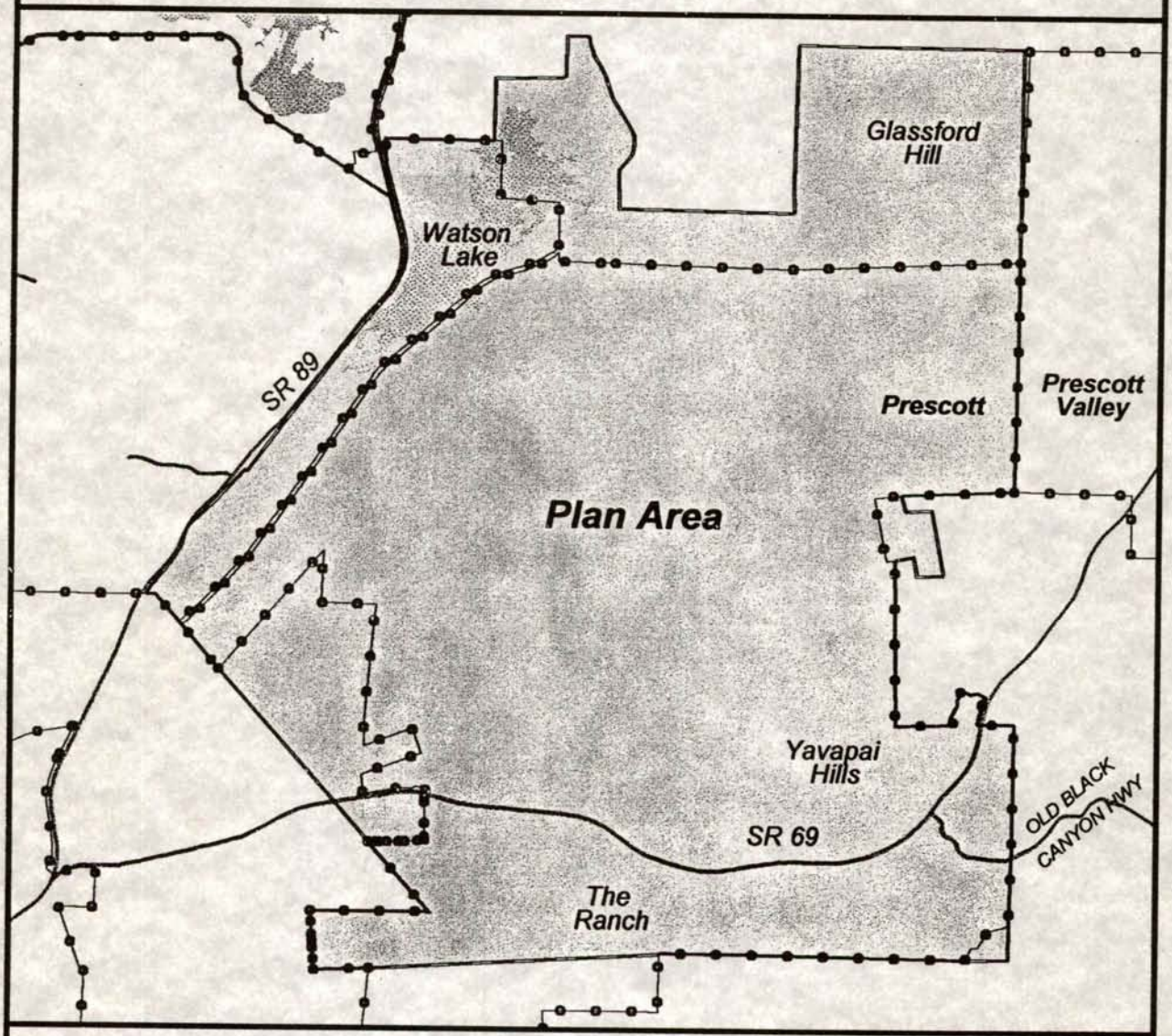
Prescott East Area Plan

(PEAP)



City of Prescott

Prescott

East

Area

Plan

Report and Recommended Land Use Plan
Adopted on May 26, 1998

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Prescott East Area Plan

INTRODUCTION

The Prescott East Area Plan is a comprehensive land use and circulation plan for the City's largest remaining infill area. Taking in the east-central portion of Prescott, the greater 17 sq. mile study area (Figure 1) is generally framed by Prescott National Forest to the south, State Route 89 to the west, the Glassford Hill area to the north, and Prescott Valley on the east. The portion that is actually being planned for is a 10 sq. mile area located within the greater study area, and includes lands within the City of Prescott and some Yavapai County jurisdiction lands that may eventually annex into the City.

This undertaking is supported by both the City's Strategic Plan and the recently adopted 1997 General Plan, which set out goals and policies to facilitate high quality jobs, a strong sales tax base, a variety of housing choices and price ranges, integration of transportation planning into land use planning, and preservation of significant open space. Developing specific area plans using vigorous public involvement is also endorsed, keeping in balance community-wide benefits and the concerns of neighbors. The Prescott East Area Plan was developed by a large citizen planning task force, with the continued review and feedback of the City Council. The task force included representatives of all the major land holders, surrounding residential neighborhoods, and the region's public agencies.

Much of the impetus for creating this specific area plan now, rather than later, is due to the anticipated 69/89 Connector Road. The road is identified in the Central Yavapai Regional Transportation Plan (Phase II, 2005) as an important link in the long-range road improvement plans for the Tri-city area. Once built, the connector road will open up much of the Prescott East area to development, which up to now has been used primarily for grazing cattle. In addition, the attraction of large-scale retailers to Hwy 69 has been a factor in the changing character of the corridor. The need for balancing anticipated new commercial development with the concerns of nearby residents over the impacts of such development has helped to bring this area plan to the fore.

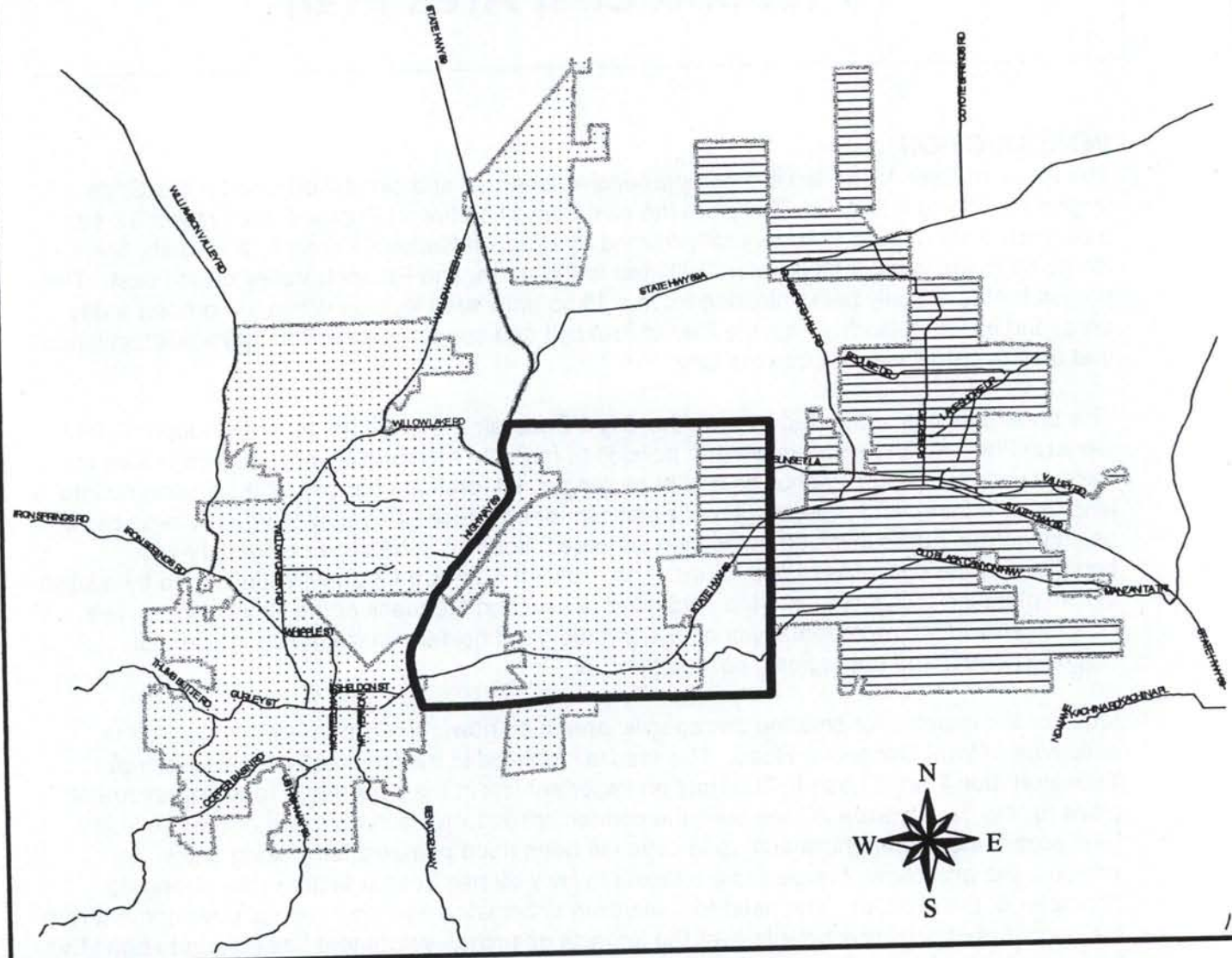
EXISTING CONDITIONS

Physical Characteristics

The ***geology*** of the 17 sq. mile greater study area is classic Prescott in that it includes the pink granites of Granite Dells and the tertiary basalts of Glassford Hill. Metamorphosed basalts and sediments occur in the southeast quadrant of the study area, while tertiary sediments occur widely in the southwest quadrant.

FIGURE 1

Prescott East Area Plan Vicinity Map



5 0 5 10 Miles

Study Area Boundary

Jurisdictional Limits

Prescott

Prescott Valley

Not surprisingly, the ***soil types*** reflect the underlying geology to a large extent. The Watson Woods riparian area exhibits a Sandy/Gravelly Alluvium, while the Watson Lake area exhibits Rock Lands. Other large soil types include the Balon Gravelly Sandy Clay Loam in the western end with its moderate construction characteristics, the Lontin Soils north of Yavapai Hills with its moderate construction constraints, the Springerville Soils in the north-central area with its moderate-to-high shrink swell characteristics, and the Cabezon Soils with the severe bedrock of Glassford Hill.

The principal ***vegetation*** association is Mixed Grassland-Mixed Scrub. Smaller, but valued, associations to the south are Pinon-Juniper/Mixed Chaparral, Pinon-Juniper/Mixed Grass-Scrub, and Pinon-Juniper Mixed (with Ponderosa); at the west side of the study area is the Riparian area known as Watson Woods. These varied vegetation associations work together to create different and distinctive subareas and habitats. Added to the mix are Granite Creek and Watson Lake, which are valuable natural resources both for the plan area and the community as a whole.

Wildlife Habitat

The plan area includes significant wildlife habitat, given the largely undeveloped nature of these lands and the variety of vegetation types. Animal species found in the area range from birds to reptiles to small carnivores to larger herbivores. More specifically migratory water birds such as loons, grebes, herons, bitterns, Canadian geese, and a variety of duck occupy Granite Creek and Watson Lake. Raptor birds include vultures, hawks, owls, and falcons are found throughout the study area, as are hummingbirds, song birds and quail. Other animals of note include a wide variety of reptiles, bats, voles, coyote, gray fox, raccoons, mountain lion, lynx, havalina, mule deer, and pronghorn. Sharing this environment with native wildlife are also cattle, which have been grazed here for several generations.

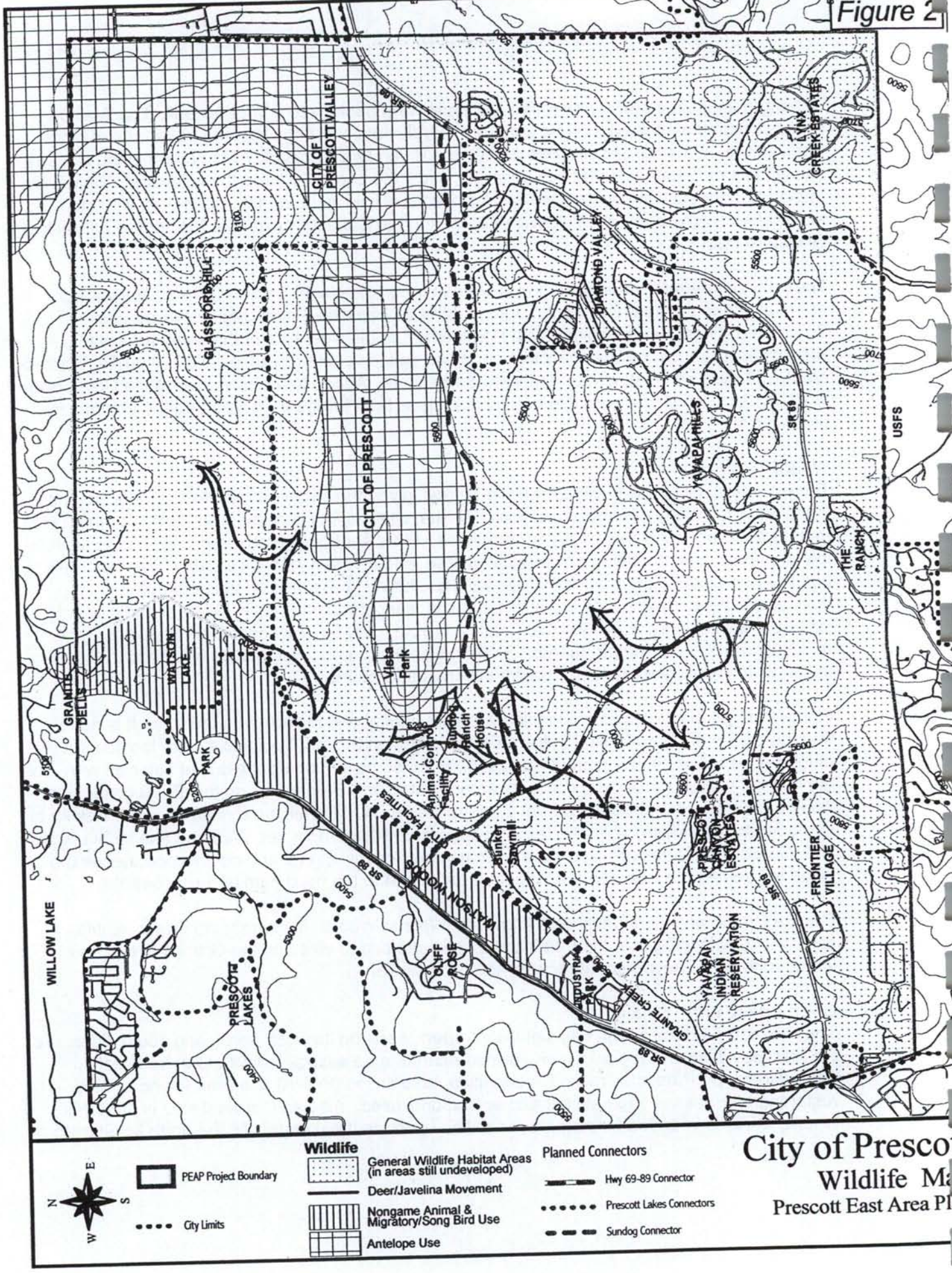
Figure 2 maps the locations of significant wildlife habitat and movement corridors. It is noted that the best pronghorn habitat in the study area lies on the most buildable land, located south of Glassford Hill on the prominent mesa top. Planned cattle underpasses that coincide with 2 of the 4 major wildlife movement corridors are indicated at two points along the 69/89 connector. Another significant wildlife movement corridor lies on Storm family bottom lands in the vicinity of the family ranch house, while the last and largest wildlife corridor ties Watson Lake to Glassford Hill. Natural drainages are also used by many species moving up and down slope, hence the value in keeping these drainages in their natural state to the maximum degree possible.

Granite Creek, and its riparian area known as Watson Woods, is another important wildlife area. Acknowledging this, the 69/89 connector road bridge crossing the Granite Creek is intended to be as environmentally sensitive as feasible.

Open Space and Trails

The Prescott East Area Plan has significant ***open lands*** on its west, north, and south sides. To the west lies Watson Woods, the city-owned riparian area associated with Granite Creek. Managed by the Prescott Creeks Preservation Association (PCPA), the area is undergoing restoration for passive recreational and educational uses. Also on this west side is the city's landfill, which is intended for passive recreation upon landfill closure. To the north lie Glassford

Figure 2


CITY OF PRESCOTT VALLEY
GLASSFORD HILL
CITY OF PRESCOTT
DIAMOND VALLEY
LYNX CREEK ESTATES
YAVAPAI HILLS
USFS
SR 89
THE RANCH
GRANITE DELLS
WATSON LAKE
PARK
Vista Park
Animal Control Facility
Dundee Ranch House
CITY FACILITIES
Bunker Sawmill
WILLOW LAKE
PRESCOTT LAKES
CLIFF ROSE
INDUSTRIAL PARK
GRANITE CREEK
YAVAPAI INDIAN RESERVATION
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General Wildlife Habitat Areas (in areas still undeveloped)
Deer/Javelina Movement
Nongame Animal & Migratory/Song Bird Use
Antelope Use
Planned Connectors
Hwy 69-89 Connector
Prescott Lakes Connectors
Sundog Connector
City of Prescott
Wildlife Ma
Prescott East Area Plan

Hill, Watson Lake, and the Granite Dells. Much of this area is proposed for city acquisition for perpetual open space designation, passive recreational use, and continued ranching which is in keeping with the adopted Granite Dells Community Plan. The ownership of this vast area includes Chino Valley Irrigation District (CVID), the Storm family, city of Prescott, and the State Land Department. To the south of Hwy 69 lie two large tracts of State Land, 30 acres of BLM land, and beyond the study area, Prescott National Forest. A portion of State Land near Badger Mountain (also referred to as "P" Mountain) has been identified as suitable for acquisition through the Open Space Preserve Initiative. Last, the BLM property is also identified as desired for a city park.

Trails have become a valued amenity for Prescott. Public access to the proposed Rails to Trails alignment along Watson Woods and Watson Lake is near fruition. The 69/89 connector road is also being planned with a separated multi-use path, as is likely for the conceived "Sundog connector." Lesser trails are desired to link up to these major trails as development occurs.

Existing Land Ownership

The actual plan area is 10 sq. miles in size, or roughly 1/3 the total land area of Prescott. Included are two large residential developments: the Yavapai Hills subdivision, and some of the earliest units of The Ranch. Also included are over 3,500 acres of State Trust Land, a good portion of which are leased for grazing. The Storm family owns about 600 acres of fee lands in the plan area, which are also used for grazing. Additional major land holders are Yavapai Hills with 550 acres of unsubdivided land, and Bullwhacker Ranch with 240 acres of unsubdivided land. Chino Valley Irrigation District, City of Prescott, Yavapai County, and BLM are also land holders, along with a few others. Figure 3 maps generalized ownership of lands within the plan area.

The State Land Department presently holds the majority of property in the study area, with lands ranging from Hwy 69 frontage, to prime residential property, to highly significant open spaces. For the State Land Department to make lands available for development, or to request a rezoning, it must first go through a lengthy internal review. The mission for the State Land Dept. is to generate maximum revenues off of its land holdings to fuel its trust fund for the benefit of public schools. Lands may be purchased or long-term leased only through a competitive bid process. All of this means that development of State Land properties is more complicated than privately owned lands. This has implications for which properties can be readily marketed to interested developers.

Existing Zoning/Land Use

There is widely varying ***zoning*** and land use currently within the study area. The least intensive zone in the area is the Floodplain Conservation District (FPC), overlain on Watson Woods and much of Watson Lake. The predominant zoning is residential, ranging from RB (22 dwelling units/acre) to RA 2-acre minimum (0.5 dwelling units/acre). Most of the undeveloped lands are zoned RA-2-acre minimum, reflecting the zoning designation originally assigned by Yavapai County. Most of the actual residential development, however, has been between 2 to 4 dus/acre under various city and county zoning classifications. A map showing existing zoning is provided in Figure 4.

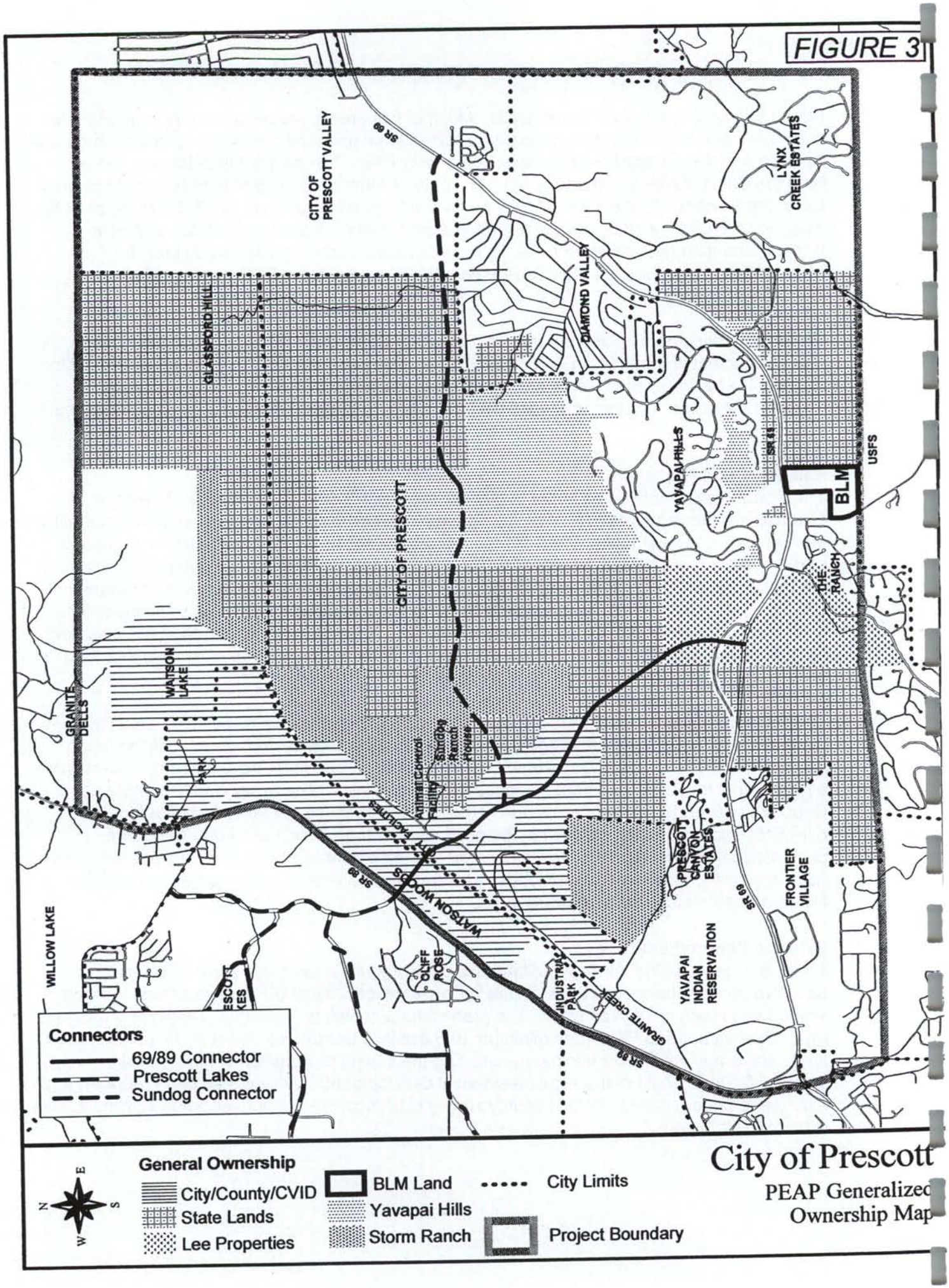
FIGURE 3
CITY OF PRESCOTT VALLEY
SR 89
LYNX CREEK ESTATES
DIAMOND VALLEY
GLASSFORD HILL
YAVAPAI HILLS
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USFS
BLM
CITY OF PRESCOTT
THE RANCH
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Ownership Map

There is a large area of industrial-zoned properties between Watson Woods and Prescott Canyon Estates, under various ownership. Most is undeveloped, excepting the Industrial Way industrial area, the city's wastewater treatment plant and transfer station, the animal control facility, and Bunker's sawmill. A more detailed accounting of uses and issues can be found in the city of Prescott's Sundog Ranch Study. Much of this industrial-zoned land (IA, IB, and county PM) is believed to be inconsistent with the community's goals, perhaps most especially the city-county owned parcel purchased for development of a landfill. With the planned 69/89 connector road running through the center of that tract, and with the road providing a gateway of sorts into the scenic areas of this region, the appropriateness of heavy industrial use must be questioned. Another incongruous piece of IA-zoned property lies at the intersection of Hwy 69 and the 69/89 connector alignment.

Commercial zoning exists along Hwy 69 as Business A and Business B. Presently, most of these commercially zoned lands are undeveloped, although that has begun to change in the past 3 years with the Ranch at Prescott Retail Center, the Prescottonian Plaza, and the Costco-Petsmart complex. One large area of BA PAD zoning located within the heart of Yavapai Hills should be re-evaluated.

Most of the existing land use in the 10 sq. mile area is cattle grazing. Of the remaining area, 659 acres are presently developed as residential, 31 acres as commercial, and approximately 108 acres as industrial.

Transportation Plans

The study area embraces both sides of State Route 69, which is the most heavily used road in Central Yavapai County, excluding I-17. It serves as the primary commuter route for Prescott and Prescott Valley, which are the largest municipalities in the region. Traffic has become congested due to higher traffic volumes and few alternate routes available. The 69/89 connector is intended to help relieve much of this congestion, and has been planned for several years (JHK Central Yavapai County Regional Transportation Plan, Phase II). Beginning as a 2-lane road due to open end of 1999, the 69/89 connector is ultimately planned as a 4-lane arterial with a landscaped center median and a separated sidewalk or trail. A second arterial has been proposed recently that would provide another connection from Prescott Valley to Hwy 89, bypassing over 5.5 miles of Hwy 69 and the difficult intersection of Hwy 69 and Hwy 89. Referred to as the "Sundog connector" the road is not formally queued into the regional road planning program, but efforts are underway to do so.

Additional road projects are planned for the region that will work together to improve overall circulation, and relieve many motorists from having to use the 69/89 intersection. Among these improvements are 1) completing Smoketree Lane, 2) widening and relocating Hwy 89A, 3) constructing Pioneer Parkway, 4) widening Hwy 89 to Willow Lake Road, and 5) extending Glassford Hill Road (see Appendix A for Phase Maps of the Central Yavapai County Transportation Study). All of these road improvements will help, but not solve, the transportation needs of this fast growing region. It has been noted in the JHK report that alternative forms of transportation, including transit, will be needed to supplement road building to maintain a functional system. Without such a program, widening Hwy 69 to 6 lanes becomes

more likely. A request has been made by the local ADOT office to the Phoenix ADOT office for a feasibility study on widening Hwy 69.

Lesser roads are also important components of the planning project, particularly collector streets that will provide access to future developments. It is the intention of this Plan to promote connected streets and paths to facilitate safe and efficient traffic movement. Strong support for multi-modal transportation planning is also key to preserving the carrying capacity of existing and future roadways. In addition to providing connected bike paths and pedestrianways, this means facilitating mass transit and ride sharing.

Water and Sewer Availability

Water availability and the ability to deliver it will obviously influence the city's growth rate and ultimate population. The recent groundwater legislation for the Prescott Active Management Area (AMA) will affect the city's amount of assured water supply. Rather than using a portion of the city's assured water supply, unplatted lands within PEAP will rely on alternate sources such as imported groundwater, surface water, type 2, or from credits gained from recharged effluent. Under these circumstances, the densities may be altered from those recommended in the land use plan, as future platting occurs.

Anticipating that all development in the Prescott East area will be on central sewer, there is the added supply enhancement of recovering about 70% of used potable water as treated effluent. Reinjecting this recovered treated effluent allows the city groundwater recharge credits. The city's Environmental Services Director advises that it may be more the cost of water delivery infrastructure, rather than actual water supply, that will moderate the area's growth rate. Although the city is anticipating installing water and sewer mains in conjunction with the new 69/89 connector road, reimbursement for these capital improvements will be expected of new developments as they come on line. No additional water storage tanks are expected to be needed once the existing 500,000 gallon tank in Yavapai Hills is replaced with a new 3 million gallon tank.

As mentioned, sewer service is anticipated for all of the Prescott East Area, utilizing the nearby Sundog Wastewater Treatment Plant. Surplus sewer treatment capacity exists for 13,500 dwelling units at that facility. Supplementing the capacity at the Sundog Wastewater Treatment Plant is the Airport Wastewater Treatment Plant, which is planned for expansion from 0.75 mgd to 2.2 mgd.

Demographic Conditions

The Central Yavapai County region is presently among the fastest growing in the nation. Prescott, however, has been growing at a slower rate than the other jurisdictions in the area. Table 1 shows the recent population counts for Prescott, Prescott Valley, Chino Valley, and Yavapai County. Between 1980 and 1996, Prescott grew at an average annual rate of 3.5% compared to Prescott Valley's 39.9% growth rate. One benefit of Prescott's slower, but steady, rate of growth is that providing city services and infrastructure is more manageable. It is projected that Prescott's rate of growth will continue to be 2-3% per year, reaching a total population of nearly 51,000 by the year 2015, and slowing to 1-2% to reach 55,000 by the year 2020.

Table 1

POPULATION CHANGES, 1980-1996					
		Total Change		Annual Change	
	Number	Number	Percent	Number	Percent
Yavapai County					
1980	68,145				
1990	107,714	39,568	58.1%	3,957	5.8%
1996	134,600	26,886	25.0%	4,481	4.2%
Prescott					
1980	20,055				
1990	26,455	6,400	31.9%	640	3.2%
1995	30,606	4,151	15.7%	830	3.1%
1996	31,275	669	2.2%	669	2.2%
Chino Valley					
1980	2,858				
1990	4,837	1,979	69.2%	198	6.9%
1996	6,660	1,823	37.7%	304	6.3%
Prescott Valley					
1980	2,284				
1990	8,858	6,574	287.8%	657	28.8%
1996	16,860	8,002	90.3%	1,334	15.1%

Source: 1980 and 1990 U.S. Census, STF 1A; Arizona Department of Economic Security

Most of Prescott's population growth is attributed to the immigration of retirees. Table 2 shows the 1990 and 1995 age breakouts for Prescott, revealing that retirement-aged persons represented 29% of the growth during that 5-year period. Compare this to infants and preschoolers making up 1.1% of the 5-yr. growth. School-aged children are declining as a percentage of the overall population. In 1980 residents aged 5-17 years (3,375) made up 17% of the total population, compared to 1995 when the same aged children (3,960) made up 13% of the total population. Significant too is the actual decline in the number of Prescott residents aged 25-34. There is an indication that Prescott's loss of adults aged 25-35 reflects a shortage of attainable housing choices for first-time homebuyers. Much of the difference in rates of growth between Prescott and its neighboring communities is attributed to the cost of housing.

Table 2

INCREASE IN POPULATION BY AGE, PRESCOTT 1990-1995				
			Annual Change	
Age	1990	1995	Number	Percent
0 – 4	1,204	1,247	9	0.7%
5 – 14	2,765	2,991	45	1.6%
15 – 24	3,399	4,238	168	4.5%
25 – 34	2,894	2,748	(29)	-1.0%
35 – 44	3,379	3,779	80	2.3%
45 – 54	2,618	3,746	226	7.4%
55 – 64	3,220	3,670	90	2.7%
65 and over	6,976	8,187	242	3.3%
Total	26,455	30,606	830	3.0%
Source: 1990 U.S. Census, STF 1A; 1995 Special Census of Prescott				

Housing Conditions

The recently completed "Prescott Housing Needs Assessment", written by John Prior and Associates, provides a firmer understanding of the housing dynamics in Prescott and the region. Among the findings is that the growing retiree segment of Prescott's population appears to be influencing the greater size and cost of homes being built in Prescott. Evidence of this can be observed by the increased size of new homes. The median size of new homes constructed in 1990 was 2,578 sq. feet, but by 1996 the median new home had increased to 2,815 sq. feet (or 9.2%). Conversely, 1990 Census data compiled in the housing study reveals that of Prescott's 11,479 total households, 8,357 (or 73%) were of two or fewer persons. This is up from 1980, when 67% of all households were of 2 or fewer persons. Despite the recent trend toward larger new homes, the household size statistics would indicate a potential rebound demand for smaller homes, especially given the recent tax law changes on capital gains of home sales.

In addition to increasing floor area, other factors influencing housing costs include Prescott's difficult terrain, higher land prices, residential impact fees, and increasingly larger lots in newly platted subdivisions. The net result of these conditions is that there are fewer housing choices available for first time homebuyers and those wishing to downsize. The Prescott East Area Plan seeks to promote the maximum densities that conditions will allow, so that efficient use of the land can result. Doing so will help provide more homes at a relatively lower cost than low density residential development can achieve.

Another factor influencing community demographics is that area incomes have not kept pace with housing costs. Table 3 shows the average annual changes in home prices, housing rents, and median household incomes. The median price of a single-family home increased at more than twice the rate of median household incomes, from 1990 to 1996.

Table 3
Cost of Median Housing vs. Median Household Incomes

	1990	1996/97		Avg. Annual % Change
Median owner-occupied home value	$94,600	$142,000	'96	7.9%
Median housing rent	$356/mo	$465/mo	'97	4.4%
Median household income	$22,705	$27,654	'96	3.6%

Source: 1990 US Census/Claritas/City of Prescott Community Development Dept.

Economic Conditions

Jobs, and land available for future employment centers, are important considerations of this Prescott East Area Plan. Supported by the General Plan, efforts to expand Prescott's ability to attract and hold quality employers is a high priority.

Data compiled for 1996 by the Arizona Dept. of Economic Security reveal that Services (11,400 jobs) is the largest and fastest growing employment sector in Yavapai County, while Trade (11,100 jobs) and Government (7,600 jobs) make up the 2nd and 3rd largest sectors, respectively. Construction (3,600 jobs) and Manufacturing (2,400 jobs) trail as 4th and 5th largest, of which, Construction is the faster growing. It is generally acknowledged that of these major employment sectors, (retail)Trade pays among the lowest wages. It therefore follows that facilitating new, higher paying jobs through manufacturing recruitment and creation of employment centers served with city utilities is desirable.

It is equally important to note that sales tax, which is predominantly generated by the Trade and Construction sectors, comprises about 36% of the city's operating revenues. The level of city services is directly tied to the vitality of its retail sales tax base because of the nature of Arizona's Constitution, which limits local government's ability to raise property tax rates. Basic services such as police, fire, snow plowing, and parks maintenance are directly affected by the city's retail sales tax revenue.

RETAIL DEMAND

A commercial feasibility study was done in 1997 by the firm ESI, which evaluated the population growth and commercial space demand in the Central Yavapai County trade area. The trade area is approximately 500 sq. miles and includes Prescott, Prescott Valley and Chino Valley. It also includes the unincorporated areas of Williamson Valley, Paulden, and Dewey/ Humboldt. Table 4 shows the existing and projected population of the trade area and the retail space demand anticipated through the year 2015.

In the near term, ESI projects a demand within Prescott for an additional 1.7 million sq. feet of retail floor area by the year 2006 (assuming Prescott's current capture rate of 84%). This converts to a minimum of 156 acres of additional site area necessary to support such new development. The standard ratio of 4:1 reflects parking area-to-gross floor area, but this is

probably insufficient lot area to meet the additional landscaping, buffering, and slope treatments desired. Streets will typically take an additional 15-20% of the acreages devoted to any given developed land use.

Table 4
Summary of Regional Trade Area Retail Demand Analysis
Projected Square Footage and Land Area

	1996	2001	2006	2015
Market Trade Area Population	78,846	93,859	108,600	205,000
Retail Demand (Square Feet)	3,107,665	4,439,531	5,125,920	9,635,000
Sq. Ft. per Capita	39.4	47.3	47.2	47
Required Land Area (Square Feet)	12,430,660	17,758,123	20,503,680	38,540,000
Required Land Area (Acres)	285	408	471	885

Source: Claritas/UDS Data Services, ESI Corp, JHK

If Prescott can capture 50% of the region's new retail demand projected for 2015, it would mean an increase of 3.3 million sq. ft. of floor area, or a minimum of 300 acres of retail land area. Much of this new development is anticipated along Hwy 69 where visibility and traffic volumes appeal to major retailers. Prescott will feel the impacts of future residential growth and development, and so it remains important that Prescott also capture its fair share of the regional economic growth. Again, being able to maintain or improve the levels of city services will depend on this occurring.

PRESCOTT'S LAND USE: HOMES AND JOBS

There is no perfect proportional balance of land uses since each community has its own unique setting, context, infrastructure and availability of surplus land. Recent calculations indicate the following major land use percentages for Prescott's total 35.58 sq. miles. PEAP's generalized land use breakouts are also provided for comparison (commercial includes retail, services, office, civic, and employment centers). Much of the 1997 vacant land indicated below is contained in the Prescott East Area Plan, and would expect to become developed over the next 60+ years.

	Residential	Commercial	Industrial	Public Use/Parks	Vacant/Buffers
Prescott, 1997	44.2%	4.8%	2.1%	11.2%	37.5%
PEAP map	40.6%	13.4%	0.7%	32.9%	12.3%

Perhaps a better measure is the balance between number of jobs and number of residences. Research supports a jobs-to-housing ratio of 1.5 to 1.7 as well balanced for a community. Based on 1990 US Census and AZ Dept. of Economic Security data, Prescott had 13,393 residences and 10,829 jobs, for a jobs-to-housing ratio of 0.81. Estimates done in 1995/96

show a higher ratio of 1.01 (see Table 5). Based on the land use percentages of the PEAP land use plan map, projections on number of dwellings and jobs were made. The resulting jobs-to-housing ratio could be as high as 1.82 at full buildout, which is reasonable given the 2 planned arterials and the proximity of Hwy 69. When added into Prescott's existing jobs-to-housing mix (assuming for discussion purposes that the rest of the city remains constant), the revised ratio becomes a lower 1.30. This ratio might be high because some of the jobs generated within the PEAP area will not be new jobs, but instead relocated jobs. What type of development reoccupies vacated commercial sites is an unknown at this time. The ratio will be further modified in the future as additional residential and commercial areas build out.

Table 5
Prescott Jobs-to-Housing Ratios

	Number of Dwellings	Number of Jobs	Jobs-to-Housing Ratio
1980	8,903	8,910	1.00
1990	13,393	10,829	0.81
1995/96	15,328	15,454	1.01
PEAP land use map	8,739	15,895	1.82
PEAP w/ 1995/96	24,067	31,349	1.30

Source: US Census Bureau and the Arizona Dept. of Economic Security

PLANNING PROCESS

The process used for this project has relied greatly on a citizen planning task force representing the perspectives of large land holders, surrounding neighborhoods, and various government agencies. The task force broke up into 4 subcommittees to better organize efforts - 1) General Land Use and Circulation, 2) Hillside/Ridgeline and Open Space/Wildlife Corridors, 3) General Buffering and Development Standards, and 4) Hwy 69 Corridor Land Use and Development Standards. The subcommittees and full task force together have spent over 100 hours during a 10-month period to create its recommended plan.

Supplied with Council's plan foundations and the comments received from a public ***VISIONING*** meeting, the task force drafted goals and objectives and the concept of preserving "highly visible promontories.". After a Council checkpoint meeting and an open house with interested neighbors, the task force developed its preferred land use plan map, goals and policies, and the proposal for 3 new overlay districts. A second council checkpoint meeting and neighborhood open house led to refinement of these plan components. Citizen comments were received and integrated to the extent that the task force believed appropriate. While the task force sought to use general consensus for its recommendations, there was less than full unanimity on certain items. Appendix B includes the written comments of task force members, which identify points of agreement and disagreement with aspects of the Prescott East Area Plan.

Plan Foundations

In November 1996, the City Council established, by consensus, a set of plan foundations upon which the Prescott East Area Plan is based. The foundations reaffirm many of the goals of the General Plan including to:

- Facilitate a balanced community that welcomes families with children
- Attract and retain a portion of the region's business market
- Obtain and retain employers that provide good wages
- Provide goods and services that meet the needs of Prescott's neighborhoods
- Plan regionally in terms of roads and water
- Support open space opportunities
- Address the impacts of new commercial development on existing and future neighborhoods, and
- Develop opportunities to enhance Prescott's sales tax base.

These parameters were shared with citizens and task force members early and often to keep the plan within the bounds of Council's direction. The Plan Foundations follow:

1. *There will be a plan map that will display preferred land use designations by "broad brush" rather than parcel-by-parcel.*

2. *There will be a plan map that shows a preliminary circulation plan, principally primary street alignment leading from the proposed connector road.*

3. *The plan area will include the assortment of land uses necessary for a balanced "community," including residential, employment centers, shopping, services, recreational, and institutional.*

4. *The plan will allow for expansion of major commercial uses along state routes and along the connector, where feasible.*

5. *The plan will include features such as trails, parks, and open space for passive recreation and wildlife habitat.*

6. *The land use plan map will identify areas of residential densities that can provide for a diversity of housing sizes and types.*

7. *The plan will include a study of issues and options for higher development standards that will improve the "look" of commercial development and make it more harmonious to nearby residences. This will build on the work being done by the ad hoc group of the 69CCC.*

8. *The plan will include a study of ridgeline protection opportunities and methods, with the intention to minimize the visual impacts of new construction on ridgelines.*

Goals and Objectives

The ideas that worked to frame the recommended plan evolved from the plan foundations and the VISIONING comments. These were formulated into goals and objectives, reflecting concerns for:

- balanced land uses
- good traffic management and transportation planning
- more affordable housing choices
- adequate and meaningful open space
- support for jobs and commerce
- high quality development that minimizes impacts on neighbors
- an attractive Hwy 69 frontage that presents Prescott well
- good buffering practices and
- consideration of wildlife needs.

Ultimately the goals and objectives were converted and enhanced as the recommended Goals and Policies of PEAP.

RECOMMENDED PLAN

The Prescott East Area Plan, recommended by a citizen task force, includes 4 primary components. First are the ***Policies*** that describe the desired development patterns for the area. Policies are to be used by applicants, staff, and decision-makers to devise and assess development proposals to ensure that the intent of the Plan is met. Second is the ***Land Use Plan Map*** that locates in broad brush the recommended land-use types and intensities. The edges of all land use classifications are soft and subject to refinement at the time of actual development, as are the street alignments showing anticipated arterials and collectors. Third is the ***Major Trails Map*** that lines out the recommended alignments for major trails to and through the study area (a secondary-trails map is also attached to this report as a suggested resource). Fourth are the ***3 Proposed Zoning District concepts***: the Hwy 69 Corridor Overlay District, the Village Center Zoning District, and the Employment Center Zoning District. Provided here as concepts, the Plan recommends drafting the details of these zoning districts as the immediate and first step of plan implementation. A special committee (balanced to reflect developers, residents, and Council perspectives) should be assembled to draft the zoning districts' provisions.

RECOMMENDED PLAN GOALS AND POLICIES

The first major PEAP plan component is the Goals and Policies that direct how future planning and development should occur. Designed to supplement the land use plan map, and bridge the details of the recommended zoning districts, the goals and policies reflect the collective input of the task force and the plan foundations of Council. The recommended policies range from connected streets and pedestrian facilities, to promoting a mix of uses and densities that support both jobs and broadened housing choices, to promoting site planning considerations that better coordinate the edges of unlike land use intensities.

1. TRANSPORTATION GOALS AND POLICIES

Goal 1.A

Coordinate the Prescott East Area Plan with regional transportation plans.

Goal 1.B

Design and maintain transportation systems to provide safe and reasonable highway access for all users.

1.B.1 Ensure public safety and carrying capacity on Hwy 69 and Hwy 89 through adherence to the adopted Highway Access Management Plans. Synchronization of traffic signals is highly desired.

1.B.2 Preserve the traffic carrying capacity of the 69/89 connector road and the proposed Sundog connector (and discourage strip commercial development of those frontages), by developing access management plans for these future roads. Timely construction of the proposed Sundog connector is encouraged to help relieve future traffic increases on Hwy 69.

1.B.3 Reduce the need for additional traffic signals on Hwy 69 by requiring developments to access from interconnected driveways and/or a frontage road system.

1.B.4 Prolong the carrying capacity of Hwy 69 by establishing safe and efficient multi-modal transportation links as development occurs. In addition to connected streets and driveways, include sidewalks connecting the highway to major developments and sidewalks connecting one development to another. Design bus stops into major retail centers.

1.B.5 Facilitate a secondary access from Lee Blvd. to a signalized intersection on Hwy 69 to provide residents of the Ranch an alternate route to Lee Boulevard.

GOAL 1.C

Increase transportation efficiency and safety by providing multi-model facilities that connect to greater circulation systems.

1.C.1 A site-specific traffic study is expected as the basis for determining the best alignment and design of the 69/89 connector road extension (Loop Rd.) and Lee Blvd. serving both commercial and residential users.

1.C.2 Integrate the streets and non-motorized paths of new development into existing and anticipated transportation networks.

1.C.3 Separate non-motorized paths adequately from automobile lanes to increase safety and the enjoyment of walking. Such separation should be a landscape strip of native plant types.

1.C.4 Provide bike lanes along collector and arterial level streets.

1.C.5 Consider the use of traffic calming designs to reduce traffic speeds on residential streets that provide through access.

1.C.6 Investigate advantages and disadvantages of pursuing scenic highway status for Hwy 89.

1.C.7 Promote means of increasing vehicular occupancy to reduce reliance on roads and road widening.

- ◊ Plan for and construct park & ride lots and bus pullouts at appropriate locations as opportunities arise.
- ◊ Undertake a regionwide park and ride study, by the appropriate agencies, to coordinate regional needs and opportunities.
- ◊ Continue efforts to facilitate a transit service.

1.C.8 Anticipate the on-site and off-site transportation needs of large users, such as schools, civic centers, health care facilities, commercial and manufacturing developments. This means providing bikeways, bike racks, sidewalks along streets that connect to sidewalks on site, and transit pullouts sufficient to support the multi-modal needs of these users.

2. Land Use Goals and Policies

Goal 2.A

Plan for a mix of land uses that allow residents the possibility to work, shop, worship, and play within the Prescott East plan area.

2.A.1 Plan a variety of commercial development types and intensities to support neighborhood, community, and regional shopping and service needs.

2.A.2 Locate land uses in a manner that enhances the compatibility between adjacent land uses. In the few cases where this may not be practical, sensitive site planning and/or establishing buffering treatments that effectively mitigate undesired impacts should be required.

2.A.3 Ensure an adequate number and size of neighborhood commercial areas, in relative close proximity to residential areas, to allow convenient shopping and services.

2.A.4 Plan and develop new employment centers as business/office/light industrial parks where terrain and access will support this level of activity. To support this intensive classification, it is important that new developments be designed to make good neighbors to nearby residential areas, through generous landscaping and buffering, and attractive buildings. This is even more important for employment centers in proximity to scenic Watson Lake and Glassford Hill.

2.A.5 Industrial developments with outdoor storage and operations are not desired except where already established as traditional industrial areas.

2.A.6 Employment center areas may be expected to incorporate a lesser mix of retail and services that help meet the needs of workers, commuter traffic, and nearby residents.

2.A.7 Plan for a regional-scale retail center at the location of Hwy 69 and the planned 69/89 connector road. Consider appropriate locations along Hwy 69 for other, non-regional commercial development.

2.A.8 Through an overlay district, specify that a village center is intended for much of the flat lands located on the mesa top. The village center concept is one that sets out a well designed and tightly knit community of residential, commercial, schools and other civic uses with strong pedestrian access and park elements.

GOAL 2.B

Provide opportunities for a variety of housing types and price ranges for a balanced residential community.

2.B.1 Locate single-family homes on the moderately difficult terrain, and generally located away from major arterials.

2.B.2 Provide for high density residential where terrain permits and where complementary land uses and support services are in close proximity. This is most appropriate within the Village Center located on the high flat mesa. High density residential is also considered an appropriate use to buffer commercial districts from lower density residential areas.

2.B.3 Plan for incentives to promote more variety in housing types and prices. To encourage mixing in a component of high density residential and lower cost single-family residential into larger, single-family developments, such incentives may include density bonuses, narrower streets, steeper streets, reduced right-of-way width, and reduced building setbacks.

2.B.4 Locate very low density residential on the steepest slopes in cases where the applicant foregoes the density transfer + open space option. This may be done by an overlay district that bases density on steepness of slope, or incorporating the same type provision into the city's Hillside Ordinance and/or Subdivision Regulations.

GOAL 2.C

Provide recreation opportunities for all age groups and abilities.

2.C.1 Provide an adequate park site(s) for active recreational pursuits such as ball fields, tennis courts, and play grounds in addition to open spaces.

2.C.2 Provide ADA accessibility to a reasonable extent, complying with state and national requirements in both active and passive recreation areas.

2.C.3 Utilize opportunities to joint venture with PUSD to use a future school site as a community park, and other city facilities such as a library or Police Dept. annex. The preferred site would be a minimum of 20 acres and located on the mesa within the Village Center on a non-arterial level street.

2.C.4 Program improvements to Watson Lake Park, such as the boat ramp and other amenities, to produce an excellent recreation asset.

3. Open Space, Trails, Wildlife Habitat Goals and Policies

Goal 3.A

Provide generous open space and recreation amenities as part of a fully functioning and balanced community.

3.A.1 Pursue designation of State Land Dept. Open Space Preserve Initiative for Glassford Hill as targeted by the joint Prescott-Prescott Valley action, including the Open Space Corridor between Watson Lake and Glassford Hill as indicated on the recommended land use plan map.

3.A.2 Pursue designation of State Land Dept. Open Space Preserve Initiative for lands in proximity to "P" Mountain as indicated on the recommended land use plan map.

3.A.3 Recontour and revegetate the Sundog area landfill for long-term use as passive open space, once it is decommissioned and monitored. A trail should also be included connecting this open space area to Major Trails.

3.A.4 Continue efforts to acquire Watson Lake for general recreational use and the open lands surrounding it on the east side for passive recreational use by the greater community. Achieving these open spaces will further complement the rails-to-trails efforts now underway.

3.A.5 Integrate a major-trails plan for the area that connects to trail links leading outside of the plan area, with applicable trail easements required as development occurs. Locate a trail head near the southern terminus of the 69/89 connector road to facilitate use of this anticipated public path.

3.A.6 Provide neighborhood walkways that connect into the planned major trail system, all of which may be a combination of sidewalks and unpaved paths. New development should review the suggested alignments on the secondary trail map that is attached to this Plan report as Appendix C.

3.A.7 Work with PCPA to develop a well designed trail head at Watson Woods for public access to the anticipated rails-to-trails facility.

Goal 3.B

Protect significant open space and ridgelines to maintain the character and beauty of the area.

3.B.1 Utilize residential site development opportunities, through Planned Area Developments (PAD) and other appropriate methods, to retain natural drainageways and preserve very steep slopes that serve as natural buffers and project amenities.

3.B.2 Implement a ridgeline protection provision, using incentives and tradeoffs that keep new structures from locating on, or extending above the crest of, major ridges and

promontories. Major ridges and promontories are those indicated on the land use plan map, based on the GIS visibility analysis.

3.B.3 Promote residential designs that flow with the terrain - for example, multi-level homes that step down with the terrain, rather than large boxes cantilevered over steep slopes.

3.B.4 Develop an Open Space zoning district to be used at property owner's request to further ensure that designated open space remains preserved and in tact.

GOAL 3.C

Protect and enhance natural features and processes in the area for sound ecological design and wildlife management.

3.C.1 Plan and protect areas most valuable as wildlife habitat to the extent practicable. Reference to the wildlife habitat and movement map, included in the PEAP report, should be standard practice to better understand growth's impacts on wildlife and the effectiveness of mitigation alternatives.

3.C.2 Support acquisition of the Open Space Corridor that ties Watson Lake to Glassford Hill to protect and provide meaningful wildlife movement and habitat area. The final configuration of the Open Space Corridor may be refined at the time of acquisition.

3.C.3 Continue the City of Prescott/Prescott Creeks Preservation Association partnership to implement the Watson Woods Comprehensive Plan.

3.C.4 Design of the 69/89 connector road and bridge crossing Watson Woods/Granite Creek should seek to be as environmentally sensitive as practicable.

3.C.5 Incorporate connected linear elements of undisturbed areas for the purpose of maintaining wildlife corridors.

3.C.6 Require careful construction practices to ensure that portions of sites targeted as "undisturbed" do, in fact, remain intact and viable. This should not be construed to disallow carefully managed thinning to reduce threat of wildfire.

GOAL 3.D

Integrate designated open spaces and existing agricultural lands to balance the needs of wildlife and livestock.

3.D.1 Retained areas for livestock grazing are to be accessible for wildlife; this pertains most especially to the fencing used for new or replacement fencing, which should meet Arizona Game and Fish Department standards (attached as Appendix D).

3.D.2 Coordinate the design and location of arterial street culverts that serve multiple uses such as movement of livestock and wildlife, connections to trails, and managing stormwater runoff.

3.D.3 Consider relocating displaced stock ponds to more wildlife-friendly areas, as needed, to draw and support wildlife. Investigate alternatives for funding construction of such stock ponds.

GOAL 3.E
Acknowledge the importance of significant cultural resources as valuable community assets.

3.E.1 Survey areas known or suspected to contain cultural resources as part of an ongoing documentation program.

3.E.2 Mitigate or preserve significant cultural resources, historic and prehistoric. This may be accomplished by featuring such resources in situ as part of a development project, or by leaving such resources undisturbed, or by having specialists as permitted by the Arizona State Museum to map and document finds and archive any removed artifacts.

4. BUFFERING AND ENHANCED DEVELOPMENT PRACTICES GOALS AND POLICIES

GOAL 4.A
Ensure a high quality environment and development that complements the study area's character, by adopting appropriate standards to soften the impacts of new development.

4.A.1 Use native or drought resistant plants for public landscaping; retention of mature native plantings to preserve the character of the area plan is strongly encouraged.

4.A.2 Locate and design water tanks, major transmission lines, communication facilities to be as visually unobtrusive as practicable. Underground cable utilities are highly recommended.

4.A.3 Cluster residential development, through use of the PAD provision, to reduce the amount of scarring on hillsides.

4.A.4 Locate and design buffering systems to maintain the sense of open space and vistas, where they are not intended to screen views. Examples of vista buffers include the highly visible promontories and the dominant belts of slopes steeper than 30 percent. Coordinate trails as buffer elements to separate uses of unlike intensities, where feasible.

4.A.5 Mitigate scarring and the erosion and sedimentation from significant site disturbance through timely and effective slope stabilization and revegetation practices. To better ensure revegetation success, enhancements such as terracing and adding soil cover to rubble fill slopes are highly encouraged.

4.A.6 Require development to meet the objective of preserving the Highly Visible Promontories that can also provide effective buffering and separation between unlike

uses. Facilitate development that retains other, lesser landforms to the extent practicable.

4.A.7 Increase sensitivity of development within hilly areas by revisiting the provisions in the Hillside and Grading Ordinance and the Subdivision Regulations. Revisions to these regulations should address the impacts generated by residential and non-residential development, streets and sidewalks.

4.A.8 Promote single-family residential designs that incorporate elements of buffering themselves from existing or anticipated higher intensity developments.

5. Hwy 69 Corridor Goals and Policies

Goal 5.A

To help meet the economic needs of the community, commercial development of high quality shall be located along the Hwy 69 corridor.

5.A.1 Formulate and implement a land use plan to guide the location and quality of development along the Hwy 69 Corridor.

5.A.2 Through an overlay district that includes a mix of requirements and tradeoffs, facilitate comprehensive, well-planned retail and service centers that incorporate integrated access, architecture, signage, and landscaping. Design commercial centers to incorporate human scale and architectural features that invite people to enjoy both indoor and outdoor spaces.

5.A.3 Investigate use of Economic Development incentives to promote high quality retail projects that locate along this corridor.

5.A.4 To minimize the scarring effects of cut and fill, promote slope treatments that visually blend into the landscape. Such treatments may include concentrated revegetation efforts (which may include transplanting native plants from the subject site), slope terracing, retaining walls, stained rock cuts, or other effective means not readily identified.

Goal 5.B

To help reduce the direct impacts of large-scale commercial development on nearby neighborhoods, require mitigation of the visual, noise, and traffic intrusions.

5.B.1 Require buffering between commercial developments and established residential neighborhoods. This may be accomplished through heavy landscaping, berms, physical separation, walls, or a combination of these methods.

5.B.2 Utilize high density residential and office developments to buffer between regional commercial and lower density residential areas. Site planning should be sensitive to nearby, established neighborhoods.

5.B.3 Require that roof treatments of commercial buildings minimize the visual impacts on surrounding residences. This may be accomplished in various ways that address reflectivity, color, and screening mechanical equipment.

GOAL 5.C
Provide design enhancements to Hwy 69 which is a major arterial serving Prescott and the region.

5.C.1 Design and construct a "Welcome to Prescott" gateway feature on Hwy 69 at one of the city's major intersections.

5.C.2 Plan highway beautification along Hwy 69. Develop a landscape design theme using a dominant percentage of native trees, shrubs and groundcover. Preserve naturally vegetated strips along the highway wherever possible. Where this is not possible, require frontage landscaping from new development that complements this corridor.

RECOMMENDED LAND USE PLAN MAP

The recommended land use plan map (Figure 5) covers 10 sq. miles of a 17 sq. mile study area. Included within the 10 sq. mile plan area is approximately 2,000 acres of county jurisdiction, most of which is owned by the State Land Dept. and supported for open space acquisition. A portion of the county jurisdiction lands owned by the Storm family (roughly 200 acres) has also been included. This was done to support Storms in future development opportunities using city utilities, and to indicate the 30-acre wedge in the SW corner of Sect 18 as part of the Plan's desired Open Space Corridor.

The land use classifications printed in the map key are summary descriptions only. The reader is advised to refer to the more detailed descriptions found in the Land Use Plan Map Discussion section below.

LAND USE PLAN MAP DISCUSSION

Circulation - The land use plan map includes a generalized layout of future arterial and collector streets. Understanding that these alignments are subject to refinement as road design occurs, they do help guide the access and land use relationships of the plan map. The proposed Sundog connector road provides an alternative route between Prescott Valley and Hwy 89, and though not anticipated in the regional transportation plan, is believed to be an important link in relieving traffic along Hwy 69.

Additional links at future interior roads are indicated for Prescott Canyon Estates and Diamond Valley to provide access from other than Hwy 69.

Commercial - The plan map proposes 3 primary commercial districts of different intensities: Neighborhood Commercial (pink), Community Commercial (white w/purple hatch), and Regional Commercial (red). Some of the overlapping uses anticipated within these classifications includes office, service, and retail. It is more a distinction of scale and mix that differentiates them. No commercial is recommended along Hwy 89, for lands within the study area, because of their floodplain, riparian, and significant recreational value. There are, however, over 200 acres of business-zoned properties along the west side of Hwy 89 to be developed.

Neighborhood Commercial is located near residential areas, in 5-10 acre parcels, at the nodes of major streets. Neighborhood Commercial targets businesses sized and located to mainly serve surrounding residential neighborhoods. Included are Retail (grocery and convenience stores, specialty shops), Services (laundry, small appliance repair, barber/beauty shops, banks, mail services, restaurants, etc.), Offices, and Civic Uses (preschools, churches, civic clubs, etc.).

Community Commercial (Employment Center) is located in generally larger tracts along the 69/89 connector, the proposed Sundog connector, and Sundog Ranch Road where there are existing public facilities. Substantial pockets of Community Commercial also lie along Hwy 69 to provide business opportunities at a scale smaller than Regional Commercial. It is within this generalized classification that a campus-like development style is desired to cover the treatments of business and light industrial parks. Additional uses within the Community Commercial designation include Civic Uses, Preschools, Retail (specialty stores, supermarkets, convenience/gas stores), Services (hotels/motels, sit-down and drive-thru restaurants, banks, auto repair, auto leasing, mini storage, medical equip. rentals etc.). All operations are to be enclosed within buildings, no significant outdoor storage.

Regional Commercial is designated for a large area in proximity of Hwy 69 and the planned 69/89 connector where the high traffic volumes and visibility support it. Intended for large-scale retail development, this classification has prompted much of the impetus for the proposed Hwy 69 Corridor Overlay District. Regional Commercial includes the largest scale of business development that might include individual building footprints of 60,000 sq. feet or more, and parking areas on the order of 600 spaces or more. Targeted uses include a regional mall, autoplex, power centers, and big box retailers that draw from the Central Yavapai County trade area.

Office-only – is a designation with limited application. Like it sounds, this classification (shown in blue) is intended to allow only offices/services as the buffering use between the Ranch and nearby regional commercial.

Mixed Employment/High Density Residential – A mixed-use classification of light business and high density residential is shown as brown on the plan map. Such a mix is envisioned as a transitioning use between intense commercial and single-family residential. Targeted uses include Office, Personal and Professional Services (florists, photo studios, barber/beauty shops, etc.), and High-Density Residential (condos, townhomes, apartments). No predominant retail activity is envisioned.

Village Center - The mix of Neighborhood Commercial with high-density residential is indicated as an orange grid pattern. Located on the mesa top, this mix is envisioned as a Village Center for which a new zoning district is proposed to better ensure a well designed, mixed-use area that is highly pedestrian oriented. A school site and city park are also important elements of this land use classification.

Residential - The Plan approach supports reasonably high density residential development for the more buildable areas, reserving the steepest sloped areas and drainages as open space belts that preserve some of the vista character of the plan area. Maximizing the use of the land to better contain sprawl and reducing lot costs is the goal. Over the 60+ year buildout of PEAP's residential areas, a total of 18,000 residents might be expected to occupy a total of 8,700 dwelling units.

The predominant yellow patches denote *medium-density residential* (2-6 dwelling units per acre), most of which falls on hilly terrain. (For comparison, Yavapai Hills is built to 2.5 dus/ac, Prescott Canyon Estates is built at 3.8 dus/acre.) *High density residential* pockets of orange (6-12 dus/ac), are placed as a buffer use between commercial and lower density residential, and on the mesa where support services, access, and flat buildable land support such density. The counterbalance to these densities are the buffer belts and other open space areas denoted in green.

Open Space, Highly Significant Promontories, and Buffer Belts - Areas shown in green are recommended for preservation, for somewhat differing reasons. Most of the green covers the landfill, Watson Woods, Watson Lake, and Glassford Hill, all of which are identified as part of the city's desired open space plan. An Open Space Corridor comprising the lands south and east of Watson Lake will tie the lake to Glassford Hill for visual, recreational, and wildlife benefits. (The Granite Dells Community Plan calls for Agriculture use of lands lying east of the rail road alignment.) Also recommended for Open Space designation is the northern flank of "P" Mountain for similar reasons. Shown in darker green are the "highly visible promontories" identified as being the most visible from public highways and the 69/89 connector road. These promontories generally coincide with the recommended open spaces and buffer belts.

The recommended buffer belts tend to follow the steepest sloped areas (generally greater than 30%), and remnants of tracts identified as important for preserving some of the forested hills and drainages that characterize the area. State Land Dept. and Yavapai Hills own the land where most of these buffers are located, and are amenable to them in concept. More

discussion on the acquisition of plan amenities such as buffers and trails is found in **Plan Implementation** below.

Voluntary Use of Section 7.21 – The two sides of Bullwhacker hill along Hwy 69 are designated as appropriate for preservation, in whole or in part, through the voluntary use of Section 7.21 Alternate Business, Commercial and Industrial Development Standards of the zoning code. PEAP endorses these as significant natural features worth preserving through tradeoffs of reduced parking, landscaping, and buffering per Sect. 7.21. Use of this provision would be at the developer's discretion.

Trails - A Major Trails plan is included showing the primary trail alignments for the area. These are generally associated with planned arterials and existing utility easements, including power and gas. The major trails are envisioned as multi-use paths to be built instead of sidewalks, and that connect to other trails leading outside of the plan area. Acquiring the easements necessary to accomplish the targeted trails will depend on successful negotiations with applicable property owners, and so an element of unknown exists. Secondary trails have also been identified, that could be attained as future developments are planned. These might be a combination of neighborhood sidewalks and soft trails. Secondary trail alignments are proposed as an attached resource to the PEAP report, rather than a formal recommended plan component.

Land Use Breakout – Table 6 below shows the acreages and percentages for each land use classification in PEAP. Some assumptions of land use allocation within the mixed use and promontories classifications have been made for this discussion. The plan area includes large tracts of existing and hoped-for open space of regional value; without it the PEAP plan would include far more residential area than the 40.6% that is designated. For comparison, the General Plan indicates citywide residential lands comprise 44.2% of the total land area. The PEAP Plan recommends 13.4% for commercial/industrial, compared to the 1997 citywide estimate of 6.9% for combined commercial/industrial. This reflects the General Plan focus on the Hwy 69 corridor as a major commercial area and the planned arterials within PEAP, and the aggregation of non-residential uses into the "commercial" classification. The open space/promontory designations cover 32.9% of the PEAP area compared to the approximated 11.2% citywide "public use" designation stated in the General Plan. (Much of the open space included in the PEAP Plan is not included in the citywide public use measurement because it is outside of the city limits.) Last, the buffers on the PEAP map total 12.3% of the total area, some of which already exist. This is the first land use plan to designate buffer belts. The table below shows the land use breakout for PEAP-specified classifications.

Table 6
Prescott East Area Plan Map (based on revised plan map)

Land Use Classification	Acreage	Percentage (%)
Office-Only	23	0.4
Neighborhood Commercial	39	0.6
Community Commercial	569	8.7
Regional Commercial	207	3.2
Traditional Industrial	49	0.7
Subtotal	*887*	*13.6*
Mixed Employ/Hi Density Residential	35	0.5
Village Center	87	1.3
Subtotal	*122*	*1.8*
Medium Density Res.	2,356	36.0
High Density Residential	237	3.6
Subtotal	*2,593*	*39.6*
Open Space	1,763	26.9
Highly Visible Promontories	501	7.7
Buffers	678	10.4
Subtotal	*2,942*	*45.0*
==========	==========	==========
TOTAL	***6,542***	***100%***

Note: Because the land use plan map is intended to be flexible, these acreages and percentages are subject to change as actual development and open space acquisition occurs in the future.

RECOMMENDED MAJOR TRAILS MAP

A map showing the recommended alignments of major trails is provided as Figure 6. Most of these trails are in association with planned arterial streets and the rails-to-trails right-of-way. These major trails connect to other major trails outside the study area and contribute to the region's planned trail system.

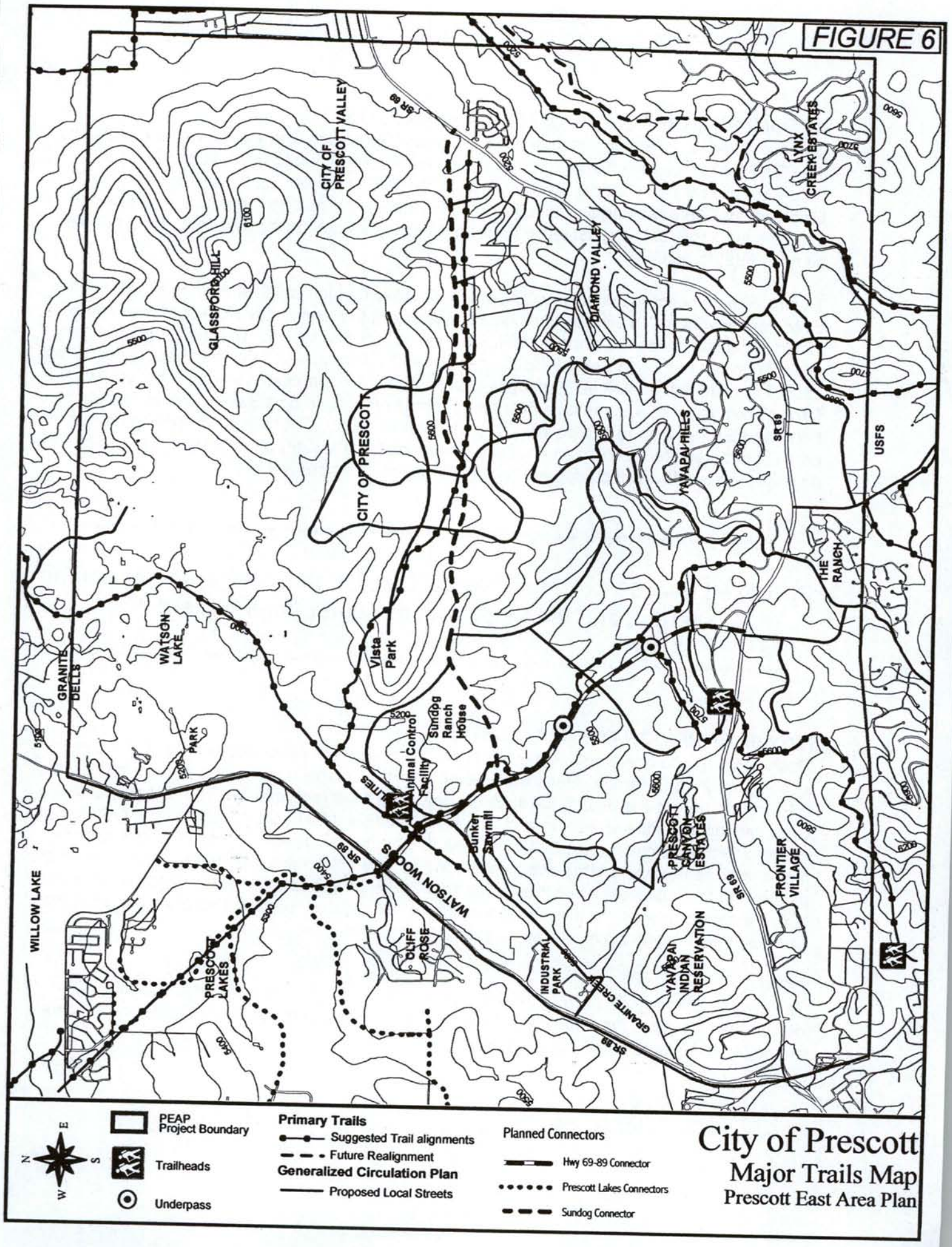


FIGURE 6
CITY OF PRESCOTT VALLEY
GLASSFORD HILL
CITY OF PRESCOTT
DIAMOND VALLEY
LYNX CREEK ESTATES
YAVAPAI HILLS
USFS
THE RANCH
GRANITE DELLS
WATSON LAKE
PARK
Vista Park
Sundog Ranch House
Animal Control Facility
Bunker Sawmill
WATSON WOODS
WILLOW LAKE
PRESCOTT LAKES
CLIFF ROSE
INDUSTRIAL PARK
GRANITE CREEK
YAVAPAI INDIAN RESERVATION
PRESCOTT CANYON ESTATES
FRONTIER VILLAGE
SR 89
SR 69
PEAP Project Boundary
Trailheads
Underpass
Primary Trails
Suggested Trail alignments
Future Realignment
Generalized Circulation Plan
Proposed Local Streets
Planned Connectors
Hwy 69-89 Connector
Prescott Lakes Connectors
Sundog Connector
City of Prescott
Major Trails Map
Prescott East Area Plan

RECOMMENDED ZONING DISTRICT CONCEPTS

One new overlay zoning district and two new specialized zoning districts are recommended by the PEAP task force to better ensure the implementation of applicable Goals and Policies. These are the Hwy 69 Corridor Overlay District, the Village Center Zoning District, and the Employment Center Zoning District concepts. Rationale and goal statements are included for each, as are some of the substantive provisions recommended by the task force for a followup committee(s) to consider.

The immediate concern is the Hwy 69 Corridor Overlay District, which should be the first of the three zones written. To provide balance, the overlay district committee representation should include Council, residents, planning staff, designers, and developers. To doubly ensure timely attention to the proposed Hwy 69 Corridor Overlay District, the task force also recommends that council appoint the committee immediately following PEAP adoption. Overlay districts have the force of zoning code, and must be defined by legally prescribed boundaries. While departing from the PEAP plan map and policies may be done by Council if it finds a compelling reason to do so, it may require a zoning amendment or variance to allow departure from the provisions of any adopted overlay district, depending on how flexibly they are written.

****

Proposed Hwy 69 Corridor Overlay District, the Village Center Zoning District, and the Employment Center Zoning District

****

HWY 69 CORRIDOR OVERLAY DISTRICT

Much concern and attention has been given to the impacts of major commercial development locating on State Route 69. Because developments along this major gateway help define what is Prescott, there is the desire that such development be of high quality. Traffic, light pollution, large parking lots, little screening and buffering, insufficient landscaping, and big boxy buildings are among the concerns raised. As the Hwy 69 Corridor continues to expand as the region's major retail center, more large-scale developments are anticipated. Those driving the highway, patronizing the businesses and most especially those living nearby will experience the impacts of these developments. Some of those residents, who live on the hills above the highway, may see their views significantly altered by such development.

GOAL

The goal for the Hwy 69 Corridor Overlay District is to ensure development of a high quality design that promotes an attractive gateway into Prescott, and that minimizes and/or mitigates the negative impacts on nearby residents.

PROPOSAL

A zoning overlay district is proposed that would generally encompass T14N, R2W, Sect. 36 and T14N, R1W, Sections 31 and 32. Covering both sides of Hwy 69, the recommended overlay district provisions would apply to all development except single family residential. To facilitate the work of the follow up committee, the PEAP task force provides the following recommendations for consideration.

Character - The Hwy 69 Corridor is characterized by hills and vistas, with mature pine forest on several of the tracts still undeveloped. There are also segments of intense commercial at the far ends of the highway (Frontier Village and Prescott Valley), with interspersed residential developments draping the hills. The highway carries the majority of traffic into and out of Prescott, and thereby serves as the city's principal gateway and transportation corridor.

Intent - Anticipating future commercial, office, and high density residential development along the corridor, it is the intent of this overlay district to support designs that blend into the natural landscape. Traffic management and highway beautification are additional elements of this overlay district concept that address the corridor and gateway functions of Hwy 69. Areas of concern are identified, though the list may not be all inclusive. Some ways of addressing these concerns are identified, understanding that for some concerns the solutions should be flexible, rather than rigidly imposed. Other areas of concern may warrant a more regulatory approach, however. In addition to considering the recommended provisions below, the overlay districts committee should also refer to the adopted policies set out in PEAP.

Traffic Management - To preserve the function of intersecting collector streets and to support the adopted Hwy 69 Access Management Plan, developments along Hwy 69 are generally required to share access via shared driveways, a frontage road, or an internal street that ultimately accesses a signalized intersection. Creating connected streets and driveways that provide alternate routes is a priority.

Transit stops (bus and van loading areas) and bike racks are to be designed into major developments. Bike lanes designed into new arterial and collector streets are needed to promote biking between residential and commercial areas. Improved walkways are required along all new streets and the interior of projects, to lead pedestrians to and through major developments. Such pedestrianways should be interconnected in every case possible to promote safe access from nearby neighborhoods, for pedestrians using the trail system, and for shoppers walking from one development to the next.

Lighting - Review effectiveness of the new Outdoor Lighting Ordinance to see if it meets the Hwy 69 corridor residents' concerns of overly lit parking lots and general glare and glow. (Concerns exist over the type and level of security lighting for auto sales, and the still unknown effectiveness of this new ordinance). Consider directing lighted wall signs away from residential areas and reducing level of sign illumination after hours.

Roof Treatments - Because existing and future homes will look down upon the anticipated commercial development, there is a serious concern for what those views will become. Lessons learned reveal that skylights should be designed and placed to effectively minimize daytime glare and nighttime glow. Roof-mounted mechanical equipment will be readily visible

using only traditional parapet walls, therefore a more rigorous screening will be necessary - one example is a hybrid parapet wall/hip roof that generally encloses the equipment, which in turn, is painted the color of the roof. The color, reflectivity, and glare factor of roofs also influence the impacts on those viewing from above. For these reasons, it is the intent of the overlay district to require that roof designs be sensitive to the visual impacts on neighbors. Colors should blend into the landscape; the light reflectance value (LRV) should be low to also help roofs blend into the landscape. Last, roof materials must be finished in such a way that effectively retards glare.

Highway 69 Beautification - There is a strong desire to keep Prescott's gateway from becoming just like any other major commercial strip. Protecting some of the established forest is believed to be an important way of preserving the unique character. Further, where preserving established native vegetation is impractical along the highway frontage, it is the recommendation of the PEAP task force that the replacement landscaping be generously applied and predominantly native species. Billboards are not desired along Hwy 69, and are recommended to be disallowed through the proposed overlay district. (Existing, legally permitted billboards would sustain grandfathered rights, however.) Last, investigation into a visitors center at a prominent location along the Hwy 69 Corridor is recommended, so that there is less reliance on highway signage to inform visitors of commercial and civic destinations.

Cut and Fill Treatments - Understanding that site development and road building will require mass grading in this hilly environment, it is the intent of the overlay district to promote methods to reduce the scarring of cut and fill. Building placement, rock staining, rounding the tops and bottoms of cut slopes, use of retaining walls and terracing, or simply flattening the slope for eventual revegetation are among the methods that can better obscure cut slopes. Stockpiling top soil and sifted dirt from site excavation material can help provide the soil cover needed to support plantings on fill slopes. Hydromulch mats, tree and shrub plantings, temporary irrigation systems, and maintenance programs can add to the success of bank restoration efforts and obscure rubble fill slopes. To meet the intent of this provision, a cut and fill bank restoration plan shall be submitted and approved prior to issuance of a grading permit. Further details and specifications should be considered by the overlay district committee to determine when restoration efforts are needed and to ensure that the efforts are effective.

It is also recommended that the overlay district committee investigate incentives that can effectively encourage designs that work with the terrain. Terraced parking lots, underground parking lots, and split level buildings are examples of ways that reduce extent of excavation and may help to retain some of the existing terrain.

Parking Lots - The appearance of numerous and large parking lots is a visual concern of many. To moderate the impacts of expanses of blacktop and the glare of headlights and windshields, a more rigorous treatment of parking lot buffering is recommended. A combination of enhanced standards can effectively screen parking lots, both from the street and from nearby neighbors. Bermed and planted perimeters can screen cars from adjacent streets and properties at similar or lower elevations. (Placement of parking lots to the sides and rear of buildings can also be done on sites without sheer cut slopes needing to be screened.) Denser and taller landscape island trees can better screen cars from views on high. Requiring landscape islands for parking lots with more than 25 spaces is recommended (present code

requires landscape islands for parking lots in excess of 75 spaces). For developments opting for low walls (with planted fronts) instead of planted berms, there can be the advantage of more lot area available for parking. Implementing an effective incentive/disincentive package that will help retain mature trees within parking areas is also recommended.

Noise -Efforts to minimize noise nuisances is recommended. Apart from construction noise, the major contributor may be the loading dock area. Noise buffering can coincide with visual screening; however, physical separation or earthen/masonry barriers are needed for effective noise abatement. Delivery hours also influence the level of nuisance. Site and building plans should be designed to place such functions as far from residents as possible, (while screening from views off site as well). Mechanical equipment can also be a source of unwanted noise. Location and design of such equipment should seek to minimize noise pollution.

Landscaping - Landscaping serves many purposes including, street beautification, shading parking lots, screening parked cars from general view, beautifying the building through foundation plantings, screening unwanted views of utility areas, and stabilizing and restoring cut and fill banks. Adequate landscaping, especially adequate replacement landscaping on formerly forested sites, is a major concern. Defining what is adequate is also needed. Providing spaces sufficient for replacement trees, in areas that serve additional benefits such as screening or highway beautification, is recommended. Preserving existing landscaping and instituting construction practices that protect preserved trees is also desired.

To better ensure success, the PEAP task force recommends that landscape plans be done by qualified landscape designers only. Also recommended is a 3-year maintenance bond required of all developments to encourage good designs, installation practices, and maintenance programs. (The 3-year bond would allow the city money to contract for needed replacement plantings in a timely manner during the period when plantings are becoming established) Instituting some Community Development Director discretion is suggested to allow waivers for the bond and LSA landscape plan requirements, such as for very low-intensity developments or where affordable housing is planned. The overlay district committee may wish to add to the list of foreseeable circumstances where such waivers would be appropriate.

Buffering and Screening - Sometimes used interchangeably, buffering here denotes location of transitional land uses and sensitive site and building designs that minimize the impacts on neighbors. Screening denotes any combination of physical means to hide nuisances (ex: parapet walls, berms, landscaping, fences and walls, rock outcrops). Where commercial and multi-family residential developments are locating adjacent to single-family neighborhoods, the placement of buildings, streets and driveways, utility areas, and landscape areas should be done in such a way that minimizes adverse impacts on neighbors. (Similar buffering practices should be done by single-family residential projects locating near more intensive areas.) Balancing the desires to screen unwanted views immediately adjacent to single-family residential with the need for efficient site planning and neighborhood cohesiveness should be sought. Well-landscaped streets and trails may serve as a buffer between developments, as may attractive office, condo or apartment projects that do not turn a cold back to established single-family neighborhoods.

If Lee Blvd is realigned to allow expansion of commercial development, rigorous landscaping along the road and within the drainage is recommended to provide an effective screen for nearby residents. Further if Lee Blvd is realigned to increase the amount of regional commercial, there should be a concurrent reduction in the depth of regional commercial to the extent possible.

Building Height- The 100' building height maximum allowed along the Hwy 69 corridor within in Business B-zoned areas concerns the task force, especially on sites that are above the highway elevation. The overlay district committee is encouraged to assess if this is a problem and devise appropriate means of mitigation on applicable sites.

Building and Signage Treatments - Very large boxy buildings that provide little architectural interest, and whose colors cause them to stand out abruptly on the landscape, are not desired. Integrated designs of buildings and sign packages that complement the natural backdrop rather than compete against it are preferred. Some of the desired elements include varied wall and roof planes; covered entries; articulation of parapet walls; use of windows, colors, and materials that break up wall mass; heavy foundation plantings that break up wall mass; and creation of public or semi-public gathering places, especially where trails are present. Some of these building details are appropriate for the rear and sides of buildings visible from surrounding neighborhoods. Freestanding signs that have architectural interest are preferred to standard pole signs.

Ways to encourage superior designs might best be packaged as a flexible approach, administered by staff, that uses a minimum score necessary to gain a building permit. The specific elements are left to the designer to choose and incorporate, as long as the required minimum score is met. To implement this flexible form of building enhancement, it is recommended that the overlay district committee adapt the Colleyville, TX scoring model to the preferences of Prescott and the Hwy 69 Corridor.

Public Information - To further public confidence, a courtesy area meeting is recommended for all developments within the Hwy 69 Corridor Overlay District. Full disclosure of building and site details (including building elevations, colors and roof treatments; landscaping, buffering, parking, access, and signage) would be expected prior to building permit issuance. Doing so would not compel the applicant to change plans if they meet city code. However, to leave a window of opportunity open for incorporating neighbor's suggestions, the overlay districts committee is encouraged to determine the appropriate time during a project's design formulation for such a meeting to occur.

Village Center Zoning District

To meet the plan foundations promoting a mixed use community that offers a wide variety of housing choices, a "neotraditional" concept is proposed here. Referred to as the Village Center, it envisions a vibrant mix of businesses, services, and higher density residences that are much akin to older, town center urban patterns. Pedestrian access to, and scale of, non-residential uses are important to the success of such a village center. The result should be a people friendly environment that welcomes street activity. By mixing high density residential with nearby businesses and civic uses, a symbiotic relationship develops that supports all types of users. Also, home prices are lower because of the high density environment, and conveniences are greater which result in reduced trips and travel times. These are all important quality of life considerations.

GOAL

The goal is to provide an efficient use of the most buildable land in ways that promote a sense of community, and improve the convenience and quality of life for those choosing to locate in such a setting.

PROPOSAL

A zoning district is proposed for the central part of the mesa to better ensure a Village Center. As important as an appropriate land-use mix is to the success of the village center concept, so too are the scale and design of such a place. To make this roughly 90-acre village center attractive and successful it must cater to pedestrians by providing an integrated walkway system, street trees and seating areas, and plenty of shopping at the street level. Parking lots are attractively screened or placed in the rear of buildings, with the buildings moved closer to the street. Streets are connected in a semi-grid that is designed to facilitate efficient movement of people and cars. Buildings and squares are designed and scaled to create interesting places for people to linger.

Intent - To ensure that such a village center actually develops, a new zoning classification is needed. Without such a zone, it is far more likely that future development will simply take the form of present-day development since that is what land developers and investors know and are comfortable with. The Village Center concept stretches the envelope and so it will take a visionary with a solid design and marketing background to make the goal a reality. The success of such a compact, mixed-use community depends greatly on thoughtful design. This includes careful platting and street layout, site planning with lots of pedestrian amenities, and interesting and appropriately scaled buildings. Specifications and guidelines will likely be the substance of the proposed Village Center zoning district.

Basic Village Center Tenets

- Neighborhoods are designed to promote convenient pedestrian access to activity centers.
- Street patterns are designed with short blocks that are interconnected to allow easy dispersal of all forms of traffic. Multi-modal forms of transportation are key to the design and function.

- A variety of housing is provided including: single-family residential, duplexes, townhomes, condominiums, and apartments. It is this variety of housing choices that allows a true mix of age and income groups that make up a diverse and balanced community.
- An appropriate mix of retail, services, and light employment centers are important to the economic vibrancy and convenience that underpin a Village Center.
- Parks, playgrounds, and natural open spaces are critical components to a Village Center. As higher density housing is promoted, the need for such green spaces and recreational opportunities becomes even more important.
- Civic buildings and landmarks are important anchors to a Village Center. These may include libraries, museums, schools, churches, and government offices.

Employment Center Zoning District

The Prescott East Area Plan land use map designates large areas suitable for employment centers with the intention that allowed uses range from office to retail to wholesale to light industrial. With this support comes the caveat that new development should be done more sensitively than the present code requires. This is warranted because the largest of these employment center areas lie along planned arterials that, in turn, open up development in close proximity to the scenic Watson Lake, Granite Dells, and Glassford Hill areas. Further, strong and repeated public comments support this proposal to allow light industrial uses if they are clean and enclosed.

GOAL

The goal is to create employment centers that allow for businesses and industries that supply high paying jobs for the community. Such centers are envisioned to be attractive developments that present themselves well to the fronting streets, to neighborhoods in close proximity, and to the scenic areas nearby.

This employment center concept is one that promotes a campus-like setting that makes even light industrial operations good neighbors to surrounding uses. Through the use of attractive building front facades and generous landscape areas, the effect is somewhat like a college campus. Connecting natural landscape spaces to help support wildlife habitat and movement is also sought. Like the regional commercial classification used in the PEAP study, employment centers may include very large buildings and employee parking lots. Impacts related to the roof treatments and the buffering and landscaping of parking lots should be considered. Because of the light industrial nature of anticipated developments, metal buildings may be expected. It would be appropriate for the overlay district committee to assess which of the provisions from either the Willow Creek Corridor Overlay District or the to-be-drafted Hwy 69 Corridor Overlay District might be suitable for application here.

PLAN IMPLEMENTATION

The land use plan map is a snap shot of the generalized "ideal" end result after 40-50 years of development. And though it is not a true zoning template, the land use plan map does give guidance for the intensity and use, and therefore some guidance for what an appropriate zoning would be. Like the zoning code, the plan envisions lesser uses allowed within generalized land use classifications. Allowing single-family residential within the multi-family designated areas is one example.

The PEAP policies will also help to guide development decisions and may provide the impetus for undertaking zoning code amendments such as revising the city's Hillside and Grading Ordinance or creating an Open Space zoning district. Special projects may also be prompted by PEAP such as investigating scenic highway status for Hwy 89, and creation of a Hwy 69 beautification plan and visitors center. Whether or not resources will allow for an aggressive implementation program is not known at this time. At a minimum, however, the PEAP land use plan map and policies will provide a check list against which rezoning and development proposals may be evaluated.

Zoning

The land use classifications of the PEAP plan map can be used to better determine appropriate future zoning. These classifications do not mirror actual zoning districts, however, which means that more than one zoning district might be supported to enable the desired land use or density. Those areas targeted for medium-density residential might ultimately be rezoned RA-18, RA-12, or RA-9 and still meet the range of 2-6 dwelling units per acre (dus/ac) recommended on the land use plan map. Areas denoted as high-density residential might vary from RA-6 to RO or RB (with density limitations) and still meet the density range of 6-12 dus/ac. Similarly, areas denoted as Neighborhood Commercial might rezone to RO if a medical office is desired, or NOB if a small bank/grocery store center is desired. Community Commercial (Employment Center) might ultimately range from BA allowing a motel, to BB allowing a service station, to CA allowing enclosed light manufacturing. Last, Regional Commercial can be enabled through BA, as well as BB, if an applicant has no objection to an additional Conditional Use Permit process (for selected uses such as auto sales and leasing), and does not need a building height allowance greater than 50 feet.

The report identifies some of the inconsistent zoning within the study area, such as the industrial zoning that lies along Hwy 69 and on the city-county owned tract. Proactively rezoning these areas to better meet the uses and intensities of PEAP is justified in order to protect the community from the possibility of highly inappropriate development. Another example is to change the BA zoning within the Yavapai Hills subdivision to RA9 or RA12 to reflect the actual residential use and density being platted. Working with the property owners to try and build agreement would be a high priority in every case. There is a good case for proactively rezoning to commercial some of the undeveloped lands fronting Hwy 69 in order to facilitate the marketing and development of these areas. Doing this, however, might reduce the negotiation opportunities associated with property owner-initiated rezonings, such as obtaining dedicated open space.

Other rezonings might best be left as property owner initiated. For example, Storms' properties used for grazing and those State Land Dept. tracts that Storms lease for grazing can easily be left at the mixed residential zoning now in place until the family and/or State Land Dept. is ready to give up the ranching land use.

New Zoning and Zoning Overlay Districts

The 3 zoning district concepts recommended by the PEAP task force. It is anticipated that a followup overlay district committee craft the detailed provisions for the Hwy 69 Corridor Overlay District, which are then adopted into the zoning code and onto the zoning map. The same process will be followed for the Village Center and the Employment Center zones, although these may not need to be drafted by a council-appointed committee. This multi-step process is one that will require public hearings at both the Planning Commission and City Council stages. The Hwy 69 Corridor Overlay District provisions will focus on development practices and standards rather than uses. The Village Center and Employment Center zoning districts will include a component of uses and development standards. It will be the incremental development projects, designed and built per the new zoning provisions that will be the final implementation.

Due to the sensitivity of balancing enhanced development standards with the community-wide interest of a business-friendly climate, the task force recommends that the City Council appoint a formal overlay district committee. With that status would come formal agendas, notices, minutes, membership, timeline, process and product results. Again, the committee membership is envisioned to include representation from Council, residents, developers, designers, and staff.

Buffers

Of the 678 acres of buffer belts denoted on the recommended land use plan map, approximately 508 are not yet dedicated. The 170 acres of existing buffers were created during the subdivision platting process using the Planned Area Development (PAD) provision. All of the buffers are areas of either steep slopes (generally greater than 30% slope) or drainageways. Saving these areas from construction helps protect hillsides, provides better stormwater management, provides natural areas for wildlife, and inserts visually aesthetic breaks between development. The PAD provision takes the densities allowed on the buffer areas and transfers them to the more buildable areas of a subdivision. This is an incentive for the developer since it does not take away development rights and saves infrastructure extension and site preparation costs by clustering lots. The end result is retained open areas and somewhat lower housing prices. PEAP recommends the use of PAD to attain the desired buffers.

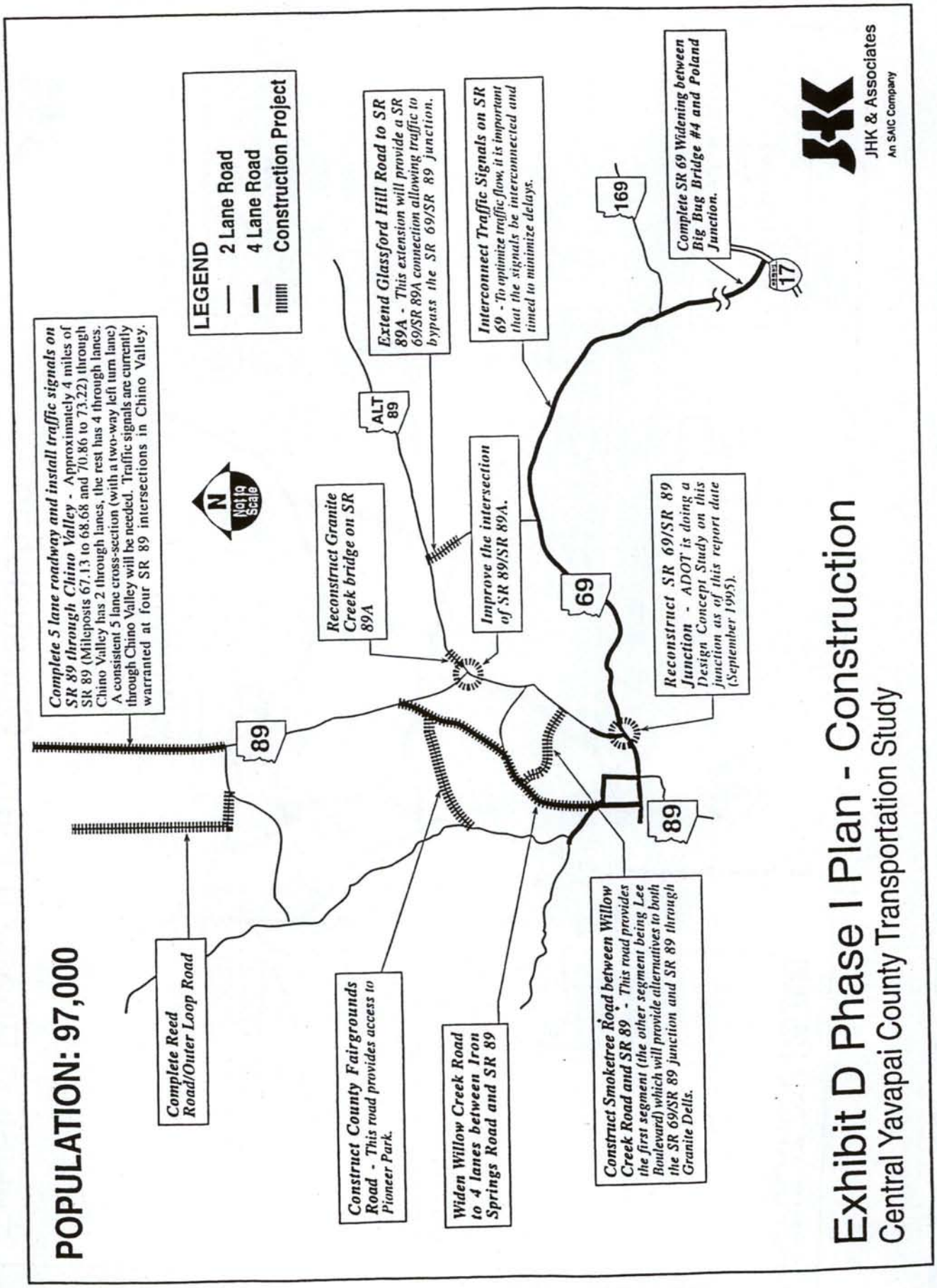
To further enhance the likelihood of these dedicated buffers, the city should consider adopting a mechanism that ties density to slope steepness. If the steepest slopes are only allowed 1 dwelling unit (dus) per 5 or 10 acres, there will be the added incentive to transfer the dus to the more buildable areas because of cost savings on road and utility construction. Another means of ensuring buffers is through development agreements negotiated during the masterplanning and rezoning stages.

Open Space and Highly Visible Promontories

There are approximately 2,140 acres of "Open Space" denoted on the PEAP land use plan map, of which about 620 acres are city or BLM owned, leaving 1,530 acres for public acquisition. While the city owns Watson Woods and the to-be-decommissioned landfill site, it is the State Land Dept. who owns the regionally significant Glassford Hill, its associated Open Space Corridor, and the 200+ acres on the northern flank of "P" Mountain targeted for open space (roughly 1,230 acres total). There also about 220 acres of Watson Lake area similarly targeted in the plan, which are owned by Chino Valley Irrigation District (CVID) and included in the Watson and Willow Lakes acquisition package. The Storm family owns about 100 acres of this targeted open space. Acquiring this 1,530 acres for open space preservation will require compensation - to the State Land Dept., CVID, and to the Storm family. Fee simple purchase, purchased or dedicated conservation easements, or land trades are among the possible alternatives available for perpetual open space preservation of these unique areas.

APPENDICES

APPENDICES


POPULATION: 97,000
Complete 5 lane roadway and install traffic signals on SR 89 through Chino Valley - Approximately 4 miles of SR 89 (Mileposts 67.13 to 68.68 and 70.86 to 73.22) through Chino Valley has 2 through lanes, the rest has 4 through lanes. A consistent 5 lane cross-section (with a two-way left turn lane) through Chino Valley will be needed. Traffic signals are currently warranted at four SR 89 intersections in Chino Valley.
LEGEND
2 Lane Road
4 Lane Road
Construction Project
Extend Glassford Hill Road to SR 89A - This extension will provide a SR 69/SR 89A connection allowing traffic to bypass the SR 69/SR 89 junction.
Interconnect Traffic Signals on SR 69 - To optimize traffic flow, it is important that the signals be interconnected and timed to minimize delays.
Complete SR 69 Widening between Big Bug Bridge #4 and Poland Junction.
N
Not to Scale
ALT 89
169
17
Reconstruct Granite Creek bridge on SR 89A
Improve the intersection of SR 89/SR 89A.
69
Reconstruct SR 69/SR 89 Junction - ADOT is doing a Design Concept Study on this junction as of this report date (September 1995).
89
89
Complete Reed Road/Outer Loop Road
Construct County Fairgrounds Road - This road provides access to Pioneer Park.
Widen Willow Creek Road to 4 lanes between Iron Springs Road and SR 89
Construct Smoketree Road between Willow Creek Road and SR 89 - This road provides the first segment (the other segment being Lee Boulevard) which will provide alternatives to both the SR 69/SR 89 junction and SR 89 through Granite Dells.
JHK & Associates
An SAIC Company
Exhibit D Phase I Plan - Construction
Central Yavapai County Transportation Study

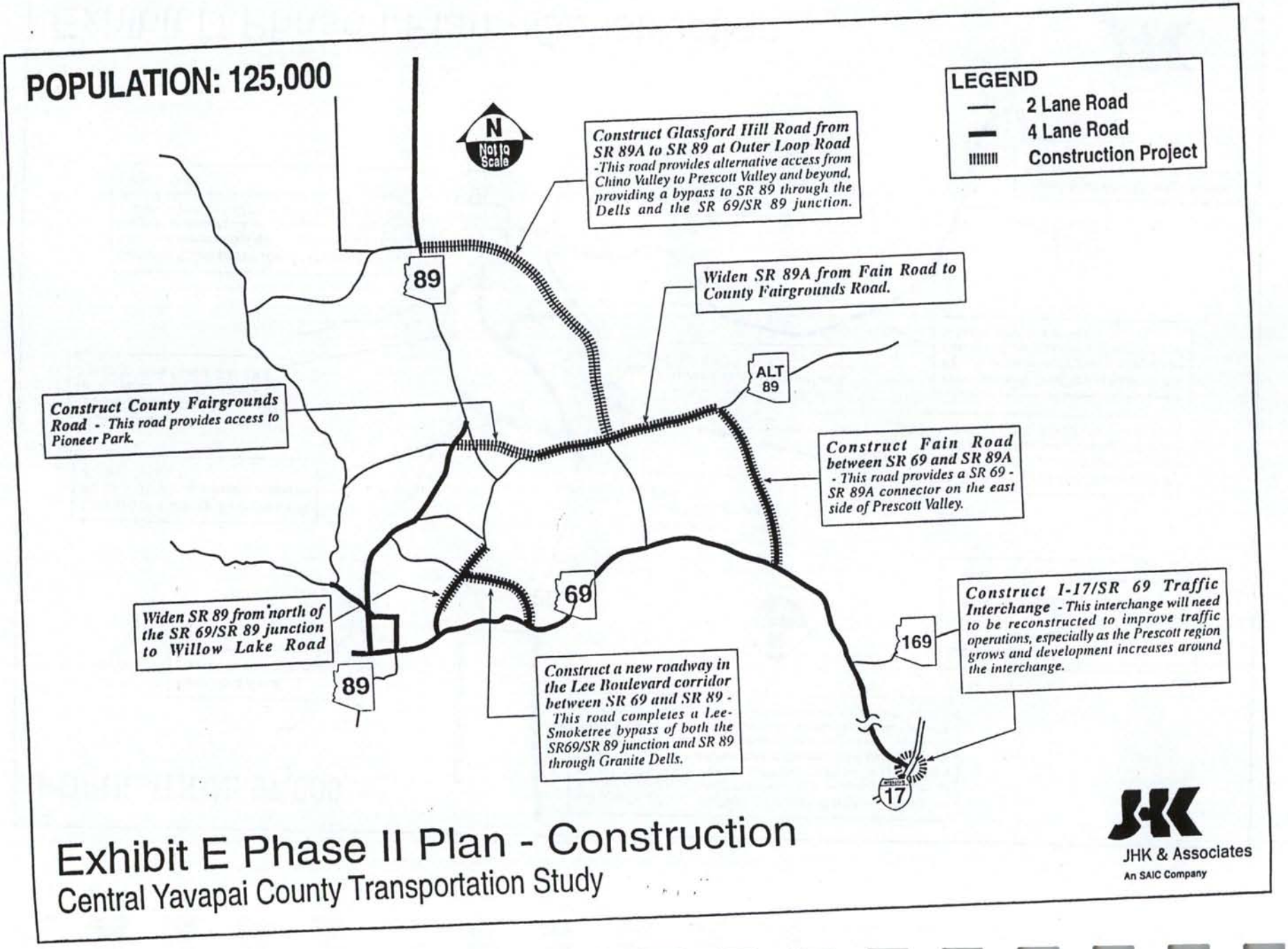


Exhibit E Phase II Plan - Construction

Central Yavapai County Transportation Study

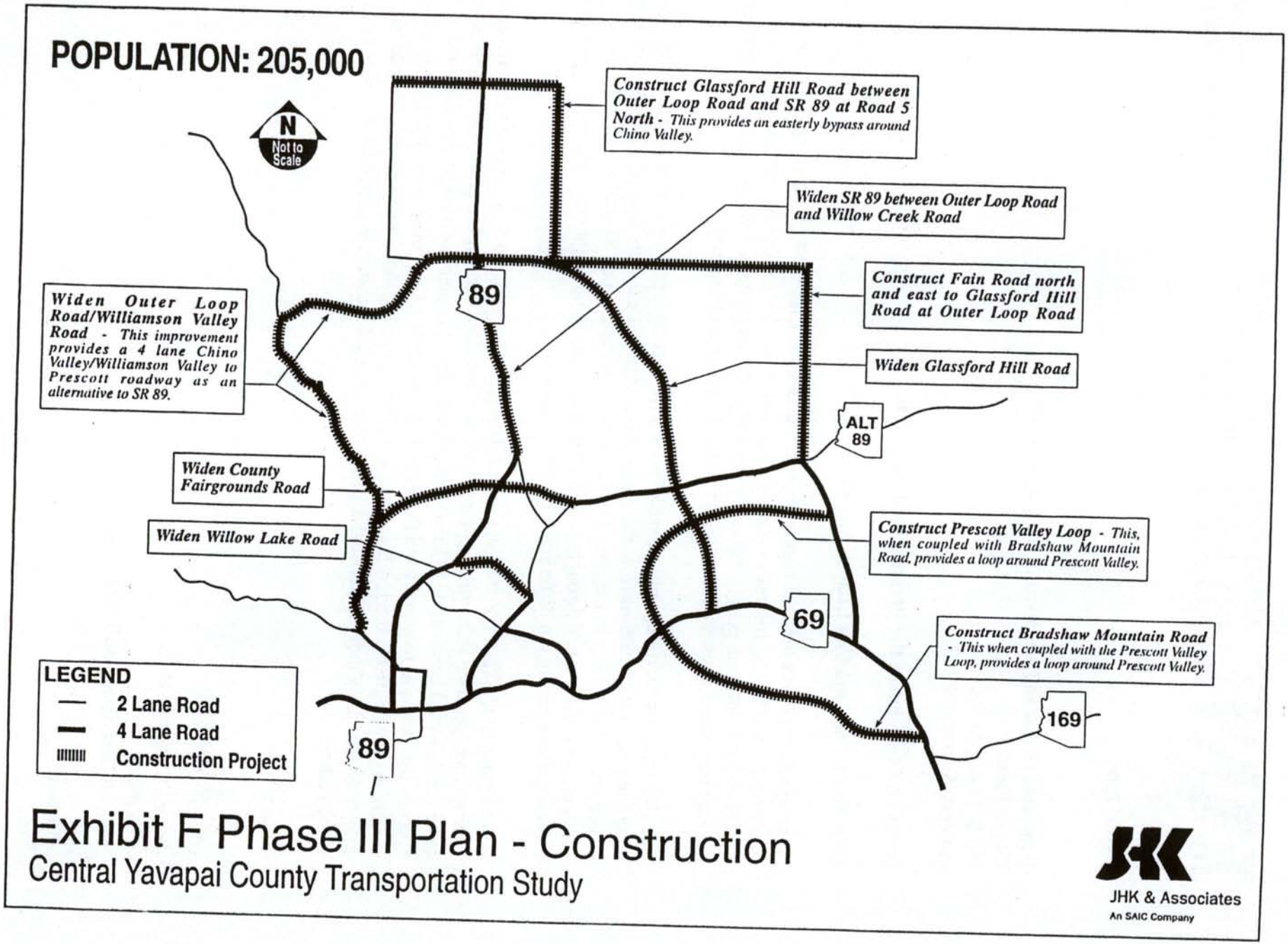


Exhibit F Phase III Plan - Construction

Central Yavapai County Transportation Study

JHK & Associates
An SAIC Company

AA&P
ADAMS ARCHITECTURE & PLANNING, INC.
118 S. PLEASANT STREET, SUITE 201
PRESCOTT, ARIZONA 86303
(520) 778-5913
FAX: (520) 778-6313

2 April 1998

Honorable Mayor and Members of the City Council
City of Prescott
201 S. Cortez Street
Prescott, Arizona 86303

Re: Consideration of the Prescott East Area Plan

Dear Mayor Daly and City Council Members:

After significant effort over the past seventeen months, the Citizens Task Force of the Prescott East Area Plan (PEAP) presents to you our final version of this important planning document. Representing input from people with a wide variety of backgrounds, viewpoints, and objectives, the Plan represents a vision of the largest undeveloped area of Prescott.

The effort has not been easy and disagreements have occurred; however, the plan before you represents the best consensus from the entire committee and attempts to meet all of the planning objectives set forth early in the plan, including the original Council directives. Significant compromise was obtained through the efforts of the group, who spent countless hours discussing, listening, and working out differing opinions of this area.

As chairman of the Task Force I can say that the Plan, if implemented, would present a balanced concept incorporating residential, commercial, business, and open space areas while attempting to be sensitive and compatible to surrounding land uses. I appreciate the many positive responses that we have received from the Planning and Zoning Commission as well as individual members of the City Council. I hope you will give it your highest consideration. I would like to commend the many individuals on the Task Force who volunteered innumerable hours in making this a reality.

Sincerely,

Steve

Steven C. Adams, AIA
Chairman
Prescott East Area Plan Task Force

SCA/thm

PRESCOTT EAST AREA PLAN (Attachment) **MARCH 20, 1998**

Dissenting Member Statement from Ray Smith, 4714 Budsage Ct., Prescott, Az., 86301

To: Mayor - City Council
Planning and Zoning Commission
City Staff

Re: PEAP Plan

I represented the Yavapai Hills Homeowners Assoc. on the PEAP Committee. This is my statement in opposition to a portion of the Plan, the Hwy. 69 corridor section.

First I want to compliment the members of the Committee and especially the staff members who worked to formulate the Plan. I agree with the concept of the Plan, and I agree that we need commercial development in the area, however, I also believe that this Plan should not be driven only by economic forces.

I have two areas of concern, both involve an attempt to preserve some of the beauty and character of this part of our town. Foundation Plan item No. 8 states "The plan will include a study of ridgeline protection opportunities and methods, with the intention to minimize the visual impact of new construction on ridgelines." Goal 3.B ..."Protect significant open space and ridgelines to maintain the character and beauty of the area."

The intent of these statements was not applied to the Hwy. 69 section. My concerns relating to these are: 1. The intense"strip commercial zoning". There was a goal originally which stated that strip zoning was undesirable, that broad brush bubble type commercial zones were desirable. This proposed land use map shows commercial zones from the east city limits all along Hwy. 69 to Holiday Hills with only one small break at the higher hill east of Price Costco. No ridgelines to be preserved and no openspace, not even Bullwacker Hill! The only prominent natural feature, Bullwhacker Hill, was not considered a Significant Promontory and is proposed to be zoned Regional Commercial. 2. Grading down the hills by commercial development. The present city grading code does not address how much a hill may be graded down, it addresses primarily cut and fill only. This means that a property owner in a commercial zone may grade down the hills and the City cannot stop it. This proposed "Land Use Map", if accepted, will mean that all the hills in the proposed commercial zones can be graded flat for commercial buildings. Bullwhacker Hill is included! More Frontier Village ???

The Plan Implementation calls for a "revisit of the Hillside and Grading Ordinance" which I urge be done as soon as possible. I believe it will be too late to preserve any of the hills in the commercial areas of this proposed Plan unless the Grading Ordinance is changed first, or changes are made to the Plan before accepting it.

I recommend the following changes:

1. Reserve the area between Price Costco and the green top hill to the east for a Visitors Center, Library, Community Center, Park, etc. with the hills preserved.

2. Preserve Bullwacker Hill as Open space and relocate the Regional Commercial Zone to the west of Bullwacker Hill.

These proposals will provide the bubble type of zoning and preserve some of the character and beauty of this area for future generations to enjoy.

Sincerely,

Ray Smith

PRESCOTT EAST AREA PLAN

Comments by:
Jean M. Cross
935 Organo Court
Prescott, AZ 86301

I have served on two PEAP Subcommittees since May of 1997--Hillside/Ridgelines, Open Space/Wildlife Corridors and General Buffering and Development Standards--and have attended almost every meeting. Though I have been representing Yavapai Trails Association on these Committees, I have been vitally interested in the development of this area adjacent to Yavapai Hills and The Ranch. Yavapai Trails Association developed a Circle Trail Map in the early 1990's which outlines possible trail routes encircling the City of Prescott. The strip of State Trust Lands from "P" Mountain to Glassford Hill is part of that plan. We therefore have sought to make our proposed trail an integral part of any development plans in that area. An examination of the Major Trails Plan will confirm the City's concern to make this segment of the Circle Trail a reality and YTA appreciates the City's cooperation in this matter.

However, my other interest in the PEAP Project has been one of development since the area in question is near my property in Yavapai Hills. Our Land Ownership Map shows that most of the land in question is State Trust Land. The State holds this land as a repository for Education Funds. Such land may at any time be sold to the highest bidder. As we all know, developers are eyeing property surrounding and within the City of Prescott. Such developers could conceivably have purchased this land from the State and done pretty much as they pleased (within the bounds of zoning restrictions). It could have become a hodgepodge of buildings--industrial, commercial and/or residential--without any input from the surrounding residents. There would have been no cohesiveness, no through access, no provision for community areas and no trails.

We would all like to see Prescott remain as it was when we came here. That however is not the case--development is inevitable. It seems to me that the PEAP Plan addresses most of our concerns--no plan is perfect. As has been stated many times, these plans are designed to be somewhat flexible, giving same leeway for adaptability. Development in this area will not happen overnight, but with the planned Overlay Districts in place, some controls will be in operation as development occurs.

In conclusion may I say, I would like to have seen Prescott remain as I saw it in 1979 or in 1980 when I moved here--or in 1949 when I first saw this peaceful little town when, by the way, there was no Rte 69 or I-17 and the only way to Phoenix was down Yarnell Hill and through Wickenburg. But, unfortunately we have become a very popular place and the only way to cope with this intensive development is with a plan. I feel the PEAP Plan fills that need and I must say that throughout the planning stages I have found the staff and particularly Julie Pindzola sensitive to our concerns and willing to work with the Committees in trying to resolve them.

PEAP Task Force Committee Member
Jean M. Cross
Jean M. Cross

PCPA

PRESERVING AND RESTORING PRESCOTT'S CREEKS

To: **Prescott City Council Members**
From: **Michael Byrd—PCPA President**
Date: **4/15/98**
RE: **PEAP Draft Report**

As a member of the Prescott East Area Plan, representing Prescott Creeks Preservation Association, I have been directly involved throughout the Task Force's sixteen month life. I contributed to the initial document, have thoroughly reviewed the Draft Plan, and have some comments I would like the Council to consider in its deliberations.

I would like to start off by commending the City of Prescott for engaging in such a lengthy and well thought out planning process. Such planning is important to retain the values and attributes of Prescott for which we all came. Additionally, I believe that Julie Pindzola and her supporting staff should be recognized for the hard work and perseverance they endured throughout this planning process.

Open Space

The first and foremost aspect of this plan that I would like to endorse is the amount of open space allocated. This interest stems, of course, from Watson Woods Riparian Preserve, which PCPA operates in the plan area. In addition to the Preserve, Staff and involved citizens have called for the setting aside of Watson and Willow Lakes, a significant portion of Glassford Hill, a corridor between the volcano and the lake, and a portion of Granite Dells. All of these areas hold special values—aesthetic, recreational, wildlife. If all of these areas are retained as open space the PEAP region may become the most sought after area of Prescott to live, work, and passively recreate in.

In addition to the large tracts of land set aside as open space, the Task Force has recognized the importance of leaving significant ridge lines and promontories open. Not only will these open areas help to protect our lines of sight, but they will serve as open areas for local residents to access close to their homes. The property bordering the National Forest is some of the most desirable in Prescott due to its proximity to open space. These new open space areas will serve the same purpose. Finally, while only certain portions of these open ridge lines are identified as wildlife corridors, as development pressure increases on the wildlife currently inhabiting the area, wildlife will use these open ridge lines as corridors between Glassford Hill and the Prescott National Forest. Kudos to the Task Force and Staff for recommending that almost 40% of the Plan area remain open space.

PRESCOTT CREEKS PRESERVATION ASSOCIATION
P.O. BOX 3004, PRESCOTT, ARIZONA 86302
(520) 776-4490

Village Center

The concept of the Village Center is one which seems long over due in Prescott. In many ways this is a concept the City of Prescott was founded upon. (Or maybe it just evolved that way.) The charm of downtown Prescott is one which draws and retains people. Everything is in close proximity. There is a diversity of shopping, dining, working, and living elements all within a few minutes walk of one another. People like the existing downtown and it seems to "work." Let's do it again in the Prescott East Area.

One tenet of the Village Center Overlay District is the inclusion of parks, playgrounds, and natural open spaces as critical components. While the Recommended Land Use map (Figure 5) does not show enough detail to locate these features precisely, there is enough detail to depict the Center's relation to the Glassford Hill and ridge line open space. The Village Center is *NOT* shown as connecting to these open spaces. It would be very practical and beneficial to make this change in the map. These open spaces then could be very easily accessed by those living, working, or visiting the Center.

Surface Water Management—Increased Flows & Non-Point Source Pollution

One of PCPA's largest concerns with this plan is its lack of consideration in regard to the management of surface water draining into existing natural washes, from new commercial and residential development, and from new roadways. A significant portion of the planning area drains directly into Watson Woods Riparian Preserve or drains into Granite Creek upstream from the Preserve. With the increase in impermeable surfaces such as roads, roofs, parking lots, and sidewalks the amount water running off the land instead of percolating into the ground is increased. With these increases in surface runoff also comes and an increase in non-point-source pollution in the surface and subsurface waters in the area.

One might anticipate that increased surface flows would benefit the riparian vegetation at Watson Woods Riparian Preserve. In fact, such ephemeral flows from the above development would arrive with great speed; likely creating erosion problems on the terraces and flood-plain of the Preserve. These runoff waters will deposit their pollutant loads in the soils and waters of Granite Creek. Both of these scenarios are inconsistent with PCPA's mission, in general, and our specific goals and objectives at the Preserve.

Solution:

Commercial and Residential developments could use on-site, or area retention basins to capture all surface runoff water. Runoff water would be recharged into the ground close to the location in which it landed on the ground in the first place. Such a system would alleviate problems with excess runoff water being passed downhill and causing cumulative effects where it eventually does get discharged onto permeable surfaces (such as Watson Woods Riparian Preserve). Retention basins will decrease the spread of pollutants throughout the watershed. These basins will help with the breakdown of pollutants through aerobic and anaerobic processes occurring in the pooled water and the sediments under the water. They also could periodically be cleaned out during dry seasons to keep significant quantities of undesirable materials from infiltrating the soils. The details of how these ponds will be constructed, maintained, and enforced needs to be refined by a qualified consultant.

Roadways could use a similar system described above, though the basins should be located near the bottom of the watershed before entering Granite Creek. The size of the roadway basins would depend upon area of drainage and capacity anticipated.

Surface Water Management—Existing Natural Washes

Our final concern is the direct protection to the numerous ephemeral washes the area has. During the April 7th special study session held in City Council Chambers, Task Force member Jeff Davis, addressed this issue by stating that all natural drainages would be regulated by the Corps of Engineers under the Clean Water Act of 1972. While this technically may be required, I do not believe that the size and extent of the drainages in question would receive significant attention from the Corps. If my understanding is correct, the Corps only regulates "navigable" waters. Additionally amendments to the Act provide exemptions to developers affecting less than five or so acres. With this exemption and the piecemeal development to occur in the area little protection is afforded these natural drainages.

Residential development will likely place culverts in these drainages and then fill them to attain more suitable building sites. I have seen this happen time and time again in Prescott (and elsewhere) with the end result being a decreased rate of infiltration of storm waters and increase in downstream runoff problems.

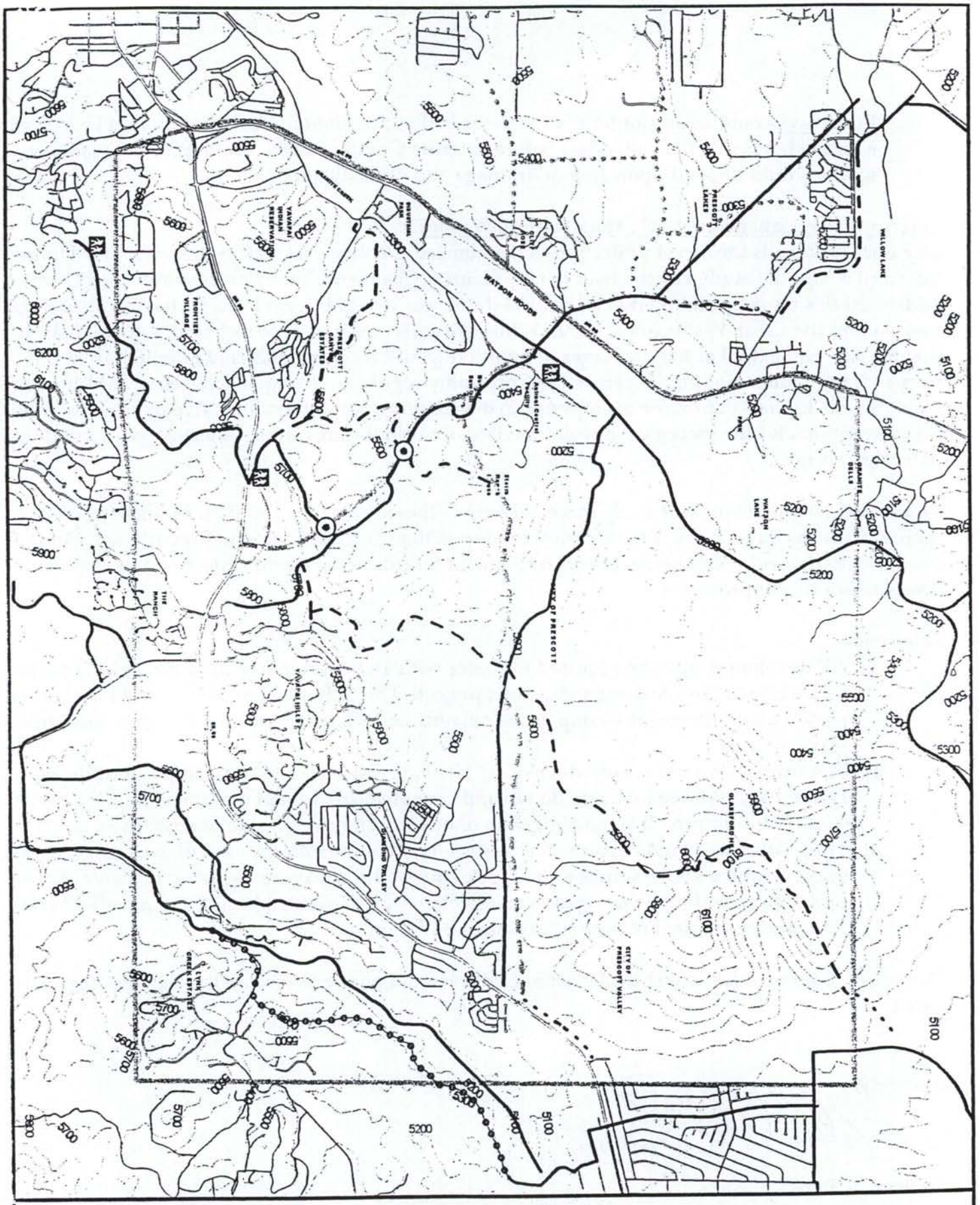
Solutions:

A. All developers must be required to confer with and environmental or ecological consultant while in the site design stage of a project. This way the developer would become educated about the negative impacts of culverts and fill, and therefore design in sustainable ways.
B. The City of Prescott should develop a "NO NET INCREASE IN RUNOFF" ordinance. Federal and state regulations do not and cannot address small piecemeal development issues of this nature. It is the obligation of our local government to oversee these issues. This ordinance could require all new development (or *redevelopment* of existing areas) to implement the above solutions and/or require other measures be taken to insure that excess surface water be managed in an effective way to prevent local flooding, off-site erosion, and the spread of non-point-source pollution.

Please feel free to contact me at the letterhead address and phone to discuss these issues in greater detail.

Sincerely,

Michael A. Byrd



City of Prescott

Prescott East Area Plan

Primary and Secondary Trail Alignments

Trailheads

Underpass

Planned Connectors

Hwy 69-89 Connector

Prescott Lakes Connectors

Prescott East Connector

Primary Trails

Planned Trails

Future Trails

Suggested Secondary Trails

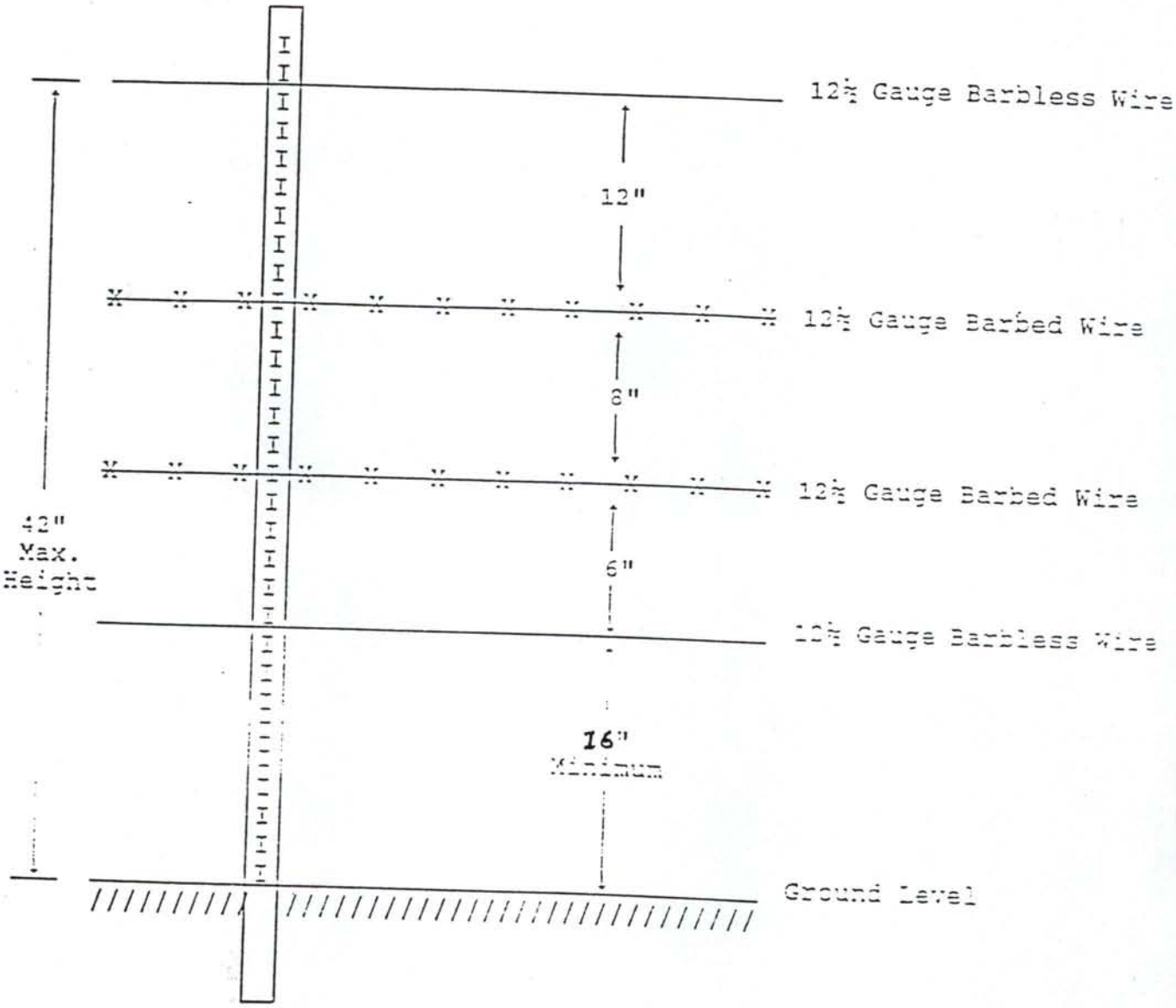
Planned Trails

Future Trails

PEAP Project Boundary

W S N E

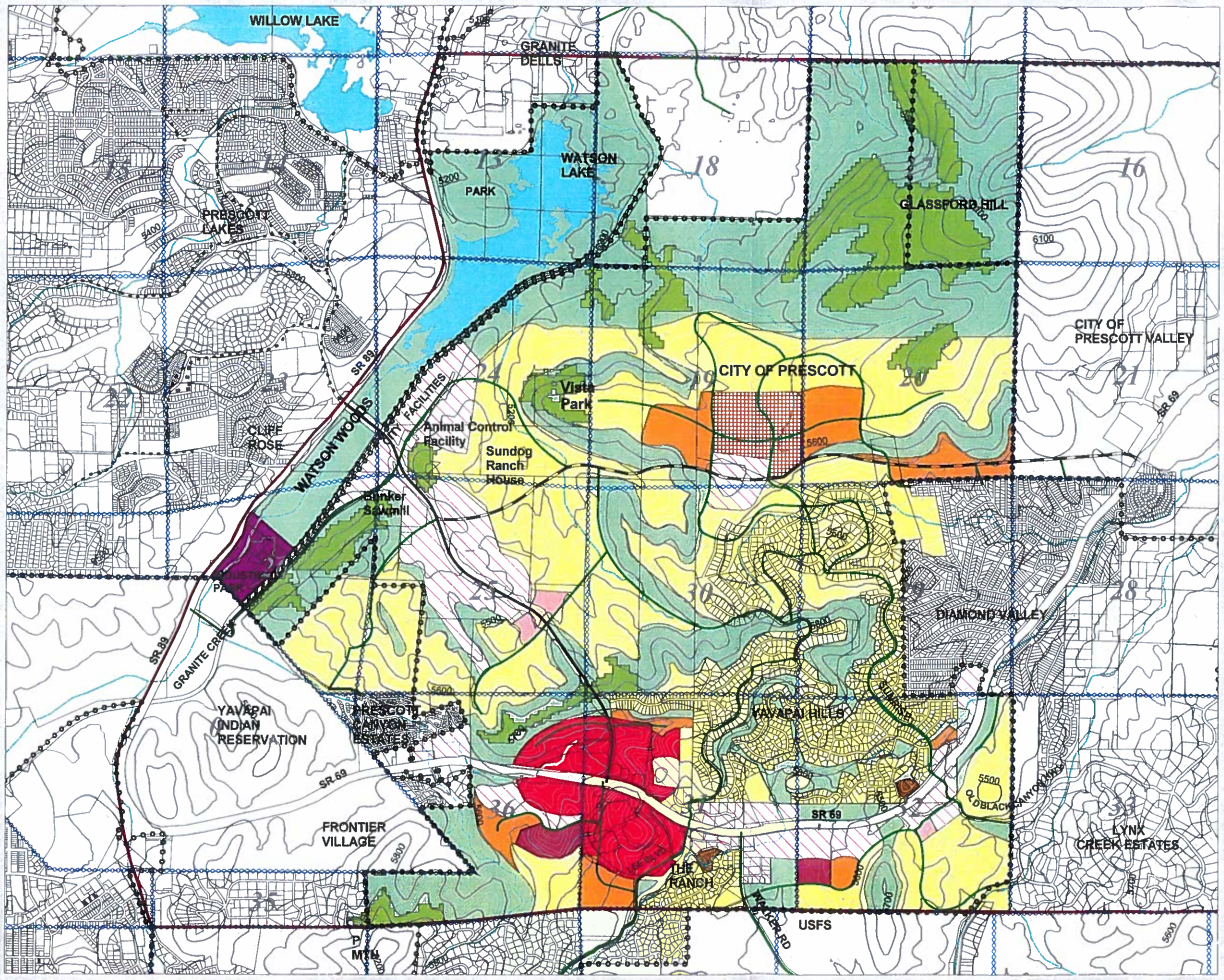
ARIZONA GAME AND FISH DEPARTMENT
STANDARD GAME FENCE SPECIFICATIONS



Additional Specifications:

- 20 - 25 feet between T-posts.
- At least 3 equally spaced stays between each post.
- Modifications to this design may be requested for fencing anticipated to be routinely encountered by elk, bighorn sheep or pronghorn.

Revised 11/93
Habitat Branch
DLW:RAC:rc



City of Prescott

Prescott East Area Plan

Recommended Land Use Plan

Figure 5

1000 0 1000 2000 Feet

- Water Feature
- Greater Study Area Boundary (Plan Area is Shaded)
- Section Lines
- Jurisdiction Boundaries

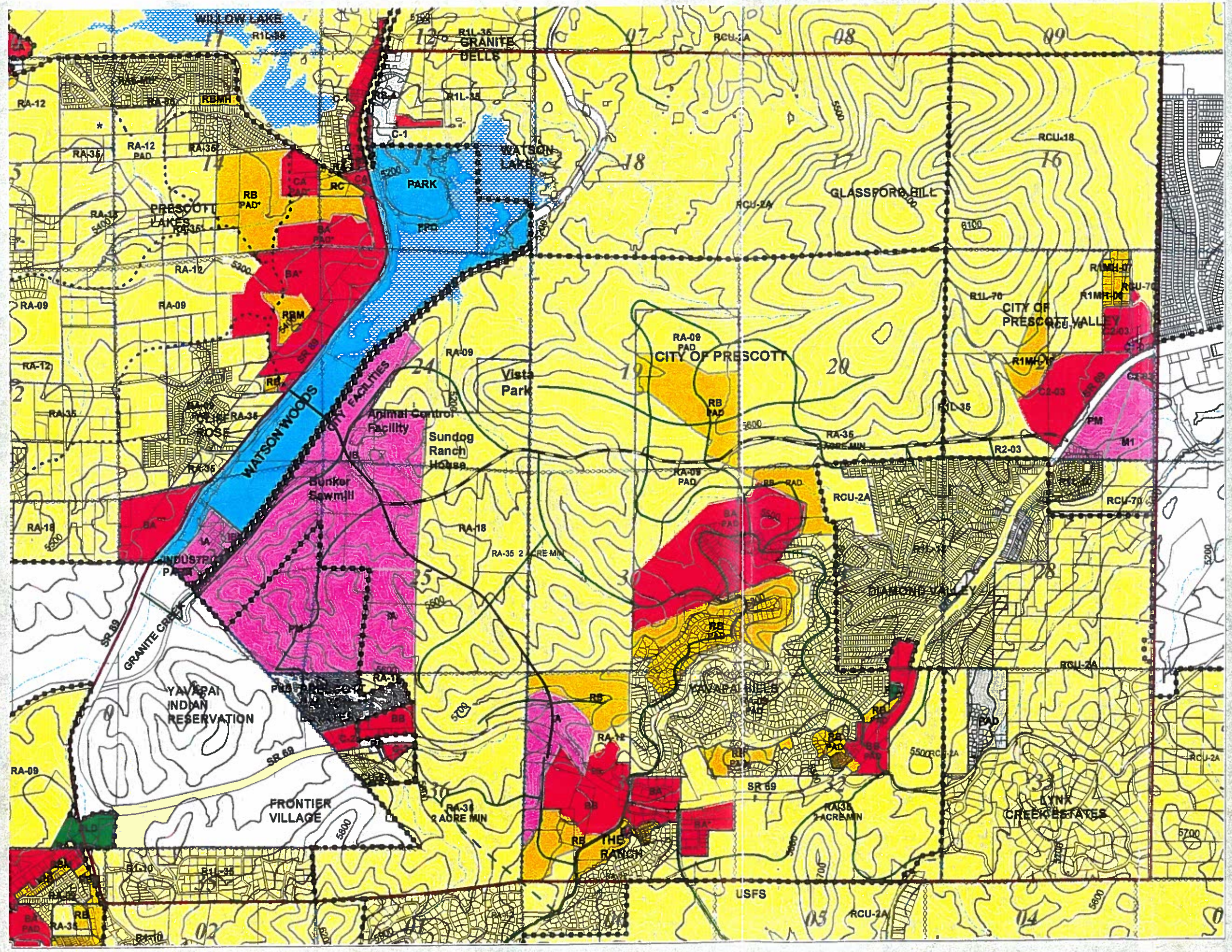
Connectors

- Hwy 69-89 Connector
- Prescott Lakes Connectors
- Sundog Connector

- Future Local Roads

Recommended Landuse

- Medium Density Residential 2-6 dus/acres
- High Density Residential 6 - 12 dus/acres
- Mixed Employment - (Office/Services) High Density Res.
- Village Center- High Density Res., Elem. School and City Park incl. Retail, Services, Offices, Civic Uses
- Office Only
- Neighborhood Commercial - Retail, Services, Offices, Civic uses
- Community Commercial - Business, Office, Lgt Ind. Parks, Retail, Services, and Civic uses.
- Regional Commercial-Power Ctrs Stand Alone Retail, Auto Sales, Regional Mall
- Traditional Industrial
- Open Space, and Recreation Areas
- Major Promontories



City of Prescott

Prescott East Area Plan

Figure 4

Existing Zoning

1000 0 1000 2000 Feet

Project Boundary

Limits

Connectors

Hwy 69-89 Connector

Prescott Lakes Connectors

Sundog Connector

Future Local Streets

Water Features

Section Lines

Zoning

- Single Family Res.
- Multiple Family Res.
- Business/Commercial
- Industrial
- Public Lands Dist.
- Flood Plain Conservation Dist.
- Mixed Use