# City of Prosser

DEC 2 2 2016

## Planning Department

### 2016 UGA Application Packet

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**CITY OF PROSSER**

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## Introduction

Prosser is an agricultural based town with a healthy mix of industrial processors, wine manufacturing, and small businesses. Over the past several years Prosser has seen an amazing amount of growth and interest. Prosser's small town charm, historic downtown, and robust wine related tourist industry make it a very attractive place to live and recreate. With increased growth, comes the need to accommodate that growth through land use decisions.

Benton Countywide Planning Policies outline rationale and steps to be used by individual cities throughout the county to conduct a periodic analysis of the jurisdiction's Urban Growth Area. The policies attempt to guide cities in research that will help them "right-size" their UGA's in order to accommodate the future 20-year population, based on Office of Financial Management (OFM) projections.

This is an important project for Prosser, as the city sets its eyes towards the future. This packet will include calculations of land needed to accommodate the projected 2037 population for each of the three major land use types.

## Quick Summary of UGA Adjustments

### Residential

**423.0 Acres of Surplus**

**397 Acres removed from UGA**

### Commercial

**69 Acres of Surplus**

**6.04 Acres removed from UGA**

### Industrial

**24.17 Acres of Surplus**

**26.02 Acres removed from UGA**

## Residential

The City of Prosser worked with Benton County planners to determine a residential density goal of four units/acre. In order to achieve this density goal, the City first inventoried its existing housing lands to determine the current stock, mix, and location of housing in the UGA. The City of Prosser used GeoMedia and base data provided by Benton County to identify residential lands within the City limits. Further analysis was conducted in combination with on-site inspections to determine actual dwelling unit types. Once this was completed, a parcel-by-parcel analysis of lots 2 acres and larger was conducted to determine if natural constraints such as rivers, lakes, and slopes and/or manmade constraints such as existing dwellings and roads exist on a parcel that could prohibit future development. Then, after subtracting constrained acreage from the total acreage of each parcel, total fully developed, underdeveloped, and vacant lands, both inside city limits and the Urban Growth Area acres were determined.

These lands are defined as follows:

- **Developed lands** are those that have been built to the full capacity of the lot. No future development possible.
- **Underdeveloped lands** are those that have potential to be subdivided and developed further. Because smaller lots are typically fully developed and offer no room for redevelopment, only lots 2 acres in size or greater were analyzed on a parcel basis.
- **Vacant Lands** are considered fully developable if they have an assessed improvement value of $13,000 or more.

**Figure 1. Example Parcel Analysis**

*Step 1: Identify existing dwelling unit and out buildings. Occupying approximately 1 acre*

*Step 2: Identify any constraints such as road, rivers, or utilities*

**Parcel ID**: 103842000004002
**Address**: 3103 S STEELE RD
**Acreage**: 5.08
**Comp Plan**: Residential
**Zoning**:
**Narrative**: Potential redevelopment by providing new access. Deducting 1 acres for existing home and structures

| | |
|---|---|
| Re-developable acres | 4.08 |

*Step 4: Calculate actual acreage likely to be developed*

*Step 3: Identify any constraints such as road, rivers, or utilities*

## Residential - Continued

With acreage totals for fully developed, underdeveloped, and vacant lands outlining the supply of residential lands available, residential land demand is calculated. To do this calculation a variety of metrics are used ranging from housing density, average household size, and the number of additional residents over 20 years. Included in the demand calculation for residential lands are a number of assumptions, primary among these is the build capacity and demand for development in Steep Slope Residential areas. The SSR assumptions and rationale are below.

**Steep Slope Residential**

This particular designation covers the hillside to the south of the city. Many of these hills are subject to Prosser's Critical Area Ordinance (CAO) due to their grade and/or location in relation to water runoff. Through cooperation of the Prosser School District, the Planning department worked in class with students to gather their input for the Comprehensive Plan update. Part of the process and engagement with the students identified the hillsides of Prosser as cultural resources that should be preserved for future generations. As a result of this input the City of Prosser will be looking at goals and policies that encourage preservation of the Steep Slopes Residential areas. Therefore, to encourage preservation of SSR areas, the UGA formula takes into consideration the natural constraints of hillside development (roads, utilities etc) as well as its cultural implications, by assuming future development in SSR areas to be at a density of 1 unit per 10 acres

The demand is compared to the supply of residential land already available in Prosser to show if any additional acres need to be added to the UGA in order to accommodate future growth.

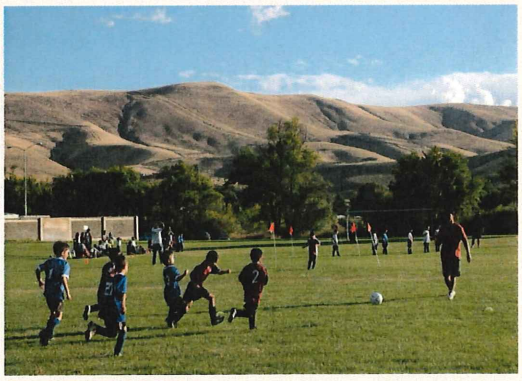
| **Prosser Residential Land** | |
|---|---|
| **Land Demanded** | **217.75** |
| Average Household Size | 2.67 |
| Additional Population in 2037 | 2,467 |
| Number of Housing Units to Accommodate new Population | 923.97 |
| Number of Housing Units SSR can accommodate | 51 |
| Remaining Housing Units needed | 872.97 |
| Density Goal | 4 units per acre |
| Acres Needed (872.97/4 = 218) | 218 |
| **Land Supply** | **884.3** |
| **Difference – Additional Acres Needed to Accommodate** | **666.55** |
| **Deduct needed schools, open space +30% (666.55-243.55 =423)** | **423 Acres** |

## Residential - Continued

As shown, the City of Prosser has a large amount of residential surplus acreage. The City has seriously considered this surplus when making its UGA Adjustments, and has made every effort to reduce its supply of residential land. Adjustments to residential lands in the UGA are made as follows (See Attachment 2 for map of UGA Adjustments):

| Prosser Residential Land | | |
|---|---|---|
| **Area** | **Acres** | **Current Designation** |
| **423 Acres over** | | |
| 1 | -78.21 | Residential |
| 2 | -58.82 | Residential |
| 3 | -10.03 | Residential |
| 4 | -14.31 | Residential |
| 5 | -112.01 | Residential |
| 6 | -10.78 (Conversion) | Residential |
| 7 | -115.81 | Residential |
| **Final Residential = 26 Acres over** | | |

Other types of land uses are considered as part of this UGA review, including parks and recreation, public facilities, open space, schools, and public service lands. These land types are essential parts of the built environment that supplement the residential and economic land uses of the City and help to ensure a high standard of living in the Prosser area. In determining how, and where, these land uses can grow with the city, it is necessary to consider these land uses as closely tied to residential growth. While all of land uses benefit the public good, the majority of users are the citizens of Prosser. Therefore, it is assumed that any land needed for future open space, public facilities, and schools will be accommodated on residential lands. Thus, as seen in the calculations attached to this packet, any land demanded in these other land types are included in the demand for residential lands



# Industrial

It can be difficult to determine the demand for industrial land over the next 20 years. Changing technologies, trends, and economic conditions can vary greatly in that span of time. State of Washington's Department of Commerce provides a range of employment projections that can help to predict this growth. However, the projections provided by the State are aggregated by region and don't offer the level of detail at the local level to be useful in this calculation here. Instead, the City of Prosser uses the Benton Countywide Planning Policy guidance to employ a land per capita calculation to understand the 20-year need for its industrial land. This calculation divides the current number of industrial acres by the current population of the city. Because Prosser does not anticipate any major changes in its industrial economy over the next 20 years outside of general growth with population, this per capita calculation is assumed to remain similar at the end of the planning period. Then, this per capita calculation is multiplied by the future population of the city, to understand the demand for industrial land over the next 20 years. The demand is compared to the supply of industrial land already available in Prosser to show if any additional acres need to be added to the UGA in order to accommodate future growth.

| Prosser Industrial Land | |
|---|---|
| **Land Demanded** | **422.85** |
| Industrial Area Per Capita | 0.17140404 |
| Additional Population in 2037 | 2,467 |
| **Land Supply** | **447.04** |
| **Difference – Additional Acres Needed to Accommodate** | **-24.19** |

* A negative number means that there is extra land available after meeting the needed land for future populations
* A positive number means that there is more land needed than there is available to meet the future demand.

In Prosser, the current supply of industrial land is high and nearly matches the amount of land demanded. Adjustments to industrial lands in the UGA are made as follows (See Attachment 2 for map of UGA Adjustments):

| Prosser Industrial Land | | |
|---|---|---|
| **Area** | **Acres** | **Current Designation** |
| 9 | - 48.52 (Conversion) | Industrial |
| 10 | -77.94 | Industrial |
| 11 | +100.44 | Industrial |

When looking at a map of Prosser's industrially designated lands in the UGA, the majority is located on the eastern edge along Wine Country Road or along the railroad in the city's downtown. There is a portion of industrial land that is located north of Interstate 82, totaling nearly 78 acres. The City is proposing to adjust its UGA to exclude this portion of land. Additionally, the City proposes re-designating 48.52 acres in Area 9 in the attached map to Public Facilities land. To remedy the loss of this industrial acreage, the City also proposes to adjust the UGA to include 100.44 acres along the southern edge of Wine Country Road.

## Industrial – Continued

The adjustments outlined above are due to several reasons. The current location of Area 10 makes it difficult and expensive to provide services across the Yakima River, its canal, and Interstate 82. Additionally, Prosser's industrial businesses have been especially successful thanks to ease of access to transportation systems such as rail and Interstate 82. The majority of the current industrial facilities in Prosser are located along these transportations routes, a trend the City would like to continue into the future. Wine Country Road already has these infrastructure services and is a better location for these industrial acres.

## Commercial

Prosser has two commercial cores – an older commercial district in the City's downtown and a newer commercial area along the northern Wine Country Road corridor. Prosser's Historic Downtown is zoned to accommodate and preserve its historic footprint and feel. Unlike other commercial areas the Downtown Zoning does not require off street parking. This parking requirement as well as the existing footprint restricts the downtown to smaller commercial uses. Larger commercial uses are being located in other commercial zones in particular Wine Country Road and Gap Road corridors. The City is looking to these newer corridors to determine where new commercial land demands will be met over the next 20 years. Similar limitations in calculating industrial land demand exist in calculating commercial land demand. State guidance and projections do not exist in the detail necessary to be able to use the data to make policy and UGA decisions. The City of Prosser is looking at historic trends and permitting to assist in making determinations on commercial land use needs. Like the industrial economy, the City of Prosser doesn't anticipate a major influx of new commercial business but rather a steady upward trend that closely follows population growth, population growth is not however exclusive to Prosser but rather the surrounding rural areas as well. When planning for commercial growth Prosser must also look at providing space for commercial services to accommodate a growing number of tourists. In addition the nature and size of developing commercial has changed. Prosser has seen a need for larger commercial spaces in order to accommodate the commercial uses as well as the required parking, therefore Prosser is using a historic model and trends to determine approximately how many commercial acres are needed.

| **Prosser Commercial Land** | |
|---|---|
| **Total Commercial Acres (developed and under/undeveloped)** | **428** |
| Acres per year new commercial (based on permit data) | 9.33 a year |
| 9.33 x 20 years + 40% adjustment for tourism and surrounding rural areas | 260.40 Acres |
| **Commercial Land Supply** | **329.4** |
| **Difference – Additional Acres Needed to Accommodate** | **-69 Acres** |

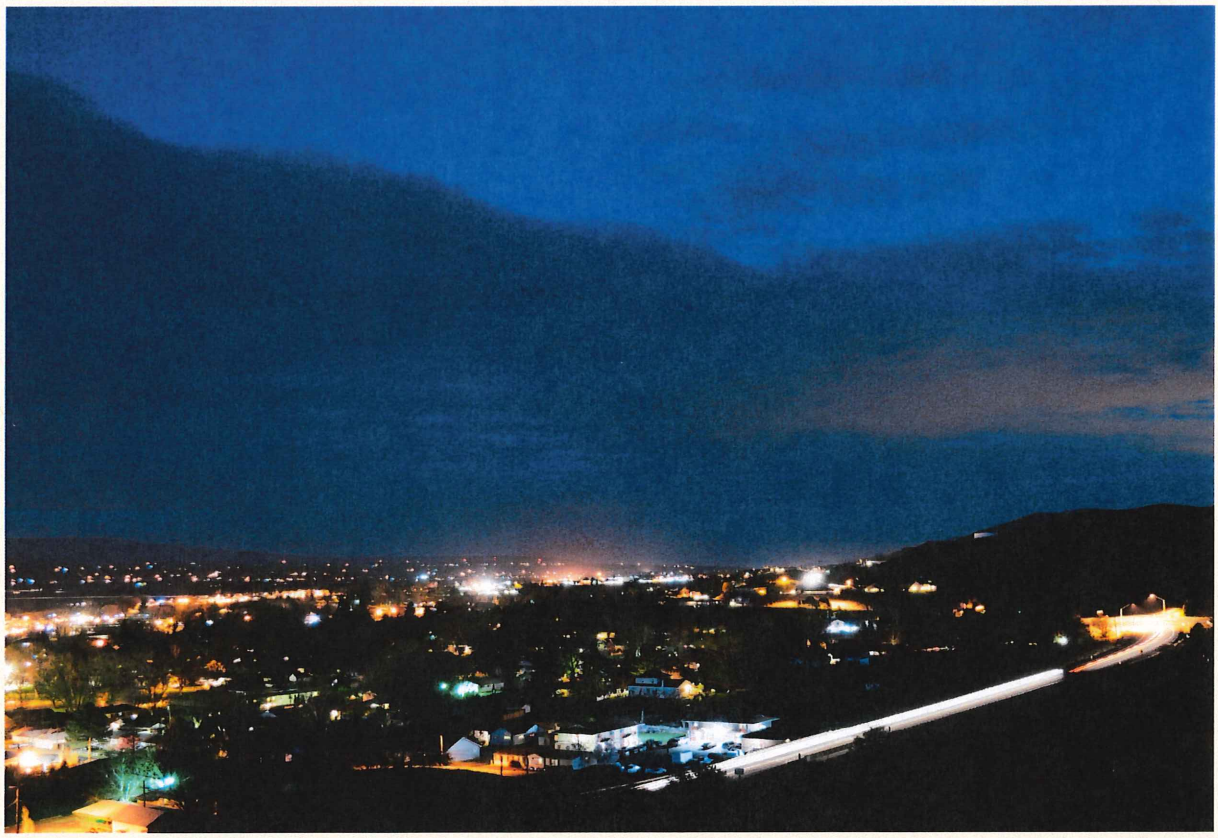
* A negative number means that there is extra land available after meeting the needed land for future populations
* A positive number means that there is more land needed than there is available to meet the future demand.

As shown, Prosser has a surplus of commercial land available compared to the demand for that land. Adjustments to commercial lands in the UGA are made as follows (See Attachment 2 for map of UGA Adjustments):

| **Prosser Commercial Land** | | |
|---|---|---|
| **Area** | **Acres** | **Current Designation** |
| 8 | -16.82 (Removed) | Commercial |
| 6 | +10.78 (Conversion) | Future Commercial |

## Commercial – Continued

Area 8 will be excluded as part of a larger UGA adjustment shown on the Adjustments Map. Area 6 will be re-designated from residential land to commercial land. This conversation and the Area 4 exclusion will result in a 6.04 acre net reduction in commercial acres in the UGA. The City has made significant commercial-specific infrastructure improvements in the recent past to the Wine Country Road corridor, specifically on Merlot Drive and Chardonnay Avenue, in preparation for future commercial developments. Prosser will monitor the trends in commercial development over the next 5 years and make adjustments accordingly.

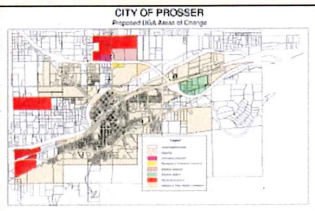
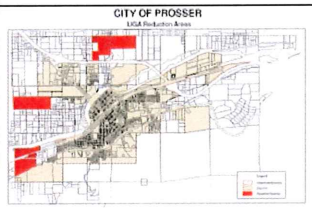
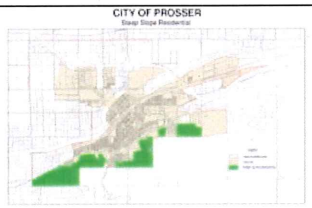
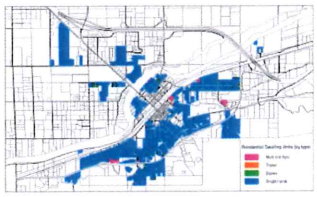


## Summary

The City of Prosser believes that its proposed adjustments to the UGA, including land reclassifications, and reductions in size are consistent with the requirements of the Growth Management Act. While it does not account for the full surplus, the total reductions listed above address the vast majority of extra UGA acreage. Its important to note that these proposed UGA adjustments are calculated based on assumptions and estimates to the best of the City's ability with best available data.

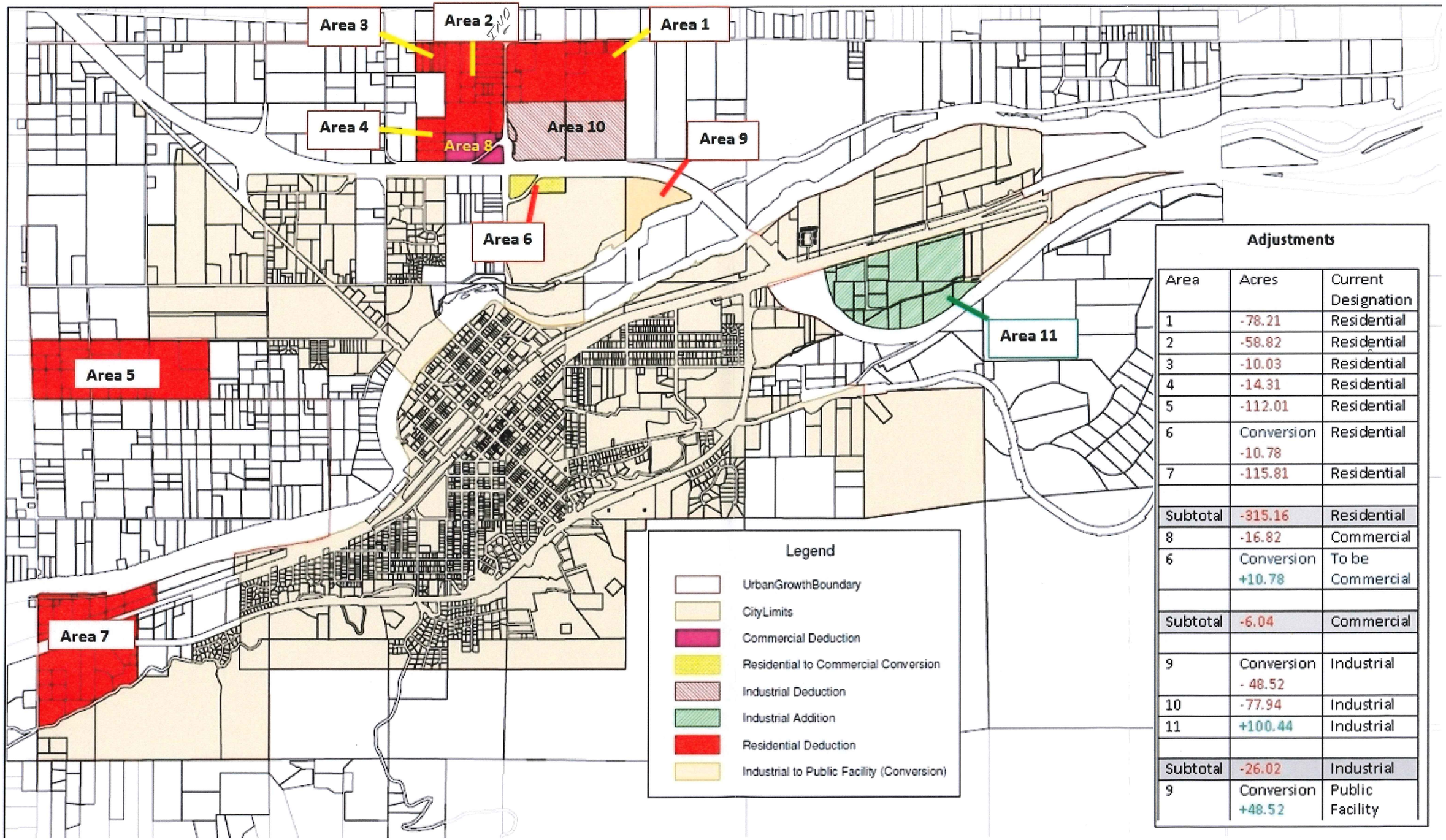
Reductions to residential lands results in a target density of 4 units per acre. In addition, we believe that the proposed reclassifications, reductions, and planned policy changes provide the necessary tools to preserve critical areas and cultural resources. These changes will allow for a more efficient use of land and existing infrastructure while reducing the costs and footprint of future development.

## Attachments

| | |
|---|---|
| UGA Adjustments Map |   |
| UGA Reduction Areas Map |   |
| UGA Steep Slope Residential Map |   |
| Parcel by Parcel Analysis | See attached packet |
| Residential Dwelling Units by Type Map |  |

# CITY OF PROSSER

## Proposed UGA Areas of Change

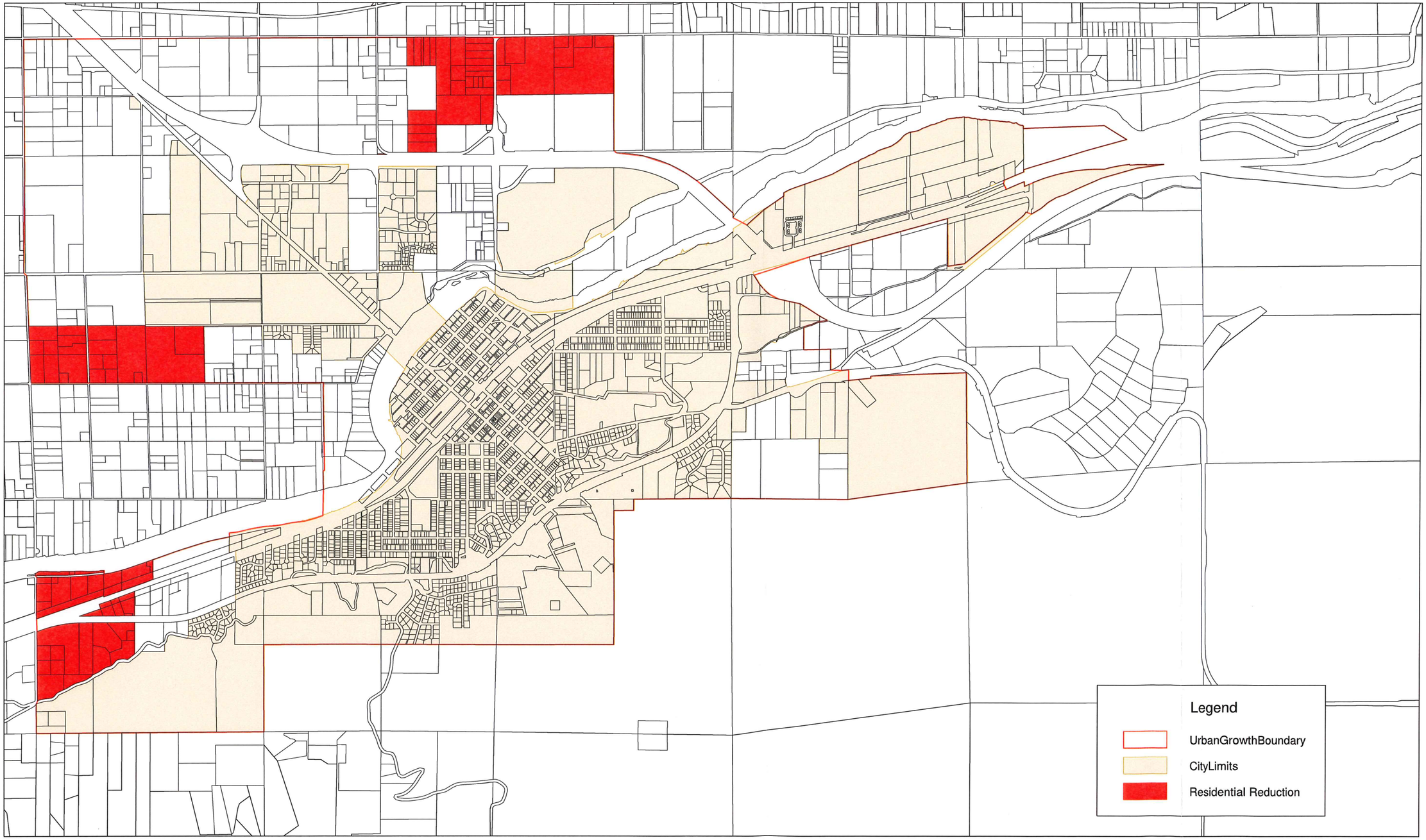



**Adjustments**

| Area | Acres | Current Designation |
|---|---|---|
| 1 | -78.21 | Residential |
| 2 | -58.82 | Residential |
| 3 | -10.03 | Residential |
| 4 | -14.31 | Residential |
| 5 | -112.01 | Residential |
| 6 | Conversion -10.78 | Residential |
| 7 | -115.81 | Residential |
| | | |
| Subtotal | -315.16 | Residential |
| 8 | -16.82 | Commercial |
| 6 | Conversion +10.78 | To be Commercial |
| | | |
| Subtotal | -6.04 | Commercial |
| | | |
| 9 | Conversion - 48.52 | Industrial |
| 10 | -77.94 | Industrial |
| 11 | +100.44 | Industrial |
| | | |
| Subtotal | -26.02 | Industrial |
| 9 | Conversion +48.52 | Public Facility |

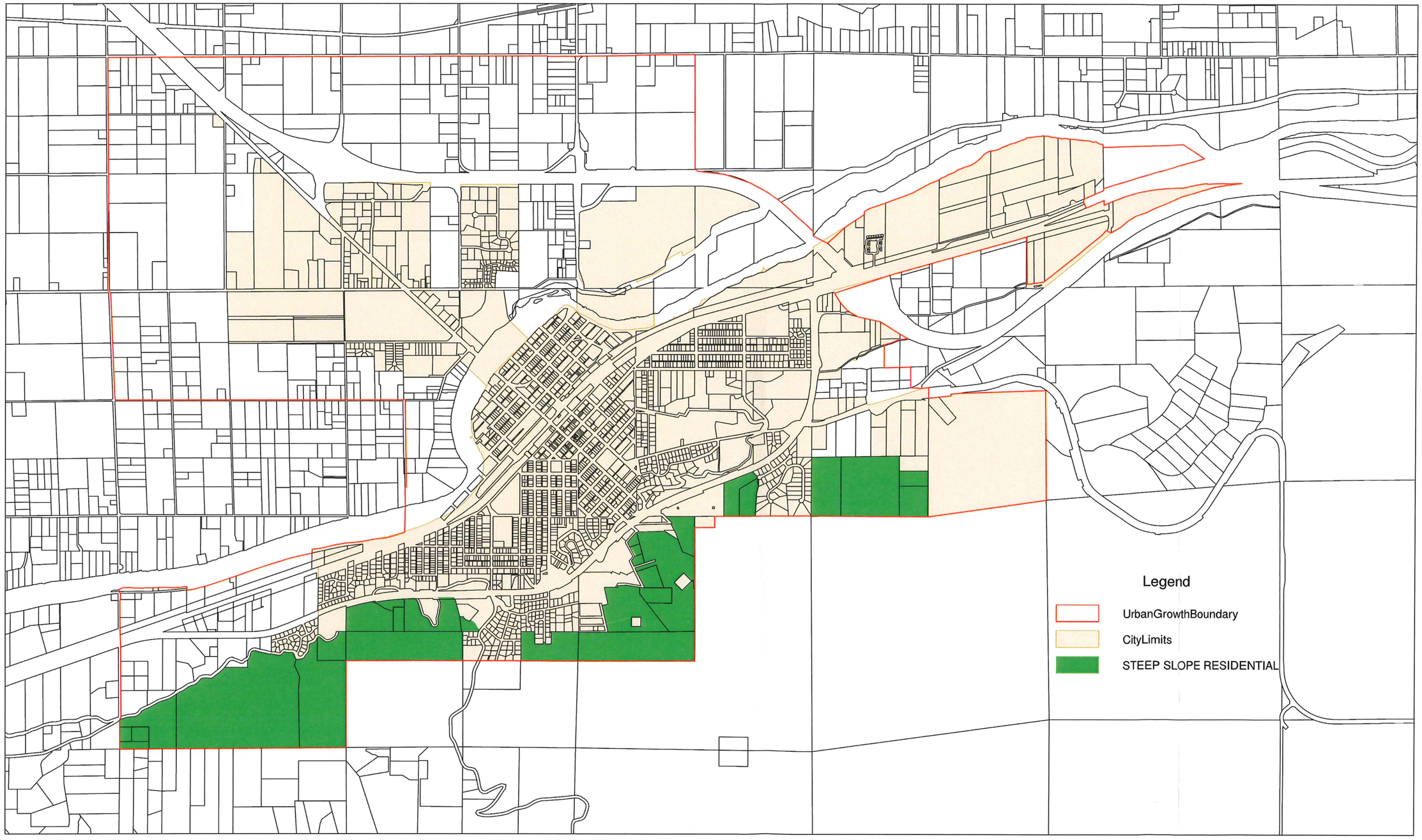
# CITY OF PROSSER

## UGA Reduction Areas



# CITY OF PROSSER

## Steep Slope Residential



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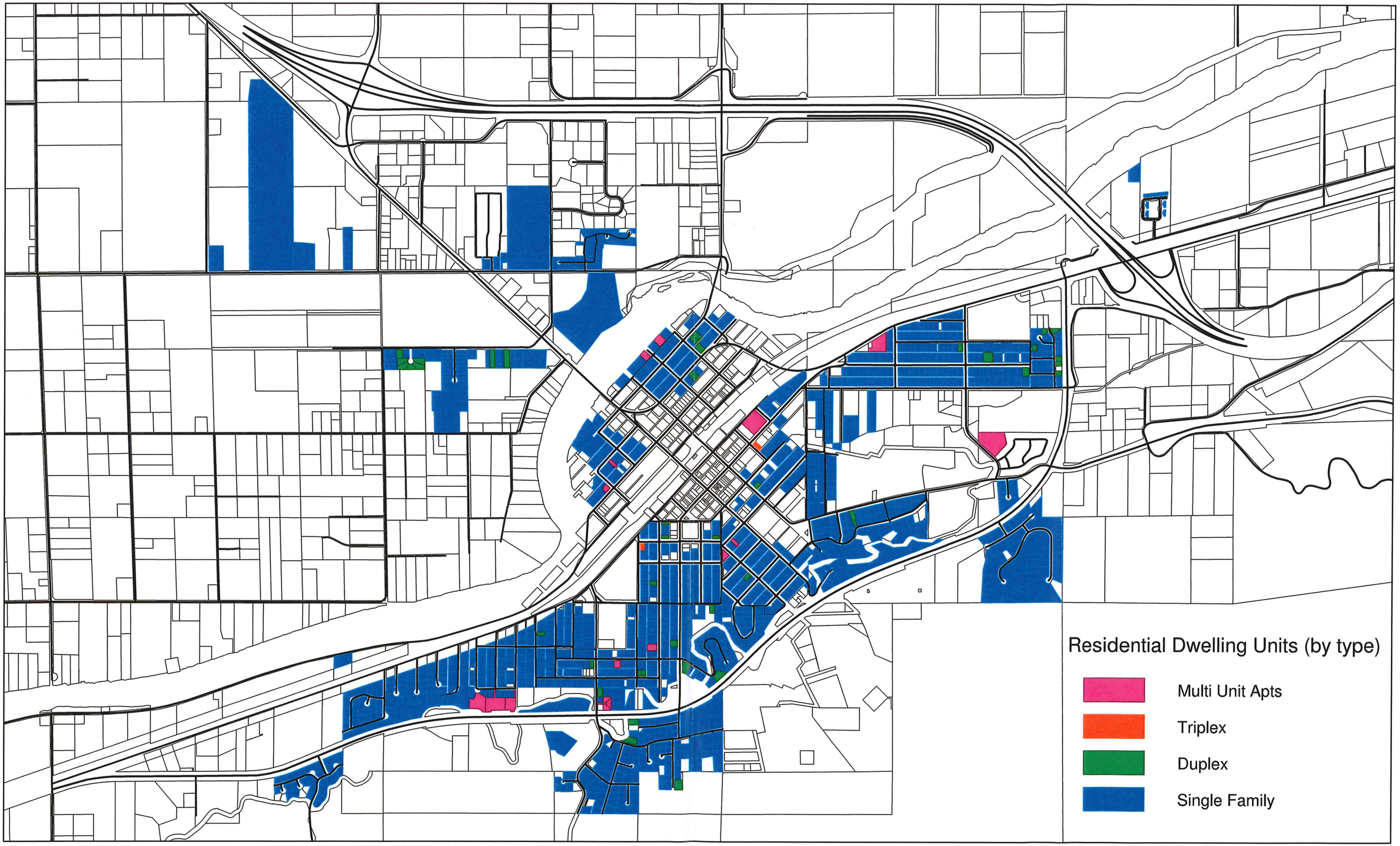
Residential Dwelling Units (by type)
Multi Unit Apts
Triplex
Duplex
Single Family