer Plan estimates there is adequate capacity within the system until at least 2035. |
| Stormwater | Future needs addressed on a site by site basis for new development. |
| Solid Waste | Per landfill study, sufficient capacity to meet disposal needs for 200 years. |
| Fire and EMS | Approximately 8 new responders would be needed by 2038. Additional facilities are already being planned for the south area of the City in the 2017-2022 Capital Facilities Plan. |
| Police | Approximately 8 new officers would be needed by 2038. The current facilities are adequate to meet this increased need. |
| Parks and Recreation | Approximately 67 acres of new parks would be needed by 2038. Additional details about the type of facilities and locations will be determined through a Parks, Recreation, and Open Space Plan. |
| Public Library | The Library Expansion Master Plan includes expansion of the library to 33,000 square feet. This should meet future needs for library service in 2038 and beyond. |
| Municipal Services | Facilities are adequate but may require remodeling, reprogramming, or upgrades. |

Source: City of Walla Walla, 2018

NON-CITY OWNED SERVICES

There are several utilities and capital facilities that are not owned by the City, including schools, electricity, natural gas, telecommunications, and other services.

Schools are provided by Walla Walla Public Schools, while electricity, natural gas, and telecommunications are provided by private companies.

The Washington Utilities and Transportation Commission (WUTC) oversees privately-owned utilities that offer service to the public in the State of Washington. Electric, gas and wireline telecommunications companies are among the eight industries regulated by WUTC. Companies under the jurisdiction of the WUTC are required to provide service upon demand. Cellular phone companies and internet service providers are not regulated by the WUTC. Cellular phone service is regulated by the Federal Communications Commission.

Schools

The Walla Walla School District includes nearly 6,000 students, educated at two high schools, two middle schools, and six elementary schools. In the 2016–17 school year the District employed a total of 821 staff.

As of August 2017, Walla Walla Public Schools is in the process of developing a long-range **Facilities Improvement Plan**, overseen by a Community Facilities Task Force. Enrollment projections have not been made for a 20-year time horizon as of this point.

Electricity

Pacific Power, headquartered in Portland, Oregon, provides electric service to the City of Walla Walla and a majority of its Urban Growth Area. Pacific Power also obtains energy from a hydroelectric generation plant that is owned and operated by the City of Walla Walla. Pacific Power conducts annual studies of substation capacities to ensure that capacity exists to accommodate growth in demand.

Columbia Rural Electric Association distributes power purchased from the Bonneville Power Administration to serve its customers in the City of Walla Walla and Walla Walla UGA.

Natural Gas

Cascade Natural Gas Company is the sole natural gas provider for the City of Walla Walla and Walla Walla UGA. The company can efficiently serve its approximately 11,000 customers with existing facilities and anticipates being able to accommodate the projected population with existing facilities and pipeline extensions. Offices are located at 324 Rose Street in the City of Walla Walla.

Telecommunications

Telecommunications services include phone (land line and cellular), cable television, and internet. A variety of private companies compete for business within the Walla Walla market. The capital facilities and expansion plans of these businesses tend to be private. At this time, however, there are no current or expected future gaps in telecommunications service within Walla Walla city limits or UGA.

State and Regional Facilities

Other community facilities include hospital and medical, higher education, the Washington State Penitentiary, and the Walla Walla Regional Airport. Long range planning for these facilities is often done in consultation with the City of Walla Walla. However, these facilities serve state and/or regional needs that go beyond an assessment of local growth.

CHALLENGES AND OPPORTUNITIES

Aging Infrastructure

Walla Walla is facing failure of three infrastructure systems: water, sewer, and streets. The City has 115 miles of failing facilities, and there are 40 miles where all three are failing in the same stretch of road. To address this issue, the City Council established the Infrastructure Repair and Replacement Plan (IRRP) in 2010, funded by a six-year utility rate increase. The first revenue bond covered the six-year period 2010 through 2015. The IRRP generates approximately \$5.1M per year in revenue, which translates to approximately 1.3 linear miles of infrastructure (water, sewer, street) replaced per year in 2016 dollars.

Mill Creek poses a challenge for the future related to aging infrastructure (75-year old engineered flood channel) and maintaining flood control functions. The Mill Creek channel also poses an unique opportunity for the community to address the flood control functions of the channel but also create a more naturalized stream corridor that addresses fish passage.

Accommodating Future Demand

The City is projecting moderate population growth over the next twenty years, with 5,690 new people expected within the City by 2038. There are two ways to address demand: adding capacity or managing demand. Capacity can be added by increasing the number of facilities or services provided, for example by increasing capacity of a water treatment plant or extending or enlarging water mains to increase service. Demand can be managed by reducing consumption or a service or use of a facility, for example by programs that improve water conservation. As Walla Walla grows it will likely meet future needs by taking both types of actions for some types of facilities. Ultimately, successful demand management may reduce levels of service. For example water conservation could reduce the average daily demand for water despite population growth.

Maintaining Community Character

As population growth necessitates the expansion of capital facilities and utility service, there is an increased need for utility boxes, cell towers, substations, and other facilities. The challenge with such facilities is to ensure that they are located in the places necessary to provide adequate service, but in such a way that they will not detract from community character. With good locational criteria and design guidelines, utilities and capital facilities can be integrated into the city in a way that supports community character.

WALLA WALLA'S PLAN

Access to high-quality utilities and capital facilities, from drinking water to parks to law enforcement, is essential to the health and well-being of Walla Walla residents. The City is committed to maintaining this access as our community grows. We will also ensure that facilities are located to provide safe and equitable access while preserving community character. And we will keep plans, regulations, and facilities up to date to meet changing technology and shifting community needs. We will accomplish these goals through coordination with other public agencies and private companies, and with a focus on fiscal sustainability.

The following goals and policies guide how the City plans for, provides, and regulates capital facilities and utilities to maintain these values.

MAPS

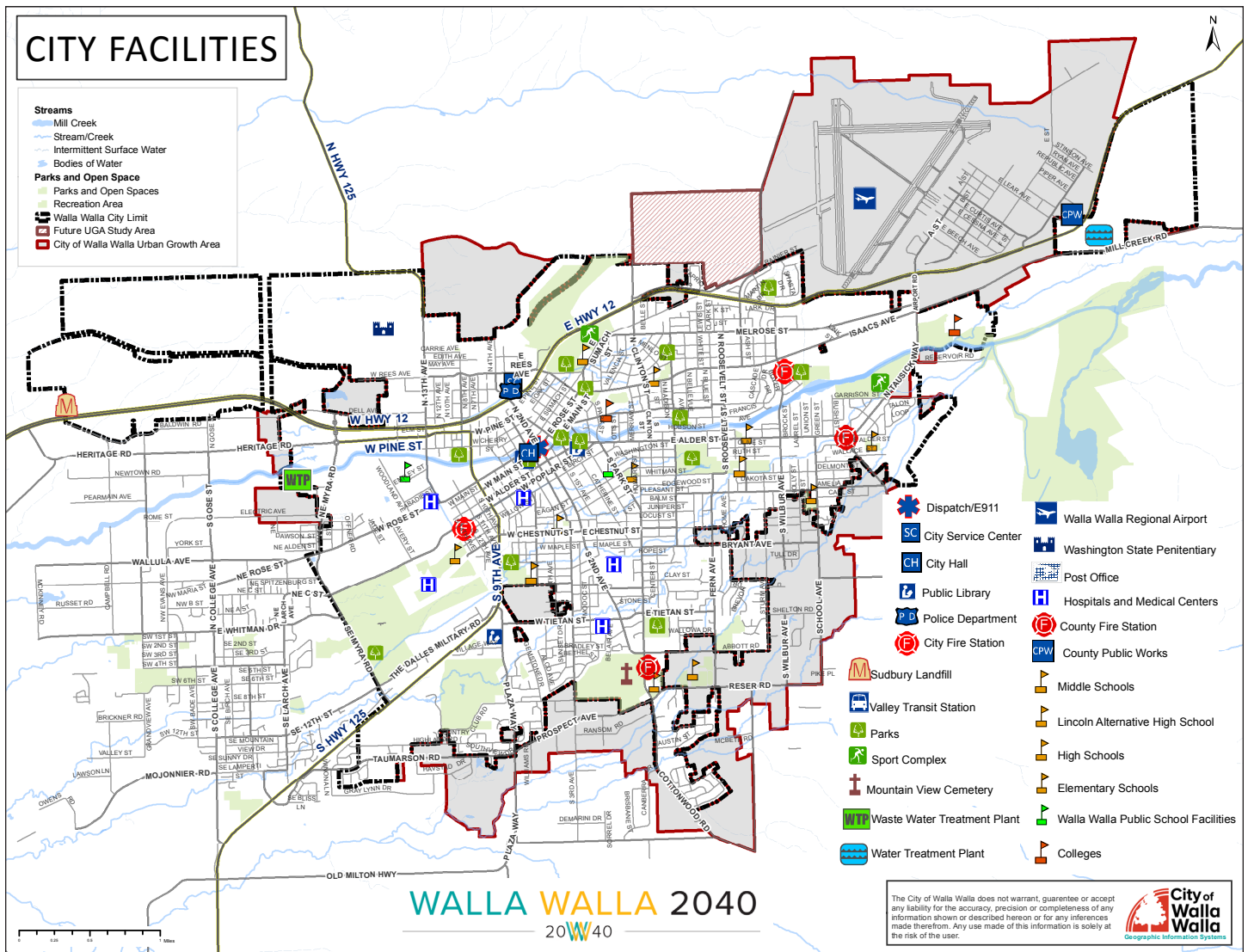


Exhibit 63. Municipal and Other Public Facilities

Source: City of Walla Walla, 2018

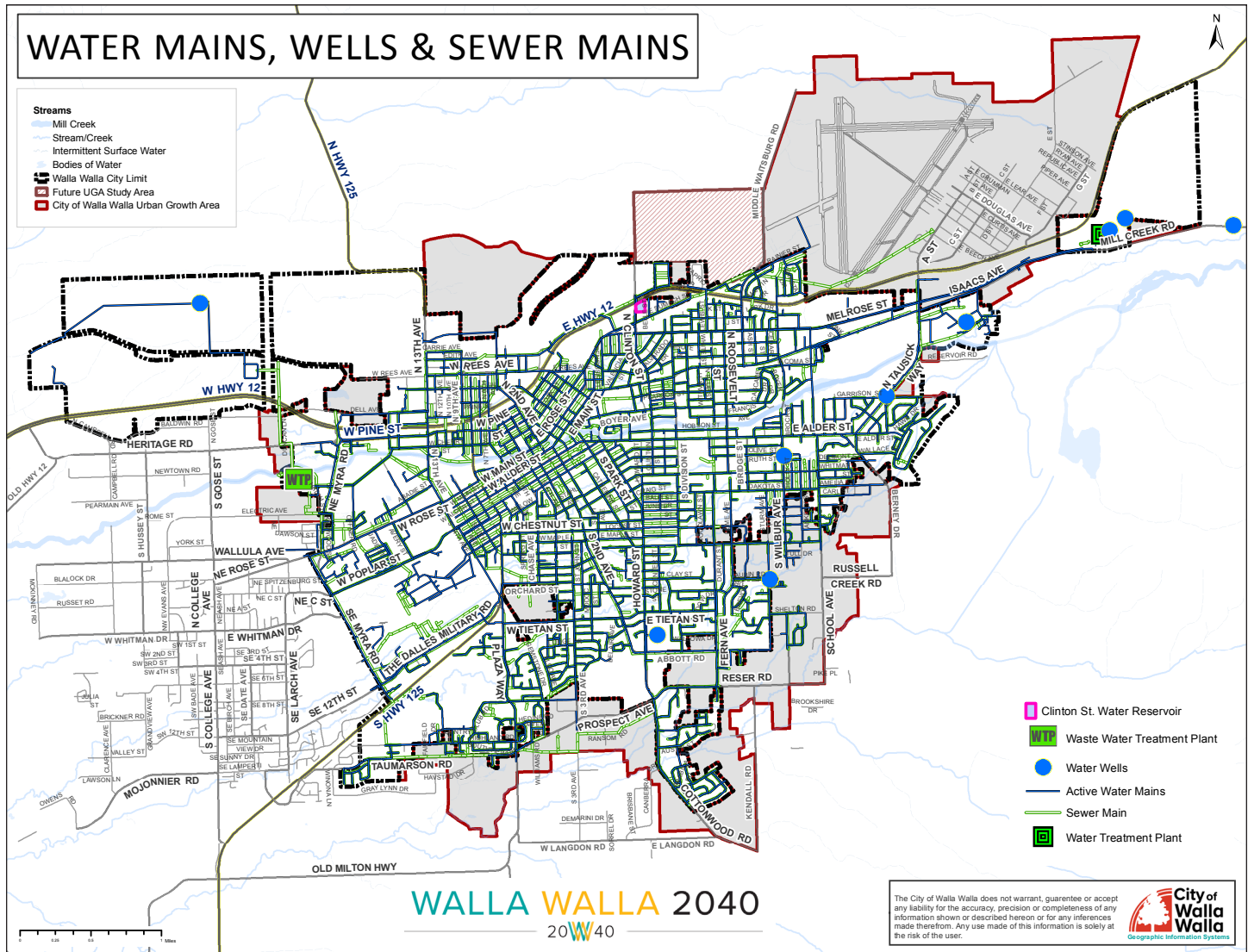


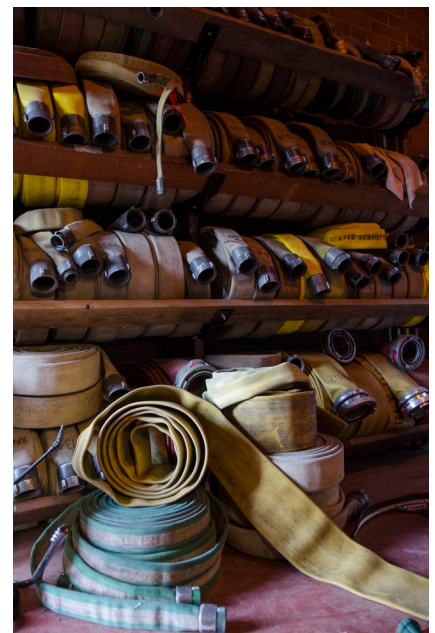
Exhibit 64. Water Mains, Wells, and Sewer Mains

Source: City of Walla Walla, 2018

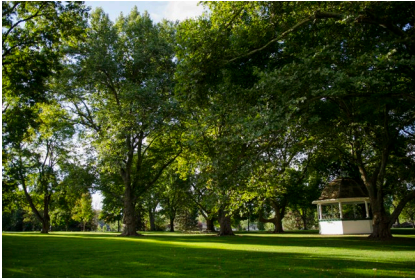
GOALS AND POLICIES

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 1.1** Maintain updated plans for the provision of public utility services.
- CFU Policy 1.2** Monitor all public or private water systems; regularly maintain public systems.
- CFU Policy 1.3** Ensure that the City's wireless communication facilities ordinance is updated to account for new technology so it remains consistent with the community's vision and needs.
- CFU Policy 1.4** Ensure that telecommunications services are provided at a level that enables residents and businesses to compete in the global marketplace while minimizing negative impacts on the aesthetic character of the community.
- CFU Policy 1.5** Close public facilities, such as landfills, that are no longer needed in the community, and rehabilitate the land for reuse.
- CFU Policy 1.6** Recognize the Walla Walla Regional Airport as an Essential Public Facility and comply with state and federal regulations that place limitations on land development within the influence area of the airport.
- CFU Policy 1.7** Reassess the Land Use element if the City cannot provide funding to maintain adopted levels of service for public facilities and utilities that it manages.



Walla Walla Fire Department

*Pioneer Park***CAPITAL FACILITIES AND UTILITIES GOAL 2** Capital facilities and utilities are located in such a way as to provide safe and efficient service to all residents.

CFU Policy 2.1 Ensure that City-provided community facilities and services are appropriate for the size and composition of the population they serve.

CFU Policy 2.2 Provide utility services to areas of the city and UGA based on the following criteria:

- » New subdivisions must connect to utilities
- » Proposed new residences within 300 feet of a sewer main must connect to the sewer.
- » A proposed residence must connect to the public water system if the lot does not currently have an approved well. Any new well proposed must follow the Walla Walla Municipal Code.
- » Property within the UGA shall annex prior to receiving city utilities.

CFU Policy 2.3 Design and distribute public facilities and services, including streets and utilities, to ensure equitable supply and access to all segments of the population.

CFU Policy 2.4 When siting new housing, take into consideration accessibility to community facilities and services, including schools, recreational facilities and areas, and parks, particularly for lower- and moderate-income families and individuals.

CFU Policy 2.5 Situate emergency service facilities to maximize ease of access and minimize response time.

CFU Policy 2.6 Require underground installation of new utility services and, when economically feasible, encourage conversion of existing overhead system to underground systems.

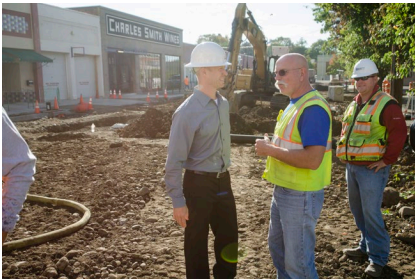
CFU Policy 2.7 Ensure that facilities and infrastructure are designed and located with consideration of their impacts on community character.

CAPITAL FACILITIES AND UTILITIES GOAL 3 The provision of capital facilities and utilities is coordinated through collaboration with neighboring governments and private providers.

- CFU Policy 3.1** Protect the City's surface water supply in the Umatilla National Forest from the impact of wildfires through coordinated planning with the US Forest Service.
- CFU Policy 3.2** Work with State and regional partners to ensure a safe and sufficient supply of potable water is provided to residents, keeping demand in balance with natural supply and growth.
- CFU Policy 3.3** Cooperate and coordinate with private utility providers to ensure sufficient and uninterrupted service to residents as growth occurs.
- CFU Policy 3.4** Cooperate and coordinate with the County on implementation of the Walla Walla Comprehensive Stormwater Plan to protect public and private properties in the UGA from flooding and from polluting fish-bearing streams.
- CFU Policy 3.5** Coordinate and collaborate with public agencies to site essential public facilities and to ensure their impacts on adjacent uses at proposed or alternative locations have been anticipated.
- CFU Policy 3.6** Encourage coordination among utility providers as they undertake improvement projects to minimize impacts of utility infrastructure on the community.

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 4.1** Support recycling of municipal and household waste as part of the City's commitment to sustainability.
- 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.
- CFU Policy 4.3** Support energy efficiency by encouraging the use of energy efficient building designs and land use.

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.

**Construction on South
Spokane Street**

- CFU Policy 5.1** Plan for rehabilitation of the City's utility infrastructure to ensure safe, reliable, and efficient service.
- CFU Policy 5.2** Encourage and pursue, whenever feasible, opportunities to share facilities and costs with different public or private agencies/entities.
- CFU Policy 5.3** Anticipate and control demand for services to ensure that the City can maintain an appropriate level of service within its financial resources while serving new growth.

POLICY CONNECTIONS

Capital facilities and utilities must be planned to accommodate future growth, with adequate financing available. The **Land Use Element** includes policies and information about projected growth.

The **Environment and Natural Resources Element** addresses conservation of natural resources.

The **Community Character Element** includes policies to preserve community character.

TRANSLATING POLICY INTO ACTION

The Capital Facilities and Utilities Element is implemented by the City through capital investments, day-to-day operations, adjustments to City code, and partnering with other jurisdictions and private providers.

| Implementation Action | Timeline | Responsibility |
|---|---|----------------------------|
| Capital Facilities Plan Provides a list and schedule of capital expenditures for City facilities. Funding sources include local funds and State and federal grants. | Updated annually | Finance |
| Water System Plan | Updated every 6-10 years | Public Works |
| Wastewater Plan | Updated every 6-10 years | Public Works |
| Stormwater Plan | Updated every 10 years | Public Works |
| Solid Waste Plan | Updated approximately every 6 years | Public Works |
| Landfill Master Plan | Updated approximately every 10 years | Public Works |
| Parks and Recreation Plan | Due to be completed in 2018 | Parks and Recreation |
| Walla Walla Public Schools Facilities Plan | Due to be completed in 2018 | Walla Walla Public Schools |
| Stormwater Code Updates | Updated in 2017 | |
| Mill Creek Corridor Plan Work with partner agencies on a General Investigative Study (GIS) for the Mill Creek Corridor. | 2–5 years (dependent on the ACOE funding for a GIS) | Multiple |

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