

CITY OF PULLMAN

Public Works and Planning Departments

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MEMORANDUM

TO: Pullman Planning Commission

FROM: Pete Dickinson, Planning Director *PD*

FOR: Meeting of October 27, 2010

SUBJECT: Urban Growth Area Reevaluation

DATE: October 21, 2010

The City Council has expressed interest as of late in reevaluating 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 more property would be needed within the designated time frame in all land use categories (residential, commercial, and industrial).

In June 2007, the 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 previously, 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 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 forum, designed to accommodate the city's growth needs to the year 2060, is shown in Attachment "A." This public forum was held as scheduled, and the Commission received input from citizens residing both inside and outside the city limits (See Attachment "B," Planning Commission Meeting Minutes of 4/29/10.)

In July of last year, the Commission conducted a discussion to review and amend the proposed UGA map in response to the public comments received at the forum three months earlier. During this discussion, the Commission directed that certain portions of the map be amended (See Attachment "C," Planning Commission Meeting Minutes of 7/22/09 [excerpt]).

The draft 2060 UGA map that has been revised in accordance with the Commission's direction is included herein as Attachment "D." 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 land use category is estimated as follows:

Low Density Residential: 5,240 acres
High Density Residential: 1,760 acres
Industrial/Commercial: 1,380 acres

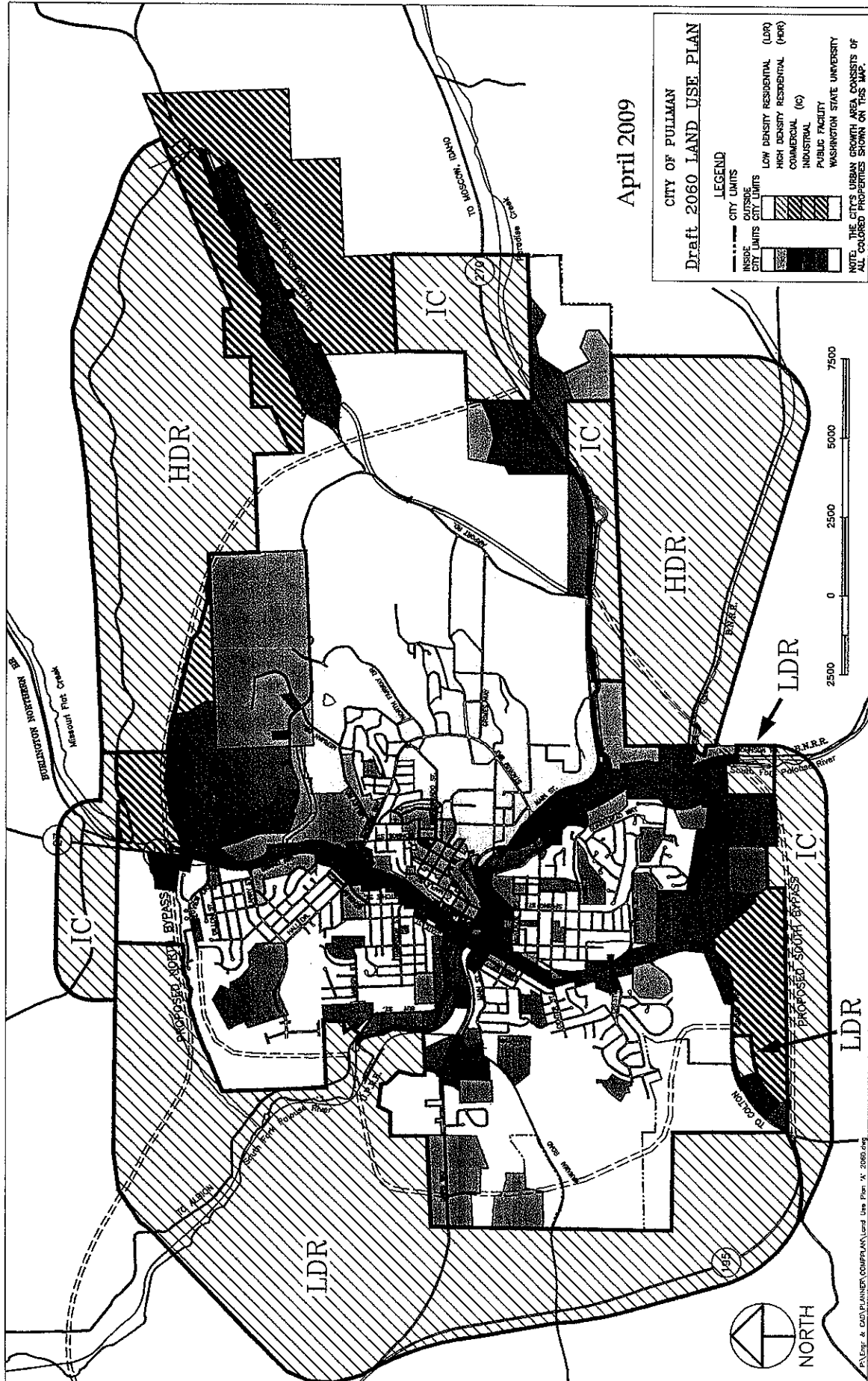
For comparison, the total area within the current Pullman urban growth area is 8,300 acres.

The action requested of the Planning Commission at your upcoming meeting of October 27 is to discuss this proposed UGA map (Attachment "D") and provide direction to staff regarding further amendments. Commission members are also requested to offer input on specific prezone designations for the proposed urban growth area properties. After this discussion, staff will schedule a public hearing for the Commission to accept additional public comment and make a formal recommendation to the City Council regarding the UGA map, the prezone map, and any Comprehensive Plan policy revisions warranted by the map changes.

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ATTACHMENTS

- "A" Proposed UGA Map from April, 2009
- "B" Planning Commission Meeting Minutes of 4/29/10
- "C" Planning Commission Meeting Minutes of 7/22/09 [excerpt]
- "D" Draft UGA Map (October, 2010)



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 Stated that he is a resident of rural Whitman County and he was trying to understand the ring roads.
801 Brayton Road

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.

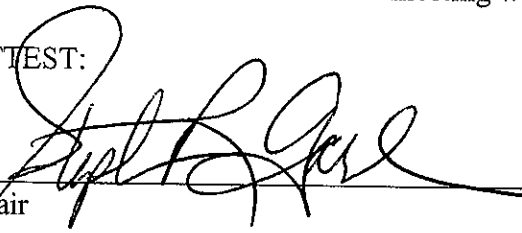
GARL Stated that there would probably be a public hearing in the fall, the results of which would be forwarded to the City Council.


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


Planning Director


Secretary

CITY OF PULLMAN
PLANNING COMMISSION
Regular Meeting Minutes
July 22, 2009

The City of Pullman Planning Commission held a regular meeting at 7:30 p.m. on Wednesday, July 22, 2009, in Council Chambers, City Hall, 325 SE Paradise, Pullman, Washington with Chair Stephen Garl presiding.

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

GARL Called the meeting to order at 7:30 pm and called roll.

MOTION Shannon moved to accept the minutes of the June 24, 2009 Regular Meeting as prepared. Seconded by Anderson and passed unanimously.

REGULAR BUSINESS
Conduct a discussion regarding potential revisions to the City of Pullman's urban growth area and related Comprehensive Plan policies.

Dickinson stated that this was a follow-up to the April 29th public forum to get direction from the Commission as to how the map should be refined before being resubmitted to the Commission through e-mail or another meeting before holding the public hearing later in the year for formal public comment. Stated that a "Summary of Comments" as recorded by Staff was provided with the comments listed in order of weight.

Dickinson answered questions regarding the map presented as "Attachment B"; stated that it was the same as was presented at the public forum.

DISCUSSION Garl suggested addressing the statements on the "Summary of Comments" in order.

Crow requested the addition of road/street names on future maps to assist in locating areas under discussion.

Anderson opined that there might be too much High Density Residential (HDR) on the map; suggested that HDR should be concentrated in areas where there is public transportation available or expected to be available and concentrated closer to the center of town.

Bergstedt suggested that the HDR be oriented more in a ring-shape around the university and then scattered throughout the rest of the city.

DICKINSON In addressing Anderson's comments stated that the city generally sees about 20 dwelling units per acre for HDR, whether it is

developed as R3 or R4 and also clarified that staff factored in 50% of the land in the HDR to be in public services and considered a 100% market factor.

DISCUSSION

Anderson opined that access from the extremities of the proposed HDR is not very good to downtown, WSU, or the outside world. Bergstedt said she had not previously heard staff's description of how the proposed HDR land area was calculated.

DICKINSON

Reminded the Commission that this was a 50-year plan so it will encompass a greater amount of land than the usual 20-year plan.

DISCUSSION

Garl pointed out that the HDR to the northeast is bordering some existing HDR.

Anderson opined that not everybody has a car and we don't necessarily want to encourage development with the mentality that everyone does; this is a city, and large-acreage lots are not necessarily a good fit for the City. Opined that inclusion of large-acreage lots within the City would require completely reworking the Comprehensive Plan.

DICKINSON

Answered questions regarding the area to the north of the city, east of Highway 27, currently marked as Industrial and the proposed Industrial/Commercial (IC) further north of the city and to the east and west of Highway 27.

DISCUSSION

Anderson opined that some of the land currently proposed as IC should instead be HDR; he stated that placing HDR in this area, and also along Johnson Road and Old Moscow Road will get the residents to a main road relatively quickly.

Garl stated he would support HDR to the north in place of some of the IC.

DICKINSON

Opined that sometimes land is zoned to address possible future use rather than current use. Suggested getting some more definitive information about the existing cluster residential development areas north of the city limits.

DISCUSSION

Gruen opined that the Commission should not favor a particular community but should develop the different areas similarly with transitional density zones.

Bergstedt stated that it would be good to protect the entrances to Pullman.

Gruen opined that the intersection of Highway 195 and Davis Way doesn't even seem like a true entrance to the city, but instead is a long, slow "Ahhh".

DICKINSON Stated that staff is not in favor of HDR at a distance from the major destination – WSU.

DISCUSSION Garl opined that park-and-ride lots would encourage father-flung HDR. He stated that public transit works well in Pullman, and opined that the Commission should support that.

DICKINSON Clarified that the land development proposal presented by Kopf in the April 29 forum is delayed due to a lack of public services to the area, that part of the land is already within city limits and Kopf wants the rest of the land to be in the Urban Growth Area (UGA).

DISCUSSION Garl stated he would support inclusion of Kopf land as low density if that is what he wants. Garl reminded the commissioners that this is a projected development area, not a specific annexation.

Commissioners discussed the inclusion of land to the west of Highway 195 in the UGA. Dickinson stated that the general consensus at the previous meeting was that residents did not want to be involved with the City. Anderson opined that residents would be better served to be included in the City. Dickinson clarified how the City does allow for large animals within city limits. Gruen opined that people have a reaction to being annexed and having that change their land and/or rights to certain activities on that land. Garl suggested additional education about the UGA process for the county residents. Anderson questioned how the County would respond to a potential UGA abutting or crossing Highway 195. Dickinson opined that the County would likely object to the City designating land to the west of Highway 195 as part of the UGA. Garl said a pre-zone designation can still be changed through a zone change request at the time of annexation and/or development. Garl opined it would not be worth it to risk too much “push back” from the County along Highway 195 or Kitzmiller Road.

DICKINSON Stated that while the County would not necessarily officially object, but they might not respect the City’s desires; that one of the purposes of a 50-year timeline is to attempt to get agreement from the County to respect the City’s interest in urban development within the UGA. The County is willing to support preserving the proposed South Bypass route. City and County have also discussed a Sales Tax sharing agreement.

DISCUSSION Anderson opined that the City could be in trouble if the County chooses to ignore the proposed UGA. Bergstedt feels it is good to include the land west of Highway 195 as a point of discussion.

Shannon agreed that it indicated the City is interested in what happens on both sides of Highway 195. Dickinson stated that the South Bypass extended from Highway 195 to the Moscow highway and the current proposal would be the least expensive option.

Garl suggested LDR to the south of Old Moscow Road and a buffering LDR to the north between Old Moscow Road and the HDR to the north and west.

DICKINSON

Stated that staff will better define the edges of the UGA using section lines and definitive descriptions.