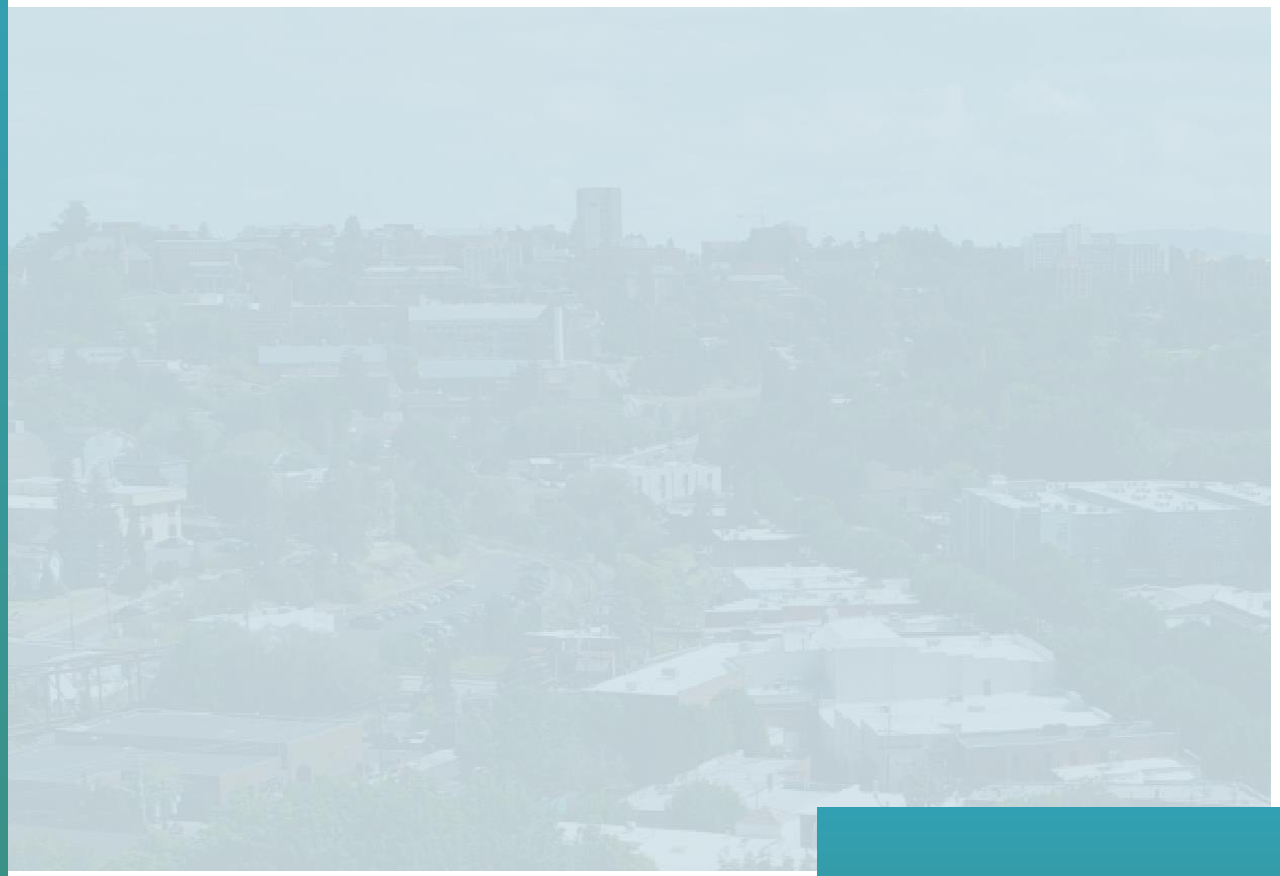


CITY OF Pullman WASHINGTON

Comprehensive Plan

Charting Our Course to Continued Success

Approved ▪ May 2024

CITY OF Pullman WASHINGTON

High tech, higher education, and highest quality of life—come home to stay.

Acknowledgment

City of Pullman

City Council

Carla De Lira	Councilmember, Ward 2
Eric Fejeran	Councilmember, At-large
Trymaine Gaither	Councilmember, Ward 1
Megan Guido	Councilmember, Ward 3
Ann Parks	Councilmember, Ward 1
Nathan Weller	Councilmember, Ward 2
Pat Wright	Councilmember, Ward 3

Executive Management

Francis A Benjamin	Mayor
Mike Urban	City Administrator
Jeff Elbracht	Finance & Administrative Services Director
Sean Wells	Public Works Director
Sean Miller	Economic Development Manager
RJ Lott	Community Development Director
Pete Dickinson	Former Planning Director 2020

Planning Commission

John Anderson	Chair
Brent Carper	Vice Chair
Scott Hodge	
Jeff Joswig-Jones	
Joe O'Callaghan	
Lorena O'English	
Angela Taylor	

Consultants

BERK Consulting, Inc., 2020-2021

Lisa Grueter, AICP	Consultant Project Manager
Kevin Gifford	Analyst, Map Lead
Jessie Hartmann	Analyst, Design Lead
Johnathan Morales	Analyst

David Evans and Associates, Inc., 2018

Acronyms

ACS	US Census Bureau American Community Survey
ADA	Americans with Disabilities Act
ADT	Average Daily Traffic
AMI	Area Median Income
ARC	Airport Reference Code
BAS	Best Available Science
BMP	Best Management Practice
DAR	Dial-A-Ride
DUA	Dwelling Units per Acre
EA	Environmental Assessment
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
FONSI	Finding of No Significant Impact
GMA	Growth Management Act
HAMFI	HUD Area Median Family Income
IPZ	Innovation Partnership Zone
LOS	Level of Service
mph	Miles per Hour
NPDES	National Pollutant Discharge Elimination System
NRCS	Natural Resource Conservation Service
NRPA	national Recreation and Park Associations
OFM	Office of Financial Management (State of Washington)
PAFC	Pullman Aquatic and Fitness Center
PBAC	Palouse basin Aquifer Committee
PCC	Pullman City Code
PRCC Rail	Palouse River and Coulee City Railroad
PMRA	Pullman-Moscow Regional Airport
PUW	Pullman-Moscow Regional Airport (FAA Location ID)
RCW	Revised Code of Washington
SEA	Seattle-Tacoma International Airport (FAA Location ID)
SEWDA	Southeast Washington Economic Development Association
SEPA	State Environmental Policy Act
SFCC	Spokane Falls Community College
SFPR	South Fork of the Palouse River
SMA	Shoreline Management Act
SMP	Shoreline Master Program
SR	State Route
SWMP	Stormwater Management Program
SWOT	Strengths, Weaknesses, Opportunities, Threats
TAZ	Transportation Analysis Zone
UGA	Urban Growth Area
UGB	Urban Growth Boundary
USFWS	United State Fish and Wildlife Service
USGS	Unites State Geological Survey
WA DOR	Washington State Department of Revenue
WSU	Washington State University
WSDOT	Washington State Department of Transportation

Contents

Exhibits

1

Plan Foundation

Introduction

This chapter describes the purpose and applicability of the plan, the community outreach and engagement process that supported the plan development, the use of the Comprehensive Plan, and how the plan can be amended.

Purpose

The Pullman Comprehensive Plan prepares the City to face challenges and opportunities today and into the future, reflecting the collective values and vision of the whole Pullman community. The 2021 Comprehensive Plan updates and builds upon the foundation of the City's 1999 Comprehensive Plan that in turn was based on the plans created in 1961, 1972, and 1982. This Comprehensive Plan is designed to:

- Serve as the blueprint to guide growth and development within the City for the next forty years 2020-2060. The plan's vision, goals, and policies guide implementation of the Pullman City Code, particularly Title 17, Zoning Code
- Fulfill planning responsibilities under planning enabling laws in RCW 35A.63 that require the creation of a land use element and a circulation element as well as defining other municipal responsibilities.

- Provide a framework for other planning requirements including critical areas regulations. The City of Pullman is "partially planning" under the GMA in RCW 36.70A and is required to review and revise its critical areas ordinance as appropriate to protect and manage wetlands, fish and wildlife habitat conservation areas, flood hazard areas, geologic hazard areas, and critical aquifer recharge areas.

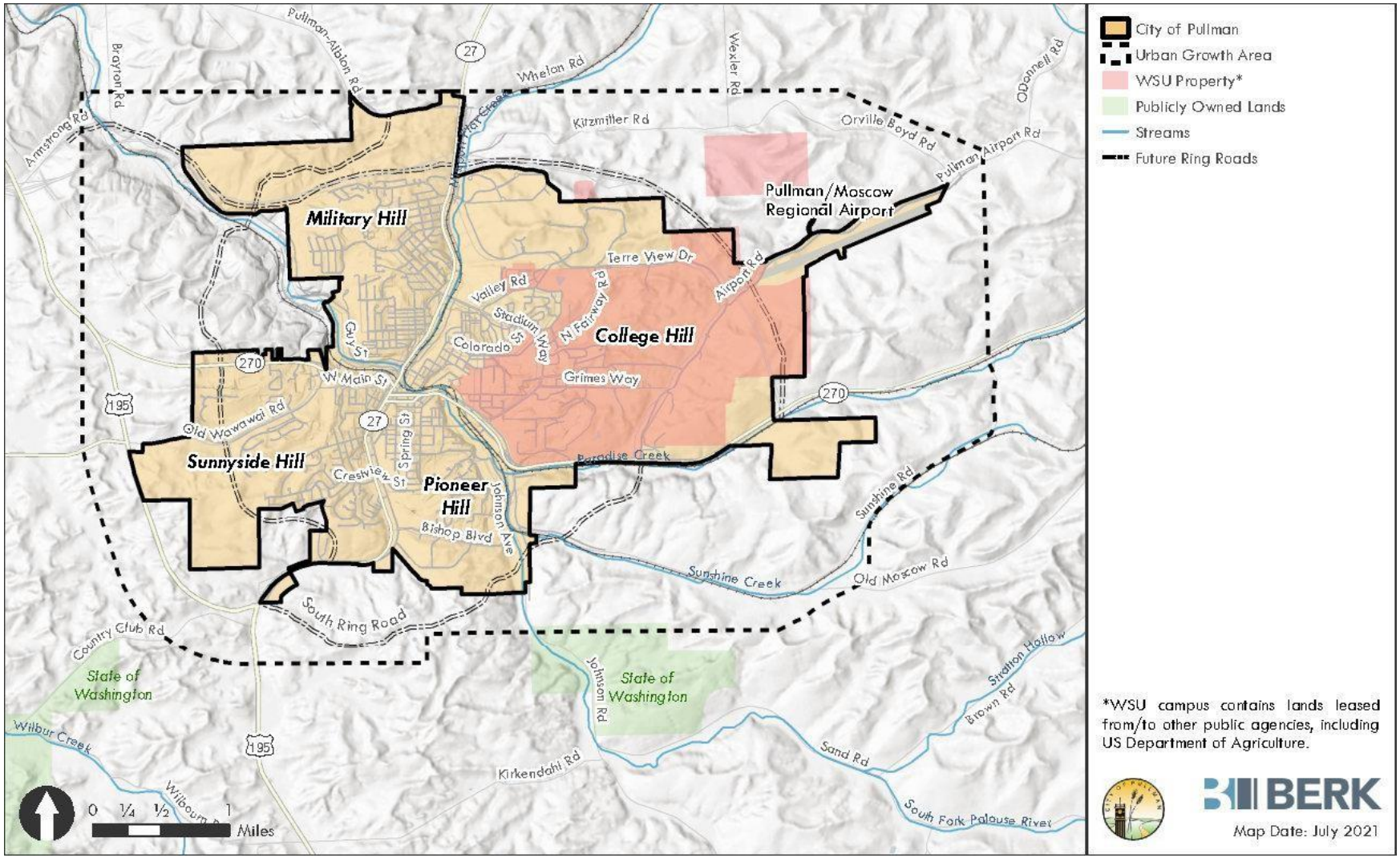
Applicability

The City of Pullman is located in southeastern Washington, nestled in the rolling hills of the Palouse in Easter Whitman County, and surrounded by prime agricultural land producing principally wheat, garbanzo beans, barley, lentils, canola, dry peas, hay, and other crop types. Pullman is located at the confluence of Missouri Flat Creek, Dry Fork Creek, Paradise Creek, and the SFPR.

Pullman acknowledges the early Paluutspuu, Palus, and Nimiipuu, the Indigenous People who use and cared for the land the City now occupies. According to the Department of Archaeology and Historic Preservation, federally recognized tribes with areas of interest in the Pullman vicinity include the Nez Perce, Colville, Spokane, and Yakima.

The Pullman planning area is depicted in Exhibit 1. The planning area includes the Pullman City limits as well as a defined UGA within unincorporated Whitman County. The UGA surrounding the City of Pullman is expected to provide for future growth through the 2060 planning horizon.

Exhibit 1 Pullman Planning Area



Source: City of Pullman, 2020; BERK, 2021

City Government Structure

Pullman is a non-chartered code city. The City has a mayor-council form of government, consisting of a mayor and a seven-member city council, who are elected by the citizens, and one administrative officer appointed by the mayor. They City's current form of government was established in 1971 and remains stable and effective.[1]

Process

Public Input

This plan is based on the results of a community outreach and engagement process including:

- Neighborhood Meetings: 2014
- Community Meeting on Policies: 2016
- Land Use Scenarios: 2017
- Planning Commission Meetings: 2017 – 2021

These efforts are described below.
Other plans and engagement that have informed this Comprehensive Plan include:

- WSU Bicycle and Pedestrian Plan: 2016
- Pullman Downtown Master Plan: 2020-2021

[1] Base of City of Pullman, *City Council,* 2013

Neighborhood Meetings: 2014

In the fall of 2014, the Planning Department conducted a series of events to initiate the process of engaging local citizens in the formulation of a Comprehensive Plan update. The Department conducted four neighborhood meetings in September – one on each of Pullman's four major hills – to solicit comments from members of the public about our local community:

- The first meeting was held at Jefferson Elementary School on Military Hill, where 41 citizens participated.
- The second meeting was conducted at Sunnyside Elementary School, with 23 individuals in attendance.
- The third meeting occurred at Lincoln Middle School on Pioneer Hill, with an audience of 33 people.
- The last meeting was held at the Community Congregational Church on College Hill, where 31 people took part in the proceedings.

Planning Commission members volunteered their time to assist Planning staff in moderating each of the sessions.

At each meeting, participants rated the overall quality of life in Pullman, discussed the city's virtues and problems, offered input on a specific set of community features, and expressed their ideas for improving Pullman in the future. The positive attributes most often noted by citizens were the presence of WSU with its resources and cultural amenities, our small-town atmosphere, the k-12 school system, public safety, city services, and local parks and trails. The challenges commonly mentioned were traffic volumes and speed, lack of retail services and restaurants, limitations on public services due to funding constrains, lack of community engagement, WSU student behavior issues, availability of parking (particularly on College Hill), and property/housing conditions.

Since WSU students were underrepresented at these neighborhood meetings, Planning Department staff visited the university campus in October and November to meet with officials from the Associated Students of Washington State University (ASWSU) about the Comprehensive Plan revision. At these sessions, staff explained the plan revision process and asked ASWSU senators and executive officers for their input regarding the status of the Pullman community and suggestions for improvement. In all, 37 students participated in the activities. The major pints of emphasis expressed by the ASWSU students were that:

- Pullman should continue to broaden its commercial sector with more retail stores, restaurants, and entertainment establishments.
- The City should explore a multitude of transportation initiatives, including an expanded transit system, ride-share programs, additional pathways, and wider, well-maintained roads with safe crosswalks.
- The community should ensure a good supply of high-quality housing and provide a wide variety of housing options.

- WSU should continue to have a strong presence in the area, but the community should create a more diversified economy to offer more local career opportunities.

In addition to these neighborhood and on-campus meetings, the Planning Commission held two public forums – one each in October and November – to hear the public about any and all issues related to the Comprehensive Plan. Approximately 30 people attended these sessions to offer their remarks. The most notable suggestions presented by citizens at these forums were to:

- Make pedestrian/bicycle transportation an integral part of the Comprehensive Plan revision.
- Recognize the significance of rental housing in the preparation of the new Comprehensive Plan and develop policies that would expand housing choices, allow for new construction in established neighborhoods, and promote high residential densities in areas close to the WSU campus.
- Reinforce much of the vision expressed in the existing Comprehensive Plan (e.g., protect historic resources and preserve a high quality of life in residential neighborhoods).
- Provide commercial services, parks, and other community facilities to complement areas primarily occupied by housing, such as the series of apartment complexes int eh northeast part of town, or the burgeoning subdivisions in the vicinity of Old Wawawai road.
- Reinvigorate the downtown, including direct action to resolve the issue of derelict buildings.

Those speaking at the forums also expressed appreciation for the variety of citizen participation activities conducted by the Planning Department for the Comprehensive Plan update because the City had shown that it is open to new ideas for the community's future.

Community Meeting on Policies: 2016

On May 5, 2016, the Planning Department conducted a community workshop to receive public input on a set of preliminary policies prepared for the Comprehensive Plan update. A total of 25 people attended the session, including several Planning Commissioners and City Council members.

At the outset of the meeting, attendees were asked to identify the location of their home on a city map. The completed map showed a wide geographic distribution of participants. All four of Pullman's major hills were represented, and some folks who lived just outside of town came to the meeting.

For the session, Planning staff provided a summary of the draft policies, consisting of a mix of provisions from the 1999 Comprehensive Plan (as updated in 2013) and new objectives based primarily on public feedback obtained at community meetings in the recent past. The discussion of these preliminary policies was organized under the following topic areas: Land Use, Community Design, Housing, Transportation, Parks and Open Space, and Capital Facilities and Infrastructure. Planning staff also read a proposed vision statement for the future of this community.

During the workshop, Planning staff asked the citizens in attendance to provide written and verbal remarks on the proposed policies and vision statement. The most prevalent public comments voiced at this session involved:

- Promoting the establishment of ring roads in the city (e.g., Golden Hills Drive).
- Employing a shuttle service through College Hill, WSU, and downtown for community members and employees to help mitigate parking impacts.
- Promoting pedestrian/bicycle transportation throughout the city.
- Emphasizing self-sufficient residential neighborhoods that include commercial services and other community amenities.
- Increasing housing density on College Hill given its location adjacent to the WSU Campus.
- Implementing design standards for new construction on College Hill.
- Consideration of a rental housing registry or ordinance that holds owners responsible for the condition of their property.
- Ensuring the protection of local historic resources.
- Emphasizing sustainability concepts in the City's vision statement.

In the months following this workshop, the Planning Department coordinated with the Planning Commission to refine the proposed policies and vision statement based on the input received.

Land Use Scenario Open Housing: 2017

The City held three open houses focused on land use scenarios to support the Land Use Element and coordinate with other Plan Elements during the week of April 24 to 27, 2017:

- City Hall on Monday, April 24.
- WSU Visitor Center on Tuesday, April 25.
- Gladish Community Center on Thursday, April 27

Advertising for the sessions included working with local media to develop news stories, posting a notice on the City's website, incorporating announcements in the Planning Department Newsletter, and mailing a flyer to the City's list of 300 local individuals and organization. A total of 145 people visited the sessions.

The following materials were available at each open house:

- Seven poster displays illustrating the three land use scenarios, the three corresponding traffic volume maps, and a table comparing the three scenarios.
- Comment forms.
- Land Use Scenarios Technical Memorandum.
- Project Schedule.

Planning Commission: 2017 – 2021

Based on public input gathered at the neighborhood meetings, community meetings on policies, and land use scenario open houses, the Planning Commission at its June 28, 2017, meeting directed City staff on the basic elements of a preferred land use plan draft.

On February 28, 2018, City staff members presented the *Existing Conditions and Future Forecast Technical Memorandum, Land Use Scenarios Technical Memorandum, and Transportation Technical Memorandum* to the Planning Commission. Approximately 10 members of the public attended.

In 2021, the Planning Commission held monthly meetings and took public comments regarding the Draft Comprehensive Plan and held a public hearing. The plan policies were shaped through the engagement.

Alternative Scenarios

For the open houses held in April 2017, City staff developed three preliminary alternative land use scenarios that address issues identified in an Existing conditions and future forecast. The three alternatives were meant to be consistent with the policies and vision refined during the workshop: one scenario left the 2013 Comprehensive Plan designations substantially unchanged, and two substantially change the focus of growth.

Alternative Scenario A 2013 Comprehensive Plan – Preferred

This scenario would provide areas for growth outside the city limits, within the existing UGA. New development would occur within the UGA in order to preserve the prime agricultural land surrounding the City. This alternative was selected as a Preferred Alternative and the basis for the Future Land Use Plan in the Land Use Element. See Exhibit 2. Highlights of the alternative and public discussion follow.

- **Housing:** This alternative would encourage development of housing at lower densities and less intensive commercial and industrial development compared to Scenarios B and C. Most land within the UGA would be designated low-density residential, devoted to single-family homes are larger lots. This dispersed residential pattern would occur at the north, west, and southeast outskirts of the city, creating a transition between the existing higher-density core and the rural farmland outside the city. However, there would be two areas of high-density residential: north of Valley Road on College Hill, and at the southeast city limits south of SR 270.
- **Mixed Use:** This alternative would include a new mixed-use designation, which would allow housing as well as commercial. Locations for the designation would include the areas along SR 270 from the junction with SR 195 eastward, on Old Wawawai Road east of SR 194, NE Terre View Drive at NE Merman Drive, NE Stadium Way at NE Valley Road, and NE Colorado Street at NE B Street.

- **Commercial:** Commercial development would continue to be focused along SR 27 and SR 270, along SE Bishop Boulevard on Pioneer Hill and at the junction of SR 194 and SR 195, but it would be much expanded between SR 270 and the airport.
- **Industrial:** industrial designations would remain on NW Park Street and NW Guy Street along the SFPR; in the vicinity of the industrial park at the north edge of the city, east of SR 27; along Albion Road, west of SR 27; along SR 270, at the south edge of College Hill; and at the southwest limit of the UGA, along SR 27.
- **Transportation:** Although Alternative Scenario A would be the most similar to current traffic patterns, it would also add additional traffic to Old Wawawai Road, NE Fairway Road, Stadium Way and the two highways bisecting town.

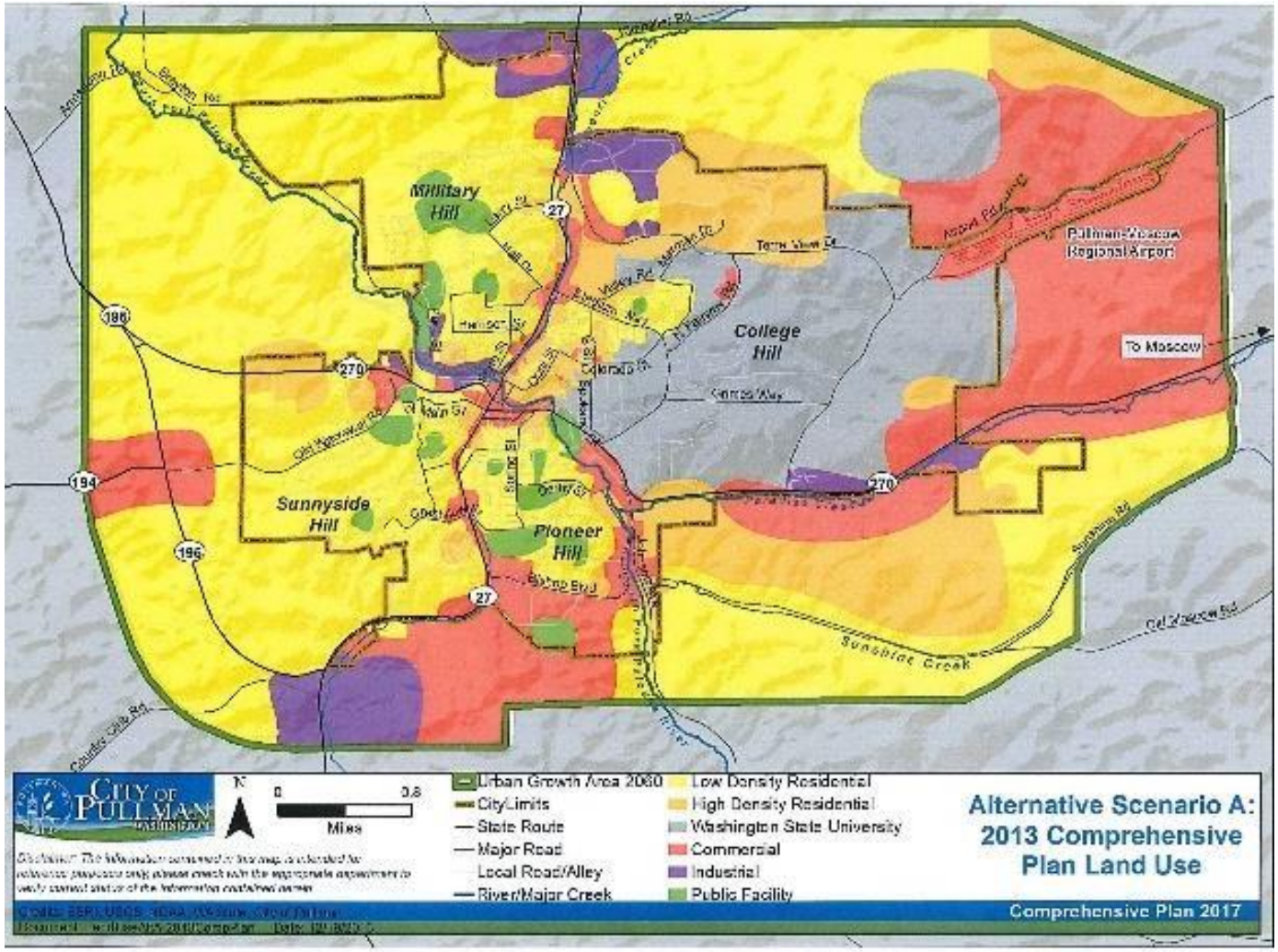
Discussions during the public open houses, and the Pullman Planning Commission meetings described under Public Input, identified Alternative Scenario A as the preferred.

Opinion favored retaining the 2013 land use plan to reflect changed conditions with these directions:

- Retain the boundaries of the existing UGA, as the overall size of the City's UGA still meets the needs of the City's steady rate of growth.
- Within the UGA, enable compact development.
- Add more high-density residential within the existing UGA boundaries.
- Convert land use designations at the PMRA and its environs to industrial.
- In order to enable residential neighborhoods to be self-sufficient with nearby commercial, parks, and schools, review opportunities to expand the new mixed-use designation that would allow for commercial as well as residential development.
- Ensure that transportation and land use are linked, particularly with respect to the existing and proposed ring routes and (southern) bypass routes.

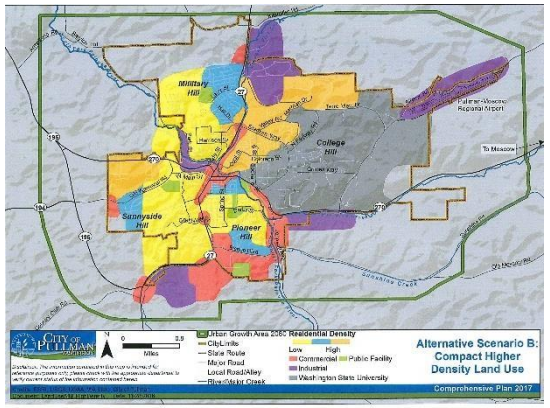
Alternative Scenario A was modified to include these refinements and is integrated into this Comprehensive Plan in the Land Use Element.

Exhibit 2 Alternative Scenario A 2013 Comprehensive Plan – Preferred



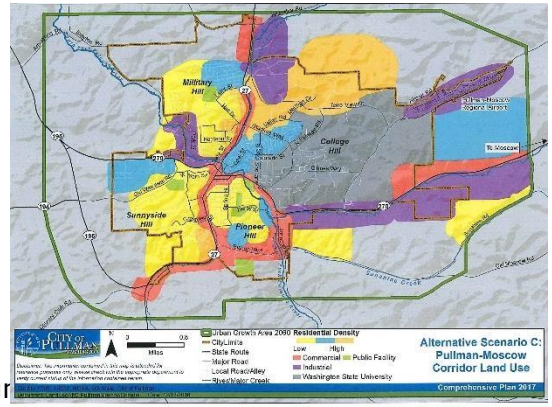
Source: City of Pullman, 2017.

Alternative Scenario B Compact Higher-Density



This scenario would center around a compact, high-density center with decreasing density outward, but within the existing UGA. Scenario B would provide less low-density residential than Scenarios A or C. Under Scenario B, commercial areas would be more concentrated than under Scenario A. Industrial areas would be expanded beyond the north city limits along SR 27 and SR 270 in the south. Alternative B would balance the traffic within the City better than Alternative Scenario A or C, but would add decidedly more traffic on Stadium Way south of North Fairway Road than A or C

Alternative Scenario C Pullman-Moscow Corridor



The Pullman-Moscow corridor is along SR 270, which connects the two cities. The purpose of Scenario C is to enable corridor growth that would foster a stronger link between the two cities and especially between WSU, the largest employer in Whitman county, and the University of Idaho in Moscow, the largest employer in Latah County.

In terms of growth relative to city limits, Scenario C is between Scenario A, which directs some growth outside of the city limits, and Scenario B, which limits growth to almost entirely within eh city limits. Scenario C allows for much more commercial, industrial and medium-density residential growth than scenarios A and B and it would be mostly along the highway corridors.

Alternative C would add the most traffic to College Hill on North Fairway Road, Stadium Road, compared to Alternative Scenarios A and B.

Alternative Growth Comparisons

For each alternative, growth was calculated and evaluated in terms of transportation effects. The Comprehensive Plan is designed to carry forward the Preferred Alternative. It contains capacity for 36,818 dwellings and 30,683 jobs.

All three scenarios would be expected to more than meet the project housing need in 2035 and 2060. Alternative Scenario A would provide one-third more total housing units than Scenario B and one-sixth more than Scenario C. The housing would more than accommodate a future target population of 46,000 with 20% in group housing. See Exhibit 3.

Exhibit 3 Alternative Scenario Housing Comparison

	Scenario A: 2013 Comprehensive Plan - Preferred	Scenario B: Compact Higher-Density	Scenario C: Pullman-Moscow Corridor
Low residential (R1, RT, R2)			
Gross acres	8,124	1,574	1,954
Net acres (80% of gross)	6,499	1,259	1,563
Assumed density (DUA)	3	4	4
Units	19,498	5,037	6,253
Medium residential (R3)			
Gross acres	0	474	1,317
Net acres (80% of gross)	0	379	1,053
Assumed density (DUA)	6	12	10
Units	0	4,551	10,534
High residential (R4)			
Gross acres	1,924	1,021	1,160
Net acres (80% of gross)	1,443	765	870
Assumed density (DUA)	12	20	16
Units	17,320	15,308	13,923
Total units	**36,818**	**24,895**	**30,710**

Source: City of Pullman GIS, 2016

The three scenarios would accommodate jobs nearly in balance with housing. The Preferred Alternative would accommodate the most jobs. See Exhibit 4.

Exhibit 4 Alternative Scenario Employment Comparison

	Scenario A: 2013 Comprehensive Plan - Preferred	Scenario B: Compact Higher-Density	Scenario C: Pullman-Moscow Corridor
Commercial (C1, C2, C3)			
Acres	3,467	741	1,049
Assumed density	8 jobs/acre	16 jobs/acre	12 jobs/acre
Jobs	27,739	11,863	12,589
Industrial (I1, I2, IRP)			
Acres	736	104	1,841
Assumed density	4 jobs/acre	12 jobs/acre	8 jobs/acre
Jobs	2,945	13,246	14,724
Total acres	4,203	1,845	2,890
Total jobs	**30,683**	**25,108**	**27,313**

Each Element of the Comprehensive Plan supports the Land Use Plan that is designed to accommodate the Preferred Alternative housing and job targets. For example, public services and capital facilities are planned to support the demand for service and infrastructure needs to support current and new community members and businesses.

Using the Comprehensive Plan

Organization

This plan is organized into Elements or Chapters. Following this Plan Foundation, the Vision and Framework envision a future and provide a set of guiding principle in framework goals carried throughout the Comprehensive Plan. Other elements are topic-specific such as Land Use, Community Design, Housing, Transportation, Parks and Open Space, and Capital Facilities. Within each element is a summary of conditions and trends, opportunities and constraints, and goals and policies. The plan concludes with a summary of actions to implement the plan.

1. Plan Foundation
2. Vision & Framework
3. Land Use
4. Community Design
5. Housing
6. Transportation
7. Parks & Open Space
8. Capital Facilities
9. Implementation

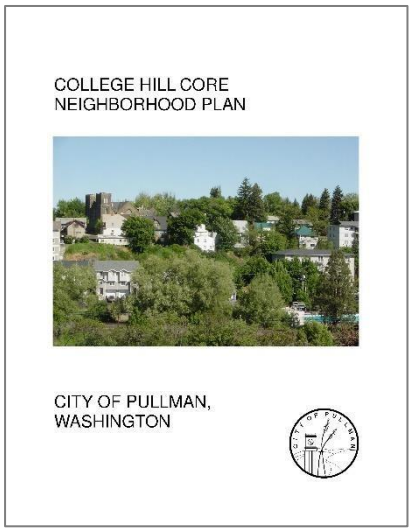
Appendix A provides information on community demographics and housing, Appendix B provides a summary of developed and vacant land, and Appendix C provides information on existing economic conditions.

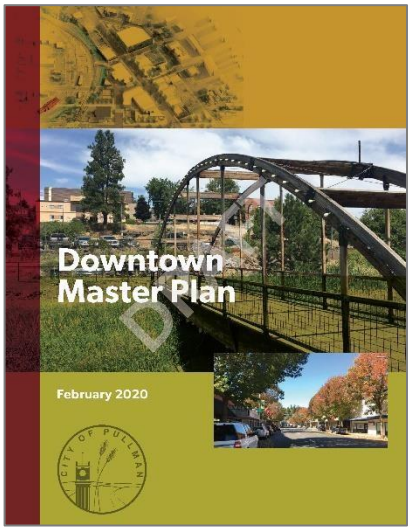
Goals and Policies

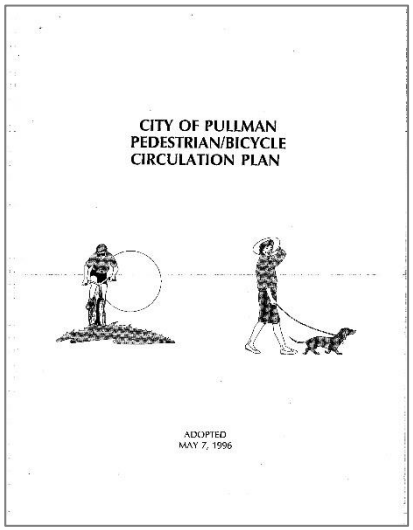
Framework Principle: Framework principles are an extension of a vision and form the foundation for the goals and policies contained in other elements of the Comprehensive Plan.

Goal: A goal is a direction-setter. It is a general expression of community values and, it is abstract in nature. A goal is generally not quantifiable, time-dependent, or suggestive of specific actions for its achievement.

Policy: A policy is based on a comprehensive plan's goals and is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is put into effect through implementation measures such as zoning, land division, and environmental ordinances, as well as the provision of financial resources and community programs.







Related Plans

The following related plans address particular geographic areas of systems important to the Pullman quality of life, and are considered a part of this document and incorporated by reference, as they may be amended over time:

- College Hill Core Neighborhood Plan
- Downtown Master Plan
- Pedestrian/Bicycle Circulation Plan

In addition, this plan has been informed by other entities that plan for the physical form of Pullman, including, but not limited to:

- WSU Bicycle and Pedestrian Plan

Amending the Comprehensive Plan

Pullman's Comprehensive Plan is an evolving document and will be periodically reviewed and revised during the 2020-2060 planning period as better information becomes available and public attitudes, development, technologies, economic forces, and legislative policy change over time.

The plan may be amended after proposed changes are considered and recommended by the Planning Commission and considered and approved by the City Council.

Whenever the plan is amended it is important to verify that it is consistent with applicable statutes and is internally consistent among the Elements. Development regulations should also be consistent with and implement the Comprehensive Plan.

2

Vision & Framework

Context

The vision statement represents the community's core values and principles and should align with the City's value statements. The City's **mission statement** is "to provide the highest quality of life through essential infrastructure, public safety, recreation, and welcoming growth within the constraints of fiscally responsible government." The **City's motto** is "High tech, higher education, and highest quality of life—come home to stay."

Vision Statement

Pullman is an innovative education and agricultural center in the heart of the Palouse. The rolling hills are home to a unique offering of small-town comforts and big-city amenities, including well-maintained housing for all incomes, a thriving economy, living-wage employment, accessible transportation, ample infrastructure and public services, and a valued natural environment. Pullman has a sustainable economy with a university and high-technology companies providing transformational education, research, and products. Pullman will develop and implement policies consistent with the best climate science available to both minimize anthropogenic climate change and reduce its impact. Community members enjoy a high quality of life sustained by an enduring sense of place and pride.

Framework Principles

Our community is characterized by our…

Defined and welcoming sense of place

Population growth is slow and new growth is cohesive with existing neighborhoods. Pullman is compact with a well-defined urban planning area. Development is focused within city bounds to reduce sprawl and conserve the city's ambient views.

Abundant quality housing for all

Residential neighborhoods are clean, attractive, and comfortable. Dwellings are structurally sound and well-maintained by owners, tenants, and landlords. An abundant supply of good quality hosing is available to all current and prospective community members, regardless of their age, race, ethnicity, sexual orientation, physical abilities, or socio-economic status. People live near their regular destinations, including school, work, or commercial services, and are within walking distance of commercial services, transit stops, and parks. Historic places in the community are preserved.

Diverse and thriving economy.

Pullman has a diverse economic base. Local businesses thrive and meet community members' needs for goods and services. The downtown is recognized as the heart of the community – with continued investment and implementation of downtown plan strategies, it is busy, vibrant, attractive, fun, and safe. Commercial facilities and small- scale businesses outside the downtown area are clustered in locations convenient to surrounding neighborhood community members. Small, clean industries – many of which are research-oriented – thrive in appropriate locations throughout the city.

Employment is readily available to those seeking local jobs. Education and training are available locally to provide community members with the skills they need to gain, keep, or create living-wage jobs. Low-impact cottage industries and home occupations flourish.

Accessible transportation choices.

Community members use a variety of means to travel safely and comfortably in and around the city: walking, bicycling, mass transit, taxi, rideshare, and motor vehicle.

Paths, sidewalks, and bikeways link households to all major destinations in the city. The city transit service is convenient, affordable, safe, and heavily used. Except for an occasional "rush minute," motor vehicle traffic is light and flow is smooth. Sufficient and attractive parking is available in downtown, on the WSU campus, and throughout the city. Efficient and affordable regional transportation for both private and commercial use is available and includes highways, county roads, multi-use trails, transit service, and aircraft.

Sufficient infrastructure and public services.

There is adequate and appropriate infrastructure (e.g., water, sewer, transportation, telecommunications) to protect public health and the environment and to ensure that development achieves the desired urban form. Cost-effective and efficient public services and facilities are used throughout the city by community members seeking to interact, learn, create, socialize, recreate, stay healthy, and celebrate community

achievements. Day or night, people feel safe and are well protected by local police and fire. Parks are beautiful and well-maintained gathering places. Open space is provided through a network of multi-use paths, greenways, parks, and private land held in trust.

The community values education at all age levels and is a showcase for other college communities; Pullman schools and Community Colleges of Spokane-Pullman empower students to achieve academic excellence, and Washington State University is a thriving educational center that offers learning opportunities for individuals across the state and around the world. The public library is a focal point for learning and education.

Healthy and valued natural environment.

Natural resources are highly valued, cared for, and protected. The air is clean and healthy, trees are a prominent part of the cityscape, streams and shorelines are clear, water and energy use are efficient, and native vegetation and wildlife are abundant. Development conserves and complements the natural features of the area.

Long-term sustainability.

Pullman is characterized by community members, businesses, visitors, commuters, landowners, and government officials committed to the long-term health and stability of community, its people, and the environment that sustains them. No decision is made without full consideration of its long-term effect on the community and environment. In this way, the high quality of life our community members enjoy is maintained for future generations.

3

Land Use

Introduction

Land use influences many aspects of community health and vitality, and is the basis for establishing zoning which determines where people can live, work, shop, or recreate. This element inventories the location, distribution, and extent of land uses and environmental resources within the city, and establishes goals and policies to guide development of the desired land use pattern to support future growth. Policies support new development within the UGA in order to preserve the prime agricultural land surrounding the city, as well as protection and enhancement of natural and historic resources.

The Land Use Element supports the **Vision** Statement by establishing policies that promote a high quality of life through wise growth with supporting infrastructure, housing and economic opportunity, and protections for the natural environment (including critical areas).

This element directly supports all of the **Framework Principles**.

Conditions & Trends

Existing Land Use

Pullman is divided into four distinct quadrants or hills largely defined by the city's natural topography. The urban core of the city developed around the confluence of Dry Fork Creek and Missouri Flat Creek along the banks of the South Fork of the Palouse River (SFPR), and the valleys formed by these streams demarcate the four major hills in the community: Pioneer Hill, Sunnyside Hill, Military Hill, and College Hill (see Exhibit 1 on page 6 in the Plan Foundation).

Downtown

Downtown Pullman is a beautiful and well preserved American west town center with a distinct topography. It represents the heart of the community, centered around the juncture of waterways and the intersection of Grand Avenue (SR 27) and Main Street (SR 270). Downtown is approximately 25 acres in size and characterized by its historic buildings, walkable street grid, and engaged business community. Commercial areas extend linearly outward from the downtown along N Grand Avenue, S Grand Avenue, and E Main Street.

Pioneer Hill

Pioneer Hill, located in the southeast quadrant of the city, contains an established residential neighborhood within walking distance to downtown and WSU. It is home to several parks, as well as an elementary and middle school, and is ringed by the aforementioned commercial areas along S Grand Avenue and E Main Street, as well as a sizable business district situated on either side of Bishop Boulevard. The Pullman Regional Hospital is located within this business district.

Sunnyside Hill

Sunnyside Hill, located in the southwest quadrant of the City, is a primarily residential neighborhood interspersed with several parks and an elementary school. Much of Sunnyside Hill is also within walking distance to the downtown. In recent years, the vast majority of the city's new single-family homes have been built on this hill.

Military Hill

Military Hill, located in the northwest portion of the city, is occupied by housing, commercial and industrial facilities, several parks, and an aquatics center, as well as two elementary schools and the high school. It is within walking distance of downtown and/or the N Grand Avenue commercial area.

College Hill

College Hill, located in the northeast section of town, is home to the WSU campus, a wide variety of housing, small pockets of commercial development, light industrial uses, and the Pullman-Moscow Regional Airport. The WSU property is roughly 27% of the total acreage within the city. Much of College Hill is easily accessible by foot to the downtown and WSU facilities. Given its diversity, College Hill is divided into three distinct sections:

- The College Hill Core area is bordered by N Grand Avenue, E Main Street, and Stadium Way (excluding the WSU campus), and contains a mix of low and high-density residential development, fraternity and sorority houses, several small neighborhood commercial areas, and parks. The northwest part of College Hill Core is listed as an historic district on the National Register of Historic Places.
- The McGee area is bordered by Stadium Way, Valley Road, and Orchard Drive, and is comprised primarily of single-family residences built between the 1940's and the 1970's that surround the centrally located McGee Park. The north side of the Stadium Way corridor also contains several churches, childcare, and health facilities.

- The College Hill North area, which consists of that part of College Hill not included in the College Hill Core, McGee area, or WSU campus, is occupied primarily by apartment complexes. Most of the high-density residential development in the community occurs here. It also contains the Port of Whitman County Industrial Park, the WSU Research and Technology Park, and the airport. A number of high-tech industries, including Schweitzer Engineering Laboratories, operate facilities in this part of town.

Vacant Land

As of 2020, there are approximately 2,200 acres of vacant land in Pullman, with approximately half in low-density residential and one-fifth in high-density residential land use designations. Most of the low-density vacant residential is in Military Hill and Sunnyside Hill; most of the vacant high-density residential is in College Hill to accommodate WSU housing. Most of the vacant industrial land is clustered in the north, near SR 27, and close to the Pullman-Moscow Regional Airport and the Pullman-Moscow corridor. Vacant commercial land is scattered throughout the city, but the most substantial portion of vacant land is in the south end.

Urban Growth Areas

The City of Pullman's urban growth area (the UGA) designates land supply for new development until 2060. Directing new growth to urban areas allows for more efficient and predictable provision of adequate public facilities, promotes orderly transition of governance for urban areas, reduces development pressure on rural lands, and encourages redevelopment of existing urban areas.

The existing UGA, shown in Exhibit 1 on page 5, meets the needs of the city's projected growth. Planned growth extends in every direction, but mainly to the west and south of current city limits.

Shoreline Master Program

Washington's Shoreline Management Act (SMA; RCW 90.58) was passed by the State Legislature in 1971 and adopted by the public in a referendum in response to growing concern about damage being done to Washington shorelines due to unplanned and uncoordinated development. The goals of the SMA are to protect shoreline resources while providing opportunities for appropriate use and public access in and around the shorelines. In 2014 and 2015, Whitman County and local cities went through a shoreline planning process. Pullman's Shoreline Master Program Update was adopted by the City Council early in 2016, and became effective in March of 2017.

The program update guides shoreline activities to prioritize environmental conservation of shoreline land. The minimum criteria for a shoreline subject to regulation under the SMA is defined as land surrounding a stream whose mean annual flow is at least 20 cubic feet per second and a lake whose area is greater than 20 acres. The South Fork of the Palouse River (SFPR) that runs through downtown Pullman is the only water body within the city limits that meets these criteria. Of the shoreline land of the SFPR, the study found that 56% qualified as high intensity, 25% shoreline residential, and 19% shoreline parks.[2] Exhibit 5 shows these designations along the river.

Each category regulates specific land uses differently and institutes a permitting system for some activities that have potential to affect the health of the waterway.

SMP Environmental Designations

High Intensity: The purpose of the High Intensity environment is to provide for high-intensity water-oriented commercial, transportation, and industrial uses while protecting existing ecological functions and restoring ecological functions in areas that have been previously degraded. Nonwater-oriented uses may be allowed as part of mixed-use developments, in areas of traditional non-water-oriented uses (such as retail and similar uses in the downtown area), and in limited situations where they do not conflict with opportunities for water-oriented uses or on sites where there is no direct access to the shoreline.

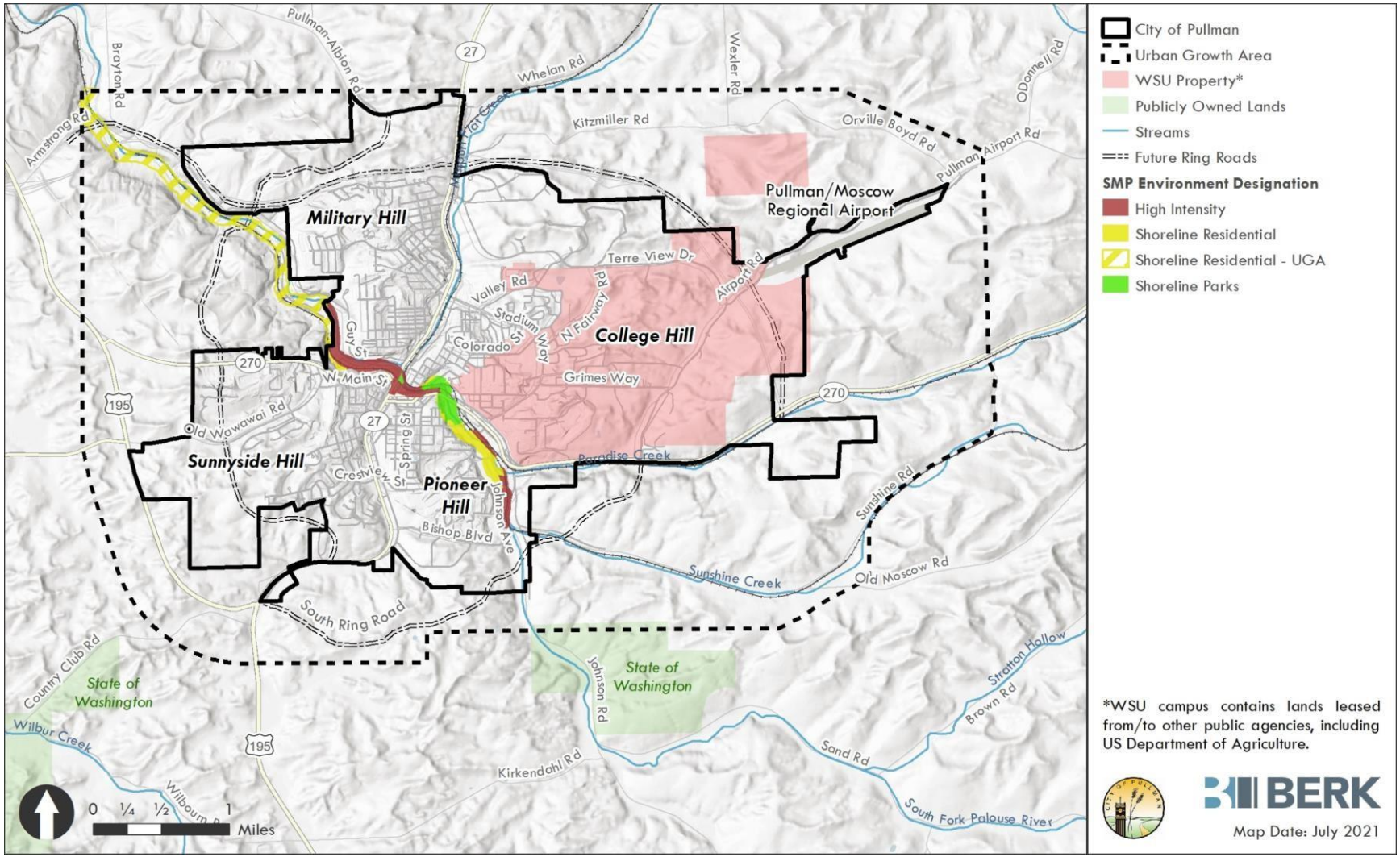
Shoreline Residential: The purpose of the Shoreline Residential environment is to accommodate residential development and appurtenant structures that are consistent with the SMP, and to provide appropriate public access and recreational uses. The designation is assigned to areas that are predominantly single- family or multi-family residential development or are planned and platted for residential development.

Shoreline Parks: The purpose of the Shoreline Parks environment is to protect ecological functions of open space, floodplain, and other sensitive public or protected lands. This designation is also intended to conserve existing natural resources and valuable historic and cultural areas while allowing a variety of compatible uses, and to ensure appropriate management and development of existing and future public parks and recreation areas.

Aquatic: The purpose of the Aquatic environment is to protect, restore, and manage the unique characteristics and resources of the areas waterward of the ordinary high-water mark of the South Fork of the Palouse River. This environment designation is assigned only to those areas below the ordinary high-water mark.

[2] City of Pullman, City of Pullman Shoreline Master Program Update Executive Summary, March 2016.

Exhibit 5 Shoreline Environmental Designations, 2020



Source: City of Pullman, 2020; BERK, 2021.

Critical Areas

The City of Pullman is required under the Growth Management Act (GMA) to designate and protect critical areas, including a review of the best available science on the function and values of critical areas. Pullman has a critical areas ordinance (CAO), codified in PCC 16.50, to designate and protect critical areas and ensure no net loss of the functions and values of critical areas and their buffers.

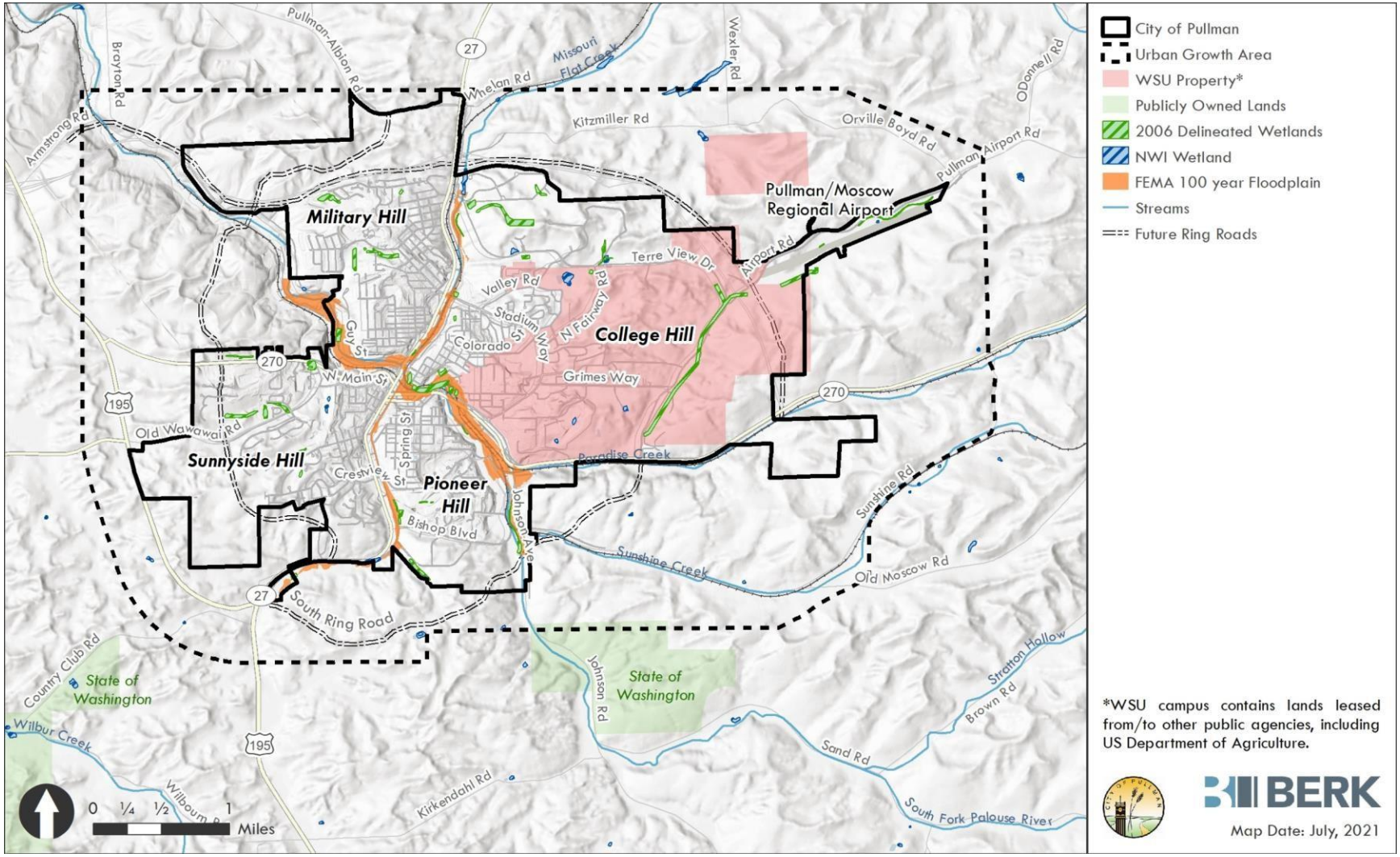
Pullman's CAO regulates wetlands, critical aquifer recharge areas, frequently flooded areas, geologically hazardous areas, and fish and wildlife conservation areas.

Wetlands

National Wetlands Inventory wetlands and other aquatic habitats may be subject to regulation under Section 404 of the Clean Water Act or other state or federal statutes. Within Pullman, the US Fish and Wildlife survey has identified 23 acres of freshwater emergent land, 3 acres of forested/shrub freshwater wetlands and 7 acres of freshwater ponds.[3] Development affecting these areas is subject to regulation. Exhibit 6 shows the wetland areas along the waterways and scattered in all four quadrants.

[3] USFWS, IPaC Trust Resource Report, 2017.

Exhibit 6 Wetland and Floodplains, 2020



Source: City of Pullman, 2020, BERK, 2021

Critical Aquifer Recharge Areas

Critical aquifer recharge areas (CARAs) are areas with a critical recharging effect on aquifers used for potable water.[4] CARAs have prevailing geologic conditions associated with infiltration rates that create a high potential for contamination of ground water resources or contribute significantly to the replenishment of ground water. The City's CAO addresses CARAs and designates them as follows:

- Wellhead protection areas are defined by the boundaries of the 10-year time of ground water travel (or boundaries established using alternate criteria approved by the Department of Health in those settings where ground water time of travel is not a reasonable delineation criterion).
- Special protection areas include all areas for which perennial surface water (i.e., Paradise Creek and portions of the South Fork Palouse River and Missouri Flat Creek) are in direct or near contact with outcroppings of either the Wanapum or Grande Ronde basalts.[5]

Grande Ronde Aquifer

The Grande Ronde Aquifer, a part of the Columbia Basin Basalt Aquifer system, is the sole source of Pullman's municipal water. The Aquifer is one of two aquifer systems that make up Water Resource Inventory Area (WRIA) 34, known as the Palouse Basin. WSU's water system is also derived from the Grande Ronde Aquifer, as is most of the municipal water for the neighboring City of Moscow and University of Idaho (the rest is pumped from the Wanapum Aquifer in the same basalt deposit system).

The protection of CARAs is important because Pullman's municipal water supply is derived exclusively from the Grande Ronde Aquifer. See Chapter 8, Capital Facilities for further discussion of the Grande Ronde Aquifer, the Palouse Basin Aquifer Committee, and the Palouse Ground Water Management Plan.

[4] WAC 365-190-030(3).

[5] Pullman City Code 16.50.300. All areas within the city meeting the definition of critical aquifer recharge areas, regardless of any formal identification, are designated critical areas and are subject to the provisions of PCC 16.50, with the exception of areas under the jurisdiction of the city's Shoreline Master Program, codified as Chapter 16.55.

Frequently Flooded Areas

The Federal Emergency Management Agency (FEMA) conducts flood insurance studies to identify a community's flood risk. Hydraulic analyses, statistical data for river and stream flows, and rainfall and topographic surveys are used in the study. This information is then used by FEMA to create the flood hazard maps for an area. Floodplains (areas that may experience frequent flooding or are affected by severe storm events) are shown as high-risk areas on the FEMA flood hazard maps. The last FEMA flood hazard map for the Pullman area was prepared in 1981. FEMA is currently updating these maps. The Pullman City Code also addresses development within the floodplain in Chapter 17.100. Exhibit 6 shows floodplains and wetlands within Pullman. Designated 100-year floodplains are along the SFPR, Missouri Flat Creek, Dry Fork Creek, Paradise Creek, and Airport Road Creek.

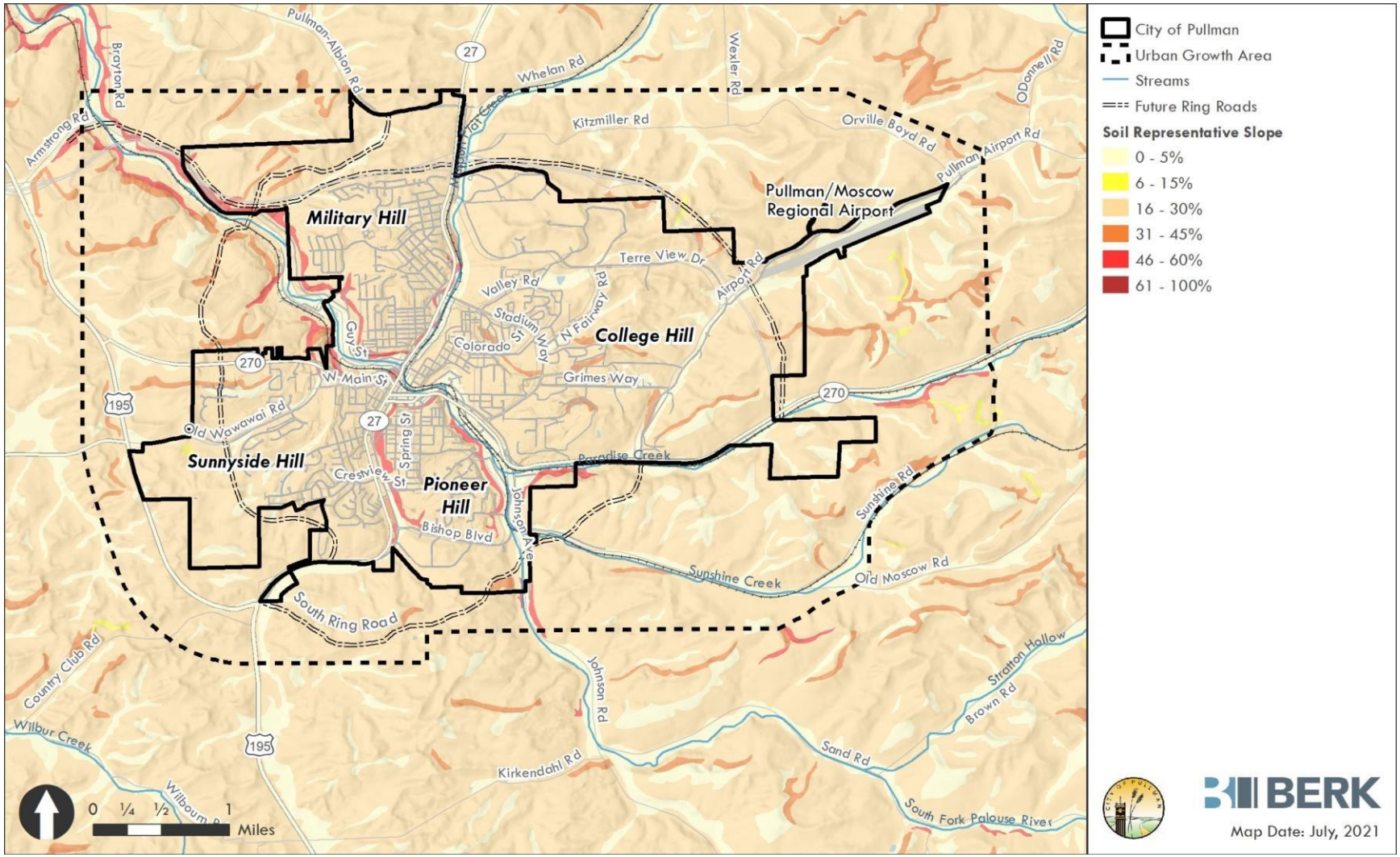
Geologically Hazardous Areas

Steep Slopes

According to data from the United States Department of Agriculture's Natural Resource Conservation Service (NRCS), most of the land within Pullman falls within the range of 16– 30% slopes (82% of land). Approximately 5% of land in the planning area is greater than 30% slope. Only 14% falls within the 0–5% slope range, and those areas primarily follow the contours of Missouri Flat Creek, Dry Fork Creek, Paradise Creek, and the South Fork of the Palouse River, and are thus subject to periodic flooding. Exhibit 7 depicts the slope gradient in the Pullman planning area.[6]

[6] USDA Natural Resources Conservation Service, Soil Survey, 2015

Exhibit 7 NRCS Representative Slopes, 2015



Source: USDA Natural Resources Conservation Service, Soil Survey, 2015, BERK 2021

Soils

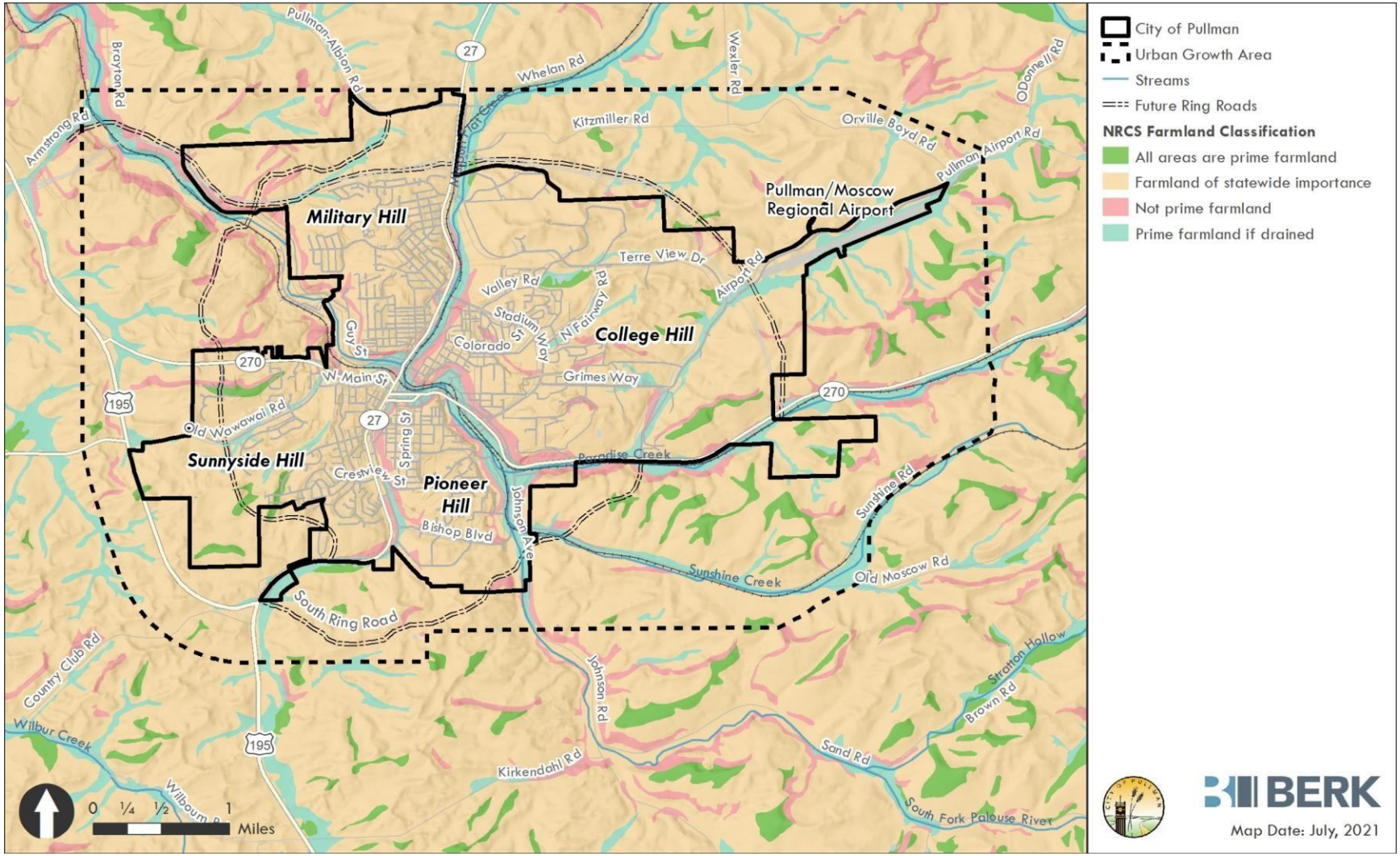
Whitman County and the rolling hills of the Palouse are well known for their agricultural soils, and agriculture is the major economic engine for the county outside of Pullman. Even within the Pullman planning area, 80% of land is considered farmland of statewide importance, 3% of the land is considered prime farmland, and 10% is prime farmland if well drained (based on soil type). Only 6% of the land in the planning area is considered "not prime farmland" by the NRCS. Exhibit 8 maps the location of the Prime Farmland Soils within the Pullman planning area.[7]

Within the city, the Thatuna Soil Series – consisting of the Thatuna Silt Loams on slopes of 7-25% and 25-40% and the Thatuna-Tilma Silt Loams on slopes of 7-25% – have potentially severe erosion hazard.[8] Thatuna soils are a fine, silty loam located on dominantly north- facing slopes and other slopes that receive runoff from higher lying areas or additional moisture from snow drifts.[9]

Some additional soil types in the city present potential limitations to building development because of severe risk of flooding/wetness, slope, shrink-swell, low-strength, or depth to rock. These landslide hazard areas are detailed in the City's Critical Areas Ordinance (see PCC 16.50, Table 16.50.7) and critical area map.

[7] USDA Natural Resources Conservation Service, Soil Survey, 2015.
[8] PCC 16.50.410.
[9] USDA Natural Resources Conservation Services, Thatuna Series Description, 2016 (available at https://soilseries.sc.egov.usda.gov/OSD_Docs/T/THATUNA.html).

Exhibit 8 Prime Farmland Soils, 2015

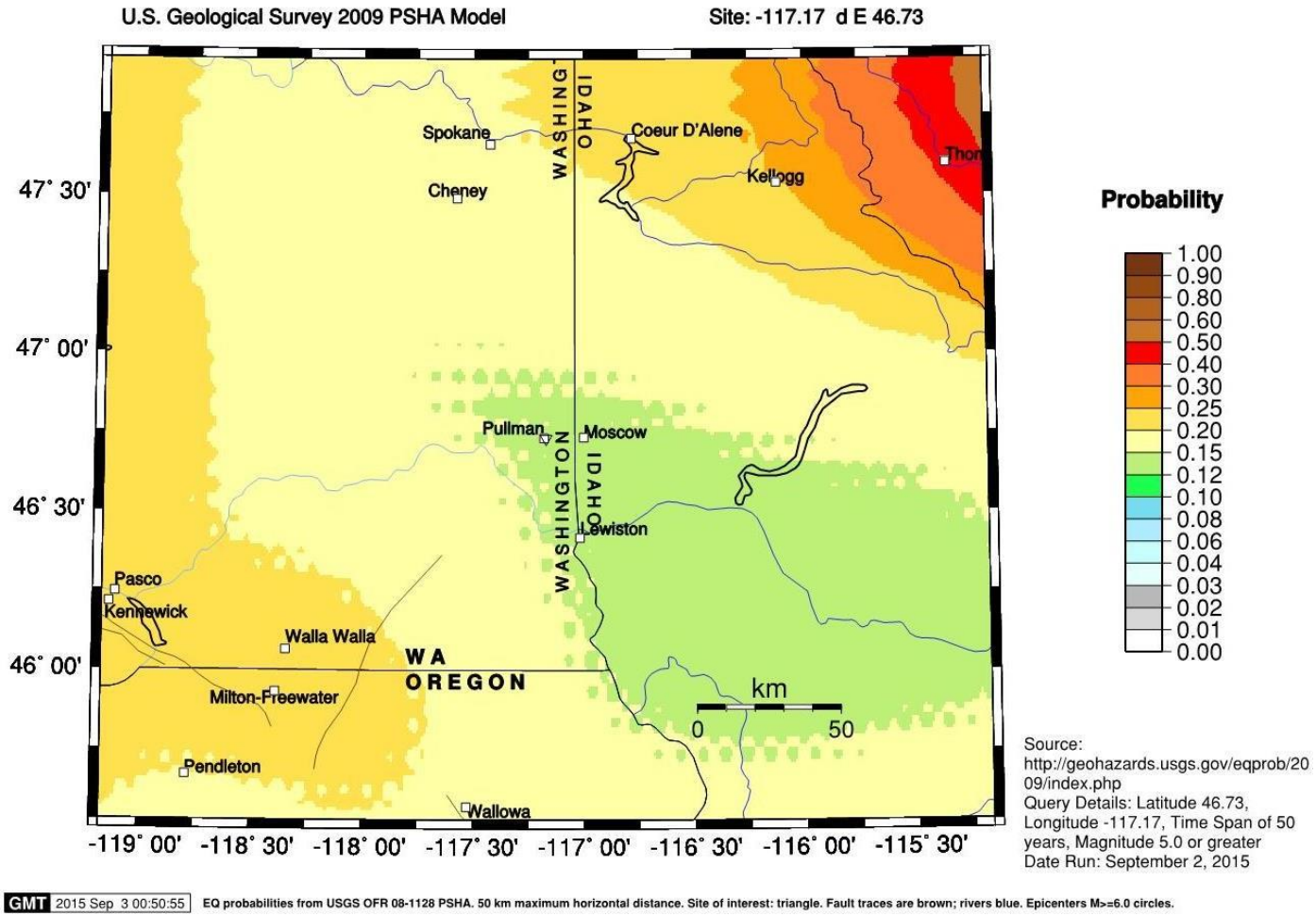


Source: USDA Natural Resources Conservation Service, Soil Survey, 2015, BERK 2021

Seismic Zones & Risk Categories

Pullman has a moderate earthquake risk. The United States Geological Survey (USGS) earthquake hazards database shows a small probability (between 0.12 and 0.15) of a moderate earthquake between magnitude 5 and 5.9 occurring within 31 miles of Pullman within the next 50 years (see Exhibit 9). In the past 30 years, the closest earthquake to Pullman occurred 2.8 miles to the north-northeast in 2004 and had a magnitude of 2.5, and the largest earthquake occurred approximately 72 miles northeast of Boise, Idaho and 19 miles northwest of Stanley, Idaho on March 31, 2020 in Central Idaho with a magnitude of 6.5.

Exhibit 9 Probability of Moderate Earthquake



Source: USGS Earthquakes Hazard Database, 2015

Fish & Wildlife Habitat Conservation Areas

The United States Fish and Wildlife Service (USFWS) maintains a list of sensitive species and their critical habitats protected under the Endangered Species Act. Potential development impacts on species identified as "endangered" or "threatened" are regulated. The USFWS identifies two species within Pullman that are considered to be threatened:

- The Yellow-billed Cuckoo is a brown and white bird with a yellow bill about 12 inches in length and is native to Pullman and the surrounding region.[10]
- The Spalding's Catchfly is a leafy plant with lance-shaped flowers with short white petals.[11]

The Endangered Species Program also protects habitats that are considered critical for sensitive species against impacts of development activities. There are currently no critical habitats for sensitive species identified within Pullman's UGA, and there are no National Wildlife Refuge lands.

The Migratory Bird Treaty Act and the Bald and Golden Eagle Protection Act prohibit any activity affecting birds unless authorized by the USFWS. Several species of birds native to Pullman and the surrounding region are listed as birds of conservation concern and are protected either year-round or seasonally under the Migratory Bird Treaty Act: the Bald Eagle, Calliope Hummingbird, Cassin's Finch, Eared Grebe, Flammulated Owl, Fox Sparrow, Lewis's Woodpecker, Olive-sided Flycatcher, Peregrine Falcon, Rufous Hummingbird, Short-eared Owl, Swainson's Hawk, and Willow Flycatcher.[12]

The State of Washington Department of Fish and Wildlife identifies priority habitats and species.

- Priority Species include State Endangered, Threatened, Sensitive, and Candidate species; vulnerable animal aggregations (e.g., heron colonies, bat colonies); and vulnerable species of recreational, commercial, or tribal importance.
- Priority Habitats are habitat types or elements with unique or significant value to a large number of species. A Priority Habitat may consist of a unique vegetation type (such as shrub-steppe), dominant plant species (such as juniper savannah), or a specific habitat feature (such as cliffs).[13]

[10] USFWS, Environmental Conservation Online System: Species Profile for Yellow-Billed Cuckoo (Coccyzus americanus), 2015.
[11] USFWS, Environmental Conservation Online System: Species Profile for Spalding's Catchfly (Silene spaldingii), 2015.
[12] USFWS, IPaC Resource List, 2017.
[13] Washington Department of Fish and Wildlife. 2020. Priority Habitats and Species List. Available: https://wdfw.wa.gov/species-habitats/at-risk/phs/list.

In Pullman, mapped priority habitats include: riparian areas, wetlands, and high-quality native plant communities.

Natural Heritage Conservation

The State Department of Natural Resources manages the Natural Heritage Program that identifies rare species and rare/high quality ecological communities including but not limited to areas that are federal and state listed or priorities described above. Several rare species found in Pullman include:

- Idaho Fescue - Common Snowberry
- Smallhead goldenweed
- Jessica's aster
- Quaking Aspen / Black Hawthorn / Common Snowberry Wet Shrubland
- Spalding's catchfly
- Palouse milkvetch
- Douglas' clover

A remnant prairie and forest area has been conserved by WSU on the northeastern edge of the city. According to WSU, "over 160 species of plants, birds, and other animals live in or use Magpie Forest, including several uncommon native plants under active conservation programs. The Magpie Forest is an outdoor ecology laboratory and natural area. Tours are offered."[14]

The Palouse Land Trust has identified remnants of Palouse Prairie grasslands identified for conservation to help preserve biodiversity and heritage along the SFPR, and elsewhere. A small easement has been secured in Pullman's planning area.[15]

[14] WSU. 2020. Magpie Forest Ecological Reserve. Available: http://www.arboretum.wsu.edu/prairie/Magpie_Forest.html.

[15] See Palouse Land Trust, June 15, 2021. Palouse Land Trust Conservation Plan: A Strategic Gathering of Resources to Assist Voluntary Land Conservation in the Palouse Region and Beyond. Available: https://storymaps.arcgis.com/stories/6362bbec4e8e43528e29aeea4ed6b628.

Economic Development

Pullman enjoys a young, modern vibe generated by students, faculty, and families who come for Washington's land grant University, Schweitzer Engineering Labs, METER Group and other growing firms. Below is a brief inventory of the local economy, examining the size of the labor force, employment base, resident income, city revenues, and business activity. See Appendix C for a more detailed discussion of economic conditions and trends in the city. It should be noted the conditions look at the recent past before the COVID-19 pandemic that caused a near cessation of economic activity.

Employment & Unemployment

Of the 29,357 people over the age of 16 living in Pullman, 41% are not in the labor force, compared to 36% statewide (an estimate based on 60 months of collected data).16 As of December 2019, the unemployment rate in Pullman was 6.2%, compared to 3.2% statewide. [16]

WSU and Schweitzer Engineering Laboratories are the two largest employers in the city, employing approximately 5,200 and 2,000 employees respectively. Other large employers include the Pullman School District, Pullman Regional Hospital, and the City of Pullman. Employment in the educational services, health care, and social assistance industry accounts for almost half of the civilian employment in the city and is more than double the percentage statewide. In addition, more of Pullman's workforce is in management, business, science, and art occupations and service occupations than the state as a whole.[17]

16 US Census Bureau, 2015–2019 ACS 5-Year Estimates, Selected Economic Characteristics (B23025), 2021.
17 US Census Bureau, 2015–2019 ACS 5-Year Estimates, Selected Economic Characteristics (DP-03), 2017.

Economic Indicators

Median household income in Pullman is $31,487, compared to $73,775 statewide and $62,843 nationwide (in 2019 dollars). Within the city, 35.9% of the population has an annual income below the poverty line, compared to 10.8% statewide.[18] These statistics are skewed by the large number of full-time university students living in Pullman, particularly given the high proportion of professionals in Pullman's workforce. Considering year-round fulltime workers, the median 2019 earnings were $45,027, versus $11,166 median earnings for persons 16 years and over.[19]

City revenue comes mainly from property taxes, sales and utility taxes, and fees. As of the 2010 Washington State local retail sales report, retail sales in Pullman were $10,756 per capita, 72% of per capita retail sales statewide. Notably, Pullman appears to be closing the gap in per capita retail sales, with 2018 estimated at $17,704, representing 77% of statewide per capita retail sales. Pullman's taxable retail sales grew by 86% between 2010 and 2018, substantially outstripping statewide retail sales performance, which experienced a 69% growth in retail sales during the same period. According to taxable retail sales within the construction industry (NAICS 23), the percentage of total sales tax revenue obtained by means of construction has increased since 2010, with some periods of decline.[20]

WSU offers 27 on-campus residence halls and apartments, though most students live off campus. Passive income earned from privately rented property has a notable impact on Pullman's economy. Landlords have invested heavily in properties to meet demand for rental housing (specifically demand generated from the high proportion of college students), and now most of the privately-owned housing is for rent. Since 2000, the percentage of renter-occupied housing units in Pullman grew slightly while the trend statewide moved slightly towards home ownership. As WSU grows, the upward trend for demand of rental housing may continue in Pullman. See the Housing Element and Appendix A for additional detail on population and housing trends in the city.

18 US Census Bureau, 2015-2019 ACS 5-Year Estimates.
19 US Census Bureau, 2015-2019 ACS 5-Year Estimates (S2001).
20 Washington State Department of Revenue, Taxable Retail Sales Tables, 2010-2018.

Economic Development Partners

The City of Pullman, the Port of Whitman County, the Southeast Washington Economic Development Association (SEWEDA), and the Palouse Knowledge Corridor promote business development in the community. The Pullman Chamber of Commerce serves as an advocate for existing businesses within the community and provides a forum for joint promotion of Pullman's commercial enterprises.

Land Use Plan

Land use needs are likely to evolve over the next four decades; population growth will require additional housing and employment opportunities and new places to obtain goods and services. Pullman's desire to retain its community character requires planning ahead for this growth and its impacts so the city can continue to be a great place for all people to live. The Preferred Alternative land use plan scenario provides areas for growth outside the city limits but within the existing UGA, with new development occurring within the UGA in order to preserve the prime agricultural land surrounding the City (see Alternative Scenarios in the Plan Foundation).

Exhibit 10 below summarizes Pullman's existing population and employment as well as 2060 future housing and job targets. Based on projected growth in Whitman County, Pullman projects a future target population of 46,000 (with 20% in group housing). The city has capacity for approximately 36,800 additional dwelling units, more than enough to accommodate the projected change in population, and 30,683 additional jobs under current zoning.[21]

To accommodate future growth, Pullman created the land use plan map shown in Exhibit 12. Land use plan designations are described in Exhibit 11, and the amount of land designated for each purpose within city boundaries and within the UGA is shown in Exhibit 13.

Exhibit 10 Existing Population and Employment and Projected (2060) Population

	Existing (2019)	Future (2060)	Change/Need (2019-2060)	Capacity (City & UGA)
Population	34,560	46,000	11,400	36,818
Employment	15,208	N/A	N/A	30,683

Note: Existing employment is from 2018 (the most recent year for which complete data is available). The County and City do not project employment targets.

Source: US Census Bureau, 2014-2018 ACS 5-Year Estimates; Washington State OFM, 2019; City of Pullman, 2019.

[21] See the Population, Demographics, and Housing Appendix for a detailed discussion of current and future population projections.

Exhibit 11 Land Use Plan Designations

Land Use	Intent	Implementing Zones	Densities
Low-Density Residential	Designate land for small lot, compact single family, multiplex, and townhouse development with access to urban services, transit, and infrastructure, whether through new development or through infill. Allow a variety of single-family homes on a variety of lot sizes, accessory dwelling units, duplex, townhouse, and small-scale multi-family (3-8 units pre-building), with continuity created through the application of development standards, the organization of roadways, sidewalks, public spaces, and the placement of community gathering places and civic amenities. Provide for community facilities and nonresidential uses which complement and are compatible with low density residential uses and which benefit from a residential environment. Protect low density residential uses from the effects associated with high density residential or commercial uses through transitional heights and landscaping or other techniques. Preserve and protect access to light, privacy, views, open space, and natural features. Include lands constrained by critical areas, those intended to provide transition to the rural area, or those appropriate for larger lot or cluster housing.	**R1** Single-Family Residential	1-7 du/acre [22]
		RT Residential Transitional	1-10 du/acre
		R2 Low Density Multi-Family Residential	1-15 du/acre
High Density Residential	Designate land for medium to high density residential including: multiplex, townhouse, tiny homes, multi-family, and group quarter development. The variety of housing types and development standards in the designation and implementing zoning districts support cost-efficient housing, facilitate infill development, have close access to transit service, have access to destinations for daily living such as recreation, schools, and shopping, and efficiently use urban services and infrastructure. Provide for community facilities and nonresidential uses which complement and are compatible with high density residential uses and which benefit from a residential environment. Preserve and protect access to light, privacy, views, open space, and natural features. Provide for community facilities and nonresidential uses which complement and are compatible with high density residential uses and which benefit from a residential environment. Preserve and protect access to light, privacy, views, open space, and natural features. Include lands where access, topography, and adjacent land uses create conditions appropriate for a variety of housing unit types, or where there is existing multi-family development.	**R3** Medium Density Multi-Family Residential	7-29 du/ac
		R4 High Density Multi-Family Residential	7-29 du/ac

Commercial	Provides areas for uses offering goods and services that are conveniently concentrated for the public, including: ▪ Small neighborhood focused retail and personal services. ▪ Compact retail stores, offices, service, and amusement businesses that offer goods and services in the downtown area. ▪ Commercial uses heavily dependent on convenient vehicular access, primarily serving those travelling by car (e.g., food, lodging, gasoline) and that typically require larger sites. Some commercial areas may also accommodate compatible residential and community facilities.	**C1** Neighborhood Commercial District **C2** Central Business District **C3** General Commercial District	Minimum lot size of 5,000-10,000 ft2 No minimum in the C2 Zone
Mixed-Use	Provide a mix of urban scale retail, commercial, office, residential, and institutional land uses with a focus on commercial and retail uses. Promote development or redevelopment of existing commercial corridors to make them accessible by car, bike, and foot, to make them more visually appealing from the road, and to make corridors safer and less stressful to navigate. Design developments in a manner that provides a vertical (multi-story) or horizontal (multiple-uses on a site) mix of uses. Establish design and performance standards to ensure compatibility between different uses. Allow neighborhood commercial uses to provide local services to multifamily households.	May be implemented by Commercial, High Density Residential, or new Mixed-Use zones.	Up to R4 or refer to base zone
Industrial	Establish and reserve areas near major arterial streets, railroads, airport, and transit routes for light industrial uses, industrial research parks, and heavy industrial uses in appropriate locations to provide a diverse employment base. Minimize conflicts between industrial and other land uses and direct heavy truck traffic onto major arterial streets and away from residential streets.	**I1** Light Industrial District **I2** Heavy Industrial District **IRP** Industrial Research Park	Minimum lot size of 10,000-20,000 ft2
Public Facilities	Provide existing and future areas where public uses operated by a public entity may be allowed to develop including public buildings, fire stations, utilities, schools, parks and recreation facilities, open space, cemeteries, and other similar public facilities.	Implemented through a new Public Facility zone category.	N/A
WSU	Designate land for WSU facilities to furnish areas for the location of university services and excellence in higher education. Encourage cooperation between the City and WSU in planning the physical development of the community.	Primarily WSU property. Residence Halls or dormitories also permitted in High Density Residential zones (see above).	N/A

[22] Note: du/ac refers to dwelling unit per acre as a measure of density.

Source: Pullman City Code, 2020; BERK, 2020.

Exhibit 12 Land Use Plan Map, 2060

Source: City of Pullman, 2020, BERK, 2021

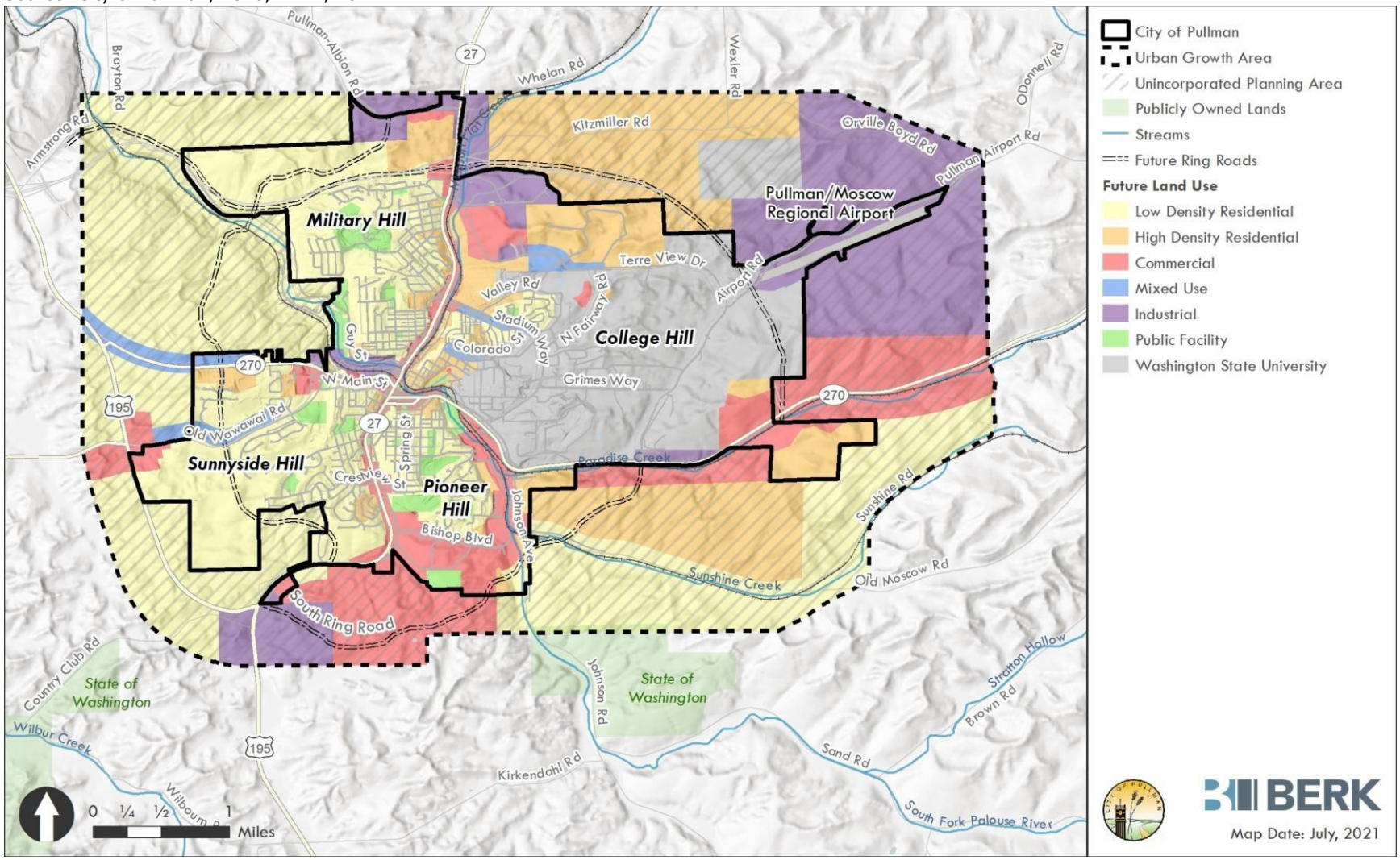


Exhibit 13 Land Use Plan Acres in the City and UGA, 2060

Land Use	Acres in City	Acres in UGA	Total Acres
Low Density Residential	2,431	4,0232	6,463
High Density Residential	924	1,612	2,536
Commercia	861	1,2958	2,160
Mixes-Use	19	105	265
Industrial	523	1,805	2,328
Public Facilities	276	0	276
WSU	1,822	209	2,041
Total	**7,066**	**9,062**	**16,068**

Source: City of Pullman, 2019; BERK, 2020.

Zoning

As of 2012, there were 6,729.7 acres of zoned land inside the project planning area. The majority of that land (53%) is zoned for residential uses. The second largest land use category is the WSU campus (27%). Approximately 13% is zoned for commercial use and 6% for industrial use.

Opportunities & Constraints

Growth & Quality of Life

Agriculture & UGA

The land surrounding Pullman is undeveloped and is designated important farmland. New development should occur within the UGA in order to preserve the prime agricultural land surrounding the city. The UGA does not appear to be too great of a constraint on new development given the City's goal of utilizing infill development to limit urban sprawl. The Palouse region has rich agricultural lands, and Pullman was originally founded as an agricultural hub, yet there is very little local food production today. Community farming programs and small-scale farming and food sharing programs can contribute to economic health and decrease food insecurity in the area. Agricultural tourism, such as winery open houses and "u-pick" farms, could provide the opportunity for enhanced returns for farmers and protection from changes in the markets for commodity crops, as well as increased spending on lodging and shopping in Pullman.

Neighborhoods

Community members have expressed interest in distinguishing specific neighborhoods within each of the four major hills in Pullman to foster neighborhood identity and help assess the needs of these distinct parts of the city. The College Hill Association is considered a model by community members in addressing the specific needs of the College Hill neighborhood. Further distinguishing of neighborhoods could help community members become better acquainted with their neighbors through periodic get-togethers and/or the creation of neighborhood associations. As a first step, the City should demarcate and label the individual neighborhoods with the help of interested community members.

Downtown

Downtown Pullman has great potential, with the advantages of a traditional, walkable main street commercial area, historic buildings, and cultural uses that are regional destinations. Though downtown is located between two state highways, there are opportunities for a more coherent and comfortable public realm and, despite various vacancies, there is potential for an active streetscape utilizing off-street parking lots. With protections, downtown's character and its historic buildings may be preserved, though demand for more housing may create pressure to replace existing building stock with new larger buildings. With thoughtful direction, downtown Pullman can accommodate new growth while also maintaining its valuable character.

The City adopted a Downtown Master Plan to leverage its assets as a historic walkable district, and to allow new growth while still maintaining the area's character. The major moves identified in the Downtown Plan include:

1. Connect, protect, and add to the "gems" including places with cultural and historic significance.
2. Build an accessible people-centric activity center.
3. Activate public spaces.
4. Expand and define the core.
5. Encourage entrepreneurship.
6. Catalyze leadership.

Residential Communities

Pullman's residential neighborhoods are one of its most valuable assets. Community members are interested in options to increase housing variety and to create self-reliant neighborhoods that cultivate an adequate supply of affordable housing, promote infill, and mitigate sprawl, and create more walkable communities. The City should continue to provide for a range of housing types and lifestyle options through its zoning code to accommodate future growth. Low- and high-density residential neighborhoods should also provide for community facilities and nonresidential uses which complement the various types of housing and which benefit from a residential environment (such as daycare facilities or corner stores). See Chapter 5, Housing for further discussion of housing types and variety.

Retail Opportunities

Per capita retail sales and growth in retail sales provide insight into the health of a local economy. While Pullman's taxable retail sales grew at a faster rate than statewide retail sales, there is additional opportunity to add more retail into the city to help boost retail sales, increase retail jobs, and increase the self-sufficiency of Pullman. There are few places for community members to spend disposable income in the city, and sales potentially may be lost to other regional shopping centers, such as the Palouse Mall, which is just a few miles east of Pullman in Moscow, Idaho.

To allow for some clusters of commercial retail close to high-density residential centers, there is opportunity for Pullman to re-zone some residential lots for retail to create retail corridors. This re-zoning could help create walkable hubs for community activity that are located close to where people live.

Mixed-Use

A mixed-use district allows for buildings and uses typically with retail on the ground floor and residential or office on upper floors. Uses may also be designed cohesively in a horizontal pattern. Pre-world war II development patterns across the state and city exhibited a mixed-use design particularly in downtowns; with the advent of widespread auto ownership, uses became more separated. A return to traditional mixed use began again in the late 20th century and cities began to plan for mixed use districts to benefit their economies through placemaking, lower infrastructure and service delivery costs to compact areas, and support healthy active living with less driving and more walking or biking.

Pullman desires to promote new mixed-use developments in neighborhoods to reap these benefits. Some locations that recognize existing mixed-use districts or allow for new mixed development patterns include:

- Colorado Street
- Stadium Way
- Terre View Drive
- Old Wawawai Road
- SR 270

Industrial Uses

Top employers in Pullman include WSU with nearly 5,800 jobs. The second largest employer is Schweitzer Engineering Laboratories with 2,420 jobs. This industry has grown significantly over the last five years, doubling in size, and is projected to continue to grow.

In addition to retaining and growing existing agriculture, manufacturing, and government industries, additional diversity in the industrial base is recommended for the region. Industrial categories showing significant job growth include Utilities; Transportation and Warehousing; Professional, Scientific, and Technical Services, and Educational Services. (Thomas P. Miller & Associates, 2019)

Pullman proposes to increase opportunities for industrial growth in these areas:

- Lands Surrounding the Pullman/Moscow Regional Airport
- Area Along Pullman Albion Road near SR 27
- SR 27 and SR 195 Junction

Airport

The Pullman-Moscow Regional Airport (PUW) is currently undergoing renovations to accommodate increased demand and larger aircrafts, and to meet Federal Aviation Administration (FAA) design standards. The runway realignment project was completed in 2019 and planning for a new passenger terminal is ongoing. The City regulates heights and uses in proximity to the Airport with the Airport Overlay District; the City could periodically review the regulations, flight

volume and type change with future growth, and plan in collaboration with the County. See Chapter 6, Transportation and Chapter 8, Capital Facilities for additional discussion of the PUW expansion project.

Marijuana Land Uses

The City has prepared zoning regulations for marijuana uses, such as dispensaries, in accordance with state requirements. In 2016, City Council approved marijuana manufacturing and retail uses within the city partially dependent on separation from certain sensitive uses (such as schools, public parks, public transit centers, etc.). City Council also adopted 2020 Legislative Priorities that support increasing the shared revenue from marijuana and liquor sales, funding research into the health impacts of marijuana use, and funding for technology that would allow law enforcement to conduct accurate and timely field sobriety tests.[23]

Remove Economic Barriers & Diversify Economy

Pullman looks to increase economic opportunity, diversity, and increased social and cultural amenities as it grows, while safeguarding the quality of life attributes so appreciated by businesses and community members alike. Key economic community priorities are to revitalize the central business district, improve the appearance of streetscapes and older neighborhoods, and protect local historic resources. Pullman has the opportunity to utilize in-depth research about the local economy by economic development organizations to identify and address limitations on the health of the local economy. The City could work with existing and potential industries in the area, and in collaboration with the Port of Whitman, SEWEDA, and the Chamber of Commerce, to identify and address barriers that employers face locally. Utilizing market research and information from employers may help create an opening for a new and enhanced business climate to increase economic performance and job diversity. The establishment of a research innovation partnership zone (IPZ) would leverage the opportunities at WSU, Schweitzer Engineering Laboratories, and other Pullman businesses and institutions. The Washington Department of Commerce designates IPZs, which require three partners: a workforce organization, a research university, and a private globally competitive company. Currently, the state does not provide funding for IPZs.[24] Development at the airport is currently constrained by the availability of utilities. City expansion of utilities would enable the airport to attract businesses that require aviation accessibility and would expand Pullman's industrial base.

[23] See the 2020 Legislative Priorities adopted by City Council on December 12, 2019 (https://www.pullman-wa.gov/cms/one.aspx?portalId=15252951&pageId=16298928).

[24] Washington State Department of Commerce, Washington State Innovation Partnership Zones, 2017

Public Health

The way we design and build our communities affects our physical and mental health. Considering health while planning for future growth is a critical step toward a framework that maximizes a community's long-term sustainability. Fostering built environments that increase access to nutritious foods, active lifestyles, and community services that are convenient to where people live, work, learn and play will support public health in Pullman. The design of the community, such as providing multimodal transportation options, mixed and higher density uses, and green space can also influence the city's response to climate change, and the resiliency of the community. Some potential examples of this include:

- Limit urban sprawl to protect the livelihoods of local farmers and ranchers, the economic viability of farmland, and local food production.
- Relocate the farmers market to Olsen Street, Pine Street, or some other highly visible location to increase visibility and better promote the event.
- Emphasize community spaces and networks of non-motorized trails, bike lanes, and paths that encourage physical activity, foster opportunities for community members to interact with one another, and empower community members to make healthy choices.
- Offer services and programs to all ages and segments of the community to build healthy and productive lives.

- Designate mixed use zones to encourage walkable neighborhoods and active healthy lifestyles.
- Support healthy ecological systems to minimize exposure to environmental hazards in air, water, soil, and food.
- Encourage development of a multi-use trail on the rail line from Colfax through Albion to Pullman.

Natural Environment

Enhancement

South Fork of the Palouse River Cleanup

The cleanup of the South Fork of the Palouse River is an important stormwater management project for Pullman. The river bisects the city and most storm drains empty directly into the SFPR, which is on the State of Washington's list of impaired water bodies for not meeting water quality criteria for temperature, dissolved oxygen, pH, and fecal coliform bacteria. See Chapter 8, Capital Facilities for further discussion of stormwater and the SFPR.

Missouri Flat Creek Restoration

Missouri Flat Creek had regularly flooded near Grand Avenue. To mitigate flooding, the capacity of the creek was increased through use of federal funds acquired by the City; by widening the left bank, there was more room for water and ability to restore native vegetation including prairie. The Missouri Flat Creek Restoration works with Pioneer Explorers, Pullman Civic Trusts, and the Phoenix Conservancy to help conduct restoration activities such as plantings, invasive species removal, monitoring water quality, and other activities.25

Topography

The developed area within Pullman encompasses the river valleys and the four hills separated by these valleys. The topography creates development challenges, from flooding in the valleys to the challenges of developing buildings and infrastructure because of the steep slopes of the city's four hills. As the city continues to grow, the growth could enable new development that incorporates connectivity between natural spaces. This connectivity would benefit community members by providing interconnected green areas to enjoy within the city and would provide wildlife with safe corridors instead of fragmented or "island" habitats.

[25] See: https://environment.wsu.edu/missouri-flat-creek-service-learning-project/.

Air Quality

Poor air quality can adversely affect human health and the environment. The US Environmental Protection Agency (EPA) and Washington State Department of Ecology (Ecology) track air pollution in the State of Washington. Ecology identifies the main sources of air pollution in the state as vehicle emissions and smoke from outdoor burning and wood stoves. Temperature inversions in winter can also result in stagnant air conditions in the Pullman region, trapping pollutants and contributing to poor air quality. In 2019, overall air quality in Pullman was categorized by EPA as "good" 97% of the year and "moderate" the other 3%.[26] Maintaining or improving Pullman's generally good air quality will protect public health, support the local economy and environment, and help to maintain the high quality of life enjoyed by community members, employees, and visitors.

View, Light, & Glare Conditions

Ambient views of the rolling hills surrounding Pullman hold significant value for community members and visitors alike, enriching quality of life and helping to maintain economic vitality. Other views, such as corridors adequately buffered by trees and other vegetation, as well as tree cover throughout the city enhance the overall character of the community. There are currently no regulations for the protection of views and viewsheds.

Protection from excessive light and glare that may accompany development and interfere with views of the night sky is an important aspect of protecting Pullman's character. Poorly planned or enforced outdoor lighting in new development could cause several problems, including energy waste, nuisance for adjacent properties, adverse effects to health from excessive light, disruption of ecological processes, and diminished enjoyment of the night sky. Enforcement of the city's lighting and sign codes could help limit adverse impacts of exterior lighting on neighboring property and minimize the upward scattering of light into the night sky. Elements of a Night Sky ordinance could also help minimize light trespass from developed areas, reduce sky- glow to increase night sky access, improve nighttime visibility through glare reduction, protect outdoor recreation opportunities, and reduce development impact on nocturnal environments. The City could also work with WSU to address the glare of stadium lights on their property to address compatibility.

[26] US EPA, Air Quality Index Daily Values Report (Overall AQI), 2019

ADA Accessibility

Opportunities exist to create a more attractive environment for those with limited mobility. Topography is one factor that makes mobility more challenging in Pullman. A 2020 Curb Ramp Inventory found that out of 967 curb ramps, 233 were compliant with the Americans with Disabilities Act (ADA). The City is actively working to address accessibility issues with each road construction project, and while many curb ramps can be updated over time, topographical challenges, such as steep slopes in Pullman, remain a barrier.

Enhancing ADA accessibility throughout the community is one way to make Pullman more inviting for people with disabilities. The City of Pullman prepared an ADA Transition Plan in 2016 to address these issues. In addition, Pullman is in the process of creating an inclusive park that people (those with disabilities and those without) can enjoy at the site of Mary's Park, an undeveloped parcel of land donated to the City in 2010. The funds for Mary's Park came from a combination of bond money and a $25,000 donation from the local Kiwanis Club. The park will include ADA-accessible play equipment, restrooms, and a sheltered picnic area.[27] ADA playground equipment was received in 2019.[28] See Chapter 7, Parks & Open Space for further discussion of ADA-accessible recreation opportunities.

27 City of Pullman, Mary's Park (Future), 2015.
28 City of Pullman, Mary's Park Improvements, 2019 (https://www.pullman-wa.gov/cms/one.aspx?pageId=16076583).

Goals & Policies

The land use goals and policies guide development of the desired land use pattern in the city, including protection and enhancement of natural and historic resources. New development should occur within the UGA in order to preserve the prime agricultural land surrounding the city.

Growth & Annexation

GOAL LU 1 **Create a vibrant and compact city with living, shopping, working, and recreation opportunities, supported by a multimodal transportation system and framed by land conserved for agricultural production.**

Policy LU 1.1 Anticipate and plan for population growth to maintain Pullman's quality of life.

Policy LU 1.2 Maintain an urban growth area that is large enough to prevent artificial constriction in land supply while small enough to promote efficient use of resources.

- Amend the configuration of the urban growth area only during the City Council's annual goal-setting process or during major Comprehensive Plan revisions when public attention is focused on long-term objectives.
- Encourage future development as infill development contiguous with the existing city limits and is centered around amenities and services to conserve prime agricultural land surrounding Pullman and to protect the agricultural economic base of Whitman County.
- Provide for carefully planned growth that respects the rural character of the landscape at the boundary of the Pullman planning area.
- Allow limited development on unincorporated land near Pullman if such development would not consume prime farmland, would not hinder short- or long-term city growth, and would not adversely affect city facilities or services.
- Evaluate such development as part of a joint city/county review process.

Policy LU 1.3 Coordinate land use with the county in accordance with the city/county tax sharing agreement.

Policy LU 1.4 Emphasize downtown as the focal point for community events, as well as encourage events throughout the city to promote the community's "small town" feel.

Policy LU 1.5 Ensure that city infrastructure – such as transit, utilities, and parks – supports an efficient urban form and meets the needs of the community for mobility, health, and recreation.

Policy LU 1.6 Ensure residential subdivision developers address parks, schools, and commercial services, or the means to access these uses at full development, including:

- A street system that provides effective traffic control measures and multiple points of access;
- The full bicycle, pedestrian, and non-auto circulation system; and
- Parks, open space, and other community facilities.

Policy LU 1.7 Create a Mixed-Use zoning district to facilitate a combination of commercial, residential, institutional, and live/work spaces in appropriate locations throughout the city, or accomplish this objective through the amendment of existing zoning district designations. Provide mixed use development standards that reinforce multimodal access to transit and pedestrian and bicycle routes to improve connectivity and resiliency. Incorporate greenery for natural shading and reduce impervious areas and parking in development standards.

Policy LU 1.8 Consider development of overlay district regulations to enhance and/or preserve distinctive areas within the city.

Policy LU 1.9 Be mindful of new or upcoming technology (e.g., next generation cellular networks, electric bikes, ride sharing operations, autonomous vehicles) in the community's review of proposed plans, programs, and development regulations.

Policy LU 1.10 When re-development is desired on City-owned land, utilize a Request for Proposals (RFP) process to solicit and analyze appropriate development proposals.

GOAL LU 2 Annex land within Pullman's defined Urban Growth Area considering service boundaries and effectiveness, and the needs and desires of the community, property owners, and adjacent residents.

Policy LU 2.1 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 LU 2.2 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.

Policy LU 2.3 Assign prezone and land use plan designations to all areas outside the city limits within the urban growth area; when land outside the urban growth area is proposed to be annexed, assign appropriate prezone and land use plan designations to the property under consideration. Review the land use plan and prezoning as conditions change. Consider transportation factors, area-wide circulation, and infrastructure needs.

Policy LU 2.4 Avoid the creation of unincorporated areas surrounded on three or more sides by the city limits, and discourage the establishment of narrow projections of incorporated land surrounded on three sides by unincorporated property.

Policy LU 2.5 Create a plan for the eventual redevelopment of the county cluster residential areas to convert them to an urban form when/if annexation occurs.

Policy LU 2.6 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 LU 2.7 Consider the fiscal impacts of extending services to annexation areas based on the proposed uses and/or prezone designations. Require that new development bear the cost of these services in most cases. The annexation may be conditioned on capital improvements being made and agreements for bearing other costs being completed.

Policy LU 2.8 Require property owners within an area to be annexed to assume their proportionate share of the City's indebtedness upon annexation.

Policy LU 2.9 Where necessary, require petitioners for city annexation to apply for annexation to other service districts at the same time.

Public Participation

GOAL LU 3 Facilitate strong public participation in all community land use and development matters.

Policy LU 3.1 Maintain strong government accountability in all public services, and publicize the City's actions in this regard to the local citizenry.

Policy LU 3.2 Provide required notice of annexation or significant development proposals filed with the City in a timely fashion to all affected property owners and residents.

Policy LU 3.3 Provide information to the public about City programs or projects through the use of the community newsletter, the planning department newsletter, social media, direct mailings, signage, and/or other means.

Policy LU 3.4 Build on existing means of communication as new technologies emerge to more widely disseminate information about infrastructure projects, land use proposals, and development review processes. Solicit feedback through a variety of means including in-person and online meetings as well as hybrid meetings, surveys, correspondence, social media, and other means.

Neighborhoods

GOAL LU 4 Plan for cohesive and livable neighborhoods, considering their unique characteristics and needs for housing, transportation, services, and amenities.

Policy LU 4.1 Define individual neighborhoods and districts within each of Pullman's four major hills to help determine the specific needs of these areas.

- Assign names to these mini-neighborhoods and commercial areas to assist with identification and enhance pride among community members and/or business owners.
- Focus on areas that have distinctively common attributes when classifying residential neighborhoods within the community.

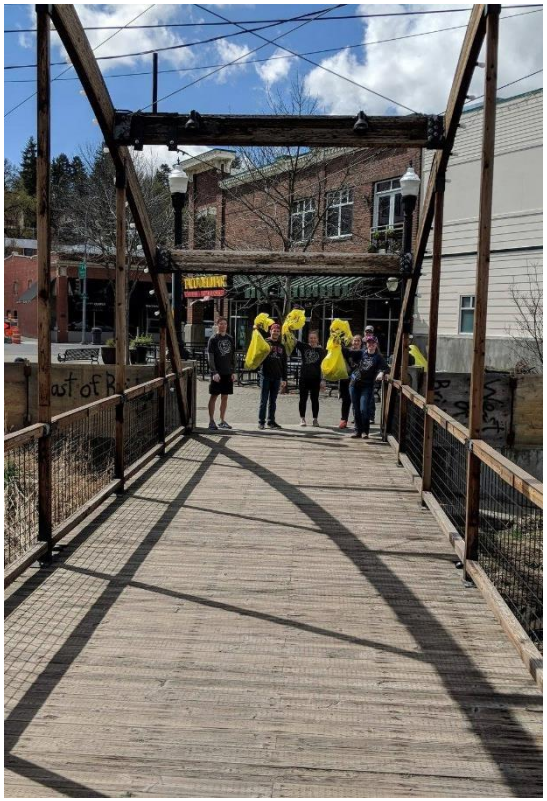
Policy LU 4.2 Create self-sufficient walkable neighborhoods that contain readily accessible basic services (commercial services, schools, parks, etc.) to promote healthy living and for residents to minimize single-occupancy vehicle use providing mobility alternatives for all segments of the population.

Policy LU 4.3 Enhance the College Hill Core neighborhood by making steady progress on the goals and implementation strategies in the adopted College Hill Core Neighborhood Plan.

Policy LU 4.4 Protect the unique characteristics of established neighborhoods from intrusion by incompatible uses.

Policy LU 4.5 Encourage the creation of neighborhood organizations to assist community members in their efforts to enhance the area in which they live and to help citizens effectively participate in City decision-making processes. Conduct listening sessions with neighborhood groups on an ongoing basis to address local needs.

Policy LU 4.6 Facilitate self-sufficient, resilient, walkable neighborhoods and increase food security with access to healthy food, including community gardens.



Residential Uses

GOAL LU 5 Create comfortable neighborhoods and encourage residential diversity.

Policy LU 5.1 Establish a mixture of residential densities in the community.

Policy LU 5.2 Promote mixed residential/commercial use in appropriate parts of the city that are in scale with surrounding properties (e.g., downtown, Colorado Street).

Policy LU 5.3 Amend the City's regulations to allow more readily for live/work spaces in the community and allow home occupations that will not create a nuisance for neighbors.

Policy LU 5.4 Buffer lower-density residential uses from the adverse and incompatible effects of commercial and higher residential density development through such means as topographic barriers, increased setback requirements, landscaping, and sight-obscuring screens.

Policy LU 5.5 Allow for higher densities in multi-family zoning districts along with appropriate design standards that are in scale with surrounding properties.

Policy LU 5.6	Promote maintenance of private property by owners, tenants, and landlords in a neat, attractive, and structurally sound condition.
Policy LU 5.7	Develop a program to collaborate with property owners and managers on the upkeep of rental housing.
Policy LU 5.8	Require approval of a master plan for phased developments rather than approving subdivisions or other proposals in an incremental fashion.
Policy LU 5.9	Provide for innovative design in residential development, including alley access, reduced front setbacks, and smaller lots.
Policy LU 5.10	Prepare and implement minimum vegetation installation and maintenance standards for private property.
Policy LU 5.11	Permit accessory dwelling units in all residential zones, so long as adequate access, parking, and private open space can be provided. Consider reduced setbacks in the rear yards of residential zones for accessory structures.
Policy LU 5.12	Allow for the siting of manufactured homes on individual lots in all residential zoning districts.
Policy LU 5.13	Address the appropriate use of short-term rentals in residential and commercial districts within the city.
Policy LU 5.14	Limit the number of occupants per household to minimize adverse neighborhood impacts that can arise when large groups of individuals reside in a single housing unit.

GOAL LU 6 Develop compact and well-designed high-density residential districts.

Policy LU 6.1	Maintain minimum as well as maximum densities for residential uses in high-density residential areas to promote efficiency and compatibility.
Policy LU 6.2	Require ample landscaping and recreational areas for high-density housing.
Policy LU 6.3	Ensure that high-density residential areas have convenient and ADA accessible access to major transportation access routes.

Commercial, Mixed Use, Industrial, & Public Uses

GOAL LU 7 **Strengthen and grow the economic base of the community.**

Policy LU 7.1 Develop a sustainable program for the long-term economic health of the city to ensure the retention and recruitment of key businesses in the community.

Policy LU 7.2 Continuously work to increase the retail sales tax base in the community.

Policy LU 7.3 Actively assist in the creation of additional living wage jobs in the community.

Policy LU 7.4 Identify underutilized commercial and industrial properties in the city and coordinate with property owners, the Chamber of Commerce, economic development agencies, and other appropriate parties to effect full use of these sites.

Policy LU 7.5 Consider the creation of Business Improvement Districts (e.g., in the downtown) to provide for needed facilities and services in particular segments of the community.

Policy LU 7.6 Allow for more flexible floor area ratio (FAR)[29] limits in the new mixed-use zoning district and existing commercial zones.

Policy LU 7.7 Expand opportunities for additional local food production, and support agricultural economy, such as wineries, breweries, cider production, and commercial food preparation such as bakeries.

Policy LU 7.8 Make investments in roads including Ring Roads and South Bypass, trails, parks, stormwater, high-speed internet, and other infrastructure and amenities to provide for attractive employment centers for employers and employees.

Policy LU 7.9 Support efforts to provide incentives for upgrading the appearance of buildings and other facilities, especially in the downtown area and along major arterials.

[29] Floor Area Ratio (FAR) is the total building floor area divided by the gross lot area. Higher ratios are found in denser areas such as downtowns and lesser ratios are found in more auto-oriented areas.

Commercial

GOAL LU 8 **Offer a variety of goods and services in commercial districts that are readily accessible and attractive.**

Policy LU 8.1 Coordinate with the Chamber of Commerce and other economic development organizations to encourage the reuse of vacated buildings and the development of more retail, entertainment, service, and restaurant businesses to engender a livelier, flourishing community.

Policy LU 8.2 Allow residential uses above the first floor in commercial areas.

Policy LU 8.3 Permit neighborhood commercial development in high-density residential areas so long as it caters primarily to immediate neighborhood residents, and the development is designed and operated to be compatible with the neighborhood.

Policy LU 8.4 Encourage shared driveway access to parking for adjacent businesses to improve traffic flow in commercial areas.

Policy LU 8.5 Encourage the performing arts in Pullman including arts facilities.

Policy LU 8.6 Promote commercial and office development that is attractive, pedestrian oriented, and accessible by several modes of transportation.

- Promote the development of clustered commercial facilities.
- Improve the appearance of existing commercial areas, including signs, landscaping, parking areas, and public facilities such as sidewalks.
- For all commercial and office development, require the establishment of a clearly distinguishable, attractive pedestrian access from adjacent public street(s) that is separated from vehicular access and parking.

Policy LU 8.7 Develop and promote business technology incubator facilities.

Policy LU 8.8 Explore the potential development of a full-scale conference center for the community as a public/private partnership.

Policy LU 8.9 Encourage redevelopment of the former city hall consistent with the Downtown Plan.

Policy LU 8.10 Ensure that the Comprehensive Emergency Management Plan developed regionally responds to the impacts of climate change and identifies roles and responsibilities to assist in a sustainable economic recovery after a disaster.

Policy LU 8.11 Promote a local economy is resilient to climate disruptions and fosters business opportunities associated with climate mitigation and adaptation. Support local businesses' efforts to generate and store renewable electricity on-site, which can provide back-up power during emergencies and help ensure continuity of operations.

Downtown

GOAL LU 9 Maintain Downtown as a vital commercial, entertainment, and mixed use hub serving Pullman and other communities.

Policy LU 9.1 Implement the provisions of the Downtown Master Plan to address specific improvements in the central business district.

Policy LU 9.2 Consider rails to trails concepts for rail lines in Downtown. Study the trestle bridge for banking, restoration, and connection.

Policy LU 9.3 Allow for controlled use of city rights-of-way for private purposes (e.g., sidewalk cafes, farmer's market) to enhance the vitality of the downtown area.

Policy LU 9.4 Re-establish a Main Street Program for the downtown area.

Policy LU 9.5 Explore more flexible height limits for buildings in the downtown area. Policy LU 9.6 Create additional parent/child-friendly amenities for the downtown area.

Policy LU 9.7 Emphasize improvements to infrastructure and building maintenance in the downtown district. Promote historic character and improve walkability, cycling, wayfinding, and connectivity when investing in improvements including permeable pavement and sustainable and drought resistant tree canopy in right-of-ways and parks.

Policy LU 9.8 Address vacant and blighted structures in the downtown area by providing incentives to property owners. The downtown should have priority implementation of enforcement and incentives.

Industrial

GOAL LU 10 **Encourage industrial businesses that provide high-wage jobs and produce high value products in an environmentally sustainable and non-polluting manner.**

Policy LU 10.1 Collaborate with the Port of Whitman County, Southeast Washington Economic Development Association, Chamber of Commerce, and other organizations to diversify the economy by facilitating additional clean industry in the city.

Policy LU 10.2 Encourage the development of non-polluting, climate-resilient, research-related product development, green technology, or agriculture-related industries in the City of Pullman.

Policy LU 10.3 Establish a variety of attractive locations for industrial development.

Policy LU 10.4 Reserve industrial districts for industrial uses and ancillary or supportive commercial services.

Policy LU 10.5 Improve the appearance of established industrial areas, including attractive design and landscaping to help industrial development fit into the surrounding area.

Policy LU 10.6 Assure that industrial sites are located on or near arterial streets; if the location is near an arterial, access should not pass through a residential district.

Policy LU 10.7 Encourage industrial and commercial development implement best practices in the design of the building's interior and exterior such as passive cooling, water conservation, installing drought tolerant plants, reducing light pollution, and other measures.

Airport

GOAL LU 11 **Promote safe and efficient use of the Pullman-Moscow Regional Airport operations by minimizing incompatible land uses.**

Policy LU 11.1 Preserve the safety of airport functions by restricting the penetration of any new object or structure into the facility's air space, as defined by federal aviation regulations.

Policy LU 11.2 Coordinate with the County to prescribe compatible land uses in the vicinity of the airport that conform to FAA rules and WSDOT Aviation Division guidelines and follow recommendations of the adopted Pullman- Moscow Regional Airport Master Plan.

Policy LU 11.3 Allow new land uses in the vicinity of the airport that are compatible with applicable aircraft safety and noise guidelines; for this purpose, review, update, and maintain an airport environs overlay district as part of the City's development regulations.

Policy LU 11.4 Provide public infrastructure (e.g., water, sewer lines, and multi-modal trail) along the Airport Road corridor to allow for the expansion of compatible commercial and industrial development around the Pullman- Moscow Regional Airport.

Policy LU 11.5 Encourage high-speed internet in the Airport vicinity and improve cellular coverage.

Public Uses

GOAL LU 12 Support community members and businesses with necessary and quality public facilities and utilities.

Policy LU 12.1 Ensure sufficient land is reserved and managed to provide for public facilities and utilities necessary for public health, safety, and quality of life in Pullman.

Policy LU 12.2 Provide for zoning regulations and standards that recognize public, institutional, utility, and open space uses. The City may create one or more zones to distinguish uses that have more intensive buildings and activities (e.g. administrative) from facilities that are predominantly land oriented (e.g. parks and open space).

Policy LU 12.3 Develop system plans for City facilities and utilities to manage and expand services and utilities to fulfil the Vision, address growth, and meet needs of current community members and businesses.

Policy LU 12.4 Require subdivisions to address the demand for park facilities with added population.

Policy LU 12.5 Encourage developers to implement stormwater facilities that can be used for recreation or other compatible public use

Washington State University

GOAL LU 13 Work in partnership with WSU to support its objectives as a thriving university that is actively positioning itself for a successful future.

Policy LU 13.1 Allow WSU to exercise ultimate control over its own land use activities with some limited exceptions specified in official agreements between the City and WSU.

Policy LU 13.2 Cooperate with WSU to ensure that development, whether it be under the jurisdiction of the City or the university, is compatible with the other entity's interests and is well coordinated with respect to public facilities and services.

Policy LU 13.3 Promote continuous interaction between WSU and the rest of the community to ensure the university is fully engaged with local community members. Better integrate WSU students with the rest of the population through such means as community events, neighborhood meetings, and joint sessions between the Associated Students of WSU (ASWSU) and City staff or appointed/elected officials.

Policy LU 13.4 Coordinate with WSU to implement a bicycle and pedestrian plan and promote complete streets at all of the connections to the broader community.

Public Health

GOAL LU 14 Promote active and healthy lifestyles through land use planning and community facilities siting.

Policy LU 14.1 Promote public health in the community by increasing opportunities for physical activity and providing easy access to healthy food.

Policy LU 14.2 Work with the Pullman Community Action Center and other entities in urban food system planning by providing for sustainable local food production (through backyard and community gardens), reducing waste with reusable/compostable containers, and connecting food supplies with local food pantries.

Policy LU 14.3 Relocate the farmers market to Olsen Street, Pine Street, or some other highly visible location to better promote this event.

Policy LU 14.4 Recognize Pullman serves as a hub of the regional health system. Encourage superior high-quality health care.

Policy LU 14.5 Work with the Community Action Center and other entities to develop assistance programs for people categorized as Asset Limited, Income Constrained, Employed (ALICE).

Policy LU 14.6 Identify and develop resilience hubs (community-serving facilities augmented to support residents and coordinate resource distribution and services before, during, and after a hazard event), and other tools to address the potential impacts of climate change on vulnerable communities.

Policy LU 14.7 Develop and implement an urban heat resilience strategy that includes land use, urban design, urban greening, and waste heat reduction actions. Use vulnerability and risk assessment tools to identify locations for planting street trees/urban greening initiatives (e.g., University campus-adjacent neighborhoods and roads/trails).

Policy LU 14.8 Develop and implement a wildfire smoke resilience strategy in partnership with local residents, emergency management officials, regional clean air agency officials, and other stakeholders.

Natural Environment

Natural Resources

GOAL LU 15 Protect, enhance, and conserve Pullman's natural resources.

Policy LU 15.1 Encourage surface grading of development sites that, to the extent possible, follows the contours of the existing terrain to protect the character of the landscape.

Policy LU 15.2 Prevent soil erosion to the greatest extent possible. Construction sites should be managed to minimize erosion, and landscaping should be installed to prevent longer-term problems.

Policy LU 15.3 Protect and maintain the environmental quality of Pullman's public areas.

Policy LU 15.4 Encourage energy-efficient site planning, design, and construction. Encourage innovative alternative energy to build resilience and capacity to prepare for increased energy demand.

Policy LU 15.5 Encourage projects that incorporate environmentally sustainable elements (e.g., "green" energy and buildings).

Policy LU 15.6 Explore available means to reduce carbon emissions through maintenance of an efficient urban form, promotion of non-motorized travel, utilization of clean energy products, and other related actions.

Policy LU 15.7 Establish and implement a Climate Action Plan based on best available science with stakeholder commission. Identify, develop, and implement strategies to meet Climate Action Plan provisions.

Policy LU 15.8 Maintain or improve air quality in Pullman; avoid or mitigate land use activities that create or compound air quality problems, including the release of volatile organic compounds and odors.

Policy LU 15.9 Establish programs to plant and maintain trees throughout the city to promote a well-managed and healthy urban forest. Prioritize native plantings in rights of way, parks, parking lots, and other areas subject to urban heat island effects with populations vulnerable to extreme heat.

Policy LU 15.10 Consider elements of a Night Sky ordinance and lighting provisions such as location and cutoff shields in the Pullman City Code.

Additional Sustainability Policies

See the Transportation and Capital Facilities Elements for more policies addressing climate action and sustainability.

Policy LU 15.11 Continue to periodically review and update Critical Area Ordinance (CAO) regulations using best available science.

Policy LU 15.12 Incentivize water-efficient site planning, design, and construction with natural features for green infrastructure to minimize the impact on natural areas.

Policy LU 15.13 Evaluate and update Pullman City Code (including shoreline master program, critical area regulations, stormwater requirements, and tree and landscape standards) to address climate change, exacerbated impacts to natural resources, extreme precipitation, flooding, extreme heat, and drought, and improve resilience.

Water Resources

GOAL LU 16 Ensure a sustainable and safe water supply, and ensure stormwater quality.

Policy LU 16.1 Coordinate with other jurisdictions in the area to maintain an adequate supply of ground water for the community's potable water needs.

Policy LU 16.2 Protect the Grande Ronde Aquifer from contamination in order to assure a safe public water supply and coordinate aquifer protection regionally.

Policy LU 16.3 Protect and enhance the water quality, habitat value, and beauty of all perennial streams and rivers in the city. Cooperate with neighboring jurisdictions on regional water quality issues.

Policy LU 16.4 Promote low water use landscaping for public and private developments.

Policy LU 16.5 Prevent the creation of storm water drainage patterns that will overload the city's storm drainage system.

Policy LU 16.6 Control stormwater runoff and provide treatment to prevent contamination of local streams from erosion, urban development, or livestock.

Policy LU 16.7 Employ Low Impact Development practices in public and private land use to use stormwater resources more efficiently.

Policy LU 16.8 Implement stormwater management projects – such as cleanup efforts on the South Fork of the Palouse River – to improve the function and appearance of the city's waterways.

Policy LU 16.9 Encourage water reclamation and greywater use where feasible with major institutions or systems such as with schools and parks.

Policy LU 16.10 Protect the critical aquifer recharge area, and avoid depletion through reduction in impervious areas and other low impact development techniques.

Wetlands & Habitat

GOAL LU 17 Preserve wetlands, riparian areas, and significant plant and wildlife habitat.

Policy LU 17.1 Discourage development in or near wetlands, riparian areas, and significant plant and wildlife habitat sites that would adversely affect the size or functioning of the resource area. Development of property containing these designated critical areas should:

- Avoid impacts to the critical area if at all possible.
- Mitigate for unavoidable impacts on-site and near the affected resource.
- Mitigate for unavoidable impacts off-site only as a last resort.

Policy LU 17.2 In order to maximize the functional value of wetlands and other significant habitat sites, encourage protection of larger, continuous areas rather than isolated pockets of habitat.

Policy LU 17.3 Consider the development of a wetlands mitigation bank in order to maximize the functional values of individual wetlands mitigation.

Policy LU 17.4 Restore channel capacities and natural stream and riparian area functions where possible.

Policy LU 17.5 Encourage restoration of native vegetation to riparian areas.

Policy LU 17.6 Encourage private owners of stream channels to maintain the riparian area in vegetative cover and remove trash.

Policy LU 17.7 Encourage compatible public use in wetlands buffers such as trails.

Pullman 2040

Pullman 2040 is an ongoing planning process led by the Pullman Chamber along with many partners that is intended to develop a collective vision for the Pullman community and the strategies to accomplish that vision. Some elements of the project include addressing recreation and the environment.

Policy LU 17.8 Enhance buffers and habitat corridors with native plants and trees that promote ecosystem functions, shade, and carbon sequestration, and Palouse Prairie Restoration, with consideration on the effects of flood prevention.

Frequently Flooded Areas

GOAL LU 18 Minimize flood damage to private and public property.

Policy LU 18.1 Carefully manage development in flood hazard areas. Development proposed in or adjacent to designated flood hazard areas shall demonstrate that lives and property at the subject site and at upstream and downstream properties will not be significantly affected by the development.

Policy LU 18.2 Require floodproofing measures when remodeling is proposed to structures located in the floodplain.

Policy LU 18.3 Encourage the use of bioengineering techniques to protect stream banks from erosion.

Policy LU 18.4 Coordinate floodplain land use efforts with the county so that floodplain uses are compatible with City policies and codes if and when they are annexed.

Policy LU 18.5 Develop creative and attractive floodplain management designs to reduce flooding potential.

Policy LU 18.6 Consider a flood adaptation hierarchy with strategies and interventions to protect, accommodate, or retreat from flood hazard areas that would be exacerbated by climate change; where interventions are necessary for protection, give preference to nature-based designs.

Policy LU 18.7 Utilize the storm water utility and corresponding enterprise fund to sustain the Stormwater Program. Incorporate climate change and resiliency in the system design and management.

Policy LU 18.8 Promote smart irrigation, stormwater management, preventative maintenance, water conservation and wastewater reuse, plant selection, nature-based design, and landscape management.

GOAL LU 19 Promote open space and recreational uses of floodplain areas.

Policy LU 19.1 Encourage private landowners to maintain the floodplain as open space in natural vegetative cover.

Policy LU 19.2 Encourage bicycle/pedestrian easements along streams.

Policy LU 19.3 Promote flood adaptive land uses in floodplains with natural buffers for riparian areas and floodplain functions, with access for recreation and trails.

Geologically Hazardous Areas

GOAL LU 20 Protect lives and property by limiting development in geologically hazardous areas.

Policy LU 20.1 Discourage development on steep slopes and geologically hazardous areas. Development proposed for steep slopes shall use the best available means to demonstrate that the lives and property of community members or users of the development and adjacent properties will be adequately protected.

Policy LU 20.2 Review critical area regulations to address increasing hazards due to climate induced impacts.

Shorelines

GOAL LU 21 Preserve shoreline areas while assuring public access to the water, in accordance with the City's Shoreline Master Program.

Policy LU 21.1 Protect the quality of local streams and enhance public access to shorelines. Review of all private and public developments should consider and provide for public access as close to the water as possible, consistent with protection of environmental resources and water quality.

Policy LU 21.2 Protect and enhance public views of the shoreline area from adjacent upland areas, consistent with the need to protect environmental resources (including vegetation).

Policy LU 21.3 Preserve the natural character of the shoreline. Ensure that public and private development, including public access and recreational development, minimizes disturbance of environmental resources and shoreline ecosystems.

Policy LU 21.4 Encourage the use of native plant materials in restoration of shoreline areas or landscaping development within the shoreline area. Protect areas of native vegetation.

Policy LU 21.5 Encourage the design and use of naturally regenerating systems of erosion control and water quality treatment in shoreline areas.

Policy LU 21.6 Ensure that all shoreline uses are located, designed, constructed, and maintained to minimize adverse impacts to water quality and fish and wildlife resources.

Policy LU 21.7 Encourage development of trails along the city's streams. All trails should be designed to protect environmental resources and minimize adverse effects to water quality.

4

Community Design

Introduction

Architectural and urban design play a key role in creating and maintaining a vibrant, livable community, and the design of public spaces and neighborhoods contributes to the city's character and unique sense of place. The Community Design Element describes current design patterns in Pullman's urban environment and the neighborhoods that define it. The Element identifies opportunities and constraints related to Community Design in Pullman and identifies policies to guide future development of the city's-built environment.

The Community Design Element supports the **Vision Statement** by establishing policies that promote protection and enhancement of historic and cultural resources that contribute to Pullman's unique sense of place. Other policies acknowledge local rivers and streams as aesthetic resources that enhance the community.

This element directly supports the following **Framework Principles**:

- Defined and welcoming sense of place
- Diverse and thriving economy
- Healthy and valued natural environment

Conditions & Trends

Regional Setting & Landscape

As described in Chapter 1, Plan Foundation Pullman is located in southeastern Washington's Palouse region, a tapestry of rolling hills, wheat fields, and winding river valleys. The city is centered on the confluence of the Missouri Flat Creek, Dry Fork Creek, and the South Fork of the Palouse River, and the surrounding hills create the structure for Pullman's four major neighborhoods.

This picturesque landscape provides a unique backdrop for Pullman as it continues to forge its identity as a community that respects its rural setting and agricultural roots while looking forward to a future fueled by higher education and high-tech innovation.

Neighborhood Design Context

Downtown

As described in the Land Use Element, Downtown Pullman sits in the valley formed by the surrounding hills, located at the junction of several waterways. Downtown is the heart of Pullman's historic business district, and it hosts a collection of well-preserved historic buildings, public parks, and connections to the Downtown River Walk trail. While Downtown contains some of Pullman's best examples of historic architecture and high- quality architectural design, the area also experiences storefront vacancy levels that are higher than ideal, leading to declining physical appearance of some buildings.

Most of Pullman's public gathering spaces are concentrated in Downtown, while the WSU campus is another social hub that could be more strongly connected for the benefit of all Pullman community members.

Downtown locations provide citizens and visitors with social spaces and showcase the neighborhood's design character.

- **High Street Plaza:** Located adjacent to the historic Flatiron building between Paradise and Main Streets, this small plaza hosts outdoor music concerts. Improvements to lighting and landscaping, along with construction of a stage/performance area, could improve public use of this space as a concert venue.
- **Pine Street Plaza:** This public space is located near the trestle across the river and is one of the most active public spaces in the city. It provides outdoor seating for adjacent restaurants and connects Downtown to the riverfront trail system. It also provides a venue for outdoor music concerts. Lighting and access improvements could further improve the appearance of this space and attract more visitors to Downtown. The Downtown Plan identifies treating Pine Street like an extension of the Pine Street Plaza, increasing the quality for pedestrians.
- **Downtown Riverwalk:** This trail provides pedestrian and bicycle connections between Downtown and the broader regional trail network. Additional access, landscaping, and safety improvements would increase usage of this trail and offer community members improved non-motorized connections between urban and rural environments.

While the district has a well-defined walkable street grid, the area is also a crossroads of major vehicle transportation routes, leading to high levels of vehicle traffic, including trucks. Such a large number of automobiles moving through the area detracts from the pedestrian streetscape, and a lack of adequate signage and crossing signals pose challenges for pedestrians moving through the area. For example, lights at Pine Street should not go red until a pedestrian is crossing. Prominent traffic signage and utility infrastructure (power lines, utility poles, etc.) also detract from the architectural character and pedestrian focus of Downtown.

Pioneer Hill

Pioneer Hill, located south of Downtown, is an established residential neighborhood, primarily characterized by single-family homes with tightly-gridded, walkable streets and extensive tree cover. Much of the neighborhood is within walking distance of Downtown, the new City Hall, Pioneer Center, and several gathering and cultural spaces. It is bounded by commercial districts on the west and south and the SR 270 corridor on the east. Pioneer Hill is also located within walking distance of several parks, including Lawson Gardens, Kruegel Park, and City Playfield.

Sunnyside Hill

Sunnyside Hill forms the southwest quadrant of the city. Like Pioneer Hill, much of this neighborhood is within walking distance of Downtown. In contrast to Pioneer Hill, the street pattern is larger, characterized by curving roads and cul-de-sacs. The eastern portion of the study area near SR 27 is characterized by commercial development and established residential areas, while the western portion of the neighborhood consists of newer residential development, including newly constructed single- and multi-family residences. Sunnyside Hill is also walking distance to Sunnyside Park and other community spaces.

Military Hill

Located in the northwest quadrant of the city, Military Hill contains a mix of residential, commercial, and industrial development; the area is experiencing greater growth compared to other quadrant neighborhoods. Similar to Sunnyside Hill, this neighborhood includes commercial development along the major transportation corridor with established residential areas behind. Farther to the northwest, newer residential development is characterized by larger, more suburban block patterns and cul-de-sacs. This area is also home to Pullman High School, Military Hill Park, and the Pullman Aquatic Center.

College Hill

In 1890, Washington Agricultural College Experiment Station and School of Science was founded. It was later called Washington State College and is now Washington State University (WSU). Growth of the school led to the development of the neighborhoods of College Hill and Military Hill in the eastern and northern areas of the city, respectively.

Continued growth of the school has required students, faculty, and staff to find housing in the other residential neighborhoods of Pullman.[30]

In 2009, the City adopted the College Hill Core Neighborhood Plan, a subarea plan incorporated by reference into this Comprehensive Plan. It contains a vision, goals, and implementation strategies, providing for a safe and vibrant neighborhood, a mix of housing types and commercial and institutional uses, well-maintained properties and housing, superior infrastructure, sufficient parking balancing residential character, historic protection, public and private open space, community collaboration, and more.

[30] National Park Service, National Register of Historic Places Registration Form, College Hill Historic District, 2006.

A portion of College Hill has been designated as the College Hill Historic District, a single- family residential housing district primarily housing staff, faculty, and students of WSU. The district has been listed on the National Register of Historic Places since 2006. The area of the district is 23.7 acres, and it is bounded roughly by NE Stadium Way on the north, NE B Street on the east, NE Howard Street on the south and properties on the west side of NE Indiana Street on the west. Of the 146 buildings and structures within the district, 113 are considered to contribute to its historic character. The period of significance for the district is 1888 to 1946.[31] All of the properties in the district are located on the north slope of College Hill. The properties within this district are characterized by long, narrow, and rectilinear property lines. Many properties are set back from the street and have open front yards. Many of the properties back onto alleys that provide access to garages and parking. The predominant house styles are Colonial Revival (29%), Tudor Revival (14%), and Bungalow/Craftsman (30%).[32]

Most of the streets on College Hill are narrow, and parking is a perennial problem for community members. This problem has been made worse as more of the single-family homes are converted into apartments or multi-tenant structures. The City of Pullman recognizes the need to rehabilitate the College Hill Historic District and its environs by enhancing neighborhood and housing conditions and expanding vehicle parking options. City plans state that new development within this district should be designed using standards that are consistent with the character of this historic neighborhood.

Trail System

Paths and trails within city limits extend more than 16 miles, including a portion of the seven-mile-long Bill Chipman Palouse Trail connecting Pullman and Moscow.

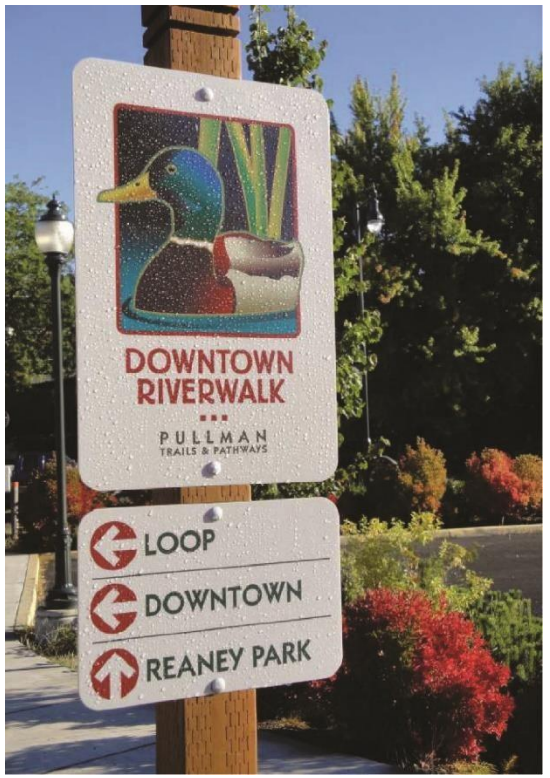
Implementation of the Pullman Pedestrian/Bicycle Circulation Plan, Pullman Parks & Recreation and the Washington State University Bicycle and Pedestrian Plan, can help connect Pullman's community members with destinations and offer recreation and commute opportunities. The City's Complete Streets policies and street design standards can help extend and expand the trail, sidewalks, and bicycle routes in the City. Other opportunities include transfer of the northern ring road to the County and City where multimodal transportation can be proposed. Also, repurposing unneeded rail lines for active transportation could also be pursued. For more information and relevant policies see the Transportation and Capital Facilities Elements.

[31] Washington State Historic Preservation Office, NPS Form 10-900: National Register of Historic Places Registration Form for College Hill Historic District, 2006.

[32] Washington State Historic Preservation Office, NPS Form 10-900: National Register of Historic Places Registration Form for College Hill Historic District, 2006.

Gateways

Two primary highways, SR 27, and SR 270, connect Pullman to the surrounding region and divide the city into quadrants. These highways carry most of the vehicle traffic coming into and leaving Pullman. As these routes descend into Pullman from the surrounding hills, they offer opportunities to establish formal gateways and improving signage to the city that provide a sense of arrival to visitors and emphasize Pullman's community identity, such as Welcome Wayside on Davis Way. Other gateway opportunities include trail heads, such as at the Bill Chipman Palouse Trail.



Within the City, additional gateway locations would help define neighborhood boundaries, such as those for Downtown. Outreach to Downtown stakeholders indicates a desire for more formal boundaries and clearer branding for Downtown, which could be accomplished through entry signage or public art at strategic locations. Potential Downtown gateway locations include the intersection of Grand Avenue and SE Paradise Street and the intersection of SE Paradise Street and Main Street.

Signage, Wayfinding, & Public Art

As described under Neighborhood Design Context, Pullman's neighborhoods have distinct characteristics, and Downtown serves as the social, commercial, and cultural

hub of the city. However, recent public outreach and stakeholder engagement as part of development of the Downtown Master Plan indicates ambiguity in the community about the boundaries of Downtown and connections between major community activity centers. A comprehensive branding and wayfinding strategy, including common signage designs, promotes a unified community identity and offers community members and visitors improved awareness of, and access to, public spaces and community amenities.

Public art in Pullman is generally limited, and more widespread use would provide opportunities to reinforce community identity, along with providing aesthetic interest for visitors to these spaces. Pine Street Plaza, located adjacent to the trestle across the river, features a mural by local artist Patrick Siler, and Cougar Plaza at the corner of Grand Avenue and NE Olsen Street, features a public sculpture installation and signage for both the City of Pullman and WSU.

Historic & Cultural Resources

Certified Local Government Program

Pullman is a member of the Certified Local Government Program, which helps local governments preserve historic and cultural resources by providing access to financial and technical assistance through the National Historic Preservation Act. Certified Local Governments may also apply for grants, offer Special Tax Valuation to locally listed properties, and receive assistance and training from the State Historic Preservation Office.

Downtown Historic Survey

The Downtown Historic Survey of Pullman was conducted in 2014 to catalog historic resources. The survey determined that five of the survey sites appear individually eligible for inclusion in the National Register of Historic Places; these include:

- Washington National Guard Armory
- Cordova Theater
- Anawalt/Mason Building
- Jackson Block/Grand Theater
- Old Post Office

Portions of the survey area are potentially eligible for listing as a historic district in the National Register; 36 of the survey sites would be included as contributing sites within that district. The majority of the area appears eligible for a downtown historic district. The period of significance, which includes all of the city's major building style trends, spans from around 1890 to around 1960.[33]

[33] A.D. Preservation, Reconnaissance Survey for Downtown Pullman, Whitman County, Washington, 2014

Maple Street Historic Survey

The Maple Street Historic Survey was conducted in 2013 and surveyed 36 buildings in the area bounded roughly by Maple Street to the west, Palouse Street to the south, Maiden Lane, and Opal Street to the east and Colorado Street to the north. Small alterations to a historic building, such as replacing windows or doors with use of non-period materials or technology, can significantly decrease the historical integrity of a building. Due to these kinds of renovations, 32 of the 36 buildings inventoried have lost considerable historical value. Three of the buildings in the area remain largely intact and were determined to be eligible for listing on the National Register under Criterion C (historical significance derived from design or construction). These are three houses located at:

- 625 Maple Street
- 635 Maple Street
- 410 Spaulding Street

The survey also determined that several prominent local people owned and lived in the house at 455 Campus Street, which makes it eligible for listing on the National Register under Criterion B (historical significance derived from association with the lives of persons significant in our past).[34]

National Register of Historic Places

There are 10 sites in Pullman currently listed in the National Register of Historic Places. These are:

- Thompson Hall and Stevens Hall on the WSU campus
- United Presbyterian Church (Greystone Church) at 430 NE Maple Street
- William Swain house at West 315 W Main Street
- Gladish Building (Pullman High School) at 115 NW State Street
- Old Post Office Building at 245 SE Paradise Street
- Cordova Theater at 135 N Grand Avenue
- College Hill Historic District

[34] Rain Shadow Research, Maple Street-Maiden Ln. Inventory, 2013.

- Star Route and Palouse Street Brick Road, which consists of one-block portions of NE Maple and NE Palouse Streets
- Northern Pacific Railway Depot at 330 N Grand Avenue.[35]

Pullman Register of Historic Places

With assistance and technical advice from City staff, the City of Pullman's Historic Preservation Commission manages the conservation of local historic resources. The Commission, consisting of seven appointed members, acts as the primary resource for information and matters relating to the city's history and historic resources. The Commission maintains the Pullman Register of Historic Places, which currently consists of the following properties:[36]

- St. James Episcopal Church (Ruby Oak Apartments) at 600 NE Oak Street;
- Star Route and Palouse Street Brick Road;
- Pullman Veterans' Memorial located at the northeast corner of E Main and NE Spring Streets;
- Kappa Delta Sorority at 520 NE Howard Street;
- Drucker House at 965 NE B Street;
- Phelps House at 970 NE Monroe Street;
- A. A. and Pearl Rounds House at 630 NE Garfield Street;
- Anawalt House at 1125 NE Monroe Street;
- Hollingbery House at 1120 NE Indiana Street;
- McCulloch House at 1110 NE Indiana Street;
- McKee-Kennedy House at 1045 NE Monroe Street;
- United Presbyterian Church (Greystone Church) at 430 NE Maple Street;
- Weller House at 630 NE Illinois Street;
- Horner House at 1040 NE Creston Lane; and
- Osburn House at 635 NE Illinois Street.

[35] National Park Service, National Register of Historic Places, Spreadsheet of NRHP Listed Properties, 2020.
[36] City of Pullman Historic Preservation Commission, Pullman Register of Historic Places, 2020.

Opportunities & Constraints

Community members and property owners recognize and value the unique aesthetic setting and historic character of the city. Promoting high-quality urban design helps foster a strong community identity, and preservation of and integration with historic resources is a high priority for the City. The community sees an opportunity to implement balanced design standards where appropriate to ensure that new development can occur but will also be consistent with community design principles and the historic character of the neighborhood. The College Hill Core Neighborhood Plan identifies a need for design standards to ensure new development is consistent with the historic character of the College Hill Historic District.

Pullman's greatest opportunity and challenge is forging a new identity that reflects its agricultural roots and highlights the natural setting of the Palouse region, while also looking to the future. Pullman's community design should also celebrate its historic relationship with Washington State University and the role played by the school and its students, while not being overshadowed by them.

Downtown and historic College Hill provide great opportunities for reinforcing community identity in the region and framing Pullman's relationship with WSU. The Pullman Downtown Master Plan identifies key actions for continuing growth and helping Downtown reach its full potential. These include the following:

- Identify, preserve, and enhance significant cultural and historic locations that contribute to the district's history and identity. Achieve this through strengthened historic preservation programs and design review.
- Continue improvement of public spaces and the pedestrian environment to make Downtown comfortable, attractive, and people-focused. Improvements to pedestrian circulation, connections to the river, and streetscape amenities (seating, bicycle racks, and street trees), can all promote the image of Downtown as a vibrant place that is open to visitors.
- Activate public spaces through improvements to streetscapes and plazas.
- Formalize Downtown's boundaries and improve wayfinding and signage to help orient visitors and reinforce connections between Downtown and the WSU campus, which is nearby.

However, Downtown's location at the crossroads of several major transportation corridors has led to high volumes of vehicle traffic through the area, which interferes with pedestrian circulation and makes the streetscape less inviting. Balancing the parking needs of Downtown housing and businesses against these pedestrian streetscape concerns is an ongoing challenge for planning efforts in the neighborhood. Further, railroad infrastructure is no longer in use in Downtown, and could better be utilized as potential trails, adding to the walkability of the neighborhood.

The College Hill Core Neighborhood Plan identifies key actions for continuing improvement and helping College Hill reach its full potential, including:

- Adopt and implement architectural design standards for new construction in the College Hill Core to improve compatibility between existing and new structures and to enhance the appearance of the built environment.
- Pursue a "complete streets" program for major roadways in the College Hill Core to ensure these streets are designed to be safe, attractive, and welcoming for all who use them.
- Coordinate as appropriate with WSU and other agencies on infrastructure improvements in the neighborhood.
- Explore forming a mandatory neighborhood-wide on-street parking permit system for the College Hill Core.
- Look for opportunities to acquire land in the College Hill Core for use as open space.

The College Hill neighborhood specifically has constraints related to its historic character. It was established before the use of personal motor vehicles was widespread. The streets are narrow and do not allow for much on-street parking. The limited street parking is exacerbated by the trend of more single-family housing being converted into multifamily housing. Although the community would like to see enhanced housing conditions and expanded vehicle parking options in the College Hill neighborhood, maintaining the integrity of the historic character of the neighborhood is important.

Goals & Policies

The community design element addresses the livability and aesthetics of the city. The community sees opportunities to implement design standards in order to ensure that new development is consistent with the historic character of certain neighborhoods and to incorporate interconnected green areas. Key community priorities are to revitalize the central business district, improve the appearance of streetscapes and older neighborhoods, and protect local historic resources.

GOAL CD 1 **Promote high-quality design to enhance the appearance of the city and create a strong community identity.**

Policy CD 1.1 Improve and maintain community appearance through streetscape and landscape standards, including entrances to the city, streets, commercial and industrial setbacks and perimeters, and residential setbacks.

Policy CD 1.2 Coordinate with the Grand Avenue Greenway Committee, Downtown Pullman Association, Pullman Chamber of Commerce, and other local organizations to improve the appearance of arterial streets, commercial districts, and residential neighborhoods. Improvements could include implementation of wayfinding systems for pathways, installation of enhanced pedestrian crossing signals, provision of additional public refuse receptacles, and replacement of aging trees.

Policy CD 1.3 Partner with the Downtown Pullman Association and downtown businesses on assistance and incentive programs to reduce Downtown storefront vacancies and improve the physical condition of buildings.

Policy CD 1.4 Review for potential amendment the City's existing development regulations that address transitions between areas of differing densities and/or land uses, including standards for screening, landscaping, and/or building height transitions.

Policy CD 1.5 Develop a code compliance program to identify and rehabilitate or remove blighted structures and areas in the city, and to keep properties free of refuse and debris.

Policy CD 1.6 Facilitate and provide funding or incentives for façade improvements on highly visible portions of commercial buildings.

Policy CD 1.7 Continue to improve public spaces Downtown, including High Street Plaza and Pine Street Plaza, with a focus on pedestrian amenities, landscaping, public art, and active use.

Policy CD 1.8 Minimize the visual impact of utilities (e.g., cabinets, pedestals, poles, and bins), particularly in residential neighborhoods and downtown.

Policy CD 1.9 Consider the establishment of a community design center to offer interested citizens a public space to create, display, and discuss design concepts for the community.

Policy CD 1.10 Develop a unified design review system for Downtown, followed by expansion to other multi-family and commercial districts throughout the community.

Policy CD 1.11 Develop uniform standards for sidewalks, trees, and public areas within certain districts of the city, such as Downtown.

Policy CD 1.12 Treat Pullman's river and streams as community assets to be restored, protected, and showcased.

GOAL CD 2 Promote the design of safe and attractive public spaces and streetscapes.

Policy CD 2.1 Partner with the Pullman Arts Commission, WSU, the Downtown Pullman Association, and other appropriate groups to include public art in public spaces.

Policy CD 2.2 Establish Gateway locations at entryways to the city and Downtown with appropriate signage and landscaping.

Policy CD 2.3 Promote the incorporation of art into community projects through partnerships with local organizations.

Policy CD 2.4 Engage a local task force to revise the City's sign code in accordance with legal standards and community desires.

Policy CD 2.5 Improve multi-use paths to connect neighborhoods.

GOAL CD 3 Promote the historic identity of Pullman and the surrounding area through preservation of historic and cultural resources.

Policy CD 3.1 In partnership with property owners, neighborhood associations, and the Whitman County Historical Society, work to identify, evaluate, designate, and protect significant historic and prehistoric resources in Pullman.

Policy CD 3.2 Protect historic neighborhoods and districts from incompatible development through design review standards, while evaluating the risks and solutions for climate change and resiliency during review.

Policy CD 3.3 Unless shown to be in the best interest of the community, minimize disturbance or destruction of sites and/or areas of significant historic value.

Policy CD 3.4 Encourage Downtown property owners to retain the district's historic appearance by providing incentives to be listed on the historic register or participate in a façade improvement program, and update their properties with energy efficiency and passive survivability measures.

Policy CD 3.5 Promote innovative redevelopment and reuse of historic properties through flexibility in application of development standards, such as off- street parking requirements. Through code flexibility, preserve significant historic sites — e.g., via elevating, retrofitting, or relocating buildings — prone to floods or other hazards worsened by climate change.

Policy CD 3.6 Promote awareness of Pullman's history such as through wayfinding and trail and building markers.

Policy CD 3.7 In consultation with tribal, federal, and state agencies, preserve culturally important resources and practices that are at risk to climate impacts such as protecting archeological resources and Palouse Prairie.

GOAL CD 4	**Integrate Pullman's natural setting and environmental resources into the city's community design.**
Policy CD 4.1	Implement a street tree inventory, management, and replacement system.
Policy CD 4.2	Encourage low water landscaping by promoting the City's Water Conservation Incentive Program, providing example plant lists to community members, and making recommendations to new planned residential developments and homeowners associations to promote drought-resistant landscaping.
Policy CD 4.3	Treat Pullman's river and streams as community assets to be restored, protected, and showcased.
Policy CD 4.4	Design public spaces to enhance connections to natural features, including rivers, greenbelts, and territorial views, where feasible.
Policy CD 4.5	Develop community design and development standards that help to minimize anthropogenic climate change and reduce its impact. Offer incentives such as density bonuses or code flexibility for development that optimally implements climate resilience and mitigation (e.g. green building or low impact development beyond state requirements, review parking capacity for transit-oriented development, improving trail connectivity, or building parks in gap areas, or others).

5

Housing

Introduction

The Housing Element describes Pullman's housing conditions and trends and constraints and opportunities to:

- Ensure City plans and regulations offer opportunities for a range of housing styles and prices to fit a range of household needs and incomes.
- Enhance community members' quality of life by investing in existing neighborhoods through improving walkability, bike-ability, ADA accessibility, and access to destinations such as parks and stores.

The Housing Element supports the **Vision Statement** by establishing policies that address preserving and rehabilitating residential areas that can assist with small town character and high quality of life and facilitating a range of housing types to support various incomes.
This element directly supports the following **Framework Principles**:

- Defined and welcoming sense of place
- Abundant variety of quality and affordable housing
- Long-term sustainability

Conditions & Trends

Pullman's housing market is a strong reflection of its location in a resident-based college community. The city has a greater share of multi-family units and a larger proportion of renters than the statewide average. Below is a brief inventory of local housing, examining existing stock (tenure, vacancy rates, housing age and construction trends, and housing cost), commute trends, and future housing supply.

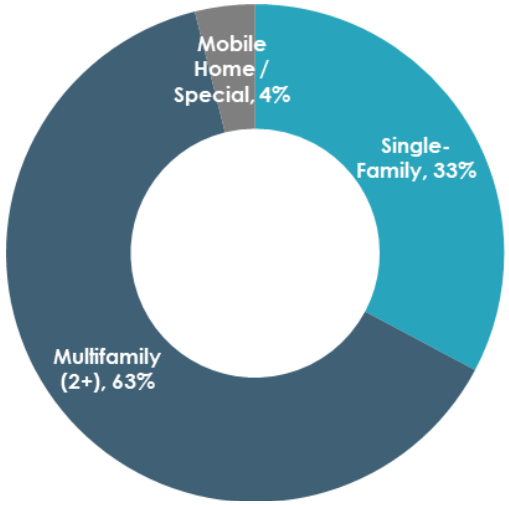
See Appendix A for a more detailed discussion of population, demographic, and housing trends in the city.

Housing Availability

Type

Pullman has almost twice as many multi-family units as single-family units (Exhibit 14); however, both types of residences have grown over time.

Exhibit 14 Dwelling Types, 2019



Source: OFM, 2019

Permits

Over the past 20 years, the City permitted an average of 207 dwellings per year, including an average of 58 single-family and 149 multi-family units. From 2015-2018, the range of annual housing units permitted was roughly 150 to 225. In comparison, the number of permitted dwellings exceeded 400 in 2019, with a high amount of duplex units designed for WSU student rentals.[37]

Tenure

More than two-thirds of the City's dwellings are renter-occupied as opposed to the statewide average of about one-third. One in five residents live in group quarters (e.g., dormitories or fraternity/sorority houses), and the percentage of the population that relocates from one housing unit to another in a given year is three times the state average.[38]

[37] City of Pullman, 2019.
[38] US Census Bureau, 2014-2018 ACS 5-Year Estimates.

Vacancy Rates

ACS results for 2014-2018 show a very low vacancy rate below 1% for single-family units and about 6.1% for multifamily units in Pullman.[39] Industry standards suggest an optimal vacancy rate of 5% for rental units for the operation of the free market. The Palouse Regional Housing Assessment considered a healthy vacancy rate of between 7.0-8.0% for rentals, and between 1.3-2.0% for owner-oriented housing based on a 2018 study by the Lincoln Institute of Land Policy.[40]

Housing Stock Age

The average age of Pullman's housing stock is young compared with the rest of Whitman County – only 17% of Pullman's dwelling units were built prior to 1960 compared to 60% in Whitman County as a whole and 50% statewide. Accordingly, about 41% of the total single-family units and about 41% of the total multi-family units in the community were built between 1995-2019 (1,810 single family houses and 3,470 apartments).[41]

Housing Costs

Cost & Cost Burden

The median value of owner-occupied housing within the city in 2018 was $258,200 and the median monthly rent was $788 per rental unit.[42] As a percentage of household income, the cost of owner-occupied housing in Pullman is comparatively low compared to renter-occupied housing. About 20% of homeowners earning less than 80% of the area median income are cost-burdened (pay more than 30% of their income on housing), whereas about 79% of renters are cost-burdened.[43]

[39] US Census Bureau, 2014-2018 ACS 5-Year Estimates.
[40] (Thomas P. Miller & Associates, 2019).
[41] US Census Bureau, 2014-2018 ACS 5-Year Estimates.
[42] US Census Bureau, 2014-2018 ACS 5-Year Estimates.
[43] US HUD Comprehensive Housing Affordability Strategy; US Census Bureau, 2012-2016 ACS 5-Year Estimates.

Overall cost-burden for the Palouse region in Washington and Idaho (Whitman and Latah Counties) was 37.7%. If households headed by persons under age 25 are removed – addressing likely student households – the number of cost-burdened households drops to 28.1%. Nevertheless, housing units are needed at different price levels to allow persons to meet needs. (Thomas P. Miller & Associates, 2019)

Commute Trends

Attainable housing in proximity to jobs is important to help contain living costs and create a higher quality of life for the Pullman community. Most work within less than 15 minutes of home. See Exhibit 15.

Exhibit 15 Travel Time to Work, 2019

Label	Estimate
Workers 16 years and over	15,081
Less than 10 minutes	33.4%
10 to 14 minutes	30.8%
15 to 19 minutes	17.4%
20 to 24 minutes	9.4%
25 to 29 minutes	3.1%
30 to 34 minutes	3.6%
35 to 44 minutes	1.2%
45 to 59 minutes	0.6%
60 or more minutes	0.6%
Mean travel time to work (minutes)	12.5

Source: US Census Bureau, Table S0802, 5-Year Estimates 2019

Opportunities & Constraints

To address housing needs, and trends, community members are interested in options to increase housing variety, and self-reliant neighborhoods to cultivate an adequate supply of affordable housing, promote infill and mitigate sprawl, and create more walkable communities.

Future Housing Supply

Demand for Housing

Exhibit 16 provides a summary of future housing needs. It is projected that Pullman will need approximately 17,814 housing units to support its population by 2060. This is an increase in dwellings of about 4,341 over the 40-year period, or on average nearly 110 dwelling units per year on average. That is about half of the units produced annually from 1995-2019 (220 units annually), but closer to dwellings produced from 2010-2019 (172 units annually).

Exhibit 16 Future Housing Needs, 2020-2060

Year	Pullman Population	Population in Group Housing	Total Projected Housing Unit Needed	Additional New Housing Units to Meet Need, Based on 2019 Existing Units*
2019	34,492	6,659	13,473	N/A
2025	35,725	7,145	13,110	362
2030	37,333	7,467	13,700	984
2035	38,621	7,724	14,173	1,483
2040	39,850	7,970	14,624	1,959
2045	41,106	8,221	15,085	2,445
2050	42,636	8,527	15,646	3,038
2055	44,166	8,833	16,208	3,630
2060	46,000	9,200	16,881	4,341

*Based on Washington State OFM's 2019 estimate of population, group quarter population, households, and housing units for the Pullman urban area (nearly identical to the city limits). The 2019 information includes an average size of 2.2 persons per household, occupancy of units of about 94%, and about 20% of the population living in group quarters. Values were calculated by carrying forward 2019 household, occupancy, and group quarter statistics, and the City's 2019 estimate of 13,473 existing housing units.
Source: City of Pullman, 2017; BERK, 2019.

Housing Affordability and Variety

Ownership Housing Affordability

Comparing the average cost of single-family ownership housing to household incomes in 2018, only 23% can afford an average priced home and 44% can afford a bottom-tier priced home. See the Conditions and Trends section of this Element for more information. Providing housing types that are affordable to more income levels could assist with a greater attainment of ownership housing. This could include single-family homes on smaller lots, modular built homes, and tiny homes. Accessory dwelling units could also allow owners to stay in their homes while earning incomes from renters.

Rental Housing Affordability

A rental housing gap analysis shows an undersupply of dwellings affordable at the extremely low income (<30% HUD Area Median Family Income, or HAMFI) and the upper income levels (>80% HAMFI). There is an oversupply of rental units affordable to very low income (30-50% HAMFI) and low income (50-80% HAMFI) levels. It is likely that those households earning extremely low incomes, such as students or seniors, are sharing homes otherwise affordable to higher income households where there are more available units.

Providing for a greater variety of housing types in zoning districts – including senior housing, student housing, and dwelling units that are compatible with single-family zones, such as accessory dwelling units – could assist with rental housing supply.

See the Conditions & Trends section above for more information.


Single-Family Homes


Accessory Dwelling Units


Modular Built Homes


Tiny Homes


Senior Housing


Student Housing

Affordable Development & Density Bonuses

State law recently identified requirements that cities allow density bonuses for affordable housing for single-family or multifamily residences on property owned or controlled by religious organizations. (RCW Chapter 35A.63 .300) These institutional properties may be opportunities to develop long-term affordable housing at lower costs.

The Downtown Master Plan has identified parking lots where mixed-use development may be appropriate. These may be locations where the City can encourage housing development through density bonuses for public benefits including affordable housing and/or other amenities.

Infill Development

To avoid sprawl, protect environmentally sensitive areas, and increase the quality of neighborhoods, the City could promote infill development. To ensure quality design, the City could apply transitional standards (e.g., height, landscaping) to promote compatibility. The ability to reasonably transition from lower to higher densities could be part of rezone criteria.

Walkability

Making neighborhoods more self-reliant would encourage walking among the community and help increase interaction among community members. The City could look at ways to help bring more retail (small grocery stores, for example) into the neighborhoods and establish more walkable community meeting spaces.

Housing Condition Trends

The age of the City's housing stock is relatively new compared to the County as a whole. Over the life of the plan to 2060, the housing stock will age. A key to providing for housing affordable to all is to preserve the housing stock in place whenever possible and appropriate. The City could continue its voluntary housing inspection program and coordinate with non-profit housing repair programs that operate in Whitman County such as Community Action Center (CAC).[44] However, the City could review other example jurisdictions (e.g. Pasco) and explore a mandatory inspection program.

[44] See: https://www.cacwhitman.org/.

Goals & Policies

The Housing Element Goals and Policies address protection and enhancement of existing residential districts, increasing diverse and affordable housing opportunities, and ensuring adequate capacity and infrastructure support for new housing.

GOAL H 1 **Preserve and rehabilitate existing residential districts to protect neighborhood livability and retain affordability.**

Housing Preservation & Investment

Policy H 1.1 Provide infrastructure including streets, paths, parks, and community facilities that are appropriate to the character of the neighborhood.

Policy H 1.2 Ensure that health and safety standards, as well as off-street parking requirements, are met when single-family homes are converted to multi- family rental use.

Policy H 1.3 Support and participate in programs run by non-profit agencies that assist households in maintaining and upgrading their property.

Policy H 1.4 Improve housing conditions by promoting the City's voluntary housing inspection program and coordinating with residential property owners on continuous upkeep of their properties. Explore a rental housing inspection program by reviewing the experience of other jurisdictions and the resulting outcomes for renters and landlords and overall quality and affordability.

Policy H 1.5 Reduce the supply of substandard housing units through code enforcement and rehabilitation.

Policy H 1.6 Encourage rehabilitation and preservation of historic housing.

Policy H 1.7 Meet low- and moderate-income housing needs through the rehabilitation of existing housing and new construction of affordable units.

Policy H 1.8 Assist in the development of a low-cost home repair loan program for homeowners with lower incomes.

GOAL H 2 Encourage housing in a range of types and prices suitable for all Pullman households.

Attainable Housing Strategies

Policy H 2.1 Review and reform regulations and permit processing procedures to reduce the cost of new housing while retaining standards that protect the public health, safety, and welfare.

Policy H 2.2 Develop flexible regulations and departmental processing procedures to encourage experimental construction and financing techniques that reduce the cost of housing while maintaining or improving the residential character of the city.

Funding, Partnerships, & Implementation

Policy H 2.3 Work with non-profit housing providers to secure state and federal resources that would help provide affordable housing for households with moderate and lower incomes.

Policy H 2.4 Recruit builders of affordable housing to construct entry level homes that are compatible with existing neighborhoods.

Policy H 2.5 Support the formation of affordable housing land trusts designed to meet Pullman's attainable housing needs.

Policy H 2.6 Monitor housing availability and vacancy to ensure that there is an adequate supply of housing in a range of prices.

Policy H 2.7 Encourage communication and cooperation among the City, WSU, and the private housing sector so that the housing needs of the WSU population can be met effectively.

Policy H 2.8 Cooperate with WSU to meet the demand for additional affordable housing for students while minimizing the negative effects on Pullman's tax base.

Policy H 2.9 Coordinate with the Palouse Housing Team and other stakeholders on the strategies to address housing needs in Pullman.

Special Needs

Policy H 2.10 Explore housing assistance programs for those individuals with special needs.

Policy H 2.11 Facilitate and encourage the development of alternative housing for people with limited abilities of moderate and lower income that provides for independent living with access to needed assistance at an affordable cost.

Policy H 2.12 Consider the full spectrum of housing choices and affordability for seniors including aging in place, assisted living, retirement apartments, nursing care facilities, and other forms.

Policy H 2.13 Address local homelessness and food insecurity in a proactive manner through collaboration with the Community Action Center, faith-based groups, and other appropriate organizations.

Policy H 2.14 Facilitate the provision of a warming shelter in the winter months by coordinating with faith-based institutions and other local organizations.

Policy H 2.15 Disperse low- and moderate-income housing and special needs housing throughout the community so that these units are not concentrated in one particular area.

Housing Variety

Policy H 2.16 Encourage new housing construction in a range of prices and rents to meet the projected housing demand.

Policy H 2.17 In the City's development regulations, account for changing residential needs, such as: live/work spaces; micro units, cottages, and tiny homes. Investigate the local market for these housing types and amend the zoning code to accommodate them accordingly.

Policy H 2.18 Reassess use of accessory dwellings as an affordable housing option in certain zoning districts while maintaining quality of life in residential neighborhoods.

Policy H 2.19 Encourage housing types and programs that provide for home ownership.

Policy H 2.20 Ensure that the housing needs of upper income households are satisfied by maintaining an ample supply of prime residentially zoned land and by allowing flexibility in lot sizes.

Policy H 2.21 Encourage housing in upper stories downtown or as a part of new commercial development.

Policy H 2.22 Promote availability of the current affordable housing stock by identifying optimal locations for high-density housing in centers and corridors.

Policy H 2.23 Allow for density bonuses for affordable housing on religious organization sites consistent with state law. (RCW Chapter 35A.63 .300)

Policy H 2.24 Provide safe and compatible locations for individual manufactured homes and the location and development of manufactured home parks and recreational vehicle parks, including tiny homes.

Fair Housing

Policy H 2.25 Prevent discrimination in housing to assure that unrestricted access to housing is available to the community.

GOAL H 3	**Provide opportunity for new housing opportunities served by adequate infrastructure and amenities.**
Policy H 3.1	Utilize the Comprehensive Plan Land Use Element to guide the location of new housing.
Policy H 3.2	Establish criteria for the evaluation of the suitability of sites for non-market rate and special needs housing, including access to public transportation, shopping, health services, employment centers, schools, and surrounding land uses.
Policy H 3.3	Promote efficient use of land by maintaining minimum as well as maximum density requirements for high-density residential areas.
Policy H 3.4	Maintain a large enough urban growth area to avoid artificially constraining the supply of land and increasing housing cost.

6

Transportation

Introduction

The Transportation Element describes Pullman's transportation system, including motorized and non-motorized routes within the community, regional vehicular routes, and air and freight connections to the rest of Washington and beyond. The Element also explores opportunities and constraints related to transportation, including:

- Development of a robust bicycle and pedestrian transportation network;
- Funding for desired transportation improvement projects; and
- Traffic calming and the relationship of Pullman's neighborhoods to major transportation corridors.

The Transportation Element supports the **Vision Statement** by describing the City's efforts to increase the accessibility of transportation services to residents and visitors, including policies that support City-owned transit, improvements at the PMRA, and transportation options for all segments of the local population.
This element directly supports the following **Framework Principles**:

- Accessible transportation choices
- Sufficient infrastructure and public services
- Long-term sustainability

Conditions & Trends

Streets & Highways

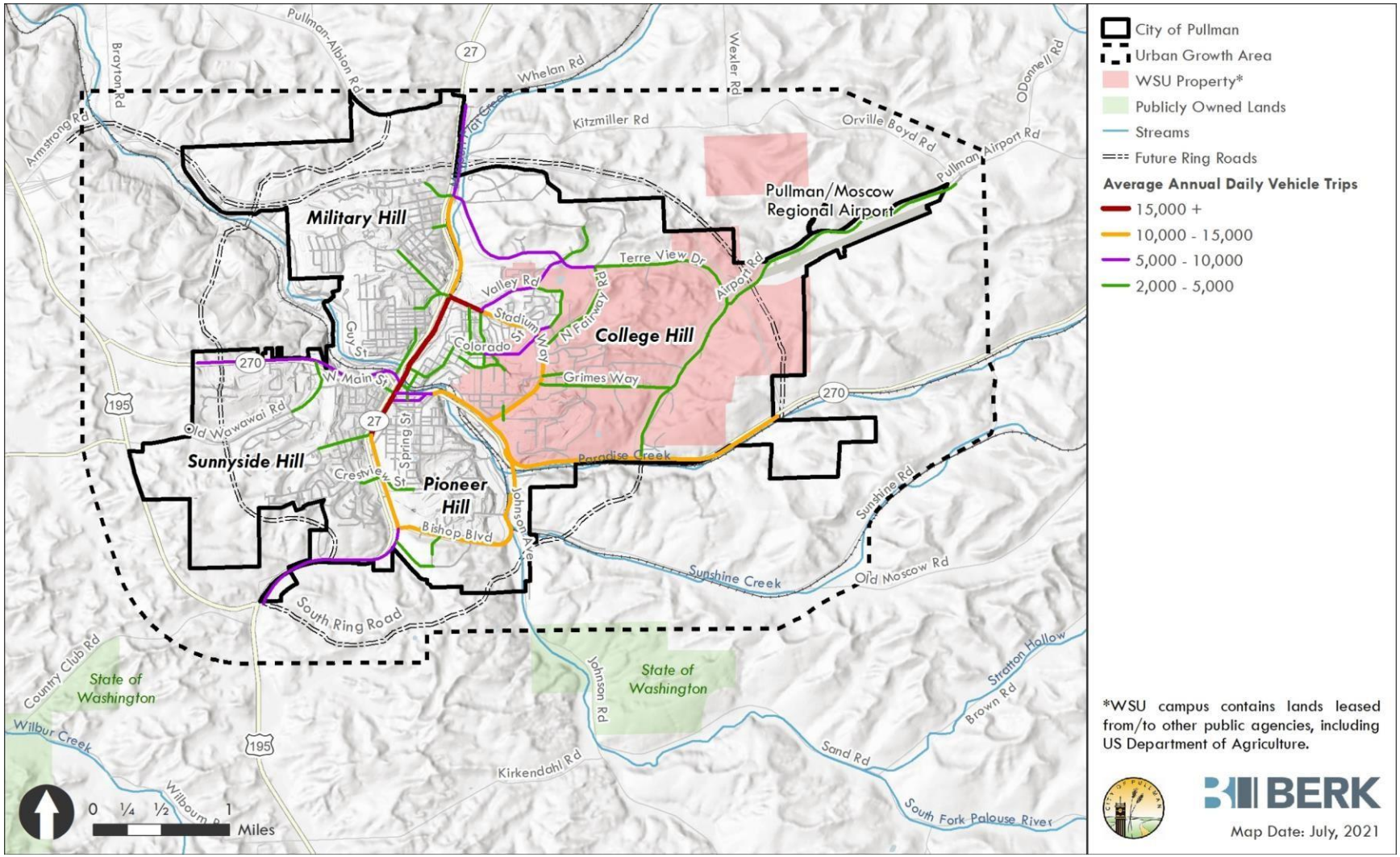
Several national or state highways are located in the vicinity of Pullman. US Highway 195 extends from Spokane to the Idaho state border just north of Lewiston, Idaho, and the city limits abut a portion of this roadway on the west side of town. Washington State Route (SR) 270 runs 9.9 miles from Highway 195 through Pullman's city center to the Idaho border at Moscow, Idaho. SR 27 extends north-south through the city as Grand Avenue; overall, this route links Spokane Valley to Highway 195 just south of the Pullman city limits.

A network of roads within the city connects to the national and state highways that traverse the area. In accordance with state law, the City administers a "functional classification system" for its streets, which involves the designation of local roadways in a hierarchical arrangement to guide future use and development of the streets and adjacent properties. Streets are classified as major arterials, secondary arterials, and collector arterials. All routes not designated as arterials are classified as local access streets. This functional classification system directly relates to design standards adopted by the City.

Pullman's largest traffic volumes are concentrated in the center of the city. Grand Avenue (SR 27) bisects downtown and is a major thoroughfare that sustains, on average, up to 20,000 vehicles per day through this area. SR 270 passes through downtown as E

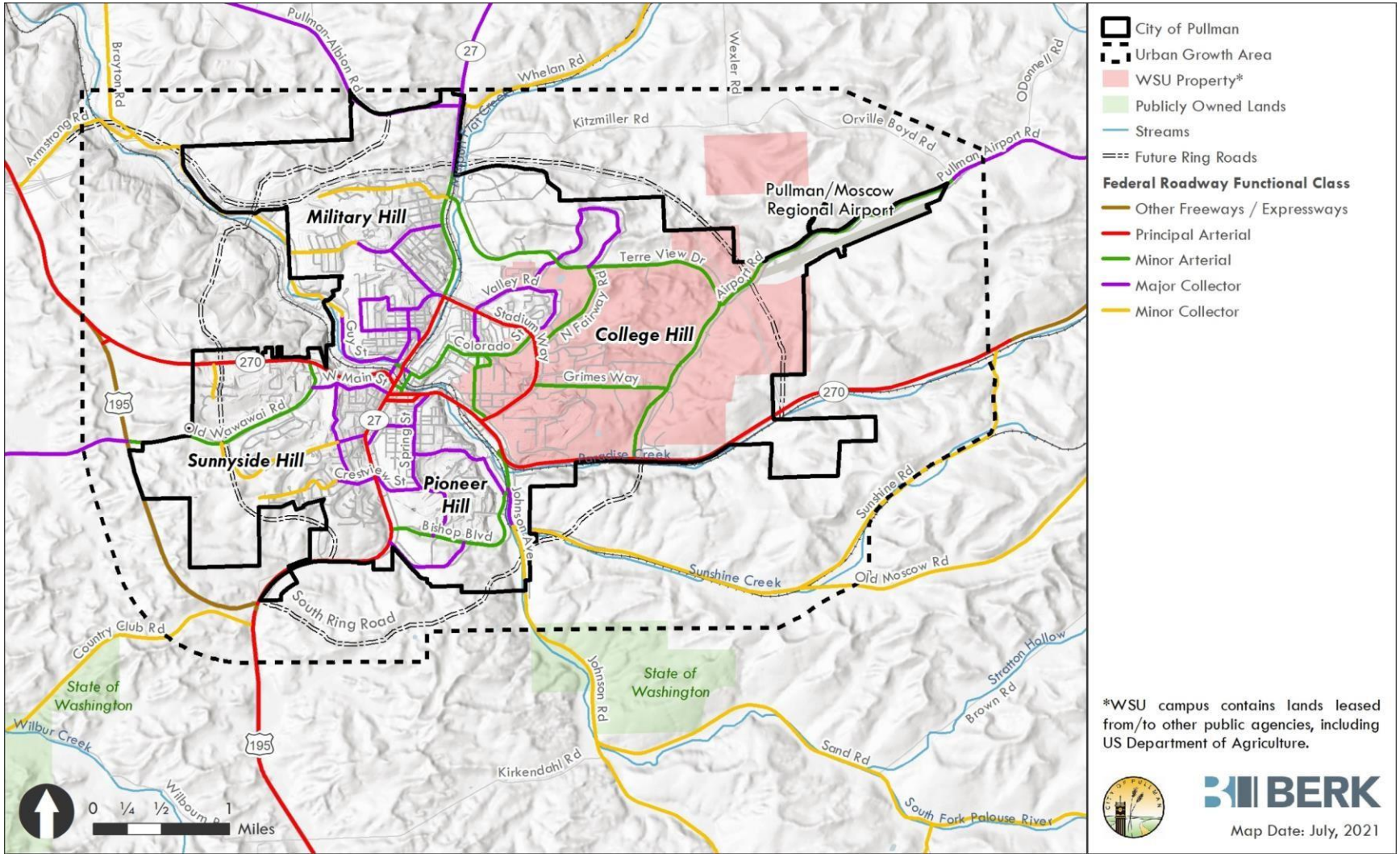
Main Street and NW Davis Way and sustains up to 22,000 vehicles per day. Traffic volumes on both of these roads decline outside the city center. Pullman experiences its heaviest traffic central to its busiest places—major commercial districts, the WSU campus, and the high-density neighborhoods of College Hill.

Exhibit 17 Pullman Traffic Volumes, 2020



Source: City of Pullman, 2018, BERK, 2021.

Exhibit 18 Pullman Roadway Functional Classification, 2020



Source: WSDOT, 2018; BERK, 2021.

In March 2020, Pullman adopted a Complete Streets policy to promote equitable safety, mobility, and connectivity for all users. The policy aims to create a transportation network usable by all, regardless of age or ability, and that is open to a variety of transportation modes, including cars, pedestrians/bicycles, and transit. The policy also considers the role of commercial vehicles and freight operations in the region. The policy establishes an internal committee to review all future capital projects undertaken by the City for opportunities to implement Complete Streets best practices and enhance multimodal transportation.

Transit

Transit and Greenhouse Gas

See the Land Use Element for emission reduction policies. Use of transit rather than single-occupancy vehicles can help reduce emissions. Use of renewable fuels (e.g. electric) by fleets can also help reduce emission.

Pullman Transit is a City-owned transportation system that began operation in 1979. In addition to pass- and fare-based fixed route service throughout the city, Pullman Transit offers ADA accessible Dial-A-Ride service for senior citizens and persons with disabilities.

Fixed route ridership has increased 1-2% annually since 2015, and 2019 saw 1,370,112 passengers transported within the City of Pullman. The Dial-A-Ride service has provided in excess of 15,000 rides annually since 2003, more than 20,000 since 2015, and an all-time high of 24,692 in 2019.

Pullman Transit has three prepaid fare/service contracts with local institutions. A prepaid fare and enhanced service contract with Washington State University allows its students, staff, and faculty access to all aforementioned services by simply showing a valid "Cougar Card," as well as increased service frequency on 11 Express Routes and shuttles. A contract with the Pullman School District allows qualifying middle and high school students to ride Federal Transit Administration (FTA)-approved Pullman Transit school bus routes by showing a school-issued pass. Finally, a contract with Spokane Falls Community College's Pullman branch gives its students prepaid access to Pullman Transit's fixed route service.

Intercity bus service is also available in Pullman, with a nationwide network of connections including links to the nearby communities of Spokane, WA and Moscow and Lewiston, ID. Starline Luxury Coaches (formerly Wheatland Express)

operates a local charter service, and several local taxicab companies and an emerging Uber and other rideshare services offer individual options.

As of January 2020, the Pullman Transit fleet consists of four 35-foot Gillig Phantom buses, three 40-foot Gillig Phantom buses, five 35-foot Gillig low floor buses, four 40-foot Gillig low floor buses, three 35-foot hybrid buses, four 40-foot hybrid buses, one 4-passenger paratransit (MV-1) style van, and five paratransit vans. In 2019, Pullman Transit added one fixed-route coach and one paratransit van, and attempts to remain on a two-year purchasing cycle. Pullman Transit will annually seek to improve stops with additional seats, shelters, and solar lights as needed.[45]

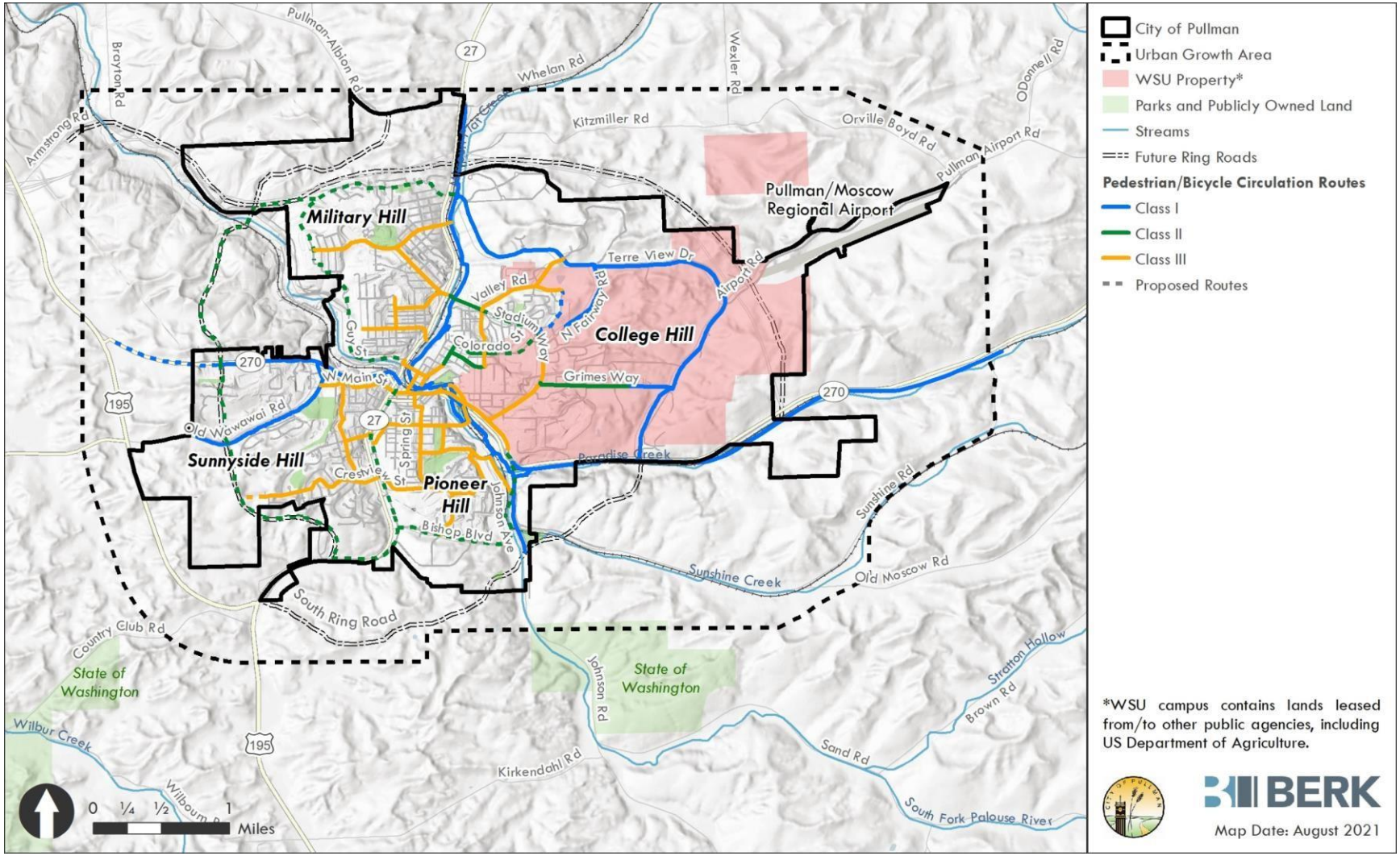
Bicycle & Pedestrian Facilities

Adopted in 1996, the City of Pullman Pedestrian/Bicycle Circulation Plan outlines the City's goals and methods to improve the pedestrian and bicycle transportation system. The plan aims to encourage the use of non-motorized vehicles by promoting bike and pedestrian route safety, accessibility, and interconnectivity. The City evaluated the existing bike lanes and found that some were too narrow, had excessive grades, were poorly maintained, or lacked adequate measures to avoid vehicular conflicts.[46] The plan identified and ranked priority areas for improvement. Most pedestrian and bicycle traffic were found to occur around the central business district and the WSU campus. Exhibit 19 and Exhibit 20 show the bicycle network and trails and pathways.

Due to the age of the existing plan, the City is currently engaged in a process to update the document. The public works department anticipates the adoption of a revised plan by 2021.

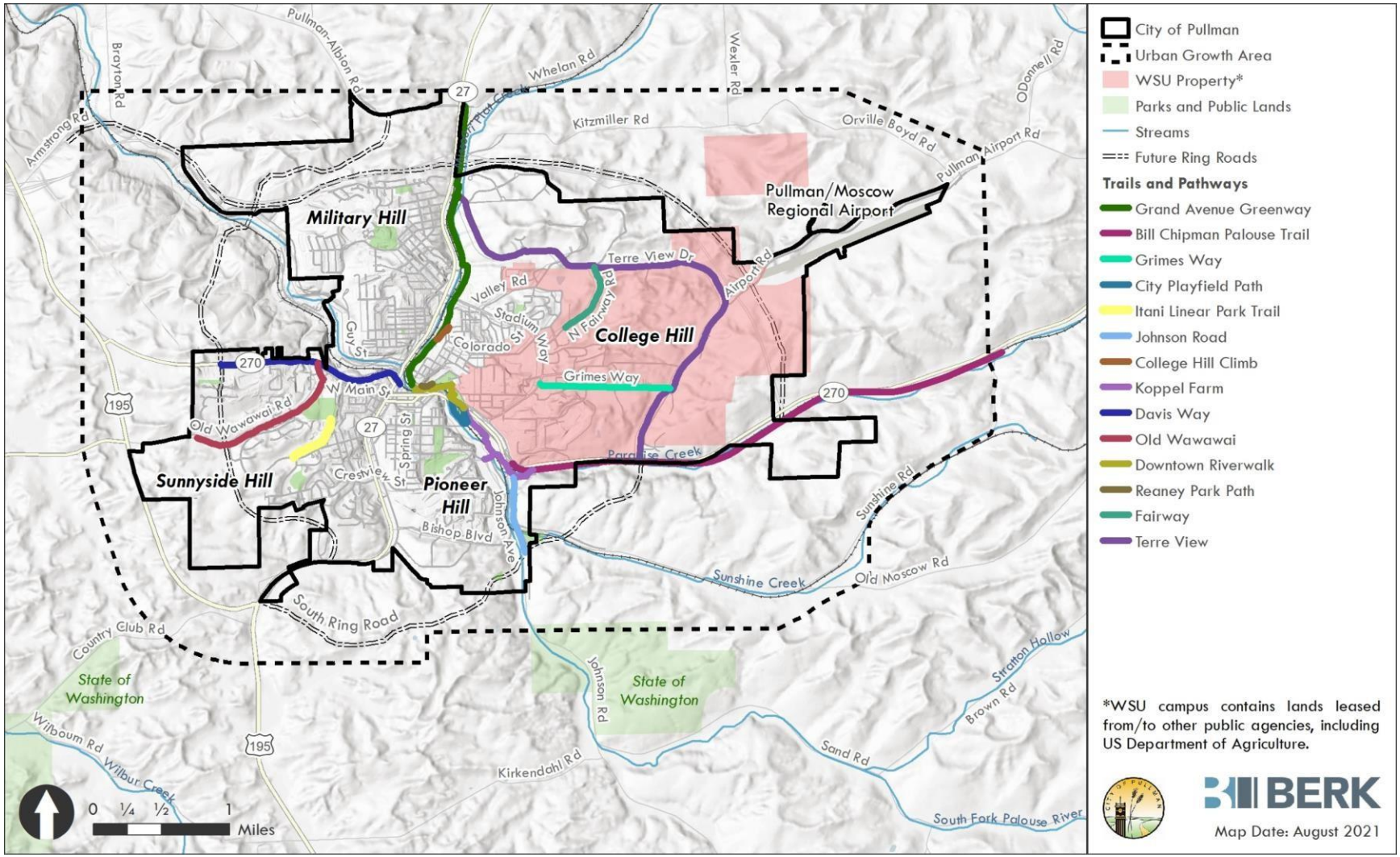
[45] Wayne Thompson, personal communication, January 8, 2020.
[46] City of Pullman, City of Pullman Pedestrian/Bicycle Circulation Plan, 1996.

Exhibit 19 Pullman Bicycle Network



Source: City of Pullman, 2020; BERK, 2021.

Exhibit 20 Pullman Trails and Pathways



Source: City of Pullman, 2020; BERK, 2021.

WSU plans to improve conditions for pedestrians and cyclists on campus by creating a grid system that expands access to different points on campus separate from motorized vehicle routes. WSU plans to develop routes that pedestrians and motor vehicles must share to more of a pedestrian scale.[47] Although bicycle use on campus is now relatively low, WSU anticipates an increase in the use of bicycles in the future as a result of future changes in enrollment and parking availability.[48] The university is exploring ways to implement bike-friendly policies, including increasing the supply of secure and covered bike parking, requiring shower facilities in new buildings, striping bike lanes, and adding more bikes and stations to its Green Bike share system.[49]

[47] Hanbury Evans Wright Vlattas and Company, Pullman Campus Master Plan Update, 2012.
[48] Hanbury Evans Wright Vlattas and Company, Pullman Campus Master Plan Update, 2012.
[49] Hanbury Evans Wright Vlattas and Company, Pullman Campus Master Plan Update, 2012.

Source: Mead & Hunt

Pullman-Moscow Airport

The Pullman-Moscow Regional Airport (PUW) is located approximately 4 miles from downtown Pullman and operates year-round. PUW offers daily direct flights to Seattle- Tacoma International Airport (SEA) operated by Alaska Airlines.[50] In 2019, the PUW served 138,239 passengers (68,684 arriving and 69,555 departing.)[51] Airline freight received in 2019 totaled 32,686 pounds, and freight shipped out totaled 185,009 pounds.[52] The airport has three daily round-trip Seattle flights and is likely to expand service to Boise, ID and Denver, CO.[53]

[50] Pullman-Moscow Regional Airport, Airport Information, 2020.
[51] Pullman-Moscow Regional Airport, Airport Statistics and Passenger Data 2019, 2020.
[52] Pullman-Moscow Regional Airport, Airport Statistics and Passenger Data 2019, 2020.
[53] See: https://dnews.com/local/momentum-builds-on-the-palouse/article_b3fc382e-a6db-5621-bfe8- 31e32296acaf.html.

The Pullman-Moscow Regional Airport Runway Realignment was a large-scale project funded by the Federal Aviation Administration (FAA) and a significant local match (8.12 percent)[54] to help alleviate air traffic constraints symptomatic of the runway's original geometry. Completed in 2019, the reconfiguration project rotated the runway about 10 degrees and expanded the runway by 400 feet in length and about 50 feet in width. As a result of the expansion, the airport has been upgraded from FAA Airport Reference Code (ARC) B-II (aircraft's maximum approach speed is 120 knots, maximum wingspan is 78 feet) to ARC C-III (maximum approach speed is 140 knots, maximum wingspan is 117 feet). These improvements allowed the airport to achieve minimum safety and capacity requirements for the commercial, charter and corporate planes that were already using the facilities and provide capacity for future regional business growth.[55]

With completion of the runway expansion, the airport is planning for the construction of a new terminal to keep pace with growing demand for passenger and air freight services. Design of the new terminal is anticipated to occur throughout 2020 with construction beginning in 2021. The new terminal would significantly increase passenger and freight capacity at the airport, add a rental car facility, and provide space for additional airlines.[56]

Railroad

Amtrak

Although there is no passenger rail service directly to or from the City of Pullman, Amtrak offers a limited bus service route from Pullman to Spokane, Washington, twice per day; in Spokane, passengers may connect with Amtrak passenger trains and buses. The Pullman Amtrak bus station waiting room is located at 1205 N Grand Avenue in the Dissmore's IGA Supermarket building.[57]

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54 See: https://dnews.com/local/runway-realignment-20m-over-budget/article_2680f5cb-ed9f-5087-8f48-4bb59236cb97.html
55 Washington and Idaho Transportation Commissions, PMRA Runway Realignment, 2014.
56 KLEW, Design of new terminal at Pullman Moscow Airport in the works, 2019.
57 Amtrak, Pullman, WA (PUL), 2020.

Freight Rail

Freight rail moves a large amount and variety of goods into and out of the Palouse region; however, the existing rail running through Pullman is currently not in service. The Palouse River and Coulee City Rail (PCC Rail) System is a 297-mile short-line freight rail system, owned by Washington State Department of Transportation (WSDOT), that spans much of Whitman County. The P&L and PV Hooper Branches of the PCC Rail System pass through the City of Pullman; however, these sections of railroad are currently inactive.[58] Historically, the PV Hooper Branch of the PCC Rail System connected Pullman with the City of Colfax to the northwest. In August of 2006, a fire destroyed a trestle just east of Colfax, severing the railway that once connected the two cities.[59] Freight trains currently operate on the P&L Branch, which is just north of Pullman at Fallon siding, mostly picking up shipments of grain heading out of the region.[60] From studies conducted in 2008 and 2009, WSDOT determined that the cost of reconnecting Pullman and the P&L Branch with the PV Hooper Branch outweighed the foreseeable economic development benefits of this reconnection.[61]

In 2016, a series of public workshops were held discuss possible future uses of the currently unused Colfax-Albion-Pullman (CAP) rail corridor. Conducted in partnership between WSDOT, the Pullman Civic Trust, and the National Park Service, the workshops provided a forum for local stakeholders to provide input on potential future uses of the rail corridor. The workshops were not intended to reach a final decision regarding use of the corridor, but potential options discussed included maintaining current WSDOT ownership, transfer of the rail right-of-way to private ownership, and creation of a regional trail.[62] Since the rail corridor has been idle since 2006, there is an opportunity for railbanking, which requires legislative approval, and potentially trail building for multimodal transportation.[63]

58 WSDOT, Palouse River and Coulee City Rail System 2015 to 2025 Strategic Plan, 2020.
59 WSDOT, Palouse River and Coulee City Rail System 2015 to 2025 Strategic Plan 2020.
60 WSDOT, Palouse River and Coulee City Rail System 2015 to 2025 Strategic Plan 2020.
61 WSDOT, Palouse River and Coulee City Rail System 2015 to 2025 Strategic Plan 2020.
62 WSDOT, Colfax-Albion-Pullman Railroad Corridor Community Discussions Summary Report for 2016, 2017.
63 See: https://wstc.wa.gov/wp-content/uploads/2020/09/2020-0915-BP10-RegionalTrailChallenges-BR-1.pdf.

Opportunities & Constraints

The main transportation opportunities for Pullman include increasing the transportation options for community members, limiting traffic congestion, and enhancing parking and road conditions.

Addressing opportunities to improve the community's transportation efficiency would require public and private investment. The City is continuously working to develop a sustainable tax base in order to fund new transportation projects. Pullman also regularly pursues opportunities to access state and federal grant money and private investment to fund transportation projects.

Traffic Trips

The preferred land use alternative described in Chapter 1 Plan Foundation and road network was tested. Trips were concentrated along N Grand Avenue/SR 27, SR 270, Stadium Way, North Fairway Road, Grimes Way, and Airport Road. Exhibit 21 lists the land use acreages and estimated trips that would be generated. Planned roadway improvements follow.

Exhibit 21 Preferred Alternative: Scenario A Modified 2013 Comprehensive Plan Trips

Land Use	Acres	Trips
Low Density Residential	6,888	5,166
High Density Residential	2,535	1,521
Mixed-Use	346	277
Commercial	2,424	2,424
Industrial	2,093	2,093
Public Facility	335	168
WSU	2,114	2,114
Total	**16,735**	**13,762**

Source: DEA, 2017

Roadway Network

It is important to identify potential roadway projects to keep the roadway network functioning in the future. The functional classification of roadways looks to maintain consistency with the projected traffic with the exception of W Main Street between Old Wawawai Road and SR 27, which may need to be upgraded to a minor arterial classification.

Roadways that may need to be monitored for future capacity projects include:

- **NE North Fairway Road:** currently a two-lane roadway that may need to be expanded into a four-lane roadway.
- **Stadium Way:** this four-lane roadway with a center turn lane may reach capacity, but based on existing development and right-of-way, there are probably no options for expanding this roadway. The best options to relieve congestion here would be through transit service and encourage bicycle and pedestrian travel.
- **Old Wawawai Road:** currently a two-lane road with few turn lanes, traffic flow may be improved by providing turn lanes/turn pockets and acceleration lanes at most, if not all, intersections.
- **W Main Street:** this two-lane road may need a center turn lane or need to be converted into a four-lane roadway to accommodate future growth.
- **Grimes Way:** currently a two-lane roadway that may need to have a center turn lane added or be expanded by into a four-lane roadway to accommodate future traffic.

The Palouse Regional Transportation Planning Organization has identified the following improvements in the Pullman area in its 2040 plan published in 2018:

- Pullman Airport Road Widening
- Freight Flow and Safety Improvement Projects: Terre View Dr and Grand Ave/Paradise St emphasis
- Pullman south by-pass construction and development and northwest ring road
- Golden Hills Drive extension

Multimodal Transportation

As described under Conditions & Trends, vehicular routes form the backbone of transportation in Pullman. While the city's location at the crossroads of two major regional highways has advantages, it can also pose challenges to other modes of transportation, including pedestrian and bicycle movement. (See additional discussion in Chapter 4, Community Design.)

In March 2020, Pullman adopted a Complete Streets policy to promote equitable safety, mobility, and connectivity for all users. By emphasizing the creation of a transportation network that is open to a variety of transportation modes, including cars, pedestrians/bicycles, and transit, the City can reap significant benefits. Creating greater access to transit can help alleviate congestion on major roadways, and facilitating non- motorized modes of transport can reduce the number of short-distance vehicle trips and promote public health.

Pullman-Moscow Airport

The planned expansions to Pullman-Moscow Airport would greatly increase travel options for area residents and visitors to the Palouse. The new terminal is planned to be significantly larger than the existing one, allowing for greater numbers of passengers and more flights. The airport is also pursuing the addition of another commercial carrier beyond Alaska Airlines to expand passenger service and potentially add more flight destinations such as Boise and Denver, in addition to Seattle.53 Along with expanded capacity to handle air freight, these expansions provide an opportunity to strengthen Pullman's social and economic ties to the rest of the Pacific Northwest.

Transit

Enhancing community members' transportation options could be done in several ways in Pullman; increasing bus service areas and times of operation is one way to address this opportunity. Currently, no regular bus service connects Pullman to Moscow, Idaho, although the two cities have close economic ties. In addition, expanding transit service times on existing routes within Pullman would provide broader access to commuters. Greyhound offers bus routes between Pullman to Portland, Missoula, Seattle, and Pasco.

Parking

Community members have called for increased access to parking on the WSU campus and in nearby College Hill. Adding parking infrastructure on and around campus to accommodate more vehicles is one option. However, without mitigation, parking conditions will continue to worsen over time as the university grows and more students, faculty and staff live nearby and commute to the campus. The development of College Hill was conducted before the use of personal automobiles was widespread, and the resulting narrow streets in the neighborhood present a constraint to vehicle parking.

Traffic Calming

For roadways in certain residential neighborhoods, citizens would like to see traffic redirection and traffic-calming measures put in place. Traffic-calming measures would help reduce vehicle speed and improve safety in more heavily trafficked areas, such as residential streets that recently have been connected to a broader network of roadways.

Bypass

There is an opportunity to create a South Bypass system that would route vehicles around the downtown. Plans for a North Bypass around downtown Pullman have been under study since the 1970's, and WSDOT holds substantial right-of-way at the northern edge of the city. However, the potential to build a bypass here is uncertain; the Washington State Legislature de-designated this route in 2016. WSDOT has expressed interest in providing Pullman and Whitman County the opportunity to acquire the right-of-way for the North Bypass or Ring Road, and the two local entities are currently engaged in a study to determine the extent of right-of-way that would be needed if the highway were to be constructed by the City and County. In the 1990s, the City established a proposed South Bypass route because of delays involved in implementing construction of the North Ring Road. Without a substantial funding source available, the City's plan has been to rely on construction of this South Bypass highway by private parties as the land in that part of town is converted from rural uses to urban development. The City has also created proposed ring routes for the northwest and southwest portions of the community to complement the existing ring routes of Bishop Boulevard on Pioneer Hill and NE Terre View Drive on College Hill.

Bicycle & Pedestrian

Bicycle and pedestrian planning is an important element of the transportation infrastructure for the City of Pullman. The community's desire to build bike and pedestrian infrastructure to enhance connectivity throughout the city has been a topic of discussion at neighborhood meetings. Increasing the efficiency and convenience of using alternative modes of transportation can help reduce traffic congestion on motor vehicle roadways and limit the need for added parking infrastructure. As described under Conditions & Trends, the City's Pedestrian/Bicycle Circulation Plan was adopted in 1996 and is being updated with adoption anticipated

in 2021. The 1996 plan laid an important foundation for planning of non-motorized transportation in Pullman, and the 2021 Pedestrian/Bicycle Plan update process will build on this foundation, including consideration of use patterns, deficiencies, and future needs.

Movement of the student population is a major factor in Pullman's transportation system. As WSU continues planning improvements for pedestrians and cyclists on campus, the City should coordinate with the university to ensure proper connections between on- campus and off-campus pedestrian and bicycle facilities.

In order to promote pedestrian travel, particularly with its large WSU student population, the City has been proactive by requiring sidewalks on all new and retrofit roadways since the early 1990s. In recent years, the City has expanded the pedestrian and bicycle system through the installation of shared use pathways. Pedestrian and bicycle facilities still need to be installed and enhanced to complete a citywide network, including safe routes to schools and parks. The 2021 plan will include specific improvements the City should pursue to meet the goals of a connected and complete system.

The City has a Complete Streets policy; it is appropriate to consider policies requiring that all new roadways be designed and built to accommodate bicycle lanes or multi-use trails.

Goals & Policies

This Element provides goals and policies for all modes of travel, connectivity across the community, and environmental and pedestrian oriented design.

GOAL T 1 **Ensure free and safe movement of goods and people by providing adequate facilities, access, and circulation for all land uses.**

Traffic Calming & Safety

Policy T 1.1 Promote safe, energy-efficient methods of transportation.

Policy T 1.2 Concentrate traffic in residential areas on arterial streets.

Policy T 1.3 Implement traffic calming measures on residential streets as circumstances warrant, and institute access control policies to improve safety and circulation on busy streets.

Policy T 1.4 Continue to enhance traffic signals and other facilities to reduce vehicle congestion in the central part of the city.

Policy T 1.5 Encourage the proper setting of speed limits throughout the city to facilitate safety; enforce speed limits in a highly visible fashion.

System Maintenance & Project Funding

Policy T 1.6 Emphasize roadway, bicycle lane, and sidewalk maintenance on a continuous basis.

Policy T 1.7 Improve the appearance of city streets by repairing them regularly and maintaining landscaping and signs.

Policy T 1.8 As far as possible, require that new development bear the cost of mitigating the traffic problems it generates.

Policy T 1.9 Consider development of a Transportation Benefit District to provide funding for needed transportation improvements.

Policy T 1.10 Work with other agencies to facilitate the construction of a southern bypass and for the transfer and multimodal development of the north ring road. Explore working with the County to improve Albion Road.

Policy T 1.11 Develop an incentive program for community members who want to add/repair sidewalks by allowing the City to share in the cost of these improvements.

Neighborhood Connectivity

Policy T 1.12 Include a pedestrian/bicycle trail within the North Ring Road right-of-way as part of any transportation improvements designed for this route, and ensure that the trail is interconnected with other existing and planned pathways on the north side of the city.

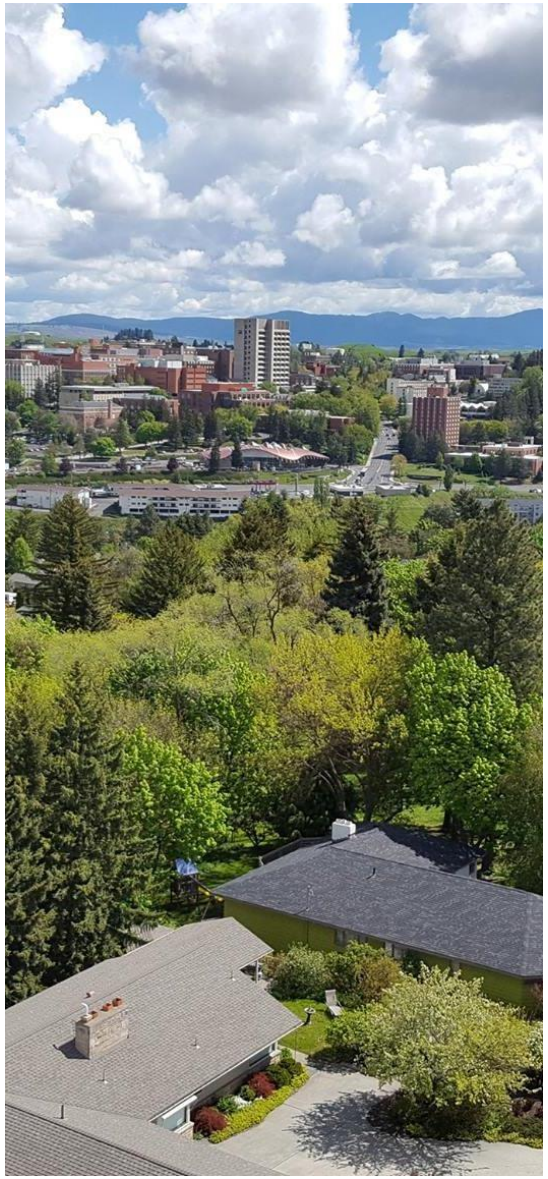
Policy T 1.13 Minimize the conversion of neighborhood collector streets to arterials if doing so would divide an existing neighborhood.

Policy T 1.14 Ensure that new subdivisions are designed to have more than one point of access at full build-out of the subdivision and adjacent area.

Policy T 1.15 Discourage dead-end streets in new subdivision. Require the establishment of pathways mid-block and at the end of cul-de-sac streets.

Policy T 1.16 Improve motorized and non-motorized access routes into the downtown area, particularly from the WSU campus, consistent with WSU and Pullman pedestrian and bicycle plans.

Policy T 1.17 Partner with WSU to maintain a transportation corridor through the central part of campus, either by retaining vehicular travel on



Stadium Way or by developing an easily accessible alternate route consistent with Pullman's Complete Streets Program.

System Design

Policy T 1.18 Direct that high traffic generating uses (e.g., schools, retail commercial establishments, large apartment complexes) be located on streets with adequate right-of-way width to accommodate increased ingress and egress traffic activities.

Policy T 1.19 Monitor the city's minimum asphalt street section for residential streets to ensure the section accommodates vehicle traffic over the long term. Consider narrowing the standard width of residential streets to accommodate traffic in a more controlled fashion where the needs of public safety and public works vehicles allow.

Policy T 1.20 Implement traffic calming measures for streets not designed for the volumes of vehicles or pedestrians and bicycles crossings, such as adding bulb outs.

Policy T 1.21 Work with the County on improving Kitzmiller Road as a future access route between North Grand Avenue and Airport Road.

Policy T 1.22 Provide for orderly and efficient vehicular traffic flow throughout the community, with special attention given to the flow of traffic in the city center.

Policy T 1.23 Further implement the Complete Streets Program.

Policy T 1.24 Anticipate advancing technology (e.g., driverless cars) in the design of all infrastructure improvement projects.

Multi-Modal Transportation Design

GOAL T 2 Maintain and enhance Pullman's nonmotorized transportation system.

Policy T 2.1 Direct the City's Complete Streets Committee to encourage the use of nonmotorized transportation by educating the public and by planning appropriate infrastructure.

Policy T 2.2 Update the City's Pedestrian/Bicycle Circulation Plan to address current needs and future demands as the city grows.

Policy T 2.3 To the greatest extent possible, construct street improvements in accordance with the City's Complete Streets policy when designing or reviewing new or altered roadways and incorporate bike lanes in roadways or separated multi-use trails to better accommodate bicycle transportation.

Policy T 2.4 Complete a comprehensive network of pedestrian/bicycle facilities that connect Pullman's four hills with schools, parks, the downtown district, and outlying areas, including filling in gaps in sidewalks and multi-use trails, and adding lighting, crosswalks, signage, ADA ramps, and bicycle parking where appropriate.

Policy T 2.5 Create more visible and functional bike routes in the downtown and in the College Hill Core area, especially to facilitate travel to the WSU campus.

Policy T 2.6 Enhance and expand the existing nonmotorized transportation system to link major activity centers, provide sufficient access within neighborhoods, and separate pedestrian from vehicular traffic.

Policy T 2.7 Ensure that all sidewalks and multi-use trails in a subdivision are constructed within one year of final plat approval.

Policy T 2.8 Require bicycle parking spaces for multi-family residential, commercial, and public land uses as appropriate

Policy T 2.9 Require that non-motorized transportation improvements be addressed in all new developments (e.g., consideration of access to existing bicycle routes).

Policy T 2.10 Disallow proposed street vacations unless adequate provision is made to ensure continuity of the pedestrian and/or bicycle network.

Policy T 2.11 Explore the opportunities for a trail along the railroad right-of-way between Pullman and Colfax.

Bicycle & Pedestrian Safety

Policy T 2.12 Maintain nonmotorized routes in the city in good repair and remove potential hazards promptly.

Policy T 2.13 Ensure that sufficient lighting is provided at all crosswalks.

Policy T 2.14 Promote safety and security with regard to nonmotorized transportation through design and reconstruction of facilities. Explore the "shared space" concept for vehicles, pedestrians, and cyclists at appropriate streets and intersections.

Policy T 2.15 Separate truck routes from nonmotorized routes wherever possible.

Policy T 2.16 Require that all uses provide separate, clearly identified pedestrian access from the public street, through parking areas, to the building.

Policy T 2.17 Create non-vehicular public shared streets with community-oriented design features. Motor vehicles may be permitted for local access, but design elements of the street communicate that people sitting, standing, or walking are the primary intended user of the space.

Policy T 2.18 Divert commercial traffic away from downtown, implement engine break ban to reduce noise pollution, and lower speeds in high pedestrian areas.

GOAL T 3 Strengthen and enhance the transportation systems that connect Pullman to the surrounding region and beyond.

Policy T 3.1 Promote the expansion of facilities and services at the Pullman-Moscow Regional Airport, including a new terminal building, enhanced air passenger service, and augmented cargo service.

Policy T 3.2 Partner with the Pullman-Moscow Airport Board to promote the continued growth of the Pullman-Moscow Regional Airport.

Policy T 3.3 Comply with the findings and recommendations of the adopted Pullman- Moscow Regional Airport Master Plan in relation to activities at or near the airport.

Policy T 3.4 Reinstitute the Pullman/Moscow transit route after developing a stable funding source, such as a public-private partnership.

Policy T 3.5 Develop standards to provide for the installation and use of helipads in the community.

GOAL T 4 Provide adequate, safe, and visually attractive parking for all uses within the city.

Policy T 4.1 Require all new development to provide adequate off-street parking and loading to reduce congestion and improve safety.

Policy T 4.2 Encourage WSU to provide parking and shuttles on and near campus for students and visitors.

Policy T 4.3 Where there is non-motorized infrastructure and high walkability, or based on a demand analysis for a proposal, reduce parking space requirements for multi-family dwellings, mixed use developments, and commercial businesses to better suit the circumstances associated with these uses in particular areas (e.g., College Hill Core, College Hill North).

Policy T 4.4 Require that off-street parking areas are graded, surfaced, and maintained to avoid creating pools of standing water, causing excessive dust, or disturbing lawns and other landscaped areas.

Policy T 4.5 Ensure that all off-street parking areas are attractively landscaped around a defined perimeter and that larger parking areas also have interior landscaping.

Policy T 4.6 Establish on-street parking permit programs where appropriate, based on the characteristics of the particular neighborhood or district.

Policy T 4.7 Improve wayfinding methods for public parking lots in Downtown.

Policy T 4.8 Develop a parking management plan for Downtown.

Policy T 4.9 Implement a mandatory on-street parking permit system for all of the streets in the College Hill Core and McGee areas. Consider residential permit parking zones where appropriate.

Policy T 4.10 Coordinate with WSU to address the impact of parking demands from WSU facilities on the College Hill Core neighborhood, including consideration of shuttle service.

Policy T 4.11 Optimize usage of municipally-owned parking lots by reevaluating parking limits at these locations.

GOAL T 5 Continue expansion of the City's successful transit system to meet the needs of ongoing growth.

Policy T 5.1 Continuously engage in community outreach in the review of transit routes to provide service to areas where the needs are greatest.

Policy T 5.2 Convert the City's transit fleet to use power sources that reflect the best available science and sustainable technology.

Policy T 5.3 Provide regular transit service to Pullman-Moscow airport.

Policy T 5.4 Provide frequent transit service between WSU and Downtown.

Policy T 5.5 Expand transit service to serve new residential, commercial, and industrial developments including master-planned development, with the aid of periodic public input.

GOAL T 6 Increase the resiliency of transportation structures to floods, extreme precipitation events, and reduced snowpack. Ensure free and safe movement of goods and people by providing adequate facilities, access, and circulation for all land uses.

Policy T 6.1 Locate and design, with community input new or modified transportation facilities to:

- Account for extreme precipitation and flooding exacerbated by climate change, promoting nature-based solutions where possible.
- Improve street connectivity and walkability, including sidewalks and street crossings, to serve as potential firebreaks and evacuation routes.
- Incorporate hydrologic climate impacts into the design of water-crossing structures for habitat quality.
- Consider the potential for more frequent landslides or erosion, road washouts, or flooding.
- Promote materials that address the need for increased or changed maintenance practices.
- Incorporate trees and vegetation in roadside and median strips selected and maintained to address the potential for drought, brush fires, or other extreme weather.

Policy T 6.2 Design and build improvements necessary to protect transportation investments from climate exacerbated impacts, enhancing protection and ecologic function where possible

7

Parks & Open Space

Introduction

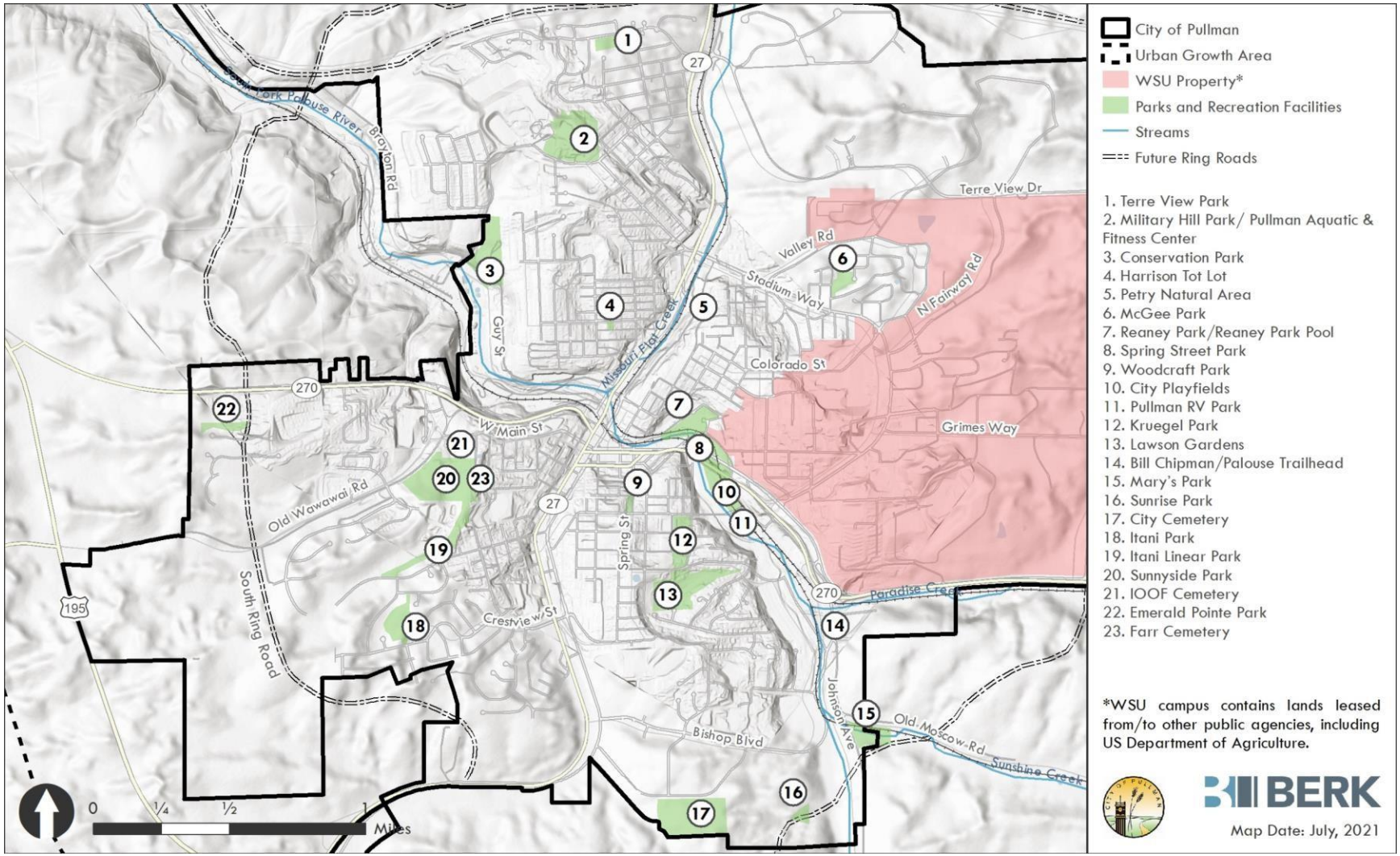
The City of Pullman Parks & Recreation 2019–2024 Five Year Plan includes an inventory of existing facilities and programs; identification of needs, goals, and objectives; and recommendations for future projects. Existing park and recreation facilities are shown in Exhibit 22, and existing trails are shown in Exhibit 20 in the Transportation Element. A full inventory and description of facilities is available in Section 6 of the Parks & Recreation 2019-2024 Five-Year Plan and briefly described under Conditions & Trends below.

The Parks & Open Space Element supports the **Vision Statement** by establishing policies that promote a high quality of life through access to recreation opportunities and transportation choices (e.g., trails for biking or walking), and that protect the natural environment.

This element directly supports the following **Framework Principles**:

- Accessible transportation choices
- Sufficient infrastructure and public services
- Healthy and valued natural environment

Exhibit 22 Map of Existing Park & Recreation Facilities, 2020



Source: City of Pullman, Department of Parks & Recreation, 2019-2024 Five-Year Plan, 2020; BERK, 2021.

Conditions & Trends

Existing Facilities & Levels of Service

Pullman meets the National Recreation and Park Association (NRPA) best practice standards used in the Parks & Recreation 2019–2024 Five Year Plan for several different categories of parks facilities and open space. However, instead of a one-size-fits-all set of standards, the current NRPA guidebook suggests and provides approaches for inventorying existing park areas and facilities, and assessing the adequacy of the current standards through visitor surveys, resident questionnaires, field observations, and participation rates. Pullman Parks & Recreation uses some of the recommended standards in combination with citizen surveys, resident questionnaires, and field observations of participation rates in usage and programs when planning for future facilities and land area requirements.

Developed Parks & Trails

The City has 29 developed parks (including school facilities) totaling approximately 225 acres that include a network of playgrounds, picnic shelters, jogging tracks, athletic fields, formal gardens, and other recreation amenities across the city. Paths and trails within city limits extend more than 16 miles, including a portion of the seven-mile-long Bill Chipman Palouse Trail connecting Pullman and Moscow. The City provides many summer and holiday programs for preschoolers, youth, teens, adults, and seniors.

Athletic Facilities

Athletic facilities include those for structured sports, organized teams, or leagues.

Baseball/Softball Fields. Pullman High School/Military Hill Park has three baseball fields available for recreational use when not used by the high school's programs, which is sufficient for local demand. WSU has one baseball field that is not generally available for community recreational use. Youth baseball facilities are provided at Sunnyside Park, Kruegel Park, McGee Park and Pullman City Playfields. The Pullman School District currently has two softball fields suitable for junior and senior high school aged youth, and the City of Pullman has two softball fields available for community use.

Football Fields. Pullman High School and Lincoln Middle School each have one regulation football facility and track. Recreational flag football leagues are also growing in popularity among youth and college participants, though recreational leagues do not require a regulation field and can be played on any large, flat turf area.

Soccer Fields. Soccer players (age 5-10) do not require full-size fields for play or practice. Micro-soccer programs use smaller fields with fewer players on each team; as many as three games can be played simultaneously on one full-size soccer field (sideline to sideline). Field-size requirements increase with the players' age. By the time children are 11 years old, they are usually playing on full-size soccer fields.

The amount of soccer fields available for community use is currently insufficient to meet demand. The City has two small practice/game soccer fields at Kruegel Park, Thatuna, and the City Playfields. The Parks & Recreation Department also uses fields at Sunnyside, Jefferson, and Kamiak elementary schools. The Rolland complex at Pullman High School has four total fields[64]; two regulation soccer fields, and two for recreational use. Lincoln Middle School and Pullman High School are the primary locations for the Pullman Soccer Club.

[64] Drainage issues have been identified in this area that could potentially be addressed along with recreation improvements.

Gymnasiums (Basketball, Volleyball, etc.). A demand for gym time exists for a variety of community recreation programs including basketball, volleyball, aerobics, karate, etc. In 2020, the new Recreation Center at SE Crestview Street opened with a full-size gymnasium (see the discussion under General Obligation Bonds No. 1 & No. 2 below).

In the past, the City did not have full control of any full-sized gymnasium, instead relying on public school district gyms on an as available basis. The Department expects the majority of activities currently taking place at the Sunnyside Elementary School gymnasium to continue to be offered there, including basketball and volleyball for both youth and adults, multiple sports camps, and opportunities for gym rental for public and private users. The City can evaluate its understanding of needs, demand, and capital facilities through its 5-Year Plan.

Tennis and Pickleball Courts. There is a demand for outdoor courts in Pullman for community use. The City of Pullman and the Public-School District have courts on Military Hill Park, with additional courts available at Kruegel Park and Sunnyside Park. WSU has courts available to the public. Pullman is experiencing a need for dual use of the tennis courts with increased demand for pickleball courts. The balance in the provision of tennis and pickleball courts can be monitored.

Swimming Pools. The Reaney Park outdoor swimming facility currently has two pools, which meets the recommended standard that there is 1 outdoor pool for every 15,000 people. The City constructed a 3,000 square foot outdoor splash pad with ten spray features at Reaney Park in 2015.[65]

Pullman also manages the Pullman Aquatic & Fitness Center (PAFC), which is owned by the Pullman School District and managed by Pullman Parks & Recreation. This center has one competition pool and one smaller warm water therapy pool, which meets the standard for 1 indoor pool per 20,000 people. The Center provides year-round swimming lessons and water exercise programs.

[65] City of Pullman, Department of Parks & Recreation, 2019-2024 Five Year Plan, 2020.

It also contains a fitness room with cable and hand weights, medicine balls, exercise balls, exercise bands, stretching mats, treadmills, recumbent bicycles, and elliptical training machines.[66] The Pullman School District uses the facility for swimming physical education classes throughout the school year and for girls' and boys' swim teams, which meet after school from September through February. Each year, the fifth-grade classes from all four elementary schools participate in a swimming safety day prior to attending a weeklong outdoor camp.

Play Equipment

The City provides seven play structures within the neighborhood parks and Pullman School District provides playgrounds with equipment at its four elementary schools. All play structures installed within the last ten years meet ADA accessibility standards. Play equipment should be evenly distributed throughout the Pullman park system and neighborhoods. As new developments occur, it is also desirable to consider easy access to playgrounds as part of the planned development.

Off-Leash Dog Park

Pullman city ordinance allows leashed dogs in parks with the exception of Lawson Gardens, Harrison Tot Lot, and all city cemeteries. Based on public input, City staff from the Parks Division worked with Whitman County Humane Society to plan an off-leash facility to serve Pullman community members. "Pooch Park" was opened in May 2013 and is run by the Humane Society. It is the first and only off-leash dog park in Pullman and Whitman County. The park is fully enclosed, with large grassy lawns, mature trees, shade structures, and separate sections for large and small dogs. Access to the park is on a paid membership basis and members can use the park from dawn to dusk year-round.

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[66] City of Pullman Department of Parks & Recreation, Aquatics, 2017.

Open Space & Greenways

Pullman is surrounded by vast rolling hills of wheat and agriculture. The majority of wooded areas are found within city limits. These natural areas are very valuable to wildlife and should be protected from development where possible. The City has identified numerous areas within Pullman as being critical areas for wildlife. Where critical areas are identified on public property, these areas are intended to remain in their natural state to support wildlife and remain accessible to the public for passive recreational use.

Greenways are linear forms of open space that are maintained to conserve natural and cultural resources, and to provide recreational opportunities, aesthetic and design benefits, and transportation linkages between natural resource open spaces and recreation facilities. The primary difference between greenways and natural area open spaces is that greenways emphasize use to a greater extent through such means as trails. They allow for pedestrian movement between parks throughout the community. Some natural resource open space areas are too fragile to even allow trails within their boundaries.

Greenways may be classified as either "natural" or "human-made". "Natural" greenways are linear natural resource open space areas that protect streams, rivers, ravines, drainage ways, wetlands, lowlands, shorelines along lakes and ponds, vegetated steep slopes, and the like. The South Fork of the Palouse River is an example of a natural greenway where development is restricted in the natural floodway. Park systems and the community generally favor creation of "natural" greenways because they are protecting the natural resource areas and have an unspoiled character. "Human-made" greenways, however, can be designed to be very appealing by using plantings, cultural and historic references, and human-made elements. Examples include the Koppel Farm Community Garden, Itani Linear Park which connects SW Center Street to Sunnyside Park, and the improvements made to Grand Avenue in Pullman through the efforts of the Grand Avenue Greenway Committee.

City Cemeteries

Pullman operates three city cemeteries: City Cemetery, Farr Cemetery, and IOOF Cemetery. The cemeteries are open from sunup to sunset and are operated and maintained by the Parks Division.

RV Park

Pullman RV Park offers 19 RV spaces with utility hook-ups available for reservation. Some tent sites are also available on a first-come-first serve basis at the RV Park. Mary's Park, currently under development, will allow dry camping during special event weekends at WSU (including WSU home football games, mom's weekend, and graduation).

WSU Public Facilities

Pullman also benefits from the recreational facilities at WSU. The WSU Student Recreation Center provides affordable day passes for public use. WSU facilities include swimming pools; cardio and weight equipment; courts for basketball, volleyball, badminton, and racquetball; a running track; indoor soccer and roller hockey; theater; and a spa.[67]

Recreation Programs and Events

The Pullman Parks, Facilities & Recreation department offers recreational activities, enrichment programs, youth sports, trips, summer camps, tween programs, and events. Pullman hosts a number of community events that celebrate holidays, provide music and concerts, support the local economy, and share local culture, such as:

- ArtFest
- Fourth of July
- Holiday Fest
- National Lentil Festival

[67] Washington State University, University Recreation, 2015.

General Obligation Bonds No. 1 & No. 2

In 2018, the citizens of Pullman passed General Obligation Bonds No. 1 and No. 2 for public facility improvements. General Obligation Bond No. 1 included $10,500,000 to: a) purchase the Encounter Ministries Church at 190 SE Crestview Street for a new city hall and recreation center; b) construct a Garden House (event center) at Lawson Gardens, the City's only formal garden; and c) acquire land for a third fire station. Construction began on the new city hall building and recreation center in 2019 and was completed by mid-2020. Construction of the Garden House is expected to start within the next two years.

Within the gym building at the new recreation center, there is a full-size gymnasium, and seven to nine rooms that include general classrooms, a fitness room, a multipurpose room, a dance room, a commercial kitchen, and a walking track. The Senior Center, that was housed in City Hall at its former downtown site, has relocated to the new recreation facility. Parks & Recreation expects the majority of activities currently taking place at the Sunnyside Elementary School gymnasium to continue to be offered there.

General Obligation Bond No. 2 is a $2,400,000 replacement Parks and Path Bond to continue with additional improvements to Reaney Park Pool, ADA Improvements to Sunnyside Park, upgrades to City Playfield (softball fields), replacement of the Kruegel Park Shelter, completion of Mary's Park and Emerald Point Park, and further development of the pedestrian/bike paths in Pullman.

Opportunities & Constraints

Ensuring that parks and recreational facilities are available in all neighborhoods is a challenge, particularly in new neighborhoods that may be lacking parks. Pullman Parks & Recreation and Pullman Civic Trust are planning projects that expand access to parks and green space for community members. In particular, creating centers for youth would be beneficial to the community. These kinds of improvements have the potential to be costly up front but can provide a long-term amenity.

Community Cohesion

One way to help bring people together is to increase opportunities for face-to-face contact between student and non-student community members. Expansion of the farmers' market and other community events would provide options for improving the sense of cohesiveness within the community between WSU students and other community members.

Partnerships with Local Organizations

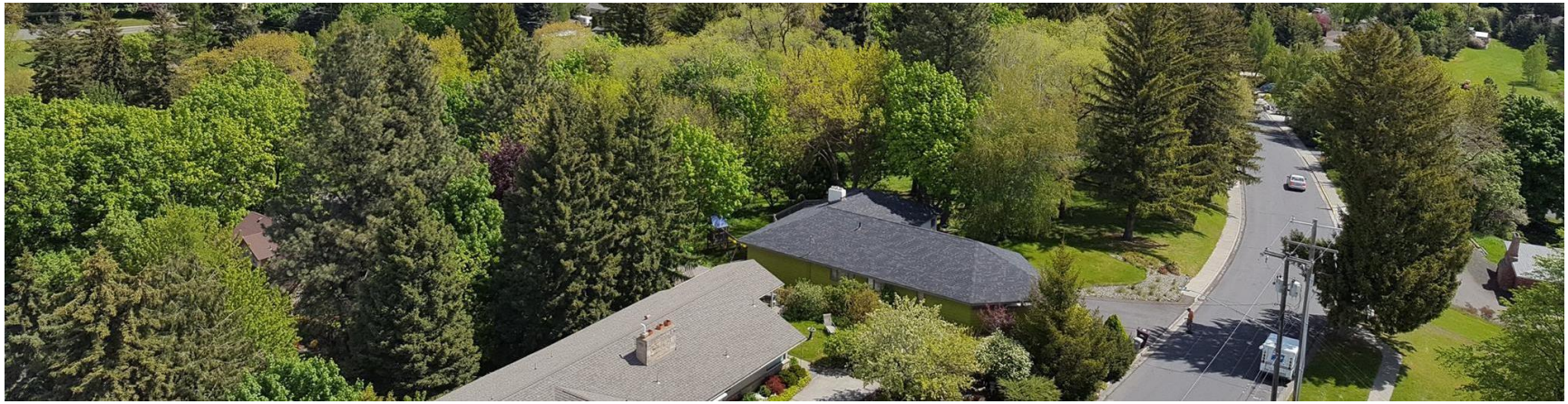
Pullman Parks & Recreation benefits from cooperating with local organizations such as the Pullman Civic Trust, WSU, Pullman School District, the Grand Avenue Greenway Committee, and local businesses to accomplish common goals. Utilizing volunteers to landscape and beautify areas of the city that experience high traffic volumes and to expand recreation program offerings achieves more with fewer financial resources and simultaneously increases social capital by bringing a diversity of community members together. Expanding programs that offer service-learning opportunities to WSU students can also connect students with the non-student community, and could provide abundant volunteer resources considering 9,970 WSU students volunteered a total of 81,323 hours in the 2018-19 academic year.[68]

[68] Washington State University, Quick Facts: WSU Pullman at a glance, 2019 (https://wsu.edu/about/facts/).

The City's partnership with the Pullman School District has contributed significantly to the development of community access to recreational facilities. The City and the District have developed an inter-agency agreement for joint use of facilities. Examples of joint ventures between the two agencies include: the expansion of Sunnyside Elementary gymnasium (1995) to accommodate recreation use after school hours; development of Military Hill Park (1976) to serve the growing recreational needs of residents near Pullman High School; and remodeling of the old Franklin Elementary School (2000) for use as a community center by the City of Pullman and the administrative offices of the Pullman School District (1998). Mary Schweitzer and Ed Schweitzer provided funds for the construction of the Pullman Aquatic & Fitness Center which is owned by the Pullman School District and managed by the City of Pullman, Parks & Recreation.[69]

The Pullman Civic Trust is a volunteer organization that since 1983 has advocated for several projects that benefit the community, including creating and maintaining trails, installing trail markers, and planting trees.[70] The Trust is currently working with the City and other public entities to explore rail banking (a voluntary agreement between a railroad company and a trail agency to use an out-of-service rail corridor as a trail until a railroad might need the corridor again for rail service) along the stretch of the Palouse River and Coulee City Rail that runs between Pullman and Colfax.[71] This stretch of rail is currently inactive, and there are no plans to restore service in the near future. Rail banking this stretch of unused rail would add a multi-use path to Pullman's trail system. It is owned by the State of Washington and preserving the right of way for transportation purposes such as trails could benefit the Pullman community and multimodal transportation connections.

[69] City of Pullman Parks & Recreation 2019–2024 Five Year Plan, 2020.
[70] Pullman Civic Trust, 2015.
[71] Pullman Civic Trust, 2015.



The Arbor Day Foundation has recognized the City of Pullman as a "Tree City USA" for the last 22 years, and awarded the city the "Tree City Growth Award" for four of those years.[72] This program provides the City an opportunity to educate the community about the value of tree resources, the importance of sustainable tree management, and to engage individuals and organizations in advancing tree planting and care across the urban forest. Participation in the Tree City USA program helps community members feel good that they live and work in a city with so many natural resources and is a pleasing way to welcome visitors and prospective community members.[73]

[72] To qualify as a Tree City USA community, you must meet four standards established by the Arbor Day Foundation and the National Association of State Foresters: (1) have a tree board or department; (2) have a tree care ordinance; (3) have a community forestry program with an annual budget of at least $2 per capita; and (4) observe and proclaim Arbor Day. See https://www.arborday.org/programs/treecityusa/standards.cfm for more information.

[73] City of Pullman Parks & Recreation 2019–2024 Five Year Plan, 2020.

Parks & Recreation 2019–2024 Five Year Plan Recommendations

The Parks & Recreation 2019–2024 Five Year Plan includes specific recommendations for future projects. Many of these are funded by the passage of General Obligation Bonds No. 1 and No. 2, including:

- Construction of the new Recreation Center and Garden House
- Improvements to Reaney Park Pool (pool liner replacement and park restroom/shower building upgrades)
- ADA improvements to Sunnyside Park (ADA compliant parking lot and path access to facilities)
- Upgrades to the City Playfield (dugouts, scoreboxes, fencing and backstops for Wiley, Bowman, and Thatuna fields)
- Replacement of the Kruegel Park Shelter
- Completion of Mary's Park and Emerald Pointe Park (ADA/inclusive playground elements and amenities such as children's gardens, wetland interpretive area, and restroom/shelters)
- Further development of the pedestrian/bike paths in Pullman (Itani Linear Path, Conservation Park Path, etc.)
- A portable stage/band shell (for civic events such as the July 4th Celebration, Lentil Festival, Concerts in the Park, etc.)

The Recreation Division foresees offering recreation programs at an increased level in the next five years. As the new Recreation Center opens to the Pullman community in 2020, there will be opportunities to increase programming to middle school aged children and the senior population. With the proximity of the new Recreation Center to Lincoln Middle School, after school programs, open gym, and other programs could become widely available for teens to utilize. The Senior Center will have increased space for additional programs and will have access to designated fitness rooms to offer specialized programs for that population. Intergenerational programs

between seniors and preschool aged children could also be more common as the Senior Center will be located in the same buildings as the City's Preschool.

The Parks Division plans to work with Pullman Civic Trust and other local groups for a fully connected trail system within Pullman and provide support regionally for the development of the "CAP Trail" (Colfax, Albion, and Pullman) on the old Union Pacific Rail Line. The trail system provides opportunities for Pullman citizens to safely walk or ride their bikes to school or work or for their health away from city traffic.

Parks & Recreation should continue balancing the multi-generational needs of Pullman community members, taking into account the various interests and needs of the different age populations within the diverse community. Additional community priorities identified in the Parks & Recreation 2019-2024 Five Year Plan include development or acquisition of park property, land purchases to preserve open/green spaces in the city, remodel/repair of existing structures, youth/adult athletic fields and sport programs, additional fitness and art programs, and continued support of special programs (such as the Egg Hunt, Movies, and Concerts in the Park).

Goals & Policies

This element provides goals and policies for providing a variety of parks, trails, and open space, as well as for natural resource conservation, and sustainable maintenance.

GOAL P 1 **Create opportunities for community gathering, healthy and active lifestyles, and connections to destinations through a robust park and recreation system.**

Policy P 1.1 Ensure that Pullman community members are within a 10-minute walk of parks, recreation, open space, or trail facilities.

Policy P 1.2 Establish level of service criteria for parkland, recreation, open space, and trail needs in the city to ensure the system responds to growth and provides for quality facilities. Identify the level of service standards in the City's 5-Year Plan.

Policy P 1.3 Create a set of minimum park standards to guide master planning and ensure consistent quality. Maintain flexibility about park size and facilities in order to take advantage of opportunities as they arise.

Policy P 1.4 Address priorities for parks, recreation, open space, and trails to maximize limited resources based on the 5-Year Plan. Priorities should seek to leverage the existing system and be nimble to address opportunities for acquisition in areas that lack complete facilities. Priorities should be based on public engagement as well as system and master plans.

Policy P 1.5 Develop a network of recreational trails and bikeways throughout the community that will be accessible to all community members of Pullman, offer a range of recreational challenge and scenic experience, allow residents to minimize single occupancy vehicle use and provide public health benefits.

Policy P 1.6 Increase recreational opportunities for the city's growing population by providing both additional facilities and programs through public and private partners. Increase multipurpose fields such as for soccer, and provide other active recreation infrastructure to meet local needs.

Policy P 1.7 Ensure new development provides parks and recreation facilities, including trails, at the time that development occurs in low- and high- density residential areas.

Policy P 1.8 Develop a policy to require suitable parkland or a fee in lieu of for new residential development, in proportion to area and projected population.

Policy P 1.9 Cooperate with public schools and other agencies to develop and maximize the effectiveness of joint facilities where appropriate.

Policy P 1.10 Extend city trails to connect both to neighborhoods and regional trails.

Policy P 1.11 Retain neighborhood facilities at various locations in the city to help serve the cultural, recreational, and social needs of community members.

Policy P 1.12 Develop a plan for a regional recreation facility that provides both indoor and outdoor facilities (e.g., playfields, concert venue) and serves as a community gathering place.

GOAL P 2 Promote open space preservation and conservation of unique, fragile, scenic, and non-renewable natural resources.

Policy P 2.1 Pursue funding sources for the acquisition and improvement of shoreline parcels within the city.

Policy P 2.2 Maintain the river park area from City Playfield to Grand Avenue to preserve the shoreline and provide recreational opportunities.

Policy P 2.3 Explore the acquisition of significant habitat areas within the city on a case-by-case basis.

Policy P 2.4 Work cooperatively with property owners and land developers to protect privately owned land with significant environmental features through the use of easements, zoning conditions, land trust agreements, or other appropriate means. Consider the use of clustering to gain park and recreation land while achieving density goals. Consider open space transitions to rural lands when considering annexation boundaries, and the opportunities for connected parks and recreation facilities.

Policy P 2.5 Require buildings to be set back from stream channels to provide open space for riparian areas.

Policy P 2.6 Partner with community organizations and the private sector to engage the community to protect and enhance Pullman's unique ecosystems and habitat.

Policy P 2.7 Strive to protect and retain certain trees and groups of trees that enhance Pullman's historical, cultural, environmental, and aesthetic character, such as through a tree protection ordinance and urban forestry management program.

Policy P 2.8 Consider opportunities to improve stormwater management, provide tree canopy and shading, and add carbon sequestration by incorporating green or low-impact infrastructure in parks and public green spaces.

Policy P 2.9 Restore native plant and animal communities to Conservation Park.

GOAL P 3 Maintain high quality and accessible city parks and recreational facilities.

Policy P 3.1 Consider operation and maintenance costs in the design of all park improvements and recreation facilities. These costs should be considered prior to acquiring new facilities.

Policy P 3.2 Consider creative solutions to the ongoing costs of maintaining parks and recreation facilities, including sponsorship by business and civic groups and WSU internships and practicums.

Policy P 3.3 Maintain and expand city cemetery facilities as necessary considering site conditions, trends, and needs.

Policy P 3.4 Periodically review the design of existing parks and renovate park facilities to reflect changing needs and desires of community members.

Policy P 3.5 Upgrade park facilities on an ongoing basis to ensure that people of all abilities have access and inclusion in the enjoyment of the facilities. Implement the City's ADA Transition Plan to accommodate citizens with disabilities and special needs and offer equitable access to recreation activities.

GOAL P 4 Complete and protect a system of green belts to protect natural resources and provide passive recreation.

Policy P 4.1 Promote greenways along streams and wildlife corridors.

Policy P 4.2 Endeavor to enhance and restore the South Fork of the Palouse River to a more natural appearance and function.

Policy P 4.3 Protect riparian corridors along perennial streams from the adverse effects of development. Maintain a buffer of vegetation (preferably native vegetation) along all streams.

Policy P 4.4 Whenever possible, establish greenways to link open space areas located in close proximity to one another.

Policy P 4.5 Partner with community organizations and the private sector to restore native plant and animal communities in the city's parks.

GOAL P 5 Continue to provide a comprehensive set of recreation programs as needs change over time.

Policy P 5.1 Develop new programs for the youth, adult, and senior population in Pullman that meets their needs and interests.

Policy P 5.2 Continue to offer WSU students hands-on experience in recreation services.

Policy P 5.3 Provide aquatic classes for Pullman School District students.

Policy P 5.4 Develop a cost-recovery policy recognizing parks as a public good, and promoting recreation programs that serve a broad range of the community. Maintain recreation program user fees that promote equitable access for all ages and incomes.

8

Capital Facilities

Introduction

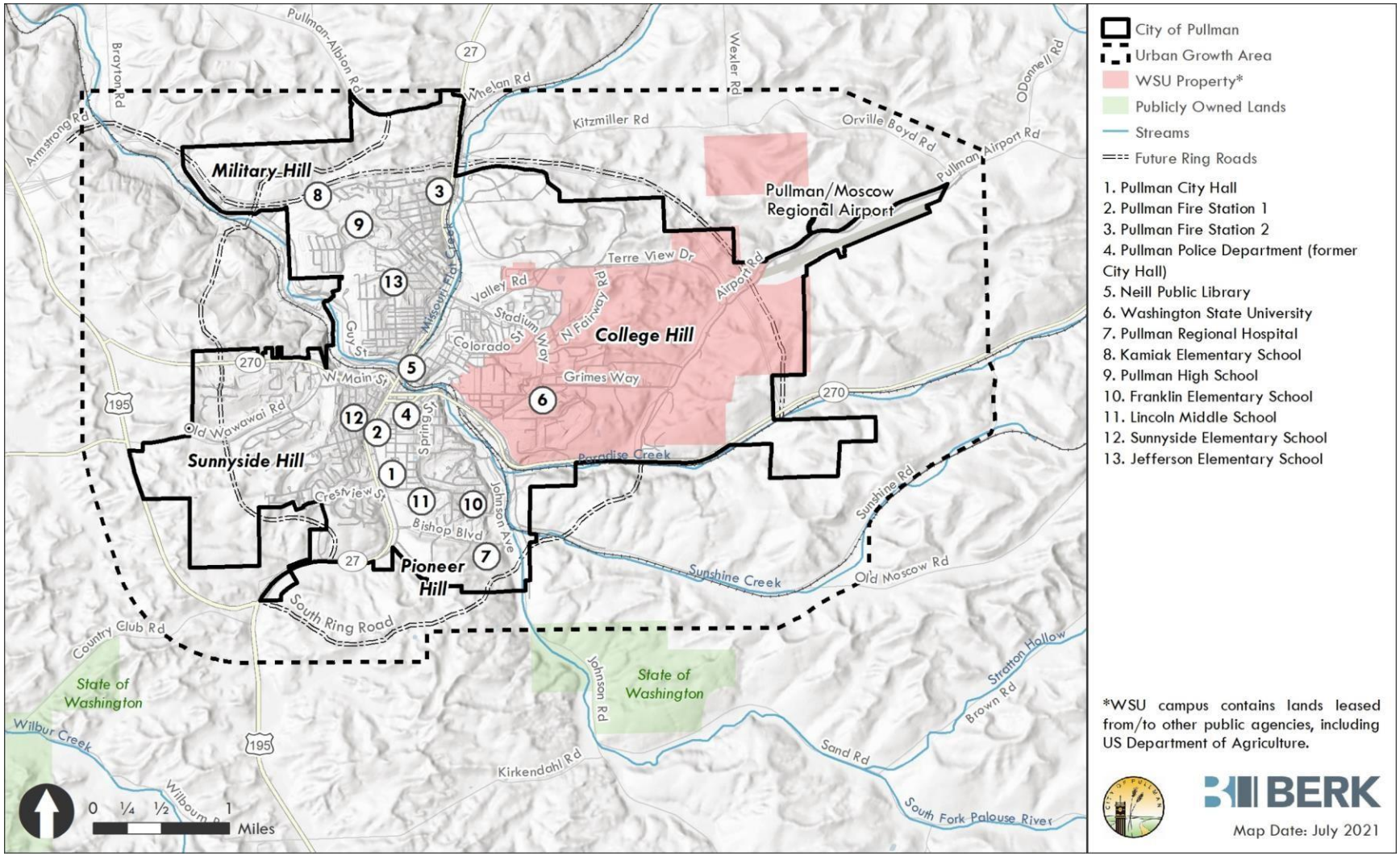
Capital facilities and utilities include systems owned by the City as well as those owned by other public agencies (e.g., the School District) and by private companies. Capital facilities provided by Pullman include roadways, parks, public buildings, fire and EMS, police, municipal library, water/sewer, and stormwater.74 Non-City owned facilities and utilities include public schools, hospitals, natural gas, electricity, telecommunications (phone, internet, and TV cable), and refuse, recycling, and yard waste disposal. Exhibit 23 below shows the location of community services in the city, including City Hall, the fire stations, the police department, Neill Public Library, public schools, and Pullman Regional Hospital.

The Capital Facilities Element supports the **Vision Statement** by establishing policies that provide ample infrastructure and public services and policies that protect the natural environment.

This element directly supports the following **Framework Principles**:

- Sufficient infrastructure and public services
- Healthy and valued natural environment
- Long-term sustainability

Exhibit 23 Existing Community Services, 2020



Source: City of Pullman, 2020; BERK, 2021.

Conditions & Trends

Community Services

Schools

- It should be noted that statistics regarding enrollment are reflective of pre-COVID conditions

The US Census Bureau's 2015–2019 American Community Survey estimates that in 2018 the population older than 3 years enrolled in school was approximately 20,692 in Pullman.[75] Of this population, college, or graduate school students account for an estimated 17,581—a vast majority. Of Pullman's remaining student population, 725 are high school students (grade 9-12), 1,793 are elementary and middle school students (grade 1-4 equal 904 and 5-8 889), 198 are in kindergarten, and 395 are nursery or preschool students.

As developments occur, the City evaluates the potential needs for safe routes to schools.

WSU's Pullman campus is 1,675 acres and in 2019 had a total of 513 buildings/structures with a gross building square footage of 11,583,410 and an assignable building square footage of 7,476,455. WSU anticipates growth to continue as it has over the last ten years and does not expect a net increase in space in the next 3-5 years. Instead, the university is focused on space optimization and deferred maintenance.[76] The university enrolled 20,976 students for the 2019/2020 academic year at its Pullman campus, just under the projected 2020 enrollment of 21,150. Of those students, 18,346 are undergraduates and 4,198 are freshmen.[77] Approximately 84% of new freshman live on campus.[78]

75 US Census Bureau, ACS 5-Year Data Profile, Table S1401, 2019 (https://data.census.gov/).
76 Louise Ann Sweeney, WSU, personal communication, May 12, 2020.
77 Washington State University, Department of Institutional Research, Fall 2019 Census Day Headcount Enrollment, 2019 (https://ir.wsu.edu/enrollment/).
78 Washington State University, Quick Facts: WSU at a glance, 2019.

WSU is looking to increase graduate student enrollment at a faster rate than undergraduate enrollment. However, 2019/2020 undergraduate enrollment has already surpassed WSU's projected 2030 enrollment of 18,000 undergraduates, while graduate enrollment (2,173) is a little under half of the 4,450 projected 2020 graduate enrollment. In 2030, the university projects total enrollment to grow to 26,000, with 18,000 undergraduates and 8,000 graduate students, though the proportion of projected undergraduate to graduate students likely needs to be updated.[79]

Pullman Public School District No. 267 is composed of six schools: Franklin Elementary, Jefferson Elementary, Sunnyside Elementary, Kamiak Elementary, Lincoln Middle School, and Pullman High School. In February 2020, voters approved a bond (Proposition #1) and two replacement levies for voter consideration (Proposition #2 and Proposition #3) from Pullman Public Schools. Proposition #1 is a $15 million bond for renovation and expansion of Lincoln Middle School and HVAC upgrades to three elementary schools, Proposition #2 is a replacement Enrichment Levy for $5.3 million per year, and Proposition #3 is a replacement Technology Levy for $200,000 per year.[80]

Spokane Falls Community College (SFCC) Pullman Campus occupies a portion of the Math Learning Annex building on the WSU Campus. [81] SFCC offers day, evening, and online classes. Running Start at SFCC and WSU enable Pullman High School 11th and 12th graders to earn college credit.

[79] Hanbury Evans Wright Vlattas and Company, 2012 Pullman Campus Master Plan Update, Volume 2, 2012.

[80] The existing LMS Bond expires in December 2020. The Proposition #1 bond will start in January 2021 at the same tax rate as the LMS bond ($2.78 per $1000 of assessed property value), meaning residents would see no tax rate increase. The Enrichment Levy replacement reduces the tax rate from $2.42 to $2.25 per $1000 of assessed property value, and the Technology Levy replacement maintains the same tax rate (Pullman Public Schools, 2020 Bond + Levy, 2020). The Board of Adjustments approved the school district's expansion application plans for Lincoln Middle School in January 2020 (City of Pullman, Planning Department Newsletter, January 2020).

[81] Spokane Falls Community College, Pullman Campus, 2018 (https://sfcc.spokane.edu/About-Us/Contact- Us/Pullman/About-Our-Pullman-Campus).

Hospital

The Pullman Regional Hospital is a public facility located on the south side of Pullman on Pioneer Hill. The 95,000-square-foot facility houses a level IV trauma center, level III stroke center, and level II cardiac center.[82] The facility features maternity center beds, medical/surgical private overnight beds (each with a guest bed), ICU beds (each with a guest bed), and private day-use surgery rooms. Among its services, the hospital offers 24- hour emergency care, a digital imaging center, full-service obstetrics care, four operating rooms, da Vinci robotic-assisted surgical technology, and occupational, massage, speech, and physical therapy.[83] The hospital employed 550 full-time and part- time employees at the end of 2018, and community and student volunteers served 15,638 hours that year.[84]

In 2014, Pullman Regional Hospital Foundation launched a $10 million Endowment for Quality and Access campaign with a goal of expanding affordability and quality of healthcare services while helping to increase the organization's resiliency in the face of uncertain changes in healthcare costs and pay structures.[85]

Community growth and lack of space continue to drive need for an addition to the hospital to house specialty medical services and establish a Family Medicine Residency program, and a community-wide electronic medical record is needed to achieve coordinated patient care. The Hospital is continuing to look for ways to fund the expansion and improvements.[86]

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82 Pullman Regional Hospital, Inpatient Services and Patient Care, 2020 (https://www.pullmanregional.org/inpatient-services and https://www.pullmanregional.org/patient-care).

83 Pullman Regional Hospital, About Us, 2020 (https://www.pullmanregional.org/about-us).

84 Pullman Regional Hospital, 2018 Annual Performance Assessment & Improvement Report, 2018.

85 Pullman Regional Hospital, Endowment for Quality and Access, 2020 (https://www.pullmanregional.org/how-to-help/foundation/endowment-for-quality-and-access).

86 Pullman Regional Hospital, The Next Era of Excellence, 2019 (https://info.pullmanregional.org/next-era-of-excellence#faq).

Fire

This section describes the Fire Department facilities, its staffing, and equipment needs that can influence the use of the facilities and needs for improvements where appropriate.

The Pullman Fire Department serves the entire city, including the WSU campus. As the only professional fire department with paramedic staff in Whitman County, Pullman Fire Department also provides Advanced Life Support service to 450 square miles of unincorporated county area and the City of Palouse.[87] The Department operates out of two stations: Station 1 is located at 620 S Grand Avenue and serves the south half of town, and Station 2 is located at 55 NW Terre View Drive and serves the north half of town. Station 1 houses one fire truck with a pumper ladder, one fire engine, three Advanced Life Support transport ambulances, and one brush unit. Station 2 has two fire engines and two Advanced Life Support transport ambulances. Station 1 and Station 2 each have three paramedics/firefighters; a captain serves out of Station 2. General Obligation Bond No. 1, passed by Pullman voters in 2018, provided funding to acquire land for a third fire station. The City is in the process of locating real estate for this purpose. The City is also looking to relocate fire Station 2 due to the age, size, and location of the facility as well as the training facility.[88]

[87] Pullman Fire Department, Service Area Map, 2019 (https://www.pullman-wa.gov/government/departments/pullman_fire/operations/service_area_map).

[88] Mike Heston, Pullman Fire Department Fire Chief, personal communication, May 2020.

In 2019, the stations received 2,654 calls—711 were fire-related and 1,943 were medical.[89] Approximately 26% of calls in 2019 were from College Hill (excluding the WSU campus), 20% from Pioneer Hill, 19% from the WSU campus, 17% from Military Hill, 11% from Sunnyside Hill, and the remainder from other parts of the service area.[90]

Police

This section describes the Pullman Police facilities, its staffing, and equipment needs that can influence the use of the facilities and needs for improvements where appropriate. It also addresses WSU police services for the campus.

The Pullman Police Department serves all areas of the city except for the WSU campus; WSU has its own police force (with the same enforcement and arrest powers as any commissioned officer in the State of Washington) that serves the university.[91] The Department is located in a 16,037-square-foot station in the heart of Pullman at 260 SE Kamiaken Street and houses 33 commissioned officers and 15 support staff. The minimum number of personnel on duty is four, including three patrol officers and one records specialist; the maximum is 20, with 16 patrol officers, 2 code enforcement officers, and 2 records specialists. Eight vehicles make up the patrol fleet, including seven SUVs and one sedan: detectives have one sedan, a truck, and a Crown Victoria car; the School Resource Officer is assigned a sedan; code enforcement is assigned one truck; and one SUV and one Crown Victoria car serve as administrative vehicles. In 2019, the department received 11,200 calls for service and issued 5,163 parking infractions.[92]

89 Pullman Fire Department, Fire Incident & Ambulance Transport Counts, 2019 (https://www.pullman-wa.gov/government/departments/fire_department/operations/fire_incident ambulance_transport_counts).
90 Mike Heston, Pullman Fire Department Fire Chief, 2020.
91 Washington State University Police Department and Campus Safety Services, 2019.
92 Pullman Police Department, 2020.

The WSU Police Department patrols WSU campus and has 21 commissioned officers, 55 student cadets, and 6 administrative staff members.[93] WSU has an additional security division, Cougar Security, which was created in 1985 to assist the University Police Department primarily during night hours. Cougar Security patrols the campus at night, performs safety escorts, and assists with security at sporting and other special events.[94] In 2018, the WSU Police Department reported 744 crimes that occurred on campus and in certain off-campus buildings or property owned or controlled by WSU and filed a total of 5,748 incident reports.[95]

Public Library

The Neill Public Library has a collection of over 119,000 titles, includes online resources, hosts special programs, and events, and serves over 5,600 patrons each week. It is located at 210 N Grand Avenue and is open daily except Sundays and holidays.[96]

[93] The WSU Police Corps program is operated through WSU PD and is designed as a training program for students interested in a career in law enforcement. The cadets complete an annual training academy of over 100 hours. After completing training, they are allowed to ride along with officers of WSU PD, Pullman Police Department (PD), and Whitman County Sheriff's Office to gain hands-on experience in the field of law enforcement. Washington State University Office of Civil Rights Compliance and Investigation, 2018 Annual Security and Fire Report, Section 6, 2019 (https://crci.wsu.edu/2019-2020-clery-report/).

[94] Washington State University, Cougar Security, 2019.

[95] Washington State University Office of Civil Rights Compliance and Investigation, 2018 Annual Security and Fire Report, Section 26, 2019 (https://crci.wsu.edu/2019-2020-clery-report/); Washington State University Police, Annual Statistics, 2018 (https://police.wsu.edu/annual-and-monthly-statistics/).

[96] City of Pullman, Neill Public Library, 2019.

Utilities

Water/Sewer

The Grande Ronde Aquifer, a part of the Columbia Basin Basalt Aquifer system, is the sole source of Pullman's municipal water, including drinking water. WSU has its own water system, separate from the City of Pullman's, which is also from the Grande Ronde Aquifer.[97] In 2018, the City pumped 927.740 million gallons[98] and WSU pumped 452.482 million gallons.[99] Most of the municipal water for the neighboring City of Moscow and University of Idaho (UI) also comes from the Grand Ronde Aquifer; the rest is pumped from another aquifer in the same basalt deposit system.[100] Although water storage in the Grande Ronde is vast, pumping exceeds recharge, which has resulted in the water level dropping between 1-2 feet per year for more than 70 years.[101] In 1992, the Palouse Ground Water Management Plan was enacted to address the declining ground water table issues and coordinate studies of the ground water and alternative water sources.[102] Since 1992, total pumping by the major entities (Pullman, Moscow, WSU, UI, Colfax, Palouse) has declined 15.5%, though water levels have not stabilized (the rate of water level decline between 1992-2011 was less than 1 foot per year and between 2007-2013 was 0.6 feet per year). The overall rate of Grande Ronde aquifer decline since 1992 is 0.9 feet per year.[103]

97 Washington State University Sustainability Site, Drinking Water, 2019 (https://sustainability.wsu.edu/operations/water-quality/drinking-water/).

98 Seeking updated data.

99 City of Pullman Department of Public Works, 2018 Annual Report, 2018; Washington State Department of Health, WSU Water Use Efficiency 2018 Annual Performance Report, 2018.

100 City of Moscow, Water Conservation, 2020.

101 Palouse Basin Aquifer Committee, 2015 Information Update to 1992 Palouse Basin Ground Water Management Plan, 2015 (Chapter 2, Page 1).

102 Palouse Basin Aquifer Committee membership consists of representatives from the cities of Pullman, Moscow, and Palouse, Whitman and Latah counties, Washington State University, and the University of Idaho. Each entity has two voting members on the committee. Ex Officio committee members include representatives from the Washington Department of Ecology and the Idaho Department of Water Resources.

103 Palouse Basin Aquifer Committee, Palouse Ground Water Basin 2017 Annual Water Use Report, 2018.

The City of Pullman currently engages in several water conservation measures, including managing the water system through effective metering and maintenance against leaks. The City implements additional conservation measures, including:

- Conducting water use surveys on public buildings to identify ways to conserve water and implementing landscape management practices on City-owned property.
- Providing conservation pricing and bills that show consumers their consumption history.
- Providing free toilet leak detection dye tablets, low-flow showerheads, and lawn watering timers.
- Providing incentives for citizens to replace toilets, washing machines, and landscaping with higher efficiency designs.
- Funding the Palouse Basin Aquifer Committee and a local environmental education organization to teach various regionally specific, age-appropriate water conservation lessons to second, third, fourth, and eighth grade students.[104]

Wastewater systems that discharge into state waters are required to comply with the Clean Water Act's National Pollutant Discharge Elimination System (NPDES) permitting program and obtain an NPDES permit from the State of Washington Department of Ecology. The NPDES permit program establishes standards for water quality of surface and ground waters, effluent toxicity, and sediment management, and requires plans, testing, and reporting. In compliance with Phase II of the NPDES Permit Program, the City has spent the last several years developing its stormwater system infrastructure by updating policies and procedures, purchasing equipment, implementing projects, and training staff. As of August 2019, the City is covered under Phase II of the NPDES program, which requires public education and outreach, public involvement and participation, illicit discharge detection and elimination, construction site stormwater runoff control, post-construction stormwater management in new development and redevelopment, and pollution prevention and good housekeeping for municipal operations. The Public Works Department has established plans to meet various stormwater treatment system requirements pursuant to compliance with the Phase II NPDES permit. WSU is covered under the same Phase II Permit, but is considered a "secondary permittee" within the jurisdiction of the City of Pullman.[105]

[104] City of Pullman, Water Conservation in Pullman, 2019.

[105] City of Pullman, Stormwater Management Program Plan, 2019; Washington State Department of Ecology, Eastern Washington Phase II Municipal Stormwater Permit, 2019.

Pullman's wastewater treatment plant uses a combination of activated sludge and chlorination and ultra violet light to treat residential and commercial wastewater before it discharges into the South Fork of the Palouse River (SFPR).

In 2018, the plant treated 1,042.8 million gallons, and removed 98.1% of total suspended solids and 97.2% of organic contaminants before discharging (the NPDES Phase II permit requires 85% removal of these pollutants).

Pullman added 0.99 miles of sewer main lines to its existing 95.86 miles, expanding the system to 96.85 miles in 2018. Additionally, in 2018, work crews performed maintenance on 124,992 feet of existing sewer mainlines.[106]

Stormwater

The City of Pullman's Stormwater Services Division is charged with development and implementation of Pullman's Stormwater Management Program (SWMP). To plan for the great expense of maintaining and replacing aging stormwater infrastructure and equipment, the City has had a stormwater fund in place since 2009 that is supplied by fees from developed properties with impervious surfaces. In addition to the fee-sourced funding, the SWMP applies for grants, utilizes student service hours, and implements the Adopt-a-Stream program, in which groups and businesses assume responsibility for keeping the section of stream that they "adopt" clean.[107]

Stormwater management in Pullman is particularly important considering that the network of storm drains, classified as a municipal separate storm sewer system (MS4), does not connect to wastewater treatment facilities. Most storm drains empty directly into the SFPR, which is on the State of Washington's list of impaired water bodies for not meeting water quality criteria for temperature, dissolved oxygen, pH, and fecal coliform bacteria. Pollutants commonly found in stormwater include detergents, fertilizers, pesticides, vehicle fluids, litter, sediment, and pet waste.[108]

[106] City of Pullman Public Works Department, 2018 Annual Report, 2019.
[107] City of Pullman, Stormwater Management Program Plan, 2019.
[108] City of Pullman, Stormwater Management Program Plan, 2019.

Private Utilities

Private utility providers in Pullman supply natural gas; electricity; telephone; internet, including high speed internet; TV cable; and refuse, recycling, and yard waste disposal.

Opportunities & Constraints

The main opportunities for safety and emergency services are: (1) to establish a sustainable tax base so the City can continue to provide quality public services, and (2) to work to improve speed control and traffic law enforcement in neighborhoods. In addition, the City is also supportive of funding for technology that would allow law enforcement to conduct accurate and timely marijuana field sobriety tests. Pullman Police previously collaborated with WSU researchers on a major project working towards a solution for field sobriety tests.[109]

In 2018, the citizens of Pullman approved General Obligation Bond No. 1 for $10,500,000 to fund public facility improvements, including funds to secure a location for a third fire station (the City is in the process of locating real estate for this purpose). The bond also funded purchase of the Encounter Ministries Church at 190 SE Crestview Street for a new city hall and recreation center and will fund construction of a Garden House at Lawson Gardens. Construction began on the new city hall building and recreation center in 2019 and was completed by mid-2020.

See the Parks & Open Space Element (Chapter 7) for additional discussion of General Obligation Bond No.1.

A sustainable water supply is important to ensure that Pullman is resilient and is able to support future population growth. The City currently has one water source, and although existing supply is substantial, the rate of depletion of water in the Grande Ronde Aquifer is faster than its rate of recharge. This presents an opportunity for the City to continue developing sustainable water initiatives and to implement additional conservation measures to address water sustainability for projected growth. Community members have expressed interest in implementing wastewater reuse and reclamation measures to help conserve the existing water resources. Additionally, per the 2015 update to the Palouse Ground Water Management Plan, the City should continue to pursue future supply options as detailed in the Water System Plan.[110]

[109] Marijuana research was adopted as a 2020 Legislative Priority by City Council on December 10, 2019 (https://www.pullman-wa.gov/cms/one.aspx?portalId=15252951&pageId=16298928).

[110] Palouse Basin Aquifer Committee, 2015 Information Update to 1992 Palouse Basin Ground Water Management Plan, 2015 (Chapter 6, Page 17).

The Pullman community expressed interest in establishing tools to address impacts from development on the area's waterways. There is opportunity to adjust regulations within the City's guidelines to limit stormwater impacts during development, and to implement wastewater reuse and reclamation programs to increase water conservation.

There is opportunity to build new water and/or sewer infrastructure along the Pullman- Moscow Airport and adjacent roadway corridors as part of the airport expansion project. This additional infrastructure could help support industry in Pullman and have positive economic implications. The City recently received a $1.6 million dollar grant from the State of Washington that will facilitate extending gravity sewer to the site of a new terminal in 2020.[111]

Pullman community members are also interested in upgrading the city's communication services, particularly by building the infrastructure necessary to provide widespread access to high-speed internet (broadband internet is largely available but not currently available entirely throughout the city). Community members expressed interest in having a choice in service providers for broadband service.

In addition, some community members would like to increase accountability of local government to citizens.[112]

[111] See the 2020 Legislative Priorities adopted by City Council on December 12, 2019 (https://www.pullman-wa.gov/cms/one.aspx?portalId=15252951&pageId=16298928).

[112] David Evans and Associates, Inc., Pullman Comprehensive Plan Joint Commission Workshop on Visioning and Goals Meeting notes and presentation, 2015.

Goals & Policies

The purpose of these goals and policies is to ensure that Pullman will have adequate facilities and utilities to serve future growth. Policies also address issues of sustainability, fiscal responsibility, and facility siting. In particular, since the rate of depletion of the city's one water source (the Grande Ronde Aquifer) is faster than its rate of recharge, water reuse and reclamation measures are emphasized to ensure resiliency against the risk of drought and to support future population growth. Other priorities are to carry forward ongoing wastewater treatment plant enhancements and to upgrade the city's communication services.

The Capital Facilities Element supports and is supported by goals and policies in the Transportation Element (Chapter 6) and The Parks & Open Space Element (Chapter 7).

The goals guide development of the capital improvement program, the annual six-year schedule and budget formulation for City land acquisition, streets, off-street parking, vehicles, recreational equipment, pedestrian/bicycle facilities, buildings, water, sewer, stormwater, and energy conservation projects.

GOAL CF 1 **Supply facilities, utilities, and services for all land uses to support sustainable growth and provide for public health, safety, and economic well-being.**

Policy CF 1.1 Encourage efficient and well-planned use of public buildings and property.

Policy CF 1.2 Provide and maintain high-quality, timely, and cost-effective services.

Policy CF 1.3 Ensure adequate capacity of utilities to support planned growth.

Policy CF 1.4 Proactively explore available tools to address development impacts and to maintain appropriate levels of service.

Policy CF 1.5 Implement energy reduction measures as they become available for all public facilities.

Policy CF 1.6 Develop uniform signage standards for public facilities in the city.

Policy CF 1.7 Manage the City's wastewater collection and treatment system in accordance with the approved sewer system plans. Update plans as needed to address change in extreme precipitation and drought.

Policy CF 1.8 Continue implementation of the City's storm water management program to address existing and anticipated storm water quantity and quality issues throughout the community.

Policy CF 1.9 Ensure continued viability of the Pullman-Moscow Regional Airport by supporting the facility's capital needs.

Policy CF 1.10 Consistent with the Land Use Element and night sky policies, illuminate city streets sufficiently while avoiding adverse impacts on community members.

Policy CF 1.11 Expand availability of the library's resources.

Policy CF 1.12 Create a Public Facilities zoning district to facilitate the establishment and expansion of public facilities at appropriate sites throughout the city.

GOAL CF 2 Provide for future beneficial use of the Pullman-Moscow ground water basin without significant impact to the aquifers or degradation in the quality of the water.

Policy CF 2.1 Continue to work with surrounding communities and neighboring governments through the Palouse Basin Aquifer Committee to ensure a sustainable water supply for the region.

Policy CF 2.2 Promote a program of public education and awareness regarding ground water management issues.

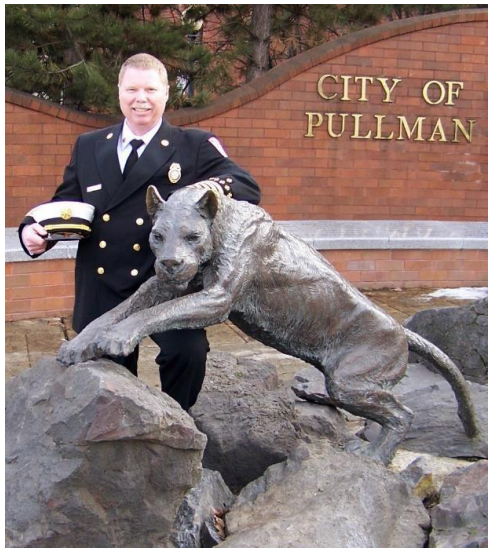
Policy CF 2.3 Carefully monitor and analyze ground water levels and usage data.

Policy CF 2.4 Require new development to submit projected water use. Consider imposing mitigation measures on all water use or land use proposals that could potentially have a significant adverse impact on the ground water system.

Policy CF 2.5 Manage the city's water supply and distribution in accordance with the City's approved water system plan.

Policy CF 2.6 Increase water conservation efforts, implement water reuse and reclamation projects, and engage in other related activities to ensure a sustainable water supply for the community.

Policy CF 2.7 Implement best management practices (BMPs) and encourage vegetation preservation and low impact development to control stormwater and reduce the release of pollutants.



GOAL CF 3 **Protect the lives and property of Pullman community members from loss or damage by fire.**

Policy CF 3.1 Provide for expansion of fire facilities and services to meet the demands of the city's population continuously and to maintain fire protection at appropriate levels of service.

Policy CF 3.2 Consider fire protection in the design of all new development and the design of established neighborhoods and streets when purchasing equipment; in particular, ensure that adequate access for emergency vehicles is provided to all structures.

Policy CF 3.3 Continue to develop educational programs about the measures that individuals can take to reduce fire risk in their homes and businesses.

GOAL CF 4 **Protect the lives and property of Pullman community members and reduce crime.**

Policy CF 4.1 Provide for expansion of police facilities and services to meet the demands of the city's population continuously and to maintain police protection and code enforcement at appropriate levels of service.

Policy CF 4.2 Consider public safety and crime prevention in the design of all new development.

Policy CF 4.3 Encourage the development and operation of crime prevention measures such as neighborhood watches, crime prevention surveys, and block parent programs.

Policy CF 4.4 Enhance public access to information relating to police activity, public safety, and security.

GOAL CF 5 **Promote sound fiscal management of government services and facilities.**

Policy CF 5.1 Pursue enhanced revenue (e.g., grants, low-interest loans, tax benefit districts) to maintain a sustainable tax base for the provision of public services.

Policy CF 5.2 Plan for capital facilities using credible fiscal projections and analysis. Ensure that realistic costs and revenues are accounted for clearly and act responsibly as stewards of the public's money.

Policy CF 5.3 When planning for capital facilities, incorporate subsequent operating and maintenance costs to ensure conformance with pertinent financial obligations.

Policy CF 5.4 When public buildings or properties are no longer needed, consider offering them for use by other public agencies before offering them for sale or lease to private entities.

Policy CF 5.5 Encourage and pursue, whenever feasible, opportunities to share facilities and costs with other service providers and private utilities to achieve cost savings and provide continued improvements in level of service.

- Coordinate cost-effective delivery of police protection and fire prevention and suppression services to the community with other jurisdictions, including WSU and Whitman County.
- Develop joint use agreements with WSU, the school district, and others for community facilities such as parks, libraries, schools, and recreation facilities.

GOAL CF 6 Locate capital facilities and utilities in such a way as to provide safe, efficient, sustainable, and adequate service to all community members.

Policy CF 6.1 Consider utility access in the design of all new development.

Policy CF 6.2 Design and distribute public facilities, utilities, and services to ensure equitable supply and access to all segments of the population. Enhance Americans with Disabilities Act (ADA) accessibility throughout the community.

Policy CF 6.3 Place utilities and telecommunications facilities underground whenever possible.

Policy CF 6.4 Coordinate placement of private utilities with other private and public utilities in the best interests of public health and safety.

Policy CF 6.5 Consolidate utility line easements and the location of wireless telecommunication facilities as much as possible to make the most efficient use of urban land, enhance the appearance of the community, and minimize accidental damage to utility facilities.

Policy CF 6.6 Cooperate with providers to encourage development of telecommunications infrastructure capable of supporting the full range of information transfer and research demanded by community members, businesses, and the university, and to ensure access to competitive alternatives.

Policy CF 6.7 Facilitate continuous improvement in the city's telecommunication capabilities, consistent with the public health and safety.

Policy CF 6.8 Support equitable access to comprehensive education, childcare, and healthcare facilities and services in the community.

- Support activities of the Pullman School District and local colleges to provide comprehensive facilities and services that advance the education and development of their students.
- Support education and outreach on measures that address environmental and climate resilience in the community.
- Support expanded childcare services.
- Make Pullman a community welcoming to seniors and those with medical needs and create a community where it is possible to age in place.
- Support the efforts of the Pullman Regional Hospital and other local health care facilities to expand services throughout the community.

Policy CF 6.9 Advocate for and increase solid waste reduction, curbside recycling, and organic waste composting throughout the City to reduce pollution.

Policy CF 6.10 Cooperate with private and semi-public utility providers to ensure that their facilities are protected from damage by adjacent land uses.

Policy CF 6.11 Consult with other service providers to ensure impacts to their facilities and services are addressed before approving annexations or development.

Policy CF 6.12 Practice proactive code enforcement throughout the community, establishing a lead in the City departments, providing adequate resources, and considering cost effective options for support such as City interns and the WSU Center for Civic Engagement in these efforts.

Policy CF 6.13 Increase municipal cleanup and refuse capacity to prepare for increased need following severe storms and other hazards.

GOAL CF 7 **Enhance emergency services to address response to extreme events exacerbated by climate change such as heat, drought, flooding, wildfire, and other hazards.**

Policy CF 7.1 Consider the adoption of higher regulatory standards for land use, building, public services, and infrastructure appropriate for the hazards that Pullman has vulnerability and is within the City's capabilities. Respond to extreme precipitation and flooding, extreme heat, drought, wildfire smoke and other hazards increased by climate change.

Policy CF 7.2 Through partnerships, support countywide initiatives that promote the education of the public on the impacts of natural hazards and how climate change exacerbates hazards within Pullman, and prepare for climate resiliency and extreme climate related events.

Policy CF 7.3 Consider voluntary participation in programs such as the Community Rating System, FireWise, and Storm Ready programs that will provide benefits to the community of Pullman for hazard mitigation.

9

Implementation

Introduction

The previous chapters outline the type of community that Pullman would like to be in the next 40 years. To help achieve the city's visions, goals and policies for land use, community design, housing, transportation, parks and open space, and capital facilities and infrastructure were developed. These goals and policies will guide public and private investments in development, but without implementation will not ensure that Pullman becomes the community it wants to be.

The tables below list the actions needed to implement the plan and identify city departments or committees primarily responsible for each. The Planning Department will work most closely with the Public Works Department and the Public Services Department, but also with the police and fire departments. In addition, the City has multiple commissions that are key to implementation:

- The **Planning Commission** makes recommendations to the City Council on all long- range planning matters and certain development applications.
- The **Historic Preservation Commission** protects historic resources by means of promotion, regulation, and economic incentives
- The **Parks & Recreation Commission** advises the City Council in the management and development of parks facilities, the cemetery, and recreation programs.

- The **Board of Adjustment or Hearing Examiner** should the City pursue that system decides upon exceptional land use cases and advises planning staff on community development matters.
- The **Arts Commission** seeks private donations and grants to acquire works of art, and advises the City Council.
- The **Library Board of Trustees** oversees the library property and operations.

Other non-profit and agency partners can help advance this plan, such as the Pullman 2040 vision effort with the Pullman Chamber of Commerce.

Some of these implementation measures will require collaboration with other participants, including WSU, other public agencies, and private property owners and developers.

Actions

Exhibit 24 Implementation Actions – Land Use

Land Use Action	Responsible Agency/Agencies
Continue to prepare and implement subarea plans for neighborhoods in Pullman.	Planning Department
Amend Zoning Map to address changes prescribed in the Comprehensive Plan land use map including but not limited to: ▪ Zoning districts implementing mixed use designation. Public Facility zoning district(s). ▪ Short-term and long-term zoning recommendations in Downtown Master Plan.	Planning Department
Revise zoning ordinance to reflect new policy directives, including but not limited to: ▪ Overlay district regulations to enhance and/or preserve distinctive areas within the city. Public Facility zoning district(s). ▪ Allow more readily live/work spaces and home occupations. Minimum vegetation installation and maintenance standards. Implement housing variety policies. ▪ Short-term rental regulations. ▪ Implement Downtown Master Plan.	Planning Department
Revise subdivision ordinance to reflect new policy directives.	Planning & Public Works Departments
Plan for future annexed county cluster residential areas.	Planning Department (with Whitman County)
Prescribe compatible land uses in the vicinity of the airport.	Planning Department (with Whitman County)
Provide public infrastructure (e.g., water and sewer lines) along the Airport Road corridor.	Planning & Public Works Departments
Facilitate the creation of a community garden in each distinct residential area in the city.	Public Services & Planning Departments
Initiate implementation of an urban forestry program	Planning & Public Works Departments

Land Use Action	Responsible Agency/Agencies
Actively assist in the creation of additional living wage jobs, particularly in clean industry and business technology incubator facilities.	City Economic Development Manager and Planning Department (with Port of Whitman County, Southeast Washington Economic Development Association, Chamber of Commerce, & other organizations)
Diversify the economy and expand economic development opportunities.	Land Use Plan and Zoning: Planning Department Infrastructure: Public Works Department Business Retention and Attraction: City Economic Development Manager, Southeast Washington Economic Development Association, and the Chamber of Commerce
Enhance and revitalize the City Center.	Sub-area Plan and Zoning: Planning Department Infrastructure: Public Works Department Partners: City Economic Development Manager and Chamber of Commerce
Regularly monitor/review demographic data to see changes/trends necessary to support the Land Use Element and across all elements.	Planning Department
Develop a climate action plan.	Planning & Public Works Department

Source: City of Pullman, 2020.

Exhibit 25 Implementation Actions – Community Design

Community Design Action	Responsible Agency/Agencies
Establish Gateway locations.	Planning and Public Works
Establish incentives for organizations to improve the appearance of buildings, facilities, and the city entryways and establish a community design center**.**	Planning Department (with Arts Commission and local organizations)
Work with organizations to protect historic resources and districts, while allowing for flexibility in City standards and balancing the best interests of the community.	Planning Department (with Historic Preservation Commission and local organizations)
Expand the downtown farmer's market.	City Economic Development Manager and Planning Department (with local organizations)
Develop street tree program.	Public Services and Public Works Departments
Implement Downtown Master Plan.	Public Works, Planning, and Public Services Departments, and City Economic Development Manager (with local organizations)
Develop a unified design review system.	Planning Department

Source: City of Pullman, 2020.

Exhibit 26 Implementation Actions – Housing

Housing Action	Responsible Agency/Agencies
Support housing maintenance and rehabilitation programs.	Planning Department (with local, state, and federal housing agencies)
Help obtain rent/ownership assistance and low-cost home repair loans for households in need.	Planning Department (with local, state, and federal housing agencies)
Promote the voluntary housing inspection program. Explore example mandatory programs and consider if it is a fit for Pullman.	Public Works Department (with residential property owners)
Review regulations and permit processing procedures to allow for changing residential needs.	Planning and Public Works Departments
Update Zoning Code to implement housing variety policies (e.g. ADU, tiny home, etc.).	Planning Department
Amend zoning regulations to allow for density bonuses for affordable housing on religious organization sites consistent with state law.	Planning Department
Review for potential amendment the existing provisions related to minimum and maximum density requirements for high-density residential areas.	Planning Department

Source: City of Pullman, 2020.

Exhibit 27 Implementation Actions – Transportation

Transportation Action	Responsible Agency/Agencies
Complete the City's Pedestrian/Bicycle Circulation Plan and implement it to complete a comprehensive pedestrian and bicycle network for the community. Consider all forms of rights of way including the trestle bridge and other railbanking opportunities.	Public Works and Planning Departments
Revise engineering design standards to reflect new policy directives.	Public Works Department
Improve motorized and non-motorized access routes into the downtown area, particularly from the WSU campus, and within the campus.	Public Works and Planning Departments (with WSU)
Expand the transit system as the community grows and explore restarting transit service between Pullman and Moscow.	Public Works and Planning Departments
Facilitate the transfer and multimodal improvements of the North Ring Road.	Public Works Department and Whitman County Public Works
Facilitate the development of the South Bypass highway.	Public Works Department

Transportation Action	Responsible Agency/Agencies
Develop helipad standards.	Public Works and Planning Departments
Support the Pullman-Moscow Regional Airport improvements.	Public Works and Planning Departments
Explore implementation of a Transportation Benefit District.	Public Works and Planning Departments
Provide off-street parking options and signage downtown and on and near WSU.	Police and Public Works Department (with WSU)
Develop cost-sharing incentive program for sidewalk construction/repair.	Public Works Department
Partner with Whitman County to improve Kitzmiller Road to provide access between North Grand Avenue and Airport Road.	Public Works Department and Whitman County Public Works
Establish a pilot program to test the City's new Complete Streets policy.	Public Works and Planning Departments
Develop a parking management plan for Downtown.	Public Works and Planning Departments
Establish a mandatory on-street parking permit system for applicable areas, e.g., College Hill and McGee.	Public Works and Planning Departments
Enforce/monitor/publicize Complete Streets standards	Public Works and Planning Departments

Source: City of Pullman, 2020.

Exhibit 28 Implementation Actions – Parks & Open Space

Parks & Open Space Action	Responsible Agency/Agencies
Supply more recreational facilities and programs within close proximity in all neighborhoods.	Public Services Department (with public schools, other agencies, and developers to develop joint facilities)
Develop an indoor and outdoor regional recreation center plan.	Public Services Department
Upgrade park, recreation, and open space facilities when feasible, so that all abilities have access and inclusion, consistent with the City's ADA	Public Services Department
Transition plan. For example: sensory learning and play equipment. Improve existing park facilities, and add new facilities consistent with the 5-Year plan.	Public Services Department

Source: City of Pullman, 2020.

Exhibit 29 Implementation Actions – Capital Facilities

Capital Facilities Action	Responsible Agency/Agencies
Ensure adequate capacity of utilities for maintaining levels of service, public health, safety, and economic well-being and to support planned growth, including pursuing enhanced revenue.	Public Works and Finance Departments
Ensure a sustainable water supply and educate the public and business community on water conservation.	Palouse Basin Aquifer Committee and Public Works Department
Expand fire facilities and services, as needed.	Fire Department
Expand police facilities and services, as needed.	Police Department
Expand library resources.	Neill Public Library
Continue implementation of the Stormwater Management Plan, including the use of best management practices (BMPs), vegetation preservation, and low impact development to control stormwater and reduce the release of pollutants.	Public Works Department
Safely illuminate city streets while preserving the night sky.	Public Works Department
Enhance Americans with Disabilities Act (ADA) accessibility.	Public Works Department
Support equitable access to school, health care, child care, and communications facilities and services.	Public Works Department (with Pullman School District, Pullman Regional Hospital, and private providers)
Maintain a sustainable tax base for the provision of public services and plan for capital facilities using credible fiscal projections and analysis.	Public Works and Finance Departments

Source: City of Pullman, 2020.

Appendix A

Population, Demographics, & Housing

Population & Demographics

Population

Current Population & Trends

Exhibit 30 summarizes historical population trends within Whitman County and the City of Pullman, as well as WSU student enrollment. The City was incorporated under territorial law in 1888 with a population up to 300 people; as of 1890 the population was 868. Today, Pullman encompasses more than 10 square miles, and is the largest city in Whitman County with a population of 34,560 – the city's population also includes most of the 20,976 students on WSU's Pullman campus during the non-summer months (see Exhibit 30).[113]

The city's population grew at an average rate of 1.7% annually between 2015 and 2018, higher than the 2010-2014 annual rate of 1.3% (see Exhibit 31). Pullman's growth rate is higher than Whitman County as a whole, and greater than the other major Eastern Washington communities of Spokane, Walla Walla, Yakima, and Ellensburg.

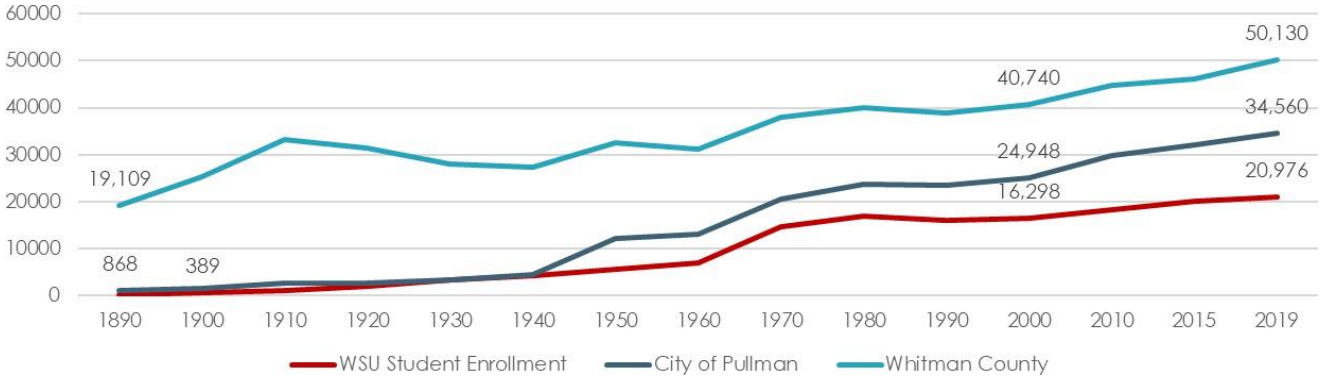
Data Trends and Monitoring

This information in this chapter informed the preparation of the plan, and is based on data prior to the COVID-19 pandemic. It is representative of 2018-2020 data.

The City will periodically monitor trends as it implements the Comprehensive Plan using the latest information over time.

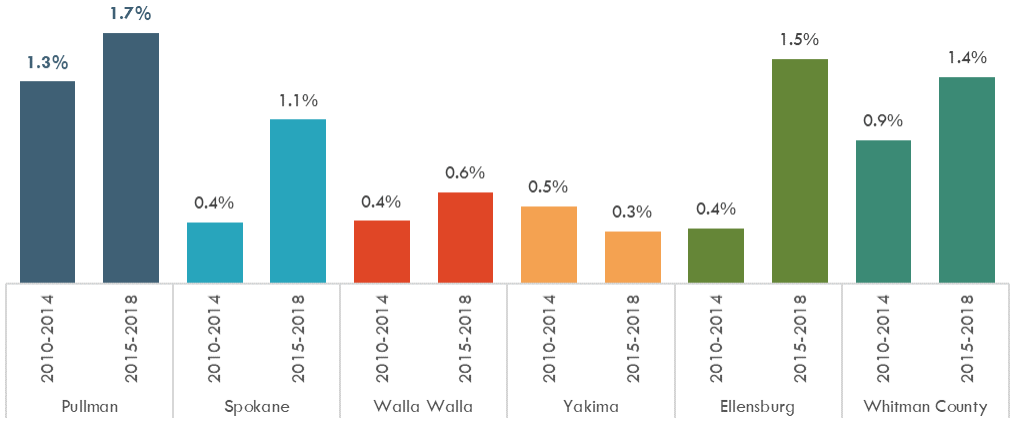
[113] Washington State OFM, April 1, 2019 Population of Cities, Towns, and Counties, 2019 (https://www.ofm.wa.gov/washington-data-research/population-demographics/population-estimates/april-1- official-population-estimates). Washington State University, Department of Institutional Research, Fall 2019 Enrollment Headcount by Campus, 2019 https://ir.wsu.edu/enrollment/).

Exhibit 30 Population Trends, 1890 – 2019



Source: US Census, 2019; Washington State OFM, 2019; WSU, 2019; City of Pullman, 2017.

Exhibit 31 Rate of Population Growth 2010 – 2018

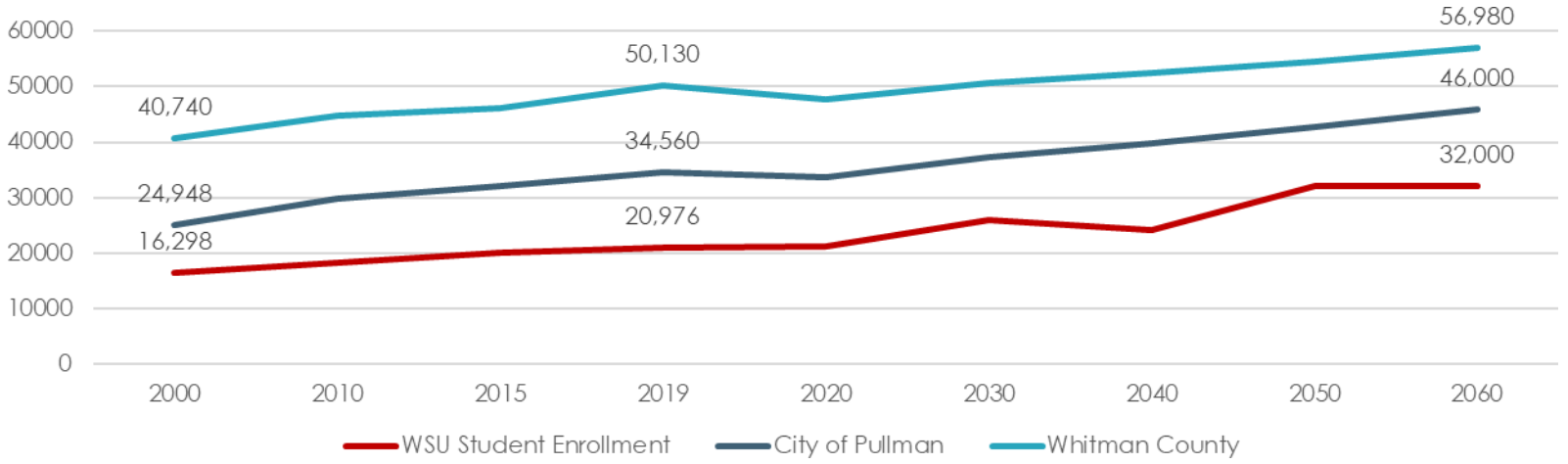


Source: Washington State OFM, 2019; BERK, 2019.

Future Projections

Future population projections were developed for the City of Pullman and Whitman County based on population trends from 1950-2015 and population projections from OFM's 2012 County Population Projections (2015-2040). Exhibit 32 summarizes population projections for the City of Pullman based on projected growth in Whitman County.

Exhibit 32 Historic and Projected Population/Enrollment for Whitman County, City of Pullman, and WSU, 2000–2060



Sources: US Census, 2019; Washington State OFM, 2019; WSU, 2019; City of Pullman, 2017.

Demographics

Age

Graduate and undergraduate students account for 60.7% of Pullman's current population. Given the high university student population, Pullman's median age (22.2 years) is substantially younger than the state's median age of 37.7 years (see Exhibit 33). Pullman has a greater share of population over 18 years and less population over 65 years compared to the state (see Exhibit 34).

Exhibit 33 Median Age, 2015-2019

Washington State	Whitman County	Pullman
37.7	24.7	22.2

Source: US Census Bureau, 2013-2017 ACS 5-Year Estimates.

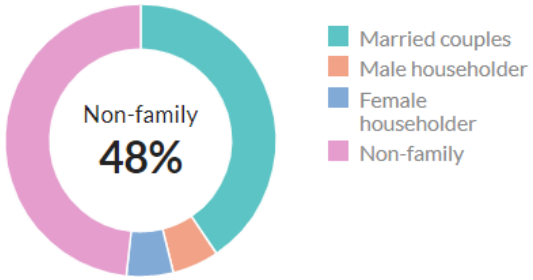
Exhibit 34 City, County, and State Age Profile, 2019

Source: US Census Quick Facts, 2019.

Household Type

There were 10,893 households within the City of Pullman in 2019. About 48% of households are non-family households, (see Exhibit 35). The percentage of non-family households in Washington State (18.7%) is lower in comparison to Pullman.

Exhibit 35 Housing Types, 2015 - 2019

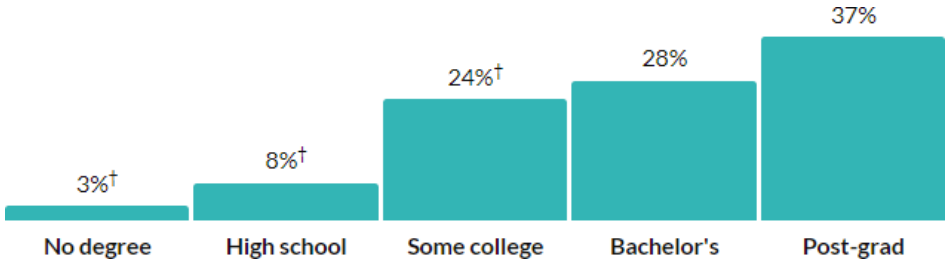


Source: US Census Bureau, 2015-2019 ACS 5-Year Estimates (Census Reporter); BERK, 2021.

Education

Pullman's population is well-educated, with 65% of the population having a bachelor's degree or higher as of 2019, compared to only 36% of Washington State having attained a bachelor's degree or higher (see Exhibit 36).

Exhibit 36 Educational Attainment, 2019



Note: Population 25 years and over
Sources: US Census Bureau, Census Reporter 5-Year Estimates, 2019; BERK, 2021.

Income

As of 2019, the median household income in Washington State is $62,843. Pullman's household income is far lower due to the student population. Twice as many households earns less than $50,000 per year in Pullman compare to the state (see Exhibit 37).

Exhibit 37 Household Income, 2019

Income Range	Pullman				Washington			
Under $50K	64.2%	±4.6%	7,472	±645.1	33.5%	±0.2%	954,698	±7,180.2
$50K - $100K	20.4%	±2.7%	2,373	±333.5	30.9%	±0.2%	880,627	±6,915.3
$100K - $200K	11.1%	±1.9%	1,296	±224.4	26.1%	±0.2%	742,213	±5,880.4
Over $200K	4.3%	±1.1%	504	±134	9.5%	±0.1%	270,858	±3807

Sources: US Census Bureau, ACS Table B19001 5-Year Estimates, 2019; BERK, 2021.

Race & Ethnicity

As of 2019, compared to Whitman County, Pullman's population is more racially diverse, with 23.9% of the population identifying as a person of color (non-white) compared to 17.6% of the population in Whitman County. The share of non-white persons is similar to the state which is 24.6%. The population identifying as Hispanic or Latino of any race is 7.6% in Pullman, compared to 6.3% of Whitman County and 12.7% in the state as a whole. (US Census Bureau, ACS 2019 5-Year estimate, DP05).

Disabled

The portion of the population with a disability in Pullman is relatively less than that of Washington State, representing 8.5% of the population compared to 12.7% statewide.[114]

Veterans

Veterans account for only 2.8% of Pullman's population, compared to 9.3% statewide.[115]

[114] US Census Bureau, 2015-2019 ACS 5-Year Estimates.
[115] US Census Bureau, 2015-2019 ACS 5-Year Estimates.

Housing Stock

Tenure

Pullman's housing market is a strong reflection of its location in a resident-based college community. More than two-thirds of the city's dwellings are renter-occupied as opposed to the statewide renter-occupied housing average of about one-third. See Exhibit 38.

Exhibit 38 Housing Tenure Share, 2019

	Washington State	Whitman County	Pullman
Owner occupied	63%	43.6%	27.9%
Renter occupied	37%	56.4%	72.1%

Source: US Census Bureau, 2015-2019 ACS 5-Year Estimates; BERK, 2021.

One in five residents live in group quarters (e.g., dormitories or fraternity/sorority houses). See Exhibit 39. Moreover, the percentage of the population that relocates from one housing unit to another is three times the state average. See Exhibit 40.

Exhibit 39 Pullman Urban Area Household and Group Quarter Population, 2019

	2019	Share
Total Population	**34,492**	
Household Population	27,833	81%
Group Quarter Population	6,659	19%

Source: Washington State OFM, 2019; BERK, 2020.

Exhibit 40 Share of Population Living in Same House 1 Year Ago, 2019

	Washington State	Whitman County	Pullman
Living in same house 1 year ago percent of persons age 1 year+	83.5%	72.0%	63.2%

Source: US Census Bureau, 2015-2019 ACS 5-Year Estimates; BERK, 2021.

Vacancy Rates

Industry standards suggest that a vacancy rate of 5% percent for rental units is considered optimal for the operation of the free market. The Palouse Regional Housing Assessment (Thomas P. Miller & Associates, 2019) considered a healthy vacancy rate as between 7.0 and 8.0% for renter-oriented properties, and between 1.3 and 2.0% for owner-oriented housing units based on a 2018 study by the Lincoln Institute of Land Policy.

From the 1970s to the mid-1990s, pressures from university growth created an extremely tight housing market, where estimates of rental vacancies ranged from 1.2% to 3.0%. At times, homeowner vacancy rates during this period were also low decreasing to approximately 1%, which inflated the price of single-family houses in the City. The American Community Survey results for 2014-2018 show a very low vacancy rate below 1% for single family units. The 2014-2018 vacancy estimates for multifamily were about 6.1%, See Exhibit 41.

Exhibit 41 Vacancy Rate by Tenure, 2018

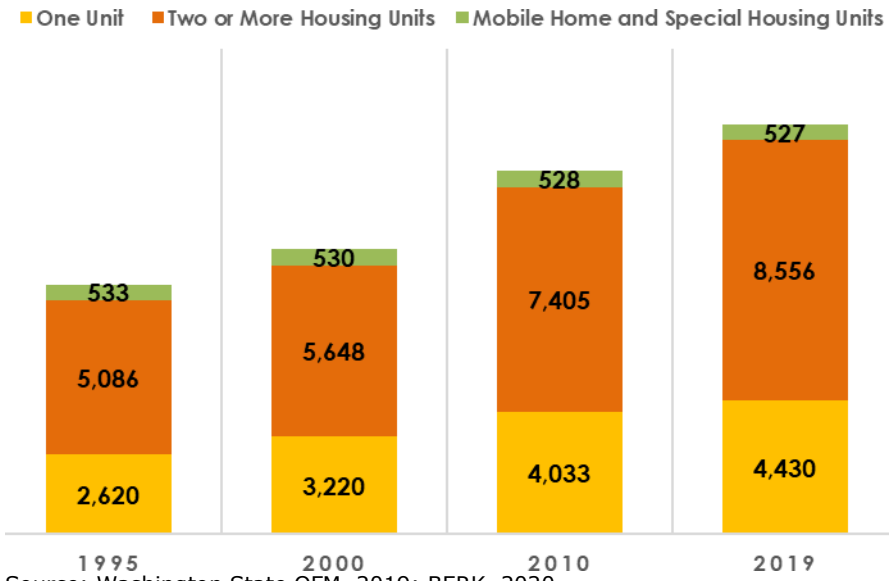
	Washington State	Whitman County	Pullman
Vacant Housing Units	**8.6%**	**13.2%**	**12.5%**
Homeowner vacancy rate	1.3%	1.2%	0.8%
Rental vacancy rate	3.7 %	5.8%	6.1%

Source: US Census Bureau, 2014-2018 ACS 5-Year Estimates; BERK, 2020.

Attached & Detached Units

Pullman has a greater share of multifamily units compared to single family units; however, both types of units have grown over time. See Exhibit 42. Over the nearly 25-year span from 1995 to 2019 in Pullman, 1,810 single family houses were constructed, and 3,470 apartments were added. This construction activity accounted for about 41% of the total single-family units in the community, and about 41% of the multi-family units in town.

Exhibit 42 Housing Stock, 1995-2019

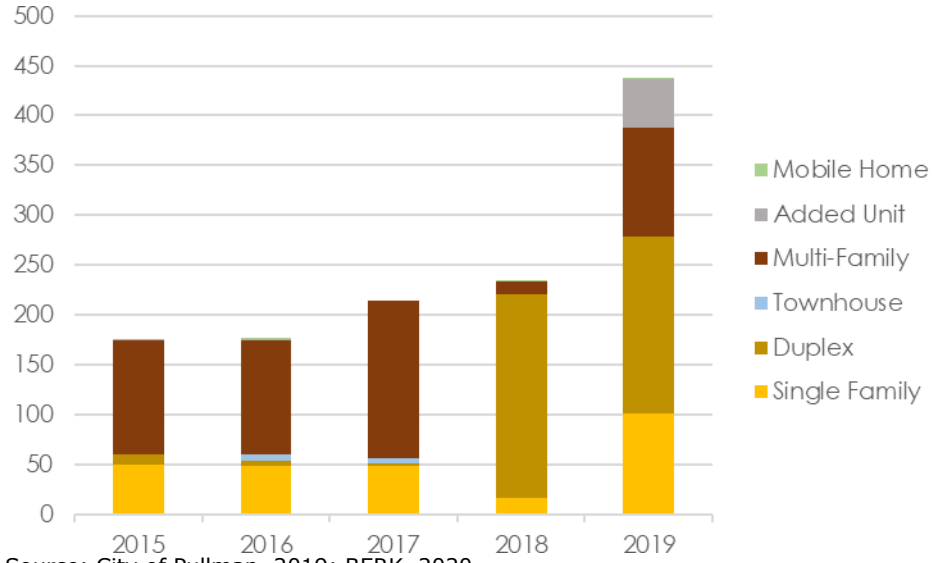


Source: Washington State OFM, 2019; BERK, 2020.

Building Permits

Over the past 20 years, the City permitted an average of 207 dwellings per year, including an average of 58 single family and 149 multi-family units. From 2015 to 2018, the annual range of housing units permitted was roughly 150 to 225. In 2019, the number of permitted housing units exceeded 400, with a large amount of duplexes. See Exhibit 43.

Exhibit 43 Pullman Building Permits, 2015-2019

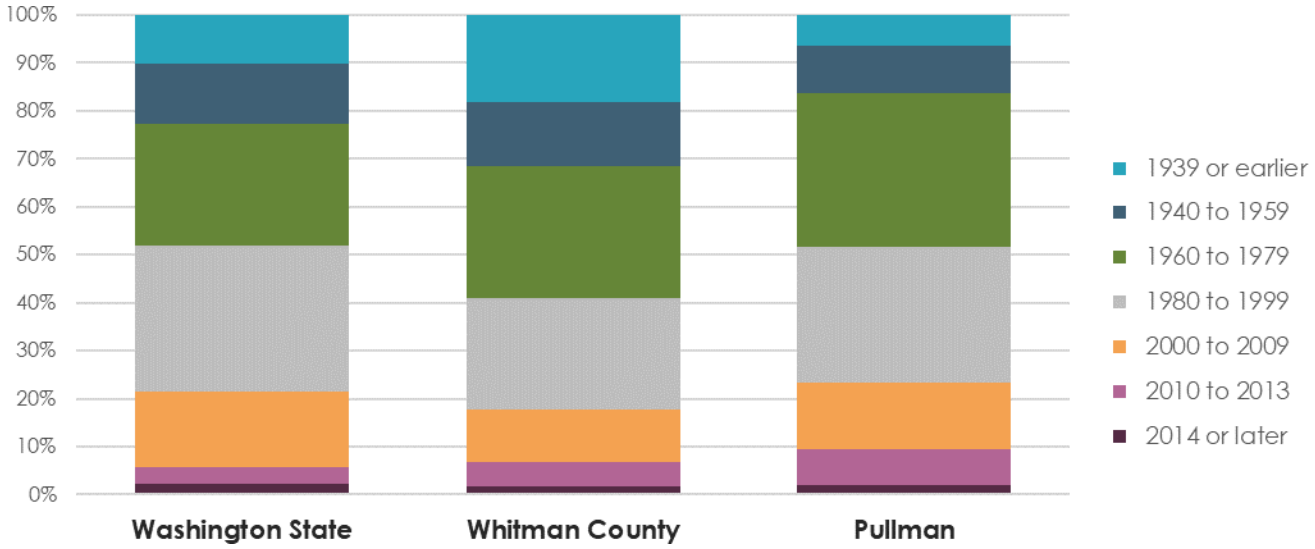


Source: City of Pullman, 2019; BERK, 2020.

Housing Stock Age

The average age of Pullman's housing stock is young in comparison with the rest of Whitman County. According to 2018 data from the US Census Bureau, only 16% of Pullman's dwelling units were built prior to 1960. For Whitman County as a whole, 32% of the housing stock was constructed before 1960, and for the state as a whole, 23% was built before 1960. See Exhibit 44.

Exhibit 44 Occupied Residential Dwellings, Year Built, 2018



Source: US Census Bureau, 2014-2018 ACS 5-Year Estimates (Table S2504); BERK, 2020.

Housing Costs

Cost Burden

The median value of owner-occupied housing within the city is $258,200 based on 2014- 2018 US Census Bureau American Community Survey information; the median monthly rent is $788 per rental unit from the same source. The cost of owner-occupied housing in Pullman as a percentage of household income is comparatively low compared to renters. About 17% of homeowners earning less than 80% of the area median income (AMI) pay more than 30% of their income on housing, whereas about 78% of renters pay more than 30% of their income on housing. See Exhibit 45.

Exhibit 45 Cost Burden by Tenure, 2017

Tenure	Spend > 30%, Earn <80% AMI
All	**60%**
Renters	78%
Owners	17%

Source: US HUD Comprehensive Housing Affordability Strategy (CHAS), based on 2013-2017 ACS 5-Year Estimates.

For the Palouse region in Washington and Idaho (Whitman and Latah counties), the overall cost burden was 37.7%, and if removing households headed by persons under age 25 (addressing likely student households), the number of cost-burdened households dropped to 28.1%. Nevertheless, housing units are needed at different price levels to allow persons to meet needs.[116]

[116] (Thomas P. Miller & Associates, 2019).

Rental Housing Gap Analysis

A rental housing gap analysis comparing the number of households at an income level with units affordable to their income level is presented in Exhibit 46. The evaluation shows an undersupply of dwellings affordable at the extremely low income (<30% HUD Area Median Family Income, or HAMFI) and the upper income levels (>80% HAMFI). There is an oversupply of rental units affordable to very low income (30-50% HAMFI) and low income (50-80% HAMFI) levels.

Exhibit 46 Rental Units Available by Income Bracket, 2017

Units Affordable to Households	Total Rental Units at Affordability Level	Renter Households at Income Level	Over (+)/Under (-) Supply of Units Compared to Income
<= 30% HAMFI	710	3,035	-2,325
>30% to <=50% HAMFI	3,105	1,770	1,335
>50% to <-80% HAMFI	3,490	1,260	2,230
>80% HAMFI	880	1,744	-864

Source: US HUD CHAS, based on 2013-2017 ACS 5-Year Estimates.

Ownership Housing Affordability

Comparing the average cost of single-family ownership housing to household incomes in 2018, only 23% can afford an average priced home and 44% can afford a bottom-tier priced home. See Exhibit 47.

Exhibit 47 Ownership Housing Affordability Analysis

	Average Home	Bottom Tier Home
Monthly Mortgage		
Sales Price	$317,394.42	$251,072.42
Assumed down payment: 20%	$63,479	$50,214
Mortgage amount	$253,916	$200,858
Interest rate: 4%	4%	4%
Monthly payments over course of loan: 30	360	360
Monthly Mortgage Payment	$1,212	$959
Annual Housing Expenses		
Mortgage payments	$14,547	$11,507
Property tax rate (1.0%)	$3,152	$2,493
Insurance rate ($ 5.00 per $1,000 dollars)	$1,587	$1,255
Annual costs	$20,260	$16,026
Monthly costs	$1,688	$1,336
Monthly Income Needed	**$5,352**	$4,233
Annual Income Needed	**$64,221**	$50,801

Source: Incomes US Census Bureau, 2014-2018 ACS 5-year Estimates (Table S1901); Zillow 2018; BERK, 2020.

Appendix B

Developed vs. Vacant Land

The following is a summary of developed and vacant land by land use classification, both citywide and for each of the city's four neighborhoods. See Exhibit 1 in the Plan Foundation for a map of the neighborhoods. See the Land Use Element for a description of the land use plan designations (Exhibit 11) and the land use plan map (Exhibit 12).

Exhibit 48 Acres of Developed and Vacant Land, 2020

	Pioneer Hill (SE)		Sunnyside Hill (SW)		Military Hill (NW)		College Hill (NE)		Total		
Land Use Classification	**Developed**	**Vacant**	**Developed**	**Vacant**	**Developed**	**Vacant**	**Developed**	**Vacant**	**Developed**	**Vacant**	**Total Land**
Low Density Residential	**295.0**	**128.8**	**521.5**	**473.0**	**467.0**	**575.2**	**146.6**	**3.6**	**1,430.1**	**1,180.6**	**2,610.7**
	46%	27%	73%	78%	61%	77%	5%	1%	30%	53%	37%
High Density Residential	**42.8**	**54.8**	**81.1**	**68.9**	**102.6**	**68.1**	**293.4**	**176.9**	**519.9**	**368.7**	**888.6**
	7%	12%	11%	11%	13%	9%	11%	45%	11%	17%	13%
Commercial	**167.5**	**123.8**	**48.7**	**62.1**	**32.7**	**52.4**	**66.5**	**108.9**	**315.4**	**347.2**	**662.6**
	26%	26%	7%	10%	4%	7%	2%	28%	7%	16%	9%
Industrial	**10.3**	**161.0**	**6.7**	**0.0**	**22.6**	**47.8**	**233.1**	**106.2**	**272.7**	**315.0**	**587.7**
	2%	34%	1%	0.0%	3%	6%	9%	27%	6%	14%	8%
Parks	**39.6**	**0.0**	**37.7**	**0.0**	**22.9**	**0.0**	**8.1**	**0.0**	**108.3**	**0.0**	**108.3**
	6%	0.0%	5%	0.0%	3%	0.0%	0%	0.0%	2%	0.0%	2%
Public Facilities	**82.3**	**0.0**	**17.5**	**0.0**	**113.5**	**0.0**	**18.7**	**0.0**	**232.0**	**0.0**	**232.0**
	13%	0.0%	2%	0.0%	15%	0.0%	1%	0.0%	5%	0.0%	3%
WSU	**0.0**	**0.0**	**0.0**	**0.0**	**0.0**	**0.0**	**1,915.8**	**0.0**	**1,915.8**	**0.0**	**1,915.8**
	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	71%	0.0%	40%	0.0%	27%
Total	**637.5**	**468.4**	**713.2**	**604.0**	**761.3**	**743.5**	**2,682.2**	**395.6**	**4,794.2**	**2,211.5**	**7,005.7**

Source: City of Pullman, 2020; BERK, 2020.

Appendix C

Economic Development

Employment & Unemployment

Of the 29,661 people over the age of 16 living in Pullman, 41% are not in the labor force, compared to 36% statewide (an estimate based on 60 months of collected data).[117] As of December 2019, the unemployment rate in Pullman was 6.2%, compared to 3.2% statewide.[117]

WSU and Schweitzer Engineering Laboratories are the two largest employers in the city. Other large employers include the Pullman School District, Pullman Regional Hospital, and the City of Pullman. See Exhibit 49.

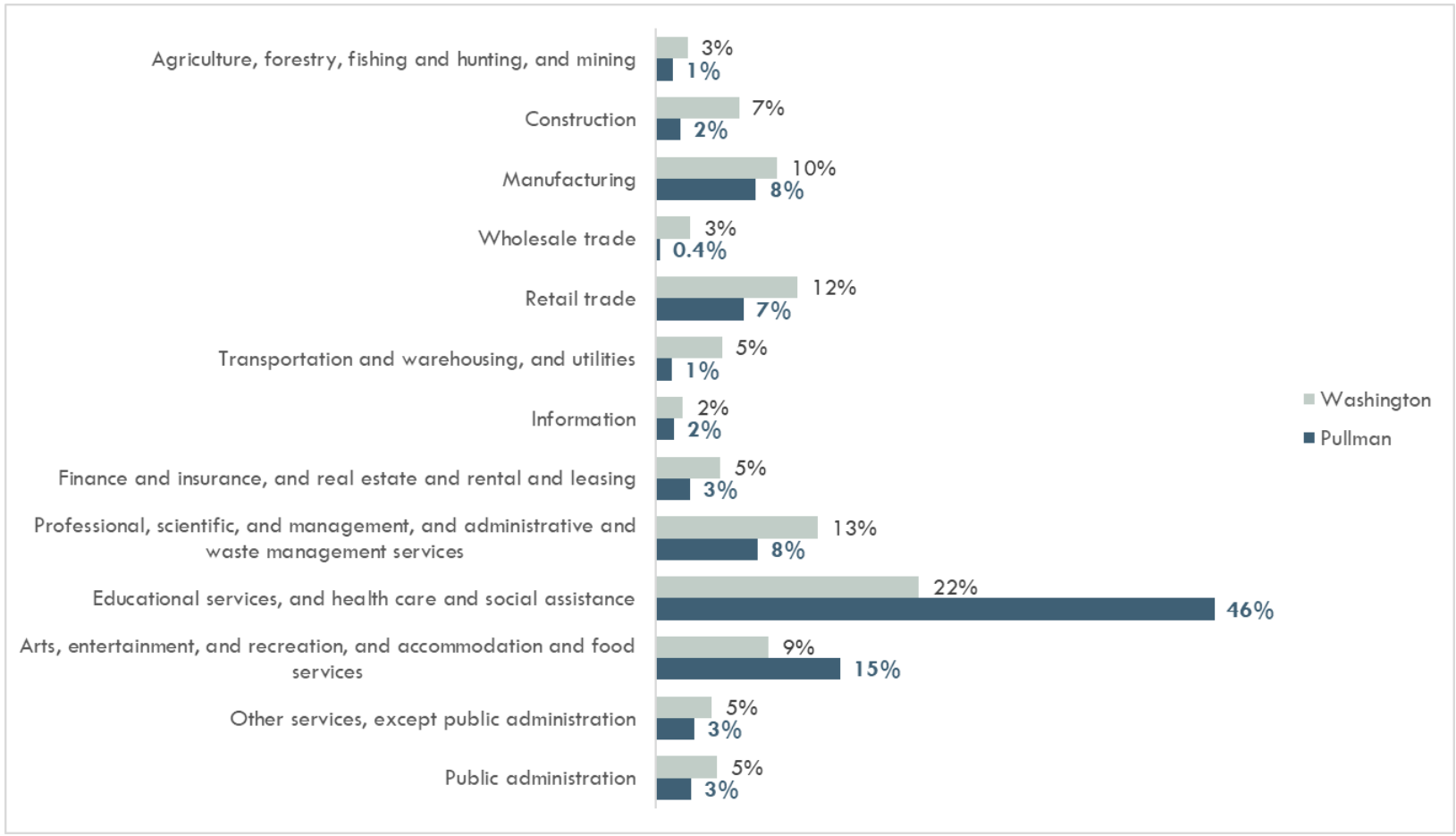
Exhibit 49 Top Employers in Pullman, 2021

Business Name	Industry	Approximate Employment
Washington State University	Colleges and Universities	5,749
Schweitzer Engineering Laboratories	Relay and Industrial Control Manufacturing	2,420
Pullman Regional Hospital and medical care facilities	Hospitals	480
Pullman School District	Schools	349
Walmart	Department Store	283
City of Pullman	Local Government	310
Meter Group	Farm and Garden Machinery and Equipment Merchant Wholesalers	234
Bishop Place Senior Living	Senior Citizen/Rehabilitation Facility	251
Avalon Care Center	Offices of Physicians	104
USDA Agricultural Research Center	Federal Government	104

Not surprisingly, because of WSU's presence and other large employers including Pullman Regional Hospital and Pullman School District, employment in the educational services, health care, and social assistance industry accounts for almost half of civilian employment in the city. Exhibit 50 provides a comparison of civilian employment by industry for Pullman and Washington State.

[117] US Census Bureau, 2015–2019 ACS 5-Year Estimates, Selected Economic Characteristics (B23025), 2021.

Exhibit 50 Civilian Employment by Industry, 2019



Source: US Census Bureau, 2015-2019 ACS 5-Year Estimates, Selected Economic Characteristics (DP-03).

Exhibit 51 summarizes employment by occupation within the city based on 60 months of collected data in the 2010 and 2019 ACS.

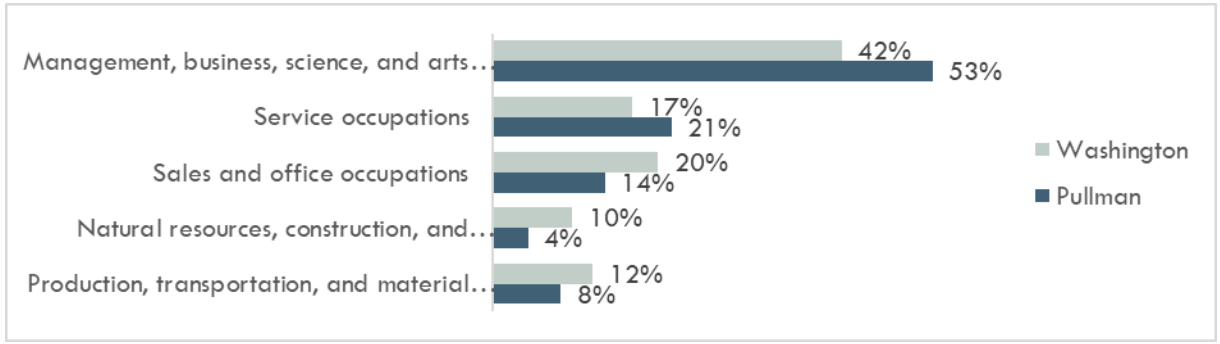
Exhibit 52 shows that more of Pullman's workforce is in management, business, science, and arts occupations, as well as service occupations, than the state as a whole.

Exhibit 51 Pullman Employment by Occupation, 2010 and 2018

Occupation	2010	2019
Management, business, science, & arts	6,224	8,255
Service occupations	3,140	3,351
Sales & office occupations	2,906	2,119
Natural resources, construction, & maintenance	352	669
Production, transportation, & material moving	609	1,282
Total Employed Civilian Population, 16 Years and Older	**13,231**	**15,676**

Source: US Census Bureau, ACS 5-Year Estimates 2010 & 2019, Selected Economic Characteristics (DP-03).

Exhibit 52 Comparison of Employment by Occupation, 2019



Source: US Census Bureau, 2014-2018 ACS 5-Year Estimates, Selected Economic Characteristics (DP-03).

Economic Indicators

Median household income in Pullman is $31,487, compared to $73,775 statewide and $62,843 nationwide (in 2019 inflation adjusted dollars). This disparity is likely due in very large part to the high proportion of full-time university students, and the relatively low percentage of the civilian population over age 16 that is not part of the workforce. Considering year-round fulltime workers, the median 2019 earnings were $45,027, versus $11,166 median earnings for persons 16 years and over.[118]

Within the city, 35.9% of the population has an annual income that is below the poverty line, compared to 10.8% statewide.[119] Clearly, this statistic is influenced by the large number of full-time university students living in Pullman, particularly given the high proportion of professionals in Pullman's workforce.

As shown in Exhibit 53, City revenue mainly is from property taxes, sales and utility taxes, and fees. Exhibit 53 does not include revenue from bonds or sources that generated less than $1,000,000. Major sources of revenue are property taxes and utility taxes and bills.

Exhibit 53 City of Pullman Revenue by Fund

Fund	Source of Revenue	2021 Revenue
General	Property Taxes, sales taxes, utility taxes, and fees.	$22,638,660
Utilities		$12,221,696
Agency Fund: Airport		$32,620,590
Utilities – capital projects	Monthly utility bills, connection fees for new development, a contribution from WSU to support the waste water treatment plant, occasional grant revenue.	$3,383,500
Transit	2 percent of the utility tax, contributions from WSU and Pullman School District, and significant federal and state grants.	$7,595,885
Equipment rental	User departments based on actual costs, time spent, and anticipated replacement costs.	$3,976,508
Arterial and street	Motor vehicle fuel tax, 2 percent of the utility tax, 0.25 percent real estate excise tax, and occasional grant revenue.	$4,440,950
Stormwater	Monthly utility bills and occasional grants.	$1,458,350
Information systems	Various user departments based on actual costs and time spent.	$1,288,616
Government buildings	Various user departments based on actual costs and time spent.	$1,081,786

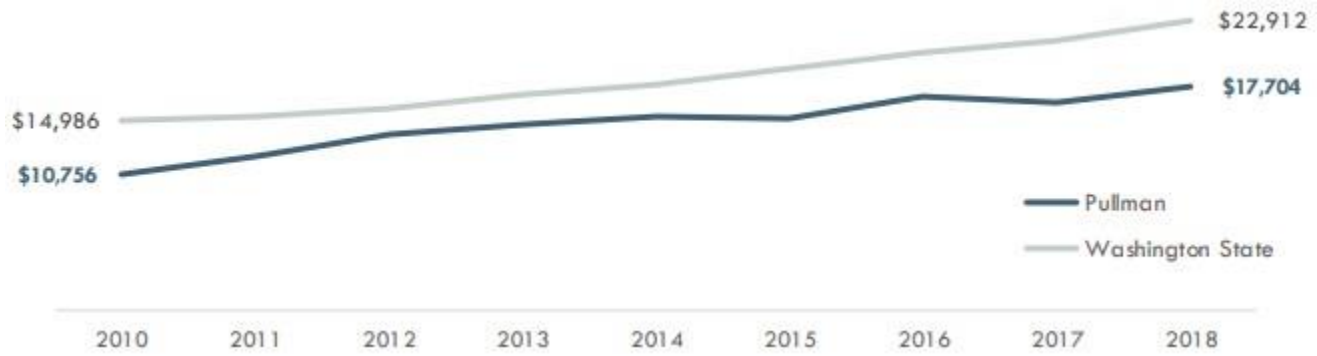
Sources: City of Pullman, Adopted Budget (Ordinance No. 18-31), 2019; City of Pullman, Budget at a glance, 2019.

[118] US Census Bureau, 2015-2019 ACS 5-Year Estimates (S2001)

[119] Census Bureau, 2015-2019 ACS 5-Year Estimates.

Per capita retail sales and growth in retail sales can provide insight into the health of a local economy. As of the 2010 Washington State local retail sales report, retail sales in Pullman were $10,756 per capita, 72% of per capita retail sales statewide. Exhibit 54 summarizes estimates for total retail sales per capita. Notably, Pullman appears to be closing the gap in per capita retail sales, with 2018 estimated at $17,704, representing 77% of statewide per capita retail sales. Pullman's taxable retail sales have grown by 86% between 2010 and 2018, substantially outstripping statewide retail sales performance, which experienced a 69% growth in retail sales during the same period.[120]

Exhibit 54 Estimated Per Capita Retail Sales Trends, 2010-2018

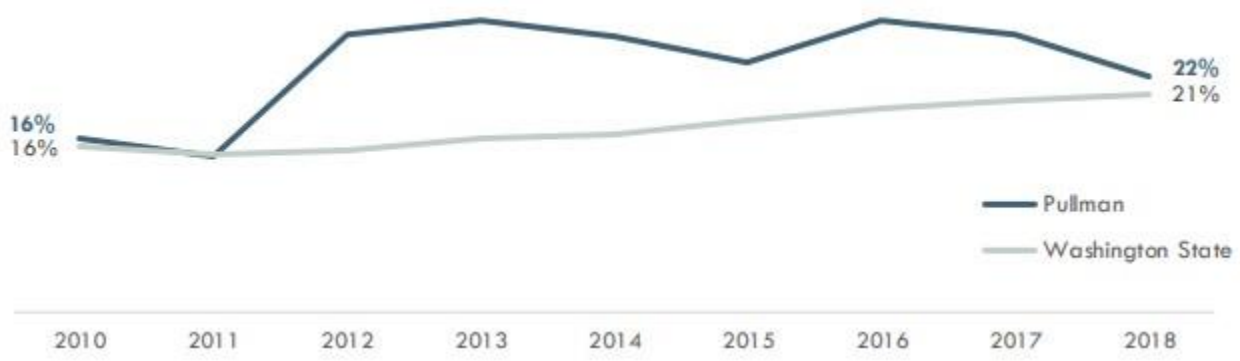


Sources: Washington State Department of Revenue, Taxable Retail Sales, 2010-2018; BERK, 2020.

Sales tax revenue for the City can be differentiated by construction versus non- construction dollars. According to taxable retail sales within the construction industry (NAICS 23), the percentage of total sales tax revenue obtained by means of construction has increased since 2010 to 2018, with some variability (see Exhibit 55).

[120] Washington State Department of Revenue, Taxable Retail Sales Tables, 2010-2018.

Exhibit 55 Construction Industry Percentage of all Taxable Retail Sales, 2010-2018



Sources: Washington State Department of Revenue, Taxable Retail Sales, 2010-2018; BERK, 2020.

Passive income earned from privately rented property has a notable impact on Pullman's economy, considering the above-average proportion of community members who are renters. The majority of Pullman's population are college students, many of whom live in rental housing. The demand for rental housing has been met by great investment in rental property by landlords, and now most of the privately-owned housing is for rent. Since 2000, Pullman's renter-occupied housing units was 69.3% in 2000 and grew to 71.2% in 2010, and to 73% in 2018. Conversely, in all of Washington, the trend has been slightly towards home ownership, with renter-occupied housing at 35.4% in 2000, and then rising slightly to 37.3% in 2010 and 37.3% in 2017. As WSU grows, the upward trend for demand of rental housing may continue in Pullman.