



2011 GENERAL PLAN COMMITTEE

Community Development Department

Agenda

**2011 General Plan Committee
Regular Meeting
Wednesday, December 19, 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, December 19, 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	EX OFFICIO
Zena Mitchell	Len Scamardo, Councilman
Roxane Nielsen	Chris Kuknyo, Councilman
David Quinn	

III. Announcements

IV. Regular Items

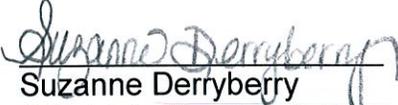
1. Consider approval of the minutes of the November 14 and December 12, 2012 meetings.
Minutes will be deferred to the next meeting.
2. Discussion of the General Plan Chapters 1-3.
3. Call to the public.

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 18, 2012 at 3:11 PM in accordance with the statement filed with the City Clerk's Office.


Suzanne Derryberry
Administrative Specialist

THE PRESCOTT GENERAL PLAN

1.0 INTRODUCTION

The General Plan does not have the effect of law. Simply stated the General Plan is an expression of a community's preferred future. It is a road map describing the destination and the paths to be taken to reach it. The General Plan is made up of elements, but each element of the Plan interacts with every other element in the Plan. In more practical terms the General Plan is the guide for land use decisions in the City. Rezoning and new development proposals must be consistent with and conform to the adopted General Plan.

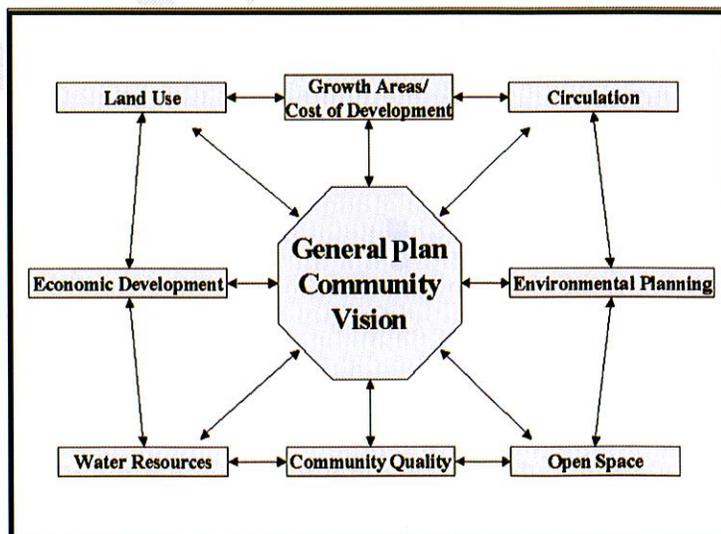
The City of Prescott General Plan complies with the "Growing Smarter/Growing Smarter Plus" legislation adopted by the state in 1998 and amended in 2000 and 2002 (A.R.S. 9-461.05 *et sequentia*). The following Elements are required by Growing Smarter:

- A LAND USE ELEMENT
- A CIRCULATION ELEMENT
- AN OPEN SPACE ELEMENT
- A GROWTH AREA ELEMENT
- AN ENVIRONMENTAL PLANNING ELEMENT
- A COST OF DEVELOPMENT ELEMENT (*has been combined with Growth Area Element*)
- A WATER RESOURCE ELEMENT

In addition to the required elements, this General Plan includes the following voluntary elements:

- AN ECONOMIC DEVELOPMENT ELEMENT
- A COMMUNITY QUALITY ELEMENT

All Elements of this plan, required and voluntary, interact and relate to each other to comprehensively address the challenges Prescott faces.



1.1 Public Participation

The Growing Smarter legislation requires that a Public Participation Plan be created and adopted by municipalities adopting or updating their General Plans. The Prescott City Council set procedures ensuring the broad dissemination of plan element proposals and alternatives by adopting a Public Participation Plan in 2011. This emphasized the opportunity for the public to provide verbal and written comments and set the stage for public meetings during the process, plus the required Public Hearings during the Planning and Zoning Commission and City Council reviews. Public meetings were held during the update process, as well as TV, radio and newspaper coverage. Information was published on the City Web Site with a public input survey that returned more than 180 questionnaires. Questions such as overall quality of life, housing type preferences, preferred types of commercial development, shopping and services availability, transit preferences and similar questions were asked.

To begin the update process, the City Council created the General Plan Update Committee. This 13 member citizen committee was made up of 11 interested and active local citizens to guide the participation process and to ensure maximum public involvement in the writing of the plan. There were also 2 non-voting Council members to provide background information and report progress to the City Council. The Committee held numerous advertised public participation meetings throughout the plan drafting process. Each public response and suggestion was reviewed and considered by the Committee for integration into the draft plan.

1.2 Elements

Following is a brief discussion of each of the Elements included in the update of the General Plan. Where possible the 2003 General Plan elements were revised and updated with new information.

Land Use. This element reflects the general distribution and extent of residential, business, industrial, recreation, open space and other land use categories. A map indicating the general locations of established uses accompanies this element. Allowable densities and intensities are described for each land use category. This element also sets out the goals and strategies promoting in-fill development and other compact development patterns. In addition this element addresses air quality issues and access to alternative energy in the general land use categories. This element also contains goals and strategies to maintain and enhance a broad variety of land uses throughout the City.

Growth Areas & Cost of Development. This element identifies the areas suitable for infrastructure expansion, multi-modal transportation and other improvements intended to support a variety of land uses, including recreational opportunities and tourism. This element contains goals and strategies to make circulation more efficient and economical in these growth areas to conserve natural resources and to require the sustainability of development activity with the construction of appropriate public and private infrastructure. Specific Area Plans, adopted from time to time, provide more specific planning for development in some of the areas addressed in this element.

This element also addresses the goals and strategies the city has, or will need to have, to assure that development pays its fair share of public service and infrastructure needs. A reasonable tax and fee structure to support the provision of essential city services is fundamental. This element identifies the mechanisms established or recommended to be established to collect such fees, including impact fees, special taxing districts, development

fees, and installation and dedication of required infrastructure improvements. Goals are included to ensure that such fees reasonably allocate the costs of services to the development.

Circulation. This element addresses transportation circulation routes. It discusses the location and extent of existing and proposed streets and highways, as well as bicycle routes, pedestrian ways and public transit issues. This element contains maps displaying the existing and proposed streets and circulation routes and alternative transportation routes. This element also includes information from other agencies, such as the Central Yavapai County Metropolitan Planning Organization and the Arizona Department of Transportation, relating to planned transportation, rails-to-trails and other greenway projects within the region, including within Prescott.

Open Space. This element includes an inventory of open space and recreation resources in the City of Prescott. It contains an analysis of the future needs for such resources with goals and strategies for managing and protecting these resources, for open space acquisition and for establishing new recreational resources. It promotes the integration of open space and recreational resources within regional systems, both existing and proposed.

Environmental Planning. This element addresses the impacts of the other plan elements on air & water quality, the night sky and natural resources. Demands placed on these resources by new development, new infrastructure and new circulation patterns are identified. Where adverse impacts appear possible, alternative strategies are offered.

Water Resources. This element addresses the current availability of surface, ground and effluent water supplies. It includes an analysis of how the anticipated growth of various land uses will be served by the available water supply and it identifies the means by which additional water supplies can be obtained.

Economic Development. This voluntary element addresses the strong emphasis placed upon the City's economic well being by the citizens and elected officials of Prescott.

Community Quality. This element is a voluntary element highlighting the many factors in Prescott which enhance the quality of life of our residents and visitors. The health and vitality of Prescott's economy is a key factor in sustainability and the community's quality of life.

1.3 Implementation Process

The General Plan provides the long range vision for the community with goals and strategies for carefully managing growth. The implementation of the goals and strategies contained in this Plan may be accomplished through the development of a strategic plan for the City and through the creation of Specific Area Plans for geographic areas in need of specific planning consideration.

A strategic plan is implemented through the City Council annual budget process. The General Plan goals and strategies are used to assist the City Council in prioritizing budget and capital fund allocations and in measuring the direction of development trends in the community.

THE PRECOTT VISION

Living, Working and Enjoying Quality Recreation

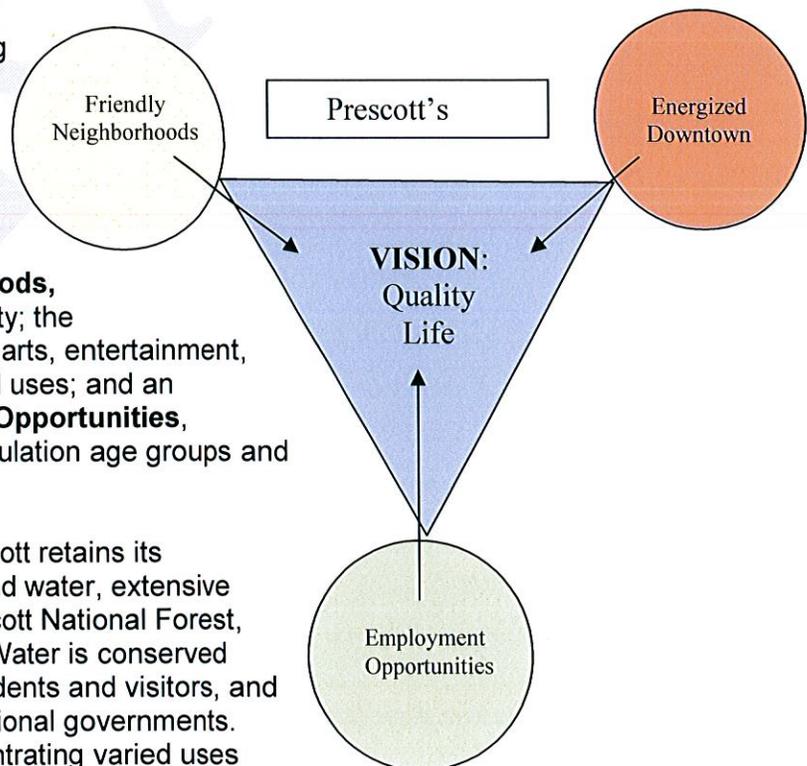
Prescott 's Vision is about the future - a future well founded on Prescott's pioneering days, historic architecture and small town qualities. Prescott's Vision maintains its unique image as a deeply rooted city, but one moving dynamically into the future.

This vision of Prescott is based on the following fundamental values endorsed by the community:

- Balance: between developed and undeveloped areas; between types of land uses including diversity of housing options; between young and old residents, current families and future families; between private property, neighborhood and community-wide interests.
- Sustainability: of the economic foundations of the community; of the neighborhoods within the community; of the community's infrastructure; of government services at acceptable levels; of water supplies and natural resources.
- Preservation of community character including environmental, economic, cultural and historic community assets.
- Moderate growth and quality development.
- Citizen empowerment and involvement in government and community activities.
- Ethic of equity for all community members.

Prescott's Vision also reflects a dynamic city. It is a place where young and old, working families and retirees find wisely managed City services and good accommodations geared to all lifestyles and levels of income. The population and business growth result in variety of housing types and prices in people-focused **Neighborhoods**, integrated with the Prescott Community; the **Downtown** energized by a mixture of arts, entertainment, government, business, and residential uses; and an abundance of different **Employment Opportunities**, encouraging a full complement of population age groups and lifestyles.

Throughout the growth periods, Prescott retains its environmental qualities of clean air and water, extensive open spaces in the surrounding Prescott National Forest, riparian areas and significant vistas. Water is conserved through widespread education of residents and visitors, and practiced and coordinated among regional governments. Clean air is preserved through concentrating varied uses



within short distances, thereby encouraging walking and bicycling, and through regional planning for public transit and shared-auto usage.

The underlying theme of the Prescott Vision is similar to the words of Lewis Mumford in his essay, "The Essence of the City": "...the greatest function of the city is to... encourage the greatest possible number of meetings, encounters, challenges, between varied persons and groups....to bring people together...till in the end all men will take part in the conversation."(sic)

The **Neighborhoods**, the **Downtown** and the **Economic Opportunities** are vital to provide for living, working and enjoying a quality life in the **Prescott Vision**.

Neighborhoods are characterized by:

- Mixtures of small to large lots, modest to expensive homes, attached, semi-attached and detached housing
- Traffic-calmed streets, shared with pedestrians, bicyclists and landscaping
- People-gathering/activity focus areas, combining recreation areas (e.g. parks, school yards); civic and public services (e.g. schools, churches, civic clubs, fire and police substations); and small business (e.g. sundries, eateries, household service shops, daycare, medical/professional offices) – oriented to low traffic and modest parking needs
- Homes and lots designed for resource efficiencies

Prescott Downtown is characterized by:

- Historic buildings and compatible infill
- County Courthouse Plaza; other people-gathering areas (e.g. Granite Creek Park, school activity areas; "pocket parks")
- Interwoven mixture of:
 - Government offices (local, regional, State and Federal); professional and general offices
 - Specialty shops and general retailing (including grocery, drug, clothing, variety stores)
 - Eateries, fine restaurants, bars, lounges, hotels, beds-and-breakfast and other visitor lodging
 - Theaters, galleries, museums, concert halls, amphitheaters, parks, trails
 - Residences – multi- or single-storied attached, semi-attached and detached, (e.g. apartments, condominiums, townhouses, patio homes, duplexes, tri-plexes, cottages, historic homes)
 - Live-work structures – studios, professional offices, small shops, eateries, etc. shared with residential living spaces
- Traffic-calmed streets, oriented to pedestrian and bicycle travel; clean wide sidewalks; landscaping, benches, human-scaled street lighting
- Most employment, entertainment and daily needs of Downtown residents are met within very short distances
- There's always something going on

Employment Opportunities are characterized by:

- Diverse Employment Types (e.g. retailing, hospitality services, professional and general services, research and development, assembling and manufacturing, education, government services, arts/culture/recreation/entertainment venues)
- Employment Development Focus Areas:
 - Arts/Culture
 - Education

- Recreation/Entertainment
- Aviation/Aerospace Research
- Hospitality: lodging/food and beverage
- Specialty and Regional Retail
- Health Care
- Research and Development
- Interspersed Employment Area Locations - individually or grouped throughout the City, convenient to residents of Neighborhoods and the Downtown

The Prescott Downtown and Neighborhoods are intertwined in variety of housing and people-gathering places and activities; diversity of employment opportunities enable the young and working families, as well as the retirees, to live in Prescott where they work, shop, worship, attend school, enjoy cultural and recreational activities, and where they interact in civic forums. All “take part in the conversation” of the Prescott Vision, enjoying quality living.

To promote Prescott’s Vision of the future and to address the various growth management challenges outlined in this General Plan, the following planning principles and values are set out as the Smart Growth philosophies held by Prescott:

- **Well planned, moderate growth rate:** Prescott desires to promote a moderate rate of growth to preserve and protect critical areas of open space, environmental habitats, significant natural, prehistoric and historic resources while accommodating new growth in a manner which encourages multi-modal transportation opportunities, maximizes existing infrastructure and creates housing and job opportunities for residents of all ages and income levels.
- **Sustainability** is an overriding theme for the General Plan and is the subject of many of the goals, objectives and implementation strategies recommended throughout the elements of the Plan.
- **Compact forms** including high density, infill development and mixed uses, where appropriate, as the preferred model for new growth maximizing use and longevity of existing infrastructure as well as encouraging multi-modal transportation opportunities
- **Balance** is important to growth management in much the same way as it is a guiding principle for other elements of the General Plan; in growth management, we seek a balance of land uses, a balance among residential types, between residential and non-residential uses and between developed and undeveloped land uses.
- **Support for a vibrant city center.** Prescott citizens value the downtown area and desire to give preference to the redevelopment and reuse of downtown, retaining the mixed uses, business vitality, historic resources, human scale development and pedestrian friendly character of the city center. This concept includes support for other urban nodes along existing and planned transportation corridors to achieve a similar village center anchor with compact forms, mixed uses including housing and multi-modal connectivity within developing areas.
- **Integrated planning** as a method of determining land use and circulation patterns is essential. Coordinated planning for regional impacts is also practiced because the way we grow affects our neighbors and vice versa. Prescott seeks to make development decisions predictable, fair and cost effective.

- **Connectivity** of streets and neighborhoods as a basic planning principle. Interconnectivity of road corridors, bikeways and pedestrian walkways to accommodate multi-modal transportation promotes efficient, effective, sustainable circulation options while addressing traffic impacts.
- **Development which helps pay for itself:** the City is committed to maintaining an effective impact fee system for residential development and an effective water and sewer buy-in system for all new residential development. The cost to the city of monitoring and regulating residential and commercial building and development must also be addressed and recovered in a fair and equitable manner through user fees.
- **Reasonable and equitable tax and fee structure:** the community supports the establishment and maintenance of a secure, balanced and diverse local revenue base necessary to provide a full range of municipal services and infrastructure at levels desired by the citizens. This includes strategies to maximize existing infrastructure, emphasize joint use of facilities, and encourage creative partnerships which stretch city revenues and promote good fiscal management and a highly efficient tax and revenue structure.
- **Citizen involvement and participation** as an essential element for achieving Prescott's vision and facilitating community-based decision making for the choices and trade-offs which must be made to accommodate and manage growth. Community and stakeholder collaboration is fostered in all city plans and decisions.

2.0 PHYSICAL SETTING AND HISTORY

Located in a basin in the mountains of north central Arizona, the City is bordered and most affected on the south and west by the Prescott National Forest. The natural environment is rich with rock outcroppings, unique topographical features, abundant natural vegetation, wildlife, riparian areas and archaeological resources. The average elevation is 5,400 feet above sea level. The area enjoys four definite seasons with few extremes of temperature or precipitation. The climate is generally temperate and mild, with average high temperatures ranging from 50 degrees to 90 degrees. Average annual precipitation is 18.8 inches.

A unique historic atmosphere is the essence of Prescott's character, setting it apart from other Arizona cities of comparable size. Examples of Prescott's human-scale environment are found in the city's architecture, parking and circulation, land-use policies and opportunities for social interaction.

Current archeological cultural resource investigations reveal occupation patterns of American Indian peoples as early as AD 700. Documentation of the nature of the prehistoric excavations around Willow and Watson Lakes will continue with the artifacts related to the Prescott Culture AD 700 – 1100 ultimately to be preserved in situ as a public viewing park and artifacts archived at Sharlot Hall Museum, a state museum on West Gurley Street in Prescott.

More urban historic archeological sites located in the lowest elevations of Prescott basin along Granite Creek have revealed artifacts of later settlement associated with the current population of non-indigenous residents. These objects and interpretation of the locations where they were found will also be available for public display at Sharlot Hall museum.

The region was once part of a vast area inhabited by a hunting and gathering American Indian people known today as the Yavapai-Prescott Indian Tribe, one of three geographically divided Yavapai groups. The Tribe was allocated approximately 1,400 acres of land by the federal government, forming the Yavapai-Prescott Indian Reservation. The reservation is now nearly surrounded by the City of Prescott.

Although initial European contact occurred in the late 1500s, it was not until the 1860s that significant non-native populations began permanently settling the Prescott area. Prescott was established as a town and became the Territorial Capital of Arizona in 1864. Prescott was a planned community from the beginning with the original townsite laid out in a grid pattern surrounding a central courthouse plaza. The capital was moved briefly to Tucson and eventually to Phoenix, but during the late 1800s, Prescott again served as the state's territorial capital. The original Governor's Mansion is now preserved at Sharlot Hall Museum near downtown Prescott on its original site.

The early economy of the area centered on mining, cattle ranching and government, making Prescott the economic and political center of north central Arizona. Supporting commercial enterprises continued to expand in the late 19th Century. In July of 1900, a fire destroyed much of Prescott's commercial district. Following the fire, most buildings in the downtown area were reconstructed of brick and masonry, providing today's rich architectural heritage. Some 800 city structures are listed individually or as part of thirteen historic districts in the National Register of Historic Places. One archeological district on city owned land is included in the register of thirteen city designated historic preservation districts.

During the 20th Century, Prescott developed as an important location for health services and facilities. For many years Prescott's clean air and temperate climate drew tubercular and other

respiratory patients to the area for treatment. Fort Whipple, originally established as a military outpost to protect the territorial capital and the many miners in the area, is today the Northern Arizona Veteran's Administration Health Care Center.

Also during the 20th century, the arts, cultural and educational assets of Prescott have flourished along with health care. Sharlot Hall Museum was founded in 1929 to preserve and restore the territorial governor's mansion. The museum campus and the collections, exhibits, educational and performing arts programs have been expanded over the years with a major regional archive focusing on Central Arizona material and natural history. The Elks Opera House has welcomed audiences to performances since 1905. Performing arts theaters are owned and operated by the Prescott Fine Arts Association, Yavapai College and the Prescott Unified School District. The Phippen Museum of Western Art and the Smoki Museum: American Indian Art and Culture contribute to the current cultural scene.

The presence of public and private post-secondary educational assets constitute a major force in the Prescott economy and cultural milieu. Prescott College, a private liberal arts college, was established in the 1960s. The late 1960s also saw the founding of Yavapai Community College. Embry Riddle Aeronautical University established a major campus in the community in 1978. Northern Arizona University has a presence in Prescott, as does North Central University, an on-line educational institution, and Old Dominion University, located on the Yavapai College campus. Prescott continues to be an economic, cultural, educational and political center of Yavapai County and the seat of the county government.

3.0 EXISTING CONDITIONS AND TRENDS

3.1 POPULATION AND DEMOGRAPHIC TRENDS

3.1.1 Population Forecast

From 1960 to 1990, the City's population grew at an average annual rate of 3.9% per year, inclusive of annexations. Since 1990, the growth rate has slowed. From 1990 to 1995, the population grew at an average annual rate of slightly below 3% per year, without any major annexations of existing residential areas, and inclusive of a growth spurt in 1993. Beginning in 1995 and continuing through 2010, the population growth slowed to below 2%.

For the purpose of the General plan, we use the 2010 Census and assume a moderate growth rate of 2% resulting in a population of approximately 48,500 by the year 2020. Changes in economic conditions and the projected annexation of large tracts of flat, more easily developed ranch land could drive that number higher. However, other factors such as availability of water resources, trends of large lot, low density development, and finite growth boundaries can be expected to play a role in limiting growth over the next ten years. Consistent with articulated community values, Prescott seeks to maintain a sustainable moderate growth rate which will accommodate residents of all ages and stations, while preserving the community's character now and into the future.

3.1.2 Changing demographics: household size, population aging and diversity

Census data from 1980, 1990, 1995, 2000 and 2010 show that there have not been significant changes in the percentage of Prescott's population comprised of individuals between the ages of 20 and 64. The more dramatic shifts have occurred at the two ends of the population age range. Youth aged 0 to 19 declined as a percentage of total population from 26.1% in 1980 to 16.8% by 2010, while adults aged 65 and over increased from 21.4% to 30.8%. These changes have significant impacts on local school district enrollment, on the labor force, and on the balance of family types and sizes in the area.

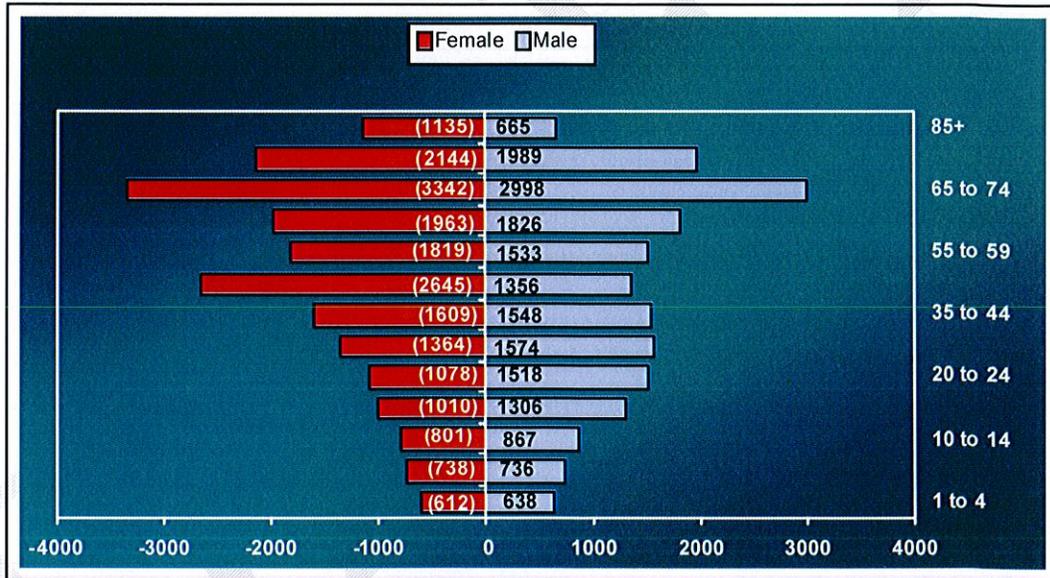
Figure 3-1 Prescott Population by Age Group

Population	1980		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Ages						
0 to 19	5,247	26%	6,505	20%	6,708	17%
20 to 64	10,503	53%	18,248	54%	20,862	52%
65+ years	4,305	21%	9,085	26%	12,273	31%
Total	20,055	100%	33,938	100%	39,843	100%

These changing demographics have significantly altered the composition of Prescott's households. There has been a continual increase in the median age, up to 54.1 years of age in 2010, as well as an increase in households with one or more persons aged 65 and over (from 34.8% in 1980 to 44.8% in 2010). With the aging of Baby Boomers (those born in the high birth rate years of the 1950s and 1960s), an increase in older populations is a national trend, as is an overall reduction in birth rates. Prescott reflects this trend, but is different from many other communities in that we also have a continuing in-migration of seniors approaching retirement or already retired. In addition, the out-migration of young people at the upper end of the 0-19 age range for educational or employment opportunities elsewhere is also a contributing factor in this trend.

There has also been a continual decline in the average number of persons per household. In 1980, the City's average household size was 2.52 persons. By 2000 the average household size had decreased to 2.11 persons. It dropped further, to 2.03 persons in the 2010 Census. This is a predictable result of the aging population trend discussed here.

Figure 3-2 Prescott Population Distribution by Age and Gender.



Taken from 2010 Census data.

In terms of diversity, Prescott's population was 95% Caucasian in 1980. By 2010, Caucasians accounted for 92.1% of the population and Hispanics/Latino constituted 8.6% (note: there were changes in the way race was defined by the Census). The percentage of African-American residents in Prescott remained the same - 0.7% in both 1980 and in 2010. The percentage of American Indian residents dropped from 1.2% to 1.1% and Asian residents increased from 0.6% to 1.2% between 1990 and 2010.

Just as significant in terms of declining diversity are the trends in family types: the proportion of households with a wage earner (working families) compared to retiree households; and the proportion of families actively raising children to "empty nesters". Based on the 2010 Census, among City residents there are 16,891 persons age 16 and older who are employed, or put another way, approximately 42% of the total population participating in the workforce. Families make up 56% of Prescott's households.

Households with a member aged 65 or older comprise 44.8% of Prescott households. Also of note are trends for working families with younger children. In 1990 50% of families with children under 6 years of age had both parents in the household working. By 2010 that number has risen to 64%. This may indicate that working families with young children are increasingly requiring more than one income to meet rising living and housing costs in the community.

These trends suggest that the median age will continue to rise, Prescott's youth population percentage will continue to decline and, similar to national trends, seniors and elderly will make up an increasing proportion of the total Prescott population. All of these demographic trends, if unchanged, will further alter the community balance in terms of age groups, family types, household sizes and ratios of retirees to working residents.

3.1.3 Household income

The median household income for Prescott in 1990 was \$22,517, with the largest single concentration (24%) of incomes in the \$5,000 to \$15,000 range. The 2010 Census indicated that the median household income was \$44,278 with the largest concentration in the \$35,000 to \$50,000 range. While Prescott's median income remains slightly higher than Yavapai County as a whole, it continues to be below the statewide median income of \$50,448 in 2010.

3.1.4 Regional population trends

The City of Prescott is very much affected by the growth trends and development patterns of neighboring communities and unincorporated areas of Yavapai County. Between 1990 and 2010, the neighboring communities of Prescott Valley and Chino Valley have experienced much higher rates of growth than Prescott. The unincorporated portions of Yavapai County have also grown rapidly. The population changes for Prescott, the county and neighboring communities are shown in the table below. If the rates of growth in the region continue, Prescott's proportion of the regional population will continue to decline.

Figure 3-3 Population Counts by Jurisdiction

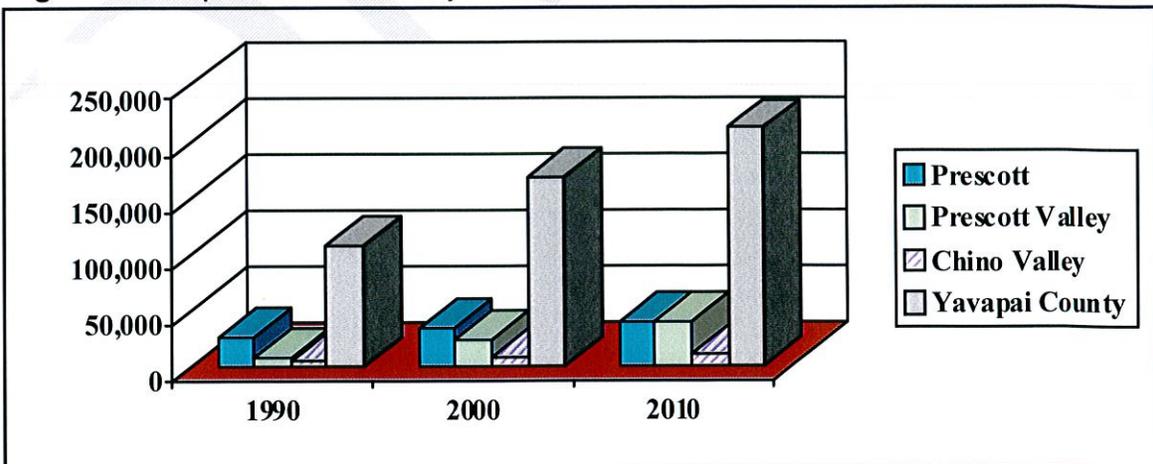


Figure 3-4 Population Percentages by Jurisdiction

Jurisdiction	1990 Population	1990 Portion Of County Population	2010 Population	2010 Portion Of County Population
City of Prescott	26,455	25.6%	39,843	18.9%
Town of Prescott Valley	8,858	8.2%	38,822	18.4%
Town of Chino Valley	4,837	4.5%	10,817	5.1%
Yavapai County	107,714		211,033	

3.2 TRAFFIC CIRCULATION & MANAGEMENT ISSUES

3.2.1 Traffic Impacts and traffic management issues

The 1995 Central Yavapai Regional Transportation Study established that growth within Prescott and throughout the region would create long-term traffic management problems. The study included traffic projections for all of the major highways and arterials throughout the region, and proposed a number of strategies for addressing the long-term traffic management problems inherent in this fast growing region. This study, updated approximately every three years, is serving as the blueprint for long term regional transportation planning and improvements.

Projected traffic counts have been revised with each study update. The 1998 update assumed a regional population growth from approximately 81,000 in 1998 to 220,000 by the year 2018.

Figure 3-5 Examples of traffic projections along major Prescott arterials

Projected cars per day at major intersections: (listed in thousands)	Actual as of 1998	2018 "No Build" Recommended Enhancements not built	2018 With Base Network Enhancements built
Highway 69 east of Highway 89 intersection	40.0	111.1	55.5
Willow Creek Road, north of Four Points intersection	20.9	40.6	25.0
Williamson Valley north of Iron Springs	9.3	40.8	27.4

The 2006 update, done by the Central Yavapai Metropolitan Planning Organization, factors in the impacts of the Gateway Mall and other development along the Highway 69 corridor as well as measure the traffic relief provided by recently constructed arterial roadways. The 2011 update uses

3.2.2 Regional Transportation Improvements

The Central Yavapai Regional Transportation study called for a phased approach to regional transportation planning and improvements. Phase I set forth improvements which needed to be in place when the region's population approached 100,000,

projected (and realized) for the year 2000. The majority of these improvements have been achieved. Major improvements to regional links have included Pioneer Parkway, Airport Connector, Glassford Hill Road and the widening of Highways 69 and 89. Within the City of Prescott, enhanced transportation corridors have included Prescott Lakes Parkway, the extension of Smoketree Lane and the widening of Willow Creek Road and Iron Springs Road. Later phases call for further improvements as regional population grows and would include extension of Fain Road (already under construction in Prescott Valley), improvements to the 69/89 intersection, connecting Rosser between Prescott Heights and Cliff Rose, and widening of Copper Basin Road. The 1998 update recommended consideration of additional regional transportation corridors including a Prescott East Loop (Sundog Connector) connecting State Road 69 and State Road 89 north of Yavapai Hills and a SR 69/89 connector across the Yavapai-Prescott Indian Reservation.

The original 1995 Study indicated that projected traffic demand in the region could not be addressed solely by improving or building roads. In addition to recommending new transportation corridors and road enhancements to address traffic management, the study recommended significant alternative transportation components. Suggestions included carpooling, some form of public transit and the further development of multi-use trail systems region wide. The study forecast that investments in these alternatives, along with assumptions that up to 5% of person-trips would be by some form of transit and that vehicle occupancy rates would increase, could reduce projected travel counts by up to 20% thereby extending the longevity of the road network and reducing the need to widen some transportation corridors in sensitive environmental areas (e.g. Granite Dells). The subsequent study update continued to support these alternative transportation recommendations.

3.2.3 Metropolitan Planning Organization

The multiple jurisdictions in the region, City of Prescott, Yavapai County, Town of Chino Valley, Town of Prescott Valley and the Yavapai-Prescott Tribe, have cooperated in regional transportation planning for nearly two decades through a voluntarily created planning group, the Central Yavapai Transportation Planning Organization. This group has provided a regional forum to conduct studies, coordinate transportation planning, secure transportation funds, prioritize transportation projects, and partner with the Arizona Department of Transportation in implementing a regional transportation network. With the 2000 Census, the combined population of the Prescott/Prescott Valley area reached 50,000, a population threshold which triggers the establishment of a metropolitan planning organization to coordinate regional transportation planning and administer federal and state transportation funding. The Central Yavapai Metropolitan Planning Organization will be the designated regional transportation planning entity.

3.3 CURRENT LAND USE POLICY ISSUES

3.3.1 Annexation

As of 2012, Prescott's land area covers 41.5 square miles. An annexation policy was adopted by the City Council in 1994 with the objective to "utilize annexation as a means to help ensure 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". Spurred by the 1994 Strategic Plan and concerns over poor availability of commercial sites within Prescott, the policy also established

priorities for annexations with the main priority being to annex “property with actual or potential commercial or industrial uses”. Since adoption of the policy, a limited number of existing residential neighborhoods have been annexed into the city. The City’s interest in controlling development in key areas (e.g. near the airport) as well as concerns about alternative water supplies and the recovery of effluent have contributed to these exceptions to the established annexation priorities.

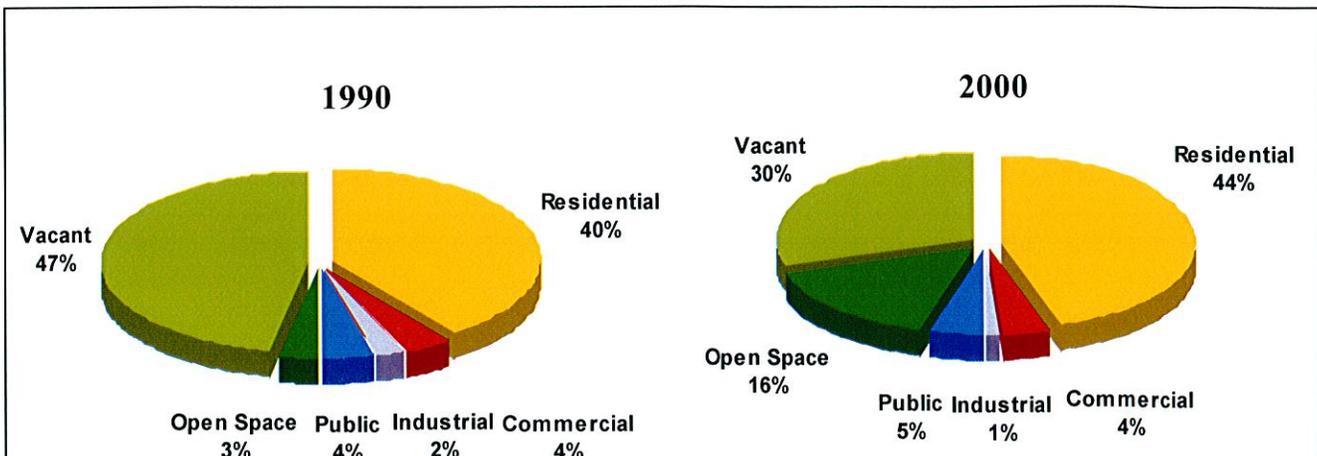
From time to time, the city’s annexation policies and priorities are reviewed, and this has been the case with land near the airport. The airport and the manufacturing, industrial and commercial uses associated with it have long been recognized as an important economic engine for the city. Based on this recognition the City developed and adopted several plans (the Airport Master Plan, the Airport Business Plan and the Airport Specific Area Plan) to ensure the continued economic vitality of the airport, and to establish appropriate land use designations for the surrounding acreage.

Large tracts of ranch land near the airport have come under annexation and development pressures from multiple jurisdictions, and this raised airport land use protection concerns. Based on these concerns, the City completed a boundary agreement with the Town of Prescott Valley in 2001 establishing the eastern build-out edge of the city near the airport. Similarly, the City of Prescott and the Town of Chino Valley have reached an agreement effectively setting Prescott’s northerly growth boundary. These agreements have set the stage for large annexations east and south of the Prescott airport.

3.3.2 Land use mix and trends

The City of Prescott encompasses 41.5 square miles or about 26,560 acres. As illustrated in Figure 3-6, residential development had comprised an increasing proportion of the land uses within the city. The proportion of land use dedicated to protected open space had also increased significantly over the last decades, reflecting a shift in public sentiment regarding the importance of open space as well as implementation of the voter approved open space initiative of 2000. In contrast, commercial and industrial uses represented a declining percentage of the total land mass of the City of Prescott. The significance of this is demonstrated in national data which indicate that, on average, residential uses require more in services for each \$1.00 in taxes paid, while commercial/industrial uses require less in services per \$1.00 in taxes paid. A balance between land uses is critical to maintaining the economic base of the community thus assuring an adequate revenue stream to support city services as well as providing sufficient jobs, services and housing for city residents.

Figure 3-6 Land Uses as Percentages of City Land Mass (2010 data is not available due to differences in the 2003 Land Development Code zoning classifications.)



3.3.3 Housing trends: variety, affordability and quality

Prescott's housing stock varies by price, style, and quality, depending upon location and age. The 2010 Census indicated that 22,159 total housing units were available in the City.

Prescott's first neighborhoods were designed in a grid pattern on small lots with generally modest home sizes and were often located in or adjacent to mixed-use areas. This type of development still exists in the downtown area. A new pattern of residential development began to appear in the late 1970s and developed rapidly during the 1980s and early 1990s in the form of larger lot, single-family home subdivisions located away from commercial or mixed-use areas. This suburban pattern of development continued until the economic slowdown in 2008 and is showing signs, through increasing single family building permits, that it may resume in Prescott in 2013.

With the exception of triplexes and four-plexes built primarily as infill development in older neighborhoods, there has been limited multi-family residential development over the last 30 years. This has eased somewhat in recent years with several high end multi-family residential developments and complexes for special populations (e.g. elderly, persons with serious mental illness) being built. Zoning issues such as lack of appropriately zoned sites or difficulties in rezoning to multi-family densities, plus changes in development fees may combine to create disincentives for multi-family projects. Impact fees applicable to each new housing unit were adopted in 1994 and have been adjusted several times. These increased costs, along with water and sewer buy-in fees based on the number of fixtures, have raised the per unit development cost for new multi-family housing. The *1996 Prescott Housing Needs Study* identified these issues as limiting factors in the production of less costly, more compact housing types. The study further noted "there is little vacant land zoned for multi-family housing development. In addition, the planned residential development provisions of the zoning ordinance do not lead to the production of townhouse, or clustered or compact lot housing units."

Another important factor in discouraging multi-family housing is community perception of higher density development in general and multi-family housing in particular. Many multi-family housing projects proposed in recent years, especially those requiring rezoning, have faced opposition from opponents raising concerns about higher densities, traffic impacts, affects on neighborhood aesthetics and property values, possible loss of open space, potential increased crime and threats to existing neighborhood character.

The 1996 Prescott Housing study indicated that while the total number of new housing units produced each year was about equal to the total demand for new housing units, the production of units available within certain price ranges did not match the demand for units within those ranges. The Study identified a significant demand for units in the lower to medium price range, which was not being met. The Land Use, Growth Area and Economic Development Elements of this plan encourage review and consideration of a number of means to encourage production of housing more affordable to working families. This plan also strongly encourages an update of the 1996 Housing Needs Study to identify current need and establish multiple strategies to address those needs.

3.3.4 Urban development issues

Until the 1980s, most residential subdivisions in Prescott were designed using a 7,500 to 9,000 square foot lot size. A median lot size of 22,000 plus square feet has been more typical in recent years. Likewise typical dwelling size has undergone a transformation from an average of 1,760 square feet during the '70s and early '80s to an average of more than 2,800 square feet by 2000. In 2008, the economic slowdown caused the construction of new housing to cease. However, new residential development appears to be resuming this pattern in Prescott: high-end single family residential, in low density, large lot subdivisions located predominately away from the City center.

This continuing preference for large lot, low-density subdivisions, is a pattern typical of suburban development and is sometimes described as sprawl. The lower density, combined with the trend to locate these neighborhoods at the urban fringe (as opposed to infill development) places greater demands on water, sewer and road infrastructure (more lines, longer lines and more lane miles of roads). Most of these costs are passed on to the home buyer and result in higher housing costs. There are also concerns that the more expansive use of remaining undeveloped land at the city edge may adversely impact environmentally sensitive or ecologically unique features in the area.

The lower density form of development also increases the community's dependence on the private automobile as a means of transportation, with the corresponding increases in traffic volumes and demand on the road network. Reducing impediments to in-fill, clustered or other compact development types can encourage a wider variety of housing types to be built and improve the balance of housing available in the community.

3.3.5 Code and Regulatory issues

During the 1990s there was an increasing perception that the parameters of the existing zoning code, adopted in 1951 and substantially updated in 1980, were no longer sufficient to meet the demands of current planning and development issues. To address these concerns, a major re-write of the zoning code was initiated in 2001. The resulting Land Development Code was adopted in July 2003 with an effective date of December 31, 2004.

The new Land Development Code (LDC) incorporates previous changes in zoning and regulatory mechanisms and builds upon the experience of other jurisdictions. The LDC creates several low, medium and high intensity residential, business and employment districts. Transitional zoning classifications and stronger buffering and screening, lighting, landscaping and access management standards help integrate various uses within neighborhoods and improve compatibility between uses.

Adoption of the LDC has created opportunities for some limited proactive Zoning Map changes as the city moves to bring the zoning map into conformance with the LDC and adopted specific area, neighborhood and historic preservation plans. In addition, recognized development trends in transition areas can be addressed.

To further meet the demands of current planning and development issues, Form-based Codes may be used as an alternative to traditional zoning. Form-based Codes may be introduced to allow for more flexibility in neighborhood design. Form-based codes do not focus on uses, but instead focus on appearance and impact. Uses may be blended together as long as the outward appearance of buildings complement one-another. Traditional neighborhood design is an example of a form where commercial and residential uses are combined to promote walkability and functionality. Shops, offices

and housing are not separated, but instead are allowed to be mixed together. Standards include architecture, project scale, street design and landscaping. This approach contrasts with conventional zoning, which focus on separating uses.

3.3.6 Development process: planning and procedural issues

In an attempt to assure fairness and equity to all participants in a planning process, Prescott has increasingly encouraged greater public participation in the planning and development process through area meetings, mailings and citizen planning groups.

Specific area plans can be developed for large, undeveloped areas of the City. These plans, usually undertaken with broad citizen and property owner participation, designate land uses for the area within the planning boundaries and also stipulate major transportation corridors along with alternative transportation objectives. These plans also address environmental concerns such as riparian areas or open space which should be protected and/or preserved as well as designating locations for mixed use village centers suitable for civic or public uses, business and commercial services and higher density or multi-family housing. Three specific area plans have been created to date: *the Prescott East Area Plan (PEAP)*, *the Willow Lake South Area Plan (WLSAP)* and *the Airport Specific Area Plan (ASAP)*. These plans now provide the planning basis for development within those areas, thus removing much of the uncertainty over what may be proposed or what will be approved for development. Any major departure from the approved plan requires an amendment to the specific area plan prior to submission of a re-zoning or other development request. This General Plan anticipates that a specific area plan will be developed for any future large undeveloped tracts as they are annexed into the City.

The neighborhood planning process, undertaken with the residents, property and business owners in a neighborhood, goes beyond land use questions and considers issues of importance and significance to that particular neighborhood. The process allows the community within the neighborhood to partner with the city in addressing such concerns as traffic or crime in the area, neighborhood clean up or property maintenance issues, and preservation of neighborhood character in addition to addressing land use, zoning or development pressures. To date, six neighborhood plans have been written and adopted by the city. The establishment of neighborhood plans for other neighborhoods in the city continues to be encouraged.

3.3.7 Water Availability

Under a law enacted in 1980, the State of Arizona established five Active Management Areas to ensure that groundwater would not be depleted beyond the level being recharged, a condition known as "safe yield." The City of Prescott water service area is located within (and draws water from) one of these active water management areas. In addition to the City of Prescott, the Prescott Active Management Area (AMA) includes Prescott Valley, Chino Valley, the Yavapai-Prescott Indian Tribe as well as some surrounding county areas. Communities within the AMA draw groundwater based on rights, goals and policies established by the groundwater law and are further obligated to demonstrate a 100 year assured water supply. Beyond the statutory requirements, Prescott's policy is to create a sustainable water supply.

In 1998 the Arizona Department of Water Resources (ADWR) determined that the Prescott AMA was no longer in a state of safe yield. This determination effectively capped the amount of groundwater which could be used by the jurisdictions within the AMA as a source of assured water for new development.

Since the water policies pursued by an individual jurisdiction affect all jurisdictions in the AMA, water policies are a topic of major regional interest. Regional coordination will be necessary to maintain an assured water supply for the City's and the region's anticipated population growth. A regional coordinating body, the Yavapai County Water Advisory Committee has been established with members representing the AMA and local jurisdictions. The Water Resources Element of this plan addresses the goals and strategies for water resource management.

3.3.8 Environmental commitments

The Prescott community remains committed to the conservation of environmentally significant lands and features. This commitment is reflected in community and regional partnerships with groups such as the Open Space Alliance of Central Yavapai County, the Central Arizona Land Trust, the Prescott Creeks Preservation Association and the Town of Prescott Valley, the city's partner in efforts to protect the scenic Glassford Hill from development. Additional efforts and resources are being directed at open space acquisition, parks and recreation opportunities, public trails, air and water-quality management and protection of the national forest surrounding the City. Policies and strategies are addressed in the Open Space and Environmental Planning Elements of this plan.

3.3.9 Firewise Management Principles

Prescott is located in an environment susceptible to wildfire. Some neighborhoods, especially those along the south and west boundaries of the city are more at risk than other areas. These at-risk neighborhoods and other new construction are required by the adopted City of Prescott Wildland/Urban Interface Code to implement vegetation management plans and to use more fire resistant building materials. This code implements much needed safety measures within the most at-risk areas of the City. Because wildfire is the most significant natural threat to Prescott, it will remain an important factor in all aspects of planning for the city.

Prescott Fire Department leadership is committed to aggressively addressing the threat of wildfire to our community and promotes Firewise Community strategies. This proactive approach to fuel mitigation and education of our citizens regarding wildfires has placed the City of Prescott in a leadership role locally and nationally.

3.3.10 Airport

The Prescott Airport serves the entire region, but is supported and managed by the City of Prescott. This General Plan recognizes the airport as both a transportation asset and an economic engine for the City and for the region. Ernest A. Love Field is one of the busiest airports in the state and also one of the busiest regional airports in the country, in part because of the close proximity and use by Embry-Riddle Aeronautical University. Its importance to the City stems from direct airport operations such as the large number of hanger tenants, general aviation services, flight training operations, cargo services, the forest service fire-fighting operations, the FAA tower and the fueling station. In addition, much of the land at and near the airport is designated for industrial uses as well as other more intense commercial operations related to the airport and includes a significant number of the region's manufacturing and technology jobs. The Airport Master Plan, the Airport Business Plan and the Airport Specific Area Plan (ASAP) have been adopted to address Airport land-use protection and to assure the continued economic vitality of the

airport. The Town of Prescott Valley and Yavapai County have each informally agreed to accept ASAP as the basis of their future land use decisions for lands near the Airport but within their jurisdictions and planning areas. This regional cooperation in land uses is a positive example of inter-jurisdictional efforts to protect regional assets. The Prescott Municipal Airport's regional significance and future needs are further discussed in the circulation and economic development elements of this plan.

3.4 TAX AND REVENUE ISSUES

3.4.1 Revenue structure

There is a critical relationship between what the community wants to accomplish and how to finance those goals. There are four primary areas for financing city services which are subject to community control: local sales tax rate; other transaction tax rates such as bed tax; primary and secondary property tax rates; and user fees. Each of these sources of City revenue are discussed in detail in the Growth and Cost of Development Element of this plan.

The major source of revenue subject to community control is the sales tax. Under current city charter, voter approval is required for any increase in current transaction tax rates such as the retail sales or hotel room rental (bed) tax. Likewise, voter approval is needed to implement any new transaction taxes. The tax base to which those rates are applied, and sustaining its growth over time, is critical. Several of the city's economic development strategies are specifically designed to ensure a steady growth in this tax base.

Changes in the area retail market and regional economic competition for retail business are a major reason Prescott did not maintain the 8% sales tax growth rate in the early 1990s it had enjoyed in the late 1980s. In response the City has worked aggressively to retain and expand the local sales tax base and has particularly targeted the Highway 69 corridor and the Prescott downtown for these efforts. The Gateway Mall, the largest commercial project in the City's history, opened in 2002. This project not only ensured that four of the city's top 20 sales tax producers (Sears, J. C. Penney, Lamb Auto and York Motors) would stay within the city limits for years to come, but also served to attract major retailers to the City, such as the Wal-Mart Supercenter. With the addition of these retail anchors the Highway 69 area has boomed into a major commercial corridor. These retailers expand upon the existing large businesses along the corridor to form a vital part of the City's sales tax generation which provides funding for basic City services.

In recognition of downtown's importance to the sales tax base, the City Council approved a Downtown Specific Area Action Plan in 1997. The plan's five major action items have been accomplished. The Downtown Enhancement Program was completed in June 2000 and was designed to enhance the shopper and visitor experience and make the downtown more pedestrian friendly by adding new sidewalks, landscape planters, lampposts, and benches. The Cityscape project included an investment of 3.5 million dollars in the downtown, the largest public works project ever in the city center. Perhaps one of the most important accomplishments was the formation of the private non-profit Prescott Downtown Partnership which provides leadership in the management of downtown and functions as a liaison to the City Council on downtown issues. In 1998 with property owner participation, a Historic Preservation District was formed around the Courthouse Plaza which serves to protect the historic integrity of the buildings which are

so important to the city's fabric and character. The 2003 Land Development Code created a Central Business Zoning District and construction of a parking garage is in progress. All of these activities ensure that downtown will remain a major business, retail, government and cultural center as well as a strong segment of the local sales tax base.

The high levels of regional competition between the various jurisdictions to attract new retail development have generated suggestions that regional cooperation may be beneficial to all parties involved. The towns of Prescott Valley, and Chino Valley and the Yavapai-Prescott Indian Tribe, facing the same economic pressures may also be concerned about how the continuing regional economic competition will affect their respective economic growth. The Economic Development Element discusses these issues further.

3.4.2 Economic Development strategies

Maintaining the balance, quality, character and sustainability of the community are all intertwined with the health and vitality of Prescott's economy. Every community needs a healthy economic sector and a strong tax base to achieve its goals. Local availability of goods and services contribute to a self sustaining, independent community. Likewise, a solid and diverse employment base provides jobs for the workforce, contributes to a higher standard of living for all residents and supports a diversity of households. As Arizona municipalities are highly dependent on sales tax as a source of revenue to support city services, the retail sector of the economy is particularly important.

Thirty years ago, if a person went out for a pizza, chances are they ate it in Prescott. In 2012, tri-city residents have many more choices about where to buy their bread or where to pick up their next restaurant meal. This process and the way it affects the ability of Prescott to provide services to its residents should be viewed as part of the region's natural growth cycle and must be treated as another challenge in the community's efforts to attract, expand and retain local business and enhance the tax base.

Major sectors of the Prescott economy include retail trade and hospitality services (including tourism), educational services, health services, construction, finance, insurance and real estate services, institutions of higher learning and government services (federal, state, county and municipal). The Prescott downtown, notable as a tourist destination, the Prescott airport, the City's industrial parks and the regional commercial development along the Highway 69 corridor are particularly recognized as economic engines for the City.

Manufacturing and industrial jobs have become a more important segment of the local economy due in large part to the City's emphasis on attracting these employers who provide higher paying jobs and good benefits. As noted in previous General Plans as well as the 1994 Strategic Plan, a major barrier to the expansion of this sector had been the lack of suitable sites for such businesses to locate. Since the mid 1990's, the City has placed a particular emphasis on quality industrial and commercial development, and has partnered with the private sector to expand commercial space and fund associated infrastructure improvements. This plan also contains goals and strategies to encourage creation of a greater percentage of industrial land available for development.

Over the last two decades, the City has placed a major emphasis on economic development, including efforts to diversify the employment sector and expand the sales

tax base. These efforts have been successful in garnering a substantial share of the retail, manufacturing and business development locating within the region over the past five years and with research and development businesses coming soon. Growth projected for the region will create additional demand for businesses and services to serve the growing population. In addition to the availability of goods and services, that population will need quality, higher paying jobs to sustain a higher standard of living. Since municipal service delivery is highly dependent on sales tax revenues, where new businesses locate and where people shop will continue to be of tremendous importance to Prescott's future.