

5.0 LAND USE ELEMENT

5.1 INTRODUCTION

The purpose of this element is to identify the distribution of land uses within the City, define those areas suitable for each type of development, and serve as a policy guide for the City's future development regarding annexations, zoning decisions, subdivision review and changes in land use.

5.1.1 Population Forecast

For general planning purposes, the 2010 Census was used for the City of Prescott population of 39,843. A projected annual growth rate of 2% is used herein to project a population of 48,500 in 2020. The Prescott General Plan is based on these projections over the 10-year planning period. It should be noted that the annual average growth rate from 2000 to 2010 in Prescott was 1.74%. Changes in development patterns or economic factors may change the 2% rate.

Prescott is affected by the growth trends and development patterns of neighboring communities and unincorporated areas of Yavapai County. Using a growth rate of 2%, the region's total population could reach 320,000 by the year 2020. Prescott's proportional percentage of the regional population is declining, from 25% in 1990 to 20% in 2000, and is anticipated to be approximately 17.5% by the year 2020.

5.1.2 Prescott's land use base

Prescott has typical residential, commercial and industrial land use types. Also, there is a traditional downtown, historic districts, creeks, trails, lakes and an airport. Prescott's Land Development Code (LDC) encourages mixed use areas, which combine commercial and residential uses. There are also transitional areas within the City where the land use character is changing due to new development or redevelopment of existing buildings being adapted for different uses.

5.1.3 Annexation

Through annexation, Prescott's land area has steadily risen from 4.0 square miles in 1950 to 42.6 square miles in 2013. A City annexation policy was adopted in 1994 with the objective to "utilize annexation as a means to help ensure cost-effective and orderly service delivery, provide for a balance of land uses and tax base, protect against undesirable development adjoining the City and plan for the long term interests of Prescott." To increase revenue generated to the City, the policy establishes priorities to balance land uses which include residential uses and the main objective to annex "property with actual or potential commercial or industrial uses".

A.R.S. 9-461.05.

1. A land use element that:

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

The City has a boundary agreement with the Town of Prescott Valley establishing Prescott's eastern growth boundary near the airport. The Airport Specific Area Plan (ASAP) is the basis for growth management in the airport area. Both the Prescott Valley Town Council and Yavapai County Board of Supervisors have informally agreed to observe the ASAP recommendations. These agreements have set the stage for annexations in the vicinity of the Prescott airport.

5.1.4 Planning Documents

Special purpose plans address specific concerns in certain areas. Specific area plans are prepared for large developing areas within the City. Neighborhood Plans are generally prepared for transitional subdivisions with special concerns. Plan development is undertaken with broad citizen and property owner participation, who then designate desired land uses and their locations within the plan boundaries. The plans establish major transportation corridors, alternative transportation routes and identify open space or other significant environmental and/or cultural features such as petroglyphs, which should be preserved or protected. Upon adoption of area, neighborhood or specialized plans, participating property owners and residents will have a better understanding of the types of development likely to be supported and approved. Residents may also have greater understanding of required screening and buffering between dissimilar uses, and how concerns regarding traffic, noise, light or visual impacts of development are addressed. The City has completed and adopted three specific area plans, six neighborhood plans and several special purpose plans.

The three area plans are as follows: the *Prescott East Area Plan (PEAP)* covers an eleven square mile area situated between State Roads 89 and 69; the *Willow Lake South Area Plan (WLSAP)* addresses approximately 3,850 acres south of Willow Lake road and west of SR 89 including the Prescott Lakes master planned community; and the *Airport Specific Area Plan (ASAP)*, which designates appropriate land uses near the airport and addresses airport land use protection. Specific area plans represent the best opportunity to effectively integrate and achieve the General Plan goals of balancing land uses, promoting a diversity of residential choices and preserving significant open space. Once an area plan is adopted, the appropriate zoning and development standards may be put into place through owner-initiated rezoning and infrastructure improvements to assure that development occurs in conformance with the plan objectives. The General Plan supports the creation of additional specific area plans for any remaining large undeveloped/unplanned areas, any large tracts coming under re-development pressures, and any newly annexed undeveloped lands.

Neighborhood plans address specific concerns such as traffic impacts, pedestrian amenities, crime rates, park safety, and property maintenance, in addition to land use and circulation issues. A neighborhood plan approach can be used to establish the direction of future development and/or redevelopment in neighborhoods. Successes of previous neighborhood plans include addressing traffic concerns, creating historic districts, establishing pedestrian bridges over low water crossings, adding traffic lights and addressing the conversion of single-family homes into four-plexes which were out of character with existing neighborhoods. Continued use of this process will improve public participation and will help to integrate in-fill development sensitive to the existing character of our neighborhoods.

Specialized plans focus on particular concerns or purposes which include sensitive geographic areas of the City and/or affect multiple zoning districts. The *Willow Creek Corridor Plan* supports access controls, zoning changes, setbacks, buffering and landscaping requirements. The *Downtown Specific Area Action Plan* outlines a number of strategies designed to ensure the continued viability of the downtown as a mixed use, residential, business, retail, government, and cultural center. The *Historic Preservation Master Plan*, adopted in 1998, is a guide for the identification, protection and management of historic resources throughout the City. The *2008 City of Prescott Open Space Master Plan*, was formally adopted in 2009 and provides "direction and guidance in protecting and preserving open space in and around the City." These plans often affect land uses and they are considered in development and re-development activities.

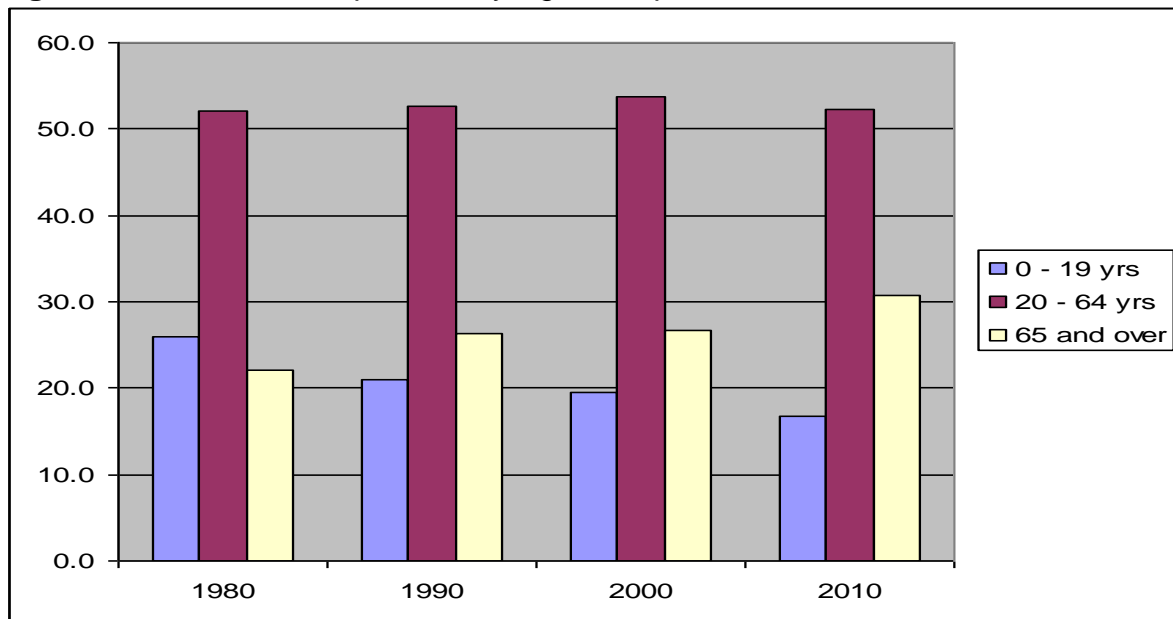
5.2 NEIGHBORHOODS AND HOUSING BALANCE

Prescott has a variety of mixed-use and historic neighborhoods, large-lot subdivisions, apartments, master-planned communities, clustered-housing, and gated communities. Many neighborhoods are completely built out with few opportunities for additional development. Other areas have vacant parcels, which may be suitable for infill development. Portions of some existing neighborhoods are transitioning from residential to commercial or from single-family to multi-family units. This often results in development conflicts. A neighborhood street can become congested if higher infill densities result in heavier traffic loads. Additional information on the topic of traffic and circulation may be found in the Circulation Element.

5.2.1 Generational and Lifestyle Diversity

Prescott strives to accommodate all types of households: individuals, families with children, empty nesters, retirees and residents at all socioeconomic levels. The demographic trends over the last three decades reveal the community to be moving away from this ideal. The median age is increasing and youth represent a decreasing proportional percentage of the population, while residents 65 and over represent an increasing proportion, up from 27% in 2000 to 31% in 2010. The average number of persons per household continues to decline, from 2.11 in 2000 to 2.03 in 2010. The numbers of families actively raising children are in decline, while the percentage of people living alone is on the rise. However, the percentage of the population age 20 – 64 has held at just above 50%. These conditions are a result in part from the aging baby-boomer (post World War II era) generation, as well as from large numbers of retirees who have relocated to Prescott. Another contributing factor to declining diversity has been a growing lack of low to moderate income housing options available in the community.

Figure 5-2 Percent of Population by Age Group in Prescott



These concerns are noted in the 1990, 1997 and 2003 General Plans. Providing for the housing needs of a balanced community has been and remains a particular challenge in Prescott due to the growing percentage of the retiree population. Balanced housing needs require the promotion and availability of a variety of housing types, and encouraging sufficient numbers of housing units affordable to all income groups. In the last decade, market based housing development in Prescott consistently favored large single family home in large lot subdivisions. However, with Prescott remaining a retirement destination, smaller houses on smaller lots may occupy a greater share of the market in the next decade.

5.2.2 Housing Stock and the Economy

The last several decades have seen home buying as an investment strategy. Homes were bought as rentals, renovated for profit or simply held in the hope they would appreciate in value. This created an increased demand for new houses and caused property prices to increase. The National Bureau of Economic Research states that the U.S. began a recession in December 2007. Due to the economic slowdown, investment strategies in homes subsided when property prices began to decline.

A 1996 Prescott Housing study showed that the total number of new housing units produced each year was equal to the total demand. However, the production of units within certain price ranges did not match the demand for units within those price ranges. The study identified a demand for units in the low to median income price range, which was 25% of the total demand. Almost no homes were offered in this price range. Subsequent studies indicate that those trends continued into the 2000s. The economic slowdown and subsequent correction in housing prices in 2007 began to alleviate this condition by making housing more affordable to medium and low income households.

The 2002 Arizona Affordable Housing Profile can be found at <http://www.azplanning.org/doc/April%202002%20Newsletter.pdf>. This document establishes the methodology to quantify both the supply and demand for affordable housing within each Arizona community. The profile provides that "affordable" means a monthly rent or mortgage payment which is 28% of household income or less. The study correlates the number of Prescott households within each income range with the number of available housing units affordable to families within that income range. The calculations were done for household incomes from less than \$5,000 to more than \$75,000 annually, and included wages as well as other types of incomes (e.g. pensions, investment income). This analysis establishes an "affordability gap" which existed in the community, derived by subtracting the total number of households in an income group from the number of market dwelling units priced at that range.

Homes tend to be more expensive in Prescott than in nearby communities. Based on the 2010 American Community Survey figures, the median housing price in Prescott remains significantly higher than prices in surrounding communities and the state. Also, home owners and renters in Prescott are spending a greater portion of their income on housing as compared to the state average. The 2010 Census indicates that the median household income in Prescott was \$44,224 with the largest concentration in the \$35,000 to \$50,000 range.

MEDIAN HOUSING PRICE OF OWNER-OCCUPIED UNITS

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

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

As has been demonstrated in past years, Prescott is and has been a retirement destination. Based on the 2010 Census number of vacant homes of 16%, new housing construction may be slow until retirees begin relocating to Prescott once again and the population catches up to the supply of housing.

5.2.3 Effects of Zoning

Generally, zoning is used to separate industrial, commercial and residential uses and assumes that these use categories are incompatible with one another. Traditional zoning will control development intensity through parameters such as floor-area ratio, dwellings per acre, setbacks, parking ratios and automotive traffic flow.

Rezoning applications to increase density, allowing more homes per acre, are often met with opposition from neighboring residents. Decreased density encourages sprawl and discourages sustainable compact developments such as high density single-family subdivisions, clustered homes, manufactured homes or multi-family housing. There is a diminishing supply of developable land zoned for these housing types, which are often more affordable to moderate and low income households. Planned Area Development (PAD) provisions of the Land Development Code encourage the production of townhouse, clustered and patio lot housing units, however, relatively few of these housing types are available in Prescott. Solutions to sprawl, housing affordability and workforce housing will require a change in zoning in most areas to allow the addition of high density housing choices.

5.2.4 Flexibility in planning and zoning regulations

The Land Development Code should be reviewed for possible modifications so that if and when a developer requests to use nontraditional concepts that the code can accommodate the requests. Modification of the existing Planned Area Development provisions may be the best way to meet such needs.

As an alternative to traditional zoning, form-based codes may be introduced to allow for more flexibility in neighborhood design. Form-based codes do not focus on uses, but instead focus on appearance and impact. Uses may be blended together as long as the outward appearance of buildings complement one-another. Traditional neighborhood design is an example of a form where commercial and residential uses are combined to promote walkability and functionality. Shops, offices and housing are not separated, but instead are allowed to be mixed together. Standards include architecture, project scale, walkable street design and landscaping. The regulations and standards in form-based codes are presented in narratives, diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form, scale and character of development. This approach contrasts with conventional zoning that focuses on separating uses.

Redevelopment Districts may be recommended in certain areas such as the 6th street industrial area and in other areas which may be in need. A redevelopment district is a way to build on an area's accomplishments, its assets and will clarify what is needed to succeed in the future. It also addresses the limitations and challenges of an area with a goal of engineering buildings which ensure continued livability, vitality and contribute to a memorable city identity. Form based codes maybe of use in areas where traditional zoning is in conflict with established uses particularly in a redevelopment scenario.

Sustainability in the form of multi-use walkable neighborhoods should be encouraged in any new development and redevelopment project. Alternatives to sprawl may include form based codes to design great neighborhoods.

5.2.5 Balanced housing opportunities

Achieving a mix of housing types and housing prices sufficient to meet the housing needs of all Prescott residents will require a multi-faceted approach. Conducting a housing needs assessment and developing a follow-up action plan could help establish housing priorities and create a framework for working with developers, builders and other housing providers to reduce impediments and meet those needs.

The housing market has corrected itself in recent years, which will assist moderate and low income households in buying into housing which already exists. However, marginal income households are still not able to buy in to the housing market due to strict financial and loan

requirements. Production strategies may be helpful, such as developer incentives to increase the supply of housing affordable to households at or below the median income.

Economic development and the creation of better paying jobs in the community will raise the average household incomes and could permit families access to a greater range of housing choices. Various strategies to promote higher density development and more compact forms may reduce housing production costs and consumer prices. The rehabilitation, restoration and preservation of existing housing stock will support a greater diversity of housing options, price ranges, maintain the quality of housing stock, and maximize existing infrastructure investments.

Other challenges to the integrity and character of residential areas must be monitored and addressed as needed. Business uses infiltrating into established residential areas can have adverse effects on the peace and quiet of neighborhoods. Uses that operate in a manner significantly different than traditional single-family homes may require regulation and enforcement to a higher degree than typical residential uses.

5.2.6 Neighborhoods Goals and Strategies

Goal 1 Maintain the integrity and character of existing neighborhoods.

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

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

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

Strategy 1.4 Keep abreast of social, business and cultural changes that affect the established character of residential neighborhoods and enact land use regulations, if needed, to protect the integrity and character of Prescott's neighborhoods.

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

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

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

Strategy 2.2 Reduce production costs and promote production of workforce housing by:

- density bonuses
- greater flexibility in placement of manufactured housing
- reduction in parking requirements where appropriate
- increased allowable building footprint and/or decreased set back requirements
- relaxation of off-site improvements when feasible
- city contributions to off-site improvements which will benefit the public as well as the housing development

Strategy 2.3 Streamline the review and approval process for developments which provide units affordable to buyers at or below the median income.

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

Strategy 2.5 Encourage partnerships with housing advocates, developers and builders to address housing needs in the community.

Strategy 2.6 Promote the development of multi-family and other compact residential development through use of rezoning, Planned Area Developments (PAD), water allocations and other appropriate means.

Goal 3 Prepare a housing plan for the City of Prescott to include a needs assessment and to address at a minimum, housing availability and variety (number of units, types of units, size of units, etc); housing quality (sanitation, safety and amenities); and housing affordability.

Strategy 3.1 Conduct a new Prescott Housing Needs Assessment and regularly update it to keep an accurate inventory of both housing needs and housing availability by unit price and income level affordability.

Strategy 3.2 Work with non-profits, builders, and property owners to proactively identify and plan sites suitable for development of affordable housing (specific area plans in undeveloped areas, plans for newly annexed areas, neighborhood plans).

Strategy 3.3 Promote preservation, restoration and rehabilitation of existing housing stock which contributes to greater diversity of housing options (including price ranges) and which maximizes existing infrastructure investment.

Goal 4 Explore alternatives to traditional zoning to permit flexibility and to provide performance criteria encouraging sustainable communities and walkable neighborhoods.

Strategy 4.1 Adopt Form-Based Codes as a stand-alone zoning district and expand opportunities for the use of Planned Area Developments (PAD) and other alternative development options to expand the flexibility of the Land Development Code.

5.3 HISTORIC NEIGHBORHOODS

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

Prescott's earlier neighborhoods are rich with different architectural styles, historic landscaping and structures significant to Prescott's heritage. These attributes define neighborhood character. Preservation with sensitivity to private property rights is important in maintaining the historic character of these resources. The first subdivisions were designed with traditional small lots in a grid pattern. These are the characteristics which also define walkable and sustainable neighborhood design.

Infill construction and renovation in existing structures can provide medium density residential opportunities close to work and services in the downtown area. Later subdivisions on the fringes of the city core were also platted with small lots. In some areas, opportunities for moderately affordable housing exist in these neighborhoods and should be protected to help meet the housing needs of a balanced community.

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

5.3.1 Historic Neighborhoods Goals and Strategies

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

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

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

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

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

- Strategy 2.1** Produce and distribute information packages detailing National Register listing advantages:
- state historic property tax reductions for residential property
 - state historic property tax benefits for restoration of income producing properties
 - tax incentive programs under federal law for renovation of income producing property

- Strategy 2.2** Produce and distribute information detailing the advantages of listing in a Local Historic Preservation District:
- protection of historic integrity of the property and/or neighborhood property values
 - availability of state and federal funding under the Certified Local Government Program for improvements
 - offer assistance and advice on renovation and new construction per adopted guidelines to property owners

5.4 TRANSITION AREAS AND AREAS OF SPECIAL STUDY

As the community grows, land uses in some areas evolve to new uses and come under development or redevelopment pressures. These transitioning areas are often the locations where significant land-use conflicts occur. Some transitions are from single-family residential to multi-family, while other transitions are from residential uses to commercial uses. Although much less common, it is also possible for commercial use areas to transition to residential uses.

Consequences may result such as heavier traffic loads, too many driveway cuts, or inadequate intersection stacking distances. These can add to traffic management problems and impede connectivity as well as emergency access. Without a plan to meet a transition area's land use and circulation needs, opportunities to advance community goals can be lost.

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

- Gail Gardner Way corridor
- Willow Creek Road corridor
- Hospital/YMCA area
- Fair Street and Hillside Avenue area
- Whipple/Montezuma corridor
- Grove Avenue/Miller Valley Road, particularly from Prescott College vicinity to Fair Street/Hillside Avenue

Other areas undergoing transition represent opportunities for large scale intense regional economic development; existing plans may need to be updated. Examples of these special focus and/or transition areas are:

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

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

5.4.1 Transition and Special Study Areas Goals and Strategies

Goal 1 Involve the residents and property owners of the area in the planning process and policy development for their area.

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

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

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

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

Goal 3 Support flexibility in setbacks, site coverage and height in return for acceptable development design, which maintains the character of transitioning areas, but also furthers implementation of neighborhood and land-use plans for the area.

Strategy 3.1 Initiate rezoning, where appropriate, to support the character, goals and uses identified in specific area plans or neighborhood plans adopted for transition areas.

Strategy 3.2 Encourage infill development in these areas while protecting the existing neighborhood.

5.5 DOWNTOWN

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

The downtown, with historic buildings, mixed commercial and residential uses, pedestrian orientation, street landscaping and small-town flavor is recognized as the heart of the community. The Courthouse Plaza and downtown area are the focal point of the community and the most visible symbol of Prescott and its character as an historic city. Elements making up this character include zero setbacks, walkable streets, mature trees, lawn areas, human scale architecture and building size, as well as the open space of the Plaza with its mature landscaping, bandstand, fountain and statuary.

Downtown accounts for a significant amount of the City's sales tax base. It remains a primary visitor attraction for Prescott, supporting vibrant tourist and retail uses featuring arts, entertainment, hotels, restaurants, coffee shops, bookstores and museums. The downtown

supports an important historic residential area as well as continuing uses for Federal, County and City government. The Downtown vision is the preservation of the physical, historic and visitor-friendly attributes so it may continue to be a major economic force and tourist draw for the City. The goals and policies of the Downtown Specific Area Action Plan (adopted by the City in May 1997) are reinforced in this General Plan.

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

A challenge for all historic downtowns is the provision of parking for automobiles. Prescott’s downtown parking garage is an important component of the downtown parking plan, but the City may need to seek other properties appropriate for public parking and work with private property owners who desire to offer their vacant properties for paid parking.

5.5.1 Downtown Land Use Goals and Strategies

Goal 1 Enhance public-private partnerships within the downtown.

Strategy 1.1 Continue the City’s participation with all organizations which focus on the downtown to facilitate and coordinate public and private downtown projects.

Strategy 1.2 Continue to support downtown businesses and organizations in promoting and organizing events in the downtown.

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

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

Strategy 2.2 Continue to encourage municipal, county, state and federal government services and facilities in the downtown.

Goal 3 Preserve and enhance historic downtown assets.

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

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

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

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

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

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

Strategy 4.2 Improve and maintain pedestrian and bicycle accessibility and amenities.

Strategy 4.3 Seek potential locations for additional public and paid parking facilities on vacant parcels in and near the downtown.

5.6 BUSINESS, COMMERCIAL AND INDUSTRIAL LAND USES

Business, commercial, and industrial development, produce employment opportunities and income for City residents. However, successful income producing strategies are not based only on the quantity of these areas, but rather having the right size and types of business ventures in the right locations with available infrastructure and energy.

Currently, the largest areas set aside for industrial uses are in the vicinity of the airport and in the Sundog Ranch/Industrial Way area. Smaller industrial areas are located in Sandretto Hills, Miller Valley Rd. and the Sixth Street area north of Sheldon St. Additional commercial and industrial areas may be created through annexation. Expanding opportunities for commercial, industrial and business uses in order to attract higher paying jobs and to promote Prescott as competitive in the regional marketplace is important. A balanced income producing area will have a mix of housing and ensure that future site development is carefully managed to avoid negative impacts.

5.6.1 Aggregates

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

Currently a single source of aggregate exists within the city limits. Sand and gravel is mined from Granite Creek on the east side of the airport north of SR89A, for use in the manufacture of concrete. The Land Development Code allows mining of aggregates in industrially zoned areas with an approved Special Use Permit. Several conditions of approval must be met to protect adjacent land uses and remediate the site. However, federal and state laws allow mining of aggregates without local approvals.

5.6.2 Prescott Municipal Airport, Ernest A. Love Field

Airport land-use protection must be addressed to assure the continued economic vitality of the airport. Residential subdivisions are south and east of the airport. Additional subdivisions, both within the City and in unincorporated areas, are possible near the airport. Development issues raise the need for regional cooperation to address airport land use, airport noise and other concerns to ensure that further residential or other incompatible land use infringement on the airport does not occur.

The airport is a substantial transportation and economic asset to Prescott and the surrounding areas, and is owned and operated by the City of Prescott. The airport is a key for economic

growth and can be further developed in this regard by enhancing air transportation for the region. The 2009 Airport Master Plan, adopted by Council in 2011, provides a 20 year plan for quality facilities and services to accommodate the needs of many different aviation interests such as Embry-Riddle Aeronautical University, flight-training schools, airlines, airport dependent businesses, general aviation uses, repair shops, fuel services and recreational and governmental uses.

To attract relocating and expanding businesses, transportation is needed to deliver people and goods. Given the distant access to the Interstate Highway system, the role of the airport as a transportation hub becomes apparent. The airport has the means and capability to attract regional air carriers, air cargo and aviation related businesses. The town limits of Chino Valley and Prescott Valley are very close to the airport. Coordination is needed with these municipalities and Yavapai County to develop the airport to serve the needs of the region. Implementation of the Airport Master Plan with additional intergovernmental cooperation will enhance the future economic benefit of the airport to the City and surrounding areas.

The Airport Master Plan, the Airport Business Plan and the 2001 Airport Specific Area Plan (ASAP) have each been adopted to address Airport land-use protection and to assure the continued economic vitality of the airport. This General Plan recommends that the Land Development Code and ASAP be amended to reflect FAA guidelines reflected in the current Airport Master Plan to ensure the future viability of the airport and surrounding airspace. Furthermore, it is recommended that the Airport Business Plan be updated to assure the continued vitality of the airport as an economic engine.

5.6.3 Business, Commercial and Industrial Land Use Goals and Strategies

Goal 1 Improve the City's income base by ensuring the availability of business sites and buildings.

Strategy 1.1 Assure that the annexation of land will reinforce and support a beneficial mix of residential, commercial and industrial development.

Strategy 1.2 Maintain policies using both incentives and flexible development standards to encourage expansion and retention of targeted business and industry and to establish, relocate or expand major commercial and industrial employers.

Strategy 1.3 Support a balanced variety of commercial centers in Prescott, both existing and new, including some sites small enough to be affordable to smaller local firms and Village Center concepts to encourage a mix of residential and light business uses.

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

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

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

- Strategy 2.3** Encourage increased research and development to promote more diverse employment opportunities and higher wages.
- Goal 3** Facilitate location of major commercial development accessible to major road corridors when such uses achieve targeted city economic development goals, provided that historic preservation, open space requirements and environmental and quality of life issues are carefully considered and protected.
- Strategy 3.1** Ensure appropriate access and circulation are planned for business/commercial sites.
- Strategy 3.2** Ensure adequate buffers and screening for adjacent existing neighborhoods when siting commercial uses, especially major commercial centers.
- Strategy 3.3** Allow flexible screening and buffering options which adequately mitigate noise, light or other negative impacts.
- Goal 4** Increase available sites with appropriate commercial land uses and zoning.
- Strategy 4.1** Support business development consistent with the City's adopted Economic Development Incentive Policy.
- Strategy 4.2** Annually review targeted industry list and the effectiveness of incentive and recruitment activities.
- Strategy 4.3** Encourage public/private partnerships to promote business activities and economic development within the city.
- Strategy 4.4** Establish partnerships for business development and retention in a manner similar to the Prescott Downtown Partnership.
- Strategy 4.5** Explore partnerships with property owners to deliver shovel ready parcels.
- Goal 5** Apply compatible land uses within the airport impact zones and airport area which permit continued responsible development and protect the viability and operation of the airport as a public use facility.
- Strategy 5.1** Protect the airport from encroachment of incompatible land uses through amendments to the Land Development Code and Airport Specific Area Plan to reflect Federal Aviation Administration guidelines and enforcement of land use designations and policies, and zoning designations.
- Strategy 5.2** Establish an airport area commercial/employment zoning district, which does not permit residential uses, to assure commercial land availability in close proximity to the airport.
- Strategy 5.3** Create a new Airport Business Plan to bolster economic vitality of the airport area.

5.7 THE LAND USE MAP

5.7.1 Explanation of Land Use Designations

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

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

Government/Institutional

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

Recreation/Open Space

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

Agricultural/Ranching

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

Commercial/Recreation

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

Mixed-Use

Mixed-Use areas are generally located at an existing or anticipated circulation nexus and/or placed between higher intensity uses and adjoining residential land uses. The Mixed-Use designation is intended to be compatible with the surrounding area while providing a mix of commercial, employment, public and residential uses. It is anticipated that these areas will support neighborhood oriented commercial uses and may include master-planned and developed mixed communities intended to replicate the traditional downtown mixture of commercial and residential uses of all density categories. Residential uses are permitted, but subject to density and buffering standards set out by the overlying zoning districts.

Commercial

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

permitted, but subject to density and buffering standards set out by the overlying zoning districts.

Commercial/Employment

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

Industrial

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

Very Low Density Residential (less than 1 DU/AC)

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

Low-Medium Density Residential (1-7 DU/AC)

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

Medium-High Density Residential (8-32 DU/AC)

The Medium-High Density Residential category may include duplexes, manufactured and modular homes, apartments, town homes, and other forms of attached or detached housing on smaller lots. The density range for this category is 8 to 32 dwelling units per acre. This category may also include such supporting land uses as neighborhood shops and services, parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required. The Medium-High Density Residential category would also allow residential development as described for the Low-Medium Density and Very Low Density Residential categories.