

## TABLE OF CONTENTS

I.	INTRODUCTION .....	3
II.	HISTORIC PRESERVATION ELEMENT .....	10
III.	HOUSING ELEMENT .....	22
IV.	LAND USE ELEMENT .....	43
V.	TRANSPORTATION ELEMENT .....	60
VI.	UTILITIES ELEMENT .....	75
VII.	CAPITAL FACILITIES ELEMENT.....	81
VIII.	SHORELINE ELEMENT.....	110
IX.	ANNEXATION ELEMENT .....	115

## LIST OF TABLES

Table III-1	City of Waitsburg Housing Inventory.....	24
Table III-2	2018 Affordability Estimates .....	28
Table III-3	Average Home Sale Price .....	29
Table III-4	Home Ownership Affordability .....	30
Table III-5	2018 Average Monthly Rent.....	31
Table III-6	City of Waitsburg & Walla Walla Co. Historical Population Growth ...	32
Table III-7	City of Waitsburg and Walla Walla County Population Estimate.....	33
Table III-8	City of Waitsburg Household Type .....	34
Table III-9	City of Waitsburg Population and Household Size .....	35
Table III-10	2015 State Defined Income Groups.....	35
Table III-11	Home Construction Sale Price Ranges .....	40
Table V-1	Average Daily Traffic (ADT) Counts.....	62
Table V-1a	Level of Service Reference.....	62
Table V-2	Existing Functional Classifications.....	65
Table V-3	State-Owned Transportation Facilities .....	66
Table V-4	Traffic Volumes and Levels of Service .....	66
Table V-5	Transportation Improvement and Maintenance Projects (2018-2037) ...	68

Table V-6	20-Year Transportation Financial Analysis (2018-2037) .....	71
Table VII-1	City Hall Capital Needs and Financing .....	83
Table VII-2	Weller Library Capital Needs and Financing .....	83
Table VII-3	Fire Services Capital Needs and Financing .....	85
Table VII-4	Summary of Alternatives for Handling Reservoir Overflow.....	88
Table VII-5	Priorities for Improvements to Existing Water System .....	92
Table VII-6	Prioritization of Water Service to the UGA.....	94
Table VII-7	Water System Capital Needs and Financing.....	95
Table VII-8	Potential Upgrade Items to City WWTP Re: Future Development.....	96
Table VII-9	Sewer System Capital Needs and Financing .....	97
Table VII-10	Fairgrounds Capital Needs and Financing.....	99
Table VII-11	Park and Pool Capital Needs and Financing.....	101
Table VII-12	Cemetery Capital Needs and Financing.....	101
Table VII-13	City Shop Capital Needs and Financing.....	101
Table VII-14	School District Capital Needs and Financing .....	103
Table VII-15	Flood Mitigation Capital Needs and Financing.....	104
Table VII-16	Six-Year Capital Improvements Program.....	104
Table VII-17	20-Year Capital Improvements Program .....	105

## **APPENDICES**

Appendix A.	Definitions.....	119
Appendix B.	Amendments and Review .....	124
Appendix C.	Additional Funding Sources for Capital Improvement Projects.....	126

## **INTRODUCTION**

- E.  Guide urban growth to areas where urban services can be adequately provided.
- Reduce urban sprawl.
- Encourage efficient multi-modal transportation systems.
- Encourage the availability of affordable housing to all economic segments of the population.
- Encourage economic development throughout the State.
- Ensure private property is not taken for public use without just compensation.
- Encourage predictable and timely permit processing.
- Maintain and enhance natural resource-based industries.
- F.  Encourage retention of open space and development of recreational opportunities.
- Protect the environment and enhance the State's quality of life.
- Encourage the participation of citizens in the planning process.**
- Ensure availability of adequate public facilities and services necessary to support development.
- G.  Identify and preserve lands and sites of historic and archaeological significance.
- Carry out the State policy for Shorelines of the State as identified in RCW 90.58.020.

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER ONE - INTRODUCTION**

The 1998 City of Waitsburg Comprehensive Plan, as revised in 2018/2019, contains policies and recommendations to direct public and private decisions affecting future growth and development in the City of Waitsburg and the adjacent Urban Growth Area. This Plan was developed by the

City in accordance with Section 36.70A.070 of the Growth Management Act (GMA). It represents the community's policy plan for growth over the next 20 years.

Because the town is interdependent with other communities, the long-term planning for the City needs to be adaptable to unexpected or rapid changes. Therefore, rather than simply prioritizing actions, this Plan assists in the management of the City by providing policies to guide decision making. The Plan includes specific elements pertaining to *Historic Preservation, Housing, Land Use, Transportation, Utilities, Capital Facilities, Shoreline and Annexation*.

Although Waitsburg has had City-wide zoning since 1947, the 1998 Plan was originally the City's first Comprehensive Plan. This revised Plan is based on the best available information at this time and is designed for a planning period of 20 years, with an annual review of the Six-year Capital Improvements Program and an overall review of the Plan every 7-10 years.

The purpose of a comprehensive plan is to translate community values into a framework for decisions on growth and community services. It expresses a long-range vision of how citizens want Waitsburg to look and function in the future. It also provides a strategy for achieving that vision.

## I. I. WHY THE CITY OF WAITSBURG IS PLANNING

**To Implement the Growth Management Act from the Local Level:** The GMA grants local governments with significant decision-making power. By joining with Walla Walla County in choosing to plan under the GMA, the City of Waitsburg has agreed to identify the concerns and goals of the community, to prioritize these goals and to plan for how these goals will be achieved. While the Act requires the City to complete several planning tasks, the outcome of the planning effort is in the hands of the City. Therefore, Waitsburg has created a comprehensive plan that establishes a clear intent and policy base that can be used to develop and interpret local regulations.

**To Maintain Local Decision-Making Power:** The City believes that being actively involved in planning will permit more local control. By clearly articulating a plan for the future of the community, the City is informed about the implication of its policy decisions, and able to express community concerns to Regional, state and Federal entities. In addition, the Growth Management Act requires that State agencies must comply with local comprehensive plans and development regulations. Therefore, the Comprehensive Plan and the implementing regulations allow the City to assert local control over certain issues with the assurance that State agencies will respect their decisions in a manner that will reinforce the desired character and identity of the City.

**To Address Changes in Community Needs and to Promote Desired Changes:** Waitsburg has always been an advocate for economic development and growth. However, the changes that come with growth can cause concern, particularly when considering the City's ability to finance needed improvements. The Comprehensive Plan consists of an evaluation of existing infrastructure capacity with current demand and a projection of capacity supply in order to direct future growth. The City can then establish appropriate policies defining clear direction for future

development to ensure that it meets the City's standards. In addition, many sources of financial assistance to local governments require that a plan that prioritizes community needs be in place in order to evaluate the benefit of funding public projects. Recognition of the types of changes that are occurring and readiness to make decisions in light of such changes will allow the City to take advantage of positive opportunities and to address the effects on the quality of life.

The Comprehensive Plan will also provide a more predictable outcome for property owners and developers in the Waitsburg community, as long-range plans developed under the Growth Management Act must conform to zoning and other regulations established by the City. Proposals that are in keeping with the Comprehensive Plan and the related development code will be approved in a shorter period since much of the review was conducted during the development of the Comprehensive Plan.

**To Further Interjurisdictional Coordination:** The County-wide Planning Policies were adopted in 1992 and provided guidance in the planning process. All of the planning elements have been integrated into a Plan that is consistent with those policies. The Planning Commission, through staff, also consulted with Walla Walla County and Columbia County to ensure coordination of interjurisdictional issues and to exchange information about various growth management issues including techniques to ensure consistency with the County-wide Planning Policies.

## II. Public Participation

### A. Public Meetings

In the initial phases of the planning update and review process, the City established a set of citizen advisory committees that consisted of interested citizens. Over time, the City Staff/Planning Commission assumed the lead role in reviewing and making recommendations for the Comprehensive Plan. All Planning Commission meetings are open to the public.

During the creation of the original Plan, the City conducted a community forum for the purposes of obtaining input from the community and developing a vision statement, which is contained in this Plan update. Three groups prioritized those things they most wanted to retain in Waitsburg and those things that they would like to see changed, and concluded with the statement of the community's vision for the future.

### B. Community Groups & Newspapers

Other methods of public information and input involved Council Member presentations to community groups, and newspaper articles in the Waitsburg Times and Walla Walla Union-Bulletin. Special interest groups and individuals or organizations with special expertise were also consulted on various portions of the Plan.

### II. C. Displays

A copy of the Land Use Map contained in this plan was displayed at City Hall for a two-week period prior to the completion of the first full draft Plan. Accompanying that was a description of each proposed land use and comment forms. This opportunity for comment was publicized through the Waitsburg Times and through flyers located around town.

### III. D. SEPA Review

As part of the Planning Commission and City Council public meetings, the Comprehensive Plan was also reviewed for compliance with the requirements of SEPA.

The SEPA review process included another opportunity for comments, both by State agencies and by citizens. After the SEPA comment period, a Determination of Non-significance was issued for the Plan.

### H. E. Adoption Hearings

All meetings and formal hearings held by the Planning Commission and Council prior to adoption of the Critical Areas Ordinance and updates to the Urban Growth Area were open to the public and properly advertised. Additionally, the Waitsburg Times usually published an article on the first or second page that summarized the purpose and intent of each hearing. The County Planning Commission and Board of County Commissioners also held hearings on the UGA proposal.

Upon completion of the SEPA review and the publication of the draft Waitsburg Comprehensive Plan, the Planning Commission conducted one public hearing to recommend adoption of the Plan to the City Council. The City Council subsequently conducted one public hearing to receive any additional input prior to final Plan adoption.

### F. 2018 Update

Throughout the 2018 update process, citizen involvement was encouraged. The update process was announced via public notices and postings on the City's Website, and citizens were invited to participate. All meetings of the Planning Commission were open to the public and public comment was welcome. Additionally, the Planning Commission conducted public hearings on the proposed update. Public notices of the hearings were posted at City Hall and published in the Waitsburg Times.

Upon completion of the review by the Planning Commission, notice of the draft update to the Waitsburg Comprehensive Plan was published, and the Planning Commission conducted one public hearing to recommend adoption of the Plan to the City Council. The City Council subsequently conducted one public hearing to receive any additional input prior to final Plan adoption.

## III. VISION STATEMENT FOR THE CITY OF WAITSBURG

The general theme of the Vision Statement is that the City of Waitsburg would like to preserve

its character and identity; the "small-town atmosphere." This vision can be accomplished by evaluating all policies (actions) with this consideration: Is this policy (action) consistent with Waitsburg's "Vision for the Future?" The following statement identifies the key factors in maintaining a satisfactory quality of life for Waitsburg. These factors will endure as the Comprehensive Plan is implemented, specific measurable tasks are accomplished and changes occur. As the Comprehensive Plan is updated to account for changing conditions, the vision statement will provide direction for such revisions.

**Waitsburg's Vision for the Future:  
A Vital All-American Small Town**

*We want Waitsburg to continue to be a friendly small town where you know and care about your neighbors. Hometown values and quality schools should always contribute to the feeling that Waitsburg is a great place to raise a family. As our future unfolds, Waitsburg should continue to be a safe community. We seek controlled, slow growth that will enhance the vitality of our community but not threaten those aspects of the community we treasure. We seek new jobs and income sources for our residents that will fit our clean, non-polluted community. We are proud of our unique charter system of government and are determined to maintain it in the future.*

**IV. PLAN IMPLEMENTATION AND MONITORING**

Although adopted by ordinance, a Comprehensive Plan has traditionally been a policy document with implementation through land development regulations and other ordinances. However, the Growth Management Act encourages a variety of innovative implementation methods, regulatory and non-regulatory, that should be considered.

Existing development regulations must be updated to be consistent with the Plan following adoption. In reviewing regulations for consistency, the City should ensure that the development patterns suggested in the Plan are encouraged. In addition to specific proposed development regulations, other regulations may be necessary to implement the Plan.

Planning is an ongoing process, and improved data or changing circumstances will require amendment to the Comprehensive Plan. In particular, the Plan will be reviewed once a year and updated as necessary to reflect revisions to the Office of Financial Management population estimate and revisions to the Capital Facilities Element. The update will also address any specific concerns, clarify inconsistencies that were identified during the year and review the adequacy of the adopted level of service standards. In addition, every 5 years the City will review the densities permitted within the Urban Growth Area and the usage of the land within the Urban

Growth Area. At a minimum, the City will review and update its Plan every 7-10 years to ensure compliance with the Growth Management Act.

The community's vision and quality of life goals provide long-range guidance for the City. To maintain consistency and allow sufficient time for decisions to take effect, these general guidelines should not be changed more than once every year. Nonetheless, as specific objectives or policies are achieved, revision of the Plan in each element may be required to continue to progress toward the overall goals.

## V. AMENDMENTS AND REVIEW

As the years go by, new information or changing circumstances (such as a revised sewer or water plan) may require a change or amendment of this Plan. It is likely that this Plan, designed to guide the City of Waitsburg to the year 2038, may need to be amended before that time. By reviewing and updating the Plan on a regular basis, Waitsburg can rely on this document in decision-making, and can maintain public interest and support of the planning process. Therefore, the procedure outlined in Appendix B shall be used to amend this document.

## VI. CONSISTENCY WITH THE STATE GROWTH MANAGEMENT ACT GOALS

The data used to develop this Comprehensive Plan is to the greatest extent possible the best available data. The City has coordinated its Plan with that of adjacent jurisdictions and the Walla Walla Valley Metropolitan Planning Organization in order to achieve compatibility and external consistency. Where appropriate, the City has given priority in addressing the Growth Management Act's 14 State goals by incorporating them into the Comprehensive Plan. The 14 goals are:

Urban Growth: Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Reduce Sprawl: Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Transportation: Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

Housing: Encourage the availability of affordable housing to all economic segments of the population of this State, promote a variety of residential densities and housing types, and encourage preservation of existing housing.

Economic Development: Encourage economic development throughout the State that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this State, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the State's natural resources, public services, and public facilities.

Property Rights: Private property shall not be taken for public use without just compensation



having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

Permits: Applications for both State and local government permits should be processed in a timely and fair manner to ensure predictability.

Natural Resource Industries: Maintain and enhance natural resource-based industries, including productive timber, agriculture, and fisheries industries.

Open Space and Recreation: Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

Environment: Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water.

Citizen Participation and Coordination: Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

Public Facilities and Services: Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

Historic Preservation: Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

Shorelines: Carry out the State policy for Shorelines of the State as identified in RCW 90.58.020.

## **HISTORIC PRESERVATION ELEMENT**

- Guide urban growth to areas where urban services can be adequately provided.
- Reduce urban sprawl.

- Encourage efficient multi-modal transportation systems.
- Encourage the availability of affordable housing to all economic segments of the population.
- Encourage economic development throughout the State.
- Ensure private property is not taken for public use without just compensation.
- Encourage predictable and timely permit processing.
- Maintain and enhance natural resource-based industries.
- Encourage retention of open space and development of recreational opportunities.
- Protect the environment and enhance the State's quality of life.
- Encourage the participation of citizens in the planning process.
- Ensure availability of adequate public facilities and services necessary to support development.
- Identify and preserve lands and sites of historic and archaeological significance.**
- Carry out the State policy for shorelines of the State as identified in RCW 90.58.020.

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER TWO - HISTORIC PRESERVATION**

### **I. HISTORIC PRESERVATION GOAL**

Preserve and protect the historic character and heritage of Waitsburg through preserving and enhancing the buildings and properties in the City of Waitsburg and Urban Growth Area as well as aesthetic and cultural resources that are historically significant or of architectural importance. Encourage development that is compatible with the existing historic integrity of the community

as established by the Waitsburg Historical Society.

## II. INTRODUCTION

*The entire Introduction Section, Section II, was taken from the United States Department of the Interior National Park Service National Register of Historic Places Inventory - Nomination Form.*

### A. Location and Setting

The town of Waitsburg is situated in a particularly scenic portion of the State of Washington. The village lies in the extreme mid-eastern section of Walla Walla County, some twenty miles north of the City of Walla Walla. Here Coppei Creek joins the Touchet River, embracing the small community between them. Both streams flow from the Blue Mountains in the southeast corner of the State, join the Walla Walla River to the west and south of Waitsburg, and eventually flow into the Columbia River at Wallula. The Touchet River Valley has a restful, picturesque quality in all seasons of the year. To the southeast are the Blue Mountains, fronted by the rolling hills of wheat—variously green, gold and brown—which surround the town of Waitsburg. These endless hills of wheat are interrupted only by the bright green of orchards, gardens, and wooded streams. With its sufficiency of rain and abundant sunshine, Waitsburg has been historically noted as a garden spot of unusual beauty.

### B. The Town of Waitsburg: A General Description

The traveler comes upon Waitsburg for the first time with a certain sense of relief. From a seemingly endless sea of rolling wheat fields, one descends into the Touchet Valley to a village of shaded avenues, imposing white mansions, and colorful flower gardens. Waitsburg's edges are well-defined. Along the roads leading from town there has been commercial development. The central business district is clearly self-contained.

Bordering the commercial sector on the east, west, and south are quiet residential neighborhoods dotted with a surprisingly large number of dignified houses, dating from the 1880-1920 period. Many of these homes are substantial in size, and those of the Nineteenth Century are characteristically ornate. Most exhibit an architectural sophistication that is unusual in a small agricultural community. These neighborhoods are also spotted with modern-day housing, so that to some extent their historic ambience has been compromised. However, imposing older homes occur with impressive regularity, a constant visual reminder of the town's long-lived prosperity.

Waitsburg's downtown commercial sector, essentially a two-block stretch of Main Street, is an even more concentrated sampling of the town's history, and, for this reason, forms the Waitsburg Historic District. Main Street is oriented in a north-south direction. At its north end is a bridge over the Touchet River, which prior to the fire in 2009 led to the Waitsburg mill complex and the railroad tracks. The mill building itself was the largest structure in town with numerous additions and dependencies built around its four-story core. Standing on the high north bank of the River, the mill overlooked the village. To the south, the business district ends abruptly at Third Street. Beyond Third Street, Main Street continues south through residential neighborhoods filled with

spreading shade trees and spacious older homes.

### C. Historic District Boundaries

The Waitsburg Historic District encompasses approximately two and one-half blocks of commercial structures on Main Street, ~~in addition to the mill complex across the Touchet River~~ (on the northern extension of Main Street) and a single building on Preston Avenue (to the east of Main Street). In all, 23 properties are included within the District. Some commercial buildings on Main Street have been excluded because they do not contribute architecturally or historically to the character of the district but only serve to weaken it. Of this group, all occur at the south end of the business district. The excluded structures include two structures constructed around 1970 (a bank and the post office), three undistinguished buildings of less than 50 years of age (fire station and the Fender Building), and one historic building with a radically altered facade.

To the west and south of the Historic District are residential neighborhoods consisting of both modern and historic dwellings. To the north of the District are several vacant lots leading to the River, and beyond the River are railroad tracks and wheat fields. To the east of the District along Coppei Avenue is a mixture of buildings of relatively recent construction, including a welding shop, the City garage, a church and the public swimming pool.

### D. Architecture in the Historic District

The buildings within the Waitsburg Historic District were constructed for the most part between 1880 and 1930. They represent a broad range of structural types and architectural “styles.” As with most small town architecture of the Northwest however, Waitsburg’s Main Street exhibits few definable styles of any purity. Romanesque, Victorian Italianate, and Renaissance elements can be identified, as well as Spanish and Moorish themes, but these “styles” have been diluted into the commercial vernacular of the American West.

The District’s building stock consists largely of one- and two-story brick and one-story concrete structures. Within each block, these shops and stores adjoin one another forming a contiguous streetscape that is flush with the sidewalk. Clear variations in height, roof line, cornice treatment, facade composition, materials, and color create interesting movement and texture along Main Street. Facades are finished with the following materials: brick masonry (exposed or painted); stucco; plate glass with wood, cast iron or cast stone piers; metal; and wood siding or half brick veneer on remodeled shop fronts. These facades are organized in a variety of ways depending on date of construction, materials used, and degree of alteration. Most window openings are trabeated with one-over-one light, double-hung sash; however, round-arch and segmental arch openings frequently occur.

Alterations to the buildings in the Waitsburg Historic District have for the most part been non-radical in nature, although some facade “improvements” do show insensitivity to the historic appearance of the buildings. Alterations range from fully obscuring an original shop front with modern wood siding and shakes, to the blocking of window openings. Some of the more recently constructed one-story buildings of the 1910's and 1920's have been cleared of all surface detail, stuccoes, and made to appear somewhat anonymous. Judging from available historic

photographs, several of the older buildings in the District have been stripped of their decorative parapets. A readily apparent quality of the Waitsburg District is the high level of maintenance which the majority of structures receive. Only a few buildings at the north end of Main Street are presently in deteriorated condition.

From the year of its birth in 1865, the town of Waitsburg, Washington, has owed its existence to the productivity of the surrounding wheat lands. Like many towns in eastern Washington's famed Palouse country, Waitsburg sprang up around the site of a small gristmill. The mill was built in 1865 on the banks of the Touchet River and in its earliest years was owned and operated by the town's founding father, Sylvester M. Wait. Greatly stimulated by the coming of the railroad in 1881, Waitsburg rapidly evolved into a prosperous agricultural service center. The community's chief industry throughout much of its history has been the storage, milling, and shipment of wheat and flour.

Modern housing has to some extent intruded upon Waitsburg's substantial old residential neighborhoods. However, the downtown commercial sector, which comprises the Historic District, is largely intact and remains self-contained as a center of businesses. The wooden fabric of the 1860's and 1870's downtown is no longer extant, but the masonry and metal commercial structures of 1880-1930 are very much in evidence. In spite of some modernization of store fronts, the architectural character of this two-block length of Main Street is strikingly well-preserved. Waitsburg as a whole and Main Street in particular project a quality of timelessness that can be attributed to its geographically isolated setting, its continuing prosperity, and the pride of its citizens in their heritage.

#### E. Settlement and Growth: 1880's and 1870's

White settlers had arrived at the juncture of the Touchet River and the Coppei Creek only a few short years before Waitsburg made its appearance there. The first claims were made in 1859. In that year, Robert Kennedy settled in the forks of the two streams and within a few months, 17 other families had joined him. A dozen or so more arrived in the following year. Initially, these pioneer farmers worked the bottom lands along the river banks, raised a little grain, and reared large numbers of cattle and horses. Many also hauled supplies to the booming mining regions of Idaho. When it was demonstrated that the high bench lands, covered with native bunch grass, were suitable for agricultural purposes as well as for stock-raising, settlement in the area rapidly increased and the fledgling town of Waitsburg grew in size and importance.

Sylvester M. Wait, founder of Waitsburg, was an energetic millwright and dairy rancher from Rogue River, Oregon and Lewiston, Idaho. Recognizing the opportunity for a profitable milling business in the Walla Walla area, Wait surveyed a site on the north bank of the Touchet River. To encourage enterprise, ten acres of land was donated to him for a mill and residence by pioneers Dennis Willard and William Perry Bruce, who also gave the right-of-way for a millrace. Wait erected a mill on borrowed capital and credit, at a total cost of \$14,000. The original mill structure measured approximately 40 by 50 feet and was framed with hand-hewn timbers reportedly cut in the nearby Blue Mountains and hauled to the site by wagon. Wait's mill opened for business in the spring of 1865, grinding with a single set of buhrstones. One year later, Wait sold a half interest in the business to William and Platt Preston. The Preston Brothers were quick

to capitalize on the gold mining boom in Idaho by selling flour at the mill's door to pack trains bound for the mining camps.

The original name of the little village which grew up around Wait's mill was Delta, until it was decided by popular vote in 1868 to rename the post office of Waitsburgh. Delta blossomed rapidly owing to the growing stability of its modest industry and to the Walla Walla-Lewiston stage route which ran through the village crossing the Touchet by ford. In 1865 and 1866, several frame buildings from Coppei, a short-lived settlement five miles upstream, were transported to the site of the new mill. Soon a general store, a saloon and a schoolhouse were in full operation. By the fall of 1866, Wait had enlarged the mill structure and built for himself a large dwelling near the mill. William N. Smith added to his general store and a log "hotel" was erected by G. W. Cantonwine on the river bank. In 1867, a third schoolhouse was constructed at a cost of \$2,400, the money raised by subscription. The same year, the citizens of Delta constructed a bridge across the Touchet at the foot of Main Street.

Until 1869, no attempt was made to plat the town site. William Perry Bruce was the largest contributor of land and money to the mill, the school, the river bridge and other community projects, but he was for some time uninterested in converting his property into a town. When Bruce realized the inevitability of Waitsburg, he filed a plat on February 23, 1869, encompassing only Main Street and a single block to either side. At the close of the decade, Waitsburg was a firmly established little town with a population of 109, some 35 dwellings, and a handful of frame businesses and houses lining Main Street.

The decade to follow witnessed a major transformation on the hills surrounding Waitsburg. The high grazing lands of native bunch grass were steadily converted to the raising of wheat as an exclusive money crop. As a result, the economic base of the area became more narrowly-defined, and the mill at Waitsburg became a still more significant factor in the economy of the community. Sylvester Wait sold his remaining interest in the mill to the Preston Brothers in 1870. To accommodate their growing business, the new owners again enlarged the mill building, raised the flume, and installed four sets of larger buhrstones.

Already, Waitsburg was characterized by a look of prosperity and order. Mrs. F. F. Victor, traveling through the area by stagecoach in 1871, described the appearance of the village in her book All Over Oregon and Washington:

*A ride of eighteen miles (from Walla Walla) brings us to the Touchet...a beautiful stream with a gravel bottom, wooded banks, picturesque bluffs and an open, handsome valley. And here at the crossing is the promising new town of Waitsburg...which today has an appearance of the most enterprising and thrifty of any town except Walla Walla in the whole valley. Judging by the farm wagons, the sleek horses, the well-dressed farmers' families, and brisk trade at the stores, we should say that the Touchet was the farmer's land of Canaan.*

*Good morals and good order seem fashionable in Waitsburg - a great recommendation to a new place in a new country. There is considerable outfitting for the mines done at this place which is on the direct road to Idaho...*

## F. Prosperity and Expansion: 1880's:

The 1880's were a period of major growth and progress for the town of Waitsburg, as it was for the entire Washington Territory. Several events which were to profoundly influence the future of the town occurred during this decade. On September 13, 1880, fire broke out in the Pearl House, a hotel on the edge of the business district which was then clustered near the river bank and the mill at the north end of Main Street. Lacking fire fighting equipment, anxious citizens fought the flames with a bucket brigade and wet blankets. In spite of their efforts, the blaze destroyed the entire west side of the wooden commercial sector, with the exception of the Hanford House hotel on the River bank, and damaged a number of buildings on the east side. It was later declared that the conflagration had been caused by a Chinese cook at the Pearl House who, in an opium-induced stupor, had upset a lamp in the kitchen. In all, 37 buildings - nearly all of Waitsburg's business structures - were lost, at an estimated cost of \$125,000. The reconstruction, which occurred in the 1880's, 1890's, and into the 20th Century, was the beginning of Waitsburg's commercial district as it appears today. As a result of the devastation of 1880, "fire proof" brick masonry from local brick yards became the preferred material of construction.

The arrival of the "iron horse" in the Touchet Valley was a development of far-reaching significance to the community. The Oregon Railroad and Navigation Company, under a traffic agreement with the Northern Pacific, laid its track south of the Snake River and extended a branch line from Walla Walla to Waitsburg, Dayton and Grange City. When the first train from Walla Walla pulled up with a jerk at the Waitsburg mill, the citizenry of Waitsburg was jubilant. The railroad meant an end to the long hauls with wagon loads of wheat and flour over rutted roads to Walla Walla. Moreover, a connecting line from Walla Walla to Portland gave Waitsburg's crops a cheap and direct access to ocean-going freighters. Along with an influx of new settlers in the 1880's, and the continually improving technology in the wheat fields, the railroad provided a tremendous boost to Waitsburg's milling industry.

During the 1880's, the Waitsburg mill became known as Washington Mills, and the building was enlarged and partially rebuilt on a new stone foundation. New railroad box cars lined the sidings in place of pack mules and freight wagons. Four large warehouses accommodated the continuous stream of wagons which passed through town during harvest. The directing personnel as well as the technology of the mill underwent changes in this period. In 1886, William B. Shaffer from Minnesota was employed as general manager. Shaffer accomplished a complete conversion from burrstones to modern steel roller machines. The area's Bluestem wheat was especially well-suited to all-purpose flour, increasingly in demand by the commercial baking industry. Flour from the Washington Roller Mill was shipped to Portland, Seattle and San Francisco, as well as points east and abroad. In 1891, Frank Parton of Albany, Oregon purchased a third interest in the concern, and the firm incorporated under the name of Preston-Parton Milling Company.

To a great extent the activity and success of the mill itself characterized Waitsburg. The local Waitsburg Times reported that:

*From early morn' till dewy eve our thoroughfare is lined with wheat wagons and teams, our mills running day and night, and from break of day 'till midnight, a small army of men are kept busy handling grain and loading cars. At all our stores skilled clerks and salesmen are 'on the*

*jump' all day. Waitsburg is indeed a busy little town.*

The territorial legislature issued a regular charter to the City of Waitsburg on November 25, 1881. Under it, the City was incorporated with the usual powers for the creation of a police force, fire department and water works, and the enforcement of regulations for the safety, health and order of the City. Waitsburg remains the last city in Washington to operate under a territorial charter, as revised in 1886. The decade of the 1880's also brought a rapid increase in the town's population. By 1890, Waitsburg boasted some 800 residents. Public improvements were undertaken and amenities provided. Main Street was straightened, graded and graveled. Uniform wooden sidewalks were constructed and street lamps were installed. In 1888 alone, 20 or more residences were built and some half-dozen brick commercial buildings, including the Waitsburg Times Building, the Odd Fellows Temple, and the new Loundagin Building (Royal Block), all standing today.

#### G. Waitsburg in the 20th Century

The opening of the 20th Century ushered in more changes; changes which continue to take place in a slow and measured way characteristic of this small agricultural community. The Main Street commercial district had gradually shifted to the south, with the west side supporting a greater number of businesses. By 1900 it extended then, as it does now, south to Third Street. Throughout the 1890's through the 1920's, commercial buildings were erected anew in brick masonry and cement block, with iron fronts and pressed metal ornament, or with plain stucco surfaces and "modern" plate glass windows. The following stores and business establishments were noted by W. D. Lyman in 1900, many of them were located on Main Street:

*Three general merchandise stores, two grocery stores, two hardware stores, one furniture store, two jewelry stores, two drug stores, two saloons, two newspapers, one bank, a planing mill, two lumber yards, one bakery, two livery stables, three blacksmith shops and two hotels.*

The milling operation continued to evolve and expand. The Preston-Parton Milling Company produced a fine quality "peerless" pastry flour to ship east, and "Pure White" family all-purpose flour for market in the west. At the turn of the Century, the area's annual wheat harvest amounted to one million bushels, and the mill produced 400 barrels of flour per day. The four-story, Mansard roofed mill building operated 24 hours a day, its windows ablaze with light at night. In 1911, William Shaffer became part owner of the operation, buying out Frank Parton. Over the years the Preston-Shaffer firm further expanded their holding, establishing mills in Athena and Freewater, Oregon. Not until March of 1957 did stockholders of the firm vote to discontinue the business. The Waitsburg mill, oldest continuously-operated mill in the State of Washington, thus closed its doors after 92 years.

The role of wheat-growing and milling industry in the founding and subsequent development of Waitsburg was a major one. Even today, wheat farming is the economic backbone of the town. The mill building itself stands empty. The business district on Main Street remains alive, supported by a population that is slowly expanding. In terms of architectural interest and integrity, the Waitsburg Historic District represents perhaps the finest example of an eastern Washington wheat-growing community.



### III. HISTORIC PRESERVATION PROGRAMS

The vast majority of historic listings to the National Register of Historic Places and the Washington State Heritage Register (Heritage Register) are initiated by property owners and other private citizens. Anyone may nominate a site or structure to the National and Heritage Registers of Historic Places. Such nominations are made on a standard National Register nomination form, available from the State Office of Archaeology and Historic Preservation. Completeness of documentation and clarity of writing are strictly required. Additionally, the preparer will need to provide their qualifications in architecture, history, landscape architecture, archaeology, or other fields depending on the property involved. The nomination document becomes the archival resource on the property.

All nominations originating in this State are first reviewed by the State office before being put before the State Advisory Council (Council). The Council may list the property (site, building, structure, object, district, or group of resources) in the Heritage Register, recommend it to the National Register, or reject it. All properties recommended to the National Register are automatically considered Heritage Register Properties. The Council is the only body in the State that can make a recommendation to the National Register and the only body that can place a property on the Heritage Register. Resources on either register that are later moved or altered are reviewed by the Council to determine whether they are still suitable.

Established criteria are used by the Council and Park Service in evaluating nominations. The chief difference between the State and National Register is the absolute high quality of the National Register resources. The National Register is intended to include not only those places of national significance but also places of State and local significance.

This successful partnership between the Federal and State level of government has prompted Congress to expand that partnership to provide for greater participation among local governments. A local government may participate directly in this program when the State Historic Preservation Officer certifies that the local government has established its own historic preservation commission and a program meeting Federal and State standards. A local government that receives such certification is known as a Certified Local Government (CLG).

### IV. HISTORIC PRESERVATION BENEFITS

Historic preservation is not only culturally but economically valuable. Historic structures generate tourism and attention. Historic preservation is frequently used in rehabilitating run-down residential areas and in providing a successful theme for downtown revitalization. Restored downtown buildings provide an interesting setting for shops and restaurants.

Restoration work snowballs with the recognition that comes from listings on the registers and with the inducements of grants and tax credits.

#### A. Grants

Congress established a historic preservation partnership between the Federal, State and local levels of government through the National Preservation Act of 1980. This Act allowed the creation of the Certified Local Government (CLG) Program. Obtaining status as a CLG can help the local government encourage, develop, and maintain its local preservation efforts in coordination with its development plans. Only CLG's may apply to the Office of Archaeology and Historic Preservation (OAHP) for ten percent pass-through funds from the Historic Preservation Fund. There are many projects which can be assisted by the State grants to CLG's. Some examples are:

- D. ■ Survey and inventory of historic buildings and other historic features of a community such as parks, fences, roads, and bridges;
- E. ■ Survey of local prehistoric and historic archaeological resources;
- F. ■ Preparation of nomination of local properties to the National Register of Historic Places;
- G. ■ Activities related to comprehensive community planning such as providing staff support for CLG's historic preservation commission, developing published design guidelines for use by historic preservation commissions in CLGs in their review of new construction and alterations to properties within historic districts, writing or amending preservation ordinances, and preparing preservation plans for the protection of local historic resources;
- H. ■ Testing archaeological sites to determine their significance;
- I. ■ Programs for public education in historic preservation such as preparing and producing exhibits and brochures concerning local historical resources and their protection and the activities of the historic preservation commission, and preparing special events that educate the public about local history, the community's historic resources, and preservation issues.

CLG's may also apply for funds which are not specifically earmarked for CLG's, as can other governments that are not CLG's, as well as non-government institutions, organizations, and individuals. Status as a CLG may give local governments an advantage in the competition for scarce funds as their programs are already coordinated with their State Historic Preservation Office.

## B. Tax Incentives

The Tax Reform Act of 1986 permits owners and some lessees of historic buildings to take a 20% income tax credit on the cost of rehabilitating such buildings for industrial, commercial, or residential rental purposes. The law also permits depreciation of improvements over 27.5 years for a residential property and over 31.5 years for a non-residential property. The rehabilitated building must be a certified historic structure that is subject to depreciation, and the rehabilitation must be certified as meeting standards by the National Park Service.

During its 1985 session, the Washington State Legislature determined that as the State approached its centennial year, the preservation of a lasting legacy of historic resources was an important goal. In order to reach this goal, the Legislature passed a law which allows a "special valuation" for certain historic properties within the State. The primary benefit of the law is that

during the ten-year special valuation period, property taxes will not reflect substantial improvements made to the property.

Prior to the passage of this law, owners restoring historic buildings were subject to increased property taxes once the improvements were made. This discouraged some owners from rehabilitating their historically significant structures. The Legislature decided that restoration of these properties would be encouraged if tax relief was selected as a tool which could provide financial incentives necessary to promote rehabilitation of eligible historic properties. Only local governments which implement the law are eligible to pass tax relief on to the public. The local government identifies the types of historic properties that are eligible for special evaluation, and designates a local review board that will review applications. To be classified as such, a property must first meet the following criteria:

- J. ■ Must be listed in the National Register of Historic Places, individually, or certified as contributing to the significance of a National Register Historic District; or
- K. ■ Must be listed in the Local Register of Historic Places established by a CLG and be a class of property approved by the local government.

Eligible properties which undergo substantial rehabilitation may receive special valuation if the rehabilitation work is approved by City Council in accordance with the recommendations received from the Historic Society and the Planning Commission. The work must have been conducted within two years prior to the application, and must be equal in cost to at least 25% of the assessed value of the structure prior to rehabilitation.

## V. NATIONAL REGISTER OF HISTORIC PLACES - CITY OF WAITSBURG

The City has conducted a preliminary inventory and evaluation of potential historic homes within the city limits and Urban Growth Area. The inventory and evaluation shall be used by the City for implementing and attaining the historic preservation goals stated at the beginning of this element.

The City of Waitsburg has both individual structures and a historic district listed in the National Register for Historic Properties as noted on Figure 2-1. The individual historic structures are Preston Hall, the Bruce House, City Hall is also listed in the National Register, but is part of the Waitsburg Historic District which includes a total of 21 historic buildings. One of the most notable buildings listed in the Waitsburg Historic District was the Waitsburg Flour Mill, the oldest mill in the State until it burnt down in 2009. Additionally, the City completed the process of nominating the Waitsburg High School to the National Register. In addition to the historic structures and district in Waitsburg, a portion of the Lewis and Clark Trail is nearby.

The Waitsburg Historical Society has been instrumental in restoring both Preston Hall and the Bruce House. The Society has established a pattern of selecting one historic structure and then working toward restoring the structure. The townspeople have been quite pleased with their efforts.

In order to continue restoring important links to the past, the Waitsburg Historical Society has

committed to restoring one historic structure or site at a time. Once the Society has identified the structure or site, the Society will make substantial progress within a period of five years from the adoption or amendment date, or will initiate an amendment to the Comprehensive Plan. Once restoration work has been completed, the Society will request that the City Council amend this element, eliminating the restored project and identifying the next restoration project.

It is for this reason that the existing Waitsburg Historical Society should be utilized as the Society consists of a group of citizens who share interest and knowledge in historic preservation. The Society shall act in an advisory capacity to the Planning Commission and to the City Council. They are unable to pass resolutions or ordinances, as they are a citizens' group. Nonetheless, their recommendations related to historic issues are valued.

Various responsibilities of this group may include, though not be limited to:

- L. ■ Review of nominations to the National Register of Historic Places;
- M. ■ Establish a list of historic criteria which define historically significant places;
- N. ■ Establish and maintain a local register of historic places;
- O. ■ Review and comment on projects which impact historical resources;
- P. ■ Undertake public awareness efforts on historic preservation issues; and
- Q. ■ Explore various local, State and Federal programs offering funding, preferential tax treatment, and technical assistance for historic properties.

Preservation by individuals is to be approached in a positive, nonrestrictive manner. The rights of property owners as well as costs to owners should be respected.

## VI. POLICIES TO IMPLEMENT THE CITY OF WAITSBURG'S HISTORIC PRESERVATION GOAL

Policy 1: The City formally established by Ordinance an official local historic preservation commission. The City will continue to collaborate with the Waitsburg Historical Society for overseeing historic preservation districts as done in prior years.

Policy 2: The City will work toward becoming a Certified Local Government and coordinate with the State Historic Preservation Officer.

Policy 3: The City will consider adopting a list of criteria which define historically significant sites and/or structures. The City will then conduct an inventory of the City, and evaluate both sites and structures according to the adopted criteria. The City will recommend structures and sites to be designated. Formal designation will be contingent upon written approval of the property owner.

Policy 4: Revise the zoning map to include a specific zoning designation for the downtown area and residential neighborhoods where at least two structures have been designated as historically significant based on the adopted criteria. The zoning map will establish boundaries in conjunction with text regulations concerning development within those historical districts. These regulations will encourage re-use and renovation of historic buildings, promote economic

development, and discourage incompatible uses and designs within the historic districts.

Policy 5: Revise the zoning code text to establish design standards for new or remodeled buildings which have been formally designated as historically significant so that such buildings will be compatible with the historic nature of the time period.

Policy 6: The City Council and the Planning Commission should will with the Historical Society and other local citizen groups to establish an ongoing education program for the benefit of historic preservation.

Policy 7: The Waitsburg Historical Society will endeavor to pursue the restoration of historic structures. The City Council together with the Historic Society and Planning Commission will identify the priority project for restoration within one year of the adoption of this element. Once restoration of the priority project has been completed, the City Council together with the Planning Commission and the Historical Society will identify another restoration project.

DRAFT

## **HOUSING ELEMENT**

- Guide urban growth to areas where urban services can be adequately provided.
- Reduce urban sprawl.
- Encourage efficient multi-modal transportation systems.
- Encourage the availability of affordable housing to all economic segments of the**

**population.**

- Encourage economic development throughout the State.
- Ensure private property is not taken for public use without just compensation.
- Encourage predictable and timely permit processing.
- Maintain and enhance natural resource-based industries.
- Encourage retention of open space and development of recreational opportunities.
- Protect the environment and enhance the State's quality of life.
- Encourage the participation of citizens in the planning process.
- Ensure availability of adequate public facilities and services necessary to support development.
- Identify and preserve lands and sites of historic and archaeological significance.
- Carry out the state policy for Shorelines of the State as identified in RCW 90.58.020.

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

**CHAPTER THREE - HOUSING**

IV. I. INTRODUCTION

A. Purpose

This Housing Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act to address the housing needs of the City of Waitsburg. It represents the community's policy plan for the next 20 years.

The Housing Element has been developed in accordance with the Walla Walla County-wide

Planning Policies and has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Housing Element specifically considers the condition of the existing housing stock; the cause, scope and nature of any housing problems; and the provision of a variety of housing types to match the lifestyle and economic needs of the community. This element examines special housing needs, such as low and moderate income family housing, manufactured homes, and government supported housing.

The figures used in this element are based on the 2000 Census and 2013-2017 American Community Survey (ACS), and the 2017 Walla Walla County Housing Needs Assessment. The 2013-2017 ACS, combined with estimates and 20-year population forecasts from Walla Walla County as well as the Washington State Office of Financial Management, offered limited data specific to Waitsburg, as the population in 2010 was 1,230, which is just over the 1,000-citizen mark that is the typical minimum count required for census analysis.

## B. Major Housing Considerations and Goals

The City's development regulations (zoning, building codes, etc.) explain to the private sector and other agencies how the development and construction of housing and other development will take place. However, the City does not provide housing directly. The Housing Element will set goals within which the private housing industry will strive to operate, and establishes both long-term and short-term related policies. The Housing Plan in this element will help guide decision-making to achieve the community goals as articulated in the Vision Statement.

## C. Key Trends

- From 2006 to 2017, Waitsburg experienced basically no growth from the prior update done in 2006 which still accounts for about 2% of Walla Walla County.
- Overall vacancy is less than 1%, which is really no vacancy at all. Vacancy rates of less than 4% indicate a tight housing market. The market response is that rents have increased 35% to 50% in the past two years.
- Currently there is virtually no speculative single-family home-building going on in Waitsburg. The average cost of new owner stick-built housing is in the \$250 to \$300,000 range. Most of the new stick-built housing is being custom built. Manufactured home placements have decreased over the last several years as prices of manufactured homes get closer to the cost of a stick built home.
- Limited capacity remains for multi-family housing development in current vacant residentially-or commercially-zoned land in the City of Waitsburg. This represents less than the current short-term need.
- A review of the 2017 OFM census data for Walla Walla County revealed that about one-third of all renter households were paying greater than 35% of their income for rent. Today that figure is likely to be higher.
- If population growth continues at 2.1% a year—the anticipated future growth rate used in the County-wide calculations—the population of Waitsburg would reach 1,525 by the year 2038, an increase of more than 297 people (or a total increase of 24% from 2018 to 2038).
- The total additional residential land required to accommodate projected growth in Waitsburg for the next 20 years is, at current density levels, about 30 acres assuming some

amount of new housing creation.

■ A lesser number of families in Walla Walla County are living in poverty today (11.2%) than in 2000 (15.9%); higher than the state average poverty rate of 8.4%.

■

## II. INVENTORY AND ANALYSIS

### A. Condition of the Existing Housing Stock

In January of 2019, the City conducted a review of housing conditions based upon 2018 tax reassessments by Walla Walla County. The advantage of using this type of analysis to determine housing conditions is that it does not intrude upon the occupant of the property, and it is relatively quick and inexpensive. In addition, it has been found that exterior conditions generally correlate with interior conditions.

In evaluating the condition of a housing unit, four components were examined: (a) foundations, porches and floors; (b) exterior walls; (c) roofs; and (d) doors and windows. Housing is considered substandard or dilapidated if the house tilts, the foundation sags, the porch or chimney are collapsed, or if major flood or fire damage exists. Other considerations such as lot size, neighborhood and potential redevelopment were considered.

The 2019 housing inventory survey revealed that Waitsburg, like many small towns, has a relatively high proportion of substandard housing. The housing inventory determined that 42 of the 544 housing units were substandard. There are a number of reasons for such a high proportion of substandard housing units, including the age of the housing stock and recent flood damage (Table III-1).

TABLE III-1  
2019 HOUSING INVENTORY  
CITY OF WAITSBURG

Year Built	House	Single Wide	Double Wide	Triple Wide	Travel Trailer	Duplex	Other Apts	Total	Percent
2007-2017	9		8					17	3%
2000-2006	7		12	1			5	25	5%
1990-1999	20		46	1	1	3		71	13%
1980-1989	19	1	19		5		1	45	8%
1970-1979	33	42	33			1	6	115	21%
1960-1969	11	11	3			1		26	5%
1950-1959	29							29	5%
1940-1949	25							25	5%
1930-1939	24						2	26	5%
1920-1929	9							9	2%
1910-1919	44							44	8%
1900-1909	60						5	65	12%
Pre 1900	46						1	47	9%
TOTALS:	336	54	121	2	6	5	20	544	100.00%



Dilapidated/ Major Repairs	19	22			1			42	
Vacant	13						1	14	

Age of the Housing Stock: The City of Waitsburg has a significant supply of older units. Approximately 80% (433 of the 544 units) of the City's housing stock is at least 26 years old, while another 5% (25 units) is between 17 and 26 years old. Many of these units are well maintained and in good condition, and others have been rehabilitated or modernized. Yet in spite of these efforts, there are a number of dwelling units that have outlived their useful life. Approximately 8% (42 units) are dilapidated or require major repairs.

B. Type of Dwelling Units

The City determined that the number of housing units within the city limits was 544 in January of 2019(Figure III-1). Because approximately 95% of the City's housing stock is single-family dwellings, the ratio of single-family dwellings to multi-family dwellings is disproportionate. The special types of housing described below are subcategories of the totals given above.

Stick-built Homes and Manufactured Homes: Prior to 2000,the increase in manufactured homes was the result of the substantial rise in housing costs combined with the relative speed in completion, as manufactured homes offer the convenience of pre-fabricated housing, which almost eliminates the construction time with 46 manufactured homes were installed in the City from 1990-1999.In 2006, 30.7% (152) of the City’s residential housing were manufactured and 66.5% (329) were stick-built. From 2007 to 2017 nine (9) new stick built homes were constructed vesus eight (s) manufactured home; showing a slight trend toward the building of stick built homes as price and quality of manufactured homes get closer to stick built homes.

Manufactured Home Parks: Waitsburg has two manufactured home parks. Together, these two parks house 25 manufactured homes and travel trailers (2018). Manufactured homes constituting at least a double wide built in the previous five years are also allowed in any district, subject to Development Regulations and permitting by the City of Waitsburg in conjunction with Walla Walla County Regional Planning.

Historically Significant Housing: Many of the residences and buildings in the City date back to early settlement. The City of Waitsburg has adopted the Waitsburg Historic Preservation Element to encourage the rehabilitation or adaptive re-use of historic properties for housing purposes. Various historic preservation incentives may be applied to assist in the rehabilitation of historic properties for housing.

V. C. Vacancy Rates

Standard: A vacancy rate between 4% and 7% is considered a healthy rental market, while anything below 4% is considered a tight housing market. A vacancy rate of 1% is effectively no vacancy at all, since it allows the consumer little choice, squeezes out many segments of the consumer by income or need, and, in fact, may result in overcrowding and occupancy of units that do not meet code.

Current: The 2019 Housing Inventory reported a 2.3% homeowner vacancy and a <1% rental unit vacancy.. In 2010, there were 98 units for rent, of which 2 were vacant. Since that time, however, Waitsburg has experienced a sustained growth rate of approximately 2% of Walla Walla County's population estimate. Owner-occupied housing is limited, placing additional pressure on the rental market as families who would prefer to buy decide to rent temporarily. Two subdivisions were approved since the last plan revision, but were never built and would have provided additional lots for new housing, including manufactured homes.

### III. HOUSING AFFORDABILITY

#### VI. A. Household Income

The median household income in Walla Walla County increased from \$35,900 in 1999 to \$48,705 in 2016 which is an increase of 33%. The annual median income in Waitsburg in 2016 was \$50,313 which is slightly above the County average. According to the American Community Survey, the median family income in 2016 for Walla Walla County, for a family of four was \$63,091. For Washington State, the median household income increased by an additional 4% during the same period. The number of families below the poverty level in Waitsburg grew approximately .08% between 2000 and 2016 from 15.1% to 15.9%. A lower percentage of families throughout Walla Walla County are living in poverty today (11.2%) than in 2000 (15.1%). The poverty rate of 11.2% for Walla Walla County families in 2016 was higher than the statewide rate of 8.4%.

Middle and High-Income Households: These households have annual incomes of \$50,313 or more. Affordable housing for the households at the lower end of the income range is \$1257 per month. This is adequate for the purchase of a newly constructed \$300,000 home and adequate for a range of rental housing. The families in these income ranges have considerable freedom of choice in the housing market.

Moderate-Income Households: These households have annual incomes between \$40,250 and \$50,313. Affordable housing for these households is in the range of \$1,006 and \$1,257 per month. Both rental housing and sale housing is available in this price range. At the lower end of this income range choices become restricted for families who wish to own homes. A \$200,000 house has a monthly housing cost of \$1,000-1,250. Newly-constructed homes selling at \$200,000 are usually two-bedroom in size and attached or semi-detached in type. The family desiring a three-bedroom detached home will not be able to purchase a newly constructed home. Families in need of four-bedroom units may not be able to rent or buy housing from the private sector without housing subsidy.

Low-Income Households: These households have annual incomes between \$25,156 and \$40,250. These households make up 112.1% of Walla Walla County according to the 2010 census report. Affordable housing for these households is in the range of \$628 and \$1,006 per month. No new sale housing is available in this price range. The rental market is capable of providing units in the upper portion of this price range.

According to the projections of housing needs, the annual requirement for housing in the lower-income range can be provided by the private sector, but not at affordable prices. The housing needed by low-income households must be provided outside of the newly-constructed housing market. Filtering options such as rehabilitation or subsidies may be exercised by the City to meet these housing needs.

Very Low-Income Households: The 2010 census update reported that 3.2% of households statewide were very low income. These households have annual incomes that do not yield enough "housing dollars" to secure adequate housing without assistance. The exception is families that live in owner-occupied housing that has been passed down from one generation to the next. There is a supply of assisted housing, and the waiting lists indicate that most of the need is being served by such housing. The population income projections show a decline in the number of households in this income range. It is anticipated that fewer households will fall into this income category. This decline is expected to be evenly divided between single-family and multi-family occupancies. It is expected that some of these households will remain in place and upgrade their housing as their incomes rise, but it is more likely that the majority of these families will filter up and move into better housing as it becomes available. Since the number of households in this income range is expected to decline, the City should evaluate both the quality and quantity of the existing low-income housing units compared to the number of very low-income households.

#### B. Criteria for Affordable Housing

Provision of affordable housing is a priority for the City of Waitsburg. Housing affordability is a difficult issue since what might seem affordable to one family would be completely out of reach for another. Often even the most cost-efficient housing design and construction methods cannot create housing that is affordable to the lower-income households in a community.

Housing that is affordable is often older housing in need of substantial repair or renovation, which makes the true cost much higher than the actual sale price. According to local building permit information, new housing being constructed is typically between \$200,000 and \$250,000, and most realtors interviewed felt that it would be an improvement if new homes were for sale even at the \$250,000 mark. There are many families earning median income salaries who would like to buy homes in the community and can find nothing available. Articles in local community newspapers have documented the problems of families searching for affordable owner housing in the \$200,000 range who were finally forced to leave the community. Most of the County's job growth is in the median- to lower-income wage categories, and filling these positions will remain difficult without an adequate housing supply for working families. This dilemma can also begin to impact employment opportunities and economic growth, as businesses or industries become reluctant to locate in the community because of inadequate housing choices.

For many families and individuals, housing is only affordable when there is financial assistance or subsidy to offset the true market cost of housing in the community. According to the Walla Walla County Housing Assessment, a family is paying an unacceptable amount of their income for housing if their cost for housing exceeds 30% of their income. It is difficult to obtain a

mortgage if the projected monthly housing cost exceeds 30% of the family's income; therefore, few owner-occupied units are unaffordable for their current occupants. However, 27% of all renter-occupied units are unaffordable for their current occupants. The following information has been gathered to illustrate what might be considered affordable, and uses these criteria to calculate the affordability of the housing in Waitsburg for the residents at their current income levels.

Table III-2 illustrates the affordability factors for a family of four in 2018 in Walla Walla County. Affordability was determined based on census data specifying the number of households paying a certain amount for rent or mortgage. The affordability factors in 2018 were favorable for all but the very low income, or those making less than 50% of the median income. However, two important factors must be considered in reviewing this chart. First, HUD estimates for median family income are for a family of four. The median family income for a family of two or three is less. The average family size in Waitsburg is 2.49 people. Second, most of the rental housing stock is of one or two bedrooms in size and, therefore, the average rent indicated by the census would not be the rent charged for a family of four, which would likely require a larger than average size unit.

**TABLE III-2  
2018 AFFORDABILITY ESTIMATES  
Walla Walla County, Washington**

INCOME	50%	80%	95%
<b>Family of Four: Annual Income as % of Median (Median = \$65,700/yr)</b>	\$32,850	\$52,560	\$62,415
<b>Maximum affordable monthly payment (1)</b>	\$821	\$1,314	\$1,560
<b>Estimated percentage of all owner units that are affordable (2)</b>	30%	36%	52%
<b>Estimated percentage of all rental units that are affordable (2)</b>	70%	63%	47%

(1) Figured at 30% of Gross Monthly Income

(2) These estimates are made without regard to unit size (i.e., number of bedrooms, and are based on 2000 Census value and rent distributions).

## VII. C. Home Ownership

**Owner-Occupied and Renter-Occupied Dwelling Units:** Owner-occupied units have decreased from 94% (496 units) to 82% (444 units) of occupied residential units in 2018. Of these owner-occupied units, 76% (336) are single-family dwellings.

**Median Value:** The median value of owner-occupied housing units in Walla Walla County was \$191,700 in 2016 according to the American Community Survey. Like Walla Walla County, Waitsburg has since experienced a noticeable rise in housing costs. American Community Survey estimate that the median value of owner-occupied housing in Waitsburg is now closer to \$154,800 . The City has a fairly uneven distribution of housing unit prices, with the majority of house prices ranging from \$70,000 to \$300,000.

Home Ownership Affordability: The home ownership affordability chart (Table III-4) is a simplified portrayal of the true home ownership situation. The affordable selling price for owner housing is fairly modest in Waitsburg for those at or below median income. As stated earlier, the income estimates are based on the most recent HUD income estimates for Walla Walla County for a family of four. This evaluation also includes the down payment and closing costs. The model assumes a 10% down payment, but traditionally a 20% down payment is what lenders often require. Even at 10% down, a family earning 50% of the median County income would need more than \$5,000 dollars plus closing costs to purchase a \$50,000 home. Sometimes saving even \$5,000 dollars is impossible for a low-income family because every penny is needed to support the family's daily needs.

Records obtained from the Walla Walla County Assessor's website for home sales between 2006 (\$134,226) and 2016 (\$182,000) indicate that the average sale price of a home in the City has dramatically increased due to higher sale prices in the County as well as limited available housing (Table III-3). This means that a family earning 50% of the current County median income could not afford the average home for sale in 2016. Members of the real estate community have indicated in prior years that the current single-family market has changed dramatically in the last six or seven years, and that there is limited single-family housing on the market that is affordable to those earning median income or less. The median price of housing on the Multiple Listing Service in 006 was somewhere around \$135,000. For 2016 and forward, its expected that the average sales price will continue to climb due to limited availability and low new construction rates.

Table III-3  
AVERAGE HOME SALE PRICE  
Waitsburg, WA

	2006	2010	2013	2014	2015	2016
ASP*	\$134,226	\$163,583	\$176,000 96,475	\$151,000	\$189,00	\$182,000

\*Average Sales Price

Table III-4  
2018 HOME OWNERSHIP AFFORDABILITY  
Waitsburg, WA

Income Level as Percent of County Median	Affordable Monthly Mortgage Payment	Down Payment	Affordable Selling Price
50% (\$32,850/yr)	\$821	\$12,400 plus closing costs	\$124,000
80% (\$52,550/yr)	\$1,313	\$26,300 plus closing costs	\$263,500
100% (\$65,700/yr)	\$1,642	\$33,000 plus closing costs	\$330,000

Assumptions:  
 Affordable payment figured for a family of four based on HUD income estimates  
 30 Year fixed rate 6% interest loans  
 10% down Payment  
 30% of Income spent for mortgage, tax and insurance

Ownership vs. Rental: Renter-occupied units have remained fairly constant around 20% of occupied residential units in 2000 (106 units) as well 98 units in 2016. Of these renter-occupied units, 9% (9 units) are multi-family dwellings, 69% (69 units) are single-family dwellings and 22% (22 units) are manufactured homes. The number of multi-family dwelling units is relatively low and should be considered in future planning.

D. Monthly Gross Rent

. In 2000, it was estimated that the average monthly rent for a two-bedroom unit was about \$385. Today that figure is closer \$800 per month as a result of a limited inventory of rental housing; forcing market rent amount to increase. . Interviews conducted in 2018 with professionals in real estate management and in the financial community indicated that rents have increased in the past several years in this tight housing market. In some cases, rents over the past two or three years have increased 35% to 55%; with almost half of all countywide rental households paying more than 30% of their monthly incomes on rent.

To estimate the affordability factor for housing in 2018, we can look at trends in the median income and average housing costs. Median family income increased approximately 33% between 2000 census figures and the 2016 HUD income estimates (from \$35,900 to \$48,705 for a family of four), while during the same time period average rents have increased from 35% to 55%. This would indicate that the affordability factors in Table III-5 would be much lower today. Average rents have been estimated for the current rental housing market in the City of Waitsburg. A low-income family of four earning 50% of the most recent HUD estimated median income (\$32,850 dollars a year) could afford a maximum of \$821 a month for housing (see Table III-5). If you assume that the average family of four would require a three-bedroom unit, then in the City of Waitsburg’s current rental market, that unit would not be available to them given that the average rent for a three-bedroom unit is around \$1,300. The average rent for a two-bedroom unit is approximately \$885, which could be affordable, but would also be insufficient space to house four people.

TABLE III-5  
 2018 AVERAGE MONTHLY RENT  
 City of Waitsburg, Washington

Rental Unit	High	Low	Average	FMR
One Bedroom	\$733	\$448	\$590	\$665
Two Bedroom	1,141	490	815	885
Three Bedroom	1,550	733	1,141	1,287
Four Bedroom	1,630	896	1263	1,407
Overall Average	\$1263	\$641	\$952	NA

(1) Source: Percentage increase: 1996 vs. 2005 Fair Market Rents.  
 (2) Source: Department of Housing and Urban Development (HUD) , Fair Market Rent (FMR) for Walla Walla County.

FMR includes utilities.

#### E. Low-Income Households

The 2000 census HUD data indicates that 60% of renter households are low-income, as are 40% of owner households in Walla Walla County. By definition, a low-income household is one whose income is 80% of the median income or less.

These County-wide figures closely mirror the situation in Waitsburg. Waitsburg has seen continued growth (2%) as a part of the County for the past several years. People are moving to Waitsburg as housing vacancies come up or as houses are being constructed. The traditional rule of supply and demand has increased the cost of housing in Waitsburg, both for rental and owner-occupied housing.

#### VIII. F. Housing Resources

The City has not been directly involved in housing development, or subsidizing lower-income housing. This role has been filled by other agencies, including the Walla Walla Housing Authority, the Blue Mountain Action Council and private groups such as Habitat for Humanity. In accordance with ESHB 2984, in 2006 the City approved an interlocal agreement with Walla Walla County for low-income housing assistance, effectively achieving local growth management and housing policies.

Section 8 Existing Units Subsidy Program: The Walla Walla Housing Authority noted that in January 2018, there were 11 families in Waitsburg living in subsidized units through vouchers from the Section 8 Existing Housing Program. The housing vouchers are distributed to households with incomes at or below 50% of the City's median income. These vouchers are used in privately-owned rental housing. The program pays the difference between 30% of the household's monthly income and the cost of rent and utilities for the very low-income households that receive vouchers. These vouchers are used in locations scattered throughout the City.

Blue Mountain Action Council: Blue Mountain Action Council has constructed two duplexes for occupancy by very low-income (50% or below of median income) seniors and/or disabled individuals. These four units are barrier free, have handicapped clearances throughout and are energy efficient.

Habitat for Humanity Program: Habitat for Humanity is a non-profit, private organization that assists lower-income families in purchasing their own home. Many of the families selected by Habitat are financially unable to afford suitable housing without assistance. In 1992, the Blue Mountain Area Habitat for Humanity Chapter selected a Waitsburg family for the chapter's first local housing project. The new home was constructed in 1993 within the City of Waitsburg where the selected family continues to reside.

#### IV. FUTURE NEEDS AND ALTERNATIVES

The analyses presented in the previous sections of this Housing Element suggest two things are

happening in the Waitsburg area: 1) lower-income households are likely under-housed, living in more crowded conditions to save money; and/or 2) are paying more than 30% to 35% of their income for housing to meet their housing needs. This section explains expected development trends and identifies potential development problems and opportunities.

A. Population

Population Changes: From 2000 to 2016, the population of Waitsburg increased from 1,212 residents to 1,230 residents. Throughout this period the City has accounted for a relatively constant percentage of the County's total population (averaging 2.1% of the County's population, Table III-6).

TABLE III-6  
CITY OF WAITSBURG AND WALLA WALLA COUNTY  
HISTORICAL POPULATION GROWTH

<b>WAITSBURG YEAR</b>	<b>POPULATION</b>	<b>CHANGE</b>	<b>COUNTY POPULATION</b>	<b>PERCENT OF COUNTY</b>
<b>1960</b>	1,010	N/A	42,195	2.4
<b>1970</b>	953	-5.6%	42,176	2.3
<b>1980</b>	1,035	8.6%	47,435	2.2
<b>1990</b>	990	-4.3%	48,439	2.0
<b>2000</b>	1,212	22.4%	55,180	2.2
<b>2017</b>	1,230	1.65%	61,400	2.1
<b>2038</b>	1,525	24%	71,724	2.1

Source of Population Changes: The changes in population in Waitsburg are closely tied to the economy. In the 1960s, the Waitsburg Flour Mill closed and, as a direct result, the population from 1960 to 1970 decreased. The population decreased again during the 1980s when the local cannery closed. The current population increase is not the result of employment opportunities within Waitsburg, but from the presence of employers within a commutable distance, including Walla Walla and the Tri-Cities.

In the past 20 years, Waitsburg's growth rate has also reflected the economy of the City of Walla Walla, Walla Walla County and the Tri-Cities. This is largely due to the lack of employment opportunities in Waitsburg, as well as the presence of employers in and around Walla Walla and the Tri-Cities. When the economy is strong throughout the County, Waitsburg has traditionally seen growth. The population decreases in the 1960s and again in the 1980s were the result of a slower economy throughout the County, which directly impacted Waitsburg, resulting in the mill and cannery closing. More recent, the City has begun to attract new residents, again reflecting a surge in the economy and a marked increase in population in the rest of the County. Washington



State has sustained a large influx of growth in the last 10 years by out-of-state residents who are disgruntled with many urban problems that are not as typical in smaller communities like Waitsburg. Likewise, many Washingtonians have tired of urban living, and have moved to rural eastern Washington.

Another source of information related to development activity in the City is records on new utility connections. The City’s records indicate a steady increase in new residential connections for this period. The greatest number of connections has been in single-family and manufactured homes.

Projected Population Changes: The Washington State Office of Financial Management (OFM) allocates projected populations for each county in Washington State. The County population figures work together like the pieces of a pie, in that the combined total of all the County figures must equal the total figure calculated by OFM. Each county works with their incorporated cities to reach an agreement on how many people each of the jurisdictions will plan to accommodate for the next 20 years. Waitsburg has worked with the County and the other incorporated cities, and has agreed to plan for and provide services for the following populations figures (Table III-7).

TABLE III-7  
WAITSBURG AND WALLA WALLA COUNTY POPULATION ESTIMATE

YEAR	WAITSBURG	INCREASE	COUNTY	PERCENT
2005	1,230	N/A	57,500	2.1
2010	1,366	136	65,030	2.1
2017	1,230	49	61,400	2.1
2038	1,525	295	71,724	2.1

IX. B. Demographics

This section develops a more complete picture of the people expected to reside in Waitsburg. Portions of the demographic analysis are based on County-wide data and are not particular to the City. However, the level of specificity is adequate to assess the general needs of the population. The population and demographic projections will be used to estimate the type of structure, the number of bedrooms per unit, the cost and the neighborhood setting that will be needed in Waitsburg.

This analysis includes information provided on the development patterns in the City, the age structure of the population, the projected number and size of households, and the income ranges of these households. These projections are needed to measure the "fit" of the existing housing stock with the future population and to determine future housing needs.

Age Distribution of Population: The American Communities Survey data reports the proportion of elderly (over the age of 65) in Walla Walla County is 18.1%; up from 15.6% in 1990. Furthermore, the population of the City is aging, with an increasing number of individuals over 65. The elderly require special consideration in planning housing, transit and social services. In addition, a large retired population will contribute transfer payment dollars, but will not require employment opportunities. The decline in young individuals indicates a “flight” of locals with

the ability to move.

The majority of households in Walla Walla County are small family households of 2 to 4 people (63%). Elderly households, where one or more person is age 65 or older were 18.1% of the households, and single-person, non-elderly households were 12.7% of the households. Families of 5 or more people accounted for the fewest number of households, at 6.2%. Of all the household types, the number of small family households grew at the greatest rate (14%), followed by large-family (5+ people) households; which actually only increased slightly.

National demographic trends indicate that the senior population will continue to expand as the baby boom generation ages, and that households will continue to shrink slightly in size.

Household Size: The table below shows the types of households in the City. The breakdown in household type corresponds to the estimation of household size that is described in Table III-8.

In 2017, the City was estimated at 1,230 individuals; which is essentially a zero increase from 2010. By the year 2038, the population is estimated to be 1,525 individuals, an increase of 295 individuals.

TABLE III-8  
CITY OF WAITSBURG  
HOUSEHOLD TYPE

Single Individuals and Couples (no children)	31.2%
Households not living alone	6%
Male Head of Household	4%
Female Head of Household	10%
Families (with children)	49%
Average Household Size	2.49

It is anticipated that the average household size will continue to drop due to lower birth rates, increased longevity and a single-oriented, late-marriage lifestyle. The City expects the trend toward smaller household size to continue until it approximates the household size for the larger metropolitan areas (Table III-9).

TABLE III-9  
CITY OF WAITSBURG  
POPULATION AND HOUSEHOLD SIZE  
2005-2025

	2017 (Estimate)	2027 (projected)	2037 (projected)
County Population	61,400	66,005	71,724
City Population	1,230	1,386	1,525
Average Household Size	2.49	2.4	2.3
Number of Households	544	577	664

Income Range of Households: In 2016, the median gross income in Waitsburg was \$50,313 This

is a 33% increase from the income level 10 years ago, if adjusted for inflation. This is an indication of the buying power of future households and is important in determining the type of housing needed for the projected population. Population income levels affect the type of housing, the size of units and the size of lots. The very low-income population is projected to decline over time, and the moderate- and low-income households are projected to grow larger in number.

The income groups in this analysis are based on the requirements of various public assistance programs. Because many external factors may affect the affordability of housing, it was assumed that the relationship between income and housing costs in today's market would remain constant in the future.

The projected number and percent of the City's households falling into the various income groups listed in Table III-10 were determined by extrapolating the 2005 distribution to 2015. The distribution was shifted upward slightly to reflect the trends in the age profile of the City's population, changes in family size, governmental support programs and a marginally optimistic economic outlook.

TABLE III-10  
2015 STATE DEFINED INCOME GROUPS

Very Low Income	less than 50% of median	less than \$25,156
Low Income	between 50% and 80% of median	\$25,156 - \$40,250
Moderate Income	between 80% and 95% of median	\$40,250 - \$47,797
Middle Income	between 95% and 110% of median	\$47,797 - \$55,344
High Income	greater than 110% of median	greater than \$55,344

### C. Analysis of Projected Housing Needs

Assumptions: This section projects the type of housing that will be needed based on the following assumptions:

The projection of the types of dwelling units was determined according to household size: Households with one or two people need dwelling units with two or fewer bedrooms; three- and four-person households need three-bedroom dwelling units; five- or more person households need four or more bedroom units. Deviations from these assumptions will be offsetting in many cases. For example, high-income families may occupy larger dwelling units than would be required by the household size, and low-income households may live with some crowding in smaller sized units. Thus, the assumptions should provide relatively accurate estimates of the type of housing needed by the City.

1. The projections of new housing needs do not account for the vacancy rate. This will be estimated below.
2. Rehabilitation or replacement of units is not included in the projections. The annual number of units replaced or rehabilitated is estimated below.

#### D. Needs Assessment

The overall population growth in Walla Walla County has outpaced the supply of new housing that has been built since the 2010 American Communities Survey. This in itself indicates a serious housing need.

Population growth is compounded by a number of other trends and issues. As the overall population grows, the average size of households is shrinking, meaning that the growth in households is increasing at a rate greater than the overall population growth. These trends put the squeeze on those in the lowest income brackets as competition for market-rate housing stiffens. Some of these trends are outlined below.

Growth in Population vs. Growth in Housing Stock: In the City of Waitsburg, between 2005 and 2015, the population effectively remained the same. The growth in housing stock between 2007 and 2017 was 17 units. Waitsburg's population growth remained constant with the housing development during that same period.

Households Living in Crowded Conditions: Typically any unit containing more than one person per room is an indicator of overcrowding. According to the 2000 census, in Walla Walla County there were 1,183 units that could be defined as overcrowded. Anecdotal comments during the Housing Needs Assessment would indicate this is increasing.

As of 2016, approximately 49% of rental households countrywide paid 30% or more of their income on housing.

Renter Housing Needs: In summary, the housing shortage in the community affects every income group. The housing shortage is causing moderate-income people to compete for housing typically taken by lower-income groups. This is resulting in families doubling and tripling up in some cases, forcing others into substandard housing and pushing some, at the very low end, out of the market.

#### Owner Housing Needs:

The housing market response throughout Walla Walla County has resulted in a decreasing ability for first-time home buyers and families paying more than 30% of their income towards housing to enter the market. First, the supply is limited, and second, the cost often exceeds their ability to pay.

The City of Waitsburg and the County Planning Department expect current population growth for Waitsburg to continue at a 2.1% annual rate through the end of the decade, to 1,525 by the year 2037 (an additional 296 people); but if this percentage should deviate and Waitsburg's population stays stagnant at 1,200-1,300, housing availability will become harder to afford with market conditions continuing to tighten; increasing both home ownership and rental

pricing. Assuming housing starts increase at the rate greater than the present rate while family size remains unchanged, there could be a possibility of an over abundance of housing within the next five years.

New Household Formations: The City will need 33 new units in the next 10 years (2017-2027) and 87 in the following 10 years (2017-2037), for a total of 120 new housing units by 2025 (to accommodate an increase of 297 people at 2.49 people per household). New household formations should average about 3 per year in the first 10 years, and about 9 per year from 2017 to 2037. The total increase of in households from 2017 to 2037 is anticipated to be 120. Proportionately, this is a 22% increase in housing. These numbers, without accounting for any major deviations, are based on current projections established by the City.

Adjusted Projections of Housing Needs: Several factors that have influenced this change and that were not accounted for in the estimate above. The most significant of these are:

- Statewide, the distribution among the various types of units (single-family, duplex, multi-family, and manufactured home) is shifting gradually away from single-family homes and toward multi-family ownership and cluster housing. This is due to changes in the needs of the population.

- Most of the housing stock is transferred through income groups as it ages. A house occupied by a higher-income household is occupied by lower-income families as the house ages and deteriorates. The higher-income families often move to newer and better housing.

- General maintenance and repair slow the deterioration process of a house. Major rehabilitation and renovation can significantly improve the relative quality of the house and can alter new construction requirements.

Therefore, the following adjusted estimates reflect these considerations.

Future Vacancy Rate: The vacancy rates are not expected to change as the Plan is implemented. Therefore, the projections of housing needs are based on the vacancy rates that would occur in a healthy housing market, a 3% vacancy rate for owner-occupied housing and an 8% vacancy rate for rental housing. To achieve these vacancy rates as the overall number of dwellings increases, an additional n 21 units per year will be needed.

Replacement or Rehabilitation: The housing condition survey found 42 substandard units. This backlog of substandard units must be replaced or rehabilitated in the next 20 years. In addition to these existing substandard units, it is expected that every year an additional 8% of the housing units that are at least 25 years old will become substandard. This was estimated based on the normal survival rates of existing housing stock. The replacement or rehabilitation of 5 units a year between 2017 and 2037 will eliminate the current backlog of substandard housing and address the units becoming substandard during these two timeframes.

#### E. Analysis of Needed Public Facilities and Services

New residential units will need to be connected to water, sanitary disposal, solid waste disposal, transportation, electric and telecommunications services. In addition, existing facilities such as schools, fire protection and police protection will need to be evaluated to ensure that they can

accommodate the additional demand. The analysis of the capacity of public facilities and services has been adjusted to reflect the anticipated changes in the housing pattern. The condition and capacity of public facilities and services is detailed in the Transportation Element and the Land Use Element. The schedule for financing such services is in the Capital Facilities Element.

#### F. Analysis of Land Availability

This analysis examines all of the land that is available for residential land uses under the current zoning and development ordinances. This provides an initial estimate of the City's ability to meet its housing needs. It also clarifies the ability under the current regulations to develop a pattern with a sense of community, safety, and access to commercial and employment centers. The policies developed in the Land Use Element and this Housing Element will transform the location and density of housing. Adjustment of this analysis to reflect new policies and revisions to the zoning ordinance clarified the implications of various policy decisions.

Available Residential Land: Land for the City's anticipated households must be found within the existing City Limits and the Urban Growth Area. As of 2018, the City had 13 vacant residential lots that were not in either the floodway or the 100-year floodplain within the City Limits.

Build out Potential of Residential Land: Most of the vacant land in the current City Limits is zoned for residential use. If developed at anticipated densities of four dwelling units per acre, the vacant residential land will accommodate more than 200 new housing units. The City is expecting that there will be an additional 180 – 280 lots available for residential development; which will meet the projected 20 year need for housing in the City of Waitsburg. Residential development is especially important for the future 20 year projection due to the fact that a similar sized area zoned for residential use was recently rezoned to Agriculture AR-1 in the City's Southern Urban Growth Area; due mainly to its current agricultural characteristics and limited ability to be served by public services.

Vacant Lands Inventory: The City of Waitsburg performed a survey of vacant lands during the housing inventory conducted in 2018 to estimate the potential capacity for future residential development.

#### G. Analysis of Additional Residential Lands Required

Floodway/Floodplain: The existence of floodway and floodplain throughout the majority of the town limits the use of some of the vacant land. In January, 2019, there were a total of 62 vacant lots and an additional 16 potential vacant lots (areas large enough to accommodate another dwelling unit, but which are clearly being used by current residents either as yard, garden or kennel space) within the incorporated City Limits. However, 11 of the 62 vacant lots may not be included, as they are within the floodway, and therefore are not considered buildable according to Waitsburg's Floodplain Ordinance. There are another 39 vacant lots that are within the 100-year floodplain. Lots in the 100-year floodplain may be developed but are more costly to build on, as structures must be engineered and elevated to one foot above the 100-year floodplain elevation. There are a total of 12 vacant lots that are in neither the floodway nor the floodplain.

Potential Vacant Lots: There are an additional six potentially vacant lots that are not in the mapped floodway or the floodplain. The total of potential and vacant lots within the existing City Limits is 18.

Area within the Urban Growth Area: Adjacent to the City Limits within the Urban Growth Area are approximately 60 acres designated for residential development. It is highly unlikely that the majority of the UGA land will be developed as current property owners wish to develop their land for future housing needs. In developing the Urban Growth Area, a market factor of 25% was added to the minimal land supply required to meet the projected growth. Property in the floodplain or the floodway was also not included in the analysis of the UGA as development in these critical areas is not desirable.

The most valuable information from the vacant lands inventory is the characteristics of the vacant properties. The most important finding of the vacant lands inventory is that there is very little vacant land suitable for multi-family development simply due to the limited size of the available lots. Available lots within the existing City Limits are generally single lots, isolated from other vacant lots. Multi-family housing generally requires at least two adjoining lots.

Additional Residential Land Use Needs: The current available residential land within the City is adequate to meet the projected needs. A total of 120 lots will be required to accommodate the number projected for new residential units. With a 25% market factor added in, Waitsburg will require a total of 150 lots. If the existing 12 lots (and the 6 potentially vacant lots) already in the City are discounted, then a total of 132 lots will be required.

Additional Acreage Required: At a target density of 10,000 square feet, the City will require an additional 132 lots, a total of 30 acres. When allowing for required roads and utilities, the maximum additional residential land required to accommodate projected growth in Waitsburg for the next 20 years is 30 acres. With potential development of about 50 acres and a rezone of about 90 acres of the Urban Growth Area, changes to the UGA will create excess adequate housing in the City. As buildable lots become scarce in other cities (Walla Walla and College Place), the City will be faced with the potential for inflated land values as housing needs increase.

## H. Analysis of Private Sector Housing Supply and Affordability

New construction over the past 10 years has averaged 1.7 units per year and thus, by City projections, the private market has the capacity to produce the total number of needed units. A limited number of private homebuilders, manufactured home dealers and placement contractors are active in Waitsburg. They produce a variety of housing from single-family units to manufactured homes, with prices from \$150 and up. Over the past five years, interest rates have guided the level of construction activity in the City. The analysis below will examine the private market capacity to meet the projected needs of each income group.

### I. Cost of Housing Construction

The price ranges for all types of housing constructed in Waitsburg from 2003 through 2006 have

been examined to determine the affordability of housing in the current market (Table III-11). Higher-priced, custom-designed units are also available, and smaller three-bedroom houses are being built on infill lots to sell in the \$65,000 to \$110,000 price range, plus the cost of the lot.

TABLE III-11  
HOME CONSTRUCTION SALE PRICE RANGES

<u>TYPE OF HOUSING</u>	<u>RANGE OF SALE PRICE</u>
Two-bedroom attached	\$150,000 to \$250,000
Three-bedroom (4 units/acre)	\$250,000 to \$350,000
Estate housing (<2 units/acres)	\$350,000+

Single-Family Housing: The rent for single-family housing generally starts at \$850 per month.

Duplex Housing: A limited amount of low-cost housing is available through the duplex market. The rent for these units generally ranges from \$850 to \$1000 per month. These units range in cost of construction from \$75,000 to \$100,000 per unit.

Multi-Family Housing: The rent for multi-family units (the Wheatland Drive Rental units) ranges from \$350 to \$400 per month. The average cost of construction of multi-family units has hovered near \$85,000. The smaller units, many of which are intended for the elderly, cost between \$50,000 and \$65,000 per unit to build.

X. J. Regulation of the Private Sector

The housing delivery system requires the coordination of numerous professionals, businesses and industries. It is important for the City to do what it can to keep the housing delivery system robust and functioning. The concerns of developers include land availability, utilities, zoning and subdivision approval, impact fees, and environmental regulations. The City has adopted development codes that regulate building and zoning, subdivisions, and development in flood plain and critical areas. These regulations were adopted in the interest of public health and safety. Developers have expressed concerns that these regulations may increase development time slightly, thereby increasing the housing costs. To address many of the concerns expressed by the development community, the Comprehensive Plan includes explicit policies regarding future development in the City. The clarity that is provided by the Plan increases predictability in regulation and thereby encourages development.

The City also has a nuisance ordinance that specifies the required level of upkeep within the City Limits. For example, the accumulation of yard trimmings (except for composting purposes) is not allowed under the ordinance. The ordinance functions as an extension of house maintenance, as the outer condition of a house generally coincides with the interior condition.

V. GOALS AND POLICIES



This section contains the policies for future housing in the City of Waitsburg. The timing of development and provision of services are key components of this planning process. In addition to the discussion below, a Future Land Use Map (Figure IV-2) has been developed to illustrate the various land uses and growth management strategies.

The Vision Statement for the City of Waitsburg was incorporated into the following policies along with the inventory and analysis contained in this element to create a strategy for achievement of the City's goals in light of the existing conditions in the City.

## XI. A. Goals

Goal 1: The City of Waitsburg recognizes the need for a variety of housing types and densities, and the need for a range of affordable housing. The City will strive to set conditions to encourage such development, to provide public facilities that will encourage such development and to explore public mechanisms to address the shortfalls of the market.

Goal 2: The City will also strive to encourage and promote the upkeep of housing so that it stays in good condition; high-quality designs; adequate buffers from noise, odors, and other environmental stresses; and a sense of community and safety.

## XII. B. Policies

Policies pertaining to specific residential development are located in the Policy section of the Land Use Element.

Policy 1: The City will allow the development of apartments above commercial buildings along Main Street, provided that all applicable residential building codes are met.

Policy 2: The City of Waitsburg will review State and Federal housing programs and will participate in the Affordable Housing Commission if contacted to do so.

Policy 3: The City will coordinate with volunteer organizations to promote rehabilitation and community revitalization efforts. The City will endeavor to increase the opportunities for residents with special housing needs.

Policy 4: The City will consider adoption of design standards to ensure promotion of community vision. The City will continue to enforce existing development codes, including building, zoning, subdivision, flood plain, critical areas, and nuisance ordinances, which were adopted in the interest of public health and safety.

Policy 5: The City will continue its primary role in the conservation of housing through public investment in the infrastructure servicing the area (maintenance of public streets, recreation, etc.) and in regulations to prevent incompatible land uses and depreciation of property values.

Policy 6: The City will encourage the preservation and conservation of existing standard housing, the rehabilitation of substandard housing and the redevelopment of deteriorated housing

located in residential districts.

Policy 7: The City of Waitsburg will ensure that all residential areas are supplied with public facilities and services. The City should continue to evaluate public facilities and services in rehabilitated and redeveloped areas.

Policy 8: The City will continue to implement its code enforcement program and will consider incentives to motivate owners to repair and improve maintenance of their structures.

Policy 9: To promote off-street parking in residential districts, the City will allow parking lots and vehicle storage areas in residential districts, provided that such areas are intended to provide parking for personal vehicles and not for commercial vehicles.

## **LAND USE ELEMENT**

- **Guide urban growth to areas where urban services can be adequately provided.**
- **Reduce urban sprawl.**
- Encourage efficient multi-modal transportation systems.
- Encourage the availability of affordable housing to all economic segments of the population.
- **Encourage economic development throughout the State.**
- **Ensure private property is not taken for public use without just compensation.**
- **Encourage predictable and timely permit processing.**
- **Maintain and enhance natural resource-based industries.**
- **Encourage retention of open space and development of recreational opportunities.**

- **Protect the environment and enhance the State's quality of life.**
- Encourage the participation of citizens in the planning process.
- **Ensure availability of adequate public facilities and services necessary to support development.**
- Identify and preserve lands and sites of historic and archaeological significance.
- Carry out the State policy for shorelines of the State as identified in RCW 90.58.020.

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER 4 - LAND USE**

### **CHAPTER 4 - LAND USE**

#### **I. INTRODUCTION**

##### **A. Purpose of the Land Use Element**

This Land Use Element has been developed in accordance with the Growth Management Act to address land uses in the City of Waitsburg and the adjacent Urban Growth Area. It represents the community's policy plan for growth over the next 20 years. The Land Use Element describes how the goals in the other plan elements will be implemented through land use policies and regulations and thus, it is a key element in implementing the Comprehensive Plan.

The Land Use Element has also been developed in accordance with the County-wide Planning Policies and has been integrated with all other plan elements to ensure consistency throughout the Comprehensive Plan. The Land Use Element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given current and future development trends, the protection of the quality and quantity of water supply, the provision of public services, stormwater runoff, and the measurement of the costs and benefits of growth.

## B. Urban Growth Area

The planning area includes the lands to which Waitsburg may feasibly provide future urban services and those surrounding areas that directly impact conditions within the City limits. This area is designated by the Urban Growth Area. The City and County originally coordinated their activities in identifying the Urban Growth Area and in development of management policies for the area within the Urban Growth Area but outside of the current City limits.

The Urban Growth Area was selected in order to ensure that urban services will be available to all new development. The location of the boundary was based on environmental constraints, the concentrations of existing development, the existing infrastructure and services and the location of designated agricultural resource lands and critical areas. New development requiring urban services will be located in the Urban Growth Area. Central sewer and water, utilities, telecommunication lines, and local roads may be extended to development in these areas.

## C. Major Land Use Considerations and Goals

Land that may be developed is available within the City and in the area surrounding Waitsburg. The City recognizes the importance of efficient planning and explicit land use decisions in order to take advantage of future development opportunities. The City is currently not constrained by the availability of land; however, it is constrained by financial resources and is concerned about the quality of development that is being attracted. Therefore, the allocation of available land among competing uses will not be the sole factor in the City's decision-making process. For example, coordination between the Land Use Element and the Capital Facilities Element will be essential in producing a plan with accurate projections for economic development. Balancing the need for new development with preservation of commercial agricultural operations is another consideration. The Land Use Plan in this element will guide decision making to achieve the community goals as articulated in the Vision Statement.

## II. INVENTORY AND ANALYSIS

The inventory presented in this element provides information useful to the planning process. The inventory summarizes the general development of types of land use and summarizes information specific to the City.

### A. Physical Description

Planning that considers the environmental limitations of the area avoids relatively expensive site modifications for development of certain lands. Furthermore, this type of planning is essential in order to preserve critical areas and natural resource lands.

Topography and Geology: There may be land in a community which is not suitable for development due to topographical constraints. For example, steep slopes (in excess of 15%) are low in strength and unstable in nature, are costly to develop, and therefore, may not be suitable for development. The geology determines the relative stability of a region, whether or not the area is prone to shifts or sinkholes, the rate of groundwater drainage and whether significant

mineral resources exist.

The City of Waitsburg lies in a fairly flat river valley running in a general east-west direction, to the east and west the terrain is level with a gradual slope, with drainage generally moving in a westerly direction. To the north and south of the City are steeply sloping bluffs. These slopes are unsuitable for development because they are potentially unstable, not accessible, and municipal services cannot be provided.

Soils: The load-bearing capacity of soil, the hydraulic properties, erosion potential, and characteristics with respect to shrink-swell all play a significant role in development of land. In addition, soils are the primary determinant in designation of "unique" or "prime" agricultural land.

A soil survey conducted by the U.S. Soil Conservation Service produced detailed soil maps which can be used as a tool for site selection and planning. The survey explains in great detail each soil's suitability for agricultural, residential, sanitary facility, recreational, woodland wildlife habitat and other land uses. In and around Waitsburg, the valley floor consists of alluvial materials, cobbles and gravels, overlain by fertile but shallow sandy and silty loams.

Surface Water: Rivers and other surface waters are valuable environmental and scenic areas. The quality of water is important to the entire river habitat. Reduction in water quality will not only reduce the environmental and scenic value of the river, but it may also threaten the ground water that is connected to the surface water system.

The South and East Forks of the Touchet River originate near the southern and eastern borders of Walla Walla County on the slopes of the Blue Mountains at elevations between 4,000 and 5,800 feet. The Touchet River flows westerly through Waitsburg, which lies at an elevation of approximately 1,250 feet. Upper parts of the drainage area are steep, rough, forested mountain slopes. Streams flow in deep canyons. Foothill slopes and rolling lands are situated in the middle elevations of the area. Coppei Creek flows northwesterly through the southwestern corner of the City. The Coppei Creek flows into the Touchet River just west of the Waitsburg Sewage Treatment Facility.

In Waitsburg, the surface water quality and the quality of the river habitats are generally good. However, future development must consider point and non-point source discharges and soil erosion, as well as development that strips the habitat or changes the flow of the rivers in ways which damage the viability of the rivers.

Frequently Flooded Areas: The Touchet River usually has high flows in the spring from snow melt and low flows in the summer and fall. Floods have occurred resulting from general rainstorms which cause a high percentage of runoff. Frozen ground conditions and a rapid warming combined with the rain also have contributed to the major events.

Recorded floods of significant size occurred in 1906, 1931, 1949, 1964, 1972 and 1996 on the Touchet River. The maximum flood on the Touchet River at Waitsburg occurred in December 1964 with a peak discharge of 9,350 cubic feet per second (cfs). The 1996 flood was measured

slightly below the 1964 flood in volume at 9,300 cfs. Yet damages sustained in the 1996 flood were significantly higher than previous flood events due to a combination of higher sediment load, water borne debris, and increased development in the flood plain. The Coppei Creek has also had several floods of significant size, but the floods have never been gauged to measure the size.

The Federal Emergency Management Agency has defined areas showing the extent of the 100-year flood plain in order to establish actuarial flood insurance rates and to promote sound flood plain management. Development on flood plains retards their ability to absorb water, restricts the flow of water from land areas and causes hazards downstream.

In 1980, the City passed a flood ordinance with the purpose of limiting damage to individuals, property and natural systems. Participation in the flood program also makes individual properties eligible to purchase flood insurance. The Flood Insurance Rate Map is located in City Hall. The costs of flood damage are high, not only to private property owners, but also to the public in terms of providing flood protection, emergency services and reconstruction of damaged public facilities such as roads and water and sewer lines. The total estimated damage to both private and public property from the 1996 floods exceeded \$13 million.

Ground Water: Ground water is replenished from precipitation and surface water filtering through the ground to aquifers. The ground where this filtering process takes place is called an aquifer recharge area. The quality of recharge areas and surface waters need to be protected to ensure the quality of the ground water used in the immediate area, as well as the quality of water for users down gradient from the recharge zone. Ground water, once polluted, is very difficult, often impossible to clean and the cost of clean-up may be cost prohibitive. Thus, improper and excessive development in aquifer recharge areas is not recommended.

The City uses springs located in the Blue Mountains as its primary source of domestic water. The City also operates four wells. Three of the wells are located southeast of the reservoir, near the McGregor site. The fourth well is located south of the Touchet River but north of Willard Street, within the northern-bound roadway right-of-way.

The wells are served by the a basalt aquifer. This aquifer is generally confined and is not impacted by seasonal precipitation, stream continuity or irrigation. Recharge originates in the Blue Mountains. Contamination could most likely occur at a wellhead. The City's Water System Plan addresses wellhead protection.

Wetlands: Wetlands are ecosystems which assist in the reduction of erosion, flooding, and ground and surface water pollution. Wetlands also provide important habitat for wildlife. The City has utilized the wetlands inventory information from the National Wetlands Inventory (NWI) maps. The wetlands identified in the NWI within the City limits and Urban Growth Area are almost exclusively associated with stream corridors.

Climate: The climate should be considered in land use planning. For example, the condition of roadways, public transit and pedestrian/bicycle pathways is affected by the climate. Temperature variations are significant factors in the level of energy usage, and annual precipitation provides a

source of water through recharge. The climate also influences economic activity, most notably agricultural production.

The climate in the vicinity of Waitsburg is generally temperate with wide temperature variations. The mean annual temperature is approximately 51°F, with January and July averages of 32°F and 71°F, respectively. Extreme temperatures of 109°F and -32°F have been recorded. Average annual precipitation ranges from 19 inches at Waitsburg to more than 50 inches in the mountains.

Vegetation and Wildlife: Disturbance of ecological communities and division into isolated habitats are the major cause for the decline in animal and plant species. Conserving viable ecological habitats in an interconnected system is the most effective way of conserving vegetation and wildlife. Many habitats that are conserved for environmental or scenic reasons cannot survive division into small isolated land parcels.

The City supports deciduous and coniferous trees such as maple, oak, locust, pine and fir, as well as native tall shrubs and grasses. The fringes of the City coincide with the habitat of deer, coyotes, birds, small mammals and occasional bear and cougar. The more developed portions of the City share the habitat with small mammals and a variety of birds. The river habitat supports seasonal and year-round fish. Designated habitat protection zones within the City are all associated with the streams.

## B. Land Use Classifications

The existing types of land uses can be used to gauge the proportion of total land area that the City will need to devote to each land use in the future. Historically, development has occurred uniformly around the City center, with the density of settlement increasing toward the center of the City. New lots that have been created in recent years near the edge of the existing City limits tend to be larger with more meandering streets. Although the City has been zoned since 1947, the “pyramid” Zoning Plan divided the City into thirds, with 1/3 zoned exclusively residential, 1/3 allowing residential and commercial and 1/3 allowing residential, commercial and industrial uses. This has resulted in a mixture of uses scattered throughout the City and has permitted some incompatible land uses to be located near one another. The zoning has also caused some difficulties in financing homes and new developments, as lending institutions tend to be cautious about financing developments in a zone which allows for such potential conflicts (residential development in an industrial zone, for example).

Residential Land Use: This category includes single-family and multi-family dwellings, including manufactured housing. Approximately 75% of the total land area in Waitsburg is currently devoted to residential uses. The City has considerable potential for building within the existing and newly incorporated land area. The actual calculation of the City's capacity once completely developed is presented in the Housing Element.

Commercial Land Use: This category includes land used for retail and wholesale trade including offices, motels, restaurants, service outlets, automobile service stations. One percent or less of the total land area in Waitsburg is currently under commercial use.

The central business district, located along Main Street in the central part of the City, contains a variety of land uses, including retail establishments, offices and services such as restaurants, City Hall, a bank and the Post Office. Some of the buildings also contain residential units in the upper stories. Although there are several vacant buildings in the Main Street district, many are only partially utilized. This is especially significant since these are also the core of the historic buildings in the town.

The remaining commercial uses within the City are located mostly along Preston and Coppei Avenues and include an apartment complex, restaurant, service station and various retail shops. A few other businesses are scattered throughout the City, with most functioning as accessory home occupations.

Retail sales within the town are primarily to residents of the City and outlying areas, with a noticeable amount of trade being drawn away to Walla Walla and the Tri-Cities. The populations in the City and the immediate surrounding area provide the primary consumer base for the commercial businesses in Waitsburg, with State highway travelers making up the secondary market. There are a few “specialty shops” or businesses which draw from a larger surrounding area. Retail sales have declined over the past ten years.

Industrial Land Use: This category includes land used for light manufacturing, processing, warehousing, and storage. Industrial land use is intensive and can have a significant influence on environmental quality and economic strength of the community. Approximately 1% or less of land within the City limits is currently in industrial land use. Waitsburg businesses which fall in the industrial category include the Port of Walla Walla Waitsburg Business Park, Walla Walla County Public Works, McGregor Company (farm chemicals), Northwest Grain Growers (grain elevators), and storage buildings. The Land Use Map also includes utilities, the Pacific Power substation, for example, within the industrial classification. Historically, the major industry in the town was the pea cannery, which was located at the McGregor site and closed in the late 1980's.

The market for industrial products is regional or even national and thus is not dependent upon the local population. For this reason access to input materials, transportation and suitable labor are the most important determinants of industrial location. Waitsburg is located along a State highway and has access to rail at the north side of the Urban Growth Area.

The Port of Walla Walla purchased 13 acres north of the McGregor site for future industrial development in Waitsburg. The site has been completely developed with site infrastructure improvements for smaller sites, and currently supports a large industrial construction company; with room to accommodate several other businesses within the Industrial Park. Three acres at the intersection of Mill Race Road and Garden Street were sold to Walla Walla County for a new County maintenance facility which was completed in 2000.

Public Lands: This category includes public facilities and services, schools, churches, community parks, and sport facilities. Approximately 10% of the land in the City is Public. Facilities on public lands are owned both publicly and privately. The City operates Preston Park, Rankin Park and Waits Mill Park, which are all located along the Touchet River. The Park includes a swimming pool and a covered picnic area. Other public lands include the school



district properties, fairgrounds, cemetery and a recently purchased pocket park area in the City's downtown corridor. The publicly-owned facilities are more specifically inventoried in the Capital Facilities Element.

The City acquired an additional 14 acres or so under the Hazard Mitigation Program which is funded by both Federal and State agencies. The properties were purchased to eliminate future flood damages from the individual property owners and to decrease the area of the floodway and the flood plain. As a condition of the program, the acquired properties must remain in permanent open space except for limited recreational structures.

Vacant/Underdeveloped Lands: This category includes vacant, undeveloped, and underdeveloped acreage. Approximately 5% of the land inventoried falls within this category. Most of the land in this category is planned for future subdivisions, with a large section already platted in 5 acre parcels but not fully built out. These areas also include vacant structures. The land use inventory also took into consideration very large lots which are only partially developed.

Open Space: This category includes land used for nature areas and open space corridors. For the purposes of the inventory of the existing land uses within the City, pasture and agriculture operations were considered open space. The remaining percentage of the existing City land use inventory falls within this category.

Natural Resource Lands (Agriculture, Forest, Mineral): Although there are no designated Resource Lands within the City or UGA, Waitsburg is surrounded by agricultural land which is used for crop production and single-family residences attached to farms. The quality of this agricultural land and the parcel sizes were a primary consideration in designation of the City's Urban Growth Boundary. The County has classified and designated farmland of long-term commercial significance in Walla Walla County. The agriculture lands around Waitsburg do not meet the requirements to be defined as "prime" or "unique" and were not designated as those of "Primary Significance." They are, however, considered valuable farm land, especially when considering that the large parcel sizes which make the commercial operation of the farms possible. Upon adoption of the Interim Urban Growth Area, the County concurred that some of the smaller parcels adjacent to the City limits may be needed for development in the 20-year planning period. However, those lands outside of the UGA will merit high protection as Resource Lands. There is also one area at the southeast corner of the existing City limits which, although within the City limits, is not accessible from the City, is functionally separated by the topography and is a part of a large commercial farming operation. This property will also be protected as "Resource Lands".

Although there are no designated mineral sites within the UGA, there are two sites adjacent to the north. These sites were designated by Walla Walla County in 1996 as long term commercially significant mineral sites. By receiving this designation, these sites merit special protection over new developments in the vicinity of the sites.

The City does not have any forest lands within or near the Urban Growth Area.

Critical Areas: Critical Areas are defined in the appendix of the Comprehensive Plan, and the

specific critical areas for the City are described in the section on Physical Descriptions. Each of the critical areas has been classified, designated and protected in the Waitsburg Critical Areas Ordinance. The Critical Areas are considered by overlaying the critical areas with the land use maps, rather than including Critical Areas as a separate category in the land use inventory. All of the relevant physical conditions have been mapped to indicate areas where development is not feasible or is somewhat limited.

### III. FUTURE LAND USE NEEDS

This section of the Land Use Element explains expected development trends and identifies potential development problems and opportunities. The Plan for growth and development in the City of Waitsburg was developed based on the following analyses:

#### A. Residential Land Use Needs

The analysis of local population and demographic trends is important for a broad understanding of the community and to anticipate future needs. The analysis of population and demographic trends is included in Section 4 of the Housing Element of this Plan. The City has also examined the location of current and planned housing in relation to critical areas (especially frequently flooded areas), public facilities, transportation and commercial areas.

#### B. Commercial and Industrial Land Use Needs

The analysis of the economic conditions is important for understanding the projected commercial and industrial land use needs of the community. There are limited opportunities for employment within Waitsburg itself due to a limited population base/labor force to make commercial and industrial land uses viable. Most residents commute to Walla Walla or even the Tri-Cities to work. Under the current zoning, there is more than enough commercial and industrial land available in the City. Current trends indicate that less land could be designated for commercial and industrial purposes than the current zoning permits. However, public input during the planning process has consistently indicated that the community residents desire more employment opportunities within the town. Therefore, it is important to designate enough land to have sites available if economic development efforts are successful in encouraging businesses to locate in Waitsburg. The City of Waitsburg, through its Comprehensive Plan Update and Rezone application process, rezoned about 50 acres of industrial zoned ground for residential use. The City used its location criteria in its decision and felt that the ground was better suited for residential use rather than industrial. With the removal, the City still feels that they have sufficient industrial ground (about 40 acres) available to meet future demands; should they arise.

Throughout the planning process, Waitsburg residents have indicated that many important community service needs are met through facilities in Walla Walla and Dayton. The projected growth of Waitsburg and surrounding communities suggests that this trend will continue and that major facilities are not expected to be developed in the City. A limited number of social service establishments could also be provided for in the areas designated for commercial development.

#### C. Public Lands Needs

Based on the analysis in the Capital Facilities Element, there will be no additional land needed for public purposes for government owned facilities over the life of this Plan. Privately owned public facilities (i.e, a church or recreation facilities within a Planned Unit Development) will be accommodated within the other land use designations and evaluated for compatibility with surrounding land uses based on standards to be included in the City's development regulations.

The Future Land Use Map also identifies priority sites for continuation of the open space corridor developed with the properties purchased under the Flood Hazard Mitigation program should additional funds become available in the future to purchase more land.

#### D. Resource Lands Needs

Agriculture has traditionally been a significant component of the economic base in the area. However, as land prices for residential properties have increased, conversion of farmland to other uses has become financially attractive. The City had identified agricultural lands in their previous plans, which have now been converted to other uses within the previous Urban Growth Area. The City has development regulations in place regarding phased conversion of this land to promote the most efficient and cost effective use of the land and will encourage Walla Walla County to protect the Resource Lands outside of the UGA for long term agricultural use.

#### E. Location Criteria

Urban Growth Area: The Urban Growth Area is sufficient to accommodate growth over the next 20 years. The following criteria were used to evaluate the alternatives and propose the final UGA:

1. All land currently within the existing City limits was included. The locations of existing utility connections were also considered.
2. Undeveloped lands within the flood plain were considered to be available for future development.
3. Land west of the sewage treatment plant was not considered to be available for future development because the elevation in relationship to the plant would restrict service of the area by the City sewer.
4. Topographical features were taken into consideration for developing urban area boundaries; lands on top of the bluffs were not included in the proposed area because it was not considered practical to extend City utilities to serve those areas when there is adequate land supply on the flat.
5. The existing land use patterns of the land adjacent to the City were also taken into consideration. Large, contiguous, undeveloped parcels of commercial agricultural lands are considered to be committed to agricultural use, particularly when smaller parcels adjacent to the City also exist.
6. Residential land needs were calculated in the Housing Element. Industrial land needs were based on conversations with the Port of Walla Walla. It is expected that land for commercial purposes can be found within the existing City limits.
7. The UGA includes flood plain only to make a more logical boundary; the boundaries follow roads or use topographical features where possible and follow parcel boundaries.

#### Residential:

1. Physical characteristics should include land on a 0-10% slope and outside of hazard areas such a flood plain. If the location includes Critical Areas, sufficient area for development which includes adequate buffers should be included.
2. Cultural characteristics should include undeveloped lots of various sizes and prices. Developed lots should offer a range of housing type, price, and tenure to satisfy housing needs.
3. Lots should be served by or within a reasonable distance of City water and sewer.
4. The provision of roads, utilities and services should be feasible.

#### Commercial:

1. Physical characteristics should include flat, well-drained, load-bearing soils. If the location includes Critical Areas, sufficient area for development which includes adequate buffers should be included.
2. Cultural characteristics include parcels of land of various sizes, prices and tenures to meet various needs of developers.
3. Businesses should be located near commercial nodes or intersections of arterials to promote the type of aesthetic appearance that is desired by the community.
4. Parcels should be served by or have the potential for, urban level of service including sewer, water, solid waste disposal, drainage and police and fire protection.

#### Industrial:

1. Physical characteristics include flat, well drained, load bearing soils.
2. Key services consist of good access to rail and roads that are of adequate capacity and in good condition, City utilities, sheriff and fire protection.

#### Public:

1. Public facilities and utilities shall be located so as to maximize the efficiency of services provided; minimize their costs; and minimize their impacts upon the natural environment and residential districts.

## IV. GOALS AND POLICIES

This section discusses the plan for future land uses in the City of Waitsburg. The timing of development and provision of services are key components of this planning process. An analysis of existing conditions and projected needs in the previous section highlighted the areas of concern and opportunities for Waitsburg. The Vision Statement for the City was used, along with the inventory and analysis contained in this element, to create a plan. The Plan contains a strategy for achievement of the City's goals in light of the existing conditions in the City. The goals, objectives and policies within the Plan provide guidelines and action steps.

### A. Overall Land Use Goal:

To ensure that the character and location of land uses optimizes the combined potentials for economic benefit and the enjoyment and the protection of natural and cultural resources while

minimizing the threat to health, safety and welfare posed by hazards, nuisances, and incompatible land uses.

Goal 1: Manage growth so that the delivery of public facilities and services will occur in a fiscally responsible manner to support development and redevelopment in the City.

Goal 2: Attain the highest level of economic well-being possible for all citizens in Waitsburg by encouraging the development of local employment opportunities.

Goal 3: Achieve a well-balanced and organized combination of open space, commercial, industrial, recreation and public uses served by a convenient and efficient transportation network while protecting the character of residential neighborhoods.

Goal 4: Ensure the protection of natural and built environments through preservation, conservation and enhancement.

## B. Policies

### *General Land Use*

Policy 1: Within one year of Plan adoption, the City will update development regulations to be consistent with the land use designations of the Comprehensive Plan.

Policy 2: The City will utilize the location criteria established in this Plan when evaluating amendments to the Comprehensive Plan or development regulations.

Policy 3: Upon adoption of this Plan, the area outlined in Figure IV-4 will be designated as the Urban Growth Area for the City of Waitsburg.

Policy 4: The City will coordinate with Walla Walla County to establish uniform regulations for development of Residential lands within the Urban Growth Area and the City limits. The City will recommend that this management plan include the following features:

- a. Residential lands in the UGA may be platted at densities permitted by the City's ordinances at the time that public water and sewer are provided to the site.
- b. Placement of a residence on a lot (in the UGA or within the City) must connect to the City sewer if the sewer is within 300 feet of the property line.
- c. Placement of a residence on a lot within the UGA must connect to City water if the lot does not have an existing well and City water is within 300 feet of the property line. New residential development on existing lots within the City must connect to City water.
- d. If water and sewer are not available to the site, division of lots into parcels less than five acres in size will be allowed; provided that each parcel of record at the time of adoption of the regulations will be permitted to create only lots which satisfy current City and County land zoning and housing regulations. The parcels created under this exception in the UGA may utilize a private well and septic tank if permitted by the County Health Department unless the public service is deemed a concurrency item.
- e. Uniform design standards for streets, utilities, and other required improvements.

Policy 5: The City will coordinate with Walla Walla County to establish uniform regulations for development of Industrial lands within the Urban Growth Area, but outside of the City limits.

The City will recommend that this management plan include the following features:

- a. Uniform design standards for streets, utilities, and other required improvements.
- b. Consistency among the permitted land uses within the designated area.
- c. Requirements that industrial development not be permitted without provision of City water and fire flow.
- d. Industrial development may be permitted without City sewer if the development retains the sewage on-site without adversely affecting surface or ground water, and the property owner commits to connecting to the sewer when it is available.
- e. Land within the Urban Growth Area designated on the Land Use Map for industrial purposes should be preserved only for industrial use. Until such time that a need has been demonstrated and a logical plan for development has been approved, the industrial lands shall remain in agricultural use and traditional agricultural practices will be recognized as the primary use.
- f. The City will implement the same plan within the existing City limits.

Policy 6: Commercial development within the City will be required to be served by City water and have adequate fire flow.

### *Residential*

Policy 7: The City will revise its development regulations to ensure that single-family housing and duplexes are permitted only in the locations designated for residential growth.

Policy 8: The City will ensure in its development regulations that various densities and types of housing, including mobile home parks, are permitted subject to application and approval by the Planning Commission and City Council. The distribution of housing types throughout the City will be encouraged to provide for a variety of neighborhood settings. Densities should range from four to eight dwelling units per acre with higher density developments being located near schools, commercial areas, and transportation routes.

Policy 9: The City will allow duplexes on any corner lot where residential development is allowed. The fronts of the duplex shall face different streets so that the single-family feel of the neighborhoods will not be compromised. Duplexes will also be permitted on lots at least double the minimum required size and in higher density areas.

Policy 10: The City will allow accessory dwelling units wherever single-family residences are allowed, provided that the accessory dwelling unit is treated as a separate entity; has separate utility meters, is limited in size, meets building code requirements, and does not exceed the requirements for lot coverage.

Policy 11: The City will review its codes to ensure that different classes of group homes are permitted in appropriate residential neighborhoods, and that no residential neighborhoods are closed to such facilities.

Policy 12: Manufactured homes must meet the United States Department of Housing and Urban Development (HUD) standards as evidenced by the State Department of Labor and Industries insignia. Double-wide or larger manufactured homes shall be allowed outright where residential development is allowed, provided that they meet certain standards including age and type of foundation. Single-wide manufactured homes shall be allowed only in manufactured home parks and when the HUD standards are met as evidenced by L&I insignia and appropriate approvals are granted by the Planning Commission and or City Council.

Policy 13: The City will review its Planned Unit Development (PUD) provisions. PUD provisions establish whether or not to allow developments to increase the maximum density and encourage creative site development. To minimize neighborhood impacts, PUDs should have two or more points of entrance dependent on the relationship to the street system. The Planning Commission shall use a degree of flexibility in imposing additional requirements so that development will be in the best interest of the surrounding property, the neighborhood, historic and/or archaeological properties in the vicinity, and the City as a whole. These additional requirements should be focused on the height of structures, noise and lighting impacts, and providing adequate amount of open space. This approach would provide the City with an alternative form of residential development which would promote flexibility and creativity in the layout and design of new residential development.

#### *Provision of Public Facilities*

Policy 14: The City will review and update its Planned Unit Development (PUD) provision to ensure developments can increase the maximum density and encourage creative site development. Provisions for the review of applications for development and the timing of the actual impacts caused by the different types of development permits will be adopted in the City as part of the land development regulations.

Policy 15: The City will extend its services to land with the UGA prior to annexation, provided that the landowner receiving the services understands that future annexation and participation in future public facilities projects will ultimately occur as a condition of the annexation.

Policy 16: The location and construction of public facilities and buildings may be considered in any land use plan category, but approval of the facility will be contingent upon meeting criteria and standards which will be established in the adopted development regulations.

#### *Urban Design Standards*

Policy 17: The design of shopping facilities must reflect the character of Waitsburg and the community vision by providing a sense of place with appropriate scale and well-designed landscaping, parking and vehicular and pedestrian access. The scale of development will be appropriate to serve the needs of the community of Waitsburg as opposed to the region.

Policy 18: The design of industrial development must include features which off-set adverse impacts created by the development and include well designed landscaping, parking, and

efficient access for employees and service vehicles.

Policy 19: The City will strive to eliminate incompatible land uses or blighting influences through active code enforcement measures.

Policy 20: The City will plan to work with its electrical provider on the installation of an electric vehicle charging station where practical.

### *Economic Development*

Policy 21: Encourage the redevelopment/revitalization of rundown and/or underutilized historic commercial buildings through implementation of a combination of regulatory techniques, incentives and land use planning through implementation of the policies of the Historic Preservation Element.

Policy 22: The City will encourage development of commercial uses to support the needs of the local community and those of the traveling public (examples: grocery store, motel, etc.). To preserve commercial lands for this type of development, the development regulations should specify that only commercial uses will be allowed in commercially-designated areas, with the exception that residential uses will be permitted on the upper floors of buildings in the Main Street commercial area.

Policy 23: Adopted development standards will be flexible enough to not prevent the siting of specialty shops or businesses which could promote the economy by providing a destination for out-of-area shoppers. The City recognizes that certain types of businesses (i.e. bed and breakfasts) are compatible with residential areas.

Policy 24: The City will allow home occupations in residential areas provided that they meet or exceed the criteria to be established in the development regulations. The criteria must be flexible enough to ensure a wide range of occupations or professions but also ensure that they do not change the residential nature of the property.

Policy 25: The City will continue coordination with the Port of Walla Walla to implement the County economic development program, and will appoint a representative to participate in its advisory committee if approached to do so.

Policy 26: The City will support and encourage the development of the industrial park by the Port of Walla Walla.

Policy 27: The City will strive to provide predictable outcomes of permit applications by continuing to abide by the requirements of the Regulatory Reform Act to ensure the timely processing of permits and by providing specific criteria for project approvals in its Development Regulations.

### *Flood Mitigation*



Policy 28: The City will emphasize adherence to the standards of the National Flood Insurance Program (NFIP) to reduce damage to life and property.

Policy 29: Building within the flood plain on existing lots will be discouraged, but permitted if the elevation and flood prevention standards of the NFIP are met.

Policy 31: The subdivision regulation will be revised to encourage design practices which minimize potential impacts from flooding.

Policy 32: Construction of new commercial buildings will be allowed in the flood plain provided that a professional engineer certifies the flood proof construction of the building.

Policy 33: The City may seek sources of funding to purchase properties identified on the Future Land Use Map as “Flood Mitigation Purchase” as they become available and to continue the open space development initiated after the 1996 flood.

Policy 34: City will plan to use Best Available Science to designate, protect or restore critical areas that is derived from a valid scientific process as defined pursuant to WAC 365-195-900 – 925. Sources of best available sciences are included in “Citations of Recommended Sources of Best Available Science for Designating and Protecting Critical Areas” published by the Washington State Office of Community, Trade and Economic Development.

#### *Resource Protection*

Policy 35: The City will continue to amend and adopt land development regulations which ensure the protection of the attributes, functions and amenities of the natural environment.

Policy 36: Through the land planning and development review processes, the City will utilize the setbacks specified in the Critical Areas Ordinance to encourage the provision of fish and wildlife habitat corridors.

Policy 37: The City will include in its development regulations provisions for requiring on-site retention of stormwater for new development.

Policy 38: In accordance with the Washington State Department of Health, the City will monitor and report findings on the drinking water quality.

Policy 39: A higher level of review should be given to development permits near the City well sites. Specific standards will be included in the Wellhead Protection Plan.

Policy 40: The City will discourage drilling of new gravel or basalt wells within the City.

Policy 41: The City will continue to coordinate with other jurisdictions in the region on resource use, protection and management issues which cross jurisdictional boundaries. These include flood plain management, shoreline management, stormwater management, water supply, and

non-point water quality.

Policy 42: The City will recognize and support a “Right to Farm” on the agricultural lands outside of the City. Development permits that are issued for properties within 1,000' of the UGA boundary shall contain language which notifies the developer of ongoing agricultural activities in the area and that nuisance conditions could occur as a result of normal farming practices.

Policy 43: The City will recognize and support a “Right to Mine” on the mineral lands outside of the City. Development permits that are issued for properties within 1,000' of designated long term sites shall contain language which notifies the developer of ongoing mining activities in the area and that nuisance conditions could occur as a result of normal operations.

Policy 44: The City will encourage Walla Walla County to recognize the location of its mountain springs and provide protection from development in the surrounding area in the County’s Comprehensive Plan.

#### *Recreation and Cultural Development*

Policy 45: The City will support proposals from private or public groups which enhance opportunities for recreational and cultural activities in order to provide a range of activities for all ages.

Policy 46: The City will pursue the development of incentives (i.e., increased densities) for the dedication of public facilities or for improving existing public facilities or open space.

Policy 47: The City of Waitsburg will use local resources whenever possible to encourage local involvement in community actions and to enhance community pride. This should include continued encouragement of public and private involvement in community traditions as well as active encouragement of volunteers and activism.

#### *Essential Public Facilities*

Policy 48: The City will not preclude the siting of essential public facilities but will enforce its Comprehensive Plan and development regulations to ensure reasonable compatibility with other land uses. The City will use the following process for siting public facilities which are determined by the State Office of Financial Management to be essential:

- a. .
- b. The Planning Commission may develop specific siting criteria for the proposed project and will identify, analyze, and rank potential project sites.
- c. The City will provide timely notice to citizens in all relevant jurisdictions. The City will notify adjacent jurisdictions of the proposed project and will solicit review and comment on the recommendations of the committee.
- d. The Planning Commission will issue a recommendation to the City Council regarding the preferred location for the proposed project.
- e. The City Council shall act on the commission’s recommended criteria and project site, and forward the information on to the entity responsible for the project.

Policy 49: At a minimum, the following factors will be considered by the Planning Commission for evaluating potential sites for public facilities to ensure reasonable compatibility and consistency with the Comprehensive Plan:

- a. Existing City standards for siting such facilities.
- b. The location and function of existing public facilities and their effect on the community.
- c. The relative potential for reshaping the economy, environment, and the community character.
- d. Project location in relation to resource lands and critical areas.
- e. Consideration of compensation to property owners if privately owned property is necessary for the project.
- f. Additional, project-specific criteria as adopted by the committee and Council may be used as a measure for final project approval.

Additional, project-specific criteria as, adopted by the committee and Council may be used as a measure for final project approval.

## **TRANSPORTATION ELEMENT**

- **Guide urban growth to areas where urban services can be adequately provided.**
- Reduce urban sprawl.
- **Encourage efficient multi-modal transportation systems.**
- Encourage the availability of affordable housing to all economic segments of the population.
- Encourage economic development throughout the State.
- **Ensure private property is not taken for public use without just compensation.**
- Encourage predictable and timely permit processing.
- Maintain and enhance natural resource-based industries.
- Encourage retention of open space and development of recreational opportunities.
- Protect the environment and enhance the State's quality of life.

- Encourage the participation of citizens in the planning process.
- Ensure availability of adequate public facilities and services necessary to support development.**
- Identify and preserve lands and sites of historic and archaeological significance.
- Carry out the State policy for Shorelines of the State as identified in RCW 90.58.020.

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER FIVE - TRANSPORTATION**

### **I. INTRODUCTION**

#### **A. Purpose of the Transportation Element**

This Transportation Element is intended to tie future transportation routes into an integrated network to serve the planned land use pattern and to link the community with neighboring communities and the region as a whole. It represents the community's policy plan for the next 20 years.

The Transportation Element specifically considers the location and condition of the existing traffic circulation system, the cause, scope, and nature of transportation problems, the projected transportation needs, and plans for addressing all transportation needs while maintaining established Level-of-Service (LOS) standards (Figure V-1).

The transportation network has been developed in conjunction with planning for the various land uses discussed in the Land Use Element of this Plan. If portions of the Land Use Element or other elements of the Plan are revised, this chapter will also be reviewed for consistency.

### **II. EXISTING CONDITIONS**

#### **A. Facilities and Services**

**Street System:** The City of Waitsburg has approximately 12 miles of arterials, collectors, and local streets connecting the various parts of town and providing access to and from the rural and agricultural areas surrounding the City.

The vast majority of the City has been developed based on a regular grid of streets and blocks, although some developments have cul-de-sacs. All of the streets in Waitsburg are two lanes except for Academy Street; which was designated as a one-way street due pick up and drop off issues related to the Waitsburg School District. A few City streets have dedicated right-of-way but the streets have not been developed.

The City of Waitsburg is unique in that the two principal arterials in town are actually U.S. and State highways that are maintained by the Washington State Department of Transportation (WSDOT). United State Highway (US) 12 enters the town from Walla Walla (20 miles to the southwest), but then changes direction to the east and continues through, connecting the City with Dayton (eight miles to the east). Access off US 12 into Waitsburg has not been limited. There are 14 intersections with city streets. Additionally, most properties adjoining US 12 (also called Coppei Avenue) have direct access onto the highway. State Route (SR) 124 (also called Preston Avenue) enters the town from the west, and then connects with US 12 in downtown Waitsburg. Five City streets have access onto SR 124, as do adjacent properties. SR 124 is the main connection to the Tri-Cities. Because the highways are owned and maintained by the State, the City has limited influence regarding proposed improvements.

Table V-1 summarizes the Average Weekday Traffic Volume (ADT) for both directions and associated level-of-service (LOS). These figures are based on the most recent traffic counts available to forecast future 2028 and 2038 traffic volumes.

Street	Location	2018 ADT	LOS	2028 ADT	LOS	2038 ADT	LOS
E. 8th St.	E. of Coppei	420	A	462	A	508	A
Coppei	S. of Preston	3,804	B	4,184	B	4,603	B
2nd St	W. of Main	2,090	A	2,299	A	2,529	A
Main	N. of 2nd St	1,260	A	1,386	A	1,525	A
2nd St	W. of Coppei	1,546	A	1,701	A	1,871	A
Preston Ave	E. of Coppei	5,160	B	5,676	B	6,244	B
Preston Ave	W. of Coppei	2,074	A	2,281	A	2,510	A
Preston Ave	E. of Taggart Rd	4,780	B	5,258	B	5,784	B
Garden St	N. of Preston	315	A	347	A	381	A
Taggart Rd.	N. of Preston	87	A	96	A	105	A

<p>Table V-1a LOS Reference</p>
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LEVEL-OF-SERVICE FOR AVERAGE WEEKDAY TRAFFIC ON	
TWO LANE STREETS - No Turn Lanes at Intersections	
LOS	NUMBER OF AUTOMOBILES
A	0 TO 4,000
B	4,100 TO 7,000
C	7,100 TO 9,000
D	9,100 TO 11,000
E	11,100 TO 13,000
F	13,100 plus

Source: Highway Capacity Manual, Transportation Research Board .

Transit Service: In Waitsburg most individuals use automobiles to travel to work, therefore, public transit would be most important for the elderly, low-income individuals, or youth who do not have alternative means of transportation. In the City, the greatest need is for mobility between towns and to urban areas, especially for medical services not available in Waitsburg. The local transit authority, Valley Transit, does not currently provide transit service to Waitsburg; however, Columbia County Public Transit (CCPT), located in Dayton, is available to all residents of Waitsburg and Dixie located in adjacent Walla Walla County. CCPT offers weekday service between Dayton and Walla Walla; however, rides have to be scheduled in advance.

Bicycles and Pedestrians: Most of the residential streets have very light traffic; hence, there is little conflict between automobiles, bicyclists, and pedestrians. Considering its size, the City has a fairly extensive network of sidewalks. Figure V-2 shows the location of existing sidewalks in the City as well as the planned route for the Blue Mountain Trail between Waitsburg and Dayton.

Blue Mountain Regional Trails Plan: In an unprecedented regional effort, Cities, Counties, Health Departments, Ports, Regional, State and Federal Agencies joined forces to complete the development of the Blue Mountain Regional Trails Plan that spans all involved Jurisdictions. The Plan’s vision is to “Develop a community-driven and locally-supported regionwide network of bicycle and pedestrian routes and non-motorized trails to provide outdoor recreation opportunities, mobility, quality, and connectivity within the Blue Mountain Region that benefits – health, mobility, quality of life and livability, economic development and tourism.” The Plan’s recommendations include 354 total miles of proposed new or improved non-motorized transportation and trails. The proposed projects do not yet have secured construction funding. The plan was designed to unlock grant opportunities and guide future investment decisions.

Aviation: The Walla Walla Regional Airport, located approximately 18 miles southwest, has been an active aviation center since before World War II. The Washington State Airport System Plan designates the airport as a “commuter airport”, and it is anticipated that this level of service will be the major use of the airport. Airline traffic in Walla Walla has increased during the recent past from 57,642 enplanements and deplanements in 2010 to 98,895 in 2017.

Rail: The nearest passenger train service is located in Pasco, Washington. The Blue Mountain

Railroad provides rail service for shipment of goods to and from the Waitsburg area. The rail operator currently does not have plans for expansion in the Waitsburg area. But if a major industrial use were to develop in the City that required expanded services, the Blue Mountain Railroad has indicated it would seriously consider any requests for expansion.

Water: Transportation by water is available approximately 40 miles to the west on the Columbia River. Large amounts of grain and other commodities are shipped to and from Portland, 200 miles to the west, via the Columbia River.

Truck Routes: Both US 12 and SR 124 pass through the City. The City recognizes that both US 12 and SR 124 are major truck routes. They serve both the City and other communities to the east, west, north, and south. The City is committed to enhancing movement of freight and goods, both into and out of the City, as well as through the City to other destinations.

Industrial Park: Although not part of the City's TIP, the Port of Walla Walla has installed a new street to serve its industrial park. The street, EJ Hays Place, connects to Mill Race Road.

### III. LEVEL-OF-SERVICE

Level-of-service (LOS) is a qualitative description of traffic flow characteristics during the highest volume hour of the day. The highest level (LOS A) describes free-flow conditions where drivers experience minimal or no delay. The lowest level (LOS F) describes stop-and-go conditions where long delays are experienced by most drivers in the traffic stream. The LOS of a street or intersection is a function between the design capacity of the street and the actual traffic experienced. Average weekday traffic volumes for selected City streets are shown on Figure V-1.

The LOS for intersections is based on a calculated average vehicle delay incurred by vehicles entering the intersection during the peak hour. A capacity deficiency for signalized intersections is defined as intersections operating at or below LOS D. There is currently only one signalized intersection in Waitsburg. During peak traffic, this signalized intersection operates at LOS B.

For unsignalized intersections a capacity deficiency occurs at LOS F. There are no unsignalized intersections operating at this level. All intersections within the City appear to be operating at LOS B or better.

It should be noted that this system of measuring the capacity of a roadway is a transportation industry standard. It is employed by the Washington State Department of Transportation (WSDOT) and the majority of jurisdictions in the State. This system is used here to provide consistency of measurement between the City, WSDOT, Walla Walla County, and the other cities in the County. The Regional Transportation Planning Organization (RTPO) has adopted LOS C for all arterials and collectors on the Functional Classification system in this area and LOS D for classified roadways within the urbanized area, encompassing the cities of College Place, Walla Walla, and Milton-Freewater (Oregon). Consistency in approach and standards between adjacent jurisdictions is a goal of GMA. It should be noted that this system was developed with larger, metropolitan areas in mind, but is not necessarily the best evaluation method for smaller cities.

#### IV. EXISTING FUNCTIONAL CLASSIFICATION

A functional classification system establishes a hierarchy of streets that reflects the type, amount and speed of traffic in conjunction with surrounding development. The following classifications are based on Federal Highway Administration and WSDOT guidelines and criteria. Figure V-1 notes the location of each of the classified roads.

##### A. Principal Arterials

Principal Arterials serve the highest volumes of traffic and provide routes going into, out of, and through the City.

##### B. Minor Arterials

Minor arterials connect to principal arterials and serve traffic within the City and some through traffic. Traffic is predominantly controlled with stop signs along abutting streets. Parking is allowed along most sections of minor arterials within the City limits.

##### C. Collector Streets

Collector streets serve internal circulation, connect to arterials, and provide property access. All of the collector streets in the City are two-lane undivided streets with stop sign control along abutting streets.

##### D. Local Streets

Local streets provide access to individual properties and may connect to an arterial. Curb and gutter sections exist within some areas of the City and are bordered by planting strips and sidewalks. Where a local access street joins an arterial there is usually stop sign control. Traffic control signs are generally not needed at low volume intersections of local streets. Table V-2 shows selected City streets and their existing functional classifications.

Table V-2 Existing Functional Classifications				
Streets	Functional Class	Direction of Travel	Parking	Function
East-West Streets				
Bolles Junction Road (Front Street)	major collector	both ways	none	thru
SR 124	minor arterial	both ways	parallel	thru



US 12	principal arterial	both ways	none	thru
W. 7 <sup>th</sup> Street/ Cardinal Lane	minor collector	both ways	parallel	thru
W. 8th Street (Wilson Hollow Road)	minor collector	both ways	parallel	local
North-South Streets				
US 12	principal arterial	both ways	none	thru
Garden Street	major collector	both ways	parallel	local
Taggart Road	major collector	both ways	parallel	local

## V. STATE TRANSPORTATION FACILITIES

### A. State Transportation Facilities – LOS

A U.S. and a state highway pass through the City of Waitsburg. US 12 enters the town from Walla Walla, but then changes direction to the east and continues through, connection the City with Dayton. Access off US 12 into Waitsburg has not been limited. Most properties adjoining US 12 direct access onto the highway. SR 124 enters the town from the west, and then connects with US 12 in downtown Waitsburg. Five City streets have access onto SR 124, as do adjacent properties. SR 124 is the main connection to the Tri-Cities.

Both US 12 and SR 124 are major transportation routes. They serve the City and other communities to the east, west, north, and south.

### INVENTORY

The following is an inventory of state-owned transportation facilities.

Route Designation	SR Milepost	SR Milepost	Functional Class	HSS*	Posted Speed	# Lanes
US 12	357.04	357.22	R1	Yes	35	2
US 12	357.22	357.59	R1	Yes	25	2
US 12	357.59	357.82	R1	Yes	25	2
US 12	357.82	358.34	R1	Yes	40	2
SR 124	44.14	44.76	R2	No	35	2
SR 124	44.76	44.98	R2	No	25	2

\* HSS: Highways of Statewide Significance

Level-of-service (LOS) calculations indicate that a segment of US 12 (MP 357.59 – MP 358.76) – consisting of the segment that passes through Waitsburg from the east city limits to the junction with SR 124 – is projected to operate at LOS C by 2026. The remainder of US 12 in the City is projected to operate at LOS B, and the entire portion of SR 124 through Waitsburg is projected to operate at LOS A.

**IMPACTS**

Based on assumptions used in the Comprehensive Plan, the following impacts are projected for state transportation facilities.

Route	Begin MP	End MP	2018 ADT	LOS	2038 ADT	LOS
US 12	356.84	357.59	3,804	A	4,565	B
US 12	357.59	358.76	5,610	B	6,732	C
SR 124	44.5	44.68	1,546	A	1,855	A

\* Source: 2018 DOT Traffic Counts

Because the highways are owned and maintained by the State, the City has limited influence regarding proposed improvements. Any modifications to US 12 are the responsibility of the Washington State Department of Transportation (WSDOT). Additionally, routine maintenance and preservation activities will be necessary on the state system. This would consist of asphalt overlays with safety restoration.

Preston Avenue runs from the east city limits to SR 124 and is one of the principal routes of travel for highway traffic through the City. It also serves numerous local residents, both vehicle traffic and pedestrians and bicyclists. As currently laid out, Preston Avenue does not provide optimum conditions for a mix of highway traffic, local traffic, pedestrians and bicyclists..

**VI. TRANSPORTATION PLAN**

**A. Short Term: 2018 - 2023:**

The City has identified several major transportation projects aimed at improving the access into and circulation through town. These and other improvement and maintenance projects are shown in Table V-3 and in Figure V-3 and are part of the City’s Six-year Transportation Improvement Program (TIP), which serves as the City’s multi-year financing plan. Any future updates to the City TIP will be incorporated in reference by the passing of this plan. Three of the major projects are discussed below.

City-Wide Street Maintenance: The City has made a consistent effort over the years to perform annual maintenance, as needed, on City streets. By planning every year to perform some maintenance, the City has kept its streets in relatively good condition. Over time, it has proven more economical to perform routine maintenance annually, and thereby avoid gross deterioration of the City’s streets, with associated higher repair costs. The City is committed to continue this

plan of annual routine street maintenance.

School Walking Routes: The school facilities are separated by several blocks. During much of the year, students must walk between facilities. This occurs several times a day, each day, and the students range in age from third grade through high school. Currently the walking paths between school facilities are furnished with sidewalks for the entire route.

City-Wide Sidewalks: In 2013, the City developed a new sidewalk replacement program that shares the cost of replacing badly damaged sidewalks around the City. In combination with the sidewalk replacement program, the City has been successful in obtaining several sidewalk replacement grants. In total, the City has replaced or installed new sidewalk in almost every area of the City to the effect that pedestrians are now able to walk from one side of the City to the other without having to walk in the street.

Taggart Road: With the expectation that residential housing development in the area along Taggart Road will occur at some point in the City future, this road will experience increased road traffic. City is currently planning to straighten the road and provide a new link to US 12.

B. Long Term - 2024 - 2037

The City anticipates that not all of the projects listed in the TIP will be funded within six years. Any projects not funded will continue to be carried on the TIP until completed, which will likely occur between 2024 and 2037.

<b>Table V-5 Transportation Improvement and Maintenance Projects (2018 – 2037)</b>		
Project	Description	Total Cost
<b>2018 – 2023 Projects</b>		
Bolles Road: Main to WCL	Reconstruct & Widen	\$561,000
School Sidewalk Reconstruction	Reconstruct and Installation	\$100,000
Millrace Grade Crossing	Realignment and grade crossing improvements	\$575,000
Taggart Rd to Hwy 12	Roadway extension	\$300,000
Willard St to E7th St	Sidewalk Installation	\$163,000
City-wide Street Maintenance	Roadway Repair and Maintenance	\$25,000
City-wide Sidewalks	Sidewalk Installtion	\$20,000
<b>2024 – 2037 Projects</b>		
Citywide Stormwater	Stormwater Collection System	\$225,000
W. 7th Street: Coppei Creek	Bridge Replacement	\$1,000,000
Touchet River Bridge	Preston Ave Bridge Rehabilitation	\$3,500,000
Coppei Ave/Preston Ave.	US 12/SR 124 Roundabout	\$2,000,000

\*2018-2023 listings correspond with the RTPO’s Walla Walla Valley Metropolitan and Regional Transportation – 2040 Plan related to the City of Waitsburg.

## B. Long Term - 200718 - 202137

The City anticipates that not all of the projects listed in the TIP will be funded within six years. Any projects not funded will continued to be carried on the TIP until completed, which will likely occur beyond 2030. Items like Touchet River (Hwy 12) Bridge and SR 12/124 Roundabout would be State Department of Transportation projects, but are included in the plan for illustrative purposes representing a local need.

## VII. FUTURE NEEDS

### A. Identified Future Projects

The City has identified several transportation projects that will need to be addressed in the future. All of these will require at least some financing from sources outside the City. Primarily for that reason, these projects are not currently scheduled. It is anticipated that these projects will be undertaken, as financing opportunities become available, sometime in the year 2030 time frame. Specifically, replacement of the US 12 Bridge over the Touchet River headed east to Dayton.

City-Wide Storm Sewers: Storm water runoff is a frequent problem throughout the City. The City has established a goal of installing storm sewers or catch-basins as part of new road construction projects. It is noteworthy that the City has already relined the entire length of storm sewer along Main Street from 8<sup>th</sup> to 3<sup>rd</sup> Street.

Bolles Road: This road experiences heavy truck traffic. It needs a new road bed and it should be widened.

#### Bridge Replacements:

Highway 12: The State bridge spanning the Touchet River along US 12 was built in 1931 and needs to be replaced, as it has reached its useful life. Current WSDOT planning places the approximate replacement of the bridge around 2030.

W. 7<sup>th</sup> Street: The local bridge spanning Coppei Creek along W. 7<sup>th</sup> Street creates a choke point for highway events, catching debris and clogging the bridge opening, and creating flooding and washouts along the downstream banks.

Roundabout: With the surplus of land that was to be used for the Waitsburg Bypass project, WSDOT has indicated a willingness to use the sale proceeds for a feasibility study related to a roundabout at the intersection of US 12 and SR 124. At this time, WSDOT has not provided an indication on the timing of the study or potential project development.

### B. Pedestrian and Bicycle Needs

The City is currently pedestrian- and bicycle-friendly due to the low traffic volumes, which makes the City streets relatively safe for walking and biking. The size and scale of the City make these modes of transportation both practical and pleasant. Many residential areas are connected by a walkway to recreational areas, schools, and shopping areas. As development increases,

traffic will also increase, which may create more of a conflict between automobile traffic and pedestrian and bicycle traffic. As such, the City should continue to improve bicycle and pedestrian infrastructure.

Sidewalks are an obvious way to maintain and enhance the ‘walkability’ of a community. As new development occurs, sidewalks are required to be provided as a normal part of the permit requirements, regardless of whether there are sidewalks adjacent to the site of the proposed development. The long-term goal is to complete a citywide sidewalk network in conjunction with street improvements.

Continuing the basic street grid in new developments is important in maintaining the connectedness of the pedestrian walkways. Isolated cul-de-sacs and single-access subdivisions increase walking distances and create barriers to other portions of town. Where such a configuration is appropriate due to natural features or existing development, then pedestrian and/or bicycle connections should be made to adjacent blocks.

Since the City Park was expanded after the 1996 Flood, a multi-use path along the park has been planned as part of a future expansion, but to date has not been determined. The connection would provide safe access throughout the downtown area to and from the park. The City should consider striping City streets for a bicycle lane, particularly near schools. Also, bicycle racks are available at downtown businesses and at the City Park.

#### C. Transit Needs

Regional bus service is provided to or within Waitsburg by Columbia County Public Transit (CCPT). The City benefits from its location along CCPT’s transit service between Colombia and Walla Walla counties. If the level of service becomes unacceptable to the City, Waitsburg could either contract with Valley Transit on a per-trip basis, or be included within the Public Transportation Benefit Area (PTBA) already served by Valley Transit.

Becoming a PTBA would require formal voter approval and confirmation by the Valley Transit Board of Directors. A service area would have to be approved in order to establish a 0.6 percent sales tax increase to partially fund transit service to Waitsburg. The City would be responsible for initiating approval of a PTBA as Valley Transit does not actively pursue new service areas. Approval of a PTBA requires a vote of the incorporated area, which would likely encompass more than just the incorporated limits of Waitsburg.

One of the areas identified in the 2040 Washington State Transportation Plan is to provide transportation facilities and services to support the needs of all communities, with a focus on equity for populations with specialized needs, those in rural areas, and those who are traditionally underserved. Providing some kind of service to Waitsburg would certainly be in keeping with state objectives.

### VIII. TRANSPORTATION DEMAND MANAGEMENT AND TRANSPORTATION SYSTEM MANAGEMENT ALTERNATIVES

This plan does not address Transportation Demand Management (TDM) or Transportation System Management (TSM) alternatives. The City is located in a rural area with a low population and low to moderate traffic volumes. Although the population is forecasted to increase somewhat, it does not appear that traffic capacity will be a significant issue now or in the future. Due to rural character of the City and recognizing that the nearest population center is twenty miles away, the City, with this plan, is not required to, and does not address, any TDM or TSM alternatives.

## IX. FINANCES

The City maintains a Municipal Street fund that has been historically used for many of the City transportation enhancement projects in the past. The City anticipates that this fund will continue to be used for those purposes to the extent that money is available in the future. The Municipal Street fund is also used for routine maintenance of existing transportation facilities. In addition to that fund, the state provides funds for maintenance and enhancements to the portions of US 12 and SR 124 that are in the City limits. The City anticipates money from the state will continue to be used for those purposes in the future. Table V-7 shows the estimate annual costs of maintaining City streets over the next twenty years. The Estimated Annual Operation and Maintenance Costs are calculated by using historical financial information averaged out over prior years to estimate future expenses.

Year	Forecasted Revenue	M&O Costs	Project Revenue	Project Costs	Ending Balance
2018 - 2027	\$2,500,000	\$2,250,000	\$1,242,140	\$1,700,000	(\$207,860)
2028 - 2037	\$2,500,000	\$2,250,000	\$6,477,500	\$6,725,000	\$497,500
Totals	\$5,000,000	\$4,500,000	\$7,719,640	\$8,425,000	\$289,640

\*Table corresponds with the RTPO's Walla Walla Valley Metropolitan and Regional Transportation – 2040 Plan related to the City of Waitsburg.

The City has, in the past, used funds available through the federal Surface Transportation Block Grant (STBG) and the State's Transportation Improvement Board (TIB) for specific transportation projects. The City will necessarily look to those funds or other state and federal grants or cost share programs to enable it to finance the planned projects. The City will actively pursue alternative funding sources, as the programs become available.

Historically, alternative funding sources have provided 80% or more of the cost of the transportation enhancement projects. The City anticipates that this funding level should continue in the future. The City is able to provide its share of these costs from the combination of its Street Fund and in-kind contributions.

It is important to note that the projects listed in the Six-year Transportation Improvement Plan (TIP) are based on available transportation funding. Should funding sources decrease, the City will reevaluate the proposed projects in consideration of level-of-service standards, land use assumptions, and availability of additional funding sources. The City will adjust the TIP accordingly during the annual TIP amendment process.

The City adopts forecasts of transportation revenue prepared by the -Walla Walla Valley Metropolitan Planning Organization and Sub-Regional Transportation Planning Organization (WWVMPO/SRTPO). The revenue projections, shown in Table V-6, reflect the appropriate share of the regional revenue forecast.

## X. GOALS AND POLICIES

### A. Goals

Goal 1: Provide a safe and efficient transportation and circulation system that addresses the needs of Waitsburg residents, promotes and supports the desired land use pattern, and that is developed concurrent with new growth.

Goal 2: Maintain a current street system plan for the City and its immediate environs that is consistent with the Land Use Element and meets the circulation needs of the City's residents and businesses, and that will serve to attract future businesses.

Goal 3: Maintain a system of bicycle and pedestrian paths that link neighborhoods, public facilities, and the Downtown, and that enhance the walking and bicycling experience.

Goal 4: Pursue a means of providing affordable public transportation to Walla Walla.

Goal 5: Encourage the improvement and establishment of terminal facilities to enhance agricultural, commercial, and industrial use.

Goal 6: Preserve opportunities for industrial development that could be enhanced by accessibility to rail service.

Goal 7: Plan all transportation improvements and enhancements with due regard and care for physical and cultural resources of the City.

### B. Policies

Policy 1: Encourage the use of fuel-efficient modes of transportation.

Policy 2: Foster cooperation between local governments and the State Transportation Commission and Transportation Improvement Board.

Policy 3: Strive to provide alternative transportation systems, both vehicular and non-vehicular,

including but not limited to mass transit, bicycle routes, and pedestrian walkways.

Policy 4: Maintain the City's inclusion in Columbia County Public Transit Transportation Benefit Area

Policy 5: Recognize and advocate the preservation of existing rail infrastructure and rail service within the City.

### *Street System*

Policy 6: Maintain an annually-updated listing of analyzed and prioritized road improvement needs based on the Transportation Element.

Policy 7: Maintain consistency between the annual updates to the Six-year Transportation Improvement Plan and this Plan.

Policy 8: Provide adequate standards for new roads and upgrade existing roads. Standards of the Transportation Improvement Board should be applied to the design, engineering, and construction of existing and future roads.

Policy 9: To the extent feasible, recommend the grid system of streets and blocks in new developments.

Policy 10: Encourage major traffic generators such as schools, churches, shopping and industrial areas to locate on or near arterials.

Policy 11: Require off-street parking in new commercial and industrial developments. Off-street parking should be designed to integrate with, or at least not interfere with, pedestrian infrastructure, access to any future transit facilities, and access by bicycles.

Policy 12: Coordinate with the Walla Walla Valley MPO/SRTPO to ensure consistency and compatibility between local and regional transportation plans.

Policy 13: Coordinate with the Washington State Department of Transportation in the review of development requests adjacent to or impacting SR 124 and US 12.

Policy 14: Platted but undeveloped right-of-way should not be permitted to be used for residential access until the street has been developed to adopted standards and accepted by the City; provided, however, that for a short plat in which a building permit has been issued for only one lot, paved access routes are not required. Pavement of access routes will only be required on short plats once a permit is issued for construction on a second lot.

Policy 15: Development of new neighborhood streets must be consistent with the following:

- a. Collector streets will be developed within individual subdivisions and should be designed to collect and distribute traffic from neighborhood streets to arterials.
- b. Future Neighborhood streets must be designed in such a manner so as to discourage



through traffic.

Policy 16: The City will consider exploring the use of other LOS system or the development of one that is more tailored to Waitsburg. Besides the movement or level of traffic, such a system must include items like the adequacy of street lighting, curbs, provision of sidewalks, and compatibility with bicycle usage, pedestrian crossings, streets signs, and number of accidents per year.

### *Pedestrians and Bicycles*

Policy 17: Study alternative routes, especially between schools and residential areas, to determine where pedestrian and bicycle routes should be designated, and encourage their construction and use.

Policy 18: Require the installation of sidewalks as part of every subdivision and most short plats (provided that the finished grade of the street adjoining the short plat is known).

- a. Encourage sidewalks to eventually be provided along existing roadways where they do not now exist.
- b. Priority will be given to those roads that provide access to schools and those that now, or will in the future, carry higher volumes of traffic.

Policy 19: The City will continue to explore the development of a multiuse trail along the Touchet River and multiuse path from Waitsburg to Dayton.

Policy 20: As part of the planning for every transportation improvement and enhancement, the City will examine whether and cultural or physical resources of the City are impacted by the proposed work, and take all reasonable steps to minimize any adverse impacts. The City will consider any environmental impacts associated with transportation system and will plan so as to avoid or mitigate any adverse impacts. All other ordinances of the City, such as the City's Critical Areas Ordinance, the City's Flood Ordinances, and others will be considered in the planning and implementation of all transportation related projects.

## UTILITIES ELEMENT

**Guide urban growth to areas where urban services can be adequately provided.**

- Reduce urban sprawl.
- Encourage efficient multi-modal transportation systems.
- Encourage the availability of affordable housing to all economic segments of the population.
- Encourage economic development throughout the State.
- Ensure private property is not taken for public use without just compensation.
- **Encourage predictable and timely permit processing.**
- Maintain and enhance natural resource-based industries.
- Encourage retention of open space and development of recreational opportunities.
- Protect the environment and enhance the State's quality of life.
- Encourage the participation of citizens in the planning process.
- **Ensure availability of adequate public facilities and services necessary to support development.**
- Identify and preserve lands and sites of historic and archaeological significance.
- Carry out the State policy for shorelines of the State as identified in RCW 90.58.020.

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER 6 - UTILITIES ELEMENT**

### **I. INTRODUCTION**

#### **A. Purpose of the Utilities Element**

This Utilities Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act to address utility services in the City of Waitsburg and the adjacent Urban Growth Area. It represents the community's policy plan for growth over the next 20 years. The Growth Management Act distinguishes utilities from capital facilities in that utilities are those services that are provided by a private organization, as opposed to a public entity. Utility planning should be recognized as being the primary responsibility of the utility providers. By describing how the goals in the other plan elements will be implemented through utility policies and regulations, the City has an opportunity to improve the quality of services provided to its residents and businesses and to ensure that the provision of utilities is properly coordinated with land use and growth.

The analysis of existing conditions and projected needs in the previous section highlighted the areas of concern and opportunities for Waitsburg. The Vision Statement for the City of Waitsburg was used, along with the inventory and analysis contained in this element, to create a Plan. The Plan contains a strategy for achievement of the City's goals in light of the existing conditions in the City. The goals and policies within the Plan provide guidelines and positive actions.

The Utilities Element has been developed in accordance with the County-wide Planning Policies, and has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Utilities Element specifically considers the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and cable.

### **II. INVENTORY AND ANALYSIS**

The inventory presented in this element provides information useful to the planning process. It does not include all of the data or information that was gathered, but presents the relevant information in an organized and useful format. The inventory summarizes general information pertaining to the existing utility service system in the City. Many public and private agencies are involved in the regulation, coordination, production, delivery, and supply of utility services. This

section of the element identifies those providers as well as some of the legislation which regulates utilities. The analysis of this information is located in Section III.

#### A. State Laws and Regulations

Utilities and transportation are regulated in Washington by the Washington Utilities and Transportation Commission (WUTC). The WUTC is empowered to regulate utilities including, but not limited to, electrical, gas, irrigation, and telecommunication companies. State law (WAC 480-120) regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval.

#### B. Electrical

Pacific Power provides electrical service to the City of Waitsburg. According to the electrical utility, there is ample capacity to meet existing demand for both the incorporated City limits as well as the Urban Growth Area.

Pacific Power's 69,000 volt substation distribution facility is located on the southeast side of town near the cemetery. This substation was constructed in 1996 to relocate the substation out of the floodway following the 1996 floods and expanded the capacity by 56%. The City is fully served by this substation with distribution lines that extend service to all residential, commercial, industrial, and public customers. The substation also serves customers west to Prescott, east to the County line and south to Minnick Hill. The station currently serves about 1,500 customers (meters) and is expected to meet the load growth needs for at least the next fifteen years. If an industrial use which required a large amount of power located in the City within that time, the capacity of the substation could be doubled at the current site.

#### C. Telecommunications

CenturyLink provides local telephone service to the City. Many of the telecommunication facilities, including aerial and underground, are co-located with those of the electrical power provider.

Fiber optic lines have been installed throughout the community. Since the telecommunications industry is required by the WUTC to provide service upon demand, the provider has indicated to the City that there is capacity for the City and its Urban Growth Area. No high-speed equipment has been deployed to Waitsburg despite line/cable improvements.

Long-distance and Cellular service is available from a variety of private and independent companies. Long-distance companies include AT&T, CenturyLink, MCI, and Sprint. Cellular service is currently provided by several carriers including Verizon and Inland Cellular, Sprint and other with a series of cell towers located on the hill to the North of the City limits. .

#### D. Natural Gas

Natural gas is currently not available within the City of Waitsburg and surrounding area. This

element briefly describes improvements that would be necessary to provide service to the community.

#### E. Television Access

Satellite reception is available as well as cable access to television cable transmissions which is provided by Charter. There are approximately 200 existing connections within the City limits. Charter has indicated that they are able to serve new development as it occurs within the City limits and Urban Growth Area as it annexes under the franchise agreement maintained with the City. Charter also offers high-speed internet access.

#### F. Internet

Touchet Valley Communications provides wireless access to broad band internet service (minimum speed is 5 megabits per second for both up- and down-loading) for residents of Waitsburg and Huntsville. Installation is free and there is no equipment to purchase.

### III. FUTURE NEEDS AND ALTERNATIVES

#### A. Electrical

In order to meet future demands, the delivery of electricity to the City of Waitsburg will take a coordinated process between the City and the utility provider. According to Pacific Power, it is anticipated that there is enough capacity to meet the projected growth for at least 15 years. To be efficient in the provision of service, electrical facilities must cross jurisdictional boundaries. Regulations that effect the installation of these facilities should be consistent between jurisdictions. There are several policies which address the issues of coordination between the City and the utility providers.

#### B. Telecommunications

The provision of telecommunication services is driven by the needs of its customers. As the City grows, telecommunication facilities will be upgraded to ensure adequate service levels. It is also feasible that facilities will be upgraded as technology advances. The City should maintain open dialogue with communication service providers to identify new available services and what Waitsburg needs to do to plan and encourage the development of these services.

#### C. Natural Gas

The closest natural gas transmission pipeline is a Pacific Gas Transmission line that runs in a northeast to southwest direction across Walla Walla County and is approximately 21 miles from the current Waitsburg City limits. Waitsburg could be provided residential service by either Cascade Natural Gas or Washington Water Power, but the delivery of natural gas to the service provider would be dependant upon the transmission company. A study conducted by Cascade

Natural Gas in the early 1990's concluded that the extension of service to Waitsburg (and Dayton as well) would not be economically feasible in the 20 year horizon of this Plan, therefore, provisions for or mapping of proposed natural gas locations have not been included. The timing of this service would depend greatly on the growth of the City and opportunities for expansion of the service. However, it is expected that if natural gas were ever provided in the future, the service lines would generally follow the pattern of other utilities.

#### D. Cable

Cable services and technology are increasing at a rapid rate. Traditional cable will still be available with phone and internet service but technology is moving toward wireless connections. Waitsburg will need to continue to work with Charter to ensure that new services are available to residents at reasonable rates and to anticipate the planning needs of the service provider.

#### E. Internet

Touchet Valley Communications currently has room for new customers and has the capability to expand in the future to meet increased in demand.

### IV. GOALS AND POLICIES

This section discusses the plan for future utilities in the City. The timing of development and provision of services are key components of this planning process. In addition to the discussion below, the Proposed Land Use Map (Figure IV-2) has been developed to illustrate the various land uses.

#### A. Goals

Goal 1: To facilitate the development of all utilities at the appropriate levels of service to accommodate growth that is anticipated to occur in the City in a manner concurrent with development.

Goal 2: To facilitate the provision of utilities that are environmentally sensitive, safe and reliable, aesthetically compatible with the surrounding land uses, and available at a reasonable cost.

Goal 3: To process permits and approvals for utility facilities in a fair and timely manner and in accord with development regulations which encourage predictability.

Goal 4: To promote the conservation of energy and resources.

#### B. Policies

Policy 1: The City will promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions and reduce the cost of utility delivery.

Policy 2: The actual cost of the improvements directly necessitated by a specific development will be borne by the project developer, unless the cost is otherwise provided for by the utility.

Policy 3: The City will provide timely and effective notice to utilities to encourage coordination of public and private utility trenching activities for new construction and maintenance and repair of existing roads. Utilities will be provided notice of proposed plats and major commercial developments prior to approval.

Policy 4: A representative of the City will participate in the local Utility Coordinating Council if asked to participate. The representative should request timely notice and an opportunity to be on-site during utility construction projects.

Policy 5: The City will encourage system design practices intended to minimize the number and duration of interruptions to customer service.

Policy 6: The City will encourage provision of an efficient, cost effective and reliable utility service by ensuring land and/or rights of way will be made available for the location of utility lines, including location within transportation corridors.

Policy 7: The City will promote the extension of distribution lines to and within the Urban Growth Area and coordinate land use and facility planning to allow eventual siting and construction of utility lines within rights-of-way which are being dedicated or within roads which are being constructed or reconstructed.

Policy 8: The City will coordinate their land use planning with the utility providers' planning and encourage providers to consider the Urban Growth Area, designated critical areas, and land use designations of this Plan while planning future facilities.

Policy 9: The City will assure that the Comprehensive Plan designates areas for the location of utility facilities.

Policy 10: The City recognizes that the utilities have an obligation to serve and provide the same level of service to all of its customers.

Policy 11: The City will review its development regulations to allow for the fair and timely processing of permits for new utility facilities and for the maintenance, repair, installation and replacement of utility lines. Where possible, performance standards will be set to clearly indicate the requirements for siting new utility structures; permits for utilities which meet those standards will be streamlined.

Policy 12: The City will facilitate and encourage conservation of resources to delay the need for additional energy facilities.

Policy 13: The City will facilitate the conversion to cost-effective and environmentally sensitive alternative technologies and energy sources when feasible.

Policy 14: The City will strive to reduce the consumption of energy in the City's own facilities.

## **CAPITAL FACILITIES ELEMENT**

- **Guide urban growth to areas where urban services can be adequately provided.**
- **Reduce urban sprawl.**
- Encourage efficient multi-modal transportation systems.
- Encourage the availability of affordable housing to all economic segments of the population.
- **Encourage economic development throughout the State.**
- Ensure that private property is not taken for public use without just compensation.
- **Encourage predictable and timely permit processing.**
- Maintain and enhance natural resource-based industries.
- Encourage retention of open space and development of recreational opportunities.
- **Protect the environment and enhance the State's quality of life.**
- Encourage the participation of citizens in the planning process.
- **Ensure the availability of adequate public facilities and services necessary to support development.**
- Identify and preserve lands and sites of historic and archaeological significance.
- Carry out the State policy for Shorelines of the State as identified in RCW 90.58.020.



*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER 7 - CAPITAL FACILITIES**

### **I. INTRODUCTION AND PURPOSE**

Section 36.70A.070 of the Washington State Growth Management Act requires that a portion of each municipality's comprehensive plan be dedicated to public facility planning. The purpose of the Capital Facilities Element is to implement the goals and policies of each element of the Comprehensive Plan. The City may amend the Capital Facilities Element annually to accommodate future changes.

This Capital Facilities Element has been developed in accordance with the Walla Walla County-wide Planning Policies and has been integrated with other elements of the Waitsburg Comprehensive Plan in order to maintain consistency throughout the document. The Capital Facilities Element identifies and analyzes facilities and their projected needs for a period of 20 years. The Plan then outlines a six-year program of capital improvements and a 20-year generalized schedule of capital improvements. Current and desired levels of service, proposed improvements, and historic use of funds are considered in conjunction with available funding sources in determining how many and what types of improvements the City of Waitsburg can afford to do within both time frames.

### **II. INVENTORY AND ANALYSIS**

The following section details the current status of City facilities, notes the necessary improvements and lists an estimated cost of those improvements. Figure VII-1 identifies the location of the facilities discussed in this section.

#### **A. City Hall**

City Hall is located in the center of downtown Waitsburg in the old First National Bank of Waitsburg building. Built around 1900 and listed on the National Register of Historic Places and considered the corner stone of the City's Historic District. The Waitsburg First National Bank was one of only two banks in the Walla Walla Valley (Baker Boyer Bank was the other) that was not forced to close during the depression. City Hall was moved from Weller Library in the early 1970s when a new bank branch was built across the street. Currently, it houses offices for City Administration and public works.

In 2018, the City worked with a structural engineer to identify and provide cost analysis for a

variety of improvements to City Hall in order to make the building ADA compliant and more useful. Of those improvements identified, an ADA accessible ramp is needed to accommodate handicapped and elderly citizens wanting to access City Hall. Other improvements include exterior brick repointing and an elevator for second story access to better utilize the upstairs for purposes beyond storage space as well as for the creation of a formal City Council chambers. Other improvements included upgrades to its heating system, new exterior windows, and the roof will need replaced in the near future.

In addition to the existing public space provided at City Hall, the City uses the Lions Club Memorial Building at the Waitsburg Fairgrounds for larger meetings, including City Council and Planning Commission meetings. Without upgrades to the current City Hall building, this facility will continue to meet the City’s needs, even with the 20-year growth projections.

<b>Table VII-1 City Hall Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
City Hall improvements	\$1.6 Million

**B. Weller Library**

Weller Library is located in the center of downtown Waitsburg and is housed in the old City Hall building, which at one time held City Hall, the Police Office and the City Library. Built in 1912 and listed on the National Register of Historic Places as a part of the City’s Historic District, the Library was originally built as a savings and loan but was forced to close during the depression as many banks did. In 1990, the building was rehabilitated and updated with a portion of the wiring in the building being replaced. In 2017, both sections of roof were replaced. The remaining electrical wiring was updated in 2018. Central air has been added to the Library to replace the inadequate swamp cooler in the basement. The Computer system was upgraded in 2013 with two new laptops for public use and a new desktop for the librarian. An ADA accessible ramp is needed to accommodate handicapped and elderly citizens wanting to access Weller Public Library.

The City has also identified the upper floor of the Library as a target for future rehabilitation; which would require the installation of an elevator to access and utilize. This floor has six rooms, two bathrooms, a skylight and some beautiful original woodwork. In the past, it was used as both a residence and a doctor’s office. A renovation by the City or another entity could be either commercial or residential in nature and, upon being leased, would provide an additional source of revenue for the City. Possible amounts of revenue generated are not calculable at the present time because they would depend on when the remodel was done, overall costs, general market rates and use.

The Library offers services such as the Summer Reading Program, year-round story time and interlibrary loan. It is currently open 15 hours a week and has a staff consisting of one librarian. The City pays for the library manager’s wage, and for communications, operating supplies, insurance, utilities and maintenance to the structure. All other costs are covered by the not-for-

profit organization Friends of the Library. Friends of the Library has an average annual budget of about \$5,000, most of which comes from memorials, drives and donations. This budget is used for general supply costs and updating the current holdings, and is usually expended in its entirety within the same budget year.

<b>Table VII-2 Weller Library Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Cost</b>
ADA accessibility improvements	\$50,000
Upper Floor Remodel: 4,000 sq. ft.	Residential: \$189,360* Commercial: \$137,920**
<p><i>*Based on Building Valuation Data for a Type V dwelling multiplied by regional modifier assigned to Washington State multiplied by % of value for rehabilitated unit (\$81.50/ft<sup>2</sup>(.88(modifier))(.667(rehab value))=\$47.34/ft<sup>2</sup>)</i></p> <p><i>**Based on Building Valuation Data for a Type V-N office multiplied by regional modifier assigned to Washington State multiplied by % of value for rehabilitated unit (\$60.00/ft<sup>2</sup>(.88(modifier))(.667(rehab value))=\$34.48/ft<sup>2</sup>)</i></p> <p><i>Building valuation data from the Report of the International Conference of Building Officials.</i></p>	

**C. Police**

Waitsburg contracts for police coverage with the Walla Walla County Sheriff’s Department for provision of services. The contract provides for roughly 30 hours a week in patrol time, training, vehicles, fuel, dispatch services and supplies. The County also offers educational services such as Drug Assistance Resistance Education (D.A.R.E.) no additional cost to the City. In addition to the DARE program, the Waitsburg School District is looking into the possibility of hiring a School Resource Officer to provide a police presence in the school system.

Should service demands increase, costs may also increase if an additional deputy is needed to accommodate increased service calls; however, the current response time of 10 to 15 minutes is well within the City’s accepted level of service (LOS) standards. Additional funding will be needed for this service, as revenue sources are not expected to meet the expanding costs associated with providing police coverage throughout the City.

**D. Fire Protection Services**

Effective January 1, 2016, the former Waitsburg Fire Department is now a part of Walla

Walla/Columbia County Fire Protection District #2 via an annexation of the City into the Fire District. As a part of the annexation agreement, the City transferred ownership of its equipment and assets to the Fire District; which now owns and operates out of the former City owned fire department building.

With a staff consisting of around 25 volunteer firefighters and a Fire Chief, Fire District #2 is well staffed. Currently, Fire District #2 is equipped to respond to both urban and rural fires; however, as the City grows, equipment needs will change. With current response time around 10 minutes, the Fire Department operates well within the City’s acceptable level of service (LOS) standards. With turn-out gear nearing its useful life, the Fire Chief has identified the need for replacement gear in the near future.

With the improvement of the City’s fire rating from an “8” to a “7”, the City has established a goal to work with the Fire District to improve its Washington State Fire Rating from a “7” to a “6” and thereby reduce insurance costs for citizens. In order to do so, the Fire District needs to meet Survey and Ratings Bureau requirements for provision of superior services through additional training, new equipment and improved dispatch. Class ratings are used to evaluate fire protection availability for insurance purposes and are assessed to all municipal and rural areas by the Washington Survey and Rating Bureau. Ratings range from 1 to 10, with class 1 representing the highest level of fire protection and class 10 the lowest. Ratings are based on four elements: the available water supply; the logistical characteristics and makeup of the district fire department; the available communications systems; and finally the fire control/safety measures taken and ordinances in effect in the particular fire district. A rating of “7” is typical for a rural area. This rating is usually due to the fact that standard fire hydrant service, required in more urban areas, is not available, and rural volunteer fire departments do not have full-time staff or formally equipped fire stations and facilities.

With a fire hydrant system consisting of about 70 units, which includes some hydrants connected to smaller water mains, the City has identified this as an item that needs to be updated and/or replaced in the future to meet the necessary requirements for water pressure in the event of a fire within the City Limits. Expansion of the fire protection system will occur concurrently with any future developments or extensions of the water system in areas previously without any.

In 2006, the City’s Engineering Consultant completed a hydrologic study of the City Fire Hydrant System, identifying problem areas (Table VII-4) along with recommendations on the highest priority upgrades to the system. The City completed upgrades to the water line on W. 4<sup>th</sup> Street in 2009, replacing three “dead” hydrants and added a new fourth hydrant at the corner of Arnold Lane and W. 4<sup>th</sup> Street. The City has also upgraded the waterline on W. 7<sup>th</sup> Street in 2011, including the installation or replacement of all hydrants along the waterline. City installed additional fire hydrants on W. 1<sup>st</sup> and Jay Street in 2015 as a part of the hydraulic study; completing priority items 3 and 4. Some of the other needs that have been identified are as follows and are outlined in Table VII-3:

<b>Table VII-3 Fire Services Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>

Upgrades to the Fire Hydrant System	\$15,000 - \$100,000
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E. Emergency Medical Services

As a part of the Fire District Annexation, the former Waitsburg Ambulance Service consolidated with Fire Protection District #2 to provide full EMS and Fire Suppression Services from one provider. 9-1-1 service is still available to all residents of Waitsburg at any time. Walla Walla City Ambulance will be dispatched to the scene in the event of basic or advanced life support. In addition to 9-1-1, the City is serviced by the Fire District #2 that provides basic and intermediate life support and emergency medical services. Response is provided to City and surrounding areas within Fire District #2 boundaries, 24 hours a day, seven days a week. Fire District #2 averages a response time of 5 to 6 minutes, which is well within the City's established LOS standards. Dispatch service is provided by Columbia County Dispatch out of Dayton. In the event of an Advanced Life Support Incident, Columbia County forwards calls to Walla Walla City/County Dispatch, who then dispatches Walla Walla City Ambulance to handle the situation in conjunction with Waitsburg Ambulance Service.

Fire District #2 ambulance service is staffed mainly by a volunteer team of emergency medical technicians (EMTs). A portion of its operating revenue comes from the Walla Walla County Special EMS Tax Assessment, which amounts to about \$50,000 per year. These funds may be used for personnel costs, training, equipment, supplies, vehicles and structures, and for the provision of medical care or emergency medical services. Other operating revenue comes from donations, memorials, insurance billings, and levy funds passed from Walla Walla County to Fire District #2.

F. Waste Disposal & Recycling Services

Waitsburg generates an annual average of about 1200 tons of solid waste for disposal. Until 2002, Waitsburg had an interlocal agreement with the City of Walla Walla, which provided Waitsburg use of the Sudbury Landfill. In 2002, the City contracted with Basin Disposal, Inc. (BDI), to provide solid waste collection and disposal services for its citizen; effectively diverting Waitsburg solid waste away from Sudbury Landfill to another landfill located out of state.

All Waste Disposal and Refuse Collection companies in the State of Washington are required to operate under Washington Administrative Code 480-70, which outlines the majority of operating procedures from General Administrative Rules through disposal of Hazardous Waste. Under the City's contract, BDI agreed to a minimum level of container service whereby they will pick up all City refuse once a week. There is no limit on the amount of solid waste as long as it is contained in the solid waste container. Large or special item pick up has to be scheduled directly with the solid waste handler due to additional fees, as well as the regular garbage truck not being able to handle certain large types of refuse. As the City grows, additional pick up may be necessary, but at current population levels, once-a-week pick up is well with the City's acceptable LOS standards. City of Waitsburg is currently working with Basin Disposal on a change to direct billing from inclusion in the City's utility bills.

Recycling and Pollution Prevention Services: Due to cost escalation from the lack of recycling

markets, the City stopped its drop box recycling services in 2018 but continues to provide cardboard recycling. The City provides cardboard recycling to its citizens through the use of a cardboard baling machine located at the City Waste Water Treatment Plant. This baler has allowed the City to expand cardboard recycling services for its local residents and businesses. On average the City is able to produce 40 cardboard (1/2 ton bales) bales per year; which are recycled at Walla Walla recycling. The City intends to provide this service free of charge and expects a monetary and awareness return on this program due to the high volume of cardboard that will be received from the local businesses and citizens, which can then be recycled by the City. Any funds received from the program will be used to help partially offset some of its solid waste and recycling cost increases.

In addition to cardboard recycling, the City was awarded a grant by the Washington State Department of Ecology for the purchase of a large diameter wood chipper for use in chipping up yard waste generated from its citizens and storm events. The purchase of a chipper allows the City to provide free yard debris disposal year round for its citizens. The City uses the chipped material for beautification purposes around the City at various locations.

When funding is available through the City of Walla Walla, there is also a tailgate collection in Waitsburg that is offered as another opportunity for residents to conveniently dispose of hazardous household waste.

The City, as a member of the Walla Walla County Solid Waste Advisory Committee, completed an update to the Solid Waste Management Plan for Walla Walla County in 2015; the City of Walla Walla acts as the lead agency and is tasked with monitoring the plan, reviewing it every five years, and fully updating it every 20 years.

#### G. Water System

The City's water system consists of four basalt-confined wells, a series of ground water springs, a reservoir and numerous distribution lines. With 360' intake depths and 180' water levels, the water pressure of the wells is excellent. In addition to the wells, the City's main source of potable water is located approximately ten miles from the City in the Blue Mountains and consists of six springs producing about 500 g.p.m. all year round.

First constructed in the early 1900s as a means to provide a cleaner source of water to the City to help alleviate a typhoid outbreak coming from use of the Touchet River as the City's drinking water source, the spring-line's original clay piping was later upgraded to cast-iron in the 1930s to help eliminate regular leaks in the clay pipe. In 1980s, the majority of the cast-iron waterline was replaced with a rigid PVC pipe, leaving the remaining two miles or so of cast-iron pipe in place.

Due to its age, the remaining two miles of cast iron pipe is starting to show signs of deterioration and have had to be repaired several times over the prior years. Due to the terrain and incomplete mapping system, the overall spring system is difficult to access and has a limited number of valves to isolate individual springs should a leak or problem occur to where the City would need to shut down or turn out a spring to allow work to take place on the individual springs.

In addition to help trying to create a better map of the spring system, the City is researching the possibility of adding addition flow meters to track the spring flows throughout the year to determine individual spring flows. To the City’s knowledge, there’s never been a decrease in the spring flow levels out of its spring collection system.

In 2014/15, the City adopted updates to its Small Water System Plan at the request of the Department of Health. Following the Small Water System Plan, the City identified several capital improvements to the water system that must be completed in the near future. The cost is included in the Six-Year Capital Improvements Program during the next annual budgeting and amendment cycle. The City is currently searching for financing for the improvements.

The Department of Health requires that cities develop a Comprehensive Water System Plan once their population exceeds 1,000 or when there is an expansion of their system. The City has exceeded the population requirement and is anticipating extending water lines that run out to a newly zoned residential area in the northeast part of town should a development be proposed. Since the city has already completed various components (hydrology, water modeling) of what would be needed to complete a comprehensive water plan the costs of developing a water system plan are somewhat variable, but for a city the size of Waitsburg, are in the range of around \$10,000-\$15,000. Once the process is started, the City will need to schedule a pre-plan meeting with the Department of Health. The meeting will help the City decide how the final system plan will be developed and will clarify which State regulations apply. Once completed, the Water System Plan would describe the City’s water system and basic planning data, as well as provide an analysis of the system. It also would establish programs for implementation such as water use efficiency and water rights, source water protection, operation and maintenance, improvement, and financing. Other plan items include distribution facilities design and construction standards, as well as some miscellaneous documents (if applicable to the system). Of the items required for the plan, the City has already completed the system analysis and source water protection, and has implemented the improvement program.

Required by the State of Washington, all water is chlorinated at each water source and is tested monthly by Walla Walla Regional Water Testing. Approximately 10 tests a year are run on the lines to check for contaminants. Every third year the lines are tested for lead and copper. Asbestos testing takes place every five years. All testing results have concluded that there are no substantial metal or asbestos contaminants in the water with any measureable results being far below any minimum level established by the State of Washington.

Waitsburg’s water system is capable of providing an excess of 4,200 gallons of water per minute, which equates to about 6.1 million gallons of water per day. In 2017, there was an average of 421,561 gallons used per day. This calculates to a use rate of about 14% of the total system capacity. In the event of heavy usage, the 1 million gallon reservoir tank could be replenished in about 4 hours. The City is currently investigating options (Table 2) to address the overflow from the Reservoir into the Touchet River, including the possibility of chemical dechlorination prior to discharge into the river. Other potential options include pumping the dechlorinated water back into the aquifer at the City’s well

**Table VII-4 Summary of Alternatives for Handling Reservoir Overflow**

<b>Mechanism</b>	<b>Potential Benefits</b>	<b>Potential Drawbacks</b>	<b>Estimated</b>
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			<b>Cost</b>
<b>A. Chemical Dechlorination</b>			
<ul style="list-style-type: none"> <li>Reducing agents added to react with residual chlorine; addition based on flow.</li> <li>Typically agent is overdosed</li> </ul>	<ul style="list-style-type: none"> <li>Effective means of chlorine removal</li> </ul>	<ul style="list-style-type: none"> <li>Operation and maintenance of chemical system.</li> <li>Some agents are hazardous and consume oxygen</li> </ul>	Capital \$50,000 to \$100,000 O&M: \$1,000 to \$2,850 annually for materials
<b>B. Non-Chemical Dechlorination</b>			
<ul style="list-style-type: none"> <li>Use of non-chemical means (e.g., activated carbon, aeration, UV irradiation) to remove or destroy chlorine residual.</li> </ul>	<ul style="list-style-type: none"> <li>Eliminate chemical use and storage</li> <li>No added constituents to water stream</li> </ul>	<ul style="list-style-type: none"> <li>Inability to obtain regulatory concentration limits.</li> <li>Operation and maintenance of system</li> </ul>	Not Completed  Estimated 25 percent to 50 percent higher than Option "A"
<b>C. Aquifer Storage and Recovery (ASR)</b>			
<ul style="list-style-type: none"> <li>Store excess water in aquifer via existing wells</li> <li>Recover stored water by pumping. Typically more water is stored than recovered each year.</li> </ul>	<ul style="list-style-type: none"> <li>Stores water for future use</li> <li>Water protected from surface influence and temperature extremes</li> <li>Can restore/enhance aquifer capacity</li> </ul>	<ul style="list-style-type: none"> <li>Need appropriate hydrogeology</li> <li>Requires significant background studies and permitting</li> <li>Significant cost to implement</li> </ul>	Capital: \$200,000 to \$500,000 per well O/M: Cost to pump water and report to DOE
<b>D. Diversion of Excess Water at the Source</b>			
<ul style="list-style-type: none"> <li>Divert water from source to Coppei Creek before chlorination.</li> <li>Requires installation of telemetry, control valves, and electrical service to site.</li> </ul>	<ul style="list-style-type: none"> <li>Beneficial use of water by returning it to the creek.</li> <li>Discharge without having to dechlorinate</li> </ul>	<ul style="list-style-type: none"> <li>Cost and logistics of providing electrical power to site</li> <li>Difficulties in diversion of excess water while serving customers on existing main.</li> </ul>	Not Completed Additional information needed on system hydraulics of users near springs



<b><i>E. Aboveground Storage of Excess Water</i></b>			
<ul style="list-style-type: none"> <li>• Divert water between springs and City distribution system for aboveground storage</li> <li>• Water would then be withdrawn during the summer months for potable/nonpotable uses.</li> </ul>	<ul style="list-style-type: none"> <li>• Ability to store excess water for use during the dry season.</li> </ul>	<ul style="list-style-type: none"> <li>• Requires large area of land (on the order of 10 acres or more).</li> <li>• Stored water requires treatment for potable use</li> <li>• Separate non-potable main needed to provide irrigation water to City residents.</li> </ul>	<p>Not Completed</p> <p>Likely the most expensive alternative</p>
<b><i>F. Diversion of Excess Water to City's Constructed Wetlands</i></b>			
<ul style="list-style-type: none"> <li>• Excess water would be conveyed to existing constructed wetlands via gravity and pressure water mains</li> <li>• Water would be chemically dechlorinated prior to discharge into wetlands.</li> </ul>	<ul style="list-style-type: none"> <li>• Utilization of existing City's discharge site for wastewater effluent disposal.</li> </ul>	<ul style="list-style-type: none"> <li>• Length of required water mains (approximately one mile) and need for river crossing.</li> <li>• Acquisition of easements</li> <li>• Dechlorination needed</li> </ul>	<p>Not Completed</p> <p>Cost significantly more than Option "A" but less than Option "C"</p>

The following is a detailed list stating the status of each of the City's wells, the spring-line, the reservoir, the waterlines, and hookup status. Water disinfection is added at the City water sources through central chlorinators. The main well field is located adjacent to The McGregor Company, a chemical company. The City has assurances in place with representatives of McGregor's that they have a spill response plan to ensure contamination does not occur to the City's wells. The City's wells are protected at each aquifer layer through concrete and other impervious material injected during the reconstruction of the well casings. In the event of a chemical spill, the City will shut down the well field and McGregor's to prevent contamination of surface water lines heading to the surrounding homes and to the reservoir. In order to provide adequate water supply to the City during a spill event, the City would bring well 4 online once quality testing was completed and the water deemed acceptable.

Well 1

- Drilled in 1942
- Pumps 800 g.p.m.

- 360' depth
- 180' static level

#### Well 2

- Drilled in 1942
- Repaired in 2013
- Pumps 1000 g.p.m.
- 360' depth
- 180' static level

#### Well 3

- Located between Wells 1 & 2
- Drilled in 1947
- Pumps 1,000 g.p.m.
- 335' depth
- 180' static level

#### Well 4

- Located off of Morrow Street
- Pumps 1,025 g.p.m.
- Standby; tested on an annual basis
- 360' depth

#### Springlines

- Southeast of Waitsburg, along the North Fork Coppei Road
- Six springs located on 876 acres owned by the City acting as the primary source of water throughout the year
- City has easements the entire length of the 11-mile springline
- Gravity-fed system installed in early 1900s and redone in early 1980s with an expected life span of 50 years
- Water rights acquired in 1890, 1942, 1944 and 1968
- Pumps 500 g.p.m. (excess of 200 g.p.m. flows into the Touchet River)

#### • Reservoir

- Built in 1976
- Holds 1 million gallons of water
- Interior re-coated with hypoxy paint in 1995 (25-year grade)
- Exterior re-coated with hypoxy paint in 2008

#### • Waterlines

- Majority of original lines have been replaced but are many are reaching useful age limits
- 8" lines will need replacement if asbestos is found (past testing reveals none)
- City has identified priority list of replacement and has implemented replacement schedule

- Hookups
- 535 residential
- 65 commercial
- Average residential use of 550 g.p.d.

Waitsburg has adopted standards from the American Waterworks Association to guide the selection and placement of fire hydrants. Accordingly, one hydrant is in place every 500 linear feet and the large majority of the hydrants are in good working condition. Some of the underlying 4" mains are out of compliance with standards and will require replacement as indicated by the City's fire flow pressure study done in 2006. The following table represents the City Engineer prioritized list of needed upgrades to the City water system (Table VII - 5):

**Table VII-5**

**PRIORITIES FOR IMPROVEMENT TO EXISTING WATER SYSTEM**

<b>Priority</b>	<b>Description</b>	<b>Location</b>	<b>Existing Length, ft</b>	<b>Proposed Size</b>	<b>Proposed Length, ft</b>	<b>Estimated Cost Including 8 Percent Tax</b>
1	4-inch AC Segment	7th Street— Completed in 2011	1,068	8-inch	1,068	\$119,000
2	4-inch AC pipe	Fourth Street, between Aronld and Main— Completed in 2009	1,740	8-inch	1,740	\$189,000
3	Flood Way 4-inch Cast Iron Mains	Jay and Bruce Streets, between First and Second Streets— Completed in 2015	947	8-inch	947	\$103,000
4	Not Installed	First St., between Jay and Bruce Streets— Completed in 2015	298	8-inch	298	\$32,000
5	4-inch AC/2-Inch Galv. Pipe	Preston Ave., East and North of Taggart Road to Dewitt Road	1,294	8 inch	4,300	\$300,000
6	4-inch PVC Segment	Alley adjacent to West St.	316	8 inch	316	\$38,000

		between Fourth and Third Streets				
7	2-inch and 4-inch PVC pipes	Third St. West of Jay St.	779	8 inch	779	\$86,000
8	2-inch Galv. Pipe	Fifth St., West of Orchard St. extend to 6-inch AC Main in right-of-way between Arnold and Orchard Streets.	360	8 inch	547	\$59,000
9	2-inch Galv. Pipe	Bruce St., between Third and Second Streets	435	8 inch	435	\$49,000
10	4-inch AC and 2-inch PVC Pipe	Warren St., between Second St. and Wheatland Drive, and along Wheatland Drive	550	8 inch	550	\$59,000
11	1 1/4-inch and 2-inch Galv. Pipe	Harmon St., between Preston Ave. and E. Second St. and along E. Second St. West of Garden St.	937	8 inch	937	\$103,000
12	2-inch PVC Pipe	Eighth St., West of Caroline St. to Walnut St. and South to Ninth St.	643	8 inch	643	\$70,000
13	2-inch Galv. Pipe	Lincoln St., between Willard St. and Sixth St.	515	8 inch	515	\$59,000
14	2-inch PVC Pipe	Jay St., between Third and Second streets	438	8 inch	438	\$49,000
15	2-inch PVC Pipe	Lincoln St., between Seventh and Eighth Streets	691	8 inch	691	\$76,000

		and West on Eighth St.				
16	2-inch Galv. Pipe	West St., North of Fourth St.- connect to Second St. and Third	590	8 inch	750	\$81,000
17	2-inch Galv. Pipe	Alley East of Warren St., North of Second St.	149	8 inch	149	\$16,000
18	2-inch Galv. Pipe	Sixth St., East of Coppei Ave.	115	8 inch	115	\$16,000
19	Radio Read Meter Installation	Various – Completed in 2018	n/a	n/a	n/a	\$400,000

Although the existing LOS for provision of water is adequate, any future growth that requires annexations into the designated UGA must be examined closely for its impact on the existing system. Increase of the service area or demand may require additional tie in and water line looping to maintain pressure.

In 2002, the City of Waitsburg applied for and received a low-interest loan from the Washington State Public Works Board through the Drinking Water State Revolving Fund for the upgrade of the City’s Well Field site located at the Waitsburg McGregor’s plant. Completed in June of 2005, the upgrades included replacement of aging undersized water lines, a new collector pump house for the four wells. Upgrades did not include an emergency standby system and the main well house needs an emergency generator to provide power in the event of a power failure and loss of water from the City springline system. Well 3 also did not receive any upgrades during this project and now needs the wiring updated and the exterior of the well house repaired/replaced.

The following Table VII-5 is a prioritized list of the service areas within the UGA, noting which areas are most practical and affordable for the placement of water lines. Figure VII-4 notes the location of the service areas.

<b>Table VII-6 Prioritization of Water Service to the UGA</b>			
<b>Area</b>	<b>Status</b>	<b>Future Plan</b>	<b>Priority</b>
E	Serviced on the southern and eastern boundary by 4" line.	By replacing existing line with 8" line and continuing this along the northern boundary until it meets up with the 8" line at the corner of Camp St. and Garden St., a looped system would be established that serves all of areas E, F and G.	1

F	No service lines.	See E	1
G	No service lines.	See E	1
D	No water lines present. Closest access is along E. 10 <sup>th</sup> St.	In the case of annexation and subdivision, line would have to be installed to service this area.	2
C	Existing 2" line ends at northwest corner of UGA.	Line would have to be continued out but would only serve a limited area (>5 acres).	3
A	4" water line now ends at eastern perimeter, which borders a creek.	Costly pump stations would have to be installed to move water out into area A.	4
B	4" water line now ends at eastern perimeter, which borders a creek.	Costly pump stations would have to be installed to move water out into area B.	4

<b>Table VII-7 Water System Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
Comprehensive Water System Plan	\$15,000
System Upgrades	Variable (See table VII-4)

#### H. Storm Water Disposal

The storm water disposal system in Waitsburg consists of a system of about 30 catch basins located at each intersection along Main Street, 8<sup>th</sup> Street, Coppei Avenue, and along W. 7<sup>th</sup> Street. The majority of storm water collection on E. 8<sup>th</sup> Street and W. 7<sup>th</sup> Street is dry wells, except the last ones closest to Coppei Avenue and Main Street, which are connected to the stormwater line running down Coppei Avenue and Main Street. Runoff collected from these basins discharges into the Touchet River at the Main Street Bridge. There are three additional drains located at the corner of Coppei Avenue and Preston Avenue, which discharge into the Touchet River about 200' upstream from the aforementioned outlet at the Main Street Bridge. These drains do not adequately accommodate excessive runoff during high-water events, during which water pools at the intersection of Coppei Avenue and Preston Avenue. It is estimated that these drains can handle a 40 - 50% flood event before they will begin to back up into the City's Storm Drain System, causing water to pool at a single point near Preston Park. The City needs to investigate ways to improve the storm water retention and develop cost estimates to be included in either the Six- or 20-Year Capital Improvements Plan during the annual amendment process.

The other areas of Waitsburg have enough unpaved areas along the roadsides that water will naturally percolate downward. The Department of Ecology has already examined this “natural” storm water system and has deemed it appropriate for a rural city.

Under the Clean Water Act regulations, local governments in the Puget Sound Basin and those subject to the federal National Pollutant Discharge Elimination System (NPDES) Storm Water Program are required to have storm water management programs. NPDES rules (Phase II) extended coverage to operators of regulated small municipal separate storm sewer systems (MS4s) serving less than 100,000, and required these facilities to apply for a storm water permit by March 2003. Ecology first issued the Eastern Washington Phase II permit in 2007, modified it in 2009, and reissued it on August 1, 2012. The Washington State Department of Ecology (DOE) administers the NPDES program in Washington State.

Federal and state regulations either require or recommend, depending on circumstances, that storm water management programs be enacted. Under the NPDES permit program for both Phase I and Phase II jurisdictions, EPA rules require operators of MS4s to develop and implement a storm water management program.

The Phase I permit regulates discharges from municipal separate storm sewers owned or operated by Clark, King, Pierce and Snohomish Counties, and the cities of Seattle and Tacoma.

The Phase II permit for Eastern Washington applies to all regulated small municipal separate storm sewer systems in Eastern Washington. It covers 18 cities and portions of 6 counties

At the present time, the City of Waitsburg is not required to have an NPDES permit in place as it is not affected by nor listed on the Eastern Washington Phase II Municipal Storm Water Permittee list. There is no indication from the Department of Ecology when the City of Waitsburg will have to implement this program.

## I. Wastewater Treatment System

The Waitsburg Wastewater Treatment Plant is a trickling filter facility consisting of a primary clarifier, anaerobic digester and lagoon. Originally built in 1951, the 2.2-acre lagoon was added in 1990. At that time, the plant could process up to 440,000 gallons of effluent per day. However, the lagoon limited the capacity to 150,000 gallons per day. The State requires that municipalities study options to increase capacity once the existing capacity exceeds 85%, or when the plant consistently fails to meet State discharge standards.

From 1996 until 2001, the existing plant failed to meet the Washington State Department of Ecology (DOE) standards for effluent, total suspended solids and ammonia levels, due in part because the plant was over 85% of its capacity. However, at that time the plant was not designed to meet current standards and was incapable of meeting the Department of Ecology’s requirements. A major concern was that the insufficiently treated water would contaminate groundwater resources.

In 1997, the DOE required the City to seriously consider how they would upgrade or replace the

failing treatment plant. The City applied for and was awarded a DOE grant to complete a General Sewer & Wastewater Facilities Plan which would evaluate their options. The City paid the 10% required local match, and the DOE granted the remaining 90%.

The cost of the new plant was contingent on the debt capacity of the City. If the City was unable to fund 75% of the cost (approximately \$1.5-2.25 million), the accepted level of service would have to be lowered, and the DOE would have to reconsider their expectations about the type of treatment plant that Waitsburg would be required to have.

Pursuant to the plan being developed, in 2002 the City began construction of a new treatment plant. They achieved substantial completion in April 2003, and the plant began operating.

The final cost was approximately \$3 million, which was financed through a combination of municipal bonds, grants and low-interest long-term loans. The current wastewater treatment plant is able to process 236,000 gallons of effluent a day during the wet season (160,000 during the dry season), of which about 85,000 gallons (53%) of its capacity is currently being utilized by users of the system. The City engineer recommends during the next permit cycle that the City considers requesting the dry season capacity be increased to the wet season capacity. The plant has a design capacity of 1,600 people. Removing the current average population (1,230) and dividing by 2.49 people per house yields excess capacity of 150 houses to full capacity of the facility before it will approach the overall 85% capacity set by the Department of Ecology, currently within the City’s acceptable LOS for this item. However, further infrastructure impacts to the system will require further studies as homes are added to the system and capacity nears. The City’s engineer has provided the following list (Table VII-8) of improvements that will be needed to meet future service needs if large residentially zoned areas are developed. The City engineer is using the addition of 250-300 homes (the projected impact of a large residential development being added to the system) in their analysis and has come up with the following impacts to various working items of the WWTP.

**Table VII-8  
Potential Upgrade Items to the City WWTP  
Related to Potential Future Development**

<b>Limiting Factor</b>	<b>Engineer Opinion</b>	<b>Cost</b>
Influent Lift Station	Station should be adequate, but as capacity is reached, larger pumps will be needed for handling peak flows	N/A
Grit Removal	Unit is adequate	N/A
Influent Flow Measurement	Flow meter is adequate	N/A
Anoxic Basin	Not a limiting factor	N/A
Oxidation Ditch	Volume is satisfactory, additional aeration may be needed with moderate modification to the unit as development approaches capacity limits	\$80,000
Secondary Clarifiers	New Clarifier may be needed as the two existing clarifiers will be operating near capacity, with no back up. A new clarifier should	\$300,000



	be planned for around the addition of 300 homes to the system	
Aerobic Digesters	Current digesters are already working near capacity, so additional volume should be added before any large additions to the system	\$250,000
Effluent Disinfection	Room available for additional lamps and an new bank will be needed as the system nears capacity	\$30,000
Polymer Feed system	Unit is adequate	N/A
Dewatering Press	Needs to be upgraded to a belt press system	\$250,000
Sludge Storage Pads	Pad expansion will need to assessed as capacity is reached	N/A
Plant Modification	Will be required by DOE as development pressures climb	N/A

The WWTP digester volume is the first need as development approaches or reaches 300 homes; a new clarifier would be next. Additional aeration capacity at the oxidation ditch is necessary for future development as well as added disinfection. It is expected that unit capacity will be consumed even if expansion is not triggered as individual units are added to the system over future years; requiring the City to request a capacity increase from the Department of Ecology. After years of limping along with an inefficient Solmat dewatering press, the City decided that an upgrade was necessary to improve processing of bio-solids at the WWTP and agreed to fund the purchase of a replacement unit. Currently being built with plans to be installed in 2019, the City is working with Tritan Aero-Mod on a new belt press dewatering system that will meet the City's needs for the foreseeable future; even if populations begin to increase, affecting overall plant capacity. In addition to the new press and as a means to keep water content down in its bio-solid holding area, the City is looking into the possibility of installing a roof over the drying beds to aid in water content reductions.

Due to the potential development pressures the City could be facing in the future, the City is going to have to consider the many potential impacts to its infrastructure, including its sewer system. Even though the City has limited hookups and has limited amounts of capacity to feed any development, the expanding system will require a comprehensive study of the system in the future in order to determine all impacts. With a cost estimated somewhere around \$30,000, developing a comprehensive sewer plan will be initially funded by the City and recouped through contributions from the developer, limiting the City's overall costs to develop the plan. The City has also identified upgrades to its aging sewer lines system, scheduling replacements on block-by-block basis (when funding is available); bringing the total amount relined to around 11,000 feet or about 50% of current terra cotta sewer line system.

<b>Table VII-9 Sewer System Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
Comprehensive Sewer System Plan	\$30,000
System Upgrades	\$100,000 per year

## J. Fairgrounds

The City Fairgrounds, under full control of the City since 2005, is located at the end of E. 10<sup>th</sup> Street, making up the southeastern City Limit line. Annexed into the City Limits in 2005, the facility consists of a mix of vendor buildings, softball/baseball fields, a grandstand facility, an arena, racetrack and a meeting/event site. Presently, the Waitsburg City Administrator oversees the Fairgrounds and controls the leasing of the buildings to individuals. The lessees are contractually bound to keep the buildings in the same condition in which they received them, and must sign a hold harmless waiver prior to renting any building or grounds. The City is responsible for the care and maintenance of the grounds.

The interior field of the race track has one softball diamond and areas for soccer fields. In 2016 the City converted one of the softball fields into a little league complex consisting of four fields that will allow all age groups to participate in little league activities in one location rather than spread out over three separate locations. There is also a large section of the interior track that can support league soccer and with the development of the a little league complex, youth soccer will have to be relocated to the open areas adjacent to the baseball complex.

City assets supporting the race track and other fairground events include a jockey room, paddock, betting booth, bathrooms, cook shack, announcer's tower, and large indoor arena. Water is also available at three points in the track infield and upgrades are needed in irrigation system to prevent water build up on the inner track. The City also has several movable sets of bleachers that are currently being used at the little complex but can be moved throughout the facility to accommodate different events in different areas of the facility.

The community building/indoor riding arena could be promoted year-round for horse training and other indoor events. Current events held in the community building include the Lions Club Salmon Bake, the Lions Club Rib Feed, and the Jr. Livestock Show.

Future events at the community building could include horse training and classes, dressage and demonstrations. If the inner racing rail was removed, the track area could also accommodate expanded usage, including horse and soccer events along with the possibility of installation of a middle school baseball field. These potential uses would depend on sponsorship, community input, and funding availability. Changes to the access and security schemes may be necessary based on future uses, and some sort of daycare or play facility may also be advantageous.

The Waitsburg Lions Club Memorial Building allows for indoor group events (up to 99 people) such as weddings/receptions, birthday parties, reunions, etc. It is also used as the meeting location for the City Council, Planning Commission and other City groups. Onsite amenities include restrooms, full kitchen, wet bar, large open carpeted area, several tables, and central heat and air.

Assessment work is complete on Grandstands with the purpose to determine if it can be repaired and what cost considerations the City will have to consider should it decide to repair or demolish the structure. Initial investigations have indicated that the structure could be repaired through a series of the improvements related to bracketing and rotten material removal/replacement, but

the cost to bring the structure up to public safety standards is estimated to be in excess of \$500,000. With an estimated demolition cost of approximately \$20,000, the City has also researched the potential use of a salvage contractor that would demolish the structure in exchange for the wood to be reused as reclaimed materials.

A Friends of the Fairgrounds committee was formed in 2016 and is tasked with developing a fairgrounds master plan for potential revitalization of the fairgrounds facility.

<b>Table VII-10 Fairgrounds Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
Restroom remodel	\$50,000
Grandstand rehabilitation/Demolition	\$20,000 - \$750,000
Irrigation Upgrades	\$2,500
Horse Riding Arena/Events Playground	Variable

**K. Parks and Swimming Pool**

Preston Park is located just east of the downtown area. The City pool is directly across the street from the park. The park has barbecues, picnic tables and various pieces of older and newer play equipment.

The Park is well maintained and utilized frequently by local citizens, as well as visitors passing through Waitsburg. FEMA flood regulations prevent the City from building permanent structures in the park. This requirement will require special specifications in the event that another structure, such as a gazebo or band shell, is planned for the park.

Other possible future uses for the park area might include a farmer's market along the street, installation of sidewalk along the outer edge of the park, improved playground surface (basketball or pickle ball court) and a hiking/biking trail along the levee. Continuation of the existing sidewalk along Coppei Ave to the playground area would also be a nice addition to the park facility. With roughly 70 large, mature trees, the City has also begun a tree trimming program with plans to trim about 10 or so a year as a means to reduce potential liability from wind blow debris.

In 2009, a fire completely destroyed the historic Preston Shaffer (Waits) Mill structure which was owned by the City. Plans for re-use of the area were completed and include some sort of multi-use facility/museum to increase tourism within the City of Waitsburg. Due to a lack of funding, the City developed the site into a new park complete with a historical site information and signage kiosk at the site so that visitors and community members alike can get an idea of what the Mill meant to the town and the services it provided during its peak. This building plan utilizes the remaining Mill structure vault as the basis for the building, adding roofing and other structural steel components to complete the Kiosk.

City also installed public art at this location; consisting of a salvaged water turbine placed on site to show how the mill ran off of water power and damage the fire inflicted on the mill structure.

Future use of the area will include the connection point for the Blue Mountain Trail to be installed adjacent to the rail line between Waitsburg and Dayton; linking the two communities.

The City pool (built in 1925), which is operated from June thru August of each year and staffed by lifeguards will need to be repainted again in 2019. The current pool surface was last repainted in 2017 with a rubber based pool paint that will need to be built up over time to create a soft texture pool liner surface.

As a means to help fund maintenance and operations of the City Park, the City transfers any remaining Real Estate Excise Tax I and II dollars from the Municipal Capital Improvement to the City's general fund prior to the end of the City's fiscal year in accordance with Chapter 9 of Title 15 of the City's Municipal Code.

<b>Table VII-11 Park and Pool Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
Sidewalk Installation	\$20,000
Basketball/Pickle Ball Court	\$5,000-\$10,000
Pool repainting	\$2,000
Touchet River Levee Trail	\$11,000

L. Odd Fellows Cemetery and City Cemetery

The two cemeteries that service the City are both located in the southeast corner of town. Both cemeteries have more than adequate plot space ( $\frac{3}{4}$  acre and 1 acre, respectively) to accommodate the projected increases in population. The City has identified the installation of underground sprinklers as a needed improvement to both cemeteries in order to free up man power which would require less movement of hoses and sprinklers to water the cemeteries.

<b>Table VII-12 Cemetery Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
Additional underground irrigation lines	\$20,000

M. City Shop

With a growing fleet of equipment, expansion of the shop site is necessary to house the variety of public works related equipment. In 2012, a local citizen generously donated to the City his shop facility site located adjacent to the City shop. This new facility has allowed the City to expand its

current facility to house equipment close by and inside of a building and out of the weather, prolonging their useful lives. Demands on the public works crew to maintain areas of the City and its spring-line have put new equipment requests at the forefront of needs for the City Shop.

The City public works department is also in need of additional storage space. The City purchased and installed a metal building that was erected at the Waste Water Treatment Plant as means to protect is cardboard baler and provide additional equipment storage space.

<b>Table VII-13 City Shop Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
Maintenance Equipment	\$20,000 - \$50,000

N. Schools

Under the Growth Management Act, schools are considered Special Districts and must be included in the facility analysis. Waitsburg School District has three major buildings, which are located on two large parcels of land and are within close proximity to one another. Waitsburg Elementary and Preston Hall Middle Schools are on the west side of Coppei Avenue (Highway 12), while Waitsburg High School is on the east side of Coppei Avenue. Additionally, the District owns a large parcel of land adjacent to the fairgrounds, which is used as an outdoor sports complex.

Torn down and rebuilt in 1995, Waitsburg Elementary School houses kindergarten through fifth grade as well as the Waitsburg Parent Cooperative Preschool and Cardinal’s Nest afterschool program. Preston Hall Middle School, built as a community center in 1913 and listed on the National Historic Register, was restored in 1995 through a combination of grant and levy funds. Preston Hall now houses sixth through eighth grade. Waitsburg High School was extensively remodeled in 2001 and houses grade nine through 12.

The renovation of Preston Hall provided additional space in the district. In addition to general classroom space, two large rooms were created to house a science lab and an art room. There is also a gym that vertically spans two floors.

In forecasting space needs for the future, usual LOS measurements such as “square feet per student” cannot be used. The space created through the renovation of Preston Hall indicates an excessive amount of floor space per student. In actuality, there is limited amount of classroom space per student in the school. An auditorium and large band room at the high school create a similar situation in that building.

A review of the past years’ full-time enrollment, as well as the current year’s average enrollment, indicates a decrease from 298 FTE in 2016/2017 to the current FTE of 279 for 2018/2019. As enrollment decreases, so do the revenues of the Waitsburg School District. Hence, the District’s capital needs and financing will be based on maintaining current facilities and equipment, while potentially decreasing current staff.

A potential impact on the District’s future planning would be the development of additional housing or other industry which in turn should have an influence on the decline in enrollment and increase the need for reviewing the facilities and equipment needs of the District. It is estimated that for every new home constructed within the School District’s boundaries, it adds an additional .46 students (Grades K-12) to the school system of which .20 students are elementary aged (Grades K-5).

This schedule is based on maintenance of current facilities and equipment to accommodate current enrollment projections over the next 20 years.

Completed in 2017, the City received a Transportation Alternatives Grant from Washington State Department of Transportation to improve access to the school for kids and pedestrians by replacing the sidewalk along Academy Street in front of the Elementary School that has become broken and hazardous to travel along.

With the passage of a new local capital tax levy, the Waitsburg school district completed building a new field house at the athletic fields, installation of HVAC system and improvements to the school kitchen. Total projected construction costs for the three projects are estimated at about \$3,000,000.

<b>Table VII-14 School District Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
School Bus/Vehicle Purchase	\$300,000 (2 buses, 2 vehicles)

**O. Port of Walla Walla**

The Port of Walla Walla (Port), much like the Waitsburg schools, is considered a special district and will also be included in this facility analysis. In 1993, the Port bought 13 acres of land in the northeast corner of Waitsburg. This area is currently zoned industrial is serviced by sewer and water.

In 2013, the first phase of the Waitsburg Business Park was completed. The \$405,000 project included the construction of an access road and installation of utilities. The business park will offer seven developable lots ranging in size from 1.1 to 1.8 acres. The first lot will be occupied by Harry Johnson Plumbing & Excavation, LLC, with a 4,000 square foot office/shop complex along with a fenced in equipment yard. The Port is optimistic that with the completion of the required site infrastructure improvements, additional businesses can be recruited to the Waitsburg Business Park. The port is a county wide economic development organization that strives to deliver economic development services to communities throughout Walla Walla County.

**P. Flood Mitigation**

The City has developed and adopted a comprehensive flood response plan. To the extent that the plan differs from, or is more specific than, the provisions of this document, that plan supersedes the flood mitigation elements of this comprehensive plan.

Due to the Coppei Creek and Touchet River Flood Control District’s inactivity, it has become the policy of the City, within the limits of its jurisdiction and available funding, to modify and create structures and facilities that will mitigate the damages resulting from flooding of the Touchet River and Coppei Creek. The City had pursued modifications to the SR-12 Bridge over Coppei Creek, which was replaced in 2005 thanks to the Department of Transportation. The City was successful in securing approval for a one-time maintenance project to the bridge as it relates to cleanout of sediment deposited since its replacement. The City will also investigate the other structures, methods of mitigation flooding and flood damages, and sources of funding as they become available in the future.

The City completed the replacement of the Main Street Bridge that spans the Touchet River Bridge as a flood mitigation project. Through a Capital Budget grant from the state of Washington, the replacement of the bridge would eliminate the current bridge’s arch design and allow high water debris flow under the bridge without backing up and causing additional flooding to the City.

The City is also currently working with the Army Corp of Engineers on a Flood Feasibility Study that will help identify and pay for future improvements to the City’s Flood Levee System.

<b>Table VII-15 Flood Mitigation Capital Needs and Financing</b>	
<b>Need</b>	<b>Estimated Costs</b>
Coppei Creek Bridge Dredging	\$10,000
Touchet River Levee Improvements	\$3-\$5,000,000
Flood Feasibility Study	\$75,000
Backhoe Thumb	\$1,500

**Q. Waitsburg Park and Recreation District**

The Waitsburg Park and Recreation district was reformed in 2018 at the request of the City of Waitsburg to Walla Walla County Commissioners. The district is currently working on developing an in depth work plan as they work towards a voter tax levy request in November of 2019.

**III. SIX- AND TWENTY-YEAR CAPITAL IMPROVEMENTS PROGRAMS**

The following two tables, Table VII-14 and Table VII-15, provide a detailed schedule of improvements for the City to follow during its annual budgeting process. The first table, Table VII-14 Six-Year Capital Improvements Program, lists specific time frames in which the City may acquire or construct the needed item. This program must be reassessed on a yearly basis and can be modified to accommodate changes in the City’s funding abilities. The second table, Table

VII-15 Twenty-Year Capital Improvements Program, is very similar to the Six-Year, except that the needs are simply projected out for a 20-year period and are not broken down incrementally on an annual basis.

**Table VII-16 Six-year  
Capital Improvements Program**

Department	2019	2020	2021	2022	2023	2024	Source of Funding	Alternate Source of Funding
City Hall								
Building Improvements					\$1,600,000		G.O Bonds	Granting Agency
Weller Library								
ADA Improvements						\$50,000	Municipal Capital Improvements	Granting Agency
Water System								
Facility Plan				\$15,000			Water & Sewer Fund	Water & Sewer Fund
Sewage Treatment								
Facility Plan		\$30,000					Water & Sewer Fund	Developer Impact Fees
System Upgrades	\$300,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	Water & Sewer Fund	Grants/loans
Flood Mitigation								
Bridge Sediment Removal				\$10,000			Municipal Capital Improvement Fund	Current Expense Fund
Flood Feasibility Study	\$75,000							
Parks & Pool								
Sidewalk Installation	\$10,000						Municipal Capital Improvement Fund	Current Expense Fund
Basketball/pickle Ball court installation	\$5,000						Municipal Capital Improvement Fund	Current Expense Fund
Pool liner	\$2,000						Municipal Capital Improvement Fund	Current Expense Fund
Cemetery								
Irrigation Upgrades		\$20,000					Municipal Capital	Current Expense Fund



							Improvement	
City Shop								
Maintenance Equipment	\$50,000						Shared cost across funds	
Fairgrounds								
Bathroom Remodel	\$50,000						Current Expense Fund	Municipal Capital Imprv
Grandstands Repair			\$500,000				Current Expense	Grants
Wait's Mill								
Site Improvements	\$5,000						Current Expense Fund	

**Table VII-17 Twenty-year Capital Improvements Program**

CIP 2019-2038	Amount	Source of Funding	Alternate Source of Funding
Weller Library			
Upper Floor Remodel Res.	\$ 189,360	Municipal Capital Improvement Fund	Short-term borrowing; or GO bonds
Upper Floor Remodel Com.	\$ 137,920	Municipal Capital Improvement Fund	Short-term borrowing; or GO bonds
Fire Services			
Fire Hydrant System Upgrades	Highly Variable	Water & Sewer Fund	Short-term borrowing; or Revenue bonds
Flood Mitigation			
Touchet River Levee Improvements	\$1,000,000	State Capital Grant	ACOE Cost Share
Water System			
Undersized Line Replacement	Highly Variable	Water & Sewer Fund	Short-term borrowing; or Revenue bonds
Springline repairs	Highly Variable	Water & Sewer Fund	Short-term borrowing; or Revenue bonds
Sewage Treatment			
Capacity Expansion	Highly Variable	Sewer Capital Improvement Fund	Impact Fees on Development
Parks, Pool and Fairgrounds			
Horse Riding Arena/Events Playground	Highly Variable	Municipal Capital Improvement Fund	Current Expense – FG Facilities
Touchet River Levee Trail	\$11,000	Municipal Capital Improvement Fund	Current Expense - Park Facilities
City Shop			
Storage Expansion	Highly Variable	Budget Allocation	Short-term borrowing; or GO bonds
Schools			

Add. Busses	\$300,000	State Transportation & Vehicle Fund	
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#### IV. FUNDING SOURCES

To aid in identifying future sources of revenue for capital facilities development, the City should consider the following sources as potential funding mechanisms:

##### A. User Charges and Connection Fees

To recoup the cost from those who benefit, user charges and connection fees may be assessed. They can be designed to vary for the quantity and location of the service provided.

##### B. Dedications and Extractions

Dedications and extractions and in lieu of fees may be part of the project approval phase, and on- or off-site dedications or improvements for public purposes may be required of the developer. If the site is restricted, the City may require payment of an equivalent in-lieu-of fee.

##### C. Negotiated Agreements

As a method to lessen the impact of a certain development, the City and developer may negotiate an agreement. The agreement is enforced by the City and typically requires lower administrative and enforcement costs than impact fees. Another method is the “latecomer agreement,” where a new development pays the costs of capital improvements, and subsequent developers then reimburse the original developer for a proportionate share of the previous improvements.

##### D. General Obligation Bonds

Washington State law generally permits a jurisdiction to issue general obligation bond debt equal to 1.50% of its taxable property assessed valuation without voter approval. With a 60% majority vote of local citizens, a community may assume an additional bond debt of .75%. In order to supply municipally-owned water or sewer service, a community may incur an additional 2.5% general obligation bond debt. Again, with voter approval, a community may incur an additional 2.5% of debt for the purpose of public parks and open space. The maximum general obligation bonded debt cannot exceed 7.5% of the taxable property assessed valuation.

##### E. Municipal Revenue Bonds/Loans

Unlike general obligation bonds, there is no limit on municipal revenue bonds/loans. These instruments have no direct effect on a City’s tax revenues, because they are repaid from revenues derived from the sale of services.

##### F. State Grants

See Appendix C for future explanation of this funding source.

## G. General Revenues

See Appendix C for future explanation of this funding source.

## V. MONITORING AND EVALUATION

The Six-Year Capital Improvements Program must be reviewed annually and updated to verify that funding sources remain available and that the desired improvements still meet the goals and policies of the Capital Facilities Element. This review will examine the following to determine continued applicability and suitability:

- ■ Corrections, updates and modifications
- ■ Scheduling of improvements
- ■ Continued availability of certain grants and loans
  
- Capital improvements scheduled in the 20-year program come due at the same interval as the Six-Year Capital Improvements Program.
- 

Due to the large comparative size and impact of the new development, and because the City cannot predict when a detailed application will be received, the Capital Facilities Plan should be reviewed prior to final approval of any development.

## VI. GOALS AND POLICIES

The following goals have been established to bring about Waitsburg's vision of "A Vital All-American Small Town."

### A. Goals

Goal 1: Enhance public health, safety and welfare through the timely provision and enhancement of needed services and facilities.

Goal 2: Provide needed public facilities in a manner that protects investment in existing facilities, maximizes their use and promotes orderly urban growth.

Goal 3: Ensure that future development bears its fair share of facility improvement costs.

Goal 4: Manage finances in a manner that allocates funding for capital improvements identified in this element.

Goal 5: Plan for and finance needed infrastructure on a timed schedule of improvement. Use this methodology to avoid excessive depreciation in values.

Goal 6: Maintain Waitsburg's conservative financing structure, keep taxes affordable and maintain local governmental control.

Goal 7: Improve the City’s Washington State Fire Rating from 7 to 6.

B. Policies

Policy 1: Provide capital improvements to correct existing deficiencies and to replace worn-out or obsolete facilities.

Policy 2: Evaluate and prioritize proposed capital improvement projects using the following criteria:

Does the project correct an existing deficiency or replace a needed facility?

Does it eliminate a public hazard?

Does it promote public health, safety and welfare?

Is it financially feasible?

What is the total financial impact, including maintenance and operations?

Policy 3: Develop appropriate funding mechanisms so that the new development will pay its “fair share” of costs related to infrastructure development.

Policy 4: Continue to adopt a Six-Year Capital Improvements Program as part of the annual budgeting process.

Policy 5: When bonds are used, ensure that bond debt is managed so that it does not exceed the City’s ability to pay.

Policy 6: Secure grants or private funds if feasible.

Policy 7: Encourage development of infill areas within current boundaries before annexing into the Urban Growth Area.

Policy 8: Continue the process of developing a water system plan in order to comply with Washington State Department of Health requirements, budgeting for the cost of the study in the 2018 budget and through the Capital Improvements Program amendment process.

## SHORELINE ELEMENT

- Guide urban growth to areas where urban services can be adequately provided.
- Reduce urban sprawl.
- Encourage efficient multi-modal transportation systems.
- Encourage the availability of affordable housing to all economic segments of the population.
- Encourage economic development throughout the State.
- Ensure private property is not taken for public use without just compensation.
- Encourage predictable and timely permit processing.
- Maintain and enhance natural resource-based industries.
- Encourage retention of open space and development of recreational opportunities.**
- Protect the environment and enhance the State's quality of life.**
- Encourage the participation of citizens in the planning process.
- Ensure availability of adequate public facilities and services necessary to support development.
- Identify and preserve lands and sites of historic and archaeological significance.

- **Carry out the State policy for Shorelines of the State as identified in RCW 90.58.020.**

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER EIGHT - SHORELINE**

### **I. INTRODUCTION**

#### **A. Purpose of the Shoreline Element**

This Shoreline Element has been developed in accordance with Section 36.70A.480 of the Growth Management Act to address coordination between a community's growth management and shoreline planning. In 1995, The Growth Management Act was amended to adopt the goals and policies of the Shoreline Management Act as set forth in RCW 90.58.020 as one of the goals of the Growth Management Act.

The Shoreline Management Act is intended to maintain, protect and enhance the State's shorelines. The City of Waitsburg adopted a Shoreline Master Program and permit system to implement the Act's requirements. In order to facilitate coordination between the City and Walla Walla County, the City's Master Program mirrors that of the County.

The goals and policies within the Master Program serve as the goals and policies of this Element as well.

### **II. INVENTORY**

The Touchet River is the only designated Shoreline of the State within the City of Waitsburg and its Urban Growth Area. A permit must be obtained for any substantial development proposed within 300 feet of the high water mark of the River or its associated wetlands.

The Touchet River basin lies on the northern slopes of the Blue Mountains and drains an area of 750 square miles. The Touchet River, the largest tributary of the Walla Walla River, is formed by the junction of its East and South Forks approximately two miles above Dayton, Washington. From the junction of the two forks, the river flows northwest to Dayton, then westerly for approximately 34 miles through Waitsburg and Prescott, then turns southerly, traveling 29 miles to its confluence with the Walla Walla River at the community of Touchet.

The major tributaries of the Touchet River are Patit Creek, Coppei Creek, Whetstone Hollow Creek and Winnet Hollow Creek. Coppei Creek, which also flows through Waitsburg, joins the Touchet River just below Waitsburg.

The Touchet River derives most of its runoff from snowmelt, but its highest flows are caused by rainstorms, particularly those accompanied by Chinook winds which melt snow quickly at higher elevations. High flows usually begin in February and continue into late spring. Low flows usually prevail during the summer and early autumn months. Floods of a substantial nature are discussed in the Land Use Element (Chapter IV) of this Plan.

The River also provides habitat for a variety of wildlife and fisheries, as well as a natural corridor through the community.

Much of the land within the City adjacent to the Touchet River is already developed as residential or commercial properties. However, the City Park and land acquired through the Hazard Mitigation Property Acquisition Program do provide a substantial expanse of public open space adjacent to the stream. Revegetation of the acquired lands will serve to enhance habitat and provide pleasant green spaces. Lands in the Urban Growth Area that are currently committed to agricultural uses provide the community an opportunity to further enhance the shoreline as development occurs.

### III. GOALS AND POLICIES

This section incorporates the goals and policies of the Shoreline Master Program into this document.

#### A. Goals

Goal 1: Preserve for future generations the high quality of our waters and shorelines.

Goal 2: Permit development consistent with current zoning standards which will cause the least environmental impact, yet serve the needs of the people.

Goal 3: Recognize the rights of property owners as primary in the formulation of policy and zoning.

Goal 4: Allow wise utilization of the City's most valuable resources - land and water - in recognition of the fact that agriculture is of prime importance to the economy of the region.

Goal 5: Preserve and protect fragile natural resources and culturally significant features.

#### Goals for Specific Elements of the Master Program

Goal 1 - Economic Development: Have economic development on the shorelines of Waitsburg be consistent with good planning and wise resource.

Goal 2 - Public Access: Have public access addressed as an important element in all actions contemplating use of public shorelines, and to open up private shorelines to public use to whatever extent is possible without usurping the landowner's right to limit access as he sees fit.

Goal 3 - Circulation: Encourage a transportation network in Waitsburg which is capable of delivering people, goods and services, and which will result in minimum disruption of the natural system of the shorelines.

Goal 4 - Recreation: Provide public recreation on City shorelines in such a manner, and to such degree, as is necessary to provide quality, water oriented recreation for the people of the City and State.

Goal 5 - Shoreline Use: Have shoreline uses (including, but not limited to, housing, commerce, industry, transportation, public facilities, recreation, agriculture, education, and natural resources) occur in such a manner as to be mutually compatible and to cause the least possible environmental damage.

Goal 6 - Conservation: Provide for certain shoreline areas being protected from encroachment by incompatible uses and uses in such a manner as will not upset the ecological balance of such areas.

Goal 7 - Historical/Cultural: Protect those areas of the City that have outstanding historic, cultural, educational or scientific value.

Goal 8 - Reclamation: Have shoreline areas which are blighted by abandoned and dilapidated structures returned to a natural, useful condition.

## B. Policies

Policy 1 - Agriculture: Promote the use of good agricultural and conservation practices on shorelines of the City in order to protect the soil, air, water, fish, and wildlife of those shorelines.

Policy 2 - Aquaculture: Promote, at such time as aquaculture activities may occur, use of City shorelines for that purpose, in such a manner as to protect the aesthetic quality of those and adjacent lands and to protect the soil, air, water, fish, and wildlife of the City.

Policy 3 - Forest Management: Promote the practice of forest management and timber cutting in such a manner as to protect or improve the temperature, dissolved oxygen level, and turbidity of the stream and as to prevent the buildup of logging slash and debris in the waters or on the shorelines of the City.

Policy 4 - Commercial Development: Promote the development of water-oriented commercial development within certain shoreline designations, consistent with City zoning and in such a manner as to cause a minimal amount of environmental disruption.



Policy 5 - Mining: Discourage mining activities from occurring within the jurisdiction of the Shoreline Management Act except where such activity will be beneficial in the control of erosion.

Policy 6 - Outdoor Advertising, Signs and Billboards:

Promote the erection of signs within Shorelines of the City in such a manner as to maintain visual access to water areas, and be generally inoffensive to the eye, and within certain shoreline designations to limit the size and number of signs.

Policy 7 - Residential Development: Promote residential development on the shorelines of the City in such a manner as to be compatible with the physical and aesthetic capability of the shoreline.

Policy 8 - Utilities: Promote the establishment of utility lines in such a manner as to cause the least possible environmental impact.

Policy 9 - Ports and Water-related Industry: Promote the use of port facilities by activities which have a direct need for water access.

Policy 10 - Landfill: Promote the creation of new land by landfill only for industrial and port use and then only when a direct need can be established.

Policy 11 - Solid Waste Disposal: Prohibit the location of new solid waste disposal sites within the jurisdiction of the Shoreline Management Act.

Policy 12 - Dredging: Promote dredging for the purposes of stream flow, navigation, improvement, and water flow to irrigation pump plants, and discourage dredging for other purpose.

Policy 13 - Shoreline Protection: Protective measures within shorelines should be designed so as to cause minimal disruption of the environment.

Policy 14 - Road and Railroad Design: Encourage new road and railroad construction to be designed in such a manner as to cause the least amount of shoreline involvement feasible.

Policy 15 - Piers: Encourage pier construction in such a manner as to be compatible with other shoreline uses.

Policy 16 - Archeological Areas and Historic Sites: Protect, wherever possible, sites of archeological or historic importance from encroachment by incompatible uses.

Policy 17 - Recreation: Promote use of City shorelines for recreational purposes to whatever extent is compatible with land use and landowner preference.

Sub policies

Sub policies appear in greater detail in the Shoreline Master Program and are incorporated here by reference in the interest of brevity.

## **ANNEXATION**

- Ensure a smooth transition from county to city jurisdiction when unincorporated land is annexed into the City.
- Establish a framework for addressing public services, infrastructure, and utility extension and interjurisdictional issues.
- Guide urban growth to areas where urban services can be adequately provided.
- Reduce urban sprawl.
- Encourage the availability of affordable housing to all economic segments of the population.
- Encourage retention of open space and development of recreational opportunities.
- Protect the environment and enhance the State's quality of life.
- Encourage the participation of citizens in the planning process.

*Growth Management Act goals that are addressed in this chapter are shown in bold.*

## **CHAPTER NINE – ANNEXATION**

### **I. INTRODUCTION**

#### **A. Purpose of the Annexation Element**

The purpose of the Annexation Element is to ensure a smooth transition from county to city jurisdiction when unincorporated land is annexed to the City. The goal and policies in the element establish a framework for addressing public services, infrastructure, and utility extension and interjurisdictional issues.

Annexation of unincorporated land adjacent to the City benefits the City, residents, and property owners. Property owners and residents gain access to urban services provided by Waitsburg, such as enhanced police and fire protection and building and land use controls. For the City, annexation yields benefits that include the ability to control new development, thereby ensuring ease of future maintenance; control of impacts at their source; and the ability to extend its boundaries in a logical, service-oriented manner.

### **II. ISSUES**

The City of Waitsburg, as originally platted and incorporated in 1865, occupied less than a square mile of area. Until 1973, the community grew slowly but steadily through a series of annexations that were small, already urbanized areas. Then, between 1991 and 1997, major annexations of large open space/industrial areas significantly increased the City's size while adding very little or no new population increases.

The City, as it stands today, encompasses slightly more than its original square mile, re-emphasizing its intentions to achieve slow, monitored growth. But with a recently approved petition for annexation of previous agricultural ground, the City stands to gain just over 50 acres of land. Along with its land use rezone, the City expects the area to be developed as a residential area with 180 to 280 homes over the course of the next 8 to 20 years. The increase in housing would almost double the City's population once full vacancy is achieved. Housing projections are addressed in the Housing Element.

### III. ANNEXATION BOUNDARY

In accordance with the Growth Management Act and Walla Walla County planning policies, Waitsburg has established potential annexation areas (Figure 9-1). The following criteria were applied in an examination of adjacent unincorporated areas to identify potential annexation areas:

Logical and historical community identification and affiliation with Waitsburg  
Financial and technical ability to the City to provide municipal services  
Logical service areas through vehicular accessibility, public safety response, and utility construction.  
Physical boundaries such as waterways, topography, watersheds, and City/County roads  
Protection of critical and resource areas significant to a particular jurisdiction, including opportunities for open space corridors between urban areas  
Presence of special-purpose districts and the condition of the annexation area's urban services infrastructure

This process identified the potential annexation area northeast of the City shown on the following map (Figure 9-1).

### IV. GOAL AND POLICIES

#### A. Goal 9.1

A logical and serviceable municipal boundary.

#### *Annexation Area Policies*

9.1.1 Freely make available to persons and areas within the City's annexation and minor boundary adjustment areas, information related to Waitsburg's taxes or services, with each annexation process emphasizing public information and clear communication among the Waitsburg community, City government, and the area under consideration.

9.1.2 Work with Walla Walla County and other local jurisdictions to coordinate services to identified areas.

9.1.3 Consider the annexation boundary as the extent of Waitsburg's annexation area.

9.1.4 In accordance with the Countywide Planning Policies for Walla Walla County and in the interest of providing effective public services, work with affected citizens and property owners providing for mutually agreeable processes to adjust border anomalies.

#### *Public Services Policy*

9.1.5 Ensure annexations do not detract from adopted level of service standards.

#### *Planning and Zoning Policy*

9.1.6 Ensure that zoning proposed for an annexation area is consistent with Waitsburg's adopted Comprehensive Plan and other land use requirements.

**Implementation Strategies**

- Establish mutually agreed upon development standards with Walla Walla County for proposed development within potential annexation areas.
- Review neighboring jurisdictions' Comprehensive Plans.

*Interjurisdictional Policies*

9.1.7 Establish appropriate interlocal agreements that provide solutions to regional concerns, including but not limited to water, wastewater, storm and surface water drainage, transportation, parks and open space, development review, and public safety.

**Implementation Strategies**

- Negotiate with property owners to eliminate boundary anomalies
- Coordination with city's annexation area land owners

9.1.8 Allow existing public services for utilities outside City limits when there is a need created by boundary adjustments between Waitsburg and adjacent jurisdictions or when such temporary service is necessary because of an emergency.

**Implementation Strategy**

- Initiate discussions and negotiations with adjacent and regional jurisdictions to establish mechanisms and procedures to resolve inter jurisdictional concerns

## APPENDIX A

### DEFINITIONS

**Adequate Capital Facilities:** facilities which have the capacity to serve development without decreasing levels of service below locally established minimums.

**Agricultural Land:** land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, and Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock and land that has long-term commercial significance for agricultural production.

**Arterial (Minor):** a roadway providing movement along significant corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, although usually not as great as those associated with principal arterials.

**Arterial (Principal):** a roadway providing movement along major corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, usually greater than those associated with minor arterials.

**Available Capital Facilities:** facilities or services are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.

**Capacity:** the measure of the ability to provide a level of service on a public facility.

**Capital Budget:** the portion of each local government's budget which reflects capital improvements for a fiscal year.

**Capital Improvement:** physical assets constructed or purchased to provide, improve, or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multi-year financing.

**Collector:** a roadway providing service which is of relatively moderate traffic volume, moderate trip length, and moderate operating speed. Collector roads collect and distribute traffic between local roads or arterial roads.

**Comprehensive Plan:** a generalized coordinated land use policy statement of the governing body of a county or city, in this case adopted pursuant to the Growth Management Act.

**Concurrency:** adequate capital facilities are available when the impacts of development occur. This definition includes the two concepts of "adequate capital facilities" and of "available capital facilities" as defined above.

**Consistency:** that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.

**Contiguous Development:** development of areas immediately adjacent to one another.

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

**Density:** a measure of the intensity of development, generally expressed in terms of dwelling units per acre.

**Development Regulations:** any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, rezoning, building codes, sign regulations, binding site plan ordinances, or any other regulations controlling the development of land.

**Domestic Water System:** any system providing a supply of potable water for the intended use of a development which is deemed adequate pursuant to RCW 19.27.097.

**Financial Commitment:** that sources of public or private funds or combinations thereof have been identified which will be sufficient to finance capital facilities necessary to support development and that there is assurance that such funds will be put to that end in a timely manner.

**Forest Land:** land primarily useful for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

**Geologically Hazardous Areas:** areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

**Goal:** the long-term end toward which programs or activities are ultimately directed.

**Growth Management:** a method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

**Household:** a household includes all the persons who occupy a group of rooms or a single room which constitutes a housing unit.

**Infrastructure:** those man-made structures which serve the common needs of the population, such as: sewage disposal systems, potable water wells serving a system, solid waste disposal sites or retention areas, stormwater systems, utilities, bridges, and roadways.

**Level of Service (LOS):** an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. LOS means an established minimum capacity of capital facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

**Local Road:** a roadway providing service which is of relatively low traffic volume, short average trip length or minimal through-traffic movements.

**Long-term Commercial Significance:** includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land.

**Manufactured Housing:** a manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

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

**Mobile Home:** A single portable manufactured housing unit or a combination of two or more such units connected on-site.

**Natural Resource Lands:** agricultural, forest, and mineral resource lands which have long-term commercial significance.

**Owner:** any person or entity, including a cooperative or a public housing authority [PHA], having the legal rights to sell, lease, or sublease any form of real property.

**Policy:** the way in which programs and activities are conducted to achieve an identified goal.

**Public Facilities:** include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. These physical structures are owned or operated by a government entity



which provides or supports a public service.

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

**Regional Transportation Plan:** the transportation plan for the regionally designated transportation system which is produced by the Regional Transportation Planning Organization.

**Regional Transportation Planning Organization (RTPO):** the voluntary organization conforming to RCW 47.80.020, consisting of local governments within a region containing one or more counties which have common transportation interests.

**Resident Population:** inhabitants counted in the same manner utilized by the U.S. Bureau of the Census, in the category of total population. Resident population does not include seasonal population.

**Right-of-Way:** land in which the State, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

**Rural Lands:** all lands which are not within an Urban Growth Area and are not designated as natural resource lands having long-term commercial significance for production of agricultural products, timber, or the extraction of minerals.

**Sanitary Sewer Systems:** all facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment, or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial, or industrial waste.

**Shall:** a directive or requirement.

**Should:** an expectation.

**Transportation Facilities:** includes capital facilities related to air, water, or land transportation.

**Transportation Level of Service Standards:** a measure which describes the operational condition of the travel stream, usually in terms of speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

**Urban Growth:** refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

**Urban Growth Area:** those areas designated by a county pursuant to RCW 36.70A.110.

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

**Utilities:** facilities serving the public by means of a network of wires or pipes, and structures ancillary thereto.

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

**Zoning:** the demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

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## **APPENDIX B**

### **AMENDMENTS AND REVIEW**

The Plan shall be reviewed only one time per year unless an emergency is declared in accordance with RCW 36.70A.130, and according to the following procedure:

In January of each year, the City shall announce that proposed amendments to the Comprehensive Plan will be received for 30 days. Applicants will be expected to show cause as to why their proposed change should be made.

In February of each year, the City shall evaluate all proposed changes including any changes initiated by the City. If no amendments are received, the Chairman of the Planning Commission shall so report to the Mayor and City Council and the annual review of the Comprehensive Plan shall be considered completed. The City may take as long as 60 days from the closing of the application period to complete the initial review of proposals. Environmental determination requirements may lengthen this period.

#### **A. Amendments**

Petitions for amendment submitted by citizens or initiated by the City should clearly indicate the following:

- Whether the proposed amendment concerns policies of the Plan or the land use map.
- The project or type of development the amendment is proposed to accomplish.
- The public purpose or benefit that the amendment is designed to accomplish.
- Where the proposed amendment is consistent or inconsistent with the policies of the Plan.
- Whether amendments to other elements of the Plan will be required as a result of the proposed amendment.
- Whether the changes in circumstances justify the proposed amendment.
- Whether the amendment is consistent with the GMA and County-wide Planning Policies.

Amendments to the Comprehensive Plan shall be adopted in accordance with RCW 35A.63.070 to 35A.63.073 as outlined below:

1. After preparing any amendment to the Comprehensive Plan, the Planning Commission shall hold at least one public hearing on the proposed amendment. Notice of the time, place and purpose of such public hearing shall be published in the official newspaper of the City at least ten days prior to the date of the hearing. The hearing may be continued at the discretion of the Planning Commission but no additional notices need be published.

2. Upon completion of the hearing or hearings on the proposed amendments to the Plan, the Planning Commission shall transmit a copy of its recommendation for the amendments to the Plan to the City Council for further action.
3. Within 60 days from its receipt of the recommendation to the Planning Commission for amendment to the Comprehensive Plan, the City Council shall consider the same at a public hearing. The City Council shall vote to approve or disapprove or to modify and approve as modified the proposed amendments to the Plan, or shall refer it back to the Planning Commission for further proceedings, in which case the Council shall specify the time within which the Planning Commission shall report back to the City Council its findings and recommendations on the matters referred to it.
4. The final form and content of the amendments to the Plan shall be determined by the City Council. An affirmative vote of not less than a majority of the total members of the City Council shall be required for adoption of an ordinance to approve the amendments to the Plan. The Comprehensive Plan as amended shall then be filed with the appropriate official and shall be available for public inspection.
5. In cases where a plan amendment involves modification of the Urban Growth Area, the City Council, at the conclusion of step “C” shall petition the Board of County Commissioners to modify the City’s UGA. Upon the conclusion of the County amendment process, the amendment shall be granted final approval, denial or modification.

**B. Six-year Transportation Improvement Plan**

During the annual amendment process, the City shall update the Transportation Element to reflect changes to the Six-year Transportation Improvement Plan.”

**C. Capital Facilities Plan CFP**

Amendments to the CFP will be considered during the City’ annual budget process and are not subject to the timetable in Section A above. However, changes made to the CFP should be included in the Plan during the annual amendment process, as should any changes to other portions of the comprehensive plan which result from changes to the CFP.

**D. Review**

In conjunction with the County review of the population projections and Urban Growth Area, the City shall conduct a complete review of its Comprehensive Plan at least once every 7-10 years.

# APPENDIX C

## ADDITIONAL FUNDING SOURCES FOR CAPITAL IMPROVEMENTS REVIEW

### I. FUNDING SOURCES

Because financial regulations and available mechanisms are subject to change and changing market conditions influence the choice of financial mechanism, a city should periodically review the appropriateness of their financing system. The following list of sources includes all major financial resources available and is not limited to those sources which are currently in use or will be used in the six-year schedule of improvements. The list includes the following categories:

- Debt Financing
- Local Multi-Purpose Levies
- Local Single Purpose Levies
- Local Non-L Levy Financing Mechanisms
- State Grants and Loans
- Federal Grants and Loans

### II. DEBT FINANCING

**Short-Term Borrowing:** The extremely high cost of many capital improvements requires local governments to occasionally utilize short-term financing through local banks.

**Revenue Bonds:** Bonds financed directly by those benefitting from the capital improvement. Revenue obtained from these bonds is used to finance publicly-owned facilities, such as parking garages or electric power plants. The debt is retired using charges collected from the users of these facilities. In this respect, the capital project is self-supporting. Interest rates tend to be higher than for general obligation bonds, and issuance of the bonds may be approved without voter referendum.

**Industrial Revenue Bonds:** Bonds issued by local government, but actually assumed by companies or industries who use the revenue for construction of plants or facilities. The attractiveness of these bonds to industry is they carry comparatively low interest rates due to their tax-exempt status. The advantage to the jurisdiction is the private sector is responsible for retirement of the debt.

**General Obligation Bonds:** Bonds backed by the value of the property within the jurisdiction. Voter-approved bonds increase property tax rate and dedicate the increased revenue to repay

bondholders. Councilmanic bonds do not increase taxes and are repaid with general revenues. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities. These bonds should be used for projects that benefit the city as a whole.

### III. LOCAL MULTI-PURPOSE LEVIES

**Ad Valorem Property Taxes:** Tax rate in mills (1/10 cent per dollar of taxable value). The maximum rate is \$3.60 per \$1,000 assessed valuation. The city is prohibited from raising its levy more than 1% of the highest amount levied in the prior year, before adjustments for new construction and annexation. A temporary or permanent excess levy may be assessed with voter approval. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

**Business and Occupation Tax:** Tax of no more than 0.2% of gross value of business activity on the gross or net income of businesses. Assessment or increase of the tax requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

**Local Option Sales Tax:** Retail sales and use tax of up to 1%. The local governments that level the second .5 % may participate in a sales tax equalization fund. Assessment of this option requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

**Motor Vehicle Excise Tax:** Annual excise tax divided between city, county, and state. The city receives 17% of the allocation. The city is required to spend funds for police protection, fire protection, and the preservation of public health.

**Utility Tax:** Tax on the gross receipts of electric, gas, telephone, cable TV, water/sewer, and stormwater utilities. Local discretion up to 6% of gross receipts. Voter approval required for an increase above this maximum. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

**Real Estate Excise Tax:** The original 1/2% was authorized as an option to the sales tax for general purposes. An additional 1/4 % was authorized for capital facilities, and the Growth Management Act authorized another 1/4% for capital facilities. For cities within those counties that chose to plan under the Growth Management Act the additional tax requires voter approval. Revenues must be used solely to finance new capital facilities, or maintenance and operations at existing facilities, as specified in the capital facilities plan. An additional option is available under R.C.W. 82.46.070 for the acquisition and maintenance of conservation areas if approved by a majority of the voters of the county.

### IV. LOCAL SINGLE PURPOSE LEVIES

**Emergency Medical Services Tax:** Property tax levy of \$.25 for emergency medical services. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

**Motor Vehicle Fuel Tax:** Tax paid by gasoline distributors. The city receives 11.53% of total tax receipts. State shared revenue is distributed by the Department of Licensing. Revenues must be spent for highway (city streets, county roads, and state highways) construction, maintenance, or operation; policing of local roads; or related activities.

## V. LOCAL NON-LEVY FINANCING MECHANISMS

**Reserve Funds:** Revenue that is accumulated in advance and earmarked for capital improvements. Sources of funds can be surplus revenues, funds in depreciation reserves, or funds resulting from the sale of capital assets.

**Fines, Forfeitures, and Charges for Services:** This includes various administrative fees and user charges for services and facilities operated by the jurisdiction. Examples are franchise fees, sales of public documents, property appraisal fees, fines, forfeitures, licenses, permits, income received as interest from various funds, sale of public property, rental income, and all private contributions to the jurisdiction. Revenue from these sources may be restricted in use.

**User Fees, Program Fees, and Tipping Fees:** Fees or charges for using park and recreational facilities, solid waste disposal facilities, sewer services, water services, and surface water drainage facilities. Fee may be based on measure of usage, a flat rate, or design features. Revenues may be used for new capital facilities, or maintenance and operations at existing

**Special Assessment District:** District created to service entities completely or partially outside of the jurisdiction. Special assessments are levied against those who directly benefit from the new service or facility. The districts include Local Improvement Districts, Transportation Benefit Districts, Utility Improvement Districts, and the collection of development fees. Funds must be used solely to finance the purpose for which the special assessment district was created.

**Special Purpose District:** District created to provide a specific service. Often the district will encompass more than one jurisdiction. Included are districts for fire facilities, hospitals, libraries, metropolitan parks, airports, ferries, parks and recreation facilities, cultural arts/stadiums and convention centers, sewers, water flood controls, irrigation, and cemeteries. Voter approval is required for airport, parks and recreation, and cultural/arts/stadium and convention districts. The district has the authority to impose levies or charges. Funds must be used solely to finance the purpose for which the special purpose district was created.

**Lease Agreements:** Agreements allowing the procurement of a capital facility through lease payments to the owner of the facility. Several lease packaging methods can be used. Under the lease-purchase method, the capital facility is built by the private sector and leased back to the local government. At the end of the lease, the facility may be turned over to the municipality without any future payment. At that point, the lease payments will have paid the construction cost plus interest.

**Privatization:** Privatization is generally defined as the provision of a public service by the private sector. Many arrangements are possible under this method ranging from a totally private venture to systems of public/private arrangements, including industrial revenue bonds.

**Impact Fees:** Fees paid by new development based upon its impact to the delivery of services. Impact fees must be used for capital facilities needed by growth, not for *existing* deficiencies in service, and cannot be used for operating expenses. These fees must be equitably allocated to the specific entities which will directly benefit from the capital improvement, and the assessment levied must fairly reflect the true costs of these improvements. Impact fees may be imposed for public streets and roads, publicly owned parks, open space, recreational school facilities, and fire protection facilities (in jurisdictions that are not part of a fire district).

## VI. STATE GRANTS AND LOANS

**Community Development Block Grant:** Grant funds available for public facilities, economic development, housing, and infrastructure projects which benefit low- and moderate-income households. Grants are distributed by the Department of Community Development primarily to applicants who indicate prior commitment to project. Revenue is restricted in type of project and may not be used for maintenance and operations.

**Community Economic Revitalization Board:** Low interest loans (rate fluctuates with state bond rate) and occasional grants to finance infrastructure projects for a specific private sector development. Funding is available only for projects which will result in specific -private developments or expansions in manufacturing and businesses that support the trading of goods and services outside of the state's borders. Projects must create or retain jobs. Funds are distributed by the Department of Trade and Economic Development primarily to applicants who indicate prior commitment to project. Revenue restricted in type of project and may not be used for maintenance and operations.

**Historic Preservation Grants:** On an annual basis, the state Department of Archaeology and Historic Preservation (D.A.H.P.) makes available grants to local historic preservation programs for four purposes: (1) historic preservation planning; (2) cultural resource survey and inventory; (3) nomination of properties to the National Register of Historic Places; and (4) public education and awareness efforts. To be eligible for grants, communities must be a Certified Local Government (C.L.G.) as approved by D.A.H.P.. In addition, when funds are available, D.A.H.P. awards grants for acquisition or rehabilitation of National Register listed or eligible properties. Grant awards are predicated on the availability of funds and require a match.

**Public Works Assistance Account:** Low interest loans to finance capital facility construction, public works emergency planning, and capital improvement planning. To apply for the loans the city must have a capital facilities plan in place and must be levying the original 1/4% real estate excise tax. Funds are distributed by the Department of Community Development. Loans for construction projects require matching funds generated only from local revenues or state shared entitlement revenues. Public works emergency planning loans are at 5% interest rate, and capital improvement planning loans are no interest loans, with a 25 % match. Revenue may be used to finance new capital facilities, or maintenance and operations at existing facilities.



**State Parks and Recreation Commission Grants:** Grants for parks capital facilities acquisition and construction. They are distributed by the Parks and Recreation Commission to applicants with a 50% match requirement.

**Essential Rail Assistance Account:** Grants available to cities, counties, County rail districts, economic development councils, port districts, and privately or publicly owned railroad for projects outlined in RCW 47.76.250. In addition, the Washington State Department of Transportation may purchase all or part of a facility, with or without public entity partners for eventual transfer or donation upon re-establishment of service. Revenue is restricted to economically feasible projects.

**Surface Transportation Block Grants (STBG):** STBG provides grants to public agencies for historic preservation, recreation, beautification, and environmental protection projects related to transportation facilities. These enhancement grants are administered by the state Department of Transportation and regional transportation planning organization's (R.T.P.O.s).

**Transportation Improvement Account:** Revenue available for projects to alleviate and prevent traffic congestion caused by economic development or growth. Entitlement funds are distributed by the State Transportation Improvement Board with a 20% local match requirement. For cities with a population of less than 500 the entitlement requires only a 5% local match. Revenue may be used for capital facility projects that are multi-modal and involve more than one agency.

**Centennial Clean Water Fund:** Grants and loans for the design, acquisition, construction, and improvement of Water Pollution Control Facilities, and related activities to meet state and federal water pollution control requirements. Grants and loans distributed by the Department of Ecology with a 50%-25% matching share. Use of funds is limited to planning, design, and construction of Water Pollution Control Facilities, stormwater management, ground water protection, and related projects.

**Water Pollution Control State Revolving Fund:** Low interest loans and loan guarantees for water pollution control projects. Loans are distributed by the Department of Ecology. The applicant must show water quality need, have a facility plan for treatment works, and show a dedicated source of funding for repayment.

## VII. FEDERAL GRANTS AND LOANS

**Federal Aid Bridge Replacement Program:** Funds available with a 20% local matching requirement for replacement of structurally deficient or obsolete bridges. Funds are distributed by the Washington State Department of Transportation on a statewide priority basis. Therefore, the bridge must be on the State of Washington Inventory of Bridges.

**Federal Aid Urban System:** Revenue available for construction and reconstruction improvements to arterial and collector roads that are planned for by an M.P.O. and the Federal Highway Administration. Funds may also be used for non-highway public mass transit projects. Funds are distributed by Washington State Department of Transportation with a 16.87% local

match requirement.

**Federal Aid Safety Programs:** Revenue available for improvements at specific locations which constitute a danger to vehicles or pedestrians as shown by frequency of accidents. Funds are distributed by Washington State Department of Transportation from a statewide priority formula and with a 10% local match requirement.

**Federal Aid Emergency Relief:** Revenue available for restoration of roads and bridges on the federal aid system which are damaged by extraordinary natural disasters or catastrophic failures. The local agency declares an emergency and notifies the Washington State Department of Transportation. Upon approval, entitlement funds are available with a 16.87% local matching requirement.

**Farmers Home Administration Water Project Support:** Funding through grants, loans, and loan guarantees for water projects serving rural residents. Funds must be used for capital facilities construction and related costs or projects which serve rural residents in cities of less than 10,000 people. Funds are distributed by the Federal Farmers Home Administration with a 45% to 25% local matching requirement.

**Department of Health Water Systems Support:** Grants for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grants are distributed by the State Department of Health through intergovernmental review with a 60% local match requirement.