



# Walla Walla County Community Development Department

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Date: December 1, 2016  
To: Walla Walla County Planning Commission  
From: Tom Glover, Director  
Lauren Prentice, Principal Planner  
RE: **Workshop Agenda Item No. 1** – ZCA16-004, Susan Buchanan

## **Summary of submitted application**

The applicant has proposed the following amendments.

- Amend [WWCC Chapter 17.08](#) to define ‘value-added agriculture’ and ‘Agritourism.’  
**“Value-added agriculture”** means the production, storage, marketing, and distribution of value-added agricultural products, including support services that facilitate these activities. This definition excludes the uses of winery type I and winery type II.  
**“Agritourism”** is short for “agricultural tourism” and refers to agriculturally related experiences provided for the enjoyment, entertainment, or education of visitors and which generates supplemental income for a working farm upon which the principal land use is agriculture, specifically the growing of crops.
- Amend [WWCC 17.16.014](#), Permitted Uses, to allow these two uses outright in the Agriculture Residential 10 (AR-10) zoning district.

## **Agricultural and Agritourism Uses/Categories and Summary**

Below is a list of possible categories of agricultural uses and agritourism and possible accessory uses.

- **Growing:** The growing of crops is an allowed use in all County zoning districts and defined as follows:  
***WWCC 17.08.253 - Growing of crops.** "Growing of Crops" means establishments primarily engaged in the production of crops, plants, vines, and trees (excluding forestry operations, retail nurseries, and commercial greenhouses); in the operation of sod farms; in the production of mushrooms, bulbs, flower seeds, vegetable seeds and seeds of field crops; and in the growing of hydroponic crops.*
- **Storage and/or packing of agricultural produce:** This is currently permitted outright in all four agricultural zoning districts (EA-120, PA-40, GA-20, and AR-10) as well as the most rural zones and all industrial zones.
- **Value-added Agriculture Processing:** This is currently not allowed in agricultural districts and there is no general category for value-added agriculture as proposed by the applicant. For example, “food and kindred products manufacture” is not currently allowed in any of the County’s four agricultural districts because this is considered to be an industrial land use. Under the current code there are a few exceptions that would allow for limited uses that could be classified as value-added agriculture: home occupations, wineries, distilleries. As presented by the applicant, adding a new category for “small scale value-added agriculture processing,” or something similar, could provide an opportunity for agricultural producers to diversify and conduct processing on a scale that is appropriate for an agricultural zoning district.

- **Retail sales of agricultural product or value-added agricultural product:** Generally, the following categories of retail sales are allowed under the current code in agricultural zones: produce stands and produce markets. Produce markets are permitted outright in all four zones, produce markets are allowed via the conditional use permit process in the AR-10, GA-20, and PA-40 zone (not permitted in EA-120). Other allowed retail sales includes nurseries, livestock trailer sales, and wineries. Many of these uses already in the code are allowed in most rural zones as well, including produce markets and produce stands.

***17.08.395 - Produce stand.** "Produce stand" means a roadside stand of less than one hundred twenty sq. ft. specifically for the display and sale of fresh fruits and vegetables where at least fifty percent of the produce for sale is produced on-site.*

***17.25.020 - Produce market.** A produce market is a facility for the display and sale of fresh fruits and vegetables where at least thirty percent of the produce for sale is grown within Walla Walla County or contiguous counties. A produce market may include, as incidental and accessory to the principal use, the sale of prepackaged food products and some limited nonfood items. [Allows for ancillary retail sales are limited to no more than 15% of the gross floor space and food service may not include a restaurant and has limitations on food service similar to wineries. There is no size limit for produce markets and no requirement that the market must be located on the same property as a farm.]*

- **Events:** Under current regulations non trade-related public and private events are allowed as an accessory use at wineries, with limitations and the assumption that wineries will have adequate parking and other facilities necessary to host events. Under the recent wedding and event center amendments, events are allowed at event center facilities in three agricultural zoning districts via the conditional use permit (CUP) process (not permitted in the EA-120 district). An administrative CUP is required for Type 1 facilities and a regular CUP heard by the Hearing Examiner is required for larger Type 2 facilities. These amendments, adopted in 2016, provide an opportunity for an agritourism enterprise to develop an event center. Outside of these provisions, what is not generally addressed in the code, or allowed, are temporary or seasonal events, or events not held at an event center or other use allowed to have events as an accessory use (like wineries).
- **Meals:** Restaurants, called 'eating & drinking establishments' in the code, are not an allowed use in agricultural zoning districts. Restaurants are also not permitted in rural zones, with the exception of the RAC district. Some limited food service is allowed at wineries, B&B's, wedding and event centers, and produce markets. Generally this means catered events or the sale of prepackaged foods. It is the recommendation of staff that restaurants should probably be excluded from any new category for agritourism.
- **Retail sale of other food or value-added agriculture products:** The sale of value-added agriculture products is really only allowed under the code at produce markets as an ancillary use and not many other situations. Adding a provision to allow for retail sales of value-added agriculture products at a small-scale processing or agritourism facility may be advisable.

- **Farm stays and lodging:** Temporary lodging and employee lodging is already addressed in the code and should probably be excluded from the proposed agritourism definition. B&B's, hunting/fishing lodges, and farmworker dwellings are currently allowed in agricultural zones with some limitations. In some cases a conditional use permit is required. No temporary lodging (B&B's or lodges) is allowed in the EA-120 zone.
- **Tours:** Generally not allowed under current regulations. This could be addressed by new agritourism category.
- **T-shirts and ancillary retail sales:** Under current regulations in agricultural zones, ancillary retail sales of 15% of the gross floor area of a product market is allowed ,as well as similar sales at wineries. If on-site retail sales are allowed at small-scale value-added processing facilities, maybe the same limitations should be imposed.

### Attachments

1. Zoning district purpose statements from Chapter 17.12

## **Revised Alternative Definitions**

Below are draft alternative definitions which have been modified by staff since the last workshop.

1. Simplified the categories for value-added products.
2. Added conditions 'e' and 'f' relating to retail sales.
3. Added condition 'g' limiting the size to 12,000 square feet, replacing the prior limit of 20 employees. It may be more difficult to enforce the employee limit; limiting the floor area could be a more straightforward and enforceable standard to limit these facilities to be 'small-scale.' 12,000 square feet is the limit for Type 1 wineries and breweries and the threshold that triggers SEPA environmental review for industrial/commercial uses.
4. Added three conditions to the agritourism definition to clarify what type of uses may be allowed (excluding event facilities, lodging, and restaurants) and limiting retail sales.

**"Small scale value-added agriculture processing"** means the production, storage, marketing, and distribution of regional agricultural products from one or more producers, including support services that facilitate these activities. Value-added agricultural products may be defined as any agricultural commodity that meets at least one of the following categories:

- a. Has undergone a change in physical state;
- b. Was produced in a manner that enhances the value of the agricultural commodity;
- c. Is aggregated and marketed as a locally-produced agricultural food product.

The processing facility shall meet the following conditions:

- a. The facility is not a slaughterhouse or mushroom substrate production facility;
- b. The facility is not a source of farm- or ranch-based renewable energy, including E-85 fuel (except for own use);
- c. The facility is supplemental and related to the primary permitted use;
- d. The facility processes at least 50 percent agricultural goods produced in Walla Walla County;
- e. The facility may conduct on-site retail sales of value-added products produced on site in a market area that is not larger than 400 square feet;
- f. Ancillary retail sales must be confined to fifteen percent of the total gross floor space of the retail area (maximum of 60 square feet), and must be clearly accessory to retail sales and marketing of the processing facility.
- g. The total gross floor area of the facility shall not exceed 12,000 square feet.

**"Agritourism enterprise"** refers to agriculturally related experiences provided on a working farm for the enjoyment, entertainment, or education of the public or invited groups. The agritourism enterprise shall support, promote, or sustain agricultural operations and production. Such activities include farm tours, hayrides, u-pick farms, classes, and picnic facilities. The enterprise shall meet the following conditions:

- a. An agritourism enterprise shall not provide any lodging for guests or employees, or include a restaurant or event facilities, unless otherwise allowed in the code.
- b. The agritourism enterprise may conduct on-site retail sales of products grown on site in a market area that is not larger than 400 square feet;
- c. Ancillary retail sales must be confined to fifteen percent of the total gross floor space of the retail market area (maximum of 60 square feet), and must be clearly accessory to retail sales and marketing of the farm.

### **Additional Issues to Resolve**

1. What zoning districts should 'small scale value-added agriculture processing' and 'agritourism enterprise' uses be allowed in? The original application would only affect the Agriculture Residential 10 district but there has been other interest in allowing these uses in other agricultural zoning districts. What about the Rural Agriculture or Rural Residential districts where the growing of crops and packing/storage of agricultural products is generally allowed?

Attachment 1 includes excerpts from WWCC 17.12.040 showing the purposes statements for the County's resource and rural districts.

2. What level of review should be required? Permitted outright? Administrative conditional use permit? Conditional use permit reviewed by the Hearing Examiner?



## Attachment 1

### Rural and Resource Zoning District Purposes Statements Excerpted from WWCC 17.12.040

- Primary Agriculture. All lands in this district are lands of long-term commercial significance. The purpose of this zoning district is to maintain the viability of irrigated and non-irrigated resource lands of long-term commercial significance. Uses are distinctive of the agricultural sector. Natural resource-related industries are priority compatible uses. Limited outdoor recreation uses and agricultural accessory uses and non-agricultural accessory uses and activities that support, promote, or sustain agricultural operations and production consistent with RCW 36.70A.177 are permitted. Residences are an allowed use. Clustering to preserve large tracts of resource land is the preferred method of residential land development.
- Exclusive Agriculture. All lands in this district are lands of long-term commercial significance. This district is intended to: preserve agriculture lands of long-term commercial significance; protect and preserve land for agricultural use in areas of large holdings with a minimum of roads and other utilities and services; recognize the desire of owners of large commercial agricultural operations to maintain those operations and limit the creation of nonfarm parcels. Natural resource related industries are priority compatible uses. Limited outdoor recreation uses and agricultural accessory uses and non-agricultural accessory uses and activities that support, promote, or sustain agricultural operations and production consistent with RCW 36.70A.177 are permitted uses. Residences are an allowed use in this district, but clustering of residential development is not allowed.
- General Agriculture. All lands in this district are lands of long-term commercial significance. The purpose of this zoning district is to perpetuate the viability of resource lands of long-term commercial significance. Land in this district is characterized by a mix of sparsely populated irrigated and non-irrigated lands within close proximity to existing transportation corridors and urban areas. Uses in this district are distinctive of the agricultural sector except that natural resource-related industries are permitted compatible uses. Limited outdoor recreation and agricultural accessory uses and non-agricultural accessory uses and activities that support, promote, or sustain agricultural operations and production consistent with RCW 36.70A.177 are permitted. Residences are an allowed use in this district and clustering to preserve large tracts of resource land is an encouraged method of residential land development.
- Agriculture Residential. All lands in this district are lands of long-term commercial significance. The purpose of this district is to maintain the viability of agricultural uses. Land in this district is located adjacent to existing rural lands, rural activity centers, and urban growth areas. Uses are distinctive of the agricultural sector. Large-scale natural resource processing industry is discouraged. Limited commercial-tourism and businesses that support agriculture are permitted. Residences are an allowed use and clustering to preserve large tracts of resource land is the preferred method of residential land development.
- Rural Remote. The purpose of this district primarily is to accommodate resource-oriented activities in on large rural lots that are not suitable for intensive farming and are generally not attractive for residential development. Land in this district typically is too far from an urban area to enable cost-effective provision of public services at this time. Uses in this district emphasize resource-oriented activities such as farming, grazing, timber harvesting, and mineral extraction. Residential and recreation uses also are appropriate in this district. In determining the appropriate implementing zoning district, factors such as the following should

be considered; historic platting patterns, road access, floodplain locations, land availability, and the surrounding built densities.

- Rural Agriculture. The primary purpose of this district is to accommodate smaller scale farming activity, and limited agricultural production on medium-sized rural lots. Limited residential and recreational uses also should be accommodated. In determining the appropriate implementing zoning district, factors such as the following should be considered; historic platting patterns, road access, floodplain locations, land availability, and the surrounding built densities.
- Rural Residential Mill Creek. The purpose of this district is to recognize and preserve the unique physical and visual characteristics of land and uses in the Mill Creek canyon. Uses should emphasize small scale farming, commercial uses appropriate for the agricultural nature of the area, and other uses consistent with the current rural character of the area. The minimum lot size in this district is five acres.
- Rural Residential. The purpose of this district is to provide a transition or a buffer between existing rural developments and areas of higher densities and higher or lower densities in the Burbank Rural Activity Center. Land in this district typically is too far from an urban area to enable cost-effective provision of public services at this time. Typical uses include small-scale farms, dispersed single-family homes, recreation, and other uses that do not require urban services. Within the Burbank Rural Activity Center limited recreational and community-oriented cultural uses are allowed.
- Rural Development. The primary purpose of this district is to recognize that there are certain rural areas within the county that are characterized by more intensive rural development but do not have the range of uses typically found in rural activity centers. These areas are previously platted neighborhoods or shoreline development areas where development patterns differ from those in the surrounding area, and they either include or have access to public facilities and services such as roads and water systems. Infill, new development, or redevelopment is allowed, as is the intensification of isolated nonresidential uses. New development of small-scale recreational or tourist uses with related commercial facilities is allowed as is the new development of isolated cottage industries and small-scale businesses that conform to the rural character of the area.
- Rural Activity Center. The purpose of this zone is to recognize the historic, unincorporated rural communities in the county. Rural activity centers are generally small, compact, isolated rural centers that primarily exist to provide housing, convenience goods, and services to residents in and around the area. They may also provide limited services to travelers and some tourist attractions. This zone is intended to allow a mixture of uses. Permitted uses in this zone include single-family residences, small-scale industries and businesses, and public facilities such as post offices, schools, and fire departments.
- Rural Farm Worker Community District. The primary purpose of this district is to provide housing for employees of agricultural operations and limited services to support the residents in a planned community that includes or is located in close proximity to agricultural processing facilities. Residential uses can include permanent and temporary single family or multi-family housing for farm worker employees and their families. Limited recreational and cultural uses in support of residents also should be accommodated. The range of appropriate resident-related services may include uses such as: day care facilities, meeting rooms, laundry facilities, offices, recreation facilities, health services, convenience retail uses, and storage facilities for residents. Residential densities are limited by the capacity for on-site sewage disposal.