# 2011 GENERAL PLAN COMMITTEE

**Community Development Department**

## Agenda

**2011 General Plan Committee**
**Regular Meeting**
**Wednesday, January 8, 2014**
**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, January 8, 2014 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 | Roxane Nielsen |
| Terry Marshall, Co-Chair | George Sheats |
| Brad Devries | Gary Worob |
| Dave Fisher | |
| Glenn Gooding | ***EX OFFICIO*** |
| Zena Mitchell | Jean Wilcox, Councilwoman |
| Elisabeth Ruffner | Chris Kuknyo, Councilman |

### III. Announcements

### IV. Regular Items

1. Approve the minutes of the February 13, 2013 meeting.
2. Overview of comments and recommendations received for the General Plan draft.
3. Review of the next phase of the General Plan update process.
4. Discussions of the public participation process and the role of the General Plan Committee.

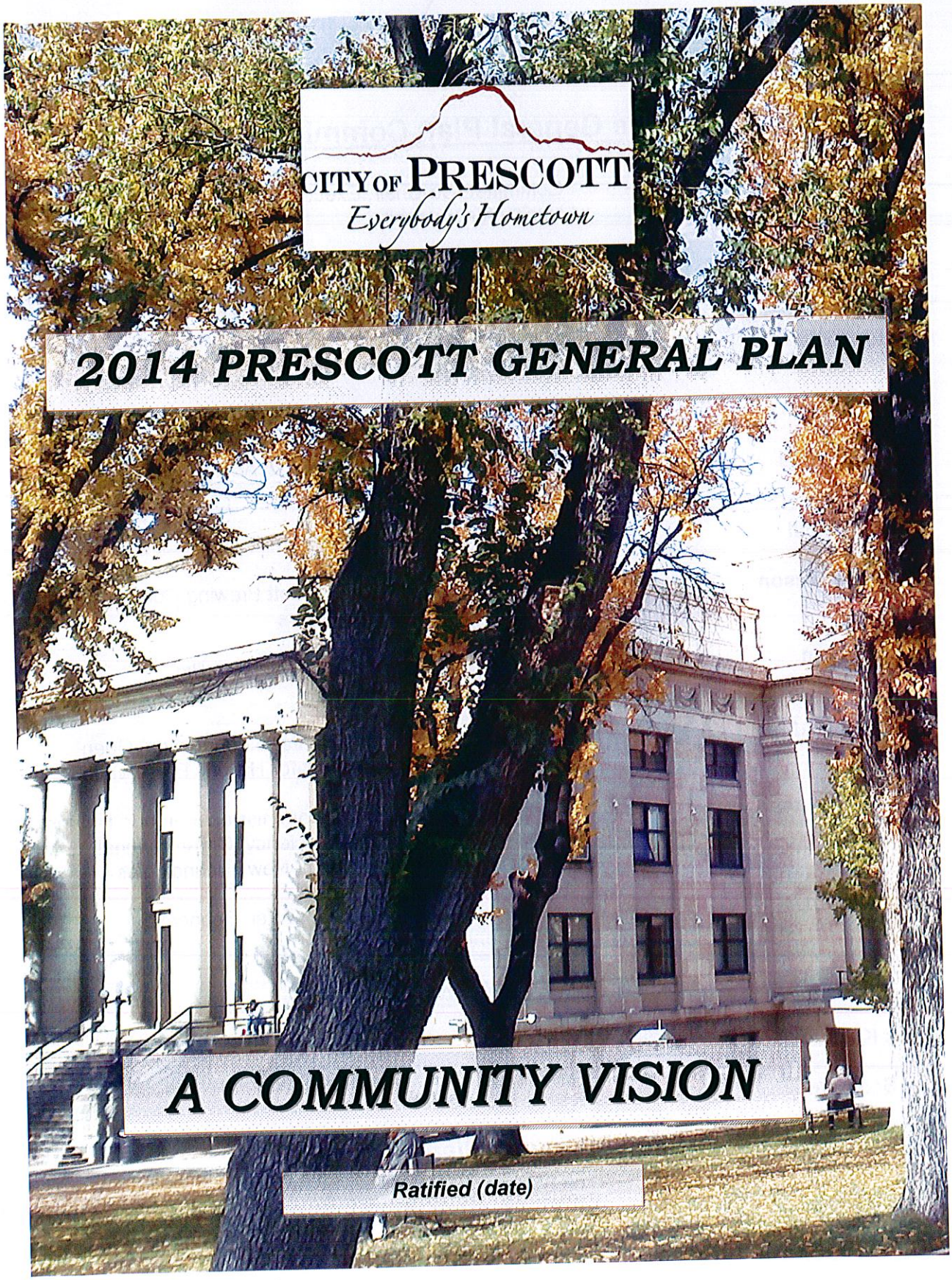
### V. Adjournment

*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 January 2, 2013 at 3:00 PM in accordance with the statement filed with the City Clerk's Office.

Suzanne Derryberry
Administrative Specialist



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# 2014 PRESCOTT GENERAL PLAN

# A COMMUNITY VISION

**Ratified (date)**

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# The General Plan Committee

| | | |
|---|---|---|
| **Miriam Haubrich** | - | Committee Co-Chair, Executive Director of Prescott Habitat for Humanity |
| **Terry Marshall** | - | Committee Co-Chair, Prescott Planning & Zoning Commission Member, Commercial Real Estate and Construction |
| **Brad Devries** | - | Yavapai College Event Marketing Specialist |
| **Dave Fisher** | - | Local Residential and Commercial Contractor |
| **Glen Gooding** | - | Performance Planning Specialist, Adjunct Professor Embry Riddle Aeronautical Institute |
| **Zena Mitchell** | - | Tucson Precinct Committeeman, Political Activist |
| **Roxanne Nelson** | - | Local Business Owner – Prescott Brewing Company, Prescott Chamber of Commerce |
| **David Quinn** | - | Author, Telecommunications Specialist, Big Brothers/Big Sisters Volunteer |
| **Elisabeth Ruffner** | - | Businesswoman, Yavapai Heritage Foundation, Open Space Alliance, National Trust for Historic Preservation. |
| **George Sheats** | - | Prescott Planning & Zoning Commission Member, Product Development, Operational Efficiency, Organizational Re-Engineering, Introduction of New Technologies |
| **Gary Worob** | - | Administrator, Grant Proposal Writer, Economic Development Specialist |

## Ex-Officio Committee Members

| | | |
|---|---|---|
| **Chris Kuknyo** | - | City Council Member |
| **Len Scamardo** | - | City Council Member |

## City of Prescott Planning Staff

| | | |
|---|---|---|
| **Tom Guice** | - | Community Development Director |
| **George Worley** | - | Planning Manager |
| **Ryan Smith** | - | Community Planner |

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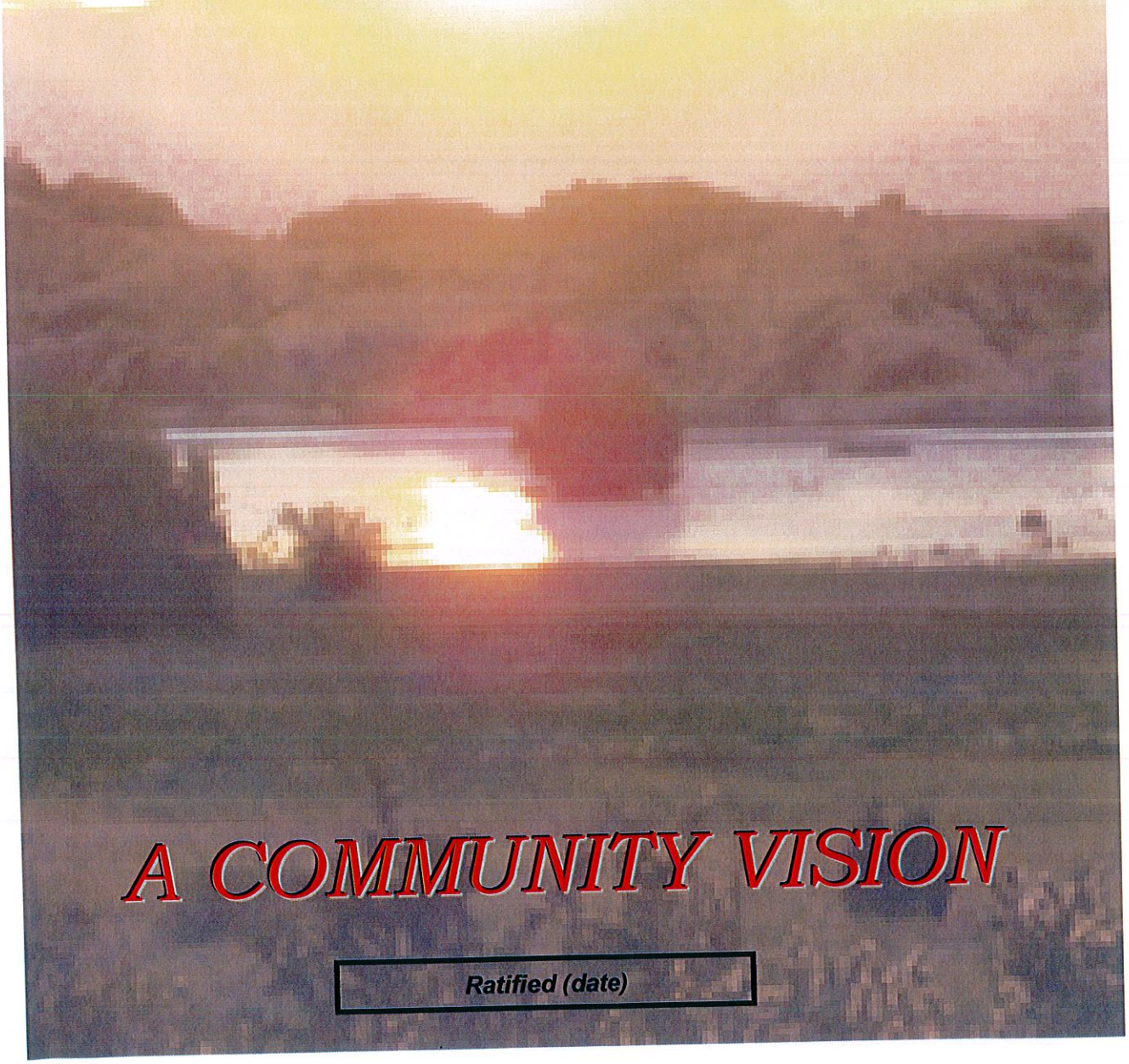
# 2014 PRESCOTT GENERAL PLAN



## *A COMMUNITY VISION*

***Ratified (date)***

CITY OF PRESCOTT
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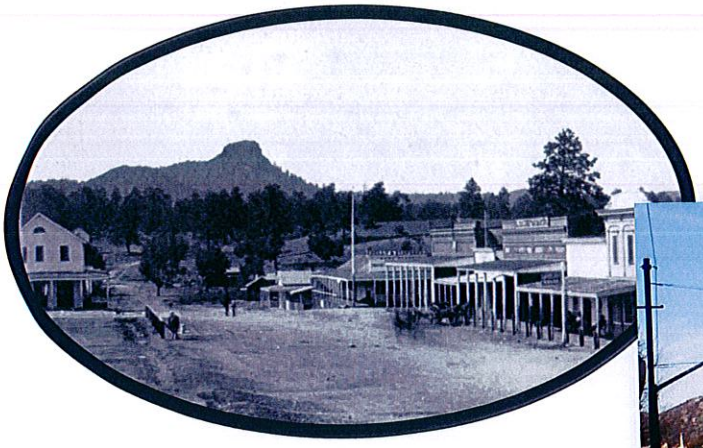
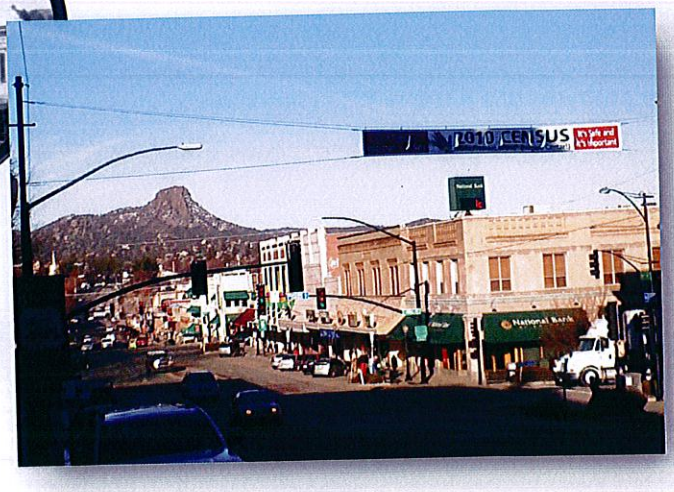
# 2014 Prescott General Plan
# A Community Vision



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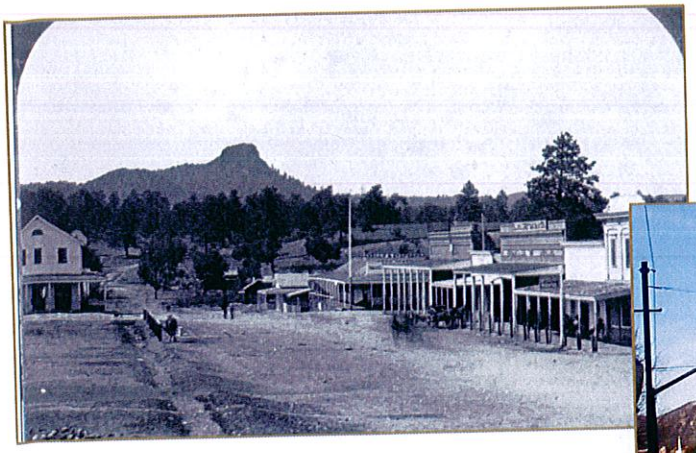
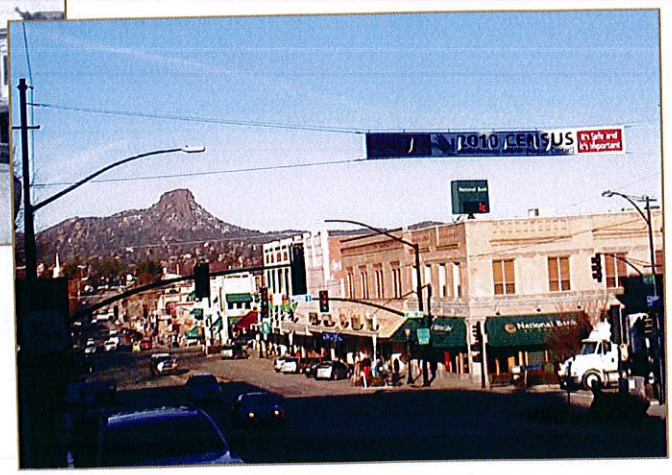
# 2014 Prescott General Plan
# A Community Vision





**Ratified (date)**

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# 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, and each element interacts with every other element. In more practical terms the General Plan is the guide for land use decisions in the City. Rezoning and new development proposals involving use permits must be consistent with and conform to the adopted General Plan.

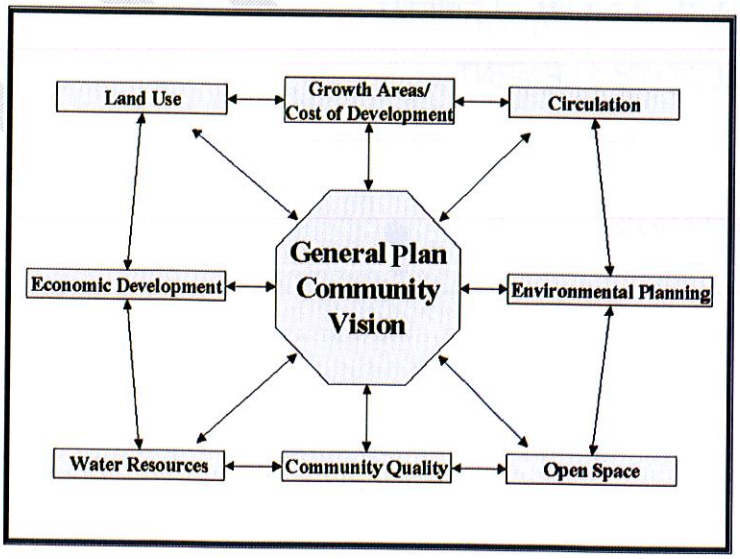
The City of Prescott General Plan complies with the "Growing Smarter/Growing Smarter Plus" legislation adopted by the state in 1998 and amended in 2000 and 2002 (A.R.S. 9-461.05 - 07). The following elements are required:

- LAND USE
- CIRCULATION
- OPEN SPACE
- GROWTH AREA
- ENVIRONMENTAL PLANNING
- COST OF DEVELOPMENT *(combined with the Growth Area Element)*
- WATER RESOURCE

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

- ECONOMIC DEVELOPMENT
- COMMUNITY QUALITY

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 website 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, satisfaction with type and amount of open space and similar questions were asked.

In 2011, the Prescott City Council choose not to rewrite the General Plan, but to instead update the 2003 Plan. 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 update of the plan. There were also 2 non-voting Council members to provide background information and report on progress to the City Council. The Committee held numerous advertised public participation meetings throughout the plan drafting process. Public responses and suggestions were reviewed and considered by the Committee for integration into the draft plan.

## 1.2 Elements

The following is a brief discussion of each of the Elements included in the General Plan. Where possible, the 2003 General Plan elements were revised and updated with current 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 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 growth areas to conserve natural resources and to require the sustainability of development activity with the construction of appropriate public and private infrastructure. Also addressed in this element, are Specific Area Plans which provide more specific development criteria for some areas. This element addresses the goals and strategies needed 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 collect fees such as impact fees, special taxing districts, development fees, and the installation and dedication of required infrastructure improvements. Goals are included to ensure that 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 existing streets, proposed circulation routes and alternative transportation routes. This element also includes information from other agencies, such as the Central Yavapai 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 open space with goals and strategies for managing and protecting these resources for open space acquisition and for establishing new recreational opportunities. It promotes the integration of open space and recreational resources within both existing and proposed regional systems.

**Environmental Planning.** This element addresses the impacts of the other plan elements on air and 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. The health and vitality of Prescott's economy is a key factor in sustainability and the community's quality of life.

**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.

## 1.3 Implementation Process

The General Plan provides a 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.

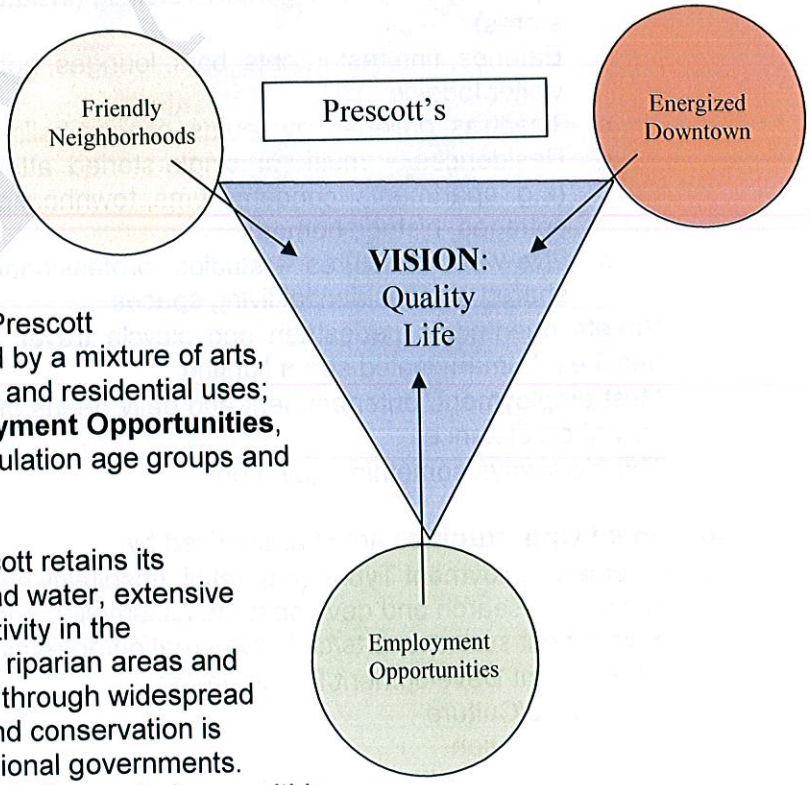
# THE PRESCOTT VISION
## *Living, Working and Enjoying Quality Recreation*

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 and respect for all community members.

**Prescott's Vision** also reflects a dynamic city. This 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 a 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 differing **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 and greater trail connectivity in the surrounding Prescott National Forest, riparian areas and significant vistas. Water is conserved through widespread education of residents and visitors, and conservation is 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."*

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
    - Theatres, galleries, museums, concert halls, amphitheatres, 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
- 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. retail, 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 - offices and services individually or grouped throughout the City, convenient to residents of Neighborhoods and the Downtown

The Prescott Downtown and Neighborhoods are intertwined in a 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 all development consistent with state statutes. 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 influenced 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. Rainfall continues to be below average, with drought conditions being reported by various scientific institutions. Average annual precipitation prior to drought conditions was 18.8 inches per year, with the period from 2000 to 2013, reporting 13.5 inches per year.

A unique historic atmosphere is the essence of Prescott's character, setting it apart from other Arizona cities. 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 pre-historic 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 place 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 occupied by a hunting and gathering American Indian people. The local inhabitants were not exclusively hunters and gatherers and lived in the greater Prescott area in seasonal camps. This group was one of three geographically divided Yavapai groups and later became known as the Yavapai-Prescott Indian Tribe. They were allocated approximately 1,400 acres of land by the federal government, forming the Yavapai-Prescott Indian Reservation which is now encompassed by the City of Prescott on three sides.

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 fourteen 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 by state historian, Sharlot M. Hall and other local influential Prescott businessmen 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 theatres are owned and operated by the Prescott Center for the Arts, 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 Yavapai-Prescott Indian Tribe will be constructing a 44,000-square-foot Yavapai Indian Cultural Center below its Prescott Resort and Conference Center near the intersection of highways 69 and 89. The center will be open to the public and could be ready to open in 2014. It will feature a museum, cultural education center and indoor auditorium. The cultural education center will include classroom and multi-purpose space where tribal members can learn about Yavapai-Prescott arts, traditions and language.

The presence of public and private post-secondary education constitutes an important force in the Prescott economy and cultural surroundings. Prescott College, a private liberal arts college, was established in the 1960s. The late 1960s also saw the founding of Yavapai Community College. In 1978, Embry Riddle Aeronautical University established a large campus in the community. Northern Arizona University has a presence in Prescott, as does North Central University, an on-line educational institution, and Old Dominion University which is 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 this 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 economic status, while preserving the community's character now and into the future.

### 3.1.2 Changing demographics: household size, aging population 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

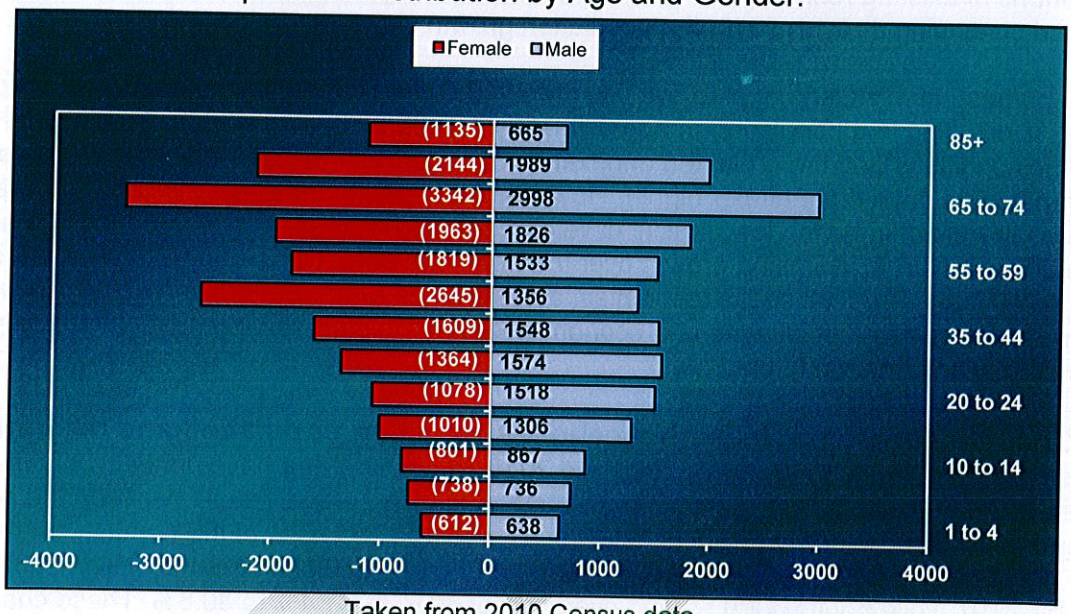
| | 1980 | | 2000 | | 2010 | |
|---|---|---|---|---|---|---|
| Population | Number | Percent | Number | Percent | Number | Percent |
| Ages: | | | | | | |
| 0 to 19 | 5,247 | 26% | 6,505 | 20% | 6,708 | 17% |
| 20 to 64 | 10,503 | 53% | 18,248 | 54% | 20,862 | 52% |
| 65+ years | 4,305 | 21% | 9,085 | 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 at 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 changing 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" are decreasing. 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 participated in the workforce. In 2010, families made up 56% of Prescott's households compared to 59% in 2000. In 2010, households with a member aged 65 or older comprise 44.8% in Prescott compared to 39.4% in 2000, an increase of 5.4%. 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 increasingly require 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

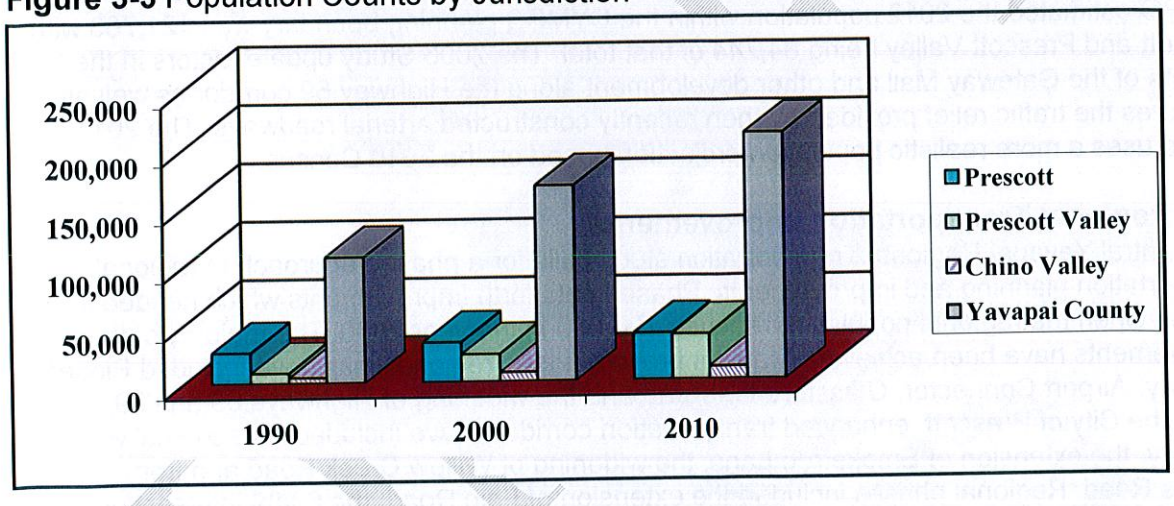



**Figure 3-4** Population Percentages by Jurisdiction

| 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 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, cooperated in regional transportation planning for nearly two decades through a voluntarily created planning group, the Central Yavapai Transportation Planning Organization. This group had 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 more than 50,000, a population threshold which triggered 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 (CYMPO) is now the designated regional transportation planning authority with Prescott an active participant.

### 3.2.2 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. CYMPO estimated the 2012 population within the CYMPO planning boundary was 121,783 with Prescott and Prescott Valley being 84,744 of that total. The 2006 Study update factors in the impacts of the Gateway Mall and other development along the Highway 69 corridor as well as measures the traffic relief provided by then recently constructed arterial roadways. The 2011 update uses a more realistic population projection based on the 2010 Census.

### 3.2.3 Regional Transportation Improvements

The Central Yavapai Regional Transportation study calls for a phased approach to regional transportation planning and improvements. Phase I sets forth improvements which needed to be in place when the regional population reached 100,000 in 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, the widening of Willow Creek Road and Iron Springs Road. Regional phases included the extension of Fain Road, the 69/89 intersection, connecting Rosser between Prescott Heights and Cliff Rose, and widening of Copper Basin Road. The 1998 update recommended additional regional transportation corridors including a Prescott East Loop (Sundog Connector currently being studied) connecting State Road 69 and State Road 89 north of Yavapai Hills and a SR 69/89 connector across the Yavapai-Prescott Indian Reservation completed in early 2013.

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 forecasts that investments in these alternatives, along with assumptions that up to 5% of person-trips would be by some form of alternate 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). Subsequent study updates continue to support these alternative transportation recommendations.

# 3.3 CURRENT LAND USE POLICY ISSUES

## 3.3.1 Annexation

As of October 15, 2013, Prescott's land area covers 42.6 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 incompatible 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. 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 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 nearby jurisdictions. This raises 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, 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 recent large annexations in the vicinity of the Prescott airport.

## 3.3.2 Land use mix and trends

The City of Prescott currently encompasses 42.6 square miles or about 27,264 acres. Residential development comprises an increasing proportion of the land uses within the city. The proportion of land use dedicated to conserving open space 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 per $1.00 in taxes paid, than commercial/industrial uses which 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 by assuring an adequate revenue stream to support City services, providing sufficient jobs and housing for City residents.

## 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 2007. Single family building permit applications are increasing, indicating that suburban home building is resuming in Prescott in 2014.

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 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 the community perception of higher density development in general and of multi-family housing in particular. Many multi-family housing projects proposed in past years, especially those requiring rezoning, have faced opposition from opponents raising concerns about higher densities, traffic impacts, effects on neighborhood aesthetics, 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 low 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 General Plan also strongly encourages an update of the 1996 Housing Needs Study to identify current need and establish multiple strategies to address those needs.

The 2003 *Arizona Affordable Housing Profile* included a methodology to estimate the "affordability gap" in each Arizona community, including Prescott. This gap is defined as the number of households which cannot afford, or which pay too much for, housing (either rental or purchase) at various income levels. Based on that analysis, there continues to be an inadequate supply of housing units in Prescott for households at or below the Prescott median income. This study and the need for housing balance are explained further in the Land Use and Growth Area Elements.

### 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 or more square feet has been 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 late 2007, the economic slowdown caused the construction of new housing to cease. However, new residential development appears to be resuming this pattern in Prescott of 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 known 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 with more main-lines, longer main-lines and more lane miles of roads. Most of the initial costs are passed on to the home buyer and result in higher housing costs. However, the City inherits the costs for maintenance in perpetuity of this infrastructure. Over time, it becomes impractical to maintain the many increasing miles of water, sewer and road infrastructure created by sprawl. 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.

A 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 by 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 focuses on appearance and impact. Uses may be blended 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 1998 Prescott East Area Plan (PEAP), the 1999 Willow Lake South Area Plan (WLSAP) and the 2001 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, initiated by property owners for their neighborhoods within 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 Reservation 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. The Water Element contains a more detailed analysis of water related issues.

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. The Prescott AMA includes the Yavapai-Prescott Indian Tribe, the Town of Prescott Valley, the Town of Chino Valley and portions of Yavapai County. The City of Prescott alone cannot achieve safe-yield within the AMA since these jurisdictions must cooperate to resolve water

issues. There is currently no plan to achieve safe-yield within the AMA, therefore, safe-yield is identified as a future challenge in Prescott.

### 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, Prescott Creeks 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 in fire management both 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 the region. In 2012, Ernest A. Love Field is the 3rd busiest Arizona airport in tower operations after Phoenix Sky Harbor and Phoenix Deer Valley airports. It also one of the busiest regional airports in the country, ranking 37 out of 513 airports with control towers. This in part due to 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 hangar 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 2009 Airport Master Plan, the 1997 Airport Business Plan and the 2001 Airport Specific Area Plan (ASAP) have been adopted to address Airport land-use protection and to assure the continued economic vitality and modernization of the airport infrastructure. 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

Due to state law, the City relies primarily on the transaction privilege (sales) tax, and to a much lesser degree, property tax, to generate revenue necessary for providing services such as police, fire, upgrading infrastructure, building safety, parks and recreation. Sales tax is subject to economic fluctuations and primary property tax is not a viable long-term revenue source for the operation and maintenance of City services due to state constitutional limitations. These restrictions limit annual primary property tax levy increases to 2 percent plus an allowance for new construction. Without a voter approved state constitutional amendment, the community isn't able to use primary property tax as a means to generate consistent substantial funds, which would decrease reliance on inconsistent sales taxes.

### 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 transient occupancy (bed) tax; primary and secondary property tax rates; and user fees. Each of these sources of City revenue is 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 transient occupancy tax. Likewise, voter approval is needed to implement any new transaction taxes. The tax base to which those rates are applied, and sustaining 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 an important reason Prescott did not maintain the 8% sales tax growth rate in the early 1990s that 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 and Trader Joe's. With the addition of these retail anchors, the Highway 69 area has grown into a substantial 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 / visitor experience and make the downtown more pedestrian friendly by adding new sidewalks, landscape planters, lampposts, and benches. The Downtown Enhancement 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 adoption of the 2003 Land Development Code created the Downtown Business Zoning District to preserve the

Downtown mixed use character. The activities listed above ensure that downtown will remain a viable 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 in Prescott. In 2012, tri-city residents have many more choices about where to buy groceries 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.

Important 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 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 an 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 few years and in placing an emphasis on research and development businesses. 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.

Destination Marketing Organizations are charged with representing a specific destination and helping the long-term development of communities through a travel and tourism strategy. Tourist development and promotion is a complex issue. To attract visitors, Prescott must develop and maintain amenities and attractions. The City's cultural heritage is an important draw for tourists along with recreational opportunities offered by area golf courses, parks, lakes, trails and the Prescott National Forest. Community groups work with the City to create events to keep Prescott a center for entertainment and culture in Yavapai County. Visitor attractions have included new events such as the Whiskey Off-Road bicycle race, Prescott Film Festival, New Year's Eve Boot Drop, Chaparral Music Fest and Ghost Talk. Signature long-time events and venues include Elks Opera House productions, Sharlot Hall Museum, Prescott Frontier Days, Acker Night, the Bluegrass Festival, Phippen Memorial Art Show and the Cowboy Poets gathering.

# 4.0 GENERAL PLAN SUMMARY

## 4.1 POPULATION: ACHIEVING A BALANCED COMMUNITY

Achieving and maintaining a balanced community requires that we influence existing market trends, as well as sustaining and building an environment that welcomes and supports families with children. If Prescott is to be balanced demographically and remain a viable community for both young working families and retirees, it will be necessary to pursue strategies to accomplish that vision. Strategies would include efforts to address community housing needs, expand transportation/telecommunication options, attract jobs which produce family supporting income, and promote youth activities and educational opportunities. To serve those in need, local churches and non-profits collaborate through various programs as limited finances allow.

## 4.2 BALANCED MIX OF LAND USES

The proportion of City land uses dedicated to open space has increased significantly in recent years. Residential land uses require more in services than they contribute to revenues and commercial/industrial properties contribute more in revenue than they require in services. Therefore, the mix of land uses must be given serious consideration in future area plans, development agreements and annexations. It is especially important to provide areas for commercial and industrial uses which not only provide a revenue stream to support services, but can also attract additional employers with competitive compensation.

The challenge for the community is: to ensure the continued vitality and longevity of existing commercial and industrial areas; to zone additional sites suitable for business, commercial and industrial development; and to do so without sacrificing the historic and cultural resources and open space valued by the community or create undue negative impacts on existing neighborhoods. Currently undeveloped areas represent the best opportunities to improve and maintain a sustainable balance between these types of land uses. The Land Use Element addresses this topic in greater detail.

## 4.3 MEETING HOUSING NEEDS

The 2010 American Community Survey figures show the median housing price in Prescott remains significantly higher than prices in surrounding communities and the state. Also, home owners and renters in Prescott are spending a greater portion of their income on housing compared to the state average. The housing market has corrected itself in recent years, which may assist moderate and low income households in buying into housing that already exists. However, marginal income households are still not able to buy into the housing market, possibly due to a tightened credit and financing market. Production strategies may be needed such as developer incentives to increase the supply of affordable housing to those at or below the median income.

One strategy to produce varied housing types may include a different approach to general development. As an alternative to the use of current zoning districts, 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. Prescott's downtown and historic neighborhoods are examples of traditional designs.

A variety of land uses exist within the City of Prescott typical of most towns and cities. Community growth based on permit activity in the 10 year period between January 1, 2003, and January 1, 2013 indicates that 86% of permits issued for new buildings were residential development, mostly for single-family homes in a subdivision. Multi-family and workforce housing permits have not kept pace with the rate of single-family development. In the last several decades, most new development occurred in outlying areas of the City with little infill.

General Plan survey respondents indicated support for accommodating the housing needs of all income levels and family types in the community and support compact development types, mixed use areas and transit friendly development to accomplish this goal. However, development trends indicate a continuing preference for low density, large lot single-family home subdivisions in Prescott. The conflict between General Plan goals of providing housing for all incomes, ages, and special needs groups and the continuing direction of current market trends suggest that housing affordability will continue to be an issue in Prescott. Housing needs and affordability are discussed further in the Land Use, Growth Area and Economic Development elements.

## 4.4 BALANCING COMMUNITY VALUES

The ability to sustain municipal facilities and services is affected by both the rate of growth and the balance between residential and non-residential uses. A secure local revenue base is necessary to establish and maintain essential City services. This requires that commercial and industrial zoning be available to complement residential zoning. Commercial and industrial areas provide a sales tax base, which in turn contribute revenue toward the City operating budget. Residential areas provide for a population base and also contribute to a slight extent toward the City operating budget through property taxes, which, in fiscal year 2013, provides only 3.7% of City revenues.

Development in the outlying areas and low density uses are less efficient uses of land. This causes a loss of natural open space as new areas are developed, and places a greater burden on water, sewer and road infrastructure. Longer utility supply lines and extended roads are more expensive to build, operate and maintain. This also increases dependence on the personal automobile for transportation and adds traffic demand on the road network. Public transit, such as bus service, is most efficient where a dense population exists in compact clusters. Suburban development tends to isolate neighborhoods from service centers and creates large districts with the opposite character of the pedestrian friendly, historic atmosphere which attracts new residents and is often used to describe the character of Prescott.

Business development, neighborhood and environmental protection efforts will at times conflict. The community must conscientiously make choices and tradeoffs when values conflict. In making these community choices and tradeoffs, community wide interests and benefits will be the primary criteria for resolving the conflict. When considering neighborhood conflicts not of a community wide impact, the concerns of the neighborhood will be the primary consideration.

## 4.5 MANAGING CURRENT AND PROJECTED TRAFFIC

Transportation planning within the City is integrated into the City's capital improvement budget and is coordinated with both land use planning and development review. Transportation needs are a required component in specific area plans where Transportation Services and the Police Department examine traffic calming approaches to provide neighborhood safety and emphasize traffic enforcement. Retrofitting existing roadways with improvements is an important part of transportation planning requiring careful consideration of the potential impacts on neighborhoods.

The 2006 Central Yavapai Metropolitan Planning Organization (CYMPO) Regional Transportation Study establishes that growth within Prescott and throughout the region will create long term traffic management problems. The study is the blueprint for long term regional transportation planning and improvements addressing the negative effects of traffic congestion while also ensuring adequate circulation, which continues to be a challenge. The CYMPO Study recommends alternative transportation components such as public transit, carpooling, bikeways, trails, etc. and forecasts that an investment in these systems could reduce projected traffic counts throughout the CYMPO planning area.

A "Complete Street" is defined as a street which safely accommodates all users including public transit vehicles, autos, pedestrians and bicyclists. Basic elements of Complete Streets include pullouts for public transit, sidewalks, bike lanes (or wide paved shoulders), pedestrian crossing opportunities, median islands and accessible pedestrian signals. Careful planning and development of Complete Streets infrastructure offers long-term cost savings for local and state government by reducing automotive travel.

CYMPO is charged with the development and implementation of a regional transit system. The mission of CYMPO is to provide leadership in planning and promoting a comprehensive multi-modal transportation system that will provide for regional mobility and connectivity that encourages a positive investment climate and fosters development sensitive to the environment.

Prescott residents and visitors currently enjoy a network of sidewalks, bicycle routes, bicycle lanes, and multi-use paths. This network may be enhanced with the support of advocacy groups who encourage pedestrian, bicycle and public transit transportation alternatives. The Circulation Element provides further detail on these subjects.

## 4.6 PRESERVING AND PROTECTING THE ENVIRONMENT

The term Open Space is used in many forms and has different meanings in common usage. Typically, open space is used to describe undeveloped land. From a regulatory point of view, cities are composed of only two types of property, public ownership and private ownership. This critical distinction between public and private property has been the basis of urban design since the concept of land ownership emerged and the term "open space" first appeared.

The acquisition, dedication and stewardship of open space as a community amenity is also an economic development asset which supports the tourism industry. Maintaining the integrity of the natural environment, conserving and connecting open space and protecting significant natural features and public and privately owned ridges surrounding the Prescott basin from development are an ongoing challenge. Scarce resources require the community to carefully target and manage public investments in open space or natural landmarks and to search for innovative public and private preservation mechanisms. If economic, transportation or other specific needs of community-wide interest and importance necessitate impacts on natural features, the City is committed to mitigation measures as much as is feasible.

Contributing to the quality of the community is an environment with high-quality air, water and dark skies. As the City population increases, the threat to air quality, water quality, noise and light pollution also increase. It is important to acknowledge that progress toward some community-wide interests such as adequate circulation and economic development opportunities will have some negative impact on the environment. Maintaining a balance to preserve the environment is in conflict with the impacts of population growth and the need for economic prosperity.

Dust, smoke, proliferation of non-native plant pollens and automobile emissions are sources of urban air pollution. Smoke is a problem during winter months from wood burning fireplaces &

stoves, and at other times, seasonal prescribed burns affect air quality. In the warmer dry months, dust affects air quality due to dirt roads and construction activities. Poor air quality conditions are exacerbated by a continuing drought.

Storm water run-off delivers silt into the local surface waters along with known and emerging contaminants. Protecting surface waters and groundwater recharge areas help maintain the high quality of Prescott's drinking water and prevent degradation of recreational amenities such as the area lakes.

Prescott's clear dark night sky is a community asset. The Prescott Land Development Code primarily regulates commercial outdoor lighting by addressing light fixture types and light output. Residential lighting could be addressed to allow for adequate lighting that also reduces glare to neighbors. New energy efficient technologies, such as hi intensity discharge (HID) and light emitting diode (LED) may also be addressed. The Open Space and Environmental Planning elements discuss these issues in greater detail.

## 4.7 HISTORIC PRESERVATION

Prescott's earliest 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 is 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 which also define walkable and sustainable neighborhood design.

Prescott's focal point, the Downtown is not only the historic and economic center of the City, but also, the artistic and cultural center. Interest in cultural activities has been expanding in recent years as seen in the increasing numbers of tourists, resident artists, and participants.

Protecting and preserving historic and cultural resources in the form of commercial buildings, residences, neighborhoods, business districts and archeological sites is essential to maintaining and enhancing the City's character as well as sustaining tourism and the quality of life for the residents. Partnerships involving the City, the State of Arizona, historic preservation advocacy groups, property owners, businesses and other state and national entities will ensure that tangible reminders of the City's rich heritage will enlighten and educate future generations, as well as protect valuable business and housing stock. The Land Use and Community Quality elements discuss this topic.

## 4.8 ADEQUATE WATER RESOURCES FOR FUTURE NEEDS

In Arizona's arid climate, water availability is crucial to the City's economy and quality of life. A determination was made in 1998 by the Arizona Department of Water Resources (ADWR) that the groundwater aquifers which support the Prescott AMA are no longer in safe-yield, which means that groundwater depletion is beyond the level being recharged. This declaration imposed significant constraints on the pumping of groundwater to support growth and development. Recharge measures are continuing and importation of water from outside sources has been determined to be legal, but may not be feasible to supplement the local aquifer supply.

The City of Prescott water service area is located within the Prescott Active Management Area (AMA), along with Prescott Valley, Chino Valley, the Yavapai-Prescott Indian Tribe, Dewey-Humboldt and county areas. The City of Prescott water service area accounts for about 8.6% of the land within the Prescott AMA. The groundwater basin aquifers within the AMA are interconnected. Therefore, drawdown in other parts of the Prescott AMA can contribute toward decreased water tables in Prescott. Population growth and development anywhere within the

AMA will affect the aquifers and the AMA goal of reaching safe-yield. A sustainable balance of water quality, water use, conservation, importation and groundwater recharge is desirable, but requires mitigation strategies with consensus among various water stakeholders.

The legal, physical and economic availability of water from sources which are known or can be reasonably anticipated, including the costs of water rights and infrastructure to access and deliver water, will be a limiting factor in the future development of Prescott. Other issues such as emerging contaminants and the cost of treating our water supply for known contaminants, such as arsenic, drive up the costs for a safe water delivery system. Even with a strong market demand, the availability of water and capital will determine the long-term growth of the City. The Water Resources Element discusses these issues in detail.

## 4.9 STRONG ECONOMIC BASE

Demands for services grow along with population growth. Services must be provided within a reasonable revenue structure, which includes effective management of expenditures. It is a challenge to maintain current service levels and make strategic enhancements for desired future services. The cost of maintaining an aging infrastructure and to fund needed improvements is also an ongoing challenge.

Prescott's economy includes retail sales, tourism, education, health care, real estate, industry, construction, federal, state, county and municipal government. The historic downtown, airport, industrial parks, auto dealerships and regional commercial developments along the Highway 69 Corridor are recognized as economic centers for the City.

Few of the community's goals can be achieved without a strong economic base. For the City of Prescott and other Arizona municipalities, this means recognizing sales tax as the primary source of revenue and maintaining a strong, growing sales tax base within a highly competitive regional market. In order to achieve and maintain a strong economic base, it is necessary that Prescott:

- attract, retain and encourage expansion of a reasonable share of the regional scale retail business market
- attract, retain and encourage expansion of local or "neighborhood scale" business development sufficient to provide local goods and services within Prescott for City residents
- continue to promote a strong tourism industry
- improve the quality of the regional job and employment market with an emphasis on higher wage positions such as provided by research and development
- provide housing opportunities for all segments of the community including moderate to low income residents
- promote health, education and cultural sectors as community assets which enhance quality of life as well as contribute to the viability of the economic base

Tourism is an important sector of the local economy. The 2009 Prescott Area Tourism Study, produced for the Arizona Office of Tourism by Northern Arizona University, indicated that visitors to the Prescott area spent an estimated $196.7 million that year. The merchants and service providers then provided paychecks to employees, bought supplies and made other business related expenditures resulting in an indirect economic impact of an additional $40 million. Indirect business taxes produced an additional $23 million. The total economic impact supported 4,761 direct and indirect jobs.

To attract visitors, Prescott must maintain and create amenities and attractions with the long-term development of a travel and tourism strategy. Destination Marketing or other means of

advertising may be used to promote Prescott as a specific vacation destination with the City's cultural heritage as an important draw for tourists. The Economic Development Element further addresses these issues.

## 4.10 MAINTAINING COOPERATION ON REGIONAL ISSUES

Good working relationships with the other entities in the region must be maintained despite differing goals among the jurisdictions. Challenges which demand a regional approach include coordination of regional automotive traffic; transportation and circulation requirements; the Prescott Airport; cooperation on water management issues; and acknowledgement of the economic cooperation between Yavapai County, Prescott, Prescott Valley, Chino Valley and the Yavapai-Prescott Indian Tribe. Increased regional cooperation is touched upon in every element of this plan. Some of the regional efforts by the City are described below.

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, Prescott Creeks and the Town of Prescott Valley, the City's partner in efforts to protect the scenic Glassford Hill from development.

The Town of Prescott Valley and Yavapai County have each informally agreed to accept the Airport Specific Area Plan 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.

Prescott, Yavapai County, Chino Valley, Prescott Valley, Yavapai-Prescott Indian Tribe, Dewey-Humboldt and the Arizona Department of Transportation are partners in the Central Yavapai Metropolitan Planning Organization (CYMPO), which is the designated transportation planning entity for our region. Their purpose is to conduct studies, coordinate transportation planning, secure state and federal transportation funds and prioritize funded transportation projects.

A regional coordinating body, the Yavapai County Water Advisory Committee has been established with members representing the AMA and local jurisdictions. The City participates with staff and financial resources, along with the Northern Arizona Municipal Water Users Association (NAMWUA) and Upper Verde River Watershed Protection Coalition. Additionally, as a community within the Prescott Active Management Area, the City remains engaged in the GUAC (Groundwater Users Advisory Group), which is a group defined by state statute and whose membership is appointed by the Governor.

Prescott's Historic Preservation Specialist works closely with the State Historic Preservation Office, Arizona State Museum (University of Arizona) and Sharlot Hall Museum. When specific projects are proposed, the City works with the Yavapai County Cultural Resources Management staff to preserve artifacts and historic features that preserve Prescott history but are outside of Prescott.

Public safety is involved in several examples of regional cooperation, such as the Communications Center, which is the dispatch for 10 agencies, and the Partners Against Narcotics Trafficking (PANT). These are just a couple of examples of regional cooperation.

# 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.

**A.R.S. 9-461.05.**

**1. A land use element that:**
(a) Designates the proposed general distribution and location and extent of such uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space and other categories of public and private uses of land as may be appropriate to the municipality.
(b) Includes a statement of the standards of population density and building intensity recommended for the various land use categories covered by the plan.
(c) Identifies specific programs and policies that the municipality may use to promote infill or compact form development activity and locations where those development patterns should be encouraged.
(d) Includes consideration of air quality and access to incident solar energy for all general categories of land use.
(e) Includes policies that address maintaining a broad variety of land uses including the range of uses existing in the municipality when the plan is adopted, readopted or amended.
(f) Not applicable to Prescott - For cities in the vicinity of a military airport or ancillary military facility.....
(g) Includes sources of currently identified aggregates from maps that are available from state agencies, policies to preserve currently identified aggregates sufficient for future development and policies to avoid incompatible land uses, except that this subdivision shall not be construed to affect any permitted underground storage facility or limit any person's right to obtain a permit for an underground storage facility pursuant to title 45, chapter 3.1.

### 5.1.1 Population Forecast

For general planning purposes, the 2010 Census was used for the City of Prescott population of 39,843. A projected annual growth rate of 2% is used herein to project a population of approximately 48,500 in 2020. The Prescott General Plan is based on these projections over the 10-year expected 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 may change this estimate.

Prescott is affected by the 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, creeks, trails, lakes and an airport. Prescott's Land Development Code (LDC) encourages mixed use areas, which combine commercial and residential uses. There are also 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.

### 5.1.3 Annexation

Through annexation, Prescott's land area has steadily risen from 4.0 square miles in 1950 to 42.6 square miles in 2013. A City annexation policy was adopted 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." To increase revenue generated to the City, the policy establishes priorities to balance land uses which include residential uses and 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 (ASAP) is the basis for growth management in the airport area. Both the Prescott Valley Town Council and Yavapai

County Board of Supervisors have informally agreed to observe the ASAP recommendations. These agreements have set the stage for annexations in the vicinity of the Prescott airport.

### 5.1.4 Planning Documents

Special purpose plans address specific concerns in unusual areas. Specific area plans are prepared for large developing areas within the City. Neighborhood Plans are generally prepared for transitional subdivisions with special concerns. Plan development is undertaken with broad citizen and property owner participation, who 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 or 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 General Plan goals of balancing land uses, promoting a diversity of residential choices and preserving significant open space. Once an area plan is adopted, the appropriate zoning and development standards may be put into place through owner-initiated rezoning and infrastructure improvements to assure that development occurs in conformance with the plan objectives. 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 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 were 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 existing character of our neighborhoods.

Specialized plans focus on particular concerns or purposes which include sensitive 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, residential, 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 formally 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.

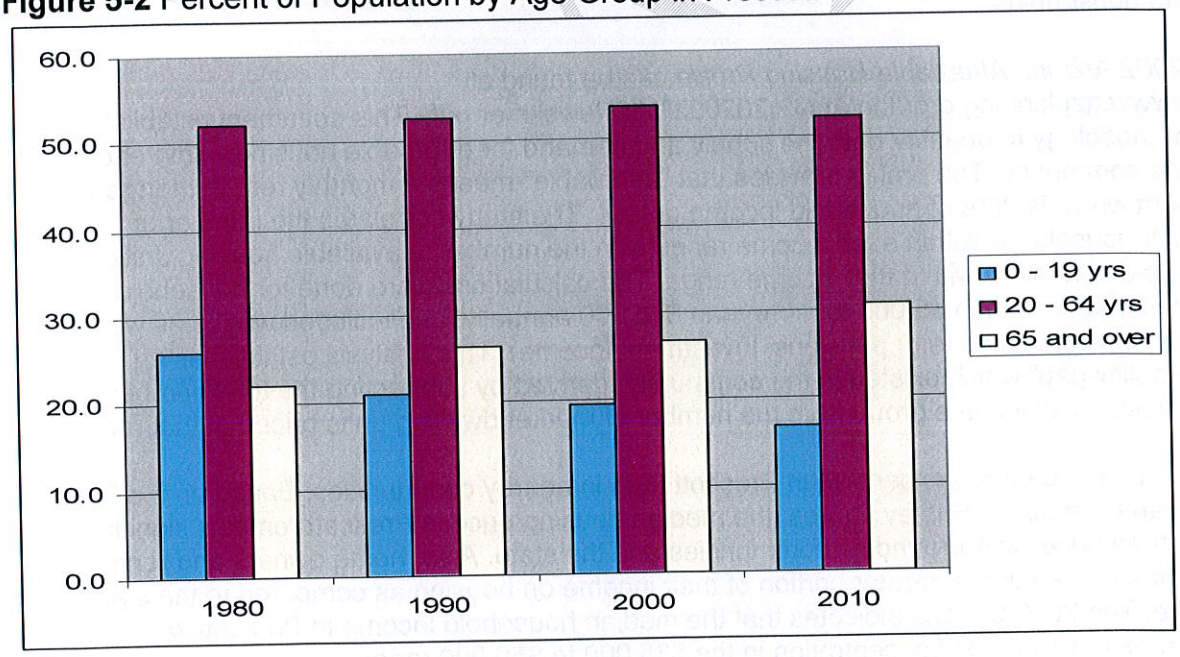
## 5.2 NEIGHBORHOODS AND HOUSING BALANCE

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 become congested if higher infill densities result in heavier traffic loads. Additional information on the topic of traffic and circulation may be found in the Circulation Element.

### 5.2.1 Generational and Lifestyle Diversity

Prescott strives to accommodate all types of households such as single individuals, families with children, empty nesters, retirees and residents at all socioeconomic 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 2.11 in 2000 to 2.03 in 2010. The number of families actively raising children are in decline, 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 (World War II era) generation, as well as from large numbers of retirees who have relocated to Prescott. Another contributing factor to declining diversity has been a growing lack of low to moderate income 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 due to the growing percentage of the retiree population. Balanced housing needs require the promotion and availability of a variety of housing types, and encouraging sufficient numbers of housing units affordable to all income groups. However, market based housing development in Prescott consistently favors large single-family homes in large lot subdivisions.

### 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 or simply held in the hope they would appreciate in value. This created an increased demand for new houses and caused property prices to increase. The National Bureau of Economic Research states that the U.S. began a recession in December 2007. Due to the economic slowdown, investment strategies in homes subsided when property prices began to decline. This in part lead to unemployment in the construction and related industries, which deepened the recession.

Home owners can't or won't 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 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 market prices. 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.

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 low 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 2007 began to alleviate this condition by making housing more affordable to medium and low income households.

The *2002 Arizona Affordable Housing Profile* can be found at http://www.azplanning.org/doc/April%202002%20Newsletter.pdf. This document 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" which existed in the community, derived by subtracting the total number of households in 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 2010 American Community Survey figures, the median housing price in Prescott remains significantly higher than prices in surrounding communities and 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 was $41,497 with the largest concentration in the $35,000 to $50,000 range.

**MEDIAN HOUSING PRICE OF OWNER-OCCUPIED UNITS**

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

(This data is derived from the American Community Survey and is averaged over 3 years)

As has been demonstrated in past years, Prescott has been a retirement destination. Currently, potential residents may not be able to retrieve sufficient value from their present homes, and may be waiting for home values to recover before relocating to Prescott. Based on the 2010 Census number of vacant homes of 16%, new housing construction may be slow until retirees begin relocating to Prescott once again and the population catches up to the supply of housing.

### 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 and assumes that these use categories are incompatible with one another. Traditional zoning will control development intensity through parameters such as floor-area ratio, dwellings per acre, setbacks, parking ratios and automotive traffic flow.

Rezoning applications to increase density, allowing more homes per acre, are often met with opposition from neighboring residents. Decreased density encourages sprawl and discourages sustainable compact developments 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.

### 5.2.4 Form Based Codes

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, walkable street design and landscaping. The regulations and standards in form-based codes are presented in both narratives, diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form, scale and character of development. This approach contrasts with conventional zoning, that focuses on separating uses.

Redevelopment Districts may be recommended in certain areas such as the 6th street industrial area and in other areas which may be in need. A redevelopment district is a way to build on an area's accomplishments, its assets and will clarify what is needed to succeed in the future. It also addresses the limitations and challenges of an area with a goal of engineering buildings which ensure 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.

Figure 5-3 Form-based "transect zones". Diagrams such as this are used to designate the desired form of an area.

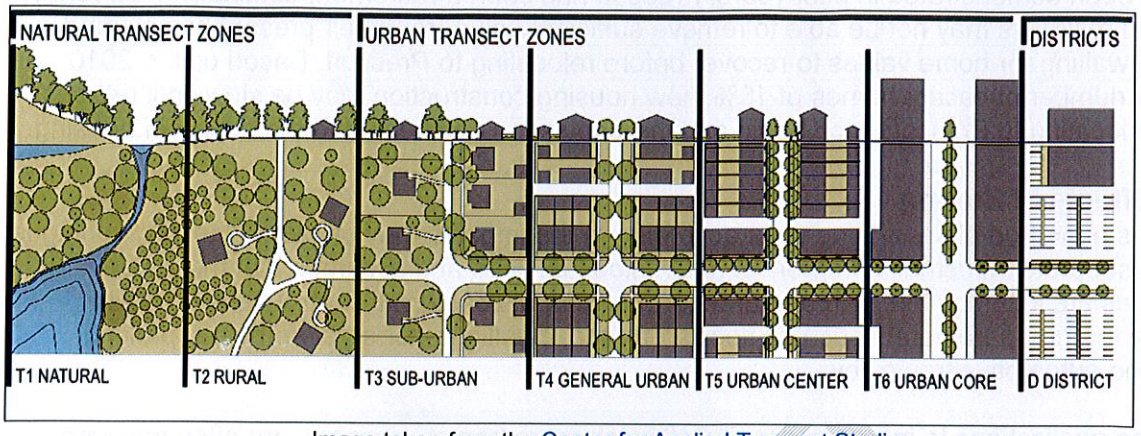



Image taken from the Center for Applied Transect Studies

### 5.2.5 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 current Conceptual Land Use Plan, including housing, to outline both housing needs and detailed action steps to address those needs, would help establish and maintain an appropriate balance.

The housing market has corrected itself in recent years, which will assist moderate and low income households in buying into housing which already exists. However, marginal income households are still not able to buy in to the housing market due to strict financial and loan requirements. Production strategies may be helpful, such as developer incentives to increase the supply of housing affordable to households at or below the median income.

Economic development and the creation of better paying jobs in the community will raise average household income and permit families to access a greater range of housing choices. Various strategies to promote higher density development and more compact forms may reduce housing production costs and consumer prices. 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.

### 5.2.6 Neighborhoods Goals and Strategies

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

**Strategy 1.1** As need is identified, initiate 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 and re-development at densities compatible with the established neighborhood character and infrastructure.

**Goal 2.** Promote a balanced community with a diversity of neighborhoods, residential types and prices by encouraging in-fill development, higher density development and longevity of established neighborhoods.

**Strategy 2.1** Seek opportunities for partnerships to create housing for a balanced community such as:

- dedications of city owned property for housing projects
- City sponsorship of funding applications (e.g. Federal Community Development Block Grants)
- coordination between private property owners, developers, not for profit and non-profit organizations seeking to develop in-fill or rehabilitation of existing buildings to meet housing needs
- creation of Community Development Corporations

**Strategy 2.2** Provide regulatory incentives to reduce production costs and promote production of workforce housing such as:

- density bonuses
- greater flexibility in placement of 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 2.3** Provide procedural incentives to stimulate production of more moderately priced housing by streamlining review and approval processing for developments which provide units affordable to buyers at or below the median income.

**Strategy 2.4** Provide a water allocation priority given to new owner occupied homes or developments to target a significant number of units affordable to people at or below median income.

**Strategy 2.5** Periodically consult with housing advocates, developers and builders about housing needs in the community.

**Strategy 2.6** Promote the development of multi-family and other compact residential development through use of reduced permit fees, rezoning, Planned Area Developments, water allocations and other appropriate means.

**Goal 3.** Prepare a Conceptual Land Use 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 3.1** 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 3.2** 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 3.3** 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 4.** Explore alternatives to traditional zoning to permit flexibility and to provide performance criteria encouraging sustainable communities and walkable neighborhoods.

**Strategy 4.1** Propose 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

The City of Prescott participates in the Certified Local Government (CLG) program, which is a nationwide program of technical and financial assistance to preserve historic buildings. The program is administered through the State Historic Preservation Office (SHPO) and enables our local government to participate in the Federal Historic Preservation Program. A CLG must maintain a historic preservation commission, survey local historic properties, provide for public input and enforce state & local preservation laws. The City Council established the Prescott Preservation Commission in 1980. A Historic Preservation Master Plan was approved and adopted by the City Council in 1998. The primary resource for regulation is the Historic Preservation Code.

Prescott's earlier 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 which also define walkable and sustainable neighborhood design.

Infill construction and renovation in existing structures 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 Historic Preservation Overlay Districts initiated by the property owners help protect property values. An overlay district is not zoning, however, it creates a layer of design review to protect the visual integrity of a historic structure. Requests are made by property owners to create an overlay district, which must then be approved by the City Council by ordinance.

### 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.

**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 and usefulness.

**Strategy 1.3** Encourage adaptive re-use of historic buildings where the original use is no longer viable.

**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
- offer assistance and advice on renovation and new construction per adopted guidelines to property owners

## 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 in transition to a different land use pattern. Examples of such transition areas include:

- Gail Gardner Way corridor
- Willow Creek Road corridor
- Hospital/YMCA area
- Fair Street and Hillside Avenue area
- Whipple/Montezuma corridor

- Grove Avenue/Miller Valley Road, particularly from Prescott College vicinity to Fair Street/Hillside Avenue

Other areas undergoing transition represent opportunities for large scale intense regional economic development and should be targeted for special study. Existing plans may need to be updated. 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
- Village at the Boulders and surrounding area

Proactive land-use planning for these areas is essential to mitigate potential adverse impacts on existing residential areas, maintain good circulation, connectivity, 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.** Involve the residents and property owners of the area in the planning process and policy development for their area.

**Strategy 1.1** Encourage the use of development agreements to address unique circumstances, such as traffic safety and residential buffering, which arise out of Neighborhood Plans.

**Strategy 1.2** Encourage the use of historic preservation overlay districts where appropriate.

**Goal 2.** Analyze transition and special study areas for their potential in helping to meet community challenges such as economic development, housing needs, historic preservation and open-space conservation and traffic connectivity.

**Strategy 2.1** Develop incentives and modified development standards to better direct appropriate land uses in transition and special study areas while protecting nearby residential uses.

**Goal 3.** 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 3.1** 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 3.2** 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 utilized as a governmental, commercial, residential and as public gathering places. Prescott has successfully retained a high level of historic identity. The Courthouse Plaza and the surrounding downtown contribute more to the heritage, early traditions and character of Prescott than any other area in the City. The layout of downtown and the various building styles provide insight to what life was like at the turn of the 20th century for early residents of Arizona's Territorial Capital.

The downtown, with historic buildings, mixed commercial and residential uses, pedestrian orientation, street landscaping 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 its character as an historic city. Elements making 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 its mature landscaping, bandstand, fountain and statuary.

Downtown accounts for a significant amount of the City's sales tax base. It remains a primary 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 the physical, historic and visitor-friendly attributes so it may continue to be a major economic force and tourist draw for the City. The goals and policies of the Downtown Specific Area Action Plan (adopted by the City in May 1997) are reinforced in this General Plan.

Recent restoration efforts in the downtown core include an adaptive re-use renovation of the Knights of Pythias building, removal of "ski-jump" awnings on all buildings installed over the original horizontal awnings in the late 1960s, a façade restoration on the Otis building including restoration of the Goldwater's neon sign, the reunification of the Bashford-Burmister buildings under one ownership and a renovation of the Union Block building. These renovation efforts are a testament to the business owners recognizing the value of historic preservation within the downtown core, and to their working in partnership with the City through the permit process while maintaining building safety codes and American Disabilities Act requirements.

### 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 1997 Downtown Specific Area Action 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** Continue to encourage municipal, county, state and federal 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 Prescott Historic Preservation Master Plan and the Courthouse Plaza Historic Preservation District ordinance 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 inventory to 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 accessibility and amenities including lighting, benches, landscaping and trash receptacles.

## 5.6 BUSINESS, COMMERCIAL AND INDUSTRIAL LAND USES

Business, commercial and industrial development 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, Miller Valley Rd. 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 promote Prescott as competitive in the regional marketplace. A balanced income producing area will have a mix of housing and ensure that future site development is carefully managed to mitigate negative impacts.

### 5.6.1 Aggregates

The City is required (per SB 1598 modifying ARS 9-461.05) to include information in the General Plan regarding sources of currently identified aggregates, policies to preserve aggregates sufficient for future development and policies to avoid incompatible land uses. "Aggregate" refers to cinder, crushed rock or stone, decomposed granite, gravel, pumice, pumicite and sand.

Currently a single source of aggregate exists within the City of Prescott boundaries. Sand and gravel is mined from Granite Creek south of the airport and is used in the manufacture of concrete. The flow of the creek has deposited aggregate at this location over time. The Land Development Code allows mining of aggregates in industrially zoned areas with an approved Special Use Permit. Several conditions of approval must be met to protect adjacent land uses and remediate the site. However, federal and state laws allow mining of aggregates without local approvals.

### 5.6.2 Prescott Municipal Airport, Ernest 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. Development 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 substantial 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 Embry-Riddle Aeronautical University, 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. This General Plan recommends 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.

### 5.6.3 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** Continue to proactively annex land appropriate for a beneficial mix of residential, commercial and industrial development.

**Strategy 1.2** Maintain policies using 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 1.3** 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. Ratios should consider lot size, building size, location, infrastructure and energy availability.

**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.

**Strategy 2.3** Encourage increased industrial research and development to promote more diverse employment opportunities and higher wages.

**Goal 3.** Facilitate location of major commercial development accessible to 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** Ensure adequate buffers and screening for adjacent existing neighborhoods when siting commercial uses, especially major commercial centers.

**Strategy 3.3** Allow flexible screening and buffering options which adequately mitigate noise, light or other negative impacts.

**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 Land Development Code and Airport Specific Area Plan to reflect Federal Aviation Administration 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 planning decisions.*

**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 which 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/or 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 (less than 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.

# 6.0 GROWTH MANAGEMENT AND COST OF DEVELOPMENT

Two state mandated General Plan elements, Growth Management and Cost of Development, have been combined since they are closely related. The Growth Management section addresses planned growth, construction of necessary infrastructure and promoting the design of efficient multi-modal transportation. The Cost of Development section identifies the requirement for new development to pay its fair share of the demand for public services it creates, including street maintenance, trash pickup, water, sewer, parks, recreation, library, police and fire protection.

The ability to sustain municipal facilities and services is affected by both the rate of growth and the balance between residential and non-residential uses. A secure local revenue base is necessary to establish and maintain essential City services. This requires that commercial and industrial zoning be available to compliment residential zoning. Commercial and industrial areas provide a sales tax base, which in turn contribute revenue toward the City operating budget. Residential areas provide for a population base and also contribute to the operating budget through property taxes, which in 2012 provided 4.5% of City General Fund revenues.

## 6.1 EXISTING CONDITIONS & SPECIAL CHALLENGES

### 6.1.1 Land use mix and trends

A variety of land uses exist within the City of Prescott typical of most towns and cities. Community growth based on permit activity in the 5 year period between January 1, 2007, and December 31, 2011, indicates that 83% of permits for new buildings were residential development, mostly single-family. Multi-family and workforce housing has not kept pace with the rate of single-family development. In the last several decades, most new development occurred in the outlying areas of the City with little infill.

Specific zoning changes, to allow for increased density through smaller lot sizes or a higher number of apartment/condominium units per acre, could create a more balanced and sustainable growth pattern to infill areas. Incentives, such as the City's current policy of an assured water supply for workforce housing, is also a benefit to higher density residential development.

Development in the outlying areas and low density uses are less efficient uses of land. This causes a loss of natural viewshed as new areas are developed, and places a greater burden on water, sewer and road infrastructure. Longer utility supply lines and extended roads are more expensive to build, operate and maintain. This also increases dependence on the personal automobile for transportation and adds traffic demand on the road network. Public transit, such as bus service, is most efficient where a dense population exists in compact clusters. Suburban development tends to isolate neighborhoods from service centers and creates the opposite of the pedestrian friendly, historic atmosphere which attracts new residents and is often used to describe the character of Prescott.

### 6.1.2 Transition Areas and Areas of Special Study

In older areas of Prescott, uses are transitioning to higher density residential or commercial uses. Preservation of historic properties in these areas is essential to the protection of the City's culture. Land use zoning and community planning for smart growth are the principal cultural resource preservation tools in Prescott. Growth regulations, cultural/natural resource management, historic districts and neighborhood preservation are established practices here. The use and change-of-use of existing structures capitalizes on the investments of the past and will save the costs of demolition, reconstruction, maintaining historic character, and extending

infrastructure. In all cases, the community will expect that new development be sensitive and compatible with existing development. The potential impacts of dissimilar land uses is mitigated in accordance with the 2003 Land Development Code. The adoption of Form-based codes, as discussed in the Land Use Element, may also be helpful in integrating dissimilar land uses.

### 6.1.3 Wildland/Urban Interface

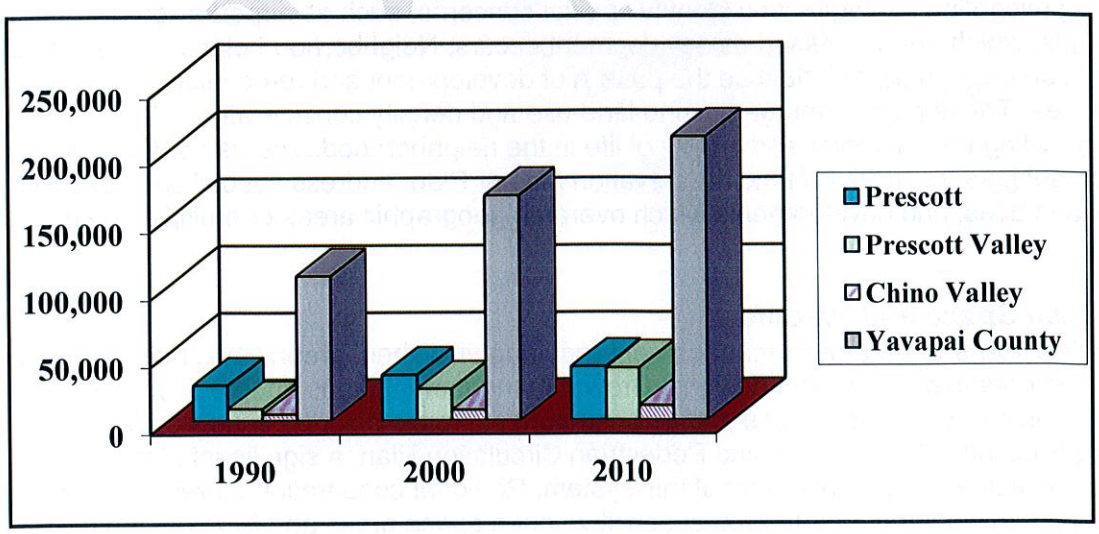
Prescott is located in the foothills of the Bradshaw Mountains, with the Prescott National Forest to the south and west. Given the proximity of the pine forests, Prescott has an increased potential for wildfire and conflicts with wildlife. In 2002, the City adopted a Wildland/Urban Interface Code to address these issues and to reduce the fire danger close to the forest by requiring residents to clear brush away from all structures. The City is a member of the Prescott Area Wildland/Urban Interface Commission (PAWUIC), which was created to foster a cooperative effort among local communities to face challenges posed by development of the wildland areas in the Prescott basin. More information about the PAWUIC may be found at http://www.pawuic.org.

### 6.1.4 Regional Issues related to sustainability

Prescott and the neighboring communities of Chino Valley, Prescott Valley, Yavapai-Prescott Indian Reservation, Dewey-Humboldt and areas of Yavapai County are economically interconnected. Adjacent municipalities which see significant regional commercial development may draw away crucial sales tax revenue from Prescott.

The growth of neighboring areas also affects traffic in Prescott. In the ten years between 2000 and 2010, Prescott's population grew 15%. During the same time period, Prescott Valley and Chino Valley grew 39% and 28% respectively. Growth of the surrounding area will continue to create long-term traffic management and infrastructure challenges as residents commute throughout the region for work, housing, services and recreation.

**Figure 6-1** Population by jurisdiction 1990 - 2010



# 6.2 GROWTH MANAGEMENT

## 6.2.1 Water

The City's water allocation process and the Land Development Code (LDC) are the tools for guiding and managing growth in Prescott. Water resource availability is administered by the state through the Prescott Active Management Area. As discussed in the Water Element, the supply of water is limited both physically and legally. The LDC classifies the City into zoning districts & overlay areas to protect the health, safety and general welfare of existing and future residents. The LDC is intended to protect our quality of life by implementing the goals and policies of the General Plan, regulate land use/intensity, mitigate impacts and promote conservation.

A.R.S. 9-461.05.

**2. A growth area element**, specifically identifying those areas, if any, that are particularly suitable for planned multimodal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism and industrial uses. This element shall include policies and implementation strategies that are designed to:
**(a)** Make automobile, transit and other multimodal circulation more efficient, make infrastructure expansion more economical and provide for a rational pattern of land development.
**(b)** Conserve significant natural resources and open space areas in the growth area and coordinate their location to similar areas outside the growth area's boundaries.
**(c)** Promote the public and private construction of timely and financially sound infrastructure expansion through the use of infrastructure funding and financing planning that is coordinated with development activity.

## 6.2.2 Transitional Areas

The LDC has several zoning districts well suited to transitioning areas. Residential Office, Neighborhood Oriented Business, and Mixed-Use zoning districts will accommodate both residential and low intensity commercial uses as an area transitions from single-family homes to multi-family homes and businesses. As listed in the Land Use Element, several transitional areas are subject to commercial development or re-development. Proactive land-use planning for these areas is a tool for mitigating potential adverse impacts, such as traffic, buffering adjacent residential land uses and for future infrastructure needs.

Also presented in the Land Use Element, the LDC has provisions for Specific Area Plans, Neighborhood Plans and Overlay Districts, which are also useful planning tools for transitional areas and areas with unique circumstances. The plans and districts contain recommendations regarding mitigation strategies and identify special concerns, such as airport avigation easements, which are addressed as development occurs. Neighborhood plans offer existing residents an opportunity to influence the pattern of development and re-development occurring in their area. These plans often go beyond land use and density consideration, also addressing issues affecting the character and quality of life in the neighborhood. The use of Overlay Districts, such as the 1997 Historic Preservation Master Plan, address special concerns with unique land uses, and developments which overarch geographic areas or multiple zoning districts.

## 6.2.3 Open Space and Wildlife

Prescott's citizens value growth management requiring viewshed, greenways, trails, parks, and wildlife corridors in development designs. Growth management plans adopted by the City Council should require open space and trail components to be included in new development. By updating Prescott's 2003 Bicycle and Pedestrian Circulation Plan, a significant planning tool would be available for enhancement of this system. Regional cooperation allows Prescott and its neighbors to work together to protect sensitive open space areas and to link internal trails and open spaces together to provide regional access and interconnectivity of all trail systems.

Growth must be actively managed to assure sustainability of natural resources and to further enhance quality of life. The positive benefits from growth management affect the region. Growth policies of each jurisdiction in the region affect neighboring jurisdictions. To avoid harmful or incompatible development along common boundaries, Prescott and neighboring jurisdictions pursue regional coordination through regular communication.

To conserve wildlife corridors, greenways and parks, growth management requires participation by both the City and developers when considering subdivision plats and Planned Area Developments. New developments which promote sustainability by discouraging urban sprawl, considering open space, wildlife corridor connectivity and jurisdictional boundaries should be encouraged.

### 6.2.4 Complete Streets

A "Complete Street" is defined as a street which safely accommodates all users including public transit vehicles, autos, pedestrians and bicyclists. Basic elements of complete streets include sidewalks, bike lanes (or wide paved shoulders), pedestrian crossing opportunities, median islands, and accessible pedestrian signals. Careful planning and development of Complete Streets infrastructure offers long-term cost savings for local and state government by reducing automotive travel. Additional information may be found in the Circulation Element.

### 6.2.5 Growth Management Goals and Strategies

**Goal 1.** Promote a balance of land uses to preserve and enhance neighborhoods, encourage re-development at appropriate locations, include housing affordable at various income levels, and to protect environmentally sensitive areas.

**Strategy 1.1** Periodically review, revise or create Specific Area Plans, Neighborhood Plans, Overlay Districts and Redevelopment Districts as needed.

**Strategy 1.2** In cooperation with property owners, preserve & connect green belts, riparian areas, wildlife corridors and continue acquisition of targeted open space parcels.

**Goal 2.** Pursue strategies to preserve and enhance the unique historic and pedestrian character of downtown.

**Strategy 2.1** Promote higher density, mixed uses, multi-modal connectivity and pedestrian amenities in the downtown and surrounding areas.

**Goal 3.** Promote sustainable planning concepts for growth, new development, areas transitioning to new uses and include extensive citizen participation.

**Strategy 3.1** Encourage the creation of Specific Area Plans with the assistance of citizen's oversight committees for all large undeveloped parcels, including newly annexed areas, which are currently under development pressures or anticipated to be under development pressures in the near future. These Area Plans should be reviewed and amended periodically as changing conditions and opportunities arise.

**Strategy 3.2** Encourage the use of Residential Office, Neighborhood Oriented Business, Mixed Use and Special Planned Community zoning districts as tools to redevelop transitioning areas.

**Strategy 3.3** Cooperate with residents and businesses to produce neighborhood and/or specific area plans to guide development in areas transitioning to new uses.

**Goal 4.** Encourage infill development on parcels already served by infrastructure and water allocation.

**Strategy 4.1** Promote compact development and higher density development where feasible and appropriate.

**Strategy 4.2** Set aside separate water allocations for new developments which propose compact design such as multi-family housing, clustered homes, smaller lot sizes, smaller unit sizes, shared driveways and clustered parking.

**Strategy 4.3** Create an administrative approval process for review of new developments which maximize efficient use of existing and planned infrastructure and encourage options for all modes of transportation and Complete Streets designs .

**Strategy 4.4** Encourage location and clustering of government facilities at designated urban nodes to reduce traffic impacts, support all modes of transportation with Complete Streets designs and encourage pedestrian friendly public spaces.

**Goal 5.** Promote effective management and mitigation of negative growth impacts such as light pollution, loss of landscaping, site disturbance, erosion, construction on hilltops, ridgelines, and the loss of open space.

**Strategy 5.1** Encourage pedestrian, bicycle and transit facilities to reduce traffic impacts in growth areas.

**Strategy 5.2** Conduct neighborhood planning processes to address the impacts of growth in development and re-development projects within or adjacent to existing neighborhoods.

**Goal 6.** Develop strong community support for active growth management through sustainable development practices such as compact development and pedestrian connectivity.

**Strategy 6.1** Conduct an on-going public outreach program addressing the benefits of sustainable growth practices through available media resources such as the local public television channel Access 13, the City's website and the various local news organizations.

**Strategy 6.2** Promote compact development options by adopting alternative development and subdivision code options such as Form Based Codes. Promote the use of such alternatives by providing incentives in the form of density bonuses, reduced limitations on allowable uses and reduced parking requirements.

## 6.3 COST OF DEVELOPMENT

The levels of service the community wishes to support, and the ability to finance those services are often in conflict. The provision for services is outlined in the City's 1994 Strategic Plan. Reducing services may risk the health, safety and general welfare of Prescott citizens. There are five primary revenue sources: sales tax, local property tax, intergovernmental revenue from the state, user fees and development impact fees.

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**4. A cost of development element** that identifies policies and strategies that the municipality will use to require development to pay its fair share toward the cost of additional public service needs generated by new development, with appropriate exceptions when in the public interest. This element shall include:

**(a)** A component that identifies various mechanisms that are allowed by law and that can be used to fund and finance additional public services necessary to serve the development, including bonding, special taxing districts, development fees, in lieu fees, facility construction, dedications and service privatization.

**(b)** A component that identifies policies to ensure that any mechanisms that are adopted by the municipality under this element result in a beneficial use to the development, bear a reasonable relationship to the burden imposed on the municipality to provide additional necessary public services to the development and otherwise are imposed according to law.

### 6.3.1 Sales Tax

Sales tax, also known as a privilege tax, is usually paid by the consumer at the point of purchase. It is itemized separately from the base price for certain goods and services, including all construction. The tax amount is calculated by applying a percentage rate to the taxable price of a sale. Most sales taxes are collected from the buyer by the seller, who remits the tax to the City. An advantage of sales tax over other forms of taxation is that it is simple to calculate and collect. The 2013 City sales tax rate is 2%.

### 6.3.2 Local Property Tax

Primary property tax is a tax levied on real or personal property and is not a viable long-term revenue source for the operation and maintenance of City services due to state constitutional limitations. These restrictions limit annual primary property tax levy increases to 2 percent plus an allowance for new construction. Without a voter approved state constitutional amendment, the community is not able to use primary property tax as a means to generate substantial funds which would decrease reliance on sales taxes. In 2012, the primary property tax in Prescott was 0.1978 per $100 assessed value. This equates to $39.56 for a $200,000 home.

Secondary property taxes must be approved by voters and are used for bonded debt on capital projects. In late 2012, outstanding bond issues for the 1992 purchase of Willow and Watson Lakes were paid in full. Upon complete payment of these bonds, state statutes would have allowed a 2 to 7 year extension of this levy with voter approval. However, the Council had declined to extend this tax. Secondary property taxes in 2012, prior to the payment of the lake bonds, was 25 cents per $100 assessed valuation. This amount has been reduced due to periodic refinancing at favorable rates. In comparison, 2003 secondary property taxes were 41 cents per $100 assessed valuation.

### 6.3.3 Intergovernmental Revenues

Intergovernmental revenues are funds received from other governmental entities (state, federal, county, tribe, and other cities). They take the form of shared revenues, contributions for specific projects, grants and funds for joint projects. Prescott has several sources of shared revenues which are used for general operating costs, streets projects, drainage projects, library services, and numerous grant projects ranging from the airport to public safety.

### 6.3.4 User Fees

User fees pay for enterprise funds which are funds used to provide self supporting fee-based services such as water service, sewer service and recreation fees. It is beneficial to regularly update and maintain user fees to accurately represent costs of services.

### 6.3.5 Impact Fees

Impact fees are intended for growth to pay for itself rather than placing the burden of growth on existing citizens. Examples are police, fire and recreational fees. Prescott implemented residential impact fees in 1979. A review of the costs to service new residential development must be made periodically and the fees adjusted accordingly. City impact fees were last reviewed and revised in June, 2006, and are required by the state to be updated in 2013.

Along with impact fees, building permit fees and planning application fees are charged to pay planning and inspection costs for the development of new buildings. These fees were reviewed and revised in 2001 and became effective in March 2002. A review of building permit fees is made regularly. Periodic review of the costs of new residential construction should also be made regularly.

### 6.3.6 Annexation of Existing Infrastructure

Existing residential areas seeking annexation should bear the cost of bringing infrastructure, such as streets, water and sewer system, up to City standards. This is done so that current City residents do not have to bear the cost of bringing infrastructure up to standard for areas initially developed outside of the City. The exception to this policy would be where an overriding public benefit is involved, justifying a tax payer investment in infrastructure upgrades.

### 6.3.7 Cost Allocation Mechanisms Applied to New Development.

These are the mechanisms, allowed by state law, to assess and apportion the costs associated with new growth and development:

**Impact fees:** As discussed above, impact fees are one of the five primary revenue sources. State statutes require impact fees must be paid, and also provide for establishing or increasing the cost of impact fees. Impact fees are currently used for library services, parks, fire, police, streets, water and sewer. The State mandated a reduction in the impact fees Cities may charge by rolling the fee amount back to 2009 levels and eliminating both the Recreation and Public Buildings fees. These fees are intended for growth to pay for itself.

**In-lieu fees** enable new development to pay a fee for its fair share of additional public infrastructure, rather than requiring actual construction by the developer. For example, if a developer is required to build half of a planned future traffic intersection, he may instead pay a fee for his portion to be used when the intersection is actually built.

**Buy-in fees** are similar to impact fees and will recover the cost of increased capacity in a utility system. Prescott has buy-in fees for water and sewer which are based on the number of fixtures being installed in a new structure.

**Off Site Improvements** are assessments to cover the cost of maintenance and improvements to streets, sidewalks, curb and gutter and other improvements adjacent to or accessed by a new development.

**Subdivision regulations** include a per lot maintenance and repair fee for streets accessing a subdivision.

**Financial Assurances** are funds, usually in the form of bonds, provided by private developers to ensure that money is available to cover the costs of all required infrastructure. When the developer completes the construction of required infrastructure, the funds are returned. The City may use these funds to complete required infrastructure if the developer fails to do so.

**Development Agreements** are legal contracts between the City and a developer/land owner generally requiring that specific actions must be completed, such as paying infrastructure costs or submittal of permits/applications, within a specified timeframe. These contracts are for private development which can be demonstrated to have a public benefit such as tax retention or increase, enhancements to tax base, job creation, etc.

**Redevelopment Districts** are used to allow the city to designate specific geographic areas where public/private partnerships create or improve public infrastructure intended to benefit that specific area based on health, welfare or economic purposes.

**User fees** are a direct fee paid by the users of a particular public service or benefit. Examples include recreation fees, registration fees for city events and inspection fees.

**Dedications of land and easements** are the legal deeding of land to the City for public purposes.

**Service privatization** is the private financing of capital development, operation, and/or maintenance of infrastructure or services such as private roads in a subdivision which are maintained by a homeowners association.

**Bonding options for capital improvement projects:**

**Municipal Improvement Districts** are voted on by property owners who will be assessed for the cost of a capital improvement project such as for paving roads or providing utilities. It requires an agreement by 50% or more of the affected landowners to establish a district. The City may issue bonds to fund the project, which are then retired by assessments placed on property owners. Assessments may be per lot or based on a formula such as dollars per linear foot or lot area.

**Community Facilities Districts** provide a private funding source for public infrastructure. Similar to a municipal improvement district, bonds are issued by the City based on the value of the project and retired by assessments on property owners. This mechanism is best suited for large capital projects, such as a wastewater treatment plant, which will be dedicated to the City upon completion. The process may be more complicated when multiple owners are involved.

**Reimbursement Districts** are a bonding mechanism in which the city builds the infrastructure and then is paid back by the developers as the area develops over a 10-15 year period. These districts are often used for water/sewer infrastructure and may be used to build streets.

In cases of an overriding public benefit, it may be appropriate for the City to absorb some or all of the cost of new infrastructure or services necessary to accommodate new development or upgrade essential city services. An example might be to establish or extend a major transportation link considered critical to the City's strategic goals. Funding mechanisms could be general fund revenues, primary and secondary property taxes, transaction privilege (sales) taxes, bed taxes, excise taxes, voter approved bonds, and Municipal Property Corporation bonds.

### 6.3.8 Cost of Development Goals and Strategies

**Goal 1.** Continue to require development to pay for itself by the use of impact fees, buy-in fees, off site improvement charges and other legal devices.

**Strategy 1.1** Require developed areas seeking annexation to bear the costs of bringing infrastructure up to existing city standards, unless a clear public benefit is demonstrated justifying a waiver of standards.

**Strategy 1.2** Review and update primary revenue sources and cost allocation mechanisms to assess and apportion the costs associated with new growth and development paying for itself.

**Goal 2.** Maximize the effectiveness of existing infrastructure facilities.

**Strategy 2.1** Encourage infill development by clearly defining and offering incentives for compact forms.

## 6.4 SUSTAINABILITY OF GOVERNMENT SERVICES & INFRASTRUCTURE

Recognizing that new development impacts existing public services and facilities, the community expects new development to bear the cost of those impacts. The City will periodically establish level of service standards to be used to determine whether existing capacities will support new demands on public services and facilities. As an example, public safety (police & fire), recreation and government administration are services provided by General Fund revenues which are primarily funded by sales tax.

Property tax is not a significant City revenue source. As indicated previously, Prescott has, and is effectively locked into, one of the lowest combined municipal primary property tax/fire district rates in Arizona. Increasing primary property tax incrementally by 2% over a very long period of time may marginally decrease dependence on sales tax. However, the City has not raised primary property tax in several years, indicating the City Council seeks not to increase the property tax burden.

A feasible financial structure is maintained to support essential City services. However, the City must complement sufficient funding with productivity, efficiency, cost reduction, cost avoidance, investments and partnering. Joint projects and regional cooperation planning for growth and development, especially related to traffic circulation, open space, annexation issues and water policy, will assist Prescott in maintaining a more sustainable growth pattern.

The City of Prescott has faced multiple challenges in the recent economic environment. The period has been characterized by static population growth, reduced receipts from the City sales tax, reduced revenue sharing from the State of Arizona, and increased operating and capital costs. With budget cuts, staff reductions, and selectively reduced service levels, the City has weathered the worst of the recessionary period. Also, a number of initiatives have been undertaken to access lower cost of capital, federal grants, etc.

Compared to neighboring communities, the City of Prescott has been in existence for a longer time period and has an older infrastructure network in place. This includes water and sewer distribution networks, wastewater treatment facilities and City streets. These assets require repairs, expansions, and replacements. Other factors impacting the City's financial burden are the potential costs of water importation, state imposed restrictions upon impact fees, debt loads, taxation decisions, etc. Therefore, the requisite financial obligations to provide services will be a challenge the City must meet with careful and creative revenue and cost planning.

### 6.4.1 Government Sustainability Goals and Strategies

**Goal 1.** Emphasize joint use of government facilities.

**Strategy 1.1** Continue City/county joint projects and seek new opportunities for such partnerships and intergovernmental agreements.

**Strategy 1.2** Continue City/educational institutions joint projects and seek new opportunities for such partnerships in facilities and services.

**Strategy 1.3** Continue public/private partnerships and seek new opportunities for such partnerships.

**Goal 2.** Improve regional cooperation and coordination of planning for regional growth impacts.

**Strategy 2.1** Pursue joint planning for regional circulation, traffic mitigation, and other projects.

**Strategy 2.2** Participate in regional planning forums such as through the Central Yavapai Metropolitan Planning Organization, the Yavapai County Water Advisory Committee and the Northern Arizona Council of Governments.

**Goal 3.** Apply compatible land uses within the airport influence area which permit continued development while protecting the operation of the airport.

**Strategy 3.1** Encourage the implementation by adjoining jurisdictions of the land use plan adopted within the Airport Specific Area Plan.

**Goal 4.** Reduce dependency on sales tax over the long term.

**Strategy 4.1** Seek to increase primary property tax consistent with the state 2% rule.

**Goal 5.** Reduce the potential for incompatible development where jurisdictional boundaries occur.

**Strategy 5.1** Coordinate infrastructure standards, development regulations and fees with neighboring jurisdictions.

**Strategy 5.2** Periodically review and update annexation policies, especially where coordination with nearby jurisdictions is conducted.

# 7.0 CIRCULATION ELEMENT

> **A.R.S. 9-461.05.**
>
> **2. A circulation element** consisting of the general location and extent of existing and proposed freeways, arterial and collector streets, bicycle routes and any other modes of transportation as may be appropriate, all correlated with the land use element of the plan.

## 7.1 INTRODUCTION

The Circulation Element of the General Plan is oriented toward enabling the efficient movement of people, goods and services. The Prescott transportation network also provides connectivity to the immediate region.

### 7.1.1 Arizona Revised Statutes

Arizona Revised Statutes (ARS) identifies the rights of bicyclists (§28-812) and pedestrians as traffic (§28-792), and establishes legislative intent that people of all ages using all types of mobility devices are able to travel the highways and local streets. Bicyclists, pedestrians, and non-motorized traffic are expected to be on all highways and streets, unless specifically prohibited (§28-733). The Arizona Department of Transportation and local agencies have the responsibility to provide for the safety and accessibility needs of all who have legal access to the transportation system.

### 7.1.2 Central Yavapai Regional Transportation Plan

The 2006 Central Yavapai Regional Transportation Plan and other studies show that the widening of roads alone cannot address long term transportation and traffic management issues. Prescott seeks to effectively manage traffic and circulation in a manner consistent with community character and historic values. The future challenge to Prescott is to safely incorporate bikeways, transit, pedestrian amenities and schools into a well functioning integrated transportation network.

If employment and service centers locate in reasonable proximity to residential areas, roadway demands and traffic congestion are decreased. Higher density development supports efficient alternative transportation options including transit, bikeways and pedestrian amenities - extending the longevity of existing infrastructure, while expanding transportation choices.

Prescott strives to pursue a comprehensive, integrated, multi-modal approach to transportation planning by integrating land-use and capital improvement planning, and recognizing the long term benefits of alternative transportation means. This includes planning regional and local road networks in coordination with ADOT and neighboring jurisdictions.

Interconnectivity of streets and alternative transportation options enhances public safety, shortens travel times and reduces congestion during peak hours. Effective traffic management occurs with good overall interconnectivity and traffic dispersion - balancing the overall circulation needs of the community with impacts on neighborhoods.

### 7.1.3 Traffic Management

Traffic management tools include creation of new roads providing alternate routes as well as integrating access points, traffic calming and other circulation features into roadway designs. To reduce traffic and increase the number of passengers per vehicle, pedestrian amenities, bikeways and convenient parking for commuters are basic necessities. These can be retrofitted into existing street systems and can have ancillary effectiveness in reducing speed and cut-through traffic.

An increasing fraction of the population is unable to drive due to cost, age or ability. With rising automobile costs and increased awareness of greenhouse gases, drivers may choose to use alternate transportation modes if they are available, safe, efficient and affordable. The Prescott Bicycle and Pedestrian Plan was adopted in 2003, with a goal of enhancing transportation

choices and improving safety with the addition of bicycle routes/lanes and the extension of sidewalks. Some neighborhoods include traffic calming techniques to enhance street safety while maintaining connectivity with other neighborhoods. Prescott's Downtown is enhanced with the addition of traffic calming planters in intersections to improve safety and the aesthetics of the streetscape which encourage pedestrian use.

## 7.2 TRANSPORTATION MODES AND LIMITS

Autos and alternate forms of transportation each have merit. All require different time expenditures, taxpayer funded infrastructure and physical abilities of the user.
Each vehicular trip begins and ends with one or more pedestrian trips. Walking is the most commonly used form of non-motorized transportation. Excluding walking and hiking for recreation, research shows that the average person will walk 5 to 10 minutes to reach shopping or other destinations. The downtown Prescott area is well suited to this parameter.

Walking to work, school, shopping, parks or other recreational sites is limited within some areas of Prescott due to the lack of a satisfactory sidewalk network. The second most common means of non-motorized travel is bicycling, which enables a greater distance range and better access to some locations than walking. Prescott encourages bicycle trips with a combination of wider pavement, striped bike lanes and signed bike routes. Auto travel allows for longer trips in most weather conditions and is also the most expensive means of travel. The public has traditionally accepted these costs. However, some individuals do not have access to an automobile.

Prescott's greenways and off-road trails offer pedestrian and bicycle commuters a transportation system separate from the roadway network. This reduces the need for new road infrastructure by separating autos from other forms of transit. Fewer conflicts occur on greenway and off-road trails. There are also benefits to public health and the environment.

## 7.3 TRAFFIC IMPACTS, TRAFFIC SAFETY AND TRAFFIC MANANAGEMENT ISSUES

The 2006 Central Yavapai Metropolitan Planning Organization (CYMPO) Regional Transportation Study establishes that growth within Prescott and throughout the region will create long term traffic management problems. The study, updated approximately every five years, is the blueprint for long term regional transportation planning and improvements.

The study suggests a three phased approach to regional transportation planning with improvements grouped by years; 2006 to 2011, 2012 to 2020 and 2021 to 2030. Most first phase regional improvements have been achieved or are near completion including the widening of State Route 89 in Chino Valley, Side Road improvements, Williamson Valley Road widening, Tribal road connector, Fain Road widening and State Route 89 interchanges. Later phases will include an extension of Glassford Hill Road and a Side Road Connector, both of which may relieve traffic on Highway 89. The 2006 study recommends new regional transportation corridors such as Great Western Blvd (formerly the Tri-City Parkway), Chino Valley Bypass, Santa Fe Loop, Sundog Connector between Prescott Lakes Parkway and State Route 69, and the Airport Loop Road.

The study also recommends alternative transportation components (public transit, carpooling, bikeways, trails, etc.) and forecasts that an investment in these systems could reduce projected traffic counts throughout the CYMPO planning area. Subsequent study updates will continue to support alternative transportation. However, public transit is unlikely to deliver significant benefit unless meaningful financial support is provided by local governments. A 2012 CYMPO update to the study will require adoption by the Prescott City Council.

## 7.4 TRANSPORTATION PLANNING

On a voluntary basis, Prescott, Yavapai County, Chino Valley, Prescott Valley, Yavapai-Prescott Indian Tribe, Dewey-Humboldt and the Arizona Department of Transportation are partners in the Central Yavapai Metropolitan Planning Organization (CYMPO), which is the designated regional transportation planning authority. CYMPO's purpose is to conduct studies, secure state and federal transportation funds, coordinate transportation planning, and prioritize funded transportation projects.

Transportation planning within the City is integrated into the City's capital improvement budget and is coordinated with both land use planning and development review. Transportation needs are a required component in specific area plans where Transportation Services and the Police Department examine traffic calming approaches to provide neighborhood safety and emphasize traffic enforcement. Retrofitting existing roadways with improvements is an important part of transportation planning requiring careful consideration of the potential impacts on neighborhoods.

## 7.5 TRANSPORTATION NETWORK: ROADWAYS, BICYCLE AND PEDESTRIAN, TRANSIT FACILITIES

### 7.5.1 Roadway Network

Roads are classified into five functional categories: major arterials, minor arterials, major collectors, minor collectors, and local streets. The Highway Capacity Manual and American Association of State Highway and Transportation Officials (AASHTO) Geometric Design of Highways and Streets ("Green Book") list the following levels of service to describe traffic flow:

A = free flow
B = reasonably free flow
C = stable flow
D = approaching unstable flow
E = unstable flow
F = forced or breakdown flow

#### 7.5.1.1 Arterials Goals and Strategies

***Arterials:*** *principally for longer distance travel between two points. Direct access to property is a subordinate function. In order to maximize a satisfactory operating level of service without requiring additional lanes, traffic management must concentrate on moving traffic quickly through controlled intersections.*

**Goal 1.** Establish and maintain a system of arterial streets to provide a satisfactory level of service at level "C" or better according to AASHTO. During morning and evening peak hours, support alternative transportation such as walking and bicycling, which are compatible with land use, grading, slope stabilization, drainage and environmental goals including aesthetics.

**Strategy 1.1** Complete the 2012 update of the Central Yavapai County Regional Transportation Study, by coordinating with ADOT and regional stakeholders, to guide the future planning efforts of the Central Yavapai Metropolitan Planning Organization.

**Strategy 1.2** Develop a City of Prescott Transportation Plan by 2016 for adoption and implementation of recommended goals and strategies to improve arterial traffic movement and safety.

**Strategy 1.3** Support improvement of arterial streets by maintaining pavement quality and surface markings.

**Strategy 1.4** Apply traditional and emerging technologies to extend the life of roadway networks through the use of innovative design, maintenance practices, efficient signal timing and planning for improvement in levels of service.

**Strategy 1.5** Balance pedestrian, bicycle and future public transit vehicle movements where appropriate when expanding intersections to include additional turning and through lanes.

**Strategy 1.6** Where possible and when needed, provide for appropriately located bus turnouts.

**Strategy 1.7** Enhance the aesthetics within street corridors.

**Strategy 1.8** Promote interconnectivity of transportation networks to improve circulation efficiency, disperse traffic and reduce impacts on individual streets.

**Strategy 1.9** Minimize and reduce, where feasible, direct driveway access to arterials.

### 7.5.1.2 Collectors Goals and Strategies

***Collectors:*** *generally serve a dual purpose of moving vehicles and individuals from place to place and to accessing fronting property. Commercial collector streets facilitate travel between high traffic generators. Access locations are often controlled or shared.*

**Goal 1.** Adapt, design or retrofit residential collector streets as feasible to facilitate travel from local streets to parks, schools and arterial streets while maintaining a safe and attractive neighborhood environment.

**Strategy 1.1** Implement strategies to prevent local streets from becoming de-facto collectors where pursuit of a connectivity goal may negatively impact the quality of life for the residents on the local street, and increase demands for police enforcement and traffic calming.

**Strategy 1.2** Minimize direct access to collectors for new residential lots.

**Strategy 1.3** Design residential collectors to facilitate efficient circulation within the neighborhood while discouraging through or speeding traffic, especially from arterial to arterial.

**Strategy 1.4** Design collector streets and adjacent sidewalks to facilitate use by low-speed vehicles, public transit service, bicycles, pedestrians and to include trails as shown in adopted plans.

**Goal 2.** Require adequate vehicular and pedestrian access and connectivity within and between residential neighborhoods and adjoining commercial areas by promoting street interconnectivity and identifying minor collector streets.

**Strategy 2.1** Design streets to meet the needs of emergency vehicles in a neighborhood friendly way while allowing safe on-street parking and safe pedestrian access.

**Strategy 2.2** Locate new connector road alignments to facilitate access for business and commercial purposes in a cost-effective manner.

### 7.5.1.3 Locals Goals and Strategies

***Locals:*** *local streets in aggregate comprise the highest total mileage of city streets and have the primary purpose of providing direct access to adjoining properties. These streets range from short cul-de-sacs to the traditional grid system in the downtown. Most residential lots will have at least one entrance onto the local street.*

**Goal 1.** Local street designs should provide access for residential, commercial properties and emergency vehicles. Safety should be maintained for residents, pedestrians and bicyclists while enhancing of the neighborhood environment.

**Strategy 1.1** Develop a Traffic Calming Design Guide to be applied to new residential street construction.

**Strategy 1.2** Continue to utilize the adopted policy for traffic calming to retrofit residential streets.

**Strategy 1.3** Create and allow the use of a variety of appropriate local street cross sections to provide flexibility during design in order to promote diversity of design and neighborhood character.

**Strategy 1.4** Encourage the retrofit of existing local streets to enhance safety with attention to appearance reflecting the character of neighborhoods and to reduce four-way intersections where feasible.

## 7.5.2 PEDESTRIAN AND BICYCLE CIRCULATION

Prescott residents and visitors currently enjoy a network of sidewalks, bicycle routes, bicycle lanes, and multi-use paths. This network may be enhanced with the support of advocacy groups who encourage pedestrian, bicycle and public transit transportation alternatives.

The on-street system is comprised mainly of striped bike lanes, signed bike routes and sidewalks. The striped bike lanes are primarily located on existing arterials and Major Collectors. Sidewalks are typically provided on new local, collector and arterial streets, however, a cohesive pedestrian movement network from neighborhoods, business areas, schools and other destinations, remains to be developed. Some progress has been made through the Safe Route to Schools program and the Bicycle and Pedestrian Master Plan, which includes specific policies and locations for recommended projects while addressing related on-going maintenance needs.

The mountain biking community embraces Prescott due to the high quality of its off-street trail network. This is reflected in the annual Whiskey Off-Road race, which had 1750 registrants in 2012. Many visitors come to Prescott specifically to experience our mountain bike trail system. Biking tourists stay in downtown hotels and ride, not drive, to Prescott's world class mountain biking trails. Safety measures are encouraged while cyclists are traveling to the existing trails to

the west off of Copper Basin Road, off West Gurley Street/Thumb Butte Road, and south off White Spar Road (State Route 89).

West Gurley Street and Thumb Butte Road may be made safer with paint applications to the road and bicycle route signage until such time as the planned Butte Creek trail is completed. Due to budget considerations, the recent Copper Basin Road project did not include a bike lane. However, other enhancements, such as bicycle route signage, may be used to provide greater safety to the cycling community.

There is a designated bicycle route between the Mike Fann Community Skate Park and the newly built Granite Creek Park Pump Track due to an increase in bicycle traffic between these two parks. As an example of safety improvements which may be made to this designated bike route, additional signage to notify motorists of bicycles on the roadway may be added, along with the addition of shared lane markings on Pleasant Street & Willis Street and upgrading the traffic light at the intersection of Sheldon Street & Pleasant Street to detect bicycles.

### 7.5.2.1 Complete Streets

Complete Streets is a nationally recognized term referencing the design and operation of highways and streets to enable all users, including bicyclists, pedestrians, transit riders and motorists, to safely move along and across the roadway. Complete Streets is an approach to interdependent, multimodal transportation facilities planned, designed, operated, and maintained to provide safe mobility. Designs are appropriate to the function and context of the neighborhood, whether residential or commercial and the surroundings. Each highway or street is unique and dependent upon the context of the street design and neighborhood.

Basic elements of Complete Streets include sidewalks, bike lanes (or wide paved shoulders), pedestrian crossing opportunities, median islands, bus pullouts and accessible pedestrian signals. A Complete Street in a rural area will look quite different from a Complete Street in a highly urbanized area, but both are designed to balance safety and convenience for everyone using the street.

Careful planning and development of Complete Streets infrastructure offers long-term cost savings for local and state government by reducing automotive travel. By designing for the safety of all users, fewer collisions occur between autos and other forms of transit, reducing the need for emergency services. There are also benefits to public health, the environment and financial benefits to property owners and businesses through increased foot traffic.

A committee may be formed to advance this concept and help Prescott attain a League of American Bicyclists' Bicycle Friendly Community status. Bicycle Friendly Community status has been awarded to both Flagstaff and Sedona, and may be a contributing factor to tourism in those areas. Much of the groundwork for this coveted designation has been included in the Bicycle and Pedestrian Master Plan.

Additional information regarding the off-street trail system may be found in the Open Space Element.

### 7.5.2.2 Pedestrian and Bicycle Goals and Strategies

**Goal 1.** Ensure that connecting pedestrian and bicycle circulation facilities are designed and developed with the objective to increase the incidence of shorter transportation and recreational trips taken by riders and pedestrians.

**Strategy 1.1** Update the 2003 Bicycle and Pedestrian Master Plan to reflect current conditions.

**Strategy 1.2** Implement the Bicycle and Pedestrian Master Plan for the City of Prescott through inclusion of projects in the Capital Improvements Plan with emphasis on design and development which increase the number of short trips connecting residential areas with schools and business areas.

**Strategy 1.3** Strengthen partnerships directed toward enhancing pedestrian and bicycle access to local schools.

**Strategy 1.4** Develop programs which educate bicyclists, pedestrians, and motorists about sharing roadways, and promote walking and bicycling.

**Strategy 1.5** Continue acquisition and development consistent with the Bicycle and Pedestrian Plan of separate and multi-use pathways, where feasible, for pedestrians and bicyclists designed to connect popular origins and destinations.

**Strategy 1.6** Promote placement of schools, employment centers and retail in proximity to residential areas to encourage walking, bicycling and transit use.

**Strategy 1.7** Assure adequate maintenance of bicycle and pedestrian facilities.

**Strategy 1.8** Encourage bicycle safety through the application of road surface paint, bicycle route signage and other means as appropriate on a case by case basis.

**Strategy 1.9** Pursue League of American Bicyclists Bicycle Friendly Community status.

**Goal 2.** Accommodate multi-modal options in new development for bicycle, pedestrian and public transit infrastructure.

**Strategy 2.1** Design pedestrian facilities to provide safe access for children, the elderly and handicapped.

**Strategy 2.2** Require the submittal of pedestrian and bicycle circulation plans as elements of Traffic Impact Analysis required for new development. Assure that adequate bicycle parking facilities are included in designs for new development.

**Strategy 2.3** Include bikeways and sidewalks in the design of all new roadways where feasible that are consistent with the Pedestrian and Bicycle Master Plan.

**Strategy 2.4** Encourage the acquisition and development of off-street multi-use routes along creeks, drainages, utility easements, and through parks and open spaces.

**Strategy 2.5** Where feasible, retrofit existing roadways to provide for bicycle, pedestrian and transit options such as bus pullouts and to bridge gaps in the existing sidewalk network, especially in the downtown area.

**Strategy 2.6** Design all new roadways using Complete Streets concepts. Older roadways should accommodate Complete Streets concepts whenever redesign projects occur.

## 7.5.3 PUBLIC TRANSIT

Public transit could provide a viable mode of transportation for area residents who cannot or choose not to drive. The Central Yavapai Metropolitan Planning Organization (CYMPO) is charged with the development and implementation of a regional transit system. The mission of CYMPO is to provide leadership in planning and promoting a comprehensive multi-modal transportation system provide for regional mobility and connectivity which encourages a positive investment climate and fosters development sensitive to the environment.

CYMPO is the designated Metropolitan Planning Organization (MPO) for the City of Prescott, Town of Prescott Valley, Town of Chino Valley, Town of Dewey-Humboldt, Yavapai County and Arizona Department of Transportation. As the regional MPO, CYMPO provides the forum for local elected officials and transportation experts to plan multimodal infrastructure within the CYMPO Planning Boundary area. CYMPO has completed studies and valuations regarding the feasibility of a regional public transit system. The Regional Transit Needs Study and the Transit Implementation Plan recommend a combination of basic fixed and flexible route transit service with a park-and-ride component.

CYMPO pursues available state and federal funding for implementing a public transit system. The County has provided limited funding for transit in other jurisdictions. Services may be contracted out to private providers, however, providers must be able to meet state and federal guidelines for publically funded transit. A limited private bus service is provided within the City and is not currently subsidized with public funds. Other funding sources may be available for public entities or non-profit organizations who provide transit services. However, finding a capable provider and providing long term taxpayer funding in an uncertain economy are important issues.

Efficient transit systems depend in part on cluster development where higher densities create a population base. The Growth and Cost of Development Element of this plan addresses the need for more opportunities for compact development.

### 7.5.3.1 Transit Goals and Strategies

**Goal 1.** Plan for, and when economically feasible, implement the regional public transportation system accommodating residents and visitors, including those with special needs.

**Strategy 1.1** Identify and pursue dedicated funding sources, to include public funding and private grants, ridership fees, and other means to support a public transportation program.

**Strategy 1.2** Develop secure automobile and bicycle parking, and park and ride facilities to encourage public transportation.

## 7.6 AIRPORT

Ernest A. Love Airport is operated solely by the City. However, there are regional benefits from economic activity enhanced by air transportation. The 2009 Airport Master Plan provides for facilities and services to accommodate the needs of aviation toward this end. The airport transportation hub attracts relocating and expanding businesses by the provisions to deliver people and goods.

In 2001 the City of Prescott, Prescott Valley and Chino Valley entered into annexation boundary agreements to set each municipality's future boundary limits. This is especially important near the airport where all three communities share boundaries. Prescott adopted the Airport Specific Area Plan (ASAP) in 2001 to protect the airport as a transportation hub from residential development of nearby vacant land.

Airport operations rely heavily on federal and state-grant funding for major capital improvements and runway maintenance. Future sharing of funding, operations, oversight and benefits of the airport with neighboring jurisdictions may achieve greater expansion and economic vitality.

### 7.6.1 Airport Goals and Strategies

**Goal 1.** Enhance the regional transportation role of the airport.

**Strategy 1.1** Update the Airport Business Plan to guide the operation and development of the airport.

**Strategy 1.2** Enhance access to the airport referencing the Airport Specific Area Plan, Airport Master Plan, and the Airport Area Transportation Study.

**Strategy 1.3** Actively pursue research, marketing and development of the airport as a regional transportation hub.

**Strategy 1.4** Implement improvements to the Airport including, but not limited to, development of a new terminal, redevelopment of on-airport land uses, evaluation/ modification/ improvement of the main airport road entrance and circulation as may most beneficially serve the airport community needs in accordance with current industry standards and practices.

**Strategy 1.5** Create safe multimodal and alternative transportation connections, including public transit, bicycle and pedestrian routes, on and off city roadways to the airport and within the airport area.

## 7.7 TRAFFIC SAFETY

Traffic safety is a shared responsibility among drivers, motorcyclists, bicyclists, pedestrians, public transit and other users such as skateboarders and wheelchairs. The majority of collisions in Prescott occur on arterial and collector streets, primarily as rear end, angle and left turn collisions where driver error is involved.

The Public Works and Police Departments partner to improve traffic safety through engineering, education and enforcement. The Prescott Police Department utilizes the latest technologies and innovative techniques to fairly and uniformly enforce traffic laws, ordinances, and regulations.

### 7.7.1 Traffic Safety Programs Goals and Strategies

**Goal 1.** Enhance traffic safety through engineering, education and enforcement.

**Strategy 1.1** Continue to maintain a comprehensive collision database and use it to develop annual reports to show number, analysis of type, cause/violation, and time of day for the crashes and injuries occurring on city streets, along with year-to-year comparisons of trends.

**Strategy 1.2** Continue the existing program of monitoring, and adjusting where necessary, speed limits on arterials and collectors to assure limits are imposed in a uniform and reasonable manner using nationally accepted engineering standards.

**Strategy 1.3** Identify a set of objectives for sight distance and other safety recommendations, including improvements and programs to allow evaluation of their effectiveness.

**Strategy 1.4** Encourage educational programs directed to motorists, motorcyclists, bicyclists and pedestrians to raise public awareness of their joint responsibilities when using City transportation facilities. Encourage drivers' education in schools.

**Strategy 1.5** Continue using the enforcement program employing selective enforcement of high collision locations and violations known to cause collisions.

**Strategy 1.6** Improve communications among Public Works, Law Enforcement, and the courts in an effort to emphasize to the public the importance of traffic safety and compliance with traffic regulations.

**Strategy 1.7** Continue the application of alternative designs such as roundabouts to improve the safety of existing high collision intersections and for planned high volume intersections.

## 7.8 TRANSPORTATION SYSTEM MANAGEMENT

Transportation System Management (TSM) is a means of reducing congestion, promoting traffic safety, and protecting the public investment in the existing street system. Techniques include:

- Traffic Management – improving vehicle movements and increasing the capacity and safety of existing streets by use of turn lanes, medians, bikeways, signal timing, synchronization, etc
- Demand Management – reducing trips and/or the number of vehicles on the roadway, includes ride-sharing programs; expanded bicycle, pedestrian and transit options; High Occupancy Vehicle (HOV) lanes; preferential carpool parking; telecommuting and staggered or flexible working hours
- Maintenance Management – managing maintenance necessary to protect the public investment in City streets, bikeways and sidewalks

The primary objective of TSM is to "balance the overall circulation needs of the community with any resulting impacts on neighborhoods".

### 7.8.1 Transportation System Management Goals and Strategies

**Goal 1.** Improve arterial vehicle efficiency by maximizing capacity and safety.

**Strategy 1.1** Monitor and analyze traffic volumes and levels of service for major intersections as well as the links between major intersections.

**Strategy 1.2** Continue to coordinate with Yavapai County, the Central Yavapai Metropolitan Planning Organization and the Arizona Department of Transportation in access management decisions on regional arterials.

**Strategy 1.3** Perform a data analysis on the current travel habits of Prescott residents including the frequency, range, mode and duration of daily trips by dwelling unit types. Use the data to create a Prescott Transportation Plan to address pedestrian and bicycle infrastructure, and to analyze potential impacts/benefits to the transportation network.

**Strategy 1.4** Synchronize traffic signals to accommodate and enhance traffic flow.

**Goal 2.** Establish a program to ensure that the public investment in the existing transportation system is protected.

**Strategy 2.1** Continue the existing pavement management system to provide data relative to the projected useful life of the pavement, alternatives for maintenance, maintenance schedules, a five-year priority program for maintenance, and the associated costs.

**Strategy 2.2** Use the previously completed inventory and priority program for pavement of the unpaved streets and alleys, to recommend funding strategies.

**Strategy 2.3** Continue using the comprehensive Maintenance Management System for traffic signing, striping and sweeping on city streets to meet identified levels of service.

# 8.0 OPEN SPACE ELEMENT

> **A.R.S. 9-461.05.**
>
> **An open space element** that includes:
>
> (a) A comprehensive inventory of open space areas, recreational resources and designations of access points to open space areas and resources.
> (b) An analysis of forecasted needs, policies for managing and protecting open space areas and resources and implementation strategies to acquire additional open space areas and further establish recreational resources.
> (c) Policies and implementation strategies designed to promote a regional system of integrated open space and recreational resources and a consideration of any existing regional open space plans.

## 8.1 INTRODUCTION

The City of Prescott and the immediate surroundings are rich in scenic and recreational assets enjoyed and valued by generations of our citizens. This Open Space Element embraces current and future efforts to protect and enhance this amazing portfolio to conserve natural beauty for the benefit of residents and visitors alike. Past favorable economic circumstances allowed a significant focus upon direct purchase land acquisitions. This was combined with donated parcels and easements, all of which are worthy of perpetual protection. Some of these conservation efforts date to the 1980s, and were then known as natural parkland conservation. As past, present and future lands come into City oversight, they provide opportunities to expand recreational destinations to complement the City's lakes, greenways, diverse park system, extensive recreational trails, and a nature center.

New tools have emerged towards maximizing the benefits nature affords us. Specifically these mechanisms are:

- Creatively utilizing long term leases, easements, licensing agreements, developer agreements, private donations, land exchanges, intergovernmental cooperation, and public/private partnerships in securing targeted land use, in addition to the purchase of property by the City.

- Integrating the existing and desired recreational assets into a network physically connected and functionally related, rather than simply adding stand-alone parcels to our inventory.

- Identifying and prioritizing our Open Space efforts based upon the pre-historic, historic, ecological, cultural, recreational, scenic, and economic values to be derived.

- Proactively planning, managing, and expanding the recreational assets of our community so as to attract visitors, boost our economy, and improve the quality of life for our own residents. This shall be a cooperative and partnering endeavor between the City, non-profit organizations and other government entities.

The vast majority of undeveloped land, whether publicly or privately owned, is not officially designated as open space. These areas may be developed in the future. To conserve open space, Prescott encourages zoning these areas to a Natural Open Space district, which restricts uses and encourages land owners to maintain their land in a natural state. Other means of conserving open space exist through easements, deed restrictions and development agreements, which are recorded legal documents used to manage the use of a property. Several parks, lakes, trails and facilities have legal restrictions to conserve open space.

## 8.2 PUBLIC AND PRIVATE OPEN SPACE

The term Open Space is used in many forms and has different meanings in common usage. Typically, open space is used to describe undeveloped land with distinctions between public and private open space. From a regulatory point of view, cities are composed of only two types of property, public and private. This critical distinction between public and private property has

been the basis of urban design since land ownership emerged and open space concepts first appeared. In early cities, public streets gave access to private property. With ownership, people started to distinguish between what is yours, mine and ours.

**Public open space:**
City owned public lands include lakes, streams, undeveloped natural areas, parks, trails and greenways. Examples include Acker Park, portions of the Granite Dells, and Prescott's Greenways. These areas typically protect important viewsheds, natural resources or provide passive recreational opportunities for trails and other uses. Federally owned public open space is provided by the adjacent Prescott National Forest and the joint City-County leasing of Pioneer Park, from the U.S. Department of the Interior - Bureau of Land Management.

A more specific type of public open space is known as a preserve. These are lands set aside and protected from development by purchase, covenants, City charter clauses, and/or state or federal laws. Some existing preserves include the hill and areas east of Thumb Butte, Boyle DeBusk Open Space Preserve, White Spar Creekside Park, Watson Woods Riparian Preserve, and portions of Watson and Willow Lakes.

**Private open space:**
Some of the most scenic and unique areas within Prescott are privately owned. Many landowners recognize the natural qualities of their lands and take voluntary steps to protect and conserve open space through rezoning, conservation easements, donation or sale of development rights. Areas set aside as privately owned protected open space may or may not be accessible to the public depending on the specific arrangements. The City strives to provide public access to privately held open space areas by entering into joint use agreements with private property owners.

As privately owned lands are developed, open space areas may be protected through the Planned Area Development (PAD) process, whereby a minimum of 25% of the PAD area is set aside as protected open space. Typically, PAD open space areas are steep slopes, ridgelines, drainages or parks. Previous City codes allowed golf courses as open space, however, the current code states new golf courses may not be considered open space.

State Trust Lands should be considered as eventually to be privately owned due to the mission of the Arizona State Land Department to maximize revenue by the sale or lease of these lands. Because they are likely to be privately owned and eventually developed, these lands are temporary and unprotected viewsheds unless steps are taken toward conservation. Several state referendums have been introduced in recent years, without success, to allow state lands to be more easily preserved as open space. For example, Proposition 110, if passed in the 2010 election, would have amended the Arizona Constitution to allow the exchange of state trust lands for other public lands for preserving open space. Citizen efforts to address open space concerns statewide affect Prescott due to the many acres of nearby Arizona State Trust lands.

## 8.3 OPEN SPACE, PARKS AND RECREATION INVENTORY

The City's park system began with City Park, now known as Ken Lindley Field. This was a Works Progress Administration project in the early 1930s employing local workers to combat the Great Depression. In the 1960s, the City aggressively pursued Federal Land & Water Conservation Funds for the acquisition and development of parks. The City began utilizing various State funding sources in the 1990s including the State Lake Improvement Fund, and the Heritage Fund provided for by State lottery revenues. Lands were specifically acquired for parklands or open space to be conserved in perpetuity. The largest areas of parkland are the Willow and Watson Lake reservoirs, purchased from the Chino Valley Irrigation District in 1998

through a voter approved initiative. The lakes total acreage is based on water surface area either at full or at a lesser conservation level. Measurements of land base acreage versus surface water acreage therefore fluctuate.

The Parks and Recreation Department currently provides recreational opportunities for all ages and demographics. Our parks and recreation portfolio includes:

- 5 Regional Parks (totaling 1,241 acres)
- 6 Community Parks (totaling 153 acres)
- 4 Neighborhood Parks (totaling 11 acres)
- 3 Mini-parks (totaling 2 acres)
- 46 miles of recreation trails
- 16 Open Space/Natural Parkland parcels (totaling 765 acres)
- One recreation center building
- Landscaped rights-of-way throughout the City
- Prescott Greenways
- Watson, Willow and Goldwater Lakes
- Antelope Hills Golf Course (225 acres)
- Rodeo Grounds (35 acres)

## 8.4 PARKS AND RECREATION ACTIVITIES

A variety of recreational activities occur in areas owned and managed by the City of Prescott including field & court sports, lakes, skateboarding, cycling, in-line hockey, hiking, horseback riding, bocce ball, horseshoes, camping, rappelling, birding, remote control aircraft, playgrounds, picnicking, dancing, living history, live music, orienteering, geocaching, yoga, races, archery, zoo, community garden, dog park, nature center, performing arts and special events. The Department has a role in providing programs, facilities, and services for these activities and features one of the highest per capita sports participation rates in Arizona.

The City maintains an ongoing dialog with the Arizona Game and Fish Department (AZGFD) regarding improving the lakes as fisheries. Discussions include slot limits for the bass population, removing crayfish to assist fish reproduction and other activities. AZGFD continues to stock trout in area lakes. The health of Prescott's lakes is a complicated and ongoing issue. Information about lakes and watersheds may be found in the Environmental Planning Element.

### 8.4.1 Parks and Recreation Goals and Strategies

**Goal 1.** Recognize greater recreation potentials and act on them to improve the quality of life for residents and visitors and make improvements, where needed, to current facilities.

**Strategy 1.1** Seek financial support through the Capital Improvement Program and from the local community to upgrade aging facilities which includes outdated amenities. These upgrades should have benefits to energy conservation, safety, aesthetics, tourism, user experience, and increased function.

**Strategy 1.2** Identify and evaluate appropriate available lands for acquisition, license agreements, or acquisition of easements, based upon an inventory of parklands, open space and recreation facilities. Trail connectivity should be a high priority.

**Strategy 1.3** Establish plans and timelines for the development of targeted lands, as appropriate, through budget and capital improvement processes.

**Strategy 1.4** Update or amend the 2007 Parks and Recreation Master Plan to recognize new opportunities, changing recreation trends and facility needs.

**Strategy 1.5** Continue and expand cooperative programs with the Prescott National Forest and with all entities to enhance trail connectivity and maintenance standards.

**Strategy 1.6** Seek new partnerships with Yavapai County, other government entities, organizations or individuals to serve the parks and recreation needs of Prescott, as well as of the region.

**Strategy 1.7** Continue coordination with the towns of Prescott Valley, Chino Valley and other entities to plan cross-jurisdictional trails, open space, and recreation opportunities.

**Goal 2:** Establish recreation strategies for Willow, Watson, and Goldwater Lakes to continually improve and enhance these assets for both residents and visitors.

**Strategy 2.1** Seek to apply the recommendations of the Arizona Department of Environmental Quality (ADEQ) by budgeting for and implementing measures to reduce the algae and weed growth in Willow and Watson Lakes.

**Strategy 2.2** Work closely with the Arizona Game & Fish Department to continually improve the fishing conditions at Willow, Watson, & Goldwater Lakes.

**Strategy 2.3** Should Watson Lake levels drop to the conservation pool elevation, seek appropriate partnerships from volunteer groups to remove dead and down trees at the south end of lake as a potential fire and safety hazard.

**Strategy 2.4** Continue to expand recreational opportunities and facilities at upper Goldwater Lake to fully utilize the area to better accommodate recreation demands and future recreation trends.

## 8.5 TRAILS AND GREENWAYS

City trails and greenways currently allow for non-motorized recreation and transportation. Trails and greenways connect destinations within Prescott including schools, businesses, neighborhoods, parks and other recreational sites. Prescott has received national recognition for the progressive approach to providing a high quality trail system. Completion of the 50-mile Prescott Circle Trail, Prescott Greenways, and Granite Dells trail expansion will further enhance the trail system.

### 8.5.1 Trails and Greenways Goals and Strategies

**Goal 1.** Expand and improve the connectivity of the trails and greenway system.

**Strategy 1.1** Complete high priority trails within the following geographical priorities: 50-mile Prescott Circle Trail, Prescott's Greenways, Prescott Peavine Trail to Chino Valley, Willow Lake to Watson Lake via Granite Dells, multiple trails to Glassford Hill with connectivity to Prescott Valley, Recreation Pathways City-Wide, and Completion of Larger Interconnected Trail Networks.

**Strategy 1.2** Establish a matrix using scoring criteria for proposed trails to define priorities for trail construction.

**Strategy 1.3** Implement creative right-of-way acquisition strategies for trails, such as license agreements, leasing, donation, purchase and easements. This includes exploring feasibility of roadways, utility, and drainage corridors.

**Goal 2.** Encourage greater public participation in the planning, development and maintenance of trails and greenways.

**Strategy 2.1** Continue to work with Prescott Creeks and other non-profit foundations to develop a community volunteer creek monitoring program expanding and supporting a creek watch project.

**Strategy 2.2** Prepare information for the public regarding the importance of trails and greenways, detailing how they contribute to the value of developed land and the health of the community. Include information regarding state laws on landowner protection from liabilities, direct land purchases, license agreements, land donations and easement acquisitions, which also can be purchased or donated.

**Goal 3.** Support the linkage of public and private open space and trail systems to serve the community more efficiently.

**Strategy 3.1** Encourage new developments to designate open space areas which adjoin and link to existing public or private open space areas.

**Strategy 3.2** Require the creation of publicly accessible trails in new subdivisions where such trails can provide new or improved connectivity for existing trail networks.

## 8.6 OPEN SPACE POLICY

The Parks and Recreation Department is currently focused within the following geographical areas: 50-mile Prescott Circle Trail, Prescott Greenways, Prescott Peavine Trail to Chino Valley, Willow Lake to Watson Lake via Granite Dells, multiple trails to Glassford Hill with connectivity to Prescott Valley, recreation pathways City-wide, and completion of larger interconnected trail networks in order to benefit the Mile-High Trail system. The acquisition, dedication and stewardship of open space as a community amenity is also an economic development asset which supports the tourism industry.

The proportion of land dedicated to protect open space within the community is growing. This reflects a shift in attitude regarding the importance of open space, which began with public and

private actions regarding trails in the early 1990s. As pristine areas with trails and access to the national forest began to develop, the public requested that access points remain untouched. This was accomplished through agreements made between the City, developers and National Forest officials. Protecting significant geological pre-historic features, natural areas and viewsheds resulted in a number of private/public partnerships.

The City adopted a Master Trails Plan in 1996, a Bicycle-Predestrian Plan in 2003, which has a trails component, and continues to pursue federal, state and private funding sources to secure trail aquisition. Prescott voters approved a sales tax initiative in 2000 setting aside revenues for acquisition of open space as provided for in the City's adopted Open Space Master Plan, which was updated in 2008.

Open space is acquired based on biologic, geologic, recreation, cultural, pre-historic, historic, scenic and riparian characteristics of the land, as well as, tourism and economic assets for the future. Open space includes areas of scenic beauty, recreation, preserves for riparian areas, wildlife, vegetation, and cultural resources. The character and function of open space differs on a case by case basis depending on the individual property as well as the purpose for the acquisition.

Annexations will often have an open space component and are required to meet standards for open space as provided for in the Prescott Land Development Code. New open space assets are identified during the annexation process and stewardship plans are adopted by the City Council. In adjoining areas, open space may be maintained through intergovernmental agreements.

### 8.6.1 Open Space Policy Goals and Strategies

**Goal 1.** Pursue a majority of the recommendations by the former advisory committee on open space acquisition from the Council adopted 2009 Open Space Master Plan. (Note: it is no longer a recommendation to establish a City commission for open space.)

**Strategy 1.1** Institutionalize the former committee open space processes within the Parks and Recreation Department with participation from the related non-profits such as the Open Space Alliance, Granite Dells Foundation, Central Arizona Land Trust, Yavapai Trails Association, etc.

**Strategy 1.2** Continue the use of the private property open space inventory and evaluation process provided by the advisory committee.

**Strategy 1.3** Develop and maintain a current list of potential open space properties based on strategic economic benefits to the community.

**Strategy 1.4** Identify potential and probable approaches for each property. i.e. easements, license agreements, leases, donations, parcel splits, outright purchases, etc.

**Goal 2.** Seek collaborative ventures between private, public, and non-profit sectors for expanding, improving, maintaining, and providing stewardship for open space.

**Strategy 2.1** Encourage and support the private sector to bring forward open space ideas and proposals through the proper channels. i.e. Parks and Recreation management.

**Strategy 2.2** Continue investigation and the securing of potential funding mechanisms for the purchase, improvements, and maintenance of open space and trails.

**Strategy 2.3** Maintain and upgrade existing open space and recreational facilities through designated use fees, tourism related income, grants, private donations, and other methods used by the City for General Fund revenues.

**Goal 3.** Maintain the biological, cultural, visual, and recreational integrity of protected and unprotected tracts of open space.

**Strategy 3.1** Continue to provide stewardship for open space using City staff and supporting organizations and volunteers.

**Strategy 3.2** Maintain conservation of habitats and ecosystems within existing open space including the lakes.

**Strategy 3.3** Protect connectivity of existing open space and trails by requiring developing and existing areas to allow and provide appropriate access.

**Strategy 3.4** Require and oversee re-vegetation of disturbed areas including removal and control of invasive and non-native vegetation.

**Strategy 3.5** Work with various stakeholders to reduce the damages to open space and the lakes from soil erosion, storm water runoff, utilities, fertilizers and herbicides, and other impacts caused by the accumulation of debris and silt.

**Strategy 3.6** Due to previous conservation efforts on local State Trust Lands, ensure wildlife and desired trail corridors are conserved through development agreements should these large tracts change ownership.

# 9.0 ENVIRONMENTAL PLANNING ELEMENT

## 9.1 AIR QUALITY

During the early 20th century, Prescott's clean air and temperate climate drew many respiratory patients to the area for treatment. Today, good air quality remains an asset of the community, helping to draw tourists and those seeking lifestyles away from large urban areas with poorer air quality. Continued urbanization with its associated increase in traffic may degrade Prescott's air quality in the future, potentially having a negative effect on tourism, growth and the quality of life for residents.

**A.R.S 9-461.05**

3. An environmental planning element that contains analysis, policies and strategies to address anticipated effects, if any, of plan elements on air quality, water quality and natural resources associated with proposed development under the general plan. The policies and strategies to be developed under this element shall be designed to have community-wide applicability and shall not require the production of an additional environmental impact statement or similar analysis beyond the requirements of state and federal law.

### 9.1.1 Challenges

Although some air pollution is brought into the area by natural air movements, the community can improve air quality by discouraging local pollution. The Circulation Element addresses a reduction in automobile dependence through alternative transportation; however, the overall environment in Prescott is affected by individual auto use.

Dust, smoke, proliferation of non-native plant pollens and automobile emissions are sources of urban air pollution. Smoke is a problem during winter months from wood burning fireplaces & stoves, and at other times, seasonal prescribed burns affect air quality. In the warmer dry months, dust affects air quality due to dirt roads and construction activities. Poor air quality conditions are exacerbated by a continuing drought.

### 9.1.2 Air Quality Goals and Implementation Strategies

**Goal 1.** Maintain Prescott's existing good air quality by protecting it from degradation.

**Strategy 1.1** Encourage EPA approved wood burning stoves and fireplaces within the City.

**Strategy 1.2** Continue the current program of paving unpaved roads within the City. Apply new technologies and methods where appropriate.

**Strategy 1.3** Maintain road sweeping with water filled street sweeping machines to reduce dust particulate air pollution, especially during dry periods.

**Goal 2.** Promote alternative transportation strategies in order to reduce vehicle emissions.

**Strategy 2.1** Partner with Central Yavapai Metropolitan Planning Organization (CYMPO) and private industry to develop a transit system when funding is available and where service is feasible.

**Strategy 2.2** Expand the scope and connectivity of the bicycle, pedestrian and trails circulation systems within the city by linking existing networks.

## 9.2 WATER QUALITY

Prescott enjoys good water quality from deep wells. The City is a water service provider operating a water supply, treatment and distribution system as well as a wastewater collection, treatment and effluent distribution system. These systems are operated in compliance with federal and state water quality regulations.

### 9.2.1 Challenges

A sustainable balance of water quality, water use, conservation, importation and groundwater recharge is desirable. This requires mitigation strategies with consensus among various water stakeholders. City plans, water allocation policies and adopted codes address water quality and supply issues. These plans, policies and codes should be periodically reevaluated and revised accordingly. More information regarding water may be found in the Water Resources Element.

### 9.2.2 Water Quality Goals and Implementation Strategies

**Goal 1.** Protect surface waters and groundwater recharge areas to maintain the high quality of Prescott's water.

**Strategy 1.1** Strengthen requirements for building sites with steep grades to prevent erosion and pollution from stormwater runoff.

**Strategy 1.2** Discourage industrial development that requires a high volume of water or has the potential to pollute the Little Chino aquifer, other aquifers or surface waters.

## 9.3 LAKES

The City has full ownership or leases land associated with four bodies of surface water. They are commonly known as upper Goldwater Lake, lower Goldwater Lake, Watson Lake, and Willow Lake. All four water bodies are man-made reservoirs and historically have served as community water supplies either for City water customers or the agricultural industry in the region.

Upper and lower Goldwater Lake are the smallest of the four with historic legal documents stating the claimed combined capacity to be 620 acre-feet. At one time, lower Goldwater Lake was used to supply water to the City of Prescott by supplementing the water pumped from Del Rio Springs. The City maintains legal documents associated with these water bodies, but now neither upper nor lower Goldwater Lake is used for City water supply. Upper Goldwater Lake is now a public recreational amenity maintained with the City's General Fund. This lake is upstream of the community which reduces the effects of the population center; however, it is subject to natural processes such as siltation.

Watson and Willow Lakes also have an extensive history and were originally built to store and release water from annual precipitation for the use of the downstream agricultural industry. The most current document (Sever and Transfer 98-001) for Watson and Willow states their legal claimed storage capacities to be 4,600 and 5,980 acre-feet respectively with the right to continuous fills and refills. Unlike Goldwater Lake, Watson and Willow Lakes are subject to not only natural processes, but also to the effects of the population center located upstream. It was not until 1998 that the City purchased these lakes from the Chino Valley Irrigation District in accordance with a voter approved bond measure for fifteen (15) million dollars. The official ballot language, associated City Resolution 3033, describes property and water rights for water resource and recreational purposes. Since the purchase of Watson and Willow Lakes, these reservoirs have had a complete shift in their operation. Water is now stored from year to year for

water supply, recreation, and fish spawning needs. Releases still occur according to legal documents for downstream surface water right holders and for the storage and recovery of supplies to support City water customers. Due to the water storage and recreation uses of these lakes, they currently require both City General Fund and Enterprise Fund expenditures.

According to A.R.S. § 9-461.05 (D) (3), the Environmental Planning Element attempts to address the anticipated effects of the General Plan on air quality, water quality, and natural resources associated with proposed development. It's recognized that surface water bodies in the City's jurisdiction require continued operation and maintenance at standards which are federal, state, or locally imposed. Each reservoir is subject to varying influences from outside agencies, nature and effects from the nearby population. Since both Watson and Willow Lakes have no continuous flow-thru and are not drained on an annual basis, siltation and accumulated contaminants present challenges to their vitality. In 2004, the Environmental Protection Agency designated the Watson Lake reservoir as impaired for high levels of nitrogen, low dissolved oxygen, and high pH. The City, together with appropriate state and federal agencies, will be seeking options for the effective management and remediation of City maintained reservoirs.

Statutes direct that strategies under this element shall be designed to have community-wide applicability and shall not require the production of an additional environmental impact statement or similar analysis beyond the requirements of state and federal law. Due to the community value of these reservoirs, there are ongoing efforts to seek maintenance and physical improvements for these amenities. It is clear that the status of these amenities must consider existing development as well as proposed development.

### 9.3.1 Lakes Goals and Implementation Strategies

**Goal 1.** Promote water quality and increase legal storage capacity of our publicly owned reservoirs.

- **Strategy 1.1** Continue to protect the lakes from all sources of pollution. Compile information to establish solutions using natural processes to reduce pollution.
- **Strategy 1.2** Provide community education to inform the population on ways to protect local surface waters.
- **Strategy 1.3** Maintain and preserve open space areas which complement the lakes and the surrounding environment, wherever possible, through zoning procedures, negotiations and the creation of codes for new and existing development.
- **Strategy 1.4** Develop recreational trails and park settings to promote low impact uses which will not negatively affect water quality.

**Goal 2:** Develop an up to date Lakes Management Plan to include upstream and downstream water and habitat management.

- **Strategy 2.1** Explore ways to balance human uses with flora and fauna needs at man-made reservoirs.
- **Strategy 2.2** Explore upstream improvements such as catch basins for capture and filtration of harmful chemicals to address both the natural and population influences.

**Strategy 2.3** Collaborate with neighborhoods and specific City departments to participate in better upstream practices for storm runoff protection and water toxin intrusion, by using pollutant management strategies including rainwater harvesting, non-pollutant pesticides and chemicals for outdoor usage and upgrading decaying infrastructures such as sewer/septic systems.

**Strategy 2.4** Identify and implement improvements to both upstream and downstream watersheds to improve the City reservoirs as well as downstream streams and rivers.

## 9.4 WILDLIFE CORRIDORS

The conservation of wildlife habitats and wildlife corridors is an effective way to assist indigenous wildlife and migratory species impacted by human growth and development. There is a particular need in the Prescott area for wildlife corridors to interconnect pronghorn antelope herds. The Airport Specific Area Plan attempts to address this concern by providing a north/south open space corridor along Granite Creek. Augmentation of wildlife habitats and wildlife corridors through acquisition and conservation of open space during the subdivision platting process is an important step in this process.

### 9.4.1 Challenges

Growth of new subdivisions and other developments destroy wildlife habitats and threaten to cut off wildlife from other habitats. An evaluation of flora and fauna within development areas is a benefit when planning appropriate corridors to provide safe migration routes. These areas should connect with other open spaces such as parks, golf courses and trails and be designed so that they may be used by migrating wildlife as part of an interconnected cluster of corridors.

### 9.4.2 Wildlife Corridors Implementation Strategies

**Goal 1.** Improve the protection of migratory species through the interconnectivity of open spaces and wildlife corridors.

**Strategy 1.1** Encourage infill development rather than development of outlying areas to conserve wildlife habitats and wildlife corridors.

**Strategy 1.2** Require developments to identify migratory animal species within their development sites and conserve appropriate wildlife corridors.

**Strategy 1.3** Plan for connectivity of open spaces and wildlife corridors using Specific Area Plans, neighborhood plans, subdivision master plans, or other appropriate planning tools.

**Strategy 1.4** Coordinate with federal and state agencies, and adjoining jurisdictions to assure regional connectivity of open space and wildlife corridors.

## 9.5 DARK SKIES, GLARE AND LIGHTING

Prescott's clear dark night sky is an environmental asset the community wishes to protect. The Land Development Code primarily regulates commercial outdoor lighting by addressing light fixture types and light output. In some cases light output is measured in watts, such as in

residential lighting, recreational lighting and sites with internally lit signage. Parking lot lighting is required to be high pressure sodium. However, there have been requests to allow light emitting diode (LED) lighting. New energy efficient technologies, such as hi intensity discharge (HID) and LED make it difficult to regulate light output solely by energy consumption and to require specific existing technologies in some applications.

Light color has an effect on glare and sky-glow. For example, narrow-spectrum amber LED lighting is more desirable for outdoor lighting since it contributes 75% less sky-glow when compared to white-blue LED lighting. One way to address sky-glow without requiring a specific technology is to use Color Temperature expressed in degrees Kelvin. This has become a popular standard for describing color or the "warmth" of a light source. A color temperature of 3000 degrees Kelvin or below emits less glare with a warm yellow or reddish light, while a color temperatures between 4000 and 6000 degrees Kelvin emits more glare with a bluer light.

Residential lighting may be addressed in the lighting code, where an appropriate balance may be met between lighting which is both adequate for residents, yet preserves the nighttime sky. Exterior lighting provides safety, security, visual enjoyment of outdoor living spaces and requires careful consideration as to not infringe upon a neighbors enjoyment of the dark starlit sky.

### 9.5.1 Residential Lighting

New exterior residential lighting fixtures should match commercial lighting requirements to be "dark-sky" compliant with a concealed or shielded light source. Light may be directed to the ground or toward the residence and be of low luminosity to minimize glare. No light source may be visible across any property line. Flood lighting or overhead lighting may not be permitted unless controlled by a motion sensor. Safety lighting must be allowed to illuminate vehicular and pedestrian circulation and is to be used only when receiving guests or circulating outdoors. If a light source must be visible, then home entrance lighting may be non-glaring frosted bulbs, 600 lumens (40 watts incandescent) or less, and garage/mailbox lights should be 375 lumens (25 watts incandescent) or less.

### 9.5.2 Residential Landscape Lighting

Landscape lighting or low level path lighting should serve as the primary form of exterior lighting. Street, walkway, driveway and landscape lighting should be of low luminosity, low profile and be of a concealed light source meeting "dark-sky" requirements.

Minimal lighting within residential yards is encouraged. Except in the case of up-lighting key trees and plants, down-lighting is encouraged because it has less impact on the night sky. All yard lighting should utilize low luminosity sources with a maximum 300 lumens fixtures. Landscape light fixtures should be non-reflective, solidly mounted into the ground and provide indirect ambient light for visibility. Landscape and security lighting fixtures should be installed at a height not to exceed ten (10) feet above ground level. If wired systems are used, they may be installed on a timer to save energy and turn off when not needed for pedestrian or vehicular circulation.

## 9.5.3 Dark Sky Goals and Implementation Strategies

**Goal 1.** Adopt a lighting code that addresses new technologies and includes residential light sources.

**Strategy 1.1** Adopt a lighting code that addresses lumens instead of wattage.

**Strategy 1.2** Encourage all outdoor lighting, especially parking lot and street lighting, to have a color temperature of 3000 degrees Kelvin or less.

**Strategy 1.3** On-street illumination (street lights) should occur only at intersections, to illuminate signage or when unusual safety concerns are present.

**Strategy 1.4** Adopt a residential lighting code adequate for residents which reduces glare to adjoining properties and preserves the nighttime sky.

**Strategy 1.5** Encourage lighting with a low luminosity output in both commercial and residential uses to save energy, reduce glare and reduce sky-glow.

## 9.6 REGIONAL COOPERATION

A regional approach to growth management, wildlife corridors, open space, recreation, transportation and land planning is important to the protection of natural resources and effective sustainable use of the land.

Regional coordination and cooperation can reduce incompatible land uses at jurisdictional and planning boundaries, and may also reduce infrastructure demands upon individual jurisdictions by allowing adjacent communities to provide complementary services. Providing complementary services rather than duplicated or competing services is more practical and cost effective. For example, one community may develop a park near a common planning boundary, while the adjacent community creates a hiking trail.

For regional roadway coordination, the Central Yavapai Metropolitan Planning Organization (CYMPO) is the principal forum for local government cooperation. Managing and improving the regional roadway network is important to all jurisdictions in the area. Prescott, as a primary economic driver in the region, should maintain an active role in CYMPO and should promote land use planning as an integral part of regional transportation planning.

### 9.6.1 Regional Cooperation Implementation Strategies

**Goal 1.** Coordinate with other regional entities to provide recreational, open space and transportation opportunities to the residents of Prescott.

**Strategy 1.1** Actively participate in regional organizations to assure that the interests of Prescott are appropriately communicated and protected.

**Strategy 1.2** Establish a forum to meet regularly with each of Prescott's regional neighbors to coordinate projects having regional implications and to avoid duplication of services and amenities such as parks, trails and library facilities.

# 10.0 WATER RESOURCES ELEMENT

**A.R.S. 9-461.05.**
5. A water resources element that addresses:
(a) The known legally and physically available surface water, groundwater and effluent supplies.
(b) The demand for water that will result from future growth projected in the general plan, added to existing uses.
(c) An analysis of how the demand for water that will result from future growth projected in the general plan will be served by the water supplies identified in subdivision (a) of this paragraph or a plan to obtain additional necessary water supplies.

## 10.1 EXISTING CONDITIONS

Water availability is crucial to maintaining a strong economy and good quality of life. Precipitation supplies the water in the aquifer which serves as the primary source of water for the City of Prescott.

Under the Arizona Groundwater Management Code of 1980, the State of Arizona established five active water management areas to prevent groundwater depletion beyond the level being recharged, a condition defined as "safe-yield." The City of Prescott water service area is located within the Prescott Active Management Area (AMA), along with Prescott Valley, Chino Valley, the Yavapai-Prescott Indian Tribe, Dewey-Humboldt and county areas (figure 10-1).

Communities within the AMA draw groundwater based on legal rights, goals and policies established by groundwater law and must demonstrate a 100-year assured water supply (AWS) through a program directed at new development. Management plans administered by the Arizona Department of Water Resources (ADWR) establish a water management strategy emphasizing conservation, replacement of existing groundwater, renewable supplies, recharge, and water quality management by all providers within the AMA. Safe-yield is the goal by the year 2025. Private domestic use wells are exempted from the 1980 Groundwater Code. According to the ADWR Prescott AMA Assessment, exempt wells have increased steadily from 4,560 in 1985 to 11,035 in 2006.

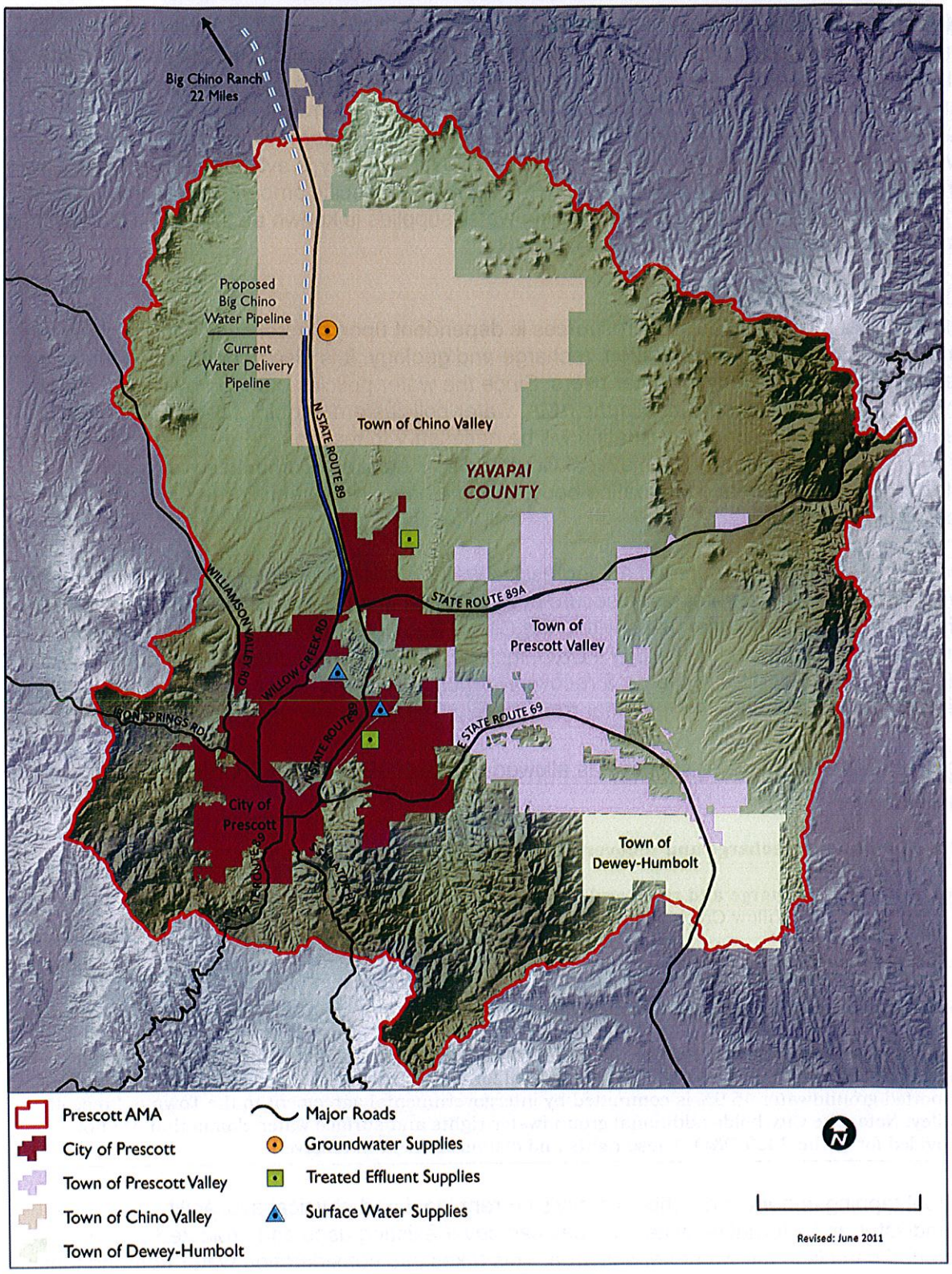
In 1998 the ADWR determined that the Prescott AMA was no longer in a state of safe yield. This determination capped the amount of groundwater which could be used by the respective jurisdictions within the AMA as a source of assured water for new development.

The City of Prescott water service area accounts for about 8.6% of the land within the Prescott AMA. The groundwater basin aquifers within the AMA are interconnected. Therefore, drawdown in other parts of the Prescott AMA will contribute toward decreased water tables in the Prescott water service area. Currently, their is no plan to achieve safe-yield within the AMA

Prescott is in a region of relatively moist cool upland slopes below timberline dominated by large coniferous trees. Other areas of the AMA are within the High Desert area of the state's Central Highlands region. Rainfall continues to be below average, with drought conditions being reported by various scientific institutions. A Drought Emergency Declaration has been in effect in Arizona since 1999. The current declaration, PCA 99006, issued by the Governor in June 1999 was continued by Executive Order 2007-10.

The State's AMA safe-yield is a groundwater management goal, which attempts to achieve and maintain a long-term balance between the amount of groundwater withdrawn and the annual amount of natural and artificial recharge in the AMA (see ARS §45-561.12). The Prescott AMA has not achieved safe-yield, therefore, the current rate of net drawdown is not sustainable over the long term.

**Figure 10-1** Prescott Active Management Area



# 10.2 LEGALLY AND PHYSICALLY AVAILABLE WATER

## 10.2.1 Legal Availability

Due to the restrictions imposed by the 1980 Groundwater Management Code and the 1998 ADWR declaration of water mining, communities within the AMA must develop additional water supplies to demonstrate the 100 year assured water supply in order to approve new development. Additional water rights acquired must meet standards of legal and physical availability as recognized by the state water code. Water supply is available under State Law when legal documentation exists securing the rights to a specific amount and source of water. The City's current legal document regarding water supplies is known as the 2009 Decision and Order (D&O) authorized and signed by ADWR.

## 10.2.2 Physical Availability

The physical availability of water resources is dependent upon natural conditions such as the amount of precipitation, evaporation, recharge and geology. It is also dependent on the demand placed on the resource by all water users. Since the water policies pursued by an individual jurisdiction affect all jurisdictions in the AMA, water policies are a topic of regional interest. Regional cooperation and coordination will be necessary to maintain an assured water supply for the City and the region. The Yavapai County Water Advisory Committee has been established as a regional coordinating body, with members representing the AMA and other local jurisdictions.

The City of Prescott has pursued an aggressive water management policy since 1985 and has invested in numerous strategies to secure both the legal and physical availability of water for existing and projected water users within the City of Prescott water service area. These resources, as recognized in the City's D&O, include groundwater, surface water and treated effluent supplies used for recharge & recovery. Among the City's water portfolio is the legal right to import up to 8068 acre-feet per year from the Big Chino sub basin (ARS §45-555E and F).

**Figure 10-2** Current water supplies as allowed by the 2009 Decision & Order.

| | |
|---|---|
| **Groundwater** | 9,466 af/yr |
| **Treated effluent (recharge and recovery and direct use)** | 5,446 af/yr |
| **Surface Water (recharge and recovery)**<br>Granite & Willow Creeks (net) | 1,733 af/yr |
| **Imported Groundwater*** | 8,068 af/yr |
| **Total legally and physically available water supply** | 24,713 af/yr |

*Imported groundwater is subject to the initiation and completion of infrastructure. City Charter Article VI, Section 16, also requires voter approval for certain high value projects. Of this quantity of imported groundwater 45.9% is committed by intergovernmental agreement to the Town of Prescott Valley. Note: The City holds additional groundwater rights and surface water claims that are not provided for in the 2009 D&O. These rights and claims are held in reserve.

Without tapping importation rights, the city's current legal and physical availability of groundwater and alternative water sources can cover existing uses and projected allocations to all platted parcels in the water service area. This takes into consideration water demand that had been previously committed for preliminary subdivision plats approved prior to August 1998.

Since the declaration that the AMA is not in safe-yield, the City has taken a conservative approach to the allocation of water to new development through a "water budget" process

specifying quantities to be made available. This budget and the policies underpinning it are reviewed and updated by the City Council each year.

## 10.3 FUTURE GROWTH AND WATER DEMAND

Population growth and development anywhere within the AMA will affect the aquifers and the AMA goal of reaching safe-yield. There are a number of specific threats to safe-yield:

- population growth and resulting increases in aquifer draw-down
- commitment of groundwater to non-residential uses
- drilling of new exempt wells within the AMA

In addition, the aquifer has multiple jurisdictions drawing upon it, which complicates achieving coordinated water management policies and practices to collectively contribute to safe-yield for the entire AMA. Development patterns and policies in other jurisdictions within the AMA differ from those of the City of Prescott. The City anticipates the need to continue to work with regional water forums to implement a regional coordination strategy.

Meeting the water needs of future residents will require that the City optimize existing groundwater supplies through conservation and maximize alternative water supplies such as reuse or recharge of treated effluent. To meet the demands of the growing population and contribute to the safe-yield goal for the AMA, the City of Prescott anticipates the need to develop additional water sources including importation. To this end, water rights have been secured and infrastructure has been designed for the importation of water from the Big Chino Sub-basin located just north of the Prescott AMA.

Significant aspects relating to the importation of water include monetary, social and environmental issues. Economic factors include the costs of infrastructure, methods of financing and legal issues over water rights. Social impacts include the effects on quality of life and public services caused by population growth made possible by imported water. Environmental considerations include the possibility of affecting surface water flows and increased urbanization, which may in turn affect land, habitats, and air quality.

### 10.3.1 Treated Effluent Supplies

Treated effluent has become an important water resource for the City of Prescott. When treated, the effluent from the City's water reclamation plants can be used for certain applications, such as irrigation of large turf areas and reducing demand on groundwater supplies. The City supplies effluent to golf courses within the municipal service area. Treated effluent is also used to recharge the aquifer through infiltration basins, where treated effluent water is allowed to percolate into the ground, to be further cleansed through natural processes. The City of Prescott has operated an effluent recharge facility near the airport since 1988. Between 2000 and 2010 the City has recharged an average of 2,500 acre feet per year of effluent. Future plant expansions are underway in 2013. Using current techniques for wastewater treatment, the effluent is expected to be treated to A+ federal standards. This is a healthier standard and will allow treated effluent to be available for a wider range of uses such as construction uses and irrigation of public parks.

Work on both of the City's water reclamation plants is included in the 5-year Capital Improvement Plan with the first phase to be completed in early 2014. Class A+ water is an Arizona Department of Environmental Quality requirement for plants that are of 0.25 mgd (million gallons per day) capacity or greater. The Reclaimed Water Quality Standards include two "+" categories of reclaimed water, Class A+ and Class B+. Both categories require treatment to produce reclaimed water with a total nitrogen concentration of less than 10 mg/l (milligrams per liter). These categories of reclaimed water will minimize concerns over nitrate

contamination of groundwater beneath sites where reclaimed water is applied. It will allow for effluent landscape irrigation of areas open to public access. (*Source: Sundog WWTP and Airport WRF Capacity and Technology Master Plan, October 2010 and ADEQ website.*)

Additional methods to optimize this resource include increasing the amount of treated effluent available for recharge by limiting the amount of new turf that must be irrigated, periodic review of effluent pricing, possible financial penalties to customers who exceed their allotment, and improved collection of wastewater in areas currently on septic systems.

### 10.3.2 Surface Water Supplies

Watson and Willow Lake reservoirs and their associated water rights were purchased in 1998. These supplies are an important resource for City water customers. As with treated effluent, lake water is diverted to the City's recharge facility for storage and recovery purposes. This source is recognized in the City's 2009 D&O. The water level of the lakes is contingent upon weather patterns, therefore an inherent uncertainty from year to year exists with this supply. All water supplies require careful management strategies, however, lake water supplies differ due to the need to balance their water supply with open space and recreation functions.

### 10.3.3 Water Conservation

The City's existing water conservation program encourages Water Smart practices. This program is currently posted on the City's website (www.cityofprescott.net). Other conservation measures which could yield water savings include limiting the sale of additional quantities and direct use of effluent primarily for irrigation purposes, reducing the amount of lost and unaccounted for water by increasing the watertight integrity of the City's distribution system, maintaining financial incentives for conservation, and further public education. Proposed new policies will require careful formulation and subsequent adoption through a public process. Trends in water consumption show greater seasonal use in the summer. Continuing efforts are being made to reduce outdoor water use during the hotter months.

### 10.3.4 Additional Water Supplies

Serving the anticipated population growth with water has been considered and incorporated in the City's Alternative Water Budget and in ADWR Management Plans for the Prescott AMA. Importation could balance the overdraft and assist in meeting the goal of safe-yield, however, even with importation, a degree of uncertainty exists. The current drought and its potential duration is relevant in ongoing water resources management.

Drought could cause water sources to literally dry up or be challenged legally, placing the community and a larger future population relying upon imported resource in jeopardy of water supply shortfalls. Due to climate related factors and ongoing stream adjudication legal proceedings, our water supply cannot be completely controlled by the City of Prescott.

## 10.4 WATER RESOURCES LONG TERM MANAGEMENT PLAN

In 2011, litigation ended resulting in recognition of the City of Prescott 2009 Decision & Order (D&O) as the official document defining water availability from the ADWR, which enumerates the sources of water to which the City is entitled. The D&O is based on ADWR examination of water that is physically, legally, and continuously available for 100 years. Now that the City's current and future water rights have been determined, formulation of a long-term water management plan can occur to apply those resources to the City's needs. This plan will take into account all supplies recognized in the D&O, groundwater, surface water, treated effluent, and imported supplies, as well as conservation and an appropriate contribution by Prescott toward meeting safe yield in the AMA. All supplies will need to be assessed for their best use and to secure water for future generations.

### 10.4.1 Water Availability For Future Development

Water currently available for the City's future growth is defined by the 2009 Decision & Order (D&O), which designates 1,472 acre-feet of water which would serve 4,205 residential lots. Should water from the Big Chino Sub-basin be imported this number would increase. An earlier D&O from 2005 also allocated water available for future growth where approximately 355 acre feet (AF) remains as of December, 2011. This quantity would support 1014 new homes. Specific reservations have already been made for residential subdivisions approved and unbuilt prior to 1998 and for tracts of vacant residentially zoned property within the current City limits. The following estimate quantifies future growth, within the City, constrained by water availability, as a reference, the 2010 Census found 22,159 total existing housing units in Prescott:

| Legally Available Water | Housing Units |
|---|---|
| 2009 Decision and Order Alternative Water (1,472 AF) | 4,205 |
| Current Alternative Water Balance (2005 D&O 355 AF) | 1,014 |
| 1998 Plats - Grandfathered Groundwater | |
| Final Plats | 3,398 |
| Preliminary Plats | 3,456 |
| Reservation for Residentially Zoned Unwatered Tracts | 1,920 |
| TOTAL FUTURE HOUSING | 13,993 |

The legal, physical and economic availability of water from sources which are known or can be reasonably anticipated, including the costs of water rights and infrastructure to access and deliver water, will be a limiting factor in the future development of Prescott. Even with a strong market demand, availability of water and capital will determine the long-term growth of the City.

## 10.5 EMERGING CONTAMINANTS

As defined by the United States Geological Survey and the Environmental Protection Agency, "emerging contaminants" are commonly derived from municipal, agricultural, and industrial wastewater sources and pathways. These newly recognized contaminants represent a shift in traditional thinking as many are produced industrially yet are dispersed to the environment from domestic, commercial, and industrial uses. Emerging contaminants can be broadly defined as any synthetic or naturally occurring chemical or any microorganism that is not commonly monitored in the environment but has the potential to enter the environment and cause known or suspected adverse ecological and/or human health effects. In some cases, the release of emerging chemical or microbial contaminants to the environment has likely occurred for a long time, but may not be recognized until new detection methods are developed. In other cases, synthesis of new chemicals or changes in use and disposal of existing chemicals can create new types of emerging contaminants.

## 10.6 WATER RESOURCES GOALS AND STRATEGIES

**Goal 1.** Provide a reliable water supply for the City adequate for implementation of this General Plan.

**Strategy 1.1** Develop a Long-Term Water Management Plan.

**Strategy 1.2** Review annually the city water budget and balance new allocations with available resources in accordance with the City's water management plan.

**Strategy 1.3** Reduce lost and unaccounted for water through monitoring, more accurate reporting, and system improvements.

**Strategy 1.4** Continuously seek, evaluate, and implement additional measures for the City's Water Conservation Program.

**Strategy 1.5** Maintain a water rate structure aligned to conservation.

**Strategy 1.6** As new technology and funding become available, explore possible ways to monitor and treat drinking water supplies for emerging contaminants.

**Goal 2.** Maintain water supply reliability by optimizing use of the effluent resource component.

**Strategy 2.1** Maximize recharge of renewable resources, treated effluent and surface water.

**Strategy 2.2** Encourage extension of sanitary sewers into areas presently served by septic or other alternative disposal systems where feasible to increase return flow to water reclamation plants.

**Goal 3.** Augment City water supplies.

**Strategy 3.1** Seek additional water resources to reduce depletion of local ground water reserves and contribute to the achievement of "safe-yield" in the AMA.

**Strategy 3.2** Develop funding strategies to finance new water sources and technologies.

**Strategy 3.3** Investigate opportunities for enhancing infiltration within watercourses for groundwater replenishment and rainwater macro-harvesting technologies for application within the City of Prescott and the Prescott AMA to increase water supply.

**Strategy 3.4** Operate City-owned lakes to maximize storage for surface water recharge while maintaining a balance with recreational and habitat values.

**Goal 4.** Increase public information availability, awareness, and involvement in water management.

**Strategy 4.1** Promote public participation in water policy and initiatives through media outreach and public informational dissemination.

**Goal 5.** Maintain participation in regional water resource and management efforts.

**Strategy 5.1** Jointly with other jurisdictions formulate a plan to achieve safe yield within the Prescott AMA.

**Strategy 5.2** Partner with other jurisdictions and contribute funding, where necessary, for development of intergovernmental water management programs.

**Strategy 5.3** Work with regional partners to influence and modify Arizona state water laws and regulations of significant importance to the City and AMA.

# 11.0 ECONOMIC DEVELOPMENT ELEMENT

## 11.1 INTRODUCTION

The **Economic Development Element** is not mandated by Growing Smarter but is included in Prescott's General Plan in recognition of the vital part our economic health plays in the quality of life of this community.

As defined in Prescott's 2008 Focused Future II Strategic Plan for Community and Economic Development, "Prescott's economic development mission is to: Facilitate the establishment of a balanced local economy, creating quality jobs and enhancing the local tax base though quality industrial and commercial development, targeted business attraction and redevelopment of target areas, effect expansion and retention efforts, and provide tourism support."

Prescott's economy includes retail sales, tourism, education, health care, real estate, manufacturing, construction, federal, state, county and municipal government. The historic downtown, airport, industrial parks and regional commercial developments along the Highway 69 Corridor are recognized as economic centers for the City.

Manufacturing and industrial employment are important to the economy and aid in the retention of younger working class families. However, sales tax is the primary source of City income. Since the 1990s, economic development has been emphasized in the City, including partnerships with the private sector to expand the availability of commercial & industrial space and fund associated infrastructure improvements.

## 11.2 EXISTING CONDITIONS, TRENDS & CHALLENGES

Maintaining a healthy economy may have undesirable impacts on nearby residential neighborhoods and the natural environment. Therefore, industrial, commercial and residential development must be balanced.

### 11.2.1 Downtown

A Downtown Specific Area Action Plan was adopted in 1997. The Plan called for a partnership between the City and downtown businesses resulting in the formation of the Prescott Downtown Partnership, Inc., which acts as a manager for downtown activities and also functions as a liaison between the City and the private sector. A downtown renovation project was initiated in 1998 to enhance the visitor experience by replacing sidewalks, adding pavers to crosswalks, landscape planters, lampposts, benches and waste receptacles as pedestrian friendly amenities. There is ongoing coordination with the Prescott Downtown Partnership when scheduling events on the Yavapai County Courthouse Plaza. The City produces a great deal of activity downtown. With the completion of the Granite Street Parking Garage in 2005, the City has invested more than $8.5 million in the downtown's infrastructure and assets.

A Historic Preservation District was formed to protect the historic integrity of the buildings surrounding the Courthouse Plaza. Downtown Prescott remains the most significant tourist draw for the community with its combination of historic structures, cultural amenities, community events and varied mixture of businesses. Other historic districts exist in the downtown area providing residential and commercial cultural benefits.

In 2000, the City purchased the portion of the Elks Building at 117 East Gurley Street which housed the Elks Opera House and has been the home of live performances, movies, and meetings since 1905. The City and the Elks Opera House Foundation completed restoration of this theatre with city, state and national grants, and, with gifts and considerable contributions from private foundations, individuals, and businessmen. The restored theatre space was dedicated on July 24, 2010,

In 2012, The City sold and conveyed title of the Elks Opera House to an Arizona non-profit corporation known as the Elks Theatre and Performing Arts Center, who also purchased the remainder of the building from a private party. As a condition of the sale of the Elks Opera House, the Center is required to maintain the restored space and manage the property as a community asset open to the public. The Elks Building is listed in the National Register of Historic Places and is a City of Prescott registered historic building.

### 11.2.2 Housing

A state-commissioned study in 2001 by Elliott D. Pollack & Company identified a trend in Prescott indicating there were insufficient housing units to meet the demands of service level workers and other residents who are at or below the median income level. The recent economic downturn has changed this situation to an unknown degree. No up to date studies are available. However, the Land Use Element provides additional information on the Pollack study and possible solutions to the challenge of providing housing for a balanced community.

### 11.2.3 Workforce

Trends in commercial development have moved commercial centers and employment to major arterial corridors, such as Highway 69. Suitable sites for industrial development have been created in the airport area with promotional efforts to attract employers. Other commercial corridors have been designated along arterial roadways within Specific Area Plans identifying those areas for commerce and industrial growth.

To maintain a sustainable economy, a diverse retail/commercial presence is needed at locations throughout the City to provide employment, goods and services near neighborhoods. The redevelopment of vacant sites, left by the relocation of retailers, offices and other employers, is needed to attract new businesses back into neighborhood areas.

Underemployment, meaning education and skills are not being fully utilized, can be mitigated through business attraction, retention, and expansion, providing jobs requiring higher education and skills. Inadequate training, where the workforce lacks desirable skills, may be addressed by educational institutions and employers working together to improve workforce development and providing skill preparation programs.

## 11.3 SUSTAINING A BUSINESS FRIENDLY ENVIRONMENT

Arizona Public Service, the Prescott Chamber of Commerce, City of Prescott and other local partners combined to develop the 2008 Focused Future II Action Plan for economic development. This plan provides information regarding business relocation, expansion and retention in Prescott. The Focused Future II plan was designed around four focus areas:

1. Business Attraction, Retention and Expansion. Support industries which are currently looking to relocate or are already within the community. Particular attention is given to industries which are growing, deliver high wages or provide high capital investments.
2. Community Image and Quality of Life. Cultivate a dynamic community which preserves Prescott's natural /historic environment, emphasizes art, culture, recreation, heritage and ensures a quality way of life for residents of all ages. Expand excellent healthcare facilities and services to meet the area's future needs.
3. Prescott as the Regional Hub. Maintain Prescott's position as the regional economic hub. Be the leader in crafting unique and sustainable partnerships throughout the region. Maintain Prescott as the county seat.
4. Educational Excellence. Maintain the predominance of high-quality educational opportunities in Prescott, such as quality K-12 through post-secondary school and specialized job training.

These focus areas are important to sustaining a business-friendly environment and furthering opportunities for success in commerce and industry.

### 11.3.1 Commerce and Industry

Large scale commercial development trends have resulted in the creation of regional commercial areas such as the Gateway Mall and the Highway 69 corridor. The downtown commercial area includes restaurants, banks, professional offices and tourist related businesses which form the core of the City. Other commercial areas include the Village at the Boulders, Willow Creek Shopping Center and the Sandretto District auto dealerships.

It's important to attract, maintain and support small business as neighborhood commerce areas. Smaller roadway corridors support businesses and provide interconnectivity to regional areas. Less intense, neighborhood-oriented commercial is a more sustainable form of development, providing goods and services to areas of the community without requiring long consumer travel times. The Prescott East Area Plan and the Willow Lake South Area Plan designate areas suitable for neighborhood-oriented commercial development. Redevelopment has potential in areas such as Miller Valley/Grove, Montezuma/Whipple, Montezuma/White Spar and along Iron Springs road. Area Plans and the Land Development Code support and encourage this pattern of development through the designation of smaller scale, less intense commercial areas.

Industrially zoned land is readily available in Prescott, however, available industrial buildings over 20,000 sq. ft. do not currently exist. Prescott has sites available and ready for the construction of industrial and business parks. The oldest industrial parks in the city are the Sundog Road industrial park off Highway 89 and the Sixth Street industrial area near downtown. These parks are nearly built out with little vacant land and boundaries which encroach nearby neighborhoods. New industrial parks are located in and around the airport and Granite Dells.

Geographical groupings encourage the clustering of interdependent and/or complementary businesses within the same area. To some extent, this was the traditional commercial development style until the road and rail networks allowed a greater dispersion of interdependent businesses. Building upon the interdependency concept allows local communities to focus economic development efforts more efficiently by recognizing how business groupings interrelate.

The Prescott airport is both a transportation asset and an economic focal point for the City and the region. Ernest A. Love Field is the 3rd busiest Arizona airports in tower operations after Phoenix Sky Harbor and Phoenix Deer Valley airports. It is also one of the busiest regional airports in the country, in 2012, it ranks 37 out of 513 airports with control towers. This in part because of the close proximity and use by Embry-Riddle Aeronautical University and other aviation related business. The economic importance to the City stems from direct airport operations such as the large number of hangar tenants, general aviation services, flight training operations, cargo services, the Forest Service fire-fighting operations and the FAA tower. Much of the land near the airport is designated for industrial and intense commercial uses related to the airport, and includes a significant number of the region's manufacturing and technology jobs. The 2009 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.

### 11.3.2 Commerce and Industry Goals & Strategies

**Goal 1.** Ensure the continuation of the industrial and commercial character of the airport vicinity.

**Strategy 1.1** Support and maintain the land uses established in the Airport Specific Area Plan and the Land Use Element of this General Plan.

**Strategy 1.2** Coordinate with adjacent jurisdictions to assist in the implementation of the Airport Specific Area Plan land uses within their corporate limits or anticipated to be within their corporate limits based upon mutual boundary agreements.

**Strategy 1.3** Actively recruit industrial, airport related or airport dependent businesses to occupy available commercial and industrial space within the airport boundaries.

**Strategy 1.4** Periodically review and update the Airport Business Plan and the Airport Specific Area Plan to ensure these plans are current.

**Goal 2.** Encourage development of suitable sites for commerce and industry at locations specifically targeted for commercial development, employment centers and neighborhood oriented business

**Strategy 2.1** Support appropriately sized and placed commercial and industrial development areas through the implementation of adopted Area Plans and the Land Use Element of this Plan.

**Strategy 2.2** Facilitate and encourage annexation of potential business sites for future employment, commercial and retail development.

**Strategy 2.3** Should conflicts occur between residential and non-residential uses, community-wide interests should take precedence. When community wide interest is not at stake, then neighborhood interests should prevail in resolving conflicts.

**Strategy 2.4** Identify, in partnership with known service providers, the adequacy of internet broadband facilities and address shortfalls.

**Goal 3.** Actively recruit commerce and industry.

**Strategy 3.1** Encourage business and commercial development through market research, recruitment and expansion which augments the current business mix and introduces new retail and services while continuing to retain and expand existing local business.

**Strategy 3.2** Engage with and support the healthcare institutions within our community such as YRMC, especially to devise actions to improve the recruitment of qualified staff where shortages persist.

**Strategy 3.3** Continually refine commerce and industry targets, marketing campaigns and economic development strategies.

**Strategy 3.4** Encourage industrial, light manufacturing, warehousing, distribution, research & development, financial services and other clean industry such as information technology, health care and

education which improve the variety of employment opportunities and bring higher paying jobs into the community.

**Goal 4.** Locate and provide incentives, where possible, for commerce and industry, including small businesses, to locate, remain and/or expand in Prescott.

**Strategy 4.1** Periodically eliminate unnecessary or burdensome regulation and streamline development permitting review and approval procedures to facilitate expansion and/or attract commerce, industry and telecommuting.

**Strategy 4.2** Investigate financial and grant opportunities to assist in relocation or start-up of commerce and industry.

**Strategy 4.3** Incentivize and encourage communities to form self help economic groups such as Community Development Corporations.

**Strategy 4.4** Update the city's Economic Development Incentives Policy. Attract and retain businesses within existing commercial areas.

## 11.4 ENSURING A STRONG TAX BASE

Due to state law, the City relies primarily on the transaction privilege sales tax, and to a much lesser degree, property tax to generate revenue necessary for providing services such as police, fire, building safety, parks and recreation.

### 11.4.1 Retail, Industrial and Commercial development

As the regional business market continues to grow over the next 10 years, major business location and/or relocation decisions will be made. Given that $10 million in sales within the City limits generates $200,000 in City revenue and $10 million in sales outside the City yields about $397 in City revenues (through state revenue sharing), where retail business locates and where people shop is of tremendous importance. To maintain income, Prescott must position itself to strategically capture a reasonable share of future regional development sufficient to achieve and maintain a 5% annual growth in sales tax revenues.

To successfully compete in the regional market, Prescott must solicit, recruit and encourage major retail/commercial/industrial development to locate within the community. Large sales volumes draw on a regional market and attracts additional development. Neighborhood-oriented business is smaller in scale providing for the availability of goods and services for neighborhood residents, and also contributes to sales tax revenues to a lesser degree.

### 11.4.2 Tourism Promotion through Destination Marketing

Tourism is an important sector of the local economy. The 2009 Prescott Area Tourism Study, produced for the Arizona Office of Tourism by Northern Arizona University, indicated that visitors to the Prescott area spent an estimated $196.7 million that year. The merchants and service providers then provided paychecks to employees, bought supplies and made other business related expenditures resulting in an indirect economic impact of an additional $40 million. Indirect business taxes produced an additional $23 million. The total economic impact supported 4,761 direct and indirect jobs. These figures illustrate how tourism supports and stimulates a major portion of the City economy.

Destination marketing organizations (DMOs) are organizations charged with representing a specific destination and helping the long-term development of communities through a travel and

tourism strategy. Tourist development and promotion is a complex issue. To attract visitors, Prescott must develop and maintain amenities and attractions. The City's cultural heritage is an important draw for tourists along with recreational opportunities offered by area golf courses, parks, lakes, trails and the Prescott National Forest. Community groups work with the City to create events to keep Prescott a center for entertainment and culture in Yavapai County. Visitor attractions have included new events such as the Whiskey Off-Road bicycle race, Prescott Film Festival, New Year's Eve Boot Drop, Chaparral Music Fest and Ghost Talk. Signature long-time events and venues include Elks Opera House productions, Sharlot Hall Museum, Prescott Frontier Days, Acker Night, the Bluegrass Festival, Phippen Memorial Art Show Cowboy Poets gathering and the unique events year round at the Smoki Museum.

There is a need to market and promote these attractions so that potential visitors are aware of local amenities. The transient occupancy (bed) tax is used toward destination marketing. The City created a Tourism Office in 2010 by hiring a fulltime Tourism Director. The function of this Office is to strategically promote Prescott in order to increase visitor spending. This is accomplished by developing and implementing a marketing plan targeting potential visitors with certain demographic, geographic and sociological profiles. Once visitors are here, strategies, such as providing available free parking and maintaining a safe clean environment, are pursued to ensure that they enjoy a positive experience while in the community.

The development of a resort and conference center, or at least a separate conference center to help the City attract meetings and conferences will help to address the issue of underutilized hotel inventory midweek and off season. The addition of a "destination resort" within the city limits would help to raise the profile of Prescott as a leisure/conference/business meeting destination leading to higher hotel occupancy, rate growth and increased bed tax collections.

### 11.4.3 Historic Downtown

Through concerted efforts by the City, Chamber of Commerce, Prescott Downtown Partnership, Prescott Area Arts and Humanities Council and citizen historic preservation supporters, the downtown area continues to be the focal point exhibiting the character of Prescott.

The Downtown Business District is a priority economic development and re-development area. Downtown is characterized by a traditional mixed use development pattern typical of many small town centers, with retail, hospitality, light industrial, professional offices, government and residential activities. Retail in the downtown is largely tourism-oriented businesses. The mix also includes arts, culture, entertainment and hospitality services.

Preservation of the downtown as an historic and economic asset requires continuous attention. The growth and diversification of Prescott's economy will continue to create competitive challenges for downtown businesses. Challenges in the coming years include responding to changes in ownership of key properties downtown and providing for adequate circulation, consistent parking management and maintaining downtown vitality.

Efforts to enhance the character of downtown are needed to retain its historic attraction as a tourist destination, to retain the mix of businesses to support that tourism and to support local citizen shopping and service needs. The ongoing efforts of the Prescott Downtown Partnership has positively affected the economic viability of the downtown. The City's Historic Preservation Master Plan guides preservation efforts for historic sites throughout the City, many of which are located in or near downtown. These efforts have yielded good results such as in the restoration of historic buildings and maintaining a low vacancy rate downtown, demonstrating that keeping pace with economic climate and protection of historic character are not mutually exclusive.

Preserving historic assets, identifying new business potential, adding to the arts/cultural amenities and promoting the enhancement of buildings and streetscapes are recommended to increase the economic capacity of the downtown area.

### 11.4.4 Retail, Tourism and Downtown Destination Marketing Goals & Strategies

**Goal 1.** Expand Prescott's taxable sales base.

**Strategy 1.1** Solicit, recruit and encourage new regional retail/commercial development at targeted locations.

**Strategy 1.2** Encourage retention and expansion of neighborhood oriented business at appropriate locations throughout the City.

**Strategy 1.3** Explore the use of License Agreements rather than Conditional Use Permits to allow for mobile food vending in pre-specified permanent locations in the downtown area.

**Goal 2** Position Prescott as a tourist destination.

**Strategy 2.1** Using Transient Occupancy (bed tax) dollars, enhance the City's efforts through Destination Marketing, to advertise and promote Prescott as a tourist destination with excellent historic, cultural, recreational and arts amenities.

**Strategy 2.2** Maintain and continually develop a comprehensive tourism marketing plan directed to travel consumers, media and the travel trade using a mix of traditional and emerging marketing technologies supplemented by direct sales efforts.

**Strategy 2.3** Promote Prescott as a desirable location for film and advertising productions.

**Strategy 2.4** Develop strategies to encourage longer stays and more purchases by visitors to Prescott through expanded attractions and enhancing their experience.

**Strategy 2.5** Encourage the development of a resort and/or conference center.

**Goal 3.** Preserve and continually vitalize the downtown business community.

**Strategy 3.1** Create public/private partnerships to re-establish and sustain a mix of uses in Downtown including residential, government, professional, institutions, entertainment and retail.

**Strategy 3.2** Encourage retention of current government functions (City, county, state and federal), including courts and law enforcement administration agencies.

**Strategy 3.3** Support and expand cultural and leisure facilities and activities within the Plaza and Downtown area to notably include the Elks Opera House.

**Strategy 3.4** Develop and maintain a method to ascertain the status (or) inventory of the downtown business mix on an on-going basis.

**Goal 4.** Enhance the character and ambiance of the downtown.

**Strategy 4.1** Develop and implement additional functional and aesthetic improvements within the downtown rights-of-ways. Such improvements should include the continuation of landscaping, streetscape improvements and pedestrian circulation improvements.

**Strategy 4.2** Encourage downtown businesses to renovate and maintain building facades to enhance the historic character of downtown structures.

**Strategy 4.3** Enforce the 1998 Courthouse Plaza Historic Preservation District ordinance to maintain the character of the downtown.

**Strategy 4.4** Update the Downtown Master Plan with an emphasis to the City and downtown property owners to maintain and enhance infrastructure and preserve the downtown as a destination for tourists and local residents.

**Strategy 4.5** Update the Historic Preservation Master Plan to guide preservation efforts throughout the city and downtown while keeping pace with economic development and the protection of historic character.

**Strategy 4.6** Ensure adequate police operations with officers who are familiar with the specialized downtown issues of cleanliness, overnight camping, panhandling, and safety factors that would be considered unique to the downtown area.

## 11.5 QUALITY JOBS: MAINTAINING A STRONG EMPLOYMENT SECTOR

Sales tax revenues support City services such as street maintenance, police and fire protection. Growth in retail service employment should be balanced with efforts to increase higher paying jobs in the manufacturing and professional sector. This will provide employment opportunities for working class individuals and assist in maintaining a suitable workforce for business attraction and retention in Prescott. Job marketing to young families should include housing opportunities, excellent schools and other inducements.

### 11.5.1 Employment sectors

The strategies in business attraction, retention and expansion of the Focused Future II plan are targeted at growing the economy through the creation of well-paying jobs. The plan sets out four focus areas deemed to be appropriate for this community and represents existing local commerce and industry: 1) Biomedical/Biosciences 2) Medical Services 3) Aviation-Related Businesses and 4) Advanced Technology & Manufacturing. Although the Focus Future Plan does not address telecommuting, Prescott could benefit from increased home based employment in technical fields such as software development or other computer based occupation.

Business recruitment in the research/development field may be beneficial in the future. This business type tends to pay higher wages with less environmental impacts than other types of businesses. Existing companies in the area, especially small business, generate most new jobs. Focus on retention and expansion efforts for existing businesses should be proactive, as well as the development of new small businesses since they are responsible for new jobs.

According to the 2010 and 2011 Occupational Employment Statistics provided by the Arizona Department of Administration Office of Employment and Population Statistics (http://www.workforce.az.gov/occupational-employment-statistics.aspx), the top employment sector in the Prescott Metropolitan Statistical Area (MSA) is the food service and retail trade. Office and administrative support jobs accounts for 16.23% of employment. Fewer workers are employed in the high paying professional occupational groups such as business/financial, computer/mathematical, architecture/engineering and science. Less than 5% of the workforce in the MSA is employed in the top paying sectors of legal, healthcare practitioners and technical occupations.

Some of the major employers in Prescott include:

- City of Prescott (including the airport and Antelope Hills Golf Course)
- Cobham Aerospace Communications
- Embry Riddle Aeronautical University
- Prescott College
- Prescott Gateway Mall
- Prescott Unified School District
- Pure Wafer
- Sturm Ruger and Company
- Veteran's Affairs Medical Center
- West Yavapai Guidance Clinic
- Yavapai College
- Yavapai County
- Yavapai Regional Medical Center

### 11.5.2 Incentive Programs

The State offers incentive programs to provide benefits to companies which invest in creating jobs. The Arizona Job Training Program is a reimbursable grant program which supports training plans for employers who create new jobs or increase the skill and wage levels of current employees. The Quality Jobs Tax Credit program encourages business investment and the creation of high-quality employment by providing tax credits to employers. Both programs are well matched to the types of employers suggested by Focused Future II.

### 11.5.3 Workforce Characteristics

In Prescott, 30.8% of the population is older than 65. This compares to approximately 13% in Arizona. The working age population earns 52.5% of Prescott's aggregated City income, compared with 61.5% for the state. In 2010, the median household income, counting all sources, wages, pensions, investment income, etc., was $44,278 compared to $50,448 for the state.

The 2007 recession caused an increase in unemployment. According to the U.S. Bureau of Labor Statistics, in November 2012 the national rate and the state rate of unemployment was 7.8% with Prescott at an unemployment rate of 7.9%. Prescott has a high retirement age population. This creates a demand for service level workers who may be commuting from the surrounding area into the City. Therefore, unemployment in the surrounding area affects the available workforce within Prescott.

The Quad-City Arizona Area Labor Availability Report was completed in 2010 to determine the availability of workers in the area. The Quad-City area is referred to as the "labor shed" and has a total population of 133,400. The labor shed contains a civilian labor force of approximately 62,300 with a pool of about 6,600 unemployed persons who are actively seeking work. The study indicated that an additional 7,100 workers are considered to be underemployed, or working at jobs below their skill and qualification levels. Survey interviews with employers revealed that worker productivity and attitudes were rated good or excellent by major employers. However, those same employers expressed concerns about basic skill (reading/ writing/ calculations) competency among the local workforce. The study indicated that 1% of underemployed and 8% of unemployed individuals actively seeking work have less than a high school diploma. However, Prescott has a better educated labor force overall when compared to the state. The 2010 U.S. Census indicates that 91.9% of persons age 25+ in the City of Prescott are high school graduates compared to 85% for the state. Also, 33.9% of persons age 25+ have a Bachelor's degree or higher compared to 26.3% for the state (2012 information is not available at the time of this writing).

### 11.5.4 Employment Sector Goals and Strategies

**Goal 1.** Create quality job opportunities within employment sectors which complement Prescott's demographics, labor force, available sites and quality of life.

**Strategy 1.1** Leverage federal and state economic development grants, low interest loans and job training programs to attract employers in targeted sectors.

**Strategy 1.2** Facilitate industrial development bond financing.

**Strategy 1.3** Promote relocation / expansion of business in Prescott to create professional employment positions.

### 11.5.5 Education and the Workforce

There are three campus based institutions of higher learning located in Prescott - Embry-Riddle Aeronautical University, Yavapai College and Prescott College. Local colleges can draw high-end economic development to Prescott by providing for an educated workforce. In some cases providing for the needs of a specific industry, such as Embry-Riddle's aeronautics curriculum, which is a benefit to the Prescott airport. Yavapai College provides workforce development through a trade school curriculum catered to the Prescott area. This provides a connection to Prescott's economic vitality. Yavapai College creates a $131.2M economic impact on Yavapai County per an independent study conducted in August 2011. Prescott College contributes to a balanced workforce by providing higher level education and training through a Liberal Arts curriculum, which includes a limited residency Ph.D. program in Sustainability Education.

Educational hubs attract students from inside and outside of the area, bringing money into the community. Education, quality job training and skill development lead to high paying and diverse jobs with an improved standard of living. According to the National Center for Educational Statistics, the 2009 average annual earnings for a worker with a high school education or with a GED is $30,000 while a two-year associates degree earns $36,000. The median wage for holders of a bachelors degree is $45,000. A well trained, well compensated and diversified labor force contributes to a balanced and sustainable local economy. A positive community image will assist in attracting new job opportunities. Statistically, education directly benefits the community with reduced absenteeism, smoking, alcohol abuse, welfare, unemployment and crime.

Coordinating the personnel needs of new and existing business with skills training programs creates a stable workforce. Demand-based training programs respond to the changing needs of the businesses community, transfer technology from education centers and will encourage the development of new businesses.

JTED is an acronym for Joint Technical Education District. Currently, there are twelve other JTEDs throughout the state of Arizona. The JTED functions as an independent school district with its own elected governing board. In Prescott, our JTED is known as the Mountain Institute, which also serves Ash Fork, Bagdad, Chino Valley, Humboldt, Mayer, Prescott Valley and Seligman school districts.

Mountain Institute has access to additional funding as part of the JTED. This funding provides students access to career and technical education courses significantly greater than any individual district can provide. Charter school and home school students may also participate in JTED programs. The Mountain Institute JTED was approved by voters in the November 2008 general election and began classes in August for the 2009-2010 school year. Mountain Institute entered its fourth year of operation in July 2012.

### 11.5.6 Education and the Workforce Goals & Strategies

**Goal 1.** Collaborate with local schools, government agencies, businesses and colleges to improve the basic workforce skill level of their students and the workforce.

**Strategy 1.1** Work closely with Prescott Unified School District, private schools and colleges to support vocational and career counseling programs to improve the basic work skills of students and the workforce needs of the community.

**Strategy 1.2** Support closer working relationships with the Yavapai College Small Business Development Center, the Service Corporation of Retired Executives (SCORE), Office of Workforce Development and the Small Business Development Center to assist in the encouragement of entrepreneurial business development.

**Strategy 1.3** Work with the Yavapai County Workforce Investment Board to take advantage of their workforce development programs.

**Goal 2.** Work with all public and private educational institutions to attract and retain commerce and industry with higher level jobs with higher salaries.

**Strategy 2.1** Explore the formation of a committee with representatives from the City, businesses and educational institutions to study opportunities and strategies to improve the job base.

**Strategy 2.2** Develop a business retention policy tied to Small Business and Work Force Development programs sponsored by local agencies and higher education institutions.

**Strategy 2.3** Participate in periodic business retention/expansion surveys to determine existing employers needs for increased or re-trained workforce.

**Strategy 2.4** Explore increased use of telecommuting by offering business housing incentives.

### 11.5.7 Housing Affordability and the Workforce Goals & Policies

**Goal 1** Promote rehabilitation and preservation of existing housing stock to maximize longevity of those units and encourage a diversity of housing options.

**Strategy 1.1** Implement or continue, under city sponsorship or in partnership with community agencies, programs such as Community Development Block Grants (CDBG) to provide housing rehabilitation funds and grants for owner occupied dwellings.

**Strategy 1.2** Make CDBG or other appropriate funds under city control, available for direct housing assistance (either directly or through public/private partnerships).

**Strategy 1.3** Investigate feasibility of establishing (under city sponsorship or in partnership with community agencies) revolving loan funds for housing rehabilitation.

**Strategy 1.4** Promote greater public understanding, through the City website and other media, of the positive aspects of higher density, more compact development forms, including mixed use neighborhoods, multi-family housing, cluster housing and manufactured homes.

**Strategy 1.5** Provide public education to address misperceptions about the appearance and quality of more affordable housing types.

### 11.5.8 Regional Competition and Cooperation

Due to the Arizona tax structure and state law, sales tax, also known as the transaction privilege tax, is the primary source of revenue for counties, cities and towns. Communities therefore compete with one another in attracting retail within their city limits in order to maximize revenue streams, which in turn support city services. Tourism is an effective way to boost sales tax revenue. On a regional basis, out of state and foreign tourism will boost regional sales tax revenue.

Competition for retail business will continue. However, economic development strategies in other areas offer opportunities for cooperation among neighboring jurisdictions. Cooperation is necessary when fostering a regional transportation network, collaborating to address workforce development and promote regional assets for businesses seeking to relocate.

### 11.5.9 Regional Competition and Cooperation Goals & Policies

**Goal 1.** Pursue regional planning efforts with other jurisdictions to promote mutually beneficial cooperation.

**Strategy 1.1** Join with adjacent jurisdictions to finance and promote regional tourism advertisement and projects designed to draw in large groups of out of town visitors who boost regional sales tax revenues.

**Strategy 1.2** Encourage and participate in regional planning forums to address transportation and housing for regional tourists and regional projects.

**Strategy 1.3** Join with adjacent jurisdictions to research, finance and promote regional economic development tactics and promotion.

**Strategy 1.4** Continue to participate in regional transportation discussions addressing mass transit.

# 12.0 COMMUNITY QUALITY

## 12.1 INTRODUCTION

Prescott is a desirable place where people want to live, work and play. Contributing to the quality of the community is an environment with high-quality air and potable water, health care and education systems, as well as unique historic character and diverse cultural amenities. This element addresses the importance of each of these contributing factors in keeping Prescott a place where families and neighborhoods flourish. Also addressed is the quality of local government and its relationship with its citizens.

## 12.2 THE NATURAL ENVIRONMENT

The natural environment provides the setting for the community. Prescott is located in a high, semi-arid zone where several vegetation types, climatic conditions, and geological formations meet. Granite Dells near the City's northeast boundary, Thumb Butte and Granite Mountain to the west and north, are extraordinary natural landmarks adding to Prescott's landscape as one of volcanic rock, valleys, mountains, chaparral and pines vegetation. As the City grows, it is important to maximize environmental quality and continued economic prosperity, as well as to manage the impacts of increased growth.

Preservation of open space within the City to protect this unique landscape is very important to the community. The proximity of the City to the thousands of acres in the Prescott National Forest creates a wildland/urban interface. The complexity of this environment demands careful planning to avoid serious environmental degradation in the future and to mitigate the potential for wildfire damage to neighborhoods. To this end Prescott adopted a Wildland/Urban Interface Code to better address fire protection standards, and is a partner in supporting a Wildland/urban Interface Commission. Prescott continues to work in cooperation with Prescott National Forest to reduce the severity of the fire danger within this interface. The Prescott Fire Department continues to promote local neighborhood safety and identify high risk areas of the community, urging those areas to consider achieving the Firewise designation. Additionally, Prescott Fire Department is consistently assessing our strategic goals and objectives to maximize our emergency service delivery to our citizens.

## 12.3 CULTURAL ASSETS

Indigenous people lived in the area and had their own unique culture for thousands of years. Today, the rich diversity of Prescott's cultural resources continues with the heritage started nearly 150 years ago by the first European settlers and the government officials who brought a printing press and a library to the City. Prescott culturally enriches residents and visitors in the visual arts, performing arts, with musical programs, libraries, museums, and the Heritage Park Zoological Society (animal rescue sanctuary), all in an historic setting unmatched elsewhere in the state. Numerous artists, writers, scholars, historians, musicians and producers reside in Prescott. Excellent arts and humanities opportunities are available to residents of all ages.

There is strong volunteer support for various venues and organizations in our area. Volunteerism in Prescott is an asset of both monetary and qualitative importance. Prescott enjoys an extensive network of service organizations and a large volunteer force of retirees and others who give back to the community. The City would be immeasurably poorer without their contributions. Prospective employers and potential residents should be alerted to the benefit derived from the competence and generosity of these citizens.

Prescott has always been a place for cultural enlightenment and popular entertainment. The first cultural event in the area probably occurred hundreds of years ago, when an American Indian

storyteller told winter tales around the village fire circle. Upon the arrival of the earliest white settlers in the 1860s, their pioneer belongings no doubt included books, the most effective transmitters of culture, as well as fiddles, pianos, and that same predilection for storytelling, the most basic and human of cultural traits. From storytelling to piano tinkling, from petroglyphs to saloon dancers, Prescott's cultural inventory has evolved to include fine art galleries and sculpture gardens, history, anthropology and art museums, a symphony, rousing rock and roll on Whiskey Row, library systems, a nature center and an animal rescue sanctuary.

Prescott's focal point, the Downtown, discussed in the Land Use Element, is not only the historic and economic center but also, the artistic and cultural center of the City. Interest in cultural activities has been expanding in recent years as seen in the increasing numbers of tourists, resident artists, and participants. The Downtown is anchored by three outstanding historic structures: The Elks Opera House, The Sharlot Hall Museum, and The Prescott Center for the Arts.

These significant buildings provide diverse opportunities for many forms of culture and the arts, both visual and performing. This historic significance lends itself to the further development of the traditional arts; those used daily by the early settlers of the area. These include a vast array of traditional arts: blacksmithing, weaving, poetry, fiddling, ceramics, wood working, broom making, and history based theatre. This array of traditional arts can be easily blended with the contemporary arts.

Prescott's historic character is not just a backdrop for the arts but a vital working, living, playing environment. The Downtown should be recognized as the Culture, Arts, and Entertainment District of this community.

### 12.3.1 Cultural Assets Goals and Strategies

**Goal 1.** Support the cultural, historic and natural character which establishes this community as a leading cultural center in the state.

**Strategy 1.1** Continue to use the Courthouse Plaza as a community activity focal point.

**Strategy 1.2** Promote and advertise Prescott as an ideal community for cultural opportunities for residents of all ages using appropriate marketing strategies.

**Strategy 1.3** Identify and inventory community assets to ensure that local facilities are well maintained, protected, preserved or enhanced and that program and facility development keeps pace with demand.

**Strategy 1.4** Designate and adopt a Culture, Arts, and Entertainment District which encompasses historic venues in the Downtown. Implementation methods might include signage or pennants that symbolize the arts located along Downtown streets; connecting the art venues.

**Strategy 1.5** Encourage the development of a Traditional Arts and Cultural Center. Implementation methods might include the reuse of upper stories of historic Downtown structures.

**Goal 2.** Support community performance spaces, art galleries, museums and libraries and cultural and arts organizations to enhance the variety of cultural activities for all age groups and interests, for visitors and residents.

**Strategy 2.1** Continue to use Acker Trust assets for their stated cultural purposes to supplement public funding for parks and music for children.

**Strategy 2.2** Continue to support the Prescott Area Arts and Humanities Council to assist in expansion of cultural and arts performances in various venues.

## 12.4 HISTORIC PRESERVATION

The mantra of the National Trust for Historic Preservation's MAIN STREET program could be "history is on our side". Since the inception of the program in the mid-1980s, Arizona and Prescott have been partners in the program which was originally established in Arizona by the Department of Commerce. Now housed within the Historic Preservation Office of Arizona State Parks, the Main Street program continues to be administered in Prescott by the Prescott Downtown Partnership, a non-profit business association.

The theme of the movement is centered on the commercial district as being essential to the success of a livable, thriving community. Prescott has been a model of this concept since the inception of the program. Maintenance and revitalization of historic properties in both commercial and residential neighborhoods has made Prescott a Main Street program leader, with many awards for both preservation and reconstruction/restoration.

Investment in historic properties listed in both the National Register of Historic Places and in Prescott's historic register by the public sector and from private sources, has resulted in Prescott's standing as an attractive place in which to live and to work, and as a premiere attraction for visitors.

The founding of Prescott in 1864 as the first Territorial capital of Arizona was a significant historic event. The many historic buildings, the layout of the original townsite and the level of preservation of the existing resources are unique in the state. The prehistoric and historic significance of Prescott goes well beyond the municipal boundaries.

A fire destroyed much of downtown Prescott in 1900 and an exhaustive re-building campaign was initiated immediately thereafter. Most of our existing significant historic buildings date from that post-fire construction period.

Interest in Prescott's historic preservation was evidenced by a City Council appointed citizens group in the 1960s which recommended making the entire corporate limits the boundaries of the area to be addressed for protection. The Prescott Centennial in 1964 was preceded by a year of planning by a City Council appointed commission and many citizens groups concerned with the quality of Prescott's past and the needs for public action to ensure the future of the appearance of the town.

Protection of property values, both for the owner (public and private) and for the community's benefit is an important reason for the historic preservation actions by the City. Overlay zoning for historic properties is treated the same as any other zoning, with changes generally requested by property owners and granted or denied through an application process.

The historic preservation movement was formalized by U.S. Congressional action in 1966 with the federal historic preservation act which provided planning assistance and funding throughout the country. The historic preservation movement became an integral part of Prescott's future in 1973 with the adoption by the City Council of an ordinance amending the Zoning Code to add an architectural overlay district provision including historic preservation design review responsibilities. Yavapai Heritage Foundation was organized in 1975, following the demolition of several important buildings, primarily to conduct a survey and to assist in the acquisition and relocation of the Bashford House from one end of downtown to the other. In collaboration with Sharlot Hall Museum an American Revolutionary Bicentennial grant was obtained, and along with an historic preservation fund grant, the survey was completed. The Bashford House was moved and renovated, and a publication "The Territorial Architecture of Prescott, Arizona Territory" was produced by Yavapai Heritage Foundation. This document was adopted as the City's official historic register and a later ordinance allowed for additions.

In 1980 the City adopted an historic building code, the first in the state, and in successive acts in following years took action to permit and describe local historic preservation districts, to integrate the historic building code into the City building regulations, and to establish the City Council as the appeal authority for the historic preservation commission. The City Council also revised the subdivision regulations to include the requirement that plat submission include any site with the possibility of significant cultural/archeological/historical presence to be addressed in conjunction with the proposed development.

The City developed and adopted the Historic Preservation Master Plan in 1998. This award winning plan is a guide and outline for the identification, protection and management of historic resources. The plan is a proactive means of planning for the protection of Prescott's character and historic resources to enhance the quality of life and economic well-being of current and future generations.

The plan also provides a descriptive overview of preservation in general and the resources of Prescott. It also outlines the goals and recommendations for preservation to give property owners, builders, designers, the City Council and City staff a clear understanding of preservation issues affecting preservation, restoration, maintenance, repairs, remodeling and additions to historically significant buildings, objects, streetscapes and neighborhoods. It also provides recommendations for future documentation of historic resources and for creation of additional overlay zoning districts.

Historic and prehistoric preservation is an organizing force in Prescott's land use principles and is a catalyst which drives the community's economic engine. The historic town square and the surrounding historic neighborhoods, as well as prehistoric sites prepared and/or interpreted for public education, are a focus of the region's tourist economy, which is the highest source of income for all of Northern Arizona.

Preservation also plays an important role in putting housing within the reach of residents. By rehabilitating and renovating existing structures on smaller lots, the older, designated parts of town return to the more pedestrian friendly system of the past, making use of existing infrastructure and landscaping.

### 12.4.1 Historic Preservation Goals and Strategies

**Goal 1.** Reaffirm long standing relationship with The National Trust for Historic Preservation through and with The City of Prescott Historic Preservation Office.

**Strategy 1.1** Apply for membership in the National Trust MAIN STREET PROGRAM

**Strategy 1.2** Work closely with The Prescott Downtown Partnership in carrying out Main Street principles for residential and commercial opportunities with the private sector.

**Goal 2.** Redefine the downtown district with the City of Prescott Finance Department to encompass a planned geography which includes Summit Street on the west, Sheldon Street on the north, Pleasant Street on the east, and Carleton Street on the south. Both sides of the streets are to be included in all cases in order to maximize sales tax income associated with the district.

**Strategy 2.1** Identify historic and non-historic designated buildings which are well suited to include both residential with commercial uses.

**Strategy 2.2** Collaborate with all City departments in planning of streets and sidewalks upgrades to accommodate all modes of transportation including pedestrian, in the downtown district.

**Goal 3.** Continue the survey, documentation and listing in city, state and national registers of eligible properties.

**Strategy 3.1** Produce updated information for property owners citing protection and tax benefits of listing their homes and businesses as historic properties.

**Strategy 3.2** Cooperate with the state historic preservation office and associations and individuals to carry out continuing public awareness activities.

**Goal 4.** Confirm and update periodically city ordinances dealing with historic and prehistoric resources in order to better integrate historic preservation into overall community planning.

**Strategy 4.1** Review the applicable codes to ensure that irreplaceable prehistoric resources receive appropriate survey and mitigation procedures.

**Strategy 4.2** Review the applicable codes to ensure that the historic preservation ordinances remain in compliance with the federal Certified Local Government program of the U.S. Historic Preservation Act of 1966, as amended.

**Goal 5.** Periodically review and update the Historic Preservation Master Plan.

**Strategy 5.1** Encourage private property owners and require city departments to maintain sites and structures which serve as visible reminders of Prescott's past as well as the city's role in state and national history.

**Strategy 5.2** Assist neighborhoods through area plans and register listing in preserving the character and livability of older parts of the city.

## 12.5 THE PRESCOTT POLICE DEPARTMENT

The Police Department strives to serve the citizens of Prescott with respect, fairness, and sensitivity. The Department provides quality police service in partnership with other members of the community through innovative police practices and pro-active problem solving techniques. The Police Department is committed to the prevention of crime; preservation of peace, order &

safety; enforcement of laws & ordinances; safeguarding constitutional rights and strives to attain the highest degree of ethical behavior and professional conduct at all times.

Police Officers are committed to an aggressive response to criminal activity throughout the City in a manner consistent with safeguarding the rights of all citizens. In order to provide an effective visible presence; criminal identification, apprehension & prosecution; and the effective movement of vehicular and pedestrian traffic within the department's jurisdiction, the Prescott Police Department embraces Directed Patrol Activities, Problem Solving Policing Strategies and Community Policing Concepts.

Directed Patrol Activities is a police management strategy designed to increase the productivity of patrol officers through the analysis and evaluation of patrol techniques. Officers are directed to patrol targeted areas and focus on specific activities. Problem Solving Policing Strategies combine multiple strategies for a comprehensive community policing approach. Community Policing consists of two core components, community partnership and problem solving. The Prescott Police Department is committed to providing the best service in the region.

Education opportunities for the community and the fostering of informational exchange are performed through programs such as Business and Block Watch, Security Surveys, Shop with a Cop, The Role Model Scholarship (Prescott High School) and Crime Prevention through Environmental Design. These programs lead to partnerships which result in a team approach to the problems that adversely affect our community.

The Community Services Section of the Police Department is a work group dedicated to community policing and actively works with community members to solve issues and problems in our city. Through the efforts from both community members and officers, a team approach is taken to form ideas resulting in a process where both officers and community members take ownership of the problem. The Prescott Police Department will continue to build relationships and partner with its community members in order to fulfill its mission to protect life, property and the rights of those in our City.

### 12.5.1 Prescott Police Department Goals and Strategies

**Goal 1** Continue on going partnerships with various community stakeholders to maintain the application of community policing principles.

**Strategy 1.1** Keep open communication going with various community groups by attending and participating in meetings and events that are not organized by the police department.

**Strategy 1.2** Maintain and support the community services unit function at the police department as the dedicated unit to carrying out the crime prevention awareness to the community efforts, establishment of specific community partnerships such as neighborhood watch groups, and assist in problem solving activities from all stakeholders.

**Strategy 1.3** Assist in creating greater awareness that crime and disorder are a community responsibility and everyone has a part to play in preventing both.

**Goal 2** Create an environment in the community of safety and security, where citizens and visitors alike can feel comfortable going about their desired activities.

**Strategy 2.1** Use various patrol techniques, walking patrol, bicycle patrol, and marked police vehicles, to create a visible presence in the City of Prescott, especially in the those areas of highest people concentration.

**Strategy 2.2** Assign police resources so as to provide the quickest possible professional response to a call for service in the community.

## 12.6 THE PRESCOTT FIRE DEPARTMENT

The Prescott Fire Department is the oldest fire department in the State of Arizona. It was established in 1885 and is today a modern and highly professional career fire department. The Fire Department has a wonderful history of fire fighting traditions and values a creative and proactive work place. It is involved in numerous joint partnerships to include automatic aid with the Central Yavapai Fire District, United States Forest Service, and Yavapai-Prescott Indian Tribe.

The Prescott Fire Department provides all risk services to our community. Fire personnel are the first responders to deal with epidemic disease, bio-terrorism, hazardous materials and other threats to safety. They are trained in emergency medical response, structural and wildland fire fighting tactics, confined space and high angle rescue, hazardous material mitigation, fire prevention techniques, and involved in large scale incident management at the Local, County, and State level.

The City of Prescott was the first community in the State of Arizona to adopt the Wildland Urban Interface Code with local amendments. 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.

### 12.6.1 Fire Department Goals and Strategies

**Goal 1.** Facilitate and promote the Prescott Fire Department as a vital component of Emergency Services.

**Strategy 1.1** Continue to promote local neighborhoods and identified high risk areas of the community to consider achieving the Firewise designation.

**Strategy 1.2** Consistently assess Prescott Fire Department strategic goals and objectives to maximize emergency service delivery to citizens.

**Strategy 1.3** Continue dialog and partnerships with the Yavapai County Health Department, Police Department and other agencies to ensure 1st responder readiness to deal with impacts from epidemics or bio-terrorism.

**Goal 2.** Facilitate and promote sustainable communities and walkable street design.

**Strategy 2.1** Explore the use of smaller fire apparatus to allow for narrower street widths which promote pedestrian friendly street design such as tree lined boulevards.

## 12.7 EDUCATIONAL ASSETS

The City of Prescott is fortunate to have a wide array of educational institutions which make significant social and economic contributions to the community. The Prescott Unified School District, charter and private schools, as well as extensive home-schooling serve the primary and secondary needs of the community.

### 12.7.1 PRESCOTT UNIFIED SCHOOL DISTRICT

The Prescott Unified School District (PUSD) is more than a century old and was the first school district in the state. PUSD a learning community built on a foundation of excellence. As of September, 2012, 5,028 students are engaged in a wide range of programs spanning preschool, elementary school, middle school, alternative school and high school.

The District is distinguished for many qualities including test scores exceeding state and national averages, certified teachers who have received state and national awards, and the unique ability to provide services and programs to meet every child's needs. Whether a family is looking for traditional or alternative, college preparatory or vocational, gifted or special education, they will find it all in the PUSD's award-winning schools.

Students in the PUSD gain the basic tools needed to become strong citizens, valued employees, entrepreneurs and leaders of tomorrow. Most graduates go on to higher education with 46% attending 2-year colleges and 36% attending 4-year colleges. In 2012, students pursuing higher education received $4.3 million in athletic, special achievement and academic scholarships.

Over the years, the District has built strong bridges throughout the community, employing some 600 faculty and service staff making the PUSD one of the area's major employers. The District has an annual budget of over $34 million and an annual local payroll of $25 million. It strives to support Prescott businesses by purchasing from local vendors whenever possible.

### 12.7.2 YAVAPAI COLLEGE

The mission of Yavapai College is to provide high-quality, convenient and cost-effective learning opportunities for the diverse populations of Yavapai County. The Prescott Campus, which serves nearly half of the approximately 15,000 students who enroll each year, also includes residence halls for some 370 students. Participants in various conferences take advantage of the availability of on-campus housing during the summer months.

Students may select from 91 programs of study or enroll in individual classes for career development or personal enrichment. They can earn an associate of arts or associate of science degree, a certificate, or transfer credits to a four-year college or university. During the 2011-12 academic year, 2,619 courses were offered throughout the county with 1,539 taught on the Prescott Campus. The college prides itself in a small average class size of 18 students. Residents of all ages enroll each year with 55 percent under 30 years of age, 33 percent between the ages of 30 and 59, and 12 percent 60 years of age and older. Students who enroll at Yavapai College are 86 percent Yavapai County residents.

Residents enjoy the many cultural benefits provided through the Prescott Campus Performing Arts Center, which was constructed in 1990 and renovated in 2011. Approximately 41,080

people attended shows and other events, such as community forums, during the 2011-12 fiscal year. An art gallery, open to the public and showcasing the work of area artisans and students, is also housed within the building.

The Yavapai County economy annually receives roughly $28 million in net added income due to Yavapai College operations. This is a conservative figure adjusted to account for monies which leave the economy or are withdrawn from the economy in support of the college.

A recent study of economic impact revealed that Yavapai College provides a benefit/cost ratio of 10.5, meaning that every dollar of state and local tax money invested in the college today yields a cumulative of $10.50 in benefits which accrue to all Arizona residents, in terms of added taxable income and avoided social costs. Yavapai College students expand the state's economic base through their higher incomes, while the businesses which employ them also become more productive through the students' added skills. For every dollar students invest in Yavapai College, they receive a cumulative $4.80 in higher future income (discounted) over the course of their working careers. Arizona benefits from improved health and reduced welfare, unemployment, and crime, saving the public some $1.1 million per year. These benefits, together with the associated ripple effects, contribute an estimated $20.3 million in taxable income to the Arizona economy each year.

Some 540 businesses are assisted each year through the college's Small Business Development Center, and the college is one of the largest employers in Yavapai County with more than 1,500 people working in full-time, part-time and work-study positions.

### 12.7.3 EMBRY-RIDDLE AERONAUTICAL UNIVERSITY

Embry-Riddle Aeronautical University, the world's largest, fully accredited university specializing in aviation, engineering and aerospace, is a not-for-profit, independent institution offering more than 40 baccalaureate, master's and Ph.D. degree programs in its colleges of Arts and Sciences, Aviation, Business and Engineering. Embry-Riddle educates students at residential campuses in Daytona Beach, Fla., and Prescott, Ariz., and through the Worldwide Campus with more than 150 locations in the United States, Europe, Asia and the Middle East. The university is a major research center, seeking solutions to real-world problems in partnership with the aerospace industry, other universities and government agencies.

The mile-high Prescott campus has an enrollment of about 1700 students offering 14 bachelor degrees and one master degree on a 539 acre campus featuring 83 buildings. New construction includes the Academic Complex, Visitors Center, Haas Chapel, Hazy Library, Dining Hall, Student Union, Robertson Safety Science building, Engineering Laboratory and athletic facilities. Future growth plans project a student enrollment of more than 2200 students by 2017.

Flight Training in both fixed wing and helicopter aircraft takes place at the Prescott Regional Airport. Helicopter training is sub-contracted to Universal Helicopter using Robinson R22 and R44 helicopters. Embry-Riddle's fixed wing training program features the latest in technology, including a fleet of 17 Cessna aircraft, one Decathlon, Frasca flight simulation and new Diamond DA42 twin engine aircraft. Embry-Riddle maintains and services their aircraft and purchases fuel and parts locally. Fuel for the flight operation in 2012 totaled $1.3 million.

Embry-Riddle's Prescott campus operates on a budget of $58.6 million for the 2012-2013 fiscal year. With 350 employees, including all faculty and staff, payroll totaled $22.1 million. A rather conservative estimate of Embry-Riddle's local impact on Prescott economy would be approximately $100 million per year.

## 12.7.4 PRESCOTT COLLEGE

Prescott College is one of the best and most recognized liberal arts colleges in the nation and western region. As a private, non-profit college, it serves students and the community without direct funding from federal, state, or local government, relying upon student tuition, other operating income, and charitable contributions to meet its mission. Through its economic position and various academic and non-academic programs, Prescott College provides numerous social and economic benefits to the local community.

According to the Office of the Executive Vice President, current enrollment exceeds 1100 students between the College's Baccalaureate, Masters, and Doctoral programs. The College funded an annual budget of over $22.15 million in fiscal year 2009-10. This includes over $3 million in scholarships to students, a $9.8 million payroll for over 200 faculty and staff employees, and represents $9.3 million in local payroll. It is estimated that $4.5 million is spent locally by the College for basic goods and services, with the balance being spent statewide, nationally and internationally. Over 509 undergraduate students live within the Prescott community and contribute to the area economy over $4.8 million each year in basic living expenditures. The graduate and adult degree programs bring students to Prescott multiple times a year, where they stay in hotels, eat at restaurants, and shop, spending over $1.16 million locally each year. In total, the annual impact of Prescott College on the local economy is estimated at over $26,362,000 in direct economic contribution. This represents an indirect local economic impact of $79.1 million with 768 local jobs directly and indirectly attributable to the economic contributions of Prescott College.

Beyond economics and jobs, Prescott College is recognized as a national leader and innovator in liberal arts education, experiential education, and environmental education. Through this expertise and other activities, the College benefits Prescott and the local community through education, research, and collaboration. The College also adds value and provides benefits to the community through the arts, speaker programs, involvement in civic organizations, and through the many service projects undertaken by the College, its staff and students.

### 12.7.5 Educational Assets Goals and Strategies

**Goal 1.** Facilitate and promote the education industry as a vital component of economic development.

**Strategy 1.1** Initiate a joint marketing plan with the educational institutions to prepare public relations information for distribution by various organizations such as the chamber of commerce, economic development and tourism.

**Strategy 1.2** Work with the leaders of the educational institutions to create joint liaisons/committees which identify and facilitate areas of cooperation and collaboration.

**Strategy 1.3** Facilitate an annual work session with the area's higher educational institutions to identify and pursue high wage industry/economic development opportunities.

**Strategy 1.4** Recognizing that education is a critical factor in attracting and retaining quality jobs, the City will advocate on their behalf with respect to infrastructure, resources and community support.

**Goal 2** Actively engage as a viable partner with the educational institution to improve the quality of life.

**Strategy 2.1** The City and educational institutions will closely coordinate their planning efforts to provide additional opportunities for degree programs beyond a 2 year degree.

**Strategy 2.2** The higher education institutions will provide and the City will recognize applied research and data provided in formulating policy related to education, the economy and quality of life factors such as air, water, transportation, growth, housing and the environment.

**Strategy 2.3** Work cooperatively with Yavapai College, the Prescott Unified School District and other educational institutions who have intergovernmental agreements related to infrastructure and shared recreational facilities.

**Strategy 2.4** Continue as a viable partner in working with the education institutions and other organizations in providing a rich cultural environment.

*NOTE: The role of education in workforce development is included in the Economic Development Element.*

### 12.7.6 CHALLENGES

The budget picture in the state of Arizona has created a very difficult climate for every community and organization in the State to operate. City General Fund revenue is greatly reduced due to the slowdown in construction and reduced sales tax revenue. The state has reduced the amount of shared revenue provided to the City. This will require the maximization of scarce resources if the needs of citizens are served in a satisfactory manner.

An investment in human resource development has long been recognized as the best way a community can ensure its future. Now education, technology, economic, amenity and community development strategies must be coordinated to respond to the challenges inherent in a highly competitive international society. The cornerstone for success is the ability to forge creative and effective partnerships based on maximum cooperation and collaboration of education, commerce, industry and government. Only through strong and successful partnerships will Prescott remain a strong and viable community.

## 12.8 PRESCOTT PUBLIC LIBRARY

The Prescott Public Library serves as a cultural, informational, educational and recreational center for the city and surrounding areas. The library was one of the founding members of the Yavapai Library Network serving 42 public, school, academic and museum libraries through technological connections.

The library provides free access to print and electronic library resources, programming for citizens of all ages, regional information, significant business related resources and special services to the handicapped population.

Although the book and traditional library functions remain the core of library services in Prescott, offsite access is provided to patrons and visitors through a combination of electronic resources,

wireless connectivity, public access kiosks, downloadable audio and e-books and dispersed book drops.

The 2006 expansion and renovation of the downtown location has augmented the services and spaces to meet the public's need for books and periodicals, quiet reading areas, Internet access and public meeting spaces, as well as expanded cultural opportunities. The downtown building serves as an anchor for downtown Prescott, daily bringing well over a thousand people to the center of Prescott.

In 2013 a newly formulated library advisory board will begin to make recommendations to the City Council and City Manager on all matters pertaining to the library service needs of the citizens of Prescott. The library advisory board will also review and support appropriate library services and activities for the general public.

### 12.8.1 Prescott Public Library Goals and Strategies

**Goal 1**: Continue to develop alternative methods for the delivery of information and services to the citizens of Prescott.

**Strategy 1.1** Continue to expand the availability of electronic items.

**Strategy 1.2** Develop additional physical facilities for the delivery of information such as book lockers and branch libraries.

**Strategy 1.3** Develop applications and interfaces compatible with devices patrons use most often (mobile apps, etc.)

**Strategy 1.4** Reconfigure library space, technology and programs to meet new needs of Prescott citizens.

**Goal 2**: Strengthen the relationship with the Yavapai Free Library District

**Strategy 2.1** Work with the Yavapai Free Library District to increase support of all Yavapai County Public Libraries.

**Strategy 2.2** Work with Yavapai Free Library District technical services to develop an online public catalog to meet patron needs.

**Goal 3**: Support the Yavapai Library Network.

**Strategy 3.1** Continue to share resources with other libraries in Yavapai County.

**Goal 4**: Regularly gather input from public about library services.

**Strategy 4.1** Develop method of regularly gathering input from City of Prescott citizens about library services using such methods as focus groups, surveys and comment forms.

**Strategy 4.2** Work with Library Advisory Board to determine the service level the citizens of Prescott desire.

## 12.9 ROWLE P. SIMMONS COMMUNITY CENTER

The Rowle P. Simmons Community Center, 1280 E. Rosser Street, is owned by the City of Prescott, and is home to two non-profit organizations; Adult Center of Prescott, Inc., and Prescott Meals-on-Wheels, Golden Age Nutrition.

It is the mission of the Adult Center of Prescott, Inc. to provide opportunities and facilities for social interaction, recreation, education, information and entertainment to the adult population of the greater Prescott area. Services are delivered by staff and volunteers under the direction of an executive director.

The programs offered are varied and change from time to time. Activities and classes include bingo, card games, dance, exercise, billiards and fitness rooms, arts and crafts, computers, cooking, free concerts and seminars, as well as a Thrift Store. The Adult Center also offers rental spaces which include a ballroom and meeting rooms for weddings, receptions, celebrations, parties, conferences, workshops and vendor expositions.

## 12.10 HEALTHCARE ASSETS

Community Health Center of Yavapai (CHCY) is a Federally Qualified Health Center with locations in Prescott, Prescott Valley and Cottonwood. With over 11,000 patients, the CHCY provides primary medical care, gynecology/prenatal, dental services and limited mental health services. CHCY accepts patients with private insurance, Medicare, AHCCCS and no insurance. Patients who are uninsured and low-income pay for services on a sliding fee scale based on their income. CHCY is a partnership of the Prescott Free Clinic, Inc. and Yavapai County Government.

The Yavapai Regional Medical Center Prescott campus, known as YRMC West, is a 127-bed facility which is the cornerstone of the hospital's growing healthcare presence in western Yavapai County. YRMC West provides state-of-the-art technology and offers area residents the skills of more than 265 physicians, whose practices cover multiple specialties to benefit people of all ages. Hundreds of professional nurses, therapists, technicians, support personnel and volunteers play an equally important role in the hospital's Mission to provide comprehensive, high-quality healthcare consistent with the needs of surrounding communities.

YRMC is home to a full selection of cutting-edge services, including The James Family Heart Center and the very latest imaging technology. These services complement a full spectrum of healthcare programs ranging from preventive medicine and advanced wound care, to cardiac rehabilitation, to infusion therapy and advanced respiratory care. A 24-hour Emergency Department, inpatient and outpatient surgical services and our highly respected Pendleton Centers all contribute to YRMC's growing reputation for excellence in healthcare.

At the forefront of every YRMC activity is an ongoing commitment to a Total Healing Environment ... "an environment in which the people of YRMC work with patients and their families to provide peace of mind and peace of heart, as well as physical cure or comfort, because we understand the indivisible relationship that exists between body, mind and the human spirit." This commitment has repeatedly earned national recognition for Yavapai Regional Medical Center.

Yavapai Regional Medical Center's East campus in Prescott Valley was ranked second for "patient satisfaction" among 70 Arizona hospitals in a recent survey conducted as part of the federal Hospital Consumer Assessment of Healthcare Providers and Systems. Overall, the survey looked at patient satisfaction and how well doctors and nurses treated patients receiving care for heart attacks, heart failure and pneumonia, plus how effectively they prevented

infections related to surgery. More than 2,500 hospitals nationwide were tracked for this survey. In Arizona, only the Mayo Clinic Hospital in Phoenix was ranked higher than YRMC East in the patient satisfaction category.

YRMC East is a 50-bed, state-of-the-art hospital offering healing services, including:

- 24-hour emergency care and emergency physician coverage
- The Family Birthing Center
- The Breast Care Center
- Inpatient and outpatient surgical services
- An intensive care unit (ICU)
- A full selection of advanced imaging services
- 24-hour laboratory service

### 12.10.1 Healthcare Existing Conditions

An important aspect of the quality of life in any community is related to the quality and the availability of healthcare services, as well as the opportunity to maintain good health. In the Prescott area, healthcare encompasses a wide range of services and options, beginning with acute-care hospital services and experienced and capable physicians. Health care services also encompass "Rehab" and "Recovery" services. They are a part of the overall healthcare system, just as nursing homes & assisted living facilities are.

The many healthcare services and options offered through YRMC and the members of its Medical Staff are complemented by the programs and services offered by the Northern Arizona VA Health Care System, which is headquartered in Prescott. The VA provides a continuum of primary and secondary level medical, rehabilitative and long-term care to veterans residing throughout northern Arizona.

Healthcare in the Prescott area also encompasses a wide range of other specialists and services, including optometrists, dentists, natural medicine practitioners, and outpatient testing and treatment at every level of need. There is a strong selection of mental health services - both private and government-funded - along with programs and services to benefit developmentally disabled and physically challenged citizens of every age group and ability.

The City of Prescott is home to a growing number of retirees and senior citizens, and it supports this segment of the population with a comprehensive selection of services specifically tailored to senior needs. Exercise and wellness programs keep the elder population mentally and physically fit. A variety of assisted living facilities offer housing and lifestyle choices to meet a wide range of financial and personal preferences. Nursing home care is readily available to seniors who require specialized and/or around-the-clock medical attention.

For the younger and middle-aged generations, the Prescott healthcare community provides outreach services and programs which focus on everything from parenting skills and osteoporosis prevention, to anger management and diabetes care and prevention. Prevention, in fact, is taking on new meaning here and elsewhere as healthcare costs continue to rise across the board. Prescott is a leader in the prevention arena by virtue of offering the comprehensive options allowing individuals to play a key role in managing their own health and that of their families.

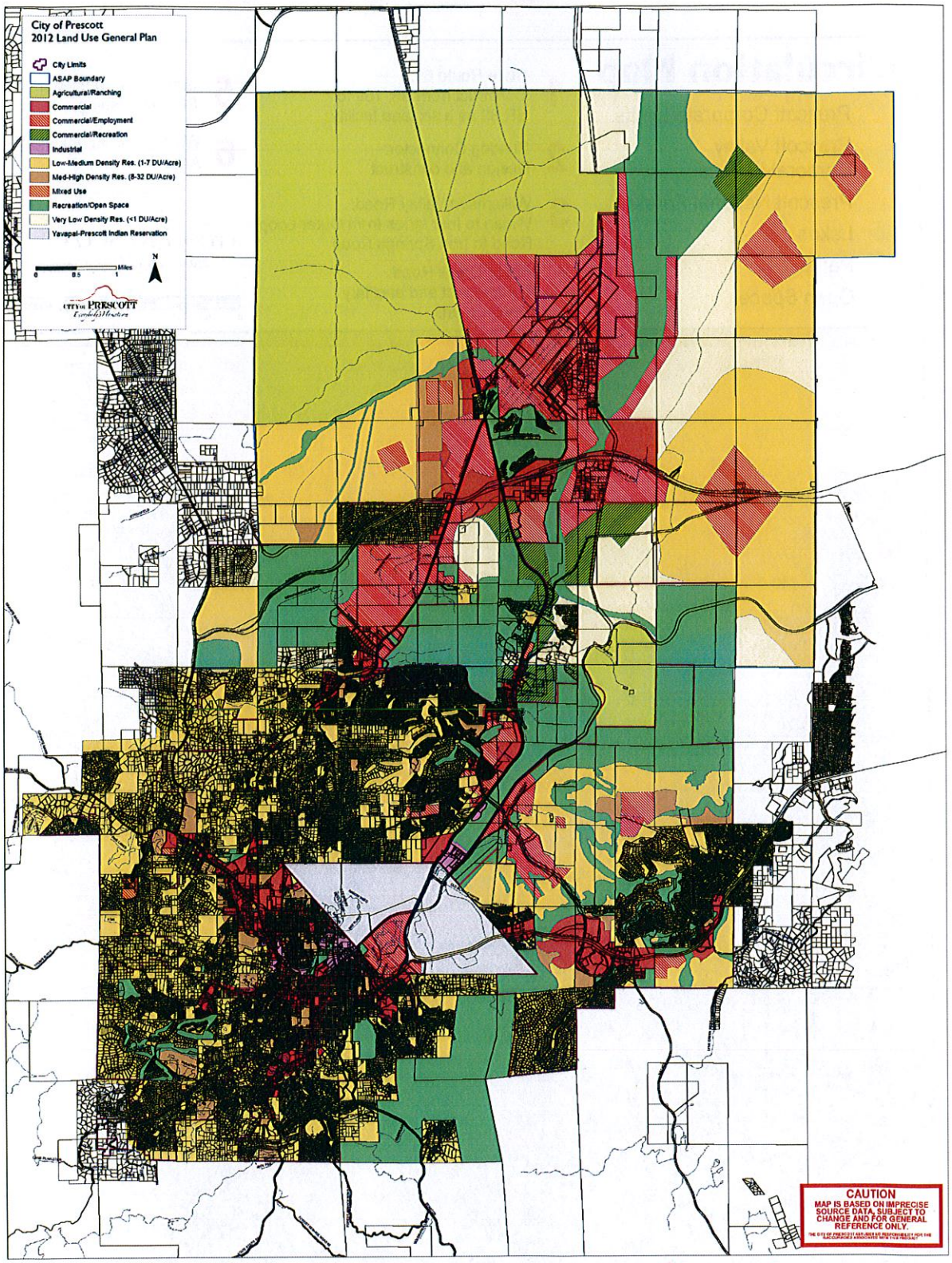
Prescott's healthcare providers provide an extremely strong foundation for Prescott's economy. Given the overall aging of America, healthcare dollars continue to play an important role in the local economy for years to come, just as Prescott's high-quality healthcare providers and the high level of healthcare services will play an important and crucial role in the community's continued prosperity and well being.

# GLOSSARY

The following terms and acronyms are used in the General Plan. Where commonly defined words are used in the Plan for specific purposes, they are included below to clarify their specific meaning in this Plan.

| | |
|---|---|
| AMA | Active Management Area - a designation placed upon certain geographic regions of the state for water management purposes by the State Legislature in 1980 |
| ADOT | The Arizona Department of Transportation – the state agency responsible for transportation planning and implementation |
| ADWR | The Arizona Department of Water Resources – the state agency responsible for administration of the state water laws |
| Annexation | The legal incorporation of property into a city or town |
| Bed Tax | A tax placed upon guests staying at lodging facilities, also termed a Transient Occupancy Tax |
| Compact Forms | A description of development having higher densities than typical single-family development and intended to promote walking, bicycling and transit modes of travel |
| CYMPO | Central Yavapai Metropolitan Planning Organization – tasked with regional transportation planning |
| Element | A section or chapter of the General Plan focusing on a particular requirement of the Growing Smarter legislation or focusing on a particular topic of local planning interest |
| Enterprise Funds | Funds established to finance and account for the acquisition, operation, and maintenance of governmental facilities and services which are entirely or predominantly self-supporting by user charges |
| Firewise | Design standards focusing on reducing fire danger to developed areas by site planning and construction techniques |
| Housing Affordability Gap | A definition used in housing studies to address a deficit of available housing affordable at particular income levels |
| Infill development | Development that occurs in established areas of the city, either on vacant lots or on previously developed parcels and generally with utilities in place to service the site. |
| Land Development Code | The revised and updated combination of Zoning and Subdivision Codes adopted by the City in 2003 with an effective date of 2004 |

| | |
|---|---|
| NACOG | Northern Arizona Council of Governments – a regional planning and coordination group of elected officials of counties and local governments |
| Neighborhood Plan | Local plans developed by residents and planning staff focused on a specific geographic area and addressing zoning uses, property maintenance, appearance and street connectivity issues. |
| PAD | Planned Area Development – a zoning tool which allows creative approaches to development of land, placement of buildings, parking, circulation and open spaces. |
| Safe Yield | A rate of surface water diversion or groundwater extraction from a basin for consumptive use over an indefinite period of time that can be maintained without producing negative effects. |
| Specific Area Plans | Land use plans covering larger geographic areas and multiple neighborhoods and including land use planning, development requirements and street design standards |
| Strategic Plan | A prioritization and implementation plan intended to move the goals and strategies of the General Plan toward implementation by the City Council |
| Sustainability | Planning for the use of resources today in a way to assure their availability for the future |
| Water Rights (Type II) | The right of a Municipal water provider within an AMA to legally withdraw water for non-irrigation use from land owned by that municipality, but outside of the municipal boundary. Such rights require the municipality to have been legally withdrawing such water at the time of the designation of the active management area |
| Wildland/Urban Interface | The boundary where development meets undeveloped areas including the Prescott National Forest |
| Wildlife Corridor | A strip or block of habitat connecting otherwise isolated units of suitable habitats allowing the dispersal or migration of organisms |

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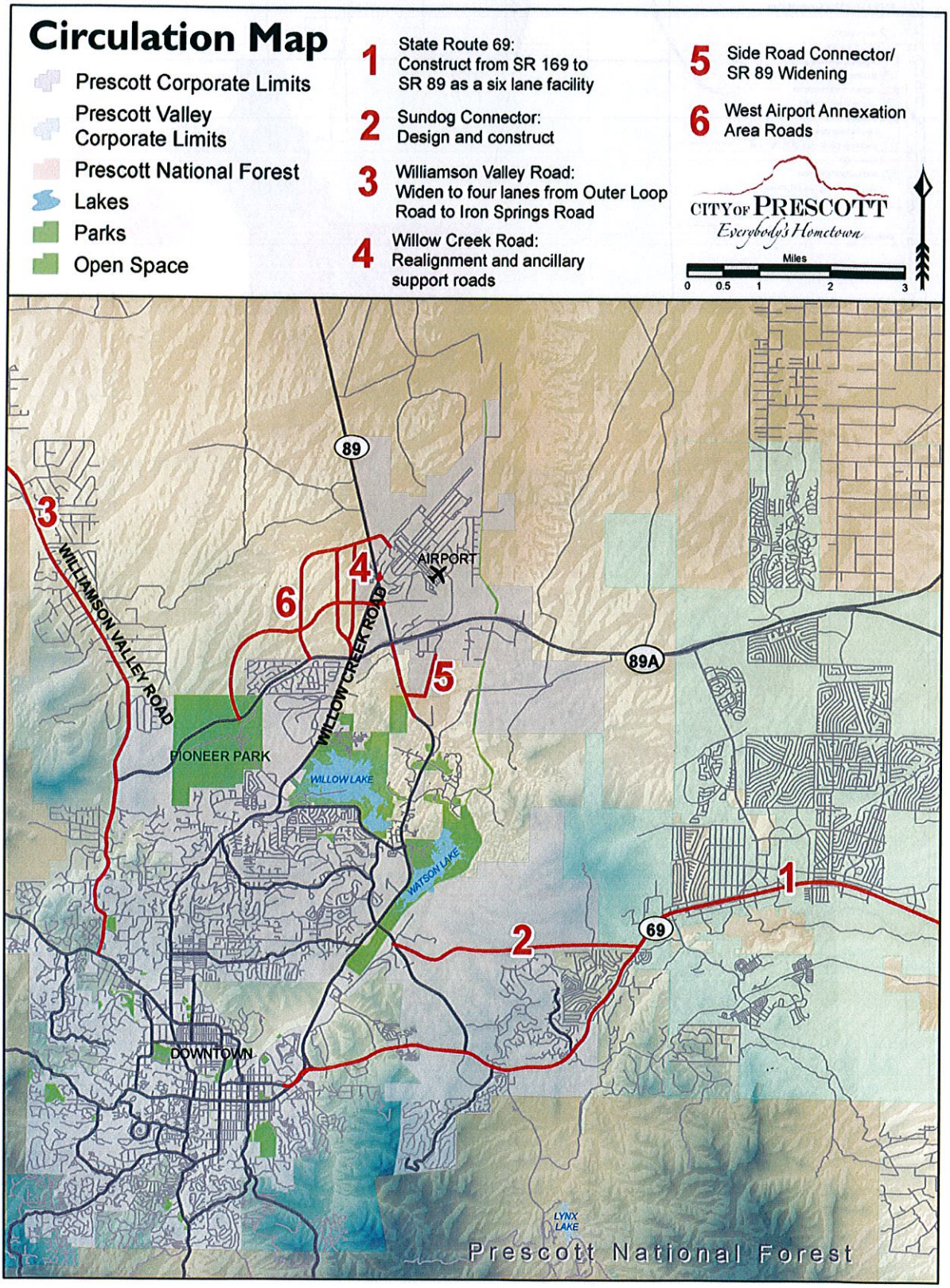
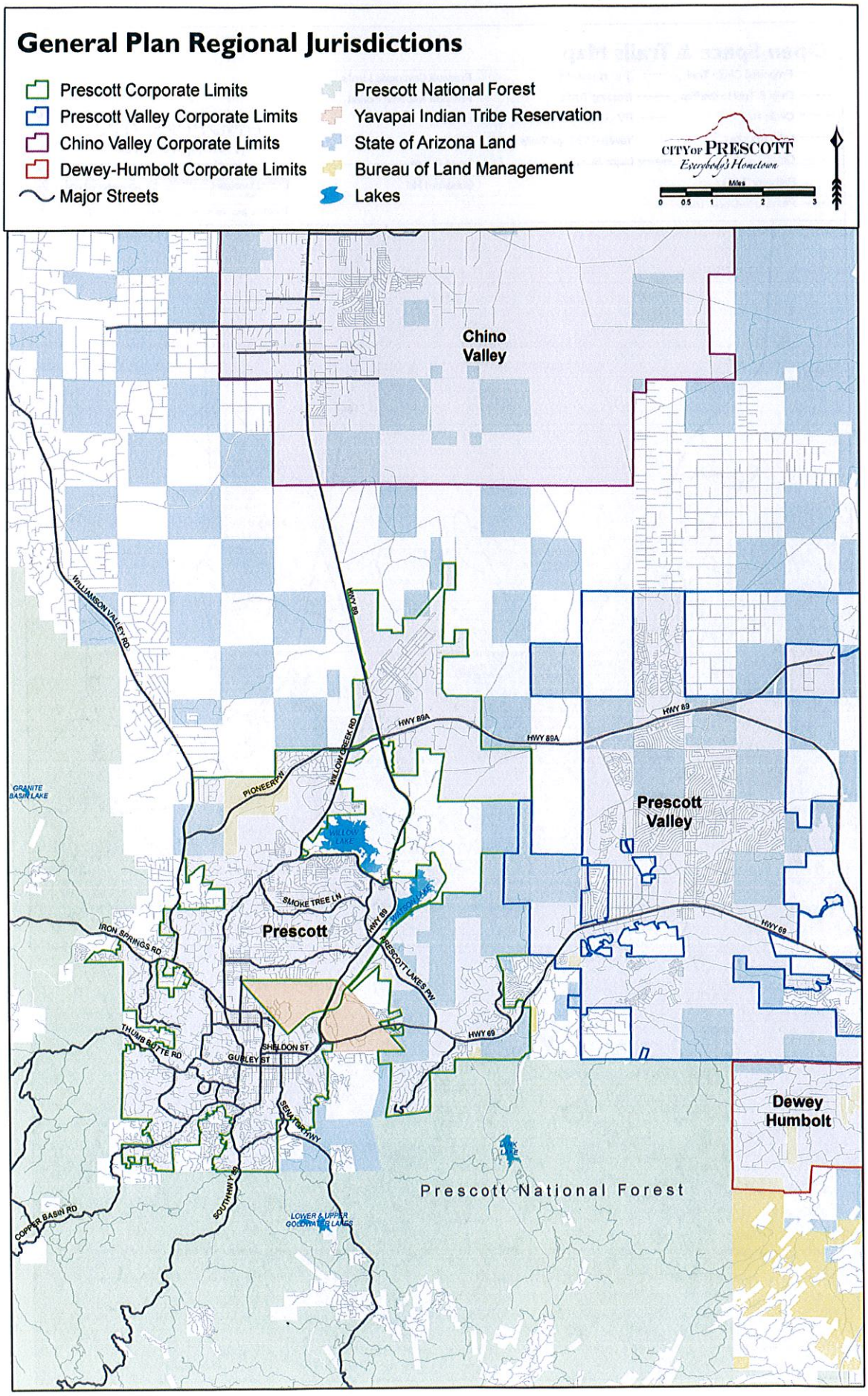
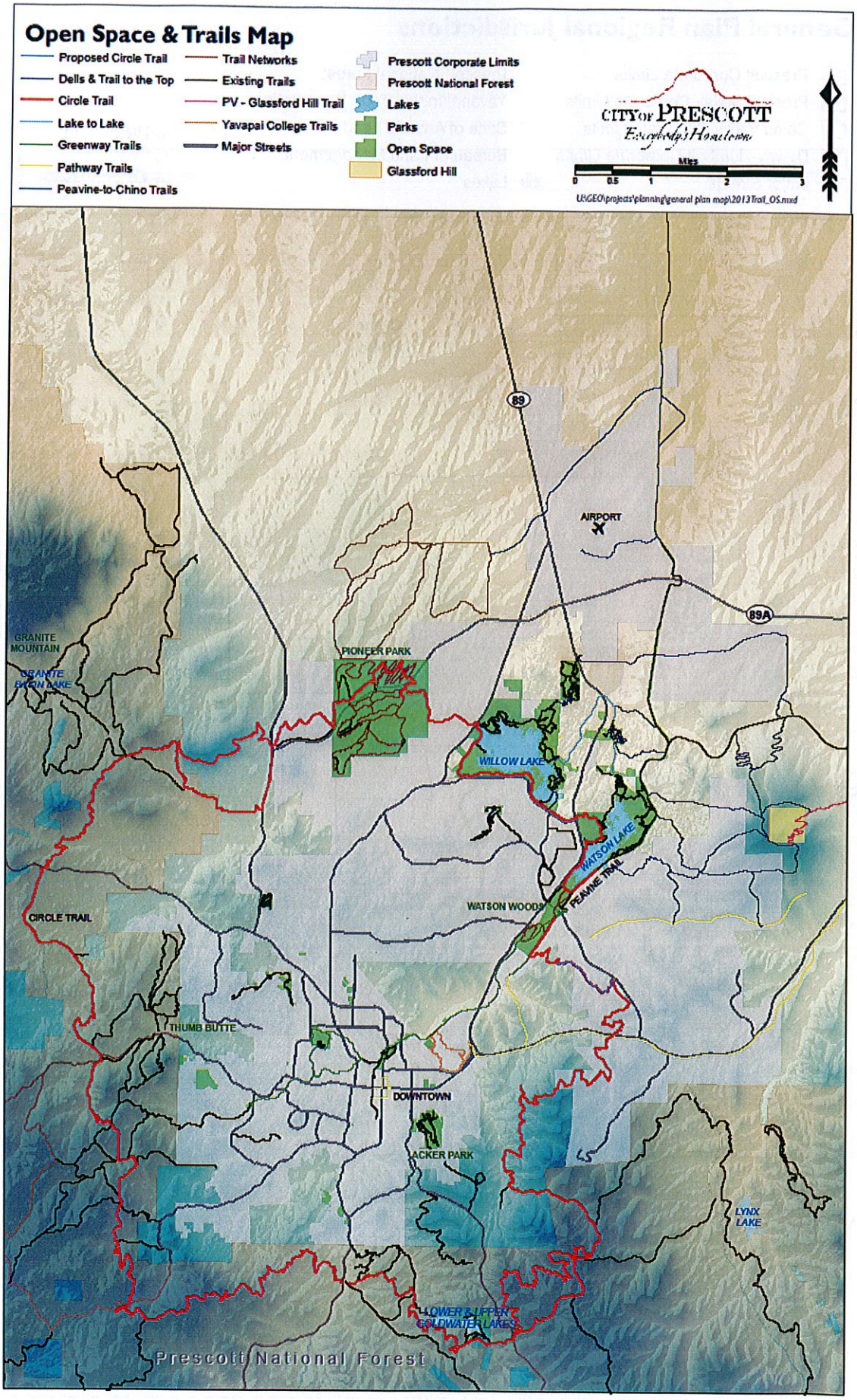



General Plan Regional Jurisdictions
Prescott Corporate Limits
Prescott Valley Corporate Limits
Chino Valley Corporate Limits
Dewey-Humbolt Corporate Limits
Major Streets
Prescott National Forest
Yavapai Indian Tribe Reservation
State of Arizona Land
Bureau of Land Management
Lakes
CITY OF PRESCOTT
Everybody's Hometown
Miles
0 0.5 1 2 3
Chino Valley
Prescott Valley
Prescott
Dewey Humbolt
Prescott National Forest
WILLIAMSON VALLEY RD
HWY 89
HWY 89A
WILLOW CREEK RD
PIONEER PKY
GRANITE BASIN LAKE
WILLOW LAKE
SMOKE TREE LN
IRON SPRINGS RD
PRESCOTT LAKES PKY
THUMB BUTTE RD
SHELDON ST
GURLEY ST
SEMINARY HWY
SOUTH HWY 89
COPPER BASIN RD
LOWER & UPPER GOLDWATER LAKES


Open Space & Trails Map
Proposed Circle Trail
Dells & Trail to the Top
Circle Trail
Lake to Lake
Greenway Trails
Pathway Trails
Peavine-to-Chino Trails
Trail Networks
Existing Trails
PV - Glassford Hill Trail
Yavapai College Trails
Major Streets
Prescott Corporate Limits
Prescott National Forest
Lakes
Parks
Open Space
Glassford Hill
CITY OF PRESCOTT
Everybody's Hometown
Miles
0 0.5 1 2 3
89
89A
AIRPORT
GRANITE MOUNTAIN
GRANITE BASIN LAKE
PIONEER PARK
WILLOW LAKE
WATSON LAKE
PEAVINE TRAIL
WATSON WOODS
CIRCLE TRAIL
THUMB BUTTE
DOWNTOWN
ACKER PARK
LYNX LAKE
LOWER & UPPER GOLDWATER LAKES
Prescott National Forest