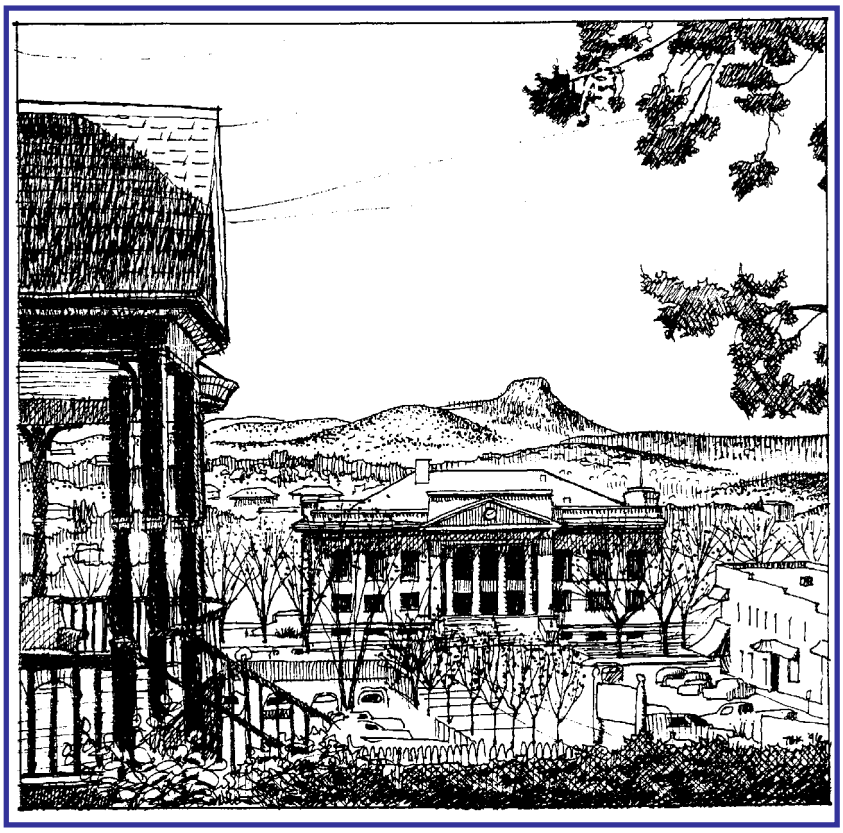
2003
PRESCOTT GENERAL PLAN



A COMMUNITY VISION

Ratified May 18, 2004

RATIFIED
May 18, 2004

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TABLE OF CONTENTS

	Page
1.0 INTRODUCTION & PRESCOTT'S VISION	1
2.0 HISTORY AND PHYSICAL ENVIRONMENT	9
3.0 EXISTING CONDITIONS AND TRENDS	11
4.0 FUTURE CHALLENGES	23
5.0 LAND USE ELEMENT	27
6.0 GROWTH & COST OF DEVELOPMENT ELEMENT	51
7.0 CIRCULATION ELEMENT	65
8.0 OPEN SPACE ELEMENT	81
9.0 ENVIRONMENTAL PLANNING ELEMENT	91
10.0 WATER RESOURCES ELEMENT	97
11.0 ECONOMIC DEVELOPMENT ELEMENT	107
12.0 COMMUNITY QUALITY ELEMENT	127
13.0 MAJOR AMENDMENTS	139
14.0 GLOSSARY	141
15.0 DIRECTORY OF REFERENCES	143

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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 plan is made up of Elements, but each Element of the plan interacts with every other Element in the plan. In more practical terms the General Plan is the guide for land use decisions in the City. Rezoning and new development proposals must be consistent with and conform to the adopted General Plan.

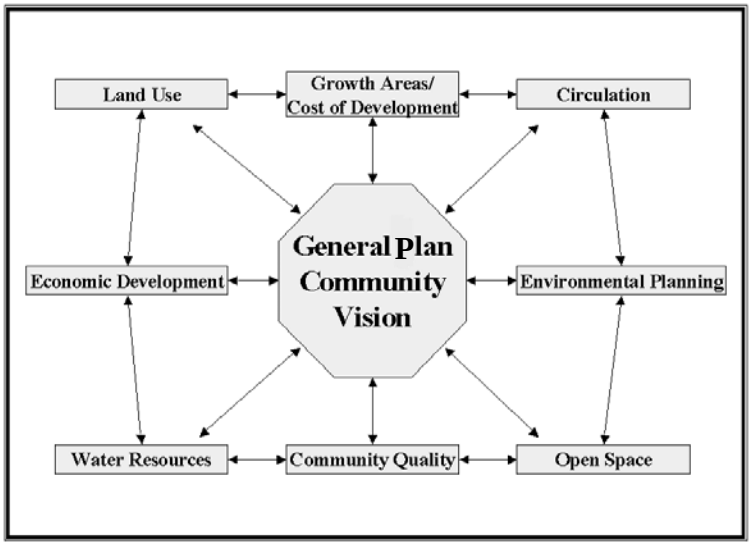
This 2003 City of Prescott General Plan complies with the "Growing Smarter/Growing Smarter Plus" legislation adopted by the state in 1998 and amended in 2000 and 2002 (A.R.S. 9-461.05 *et sequentia*). The following Elements are required by Growing Smarter:

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

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

- AN ECONOMIC DEVELOPMENT ELEMENT
- A COMMUNITY QUALITY ELEMENT

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



1.1 Public Participation

The Growing Smarter legislation required that a Public Participation Plan be created and adopted by municipalities adopting or updating their General Plans. The City of Prescott City Council set procedures ensuring the broad dissemination of plan element proposals and alternatives by adopting a Public Participation Plan (2002). This emphasized the opportunity for the public to provide verbal and written comments and set the stage for many public meetings during the process, plus the three required Public Hearings during the Planning and Zoning Commission and City Council reviews. A series of meetings were held prior to the start of the update process, as well as TV, radio and newspaper coverage, and a public input survey with more than 190 questionnaires returned. A telephone survey was also conducted with many General Plan related questions. 489 residents responded and the information was published on the City Web Site and in the City Page newsletter. Questions such as overall quality of life, housing type preferences, preferred types of commercial development, shopping and services availability, transit preferences and similar questions were asked.

In addition to the other public participation efforts, the City Council created the General Plan Committee. This 12-member citizen committee was made up of interested and active local citizens to guide the participation process and to ensure maximum public involvement in the writing of the plan. The Committee held numerous advertised public participation meetings throughout the plan drafting process. Each public response and suggestion was reviewed and considered by the Committee for integration into the draft plan.

1.2 Elements

Following is a brief discussion of each of the Elements included in the update of the General Plan. A number of these elements did not exist in the City's 1997 General Plan and were drafted by the General Plan Committee using city department, outside agency and public input. Where possible the 1997 General Plan elements were revised and updated with new information.

Land Use. This element existed in the 1997 General Plan and is updated to reflect the general distribution and extent of residential, business, industrial, recreation, open space and other land use categories. A map indicating the general locations of established uses accompanies this element. Allowable densities and intensities are described for each land use category. This element also sets out the goals and strategies promoting in-fill development and other compact development patterns. In addition this element addresses air quality issues and access to solar 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 new element identifies the areas suitable for infrastructure expansion, multi-modal transportation and other improvements intended to support a variety of land uses, including recreational opportunities and tourism. This element contains goals and strategies to make circulation more efficient and economical in these growth areas to conserve natural resources and to require the coordination of development activity with the construction of appropriate public and private infrastructure. Specific Area Plans, adopted from time to time, provide more specific planning for development in some of the areas addressed in this element.

This element also addresses the goals and strategies the city has, or will need to have, to assure that development pays its fair share of public service and infrastructure needs. A reasonable tax and fee structure to support the provision of essential city services is

fundamental. This element identifies the mechanisms established or recommended to be established to collect such fees, including impact fees, special taxing districts, development fees, and installation and dedication of required infrastructure improvements. Goals are included to ensure that such fees reasonably allocate the costs of services to the development.

Circulation. This element existed in the 1997 General Plan and is updated to address transportation circulation routes. It discusses the location and extent of existing and proposed streets and highways, as well as bicycle routes, pedestrian ways and mass transit issues. This element contains maps displaying the existing and proposed streets and circulation routes and alternative transportation routes. This element also includes information from other agencies, such as Yavapai County and ADOT, relating to planned transportation, rails-to-trails and other greenway projects within the region, including within Prescott.

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

Environmental Planning. This element addresses the impacts of the other plan elements on air and water quality 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 existed in the 1997 General Plan and is updated and included in this plan to address the strong emphasis placed upon the City's economic well being by the citizens and elected officials of Prescott.`

Community Quality. This element is a voluntary element based upon an element in the 1997 General Plan. This element highlights the many factors in Prescott which enhance the quality of life of our residents and visitors. The health and vitality of Prescott’s economy is a key factor in sustaining the community’s quality of life.

1.3 Implementation Process

The General Plan provides the long range vision for the community with goals and strategies for carefully managing growth. The implementation of the goals and strategies contained in this plan are to 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.

The General Plan and a Strategic Plan (to be produced following adoption of the General Plan) influence and are implemented through the City Council annual budget process. The goals and strategies assist the City Council in prioritizing budget and capital fund allocations and in measuring the direction of development trends in the community.

THE PRECOTT VISION
Living, Working and Enjoying Quality Recreation

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

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

- Balance: between developed and undeveloped areas; between types of land uses including diversity of housing options; between young and old residents, current families and future families; between private property, neighborhood and community-wide interests.

- Sustainability: of the economic foundations of the community; of the neighborhoods within the community; of the community's infrastructure; of government services at acceptable levels; of water supplies and natural resources.

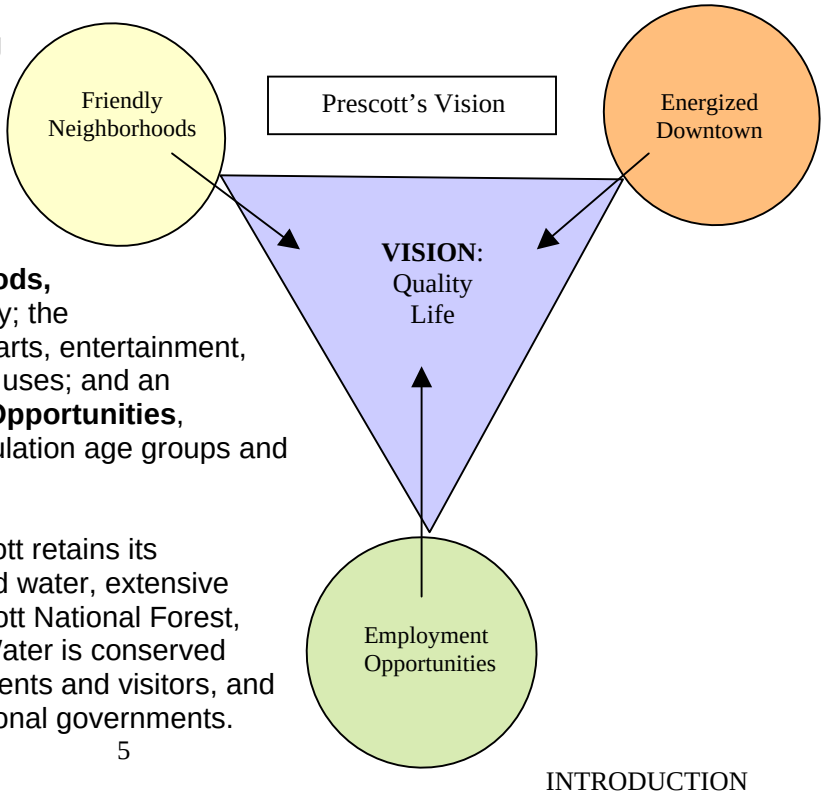
- Preservation of community character including environmental, economic, cultural and historic community assets.

- Moderate growth and quality development.

- Citizen empowerment and involvement in government and community activities.

- Ethic of equity for all community members.

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



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

Clean air is preserved through concentrating varied uses within short distances, thereby encouraging walking and bicycling, and through regional planning for public transit and shared-auto usage.

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

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

Neighborhoods are characterized by:

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

Prescott Downtown is characterized by:

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

Employment Opportunities are characterized by:

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

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

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

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

- **Well planned, moderate growth rate:** Prescott desires to promote a moderate rate of growth to preserve and protect critical areas of open space, environmental habitats, significant natural, prehistoric and historic resources while accommodating new growth in a manner which encourages multi-modal transportation opportunities, maximizes existing infrastructure and creates housing and job opportunities for residents of all ages and income levels.

- **Sustainability** is an overriding theme for the 2003 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 values its downtown and desires to give preference to the redevelopment and reuse of downtown, retaining the mixed uses, business vitality, historic resources, human scale development and pedestrian friendly character of the city center. This concept includes support for other urban nodes along existing and planned transportation corridors to achieve a similar village center anchor with compact forms, mixed uses including housing and multi-modal connectivity within developing areas.

- **Integrated planning** as a method of determining land use and circulation patterns is essential. Coordinated planning for regional impacts is also practiced because the way we grow affects our neighbors and vice versa. Prescott seeks to make development decisions predictable, fair and cost effective.

- **Connectivity** of streets and neighborhoods as a basic planning principle. Interconnectivity of road corridors, bikeways and pedestrian walkways to accommodate multi-modal transportation promotes efficient, effective, sustainable circulation options while addressing traffic impacts.

- **Development which helps pay for itself**: the City is committed to maintaining an effective impact fee system for residential development and an effective water and sewer buy-in system for all new residential development. The cost to the city of monitoring and regulating residential and commercial building and development must also be addressed and recovered in a fair and equitable manner through user fees.

- **Reasonable and equitable tax and fee structure:** the community supports the establishment and maintenance of a secure, balanced and diverse local revenue base necessary to provide a full range of municipal services and infrastructure at levels desired by the citizens. This includes strategies to maximize existing infrastructure, emphasize joint use of facilities, and encourage creative partnerships which stretch city revenues and promote good fiscal management and a highly efficient tax and revenue structure.

- **Citizen involvement and participation** as an essential element for achieving Prescott's vision and facilitating community-based decision making for the choices and trade-offs which must be made to accommodate and manage growth. Community and stakeholder collaboration is fostered in all city plans and decisions.

2.0 PHYSICAL SETTING AND HISTORY

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

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

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

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

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

Although initial European contact occurred in the late 1500s, it was not until the 1860s that significant non-native populations began permanently settling the Prescott area. Prescott was established as a town and became the Territorial Capital of Arizona in 1864. Prescott was a planned community from the beginning with the original townsite laid out in a grid pattern surrounding a central courthouse plaza. The capital was moved briefly to Tucson and eventually to Phoenix, but during the late 1800s, Prescott again served as the state's territorial capital. The original Governor's Mansion is now preserved at Sharlot Hall Museum near downtown Prescott on its original site. The early economy of the area centered on mining, cattle ranching and government, making Prescott the economic and political center of north central Arizona. Supporting commercial enterprises continued to expand in the late 19th Century. In July of 1900, a fire destroyed much of Prescott's commercial district. Following the fire, most buildings in the downtown area were reconstructed of brick and masonry, providing today's rich architectural heritage. Some 700 city structures are listed individually or as part of twelve historic districts in the National Register of Historic Places. One archeological district on city owned land is included in the register of twelve city designated historic preservation districts.

During the 20th Century, Prescott developed as an important location for health services and facilities. For many years Prescott's clean air and temperate climate drew tubercular and other respiratory patients to the area for treatment. Fort Whipple, originally established as a military

outpost to protect the territorial capital and the many miners in the area, is today the Northern Arizona Veteran's Administration Health Care Center.

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

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

3.0 EXISTING CONDITIONS AND TRENDS

3.1 POPULATION AND DEMOGRAPHIC TRENDS

3.1.1 Population Forecast

From 1960 to 1990, the city's population grew at an average annual rate of 3.9% per year, inclusive of annexations. Since 1990, the growth rate has slowed. From 1990 to 1995, the population grew at an average annual rate of slightly below 3% per year, without any major annexations of existing residential areas, and inclusive of a growth spurt in 1993. Beginning in 1995 and continuing through 2000, the population growth slowed even further, to below 2%. Independent entities which provide population estimates for Prescott project that this slower annual population growth will continue, on average, over the next 20 years. Population projections produced by the Northern Arizona Council of Governments (NACOG) assume an annual growth rate of about 2.2%. Similarly, the regional transportation study (completed in 1995 and updated in 1998) includes a widely accepted population forecast based on a continuing growth rate of about 2.5% per year. Therefore, It can be assumed that these continuing moderate growth rates will result in a population of approximately 45,000 to 55,000 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, recent trends of large lot, low density development, and finite growth boundaries are expected to play a significant role in limiting growth beyond the 55,000 estimate at least over the next ten years. Consistent with articulated community values, Prescott seeks to maintain a sustainable moderate growth rate which will accommodate residents of all ages and stations, while preserving the community's character now and into the future.

3.1.2 Changing demographics: household size, population aging and diversity

The process of drafting this Plan began with evaluation of key demographic patterns since 1980. Census data from 1980, 1990, 1995 and 2000 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 19.5% by 2000, while adults aged 65 and over increased from 21.4% to 26.7%. 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.

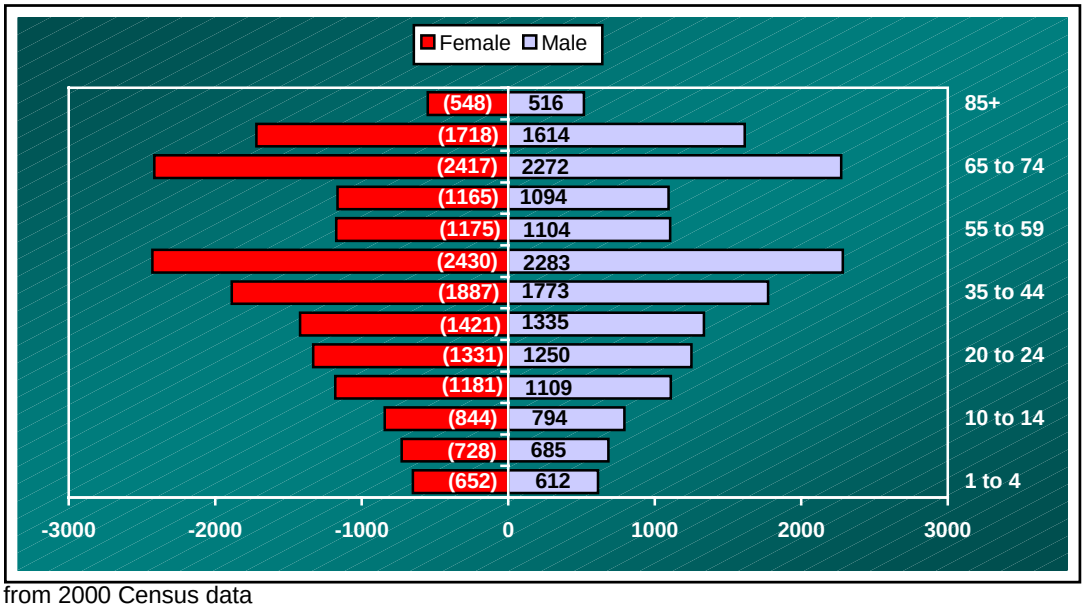
Figure 3-1 Prescott Population by Age Group

	1980		1990		2000	
Population	Number	Percent	Number	Percent	Number	Percent
Ages:						
0 to 19 years	5,247	26%	5,464	21%	6,605	20%
20 to 64 years	10,503	52%	14,069	53%	18,248	54%
65+ years	4,305	22%	6,894	26%	9,085	26%
Total:	20,055	100%	26,427	100%	33,938	100%

These changing demographics have significantly altered the composition of Prescott's households. There has been a continual increase in the median age, now up to 47.8, as well as an increase in households with one or more persons aged 65 and over (from 34.8% in 1980 to 39.4% in 2000). 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 1990 the average household size had decreased to 2.30 persons. It dropped further, to 2.11 persons in the 2000 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 2000 Census data

In terms of diversity, Prescott's population was 95% Caucasian in 1980. By 2000, Caucasians accounted for 92.9% of the population and Hispanics constituted 8.2% (much of this difference is accounted for by changes in the way race was defined by the census). The number of African-Americans residents in Prescott declined as a percentage of the total population (from 0.7% in 1980 to 0.5% in 2000), while the percentage of American Indian and Asian residents increased slightly between 1990 and 2000.

Just as significant in terms of declining diversity are the trends in family types: the proportion of households with a wage earner (working families) compared to retiree households; and the proportion of families actively raising children to " empty nesters". Among City residents, there are 14,306 persons age 16 and older who are employed, or approximately 39% of total population participating in the workforce. Based on the 2000 census, family households make up 59% of Prescott's households. Households with a member aged 65 or older comprise 39.4% of Prescott households. Also of note are trends for working families with younger children. In

1990 50% of families with children under 6 years of age had both parents in the household working. By 2000 that number has risen to 66%. This may indicate that working families with young children are increasingly requiring more than one income to meet rising living and housing costs in the community.

These trends suggest that the median age will continue to rise, Prescott's youth population 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.

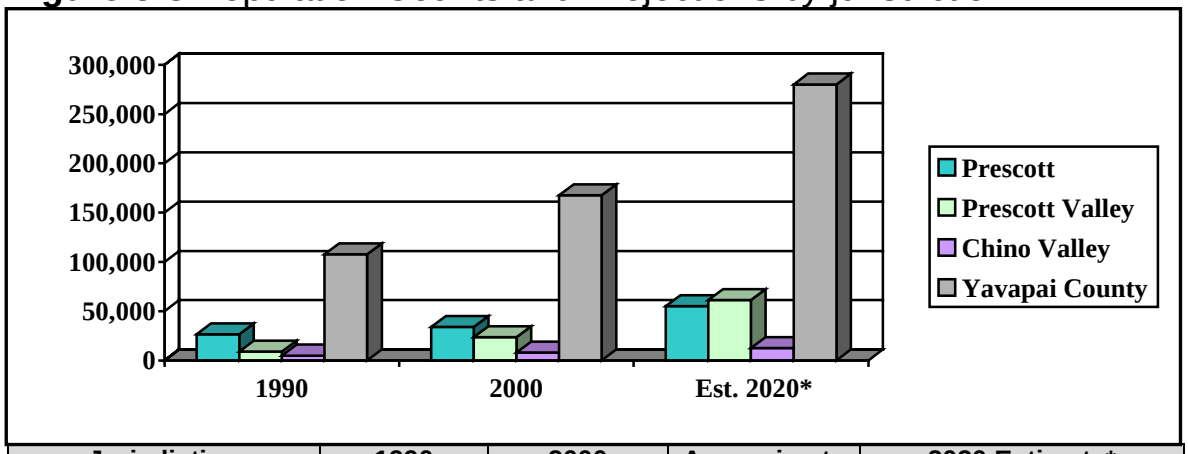
3.1.3 Household income

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 2000 Census indicated that the median household income was $35,446 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 fall below the statewide median income ($40,558 in 2000).

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 2000, 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, the region's total population could reach 280,000 by the year 2020. Prescott's proportion of the regional population is declining, from 25% in 1990 to 20% in 2000, and is projected to be 16% by the year 2020.

Figure 3-3 Population Counts and Projections by jurisdiction



Jurisdiction	1990 Population	2000 Population	Approximate Increase	2020 Estimate*
City of Prescott	26,455	33,938	22%	49,000 to 55,000
Town of Prescott Valley	8,858	23,535	62%	53,000 to 61,000
Town of Chino Valley	4,837	7,835	38%	12,500 to 14,000
Yavapai County	107,714	167,517	53%	250,000 to 280,000

3.2 TRAFFIC CIRCULATION AND MANAGEMENT ISSUES

3.2.1 Traffic Impacts and traffic management issues

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

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

Figure 3-4 Examples of traffic projections along major Prescott arterials

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

The 2003 update, to be done by the Central Yavapai Metropolitan Planning Organization, will factor in the impacts of the Gateway Mall and other development along the Highway 69 corridor as well as measure the traffic relief provided by recently constructed arterial roadways.

3.2.2 Regional Transportation Improvements

The Central Yavapai Regional Transportation study called for a phased approach to regional transportation planning and improvements. Phase I set forth improvements which needed to be in place when the region's population approached 100,000, projected (and realized) for the year 2000. The majority of these improvements have been achieved. Major improvements to regional links have included Pioneer Parkway, Airport Connector, Glassford Hill Road and the widening of Highways 69 and 89. Within the City of Prescott, enhanced transportation corridors have included Prescott Lakes Parkway, the extension of Smoketree Lane and the widening of Willow Creek Road and Iron Springs Road. Later phases call for further improvements as regional population grows and would include extension of Fain Road (already under construction in Prescott Valley), improvements to the 69/89 intersection, connecting Rosser between Prescott Heights and Cliff Rose, and widening of Copper Basin Road. The 1998 update recommended consideration of additional regional transportation corridors including a Prescott East Loop (Sundog Connector) connecting State Road 69 and State Road 89 north of Yavapai Hills and a SR 69/89 connector across the Yavapai-Prescott Indian Reservation.

The original 1995 Study indicated that projected traffic demand in the region could not be addressed solely by improving or building roads. In addition to recommending new transportation corridors and road enhancements to address traffic management, the study recommended significant alternative transportation components. Suggestions included carpooling, some form of public transit and the further development of multi-use trail systems

region wide. The study forecast that investments in these alternatives, along with assumptions that up to 5% of person-trips would be by some form of transit and that vehicle occupancy rates would increase, could reduce projected travel counts by up to 20% thereby extending the longevity of the road network and reducing the need to widen some transportation corridors in sensitive environmental areas (e.g. Granite Dells). The subsequent study update continued to support these alternative transportation recommendations.

3.2.3 Metropolitan Planning Organization

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

3.3 CURRENT LAND USE POLICY ISSUES

3.3.1 Annexation

As of 2001, Prescott's land area covers 38.38 square miles. An annexation policy was adopted by the City Council in 1994 with the objective to "utilize annexation as a means to help ensure cost effective and orderly service delivery, provide for a balance of land uses and tax base, protect against undesirable development adjoining the City and plan for the long term interests of Prescott". Spurred by the 1994 Strategic Plan and concerns over poor availability of commercial sites within Prescott, the policy also established priorities for annexations with the main priority being to annex "property with actual or potential commercial or industrial uses". Since adoption of the policy, a limited number of existing residential neighborhoods have been annexed into the city. The City's interest in controlling development in key areas (e.g. near the airport) as well as concerns about alternative water supplies and the recovery of effluent have contributed to these exceptions to the established annexation priorities.

From time to time, the city's annexation policies and priorities are reviewed, and this is currently 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 assure the continued economic vitality of the airport, and to establish appropriate land use designations for the surrounding acreage.

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

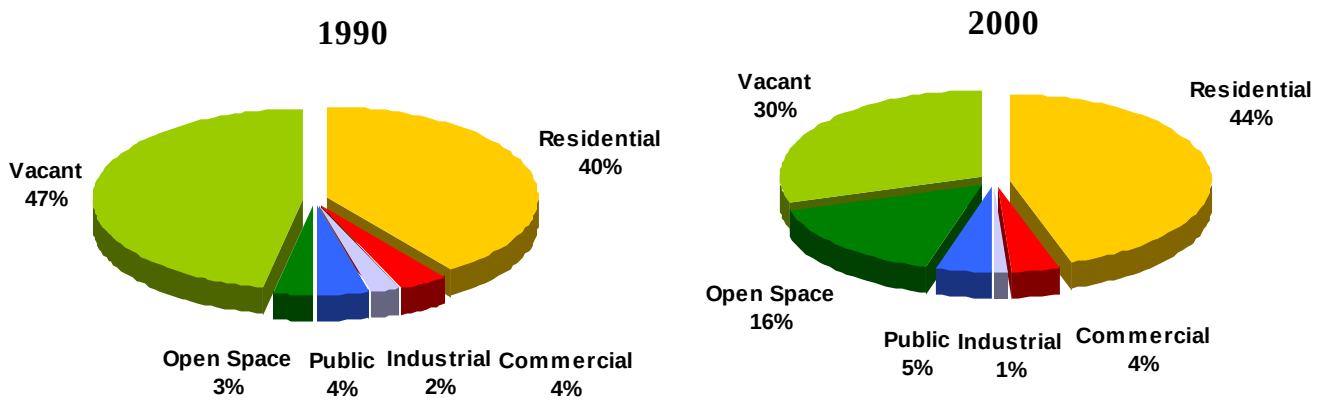
for a large annexation, encompassing nearly 11,000 acres of land east and south of the Prescott airport. This proposed annexation has the potential for both residential and commercial development over the next twenty years.

Should this current discussion result in a shift toward a more residential growth annexation policy, the planning assumptions and population projections in this general plan will require re-evaluation and adjustment.

3.3.2 Land use mix and trends

Prescott contains 38.38 square miles or about 24, 832 acres. As illustrated in Figure 3-5, residential development comprises an increasing proportion of the land uses within the city. The proportion of land use dedicated to protected open space has also increased significantly over the last decade, 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 represent 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 $1.15 to $1.50 in services for each $1.00 in taxes paid, while commercial/industrial uses require 27 to 65 cents in services per $1.00 in taxes paid. A balance between land uses is critical to maintaining the economic base of the community thus assuring an adequate revenue stream to support city services as well as providing sufficient jobs, services and housing for city residents.

Figure 3-5 Land Uses as Percentages of City Land Mass



3.3.3 Housing trends: variety, affordability and quality

Prescott's housing stock varies by price, style, and quality, depending upon location and age. A state sponsored 2001 Study, *The Arizona Affordable Housing Profile*, indicated that Prescott had 15,804 non-seasonal housing units available.

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 continues to the present time.

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 20 years. This has eased somewhat in recent years with several high end multi-family residential developments and complexes for special populations (e.g. elderly, persons with serious mental illness) being built. Zoning issues such as lack of appropriately zoned sites or difficulties in rezoning to multi-family densities, plus changes in development fees may combine to create disincentives for multi-family projects. Impact fees applicable to each new housing unit were adopted in 1994 and adjusted in 2002. These increased costs, along with water and sewer buy in fees based on the number of fixtures, have raised the per unit development cost for new multi-family housing. The *1996 Prescott Housing Needs Study* identified these issues as limiting factors in the production of less costly, more compact housing types. The study further noted "there is little vacant land zoned for multi-family housing development. In addition, the planned residential development provisions of the zoning ordinance do not lead to the production of townhouse, or clustered or compact lot housing units."

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

The 1996 Prescott Housing study indicated that while the total number of new housing units produced each year was about equal to the total demand for new housing units, the production of units available within certain price ranges did not match the demand for units within those ranges. The Study identified a significant demand for units in the $90,000 to $120,000 price range, which was not being met. The Land Use, Growth Area and Economic Development Elements of this plan encourage review and consideration of a number of means to encourage production of housing more affordable to working families. This plan also strongly encourages an update of the 1996 Housing Needs Study to identify current need and establish multiple strategies to address those needs.

In 1990, almost half of the homes in Prescott were still in the $50,000 to $99,999 range, and another 26 percent of homes were in the $100,000 to $149,999 range. By the 2000 Census, more than half of Prescott homes were in the $100,000 to 199,999 range and another 20 percent were in the $200,000 to $299,999 range. Production of higher end housing is not discouraged by this General Plan, however, given that as of 2000 only 16 percent of Prescott's housing stock remains in the less than $100,000 range, consideration must be given to the effect that continued high production rates of higher cost housing has on Prescott's overall housing balance.

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 plus square feet has been more typical in recent years. Likewise typical dwelling size has undergone a transformation from an average of 1,760 square feet during the '70s and early '80s to an average of more than 2,800 square feet by 2000. Today, most new residential development continues this pattern: high-end single family residential, in low density, large lot, subdivisions located on the outskirts of the City.

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

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

3.3.5 Code and Regulatory issues

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

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

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

3.3.6 Development process: planning and procedural issues

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

Specific area plans can be developed for large, undeveloped areas of the City. These plans, usually undertaken with broad citizen and property owner participation, designate land uses for

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

The 1997 General Plan also established a neighborhood planning process. This 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, 6 Neighborhood plans have been written and adopted by the city. The establishment of neighborhood plans for other neighborhoods in the city continues to be encouraged.

3.3.7 Water Availability

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

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

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

3.3.8 Environmental commitments

The Prescott community remains committed to the conservation of environmentally significant lands and features. This commitment is reflected in community and regional partnerships with groups such as the Open Space Alliance of Central Yavapai County, the Central Arizona Land

Trust, the Prescott Creeks Preservation Association and the Town of Prescott Valley, the city's partner in efforts to protect the scenic Glassford Hill from development. Additional efforts and resources are being directed at open space acquisition, parks and recreation opportunities, public trails, air and water-quality management and protection of the national forest surrounding the City. Policies and strategies are addressed in the Open Space and Environmental Planning Elements of this plan.

3.3.9 Firewise Management Principles

Prescott is located in an environment susceptible to wildfire. Some neighborhoods, especially those along the south and west boundaries of the city are more at risk than other areas. These at-risk neighborhoods and other new construction are required by the recently adopted City of Prescott Wildland/Urban Interface Code to implement vegetation management plans and to use more fire resistant building materials. This new 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.

3.3.10 Airport

The Prescott Airport serves the entire region, but is supported and managed by the City of Prescott. This General Plan recognizes the airport as both a transportation asset and an economic engine for the City and for the region. Ernest A. Love Field is one of the busiest airports in the state and also one of the busiest regional airports in the country, in part because of the close proximity and use by Embry-Riddle Aeronautical University. Its importance to the City stems from direct airport operations such as the large number of hanger tenants, general aviation services, flight training operations, cargo services, the forest service fire-fighting operations, the FAA tower and the City operated fueling station. In addition, much of the land at and near the airport is designated for industrial uses as well as other more intense commercial operations related to the airport and includes a significant number of the region's manufacturing and technology jobs. The Airport Master Plan, the Airport Business Plan and the Airport Specific Area Plan (ASAP) have been adopted to address Airport land-use protection and to assure the continued economic vitality of the airport. The Town of Prescott Valley and Yavapai County have each voluntarily accepted ASAP as the basis of their future land use decisions for lands near the Airport but within their jurisdictions and planning areas. This regional cooperation in land uses is a positive example of inter-jurisdictional efforts to protect regional assets. The Prescott Municipal Airport's regional significance and future needs are further discussed in the circulation and economic development elements of this plan.

3.4 TAX AND REVENUE ISSUES

3.4.1 Revenue structure

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

The major source of revenue subject to community control is the sales tax. Under current city charter, voter approval is required for any increase in current transaction tax rates such as the retail sales or hotel room rental (bed) tax. Likewise, voter approval is needed to implement any new transaction taxes. The tax base to which those rates are applied, and sustaining its growth

over time, is critical. Several of the city's economic development strategies are specifically designed to ensure a steady growth in this tax base.

Changes in the area retail market and regional economic competition for retail business are a major reason Prescott did not maintain the 8% sales tax growth rate in the early 1990s it had enjoyed in the late 1980s. In response the City has worked aggressively to retain and expand the local sales tax base and has particularly targeted the Highway 69 corridor and the Prescott downtown for these efforts. The Gateway Mall, the largest commercial project in the City's history, opened in 2002. This project not only ensured that four of the city's top 20 sales tax producers (Sears, J. C. Penney, Lamb Auto and York Motors) would stay within the city limits for years to come, but also serves to attract major new retailers to the City, such as the new Wal-Mart Supercenter set to open in the fall of 2003. With the addition of these retail anchors the Highway 69 area has boomed into a major commercial corridor. These new 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. Many of the plan's five major action items have either been accomplished, or are well underway. The Downtown Enhancement Program was completed in June 2000 and was designed to enhance the shopper and visitor experience and make the downtown more pedestrian friendly by adding new sidewalks, landscape planters, lampposts, and benches. The Cityscape project included an investment of 3.5 million dollars in the downtown, the largest public works project ever in the city center. Perhaps one of the most important accomplishments was the formation of the private non-profit Prescott Downtown Partnership which provides leadership in the management of downtown and functions as a liaison to the City Council on downtown issues. In 1998 with property owner participation, a Historic Preservation District was formed around the Courthouse Plaza which serves to protect the historic integrity of the buildings which are so important to the city's fabric and character. The 2003 Land Development Code created a Central Business Zoning District and construction of a parking garage is in progress. All of these activities ensure that downtown will remain a major business, retail, government and cultural center as well as a strong segment of the local sales tax base.

The high levels of regional competition between the various jurisdictions to attract new retail development have generated suggestions that regional cooperation could include some form of regional sales tax revenue sharing system. 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. What, if any, mutual benefits could be attained through a revenue sharing arrangement remains to be determined. 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.

Twenty years ago, if a person went out for a pizza, chances are they ate it in Prescott. In 2003, tri-city residents have many more choices about where to buy their bread or where to pick up their next restaurant meal. This process and the way it affects the ability of Prescott to provide services to its residents should be viewed as part of the region's natural growth cycle and must be treated as another challenge in the community's efforts to attract, expand and retain local business and enhance the tax base.

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

In recent years, 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 the 1990 and 1997 General Plans as well as the 1994 Strategic Plan, a major barrier to the expansion of this sector had been the lack of suitable sites for such businesses to locate. Since the mid 1990`s, the City has placed a particular emphasis on quality industrial and commercial development, and has partnered with the private sector to expand commercial space and fund associated infrastructure improvements. This plan also contains goals and strategies to encourage creation of a greater percentage of industrial land available for development.

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

4.0 FUTURE CHALLENGES

4.1 POPULATION: ACHIEVING A BALANCED COMMUNITY

Prescott's projected population of about 55,000 residents within 20 years assumes a moderate average annual growth rate of between 2% and 3%. Given the recent demographic trends, the next two decades will determine whether Prescott remains a community with a balance of residents of all ages, or becomes primarily a retirement community. Achieving and maintaining a balanced community requires challenging existing market trends, as well as sustaining and building an environment which welcomes and supports families with children. If Prescott is to be balanced demographically and remain a viable community for young working families as well as retirees, it will be necessary to pursue strategies to accomplish that aim. Such strategies would include efforts to address community housing needs, expand transportation options, encourage family supporting wages for the work force, and promote youth activities and educational opportunities.

4.2 BALANCED MIX OF LAND USES

Recent trends in land use indicate that residential development comprises an increasing portion within the city while commercial and industrial development accounts for a declining portion. The proportion of city land uses dedicated to open space has also increased significantly in recent years. Given that residential land uses require more in services than they contribute to revenues and that commercial and industrial properties contribute more in revenue than they require in services, 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 employers with higher paying jobs. The challenge for the city is: to assure the continued vitality and longevity of existing commercial and industrial areas; to zone additional sites suitable for business, commercial and industrial development as the community and region grow; but to do so without sacrificing the historic and cultural resources and open space valued by the community or creating 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

While polls and surveys indicate wide spread support for accommodating the housing needs of all income levels and family types in the community and support for compact development types, mixed use areas and transit friendly development to accomplish this goal, these same polls indicate a continuing preference for low density, large lot single-family home subdivisions.

The conflict between the 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 a major planning 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

Business development, neighborhood and environmental protection efforts will at times conflict. The challenge lies in the choices and tradeoffs the community must make when values conflict. In making these conscious community choices and tradeoffs, community wide interests and

benefits will be 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

The Central Yavapai Regional Transportation report data indicate that after the region invests approximately $260 million in road improvements and establishes regional transit and alternative transportation systems to achieve traffic reductions, there will still be traffic problems in and around Prescott. Addressing the negative effects of traffic congestion, particularly within residential areas, while also ensuring adequate circulation continues to be a major challenge. Expansion of transportation corridors along with enhancements to alternative transportation options and improved public transportation are major strategies to be considered for alleviating traffic congestion. The Circulation Element provides further detail on this subject.

4.6 PRESERVING AND PROTECTING THE ENVIRONMENT

Maintaining the integrity of the natural environment, preserving open space and protecting significant natural features such as Badger Mountain and other public and privately owned ridges surrounding the Prescott basin from development will be 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 mitigate these as much as is feasible. The Open Space and Environmental Planning elements address these issues.

4.7 HISTORIC PRESERVATION

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. 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 tri-city area are no longer in "safe yield". This declaration imposed significant constraints on the pumping of groundwater to support growth and development. Recharge measures are continuing and importation of water from a variety of sources is in process to supplement the local aquifer supply. The Water Resources Element discusses these issues in detail.

4.9 STRONG ECONOMIC BASE

Demands for service are growing and Prescott has goals and objectives for government levels of service and capital projects. Services must be provided within a reasonable revenue structure, which includes effective management of expenditures. It will be a challenge to maintain current levels of services much less make strategic enhancements in service levels where desired.

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

- attract and retain a reasonable share of the regional scale retail business market
- continue to promote a strong tourism industry
- attract and retain local or "neighborhood scale" business development sufficient to provide local goods and services within Prescott for City residents
- 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

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. Major challenges which demand a regional approach include coordination of regional traffic, transportation and circulation requirements, including the Prescott Airport; cooperation on water management issues; and acknowledgement of the economic competition between Prescott, Prescott Valley, Chino Valley and the Yavapai-Prescott Indian Tribe. Regional cooperation is touched upon in every element of this plan.

5.0 LAND USE ELEMENT

5.1 INTRODUCTION

The City of Prescott is a community with varied topography of mountains, adjoining forestland, and flat range-land requiring special considerations when determining the future land uses of each of these areas.

The purpose of this element is to identify and guide the distribution of land uses within the city and define those areas suitable for each kind of development. Taking into consideration existing and projected natural and man made conditions, this element will serve as a policy guide for the city's future development activities including zoning decisions, subdivision review and changes in land use ordinances.

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.

5.1.1 Population Forecast

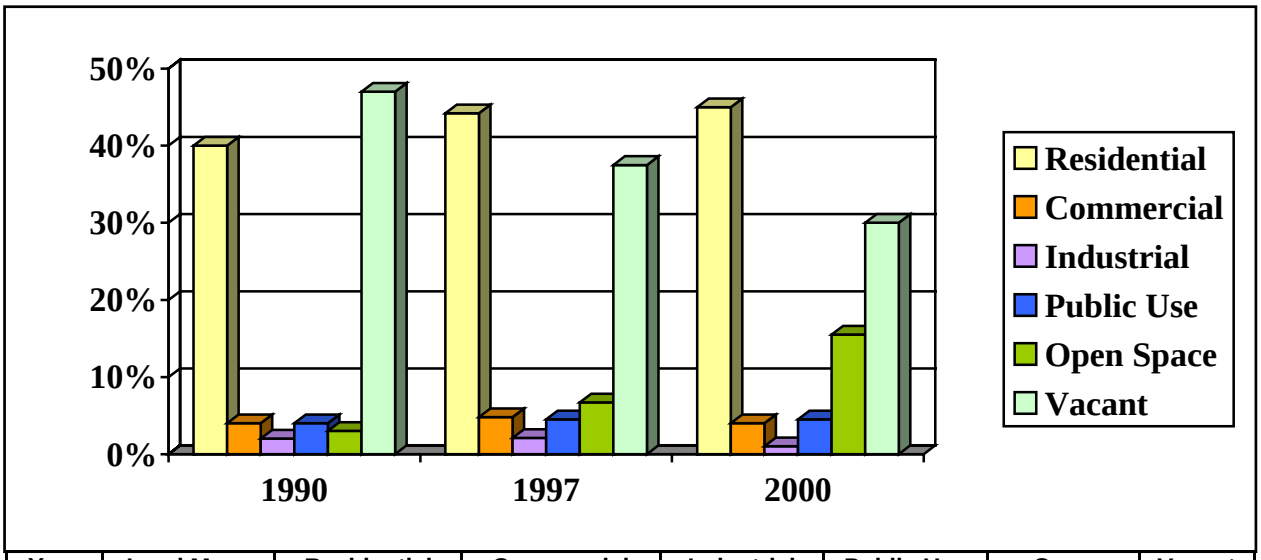
For general planning purposes, given recent trends and absent dramatic changes in those trends, a projected annual growth rate of between 2% and 3% will produce a build-out population of between 49,000 and 55,000 by the year 2020. The 2003 Prescott General Plan is based on this planning scenario and projects a 10-year planning period. Even though a large annexation is anticipated which will add considerably to the city's existing land mass and potentially spur the growth rate, other factors such as availability of water, recent trends of large lot, low density development, set aside of open space, and finite growth boundaries are expected to play a significant role in limiting population growth beyond the 55,000 estimate. Annexations, changes in development patterns or economic factors could significantly change this estimate.

The City of Prescott is affected by the growth trends and development patterns of neighboring communities and unincorporated areas of Yavapai County. If the rates of growth in the region continue, the region's total population could reach 280,000 by the year 2020. Prescott's proportion of the regional population is declining, from 25% in 1990 to 20% in 2000, and is anticipated to be down to approximately 16% by the year 2020.

5.1.2 Prescott's land use base

Prescott contains 38.38 square miles or about 24,832 acres. The annexation east of the airport will enlarge the city by about 44%, adding approximately 11,000 additional acres. Within the existing city limits are many land-use types and areas: neighborhoods, the downtown historic districts, commercial areas along arterial and collector streets, industrial and airport uses, as well as undeveloped areas and mixed commercial and residential areas. There are also several areas within the City where redevelopment or new development is changing the land use character. These are discussed as transition areas in this element.

Figure 5-1 Land Uses as Percentages of City Land Mass



Year	Land Mass	Residential	Commercial	Industrial	Public Use	Open Space	Vacant
1990	32 sq. mi.	40 %	4 %	2 %	4 %	3 %	47 %
1997	35.6 sq. mi.	44.2 %	4.8 %	2.1 %	4.5 %	6.7 %	37.5 %
2002	38.4 sq. mi.	45 %	4 %	1 %	4.5 %	15.5 %	30 %

5.1.3 Annexation

Through annexation, Prescott's land area has steadily risen from 4.0 square miles in 1950 to 31.97 square miles in 1990 to 38.38 square miles by 2001. A new 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." The policy also established priorities for annexations with the main priority being to annex "property with actual or potential commercial or industrial uses". Although there has been no similar policy for annexation of existing residential neighborhoods or vacant parcels without commercial potential, a number of existing residential neighborhoods have been annexed into the city in recent years.

From time to time, annexation policies and priorities are reviewed, and this is currently the case with land near the airport. Should this current discussion result in a more pro-growth annexation policy that extends to other large parcels with residential as well as commercial potential, many of the planning assumptions and population projections in this general plan will need to be adjusted.

The City completed a boundary agreement with the Town of Prescott Valley establishing the eastern build out edge of the city near the airport. Similarly, the City of Prescott and the Town of Chino Valley have reached an agreement effectively setting Prescott's northerly growth boundary. The Airport Specific Area Plan has been accepted as the basis for that area's growth management by both the Town of Prescott Valley and the County. These agreements have set the stage for a large annexation, encompassing approximately 11,000 acres of land east and south of the Prescott airport. This annexation has the potential for both major residential and commercial development over the next twenty years.

5.1.4 Planning Procedures

As the city grew roughly 16% in land area during the 1990s, there was an increasing number of controversial development projects placed before the community: infill developments in existing neighborhoods, higher density projects in transitional areas; intense regional commercial development and new subdivisions which were irrevocably changing what had been existing open space. There was often not a sufficiently clear understanding of what was proposed to be built, what criteria would be used to evaluate the projects or what was likely to be approved. As a result of these concerns, a more comprehensive land use and development planning process was established under the guidelines of the 1997 General Plan to expand the public participation process.

Specific Area Plans have been prepared for large developing or undeveloped areas within the City. These plans, usually undertaken with broad citizen and property owner participation, designate the appropriate locations as well as the types of land uses desired for the area within the planning boundaries. The plans help establish major transportation corridors and alternative transportation facilities and may also identify open space or other significant environmental features which should be preserved or protected. Upon completion and adoption of such plans, property owners and neighbors have a better understanding of the types of development likely to be supported or approved by the city. Affected residents also have greater confidence that screening and buffering will be provided between dissimilar uses, and that concerns regarding traffic, noise, light or visual impacts of development will be addressed according to the plan.

The City completed and adopted three specific area plans prior to 2003: the *Prescott East Area Plan* (PEAP) covering an eleven square mile area situated between State Roads 89 and 69; the *Willow Lake South Area Plan* (WLSAP) addressing 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. This General Plan supports 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. *Specific Area Plans* represent the best opportunity to effectively integrate and achieve the city's goals of balancing land uses, promoting a diversity of residential choices and preserving significant open space. Once a plan is adopted, the appropriate zoning and development standards should be put into place through owner-initiated rezoning and infrastructure improvements to assure that development occurs in conformance with the adopted plans.

The 1997 General Plan also established a neighborhood planning process to emphasize participation by residents, property owners, and affected businesses. *Neighborhood Plans* may address specific neighborhood concerns such as traffic impacts, pedestrian amenities, crime rates, park safety, and property maintenance in addition to land use and circulation issues. These plans are an opportunity for the neighborhood community to partner with the city in adding sidewalks and traffic calming devices where appropriate, establishing block watch programs or conducting neighborhood clean-up campaigns. Successes of previous neighborhood plans include: addressing west side traffic concerns; creating a historic district for the Mile High neighborhood, re-establishing a pedestrian bridge over the previous low water crossing on Lincoln street; adding a traffic light at Merritt and Montezuma; and addressing the conversion of older single-family housing into stark, unappealing four-plexes which are out of character with existing neighborhoods. Three Specific Area Plans and 6 Neighborhood Plans have been adopted to date, and the City will continue to assist in the establishment of neighborhood plans for other neighborhoods, as needed.

From time to time the City engages additional planning processes to respond to unique land use circumstances (e.g. overlay district plans), address special concerns or focus on particular purposes which overarch geographic areas of the city and/or affect multiple zoning districts. One example of a plan addressing special concerns is the Willow Creek Corridor Plan which specifies access controls, supported zoning changes, setbacks, buffering and landscaping requirements for a major transportation corridor that is undergoing rapid transition to other uses. Likewise, the Downtown Specific Area Action Plan outlines a number of strategies designed to ensure the continued viability of the downtown as a mixed use, business, retail, government, and cultural center of the community. The Historic Preservation Master plan, adopted in 1998, is a guide for the identification, protection and management of historic resources throughout the city. The Open Space Plan, adopted in 1999, and soon to be updated, provides “direction and guidance in protecting and preserving open space in and around the City.” Like the specific area plans and neighborhood plans, these special purpose plans are developed with representative groups and stakeholder participation. As these plans often affect land uses, they need to be considered in development and re-development activities for those areas included in the plans.

5.2 NEIGHBORHOODS AND HOUSING BALANCE

Prescott has a variety of existing neighborhoods, including mixed-use and historic neighborhoods, large-lot subdivisions, apartment complexes, master-planned communities, cluster-housing areas, and gated communities of various sizes and designs. The city celebrates this diversity and is committed to protect this balance.

Some existing neighborhoods are completely built out with few opportunities for additional development. Other neighborhoods have vacant parcels, which may be suitable for infill development. A few existing neighborhoods are in transition from residential to commercial or from one type of residential to another, resulting in the potential for development conflicts. Care must be taken in these situations because incremental development decisions can have negative consequences, for example a neighborhood street can be overwhelmed if higher infill densities result in heavier traffic loads than existing streets can support. A neighborhood plan approach has been used to establish the direction of future development and/or redevelopment in many such neighborhoods. Continued use of this process will improve public participation in the planning process and will help to integrate in-fill development sensitive to the varied character of our neighborhoods.

An important part of good neighborhood design is street connectivity. Assuring adequate street connectivity offers pedestrians, bicyclists and drivers multiple options to reach destinations and encourages interactions and a sense of community.

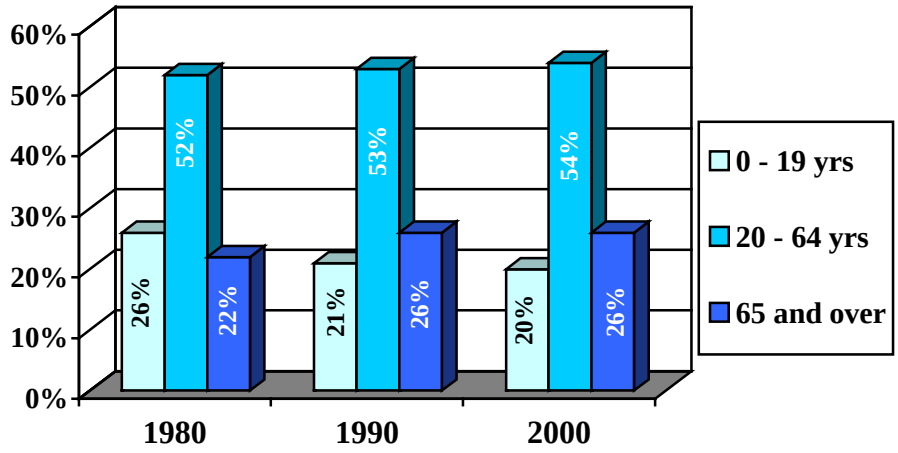
5.2.1 Diversity

Prescott seeks to be a community which accommodates all residents: singles, working families, families with children, empty nesters and retirees; low and moderate income residents as well as affluent residents.

An analysis of the demographic trends over the last two decades reveals that the community is moving away from this ideal of accommodating residents of all ages and stations. The median age is increasing and youth represent a decreasing proportion of the population while residents 65 and over represent an increasing proportion. The average number of persons per household is declining, from 2.4 in 1980 to 2.1 in 2000, as are the number of households with a wage earner and the number of households with families actively raising children. These conditions

result in part from the aging baby-boomer generation, as well as from large numbers of retirees relocating to Prescott. An aging population is reflected throughout Yavapai County, which has the lowest county-wide birth rate in the state at 11.8 births per 1000 population. By comparison, Yuma County has 21.4 births per 1000. Another contributing factor to this declining diversity and growing imbalance between age groups, income levels, and family types in Prescott is the lack of sufficient housing options available in the community.

Figure 5-2 Percent of Population by age group in Prescott



These concerns were recognized and mentioned in both the 1990 and 1997 General Plans. Adequately providing for the housing needs of a balanced community remains a particular challenge, and will require not only promoting the availability of a variety of housing types and maintaining the quality of that housing stock, but also encouraging that sufficient numbers of housing units are available for rental or purchase at prices affordable to all income groups in the community. Strategies to achieve these goals are included in several elements of this general plan: Land Use, Economic Development, the Growth Management Element and the Community Quality Element.

5.2.2 Housing Stock

In 1990, the City of Prescott had 12,593 non-seasonal housing units. By 1995, the housing stock had grown to 13,559. Based on the 2000 Census, Prescott now has 15,804 non-seasonal housing units available. The distribution and change of units by type is indicated in Figure 5-3.

Figure 5-3 Housing type and change

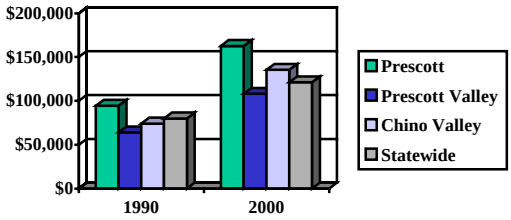
Dwelling Type	1995	2000	Percent Increase
Single-family	9,391	10,009	6.6%
Multifamily	2581	3,126	134%
Manufactured	1,587	2,031	30%

During much of the 1990s, Prescott's annual production rate for new housing units averaged 400-500 units. This has now increased to more than 800 new units per year. 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 price ranges. That study identified a significant demand for units in the $90,000 to $120,000 price range, affordable to median income families and accounting for nearly 25% of the demand for new owner occupied units at the time. Subsequent studies indicate that these trends have continued.

As illustrated in table 5-4, homes tend to be more expensive in Prescott than in nearby communities, and in the state as a whole. Since 1990, the median value of a house in Prescott has increased by about 72 percent, from $94,600 in 1990 to $162,700 by 2000. Based on US Census figures for 2000, the median housing value in Prescott is now 50% higher than median housing value in Prescott Valley, 20% higher than Chino Valley and 34% higher than the statewide median housing value.

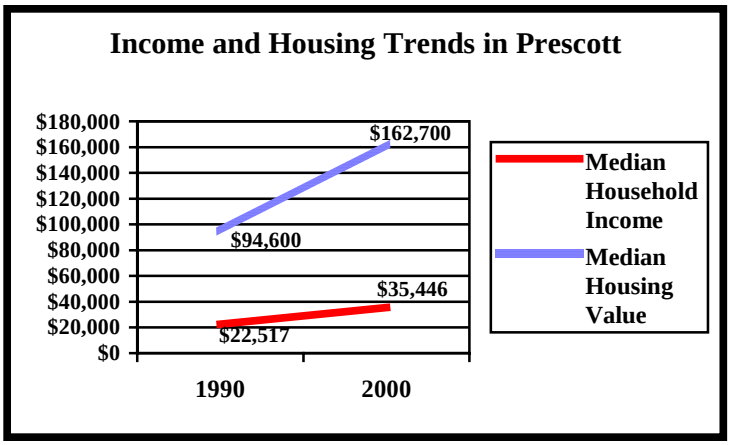
Figure 5-4 Median Housing Value for Tri-City Communities

Housing Value	1990	2000	% Change
Prescott	$94,600	$162,700	72%
Prescott Valley	$64,200	$108,100	68%
Chino Valley	$74,200	$135,500	82%
Statewide	$80,100	$121,300	51%



This growth in the median value of housing is well ahead of growth in both income and population. Since 1990, Prescott's total population growth has been a moderate 22%, while median household income rose by about 57% compared to the 72% increase in housing value noted above.

Figure 5-5 Median Income and Median Housing Values



5.2.3 Income and Affordability

The median household income for Prescott in 1990 was $22,517, with the largest single concentration (24%) of income in the $5,000 to $15,000 range. By 1995, the median household income had increased to $26,209, with the largest concentration of income (20 percent) still in the $5,000 to $15,000 range. The 2000 Census indicates that the median household income is now $35,446 with the largest concentration in the $35,000 to $50,000 range.

The recently released *2003 Arizona Affordable Housing Profile* included a methodology to quantify both the supply and demand for affordable housing within each Arizona community, including Prescott. Based on an assumption that "affordable" means a monthly rent or mortgage payment which is 28% of household income or less, the study correlated the number of Prescott households within each income range with the number of available housing units affordable to

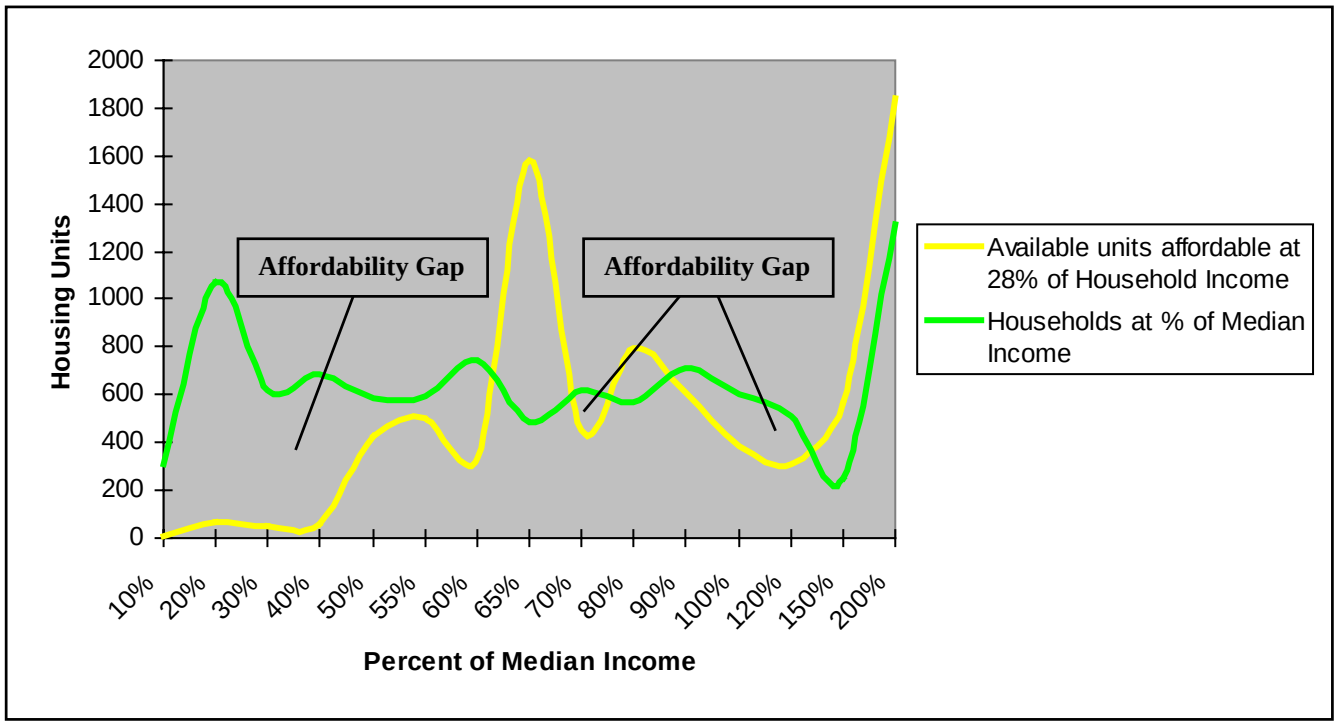
families within that income range. The calculations were done for household incomes from less than $5,000 to more than $75,000 annually, and included wages as well as other types of incomes (e.g. pensions, investment income). This analysis, illustrated in Figures 5-7 and 5-8, establishes the "affordability gap" which exists in the community, derived by subtracting the total number of households within an income group from the number of market dwelling units priced at that range. The difference identifies housing gaps, shown in parenthesis in Figure 5-6.

Figure 5-6 Pollack Affordability Study, Prescott

				Affordable Values/Rents				Non-seasonal, Private Market Units Available						
Percent of Median Houshold Income	Income Range Low	Income Range High	Number of Households	Home Value Minimum	Home Value Maximum	Monthly rent Minimum	Monthly rent Maximum	Single Family	TownHouse/ Condo	Multi-Family	Mobile Home	Total Market Units	Total Available Units	Gap
10%	$0	$4,999	311	$0	$13,000	$0	$120				30	30		(311)
20%	$5,000	$9,999	1,069	$13,000	$27,000	$120	$240	15			100	115	63	(1,006)
30%	$10,000	$12,499	623	$27,000	$34,000	$240	$300	15	2		75	92	51	(572)
40%	$12,500	$14,999	685	$34,000	$40,000	$300	$350		2		84	86	57	(628)
50%	$15,000	$17,499	587	$40,000	$47,000	$350	$410	30	6	263	160	459	429	(158)
	$17,500	$19,999	596	$47,000	$54,000	$410	$470	45	19	184	210	457	503	(93)
60%	$20,000	$22,499	744	$54,000	$60,000	$470	$530	45	4		187	236	331	(413)
	$22,500	$24,999	486	$60,000	$67,000	$530	$590	180	96	1,130	185	1,590	1,583	1,097
	$25,000	$27,499	623	$67,000	$74,000	$590	$650	120	21	118	196	455	448	(175)
80%	$27,500	$29,999	573	$74,000	$80,000	$650	$700	165	42	440	160	806	799	226
	$30,000	$32,499	708	$80,000	$87,000	$700	$760	270	15	184	150	619	612	(96)
100%	$32,500	$34,999	599	$87,000	$94,000	$760	$820	240	27	13	116	397	389	(210)
	$35,000	$37,499	570	$94,000	$101,000	$820	$880	90	54		98	242	233	(337)
	$37,500	$39,999	437	$101,000	$107,000	$880	$940	150	56	558	34	799	790	353
	$40,000	$42,499	510	$107,000	$111,000	$940	$970	225	59		32	316	307	(203)
	$42,500	$44,999	345	$111,000	$121,000	$970	$1,050	675	63		71	809	800	455
	$45,000	$47,499	283	$121,000	$127,000	$1,050	$1,110	375	33	236	32	677	668	385
	$47,500	$49,999	255	$127,000	$134,000	$1,110	$1,170	495	59		25	579	570	315
	$50,000	$54,999	680	$134,000	$148,000	$1,170	$1,290	1,020	25		43	1,089	1,080	400
	$55,000	$59,999	600	$148,000	$161,000	$1,290	$1,400	885	13		7	905	896	296
	$60,000	$74,999	1,310	$161,000	$201,000	$1,400	$1,750	1,801	33		16	1,850	1,841	531
	$75,000+		2,504	$201,000+		$1,750+		3,166	8		21	3,195	3,186	682
Total			15,098					10,009	638	3,126	2,031	15,804	15,634	

Arizona Affordable Housing Profile - Elliot D. Pollack & Company, 2002

Figure 5-7 The Affordability Gap in Prescott



The Pollack study indicates that the current shortfall in affordable housing affects a number of income ranges, including those at the median income level and above. Twenty one percent, or 1 in 5 Prescott households fall within an affordability gap. The largest deficit or gap in affordable

housing is for those households earning 60% or less of this area's median income. This lack of affordable housing for the lowest income households also affects the housing supply for moderate income families. Lower income households are forced to secure housing beyond their means (i.e. costing more than 28% of household income), creating a shortage of housing at higher price levels. This is simple supply and demand dynamics. The shortage of housing affordable for the lower income households reverberates through the housing stock available to moderate income households, compounding the problems for many working families. In addition, home buyers who are able to purchase homes in the higher valuation ranges may choose instead to buy lower valued homes. This further compresses the available housing stock affordable to those at or below median household income, including the elderly on fixed incomes.

The study also noted that there were more housing units valued at or above $110,000 (affordable to those earning more than $42,500) than Prescott households within that affordability range, creating an oversupply of units within several price ranges. The largest excess of housing units in Prescott appears to be homes valued at $160,000 or more, close to the City's median housing value of $162,700. This does not indicate empty houses, rather it indicates that households below the area median income are cost burdened, or paying more for housing than the ideal 28%, while some households in the higher income brackets may be paying less than 28% of household income for housing. This second dynamic effectively takes away housing affordable to lower income households. Addressing the affordability gap will mean challenging current trends including land and production costs, community perceptions about density, and market preferences.

Land prices and site improvement costs have generally been higher in Prescott than in surrounding communities, in part due to zoning trends. The orientation toward lower density development and larger lot subdivisions directly affects the proportionate land cost in pricing each new housing unit. This, along with differences in terrain, development standards, infrastructure requirements and impact fees also contribute to higher production costs in Prescott for all types of housing. Expected profit levels for new construction and real estate sales also play a part.

5.2.4 Effects of Zoning

Difficulty in rezoning to higher densities has sometimes discouraged more compact development such as higher density single-family subdivisions, clustered homes, manufactured homes or multi-family housing complexes. This is exacerbated by a diminishing supply of developable land currently zoned for mixed use, higher density, multi-family or manufactured home housing types often considered more affordable to moderate and lower income households. While the planned area development (PAD) provisions of the existing zoning codes have encouraged more production of townhouse, clustered and patio lot housing units, many more are needed.

Solutions to housing affordability invariably means adding more higher density housing choices to the mix. If Prescott is to address the housing needs outlined above, the community must take steps to promote higher density residential development along with the more common single-family neighborhoods.

In addition to community perceptions and these zoning issues, changes in development fees have also discouraged production of new multi-family residential development. A comprehensive schedule of impact fees applicable to each housing unit in a development was

adopted in 1994 and increased in 2001 to help cover the costs of new development on infrastructure. These increased costs, along with water and sewer buy in fees that are based on the number of fixtures, have raised the per unit development cost for new housing, including multi-family housing.

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 city needs high-end housing for affluent residents as well as housing affordable to working families and housing priced in between. Establishing a housing master plan to outline both housing needs and detailed action steps to address those needs would help establish and maintain an appropriate balance.

More new home construction is necessary, but there should also be incentives and help for people to get into housing which already exists. Therefore, this General Plan includes production strategies such as developer incentives to increase the supply of housing affordable to households at or below the median income, as well as individual assistance strategies to help middle and lower income families connect to the housing they need (e.g. education about financing options or favorable interest rates for targeted groups).

Just as important is the retention of our existing housing stock, much of which is on smaller lots in historic neighborhoods close to major streets, schools and shopping. This existing source provides more affordable housing opportunities and options for those wishing not to commute.

Creation of better paying jobs in the community, which in turn raises household income, permitting families to exercise a greater range of housing choice is another critical aspect of addressing housing needs, which is addressed in the Economic Development element. Various strategies to promote higher density development and more compact forms will also be needed. These strategies are also discussed in the Growth and Cost of Development element. Finally, the City will need to promote rehabilitation, restoration and preservation of existing housing stock to support a greater diversity of housing options (including price ranges), maintain the quality of that housing stock, and maximize existing infrastructure investment.

5.2.6 Neighborhoods Goals and Strategies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Strategy 4.2 Provide regulatory incentives, as appropriate, to reduce production costs and promote production of more housing affordable to families at or below the median income. Consider implementation of regulatory incentives such as:

- density bonuses
- greater flexibility in placement of quality manufactured housing
- reduction in parking requirements where appropriate
- increased allowable building footprint and/or decreased set back requirements
- reduced off site improvements, where appropriate

Strategy 4.3 Consider implementation of procedural incentives to stimulate production of more moderately priced housing such as:

- streamlined review and approval processing for developments which provide a minimum number of units affordable to buyers at or below the median income
- priority development review where possible.
- limits on number of area meetings or other development review processes
- expedited general plan amendment application reviews

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

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

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

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

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

Strategy 5.2 Using a variety of media, provide housing information (based on needs assessment and Housing Master Plan) to the general public addressing the types and quantities of housing available in the community. Include information to address public misperceptions regarding look and quality of housing affordable to moderate and low income families.

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

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

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

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

- in-fill development
- mixed use developments
- smaller lot size subdivisions
- multi-family development
- manufactured or modular housing

Strategy 6.2 Promote the development of multi-family and other compact residential development in suitably zoned districts through use of

Planned Area Developments, water allocations and other appropriate means.

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

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

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

5.3 HISTORIC NEIGHBORHOODS

Prescott's first neighborhoods are rich with historic resources: different architectural styles, archeological treasures, historic landscaping and structures significant to Prescott's heritage. In many cases these attributes constitute and define neighborhood character. Preservation of these resources with sensitivity to private property rights can play an important role in not only maintaining the character of a neighborhood, but also in placing affordable housing within reach of all Prescottonians. On the traditional small lots of the first plats designed in a grid pattern, infill and restoration of existing structures can provide medium to high-density residential opportunities close to work and services. As the town grew from the lower reaches along the creeks, to the pine-clad rocky outskirts, later subdivisions on the fringes of the original city core were also platted with small lots. These neighborhoods should be protected and in doing so they also can help to meet the housing needs of a balanced community.

Protection of property values, both for the owner (public and private) and for the community, is one reason to request historic preservation district designation from the city. This overlay zoning is treated the same as any other zoning. Requests must be made by 51% or more of the affected property owners and are voted by the City Council as a regular zoning change, in the form of an historic preservation overlay district.

5.3.1 Historic Neighborhoods Goals and Strategies

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

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

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

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

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

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

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

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

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

5.4 TRANSITION AREAS AND AREAS OF SPECIAL STUDY

As the community grows, land uses in some areas evolve to new uses and come under development or redevelopment pressures. These transitioning areas are often the locations where significant land-use conflicts occur. Some transitions are from one type of residential use to another, 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.

Unless thoughtful planning occurs which considers these new land-use trends, inadvertent negative consequences can result. For example, incremental development can overwhelm a city street if higher infill densities result in heavier traffic loads than the existing street can support. Likewise too many curb cuts, or inadequate stacking distances can add to traffic management problems and impede connectivity as well as emergency access. Without plans for a transition area's land use and circulation needs, opportunities to shape the community to advance community goals can be lost.

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

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

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

- Highway 69 corridor
- Prescott Lakes Parkway
- Highway 89 corridor from the 69/89 intersection to the 89/Willow Lake Road intersection, primarily on the northwest side of the highway
- Highway 89A corridor
- Willow Creek Road corridor
- Embry-Riddle Aeronautical University property on Willow Creek Road
- Airport business park and industrial area
- The Ponderosa Plaza area (Village at the Boulders)

Strategies for realizing economic development opportunities are further outlined in the Economic Development Element of this General Plan.

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

5.4.1 Transition and Special Study Areas Goals and Strategies

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

5.5 DOWNTOWN

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

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

Downtown accounts for more than 25% of the City's sales tax base. It remains the major visitor attraction for Prescott supporting vibrant commercial and residential areas, arts and entertainment venues, hotels, restaurants, coffee shops, bookstores and museums, among other tourist and retail uses. The downtown supports an important historic residential area as well as continuing uses for City and County government and the court system.

Recognizing that the downtown is so important to Prescott, this area is included as a separate section of the Land-Use element. The vision for Downtown is the preservation of its physical,

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

5.5.1 Downtown Land Use Goals and Strategies

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

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

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

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

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

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

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

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

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

Goal 3. Preserve and enhance historic downtown assets.

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

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

Strategy 3.3 Review and update the Downtown Specific Area Action Plan, the Prescott Historic Preservation Master Plan and the Courthouse

Plaza Historic Preservation District regularly to maintain their usefulness and relevance.

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

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

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

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

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

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

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

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

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

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

5.6 BUSINESS, COMMERCIAL AND INDUSTRIAL LAND USES

Business, Commercial and Industrial development opportunities in the city mean better jobs and higher wages for city residents. As noted earlier in this plan, the community has been particularly challenged to establish areas suitable for more intense commercial or industrial uses.

Figure 5-8 Commercial and Industrial and uses as percentage of city land mass

Year	Land Mass	Residential	Commercial	Industrial	Public Use	Open Space	Vacant
1990	32 sq. mi.	40 %	4 %	2 %	4 %	3 %	47 %
1997	35.6 sq. mi.	44.2 %	4.8 %	2.1 %	4.5 %	6.7 %	37.5 %
2002	38.4 sq. mi.	45 %	4 %	1 %	4.5 %	15.5 %	30 %

Currently, the largest areas set aside for industrial uses are at the airport and in the Sundog Ranch/Industrial Way area. These sites provide approximately 400 acres of industrial space. Smaller industrial areas are located in Sandretto Hills and along Sixth Street downtown. Additional commercial and industrial areas will be created through the anticipated annexation of the large area east of the airport. While Prescott strives to create balanced income producing and housing opportunities, ensuring that future site development is carefully done and that negative impacts are mitigated is a high priority. It continues to be vitally important to expand opportunities for commercial, industrial and business uses in order to attract higher paying jobs and keep Prescott competitive in the regional marketplace.

The Prescott Airport serves the entire region, but is supported and managed by the City of Prescott. Under this and previous general plans, the land at and near the airport is designated for manufacturing and industrial uses as well as other intense commercial operations. Therefore, airport land-use protection questions must be addressed to assure the continued economic vitality of the airport. The town limits of Chino Valley and Prescott Valley have recently moved closer to the airport. Subdivisions, both within the City and in unincorporated areas, are already being planned or built near the airport. These issues raise the need for regional cooperation to address airport land use, airport noise and other concerns, and to ensure that further residential infringement on the airport does not occur. The Prescott Municipal Airport's regional significance and future needs are also discussed in the Circulation, and Economic Development elements of this General Plan.

5.6.1 Business, Commercial and Industrial Land Use Goals and Strategies

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

- **Strategy 1.1** Designate additional commercial and industrial use areas within Prescott in undeveloped areas suitable for such development.
- **Strategy 1.2** Continue to proactively annex land appropriate for commercial and industrial development.
- **Strategy 1.3** Maintain policies to utilize both incentives and flexible development standards to encourage expansion and retention of targeted business and industry and to establish, relocate or expand major commercial and industrial employers.
- **Strategy 1.4** Support a balanced variety of commercial centers in Prescott, both existing and new, including some sites small enough to be affordable to smaller local firms and Village Center concepts to encourage a mix of residential and light business uses.

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

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

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

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

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

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

Strategy 3.3 Ensure adequate buffers and screening for adjacent existing neighborhoods when siting commercial uses, especially major commercial centers.

Strategy 3.4 Allow flexible screening and buffering options that adequately mitigate noise, light or other negative impacts, where appropriate.

Goal 4. Increase available sites with appropriate commercial land uses and zoning.

Strategy 4.1 Expend public funds for locating businesses consistent with the city's adopted Economic Development Incentive Policy.

Strategy 4.2 Actively participate in business recruitment through expansion of infrastructure systems to serve commercial areas.

Strategy 4.3 Annually review targeted business types and the effectiveness of incentive and recruitment activities.

Strategy 4.4 Establish and maintain public/private partnerships to promote business activities within the city.

Strategy 4.5 Establish partnerships with businesses in selected areas to cooperate in business development in a manner similar to the Prescott Downtown Partnership.

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

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

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

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

5.8 THE LAND USE MAP

5.8.1 Explanation of Land Use Designations

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

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

Government/Institutional

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

Recreation/Open Space

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

Agricultural/Ranching

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

Commercial/Recreation

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

Mixed-Use

Mixed-Use areas are generally located at an existing or anticipated circulation nexus and/or placed between higher intensity uses and adjoining residential land uses. The Mixed-Use designation is intended to be compatible with the surrounding area while providing a mix of commercial, employment, public and residential uses. It is anticipated that these areas will support neighborhood oriented commercial uses and may include master-planned and

developed mixed communities intended to replicate the traditional downtown mixture of commercial and residential uses of all density categories. Residential uses are permitted, but subject to density and buffering standards set out by the overlying zoning districts.

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

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

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

Very Low Density Residential (<1 DU/AC)
The Very Low Density Residential category is intended for large-lot single-family housing in a rural setting. Development in these areas will consist mainly of detached single-family homes on 2-acre minimum sized lots or larger. The basic character of development is rural, with most natural features of the land retained. Typically, keeping of horses or other livestock is permitted, possibly in association with pre-existing and ongoing farming or ranching. Public services demands are not as great as in higher density, more urban development. No commercial or industrial development is anticipated.

Low-Medium Density Residential (1-7 DU/AC)
The Low-Medium Density Residential category is intended for predominantly single-family detached residential development. Residential densities of up to seven dwelling units per acre are typical of this category. In general these areas are quiet residential single-family neighborhoods but in some areas a mix of single-family, duplexes and townhouses would also be appropriate. This designation may also include such supporting land uses as neighborhood shops and services, parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required. The Low-Medium Density Residential category would also allow residential development as described for the Very Low Density Residential category.

Medium-High Density Residential (8-32 DU/AC)
The Medium-High Density Residential category may include duplexes, manufactured and modular homes, apartments, town homes, and other forms of attached or detached housing on smaller lots. The density range for this category is 8 to 32 dwelling units per acre. This category may also include such supporting land uses as neighborhood shops and services, parks and

recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required. The Medium-High Density Residential category would also allow residential development as described for the Low-Medium Density and Very Low Density Residential categories.

6.0 GROWTH AND COST OF DEVELOPMENT

This chapter includes two mandated elements: growth management and cost of development along with a discussion of the city services and infrastructure necessary to support and effectively manage growth.

The Growth Management section will address goals and strategies designed to provide for planned growth with timely construction of necessary infrastructure and to promote more efficient multi-modal transportation design.

The Cost of Development section will identify goals and strategies the City will use to require new development to pay a fair share toward the cost of additional public services needs generated by that development. This part will also include a section identifying the various funding mechanisms allowed by law to achieve this purpose.

The ability to sustain municipal facilities and services is greatly affected by both the rate of growth and the balance of growth between residential and non-residential uses. It is necessary to establish and maintain a secure local revenue base sufficient to support the provision of essential city services. This requires that commercial and industrial zoning be provided along with a wide variety of residential and open space zoning.

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.

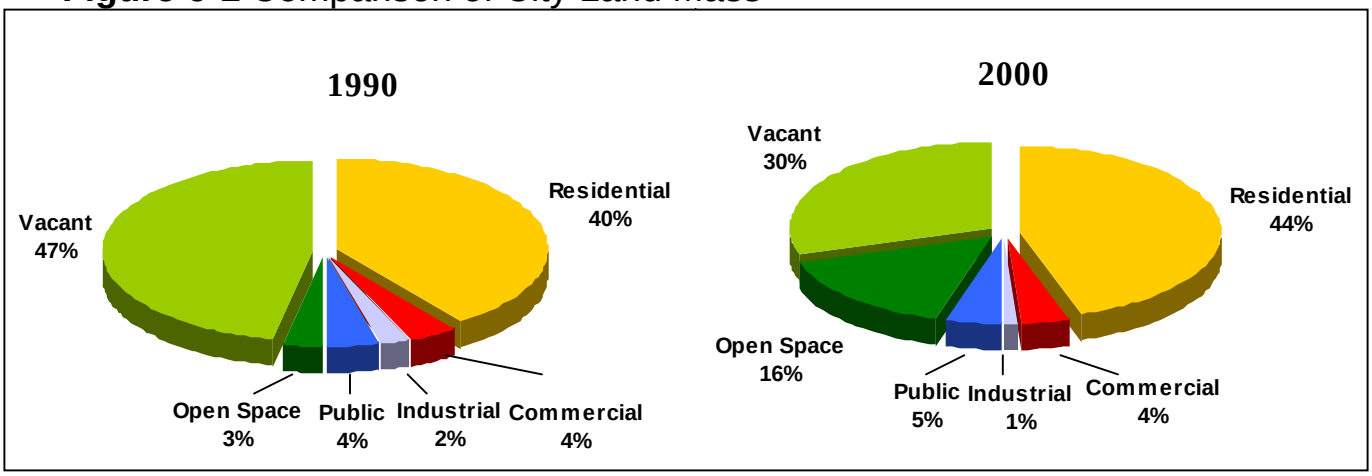
6.1 EXISTING CONDITIONS & SPECIAL CHALLENGES

6.1.1 Land use mix and trends

A variety of land uses exist within the City of Prescott. Community growth based on permit activity in 2001 indicated that 71% of new growth was residential development, mostly single-family. New multi-family housing has not kept pace with the rate of Single-family development. Most of this newer development has occurred at or beyond the existing extent of development with little in-fill occurring. If Prescott is to address the housing affordability issues outlined in the Land Use, Economic Development, and Community Quality Elements of this General Plan, the community must take steps to make water allocation and zoning available for higher density residential development.

Development at the urban edge in preference to infill development is a less efficient use of land which hastens the loss of open space and places greater demands on water, sewer and road infrastructure (more lines, longer lines and more lane miles of roads are more expensive to build, operate and maintain than in denser development). The lower density, coupled with development at the urban edge, also increases the community's dependence on the private automobile as a means of transportation and adds to traffic demand on the road network. Transit options, such as bus services, are efficient only where population density exists in more compact clusters. The suburban development pattern also tends to isolate neighborhoods from service centers and is the antithesis of the pedestrian friendly historic atmosphere which attracts new residents and which is used to describe the character of Prescott.

Figure 6-1 Comparison of City Land Mass



6.1.2 Development Standards and Zoning

During 2003 the City revised and adopted the 2003 Land Development Code. Building upon knowledge of earlier zoning codes' strengths and weaknesses, the new code incorporates a new format and includes stronger provisions for mitigating impacts of development as well as modernizing zoning classifications and development standards.

6.1.3 Transition Areas and Areas of Special Study

In older parts of Prescott lower density residential is transitioning to higher densities. Likewise residential uses are transitioning to non-residential uses especially in areas experiencing higher traffic volumes. Planning for continued beneficial use of historic properties in these areas is essential to the protection of such resources. The connection to zoning principles and broad community planning for growing smarter from a cultural resource view point has long been a major premise for Prescott.

Growth management regulations, which include cultural resource management as well as natural resources management, the development of historic districts and neighborhood conservation are established practices nationwide. The continued use and re-use of structures in different use categories such as residential converting to commercial, capitalizes on the investment of the past and saves costs of demolition and reconstruction as well as maintaining the historic character and the use of existing infrastructure. In all cases, community expectation is that new development should be sensitive and compatible with existing development. Potential impacts of dissimilar land uses should be mitigated in accordance with the 2003 Land Development Code.

6.1.4 Proposed Annexation Areas

As of early 2003, the City was pursuing annexation of approximately 11,000 acres of land to the east of the airport, and is engaged in discussions with landowners over potential uses for that land. Residential as well as commercial and industrial development is anticipated. Planning for development within these areas will implement community values such as balance, sustainability, conservation of natural resources and preservation of community character under the strategy now being pursued by the City. This new land will also relieve development and land use pressures in other areas of the community.

6.1.5 Wildland/Urban Interface

Prescott is nestled in the foothills to the north of the Bradshaw Mountains, and is surrounded on three sides by the Prescott National Forest. Given the proximity of wildland, Prescott has an increased potential for wildfire incidence, for wildlife conflicts as well as an increased responsibility for environmental sensitivity. The City adopted a Wildland/Urban Interface Code in 2002 to address these issues and mitigate the fire danger presented by development in close proximity to forested areas.

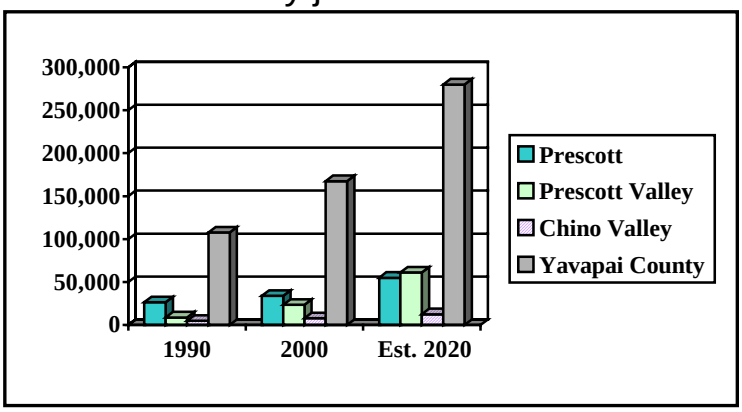
6.1.6 Water Constraints and Other Regional Issues related to sustainability

Prescott and the neighboring communities of Chino Valley, Prescott Valley, the Yavapai-Prescott Indian Tribe and adjoining areas of Yavapai County are economically and socially interdependent. The development strategies individually pursued by each of the jurisdictions create issues which cross jurisdictional boundaries and which have positive and negative effects for the area as a whole.

Prescott has planned for water supplies into the future and has amassed a portfolio of resources to meet current and projected water demands of the community. Growth goals for each of the other local communities have been very different. New development requires water and under Arizona law, must demonstrate at least a 100-year supply.

Since the water policies pursued by an individual jurisdiction affect the other jurisdictions, it is imperative that a regional approach to achieving safe yield be crafted, and that all jurisdictions cooperate on water management policies to secure sufficient water supplies into the future for the entire region. The Water Resources Element contains more information on regional coordination.

Figure 6-2 Population Growth by jurisdiction



Prescott is also affected by the growth dynamics of neighboring areas. The region presents a very different picture from that experienced by Prescott. In the ten years between 1990 and 2000, Prescott's population has grown a total of 22%. During the same time period, Prescott Valley and Chino Valley have grown by factors of 62% and 38% respectively. The 1995 population of the area between Cordes Junction and Paulden was about 77,200, of which 40% resided within the City of Prescott. By the 2000 census, the region's population was more than 160,000, with approximately 21% residing in Prescott. This growth has created and will continue to create long-term traffic management and infrastructure challenges as residents commute across the region for work, housing, services and recreation.

6.2 GROWTH

The water allocation process and the 2003 Land Development Code are the major tools for guiding and managing growth in Prescott. The 2003 Land Development Code classifies the City into zoning districts and has the following purposes:

- regulating and restricting the location and use of buildings, structures, recreation, trade, industry, residences and other uses
- regulating the intensity of uses and structures through density, dimensional and open space standards
- providing adequate privacy, light, and air, and otherwise mitigating adverse impacts associated with development occurring in the City of Prescott.
- ensuring protection from fire, flood, and other dangers,
- promoting natural resource conservation and historic preservation,
- managing growth within the City of Prescott in areas where adequate sewage and water facilities, roads, and schools now exist or can be provided, and limiting development in areas where these facilities are not adequate.
- protecting designated corridors, surrounding areas, and scenic quality by establishing overlay zoning districts and by establishing regulations related to the maintenance of quality aesthetic, safe and functional access, and environmental standards

Listed below are areas subject to development or re-development pressures as well as areas targeted for commercial development.

Areas targeted by the City for new commercial and industrial development:

- Highway 69 Corridor (portions within Prescott)
- Prescott Lakes Parkway (69/89 connector)
- Highway 89 corridor, especially from 69 north to Willow Lake Road (portions within Prescott)
- Embry Riddle Aeronautical University
- Airport Industrial area
- Willow Creek Road Corridor

Proactive land-use planning for these areas is essential for mitigating potential adverse impacts on circulation or access, for ensuring adequate buffering to adjacent land uses and for future infrastructure needs.

Large tracts of undeveloped land coming under development pressures include:

- the Prescott East area
- the Willow Lake South area
- the Airport area
- the proposed annexation north and east of the Airport
- lands outside the city along Williamson Valley Road
- other ranch lands proposed for annexation

Older commercial/public use areas coming under redevelopment pressures:

- Ponderosa Plaza (Village at the Boulders)
- West Gurley shopping center
- former County Fairgrounds property
- Grove/Miller Valley corridor and Prescott College area

- the Willow Creek Corridor
- the Sundog Road industrial area
- areas of the downtown including parcels at Sheldon and Montezuma, sections of North Granite and South Montezuma, as well as certain properties on Marina Street.

Residential areas transitioning to higher density residential and/or non-residential uses:

- the Gail Gardner corridor
- the Miller Valley/Fair Street area
- the Dexter Neighborhood
- Downtown residential areas
- northern parts of the Willow Creek corridor
- the Whipple-Montezuma corridor

Within the 2003 Land Development Code are several zoning districts well suited to transitioning areas. Residential Office, Neighborhood Oriented Business, and Mixed-Use District are districts which may accommodate less intense commercial uses as an area transitions from residential to commercial. Other districts suited for creation and conservation of parks and open space include Natural Open Space, Recreational Space and Specially Planned Community District.

Planning concepts inaugurated with the 1997 general plan have proven particularly useful in planning for transition areas: the specific area plan and the neighborhood plan. Specific area plans have been undertaken for large tracts of undeveloped land (e.g. Prescott East Area Plan); for areas transitioning to new uses (e.g. Willow Creek Corridor Study) and for areas with unique circumstances or concerns (e.g. Airport Specific Area Plan). These plans, completed with the assistance of citizens and stakeholders affected by the changes, provide greater detail on the land uses, circulation patterns, and development standards recommended for each area. In addition the plans lay out mitigation strategies and identify special circumstances (e.g. avigation easements) which must be addressed as development occurs. A specific area plan, once adopted, becomes the blueprint for development of the targeted area. Developments, rezoning and other land use changes are required to conform to the area plan.

Neighborhood plans offer existing residents an opportunity to influence the pattern of development/re-development occurring in their areas. These plans often go beyond a discussion of land use or density questions, but also deal with issues affecting the character and quality of life in the neighborhood. For example, important issues addressed in the Dexter Neighborhood Plan were pedestrian access, trash cleanup and crime control. These plans offer guidance for development of adjacent areas as well. Neighborhood plans are adopted policies of the City Council and development, rezoning and other land use changes are required to conform to the neighborhood plan.

The city also engages additional planning processes to respond to unique land use circumstances (e.g. overlay district plans), address special concerns or focus on issues which overarch geographic areas or multiple zoning districts. Examples include the Historic Preservation Master Plan, the Open Space Plan, trails plans, the Bicycle and Pedestrian Plan and Commercial Corridor Overlays. New development must conform to the provisions of these plans, districts and overlays where they apply.

6.2.1 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 all income levels, and to protect environmentally sensitive areas.

Strategy 1.1 Promote lower cost housing options as outlined in the Land Use, Economic Development and Community Quality elements of this Plan.

Strategy 1.2 Conserve critical areas of open space throughout the community

Strategy 1.3 Implement the provisions of the adopted Open Space and Trails plans.

Strategy 1.4 Periodically review and revise these plans as indicated.

Strategy 1.5 Continue acquisition of targeted open space parcels according to the citizen approved open space tax initiative and plan for stewardship of all city owned and controlled open space.

Strategy 1.6 Secure targeted open space parcels through any of the following methods: fee simple purchases, private land trusts, conservation easements, purchase of development rights, density transfers (PAD), development agreements and donations of land.

Strategy 1.7 In cooperation with property owners, preserve and connect green belts, riparian areas and wildlife corridors when feasible through processes such as fee simple purchases, donations, density transfers, development agreements, and easements.

Goal 2. Pursue strategies to preserve and enhance the unique historic and pedestrian character of downtown and which also support the establishment of appropriate village centers in large tracts of land being newly developed.

Strategy 2.1 Continue implementation of the Downtown Master Plan.

Strategy 2.2 Implement a downtown business zoning district as provided by the 2003 Land Development Code.

Strategy 2.3 Further refine the village center concept proposed in the ASAP, PEAP and WLSAP area plans.

Strategy 2.4 Implement the village center concept at appropriate locations when large tracts of land (especially those lying within PEAP, WLSAP and ASAP) are being developed and/or annexed.

Strategy 2.5 Promote higher density, mixed uses, multi-modal connectivity and pedestrian amenities in these locations.

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

Strategy 3.1 Produce 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 when changing conditions and opportunities make it appropriate.

Strategy 3.2 Create Specific area plans to address at a minimum the following items: desired land uses for the area; identification of significant natural resources and open space areas with plans for conserving them; circulation elements needed in the area with an emphasis on connectivity and accommodation of multi-modal transportation options; plans to mitigate any anticipated negative impacts of development on adjacent neighborhoods.

Strategy 3.3 Use Residential Office, Neighborhood Oriented Business, Mixed Use and Special Planned Community districts as tools to effect quality re-development in transitioning areas.

Strategy 3.4 Cooperate with residents and businesses to produce neighborhood and/or specific area plans as appropriate to guide development in areas transitioning to new uses.

Goal 4. Promote compact development and higher density development where feasible and appropriate.

Strategy 4.1 Encourage infill development on parcels already served by infrastructure and water allocation.

Strategy 4.2 Give preference in water allocations to proposed development utilizing compact forms such as multi-family housing, clustered homes, smaller lot sizes, smaller unit sizes, shared driveways and clustered parking.

Strategy 4.3 Give preference in administrative processing and review for new developments which maximize efficient use of existing and planned infrastructure and encourage multi-modal transportation options.

Strategy 4.4 Encourage location and clustering of schools, government facilities, neighborhood shopping, retail and service facilities at designated urban nodes and village centers to reduce traffic impacts, support multi-modal transportation and encourage pedestrian friendly public spaces.

Goal 5. Promote effective management of negative growth impacts (loss of landscaping, site disturbance, erosion, construction on hilltops, ridgelines, loss of open space).

Strategy 5.1 Address the need for pedestrian, bicycle and transit facilities to reduce traffic impacts.

Strategy 5.2 Implement as appropriate the neighborhood protection provisions of the 2003 Land Development Code.

Strategy 5.3 Conduct neighborhood planning processes to address the growth impacts of development and re-development within or adjacent to existing neighborhoods.

Strategy 5.4 Implement the new site disturbance, grading and restoration standards from the 2003 Land Development Code.

Strategy 5.5 Implement the enhanced hillside development standards and ridgeline protection standards of the 2003 Land Development Code.

Goal 6. Promote safe and firewise development patterns.

Strategy 6.1 Require reduction of flammable vegetation and materials in and around structures.

Strategy 6.2 Implement the firewise provisions of the 2002 Wildland/Urban Interface Code.

6.3 COST OF DEVELOPMENT

There is a critical relationship between what the community wants to accomplish and the ways in which the achievement of those goals will be financed. The growth in demand for services was well documented in the City's 1994 Strategic Plan and identified therein as a critical challenge. There are few, if any, current services or projects which would be acceptable to reduce or eliminate. There are four primary revenue sources subject to community control: local sales tax rate, other transaction tax rates such as bed tax, primary and secondary property-tax rates and user fees.

The city charges users fees for enterprise funds and for other fee-based services. An important task for the City in the future is to continue to update and maintain fee systems to accurately represent costs of services.

Secondary property tax must be voter approved and may only be used for bonded debt on capital projects. As of 2003, the community had one such outstanding bond issue (used to fund the police station). Consistent with community and council policy to reduce debt, that secondary property tax is at a relatively low 41 cents per $100 assessed valuation because of periodic refinancing at lower rates.

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

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.

Primary property tax is not viable as a significant long-term revenue source for operating and maintenance funds due to state constitutional limitations. These restrictions limit annual primary property tax levy increases to 2 percent plus an allowance for new construction. Absent a voter approved state constitutional amendment, the community is not able to use primary property tax as a means to generate substantial additional funds or decrease reliance on sales taxes. Prescott has one of the lowest combined municipal primary property tax/fire district rates in Arizona, reflecting the current council and community view of seeking to reduce the total property tax burden.

It is also a fundamental principal that growth and development should pay for the impacts created by that growth. For growth to pay for itself, the City must maintain an effective impact fee system for residential development and an effective water and sewer buy-in system applicable to all development. Prescott initially implemented a comprehensive schedule of residential impact fees in 1994. The basis for these fees, i.e. costs to the city to service new residential development, should be reviewed periodically and the fees adjusted accordingly. The most recent review and revision of city impact fees prior to adoption of this plan was in March of 2002. Along with periodic adjustments to impact and buy-in fees, the planning and inspection costs to the city for monitoring residential and commercial building must be addressed and recovered in a fair and equitable manner. These were reviewed and revised starting late in 2001 and became effective in March 2002. Periodic review of costs to the city of new residential construction must continue.

Existing residential areas seeking annexation must bear the cost of bringing infrastructure (e.g. streets, water distribution system) up to City of Prescott standards. It is a basic premise of equity that the City should not have to bear the cost of bringing infrastructure up to standard for areas which initially developed without being required to adhere to city codes. The exception to

this policy would be cases where an overriding public benefit is involved, thereby justifying a city investment in infrastructure upgrades. These exceptions are dealt with by the City Council on a case by case basis.

6.3.1 Cost Allocation Mechanisms.

There are various mechanisms allowed by law to assess and equitably apportion the costs associated with growth and development.

Impact fees are used to cover the additional demand on public services or infrastructure caused by new development. State statutes provide for establishing or increasing impact fees. Prescott implemented impact fees in 1994 and revised them in March 2002. The current impact fees apply only to residential development as re-affirmed by the revisions that became effective in 2002. Impact fees are used for library services, parks, recreation, fire and police, traffic management, and public buildings.

In-lieu fees are mechanisms used with new development to allow them to pay for the additional public infrastructure which would otherwise be required to be constructed by the developer. For example, a development which cannot create a required public park must pay the parks development impact fee. Similarly, constructing a required amenity could relieve a developer from paying certain impact fees. *(Note: this is the only circumstance under which impact fees may be waived)*.

Buy-in fees are used to help recover the cost of increased capacity in a utility system from the new development as they come online and use that capacity. Prescott has buy-in fees for water and sewer which are based on the number of fixtures being installed in a new residence.

Off Site Improvements are assessments to cover cost of improvements to streets, sidewalks curb and gutter for infrastructure adjacent to (or accessed by) the new development.

Subdivision regulations include a per lot fee for street maintenance and repair of off project streets.

Bonding options for capital improvement projects:

> **Municipal Improvement District:** voted on by the property owners who will be assessed for the cost (most commonly paving or utility projects) of the capital improvement. Requires agreement by at least 51% of landowners to establish. The City usually issues bonds to fund the project. Bonds are then retired by assessments placed on property owners. Assessments can be based on different formulas, e.g. dollars per linear footage or square footage, per lot, or a combination of these factors.
>
> **Community Facilities District:** creates a private development funding mechanism for public infrastructure. Similar to a municipal improvement district in that bonds are issued by the city, based on the value of the privately developed public infrastructure. The bonds are based on the value of the capital improvement project and are retired by assessments on property owners. This mechanism is best suited for large capital projects, e.g. wastewater treatment plants, which will be dedicated to the City. The process can be administratively cumbersome especially where multiple owners are involved.

Reimbursement Districts: 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. Often used for water and sewer infrastructure (formula driven per City Code), but can be used to build streets as well.

Financial Assurances are pledged by private developments to insure that infrastructure costs are covered when the project is required to build public infrastructure (e.g. public streets) as part of a development. These funds are only tapped to complete the build out if the project defaults and are otherwise returned to the developer.

Development Agreements are a mechanism that allows the City to pay for certain costs, often infrastructure costs 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 a process which allow the city to designate specific geographic areas whereon public/private partnerships will be used for creation or improvement of 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 for public purposes may be of greater benefit to the City than financial assessments against the development under some circumstances.

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

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, special industry taxes, e.g. bed taxes, excise taxes, voter approved bonds, and Municipal Property Corporation bonds.

6.3.2 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 city standards unless public benefit is demonstrated and the City Council approves a departure from city standards.

Strategy 1.2 Review and update impact fees periodically.

Strategy 1.3 Periodically review and update development review fees.

Strategy 1.4 Continue to seek a balance between incentives and regulations.

Goal 2. Maximize the effectiveness of existing infrastructure facilities.

Strategy 2.1 Encourage infill development by giving incentives for compact forms.

Strategy 2.2 Require new development and developed areas proposed for annexation to connect to city water and sewer systems.

Strategy 2.3 Require new road and transportation networks to connect to the existing network.

6.4 SUSTAINABILITY OF GOVERNMENT SERVICES & INFRASTRUCTURE

Recognizing that new development impacts existing public services and facilities, and places additional demands on those services, the community expectation is that new development must bear the cost of those impacts. The city must periodically establish level of service standards which can then be used to quantify whether existing capacities will support new demands on public services and facilities.

A reasonable tax and fee structure to support the provision of essential city services is fundamental. It is essential however, to make every dollar in city revenues count, to do everything possible in terms of productivity, efficiency, cost reduction, cost avoidance, value added investments and partnering, while maintaining the lowest feasible tax and revenue structure.

Some essential city services operate as enterprise funds, including water, sewer and sanitation. User fees must pay the cost of providing the service and cover capital expansion costs. For example, an alternative water fee built into water rates has been used to expand the City's water portfolio.

Public safety (police & fire), recreation and government administration are the primary costs funded by general fund revenues.

6.4.1 Government Sustainability Goals and Strategies

Goal 1. Enterprise funds must remain self-sufficient.

Strategy 1.1 Maintain the self-sufficiency of the City's enterprise funds by regular review and update of applicable user fees.

Goal 2. Continue proactive planning for capital improvement needs.

Strategy 2.1 Re-evaluate capital improvement plans annually and project out five years.

Strategy 2.2 Continue an annual budget transfer to the Capital Improvement Fund.

Goal 3. Emphasize joint use of government facilities.

Strategy 3.1 Continue City/county joint projects such as Pioneer Park, jail facilities and the downtown-parking garage and seek new opportunities for such partnerships and intergovernmental agreements.

Strategy 3.2 Continue City/educational institutions joint projects such as Badger Field, Rough Rider Park and Ken Lindley field and seek new opportunities for such partnerships in facilities and services.

Strategy 3.3 Continue public/private partnerships such as Peppertree Park, YMCA, Family Advocacy Center, Youth Count, Central AZ Land Trust, The Open Space Alliance, and seek new opportunities for such partnerships.

Strategy 3.4 Continue the partnership between Central Yavapai Fire District (CYFD) & Prescott Fire Department (PFD) to remain functionally integrated, jointly using facilities & equipment, conducting centralized dispatching, and maintaining conjoint special purpose teams (e.g. hazardous materials unit).

Strategy 3.5 Continue multi-governmental projects such as joint police/fire training center, joint public safety dispatch center, the Prescott Area Narcotics Task Force, the Wildland/Urban Interface Commission and seek new opportunities for such partnerships.

6.5 REGIONAL COOPERATION RELATED TO SUSTAINABILITY

Promote regional cooperation in planning for growth and development across the region, especially related to circulation, traffic management, open space, annexation issues and water policy.

6.5.1 Regional Cooperation Goals and Strategies

Goal 1. Improve regional cooperation and coordination of planning for regional growth impacts.

Strategy 1.1 Pursue joint planning for regional circulation, mitigation of traffic impacts, as well as other projects of a regional nature.

Strategy 1.2 Participate in regional planning forums such as through the Central Yavapai Metropolitan Planning Organization, the Yavapai Water Committee and the Northern Arizona Council of Governments.

Goal 2. Apply compatible land uses within the airport influence area which permit continued development while protecting the operation of the airport.

Strategy 2.1 Encourage the implementation by adjoining jurisdictions of the land use plan adopted within the Airport Specific Area Plan.

Strategy 2.2 Discourage amendments to the Airport Specific Area Plan which permit new residential development within the one-mile approach and departure boundaries of the airport.

Goal 3. Reduce the potential for incompatible development where jurisdictional boundaries occur.

Strategy 3.1 Coordinate infrastructure standards, development regulations and fees with neighboring jurisdictions.

Strategy 3.2 Periodically review and update annexation policies, especially where coordination with nearby jurisdictions is conducted.

Goal 4. Continue to address water issues as region-wide concerns.

Strategy 4.1 Participate in the Yavapai County Water Advisory Committee, promote joint funding of studies, joint development of strategies for importation of water from outside the Prescott Active Management Area and creation of joint strategies for conservation of water resources.

Strategy 4.2 Promote wide spread public debate regarding local and regional strategies for the acquisition and possible importation of water to maintain needed water supplies and to reach safe-yield.

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 sets forth goals and strategies to ensure the efficient movement of people, goods and services within the community and throughout the immediate region. Good circulation within the community, good connectivity between neighborhoods, comprehensive multi-modal options, and effective management of traffic remain high priorities for the City. The subjects contained within this Element include:

- Transportation Modes
- Roadway Network
- Pedestrian and Bicycle Circulation
- Transit
- Airport
- Traffic Management and Traffic Safety
- Transportation System Management, and
- Transportation Planning.

The 1998 Central Yavapai Regional Transportation study and other transportation studies have demonstrated that new and widened roads alone cannot adequately address long term transportation needs and traffic management issues. Prescott seeks to effectively manage traffic and accommodate circulation needs, but do so in a manner consistent with community character and historic values. This means incorporating bikeways, transit, carpooling, pedestrian amenities, traffic safe-neighborhoods and schools into a well functioning, integrated transportation network to move people, goods and services conveniently and efficiently while minimizing multi-lane highways, high speeds and bumper to bumper traffic.

Land-use decisions which complement the circulation system can be of significant importance in accomplishing these goals. If employment and service centers are encouraged to locate conveniently close to residential areas, new roadway demands and traffic congestion may be decreased. Likewise, higher density, more compact development (both residential and commercial) can support more efficient alternative transportation options including transit, bikeways and pedestrian amenities thus extending the longevity of existing infrastructure, while expanding transportation choices.

A well-planned regional road network in combination with air transportation services and other alternative modes can provide improved mobility opportunities for all area residents, both within the city and throughout the region. Therefore, Prescott intends to pursue a comprehensive, integrated, multi-modal approach to transportation planning. This will include planning regional and local road networks in coordination with neighboring jurisdictions; integrating land-use, transportation and capital improvement planning; incorporating neighborhood traffic solutions; and renewing the community's commitment to alternative transportation.

Interconnectivity of streets, neighborhoods and alternative transportation options are vital to a well functioning community. Enhanced alternative routes for public safety vehicles, shortened travel times for motorists, and reduced congestion at intersections during peak hours are among the benefits. Traffic management is important and needs to occur within a context of good

overall interconnectivity and traffic dispersion. Balancing the overall circulation needs of the community with impacts on neighborhoods is the ultimate aim of traffic management.

Some key components of effectively managing traffic include creation of new roads providing alternate routes as well as integrating access management, traffic calming approaches and other circulation features into roadway designs. Similarly, pedestrian amenities, bikeways, high occupancy lanes and preferred parking for transit vehicles and carpools provide incentives to reduce the number of vehicles on the roads and increase the number of passengers per vehicle which in turn reduces traffic demands. With neighborhood cooperation, many of these features can be retrofitted into existing local or residential street systems and have been shown to be effective in reduction of speed and cut-through traffic.

The automobile mode of travel is likely to remain the primary transportation choice in Prescott through the horizon of this plan. Prescott's citizens may choose modes other than driving if the alternatives are perceived to be safe, efficient and affordable. A part of the population cannot even choose the automobile as a mode due to age, ability, or costs. This group includes young, elderly, handicapped, and/or low-income residents. Some who currently choose the automobile mode may, if provided a desirable choice, choose to walk or bicycle to some of their destinations.

Progress has been made toward creating or strengthening other transportation modes and improving the safety needs of neighborhoods. Bicycle routes and lanes have been added, and sidewalks have been extended. A citywide Bicycle and Pedestrian Plan was adopted in 2003. Some Neighborhood Plans have stressed traffic calming to assure safer use of neighborhood streets while maintaining needed connectivity with other neighborhoods. Prescott's Downtown was enhanced by the addition of traffic calming planters in key areas which also improve the aesthetics of the streetscape and encourage pedestrian use.

7.2 TRANSPORTATION MODES AND LIMITS

Each form of transportation has limits and advantages. They all require an expenditure of time, taxpayer money, and certain physical abilities.

Walking is the most commonly used form of non-motorized transportation. Each vehicular trip begins and ends with one or more pedestrian trips. Research indicates that the average person will walk for a period of 5-10 minutes to reach shopping or other destinations, excluding recreational trips. The downtown Prescott area is well suited to this distance parameter. Walking to and from school or to parks and other recreational sites is limited within some areas of Prescott due to the lack of a satisfactory sidewalk network. Prescott residents choice to maintain neighborhood schools wherever possible mitigates this to some degree where sidewalks exist.

Bicycles are the second most common means of non-motorized travel. Bicycling enables a larger range and greater access to some locations and services than pedestrian transportation. Prescott has made an effort to accommodate and encourage bicycle trips by a combination of wider pavement, striped bike facilities on some arterial streets and signed bike routes on other streets.

Auto travel allows for longer trips in all types of topography and weather conditions. While it is also the most expensive means of travel for both private and public parties, the public has traditionally accepted these costs. However, not all Prescott citizens have access to an automobile. This group does not have access to a viable public transit system in Prescott. Data

specific to Prescott must be collected to accurately identify actual and preferred modes of travel and incorporate these preferences in transportation planning.

7.3 TRAFFIC IMPACTS, TRAFFIC SAFETY AND TRAFFIC MANANAGEMENT ISSUES

The 1995 Regional Transportation Study established that growth within Prescott and throughout the region would create enormous long term traffic management problems. This study, updated approximately every three years, is serving as the blueprint for long term regional transportation planning and improvements.

Each update of the study has included projections of traffic counts for high use intersections and major arterials. The 1998 update assumed a regional population growth from approximately 81,000 in 1998 to 220,000 by the year 2018. Examples of traffic projections along major arterials include:

Projected cars per day at major intersections: (listed in thousands)	Actual as of 1998	2018 projections without additional roadway improvements	2018 projections with implementation of road network recommendations
Highway 69 east of Highway 89 intersection	40.0	111.1	55.5
Willow Creek Road, north of Four Points intersection	20.9	40.6	25.0
Williamson Valley north of Iron Springs	9.3	40.8	27.4

The original study called for a phased approach to regional transportation planning and improvements. The majority of the first phase of regional improvements have been achieved including Pioneer Parkway, Airport Connector, Glassford Hill and the widening of Willow Creek Road and Iron springs Road. Later phases will include extension of Fain Road (already under construction), improvements to the 69/89 intersection, connecting Rosser between Prescott Heights and Cliff Rose, and widening of Copper Basin Road. The 1998 update also recommended consideration of additional new regional transportation corridors including a Prescott East Loop connecting 69 and 89 north of Yavapai Hills, a third 69/89 connector across the Yavapai-Prescott Indian Reservation, and a proposed Tri-city Parkway.

In addition to recommending new transportation corridors and road enhancements to address traffic management, the study recommended significant alternative transportation components (transit, carpooling, bikeways, trails, etc.) and forecast that investments in these alternatives could significantly reduce the projected traffic counts. The subsequent study updates continue to support these alternative transportation recommendations. A 2003 update to the study was underway as this General Plan was being written.

7.4 TRANSPORTATION PLANNING

On a voluntary basis, the multiple jurisdictions in the region, City of Prescott, Yavapai County, Chino Valley, Prescott Valley and the Yavapai-Prescott Tribe, along with the Arizona Department of Transportation have successfully cooperated on regional transportation planning for nearly two decades. With the 2000 census the combined population of Prescott and Prescott Valley reached 50,000, a population threshold which triggers the establishment of a metropolitan planning organization to coordinate regional transportation planning and administer

federal/state transportation funding. The jurisdictions are currently in the process of creating this new organization (the Central Yavapai Metropolitan Planning Organization) which will be the designated regional transportation planning entity in the future and will provide a regional forum to conduct studies, coordinate transportation planning, secure state and federal transportation funds, and prioritize transportation projects funded.

Transportation planning within the City is integrated into the City's budget and capital improvement planning as well as being coordinated with land use planning and development review. Planning for transportation needs is also a required component in specific area plans. At the neighborhood level, the neighborhood planning and services program works to incorporate traffic calming approaches in new development and facilitate help for existing neighborhoods in addressing their traffic problems. Neighborhood services can, for example, work with public works staff to explore recommended traffic calming approaches and with police to emphasize traffic enforcement, as may be necessary to enhance neighborhood safety. The City is assisted in the implementation of these various plans and services by two citizen advisory groups, the Public Safety Advisory Committee and the Transportation Coordinating Committee. Retrofit of existing roadways with improvements is another important part of transportation planning which requires careful consideration of the potential impacts on the surrounding neighborhoods.

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

7.5.1 Roadway Network

The existing network for Prescott relies on the arterial, collector and local roadways.

The City of Prescott Street Classification Map is shown on Map 6-1. The streets are classified into five functional categories:

- **Major Arterials -** facilitate relatively long trip lengths at moderate to high operating speeds with somewhat limited access to adjacent properties. Major arterials generally serve major centers of activity in urban areas and have the highest traffic volume corridors. These streets are often major gateways to the community. *Examples include State Roads 69 and 89.*
- **Minor Arterials -** provide somewhat shorter trip lengths than major arterials, generally interconnect with and augment major arterial routes at moderate operating speeds, and allow somewhat greater access to adjacent properties than major arterials. *Examples include Montezuma and Willow Creek Road.*
- **Major Collectors -** collect and distribute significant amounts of traffic between arterials, minor collectors, and local roads, at moderate to low operating speeds. Major collectors provide for more accessibility to adjacent properties than arterials. *Examples include Gail Gardner Way and Rosser Street.*
- **Minor Collectors -** collect and distribute moderate amounts of traffic between arterials, major collectors and local streets at relatively low operating speeds with greater accessibility than major collectors. *Examples include Haisley Road and Bradshaw Drive.*
- **Local Streets -** generally provide direct access to abutting properties. Local streets possess relatively low traffic volumes, operating speeds, trip lengths, and minimal through traffic movements. *Examples include Ruth Street and Boardwalk Avenue.*

There are only a few arterials which provide access for trips into and out of Prescott proper destined for Prescott Valley, Chino Valley and other points beyond the city limits. They include State Routes 89, 69 and 89A, Williamson Valley Road, Iron Springs Road and Willow Creek Road. Significant amounts of traffic on Williamson Valley Road/Iron Springs Road, Willow Creek Road and Sheldon/Gurley Street are due to these external trip generators. Land use decisions by Yavapai County, Prescott Valley, and Chino Valley impact the arterials within Prescott.

7.5.1.1 Arterials Goals and Strategies

Arterials: *principally for longer distance travel between two points with direct access to property a subordinate function. Capacity constraints usually occur at signalized intersections. Therefore, in order to maximize the duration of a satisfactory operating level of service for a corridor without requiring additional lanes between signalized intersections traffic management has to concentrate on these intersections.*

Goal 1. Establish and maintain a system of arterial streets which, when functioning properly, provide a satisfactory level of service during the morning and evening peak hours, support alternative transportation (walking and bicycling), and are compatible with land use, grading, slope stabilization, drainage and environmental goals including aesthetics.

Strategy 1.1 Coordinate with ADOT and regional counterparts to complete the update of the Central Yavapai County Regional Transportation Study to guide future planning of the Central Yavapai Metropolitan Planning Organization.

Strategy 1.2 Implement goals and strategies adopted in the City of Prescott Transportation Plan.

Strategy 1.3 Support the planned improvement of arterial streets through the City's five-year Capital Improvement Program (CIP).

Strategy 1.4 Apply every method available to extend the life of roadway networks through the use of innovative design practices, efficient signal timing and attention to changes in levels of service.

Strategy 1.5 Plan for a balance of pedestrian, bicycle and transit vehicle movements when expanding intersections to include additional turning and through lanes.

Strategy 1.6 Provide sidewalks and bicycle lanes in accordance with adopted Bicycle and Pedestrian Master plan.

Strategy 1.7 Provide handicap ramps at all intersections with a curb face.

Strategy 1.8 Limit parking on arterial and collector streets where appropriate for safety and access management.

Strategy 1.9 Enhance the aesthetics within street corridors.

Strategy 1.10 Promote interconnectivity of transportation networks to improve circulation efficiency, disperse traffic and reduce impacts on individual streets.

7.5.1.2 Collectors Goals and Strategies

Collectors: *are generally divided in purpose to move persons from place to place and to access fronting property. Commercial collector streets facilitate travel between high traffic generators. Access locations are often controlled or shared.*

Goal 1. 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 Locate the intersections of collector streets with arterial streets at one-half or one-quarter mile points where feasible to facilitate safe stacking distances and traffic movement on arterials.

Strategy 1.2 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 1.3 Limit direct access to collectors for new residential lots.

Strategy 1.4 Design residential collectors to facilitate efficient circulation within the neighborhood while discouraging through or speeding traffic, especially from arterial to arterial.

Strategy 1.5 Design collector streets and adjacent sidewalks to facilitate use by low-speed vehicles, bicycles and pedestrians, to include soft trails as shown in adopted plans.

Strategy 1.6 Require traffic mitigation plans for proposed development and/or connection of new streets, to include the involvement of those persons both residing on and using the street.

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 adjacent dwelling lots will have at least one entrance onto the local street.*

Goal 1. Local street designs should provide access for residents and emergency vehicles while maintaining safety for residents, pedestrians and bicyclists and enhancing 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 Appoint a committee with representatives from the Fire, Police, Public Works and Transportation Coordinating Committee to study and resolve where speed humps and other similar traffic calming devices should be permitted on local streets, especially where a local street is now being used as a minor collector.

Strategy 1.4 Require sidewalks on at least one side of local streets and enforce maintenance requirements.

Strategy 1.5 Install bicycle lanes, routes or multi-use pathways in new developments in accordance with Land Development Code requirements and adopted master plans, such as the 2003 Bicycle and Pedestrian Master Plan.

Strategy 1.6 Study methods to ensure high-quality emergency fire and refuse collection service on local streets having traffic calming features to reduce speed.

Strategy 1.7 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 1.8 Design the geometry and cross sections of new local streets, and encourage the retrofit of existing local streets to enhance the appearance and reflect the character of neighborhoods, reduce four-way intersections, and reduce the potential severity and frequency of collisions.

7.5.2 PEDESTRIAN AND BICYCLE CIRCULATION

Prescott currently enjoys a network of sidewalks, bicycle routes, bicycle lanes, and multi-use paths serving many citizens, but one which should be expanded to more areas with pedestrian and on-street and off-street connecting bicycle facilities. Advocacy groups such as the non-profit Prescott Alternative Transportation and the City of Prescott Bicycle Advisory Committee lend support to these and other forms of alternative transportation.

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 such as Willow Creek Road, parts of Whipple Street and Montezuma and Prescott Lakes Parkway. While sidewalks are generally being provided on new collector and arterial construction there is no cohesive network available for the pedestrian to use for movement from neighborhoods to

business areas and other destinations. The 2003 Bicycle and Pedestrian Master Plan includes pedestrian walkways, concise policies and maps for reference to locate recommended projects and addresses on-going maintenance needs.

7.5.2.1 Pedestrian and Bicycle Goals and Strategies

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

Strategy 1.1 Implement the 2003 Bicycle and Pedestrian Master Plan for the City of Prescott through inclusion of projects in the Capital Improvements Plan with emphasis on development and design which increase the number of short trips connecting residential areas with schools and business areas.

Strategy 1.2 Continue, and further strengthen, the current City/School District partnership directed toward enhancing pedestrian and bicycle access to local schools.

Strategy 1.3 Develop programs which educate bicyclists, pedestrians, and motorists about sharing roadways, and promote walking and bicycling.

Strategy 1.4 Continue acquisition and development consistent with the 2003 Bicycle and Pedestrian Plan of separate and multi-use pathways for pedestrians and bicyclists designed to connect origins and destinations.

Strategy 1.5 Promote placement of schools, employment centers and retail in close proximity to residential areas to encourage walking, bicycling and transit use.

Strategy 1.6 Assure that bicycle and pedestrian facilities are maintained regularly.

Goal 2. Integrate multi-modal options in new development by providing for bicycle, pedestrian and public transit infrastructure in addition to that required for automobile travel.

Strategy 2.1 Design pedestrian facilities to provide safe access for children, the elderly and handicapped. Investigate the feasibility of using and implementing a roadside pedestrian conditions model for designing sidewalks.

Strategy 2.2 Require pedestrian and bicycle circulation plans to be submitted along with any 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 and consistent with the 2003 Bicycle and Pedestrian Master Plan.

Strategy 2.4 Pursue 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 and to bridge gaps in the existing sidewalk network, especially in the downtown area.

7.5.3 TRANSIT

Currently, a private firm provides very limited transit service within the City. A public transit system, including a park-and-ride alternative should be further evaluated for feasibility within the region. Such a transit system providing intra and inter-city passenger service could provide a viable mode of transportation for many area residents. Several recent surveys, including a statistically accurate random telephone survey, indicate citizen support for such a system.

With the establishment of the Central Yavapai Metropolitan Planning Organization (CYMPO) state and federal funding may be available for planning and operating a public transit system. Yavapai County has included funding for transit in other jurisdictions. Other funding sources are available for public or non-profit organizations desiring to provide transit services.

Efficient transit systems depend to a large degree on cluster development where higher densities create population mass. The Growth and Cost of Development Element of this plan addresses the need for more opportunities for this type of compact development.

7.5.3.1 Transit Goals and Strategies

Goal 1. Achieve a viable and reliable public transit system which accommodates local residents and visitors, including those with special needs.

Strategy 1.1 Assume a leadership role in assuring that the CYMPO conducts a transit feasibility study for the tri-city region to include a park-and-ride element.

Strategy 1.2 Assure that the CYMPO develops an implementation strategy for transit, carpool and park-and-ride programs based on the feasibility study results.

Strategy 1.3 Utilize outside funding sources, public and private grants, ridership fees, and other means to support a public transit program.

Strategy 1.4 Assess secure automobile and bicycle parking availability, rider cost options and park and ride facilities to encourage transit use where practical.

Strategy 1.5 Encourage, where practical, strategies such as preferential parking, creative rider cost options (e.g. multi-trip discounts) and that buses are equipped with bike racks to encourage transit use.

7.6 AIRPORT

Earnest A. Love Airport is a major transportation and economic asset to the entire region, but operated solely by the City.

The City of Prescott should continue to develop the airport as a key to economic growth of the region and by enhancing air transportation for the region. Prescott's 20 year Airport Master Plan (1998) provides for quality facilities and services to accommodate the needs of many different aviation interests such as flight-training schools, airlines, airport dependent businesses, general aviation uses, repair shops, fuel services and recreational and governmental uses.

To attract relocating and expanding businesses, a transportation hub is needed to deliver people and goods. Given limited access to an Interstate Highway system, this hub must include the airport. To this end, Prescott should ensure that the airport has the means and capability to attract regional air carriers and air cargo. In order to do this Prescott must coordinate with Chino Valley, Prescott Valley, Yavapai County and the Yavapai-Prescott Indian Tribe to pro-actively develop a regional airport to serve the regions needs. Implementation of the Airport Master Plan and additional regional cooperation can tie the economic benefit of the airport to the future of the three communities and surrounding county areas.

The City of Prescott is solely responsible for the support and management of the airport. Prescott's Strategic Plan, the Airport Management Plan and other city policies intend for the airport to be self-supporting as an enterprise fund. However, airport development has relied heavily on federal and state-grant funding for major capital improvements and runway maintenance. At current service levels and with the assistance of grant funding, the goal of self-sufficiency can be met in most years with an occasional transfer from the general fund to cover matching grant obligations. However, if the federal and state grant dollars are reduced dramatically, or if a major facility improvement becomes necessary, additional revenues would be needed. Sharing of funding, operations and oversight, as well as benefits of the airport with our neighboring jurisdictions may be one way to achieve greater expansion and economic vitality.

In 2001 the City of Prescott, Chino Valley and Prescott Valley entered into annexation boundary agreements to set each municipality's future shared boundary limits. This is especially important near the airport where all three communities will share boundaries. In 2001 the City of Prescott adopted the Airport Specific Area Plan (ASAP). Prescott drafted ASAP in consultation with major landowners near the airport, Yavapai County, Chino Valley, and Prescott Valley. Prescott Valley has incorporated ASAP land use recommendations in their 2002 General Plan. This spirit of cooperation clearly recognizes the regional importance of the airport, and collaboration is expected to grow in the future among all jurisdictions.

7.6.1 Airport Goals and Strategies

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

Strategy 1.1 Continue implementation of the Airport Master Plan and Airport Business Plan to maintain and expand the functional and operational capability of the airport.

Strategy 1.2 Enhance access to the airport via a circumference road as outlined in ASAP. Realign the rails-to-trails route to circumvent the extended main runway.

Strategy 1.3 Support marketing and research of the airport as a regional transportation hub.

Strategy 1.4 Implement improvements to the airport terminal as recommended by adopted plans and the demand feasibility study to be published in the spring of 2004.

Strategy 1.5 Create safe alternative transportation connections, including bicycle and pedestrian routes, on and off city roadways to the airport and within the airport grounds.

7.7 TRAFFIC SAFETY

Traffic safety is a shared responsibility among people who travel, and the companies which provide transport. There are well over 1,000 collisions a year within the City of Prescott. The majority of the crashes occur on the arterial and collector streets. They are primarily rear end, angle and left turn collisions. In almost every crash there is driver error involved.

The Public Works and Police Departments work in partnership 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, ordinance, and regulations.

7.7.1 Safety Programs Goals and Strategies

Safety Programs*: These are the most visible and effective means of resolving the overall traffic safety problem.*

Goal 1. Establish a traffic safety program to incorporate the three basic elements of 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 speed zoning guidelines.

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, bicyclists and pedestrians to raise public awareness of their joint responsibilities when using City transportation facilities. Promote drivers education in schools.

Strategy 1.5 Establish an enforcement program to employ selective enforcement targeting high collision locations and violations known to cause accidents.

Strategy 1.6 Improve communications between engineering, 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 Use 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) can be a means of reducing congestion, promoting traffic safety, and protecting the huge public investment in the existing street system. Techniques used include:

- Traffic Management – aimed at improving vehicle movements and increasing the capacity and safety of the existing facilities by use of turn lanes, medians, bikeways, signal timing and synchronization, etc.
- Demand Management – oriented toward reducing trips and/or the number of vehicles on the roadway, including ride-sharing programs; expanded bicycle, pedestrian and transit options; HOV lanes; preferential carpool parking; telecommuting and staggered or flexible working hours.
- Maintenance Management – directed toward managing the maintenance functions 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 movements by increasing capacity and safety.

Strategy 1.1 Minimize direct access to arterial streets for high traffic volume generators such as new school sites; provide bicycle/pedestrian routes to minimize conflict unduly with through traffic on collector or arterial streets.

Strategy 1.2 Establish and periodically review a program to analyze and report on changes in traffic volumes and levels of service for major intersections as well as the links between major intersections.

Strategy 1.3 Prepare an informational report for public policy use which documents the advantages and disadvantages of increasing capacity and safety at intersections by the use of roundabouts.

Strategy 1.4 Support and encourage development of a regional Demand Management program oriented toward reducing total vehicle trips through ride-sharing programs; carpools and vanpools; bicycle and pedestrian facilities; public transit; staggered or flexible working hours and telecommuting.

Strategy 1.5 Coordinate with Yavapai County, the Central Yavapai Metropolitan Planning Organization and the Arizona Department of Transportation in access management decisions on regional arterials.

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

Strategy 1.1 Implement a 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 1.2 Prepare and periodically update a study to identify the anticipated 20-year costs for pavement maintenance/replacement and recommended funding sources.

Strategy 1.3 Prepare an inventory of the unpaved streets and alleys, a priority program for paving, and recommended funding strategies.

Strategy 1.4 Institute a comprehensive Maintenance Management System for traffic signing, striping and sweeping on city streets to meet identified levels of service.

7.9 LOCAL LEVEL TRANSPORTATION PLANNING

The Transportation Coordinating Committee (TCC) is an advisory body appointed by the Prescott City Council to review and make recommendations on transportation planning and traffic safety matters. The TCC includes the City Public Works Director and representatives from the public.

The City created the Assured Streets Program through a sales tax extension. This program, which has been extended to 2015, is intended to provide for construction and maintenance of streets throughout much of Prescott. Although it does not cover all of the city, it is one of the most useful tools in planning and implementing local street development.

Long range planning at the local level for Prescott also includes the five-year Capital Improvement Program (CIP), transportation elements of Specific Area Plans and the Circulation Element of the General Plan. The CIP is reviewed annually by the Public Works Department and acted upon by the City Council as a part of their annual budget decisions. Specific Area Plans and the General Plan identify needs and guide the priorities of the CIP.

There is a need to improve long-range transportation planning for the City of Prescott. Of major importance is the need to develop an in-depth detailed Transportation Plan focused on the City of Prescott, but developed in coordination with the Central Yavapai Regional Transportation Plan. With knowledge of the ultimate City limits and planned future land uses, the transportation implications and facilities can then be determined for the region and for Prescott via the 2025 Prescott Transportation Plan is expected to begin in 2004. The indicated transportation system would then be implemented in terms of constraints that include environmental, topographical and financial. When the future land use and transportation systems are balanced and affordable, then the goals, objectives, and Capital Improvement Plans to implement them can be formulated. These would include financing, prescribed levels of service, and transit/non-motorized circulation dimensions.

A better understanding is needed about the travel habits of Prescott residents (as well as Chino Valley, Prescott Valley and the unincorporated Yavapai County area). Below are National averages for private vehicle trips. Due to the prevailing development pattern, actual Prescott trip lengths may vary from national averages:

- 63% of all trips less than 5 miles
- 49% less than 3 miles
- 40% less than 2 miles, and
- 28% less than 1 mile.

For City of Prescott residents the current transportation mode of choice for commuting to work is summarized in the 2000 Census. For a total of 13,321 respondents the census data show that:

- 74.8 % of the commuters were the sole vehicle occupant,
- 10.1 % were in a carpool,
- 6.5 % work at home,
- 5.9% were pedestrians,
- 2.1 % were other (includes bicycle), and
- 0.6 % were on public transit (includes taxi).

It should be noted that commuter trips represent only a portion of all trips. The current trips per dwelling unit, modes used for these trips, and vehicle occupancy rates for Chino Valley, Prescott Valley, and the unincorporated Yavapai County land uses are also unknown. These factors are very important when forecasting travel demands and should be acquired for city circulation planning.

7.9.1 Local Level Transportation Planning Goals and Strategies

Goal 1. Develop and periodically update a Transportation Plan focused on Prescott specifically.

Strategy 1.1 Ensure that this plan addresses sidewalks, bicycle routes and analyzes the potential impact on the transportation network of a "full-build out" to the ultimate city limits of Prescott.

Strategy 1.2 The Transportation Plan should include data analysis on the current travel habits of Prescott residents, including:

- Number of daily trips by dwelling unit and the various modes used for those trips.
- The range of each daily trip in terms of length, and the time to complete the trip.

Strategy 1.3 Include in the 2025 Transportation Plan a capital improvement program for roads, sidewalks and bicycle routes which is prioritized within financial constraints.

Strategy 1.4 Continue and expand as feasible the cooperative effort with the Prescott Unified School District to use school buses for public transit during city sponsored special events and holidays.

7.10 REGIONAL TRANSPORTATION PLANNING

Regional transportation planning will be enhanced by the requirement to form a regional transportation planning agency since the combined census 2000 population of Prescott, Prescott Valley and the adjoining area of Yavapai County reached 50,000. This new regional organization is called the Central Yavapai Metropolitan Planning Organization (CYMPO).

The Central Yavapai Metropolitan Planning Organization will build upon the nearly two decades of regional transportation planning by the Central Yavapai Transportation Planning Organization.

7.10.1 Regional Transportation Planning Goals and Strategies

Goal 1. Promote a safe, efficient, multi-modal and interconnecting regional transportation system based on coordinated regional planning and inclusion of bicycle, transit and pedestrian improvements.

Strategy 1.1 Coordinate future arterial and major collector roadway alignments and region-wide bicycle, transit and pedestrian routes and facilities with surrounding jurisdictions to assure appropriate connectivity.

Strategy 1.2 Construct identified transportation network priorities as public and private funding becomes available.

Strategy 1.3 Continue to take an active role in regional planning forums, such as the Central Yavapai Metropolitan Planning Organization, to ensure that the concerns of Prescott are given due consideration and that land use planning is an integral part of the process.

Strategy 1.4 Adhere to the circulation plans incorporated in Specific Area Plans in order to ensure their timely implementation.

Goal 2. Achieve a regional, accessible transit system to provide easy access for commuters, students, shoppers, and a transportation option for all citizens who choose not to, or are unable to drive.

Strategy 1.1 Work within the framework of the Central Yavapai Metropolitan Planning Organization to implement the strategies outlined in the Transit section of this Circulation Element.

Goal 3. Develop trip information data for the city and surrounding area within the planning boundary of the CYMPO.

Strategy 1.1 Encourage the CYMPO to develop a database for current and future circulation planning to include trip information relative to trips per dwelling unit; modes used for these trips; trip lengths and vehicle occupancy rates. This database should provide information separately for each jurisdiction within the planning area, as well as for the whole planning area.

Strategy 1.2 Develop a separate data base for Prescott, including trip statistics, trip lengths, travel modes used, vehicle occupancy numbers, etc.

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

Prescott is a mountain community (5,280 feet above sea level) with exceptional natural diversity, located in a basin drained by seven creeks. The city's boundaries adjoin land under county jurisdiction, two incorporated towns, an Indian reservation and land under state and federal management. In addition to being a service center for the entire area population, Prescott attracts a high volume of tourists, and draws visitors to numerous camp facilities, lakes, pedestrian, equestrian and motorized trails, as well as parks, open space preserves and greenways.

The surrounding federal lands are managed for a variety of public recreational and economic uses such as campgrounds, parks and trails, grazing, logging and mineral extraction. Yavapai County exercises planning and zoning authority over unincorporated areas. The 1700-acre Yavapai-Prescott Indian reservation is sovereign tribal land. Presently the tribal lands are primarily open space, but planning is underway for residential, recreational, and commercial uses in addition to those already in place.

Prescott has approximately 1,475 acres of parkland which includes access to the 1000 acres of Pioneer Park leased by the city and county from the Federal Bureau of Land Management. This acreage includes large and small developed recreational parks, trails and undeveloped open space areas left in a natural state.

In recent years the City of Prescott has cooperated with other jurisdictions in the establishment of a regional trails system. Those segments of the system within the City are described as the Mile High Trail System. Connectivity is a guiding principle as the trails system continues to develop throughout the region. Prescott's shared boundaries with the Prescott National Forest offer a distinct advantage in extending this connectivity into the forest for hiking, biking and equestrian uses through neighboring access points. A major component of the regional trails system was accomplished when Prescott acquired a portion of the abandoned railroad bed (5.5 miles long) for recreational use as the Prescott Peavine National Recreation Trail. This trail will connect with additional railroad rights-of-way north and east toward Chino Valley and Prescott Valley and will offer connected pedestrian, equestrian and bicycle recreation in the future.

The municipal jurisdictions to the north and east, Chino Valley and Prescott Valley, respectively, together with Yavapai County and Prescott, are required to show evidence of regional collaboration in developing state mandated General Plans. These plans must all include open space elements.

At the present time existing collaborative projects include:

- abandoned rail lines converted to trails with appropriate access points.
- connecting creeks and open space trails planned to extend beyond jurisdictional boundaries.
- Glassford Hill Preserve, a parcel of state land which has been annexed - 900 acres by Prescott and 900 acres by Prescott Valley. Joint stewardship is planned following acquisition of Prescott's portion under the 1% sales tax extension approved by Prescott voters in 2000.

- Pioneer Park, jointly leased from Bureau of Land Management by the City of Prescott and Yavapai County under an intergovernmental agreement is comprised of 436 acres and is being developed for active and passive recreation as well as the protection of open space identified as valuable by both jurisdictions.
- Badger Mountain Preserve status has been conferred by the State Land Department under the Arizona Preserve Initiative and is being annexed into the city. Acquisition is anticipated under the one percent sales tax extension voted by the citizens in 2000. Stewardship measures will be planned by the City of Prescott in cooperation with other public and private entities.
- Watson Woods Riparian Preserve is being managed in cooperation with the Prescott Creeks Preservation Association.
- recreation facilities, sports fields and tennis courts shared with Prescott Unified School District #1.
- recreational facilities and sports fields shared with Yavapai College.

8.2 OPEN SPACE TERMS

The term Open Space is used in many forms and has different meanings, but is typically used to describe undeveloped land. The vast majority of undeveloped land, whether privately or publicly owned, is not designated or zoned as open space and therefore should be considered temporary open space. Prescott has established an open space zoning district which restricts uses, thus encouraging owners of parcels with this zoning designation to maintain their land in its natural state. All changes of zoning must go through a public hearing process.

Within Prescott specifically, both private and public open spaces are found, as well as geographical areas in transition from private to public ownership. The following information illustrates the distinction between private and public open space.

Private open space:

Some of the most scenic and unique areas within Prescott are privately owned. Many of those landowners recognize the natural qualities of their lands and may take steps to protect or conserve the open space through rezoning to an open space designation, voluntary conservation easements or sale of development rights. Those areas set aside as privately owned protected open space may or may not be accessible to the public depending on the specific arrangements.

As privately owned open space lands are sold or developed, some of the open space may be retained through the Planned Area Development (PAD) process, whereby a minimum land area of a specific subdivision or development is set aside as protected private open space (i.e. typically steep slopes, ridgelines, drainages, parks, or golf courses). It is also possible for the City to enter into joint use agreements with private property owners to provide public access to privately held open space areas.

The State Trust Lands in the Prescott area should also be viewed as private ownership due to the mission of the Arizona State Land Department established by state statutes to maximize revenues for the Trust with these lands. Because of their development potential, these lands should also be thought of as temporary or unprotected open space until steps have been taken toward conservation.

Public open space:

includes undeveloped parklands or natural areas owned by the City of Prescott as well as developed parks, trails and greenways constitute public open space. Examples include such areas as Acker Park, portions of Granite Dells, and West Granite Creek Park. These areas typically provide passive recreational opportunities and/or protect important viewsheds. Publicly owned open space is also 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) for both trails, active recreation use, and natural resources protection.

A more specific type of public open space is the *preserve*. Preserves are lands set aside and protected from development by covenants, city charter clauses and/or state or federal laws. Some existing preserves include the hill east of Thumb Butte, certain lots on the east face of Thumb Butte, the Boyle de Busk Open Space Preserve, the sites off of Highway 89 South (now known as White Spar Creekside Park), Watson Woods Riparian Preserve and portions of Watson and Willow Lakes. Some prospective preserves to be acquired include 900 acres of Glassford Hill and more than 1600 acres of Badger “P” Mountain.

8.3 INVENTORY

The City of Prescott owns various lands which are designated as protected parklands or open space. These lands were specifically acquired for natural parklands or open space and are to be managed and conserved in perpetuity accordingly. The highest percentage of the total acreage is the Willow and Watson Lakes purchase from Chino Valley Irrigation District in 1998. A high percentage of the lakes’ total acreage is based on the surface acres of the lakes, either full or at conservation level. Land base acreage versus surface water acreage therefore fluctuates. City-owned parklands and open space predominately undeveloped can be divided into the following classifications:

<u>City-Owned Parks:</u> Within some City parks, a portion of the property may contain some recreational amenities, such as, restrooms, parking, and picnic tables, while the majority of the property is maintained in a natural condition. The following list only includes those parks which have significant natural features. Acreage figures provided are overall acreage and are not limited to those in an entirely natural state.

Acker Park	75 acres
Flinn Park	3 acres
Goldwater Lake Park	88 acres
Granite Creek Park	21 acres
Heritage Park/Willow Lake	118 acres
Ken Lindley Field and Park	4.6 acres
Peppertree Park	0.2 acres
Petroglyph Park	10 acres
Pioneer Park	1000 acres (400 acres leased from the U.S.D.I Bureau of Land Management, with 36 acres jointly managed by Prescott and Yavapai County, and a further 600 acres managed by the county alone)
Roughrider Park	7.2 acres
Stricklin Forest Park	4.4 acres
Watson Lake Park	327 acres
Watson Woods Riparian Preserve	97.5 acres (managed by Prescott Creeks Preservation Association)

Willow Creek Park	7.5 acres
Antelope Hills Golf Course	330 acres

City-Owned Parklands or Open Spaces: (substantially undeveloped except for trails or minimal lakeshore amenities)

Greenways along Miller and Granite Creeks	approx. 7.0 acres
Prescott Peavine National Recreation Trail (rails-to-trails)	85.9 acres****

Preserves: (set aside by covenants, City Charter and/or state or federal laws).

Badger "P" Mountain	1,557 acres†
The Boyle de Busk Open Space Preserve	10 acres
Glassford Hill (jointly with the Town of Prescott Valley)	900 acres†
The White Spar Creekside Park	5 acres
Hill east of Thumb Butte**	2 acres
Lots on East Face of Thumb Butte	approx. 6 acres*****
Willow Lake (northeast area rock formations)	154 acres*
Willow Lake (west, south, and southeast areas)	547 acres*
Watson Lake (north area) plus Granite Dells Preserve East***	125.5 acres*

** May include surface acres of lakes depending on lake levels*
*** First open space purchase under the open space/streets sales tax extension*
**** Includes a 25-acre purchase under the open space/streets sales tax extension*
***** Former A.T. & S.F. Railroad now a linear park and trail in perpetuity*
****** Joint venture with Central Arizona Land Trust*
† Acquisition in progress June 2003

8.4 PARKS AND RECREATION AREAS

The Parks, Recreation and Library Department provides many adult and youth educational and athletic programs throughout the year and offers many parks and open space areas for public use.

Presently Prescott has approximately 911 acres of park plus access to the 560 acres of Pioneer Park leased by the County. This acreage includes large and small developed recreational parks as well as greenbelt strips. Prescott has successfully acquired a portion of the abandoned railroad bed (5.5 miles) for recreational use as the Peavine Trail. This will connect with additional railroad bed toward Prescott Valley and Chino Valley and offer pedestrian, equestrian and bicycle recreation in the future. Prescott also has the distinct advantage of bordering the Prescott National Forest with many neighborhood access points for hiking, biking and equestrian uses. In addition to existing parks, the adopted 1999 Open Space Plan identifies properties throughout the city prioritized for future acquisition.

Providing a balanced system of parks, open space and other recreational amenities is an important goal of this General Plan. The goal is to maximize the service area of city parks and to fill in the gaps where service is lacking or too distant to be useful. The proximity of many

neighborhoods to the National Forest provides valuable recreation opportunities beyond those provided by the city.

In many instances parks and recreation areas may serve as greenbelts, wildlife corridors and growth boundaries as well. Integrating these uses allows more planning flexibility and can reduce the on-going conflict between planners and developers over reaching the maximum development potential of their land while still providing the open and natural areas residents demand. Golf courses represent another opportunity for combining recreation features and open space. There remains some debate as to the appropriate classification of golf courses as recreation uses versus open space. For the purposes of this General Plan, golf courses are considered open space.

8.4.1 Parks and Recreation Goals and Strategies

Goal 1. Improve the distribution of parks and recreation opportunities throughout the community.

- **Strategy 1.1** Target appropriate available lands for acquisition, based upon an inventory of parks, open space and recreation facilities.
- **Strategy 1.2** Establish plans and timelines for the development of these areas as appropriate through budget and capital improvement processes.

Goal 2. Maximize parks and open space use potential through coordinated and cooperative efforts with surrounding jurisdictions.

- **Strategy 2.1** Continue and expand cooperative programs with the U.S. Forest Service, including trail connectivity and maintenance standards.
- **Strategy 2.2** Improve coordination with Yavapai County to appropriately develop county owned lands to serve the parks and recreation needs of Prescott as well as the region.
- **Strategy 2.3** Continue coordination with the towns of Prescott Valley and Chino Valley to plan cross-jurisdictional open space and recreation opportunities.

8.5 TRAILS AND GREENWAYS

Prescott has been examining riparian areas and creeks and has come to realize their profound importance in the ecological balance. These areas are increasingly important in terms of bird and other wildlife populations and habitats. Often they contain more than 50% of the wildlife found in the surrounding environment.

The Prescott Greenways Committee of the Open Space Alliance is securing rights-of-way or easements through neighboring private properties which border Granite and Miller Creeks to assist in compliance with a grant from the Enhancement Program of the Federal Highways Administration. Trails, beautification and revitalization in the form of landscaping and benches

have already been accomplished along these creek sides in Granite Creek Park and city owned land which is now West Granite Creek Park. In addition to the riparian benefits to water purity and wildlife, the planned trails system will promote better bike and pedestrian connection within the center and outlying areas of the city.

The provision of these trails has a positive influence on non-motorized transportation use and thereby benefits clean air and health. Students are provided a safer off road method of transit from schools to home to town via these routes. The 2003 Bicycle and Pedestrian Plan will facilitate the expansion of existing routes.

Improvement and expansion of Prescott's trail and greenway system with the goal of better interconnectivity is one of the city's biggest challenges. Increasing land values and the rapid loss of lands to development will restrict the types and locations of future expansions of the current system. The 1997 Trails Master Plan provided a means of creating the foundation for new development to provide segments of trails and greenways to expand the existing system. The 2003 Bicycle and Pedestrian Master Plan will further guide the development of the trails system. Continuing to acquire available lands for parks, recreation and open space is another important part of this process. The Yavapai Trails Association has adopted a formal program to encourage developers to provide connectivity with existing and planned trails and open space beyond their property lines.

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** Encourage creative land acquisition policies and produce information for broad dissemination regarding state laws on landowner protection from liabilities, fee simple purchases, land donations and easement acquisitions.
- **Strategy 1.2** Promote the creation of open spaces, parks and trails in flood plains and other areas where development is prohibited or difficult.

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

- **Strategy 2.1** Develop a community volunteer creek monitoring program expanding and supporting the Creek Watch Project of the Prescott Creeks Preservation Association.
- **Strategy 2.2** Prepare a brochure for residents and developers to emphasize the importance of trails and greenways and detailing how they contribute to the value of developed land and the health of the community.
- **Strategy 2.3** Enhance public education about trails and greenways through broad dissemination of informational materials.

8.6 OPEN SPACE POLICY

The citizens of Prescott are committed to the acquisition, dedication and stewardship of open space as a community amenity and an economic development asset, which supports the tourism industry. The proportion of land dedicated to protected open space within the community has increased, reflecting a major shift in attitude regarding the importance of open space, essentially beginning with the public and private actions regarding trails in the early 90s. As undeveloped areas with traditional trails and/or access points to the national forest came under development pressures, the public requested that access to these areas be maintained. This was accomplished through agreements between the city and the developers, as well as with forest managers. The city adopted a master trails plan in 1998 and work with federal, state and private funding sources continues.

In addition to the trails efforts, another catalyst toward public commitment to protect open space was the Thumb Butte "scar" when a residential lot on the east slope was cleared for construction. With citizen action and city cooperation, a number of these lots, including the one damaged, were acquired and an easement requiring perpetual protection was negotiated between the city and the Central Arizona Land Trust non-profit organization. The recognition of the value to residents and visitors of protecting significant geological features, natural areas and viewsheds resulted in a number of private/public partnerships to achieve the goals of acquisition and stewardship. Prescott voters approved an open space initiative in 2000 setting aside sales tax revenues for acquisition, to be guided by the city's adopted open space plan. Stewardship planning must be initiated for the open space parcels the city has acquired and will acquire in the future.

The City of Prescott Parks, Recreation and Library Department provides organized recreation space for softball, football, soccer, jogging, fishing, boating, picnicking, camping, tennis, volleyball, basketball, hiking, bird watching and myriad benefits of the outdoor experience for many citizens and visitors. The Department provides turf, trees, trails, open space, lakes, tables, benches, ramadas, restrooms, campgrounds, ball fields, and children's play areas. Passive recreational opportunities include non-motorized trail recreation, birding, photography, nature study, rock climbing, orienteering, and other resource-based recreational activities.

The Department reviews plats and plans of developers to ensure that new trail opportunities are not overlooked. The Department is also active in the planning, acquisitions and management of City-owned open space, and is charged with implementing the City of Prescott - 1999 Open Space Plan. As of 2003 City Council appointed an Open Space Acquisition Advisory Committee which is researching options for future open space acquisitions, developing guiding policies and considering management issues and methods to address them. A division within the department - Trails and Open Space - is charged with planning, designing, constructing, maintaining, and managing Prescott's Mile High Trail System. As of 2002, this division maintains, enhances, and manages more than 18 miles of non-motorized trails. With grants and other funding sources, an additional 15 miles are being planned. Future additions of staff to manage the open space program must be considered.

The 2002 Five-Year Capital Improvement Plan listed the following professional services the city will provide in connection with open space:

- master planning
- real estate legal services and appraisals
- land surveying

- stewardship partnerships
- grant proposal writing
- resource inventories

Prescott has identified open space to be acquired based on outstanding characteristics of the land - biologic, geologic, recreation, cultural, historic, scenic, riparian, and as tourism and business economic assets for the future. Open space includes, but is not limited to areas for passive enjoyment of scenic beauty and for active recreational purposes, preserves for protection of riparian areas and streams, wildlife and vegetation, and cultural resources. The character and function of open space differs depending on the character of the area in which it is located as well as the purposes for which the open space has been put under public ownership or stewardship.

An Acquisition Advisory Committee was established in August 2003 to advise the City Council on strategies for open space acquisition. The Committee is charged with reporting recommendations to the City Council in February 2004.

Annexations required to meet standards for open space in the 2003 Land Development Code and new open space assets will be identified and stewardship plans adopted within the city limits by the city Council and in adjoining areas through intergovernmental agreements.

8.6.1 Open Space Policy Goals and Strategies

Goal 1. Acquire four distinct types of open spaces through fee simple acquisition, purchase of development rights or easements, acceptance of voluntary dedications and negotiation of intergovernmental agreements:

- developed parks for active recreation
- trails and contiguous open spaces along creeks or in other areas to connect trails or open spaces within the city and to like areas beyond the corporate limits
- passive natural open spaces to conserve wildlife and view corridors, or protect cultural resources such as sensitive historic/archaeological sites
- open space in Planned Area Developments

Strategy 1.1 Rezone the property to an open space designation for all parcels of land acquired by the City for open space protection or conservation.

Strategy 1.2 Initiate a charter amendment immediately following ratification of this General Plan to protect in perpetuity city owned open space as it is acquired through development, purchase or agreements.

Goal 2. Identify remaining open spaces of significance in the Prescott area.

Strategy 2.1 Prioritize open space parcels of significance for City acquisition. Periodically review and update this list.

Strategy 2.2 Continue, where appropriate, to evaluate existing parcels of public or private open space to determine the most appropriate mechanism for conservation.

Strategy 2.3 Initiate a collaborative venture between the private, public, and non-profit sectors for stewardship.

Strategy 2.4 Promote proactive annexation of areas outside the city which have been identified as having significant open space value.

Goal 3. Achieve a community and region-wide balance between development and open space conservation.

Strategy 3.1 Continue long-range comprehensive planning which includes open space as a vital component by the city in cooperation with the transportation planning activity of the Central Yavapai Metropolitan Planning Organization..

Strategy 3.2 Continue long-range regional cooperation in open space acquisition and stewardship.

Strategy 3.3 Provide incentives to promote the dedication of open space by property owners.

Goal 4. Maintain the biological, cultural, visual, and recreational integrity of protected and unprotected tracts of open space.

Strategy 4.1 Continue to provide stewardship for all components of protected and unprotected tracts employing the expertise within city staff and organizations and entities within the Open Space Alliance.

Strategy 4.2 Maintain preservation of habitats and ecosystems within existing open space in accordance with city, state and federal requirements.

Strategy 4.3 Protect connectivity of existing open space areas and trails by requiring developing areas to provide appropriate access.

Strategy 4.4 Encourage re-vegetation of disturbed or damaged areas and removal of invasive non-native vegetation.

Goal 5. Confer with Prescott National Forest, Bureau of Land Management, Yavapai County, other jurisdictions including towns and school districts, Prescott Area Coalition for Tourism, and the Open Space Alliance of Central Yavapai County to effect protection and stewardship planning for viewsheds, wildlife habitat, cultural resources and riparian areas, and to promote the integration of regional systems involving open space and recreation.

Strategy 5.1 Plan relevant stewardship functions to protect open space and to promote recreational opportunities.

Strategy 5.2 Create memoranda of understanding with public and private entities and review agreements on an established periodic schedule.

Goal 6. Create a City Council appointed advisory committee on open space acquisition and stewardship to exist for the term of the sales tax extension.

Strategy 6.1 Develop and adopt criteria for size and composition, and policies and procedures for use by the committee.

Strategy 6.2 Create a timeline for reporting procedures, staffing and measurement of the city's progress in achieving the goals of the open space acquisition and management policies.

Strategy 6.3 Recommend procedures for acquisition of specific properties

Strategy 6.4 Collaborate with other entities and volunteer groups to plan and recommend contracts for stewardship activities.

9.0 ENVIRONMENTAL PLANNING ELEMENT

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 AIR QUALITY

Prescott enjoys good air quality, a community asset which has long been important to community character. For many years during the 20th century, Prescott's clean air and temperate climate drew tubercular and other respiratory patients to the area for treatment. Today, the high quality air continues to be a factor in persuading people to visit or relocate to the community. However, continuing population growth and increasing traffic in the region could threaten or degrade Prescott's air quality, potentially having a negative effect on quality of life for the existing population, on new growth and on the area's important tourism industry.

Particulate matter such as dust and smoke as well as automobile emissions combine to degrade air quality. Automobile emissions are a primary source of urban air pollution, the effects of which increase as traffic volumes across the region escalate. Wood smoke becomes a problem during winter when wood burning fireplaces and stoves are in use. Dust also affects air quality in Prescott, especially in the warmer months, due to the presence of many dirt roads, and increased construction activities. These affects have been exacerbated in recent years by a continuing drought.

9.1.2 Challenges

Although some air pollution is brought into the area by natural air movements, the community can influence the overall air quality by discouraging harmful sources of pollution which originate locally. Requiring after-burners on new fireplaces, paving dirt roads and reducing the community's dependence on the automobile are all possible positive influences on air quality. The Circulation Element addresses possible means of reducing automobile dependence within the community, but since the automobile is a primary source of urban air pollution, its negative impacts are addressed here as well.

9.1.3 Air Quality Goals and Implementation Strategies

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

Strategy 1.1 Require installation of after-burners or other means of reducing particulate emissions on new wood burning stoves and fireplaces within the city.

Strategy 1.2 Establish a regular program to pave unpaved roads within the city.

Strategy 1.3 Increase the frequency of road sweeping, especially during dry periods, to reduce dust particulate air pollution.

Strategy 1.4 Consider potential air quality impacts when recruiting new industry, consistent with applicable regulations.

Goal 2. Promote alternative transportation strategies in order to reduce vehicle emissions and decrease the number of vehicles on area roadways.

Strategy 2.1 Partner with private industry to develop a citywide transit system to provide an effective alternative to automobile use.

Strategy 2.2 Create opportunities for local transit to link to regional transit through participation in regional transportation planning forums such as the Central Yavapai Metropolitan Planning Organization.

Strategy 2.3 Expand the scope and connectivity of the bicycle, pedestrian and trails circulation system within the city by linking existing networks together with new sidewalks, trails and bike lanes.

9.2 WATER QUALITY

Prescott enjoys good water quality from deep wells. The City is a water service provider operating both a water supply, treatment and distribution system as well as a wastewater collection and treatment system. These systems are operated in compliance with federal and state water quality regulations. As of 2002, the City's annual water use was 6370 acre feet, with the wastewater treatment portion of the system producing 2863 acre feet available for irrigation or recharge into the aquifer.

The Arizona Groundwater Code of 1980 established Active Management Areas (AMA) to protect critical water aquifers and ensure that groundwater in those areas would not be depleted beyond the level being recharged, a condition known as "safe yield." The Prescott water service area and the wells that supply the City are located within the Prescott Active Water Management Area (AMA) along with Prescott Valley, Chino Valley, the Yavapai-Prescott Indian Tribe and some surrounding county areas. Since the AMA has been determined to be in a state of water mining, availability of water to support increased population growth in Prescott as well as other communities within the region may be a problem. Importation of water from outside the AMA is one strategy being considered to assure a sustainable water supply for the region. Another strategy to bring the aquifer back into safe yield and facilitate removal of the "mining" designation, is to produce sufficient quantifies of effluent and use it to recharge the aquifer.

9.2.2 Challenges

A sustainable balance of water quality management, water use, conservation, importation and recharge must be attained by 2025. Achieving this goal will require further hydrologic studies, mitigation measures and consensus with various water stakeholders. Numerous city plans, policies (e.g. Water Allocation Budget) and codes, including the recently adopted Land Development Code address water quality and supply issues. The effectiveness of these plans, policies and codes in assuring a sustainable high quality water supply for the community should be periodically reevaluated and revised accordingly. A more detailed discussion of Prescott's water situation, goals and strategies is found in the Water Resources Element.

9.2.3 Water Quality Goals and Implementation Strategies

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

Strategy 1.1 Protect creek sides, drainages and recreational lakes from point source pollution, erosion, and other non-point sources of pollutants through strict enforcement of city ordinances and building codes.

Strategy 1.2 Strengthen requirements for building on sites with steep grades to prevent erosion from stormwater runoff.

Strategy 1.3 Recruit industrial development with consideration for the volume of water needed and the potential for pollution to the aquifer.

Strategy 1.4 Continue to require that water and effluent treatment facilities meet, or exceed, EPA Standards.

Strategy 1.5 Continue cooperative efforts with surrounding jurisdictions in preventing the potential for aquifer contamination.

9.3 WILDLIFE CORRIDORS

Almost every state in the United States and many countries worldwide have discussed the problem of diminishing wildlife resulting from development. The consensus in the scientific community presently appears to be that creation of appropriate wildlife corridors is an effective way to protect and retain indigenous wildlife impacted by development pressures.

Open space areas and corridors serve many migratory species. There is a particular need in the Prescott area for wildlife corridors to interconnect Pronghorn herds. The Airport Specific Area Plan attempts to address this concern with the provision of a north/south open space corridor along the course of Granite Creek. Augmentation of these corridors through acquisition and conservation of open space during the subdivision platting process is an important goal of this Element.

9.3.2 Challenges

This Element of the General Plan focuses on recommendations for attaining interconnected open space corridors for native flora and fauna. Development should be required to evaluate the particular flora and fauna within its development site and plan corridors in appropriate, connecting, areas to provide safe migration routes. These corridors ideally should connect with other open spaces, parks, golf courses and trails. Golf courses should be designed so that their open areas may be used by migrating wildlife as part of an interconnected pattern of corridors.

9.3.3 Wildlife Corridors Implementation Strategies

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

Strategy 1.1 Require developments to evaluate animal species within their development sites and create appropriate wildlife corridors.

Strategy 1.2 Plan for connectivity of open spaces and wildlife corridors using Specific Area Plans, neighborhood plans, subdivision master plans, or other applicable planning processes.

Strategy 1.3 Coordinate with adjoining jurisdictions to assure regional connectivity of open space and wildlife corridors.

9.4 GROWTH MANAGEMENT

Prescott's citizens have become more aware of the value of managing growth in a manner to require open space, greenways, trails, parks, and wildlife corridors be included in development designs. Trails and open space plans, with the consistent support of City Council, require open space and trail components to be included in new development plans. Prescott's 2003 Bicycle and Pedestrian Circulation Plan will provide significant planning tools for enhancement of this interconnected 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 to those systems.

9.4.2 Challenges

Prescott must actively manage its growth to assure sustainability of natural resources and to further enhance the quality of life in the region. The positive benefits accruing from such active management affect the region as well as the citizens of Prescott. Likewise, growth policies of our neighbors affect us. To avoid harmful, incompatible, development along common boundaries, Prescott must continually pursue regional coordination with the neighboring jurisdictions.

A significant concept in preservation of wildlife corridors; creation of greenways and parks; and growth management in general is the relationship between vigorous management and desired results. Internal Growth Management can be achieved through City and community vigilance in approving subdivision plats and Planned Area Developments. Consistent with the Land Development Code, consideration of boundaries, open spaces, buffers between different land uses and trails connectivity should be a considered when granting approvals to new developments.

Future growth areas hold the key to either thoughtful, planned growth or urban sprawl. Both possibilities require the participation of the city government, the development community and the citizens. Well-planned growth requires active and cooperative efforts by all.

9.4.3 Growth Management Implementation Strategies

Goal 1. Develop strong community support for active growth management.

Strategy 1.1 Implement broadly disseminated media education efforts and work with volunteer organizations to reach their memberships.

Strategy 1.2 Maintain open communication with the development community to keep them abreast of city policies and goals regarding growth management.

Goal 2. Encourage creative, environmentally sensitive, development design for designated growth and/or re-development areas.

Strategy 2.1 Encourage the use of the Planned Area Development process for all new developments within areas designated as transition or growth areas by this General Plan.

Strategy 2.2 Support the land uses designated in the applicable Specific Area Plan. Resist efforts to change these plans unless significant public benefit will be gained by such change.

Strategy 2.3 Support the creation of new Specific Area Plans for areas not currently under such a plan or in areas where large scale changes to existing plans are proposed.

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

Strategy 3.1 Require all new developments to designate open spaces, trails, bike ways and sidewalks and to link those systems with adjoining public systems.

Strategy 3.2 Encourage developments to link open space, trail, bike way and sidewalk systems to adjoining existing private systems.

9.5 REGIONAL COOPERATION

A regional approach with respect to Growth Management, Wildlife Corridors, Greenways, Recreation, Transportation and Land Use Planning is vital to the protection of natural resources and the effective, sustainable use of the land.

Regional coordination can reduce incompatible land uses at planning boundaries. It can also reduce the demands upon individual jurisdictions by allowing adjacent communities to provide complementary pieces of the services needed by both communities, thereby reducing the cost to both communities and encouraging sharing of both the benefits and the costs of these facilities. For instance, one community develops an active park and playground, while the other creates a conservation/hiking area. Residents of both communities enjoy the benefits and each community pays for only one of the two facilities. Communication among jurisdictions is a key part of such regional cooperation.

The City of Prescott and the Town of Prescott Valley are jointly pursuing acquisition of Glassford Hill as a joint recreation and open space area. Prescott is also jointly planning and implementing a regional trails program in collaboration with the other jurisdictions in the region. Improving communication and coordination with our regional neighbors remains an important focus of this General Plan.

A balanced placement of the City's parks and other important services is a goal of the City's General Plan. Parks, libraries and other services should be made available on an equitable basis throughout the different neighborhoods of Prescott. Because of the common boundary lines between Prescott, the Town of Prescott Valley and Yavapai County, sharing the costs of development and maintenance of such facilities becomes possible. Complementary, rather than duplicated or competing services then become more practical. Coordinated provision of services will continue to be more practical between jurisdictions as each municipality grows toward each other and their mutually agreed upon annexation boundaries.

The Central Yavapai Metropolitan Planning Organization is another important forum for regional cooperation. Managing and improving the regional roadway network is vitally important to all of

the jurisdictions of this area. Prescott must assume a leadership role in this organization and insist that land use planning be an integral part of transportation planning.

9.5.2 Regional Cooperation Implementation Strategies

Goal 1. Coordinate with other regional entities in providing recreation and open space services to Prescott and other area residents.

Strategy 1.1 Continue in a leadership role in regional forums such as the Central Yavapai Metropolitan Planning Organization (CYMPO) and the Northern Arizona Council of Governments (NACOG).

Strategy 1.2 Meet regularly with each of Prescott's regional neighbors to coordinate projects having regional implications and to avoid duplication of services.

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

In Arizona's arid climate, water availability is crucial to maintaining a strong economy and good quality of life. Natural precipitation supplies 100% of the water in the aquifer which serves as the primary source of water for the City of Prescott.

Under the Arizona Groundwater Code of 1980, the State of Arizona established five Active Water 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 the Prescott Active Management Area (AMA) along with Prescott Valley, Chino Valley, the Yavapai-Prescott Indian Tribe as well as some surrounding county areas.

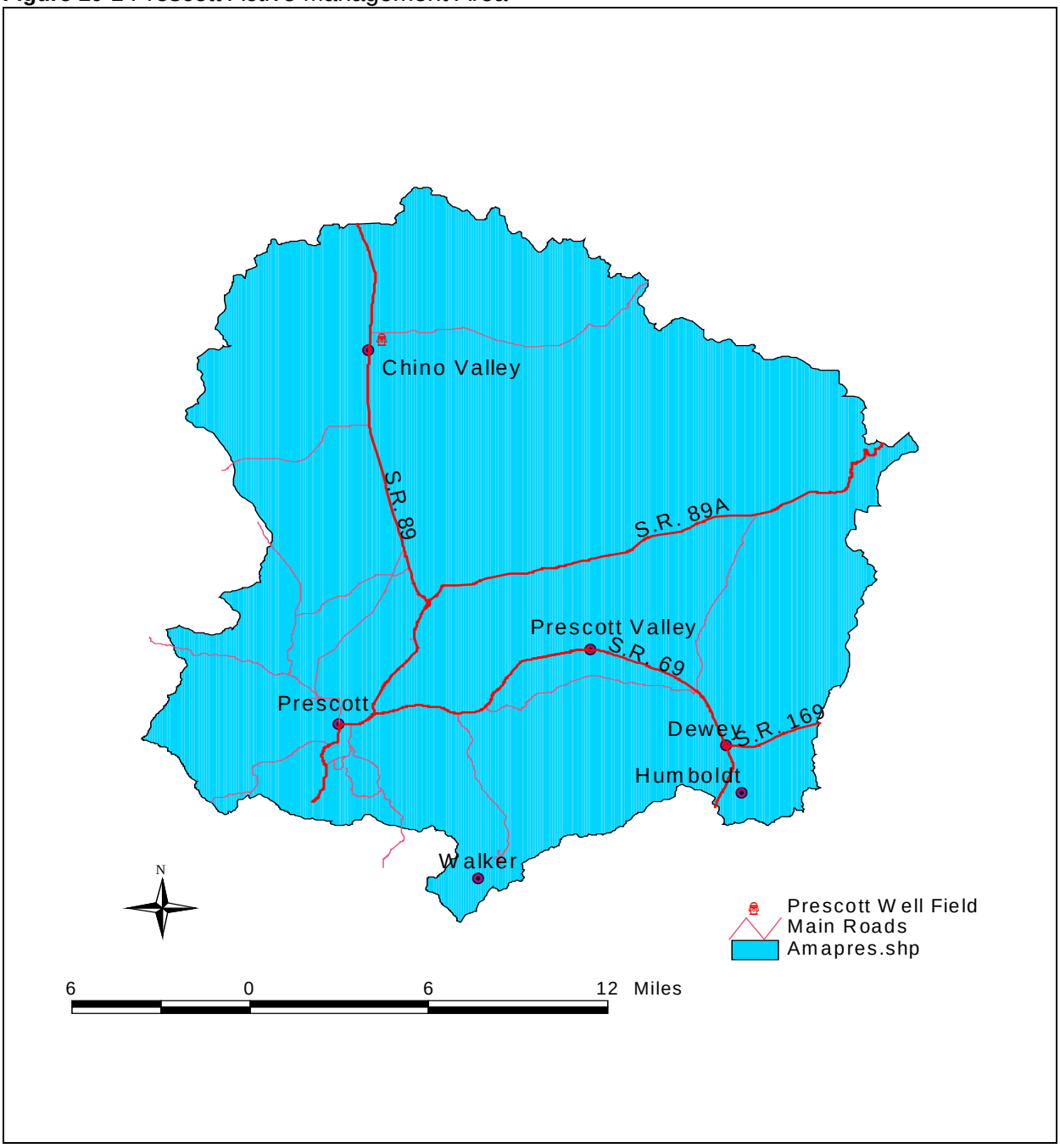
Communities within the AMA draw groundwater based on rights, goals and policies established by the groundwater law and are further obligated to demonstrate a 100-year assured water supply. Through a series of management plans administered by the Arizona Department of Water Resources (ADWR), the 1980 code establishes a water management strategy emphasizing conservation, replacement of existing groundwater used with renewable supplies, recharge, and water quality management by all users within the AMA to help achieve the safe yield goal by 2025.

The Groundwater Code also established the Assured Water Supply (AWS) Program under which new development within active management areas must demonstrate that water supplies of adequate quantity are available to meet proposed uses for 100 years. Private domestic use wells are exempted from the 1980 Groundwater Code.

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 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 10% of the land within the Prescott AMA. Whereas some of the statistics presented in this element may suggest a more adequate water supply for the Prescott water service area than for the Prescott AMA as a whole, it must be acknowledged that the groundwater basin aquifer is interconnected. Because water moves throughout the entire aquifer, the Prescott water service area cannot be considered in isolation. Draw down in other parts of the Prescott AMA can and does lower water tables in the Prescott water service area.

Figure 10-1 Prescott Active Management Area



It is also important to remain cognizant that Prescott and surrounding communities are in an Upland Desert region. If drought conditions continue, efforts to provide a safe and secure supply of water to the Prescott AMA could be impeded. Figure 10-2 indicates that the AMA has experienced a net loss of water from the aquifer for the last decade.

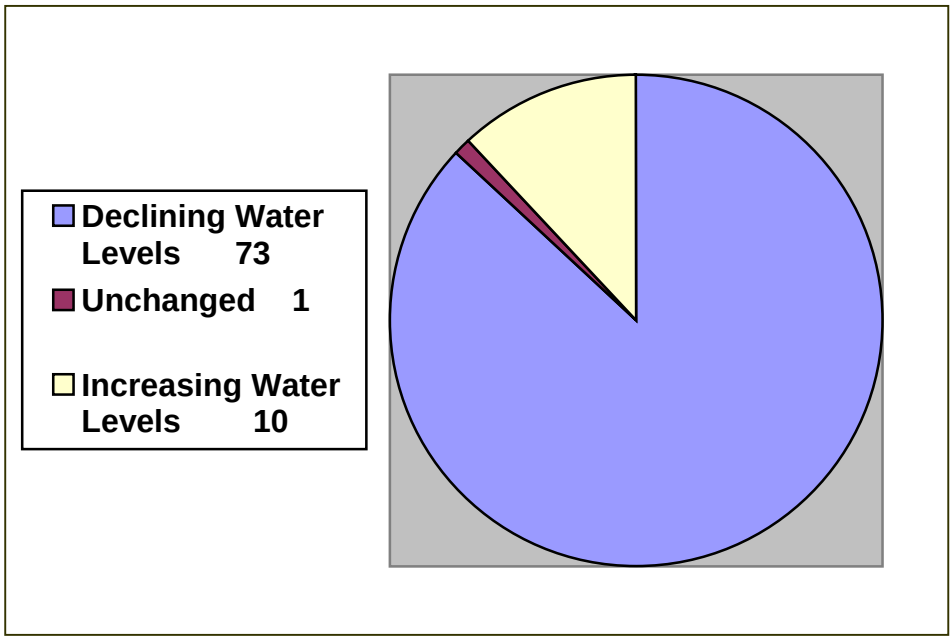
FIGURE 10-2 Predicted Change in Aquifer Storage With Imported Supplies (assumes importation begins by 2010)

	Base	2000	2005	2010	2015	2020	2025
Overdraft	-9,331	-9,137	-7,314	-5,844	-7,099	-7,899	-8,819
Imported Water	0	0	0	5,844	7,099	7,899	8,819
Groundwater Overdraft	-9,331	-9,137	-7,314	0	0	0	0

Values are in Acre Feet/Year

The State's AMA Safe-Yield is defined as a groundwater management goal, which attempts to achieve and thereafter maintain a *long-term balance* between the amount of groundwater withdrawn in an active management area and the annual amount of natural and artificial recharge in the active management area. A.R.S. §45-561(12). As of 2003 the Prescott AMA has not achieved safe-yield. This means that current rates of draw down are not sustainable over the long term. Thus, a net deficit of consumption over natural recharge exists. This condition is further borne out by the data (illustrated in Figure 10-3) from the 84 monitoring wells established throughout the AMA. While several of the monitoring wells located in the Prescott water service area are among the wells with increasing water levels, the net for the entire AMA is declining.

Figure 10-3 Change in Water Levels In Monitoring Wells Prescott AMA 2001-2002



10.2 LEGALLY AND PHYSICALLY AVAILABLE WATER

10.2.1 Legal Availability

Due to the restrictions imposed by the 1980 Groundwater Code and the 1998 declaration of water mining, communities within the AMA must develop additional water supplies in order to demonstrate a100 year assured water supply for any new development approved within their jurisdictions. The additional water rights acquired must meet each of two standards recognized by the state water code: that the water supply is legally available (i.e. the legal right to use the water is documented), and that the water is physically available, or shown to actually exist in sufficient qualities to cover the amount legally available.

10.2.2 Physical Availability

The physical availability of water resources is dependent upon both natural conditions (amount of precipitation, evaporation, natural recharge, geology, etc.) as well as 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 major regional interest. Regional cooperation and 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 City of Prescott has pursued an aggressive water management policy for more than 10 years 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 include groundwater (including "type II" rights)*, surface water, Irrigation Grandfathered Rights (IGFR) credits, and effluent recharge. Also among the items in the City's water portfolio is the legal right to import up to 14,000-acre feet per year from the Big Chino sub basin (ARS §45-555).

The water resources legally and physically available to the City are presented in figure 10-4.

Figure 10-4 Current water Supplies Available for Residential Development - City of Prescott Water Service Area

Groundwater designated by ADWR as legally and physically available:	11,200 af/yr
Estimated effluent recharge (as of 08-28-2003)	2,000 af/yr
Surface Water currently available is estimated to be:	
Granite & Willow Creeks (net)	1,500 af/yr
Banning Creek (Goldwater Lake)	500 af/yr
Total legally and physically available water supply	15,200 af/yr

** Note: Prescott has type II Water Rights for 3169 acre feet, but these are limited to commercial or industrial development and are not available for residential development. The City's water portfolio includes IGFR credits but these are committed to other uses. The City also has Hassayampa River and Del Rio Spring surface water claims of approximately 2769 acre feet but has no plans (as of 2003) to assert and tap those water claims.*

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 with approximately 3000 acre feet left over to allocate for new development. The committed demand for preliminary subdivision plats approved prior to August 1998 was 10,800 acre feet.)

Since declaration, the City has taken a very conservative approach to the allocation of water to new development and has set up an annual "water budget" of 150-acre feet which can be allocated to new development. 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 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 superimposed upon it (City of Prescott, the Town of Chino Valley, the Town of Prescott Valley and the Yavapai-Prescott Indian Reservation), which increases the difficulty of achieving coordinated water management policies and practices which can collectively contribute to safe yield for the entire AMA. As mentioned previously, the City of Prescott accounts for approximately 10% of the land area of the Prescott AMA. Development patterns and policies in other jurisdictions within the AMA differ from those of the City of Prescott.

Future growth within the City of Prescott has been considered in the Land Use Element and in the Growth Management/ Cost of Development Element. Prescott's projected population of about between 49, 000 to 55,000 residents within 25 years assumes a moderate average annual growth rate of between 2% and 3% and in a manner true to the community's vision and values. If large areas of land are annexed into the city, these figures will require re-evaluation. Meeting the water needs of these 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. Additionally, to meet the demands of the growing population and satisfy the safe yield mandate for the AMA, the City of Prescott anticipates the need to develop additional water sources including some importation. Acquisition of water rights and infrastructure to facilitate importation of water from the Big Chino Basin aquifer, located just north of the Prescott AMA (see figure 10-6) are currently being explored. The City is currently conducting a feasibility study to acquire additional wells and associated water rights.

Among concerns relating to the importation of water are the monetary, social and environmental costs. Economic impacts could be the costs of infrastructure, methods of financing and securing of water rights. Social impacts could include the effects on quality of life and public services caused by population growth fed by imported water. Environmental impacts may include the direct effect of pipeline construction or the affects of increased urbanization on the land, habitats and air quality.

10.3.1 Effluent Supplies

Effluent has become an important water resource for the communities in the AMA, including the City of Prescott. Effluent, when properly treated, can be used for certain applications, such as irrigation of public parks or other large turf areas which reduces demand on groundwater supplies. Currently, the City supplies effluent to all of the golf courses within the municipal service area, and has converted a number of City parks to effluent irrigation. Effluent can also be used to recharge the aquifer through the use of recharge basins, where the treated effluent water goes through the same natural polishing process that naturally recharged water is subject to. The City of Prescott has operated an effluent recharge facility near the airport since 1988, and is currently recharging an average of 2,200 acre feet per year of effluent.

Additional methods to optimize this resource include increasing the amount of effluent available for recharge by limiting the amount of new turf that must be irrigated; converting additional City parks to effluent use; periodic review of effluent sale rates and possible penalties to customers who exceed their allotment; and improved collection of wastewater in areas that are currently on septic systems.

10.3.2 Water Conservation

The City's existing water conservation program addresses the need for individuals to conserve water through wise water use practices. This program is currently posted on the City's website (www.cityofprescott.net). As mentioned earlier, the City has adopted a water budget policy which requires that new allocations of water be within the available resources. Other conservation measures that could yield significant water savings include limiting the additional sale of effluent (instead using the effluent to increase recharge); reducing the amount of lost and unaccounted water, adoption of an incentive billing structure, and further expansion of public education. The existing policies can be reviewed and updated as necessary while proposed new policies will require development (including public debate) and subsequent adoption.

10.3.3 Additional Water Supplies

Serving the anticipated population growth with water has been considered and incorporated in the City's Alternative Water Budget and in the ADWR Third Management Plan for the Prescott AMA. The chart in Figure 10-5 details the predicted change in aquifer storage, projected growth and water balance.

Figure 10-5 Conservation And Augmentation Scenario Prescott Active Management Area

PRESCOTT AMA WATER BUDGET	2000	2005	2010	2015	2020	2025
MUNICIPAL DEMAND	11,100	12,900	14,700	16,600	18,400	20,100
MUNICIPAL EFFLUENT DEMAND	2100	2350	2715	2997	3296	3616
AGRICULTURAL DEMAND	4400	3500	4100	4100	4100	4100
AGRICULTURAL EFFLUENT DEMAND	1500	1500	0	0	0	0
INDUSTRIAL DEMAND	300	300	200	300	300	300
EXEMPT WELL DEMAND	1700	1870	2057	2263	2489	2738
TOTAL DEMAND	**21,100**	**22,420**	**23,772**	**26,259**	**28,585**	**30,854**
NATURAL RECHARGE	7891	7891	7891	7891	7891	7891
INCIDENTAL RECHARGE	1490	1265	1035	1040	1040	1040
CITY OF PRESCOTT EFFLUENT	1500	1650	1815	1997	2196	2416
TOWN OF PRESCOTT VALLEY EFLUENT	600	700	900	1000	1100	1200
RECOVERED EFFLUENT CREDITS	1532	4580	6980	7920	8920	9800
RECOVERED SURFACE CREDITS	1500	1500	1500	1500	1500	1500
AGRICULTURAL SURFACE WATER	900	900	900	900	900	900
RENEWABLE SUPPLIES	**15413**	**18486**	**21021**	**22248**	**23547**	**24747**
FINAL WATER BALANCE	**-5687**	**-3934**	**-2751**	**-4012**	**-5038**	**-6107**

Values in Acre-Feet

Importation could balance the overdraft and assist the goal of safe yield. If and when importation of water from outside the AMA is initiated, the above figures will need to be adjusted to account for the changes in the final water balance. Current projections suggest that imported water could be available as soon as the year 2010 with increasing amounts available in subsequent years.

However, even with importation, a degree of unpredictability exists. The current drought and its potential duration is a relevant consideration in ongoing water resources management. A study by the U.S. Geological Survey released in February 2003 stated that “in the context of shifting ocean climate, the current drought should give water and other resource managers in the Rockies and the Southwest little cause for optimism about the drought ending anytime soon”. This climate condition, in combination with long distance water importation, creates a potential pitfall in that such additional water could be used to support increased urbanization beyond what available water resources could support.

The drought could cause those distant sources to literally or legally “dry up”, placing the community and its larger population in even greater jeopardy of water supply shortfalls. Thus, existing and potential residents should be advised that our water supply is at some risk owing to possible continuation of drought and continued commitment of water resources by other users beyond the control of the City of Prescott.

Thus, imported water, by policy, should be treated as a reserve to maintain a safe yield position. As such, it should be used in place of local water and not to support still further urbanization.

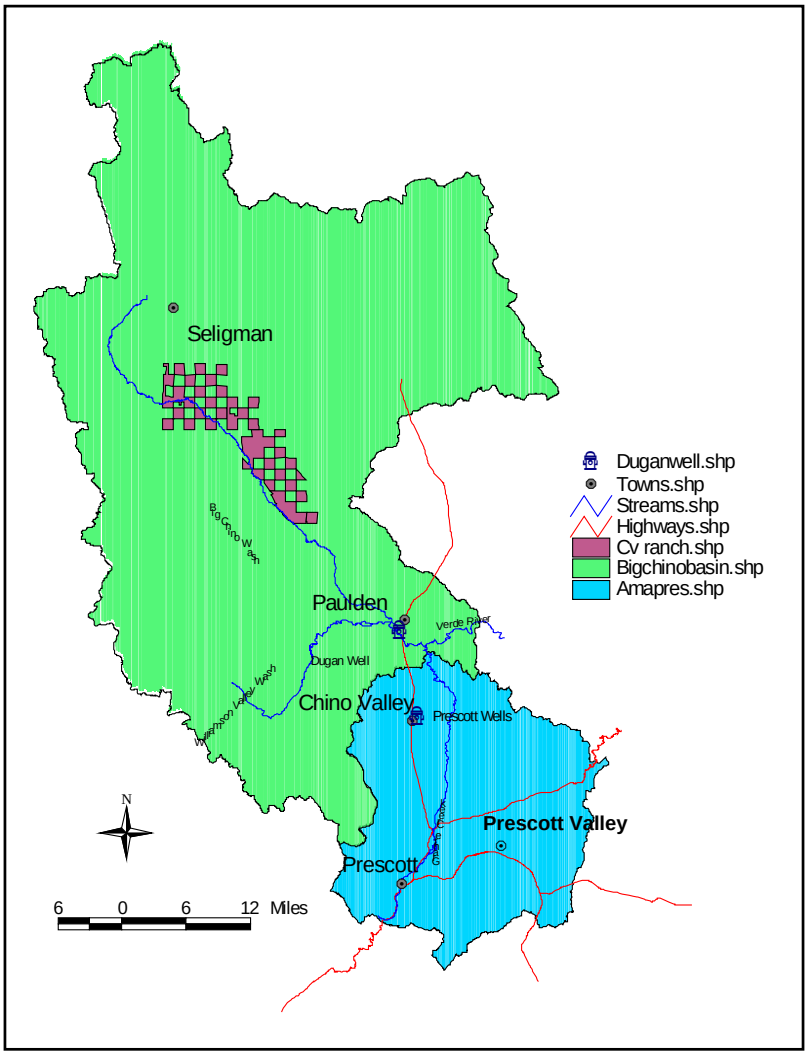
Concerns exist as to whether or not legal and financial limitations to water importation can be overcome. The resolution of this controversy ultimately should lie in the hands of the citizens. Public information as to the nature of the water situation should be provided to all. Public financing measures such as revenue bonding are expected to be voted on by the citizens of Prescott. An informed and participating citizenry will be the best guide to future actions.

10.4 PUBLIC EDUCATION AND REGIONAL COORDINATION

An important component of the goals and implementation strategies mentioned below is the need to have an involved and educated public. The public is the ultimate supporter and benefactor of these policies and is therefore the focus of the need.

Also stated throughout this chapter is the concept that water resources extend beyond man-made boundaries and are themselves a regional reserve. The proper protection, and management of this important resource (including imported supplies) will require cooperation and planning of all of the entities and individuals who impact it. The City anticipates the need to continue to work with regional water forums and implement a regional coordination strategy.

Figure 10-6 Prescott AMA and Big Chino Sub basin



10.4 WATER RESOURCES GOALS AND STRATEGIES

Goal 1. Provide a reliable water supply for the city by employing water conservation measures.

Strategy 1.1 Annually review the city water budget and limit new allocations to match available resources according to the City's water budget policy.

Strategy 1.2 Reduce lost and unaccounted for water through monitoring and appropriate action.

Strategy 1.3 Review additional conservation measures for possible addition to the City's existing Water Conservation Program.

Strategy 1.4 Adopt an incentive billing structure tied to consumption to encourage conservation.

Strategy 1.5 Expand Water Conservation Program Public Education Component.

Goal 2. Improve water supply reliability by optimizing effluent supplies.

Strategy 2.1 Provide no potable water or effluent for irrigation use by future golf courses.

Strategy 2.2 Periodically re-evaluate effluent rates to contract customers and impose penalties for use over allotments.

Strategy 2.3 Continue to maximize effluent recharge programs and pursue efficient water management practices.

Strategy 2.4 Extend sewers wherever feasible to recover effluent from water customers presently on septic systems based upon a case-by-case cost-benefit analysis.

Strategy 2.5 Continue to convert City parks to use effluent for irrigation where feasible.

Goal 3. Develop Additional Water Supplies for the city.

Strategy 3.1 Pursue the importation of water resources in sufficient quantities to reduce depletion of local water reserves and achieve "safe yield".

Strategy 3.2 Utilize imported water in a manner recognizing it as a benefit of limited reliability due to potential drought impacts and legal claims by other jurisdictions.

Strategy 3.3 Develop funding strategies to finance new water sources and technologies.

Strategy 3.4 Investigate creating a water impact fee for new homes and/or commercial buildings to finance new water sources and technology.

Strategy 3.5 Investigate creating a differential water buy-in fee for new multifamily homes set at a lower rate than for Single-family homes as an incentive for lower cost housing.

Goal 4. Include the citizens in decision making on water policies.

Strategy 4.1 Provide continuing public information regarding water policy questions.

Strategy 4.2 Promote public involvement in major capital improvement decisions for water acquisition projects.

Goal 5. Continue to participate in regional coordination Programs regarding water resources.

Strategy 5.1 Continue to take an active role in regional water forums.

Strategy 5.2 Partner with other jurisdictions and fund studies to identify conservation measures and additional water resources.

11.0 ECONOMIC DEVELOPMENT ELEMENT

11.1 INTRODUCTION

The health and vitality of Prescott's economy is a key factor in sustaining the community's quality of life. Prescott's future demands a healthy economy with a strong tax base. A healthy tax base is necessary to provide the fiscal resources to maintain and enhance services, pursue park, recreation, trail and open space plans and meet the demands placed upon the city by businesses and residents. Local availability of goods and services contribute to a self-sustaining, independent community. A solid and diverse employment base supports a family-friendly community, as does a diversity of housing opportunities. Maintaining the balance, quality, character, and sustainability of the community are all intertwined with economic development.

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.

Major sectors of the Prescott economy include retail trade and hospitality services (including tourism), educational services, health services, construction, finance, insurance and real estate services 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.

In recent years, manufacturing and industrial jobs have become a more important segment of the local economy. A major barrier to the expansion of this sector had been the lack of suitable sites for such businesses to locate. Since the mid 1990s, economic development has been a major emphasis of the City of Prescott and has included partnerships with the private sector to expand availability of both commercial and industrial space and fund associated infrastructure improvements.

The mission statement of the City of Prescott Economic Development Division is: "Facilitate the establishment of a balanced local economy, create quality jobs and enhance the local tax base through quality industrial and commercial development, targeted business attraction, redevelopment of target areas, effective business expansion and retention efforts, and tourism support." The Economic Development element details strategies for pursuit of this mission.

11.2 EXISTING CONDITIONS, TRENDS & CHALLENGES

Growth projections 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, high paying jobs to sustain a reasonable standard of living.

Recent trends in geographic distribution of commercial development have evidenced a shift of commercial and, to a lesser extent, employment centers out to major arterial corridors, and to Highway 69 in particular. These moves have drawn attention to the need to maintain a diverse retail/commercial presence at locations throughout the city. The relative prominence in the economy of areas such as Ponderosa Plaza, the K-Mart/ Safeway Center on Willow Creek Road, the Fry's/ABCO Center on west Gurley and Park Plaza, has declined in recent years. Since there continues to be a need for availability of goods and services for neighborhoods near these locations, significant efforts should be made to encourage the redevelopment of sites left vacant by the relocation of major commercial entities and employers.

Throughout its history the downtown has been a major economic asset of the community. The downtown business district accounted for approximately 20% of total sales within the community in the late 1990s. With the opening of the new Gateway Mall the downtown percentage of citywide sales has been reduced. With its historic character, the downtown remains the single most significant tourist draw for the community. With its combination of historic structures, cultural amenities, community events and varied mixture of businesses, the downtown will continue to draw a large share of the area's tourism.

The Downtown remains a focal point for efforts to preserve it as an economic engine for the city and as a central aspect of the character of Prescott. A Downtown Specific Area Action Plan was adopted in 1997. The Plan called for the formation of a public/private partnership between the City and a private partner to represent the resources and interests of downtown businesses and land owners. This resulted in the formation of the Prescott Downtown Partnership, Inc. which acts as a manager for downtown activities and functions as a liaison between the City and the private sector. Also pursuant to the plan, a downtown renovation project was initiated in 1998 which was designed to enhance the shopper and visitor experience by repairing sidewalks, adding pavers to crosswalks, landscape planters, lampposts, benches and waste receptacles as pedestrian friendly amenities. In 1998 with property owner participation, an Historic Preservation District was formed around the Courthouse Plaza to protect the historic integrity of the buildings surrounding the Plaza. Mindful of the importance of cultural and arts amenities to the economic vitality of downtown, the City purchased the Elks Opera House in 2001. A newly organized non-profit, tax-exempt corporation, the Elks Opera House Foundation, with assistance from the Prescott Area Arts and Humanities Council, is moving forward with plans to renovate this structure which has been the home of live performances, movies, and meetings for nearly a century. Also recommended by the Downtown Action Plan, efforts to create a Central Business Zoning district are underway. With the completion of a parking garage, the city will have invested more than $8.5 million in the downtown's infrastructure and assets.

The proportion of land available for commercial purposes has remained static while the proportion specifically set aside for industrial development has declined over time. As this type of development represents opportunities to recruit higher paying jobs for area residents, plans should be formulated to increase availability of suitable sites and to attract employers to those sites. Commercial corridors are being created along arterial roadways and all of the existing Specific Area Plans designate commercial areas for commerce and industry growth. These plans will be reviewed periodically and should provide enough flexibility to maximize opportunities for Prescott’s economic improvement.

An adequate workforce is critical to the economy of Prescott. One of the key concerns noted in a recent study is that a significant portion of the local workforce is underemployed, meaning their education and skills are not being fully utilized. A second concern is that a portion of the workforce is lacking in the skills at the levels desired by employers. The first concern can best be mitigated through business attraction and retention to provide more jobs requiring the higher education and skills possessed by the currently underemployed. The second concern is being addressed by the educational institutions and employers working together to improve workforce development and skills preparation programs.

Another trend which has become apparent is that the City of Prescott, like many other cities in Arizona, does not have sufficient numbers of housing units to meet the demands of service level workers and other residents at or below the median income level. A state commissioned study by Elliott D. Pollack & Company identifies the available housing stock affordable to each income

range from less than $5,000 to more than $75,000 annually. The study assumes that "affordable" means a monthly rent or mortgage payment of no greater than 28% of household income. The study indicates that a significant "gap" or deficiency of affordable housing units exists for those households earning 60% or less of the city's median household income. The Land Use Element provides additional information on the Pollack study and possible solutions to the challenge of providing housing for a balanced community.

Pursuit of strategies to attain and maintain a healthy economy may cause some undesired impacts either on nearby residential neighborhoods or on the natural environment and may conflict with community goals and values in other areas. Business, commercial and industrial development of community-wide interest must be vigorously pursued in order to achieve community goals and maintain a healthy economy. Some business development will not carry as much community-wide significance and can be more a matter of local neighborhood concern. The “rule of thumb” for resolving these conflicts is that when community-wide interests are at stake, they usually take precedence; when community wide interest is not at stake, then neighborhood interests will usually prevail in resolving conflicts. The challenge is to determine which business development opportunities constitute community wide interests, and which do not.

11.3 SUSTAINING A BUSINESS FRIENDLY ENVIRONMENT

In 1998, a number of local partners including the City of Prescott, the Prescott Chamber of Commerce and Arizona Public Service combined to develop a local action plan for economic development, the Focused Future Action Plan. The resulting plan presented strategies for addressing critical economic development issues and was grounded in four guiding principles: quality of life is fundamental to achieving viable economic sustainability; strategies should build upon existing assets, viable economic sustainability requires a comprehensive strategic approach focused on specific industries; and promoting partnerships with area leaders and organizations to achieve mutually beneficial goals and ensure success.

The Plan reviewed factors considered critical to a business relocating to or staying in the area or expanding operations and analyzed Prescott’s position in relation to these factors. These considerations included the following:

<u>Access to Market</u>
What is the proximity to markets and how easily could a company move goods, services, and people? Just as important, how easily can customers get to the business? Prescott was considered to be reasonably well positioned with proximity to Interstates 17 and 40, a good regional transportation network and a strong regional airport.

<u>Access to Labor</u>
Are there potential employees in the local labor market with the necessary skills and attributes needed by the business? The unskilled labor within the local labor market is very unskilled, while at the same time a substantial segment of the labor force is overskilled for the jobs they currently hold. This creates a mismatch of jobs to skills in the area. In other words, the community needs improvements in the numbers of employees with basic skills and there are many highly skilled people who are working in lower wage, lower skilled jobs.

Access to resources
Are appropriate resources available - suppliers, professional services, transportation networks, infrastructure, sites and buildings? The close proximity to the national forest is a tremendous asset, primarily from a recreational standpoint. Utilities within Prescott are a strength. The cost for electricity and the availability of natural gas is very favorable. In recent years the City of Prescott has invested in water and sewer line extensions and upgrade, water storage facilities and road improvements, both in the airport area and along Highway 69.

Access to capital
Financing is a critical issue for business development. There are a number of independent banks and financial institutions offering lending sources for local businesses. A successful tool the City of Prescott has used to attract and retain business is the Incentive Policy adopted in 1994. This policy sets forth the City's economic development objectives and priorities and outlines the City's criteria for financial participation in infrastructure, water and sewer buy-in fees, inspection fees and other costs of development. The sales tax funded Assured Streets Program, which has been extended to 2015, is another example.

Government impact on business
The regulatory environment and local government climate are critical factors in business location decisions. Business owners look for consistency and fairness in local regulations and some level of assurance that their investments will be protected. The City of Prescott has a relatively favorable tax and regulatory environment.

The Prescott Economic Council, Inc. (PEC) was created to oversee and monitor implementation of the Focused Future Action Plan. The PEC is also responsible for periodic review and development of revisions to the Plan which was updated in 2002.

11.3.1 Commerce and Industry

The trend in larger scale commercial development in the last ten years has been toward the creation of regional commercial nodes in various areas of the city. The Gateway Mall vicinity is an example of a regional commercial node. The downtown itself comprises a commercial node with the many restaurants, banks, professional offices and tourist related businesses forming its core. Another node exists between Iron Springs Road and Willow Creek Road and includes the Village at the Boulders (formerly Ponderosa Plaza) and the Willow Creek Shopping center with Safeway and K-mart. The remaining Willow Creek corridor is transitioning to more intense commercial uses, especially near the intersection of Willow Lake and Willow Creek. Sites along Prescott Lakes Parkway, both east and west of Highway 89 are targeted for future commercial development as well.

A network of smaller roadway corridors also support many types of smaller businesses and provide interconnectivity to these regional nodes. This pattern of smaller scale, less intense commercial development, zoned by the city as "neighborhood oriented business", provides goods and services to most areas of the community without requiring long travel times. The Village Center concept described in both the Prescott East Area Plan and the Willow Lake South Area Plan designate areas suitable for this type of development. Likewise, Miller Valley/Grove, Montezuma/Whipple, Montezuma/White Spar and Iron Springs road, particularly near the intersection with Williamson Valley offer re-development opportunities. The Land Development Code Zoning District Map, to become effective December 31, 2004, supports and

encourages this pattern of development through the designation of smaller scale, less intense commercial areas.

While these commercial corridors and nodes are being created, industrial land is not as readily available in Prescott. For business attraction, Prescott needs more choices of developed, ready-to-build industrial and business parks. The oldest industrial parks in the city, Sundog Road industrial park off highway 89 and the Sixth Street industrial area near downtown are nearly built out with little opportunity for expansion owing to constraints of the land available as well as encroachment concerns by nearby neighborhoods. Newer industrial parks include the Airport Industrial park and the Sandretto Hills Park. Future locations potentially suitable for some lighter industrial or manufacturing uses include the anticipated Embry Riddle Business Park and yet to be developed locations along Prescott Lakes Parkway. The City will need to be sure that the large annexation north and east of the airport includes areas to support a variety of industrial as well as retail and commercial uses.

Another commercial development pattern is of geographical groupings. This pattern encourages the clustering of interdependent and/or complimentary businesses within the same geographic area. To some extent this was a traditional commercial development style until the road and rail networks allowed wider dispersion of interdependent businesses. Building upon this concept allows local communities to focus economic development efforts more efficiently by recognizing how business groupings interrelate.

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

11.3.2 Commerce and Industry Goals & Strategies

Goal 1. Continue to encourage development of suitable sites for commerce and industry.

Strategy 1.1 Identify geographic locations specifically targeted for commercial development, employment centers and neighborhood oriented business.

Strategy 1.2 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 1.3 Seek annexation (and rezoning if necessary) of potential business sites for future employment, commercial and retail development.

Strategy 1.4 Promote balanced strategies, consistent with the 2003 Land Development Code, to mitigate negative impacts to adjacent neighborhoods and the environment by commercial development and encourage protection of natural features such as riparian areas, vistas, rock outcroppings, mature vegetation, hillsides and ridgelines.

Goal 2. Enhance the city's major commercial corridors to attract businesses.

Strategy 2.1 Support the metropolitan planning organization's evolving plans to improve the regional movement of goods and services including implementation of the recommendations from the 1995 Central Yavapai Transportation Study and subsequent updates.

Strategy 2.2 Improve non-vehicular access to businesses along major corridors consistent with the 2003 Bicycle and Pedestrian Circulation Plan.

Goal 3. Actively recruit commerce and industry.

Strategy 3.1 Encourage business and commercial development which augments the current business mix and introduces new retail and services while continuing to retain and expand existing local business.

Strategy 3.2 Promote the healthcare industry by supporting Yavapai Regional Medical Center, West Yavapai Guidance Clinic and the Northern Arizona Veterans Administration Health Care Center in expanding the types of healthcare services offered at these facilities.

Strategy 3.3 Continually refine focused targets, marketing campaigns and economic development strategies using planned studies/analyses such as the Focused Future Plan.

Strategy 3.4 Encourage industrial, light manufacturing, research and 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. Provide physical, fiscal and regulatory incentives for commerce and industry, including small businesses, to locate, remain and/or expand in Prescott.

Strategy 4.1 Participate in the costs of public infrastructure improvements where longer term benefits to the City will accrue.

Strategy 4.2 Investigate grant opportunities to assist in re-location or start-up of commerce and industry.

Strategy 4.3 Expand the scope of the city's Economic Development Incentives Policy to attract and retain smaller businesses within existing commercial areas.

Strategy 4.4 Waive or reduce development fees (when permitted by law) to attract commerce and industry, including small businesses, where appropriate.

Strategy 4.5 Periodically reassess the regulatory environment and change as needed to facilitate expansion of commerce and industry.

Strategy 4.6 Eliminate unnecessary or burdensome regulation in order to attract commerce and industry (e.g entrepreneurial, manufacturing and research and development businesses).

Strategy 4.7 Continue to simplify and streamline the development permitting review and approval procedures for new commercial and industrial development.

Strategy 4.8 Maintain Prescott's favorable business development climate by continuing the city's low levels of business licensing and taxation.

Goal 5. Ensure the continuation of the industrial and commercial character of the airport vicinity.

Strategy 5.1 Support and maintain the land uses established in the Airport Specific Area Plan and the Land Use Element of this General Plan.

Strategy 5.2 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 5.3 Encourage the establishment of open space buffers between commercial or industrial airport uses and any residential uses.

Strategy 5.4 Actively recruit airport related or airport dependent businesses to occupy available commercial and industrial space within the airport boundaries.

Strategy 5.5 Support the implementation of the Airport Master Plan, the Airport Business Plan and the Airport specific area plan. Ensure the currency of these various Airport related plans through periodic reviews.

11.4 ENSURING A STRONG SALES TAX BASE

The primary method available to generate the revenues necessary for pursuing community goals is the transaction privilege, or sales tax. Short-term and long term vitality of sates-tax revenues is essential and is a cornerstone of the city's economic development strategies.

The City's tax base generates the funds that pay for City services and projects and support the Prescott Unified School District. The city's tax base also helps support Yavapai College and Yavapai County (contributing approximately 25% of the sales tax collected under the county's ½ cent sales tax for transportation development). A growing tax base is necessary to provide the financial resources to maintain and enhance services; support developmental planning and regulatory oversight as well as pursue park, recreation, trail and open space plans.

11.4.1 Retail and Commercial development

As the regional market continues to grow, 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 $468 in city revenues (though state revenue sharing), where retail business locates and where people shop is of tremendous importance. Prescott needs to position itself strategically to capture a reasonable share of that development, sufficient to achieve and maintain an 8% annual growth in sales tax revenues.

A key component of successfully competing in the regional market is to solicit, recruit and encourage major retail/commercial development such as large shopping malls, autoplexes, large retailers and power centers to locate in the community. This type of development with large sales volumes draws on a regional market and attracts additional development thus assuring the achievement of an 8% growth rate in revenues.

Less intense commercial development is also needed. Neighborhood-oriented business is generally smaller scale, but also contributes to sales tax revenues, and equally important, assures the availability of goods and services for area residents in close proximity to homes and workplaces.

11.4.2 Tourism Promotion

Tourism constitutes a major sector of the local economy. A Nichols and Gilstrap Inc. study in March 2000 indicated that about 8 to 10 percent of the taxable sales within the city can be attributed to visitors to the city. In 2001, that meant more than $88.4 million in direct sales could be attributed to non-Prescott residents. Visitors to Prescott contribute not only to the sales tax but also sustain jobs in the community's service sector, particularly in the hospitality and entertainment industries.

Tourist development and promotion is a multifaceted issue. The first challenge is to develop, invest in and/or maintain the amenities and attractions to draw visitors in the first place. The City's cultural heritage is a major draw for tourists as are the recreation opportunities offered by area golf courses, parks, nearby lakes and the Prescott National Forest. Community groups have worked with the City of Prescott to create events to keep Prescott a center of entertainment and culture in Yavapai County. Over the past few years events such as Oktoberfest, Electric Light Parade, Shakespeare Festival and the Farmer's Market have joined Prescott Frontier Days, the Bluegrass festival, Phippen Memorial Art Show and the Cowboy Poets gathering as visitor attractions.

A second challenge is the need to market and promote these attractions so that potential visitors are aware of local amenities and are persuaded to visit. The City of Prescott contracts with the Prescott Area Coalition for Tourism for Prescott's tourism promotion efforts. The City provides funding to PACT for this effort, allocating 50 percent of the bed tax revenues. Finally,

once visitors are here, strategies must be pursued to ensure that they enjoy a positive visitor experience while in the community.

11.4.3 The Downtown

Through concerted efforts by the city government, the Prescott Chamber of Commerce, the Prescott Downtown Partnership, downtown business owners, the Yavapai Heritage Foundation, historic preservation activists and the citizens of this community, the historic downtown has survived as the heart of Prescott.

The downtown business district is a priority economic development (and re-development) area. The downtown is characterized by a mixed use pattern typical of many traditional small town centers with retail, hospitality, light industrial, professional offices, government and residential activities. Retail in the downtown is largely tourism-oriented businesses but the mix also includes arts, culture, entertainment and hospitality services, plus pharmacy, grocery, office supply and dry cleaning outlets.

Preservation of the downtown as a historic and an economic asset requires continuous attention. The growth and diversification of Prescott's economy will continue to create competitive challenges for downtown businesses. Particular challenges for the Downtown in the coming years include re-development of the 1-acre parcel left vacant by the re-location of York motors, responding to changes in ownership of other key properties downtown, and providing for adequate circulation, parking and consistent parking management.

Continuing 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 establishment of the Prescott Downtown Partnership and the adoption by the City of the Downtown Specific Area Action Plan have each positively affected the economic viability of the downtown. The city concurrently adopted the Historic Preservation Master Plan in 1997 to guide preservation efforts for historic sites throughout the city, many of which are located in or near downtown. These parallel efforts have thus far yielded good results and demonstrate that keeping pace with the economic climate and protection of historic character are not mutually exclusive goals.

It is important that downtown Prescott continue to be an economic force in the city and that economic development be strengthened in the downtown. Preserving historic assets, identifying new business potential, adding to the arts and cultural amenities and enhancing redeveloped buildings and streetscapes are all recommended to increase the economic capacity of the downtown.

Financing of maintenance and enhancement activities are currently being planned by downtown property owners through establishment of an Enhanced Services District.

11.4.4 Retail, Tourism and Downtown Goals & Implementation Strategies

Goal 1. Expand Prescott’s taxable sales base with an 8% annual growth objective.

Strategy 1.1 Solicit, recruit and encourage major retail/commercial development at targeted locations.

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

Goal 2 Position Prescott as a tourist destination.

Strategy 2.1 Using bed tax dollars, contract with appropriate non-profit coalitions or single entities to advertise and promote Prescott as a tourist destination with excellent historic, cultural, recreational and arts amenities.

Strategy 2.2 Support development, publication and distribution of publicity materials to target potential visitors and promote Prescott as a tourist destination.

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

Strategy 2.4 Develop strategies to encourage longer stays by visitors to Prescott.

Goal 3. Preserve and continually re-vitalize the downtown business community.

Strategy 3.1 Encourage and assist in the consolidation of groups representing downtown business owners to better coordinate promotion, preservation, enhancement and development efforts in the downtown.

Strategy 3.2 Create public/private partnerships to re-establish and sustain a mix of uses in Downtown including residential, government, professional, institutions, entertainment and retail.

Strategy 3.3 Encourage retention of current government functions (City, County, State and Federal), including courts and law enforcement administration agencies.

Strategy 3.4 Investigate possible locations for additional public parking facilities, but with consideration for historic preservation principles and private property ownership.

Strategy 3.5 Improve circulation in the downtown and include strategies for pedestrian facilities, bicycle use and public transit.

Strategy 3.6 Expand cultural and leisure facilities and activities within the Downtown, with an initial emphasis on renovation/re-development of the Elks Opera House.

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 that would enhance the historic character of downtown structures.

Strategy 4.3 Support and enforce the 1998 Courthouse Plaza Historic Preservation District to maintain the character of the downtown.

Strategy 4.4 Encourage the formation of a Enhanced Services District by downtown property owners to maintain and enhance infrastructure and preserve the downtown as a destination for tourists and local residents.

Strategy 4.5 Encourage the continued implementation of the 1997 Historic Preservation Master Plan.

11.5 QUALITY JOBS: MAINTAINING A STRONG EMPLOYMENT SECTOR

11.5.1 Employment sectors

Arizona cities and towns are highly dependent on sales tax revenues to support the provision of city services. Like other communities, Prescott invests considerable time and energy in expanding this tax base. Growing communities are under particular pressure to expand the tax base in order to keep up with the increased service demands which are fueled by the population growth. However, there is a downside to this economic development emphasis in that jobs created in the retail/ service sector tend to be lower paying jobs, and therefore do not contribute as well to improved community prosperity as do higher paying jobs. Historically, economic developers did not focus on retail because they knew that if base industries were attracted to the community, rooftops and retail would eventually follow. Attracting a base or export industry will, over time, generate increased sales tax as local residents increase personal wealth and therefore buying power. Municipalities in Arizona should be vigilant about pursuing both purposes in their economic development strategies. The growth in retail service jobs resulting from efforts to expand the tax base should be balanced with efforts to increase higher paying “economic base” jobs. The challenge for economic development lies in achieving an appropriate balance of strategies between these goals.

As noted earlier, Prescott Focused Future Action Plan for Economic Development was adopted in 1998. Quoting from the 2002 update of this action plan, “The strategies in this plan are targeted at growing the economy to create well-paying jobs with good benefits and to provide the opportunity for a high quality of life for all residents.” The plan builds upon the Governor’s Strategic Partnership for Economic Development (GSPED) "cluster" concept and sets out five focus areas deemed to be appropriate for this community. The focus areas are modeled on the state clusters but are indicative of existing local commerce and industry. The five focus areas are:

- Entrepreneurial/Manufacturing
- Comprehensive Healthcare

- Arts, Culture and Heritage Tourism
- Workforce Development
- Advanced Technologies (established in 2002)

A focus for business recruitment in the research and development fields can be expected in the future. These types of businesses pay better wages and cause less environmental impacts than many other types, making them desirable for a community such as Prescott. Within each of the focus areas a series of goals and strategies were formulated to help Prescott build upon existing assets. Since existing companies in the area, small businesses in particular, generate most new jobs, their prosperity is important. 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.

At the present time, the top employment sector in Prescott (and in the County as well) is retail trade. Fewer workers are employed in the high paying professional occupational groups such as business and financial, computer and mathematical, architecture and engineering and science. As illustrated in the table below, nearly 20 percent of Prescott residents who are employed work in the retail trade sector. The median wage for retail sales in Yavapai County is $7.87 an hour. At full time employment, this equates to an annual income of $16,370. Yavapai County's top paying sector is Finance, Insurance and Real Estate with the average wage at $16.42 an hour. Seven percent of the Prescott workforce is employed in this sector. Public administration jobs (accounting for 4.9% of local employment) pay average wages of $15.40 or $32,032 annually.

Figure 11-1 Employment sector workforce employment

Employment sector	Number of employees	Percent of Total Employees
Retail Trade	2,786	19.4%
Educational Services	1,785	12.4%
Health Services	1,598	11.2%
Construction	1,389	9.7%
Other Professional and related	1,202	8.4%
Finance, Insurance & Real Estate	1,004	7.0%
Manufacturing, durable	808	5.6%
Public Administration	694	4.9%
Subtotal for top eight sectors	12,864	89.9%
All other sectors	1,442	10.1%
Total Employment	14,306	100.0%

Major employers in Prescott include:

Veteran's Affairs Medical Center
Embry Riddle Aeronautical University
Prescott Unified School District
Sturm Ruger and Company
Yavapai College
Yavapai Regional Medical Center
The City of Prescott
Yavapai County
Prescott College
West Yavapai Guidance Clinic

On January 1, 1999, the City of Prescott received State Enterprise Zone status for approximately 3 square miles of property bounded roughly by Downer Trail on the West, Gurley on the South, the Yavapai-Prescott Indian Reservation on the east, and Whetstine on the North. This is the first and only Enterprise Zone in Yavapai County. Locating in an Enterprise zone provides certain benefits to an employer including income tax credits for net increases in qualified employment positions created. Manufacturing businesses that locate in the zone may qualify for a 5 percent assessment ratio on personal and real property, as compared to the usual 25% assessment ratio for property outside such zones.

11.5.2 Workforce Characteristics

In Prescott 27% of the population is older than 65 (compared to approximately 13% in Arizona and in the US overall), and 40% are age 55 and older. The ratio of working age population to the number of workers in the labor force is an important measure of economic strength. Nearly one third of personal income for all age groups in Yavapai County (as of 1999) was derived from dividends, interest and rent compared to not quite one-fifth statewide and nationally. While this income, largely due to in-migration of retirees, does represent “imported wealth” for the local economy, it also contributes to a worsening dependency ratio defined as the number of youth and elderly for every 100 people of working age. Workers pay the taxes which support services. With only 40 % of local resident’s income earned by the population in ages 15-54 compared with 70 % for the state (again showing a large retiree sector), the need for a more favorable economic and demographic balance is clear. In 2001, the median income among Prescott’s working families was $25,209, while the overall median household income (counting all sources, wages, pensions, investment income, etc.) was $35,446.

Yavapai County and the tri-cities enjoy a remarkably low unemployment rate. At 3.4 percent the Yavapai County unemployment rate is just over half of the national (6.0 percent) and the state (5.5%) average. The City of Prescott currently has an unemployment rate of 3.8 percent. Although a low unemployment rate is a good thing for individual workers, it can be seen as a shortcoming by businesses considering locating or expanding to this area. The primary source of good employees for employers moving into an area comes from the ranks of the underemployed: those individuals currently working but desire better jobs and who possess the skills, education and experience to qualify them for those jobs.

To determine availability of workers in the area, the Tri-City Region, Arizona Workforce Survey was completed in October 2001 by Pathfinders, Inc. a private consulting firm. The study indicated a total of 1,300 unemployed in the region, 800 of which reside in Prescott. The pathfinders study indicated that less than 10% of new hires for new operations come from the unemployed labor pool. The study also indicated that within the region, 5100 workers were considered to be underemployed, or working at jobs below their skill and qualification levels. 3,050 or approximately 60% of that underemployed workforce resides in Prescott. Roughly 2,100 people (1,150 in Prescott) are considered out of the workforce, i.e. neither currently employed, nor actively seeking work. However, this group might be induced to re-enter the workforce for the right job. Within the same study, interviews with employers revealed that while worker productivity and attitudes were rated as good or excellent by major employers, those employers expressed some concerns about basic skill (reading/ writing/ calculations) competencies among the local workforce.

11.5.3 Employment Sector Goals and Strategies

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

Strategy 1.1 Establish suitable locations for employment centers and participate in development/expansion of infrastructure to support the designated sites.

Strategy 1.2 Leverage federal and state economic development grants, low interest loans and job training programs to attract employers in targeted sectors.

Strategy 1.3 Facilitate industrial development bond financing.

Strategy 1.4 Expand the scope of the Economic Development Incentives Policy to attract and retain small businesses with potential for long term job creation.

Strategy 1.5 Promote advantages of relocation/ expansion of business in the enterprise zone to businesses that can create qualified employment positions.

Goal 2. Work with higher education institutions to attract and retain commerce and industry with higher level jobs with higher salaries.

Strategy 2.1 Form a liaison council with representatives from the city, commercial entities and each higher educational institution to explore 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.

11.5.4 Education and the Workforce

Higher education contributes to Prescott's attractiveness and makes it a unique community. There are three colleges or universities located here along with several distance learning centers. Local college resources can be used to leverage high-end economic development. For example, the economic impact of Yavapai College alone is $175 million in Yavapai County. These educational hubs attract students from around the state and the county bringing new money into the community. It is important to continue to foster an integrated system of workforce development that responds to the lifelong learning needs of the current and future workforce. Jobs, education and training are inexorably intertwined and critical to Prescott's economic vitality.

Emphasis on connecting jobs with local skills and the provision of appropriate training and retraining programs will help ensure employment for residents. Education, quality job training

and skill development lead to high quality, living wage jobs, and thus, job quality, job diversity and an improved standard of living. Education enhances the upward mobility of the workforce. Eighty percent of workers with associate degrees earn as much as graduates with a bachelor's degree. Average annual earnings for a worker with a high school education or with a GED is $25,302 while a two-year associates degree earns $35,302. A well trained, well compensated and diversified labor force contributes to a healthy local economy and positive community image that will assist in attracting new job opportunities. Education directly benefits the community with reduced absenteeism, smoking and alcohol abuse reduction, reduced welfare and unemployment and reduced crime.

Promoting the coordination of the personnel needs of new and existing business with skills training programs will ensure a stable workforce. Demand-based training programs will respond to the changing and growing needs of businesses in the community, while fostering the transfer of technology from regional education centers will encourage the development of new businesses. Advocacy for non-baccalaureate training and education for workers and employers will improve opportunities for economically disadvantaged residents. Continuing and expanding connections with area colleges will allow Prescott to meet its workforce needs.

11.5.5 Education and the Workforce Goals & Policies

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

- **Strategy 1.1** Work closely with Prescott Unified School District and other local schools to support their vocational and career counseling programs to improve the basic work skills of students.
- **Strategy 1.2** Foster a closer working relationship with the Yavapai College Small Business Development Center to assist in the encouragement of entrepreneurial business development.
- **Strategy 1.3** Work with regional authorities to take advantage of existing workforce development programs.

Goal 2. Foster cooperation between education, government and commerce to improve the adequacy of the workforce.

- **Strategy 2.1** Work closely with the educational institutions to support those programs which will result in the increased employability of students, including career counseling.
- **Strategy 2.2** Improve working relationships with the Office of Workforce Development at Yavapai College, including the Small Business Development Center so as to enhance entrepreneurial business development.
- **Strategy 2.3** Work with the Yavapai County Workforce Investment Board to take advantage of their workforce development programs.

Goal 3. Work closely with the colleges and universities to address the workforce development focus of their programs to meet the actual workforce needs of the community.

Strategy 3.1 Form a liaison council with representatives from the City, the business community and each of the colleges and universities to improve communication of workforce needs.

Strategy 3.2 Use this liaison council as a business attraction tool to approach businesses that employ high workers and other professionals.

11.5.6 Housing Affordability and the Workforce

While higher end housing is a necessary part of Prescott's housing stock, a number of studies over the past five years have indicated that housing affordable to service level workers is in short supply in Prescott. In 1996 a Housing Needs Assessment was conducted that dealt more specifically with the issue of affordable housing and meeting community-wide housing needs. Another, more recent study was conducted by Elliot D. Pollack & company for the State of Arizona. The Pollack study examined the availability of housing affordable to households across the full range of income levels. The 1997 General Plan addressed this issue by encouraging the provision of a wide range of housing types, but without specific suggestions as to the implementation of that suggestion. The 1998 Focused Future Plan also notes that providing housing opportunities for local workers contributes to the economy, in that national statistics indicate that people spend the majority of their disposable income in the community where they live.

What these studies indicate is that the segment of our workforce earning at or below the median income for the area are not able to secure affordable housing in Prescott. These workers are forced to either live outside of the community or pay more for a home than they can reasonably afford. They are spending their disposable income in the community where they live or, if they live in Prescott, their disposable income is greatly reduced by higher housing costs. In either case the wealth generated by these workers is not being reinvested into the Prescott economy.

The affordable housing gap is a problem that has been recognized for at least the last five years. Prescott must take action to preserve the economic integrity of the community. The actions proposed by this General Plan, if implemented, will reduce the adverse impacts caused by the current housing situation. Strategies to stimulate production of a wide range of housing options are outlined in the Land Use element. Individual assistance strategies for addressing housing are included in this element. Providing adequate housing affordable to local workers is an important part of maintaining the economic viability of Prescott.

11.5.7 Housing Affordability and the Workforce Goals & Policies

Goal 1 Promote public awareness and understanding of community housing needs and the local resources available to assist in meeting those needs.

Strategy 1.1 Consider establishing a housing "desk" within city government to help coordinate city activities undertaken to promote a balanced array of housing choices and opportunities for city residents.

Strategy 1.2 Actively educate the public about the actual housing needs of the community based upon recognized housing studies and on the Prescott Housing Master Plan to be created pursuant to the General Plan.

Strategy 1.3 Produce or partner with other agencies to produce various publications (e.g. brochures, booklets, fact sheets) which provide factual information about the housing needs and housing resources in Prescott.

Strategy 1.4 Publish housing information to the public through the media and via the city Web Site addressing: 1) the types and quantities of housing available in the community; and 2) local resources (agencies, programs, services) which provide can assistance in accessing affordable quality housing.

Strategy 1.5 Educate the public about the benefits of creating and maintaining an adequate affordable housing supply.

Strategy 1.6 Promote greater public understanding of the positive aspects of higher density, more compact development forms, including mixed use neighborhoods, multi-family housing, cluster housing and manufactured homes.

Strategy 1.7 Provide public education that addresses misperceptions about the look and quality of more affordable housing types.

Goal 2. Actively partner with the private business sector, non-profit agencies and other government entities to promote availability of affordable housing and assist working families to access those opportunities.

Strategy 2.1 Encourage financial institutions to establish low interest loan programs and market/advertise the availability of such programs to low and moderate income residents.

Strategy 2.2 Create public/private partnerships to implement homebuyer assistance programs which make available primary mortgage loan resources at reasonable rates and offer grants assistance for down-payment and closing-costs.

Strategy 2.3 Create public/private partnerships to implement rent assistance programs which provide grant assistance to lower rental costs for targeted populations (e.g. certain income levels, elderly on fixed incomes, persons with disabilities).

Strategy 2.4 Cooperate with and provide assistance to community groups and organizations that administer low cost housing programs which meet the housing demands of families at or below 60% of the areas median income level or which target special needs groups (e.g. elderly and/or disabled residents).

Strategy 2.5 Create public/private partnerships to design and implement a major marketing program to disseminate information on local housing options and opportunities to area employers and workers.

Goal 3 Promote rehabilitation and preservation of existing housing stock to maximize longevity of those units and encourage a diversity of housing options.

Strategy 3.1 Implement, under city sponsorship or in partnership with community agencies, programs that provide housing rehabilitation funds and grants for owner occupied dwellings (similar to the program currently underway in the Dexter neighborhood).

Strategy 3.2 Make Community Development Block Grant (CDBG) or other appropriate funds under city control, available for direct housing assistance (either directly or through public/private partnerships).

Strategy 3.3 Investigate feasibility of establishing (under city sponsorship or in partnership with community agencies) revolving loan funds for housing rehabilitation.

Strategy 3.4 Work with private property owners to create alternatives to the demolition of poor quality housing units, without replacement of structurally sound housing, on residentially zoned property.

11.5.8 Regional Competition and Cooperation

Because of the Arizona tax structure, transaction or sales tax is the primary source of revenue for cities and towns. Communities therefore compete with one another in attracting retail within their city limits in order to stabilize revenue streams which in turn support the provision of city services.

Major commercial development areas are well defined along the Highway 69 corridor, the Highway 89 corridor, Willow Creek Road, Miller Valley Road, the Prescott Lakes Parkway corridor and through the downtown. The new Prescott Gateway Mall area, the Ponderosa Plaza area and the airport are existing or planned locations for major commercial and/or employment centers. There is a very good existing business base Downtown with opportunities to redevelop, expand and upgrade existing business areas. Continued encouragement of neighborhood businesses meets the day-to-day needs of local residents and also encourages small businesses to locate or remain in the community. With tourism, especially heritage tourism, being an important segment of the economy, tourism development and promotion of our historical Downtown is vitally important.

The city faces many obstacles in the highly competitive economic development arena, especially with regard to retail development. Some recently developed sites were targeted for economic development and because they were difficult and expensive to build on, financial participation by the city was necessary to accomplish the development. This precedent is not uncommon in other areas with highly competitive economic environments and may continue to be necessary for some future development projects.

While competition on the retail front is likely to continue, economic development strategies in other areas offer greater opportunities for cooperation among neighboring jurisdictions. This is particularly true in regard to fostering an adequate regional transportation network to support commerce and industry, collaborating on efforts to address workforce development needs and promotion of those regional assets/attributes which are attractive to businesses seeking to relocate. Efforts toward more regional cooperation between the now competing entities could help create the population base and infrastructure needed to attract larger employers to the area. Such cooperation could benefit multiple entities by the creation of jobs, raising the wage scale, and the obvious benefit to the tax base. The City should explore innovative solutions to regional economic development opportunities.

11.5.9 Regional Competition and Cooperation Goals & Policies

Goal 1. Pursue Regional planning efforts through established and anticipated organizations and through regional planning exercises.

Strategy 1.1 Encourage and participate in a regular schedule of regional planning forums with the other governments in the region to address transportation, growth, housing and economic development issues.

Strategy 1.2 Continue active participation in the operation of the Central Yavapai Metropolitan Planning Organization (CYMPO).

Goal 2. Encourage more in-depth efforts to coordinate economic development strategies to avoid harmful types of competition between local governments.

Strategy 2.1 Support a regional economic development council representing Prescott, Chino Valley, Prescott Valley and the Yavapai-Prescott Indian Tribe to identify and take advantage of opportunities that create economic benefits region-wide.

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 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 on 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 bedrock, boulders, rock formations, mountains, chaparral and pines.

As the city grows, the threat to air and water quality and noise and light pollution also grows. It is important to acknowledge that progress toward some community-wide interests such as adequate circulation and economic development opportunities may have some negative impact on the environment. It is important to maintain an appropriate balance between preserving environmental quality and the need for 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.

12.3 CULTURAL ASSETS

The rich diversity of Prescott's cultural resources today continues the heritage started more than 130 years ago by the first settlers and government officials who brought a printing press and a library. Today Prescott continues to culturally enrich residents and visitors in the visual arts, performing arts, with musical programs, libraries, museums, and a zoo, 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.

Another cultural asset is the strong volunteer support for the various venues and organizations. Volunteerism in Prescott is an asset of both monetary and qualitative importance.

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 a zoo.

The culture of Prescott may be viewed in two ways, depending on the definition. In anthropological terms, culture includes language, dress, private and public behaviors, creativity, ways of governing, ways of learning, ways of worshiping, habits of heart and mind when encountering one another. Prescott is families with youngsters and teen-agers looking for some easy-access recreation; Prescott is affluent retirees with a certain zest for life and a demanding aesthetic standard; Prescott is working people with a desire to make life larger than the workplace routine.

The other meaning of culture refers to the visible products of cultural expression. In Prescott, these visible products are the community's tangible cultural attributes. Prescott is blessed with a diverse inventory of cultural products in a variety of disciplines.

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** Widely promote Prescott as an ideal community for cultural opportunities for residents of all ages.
- **Strategy 1.3** Advertise Prescott as a cultural and arts destination using appropriate marketing strategies.
- **Strategy 1.4** Ensure that local facilities are well maintained and that program and facility development keeps pace with demand.
- **Strategy 1.5** Identify and inventory community assets which need to be protected, preserved or enhanced through periodic assessments and regular updates of the inventory.

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

Goal 3. Protect and enhance the variety of natural areas for outdoor experiences by identifying significant open spaces for acquisition to protect them from encroachment by development.

Strategy 3.1 Continue to pursue acquisition of the lands identified and funded by the sales tax extension approved by the voters in May 2000.

Strategy 3.2 Plan and provide appropriate stewardship of all city owned open space.

12.4 HISTORIC PRESERVATION

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 a major 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 applied for by the property owners and the change granted or denied by the usual 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, the highest source of income for all of Northern Arizona.

Preservation also plays an important role in putting affordable housing within the reach of all residents. By rehabilitating and renovating existing structures on smaller lots, the older 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. Continue the survey, documentation and listing in city, state and national registers of eligible properties.

- **Strategy 1.1** Produce updated information for property owners citing protection and tax benefits listing.
- **Strategy 1.2** Cooperate with the state historic preservation associations and individuals to carry out continuing public awareness activities.

Goal 2. Confirm and update periodically city ordinances dealing with historic and prehistoric resources in order to better integrate historic preservation into overall community planning.

- **Strategy 2.1** Review the applicable codes to ensure that irreplaceable prehistoric resources receive appropriate survey and mitigation procedures.
- **Strategy 2.2** 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 3. Periodically review and update of the 1998 Historic Preservation Master Plan.

Strategy 3.1 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 3.2 Assist neighborhoods through area plans and register listing in preserving the character and livability of older parts of the city.

12.5 THE POLICE DEPARTMENT

The Police Department's goal is to serve all people within our jurisdiction with respect, fairness, and sensitivity. The Department strives to provide quality police service in partnership with other members of the community through innovative police practices and pro-active problem solving. We are committed to the prevention of crime; preservation of peace, order and safety; the enforcement of laws and ordinances; and the safeguarding of constitutional guarantees. We strive to attain the highest degree of ethical behavior and professional conduct at all times.

The Police Department is committed to an aggressive response to criminal activity throughout the City of Prescott in a manner consistent with safeguarding the rights of all citizens. In order to provide an effective visible presence, criminal identification, apprehension and prosecution process, 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 the Community Policing Concept.

12.6 THE 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 department has a wonderful history of fire fighting traditions.

The department consists of 78 career personnel, five fire stations, and serves a population of 37,000 over 38.4 square miles. We are dedicated to providing the highest level of service in the prevention and mitigation of emergency incidents in a growing community and treating our citizens and employees in a fair and considerate manner while remaining financially responsible.

The Prescott Fire Department values a creative and proactive work place, and 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.

12.7 EDUCATIONAL ASSETS

12.7.1 Existing Conditions

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 and 14 charter and private schools serve the primary and secondary needs of the community.

Yavapai College is the local community college and offers 50 certificates, degree and transfer programs. In addition, in partnership with Northern Arizona University and Old Dominion University, Yavapai College offers more than 40 undergraduate and graduate degree programs. Northern Arizona University, through its Statewide Academic Program, also offers courses and degree programs, through the doctoral degree using a variety of delivery systems.

Prescott College and Embry Riddle Aeronautical University are private universities with students in residence. Embry Riddle University offers degrees primarily in technical fields related to aviation and aerospace. Prescott College offers bachelors and master's degree programs in the liberal arts, many with special emphasis on environmental education. The newest private university is North Central University, which offers strictly distance-learning online degree programs for adult learners.

12.7.1.1 PRESCOTT UNIFIED SCHOOL DISTRICT

The Prescott Unified School District (PUSD) is a learning community built on a foundation of excellence that is more than a century old. Today, more than 5,000 students are engaged in a wide range of programs spanning four preschools, five elementary schools, two middle schools, three alternative schools, one high school and a family resource center.

The District is distinguished for many qualities including test scores that exceed state and national averages, certified teachers who have received state and national awards, and the unique ability to provide services and programs that 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. More than 65% attend colleges and universities, 10% pursue vocational training, 20% enter the workforce and 5% join the military. Students pursuing higher education receive more than $1 million in 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 $22 million and an annual local payroll of nearly $18 million. It strives to support Prescott businesses by purchasing from local vendors whenever possible.

12.7.1.2 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 400 students. Hundreds of participants in numerous conferences take advantage of the availability of on-campus housing during the summer months.

Students may select from 50 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 2001-02 academic year, 3,700 courses were offered throughout the county with 1,852 taught on the Prescott Campus. The college prides itself in a small average class size of 16 students. Residents of all ages enroll each year with 38 percent under 29, 43 percent between the ages of

30 and 59, and 19 percent 60 years of age and older. Eighty-eight percent of the people who enroll at Yavapai College are Yavapai County residents.

College personnel embarked on an aggressive expansion plan in 2001 following voter approval of the comprehensive master plan in November 2000. Square footage available for student use on the Prescott Campus will grow from 330,000 to 440,000.

Residents enjoy the many cultural benefits provided through the Prescott Campus Performance Hall, which was constructed in 1990. Approximately 83,000 people attended shows and other events, such as community forums, in 2001. An art gallery, open to the public, and showcasing the work of area artisans and students is also housed within the building.

A recent study of economic impact revealed for every $1 invested into Yavapai College by taxpayers, $11 is returned to the local economy. Experienced personnel aided in the creation of nearly 1,000 jobs since 1998 generating $15.6 million in growth of the tax base, and $31.1 million in increased personal income. Approximately 450 businesses are assisted each year through the Small Business Development Center, and the college is one of the largest employers in Yavapai County with more than 1,100 people working in full and part time positions.

12.7.1.3 EMBRY-RIDDLE AERONAUTICAL UNIVERSITY

Embry-Riddle Aeronautical University is the world's largest, fully accredited university specializing in aviation and aerospace. It is a private, four-year, co-educational university offering both undergraduate and graduate degrees. The University engages in extensive research and consulting activities which address the unique needs of aviation, aerospace, and related industries.

The Prescott campus offers a choice of eight Bachelor of Science degrees and one Master of Science degree. The curriculum covers the operation, engineering, research, manufacturing, marketing, and management of modern aircraft and the systems that support them. Also covered in the curriculum are environmental studies related to the aviation industry, security and intelligence and global management.

On the Prescott campus, there are 87 buildings located on 557 acres, including the Flight Training Center. Future growth plans project a student enrollment of 2,200 by 2015. The campus Master Plan calls for complete renovation of the facilities in the next 10 years. The campus also has a fleet of 55 single and multi-engine aircraft for training purposes and more than one half of the traffic at Prescott's Love Field can be attributed to Embry-Riddle's flight training. The Flight Training Center contributed to the local economy in 2001 by purchasing over $740,000 in fuel for its aircraft. The campus also owns eight flight simulators and a Boeing 727 procedure trainer.

As a private university, Embry-Riddle Aeronautical University relies upon student tuition, select non-academic programs and charitable contributions as the main sources of income. Embry-Riddle's Prescott campus operated on a budget of $38.8 million for the 2001-02 fiscal year. With 450 employees, including all faculty and staff, payroll totaled $13.6 million. A rather conservative estimate of Embry-Riddle's indirect local impact on Prescott would be approximately $40 million per year.

12.7.1.4 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.

With more than 1000 students engaged in undergraduate and graduate programs. The College funded an annual budget of over $11,600,000 in fiscal year 2001-02. This represents a $6,100,000 payroll for 203 faculty and staff employees and represents $5,300,000 in local payroll. It is estimated that $2,100,000 is spent locally by the College for basic goods and services, with the balance being spent statewide, nationally and internationally. Over 500 students live within the Prescott community and generate over $400,000 each month in basic living expenditures. The graduate and adult degree programs bring their students to Prescott 12 times a year where they stay in hotels; eat at restaurants, and shop, spending an estimated $500,000 each year in the local community. In total, the annual economic impact of Prescott College on the local economy is estimated at over $12,700,000 in direct economic contribution. This represents a conservatively estimated indirect local economic impact in excess of $16,600,000 and more than 456 local jobs attributable to 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.

12.7.2 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. 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.

12.7.3 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.

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.

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

12.8 PRESCOTT PUBLIC LIBRARY

12.8.1 Existing Conditions

The Prescott Public Library serves as a cultural, informational, educational and recreational center for the city and surrounding areas. The library provides the hub of the Yavapai Library Network serving 35 public, school, academic and museum libraries through technological connections. The downtown library houses the systems administrator who coordinates the services of all of the network libraries. 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, access is provided to homes, offices and shopping areas, through a combination of electronics, wireless connectivity, public access kiosks and dispersed book drops.

The expansion and renovation of the downtown location will augment 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, bringing well over a thousand people daily (as of 2003) to the center of Prescott. As the building is expanded, library hours will increase to accommodate the demand already being made for more public library services.

The Prescott Connexion at the Gateway Mall meets some of the demands by providing full library services to residents and visitors alike. As Prescott grows to the north there is already a need for library services in a similar location in a developing mall with ready access to pedestrian, bicycle and motor traffic from that area.

12.8.1.1 Prescott Public Library Goals and Strategies

Goal 1. Continue cooperative efforts to expand the downtown library adding 14,000 square feet to the building.

- **Strategy 1.1** Assist the effort for expansion by creating publicity through city information systems.
- **Strategy 1.2** Continue to augment services with funding for collection development and technology upgrades.

Goal 2. Continue to support the Yavapai Library Network by providing space for the technological systems.

- **Strategy 2.1** Continue publicity about the access to library services, including interlibrary loans.
- **Strategy 2.2** Facilitate resource sharing through a county-wide courier service.

Goal 3. Recognize the need for expanded site for service to a growing population.

- **Strategy 3.1** Collaborate with developers for mall or similar space.
- **Strategy 3.2** Plan new annexations to provide for sites for library services as appropriate.

12.9 ADULT CENTER

The Adult Center at 335 East Aubrey Street is owned by the City of Prescott and operated by a non-profit organization – Adult Center of Prescott, Inc. the mission is to be a viable organization within the community by providing opportunities for social interaction, recreation, education, information and entertainment to the adult population of the greater Prescott area with services delivered by volunteers and staff under the direction of an executive officer.

The programs offered are varied and change from time to time. The center also offers public meeting space upon request.

The city also makes space available within the building for the Golden Age Nutrition, another non-profit organization which served nearly 74,000 meals through the Meals on Wheels program in 2002 with an average of more than 90 volunteers providing service each month.

A new building which will house both services is planned to be located in the Cliff Rose subdivision between state road 89 and Willow Creek Road.

12.10 HEALTHCARE ASSETS

12.10.1 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.

The 127-bed Yavapai Regional Medical Center serves more than 100,000 people in Prescott and throughout western Yavapai County. YRMC is known for its modern facilities, state-of-the-art technology and a highly-trained staff of more than 1,000 professionals who're uniformly committed to creating a Total Healing Environment, an environment in which peace of mind and heart are just as important as physical cure and comfort. The medical center's Healing Team is led by a Medical Staff of more than 160 physicians, including some of the region's most respected board-certified specialists and sub specialists.

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 but not limited to 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.

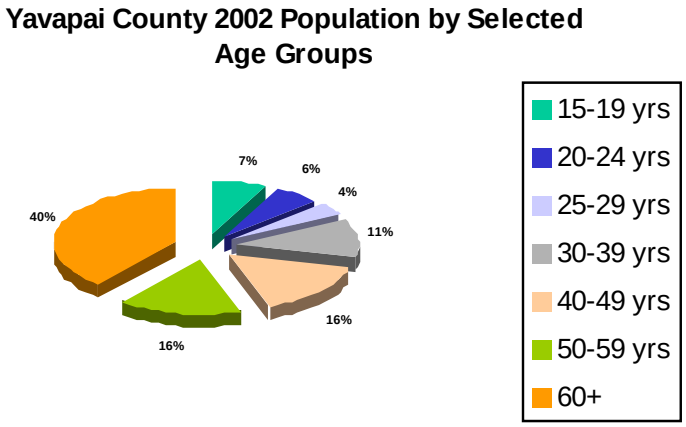
The City of Prescott is home to a growing number of retirees and senior citizens, and it supports this segment of the population with a comprehensive selection of services specifically tailored to senior needs. Exercise and wellness programs keep the elder population mentally and physically fit. A variety 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.

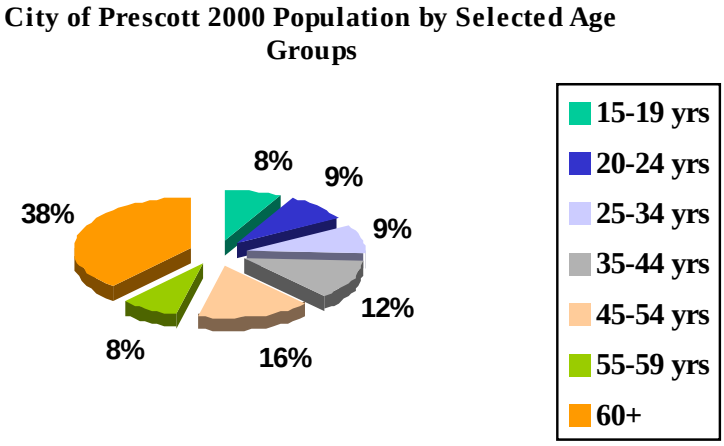
For the younger and middle-aged generations, the Prescott healthcare community provides outreach services and programs that focus on everything from parenting skills and osteoporosis prevention, to anger management and diabetes care and prevention. Prevention, in fact, is taking on new meaning here and 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 that allow individuals to play a key role in managing their own health and that of their families.

Healthcare also strengthens the economy. National studies estimate that the multiplier effect (the number of times a dollar turns over within a community) for healthcare is 4.7. In 2001, the wages and salaries paid to Yavapai Regional Medical Center's 1,079 employees totaled $34,681,000. Applying the multiplier effect to that figure leads to an annual economic impact in Prescott of more than $163 million.

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.

Figure 12-1 Comparison of Yavapai County and City of Prescott age distributions.





13.0 MAJOR PLAN AMENDMENTS

(A) The following shall constitute a Major Plan Amendment, as required by ARS Section 9-461.06(G):

1. Any change on the Land Use Map from a Residential designation to a Commercial or Mixed Use designation; from a Commercial designation to a Residential or Mixed Use designation; from a Mixed Use designation to a Residential or Commercial designation; or from an Open Space designation to any other designation, in the following instances:

a. encompassing greater than 40 acres (but no more than 160 acres) and which contains 400 or more single family residential dwelling units within 1,320 feet of the perimeter of the property being considered for a change; or

b. encompassing greater than 160 acres (but no more than 640 acres) and which contains 200 or more single family residential dwelling units within 1,320 feet of the perimeter of the property being considered for a change; or

c. encompassing greater than 640 acres and which contains 50 or more single family residential dwelling units within 1,320 feet of the perimeter of the property being considered for a change.

2. General Plan text amendments that change existing guiding principles and/or goals or strategies. However, text amendments that are simply complementary, illustrative or otherwise compatible with the existing goals, objectives and policies are deemed not to be Major Plan Amendments.

(B) For the purpose of determining the class of use designations, as referenced in Paragraph (A), the following shall apply:

Residential Use	Commercial Use	Mixed Use	Open Space
Very Low Density Residential	Commercial	Agriculture/Ranching	Recreation/Open Space
Low-Medium Density Residential	Commercial/Employment	Mixed-Use	
Medium-High Density Residential	Commercial/Recreation		
	Industrial		

(C) An amendment to an Area Plan or Neighborhood Plan, which Plan has not been formally incorporated into the General Plan, shall not, in and of itself, require a General Plan amendment.

(D) Inclusion of additional territory into the City limits by annexation and the initial zoning thereof, as required by ARS Section 9-471(L), shall not constitute a Plan Amendment. If the subsequent rezoning of said additional territory comes within the criteria as set forth in Paragraph A above, it shall constitute a Major Plan Amendment.

General Plan
Map Amendments

If the Project is:	And there are this many Homes within ¼ mile:	Then it is:
40 acres or more in size	400 or more	A Major Amendment
160 acres or more in size	200 or more	A Major Amendment
640 acres or more in size	50 or more	A Major Amendment

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

DIRECTORY OF REFERENCES

REFERENCED DOCUMENTS	AGENCY/DEPT.
The 2020 Forum (2000)	City of Prescott Planning Dept.
Airport Specific Area Plan (2000)	City of Prescott Planning Dept.
Airport Business Plan (1997)	City of Prescott Airport Dept.
Tri-City Study Area Plan (2002)	Arizona Land Department
The Bicycle and Pedestrian Plan (2003)	City of Prescott Planning Dept.
The Canterbury Neighborhood Plan (2000)	City of Prescott Planning Dept.
Central Yavapai Transportation Study (1995/1998)	City of Prescott/Yavapai County
The Chino Valley General Plan (2003)	City of Chino Valley
The Dexter Neighborhood Plan (2000)	City of Prescott Planning Dept.
The Entrepreneur's Sourcebook (2002/2003)	Yavapai College
The Fleury Neighborhood Plan (1996)	City of Prescott Planning Dept.
Focused Future Plan (2003)	City of Prescott Planning Dept.
The Gail Gardner Neighborhood Plan (2002)	City of Prescott Planning Dept.
The Granite Dells Community Plan (1990)	City of Prescott Planning Dept.
Highway 69 Corridor Overlay District Plan (2000)	City of Prescott Planning Dept.
Historic Preservation Master Plan (1997)	City of Prescott Planning Dept.
The Open Space Plan (1999)	City of Prescott Recreation Dept.
The Ponderosa Redevelopment Plan (2000)	City of Prescott Planning Dept.
The Prescott Citizens Survey (2002)	City of Prescott City Manager
The Prescott East Area Plan (1998)	City of Prescott Planning Dept.
The Prescott Housing Needs Assessment (1998)	City of Prescott Planning Dept.
The Prescott Housing Strategy (1998)	City of Prescott Planning Dept.
The Prescott Land development Code (2003)	City of Prescott Planning Dept.
The Prescott Zoning Code (effective through 2004)	City of Prescott Planning Dept.
The City of Prescott Strategic Plan (1994/1995)	City of Prescott Planning Dept.
The Strategic Plan for Economic Development (2002)	City of Prescott Planning Dept.
Tri-city Regional Workforce Report (2001)	City of Prescott Planning Dept.
The Water Planning and Management Program (1998)	City of Prescott Environ. Resources
The West Side Neighborhood Plan (1999)	City of Prescott Planning Dept.
The Willow Creek Corridor Overlay Plan (1997)	City of Prescott Planning Dept.
The Willow Lake South Area Plan (1999)	City of Prescott Planning Dept.
The Yavapai County Comprehensive Plan (2003)	Yavapai County Planning Dept.