

# AIRPORT SPECIFIC AREA PLAN (ASAP)

## **1. INTRODUCTION**

The planning area encompasses about 50-sq. miles and is dominated by undeveloped lands devoted to cattle ranching. Centered within ASAP is the region's general aviation airport – the Prescott Municipal (Ernest A. Love) Airport. Airport users, the Prescott Chamber of Commerce, and area industries have indicated an interest in planning for the area. In addition, the County Board of Supervisors, the region's Planning Commissions, and the Prescott City Council have acknowledged the need for airport area planning. Presently the only community plan in place is Yavapai County's 1991 Granite Dells Community Plan, which covers the south-central portion of ASAP. That Plan recommends a review by the end of 2000 to assess significant trends warranting any plan changes.

The 1997 Prescott General Plan supports this planning effort where it acknowledges the regional value of the airport and the need to protect it from encroachment of residential development. The General Plan also notes the airport's location central to the expanding municipalities Prescott, Prescott Valley, and Chino Valley – and promotes regional cooperation to achieve airport protection. The potential economic development impact of the Prescott Airport to the Tri-city area cannot be understated. A recent study by Embry Riddle Aeronautical University estimated an average annual \$43.5 million in direct economic impact based on airport organizations, services and businesses.

Several land use issues have created a greater urgency for planning in the near term. The new arterial beltway – Pioneer Parkway/Airport Connector (SR 89A realigned) is anticipated to be completed in 2002, and will introduce new pressures and opportunities for development. The groundwater mining declaration for the Prescott Active Management Area (AMA) of 1998 means that all new residential development within the AMA must rely on alternate water supplies or on exempt individual wells (all of ASAP lies within the AMA). Finally there is a growing concern for the remaining antelope range in the Tri-city area, which greatly characterizes the ASAP area. A regionally based plan is needed to guide future land use should the existing ranches seek to develop their holdings, and to protect the viability of ranching for those land owners experiencing development pressures.

## **PLANNING PROCESS**

The project was initiated in 1999 by the Prescott City Council, which led to a series of presentations to the County Board of Supervisors (BOS), The Airport Advisory Board, the Airport Users Group, City of Prescott, Town of Chino Valley, and the Regional Association of Local Governments (RALG). In addition, participants in the 2020 forum recently identified airport protection and regional planning cooperation for the airport area as primary goals. A similar theme was voiced at the 2001 Airport Visioning meeting. Individual meetings were held early with subject landowners to inform them of the planning effort and to solicit their ideas and concerns. A needs survey was done for the area industries with a focus on their location parameters, employee and transportation needs. Key staff from Chino Valley, Prescott Valley, Prescott, and Yavapai County met to brainstorm ideas. The City of Prescott Community Development Dept. took the lead on writing the plan, based on the comments and information obtained.

## **PLAN AREA**

The 2009 Airport Master Plan shows areas of airport impact and the anticipated Day-Night Sound Level (DNL) zones resulting from airport activities (Fig 1). Using current FAA guidelines, six separate impact zones have been identified and will be used to restrict land use according to criteria outlined in the 2009 Airport Master Plan and in the Land Development Code.

DNL sound level contours shall be used to determine noise attenuation levels in and around the airport. Habitable buildings within the 6 Airport Impact Zones must be constructed using noise attenuation techniques to limit noise within each structure. Interior noise must be attenuated to level equal or less than 45 Db. It is recommended that habitable buildings outside of the 6 Airport Impact Zones but falling within the Airport Influence Area also be constructed using noise attenuation techniques to limit noise within each structure.

Building height for all structures shall coincide with and be constrained by Part 77 of the FAA regulations.

To help document the proven concerns for encroachment of inappropriate land uses around the airport, the airport manager has prepared a white paper detailing airport and aircraft operations (Appendix B). This research describes local aircraft practices and selected case studies that highlight the need for limiting residential densities near the airport and for creating an Airport Influence Area and aviation easement requirement.

## **GRANITE DELLS COMMUNITY PLAN**

This 1991 community plan covers the SE quadrant of ASAP, and lands south of ASAP. It was written by Yavapai County staff with the direct input of many Granite Dells residents, the plan calls for low intensity uses that maintain the rural character. Most of the land use designations are compatible with nearby airport activity – light commercial, low and very low density residential, and recreational (Appendix C). However, the Agricultural classification assigned to lands east of the abandoned railroad line (now the Peavine Trail) is a holding designation that anticipates future changes. This “Agricultural” designation may be the most significant area to plan for given the new arterials anticipated to cross Granite Dells Ranch and Point of Rocks Ranch. *The community plan also states that sound reverberation occurs as planes pass over the Granite Dells, and recommends that aircraft should therefore be routed around the Dells. This fact highlights the incompatibility concerns from housing located in relatively close proximity to the airport.*

## **2. ASAP Goals and Objectives**

The following goals and objectives have been used to frame the plan effort. These plan parameters, along with the input of interested individuals and area officials, have framed the plan discussion and the ASAP Plan Maps and Policies that begin on page 25.

### **A. IMMEDIATE AIRPORT PROTECTION**

***A.1 Establish an Airport Influence Area in accordance with Arizona statute. Identify and apply compatible land uses within that area which will allow the best opportunity for the continued development and operation of Prescott Municipal (Ernest A. Love) airport.***

- A.1.1 Establish airport influence area boundaries for the Prescott Municipal Airport sufficient to protect the long-term viability of the airport. Evaluate the need for avigation easements within the airport influence area.
- A.1.2 Create a multi-jurisdictional land use plan for the greater airport area that addresses the needs of the region's only airport, applicable jurisdictions, subject property owners, existing neighborhoods, and established industrial parks.
- A.1.3 Investigate ways to promote implementation and adherence of ASAP recommendations by any and all area jurisdictions that may hold or attain land development regulatory authority.

### **B. LAND USE**

***B.1 Provide adequate commercial use opportunities that serve the needs of area neighborhoods, industrial operations and their employees, and the commuting public.***

- B.1.1 Identify appropriate types and locations of commercial development given the evolving regional roadways that cross the plan area, and the service and shopping needs of existing and future residential neighborhoods.
- B.1.2 Determine which, if any, of the interchanges along the planned Airport Connector are suitable for highway-related commercial development.

***B.2 Support commercial enterprises that capitalize on the scenic values of the area in ways that are appropriately sensitive to the environment.***

- B.2.1 Investigate outside funding sources to enable the proposed multi-purpose center recently studied by the City of Prescott. The conceived conference center and equestrian facilities would provide a core use for other spin off non-residential uses appropriate between SR 89 and old 89A.
- B.2.1 Consider permitting campgrounds and RV parks that capitalize on area trails, lakes, views and other outdoor amenities.

***B.3 Support existing and future employment centers given the need for well paying jobs, and the area's suitable terrain and anticipated road system.***

- B.3.1 Inventory the needs and contributions of area employers to ascertain expansion goals, adequacy of infrastructure, and desired support services.
- B.3.2 Evaluate sites suitable for new employment centers that concurrently capitalize on access availability and airport buffering.

***B.4 Plan to meet the region-wide need for a site that can house heavy industrial uses.***

- B.4.1 Assess sites that may be appropriate for heavy industrial uses that support the Tri-city region, based on input from applicable users, property owners, and applicable jurisdictions.
- B.4.2 Site assessment for heavy industrial use shall include opportunities and impacts related to circulation infrastructure, environmental issues, truck travel times and routes, topography and wind patterns, and proximity to residential areas.

***B.5 Support residential development to the degree compatible with airport overflights, terrain, and the planned road system.***

- B.5.1 Assess appropriate locations and densities of residential development within the greater airport influence area, taking into consideration airport activities, surrounding land uses, access, community plans, zoning, and other input from applicable surrounding jurisdictions, property owners, and other interested parties.
- B.5.2 Evaluate if city-provided water and sewer service can provide sufficient incentives to locate and design residential areas compatible with the airport influence area goals.

***C. OPEN SPACE & WILDLIFE HABITAT***

***C.1 Support historical ranching activities to the degree practical, given its compatibility with airport activity and influence on regional character.***

- C.1.1 Confer with area ranchers to learn of their long-range plans and to identify ways to incorporate those plans into ASAP.

***C.2 Create open space amenities that serve multiple purposes by integrating natural drainageways for stormwater management, passive recreation, and wildlife habitat considerations into ASAP to the fullest extent practical.***

- C.2.1 Solicit input from AZ Game and Fish on issues and concerns that pertain to the plan area, such as impacts to area antelope herds.
- C.2.2 Identify valuable wildlife areas, such as significant stands of trees, washes, movement corridors, so that steps toward their preservation might be taken.
- C.2.3 Seek open spaces that provide multiple benefits including stormwater drainage, wildlife habitat and movement areas, airport buffering, and character defining greenbelts.
- C.2.4 Assess sand and gravel extraction operations, now occurring in Granite Creek, to determine if the operator may be willing to mitigate impacts (mining is controlled at the Federal level therefore not within City jurisdiction).
- C.2.5 Utilize development designs - such as Planned Area Development (PAD) - that allow for flexibility while also creating connected open).
- C.2.6 Evaluate for conditions that may create new bird habitats, given the possible conflicts with flying aircraft.

***C.3 Identify significant areas for consideration as designated open space.***

***D. CULTURAL RESOURCES***

***D.1 Continue surveys of cultural resources, as development occurs, to enhance understanding and appreciation of historic and prehistoric archeological resources.***

**E. WATER and SEWER**

***E.1 Utilize City of Prescott water and sewer services, or those of another central services provider, to the extent appropriate to influence desired land uses and their location.***

- E.1.1 Determine if there is interest by the property owners in city-provided water and sewer service for future residential and/or commercial development of lands now under County jurisdiction, and if that interest extends to annexation of these lands at the time of development.
- E.1.2 Evaluate the need for and availability of central water and sewer service for a possible new industrial site.

***E.2 Manage water and sewer services in ways that support responsible use of limited resources and capacities.***

- E.2.1 Identify any existing developments on city water and individual septic as possibilities for tie in to city sewer in order to enhance recharge credit opportunities.

**F. CIRCULATION**

***F.1 Create a circulation plan element that identifies existing, planned, and proposed arterial and collector streets needed to serve the plan area and the region.***

- F.1.1 Map and describe the planned beltway known as the Airport Connector (SR 89A realigned) Pioneer Parkway. Assess opportunities for and impacts from new collector streets that may feed into planned interchanges.
- F.1.2 Evaluate the need and timing of a greater airport circumferential road that connects to both the Airport Connector and to SR 89.
- F.1.3 Confer with applicable jurisdictions and property owners about plans and possible alignments for new roads connecting to Glassford Hill Road extension.
- F.1.4 Existing and new road alignments should be evaluated for adequacy and suitability as truck routes, with input from industrial users.
- F.1.5 Promote a circulation system that has many linkages in order to foster convenience, alternative routes and knitted neighborhoods.

***F.2 Support bike and pedestrian routes that further recreational and commuter pursuits.***

- F.2.1 Create connected streets, sidewalks, and trail alignments that fit into a comprehensive and friendly pedestrian/bike routes system. Doing so supports fitness, recreation, and nonpolluting alternate modes of transportation.
- F.2.2 Evaluate appropriate realignment of the Peavine Trail (rails-to-trails) segment that will be impacted by the northeasterly extension of the airport's main runway and expanding sand and gravel operations.

***F.3 Resolve the Side Road easement issue so that it may adequately serve existing residents and recommended future land uses.***

- F.3.1 Investigate appropriate options to remedy this deficient "street" with inadequate access.

### **3. EXISTING CONDITIONS**

#### **ZONING AND LAND USE**

**Residential** - The ASAP acreage is predominately ranch land, split between 5 ranches, all but two hold grazing leases on the State Land Department's checkerboard sections within and outside of the plan area. These ranch lands have existing low-density residential zoning, mainly R1L 70 and RCU 2ac, administered by Yavapai County. County Health Department standards specify a minimum lot size of 2 acres for platted lots relying on individual wells and septic systems. However, there is no minimum acreage required for metes and bounds parcels (defined as 5 or fewer parcels created by a land split) on individual well and septic as long as minimum separations are met. State statutes also permit land splits that create 36-acre minimum parcels to go unregulated by counties. In any case, the existing R1L 70 and RCU 2ac county zoning on the subject ranch lands would be developable if well tests and percolation tests were positive.

Also under County jurisdiction are Sections 1 and 2, located between Willow Creek Road and SR 89A, which are zoned R1L 18 and R1L 35. These zones could allow residential subdivisions comparable to Prescott's Pinon Oaks and Long View Estates, respectively, if central water and sewer become available. Nearer SR 89 lies the Granite Gates assisted living facility (zoned PAD) and the Granite Gardens neighborhood (R1L 10 and 12), all under County jurisdiction. (Pinon Oaks was rezoned to R1L 18 while in the county and Unit 1 final plat was approved while in the county; Units 2 and 3 were approved by the City of Prescott).

In addition to Pinon Oaks (RA18) and Long View (RA35), existing residential enclaves within Prescott city limits include Southview (RA35), the Antelope Hills area neighborhoods (RA 9) at the airport, and the Heritage Mobile Home Park (RC) north of Willow Lake. The Prescott Boulders site (zoned RS, BA) lies at the NE intersection of SR 89 and Granite Dells Road and is approved for timeshare units in a mixed-use development. Farther south there is a mix of residential uses near Sandretto Drive that include apartments, single family homes in Sandretto Hills Estates (RA 9), the Willow Winds assisted living facility, and proposed patio and town home projects (RC). Near the airport is the Side Road metes and bounds area (RA 9) that takes its access from a private easement paralleling the old RR right-of-way.

An edge of Prescott Valley town limits lies within ASAP. A 10-ft. boundary around Section 28 was annexed years ago, but the interior 1-sq. mile section remains County jurisdiction zoned RCU 2ac. Also recently annexed into Prescott Valley is the approved 3,400-unit Granville development, anticipated along Glassford Hill Road south of SR 89A. Chino Valley town limits were recently extended one mile southward and proposed another 7 miles eastward along the northern edge of the ASAP study area. A recent water service agreement with the City of Prescott restricts Chino Valley from annexing south of its new town limit line into ASAP.

Protecting the Airport from potential nearby incompatible land uses is important for the long-term viability of the Airport. It is not uncommon to see airports having to buy out nearby residences, or to close or relocate when residential development has crowded its borders. The "Airport Influence Areas: notice" (ARS 28-8485) gives airports operated by local governments authority to establish influence areas in proximity to airports which thereby provides County-recorded notice of the airport noise and overflights.

Noise contours have been mapped, reflecting the anticipated noise levels and frequencies based on the 2009 Airport Master Plan. These noise contours are measured as day-night, weighted averages (Ldn), which are stated in decibels. The FAA and EPA use Ldn levels in their recommendations to restrict uses and occupancy levels, to require noise level reduction designs in new structures, and/or to require greater building integrity to withstand an airplane crash (see ZC Section 4.75 Airport Noise Overlay District). Specific restrictions based on federal guidelines do not extend into areas below the 65 Ldn levels, although the FAA is reportedly looking into lowering the threshold to the 55 Ldn. Such consideration reflects the fact that single events outside of the 65 Ldn can create nuisance noise levels sufficient to harass nearby residents. This is one important reason why ASAP looks beyond the noise contours in its land use recommendations.

Another reason for planning beyond the noise contours is public safety. Although aircraft mechanical failure and pilot error can happen anywhere at anytime, statistically it is more likely to happen where there is more aircraft flight activity (i.e. around an airport). Recently a slurry bomber had to drop its load not far from the Circle K on SR 89 after losing power to one engine. In addition, takeoffs and landings can be challenging for some aircraft under heavy loads or high wind conditions. Creating clear zones, limiting the heights of structures and even trees, and controlling the density and proximity of residences are among the ways to improve the margin of public safety. Appendix A maps overflight patterns for the 21L/21R main runway (80% of operations) and a composite of the remaining 3 runways (20% of operations). The average maximum altitude of aircraft activity is about 500' within the bounds of ASAP. Takeoffs and landings average over 1 per minute during daylight hours.

The last reason for ASAP's extensive scope for land use planning is to protect the airport well beyond the year 2020. The Tri-city region has an opportunity to plan proactively for airport protection, which many larger jurisdictions now lament not having done before incompatible growth and development hemmed in their airports. ASAP is a long-range plan that promotes a responsible approach to land use changes. *Limitations can be loosened in the future as technologies improve, but attempting greater restrictions after the fact is extremely costly, if not impossible.*



Intersection of the Main and Crosswind runways, looking west to SR 89. Industries lie along Wilkinson Drive and Ruger Road.

**Non-residential** – There are 23 independent businesses located on the airport proper serving the needs of airport users. Off the airport property there is the city-developed Prescott Industrial AirPark that lies between Wilkinson Drive and the airport proper. Zoned IA, it is now built out. The privately developed Prescott AirPark is located east of Melville Drive on former State Trust land. Not yet built out, this industrial park contains the 32,000-sq. ft. Exsil plant and the new 65,000-sq. ft. Inter-Cal plant. There are also 5 smaller businesses in place in this park, and another 5 businesses are in the planning stages. Between these two industrial parks lie 120 acres of vacant, IA zoned land available for development. Sturm-

Ruger's two manufacturing plants are located on Ruger Road, which bounds the west side of the airport area.

The City's airport wastewater treatment plant and recharge ponds are located beyond the terminus of Melville Road, adjacent to the Granite Creek wash and zoned IB. An undeveloped city-owned tract lies north of the airport. Zoned IA and IBD, the 74-acre tract has no existing access. Two borrow pits operate within Granite Creek, one of which is Hanson Aggregates (formerly Yavapai Materials) located east of Larry Caldwell Drive. This site was recently approved for a new concrete batch plant. The United Metro Materials site, located south of Larry Caldwell Drive, will be served by direct interchange access to the planned airport connector. Reportedly this sand and gravel pit and asphalt batch plant will be decommissioned soon, and a new concrete batch plant will be proposed.

Sandretto Park is another substantially built out, light industrial subdivision (IA & IBD) located west of Willow Creek Road. Embry Riddle Aeronautical University (ERAU) has a 500-acre tract presently devoted to campus-related uses. It includes 155 acres of undeveloped IA-zoned property. The balance is BA PAD, which includes the campus and student housing and is only partially developed. A few scattered commercially zoned sites exist along the arterial Willow Creek Road, including convenience gas stores at both the Willow Lake Road and SR 89 intersections.

## **ECONOMIC DEVELOPMENT**

The ASAP area contains most of Prescott's growing industrial base. Companies locating near the airport include aeronautical, manufacturing, and service industries. This area has grown steadily over the last decade and provides tremendous job opportunities for Tri-city residents. The vacant land near the Airport contains the largest concentration of available industrial-zoned property in Prescott, and should be encouraged to develop. To that end, a survey was distributed to 32 companies on and near the Airport. Almost 70% returned the survey, with the following notable results:

- There is significant support for an internal airport road that connects the entire airport.
- There is also significant support for a second access to the Prescott Airpark.
- In assessing why they chose their present location, the top 3 factors were its location and proximity to the Airport, cost of land/construction, and quality infrastructure.
- In assessing their needs for future expansion, the top 3 factors influencing their expansion are proximity to existing plant/airport, cost of land, and cost of construction.
- The #1 issue facing these companies is legislative concerns (federal/state/local) by a margin of 2 to 1. The next most frequent answer was emerging technologies, and then industry changes.
- The respondents used freight service at the airport as follows: 40% daily or frequently and 60% occasionally or never.
- Passenger service was used as follows: 45% daily or frequently and 55% occasionally or never.

Clearly, the ASAP area is the most appropriate for additional industrial development. These uses should be encouraged and facilitated to achieve the balanced economy Prescott and other area residents desire.

## **INFRASTRUCTURE**

**Prescott Municipal Airport, Ernest A. Love Field** – The Prescott Municipal Airport was originally constructed in 1926, and renamed Ernest A. Love Field for a World War I fighter pilot from Prescott. The airport has grown to become the 2<sup>nd</sup> busiest airport in Arizona and the 8<sup>th</sup> busiest in the country among general aviation airports due largely to the student training activities of Embry Riddle Aeronautical University. This general aviation airport also handles regular freight and mail deliveries, regional wildfire suppression (including slurry bombers), executive air services, recreational flying, and passenger service connecting to Sky Harbor in

Phoenix. The Prescott Municipal Airport is an enterprise fund that generally operates on its own revenues, supplemented by state and federal grants when possible. Prescott City Council recently directed that General Fund contributions are also used. Significant improvements are planned for the airport that, once funded, will enhance its ability to continue serving the Central Yavapai Region.

The 1998 Airport Master Plan for City of Prescott's Ernest A. Love Field calls for phased improvements sufficient to meet the service demands of the regional airport through the year 2020 (see Executive Summary in Appendix D). Major capital improvements include new hangars, pavement and drainage improvements, constructing a new airline terminal and a public perimeter service road. In addition, planned runway extensions will allow for bigger passenger planes to serve the region.

**Circulation** – Major arterials include SR 89 and Willow Creek Road running north-south, and SR 89A and Pioneer Parkway running east-west. All of these roads are the focus of major improvements designed to increase capacity and circulation alternatives in the region. SR 89, from Pioneer Parkway to Outer Loop Road, is due to be widened to 5 lanes around the year 2018. Willow Creek Road is undergoing widening to 5 lanes and due for completion around 2005.

SR 89A is a 2-lane route, most of which will be abandoned to the fronting property owners once the new Airport Connector is opened by late 2001/early 2002. The Airport Connector is designed as a controlled access highway with grade separated interchanges (Appendix E). It will connect to Pioneer Parkway, a new 4-lane controlled access arterial that connects Williamson Valley Road to SR 89. Figure 2 shows these regional roads as well as Prescott's major water and sewer infrastructure, and gas and power transmission lines.

Another planned controlled access highway is Glassford Hill extension, connecting SR 89A to Outer Loop Road in Chino Valley. Identified in the County's 20-year regional road plan and intended to be developer driven, the alignment of this road has implications for land use in proximity to the airport. Ultimately these combined arterials will provide an inner beltway for the region, to eventually be supplemented by the possible Tri-city Parkway connecting SR 89 to I-17. Appendix F shows the region's proposed 2018 road network, including the traffic volumes, service levels, and road widths.

The recent survey of airport area employers indicates interest in better circulation around the airport. A full 35% of the businesses responding pointed to the need for a street that encircles the airport, relieving the "one way in/one way out" condition that presently exists. The airport's 2020 Master Plan calls for such a road to be built as part of the Phase 3 improvements.

The new rails-to-trails Peavine Trail occupies what was the Atchison Topeka Santa Fe railroad right-of-way (ROW). The first segment from Watson Woods to SR 89A is open for public use. The second segment running from SR 89A to Section 7 north of the airport is now under negotiation for purchase to tie Watson Woods to Chino Valley's Peavine Trail link. Expansion plans for the main runway and aggregate mining within the historic RR ROW will necessitate adjusting a portion of the trail alignment. The trail adjustment could coincide with the future airport circumferential road and/or a multi-use open space corridor incorporating Granite Creek. Town of Prescott Valley is also pursuing a rails-to-trails link that would tie the Peavine Trail to Glassford Hill Road through Sections 7, 8, 9, and 10.

**Water Service** – The ASAP area lies between Prescott and its primary water supply, the well fields in Chino Valley. A new 36” water transmission line is under construction, and will supplement the existing 18” water transmission main crossing Deep Well Ranch west of SR 89. Phases I and II are done, with Phase III being installed concurrent with the widening of Willow Creek Road. The expanded transmission line will increase city water production by more than 50% to meet peak demands of summer use. Three water tanks lie within ASAP - a new 2 million gallon (MG) tank recently installed on Section 8 Indian Hill, a 1.5-MG tank located at the end of Melville Road, and a 0.1-MG tank in the Longview subdivision. No new water tanks are planned at this time. Developed properties within ASAP utilize central water (either City of Prescott or the Granite Dells Water Company) except the Side Road neighborhood, which utilizes individual wells.

Eight-inch water lines generally serve the airport area industries, with a 10” water main NW of the main runway and a 12” water main within Melville Road ROW serving Exsil and the growing industrial park. These larger water mains and the increased water delivery from the Chino Valley transmission line will afford adequate water for future industrial and commercial development in the airport area. A new 12” alternate water loop is programmed in 2001 to feed into the airport water zone, which will increase service flows and supply to the greater airport area – especially along its east side where new industry is locating.

In 1998 the Prescott Active Management Area (AMA) was declared to no longer be in a state of “safe yield”, meaning that groundwater is now being removed faster than it is replenished. This also means that any new residential subdivisions not already platted by August 21, 1998 will need to acquire alternate water – either from surface water rights, use of effluent recharge credits, retirement of grandfathered irrigation rights, or from imported water from outside of the AMA. Present Council policy is to allocate up to 120 acre feet (AF) of alternate water per year for new residential development. City of Prescott is currently the only area water provider designated by AZ Dept. of Water Resources (ADWR) to have a 100-yr. assured water supply.

Prescott also has a legislative right to import 14,000 AF of groundwater from the Big Chino basin located outside of the AMA, although these water rights are under scrutiny by users of the Verde River for hydrological reasons.

Recently the Town of Chino Valley became a water supply company by purchasing water from City of Prescott thereby allowing the town to now serve selected commercial users. Residential uses in Chino Valley continue to rely on individual wells and septic. In 1999 the Town of Prescott Valley purchased the Shamrock Water Company, allowing the town more control over its water use policies. Like Prescott, any new residential development in Prescott Valley not already platted on assured water will need an alternate water source. Presently, however, the Town of Prescott Valley does not control any water rights outside of the AMA. The development of alternate water supplies and infrastructure will ultimately determine where and how future residential neighborhoods will occur within ASAP.

**Sewer Service** – Developed areas within ASAP are generally on central sewer served by the City of Prescott’s airport wastewater treatment plant (WWTP). Exceptions are the metes and bounds Side Road area, Longview Estates, the Jack Drive and Perkins Drive areas, and scattered development east and west of SR 89 north of Willow Lake Road (Figure 2). The airport WWTP recently expanded its treatment capacity from 0.75 million gallons per day (MGD) to 2.25 MGD. The treatment plant is currently treating about 0.7 MGD. Following build-out of Prescott Lakes and Pinon Oaks developments, however, a remaining treatment surplus is expected of about 0.8 MGD.

Effluent recharge is a critical factor in Prescott's water management program. An estimated 37% of the City's water consumption is presently returned to the aquifer via the recharge ponds located on the NE side of the airport. This reuse and recovery rate is expected to increase to about 60% for new alternate water systems. A 24" effluent line runs from the Sundog WWTP to the recharge facility, delivering treated effluent from 2 of the City's 3 sewer treatment plants.

### LAND OWNERSHIP

Deep Well Ranch lies mainly west of the old Atchison Topeka and Santa Fe railroad bed (now the Peavine Trail) and includes 15 sq. miles within ASAP. Jointly owned Granite Dells Ranch and Point of Rocks Ranch lie mainly east of the old RR line and comprise almost 14 sq. miles of the study area. Rifle Ranch and adjacent Diamond E Ranch include about 400 acres lying between Willow Creek Road and SR 89, south of the new airport connector alignment. Approximately 13 sq. miles within ASAP are State Trust lands. City of Prescott owns over 2,000 acres including the airport and some industrial land surrounding it – also Antelope Hills Golf Course, Willow Lake and Heritage Park. The City also co-leases with the County the 930-acre, BLM-owned Pioneer Park. [Figure 3](#) maps the major land holdings.

### TERRAIN and WATER FEATURES

Flat-to-gently rolling terrain greatly characterizes the area, with 3 isolated low ridgelines trending south to north. A few major promontories are scattered at the southern end of the plan area. These include the Granite Dells landform in the south-central part of ASAP, Glassford Hill in the SE corner, and State Land T14N R2W Section 8 Indian Hill in the SW corner of ASAP. Portions of these same landforms are targeted for open space acquisition once funding can be obtained. Elevation contours range from 4,860' in the Granite Creek channel to 5,600' on Glassford Hill. The flat areas average 5,000' above mean sea level. Landforms are visible on the steep slopes map ([Figure 4](#)).



Point of Rocks Ranch and Granite Dells Ranch looking S. across Granite Creek and the effluent recharge pond - both located E. of the Prescott Municipal Airport.

Granite Creek runs northerly through ASAP and east of the airport. The creek's braided floodway is over 1,000 feet wide in places and is noted as Zone A on FEMA Firm maps. The floodway and floodplain will need more detailed mapping in the future prior to development. The Chino Valley Irrigation District (CVID) ditch parallels and runs west of Granite Creek. The irrigation ditch veers northwesterly and crosses under the airport's main runway as it winds toward Chino Valley's retired croplands. The ditch is now used to transport surplus lake water to the City's recharge ponds.

Bottleneck Wash drains from SW to NE across Deep Well Ranch toward the airport where it meets with Granite Creek. An unnamed wash runs northward from existing SR 89A toward Coyote Springs north of Prescott Valley; the headwaters of the Agua Fria River originate from the north side of Glassford Hill. These stream channels will influence developability and any future road alignments. The city-owned reservoir Willow Lake, the few water features at the Antelope Hills Golf Course, and several stock ponds are the only known bodies of standing water in the plan area.

## SOILS and VEGETATION

The Lonti soil series dominates the area and is characterized by slow permeability with clayey and gravelly soils that have moderate-to-high shrink swell potential. Lynx soils define the drainageways with sand specified within Granite Creek. Lynx soils are subject to flooding, have moderately slow permeability, are fair for topsoil, and have a high plasticity index. Rock lands with severe bedrock and shallow soils lie in the south.

The vegetation cover is chaparral with stands of pinon and juniper trees located on the isolated uplands. Riparian vegetation extends within Granite Creek north to about the City's recharge ponds, beyond which it is a dry wash. All of these environments support mule deer and havalina. Grassland, which is prime pronghorn antelope habitat, dominates the lower and flatter sections.

## WILDLIFE HABITAT

The Arizona Game and Fish Department was requested for input on wildlife matters within the ASAP boundaries; however, the comments received do not necessarily reflect the policies of the City of Prescott ([Appendix G](#)). Noted are the prime antelope range and the lake/riparian habitats that cover ASAP. AZ Game and Fish has identified selected plants and animals that are classified as sensitive (S) including the American redstart (WC, S), the Belted kingfisher (WC, S), Mexican garter snake (WC, S), the Arizona toad (S), the Maricopa tiger beetle (S), and the Arizona phlox (S). In addition, the first three species are also classified as Wildlife of Special Concern (WC).

The Department points out that new roads and developments will further fragment the existing pronghorn populations (estimated at about 370 head within ASAP), and will create additional barriers to wildlife moving between Glassford Hill and range lands to the north. Local Game and Fish experts noted that the planned Glassford Hill Rd. extension, in addition to the pending Airport Connector, will strand and isolate populations now able to move among the Tri-cities. The use of underpasses

where Glassford Hill extension and other new roads cross drainages is also suggested to help antelope and other wildlife negotiate major roadways more safely. A design comfortable to antelope who are generally more skittish than deer or livestock, is also described in [Appendix G](#).



Deep Well Ranch looking north along SR 89 toward Chino Valley. Note transition from chaparral to grassland vegetation. Bottleneck Wash runs left to right mid photo.

The airport connector will have 2 cattle underpasses located east of Side Road. Each are pre-designed as double vaulted 12'x12' culvert boxes, which will be lighted. One is 280 feet long, the other 460 feet long – both probably too narrow and too long to draw antelope. The fencing will be standard wildlife fence.

Although conceptual only, the antelope “preserve” recently proposed by local open space advocates could theoretically extend through a middle portion of the ASAP area that ties Glassford Hill to grasslands north of ASAP. Including and paralleling Granite Creek wash, such an open space band could provide regional drainage, wildlife habitat, a movement corridor, and an airport buffer. Game and Fish wildlife managers explain that mule deer (estimated at about 125 head), javalina, and various predators will travel along the washes, whereas the pronghorn antelope will generally resist enclosed areas. Antelope prefer the high flats or ridgelines from which they can see any approaching predators.

Watering holes are a common need for all types of wildlife. Wildlife experts recommend that efforts be taken to maintain year-round water in some of the existing ponds, and that a perennial pond be created and supplied by the CVID effluent ditch water. Any areas isolated by roads should also have a water source for wildlife or the animals will be pressed to move, in turn causing animal deaths and traffic accidents.

Where new developments and roads occur, the Department recommends specific fencing designs friendly to antelope and other wild game. To educate the community, specifications could be added to building permits for fences and road signs could be erected warning of antelope. Roadside fence placement is recommended to allow antelope staging areas for safer road crossings. Reportedly, pronghorn will more readily cross roads where (or when) traffic levels are low and where fencing is safer and does not contribute to injury or predation. Any wildlife corridors should obviously be contiguous, contain adequate forage, and have as few barriers as possible. Fencing along wildlife corridors should be standard game fence; however more restrictive fencing should be used to contain domestic dogs.

## **4. PLAN DISCUSSION**

### **A. IMMEDIATE AIRPORT PROTECTION**

#### ***A.1 Establish an Airport Influence Area in accordance with Arizona statute. Identify and apply compatible land uses within that area which will allow the best opportunity for the continued development and operation of Prescott Municipal (Ernest A. Love) airport.***

Establishing an official airport influence area is the primary and most effective method of airport protection. Based on Part 77 and other FAA regulations, the 2009 Airport Master Plan recommends an airport influence area as depicted in Figure 1 based on the length and activity level of each of the 6 runways. This is well within the FAA practice of monitoring all flights within a 5-mile radius of an airport for safety reasons. Once adopted by Prescott City Council and recorded with the County Recorder, the airport influence area would provide, through the title report, notice of overflights and aircraft noise to land buyers.

The second option available for ensuring airport protection is the use of aviation easements, which are a more rigorous form of notice that run with the dedicating property, and typically grant "Navigable Airspace" above the dedicating property. Gaining aviation easements within the recommended airport influence area will only occur if required by the applicable ASAP jurisdiction. The responsibility for protecting the airport through aviation easements and from inappropriate land uses must be shared by all applicable jurisdictions for the Plan to be effective. There is a strong sense of multi-jurisdictional support for the airport and what it provides the region. To strengthen implementation of ASAP policies, Yavapai County and Town of Prescott Valley and City of Prescott should adopt the Plan as their own. Applicable jurisdictions should be provided adequate comment opportunity on proposed General Plan amendments, annexation, preliminary and final plats, rezonings, and special or conditional uses proposed within the bounds of ASAP.

Discussions among local government officials reveal a genuine interest for increasing regional cooperation on land use and development within ASAP. This support may include regional cost and revenue sharing so that mutual benefits and responsibilities can result. Such a mechanism would be groundbreaking for the region, and would reduce divisive competition between municipalities for new commercial development. What form this may take will require an open dialog and much research. Sales tax revenue sharing between municipalities tied to level of related public infrastructure expenditures may be one approach. What role, if any, the Town of Chino Valley might have given its recent agreement not to annex into the ASAP area would need to be fleshed out. This proposal could be crafted to raise needed capital improvement dollars for the planned improvements to the airport itself.

Controlling the type and placement of specific land uses in proximity to the airport is an essential component of long-term protection of the airport. Compatible land uses close to the airport include industrial, commercial, ranching and open space. Concentrations of residential development near the airport are not desirable, although multi-family residential may be reasonable outside the approach and departure corridors where air traffic patterns are lighter. The following discussion addresses land-use issues within ASAP.

## **B. LAND USE**

### ***B.1 Provide adequate commercial use opportunities that serve the needs of area neighborhoods, industrial operations and their employees, and the commuting public.***

Increasing residential development creates the need for new commercial development to serve a growing community. Employment centers also need commercial services convenient for employees. Therefore mixing uses by allowing neighborhood-scale retail and services near residential areas and employment centers increases convenience and reduces vehicular trips. Larger commercial centers that may include gas stations are appropriate where good access and visibility are available, such as at intersections along the Airport Connector including those at Glassford Hill Road, at Side Road, and at SR 89.

The SW quadrant of the Side Road/Airport Connector intersection might also support a mix of retail and recreational use or employment center. This area is currently zoned RA9 and partially developed as metes and bounds residential; however its close proximity to the Crosswind runway makes the residential zoning and use undesirable. Commercial development would also be appropriate at the future intersections of Glassford Hill Road and proposed Side Road extension and proposed Great Western, as well as at future intersections of other arterial streets.

This plan area, with its unique consideration for airport protection and regional industrial opportunities, promotes non-residential uses. Due to the large size and relative blank slate, the commercial designations are intentionally broad. Offices, professional services, mini-storage, hotels and other moderately intensive businesses and multi-family residential should be used to transition single-family neighborhoods into more intensive commercial districts. One should refer to Appendix A when there is a question.

### ***B.2 Support commercial enterprises that capitalize on the scenic values of the area in ways that are appropriately sensitive to the environment.***

An opportunity exists to feature ASAP's beautiful granite rock landforms, lakes and views into a commercial area that incorporates outdoor recreation. Campgrounds, lodges, hotels and RV parks are among the businesses possible. The conceived multi-purpose center that includes an equestrian element could help set the character and land use patterns in the southern portion of ASAP. Clearly there are many more possibilities here than standard franchise business development. The Phippen Art Museum is an excellent example. Consideration should also be given to recruiting retail businesses that market to outdoor recreationists.

### ***B.3 Support existing and future employment centers given the need for well paying jobs, and the area's suitable terrain and anticipated road system.***

Employment centers - which include business/office parks, wholesaling and warehouses, and light manufacturing are an important land use component. Moderately intensive in off-site impacts and strong on job creation, such uses provide a very good buffer between the airport's industrial uses and other, less intensive uses beyond. A recent needs survey taken from airport area employers indicates that for several their expansion factors include proximity to employees' homes, land cost, access to highways, infrastructure, and proximity to the airport. Nearly half of the 22 respondents indicated regular use of airfreight services, and the same number indicated frequent-to-daily use of air passenger service.

Areas appropriate for employment uses include those between Willow Creek Road and SR 89 north of the Pioneer Parkway, and much of the area south of the Airport connector Road near Side Road. Expanding some of the employment (industrial) area around the airport is also advisable – such as on the SE side of the airport to capitalize on the existing Melville Rd. /Larry Caldwell Drive access to the Airport Connector interchange.

In short, we as a region need to reserve measurable areas for employment and industrial use within ASAP - given its central location to the growing Tri-cities region, its proximity to the airport and expanding surface road infrastructure, and its flat buildable land. Identifying areas for long-term job creation is important, but doing so does not inherently change land use today. It will take many years for ASAP to build out, and then only if the landowners desire to quit ranching.

#### ***B.4 Plan to meet the region-wide need for sites that can house heavy industrial uses.***

Conversations have been ongoing among Tri-city staffs and others to try and identify sites suitable for asphalt and concrete batch plants, which are an unpleasant though necessary use. One site identified lies within ASAP at the northern end of the Prescott city limits. The vacant, City of Prescott-owned site includes about 24 acres zoned IBD, and 50 acres zoned IA which allows batch plants by special use permit. The site is very isolated from development yet is reasonably close to SR 89. Some view this area as well situated with regard to prevailing winds, separation and visibility from proposed residential areas, access to aggregate sources, and proximity to infrastructure. However, nearby property owners do not wish a batch plant to locate here. Area neighbors and some airport advocates do not wish an asphalt batch near the airport at all.

#### ***B.5 Support residential development to the degree compatible with air traffic, terrain, and the planned road system.***

Lands outside the 60 DNL noise contour are subject to noise and overflights. For this reason, medium-to-high residential densities are a concern within the influence area because of the strong likelihood of noise complaints that can be detrimental to operations and expansions of the airport. Any residences within the approach and departure corridors are a concern for the same reason.

The predominant county zoning allows relatively low density throughout ASAP at either 1.6 acre or 2 acre minimum residential lot size. This is true for most of the privately owned ranches and the checkerboard State Land sections. Developing in this pattern is problematic because subdivisions in the Prescott AMA must prove a 100-year assured water supply, even for individual wells. Splitting into 36-acre parcels or into 5-or-fewer metes and bounds parcels on exempt wells is possible, however. This scenario is not desirable for several reasons – 1) it would create sprawl and preclude other desirable uses near the airport, 2) it would proliferate individual wells and septic systems, 3) it would create more roads which waste land, 4) it would not approach highest and best use of the land, and 5) it would further fragment antelope and other wildlife movement areas.

A more rational approach is to transfer the allowed densities from the approach/departure corridors, the Granite Creek wash, and from areas targeted for commercial or employment users to create residential clusters located in areas least influenced by airport operations. The sending areas would provide desired open space for airport buffering, regional drainage, passive recreation, and wildlife habitat and movement corridors, while the receiving areas would gain densities sufficient to warrant municipal water and sewer service and create real

neighborhoods. In this scenario densities could triple or quadruple for the receiving areas. Ideally the developers of the private land would acquire the related State Land sections so that a comprehensive master plan can result.

Another method might be to simply rezone as open space those areas so targeted (perhaps with landowners also dedicating conservation easements for tax benefits), and appropriately rezone other areas targeted for medium-to-high density residential development. These actions would be part of the property owner application for development entitlements, including water allocation. Low-density residential development is more appropriate where routine air traffic patterns are have minimal impact.

For discussion purposes, low-density might be 1-2 acre parcels, medium-density 2-6 dwelling units (DUs) per acre, and high-density 7 to 20 DUs per acre allowing apartments and manufactured home parks. Higher density communities are important to allow at appropriate locations – near access and services, and away from heavy air traffic. Mixed-use villages should be located at major nodes such as at Great Western and the Airport Connector, and at Great Western and Glassford Hill extension. Well-designed village or town centers incorporate light business, higher density residential, civic and recreational facilities that offer cohesive and walkable neighborhoods. Because densities are higher, housing costs are somewhat lower and therefore should be more attainable by median and lower middle income households. ASAP affords an opportunity to bring together good jobs, reasonable housing costs, short commute times.

Densities necessary to build neighborhoods and a balanced community need central water and sewer, which generally means annexation into a servicing municipality. Significant negotiations between property owners and any annexing municipality would be needed to package water and other infrastructure, zoning entitlements, open space, and other related agreements. Planning for these rural properties is not intended to prompt development or hasten annexation, but rather to identify a preferred end result once market forces, infrastructure availability, and other factors are ready. The land use plan map that follows shows what major property owners wish for their lands filtered through the goals and objectives of the ASAP.

## **C. OPEN SPACE & WILDLIFE HABITAT**

### ***C.1 Support historical ranching activities to the degree practical, given its compatibility with airport activity and influence on regional character.***

The Tri-city area is fortunate to have large expanses of rangeland that contribute to the rural character overall. This land use plan, in and of itself, is not intended to hasten development of the surrounding ranch land. However, coordinating with ranchers on their development plans (as they may arise) is one way of helping the ranching families. By communicating visions and ideas now, there should become a shared understanding of the long-term goals and use of the land. Some may wish to develop and others may choose to continue ranching - facilitating both for the region's benefit is the ideal. Conservation easements may be appropriate to consider for any who wish to release some land for development yet retain some lands for open space and cattle grazing.

### ***C.2 Integrate wildlife habitat considerations into ASAP to the fullest extent practical.***

The AZ Department of Game and Fish has provided a good deal of information and advice for this plan. Chaparral is dominant in the southwestern half of ASAP and appeals to mule deer and

javalina, whereas Grassland is dominant in the northeastern half of the plan area and appeals to pronghorn. The animals will share watering holes and some movement corridors and habitat where necessary. Assuming that development is an eventuality for lands within ASAP, the primary recommendations from Game and Fish, include providing adequate, connected open spaces for movement corridors and habitat, wildlife friendly roadside fencing, watering holes, wildlife underpasses, and use of “gap” fencing to help antelope cross busy streets more safely.

Discussions regarding sand and gravel extraction indicate that the wildlife are already acclimated to these operations within the Granite Creek Wash, and that it is better to have a few large borrow pits than several in the wash and on the hillsides. No new water features are proposed at this time. Any future significant water features proposed with development would need to be assessed based on size and proximity to the airport. To date, there are no reported contacts between birds and aircraft using the municipal airport.

#### **D. CULTURAL RESOURCES**

##### ***D.1 Continue surveys of cultural resources, as development occurs, to enhance understanding and appreciation of historic and prehistoric archeological resources.***

Conversations with both City of Prescott and Yavapai County Cultural Resource Specialists reveal a generally moderate likelihood of historic and prehistoric relics within ASAP. They advise a low likelihood on the flats and a moderate likelihood on the ridges. There have been significant finds in the southern portions of ASAP revealed by the cultural surveys required as part of road building. This practice should also extend to city- or county-approved private developments of any real magnitude.

#### **E. WATER and SEWER**

##### ***E.1 Utilize municipal water and sewer service to the extent appropriate to influence desired land uses and their location.***

Presently the only central water service provider for future residential subdivisions within ASAP is City of Prescott, although this could change if Town of Prescott Valley acquires an alternate water source too. The allocation of alternate water supplies sufficient to support significant new residential development is likely given municipal efforts to acquire additional alternate sources and to expand effluent recharge efforts. Residential densities, phasing, other land uses, golf courses, zoning and design elements such as open space and trails will be matters of negotiation once development proposals are received. This plan begins to set a framework for some of these questions.

There is estimated to be a 0.8 MGD capacity remaining at the Prescott Airport Wastewater Treatment Plant (WWTP) once Pinon Oaks and Prescott Lakes complete build out. This surplus sewer treatment capacity could support approximately 3,200 homes. Prescott Valley’s WWTP has an existing capacity of 2.5 MGD, most of which will be consumed by Universal Homes; however, expansion to 4.5 MGD is anticipated mid- 2001. Ultimately, residential development within ASAP should be on central water and sewer so the region’s water resources can be better managed. The maintenance cost savings to Prescott and Prescott Valley for cooperating on wastewater treatment service may provide further impetus for regional cost-revenue sharing.

## **F. CIRCULATION**

### ***F.1 Create a circulation plan element that identifies existing, planned, and proposed arterial and collector streets needed to serve the plan area and the region.***

The Airport Connector is now under construction and when completed will provide the region's first freeway, tying Pioneer Parkway to SR 89A for a new east-west beltway. The four interchanges planned will link to intersecting streets, of which the SR 89 and the Glassford Hill Rd. intersections will be primary for commuting traffic. At least one collector-level street would be warranted that ties Glassford Hill Rd. extension to SR 89, perhaps best located south of Black Hill about 1.5 miles north of the airport's main runway. This alignment would help anchor future commercial nodes and create a separation of 2 miles from the intersection of Outer Loop Rd and SR 89 at the north. Due to property owner preference, it is probably best to consider this alignment when (if) Deep Well indicates an interest in developing. Any new east-west collector street will impact wildlife movement corridors making game fencing imperative and gap fencing advisable where roads cross any reserved movement areas.

An east-west connector street tying Williamson Valley Road (WVR) to SR 89 is tougher to imagine given the existing residential development that lines WVR. Possible options lie outside of the ASAP study area and the scope of this plan, although a continuation of the alignment south of Black Hill described above may be feasible in the very long term. Any future development of significant scale on this west side will certainly need to assess connections to Pioneer Parkway and Outer Loop Road as well as to SR 89.

Connecting Ruger Road to Melville Road to create a circumfrential road around the airport is planned as part of the Prescott Airport's 2020 Master Plan. Industrial users indicate interest in this occurring sooner than the Phase 3 period planned. Accumulation of funds to build the connection influences the timing. Extending Ruger Road to the city's vacant IA tract by an eventual industrial user could provide a major segment of the connection. Another proposal is to create a new road that runs from SR 89 (north of Ruger Road's intersection), and encircles the main runway's clear zone to intersect with Melville Road on the east. The new road alignment would open up additional land for industrial/employment and help separate future industrial traffic from residential. Only one road need extend northeastward to the City's IA tract, however.

Some in the biking community have suggested that old Hwy 89A remain open to maintain a desirable paved link between Prescott and Prescott Valley. This may be an option for the private property owners to consider as they look into overall master planning of the ranch and the need for access and street frontage. A possible realignment of old 89A to create a new bridge and intersection at SR89 may be indicated should the conceived multi-purpose center be constructed on the Polk property.

### ***F.2 Support bike and pedestrian routes that further recreational and commuter pursuits.***

This and other Prescott specific area plans promote alternative modes of transportation as responsible and sustainable functions of community planning. As a general rule when new collector or arterial streets are planned and built, bike lanes and sidewalks (or separated multi-use trails) should be provided. Controlled access highways such as Glassford Hill Road extension should creatively include bike lanes and walkways, perhaps adjacent to right-of-way, since they are not part of the ADOT standard design. The 8-ft. wide outer shoulders and 12-ft. wide separated trail designed into Pioneer Parkway, will unfortunately not be extended as part

of the Airport Connector link to SR 89A – due both to the freeway design of the Airport Connector and to limited funds. Facilitating an alternative east-west link is therefore desired. One response is to gain a trail alignment north of and parallel to the airport connector ROW, allowing bicyclists and pedestrians a safe route from Pioneer Parkway to the Peavine Trail. Another desirable east-west link is the former railroad bed that connects the Peavine Trail near Glassford Hill Road running eastward to Prescott Valley. The Town is pursuing grants for this acquisition. An improved trailhead is also desired at the existing informal parking area at Side Road and old 89A.

The next segment of the Peavine Trail north of SR 89A is presently under acquisition negotiations and will require some adjustments to the original railroad bed alignment. Safety is primary for trail users in this increasingly busy area. A trail adjustment eastward will be necessary to accommodate extensions of the main and parallel runways, and is also to skirt the heavy aggregate extraction within Granite Creek wash. The trail can be included in the design of the airport circumferential road or even be realigned to the east side of the wash if plans and mining operations can ensure a safe and pleasant trail alignment. Also until the grade-separated Side Road interchange is constructed, the trail will use Airport Connector right-of-way to cross under the connector at Granite Creek and then regain the original north-south trail. The Side Road overpass will replace this detour once construction funds are budgeted. Last where Ruger Road would be extended northeastward, the trail might best go under the road through a culvert at the CVID ditch.

The condition of Side Road itself has been a problem for the dozen or so homes that use this private, narrow unpaved access easement. Because of the street conditions, sanitation trucks are not able to service the individual houses, which have increased in number through metes and bounds land splitting. These homes also rely on individual well and septic due to lack of nearby water and sewer mains. The RA 9 area is less than 1 mile from the crosswind runway, and is of primary concern to the Airport Advisory Board as a residential use. Options include 1) do nothing for this area of substandard infrastructure, 2) work with property owners to create an improvement district for street/water/sewer improvements, or 3) consider a partnership between the City and the property owners whereby the city funds all or most of the improvements in exchange for (re)development that is nonresidential. If the 3<sup>rd</sup> option is pursued, it should extend to other vacant land west of Side Road known as Country Dells. The Side Road constructed to city standards within a 50-ft. wide public right-of-way (ROW) could be a combination of the existing easement, existing County ROW, and a portion of Peavine Trail 100- ft. wide ROW. Side Road would need to be improved northward to its planned intersection with the Airport Connector.

## **Approved AIRPORT SPECIFIC AREA PLAN (ASAP)**

### **A. INTERGOVERNMENTAL COOPERATION for AIRPORT PROTECTION**

- A.1 Yavapai County will be relied upon to support the ASAP Goals, Objectives, and Policies by agreeing to hold to existing zoning and to not increase densities or intensities of development beyond what is already entitled. ASAP property owners under County jurisdiction will therefore need to request annexation by a neighboring municipality to acquire rezonings, central water and sewer service, and city services sufficient to support urban/suburban development intensities. If no annexation has occurred within 5 years, the County may approve developments if in keeping with the adopted ASAP policies pertaining to airport protection, open space, and water management.

- A.2 City of Prescott, Town of Prescott Valley, and Yavapai County agree to regionally support the viability of the Ernest A. Love Airport by mutually adopting and implementing the Policies within ASAP. This can be accomplished by adopting ASAP as part of each jurisdiction’s General Plan, and through an Intergovernmental Agreement.
- A.3 A map of the Airport Influence Area will be recorded with the Yavapai County Recorder. The purpose is to inform all owners and potential purchasers of property lying within the 28 sq. mile area of aircraft noise and overflights (see Figure 5).
- A.4 To further protect the airspace within the same 28 sq. mile influence area and to better inform property owners of aircraft noise and overflights, all applicable jurisdictions should agree to require a dedicated aviation easement from the subject property owner(s) prior to land development activity within the identified influence area. An aviation easement will be dedicated before finalization of one or more of the following events:
  - 1) annexation into any of the 3 Tri-city municipalities
  - 2) rezoning
  - 3) approval of a subdivision plat or replat
  - 4) approval of a conditional use permit
  - 5) approval of a special use permit
  - 6) approval of a land split
  - 7) approval of a general plan or specific area plan amendment
  - 8) issuance of a building permit for a new building or structure.
- A.5 Sufficient comment opportunity shall be mutually provided by applicable jurisdictions prior to votes on proposed General Plan or Specific Area Plan amendments, rezonings, plat approvals, and conditional/special use permits that are requested within ASAP.
- A.6 To increase cooperation and reduce unwarranted competition among our region’s local governments, applicable jurisdictions agree to investigate alternative mechanisms for regional cost and revenue sharing that help achieve ASAP Goals, Objectives, and Policies for the region’s collective benefit.

**B. LAND USE POLICIES**

The following land use policies work in tandem with the ASAP Land Use Table and the Plan Map shown as Fig. 6. Both are intended as general descriptions of preferred land use types and locations.

**Non-residential**

- B.1 ASAP supports ranching on lands surrounding the airport, to the degree that ranch owners wish to continue their operations, since this is a land use compatible with airport activities. The "ranching" map classification is intended to be a holding designation to be re-evaluated using ASAP Goals, Objectives, and Policies once subject property owners wish to pursue development opportunities in the future.
- B.2 Commercial retail/service centers are supported along stretches of the Airport Connector and at nodes along Glassford Hill Road and other future arterial streets where there is good access and visibility.

- B.3 Employment centers are recommended at locations strategic to buffering the airport and where they have ready access to nearby residential areas and commercial centers.
- B.4 Additional commercial uses may be supported along future arterials, denoted as residential on the Figure 6 Land Use Map, when integrated into a comprehensive master planned development.
- B.5 Light commercial comparable to Neighborhood-oriented Business is supported outside of the recommended Mixed-used Villages when comprehensively designed into a master planned community.
- B.6 Low-intensity business uses such as offices, professional services, lodges, and mini storage units shall be used as a transitioning non-residential land use in proximity to established neighborhoods. Adequate and attractive buffering is required to screen adjacent unlike uses.
- B.7 A “town center” is desirable within the Mixed-use Villages denoted at the future nodes of Great Western and SR 89A and at Great Western and Glassford Hill Road. Such a center will knit smaller scale retail and services with civic and open space/park area to create a dynamic people place for the community.
- B.8 Commercial areas with a strong component of recreation are encouraged along SR 89 and old 89A where natural amenities, good access and market opportunities exist. Example uses include (but are not limited to) hotels, motels, time-share resorts, lodges and B & Bs, campgrounds and RV parks, equestrian and multi-purpose centers, and dude ranches featuring swimming, riding, and fishing activities. This plan designation generally does not support residences and does not intend to preclude commercial uses with no recreational component.
- B.9 Some additional employment acreage is recommended between the airport and the west bank of Granite Creek wash.
- B.10 Sand and gravel extraction is supported within the Granite Creek Wash, and any realignment of the future Peavine Trail shall be located and designed for adequate separation from possible mining activities.
- B.11 New industrial/employment center acreage is recommended on the west side of Ruger Road to provide added land for future employers in proximity to the airport and SR 89. The extent of this area should be of sufficient width to help buffer the airport and to allow a new street intersection on SR 89 spaced adequately from the intersection of SR 89 and Ruger Road, per ADOT’s SR 89 access management plan.

### **Residential**

- B.12 Mixed-use “villages” that integrate high density residential with shopping, services and recreation are supported within the influence area as mapped in [Fig. 6](#). Generally locate higher density residential only where supported by air traffic levels - where there are either no overflights mapped or where overflights are generated only from runways other than the Main Runway 21/ and 21/R, as denoted on Appendix A.

- B.13 No new residential development is permitted within Airport Impact Zones 1-5 or within the 60 LDN contour zone except for build-out of existing approved plats and parcels. ASAP supports no increase in residential densities via re-zonings for these areas except as indicated on the Land Use Map (Figure 6).
- B.14 Use of planned area development (PAD) is encouraged as a tool to move residential densities from areas inappropriate for residential uses to areas more suitable for residential developments compatible with airport protection. PAD designs, conservation easements, and publicly dedicated open space are also recommended to achieve connected open spaces between developments and neighborhoods.
- B.15 ASAP residential uses are indicated as density ranges on the plan map in Figure 6. The overall number of dwellings permitted will ultimately be based on alternate water service agreements and the communities elected officials' decisions on how best to allocate this resource.
- B.16 To help halt any further RA 9 residential development south of the Crosswind Runway, consider providing City-funded construction of water and sewer lines and a public Side Road built to city standards. Such improvements should be offered as incentives for this residential area to (re)develop to an appropriate non-residential use such as retail or employment.
- B.17 Low and medium density residential designation shown on Figure 6 may include one or more golf courses if approved by the water provider. A golf course may be similarly considered within a Mixed-use Village.

**ASAP LAND USE TABLE – supplements Figure 6**

ASAP Land Use Classifications with Intended Scale and Type of Use

(Provided as examples but may not be all inclusive)

**RANCHING**

Grazing, agricultural activities, utility infrastructure, ranch houses and outbuildings, and other operations ancillary to ranching. This designation is intended to be revisited in the future when the property owners wish to quit ranching and consider developing. New land use designations will be determined based on adopted ASAP goals and objectives. Permitted in Impact Zones 1 through 6.

**NATURAL OPEN SPACE**

Open drainages, highly visible promontories, wildlife movement corridor/habitat, passive recreation (hiking trail, wildlife viewing), limited utility infrastructure and airport buffering. May include sand and gravel extraction, as permitted, within the Granite Creek wash. Permitted in Impact Zones 1 through 6.

**RECREATIONAL OPEN SPACE**

Active parks/regional parks, ball fields, tennis courts, swimming pools, golf courses, parking lots, ramadas, concessions and storage buildings, zoos, trails, and trail heads. Permitted in Impact Zones 2 through 6.

**MIXED COMMERCIAL/EMPLOYMENT**

Retail, services, civic, hospitality, office, wholesaling/warehousing, light manufacturing, aviation activities on airport, and screened storage. Other industrial uses may occur as permitted by City

Council. Uses such as lodging, schools, and churches may not be permitted or desired within the airport's 65 LDN noise contour. Permitted in Impact Zones 2 through 6, however, no new residential uses are permitted within Impact Zones 1 through 5 or within the 60 LDN noise contour.

### **COMMERCIAL (Low intensity businesses where near established neighborhoods)**

Retail, services, office, hospitality, and civic. Where this designation occurs in close proximity to established residential neighborhoods, permitted uses shall be limited to low intensity operations. Appropriate uses include office; non auto-related services, civic, lodges and B & Bs, and mini-storage - minor retail may be appropriate. Residential Office and Neighborhood-Oriented Business zoning districts should be considered. Buffering and screening between unlike uses will be required. Permitted in Impact Zones 2 through 6, however, no new residential uses are permitted within Impact Zones 1 through 5 or within the 60 LDN noise contour.

### **MIXED COMMERCIAL/RECREATION**

Retail, non auto-related services, civic, and office. Highly encouraged are recreation-related uses including resorts, hotels, motels, lodges, equestrian facilities, campgrounds, RV parks, miniature golf, fishing camps and swimming pools. Golf courses and time-share casitas may be permitted subject to water allocations and short-term stay requirements of casita visitors. Permitted in Impact Zones 2 through 6, however, no new residential uses are permitted within Impact Zones 1 through 5 or within the 60 LDN noise contour.

### **MIXED COMMERCIAL/STUDENT HOUSING**

University campus-related uses and activities, offices, and enclosed/screened storage are permitted, as are college dormitories. Permitted in Impact Zones 3 through 6. Permitted commercial uses are retail, services, office, hospitality, and civic. Permitted in Impact Zones 2 through 6.

### **LOW DENSITY RESIDENTIAL**

Maximum density range is 1 to 2 acre lots (0.5 to 1 DU/1 ac). Clustering homes is permitted per PAD. Civic uses such as schools and churches and home occupations may also be included. Golf courses, neighborhood parks may be permitted based on water allocation. Permitted only in Impact Zone 6, however, not within the 60 LDN noise contour.

### **MEDIUM DENSITY RESIDENTIAL**

Maximum density range is 2-6 dwellings per acre (2 to 6 DUs/ ac). Clustering homes is permitted per PAD. Civic uses such as schools and churches and home occupations may also be included. Golf courses, neighborhood parks may be permitted based on water allocation. Permitted only in Impact Zone 6, however, not within the 60 LDN noise contour.

### **MIXED-USE VILLAGES**

Maximum density range is 7-20 dwellings per acre (7 to 20 DUs/ ac). Single-family attached and detached units, apartment buildings, and manufactured home parks are permitted. To achieve the desired neo-traditional synergy, permitted uses include high-density residential, civic, office, neighborhood-oriented businesses, small parks, and generous pedestrian amenities. A golf course may be permitted based on water allocation. Commercial uses are permitted in Impact Zones 2 through 6. New residential uses are permitted only in Impact Zone 6, however, not within the 60 LDN noise contour.

## **C. Open Space and Wildlife Habitat**

- C.1 Support ranching to the extent desired by the ranch owners so that their lifestyle and the rural character that it affords may continue in proximity to evolving development. Examples include providing buffering around development that adjoins ranchland, and by providing shared cattle/wildlife roadway underpasses wherever feasible.
- C.2 Utilize the 100-year flood limit of Granite Creek Wash, other lesser drainages, and adjacent areas to create a multi-purpose greenbelt(s) that supports stormwater drainage, passive recreation, wildlife movement corridors and habitat, and community character. Area jurisdictions should negotiate with applicable property owners to obtain and expand these wildlife friendly open spaces as requests for zoning entitlements, annexation, water allocations and central services are received.
- C.3 Actively pursue with applicable landowners the feasibility of using conservation easements to gain targeted open space in a manner that directly benefits them through tax relief.
- C.4 Protect existing year-round watering holes and consider creating additional ones where appropriate, as may be permitted by AZ Department of Water Resources, to help wildlife survive the stress of habitat loss and increasing fragmentation.
- C.5 Promote roadway and rural land tract fencing that meets the minimum standards of AZ Game and Fish to improve the safety of deer and antelope fence crossings. This may be required along developments and streets where City of Prescott funds have been utilized.
- C.6 Work with applicable land owners and AZ Game and Fish specialists to identify appropriate locations and reasonable extents of the recommended “gap fencing” designed to help antelope cross busy highways more safely.
- C.7 Complete the Glassford Hill Arizona Preserve Initiative (API) acquisition so that the mountaintop can remain for future generations. To support continued ranching, the coordination plan for Glassford Hill API should accommodate the needs of applicable ranchers to the fullest extent reasonable.
- C.8 Work with sand and gravel extraction landowners to reclaim or rehabilitate any permanently closed borrow pits.
- C.9 Preserve the unique granite rock outcrops throughout the plan area to enhance nearby development where it occurs and protect the regions’ scenic beauty.
- C.10 Utilize, and expand through generous development setbacks, major power line easements as supplemental wildlife movement corridors.
- C.11 Create a regional park that serves all age and interest groups by providing such active recreational amenities as ballparks and fields, swimming pool, tennis courts, and a trailhead to the Peavine Trail if a link can be created.

## **D. CULTURAL RESOURCES**

- D.1 Initiate a mutual protocol between area jurisdictions to require a minimum Class I cultural resources survey of subdivisions or other developments of 20 acres or more that are located on ridges and hilltops where the likelihood of relics is moderate to high.

## **E. WATER AND SEWER**

- E.1 To further water quality protection and regional water management goals, evaluate the long-term costs and benefits of bringing city sewer infrastructure to existing non-sewered neighborhoods. Identified neighborhoods include the Longview Subdivision, the Jack Drive and Perkins Drive areas, and the developments east and west of SR 89 north of Willow Lake Road (see Figure 2).
- E.2 Consider City of Prescott funding for water and sewer service extension to the Side Road/Country Dells area as an incentive for development and redevelopment as non-residential uses that are more compatible with the nearby airport activity.
- E.3 By mutual agreement, any applicable jurisdiction will work to promote new development that utilizes central sewer service that, in turn, permits groundwater recharge credits.
- E.4 Evaluate alternate water service requests on the merits of the project's ability to meet ASAP's recommendations, and in relation to the region's water availability and areas to be served.

## **F. CIRCULATION**

The following policies supplement the Circulation Plan Map shown as [Figure 7](#).

- F.1 Encourage retaining old 89A for public access, including for bicyclists and pedestrians, by accepting it as a city street, if and when the ranches so dedicate and become annexed.
- F.2 Consider a public/private partnership with private parties such as landowners Polk (Kieckhefer), Granite Dells Ranch and Point of Rocks Ranch to construct a new bridge crossing at Granite Creek for old 89A when such funding assistance is tied to significant economic development projects supported by ASAP.
- F.3 Pursue land acquisition for the main runway's NE clear zone so that an airport circumferential road can be built connecting SR 89 to the new Airport Connector (see Figure 7). The circumferential road could either extend Ruger Road around the clear zone to Melville Road, or it could include a new street north of and parallel to Ruger Road that opens up additional land for future industrial use on the west side of airport.
- F.4 Correct the private Side Road deficiency by combining a portion of rails-to-trails' 100-ft. wide right-of-way with the existing private access easement to create a standard 50-ft. public ROW. Consider City-funded street construction for Side Road as an incentive for property owners to convert to non-residential uses.

- F.5 Require streets in multiple directions interconnecting developments to enhance traffic dispersion, public safety, and a cohesive circulation system. This is not intended to preclude private, gated streets where overall public circulation needs are met. Utilize traffic calming designs to slow traffic where needed.
- F.6 Support and pursue funding sources to build safe trails in alternative alignments that may be necessary for rails to trails that traverse through ASAP.
- F.7 Fund and construct a rails-to-trails trailhead at old SR 89A, and within Section 17 at the proposed regional park if a trail link to the Peavine Trail can be created.
- F.8 Require connections for public walkways and bike paths between neighborhoods to promote fitness, recreation and a sense of community.
- F.9 New arterial and collector streets constructed within ASAP should be designed with wider, outer travel lanes or with designated bike lanes to promote clean alternative transportation opportunities.
- F.10 Work with trail advocates, biking enthusiasts, and property owners to create a paved multi-purpose path parallel to (but outside of) the Airport Connector's northerly ROW edge to connect Pioneer Parkway to SR 89A at the future Great Western intersection. Work closely with the Yavapai County Public Works and ADOT to help ensure that any future controlled access roads include a safely separated path for walking and biking while still meeting ADOT's freeway standards.
- F.11 Utilize public-private partnerships to create attractive, landscaped boulevards that provide pedestrian and biking facilities and contribute to the region's character and quality. The first example might be Glassford Hill Road extension that runs between and connects all 3 of the region's municipalities.
- F.12 Investigate use of targeted impact fees generated within ASAP to help fund public infrastructure and services within ASAP.

## **REGIONAL ROADWAY DESCRIPTIONS**

### *Airport Connector (SR 89A realigned)*

The new Airport Connector will diverge from SR 89A (at T15N, R1W, Section 33), becoming a divided 4-lane State Route with controlled access at designated interchanges. There are four planned, grade-separated interchanges between State Route 89A and State Route 89. Moving from east to west these include Great Western Drive, Side Road, Larry Caldwell, and SR 89. Larry Caldwell will become a cul-de-sac at its intersection with SR 89.

The typical road section includes four 12-ft. lanes, a 38-ft. center median, 4-ft. wide inner shoulders, and 10-ft. wide outer shoulders all within a variable width ROW depending on terrain. The discontinued segment of SR 89A will be vacated to the adjoining property owners, who may wish to use it as an access street in the future. The Airport Connector is under construction and due for completion due around November 2001. No pedestrian or bicycle paths are designed into the ADOT right-of-way.

### *Pioneer Parkway*

West of SR 89, the Airport Connector will taper to the newly built 4-lane, divided county road known as Pioneer Parkway. Pioneer Parkway now extends from SR 89 to Williamson Valley Road, and provides what will be the second half of a new east-west beltway. Ultimately it is

possible that Pioneer Parkway will connect to Iron Springs Road, tying in with County Road 15 and points south and west, to provide an improved alternate route to the mountainous SR 89 South.

The anticipated traffic levels on this roadway necessitate limited access. There are 7 planned intersections, all but one of which will be at-grade. The first is a temporary at-grade, signalized intersection at SR 89 lined up with Larry Caldwell Drive, which will eventually be replaced with the grade-separated Airport Connector interchange. At-grade, signalized intersections on Pioneer Parkway exist at Willow Creek Road and at Williamson Valley Road. Two of the remaining (non-signalized) intersections fall on Pioneer Park property, one lying just west of the Embry Riddle Aeronautical University tract, and the second lying SE of Longview Estates (to be built at a later date). The last two planned intersections are to be located 1) in Section 8 just east of Williamson Valley Road, and 2) in Pinon Oaks subdivision west of Willow Creek Road. Both intersections will be built by developers as development occurs.

The road section includes a 20-ft center median; four 12-ft. travel lanes, 4-ft. wide inner shoulders, 8-ft. wide outer shoulders and a 12-ft. wide separated trail. The ROW width will vary. Two 10'x10' pedestrian underpasses and one 16'x14' equipment underpass are programmed between the two non-signalized Pioneer Park intersections; revegetated cut and fill banks are also called for.