MEMORANDUM

TO: Pullman Planning Commission

FROM: Pete Dickinson, Planning Director

Heidi Sowell, Assistant City Planner

FOR: Meeting of November 16, 2005

SUBJECT: Proposed Fairbanks Annexation

DATE: November 10, 2005

Staff Report No. 05-25

BACKGROUND

On November 3, 2005, Alfred Fairbanks filed a "Notice of Intent to Annex Real Property" with the city. This proposal involves the annexation of approximately 57.8 acres of land located north of the city limits and west of State Route 27 (See Attachment "A," Location and Zoning Map, and Attachment "B," Notice of Intent to Annex). The subject property does not border the city limits; the proposed North Bypass right-of-way owned by the State (State Route 276) is located between the subject property and the city limits on the southernmost property line. The parcel under consideration is contained within the city's urban growth area set forth in the 1999 Pullman Comprehensive Plan. This growth area was created to accommodate urban development over the 20-year time horizon envisioned in the plan. The Comprehensive Plan land use designation for the parcel in question is Commercial and Low Density Residential. The prezone classification for the property is C3 General Commercial and R2 Low Density Multi-Family Residential. The land under consideration is currently farmland.

This type of annexation request is processed in two steps. The first step is initiated with the submittal of a Notice of Intent to Annex. This notice is reviewed by the Planning Commission and City Council. If the Council accepts the annexation, the applicant begins the second stage by filing a Petition for Annexation. The Council then holds a public hearing to consider this petition and, at the conclusion of this hearing, acts on an ordinance approving or denying the requested annexation.

Memorandum to Planning Commission November 10, 2005 Page 2

As noted above, the Commission is the first committee to consider a proposed incorporation. According to Zoning Code Subsection 17.20.070(7), the Commission is mandated to "review and make recommendations on pending annexations to the City."

COMMENTS OF AFFECTED DEPARTMENTS/AGENCIES

Several departments and agencies were recently provided notice of this proposal. These agencies, and their responses, are provided below.

- a. **Pullman Public Works Department**: Commented that access to this property from SR 27 will require a Right-of-Way Access Permit from the Washington State Department of Transportation.
- b. Pullman Public Services Department: Noted that thought should be given to the future pedestrian access from the R2 prezone area through the C3 prezone area and along SR 27 to tie into the existing paths and commented that appropriate buffers should be considered as the R2 property develops adjacent to the proposed North Bypass.
- c. Pullman Police Department: no response
- d. Pullman Fire Department: No comments on the proposal.
- e. **Pullman Finance Department**: Commented that a recent analysis shows a positive fiscal impact of approximately \$60 per household; fiscal impact of commercial development is highly variable, but is usually more favorable than residential development (See Attachment "C," email message from finance director Troy Woo)
- f. Pullman School District: no response g. Whitman County Planning: no response

COMPREHENSIVE PLAN PROVISIONS

The Pullman Comprehensive Plan includes a number of standards that apply to annexation proposals. The pertinent provisions are cited below.

- GOAL LU2: Annex land to accommodate growth in an orderly fashion, considering the needs and desires of the property owner, the community, and the adjacent residents, and considering the costs of extending service.
- 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 LU2.3: Ensure that proposed annexation areas can be furnished with city water, sanitary sewer, and storm drain service without having lines run through unincorporated areas.
- Policy LU2.4: Consider the fiscal impacts of extending services to annexation areas based on the proposed uses and/or prezone designations and require that, in most cases, new development bear the cost of these services. The annexation may be conditioned on capital improvements being made and agreements for bearing other costs being completed.
- Policy LU2.8: Require property owners within an area to be annexed to assume their proportionate share of the city's indebtedness upon annexation.
- Policy LU2.9: Require petitioners for city annexation to apply for annexation to other service districts (e.g., the Hospital District) at the same time.
- Policy LU2.10: Provide ample notice of annexation proposals to all affected parties.

STAFF ANALYSIS AND RECOMMENDATION

Planning staff is generally in favor of granting this proposed annexation. Approval of the applicants' request would incorporate land within Pullman's urban growth area, which has been established to allow for controlled growth and efficient municipal service delivery.

The proposed parcel of land is located north of the city limits. However, as noted above, the proposed North Bypass right-of-way, owned by the Washington State Department of Transportation, is located between the subject property and the city limits. In order for the city to approve this annexation the portion of right-of-way located between the proposed site and the city limits must be incorporated into the annexation request. Planning staff recommends a condition requiring the petitioners to include in the proposed annexation area the adjacent right-of-way land located south of the subject property so that the area to be annexed is contiguous to the city limits.

In accordance with past practice, staff believes the right-of-way for State Route 27 adjacent to the area to be incorporated should be annexed as well. This matter is also addressed as a proposed condition.

Memorandum to Planning Commission November 10, 2005 Page 4

Any future development of the property would require the involvement of several different agencies. The public works department has indicated that access to the property from SR 27 will require a Right-of-Way Access Permit from the Washington State Department of Transportation. The property is also located outside of the city's water and sewer service areas. Consequently, to serve the subject property, the city would need to obtain authorization from the Washington State Department of Health (regarding water service) and the Washington State Department of Ecology (regarding sewer service) to expand these respective service areas. Overall, staff believes that access and utility service for the subject parcel would be satisfactory once the above-referenced permissions have been granted.

In staff's view, annexation of the land under consideration would not create a need for new or expanded school facilities. The incremental increase in school enrollment that would come about due to this proposed annexation and subsequent development does not seem to be an issue of significance based on the lack of input from the Pullman School District.

From a cost/benefit perspective, annexation of the subject property would be expected to create positive fiscal impacts for the city. As explained previously, the city finance department projects a net gain of approximately \$60 per household and generally favorable financial impacts from commercial use.

Based on the above discussion, planning staff recommends that the requested annexation be approved, subject to the following conditions:

- 1. The petitioners shall assume their proportionate share of city indebtedness upon annexation as determined by the city finance director.
- 2. The petitioners shall accept the assignment of C3 General Commercial and R2 Low Density Multi-Family Residential zoning designations for the subject property to become effective immediately upon annexation.
- 3. Prior to the City Council public hearing on this annexation proposal, the petitioners shall initiate proceedings for annexation to Whitman County Hospital District No. 1A.
- 4. The petitioners shall include in the proposed annexation area the adjacent unincorporated State Route 276 right-of-way land located south of the subject property so that the area to be annexed is contiguous to the city limits.
- 5. The petitioners shall include in the proposed annexation area the unincorporated

Memorandum to Planning Commission November 10, 2005 Page 5

State Route 27 right-of-way land located directly east of the Fairbanks property and the State Route 276 right-of-way land identified in Instruction No. 4 above.

ATTACHMENTS

- "A" Location and Zoning Map
- "B" Notice of Intent to Annex
- "C" Email message from finance director Troy Woo