

CITY OF PROSSER
Consolidated Comprehensive Plan

City of Prosser, Washington



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CITY OF PROSSER
Consolidated Comprehensive Plan
May 27, 2014

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CITY OF PROSSER
CONSOLIDATED COMPREHENSIVE PLAN



CITY OF PROSSER
Consolidated Comprehensive Plan
November 10, 2009

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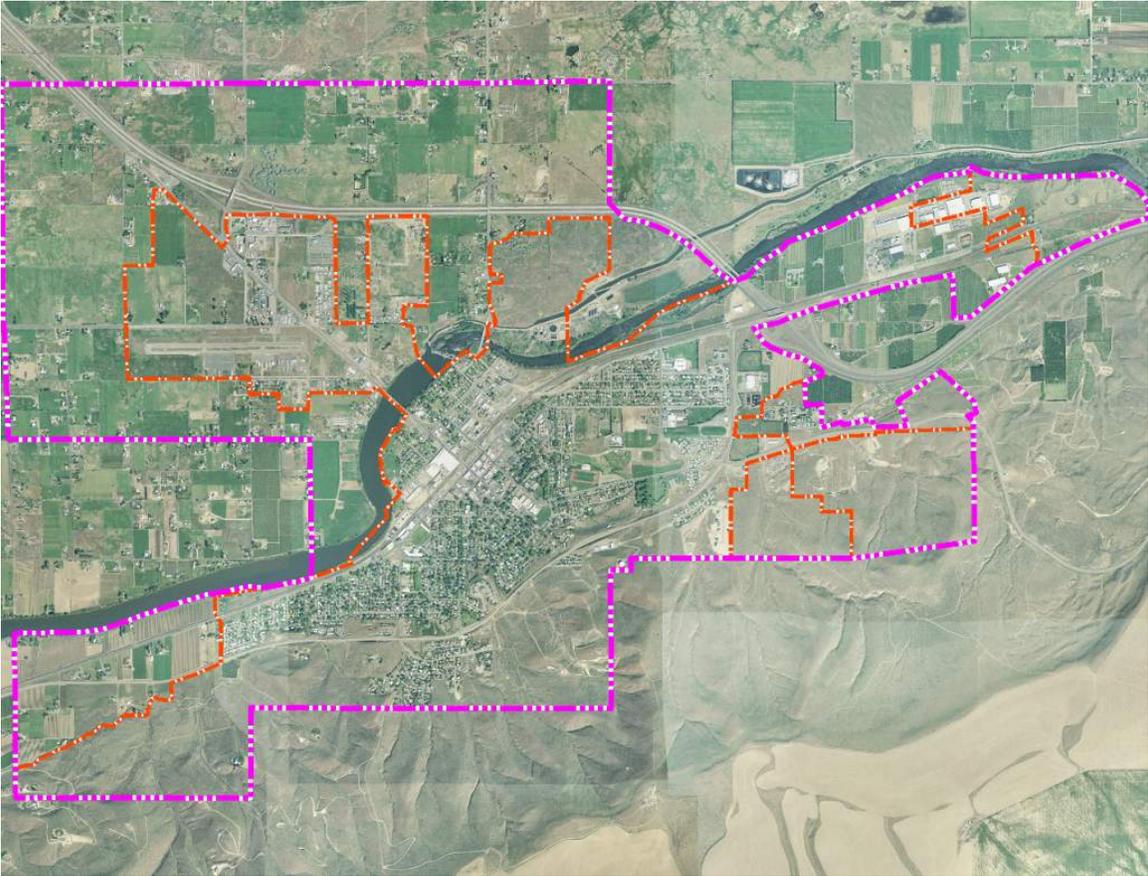


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Policy References

By order of Text

Land Use Element

LU – General Land Use
LD – Distribution, location, intensities and densities of land use
RU – Residential Land Use
DT -- Downtown Area Land Use Policies
IH -- Industrial/Highway Land Use
AP -- Airport Land Use Policies
PH -- Phasing and Financing of Development
MN -- Monitoring
EV – General Environmental Management
BA -- Best Available Science
SH -- Shoreline Management
NR -- Natural Resource Areas
SW -- Storm and Surface Water management

Housing Element

HH -- Housing Policies
HP -- Housing Goals, Policies, and Strategies

Transportation Element

TD -- Transportation Design Policies
TR -- Regional Transportation Policies
TP -- Transportation Planning Policies
TC -- Transportation Concurrency
TM -- Multi-Modal Policies
PK -- Parking Policies
TE -- Transportation Environmental Policies
TU -- Transportation and Land Use
TF -- Transportation Finance
TA -- Transportation Access

Utilities Element

- UP -- Utility Policies
- WG -- Water Goals and Policies
- WP -- Wellhead Protection
- SW -- Wastewater Disposal

Economic Development Element

- ED -- Economic Development

Community Facilities Element

- MB -- Municipal Buildings Goals and Policies
- SH -- School Goals and Policies
- EF -- Regional Coordination of Essential Public Facilities
- CR -- Cultural Resources
- PR -- Park and Recreation Goals and Policies
- OS -- Open Space Goals and Policies

Capital Facilities Element

- CF -- Capital Facility Policies
- LOS -- Level of Service Policies

Foreword

On November 10, 2009, the City of Prosser City Council adopted amendments to the City of Prosser Consolidated Comprehensive Plan. These amendments were recommended by the City of Prosser Planning Commission after two years of study and analysis. This document incorporates these amendments.

The entire comprehensive plan is the result of fifteen years of planning by the city as summarized below:

- The state legislature adopted the Growth management Act (GMA) in the early 1990s. This act required the City of Prosser to adopt a comprehensive plan that complied with the provisions of the act.
- The City adopted a comprehensive plan pursuant to the GMA in 1996. The plan adopted in 1996 still comprises the base of this document
- A series of amendments to this plan was adopted by the City in various years. However, most of these amendments were not integrated with the text adopted in 1996 and the City's plan was located in several different planning documents.
- Between 1990 and 2006, the state legislature amended the GMA several times. These amendments required cities to review their comprehensive plans to ensure that their plans were up-to-date and compliant with the amendments made to the GMA since its original adoption.
- The city completed a review and update of its planning program in 2007 to comply with amendments to the GMA and to consolidate various planning documents into one document. This update resulted in the adoption of the Consolidated Comprehensive Plan in December of 2007. This consolidated plan replaced and superseded all of the previous planning documents.
- After the adoption of the 2007 update, the City held a Joint Council/Planning Commission meeting on February 5, 2008 to review the comprehensive plan and to provide direction to follow-up on issues that surfaced during the update process.
- As a result of the joint meeting, in 2008 the City employed a planning consultant (Dugan Planning Services) to conduct a series of land use studies with Planning Commission to ensure that the Consolidated Comprehensive Plan adequately met city needs.
- These studies resulted in amendments to the comprehensive plan that was updated in 2007. These amendments are now incorporated into this document.



Chapter I INTRODUCTION

There are choices confronting the City of Prosser that could alter the area's character. This Comprehensive Plan for the City of Prosser is a method of deciding between the available choices, and of bringing about the sorts of changes Prosser area residents want. The plan rests on the belief that it is wise to look ahead, foresee change, and take charge of the future. It covers decisions regarding Prosser's growth that are best made in common. These decisions include the following planning concerns: the overall land use pattern, how to serve the area with adequate housing and community facilities (such as streets, sewer, and water), and how to protect natural resources.

The Comprehensive Plan is a decision-making tool. It is a broad statement of community goals and policies that direct the orderly and coordinated physical development of the city. The plan anticipates change and provides specific guidance for approval of rezones, subdivisions, and the development of the city. It reflects the results of citizen involvement, technical analysis, and recommendations of the Planning Commission and adoption by the City of Prosser. The plan reflects the needs of the community's residents for a safe and secure place to live, an economy that provides jobs, ways to travel, schools, and recreation opportunities.

A comprehensive plan not only responds to the needs of the community's residents. It must also respond to the requirements of the Growth Management Act.

The City of Prosser's Comprehensive Plan, its text and maps, includes goals and policies that will provide guidance for public and private decision-makers. This plan provides the basis for the designation of land use, for infrastructure development, and for implementing community services. This plan is written for a planning period of twenty years with periodic updates and an annual review of capital projects.

This Comprehensive Plan Document consolidates, and upon adoption, will supersede the 1996 City of Prosser Comprehensive Plan (as amended in 2000, 2001, and 2004) as the policy document of the comprehensive plan. While all policies in the previous editions and amendments of the plan are superseded by this document, these previous documents are incorporated herein by reference as resource and background materials. Since most of the policies in this document are policies that were first adopted in earlier versions of the plan, these documents contain information and analysis that were used in developing the policies of this plan.

Chapter II STATE REQUIRE MENTS

In response to legislative findings that uncoordinated growth together



with a lack of common goals toward land conservation poses a threat to the public health, safety, and general welfare, and especially to the environment and sustainable economic development, the state legislature enacted the Growth Management Act (GMA). To guide the development of



comprehensive plans and land use regulations for those municipalities and counties to which the act applies,



the GMA establishes the following goals (as quoted from (RCW 36.070.020):

- **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Sprawl.** Reduce the inappropriate conversion of undeveloped land into

sprawling, low-density development.

- **Transportation.** Encourage efficient, multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- **Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- **Property Rights.** Property rights shall not be taken for public use without just compensation having been made. The property rights of land owners shall be protected from arbitrary and discriminatory actions.
- **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries.
Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
- **Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- **Citizen Participation.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services.** Ensure that public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

One of the most important tenets of the GMA is *consistency*, meaning consistency between:

- comprehensive plans and the planning goals identified in RCW 36.70A.020
- municipal and county comprehensive plans,
- the comprehensive plans of each municipality and county with those of

- neighboring municipalities and counties,
- the elements within comprehensive plan (internal consistency),
- the comprehensive plan and development regulations,
- the comprehensive plan and capital budgets,
- state agency actions and municipal and county comprehensive plans

This "consistency doctrine" has its beginnings in the State Planning Enabling Act of 1935 (there they say "in accordance with" instead of "consistent with"), and has been continually strengthened by state statutes and court decisions.

A second tenet of the GMA is *concurrency*, meaning that public facilities and services must be developed concurrently with the new land uses they are intended to serve, so that adopted level of service standards are consistently maintained. Regarding transportation, the concurrency requirement is especially forceful:

...local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service...to decline below the standards adopted in the...comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development.

Taken together, the various requirements of GMA suggest a strong relationship between urban growth and the public facilities and services necessary to serve that growth. This relationship is further enhanced by the concept of *Urban Growth Areas*, wherein land development and public infrastructure improvements are programmed concurrently. To accomplish these new planning requirements, the GMA expressly authorized the use of innovative techniques, including impact fees.

Chapter III Vision

Vision

An effective comprehensive plan is responsive to a community Vision. The original comprehensive plan contained vision statements that guided the formulation of that plan's goals and policies. This vision then evolved through subsequent other community planning processes. Today the City has three different adopted vision statements.

While these vision statements are different, focusing on different aspects of the community or having different levels of detail, each statement expresses a consistent view of the community and its role in the region. All three statements are incorporated in this plan to guide the plan and its goals and policies.

1996 Vision Statement

Upon entering Prosser, one is struck by its peaceful, pastoral setting. The quaint downtown, and well-kept homes and businesses, are surrounded by green, thriving agricultural fields. The setting is rural, with a comfortable "small town" atmosphere. The people are neighborly.



As Prosser contemplates its future in light of the Growth Management Act, many challenges and opportunities become apparent. First, growth and development threaten the City's "small town" charm which makes it an attractive place to live. However, if growth and development are properly managed, the City can enjoy economic, employment, and population growth while retaining its peaceful, rural characteristics.

With this in mind, the City's land use goals and policies encourage the infill of currently vacant land, and the more efficient use of underdeveloped land. The City also desires to preserve open space and agricultural uses, create more parks, and retain the natural topography. To enhance the City's appearance and to promote livable spaces, new development should be compatible with adjacent uses and existing development, and should be appropriate in size and scale. The City intends to limit urban sprawl not only through regulations and policies, but through controlling the timing and direction of infrastructure expansion.

The City also desires to strengthen existing neighborhoods, and promote active neighborhood communities. To this end, the City promotes detached, single-family dwellings that are attractive, and compatible in size, style and scale with other homes in the neighborhood. The City also wants to ensure that housing is available for persons of all income levels, for seniors, and for those with special needs.

In regards to transportation, the City desires to maintain and/or enhance the City's excellent transportation access. The airport, truck routes, proximity of rail, and proximity to highways makes Prosser an attractive place for economic investment and development. However, the City also wants to decrease the impacts of single occupancy vehicles by encouraging bike and pedestrian routes, encouraging the use of public transportation, and encouraging pedestrian-friendly development.



Finally, Prosser desires to have a strong, healthy local economy. The activities of the City's current food processing industries should be encouraged as they provide jobs and tax base, while promoting the area's agricultural legacy. The City wants attractive clean, low-impact industries that will create economic prosperity without negatively impacting the City's environment and peaceful, rural character

2004 Comprehensive Plan Vision:

Prosser is a growing and progressive community characterized by its well-kept homes and businesses surrounded by green, thriving fields. The setting is rural with a comfortable “small town” atmosphere. The people are friendly and prosperous. The airport, truck routes, and proximity of rail and highways have made Prosser an attractive place for economic investment and development. The city enjoys pedestrian friendly development and is easy to move around in with readily accessible bike and pedestrian routes. Prosser has attractive low-impact industries and has created prosperity without negatively impacting the City’s environment and peaceful character.”

Community Vision (September 2004)

Adopted Vision Statement
Seven Main Vision Statement Elements:

The City of Prosser will be a progressive community, which will strive to achieve and maintain the following future character and standards:

1. Prosser is a culturally diverse community that welcomes others and encourages respect and understanding for all.

- Stated as the "Golden Rule" of living.
- Prosser is a community with our own leadership and development program.

2. Citizens have pride in their community.

- Prosser has no weeds and presents a clean appearance.

3. Citizens work together as a community team, both internally and externally.

4. Prosser is a community with partnerships, churches, enthusiastic volunteers and service organizations.

5. Prosser has retained our small town sense.

- Prosser does not strive to be overpopulated to achieve its future goals.
- Prosser is an affordable community.
 - Prosser has low and moderate income housing.
 - Has fewer taxes.
- Prosser has an excellent Police force with more officers, who are approachable, personable and who walk street beats and are highly visible to keep the citizens safe
 - Prosser has a new Police facility.
 - Prosser employees are paid average or better to retain them and we keep public works and police officers.

6. Prosser is a community with a defined and developed theme and a personality,

- Prosser is a "tree city" in a desert with an active "tree" committee.
 - Has more trees, "cut one, replace with two."
 - Trees are pruned correctly.
- Prosser has "curb appeal" along the entrances to our community.
 - Trees, businesses, sidewalks, curbs.
 - More flowers.
 - Streets are in top notch condition with good intersections.
 - 6th and 7th streets are one way.
 - Prosser has no weeds and presents a clean appearance.
 - There is uniform lighting downtown.
- Has clean parks and flowers hanging from light poles.
- Has a program that encourages home improvement.
- Has grants and incentives for businesses to enhance appearance and recruit more business.
 - There is a group to assist small businesses.
 - Prosser offers seed money to help businesses improve.
- Prosser has developed into the kind of town to fit the industries that we want.
 - With adequate state of the art waste facilities, industry and staff.
- The RR now bypasses our community
- The RR has been put in a tunnel so it doesn't create bottlenecks.

7. Prosser is a "Destination Community" based on the following desired and achievable attributes:

A. For Active Cultural Arts:

- Prosser has preserved our history and has museums, tours, and education.
 - a. Prosser has a new expanded destination library.
 - b. Has free concerts in the park.
 - c. Prosser has a week-long annual event, an amphitheatre and music.
 - d. Has many events and facilities to accommodate them.
 - e. Has public access television.
- Prosser is the center for the cultural arts, performing and visual.
 - f. Has a community / high school; performing arts facility.
 - g. The Princess theatre provides plays, movies and a casino.
 - h. Has a student theatre.

B. For Tourism:

- Prosser is bustling with people and tourists.
 - Tours come to Prosser.
 - Prosser is pedestrian friendly.
 - There is plenty of off street parking.
- The Clore Center is complete and has meeting rooms.
- The City, PEDDA, and agricultural interests to promote the WSU research facility.
- A downtown pedestrian mall.
- A casino.
- A golf course.
- Prosser has implemented a downtown marketing plan.
 - Prosser's downtown has been revitalized.
 - Prosser has completed the '97 downtown revitalization.
 - Prosser has second story deluxe apartments.
 - Has boutique hotels that support the wine and agricultural industry.
 - Prosser has bigger shopping district with a mall, more businesses and restaurants.

C. For Recreation / Sports:

- Citywide trail system that also runs along the river. Connected to surrounding communities.
 - Has a clean river
 - Citizens and visitors use the trail system to ride bicycles and walk
- Prosser has sporting events.
 - Prosser has sports complex.

- Has more parks and recreation activities.
- Prosser to have an expanded activities center with a pool, meeting rooms, library, physical therapy, youth activities, sports complex, education and recreation.
 - Prosser to have a state of the art aquatic center that serves all ages and needs.
 - A youth facility center — skating.
 - Activities for entertainment for youth and young adults

D. For Sustainable Employment:

- Prosser has plenty of jobs that help keep our graduates in the community.
- Prosser has developed into the kind of town to fit the industries that we want.
- Prosser has built the kind of town to fit the businesses and industries desired.
- Have grants and incentives for businesses to enhance appearance and recruit more business.
- Prosser provides incentives for businesses to hire local people.
- Agricultural support.
 - Has infrastructure to support agriculture.
- Prosser has businesses that are competitive with other areas, such as Sunnyside, business.
 - Has a community marketing plan that encourages our community to shop locally and not elsewhere.
- Prosser's business district has expanded.
 - Has larger businesses.
 - Prosser has attracted a grocery store.

E. For Retirement:

- Prosser has additional assisted living facilities, nursing homes, and senior residences.

F. For Education:

- Prosser schools have attained outstanding achievements academically.
 - Prosser has better school facilities with state of the art backbone, science and technology.
 - Schools have outstanding art, music programs K-12.
 - Community supports the Prosser Scholarship Program.
 - Housel Middle School is prepared for any emergency.
 - Has diversified vocational programs.
- A community college has a satellite facility in Prosser.
 - Has diversified vocational programs.
- The City, PEDDA and agricultural interests to promote the WSU research facility.

Chapter IV COUNTY-WIDE PLANNING POLICIES

County-wide Planning Policies

The Growth Management Act (GMA) requires that counties adopt countywide planning policies in cooperation with their municipalities. Countywide planning policies are written policy statements used solely for establishing a countywide framework from which county and city comprehensive plans are developed and adopted. This framework will ensure that city and county comprehensive plans are consistent as required by the Growth Management Act. However, it is important that the countywide planning policies *guide* the subsequent adoption of comprehensive plans without overly constraining with excessive detail.

The countywide planning policies shall, at a minimum:

1. Implement RCW 36.70A.110;
2. Promote contiguous and orderly development and provision of urban services to such development;
3. Provide for public capital facilities of regional or statewide importance;
4. Provide for county-wide transportation facilities;
5. Consider the need for affordable housing;
6. Provide for joint county and city planning within the urban growth areas;
7. Provide for economic development and employment; and
8. Analyze fiscal impact.

The countywide planning policies, organized in a manner similar to the goals established by GMA, are grouped as follows:

- Affordable Housing
- Agricultural Lands
- Economic Development and Employment
- Solid Waste
- Fiscal Impact
- Historic, Archaeological, and Cultural Preservation
- Natural Resources, Open Space, and Protection of Environmentally Sensitive Lands
- Siting of Public Capital Facilities of local, regional or statewide importance
- Transportation Facilities
- Urban Growth Areas
- Urban Growth Areas

- Population Allocation

1. POLICIES REFLECTING THE STATE WIDE GMA GOALS (AS LISTED IN CHAPTER II) (Countywide Planning Policy #1)

These countywide policies call for the application of planning principles similar to the planning goals and policies in this plan (as referenced) that promote urban development (Goal LU 5), reduce sprawl (Goal PH 1), protect property rights (Goal LU 2), provide for the orderly processing of permits (Goals LU 1 and 2, and Prosser Municipal Code Title 19) and citizen participation (Comprehensive Plan Chapter V), promote the conservation of open space (Goal OS 2), and historic structures (Goal CR 2), protect environmental resources (Goals EV1 through EV4)), support resource based industries (Goal LD 1), and ensure adequate public facilities (Goal LOS 1).

2. POLICIES FOR PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT AND THE PROVISION OF URBAN SERVICES TO SUCH DEVELOPMENT; (Countywide Planning Policy #2 through #10)

These countywide policies address the designation and sizing of urban growth areas. These policies were followed in the determination of the existing urban growth areas as described below and will be followed in developing any proposal for the expansion to those areas.

3. POLICIES FOR SITING PUBLIC FACILITIES OF A COUNTY-WIDE OR STATE-WIDE NATURE (Countywide Planning Policy #11 through #13)

These countywide policies address the location of any designated essential public facilities. This comprehensive plan applies these policies in the essential public facility section of the community facilities element.

4. POLICY FOR COUNTYWIDE TRANSPORTATION FACILITIES AND STRATEGIES (Countywide Policy #14)

This countywide policy calls for maintaining active county-city participation in the regional planning of regional transportation facilities and infrastructure improvements. Goal TR1, among others, in this plan reflects this policy.

5. POLICIES THAT CONSIDER THE NEED FOR AFFORDABLE HOUSING, SUCH AS HOUSING FOR ALL ECONOMIC SEGMENTS OF THE POPULATION AND PARAMETERS FOR ITS DISTRIBUTION (Countywide Planning Policy #15 through #17)

These countywide policies seek to promote housing compatible with the character and standards of the adjacent area, to allow for modular and manufactured housing, and to support County and cities working together to provide housing for all economic segments of the population. The intent of these policies are reflected in specific countywide planning policies and can be found, in greater detail, in

the pertinent and corresponding elements of this document. This Comprehensive Plan follows the countywide Planning Policies for Benton County. Copies of the Benton County-wide Planning Policies are available at the Benton County Planning and Building Department, Planning Annex, Prosser, WA. The Policies are also available at the Benton-Franklin Regional Council, 1622 Terminal Drive, Richland, WA. or at <http://www.co.benton.wa.us/pview.aspx?id=1369&catID=45>

Urban Growth Area

The proposed urban growth area, designated on Figure 1 (Chapter V), is that area which contains the forecasted 20-year growth in population and employment, and all land that is required to support that growth at established residential densities. The proposed designated urban growth area is larger than the urban growth area as originally proposed by the county, and smaller than the initial City proposed urban growth area. The final urban growth area contains all of Prosser as currently delineated by the City limits.

The responsibility of designating the Urban Growth Area lies with Benton County. Benton County procedures allow consideration of changes to the Urban Growth Areas at five-year intervals. Comprehensive planning studies conducted by the City during 2008 suggest that the areas identified on Figure 1A are particularly suited for urban uses. The first area is surrounded on three sides by the City and by the freeway on the fourth (south) side. This area would be suitable for urban development due to the proximity to a freeway interchange and access to urban services and facilities. This area should receive priority consideration for any future potential expansion of the urban growth area. If added to the UGA it should be designated as Agri-tourism since it is particularly suited for the development of mixed uses associated with the wine industry and other agricultural activities. The second area is an area owned by the City and could be appropriate for potential park use.

Chapter V PLANNING PROCESS AND CONCEPTS

Overall

The Growth Management Act requires all subject cities and counties in the state to assess their goals for the future in accord with state goals, evaluate their communities' assets, write their plans and policies, and implement them through regulations and innovative techniques to encompass their vision of the future.

The following requirements apply to all counties and cities required to plan, or choosing to plan, under the Growth Management Act:

- Prepare county-wide planning policies. Each jurisdiction's comprehensive plan will be reviewed against the policies.
- Require coordination between counties and cities to define urban growth areas (i.e. the extent of urban development). Population will be allocated among the urban growth areas. Each jurisdiction must plan appropriately in its urban growth area to accommodate the population growth expected.
- Define critical areas and adopt interim guidelines to regulate critical areas such as wetlands, mineral resources, aquifer recharge areas, geologic hazard areas, etc.
- Prepare a comprehensive plan which must include the following elements: Land Use, Housing, Transportation, Capital Facilities, and Utilities. As an option, the comprehensive plans may include elements for Conservation, Solar Energy, Economic Development, Recreation, and Sub-Area Plans. The elements must address State Planning Goals identified in the Growth Management Act and county-wide planning policies.
- Adopt regulations consistent with and implement the comprehensive plan (e.g. revise the zoning ordinance, subdivision ordinance, etc., or prepare new implementation mechanisms).

Goals and Policies

Planning is an attempt to deal with change in a well thought out and structured manner. Due to changing conditions, planning is an ongoing process. The comprehensive plan is both a written and graphic portrayal of future land use and development in the community. Its goals and policies guide both public and private decision makers so that land use and development decisions are made to reflect the desires of the community.

Public Participation

The entire community must become involved if a comprehensive plan is to be successful. Everyone's interest must be taken into account. The public can participate in the planning process through public hearings before the Planning Commission and City

Council.

Each of the City's previous comprehensive planning documents (the original 1996 plan and each of the subsequent amendments) describes the public participation process that occurred in its development. After the adoption of the 2004 amendments to the plan, further public meetings were held, addressing comprehensive planning matters leading up to this revision of the plan, including:

- Vision Meetings in September 2004.
- Public Council Meeting to review an assessment of the Prosser Planning Program including compliance of Comprehensive Plan with GMA in the Summer of 2005, and
- Public Council Meeting to consider consultant services to refine Comprehensive Plan, August 22 2006.
- Series of meetings with community groups in October, 2006.
- Joint Planning Commission and City Council meeting in October, 2006.
- Public meeting on use and development along Wine Country Road during January, 2007.
- Two public meetings by Planning Commission to discuss the draft plan during March of 2007.
- A series of public interviews and meetings on wine tourism potentials during May 2007.
- Public meeting by Planning Commission on plan and zoning inconsistencies during May 2007.
- Public Planning Commission meetings on comprehensive plan and zoning inconsistencies during July 2007.
- Meeting on UGA boundaries with PEDA during August.
- Meetings with interested parties regarding downtown and Wine Country Road development design during August, 2007.
- Planning Commission public hearing on planning and zoning inconsistencies in August 2007.
- Planning Commission hearing on draft plan during September, 2007.
- Planning Commission hearings on draft plan in October, 2007.

The city staff, consultants and Planning Commission made every effort to integrate the views of the residents and business community expressed through these events into the plan.

Land Use Alternatives

Since comprehensive plans are about choices, comprehensive plans often include an analysis of different sets of choices (called alternatives) about the future. The 1996 Comprehensive Plan considered three land use alternatives. The three alternatives are described in detail in the original plan and in a summary form below:

Expansion Alternative. The objective is to accommodate the 20-year forecasted

growth within the proposed urban growth boundary as delineated by the City.

Concentration Alternative. The objective is to accommodate the 20-year forecasted growth within the current corporate boundary (City limits) of the City.

Managed Growth Alternative. The objective is to accommodate the 20-year forecasted growth within the current corporate boundary of the City and in areas immediately outside the corporate boundary. A further objective is to increase residential land development density above what it is today.

Boundaries

What is the appropriate urban growth area for Prosser is the subject of the Comprehensive Plan. The 1996 plan set forth a series of boundaries to begin the planning process, Benton County delineated an interim urban growth area (IUGA). The City felt that the County IUGA was overly restrictive and, as a result, increased the size of the growth area by expanding the County's proposed IUGA's northwest and northeast corners. In the course of analysis and plan preparation, a more compact urban growth area was developed. This boundary has been subsequently amended and Figure 1 shows the urban growth area for Prosser as it now is adopted by the County.

Study Area

The plan study area, which is synonymous with the City's urban growth boundary, is the area which was examined in the development of this Comprehensive Plan. The existing City limits are entirely within the study area.

Northern Boundary. The area's northernmost border starts east of the Hogue Cellars Winery, incorporating the area between the railroad line and the Yakima River, then running west along the southern shore of the Yakima River. Once the boundary hits I82, it crosses the highway and continues northwest along the highway to the city limits, following the city limits to the channel or centerline of section 36, thence north to O.I.E., following OIE to Johnson road; following Johnson road to the Western Boundary.

Eastern Boundary. On its eastern border, the study area follows the existing City boundaries except for the area between I-82 and the Yakima River. Here, the study area is expanded, including some of the area between I-82 and SR 22.

Southern Boundary. The study area's southern boundary is the same as for the existing City limit boundary-except for a line that is the northern boundary of parcel 107850000000000 (which would be the easterly extension of Park Street) that connects the southern city limits, thereby including an unincorporated area south of Highway SR221.

Western Boundary. The western boundary runs along Missimer Road south to Buena Vista. The boundary then goes east to Moore Road, then south on Moore Road to the Yakima River. South of the Yakima River, the western boundary runs along the river to Richards Road, and then south to the southern boundary.

Urban Growth Area

The proposed urban growth area is that area which contains the forecasted 20 year growth in population and employment, and all land that is required to support that growth at established residential densities. The proposed urban growth area is larger than the urban growth area as originally proposed by the county, and smaller than the initial City proposed urban growth area. The final urban growth area contains all of Prosser as currently delineated by the City limits.

City Limits Area

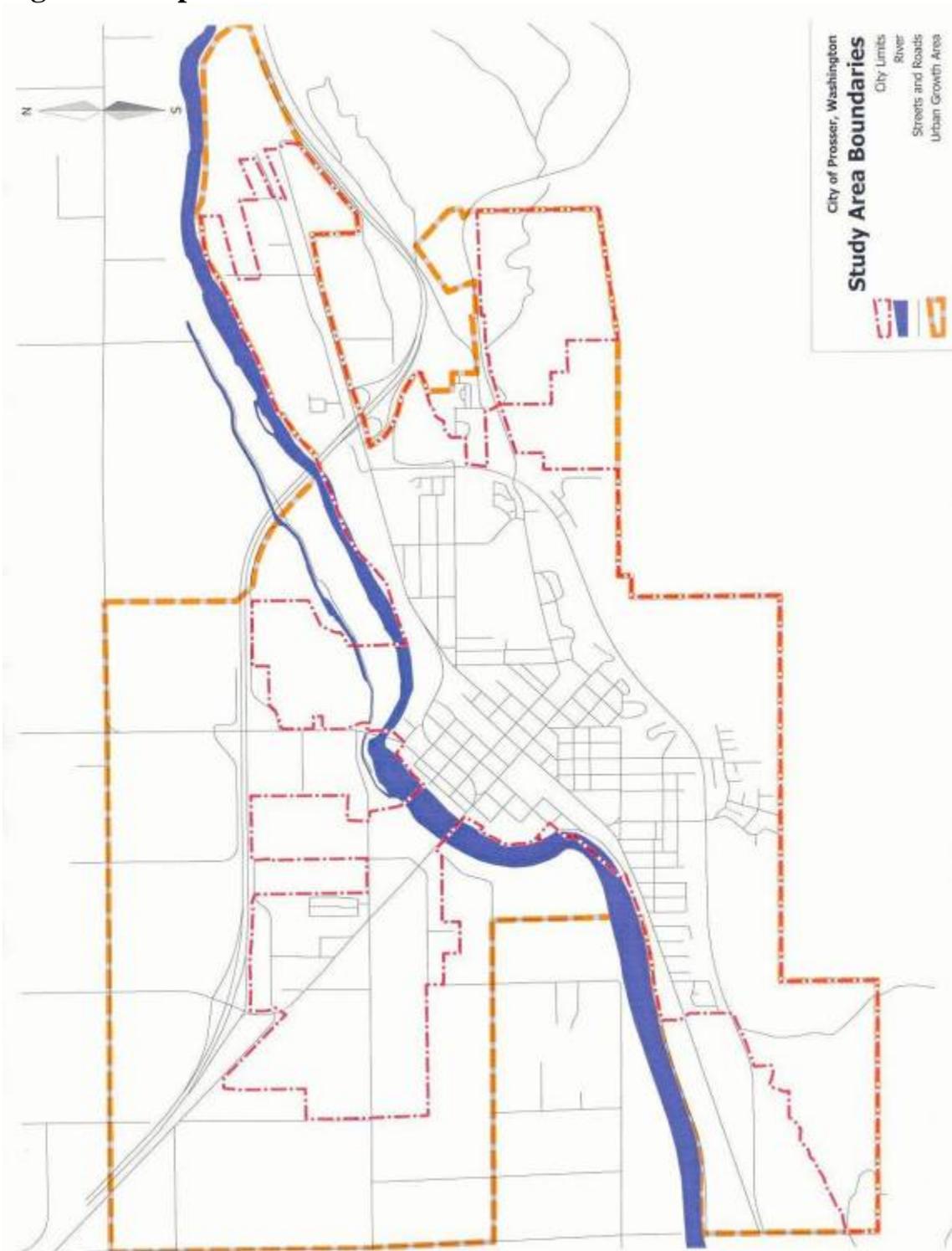
The City limits area is the area within the corporate limits of Prosser.

Consistency

This Plan is **internally consistent** in that its various elements have been prepared as an integral whole. For example, the land use element contains the population and land use forecasts that determine "future demand" in the housing, transportation, utilities, and capital facilities elements. These forecasts are repeated or referred to as necessary for the reader to see how the different parts of the Plan work together.

This Plan is **externally consistent** in that it has been prepared in coordination with that of Benton County. The consultants who prepared the original plan were retained by the County, allowing County personnel to monitor inter-jurisdictional consistency along the way. The Benton-Franklin Council of Governments prepared subsequent revisions in 2002 and 2004. Many discussions took place to prevent inconsistencies. Also, the County-wide Planning Policies were frequently referred to, adding a further element of consistency.

Figure 1: Map of Urban Growth Boundaries





Chapter VI LAND USE ELEMENT

Introduction

The Land Use Element is a key element of the Comprehensive Plan. This element physically describes the city's future residential neighborhoods, business activity areas, and employment centers. Each of the other plan elements that describe the capital facilities necessary for the physical development of the city must be consistent with the land use element. The Transportation Element must additionally describe the needed transportation infrastructure required to maintain concurrency with the transportation LOS as property is developed. And finally, the Capital Facilities Element describes how the public infrastructure necessary for new development will be developed and financed.

Land is a vital and finite resource. Land drives the economy of a city and its use ultimately determines the city's character. Growth and land development carries significant costs, not only to the developer or builder, but also to the community as a whole. Developed land has an ongoing financial responsibility for the city. Streets, water and sewer, law enforcement and fire protection, and other services have costs that need to be considered when designating land for development. Because fiscal resources, both public and private, are limited, it is important to consider the long-term effects of land use. With comprehensive planning, the substantial investment that is often necessary to serve land is better secured and protected.

The Land Use section includes a land use map which provides a graphic view of the Prosser urban growth area, identifies appropriate and beneficial land use and establishes goals, policies, and strategies to provide guidelines for formulating decisions concerning the physical development of the city.



The land use map contained in this element of the plan replaces all comparable maps in the 1996 Comprehensive Plan. However, the land use goals, policies and strategies of the 1996 plan should also be considered with the goals, policies and strategies described in this plan amendment which are as follows:

Land Use Goals and Policies

General Land Use Policies

Goal LU-1 - To support and improve a rural, residential community comprised largely of single-family neighborhoods together with an urban center and a broad range of other support services and businesses which occur in identified commercial areas, surrounded by preserved open spaces and agricultural uses.

Policy LU 1.1. Consider the following before decisions in land use are made:

- Need for the proposed use;
- Adequacy of and proximity to community facilities and utilities, roads, public transportation, parks, recreation facilities and schools;
- Benefit to the neighborhood, City or region;
- The amount of land zoned for that use;
- Projected population density in the area; and
- The effect of the proposed use on the "small city" image of the City.

Policy LU 1.2. Ensure compatibility in adjacent land uses. The following should be considered prior to land use decisions:

- Type of land use and design* of new development should be compatible with existing developments, and land uses, and shall continue the rural community image.
- Land uses which generate high traffic volumes should have ready access to arterials.
- Land uses along highways and major streets should consider noise, air quality, visual and other unique environmental conditions which occur in these areas.
- Development should be sensitive to natural features of the site.

**Note: Design does not mean architectural style.*

Policy LU 1.3. Provide for an appearance of openness by clustering building groups with well designed open space separations.

Policy LU 1.4. Orient buildings to enhance views and respond to natural topography.

Policy LU 1.5. Create livability through provision of recreation facilities, attractive common areas, clear building accessibility, adequate

parking, and public walkways.

- Policy LU 1.6 Encourage the preservation of agricultural land around the City through cooperative planning efforts with Benton County and through City annexation policies.

Goal LU 2. – To respect private property owner’s rights in all planning efforts.

- Policy LU 2.1. Follow due process in all activities related to land use.
- Policy LU 2.2 Review and revise the comprehensive plan once a year and at least every five years.
- Policy LU 2.3. Involve the planning commission and other committees and groups in the ongoing planning process to represent the views and needs of the city.
- Policy LU 2.4. Encourage property owner participation in the creation of local plans for public improvements, zoning, and other planning concerns.
- Policy LU 2.5. Permit agricultural production on properties suitable for agricultural uses within the Urban Growth Area while such use is viable.

Goal LU 3. – To create a well-designed and aesthetically pleasing city.

- Policy LU 3.1. Place multi-family residential developments next to arterial streets, along public transportation routes, or on the periphery of commercially designated areas.
- Policy LU 3.2. Ensure that new development provides quality design.
- Strategy LU 3.2.1. Consider expanding design standards to include a tree-planting program.*
- Strategy LU 3.2.2. Consider enhancing the existing sign ordinance and storm drainage requirements.*
- Strategy LU 3.2.3. Consider enhancing the community entrances to support a positive feeling on entering the community.*
- Policy LU 3.3. Locate new high-density residential development so that residents will have access to walking and bicycle trails and public transit.
- Policy LU 3.4. Ensure adequate buffering between land use types.

Goal LU 4. – To maintain the unique character of the city.

- Policy LU 4.1. Maintain or improve the integrity and livability of established neighborhoods.
- Policy LU 4.2. Provide a diverse range of development intensities consistent with the City's vision.

Strategy LU 4.2.1. Plan to accommodate lower intensity uses typical of a small town residential community and rural service center, while providing opportunity for more intensive uses associated with regional transportation services and the community's economic development potential.

- Policy LU 4.3. Establish a harmonious relationship between the natural and developed environment by applying this plan's environmental protection policies.
- Policy LU 4.4. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

Goal LU 5. – To provide for the orderly development of the city.

- Policy LU 5.1. Focus growth into areas that currently have adequate capital facilities to absorb new development.
- Policy LU 5.2. Identify land needed for public purposes early in the planning process.
- Policy LU 5.3. Ensure that the planning process does not artificially inflate land values.
- Policy LU 5.4. Identify development areas, planned service expansions, and the extensions of utilities to occur logically and to be cost effective.
- Policy LU 5.5. Work closely with adjacent cities and Benton County to coordinate land use plans.
- Policy LU 5.6. Encourage the County/City joint planning process for establishing "Joint Development Standards" that provide orderly growth and enable the most cost efficient expenditure of public funds when providing urban services into newly annexed areas.
- Policy LU 5.7. Encourage the use of previously passed-over parcels within areas characterized by urban growth where they can help maintain LOS standards.

- Policy LU 5.8. Discourage extensive amounts of large lot development especially in areas that do not have access to irrigation water.
- Policy LU 5.9. Encourage residential development occurring beyond the UGA to be consistent with the rural nature of the land.
- Policy LU 5.10. Require that state and local permits be processed in a timely and fair manner to ensure predictability.

Distribution, Location, Intensities and Densities of Land Use

Goal LD 1. – To establish land use patterns that balance development and provide for diverse uses.

- Policy LD 1.1. Provide an efficient and orderly array of land use at intensities appropriate for different areas by ensuring future development will be consistent with the Land Use Plan Map (Figure 2).

Strategy LD 1.1.1. Adopt zoning and other development ordinances that implement the Land Use Map.

Strategy LD 1.1.2 Require future development to be consistent with the following eight land use designations on the Land Use Map.

- 1) Low/Medium Residential (LMR) – The LMR category includes lands for site constructed single-family residential uses with an average unit density of 4 dwelling units per acre. Actual densities may range up to 6 units per acre depending on the configuration of lots relative to existing rights of way. Clustering may be allowed in this designation in steep slope critical areas pursuant to Policy LD 1.5.*
- 2) Urban Residential (UR)- The UR category includes lands for more concentrated single family or multi-family uses with an average unit density of 12 units per acre. The Urban Residential area may be zoned Residential Medium density provided future studies show facilities within that area are not sufficient to support the increased density and it would not be economically feasible to improve such facilities. The City should consider allowing a density increase to provide incentives for the development of affordable housing.*
- 3) High Density Residential (HDR) – The HDR category includes lands for site constructed multiple-family residential uses with an average density of 15 dwelling units per acre.*
- 4) Steep Slope Residential (SSR): The SSR designation is applied to steep slope critical areas. A variety of single-family residential densities may be permitted in this designation consistent with the physical character of the critical areas and the availability of city services. The appropriate zoning designation in this area would be a Steep Slope Residential zone that would limit potential development to one unit per every two acres (unless clustering is permitted). Pursuant to Policy LD 1.5, specific areas may be rezoned to an appropriate low/medium residential zone if such areas are demonstrated to be appropriate for such uses, and the allowed dwelling units may be clustered*

- 5) *Commercial (C) – The C category includes a variety of retail, wholesale and office uses. Within this category are motels, hotels, professional offices, and related uses. Also included are a variety of retail and service uses oriented toward residential and business customers, such as grocery store, and irrigation and hardware supply. Other commercial uses include automobile or heavy equipment uses that normally require outdoor storage and display of goods.*
- 6) *Medium/Light Industrial (I) – The I category includes a variety of industrial manufacturing assembly, food processing, warehousing and distribution uses. Also included are in this designation are the Prosser Airport and uses involving the sale of retail and wholesale products manufactured on-site, and a variety of research and development uses for science or agribusiness related activities.*
- 7) *Public Lands (PL) – The PL category is assigned to lands that either have an existing public use or are proposed for a future public purpose. Examples of existing public uses are the county office buildings, K-12 school properties, parks, and state and federal lands.*
- 8) *Agri-Business (AB) – The AB designation is assigned to lands proposed for commercial or industrial Agri -Business use. Examples may include uses such as wineries food processing facilities, farm equipment sales and appurtenant or accessory land uses. Orchards, vineyards, and specialty crops may provide a temporary, interim or accessory use of the land.*
- 9) *Agri-Tourism (AT) – The AT designation is assigned to lands uniquely suited to accommodate uses that attract or serve visitors who are attracted to activities associated with regional agricultural production, such as the developing wine industry. Appropriate uses may include ~~uses~~ wineries; agricultural produce sales, production and sale of agricultural specialty goods, lodging, restaurants, resorts (including hotels and time-share condominiums), resorts, theaters and amphitheaters, tasting rooms, drinking establishments, specialty shops, galleries, bakeries, tourist and visitor services and appurtenant or accessory land uses. Mixed residential uses, including condominiums, may be allowed if such uses are integrated with and supplemental to other uses. Agricultural uses may provide a temporary, interim or accessory use of the land*

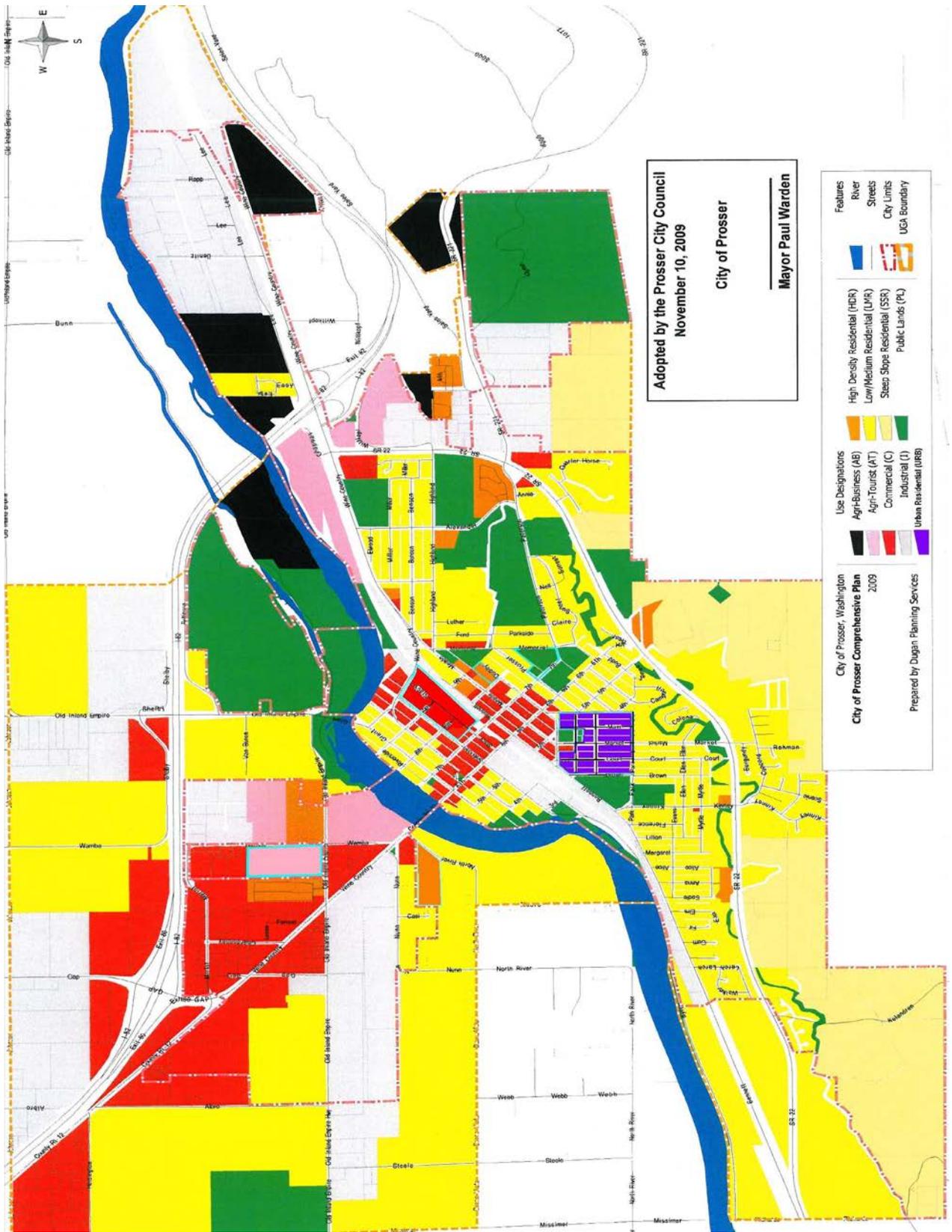
Policy LD 1.2. Provide adequate, well-located areas for public lands and facilities.

- Strategy LD 1.2.1. Identify and obtain sites for public lands and facilities early in the development of an area to ensure that the facilities are well located to serve the vicinity and to reduce acquisition costs.*
- Strategy LD 1.2.2. Allow essential public facilities as a permitted or conditional/special use in the zoning code.*
- Strategy LD 1.2.3. Incorporate the provisions for the identification and siting of essential public facilities in the applicable zoning classification.*

Policy LD 1.3. Plan for adequate commercial and industrial lands to provide for the establishment of an adequate tax base for required city services and facilities.

Policy LD 1.4. Provide diverse residential densities to permit housing for a variety of lifestyles and household income levels.

Figure 2: Comprehensive Plan Future Land Use Map



Policy LD 1.5 Permit
a variety of residential densities within the Steep Slope Residential areas consistent with the physical constraints and the amenities of these areas and in order to reduce the footprint of any development on the critical areas.

- Strategy LD 1.5.1. Develop and implement a Steep Slope Residential zone to implement the policies of this plan.*
- Strategy LD 1.5.2. Apply the Steep Slope Residential zone to the Steep Slope Residential Areas designated in this plan.*
- Strategy LD 1.5.3. Allow specific areas within the Steep Slope Residential designation of this plan to be zoned in another Low /Medium Residential Zone provided that appropriate studies, including any required critical area studies, are conducted to demonstrate that:*
- *The area will be developed within the following five years,*
 - *The development can be efficiently served by city services,*
 - *The planned development is consistent with any critical areas within or adjacent to the site and the constraints imposed by such areas,*
 - *Potential adverse impacts associated with the development are appropriately mitigated, and*
 - *The planned development appropriately conserves open space amenities provided by the area.*
- Strategy LD 1.5.4. Develop and implement zoning ordinance amendments and other procedures to allow clustering of residential units in the steep slope critical areas. These procedures shall include the following features:*
- 1) *The zoning ordinance procedures would define "Cluster" or "Clustering" as a grouping of buildings and structures in specific areas on a parcel to allow the remaining land to be used for recreation or open space. The techniques used to concentrate buildings may include, but not be limited to, reduction in lot areas, setback requirements, and/or bulk requirements, with the resultant open space being devoted by deed restrictions for one or more open space or recreational uses.*
 - 2) *The procedures shall allow clustering only after review and approval of the City.*

- 3) *The procedures shall require appropriate geologic studies pursuant to the policies managing critical areas.*
- 4) *Clustering within the SSR zone may allow increased density but not to exceed one unit for every one acre on the entire site.*
- 5) *Clustering within any low/medium residential zone shall be consistent with the applicable residential zone.*
- 6) *Clustering shall occur at the lowest practical elevation to facilitate access by and to city services, and to conserve hillside views from the city.*
- 7) *The design of clustered developments shall be based on reducing the impact on the critical areas and minimizing potential hazards.*
- 8) *Clustering may include townhouses and similar common wall structures.*
- 9) *The procedures should encourage building design and placement that conserve, and are consistent with, the visual amenities offered by the hillsides and avoid blocking views from other sites.*
- 10) *Clustering measures shall include the specific designation of open space areas and include measures (such as zoning restrictions, deed restrictions, plat conditions, public dedication, etc.) to permanently reserve such open space as open space. Clustering shall only be permitted on parcels larger than five acres.*

Policy LD 1.6. Develop and implement an Urban Residential Zone to implement the policies of this plan.

Policy LD 1.7. Respond to the needs of growing families by accommodating, consistent with state law, small day care facilities (less than 12 children) in residential structures in residential and commercial districts.



Policy LD 1.8. Ensure that future development of the City is consistent with the Land Use Plan Map of the City.

Strategy LD 1.8.1. Identify and obtain sites for public lands

and facilities early in the development of an area to ensure that the facilities are well located to serve the vicinity and to reduce acquisition costs.

Residential Land Use Policies

Goal RU 1 - To encourage residential neighborhoods within the City to have convenient access (including pedestrian) to commercial facilities and parks, and other community services,

- Policy RU 1.1 Encourage the efficient use of developable residential land through application of zoning policies.
- Policy RU 1.2 Encourage residential development adjacent to downtown.
- Policy RU 1.3 Encourage the use of master plans for large developments which emphasize aesthetics and community compatibility. Include circulation, landscaping, open space, storm drainage, utilities and building location and design, and access to commercial and community facilities in the master plan.

Downtown Area Land Use Policies

Goal DT 1 - To promote a pedestrian oriented downtown in which most residents will be able to access services by all modes of transportation, and which will serve as a center for commercial services for residents of the region, as well as tourists.



- Policy DT 1.1 Encourage pedestrian orientation in the scale and development of commercial areas.
- Policy DT 1.2 Direct retail, service, and office development to the present downtown area and other established commercial areas, through zoning and permitting processes. Specifically encourage new businesses to infill.
- Policy DT 1.3 Encourage downtown expansion to take place adjacent to the existing downtown.
- Policy DT 1.4 Landscape parking areas to avoid large, monotonous expanses of

cars. Flexibility in parking requirements, stall size, and landscape requirements should be allowed to limit the amount of land devoted to parking.

- Policy DT 1.5 Encourage the city and downtown business to seek and use outside resources and support from state, federal and private programs that promote and enhance the revitalization of downtown areas such as the Main Street program. .

Commercial Land Use Policies

Goal CM 1 - To plan for and protect appropriate sites to meet the diverse commercial needs of the community while maximizing the opportunity of the community to serve as a regional commercial center and to accommodate tourism-related commercial uses..

- Policy CM 1.1 Establish appropriate zoning categories to accommodate the diversity of commercial activities while separating commercial activities that may conflict with other commercial activities. Such zoning categories may include Commercial: Downtown Commercial, Commercial: Office Professional Commercial, Commercial: Neighborhood Commercial, Commercial: Light Commercial, Commercial: General Commercial, Commercial: Heavy Commercial, Commercial: Thoroughfare Commercial (for commercial uses that are particularly oriented to access to higher traffic volumes), etc.
- Policy CM 1.2 Identify and zone sites that are appropriate for commercial uses and zone such sites in an appropriate zoning category.
- Policy CM 1.3 Avoid converting sites suitable and needed for commercial uses, as designated in this plan, to residential and other uses in order to facilitate the economic development of the community.
- Policy CM 1.4 Discourage the premature subdivision of sites suitable for larger commercial uses that have good freeway access in order to protect such sites for attracting large commercial activities, while still accommodating the needs of property owners to develop and market their sites.
- Policy CM 1.5 Promote the development of clustered commercial facilities which will accommodate high traffic-generating uses and restrict sprawl along highways.
- Policy CM 1.6 Encourage commercial uses along major thoroughfares to be designed in an attractive way to appeal to visitors to the area.

Industrial/Highway Land Use

Goal IH1 - To provide a basis for employment in the community without jeopardizing the natural environment.

- Policy IH 1.1 Enact an ordinance specifying air quality standards for all industrial development.
- Policy IH 1.2 Encourage industrial development to locate in areas currently zoned industrial and to areas with good highway access. Provide buffers for impacts on the surrounding residential areas.
- Policy IH 1.3 Discourage the premature subdivision of sites suitable for commercial industrial uses that have good freeway access in order to protect such sites for attracting large industrial activities.
- Policy IH 1.4 Require that the costs of industrial parks or site preparation such as roads, public facilities and utilities should be borne by private enterprise whenever possible.
- Strategy IH 1.4.1 The city should enact and enforce ordinances to require the appropriate facilities as needed.*
- Strategy IH 1.4.2 Public funding arrangements for such improvements should include means by which public investments can be recovered.*
- Policy IH 1.5 Avoid converting sites suitable for and needed for industrial uses, as designated in this plan, to residential uses in order to achieve the appropriate economic development of the community.



Airport Land Use Policies

Goal AP 1. – To provide the Prosser Airport with reasonable protection from airspace obstructions, incompatible land uses, and nuisance complaints that could restrict operations.

- Policy AP.1.1: Keep residential land underlying the air approach to a low density and intensity. Residential densities directly east and west of the airport runways will range from one to five dwelling units per acre as appropriate. Intensive commercial uses, that attract significant numbers of people, should be discouraged.

- Policy AP 1.2: Plan land use around the airport with potential noise problems in mind. Open space uses are most desirable, such as agriculture, parks, cemeteries, golf courses, etc. Commercial uses consistent with the land use plan are appropriate provided appropriate noise installation measures are incorporated into the construction of new buildings. Industrial uses are appropriate if located in a planned park. Low-density residential use with sound-reduction would be appropriate.
- Policy AP 1.3: Plan industrial site development in the airport area with airport needs as well as neighborhood residential needs in mind and performance standards for noise incorporated into the site and building design
- Policy AP 1.4: Direct any lighting in the vicinity of the airport downward and avoid excessive glare that could pose a hazard to night air navigation.

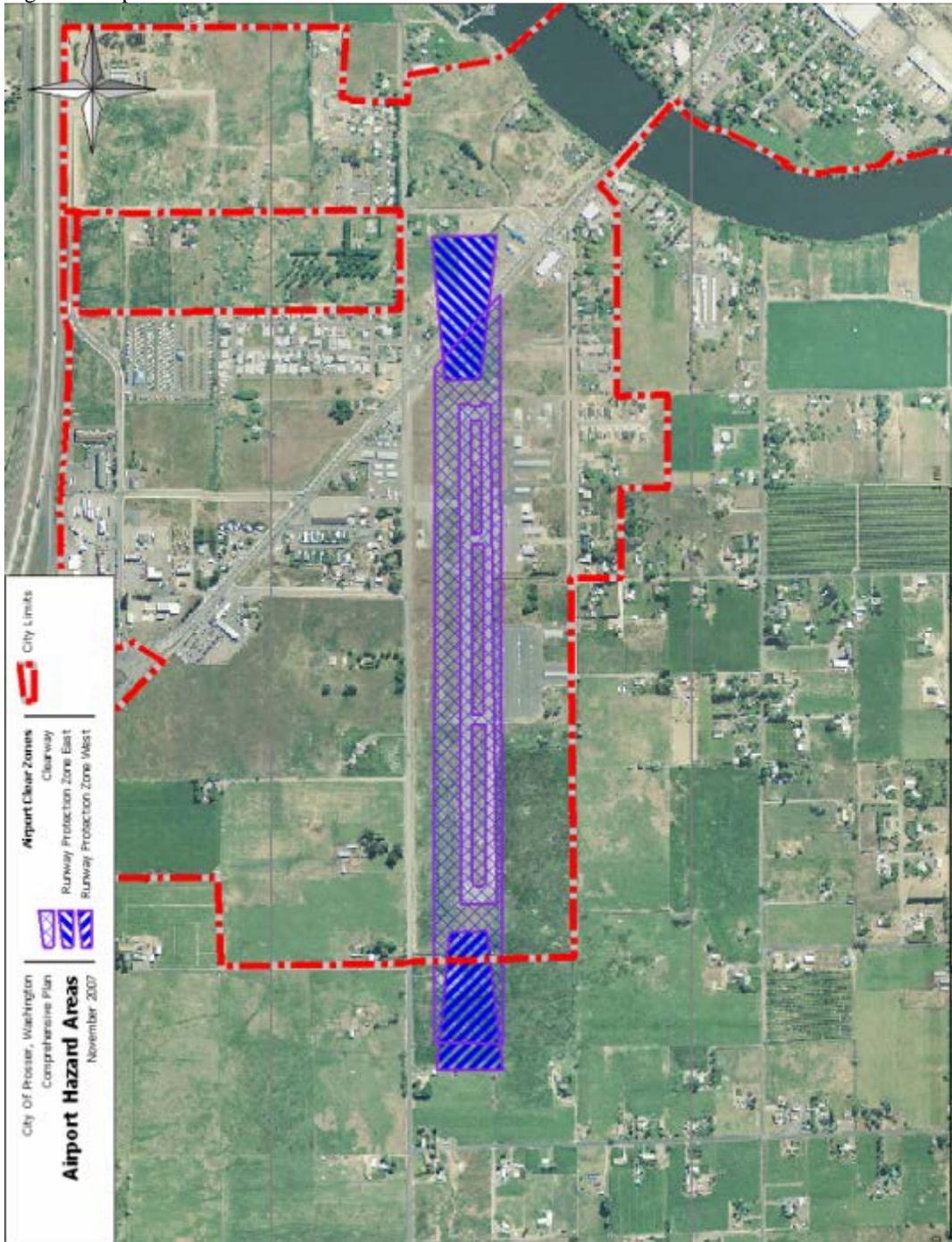
Phasing and Financing of Development

Goal PH 1 - To phase development within a designated urban growth area in two tiers: a first tier providing land supply for a ten-year projected population, with infrastructure and service costs shared by the public at large and new development; and a second tier beyond the ten-year supply allowing for development and paying for the full cost of infrastructure and services.

- Policy PH 1.1 Determine acreage needed for the ten-year and twenty-year projected population growths, based on urban density guidelines and urban open space and public park needs.
- Policy PH 1.2 Establish ten-year and twenty-year urban growth boundaries from lands not permanently set aside as open space and public parks. Urban growth boundaries may be adjusted to reflect adopted changes in population forecasts.
- Policy PH 1.3 Plan and fund facilities and services like sewer and water within the ten-year urban growth boundary, allowing development beyond the boundary only if it fully pays for its costs.



Figure 3 Airport Clear Zones



Policy PH 1.4 Encourage growth in the first tier areas before expanding to second tier areas.

Policy PH 1.5 Utilize highway and road system improvements to assist in managing and directing growth:

- Give highest priority to street improvements within the existing City limits.
- Assume maintenance of current facilities and ability to maintain highway/facility extensions before making area improvements.

Financing Development Policies

Policy PH 1.6 Residential developers should assume all direct costs of their individual projects; such as roads, accesses, parking, surface drainages, water systems, sewer systems, etc. The general taxpaying public of the City should not be required to pay those costs in future years due to lack of, or inadequate, initial construction.

Policy PH 1.7 Assure equitable cost-sharing for new growth by utilizing techniques such as current-use tax assessment, or the purchase of development rights.

Monitoring

Goal MN 1. – To ensure that sufficient land use capacity is available to accommodate the GMA population allocation while still meeting the community’s and region’s need for economic development, public facilities and amenities, and other land uses.

Policy MN1.1: Monitor growth and development within the city to evaluate whether sufficient capacity exists to accommodate population growth without reducing the capacity for other needed and beneficial uses.

Strategy MN 1.1.1: Conduct this monitoring in conjunction with monitoring the adequacy of public facility capacity to support growth (Policy LOS 1.4 of the Capital Facilities Element) to ensure the land use plan and the capital facilities plan remain internally consistent.

Policy MN 1.2: Apply one of the following strategies whenever it may appear that there is insufficient capacity to accommodate the GMA population allocation while responding to other community needs:

- Strategy MN 1.2.1: Consider designating urban reserve areas for residential uses.*
- Strategy MN 1.2.2: Consider annexing additional area.*
- Strategy MN 1.2.3: Consider converting area designated for other uses for residential areas, unless appropriate for mixed uses.*
- Strategy MN 1.2.4 Consider allowing mixed residential uses in other land use designations.*

Environmental Protection

Since the conservation, protection and enhancement of environmental resources are activities that affect the use of various areas within the City, the land use element incorporates these activities, as well as measures to protect developed uses from environmental hazards.

The following goals, policies and strategies are intended to promote the preservation of critical areas within the City of Prosser's Urban Growth Area while striking a balance between property rights and the regulation thereof through critical areas regulations.



General Environmental Management

Goal EV 1. To preserve the environment when possible.

- Policy EV 1.1** **Protect wildlife habitats as designated open space and wetland areas.**
 - Strategy EV 1.1.1. Base the protection methodology on the size, location and vulnerability of the wildlife habitat and species.*
 - Strategy EV 1.1.2. Acquire and protect key significant wildlife habitat areas.*
 - Strategy EV 1.1.3. Ensure the preservation of a variety of habitat types, sizes and locations.*
 - Strategy EV 1.1.4. Regulate any filling or the disturbance of wetlands and wetlands vegetation and the surrounding buffer.*
 - Strategy EV 1.1.5. Inventory, classify, designate, and adopt regulations that will preserve and protect wetlands with no net*

loss of this resource.

Strategy EV 1.1.6. Seek and promote non-regulatory measures to enhance and conserve critical area values and functions, including public education, stewardship programs, grant opportunities, partnerships with other jurisdictions and non-profit organizations, etc.

Strategy EV 1.1.7. Designate and conserve the following areas as fish and wildlife critical areas:

- *Areas which have a primary association with state or federally designated endangered, threatened, and sensitive species,*
- *Habitats of local importance including, but not limited to, areas designated as priority habitat by the Department of Fish and Wildlife,*
- *Naturally occurring ponds under twenty acres and their submerged aquatic beds that provide fish or wildlife habitat, including those artificial ponds intentionally created from dry areas in order to mitigate impacts to ponds,*
- *Waters of the state, including lakes, rivers, ponds, streams, inland waters, underground waters, salt waters and all other surface waters and watercourses within the jurisdiction of the state of Washington,*
- *Lakes, ponds, streams, and rivers planted with game fish by a governmental or tribal entity,*
- *State natural area preserves and natural resource conservation areas; and*
- *Land essential for preserving connections between habitat blocks and open spaces.*

Policy EV 1.2. To preserve natural drainage ways.

Strategy EV 1.2.1. Promote public awareness of the natural drainage ways, their role in the area, and the importance of maintaining natural drainage systems.

Strategy EV 1.2.2. Establish standards for the retention, recharge, and treatment of storm water runoff channeled from impervious surfaces.

Strategy EV 1.2.3. Designate as "Frequently flooded critical areas" lands in the floodplain subject to a one-percent or greater chance of flooding in any given year and those lands that provide important flood storage, conveyance and attenuation functions, as determined by the City in accordance with WAC http://nt5.scbbs.com/cgi-bin/om_isapi.dll?clientID=288320&headingswithhits=on&hits

[perheading=on&infobase=wac.sdw&jump=365-190-080&softpage=PL_Doc - JUMPDEST 365-190-080](#)365-190-080(3). Frequently flooded areas perform important hydrologic functions and may present a risk to persons and property. Classifications of frequently flooded areas include, at a minimum, the one-hundred-year floodplain designations of the Federal Emergency Management Agency and the National Flood Insurance Program.

Strategy EV 1.2.4. Regulate development within the frequently flooded critical areas or other flood hazard areas of the city in accordance with the national Flood Insurance Program.

Policy EV 1.3. To regulate development in geologically hazardous areas.

Strategy EV 1.3.1. Designate as "Geologically hazardous" critical areas, areas that may not be suited to development consistent with public health, safety or environmental standards because of their susceptibility to erosion, sliding, earthquake, or other geological events. Types of geologically hazardous areas include: erosion, landslide, seismic, mine, and volcanic hazards.

Strategy EV 1.3.2. Require engineering, architectural, or geo-technical investigations and certifications of approval of development permits or authorizations to proceed in hazardous areas.

Policy EV 1.4. Prevent isolation of communities of endangered, threatened or sensitive species.

Policy EV 1.5. Protect surface water and groundwater supplies.

Strategy EV 1.5.1. Identify and designate as "Aquifer recharge critical areas" lands that, due to the presence of certain soils, geology, and surface water, act to recharge ground water by percolation

Strategy EV 1.5.2. In aquifer recharge critical areas restrict development (except for City wells) that significantly degrades or depletes surface waters or groundwater.

Goal EV 2. To enhance the environment where possible.

- Policy EV 2.1. Provide incentives for the restoration of degraded wetlands, watercourses and other important natural systems.

Goal EV 3. To mitigate adverse environmental impacts.

- Policy EV 3.1. Mitigate all adverse impacts to wetlands defined as areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from nonwetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands.
- Policy EV 3.2. Designate all wetland areas by applying the Department of Ecology's wetland delineation manual.
- Policy EV 3.3. Require the mitigation of impacts from development adjacent to sensitive areas.
- Policy EV 3.4. Encourage the creation and maintenance of non-regulated wetland areas.

Goal EV 4. To minimize the impacts of development to property owners while not adversely impacting critical areas.

- Policy EV4.1. Use density bonuses and other means of compensation as appropriate for the protection of critical areas.

Best Available Science

Goal BA 1. To protect the functions and values of critical areas by using best available scientific information to:

- Policy BA 1.1. Use the best available science in all aspects of managing critical areas including developing regulations, delineating critical areas,

identifying functions and values, and recommending strategies to protect their functions and values.

Strategy BA 1.1.: Recognize that best available science is science that applies valid scientific methods consisting of research conducted by qualified individuals using documented methodologies that lead to verifiable results and conclusions.

Strategy BA 1.1.2. Whenever feasible, consult with a qualified state agency personnel, scientific experts or team of experts to help identify and determine the best available scientific information and assess its applicability to the relevant critical areas.

Policy BA 1.2. Adopt and enforce ordinances that require the use of best available science in the management of critical areas including natural wetlands, critical aquifer recharge areas for potable water, fish and wildlife habitats , frequently flooded areas and geological hazardous areas.

Strategy BA 1.2.1. Ensure that the best available science is being included in policies and regulations, by considering the “characteristics” of a valid scientific process and common sources of scientific information [see Chapter 365-195-905(5) WAC]. In the context of critical areas protection, a valid scientific process is one that produces reliable information useful in understanding the consequences of a local government’s regulatory decisions.

Shoreline Management

The City of Prosser (City) recognizes the intent of the voters and the legislature of the State of Washington in adopting the “Shoreline Management Act of 1971” (SMA) and adopts by reference the finding that the shorelines of the state are among the most valuable and fragile of its natural resources and that there is great concern throughout the state relating to their utilization, protection, restoration, and preservation. In addition, it finds that ever increasing pressures of additional uses are being placed on the shorelines necessitating increased coordination in the management and development of the shorelines of the state.

The SMA’s paramount objectives are to protect and restore the valuable natural resources that shorelines represent and to plan for and foster all “reasonable and appropriate uses” that are dependent upon a waterfront location or that offer opportunities for the public to enjoy the state’s shorelines. With this clear mandate, the provisions of the SMA

established a planning and regulatory program which is initiated at the local level under state guidance.

This cooperative effort balances local and state-wide interests in the management and development of shoreline areas. Local governments are required to plan for shoreline development by developing local shoreline master programs (SMPs). They are also required to regulate such development through a shoreline permit system for substantial development projects.

Local government actions are monitored by the State of Washington Department of Ecology (Ecology), which approves new or amended SMPs, reviews substantial development permits, and approves conditional use permits and variances. The master program is essentially a shoreline comprehensive plan and regulations with a distinct orientation toward shoreline areas and customized to local circumstances. Collectively, the local master programs comprise the State Shoreline Master Program.

The City developed and adopted its first shoreline master program with the help of a citizen advisory group in 1973. The Master Program was subsequently amended several times during the intervening years. For the current comprehensive update, the City has conducted a comprehensive inventory of the natural characteristics, present land uses, and patterns of ownership along the City's shoreline that provides a substantial information base for understanding ecological functions and other considerations for the update of this Master Program. The City, with the involvement of its local citizens, agencies, and interested parties, has developed this Shoreline Master Program to serve as both a planning guide and resource for specific regulations pertaining to development and use of the shorelines in City of Prosser. Included is a description of the goals, objectives, policies, environments designations, use regulations, and provisions for administration including variances and conditional uses.

Prosser shorelines consist of the Yakima River shoreline. This includes floodways, land within 200 feet of the ordinary high water mark (OHWM) of the waterways; floodplains up to 200 feet from the floodway edge; and associated wetlands. The City has chosen to include the minimum shoreline jurisdiction required according to the State law (RCW 90.58.030).

Goal SH1 Shoreline Use Element. Ensure appropriate conservation and development of the City of Prosser's shorelines by allowing those uses which are water-dependent, as well as other development which provides an opportunity for a substantial number of people to enjoy the shorelines. This should be done in a manner which will achieve an orderly balance of shoreline uses that improves the quality of the environment.

- Policy SH 1.1 Ensure that all uses and developments do not result in a net loss of shoreline ecological functions.
- Policy SH 1.2 Accommodate water-dependent and associated water-related uses

- that are the highest priority for shorelines unless protection of the existing natural resource values of such areas precludes such uses.
- Policy SH 1.3 Accommodate water-related and water-enjoyment uses that are compatible with ecological protection and restoration objectives are the second highest priority.
- Policy SH1.4 Limit non-water-oriented uses to those locations where access to the water is not practical or where the non-water-oriented use contributes to the objectives of the SMA in providing ecological restoration and public access.
- Policy SH-1.5 Reserve the shoreline areas for uses which allow optimal uses for future generations by recognition and of potential long-term benefits to the public, and discouragement of short-term gain or convenience.
- Policy SH 1.6 Provide site development performance standards and other appropriate criteria to developers indicating acceptable standards to be achieved.
- Policy SH 1.7 Allow multiple uses of shoreline areas where integration of compatible uses or activities is feasible.
- Policy SH 1.9 Allow uses, on a specified interim basis, which are not shoreline related, if not permanent and if not requiring permanent modifications of natural shorelines.
- Policy SH 1.10 Respect private property owner's rights when drafting development regulations for use of the shorelines.

Goal SH 2 Shoreline Economic Development Element. Give priority to those industrial, commercial, and recreational developments that are particularly dependent on their location on the City of Prosser's shoreline. Encourage development that will provide the public with an opportunity to enjoy the shorelines. No net loss of ecological function is envisioned in the implementation of this goal.

- Policy SH 2.1. Minimize the adverse effects of new commercial, industrial, and recreational development upon the physical environment and natural processes, through careful siting and design.
- Policy SH 2.2 Locate commercial and industrial development as infill in areas already developed as a first priority, so long as such areas have not reached their functional capacity.
- Policy SH 2.3. Locate new commercial, industrial, and recreational activities in areas with existing public services as a second priority.
- Policy SH 2.4 Provide for effective flood protection for the City of Prosser.

Goal SH 3 Shoreline Economic Development Element Develop safe, convenient, and diversified shoreline circulation systems to assure efficient movement of goods and people with minimum disruptions to the shoreline environment and minimum conflict between the different users.

- Policy SH 3.1 Locate and design major circulation systems well away from the shoreline, except for necessary crossings, so that natural shorelines remain substantially unmodified.
- Policy SH 3.2 Encourage existing corridors for transportation facilities along shorelines to better accommodate public access to the shoreline and provide safe overcrossings to shoreline public access facilities.
- Policy SH 3.3 Encourage joint uses of any necessary roads.
- Policy SH 3.4 Encourage alternate modes of transportation such as pedestrian and bicycle to the shoreline.

Goal SH 4 Restoration and Conservation Element. Assure protection, preservation, and restoration of City of Prosser's, fragile and scenic nonrenewable resources, while encouraging the best management practices to assure no net loss of shoreline ecological functions.

- Policy SH 4.1 Existing natural resources should be conserved through regulatory and non-regulatory means that may include:
- Implementation of the Comprehensive Plan, local development regulations, and state, tribal, and federal programs;
Regulation of development within the shoreline jurisdiction;
Ecologically sound design;
Restoration programs; and
Education programs.
- Policy SH 4.2 Provide for the use of shoreline and floodplain-related resources without harming other natural systems or the overall quality of the natural environment.
- Policy SH 4.3 Effectively manage natural features and resources as well as scenic vistas, parkways, and habitats of rare or endangered species.
- Policy SH 4.4 Preserve the scenic and aesthetic qualities of shorelines, floodplains, and vistas.
- Policy SH 4.5 Provide for restoration of degraded ecological functions through appropriate regulations including emphasis on non-water-dependent uses and as part of publicly-funded facilities.

Goal SH 5 Public Access Element. Ensure safe, convenient, and diversified access for the public to the publicly-owned shorelines of the City of Prosser and assure that the intrusions created by public access will recognize the rights of private property owners, and will not adversely affect fragile natural areas.

- Policy SH 5.1 Public access should be provided consistent with the existing character of the shoreline and with consideration of opportunities

- and constraints for physical and visual access, as well as consideration of ecological functions and public safety.
- Policy SH 5.2 Public access to and along the water's edge should be available throughout publicly-owned shoreline areas, although direct physical access to the water's edge may be restricted to protect shoreline ecological values.
- Policy SH 5.3 Future developments and redevelopments shall not adversely affect existing public access, and should provide new opportunities for the public to reach, touch, and enjoy the water's edge.
- Policy SH 5.4 Locate, design, develop and maintain public access in a manner that enhances the natural environment.
- Policy SH 5.5 Purchase, or otherwise make available to the public, shoreline properties if their value for public use merits such action.
- Policy SH 5.6 Existing highway and railroad corridors along shorelines should better accommodate public access to the shoreline and provide safe overcrossings to shoreline public access facilities.
- Policy SH 5.7 Coordinate shoreline public access with local, state, and federal agencies.
- Policy SH 5.8 Respect and protect the enjoyment of private rights in shoreline property when considering public access development.

Goal SH 6 Goal: Recreational Element. Provide additional opportunities for diverse forms of public recreation and improvement of present facilities.

- Policy SH 6.1 Identify, obtain, preserve, and protect areas with high values for recreation.
- Policy SH 6.2 Consider allowing recreational uses as part of private development where compatible with other uses and activities.
- Policy SH 6.3 Provide a balanced choice of recreational opportunities, including those requirements of the elderly and the physically challenged.
- Policy SH 6.4 Cultivate innovative and cooperative techniques among public agencies and private persons or groups which increase and diversify recreation opportunities.
- Policy SH 6.5 Allow compatible recreational uses including bicycle and foot paths in transportation and utility corridors where feasible.
- Policy SH 6.6 Locate, design, and operate recreation facilities in a manner consistent with the purpose of the environment designation in which they are located so that no net loss of shoreline ecological functions or ecosystem-wide processes result.
- Policy SH 7.6 Coordinate with local, state, and federal agencies so that shoreline recreational developments are consistent with the City and Regional Parks Recreation, Open Space and Trails Plan.

Goal SH 7 Historical/Cultural Element. Protect, preserve, and encourage restoration of those sites and areas on the shoreline which have

significant historical, cultural, educational, or scientific value.

- Policy SH 7.1 Identify historic, cultural, and archaeological resources within the shoreline in cooperation with federal, state, local, and tribal agencies.
- Policy SH 7.2 Plan for preservation of significant historic, scientific, and educational areas of the shoreline while providing for public use and enjoyment of such areas.
- Policy SH 7.3 Preserve for the public benefit, with opportunity for appropriate public utilization, significant historic, scientific, and educational areas of the shoreline.
- Policy SH 7.4 Ensure that the review and construction of development permits includes professional assessment of historic, cultural, and archaeological resources and that such resources are preserved or conserved in compliance with applicable laws.

Goal SH 8 Flood Hazard Element. To minimize flood hazards to human life and to property while enhancing the ecological processes of the shoreline.

- Policy SH 8.1 Manage flood protection through implementation of the City's Comprehensive Plan, stormwater regulations, and the regional flood hazard control plans for the Yakima River.
- Policy SH 8.2 Protect existing development and restore floodplain and channel migration functions to the extent feasible.
- Policy SH 8.3 Integrate bioengineering and/or soft engineering approaches where feasible into local and regional flood control measures, infrastructure, and related capital improvement projects.
- Policy SH 8.4 Prohibit development within the floodplains associated with the City's shorelines that would individually or cumulatively result in an increase to the risk of flood damage while preserving the rights of individual property owners.
- Policy SH 8.5 Support measures to increase the natural functions of floodplains including flood storage, off-channel habitat, associated wetlands, and buffers of native vegetation.

Natural Resource Areas

Goal NR 1: To support the conservation designated Natural Resource areas in the Prosser area.

- Policy NR 1.1. Recognize that natural resources, defined as agricultural lands, or mineral resource lands, are essential for the long term viability of the City of Prosser.

- Strategy NR 1.1.1. Support the designation of natural resource areas in the County comprehensive plan and avoid actions that may assist in converting agricultural lands to non-agricultural related uses.*
- Strategy NR 1.1.2. Require, if the City annexes areas with (or adjacent) to designated natural areas, that all plats, short plats, development permits, and building permits issued for development activities on, or within five hundred feet of, lands designated as agricultural lands, or mineral resource lands, contain a notice that the subject property is within or near designated agricultural lands, or mineral resource lands on which a variety of commercial activities may occur that are not compatible with residential development.*

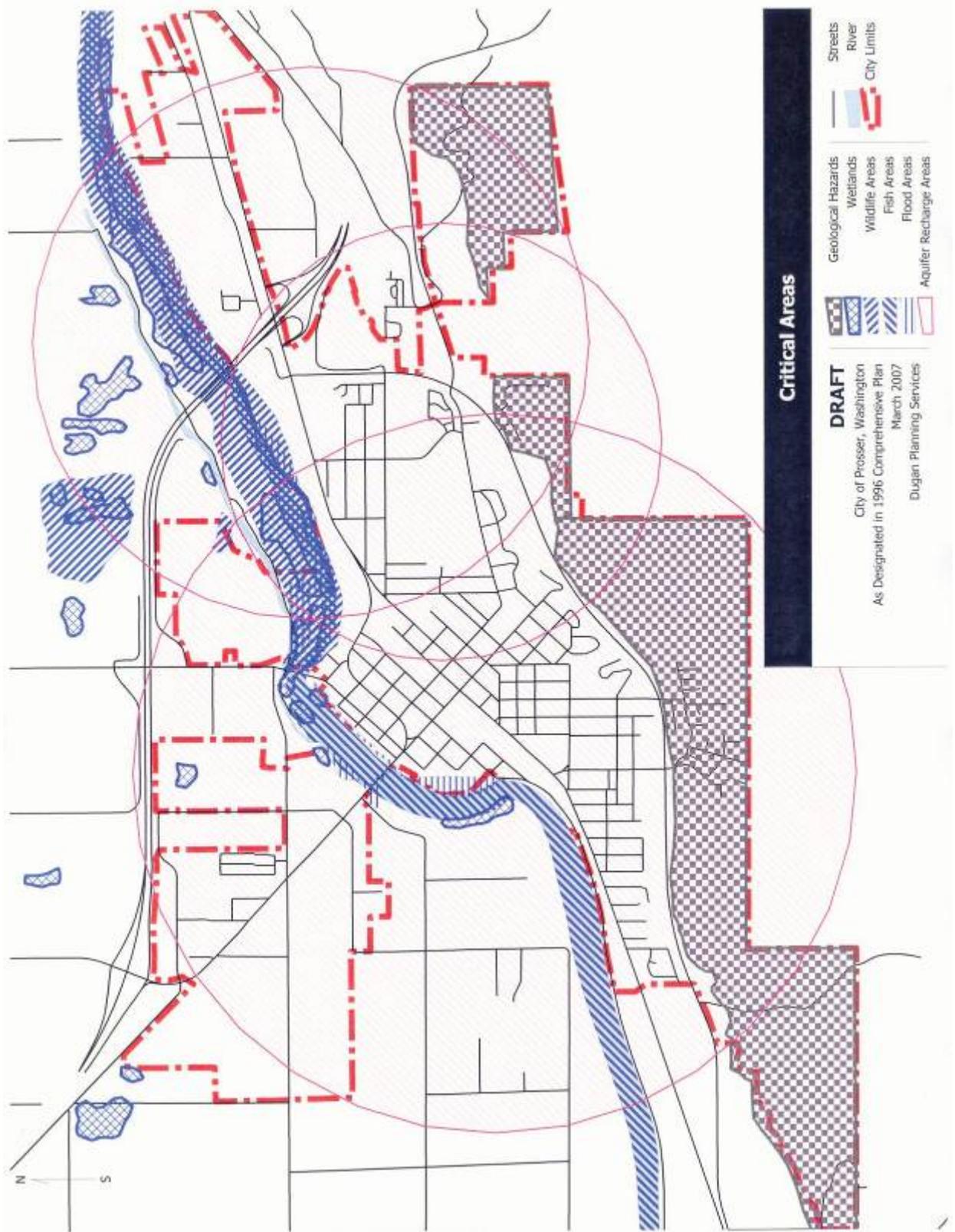
Storm and Surface Water management

Goal SW 1. To manage storm and surface water flows in a manner that reduces potential contamination to aquifers and surface water bodies.

Policy SW 1.1. The City shall develop and implement a Stormwater Management Program (SWMP).

- Strategy SW 1.1.1. Design the SWMP to reduce the discharge of any pollutants to the Maximum Extent Practicable (MEP), by applying All Known, Available, and Reasonable methods of prevention, control and Treatment (AKART) prior to discharge.*
- Strategy SW 1.1.2. Implement a public participation program as part of the SWMP.*
- Strategy SW 1.1.3. Detect and eliminate illicit discharges.*
- Strategy SW 1.1.4. Review development proposals to reduce discharges of pollutants from the development to the Maximum Extent Practicable (MEP), by applying All Known, Available, and Reasonable methods of prevention, control and Treatment (AKART) prior to discharge.*

Figure 4: Map of Generalized Critical Areas



Background

Land Use

In October of 2006, Dugan Planning Services conducted an inventory of existing land uses in the City of Prosser. 1,330 acres (55%) of the 2,429 acres that are on lots or parcels, excluding right of ways, of the city is undeveloped. Residential land uses comprise the largest type of developed area within the city; making up 16% (394 acres) of the total area of the city that is in lots or parcels.

Table 1: Existing Land Uses

Existing Land Use	Acres	Percent
Airport	102.6	4.2%
Commercial	81.5	3.4%
Commercial Land	81.8	3.4%
Duplex	8.3	0.3%
Industrial	252.2	10.4%
Industrial (Vacant)	102.5	4.2%
Large Lot Residential	266.9	11.0%
Multiple Family Residential	15.1	0.6%
Open and Undeveloped	818.8	33.7%
Other	3.7	0.2%
Public	228.4	9.4%
Residential	370.6	15.3%
Vacant	96.9	4.0%
Grand Total	2,429.5	100.0%

Table 2: Existing Use compared to Planned Uses

Land Use	Acres in Plan	
	Acres in Existing Use 2007	Designation 2006
Commercial	85	224
Industrial	355	635
Public	228	426
Multiple Family	23	76
Residential	371	564
Urban Reserve & Open	1,367	504
Total (Excluding ROW)	2,429	2,429

Figure 5: Distribution of Existing Land Uses

The comprehensive map plan allocates much of the undeveloped area of the city to future uses as

Figure 6: Existing Uses Compared to Planning and Zoning

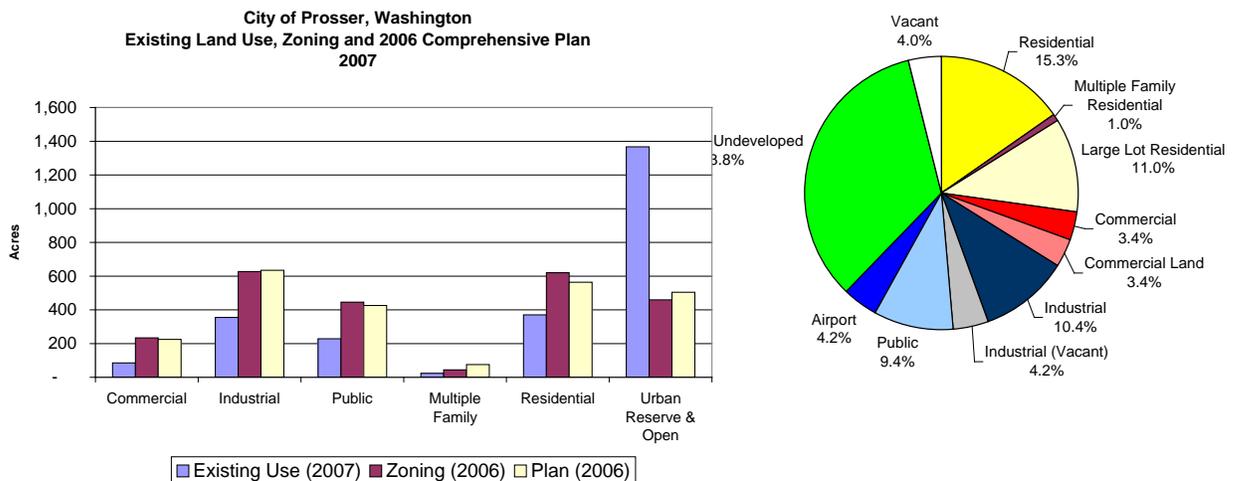
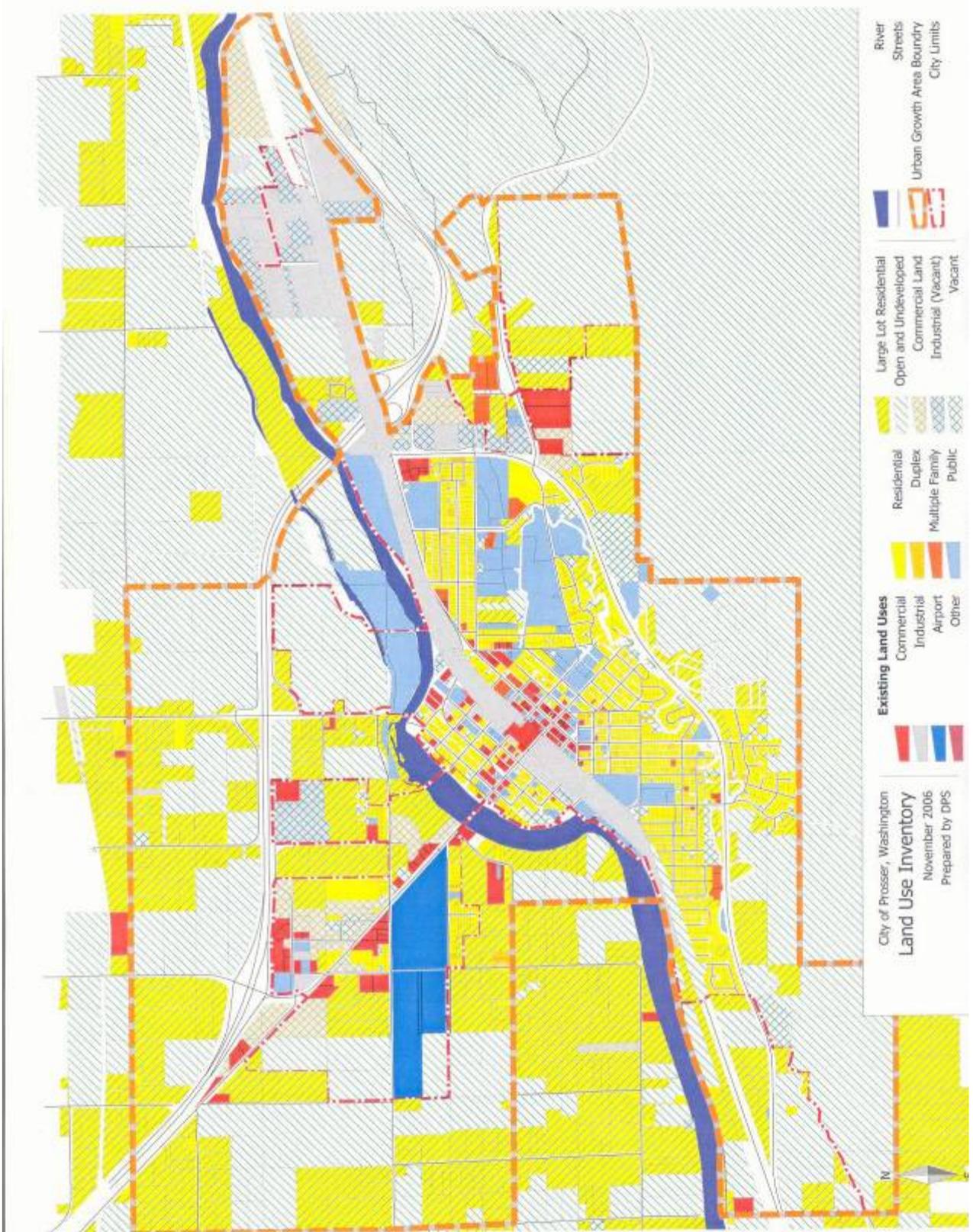


Figure 7: Map of Existing Land Uses



Population Analysis

Table 3: Prosser Decennial Population

Year	1940	1950	1960	1970	1980	1990	2000
Population	1,719	2,636	2,763	2,854	4,067	4,476	4,838

Figure 8: Population Growth

The 1996 Comprehensive Plan included a complete analysis of the demographic characteristics of the community. The data presented in that analysis was updated with a report entitled *City of Prosser Census, Summary File 3*. This analysis and update is incorporated herein as background information for the housing and land use elements.

Prosser Population Growth 1940 to 2000
City of Prosser, Washington
October, 2006

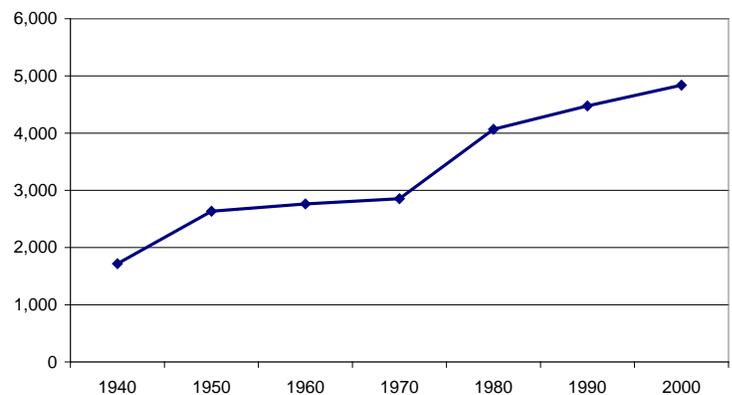


Table 4: Population Growth 1991-2006

Year	Population	Year	Population
1991	4,470	1999	4,900
1992	4,485	2000	4,838
1993	4,540	2001	4,865
1994	4,630	2002	4,905
1995	4,790	2003	4,940
1996	4,835	2004	4,985
1997	4,840	2005	5,045
1998	4,865	2006	5,045

While the average decennial population increase between 1940 and 2000 was 21% 19%, the most rapid period of growth occurred between 1940 and 1950 when the population grew by more than 50% (adding 914 people) and between 1970 and 1980 when the population grew by over 40% (adding 1,213).

Population Forecasts and Capacity to Accommodate the GMA Population Allocation

Under the Growth Management Act, each city is required to accommodate its share of anticipated population growth in its county, as determined by the following process. The State Office of Financial Management (OFM) forecasts statewide growth. OFM then forecasts each county's share of this statewide growth. Each county then allocates, consistent with its adopted county wide planning policies, this share of state growth to each city and the unincorporated area of the county.

In 2002, new population allocations to each city were made through this process for the year 2025. Prosser was allocated by Benton County a population growth of 1,915 people between 2000 and 2025. This growth represents an annual growth rate of 1.2% per year. The low forecast prepared for the 2003 plan amendment (described below) runs slightly below a forecast based on this GMA allocation (the GMA allocation is 6,306 in 2020).

Table 5: City of Prosser Population Capacity

AREA	COMPREHENSIVE PLAN AND ZONING DESIGNATION				Grand Total
	High Density Residential	Low Medium Residential: RL Zoning	Low Medium Residential: RM Zoning	Medium Residential: Other Zoning	
Vacant Acreage					
100 Agland		6.1		-	6.08
101 Rangeland		5.2			
105 Irrigated Ag Land		3.9	2.9		6.8
124 Irrigated Pasture OS			18.5		18.5
300 Industrial: Vacant land		2.2			2.2
400 Commercial Retail Land		0.2			0.2
				-	
Divisible Lots (Acres>0.5)					
501 Res Vacant Lot incorp	0.6	4.0	2.8		7.3
502 Res Vacant Lot Acreage		19.6	19.8		39.4
507 Res Vacant Limited Use		0.6	0.8		1.4
520 Res lots incorporated	2.0	18.1	22.3		42.4
513 Rural residential (acres)		18.6	10.1		28.7
591 Res Undeveloped land		2.9	11.9		14.9
Total Acreage		81.4	89.2	-	167.9
Planned or Zoned Density	15.0	3.3	4.5	3.3	
<i>Capacity on Vacant Acreage</i>	38	269	401	-	708
Vacant Lots					
501 Res Vacant Lot incorp	19	26	20		65.0
502 Res Vacant Lot Acreage	2	8	5		15.0
503 Res Outbuildings only		5	1		6.0
507 Res Vacant Limited Use	1	19	11		31.0
Total Vacant Lots	22	58	37	-	117.0
<i>Capacity</i>	60	327	438	-	825
Urban Reserve Lots					57
Total Capacity					882
2000 Population					4,838
2005 Population					5,045
2025 Population Allocation					6,753
Additional Population to Be Accommodated					1,708
Population per Household					2.75
Units Required					621
Units Surplus/(Deficit)					261

Table 6 above estimates the amount of land available for residential uses designated in the plan to determine whether the plan can accommodate this allocation. As noted, the population allocation can be accommodated within the designated residential area of the plan.

However, this calculation is just part of the overall picture since other factors should be taken into account to determine the plan's capacity to accommodate population growth. The Countywide Planning policies adds other factors to this type of analysis to determine the size of the urban growth area, including:

- An additional 25% factor to accommodate streets, open space and other public facilities that may be needed to serve new developments. (Infrastructure factor).
- An assumption that only 70% of the area will be built-out due to the plans of individual property owners. (Property owner plans).
- An additional 30% market factor to ensure ample supply of land to avoid artificially limiting land supply in a manner that would drive up land costs. (Market Factor).

Applying these factors to the analysis would require an additional 117 acres to include accommodate these factors for 621 additional units (calculated at 4.5 units per gross acre).¹ Adding these acres to the 138 acres needed for the units themselves (at 4.5 units per acre), 255 acres would be needed to accommodate the population allocation. Comparing this to the total acres available from Table 5 (168 acres) there is a deficit of 87 acres within the city limits. Ample area exists in the urban reserve (which has about 500 acres) and the unincorporated portion of the UGA (which has about 1,900 acres excluding existing rights of way).²

In addition, as more people may be added, room will be needed to accommodate additional commercial, employment and public services, as well as areas for open-space uses. The Countywide policy incorporates a formula which includes all uses that may be needed to accommodate the population allocation as a means of determining the appropriate size of the City's urban growth area.

If the allocation does fall short of providing space for the additional population, additional residential area can be added either by further planning a zoning of the urban reserve area or by annexing more area. Policy Goal MN 1 provides for monitoring future development trends in order to take any corrective action that may be needed if the allocation appears to be falling short due to low yields on residential areas. Currently this monitoring would show that population growth is falling behind both the 2003 forecasts and the GMA allocation, as illustrated on the line with the triangular symbols on the graph below. Currently, actual growth in the City as of 2006 is running below the low forecast.

In the 2003 amendment to the comprehensive plan, a population forecast was prepared. High, medium and low population estimates were projected for the years 2005, 2010, 2015 and 2020, which are shown on Table 6.

Table 6: 2003 population Forecasts

Year	2005	2010	2015	2020	2025
High	5,837	6,766	7,843	9,092	10,539
Medium	5,560	6,138	6,777	7,483	8,262
Low	5,291	5,561	5,845	6,143	6,456
GMA Allocation	4,937	5,413	5,859	6,306	6,735

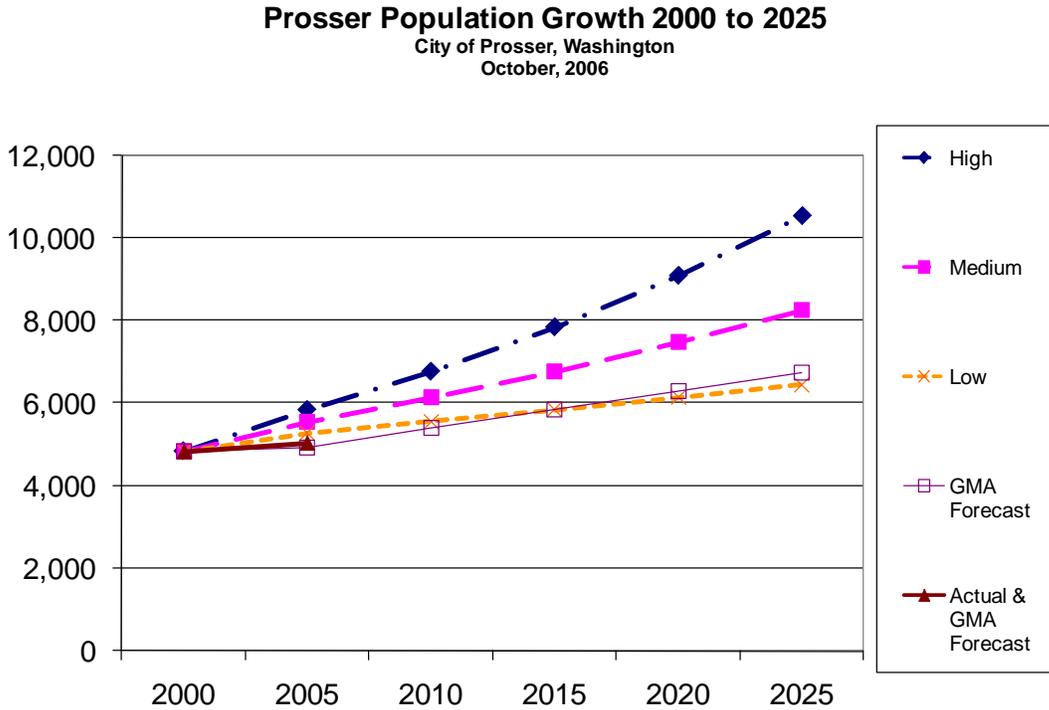
The high population estimates are based upon an annual 3.5% growth rate from 2003. The medium population estimates are based upon an annual 2.3% growth rate. The low

¹ At 138 acres needed to accommodate 621 units: an additional 25% for infrastructure=35 acres, 30% for property owner plans=41 acres, and a 30% market factor=41 acres. 35+41+41=117.

² The urban growth area could accommodate the high population forecast for 2020.

population estimates are based upon an annual 1.1% annual growth rate. The land-use-demand calculations are based on the medium population growth rate. Actual population growth is lagging behind the 2003 forecasts. The city’s official 2005 population of 5,045 is below the amount that was forecasted for that year in the 2003 low forecast.

Figure 9: Forecasted Population Growth



Natural Features

Hydrogeology

The Prosser Urban Growth Area, situated along the Yakima River, lies about 10 miles west of the region known as the Pasco Basin, and is located on the Columbia Plateau. The Columbia Plateau is underlain by a series of basalt flows and sedimentary interbeds commonly referred to as the Columbia River Basalt Group. These Miocene-age flows erupted between 6 and 17 million years ago. The flows have formed a generally horizontal, layered sequence, which have an estimated thickness of 14,000 feet at the plateau’s low point near Pasco. In order of decreasing age, the upper three major formations of the Columbia River Basalt Group of relevance to this plan include the Grande Ronde, Wanapum, and Saddle Mountain Basalts. These three formations comprise the Yakima Basalt Subgroup.

The overburden of the Columbia Plateau includes consolidated to unconsolidated deposits of fluvial, lacustrine, and volcanic origin. Prosser lies upon alluvium, which is

primarily gravels and boulders. The alluvial thickness at the city wells ranges from about 30 to 65 feet, and the land elevation ranges from about 650 to 700 feet.

The Vantage sedimentary interbed is typically found between the Wanapum and Grande Ronde Basalts, and the Mabton sedimentary interbed generally separates the Saddle Mountain and Wanapum Basalts. Little information on the thickness of the Vantage interbed is available for Prosser, however the top of the Grande Ronde Basalts is estimated to be at an elevation of 1,000 feet. Regional studies indicate that the Saddle Mountain Basalts is up to about 900 feet thick in the vicinity. The top of the Mabton interbed is located at about elevation –204 feet at Well No. 5, where its thickness is about 125 feet. It was encountered at about elevation –219 at Well No. 6, where its thickness is about 42 feet. The top of the Wanapum Basalt is at elevations –329 feet and –261 feet at Wells Nos. 5 and 6 respectively, and is estimated to be about 800 feet thick.

The city maintains five water supply wells. The primary aquifer supplying the city wells consist of fractured and porous layers within the lower Saddle Mountain Basalts and the upper and middle Wanapum Basalts below the depth of 500 feet. Wells Nos. 2, 3, and 4 are 768, 599, and approximately 742 feet deep, respectively, and each draws water from the Saddle Mountain Basalts. Wells Nos. 5 and 6 are 1,264 and 1,465 feet deep, respectively, and both collect water from the Wanapum Basalts. Recharge to the aquifers is provided by lateral migration of groundwater and vertical infiltration of precipitation and irrigation water.

Environment/Critical Areas

The Growth Management Act requires municipalities to protect the environment and enhance Washington's high quality of life, including air and water quality and the availability of water. Cities are required to regulate and protect fish and wildlife habitats, wetlands, steep slopes, aquifer recharge areas, frequently flooded areas, and the shorelines of the Yakima River while providing access to natural resources and the water.

The Yakima River is a river of statewide significance, regulated by the city's shoreline master program and critical area ordinance. The river is additionally an aquifer recharge area, a wildlife habitat area, contains wetlands, and is a frequently flooded area noted for periodic severe flooding during the winter and spring months. The 100-year flood levels are mapped on the FEMA Flood Insurance Rate Maps for the City of Prosser and Benton County. The Yakima River narrows near Prosser and is an especially high-quality riparian corridor and major habitat and nesting place for many species of indigenous and migratory birds. Habitat and species mapping is provided by the Department of Natural Resources and the Fish and Wildlife Services and should be utilized when identifying critical areas and considering mitigation of development proposals.

Chapter VII HOUSING ELEMENT

Introduction

The GMA requires a housing element to be included in the comprehensive plan. The housing element addresses the housing needs of the community over the coming years.

The housing goals below are an integral part of maintaining the small-city atmosphere of the City. Policies are designed to foster active neighborhood communities and strengthen existing neighborhoods. The interest generated from active residents should preserve the sense of pride, community, and familiarity that should perpetuate the small-city atmosphere of the City. The housing goals have also included provisions for dwellings for people with special needs.

The GMA also provides that the housing element must address encouragement for the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage the preservation of the existing housing stock.



Housing Policies

Goal HH 1 - To promote the detached single family housing form through a variety of approaches to development; and to preserve, protect, and strengthen the vitality and stability of existing neighborhoods.

- Policy HH 1.1. Promote community involvement to achieve neighborhood improvement through City-initiated neighborhood enhancement activities.
- Policy HH 1.2. Minimize environmental problems in residential areas through buffering residential areas from industrial operations, highways, airports, commercial areas, and the like.
- Policy HH 1.3. Enhance the appearance of and maintain public spaces in residential areas.
- Policy HH 1.4. Promote neighborhood quality by protecting residential areas from undesirable activities through aggressive enforcement of adopted City codes.
- Policy HH 1.5. Ensure that housing is compatible in quality, design and intensity with surrounding land uses, traffic patterns, public facilities and

environmentally sensitive features through specific site and building design measure and transitions of densities.

- Policy HH 1.6. Protect ground water resources, ground water recharge areas, and waterfront areas from residential wastes such as septic tank effluent.
- Policy HH 1.7. Encourage innovative residential development with respect to architectural and structural design, utility systems, and site layout. Codes and standards should contain sufficient flexibility to permit innovation and experimentation.
- Policy HH 1.8. Mobile homes sited outside of mobile home parks should meet the same standards as other residential structures with respect to density, water supply, sewage disposal, etc.
- Policy HH 1.9. Residential development, including mobile home parks, should follow the principles and standards of the City's Zoning Ordinance and the Shoreline Management Master Program.
- Policy HH 1.10. Residential developers should assume all direct costs of their individual projects such as roads, accesses, parking, surface drainages, water systems, sewer systems, etc. The general taxpaying public of the City should not be required to pay those costs in future years due to lack of, or inadequate, initial construction.
- Policy HH 1.11. Property owners within subdivisions platted without the development of necessary facilities and amenities prior to the adoption of this Comprehensive Plan should pay the costs of conforming to urban design standards, and not the general taxpayers. Road improvements, water systems, etc. should be financed by Local Improvement Districts (L.I.D.) overseen by the City.
- Policy HH 1.12. The residential development policies within community plans adopted pursuant to this Comprehensive Plan should express residential densities in "dwelling units per gross acre" rather than "minimum lot size". This provides for more flexibility in the siting of homes and permits "clustering" or grouping of houses without compromising the overall community standards for density. Clustering is a technique intended to: reduce site development costs; take advantage of the best features of property such as good views; and retain more usable open space than with uniformly distributed minimum lot sizes. Clustering as a concept is supported by this Comprehensive Plan.

Policy HH 1.13. Disabled or dilapidated vehicles, machinery, or boats should be removed from, rather than abandoned, in residential areas.

Goal HH 2 - To allow a variety of densities and housing types so that the City can provide housing opportunities to meet a variety of needs, including affordable housing and housing which meets the special needs of age or disability.

- Policy HH 2.1. Encourage and promote a wide range of residential development types and densities in various parts of the City to meet the needs of a diverse population and provide affordable housing choices for all income levels. The City should not look into a very specific numeric goal in approving a fixed number of housing units per year. Instead, the City should strive to encourage the construction of an average number of housing units over a period of time (10 years).
- Policy HH 2.2. Encourage the preservation of existing affordable housing, which will be dispersed throughout the City.
- Policy HH 2.3. Encourage housing opportunities for people with special housing needs. These homes are best located in residential areas that are near supportive community services, recreational and commercial facilities.
- Policy HH 2.4. Encourage the use of smaller lot sizes and/or multifamily housing in areas designated for such uses.
- Policy HH 2.5. Work with and support Benton County in developing incentives and subsidy programs to preserve and enhance below-market housing.
- Policy HH 2.6. Explore all available federal, state and local programs and private options for financing affordable and special needs housing.
- Policy HH 2.7. Encourage and support social and health service organizations which offer support programs for those with special needs, particularly those programs that help people remain in the community.
- Policy HH 2.8. Encourage development of residential lots in order to keep a large supply, thus helping to maintain availability and affordability.
- Policy HH 2.9. Promote a diversity of housing types to satisfy a variety of lifestyles and economic capabilities.
- Policy HH 2.10. Allocate land for residential development reasonably scaled to

reflect projected demand.

- Policy HH 2.11. Locate, design and construct residential development with respect to such natural conditions as soil capability, geologic features, probability of flooding, and topography.

Goal HH 3 - To provide a broad range of health, social, and low-cost housing opportunities which pay particular attention to senior citizens and low-income families.

Housing Policies

- Policy HH 3.1. Coordinate with state and regional health care and housing programs.
- Policy HH 3.2. Maintain existing area facilities and provide expansions as needs arise. The upgrading and renovation of deteriorating structures is encouraged.



Housing Goals, Policies, and Strategies

Goal HP 1. – To preserve and enhance established neighborhoods where it's consistent with the overall city land use plan.

- Policy HP 1.1. Identify, reinforce, and protect the character of established residential neighborhoods.
- Policy HP 1.2. Encourage new single-family development to be compatible with the scale and character of adjacent single-family areas.
- Policy HP 1.3. Maintain the single-family character of the greater Prosser area while acknowledging the necessity of providing affordable housing.

Goal HP 2. – To ensure compatibility of residential development with established and projected land use patterns.

- Policy HP 2.1. Concentrate high density residential development within one-half mile of schools, employment centers, and transportation systems, and provide urban services including water, sewer, utilities, drainage, emergency services, and garbage disposal deemed necessary to high-density residential development.
- Policy HP 2.2. Locate multi-family residential housing so it does not disrupt single-family neighborhoods.

- Strategy HP 2.2.1. Limit multi-family residential housing and mobile-home parks to areas where access can be provided to public streets without creating congestion or disruption to single-family residential neighborhoods.*
- Policy HP 2.3. Multi-family development should have direct access to an arterial street. Traffic generated from multi-family development will be directed away from single-family neighborhoods.
- Policy HP 2.4. Use flexible design standards in multi-family development to mitigate impacts on less intense adjoining land uses.
- Strategy HP 2.4.1. Consider mitigating impacts of new multi-family residential developments on single-family neighborhoods in a combination of the following: additional setbacks, buffers, open space, parking areas, fencing, screening, landscape, recreational space, and architecture.*
- Strategy HP 2.4.2. Consider requiring a minimum lot size for multifamily residential housing that is three times the prevailing lot size in any adjacent single-family zoned areas.*
- Strategy HP 2.4.3. Require a binding site plan that identifies the scale and location of all buildings, parking areas and driveways, recreational facilities, building elevations, and landscaping, screening or fencing.*
- Strategy HP 2.4.4. On properties large enough to accommodate two or more buildings each building will be different from its neighbor in shape and size, and be varied so that there is no obvious or repeated pattern.*
- Policy HP 2.5. Require that multi-family residential development bear the burden of transition and mitigation when the development is near single-family residential neighborhoods.
- Policy HP 2.6. Allow high density residential to locate in established residential areas only when they will not detract from the existing character of the neighborhood.
- Strategy HP 2.6.1. Consider limiting multifamily housing to a scale compatible with the surrounding structures in established neighborhoods.*
- Strategy HP 2.6.2. When a proposed multi-family development faces or adjoins the front, side or rear yard of existing single family residences, which have established an aesthetic quality or character for the immediate vicinity, the proposed multi-family development must observe the established neighborhood character and be harmonious in site arrangement height, site development and landscaping, and*

be reasonably integrated in such detail as roof shape, finish materials, color, etc.

Policy HP 2.7. Use natural and topographical changes, when possible to buffer and separate multi-family residential developments from single-family neighborhoods.

Strategy HP 2.7.1. Where land is essentially, level a perimeter multifamily building must not exceed the established height (elevation) of existing buildings on adjoining properties.

Strategy HP 2.7.2. Where the land is gently and uniformly sloping a building may match but not exceed the floor to ground relationship established by existing buildings on adjoining properties.

Strategy HP 2.7.3. Where the land is steeply rising and where there is a marked topographic division between the land and adjoining properties a building may be two stories but cannot exceed the height (elevation) of an existing building on adjoining properties.

Policy HP 2.8. Require residential developers to provide adequate buffering from adjoining agricultural uses. They will additionally be responsible for reducing the conflict between the dissimilar uses.

Goal HP 3. – To encourage the development of affordable housing for all segments of the population.

Policy HP 3.1. Evaluate the effect of impact fees on the affordability of housing before establishing such impact fees.

Policy HP 3.2. Accommodate the potential need for housing while avoiding a market perception of a shortage of land available for residential development.

Strategy HP 3.2.1. Make provisions to house the forecasted increase in population during the planning period.

Strategy HP 3.2.2. Consider encouraging the development of residences above businesses in commercial districts, either as a permitted use or by conditional-use permit.

Policy HP 3.3. Encourage the provision for a variety of single-family housing types to facilitate home ownership.

Policy HP 3.4. Encourage residential uses that support increased densities, while maintaining the single-family character of existing neighborhoods, such as duplexes or accessory units.

Policy HP 3.5. Encourage higher density single-family neighborhoods near

commercial centers and other facilities/services to encourage pedestrian rather than vehicular circulation.

Policy HP 3.6. Allow accessory residential units in residential zones, upon approval of a conditional use permit.

Strategy HP 3.6.1. Consider requiring that the design or alteration of an accessory unit must be compatible with the scale and character of adjacent single-family homes, including parking areas and driveways.

Strategy HP 3.6.2. Allow property owners to integrate an accessory dwelling unit into a single-family home or garage.

Goal HP 4. – To promote a variety of residential densities and housing types.

Policy HP 4.1. Encourage opportunities for home ownership through the availability of a variety of housing types.

Strategy HP 4.1.1. Encourage a range of housing types and densities including but not limited to small lot single-family, zero-lot-line developments, cluster housing, town houses, condominiums, accessory apartments, and manufactured homes both in parks and on subdivided lots.

Policy HP 4.2. Encourage different residential types within a multifamily zone.

Strategy HP 4.2.1. Allow a variety of multi-family residential housing types, such as townhouses, courtyard buildings, small cottages, duplexes, triplexes, and four, six and eight-plexes in the higher density residential districts.

Strategy HP 4.2.2. Permit retirement homes as a conditional use in multi-family residential zones.

Strategy HP 4.2.3. Consider the development of usable outdoor space above ground in a multi-family building such as roof terraces, roof decks or balconies as an addition to the area of the parcel when computing the dwelling units yield.

Strategy HP 4.2.4. Add two square feet to the area of the site for every one square foot of such parking area when computing the dwelling unit yield when the area of automobile parking for multifamily dwellings provided under the floors of or on the roof of habitable parts of the building may.

Strategy HP 4.2.5. Consider the area of covered automobile parking for multifamily dwellings as an addition to the area of the parcel when computing the dwelling unit yield.

Analysis of Housing Needs

The primary source of information regarding housing is the US Census of Population which is taken every 10 years. The latest available census information is for the year 2000.

Table 7: Housing Tenure

At the time of the last Census, there were 1,697 units in the city. As noted below, an inventory of land uses conducted in October of 2006 found 1935 units, an increase of 238 units since the 2000 census.

Housing Units	Prosser city	Prosser city, Percent	Benton County, Percent	Washington, Percent
Owner occupied	1201	71%	69%	65%
Renter occupied	496	29%	31%	35%
Total	1,697	100%	100%	100%

2000 Census of Population

In 2000, 71% of all units were owner occupied, a higher ratio than either the State or County.

Table 8: Age of Housing Stock

Year Housing Unit Was Built	Prosser city, Percent	Benton County, Percent	Washington, Percent
Total:	100.0%	100.0%	100.0%
Built 1999 to March 2000	1.2%	1.9%	2.6%
Built 1995 to 1998	4.7%	10.0%	9.1%
Built 1990 to 1994	7.1%	10.1%	10.0%
Built 1980 to 1989	8.5%	10.6%	16.2%
Built 1970 to 1979	30.6%	32.3%	20.2%
Built 1960 to 1969	10.0%	9.1%	12.5%
Built 1950 to 1959	8.0%	12.3%	10.1%
Built 1940 to 1949	11.2%	10.8%	6.9%
Built 1939 or earlier	18.6%	2.8%	12.5%

The housing stock of the City tends to be older than either the average for the State or County. While almost 30% of the housing stock in 2000 was built before 1950, only about 20% of the State's stock was that old.

Average Household Size and Affordability

Table 9: Size of Household

The average household size in Prosser was 2.83 persons per household, a higher ratio than the State or County. The average household size was lower for renters than owners.

Average household size--	Prosser city	Benton County	Washington
Total	2.83	2.68	2.53
Owner occupied	2.93	2.78	2.65
Renter occupied	2.59	2.45	2.32

2000 Census of Population

Table 10: Affordability of Rental Housing

Rental Affordability			
<i>GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999 [11] Percent of Units</i>	<i>Prosser city, Percent</i>	<i>Benton County, Percent</i>	<i>Washington, Percent</i>
Total:	100.0%	100.0%	100.0%
Less than 10 percent	6.3%	7.3%	4.8%
10 to 14 percent	15.1%	13.7%	10.3%
15 to 19 percent	9.8%	15.7%	14.5%
20 to 24 percent	16.5%	13.5%	13.9%
25 to 29 percent	8.2%	10.7%	11.5%
30 to 34 percent	17.6%	6.9%	8.3%
35 to 39 percent	3.1%	4.4%	5.7%
40 to 49 percent	6.5%	7.1%	7.2%
50 percent or more	9.4%	15.0%	17.8%

In 2000, housing tended to be more affordable in Prosser than the County or State with less than 16% of all renters paying more than 40% of their income for rent. The median cost of owning a home with a mortgage was \$941 per month, compared to a state average cost of \$1,268.

Home Ownership Affordability			
<i>Median selected monthly owner costs for --</i>	<i>Prosser city</i>	<i>Benton County</i>	<i>Washington</i>
Housing units with a mortgage	941	1,053	1,268
Housing units without a mortgage	327	304	338

2000 Census

Future Capacity

The analysis of population growth in the Land Use Element demonstrates that the Comprehensive Plan has the ability to accommodate the

forecasted growth for the city. The amount of area within the city and its urban growth area, allows ample opportunity for a wide variety of housing types. The combination of new units added to the affordable existing units should allow an ample opportunity for housing to be provided to all income levels.

Table 11: Housing Quality

Housing Quality

An important indicator of housing quality as reported in the Census is the number of people per room in each housing unit since a high ratio indicates potential overcrowding.

While the number of people per room in Prosser is a little higher than the State or County averages, there is less

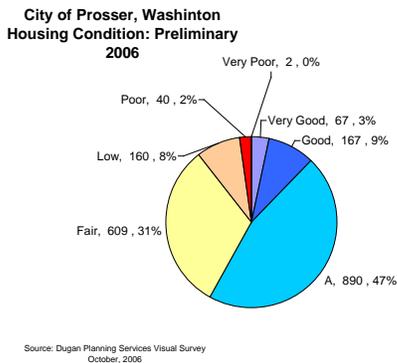
<i>Persons Per Room</i>	<i>Prosser city, Percent</i>	<i>Benton County, Percent</i>	<i>Washington, Percent</i>
Total:	100.0%	100.0%	100.0%
Owner occupied:	69.2%	68.8%	64.6%
0.50 or less occupants per room	48.9%	51.1%	48.9%
0.51 to 1.00 occupants per room	15.7%	15.1%	13.8%
1.01 to 1.50 occupants per room	1.7%	1.4%	1.1%
1.51 to 2.00 occupants per room	2.3%	0.8%	0.5%
2.01 or more occupants per room	0.5%	0.4%	0.2%
Renter occupied:	30.8%	31.2%	35.4%
0.50 or less occupants per room	17.5%	17.1%	19.6%
0.51 to 1.00 occupants per room	10.3%	10.7%	12.5%
1.01 to 1.50 occupants per room	0.9%	1.7%	1.6%
1.51 to 2.00 occupants per room	1.5%	1.3%	1.2%
2.01 or more occupants per room	0.6%	0.6%	0.5%

potential overcrowding for owners than renters.

In October of 2006, Dugan Planning Services conducted a 100% visual survey of the City utilizing assessor data to rate housing condition and quality in the community using the following rating scale:

- Very Good: Houses of exceptional quality often incorporating distinctive architectural features or amenities that causes the unit to stand out among other units in the neighborhood. Includes older structures of historical significance maintained or rehabilitated to outstanding condition.
- Good: A very well maintained structure with significant residential amenities (such as view, swimming pools, extensive landscaping, etc.) or noteworthy architectural features that provide amenities superior to other homes in the neighborhood.
- “A”: Housing units maintained in good condition which is average or above average. All significant maintenance needs (such as painting, roofing, siding repair etc.) are current and no defects are noted.
- Fair: Units without significant structural defects, but may not have all maintenance needs kept up to date. For example, may need painting, roofing needs attention, siding features need repair or windows need attention.
- Poor: Structures evidencing structural defects or significant maintenance needs, such as needed wall or roof patching or replacement, or structural features evidence warping.

Figure 10: Housing Condition or Quality



As shown, 58% of the units are rated A or better. Only 10.5% of the units are rated less than fair, indicating a relatively high quality of housing units. The residents of the community take particularly good care of their yards with less than 7% of the total units rated with yards of low or poorer care and over 80% rated good or better.

Poorer housing conditions tend to be located in areas with older housing stock and in the older mobile home parks.

Particularly noticeable clusters of lower quality houses or houses in poorer condition occur at the eastern and western ends of Sherman Avenue. In both of these areas, some lower-quality units or poorer housing conditions present a threat of blight. Another significant concentration is located along Alice. (Another cluster exists along the central part of Sherman, but substantial reinvestment is occurring in this area, with some new units being built or others being rehabilitated). Mobile home courts along Wine Country Road and adjacent to Highway 22 and on Sheridan have a significant number of low-quality units in poor condition.

Chapter VIII TRANSPORTATION ELEMENT

Introduction

The transportation goals and policies are designed to bring about an efficient transportation system as the City grows, as well as to improve the current condition of the area road system. The transportation system will play an integral part in the economic success of the downtown area. It will also include a route through the City for tourists of the region as well as providing access to customers. Alternative forms of transportation, such as bicycle, foot, and bus are also important. These goals and policies are critical to the long-term interests of the area, such as livability, economic vitality, and environmental preservation.

This element establishes Prosser's transportation goals, policies, and strategies for the 20-year planning period. It will direct transportation decisions regarding annual plan updates including, the Six-Year Transportation Improvement Plan, the Capital Facilities Plan for Public Works Facilities, and the Annual Budget. It will also affect development review and approval, land use, and zoning decisions, and continuing transportation programs. This element is additionally referenced to the City of Prosser Citywide Transportation Study, January 1997 and the 2006-2025 Regional Transportation Plan, November 2006 as adopted by the Benton-Franklin Council of Governments.



Transportation Policies

Transportation Design Policies

Goal TD 1- To emphasize the movement of people and goods rather than vehicles in order to obtain the most efficient use of transportation facilities; and to establish a minimum level of adequacy for transportation facilities throughout the City through the use of consistent and uniform standards.

- Policy TD 1.1. Encourage the use of shared parking lots which serve a group of downtown businesses.
- Policy TD 1.2. Protect residential areas of the City from traffic which would produce substantial adverse impacts on the residential quality of these

areas'. transportation.

- Policy TD 1.3. Minimize the amount of through traffic on local streets in residential areas.
- Policy TD 1.4. Design arterials and streets to fit the character of the areas through which they pass.
- Policy TD 1.5. Involve affected neighborhoods and other interested citizens in the planning of arterial improvements projects.
- Policy TD 1.6. Draft a comprehensive improvement plan and generate design standards for all streets and City entrances. Landscaping, scale, materials, curbs, and location of parking lots are a few examples.
- Policy TD 1.7. Improve and promote the traditional grid system of streets in the City in order to:
- Provide design advantages for infrastructure installation and expansion, mass transit, fire and police protection, and streetscaping.
 - Encourage neighborhood cohesiveness through improved pedestrian/vehicular access, definable boundaries, ease of location, and enhanced observability.
- Policy TD 1.8. Improve the efficiency of traffic flow in the arterial network by monitoring traffic, upgrading traffic control devices and using traffic management techniques.
- Policy TD 1.9. Establish future transportation corridors so that as development occurs, these corridors are developed.
- Policy TD 1.10. Develop a comprehensive roadway construction program, and utilize transportation capital investments cost effectively, including existing facilities to the greatest extent possible. implement cost effective transportation capital which utilizes existing facilities to the greatest extent possible.
- Policy TD 1.11. Develop a safe and convenient environment for walking and bicycling by:
- Separating pedestrian, bicycle and vehicle traffic.
 - Encouraging segregated internal pedestrian circulation systems in new or redeveloping commercial-retail districts.

- Policy TD 1.12. Require trail routes and/or sidewalks where appropriate in PUD, plat and short plat approvals.
- Policy TD 1.13. Require safe, attractive sidewalks adjacent to all arterials and any streets abutting multifamily and commercial development.
- Policy TD 1.14. Develop a linkage system in areas where sidewalks are intermittent.
- Policy TD 1.15. Provide area illumination at potentially hazardous street crossings.
- Policy TD 1.16. Provide wheelchair ramps and other aids to enhance safe mobility of the physically challenged.
- Policy TD 1.17. Give special consideration to pedestrian and bicyclist problems in school, park, sport and commercial areas and new streets.
- Policy TD 1.18. Take advantage of corridors such as transmission lines, surplus rail and street right-of-ways if available, and public lands for trail or bicycle path purposes.
- Policy TD 1.19. Update comprehensive street plan to ensure adequate right-of-way is obtained via the development process.
- Policy TD 1.20. Where appropriate utilize transportation management strategies that may reduce traffic volumes:

Strategy TD 1.20.1. Consider and implement as may be appropriate transportation demand management (TDM) strategies to mitigate potential adverse impacts of new development on the transportation system and to assist in maintaining “concurrency.” Such measures may include:

- *Educational programs to encourage bicycling, pedestrian activities, transit use, and*
- *Implementation of Goals TM 1, TM2 and TA 3 and strategy TD1.20.2.*

Strategy TD1.20.2. Encourage large employers to consider commute trip reduction (CTR) programs including:

- *Commuter Financial Incentives (such as Transit Allowances).*
- *Rideshare Matching.*

- *Alternative Scheduling (Flextime and Compressed Work Weeks).*
- *Telework and telecommuting*
- *Walking and Cycling Encouragement and Improvements.*
- *Bicycle Parking and Changing Facilities.*
- *Transit Encouragement programs.*

Regional Transportation Policies

Goal TR 1- To facilitate effective use of the transportation system through coordination of transportation facilities and services for all types of motorized and non-motorized transportation throughout the county.

- Policy TR 1.1. Work with Ben Franklin Transit to increase transit accessibility in the community by adding buses and bus routes.
- Policy TR 1.2. Maximize vanpooling opportunities for commuters who travel in and out of the City.
- Policy TR 1.3. Actively participate in the development of regional transportation facilities to ensure that the City's transportation needs are incorporated in regional system planning.
- Policy TR 1.4. Encourage the establishment of regional system of park-and-ride lots.

GOAL TR 2 To provide a local transportation system that is coordinated and consistent with the regional transportation network.

- Policy TR 2.1. Coordinate with Benton County, the Regional Transportation Planning Organization, and other affected groups and agencies to establish an integrated planning effort that ensures consistency and compatibility between transportation plans and objectives.
- Policy TR 2.2. Coordinate with the State Department of Transportation in the review of development requests adjacent to or impacting I-82.
- Strategy TR 2.2.1. Provide an environmental buffer strip between state routes and adjacent uses to minimize disturbance due to noise and other highway impacts.*
- Policy TR 2.3. Involve affected neighborhoods and other interested citizens and groups in the planning of street improvement projects.

Transportation Planning Policies

Goal TP 1 - To distribute transportation costs and benefits equitably; and to provide for consistency and fairness in establishing priorities for transportation expenditures.

- Policy TP 1.1. Require the developer/project applicant to finance all on-site and necessary off-site transportation improvement projects that are required to mitigate project impacts under the State Environmental Policy Act (SEPA). Levels of service must be defined when devising impact fee formulae.
- Policy TP 1.2. Make transportation and circulation corridors multi-functional that include roads and utilities, as well pedestrian, and bike routes in integrated systems.
- Policy TP 1.3. Locate, design, and install transportation and circulation facilities to meet reasonably foreseeable future needs.
- Policy TP 1.4. Develop and improve transportation networks and facilities commensurate with existing and future land use and development patterns. The City road programs, trails, and the like should not only consider engineering aspects, but the rate and type of development expected to occur in proximity to proposed transportation improvements. Whenever a new transportation route or facility is created or an existing one improved or expanded, it should be done so in support of the policies contained in this Comprehensive Plan.
- Policy TP 1.5. Integrate public awareness and review into any proposed transportation plan, program, or project.
- Policy TP 1.6. Locate and design facilities associated with transportation and circulation with respect to such natural features as topography, soils, geology, floodplains, streams, shorelines, marshes and aquifer recharge areas.
- Policy TP 1.7. Clearly and completely sign or otherwise mark circulation routes, particularly the City roads, to facilitate convenient travel for the public and efficient service-delivery for emergency vehicles.
- Policy TP 1.8. In order to provide traffic safety, and to minimize public expenditures, incorporate limited-access provisions into road circulation routes wherever possible. Jointly-used residential driveway, and commercial or residential frontage roads should be a high priority in roadway and roadside design.

- Policy TP 1.9. Ensure that the location, design, construction, and operation of transportation and circulation facilities follow the policies and performance standards of the Shoreline Management Master Program for the City where applicable.

Transportation Concurrency

GOAL TC 1 - To ensure that transportation facilities and services needed to support development are available concurrent with the impacts of such development, which protects investments in existing transportation facilities and services, maximizes the use of these facilities and services, and promotes orderly, compact growth.

- Policy TC 1.1. Define adequate public streets, including state highways as:
- LOS “C” for peak hour as defined by the Transportation Research Board’s Highway Capacity Manual for all City streets except those located in the commercially-designated area of downtown south of the railroad tracks, where the level of service is “D” for peak hour traffic.
 - Adequately constructed roadway or intersection facilities (including signalization) to accommodate traffic movements without creating hazardous conditions to vehicles or pedestrians.

- Policy TC 1.2. Accommodate development only when street facilities providing an acceptable level of service to the development are available or are guaranteed to be provided within six years of the approval of the development.

Strategy TC 1.2.1. Consider streets and intersections adequate when traffic generated by the development can be accommodated on streets serving the development without lowering the level of service below the level set in Policy TC1.1.

Strategy TC 1.2.2. Utilize the procedures of the State Environmental Policy a Act (SEPA), as implemented by City ordinance, to determine the adequacy of transportation services serving new development and to require appropriate mitigation concurrent with new development

Strategy TC 1.2.3. Consider improvements “concurrent” when appropriate financing is guaranteed. Such guarantee may be evidenced by inclusion in the six-year Transportation Improvement Program (TIP),

provided that such project can be considered to be fully funded.

- Policy TC 1.3. Require new subdivision development to be improved to full city street and utility standards.
- Policy TC 1.4. Platted but undeveloped right-of-way should not be permitted to be used for residential access until the street has been developed to adopted standards and accepted by the city.
- Policy TC 1.5. Obtain future street rights of way or easements prior to or concurrent with developments to facilitate access to adjoining future developments.
- Policy TC 1.6. Require residential, commercial, and industrial developments to facilitate pedestrian, bicycle, and motorized transportation.

Multi-Modal Policies

GOAL TM 1. - To develop, maintain and operate a balanced, safe, and efficient multi-modal transportation system to serve all persons, special needs populations and activities in the community.

- Policy TM 1.1. Provide appropriate standards for new streets and upgrade of existing streets.
- Policy TM 1.2. Form Local Improvement Districts (LIDs) to improve existing substandard streets, including provision of sidewalks and bicycle accommodation where appropriate, with costs repaid through local tax assessments.
- Policy TM 1.3. Regularly schedule data collection and analysis, including traffic and accident data, to support studies, planning and operational activities.
- Policy TM 1.4. Maintain a current street system plan for the city and its urban growth area that is consistent with the Land Use Element and meets the circulation needs of the city's residents, businesses, and industry.
 - Strategy TM 1.4.1. Maintain an annually updated listing of prioritized road improvement needs based on the Transportation Element.*
 - Strategy TM 1.4.2. Provide annual updates of the six-year Transportation Improvement Program (TIP)*

consistent with this plan.

- Policy TM 1.5. Connect all transportation modes by coordinating planning of transportation programs, operation of facilities, and project site design.
- Policy TM 1.6. Establish appropriate truck routes to serve existing and future commercial and industrial areas for the orderly and efficient movement of freight and goods.
- Policy TM 1.7. Encourage the improvement and establishment of terminal facilities to enhance agricultural, commercial, and industrial use.
- Policy TM 1.8. Preserve opportunities for industrial development that could be enhanced by accessibility to rail service.
- Policy TM 1.9. Preserve existing rail infrastructure and rail service within the city.
- Policy TM 1.10. Continue to give top priority to maintenance and preservation of existing transportation facilities and services.
- Policy TM 1.11. Provide a safe and efficient transportation and circulation system that addresses the needs of the city's residents, promotes and supports the desired land use pattern, and is developed concurrent with new growth.

Strategy TM 1.1 1.1. The city shall make every effort to provide all segments of the population with safe and convenient access from their homes to places of employment, shopping, recreation, and to public facilities and services.

- Policy TM 1.12. Encourage cooperation between governmental and private enterprises to increase overall safety awareness.
- Policy TM 1.13. Provide appropriate traffic control measures.
- Policy TM 1.14. Provide safe crossings at potentially hazardous locations for pedestrians and bicyclists.
- Policy TM 1.15. Upgrade at-grade railroad crossings to provide rubber or concrete crossing materials.
- Policy TM 1.16. Promote energy efficient modes of transportation such as high-occupancy vehicles, bicycling, and walking.

GOAL TM 2. - To recognize bicycle and pedestrian movement as basic means of circulation and to assure adequate accommodation of bicycle, pedestrian, and physically-challenged persons needs in all transportation policies and facilities

- Policy TM.2. 1. Strive to provide a system of bicycle routes and pedestrian walkways that link neighborhoods and public facilities and that enhance the walking and bicycling experience.
- Strategy TM.2.1.1. Determine where bicycle and pedestrian routes should be designated and encourage their construction and use.*
 - Strategy TM.2.1.2. Link schools, parks, sport and commercial areas, and other public and semi-public facilities with pedestrian and bicycle facilities.*
 - Strategy TM.2.1.3. Develop a linkage system in areas where sidewalks are intermittent or non-existent.*
 - Strategy TM.2.1.4. Replace old, substandard sidewalks as funding permits.*
 - Strategy TM.2.1.5. Provide wheelchair ramps and other aids to enhance safe mobility for the physically challenged.*
 - Strategy TM.2.1.6. Provide illumination at potentially hazardous street crossings.*
 - Strategy TM.2.1.7. Sign and delineate designated bike routes.*
 - Strategy TM.2.1.8. Purchase and install bicycle racks at the park, and at other high-use areas.*
 - Strategy TM.2.1.9. Develop a pedestrian bicycle facilities plan that incorporates these strategies.*
- Policy TM.2.2. Take advantage of corridors, such as power lines, surplus street rights-of-way, buffer zones, and public lands, for multiple use trails and pathways.
- Policy TM.2.3. Require sidewalks on both sides of streets in public and private development projects within the urban growth area.
- Policy TM.2.4. Require single and multi-family residential development to provide bicycle-friendly streets and sidewalks within the development and to the nearest improved street.
- Policy TM.2.5. Develop and/or adopt design standards for bicycle-friendly streets, sidewalks, crosswalks, bike racks, and multiple-use trails and pathways.

- Policy TM.2.6. Require new and improved commercial centers to be located and designed to facilitate access and circulation by alternative transportation modes.
- Policy TM.2.7. Maintain roadways, sidewalks and pathways in a safe condition.
- Policy TM.2.8. Promote educational programs to enhance the safety and practicality of travel by bicycle.
- Policy TM.2.9. Promote the enforcement of traffic laws for bicycle transportation.
- Policy TM.2.10. Identify and include appropriate pedestrian and bicycle elements in major street improvement projects to be included in the six-year Transportation Improvement Program (TIP).
- Policy TM.2.11. Include stand-alone pedestrian and bicycle projects in the six-year TIP.
- Policy TM.2.12. Actively seek state and federal grants for non-motorized transportation improvement projects

Parking Policies

GOAL PK 1. - To ensure adequate parking in the downtown area which supports economic growth, and is consistent with downtown design and pedestrian circulation goals.

- Policy PK 1.1. Require off-street parking and loading areas in new commercial and industrial developments.
 - Strategy PK 1.1.1. Off-street parking should be designed to integrate with, or at least not interfere with, pedestrian amenities and access by bicycles.*
- Policy PK 1.2. Promote adequate parking for high-density residential, commercial, and industrial areas.

Transportation Environmental Policies

GOAL TE 1. - To manage, conserve and protect Prosser's natural resources through a balance of development activities complemented with sound environmental practices.

- Policy TE 1.1. Locate and design facilities associated with transportation and circulation with respect to such natural features as topography, soils, geology, floodplains, streams, shorelines, marshes, and aquifer recharge areas.
- Policy TE 1.2. Route new streets to avoid encroaching on natural preserves, parks and recreation areas and identified critical areas, and to preserve scenic areas and open spaces.
- Policy TE 1.3. Strive to plan, construct, and maintain transportation facilities in such a manner as to promote positive social, economic, and environmental impacts.
- Policy TE 1.4. Provide adequate review procedures to ensure that transportation projects and improvements protect aesthetic values.
- Policy TE 1.5. Ensure the preservation and construction of the natural and built environments through proper management and allocation of land uses and transportation facilities.

Transportation and Land Use

GOAL TU 1. - To actively influence the future character of the City by managing land use change and by developing City facilities and services in a manner that directs and controls land use patterns and intensities.

- Policy TU 1.1. Review development proposals, rezoning and vacating petitions, variance requests, subdivision plats and commercial and industrial construction site-plans to ensure coordination with the Transportation Element.
- Policy TU 1.2. Establish procedures to ensure that development does not encroach upon future right-of-way needs.
- Policy TU 1.3. Develop a transportation system that meets the circulation needs of commercial and industrial development.
- Policy TU 1.4. Encourage commercial developments to use joint access points to aid in traffic control and to protect and enhance the carrying capacity of the transportation system.
- Policy TU 1.5. Maintain a current street-system plan for the city and its urban growth area that is consistent with the Land Use Element and meets the circulation needs of its citizens and businesses, and that will serve to attract future businesses.

- Policy TU 1.6. To the extent feasible, continue the grid system of streets and blocks in new developments.
- Policy TU 1.7. Encourage major traffic generators such as schools, churches, shopping, and industrial areas to locate on or near arterials and collector streets.
- Policy TU 1.8. Coordinate land use and public works planning activities with an on-going program of financial forecasting for needed transportation facilities and services. Utilize the city's long-range financial management plan as a guide for:
- Strategy TU 1.8.1. Monitor the overall effectiveness of the Transportation Element; and*
 - Strategy TU 1.8.2. Balance land use decisions with the city's financial capability to provide transportation facilities and services.*
- Policy TU 1.9. Protect and pursue acquisition of land needed to connect existing and planned rights-of-way.
- Policy TU 1.10. Base all transportation forecasting and planning on supporting the land use plan as set forth in this comprehensive plan.

GOAL TO 1. - To provide access to a comprehensive system of parks and open spaces that responds to the recreational, cultural, environmental and aesthetic needs and desires of the City's residents.

- Policy TO 1.1. Assure provision of adequate transportation infrastructure, including bicycle and pedestrian facilities, to meet access needs to the City's existing and proposed parks, playgrounds, and open spaces.
- Strategy TO 1.1.1. Provide vehicle parking, bicycle racks and facilities for the physically challenged*

Transportation Finance

GOAL TF 1. - To secure funding through grants, mitigations, and general funds for safety and capacity measures to maintain adopted LOS standards.

- Policy TF 1.1. Pursue federal and state grants.
- Policy TF 1.2. Use the SEPA mitigation system to identify:

- Safety and capacity improvements based on any projected deficiencies.
- Costs of improvements needed to mitigate increased traffic.
- Reflected in the annual capital improvement plan update.
- Fair-share costs determined from the capacity improvement cost and the 20-year increase in traffic. (Update annually for newly added projects and mitigation of fair-share costs.)
- Mitigation assessments, determined by the number of development trips and the capacity or safety improvement fair-share cost.
- Mitigation assessments that may be used for identified capacity or safety improvements.

Policy TF 1.3. Update the capital improvement plan annually, adding new project and deleting completed projects.

Transportation Access

GOAL TA 1. - To continue public transportation service accessibility for elderly, disabled, low and moderate income, youth, and other mobility-disadvantaged people between Prosser and the Tri-Cities.

Policy TA 1.1. Continue inclusion in Ben Franklin Transit's Public Transportation Benefit Area.

Strategy TA 1.1.1. Periodically sample public interest.

Policy TA 1.2. Plan to provide and maintain interconnecting bus, train, and plane schedules.

Transportation Analysis

Street and Highway Existing Conditions

Existing Streets and Highway System

Figure 11 portrays the city's current street system. Figure 11 classifies city streets according to the Washington State Department of Transportation (WSDOT) Roadway Functional Classification System. The WSDOT and the Federal Highway Administration define four functional street classification categories that are applicable to urbanized areas. The four classes of streets are principal arterial, minor arterial, collector arterial, and access streets. These classes recognize a transition in street use from strictly providing access to property to regional mobility. They are grouped according to their traffic volumes, geometric characteristics, and the type of land use they

serve. Traffic volumes on city streets can be measured by counting Average Daily Traffic (ADT). Since this comprehensive plan does not anticipate any changes to the current functional classifications, Figure 11 represents both the existing and future street network of public streets.

The functional street classification categories are described below.

Principal Arterials. These provide for traffic movements into, out of, and through Prosser. Many of the trips using principal arterials have neither their origin nor their destination within Prosser, but are generated by the surrounding areas within Benton County. Principal arterials carry the highest traffic volumes and serve the longest trips. The traffic movement function is emphasized at the expense of convenient access to adjacent land uses. Regional and inter-city bus routes are generally concentrated on the principal arterials, as well as support facilities such as transit centers, and park- and ride-lots. The principal arterial classification is further subdivided into: 1) interstate freeways, 2) other freeways and expressways and 3) other principal arterials without strict access control..

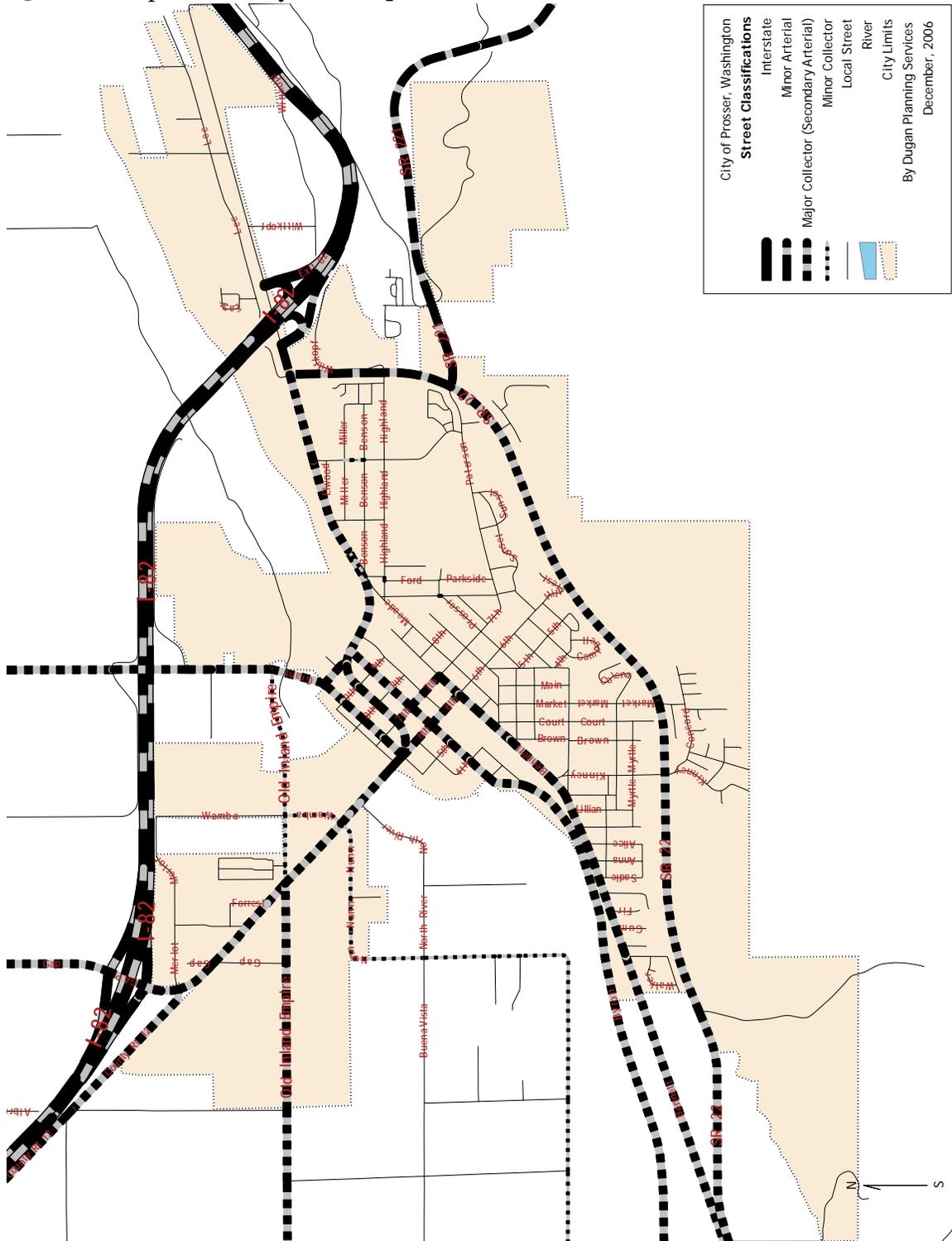
Minor Arterials. Minor arterials connect with, and augment, the principal arterials, and serve intra-city as well as some through-trips. A minor arterial provides more access to abutting land uses than does a principal arterial. Minor arterials also serve local and intra-community bus routes and business centers.

Collector Streets. These provide for movement within neighborhoods and funnel neighborhood trips onto the principal- and minor-arterial street system. Collectors typically carry moderate traffic volumes, relatively shorter trips than the arterials, and little through-traffic. In the downtown, collector streets may include the street grid which forms a logical entity for traffic circulation. Local bus routes may use collector streets for passenger pick-up in residential areas.

Minor Collectors. Minor collectors are two-lane streets that collect (or distribute) traffic within a neighborhood and provide the connection to a minor or principal arterial. Minor collectors serve neighborhood traffic, and also provide access to abutting land uses. They do not carry much through-traffic, and are designated to be compatible with residential neighborhoods and local commercial areas.

Major Collectors (also considered under the land use policies as a “secondary arterial”). Major collectors provide connections between a principal arterial and concentrations of residential and commercial activities. The amount of through-traffic is less, and there is more service to abutting land uses. Traffic flow is given preference over lesser streets.

Figure 11: Map of Street System and Classifications



The following table provides an inventory of state-owned transportation facilities in the City of Prosser. HSS is an acronym for Highways of Statewide Significance. “1” is a designator for Rural Interstate, “6” is a designator for Rural Collector, and “7” is a designator for Rural Minor Arterial.

Table 12: Inventory of State Owned Transportation Facilities

Jurisdiction	Route Designation	SR MP Enter UGA	SR Leave UGA	Functional Class	HSS or Non-HSS	Posted Speed	# Lanes
PROSSER	I 82	82.09	82.31	1	HSS	70	4
	SR22	33.20	35.06	7	Non-HSS	55	2
	SR22	35.06	35.62	6	Non-HSS	55	2
	SR 221	25.48	26.07	6	Non-HSS	55	2

LOS Standards

Introduction

The level of service (LOS) is an estimate of the quality and efficient performance of transportation facilities in a community. LOS standards are provided by the Transportation Research Board's *Highway Capacity Manual*. The Manual's LOS system measures the degree of traffic congestion and delay using the letter rating "A" for the least amount of congestion, to the letter "F" for the most amount of congestion. LOS standards are most often described by travel times, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Communities are allowed to decide what level of congestion is tolerable. The following letter ratings are used to determine LOS standards:

Level of Service A. Low volumes, high speeds, and no delays. Freedom to select desired speeds (within designated speed limits) and to maneuver within the traffic stream is extremely high. Nearly all drivers find freedom of operation and there is seldom more than one vehicle in the queue.

Level of Service B. Zone of stable flow. Drivers still have reasonable freedom to select their speed (within designated speed limits). However, some drivers begin to consider delay and inconvenience and occasionally there is more than one vehicle in the queue.

Level of Service C. Still in the zone of stable flow, but speeds and

maneuverability are more closely controlled by the higher volumes. The selection of speed is now affected by the presence of others, and maneuvering within the traffic stream requires vigilance on the part of the driver. Many times there is more than one vehicle in the queue and most drivers feel restricted, but not objectionably so.

Level of Service D. Approaches unstable flow. Speed and freedom to maneuver are severely restricted. Small increases in traffic flow will generally cause operational problems at this level. Often there is more than one vehicle in the queue and drivers feel quite restricted.

Level of Service E. Represents operating conditions at or near the capacity of the highway. Low speeds. Freedom to maneuver within the traffic stream is extremely difficult. Any incident can be expected to produce a serious breakdown with extensive queuing. There is almost always more than one vehicle in the queue.

Level of Service F. Describes forced flow operation at very low speeds, where volumes are above theoretical capacity. Operations are characterized by stop-and-go traffic. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclic fashion. Long delays result. Forced flow which represents an intersection failure condition that is caused by geometric and/or operational constraints external to the intersection.

The uniform urban- and rural-area level-of-service standards for Prosser, and all of Benton County, are determined by the Benton-Franklin Regional Council in its ***Regional Transportation Plan***. A uniform LOS of "D" is the acceptable urban areas LOS for Prosser's preparation of its Comprehensive Plan under GMA. However, at the discretion of each jurisdiction, a higher or lower LOS may be used on selected portions of the urban transportation network. The City of Prosser has chosen LOS "C" as its standard (except for its downtown area where the LOS is set to "D").

The following tables show LOS standards for non-signalized intersections in Prosser.

Table 13: Level of Service Criteria for non-signalized Intersections

Reserve Capacity	Level of Service	Expected Traffic Delay
>400 vehicles	A	Little or not delay
300-399 vehicles	B	Short delay
200-299 vehicles	C	Average delays
100-199 vehicles	D	Long delays
0 vehicles	E	Very long delays
*	F	Extreme delays

Source: *Highway Capacity Manual, Transportation Research Board.*

The following tables outline general guidelines established by the Washington State Department of Transportation for determining level of service on roads based on average weekday traffic. The tables pertain to two lane roads in urban population centers of less than 150,000 persons. As noted, adding turn lanes significantly increases the

capacity of the intersection.

Table 14: Level of Service for Average Weekday Traffic on Two Lane Roads and Streets

Level of Service	Number of Automobiles
A	0 to 4,000
B	4,100 to 7,000
C	7,100 to 9,000
D	9,100to 11,000
E	11,000to13,000
F.	13,100plus

Source: Highway Capacity Manual, Transportation Research Board

Table 15: Level of Service for Average Weekday Traffic with Turn Lanes at Intersections

Level of Service	Number of Automobiles
A	0to 9,000
B	9,100to 13,000
C	13,100to 14,000
D	14,100to 15,000
E	15,100to 16,000
F	16,100 plus

Source: Highway Capacity Manual, Transportation Research Board.

Road and Street Design Standards

Average Daily Traffic (ADT). The general unit of measure for traffic defined as the total volume during a given time period (in whole days), greater than one day and less than one year, divided by the number of days in that time period.

Design Hourly Volume (DHV). The DHV is the 30th highest hourly volume (30HV) of the future year chosen for design. On the average rural road or arterial, 30HV is about 15 percent at ADT. For urban areas, 30HV is usually between 8 to 12 percent of the ADT.

Ideal Classification System. In an ideal system, streets would be laid out in a rectangular grid with a functionally strict hierarchy, and a sharp differentiation between classifications. Land use patterns, topography constraints and environmental conditions dictate an irregular street system, and the classification system can only achieve a rough approximation of these ideal guidelines.

The higher classified streets handle the highest traffic volumes. Principal arterials account for only 5 to 10 percent of the total highway mileage in an urban area, but carry 40 to 65 percent of the total travel (measured in vehicle miles of travel). Local streets, on the other hand, comprise 65 to 80 percent of the system but carry only 15 to 20 percent of the travel demand. This plan recognizes roadway elements as stipulated in the Washington State design standards for cities and counties. The right of way in all cases must not be less than the total width for all design elements. Definitions for some transportation planning terms are necessary. According to the City and County Design Standards, 1989, published by the WSDOT, the terms are defined as follows:

Clear Zone. The clear zone is that roadside border area starting at the edge of the traveled land that is available for safe use by errant vehicles. The available clear zone is the distance measured in feet normal to the highway beginning at the edge of the traveled land to the closest part of any fixed object or nontraversable objects.

Jurisdiction. I-82 is under the jurisdiction of the U.S. Department of Transportation. SR 221 and SR 22 are under the jurisdiction of the State of Washington. All other streets within the City boundaries are under the jurisdiction of the City of Prosser. Streets within the proposed urban growth areas are under the jurisdiction of Benton County until these areas are annexed into the jurisdiction of the City.

Road and Street Construction Standards

Prosser's City Engineer has developed construction standards for Prosser roads and streets, and street curbs and gutters. These construction standards are in accordance with the *Standard Specifications for Road, Bridge, and Municipal Construction*, published jointly by the Washington State Department of Transportation, and the American Public Works Association. These standards shall guide the determination of adequacy of transportation facilities under policy TC 1.1.

Forecasts of Traffic Volumes

As required by the Growth Management Act (GMA), all forecasting of future traffic volumes in this plan is based on the orderly development of the city as set forth in the Land Use Element.

GMA also requires that LOS standards be regionally coordinated. This coordination occurs locally through the Benton-Franklin Council of Governments (BFCG), which is the Regional Transportation Planning Organization (RTPO) for the bi-county area.

There have been several studies of traffic in the City of Prosser over the last decade. The conclusions of these studies have suggested that progressively portrayed there could be a worsening of traffic conditions. Some of these forecasts, notably those prepared by the Benton Franklin Council of Governments, indicate that there will be significant reductions in levels of service on several city streets. However, these estimates of future activity would occur only with significantly greater increases in traffic than what available traffic counts indicate is occurring, and what would be required to accommodate the population growth that the land use plan would generate. Nonetheless, these forecasts are described below to demonstrate that the planning process has considered all available information, especially information developed by the regional transportation planning process. However, as discussed below many of these forecasts are unlikely to occur and should be considered a "worst-case" scenario of traffic conditions.

A 1996 comprehensive analysis of the City of Prosser Transportation system by Bucher Willis and Radliff, "Prosser Citywide Transportation Study," concluded that:

“Trend analysis forecasting procedure is appropriate for the City of Prosser. Land use development patterns are expected to be steady and stable. Traffic congestion is not expected to be an important issue. Traffic diversion to alternate routes or time frames are not expected to be significant. Trend analysis forecasting process is expected to provide appropriate projections...”

This 1996 study basically concluded that congestion is generally not a problem in the City of Prosser. In forecasting future traffic, BRW identified six streets where the LOS could reach D or lower by the year 2015:

- Wine Country Road South of Nunn Road
- Wine Country Road North of Gap Road
- 6th Street Southeast of Sheridan
- 7th Street Northwest of Meade Ave.
- Bennett Ave. Southwest of 6th Street
- Meade Street Southwest of 6th Street

Since this study, improvements have been made to Wine Country Road which addressed the potential deficiencies on Wine Country south of Nunn Road. Deficiencies on Wine Country north of Gap Road (which extends outside the city limits) would be related to potential commercial development in that area and facilities to support such development are addressed by the financial strategy in the Capital Facilities Element that would apply concurrency to future development in the area and require developer financing of needed facilities. The potential deficiencies related to downtown are discussed below. In addition to these needs this study also documented a range of transportation deficiencies in the form of substandard road ways and unsignalized intersections that could pose safety hazards as increasing volumes of traffic use these facilities.

In 2003 a comprehensive-plan update revisited transportation needs on the basis of the then effective 2001-2020 Benton Franklin Regional Transportation Plan (RTP). This Regional Transportation Plan for the Tri-Cities Metropolitan Area & Benton-Franklin-Walla Walla RTPO (RTP) describes future congestion problems anticipated on local arterial streets through 2020 and the capacity improvements needed to relieve said congestion while maintaining a LOS C or better. Traffic counts taken on May 2, 2002 reinforced the 2001-2020 RTP’s depiction for the City of Prosser’s traffic conditions. The projection of LOS in the 2001-2020 RTP was based upon a 2% annual growth rate for traffic. The construction of the projects listed in that RTP was anticipated to ensure that an LOS C is maintained through 2023.

Table 16: Projected Traffic Volumes and Level of Service: 2003-2023

Street	Location	Road Class	2003 AWW	LOS	2013 AWW	LOS	2023 AWW	LOS
Bennett Avenue	W of Dudley Ave	7	4,500	B	5,600	B	6,700	B
6th Street	W of Sheridan Ave	7	7,500	C	9,200	D	11,000	D
7th Street	W of Sheridan Ave	9	5,000	B	6,200	B	7,400	C

Sheridan Avenue	S of Wine Country Road	7	400	A	500	A	600	A
Sheridan Avenue	S of 6 th Street	7	1,300	A	1,600	A	2,000	A
Byron Road	S of Farrand Park	7	600	A	700	A	800	A
AWV = Average Weekday Volume								
Based on 2.0% annual growth rate of traffic volumes								

In a more recent update of the Regional Transportation Plan for 2006-2025, the Benton Franklin Council of Governments focused on different streets and concluded “Prosser has some serious congestion problems developing.” Table 17 presents their most recent forecasts as published in the 2006-2025 Regional Transportation Plan, November 2006. While Table 17 is taken directly from the regional transportation plan (Page 8-6), there are no traffic counts or discussion of the forecast methodology supporting these estimates.

Table 17: Project LOS on City Streets from 2006-2025 Regional Plan

SEGMENT	2005 LOS	2010 LOS	2015 LOS	2025 LOS
6 th Street: Wine Country Road to Meade	D	E	F	F
7 th Street: Wine Country To Meade	C	C	D	E-F
Bennett: West of 6 th Street	D	E	F	F
Meade Ave.: Dudley to 6 th St.	D	E	F	F
Meade Ave.: 6 th Ave. to 7 th St.	B	B	C-D	D
Wine Country: I-82 (East) to Port	B	B	C	D

It should be noted that the forecasted congestion indicated on Table 17 is primarily on city streets in the downtown area south of the railroad tracks, while all of the streets on Table 17 are outside of the immediate downtown area or are north of the railroad tracks. This suggests that the more concentrated development in the downtown may create more congestion than other City streets.

Current Traffic Trends

Table 18: Current Benton Franklin Council of Governments Traffic Counts on City Streets

Name	Location	Date	AWV BW	AWV S/W	AWV N/E	ADT N/E
6th St.	W/O Sheridan Ave.	May-07	7601	3565	4036	3687
6th St.	W/O Sheridan Ave	May-02	7423	3592	3831	
7th St	S/O Wine Country Rd	Sep-98	5208	2336	2872	
7th Ave.	W/O Sheridan Ave	May-02	4983	2622	2362	
Bennett Ave.	W/O Kinney Way	May-07	2644	1327	1317	1232
Bennett Ave.	W/O Dudley Ave.	May-02	4475	2172	2303	
Byron St.	S/O Farrand Park	May-02	563	267	296	
CR 12	W/O Wine Country Rd.	May-07	3144	1543	1601	1506
Market St	N/OSR22	Sep-98	1681	797	884	
North River Rd	W/O Wine Country Rd	Sep-98	1668	849	819	
Nunn Rd	W/O Wine Country Rd	Sep-98	709	356	353	
Patterson Rd	W/O SR 22/SR 221	Mar-98	1353	750	603	700
Sheridan Ave.	W/O 6th Ave.	May-02	1315	635	680	

Sheridan Ave.	W/O Wine Country Rd.	May-02	402	205	197	
Wamba Rd	N/O Wine Country Rd	Sep-98	184	84	100	
Wine Country Rd.	W/O 7th St.	May-07	4983	2803	2180	2017
Wine Country Rd.	E/O Wamba Rd.	May-07	10193	5254	4939	4573
Wine Country Rd	N/O Merlot	May-07	9605	5015	4590	4261
Wine Country Rd	N/O Gap Rd	Sep-98	2684	1273	1411	
Wine Country Rd	S/O Gap Rd	Sep-98	8432	4009	4423	
Wine Country Rd.	W/O SR22	May-07	3160	1115	2045	1841
Wine Country Rd	E/O SR 22	Sep-98	4895	2489	2406	

Tables 17 and 18 present an analysis of the available traffic counts for city streets in Prosser. While Table 17 above portrays 6th Street as performing at level of service D in 2005, the actual traffic count on this street from Table 18 shows it performing at a high level of service in 2007. Similarly while Table 17 portrays Bennett west of downtown as being at LOS D in 2005, the only current (2007) traffic count in this on Table 18 area shows Bennett at LOS A (although an earlier count—2002—closer to downtown has Bennett at LOS B). From the available information, the deficient LOS forecasted for some city center streets for 2005 has not occurred.

Table 19 analyzes the limited amount of data that is on Table 18 that identifies change overtime on the downtown Streets. As indicated, these counts show very little increase in traffic overall, although some shift seems to occur between the two parallel streets on Seventh and Sixth (traffic will tend to shift back and forth on these types of parallel streets if traffic volumes increase—such shifting trends to mitigate the potential of LOS dropping on either one of these streets separately). Based on current traffic trends as indicated by the available data it is unlikely that many of the forecasted deficiencies on city center streets will occur as forecasted on Table 17.

Table 19: **Trend Analysis of Downtown Street**

Street	Location	Direction	Year for	Year for	First Count (AWV)	Second Count (AWV)	Annual Increase
			First Count	Second Count			
6th Street	W of Sheridan Ave	Both	5/1/2002	5/1/2007	7423	7601	0.48%
		S/W	5/1/2002	5/1/2007	3592	3565	-0.15%
		N/E	5/1/2002	5/1/2007	3831	4036	1.05%
7th Street	W of Sheridan Ave	Both	9/1/1 998	5/1/2002	5208	4983	-1.10%
		S/W	9/1/1 998	5/1/2002	2336	2622	2.93%
		N/E	9/1/1 998	8/1/2000	2872	2362	-4.77%
Both Streets							-0.31%

Table 20 estimates the rate of annual increase in traffic that would be needed in order to exceed the LOS standards portrayed on Tables 14 and 15. Since all of the streets listed do not have turn lanes, the LOS would be determined initially by the volumes of traffic indicated by Table 14. However since there is sufficient space to add turn lanes on all of these streets, Table 20 also compares the annual increase required for different LOS levels (from Table 15) with turn lanes added. It should be noted that the addition of such

lanes could be provided at little expense and would probably not require a capital project. As noted on Table 20, all of these streets, except for 6th Street, would require rates of growth in excess of 2% in order to pose a LOS problem within the planning period on existing street configurations. Addition of turn lanes would require even higher rates of growth in order to pose capacity issues and the addition of such lanes would raise the rate of increase needed for LOS D to occur on 6th Street would be almost 3%. (Another option to increase capacity on downtown streets would be to signalize the intersections).

This analysis demonstrates that the worst-case estimates of LOS by BFCOG as presented on table 17 are unlikely to occur within the forecast period since the rates of increase required for that forecast are not occurring. Even if higher rates of growth did occur, there are relatively low cost options that could raise the LOS up to acceptable levels. However, since increased downtown congestions would accompany increased downtown business activity, this plan reduces the adopted downtown streets from the “C” adopted for the rest of the City to “D” in order to accommodate the vision of the land use element for a more robust downtown. As indicated on Table 20 traffic volumes would need to increase by almost 4% per year in order for a LOS to drop below the adopted “D” with the streets striped for turn lanes. Since this is a very high rate of growth, it is unlikely that major capital projects will be needed to address downtown congestion in the forecast period. In accord with the land use element, the population growth rate needed to accommodate the population allocation is only 1.56% per year.

The analysis on Tables 19 and 20 suggests that Table 16, which is based on the 2001-2020 Benton Franklin Regional Transportation Plan (RTP), reflects a forecast of future conditions more accurately than Table 17, and Table 16 shall be used as the traffic forecast for identifying capital improvements in the Capital Facilities Element needed for the transportation system. Table 20 shall be used as a “worst-case” forecast for future reference.

Table 20: Analysis of Future LOS on Downtown Streets

Street	Location	2003 AWV	Annual Rate Required to Reach	Annual Rate Required to Reach	Annual Rate Required	Annual Rate Required to Reach	Actual Increase 2002 to 2007
			D in 2025 W/O Lanes	D in 2025 with Lanes Added	E in 2025 W/O Lanes	E in 2025 with Lanes Added	
Bennett Avenue	W of Dudley Ave	4,500	3.3%	5.3%	4.2%	5.7%	
6 th Street	W of Sheridan Ave	7,500	0.9%	2.9%	1.8%	3.2%	0.5%
7 th Street	W of Sheridan Ave	5,000	2.8%	4.8%	3.7%	5.2%	

Table 18 does portray higher traffic volumes north of the River on Wine Country Road than the rest of the City. Recent improvements on Wine Country were designed to accommodate these higher traffic volumes. However, continued intensification of growth accessing the intersections at the I-82 interchange in the north part of the city will

require a major improvement during the planning period.

Impacts of Land Use Plan on State Facilities.

The state freeway and highways through Prosser all appear to be operating at LOS B or better and the state transportation regional plans do not identify any anticipated deficiencies on these systems. The population growth anticipated by the land use plan of 1.56% per year should not add traffic sufficient to create deficiencies on these systems. The exception to this overall picture is that intensification of commercial development in the vicinity of Merlot and Wine Country Road as noted above will create the enhance the intersections serving that interchange.

Regional Transportation Funding

The 2006-2025 Regional Transportation Plan funding plan is presented on the table below.

Table 21: 2006-2025 RTP Project Plan

2006-2015 Projects

Project Location	Project Details	Cost
Wamba Road Improvements - Old Inland Empire Highway to Merlot Road	Reconstruct, widen, curb, gutter, sidewalks, drainage, lighting, bike lane	\$800,000
Kinney Way Sidewalk: Park Avenue to SR 22	Curb and sidewalk	\$110,000
Sheridan Avenue Street Improvements – WCR to Third	Reconstruct, curb, gutter, sidewalks, drainage, lighting, bike lane	\$808,000
	Subtotal	\$1,718,000
2016-2025 Projects		
Project Location	Project Details	Cost
Sister Streets (Evans, Ellen, Canyon, Sadie, Anna, Alice, Margaret, Lillian, and Florence) Improvements	Reconstruct, widen, curb, sidewalk, drainage	\$1,600,000
OIEH: WCR to Grant	Widen, bike lane, safety Improvements.	\$317,000
	Subtotal	\$2,396,000

One of the more significant requirements of the GMA is that, if a proposed development will cause the LOS of a transportation facility to decline below the adopted standard, then the proposed development cannot be approved for construction unless transportation improvements or strategies to accommodate the impact of development are made concurrent with the development. Such development and improvements should additionally be anticipated in the Comprehensive Plan.



Improvements made in recent years to Wine Country Road have addressed immediate congestion issues on the major roadway through the City. While traffic forecasts in excess of current population growth rates do not identify significant problems on many roadways, roadway configuration and below standard construction can create significant hazards in specific areas especially in the downtown area and at unsignalized intersections, as traffic volumes increase. Development of alternative routes, such as Wamba Road and Kinney Way, should aid circulation patterns and tend to reduce potential congestion on the major collectors.

Intensive development in specific areas , such as commercial development near freeway intersections or near rail crossings, may generate traffic in excess of these generalized forecasts creating hazards or congested conditions in these locations. Traffic studies should be completed for any significant development to ensure traffic can be accommodated on the existing system without creating localized congestion or traffic hazards.

The planned improvements to the City's circulation system are described in the Capital Facilities Element.

Other Modes of Transportation

Truck Routes

SR 221 and SR 22 are truck routes through Prosser, although neither goes through downtown Prosser. There are 40 motor freight carriers located between Yakima and Tri-Cities area.

Transit

Prosser is served by Ben-Franklin Transit. Services include flexible routes and Dial-A-Ride. The Dial-A-Ride operates throughout the City and surrounding area on a demand/response basis. Those wishing to ride call in to the transit center to make

arrangements. The system uses special scheduling for community activities and events. Ben-Franklin Transit has a vanpool consisting of two vans commuting to Hanford worksites. The charge for using the Transit system is nominal, with senior citizens receiving a special fare. A park-and-ride facility is available on Stacy Avenue.

Airports

The Port of Benton owns and operates an airport in Prosser. The Prosser Airport has one paved runway and no instrumentation. Residents of Prosser have access to the Tri-Cities Airport in Pasco for commercial flights to national and international destinations. The TriCities Airport has three paved runways, a full instrumentation landing system, and regularly scheduled passenger services. Residents have access to the Richland Airport for business and small-plane flights. The Richland Airport is also owned and operated by the Port of Benton. It has two paved runways with a localizer instrument system. Finally, Prosser residents can use Vista Field in Kennewick. Vista Field is owned by the City of Kennewick. It is classified as a basic utility stage-2 facility serving single- and twin-engine propeller-driven general aviation type-aircraft typically weighing less than 8,000 pounds. The airport has two runways that are 150 wide and 3,500 feet long. The main runway has a partial taxiway, and is fully lighted.



Railroads

Prosser is served by the Washington Central Railroad. The Washington Central Railroad operates 12 tracks (including spurs) in the Prosser area. Industries wishing to ship via rail are advised to contact the railroad for service arrangements.



Barge

Barge service is available after truck transport to the Cargo Container facilities at the Port of Pasco. This cargo-container barge facility services Pacific Rim and United States ports through connections to deep-water vessels at the Port of Portland, OR.

Pedestrian, Bicycles, and Equestrian Facilities

The Centennial Pathway runs from the Yakima River along Wine County Road, out into unincorporated Benton County. The City is in the process of developing a pedestrian bicycle plan which identifies existing and future bicycle facilities.

Other Transportation Improvement Considerations

The transportation goals and policies of this plan address a range of transportation system improvements in addition to the continued development of the street network.

Freight Movement

The City of Prosser is part of the state and regional freight transportation network and depends on this system for the city's continued economic development. The *State Transportation Plan* identifies a variety of freight routes through or near the City. These routes include I-82, SR 22 from I-82 to SR-221 and SR221, and the rail routes (the State Plan does not identify the Prosser Airport as a airport that handles cargo—the nearest such fields are in the Tri-Cities and Yakima). The State plan identifies no significant present future bottlenecks for freight in the vicinity of the City of Prosser, although bottlenecks are identified along the rail route north of Yakima and in the Tri-Cities. The rail lines are operating at about half the potential capacity for these routes and no capacity problems are identified for the truck routes, although SR 221 is identified as a potential congestion point (that nonetheless is expected still to operate “efficiently”) in the year 2030.

Strategies to Reduce Traffic

As the city grows, the City of Prosser may need to explore methods for reducing traffic, especially if city streets begin to fall below the levels of service adopted in this plan. Potential strategies to reduce traffic can be grouped into two general categories, Transportation System Management and Transportation Demand Management:

- **TSM** Transportation System Management: Improvements designed to improve traffic flow that are low cost and can be implemented quickly. Such strategies may include variable message signs (VMS), highway advisory radio (HAR), ramp metering and re-striping roadways.
- **TDM** Transportation Demand Management: Programs and policies to reduce peak demand for transportation and to maximize efficient use of the transportation system. Such strategies may include encouraging employers to offer their workers flexible work schedules, ride-sharing and vanpooling, and congestion pricing.

Transportation system management measures such as revising traffic control measures and restriping to add additional turn lanes may be particularly effective in improving traffic flow and resolving any potential level of service problems in downtown intersections.

Because of their lower densities, rural areas tend to be particularly automobile dependent.

Most trips made by personal automobile and there is often relatively little demand for alternative modes, such as ridesharing, transit and cycling. Most alternative modes experience economies of scale: increased demand can lead to improved services. TDM strategies that give automobile owners an incentive to use alternative modes for some of their trips can result in a positive cycle of improved service and further increases in demand for alternatives. For example, there may be dozens of residents who commute on the same highway in their single occupant vehicle. Under current circumstances there may be little incentive to share rides, so non-drivers have poor travel options. A TDM strategy that gives these commuters an incentive to rideshare can lead motorists to form carpools, vanpools, or justify transit service.

Since many rural communities do not accommodate non-motorized travel well, a variety of pedestrian and cycling improvements can be implemented to increase local transportation options. Such measures (as envisioned by transportation Goal TM 2) not only improves transportation options, they also allows residents and visitors to enjoy healthy physical exercise.

A particular range of traffic reduction strategies are considered in Commute Trip Reduction (CTR) programs. CTR programs give commuters resources and incentives to reduce their automobile trips. CTR programs typically include a range of TDM strategies particularly directed at reducing single occupancy vehicle trips for commuting purposes including the following:

- Commuter Financial Incentives (such as Transit Allowances).
- Rideshare Matching.
- Alternative Scheduling (Flextime and Compressed Work Weeks).
- Telework and telecommuting
- Walking and Cycling Encouragement. and Walking and Cycling Improvements.
- Bicycle Parking and Changing Facilities.
- Transit Encouragement programs.



Chapter IX UTILITIES ELEMENT

Introduction

Providing and maintaining high quality public utilities and services as the City grows to help preserve the quality of life. The following goal and policies focus on improving deficiencies in present service and ensures that services will be available when needed.

Utility Policies

Goal UT 1- To provide utility services in an efficient, adequate and well-planned manner. Utilities Policies

- Policy UT 1.1. Whenever a new public utility system is created, or an existing one expanded, it should be done so in support of the policies contained in this Comprehensive Plan. To that end, priority for utility development should be in the urban areas with deficiencies in level of utility service and such service should be steadily improved and increased to a level considered "urban".
- Policy UT 1.2. The general taxpaying public of the City should not bear the direct costs of utilities associated with private developments. Residential, commercial, and industrial developers should assume the costs of utilities which are necessary to make their projects functional.
- Policy UT 1.3. Utilities should be located, designed, sized and installed to meet foreseeable future needs. Utilities should be installed within, or adjacent to, existing utility or transportation corridors whenever feasible.
- Policy UT 1.4. Whenever possible, utility corridors should serve multiple uses, such as transportation routes, pathways or recreational trails.
- Policy UT 1.5. Utility systems should not be installed in areas of geologic hazard unless geologic stability can be secured.
- Policy UT 1.6. Utilities should not be located in flood-prone areas unless adequate flood protection is provided, and the facilities are installed in a manner which does not increase the possibility of danger to someone else's life or property.
- Policy UT 1.7. The location, design, construction, and operation of utility systems along shorelines should follow the policies and

performance standards of the Shoreline Management Program for the City.

- Policy UT 1.8. The application of innovative technology for utility systems is encouraged for various types of land use, and for different sizes of development projects.

Water Goals and Policies

Goal WG 1. – To provide an adequate supply of high-quality domestic water to residential, commercial, and industrial users.

- Policy WG 1.1. Encourage water conservation through a variety of programs and incentives for residential and commercial users.

Strategy WG 1.1.2. Determine the acceptable level of service for the domestic water system by the fire-flow requirements established in the comprehensive water plan.

- Policy WG 1.2. Require that new residential, commercial, or industrial development provide an on-site water system to meet the city's comprehensive water plan, and municipal and fire district standards.

Strategy WG 1.2.1. Require that minimum fire-flow standards be consistent with Washington State standards for residential, commercial, and industrial neighborhoods.

Strategy WG 1.2.2. Maintain full metering.

- Policy WG 1.3. Develop new water sources, transmission, and storage close to the areas of growth as the city expands.

Wellhead Protection

In December 1996, the City of Prosser received a Wellhead Protection Plan prepared by Shannon and Wilson at the bequest of the Benton-Franklin Council of Governments. The plan describes the aquifers and potential sources of contamination, and recommends management procedures for reducing the propensity for groundwater contamination. The following goal and policies were recommended in the Wellhead Protection Plan to be included in the comprehensive plan for protection of the ground water aquifers.

Goal WP 1. – To protect the quality and quantity of the ground water used for public supplies by means of the following policies.

- Policy WP 1.1. Cooperate with agencies charged with the regulations of commercial and industrial chemicals, such as Ecology, to prevent

chemical contamination of ground waters.

- Policy WP 1.2. Preclude contamination of ground water from failing septic systems by continuing to require that all occupied buildings be connected to the sanitary sewer system.
- Policy WP 1.3. Be especially watchful of chemical spills in the vicinity of the Yakima River, since the river corridor is Prosser's only known aquifer recharge area.
- Policy WP 1.4. Require that drainage outfalls into the river be equipped with treatment facilities if necessary to remove pollutants.
- Policy WP 1.5. Encourage agencies with jurisdiction, such as Benton County, to regulate ranching and agriculture in the area around Prosser, so as to prevent wastes associated with those industries from entering the groundwater, especially wastes contributing to high nitrate levels.
- Policy WP 1.6. Prepare an overall stormwater plan to guide public and private investment in stormwater facilities.
- Policy WP 1.7. Maximize on-site retention in new developments, to increase the chances of runoff recharging the groundwater in a manner similar to that, which occurs in nature.
- Policy WP 1.8. Establish a wellhead protection overlay zone to cover the ten-year management area for Wells Nos. 2 and 3, which have low to moderate susceptibility.

Strategy WP 1.5.1 The overlay zone should call for vigilance in granting building permits and dealing with zoning issues. Zoning changes should restrict or prohibit the presence of potential contaminant sources such as those listed in Table 15 of the Wellhead Protection Plan. The City should formally notify all industries, and particularly those within the overlay zone, of the necessity to inform the city of any chemical or hazardous materials spills at their facilities and sites.

Wastewater Disposal

Goal SW 1. – To operate and maintain an efficient wastewater treatment facility.

Policy SW 1.1. Require that developers cover any increased costs for the provision of sewer interceptors and increased treatment capacity.

Strategy SW 1.1.1. Require developers to plan and complete work in accordance with the comprehensive sewer plan.

Policy SW 1.2. Operate the sewer waste water system within state and federal guidelines.

Strategy SW 1.2.1. Ensure that personnel are adequately certified in the operation and maintenance of the wastewater treatment facility.

Existing and Future Utility Needs

Existing utilities and future needs for public and private utilities are inventoried in a variety of documents, including:

- Telecommunications: Comprehensive Plan, City of Prosser, October 1996. pp XI-20 – XI-21
- Electrical Service: Comprehensive Plan, City of Prosser, October 1996. pp XI-16 – XI-20
- Natural Gas: Comprehensive Plan, City of Prosser, October 1996. pp XI-21– XI-22
- Cable: Comprehensive Plan, City of Prosser, October 1996. p XI-20
- Water Facilities: City of Prosser, Comprehensive Water System Plan, Huibregtse, Louman Associates, Inc., December 2001.
- Sewer Facilities: City of Prosser, General Sewer Plan, Gray & Osborne, Inc., July 1994.

Also, see pages XI-20 to 24 of the 1996 Comprehensive Plan for a discussion of the land use relationship to utility services and maps. The City-owned facilities are also addressed in further detail under the Capital Facilities Element.

Chapter X ECONOMIC DEVELOPMENT

Economic Development

The GMA requires jurisdictions to encourage economic development consistent with the comprehensive plan and to promote economic development opportunity for all. This element directs development into the commercial and industrial lands within the 20-year development area.



Economic Development Goals, Policies and Strategies

Goal ED 1. – To promote commercial and industrial development that creates economic diversification.

- Policy ED 1.1. Support the efforts of local economic development organizations in their promotional activities to attract new industries to the area.
- Policy ED 1.2. Encourage industrial development that diversifies and strengthens the local economy and is compatible with surrounding land use.
- Policy ED 1.3. Limit non-industrial uses in industrial districts to those uses that complement or support industrial development.
- Policy ED 1.4. Foster the retention and development of long-term working or trading activities that create or add value to the community.
- Policy ED 1.5. Provide adequate appropriately-zoned land to accommodate the city's projected commercial and industrial needs.
- Policy ED 1.6. Permit residential uses in commercial areas only if they are accessory to the commercial uses.

Goal ED 2. – To ensure infrastructure support for the orderly and cost effective development of commercially and industrially zoned land.

- Policy ED 2.1. Establish development standards adequate to safeguard the environment and ensure compatibility with surrounding land uses.
- Policy ED 2.2. Group industrial uses to maximize infrastructure efficiency and minimize service provision.

Policy ED 2.3. Prepare a replacement schedule for all utilities recognizing each system's design life and providing a financing plan for replacement and upgrades.

Policy ED 2.4. Combine access points to arterials to the greatest extent practical.

Strategy ED 2.4.1. Create and adopt commercial and industrial development standards that will include requirements for building bulk, heights, setbacks, landscaping, floor area ratios, open spaces, and development incentives.

Policy ED 2.5. Require that commercial and industrial development provide adequate services and public amenities.

Policy ED 2.6. Limit commercial development to areas where adequate facilities and services exist or can be provided at the time of development.

Policy ED 2.7. Encourage the infill of existing commercial centers and strips before creating new neighborhoods and community commercial centers.

Goal ED 3. – To promote renovation of existing commercial and industrial areas to enhance their appearance and function.

Policy ED 3.1. Establish design and performance standards for redevelopment

Goal ED 4. – To control development of commercial and industrial areas.

Policy ED 4.1. Limit commercial and industrial businesses to those areas large enough to be economically viable.

Policy ED 4.2. Encourage the development of open space framed by commercial or civic buildings, to allow pedestrians to rest and interact, and to improve the city's appearance.

Policy ED 4.3. Develop and establish design and performance standards for new commercial and industrial districts.

Policy ED 4.4. Improve the appearance of existing commercial areas and create performance standards for all new developments including, but not limited, to signage, landscaping, setbacks, and buffer areas.

Policy ED 4.5. Separate commercial and industrial activities based upon land use characteristics, type of transportation corridors, amount of traffic generated and geographic location.

Economic Characteristics and Background

The Economic Development Element of the 1996 Comprehensive Plan contains a detailed discussion of the economy of the city. This discussion included a description of various economic sectors and the characteristics of the community's labor force. Various strengths and weaknesses of the area's economy are noted in that discussion. Various other parts of that plan and this document describe the utilities and transportation systems available to support economic development. The Prosser Economic Development Association has published a Demographic and Community profile which provides further information regarding the economy and its economic development potential.

The population data and characteristics of the labor force described in the 1996 plan was updated in the 2000 Census of population. This updated census information is available in the publication City of Prosser Census 2000 Summary File 3.

The following tables present some of the updated data available from the US Census which describes some of the key characteristics if the City labor force as compared to the State and County averages.

Table 22: Place of Work of Prosser Residents

<i>PLACE OF WORK FOR WORKERS 16 YEARS AND OVER--PLACE LEVEL</i>	<i>Washington</i>	<i>Benton County</i>	<i>Prosser Percent</i>	<i>Prosser Number</i>
Total:	100.0%	100.0%	100.0%	1,897
Living in a place	80.2%	83.9%	100.0%	1,897
Worked in place of residence	29.5%	37.7%	46.2%	876
Worked outside place of residence	50.8%	46.2%	53.8%	1,021
Not living in a place	19.8%	16.1%	0.0%	-

Table 23: Educational Level of Prosser Residents

EDUCATIONAL ATTAINMENT FOR THE POPULATION 25 YEARS AND OVER	<i>Washington</i>	<i>Benton County</i>	<i>Prosser Percent</i>	<i>Prosser Number</i>
No schooling completed	1.0%	1.4%	4.9%	137
Nursery to 4th grade	0.5%	0.7%	1.5%	42
5th and 6th grade	1.0%	1.5%	6.7%	189
7th and 8th grade	1.9%	2.2%	3.8%	106
9th grade	1.5%	1.6%	3.3%	94
10th grade	2.0%	2.4%	5.2%	147
11th grade	2.0%	2.2%	3.9%	111
12th grade, no diploma	3.0%	2.9%	2.6%	74
High school graduate (includes equivalency)	24.9%	24.0%	25.0%	704
Some college, less than 1 year	8.7%	8.7%	4.9%	139
Some college, 1 or more years, no degree	17.7%	16.6%	16.7%	470
Associate degree	8.0%	9.5%	5.3%	148
Bachelor's degree	18.4%	16.5%	10.2%	287
Master's degree	6.3%	6.8%	3.8%	107
Professional school degree	2.0%	1.2%	1.2%	35
Doctorate degree	1.0%	1.7%	0.9%	26
Total	100.0%	100.0%	100.0%	2,816

Table 24: Type of Employments of Prosser Residents

INDUSTRY FOR THE EMPLOYED CIVILIAN POPULATION 16 YEARS AND OVER	<i>Washington</i>	<i>Benton County</i>	<i>Prosser Percent</i>	<i>Prosser Number</i>
Agriculture, forestry, fishing and hunting, and mining:	2.5%	4.1%	14.6%	278
Construction	7.0%	7.3%	6.2%	118
Manufacturing	12.5%	7.5%	16.3%	310
Wholesale trade	4.1%	3.1%	2.7%	52
Retail trade	12.1%	11.6%	9.9%	189
Transportation and warehousing, and utilities:	5.4%	6.2%	4.8%	91
Information	3.4%	2.0%	1.6%	31
Finance, insurance, real estate and rental and leasing:	6.1%	3.8%	3.5%	67
Professional, scientific, management, administrative, and waste management services:	9.8%	19.9%	7.5%	143
Educational, health and social services:	19.4%	18.9%	19.8%	377
Arts, entertainment, recreation, accommodation and food	7.9%	6.6%	5.9%	112
Other services (except public administration)	4.8%	4.4%	2.5%	47
Public administration	5.0%	4.6%	4.5%	85
Total	100.0%	100.0%	100.0%	1,900

Table 25: Occupation of Prosser Residents

OCCUPATION FOR THE EMPLOYED CIVILIAN POPULATION 16 YEARS AND OVER	<i>Washington</i>	<i>Benton County</i>	<i>Prosser Percent</i>	<i>Prosser Number</i>
Management, professional, and related occupations:	36%	38%	28%	532
Service occupations:	15%	14%	12%	236
Sales and office occupations:	26%	24%	22%	423
Farming, fishing, and forestry occupations	2%	2%	9%	173
Construction, extraction, and maintenance occupations:	9%	10%	11%	209
Production, transportation, and material moving occupation	13%	11%	17%	327

Chapter XI

COMMUNITY FACILITIES, SERVICES AND RESOURCES

Community Facilities and Services

The community facilities described in this section include municipal buildings utilized for conducting city business, public schools for the education of Prosser's children, cultural resources, parks and recreation facilities, and essential public facilities for the location of state or federal institutional buildings. Portions of this element constitutes the Park and Recreation element as required under the Growth Management Act.

Municipal Buildings Goals and Policies

Goal MB 1. – To provide adequate public facilities for community services.

- Policy MB 1.1. Provide adequate space for the provision of municipal services.
- Policy MB 1.2. Provide adequate space for community interaction, fellowship, and recreation.
 - Strategy MB 1.2.1. Consider the feasibility of providing a community center.*
 - Strategy MB 1.2.2. Consider the feasibility of providing a police sub-station in the downtown area of the city.*
- Policy MB 1.3. Cooperate with other public jurisdictions for the provision of space and services.

School Goals and Policies

Goal SH 1. – To promote planned development of Prosser public school sites.

- Policy SH 1.1. Locate public schools close to existing or proposed residential areas.
- Policy SH 1.2. Require improved streets and sidewalks between new schools and the nearest arterial streets.
- Policy SH 1.3. Require that residential developments have a location for buses to stop and a turning radius on cul-de-sacs that can accommodate school buses.

- Policy SH 1.4. Require that location, design, and construction of school facilities be compatible with existing land use, drainage, and natural systems.

Goal SH 2. – To promote cooperation between the city and the local school district to provide adequate opportunities for community utilization of school facilities.

- Policy SH 2.1. Maintain open communication between the city and school district.
- Policy SH 2.2. Provide park and recreation facilities adjacent to, or in conjunction with, school district properties whenever possible.
- Policy SH 2.3. Encourage future development of school grounds to complement park development.

Regional Coordination of Essential Public Facilities

Goal EF 3: To promote the development of a cooperative regional process for the siting of essential public services of regional and statewide significance.

- Policy EF 1.1. Participate in the implementation of the County-wide policies regarding essential public facilities which include:³

POLICIES FOR SITING PUBLIC FACILITIES OF A COUNTY-WIDE OR STATE-WIDE NATURE; RESHB 1025 SEC.2,(3)c.



Policy #11: The County and cities within, along with public participation shall develop a cooperative regional process to site essential public facilities of regional and statewide importance. The objective of the process shall be to ensure that such facilities are located so as to protect environmental quality, optimize access and usefulness to all jurisdictions, and equitably distribute economic benefits/burdens through out the region or county.

At the County-wide and multi-county level, the following actions should be accomplished:

a. Develop a uniform siting procedure which enables selection of optimum project sites and appropriate size and scale relative to intended benefit area.

Policy #12: Support the existing solid waste program that promotes and maintains a high level of public health and safety, protects the natural and human environment of Benton County and encourages public involvement by securing representation of the public in the planning process.

Policy #13: Encourage and expand coordination and communication among all jurisdictions and solid waste agencies/firms in Benton and Franklin Counties in order to develop consistent and cost-effective programs that avoid duplication

³ Restatement of County Policies for essential facilities.

effort and gaps in program activities.

- a. Utilize the existing Benton-Franklin Solid Waste Advisory Committee.

Policy EF 2.1. Establish an interim program until the joint program is developed,

Strategy 1:

the City recognizes the following public facilities within its borders public facilities of a regional or Statewide significance:



- *State Freeways and highway routes,*
- *Prosser Airport,*
- *Benton County Court House and related County Facilities,*
- *Prosser Memorial Hospital and ancillary facilities, and*
- *Walter Clore Wine and Culinary Center (when completed).*

Strategy 2:

Require these facilities, and any other facilities defined as essential public facilities by state law, to comply with all critical area ordinances and regulations.

Strategy 3:

Utilize the procedures of the State Environmental Policy Act to consider and solicit public review of proposals to expand these facilities and ~~or~~ activities, or (pending the development of regional procedures) to site in the city any other facilities defined as essential public facilities by state law.

Strategy 4:

Utilize rezone and comprehensive plan procedures to consider and involve public review of proposals to expand these facilities beyond their current sites as designated in this plan or (pending the development of regional procedures) to site any other facilities defined as essential public facilities by state law.

Policy EF 3.1.

Recognize the economic importance of these facilities to the City and region and give deference in considering expansion proposals which are needed to continue or enhance their role in the community and region, provided that these proposals do not conflict with other significant policies of this plan.

Cultural Resources

Historically significant lands, sites and structures, which are part of and help illustrate the collective culture of the people, are important resources for the city. The City of Prosser recognizes a number of benefits, which result from cultural resource preservation such as:

- Economic dividends come from cultural tourism and downtown revitalization.
- Cultural resources contribute materially to a sense of place and identity for all ages, and are important components of the civic pride found in stable, successful communities.
- A strong cultural resources management program enables the city to fulfill its legal obligation to avoid potential harmful impacts on cultural resources, which may be caused by federal or state projects. For example, a cultural resource inventory is necessary in order to comply with the federal Native American Graves Protection and Repatriation Act and the state procedures for protection of archaeological resources.

Goal CR 1. To identify and encourage the preservation and enhancement of cultural resources within the City of Prosser's Urban Growth Area.

- Policy CR 1.1. Update the city's cultural resource inventory on a continuing basis to ensure the inventory's usefulness as an historic preservation and land use tool.
- Policy CR 1.2. Coordinate the city's cultural resource inventory with similar programs maintained by Benton County, adjacent cities and indigenous peoples of the area to ensure the comprehensiveness of the inventory.
- Policy CR 1.3. Provide, consistent with city resources and based on the standards of the cultural resources inventory, technical assistance to local groups whose work can be incorporated into the city's inventory.

Goal CR 2. To preserve and enhance archaeological, historic, and cultural resources.

- Policy CR 2.1. Seek and preserve certified local government status under the 1966 National Historic Preservation Act by enacting a qualifying historic preservation ordinance and carrying out the mandates of that ordinance.
- Policy CR 2.2. Meet its cultural resource management obligations under federal, state, and local regulations in an efficient and effective manner.

- Policy CR 2.3. Commensurate with city resources, provide technical assistance on cultural resource matters.
- Policy CR 2.4. Promote preservation of identified archaeological, historic, and cultural resources.
- Policy CR 2.5. On projects under its authority, consistently seek to mitigate unavoidable negative impacts to cultural resources and to discourage demolition of historically significant structures.
- Policy CR 2.6. Develop incentives to promote preservation and adaptive reuse of historic resources.
- Policy CR 2.7. Undertake coordinated long-range planning to identify the best strategies for preserving and enhancing cultural resources.
- Policy CR 2.8. Participate in an ongoing community cultural planning process with representatives of arts, heritage, and tourism organizations.

Goal CR 3. To recognize the value of promoting cultural tourism as an economic development tool and as a stimulus to cultural resource preservation and enhancement.

- Policy CR 3.1. Ensure that cultural tourism projects remain eligible for funding assistance through its hotel/motel tax fund program.
- Policy CR 3.2. Continue to cooperate with cultural groups and the organized representatives of the tourism industry to promote cultural tourism.

Goal CR 4. Ensure that the City of Prosser's land use policies encourage the social, economic and quality of life benefits of the arts.

- Policy CR 4.1. Promote communication with the city's various cultural groups when developing policy relating to the social, economic and quality of life benefits of the arts.

Parks and Open Space

The City maintains a range of parks, which include a swimming pool, and wading pool, boat launch and several picnic areas. The Recreation Department sponsors a variety of community activities for youth and adults throughout the spring and summer, including softball and baseball, golf, tennis, volleyball, art classes and more. Private organizations sponsor youth soccer, Grid Kids football, and swim team.

The long-range City policy is to continue to provide a variety of local recreational facilities for the City's residents as funds become available. The City requires that new development provide its own recreational space consistent with the existing level of service provided in the community.

This element is referenced to the City of Prosser Parks and Recreation Plan, as amended. The Capital Facilities Plan for Public Works Facilities includes a list of recommended improvements to the park system, which include projects and estimated costs.

Park and Recreation Goals and Policies

Goal PR 1. – To provide a variety of well-distributed accessible parks and recreational facilities.

Policy PR 1.1. Plan new parks, and develop parks and recreation programs based on current and anticipated community needs.

Strategy PR 1.1.1. Require the donation and improvement of land or payment in lieu of dedication and improvement of land for parks lands to mitigate the impacts of new residential development to the City's park and recreation system as set in policies LOS 1.3 of the Capital Facilities Element. Such mitigation shall include the potential of new development to increase the demand for the parks described and identified under this policy, as well as the other strategies of this plan.

Strategy PR 1.1.2. Plan for adequate neighborhood parks to serve the future residents of the planned residential areas north of the river.

Strategy PR 1.1.3. Plan a new fully-developed community park with athletic fields and other community recreational facilities to meet the growing needs of the community and to reduce pressure on school district facilities to serve all age groups.

Strategy PR 1.1.4. Initiate studies to determine the feasibility of using the Spray Fields for a community park. If feasible, the City should give priority to developing the Spray Fields for recreational purposes. Such planning should include the potential of using the Spray Fields for economic development opportunities, as well as a community park, since there is ample space for the area to serve both needs.

Policy PR 1.2. Provide a range of programs and facilities for year round recreational choices.

Policy PR 1.3. Develop a system of trails and paths that interconnect local and regional destinations.

Strategy PK 1.3.1. Provide trails for walking, bicycling, hiking, and jogging.

Strategy PK 1.3.2. Establish trails that are harmonious and compatible with existing natural features.

Strategy PK 1.3.3. Plan a trail system through the steep slope area south of State Route 22 and 221.

Strategy PK 1.3.4. Consider opportunities for pedestrian and trail connections in any future subdivision of land and require appropriate dedication of such trails and pedestrian connections.

Strategy PK 1.3.5. Continue to pursue the development of riverfront trails, especially the potential trail extending west of Farrand Park

Policy PR 1.4. Cooperate with the school district to increase the opportunity for recreational uses by effectively using both City and school-owned recreational facilities.

Policy PR 1.5. Plan for the acquisition of the undeveloped ridgeline and hillsides surrounding the City of Prosser to preserve them from development and provide for active recreational uses consistent with the preservation of open spaces as provided for in OS 2.3.

Open Space Goals and Policies

Open space areas can separate incompatible land uses; provide corridors in urban areas; protect stream and water courses; provide refuge for wildlife; provide linkage between schools, parks, and major areas of public activity; and buffer major roadways, as well as provide aesthetic relief from developed areas and preserve the natural character of the area.



Prosser has many unique features including the undeveloped hillsides surrounding the City. The ridgeline and hillsides are scenic resources that should be preserved for future generations. The potential for nature trails, recreation, open space and wildlife preservation are key quality of life elements for all Prosser citizens.



The Yakima River flows through the center of the City from west to east to its confluence with the Columbia River at Richland. The river corridor provides a greenway relief for the diversity of flora, migrating fauna and recreational opportunities for residents and visitors.

Goal OS 2. – Provide for the preservation of open space and encourage aesthetic development and preservation of natural areas, historical resources, open space, and structural facilities.

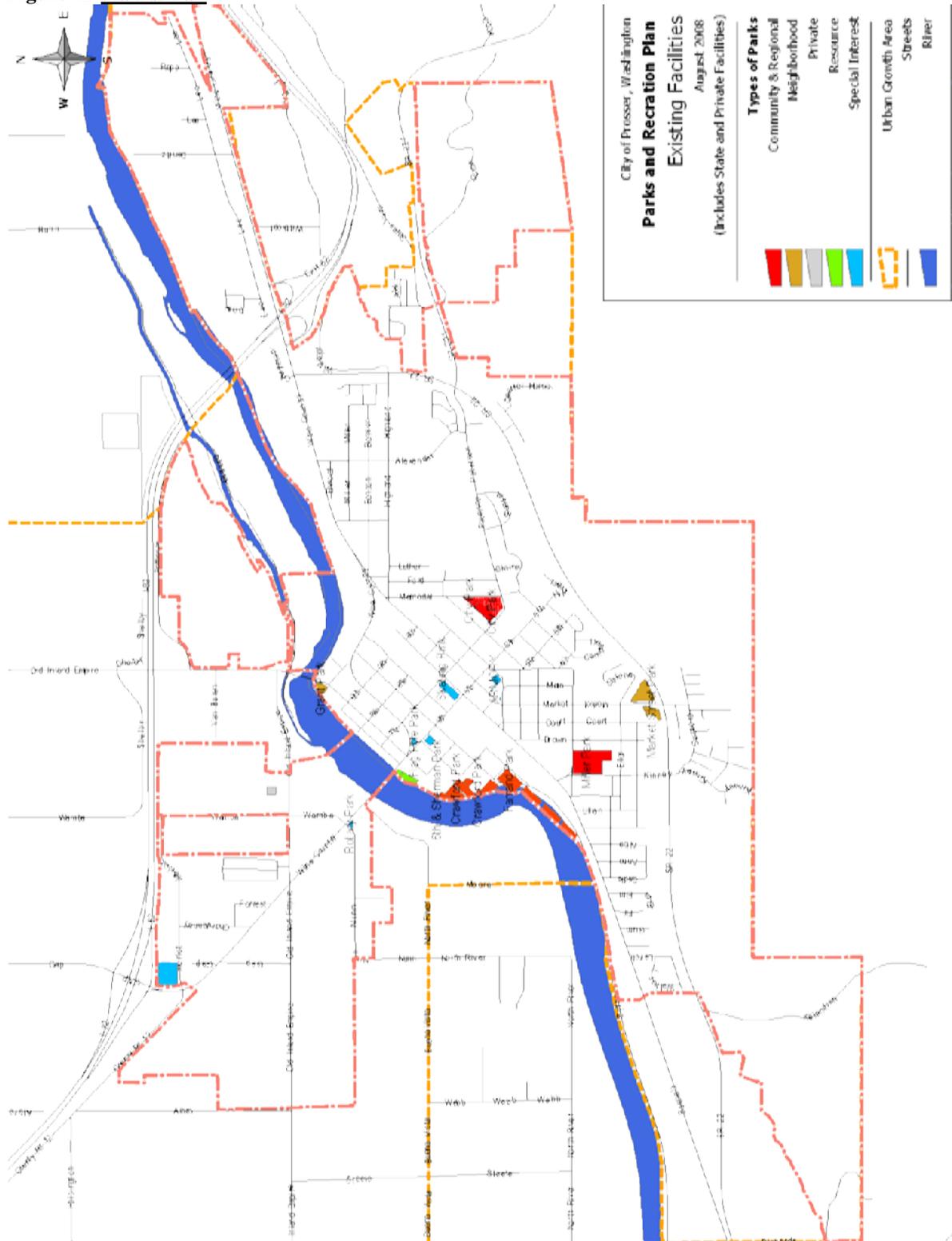
Policy OS 2.1. Enhance the environmental and aesthetic qualities of the City.

Policy OS 2.2. Protect the views and features that are unique to the Prosser area.

Strategy OS 2.2.1. Provide buffers for sensitive areas.

Policy OS 2.3 Plan for the acquisition of the undeveloped ridgelines and hillsides surrounding the City of Prosser to preserve them from development that will fundamentally change the landscape and natural features of the area.

Figure 12: Parks Plan



Parks and Recreation Inventory and Needs Assessment

Parks Inventory

Since 1904, when George Dunn dedicated a parcel of land to the City, recreation has contributed an important element to the growth of Prosser. Through the efforts of the City of Prosser, with the support of many private organizations, a variety of recreational facilities are available. Available recreational programs and facilities are intended to fit the needs of all age groups. Today, the City has a total of 27 acres of parkland.



Park Types

There are national standards that classify parks according to the functions and services the parks provide to a community. These include (as applied to the range of parks appropriate for a small City such as Prosser):

Neighborhood Parks:

Description: These parks include both active and passive recreation opportunities for residents within a convenient walking or biking distance. They can include informal, non-programmed open multi-use playfield or open space, baseball and soccer fields, basketball, tennis or volleyball courts and playgrounds. These parks may include natural areas and may allow for park trails and nature study. Neighborhood parks can serve as the recreation and social hub of several neighborhoods.

Service area: Approximately 1/2 of a mile radius.

Size: No Minimum to approximately 15+ acres.

Desirable Characteristics: These parks should be in close proximity to dwellings and/or employment centers of activity. Neighborhood parks should be designed for intensive use and should be accessible and visible from surrounding area. Often such parks may be associated with school facilities when those facilities do not have limited access. Restroom facilities are a recommended improvement in these parks.

Community and Regional Parks:

Description: These parks are larger in size serving a broader purpose than neighborhood parks. In smaller communities it is often appropriate to combine features associated with both community and regional parks into one park type (regional facilities are usually associated with natural features that may attract users from a wide variety of areas, such as the Yakima River). These parks often allow for group activities and offer other recreational opportunities not feasible or desirable at the neighborhood level. Facilities may include community centers,

stadiums, swimming pools, skate board parks, lighted and unlighted athletic fields for baseball, soccer, football and basketball and tennis courts, playgrounds, trails picnic shelters, and parking lots. They attract citizens from throughout the community and beyond.

Service area: Approximately 1 to 2 mile radius.

Size: Approximately 2 to 20 acres.

Desirable Characteristics: These parks should have ample flat areas suitable for the development of active recreational facilities in the form of athletic fields. They should also provide pleasing visual amenities and offer a wide range of recreational facilities. In some cases, these facilities might be oriented to specific, unique recreational or visual amenities, such as proximity to rivers or water bodies. While these parks should be easily accessible from the surrounding neighborhoods, it is more important that they have good access to the entire community by automobile since larger community parks need to serve the entire community.

Special Interest Parks

Use Description: These parks are for specialized or single purpose recreational activities such as plazas, downtown amenities, walking and bicycle trails, skateboard parks, street ends, arenas or areas that preserve buildings, sites or features of historical significance. *Service area:* Variable

Size: Depends on nature of facility.

Desirable Characteristics: Compatibility with adjacent facilities and uses.

Park Supply

Prosser has the following parks within each classification.

Neighborhood Parks: There are two parks that generally meet the description of neighborhood parks; Market Street Park (including a large developable, but undeveloped, right of way area west of Market Street) and Grant Park. Both parks are primarily improved open-space areas with no formal recreational facilities installed. **Grant Park** is a small park of less than an acre that provides excellent water front views, including views of the dam. **Market Street Park** is a larger open space area straddling Market Street at the entrance to the City from the south from State Route 22. It includes an improved open-space area on the east side of the street and an unimproved open-space area on the west side. It is a pleasant landscaped area with lawn and trees, and presents a pleasing visual entrance to the City. There are no facilities within the park, but it is used for casual informal picnic or open play, such as informal soccer, on the grass area. The park could accommodate some limited recreational facilities such as, a playground.

Community and Regional Parks: The City has four parks that meet the description of community park.

Farrand and Crawford Parks earn this designation due to their location together on the south shore of the Yakima River. This location provides good access to the river and water-oriented recreational opportunities to residents of Prosser and the surrounding area. These parks are improved with restrooms and playfields. Crawford includes a boat ramp, picnic shelter, rest-room, playfield, and riverfront path. Farrand Park includes picnic facilities and rest-rooms on a wooded and grassy site. The park also contains a City well.

Miller Park contains the municipal outdoor 36 meter 40 yard swimming pool and bathhouse. Since 1976, the park has had an outdoor basketball court, playground facilities, wading pool, storage shed and open play areas. Added since 1976 are three lighted tennis courts, a covered picnic pavilion with sink and barbecue pit, and rest-room facilities. The pavilion is heavily booked during the summer months for reunions and receptions. The park is located across the street from Riverview Elementary School which allows for some joint use by the school. In 2006 a skate board park was added to the Park.

City Park is one of the more heavily used parks in the City. It is located near the high school and augments the athletic and community center uses of the school facilities. The facilities in the park include a picnic area, playground equipment, rest-rooms, museum building, facilities for civic festivals, outdoor theater, and open play. While the rest rooms have been modernized since 1976, the only added facility is basketball hoops.

Special Needs Parks: In addition to the basic recreational facilities provided by neighborhood and community parks the City has a series of special needs park facilities including:

6th and Sherman Park (parcels 102841020004016 and 102844020025006), located at 6th and Sherman, provides open space amenities to the downtown entrance. This park is associated with the triangle known as “**flag pole park**” and the parcel across the street known as “**well park.**”

Rotary Park is a site developed as an “entrance” type park greeting people as they enter the main part of the City just before crossing the bridge on Wine Country Road.

Depot Square is at the north edge of the City’s immediate downtown. Although it is extensively developed as a parking lot, its open, landscaped character provides some plaza-type amenities to the downtown area.

In addition to City-owned park and recreational facilities there are additional recreational opportunities provided on school campuses at:

- Prosser Heights Elementary
- Keene-Riverview Elementary School
- Whitstran Elementary School
- Housel Middle School
- Prosser High School

Needs Assessment

The first way that park and recreational needs are usually assessed is in terms of the area provided by different types of parks relative to population. Based on national standards for parks and recreation, Prosser ideally should have 35 additional acres of parks. These needs are delineated on Table 26. This Figure compares the City’s supply of different types of parks to national standards. Two national standard benchmarks are compared;

- Standards developed by the National Recreation and Parks Association (NRPA), a group of recreation professionals and recreation-oriented interest groups, and
- Other standards developed by the Urban Land Institute (ULI) which provide a perspective from the development community, as well as others associated with urban development.

Table 26: Inventory of Existing Parks Compared to National Park Standards

City Park Classification and Needs		National Standards and Supply: Acres/1000 Population*			Needs (NRPA) Deficit	
		National Recreation and Parks Association (NRPA)	Urban Land Institute (ULI)	City Supply		
City Park	Estimate of Acres (From GIS)					
Neighborhood						
Market Street Park	3.44					
Grant Park	0.84					
Neighborhood Total	4.28	2	2	0.84	10.15	(5.87)
Community Only						
City Park	4.18					
Miller Park	6.03					
Community Only Total	10.21	5-8				
Regional/Community						
Crawford Park	4.88					
Farrand Park	5.68					
Regional/Community Only Total	10.57	5-10				
Regional/Community Total	20.78	10	3.5	4.09	50.75	(29.97)
Total	25.05	12	5.5	4.94	60.90	(35.85)
Other Special Interest						
6th & Sherman Park	0.48					
Flag Pole Park	0.23					
Rotary Park	0.17					
Depot Square	1.27					
Special Interest Total	2.15					
City Park Total	27.20					
Population	5,075					
*National standards for "Regional" not applied since it is inappropriate for small cities.						

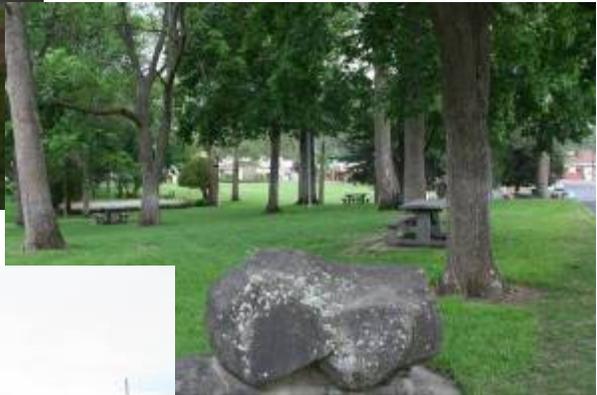
Since the NRPA is a recreation-oriented interest group, their standards can be considered a more ideal benchmark. The ULI, representing a different set of interest

groups, which are more development oriented, offer a more conservative approach. By the NRPA benchmarks, the City has a deficit of 35 acres (almost six in neighborhood parks and almost 30 acres in community parks), while it is near the benchmark provided by the ULI. These standards are not generally applied to special interest parks.

A planning study conducted in 2008 examined the supply of park facilities in comparison to the existing and planned residential areas of the City. Map 5 and Map 11 in that study, Land Use Patterns, Trends, and Needs, compared the location of City parks with the service area defined above for each type of park. Those maps demonstrate that there is an absence of appropriate access to parks in the northern part of the City. The developing residential areas in the northern part of the City should have accessible play areas and other recreational amenities associated with neighborhood parks. While there are neighborhood parks in the southern part of the City, these parks do not have the type of playground areas usually associated with such parks.

The community parks together provide a wide range of park features normally associated with such parks. However, developed sports fields are absent, relying on the school facilities to meet these needs. While many communities do integrate their park systems with the supply of school facilities, most still have sports fields in order to provide some balance with the educational purposes and needs, which must take priority with the use of school facilities.

The City has a limited trail system, consisting primarily of developed right-of-way along Wine Country Road for pedestrians and bicycles. Particularly appropriate potentials for trails are along the river west of Farrand Park and on the hillsides south of town. The City should also explore and require appropriate pedestrian connections in and between new subdivision as the undeveloped areas develop. The city should also work with the county to continue to develop and implement a countywide system of bicycle facilities, with special attention to developing a route along Highway 22 and the railroad west of the city.



Chapter XII CAPITAL FACILITIES PLAN

Introduction

The Capital Facilities Plan brings all of the other comprehensive plan elements together by considering and planning the major public investments that will be needed to carry out the vision and policies of the rest of the plan.

The Capital Facilities Plan or Element consists of two parts. The first part presents policies to guide the development of capital facilities with the continued development of the community. This first part includes policies to reassess the comprehensive plan if probable funding falls short of meeting identified needs. The second part describes the planned capital facilities development program to meet the community's need with identifiable resources. This second part includes:

- An inventory of existing facilities,
- An identification of the facilities needed (and their general location), to support the comprehensive plan, including the facilities necessary to serve the UGA,
- A long-range financial strategy to finance the facilities needed to support the plan, and
- A six-year capital facility development program known as the Capital Improvement Program (CIP).

The Capital Facilities Plan (CFP) goals and policies assist the community in achieving community goals, as defined in the Prosser 'Vision Statement.' The capital facilities goals, policies, and strategies are listed as follows:

Capital Facility Policies (*Policy changes noted in edit format*)

General Policies

GOAL CF 1. – To ensure that the elements of the comprehensive plan are fiscally achievable.

Policy CF 1.1. Provide capital improvement funds to correct existing deficiencies, to replace worn out or obsolete facilities, and to accommodate desired growth.

Strategy CF 1.1.1. Proposed capital improvement projects will be evaluated and prioritized by the following criteria:

- *Financial feasibility;*

- *The purpose of the project; including whether the project eliminates capacity deficits, eliminates public hazards, or meets city needs based on projected growth patterns.*
- *The type of project; new development or redevelopment; and*
- *Plans of other state and local agencies.*

Policy CF 1.2. Maintain an up-to-date schedule of capital improvement projects. Capital improvements with cost less than \$10,000 should be reviewed for inclusion in the Capital Improvement Program and the annual capital budget.

Policy CF 1.3. Require that developers bear a fair share of facility improvement costs required for their developments.

Strategy CF.1.3.1. Review the impacts of new development to ensure that the facilities necessary to support those developments at the adopted levels of service are in place or will be provided within six years of approval of the development

Strategy CF 1.3.2. Review new development to ensure that the impacts of new development on city facilities are adequately mitigated by the development.

Strategy CF 1.3.3. Establish park and recreation impact fees that are sufficient to address the fair share of park development and improvement costs required by new development.

Policy CF 1.4. Manage fiscal resources to support the provision of needed capital improvements.

Strategy CF 1.4.1. Adopt an annual capital budget and six-year capital improvement program (CIP).

Strategy CF 1.4.2. Manage debt within the statutory limits on general obligation debt (7.5% of assessed value).

Strategy CF 1.4.3. Actively work to secure grants or private funds when available to finance capital improvements.

Strategy CF 1.4.4. Do not budget capital facility projects which are not consistent with Capital Facilities Element (this element and as it may be revised).

Policy CF 1.5. Coordinate land use decisions and a schedule of capital improvements with financial resources.

- Strategy CF 1.5.1. Require that the city and/or developers provide public facilities and services that are necessary to support new development at adopted levels of service are available at the time of development as defined in Goal CF-3.*
- Strategy CF 1.5.2. Support and encourage the joint development and use of cultural and community facilities.*
- Strategy CF 1.5.3. Emphasize capital improvement projects that promote the conservation, preservation or revitalization of local residential, commercial and industrial areas.*

GOAL CF 2. -To address the community's capital facility needs through effective public facility planning.

- Policy CF 2.1. Use the Capital Facilities Plan (CFP) as a tool to assist the City plan for and implement future capital improvement projects.
 - Strategy CF 2.1.1. Review the CFP on an annual basis, preferably in conjunction with the preparation of the annual City budget.*
 - Strategy CF 2.1.2. Update the CFP to account for changing conditions and community needs.*
 - Strategy CF 2.1.3. Adjust service rates to account for the fiscal year's expenditure, to keep pace with inflation, and to address capital funding needs.*

- Policy CF 2.2. Combine, where feasible, improvements from several of the public works systems in a given area into a single project.

- Policy CF 2.3. Utilize a mix of current existing funds, anticipated revenues, available loans and grants, and necessary revenue bonds to optimize funding.

- Policy CF 2.4. When appropriate use current existing and reserve funds (the "pay as you go" approach)-to avoid paying interest on borrowed money and, in turn, to earn interest on accumulated balances.

- Policy CF 2.5. Further facilitate construction financing, especially on projects over \$500,000, by using other recommended funding sources such as revenue bonds repaid from system revenues, the Public Works Trust Fund (PWTF) program for replacement projects, and the Transportation Improvement Board (TIB) funds, and Federal (TEA 21) funds for arterial projects.
 - Strategy CF 2.5.1. During the annual review of the CFP, determine*

which funding applications should be submitted for upcoming improvements.

Policy CF 2.6. Management of capital facilities should emphasize the following concepts:

1. Provide preventive maintenance and cost effective replacement of aging facilities and components;
2. Plan for extension and upgrades of capital systems while recognizing that system extension associated with new development should be the responsibility of those desiring service;
3. Inspect systems to ensure conformance with construction standards.

CF 3. – To ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below the city’s established minimum standards.

Policies:

Policy CF 3.1. Define the terms used in this goal as:

- Streets, water, sewer, storm water drainage, schools and parks shall be considered those facilities “necessary to support” new development.
- The “established minimum standards” shall be those minimum levels of service defined and set forth in LOS Goal 1.
- In addition to the level of service based on roadway capacity as specified in the Transportation Element, the following improvements shall be considered “established minimum standards” for streets:
 - projects that are needed to improve substandard streets to City standards,
 - projects necessary to provide urban level access, at adopted City street standards, to new development, and
 - projects required to provide adequate circulation.
- “Available at the time of development” shall mean that such facilities are in place or that a financial commitment is in place to complete the improvements or strategies within six years of the time of development. In the case of park facilities, “available at the time of development” includes development contributing toward the financing of a community park in accord with the financing strategy contained in this plan.

Policy CF 3.2. Develop an integrated program of capital improvements that include all projects intended to support and enhance the current level of service in the community along with projects that are necessary for new development into an integrated program of capital improvements.

Strategy CF 3.2.1. City Capital Projects shall include four types of projects:

- *Projects that provide facilities which are “necessary for development” as defined in CF Policy 3.1 and are required to be provided pursuant to this plan prior to the approval of new development.*
- *“Basic needs” projects that provide facilities to address basic community needs or facilities that need to be provided to remove hazards, create efficiencies, or reduce costs, but are not directly necessary to support new development, or*
- *“Enhancement” projects that raise levels of service above minimum levels or provide community amenities to improve the overall quality of life in the community. These projects are not projects that are necessary for new development but are goals and targets for the community to achieve if revenue can be generated especially in the form of grants, or voter approved bond issues.*
- *“Key” projects that provide facilities that remove a significant barrier for further economic development. While these facilities are closely related to the system projects that may be necessary for development, these projects facilitate the potential development of a broad area of the city or UGA and provide benefits to the community as a whole.*

Strategy CF 3.2.2. The City shall encourage all governmental entities with capital facilities serving the city to continue to develop those facilities consistent with community needs and consistent with this comprehensive plan.

Policy CF 3.3. Allow new development only when and where such development can be adequately served by necessary public services without reducing levels of service elsewhere below established minimum standards.

- Strategy CF 3.3.1. Require a feasible plan to provide an adequate level of service of all facilities needed for development prior to annexation of, or the extension of any City service to properties within the UGA. Such plan shall include measures to ensure that levels of service to existing city residents will not be lowered below established minimum standards in order to serve the annexed or unincorporated area.*
- Strategy CF 3.3.2. Encourage the phasing of development of the UGA outside the city limits so that public facilities and services can be provided for both existing and future growth in a manner that does not outpace the City's ability to provide and maintain established minimum standards of service for facilities necessary to support development.*
- Strategy CF 3.3.3. Base land use decisions on a finding that any proposed development, along with the cumulative impacts of other developments, can be supported by public facilities necessary for development at established minimum standards consistent with this plan.*
- Policy CF 3.4. Require that facilities be provided to meet the cumulative impact of any significant new development where there is or is anticipated to be a substandard system of services and public facilities.
- Strategy CF 3.4.1. Evaluate the cumulative impact of any significant development proposal (defined as any development that is not a categorical exemption under the State Environmental Policy Act) under SEPA.*
- Strategy CF 3.4.2. Whenever there are insufficient facilities to support new development, the City will require a feasible plan for providing public facilities necessary for development at established minimum standards to serve the development prior to the approval of the development.*
- Strategy CF 3.4.3. The City shall encourage property owners and developers to work together to finance necessary improvements such as Local Improvement Districts, developer extension agreements and latecomers (reimbursement) agreements to jointly finance entire systems of improvements.*
- Policy CF 3.5. Coordinate with the county on the planning and development of transportation system, including bicycle facilities, to provide

adequate mobility throughout the area.

Level of Service Policies

GOAL LOS 1. – To establish level of service (LOS) standards to guide future capital facility development and planning and to ensure that new development is served by a minimum level of services necessary to serve the new development.

Policy LOS 1.1. Adopt the following level of service standards as goals to guide the future planning and development of public facilities in the future:

- Municipal Water: 450 gallons of potable water per household per day for summer time domestic use.
- Sanitary Sewer: 200 gallons per dwelling unit per day. The acceptable level of service for the sanitary sewer collection system would be the daily load demand times 2.5.
- Parks & Open Space:
 - 3.0 acres of Neighborhood Park per 1,000 population and accessible within 0.5 miles of residential site;
 - 6.0 acres of Community Park per 1,000 population and accessible within one mile of residential site.
- Traffic and Pedestrian Circulation (and as contained in the Transportation Element):
 - LOS “C” for peak hour as defined by the Transportation Research Board’s Highway Capacity Manual for all City streets except those located in the commercially designated area of downtown south of the railroad tracks, where the level of service is “D” for peak hour traffic.
 - Adequately constructed roadway or intersection facilities (including signalization) to accommodate traffic movements without creating hazardous conditions to vehicles or pedestrians.
- State Highway: LOS C and the absence of hazardous conditions for vehicles or pedestrians.
- Collectors and Local Streets: City accepted design standards.
- Sidewalks and pedestrian facilities: Sidewalks on all street frontages and adequate provision for pedestrian movement with appropriate separation of vehicles and people.
- Bicycle facilities: The city will consider developing and implementing level of service standards for bicycles.
- Drainage Control Devices: 25-year, 24-hour event Stormwater Management Systems: Retain on-site the runoff from 25-year, 24-hour storm at peak discharge rates. Development will be regulated

to ensure that its post-development runoff to city systems does not exceed the predevelopment discharge value or rate. This limitation will ensure the LOS of the existing stormwater system is not compromised.

- Solid Waste: Consistent with the Solid Waste Plan.
- Schools: Ensure that adequate space is available for future school sites in the city.

Policy LOS 1.2. Designate municipal water supplies, sanitary sewer services, parks and open space, traffic and pedestrian circulation facilities, storm drainage facilities and solid waste facilities as “facilities necessary to support new development.”

Policy LOS 1.3. Require any new development to be served by a minimum level of service from “facilities necessary to support the development” (as set in LOS 1.2) without reducing the level of service provided by these services to existing residents:

Strategy LOS 1.3.1. Review all new development proposals under the State Environmental Policy act to ensure that the adopted LOS standards (in policy LOS 1.1) are met for municipal water, sanitary sewer, traffic and pedestrian circulation, storm drainage and solid waste, and require (through SEPA) appropriate mitigation measures when deficiencies are found.

Strategy LOS 1.3.2. Require any new development to provide a minimum of 4.81 acres of parks per thousand population. Such facilities may be provided either through direct construction or by financial contributions to the City to finance the acquisition and construction.

Strategy LOS 1.3.3. Since the requirement in LOS 1.3.2 is based on the current supply of parks to existing residents, the required developer mitigation set in policy LOS 1.3.2 shall be adjusted whenever the City adds additional parks [up to the LOS set in LOS 1.1]).

Policy LOS 1.4. Continually reassess the implementation of the comprehensive plan to ensure that adequate public facilities are available to meet the growth needs of the City while reducing the need for developer financing wherever possible.

Strategy LOS 1.4.1. Periodically monitor growth under this plan to ensure that adequate capacity is present in water, sewer and circulation systems to accommodate at a minimum the GMA population allocations, and to meet the region’s economic development needs

within the City of Prosser.

Strategy LOS 1.4.2. As part of updating the six year CIP, assess whether sufficient funding and/or regulatory mechanisms are in place to ensure that the facilities necessary (as defined in Goal CF 3) to support any development that may occur during the following six year period are available (as defined in Goal CF 3) at established minimum standards (as defined in Goal CF 3). This evaluation will include at a minimum the following questions:

- Will minimum levels-of-service (as defined in Goal CF 3) for those public facilities necessary for development be maintained for anticipated new development by the projects included in the CIP?;*
- Will potential funding shortfalls in necessary services provided by the city and other governmental agencies warrant a reassessment of the comprehensive plan?; and*
- Can regulatory measures reasonably ensure that new development will not occur unless the necessary facilities are available to support the development at the adopted minimum level-of-service as these terms are defined in Goal CF 3?*

Strategy LOS 1.4.3. Consider and implement, as may be appropriate, strategies to reduce consumption especially including Transportation Demand Management (TDM) Strategies and water conservation programs.

Strategy LOS 1.4.4. In the event anticipated funding levels fall short of being able to finance planned necessary capital facilities needed to serve growth at the adopted levels of service, or if existing regulatory measures are not adequate to ensure that new development will be served by such facilities, reassess the Land Use and other elements of the Comprehensive Plan. This reassessment includes considering revision of the comprehensive plan by applying any or all of the following strategies:

- Reduce the level of service standard, or*
- Increase revenues to pay for the proposed level of service standard, or*
- Reduce the average cost of the capital facility by*

alternative technology or alternative ownership and financing) thus reducing the total cost, and possibly the quality; or

- *Reduce the demand by changing the land use plan, or*
- *Reduce the demand by reducing consumption through conservation, including application of Transportation Demand Management (TDM) strategies, or*
- *Develop additional land use regulations to ensure that new development provides facilities necessary to support that new development.*

Capital Facility Inventories, Needs and Costs

Summary Capital Facility Inventories

Detailed capital facility inventories are included in the narratives of this plan and in numerous planning documents of the City. These inventories identify the location and capacities of all City facilities. Inventories contained in this plan include:

- 1) *The Community facilities and Services Element including Parks and Open Space.*
- 2) *The Transportation Element*
- 3) *Utilities Element*

The inventories contained in the following documents are incorporated herein by reference:

- 1) *General Governmental and Parks: City of Prosser, 2008 Inventory of City Capital Assets, February 2008.*
- 2) Water Facilities: *Draft City of Prosser, Water System Plan*, Huibregtse, Louman Associates, Inc., May, 2008.
- 3) City of Prosser, *Draft General Sewer Plan*, Huibregtse, Louman Associates, Inc., Inc., July 2005.
- 4) Street Facilities: *Prosser Citywide Transportation Study*, January 1997.

Further inventory information on these facilities are also located in the 1996, 2002 and 2004 comprehensive plan documents.

Overview of Capital Facility Needs and Costs

This section of the comprehensive plan describes the investments that the City plans on making in the infrastructure the city owns and operates. The City of Prosser owns and operates roadway, domestic water and irrigation, sanitary sewer, storm drainage, and parks systems within its immediate service area. The City of Prosser continually plans for the upgrade and operation of each of these individual systems. This plan summarizes the capital improvement plans of these systems into a single plan. If additional information is needed pertaining to the public works system inventories, needs, design criteria, and planning rationale, the reader is directed to the documents referenced below. This section of the comprehensive plan will be periodically updated as new financing is developed and projects move through various stages of development.

This section of the Plan:

- 1) Summarizes the inventory of major system components and assesses the overall capital needs for the specific systems,
- 2) Forecasts future needs for the capital facilities,
- 3) Identifies, places in priority, and coordinates major capital improvement projects over a six-year period, and
- 4) Estimates capital project costs; identifying financing alternatives for the overall public works system (not necessarily for each capital project listed).

The selection of capital improvement projects reflects a number of criteria, including the following:

- Providing for public health, safety and welfare, and compliance with regulatory requirements.
- Improving system reliability, and including both the construction of those components which must be added to provide redundancy to critical system elements, and the replacing facilities which have reached the end of their service lives.
- Reducing maintenance needs, as determined through a review of available maintenance records, and eventual system replacement.
- Planning for growth.

As provided in the CFP goals and policies, the burden of financing facilities necessary for growth should be borne primarily by the beneficiaries of such investments. If a developer or other person desires to extend services, it is intended (consistent with the capital facility policies of this plan) that they do so at their own expense, provided they comply with the standards and other requirements of the City of Prosser. The City may administratively assist property owners who wish to establish a Local Improvement District, or another form of developer financing that involves the City, for the purposes of constructing capital system improvements. The City may participate in the financing of key facilities that are strategically needed to promote the orderly growth and economic development of the city.

Where applicable, projects for the different public works systems should be coordinated to provide for single-project construction in a given project area. For example, a street project should include all related water, sewer and storm drainage facilities associated with that roadway. Whenever possible, funding sources should be combined to provide maximum benefit to the community, and care could be taken to prevent digging into recently constructed streets for new underground facilities. If funding is available, the proposed improvements could be accelerated to consolidate several years of improvements into a single larger project. Although it is intended that developers extend services at their own expense, nothing in this Plan prohibits the City of Prosser from extending services at City expense. The City of Prosser will continue to apply for low-interest loans and/or grants to assist in extending City services throughout the community.

Future capital facility needs are addressed in detail the following and this information is hereby incorporated by reference:

- 1) *The Community Facilities and Services Element including Parks and Open Space.*
- 2) *The Transportation Element*
- 3) *Utilities Element*
- 4) *General Governmental and Parks: City of Prosser, 2008 Inventory of City Capital Assets*, February 2008.
- 5) *Draft City of Prosser, Water System Plan*, Huibregtse, Louman Associates, Inc., May, 2008.
- 6) *City of Prosser, Draft General Sewer Plan*, Huibregtse, Louman Associates, Inc., Inc., July 2005.
- 7) *Prosser Citywide Transportation Study*, January 1997.

This Capital Facilities Element is developed from a series of land use and needs studies conducted by the city during 2008 and these reports are hereby incorporated as background studies.

- 1) *Land Use Patterns, Needs and Trends*
- 2) *Land Use Capacity and Absorption*
- 3) *City of Prosser's Fiscal Capacity*

The growth anticipated in the city comprehensive plan will increase the need for capital facilities. The need for these facilities and their costs are described in detail in *City of Prosser's Fiscal Capacity*. This report draws on the needs identified in the resource documents noted above.

All cost estimates, unless otherwise indicated, are broad planning level estimates that would be refined as projects are developed for funding. In most cases, services to the UGA are very generalized and are based on rough estimates of potential costs in order to determine the general level of funding needed to serve the area. Most costs are either from estimates by Huibregtse, Louman, Associates, Inc. (HLA), the city's contract

engineering firm, or by Dugan Planning Services (DPS) based on similar work in other communities.

Street Facilities, Inventory Needs and Costs

A. General Inventory

The City of Prosser has approximately 42 miles of paved streets. There are three bridges⁴ on the local street system serving the City of Prosser: one on Wine Country Road crossing the Yakima River, and one, owned by the County, on Grant Avenue crossing the Yakima River. A complete inventory of the city system can be found in the Transportation Element.

Included in the roadway system is the City's storm drainage system. When roadway improvements are made, the associated drainage facilities are evaluated and the necessary improvements are incorporated into the street project. The Prosser roadway system is shown on Figure 10 of this Plan.

B. City Needs

The transportation needs of the city have been addressed in several studies over the years, including those referenced above. These needs have been incrementally addressed each year in a Six Year Transportation Improvement Program which is adopted by the City on an annual basis. In the past, Prosser has relied upon personal property taxes, real estate taxes, and motor vehicle fuel taxes to finance minor street maintenance and improvement projects. Larger projects have received funding assistance from the TIB Small City Program (SCP), the Federal Intermodal Surface Transportation Enhancement Act (ISTEA), Transportation Equity Act of the 21st Century (TEA 21), Rural Economic Vitality (REV), or other state and federal funding sources. This plan carries forward that system of planning and implementation to meet the city's internal transportation needs.

Specific needs are identified on Table CFP -1. Table CFP-1 includes many of the projects identified by the Benton Franklin Council of Governments in the Regional Transportation Plan (Table 8-7 of that plan and reproduced below as CFP Table 2). However the regional plan lists of the projects in the 2015 to 2025 time frame that are not listed in table CFP-1. The costs of these facilities are identified as \$4.89 million (shown on Table CFP-2).

CFP Table: 1: Street 2010-2015 Capital Improvement Program

⁴ The Wine Country Road "bridge" is actually two bridges.

CAPITAL IMPROVEMENT PLAN UPDATE				
YEAR	PROPOSED ROAD IMPROVEMENTS - Phase/Location/Activity	Length in Miles	Estimated Funding	Funding Source
2010	Sixth Street Improvements - Sherman to BNRR - PE		\$58,000	City, State
	Sixth Street Improvements - Sherman to BNRR - CN	0.17	\$497,000	City, State
	Kinney Way/Concord Way/Market St. Sidewalk - Park Ave. to SR22 - PE		\$58,000	City, State/PSMP
	Kinney Way/Concord Way/Market St. Sidewalk - Park Ave. to SR22 - CN	1	\$590,000	City, State/PSMP
	Sheridan Avenue Street Improvements - Phase 2- Sixth St. to Wine Country Rd. - PE		\$115,000	City, State/Other
	Wamba Road Improvements - Phase 1 - Old Inland Empire Hwy. to Merlot Drive - PE		\$145,000	City, State/Other
	Village Park/Empire Subdivision Street Improvements	n/a	\$250,127	City, CDBG, USDA
	Sidewalk Replacement Program Evaluation		\$5,000	City
	SUBTOTAL	1.17	\$1,718,127	
2011	Sheridan Avenue Street Improvements - Phase 2- Sixth St. to Wine Country Rd. - CN	0.38	\$1,075,000	City, State/Other
	Wamba Road Improvements - Phase 1 - Old Inland Empire Hwy. to Merlot Drive - CN	0.44	\$1,273,000	City, State/Other
	Wamba Road Improvements - Phase 2 - Wine Country Rd. to Old Inland Empire Hwy. - PE		\$55,000	City, State/Other
	Old Inland Empire Hwy. - Phase 1 - Wine Country Rd. to West City Limits - PE		\$259,000	City, State/TPP
	Byron Road Improvements - Sheridan to West City Limits - PE		\$253,000	City, State/AIP
	Sidewalk Replacement		\$20,000	City
		SUBTOTAL	0.82	\$2,935,000
2012	Wamba Road Improvements - Phase 2 - Wine Country Rd. to Old Inland Empire Hwy. - CN	0.15	\$467,000	City, State/Other
	Old Inland Empire Hwy. - Phase 1 - Wine Country Rd. to West City Limits - CN	0.76	\$2,344,000	City, State/TPP
	Old Inland Empire Hwy. - Phase 2 - Wine Country Rd. to Grant Ave. - PE		\$266,000	City, Federal/STP[R]
	Byron Road Improvements - Sheridan to West City Limits - CN	0.95	\$2,145,000	City, State/AIP
	Nunn Road Improvements - West City Limits to Wine Country Road - PE		\$127,000	City, State/TPP
	Sidewalk Replacement		\$20,000	City
	SUBTOTAL	1.86	\$5,369,000	
2013	Nunn Road Improvements - West City Limits to Wine Country Road - CN	0.46	\$1,108,000	City, State/TPP
	Old Inland Empire Hwy. - Phase 2 - Wine Country Rd. to Grant Ave. - R/W	n/a	\$57,000	City, Federal/STP[R]
	Prosser Avenue Improvements - Market St. to Memorial - ALL	0.5	\$1,572,000	unknown
	Alexander Court Improvements - Highland Dr. to Paterson Rd. - Phase 1 - ALL	0.31	\$917,000	unknown
	Wine Country Rd./Merlot/Gap Intersections - PE		\$199,000	City, State/SCP
	Sidewalk Replacement		\$20,000	City
	SUBTOTAL	1.27	\$3,873,000	
2014	Old Inland Empire Hwy. - Phase 2 - Wine Country Rd. to Grant Ave. - CN	0.76	\$2,666,000	City, Federal/STP[R]
	Alexander Court Improvements - Wine Country Road to Highland Drive - Phase 2 - ALL	0.23	\$308,000	unknown
	Benson Avenue Improvements - Mercer Ct. to Alexander Ct. - ALL	0.2	\$555,000	unknown
	Wine Country Rd./Merlot/Gap Intersections - R/W	n/a	\$59,000	City, State/SCP
	Sidewalk Replacement		\$20,000	City
	SUBTOTAL	1.19	\$3,608,000	
2015	Highland Drive Improvements - Alexander Ct. to SR22 - ALL	0.28	\$1,030,000	City, State/SCP
	Wine Country Rd./Merlot/Gap Intersections - CN	0.2	\$1,987,000	City, State
		SUBTOTAL	0.48	\$3,017,000
	ROADWAY CAPITAL IMPROVEMENT TOTAL	6.79	\$20,520,127	

CFP Table: 2 City of Prosser Projects Identified by BFCOG

Table 8-7, Prosser 2006-2025 Projects		
<i>Prosser 2006-2015 Projects</i>		
Project Name	Description	Project Cost
Wamba Rd.: OIEH to Merlot*	lane	\$800,000
Kinney Way: Park Ave. to SR22	Curb and sidewalk	\$110,000
Sheridan Ave.: WCR to 3rd Street*	Reconstruct, curb, gutter, sidewalk, drainage, lighting, bike lane	\$808,000
Total Project Cost 2006-2015		\$1,718,000
<i>Prosser 2016-2 025 Projects</i>		
Project Name	Description	Project Cost
Sister Streets	Reconstruct, widen, curb gutter, sidewalk, drainage	\$1,600,000
OIEH: WCR to Grant*	Widen, bike lane, safety improvements	\$950,000
Total Project Cost 201 6-2025		\$2,550,000
Total Project Cost 2006-2025		\$4,268,000

<i>Prosser 2006-2 025 Planning Projects - No Funds Identified</i>		
WCR/Gap Rd/Merlot Dr/CR12 Intersection Improvements^	Reconstruction, signalization	\$1,500,000
OIEH: WCR to west City Limits*	Reconstruct, widen, curb, gutter, sidewalk, drainage, lighting, bike	\$700,000
Chapman Lane Railroad Crossing	Construct and install safety crossing gates	\$550,000
Byron Rd.: Sheridan to west City Limits*	lane	\$827,000
Nunn Rd.: WCR to west City Limits*	Reconstruct, widen, curb, gutter, sidewalk, drainage	\$750,000
Concord Way	Curb, sidewalk, transit stop	\$154,000
Market St.: Park Ave. to SR22	Sidewalk (one side)	\$88,000
Prosser Ave.: Market to Memorial*	Reconstruct	\$400,000
Alexander Ct.: Highland Dr. to Paterson*	Reconstruct, widen	\$298,000
Wamba Rd.: WCR to OIEH	Reconstruct, widen, curb, gutter, sidewalk, drainage, lighting, bike	\$400,000
Benson Ave.: Mercer to Alexander	Reconstruct	\$279,000
Meade Avenue: Market to 7th	Widen	\$290,000
6th Street: WCR to Meade	Widen	\$300,000
Guernsey: Park Ave. to Prosser Ave.	Widen	\$341,000
7th Street: Meade to WCR	Widen	\$198,000
Dudley: Meade to Bennett	Widen	\$59,000
Brown: Park to Bennett	Reconstruct, widen, curb, gutter, sidewalk, drainage	\$378,000
Bennett: 6th to Florence	Reconstruct	\$825,000
Benson Ave.: Mercer to Alexander	Reconstruct	\$379,000
Byron Rd.: Sheridan to City Limits	Reconstruct, widen, curb, gutter, sidewalk, drainage, bike lane	\$1,427,000
Total Cost Planning Projects		\$10,143,000

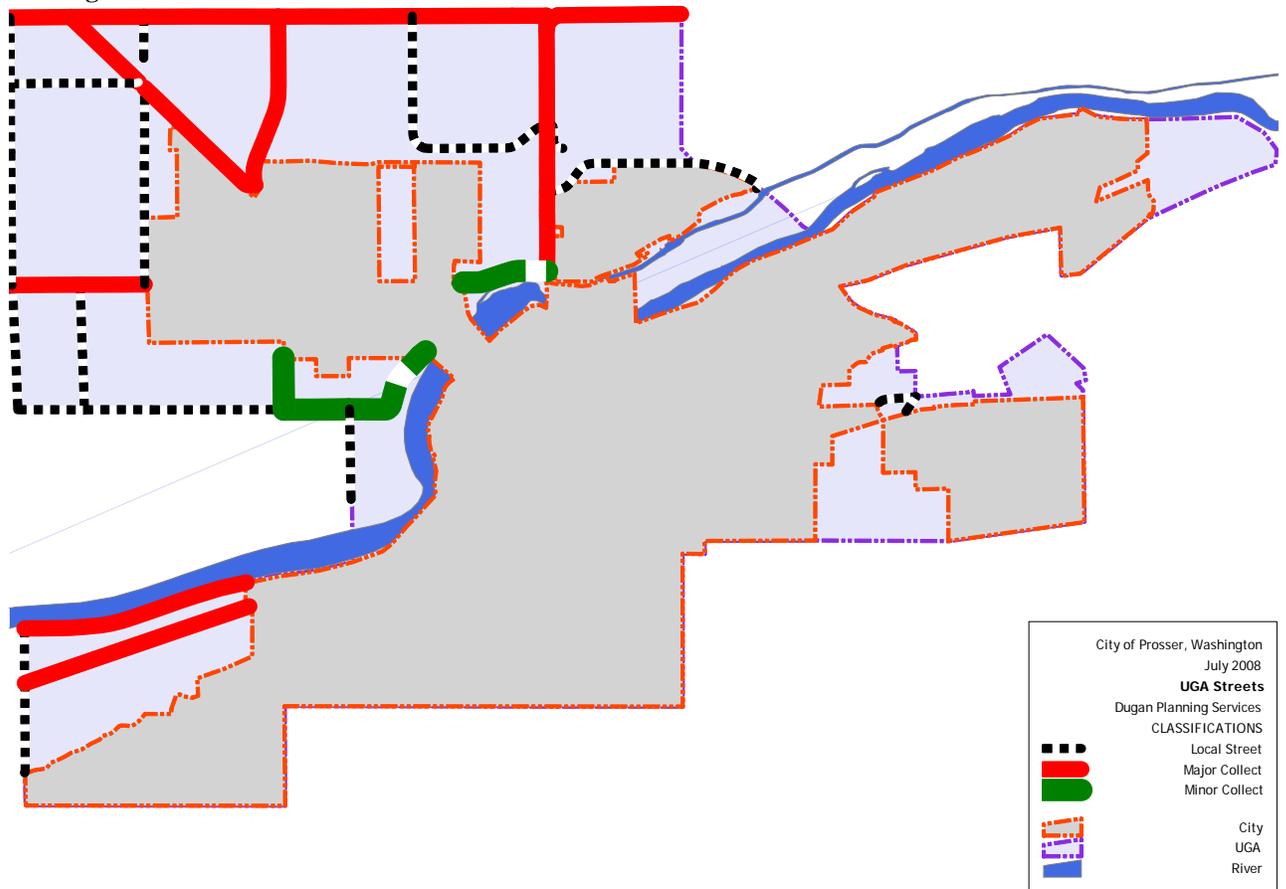
C. UGA Needs

The need studies conducted in 2008 extended the past needs assessments prepared for the area within the city limits to the urban growth area outside the city.

Figure CFP 1 identifies the streets in the UGA by classification as set in the adopted transportation element of the comprehensive plan. None of the streets are currently at urban standards but are built to rural county road standards. The major collectors are constructed to good quality county arterial standards, while the local roads are constructed to minimal standards to serve low-intensity rural uses.

All of these streets would need to be upgraded with curb gutter, sidewalks, etc. to support urban level intensities and densities. While the rural arterial roads are capable of accommodating significant traffic volumes, they are not constructed to support more intensive urban uses, especially commercial uses that are planned along some of the routes.

CFP Figure: 1: UGA Street Classifications



CFP Table: 3: Long Range Street Development Costs

Street Development Costs	Street Development Costs /Linear Foot	Feet of Streets in UGA	Total Estimated Costs
UGA Local Streets	\$600	39,002	\$23,401,477
UGA Major Collector	\$700	38,606	\$27,023,851
UGA Minor Collector	\$650	6,184	\$4,019,585
Merlot/Wine Country Intersection			\$1,987,000
BFCOG Identified Projects			\$4,893,000
City Street Development Plans*			\$18,533,127
Total		83,792	\$79,858,040
*City CIP projects not included in other categories above.			

Table CFP-3 estimates the costs to upgrade these streets to urban standards as defined by the adopted city street standards. In addition to these street improvements that are necessary to provide a transportation system adequate to support urban development in the UGA, additional streets would be needed for access as the larger parcels are subdivided to urban densities under the comprehensive plan. Added to these projects are projects on CFP Tables 1 and 2 that have been identified to meet city needs.

City Utility Needs and Costs

Domestic Water System

A. General Inventory

The existing City of Prosser domestic water system consists of three main distribution pressure levels, and a separate isolated pressure level (Painted Hills Zone). The City is supplied water from five primary source wells. The maximum pumping capacity of the five primary wells is currently 4,920 gallons per minute or 7.13 million gallons per day, although peak production has never exceeded 4,109 GPM or 5.92 million gallons per day. All five wells pump water directly to the City's 5.0 MG water treatment plant. Four reservoirs serve the City with a combined capacity of 4.7 million gallons. The existing transmission and distribution system is looped in most areas and generally consists of 6-inch or larger water mains. The City has approximately 36 miles of domestic water piping. A detailed inventory of the water system may be found in the draft Water System Plan.

B. City Needs

A draft Water System Plan was completed in May 2008 for the City of Prosser, which examined in detail the needs for the system and developed a program for implementing the recommended improvements. The next table lists the capital improvement program

based on recommended improvements in the water plan by year, showing estimated costs and proposed funding sources.

CFP Table: 4: Water System 2010-2015 Capital Improvement Program

CAPITAL FACILITY PLAN UPDATE			
YEAR	PROPOSED WATER SYSTEM IMPROVEMENTS	Estimated Funding	Funding Source
2010	Source Well Protective Covenants	\$17,500	City
	Fire Hydrant Replacement Project	\$25,000	City
	Service Meter Replacement Project	\$112,500	City
	Sheridan Ave. 8-Inch Water Main Loop	\$126,200	City
	Village Park/Empire Subdivision Water System Improvements	\$359,940	City, CDBG, USDA
	6th Street 8-Inch Water Main Loop	\$60,000	City
	SUBTOTAL	\$701,140	
2011	Fire Hydrant Replacement Project	\$25,000	City
	Service Meter Replacement Project	\$112,500	City
	Wamba Road 12-Inch Transmission Main	\$200,000	DWSRF, City
	NW Prosser Zone 2 Booster Pump Station & PRV	\$591,500	DWSRF, City
	1.2 MG Reservoir & 16-Inch Transmission Main	\$2,912,900	DWSRF, City
	SUBTOTAL	\$3,841,900	
2012	Fire Hydrant Replacement Project	\$25,000	City
	Chlorination Building Replacement	\$365,900	DWSRF, City
	SUBTOTAL	\$390,900	
2013	Fire Hydrant Replacement Project	\$25,000	City
	Frontier Road 12-inch Extension - Phase 1	\$120,000	Private
	SUBTOTAL	\$145,000	
2014	Fire Hydrant Replacement Project	\$25,000	City
	Frontier Road 12-inch Extension - Phase 2	\$70,000	Private
	SUBTOTAL	\$95,000	
2015	Fire Hydrant Replacement Project	\$25,000	City
	Increase Filter Plant Capacity (6.2 MG)	\$404,900	DWSRF, City
	Water System Plan Update	\$70,000	City
	SUBTOTAL	\$499,900	
WATER SYSTEM CAPITAL IMPROVEMENT TOTAL		\$5,673,840	

Sanitary Sewer System

A. General Inventory

The City of Prosser wastewater facilities consist of a sewage collection system and a wastewater treatment facility. The sewage collection system includes approximately 129,175 linear feet (LF) of gravity pipe (with a majority of the pipe being 8-inch in diameter), 11,874 LF of force main, and 6 sewage lift stations. A detailed inventory of the sanitary sewer system can be found in the draft General Sewer Plan

Since 1948, the City of Prosser has provided treatment and disposal for residential, commercial, and industrial wastewater generated within the City. Prosser's wastewater treatment facilities have undergone many expansions and upgrades since original construction. These modifications have been in response to increasing population, increasing industrial waste treatment needs, and increasingly stringent discharge

requirements.

Prosser's wastewater treatment facilities are located on the north bank of the Yakima River, below Prosser Dam, and immediately adjacent to the Chandler Canal. Wastewater enters the treatment facility at the headworks, where large incoming solids are removed by a mechanical fine screen. Heavy material is then removed from the waste stream via an aerated grit chamber. From the headworks, wastewater flows to the primary clarifier where settleable material is removed. The material which settles in the primary clarifier is pumped to the primary anaerobic digester for further treatment. Wastewater exiting the primary clarifier is pumped to the trickling filters where biological treatment occurs. From the trickling filters, wastewater flows to the intermediate clarifier where biological solids produced as a result of the trickling filter process are removed prior to the wastewater entering the sequencing batch reactor (SBR). Biological solids settled in the intermediate clarifier are returned to the primary clarifier influent for co-settling with the primary solids. Within the SBR, additional biological treatment of the wastewater occurs, including ammonia removal. Biological solids generated as part of the SBR process are removed to the aerobic sludge holding tank. The finished wastewater is disinfected in the SBR chlorine contact tank, and then discharged to the Yakima River.

Wastewater solids removed from the primary clarifier are pumped to the primary anaerobic digester, which is both heated and mixed. Sludge overflowing the primary digester goes to one of two secondary anaerobic digesters which are not heated or mixed. Periodically, liquids are decanted from the secondary anaerobic digesters back to the treatment process. Every two years, sludge is removed from the secondary anaerobic digesters, dried in the sludge drying beds, and land applied in accordance with the City's biosolids permit.

Biological solids removed from the treatment process by the SBR are pumped to the aerobic sludge holding tank where they undergo further treatment. From the aerobic holding tank, sludge is thickened by the belt filter press prior to being placed in the sludge drying beds for drying. Dried biosolids (sludge) are land applied in accordance with the City's biosolids permit. Solids removed from the aerated grit chamber are pumped to a grit classifier where they are washed and made suitable for landfill disposal.

B. City Needs

Prosser has completed three documents identifying collection and treatment system needs. The first two of these documents were the 1994 Draft General Sewer Plan and the 1997 Wastewater Facility Plan. Many wastewater treatment plant improvements were constructed in 2001 based upon the recommendations contained in the 1997 Wastewater Facility Plan. In 2005 this planning was updated with the Draft General Sewer Plan by Huijbregtse, Louman Associates. While this update identified all of the projects required for 2025, it did not cost those needs or identify a specific capital improvement program. That plan however has been used to develop six year capital improvement programs. Projects included in the 2007 CIP are identified on Table CFP-5

CFP Table: 5: Sewer System 2010-2015 Capital Improvement Program

CAPITAL IMPROVEMENT PLAN UPDATE			
YEAR	PROPOSED SEWER SYSTEM IMPROVEMENTS	Estimated Funding	Funding Source
2009	Wine Country Road Extension - East Prosser	\$182,000	City, County, Port
	SUBTOTAL	\$182,000	
2010	Northwest Prosser Sewer System Improvement Project		
	a. Wine Country Road 8-Inch Sewer Extension	\$400,000	City
	Nunn Road Sewer Main Extension	\$250,000	CERB, City
	Phase 2 WWTP Improvements - Design	\$282,000	PWTF, City
	WWTP BOD Capacity Improvements - Design	\$480,000	PWTF, City
	SUBTOTAL	\$1,412,000	
2011	Phase 2 WWTP Improvements - Construction	\$1,598,000	PWTF, City
	WWTP BOD Capacity Improvements - Construction	\$2,800,000	PWTF, City
	Frontier Road Phase 1 Extension	\$90,000	Private
	Construct New Drying Beds at Sprayfield	\$210,000	City
	SUBTOTAL	\$4,698,000	
2012	Phase 2 WWTP Improvements - Construction	\$470,000	PWTF, City
	WWTP BOD Capacity Improvements - Construction	\$720,000	PWTF, City
	State Route 221 Sewer Main Extension	\$210,000	Private
	Frontier Road Phase 2 Extension	\$50,000	Private
	SUBTOTAL	\$1,450,000	
2013	Northwest Prosser Sewer System Improvement Project		
	b. Old Inland Empire Highway 12-inch Sewer Main Extension	\$1,500,000	PWTF, City
	SUBTOTAL	\$1,500,000	
2014	No Improvements	\$0	
	SUBTOTAL	\$0	
	SEWER SYSTEM CAPITAL IMPROVEMENT TOTAL	\$9,242,000	

Storm Drainage System

A. General Inventory and Needs

The City of Prosser does not operate a separate storm drainage utility; instead, the City's storm drain system is included in the roadway system. When roadway improvements are made, the associated drainage facilities are evaluated and the necessary replacements or modifications are incorporated into the street project.

Each catch basin within the City is cleaned annually, and storm drain lines known to receive large amounts of leaves or debris are rodded annually. In addition, catch basin lids are inventoried annually as to their condition and replaced if necessary.

The Water Quality Act of 1987 may have a long-range impact on storm water disposal for the City of Prosser. Large municipalities (with populations greater than 100,000) and other designated cities in urbanized areas are required to obtain NPDES Storm Water Permits, and to develop and implement storm water management programs. However, current storm water regulations do not impose requirements on municipalities the size of the City of Prosser.

Improvements to the storm drain system are typically constructed as part of a street improvement project, or on an as-needed basis. Since the drainage improvements are

part of street improvement projects, total costs of the improvements are included in the road improvement costs.

UGA Utility Needs

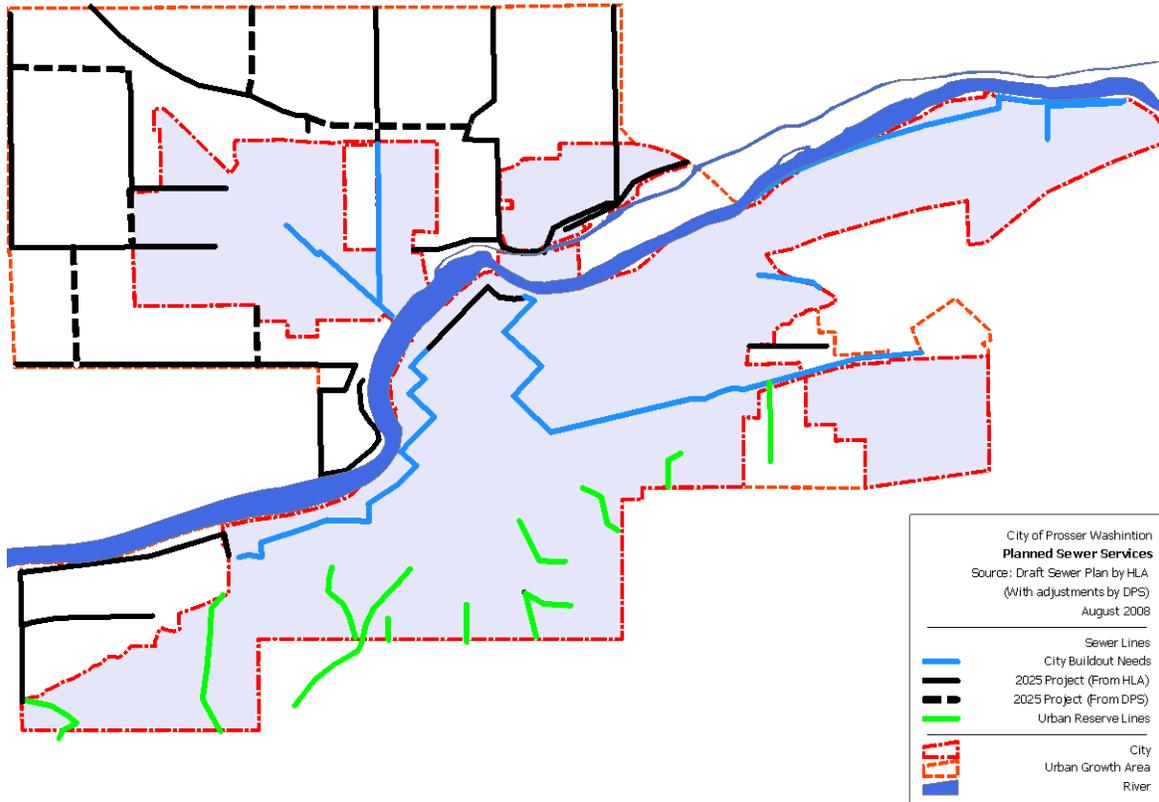
Table CFP-6 below summarizes the long range utility needs in the UGA. There are currently no sewer or water services provided in the UGA outside the city limits. Consequently, these services would be needed in order for the planned urban development to occur. Table CFP 6⁵ estimates the costs of providing these services along with other planned system improvements to serve the city.

CFP Table: 6: Long Range Utility Capital Needs

Utility Development Costs	Development Costs /Linear Foot	Feet in UGA	Total Estimated Costs
Water System			
UGA 8" Lines	\$152	45,186	\$6,868,339
UGA 12" Lines	\$170	38,606	\$6,562,935
North Reservoir Costs			\$2,912,900
Other Water Plan Costs			\$5,673,840
Water Freeway Costs			\$500,000
Total Water			\$22,518,014
Sewer System			
UGA--8 Inch Lines	\$134	20,005	\$2,680,687
UGA-10 to 12 Inch Lines	\$142	51,310	\$7,440,015
UGA-Pressure Lines & Pumps			\$2,653,286
Sewer Freeway Crossing			\$500,000
Other Sewer CIP Costs*			\$9,242,000
City by 2025			\$395,852
City by Buildout			\$6,096,993
Urban Reserve			\$2,360,045
Total Sewer			\$31,368,878
Total			\$53,886,892
*Development Plans derived from City CIP			

⁵ Costs and cost factors for the water system are from HLA, the city's contract engineers. Cost factors for 12- and 8 inch sewer lines, and the freeway crossing for the sewer systems, are also from HLA. Other cost factors estimated by Dugan Planning Services.

CFP Figure: 2: UGA Sewer Needs



Costs for the water system are derived from the recent Draft Water System Plan. Although this water plan comprehensively identifies and provides cost estimates for the improvements needed within the city during the forecast period, it does not provide any analysis of needs in the UGA. In estimating UGA costs, it was assumed that water lines would be built along the street right-of-ways identified on Figure CFP-1 (above). It was assumed that 12-inch lines would be constructed on the major collectors and 8-inch lines along the other streets. In addition, a cost estimate was made of the costs of extending water service across the freeway.

Cost estimates for the sewer system improvements on CFP Table 6 are based on the Draft Sewer Plan prepared in 2005. While this sewer plan identified potential project needs to serve both the city and the UGA, it did not include cost estimates. Consequently, potential costs were estimated by using generalized cost estimates based on work in other communities. Since the sewer plan did identify potential service lines to serve the UGA, these lines were used, with some adjustments to estimate costs to serve the UGA. In addition, a cost estimate was made of the costs of extending water service across the freeway. In addition to these longer-term projects, uncompleted projects from the 2007 adopted capital improvement program are added to CFP Table 6.

Since 2005 draft plan did not include any major costs needed for the sewer treatment plant, this analysis does not include such estimates. However, HLA and city staff are evaluating potential projects including relocating the drying beds to make room for future

expansion of the SBRs, digester improvements, and a project addressing BOD and solids removal. Some of these costs are included on CFP Table 6.

As discussed in Land Capacity and Absorption, the second report in the background studies for this CFP, the construction of the new reservoir and the freeway crossing for water and sewer are key facilities needed to support any development north of the freeway and in the commercial development in the most northwestern part of the city.

Other Needs and Costs

Parks System

A. General Inventory

The city park system and long-range needs are described in detail in the Parks and Open Space Section of Chapter XII Community Facilities, Services and Resources Element.

B. City Park Development Needs

The Community Facilities, Services and Resources Element estimates the future need for new parks to serve both the city and the UGA. The costs associated with these needs are described below. In addition, past capital facility planning has identified a range of park projects needed to improve the existing park facilities in the city. These projects are listed on Table CFP-7

CFP Table: 7: City Park 2010-2015 Capital Improvement Program

CAPITAL IMPROVEMENT PLAN UPDATE					
YEAR	PARK	PROPOSED PARKS IMPROVEMENTS	Estimated Funding	Funding Source	
2010	Crawford	Pavilion Repair - Stain, Coating	\$2,900	City	
	Miller	6 Picnic Tables	\$7,200	City	
	City	Pavilion Repairs - siding, doors	\$2,500	City, IAC	
	City	Concession Stands Electrical Upgrade	\$3,500	City	
	City	Restroom Repairs (Fixtures)	\$3,500	City	
	Miller	Swimming Pool Major Renovation	\$1,200,000	City, IAC	
	Miller	Timber Borders on Big Toy	\$1,500	City	
	Miller, City	Fall Zone Material Replacement	\$10,000	City	
	Market	Sell Property on West Side of Market Street	unknown	unknown	
			SUBTOTAL	\$1,231,100	
2011	City	New Energy Efficient Lighting on Basketball Court and Sylvan Stage	\$17,000	City, IAC	
	City	Concrete Cap over Basketball Court	\$9,000	City, IAC	
	City	New Basketball Poles, Backboards, Rims	\$2,000	City, IAC	
	Ferrand	Create Parking; Security Lighting	\$25,000	City, IAC	
	Ferrand	Improvements to Existing Restrooms (ADA Compliant)	\$25,000	City, IAC	
			SUBTOTAL	\$78,000	
2012	Crawford	New Playground Equipment	\$12,000	City, IAC	
	Crawford	New Concrete Picnic Tables	\$12,000	City, IAC	
	Miller	Improve Pavilion Storage Room	\$3,500	City, IAC	
	City	Lighting at Playground	\$5,000	City, IAC	
	City	Concrete Repairs between Restroom and Pavilion	\$6,000	City, IAC	
			SUBTOTAL	\$38,500	
2013	Ferrand	New Pathway from Park to City Limits	\$250,000	City, IAC	
	Ferrand	Lighting along New Pathway	\$60,000	City, IAC	
	Ferrand	Construction of Boat Dock	\$70,000	City, IAC	
	City	New Restrooms	\$65,000	City/IAC	
			SUBTOTAL	\$445,000	
2014	Market Street	Unisex Restroom	\$75,000	City, IAC	
	Market Street	Park Security Lighting	\$90,000	City, IAC	
	Miller	Resurface Tennis Courts	\$93,000	City, IAC	
	Miller	Energy Efficient Tennis Court Lighting	\$17,000	City, IAC	
			SUBTOTAL	\$275,000	
2015	Crawford	Sound Stage and Lighting	\$275,000	City, IAC	
	Crawford	New Restroom	\$93,000	City, IAC	
	Crawford	Asphalt Concrete Parking Area	\$28,000	City, IAC	
	Miller	New Playground Equipment	\$12,000	City, IAC	
	Miller	Replace Concrete Walkway	\$23,000	City, IAC	
	Miller	New Basketball Court	\$24,000	City, IAC	
	North	Construct Sports Complex	\$2,500,000	City, CCW	
			SUBTOTAL	\$2,955,000	
			PARKS SYSTEM CAPITAL IMPROVEMENT TOTAL	\$5,022,600	

Building Facilities

A. Inventory

The City of Prosser owns several buildings which are used for many types of activities and operations on a regular basis. A detailed inventory is found in General Governmental and Parks: City of Prosser, 2008 Inventory of City Capital Assets, February 2008. Five of these buildings, which receive heavy usage daily, are described as follows:

City Hall/Annex - This two-story building, constructed in the 1900s, is currently occupied by the City's Administrative Department, the Public Works Department, the Building Department, Recreation Department, and the Prosser Police Department. This building underwent a major remodel in 2000, although the remodel did not include the second floor or the area occupied by the Police Department. A portion of the second story is currently leased to the Masonic Lodge.

Fire Station - This two-story building, constructed in 1997. The City owns two thirds of

the building with the remainder owned by Benton County Fire District No. 3. This building houses firefighting apparatus, offices, and a meeting room. The second floor, which is only partially completed, contains a modern galley, living quarters, and unfinished dorm rooms.

Prosser City Library - This single-story building, constructed in 1971, is occupied by the city's library. Library services are provided by the Mid-Columbia Library District under a contract with the city. The building has a basement which is currently occupied by the American Legion.

Prosser Activity Center - This single-story building, constructed in 1984, is occupied by the City's Senior Citizens organization. The building is also used for private functions (wedding receptions, etc.). The building contains a full galley, meeting hall, office spaces, reception room, and ADA-compliant restrooms.

Meade Avenue Building - This single-story building, constructed in the 1950s, is occupied by Prosser Memorial Hospital's physical therapy facility. The building was remodeled in 2001 to accommodate the hospital's needs.

B. Building Improvement Needs

Past CIP planning have identified a range of projects to meet the building needs of the city Table CFP-8 presents those projects and costs.

CFP Table: 8: General Government 2010-2015 Capital Improvement Program

CAPITAL IMPROVEMENT PLAN UPDATE				
YEAR	BUILDING	PROPOSED BUILDING FACILITIES IMPROVEMENTS	Estimated Funding	Funding Source
2010	City Hall	Re-route HVAC into Administrator, Mayor & Recreation Offices	\$8,000	City
	City Hall	Install Panic Hardware on Main Entry Door	\$1,000	City
	City Hall	Replace fixtures in Restrooms [Old]	\$3,500	City
	Senior Center	Replace HVAC unit	\$10,000	City
	Armory	unknown	n/a	unknown
		SUBTOTAL	\$22,500	
2011	Police Station	Design	\$300,000	City, FEMA Grant
	Police Station	Purchase Site for New Facility	\$348,000	City, FEMA Grant
	Public Works Yard	Construct Equipment Shed	\$75,000	City
	Public Works Shop	New Shop Design	\$200,000	
		SUBTOTAL	\$923,000	
2012	Library	Exterior Building Repairs, Interior Renovations	\$400,000	City
		SUBTOTAL	\$400,000	
2013	Police Station	New Police Station Construction	\$2,825,000	City, FEMA Grant
		SUBTOTAL	\$2,825,000	
2014	Public Works Shop	New Shop Construction	\$3,300,000	City
	City Hall Annex	Upgrade Old Police Station	\$187,000	City
		SUBTOTAL	\$3,487,000	
2015	No Improvements			
		SUBTOTAL	\$0	
		BUILDING FACILITIES CAPITAL IMPROVEMENT TOTAL	\$7,657,500	

Total General Government Long Range Needs

As discussed in *Land Capacity and Absorption*, the second report in the background studies for this update of the CFP, additional park services are needed to serve both the existing city and the planned residential development in the UGA. Table CFP 9 presents the total cost of projects that have been identified for park and general government along with the specific projects itemized above.

CFP Table: 9: General Governmental Costs 2010-2015 Capital Improvement Program

General Fund	Development Costs/Acre	Land Costs Per Acre	Costs
PARKS			
Community Park*	\$ 111,062	\$ 0	\$2,500,000
Neighborhood Park	\$ 100,000	\$10,000	\$1,748,450
Hillside Acquisition and Trails			\$250,000
Water Front Trail			\$250,000
Golf Course***			\$1,800,000
Other Park CIP**			\$2,522,600
Total Parks			\$9,071,050
General Government			
Police Station			\$3,660,000
New Shop Construction			\$3,500,000
Other CIP**			\$497,500
Total General Government			\$7,657,500
Total			\$16,728,550
* Assumes it will be developed on City Property. ** Other from City CIP ***Would be financed by revenues from the course or grants.			

Total Costs of Unconstrained Needs

The various need assessments being conducted as part of this planning process have identified 151 million dollars in needs for various public services (Table CFP 10). Fifty-one percent (53%) of these needs are associated with the city's transportation system.

CFP Table: 9: Unconstrained Public Facility Needs

Total Estimated Needs	Total Costs	Percent
Streets	\$79,858,040	53%
Parks	\$9,071,050	6%
General Government	\$5,324,167	4%
TOTAL GENERAL GOVERNMENT	\$94,253,256	62%
Water	\$24,693,280	16%
Sewers	\$32,535,545	21%
TOTAL UTILITIES	\$57,228,826	38%
TOTAL	\$151,482,082	100%

Capital Facility Funding Resources

The city's fiscal capacity is analyzed in detail and compared against the future need of the city for public facilities *City of Prosser's Fiscal Capacity*. This report provides the financial basis for this element. While more detailed information and analysis of the potential funding capacity for various sources of revenue is provided in *City of Prosser's Fiscal Capacity*, basic revenue sources are summarized below.

Local General Sources

Property Tax – The chief source of local revenue. Usually such taxes go to the general fund and are then appropriated for transportation purposes. Property taxes are dependent upon local economic conditions; however, they remain a steady reliable source of revenue.

General Funds – General funds include all local funds subject to appropriation by the governing body – property taxes, local option sales taxes, utility taxes, general state shared revenues, business license fees, etc.

Real Estate Excise Tax – A tax imposed by city or county governing bodies not to exceed ½ of one percent of the real estate selling price. The tax is for only for any capital improvements.

Local Improvement Districts – A district formed for bond issue where the district residents vote to place additional tax levies on their property to pay the bond debt.

Bonds – Public authorized loans for any capital improvement (transportation, water, sewer, etc.). Two types of bonds available under statute: Councilmanic Bonds which are authorized by jurisdiction governing bodies for specific capital improvements, and Voter Approved Bonds which are authorized by jurisdiction voters for specific capital improvements.

Sales Tax – Locally levied and distributed by the state to each city on the basis of collections within the jurisdiction. State law authorizes up the city to levy a tax of one percent of the value of the sales transaction for items subject to the tax. (.15% of the sales transaction however goes to the county and a small portion is withheld by the state to cover the administrative expense of collecting the tax).

Transportation Funding Sources

Federal Sources

Interstate Maintenance (IM) – This program provides funding for resurfacing, restoring, rehabilitating and reconstructing most routes on the interstate system.

National Highway System (NHS) – This program provides funding for improvements to rural and urban roads that are part of the NHS, including the Interstate System and

designated connections to major intermodal terminals. Under certain circumstances, NHS funds may also be used to fund transit improvements in NHS corridors.

Surface Transportation Program (STP) – The STP provides flexible funding that may be used by States and localities for projects on any Federal-aid highway, including the NHS, bridge projects on any public road, transit capital projects, and intracity and intercity bus terminals and facilities. A portion of funds reserved for rural areas may be spent on rural minor collectors.

Highway Bridge Replacement and Rehabilitation Program (HBRRP) – This program provides funds to assist the States in their programs to replace or rehabilitate deficient highway bridges and to seismic retrofit bridges located on any public road.

Federal Transit Administration (FTA) 5309 – This program provides capital assistance for new rail systems, modernization of existing rail systems and for new and replacement buses and facilities.

Federal Transit Administration (FTA) 5311 – This program provides formula funding to states for the purpose of supporting public transportation in areas of less than 50,000 population. Funds may be used to provide administrative, capital or operating costs of local transportation providers.

Rural Economic Vitality Program (REV) – This program provides federal funds for roadway improvements that foster economic development for rural areas and state community empowerment zones. Eligible projects include traditional transportation improvements on state and federal highways, county roads and city streets.

State Sources

Transportation Improvement Board (TIB) – Funded by the state legislature, the TIB administers state funding programs for local government transportation projects. Projects are funded by combining TIB revenue with local matching funds and private sector contributions. Some of the major TIB programs are listed below.

Transportation Partnership Program (TPP) – This TIB program allocates to local governments (population of 5,000 or over) for street improvement projects, multi-agency projects, and arterial improvement projects. Funds are directed toward relieving urban congestion problems caused by economic development and growth. Local matching funds are required.

Arterial Improvement Program (AIP) – This TIB program provides funding for city and urban county arterial street road and street projects to reduce congestion and improve safety, geometrics, and structural concerns. Projects can receive a maximum of 80% reimbursement depending on agency population.

Pedestrian Safety & Mobility Program (PSMP) – This TIB program provides funding

for pedestrian projects that provide access and address system continuity and connectivity of pedestrian facilities.

Small City Program (SCP) – This TIB program provides funding for street improvement projects in cities with a population less than 5,000. Also includes a Pedestrian Safety & Mobility Program (PSMP).

Public works Trust Fund (PWTF) – A revolving loan fund administered by the Public Works Board. Provides low interest loans to local governments for infrastructure improvements.

Urban Arterial Trust Account (UATA) – Provides grants for construction and improvement of city and county arterials within urban areas.

City State Gas Tax Distribution (Motor Fuel Tax) – A portion of the state gas tax is distributed directly to cities based on allocation formulas after deductions for non-highway distributions and collection/distribution costs. These funds may be used for any transportation purpose with most directed to maintenance, operations, and administration, and small portions matching grants for capacity and non-capacity road improvements.

City Hardship Assistance Program (CHAP) – This program provides funding to offset extraordinary costs associated with the transfer of state highways to cities with a population under 20,000.

Utilities Funding Sources

There are several state and federal funding opportunities available to local jurisdictions for the improvement of water and sewer projects. However, the program emphasis changes periodically and it is difficult for a small city to keep abreast of the funding opportunities. At the current time Prosser should become familiar with the Washington Community Economic Revitalization Team (WA-CERT), the Centennial Clean Water Programs and the Community Economic Revitalization Board (CERB).

The WA-CERT system is actually a process rather than a funding program. The WA-Cert system provides a partnership program bringing to Benton and Franklin Counties ten state and federal program grant and loan administrators who collectively manage more than 180 different types of project applications in four different categories. The coordination of the WA-CERT team is administrated through the Office of Trade and Economic Development.

The Centennial Clean Water Fund and the State Revolving Fund has a separate funding process and is administrated by the Department of Ecology.

CERB provides financing for construction of public facilities that support private sector development and increased employment opportunities.

Economic Development Funding Sources

To create new basic employment the Economic Development Administration (EDA), a federal agency, provides infrastructure grant opportunities to site new industries. Infrastructure projects to promote the creation of new basic employment are ranked by category through the local Comprehensive Economic Development Strategy (CEDS) process administered by the Benton-Franklin Economic Development District, a division of the Benton-Franklin Council of Governments.

The EDA is additionally a member of the WA-CERT team administered by the Office of Trade and Economic Development. The WA-CERT system provides a partnership program bringing to Benton and Franklin Counties ten state and federal grant and loan program administrators who collectively manage more than 180 different types of applications in four different categories.

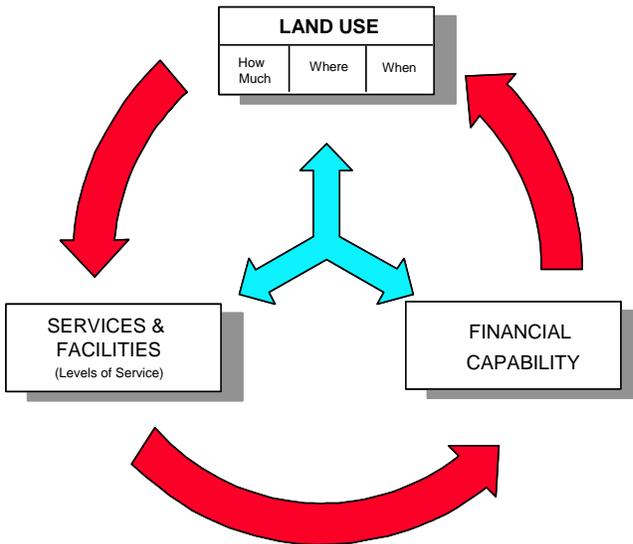
The Community Economic Revitalization Board (CERB) is a state economic development resource strategically focused to help business and industry create and retain jobs in partnership with local communities. CERB provides financing (grants and loans) for construction of public facilities that support private sector development and increased employment opportunities. The Office of Trade and Economic Development, working to enhance and promote sustainable economic vitality, provides management support to CERB.

Capital Financing Strategy

The Capital Facility Plan's (CFP) financial strategy is a planning tool. It does not prescribe specific courses of action, nor does it authorize individual projects. Such authorization occurs when a project is included in the city's six year Capital Improvement Program (CIP) and through the city's annual budget process. The strategy is flexible and seeks to identify how all of the project needs that are "on the table" can be funded in an orderly, long-term fashion.

Each individual capital facility analysis discussed in preceding sections of this plan identifies proposed facility needs and potential funding options. This information is consolidated in the finance strategy of this plan.

CFP Figure: 3: Land Use and Capital Facilities



The process of developing a Capital Facilities Plan (CFP) includes identifying the capital facilities and other services needed to support the land use plan. Once these needs are identified, an important step in the CFP planning process is to assess whether sufficient revenues will be available to finance those needed facilities. This involves balancing three different elements (land use, facilities and finance) into a coordinated system of planning. The considerations that might be included in achieving this balance is illustrated by Figure CFP-3.

As illustrated on Figure CFP 3, the land use commitment creates a demand for facilities and thereby a need to finance those facilities, it also generates revenue and funding opportunities to finance those facilities.

The finance strategy in this plan starts with a forecast of population, employment and development activity as outlined in the supporting documents. These forecasts are then used to identify the capital facilities that this growth would need. These forecasts are accompanied by a analysis of the city's financial capacity described in *City of Prosser's Fiscal Capacity*. From these forecasts and analysis, a long-range financial strategy was developed to guide the financing of all of the facilities necessary for development and to address other significant community needs, as well as strategies to finance key facilities. The overall analysis and strategy demonstrates that the city has sufficient financial capacity to support the land use plan over the entire planning period.

This strategy should be annually reviewed and refined as projects are implemented and needs and issues change. All cost and revenue estimates in the strategy are generalized based on accepted engineering and/or construction cost factors, and financial forecasting methods. All revenue and cost estimates reflect the current construction costs and values. The cost estimates may be expected to change during the actual engineering and design phase of each project. Just as the land use commitment creates a demand for facilities, it also generates revenue and funding opportunities to finance those facilities. However, if there is not enough financing to meet the land use commitment then measures need to be taken to achieve a balance. New financing measures (such as raising a tax or increasing developer contributions) might be authorized. The city could also reduce the future land commitment or the planned levels of service, if necessary.

Available Overall Fiscal Capacity and Resources

As described above, a key part of developing a long-range financial strategy is to understand the fiscal capacity of the city and how the planned growth of the city will change that capacity. The present and future fiscal capacity of the city was analyzed in the related background report; *City of Prosser's Fiscal Capacity*. The conclusions and findings of that study may be summarized as follows:

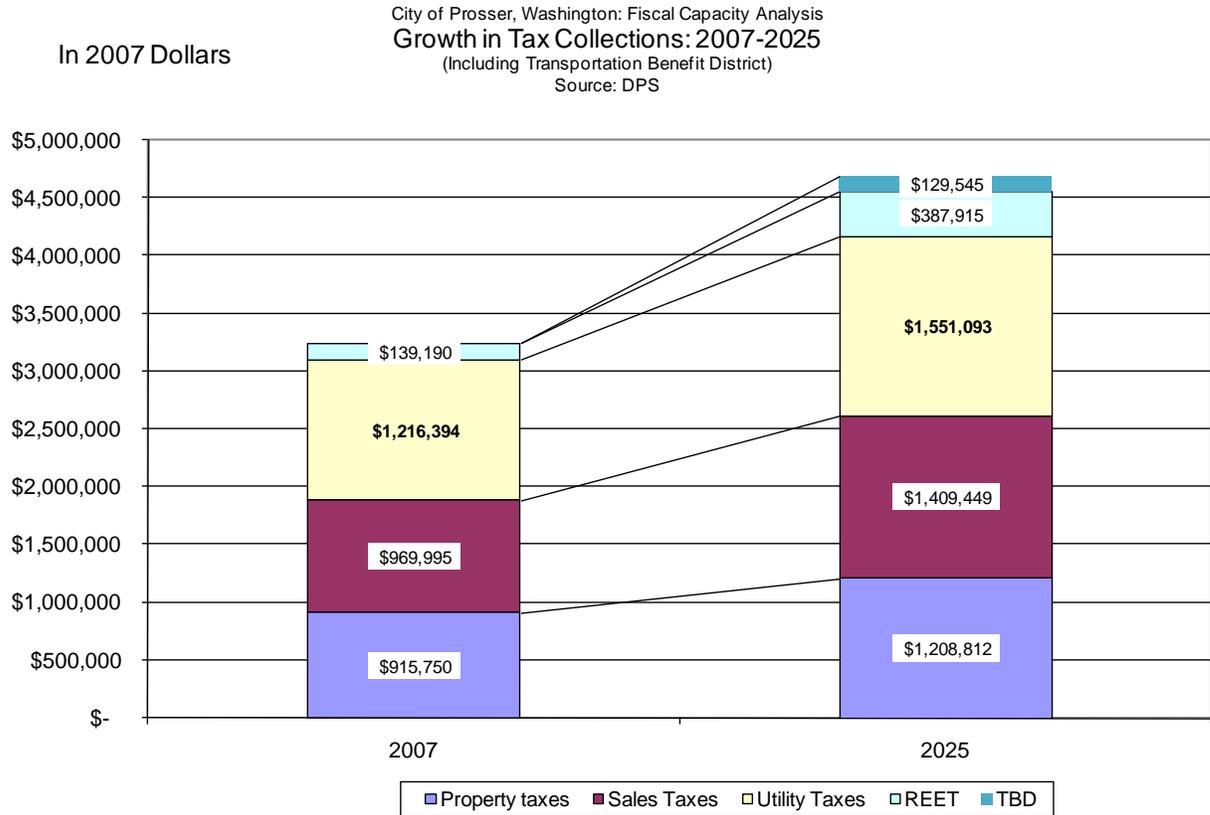
- The city is fiscally sound with new revenues exceeding ongoing costs, providing positive fund balances in all funds. The most significant exception to this view is the water fund, which currently has declining fund balances.
- General fund fiscal conditions have been improving with rising sales and utility tax revenue. However, these revenues are highly sensitive to economic conditions and will vary substantially from year to year with the performance of the regional economy.
- The available fund balances of the city provide it some capacity to finance needed facilities. However, due the relatively small scale of city operations and the high costs of new facilities, the fund balances cannot go very far in meeting potential needs. Also, declining fund balances in the water utility severely constrain the capacity of that utility to finance capital facilities and their operations.
- Limitations on the city tax rates as imposed by state law severely restrict the ability of the city to capture this value for future needs.
- The city has a relatively high average per capita volume of taxable sales—but a large share (54%—over half) of this revenue comes from the cyclical construction and automotive sectors.
- While sales tax revenue has been increasing in recent years, much of this growth is driven by the construction and automotive sectors, which can vary substantially from year to year.
- The city was increasing its dependence on utility taxes since 2000.
- The city has invested significant resources in capital development with grants and borrowing.

- The city appears to compete effectively for outside financial assistance, especially for transportation grants.
- Since the value of new construction generally exceeds the value of existing structures, growth will raise the average assessed value of the city significantly.
- Growth will enhance fiscal capacity by increasing property values from new construction and enhancing the market for larger volumes of taxable sales.
- Steady growth could improve the economies of scale in some services, especially utilities.
- Business growth (both industrial and commercial) can be expected to expand the city's utility tax base.
- The current revenue income in the water funds may be insufficient to meet the operational and capital needs of those funds through the forecast period.
- The sewer fund appears to be well positioned to respond to both its operations and capital needs (if the city periodically adjusts sewer rates for inflation).
- Rising assessed values through growth and appreciation increases the city's general obligation debt capacity and increases the potential revenues generated by the Real Estate Excise Tax (REET).
- The city may need much of the current sources of general fund revenue just to sustain adequate levels of service for operations in the face of inflation and growth. However, a limited amount may be available for capital if economic development does create an expanded sales tax base or if inflation rates do not increase significantly.
- The small scale of city revenues makes it difficult for the city to amass funds for a large capital facility.
- The city will need to adjust periodically rates in order to meet both operational and capital needs.
- A strategy sufficient to fund the facilities necessary to support the planned growth will depend in large part on developer financing.
- By applying appropriate financial planning strategies, including maximizing the potential for developer financing of facilities, the city has the fiscal capacity to support the land use plan in the long-run, although not all of the needs identified in the financially unconstrained needs list may be funded. In particular, the city has the capacity to set an acceptable level of services for the facilities necessary for development that can be appropriately funded.
- Financing the city's water system as proposed will require implementation of the financial measures recommended in the draft Water System Plan.
- The city, however, is facing significant short-term financial challenges that will make it difficult to finance important facilities (especially an improvement of the Merlot/Wine Country Road intersection, a new water reservoir, and water and sewer freeway crossings to serve the UGA north of the freeway).
- The city will need to maintain a balance between securing developer contributions adequate to fund a significant portion of the anticipated capital needs while avoiding discouraging new development activity.

- The city has recently formed a Transportation Benefit District (TBD) which is anticipated to generate \$90,000 to \$100,000 per year.⁶ With population economic growth the TBD should generate approximately \$1.8 million additional revenue for street needs over the forecast period.

Capital Revenues and Other Financial Measures

CFP Figure: 4: - Potential Growth in Tax Collections 2007-2008



Population and business growth planned in the land use plan and estimated in the background report *Land Use Patterns, Trends and Needs* will increase all forms of tax revenue. The background report, *City of Prosser's Fiscal Capacity* forecasted the amount of revenue that this future development as will generate for each major type of tax revenue. Figure CFP 4 brings together the forecasts for each type of tax revenue in one figure. As noted, the city's reliance on the utility and sales taxes would increase significantly over the forecast period. This financial forecast assumes that all of the UGA will be annexed.

⁶ City Finance Department

CFP Table: 10: Potential Cumulative Revenues (2007 Dollars)

Total Revenues		
	General Government	Utilities
Property Taxes	3,675,620	
Sales Taxes	4,420,399	
Utility Taxes	3,366,677	
REET	3,944,334	
Water		3,310,232
Sewer		4,005,796
TBD	1,826,856	
TOTAL	17,233,886	7,316,028

Table CFP 11 estimates the amount of money that would be generated cumulatively over the forecast period by 2025. The revenue estimates are calculated on Table CFP 11 by estimating and adding up the additional revenue that would be generated (as described above) each year from annexation and development of the UGA, if the UGA

were developed and annexed each year in equal increments to the year 2025. The amount represented is the cumulative increase over the tax revenue currently received by the city. Since the revenue shown is the total amount generated not including any additional operating costs, this shows how much money would be available if ALL of the revenue generated from new development were available for capital purposes. In reality, the city would need to use a significant portion, if not most, of this revenue for increased operation expenses needed to serve the UGA with ongoing city services.

CFP Figure: 5: Revenues Compared to Expenses

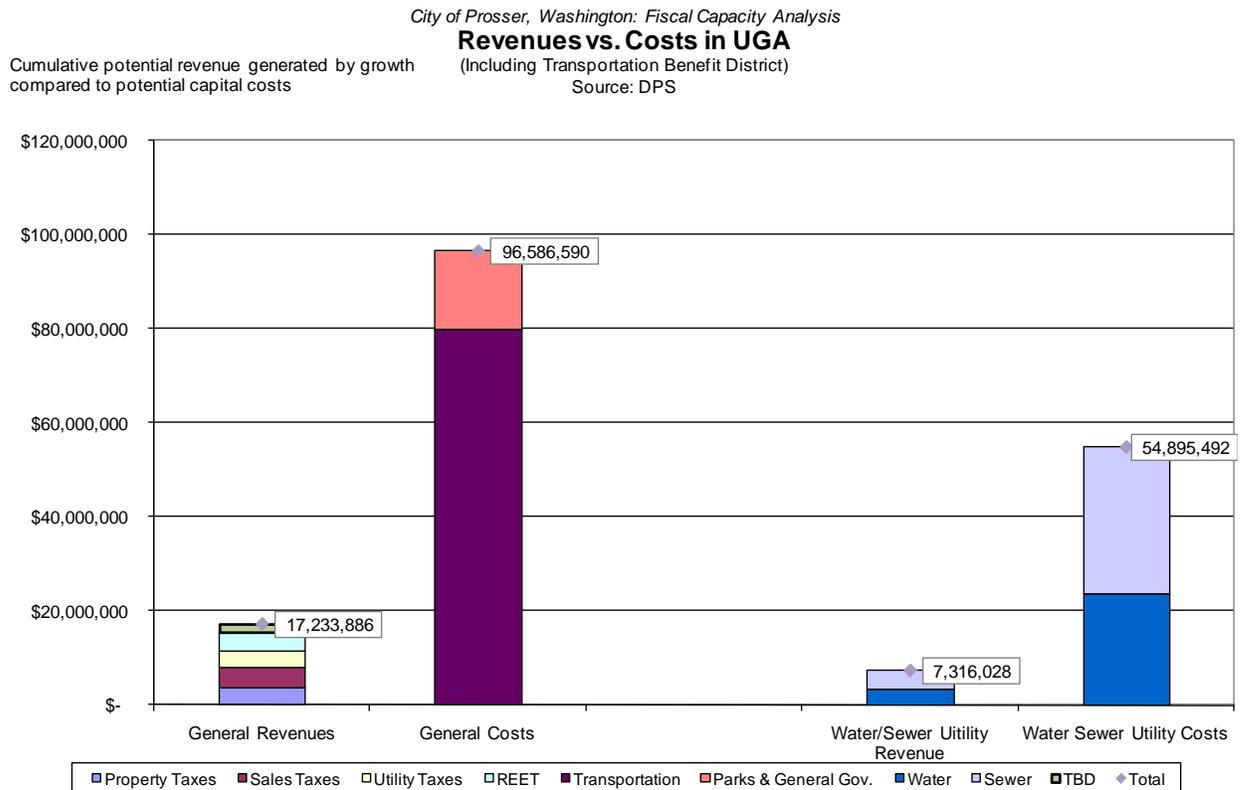


Figure CFP 5 compares the revenue generated from the development of the city and annexation of the UGA into the city with the capital facility costs described above. As

can be readily seen in Figure CFP 5, the city will not have the capacity to finance the needed facilities out of additional tax revenue that would be generated by the new development, even if all of the revenue generated by new growth was dedicated for capital purposes, although the financial analysis in *City of Prosser's Fiscal Capacity* demonstrates that the city will need most of the operating revenues generated by the growth to support city operations. The city will need to rely on other sources of financing such as developer contributions and grants. Although the city has been successful in obtaining grants in the past, it is highly unlikely that grants can make up much of the potential deficit and the city will need to rely on developer financing to finance the facilities needed to support the anticipated development.

As outlined in the *City of Prosser's Fiscal Capacity*, there are three basic reasons that it may be appropriate to require private development to contribute to the financing of public facilities.

1. To make the project feasible,
2. Because the facilities will benefit the development, and
3. To offset adverse impacts of the development on the level of service or the delivery of services provided by the city.

A variety of financing mechanisms or tools have evolved for developer financing to serve these purposes. These include requiring developers to directly construct facilities, provide specific compensation to the local government to build new facilities, and sophisticated impact fee systems that seek to equitably share the costs of new facilities over all potential developments.

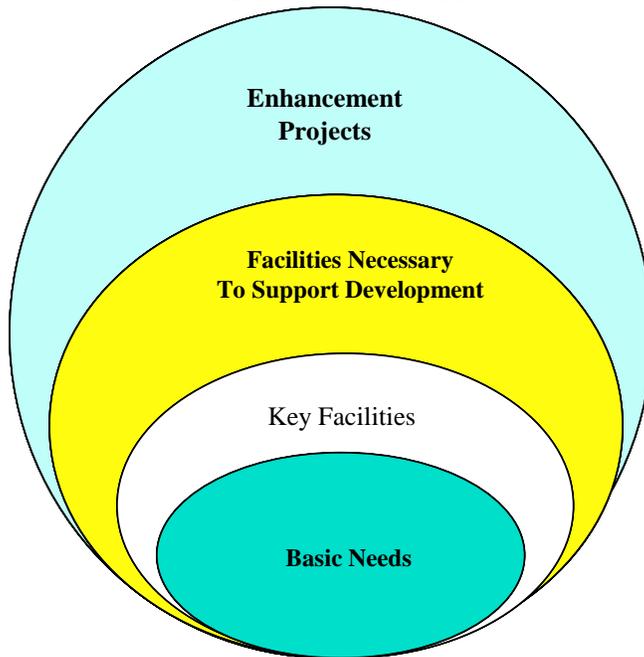
The strategy below assesses the potential for developer financing for various projects that will be needed to support the plan based on the location and character those projects. Many of the projects identified in the needs analysis are suitable for developer financing based on these considerations.

Balancing Needs and Capital Revenues

There is insufficient revenue capacity available to fund all projects on the unconstrained needs list. Further, not all of the facilities identified are necessary to support new development, although they may be desirable for achieving the quality of services and life the community desires.

The approach to developing this financial strategy is illustrated by the concentric rings of need on Figure CFP 6. The total of the diagram represents the total unconstrained needs list. The figure shows four levels of need.

CFP Figure: 6: Strategic Financing Approach



Basic Needs: The *first* level of need (usually the smallest subset of needs) are basic needs that must be met or significant hazards, inefficiencies, greater costs or problems will result. These include removing traffic hazards, severe points of congestion, replacing inadequate facilities in parks and public buildings, rehabilitating or restoring deteriorating streets or facilities, and providing appropriate office space. Some of the projects at this level might be considered deficiencies. This class of facilities should

have priority over the available local resources (although some of these resources might be used to support other important priorities in one of the other categories).

Key Facilities: The *second* type of need consists of facilities that remove a significant barrier for further community development. While these facilities are closely related to the system projects identified in the third type of need, these are particularly important projects that affect the potential development of a broad area. The nature of these facilities may indicate a need for a variety of funding approaches including use of city funding as a “strategic” investment.

Facilities Necessary to Support Development: The *third* type of need consists of needs necessary to support development. Without these projects, the minimum levels of service needed to support new development would not be achieved or maintained. These projects include both system expansion needs and site-specific needs to serve development.

- System projects are those needed in order to maintain the performance of the overall system as the community develops. More system-oriented financing, such as general revenues, and grants could finance a major portion of these projects. Some of these projects may not be needed until future development generates impacts or needs that would cause the level of service of facilities to begin to fall below acceptable levels (as defined in the comprehensive plan).
- The site-specific projects are those that directly serve, or are adjacent to (or within) development projects. The financing of these supporting facilities can be incorporated directly into the development process and can be

financed through site specific financing mechanisms such as local improvement districts, delay agreements, late comers or reimbursement agreements etc. For many such projects, a project would not be needed if the immediate area does not develop and in these cases, the projects can be indefinitely deferred until a development project needs the project.

Enhancement Projects: The *fourth* level of need are those projects that improve the overall community or enhance the general quality of life. These projects may include street improvements to provide additional transportation options, enhance the appeal of downtown, provide new parks or add new features to existing parks. These projects may be funded from revenues available after the other needs are addressed. If there are insufficient revenues to fund these projects, additional funds may be sought from grants or proposals for voter approved bond or other sources of revenue that cannot be predicted in advance.

The various need assessments described above have identified \$151 million dollars in needs for various public services (Table CFP 10).

The tables below apply the strategies and funding tools generally described above to the unconstrained needs list of projects. This analysis is long-range and strategic. By providing a strategic approach to financing facilities, the strategy illustrates how the city can, in the long-range, organize its needs and opportunities to finance the implementation of the comprehensive plan.

Table CFP 12 identifies the potential funding sources for various needed projects. Most of the projects that open the UGA for development are appropriate for developer financing and are identified on the figure for this type of funding. In most cases, these projects are needed just to make development of these areas feasible.

There are three projects (the two water and sewer freeway crossings and the north water reservoir) that open significant portions of UGA for development and should be considered key projects that may be appropriate for some types of city funding in order to facilitate their development—and there may be some limited opportunity for grant assistance. In addition, the north water reservoir provides benefit to other areas of the city by improving water pressure throughout the water delivery system. Improvement to the Merlot/Wine Country Road intersection is also identified as a key project necessary to support the continued development of a developing area in the city (and a small portion of the UGA). These intersection improvements can be funded by a variety of sources including grants, contributions from developments impacting the intersection, and city financing.

The strategy includes the potential of a golf course in the Prosser area that has been included in previous capital facility plans of the city, but it classifies this project as an enhancement project that would be built if such a course can be feasibly developed from revenues from the course, developer contributions or grants.

The previously adopted Capital Improvement Plan (2007) identifies potential funding sources for projects in the CIP, and the draft water plan identifies funding for water projects it recommends.

Table CFP 12 allocates the identified needed projects by the various strategies described above. Fifty-six percent (56%) of the total need is appropriate for direct developer financing. An additional 19% linked to development at partial developer financing, indicating that up to 75% of the needs list would be suitable for significant developer financing. As noted in the discussion above, most of these projects are needed only if the development occurs and the projects may be indefinitely deferred if the development does not proceed. Almost all of the remainder could qualify for some type of grant that could finance part of the project.

CFP Table: 11: Categorizing Projects

Street Development Costs	Total Estimated Costs	Potential Funding Sources (by order of potential or appropriateness)	Strategy	Direct Developer Responsibility	At Least Partial Developer/Property Owner Responsibility	Potential Grant
UGA Local Streets UGA Major Collector UGA Minor Collector Merlot/Wine Country Rd Intersection BFCOG Identified Projects City Street Development Plans*	\$23,401,477 \$27,023,851 \$4,019,585 \$1,987,000 \$4,893,000 \$18,533,127	Developer financing Developer financing Developer financing Grants, developer contributions, City LID, Property Owners, Grants, City Grants and City	Necessary for Development Necessary for Development Necessary for Development Key Facility Enhancements 57% Basic: 47% Enhancements	\$23,401,477 \$27,023,851 \$4,019,585	\$1,987,000 \$4,893,000	\$18,533,127
Total	\$79,858,040					
Utility Development Costs						
Water System UGA 8" lines UGA 12" lines North Reservoir Costs Other Water Plan Costs Water Freeway Costs Total Water	\$6,868,339 \$6,562,935 \$2,912,900 \$6,682,440 \$500,000 \$23,526,614	Developer financing Developer financing City, Developer, Grants City and Grants(as per draft water plan) Developer contributions, Grants, City	Necessary for Development Necessary for Development Key Facility Basic Needs, Some Enhancements Key Facility	\$6,868,339 \$6,562,935	\$2,912,900 \$500,000	\$6,682,440
Sewer System UGA 8 inch lines UGA 10 to 12 inch lines UGA-Pressure lines and pumps Sewer Freeway Crossing Other Sewer CIP Costs* City by 2025 City by Buildout Urban Reserve/Steep Slope Residential Total Sewer	\$2,680,687 \$7,440,015 \$2,653,286 \$500,000 \$9,242,000 \$395,852 \$6,096,993 \$2,360,045 \$31,368,878	Developer financing Developer financing Developer financing Developer contributions, Grants, City City, Grants, Developer participation City, Grants, Developer participation City, Grants, Developer participation Developer financing	Necessary for Development Necessary for Development Necessary for Development Key Facility Basic Needs, Some Enhancements Basic Needs, Some Enhancements Enhancement Enhancement	\$2,680,687 \$7,440,015 \$2,653,286	\$500,000 \$9,242,000 \$395,852 \$6,096,993	
Total	\$54,895,492					
General Fund						
Parks Community Park Neighborhood Park Hillside Acquisition and Trails Water Front Trail Golf Course Other Park CIP* Total Parks	\$2,500,000 \$1,748,450 \$250,000 \$250,000 \$1,800,000 \$2,522,600 \$9,071,050	Grants and City Developer financing and City Grants, Donations, City Grants, Donations, City Special Revenue** City, Other Agencies, Grants	Enhancement Necessary for Development Enhancement Enhancement Enhancement Various (mostly basic)	\$1,800,000	\$1,748,450 \$250,000	\$2,500,000 \$250,000 \$2,522,600
General Government Police Station New Shop Construction*** Other CIP* Total General Government Total General Funding	\$3,660,000 \$3,500,000 \$497,500 \$7,657,500 \$16,728,550		Basic Needs Basic Needs Basic Needs			\$3,660,000 \$497,500
Total	\$151,482,082			\$84,810,220	\$28,526,195	\$34,645,667
Percent				56%	19%	23%
*Funding Potential as listed in CIP **Would be by golf course revenues, developer contributions ***Funding strategy would be equally by street, water, and sewer funds						

Table CFP 12 also applies the strategic designations from Figure CFP 6. The funding strategies described above come together by integrating column identifying potential funding sources with the potential strategies.

Table CFP 13 takes Table CFP 12 a step further, estimating the amount of the needs list that would be derived from different sources by type of project. As such this table provides a long range financing strategy to meet the city's long range needs.

Part A of Table CFP 13 identifies and categorizes the entire needs list by the strategy described above. "Projects necessary for development" includes all of those projects in the UGA and other projects within the city that are appropriate for direct developer financing as indicated on Figure CFP 6. The "key projects" are those described on the preceding page that, while needed for development, serve a large area and may provide benefits to other parts of the city. Basic needs are those projects needed to maintain adequately existing facilities, address some deficiency, or address some basic community need. "Enhancement projects" are those projects for which funding may not be identified and are of lesser urgency than those projects identified as basic needs. These projects would be developed as funding may be developed in the future. Enhancement projects include some projects identified in the sewer plan that may not be needed until after 2025.

Part B of Table CFP 13 of the figure identifies the potential for these needs to be financed by various forms of contributions, primarily, but not exclusively,⁷ from grants and developers. The potential for developer financing is based on the discussion above, and in detail in *Fiscal Capacity Report*, describing the appropriateness of this source of revenue for project feasibility and the benefit that such projects provide to nearby properties. A few projects are included that may be needed to address the potential impact of further development.

The potential for grant funding is more difficult to anticipate and the estimates on the table are based on evaluating the appropriateness of individual projects and comparing those projects to the funding sources described above and as described in detail in *Fiscal Capacity Report*. As noted in the *Fiscal Capacity Report*, the matching rate can vary and can be as much as 80% of the costs of a project. The planning level estimates here assume an average of 60% grant or developer funding for transportation projects and 50% for other types of projects identified as appropriate for grant funding. This anticipates that some projects would be funded at more than that rate and other projects at less than that rate. If this average is maintained, additional city funding would need to be developed for the city to meet these "basic" needs. In most cases, individual enhancement projects would depend on such grant financing and would not proceed without such assistance.

(One identified general governmental project, the public works shops, is appropriate for financing by the utilities. Table 13 spreads the costs for this project equally over the general and water and sewer funds).

⁷ Contributions may include participation by other governmental entities.

CFP Table: 12: Long-range Financial Strategy

Overall Financial Strategy									
PART A: Total Project Cost by Strategy and Function									
	Streets	Parks	General Government	Total General	Water	Sewers	Total Utility Revenue	TOTAL	Percent of Total
Basic Facilities	\$11,805,127	\$1,751,100	\$4,157,500	\$17,713,727	\$5,441,740	\$9,637,852	\$15,079,592	\$32,793,319	22%
Key Facilities	1,987,000		1,987,000	1,987,000	3,412,900	500,000	3,912,900	5,899,900	4%
Necessary for Development	54,444,913	1,748,450	56,193,363	56,193,363	13,431,274	12,773,988	26,205,262	82,398,624	54%
Enhancements	11,621,000	5,571,500	1,166,667	18,359,167	2,407,367	9,623,705	12,031,071	30,390,238	20%
TOTAL	79,858,040	9,071,050	5,324,167	94,253,256	24,693,280	32,535,545	57,228,826	151,482,082	100%
Percent of Total									
	53%	6%	4%	62%	16%	21%	38%	100%	
PART B: Contributions (Grants, Developer, and Special Revenues)									
	Streets	Parks	General Government	Total General	Water	Sewers	Total Utility Revenue	TOTAL	Percent of Total Grants and Contributions
Basic Facilities	7,083,076	875,550	1,830,000	9,788,626	2,311,550	1,532,000	3,843,550	13,632,176	12%
Key Facilities	1,490,250			1,490,250	300,000	300,000	600,000	2,090,250	2%
Necessary for Development	54,444,913	1,748,450		56,193,363	13,431,274	12,773,988	26,205,262	82,398,624	75%
Enhancements	5,810,500	3,685,750		9,496,250	620,350	2,360,045	2,980,395	12,476,645	11%
TOTAL	68,828,739	6,309,750	1,830,000	76,968,489	16,663,174	16,966,033	33,629,207	110,597,696	100%
Percent of Total Grants and Contributions									
	45%	4%	1%	51%	11%	15%	30%	100%	
Total for all Projects									73%
PART C: Balance After Contributions									
	Streets	Parks	General Government	Total General Revenues	Water	Sewers	Total Utility Revenue	TOTAL	Percent of Total After Grants and Contributions
Basic Facilities	4,722,051	875,550	2,327,500	7,925,101	3,130,190	8,105,852	11,236,042	19,161,143	47%
Key Facilities	496,750			496,750	3,112,900	200,000	3,312,900	3,809,650	9%
Necessary for Development									0%
Enhancements	5,810,500	1,885,750	1,166,667	8,862,917	1,787,017	7,263,659	9,050,676	17,913,593	44%
TOTAL	\$11,029,301	\$2,761,300	\$3,494,167	\$17,284,767	\$8,030,107	\$15,569,512	\$23,599,619	\$40,884,386	100%
Percent of Total After Grants and Contributions									
	27%	7%	9%	42%	20%	38%	58%	100%	
Percent of Total	7%	2%	2%	11%	5%	10%	16%	27%	

Part C of Table CFP 13 identifies the amount of local funds that would be needed to finance the strategy, approximately 23% of the overall list of capital facilities.

Part C of Table CFP 13 identifies \$8,421,850 (2007 dollars) of the basic needs and key facilities that will have to come from general governmental funds. This is 55% of the total additional tax revenue that would be generated (Table CFP 11) by the new development during the forecast period. However, \$3,944,334 million, almost half of the funds needed, would be generated by the REET, which can be used only for capital expenditures. In addition, in the past year the city added a significant new revenue source that can be available for financing street projects in the form of a creating a Transportation Benefit District (TBD). While the potential revenue from this source has not yet been determined by the city council, this revenue can be used for street capital needs and is anticipated to generate as much as \$1.8 million over the forecast period. The remaining \$2,650,660 (\$8,421,850 minus REET of \$3,944,334 and \$1,826,856) would require 23% of the non-REET tax revenue.

Obtaining 23% from the total tax revenue generated by new development solely for capital is a challenging task, but is realistic if the city manages its fiscal resources carefully balancing capital needs with on-going costs, especially if the city continues in being successful in competing for grants and ensuring that new development pays an appropriate amount for the facilities needed. Over the 18-year funding period careful planning and budgeting, including prudent use of the fund balances identified on Table CFP 14 (\$2.5 million is available in general governmental funds outside of the General and Street funds which are appropriate for operating reserves), could finance this need. In addition, the city may consider a bond issue for significant portions of this need. A likely candidate for such financing would be the police station, which has generally fared well as a bond issue in other communities.

Table CFP 13 Part C identifies \$8.3 million of sewer needs classified as basic and key facilities that will need to be funded by local funding. The sewer funds have 3 million in fund balance that can be applied toward these needs. The balance will probably require future rate adjustments to address.

Similarly on Table CFP 13 Part C over \$6.2 million are identified for local funding as water system basic needs or key facilities. Almost \$3.4 million of this is associated with the proposed new northern reservoir and pump station. To address this need, the proposed Water System Plan by the city's engineers proposes a financial plan to finance the facilities needed through rate increases. If these recommendations are implemented, the water funds will have the capacity to finance the needs identified in this analysis (which is based on the Water System Plan for the areas within the city limits⁸).

⁸ The water system plan does not significantly address the area outside the city.

CFP Table: 13: Fund Balances

Fund Balances	2008 Ending Fund Balances
GENERAL FUND 001*	367,147.40
STREET FUND 102*	\$89,047.26
ARTERIAL STREET FUND 110	\$372,125.75
MUNICIPAL CAPITAL IMPROVEMENT FUND 111****	\$494,629.71
GENERAL FUND RESERVE 115	\$86,829.19
CITY FACILITIES RESERVE FUND 116	\$116,698.12
GENERAL FUND CAPITAL RESERVE FUND 118	\$75,683.40
CRIMINAL JUSTICE FUND 148***	\$871,829.94
INFRASTRUCTURE DEVELOPMENT RESERVE FUND 152	\$462,158.48
Total General Government	2,936,149
Water Utility (Funds 403 & 451)*	1,158,883.09
Sewer Utility (Funds 407 & 452)**	3,045,791.69
Total Water-Sewer Funds	4,204,675
Total	7,140,824
<p>* Most of fund balance is needed for operating purposes or non-capital reserve purposes ** Some of Fund balance is needed for operations or non-capital reserve purposes *** Can be used for capital as well as operations. **** REET Funds</p>	

In addition to potential rate adjustments in the utilities to ensure the fiscal capacity of the city to meet its long-range needs, the city could consider updating its existing system development charges as authorized by RCW 35.92.025. A system development charge is specifically calculated to recover a proportionate share of the city’s past investment in its physical plant. A system development charge is like an impact fee, but is based on past costs, rather than future costs. Past costs must be based on the original cost of the facilities when they were built—not their value today. However, interest since the original cost was incurred may also be included in the formula. Furthermore, the city can recalculate the charge whenever a significant capital investment is made. For example, although the city cannot charge for the reservoir now (as it would be with an impact fee) the city can recover an appropriate share of the costs of the reservoir from new development after the reservoir is built. One particular advantage of the charge is that there are no limitations on how the city uses the money after it is collected (other than that it must be used by the utility involved). The revenue from the charge does not need to be used only for capital—since it recovers existing sunk costs.

Another potential source of revenue for capital the city could consider is an impact fee for parks. Such a fee can be applied to new development as a means to assist in financing the proposed neighborhood park (a fee for this park could be calculated on the basis of the service area north of the river) and for the community park. Impact fees for these facilities are appropriate since larger parks are difficult to finance through direct

developer mitigations (no one development would by itself create the need for a larger park—instead direct mitigations are best for financing a system of smaller parks).

However, the city should consider impact fees for transportation needs with caution. Direct mitigation, requiring the developers to build new streets along with utility extensions into the UGA, would be a more effective approach to financing facilities into the UGA. This could not be directly required for the system improvements identified in this analysis if the city had an impact fee system.

A particularly important part of the financing strategy is to coordinate annexation with the development of public facilities. The city should continue its policy of not extending water and sewer services outside the city to insure that needed street, water, and sewer facilities to serve the UGA are treated as a package.⁹ Ideally, the city should not annex an area unless appropriate financing agreements are included in the process. However, the city may decide to annex areas in order to have more control over how the area might develop. In these circumstances, it should nonetheless be clear in the process how the city would require new facilities to be financed.

⁹ Once water and sewer service is provided, the city would have less leverage to finance needed street improvements.

Six Year Capital Facilities Development Program

The long-range financial strategy outlines a general approach to funding the needs identified in the comprehensive planning process. This strategy is implemented in a detailed six-year financing plan that identifies how and when specific projects are programmed to be implemented over the next six years. Since the long-range strategy is generalized and intended to be flexible in responding to varying funding opportunities and constraints that will occur each year, the six year plan is based on a year-to-year assessment of changes in opportunities and constraints. For example, the six-year plan may pursue specific grant opportunities that may be available to assist in funding projects that may not have been specifically anticipated in the long-range strategy. Similarly, the six-year revenue estimates need to reflect a current forecast of business cycles that may be averaged in the long-term strategy. If the current business cycle is poor, less development would occur, generating less revenue. Conversely, a better business cycle may stimulate more development, allowing more projects to be funded in the short-term. These opportunities and constraints will need to be evaluated each year in evaluating how, when and how much of the long term strategy can be implemented within each six year program and the program amended accordingly. This evaluation would occur in conjunction with the reassessment strategy (Policy LOS 1.3) to insure that the construction of facilities maintains the levels of service necessary to support actual development that is and will be occurring over the six-year period. Since anticipated revenue generation is linked to development (e.g. new development will generate the revenue needed to finance projects), it will be possible to coordinate the financing of needed facilities with the actual development of property as such development occurs.

The six-year financial plan primarily includes those projects that are funded or built with public funding. Since developer construction or financed construction does not often include public funding, these projects are not included in the six year CIP (unless they do involve some sort of public financing).

As part of the annual budget process the city will:

- review the needs list for each system,
- examine the progress on projects currently being engineered or constructed,
- evaluate funding resources likely to be available during the next six years,
- identify projects necessary to support development at adopted levels of service,
- evaluate which projects appear to be feasible for implementation during the following six years, and
- other factors related to which projects are most needed and appear ready for implementation.

Pursuant to Policy LOS 1.3 the city's progress in providing the facilities necessary to support development that is occurring at the adopted levels of service shall be assessed as part of the process of the annual update to the six-year capital improvement program. This update is done as part of the city budget process.

On the basis of this analysis, the city will update the annual six-year capital improvement program, adjusting it for progress made on each project to date and other changes that may affect the implementation schedule of the projects on the previous program and add those projects that appear most feasible, needed to the six year program.

The current six-year capital improvement program and financial plan is presented on CIP Tables 1 through 5

CIP Table 1:: SIX YEAR TRANSPORTATION IMPROVEMENT PROGRAM

CAPITAL IMPROVEMENT PLAN UPDATE				
YEAR	PROPOSED ROAD IMPROVEMENTS - Phase/Location/Activity	Length in Miles	Estimated Funding	Funding Source
2010	Sixth Street Improvements - Sherman to BNRR - PE		\$58,000	City, State
	Sixth Street Improvements - Sherman to BNRR - CN	0.17	\$497,000	City, State
	Kinney Way/Concord Way/Market St. Sidewalk - Park Ave. to SR22 - PE		\$58,000	City, State/PSMP
	Kinney Way/Concord Way/Market St. Sidewalk - Park Ave. to SR22 - CN	1	\$590,000	City, State/PSMP
	Sheridan Avenue Street Improvements - Phase 2- Sixth St. to Wine Country Rd. - PE		\$115,000	City, State/Other
	Wamba Road Improvements - Phase 1 - Old Inland Empire Hwy. to Merlot Drive - PE		\$145,000	City, State/Other
	Village Park/Empire Subdivision Street Improvements	n/a	\$250,127	City, CDBG, USDA
	Sidewalk Replacement Program Evaluation		\$5,000	City
	SUBTOTAL	1.17	\$1,718,127	
2011	Sheridan Avenue Street Improvements - Phase 2- Sixth St. to Wine Country Rd. - CN	0.38	\$1,075,000	City, State/Other
	Wamba Road Improvements - Phase 1 - Old Inland Empire Hwy. to Merlot Drive - CN	0.44	\$1,273,000	City, State/Other
	Wamba Road Improvements - Phase 2 - Wine Country Rd. to Old Inland Empire Hwy. - PE		\$55,000	City, State/Other
	Old Inland Empire Hwy. - Phase 1 - Wine Country Rd. to West City Limits - PE		\$259,000	City, State/TPP
	Byron Road Improvements - Sheridan to West City Limits - PE		\$253,000	City, State/AIP
	Sidewalk Replacement		\$20,000	City
	SUBTOTAL	0.82	\$2,935,000	
2012	Wamba Road Improvements - Phase 2 - Wine Country Rd. to Old Inland Empire Hwy. - CN	0.15	\$467,000	City, State/Other
	Old Inland Empire Hwy. - Phase 1 - Wine Country Rd. to West City Limits - CN	0.76	\$2,344,000	City, State/TPP
	Old Inland Empire Hwy. - Phase 2 - Wine Country Rd. to Grant Ave. - PE		\$266,000	City, Federal/STP[R]
	Byron Road Improvements - Sheridan to West City Limits - CN	0.95	\$2,145,000	City, State/AIP
	Nunn Road Improvements - West City Limits to Wine Country Road - PE		\$127,000	City, State/TPP
	Sidewalk Replacement		\$20,000	City
	SUBTOTAL	1.86	\$5,369,000	
2013	Nunn Road Improvements - West City Limits to Wine Country Road - CN	0.46	\$1,108,000	City, State/TPP
	Old Inland Empire Hwy. - Phase 2 - Wine Country Rd. to Grant Ave. - R/W	n/a	\$57,000	City, Federal/STP[R]
	Prosser Avenue Improvements - Market St. to Memorial - ALL	0.5	\$1,572,000	unknown
	Alexander Court Improvements - Highland Dr. to Paterson Rd. - Phase 1 - ALL	0.31	\$917,000	unknown
	Wine Country Rd./Merlot/Gap Intersections - PE		\$199,000	City, State/SCP
	Sidewalk Replacement		\$20,000	City
	SUBTOTAL	1.27	\$3,873,000	
2014	Old Inland Empire Hwy. - Phase 2 - Wine Country Rd. to Grant Ave. - CN	0.76	\$2,666,000	City, Federal/STP[R]
	Alexander Court Improvements - Wine Country Road to Highland Drive - Phase 2 - ALL	0.23	\$308,000	unknown
	Benson Avenue Improvements - Mercer Ct. to Alexander Ct. - ALL	0.2	\$555,000	unknown
	Wine Country Rd./Merlot/Gap Intersections - R/W	n/a	\$59,000	City, State/SCP
	Sidewalk Replacement		\$20,000	City
	SUBTOTAL	1.19	\$3,608,000	
2015	Highland Drive Improvements - Alexander Ct. to SR22 - ALL	0.28	\$1,030,000	City, State/SCP
	Wine Country Rd./Merlot/Gap Intersections - CN	0.2	\$1,987,000	City, State
	SUBTOTAL	0.48	\$3,017,000	
	ROADWAY CAPITAL IMPROVEMENT TOTAL	6.79	\$20,520,127	

CIP Table 2: WATER SYSTEM CAPITAL IMPROVEMENT PROGRAM

CAPITAL IMPROVEMENT PLAN UPDATE			
YEAR	PROPOSED WATER SYSTEM IMPROVEMENTS	Estimated Funding	Funding Source
2010	Source Well Protective Covenants	\$17,500	City
	Fire Hydrant Replacement Project	\$25,000	City
	Service Meter Replacement Project	\$112,500	City
	Sheridan Ave. 8-Inch Water Main Loop	\$126,200	City
	Village Park/Empire Subdivision Water System Improvements	\$359,940	City, CDBG, USDA
	6th Street 8-Inch Water Main Loop	\$60,000	City
	SUBTOTAL	\$701,140	
2011	Fire Hydrant Replacement Project	\$25,000	City
	Service Meter Replacement Project	\$112,500	City
	Wamba Road 12-Inch Transmission Main	\$200,000	DWSRF, City
	NW Prosser Zone 2 Booster Pump Station & PRV	\$591,500	DWSRF, City
	1.2 MG Reservoir & 16-Inch Transmission Main	\$2,912,900	DWSRF, City
		SUBTOTAL	\$3,841,900
2012	Fire Hydrant Replacement Project	\$25,000	City
	Chlorination Building Replacement	\$365,900	DWSRF, City
		SUBTOTAL	\$390,900
2013	Fire Hydrant Replacement Project	\$25,000	City
	Frontier Road 12-inch Extension - Phase 1	\$120,000	Private
		SUBTOTAL	\$145,000
2014	Fire Hydrant Replacement Project	\$25,000	City
	Frontier Road 12-inch Extension - Phase 2	\$70,000	Private
		SUBTOTAL	\$95,000
2015	Fire Hydrant Replacement Project	\$25,000	City
	Increase Filter Plant Capacity (6.2 MG)	\$404,900	DWSRF, City
	Water System Plan Update	\$70,000	City
		SUBTOTAL	\$499,900
	WATER SYSTEM CAPITAL IMPROVEMENT TOTAL	\$5,673,840	

CIP Table 3: SEWER SYSTEM CAPITAL IMPROVEMENT PROGRAM

CAPITAL IMPROVEMENT PLAN UPDATE			
YEAR	PROPOSED SEWER SYSTEM IMPROVEMENTS	Estimated Funding	Funding Source
2009	Wine Country Road Extension - East Prosser	\$182,000	City, County, Port
	SUBTOTAL	\$182,000	
2010	Northwest Prosser Sewer System Improvement Project		
	a. Wine Country Road 8-Inch Sewer Extension	\$400,000	City
	Nunn Road Sewer Main Extension	\$250,000	CERB, City
	Phase 2 WWTP Improvements - Design	\$282,000	PWTF, City
	WWTP BOD Capacity Improvements - Design	\$480,000	PWTF, City
	SUBTOTAL	\$1,412,000	
2011	Phase 2 WWTP Improvements - Construction	\$1,598,000	PWTF, City
	WWTP BOD Capacity Improvements - Construction	\$2,800,000	PWTF, City
	Frontier Road Phase 1 Extension	\$90,000	Private
	Construct New Drying Beds at Sprayfield	\$210,000	City
	SUBTOTAL	\$4,698,000	
2012	Phase 2 WWTP Improvements - Construction	\$470,000	PWTF, City
	WWTP BOD Capacity Improvements - Construction	\$720,000	PWTF, City
	State Route 221 Sewer Main Extension	\$210,000	Private
	Frontier Road Phase 2 Extension	\$50,000	Private
	SUBTOTAL	\$1,450,000	
2013	Northwest Prosser Sewer System Improvement Project		
	b. Old Inland Empire Highway 12-inch Sewer Main Extension	\$1,500,000	PWTF, City
	SUBTOTAL	\$1,500,000	
2014	No Improvements	\$0	
	SUBTOTAL	\$0	
	SEWER SYSTEM CAPITAL IMPROVEMENT TOTAL	\$9,242,000	

CIP Table 4: PARKS SYSTEM IMPROVEMENT PROGRAM

CAPITAL IMPROVEMENT PLAN UPDATE				
YEAR	PARK	PROPOSED PARKS IMPROVEMENTS	Estimated Funding	Funding Source
2010	Crawford	Pavilion Repair - Stain, Coating	\$2,900	City
	Miller	6 Picnic Tables	\$7,200	City
	City	Pavilion Repairs - siding, doors	\$2,500	City, IAC
	City	Concession Stands Electrical Upgrade	\$3,500	City
	City	Restroom Repairs [Fixtures]	\$3,500	City
	Miller	Swimming Pool Major Renovation	\$1,200,000	City, IAC
	Miller	Timber Borders on Big Toy	\$1,500	City
	Miller, City	Fall Zone Material Replacement	\$10,000	City
	Market	Sell Property on West Side of Market Street	unknown	unknown
			SUBTOTAL	\$1,231,100
2011	City	New Energy Efficient Lighting on Basketball Court and Sylvan Stage	\$17,000	City, IAC
	City	Concrete Cap over Basketball Court	\$9,000	City, IAC
	City	New Basketball Poles, Backboards, Rims	\$2,000	City, IAC
	Ferrand	Create Parking; Security Lighting	\$25,000	City, IAC
	Ferrand	Improvements to Existing Restrooms (ADA Compliant)	\$25,000	City, IAC
			SUBTOTAL	\$78,000
2012	Crawford	New Playground Equipment	\$12,000	City, IAC
	Crawford	New Concrete Picnic Tables	\$12,000	City, IAC
	Miller	Improve Pavilion Storage Room	\$3,500	City, IAC
	City	Lighting at Playground	\$5,000	City, IAC
	City	Concrete Repairs between Restroom and Pavilion	\$6,000	City, IAC
			SUBTOTAL	\$38,500
2013	Ferrand	New Pathway from Park to City Limits	\$250,000	City, IAC
	Ferrand	Lighting along New Pathway	\$60,000	City, IAC
	Ferrand	Construction of Boat Dock	\$70,000	City, IAC
	City	New Restrooms	\$65,000	City/IAC
		SUBTOTAL	\$445,000	
2014	Market Street	Unisex Restroom	\$75,000	City, IAC
	Market Street	Park Security Lighting	\$90,000	City, IAC
	Miller	Resurface Tennis Courts	\$93,000	City, IAC
	Miller	Energy Efficient Tennis Court Lighting	\$17,000	City, IAC
		SUBTOTAL	\$275,000	
2015	Crawford	Sound Stage and Lighting	\$275,000	City, IAC
	Crawford	New Restroom	\$93,000	City, IAC
	Crawford	Asphalt Concrete Parking Area	\$28,000	City, IAC
	Miller	New Playground Equipment	\$12,000	City, IAC
	Miller	Replace Concrete Walkway	\$23,000	City, IAC
	Miller	New Basketball Court	\$24,000	City, IAC
	North	Construct Sports Complex	\$2,500,000	City, CCW
			SUBTOTAL	\$2,955,000
		PARKS SYSTEM CAPITAL IMPROVEMENT TOTAL	\$5,022,600	

Street Maintenance Program to be funded by the Prosser Transportation Benefit District

The City of Prosser formed a Transportation Benefit District in 2009, pursuant to the authority of RCW Chapter 36.73. The purpose of the Transportation Benefit District (TBD) is to pay for transportation improvements identified in statewide, regional, or local transportation improvement programs. The City of Prosser’s transportation improvement program, to be funded by the Prosser Transportation Benefit District, is set forth in table T-1 below and the Maintenance Area Map identified as T-2 below. This local improvement program is in addition to the other programs previously identified in the Capital Facilities Plan. The TBD funds will be used to finance the projects listed on table T-1. The TBD funds may be used as a match in order to obtain grants, loans, or other financing in order to complete the improvements listed on table T-1. Developer financing will pay for a portion of the improvements listed in table T-1. The TBD lacks adequate financing to complete all improvements listed on table T-1, therefore the City or TBD will have to secure other funding sources, including developer financing when improvement can be required at the time of development, in order to meet the goal of completing the improvements in table T-1 within 5 years.

Rank	Project Name	Project Type	Project Cost	TOTAL
1	Sixth Street Improvements	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 587,000	\$ 587,000
2	Kinney Way/Concord Way/Market St. Sidewalk	Curb, Sidewalk	\$ 685,000	\$ 1,272,000
3	Sheridan Ave. Street Improvements-Phase 2	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 1,259,000	\$ 2,531,000
4	Wamba Road Improvements-Phase 1	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 1,498,000	\$ 4,029,000
5	Wamba Road Improvements-Phase 2	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 552,000	\$ 4,581,000
6	Old Inland Empire Highway-Phase 1	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 2,752,000	\$ 7,333,000
7	Byron Road Improvements	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 2,535,000	\$ 9,868,000
8	Nunn Road Improvements	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 1,305,000	\$ 11,173,000
9	Old Inland Empire Highway-Phase 2	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 3,158,000	\$ 14,331,000
10	Prosser Avenue Improvements	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 1,619,000	\$ 15,950,000
11	Alexander Court Improvements-Phase 1	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 945,000	\$ 16,895,000
12	Alexander Court Improvements-Phase 2	Rebuild, Widen, Curb, Sidewalk, Drainage & Illumination	\$ 317,000	\$ 17,212,000
13	Benson Avenue Improvements	Rebuild, Widen, Curb, Sidewalk, Drainage	\$ 572,000	\$ 17,784,000
14	Highland Drive Improvements	Rebuild, Widen, Curb, Sidewalk, Drainage	\$ 1,061,000	\$ 18,845,000
15	Wine Country Road/Merlot/Gap Intersections	Channelization, Widening, Signalization	\$ 2,373,000	\$ 21,218,000
16	Downtown Intersections-5th & Bennett/Meade	Planning, HMA Overlay, CGS, Drainage, ADA Ramps	\$ 325,000	\$ 21,543,000
17	7th Street Improvements	Planning, HMA Overlay, Drainage, ADA Ramps	\$ 400,000	\$ 21,943,000
NOTE: Projects 1-17, listed above, are included on the adopted STIP 2011-2016.				
			TOTALS	\$ 21,943,000
				\$ 21,943,000
NOTE: Projects 18-32, listed below, are not part of the STIP but are Street Preservation and Maintenance projects.				
18	Park Avenue Sidewalk Replacement (East)	140 L.F., Concrete Curb, Gutter, Sidewalk, ADA Ramp	\$ 21,180	\$ 21,180
19	Park Avenue Sidewalk Replacement (West)	75 sq.yd., Concrete Sidewalk, ADA Ramp	\$ 18,720	\$ 39,900
20	Yakima Avenue Improvements	Rebuild, Widen, Curb, Sidewalk, Drainage	\$ 296,000	\$ 335,900
21	Chip Seal Area No. 1	Street Maintenance Program (Annual Cycle)	\$ 150,000	\$ 485,900
22	Chip Seal Area No. 2	Street Maintenance Program (Annual Cycle)	\$ 150,000	\$ 635,900
23	Chip Seal Area No. 3	Street Maintenance Program (Annual Cycle)	\$ 150,000	\$ 785,900
24	Chip Seal Area No. 4	Street Maintenance Program (Annual Cycle)	\$ 150,000	\$ 935,900
25	Chip Seal Area No. 5	Street Maintenance Program (Annual Cycle)	\$ 150,000	\$ 1,085,900
26	Chip Seal Area No. 6	Street Maintenance Program (Annual Cycle)	\$ 150,000	\$ 1,235,900
27	Crack Seal Area No. 1	Street Maintenance Program (Annual Cycle)	\$ 35,000	\$ 1,270,900
28	Crack Seal Area No. 2	Street Maintenance Program (Annual Cycle)	\$ 35,000	\$ 1,305,900
29	Crack Seal Area No. 3	Street Maintenance Program (Annual Cycle)	\$ 35,000	\$ 1,340,900
30	Crack Seal Area No. 4	Street Maintenance Program (Annual Cycle)	\$ 35,000	\$ 1,375,900
31	Crack Seal Area No. 5	Street Maintenance Program (Annual Cycle)	\$ 35,000	\$ 1,410,900
32	Crack Seal area No. 6	Street Maintenance Program (Annual Cycle)	\$ 35,000	\$ 1,445,900
			TOTALS	\$ 1,445,900
				\$ 1,445,900

Table T-1

CAPITAL IMPROVEMENT PLAN UPDATE				
YEAR	BUILDING	PROPOSED BUILDING FACILITIES IMPROVEMENTS	Estimated Funding	Funding Source
2010	City Hall	Re-route HVAC into Administrator, Mayor & Recreation Offices	\$8,000	City
	City Hall	Install Panic Hardware on Main Entry Door	\$1,000	City
	City Hall	Replace fixtures in Restrooms [Old]	\$3,500	City
	Senior Center	Replace HVAC unit	\$10,000	City
	Armory	unknown	n/a	unknown
		SUBTOTAL	\$22,500	
2011	Police Station	Design	\$300,000	City, FEMA Grant
	Police Station	Purchase Site for New Facility	\$348,000	City, FEMA Grant
	Public Works Yard	Construct Equipment Shed	\$75,000	City
	Public Works Shop	New Shop Design	\$200,000	
		SUBTOTAL	\$923,000	
2012	Library	Exterior Building Repairs, Interior Renovations	\$400,000	City
		SUBTOTAL	\$400,000	
2013	Police Station	New Police Station Construction	\$2,825,000	City, FEMA Grant
		SUBTOTAL	\$2,825,000	
2014	Public Works Shop	New Shop Construction	\$3,300,000	City
	City Hall Annex	Upgrade Old Police Station	\$187,000	City
		SUBTOTAL	\$3,487,000	
2015	No Improvements			
		SUBTOTAL	\$0	
		BUILDING FACILITIES CAPITAL IMPROVEMENT TOTAL	\$7,657,500	



APPENDIX

DEFINITION OF TERMS

Adequate Capital Facilities: facilities which have the capacity to serve development without decreasing levels of service below locally established minimums.

Agricultural Land: land primarily devoted to the commercial production of horticultural, viticulture, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock and land that has long-term commercial significance for agricultural production.

Arterial (Minor): a roadway providing movement along significant corridors of traffic flow. Traffic volumes, speeds and trip lengths are high, although usually not as great as those associated with principal arterials.

Arterial (Principal): a roadway providing movement along major corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, usually greater than those associated with minor arterials.

Available Capital Facilities: facilities or services are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.

Capacity: the measure of the ability to provide a level of service on a public facility.

Capital Budget: the portion of each local government's budget which reflects capital improvements for a fiscal year.

Capital Improvement: physical assets constructed or purchased to provide, improve, or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multi-year financing.

Collector: a roadway providing service which is of relative moderate traffic volume, moderate trip length, and moderate operating speed. Collector roads collect and distribute traffic between local roads and arterial roads.

Commercial Uses: activities within land areas which are predominately connected with the sale, rental, and distribution of products, or performance of services.

Comprehensive Plan: a generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to this chapter.

Concurrency: adequate capital facilities are available when the impacts of development occur. This definition includes the two concepts or "adequate capital facilities" and of "available capital facilities" as defined above.

Consistency: that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.

Coordination: consultation and cooperation among jurisdictions.

Contiguous Development: development of areas immediately adjacent to one another.

Critical Areas: include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous

areas.

Cultural Resources: are elements of the physical environment that are evidence of human activity and occupation. Cultural resources include: (a) historic resources which are elements of the built environment typically 50 years of age and older, and may be buildings, structures, sites, objects, and districts; (b) archaeological resources consist of remains of the human environment at or below the ground surface such as habitation sites; and (c) traditional cultural properties consist of places or sites of human activities which are of significance to the traditions or ceremonies of a culture. Traditional cultural properties do not necessarily have a manmade component and may consist of an entirely natural setting.

Density: a measure of the intensity of development, generally expressed in terms of dwelling units per acre. It can also be expressed in terms of population density (i.e., people per acre). Density is useful for establishing a balance between potential local service use and service capacities.

Domestic Water System: any system providing a supply of potable water for the intended use of a development which is deemed adequate pursuant to RCW 19.27.097.

Financial Commitment: that sources of public or private funds or combinations thereof have been identified which will be sufficient to finance capital facilities necessary to support development and that there is assurance that such funds will be timely put to that end.

Forest Land: land primarily useful for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

Geologically Hazardous Areas: areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

Goal: the long-term end toward which programs or activities are ultimately directed.

Growth Management: a method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

Household: a household includes all the persons who occupy a group of rooms or a single room which constitutes a housing unit.

Impact Fee: a fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development.

Industrial Uses: the activities predominately connected with manufacturing, assembly, processing, or storage of products.

Infrastructure: those man-made structures which serve the common needs of the population, such as: sewage disposal systems, potable water wells serving a system, solid waste disposal sites or retention areas, stormwater systems, utilities, bridges, and roadways.

Intensity: a measure of land uses activity based on density, use, mass, size, and impact.

Land Development Regulations: any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, rezoning, building codes, sign regulations, binding site plan

ordinances, or any other regulations controlling the development of land.

Level of Service (LOS): an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. LOS means an established minimum capacity of capital facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

Local Road: a roadway providing service which is of relatively low traffic volume, short average trip length or minimal through traffic movements.

Long-Term Commercial Significance: includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land.

Manufactured Housing: a manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

Master Planned Resort: a self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities.

Minerals: include gravel, sand, and valuable metallic substances.

Mobile Home: a single portable manufactured housing unit, or a combination of two or more such units connected on-site, that is:

- designed to be used for living, sleeping, sanitation, cooking, and eating purposes by one family only and containing independent kitchen, sanitary, and sleeping facilities;
- designed so that each housing unit can be transported on its own chassis;
- placed on a temporary or semi-permanent foundation; and
- is over 32 feet in length and over eight feet in width.

Multi-Family Housing: as used in this plan, multi-family housing is all housing which is designed to accommodate four or more households.

Natural Resource Lands: agricultural, forest, and mineral resource lands which have long-term commercial significance.

New Fully Contained Community: is a development proposed for location outside of the initially designated urban growth areas which is characterized by urban densities, uses, and services.

Objective: a specific, measurable, intermediate end that is achievable and marks progress towards a goal.

Open Space: underdeveloped land that serves a functional role in the life of the community. This term is subdivided into the following:

- 1) Pastoral or recreational open space areas that serve active or passive recreational needs, e.g., federal, state, regional and local parks, forests, historic sites, etc.
- 2) Utilitarian open space are those areas not suitable for residential or other development due to the existence of hazardous and/or environmentally sensitive conditions, which can be protected through open space, e.g., critical

areas, airport flight zones, wellfields, etc. This category is sometimes referred to as "health and safety" open space.

- 3) Corridor or linear open space are areas through which people travel, and which may also serve an aesthetic or leisure purpose. For example, an interstate highway may connect point A to Point B, but may also offer an enjoyable pleasure drive for the family. This open space is also significant in its ability to connect one residential or leisure area with another.

Overriding Public Interest: when this term is used, i.e., public interest, concern, or objective, it shall be determined by a majority vote of the City Council.

Owner: any person or entity, including a cooperative or a public housing authority [PT-IA], having the legal rights to sell, lease, or sublease any form of real property.

Planning Period: the 20-year period following the adoption of a comprehensive plan or such longer period as may have been selected as the initial planning horizon by the planning jurisdiction.

Policy: the way in which programs and activities are conducted to achieve an identified goal.

Public Facilities: include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. These physical structures are owned or operated by a government entity which provides or supports a public service.

Public Services: include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Regional Transportation Plan: the transportation plan for the regionally designated transportation system which is produced by the Regional Transportation Planning Organization.

Regional Transportation Planning Organization (RTPO): the voluntary organization conforming to RCW 47.80.020, consisting of local governments within a region containing one or more counties which have common transportation interests.

Resident Population: inhabitants counted in the same manner utilized by the U.S. Bureau of the Census, in the category of total population. Resident population does not include seasonal population.

Right-of-Way: land in which the state, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

Rural Lands: all lands which are not within an urban growth area and are not designated as natural resource lands having long-term commercial significance for production of agricultural products, timber, or the extraction of minerals.

Sanitary Sewer Systems: all facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment, or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial, or industrial waste.

Shall: a directive or requirement.

Should: an expectation.

Single-Family Housing: as used in this plan, a single-family unit is a detached housing unit designed for occupancy by not more than one household. This definition does not include manufactured housing, which is treated as a separate category.

Solid Waste Handling Facility: any facility for the transfer or ultimate disposal of solid

waste, including landfills and municipal incinerators.

Transportation Facilities: includes capital facilities related to air, water, or land transportation.

Transportation Level of Service Standards: a measure which describes the operational condition of the travel stream, usually in terms of speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Transportation System Management (TSM): low capital expenditures to increase the capacity of the transportation network. TSM strategies include but are not limited to signalization, channelization, and bus turn-outs.

Transportation Demand Management Strategies (TDM): strategies aimed at changing travel behavior rather than at expanding the transportation network to meet travel demand. Such strategies can include the promotion of work hour changes, ride-sharing option, parking policies, and telecommuting.

Urban Growth: refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

Urban Growth Area: those areas designated by a county pursuant to RCW 36.70A.110.

Urban Governmental Services: include those governmental services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

Utilities: facilities serving the public by means of a network of wires or pipes, and structures ancillary thereto. Included are systems for the delivery of natural gas, electricity, telecommunications services, water, and the disposal of sewage.

Vacant/Underdeveloped Lands: may suggest the following: (a) a site which has not been developed with either buildings or capital facility improvements, or has a building improvement value of less than \$500 [vacant land]; (b) a site within an existing urbanized area that may have capital facilities available to the site creating infill development; (c) a site which is occupied by a use consistent with the zoning but contains enough land to be further subdivided without needing a rezone (partially-used); and (d) a site which has been developed with both a structure and capital facilities and is zoned for more intensive use than that which occupies the site (underutilized).

Visioning: a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

Wetland: areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including,

but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the county or city.

Zoning: the demarcation of any area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

ACRONYMS

ACE Advisory Committee on Elements
ADT Average Daily Traffic
AFDC Aid to Families with Dependent Children
BMR Below Market Rate
BPA Bonneville Power Administration
BFRC Benton-Franklin Regional Council
CAG Citizens Advisory Group
CNG Cascade Natural Gas
CBD Central Business District
CDBG Community Development Block Grant
CEAP Consolidated Emergency Assistance Program
CFP Capital Facilities Plan
CIP Capital Improvement Program
CWSP Coordinated Water System Plan
CWSSA Critical Water Supply Service Area
DCD Washington Department of Community Development
DHV Design Hourly Volume
DOE Department of Ecology
DOH Washington Department of Health
DNR Washington Department of Natural Resources
DSHS Washington Department of Social and Health Services
EIS Environmental Impact Statement
EMF Electromagnetic Fields
EPA U.S. Environmental Protection Agency
FAA Federal Aviation Administration
FAP Family Assistance Program
FCC Federal Communications Commission
FERC Federal Energy Regulatory Commission
FHA Federal Housing Administration
FHWA Federal Highway Administration
GIS Geographic Information Systems
GMA Growth Management Act
GMCC Growth Management Coordination Committee
GPCD Gallons Per Capita Per Day
GPM Gallons Per Minute
GWMA Groundwater Management Area
HCT High Capacity Transit
HOV high occupancy vehicle
HUD U.S. Department of Housing and Urban Development
JLUS Joint Land Use Study
LID Local Improvement Districts
LOS Level of Service

National Gas Policy Act
National Pollutant Discharge Elimination System
MFS Minimum Functional Standards
MID Maximum Instantaneous Demand
MPC Master Planned Community
MPO Metropolitan Planning Organization
MPR Master Planned Resort
MSA Metropolitan Service Areas
NGPA National Gas Policy Act
NPDES National Pollutant Discharge Elimination System
NWP Northwest Pipeline Corporation
OFM Washington State Office of Financial Management
PDD Planned Development District
PUD Public Utility District
RCRA Resource Conservation and Recovery Act
RCW Revised Code of Washington
RDF Refuse Derived Fuel
REA Rural Electric Association
RSA Rural Service Area
RTPO Regional Transportation Planning Organization
RECD Rural Economic and Community Development
SEPA Washington State Environmental Policy Act
SIC Standard Industrial Classification
SOV Single occupant vehicle
SWAC Solid Waste Advisory Committee
TAR Transportation Assessment Report
TDM Transportation Demand Management
TSM Transportation System Management
UGA Urban Growth Area
ULID Utility Local Improvement District
USDOE United States Department of Energy
WAC Washington Administrative Code
WDOE Washington Department of Ecology
WSDOT Washington State Department of Transportation
WUTC Washington Utilities and Transportation Commission