



City of Prosser  
PLANNING COMMISSION  
REGULAR MEETING AGENDA  
Council Chambers, 620 Market St, 1st Floor, Prosser WA 99350  
Thursday, April 16, 2026 @ 6:00 PM

To join the meeting, please click the following link:

<https://prosser.webex.com/meet/prosser>

Join by phone: +1-206-207-1700, Access code: 231 459 39313, Hit #, No Attendee Code, Hit #

	Page
1. CALL TO ORDER	
2. ROLL CALL	
3. BOARD ACTION	
a. Approval of Findings of Fact: 1121 Dudley Ave., Site-Specific Rezone. <a href="#">M4 Holdings LLC - Findings of Fact</a>	2 - 6
4. BOARD DISCUSSION	
a. 2026 Comprehensive Plan Periodic Update <a href="#">Presentation</a>	7 - 61
 <b><i>Recommended Motion:</i></b> No action at this time. Review and discuss the 2026 Comprehensive Plan Periodic Update, Housing and Land Use Elements and provide Staff with direction with any proposed changes.  	
5. ADJOURNMENT	

BEFORE THE PLANNING COMMISSION  
OF THE  
CITY OF PROSSER, WASHINGTON

IN THE MATTER OF )  
  
APPLICATION OF M4 HOLDINGS LLC, FOR )  
APPROVAL OF A SITE-SPECIFIC REZONE OF )  
PARCEL # 102844030085015 FROM PUBLIC )  
FACILITY (PF) ZONING DISTRICT TO )  
COMMERCIAL GENERAL (CG) ZONING )  
DISTRICT. )

Before the Planning Commission of the City of Prosser, Washington, in the matter of the request of M4 Holdings LLC, (hereinafter referred to as Applicant) for the approval of a site-specific rezone of parcel number 1-284-403-0085-015 located at 1121 Dudley Ave, Prosser, WA, from Public Facility (PF) Zoning District to Commercial General (CG) Zoning District.

**FINDINGS OF FACT**

I.

**PRELIMINARY DETERMINATION OF CONSISTENCY**

The City of Prosser has determined that the application is consistent with the Comprehensive Plan and other planning and zoning requirements.

In order to make a determination of consistency the following approvals and permits would be needed:

- A. Compliance with requirements of these findings and the Prosser Municipal Code.
- B. Compliance with City of Prosser Comprehensive Plan.

## II.

### STATE ENVIRONMENTAL POLICY ACT

The approval of the site-specific rezone is subject to review under the State Environmental Policy Act as adopted and regulated by Prosser Municipal Code Chapter 16.04 (SEPA). The City of Prosser, Washington was the lead agency for review under SEPA. This project is categorically exempt from SEPA review pursuant to Prosser Municipal Code 19.04.030.

## III.

### ADDITIONAL FINDINGS/CONCLUSIONS

1. The Applicant filed for an application for site-specific rezone on January 20, 2026, with the City of Prosser, Washington, and the application was determined to be complete by city administration on March 19, 2026.
2. The Applicant's property is legally described as follows: **Lots 15 and 16, Block 85, Town of Prosser, according to the Plat thereof recorded in Volume 1 of Plats, Page 1, records of Benton County, Washington.**
3. The Benton County Assessor's records indicate that Applicant's Property is vested in the name of M4 Holdings, LLC, a Washington Limited Liability Company and that the Applicant has site control of the property.
4. The Applicant's Property is situated North of the intersection of Dudley Ave. and Main

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St., and consists of flat, paved area with a flex space building of ~ 2,000 Square feet.

5. The surrounding properties are Commercial Downtown (CD) and Public Facility (PF) Districts
6. The Comprehensive Plan designates Applicant's Property as Commercial on the Land Use Map.
7. Notice of the Application was published in the Prosser Record Bulletin on February 9, 2026, and posted in accordance with the Prosser Municipal Code.
8. Notice of this hearing was posted on the Property and published in the City's Official Newspaper in accordance with the Prosser Municipal Code.
9. The project is categorically exempt, pursuant to Prosser Municipal Code 19.04.030, and does not require an environmental review or the preparation of an environmental impact statement.
10. An action that is categorically exempt under the rules adopted by the Department of Ecology (WAC Chapter 197-11) may not be conditioned or denied under SEPA.
11. There was no testimony at the hearing.
12. The following submitted written comments: Benton PUD.
13. The City's Comprehensive Plan GOAL LU-4: "Establish land use patterns that balance development and provide for diverse uses" is fulfilled with approval of the site-specific rezone.
14. The Proponent's plan is to maintain the flex space structure and put it up for lease.
15. The parcel is currently connected to the City's public water system, and sewage disposal system. The city has adequate water rights to continue water service to the property and

the water treatment plant has adequate capacity to treat water currently serving the site.

16. The Proponent's property is not within the jurisdiction of the City's Shoreline Master Program.

#### IV.

#### **CONCLUSIONS**

1. The approval of the site-specific rezone promotes the public necessity, convenience, and general welfare.
2. All notices were provided in accordance with the Prosser Municipal Code.
3. This application has been determined to be a minor action and to have a non-significant adverse effect on the environment. An Environmental Impact Statement is not required under RCW 43.21C.030. This application is not an action requiring an environmental statement under WAC 197-11. This decision is made upon determination into the guidelines of WAC 197-11 and City Ordinances.
4. The proponent has complied with the City's Critical Areas Ordinance.
5. The proposed site-specific rezone is consistent with the Prosser Comprehensive Plan, Prosser Zoning Ordinance and any other existing land use controls.
6. The proposed site-specific rezone makes appropriate provisions for: the public health, safety and general welfare, for open spaces, drainage ways, streets, alleys, other public ways, water supplies, sanitary wastes, parks, playgrounds, sites for schools and school grounds, sidewalks, assures safe walking conditions for students who walk to or from school, and the public interest is served by the site-specific rezone.

V.

**RECOMMENDATION TO THE CITY COUNCIL**

The Planning Commission recommends to the City Council approve the site-specific rezone of parcel number 1-284-403-0085-015 located at 1121 Dudley Ave, Prosser, WA, from Public Facility (PF) Zoning District to Commercial General (CG) Zoning District.

THE PLANNING COMMISSION SO FINDS.

ADOPTED BY THE PLANNING COMMISSION on this 16<sup>th</sup> day of April, 2026.

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CHAIR-TREVOR DAY

\_\_\_\_\_  
SECRETARY, RACHEL SHAW

**CITY OF PROSSER, WASHINGTON**  
**AGENDA BILL**

<p><b>Agenda Title:</b> 2026 Comprehensive Plan Periodic Update</p> <p><b>Item Type:</b> Discussion</p>	<p><b>Meeting Date:</b> April 16, 2026 Planning Commission Meeting</p>
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<p><b>Department:</b> Planning Commission</p>	<p><b>Director:</b> Rachel Shaw</p>	<p><b>Contact Person:</b> Rachel Shaw</p>	<p><b>Phone Number:</b> 509-786-8218</p>
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<p><b>Cost of Proposal:</b> N/A</p> <p><b>Amount Budgeted:</b> N/A</p>	<p><b>Fund Name and Number:</b> N/A</p>
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<p><b>Reviewed by Finance Department:</b></p> <p>N/A</p>
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<p><b>Attachments to Agenda Packet Item:</b></p> <ol style="list-style-type: none"> <li>1. Presentation on Comprehensive Plan Update</li> <li>2. Draft Housing Element of Comprehensive Plan</li> <li>3. Draft Land Use Element of Comprehensive Plan</li> </ol>
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<p><b>Summary Statement:</b></p> <p>As presented at the November 20, 2025, Planning Commission meeting, the City of Prosser is currently undergoing a periodic update to its 20-year Comprehensive Plan. The purpose of the Comprehensive Plan is to articulate a community vision through establishing goals and policies. It also provides a basis for decision making for elected and appointed officials and city staff. The previous Comprehensive Plan was adopted in 2018. Since then, there have been a series of legislative changes and development (and growth) within the City of Prosser. These will need to be reflected as part of the city's updated Plan.</p> <p>As part of developing Prosser's 2026 Comprehensive Plan Periodic Update, Staff at Nexus have provided status updates on the Plan progression.</p> <p>All elements of the Comprehensive Plan are being finalized and ready for the Planning Commission's review and discussion. For this meeting, the Housing and Land Use Elements will be the focus for discussion as to provide staff direction on any</p>
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amendments needed for the plan. These drafts include initial findings, background context, and initial amendments to the goals and policies. Major components of these plan elements include housing capacity findings, strategies to address housing needs through zoning code, the Future Land Use Map (FLUM), and the goals and policies for each element.

**Consistent with Council Goal:**

Goal #1: Livability & Quality of Life

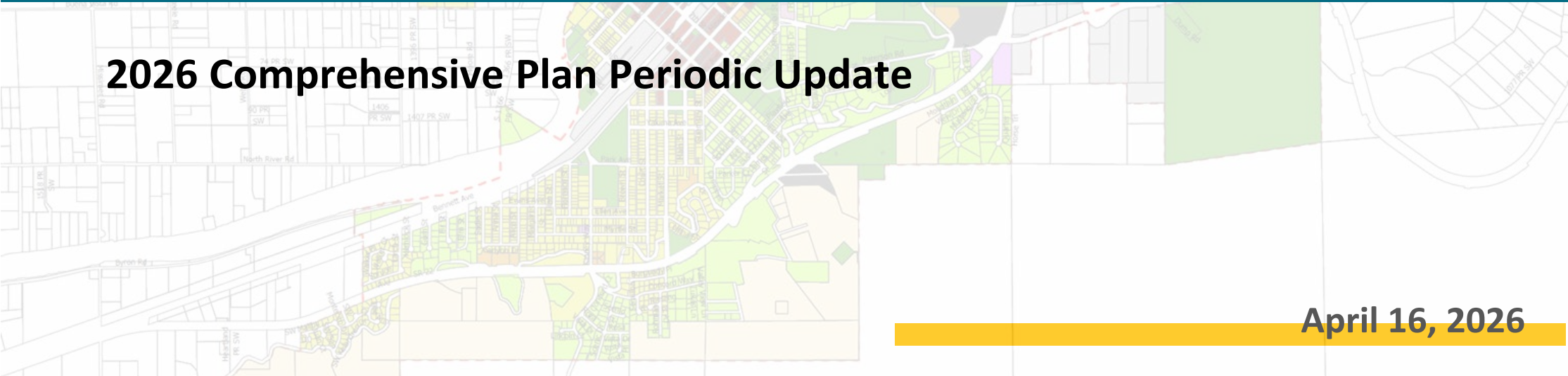
**Recommended Action/Suggested Motion:**

***Recommended Motion:*** No action at this time. Review and discuss the 2026 Comprehensive Plan Periodic Update, Housing and Land Use Elements and provide Staff with direction with any proposed changes.

<p><b><u>Reviewed by Department Director:</u></b></p> <p>Rachel Shaw</p> <p><b>Date:</b> Apr 14, 2026</p>	<p><b><u>Reviewed by City Attorney:</u></b></p> <p>N/A</p> <p><b>Date:</b></p>	<p><b><u>Approved by City Administrator:</u></b></p> <p>Rachel Shaw</p> <p><b>Date:</b> Apr 14, 2026</p>
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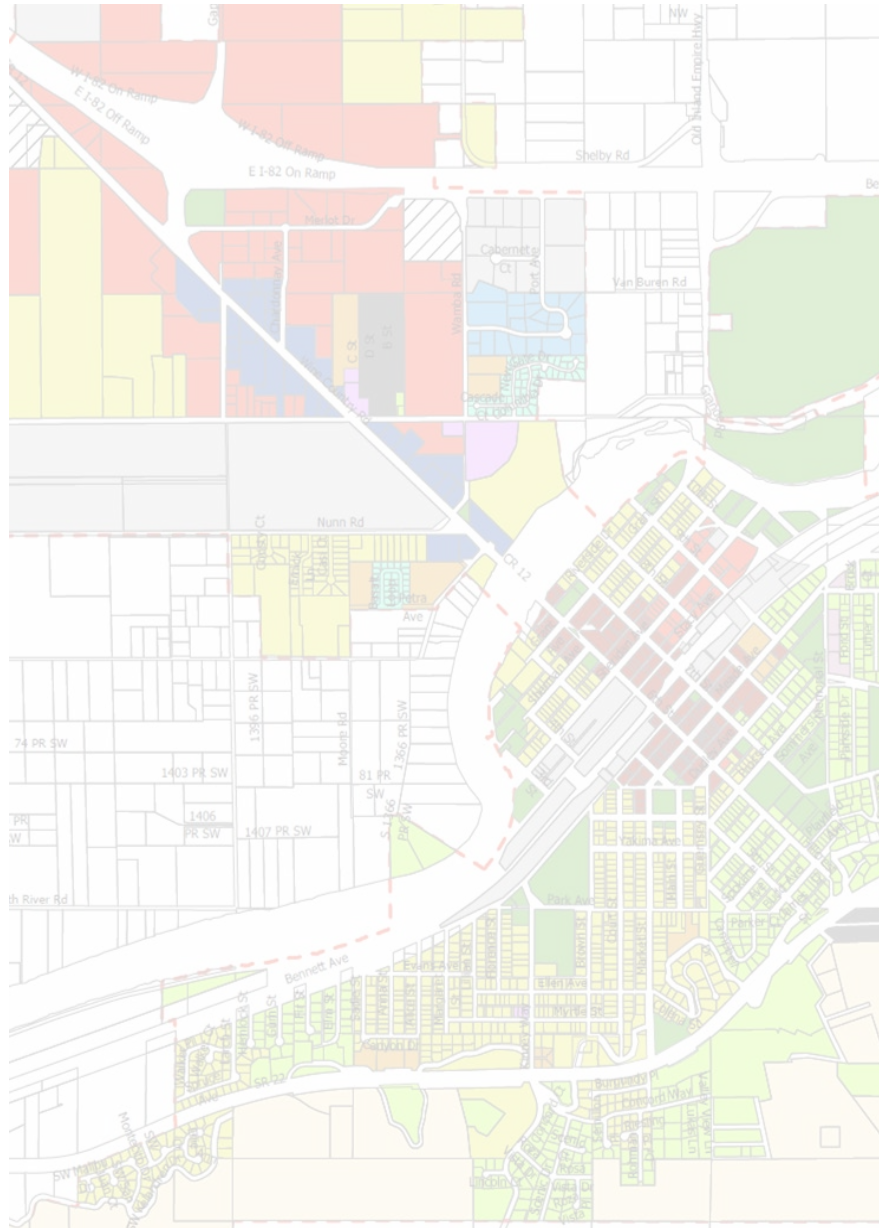
# PROSSER



## 2026 Comprehensive Plan Periodic Update

April 16, 2026



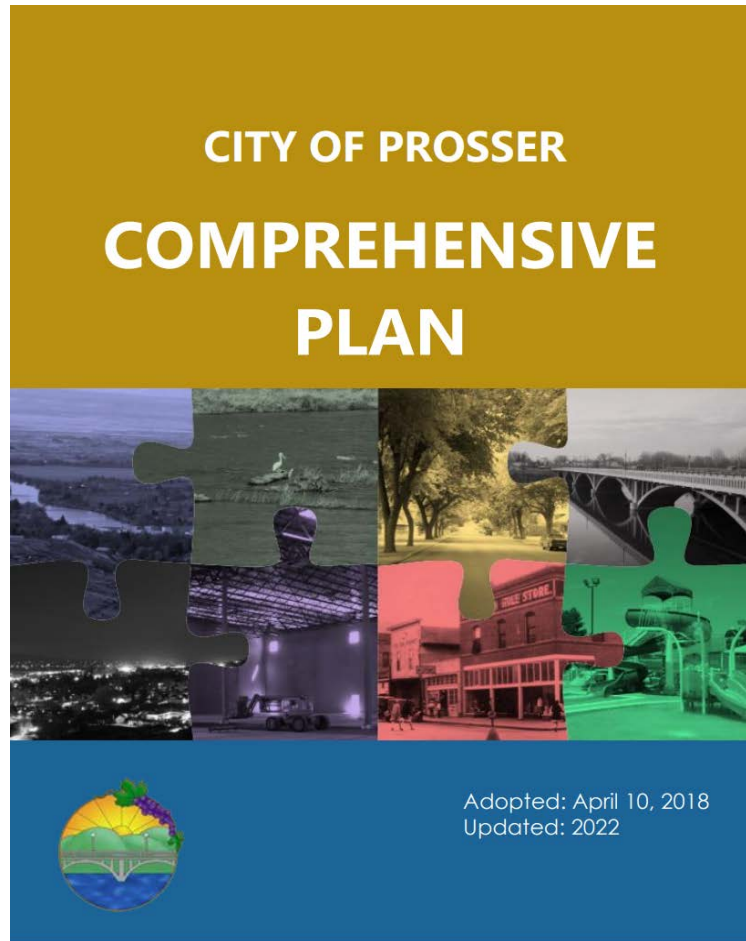


# PLAN PROSSER 2026

- Overview
- Comprehensive Plan Schedule
- Focus of Discussion:
  - Housing
  - Land Use
- Next Steps
- Discussion Items

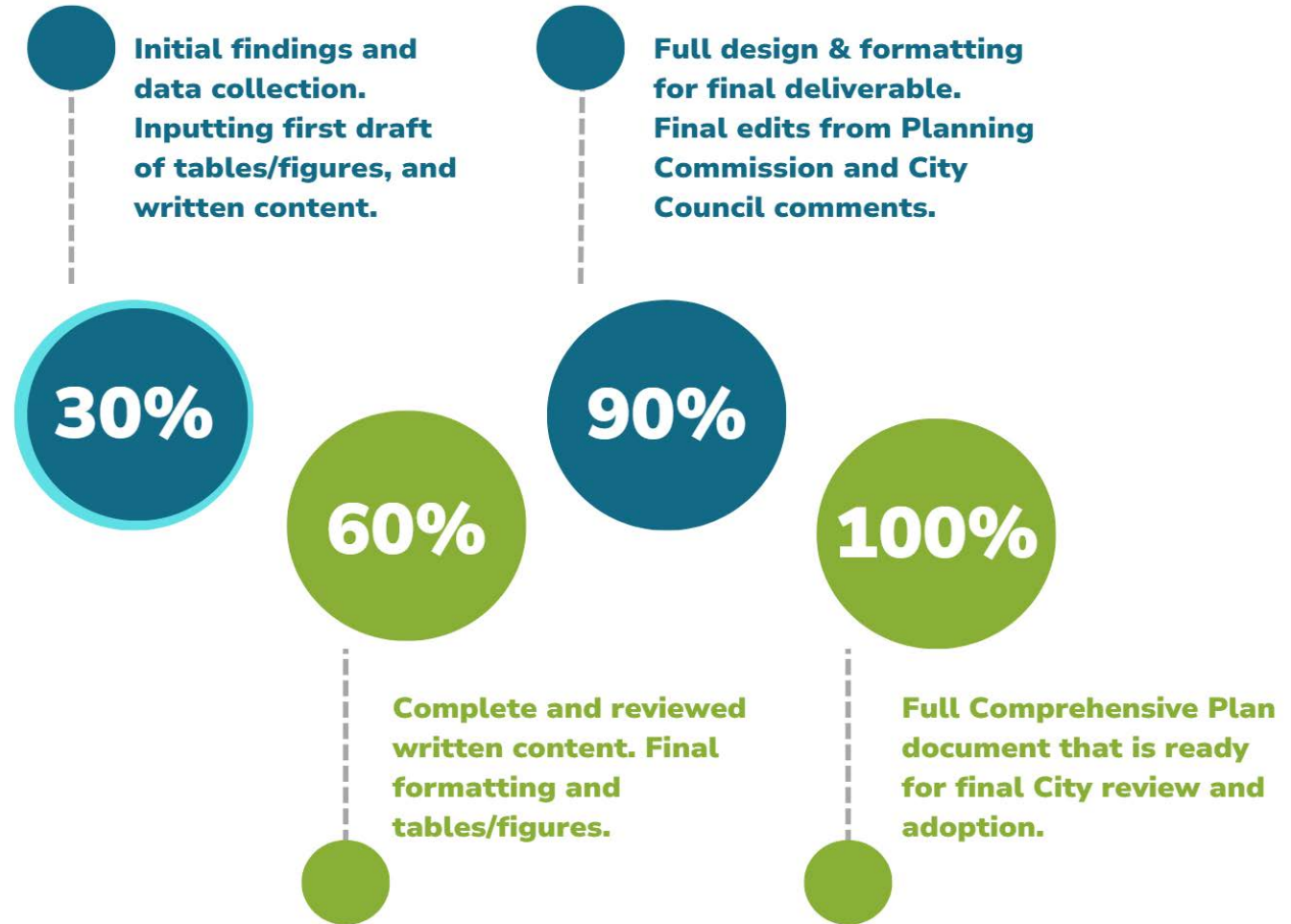


# Comprehensive Plan Periodic Update



# Plan Drafting Process

- The progress on each Comprehensive Plan Element is tracked through a 30%, 60%, 90%, 100% benchmark system.
- **All Elements are currently at 80%**, with the Plan scheduled to reach 90% (full design) by early May.



# Meeting the Housing Allocation

- In 2021, House Bill 1220 was passed to require local governments to “**plan for and accommodate**” housing affordable to all income levels.
- Based on Prosser’s zoning, the current capacity for housing **does not meet** the allocated number of units needed for **those making 0-50% of Prosser’s median income**.
- Through a creation of a new “**Middle Housing**” zone and other zoning updates outlined in the Housing Element, **Prosser can accommodate future housing need that is affordable to all income levels**.



## Meeting Land Use Requirements

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- The Future Land Use Map (FLUM) includes minor changes from the 2018 Comprehensive Plan, with most proposed changes affecting zoning and policy. These changes include:
  - Residential land use designation will include a new “Middle Housing” zone. This zone falls between Residential Medium and High in terms of allowed dwelling unit density. The proposed change in zoning allows single-family housing along with a wider range of housing types.
  - Commercial land use designation was expanded to provide more opportunities for commercial activity, expand housing capacity, and walkability.

## Next Steps

- Address comments from this meeting into the draft.
- Send Plan to the WA Department of Commerce for 60-day review.
- Finalize full design layout of the Plan.
- Return to Planning Commission with an updated draft.

## Discussion Items

- Is the Housing Capacity section in the Housing Element presented clearly (pg. 5-10)? How about the Middle Housing section (pg. 11-13)?
- Are there any goals and policies in the Housing and Land Use Elements that could be reworded, removed, or combined?
- Are there any policies that could be added to strengthen the plan?



# City of Prosser 2026 Comprehensive Plan Housing Element

**FINAL WORKING DRAFT**

## Introduction

Prosser's population is expected to surpass 8,200 people by 2046. The City's policies must accommodate anticipated growth and plan for the community's housing needs. Goals and policies of this element are designed to protect and enhance existing neighborhoods, plan for and create new residential neighborhoods, and provide safe, high-quality, and affordable housing for residents across the economic spectrum.

Regional and local housing trends can be characterized by the opportunities and constraints influenced by a semi-rural setting in proximity to more urbanized areas. While the Prosser region's growth remains a relatively low population compared to the rapidly growing Tri-Cities metro area, regional growth pressures are beginning to impact housing demand and affordability. The city has historically offered a mix of single-family homes, manufactured housing, and limited multi-family development. Despite the mix of housing stock, projected population increases and shifting demographics have created a need for greater housing diversity. Affordability, likewise, is becoming more unattainable. As the price of housing increases across the region, Prosser faces both challenges and opportunities for accommodating new residents. The regional context underscores the importance of planning for balanced housing growth that meets the needs of existing and future populations.

## Community Vision

A community vision is foundational for decision-making, as the community is best positioned to express its need and desire for future growth. Community input during the Comprehensive Plan Update succeeded in bringing numerous voices into the process. This was accomplished through stakeholder interviews, a Migrant Education Program (MEP) resource fair, a community open house, meetings with City leadership, and engagement at Prosser's Harvest Festival and Farmers Market event. Community feedback helped shape, articulate, and test the recommendations presented in the Plan. This input also clarified and refined a vision for city growth to better conceptualize a future that the Prosser community desires.

Through these community engagements, several housing-related themes have emerged. The Prosser Community envisions itself as a place where:

- Growth is balanced while preserving neighborhood character.
- Diverse housing options meet the needs of all residents across income levels and stages of life.
- Mixed-use and middle housing developments are supported in strategic locations.
- Current housing shortages are addressed by promoting affordable housing, particularly for lower- and moderate-income households.
- Underutilized downtown areas are revitalized to create dynamic neighborhoods with accessible services and amenities.

### **Integration of Benton County's Countywide Planning Policies**

Prosser's vision and direction for housing is consistent with Benton County's Countywide Planning Policies (CWPPs) Policy #15, which states that "[t]he County and cities shall work together to provide housing for all economic segments of the population". This includes the following:

- Jurisdictions shall create conditions necessary for the construction of affordable housing at appropriate densities within cities and the County.

- Actions to accomplish this include:
  - Jointly quantify and project total countywide housing needs by income level and housing type (e.g., rental, ownership, senior housing, farm worker housing, group housing).
  - Establish a mechanism to ensure that housing efforts and programs of each jurisdiction address the projected countywide need.
  - Address the affordable housing needs of very low-, low-, and moderate-income households, as well as individuals with special needs, through the Comprehensive Housing Affordability Strategy (CHAS).
  - Develop design standards for implementation within the Comprehensive Plan, with special attention to the residential needs of low- to moderate-income families.

## **Housing Alignment with the Growth Management Act**

### **Planning for Housing Needs**

In 2021, the Washington Legislature passed House Bill 1220 which amended the Growth Management Act (GMA) to require local governments to “plan for and accommodate” housing affordable to all income levels. This new legislation is meant to encourage more affordable housing development. The previous goal to encourage affordable housing was significantly strengthened by prioritizing equity. New changes include:

- Planning for sufficient land capacity for housing needs.
- Providing moderate density housing options within Urban Growth Areas (UGAs).
- Making adequate housing provisions for existing and projected needs for all economic segments of the community.
- Identifying racially disparate impacts, displacement, and exclusion in housing policies and regulations, and beginning to undo those impacts
- Identifying areas at higher risk of displacement and establishing anti-displacement policies.

## Existing Conditions

Based on 2023 American Community Survey (ACS) 5-Year Estimates, there are approximately 2,346 housing units in Prosser, 182 of which are vacant. 43 percent of units are renter-occupied, with median gross rent of \$894. The most common housing value is around \$200,00 to \$299,999, comprising 42.6 percent of total residential properties in Prosser.

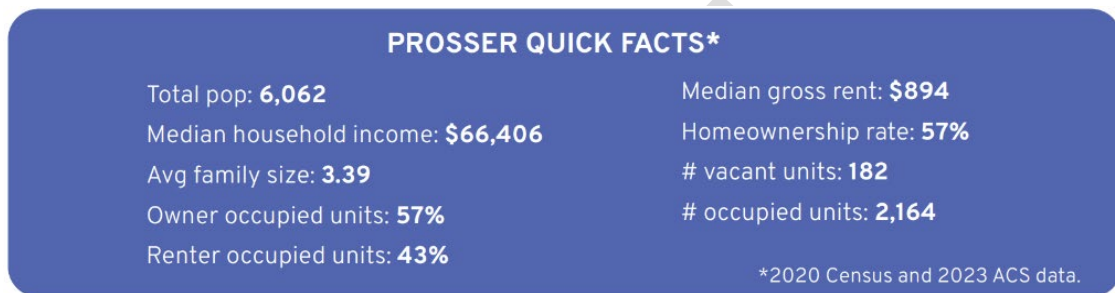


Figure X.X. – Prosser Quick Facts

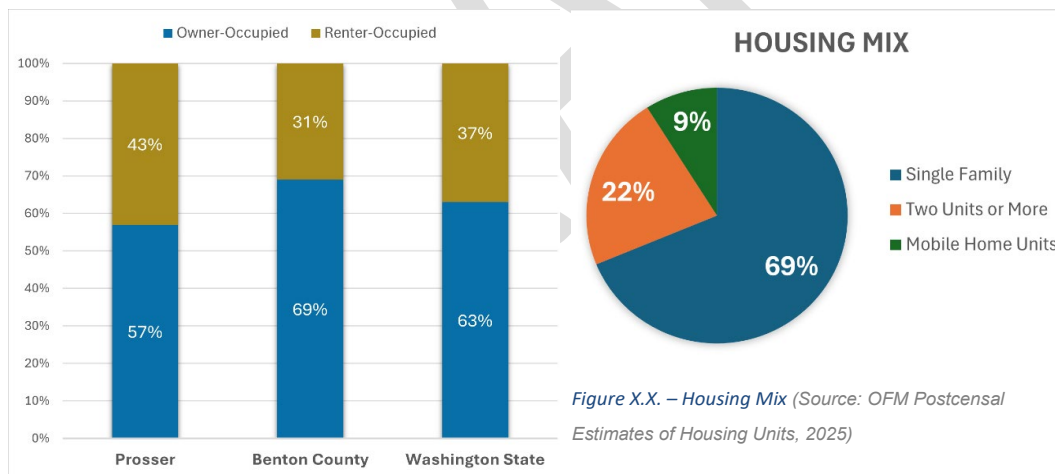


Figure X.X. – Housing Mix (Source: OFM Postcensal Estimates of Housing Units, 2025)

Figure X.X. – Households by Tenure (Source: US Census Bureau. ACS 2020 5-Year Estimates)

Future Land Use Designations from the City's 2018 Comprehensive Plan include:

Housing allowed in Residential zones:

- Residential, High Density (RH)
- Residential, Medium Density (RM)
- Residential, Low Density (RL)
- Residential Manufactured Homes (RMS)
- Manufactured Parks (RMP)
- Steep Slope (SSR)
- Urban Residential (UR)

Zones that conditionally allow for certain types of housing:

- Commercial, Neighborhood (CN)
- Commercial, Downtown (CD)
- Commercial, General (CG)
- Commercial, Thoroughfare (CT)
- Commercial, Professional (CP)

## Future Housing Needs

Benton County projected and allocated future housing needs in accordance with the GMA and Washington Department of Commerce (Commerce) guidance by using the state's Housing for All Planning Tool (HAPT) to translate the county's medium population projection into housing unit needs by income band over the 2020–2046 planning period. This process produced detailed estimates of the number of housing units needed for households across all income levels, including permanent supportive and emergency housing. The projected needs were then distributed to each constituent jurisdiction based on historic housing trends and agreed-upon allocation shares. The resulting allocations provide a clear target for local comprehensive plans to address housing affordability and capacity consistent with countywide growth targets. Table x.x reflects the projected housing needs for Benton County in this time frame, with Prosser's allocated housing needs highlighted in red.

**Table x.x: Benton County Allocation of Housing Needs to Jurisdictions, 2020-2046**

Jurisdiction	Total Units Allocated	Permanent Housing Needs by Affordability Level (% of AMI)							Emergency Housing Allocation
		0-30% Non-PSH	0-30% PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%	
Benton City	765	97	61	152	107	59	67	222	3
Kennewick	12,626	1,597	1,007	2,513	1,772	974	1,104	3,659	57
Prosser	765	97	61	152	107	59	67	222	5
Richland	14,155	1,789	1,130	2,817	1,988	1,092	1,237	4,102	52
West Richland	4,975	629	397	990	698	384	435	1,442	19
Unincorporated UGA (all)	0	0	0	0	0	0	0	0	0
Unincorporated Rural	4,974	0	0	0	0	384	435	4,155	0
<b>Total</b>	<b>38,260</b>	<b>4,209</b>	<b>2,656</b>	<b>6,624</b>	<b>4,672</b>	<b>2,952</b>	<b>3,345</b>	<b>13,802</b>	<b>136</b>

PSH = Permanent Supportive Housing  
 Source: BERK, 2025 based on Commerce HAPT.

Prosser is allocated **765 of housing units by 2046. Five (5) units of Temporary Emergency Housing** are considered separately from this total. In order to assess the current land capacity for meeting future housing needs, a Land Capacity Analysis (LCA) was conducted. The LCA is a required component of the Comprehensive Plan Periodic Update and evaluates whether sufficient land is available within the city to accommodate projected housing growth under the GMA. Following Commerce guidance, the analysis classified all residential parcels within city limits by development status—vacant, partially developed, underutilized—and calculated their potential residential capacity using realistic density assumptions, market factors, and reductions for rights-of-way and critical areas.

By comparing Prosser’s housing allocations by income level to its land capacity across zoning categories, the LCA identifies where capacity surpluses and deficits exist, particularly highlighting shortages in high-density zones that serve lower-income

households. These findings inform zoning updates, policy adjustments, and Future Land Use Map (FLUM) changes to ensure Prosser can accommodate its share of countywide housing need over the next 20 years.

Table X.X Prosser Housing Need and Capacity for Housing Units

Income Level (% AMI) Housing Needs	Allocated Housing Need	Zone Categories Serving These Needs	Unit Capacity per Zone Category	Pipeline Unit Capacity	Total Unit Capacity	Capacity (Proportionally Allocated)	Capacity Surplus or Deficit
0-30% Non-PSH*	97	High Density	87	0	87	27	-70
0-30% PSH**	61	High Density		0		17	-44
>30-50%	152	High Density		0		43	-109
>50-80%	107	Moderate Density	500	0	983	451	344
>80-100%	59	Moderate Density		157		249	190
>100-120%	67	Moderate Density		326		283	216
>120%	222	Low Density	399	215	614	614	392
<b>Total</b>	<b>765</b>		<b>986</b>	<b>698</b>	<b>1,684</b>		<b>919</b>

\*Non-PSH = Non-Permanent Supportive Housing (transitional or short-to-medium term, often lacks on-site services)

\*\*PSH = Permanent Supportive Housing (long-term affordable housing assistance and voluntary supportive services)

Table x.x compares Prosser’s allocated housing needs by income level with the city’s estimated residential land capacity. Each zone category is grouped by their typical development patterns and the income levels they are likely to serve. “High Density” zones (RH, UR) are expected to provide housing for lower-income households (0–50% AMI and permanent supportive housing), “Moderate Density” zones (RM, RMS, RMP) generally serve middle-income households (roughly 50–120% AMI), and Low Density zones (RL, SSR) are assumed to accommodate higher-income households (>120% AMI). These assumptions are based on the local context and aren’t meant to be prescriptive.

The 'Total Unit Capacity' column represents the total number of future housing units Prosser's land can support within each zone category after applying density assumptions and reductions for market factors, critical areas, and rights-of-way. To compare this capacity to housing need across income bands, the total capacity for each zone category was evenly distributed across the relevant income levels that the category serves. The total capacity in High Density zones (87 units) was divided proportionally among the three (3) lower income bands (0–30% Non-PSH, 0–30% PSH, and 30–50% AMI). This even split is a simplifying assumption used to align capacity with income-based housing needs for analysis purposes, rather than a reflection of actual planned unit mix.

The 'Capacity Surplus or Deficit' column then shows whether each income band has enough land capacity to meet its allocated housing need. High Density zones fall significantly short for lower-income households (0-30% Non-PSH, 0-30% PSH, and >30-50%), while Moderate and Low-Density zones have surpluses for middle- and upper-income households.

### **Meeting Housing Needs**

To address the deficit in High Density housing capacity identified in the LCA, Prosser could update its zoning and municipal code to better align land supply with projected needs for lower-income households. The strategy included:

- The creation of a new "Middle Housing" zone, strategically positioned between the existing Residential Medium (RM) and Residential High (RH) zones in terms of allowable dwelling unit density. Portions of RM-zoned land would be rezoned to this new zoning designation, which helped expand the amount of land available for higher-density and more affordable housing types such as triplexes, fourplexes, and small multifamily buildings. This rezoning reduced the previous surplus in Moderate Density capacity.
- The increase of maximum allowable dwelling unit densities in RM and RH zones

to offset this loss, preserving overall capacity while shifting more of it toward zones that serve lower-income households. Together, these zoning updates closed the deficit in High Density capacity and created a more balanced distribution of housing across income levels.

- Allowing “lower density” Middle Housing types in Residential Medium (RM) zone to provide even more variety of housing. The focus is primarily on infill development or redevelopment of existing housing. The existing single-family housing is not prohibited.

Table x.x. summarizes the available housing capacity if the above-listed housing strategies are implemented.

Table X.X. – Housing Capacity with Updated Middle Housing Zoning

Income Level (% AMI) and Special Housing Needs	Aggregated Housing Need	Total New Capacity (with Pipeline)	Capacity Allocated Evenly	Capacity Surplus or Deficit
0-30% Non-PSH	97	376	117	20
0-30% PSH	61		75	14
>30-50%	152		184	32
>50-80%	107	940	432	325
>80-100%	59		235	176
>100-120%	67		273	206
>120%	222	614	614	392
<b>Total</b>	<b>765</b>	<b>1,929</b>		<b>1,165</b>

### Subsidized Housing

According to Commerce’s Housing Guidance Document (2026), “it is unlikely that subsidies in many communities would serve single-family homes, moderate density housing such as duplexes and townhomes, or ADUs at a scale that would have a

significant impact on a jurisdiction's housing needs".<sup>1</sup>

Instead, larger apartment complexes are more likely to qualify for housing subsidies. These housing types are feasible in the 0-50% AMI levels, also referred to as the High-Density Zoning Category as seen in Table X.X: "Prosser Housing Need and Capacity for Housing Units". 310 housing units are allocated under this zoning category (with around half of these units falling under PSH or Non-PSH).

### **Emergency Housing Regulations & Meeting Allocation**

In addition to meeting permanent housing needs, there are required steps to accommodate the necessary Temporary Emergency Housing needs, which are counted in beds and not dwelling units. According to 2023 "Guidance for Updating Your Housing Element" by Commerce, hotels are allowed to be considered as part of addressing temporary emergency housing requirement. House Bill 1220 (HB1220) updates to the emergency housing requirements, as codified in RCW 35A.21.430 and RCW 35.21.683, state that "a city may not prohibit indoor emergency housing (which includes traditional shelter arrangements) in any zones in which hotels are allowed, except in such cities that have adopted an ordinance authorizing emergency housing in a majority of zones within a one-mile proximity to transit."

While it is mandatory that cities make changes to zoning regulations to comply with this requirement, they may adopt reasonable occupancy, spacing, and intensity of use requirements by ordinance on indoor emergency housing and indoor emergency shelters to protect public health and safety. However, showing land capacity for emergency housing is still required as part of the LCA. Based on the capacity surplus in housing supply for the low-income levels, there is sufficient capacity for the allocated five (5) temporary emergency housing units in Prosser.

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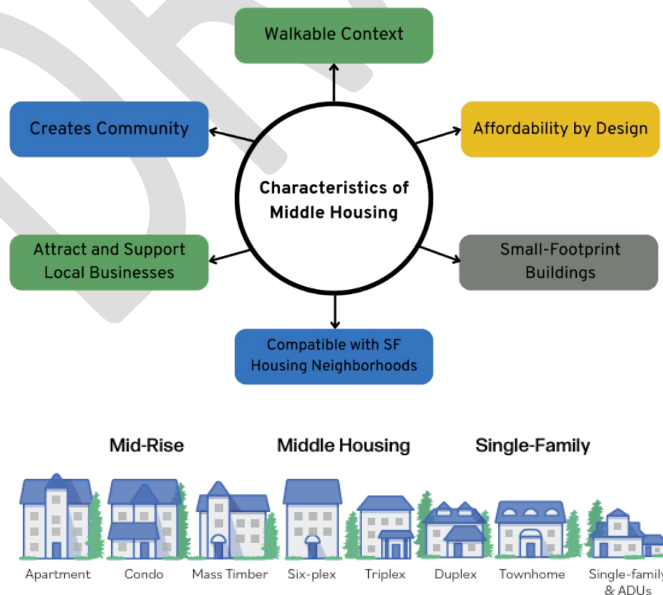
<sup>1</sup> Washington State Department of Commerce, "Guidance for Updating your Housing Element (Book 2)", page 43.

## Middle Housing Typology

Middle Housing is a key strategy to expand affordable housing options by bridging the gap between single-family neighborhoods and high-density multifamily areas, offering a wider variety of housing types at moderate to higher densities. By creating a new zoning designation specifically for middle housing types, the City was able to increase overall residential capacity in areas already served by infrastructure, while maintaining neighborhood scale and character. This approach provides more attainable housing choices for moderate- and lower-income households who may be priced out of single-family homes but do not necessarily need or desire large multi-family developments.

Washington State requires certain cities to allow and plan for middle housing. While Prosser is not subject to this specific mandate, middle housing types are widely recognized as an effective way to meet the housing needs of lower- and moderate-income households.

**What is “Middle Housing?”** Middle Housing types have a "house-scale" width, depth, and height, enabling them to blend into detached housing neighborhoods without creating out-of-scale, bulky buildings.



## Types of Middle Housing:

### Duplex



*Description:*

A residential building with **two separate dwelling units**, either side-by-side or stacked.

*Form:*

Similar in scale to larger single-family homes, allowing for a compatible neighborhood fit while increasing housing options.

### Triplex



*Description:*

A residential building that contains **three separate dwelling units**, arranged side-by-side, stacked vertically, or in a combination of both.

*Form:*

Slightly larger than a duplex but still compatible in scale with residential neighborhoods, offering a moderate increase in density while maintaining a house-like appearance.

### Multiplex



*Description:*

A residential building that contains **four or more separate dwelling units**, typically in a single structure, but smaller in scale than traditional apartment buildings.

*Form:*

Often designed to resemble large houses or courtyard-style buildings, fitting into neighborhood contexts while providing a higher level of density and a variety of unit sizes.

<u>Townhouse</u>	<u>Courtyard Building</u>	<u>Cottage Court</u>
 <p><i>Description:</i> A series of <b>attached single-family dwelling units</b>, each with its own separate entrance, typically arranged in a row and divided by common walls.</p> <p><i>Form:</i> Narrow, multi-story structures that create a continuous street frontage, offering higher density than detached homes while maintaining a small-scaled, residential character.</p>	 <p><i>Description:</i> A residential development that includes <b>multiple dwelling units organized around a shared central courtyard</b>, which serves as a common open space for residents.</p> <p><i>Form:</i> Typically low- to medium-rise buildings that enclose or partially enclose the courtyard, creating a community-oriented layout that fits well within residential neighborhoods while achieving moderate to higher densities.</p>	 <p><i>Description:</i> A cluster of <b>small, detached housing units</b> arranged around a <b>shared central open space</b> or courtyard, typically on a single lot or subdivided lots.</p> <p><i>Form:</i> One to one-and-a-half stories in height, with compact footprints and pedestrian-oriented layouts, providing moderate density while preserving a neighborhood-scale character.</p>

**Housing Barriers**

The future growth of Prosser’s housing market will be impacted by various barriers to development and stability. These barriers can often be found in cities across the U.S. through national trends, but their severity varies. While determining goals, policies, and

programs to help guide residential planning, a variety of economic, geographic, regulatory, and social barriers must be identified.

The following are potential barriers that need to be addressed and accounted for throughout Prosser's planning decisions and planning documents:

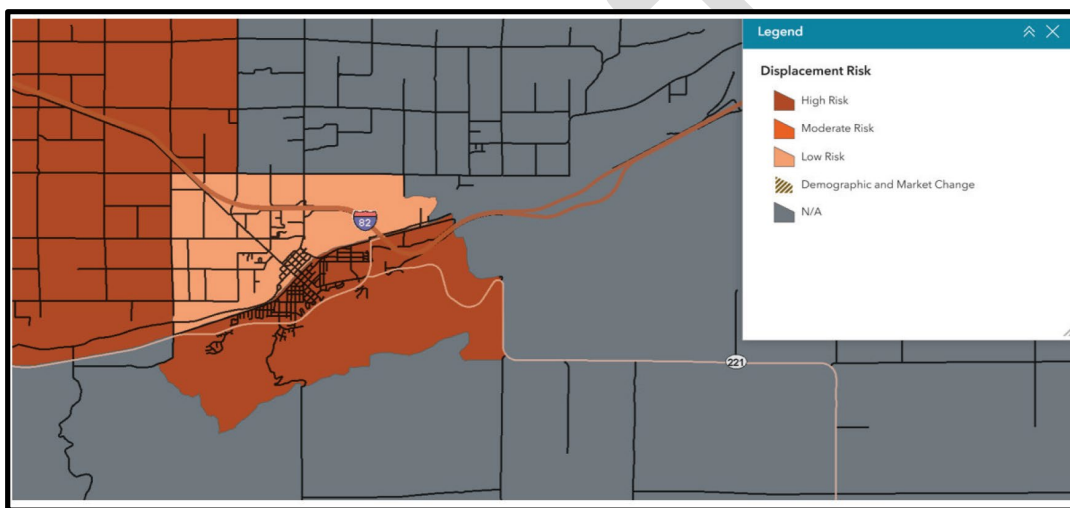
- Inflation and other national economic pressures which increase the cost of housing development.
- Limited housing supply that could increase housing and rental prices above affordable levels for local residents and workers.
- Lack of city funding or resources to support affordable housing stock and retention of long-term affordability.
- Natural geographical features like Horse Heaven Hill and critical areas that limit further expansion of residential lands.
- Climate and environmental risks such as wildfires that can put current and future residential development in danger.
- Zoning and development regulations that limit the typology of housing allowed in certain areas.
- Community opposition to new housing developments that do not conform with neighborhood characteristics (regulatory design standards may not address these concerns).

### **Displacement**

The community must address racially disparate impacts, exclusion, and displacement risks in housing. Utilizing Commerce's Displacement Risk Map, certain areas are at high risk of displacement, while others are at low risk. These findings highlight the necessity for targeted interventions in high-risk areas to prevent displacement and ensure equitable access to housing for all residents.

*Table xx: WA Department of Commerce displacement Risk Map Data*

Prosser City Tracts <sup>2</sup>	Demographic Change Score	Market Price Score	Final Displacement Risk
53005011701	Disinvestment	Stable	Low
53005011702	Gentrification	Stable	High



*Figure xx: Washington Department of Commerce Displacement Risk Map – Prosser area*

## Housing Affordability: Existing Conditions & Needs

- From 2017 to 2021, 31.3% of Prosser residents were surveyed to be “cost burdened” for their housing. Residents are considered ‘Cost burdened’ if their housing cost is greater than 30% of their household income. “For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is ‘select monthly owner costs,’ which includes mortgage payment, utilities,

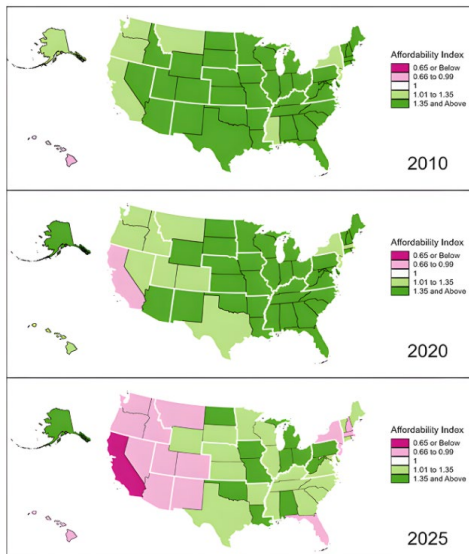
<sup>2</sup> Data comes from Commerce’s 2023 statewide map of displacement risk at the census tract level.

<https://www.commerce.wa.gov/draft-displacement-risk-map-public-comment-through-september-29/>

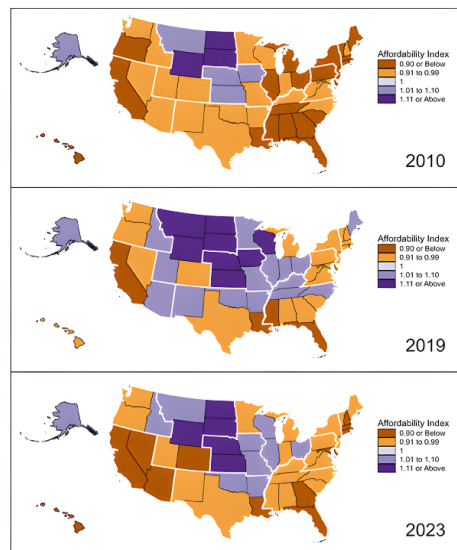
association fees, insurance, and real estate taxes<sup>3</sup>.”

- The number of Prosser residents considered housing cost burdened has increased by nearly 5% since 2010, when 25.4% of residents’ housing costs were over 30% of their household income.
- The percentage of Prosser’s cost-burdened households now exceeds the level of cost-burdened households in the County (24% recorded within the same period of 2017 to 2021).

Housing affordability has generally decreased across the country, with some states impacted harder than others.



**Figure X.X – National Homebuyer Affordability by State**  
 Source: HUD Homebuyer Affordability Index



**Figure X.X – National Rental Affordability by State**  
 Source: HUD’s Economic and Market Analysis Division (EMAD) Gross Rent Affordability Index

Homeownership is unaffordable in 17 states across the U.S., according to 2025 HUD data that analyzes the median income in an area compared to the income needed to afford the median-priced home. Rental affordability was found to be even less nationally, with 34 states determined to be unaffordable as of 2023. Housing goals and

<sup>3</sup> HUD Office of Policy Development and Research. CHAS (Comprehensive Housing Affordability Strategy) data.

policies can be used to help address these needs, as well as the following suggested programs and provisions the City of Prosser can explore.

**The following are recommended affordability programs and action items:**

<b>Program/Action Item Name:</b>	<b>Description:</b>	<b>Reference/More Info:</b>
Housing Fee Incentive Program	Research and implement a Housing Fee Incentive Program. This reduces or eliminates certain fees for housing development when certain affordability benchmarks are met.	The Washington State Legislature details requirements for affordable housing incentive programs under RCW 36.70A.540.
Grant writing for county, State, and federal funding sources.	Washington State funding sources include the Washington State Housing Trust Fund and the HOME Program.	For more information on these programs as well as other funding sources for affordable housing, see "Housing Action Plan - Appendix 6: Glossary of Terms and Funding Sources."
Record of publicly owned land.	Maintain a record of publicly owned land to identify surplus land in compatible areas for housing development. Utilize incentive programs and available housing grants with a preference and priority for extremely low-, very low-, and low-income housing development.	Guidance on identifying surplus public property for affordable housing has been summarized by the Municipal Research and Services Center of Washington (MRSC) which details Washington State Code. <sup>4</sup>

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<sup>4</sup> Butler, Steve. "Using Surplus Public Property to Create New Affordable Housing." MRSC. Accessed January 26, 2026. <https://mrsc.org/stay-informed/mrsc-insight/january-2024/affordable-housing-from-surplus-property>.

Housing Types Catalog	Create and implement a 'catalog' of pre-approved designs for various housing types that the city would like to see more of in Prosser. Pre-approved building plan programs can help streamline the development process for affordable housing types while reducing costs for developers.	This recommended action was informed by the results of the stakeholder engagement interviews and through research of best practices from other jurisdictions in Washington.
Housing Market Trends	Conduct a review of Prosser's housing market trends every five (5) years to determine the effectiveness of city programs designed to increase housing affordability for all economic segments.	To determine market trends for review, reference the Housing Market chapter from Prosser's 2023 Housing Needs Assessment.

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## Housing Goals & Policies

**Goal H-1: Ensure that there is an adequate supply of affordable housing for all segments of the population.**

**Policy H-1.1.** Explore all available federal, state, and local programs, including private options, for financing affordable and special needs housing.

**Policy H-1.2.** Allocate land for residential development reasonably scaled to reflect projected demand.

**Policy H-1.3.** Evaluate the effect of impact fees on the affordability of housing before establishing such impact fees.

**Policy H-1.4.** Allow for a variety of housing types to facilitate home ownership.

**Policy H-1.5.** Encourage residential uses that support increased densities, while maintaining the single-family character of existing neighborhoods, such as duplexes, multi-generational housing, and cottage housing.

**Policy H-1.6.** Improve regulation of Accessory Dwelling Units (ADUs) and promote these housing types in lower density areas.

**Policy H-1.7.** Allow permanent supportive housing (PSH) or transitional housing in zones that allow residential units or hotels.

**Policy H-1.8.** Adopt an affordable housing incentive program in compliance with Washington State's RCW 36.70A.540.

**Goal H-2: Promote reinvestment in existing neighborhoods while identifying and removing barriers that result in racially disparate impacts, displacement, and exclusion in housing.**

**Policy H-2.1.** Promote infrastructure investments to achieve neighborhood improvement through City-initiated neighborhood enhancement activities.

**Policy H-2.2.** Promote the maintenance, repair, and rehabilitation of existing housing stock and surrounding infrastructure, such as sidewalks. Pursue financial incentives and funding for housing improvement programs, especially for lower-income households.

**Policy H-2.3.** Conduct a review of zoning codes, development regulations, and permitting procedures to identify and remove regulatory barriers that disproportionately affect marginalized communities, lower-income households, and other historically excluded groups.

**Policy H-2.4.** Ensure equitable infrastructure investments across all neighborhoods with attention to areas that have experienced disinvestment or exclusion.

**Goal H-3: Ensure that housing is compatible in quality, design, and intensity with surrounding land uses, traffic patterns, public facilities, and environmentally sensitive features.**

**Policy H-3.1.** Identify, reinforce, and protect the character of existing residential neighborhoods.

**Policy H-3.2.** Locate High Density Residential within a reasonable distance 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 H-3.3.** Require multi-family development to have direct access to adequate streets.

**Policy H-3.4.** Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities, such as secure bicycle parking.

**Policy H-3.5.** Use flexible design standards in multi-family development to mitigate impacts on less intense adjoining land uses.

**Policy H-3.6.** Require residential developers to provide adequate buffering from adjoining agricultural or industrial uses, while minimizing adverse environmental impacts.

**Goal H-4: Encourage a variety of residential densities located in areas that maximize connectivity to jobs, goods and services, public transit, and recreation.**

**Policy H-4.1.** Encourage housing opportunities for people with special housing needs. These homes are best located in residential areas that are near supportive community services, and recreational and commercial facilities.

**Policy H-4.2.** Enhance the appearance of and maintain public spaces in residential areas.

**Policy H-4.3.** Provide incentives and employee strategies that protect critical areas from residential development.

**Policy H-4.4.** Apply zoning in and around economic corridors that blend housing and commercial development.

**Policy H-4.5.** Implement a new Middle Housing (MH) Zone that will allow for varying housing types within the same zone, including existing Single-Family housing, with new development or redevelopment limited to multi-family 'middle housing' types.

**Policy H-4.6.** Promote moderate density housing in Residential Medium (RM) zone to provide more affordable housing options.

**Policy H-4.7.** Zone and plan for the development of the full spectrum of housing types, including permanent supportive housing (PSH), group homes, emergency shelters, transitional housing, manufactured housing, and senior care facilities.

**Policy H-4.8.** Allow emergency and supportive housing (STEP) in specified zones where feasible.

**Goal H-5: Establish density levels and ability to up-zone in areas that provide adequate connectivity and services to accommodate the increase in density.**

**Policy H-5.1.** Establish the following density levels;

Zone	Maximum Density	Dwelling Units (du)
Residential Low Density	4.5 units per acre	Single Family
Residential Medium Density	9 units per acre	Single Family Duplex Tri-plex 4-Plex
Middle Housing	20 units per acre	Tri-plex 4-Plex Townhomes Cottage Courts
Residential High Density	25 units per acre	Multi-family Condos Townhomes
Residential Manufactured Home Subdivision	8 units per acre	Manufactured Single Family
Residential Manufactured Home Park (Mobile Home Park)	7 units per acre	Manufactured

**Policy H-5.2.** Ensure compatibility with existing neighborhoods through the use of setbacks and landscaping buffers.

**Goal 6. Mitigate displacement risks, preserve cultural and historic communities, and support housing development where the market may not deliver affordability.**

**Policy H-6.1.** Identify neighborhoods at higher risk of displacement due to rising property values, new development, or zoning changes.

**Policy H-6.2.** Adopt anti-displacement measures, such as property tax relief for

lower-income homeowners, as well as tenant protections (e.g., notice requirements, anti-retaliation ordinances).

**Policy H-6.3.** Support preservation and adaptive reuse of historically and culturally significant housing and neighborhoods.

**Policy H-6.4.** Evaluate surplus public land and underutilized properties for use in affordable housing development, land trusts, or cooperative housing.

**Goal H-7: Expand affordable housing options in the Urban Growth Area (UGA), as to limit sprawl outside of the growth boundary.**

**Policy H-7.1.** Encourage moderate-density housing options such as duplexes, triplexes, townhomes, and ADUs within the UGA to promote affordability, infill, and efficient land use.

**Policy H-7.2.** Allow co-living housing on any lot located within a UGA that allows at least six (6) multifamily residential units, among other standards for co-living siting and regulation.



# City of Prosser 2026 Comprehensive Plan Land Use Element

**FINAL WORKING DRAFT**

## Introduction

The purpose of the Land Use Element is to support Prosser's 20-year growth policy through the Comprehensive Plan Land Use Element. As required by Washington's Growth Management Act (GMA), the Land Use Element establishes the framework for guiding future growth and development within the city. Central to this effort is preparation of the City's Future Land Use Map (FLUM), a policy tool outlining the general location and intensity of various land uses. These include designations for residential, commercial, and industrial areas. The FLUM also serves as the basis for the City's zoning map which regulates land use at the parcel level. Accordingly, any proposed zoning changes must be consistent with the FLUM, and any changes to the City's FLUM will require zoning amendments.

This analysis provides a comprehensive review of existing land use patterns and the relationship between land use and community vision. The analysis considers community feedback to ensure that land use decisions reflect local priorities. It also aligns Prosser's land use planning with the GMA, focusing on accommodating projected population and employment growth while preserving agricultural and natural resource lands. It incorporates findings from the Land Capacity Analysis (LCA) to evaluate the city's ability to support future development within the existing urban growth area.<sup>1</sup>

Special emphasis is placed on managing growth in a way that promotes efficient land use, supports housing and economic development goals, aligns with climate resiliency policies, and preserves open space and rural areas. These insights inform updates to the Future Land Use Map (FLUM) and help guide policies for other elements of a comprehensive plan.

Community feedback also indicates desire for mixed-use development, especially

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<sup>1</sup> See Prosser's Residential Land Capacity Analysis (2025)

around downtown, with a desire to balance housing and retail in areas where infrastructure is already present. These insights serve to update the FLUM. They also help guide changes to zoning, prioritize infrastructure investments, and support policies for future growth which are cohesive and resilient.

### **Integration of Benton County's Countywide Planning Policies**

Prosser's land use vision is consistent with Benton County's Countywide Planning Policies (CWPPs). The purpose of the CWPPs is to ensure that "regional planning efforts and governmental actions are consistent with current legal requirements and information".<sup>2</sup> These policies are agreed upon between the county and its constituent jurisdictions for addressing region-wide goals and concerns.

Prosser's land use vision aligns with CWPPs by promoting interjurisdictional coordination, orderly growth, protection of natural resources, climate resiliency, economic opportunities, and the efficient use of infrastructure and services. The City's vision supports concentrating urban development within areas served by adequate public facilities, consistent with the CWPP goals of reducing sprawl and protecting agricultural lands. Prosser's land use direction is meant to promote a range of housing options and affordability, consistent with CWPP policies to address housing for all income levels and encourage middle housing types. Overall, Prosser's land use planning remains consistent with regional priorities.

### **Future Population Growth**

The GMA 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 (OFM) and then allocates a portion of the expected growth to individual jurisdictions<sup>3</sup>. Under this model, Benton County projects Prosser will add 2,230 new residents over 20 years and have a total population of 8,292

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<sup>2</sup> Benton County Countywide Planning Policies, p. 2

<sup>3</sup> ofm.wa.gov

people in 2046.

**Table 1: Projected Population Growth 2020 – 2046 by Jurisdiction**

Jurisdiction		2020 Population	2046 Population	Population Growth (2020-2046)
Benton City	City	3,479	4,985	1,506
	UGA	646	646	0
Kennewick	City	83,921	108,989	25,068
	UGA	3,149	3,149	0
Prosser	City	6,062	<b>8,292</b>	<b>2,230</b>
	UGA	584	584	0
Richland	City	60,560	82,448	21,888
	UGA	1,227	1,227	0
West Richland	City	16,295	26,387	10,092
	UGA	29	29	0
Unincorporated Rural		30,920	41,719	10,799
<b>Total</b>		<b>206,873</b>	<b>278,456</b>	<b>71,583</b>

Source: BERK, 2025 based on Commerce HAPT.

Future population growth informs all elements of Prosser’s Comprehensive Plan by guiding housing needs, land needs, and development patterns. Population projections shape policies for a range of housing types, compact growth, and mixed-use development, while also informing transportation, capital facilities, utilities, and public services planning to ensure concurrency, fiscal sustainability, and alignment with the community’s long-term vision.

## Existing Conditions

In order to fully plan for Prosser’s future, it is important to first understand the existing conditions. 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.

Prosser’s land use is shaped by its historic downtown core, the Yakima River running through the city’s center, the Horse Heaven Hills to the south, and major transportation corridors, including Interstate 82 to the north and State Route 22 to the south.

*Table 2: Summary of Land Uses and Related Zones*

<u>Residential Lands</u>	<u>Commercial Lands</u>
<ul style="list-style-type: none"> <li>• <b>LU Designation:</b> Residential, Steep Slope Residential</li> <li>• <b>Acres:</b> 1,140 within city limits, 631 in the UGA</li> <li>• <b>Zones:</b> <ol style="list-style-type: none"> <li>1. RL – Low Density</li> <li>2. RM – Medium Density</li> <li>3. RH – High Density</li> <li>4. UR – Urban Residential</li> <li>5. RMHP – Residential Manufactured Home Park</li> <li>6. RMS – Residential Manufactured Home Subdivision</li> <li>7. MH – Middle Housing (Proposed)</li> </ol> </li> </ul> <p>Steep Slope Residential lands are reserved for residential development on or near the hills along the southern border. The designation differs from traditional Residential lands as it restricts the number of dwelling units allowed per acre, in order to preserve the hillsides as natural and cultural assets for residents, as well as protecting critical areas.</p>	<ul style="list-style-type: none"> <li>• <b>Designation:</b> Commercial</li> <li>• <b>Acres:</b> 229 within city limits, 192 in the UGA</li> <li>• <b>Zones:</b> <ol style="list-style-type: none"> <li>1. CT – Commercial Thoroughfare</li> <li>2. CN – Commercial Neighborhood</li> <li>3. CG – Commercial General</li> <li>4. CD – Commercial Downtown</li> <li>5. CP – Commercial Professional</li> <li>6. AI – Agri-Innovation</li> </ol> </li> </ul>

<u>Industrial Lands</u>	<u>Public Lands</u>
<ul style="list-style-type: none"> <li>• <b>Designation:</b> Industrial</li> <li>• <b>Acres:</b> TBD</li> <li>• <b>Zones:</b> <ol style="list-style-type: none"> <li>1. IL - Industrial, Light</li> <li>2. AG - Agribusiness</li> <li>3. AT - Agritourism</li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>• <b>Designation:</b> Public Facilities</li> <li>• <b>Acres:</b> TBD</li> <li>• <b>Zones:</b> <ol style="list-style-type: none"> <li>1. PF - Public Facilities</li> </ol> </li> </ul>

### **Lands Useful for Public Purposes**

Lands useful for public purposes in the City of Prosser include areas designated or reserved for civic, educational, recreational, and public service functions that support the community's health, safety, and quality of life. These lands encompass public facilities such as schools, parks and open spaces, municipal buildings, sewage and storm water treatment facilities, utilities, and transportation infrastructure, as well as sites planned for future public use. Under GMA, identifying and planning for these lands ensures that adequate space is available to meet current and future public needs, supports efficient provision of public services, and promotes coordination between land use, capital facilities, and long-range planning goals.

### **Open Space Corridors & Green Spaces**

Open space corridors and green spaces serve as important community assets that preserve natural features, provide recreational opportunities, and enhance environmental quality. These areas include parks, trails, drainage corridors, and undeveloped lands that function as buffers between land uses, protect environmentally sensitive areas, and support pedestrian and bicycle connectivity throughout the city. Consistent with the GMA, the preservation and enhancement of open space corridors and green spaces help maintain community character, improve access to recreation, and integrate natural protection into land use planning.

## **Future Land Use**

### **What Drives the Future Land Use Policy?**

The drivers of growth are complex. Market forces and trends are factors in future growth. Trends in the market present opportunities to set policies which will respond to and encourage the type of growth envisioned. The community's expressed vision should be prioritized when creating policies for growth.

### **Public Engagement & Community Vision**

A community vision is foundational for decision making. The community itself is best positioned to express its need and desire for future growth. This Comprehensive Plan Periodic Update project has brought numerous voices into the process. From stakeholder interviews to participation in the Migrant Education Program (MEP) resource fair, hosting a community workshop, meeting with City leadership, and engagement at Prosser's Harvest Festival and Farmer's Market, the community's feedback has helped articulate and test the recommendations presented in this plan update. This input from the community has clarified and refined a vision for city growth, identifying a future that the Prosser community desires.

Based on the outreach conducted, several vision elements related to land use have emerged. Prosser envisions a future where:

- Land use supports active, walkable neighborhoods, a thriving downtown, and efficient use of existing infrastructure.
- The city prioritizes infill and mixed-use development to revitalize underutilized properties and enhance community connections.
- Growth is directed to areas that preserve natural lands while promoting sustainable development patterns.
- Neighborhoods will offer access to public services that meet the needs of all residents.

### **Planning for Housing Needs**

In 2021, the Washington Legislature passed House Bill 1220 to require local governments to “plan for and accommodate” housing affordable to all income levels. This amendment to the GMA requires cities and counties to plan for more affordable housing development, significantly strengthened the previous goal, which was to simply encourage affordable housing. These new changes include:

- Planning for sufficient land capacity for housing needs.
- Providing moderate density housing options within UGAs.
- Making adequate housing provisions for existing and projected needs for all economic segments of the community.
- Identifying racially disparate impacts, displacement, and exclusion in housing policies and regulations; beginning to undo those impacts; and, identifying areas at higher risk of displacement and establishing anti-displacement policies.

### **Urban Growth Areas (UGA)**

Per RCW 36.70A, cities and counties are required to coordinate to establish Urban Growth Areas to support the future growth of their communities. These are areas beyond a city’s jurisdictional boundaries that have been designated for future growth and eventual annexation into the city. A UGA’s function is to accommodate its 20-year population projection efficiently and effectively. This includes ensuring community growth is supported by urban-level services and infrastructure.

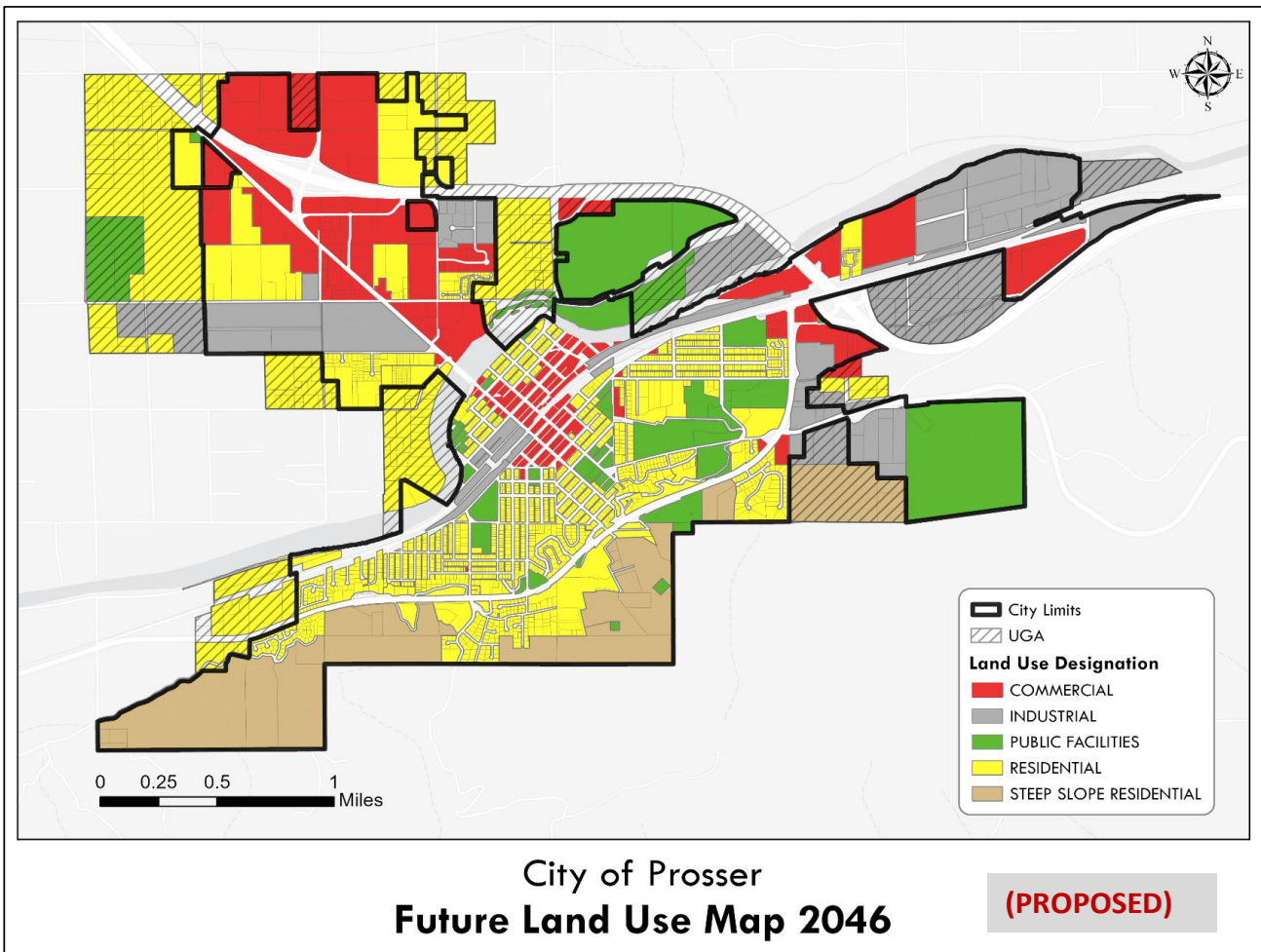
Population growth should occur in urban areas. UGAs should be thought of as boundaries that regulate timing for City services. UGAs require urban governmental services such as transportation, water, sewer, and other infrastructure to be available at the time of annexation or prior to development. The City of Prosser has to consider the capacity of its financial base to provide certain urban densities with adequate services while appropriately supplying land for new growth. Priorities for the extension and provision of utilities and capital improvements will be established based on the Capital Improvement Plan (CIP) and the Capital Facilities Plan (CFP).

## **Future Land Use Map (FLUM) 2046**

The Future Land Use designations from the City's Comprehensive Plan include *Residential, Commercial, Industrial, Public Facilities, and Steep Slope Residential* lands.

To meet the community's vision and need for housing, the FLUM includes minor changes from the 2018 Comprehensive Plan, with most proposed changes affecting zoning and policy. These changes include:

1. *Residential* land use designation will include a "Middle Housing" zone. This zone falls between *Residential Medium* and *Residential High* in terms of allowed dwelling unit density. Its purpose is to allow for more affordable housing options that fit the existing neighborhood character. The proposed change in zoning does not include disallowing single-family housing but allows for a wider range of housing types.
2. *Commercial* land use designation was expanded to provide more opportunities for commercial activity, expand housing capacity, and walkability on the north side of Prosser and around neighborhoods with the proposed Middle Housing zoning change. The current Prosser Municipal Code allows for mixed-use development in General and Downtown Commercial zones.
3. Land Use designations within the unincorporated UGAs have been evaluated to reflect Prosser's vision for those areas more accurately.
4. Climate Resiliency helped inform the update process of the FLUM. Policies that are focused on preserving the hillside and protecting the Yakima River influenced land uses around these natural and cultural landmarks.



*Figure 3 – Proposed Prosser 2046 Future Land Use Map (FLUM)*

**Population Densities and Building Intensities**

To accommodate projected population growth and identified housing needs, the City establishes estimated population densities and building intensities for each future land use designation. These estimates are based on planned land uses, expected housing types, and development patterns supported by existing and proposed zoning.

**Table 3 – Building Densities and Intensities**

Future Land Use Designation	Typical Building Intensity/Forms	Residential Density (DU/acre)*
<b>Residential</b>	Single-family homes, multi-family, “middle housing”, manufactured dwellings.	4.5–25
<b>Steep Slope Residential</b>	Single-family homes.	1
<b>Commercial</b>	Retail, wholesale, office, motels, hotels, grocery store, etc.	8-10**
<b>Industrial</b>	Manufacturing assembly, food processing, warehousing, distribution uses, etc.	-
<b>Public Lands</b>	Government facilities, capital facilities.	-

\*According to 2023 ACS, average household size in Prosser is approximately 3.4 people

\*\* Estimated based on mixed use development.

## Land Use Goals and Policies

**GOAL LU-1: Foster 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:

- New development land uses 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 preservation of agricultural land outside the city through cooperative planning efforts with Benton County and through City annexation policies.

**GOAL LU-2: Ensure the Prosser Community is an orderly, well-designed, and aesthetically pleasing city.**

**Policy LU-2.1:** Prioritize multi-family residential and infill 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 to ensure residents 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:** Maintain visually appealing and inviting gateways for residents and visitors that signify entry to the city.

**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 existing rural character of the urban growth area until 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:** Collaborate with Benton County to create policies that prevent premature residential development of agricultural land within the UGA.

**GOAL LU-4: Balance land use patterns between development and diverse uses.**

**Policy LU-4.1:** Encourage infill of undeveloped and underdeveloped properties within city limits 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:

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.	<b>RL</b> – Low Density <b>RM</b> – Medium Density <b>RH</b> – High Density <b>UR</b> – Urban Residential <b>RMHP</b> – Residential Manufactured Home Park <b>RMS</b> – Residential Manufactured Home Subdivision <b>MH</b> – <a href="#">Middle Housing</a>
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, to more clearly define allowed uses in the zone and protect 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.	<b>SSR</b> – 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 towards residential and business customers, such as grocery stores, irrigation, and hardware supply. Other commercial uses include automobile or heavy equipment uses that normally require outdoor storage and display of goods. The mixed use of commercial and residential is present in this designation.	<b>CT</b> – Commercial Thoroughfare <b>CN</b> – Commercial Neighborhood <b>CG</b> – Commercial General <b>CD</b> – Commercial Downtown <b>CP</b> – Commercial Professional <del><b>AT</b> – Agri-Tourism</del> <a href="#">Agri-Innovation</a>
Industrial (I)	The I designation includes a variety of industrial manufacturing assembly, food processing, warehousing, and distribution uses. Also included in this designation are the Prosser Airport and uses involving the sale of retail and wholesale products manufactured on-site, as well as a variety of research and development uses for science or agribusiness related activities.	<b>IL</b> – Light Industrial <b>A</b> – Agri-Business <b>IH</b> – Heavy Industrial <del><b>AT</b> – Agri-Tourism</del> <a href="#">Agri-Innovation</a>
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. Lands 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.	<b>PF</b> – Public Facility <b>All other zones</b>

**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.

**GOAL LU-5: Preserve and create open spaces that protect critical areas to ensure a healthy and sustainable environment that also serve as opportunities 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 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 development while protecting private property owners.

**GOAL LU-6: Coordinate future growth 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 aesthetically pleasing.

**Policy LU-7.6:** Allow Agri-Innovation zoning in *Commercial* designations provided 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 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 that the supply of large industrial parcels is adequate to accommodate a variety of industrial activities.

**Policy LU-8.6:** Allow Agri-Innovation zoning in *Industrial* designations provided the primary uses are *Industrial* and any *Commercial* or *Residential* uses are subordinate and unlikely to impact any surrounding *Industrial* uses.

**GOAL LU-9: Ensure Prosser Airport is reasonably protected 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 mitigation 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.

**Goal LU-10: Local land use practices build resiliency and reduce adverse climate impacts.**

**Policy LU-10.1:** Promote land use planning that increases physical activity and reduces per capita vehicle miles traveled within the jurisdiction, without increasing greenhouse gas (GHG) emissions.

**Policy LU-10.2:** Give special consideration to achieving environmental justice through efficient land use that prevents and mitigates environmental health disparities.

**Policy LU-10.3:** Reduce and mitigate the risk to lives and property from wildfires by using land use planning tools, wildfire preparedness, and fire adaptation measures.

**Policy LU-10.4:** Encourage land use decision-making that protects the quality

and quantity of groundwater used for public water supplies.

**Policy LU-10.5:** Designate and protect critical areas including wetlands, fish and wildlife habitat protection areas, frequently flooded areas, critical aquifer recharge areas, shrub-steppe, and geologically hazardous areas. Utilize the best available science (BAS) to protect the functions and values of critical areas to be included in the Critical Areas Ordinance (CAO).

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