16. A PUBLIC HEARING TO CONSIDER DRAFT AMENDMENTS TO THE PULLMAN COMPREHENSIVE PLAN AND ZONING CODE AND SET JUNE 28, 2011, AS THE DATE FOR A SECOND SET OF PUBLIC HEARINGS ON THIS MATTER.

STAFF REPORT

QUESTIONS FROM COUNCIL ON STAFF REPORT

OPEN PUBLIC HEARING

CLOSE PUBLIC HEARING

DISCUSSION

ACTION TAKEN

NOTES:

REQUEST FOR COUNCIL ACTION

For Meeting of : 5/3/11

ACTION REQUESTED:

Conduct the first of two sets of simultaneous public hearings to consider draft amendments to the Pullman Comprehensive Plan and Zoning Code related to a proposed expansion of the city's urban growth area.

Set a date by motion for the second set of public hearings on this matter.

BACKGROUND:

At the direction of the City Council, planning staff has been working with the Planning Commission recently to reevaluate the city's urban growth area for the purpose of providing an adequate supply of land for future development in this community. On March 23, 2011, the Planning Commission conducted simultaneous public hearings to consider proposed revisions to the Comprehensive Plan and Zoning Code regarding this matter. The proposal, as presented to the Commission at the hearings, was to expand the city's existing 7,850-acre UGA by about 6,755 acres around the periphery of the city to accommodate urban growth to the year 2060. The proposal involves amendments to the Land Use Plan Map and text of the Comprehensive Plan, and modifications to the Official Prezone Map established by the Zoning Code. After receiving public comment at the hearings, the Commission made minor adjustments to the proposal, and unanimously recommended approval of the Comprehensive Plan and Zoning Code amendments as adjusted.

For matters involving changes to prezone designations, state law requires that the City Council hold two public hearings at least 30 days apart. In April, the Council set May 3 as the date for the first set of simultaneous hearings regarding this proposal.

RECOMMENDATION:

Conduct the first of two sets of simultaneous public hearings on this matter and, by motion, set the date for the second set of public hearings for June 28, 2011.

FISCAL IMPACT: $_____

_____
BARS Code Number

SUBMITTED BY:

Name Pete Dickinson PD

Title Planning Director

Dept. Planning

ATTACHMENTS FOR COUNCIL REVIEW/ACTION:

1. Memorandum dated 4/27/11

REVIEWED BY:	Initial	Date
Department Head	PD	4/28/11
City Supervisor		
City Attorney (As to Form)	Cmj	4-29-11

CITY OF PULLMAN

Public Works and Planning Departments

325 S.E. Paradise Street, Pullman, WA 99163
(509) 338-3220 or (509) 338-3213 Fax (509) 338-3282
www.pullman-wa.gov

MEMORANDUM

TO: Mayor Johnson and Pullman City Council

FROM: Pete Dickinson, Planning Director

FOR: Meeting of May 3, 2011

SUBJECT: Urban Growth Area Reevaluation

DATE: April 27, 2011

DESCRIPTION OF PROPOSAL

Recently, the City Council adopted a goal to reevaluate the city's urban growth area (UGA) to ensure there is an adequate supply of land available for future development in this community. The Planning Commission and planning department staff have been working on this project over the past few years.

In January 2007, planning staff performed a land capacity analysis to determine the amount of property needed by the city over the course of the next 50 years based on state and local population estimates and urban land consumption formulas. In this study, the planning department projected that the city's then-current population of 27,150 would increase to 46,000 in 50 years time. The results of this analysis showed that property would need to be added to the UGA within the designated time frame.

It is noteworthy that, since the time this land capacity analysis was done, the U.S. Census Bureau conducted its decennial population count and released the results of this enumeration for all municipalities in Washington. The official 2010 population for Pullman was 29,799. This figure, like all formal Pullman population statistics, includes Washington State University students.

In June 2007, the Planning Commission conducted a public input session pertaining to the general topic of community growth. A summary of this meeting is provided in the July 2007 edition of the Planning Department Newsletter (available for review at the planning department page of the city's website).

Also, as discussed at previous Council meetings, city and county officials meet periodically to discuss land use matters of mutual interest. These matters include the county's allowance for cluster residential development (single family houses on lots averaging five acres), potential city utility extensions into unincorporated areas, and city/county tax sharing proposals. Since the county authorized cluster residential development around the periphery of Pullman in 2003, the city has expressed concern that this type of development could inhibit city growth. To help address this issue, the city and county adopted an interlocal agreement in 2004 which, among other things, prohibited cluster residences within most of the city's existing UGA. Staff is hopeful that, if an amended growth area map is adopted by the city, the county will honor it by disallowing cluster residential development within most or all of the new UGA.

Utilizing the input described above, the Planning Commission worked with staff to develop a proposed UGA map that could be presented to the citizenry for feedback at a public forum in April of 2009. The proposed UGA map that was created for this meeting, designed to accommodate the city's growth needs to the year 2060, is shown in Attachment "A." At this public forum, the Commission received input from citizens residing both inside and outside the city limits (See Attachment "B," Planning Commission Meeting Minutes of 4/29/09).

In July 2009, October 2010, and November 2010, the Commission held public meetings to review and amend the proposed UGA map in response to citizen and Commission member comments made over the last two years. Following these public meetings, planning staff made further revisions to the map upon learning that WSU had purchased approximately 220 acres of land northwest of the Pullman-Moscow Regional Airport.

The proposed 2060 UGA map that is offered for review at the City Council's upcoming public hearing on May 3 is included in Planning Commission Resolution No. PC-2011-3 (See the Comprehensive Plan Land Use Plan Map in Attachment "C"). On the map, the colored areas constitute the existing UGA, and the areas with black diagonal stripes represent the proposed expansion of the UGA. The specific colors and abbreviations on the map are explained in the legend. The total proposed UGA increase in area by

ESTIMATED INCREASE IN PROPOSED URBAN GROWTH AREA BY LAND USE CATEGORY	
CATEGORY	ESTIMATED INCREASE (in acres)
Low Density Residential	4,415
High Density Residential	685
Commercial	1,155
Industrial	280
Institutional (WSU)	220
TOTAL	**6,755**
NOTE: The existing Pullman UGA encompasses approximately 7,850 total acres.	

land use category is estimated in the table above.

The UGA represents the property, both inside and outside the city limits, into which the community expects to grow over a certain time frame. When a municipality expands its UGA boundaries, it does not mean that the city limits are changed. It simply means that the jurisdiction is facilitating future urban growth in the areas selected. In that way, the UGA can be considered as an invitation to the affected private property owners to annex their land if they are so inclined. In accordance with a long-standing practice in Pullman, the city itself does not initiate annexations, but instead relies on private parties to incorporate their property within the municipality's borders. Two policies from Pullman's Comprehensive Plan are particularly relevant in this regard. These policies are cited below.

Policy LU2.1: Consider favorably proposals to annex land in the urban growth area that meet the general criteria for annexation except under unusual circumstances, such as land particularly unsuitable for development or other use within the city, land with environmental or other considerations that would make it more logical for governance in the county, or land whose annexation would provide a glut of undeveloped property in the city.

Policy LU2.2: Consider unfavorably proposals to annex land outside the urban growth area except under unusual circumstances, such as land that is especially well suited for development, land with environmental or other considerations that make it more logical for governance in the city, or land that can be annexed at times when severe shortages exist for property to be developed in the city and land in the urban growth area cannot meet this need.

Urban growth area changes of the magnitude proposed herein warrant revisions to the text of the Comprehensive Plan as well. Consequently, planning staff prepared draft amendments to the language in the "Population and Demographics" and "Projected Growth" sections of Chapter 3 (Existing Conditions), and wrote proposed text changes to the "Description of Land Use Plan" section of Chapter 5 (Land Use Element). These suggested modifications, updated with the latest 2010 Census information, are also presented in Planning Commission Resolution No. PC-2011-3 (Attachment "C").

In addition, the proposed modifications to the UGA map necessitate draft changes to the city's Prezone Map so that the zoning code (and its maps) remains consistent with the Comprehensive Plan. The proposed Prezone Map is contained within Planning Commission Resolution No. PC-2011-4 (Attachment "D"). The prezone districts on this map reflect the general land use designations displayed on the Comprehensive Plan

Land Use Plan Map. Prezone districts are classifications adopted by the city for land outside the city limits, but they do not take effect until the property involved has been annexed.

PUBLIC HEARING ARRANGEMENTS

This matter involves simultaneous public hearings because the proposed amendments relate to both the Comprehensive Plan and zoning code. In preparation for these public hearings before the Planning Commission and City Council, planning staff conducted several activities. First, it prepared an Environmental Checklist for this project (See Attachment "E," Environmental Checklist). Following a review of this documentation, public works director Mark Workman, the responsible official for State Environmental Policy Act matters, issued a Determination of Nonsignificance for the proposal (See Attachment "F," Final Determination of Nonsignificance).

Next, the planning department distributed copies of the draft UGA map, with an explanation of its contents, to the following parties:

Pullman City Supervisor
Pullman Public Works Department
Pullman Police Department
Pullman Fire Department
Pullman Finance Department
Pullman Public Services Department
Pullman-Moscow Regional Airport
Pullman School District
WSU Capital Planning and Development Department
Whitman County Commissioners
Whitman County Public Works Department
Whitman County Planning Division
Washington State Department of Transportation (WSDOT)

In response, the planning department received the following correspondence:

- Memorandum from public works director Mark Workman, dated March 6, 2011 (Attachment "G")
- Memorandum from police chief Gary Jenkins, dated March 10, 2011 (Attachment "H")
- Email message from WSDOT region planning manager Charlene I. Kay, dated March 11, 2011 (Attachment "I")

Pullman-Moscow Regional Airport manager Robb Parish informed planning staff verbally that the existing commercial designations surrounding the airport provide sufficient protection for the airport, including the proposed realignment of the runway, and he commended the Planning Commission and planning staff for proposing additional commercial areas to the north and south of the facility. Fire prevention officer Rich Dragoo told planning staff verbally that the key considerations for satisfactory fire suppression in newly annexed areas are adequate water supply and all-weather access for fire apparatus; he also said that, in order to maintain the department's objective of a maximum six-minute response time for all of its services, an additional fire station(s) would be requested as urban development progressed. Parks superintendent Alan Davis commented in 2009 on a previous version of the UGA map that "the proposed 2060 Land Use Plan is exciting in the vast opportunity it presents for expansion of the city's pedestrian system and linkage throughout the community; the map really illustrates the need for long term park planning and development."

Finally, planning staff produced and distributed a notice for both the Planning Commission and City Council public hearings. The notice for the Council hearings was published in the Moscow-Pullman Daily News on April 22, and it was mailed on April 21 to 277 parties (including property owners in the greater Pullman area, local government officials, real estate agents and developers, and individuals who have offered comments to the Commission in the past regarding community growth).

REVIEW CRITERIA

The zoning code contains review criteria for evaluating amendments to the Comprehensive Plan and zoning code. The criteria established for Comprehensive Plan revisions are set forth in Zoning Code Sections 17.110.030 and 17.110.040 (See Attachment "J"). The applicable review standards for creating new or amended prezone districts are cited in Zoning Code Section 17.115.020 (See Attachment "K").

PLANNING COMMISSION REVIEW AND RECOMMENDATION

The Planning Commission conducted its public hearings regarding this matter on March 23, 2011. In its opening comments, planning staff entered as Exhibit No. 1 its memorandum to the Planning Commission (which is virtually the same as this memorandum to Council). Also, staff entered as Exhibit No. 2 a letter from Don Miller, dated March 21, 2011 (See Attachment "L").

At the hearings, the following individuals offered comments to the Commission:

Gary Kopf, 1916 Cherry Lane, Pasco (owns property on the east side of Pullman inside and outside city limits)
Lance Mitchell, 20992 SR 195 (owns property west of city)
Cheryl Morgan, 102 Hayward Road (owns property west of city)
Don Miller, 502 Johnson Road (owns property south of city)
Jeff Blum, 181 Pleasant View Drive (resides north of city)

During her presentation, Ms. Morgan submitted a letter from Larry and Cheryl Morgan, dated March 23, 2011, which was entered as Exhibit No. 3 (See Attachment "M"). As part of his remarks, Mr. Miller requested that the area south of the city limits along Johnson Road be designated as residential rather than commercial. To support his proposal, Mr. Miller submitted a map of the area (See Attachment "N"), and a sheet displaying photographs of the site (See Attachment "O"). These documents were entered into the record as Exhibit Nos. 4 and 5, respectively. A complete summary of the proceedings is provided in the Commission's March 23 meeting minutes (See Attachment "P").

After receiving public input, the Planning Commission discussed the matter. It agreed that the proposed land use designation for the property along Johnson Road should be changed from commercial to residential as suggested by Mr. Miller. Otherwise, the Commission expressed satisfaction with the proposal. Consequently, with the incorporation of the change for the Johnson Road area, the Commission voted unanimously to recommend approval of the draft Comprehensive Plan and zoning code revisions. Resolution Nos. PC-2011-3 and PC-2011-4 (Attachments "C" and "D," respectively) document the official recommendations of the Commission with regard to this proposal.

ACTION REQUESTED

A. Conduct the first of two sets of simultaneous public hearings on the proposed Comprehensive Plan and zoning code amendments.

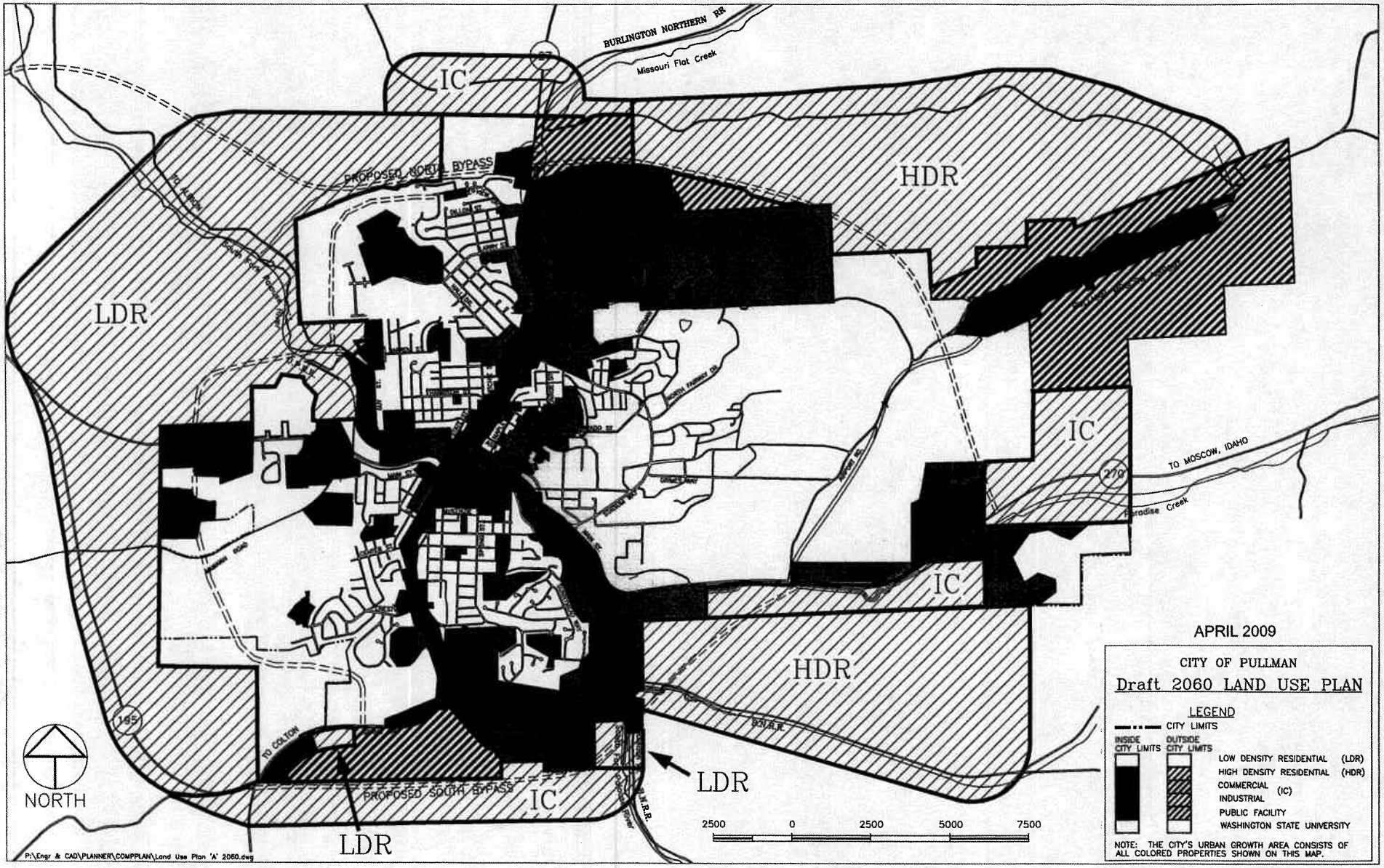
B. By motion, set a date for the second set of simultaneous public hearings. By state law, this second set of hearings must take place at least 30 days after the May 3 hearings. Planning staff suggests that this second set of hearings be scheduled for the Council meeting of June 28, 2011.

ATTACHMENTS

"A" April 2009 Draft 2060 UGA Map

"B" Planning Commission 4/29/09 Meeting Minutes
"C" Planning Commission Resolution No. PC-2011-3 (including the proposed Comprehensive Plan Land Use Plan Map and Comprehensive Plan text amendments)
"D" Planning Commission Resolution No. PC-2011-4 (including the proposed Prezone Map)
"E" Environmental Checklist
"F" Final Determination of Nonsignificance
"G" Memo from Mark Workman, dated 3/6/11
"H" Memo from Gary Jenkins, dated 3/10/11
"I" Email message from Charlene Kay, dated 3/11/11
"J" Zoning Code Sections 17.110.030 and 17.110.040
"K" Zoning Code Section 17.115.020
"L" Letter from Don Miller, dated 3/21/11
"M" Letter from Larry and Cheryl Morgan, dated 3/23/11
"N" Map of Johnson Road area, submitted by Don Miller on 3/23/11
"O" Photographs of Johnson Road area, submitted by Don Miller on 3/23/11
"P" Planning Commission 3/23/11 Meeting Minutes

ATTACHMENT "A"



CITY OF PULLMAN
PLANNING COMMISSION
Special Meeting Minutes
April 29, 2009

The City of Pullman Planning Commission held a special meeting at 7:30 p.m. on Wednesday, April 29, 2009, in Council Chambers, City Hall, 325 SE Paradise, Pullman, Washington with Chair Stephen Garl presiding.

ROLL CALL:	Present:	Anderson, Bergstedt, Crow, Garl, Gruen, Paulson, Shannon
	Staff:	Dickinson, Johnson

GARL	Called the meeting to order at 7:32 pm and called roll.
REGULAR BUSINESS Conduct a public forum on a proposed revision to the City of Pullman's urban growth area map.	Dickinson stated that the City Council requested a review of the urban growth area (UGA) to ensure room for continued City growth over the next 50-year time frame. Dickinson clarified that only upon annexation does any City pre-zone designation take effect for property in the UGA. Dickinson also stated that in his 25 years of experience with the City, he can recall only one city-initiated annexation case. Dickinson stated that the expectation for population growth is from the current approximately 27,000 to approximately 46,000 in the next fifty years, with a need for an additional 5,000 acres to accommodate that growth. Stated that this meeting was designed specifically to accept public comment regarding the most recent UGA map proposal. Dickinson answered questions regarding: how the population estimate was determined using a factor of growth over the last 10-15 years in an effort to be conservative and ensure that the estimate did not fall short; clarified City/County relationship and cluster residential development; providing a map showing current cluster residential developments in relation to the current city limits/UGA and the proposed UGA; consideration of cluster residential areas as potential annexation; common reason why homeowners request annexation is reliable water/sewer service provided by the City; the census population numbers for Pullman for 1990 (23,478), 2000 (approximately 24,000), and current (approximately 27,000).
GARL	Opened the meeting to public input.
KEN DUFT 801 Brayton Road	Stated that he is a resident of rural Whitman County and he was trying to understand the ring roads.
DICKINSON	Explained that Airport Road/Terre View Drive is an example of a

ring road around the City and described the placement of the other proposed ring roads.

LANCE MITCHELL
20992 SR 195

Stated that he lives on the 195 bypass southwest of town and that he lives on the west side of 195 with limited access. He opined expanding the City that far is futile for development because of limited access to highway 195. Stated that to the west of his property is nothing but farmland. Opined that not everything should be farmland and city limits; wants the possibility of owning acreage within a reasonable distance of town.

DICKINSON

Answered questions regarding the county preserving its interest along 195 to allow for commercial development of the property.

DAVE GIBNEY
760 NE Reaney Way
Pullman, WA 99163

Asked questions to understand why there were curved lines at the western edge of the proposed map and more definitive lines with right-angles to the east.

DICKINSON

Explained that the proposed map is very general and schematic and that staff has yet to consider property ownership or section lines.

JOAN FALWELL
1301 Kitzmiller Road

Stated that she resides approximately 100 feet outside of current city limits to the northeast and there are 27-28 houses already existing in that area. Questioned why High Density Residential (HDR) was represented on the east side of the proposed map with Low Density Residential (LDR) represented on the west side. Opined that every student comes equipped with a car and they live all over town, not just limited to a single area. Recommended looking at topography and giving long-term residents the opportunity for the best views in town. Asked the Commission to consider the less fertile ground for HDR. Also asked the Commission to look at the larger context and retain a green belt around the City.

DICKINSON

Responded by stating that HDR was proposed northeast of the city due to its proximity to WSU.

LAURA RISLEY
342 Eagle Lane

Stated that she and her husband have recently purchased property on Kitzmiller Road with the intent to build a residence. Stated that the majority of growth appears to be north of the City and questioned why there wasn't more to the south.

DICKINSON

Answered questions regarding WSU growth and how it occurs in waves that match the Baby Boom, Baby Boom Echo and, eventually, the children of the Baby Boom Echo. Stated that a market factor was included in determining the amount of land proposed for the UGA. With every decision regarding property

development, there is the need to consider all factors, including the current zoning and the City's planning.

GENE SOLOMON
103 Eagle Lane

Stated that he lives in a cluster development; that he is glad to live in a community with a 50-year growth plan; that he moved into the cluster development for the land and the potential to keep animals. Suggested that the zoning code at some level should consider the original uses of the land. Recommended that the County and City look at neighborhood communities.

DISCUSSION

Commissioners discussed buffering between zones and transitioning from one zone type to another.

ALAN RISLEY
Eagle Lane

Stated that he works at Schweitzer Engineering Laboratories (SEL) as an engineer. Opined that the City does not provide the opportunity for larger lots. Stated that his "pie in the sky" goal would be to have a new zoning designation created that allows for larger lots within City limits. In relation to HDR to the northeast, stated that much of that land is already cluster developed and there won't be an opportunity to develop it as HDR. Opined that HDR is in opposition to current development of the land. Suggested using LDR for the land surrounding the current developments.

DICKINSON

Stated that the City and the County have discussed the issue of large lots and that it becomes cost-prohibitive within the City limits because of the development standards for paved streets, curbs, gutters, sidewalks, etc. The City did consider, about ten years ago, perhaps allowing for large-lot subdivisions within the City and relaxing design standards but decided not to do that primarily because the City felt the responsibility to develop at urban densities within the City to preserve the fertile farm ground. At the same time, the County was talking about cluster development and the City decided to let the County handle the large-lot developments.

COLLEEN MacDONALD
1912 NW Canyon View

Stated that she lives in the Copper Basin development near the high school. Stated that she is a realtor. Explained that there is acreage available within the City limits, but it is very rare. Expressed concern about the proposed bypass running through LDR and up to HDR. Questioned the thoughts on the safety along the bypass.

DICKINSON

Stated that the proposed north bypass was conceived in the 1970s and that the State purchased that land for right-of-way but has no plans to develop it at this time. Answered questions regarding the ring roads and the north and south bypasses. Construction on the south bypass and development of such will be market driven and that land is not owned as right-of-way yet.

REX THORNTON
72 Pleasant View

Suggested the HDR should be along the bypasses and ring roads rather than just within proximity to WSU. Desires to see consideration given for walking/cycling paths. Concerned about concentrating the HDR into a "ghetto." Asked where future schools would go; about multi-zone properties. Stated that the average lot size along Kitzmiller Road is five acres. Pointed out that the county road in the area of Kitzmiller Road, and continuing on to Airport Road, is a popular runner's route.

DON SHEARER
445 Country Club Road

Applauded the Commissioner's service to the City. Stated that he received notice of the meeting on the 22nd and opined that one week is not enough time to prepare. Stated that he owns property just west of 195. Opined that these proposed lines on the map do affect property values, and that the land to the west of 195 is a "revenue grab" on the part of the City.

DICKINSON

Stated that the factor in including land on both sides of the roadway in the proposed UGA is that the cost of constructing services along the road would lead to pressure for development along both sides.

KEN DUFT
801 Brayton Road

Stated that the County does not have much pull with the State in regards to limited access requirements along Highway 195.

NANCY GREGORY
1800 SE Johnson Ave. H

Stated that she lives on or near the proposed South Bypass and opined that the discrepancy should be resolved. Suggested considering WSU's growth in relation to students. Opined there could be better numbers provided related to the City's growth. Stated the South Bypass is a concept about 40 years old and that it was originally proposed to be quite south of City limits; opined that the developments and annexations of land since that time have made it so the proposed roadway is no longer a bypass but instead is now in, or about to be within, the City limits. Suggested the Commission look closely at the estimated growth numbers and also to consider traffic counts.

ALLISON MUNCH-ROTOLO
635 NE Illinois Street

Stated that she was unsure about the growth estimate. Offered anecdotal information about people choosing to live where they are attached and working elsewhere, including a neighbor who is attending high school completely online and a friend who lives in one city and telecommutes to a job in another.

ALEX HAMMOND
1110 NE Indiana Street

Stated that he is a member of PARD. Opined that the population growth numbers are inflated and should be reviewed; that the City has inflated expectations for the proposed UGA; that much of WSU's growth will occur at branch campuses and through Distance Learning; that the current plan encourages sprawl and the use of

cars. Suggested that the Comprehensive Plan should be addressed before the UGA is decided. Answered questions about how he would write up the map.

DICKINSON

Answered questions regarding the availability of land for development within the current City Limits and UGA and stated that the current UGA would accommodate about ten additional years of growth. Stated that projected population growth numbers from the Washington State Office of Financial Management (OFM) were used for the next 25 years, which is as far out as they are available, and extrapolated from that point to determine the 50-year numbers.

ROBERT LLOYD
1030 SW Latour Peak St.

Stated that he is opposed to LDR along the west edge of Highway 195. Opined that the current zoning requirements are affecting recruitment to Pullman and suggested an R0 zoning designation to set aside ½-acre to 3-acre lots. Questioned whether property owners have been annexed against their will.

DICKINSON

Responded to Mr. Lloyd's question about owners being annexed against their will and indicated that it does happen because there are two routes to annexation; annexation can be based on the valuation or acreage and the number of eligible voters. Answered a question regarding the largest single annexation to the City being the Gray Estate of approximately 250 acres.

GARY KOPF
1916 Cherry Lane
Pasco, WA

Stated that he owns two 40-acre parcels which are not currently included in the proposed UGA that he would like to have included in the UGA. Stated that he would support a transitional zoning with <10-acre lots with minimal development standards. Clarified that HDR is not the only option and requested that HDR in the southeast corner be changed to LDR.

DICKINSON

Answered questions about requested HDR zones having a minimum and maximum development level requirement and explained that staff "painted with a pretty broad brush for purposes of this UGA discussion."

JEFF BLOOM
181 Pleasant View

Stated that he appreciated the public forum and that he recognized that the current proposed map is for general areas. Questioned where the process goes from here. Stated that he supports lower density development near the existing Kitzmiller Road cluster development.

GARL

Stated that the Commission is charged with balancing the wants and needs of the City with those of their constituents.

DICKINSON	Stated that comments are also being accepted in a written format. Explained that the Commission would provide leadership in changing the layout of the proposed UGA. Stated that Staff hopes to get this process wrapped up in the fall of this year.
LAURA RISLEY 342 Eagle Lane	Asked what the population density is per acre in HDR and asked the Commission to consider that type of density neighboring an existing extremely low-density development.
EILEEN MACOLL 1165 S. Grand Ave., #58	Suggested that the South bypass be located further south. Opined that the growth projections are probably too conservative based on WSU soon having an experimental station for biomass conversion and the growth of SEL. Warned against looking ahead only five years, but also to consider being able to look back 50 years and know they did the right thing. Opined that the proposed UGA would "give this community more elbow room."
ANDERSON	Clarified that the City must follow the OFM figures. Stated that when considering the growth of WSU, although undergraduate figures may be stagnant or shrinking, it is important to recognize the growth in graduate students and post-doctoral fellows.
DAVE GIBNEY 760 NE Reaney Way Pullman, WA 99163	Stated that the population growth numbers are speculation. Suggested that the Commissioners listen to the concerns of those along Kitzmiller Road. Opined that this is a City and that larger lots would not remain because property tax is determined for the "best use" of the land, not the current use. Stated that there was a lot of discussion about mixed-use development and zoning options during the last Comprehensive Plan. Opined that it is better to plan for a larger area than to plan too tight and not have enough. Stated that the City Council finalized zoning on a recent annexation at their meeting of April 28, 2009. Suggested that in the construction of the South Bypass the City learn from the mistakes of Bishop Boulevard.
JUDY McMURRAY 825 Old Moscow Road	Stated that she does not want her land or surrounding neighborhood to be developed as HDR.
JEFF BLOOM 181 Pleasant View	Questioned the legitimacy of the OFM population estimates.
DICKINSON	Stated that the OFM numbers have generally been accurate and opined that the OFM is pretty careful in determining those numbers. Clarified that the OFM provided a population estimate out to 2025.
DON SHEARER 445 Country Club Road	Stated that he was skeptical about the OFM population estimate numbers and wondered how annexation affects property rules.

DICKINSON	Explained that annexed property is subject to City zoning requirements.
MIKE RODEEN 22608 SR 159	Stated that he lives on the corner of Wawawai Road and Highway 195, runs a horse-boarding operation, have a stream on their property controlled by the government, and have some CRP ground. Stated that several years ago he attended a meeting in Colfax and a Council member at that time commented that the City had no interest in moving to the west side of Highway 195. Stated that he doesn't want to give up his animals, and doesn't want to be in the City of Pullman; he would really object to the City annexing the land to the west of the Highway and would not want to have his own property within the City limits.
GARL	Thanked all the participants. Closed the public input portion of the meeting. Stated that the Commission will take all of the input under advisement and go back to the map at a future meeting.
DICKINSON	Stated that the Commission would likely pick up the topic again in June or July.
GARL	Stated that there would probably be a public hearing in the fall, the results of which would be forwarded to the City Council.
UPCOMING MEETINGS	Dickinson stated that there is no known business for the Commission's regular meeting on May 27, though both Paulson and Anderson will be unavailable and Crow might be unavailable. No comments regarding the regular meeting of June 24, 2009. Paulson indicated he would not be available for the July 22, 2009 regular meeting.
MOTION	Shannon moved to adjourn the meeting. Seconded by Crow and passed unanimously.
ADJOURNMENT	The meeting was adjourned at 10:35 pm

ATTEST:

Chair

Pete Dickinson
Planning Director

Bethany D. Johnson
Secretary

BEFORE THE PLANNING COMMISSION
FOR THE CITY OF PULLMAN

In the Matter of Proposed Comprehensive Plan Revisions Related to Adoption of a 2060 Comprehensive Plan Land Use Plan Map and Associated Amendments to the Text of the Comprehensive Plan	) Resolution No. PC-2011-3)) A Resolution Representing the) Official Determination of the) City of Pullman Planning Commission

WHEREAS, the Pullman City Council initiated action to consider amendments to the Comprehensive Plan and Zoning Code for the purpose of reevaluating Pullman's urban growth area to ensure there is an adequate supply of land available for future development in the community; and,

WHEREAS, notice of the Planning Commission public hearings on this matter was published in the Moscow-Pullman Daily News on March 12, 2011, and said notice was mailed to interested parties on March 11, 2011; and,

WHEREAS, simultaneous public hearings were held before the Planning Commission regarding the proposed amendments to the Comprehensive Plan and Zoning Code on March 23, 2011 in the Council Chambers at City Hall, SE 325 Paradise Street, Pullman, Washington, at which hearings public comment from persons interested in the proposed amendments was solicited; and

WHEREAS, this Commission has considered the provisions contained in Pullman Zoning Code Section 17.110.030 regarding the proposed amendments to the Comprehensive Plan; and,

WHEREAS, this Commission finds that the proposed amendments to the Comprehensive Plan would promote the public health, safety, and welfare and would be a benefit to the residents of the city;

NOW, THEREFORE, the Planning Commission for the City of Pullman hereby makes and enters its formal

Recommendation

The proposed amendments to Chapters Three and Five of the Comprehensive Plan set out in Exhibit "A," attached hereto and by this reference made a part hereof as though set forth in full herein, are forwarded to the City Council with a recommendation for approval.

DATED this 5th day of April, 2011.

Stephen Gall, Chairperson
Pullman Planning Commission

ATTEST:

Pete Dickinson
Pete Dickinson, Planning Director

TRANSMITTED to the City Council through the office of the Mayor by the Planning Commission pursuant to the provisions of Zoning Code Section 17.180.040 this 5th day of April, 2011.

RECEIVED by the Mayor this 5th day of April, 2011, and certified by the Finance Director as to the date of receipt thereof.

Glenn A. Johnson, Mayor

William F. Mulholland, Finance Director

CHAPTER THREE
EXISTING CONDITIONS

Pullman, located at latitude N 46°43'40" and longitude W 117°11'00", is situated in the southeastern part of Whitman County, Washington, in the heart of the agricultural region known as the Palouse (see Figure 1-1). The city occupies approximately eight square miles of land, with an estimated 1998 population of 25,070. It is the largest city in Whitman County.

LAND FORM

The rich farm land of the Pullman area originated as wind-deposited silt or loess, commonly known to geologists as the *Palouse Formation.* The source of this material was most likely from the silt and clay outwash from the ice sheets of the Pleistocene era. The hilly topography of the region is the result of erosion. These rolling hills surround narrow stretches of flat land, which define the area's drainage patterns. Ground elevations within the city range from approximately 2,300 feet to more than 2,700 feet above mean sea level.

The Pullman area contains eleven major soil types, as identified in the *Soil Survey of Whitman County, Washington*, prepared by the U.S. Department of Agriculture, Soil Conservation Service (1980). Most of these soils are well-drained, moderately deep, and moderately permeable. Of the area's soil types, the Thatuna silt loams with slopes greater than seven percent are identified as having the potential for severe erosion hazard. In addition, some areas with steep slopes may be considered as landslide hazard areas. Soils with limitations for building development are identified in Pullman's *Growth Management Manual.*

Missouri Flat Creek, Dry Fork Creek and Paradise Creek meet the South Fork of the Palouse River in Pullman. The drainage basin of the South Fork of the Palouse River is approximately 132 square miles, located north, east, and south of the city. The eastern boundary of this drainage basin is the crest of the Moscow Mountains in Idaho, at an elevation of approximately 5,000 feet.

Pullman is susceptible to periodic flooding, with the earliest of such recorded events occurring in 1884. The largest flood event since the settlement of the city occurred in 1910, when flood waters (estimated to be a 125-year event) destroyed bridges, buildings and streets in the downtown area. One-hundred-year flood events occurred in 1948 and in 1972, and smaller events happened more recently, in 1996 and 1997. Floodways and flood fringe areas are identified on maps prepared in 1981 by the Federal Emergency Management Agency for the National Flood Insurance Program. Figure 3-1 shows flood hazard areas.

Pullman, along with all of Whitman County, is identified in the *Uniform Building Code of Washington State* in Seismic Zone 2B, a medium-risk zone. There are no known faults likely to create a seismic hazard within the city. Pullman also contains no mine or volcanic hazard areas.

FIGURE 3-1
CITY OF PULLMAN
100 YEAR FLOODPLAIN
LEGEND
CITY LIMITS
FLOODPLAIN
TO MOSCOW, IDAHO
TO ALBION
TO COLTON
South Fork Palouse River
Dry Fork Creek
Sunnyside Creek
Missouri Flat Creek
U.P.R.R.
B.N.R.R.
Johnson Rd.
Terre View Dr.
Grand Ave.
Stadium Way
Valley Rd.
Bishop Blvd.
Dorsey St.
Crestmont St.
Main St.
Kamiaken St.
Maple St.
Ash St.
Walnut St.
Olsen St.
Davis Way
Nye Way
Wawawai Rd.
Pullman-Moscow Airport
270
27
195
2000
0
2000
4000
6000 Feet
NORTH

AIR AND SURFACE WATER QUALITY

There is no data available relative to general ambient air quality conditions for the city of Pullman. However, the Pullman area is considered to be free from any excessive air pollution, except for seasonal smoke from field stubble burning and dust storms from cultivated fields.

Automobile traffic in Pullman is a potential source of air pollution emissions in Pullman. These emissions are carbon monoxide, hydrocarbons, nitrogen oxides, and particulates.

Local surface water quality has been adversely affected by agricultural and urban activities in the region. Up-river, mining, logging, and other operations have also exacerbated water quality. The South Fork of the Palouse River and/or its tributaries have exceeded federal water pollution standards for temperature, turbidity, nitrate concentrations, and coliform density. In response to this, the Palouse Conservation District in Pullman has initiated a local watershed planning effort by organizing a group of scientists, farmers, public officials, and interested citizens to identify problems and propose solutions.

Local wetlands can play an important role in improving surface water quality, as well as providing valuable habitat for wildlife and vegetation. Pullman's *Growth Management Manual* (GMM) protects the city's wetlands and associated buffer areas by either preventing their disturbance or requiring that their functions and values be replaced through mitigation measures.

Under the Washington State Four-Tier Wetlands Rating System, wetlands are ranked as Category I (highest quality) through IV (lowest quality). Although Pullman has no known Category I wetlands, the GMM does designate the following areas as Category II wetlands:

- South Fork of the Palouse River
- Missouri Flat Creek
- Paradise Creek
- Sunshine Creek
- Terre View Wetland
- Airport Road Creek

The city contains a number of Category III and IV wetlands as well. Known Category III and IV wetlands are well-dispersed throughout the city and new ones are continuously being identified as development is proposed for vacant properties.

VEGETATION AND WILDLIFE

Within the city, there are four species of plants listed as endangered, threatened, or sensitive by the state of Washington. They are Palouse goldenweed, Spalding's silene, Palouse milk-vetch and Jessica's aster. A more detailed description of these plants can be found in the city's *Growth Management Manual* (GMM).

Plant species designated to be of possible local importance in the GMM are the Black Hawthorn/Snowberry plant community and the Idaho fescue/Snowberry plant community. These habitat areas are found in various locations throughout greater Pullman.

There are no state-designated endangered, threatened or sensitive fish or wildlife species identified in Pullman. Known wildlife habitats identified as being of local importance in the GMM are the city's parks and cemeteries, wetlands and their respective buffer areas, the Pullman-Moscow Regional Airport, and the city nursery area located near Douglas Drive. Animals (such as deer, beavers, and coyotes) and birds (such as pheasants, hawks, and owls) are plentiful in the region.

Designated plant and wildlife habitat areas in Pullman are protected through the provisions

of the GMM in a similar manner to that described above for wetlands. The manual calls for protection of the resource either through preservation of habitat or compensatory action for displacement impacts.

LAND USE

The city features several types of land uses, varying in intensity from open space to industrial. Table 3-1 shows land use acreage by type in 1998, and Figure 3-2 shows where these land uses are located.

The urban core of the city began at the confluence of Missouri Flat Creek and Dry Fork Creek. This downtown center serves the residential areas that have developed on Pullman's four hills. Surrounding the city on all sides is prime agricultural land, regarded by many as some of the richest soil on the planet. As development has occurred in and around Pullman, agricultural uses have been displaced. It is anticipated that such displacement will continue to occur as development pressures persist.

Since its inception in 1890, Washington State University (WSU) has virtually defined the city's growth and development patterns. Nearly 50 percent of land within the city limits is owned or controlled by the university. In addition, many land use decisions in other areas of the city are directly or indirectly affected by WSU.

The city's residential areas have developed in a compact development pattern of single-family and mixed density areas. Pullman has a greater percentage of high density, multi-family residences than other cities of similar size in eastern Washington, primarily in response to the market demands presented by students, faculty, and staff at WSU. There are more units of multi-family housing than single family homes.

Table 3-1
Existing Land Uses within City Limits

Land Use	Acres	Percent
Residential	1,413	37.2
Low Density	1,093	28.8
High Density	320	8.4
Commercial	242	6.4
Industrial	222	5.8
Parks and Open Space	86	2.3
Public	210	5.5
WSU	1,622	42.7
TOTAL	**3,795**	**100.0**

Source: City of Pullman (1998)

Within the more recent past, increasing amounts of land have been devoted to industrial development. Also, for the first time, industrial development is occurring in areas located outside floodplains.

Some property within the city is utilized for agricultural purposes. However, the city has not designated any land to be of long-term commercial agricultural significance, as permitted under the provisions of the Washington Growth Management Act. There is also no property categorized as forestland in Pullman.

Mining is permitted as a conditional use in some industrial areas of the city. However, this activity is not considered to have any long-term commercial significance. Therefore, no mineral resource lands have been designated in Pullman.

Pullman includes vacant property sufficient to accommodate substantial growth within the city limits. Estimates of available land are shown in Table 3-2.

Table 3-2 Acres of Vacant Land in 1998 by Land Use Category within City Limits	
Category	**Acres**
Low Density Residential	481
High Density Residential	434
Commercial	209
Industrial	359
TOTAL	**1,483**
Source: City of Pullman (1998)	

POPULATION AND DEMOGRAPHICS

The city's ~~1998~~ population in 1998 (the base year for much of the information contained in this plan) was estimated at 25,070. ~~This number represents an increase of 6.8 percent over the 1990 U.S. census count of 23,478.~~ The 2000 and 2010 Census population counts for Pullman were 24,675 and 29,799, respectively. During the 1990s, the city's population increased at a 5.1 percent rate. In the decade between 2000 and 2010, the number of community residents expanded by 20.8 percent.

The city estimates that, in 2010 ~~1998~~, the number of WSU students living in Pullman was 17,320 ~~14,500~~ (comprising 58 percent of the total population). Of course, during semester breaks and throughout the summer months, the student population in town decreases markedly.

Due to the large contingent of university students in the community, Pullman's population is quite young when compared to other cities. About two-thirds of the city's population is 24 years old or younger. Approximately four ~~five~~ percent of the population is 65 years of age or older. Since ~~Through~~ the 1990's, efforts have been made to retain more retirees in Pullman through the provision of appropriate housing and services.

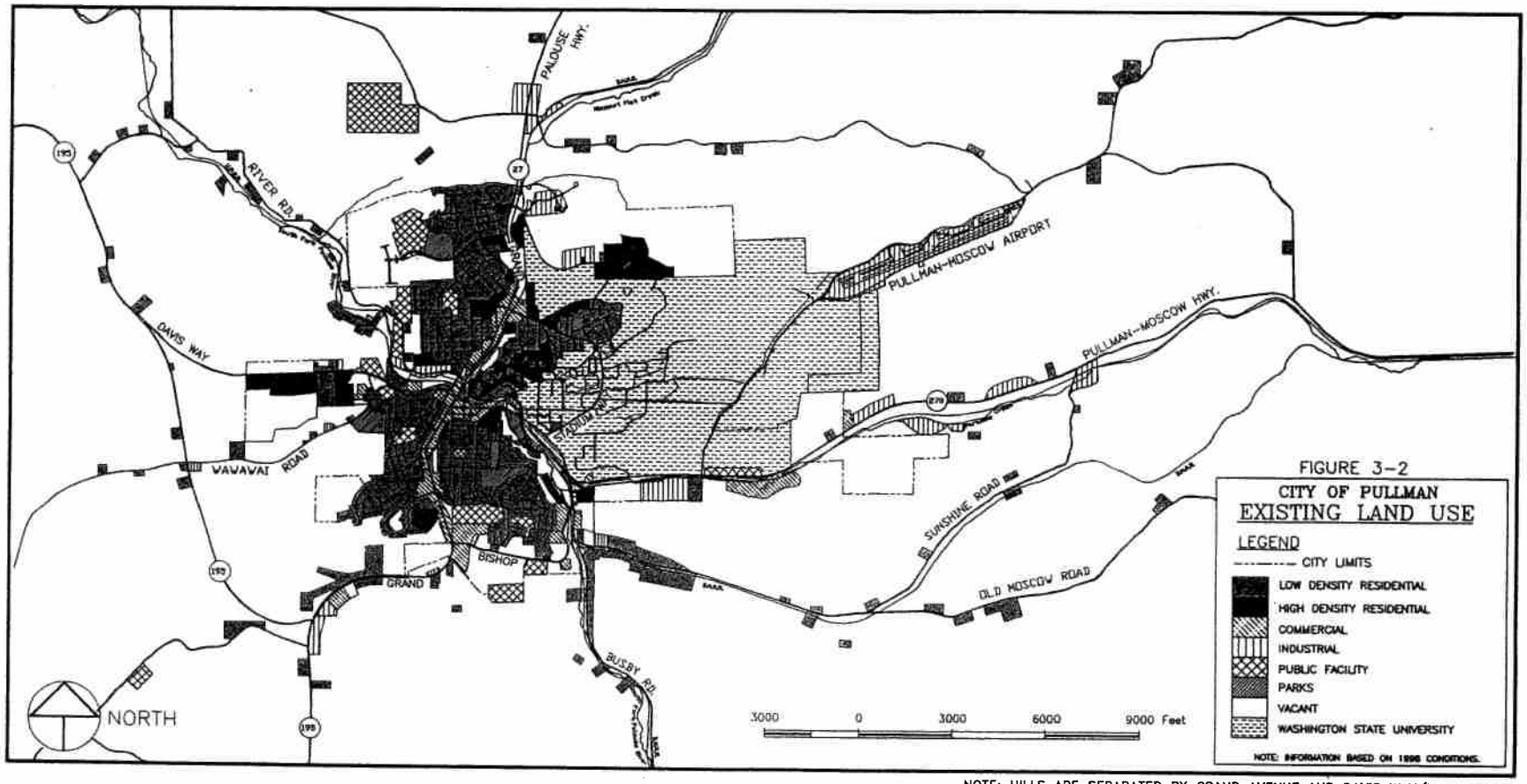
2009 Census Bureau ~~1990 census~~ figures show that per capita income in Pullman was $15,629 ~~$9,375~~ and median household income was $21,856 ~~$17,886~~. For the state of Washington as a whole, per capita income was $29,320 ~~$14,923~~ and median household income was $56,384 ~~$31,183~~. The income figures for Pullman are lower than those for the state primarily because of the substantial student population here.

The racial composition of the city~~'s population~~ is marked by a sizable ~~reflects a largely homogenous,~~ white population, which comprises 79.3 ~~approximately 88~~ percent of the total ~~population~~. The largest non-white racial group is Asian~~/Pacific Islander~~, at 11.2 ~~8.5~~ percent of total population. Blacks represent 2.3 ~~1.9~~ percent of the population, while less than one percent are listed as ~~Native~~ American Indian/Alaska Native. Persons of Hispanic origin, regardless of race, comprise 5.4 ~~2.3~~ percent of the population.

PROJECTED GROWTH

In the past, growth in Pullman has been very closely tied to growth at WSU. While WSU is expected to continue to be a major driver of change in the city, the trend in recent years has been to a diversification of the economic base. The WSU Research and Technology Park and Port of Whitman County Industrial Park are home to a variety of businesses building off the research and training of the academic community.

The Washington Office of Financial Management (OFM) prepares population and employment forecasts for each county and the state as a whole. State law mandates use of these forecasts as the basis for long range



NOTE: HILLS ARE SEPARATED BY GRAND AVENUE AND DAVIS WAY/MAIN STREET

College Hill (NE)

	ACRES	
• LD RES.	146.6	
• HD RES.	156.2	
• COMMERCIAL	49.0	
• INDUSTRIAL	192.5	
• PARKS	8.1	
• PUBLIC FACILITIES	18.7	
• WSU	1622.4	
• VACANT		522.2
Z LD RES		3.6
O HD RES		276.4
N COML		65.4
E INDL		176.8
TOTAL		2715.7

Military Hill (NW)

	ACRES	
• LD RES.	378.4	
• HD RES.	48.6	
• COMMERCIAL	31.7	
• INDUSTRIAL	12.9	
• PARKS	22.9	
• PUBLIC FACILITIES	97.7	
• VACANT		296.7
Z LD RES		233.1
O HD RES		42.1
N COML		
E INDL		21.5
TOTAL		888.9

Sunnyside Hill (SW)

	ACRES	
• LD RES.	275.6	
• HD RES.	81.1	
• COMMERCIAL	41.4	
• INDUSTRIAL	6.7	
• PARKS	20.5	
• PUBLIC FACILITIES	17.5	
• VACANT		206.4
Z LD RES		116.1
O HD RES		68.9
N COML		21.4
E INDL		
TOTAL		649.2

Pioneer Hill (SE)

	ACRES	
• LD RES.	292.5	
• HD RES.	33.7	
• COMMERCIAL	120.3	
• INDUSTRIAL	10.3	
• PARKS	34.6	
• PUBLIC FACILITIES	76.5	
• VACANT		458.4
Z LD RES		128.0
O HD RES		46.8
N COML		122.6
E INDL		161.0
TOTAL		1026.3