



# 2011 GENERAL PLAN COMMITTEE

## Community Development Department

### Agenda

**2011 General Plan Committee  
Regular Meeting  
Wednesday, February 8, 2012  
4:00 PM to 6:00 PM**

**Downstairs Conference Room, City Hall  
201 S. Cortez Street  
Prescott, Arizona  
928-777-1207**

The following agenda will be considered by the Prescott General Plan Committee at its regular meeting on Wednesday, February 8, 2012 in the downstairs conference room, City Hall, 201 S. Cortez Street, Prescott, AZ. Notice of this meeting is given pursuant to *Arizona Revised Statutes, Section 38-431.02.*

#### I. Call to Order

#### II. Attendance

##### MEMBERS

Miriam Haubrich, Co-Chair	Elisabeth Ruffner
Terry Marshall, Co-Chair	George Sheats
Brad Devries	Gary Worob
Dave Fisher	
Glenn Gooding	<i>EX OFFICIO</i>
Zena Mitchell	Steve Blair, Councilman
Roxane Nielsen	Chris Kuknyo, Councilman
David Quinn	

#### III. Announcements

#### IV. Regular Items

1. Consider approval of the minutes of the January 25, 2012 meeting.
2. Evaluation and explanation of available data regarding the 2003 General Plan Element Goals.
3. Discussion of the Land Use Element and suggested changes by staff.
4. Call to the Public.

#### V. Adjournment

THE CITY OF PRESCOTT ENDEAVORS TO MAKE ALL PUBLIC MEETINGS ACCESSIBLE TO PERSONS WITH DISABILITIES. WITH 48 HOURS ADVANCE NOTICE, SPECIAL ASSISTANCE CAN BE PROVIDED FOR SIGHT AND/OR HEARING IMPAIRED PERSONS AT PUBLIC MEETINGS. PLEASE CALL 777-1272 OR 777-1100 (TDD) TO REQUEST AN ACCOMMODATION TO PARTICIPATE IN THIS MEETING.

#### CERTIFICATION OF POSTING OF NOTICE

The undersigned hereby certifies that a copy of the foregoing notice was duly posted at Prescott City Hall and on the City's website on December 19, 2011 at 4:00 PM in accordance with the statement filed with the City Clerk's Office.

  
Suzanne Derryberry, Administrative Specialist



**2011 GENERAL PLAN COMMITTEE  
REGULAR MEETING  
JANUARY 25, 2012  
PRESCOTT, ARIZONA**

**MINUTES OF THE REGULAR MEETING OF THE 2011 GENERAL PLAN COMMITTEE HELD ON JANUARY 25, 2012 AT 4:00 PM IN THE DOWNSTAIRS CONFERENCE ROOM, CITY HALL, 201 S. CORTEZ STREET, PRESCOTT ARIZONA. Notice of this meeting was given pursuant to Arizona Revised Statutes, Section 38-431.02.**

**I. Call to Order**

Co-chairman Marshall called the meeting to order at 4:00 PM.

**II. Attendance**

<b>MEMBERS PRESENT</b>	<b>EX OFFICIO MEMBERS</b>
Terry Marshall, Co-Chair	Chris Kuknyo, Councilman
Elisabeth Ruffner	Steve Blair, Councilman
Brad Devries	
Zena Mitchell	<b>STAFF MEMBERS PRESENT</b>
Gary Worob	George Worley, Planning Manager
David Quinn	Ryan Smith, Community Planner & Committee Liaison
George Sheats	Suzanne Derryberry, Administrative Specialist
Glenn Gooding	
Roxane Nielsen	<b>Other Council Present (not a committee member)</b>
<b>MEMBERS ABSENT</b>	Jim Lamerson, Councilman
Miriam Haubrich, Co-Chair	
Dave Fisher	

**III. Announcements**

- Mr. Worob felt that it's important to reiterate the purpose and function of the city staff, council and the committee.
- Ms. Ruffner explained those purposes by reading from the introduction of the 2003 plan, which she feels contains the best statement to answer that question.
- Mr. Worob continued by discussing the lake capacities and felt it is important for the public to recognize that there is a capacity that we may not be obtaining that could serve tremendous purpose in the future. Therefore, he felt that it is very important to:
  1. define what is our water
  2. where does it comes from
  3. the quantities available now
  4. the capacity that could ultimately be reached if "we do the right work"
- Mr. Smith explained that the capacity of the lakes is much more then we can legally store for our use in water. There is a strategy and goal stating that those things will be looked at by using our legal limits under the water laws.

- Mr. Smith does not want a specific number placed on such an issue because it could change in the future.
- Mr. Worob does not care if a number is included, he just wants it stated that it's acknowledged that SRP has said there is a capacity and "we may not be there and in the future we may need to be there".
- Mr. Worob asks what the purpose of council and staff is; is it to steer us or is it to provide information.
- Mr. Lamerson stated that it is both.
- There is a contractual agreement between SRP and the City of Prescott.
- We will only maintain a certain amount of water and at some point when it gets over that amount we have to release some water
- At certain times of the year water is required to be release whether they want to release it or not.
- Mr. Lamerson agreed that it's important for the community to recognize we have limitations with regards to what we do with the water in those lakes, but it's also important for the public to understand the City of Prescott does not have total control of the water.
- Mr. Smith assured the committee that the water element will be brought back at some point, at which time those sorts of questions can be answered.
- Mr. Blair suggested putting in some language regarding increasing the volumes in the lakes.
- Mr. Smith believes there is already such language included in the element and he will take another look at that when the element comes back to the committee.
- Ms. Ruffner suggested that when they go back to the final edit, they will be sure that there are statements within the water element that satisfy Mr. Worob's interpretation of what we need to be telling the public.
- Mr. Smith asked the committee what section they would like that to be added, and what type of wording they would like to use.
- Mr. Worob said he would be happy to go over the information and sit with Mr. Smith to decide on the wording.
- Co-chairman Marshall asked that the previous issues be highlighted in the minutes so as not to forget this issue which needs future attention.
- Mr. Smith informed the committee that it can take weeks, even months to prepare the element for the committee to begin working on it.
- He will need to know ahead of time what element they would like to work on in advance so he will have the time to prepare it.
- Ms. Ruffner believes it was a totally wrong approach to take the water element out of context. She believes the reason that these elements are listed that way is because of the way they affect the plan.
- She felt that they didn't start in the right place.
- Mr. Blair disagreed and stated that if you don't have the water, you can't plan the land.
- He believed that water is the driving factor for the future of Prescott, so water should be the number one element.
- Mr. Marshall asked the committee if there is any problem in following the 2003 plan as a list of order to follow; no one spoke up with any disagreements.
- Ms. Smith noted that they received a couple requests to look at pharmaceuticals in the water supply and also explaining some language on exempt wells.
- Ms. Graser will be looking into those requests and she will have the information in the near future.
- Mr. Smith notified the committee members that there will be a TV commercial showing a small clip of the General Plan Meetings.

- Ms. Ruffner shared with the committee that the Prescott Creeks report is now available.

#### IV. Regular Items

1. Consider approval of the minutes of the January 11, 2011 meeting.

Ms. Ruffner noted a change of the minutes on page 3; she requested a spelling correction of the work "contaminants"; Co-chairman Marshall noted the change.

Mr. Quinn made a **MOTION: to approve the minutes of the January 11, 2012 meeting.**

**Vote: 9-0, unanimous.**

2. Introduction and discussion of the Land Use Element (including element highlights and the Land Use Map).

- Mr. Smith gave a brief description of the different sections of the land use element.
- The introduction discussed the population and the forecasted population.
- The following section discussed Prescott's land use base.
- The next section went into issues regarding annexation.
- The topic discussed next in the land use element was planning documents.
- The following section discussed neighborhoods and housing balance.
- Section 5.2.2 was formerly called housing stock; Mr. Smith is suggesting to change it to "housing stock and economy".
- The next section discussed the effects of zoning.
- At 4:50 Mr. Marshall made a call to public.
- Mr. Mattson addressed the committee to discuss the issue of the amount of people that rent housing verses owning.
- He is concerned that there should be more workforce housing in areas where it is close to work opportunities.
- He believes that we should have an intelligently designed community and we need to discuss how to build the city in a way that gives small compact communities.
- Mr. Smith suggested possibly adding additional verbiage regarding housing and rental housing. He also noted that the 2003 plan doesn't really mention this issue at all.
- Ms. Ruffner wanted to know if they will be given statistics on how much HUD assisted rental housing has been developed since 2003.
- Mr. Smith stated he was unsure how to obtain that information.
- Ms. Ruffner suggested contacting HUD rent assisted housing which is located somewhere on Gurley Street.
- Co-chairman Marshall announced to the committee that it will be Ryan's call to stop and debate certain issues that come up during the introduction of the land use element; he is concerned about moving ahead in a timelier manner.
- Mr. Smith continued by noting that he left out some areas from the 2003 plan that are not pertinent to the 2012 plan.
- He also noted that the Prescott Municipal Airport section was expanded.
- Mr. Smith displayed the land use map for the committee to view.
- Mr. Smith noted that the land use map is not zoning.
- He compared the zoning map and the land use map.

- He pointed out that the general plan map expands beyond the city limits because state law gives us the ability to reach out further into un-annexed areas under the assumption that the city might annex them someday.
- Mr. Smith points out that the land use map reflects what the desired vision of growth is in this city.
- It mainly deals with vacant parcels, un-annexed areas and growth areas of the city.
- Mr. Worob asked where and even if the issue of the homeless population will be addressed in the general plan.
- Mr. Worley suggested including that particular issue in the housing portion of the general plan.
- At 5:28pm Co-chairman Marshall excused Mr. Hanna and Mr. Blair from the remainder of the meeting.
- Mr. Quinn expressed his views regarding the other elements in the general plan, specifically economic development.
- He would like the committee to think about how to get higher paying jobs in the community.
- Mr. Smith stated that they are anticipating change in potential growth areas.
- He noted there will probably be more development to the west of the airport as opposed to the east.
- Co-chairman Marshall asked if Mr. Smith was finished with the discussion of the land use element.
- Mr. Smith stated he had covered all areas which needed to be addressed and no other committee members had any questions or comments at that time.

### 3. Presentation and discussion of the results from the on-line General Plan survey.

- Mr. Smith began by giving the highlights of the survey.
- He stated that most people think the quality of life is good in Prescott.
- They believe open space, the plaza and the climate are the most attractive things about living in Prescott.
- Nobody wants anymore growth.
- The building and development codes are about right.
- Most people live in single family homes.
- Most of the information about the City came from the internet, paper and word of mouth.
- Most people believe there is adequate shopping and professional services
- Most people wanted better bike routes and alternative transportation.
- The airport appears to be very misunderstood.
- Water awareness is higher than it used to be.
- Compact neighborhoods are preferred.
- Air and water quality are good, but there is concern for the quality in the future.
- Mr. Smith noted that this is important information that should be taken into consideration when dealing with the other elements.

### 4. Call to the Public.

- Mr. Mattson informed the committee that he is a homeless advocate.
- He stated that there are a lot of people in town that are trying to work their way back into housing and that the lack of decent workforce housing is a very large problem.

- The county has a lot of rehab facilities so there should be an effort to address some of the more problematic people in that group.
- He just wanted to let the committee members know that when there are issues involving the homeless, he is willing to help.

**V. Adjournment**

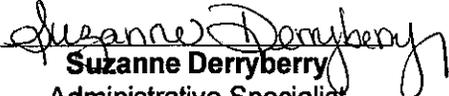
Co-chairman Marshall adjourned the meeting at 6:01 p.m.

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**Terry Marshall**  
Co-Chairman

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**Miriam Haubrich**  
Co-Chairman

  
**Suzanne Derryberry**  
Administrative Specialist



## 2011 General Plan Committee Community Development

**Date:** Wednesday, February 8, 2012

**To:** Councilman Steve Blair, Brad Devries, Dave Fisher, Glenn Gooding, Miriam Haubrich, Councilman Chris Kuknyo, Terry Marshall, Zena Mitchell, Roxanne Nielsen, David Quinn, Elisabeth Ruffner, George Sheats and Gary Worob

**From:** Tom Guice, Community Development Director  
George Worley, Planning Manager  
Ryan Smith, Community Planner *RS*

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### Staff Memo Status of Land Use Element Goals

*Item # IV.2.*

#### **PURPOSE:**

The Committee has requested staff to provide a brief evaluation and available data regarding the 2003 General Plan Element Goals. The data is provided to assist the Committee in its task to update the goals of the General Plan Land Use Element.

## 5.2.5 Neighborhoods Goals and Strategies

**Goal 1.** Maintain the integrity and character of existing neighborhoods.

**Strategy 1.1** Prepare specific area plans, neighborhood plans and/or special purpose plans with the involvement of residents and property owners to guide future development and re-development within or adjacent to existing neighborhoods.

*Staff response: An Airport Master Plan was developed in 2009 and adopted by Council in 2011. No other area or neighborhood plans have been developed since 2002. Neighborhood plans are initiated by residents and supported by staff. The need for a plan becomes apparent when unusual conditions arise such as a rezoning application where residents feel neighborhood character may be threatened.*

**Strategy 1.2** Define areas where zoning overlay districts, including Historic Preservation Districts, or other tools for specific neighborhood protection are appropriate.

*Staff response: This is an ongoing process. Historic Preservation efforts within local Historic Overlay Districts have been very successful. Other historic neighborhoods that are only within a National Register District have experienced more pressures to redevelop historic properties in a manner not keeping with historic preservation. This is primarily due to lack of legal standing to prevent demolition, or substantially incompatible alterations to historic properties.*

**Strategy 1.3** Encourage in-fill development/ re-development at densities compatible with the established neighborhood character and infrastructure.

*Staff response: This is an ongoing process. Rezoning at higher densities are often met with resident opposition. Low density zoning is prevalent throughout the City. When subdivision plat applications using existing zoning on vacant lands are received, they are generally at densities compatible with surrounding areas. By state law, any plat meeting existing subdivision regulations with no waivers requested, must be approved.*

**Strategy 1.4** Assure adequate buffering and screening between dissimilar uses through implementation of the 2003 Land Development Code.

*Staff response: The adopted Land Development Code (LDC) requires this and is enforced by City staff. (This strategy should be deleted since it is covered by the LDC)*

**Goal 2.** Manage and guide future development in neighborhoods in a manner sensitive to topography, ridgeline or view-shed protection, protection of open space and other natural features.

**Strategy 2.1** Promote preservation of steep slopes by clustering residential development on flatter terrain.

*Staff response: Slopes greater than 20% are protected by the Land Development Code by encouraging clustered development on flatter terrain and by requiring larger lots on hillsides with a percentage of undisturbed area. PAD projects contain provisions for clustering development.*

**Strategy 2.2** Restore vegetation where cut and fill sites occur to minimize scarring and control erosion to protect the site and adjoining properties.

*Staff response: Hillside Development standards require that areas with greater than 20% slope must limit the amount of disturbed area. If an excess of area is disturbed, remediation must occur.*

**Strategy 2.3** Implement development code provisions to reduce the visual impacts of ridgeline development and construction-related scarring on hillsides.

*Staff response: LDC provisions have been implemented. See response for 2.1 and 2.2. (This strategy should be deleted since it is covered by the LDC)*

**Strategy 2.4** Promote establishment or preservation of open space within neighborhoods through subdivision designs that allow incorporation of open spaces within neighborhoods.

*Staff response: PAD projects have a 25% open space requirement. Subdivisions that are not PADs are encouraged to provide trail connectivity. (This strategy should be placed in the Open Space element)*

**Strategy 2.5** Encourage developers to use the Planned Area Development design option to preserve natural features and provide buffers and open spaces in new subdivisions.

*Staff response: If a proposed subdivision is not a PAD, the Planning & Zoning Commission, Council members and staff will encourage the preservation of natural features, buffers and open space when appropriate. However, the applicant is not obligated to provide these.*

**Strategy 2.6** Use negotiation opportunities and applicable regulations to preserve or create neighborhood open space, trails and parks.

*Staff response: This activity is performed by Chris Hosking in the Parks and Recreation Department.....(This strategy should be placed in the Open Space element)*

**Goal 3.** Assure adequate vehicular and pedestrian access and connectivity within and between residential neighborhoods and adjoining commercial areas by promoting street interconnectivity, particularly minor collector streets.

**Strategy 3.1** Promote efficient circulation that disperses traffic while allowing neighborhood interconnectivity using traffic calming techniques as appropriate.

*Staff Response: Traffic calming techniques have been used with varying success. The traffic calming devices on Rosser Street were met with opposition and have been removed. (This strategy should be placed in the Circulation element)*

**Strategy 3.2** Integrate bike/pedestrian and transit options into neighborhood plans and development proposals as appropriate.

*Staff Response: The Bicycle and Pedestrian Master Plan was adopted in 2003. Neighborhood plans are generally created in older areas after a neighborhood is established, therefore, it may be difficult to retroactively incorporate alternate transit into a plan. (This strategy should be placed in the Circulation element)*

**Strategy 3.3** Implement the approved Trails Plan to expand open space and trail uses in neighborhoods.

*Staff Response: An ongoing process exists where subdivisions are encouraged to have good trail connectivity by staff and public groups. The Storm Ranch and Enchanted Canyon subdivisions are good examples of this. (Chris Hosking?)(This strategy should be placed in the Open Space element)*

**Strategy 3.4** Encourage development which promotes multi-modal transportation options.

*Staff Response: Bicycle routes and trails are consistently identified and created by both City staff and public groups. A publically available bicycle and trail map has been created and is updated yearly. However, bicycle lanes on 6th Street and Gurley Street were denied by Council citing traffic and parking issues. (Chris Hosking?) (This strategy should be placed in the Circulation element)*

**Strategy 3.5** Design streets to meet the needs of emergency vehicles in a neighborhood friendly way while allowing safe on-street parking.

*Staff Response: Street design has been adopted according to national standards. Emergency access by its nature is not neighborhood friendly due to wide street requirements associated with large fire apparatus.*

**Goal 4.** Promote a balanced community with a diversity of neighborhoods and residential types and prices.

**Strategy 4.1** Investigate opportunities for public/private partnerships which can help to create housing for a balanced community. Such partnerships might include:

- joint ventures

- dedications of city owned property for housing projects
- city sponsorship of funding applications (e.g. CDBG grants)
- coordination between private property owners, developers and non-profit organizations seeking to develop in-fill or rehabilitation of existing building to meet housing needs

*Staff Response: The City has partnered with Habitat for Humanity on several projects.*

- Strategy 4.2** Provide regulatory incentives, as appropriate, to reduce production costs and promote production of more housing affordable to families at or below the median income. Consider implementation of regulatory incentives such as:
- density bonuses
  - greater flexibility in placement of quality manufactured housing
  - reduction in parking requirements where appropriate
  - increased allowable building footprint and/or decreased set back requirements
  - reduced off site improvements, where appropriate

*Staff Response: Water is guaranteed yearly to be available specifically for affordable/workforce housing projects. This in addition to the limited amount available for other types of housing. The LDC was amended to relax parking requirements for dwellings with 3 or more bedrooms. Density, building footprint and setbacks may all be waived by Council in PAD projects.*

- Strategy 4.3** Consider implementation of procedural incentives to stimulate production of more moderately priced housing such as:
- streamlined review and approval processing for developments which provide a minimum number of units affordable to buyers at or below the median income
  - priority development review where possible.
  - limits on number of area meetings or other development review processes
  - expedited general plan amendment application reviews

*Staff Response: Projects that are submitted with applications that do not require public review are reviewed quickly. Public review applications, such as rezonings and General Plan amendments, are required by the state to be advertised several weeks in advance of a hearing. This creates an unavoidable timeframe that cannot be altered.*

- Strategy 4.4** Consider implementation of program incentives to stimulate production of more moderately priced housing. Such incentives might include:

- relief from all or a portion of building permit and/or inspection fees
- higher priority for water allocation
- setting aside a portion of the water budget specifically for multi-family development
- water allocation priority given to new developments that target 10-20% of units affordable to people at median income
- differential water and sewer buy in fees for multi-family development which are lower than fees for single-family development
- waiver of certain fees for restoration of historic structures, including adaptive re-use projects.

*Staff Response: Permit fees are mandated by the state and must be paid. Water is guaranteed yearly to be available specifically for affordable/workforce housing projects. Differential water and sewer buy in fees favoring multi-family projects are in place. (Portions of the strategy should be modified or deleted)*

**Strategy 4.5** Consult with developers and builders about housing needs in the community as well as the possible incentive options available to assist them in lowering production costs and thereby provide housing affordable to targeted income groups.

*Staff Response: The City maintains a dialog and meets with the Yavapai County Contractors Association (YCCA) and local developers to discuss various topics. Construction costs are fixed by the market and permit fees are mandated by the state. Private developers build housing according to perceived demand and sale-ability.*

**Goal 5.** Prepare a Housing Master Plan for the City of Prescott to include a needs assessment and to address at a minimum, housing availability and variety (number of units, types of units, size of units, etc); housing quality (sanitation, safety and amenities); and housing affordability.

**Strategy 5.1** Conduct a new Prescott Housing Needs Assessment and regularly update it to keep an accurate inventory of both housing needs and housing availability by unit price and income level affordability.

*Staff Response: A Needs Assessment was performed in the 2003 AZ Affordable Housing Profile. However, the new economy and housing correction has drastically changed the housing profile of the City and country. Housing is now affordable to all but the lowest income households. A disparity now exists between renting, which may be more expensive, than buying a home.*

**Strategy 5.2** Using a variety of media, provide housing information (based on needs assessment and Housing Master Plan) to the general public addressing the types and quantities of

housing available in the community. Include information to address public misperceptions regarding look and quality of housing affordable to moderate and low income families.

*Staff Response: This should be performed by local realtors. The City does not engage in the housing market other than to regulate safety in housing construction. (This strategy should be deleted)*

**Strategy 5.3** Work with non-profits and builder to proactively identify and plan sites suitable for development of affordable housing (specific area plans in undeveloped areas, plans for newly annexed areas, neighborhood plans).

*Staff Response: Staff regularly receives inquiries with various groups and is always willing to work with them to identify locations and strategies to develop work force housing.*

**Strategy 5.4** Promote preservation, restoration and rehabilitation of existing housing stock which contributes to greater diversity of housing options (including price ranges) and which maximizes existing infrastructure investment.

*Staff Response: Within historic neighborhoods the emphasis has always been one of restoration, and rehabilitation or compatible adaptive re-use. However, without financial incentives, we rely primarily on the property owner's good intentions to restore and maintain historic properties as viable housing stock for future generations. Many of Prescott's downtown residences are within a more affordable price range due to their size and location, additionally these properties can offer a walkable lifestyle due to proximity to shopping and services. Within local Historic Overlay Districts protection of historic properties is much more certain; in National Register Historic Districts not included in a local Overlay District, the incentives to maintain historic housing stock will come from limited historic property tax benefits, and the pride in being part of a historic neighborhood.*

**Goal 6.** Encourage more compact development, quality in-fill development and higher density development as a means to provide lower cost housing, maximize use of existing infrastructure or improve infrastructure as necessary, and promote longevity of established neighborhoods.

*Staff Response: PADs provide the opportunity for the above.*

**Strategy 6.1** Investigate the feasibility of reducing permit and utility connection fees for compact development forms as incentives to encourage production of more affordable housing. Consider application of these incentives to:

- in-fill development
- mixed use developments
- smaller lot size subdivisions
- multi-family development

- manufactured or modular housing

*Staff Response: Fees are mandated by the state. Differential water and sewer impact fees exist favoring multi-family housing. PADs and Manufactured Housing districts provide the opportunity for the above. Modular Housing is allowed in all residential and commercial zoning districts.*

**Strategy 6.2** Promote the development of multi-family and other compact residential development in suitably zoned districts through use of Planned Area Developments, water allocations and other appropriate means.

*Staff Response: See above response for 6.1.*

**Strategy 6.3** Promote greater public understanding of positive aspects of higher density, more compact development forms including mixed use neighborhoods, multi-family housing, cluster housing, and manufactured homes.

*Staff Response: See above response for 5.2.*

**Strategy 6.4** Investigate methods to encourage affordable housing in areas appropriate for in-fill development.

*Staff Response: See above response for 4.4.*

**Strategy 6.5** Support rental accessory dwellings where permitted in zoning districts and neighborhood plans.

*Staff Response: Guest houses may not be rentals per the LDC. However, renting space such as a spare room is permitted.*

### **5.3.1 Historic Neighborhoods Goals and Strategies**

**Goal 1.** Promote preservation and rehabilitation of historic buildings, landscapes and neighborhoods in a manner sensitive to property owners and in accordance with the Historic Preservation Master Plan, where applicable.

**Strategy 1.1** Identify historic resources and promote understanding of their significance.

*Staff Response: The City employs a Historic Preservation Specialist and Council has appointed an Historic Preservation Commission.*

**Strategy 1.2** Support through appropriate processes, minor deviations from the codes which allow preservation, restoration, rehabilitation and expansion of historic buildings and landscapes to improve their longevity.

*Staff Response: The LDC provides for Administrative Adjustments to be approved by staff and for variances to be approved by the Board of Adjustment (BOA).*

**Strategy 1.3** Encourage adaptive re-use of historic buildings where their original use is no longer appropriate for the neighborhood.

*Staff Response: Rehabilitation by private parties is encouraged. The City has also rehabilitated venues such as the Elks Theater.*

**Goal 2.** Assist property owners, public and private, in the use of national, state and local regulatory mechanisms for the protection of property values and for benefits available to owners of historic properties.

**Strategy 2.1** Produce and distribute information packages detailing National Register listing advantages:

- state historic property tax reductions for residential property
- state historic property tax benefits for restoration of income producing properties
- tax incentive programs under federal law for renovation of income producing property

*Staff Response: The Historic Preservation Specialist performs these functions.*

**Strategy 2.2** Produce and distribute information detailing the advantages of listing in a Local Historic Preservation District:

- protection of historic integrity of the property and/or neighborhood property values
- availability of state and federal funding under the Certified Local Government Program for improvements.
- Preservation Commission and staff recommendations and advice on renovation and new construction per adopted guidelines

*Staff Response: The Historic Preservation Specialist performs these functions.*

#### **5.4.1 Transition and Special Study Areas Goals and Strategies**

**Goal 1.** Establish area for newly identified transition and special study areas in cooperation with property owners, residents and businesses to promote adequate circulation and access consistent with established traffic patterns and the goals, objectives and strategies in the General Plan.

**Strategy 1.1** Incorporate traffic studies where necessary to ensure that existing roadways can accommodate impacts of new uses.

*Staff Response: Traffic Impact Analysis (TIA) is performed whenever a new use may significantly impact traffic flow.*

**Strategy 1.2** Take advantage of redevelopment opportunities to improve the connectivity and access of transitioning neighborhoods.

*Staff Response: The LDC requires that Local streets shall be planned and designed to continue and connect to surrounding areas as the terrain permits to foster dispersion and connectivity.*

**Goal 2.** Involve the residents and property owners of the area in the planning process and policy development for their area.

**Strategy 2.1** Encourage the use of development agreements where appropriate to address unique circumstances which arise out of Neighborhood Plans.

*Staff Response: The use of DA's is now common.*

**Strategy 2.2** Encourage enhanced standards and flexible screening and buffering requirements in infill areas in accordance with the 2004 Land Development Code.

*Staff Response: As stated, this is a requirement in the LDC.(delete)*

**Strategy 2.3** Mitigate negative impacts of new development or redevelopment on existing residential areas through buffering provisions.

*Staff Response: This is a requirement in the LDC. (delete)*

**Strategy 2.4** Encourage the use of historic preservation overlay districts where appropriate.

*Staff Response: Historic preservation overlay districts must be requested by at least 51% of the affected property owners and approved by Council. The Historic preservation specialist encourages the formation of such districts whenever possible.*

**Goal 3.** Analyze transition and special study areas for their potential in helping to meet community challenges such as economic development, housing needs, historic and open-space preservation and traffic connectivity.

**Strategy 3.1** Develop incentives, and modified development standards to better direct appropriate land uses in transition and special study areas while protecting nearby residential uses.

*Staff Response: The use of Area and Neighborhood Plans is an effective tool to achieve a balance between existing residential areas and potential development.*

**Strategy 3.2**            Develop a comprehensive list of sites recommended for infill, Village Center or other innovative development style.

*Staff Response: Any site that is vacant and adjacent to existing uses is a potential infill site. Generally, areas close to downtown radiating outward should be developed before outlying areas. (delete)*

**Strategy 3.3**            Assure appropriate buffering and screening between dissimilar uses, particularly between residential and commercial uses.

*Staff Response: See 2.2 and 2.3. This is a requirement in the LDC.(delete)*

**Goal 4.**                Support flexibility in setbacks, site coverage and height in return for acceptable development design, which maintains the character of transitioning areas, but also furthers implementation of neighborhood and land-use plans for the area.

**Strategy 4.1**            Initiate proactive rezoning, as appropriate, to support the character, goals and uses identified in specific area plans or neighborhood plans adopted for transition areas.

*Staff Response: Rezoning applications are processed as property is developed in accordance with Neighborhood Plans.*

**Strategy 4.2**            Encourage infill development in these areas while protecting the existing neighborhood.

*Staff Response: See 3.1. Neighborhood Plans are designed to do exactly this.*

### **5.5.1 Downtown Land Use Goals and Strategies**

**Goal 1.**                Enhance public-private partnerships within the downtown.

**Strategy 1.1**            Develop a cooperative oversight process which assists with downtown area projects in a manner sensitive to the overall character of downtown as provided for in the Downtown Master Plan.

*Staff Response: The Prescott Downtown Partnership serves as an oversight agency and is notified whenever downtown applications are received by the City.*

**Strategy 1.2**            Continue the City's participation with all organizations which focus on the downtown to facilitate and coordinate public and private downtown projects.

*Staff Response: See 1.1.*

**Strategy 1.3** Continue to support downtown businesses and organizations in promoting and organizing events in the downtown.

*Staff Response: The City employs a special events manger and regularly holds street fairs and public events in the downtown area.*

**Goal 2.** Preserve the identity and image of downtown as a historic government, business, cultural and residential center by expanding cultural and leisure facilities and activities, and maintaining a mix of uses for the benefit of both visitors and residents.

**Strategy 2.1** Maintain and encourage an expansion of the mix of commercial and residential uses in the downtown.

*Staff Response: The LDC provides for mixed uses in the Downtown Business Zoning District (DTB). Parking incentives include no parking requirement for any tourist oriented business or any building built prior to 1968. The downtown parking garage is intended to service those business.*

**Strategy 2.2** Create and maintain a system of pedestrian ways radiating from the Courthouse Plaza and linking significant cultural assets and arts venues.

*Staff Response: The Courthouse Plaza was built prior to widespread use of the automobile, therefore, a network of pedestrian walkways already exists. In addition, trails have been added along Granite Creek, linking with the trail system to other parts of the City.*

**Strategy 2.3** Adopt and implement a central business zoning district to encourage a mix of residential and business uses in the traditional downtown area.

*Staff Response: This is incorporated into the LDC. A rezoning to the Downtown Business District (DTB) was completed in 2004. (delete)*

**Strategy 2.4** Maintain municipal government services and facilities in the downtown.

*Staff Response: The County jail no longer exists downtown. However, the Federal Court, U.S. Post Office, County courts, City Hall, City Annex, Legal, Library and Police Departments all remain.*

**Goal 3.** Preserve and enhance historic downtown assets.

**Strategy 3.1** Implement a policy to maintain downtown infrastructure and amenities.

*Staff Response: Efforts are made to maintain infrastructure throughout the City. Festivals, shows and holiday activities are regularly held downtown.*

**Strategy 3.2** Emphasize adaptive re-use of historic buildings, including those outside of established preservation districts, to encourage their maintenance and preservation.

*Staff Response: Rehabilitation and re-use by private parties is encouraged.*

**Strategy 3.3** Review and update the Downtown Specific Area Action Plan, the Prescott Historic Preservation Master Plan and the Courthouse Plaza Historic Preservation District regularly to maintain their usefulness and relevance.

*Staff Response: The Downtown Specific Area Plan has been implemented in its entirety. The Historic Preservation Master Plan is reviewed on a regular basis whenever a project proposal is received and will likely be updated in 2012 or 2013.*

**Goal 4.** Create and maintain safe multi-use open space areas within downtown.

**Strategy 4.1** Develop and implement a landscaping ordinance to inventory, protect, restore and expand the number of street trees and other landscaping in the public right-of-way in the downtown area.

*Staff Response: The Field Operations Department regularly maintains vegetation in the downtown area.*

**Strategy 4.2** Improve and maintain pedestrian amenities including lighting, benches, landscaping and trash receptacles.

*Staff Response: The Field Operations Department regularly maintains lighting, sidewalks, landscaping and trash pickup in the downtown area. The Plaza itself is owned and maintained by the County.*

**Goal 5.** Maximize bicycle, pedestrian and public transit circulation in the downtown.

**Strategy 5.1** Adopt and implement a Bicycle and Pedestrian Master Plan including an element addressing downtown.

*Staff Response: This was accomplished in 2003.(delete)*

**Strategy 5.2** Expand the public education efforts of the city to highlight the availability and coverage of the existing circulation and public transportation options.

*Staff Response: In a collaborative effort with local businesses, bicycle and trail groups, the City produces the City of Prescott Trails and Outdoor Recreation Map featuring bicycle routes and trails throughout the City and surrounding area. (this strategy should be in the Circulation Element)*

**Strategy 5.3** Promote new or expanded circulation options and facilities through the media, including city newsletters, newspapers, television and radio.

*Staff Response: In addition to the Trails and Outdoor Recreation Map, Parks and Recreation staff has appeared on local radio and television to promote bicycle and trails in Prescott. The City website contain links to trail maps. Press-releases and twitter "tweets" are used when appropriate.*

**Goal 6.** Create a wide range of development and redevelopment opportunities in the downtown with increased densities to support downtown businesses and services.

**Strategy 6.1** Implement the central business zoning district which promotes small-lot and other types of higher density development to encourage infill and lower cost housing through incentives for site protection or improvement without demolition of historic resources.

*Staff Response: See 2.3. (delete)*

**Strategy 6.2** Allow and encourage a mix of interdependent commercial and residential uses in the downtown zoning district.

*Staff Response: The DTB and all commercial zoning districts allow for this, however, residential uses are prohibited in industrial zoning districts. (delete)*

## **5.6.2 Business, Commercial and Industrial Land Use Goals and Strategies**

**Goal 1.** Improve the city's competitive advantage by ensuring availability of business sites at appropriate locations within the city limits.

**Strategy 1.1** Designate additional commercial and industrial use areas within Prescott in undeveloped areas suitable for such development.

*Staff Response: Area plans address this strategy in transitional areas. The General Plan Land Use Map also is a tool to foster development in infill areas.*

**Strategy 1.2** Continue to proactively annex land appropriate for commercial and industrial development.

*Staff Response: Areas of mixed uses have been annexed in recent years toward this purpose, including approximately 1700 acres in the airport area. To obtain commercial and industrial areas, there is often a residential component.*

**Strategy 1.3** Maintain policies to utilize both incentives and flexible development standards to encourage expansion and

retention of targeted business and industry and to establish, relocate or expand major commercial and industrial employers.

*Staff Response: The City has established an Tourism & Economic Development Coordinator position to perform this task.*

**Strategy 1.4** Support a balanced variety of commercial centers in Prescott, both existing and new, including some sites small enough to be affordable to smaller local firms and Village Center concepts to encourage a mix of residential and light business uses.

*Staff Response: Older commercial centers include downtown and Willow Creek Plaza, other commercial centers include the Market Depot, Willow Creek Crossroads, Village at the Boulders & Gateway Mall*

**Goal 2.** Increase the ratio of land for commercial and industrial uses to protect and enhance the city's tax base.

**Strategy 2.1** Encourage higher percentages of commercial and industrial land uses within the city through the implementation of adopted Specific Area Plans.

*Staff Response: Special purpose plans are implemented as applications are received from developers and property owners.*

**Strategy 2.2** Encourage the creation and implementation of Specific Area Plans to guide the development of areas where such plans do not already exist.

*Staff Response: Special purpose plans are created as the need arises.*

**Goal 3.** Facilitate location of major commercial development along major road corridors when such uses achieve targeted city economic development goals, provided that historic preservation, open space requirements and environmental and quality of life issues are carefully considered and protected.

**Strategy 3.1** Ensure appropriate access and circulation are planned for business/commercial sites.

*Staff Response: A Traffic Impact Analysis is performed on a case by case basis as development occurs. The Land Development Code requires that traffic impacts must be mitigated by the developer. Some road improvement projects are made by the City as funds allow with future growth in mind.*

**Strategy 3.2** Locate new connector road alignments to facilitate access for business and commercial purposes in a cost-effective manner.

*Staff Response:*

**Strategy 4.6**            Establish an airport vicinity commercial/employment zoning district, which does not permit residential uses, to assure commercial land availability in close proximity to the airport.

*Staff Response:* City staff designed an Airport Business zoning district with new regulations following FAA regulations, however, the issue was put on hold pending the adoption of the 2009 Airport Master Plan. This issue will likely come up again in the future.

**Goal 5.**            Enhance the municipal airport's ability to support the region's employment basis.

**Strategy 5.1**            Protect the airport from encroachment of incompatible land uses through enforcement of land use designations and policies, and zoning designations.

*Staff Response:* The Airport Specific Area Plan and the 2009 Airport Master Plan both restrict residential uses near the airport. However, the underlying zoning district cannot be overridden. Any attempt to downzone existing zoning would be subject to proposition 207 requirements requiring Prescott to compensate the property owner for the loss of use of a property.

**Strategy 5.2**            Continue implementation of the 20-year airport master plan including targeted infrastructure and operations.

*Staff Response:* The 2009 Airport Master Plan was adopted by Council in 2011.



## 2011 General Plan Committee Community Development

**Date:** Wednesday, February 8, 2012

**To:** Councilman Steve Blair, Brad Devries, Dave Fisher, Glenn Gooding, Miriam Haubrich, Councilman Chris Kuknyo, Terry Marshall, Zena Mitchell, Roxanne Nielsen, David Quinn, Elisabeth Ruffner, George Sheats and Gary Worob

**From:** Tom Guice, Community Development Director *TG*  
George Worley, Planning Manager  
Ryan Smith, Community Planner *RS*

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### Staff Memo Draft Land Use Element - Suggested Changes

*Item # IV. 3.*

#### **PURPOSE:**

To discuss updates to the Land Use Element and address suggested changes by staff. After reading the draft individually prior to the meeting, be prepared to discuss any requested changes to the text, goals and strategies.

#### **CHANGES MADE:**

Initial suggested edits have been made the text, goals and strategies to create a more useable, implementable and sensible document. Numerical and historical information has been updated to the present. Some figures were eliminated with information added to the text language. Other figures were no longer valid. Text has been reworded and updated for clarification and consistency of information. Text, goals and strategies were modified or deleted to reflect City activities and directives that are currently mandated by other documents or agencies.

The Housing section has been modified to reflect the market slowdown. The section on the Earnest A. Love Field has been enhanced to increase awareness of the airport. To see detailed changes, please refer to the 2003 General Plan Land Use Element for a comparison.

## 5.0 LAND USE ELEMENT

### 5.1 INTRODUCTION

The purpose of this element is to identify the distribution of land uses within the city, define those areas suitable for each type of development, and serve as a policy guide for the City's future development regarding annexations, zoning decisions, subdivision review and changes in land use.

#### 5.1.1 Population Forecast

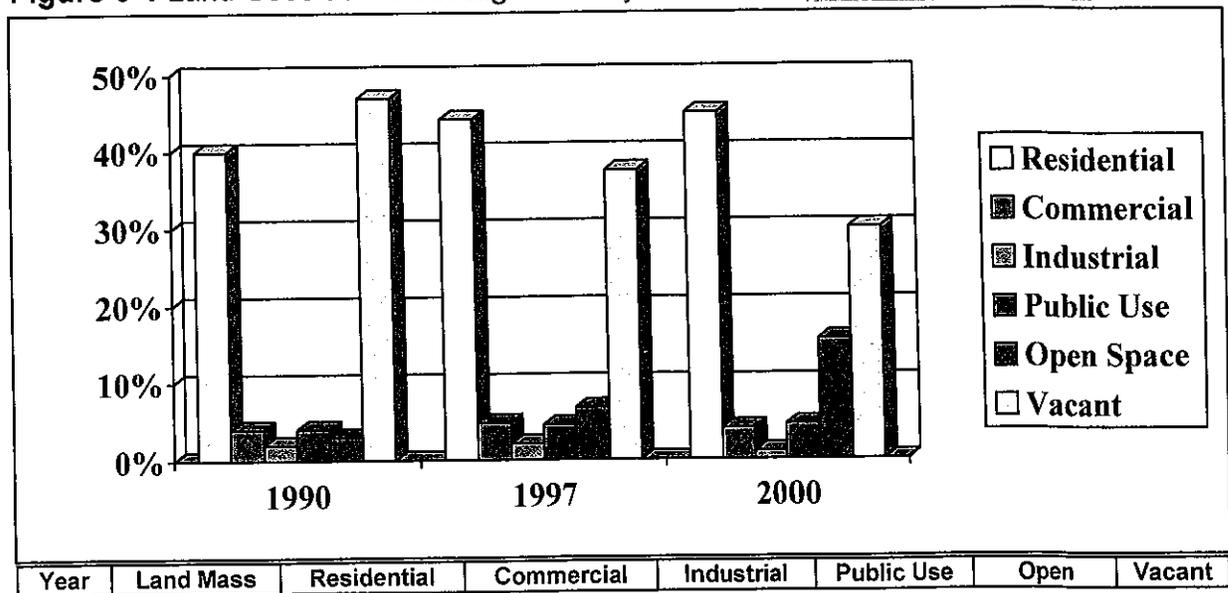
For general planning purposes, the 2010 Census and a projected annual growth rate of 2% is used herein to project a population of approximately 50,500 in 2022. The Prescott General Plan is based on this over its 10-year projected planning period. It should be noted that the annual average growth rate from 2000 to 2010 in Prescott was 1.74%. Because this is significantly lower than the previous three decades, an estimated growth rate 2% is assumed. Changes in development patterns or economic factors will change this estimate.

Prescott is affected by growth trends and development patterns of neighboring communities and unincorporated areas of Yavapai County. Using a growth rate of 2%, the region's total population could reach 320,000 by the year 2020. Prescott's proportional percentage of the regional population is declining, from 25% in 1990 to 20% in 2000, and is anticipated to be approximately 17.5% by the year 2020.

#### 5.1.2 Prescott's land use base

Prescott has typical land-use types such as residential, commercial and industrial areas. Also, there is a traditional downtown, historic districts, lakes and an airport. Prescott's Land Development Code (LDC) encourages mixed use areas, which combine commercial and residential uses. There are transitional areas within the City where the land use character is changing due to new development or redevelopment of existing buildings being adapted for different uses.

Figure 5-1 Land Uses as Percentages of City Land Mass update to 2011 - GIS



						Space	
1990	32 sq. mi.	40 %	4 %	2 %	4 %	3 %	47 %
1997	35.6 sq. mi.	44.2 %	4.8 %	2.1 %	4.5 %	6.7 %	37.5 %
2002	38.4 sq. mi.	45 %	4 %	1 %	4.5 %	15.5 %	30 %

### 5.1.3 Annexation

Through annexation, Prescott's land area has steadily risen from 4.0 square miles in 1950 to 41.5 square miles in 2012. A City annexation policy was adopted in 1994 with the objective to "utilize annexation as a means to help insure cost-effective and orderly service delivery, provide for a balance of land uses and tax base, protect against undesirable development adjoining the City and plan for the long term interests of Prescott." To increase revenue to be generated to the City, the policy establishes priorities to balance land use to include residential with the main objective to annex "property with actual or potential commercial or industrial uses".

The City has a boundary agreement with the Town of Prescott Valley establishing Prescott's eastern growth boundary near the airport. The Airport Specific Area Plan is the basis for growth management in the airport area and has been adopted by both the Town of Prescott Valley and Yavapai County. These agreements have set the stage for annexations east and south of the Prescott airport. However, large annexations seem unlikely in the coming years due to economic constraints and the availability of large undeveloped areas already within the City.

A Pre-annexation Development Agreement exists allocating water to properties in the west airport area by virtue of a water settlement agreement. Annexation of these areas would not be needed to obtain water service. However, if annexation were to occur, a rezoning may be requested to reflect the General Plan Land Use Map designation of medium-high density residential and commercial uses. The County's current zoning designation is low density residential.

### 5.1.4 Planning Documents

Special purpose plans address specific concerns in unusual areas. *Specific Area Plans* have been prepared for large developing areas within the City. *Neighborhood Plans* are generally prepared for transitional subdivisions with special concerns. These plans are undertaken with broad citizen and property owner participation. They designate desired land uses and their locations within the plan boundaries. The plans establish major transportation corridors, alternative transportation routes and identify open space or other significant environmental features, such as petroglyphs, which should be preserved or protected. Upon adoption of area, neighborhood and specialized plans, participating property owners and residents will have a better understanding of the types of development likely to be supported and approved by the City. Residents may also have greater understanding of required screening and buffering between dissimilar uses, and how concerns regarding traffic, noise, light or visual impacts of development are addressed. The City has completed and adopted three specific area plans, six neighborhood plans and several special purpose plans.

The three area plans are as follows: the *Prescott East Area Plan* (PEAP) covers an eleven square mile area situated between State Roads 89 and 69; the *Willow Lake South Area Plan* (WLSAP) addresses approximately 3,850 acres south of Willow Lake road and west of SR 89 including the Prescott Lakes master planned community; and the *Airport Specific Area Plan* (ASAP), which designates appropriate land uses near the

airport and addresses airport land use protection. *Specific Area Plans* represent the best opportunity to effectively integrate and achieve the city's goals of balancing land uses, promoting a diversity of residential choices and preserving significant open space. Once a plan is adopted, the appropriate zoning and development standards should be put into place through owner-initiated rezoning and infrastructure improvements to assure that development occurs in conformance with the adopted plans. The General Plan supports the creation of additional specific area plans for any remaining large undeveloped/unplanned areas, any large tracts coming under re-development pressures, and any newly annexed undeveloped lands.

Neighborhood Plans address specific neighborhood concerns such as traffic impacts, pedestrian amenities, crime rates, park safety, and property maintenance in addition to land use and circulation issues. A neighborhood plan approach can be used to establish the direction of future development and/or redevelopment in neighborhoods. Successes of previous neighborhood plans include addressing traffic concerns, creating historic districts, establishing pedestrian bridges over low water crossings, adding traffic lights and addressing the conversion of single-family homes into four-plexes which are out of character with existing neighborhoods. Continued use of this process will improve public participation and will help to integrate in-fill development sensitive to the character of our neighborhoods.

Specialized plans focus on particular concerns or purposes which overarch geographic areas of the city and/or affect multiple zoning districts. The Willow Creek Corridor Plan supports access controls, zoning changes, setbacks, buffering and landscaping requirements. The Downtown Specific Area Action Plan outlines a number of strategies designed to ensure the continued viability of the downtown as a mixed use, business, retail, government, and cultural center. The Historic Preservation Master plan, adopted in 1998, is a guide for the identification, protection and management of historic resources throughout the city. The 2008 City of Prescott Open Space Master Plan, was adopted in 2009 and provides "direction and guidance in protecting and preserving open space in and around the City." These plans often affect land uses and they are considered in development and re-development activities.

## **5.2 NEIGHBORHOODS AND HOUSING BALANCE**

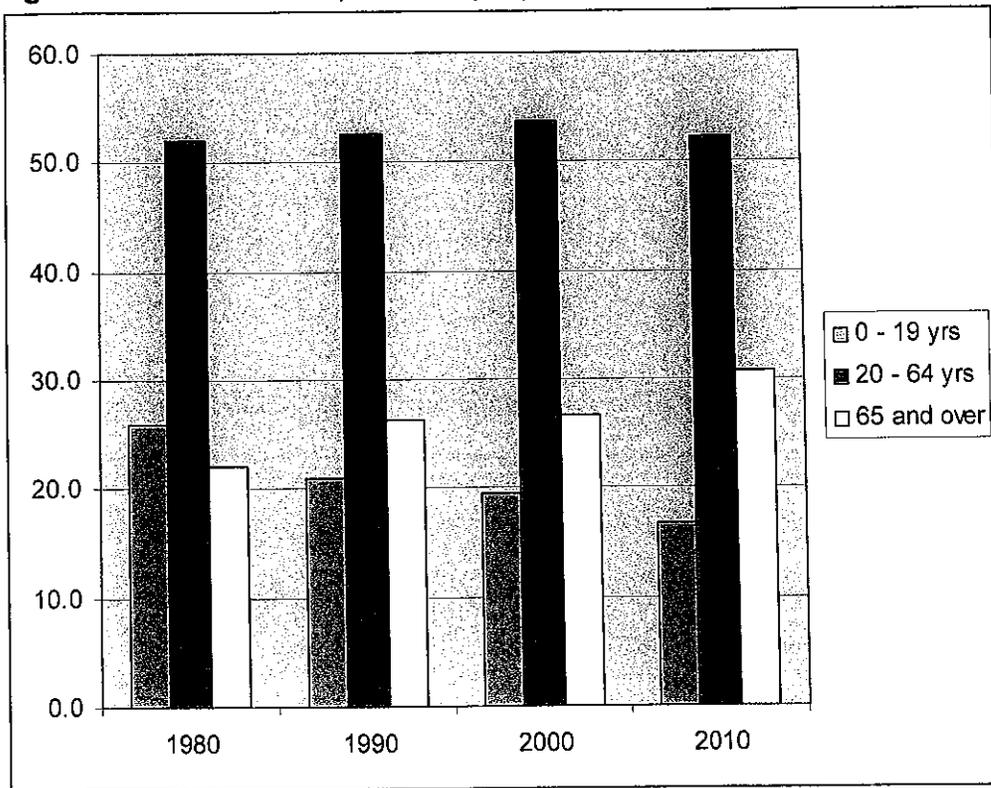
Prescott has a variety of mixed-use and historic neighborhoods, large-lot subdivisions, apartments, master-planned communities, clustered-housing, and gated communities. Many neighborhoods are completely built out with few opportunities for additional development. Other areas have vacant parcels, which may be suitable for infill development. Portions of some existing neighborhoods are transitioning from residential to commercial or from single-family to multi-family units. This often results in development conflicts. A neighborhood street can be overwhelmed if higher infill densities result in heavier traffic loads. Additional information on the topic of traffic may be found in the Circulation Element.

### **5.2.1 Generational and Lifestyle Diversity**

Prescott should accommodate all types of households such as single individuals, families with children, empty nesters, retirees and residents of all income levels. The demographic trends over the last three decades reveal the community to be moving away from this ideal. The median age is increasing and youth represent a decreasing proportional percentage of the population, while residents 65 and over represent an

increasing proportion, up from 27% in 2000 to 31% in 2010. The average number of persons per household continues to decline, from 2.1 in 2000 to 2.0 in 2010. In decline are the number of families actively raising children, while the percentage of people living alone is on the rise. However, the percentage of the population age 20 – 64 has held at just above 50%. These conditions are a result in part from the aging baby-boomer generation, as well as from large numbers of retirees who have relocated to Prescott. Another contributing factor to declining diversity was a growing lack of sufficient workforce housing options available in the community.

**Figure 5-2 Percent of Population by Age Group in Prescott**



These concerns are noted in the 1990, 1997 and 2003 General Plans. Providing for the housing needs of a balanced community has been and remains a particular challenge in Prescott. These needs require promoting the availability and maintenance of a variety of housing types, and encouraging sufficient numbers of housing units that are affordable to all income groups.

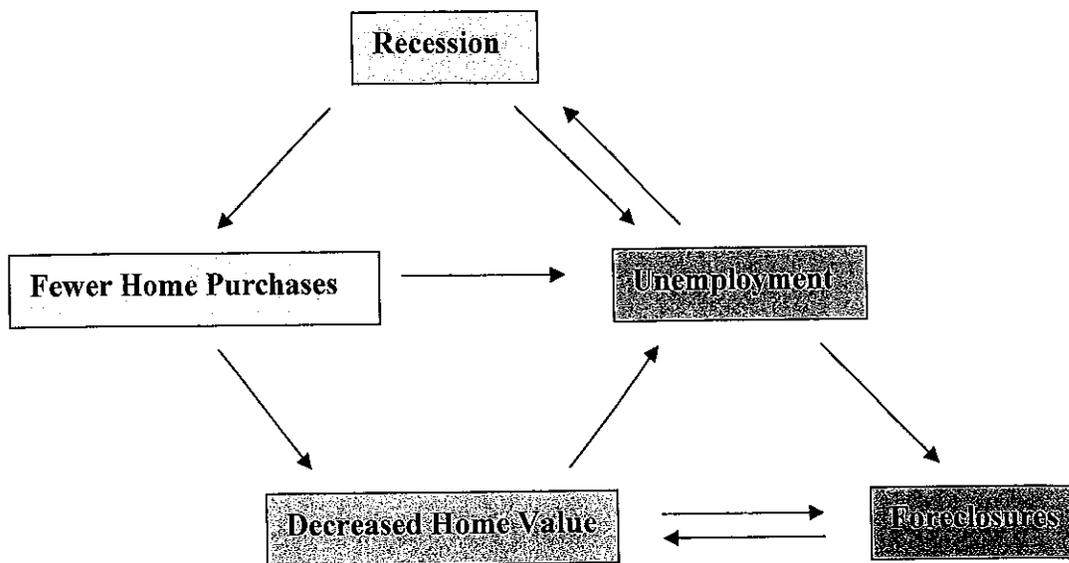
### 5.2.2 Housing Stock and the Economy

The last several decades have seen home buying as an investment strategy. Homes were bought as rentals, renovated for profit (a practice known as flipping) or simply held in the hope they would appreciate in value. This created an increased demand for new houses and caused property value to increase. Due to the economic slowdown in 2008, investment strategies in homes subsided. This in part led to unemployment in the construction and related industry, which deepened the recession.

Home owners cannot (or will not) sell their homes due to the loss in property value. If the mortgage amount is more than the value of the home, a homeowner would

essentially be locked into keeping the home. If a homeowner is not able to pay his mortgage, or is simply determined to move, he may cease payments on the mortgage - foreclosure being more profitable than selling a home at a loss. In 2011, foreclosed properties were the majority of homes being sought by home buyers due to their low buying price. This further perpetuated low property values. This situation resulted in a sudden drop in home value and an excess of unneeded vacant housing since homes had been built based on speculative market demand and not on actual need.

**Figure 5-3**



A 1996 Prescott Housing study showed that the total number of new housing units produced each year was equal to the total demand. However, the production of units within certain price ranges did not match the demand for units within those price ranges. The study identified a demand for units in the affordable to median income price range, which was 25% of the total demand. Almost no homes were offered in this price range. Subsequent studies indicate that those trends continued into the 2000s. The economic slowdown and subsequent correction in housing prices in 2008 began to alleviate this condition by making housing more affordable to medium and low income households.

The 2003 *Arizona Affordable Housing Profile* establishes the methodology to quantify both the supply and demand for affordable housing within each Arizona community. The profile provides that "affordable" means a monthly rent or mortgage payment which is 28% of household income or less. The study correlates the number of Prescott households within each income range with the number of available housing units affordable to families within that income range. The calculations were done for household incomes from less than \$5,000 to more than \$75,000 annually, and included wages as well as other types of incomes (e.g. pensions, investment income). This analysis establishes an "affordability gap" that existed in the community, derived by subtracting the total number of households within an income group from the number of market dwelling units priced at that range.

Homes tend to be more expensive in Prescott than in nearby communities. Based on the American Community Survey figures for 2010, the median housing value in Prescott

remains significantly higher than values in surrounding communities, and as compared with the state. Also, home owners and renters in Prescott are spending a greater portion of their income on housing as compared to the state average. The 2010 Census indicates that the median household income in Prescott is now \$41,497 with the largest concentration in the \$35,000 to \$50,000 range.

#### MEDIAN HOUSING VALUE OF OWNER-OCCUPIED UNITS

Housing Value	2000	2010	Percent Change
Prescott	162,700	284,200	75%
Yavapai County	138,000	217,400	58%
Arizona State	121,300	194,400	60%

\*Using the 3-yr American Community Survey

As we have seen in past years, Prescott has been a retirement destination. Currently, retirees are not able to retrieve sufficient value from their homes and may be waiting for the recession to subside before once again relocating to Prescott. Based on the 2010 Census number of vacant homes, average number of persons per home and a 2% per year population growth rate, Prescott has an estimated 5 year supply of vacant housing (Prescott area realtors believe this figure is less than 5 years). Prescott's new housing construction rate may be expected to remain relatively stagnant for those years while the population catches up to the supply of homes.

#### 5.2.3 Effects of Zoning

Zoning is a method of separating uses according to the impacts they cause. Generally, zoning is used to separate industrial, commercial and residential uses under the assumption that these use categories are incompatible with one another. Traditional zoning will control of development intensity through parameters such as floor-area ratio, dwellings per acre, setbacks, parking ratios and traffic line of sight.

Rezoning applications to increase density will allow more homes per acre, and is often met with opposition from neighboring residents. Decreased density encourages sprawl and discourages sustainable compact development such as high density single-family subdivisions, clustered homes, manufactured homes or multi-family housing. There is a diminishing supply of developable land zoned for these housing types, which are often more affordable to moderate and low income households. Planned Area Development (PAD) provisions of the Land Development Code encourage the production of townhouse, clustered and patio lot housing units, however, relatively few of these housing types are available in Prescott. Solutions to sprawl, housing affordability and workforce housing will require a change in zoning in most areas to allow the addition of high density housing choices.

Form based codes may be introduced as an alternative to traditional zoning. As defined by the Form-Based Codes Institute, form-based codes foster predictable built results and a high-quality public realm by using physical form, rather than separation of uses, as the organizing principle of land use. Simply put, form based codes do not regulate uses, but instead focus on appearance and impact (form) of a project. Traditional neighborhood design is a good is a good example of a form where commercial and residential uses are combined to promote walkability and functionality.

Form-based codes address the relationship between building facades and the public realm (people). Standards regarding form include the mass of buildings in relation to one another, the scale of projects and types of streets & blocks. The regulations and standards in form-based codes are presented in both words, clearly drawn diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form, scale and character of development, rather than only distinguishing between land-use types.

This approach contrasts with the conventional zoning focus on management and segregation of land uses which will neglect an integrated built form. Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory. They are drafted to implement a community plan by achieving a community vision based on traditional forms of urbanism.

Redevelopment Districts may be recommended in certain areas such as the 6th street industrial area and in other areas that may be in need. A redevelopment district is a way to build on an area's accomplishments, assets and spells out what is needed to succeed in the future. It also addresses the limitations and challenges of an area with a goal of engineering buildings that insure continued livability, vitality and contribute to a memorable city identity. Form based codes maybe of use in areas where traditional zoning is in conflict with established uses particularly in a redevelopment scenario.

Sustainability in the form of multi-use walkable neighborhoods should be encouraged in any new development and redevelopment project. Alternatives to sprawl may include form based codes to design great neighborhoods.

#### **5.2.4 Balanced housing opportunities**

Achieving a mix of housing types and housing prices sufficient to meet the housing needs of all Prescott residents will require a multi-faceted approach. The creation of a housing master plan, to outline both housing needs and detailed action steps to address those needs, would help establish and maintain an appropriate balance.

New home construction will be necessary in the future. The market has corrected itself in recent years, which will assist moderate and low income households in buying into housing that already exists. However, marginal income households are still not able to buy in to the housing market. Production strategies may be needed such as developer incentives to increase the supply of housing affordable to households at or below the median income.

Creation of better paying jobs in the community will raise average household income and permit households to access a greater range of housing choices. Various strategies to promote higher density development and more compact forms will be needed. The rehabilitation, restoration and preservation of existing housing stock will support a greater diversity of housing options, price ranges, maintain the quality of housing stock, and maximize existing infrastructure investments.

#### **5.2.5 Neighborhoods Goals and Strategies**

**Goal 1.** Maintain the integrity and character of existing neighborhoods.

- Strategy 1.1** Prepare specific area plans, neighborhood plans and/or special purpose plans with the involvement of residents and property owners to guide future development and re-development within or adjacent to existing neighborhoods.
- Strategy 1.2** Define areas where zoning overlay districts, including Historic Preservation Districts, or other tools for specific neighborhood protection are appropriate.
- Strategy 1.3** Encourage in-fill development/ re-development at densities compatible with the established neighborhood character and infrastructure.
- Goal 2.** Manage and guide future development in neighborhoods in a manner sensitive to topography, ridgeline or view-shed protection, protection of open space and other natural features.
- Strategy 2.1** Promote preservation of steep slopes by clustering residential development on flatter terrain.
- Strategy 2.2** Restore vegetation where cut and fill sites occur to minimize scarring and control erosion to protect the site and adjoining properties.
- Strategy 2.3** Encourage developers to use the Planned Area Development design option to preserve natural features and provide buffers and open spaces in new subdivisions.
- Goal 3.** Assure adequate vehicular and pedestrian access and connectivity within and between residential neighborhoods and adjoining commercial areas by promoting street interconnectivity, particularly minor collector streets.
- Strategy 3.1** Design streets to meet the needs of emergency vehicles in a neighborhood friendly way while allowing safe on-street parking.
- Goal 4.** Promote a balanced community with a diversity of neighborhoods and residential types and prices.
- Strategy 4.1** Investigate opportunities for public/private partnerships which can help to create housing for a balanced community. Such partnerships might include:
- joint ventures
  - dedications of city owned property for housing projects
  - city sponsorship of funding applications (e.g. CDBG grants)
  - coordination between private property owners, developers and non-profit organizations seeking to develop in-fill or rehabilitation of existing building to meet housing needs

- Strategy 4.2** Provide regulatory incentives, as appropriate, to reduce production costs and promote production of more housing affordable to families at or below the median income. Consider implementation of regulatory incentives such as:
- density bonuses
  - greater flexibility in placement of quality manufactured housing
  - reduction in parking requirements where appropriate
  - increased allowable building footprint and/or decreased set back requirements
  - reduced off site improvements, where appropriate
- Strategy 4.3** Consider implementation of procedural incentives to stimulate production of more moderately priced housing such as:
- streamlined review and approval processing for developments which provide a minimum number of units affordable to buyers at or below the median income
  - priority development review where possible.
  - limits on number of area meetings or other development review processes
  - expedited general plan amendment application reviews
- Strategy 4.4** Consider implementation of program incentives to stimulate production of more moderately priced housing. Such incentives might include:
- higher priority for water allocation
  - water allocation priority given to new developments that target 10-20% of units affordable to people at median income
  - waiver of certain fees for restoration of historic structures, including adaptive re-use projects.
- Strategy 4.5** Consult with developers and builders about housing needs in the community as well as the possible incentive options available to assist them in lowering production costs and thereby provide housing affordable to targeted income groups.
- Goal 5.** Prepare a Housing Master Plan for the City of Prescott to include a needs assessment and to address at a minimum, housing availability and variety (number of units, types of units, size of units, etc); housing quality (sanitation, safety and amenities); and housing affordability.
- Strategy 5.1** Conduct a new Prescott Housing Needs Assessment and regularly update it to keep an accurate inventory of both housing needs and housing availability by unit price and income level affordability.

- Strategy 5.2** Work with non-profits and builders to proactively identify and plan sites suitable for development of affordable housing (specific area plans in undeveloped areas, plans for newly annexed areas, neighborhood plans).
- Strategy 5.3** Promote preservation, restoration and rehabilitation of existing housing stock which contributes to greater diversity of housing options (including price ranges) and which maximizes existing infrastructure investment.
- Goal 6.** Encourage more compact development, quality in-fill development and higher density development as a means to provide lower cost housing, maximize use of existing infrastructure or improve infrastructure as necessary, and promote longevity of established neighborhoods.
- Strategy 6.1** Investigate the feasibility of reducing permit fees for compact development forms as incentives to encourage production of more affordable housing. Consider application of these incentives to:
- in-fill development
  - mixed use developments
  - smaller lot size subdivisions
  - multi-family development
  - manufactured housing
- Strategy 6.2** Promote the development of multi-family and other compact residential development in suitably zoned districts through use of Planned Area Developments, water allocations and other appropriate means.
- Strategy 6.3** Promote greater public understanding of positive aspects of higher density, more compact development forms including mixed use neighborhoods, multi-family housing, cluster housing, and manufactured homes.
- Strategy 6.4** Investigate methods to encourage affordable housing in areas appropriate for in-fill development.
- Strategy 6.5** Support rental accessory dwellings where permitted in zoning districts and neighborhood plans.
- Goal 7.** Explore alternatives to traditional zoning to permit flexibility and to provide performance criteria encouraging sustainable communities and walkable neighborhoods.

### **Strategy 7.1**

Explore Form based codes as a stand alone zoning district or as a separate allowable alternative development option to an existing zoning district.

## **5.3 HISTORIC NEIGHBORHOODS**

Prescott's first neighborhoods are rich with different architectural styles, historic landscaping and structures significant to Prescott's heritage. These attributes define neighborhood character. Preservation with sensitivity to private property rights are important in maintaining the historic character of these resources. The first subdivisions were designed with traditional small lots in a grid pattern. These are the characteristics that also define walkable and sustainable neighborhood design.

Infill and restoration of these areas can provide medium density residential opportunities close to work and services in the downtown area. Later subdivisions on the fringes of the city core were also platted with small lots. In some areas, opportunities for moderately affordable housing exist in these neighborhoods and should be protected to help meet the housing needs of a balanced community.

The creation of a designated Historic Preservation Overlay District from the city will protect property values. An overlay district is not zoning, however, it creates a layer of design review to protect the visual integrity of an historic home. Requests must be made by 51% or more of the affected property owners to create an overlay district, and must be approved by the City Council.

### **5.3.1 Historic Neighborhoods Goals and Strategies**

**Goal 1.** Promote preservation and rehabilitation of historic buildings, landscapes and neighborhoods in a manner sensitive to property owners and in accordance with the Historic Preservation Master Plan, where applicable.

**Strategy 1.1** Identify historic resources and promote understanding of their significance.

**Strategy 1.2** Support through appropriate processes, minor deviations from the codes which allow preservation, restoration, rehabilitation and expansion of historic buildings and landscapes to improve their longevity.

**Strategy 1.3** Encourage adaptive re-use of historic buildings where their original use is no longer appropriate for the neighborhood.

**Goal 2.** Assist property owners, public and private, in the use of national, state and local regulatory mechanisms for the protection of property values and for benefits available to owners of historic properties.

**Strategy 2.1** Produce and distribute information packages detailing National Register listing advantages:

- state historic property tax reductions for residential property

- state historic property tax benefits for restoration of income producing properties
- tax incentive programs under federal law for renovation of income producing property

### **Strategy 2.2**

Produce and distribute information detailing the advantages of listing in a Local Historic Preservation District:

- protection of historic integrity of the property and/or neighborhood property values
- availability of state and federal funding under the Certified Local Government Program for improvements.
- Preservation Commission and staff recommendations and advice on renovation and new construction per adopted guidelines

## **5.4 TRANSITION AREAS AND AREAS OF SPECIAL STUDY**

As the community grows, land uses in some areas evolve to new uses and come under development or redevelopment pressures. These transitioning areas are often the locations where significant land-use conflicts occur. Some transitions are from single - family residential to multi-family, while other transitions are from residential uses to commercial uses. Although much less common, it is also possible for commercial use areas to transition to residential uses.

Consequences may result such as heavier traffic loads, too many driveway cuts, or inadequate intersection stacking distances. These can add to traffic management problems and impede connectivity as well as emergency access. Without a plan to meet a transition area's land use and circulation needs, opportunities to advance community goals can be lost.

There are several areas within the community that are in transition to a different land use pattern. Examples of such transition areas include:

- Gail Gardner corridor
- Willow Creek corridor
- Hospital/YMCA area
- Fair Street and Hillside Avenue area
- Whipple/Montezuma corridor
- Grove/Miller Valley streets, particularly from Prescott College vicinity to Fair Street/Hillside Avenue

Other areas undergoing transition represent opportunities for large scale intense regional economic development and may be targeted for special study. Examples of these special focus and/or transition areas are:

- Highway 69 corridor
- Prescott Lakes Parkway
- Highway 89 corridor from the 69/89 intersection to the 89/Willow Lake Road intersection, primarily on the northwest side of the highway
- Highway 89A corridor
- Willow Creek Road corridor

- Embry-Riddle Aeronautical University property on Willow Creek Road
- Airport business park and industrial area
- The Ponderosa Plaza area (Village at the Boulders)

Proactive land-use planning for all these areas is essential to mitigate potential adverse impacts on existing residential areas, maintain good circulation, connectivity and access, ensure adequate buffering of adjacent land uses and plan for future infrastructure needs.

#### **5.4.1 Transition and Special Study Areas Goals and Strategies**

**Goal 1.** Establish new transition and special study areas in cooperation with property owners, residents and businesses to promote traffic safety .

**Strategy 1.1** Incorporate traffic impact analysis and studies to ensure that existing roadways can accommodate impacts of new uses.

**Strategy 1.2** Take advantage of redevelopment opportunities to improve the connectivity and access of transitioning neighborhoods.

**Goal 2.** Involve the residents and property owners of the area in the planning process and policy development for their area.

**Strategy 2.1** Encourage the use of development agreements to address unique circumstances, such as traffic safety and residential buffering, which arise out of Neighborhood Plans.

**Strategy 2.2** Encourage the use of historic preservation overlay districts where appropriate.

**Goal 3.** Analyze transition and special study areas for their potential in helping to meet community challenges such as economic development, housing needs, historic and open-space preservation and traffic connectivity.

**Strategy 3.1** Develop incentives, and modified development standards to better direct appropriate land uses in transition and special study areas while protecting nearby residential uses.

**Goal 4.** Support flexibility in setbacks, site coverage and height in return for acceptable development design, which maintains the character of transitioning areas, but also furthers implementation of neighborhood and land-use plans for the area.

**Strategy 4.1** Initiate proactive rezoning, as appropriate, to support the character, goals and uses identified in specific area plans or neighborhood plans adopted for transition areas.

**Strategy 4.2**

Encourage infill development in these areas while protecting the existing neighborhood.

**5.5 DOWNTOWN**

Since Robert Groom first surveyed Prescott in 1863, the Plaza and downtown have been set aside as a governmental, commercial and public gathering place. Prescott has successfully retained its historic identity. The Courthouse Plaza and the surrounding downtown contribute more to the heritage, early west traditions and character of Prescott than any other area in the City. The layout of the downtown and the various building styles provide insight to what life was like at the turn of the 20<sup>th</sup> century for the early residents of Arizona's Territorial Capital.

The downtown, with its historic buildings, mixed commercial and residential uses, pedestrian orientation, street trees and small-town flavor is recognized as the heart of the community. The Courthouse Plaza and downtown area are the focal point of the community and the most visible symbol of Prescott and it's character. Elements that make up this character include zero setbacks, walkable streets, mature trees, lawn areas, human scale architecture and building size, as well as the open space of the Plaza with it's mature landscaping, gazebo, fountain and statuary.

Downtown accounts for more than 11.5% of the City's sales tax base. It remains the major visitor attraction for Prescott supporting vibrant tourist and retail uses featuring arts, entertainment, hotels, restaurants, coffee shops, bookstores and museums. The downtown supports an important historic residential area as well as continuing uses for Federal, County and City government.

The Downtown vision is the preservation of its physical, historic and visitor-friendly attributes so it may continue to be a major economic force and tourist draw for the city. The Downtown Specific Area Action Plan (adopted by the City in May 1997) goals and policies are reinforced here.

**5.5.1 Downtown Land Use Goals and Strategies**

**Goal 1.** Enhance public-private partnerships within the downtown.

**Strategy 1.1** Develop a cooperative oversight process which assists with downtown area projects in a manner sensitive to the overall character of downtown as provided for in the Downtown Master Plan.

**Strategy 1.2** Continue the City's participation with all organizations which focus on the downtown to facilitate and coordinate public and private downtown projects.

**Strategy 1.3** Continue to support downtown businesses and organizations in promoting and organizing events in the downtown.

**Goal 2.** Preserve the identity and image of downtown as a historic government, business, cultural and residential center by expanding cultural and leisure

facilities and activities, and maintaining a mix of uses for the benefit of both visitors and residents.

- Strategy 2.1**            Maintain and encourage an expansion of the mix of commercial and residential uses in the downtown.
- Strategy 2.2**            Create and maintain a system of pedestrian ways radiating from the Courthouse Plaza and linking significant cultural assets and arts venues.
- Strategy 2.3**            Maintain municipal government services and facilities in the downtown.

**Goal 3.**            Preserve and enhance historic downtown assets.

- Strategy 3.1**            Implement a policy to maintain downtown infrastructure and amenities.
- Strategy 3.2**            Emphasize adaptive re-use of historic buildings, including those outside of established preservation districts, to encourage their maintenance and preservation.
- Strategy 3.3**            Review and update the Downtown Specific Area Action Plan, the Prescott Historic Preservation Master Plan and the Courthouse Plaza Historic Preservation District regularly to maintain their usefulness and relevance.

**Goal 4.**            Create and maintain safe multi-use open space areas within downtown.

- Strategy 4.1**            Develop and implement a landscaping ordinance to inventory, protect, restore and expand the number of street trees and other landscaping in the public right-of-way in the downtown area.
- Strategy 4.2**            Improve and maintain pedestrian amenities including lighting, benches, landscaping and trash receptacles.

## **5.6 BUSINESS, COMMERCIAL AND INDUSTRIAL LAND USES**

Business, commercial and industrial development opportunities produce better employment opportunities and higher income for city residents. However, successful income producing strategies are not based only on the quantity of these areas, but rather having the right size business ventures in the right location with available infrastructure and energy.

Currently, the largest areas set aside for industrial uses are in the vicinity of the airport and in the Sundog Ranch/Industrial Way area. Smaller industrial areas are located in Sandretto Hills and the Sixth Street area north of Sheldon St. Additional commercial and industrial areas may be created through annexation. It is important to expand opportunities for commercial, industrial and business uses in order to attract higher paying jobs and to maintain Prescott competitive in the regional marketplace. A

balanced income producing area will have a mix of housing opportunities and ensure that future site development is carefully managed to mitigate negative impacts.

Sources of Aggregate (per SB 1598) in the City of Prescott include sand and gravel mined from Granite Creek south of the airport used in the manufacture of concrete.

### **5.6.1 Prescott Municipal Airport, Earnest A. Love Field**

Land near the airport is in a zoning district designated for manufacturing and industrial uses as well as other commercial activity. Airport land-use protection must be addressed to assure the continued economic vitality of the airport. Residential subdivisions are south and east of the airport. Additional subdivisions, both within the City and in unincorporated areas, are possible near the airport. These issues raise the need for regional cooperation to address airport land use, airport noise and other concerns to ensure that further residential or other incompatible land use infringement on the airport does not occur.

The airport is a major transportation and economic asset to Prescott and the surrounding areas, and is owned and operated by the City of Prescott. The airport is a key for economic growth and can be further developed in this regard by enhancing air transportation for the region. The 2009 Airport Master Plan, adopted by Council in 2011, provides a 20 year plan for quality facilities and services to accommodate the needs of many different aviation interests such as flight-training schools, airlines, airport dependent businesses, general aviation uses, repair shops, fuel services and recreational and governmental uses.

To attract relocating and expanding businesses, transportation is needed to deliver people and goods. Given the distant access to the Interstate Highway system, the role of the airport as a transportation hub becomes apparent. The airport has the means and capability to attract regional air carriers, air cargo and aviation related businesses. The town limits of Chino Valley and Prescott Valley are very close to the airport. Coordination is needed with these municipalities and Yavapai County to pro-actively develop the airport to serve the needs of the region. Implementation of the Airport Master Plan with additional intergovernmental cooperation will enhance the future economic benefit of the airport to the City and surrounding areas.

The Airport Master Plan, the Airport Business Plan and the 2001 Airport Specific Area Plan (ASAP) have each been adopted to address Airport land-use protection and to assure the continued economic vitality of the airport. It is recommended that the Land Development Code and ASAP be amended to reflect FAA guidelines reflected in the current Airport Master Plan to ensure the future viability of the airport and surrounding airspace. Furthermore it is recommended that the Airport Business Plan be updated to assure the continued vitality of the airport as an economic engine.

### **5.6.2 Business, Commercial and Industrial Land Use Goals and Strategies**

**Goal 1.** Improve the city's income base by ensuring the availability of business sites.

**Strategy 1.1** Designate additional commercial and industrial use areas within Prescott in areas suitable for infill development.

- Strategy 1.2** Continue to proactively annex land appropriate for a beneficial mix of residential, commercial and industrial development.
- Strategy 1.3** Maintain policies to utilize both incentives and flexible development standards to encourage expansion and retention of targeted business and industry and to establish, relocate or expand major commercial and industrial employers.
- Strategy 1.4** Support a balanced variety of commercial centers in Prescott, both existing and new, including some sites small enough to be affordable to smaller local firms and Village Center concepts to encourage a mix of residential and light business uses.
- Goal 2.** Increase the ratio of land for commercial and industrial uses to protect and enhance the city's tax base.
- Strategy 2.1** Encourage higher percentages of commercial and industrial land uses within the city through the implementation of adopted Specific Area Plans.
- Strategy 2.2** Encourage the creation and implementation of Specific Area Plans to guide the development of areas where such plans do not already exist.
- Goal 3.** Facilitate location of major commercial development along major road corridors when such uses achieve targeted city economic development goals, provided that historic preservation, open space requirements and environmental and quality of life issues are carefully considered and protected.
- Strategy 3.1** Ensure appropriate access and circulation are planned for business/commercial sites.
- Strategy 3.2** Locate new connector road alignments to facilitate access for business and commercial purposes in a cost-effective manner.
- Strategy 3.3** Ensure adequate buffers and screening for adjacent existing neighborhoods when siting commercial uses, especially major commercial centers.
- Strategy 3.4** Allow flexible screening and buffering options that adequately mitigate noise, light or other negative impacts, where appropriate.
- Goal 4.** Increase available sites with appropriate commercial land uses and zoning.

- Strategy 4.1** Support business development consistent with the city's adopted Economic Development Incentive Policy.
  - Strategy 4.2** Annually review targeted business types and the effectiveness of incentive and recruitment activities.
  - Strategy 4.3** Encourage public/private partnerships to promote business activities within the city.
  - Strategy 4.4** Establish partnerships for business development and retention in a manner similar to the Prescott Downtown Partnership.
- Goal 5.** Apply compatible land uses within the airport influence area which permit continued responsible development and protect the viability and operation of the airport as a public use facility.
- Strategy 5.1** Protect the airport from encroachment of incompatible land uses through amendments to the LDC and ASAP to reflect FAA guidelines and enforcement of land use designations and policies, and zoning designations.
  - Strategy 5.2** Establish an airport area commercial/employment zoning district, which does not permit residential uses, to assure commercial land availability in close proximity to the airport.
  - Strategy 5.3** Update the Airport Business Plan to maintain economic vitality of airport operations and infrastructure.

## **5.7 THE LAND USE MAP**

### **5.7.1 Explanation of Land Use Designations**

To assist in guiding growth and development consistent with the community's vision, it is important to understand the intent of the different land use districts designated on the Land Use Map (LUM). The following definitions relate to the designations on the Land Use Map and should be used when interpreting the map uses. The residential land uses are characterized as a range of dwelling units per acre (DU/AC).

*Please Note that where Specific Area Plans exist and where their Land Use designations differ or conflict with the Land Uses indicated on the LUM, the Specific Area Plans shall be deemed the more specific and shall control.*

#### **Government/Institutional**

This designation denotes areas dedicated for public or semi-public uses which may include government centers, police and fire substations, schools, libraries, community centers, water plants, wastewater treatment plants, as well as college or university campuses and related uses and activities, including student dormitories. In general these areas are not intended for residential uses other than student housing.

**Recreation/Open Space**

This designation denotes areas that are to be precluded from development except for active and passive public recreational facilities or natural preserves. Open space areas are intended to be left in a natural state due to topographic, drainage, vegetative, and landform constraints or the need to provide buffers between incompatible land uses or to protect viewsheds.

**Agricultural/Ranching**

The Agricultural/Ranching designation denotes areas intended to remain in agricultural or ranching production over the long-term. However, these areas are anticipated to transition to other land uses over time. Agricultural/Ranching land may allow residential development of up to one dwelling unit per acre depending upon zoning classification. Public service demands are not anticipated to be as great as in residential designations. No commercial or industrial development is anticipated.

**Commercial/Recreation**

The Commercial/Recreation designation is intended to allow a mix of retail commercial uses, but with an emphasis on recreation related uses such as resorts, campgrounds, equestrian facilities, lodges, hotels/motels, RV parks, fishing camps and swimming pools. This category may also include civic and office uses. Residential uses are not anticipated with this designation.

**Mixed-Use**

Mixed-Use areas are generally located at an existing or anticipated circulation nexus and/or placed between higher intensity uses and adjoining residential land uses. The Mixed-Use designation is intended to be compatible with the surrounding area while providing a mix of commercial, employment, public and residential uses. It is anticipated that these areas will support neighborhood oriented commercial uses and may include master-planned and developed mixed communities intended to replicate the traditional downtown mixture of commercial and residential uses of all density categories. Residential uses are permitted, but subject to density and buffering standards set out by the overlying zoning districts.

**Commercial**

The Commercial designation denotes typical community or regional commercial uses. Intended uses include office, retail, service, civic, lodges, health related and other similar uses as permitted by the appropriate zoning designations. Residential uses of all density categories are permitted, but subject to density and buffering standards set out by the overlying zoning districts.

**Commercial/Employment**

The Commercial/Employment designation refers to areas where professional offices, tourism, recreation, service uses, warehousing, and light industrial uses are generally appropriate. This use requires appropriate buffering considerations from adjoining residential areas. The specific allowable uses are determined based upon the zoning of each particular site and will consider adjacent land uses, traffic impacts and the intensity of any proposed development. Residential uses are not anticipated in this designation.

**Industrial**

The Industrial designation is intended to include manufacturing, fabrication and processing of durable goods, wholesaling, warehousing, distributing, printing and publishing and freight terminals. This category may also include civic and office uses. Residential uses are not anticipated in this designation.

**Very Low Density Residential (<1 DU/AC)**

The Very Low Density Residential category is intended for large-lot single-family housing in a rural setting. Development in these areas will consist mainly of detached single-family homes on 2-acre minimum sized lots or larger. The basic character of development is rural, with most natural features of the land retained. Typically, keeping of horses or other livestock is permitted, possibly in association with pre-existing and ongoing farming or ranching. Public services demands are not as great as in higher density, more urban development. No commercial or industrial development is anticipated.

**Low-Medium Density Residential (1-7 DU/AC)**

The Low-Medium Density Residential category is intended for predominantly single-family detached residential development. Residential densities of up to seven dwelling units per acre are typical of this category. In general these areas are quiet residential single-family neighborhoods but in some areas a mix of single-family, duplexes and townhouses would also be appropriate. This designation may also include such supporting land uses as neighborhood shops and services, parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required. The Low-Medium Density Residential category would also allow residential development as described for the Very Low Density Residential category.

**Medium-High Density Residential (8-32 DU/AC)**

The Medium-High Density Residential category may include duplexes, manufactured and modular homes, apartments, town homes, and other forms of attached or detached housing on smaller lots. The density range for this category is 8 to 32 dwelling units per acre. This category may also include such supporting land uses as neighborhood shops and services, parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required. The Medium-High Density Residential category would also allow residential development as described for the Low-Medium Density and Very Low Density Residential categories.