# CHAPTER 1

# LAND USE

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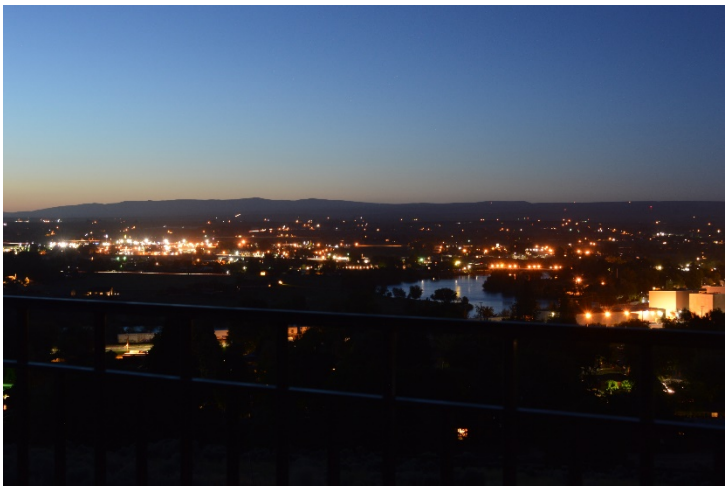
## INTRODUCTION

One of the fundamental purposes of Prosser's Comprehensive Plan is to anticipate, guide, and plan for the future. The location, acreage, and appropriate mix of land use types is crucial to Prosser's ability to provide a healthy and livable community for its current and future residents and to accommodate growth.

The Land Use Chapter of the Comprehensive Plan addresses the general pattern of land use within Prosser and provides a framework for the city's overall development. The goal of this Land Use Chapter is to set forth policies that guide the implementation of the City of Prosser's land use plan over the 20 year planning period.

The Land Use chapter includes information about the city's anticipated population and employment growth over the next 20 years, land use goals and policies related to Prosser's strategy to appropriately accommodate this growth, and a map of planned land uses within the City's Urban Growth Area. This map indicates the area within which various types of activities are expected to occur. Prosser designates five categories of land uses to be described and located on the land use map: residential lands, steep-slope residential lands, commercial lands, industrial lands, and public lands. It ensures an appropriate mix of land uses are available to support the city's economic goals, provide services to residents and businesses, and offer a variety of opportunities for citizens to live well.



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## CURRENT CONDITIONS AND FUTURE PROJECTIONS

Prosser has experienced continued and sustained growth over the past few decades. According to the Office of Financial Management, in 1970 the City's population was 2,954, but has since doubled to a population of 5,940 in 2016. The growth rate in the City is slightly lower than that of Benton County or the State of Washington since 2000.

***TABLE LU-1. HISTORICAL POPULATION CHANGE.***

| | PROSSER | | BENTON COUNTY | | WASHINGTON | |
|---|---|---|---|---|---|---|
| | POPULATION | CHANGE | POPULATION | CHANGE | POPULATION | CHANGE |
| **1950** | 2,636 | - | 51,370 | - | 2,378,963 | - |
| **1960** | 2,763 | 5% | 62,070 | 21% | 2,853,214 | 20% |
| **1970** | 2,954 | 7% | 67,540 | 9% | 3,413,250 | 20% |
| **1980** | 4,049 | 37% | 109,444 | 62% | 4,132,353 | 21% |
| **1990** | 4,476 | 11% | 112,560 | 3% | 4,866,663 | 18% |
| **2000** | 4,838 | 8% | 142,475 | 27% | 5,894,143 | 21% |
| **2010** | 5,714 | 18% | 175,177 | 23% | 6,724,540 | 14% |
| **2016** | 5,940 | 4% | 190,500 | 9% | 7,183,705 | 7% |

*US Census*

The Growth Management Act requires that cities adopt 20-year population projections and make plans on how to accommodate these new residents. Benton County uses population estimates from the Office of Financial Management and then allocates a portion of the expected growth to individual jurisdictions. Under this model, Benton County projects that City of Prosser will add 2,467 new residents over 20 years and have a total population of 8,407 people in the year 2037.

To ensure that there is enough available land to accommodate these nearly 2,500 residents, the City has inventoried existing land use conditions to assess if expansion of city boundaries is necessary.

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## INVENTORY OF EXISTING CONDITIONS

In order to fully plan for Prosser's future, it is important to first understand the existing conditions of the City. An analysis of these conditions for each land use type has been conducted to serve as baseline information and to summarize community characteristics that inform the City policies outlined in this chapter.

### RESIDENTIAL LANDS

The City of Prosser has two Comprehensive Plan designations that guide the location and type of residential development. These two designations, Residential and Steep Slope Residential lands, make up the largest portion of land designation in the plan.

Residential lands encompass the most acreage in the City of Prosser. There are 1140 acres of Residential lands within the City limits and an additional 1031 acres in the previous Urban Growth Area. The City of Prosser has reduced those residential lands within the UGA by 400 acres to reflect more accurately its needs based on population projections. Residential acres within the UGA are now 631 acres.

The Prosser Development Code further separates Residential lands into six different zones with differing density and development standards: 1) RL – Low Density; 2) RM – Medium Density; 3) RH – High Density; 4) UR – Urban Residential; 5) RMHP – Residential Manufactured Home Park; 6) RMS – Residential Manufactured Home Subdivision.

Steep Slope Residential lands are reserved for residential development on or near the hills along the southern border of the City. The designation differs from traditional Residential lands in that it restricts the number of dwelling units allowed per acre in an attempt to preserve the hillsides as natural and cultural assets for the residents of Prosser, as well as protect critical areas.

### COMMERCIAL LANDS

The City of Prosser has one Comprehensive Plan designation that guides the location and type of commercial development. This designation makes up 421 acres of land

Of the 421 acres of Commercial land, 192 acres are located outside the City limits within the Urban Growth Boundary. The Prosser Development Code further separates Commercial lands into six different zones with differing intensity and development standards: 1) CT – Commercial Thoroughfare; 2) CN – Commercial Neighborhood; 3) CG – Commercial General; 4) CD – Commercial Downtown; 5) CP – Commercial Professional; 6) AT – Agri-Tourism.

### INDUSTRIAL LANDS

The City of Prosser has one Comprehensive Plan designation that guides the location and type of industrial development.

The Prosser Development Code separates Industrial lands into four different zones with differing intensity and development standards: 1) IL – Light Industrial; 2) A – Agri-Business; 3) IH – Heavy Industrial; 4) AT – Agri-Tourism.

### PUBLIC LANDS

The City of Prosser has one Comprehensive Plan designation that guides the location and type of public facilities. The Prosser Development Code includes the PF – Public Facilities zone to separate these uses.

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## LAND USE GOALS AND POLICIES

**GOAL LU-1: Support and improve a vibrant community comprised of quality housing, attractive open spaces, prosperous commercial districts, and diverse industrial uses.**

Policy LU-1.1. Ensure compatibility with adjacent land uses. The following should be considered prior to land use decisions:

- Type of land use of new development should be compatible with existing developments.
- Land uses which generate high traffic volumes should have ready access to appropriate transportation connections.
- 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.

Policy LU-1.2. Orient buildings to enhance views and respond to natural topography.

Policy LU-1.3. Create livability through provision of recreation facilities, attractive common areas, clear building accessibility, adequate parking, and public walkways.

Policy LU-1.4. Encourage the preservation of agricultural land outside the City through cooperative planning efforts with Benton County and through City annexation policies.

Policy LU-1.5. Permit agricultural production as an interim use on properties suitable for agricultural uses

within the City Limits and Urban Growth Area while such use is viable and beneficial as a buffer from more intense uses until such time the area is appropriate for more urban uses.

**GOAL LU-2: Create an orderly, well-designed, and aesthetically pleasing city.**

Policy LU-2.1. Place multi-family residential developments next to arterial streets, along public transportation routes, or on the periphery of commercially designated areas.

Policy LU-2.2. Work closely with nearby cities and Benton County to coordinate land use plans.

Policy LU-2.3. Enhance existing design requirements for residential and commercial development.

Policy LU-2.4. Create design requirements for industrial developments including provisions that mitigate "blank wall blight", noise, pollution, and other adverse impacts on adjacent properties.

Policy LU-2.5. Locate new residential development so that residents will have access to walking and bicycle trails and public transit.

Policy LU-2.6. Ensure adequate buffering between land use types.

Policy LU-2.7. Allow flexibility in site design to promote safety, livability and preservation of natural features.

Policy LU-2.8. Improve gateways that signify entry to the city that are inviting and visually appealing to both residents and visitors.

Policy LU-2.9. Establish new gateways to commercial and industrial districts that clearly delineate a

visitor's arrival and define districts and planned areas.

**GOAL LU-3: Maintain the existing rural character of the urban growth area until such time it is appropriate for annexation and more urban uses.**

Policy LU-3.1. Promote land use measures that protect and conserve existing farm and agricultural land in Prosser's Urban Growth Area.

Policy LU-3.2. Work with Benton County to create policies that prevent the premature residential development of agricultural land within the UGA.

**GOAL LU-4: Establish land use patterns that balance development and provide for diverse uses.**

Policy LU-4.1. Encourage infill of undeveloped and underdeveloped properties within the city limits in order to make more efficient use of available utilities and manage growth.

Policy LU-4.2. Provide an efficient and orderly array of land uses at intensities appropriate for different areas.

Policy LU-4.3. Adopt zoning and development ordinances that are consistent with the goals and policies of the Comprehensive Plan and the Land Use Map.

Policy LU-4.4. Require future development to be consistent with the following land use designations and the Land Use Map:

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| COMPREHENSIVE PLAN DESIGNATION | DESCRIPTION | CORRESPONDING ZONES |
|---|---|---|
| **Residential (R)** | The R designation includes all lands designated for residential uses excluding Steep Slope Residential (SSR), including but not limited to single-family, multi-family, and manufactured dwellings. Actual allowed density depends on the underlying zoning of a parcel. | **RL** – Low Density<br>**RM** – Medium Density<br>**RH** – High Density<br>**UR** – Urban Residential<br>**RMHP** – Residential Manufactured Home Park<br>**RMS** – Residential Manufactured Home Subdivision |
| **Steep Slope Residential (SSR)** | The SSR designation is applied to a large undeveloped area along the southern boundary of the City. These lands were previously classified as Urban Reserve lands, however in an effort to more clearly define allowed uses in the zone, and protecting critical areas, the SSR designation was created. The goal of this designation is to protect steep slope critical areas from development that would degrade its physical character and require costly infrastructure investments. In cases where the natural features of a parcel would reasonably accommodate an increase in density, rezoning to allow for a higher concentration of dwelling units may be allowed. In cases where the natural features may limit the ability to reasonably accommodate development on a portion of the parcel, clustering development within the unconstrained portions of the parcel may be allowed. Clustering must provide protections for that portion of the parcel which was constrained | **SSR** – Steep Slope Residential |
| **Commercial (C)** | The C designation 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. | **CT** – Commercial Thoroughfare<br>**CN** – Commercial Neighborhood<br>**CG** – Commercial General<br>**CD** – Commercial Downtown<br>**CP** – Commercial Professional<br>**AT** – Agri-Tourism |
| **Industrial (I)** | The I designation 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. | **IL** – Light Industrial<br>**A** – Agri-Business<br>**IH** – Heavy Industrial<br>**AT** – Agri-Tourism |
| **Public Lands (P)** | The P designation 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.<br>Lands which are no longer used or intended for public use may be rezoned a Commercial, Residential, or Industrial zone provided the zone is in conformance with the surrounding uses. | **PF** – Public Facility<br><br>**All other zones** |

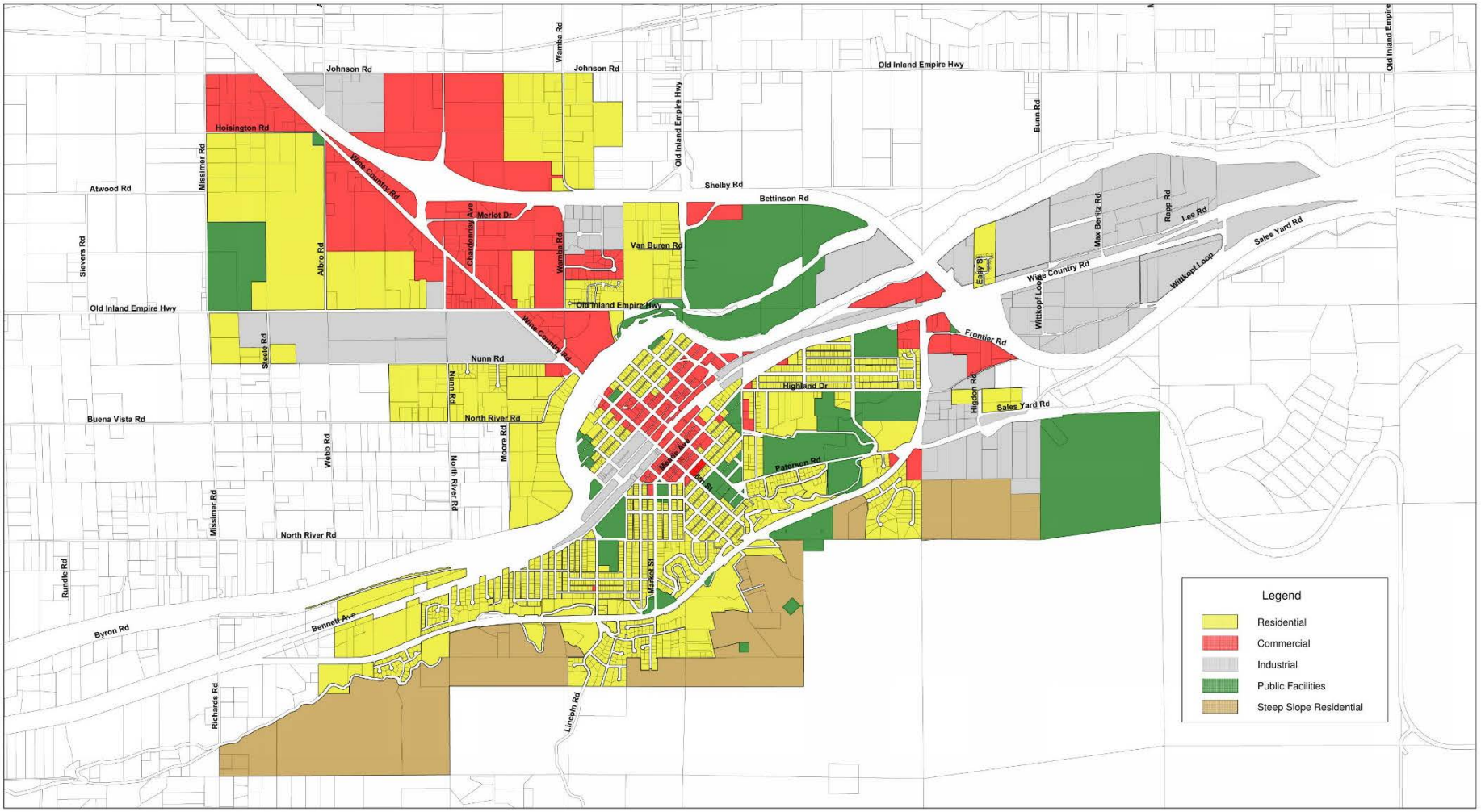
Policy LU-4.5. Provide adequate, well-located areas for public lands and facilities that are appropriate for the needed use while minimizing impacts to surrounding uses.

Policy LU-4.6. Plan for adequate residential, commercial, and industrial lands to meet the needs of a growing population.

Policy LU-4.7. Allow specific areas within the Steep Slope Residential designation of this plan to be zoned as another 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 does not adversely impact 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 developer.

## *FIGURE LU-1. CITY OF PROSSER COMPREHENSIVE PLAN MAP.*




MAP DATE: 5/2/17

**GOAL LU-5: Preserve and create new open spaces that protect critical areas to ensure a healthy and sustainable environment that also serve as an opportunity for citizens to experience nature.**

| | |
|---|---|
| Policy LU-5.1. | Steep Slope areas shall be given special consideration in site design by both the developer and local regulations. |
| Policy LU-5.2. | Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance. |
| Policy LU-5.3. | 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. |
| Policy LU-5.4. | Establish a formula for determining open space dedications for types of developments while protecting private property owners. |

**GOAL LU-6: Encourage future growth to take place in coordination with existing and planned infrastructure investments.**

| | |
|---|---|
| Policy LU-6.1. | Focus growth into areas that currently have adequate capital facilities to absorb new development. Plan for the extension of appropriate infrastructure into areas identified for future development. |
| Policy LU-6.2. | Utilize highway and road system improvements to assist in managing and directing growth. |

**GOAL LU-7: 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 LU-7.1. | Focus commercial growth in the historic downtown district and Vintner's Gateway |

| | |
|---|---|
| Policy LU-7.2. | Establish appropriate zoning categories to create harmony between similar commercial uses. |
| Policy LU-7.3. | Avoid rezoning commercial sites to less intense commercial zones where appropriate. |
| Policy LU-7.4. | Promote the clustering of commercial developments. |
| Policy LU-7.5. | Encourage the design of commercial structures along major thoroughfares to be atheistically pleasing. |
| Policy LU-7.6. | Allow Agri-tourism zoning in Commercial designations provided that the primary uses are Commercial and any Industrial or Residential uses are subordinate and unlikely to impact any surrounding Commercial uses. |

**GOAL LU-8: Plan for and protect sites appropriate for industrial uses that meet the economic and employment needs of the community.**

| | |
|---|---|
| Policy LU-8.1. | Attract new industrial development to the East Prosser Industrial Area. |
| Policy LU-8.2. | Encourage industrial development to locate in areas currently zoned industrial and to areas with good access to transportation networks. |
| Policy LU-8.3. | Provide buffers to mitigate adverse impacts on surrounding residential/commercial areas. |
| Policy LU-8.4. | Promote the clustering of industrial development. |
| Policy Lu-8.5. | Ensure the supply of large industrial parcels are adequate to accommodate a variety of industrial activities. |

Policy Lu-8.6. Allow Agri-tourism zoning in Industrial designations provided that the primary uses are Industrial and any Commercial or Residential uses are subordinate and unlikely to impact any surrounding Industrial uses.

**GOAL LU-9: Provide the Prosser Airport with reasonable protection from airspace obstructions, incompatible land uses, and nuisance complaints that could restrict operations.**

Policy LU-9.1. Keep residential land underlying the air approach east and west of the runway to a low density and intensity. Commercial uses, that attract significant numbers of people, should be discouraged.

Policy LU-9.2. Plan land use around the airport with potential noise problems in mind. Open space uses are most desirable, such as, parks, cemeteries, golf courses, etc. Commercial uses consistent with the land use map 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 LU-9.3. Plan industrial site development in the airport area keeping in mind the needs and operations of the airport.

Policy LU-9.4. Direct any lighting in the vicinity of the airport downward and avoid excessive glare that could pose a hazard to night air navigation.

*FIGURE LU-2. CITY OF PROSSER COMMERCIAL LAND USE DESIGNATIONS.*

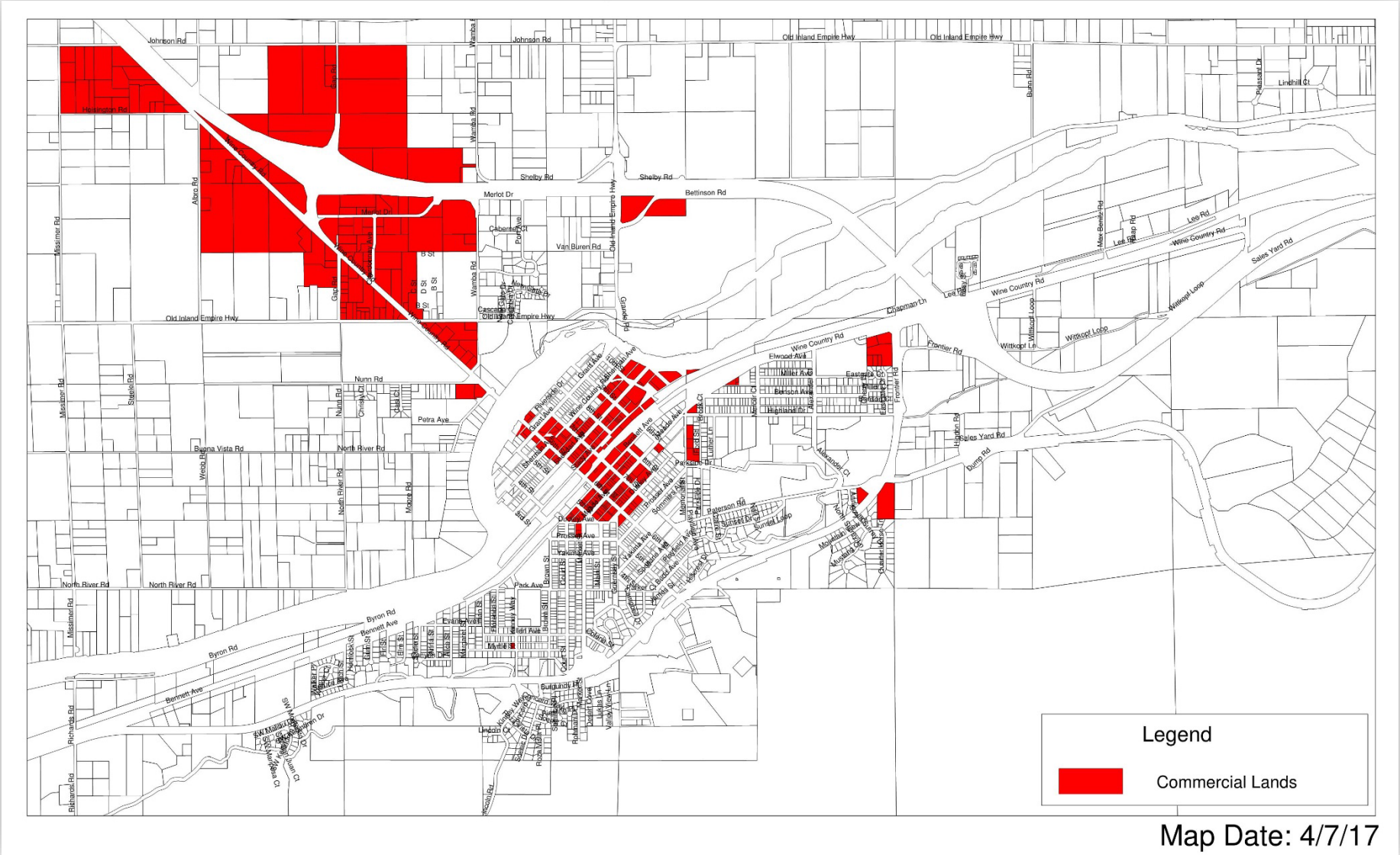


*FIGURE LU-3. CITY OF PROSSER INDUSTRIAL LAND USE DESIGNATIONS.*

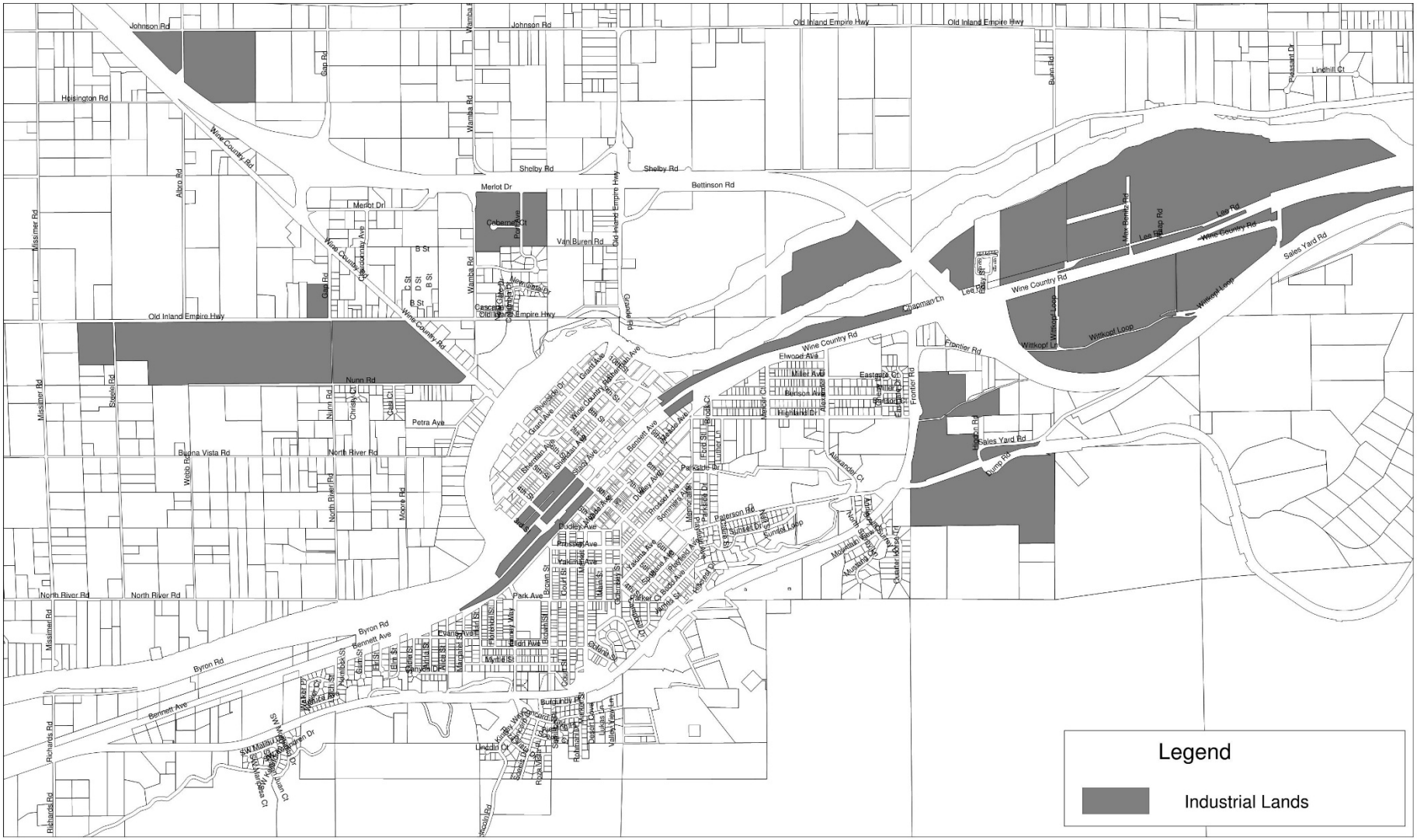



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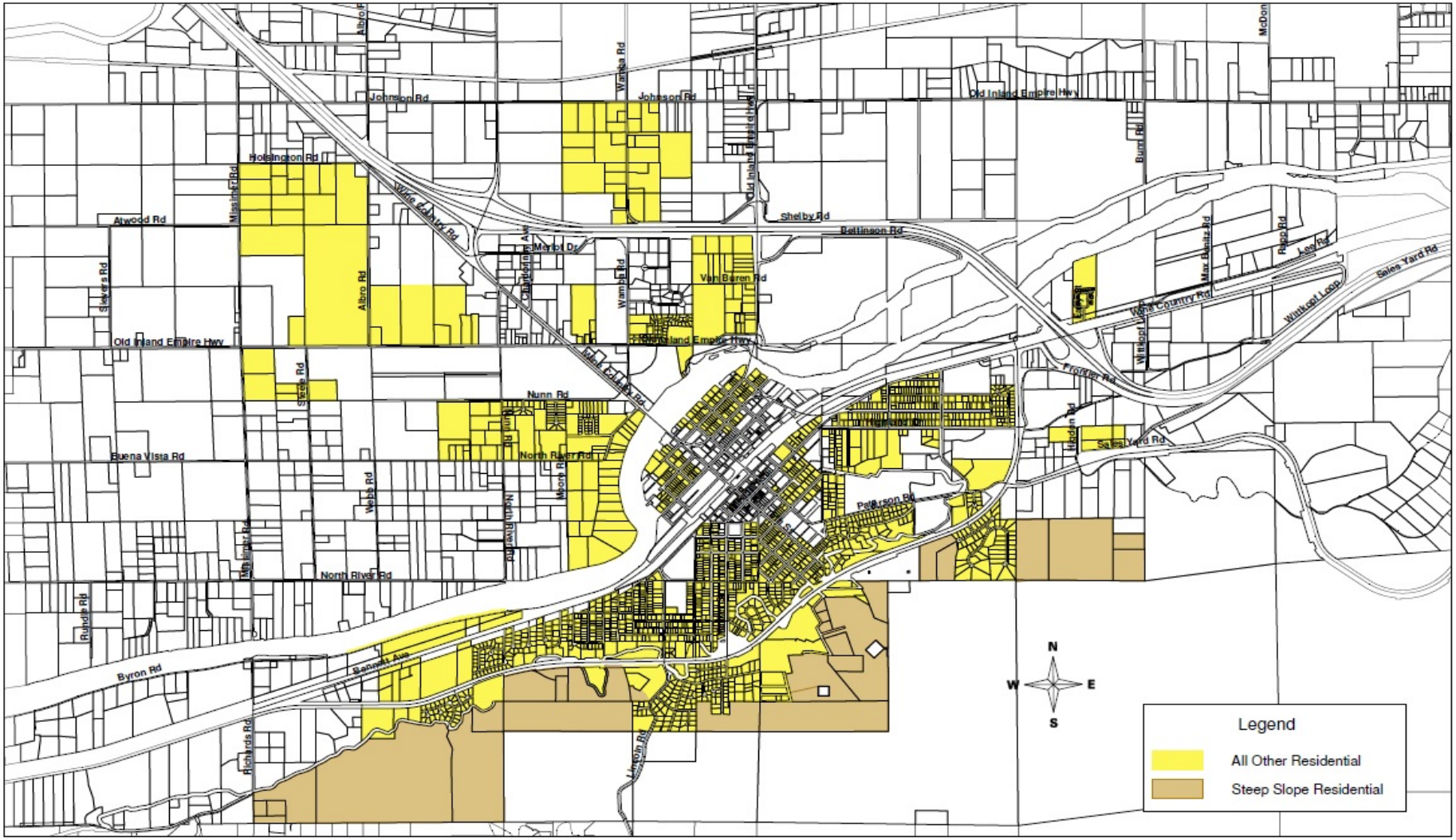
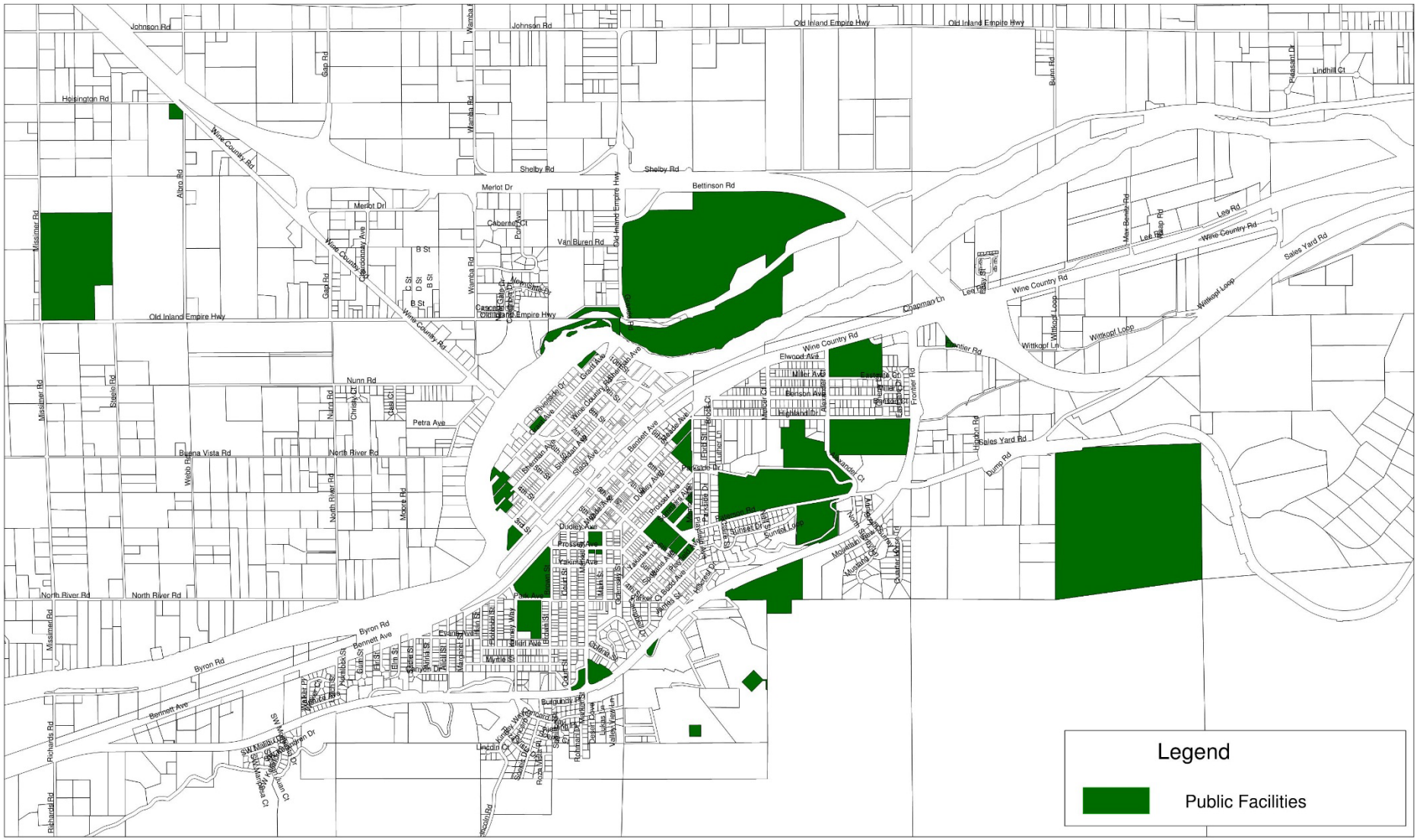
*FIGURE LU-4. CITY OF PROSSER RESIDENTIAL LAND USE DESIGNATIONS.*




**CITY OF PROSSER - STEEP SLOPE RESIDENTIAL / ALL OTHER RESIDENTIAL**

**MAP DATE 10/24/17**

*FIGURE LU-5. CITY OF PROSSER PUBLIC FACILITIES LAND USE DESIGNATIONS.*

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