

Tuesday, July 6, 2021
Electronic City Council Workshop

5:30 P.M.
City Council Workshop - Electronic Attendance

Meeting may be viewed at: Live Stream on City of College Place, Washington YouTube at https://www.youtube.com/channel/UCbx3qrqzLDL_05NusReSI-g/featured

Or you may call this number to listen: 1-669-900-9128 ID#948 2619 4082

Zoom Attendee Link: <https://zoom.us/j/94826194082>

1.

Subject :	1.01 Moment of Silence for Reflection / Invocation - Any City Employee or Elected Official; delivering the invocation, does so in his/her capacity as a private citizen, and not in his /her official position as a city employee/elected city official.
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Access :	Public
Type :	Procedural

2. Opening Items.

Subject :	2.01 Council Reference Materials
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Category :	2. Opening Items.
Access :	Private
Type :	Information
Subject :	2.02 Call To Order
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Category :	2. Opening Items.
Access :	Public
Type :	Procedural

Public Content

Mayor Hernández will call the meeting to order.

Subject :	2.03 Roll Call
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Category :	2. Opening Items.
Access :	Public

Type :

Procedural

Public Content

Mayor Via Web Norma L. Hernández

Jerry Bobbitt,

Michael Cleveland,

Loren Peterson,

Council Members Via Web Marge Nyhagen,

Melodie Selby,

Heather Schermann,

Monica Boyle

City Attorney Via Web Rea Culwell

Administrator, Mike Rizzitiello;

Finance Director, Brian Carleton;

Public Works Director, Paul Hartwig;

Police Chief, Troy Tomaras;

Staff Via Web Fire Chief, David Winter;

Community Development Director, Jon Rickard;

HR Manager, Shawn Doering;

City Clerk, Lisa Neissl;

Deputy City Clerk; Shelli Williams

Subject : 2.04 Pledge of Allegiance

Meeting : Jul 6, 2021 - Electronic City Council Workshop

Category : 2. Opening Items.

Access : Public

Type : Procedural

Public Content

"I pledge allegiance to the Flag of the United States of America, and to the Republic for which it stands, one Nation under God, indivisible, with liberty and justice for all."

Subject :	2.05 Excuse Absence of Council Members Nyhagen and Schermann
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Category :	2. Opening Items.
Access :	Public
Type :	Information

3. Presentation.

Subject :	3.01 June 2021 Yard of the Month - 1389 SE Independence Drive - Ms. Neissl for Chief Tomaras
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Category :	3. Presentation.
Access :	Public
Type :	Discussion, Information

Public Content

Historical Perspective:

The City of College Place adopted a "Yard of the Month Program" to be awarded during the months of June, July, August and September. An additional award will be presented in the month of December for seasonal decorations.

Information for Consideration:

The June Yard of the Month recipients are the Jim & Monica Gaffery family. They have lived in College Place for 40 years.

File Attachments

[IMG_4787.jpg \(5.596 KB\)](#)

4. Workshop Topics.

Subject :	4.01 Regional Housing Action Plan - Mr. Rickard
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Category :	4. Workshop Topics.
Access :	Public
Type :	Discussion, Information

Public Content

Workshop Only - No Action

Historical Perspective:

The Cities of Walla Walla, College Place, Waitsburg, and Dayton received funding from the WA State Department of Commerce to conduct a regional housing action plan.

Information for Consideration:

Before the workshop, please watch the presentation by FCS Group (37minutes)

<https://vimeo.com/560983742>

The Regional Housing Action Plan examines housing affordability, housing needs and gaps, access and structural diversity issues as well as strategies and actions to be taken by each jurisdiction.

This Plan highlights existing housing conditions and issues and forecasts future needs based on changing demographic and socio-economic conditions. Using feedback from a dedicated project advisory committee and stakeholder committee and survey input from over 400 citizens, this plan reflects current attitudes regarding housing priorities. While significant steps have already been taken by the cities of College Place, Dayton, Waitsburg and Walla Walla, this Plan lists new housing policies and actions that can be taken for each city to further enhance housing opportunities.

College Place UGA: the projected 20-year housing need of 747 dwelling units is far greater than the potential UGA capacity of 345 units, even after accounting for recent code changes and assuming 60% of net new housing will need to be constructed on infill and redevelopment lands.

City of College Place

Recent Code Updates:

College Place created a new single-family residential zoning district and reduced minimum single-family residential lot sizes to 6,000 square feet.

The city increased flexibility in short plat standards.

Accessory dwelling units are now permitted in all residential zones.

Cottage and co-housing are now permitted in the Single-Family and Multi-Family Zoning Districts.

The City now permits dwelling units in commercial developments in both the Downtown Mixed-Use and General Commercial Zoning Districts

Three or more single-family dwelling units may be attached as townhomes or zero-lot lined developments and the City may waive the minimum lot size and width requirement. Tiny Homes Permitted

Tiny homes, also known as Park Model Recreation Vehicles, are now permitted for temporary or recreational use in mobile home and RV parks and may be approved for use as a dwelling unit subject to conditions.

Manufactured homes, mobile homes, RVs, park models, tiny homes, and campers are now permitted for residential use in mobile home parks, manufactured housing communities, and manufactured/mobile home communities.

Recreational Vehicles may now be used as a residence in RV and Mobile Home Parks subject to conditions.

Dwelling Units of 600SF or less now qualify for reduced wastewater & water capital facility charges. This includes all categories of dwelling units.

City of Walla Walla

As mentioned above, the city of Walla Walla undertook a significant update of its comprehensive plan, with a new housing policy section that includes objectives aimed at expanding housing opportunities.

2018 Code Updates: this resulted in changes to local zoning that collapsed three single family residential zones into one zone called Neighborhood Residential. This new zone supports additional housing density in

low density zone by allowing development of (up to) fourplexes on a single lot. The city also relaxed road access standards for short plats to permit private lanes to serve up to 9 dwelling units. Other changes included permitting multifamily units outright and removing the owner occupancy requirement for accessory dwelling units.

Utility Rate Discounts: the city provides a program for providing water and sewer utility rate discounts to low-income citizens.

The city is using Community Development Block Grant funds to provide micro-grants for property owners to complete home repair projects through a contract with the Blue Mountain Action Council.

Next steps - Awaiting revisions to the draft plan based on feedback from the joint Planning Commission meeting and public comment period.

Take revised plan to each Planning Commission in July or August and then to Council's for final adoption.

File Attachments

[HousingActionPlanDraft.May.7.2021.pdf \(4,849 KB\)](#)

Subject :	4.02 Government Finance - Municipal Budgeting 101 - Mr. Carleton
Meeting :	Jul 6, 2021 - Electronic City Council Workshop
Category :	4. Workshop Topics.
Access :	Public
Type :	Discussion, Information

Public Content

Workshop Only - No Action

The City Finance Director will present basic level government accounting/financing information.

File Attachments

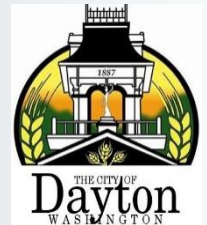
[PowerPoint - Government Finance 101 \(PPTX\).pdf \(193 KB\)](#)



Walla Walla Regional Housing Action Plan

*Cities of College Place,
Dayton, Waitsburg and
Walla Walla*

Draft Report
May 7, 2021



ACKNOWLEDGEMENTS

This work is made possible through a grant provided by the Washington Department of Commerce, and the dedicated work of the Plan Advisory Committee and the Stakeholder Advisory Committee. We specifically recognize and appreciate the time and attention provided by the following people.

Plan Advisory Committee Members

Elizabeth Chamberlain, City of Walla Walla

Melissa Shumake, City of Walla Walla

Meagan Hayes, City of Dayton

Jon Rickard, City of College Place

Randy Hinchliffe, City of Waitsburg

Nikki Sharp, Walla Walla County

Stakeholder Advisory Committee Members

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Violet Brown, Fregonese & Associates

Scott Fregonese, Fregonese & Associates

Ellen Palmquist, Fregonese & Associates

GLOSSARY

Accessory Dwelling Unit (ADU): A small living space located on the same lot as a single-family house.

Buildable Lands Inventory (BLI): An assessment of the capacity of land to accommodate forecasted housing and employment needs.

Buildable Residential Land: Includes land that is designated for residential development that is vacant and part-vacant and not constrained by existing buildings or environmental issues.

Cost Burdened: Defined by US Department of Housing and Urban Development (HUD) as households who spend over 30% of their income on housing.

Cottages: Small, single-level, detached units, often on their own lots and sometimes clustered around pockets of shared open space. A cottage is typically under 1,000 square feet in footprint.

Density: Defined by the number of housing units on one acre of land.

Development density: Expected number of dwelling units (per acre) based on current zoning designations.

Family: A group two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together.

High Density: Lots with the average density of 12+ dwelling units per acre. Best suited for multifamily housing such as apartments and condos.

Housing Unit (or Dwelling Unit): A house, an apartment or other group of rooms, or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other person in the structure and there is direct access from the outside or common hall.

Household: Consists of all people that occupy a housing unit.

HUD: Acronym for US Department of Housing and Urban Development, the federal agency dedicated to strengthening and supporting the housing market.

Low Density: Lots with the average density of 3-4 dwelling units per acre. Best suited for family housing such as single-family detached homes.

Manufactured Housing: is a type of prefabricated home that is largely assembled of site and then transported to sites of use. The definition of the term in the United States is regulated by federal law (Code of Federal Regulations, 24 CFR 3280): "Manufactured homes are built as dwelling units of at least 320 square feet in size, usually with a permanent chassis to assure the initial and continued transportability of the home. The requirement to have a wheeled chassis permanently attached differentiates "manufactured housing" from other types of prefabricated homes, such as modular homes.

Median Family Income (MFI): The median sum of the income of all family members 15 years and older living in the household. Families are groups of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family.

Medium Density: Lots with the average density of 6-12 dwelling units per acre. Best suited for small lot housing such as single family attached, townhomes, plexes and cottages.

Middle Housing: Housing types that is generally attainable for households earning less than 120% of the area median income level. Typically includes plexes (2-4 units per structure), townhomes, apartments, accessory dwellings, cottage homes and manufactured homes.

Mixed Use: Characterized as two or more residential, commercial, cultural, institutional, and/or industrial uses into one combined building or building(s) on the same parcel of land.

Multi-Family Housing: Stacked flats in a single buildings or groups of buildings on a single lot with 5 or more units per structure. Parking is shared, and entrance to units is typically accessed through a shared lobby.

Part-vacant land: Unconstrained land that has some existing development but can be subdivided to allow for additional residential development.

Plexes and Apartments: Multiple units inside one structure on a single lot. Usually each unit has its own entry.

Seasonal dwellings: These units are intended by the owner to be occupied during only certain seasons of the year. They are not anyone's usual residence. A seasonal unit may be used in more than one season; for example, for both summer and winter sports. Published counts of seasonal units also include housing units held for occupancy by migratory farm workers. While not currently intended for year-round use, most seasonal units could be used year-round.

Residual Land Value: The amount a developer would typically be willing to pay for the land/site in order to build a specific real estate improvement based on underlying assumptions and market conditions.

Severely Cost Burdened: Defined US Department of Housing and Urban Development (HUD) as households who spend over 50% of their income on housing.

Single Family Attached: Residential structures comprised of two to four housing units with a shared wall that separates each unit. "Attached" duplexes require a single building permit for both dwelling units.

Single Family Detached: Free standing residential building, unattached, containing separate bathing, kitchen, sanitary, and sleeping facilities designed to be occupied by not more than one family, not including manufactured and mobile homes.

Townhome (also known as duplexes, rowhouse, etc.): Attached housing units, each on a separate lot, and each with its own entry from a public or shared street or common area.

Vacant housing unit: A housing unit is vacant if no one is living in it at the time of enumeration unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration entirely by people who have a usual residence elsewhere are also classified as vacant.

Vacant land: Vacant and part-vacant land identified within the local buildable land inventory that is not developed and unconstrained for future planned residential development.

SUMMARY

As we enter 2021, the demand for adequate, safe and affordably-priced housing continues to far outpace new housing production. This Walla Walla Regional Housing Action Plan provides a strategy for strengthening and enhancing the inventory of affordable and market-rate housing in south central Washington. This growing region includes a network of small and medium historic cities, that are rich in agricultural, viticulture, and education.

This Plan highlights existing housing conditions and issues and forecasts future needs based on changing demographic and socio-economic conditions. Using feedback from a dedicated project advisory committee and stakeholder committee and survey input from over 400 citizens, this plan reflects current attitudes regarding housing priorities. While significant steps have already been taken by the cities of College Place, Dayton, Waitsburg and Walla Walla, this Plan lists new housing policies and actions that can be taken for each city to further enhance housing opportunities.

As shown in the following graphic, the Housing Action Plan will be used to inform future Comprehensive Plans, Capital Facilities Plans and Land Use Policies. The Plan also guides decisions regarding implementation strategies that can affect development regulations, infrastructure spending priorities, permitting procedures, fee structures and other housing actions.



Source: Washington Dept. of Commerce and BERK, 2020.

Highlights of the Walla Walla Regional Housing Action Plan

Walla Walla Regional Housing Survey (over 400 respondents) lists the **top 5 housing issues** as:

1. Housing Cost/Affordability
2. Inadequate Housing Availability
3. Homelessness
4. Range of Housing Types
5. Housing Quality

The top 5 Housing Actions recommended by survey respondents include:

1. Development Partnerships
2. Multifamily Tax Incentives
3. Grants for First time Homebuyers
4. Housing Rehabilitation Grants
5. Increase Residential Land Inventory

The Walla Walla Region should plan to add approximately 4,685 net new housing units over the next 20 years. Future housing demand in the Region is likely to include 1,523 standard-lot single family detached homes; 1,104 small-lot detached homes; 732 townhomes/plexes; 894 multi-family units (includes some group quarters demand), and 443 affordable housing units, manufactured homes and/or ADUs.

While the overall land capacity within the Region appears to be adequate for addressing the long-term housing need for Waitsburg and Dayton, nearly half of new construction that is planned to occur in College Place and Walla Walla would need to occur on under-developed (part vacant) tax lots. If property owners do not wish to subdivide their tax lots, the likelihood of meeting housing needs through “infill” is unlikely.

These findings also indicate that the current zoning and related land capacity within the College Place and Walla Walla UGAs (combined) may not be sufficient to fully accommodate multi-family demand. This issue is particularly acute in College Place, where the housing demand for single family and middle housing (672 units) is expected to exceed its zoned land capacity by 412 dwellings.

Based on the residential capacity analysis and this housing needs assessment, the following conclusions are made:

- **College Place UGA:** the projected 20-year housing need of 747 dwelling units is far greater than the potential UGA capacity of 345 units, even after accounting for recent code changes and assuming 60% of net new housing will need to be constructed on infill and redevelopment lands.
- **Walla Walla UGA:** the projected 20-year housing need of 3,570 dwelling units is below the potential UGA capacity of 3,740 dwelling units. However, the current amount of land zoned for multi-family structures appears to be inadequate to meet overall housing needs, even after assuming 55% of the net new housing will be constructed on infill and redevelopment lands.
It is recommended that the cities of College Place and Walla Walla continue to work with Walla Walla County and regional housing advocates to ensure that new housing density can be optimized within current UGAs, and new areas be identified for potential UGA expansion.
- **Waitsburg and Dayton UGAs:** the combined projected housing demand of 200 dwellings for these two small cities can be accommodated by their existing UGAs if adequate water and wastewater infrastructure is provided.

Additional policy actions and housing program considerations are provided in Section III.

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I. INTRODUCTION

PURPOSE

Communities across the state of Washington are facing unprecedented challenges with providing safe and affordable housing. In response, the Washington state legislature passed a measure designed to encourage cities and counties to proactively work together to identify housing needs and implement local actions to preserve affordable housing and spur new housing development.

Within the Walla Walla Region, the Affordable Housing Community Council successfully combined public, private and non-profit resources to document regional housing issues, needs and local policy recommendations in a landmark report: *Community Council's Affordable Housing Study Report (A report to the residents of Columbia and Walla Walla counties and the Milton-Freewater area)*, 2019. That report raised local awareness about issues pertaining to housing affordability and spurred civic actions that resulted in local zone changes and public/private development initiatives. In recognition of this prior regional planning work, the Washington State Department of Commerce awarded Walla Walla a grant to prepare this regional housing action plan.

A regional Housing Action Plan (HAP) is intended to examine housing affordability, access and structural diversity issues, as well as strategies and actions to be taken to create a more equitable housing environment. The HAP process includes a review of the region's comprehensive plans, policies, past actions, partnerships, and current regulations to determine existing conditions of the housing ecosystem. Community input is obtained to identify and evaluate potential policy changes that can be implemented to increase production of affordable and market-rate housing.

At its core, the regional HAP identifies future housing needs to serve all economic segments of the community. Based on the 20-year growth target, the housing needs assessment identifies how many units of different types are needed to optimize housing affordability.

Housing Action Plans address the following questions:

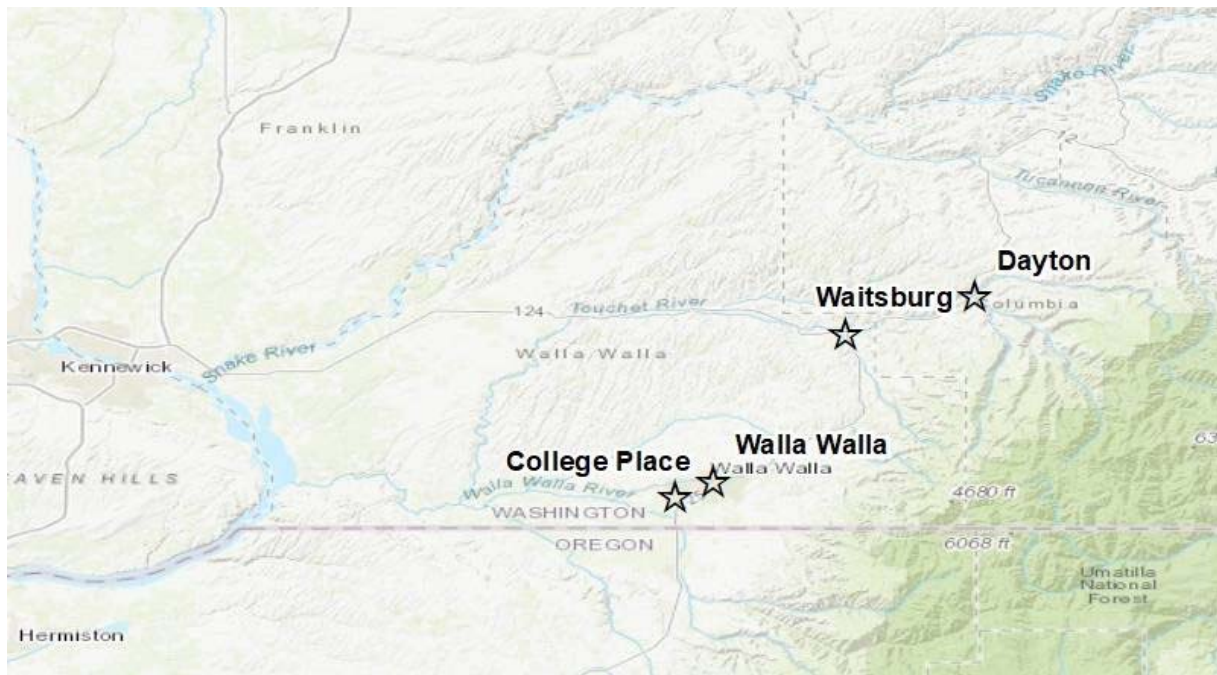
- *Who lives and works here and what are their socioeconomic characteristics?*
 - *What types of housing are available?*
 - *Are there any groups of people who are not able to find housing that is safe, affordable, and meets their household needs?*
 - *How much housing, and what types of housing, are needed to meet current and future housing needs?*
 - *Is there sufficient buildable land capacity to accommodate this growth and housing diversity?*
 - *What local policies and actions can be taken to produce additional affordable and market rate housing?*
-

REGIONAL CONTEXT

Because housing ecosystems are rarely contained within a single jurisdiction, regional analysis and coordination are necessary to understand market dynamics. For example, if safe and affordable housing is not sufficient in one community, residents are likely to search for housing in an adjacent jurisdiction rather than leave the region altogether.

The focus of this plan is on the Walla Walla Region, which includes the urban growth areas of Walla Walla, College Place, Dayton, and Waitsburg and the surrounding unincorporated areas of Walla Walla and Columbia counties (**Exhibit 1**). The cities of College Place and Walla Walla currently function as the business and regional service center for this region. Each of the four cities provide a unique mix of housing opportunities, growth potential and community character.

Exhibit 1: Walla Walla Region



Recent Accomplishments

Prior to undertaking this work, communities within the Walla Walla Region have made strides in advancing affordable housing. Efforts completed to date include the following:

Regional Planning Coordination (Walla Walla, College Place, Waitsburg and Dayton)

- The cities of Walla Walla, College Place and Waitsburg have coordinated with Walla Walla County) to update their comprehensive plans with new growth forecasts and sections focused on housing policies.
- The city of Dayton has also coordinated with Columbia County and cities in Walla Walla County (through this planning effort) to evaluate their buildable land inventory.
- Community Council, a regional policy advocacy and education organization, convened civic, private and non-profit representation on the Affordable Housing Study Workgroup to identify housing issues and barriers to affordable housing, and to recommend policy strategies.

City of Walla Walla

- As mentioned above, the city of Walla Walla undertook a significant update of its comprehensive plan, with a new housing policy section that includes objectives aimed at expanding housing opportunities.
- 2018 Code Updates: this resulted in changes to local zoning that collapsed three single family residential zones into one zone called Neighborhood Residential. This new zone supports additional housing density in low density zone by allowing development of (up to) fourplexes on a single lot. The city also relaxed road access standards for short plats to permit private lanes to serve up to 9 dwelling units. Other changes included permitting multifamily units outright and removing the owner occupancy requirement for accessory dwelling units.
- Utility Rate Discounts: the city provides a program for providing water and sewer utility rate discounts to low-income citizens.
- The city is using Community Development Block Grant funds to provide micro-grants for property owners to complete home repair projects through a contract with the Blue Mountain Action Council.

City of College Place

- Recent Code Updates:
 - College Place created a new single-family residential zoning district and reduced minimum single-family residential lot sizes to 6,000 square feet.
 - The city increased flexibility in short plat standards.
 - Accessory dwelling units are now permitted in all residential zones.
 - Cottage and co-housing are now permitted in the Single-Family and Multi-Family Zoning Districts.
 - The City now permits dwelling units in commercial developments in both the Downtown Mixed-Use and General Commercial Zoning Districts
 - Three or more single-family dwelling units may be attached as townhomes or zero-lot line developments and the City may waive the minimum lot size and width requirement. Tiny Homes Permitted
 - Tiny homes, also known as Park Model Recreation Vehicles, are now permitted for temporary or recreational use in mobile home and RV parks and may be approved for use as a dwelling unit subject to conditions.
 - Manufactured homes, mobile homes, RV's, park models, tiny homes, and campers are now permitted for residential use in mobile home parks, manufactured housing communities, and manufactured/mobile home communities.
 - Recreational Vehicles may now be used as a residence in RV and Mobile Home Parks subject to conditions.
- Dwelling Units of 600SF or less now qualify for reduced wastewater & water capital facility charges. This includes all categories of dwelling units.

City of Dayton

- Recent code updates:
 - Removed minimum lot size requirement for all residential development, although minimum lot size dimensions are still required.
 - Increased residential use capacity within the commercial zones.
 - Developed surplus procedures for processing publicly owned land that are obsolete and may

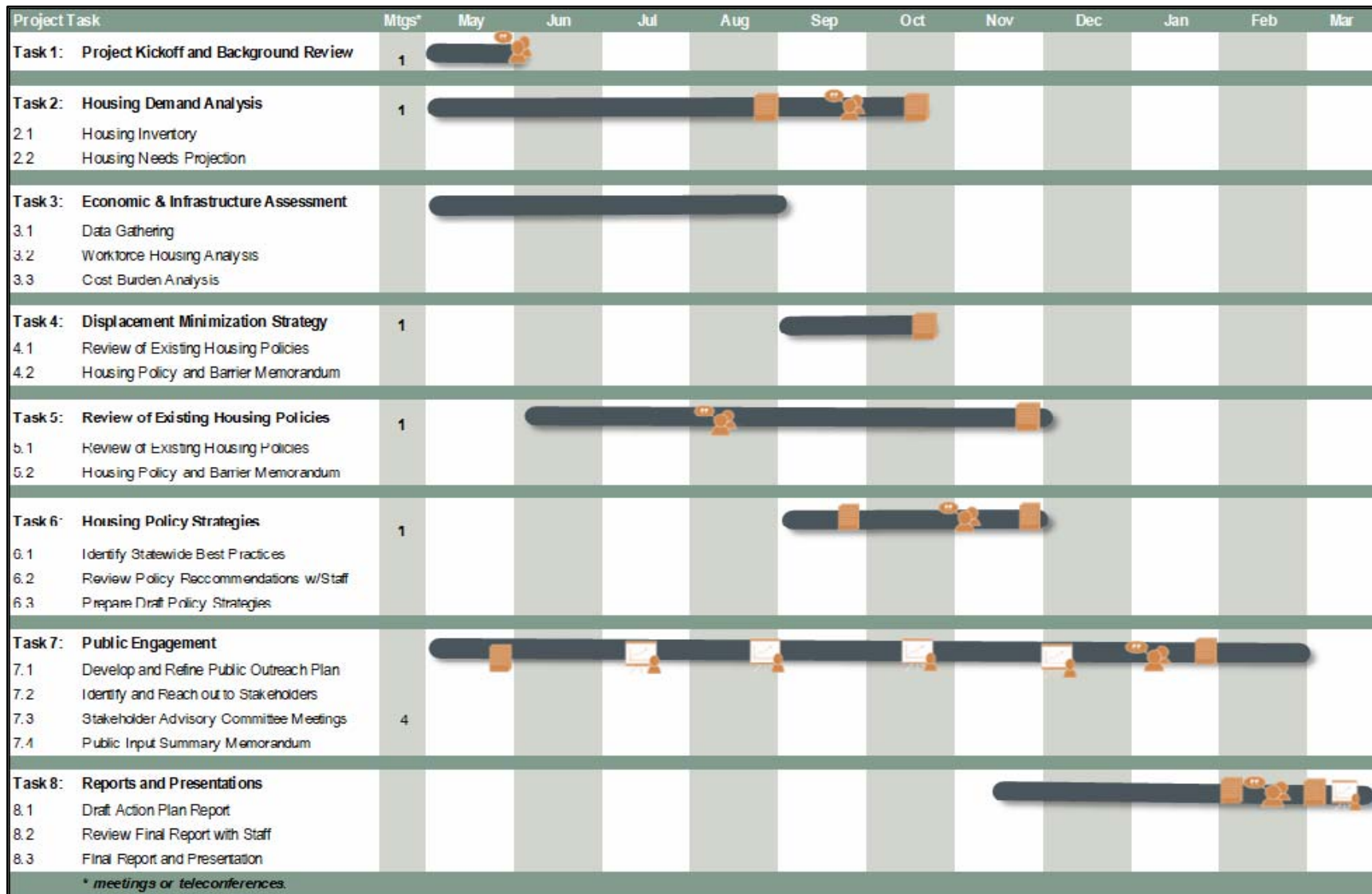
- Buildable lands analysis completed in 2019.
- Actively considering and establishing policy related to multifamily tax incentives.
- Allows tiny-homes in compliance with the International Building Code.
- Developed policies enabling cottage developments in the urban residential zone.
- Decreased off-street parking requirements for all residential development.
- Established the Affordable Housing Commission to consider additional policies that will drive affordable housing development.

APPROACH

The overall project approach/schedule is shown in **Exhibit 2**. Key steps taken to create this report include the following:

- Project coordination meetings: Interim findings were shared with the HAP Plan Advisory Team (PAT) and a Stakeholder Advisory Committee (SAC) made up of regional civic leaders.
- Housing trends and forecasts: the consultant team analyzed most recent available data from a mix of sources, such as the U.S. Census Bureau, American Community Survey, Washington Office of Financial Management to confirm the existing housing inventory, quantify market gaps in housing products, and to establish baseline housing demand forecast.
- Housing gentrification and displacement risk assessment: included analysis of the availability of naturally occurring affordable housing as well as income-restricted housing in context with local demographic and socio-economic data. Locations where the risk of housing displacement are relatively high were mapped for each community in the region.
- Review of existing housing policies and draft policy recommendations: this included a synthesis of the current housing policies for each community, and identification of potential housing policies and actions that can be taken to address issues identified the HAP.
- Community engagement: the HAP process included stakeholder interviews, PAT and TAC meetings and public surveys with the broader community to identify and evaluate housing issues and policy actions.

Exhibit 2: Project Approach



COMMUNITY ENGAGEMENT PROCESS

Public Engagement Plan and Groups Contacted

The Public Engagement Plan (provided in **Appendix A**) for this regional plan is consistent with local and state requirements and reflects best practices. In light of the global Covid-19 pandemic that was in-place during the planning process, the community outreach process utilized virtual video conference meetings/presentations and interactive surveys to evaluate housing affordability, availability and local policies. At the outset of the HAP, a draft Public Engagement Plan was developed and refined based on input from the Project Advisory Team. The engagement plan had four objectives:

1. To provide a forum to share, develop and refine useful information and data,
2. To ensure a shared understanding of current conditions, issues, concerns, and opportunities,
3. To provide avenues for the public, applicable committees, and supporting agencies to be involved,
4. To build support for eventual adoption and implementation.

Project Advisory Team (PAT) Meetings (4): PAT members were comprised of planning staff from the cities of Walla Walla, College Place, Waitsburg, and Dayton, and Walla Walla County and the consultant team. The PAT directed and reviewed the research, outreach, and work products in support of the Walla Walla Regional Housing Action Plan. The PAT met four times from May to November 2020

Stakeholder Advisory Committee Meetings (3): The Stakeholder Advisory Committee represented a range of informed and committed stakeholder interests. It included representatives of city and county agencies, direct service providers, and other public agencies, along with local property owners, residents, and community organizers. The Committee provided recommendations on key project issues and decisions, helped to shape housing policy options, guided stakeholder and community engagement strategies, and encouraged community members to participate in the planning process. The SAC met three times from July to November 2020.

Input regarding housing issues, goals and objectives

Two housing surveys were conducted during the HAP planning effort, with input from the PAT and the SAC. The initial Housing Policy Survey was distributed to local planners, developers and housing experts in the region. The survey focused on housing development issues, barriers and policy preferences. Survey respondents were asked to identify the most effective housing policies in their jurisdiction (city and county) and were asked to identify housing actions suggested within HB 1923.

The Housing Policy Survey received five responses. The top housing issues and policies identified for the Walla Walla region included:

- Overall need for additional construction of quality market-rate housing, additional vacant developable land, the need for less development regulations, and the need for new housing development incentives.
- Survey respondents supported local implementation actions regarding: use of cluster zoning (such as lot size averaging with reduced setbacks for new buildings), a shortened subdivision

approval process, clear and objective accessory dwelling unit standards, and increased categorical exemptions for multifamily developments.

Public Input

The second survey included an electronic Regional Housing Action Plan Survey that was also developed with input from the PAT and TAC and provided in both English and Spanish. The survey focused on the identification of community-defined housing issues, housing affordability perceptions, and barriers to renting or owning a home. Survey respondents were asked to identify actions local officials could take to address housing issues in their community.

The English survey received 419 responses and the Spanish survey received 3 responses. Survey responses were primarily from residents living in the Walla Walla zip code 99362 (80%), the College Place zip code 99324 (11%), and the Dayton zip code 99328 (4%). Detailed survey results are included in **Appendix B** and are summarized below.

Top 5 Perceived Housing Issues

1 Housing Cost / Affordability

2 Inadequate Housing Availability

3 Homelessness

4 Range of Housing Types

5 Housing Quality

Top 5 Housing Actions

1 Development Partnerships

2 Multifamily Tax Incentives

3 Grants for First-time Homebuyers

4 Housing Rehabilitation Grants

5 Increase Residential Land Inventory

Top Barriers to Homeownership

Barriers to Home Ownership	Count	Percent
Limited Housing Supply	249	21.9%
Availability of Living Wage Jobs	290	25.5%
Affordability of Available Homes	371	32.6%
Programs for Homeowners	124	10.9%
Lack of Resources/Education on Home Ownership	63	5.5%
Other	40	3.5%
Total	1,137	100.0%

Top Barriers to Rental Housing

	Count	Percent
Low Vacancy Rates	298	30.0%
Lack of Affordable Rentals	351	35.3%
Strict Rental Requirements	196	19.7%
Confusing Rental Application Process	48	4.8%
Other	101	10.2%
Total	994	100.0%

II. HOUSING MARKET OVERVIEW

Housing demand is driven by a combination of population growth, household formations and regional economic activity. Population within the Walla Walla Region (includes the cities of Walla Walla, College Place, Dayton and Waitsburg) reached a record high of 47,695 year-round residents in 2019 (*according to the WA Office of Financial Management*).

Population within the Region has been increasing at an annual average rate of 0.68% between 2010-2018, which is three times faster than unincorporated Walla Walla County, but only half the statewide average (**Exhibit 3**).

Exhibit 3: Population Trends

Population Trends			
	2010	2018	AGR
Washington	6,561,297	7,294,336	1.33%
Columbia County	3,957	4,001	0.14%
Dayton	2,463	2,682	1.07%
Walla Walla County	57,585	60,236	0.56%
College Place	8,502	9,136	0.90%
Waitsburg	1,194	1,188	-0.06%
Walla Walla	31,177	32,731	0.61%
Walla Walla Region	43,336	45,737	0.68%
Unincorp. Walla Walla County	14,249	14,499	0.22%

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates (Table B01003)

AGR: average annual growth rate.

Household income and housing price/rent levels are good indicators of housing attainability. Median household income in Walla Walla County (\$56,533) is currently well below the Washington average (\$70,116). However, overall income levels in Walla Walla County and the city of Walla Walla recorded a slightly faster growth rate than the state average between 2010 and 2018 (**Exhibit 4**).

Exhibit 4: Median Income Trends, 2010-2018

	2010	2018	AGR
Washington	\$57,244	\$70,116	2.6%
Walla Walla County	\$45,575	\$56,533	2.7%
College Place	\$40,137	\$47,525	2.1%
Dayton	\$39,861	\$44,524	1.4%
Waitsburg	\$45,568	\$48,403	0.8%
Walla Walla	\$39,397	\$48,678	2.7%

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates (Table B25119)

AGR: average annual growth rate.

To meet HUD guidelines for housing affordability, no more than 30% of income should be allocated to housing. Hence, middle-income families earning 80% to 120% of the median household income (MHI) should be able to afford monthly rents at \$1,131 to \$1,696; or homes priced between \$194,000

and \$291,000. If middle-income households pay more than this, they would be “cost burdened” to some degree. As indicated in **Exhibit 5**, using current statistics, affordable monthly housing cost for low-income families is as follows:

- Low Income, \$707 to \$1,131
- Very Low Income, \$424 to \$707
- Extremely Low Income, \$424 or less

Exhibit 5: Analysis of Attainable Housing Prices/Rents

Walla Walla County Median Household Income (2018)*		\$56,533
Market Segment by Income Level		Lower-end Upper-End
Upper (120% or more of MHI)		120%
Middle (80% to 120% of MHI)	80%	120%
Low (50% to 80% of MHI)	50%	80%
Very Low (30% to 50% of MHI)	30%	50%
Extremely Low (less than 30% of MHI)	30%	
Qualifying Income Level		Lower-range Upper-range
Upper (120% or more of MHI)	\$67,840	or more
Middle (80% to 120% of MHI)	\$45,226	\$67,840
Low (50% to 80% of MHI)	\$28,267	\$45,226
Very Low (30% to 50% of MHI)	\$16,960	\$28,267
Extremely Low (less than 30% of MHI)		\$16,960
Attainable Monthly Rent or Payment (@30% of income level)		Lower-range Upper-range
Upper (120% or more of MHI)	\$1,696	or more
Middle (80% to 120% of MHI)	\$1,131	\$1,696
Low (50% to 80% of MHI)	\$707	\$1,131
Very Low (30% to 50% of MHI)	\$424	\$707
Extremely Low (less than 30% of MHI)		\$397
Approximate Attainable Home Price**		Lower-range Upper-range
Upper (120% or more of MHI)	\$291,000	or more
Middle (80% to 120% of MHI)	\$194,000	\$291,000
Low (50% to 80% of MHI)	\$116,000	\$185,000
Very Low (30% to 50% of MHI)	\$69,000	\$116,000
Extremely Low (less than 30% of MHI)	n/a	n/a

Notes:

* based on current U.S. Census estimates of household income for Walla Walla County.

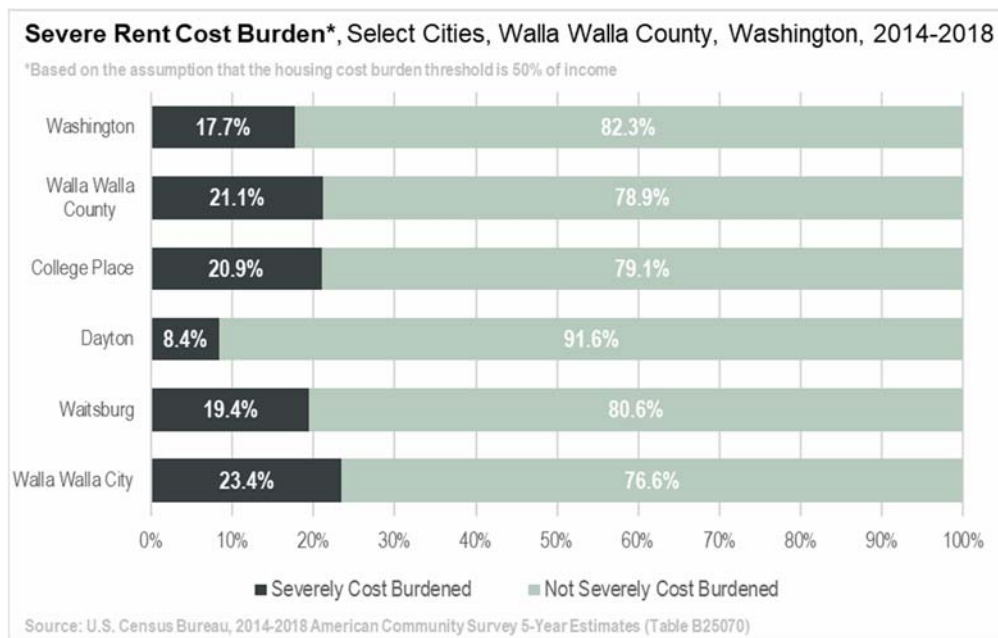
** assumes 5% down (zero down payment for low income purchasers) on 30-yr mortgage @ 3.6% interest; and 1.89% for taxes and insurance.

Source: analysis by FCS GROUP using U.S. Census, American Community Survey data.

According to the U.S. Housing and Urban Development (HUD), households are considered “cost burdened” if they pay over 30% of their gross income on housing and utilities. Households are “severely cost burdened” if they pay over 50% of their gross income on housing and utilities.

As of 2018, just over 1 in 5 renters (21.1%) in Walla Walla County were severely cost burdened by housing expenses alone (**Exhibit 6**). If housing costs continue to rise faster than income levels, the share of severely cost burdened households will continue to increase.

Exhibit 6: Severe Housing Cost Burden by Locality



Measures of Economic Hardship

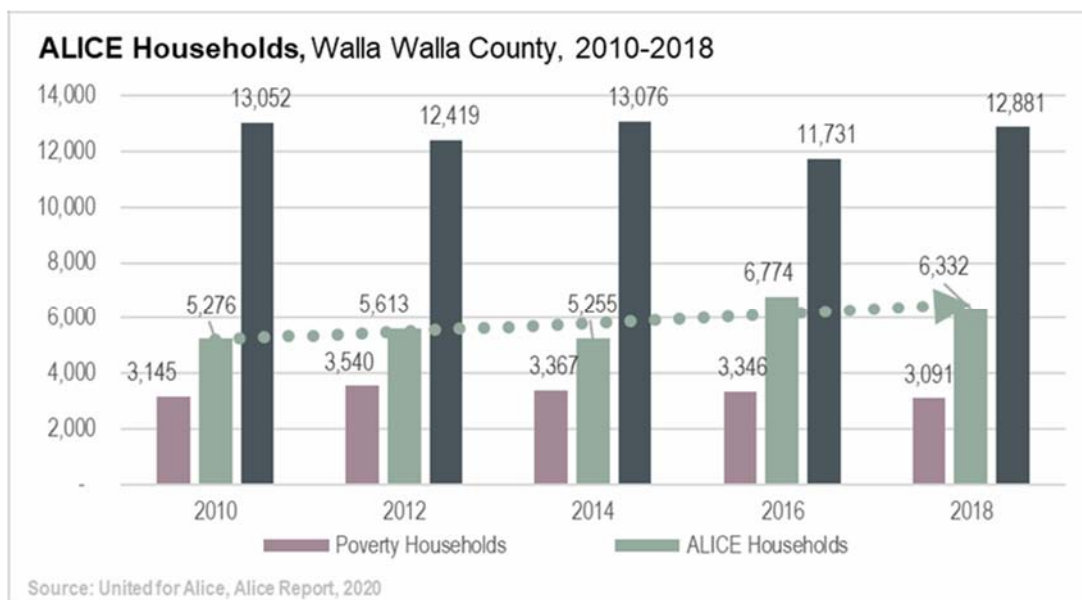
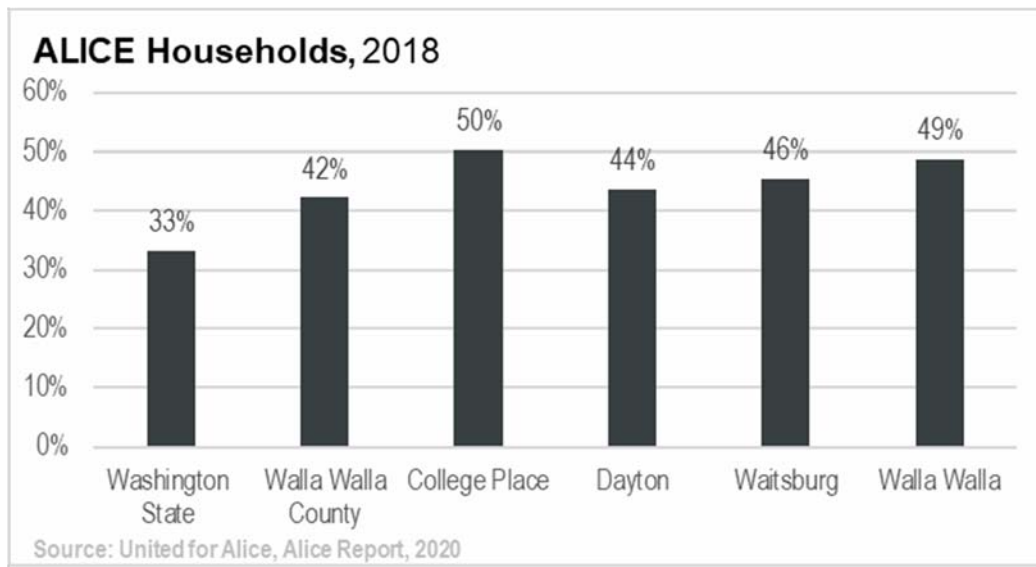
Like many rural communities across the U.S., an increasing share of households in the Region are experiencing economic hardship as the cost of living rises faster than income levels.

Since the War on Poverty began in 1965, the Federal Poverty Level (FPL) has provided a standard for determining the proportion of people living in poverty in the U.S. Despite the FPL's benefit of providing a nationally recognized income threshold for determining who is poor, its shortcomings include the fact that the FPL is not based on the current cost of basic household necessities, and except for Alaska and Hawaii, it is not adjusted to reflect cost of living differences across the U.S. In fact, federal poverty statistics indicate that the number of Walla Walla County households living in poverty decreased by 54 between 2010 and 2018.

In recognition of the short comings associated with federal poverty statistics, the United Way now provides a new measure of economically distressed households struggling in each county in a state. This effort provides a framework, to measure households that do not earn enough to afford basic necessities, with a population segment called **ALICE (Asset Limited, Income Constrained, Employed)**. The ALICE methodology takes into account the total cost of household essentials – housing, child care, food, transportation, technology, and health care, plus taxes and a 10 percent contingency. ALICE data are calculated separately for each county, and for six different household types. For more information check out: <https://www.unitedforalice.org/methodology>

In 2018, 42% of the households in Walla Walla County were either in poverty or in the ALICE category, which is well above the Washington statewide average of 33%. Within the Walla Walla Region, the share of households in poverty and ALICE categories ranged from 44% in Dayton to 50% in College Place (**Exhibit 7**).

Exhibit 7: ALICE Household as Share of Total Households



Employment

Employment in the cities of the Walla Walla region has been on a steady upward trajectory since 2002, with an estimated 13,281 jobs in 2002 and 14,006 jobs in 2017 (latest available data). Job gains varied by sector, with industries such as Transportation and Utilities, Industrial Trades, and Agriculture recording job losses, while Health Care, Services and Education sectors recording the most job gains during this time frame (**Exhibit 8**).

Exhibit 8: Employment Trends: 2002-2017

Segment	2002 - 2017 Job Growth	2002	2010	2017	Change
Agriculture, Forestry, Fishing and Hunting		230	184	150	(80)
Transportation, Communications & Utilities		700	509	427	(273)
Industrial Trades & Construction		1,978	1,642	1,594	(384)
Retail Trade		2,392	2,911	2,337	(55)
Other Services, Restaurants & Lodging		3,673	4,129	4,022	349
Educational Services		1,042	1,033	1,288	246
Health Care and Social Assistance		3,083	3,396	4,012	929
Public Administration		183	173	176	(7)
Total		13,281	13,977	14,006	725

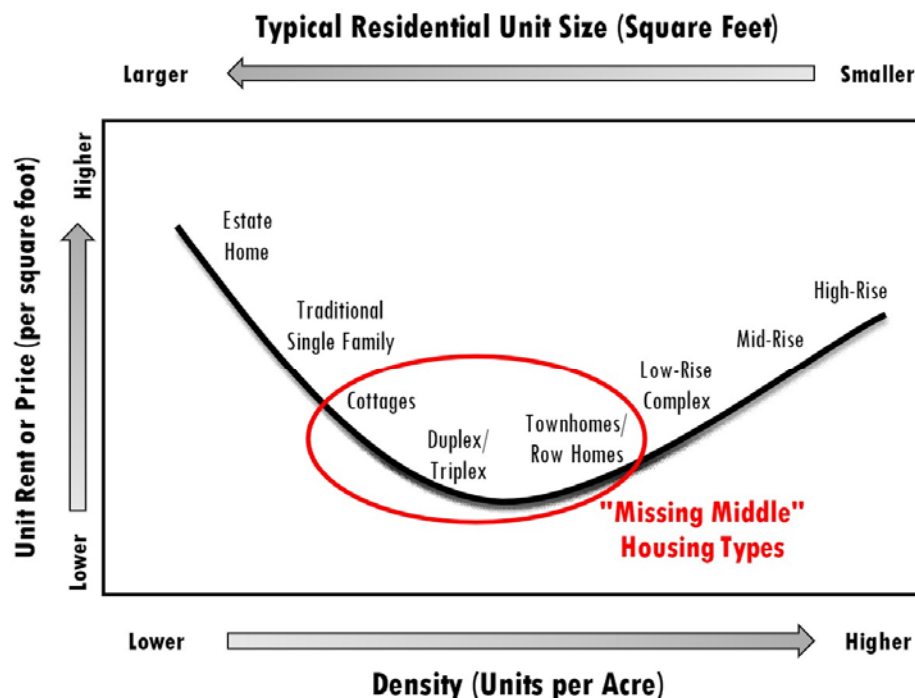
Source: US Census Bureau, On the Map.com. Region includes four cities: Walla Walla, College Place, Waitsburg and

HOUSING NEEDS FORECAST

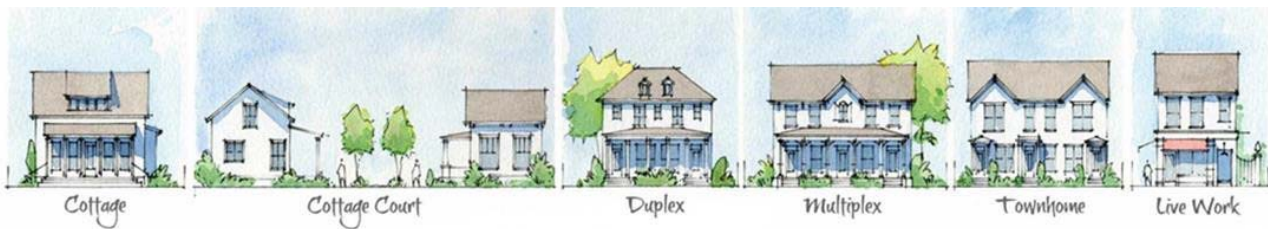
Representatives from public agencies have expressed concern over the lack of attainable and good quality housing for middle income families and local workers. To find attainable housing, some workers must travel long distances between their homes and their jobs to find attainable housing.

The Region would benefit from development of “middle income” housing types, such as apartments, duplexes, townhomes, cottages, manufactured homes and accessory dwelling units (ADUs). These housing types can be delivered at a lower cost and rent level per square foot than standard single family detached and mid-rise housing types (**Exhibit 9**).

Exhibit 9: Middle Housing Types



Source: Washington Department of Commerce Housing Memorandum (PNW Economics and LDC)



Housing Market Gaps

Low vacancy rates and rising home prices have resulted in deficiencies in the regional housing inventory that could largely be addressed by new housing construction. The regional *Community Council's Affordable Housing Study Report*, Summer 2019, found that median income levels in the City of Walla Walla and College Place would need to increase by at least \$5,400 to enable families to purchase a home at 2018 prices.

The housing affordability gap within the region does vary significantly by location. As shown in **Exhibit 10**, regional home prices are highest in College Place (\$281,000) and lowest in the cities of Dayton (\$152,000) and Waitsburg (\$230,000). As a result of this wide disparity in home prices, approximately 69% of the region's households could likely afford to buy a home in Dayton, but less than half of the households can afford to buy a median priced home in College Place.

Exhibit 10: Median Home Price Sales Trends & Affordability

	5/19/2019	5/20/2020	Change from prior year %	Min. Income Needed to purchase median priced home*	Share of Regional HHs that qualify based on income**
Washington	\$403,000	\$425,000	5.5%	\$83,332	
Columbia County	\$186,400	\$208,300	11.7%	\$40,842	63.1%
Dayton	\$149,000	\$152,000	2.0%	\$29,803	69.3%
Walla Walla County	\$268,000	\$273,000	1.9%	\$53,528	49.5%
College Place	\$276,000	\$281,000	1.8%	\$55,097	48.9%
Waitsburg	\$226,000	\$230,000	1.8%	\$45,097	60.4%
Walla Walla City	\$268,000	\$273,000	1.9%	\$53,528	49.5%

Source: Zillow, (6/1/2020), Compiled by FCS GROUP.

* Assumes 30-year mortgage, 3.6% interest, 1.89% property tax & insurance; 5%

** Assumes 30% of household income dedicated to payments.

The Region's housing gap is most prevalent for long-term rentals as well as affordable for sale housing. In other words, there is an inadequate supply of deed-restricted rental housing as well as high-quality market rate apartments and for-sale housing priced under \$300,000. As reflected in **Exhibit 11**, the lack of affordable rental housing (priced at \$707/month or lower) has resulted in 791 households living in higher-cost housing than they can afford, which leads to severe rent burdens.

If we assume that 33% of the housing gap can be addressed by new policies that encourage near term housing construction, we expect the Region could absorb nearly 240 market rate rentals units and at least 261 deed-restricted rental units within 1 or 2 year (**Exhibit 11**).

Exhibit 11: Rental Housing Market Gaps, Walla Walla Region, 2017

Median Household Income Range	Lower-end	Upper-End	Renter Households Counted	Affordable Monthly Rent Costs *	Level of subsidy required	Estimated Rental Units Counted	Year 2017 Housing (Gap) or Surplus
Upper (120% or more of MFI)	\$67,840 or more		1,304	\$1,696 & Above	Zero	580	(400)
Middle (80% to 120% of MFI)	\$45,226	\$67,840	1,173	\$1,131-\$1,686	Zero	1,497	
Low (50% to 80% of MFI)	\$28,267	\$45,226	1,518	\$707-\$1,131	Low	2,709	1,191
Very Low (30% to 50% of MFI)	\$16,960	\$28,267	1,177	\$424-\$707	Medium	1,541	(791)
Extremely Low (less than 30% of MFI)	\$16,960 or less		1,830	Less than \$424	High	674	
Total			7,001			7,001	

Source: US Census Bureau 2013-2017 ACS, analysis by FCS GROUP.

* Calculated at 30% of Walla Walla County median family income based on HUD guidelines

Analysis of Pent-Up Rental Housing Demand, Walla Walla Region

Median Household Income Range	Renter Households in 2017	Rental Units in 2017	Housing (Gap)	Potential Capture Rate	Pent-up Housing Demand Capture
Upper (120% or more of MFI)	1,304	580	(724)	33%	239
Middle (80% to 120% of MFI)	1,173	1,497	324		
Low (50% to 80% of MFI)	1,518	2,709	1,191		
Very Low (Less than 50% of MFI)	3,006	2,215	(791)	33%	261

Source: US Census Bureau 2013-2017 ACS, analysis by FCS GROUP.

Regional Housing Need

The 20-year regional housing demand forecast takes into account a share of the current market gap for rental housing along (noted in the preceding section) plus the amount of housing required to address demand from the projected changes in population for cities and unincorporated areas of Walla Walla and Columbia counties. Population growth rates are consistent with the adopted comprehensive plans for Walla Walla County and the cities of College Place, Walla Walla, Dayton and Waitsburg.

These plans anticipate a population increase of approximately 9,668 year-round residents by 2040 within Walla Walla County. According to the Walla Walla County Comprehensive Plan, the vast majority of population (and housing) growth is expected to occur within the Walla Walla, College Place and Waitsburg urban areas. Unincorporated areas of the county are projected to add 2,802 people. Since that forecast also reflects unincorporated portions of UGAs for the cities, we expect the majority of new population growth to occur within future annexation areas of local cities.

To estimate urbanization requirements for the four-city region, this regional housing action plan assumes that 70% of the housing growth and 90% of the group quarters population growth within unincorporated Walla Walla County will occur within the UGAs of Walla Walla, College Place, and Waitsburg. As indicated in **Exhibit 12**, this allocation of county growth equates to approximately 107 group quarters residents and 657 dwelling units. A more detailed breakdown of this analysis can be found in **Appendix C**.

Exhibit 12: Projected Regional Housing Capture of Unincorp. Walla Walla County, 2020 to 2040

	Walla Walla County	Unicorp. Walla Walla County**	Regional Housing Capture of Unincorp. County %	Regional Housing Capture of Unincorp. County
Net New Population	9,668	2,802		
New Pop in Group Quarters*	773	119	90%	107
Population in Households	8,894	2,683		
Housing Need for Permanent Residents (dwellings)	3,601	865		
Seasonal & Vacancy Allowance (@9.4 %)	358	74		
Growth-related Housing Demand (dwelling units)	3,959	939	70%	657

Source: FCS GROUP based on local pop. growth forecasts and current ACS data for local areas. *Group quarters reflects people in dormitories, group homes, institutions, etc. ** Includes unincorporated areas within urban growth areas of local cities.

The baseline housing demand forecast converts future population growth into housing needs. To address changing demographic and householder preferences, the baseline housing demand forecast also takes into account the following assumptions:

- Future population growth forecasts for each city within the Walla Walla Region will be consistent with adopted local comprehensive land use plan forecasts (extrapolated).
- The tenancy mix and rate of homeownership will increase slightly overtime to the Washington statewide average (63% owners and 37% renters). Note, this results in a modest increase in homeownership rates within the Region from 60% currently to 63% by year 2040.
- Housing needs reflect increasing demand for attainably-priced middle housing types consistent with 30% of household income allocated to rent or mortgage (principal and interest).
- The housing needs forecast assumes a moderate shift toward middle housing types, including townhomes, plexes, apartments, ADUs and manufactured housing.

Given these assumptions, the Walla Walla Region should plan to add approximately 4,685 net new housing units over the next 20 years. Future housing demand in the Region is likely to include 1,523 standard-lot single family detached homes; 1,104 small-lot detached homes; 732 townhomes/plexes; 894 multi-family units (includes some group quarters demand), and 443 affordable housing units, manufactured homes and/or ADUs (**Exhibit 13**).

Exhibit 13: Walla Walla Region Housing Needs Forecast, 2020 to 2040

	Walla Walla City	College Place	Waitsburg	Dayton	Region Total
Projected Baseline Housing Demand	2,362	494	153	11 +	3,021
Plus Share of Housing Within Unincorp. UGAs	514	107	33	2 +	657
Plus Demand to Address 33% of Housing Gap	414	87			500
Total Housing Need	3,290	688	187	13 +	4,178
Plus Group Quarters Housing Units (@1.5 people per unit)*	420	88			762
Grand Total (units)	3,710	776	187	13 +	4,685
percent of total	79%	17%	4%	0.3%	100%

Source: FCS GROUP based on local pop. growth forecasts and current ACS data for local areas. *Group quarters reflects people in dormitories, group homes, institutions, etc.

Projected Housing Need by Housing Type

Projected 2040 Housing Needs						
Housing Type	Walla Walla UGA	College Place UGA	Waitsburg UGA	Dayton UGA	Walla Walla Region	Remainder of Walla Walla County
Single-Family Detached						
Standard Lots	1,142	261	112	9 +	1,523	225
Small Lots, cottages, mfg. homes (lots)	899	205	-	-	1,104	-
Townhouses / Plexes (units)	556	155	19	1 +	732	-
Multi-family units (5+ units per structure)	816	78 +	-	-	894	-
Mobile homes/ADUs/other (units)	297 +	78 +	56 +	3 +	433	56 +
Total Dwelling Units	3,710	776	187	13 +	4,685	282

Projected Housing Need by Income Level

Family Income Level	Owner- Occupied	Renter- Occupied	Total	Dist. %	Attainable Housing Products
Upper (120% or more of MI)	2,361	260	2,621	56.0%	Single Family Lots
Upper Middle (80% to 120% of MI)	384	347	730	15.6%	Cottage Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MI)	207	693	900	19.2%	Townhomes, Mfgd. Homes, Plexes, Apartments
Low (less than 50% of MI)	0	433	433	9.3%	ADUs, Govt. Assisted Apts.
Total	2,952	1,734	4,685	100.0%	

*Derived from Appendix A.

A more detailed analysis of group quarters housing demand indicates that the majority of this segment is likely to be supported by seniors that desire assisted living facilities, and to a lesser extent university students and special needs population segments (including inmates at the correctional center). As indicated in **Exhibit 14**, the senior housing segment is projected to account for about three quarters of the overall group quarters demand, with the need for almost 380 units of shared senior housing required by year 2040.

Exhibit 14: Projected Senior Housing Demand: Walla Walla Region

	Region Total within UGAs
Current Population	48,363
Proj. Net New Population within Region UGAs (@2.3 persons/HH)	8,485
Future Population year 2040	56,848
Population over Age 65	20%
Share of pop. over Age 65 in Nursing Homes	5.0%
Avg. Household Size within Nursing Homes	1.50
Proj. Net New Population in Nursing Homes	568
Proj. Senior Housing Need (dwelling units)	379

Source: population estimates and forecasts based on WA Office of Financial Management data; nursing home capture rates based on National Institute of Aging estimates, 2015.

Land Sufficiency Findings

According to the June 2019 Walla Walla County buildable land inventory and development capacity study, Walla Walla, College Place and Waitsburg UGAs had the potential to accommodate over 4,100 net new dwellings at full utilization (**Exhibit 15**). Note, the City of Dayton was included in a separate land capacity study for Columbia County.

Exhibit 15: Land Capacity Analysis (2019)

	Minimum Lot Size (SF)	Net Res. Land Inventory (acres)	Vacant percent	Under- developed percent	Net New Pop. Capacity	Net New Dwelling Capacity	Infill & redevelop- ment Dwellings	Dwellings on Vacant Land	% infill & redevelop- ment
Waitsburg					1,466	621	284	337	46%
R96 Suburban Residential	9,600	50.7	62%	38%	538	228	86	142	
Residential (incorporated)	10,000	92.7	49%	51%	875	371	189	182	
Flexible Comm./Res (Incorp.)	10,000	5.6	61%	39%	53	22	9	13	
College Place					588	249	139	110	56%
Multiple Family Residential	n/a	2.1			59	25	-	25	
R-60 Single Family Residential*	6,000	21.6	30%	70%	361	153	107	46	
R-72 Single Family Residential*	7,200	0.3			4	2	-	2	
R-96 Suburban Residential (incorp.)	9,600	6.3	58%	42%	67	28	12	16	
R-96 Suburban Residential (area 2B)**	9,600	39.8	75%	25%	425	180	46	134	
R-96 Suburban Residential (area 2C)	9,600	9.2	51%	49%	97	41	20	21	
Walla Walla City					7,641	3,238	1,632	1,606	50%
Multiple Family Residential	n/a	-			-	-			
R-60 Single Family Residential ***	6,000	-			-	-			
R-72 Single Family Residential ***	7,200	54.7	21%	79%	813	344	271	73	
R-96 Suburban Residential (incorp.)	9,600	569.0	51%	49%	6,116	2,592	1,260	1,332	
R-96 Suburban Residential (other)	9,600	60.8	67%	34%	712	302	101	201	

Source: Revised Land Capacity Analysis, Technical Memorandum, June 2019, the Watershed Company. Note, this analysis was completed prior to the City of Walla Walla creating a Neighborhood Residential zone to allow reduced lot sizes.

* After 2019, College Place combined zones R-60/R-72/R-75 into a one SF District zone and allows up to two dwellings per lot.

** Area 2B urban growth area expansion request was denied after 2020.

*** After 2019, Walla Walla changed code to allow 2-4 unit structures and ADUs in all single family zones.

In the years since the aforementioned land capacity analysis was conducted, the cities of Walla Walla and College Place amended their respective zoning codes to allow development of plexes (up to 4 units per structure) within their low density zones. The estimated residential land capacity for the Walla Walla Region assumes there will be a moderate increase in housing density on single family zones in the cities of College Place and Walla Walla, and reflects significant growth potential for the city of Dayton.

As indicated **Exhibit 16**, the Walla Walla Region is now be expected to accommodate nearly 5,058 dwelling units, including 4,611 dwellings with 1 to 4 units per structure, and approximately 447 multi-family dwellings with 5+ units per structure.

Exhibit 16: Regional Residential Land Capacity and Housing Need (2021)

	Infill & Dwelling redevelop- ment Dwellings	on Vacant Land	Total Dwelling Capacity	Projected 20-Year Housing Need	Net Housing Surplus or (Gap)
College Place	206	140	345	747	(402)
1 to 4 units per structure *	146	115	260	672	(412)
5 or more units per structure	60	25	85	75 +	10
Walla Walla City	2,054	1,686	3,740	3,570	170
1 to 4 units per structure *	1,714	1,686	3,400	2,785	615
5 or more units per structure **	340		340	785	(445)
Waitsburg	306	367	673	178	495
1 to 4 units per structure	298	353	651	124 +	527
5 or more units per structure	9	13	22	53	(31)
Dayton	100	200	300	12	288
1 to 4 units per structure ***	100 +	200 +	300 +	12 +	288 +
5 or more units per structure			-	-	-
Region Total	2,665	2,393	5,058	4,507	552
1 to 4 units per structure	2,257	2,354	4,611	3,593	1,018
5 or more units per structure	409	38	447	913	(466)

Findings are derived from prior tables and input provided by project advisory and stakeholder committees, Washington Dept. of Commerce staff, and the following notations.

** Assumptions for College Place and Walla Walla take into account recent code changes; assumes 5% of the land zoned for single family will be utilized by plexes or ADUs.*

*** Multi-family capacity analysis (5+ units per structure) for Walla Walla reflects current development applications.*

**** Dayton capacity analysis derived from City of Dayton Buildable Land Inventory maps.*

While the overall land capacity within the Region appears to be adequate for addressing the long-term housing need for Waitsburg and Dayton, the analysis cited above indicates that nearly half of new construction would need to occur on under-developed (part vacant) tax lots. If property owners do not wish to subdivide their tax lots, the likelihood of meeting housing needs through “infill” is unlikely.

These findings also indicate that the current zoning and related land capacity within the College Place and Walla Walla UGAs (combined) may not be sufficient to fully accommodate multi-family demand. This issue is particularly acute in College Place, where the housing demand for single family and middle housing (672 units) is expected to exceed its zoned land capacity by 412 dwellings.

Based on the residential capacity analysis and this housing needs assessment, the following conclusions are made:

College Place UGA: the projected 20-year housing need of 747 dwelling units is far greater than the potential UGA capacity of 345 units, even after accounting for recent code changes and assuming 60% of net new housing will need to be constructed on infill and redevelopment lands.

Walla Walla UGA: the projected 20-year housing need of 3,570 dwelling units is below the potential UGA capacity of 3,740 dwelling units. However, the current amount of land zoned for

multi-family structures may be inadequate to meet overall housing needs, even after assuming 55% of the net new housing will be constructed on infill and redevelopment lands (including residential and commercial housing zones).

It is recommended that the cities of College Place and Walla Walla continue to work with Walla Walla County and regional housing advocates to ensure that new housing density can be optimized within current UGAs, and new areas be identified for potential UGA expansion.

Waitsburg and Dayton UGAs: the combined projected housing demand of 200 dwellings for these two small cities can be accommodated by their existing UGAs if adequate water and wastewater infrastructure is provided.

Additional policy actions and housing program considerations are provided in the next section.

III. HOUSING POLICY, PROGRAMS & ACTIONS

The Walla Walla Region is facing unprecedented challenges to its ability to provide safe and affordable housing. Like many areas across the USA, housing costs are rising faster than income levels and there is a limited supply of skilled workers, inadequate supply of developable lots, and restrictions attributed to development regulations.¹ Local policies and actions aimed at reducing barriers to new construction can help. It is more important than ever for local jurisdictions to work together with public, private and non-profit developers, homeowners and land trusts to identify lasting solutions.

This section identifies potential code changes, affordable housing programs, and strategies to mitigate housing displacement for the most vulnerable population segments. A summary of strategies that can increase the housing supply is provided in **Exhibit 17**.

STRATEGIES TO INCREASE HOUSING SUPPLY

Code-Related Policies

In general, development regulations need to be clear and objective, and less restrictive code requirements can lower development costs and lead to a greater variety of housing types. In the Walla Walla Region, the need for code amendments varies by city. While Walla Walla and College Place have already implemented many of the state recommendations regarding increased flexibility in the types of housing allowed in low-density zones, Dayton and Waitsburg may benefit from additional code updates.

It is recommended that cities within the region consider reducing or eliminating minimum lot size requirements and removing parking and owner occupancy requirements for accessory dwelling units. All cities can strive to improve the efficiency of their permitting process.

¹ American Planning Association. "APA Policy Guide on Housing" (2019). Guide available at <https://www.planning.org/publications/document/9178529/>

Some code-related best practices include the following:

1. Single Family Zones
 - o Authorize cluster zoning or lot size averaging in all zoning districts that permit single-family residences to allow developers to incorporate natural features into their site plans and minor partitions.
2. Accessory Dwelling Units
 - o Remove owner occupancy requirements related to accessory dwelling units.²
 - o Remove minimum residential parking requirements related to accessory dwelling units.³
3. Middle Housing Types
 - o Ensure that local zoning ordinances do not unduly hinder the functioning and placement of manufactured homes.
 - o Reduce the minimum lot size for duplex and multifamily developments to 7,500 square feet or less or eliminate minimum lot size requirements to promote the development of greater diversity of housing types.
 - o Adopt other permit process improvements where it is demonstrated that the code, development regulation, or ordinance changes will result in a streamlined and more efficient permit process to attract interest from developers.⁴

Development Incentive Programs

To better understand the feasibility of developing multifamily apartments in the Region, FCS Group conducted a supplemental analysis of two prototypical multifamily developments (garden apartments and flats) in the city of Walla Walla, which is summarized in **Appendix D**. The analysis evaluated financial feasibility from the perspectives of either a for-profit or a non-profit developer. Key conclusions from the financial analysis are:

- The current housing market is strong enough to attract for-profit developers
- Garden apartments are viable without incentives
- Market rate flats over parking will likely require some form of development incentive (see list below)
- Affordable housing developments and mixed-income housing by a for-profit developer, will also require incentives to be market feasible, such as:
 - 12-year tax abatement (for affordable housing element)

² RCW 36.70A.600. (2020). Washington State Legislature. <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.600>

³ RCW 36.70A.600. (2020). Washington State Legislature. <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.600>

⁴ RCW 36.70A.600. (2020). Washington State Legislature. <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.600>.

- Impact fee reduction (e.g. utility connection charges) (for affordable housing element)
 - Land write-down
 - Parking reductions
- The use of a non-profit developer for a 100% affordable development could make the development “pencil” with fewer incentives than would be required with a for-profit developer.

There are specific strategies that can be considered to increase the production of affordable housing and to reduce the cost of owning or renting a home:

1. Incentives for affordable housing:
 - Multifamily Tax Exemption (applies to City of Walla Walla only) is currently allowed for cities with over 15,000 people and is now a policy that applies in downtown Walla Walla. This program includes an 8 or 12-year property tax exemption based on the value of improvements for 4+ housing units, depending on the share of units that are to be set aside for low-income families. This program is designed to promote needed housing development in targeted areas of the urban core by directly addressing the financial feasibility gap.
 - It is recommended that Walla Walla consider expanding this program by including areas outside downtown that have proximity to public transit and community services.
 - Consider allowing bonus density increases for any deed-restricted affordable housing development, including single-family or multifamily residences located on real property owned or controlled by a religious organization.⁵
2. Incentives for home ownership:
 - Enhance and promote existing programs that supply down payment assistance and application support a matching grant program for first-time homebuyers.

Other Actions that can help lower development costs and housing costs

1. **Sponsor Construction-related Workforce Training:** Economic development strategies that improve local resiliency through workforce training bolster opportunity for existing residents. Each city in the region can work with higher and secondary educational institutions to take advantage of sector-based partnerships. Construction-related training and volunteer programs (such as Habitat for Humanity) that deliver housing improve the supply of low-income housing and improve skills for workers. The goal is to create programs that offer training/apprenticeships and future job opportunities that improve the quality of jobs in the area.
2. **Pursue Public/Private Developments:** Cities and county governments can leverage private or non-profit development of under-utilized public lands. Typically formulated as private

⁵ 2019-2020 Housing Laws. Washington State Department of Commerce.
<https://deptofcommerce.app.box.com/s/uvqd9297a8tisplk0jjulwe97fnr66px>

construction of housing and/or commercial space on public land public/private partnerships can lead generate both market rate and affordable housing in the region.

3. **Create a Regional Affordable Housing Land Trust:** Community land trusts create additional affordable home ownership opportunities by removing land from the costs of real estate. In a traditional Community Land Trust model, the homeowner owns the home (and the value of any improvements), but a nonprofit owns the land. Developments that are constructed on land trust parcels tend to have more stable housing values, which are somewhat insulated from the overall real estate market and reflective of the local cost of living.

Community land trusts can be granted the right of first offer or right of first refusal to allow them to purchase homes in specifically vulnerable communities to provide homeownership opportunities to households with low-income households. Right of first offer places very minimal requirements on property owners. Notice would be sent that a property will be for sale and either the trust or the owner sets and offer price depending on the program framework.

DISPLACEMENT MINIMIZATION STRATEGIES

Many of the policy measures and programs listed above will help increase the housing supply while enhancing housing affordability. Additional measures are needed to address displacement that tends to occur with major redevelopment. Displacement occurs when households or businesses are involuntarily forced out of an area due to increasing housing prices/property taxes or due to economic and demographic changes that alter the neighborhood's character. Gentrification, a well-documented housing issue since the 1960s, has traditionally been associated with urban cores, but rural gentrification is now an issue in light of the ever-expanding digital workforce and access to goods online.

Gentrification typically occurs in areas with relatively low property values and nearby amenities. As demand in the region grows, areas with relatively low rents/home values and/or areas perceived as having lower-quality housing become more attractive and profitable for redevelopment. Some housing experts expect that the recent global pandemic will only increase gentrification in smaller communities.

Findings for Walla Walla Region

Vulnerability is calculated using factors closely associated with an increased probability of redevelopment coupled with the evaluation of local demographic conditions. US Census data depicting housing tenure, poverty rates, educational attainment, median home value, median gross rent, and race/ethnicity are considered in order to identify specific Census Block Groups that may be most vulnerable to displacement. While Walla Walla was the only city in the region with vulnerability on five out of six data variables, each jurisdiction in the region contains populations vulnerable to displacement. Please refer to the detailed analysis provided in **Appendix E**.

Strategies to Address Physical Displacement

- Require a displacement impact assessment to be provided by the applicant for major redevelopment projects. An impact assessment is a method of tracking how many net new housing units are being developed in a specific location after accounting for existing housing units (and households) that are likely to be displaced.

- Partner with groups offering weatherization and energy efficiency services for low-income homeowners and seniors.

Strategies to Address Economic Displacement

Strategies to improve housing outcomes for economically vulnerable populations and seniors:

- Support programs that provide emergency rental assistance for families facing eviction and/or homelessness due to temporary economic hardship.
- Consider adoption of a resolution to extend the notice period for no-cause evictions to 60 days for landlords with five or more units to allow renters additional time to plan, contact services, and hopefully relocate without a disruption in adequate housing.
- Address the causes of homelessness by working with local agencies and non-profits that provide direct services to this community.⁶
- Encourage the development and retrofitting of housing for seniors and people living with disabilities that is physically accessible and adheres to Universal Design Principles.⁷

Strategies to Address Cultural Displacement

Locating rental opportunities and completing multiple applications with individual documentation requirements and fees is often listed as a major barrier to obtaining adequate housing. This is particularly true for families facing unforeseeable displacement and possible homelessness and is compounded in rural areas often overlooked by statewide databases and national tenant resource websites. As regional population grows and rents increase, local government agencies can become more directly involved in the rental market and application process. As with other recommendations, this involvement exists on a spectrum depending on the severity of housing issues and the success of initial programs.

Strategies to Streamline Rental Application Process

A registration program would create a consolidated database of available affordable housing units in the region, along with cost estimates. Cities like Seattle have instituted a Rent Registration and Inspection Ordinance (RIIO)⁸ that requires all rental properties to register with the City and demonstrate adequate habitability. A similar database could also serve as a resource for families searching for housing.

⁶ Walla Walla Comprehensive Plan Update. (2018). City of Walla Walla.
<https://www.wallawallawa.gov/home/showdocument?id=854>.

⁷ Universal Design in Housing. (2006). The Center for Universal Design.
https://projects.ncsu.edu/ncsu/design/cud/pubs_p/docs/UDinHousing.pdf.

⁸ City of Seattle, Rental Registration and Inspection Ordinance, accessed March 25, 2021 via
<https://www.seattle.gov/sdci/codes/licensing-and-registration/rental-registration-and-inspection-ordinance>

Searchable databases of available rentals in the region could also be linked to websites providing tenant information on applications and screening. A small fee per unit could be established to fund the program, which could include a streamlined application process.

The King County Housing Authority website⁹ contains housing listings for various government subsidized apartments at different eligibility requirements and market rate housing at different price points. Market rate housing listings are included by linking to Apartments.com, which appears to have a streamlined tenant screening and application process. While not a requirement, inclusion of Apartments.com serves as a powerful incentive for local landlords to list their apartments on the website.¹⁰ New York City has created a similar searchable database called NYC Housing Search¹¹ and a streamlined application process for all available government subsidized housing, called NYC Connect.¹²

A streamlined and affordable mechanism for locating available housing in the region would mitigate the impacts of displacement by aiding families in locating alternative housing within their existing community. Partnering with housing groups in the area could help mitigate initial program costs. For example, Tenants Union of Washington State has a variety of resources online regarding the screening process and fees.¹³

⁹ King County Housing Authority Apartment Search Resource <https://www.kcha.org/>

¹⁰ Online Rental Application for Apartments.com: https://www.apartments.com/rental-manager/features/online-rental-applications?gclid=Cj0KCQjwo-aCBhC-ARIsAAkNQiuOFW_vSyyGBrtVpNem93vueHCgD_FTlwTVBQYigk6flvC50vJQ2w0aAkFpEALw_wcB&gclsrc=aw.ds

¹¹ New York City Housing Search database: <https://www.nyhousingsearch.gov/index.html>

¹² New York City Housing Connect centralized government housing application process and fee schedule: <https://www1.nyc.gov/site/hpd/services-and-information/housing-connect-rentals.page>

¹³ Tenants Union of Washington State, Tenant Screening Information Hub: <https://tenantsunion.org/rights/tenant-screening>

Exhibit 17: Housing Action Plan Policy Recommendations

FOCUS AREA	POLICY/ACTION	DETAILS	CITIES
Code Changes	Authorize cluster zoning or lot size averaging in all zoning districts that permit single-family residences. (RCW 36.70A.600)	Allows developers to navigate around natural features and reduces development costs. May be most appropriate for large subdivisions or planned urban developments.	ALL
Code Changes	Allow for the division or redivision of land into the maximum number of lots through the short subdivision process. (RCW 36.70A.600)	"The legislative authority of any county planning under RCW 36.70A.040 that has adopted a comprehensive plan and development regulations in compliance with chapter 36.70A RCW may by ordinance increase the number of lots, tracts, or parcels to be regulated as short subdivisions to a maximum of nine in any urban growth area" (RCW 58.17.020 Definitions)	Dayton, Waitsburg
Code Changes	Adopt increase in categorical exemptions for residential or mixed-use development. (RCW 36.70A.600)	Categorically exempts government action related to development proposed to fill in an urban growth area, designated according to RCW 36.70A.110, where current density and intensity of use in the area is roughly equal to or lower than called for in the goals and policies of the applicable comprehensive plan. (RCW 43.21C.229)	ALL
Code Changes	Authorize at least one duplex, triplex, quadplex, six-plex, stacked flat, townhouse, or courtyard apartment on each parcel in one or more zoning districts that permit single-family residences unless a city documents a specific infrastructure or physical constraint that would make this requirement unfeasible for a particular parcel. (RCW 36.70A.600)	Creates more housing options.	All cities in the region allow duplexes in single family zones; College Place and Walla Walla allow up to 4-units
Code Changes	Authorize a minimum net density of six dwelling units per acre in all residential zones, where the residential development capacity will increase within the city. (RCW 36.70A.600)	For purposes of this subsection, the calculation of net density does not include the square footage of areas that are otherwise prohibited from development, such as critical areas, the area of buffers around critical areas, and the area of roads and similar features	ALL
Code Changes	Remove minimum residential parking requirements related to accessory dwelling units. (RCW 36.70A.600)	Reduces barriers to ADU development.	ALL
Code Changes	Remove owner occupancy requirements related to accessory dwelling units (RCW 36.70A.600)	Creates more flexibility for owners who may wish to rent their ADU. Provides additional rental housing.	Dayton, Waitsburg

Code Changes	Adopt other permit process improvements where it is demonstrated that the code, development regulation, or ordinance changes will result in a more efficient permit process for customers (RCW 36.70A.600)	Streamlining can generate development interest.	ALL
Code Changes	Reduce the minimum lot size for duplexes and multifamily development to 7,500 square feet or less or eliminate minimum lot size requirements.	Reducing or eliminating lot sizes promotes the development of a greater diversity of housing types.	Waitsburg
Code Changes	Reduce the required minimum lot area for new platted lots to 7,500 square feet or less or eliminate minimum lot size requirements.	Reducing or eliminating lot sizes promotes the development of a greater diversity of housing types.	Waitsburg
Code Changes	Remove "are compatible with the neighborhood characteristic" from the definition of Neighborhood Residential or clearly define how to achieve this in the code.	Best practices support using terms that are clearly defined. "Neighborhood character" may be interpreted in many different ways.	Walla Walla
Code Changes	Reduce the minimum lot size for multifamily development from 3,600 square feet per unit to less than 2,000 square feet per unit.	Reducing or eliminating lot sizes promotes the development of a greater diversity of housing types.	Dayton
Code Changes	Remove guest parking space requirements for multifamily dwelling units.	Reduces barriers to the development of multifamily housing.	Waitsburg
Code Changes	Remove conditional use permit requirements for manufactured homes.	This creates an additional cost burden for a type of home that is valued for its affordability.	Waitsburg
Anti-Displacement	Integrate displacement into the analysis and review of potential policies, programs, and development applications by creating a standardized assessment of potentially unintended consequences upfront and enforcing reasonable mitigation efforts directly connected to the proposal.	An impact assessment tracks how many affordable units are being developed and at the cost of how many existing units. The assessment can be conducted by the applicant or city staff.	ALL
Anti-Displacement	Create a rental registration program to track available units in the region and rental costs. (Affordable Housing Report)	This program would work to improve access to rental information and reduce the burden of multiple applications, fees, and credit checks.	Regional Effort
Anti-Displacement	Extend the notice period for no cause evictions to 60 days for landlords with five or more units.	Provides renters with time to plan, contact services, and relocate.	ALL
Anti-Displacement	Enhance and promote existing programs that supply down payment assistance and application support to first time homebuyers.	Washington offers the Home Advantage Needs Based Downpayment Assistance Loan Program to eligible homebuyers.	ALL

Anti-Displacement	Identify job training partnerships to foster local opportunities and prosperity through improved workforce development initiatives.	Economic development strategies that improve local resiliency through workforce training bolster opportunity for existing residents. Focus on both higher and secondary educational institutions in the region to take advantage of sector-based partnerships. Construction based partnerships in particular are likely to improve the supply of low-income housing.	ALL
Anti-Displacement	As neighborhoods change, work to eliminate the displacement of those who are under-served or under-represented.	Promotes equitable housing practices.	ALL
Anti-Displacement Affordable Housing	Support existing programs that provide emergency rental assistance for families facing homelessness due to temporary economic hardship.	Many state and county programs offer emergency rental assistance.	ALL
Anti-Displacement Affordable Housing	Identify and acquire sites suitable for affordable housing.	Cities can work with state agencies and an affordable housing land trust to identify “surplus property” and acquire tax lots in foreclosure. Sites should be evaluated based on cost, density, environmental quality, access to transportation, community services, and housing types that can be produced.	ALL
Anti-Displacement Affordable Housing	Establish a community land trust to create additional affordable home ownership opportunities.	In a traditional Community Land Trust model, the homeowner owns the home (and the value of any improvements), but a nonprofit owns the land. Thus, creating additional affordable opportunities for homebuyers by removing land from the cost of real estate.	College Place, Dayton, Waitsburg
Anti-Displacement	Create a right of first offer/refusal program for the community land trust.	Community land trusts can be granted the right of first offer or right of first refusal to allow them to purchase homes in specifically vulnerable communities to provide homeownership opportunities to households with low-income households.	ALL
Anti-Displacement Energy Efficiency	Partner with groups offering weatherization and energy efficiency services.	Weatherization and energy efficiency services can reduce housing costs, increasing the affordability of owning a home.	College Place, Dayton, Waitsburg
Affordable Housing	Work with the state to identify opportunities for affordable housing on public land.	Washington state (through RCW 43.63A.510 and RCW 39.33.015) directs specific state agencies to inventory under-utilized or surplus state-owned land, which can be used to develop housing for low- and moderate-income households (up to 115% of AMI).	ALL

Affordable Housing	Multifamily tax exemption	Promotes the development of multifamily housing.	Walla Walla
Energy Efficiency	Encourage residential development that conserves water, reduces energy use, and uses sustainable materials.	Energy efficiency services can reduce housing costs and sustainable materials reduce the home's environmental impact.	ALL
Accessibility and Seniors	Encourage the development and retrofitting of housing for seniors and people living with disabilities that is physically accessible and adheres to Universal Design Principles.	Accessible homes provide seniors and people living with disabilities independence.	ALL
Accessibility and Seniors	Allow for housing types and designs that allow seniors to age in place.	Neighborhoods with diverse housing types allow seniors to age in place by remaining in their home or moving to a smaller home in the same neighborhood.	ALL
Homelessness	Address the causes of homelessness by working with local agencies and non-profits that provide services to this community (Walla Walla City policy 1.2)	Example policy that addresses underlying causes of homelessness.	Waitsburg, Dayton
Homelessness	Allow an increased density bonus consistent with local needs for any affordable housing development of any single-family or multifamily residence located on real property owned or controlled by a religious organization. (2019-2020 Housing Laws)	Provides a density bonus for affordable housing on religious organizations' land.	ALL

Sources:

RCW 36.70A.600. (2020). Washington State Legislature. <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.600>.

Affordable Housing Community Council Report. (2019). Community Council. https://res.cloudinary.com/dpmykpsih/image/upload/ww-community-council-site-354/media/1125/affordable-housing-study-report_2019.pdf.

Walla Walla Comprehensive Plan Update. (2018). City of Walla Walla. <https://www.wallawallawa.gov/home/showdocument?id=854>.

2019-2020 Housing Laws. Washington State Department of Commerce. <https://deptofcommerce.app.box.com/s/uvqd9297a8tisplk0jjulwe97fnr66px>

APPENDIX A: PUBLIC OUTREACH PLAN

Walla Walla Regional Housing Action Plan Public Outreach Plan August 2020

1. Overview: FCS GROUP and Fregonese Associates will assist local staff in executing a public outreach strategy that is consistent with local and state requirements and best practices. The outreach process will:
 - Assist local communities of College Place, Walla Walla, Dayton and Waitsburg with identifying current and future housing needs.
 - Consider housing policies to improve housing availability and affordability.
2. Objective: To provide opportunities for community participation throughout the planning process.
 - The community participation process is designed to meet the following objectives:
 - i. Provide a forum to share, develop and refine ideas and data.
 - ii. Develop a shared understanding of current housing conditions, issues, concerns, and opportunities.
 - iii. Provide avenues for the public, applicable committees, and supporting agencies to be involved during the planning process.
 - iv. Build support for adoption of local housing policies.
3. Activities:
 - Stakeholder Advisory Committee: The Advisory Committee will represent a range of informed housing perspectives. The committee will include representatives of city and county agencies, housing providers, and other public agencies, along with local property owners, residents, and community organizers.
 - i. The Committee will assist local planning staff and consultants with reviewing housing issues and helping to shape housing policy options, guiding community engagement strategies, and encouraging community members to participate in the planning process.
 - ii. The Committee will meet up to four (4) times during the project at regular intervals consistent with significant milestones in the project.
 1. July 2020: Introductory Goal Setting & Outreach Strategies
 2. September 2020: Housing Gaps and Needs Assessment
 3. November 2020: Draft Housing & Displacement Minimization Strategies
 4. February 2021: Existing Policy Barriers & Final Recommendations for Housing Strategies
 - iii. Consultants will conduct survey of committee members and other identified stakeholders prior to the first meeting to frame discussion of existing and suggested housing policies.
 - Stakeholder Interviews (August -September 2020)

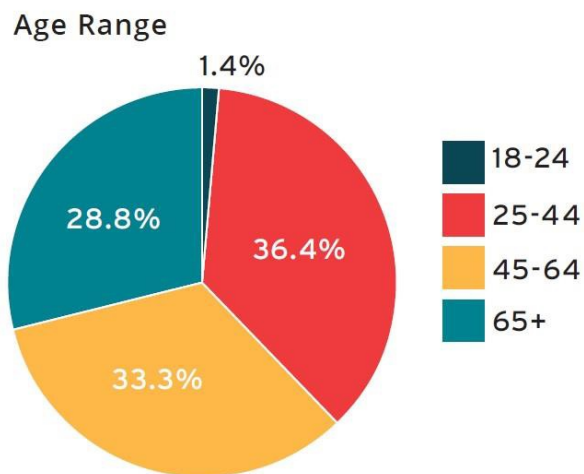
- i. Consultants will interview local, regional, and state housing experts regarding housing conditions, barriers, opportunities, and potential policy solutions. Developers of both affordable housing and higher market rate units will provide insight into existing tools they use to make projects ‘pencil’ and the regulatory barriers that can preempt new housing development.
 - ii. A mix of virtual meetings and telephone interviews are planned.
 - iii. Specific stakeholder groups are to be identified by City staff and include, but are not limited to:
 1. Walla Walla Housing Authority,
 2. Blue Mountain Action Council,
 3. Identified local community or neighborhood groups
 4. Housing developers and real estate brokers.
 - In addition, any input received from the public during the development and adoption of the regional housing action plan will be summarized by local city representatives as part of the public record.
4. Potential Additional Tools:
 - Email blasts from mailing list
 - Project website(s) with infographics, reports, and presentation summaries
5. Adoption Outreach (April to March 2021)
 - Public Comment via websites

APPENDIX B: WALLA WALLA REGIONAL HOUSING ACTION PLAN SURVEY RESULTS

Question 1: What is Your Home ZIP Code?

Zip Code	Count	Percent
87505	1	0%
97862	1	0%
99323	1	0%
99324	44	11%
99328	15	4%
99348	1	0%
99352	1	0%
99360	1	0%
99361	3	1%
99362	322	81%
99363	2	1%
98188	1	0%
89119	1	0%
90009	1	0%
98204	1	0%
85737	1	0%
99205	1	0%
98146	1	0%
99365	1	0%
Total	400	100%

Question 2: What is Your Age Range?



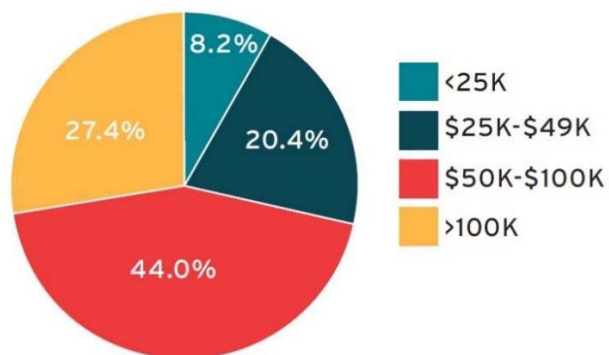
423 Total Responses

Question 3: How do you identify your race or ethnicity? (check all that apply)?

Race or Ethnicity	Count	Percent
Hispanic Latino/a/x	38	8%
White	362	80%
Native Hawaiian or Other Pacific Islander	1	0%
Multiracial or Multiethnic	10	2%
Middle Eastern or North African	2	0%
American Indian or Alaskan Native	9	2%
Asian	8	2%
Black or African	3	1%
Other	17	4%
Total	450	100%

Question 4: What is the annual income range of your household?

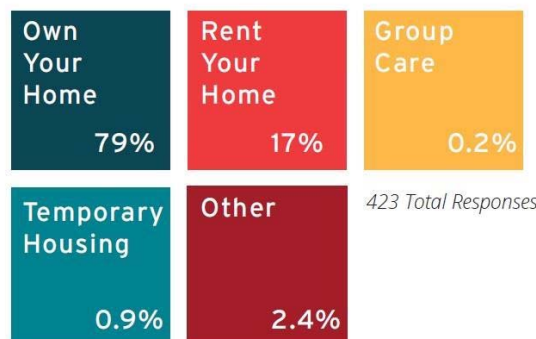
Annual Household Income



416 Total Responses

Question 5: Do you currently:

Living Situation



423 Total Responses

Question 6: What type of building do you currently live in?

Housing Type	Count	Percent
ADU/Tiny Home	2	0.5%
Apartment	22	5.2%
Attached house (duplex, triplex, townhouse)	27	6.4%
Condominium	1	0.2%
Group quarters	1	0.2%
I am currently unhoused	1	0.2%
Manufactured home	9	2.1%
Other	2	0.5%
Single family house detached	358	84.6%
Total	423	100.0%

Question 7: Please Rank the Top Five Housing Issues in the Region

Top 5 Housing Issues

1 Housing Affordability

2 Housing Availability

3 Homelessness

4 Range of Housing Types

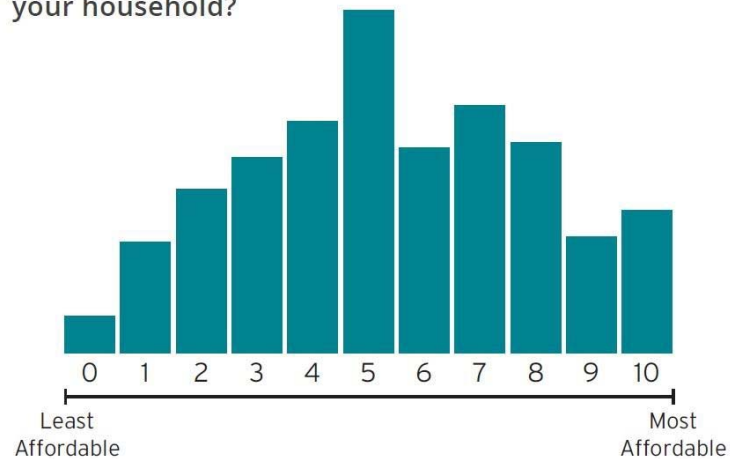
5 Housing Quality

Question 8: If you selected "Other in the question above, please describe the housing issue or issues below:



Question 9: How affordable do you thinking housing is for you and your household?

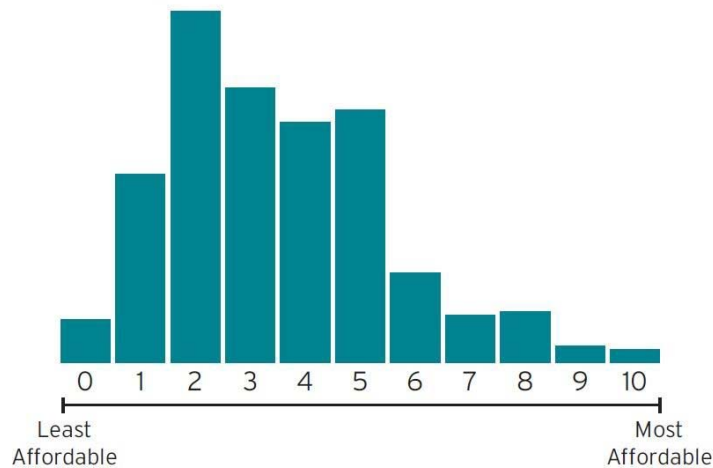
How affordable do you think housing is for you and your household?



Responses: 378 English, 2 Spanish

Question 10: How affordable do you think housing is for the larger community?

How affordable do you think housing is for the larger community?



Responses: 364 English, 2 Spanish

Question 11: What are the top three barriers to affordable housing development in your community?

	Count	Percent
Regulations	112	10.4%
Construction Costs	246	22.7%
Lack of Incentives for Developers	151	14.0%
Cost of Infrastructure	200	18.5%
Cost of Land	257	23.8%
Other	116	10.7%
Total	1,082	100.0%

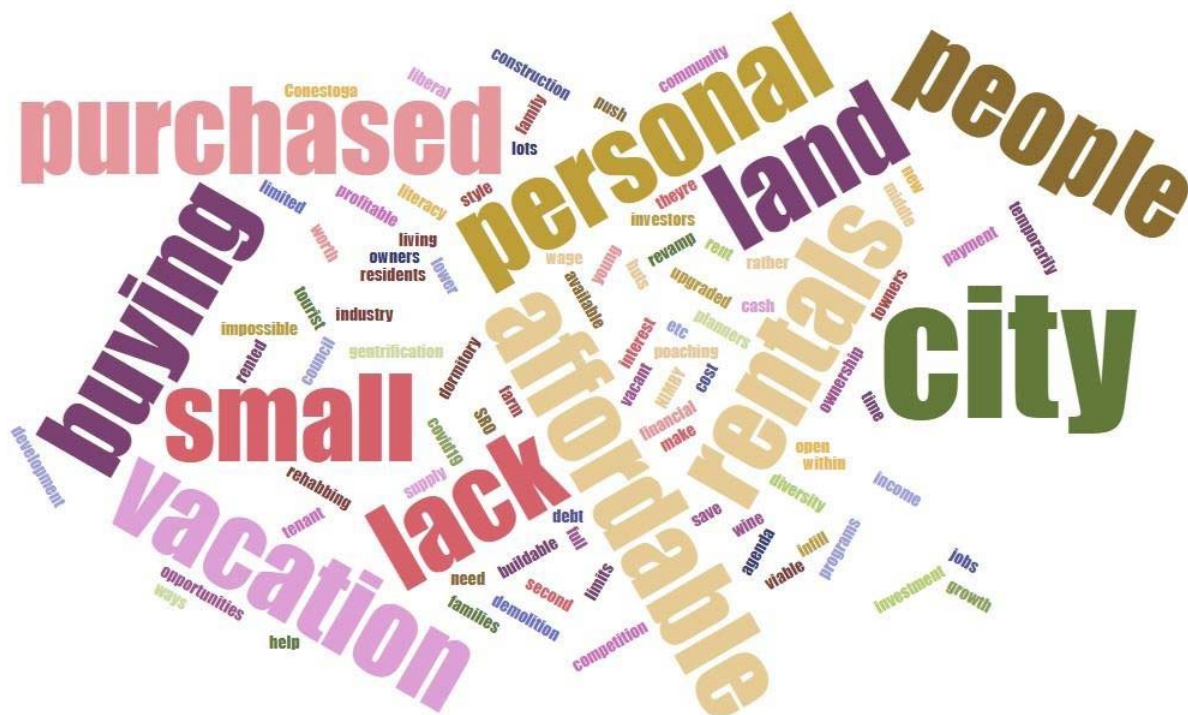
Other Responses:



Question 12: What are the top three barriers to home ownership in your community?

Barriers to Home Ownership	Count	Percent
Limited Housing Supply	249	21.9%
Availability of Living Wage Jobs	290	25.5%
Affordability of Available Homes	371	32.6%
Programs for Homeowners	124	10.9%
Lack of Resources/Education on Home Ownership	63	5.5%
Other	40	3.5%
Total	1,137	100.0%

Other Responses:



Question 13: What are the top three barriers to renting in your community?

	Count	Percent
Low Vacancy Rates	298	30.0%
Lack of Affordable Rentals	351	35.3%
Strict Rental Requirements	196	19.7%
Confusing Rental Application Process	48	4.8%
Other	101	10.2%
Total	994	100.0%

Other Responses:



Question 14: Please identify up to three actions officials should consider in addressing the housing issues you noted above.

Housing Actions	Count	Percent
Increase the supply of land for housing within the urban growth area	94	8.3%
Encourage construction of accessory dwellings by offering "how to" programs for local property owners	62	5.5%
Encourage local home ownership by providing a \$5,000 matching down payment for first time homebuyers	150	13.3%
Create low interest loan or grant matching programs for homeowners that invest over \$5,000 in qualifying improvements to their homes	124	11.0%
Provide tax incentives for developers that build apartments, townhomes, and plexes (eg. duplex)	52	4.6%
Provide new tax incentives for developers that build affordable housing specifically for low-income households (at/below 80% area median income)	155	13.7%
Change development standards (e.g. building height, minimum parking, setbacks)	27	2.4%
Create public-private partnerships to attract affordable housing development through a Community Housing Trust	190	16.8%
Change zoning requirements to make it easier to construct townhomes, plexes (eg. duplex), and cottage clusters in areas with low housing density	136	12.0%
Change zoning to create new opportunities for multifamily apartments	85	7.5%
Other	56	5.0%
Total	1,131	100.0%

Other Responses



APPENDIX C: HOUSING NEEDS

ASSESSMENT MEMORANDUM

To: Project Advisory Team: Elizabeth Chamberlain, City of Walla Walla; Jon Rickard, City of College Place; Meagan Bailey, City of Dayton; Randy Hinchliffe, City of Waitsburg; Nikki Sharp, Walla Walla County

Date: October 23, 2020 (Revised)

From: Todd Chase & Tim Wood, FCS GROUP

CC: Violet Brown & Scott Fregonese, Fregonese & Associates

RE: **Walla Walla Regional Housing Action Plan, Task 2: Housing Needs Assessment**

This memorandum describes the existing housing inventory, evaluates market trends and establishes a baseline housing needs forecast for the Walla Walla Region.

Demographic Trends

The Region is growing! Population within the Walla Walla Region (includes the cities of Walla Walla, College Place, Dayton and Waitsburg) reached a record high of 47,695 year-round residents in 2019 (*according to the WA Office of Financial Management*). Population within the Walla Walla Region has been increasing at an annual average rate of 0.68% since 2010, which is three times faster than unincorporated Walla Walla County, but almost half the statewide average (**Figure 1**).

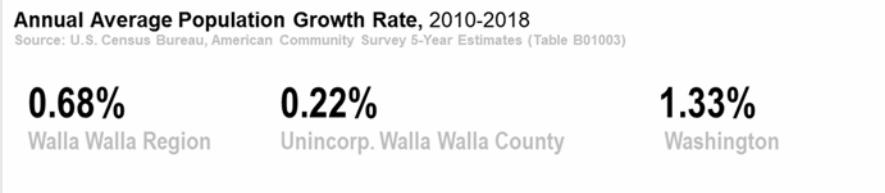


Figure 1. Population Trends

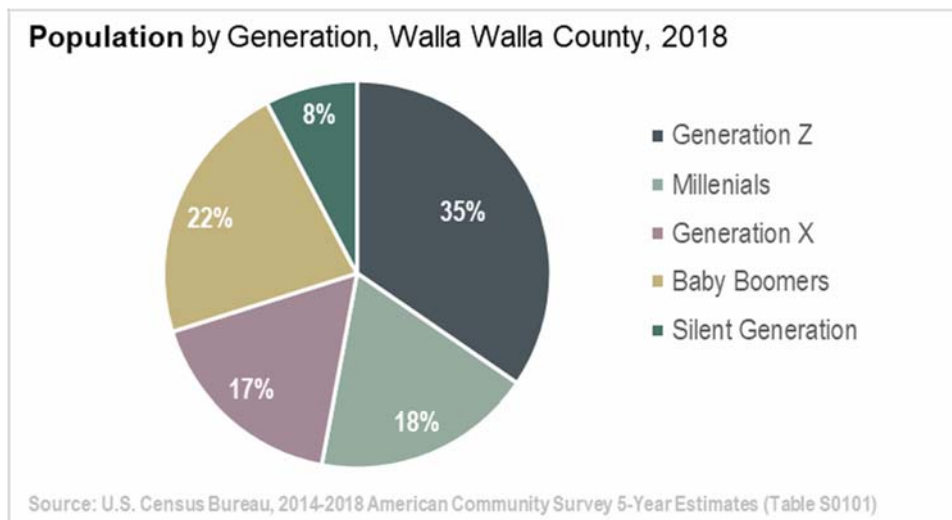
Population Trends			
	2010	2018	AGR
Washington	6,561,297	7,294,336	1.33%
Columbia County	3,957	4,001	0.14%
Dayton	2,463	2,682	1.07%
Walla Walla County	57,585	60,236	0.56%
College Place	8,502	9,136	0.90%
Waitsburg	1,194	1,188	-0.06%
Walla Walla	31,177	32,731	0.61%
Walla Walla Region	43,336	45,737	0.68%
Unincorp. Walla Walla County	14,249	14,499	0.22%

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates (Table B01003)

AGR: average annual growth rate.

The relationship between demographic changes, income levels and housing preferences can shed light on future housing needs for the Walla Walla Region. The primary demographic age cohorts are shown in **Figure 2** and described below.

Figure 1. Population by Age Cohort Generation



Overall, the Region has a relatively younger (Generation Z) and older (Silent Generation) share of population than the statewide average, and a lower share of Millennials, Generation X and Baby Boomers.

Silent Generation (those born before 1925 to 1945)

This includes retirees over age 75, who were raised during the Great Depression or World War II. This cohort currently accounted for 8% of the Region's population in 2018 and is projected to be one of the fastest growing segment over the next 20 years. As people reach their 80s, a large share desire to move into assisted living or senior housing facilities with nearby health care and transit access.

Baby Boom Generation (born 1946 to 1964)

Baby boomers (currently age 56 to 75) accounted for 22% of the Region's residents. The boomer segment has been growing more rapidly than the other cohorts over the past 10 years and many are now entering their retirement years. Boomers prefer to "age in place" until after age 80, then may downsize or move in with family members (sometimes opting to reside in accessory dwellings).

Generation X (born 1965 to 1980)

Gen X is the demographic cohort following the baby boomers and preceding the Millennials. This cohort (currently includes people between age 40 to 55) accounts for 17% of the Region's residents and is expected to overtake the baby boom cohort in numbers within the next decade. GenX households often include families with children, and many prefer to live in single family detached dwellings.

Millennials (born 1980 to early 2000s)

Millennials (currently in their twenties or thirties) account for 18% of the Region's residents and is expected to increase moderately in the near future. Younger millennials tend to rent as they establish their careers and/or payback student loans. However, working millennials in their thirties often become first-time homebuyers, opting to purchase smaller single family detached homes or townhomes.

Generation Z (born mid-2000s or later)

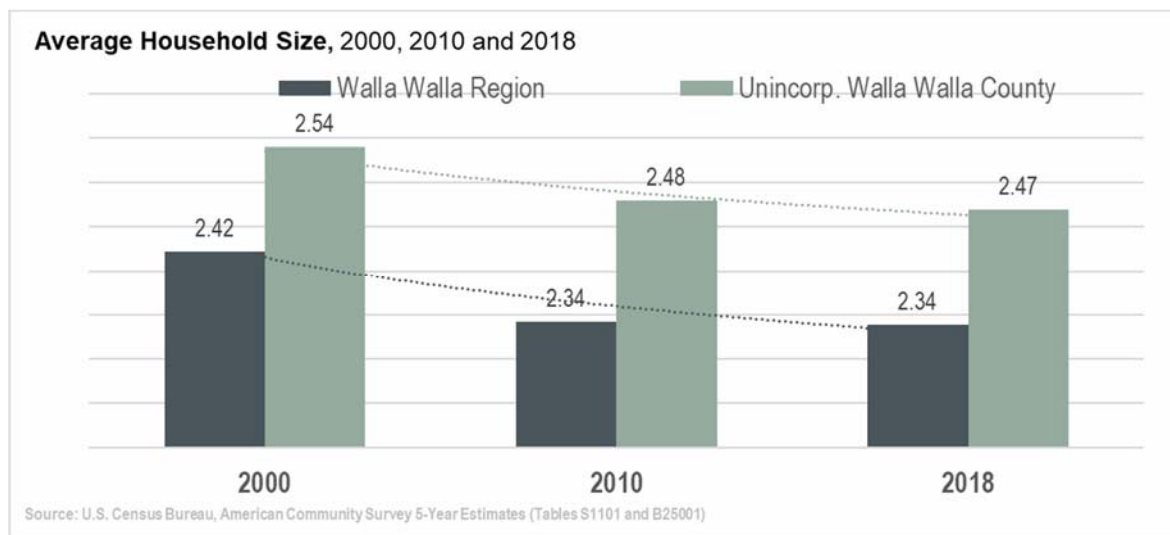
GenZ includes residents under age 20. This is the Region's largest demographic segment with 35% of the overall population. It includes people studying at Whitman and other higher education institutions and those living with GenXers and Baby Boomers. This segment has been increasing in over the past several years, but growth will likely slow down as people delay starting families and now tend to have fewer children than past generations.

Hispanic and other ethnic groups

The largest ethnic group in the Region includes the Hispanic/Latino segment, which is spread among all demographic cohorts. Hispanic/Latino population accounts for 21% of all residents within the Region compared with 12% statewide. While overall growth in this group may slow in comparison to the past, it is still projected to be the fastest growing racial/ethnic group over the next few decades.

These trends reflect a need for a mix of housing types to support demand from young families as well as aging seniors. Consistent with national trends, the average household size is also falling, as people delay starting families, families have fewer children, and seniors reach their lifespans (**Figure 3**).

Figure 1. Trends in Declining Average Household Size



Employment Trends

Long-term employment growth is also positive within the Walla Walla Region. As indicated in **Figure 4**, the region added 725 net new jobs between 2002 and 2017. Most new Regional job growth has occurred within the health care and social assistance sector (929 jobs added) followed by the service and education sectors (595 jobs added). The largest declines in employment occurred within the industrial and construction sectors (384 jobs lost) and the transportation, communications and utilities sectors (373 jobs lost).

Figure 1. Employment Trends

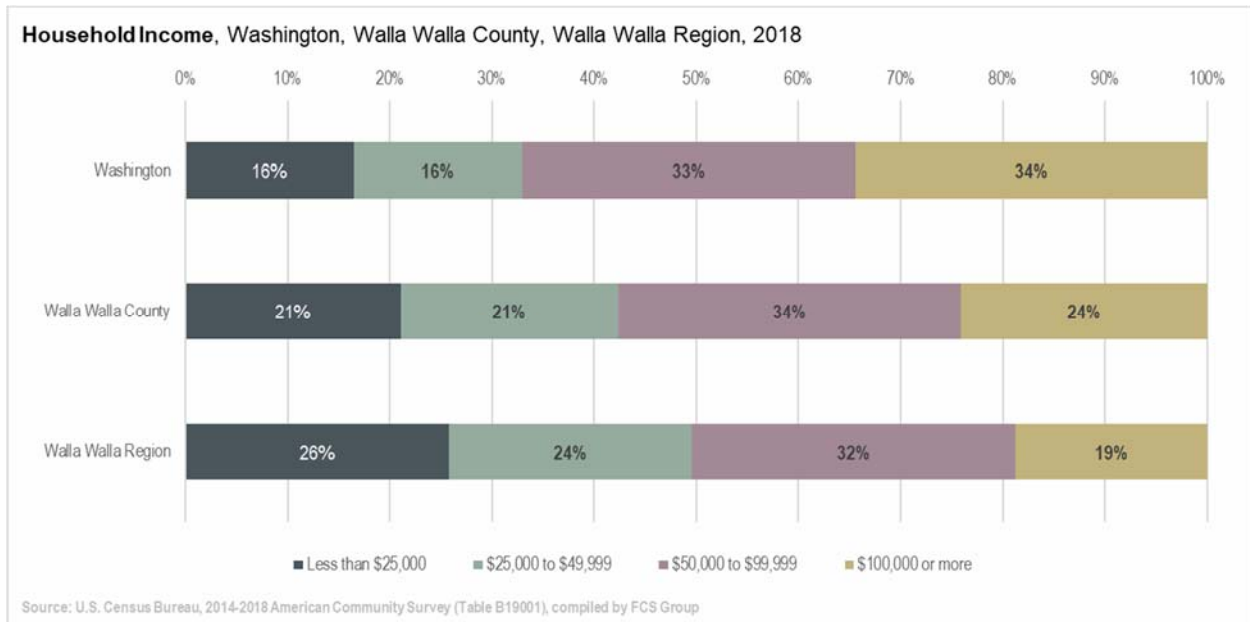
Walla Walla Region Employment Trends (at place of work employment)

Segment	2002 - 2017 Job Growth	2002	2010	2017	Change
Agriculture, Forestry, Fishing and Hunting		230	184	150	(80)
Transportation, Communications & Utilities		700	509	427	(273)
Industrial Trades & Construction		1,978	1,642	1,594	(384)
Retail Trade		2,392	2,911	2,337	(55)
Other Services, Restaurants & Lodging		3,673	4,129	4,022	349
Educational Services		1,042	1,033	1,288	246
Health Care and Social Assistance		3,083	3,396	4,012	929
Public Administration		183	173	176	(7)
Total		13,281	13,977	14,006	725

Source: US Census Bureau, On the Map.com. Region includes four cities: Walla Walla, College Place, Waitsburg and Dayton.

If the Region continues to shift away from higher paying industrial jobs to lower paying service jobs, income levels will remain well below statewide averages. Currently, the median income for Walla Walla County was \$56,533 in 2018, which compares to \$70,116 for Washington state. As shown in **Figure 5**, during 2018, half of all workers within the Region received under \$50,000 per year.

Figure 5. Household Income

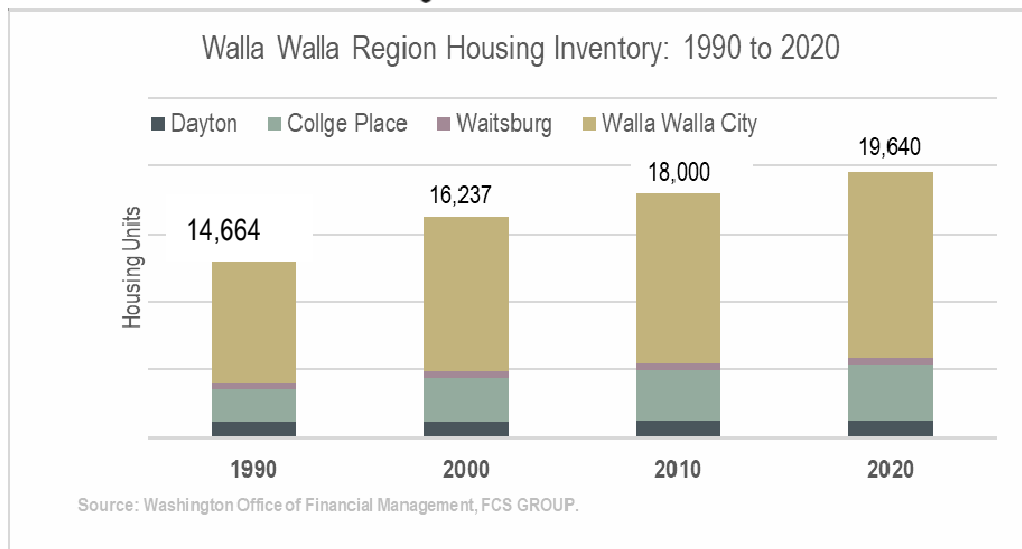


Housing Inventory

As of 2020 Q1, the four-city Region had a total housing inventory of 19,640 dwelling units. In comparison, there were 25,205 dwelling units in Walla Walla County and 2,219 units in Columbia County (**Figure 6**).

The Region's housing inventory is primarily comprised of single family detached homes (65%). Townhomes, duplexes and multifamily structures make up 29% of the inventory, followed by mobile homes with 6% of the inventory.

Figure 1.



In order to address gaps in the current housing inventory, and meet future demand for attainable housing prices, the Walla Walla Region's housing inventory will need to accommodate a wide variety of housing types. The current mix of housing types is depicted in **Figure 7**.

Figure 5. Current Housing Mix by Location, 2018

Housing Types	Walla Walla County	College Place	Dayton	Waitsburg	Walla Walla City	Walla Walla Region
Single Family Detached	70%	59%	81%	66%	65%	65%
Townhouses / Plexes	11%	26%	11%	4%	11%	14%
Multi-family (5+)	12%	7%	5%	0%	19%	15%
Mobile homes/other	7%	9%	2%	30%	5%	6%
Total	100%	100%	100%	100%	100%	100%

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates (Table B25024)

Housing growth in the Walla Walla Region has been driven by a combination of in-migration, natural increases in population, university student housing, second home investors and seasonal rentals. Between 2000 and 2018, the Region added 2,246 households and the average household size fell from 2.42 to 2.34 people per household (**Figure 8**).

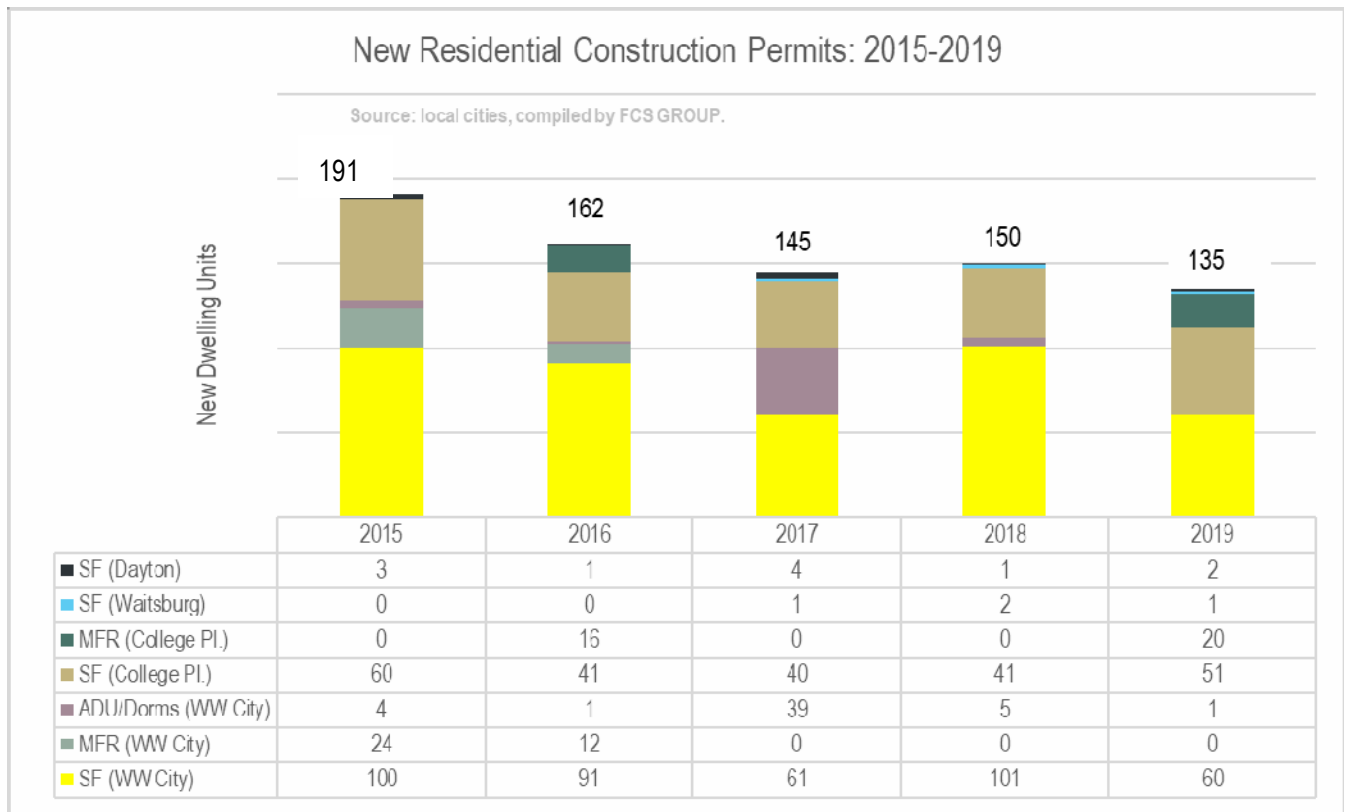
Figure 1. Trends in Household Formations and Occupied Housing Units, Walla Walla Region

	2000	2010	2018	Change: 2000-18	Annual Change
Households	15,076	16,528	17,322	2,246	125
Average household size	2.42	2.34	2.34		
Occupied Dwelling Units	16,237	18,032	19,092	2,855	159

Source: U.S. Census Bureau, 2000 Census (Tables P015, P017, H001), American Community Survey 5-Year Estimates (Tables S1101 and B25001)

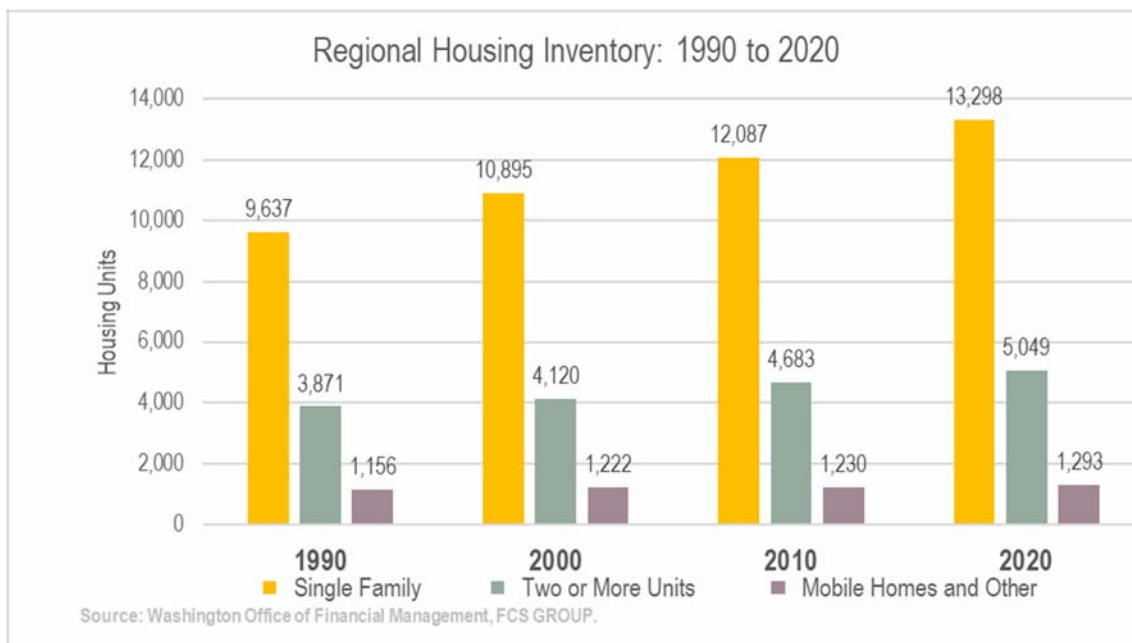
In recent years, housing production has not kept pace with housing demand. As shown in **Figure 9**, new residential construction within the Region declined from 191 permits issued in 2015 to 135 permits in 2019.

Figure 1. New Residential Construction Permits, Walla Walla Region, 2015 to 2019



Housing inventory data provided by the Washington Office of Financial Management indicates that there have been net increases in all housing types within the Region over the past two decades (**Figure 10**).

Figure 10. Housing Inventory Trends, Walla Walla Region, 1990 to 2020



Unfortunately, not all new construction has occurred without displacement of some existing housing. As indicated in **Figure 11**, the Region recorded a net increase of 1,159 single family detached homes and 62 townhomes/plexes, between 2010 and 2018, but displaced at least 80 multifamily units and 81 mobile homes during that time.

Figure 10. Net Change in Housing, Walla Walla Region, 2010 to 2018

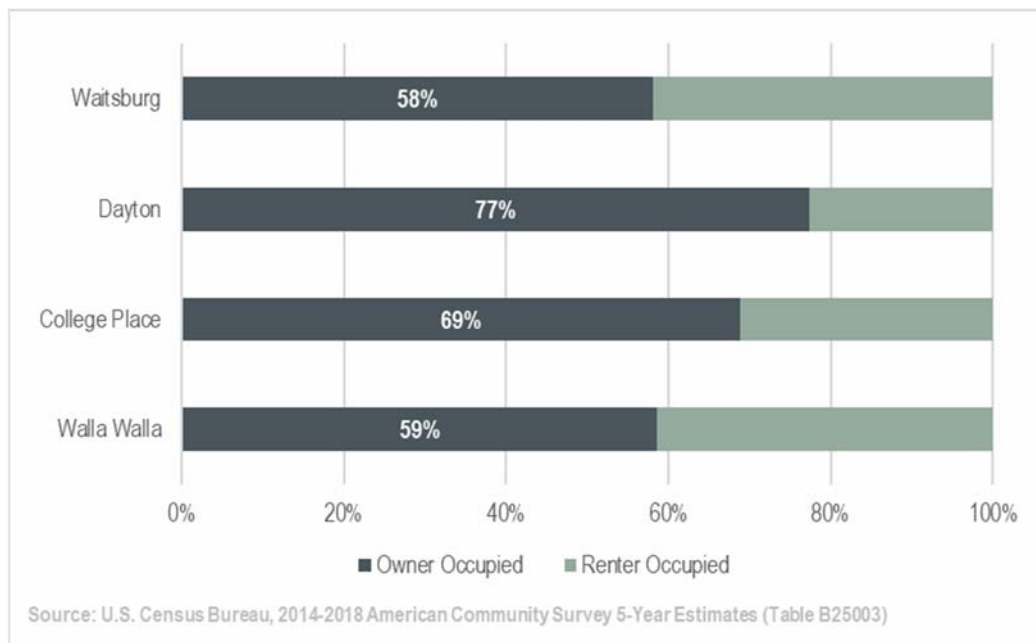
Housing Type	2010 Est. (2006-2010 ACS)	2018 Est. (2014-2018 ACS)	Change
Single Family Detached	11,235	12,394	1,159
Townhouses / Plexes	2,631	2,693	62
Multi-family (5+)	2,936	2,856	(80)
Mobile homes/other	1,230	1,149	(81)
Total	18,032	19,092	1,060

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates (Table B25024).

Tenancy and Vacancy Levels

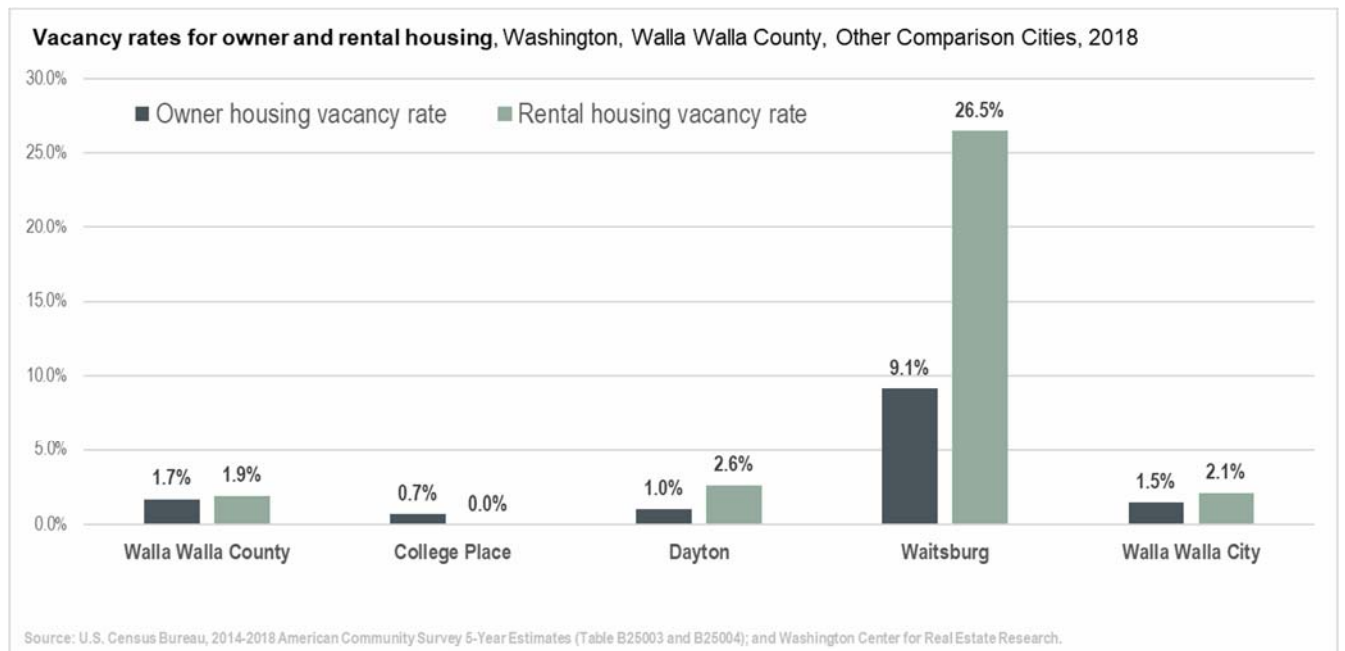
The Region's tightening housing supply is impacting homeowners and renters. Overall tenancy within the Region is comprised of 60% owners and 40% renters. As shown in **Figure 12**, the rate of homeownership varies significantly among the region's four cities.

Figure 10. Tenancy Characteristics, ACS 2014-2018



Housing vacancy rates were below 3% in 2018 within the cities of College Place, Dayton and Walla Walla, and are reported to be lower today (**Figure 13**). Within the Region, the highest vacant rates are in Waitsburg, which is located approximately 20 miles from the Walla Walla city center.

Figure 10. Housing Vacancy Rates, 2018



Home Prices and Rents

As vacancy rates decline, home prices and rent levels are increasing. Median home prices have increased steadily over the past several years within the Region to record levels (**Figures 14 and 15**).

Figure 10. Median Home Prices

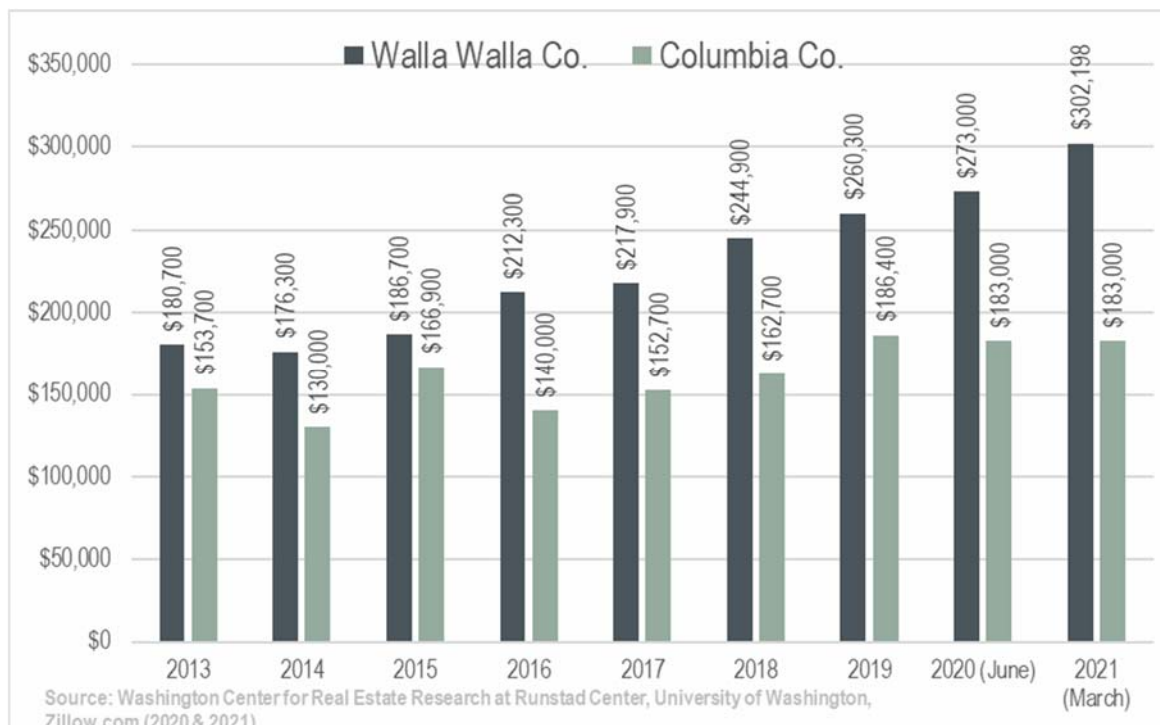


Figure 10. Median Home Prices

	3/1/2020	3/1/2021	Change from prior year %
Washington	\$429,000	\$488,000	13.8%
Columbia County	\$182,000	\$183,000	0.5%
Dayton	\$172,000	\$171,000	-0.6%
Walla Walla County	\$283,000	\$302,000	6.7%
College Place	\$289,000	\$309,000	6.9%
Waitsburg	\$235,000	\$250,000	6.4%
Walla Walla City	\$283,000	\$301,000	6.4%

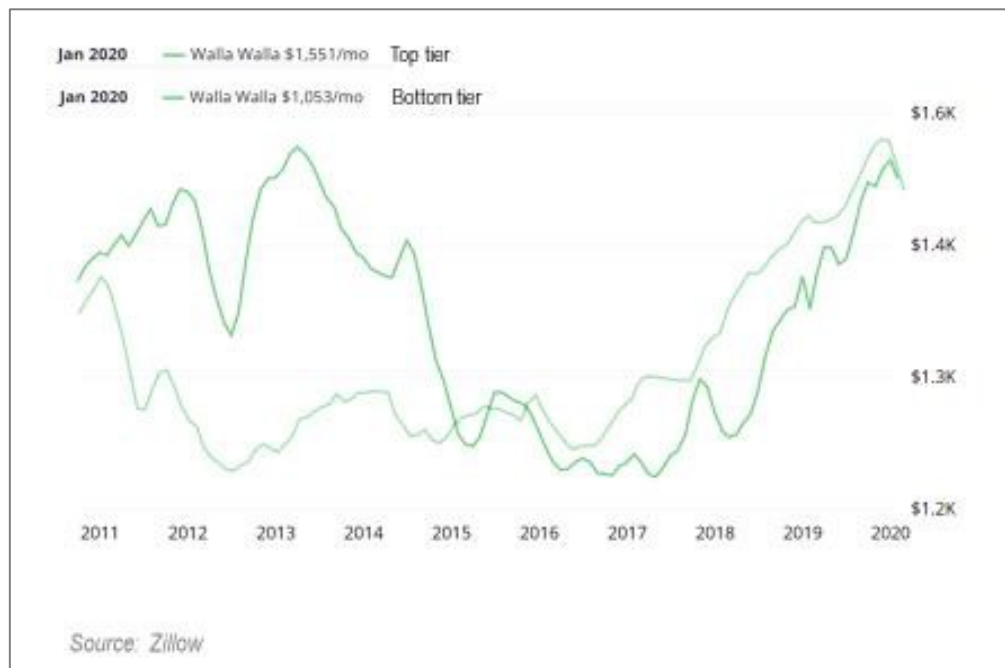
Source: Zillow, (6/1/2020), Compiled by FCS GROUP.

* Assumes 30-year mortgage, 3.6% interest, 1.89% property tax & insurance; 5% downpayment.

** Assumes 30% of household income dedicated to payments.

Monthly rents have also increased to record levels. As shown in **Figure 16**, the median rent within the Region is currently \$1,486, and the price difference between the top quality and lowest quality rental housing units has narrowed considerably.

Figure 10. Median Housing Rent, Walla Walla Region, 2011 to 2020



By comparison, the current U.S. Housing and Urban Development (HUD) Fair Market Rents in Walla Walla County range from \$680 for an efficiency to \$1,509 for a four-bedroom unit, as shown below. According to input received from stakeholders, there are very few (if any) non-government subsidized properties that would meet HUD fair market rents in the Walla Walla Region.

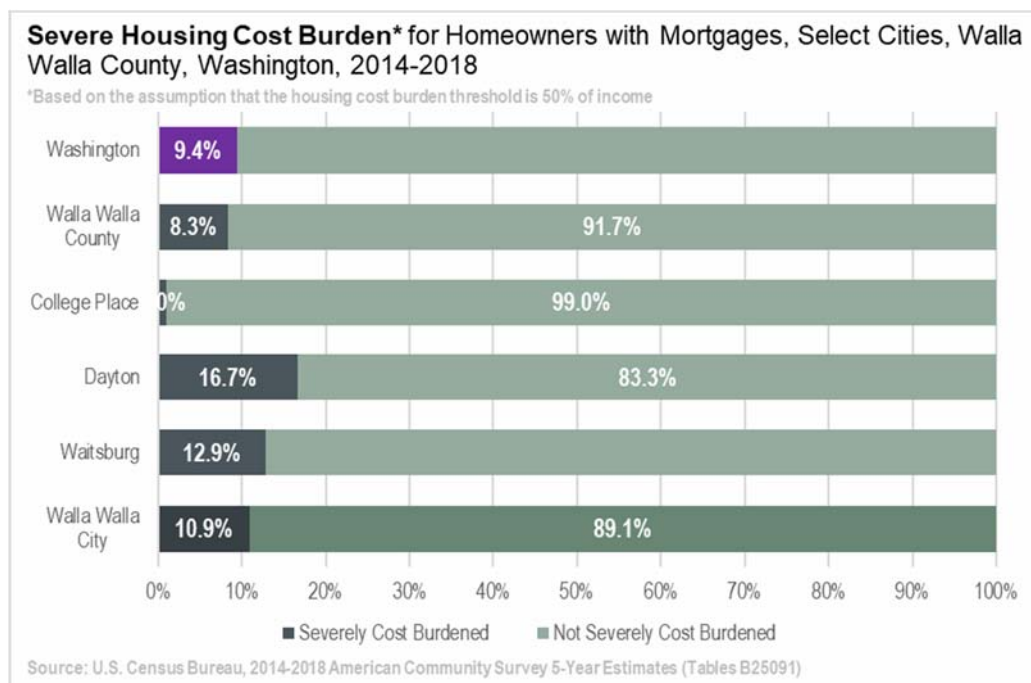
HUD Fair Market Rent (FMR) by Unit Type, Walla Walla County, 2020				
Source: U.S. Department of Housing and Urban Development				
\$680	\$792	\$1,043	\$1,505	\$1,509
Efficiency	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

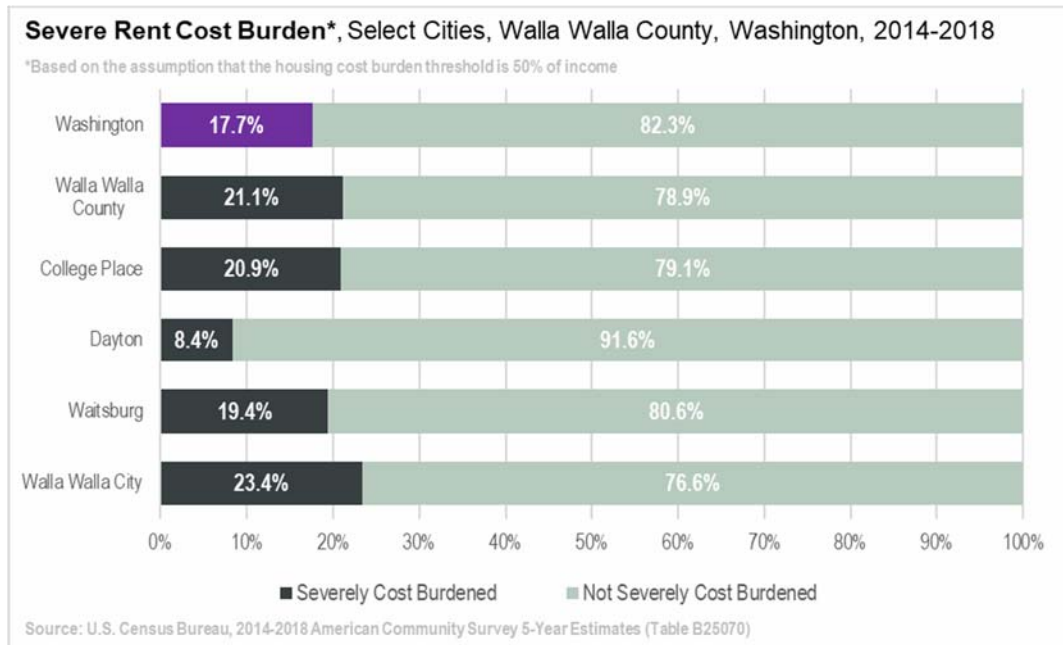
Housing Attainability

According to the U.S. Housing and Urban Development (HUD), households are considered “cost burdened” if they pay over 30% of their gross income on housing and utilities. Households are “severely cost burdened” if they pay over 50% of their gross income on housing and utilities.

As of 2018, approximately 8.3% of homeowners and 21.1% of the renters in Walla Walla County were severely cost burdened by housing expenses alone (**Figure 17**). If housing costs continue to rise faster than incomes, the share of severely cost burdened households will continue to increase.

Figure 10. Severe Housing Cost Burden by Locality





To help gauge housing attainability, FCS GROUP examined median household income (MHI) data for selected cities within Walla Walla and Columbia counties. Median household income in Walla Walla County (\$56,533) is currently well below the Washington average (\$70,116). However, income levels for households in Walla Walla County have been increasing slightly faster than the state average (**Figure 18**).

Figure 10. Median Income Trends, 2010-2018

	2010	2018	AGR
Washington	\$57,244	\$70,116	2.6%
Walla Walla County	\$45,575	\$56,533	2.7%
College Place	\$40,137	\$47,525	2.1%
Dayton	\$39,861	\$44,524	1.4%
Waitsburg	\$45,568	\$48,403	0.8%
Walla Walla	\$39,397	\$48,678	2.7%

Source: U.S. Census Bureau, 2014-2018 American Community Survey 5-Year Estimates (Table B25119)

AGR: average annual growth rate.

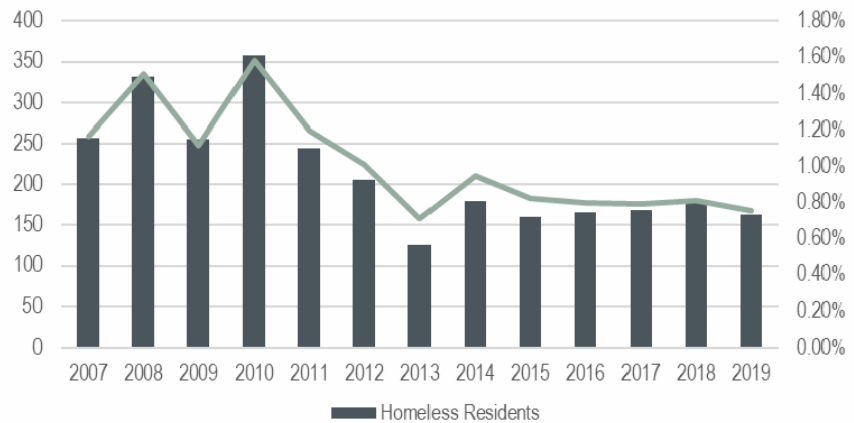
To meet HUD guidelines for housing affordability, no more than 30% of income should be allocated to housing. Hence, middle-income families earning 80% to 120% of the median household income (MHI) should be able to afford monthly rents at \$1,131 to \$1,696; or homes priced between \$194,000 and \$291,000. If middle-income households pay more than this, they would be “cost burdened” to some degree. As indicated in **Exhibit 19**, using current statistics, affordable monthly housing cost for low-income families is as follows:

- Low Income, \$707 to \$1,131
- Very Low Income, \$424 to \$707
- Extremely Low Income, \$424 or less

Point in Time Homeless Residents

The homeless population in Walla Walla County has fluctuated between 126 and 358 over the past decade. In 2019, Walla Walla County's homeless population included an estimated 163 people or about 0.75% of the statewide homeless count, which is less than the county's 0.82% overall share of statewide population. Stakeholder input indicates that the number of homeless residents appears to have increased since the global Covid-19 pandemic began in 2020.

Homeless Residents, Walla Walla County, 2007-2019



Source: Washington State Department of Commerce Annual Point in Time Count

Figure 10. Analysis of Attainable Housing Prices/Rents

Housing Attainability Analysis

Walla Walla County Median Household Income (2018)*		\$56,533
Market Segment by Income Level		Lower-end Upper-End
Upper (120% or more of MHI)		120%
Middle (80% to 120% of MHI)	80%	120%
Low (50% to 80% of MHI)	50%	80%
Very Low (30% to 50% of MHI)	30%	50%
Extremely Low (less than 30% of MHI)	30%	
Qualifying Income Level		Lower-range Upper-range
Upper (120% or more of MHI)	\$67,840	or more
Middle (80% to 120% of MHI)	\$45,226	\$67,840
Low (50% to 80% of MHI)	\$28,267	\$45,226
Very Low (30% to 50% of MHI)	\$16,960	\$28,267
Extremely Low (less than 30% of MHI)		\$16,960
Attainable Monthly Rent or Payment (@30% of income level)		Lower-range Upper-range
Upper (120% or more of MHI)	\$1,696	or more
Middle (80% to 120% of MHI)	\$1,131	\$1,696
Low (50% to 80% of MHI)	\$707	\$1,131
Very Low (30% to 50% of MHI)	\$424	\$707
Extremely Low (less than 30% of MHI)		\$397
Approximate Attainable Home Price**		Lower-range Upper-range
Upper (120% or more of MHI)	\$291,000	or more
Middle (80% to 120% of MHI)	\$194,000	\$291,000
Low (50% to 80% of MHI)	\$116,000	\$185,000
Very Low (30% to 50% of MHI)	\$69,000	\$116,000
Extremely Low (less than 30% of MHI)	n/a	n/a

Notes:

* based on current U.S. Census estimates of household income for Walla Walla County.

** assumes 5% down (zero down payment for low income purchasers) on 30-yr mortgage @ 3.6% interest; and 1.89% for taxes and insurance.

Source: analysis by FCS GROUP using U.S. Census, American Community Survey data.

Measures of Economic Hardship

Like many rural communities across the U.S., an increasing share of Walla Walla Region's households are experiencing economic hardship as the cost of living rises faster than income levels.

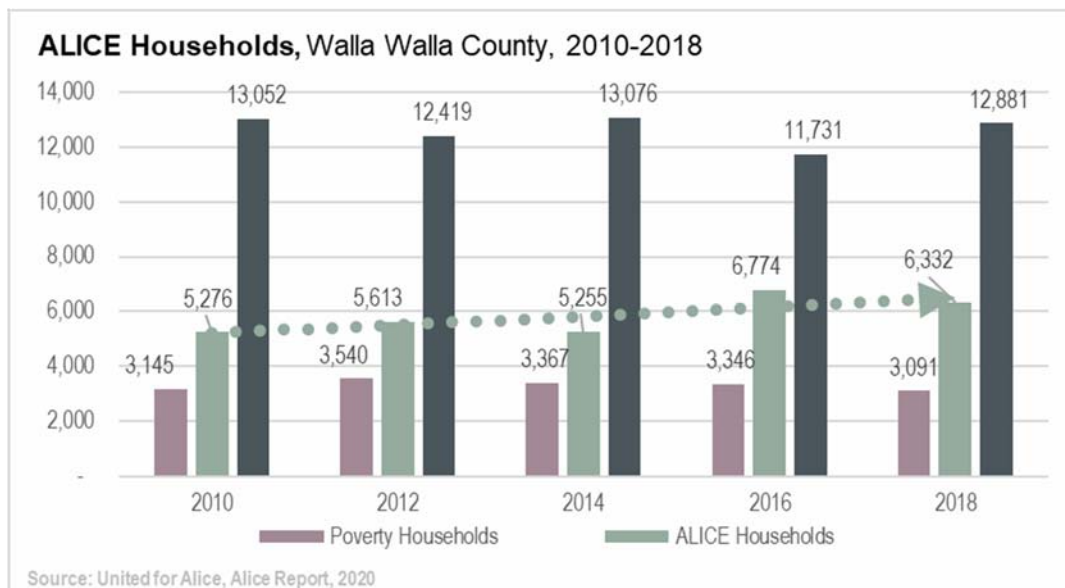
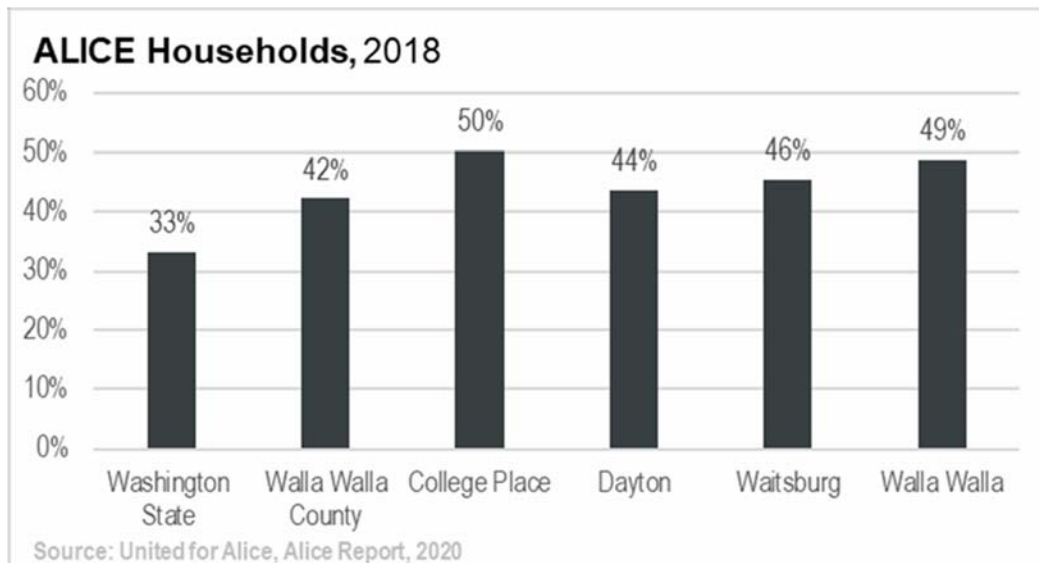
Since the War on Poverty began in 1965, the Federal Poverty Level (FPL) has provided a standard for determining the proportion of people living in poverty in the U.S. Despite the FPL's benefit of providing a nationally recognized income threshold for determining who is poor, its shortcomings include the fact that the FPL is not based on the current cost of basic household necessities, and except for Alaska and Hawaii, it is not adjusted to reflect cost of living differences across the U.S. In fact, federal poverty statistics indicate that the number of Walla Walla County households living in poverty decreased by 54 between 2010 and 2018.

In recognition of the short comings associated with federal poverty statistics, the United Way now provides a new measure of economically distressed households struggling in each county in a state. This

effort provides a framework, to measure households that do not earn enough to afford basic necessities, with a population segment called ALICE (Asset Limited, Income Constrained, Employed). The ALICE methodology takes into account the total cost of household essentials – housing, child care, food, transportation, technology, and health care, plus taxes and a 10 percent contingency. ALICE data are calculated separately for each county, and for six different household types. For more information please check out: <https://www.unitedforalice.org/methodology>

In 2018, 42% of the households in Walla Walla County were either in poverty or in the ALICE category, which is well above the Washington statewide average of 33%. Within the Walla Walla Region, the share of households in poverty and ALICE categories ranged from 44% in Dayton to 50% in College Place (Figure 20).

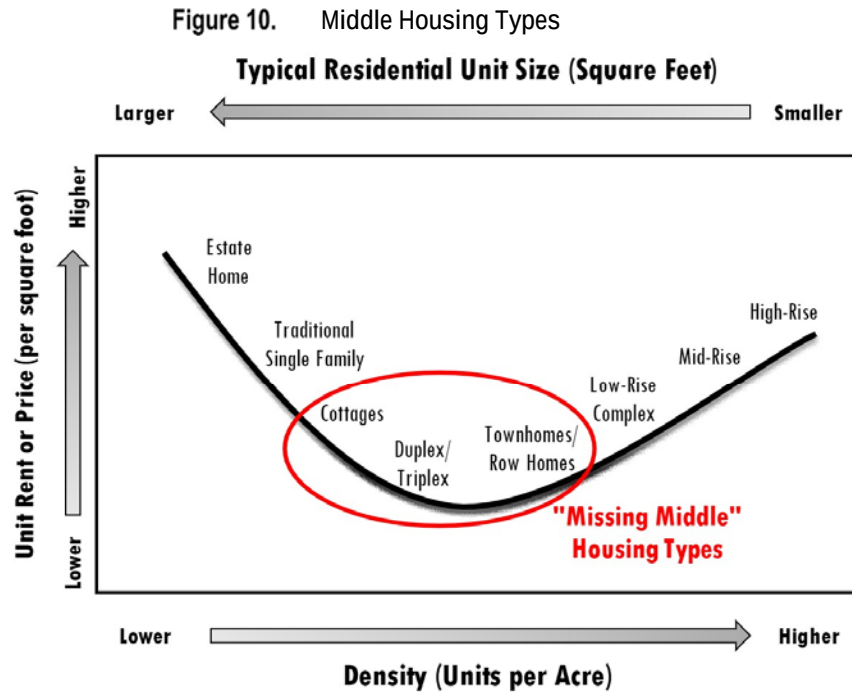
Figure 10. ALICE Household as Share of Total Households



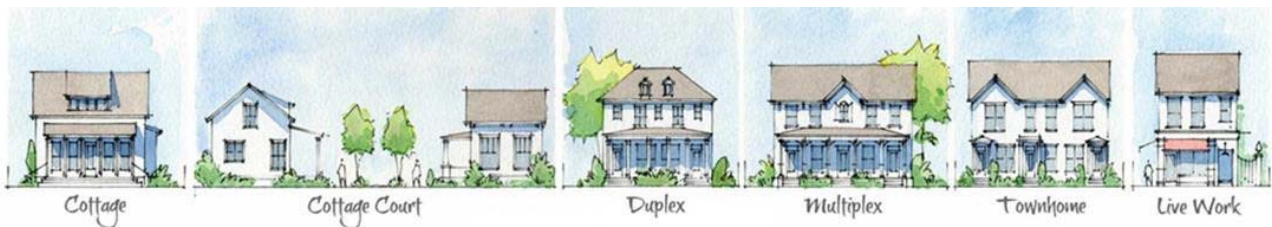
Housing Supply Gaps

Representatives from public agencies have expressed concern over the lack of attainable and good quality housing for middle income families and local workers. To find attainable housing, some workers must travel long distances between their homes and their jobs to find attainable housing.

Given the need for workforce housing, the Region would benefit from development of “middle income” housing types, such as apartments, duplexes, townhomes, cottages, manufactured homes and accessory dwelling units (ADUs). These housing types can be delivered at a lower cost and rent level per square foot than standard single family detached and mid-rise housing types (**Figure 21**).



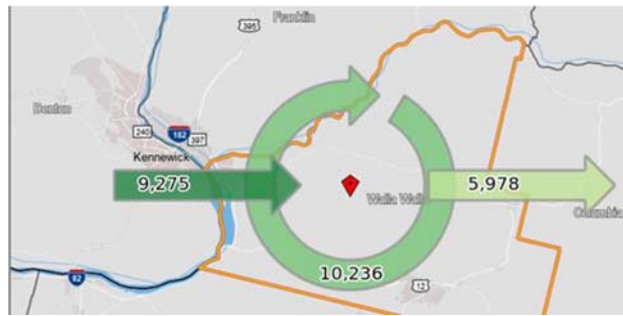
Source: Washington Department of Commerce Housing Memorandum (PNW Economics and LDC)



Transportation Considerations

Long commutes into the Walla Walla Region may represent potential pent-up demand for new housing. According to U.S. Census On-the-Map data, in 2017 there were 9,275 workers who commuted to work in Walla Walla County and 5,978 county residents who commuted to work outside the County (**Figure 22**). **One in five workers in the County commute over 100 miles per day; which is 55% higher than the statewide average.**

Figure 10. Commute Patterns, Walla Walla County, 2017



Affordability and Current Market Gaps

Low vacancy rates and rising home prices have resulted in market gaps that could be filled only by new housing construction. The regional *Affordability Housing Community Council Report*, Summer 2019, found that median income levels in the City of Walla Walla and College Place would need to increase by at least \$5,400 to enable families to purchase a home at 2018 prices. This affordability gap has increased since.

The Region's rental housing gap is most prevalent at the highest and lowest income levels. In other words, there is currently an inadequate supply of quality market rate apartments (at \$1,131/month or higher) or for-sale housing (at \$279,000+). This is partially the reason why 400 middle and upper income households currently live in lower-quality *middle-income* rental housing. And the lack of affordable housing (at \$707/month or lower) has resulted in 791 households living in higher-cost housing which leads to severe rent burdens. This analysis assumes that 33% of the current housing gap can be addressed by new policies that help stimulate near-term housing construction with 239 market rate units and 261 affordable units (**Figure 23**).

Figure 10. Rental Housing Market Gaps, Walla Walla Region, 2017

Median Household Income Range	Lower-end	Upper-End	Renter Households Counted	Affordable Monthly Rent Costs *	Level of subsidy required	Estimated Rental Units Counted	Year 2017 Housing (Gap) or Surplus
Upper (120% or more of MFI)	\$67,840 or more		1,304	\$1,696 & Above	Zero	580	(400)
Middle (80% to 120% of MFI)	\$45,226	\$67,840	1,173	\$1,131-\$1,686	Zero	1,497	
Low (50% to 80% of MFI)	\$28,267	\$45,226	1,518	\$707-\$1,131	Low	2,709	1,191
VeryLow (30% to 50% of MFI)	\$16,960	\$28,267	1,177	\$424-\$707	Medium	1,541	(791)
Extremely Low (less than 30% of MFI)	\$16,960 or less		1,830	Less than \$424	High	674	
Total			7,001			7,001	

Source: US Census Bureau 2013-2017 ACS, analysis by FCS GROUP.

* Calculated at 30% of Walla Walla County median family income based on HUD guidelines

Analysis of Pent-Up Rental Housing Demand, Walla Walla Region

Median Household Income Range	Renter Households in 2017	Rental Units in 2017	Housing (Gap)	Potential Capture Rate	Pent-up Housing Demand Capture
Upper (120% or more of MFI)	1,304	580	(724)	33%	239
Middle (80% to 120% of MFI)	1,173	1,497	324		
Low (50% to 80% of MFI)	1,518	2,709	1,191		
VeryLow (Less than 50% of MFI)	3,006	2,215	(791)	33%	261

Source: US Census Bureau 2013-2017 ACS, analysis by FCS GROUP.

Regional Housing Needs Forecast

The Regional housing needs forecast takes into account the potential to capture a share of the current market gap for rental housing along with the projected population growth based on the adopted comprehensive plans for Walla Walla County and the cities of College Place, Walla Walla, Dayton and Waitsburg.

These plans anticipate a population increase of approximately 9,668 year-round residents by 2040 within Walla Walla County. According to the Walla Walla County Comprehensive Plan, the unincorporated areas of the county are projected to add 2,802 people. Since that forecast also reflects unincorporated portions of UGAs for the cities, we expect the majority of new population growth to occur within future annexation areas of local cities.

This analysis assumes that 70% of the housing growth and 90% of the group quarters population growth within unincorporated Walla Walla County will occur within the UGAs of Walla Walla, College Place, Waitsburg and Dayton. As indicated in **Figure 24**, this allocation of county growth equates to approximately 107 group quarters residents and 657 dwelling units.

Figure 10. Projected Regional Housing Capture of Unincorp. Walla Walla County, 2020 to 2040

	Walla Walla County	Unincorp. Walla Walla County**	Regional Housing Capture of Unincorp. County %	Regional Housing Capture of Unincorp. County
Net New Population	9,668	2,802		
New Pop in Group Quarters*	773	119	90%	107
Population in Households	8,894	2,683		
Housing Need for Permanent Residents (dwellings)	3,601	865		
Seasonal & Vacancy Allowance (@9.4 %)	358	74		
Growth-related Housing Demand (dwelling units)	3,959	939	70%	657

Source: FCS GROUP based on local pop. growth forecasts and current ACS data for local areas. *Group quarters reflects people in dormitories, group homes, institutions, etc. ** Includes unincorporated areas within urban growth areas of local cities.

To address changing demographic and householder preferences, the baseline housing demand forecast also takes into account the following assumptions:

- Future population growth forecasts for each city within the Walla Walla Region will be consistent with adopted local comprehensive land use plan forecasts (extrapolated).
- The tenancy mix and rate of homeownership will increase slightly overtime to the Washington statewide average (63% owners and 37% renters). Note, this results in a modest increase in homeownership rates within the Region from 60% currently to 63% by year 2040.
- Housing needs reflect more attainably priced housing types consistent with attainability levels with 30% of income allocated to rent or mortgage (principal and interest).
- The housing needs forecast assumes a moderate demand shift to middle income housing types, including townhomes, plexes, apartments, ADUs and manufactured housing.

To address future housing growth, the Walla Walla Region should plan to add approximately 4,685 net new housing units over the next 20 years. Future housing demand is likely to include 1,523 standard lot single family detached homes; 1,104 small lot detached homes; 732 townhomes/plexes; 894 multi-family

units (includes some group quarters demand) and 443 government-assisted housing units, manufactured homes and/or ADUs (**Figure 25**).

Figure 10. Walla Walla Region Housing Needs Forecast, 2020 to 2040

	Walla Walla City	College Place	Waitsburg	Dayton	Region Total
Projected Baseline Housing Demand	2,362	494	153	11 +	3,021
Plus Share of Housing Within Unincorp. UGAs	514	107	33	2 +	657
Plus Demand to Address 33% of Housing Gap	414	87			500
Total Housing Need	3,290	688	187	13 +	4,178
Plus Group Quarters Housing Units (@1.5 people per unit)	420	88			762
Grand Total (units)	3,710	776	187	13 +	4,685
percent of total	79%	17%	4%	0.3%	100%

Source: FCS GROUP based on local pop. growth forecasts and current ACS data for local areas. *Group quarters reflects people in dormitories, group homes, institutions, etc.

Projected Housing Need by Housing Type

Projected 2040 Housing Needs	Walla Walla UGA	College Place UGA	Waitsburg UGA	Dayton UGA	Walla Walla Region	Remainder of Walla Walla County
Housing Type						
Single-Family Detached						
Standard Lots	1,142	261	112	9 +	1,523	225
Small Lots, cottages, mfg. homes (lots)	899	205	-	-	1,104	-
Townhouses / Plexes (units)	556	155	19	1 +	732	-
Multi-family units (5+ units per structure)	816	78 +	-	-	894	-
Mobile homes/ADUs/other (units)	297 +	78 +	56 +	3 +	433	56 +
Total Dwelling Units	3,710	776	187	13 +	4,685	282

Projected Housing Need by Income Level

Family Income Level	Owner-Occupied	Renter-Occupied	Total	Dist. %	Attainable Housing Products
Upper (120% or more of MI)	2,361	260	2,621	56.0%	Single Family Lots
Upper Middle (80% to 120% of MI)	384	347	730	15.6%	Cottage Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MI)	207	693	900	19.2%	Townhomes, Mfgd. Homes, Plexes, Apartments
Low (less than 50% of MI)	0	433	433	9.3%	ADUs, Govt. Assisted Apts.
Total	2,952	1,734	4,685	100.0%	

*Derived from Appendix A.

The group quarters demand generated by 762 residents accounts for demand generated by seniors in group homes and to a lesser extent university students and special needs population segments (including inmates at the correctional center). As indicated in **Figure 26**, the senior housing segment is projected to account for about three quarters of the overall group quarters demand, with the need for almost 380 units of shared senior housing required by year 2040.

Figure 10. Projected Senior Housing Demand

	Region Total within UGAs
Current Population	48,363
Proj. Net New Population within Region UGAs (@2.3 perso	8,485
Future Population year 2040	56,848
Population over Age 65	20%
Share of pop. over Age 65 in Nursing Homes	5.0%
Avg. Household Size within Nursing Homes	1.50
Proj. Net New Population in Nursing Homes	568
Proj. Senior Housing Need (dwelling units)	379

Source: population estimates and forecasts based on WA Office of Financial Management data; nursing home capture rates based on National Institute of Aging estimates, 2015.

Please refer to **Appendix A** for a Regional forecast of owner and renter housing needs by income level.

Reconciliation of Housing Needs and Land Supply

According to the June 2019 Walla Walla County buildable land inventory and development capacity study, Walla Walla, College Place and Waitsburg UGAs had the potential to accommodate over 4,100 net new dwellings at full utilization (**Exhibit 27**). Note, the City of Dayton was included in a separate land capacity study for Columbia County.

Figure 10. Land Capacity Analysis

	Minimum Lot Size (SF)	Net Res. Land Inventory (acres)	Vacant percent	Under-developed percent	Net New Pop. Capacity	Net New Dwelling Capacity	Infill & redevelopment Dwellings	Dwellings on Vacant Land	% Infill & redevelopment
Waitsburg					1,466	621	284	337	46%
R96 Suburban Residential	9,600	50.7	62%	38%	538	228	86	142	
Residential (incorporated)	10,000	92.7	49%	51%	875	371	189	182	
Flexible Comm./Res (Incorp.)	10,000	5.6	61%	39%	53	22	9	13	
College Place					588	249	139	110	56%
Multiple Family Residential	n/a	2.1			59	25	-	25	
R-60 Single Family Residential*	6,000	21.6	30%	70%	361	153	107	46	
R-72 Single Family Residential*	7,200	0.3			4	2	-	2	
R-96 Suburban Residential (incorp.)	9,600	6.3	58%	42%	67	28	12	16	
R-96 Suburban Residential (area 2B)**	9,600	39.8	75%	25%	426	180	46	134	
R-96 Suburban Residential (area 2C)	9,600	9.2	51%	49%	97	41	20	21	
Walla Walla City					7,641	3,238	1,632	1,606	50%
Multiple Family Residential	n/a	-			-	-	-	-	
R-60 Single Family Residential ***	6,000	-			-	-	-	-	
R-72 Single Family Residential ***	7,200	54.7	21%	79%	813	344	271	73	
R-96 Suburban Residential (incorp.)	9,600	569.0	51%	49%	6,116	2,592	1,260	1,332	
R-96 Suburban Residential (other)	9,600	60.8	67%	34%	712	302	101	201	

Source: Revised Land Capacity Analysis, Technical Memorandum, June 2019, the Watershed Company. Note, this analysis was completed prior to the City of Walla Walla creating a Neighborhood Residential zone to allow reduced lot sizes.

* After 2019, College Place combined zones R-60/R-72/R-75 into a one SF District zone and allows up to two dwellings per lot.

** Area 2B urban growth area expansion request was denied after 2020.

*** After 2019, Walla Walla changed code to allow 2-4 unit structures and ADUs in all single family zones.

While the overall land capacity within the Region appears to be adequate for addressing the long-term housing need for Waitsburg and Dayton, the analysis cited above indicates that nearly half of new construction would need to occur on under-developed (part vacant) tax lots. If property owners do not wish to subdivide their tax lots, the likelihood of meeting housing needs through “infill” is unlikely.

These findings also indicate that the current zoning and related land capacity within the College Place and Walla Walla UGAs (combined) may not be sufficient to fully accommodate multi-family demand. This issue is particularly acute in College Place, where the housing demand for single family and middle housing (672 units) is expected to exceed its zoned land capacity by 412 dwellings.

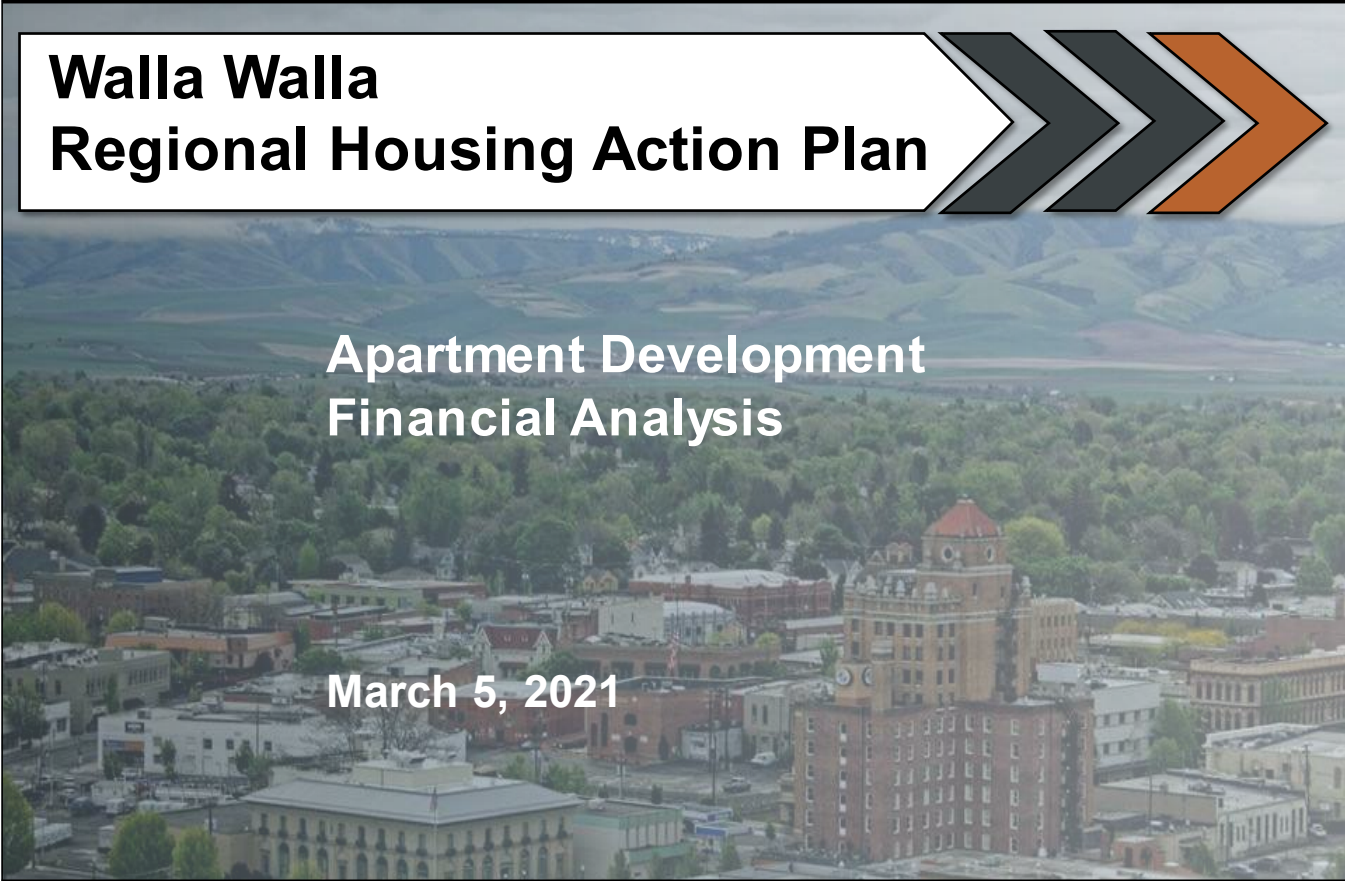
Based on the residential capacity analysis and this housing needs assessment, the following conclusions are made:

College Place UGA: the projected 20-year housing need of 776 dwelling units is far greater than the potential UGA capacity of 429 units, even after assuming 43% of net new housing will be constructed on infill and redevelopment lands.

Walla Walla UGA: the projected 20-year housing need of 3,710 dwelling units is greater than the potential UGA capacity of 3,238 dwelling units, even after assuming 50% of the net new housing will be constructed on infill and redevelopment lands.

Waitsburg and Dayton UGAs: the combined projected 20-year housing need of 200 or more dwelling can be accommodated by their existing UGAs, since Waitsburg alone is presumed to have the UGA capacity to add 621 dwelling units, after assuming 46% of the net new growth occurs on infill and redevelopment lands.

APPENDIX D: FINANCIAL ANALYSIS



**Walla Walla
Regional Housing Action Plan**

**Apartment Development
Financial Analysis**

March 5, 2021

 **FCS GROUP**
Solutions-Oriented Consulting

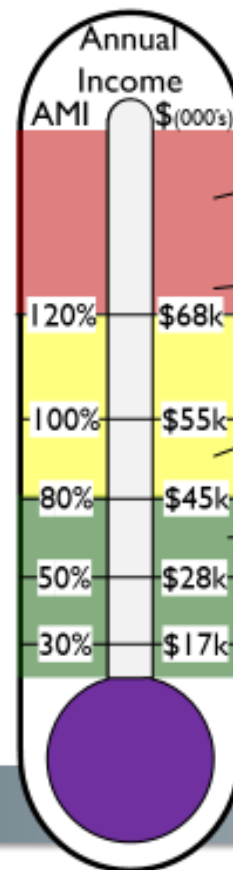
Financial Feasibility Objectives

- ◆ Test financial viability from developer's perspective
- ◆ With and without affordable housing
 - Scenario 1: 3-level garden apartments
 - Scenario 2: 5-level flats (over parking)
- ◆ Evaluate incentives
 - 12-year property tax abatement
 - Impact fee reduction
 - Land write-downs
 - Parking reductions



Housing Affordability Thermometer

- ♦ HUD uses median income to measure affordability
- ♦ HUD bases affordability on household size
- ♦ Affordability Thermometer conveys prices or rents based on expected payments
- ♦ Helps determine the market need for various housing types



Local Labor Force Demographics Example:

- **Manager**
\$96,000 (max rent: \$2,600)
(168% of AMI if HH size = 2)
- **Teacher (middle school)**
\$68,000 (max rent: \$1,800)
(121% AMI if HH size = 2)
- **Industrial worker**
\$55,511 (max rent: \$1,500)
(98% AMI, low income if HH size = 2)
- **Medical Assistant**
\$37,690 (max rent: \$1,000)
(67% AMI if HH size = 2)
- **Average SSA recipient:**
\$19,251 (max rent: \$500)
(33% AMI HH size = 1)

Regional Housing Needs

Walla Walla Region will need 4,500+ dwellings over next 20 years

- ♦ Range of dwelling types needed
- ♦ Need for more affordable units for owners and renters
- ♦ Residual Land Value Analysis: how much would a developer be willing to pay for the land for the right to build this project?



Garden
Apartments



Flats

Apartment Proforma Assumptions

	Scenario 1A	Scenario 1B	Scenario 1C	Scenario 2A	Scenario 2B	Scenario 2C
Particulars	Apts. (100% market rate)	Apts. (mixed income)	Affordable Apts.	Flats (100% market rate)	Flats (mixed income)	Affordable Flats
Site Size (acres)	2.0	2.0	2.0	2.0	2.0	2.0
Building Levels (above grade)	3	3	3	5	5	5
Dwelling Units	107	107	107	167	167	167
Affordable Units (@80% to 110% AMI)	0	15	107	0	30	167
Parking stalls	128	128	128	249	249	249
Parking Ratio (stalls per dwelling unit)	1.2	1.2	1.2	1.2	1.2	1.2
Dwellings per Acre	53	53	53	84	84	84
Est. Construction Cost*	\$23 M	\$23 M	\$23.5 M	\$41 M	\$41 M	\$40.6 M
Cost per Dwelling, excl. land	\$ 219,615	\$ 219,615	\$ 219,615	\$ 242,559	\$ 242,559	\$ 242,559
Targeted Developer Return on Equity (annual)						
with private developer	7.0%	7.0%		7.0%	7.0%	
with non-profit developer			4.0%			4.0%

Project Income Assumptions	Units	Scenario 1	Scenario 2
Market-rate units under 900 SF	per SF/month	\$1.71	\$2.00
Market-rate units over 900 SF	per SF/month	\$1.71	\$1.85
Affordable dwellings (@90% AMI)	per SF/month	\$1.71	\$1.74
Parking charge	per Stall/month	\$0	\$0

Financial Analysis: Findings

Scenario	Developer	Dwellings	Residual Land Value Per Dwelling Unit		Relative Financial Feasibility	Annual Prop. Tax Revenue to City after abatement	Cumulative Prop. Tax Revenue to City Years 1-20
			no incentives	w/ tax abatement			
1A Apts. (100% market rate)	For Profit	107	\$7,921		Good	\$56,387	\$1,127,736
1B Apts. (mixed income)	For Profit	107	(\$3,926)	\$12,255	Excellent after incentives	\$56,387	\$451,094
1C Affordable Apts.	Non Profit	107		\$48,950	Excellent		
2A Flats (100% market rate)	For Profit	167	(\$8,882)	\$8,984	Good after incentives	\$97,517	\$1,950,337
2B Flats (mixed income)	For Profit	167	(\$15,951)	\$1,915	Fair after incentives	\$97,517	\$780,135
2C Affordable Flats	Non Profit	167		\$22,988	Excellent		

* R.O.E. denotes estimated annual rate of targeted return on developer equity investment after debt service and before income taxes and depreciation.

- ♦ **Currently: only the market rate apartments are financially viable without incentives**
- ♦ **Non-profit developer greatly helps with affordable housing**
- ♦ **Tax Incentives plus land write-downs needed to create mixed-income apts.**

Summary

- ◆ **Housing market is strong enough to attract for-profit developers**
- ◆ **Garden apartments are viable without incentives**
- ◆ **Market rate flats over parking is not viable without some type of incentive**
- ◆ **Affordable or mixed-income housing requires incentives with for-profit developer, such as**
 - 12-year tax abatement (for affordable housing only)
 - Impact fee reduction (for affordable housing only)
 - Land write-down
 - Parking reductions
- ◆ **Non-profit developer could make affordable housing “pencil” with fewer incentives**
- ◆ **Recommend pilot program of multifamily incentives for next 3 years**
- ◆ **Identify public-owned potential catalyst site(s) for future developments**

APPENDIX E: DISPLACEMENT MINIMIZATION STRATEGY

To: Project Advisory Team: Elizabeth Chamberlain, City of Walla Walla; Jon Rickard, City of College Place; Meagan Bailey, City of Dayton; Randy Hinchliffe, City of Waitsburg; Nikki Sharp, Walla Walla County

Date: September 28, 2020

From: Violet Brown & Scott Fregonese, Fregonese Associates

CC: Todd Chase & Tim Wood, FCS GROUP

RE: Walla Walla Housing Action Plan Task 4 Anti-Displacement Best Practices

The purpose of this memorandum is to analyze the risk of displacement and gentrification in the region and to summarize best practices strategies to mitigate the impacts on local households and businesses. It builds on the findings included in FCS Group's Task 1 Issues Memo and Task 2 & 3 Trends and Needs Memo and on the work previously published in the Affordable Housing Community Council Report.ⁱ

SUMMARY

Housing Action Plans must, in accordance with HB1923, “encourage construction of additional affordable and market rate housing in a greater variety of housing types and at prices that are accessible to a greater variety of incomes” and “should consider strategies to minimize displacement of low-income residents resulting from redevelopment.” This is particularly true in neighborhoods with communities at high risk of displacement.

As growth trends in the region predict significant opportunities for future development, that development will likely exacerbate existing issues of affordability and result in market and socioeconomic shifts linked to displacement of households and businesses in vulnerable communities.

Each jurisdiction in the Walla Walla region contains populations vulnerable to displacement. However, this memo identifies individual block groups particularly susceptible to these forces. It also recommends mitigation strategies. These recommendations represent a three-pronged approach to anti-displacement strategies:

1. Mitigation for Individuals and Families Experiencing Displacement,
2. Land Use & Development Strategies to Increase Production of Affordable Housing, and
3. Economic Strategies to Increase Opportunity.

Combating displacement requires cities to proactively apply a variety of different approaches, each supported by best practices research. The strategies are organized as a three-prong approach to anti-displacement to address the different aspects of displacement. Various action steps or programs appear

under each prong. The concept is to move forward on all three fronts in ways that are customizable for each jurisdiction.

VULNERABILITY ASSESSMENT

Displacement occurs when households or businesses are involuntarily forced out of an area due to increasing housing prices or due to economic and demographic changes that alter the neighborhood's character. Gentrification, a well-documented housing issue since the 1960s, has traditionally been associated with the urban core, but rural gentrification is gaining ground in the face of an ever-expanding digital workforce and access to goods online. These changes allow what is a traditionally urban workforce to work remotely from rural and suburban areas, benefitting from the amenities and relative affordability these areas have to offer. Gentrification typically occurs in areas with relatively low property values with amenities that have become attractive or trendy.

As demand in the region grows, areas with relatively low rent/home value or perceived as lower quality housing become more attractive and profitable for redevelopment opportunities, and thus more vulnerable to displacement of existing residents. Some experts expect that the recent pandemic will only increase the pressure on smaller communities as families seek the “suburbs and rural periphery”.ⁱⁱ This post-Covid-19 migration to rural areas and small towns will be driven by a number of factors: increase remote work opportunities, perceptions of increased safety in less-dense communities, and a desire to live in rural areas for their scenery, access to nature, and other amenities.

Vulnerability calculations compare local geographies to regional averages across six variables reported by the US Census. The analysis below uses ACS 2014-2018 (five-year estimates) via Social Explorer reported by state, county, city, census tract, and block group:

- Percent of households that are renters
- Percent of households that are low-income
- Percent of adults (25 or older) without a four-year degree
- Percent of population who identify with a community of color
- Median home value
- Median gross rent

These factors are closely associated with an increased probability of redevelopment coupled with an increased difficulty in weathering rising housing costs and a higher susceptibility to involuntary displacement for both households and small business. This analysis has been adapted from work published by Dr. Lisa Bates of Portland State University for the Portland Bureau of Planning and Sustainability in 2012 and their subsequent *2018 Gentrification and Displacement Neighborhood Typology Assessment*ⁱⁱⁱ. Changes to the methodology are designed to reflect concerns regarding smaller sample sizes and promoting easy replicability as local jurisdictions continue to monitor these variables into the future with readily available data sets.

For the purposes of this report, geographies with 5 or 6 of the variables reporting higher figures than regional thresholds are identified as areas vulnerable to displacement.

Thresholds	Walla Walla County
% People of Color	>28%
% Without College Degree	>71%
% Rentals	>35%
Poverty Status: % Doing Ok	<66%
Median Home Value	<\$209,800
Median Gross Rent	<\$893

Thresholds	State
% People of Color	>31%
% Without College Degree	>65%
% Rentals	>37%
Poverty Status: % Doing Ok	<73%
Median Home Value	<\$311,700
Median Gross Rent	<\$1,194

Vulnerability Levels	
High	>5 indicators
Moderate	3-4 indicators
Low	<3 indicators

Cities

Indicators	Walla Walla	Waitsburg	College Place	Dayton	Walla Walla County
Poverty Status: % Doing OK	60%	64%		68%	62%
% Rentals	42%	23%		41%	31%
Median Home Value	\$ 190,000	\$150,000	\$ 190,000	\$ 156,200	\$ 209,800
Median Gross Rent	\$ 919	\$ 688	\$ 890	\$ 775	\$ 893
% Without Degree	74%	80%	65%	77%	71%
% POC	33%	10%	25%	16%	28%
Total Indicators	5	4	3	4	

Table 1a. Vulnerability Analysis: Walla Walla County Cities to County Comparison.

Indicators	Walla Walla	Waitsburg	College Place	Dayton	Washington
Poverty Status: % Doing OK	60%	64%		68%	62%
% Rentals	42%	23%		41%	31%
Median Home Value	\$ 190,000	\$150,000	\$ 190,000	\$ 156,200	\$ 311,700
Median Gross Rent	\$ 919	\$ 688	\$ 890	\$ 775	\$ 1,194
% Without Degree	74%	80%	65%	77%	65%
% POC	33%	10%	25%	16%	31%
Total Indicators	6	4	4	4	

Table 1b. Vulnerability Analysis: Walla Walla County Cities to State Comparison.

All cities show vulnerability to displacement when compared to the region, which increases when compared to the state. This is particularly true for poverty rates and educational attainment, where county figures differ significantly from the state. City of Walla Walla has the highest vulnerability score when compared to both county and state thresholds. City of Walla Walla has the lowest percentage of people “doing ok”, the highest percentage of rentals, and the highest percentage of people of color when compared to other cities.

Census Tracts

City	Census Tract	Poverty Status: % Doing OK	% Rentals	Median Home Value	Median Gross Rent	% Without Degree	% POC	Total Indicators
	9204	100%	0%	NA	NA	97%	57%	2
	9205	46%	54%	\$ 102,600	\$ 851	87%	66%	6
	9206	54%	51%	\$ 134,200	\$ 891	84%	45%	6
Walla Walla	9207.01	67%	53%	\$ 198,800	\$ 878	67%	20%	3
	9207.02	68%	28%	\$ 224,100	\$ 1,023	56%	21%	0
	9208.01	48%	42%	\$ 186,500	\$ 1,000	76%	20%	4
	9208.02	49%	55%	\$ 208,500	\$ 831	65%	24%	4
Waitsburg	9201	80%	17%	\$ 254,300	\$ 870	70%	12%	2
College Place	9203	69%	41%	\$ 190,000	\$ 890	66%	25%	3
Dayton	9602	68%	31%	\$ 170,800	\$ 740	75%	14%	3

Table 2. Vulnerability Analysis: Census Tract to County Comparison. Bolded data indicates the highest or lowest value for the category.

Census Tract analysis reveals two highly vulnerable tracts for City of Walla Walla (9205 and 9206). Tract 9205 has the lowest percentage of people “doing ok”, the lowest median home value, and the highest percentage of people of color when compared to all census tracts in the study area. Census tracts that may become more vulnerable overtime (moving from a rank of moderate to high), include tract 9208.01 and 9208.02. These tracts exceed county thresholds for poverty, rentals, and home value.

Census tracts in the remaining cities have vulnerability ranks of low to moderate when compared to the county. No tract in the remaining cities exceeds three total indicators.

Block Groups

City	Block Group	Poverty Status: % Doing OK	% Rentals	Median Home Value	Median Gross Rent	% Without Degree	% POC	Total Indicators
Walla Walla	BG1 T9204	100%	0%	NA	NA	97%	57%	2
	BG1 T9205	37%	53%	\$ 90,000	\$ 867	91%	63%	6
	BG2 T9205	54%	60%	\$ 99,200	\$ 1,009	89%	79%	5
	BG3 T9205	50%	48%	\$ 134,900	\$ 775	78%	52%	6
	BG1 T9206	69%	43%	\$ 73,800	NA	93%	41%	4
	BG2 T9206	14%	63%	\$ 90,900	\$ 709	88%	72%	6
	BG3 T9206	60%	40%	\$ 119,100	NA	89%	69%	5
	BG4 T9206	64%	32%	\$ 191,800	\$ 900	75%	37%	4
	BG5 T9206	50%	74%	\$ 260,100	\$ 1,051	74%	14%	3
	BG1 T9207.01	60%	78%	\$ 193,100	\$ 714	46%	19%	4
	BG2 T9207.01	57%	41%	\$ 162,200	\$ 880	82%	33%	6
	BG3 T9207.01	65%	38%	\$ 196,600	\$ 955	60%	12%	3
	BG4 T9207.01	81%	53%	\$ 218,900	\$ 1,269	74%	15%	2
	BG1 T9207.02	71%	23%	\$ 254,900	\$ 1,291	53%	28%	0
	BG2 T9207.02	73%	17%	\$ 196,100	\$ 828	65%	17%	2
	BG3 T9207.02	55%	38%	\$ 213,900	\$ 786	40%	13%	3
	BG4 T9207.02	73%	35%	\$ 175,000	\$ 820	69%	27%	2
	BG1 T9208.01	58%	7%	\$ 233,300	NA	76%	12%	2
	BG2 T9208.01	52%	52%	\$ 164,900	\$ 1,127	76%	33%	5
	BG3 T9208.01	58%	47%	\$ 172,900	\$ 845	69%	13%	4
	BG4 T9208.01	30%	45%	\$ 183,800	\$ 999	83%	16%	4
Waitsburg	BG1 T9208.02	35%	67%	\$ 165,400	\$ 897	77%	26%	4
	BG2 T9208.02	69%	38%	\$ 238,500	\$ 788	55%	19%	2
College Place	BG4 T9201	66%	20%	\$ 154,700	\$ 688	80%	10%	3
	BG1 T9203	73%	34%	\$ 192,700	\$ 657	71%	34%	3
	BG2 T9203	63%	66%	\$ 190,400	\$ 861	67%	29%	5
	BG3 T9203	44%	69%	\$ 99,500	\$ 828	76%	20%	5
Dayton	BG4 T9203	79%	26%	\$ 200,900	\$ 1,125	60%	19%	1
	BG2 T9602	56%	27%	\$ 139,300	\$ 795	72%	21%	4
	BG3 T9602	70%	34%	\$ 226,800	\$ 914	81%	13%	1
	BG4 T9602	67%	27%	\$ 158,300	\$ 752	77%	14%	3

Table 3. Vulnerability Analysis: Bolded data indicates the highest or lowest value for the category.

Block group analysis reveals more detailed trends in vulnerability. Overall, ten block groups are considered highly vulnerable. These block groups are in City of Walla Walla and College Place.

For City of Walla Walla, seven block groups (30.4% of all block groups in City of Walla Walla and 22.6% of all block groups in the study area) have high vulnerability rankings. Out of the seven block groups, BG2 T9206 has the lowest poverty status (14% of people “doing ok”) out of all block groups in the study area. BG1 T9206 has the lowest median home value (\$73,800) out of all block groups in the study area. For moderate ranking block groups, it is important to consider which indicators exceed county thresholds. Block groups that exceed thresholds for poverty, percentage of rentals, and home value (BG3-BG4 T9208.01, BG1 T9208.02) may be more vulnerable than block groups that exceed thresholds for education and people of color but have higher median home values and low poverty. A total of 20% of Walla Walla residents live within block groups that have high vulnerability ratings.

The remaining three cities include block groups with moderate to high vulnerability rankings. City of College Place has two block groups that rank high for vulnerability (BG2 T9203, BG3 T9203). BG3 has the lowest poverty score, highest percentage of rentals, lowest median home value, and highest percentage of people without a college degree for the city. A total of 35% of College Place residents live in block groups that have high vulnerability rankings.

City	Block Group	Population	% City Pop
Walla Walla	BG1 T9205	1,144	3%
	BG2 T9205	957	3%
	BG3 T9205	584	2%
	BG2 T9206	948	3%
	BG3 T9206	1,027	3%
	BG2 T9207.01	968	3%
	BG2 T9208.01	1,503	5%
College Place	BG2 T9203	1,800	20%
	BG3 T9203	1,384	15%

Table 4. High Vulnerability Block Group Population.

In response to concerns raised by the Stakeholder Advisory Committee for this project and in furtherance of state guidelines for specific consideration of vulnerable populations, the below chart includes the percentage of seniors within each population listed by block group and that block groups vulnerability index. Most of the areas with the highest concentration of seniors are not within block groups considered the most vulnerable. While this analysis does not indicate any alarming patterns, it is important that anti-displacement strategies take special note of seniors and recognize that displacement can occur across the region.

City	Block Group	% 65+	Total Indicators
Walla Walla	BG1 T9204	4%	2
	BG1 T9205	8%	6
	BG2 T9205	4%	5
	BG3 T9205	8%	6
	BG1 T9206	39%	4
	BG2 T9206	10%	6
	BG3 T9206	21%	5
	BG4 T9206	6%	4
	BG5 T9206	43%	3
	BG1 T9207.01	22%	4
	BG2 T9207.01	8%	6
	BG3 T9207.01	18%	3
	BG4 T9207.01	35%	2
	BG1 T9207.02	17%	0
	BG2 T9207.02	21%	2
	BG3 T9207.02	18%	3
	BG4 T9207.02	12%	2
	BG1 T9208.01	24%	2
	BG2 T9208.01	14%	5
	BG3 T9208.01	13%	4
	BG4 T9208.01	8%	4
	BG1 T9208.02	15%	4
	BG2 T9208.02	27%	2
Waitsburg	BG4 T9201	20%	3
College Place	BG1 T9203	28%	3
	BG2 T9203	5%	5
	BG3 T9203	18%	5
	BG4 T9203	21%	1
Dayton	BG2 T9602	24%	4
	BG3 T9602	35%	1
	BG4 T9602	23%	3

Table 5. Percent Seniors (65+) by block group.

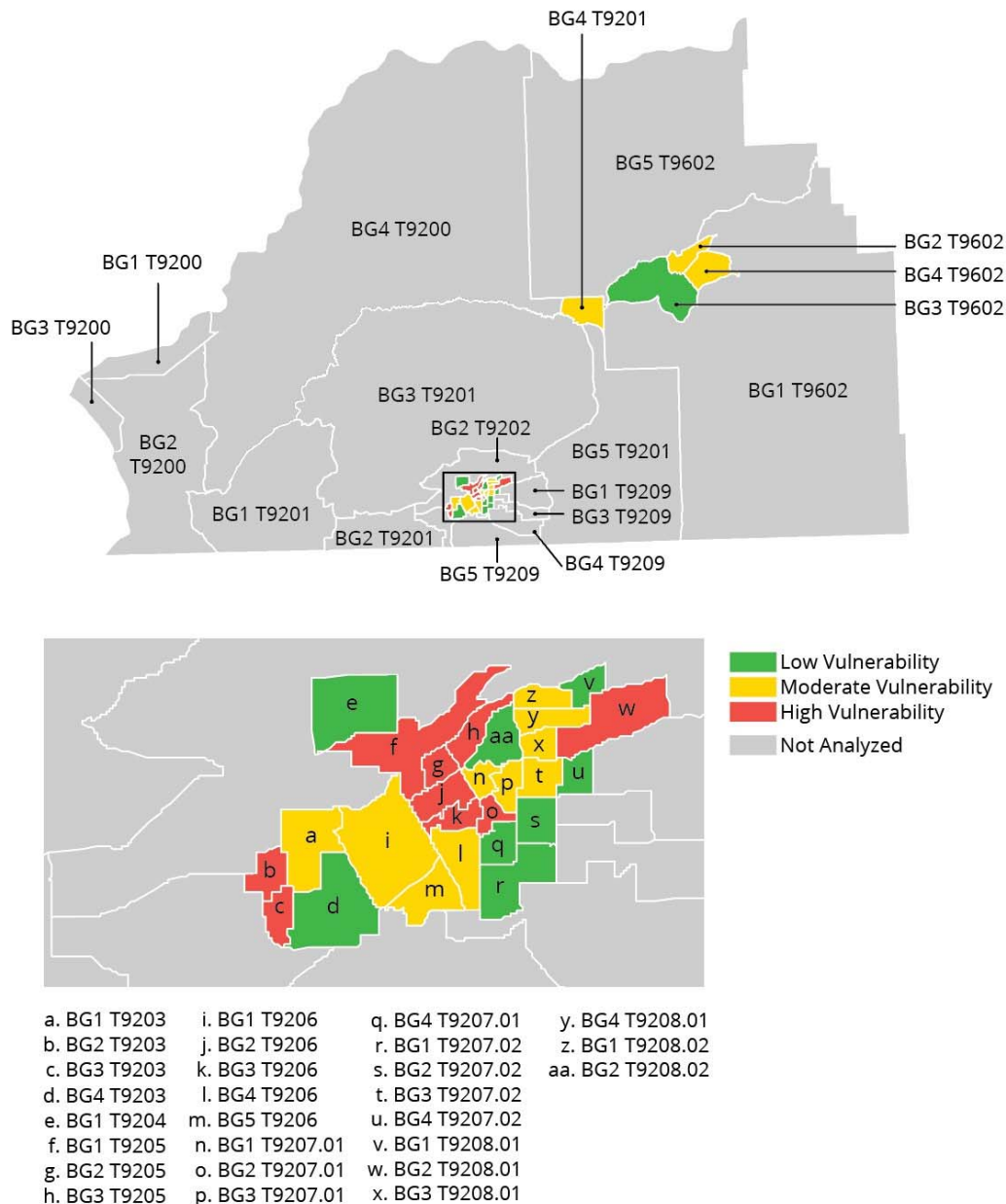


Figure 1. Block Group Map for Study Area with inset of Walla Walla and College Place.

Recommended Strategies to Mitigate Displacement

While the City of Walla Walla has the highest number of residents and blocks groups experiencing displacement vulnerability, all four cities in this study have either areas of high vulnerability or meet metrics that indicate increased susceptibility to displacement. Each of the cities should pursue a three-pronged approach to reducing displacement risk:

1. Mitigation for Individuals and Families Experiencing Displacement,
2. Land Use & Development Strategies to Increase Production of Affordable Housing, and
3. Economic Strategies to Increase Opportunity.

Each city does not necessarily need to carry out each of the strategies below. Instead, the recommended strategies should be viewed as a “menu” of policy and program choices to be implemented based on each community’s risk level and the viability of the strategy based on local conditions. Reducing displacement risk should be a regional effort, but the specific approach taken can (and should) differ on the local level.

1. Create Stability for Local Residents by Mitigating the Impact of Displacement:
 - o Anti-Displacement Impact Assessments

Integrate displacement into the analysis and review of potential policies, programs, and development applications by creating a standardized assessment of potentially unintended consequences upfront and enforcing reasonable mitigation efforts directly connected to the proposal.^{iv} Anti-Displacement measure must include a reliable way to track the impact new development has on Naturally Occurring Affordable Housing (NOAH). While increased production of new housing is essential to preserving supply, NOAH is frequently seen as ripe for redevelopment as soon as market rates surpass current value to create a ‘rent gap’ making redevelopment profitable. An impact assessment is one tool to track how many affordable units are being developed and at the cost of how many existing units. This option can function on a range of intensities with the obligation and cost either assigned applicants or city staff and the weight of the assessment varying depending on the severity of the issue within each jurisdiction and the viability of the requirement within local markets.

- o Rental Registration Program

A registration program would create a consolidated database of available units in the region, rental costs, and local practices. A small fee per unit could be set to fund the program, which could include a streamlined application process. The costly and time-consuming housing application process is often listed as a practical barrier to housing access. Multiple application forms, with slightly different requirements, and compounded credit check fees are prohibitively onerous. While some local service organizations provide some assistance, a streamlined process eases the burden on renters and landlords alike and help jurisdictions track relevant data.

- o Tenant Protection Enhancements

As vacancy rates decrease, an ordinance extending the notice period for no cause evictions to 60 days for landlords with five or more units would allow renters additional time to plan, contact services, and hopefully relocate without a disruption in adequate housing. Washington State already requires a 60-day period for tenants facing eviction because the owner lost the building in a foreclosure.

- o Emergency Rental Assistance

Aiding families facing homelessness due to temporary economic hardship in the form of Emergency Rental Assistance. Washington State Department of Social & Human Services (DSHS) offers one-time cash payment to get or keep safe housing or utilities in emergency situations to families eligible for the Additional Requirements for Emergent Needs (AREN) or the Diversion Program. The Eviction Rent Assistance Program (ERAP) Grant is part of Washington State’s short-term response to the COVID-19 disaster and offers three months of rent payment to prevent evictions.^v

- o Home Ownership Assistance

Enhance and promote existing programs that supply down payment assistance and application support to first time homebuyers. Washington offers the Home Advantage Needs Based Downpayment Assistance Loan Program with up to \$10,000 to eligible homebuyers.^{vi}

- o Utility Payment Financial Assistance & Homeowner Assistance

Homeowners are also subject to raising housing costs as property taxes, maintenance, heating, and cooling costs increase. This is particularly true for seniors on fixed incomes. Partnering with groups such as BMAC/The Healthy Homes Program, which provides weatherization and energy efficiency services, can reduce the burden on seniors. Washington State Department of Commerce's Home Rehabilitation Loan Program provides low-interest loans to low-income homeowners for repairs and necessary improvements.

2. Protect Regional Housing Stock: Increase Production of Affordable Housing Options

- o Affordable Housing Fund

In 2016, Vancouver voters authorized the use of property tax revenue (residential and commercial) to create an Affordable Housing Fund that can be used "for the purpose of buying, building and preserving low-income rental housing and preventing homelessness through rental assistance and housing services."^{vii} The tax is capped at \$6 million and expected to generate \$43M dollars before it expires in 2023. At which point, Vancouver City Council can seek an extension or let it expire. Property tax exemptions are included for seniors and people with disabilities who earn less than \$40,000 a year.

- o Land Banking

Cities can reserve or 'bank' land for affordable housing, similar to a popular program created in Eugene, Oregon.^{viii} Sites being considered for purchase should be evaluated based on cost, density, environmental quality, and access transportation, community services, and jobs. Gentrification in more rural areas often results in lower-income households moving further away from city centers with longer commutes to jobs and services. Priority areas should be based on a combination of community vulnerability, recent Anti-Displacement Impact Assessments, and on the area's potential for offering meaning opportunities for safe and affordable housing close to jobs and services.

- o Community Land Trusts

Community land trusts create additional affordable home ownership opportunities by removing land from the costs of real estate. In a traditional Community Land Trust model, the homeowner owns the home (and the value of any improvements), but a nonprofit owns the land. Thus, creating additional affordable opportunities for homebuyers by removing land from the cost of real estate. Resale value is not determined by the real estate market but set based on the local cost of living.

- o Right of First Offer/Refusal Program

Community land trusts can be granted the right of first offer or right of first refusal to allow them to purchase homes in specifically vulnerable communities to provide homeownership opportunities to households with low-income households. Right of first offer places very minimal requirements on property owners. Notice would be sent that a property will be for sale and either the trust or the owner sets and offer price depending on the program framework. Funding assistance for this program could come from an Affordable Housing Fund.^{ix}

- o Affordable Housing on Public Land

Washington state (through RCW 43.63A.510 and RCW 39.33.015) directs specific state agencies to inventory under-utilized or surplus state-owned land, which can be used to develop housing for low- and moderate-income households (up to 115% of AMI).

- o Zoning Protection for Manufactured Dwelling Parks

For many families, manufactured homes are an affordable housing option. They are built in a factory and transported to either a leased plot within a manufactured home park or on private property. It is important to ensure that local zoning ordinances do not unduly hinder the functioning and placement of manufactured homes. Protecting existing parks will increase affordable housing supply and mitigate involuntary displacement.

- o Multifamily Tax Exemption

The Multifamily Tax Exemption (MFTE) is a tool that incentivizes the development of multifamily housing, described in depth in the Community Council Affordable Housing Report.

Cities with a population of at least 15,000 can use the MFTE to exempt property taxes for 12 years on new multifamily construction (with at least four units), provided 20% of the units are affordable to low- and moderate-income households (up to 115% of the median family income). In this case, the public funds go to the developer in the form of a tax break, not in the form of a rental payment. If the owner of the property decides to increase rates above the established affordability threshold, the tax exemption is cancelled, and the property is subject to additional tax penalties. Cities with populations of less than 15,000 can use this tool, provided they are the largest urban area in a county planning under the Growth Management Act. Small cities, however, may not have the financial resources to feasibly offer a property tax exemption. Another provision to the rule allows cities to exempt property taxes for multifamily development for eight years with no requirement that a percentage of the units be set aside for low-income renters. The area designated for the MFTE is determined by the local governing authority, and the intention of the legislation is to increase mixed-income residential opportunities, including affordable housing, in urban centers. Expansion of the targeted area within the urban core can open additional opportunities for incentivizing multifamily development.

3. Protect the Local Economy: Job Training Partnerships to foster local opportunities and prosperity through improved workforce development initiatives

Economic development strategies that improve local resiliency through workforce training bolster opportunity for existing residents. Focus on both higher and secondary educational institutions in the region to take advantage of sector-based partnerships. Construction based partnerships in particular are likely to improve the supply of low-income housing. The goal is to create programs that offer training/apprenticeships and future job opportunities that improve the quality of jobs in the area.

ⁱ Community Council Report: Affordable Housing (April 2019) via
https://www.wcommunitycouncil.org/media/1125/affordable-housing-study-report_2019.pdf

- ⁱⁱ Florida, Richard. "How Coronavirus Will Reshape U.S. Cities." *Bloomberg.com*, Bloomberg, 2 July 2020, www.bloomberg.com/news/features/2020-07-02/how-coronavirus-will-reshape-u-s-cities.
- ⁱⁱⁱ 2018 Gentrification and Displacement Neighborhood Typology Assessment, Key Findings and Methodology Report, Bureau of Planning and Sustainability, City of Portland, Oregon, via https://www.portland.gov/sites/default/files/2020-01/gentrification_displacement_typology_analysis_2018_10222018.pdf
- ^{iv} King County Washington Equity Impact Review Process Overview (March 2016) via https://www.kingcounty.gov/~media/elected/executive/equity-social-justice/2016/The_Equity_Impact_Review_checklist_Mar2016.ashx?la=en
- ^v Washington State Department of Commerce, Homeless Assistance via <https://www.commerce.wa.gov/serving-communities/homelessness/>
- ^{vi} Washington State Housing Finance Commission, Home Advantage Program via <https://www.wshfc.org/buyers/HomeAdvantage.htm>
- ^{vii} *Affordable Housing Fund | City of Vancouver Washington*, Community Development Programs, May 2020, www.cityofvancouver.us/ced/page/affordable-housing-fund.
- ^{viii} Landbanking Program for Affordable Housing, Government Innovators Network, Harvard Kennedy School Ash Center for Democratic Governance and Innovation, 2007 Finalist, <https://www.innovations.harvard.edu/landbanking-program-affordable-housing>
- ^{ix} Kim, Jihyeon; Knapp-Rossi, Malia; Lance, Jeff; Meyers, Joseph; Moulton, Aster; and Stone, Tay, "Reside Vancouver: An Anti-Displacement Plan" (2019). *Master of Urban and Regional Planning Workshop Projects*. 170. <https://archives.pdx.edu/ds/psu/29217>

The background features abstract, overlapping green geometric shapes, primarily triangles and polygons, in various shades of green, creating a modern and dynamic visual effect.

Governmental Accounting Finance Budget “101”

Topics

- ▶ Generally Accepted Accounting Principles (GAAP)
- ▶ Basis of Accounting
- ▶ Fund Accounting
- ▶ Governmental Budgeting

Government vs Profit Business

- ▶ KEY DIFFERENCES BETWEEN GOVERNMENTS AND FOR PROFIT BUSINESSES:
 - ▶ Legal structure
 - ▶ Political process
 - ▶ Lack of profit motive
 - ▶ Government activities - resources driven by budgets
 - ▶ For profit businesses - resources driven by the free market
 - ▶ Governments are the provider of services that are not based on fees for service (although some activities that operate as Business type activities are based on user fees such as public utilities, etc.)

Government Financial Statements

▶ FINANCIAL STATEMENT USERS

- ▶ Taxpayers
- ▶ Citizens
- ▶ Creditors
- ▶ Legislative bodies
- ▶ Grantors
- ▶ Management
- ▶ Rating agencies such as Moody's and Fitch/S&P 500

Generally Accepted Accounting Principles

- ▶ Common standards and procedures set by policy boards used to record and report accounting information and compile financial statements.

Basis of Accounting

- ▶ Determined by when transactions are recorded in the financial statements
 - ▶ Cash
 - ▶ Transactions recorded when cash is received and disbursed
 - ▶ Easy to understand
 - ▶ Not GAAP compliant for governmental financial statements
 - ▶ Accrual
 - ▶ Used to prepare government-wide & fund financial statements
 - ▶ Revenue recorded when earned or expected to be realized
 - ▶ Expenses recorded when incurred or goods/services used
 - ▶ Cash exchange is not a factor
 - ▶ GAAP compliant
 - ▶ Modified Accrual
 - ▶ Budgetary
- ▶ Based on WA State RCW [43.09.200](#), the Washington State Auditor's Office allows local governments the option to report on either a GAAP or cash basis. However, while the State Auditor's Office does not require reporting on a GAAP basis, it may be a requirement of federal grants, bonds, contracts, or other oversight agencies.

4.1.7.60 Cash basis reporting

Advantages	Disadvantages
•Financial reports that are simpler and easier to understand and use •Clear presentation of cash flows and available cash •Financial reporting that is aligned with budgets •Financial reporting may be less costly •Less training required for staff	•Statements are focused on short-term rather than long-term financial position •Less information on non-cash assets, including infrastructure, and changes in these assets •Less information on liabilities and changes in liabilities •May not be as familiar to external user

Washington State - Budgeting, Accounting and Reporting System (BARS)

- ▶ The BARS Manual directs accounting and reporting standards for local governments in accordance with [RCW 43.09.200](#). Its purpose is to provide:
 - ▶ 1. Uniform accounting and financial reporting to allow for meaningful use and comparison of financial data;
 - ▶ 2. Accounting and reporting instructions as a resource for local government managers; and
 - ▶ 3. A consistent framework for financial reporting to intended users, including managers, governing bodies, granting and regulatory agencies, the state Legislature, and the general public.
- ▶ The manual is maintained by the State Auditor's Office with input from the [Local Government Advisory Committee](#). It is continuously reviewed to ensure prescription and instructions remain current and appropriate to meet the needs of intended users.
- ▶ This manual is designated for all cash basis cities, counties and special purpose districts.

Fund Accounting

- ▶ Consists of financial statements for governmental accounting entities (Funds).
- ▶ The key **difference** in for-profit and nonprofit standards is the concept of **fund accounting**, which focuses on accountability rather than profitability. Whereas a profit entity would have a general ledger, which is a single self-balancing account, nonprofits typically have a number of general ledgers, or **funds**.
- ▶ The number of separate entities (funds) varies by agency
 - ▶ Legal requirements
 - ▶ Management judgement
- ▶ City of College Place uses 33 separate funds for financial reporting.
- ▶ The accounts of the City are organized on the basis of funds, each of which is considered a separate accounting entity. The City uses governmental, proprietary, and fiduciary funds. Each governmental fund, expendable trust, or agency fund is accounted for with a separate set of self-balancing accounts that comprise its assets, liabilities, fund balances, revenues, and expenditures. Proprietary and similar trust funds use the revenue, expenses, and equity accounts similar to businesses in the private sector. The City of College Place segregates money to funds based on use and function as is specified by the Budgeting Accounting Reporting System (BARS) cash basis manual created by the State of Washington Auditor's Office. The City of College Place has 33 active funds. Funds can be added or omitted to the city ledger of accounts based upon future updates of the BARS manual, recommendation of city finance staff, and passage of an ordinance by City Council. Types and definitions of funds are located below.

Fund Types

- ▶ **Governmental Funds** - The governmental fund is the default fund to be used to account for all activities of a government, except for those required to be accounted for in a different fund.
 - ▶ *Capital projects funds.* Used to account for financial resources that have been set aside for capital outlays (usually major outlays).
 - ▶ *Debt service funds.* Used to account for financial resources that have been set aside to pay for principal and interest.
 - ▶ *General fund.* Used to account for all financial resources not being reported in any other fund.
 - ▶ *Permanent funds.* Used to account for financial resources for which only the earnings can be used for the support of government programs.
 - ▶ *Special revenue funds.* Used to account for the proceeds from targeted revenue sources for which there is a commitment for expenditures other than capital projects or debt service.
- ▶ **Proprietary Funds** - Proprietary funds are used to account for the business-type activities of a government. The proprietary funds category includes the following funds:
 - ▶ *Enterprise funds.* These funds are used to account for any activity for which external users are charged a fee for goods and services, even when the government subsidizes a portion of the activity's costs.
 - ▶ *Internal service funds.* These funds are used to account for activities that provide goods or services to other funds, as well as departments or agencies of the primary government, or to other government entities on a cost-reimbursement basis.
- ▶ **Fiduciary Funds** - Fiduciary funds are used to report on assets held in trust for the benefit of organizations or other governments that are not part of the reporting entity. The fiduciary funds category includes the following funds:
 - ▶ *Agency (custodial) funds.* Used to report on resources held in a custodial capacity, where funds are received, temporarily invested, and remitted to other parties.
 - ▶ *Investment trust funds.* Used to report the external portion of an investment pool that is reported by the sponsoring government.
 - ▶ *Pension and employee benefit trust funds.* Used to report on assets held in trust for pension plans, other postemployment benefit plans, and employee benefit plans.
 - ▶ *Private-purpose trust funds.* Used to report on trust arrangements where individuals, private organizations, and other governments are the beneficiaries.

City of College Place Funds Listing

Governmental	001	Current Expense Fund
	005	Current Expense Reserve Fund
	012	Technology Reserve Fund
	061	Employee Benefit Reserve Fund
Special Revenue	100	Street Fund
	120	Criminal Justice Fund
	121	Forfeited Proceeds Fund
	130	Hotel/Motel Tax
Debt Service	201	ULTGO Bond Fund
	202	LTGO Bond Fund
	235	Commercial Drive Bond Debt Service Fund
Capital	301	Street Capital Contribution Fund
	305	Capital Improvement Fund (REET)
	306	Capital Improvement Fund (REET 2)
	309	CDBG Projects Fund
	311	Street Improvement Fund
	315	Facility Maintenance Reserve Fund (CE)
	320	Equipment Reserve Fund
	330	Economic Development Fund
	340	Economic Development Reserve Fund
	400	Water Fund
Proprietary	410	Water Capital Reserve Fund
	413	Water Capital Improvement Reserve Fund
	426	Water Bond Reserve Fund
	431	Water System Construction Fund
	401	Wastewater Fund
	411	Wastewater Capital Reserve Fund
	412	Wastewater Debt Service Fund
	425	Water Revenue Bond Fund
	402	Stormwater Fund
	403	Stormwater Capital Reserve Fund
Internal Service	500	Equipment Rental & Replacement
Fiduciary	625	Flexible Benefits Plan Fund

Reserves/Contingencies

- ▶ Adequate reserve levels are a necessary component of the City's overall financial management strategy and a key factor in external agencies' measurement of the City's financial strength. Prudent use of reserve funds enables the City to defray future costs, take advantage of matching funds, and other beneficial (but limited) opportunities. Reserve funds provide the city with the ability to exercise flexible financial planning in developing future capital projects. Reserve funds are necessary to enable the City to deal with unforeseen emergencies.
- ▶ Unreserved Fund Balances - It is the City's policy to maintain an unreserved fund balance within all operating funds in a reasonable amount for emergency or unforeseen needs. The target ending fund balance shall be at least 17% of the budgeted revenues (excluding transfers in and interfund loan repayments) for the Current Expense Fund and at least 60 days' operating and maintenance expense for the other City operating funds.
- ▶ Debt Service Funds - It is the City's policy to maintain, as a target, a one (1) year average annual debt service payment reserve for all debt except assessment debt.
- ▶ Facilities Capital Reserve - The City has Facility Maintenance Reserve Fund #315 to address unforeseen City facilities capital expenditures. Contributions to the Facilities Capital Reserve Fund will be budgeted from the Real Estate Excise Tax (REET) #305 and #306 and/or Current Expense Fund #001 resources. The fund balance target to maintain in this account is \$300,000.
- ▶ Rainy Day Fund #005 - Once unreserved fund balance goals are met the City will establish a rainy day fund with the purpose of meeting any unforeseen municipal expense. Annual contributions to this fund will be budgeted from Current Expense Fund resources. All expenditures from this fund shall have prior approval of the City Council. The City will strive to achieve a target reserve fund balance of 10% of the Current Expense Fund's annual budgeted revenues (excluding transfers in and interfund loan repayments).

Budget

- ▶ The operating budget is probably a municipality's most important work product. The budget serves a number of functions:
 - ▶ At the most basic level it is a legal document that gives local government officials the authority to incur obligations and pay expenses.
 - ▶ It allocates resources among departments, reflecting the legislative body's priorities and policies, and controls how much each department may spend.
 - ▶ In most jurisdictions, the budget has evolved to include more than just financial data. Mission statements, goals, and objectives convey how budget decisions relate to a wider vision for the future of the municipality.
 - ▶ A budget can also be an evaluation tool, comparing commitments made in the previous year's budget with actual accomplishments.

Budget

- ▶ Why have a budget? Budgets play an important role for organizations of all sizes and forms. For example, budgets are used in managing the operations of government agencies, churches, hospitals, small businesses, and manufacturing companies. The expenditure levels in the budget are called appropriations and they represent spending limits.
- ▶ Appropriated Budgets
 - ▶ Appropriated budgets are mandatory in Washington State by RCW for Cities, Counties and Special Purpose Districts.
 - ▶ Budgets are adopted by:
 - ▶ Cities: by Ordinance
 - ▶ Counties: by Resolution
 - ▶ Special Purpose District: by local policy
- ▶ Budgeting affects the following managerial functions:
 - ▶ Planning, which involves setting goals to guide decisions and help motivate employees.
 - ▶ Directing, which involves decisions and actions to achieve budgeted goals.
 - ▶ Controlling, which involves comparing actual performance against the budgeted goals.

City's Budget Process

- ▶ March – August
 - ▶ Pre-Budget Items.
 - ▶ Council retreat.
 - ▶ Update and/or adopt financial policies.
 - ▶ Public hearings for capital facility plan updates.
 - ▶ Public forums or community outreach (ex: community priorities).
 - ▶ Mayor/Administrator communicates budget objectives to staff.
- ▶ Sept 13
 - ▶ Budget request to all department heads.
- ▶ Sept 13-26
 - ▶ Department heads prepare estimates of revenues and expenditures.
 - ▶ Clerk prepares estimates for debt service and all other estimates.
- ▶ Sept 25
 - ▶ Implicit price deflator calculated (only applies to cities of 10,000+ population).
- ▶ Sept 27
 - ▶ Budget estimates from department heads filed with clerk
- ▶ Oct 1
 - ▶ Clerk provides estimates filed by department heads to Mayor/Manager showing complete financial program.

City's Budget Process

- ▶ Oct 4
 - ▶ Mayor/Manager provides Council with estimates of revenues from all sources including estimates prepared by clerk for consideration of setting property tax levy.
- ▶ Mid-October to Mid-November (suggested)
 - ▶ Public hearing on revenue sources including possible increases in property tax.
- ▶ November 2
 - ▶ Mayor/Manager prepares preliminary budget and budget message.
 - ▶ Files with clerk and council.
- ▶ Nov 1-18
 - ▶ Publication notice of preliminary budget and final hearing.
- ▶ Nov 1-25
 - ▶ Public hearing(s) on preliminary budget.
 - ▶ Public hearing on revenue sources for levy setting.
- ▶ Nov 20
 - ▶ Copies of budget available to public.
- ▶ Nov 30
 - ▶ Property tax levies set by ordinance and filed with the County December.
- ▶ Dec 6
 - ▶ Final budget hearing.
- ▶ Dec 31
 - ▶ Budget adoption.

Financial Transparency

- ▶ Monthly Financial Reporting
 - ▶ Actual compared to Budget
- ▶ Financial Policy
- ▶ Comprehensive Annual Financial Reports
- ▶ Adopted Annual Budgets
- ▶ Debt Information
- ▶ All information available on City website

Questions???