

## A G E N D A

REGULAR WORK SESSION OF THE CITY COUNCIL & JOINT WORK SESSION WITH THE PLANNING AND ZONING COMMISSION OF THE CITY OF COTTONWOOD, ARIZONA, TO BE HELD NOVEMBER 12, 2013, AT 6:00 P.M., AT THE PUBLIC SAFETY BUILDING, LOCATED AT 191 SOUTH 6TH STREET, COTTONWOOD, ARIZONA.

- I. CALL TO ORDER.
- II. ROLL CALL.
- III. ITEMS FOR DISCUSSION, CONSIDERATION, AND POSSIBLE DIRECTION TO STAFF:

**Comments regarding items listed on the agenda are limited to a 5 minute time period per speaker.**

- IV. REVIEW AND DIRECTION REGARDING THE DRAFT REQUEST FOR PROPOSALS FOR PURCHASE AND REDEVELOPMENT OF THE CITY'S OLD RECREATION CENTER BUILDING LOCATED IN OLD TOWN.

**AT THIS POINT IN THE MEETING THE COUNCIL WILL CONVENE INTO A JOINT WORK SESSION WITH THE PLANNING & ZONING COMMISSION.**

1. INTRODUCTION OF THE PLANNING & ZONING COMMISSION MEMBERS.
  2. PRESENTATION OF THE CITY'S GENERAL PLAN UPDATE
- V. ADJOURNMENT

Pursuant to A.R.S. § 38-431.02(B) the Council may vote to go into executive session on any agenda item pursuant to A.R.S. § 38-431.03(A)(3) and (4) for discussion and consultation for legal advice with the City Attorney.

The Cottonwood Public Safety Building is accessible to the disabled in accordance with Federal "504" and "ADA" laws. Those with needs for special typeface print or hearing devices may request these from the City Clerk (TDD 634-5526.) All requests must be made 24 hours prior to the meeting.

Members of the City Council will attend either in person or by telephone conference call.

## City of Cottonwood, Arizona City Council Agenda Communication



 Print

Meeting Date:	November 12, 2013
<b>Subject:</b>	RFP for Purchase and Redevelopment of the City's Former Recreation Center in Old Town
Department:	Attorney
From:	Steve Horton, City Attorney Doug Bartosh, City Manager Dan Lueder, Development Services GM

### **REQUESTED ACTION**

Council review, discussion and feedback on the draft RFP soliciting offers to purchase and redevelop the Old Recreation Center building in Old Town.

### **SUGGESTED MOTION**

If the Council desires to approve this item the suggested motion is:

N/A

### **BACKGROUND**

At the Work Session on August 13, 2013, Council and Staff discussed what to do about the Old Recreation Center building in Old Town. The staff recommendation and consensus from Council was that the City should solicit offers from individuals or companies interested in purchasing and redeveloping the property in a manner that would contribute to and enhance the character of Old Town while maintaining the historical character and appearance of the building, to the extent possible.

Council also indicated that it wanted to see any specific proposal for dividing the parcel on which the building sits before the RFP was issued.

A draft RFP is attached for Council's review, discussion, and feedback prior to it being finalized and published. As noted, the estimated fair market value of the property to be sold as staff proposes that it be split off from the current parcel is approximately \$150,000.00.

### **JUSTIFICATION/BENEFITS/ISSUES**

Staff believes that the best alternative for the Old Recreation Center would be for the City to sell it to a private party that is willing and able to fund the substantial remediation work the property requires and then use the property in a manner that compliments and enhances Old Town and maintains the historical character of the building, to the extent possible. Staff has already received several inquiries about the property, and is optimistic that the RFP will generate some intriguing and promising proposals.

**COST/FUNDING SOURCE**

N/A

**ATTACHMENTS:**

Name:	Description:	Type:
 <a href="#">Old Recreation Center RFP.docx</a>	Draft RFP for Purchase and Redevelopment of Old Town Recreation Center Building	Cover Memo
 <a href="#">old p and r appraisal [1].pdf</a>	Appraisal	Cover Memo

## CITY OF COTTONWOOD, ARIZONA

### REQUEST FOR PROPOSALS – OLD TOWN RECREATION CENTER PURCHASE AND RE-DEVELOPMENT OPPORTUNITY

#### INTRODUCTION

The City of Cottonwood, Arizona invites proposals from parties interested in purchasing and re-developing a historically, culturally and economically significant property in the area of the City known as “Old Town.” The property is located at 719-791 Main Street, and occupies a portion of what is currently designated as Yavapai County Assessor’s Parcel No. 406-38-019A.

The property is currently zoned C-1 (Light Commercial).

The building is a two-story structure that was constructed in 1928 and has a gross building area of approximately 5600 square feet. It was most recently used as a community recreation center and offices for the City’s Parks and Recreation Department, prior to the opening of the City’s new recreation center on 6<sup>th</sup> Street in 2010.

Old Town Cottonwood is a popular tourist and commercial center that lies near the Verde River. It borders historic single-family residential neighborhoods, and is home to a number of wine tasting rooms, boutique hotels, full-service restaurants, coffee shops, antique shops, bakeries, bookstores, and other unique, non-chain retail businesses, as well as City Hall, the City Council Chambers, and other offices of City government.

The entire parcel, which is approximately half an acre in size, was recently appraised at \$224,000.00 (June 2013). However, the City proposes to split the parcel and sell the building along with a buffer of approximately 10-20 feet around it. The exact size and boundaries of the property to be conveyed would be determined through negotiations between the City and the successful proposer.

The estimated market value of the property that the City intends/proposes to sell is approximately \$149,000.00. However, the City will consider selling the property for less than that amount to a proposer whose proposal includes enforceable covenants to rehabilitate and use the property for a purpose that is consistent with and enhances the character of Old Town, and maintains the property’s current appearance.

A portion of the property is currently being leased to a nonprofit organization. [[[30 days notice.]]]

It is believed that the building will require a considerable amount of remediation.

The proposal that will be recommended to City Council, if any, is the one that most closely fits the Council's vision for this site, which involves maintaining the current appearance and character of the property to the extent possible, and using the property in a manner that is consistent with, compliments and enhances the character of the Old Town area. The proposed purchase price will be a factor in that evaluation, but not the only one.

It is expected that a proposal recommended for selection by the Council will include the following:

- 1) A reasonable and competitive purchase price relative to any other proposals received, as well as to the appraised/estimated value of the property.
- 2) A detailed development proposal that involves maintaining the external appearance of the property and using the property in a manner that is consistent with and enhances the character of the Old Town area.
- 3) A realistic but expeditious timeline for receiving any necessary entitlements and regulatory approvals and for construction of the development.
- 4) Satisfactory assurances for the proposer's financial capacity, its ability to carry out its proposal as presented, and for its commitment to maintain the property's current appearance and character.

It is further anticipated that any agreements related to the sale of the property may include stipulations with regard to the types of development and timelines for completion, such as the following:

- 1) The City may choose to place restrictive covenants on the property to ensure that it will be developed as contemplated in the proposer's response materials and as approved by City Council.
- 2) The City may require the inclusion of mechanisms by which it can ensure that the development is completed within reasonable timeframes, and to have the property revert back to the City if the proposer fails to perform according to the terms approved by City Council.

#### SUBMITTAL MATERIALS

The City will allow flexibility and creativity in the format of the submittals from proposers. However, at a minimum, each proposal should include the following materials in order to be considered and properly evaluated:

- 1) The purchase price that the proposer is willing to pay for the land.

- 2) A detailed site plan and business plan illustrating how the property will be re-developed and the uses to which it would be put.
- 3) Descriptions and illustrations of the proposer's experience with prior projects of similar type and scope.
- 4) Documented evidence of the proposer's financial capability to complete the proposed development, including financial statements and/or letters of credit that demonstrate that funding is available for the project.

In addition, the submittal must include a letter signed by an authorized official of the proposer's company (if applicable) acknowledging understanding and acceptance of the City's key deal points and plans to enter into good faith negotiations to re-develop the property as represented in the RFP response should the proposal be selected.

Proposers must submit six (6) copies of their submittal response in a sealed package marked "RFP – OLD TOWN RECREATION CENTER PURCHASE AND RE-DEVELOPMENT" for review by City staff. Submittals must be received by the City's Purchasing Division at the addresses below by [date] at [time]. Late proposals will not be accepted.

[ADDRESS]

- The City reserves the right to reject any and all proposals for any reason.
- Conducting this RFP process does not in any way bind the City Council to approve any proposal, to sell the subject property or to allow re-development of the property. In addition, the recommendation of a proposal by City staff does not guarantee City Council approval of any necessary zoning change, development plan, or any other entitlement.
- The City will not reimburse any proposer for costs related to submitting a response to this RFP.
- The information that is presented in this document is believed to be substantially accurate and reliable, but proposers are advised to conduct their own due diligence before submitting a proposal. Moreover, proposers may not rely on any verbal responses to inquiries made prior to or after the opening of the RFP. A verbal reply to an inquiry does not constitute a modification of the RFP.

## EVALUATION OF RFP SUBMITTALS

Criteria that will be used in evaluating submittals include, but are not limited to the following:

- 1) The economic benefit to be provided to the City from both the sales price of the land and the expected long-term revenues from the development. This will be evaluated in terms of the proposer's purchase price offer for the land, the anticipated sales tax revenues and the expected property tax revenues.
- 2) The quality of proposed development, including the appearance, compatibility and integration with the Old Town area.
- 3) The proposed project development timelines, including anticipated dates for receiving zoning approvals and entitlements, dates for commencing construction and expected completion.
- 4) The proven ability of the proposer to execute and complete the proposed project. Evidence of the successful completion of similar projects will be part of the evaluation. Documents that prove the financial capacity of the proposer to carry out project will also be evaluated.

#### APPLICATION/PROCESS TIMELINES

The following is the anticipated timeline for the RFP process:

RFP document released:

Pre-submittal Conference:

RFP submittals due to City:

Staff to review and select recommended submittal (if any) by:

Recommendation of proposal to City Council:

Final agreement presented to City Council:

Completion of zoning/entitlement process, close of sale by:

Construction of improvements to commence by:

Improvements to be completed by:

The above timeline is subject to change as deemed necessary by the City.

#### ADDITIONAL INFORMATION

- A legal description of the property to be sold and developed as part of the RFP process is contained in Appendix A.
- The City will conduct a Pre-Submittal Conference on [date] at [time] at [location/address]. The City requests that questions regarding this RFP be

submitted one week prior to the conference to [name and email address of contact person] in order to facilitate the meeting.

- The City may, after all proposals have been evaluated, request that representatives of one or more of the proposers make an oral presentation before the committee for the purpose of facilitating a final evaluation and recommendation. If necessary, this meeting would likely be scheduled the week of [date].

Page limit 20.

30 days for submittal.

Lisa as contact.

**SUMMARY APPRAISAL REPORT**  
**Multi-Purpose Building**



**719-791 N. Main Street**  
**Cottonwood, Arizona**

**PREPARED FOR:**  
**Mr. Roger Biggs**  
**City of Cottonwood**  
**111 N. Main Street**  
**Cottonwood, AZ 86326**

**AS OF:**  
**June 7, 2013**

**PREPARED BY:**  
**Joseph G. Bock**  
**Bock Appraisal Services**  
**Sedona, Arizona**

**JOSEPH G. BOCK**  
**REAL ESTATE APPRAISAL SERVICES**

145 Mogollon Drive  
Sedona, AZ 86336

Phone: 928-282-0850  
bockappraise@commspeed.net

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June 17, 2013

Mr. Roger Biggs  
Manager, Utilities Administration  
City of Cottonwood  
111 N. Main Street  
Cottonwood, AZ 86326

Dear Mr. Biggs:

At your request I have appraised the two-story building located at 719-791 N. Main Street, Cottonwood, AZ known as APN 406-38-019A.

The intended use is to express an opinion of the "As Is" Market Value of the Fee Simple Interest of the property as of June 7, 2013.

The intended user is the City of Cottonwood. Use by others is not intended by the appraiser.

The term "Market Value" is defined as the most probable price which a property should bring in a competitive and open market under all conditions requisite to a fair sale, the buyer and seller each acting prudently and knowledgeably, and assuming the price is not affected by undue stimulus.

This is a Summary appraisal report as agreed upon between Appraiser and Client. This report has been made in conformity with, and is subject to, the requirements of the Uniform Standards of Professional Appraisal Practice (USPAP) and the Arizona Board of Appraisal.

The report consists of this letter of transmittal, a narrative report containing the valuation analysis and the following Exhibits:

Subject Photos  
Comparable Sale Photos  
Parcel Map  
Assumptions and Limiting Conditions  
Certification  
Resume & Qualifications of the Appraiser

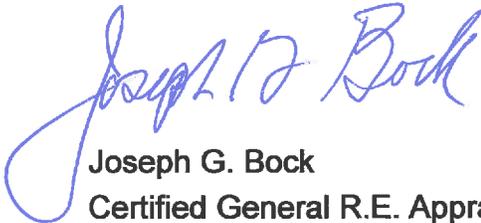
It is my opinion that the "As Is" Market Value of the Fee Simple Interest in the property,  
as of June 7, 2013 is:

**\$224,000**

**(TWO HUNDRED TWENTY FOUR THOUSAND DOLLARS)**

A market exposure period of 15-18 months is estimated.

Respectfully submitted,



Joseph G. Bock  
Certified General R.E. Appraiser  
Certificate No. 30844, State of Arizona  
Expires April 30, 2014

## SUMMARY OF SALIENT FACTS AND CONCLUSIONS

Property:	719-791 N. Main St. Cottonwood, Arizona
Client:	City of Cottonwood
Assessor's Parcel No.:	406-38-019A
Date of Value:	June 7, 2013
Interest Appraised:	Fee Simple Interest
Land Area:	0.50 acre
Zoning:	C-1, Light Commercial
Description of Improvements Type:	Two level Multi-Purpose Building
Gross Building area:	5,600 sq. ft.
Value Indicators	
Land Value (as if vacant)	\$103,000
Sales Comparison Approach	\$ 224,000
Value Conclusion	<b>\$ 224,000</b>

## **PURPOSE AND SCOPE OF THE APPRAISAL**

The purpose of this appraisal is to estimate the Market Value of the Fee Simple Interest in the real property herein described as of June 7, 2013.

Intended Use of this report is for the City's planning purposes.

The Intended User is the City of Cottonwood, Inc. It may not be used by anyone else without their express approval.

The scope of this appraisal involves a specific process in order to form an opinion of the market value of Fee Simple interest in the property. The process includes the following steps:

1. Inspection of the subject property to identify the physical, locational and economic characteristics of the property relative to competing properties;
2. Research and investigation of public records relating to the property and competing properties to identify legally permitted uses and availability of public amenities;
3. Performance of a search of public records to identify sales of competing property on the market;
4. Analysis of the sales data to identify the sales most similar to the subject property;
5. Formulation of an opinion of the highest and best use of the subject property;
6. Analysis of two approaches to value, the Sales Comparison Approach and the Income Approach.

Data used was gathered from many sources including local commercial Realtors, County officials, Yavapai County Assessor and Recorder records, and local Multiple Listing Service records. Neighborhood and regional data was obtained from various sources including Chamber of Commerce, local newspapers, and personal observations.

## **Definitions**

***Market Value*** is defined as:

The most probable price which a property should bring in a competitive and open market under all conditions requisite to a fair sale, the buyer and seller each acting prudently and knowledgeably, and assuming the price is not affected by undue stimulus. Implicit in this definition is the consummation of a sale as of a specified date and the passing of the title from seller to buyer under conditions whereby:

Buyer and seller are typically motivated;

Both parties are well informed or well advised, and acting in what they consider their own best interest;

A reasonable time is allowed for exposure in the open market;

Payment is made in terms of cash or U. S. dollars or in terms of financial arrangements comparable thereto; and

The price represents the normal consideration for the property sold unaffected by special or creative financing or sales concessions granted by anyone associated with the sale. (USPAP 2002).

***Fee Simple Interest*** is defined as:

Absolute ownership unencumbered by any other interest or estate, subject only to the limitations imposed by the governmental powers of taxation, eminent domain, police power, and escheat. (Appraisal Institute, The Dictionary of Real Estate Appraisal, 3<sup>rd</sup> Edition, Chicago 1993, p 141).

### **Legal Description:**

HOPKINS RANCH NO 2 PTN OF LOTS 7 8 9 IN BLK 2 ALL OF LOTS 14 AND 15 BLK 1 AND THAT PTN OF ABAND ALLEY LYING WITHIN THIS PCL

## **Hazardous Wastes**

We refer to the Exhibit "Assumptions and Limiting Conditions", found in the Exhibit Section. The appraiser has not been made aware that there is toxic waste and/or contaminant on the sites, and our viewing of the sites did not reveal any obvious contaminates upon visual viewing. However, this does not mean that such materials do not exist (either on or under the site). The appraisers are without the expertise to identify and/or detect such substances. Because of the LIABILITY that is generated if toxic wastes and/or contaminants are found on the site and/or in any structures, it is *STRONGLY RECOMMENDED THAT A SPECIALIST IN THE DETECTION OF TOXIC WASTE BE RETAINED AND THE PROPERTY (SITE) CHECKED FOR POSSIBLE CONTAMINATION. IF A TOXIC WASTE AND/OR CONTAMINANT IS DETECTED, THE VALUE ESTIMATE APPEARING IN THIS REPORT IS NULL AND VOID.*

If a re-appraisal in this regard is required, it will be made at an additional charge and upon receipt of any additional information requested (i.e., what the toxic waste and/or the contaminate is and the estimated cost of removal) by the appraiser.

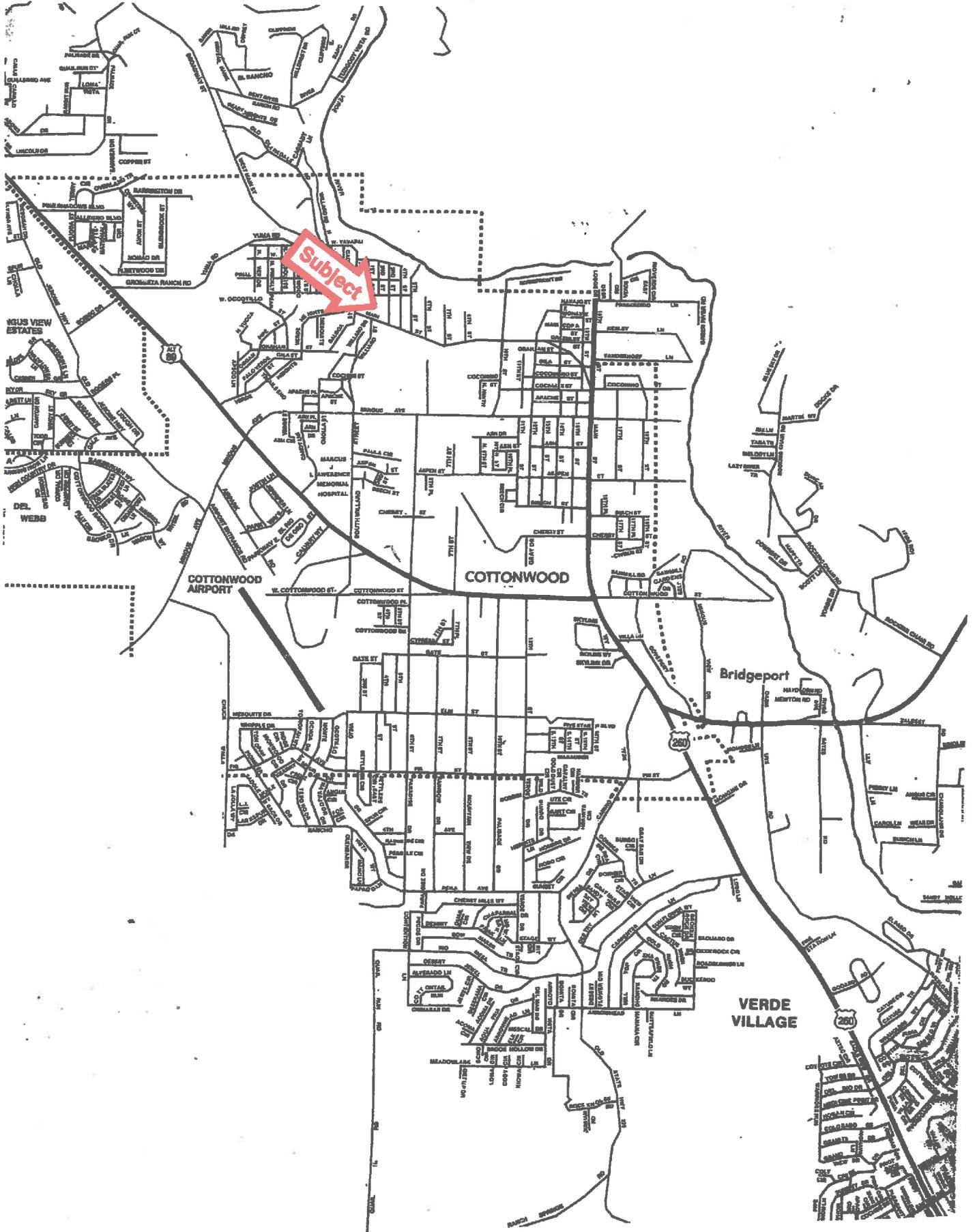
## **Property Description**

Two-level multi-purpose building located at 719-791 N. Main Street, Cottonwood, Arizona. It has been owned by the City of Cottonwood since 1982 according to public records.

Upper Level	2,429 sq. ft	Vacant (no recent tenant)
Lower Level	<u>3,171</u> sq. ft.	Leased to Paw Boutique, a thrift store
	5,600 sq. ft.	

## **Zoning:**

C-1 Light Commercial, City of Cottonwood. A variety of uses possible including retail sales, restaurants, repair services, offices, medical facilities, and auto related uses.



Subject

COTTONWOOD AIRPORT

COTTONWOOD

Bridgeport

VERDE VILLAGE

260

260

## **Improvements**

Two-level building, garden level basement with former garage in back at street grade. Upper level originally a church. Masonry, block exterior walls with stucco over. Upper level in fair-poor condition. Old hardwood floor, wood double hung windows. Plywood panel ceilings, plaster walls, no restroom, floor space heater. Lower level has exposed concrete floor, one large open room, two restrooms (one inoperable), a small office, 2 evaporative coolers and 2 window A/C units, and space heaters. There are 3 entry/exit doors, on three separate sides. Partial sidewalks exist, also a large gravel parking area on northeast part of the 0.5 acre lot.

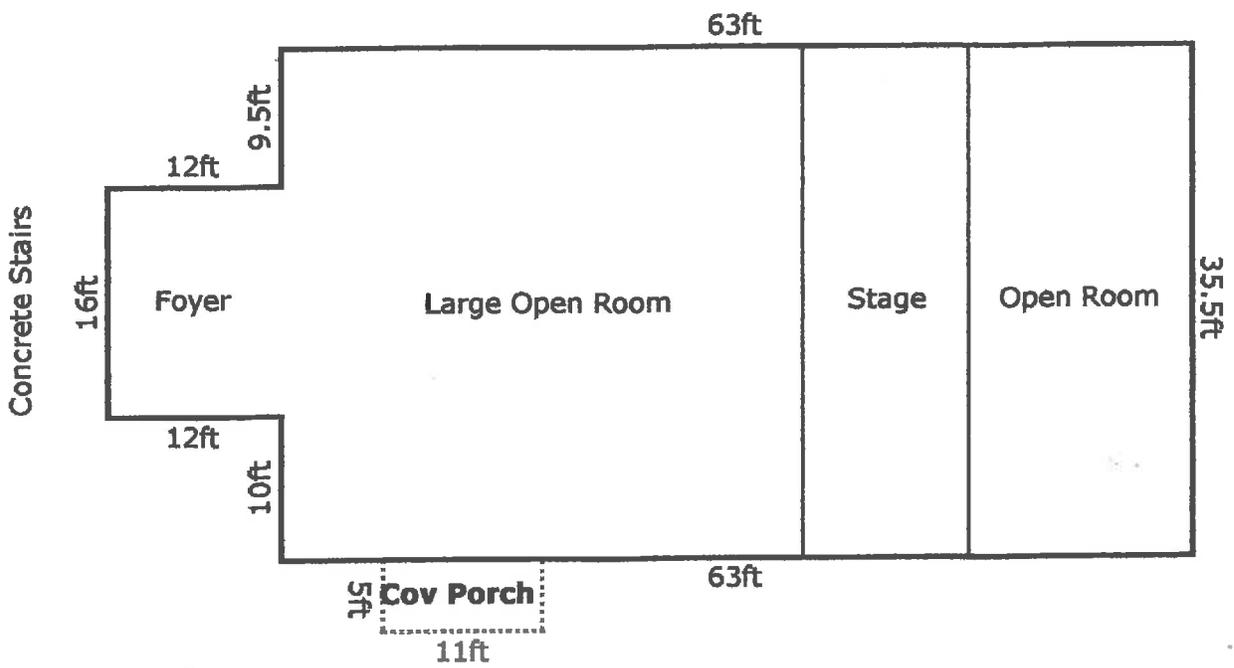
## **Site**

0.50 acre site (as per public records). County plat shows 3 distinct areas but one parcel number. Lot has gradual downslope to front (street) side. There is a deep wash at the southeast corner of the small triangular vacant parcel, also city owned.

## **Parking**

There is paved parking along the east side of the building at the Thrift Shop entrance, 5 or 6 spaces. There is room for 2-3 cars on the north side (garage) with a concrete apron. There is a large gravel non-striped parking area in the northeast corner of the lot.

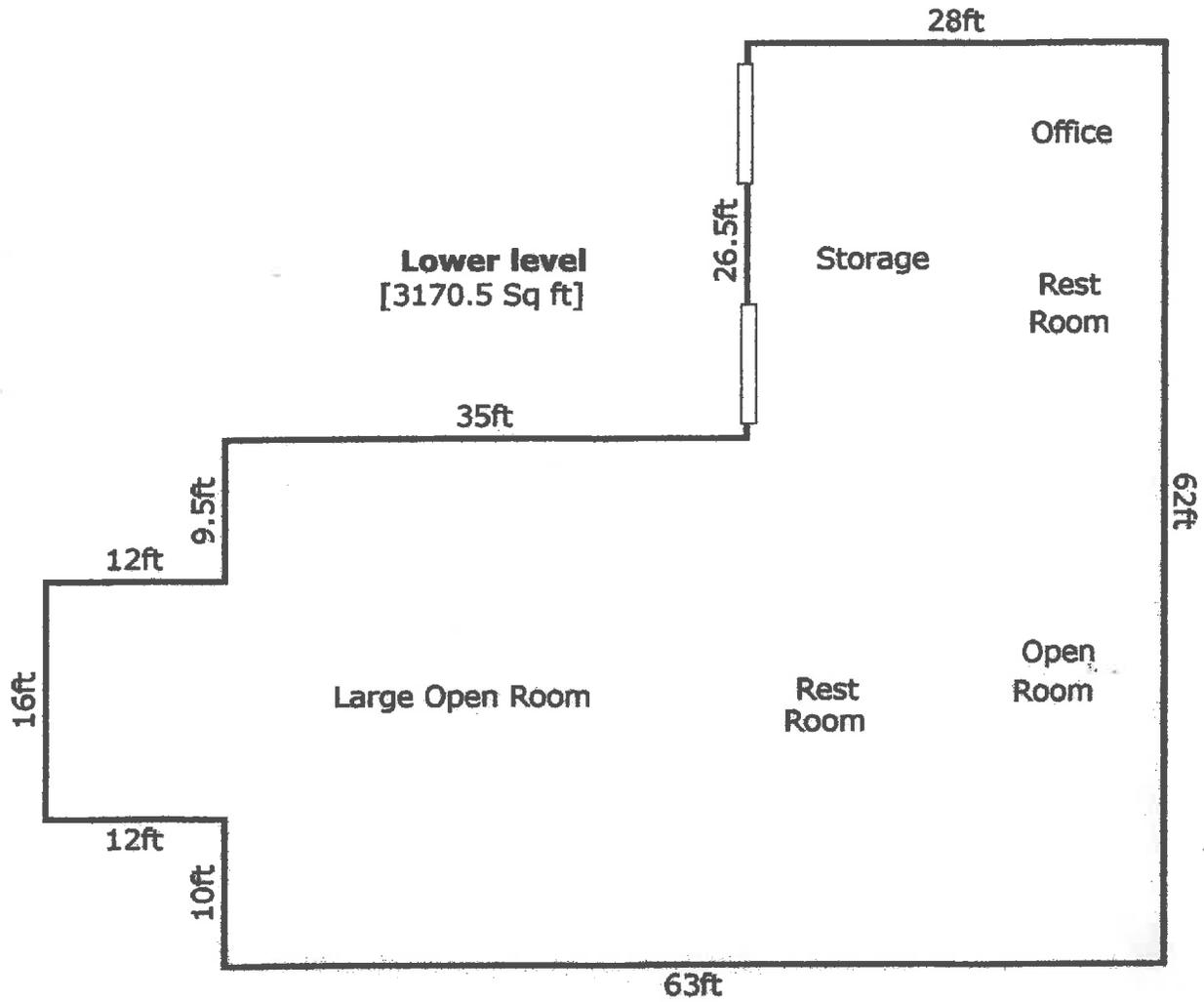
**Upper Level**  
[2428.5 Sq ft]



TOTAL Sketch by a la mode, inc.

**Area Calculations Summary**

		Calculation Details
<b>Living Area</b>		
Upper Level	2428.5 Sq ft	$35.5 \times 63 = 2236.5$ $12 \times 16 = 192$
<b>Total Living Area (Rounded):</b>	<b>2429 Sq ft</b>	
<b>Non-Living Area</b>		
Cov Porch	55 Sq ft	$11 \times 5 = 55$



TOTAL Sketch by a la mode, Inc.

**Area Calculations Summary**

Living Area		Calculation Details
Lower level	3170.5 Sq ft	$16 \times 12 = 192$ $35.5 \times 35 = 1242.5$ $28 \times 62 = 1736$
<b>Total Living Area (Rounded):</b>	<b>3171 Sq ft</b>	

## **HIGHEST AND BEST USE**

### **As Vacant**

The highest and best use of the site, as if vacant, is a new office building, a medical office building, a retail building, or any structure permitted by zoning.

### **As Improved**

The highest and best use of the site, as improved, is the current use as a Thrift Shop in the lower level. The upper level is not rentable without repairs and has limited functional utility, being laid out as a church or auditorium.

## **LAND VALUATION**

On the following page is a Summary of the most recent comparable vacant Land Sales and Listings in Cottonwood.

<b>SUMMARY OF COTTONWOOD LAND SALES (Before Adjustment)</b>						
<b>Sale No.</b>	<b>Location A.P.N.</b>	<b>Zoning</b>	<b>Sale Date</b>	<b>Sale Price</b>	<b>Size/ Acres</b>	<b>Price/ Sq. Ft.</b>
1.	1 Cove Parkway APN 406-04-034G	C-1	11/12	\$299,000	3.07	\$2.24
2.	1308 E. Cherry Corner of 12th Street APN 406-42-094V	C-1	12/12	\$225,000	2.60	\$1.99
3.	1025 N. Cactus APN 406-22-041B	C-1	11/11	\$70,000	0.29	\$5.54
4.	683 N. Main & 8th St APN 406-38-127A	C-1	01/12	\$65,000	0.59	\$2.53
5.	802 N. Main Street APN 406-32-049	C-1	Listing	\$149,700	0.17	\$20.33
	Subject	C-1	N/A	N/A	0.50 acres	N/A

**Comps 1 and 2** are not in or near Old Town Cottonwood, but are the most recent Cottonwood land sales.

**Comp 1** is a recent cash sale. This is a level corner site with utilities adjacent. It is located one block east of the Safeway anchored neighborhood shopping center and across the street from residential townhouses. The location is inferior with much less visibility.

**Comp 2** is a recent sale of a 2.6 acre level, corner site at 12th Street and Cherry. This was a foreclosure related sale. This is one long block north of SR 89A and a secondary location, very inferior to the subject.

**Comp 3** is one-half block west of N. Main Street behind Orion Bakery and the prime retail section of Old Town Cottonwood. It was purchased by the City of Cottonwood for public parking.

**Comp 4** is not in Old Town, but one half mile South at the corner of 8th Street. It was an REO Bank owned sale. Mostly level lot, but has a wash at corner with N. Main draining from across Main Street which is higher.

**Comp 5** is an improved site of 3 adjacent lots located 2 blocks south at the turn of N. Main Street. There are older buildings which would need to be removed. The property is currently rented on a month to month basis for \$250.00 per month. There is a billboard at the back of the property that is rented for \$500.00 per year.

The characteristics of each comparable are now adjusted in relation to the subject characteristics (size, sale date, location, utilities, etc.,) and their differences are quantified in the Adjustment Chart which is found on the following page.

**LAND SALES ADJUSTMENT SUMMARY (IN %)**

Sale No.	Sale Price per Sq. Ft.	Prop. Rights	Cond. Sale	Terms / Financing	Sale Date Adj.	Adj. Price	Location / Access	Size/ Acres	Zoning	Frontage Corner Shape	Utilities	Net Adj. %	Adjusted Price / Sq. Ft.
1	\$2.24	Fee	Market	Cash Equivalent	11/12	\$2.24	1 Cove Parkway 35%	3.07 ac 40%	C-1	Corner -2%	Inferior 15%	88%	\$4.21
2	\$1.99	Fee	REO 20%	Cash Equivalent	12/12	\$2.39	1308 E. Cherry 35%	2.60 ac 35%	C-1	Corner -5%	Inferior 10%	75%	\$4.18
3	\$5.54	Fee	Spec -20%	Cash Equivalent	11/11	\$4.43	1025 N. Cactus 30%	0.29 ac -10%	C-1	Similar	Inferior 10%	30%	\$5.76
4	\$2.53	Fee	Market	Cash Equivalent	11/11	\$2.53	683 N. Main St 25%	0.59 ac 3%	C-1	Infer. +15%	Similar 0%	43%	\$3.62
5	\$20.33	Fee	Imp's -15%	Cash Equivalent	Listing -30%	\$11.18	802 N. Main St -10%	0.17 ac -20%	C-1	Similar	Similar	-30%	\$7.83
	Subject		N/A		N/A		719-791 N. Main St	0.50 ac	C-1	N/A	N/A		N/A

Comp 1 has a slightly superior location. The other four required upward adjustments for location as the subject location is superior. Comps 1 required some downward adjustment for market decline. The smaller sites required downward adjustments for size because of the economies of scale (smaller sites sell for more per unit than larger sites). Most of the comps are similar in topography, but most are inferior in location and utilities which required upward adjustments.

The indicated values range from \$3.62 to \$7.83 per sq. ft. after adjustment. Most weight is assigned to the four closed sales. Comps 3 and 4 are closest in location in or near Old Town. Comp 5 is an unsold listing, but is also very close in location.

Based on the above analysis, an index of \$4.50 to \$5.00 per square foot is estimated. The midpoint or \$4.75 is selected.

0.50 acres = 21,780 square feet

21,780 x \$4.75 = \$103,455

\$103,000 (rounded)

#### **LAND VALUE CONCLUSION**

**\$103,000**

## Sales Comparison

COTTONWOOD IMPROVED COMPARABLE SALES							
Sale No.	Location A.P.N.	Sale Date	Land Size/ Sq. Ft.	Bldg. Size Age	Sale Price	Lot Coverage	Price/ Sq. Ft. Bldg.
1.	1060 N. Main St APN 406-22-048	05/12	3,049	3,601 1921	\$115,000	0.84	\$32
2.	516 E SR 89A APN 406-06-279B	05/13	65,776	12,561 1941	\$375,000	5.24	\$30
3.	600 First North St APN 400-03-117B	01/12	54,014	10,171 1917	\$205,000	6.35	\$20
4.	19 N. Main St. APN 406-43-010	01/12	23,217	2,655 1975	\$135,000	8.74	\$51
5.	102 E Pima St APN 406-34-052	Listing	10,454	5,271 1960	\$229,000	1.98	\$44
	Subject	N/A	21,780	5,600 1930's	N/A	7.03	N/A

**Comp 1** is a two-level commercial building at the far north end of Old Town, Cottonwood. It is an older (1921) one-story building of block and stucco, size 1,000 sq. ft. with a second floor apartment of 600 sq. ft. It was recently purchased by a local restaurant owner for an upscale pizza restaurant. The original list price was \$189,000 and the feeling among Realtors is that the cash sale was below market value.

**Comp 2** is a recent sale of another old (1941) masonry building on State Route 89A just west of Sixth Street, known as Clemencau Plaza. Originally it was a hopper for the terminus of the Verde Railroad serving the Jerome Copper mines. (The smelter was across the current street). The building consists of 11 one-story retail and office suites, and 10 mini storage units. The retail-office comprises 11,000 sq. ft., the mini-storage only about 2,000 sq. ft. in a 2nd building in the rear. This was an REO sale and the tenants had mostly vacated. Occupancy was under 25% at the time of sale.

**Comp 3** is a former grade school building in Clarkdale. It was built in 1917 and is somewhat similar to the subject in floor layout and utility. It is also 1.5 story with a lower level front at grade and a full basement and partial crawl space. It had some improvements over the past 10-15 years including newer aluminum double pan windows throughout and newer HVAC units mounted on the roof. The main second floor, like the subject, has hardwood floors and there are 9 classrooms. Two bathrooms are functional.

The building was purchased in March, 2006 for \$550,000 with the intention of converting it to a Bed and Breakfast. The owner's plans changed when the economy became poor. Although the property was appraised for \$250,000 in September, 2011, it sold for \$205,000 a few months later.

**Comp 4** is a sale located 2 lots north of Mingus Ave. on N. Main St. There are two older stucco and block buildings, a retail store in front with 2 restrooms, and a warehouse in back with 3 roll-up doors. Condition was fair to low average. Good visibility but some deferred maintenance. REO sale, was on market 13 months.

**Comp 5** is a current listing of a church property with C-1 zoning in Cottonwood, located a half-block east of North Main Street in Old Town Cottonwood. There are two one-story buildings, one an active church, with 2 restrooms; the other a multi-purpose building/hall with several rooms and one restroom.

The comparables range from \$20 to \$51 per sq. ft. before adjustments. An adjustment chart follows which compares and adjusts the comparables in relation to the subject .

**719-791 N. MAIN SUMMARY OF ADJUSTMENTS**

<b>Item</b>	<b>Subject</b>	<b>Comp 1</b>	<b>Comp 2</b>	<b>Comp 3</b>	<b>Comp 4</b>	<b>Comp 5</b>
Price Per SF	-	\$32	\$30	\$20	\$51	\$44
Sale Date	-	5/12	5/13	1/12	1/12	Listing
Lot Size	0.50 ac	0.07 ac	1.51 ac	1.24 ac	0.53 ac	0.24 ac
<b>Adjustments</b>	-					
Prop Rights Conveyed	-	Fee	Fee	Fee	Fee	Fee
Financing Terms	-	conventional	conventional	conventional	conventional	n/a
Conditions of Sale	-	market	15%	15%	market	n/a
Market Conditions	-	0%	0%	0%	0%	-10%
Adjusted Value	-	\$32	\$35	\$23	\$51	\$40
<b>Physical Elements</b>						
Location/Access		0%	-10%	30%	-5%	10%
Age/Condition		0%	0%	0%	-5%	-10%
Size (Sq. Ft.)	5,600	-10%	-8%	-7%	-12%	-1%
Quality/Appeal		10%	0%	10%	10%	-5%
Site Coverage Ratio		20%	-5%	-4%	-2%	12%
Net Percentage Adjustments		20%	-23%	29%	-14%	6%
<b>Value Indication/Sq. Ft.</b>		<b>\$38</b>	<b>\$27</b>	<b>\$30</b>	<b>\$44</b>	<b>\$42</b>

After adjustment for their differences in relation to the subject, the comparables range is \$27 to \$44 per sq. ft. No time adjustments are indicated. A downward adjustment is indicated for Comp 5, being an unsold listing. All of the four closed sales were for cash or terms equivalent to cash, but Comps 2 and 3 were REO sales which required small upward adjustments. The other adjustments were for location, building size, age, and quality. In addition, because land sizes vary, the lot coverage ratios also required adjustments.

Most weight is assigned to Comps 1 and 4 which are most similar overall. Their indices are \$38 and \$44 per sq. ft. An index of \$40 per sq. ft. is estimated for the subject.

$$5,600 \text{ sq. ft.} \times \$40 = \$224,000$$

**\$224,000**

**Sales Comparison Conclusion**

**\$224,000**

## RECONCILIATION AND FINAL VALUE CONCLUSION

The Sales Comparison Approach was used to value both the property as improved and the land as if vacant. An Income Approach was not indicated because the upper level is not rentable without remodeling and the property has no market rental history. It is leased for only \$1.00 per year as a nonprofit community service entity.

The estimated values are as follows:

Land Valuation	\$103,000
Sales Comparison Approach	\$224,000

Based upon the above analysis, the Market Value of the Fee Simple interest in the property as of June 7, 2013, is estimated at:

**\$224,000**

**(TWO HUNDRED TWENTY FOUR THOUSAND DOLLARS)**

A market exposure period of 15-18 months is estimated.

**EXHIBITS**

**Subject Photographs**



**Front Along Main Street**



**West End**

## Subject Photographs



Northeast Corner



North Side

**Subject Photographs**



**Thrift Shop Entrance, East End**



**Street View**

## Subject Photographs



Lower Level Interior



Lower Level Interior

## Subject Photographs



Lower Level Office



Lower Level Restroom

## Subject Photographs



Upper Level Interior



Upper Level Room Behind Stage

**Subject Photographs**



**Upper Level Windows**

## Comparable Photographs



Comp 1



Comp 2

## Comparable Photographs

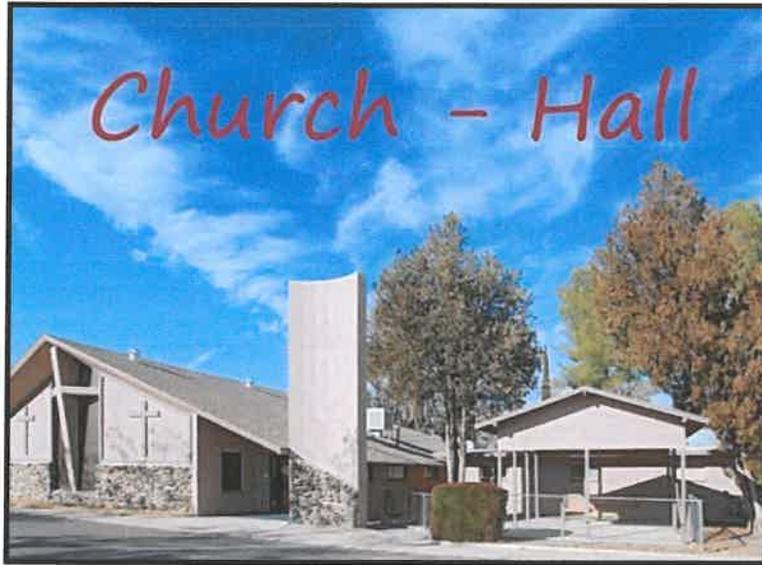


Comp 3



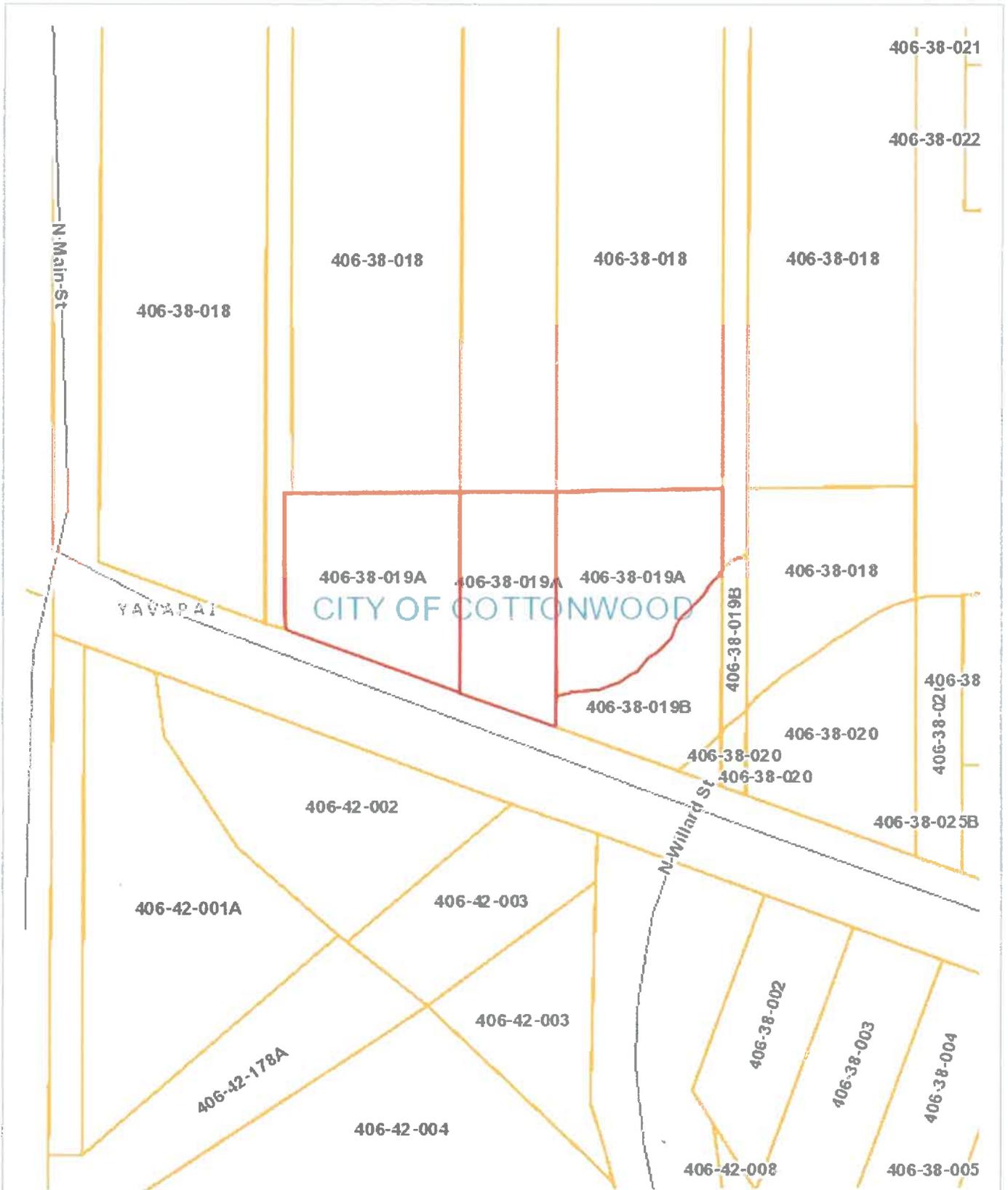
Comp 4

**Comparable Photographs**



**Comp 5**

# PARCEL MAP



*Disclaimer: Map and parcel information is believed to be accurate but accuracy is not guaranteed. No portion of the information should be considered to be, or used as, a legal document. The information is provided subject to the express condition that the user knowingly waives any and all claims for damages against Yavapai County that may arise from the use of this data.*

## **ASSUMPTIONS AND LIMITING CONDITIONS**

This appraisal is subject to the following conditions:

1. The Legal Description furnished the Appraiser is assumed to be correct.
2. No Title report was furnished for the appraiser's review, unless identified expressly in the report. I assume no responsibility for matters legal in character, nor do I render any opinion as to title, which is assumed to be marketable. All existing liens, encumbrances, and assessments have been disregarded, except where noted, and the property is appraised as though free and clear, under responsible ownership and competent management.
3. Unless otherwise noted herein, it is assumed that there are no encroachments, zoning, or restrictive violations existing in the subject property.
4. No opinion is intended to be expressed on matters which require legal expertise or specialized investigation beyond that customarily employed by real estate appraisers.
5. The exhibits in this report are included to assist the reader in visualizing the subject property. I have made no survey of the property and assume no responsibility in connection with such matters.
6. The description of the total valuation of this report between land and improvements (if there are improvements) applies only under the existing program of utilization. The separate valuations for land and improvements must not be used in conjunction with any other appraisal and are invalid if so used.
7. The statements of value and all conclusions shall apply as of the date shown herein.
8. I have viewed, to the extent possible, by observation, the land; however, it was impossible to personally inspect conditions beneath the soil; therefore, no representations are made as to these matters unless specifically considered in the appraisal. A soil report was completed and reviewed prior to development of the subject and cited in the original appraisal. I have no reason to believe that soil conditions have changed.
9. I have no expertise in the judgment of toxic substances and cannot render an informed opinion whether these substances exist, or have an adverse effect on the property. I assume, unless otherwise stated, that such conditions do not adversely affect the marketability.

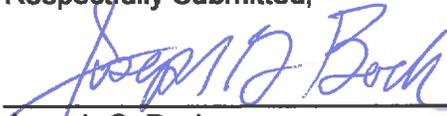
10. No engineering survey has been made by me. Except as specifically stated, data relative to size and area was taken from sources considered reliable. Furthermore, no warranty is implied with regard to physical or structural deficiencies which are were disclosed to the appraiser and noted herein.
11. I assume no responsibility for unseen economic factors which may significantly effect the values reported herein, such as changes in mortgage interest rates, demands and supplies which may have a significant impact upon real estate value.
12. The appraiser assumes no responsibility for determining if the property requires environmental approval by the appropriate governing agencies, nor if it is in violation thereof, unless otherwise noted herein.
13. Information, estimates, and opinions contained in this report are obtained from sources considered reliable; however, no liability for them can be assumed by the appraiser.
14. I reserve the right to make such adjustment to the valuation herein reported, as may be required by consideration of additional data or more reliable data that may become available.
15. The appraiser may not be required to give testimony or to appear in court by reason of this appraisal, unless prior arrangements have been made.
16. I have personally inspected the property, and have made an exterior inspection of all comparables listed in the report.
17. The appraiser has no present or contemplated future interest in the real estate that is the subject of this appraisal report.
18. This evaluation has been made in conformity with the Uniform Standards of Professional Practice (USPAP) as promulgated by the Appraisal Foundation.
19. No one other than the undersigned prepared the analysis, conclusions, and opinions concerning the real estate that are set forth in this appraisal report.
20. My compensation is not contingent upon the appraised value of the property, or any actions or events resulting from the analysis, opinions, or conclusions of the appraised value.
21. The liability of Joseph G. Bock, Bock Appraisal Services, and/or independent contractor(s) is limited to the client only and to the fee actually received. Further, there is no accountability, obligation, or liability to any third party. The appraiser is in no way to be held responsible for any costs incurred to discover or correct any deficiencies of any type present in the property; physically, financially, and/or legally.

## CERTIFICATION

The undersigned does hereby certify, except as otherwise noted in this appraisal report, that to the best of my knowledge and belief:

1. The statements of fact contained in this report are true and correct.
2. The reported analyses, opinions and conclusions are limited only by the reported assumptions and limiting conditions and are my personal, unbiased professional analysis, opinions, and conclusions.
3. I have no present or prospective interest in the property that is the subject of this report and no person interest or bias with respect to the parties involved.
4. I have no bias with respect to the property that is the subject of this report or to the parties involved with this assignment.
5. My engagement in this assignment was not contingent upon the development or reporting of a predetermined result.
6. My compensation for completing this assignment is not contingent upon the development or reporting of a predetermined value or direction in value that favors the cause of the client, the amount of value opinion, the attainment of a stipulated result, or the occurrence of a subsequent event directly related to the intended use of this appraisal.
7. My analyses, opinions, and conclusions were developed, and this report has been prepared, in conformity with, the *Uniform Standards of Professional Appraisal Practice (USPAP)*.
8. To the best of my knowledge and belief, the reported analyses, opinions, and conclusions were developed, and this report has been prepared, in conformity with the requirements of the Code of Professional Ethics and Standards of Professional Practice of the Appraisal Institute.
9. My engagement in this assignment was not conditional upon my appraisal producing a specific value or a value with a given range. Future employment prospects were not based upon whether a loan application (if applicable) is approved. No pressure was placed upon me to estimate a specific value. Furthermore, the appraisal assignment was not based on a requested minimum valuation, a specific valuation, or the approval of a loan.
10. No one other than the undersigned prepared the analysis, conclusions, and opinions concerning the real estate that are set forth in this appraisal report.
11. No one provided significant real property appraisal assistance to me.
12. I state that I have the knowledge and experience necessary to complete the assignment competently.
13. I have made an on-site personal inspection of the real property that is the subject of this report.

Respectfully Submitted,

  
\_\_\_\_\_  
Joseph G. Bock  
Certified General R.E. Appraiser #30844  
State of Arizona, Expiration Date 04/30/2014

# RESUME AND QUALIFICATIONS

## JOSEPH G. BOCK Real Estate Appraiser

145 Mogollon Drive  
Sedona, AZ 86336

Phone: (928) 282-0850  
bockappraise@commspeed.net

**EXPERIENCE** 40 years in Appraisal and Real Estate (last 33 years as Appraiser)

### EMPLOYMENT HISTORY

- June 1996 – present Independent Commercial Fee Appraiser  
Sedona, Verde Valley (Cottonwood, Cornville, Clarkdale, Camp Verde, Rimrock) Prescott, Flagstaff  
also Commercial & Land Sales, Coldwell Banker 1<sup>st</sup> Affiliate, Sedona AZ, Jan. 1998- March 2000, in addition to appraising
- 1993 – 1996 Senior Appraiser, San Francisco Federal, San Francisco, CA  
Real Estate Advisory Group  
Appraised Commercial, Land and Residential Subdivisions in San Francisco Bay Area & Southern CA (Company closed in 1996, acquired by 1<sup>st</sup> Nationwide Bank)
- 1990 – 1992 American Appraisal Associates, San Francisco, CA  
Senior Appraiser: Valued Commercial properties in six western states
- 1986 – 1989 Owner, Commercial & Residential Appraisal Firm, 2 employees, Denver, CO
- 1978 – 1985 Midland Federal Savings, Denver, CO  
Assistant Vice-President; Senior Appraiser and Review Appraiser  
Residential and Commercial
- 1976 – 1977 Real Estate Broker: Merrill Lynch Relocation Co., Des Plaines, IL  
Marketed residential properties purchased from transferred employees
- 1971 – 1975 Real Estate Broker and Salesman, Arlington Heights, IL  
Baird and Warner, a 30 office firm. Life Member, Million Dollar Club 1974

### PROFESSIONAL AFFILIATIONS

State Certified General Real Estate Appraiser, Arizona  
License/Certificate CGREA No. 30844 since April 1996  
State Certified General Real Estate Appraiser; California (Cert. No. AG005273) 1992-1997  
Appraisal Institute & Society of Real Estate Appraisers, Associate Member 18 years  
International Right of Way Association Member since 1999  
Graduate: Realtor's Institute, GRI designation, 1975  
Real Estate Broker's License, Arizona, current  
Real Estate Instructor; Triton Community College, River Grove, IL 1975-1977

### EDUCATION

Loyola University, Chicago, IL – Bachelor of Science Degree  
Appraisal Institute, NAIFA, Society R.E. Appraisers, over 20 full courses (5 days each)  
Appraisal classes (1-2 days each; over 70) taken for State license renewals since 1992  
Red Rock Comm. College, Denver, CO; Solar energy, R. E. Development courses, 1989

**REFERENCES** References and Client list available upon request.



## City of Cottonwood, Arizona

### City Council Agenda Communication



 Print

Meeting Date:	November 12, 2013
<b>Subject:</b>	Preliminary Draft of Cottonwood General Plan Update
Department:	Development Services
From:	Charlie Scully, Long-Range Planner

#### **REQUESTED ACTION**

Review and direction regarding public review process for the General Plan Update.

#### **SUGGESTED MOTION**

If the Council desires to approve this item the suggested motion is: N/A

#### **BACKGROUND**

The Preliminary Draft of the Cottonwood General Plan Update is ready for review by the City Council. The Plan has been developed over the past year with presentations, review and input provided through a series of public visioning workshops, Planning and Zoning Commission review, and Parks and Recreation Commission review. The advisory General Plan Steering Committee met 10 times earlier this year to consider each chapter in detail. City staff from a number of disciplines contributed to the development of the Plan.

With City Council direction, the next step will be to distribute the Preliminary Draft for initial public review to various public agencies, community organizations and individuals. Input and feedback will help to further refine the Plan. Public Open House events are planned for December and January. In late January there will be a second round of distributions of the Draft Plan associated with the required 60-day public notification period for the public hearings which are conducted by the Planning and Zoning Commission and City Council. The public will vote on the Plan in November 2014.

There are a number of changes and new material included in the Draft General Plan. Staff will provide information regarding the specific changes at the City Council work session.

#### **JUSTIFICATION/BENEFITS/ISSUES**

##### **REVIEW PROCESS**

##### **COMPLETED:**

**2012 – 2013:** Staff review, analysis and update of draft General Plan.

**October – November 2012:** Public Visioning Workshop Series.

**January - June 2013:** 10 Meetings: General Plan Steering Committee.

**January – June 2013:** Monthly presentations: Planning and Zoning Commission.

**October 2013:** Distribution of preliminary Draft Plan to City Council. (Done)  
**October 2013.** Updated plan and maps posted to City website: (Done)  
**October 10, 2013:** Joint Session: Parks and Recreation Commission – P&Z Commission

**PLANNED EVENTS:**

**November 12, 2013:** City Council Presentation.  
**November:** Distribution of Preliminary Draft Plan and notice of Open House events. Send link by email to agencies, community groups, staff, boards and commissions and the public.

**December 12, 2013:** Open House Event. Cottonwood Recreation Center: 5:30 pm – 7:30 pm.  
**January 9, 2014:** Open House Event. Cottonwood Recreation Center: 5:30 pm – 7:30 pm.

**60-DAY REQUIRED NOTIFICATION PERIOD.**

**By January 15:** (for March 17 P&Z hearing) Revised Plan is circulated a 2nd time to required agencies and the public for review and comments. Distribution by e-mail with notice and links to city website. Additional Public presentations can be scheduled with City Council and/or others during this period.

**TENTATIVE PUBLIC HEARING DATES:**

**March 17, 2014:** Planning and Zoning Commission conducts required “public hearing” to gather input. March 17 is regular meeting or special meeting can be scheduled.  
**April 8 or 15, 2014:** The City Council holds required Public Hearing to gather input. (Consideration of Resolution to approve Plan scheduled for a follow up meeting.)  
**April-May:** Final Plan is prepared based on all input and Council review.  
**May 6, 2014:** City Council considers adoption of Final Plan by Resolution.  
**May-June:** Ballot preparation for November vote.

**PUBLIC VOTE**

**November 4, 2014:** General Plan 2025 on the ballot for public ratification.

**COST/FUNDING SOURCE**

**ATTACHMENTS:**

Name:	Description:	Type:
 <a href="#">General Plan Update Summary.docx</a>	General Plan Update Summary	Backup Material



# TABLE OF CONTENTS

## I. INTRODUCTION

- A. Plan Purpose & Organization
  - *What is a General Plan?*
- B. Legislative Requirements for General Plans
- C. Plan Elements
  - *Introduction and Guide for Plan Development*
  - *Organization of Each Element*
  - *General Plan Maps*
- D. Cottonwood History
- E. Population Estimates
- F. Regional Setting
  - *The Greater Cottonwood Area*
  - *The Verde Valley*
  - *Yavapai County*

## 2. VISION AND VALUES

- A. “Respecting the Past, Focused on the Future”
- B. Mission and Vision Statements
- C. Guiding Principles
- D. Community Vision Program
- E. Vision Foundation: Small Town Qualities, Regional Center, Natural Setting

## 3. LAND USE

- A. Introduction
- B. Legislative Requirements
  - *Aggregate Requirements*
- C. Key Issues
- D. Land Development Overview
  - *Existing Zoning*
  - *Approved Development Lots*
- E. Land Use Classifications
- F. Planning Sub-Areas
- G. Sub-Area Planning Process
- H. Annexation
- I. Urban Design
- J. Local Systems
  - *Local Food Systems*
  - *Verde Valley Wine Industry*
- K. Goals & Objectives



## **4. CIRCULATION**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Regional Partners
  - *Verde Valley TPO*
  - *NACOG*
  - *Yavapai County*
  - *ADOT*
- E. Street Classification System
- F. Traffic Counts
- G. System Planning Issues
  - *Introduction*
  - *Regional Coordination*
  - *Corridor Planning*
  - *Complete Streets*
  - *Traffic Mitigation*
  - *Capacity Planning*
  - *Traffic Calming*
  - *Roundabouts*
  - *Access Management*
  - *ADA Planning*
- H. Multi-Modal Transportation Planning
  - *Bicycle Planning*
  - *Pedestrian Planning*
  - *Public Transit*
- I. Proposed Circulation Projects
- J. Goals & Objectives

## **5. OPEN SPACE AND PARKS**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Inter-Agency Coordination
- E. Resource Protection
- F. Major Open Space Areas
- G. Parks and Recreation Facilities
- H. Recreational Trails and Access
  - *Trail Development Process*
- I. Economic Benefits of Open Space, Trails and Parks
- J. Open Space Funding and Implementation Strategies
- K. Goals & Objectives



## **6. GROWTH AREA**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Growth Estimates
- E. Planned Area Developments
- F. Growth Areas
- G. State Trust Lands
- H. Goals & Objectives

## **7. ENVIRONMENTAL PLANNING**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Environmental Planning
  - *Air Quality*
  - *Water Quality*
  - *Natural Resources*
  - *Recycling and Resource Recovery*
  - *Energy Conservation*
- E. Goals & Objectives

## **8. WATER RESOURCES**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Water Resources
  - *Regional Use and Demand*
  - *Hydro-Geologic Conditions*
  - *Legally Available Water*
  - *Water Quality*
  - *Regional Water Management Activities*
- E. Water Conservation
  - *Education and Outreach*
  - *Incentivized Conservation*
  - *Mandatory Conservation*
- F. Cottonwood Drought And Water Shortage Preparedness Plan
- G. Goals And Objectives

## **9. COST OF DEVELOPMENT**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Funding Mechanisms
- E. Financing Authorities
- F. Goals & Objectives



## **10. HOUSING**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Housing Background
- E. Housing Resource Agencies
- F. Housing Strategy
  - *Community Partnerships*
  - *Regional Coordination*
  - *State and Federal Programs*
  - *Special Needs Housing*
  - *Zoning Ordinance Amendments*
  - *Economic Development and Housing Coordination*
- G. Goals & Objectives

## **11. HISTORIC PRESERVATION**

- A. Introduction
- B. Legislative Requirements
- C. Key Issues
- D. Treatments for Historic Preservation
  - *Secretary of the Interior's Standards for Rehabilitation*
- E. Historic Preservation Programs
- F. Benefits of Historic Preservation
- G. Goals & Objectives

## **12. PLAN ADMINISTRATION**

- A. Plan Development and Citizen Review
- B. General Plan Amendments
  - *Determining when Amendment is Necessary*
  - *Major Amendments*
  - *Minor Amendments*
  - *Major Amendment Procedures and Requirements*

## **APPENDIX**

- I. Community Vision Workshop Comments
- II. Cottonwood Projects & Accomplishments 2003-2013
- III. Definitions
- IV. References
- V. Correspondence and Comments



## **PLAN SUMMARY**

### **Chapter 1. Introduction:**

Describes the location and context for the City of Cottonwood. Summarizes the plan structure and planning process. Introduces foundation organizing principles for the plan.

### **Chapter 2. Vision and Guiding Principles:**

Articulates the community vision for Cottonwood over the next decade, and provides a series of Guiding Principles that serve as a bridge between the Vision Statement and the Goals and Objectives set forth in each of the *General Plan 2025* elements.

### **Chapter 3. Land Use Element:**

Designates the proposed general distribution, location and extent of such uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and such other categories of public and private uses of land that may be appropriate in the City. Describes sub-area planning strategies.

### **Chapter 4. Circulation Element:**

Consists of the general location and extent of existing and proposed highways, arterial streets and collector streets. Describes pedestrian planning, bicycle routes, transit and other modes of transportation. Expands on various system planning elements. Displays traffic count data. Identifies proposed transportation projects.

### **Chapter 5. Open Space and Parks Element:**

Describes major open space areas, recreational resources and designations of access points to open space areas; an analysis of forecasted open space needs; and implementation strategies to promote a regional system of integrated open space.

### **Chapter 6. Growth Area Element:**

Identifies potential development areas that support the efficient use of existing infrastructure and/or the coherent expansion of infrastructure systems, as well as multi-modal transportation options, including bicycling and walking, and a planned concentration of various uses, such as residential, commercial, office, tourism and employment type uses.

### **Chapter 7. Environmental Planning Element:**

Contains analysis, policies and strategies to address anticipated effects, if any, associated with potential future development as it relates to air quality, water quality and natural resource conditions.

### **Chapter 8. Water Resources Element:**

Describes surface water, groundwater and effluent sources. Provides analysis of how the future growth projected in the general plan will be adequately served by the legally and physically available water supply or a plan to obtain additional necessary water supplies.



**Chapter 9. Cost of Development Element:**

Identifies funding mechanisms used to finance public service needs generated by new development and identifies related policies to ensure such mechanisms are applied in a beneficial manner that is fair and equitable.

**Chapter 10. Housing Element:**

Identifies key housing issues and related resources, including housing agencies, programs and strategies. Provides information on local, state and federal programs to support housing goals. This element provides a conceptual framework to help better understand and improve the existing and projected housing needs of the community.

**Chapter 11. Historic Preservation:**

Includes summary of key historic preservation strategies and programs. Includes an overview of existing and potential programs and approaches to enhance historic preservation in Cottonwood.

**Chapter 12. Plan Administration:**

Describes the policies and procedures for developing the *General Plan 2025* and for considering any future amendments.



# I. Introduction

## A. PLAN PURPOSE & ORGANIZATION

The General Plan for the City of Cottonwood is intended to guide and direct future growth and development decisions in the City for the next decade and beyond. The plan is built upon the 2003-2013 General Plan with consideration of the changes that have occurred over the past decade.

This Plan was developed in 2012-2013, with guidance and direction from the public, as well as the General Plan Steering Committee, Planning and Zoning Commission, City Council and various other agencies and organizations. The process has included public surveys, open houses, workshops and various public meetings and presentations. It is the intent of this Plan to reflect the hopes and dreams of the community for a positive, healthy, prosperous and meaningful future:

- A city of opportunities, that is “respectful of its past and focused on its future”
- A prosperous and confident place that recognizes it is blessed with a tremendous physical beauty and location, great people and cooperative neighbors.
- A city that welcomes and appreciates diversity and embraces change as it comes.
- A city that is committed to being adaptable and forward-thinking while maintaining its core values.
- A city that cares about its people and its future.

## What is a General Plan?

The general plan provides the basis for public policy concerning land use and facility development. The plan establishes a common vision for the community, which in turn guides decision making by public officials. The vision is developed in response to input from citizens, organizations, agencies and appointed and elected officials. Each Element of the General Plan includes narrative background, associated references to related programs, and Goals and Objectives that are intended to guide future decisions regarding growth and development.

The General Plan promotes regional coordination with other land management agencies, including surrounding cities and towns, Yavapai County, Arizona State Land Department, Arizona State Parks, the United States Forest Service and other agencies.

City planning enables a formal public process for identifying the issues that affect us the most, for developing a community vision to serve as a guide for addressing those issues, and for public discussion of alternatives and solutions. People often express concern about the future well-being of their community and the quality of the life they will leave behind for future generations. The General Plan is also intended to be adaptable to changing circumstances and changing understandings of how best to proceed. Procedures are described to allow consideration of amendments to the plan in a manner that respects the goals set forth by the community.

There are many issues that a growing community faces and many differences of opinion on how to handle them. In Cottonwood, there is a desire to balance the rich heritage and small town qualities of the community with the increasingly more complex needs of a growing population so as to ensure all the positive attributes that people desire are achieved. This includes positive economic opportunity, a healthy natural environment, safe prosperous neighborhoods, effective physical infrastructure and a great quality of life. This General Plan intends to present a positive and optimistic vision of that future.



## **B. LEGISLATIVE REQUIREMENTS FOR GENERAL PLANS**

The “Growing Smarter” legislation approved by the Arizona Legislature in 1998 and amended in 2000, describes the statutory requirements for general plans in Arizona Revised Statutes, Title 9 (Cities and Towns.) Seven elements are required for a city the size of Cottonwood. The intent and specific requirements are described for each element. The Growing Smarter legislation also requires adoption of a public participation policy and plan amendment process for establishing and making amendments to the plan.

## **C. PLAN ELEMENTS**

Arizona Revised Statutes requires that the general plan for Cottonwood include the following elements:

- Land Use
- Circulation
- Open Space
- Growth Areas
- Environmental Planning
- Water Resources
- Cost of Development

In addition, Cottonwood’s General Plan also includes the following elements and chapters:

- Introduction
- Vision and Guiding Principles
- Housing Element
- Historic Preservation Element
- Plan Administration

## **INTRODUCTION AND GUIDE FOR PLAN DEVELOPMENT**

The introduction to the general plan includes a series of statements intended to describe the collective vision of the community in a broad sense. The development of the mission statement, vision statement and related guiding principles may change over time as the details of the plan are implemented. The following descriptions explain the functional relevancy of the terms used to present the City’s planning policy in the General Plan.

### **Vision Statement.**

A vision statement is an expression of a community's shared aspirations and expectations for the future. It is an ideal description of an end state for a community at a particular point in time. The vision statement is intended to confirm the overall direction of the General Plan Update.

### **Guiding Principle.**

A guiding principle is an assumption, fundamental rule, or doctrine that furthers the intent of the vision statement by providing direction and policy guidance in the development of general plan goals, policies, and implementation strategies. Guiding principles describe values that serve as a framework for the plan. They are more of a starting point than a final conclusion.



## **ORGANIZATION OF EACH ELEMENT**

The various goals, policies, and statements should be seen as of equal components of a comprehensive integrated document. It may be considered that individual goals and policies will vary in their scope and importance to the community. Each issue should be considered on its own merit, as well as how it combines to form an integrated perspective.

Each of the various Elements of the General Plan is structured to include:

- Introduction
- Legislative Requirements
- Key Issues
- Text and Background Material
- Goals and Objectives
- Plan Maps

The following section explains the functional relevancy of the terms used to organize the plan elements.

### **Introduction.**

The Introduction to each Element provides an overview of each issue and lays out the general structure of that element. The Introduction describes the purpose and intent of the Element.

### **Legislative Requirements.**

This section includes related portions of Arizona Revised Statutes, as well as any other local, state or federal legislation pertaining to the topic.

### **Key Issues.**

This section provides a brief summary of some of the key issues relating to the element.

### **Narrative Text and Background Material.**

The text section provides a range of introductory, supporting and background information. It defines opportunities and limitations, and also describes the interrelationship with other aspects of the Plan. Each Element has unique characteristics and includes different types of related background material and support information as necessary to support the particular topic.

### **Goal.**

A goal is a general expression of community values. Goals are meant to provide a comprehensive overview of the topic being addressed in a way that addresses the needs and interests of the entire city. Goals provide a general strategy and statement of interest to guide decision making for future development. A goal is not quantifiable, time dependent or suggestive of specific actions for achievement.

### **Objective.**

Objectives are intended to further refine each Goal while still having community-wide applicability. An objective provides a concise statement or method of action which addresses a goal. An objective should be achievable and, when possible, measurable and time specific.

### **Implementation Strategy.**

Some elements include suggestions for specific actions that could be taken to implement programs. An implementation strategy is an action, procedure, project, program or technique that carries out a program goal or objective. Implementation strategies provide guidance for decision making while recognizing that specific strategies may change in both the short-term and long-term due to changing circumstances or interests of the public.



## General Plan Maps

Some of the maps that express key concepts within the plan include the following:

- |                         |  |
|-------------------------|--|
| 1. Land Use Plan        | - Indicates long-range land use categories by intensity and density. |
| 2. Planning Sub-Areas   | - Planning sub-areas indicate areas of similar concern.              |
| 3. Circulation          | - Street Classifications, including proposed streets.                |
| 4. Traffic Counts       | - Indicates daily traffic levels for key roads and intersections.    |
| 5. Public Lands         | - Federal, state and local lands, school districts.                  |
| 6. Community Facilities | - Parks, trails, public buildings, fire stations, etc.               |
| 7. Growth Area Map      | - Areas that meet the Growth Area Element criteria.                  |
| 8. Vicinity Map         | - Indicates relationship of regional jurisdictions and road systems. |

## D. COTTONWOOD HISTORY

Cottonwood has a rich and interesting history regarding its modern settlement and development over the past century and a half. In addition, the local area and region has long been home to Native Americans, with evolving cultural groups, including the Paleo-Indian culture from at least 11,500 to 9,000 B.C., the Western Archaic people from 9,000 B.C to 300 A.D. and later, the Sinagua people who are thought to have left their hilltop pueblos in the area around 1400 A.D. The contemporary Yavapai-Apache Nation formed from the Yavapai and Apache people who stretch their roots deep into the land and history of this region.

The first frontier settlers in the Cottonwood area farmed and provided goods to the soldiers at Camp Verde and the miners in Jerome beginning about 1879. About 1917, Jimmy “Rawhide” Douglas developed his “smelter city” of Clemenceau along Mingus Avenue, Willard Street and Sixth Street. Clemenceau (named after Georges Clemenceau, the Premier of France at the time) was a complete company town with thousands of residents, a school, post office and other community facilities. Copper ore was delivered by railroads that connected to Jerome. The smelter operation operated round-the-clock to serve the high demand for copper in those years. There are a number of historic buildings and structures from the smelter era that tell some of the story of the size and complexity of the original “Smelter City.”

The development of Clemenceau starting in 1917 stimulated development in the nearby downtown area, as well. The downtown area, now known as “Old Town Cottonwood,” became a haven for those seeking to be free from the prejudice and regulation of nearby company towns. The Mason Addition, Willard Addition, Hopkins Ranch No. 2, and other property tracts were recorded during the next decade, coinciding with the development of Clemenceau on higher ground to the south.

The Clemenceau smelter operated for almost 20 years from 1917 to 1936. The smelter closed on December 31, 1936 with a great loss of jobs and disruption to the economy of the area. The Cottonwood Women’s Club organized to feed those in need and helped raise money to build the Cottonwood Civic Center (1939) with labor supplied by the Works Progress Administration. The copper industry continued its decline, culminating with the closure of the Phelps Dodge mining operation in the early 1950s. The population of the Upper Verde Valley dropped sharply upon the closing of the mines but it wasn’t long before the next era started.

Cottonwood incorporated as a town in 1960. During this period more roads were developed and improved. Starting in the late 1950s, State Route 89A, the “Bypass Road,” and SR 260 were developed to serve the needs of the Phoenix Cement Company located north of Clarkdale. The Cement Plant was developed to supply concrete for the building of the Glen Canyon Dam project near Page, which took from 1959 to 1964. Prior to the development of the Bypass Road, the main route through



town was U.S. 89A, which went through downtown Cottonwood (now Old Town Cottonwood) and through downtown Clarkdale to and then to Jerome.

From 1958 to 1961, the Grandview Terrace subdivision and Verde Heights Unit 2 expanded housing between the new Bypass Road and the older Verde Heights neighborhood on the hill overlooking the downtown area. These subdivisions provided improved streets, coordinated infrastructure and related housing development. Also starting in the late 1950s, the Verde Palisades neighborhood, providing one-acre sized residential lots, was developed on the rolling hillside in the area between the new Bypass Road and Fir Street.

During the early 1970s, about 4,500 lots were platted as unincorporated Verde Village adjoining the southern border of Cottonwood by Ned Warren of the Queen Creek Land and Cattle Company. In the 1970s and 1980s, with road development and a growing residential base, the commercial center of Cottonwood that had been located in the historic Downtown shifted south closer to the junction of SR 260 and SR 89A. Shopping centers with large footprint stores and large parking lots serving a growing regional population were developed in the new commercial core area.

In 1990, the City developed a wastewater treatment plant and collection system to serve the growing community. The wastewater treatment plant was expanded in the late 1990s to treat 1.5 million gallons per day. The availability of the municipal sewer system has served a range of economic growth and job development opportunities in Cottonwood since its development.

Between 1990 and 2000, the City's population increased from 5,918 to 9,179, or 55%, mirroring the increase of nearby communities and Yavapai County, as a whole. From 2000 to 2010, the city's population increased from 9,179 to 11,265 or almost 23%. The growth rate slowed towards the end of the 2000s due to the national recession but overall the population of Cottonwood almost doubled in this 20 year period. Cottonwood's residential growth in the 2000s came from a variety of sources, including multi-family apartments, manufactured home developments, new platted subdivisions and continued infill development within existing neighborhoods.

During the 2000s the Verde Valley Medical Center continued to expand and develop state-of-the-art medical facilities, which has attracted additional medical offices and support services to the community. The medical community, regional retail, government center and affordable housing have helped Cottonwood define its role as the regional center of the Verde Valley.

In November 2006, the voters of Cottonwood approved the revenue bond and tax repayment plan for the \$17 million Cottonwood Recreation Center. The facility had its grand opening in May 2010, providing a 65,000 square foot, state-of-the-art recreation, aquatics and meeting facility for the community. The commitment to developing this much valued, high quality, public facility has also contributed to the growing interest in Cottonwood as an attractive community to live and do business in.

At the beginning of the 2010s, Cottonwood has seen renewed interest in residential development, small business development and a surge in tourism attributed to the growth of the regional wine industry and revitalization of the Old Town district. There continues to be growing interest in visiting, working, recreating and living in places with unique small town character and interesting civic activities – like Cottonwood.



## E. POPULATION ESTIMATES

Every ten years the U.S. Census Bureau conducts a major national survey of every household in the country. They report on a range of demographic data, including population, age, gender, race, home ownership and other statistics. The data is presented in a number of formats based on states, counties, cities and various smaller sections. The statistical sub-areas are further broken down into tracts, block groups and blocks, which typically do not have a specific relationship to jurisdictional boundaries.

For purposes of estimating the population of the Greater Cottonwood area or the Verde Valley region, it is necessary to look at detailed data from the US Census Bureau, including Census Tracts, Block Groups and Blocks.

VERDE VALLEY - CITIES AND TOWNS POPULATION GROWTH 1990-2010				
Community	1990	2000	2010.	% Change From 2000
<b>INCORPORATED COMMUNITIES</b>				
Cottonwood	5,918	9,179	11,265	22.7%
Clarkdale	2,144	3,422	4,097	19.7%
Camp Verde	6,243	9,451	10,873	15%
Jerome	403	329	444	34.9%
Sedona (Yav,& Coco.)	7,720	10,192	10,031	-1.5%
<b>SUB-TOTAL</b>	<b>22,428</b>	<b>32,573</b>	<b>36,710</b>	<b>12.7%</b>

VERDE VALLEY, YAVAPAI CO. & ARIZONA POPULATION GROWTH 1990-2010			
Community	1990	2000	2010
Verde Village, unincorporated	7,037	10,610	11,605
Big Park	3,024	5,245	6,147
Cornville	2,089	3,335	N/A
Cornville, Page Springs, Tract (TR) 17.01	N/A	N/A	5,779
Page Springs, TR 17.02.1	N/A	N/A	599
Bridgeport TR 20.03	N/A	N/A	4,270
Lk. Montezuma / Beaver Creek	1,841	3,344	4,706
<b>SUB-TOTAL</b>	<b>13,991</b>	<b>22,534</b>	<b>33,106</b>
<b>V.V. TOTAL</b>	<b>36,419</b>	<b>55,107</b>	<b>69,816</b>
Yavapai County	107,714	167,517	211,033
State of Arizona	3,665,228	5,130,632	6,392,017



**GREATER COTTONWOOD AREA  
POPULATION 2010 - US CENSUS TRACT AND BLOCK DATA**

**Includes: Cottonwood, Clarkdale, Jerome, Verde Village, Cornville, Verde Santa Fe, Bridgeport, Page Springs and other surrounding unincorporated areas.**

<b>General Area</b>	<b>Census Tracts (TR), Block Groups &amp; Blocks</b>	<b>Population of Tracts and Block Groups</b>
Cottonwood / Clarkdale	TR 19.02	2,129
Clarkdale / Jerome	TR 19.03 – Selected Blocks	1,419
Clarkdale / Yav. County	TR 20.01	4,797
Verde Village	TR 20.02	4,907
Verde Village / Cottonwood	TR 20.04	8,207
Bridgeport / Cottonwood	TR 20.03	4,270
Cornville / Page Springs	TR 17.01	5,779
Page Springs	TR 17.02 Block I	599
<b>SUB-TOTAL</b>		<b>32,107</b>



## **F. REGIONAL SETTING**

The 2010 US Census indicated that there were 11,265 residents living within the city limits of Cottonwood. There are 16.65 square miles of land within the corporate boundaries of Cottonwood. Adjoining the City is the unincorporated subdivision of Verde Village (also with over 11,000 residents), the Town of Clarkdale (over 4,000 residents), Jerome (400+ residents) and other unincorporated residential areas. It is estimated that over 32,000 people reside in the surrounding Greater Cottonwood Area with 70,000 people residing in the overall Verde Valley region. The larger region includes the Sedona and Camp Verde areas, and various unincorporated communities of Yavapai County, as well as a portion of Coconino County that includes part of Sedona and Oak Creek Canyon.

Cottonwood is located in Yavapai County near the geographic center of the state of Arizona, approximately 100 miles north of Phoenix and 50 miles south of Flagstaff, with major access from I-17 by way of State Route 260. The City of Cottonwood is a part of an interconnected and inter-dependent region that includes the immediately surrounding communities, the Verde Valley region and Yavapai County. At each level there are unique issues that tie us all together through common interest.

People began to settle the area around present-day Cottonwood in the late 1800s to take advantage of opportunities for agriculture and trade to serve the growing mining activities in Jerome and later with Clarkdale. Early on, Cottonwood became the market center for the Verde Valley region. Over time, the City's role as the retail and service center of the Verde Valley has grown. The medical and senior living community has a major presence in the form of the Verde Valley Medical Center campus and surrounding commercial buildings, doctor's offices, laboratories and related medical and clinical services.

The Verde Valley region offers a beautiful and dramatic natural environment that is readily accessible from many locations. The region features a very diverse topography characterized by mountains, ridges, canyons and mesas. The generally sunny weather and pleasant year round temperatures are attractive to both residents and visitors, who come from around the state and from throughout the country. The Coconino and Prescott National Forests, as well as several State Park and National Park facilities offer a range of attractive outdoor recreational opportunities, historical resources and related programs.

The Verde Valley also contains the Verde River, the most significant section of free-flowing river in Arizona with five additional free-flowing perennial tributary streams. The Verde River Greenway includes 36 miles of lush, riparian habitat flowing through the Verde Valley.



## ◆ THE GREATER COTTONWOOD AREA

The City of Cottonwood is part of larger population area that has grown together over the years to become an interconnected collection of communities with over 32,000 residents. This general area includes Cottonwood and Clarkdale, as well as the unincorporated communities of Verde Village, Bridgeport, Cornville and Page Springs.

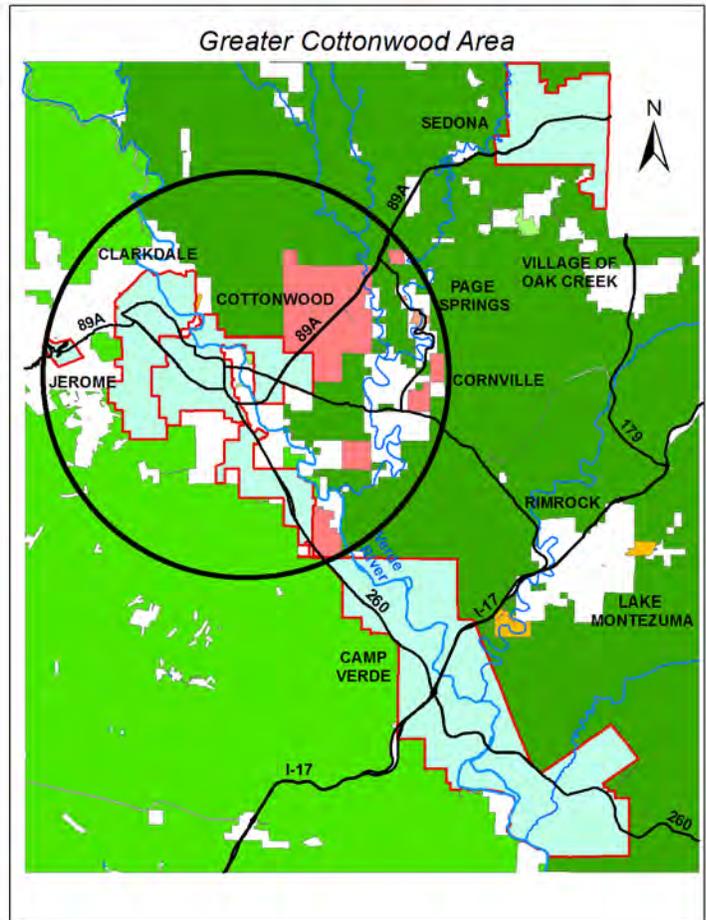
The residents of these areas may have distinctly different views on how they wish to live and govern those places. They have their own unique traditions, values and sense of identity related to their communities; however, these communities have also become increasingly interconnected in terms of physical, social and economic conditions. The connections are not based on the boundary lines between cities and towns but are shown through the everyday activities of life.

In addition to the relationships of family, friends and associates, the lives of many people within this area are interwoven with regards to employment, housing, schools, stores, recreation, entertainment, medical services, government offices, churches, clubs, organizations and all kinds of basic activities.

Cottonwood residents have expressed a strong desire to maintain the small town character and qualities of the community while also expressing a strong desire for having a healthy economy, good jobs and entrepreneurial opportunities. Recognizing the physical, social and economic relationships with the surrounding communities is a key part of any effort to achieve these important goals. These areas have become increasingly inter-connected so any actions necessary to fulfill the goals and aspirations of the community are going to be naturally influenced by this larger set of relationships.

For Cottonwood, there is a need to provide facilities, infrastructure and services at a scale capable of accommodating this larger population base, which interacts and moves through the city on a daily basis. This includes road systems, public safety, utilities, recreational facilities and a range of programs.

The role of Cottonwood as the hub of a growing sub-region is a key concept that organizes and informs the update to the General Plan. This perspective leads to unique challenges and unique opportunities.





## ◆ THE VERDE VALLEY REGION

The Verde Valley region includes about 715 square miles of area. The Verde River runs through the west side of the region northwest to southeast and is augmented by flows from several major tributaries, including Sycamore Canyon, Oak Creek, Beaver Creek and West Clear Creek. The area is unsurpassed in its variety of physical beauty with the red rocks and Mogollon Rim to the north and east and the Black Hills and Mingus Mountain dominating the western and southern portions of the valley.

Cottonwood is located adjacent to the Verde River at an elevation ranging from 3,300 feet to 3,900 feet above sea level and experiences a generally mild climate with hot dry summers and an occasional dusting of winter snow. The community is located in proximity to an abundance of natural amenities such as the Sedona Red Rocks, Mingus Mountain, Sycamore Canyon Wilderness Area, Dead Horse Ranch State Park and Tuzigoot National Monument.

The Verde Valley region includes five incorporated municipalities, numerous unincorporated communities, parts of two counties, two National Forests, five State Park facilities, three National Monument facilities, a large amount of State Trust Land, Native American lands, mountains, canyons and the Verde River with its equally impressive tributaries. The Verde Valley can be described as a collection of unique rural communities each with their own history, diverse population and distinct landscape.

Almost half the population of the Verde Valley lives in incorporated cities and towns with the rest living in unincorporated County areas, including mostly Yavapai County with a portion in Coconino County in and around Sedona. The unincorporated County areas include both dispersed rural settlement and several more developed communities, each with their own unique identity and character. The five incorporated communities include City of Cottonwood, Town of Clarkdale, Town of Camp Verde, Town of Jerome and City of Sedona. There are a number of key unincorporated communities, including Big Park/Village of Oak Creek, the Beaver Creek area, (Rimrock/Lake Montezuma/McGuireville), and Cornville/Verde Santa Fe/Page Springs.

## ◆ YAVAPAI COUNTY

Yavapai County provides many essential services and ties together the many incorporated and unincorporated communities throughout the region. The Yavapai County Cottonwood Annex located on Sixth Street in Cottonwood is a valued resource that provides a range of services for the entire Verde Valley and eastern portion of Yavapai County.

The 2010 population for Yavapai County came in at 211,033. This required the County to change to a five district system for the Board of Supervisors. Yavapai County's structure changed to a five district system in 2012. Districts are established based on a combination of equal population and a fair balance regarding demographic representation. With the Verde Valley (Yavapai County portion) having a population near 68,000, that meant that the Verde Valley got roughly one and a half districts.

All of Yavapai County District 3 and part of District 2 are located in the Verde Valley. Cottonwood, Sedona and Village of Oak Creek are in District 3; and most of Cornville, Camp Verde and Beaver Creek join with Dewey-Humbolt and Cordes Junction to form District 2. In addition, the change to five Districts has required changes to formats for most County Commissions and Committees.

The City of Cottonwood's elected officials, staff and residents value the positive relationship they have with Yavapai County on many important issues. The support and resources provided by Yavapai County on many issues serve to improve the quality of life for everyone.



## **2. VISION AND VALUES**

### **A. “RESPECTING THE PAST, FOCUSED ON THE FUTURE”**

The focus of this planning effort is to strike a balance between the desirable qualities of the past, so valued by the community, and the needs of the future. This section establishes a vision for the future while also identifying specific qualities about the community that should be preserved. The General Plan recognizes that Cottonwood serves as a central provider for of a range of critical services and programs for a larger group of residents of surrounding communities. There is a need to recognize the role that Cottonwood has as a center for a growing region while also protecting the “small town qualities” that people so greatly value.

### **B. MISSION AND VISION STATEMENTS**

At their January 2013, Strategic Initiatives Council Retreat the City Council confirmed the following Mission Statement and Vision Statement for the City of Cottonwood:

#### **MISSION STATEMENT**

The City of Cottonwood, through ethical, accountable, professional leadership and collaboration, enhances quality of life for our diverse community while preserving our unique environment and character.

#### **VISION STATEMENT**

The City of Cottonwood strives to maintain a uniquely desirable and sustainable community.

We are unique because of our people, our grand natural resources, public amenities, leadership, diversity and home town atmosphere.

We will continue to conserve, preserve and manage our precious resources, including the Verde River and its unique riparian habitat.

We will enhance our position as the economic center for the Verde Valley, providing support for entrepreneurialism and retail, medical, education, transportation, recreation and tourism opportunities.

The City of Cottonwood provides leadership and solutions to ensure a prosperous community where a diversity of people and nature thrive.



## **C. GUIDING PRINCIPLES**

Guiding Principles identify a set of broad themes that help to frame the values and vision of the community. These concepts provide a framework for advancing the interests of the General Plan in terms of physical, comprehensive and long-range planning. These principles provide a starting point for the expression of a positive vision for the future of the community:

### **Leadership Role.**

As the leading service provider and commercial center of the area, Cottonwood not only has a responsibility to recognize the needs and interests of its own population but also of the surrounding community, which interacts with Cottonwood on a daily basis.

### **Partnerships and Cooperation.**

We recognize the importance of working collaboratively with all public and private partners to realize our shared goals of ensuring we have a healthy, safe and prosperous community that provides great opportunities for all people to seek and achieve their goals in life.

### **Sustainability and Stewardship.**

The goal of balancing our human needs with long-term environmental well-being provides a foundation for the community vision. Natural, cultural and economic systems are woven together to support and inform appropriate decisions to ensure the long-term sustainability of the region.

### **Small Town Qualities.**

Although people may have a range of impressions regarding the meaning of small town character, protecting and preserving the traditional “small town” character and qualities of the community is a central guiding principle for Cottonwood. This concept can help guide policies and decisions for physical, social and economic programs.

### **Support for Neighborhood Values.**

Stable, healthy, multi-generational neighborhoods provide the foundation and central framework for a great city. We commit to maintaining and enhancing neighborhood values through appropriate decisions that affect these goals.

### **Quality Transportation System.**

Cottonwood supports ongoing efforts to maintain and improve the existing circulation system to the best possible standards. Multi-modal transportation objectives, including walking, bicycling and transit, shall be recognized as valued parts of a comprehensive transportation system.

### **Support Healthy Natural Environment.**

People greatly value the natural environment and open space around Cottonwood. Protection of the Verde River Greenway corridor is of the highest priority. Protect and improve water resources. Support Cottonwood city parks and recreation programs.

### **Positive Involved Community.**

We flourish as a community by caring about everyone’s needs, by supporting efforts to allow everyone to reach their full potential, by fostering healthy and resilient individuals, and by valuing our community’s unique lifestyle and character.

### **Honor and Respect Heritage and Culture.**

Support preservation of historic resources and support programs to increase awareness of the benefits of historic preservation and the long and deep history of the region.



## D. COMMUNITY VISION PROGRAM

A series of well-attended, public “visioning” workshops and open house format meetings were held in October and November 2012. Participants were asked to provide their ideas and comments about current conditions and future visions for Cottonwood. Break out groups were given the opportunity to identify Treasures, Challenges and Visions for the community.



### SUMMARY OF EVENTS

October 3, 2012: Visioning Workshop  
Post-it note and vision statement exercises

October 18, 2012: “Coffee Talk” with the Mayor  
Post-it note exercise

October 23, 2012: Parks & Recreation Commission  
Post-it note exercise

November 7<sup>th</sup> & 8<sup>th</sup>, 2012: Open Houses  
Open agenda; opportunity to review and add comments



### FALL 2012 – VISIONING PROCESS RESULTS - KEY TOPICS

#### 1) Community and Quality of Life.

One of the most common themes across all of the events was the way the community treasured the small-town feeling of Cottonwood. Elements that help influence this small-town feel include the personable residents, low crime rate which creates a feeling of safety, and the opportunities for community involvement and for their input to be received and heard.

#### 2) Education and Economy.

Economic growth and stability were some of the biggest challenges discussed amongst the participants. Residents are looking for higher paying jobs, a key industry base, ways to attract knowledge based jobs and methods to ensure Cottonwood improves its status as the economic hub in the Verde Valley. Ideas for improving the economy included the development of new retail shopping centers and malls to keep people from traveling out of town to shop, developing more tourism opportunities including “cultural tourism,” and helping to support and expand local educational institutions.

#### 3) Recreation.

Participants overwhelmingly agreed that the primary treasure of the Verde Valley, in terms of recreation, is the Verde River. Residents envision new access trail systems to the river as well as the expansion of other recreational opportunities including parks with facilities for both the young and elderly. Beautiful climate and weather conditions permit year round recreational opportunities in Cottonwood and area residents want to see these opportunities expanded.



**4) Environment and Water.**

The topic of water and the environment was discussed largely as a challenge. Concerns include having adequate water resources to support growth as well as keeping the water quality high. Additionally, maintaining a clean environment with abundant natural resources and open space is a primary concern. Participants envision a clean environment with a healthy watershed that allows us to grow smart, without compromising our future supply.

**5) Transportation and Connectivity.**

Visioning participants made note that Cottonwood was a key transportation hub for the Verde Valley and they expect this to continue to expand. Primary concerns included access for the elderly, increasing connectivity for bicyclists and pedestrians, and alleviating traffic congestion in key areas of town. More mass transportation opportunities, improved streets and extensive trail systems were all pieces of the vision residents have for the City.

**6) Old Town.**

Old Town is viewed by the community as a treasure and the “jewel” of our City that we should continue to support and promote as a tourist attraction. Residents would like to see more parking to help with accessibility issues.

**7) Planning and Development.**

A variety of responses were heard in relation to this topic, including keeping Cottonwood a “small town” and growing smartly through adequate long-range planning. Participants listed keeping up with technology, creating affordable housing, and avoiding sprawl as challenges we need to overcome. Visions for the future development of Cottonwood should ensure the economy, environment and community all remain sustainable, healthy and vital for future generations.

**8) Human Services.**

Medical services and facilities were believed to be an important treasure for Cottonwood. Although participants felt the services are currently excellent, they would like to see them continue to expand. Accessibility for seniors was a primary concern, as well as the need to improve youth services. Another challenge for the community is homelessness. Residents envision a community with opportunities for all ages and services that help provide equal access to all.

**9) History.**

Preserving the National Register historic designation was a topic that was supported during the visioning exercises. Maintaining the historic integrity and uniqueness of place was listed as both a challenge and a vision for the City. Residents treasure the historic homes, Civic Center and Old Town area, as well as nearby Native American ruins and historical features.

**10) Safety and Crime/Drug Prevention.**

The participants valued the low crime rate in Cottonwood and want to see it maintained. Challenges the City faces are related to drug control and prevention, as well as homelessness and transient issues. These challenges should be addressed to continue promoting public safety.





## E. VISION FOUNDATION

The core concepts that provide a framework for the comprehensive vision are described as: Small Town Qualities, Regional Center and Natural Setting. For Cottonwood, the goal of maintaining its small town character is balanced with an emerging recognition of its role as a central provider for a growing sub-region and the essential importance of the relationship with the natural environment. These perspectives provide a foundation for developing the community vision.

### I. SMALL TOWN QUALITIES.

People in Cottonwood have always greatly valued the importance of living in a community with small town character and qualities. With population growth, modernization and technological changes happening throughout society at an ever increasing pace, it becomes that much more important to recognize the components that define those positive community aspects and take appropriate action to protect those “small town qualities” that people desire. The idea of a small town is less about the size of the community and more about quality of life, pace and scale, community feeling, neighborhoods and connections. This perspective forms a central part of the foundation for the General Plan 2025.

The following outline is presented as a means to define, discuss and consider those specific feelings and qualities about the community that residents desire when talking about “small town character.”

◆ **Basic Qualities:**

- a. **A Sense of Place and Identity.** Well defined neighborhoods like Old Town; Clemenceau; Verde Heights; Cottonwood Ranch, Sawmill Estates; Verde Village Unit 8; Carroll Subdivision; Mingus Park and many more.
- b. **Feeling of Community Safety and Friendliness.** Neighborhoods, civic areas and places that allow people a chance to casually interact with others. Human interaction encourages involvement in the community. Involved people are connected to the greater community and provide a base of volunteerism.

◆ **Physical Components:**

- a. **Focused Development.** A physical layout which provides for an enhanced sense of place and community identity.
- b. **Human Scale and Walk-ability.** Pedestrian and bicycle oriented development which places neighborhoods within walking distance of recreation, parks, open space, jobs and convenience oriented services.
- c. **Neighborhood Streets.** Street development which results in safer and more efficient traffic control through the use of design techniques, such as traffic calming, used to slow and better manage traffic through neighborhoods.
- d. **The quality of the Public Realm, Parks, Neighborhoods and Streetscapes.** Desirable neighborhood aesthetics and streetscapes encourage greater community pride, increased property investment and more chances for neighborhood interaction.
- e. **Diversity of Housing.** Support a mix of housing types to meet all needs. Encourage front porches, common front yard build-to lines, windows and entries as a means to place “eyes on the street,” enhancing interaction and deterring crime.
- f. **Healthy Natural Environment.** The community’s natural backdrop provides sense of place as well as opportunities for outdoor recreation and healthy lifestyles.



◆ **Social Components:**

- a. **Facilities and Organizations.** Facilities such as parks, schools, churches, libraries and recreation help connect individuals and families to the larger community. Youth sports leagues like soccer, Little League and the swim team also help people and families connect.
- b. **Community Events.** Community events provide opportunities for recreation, entertainment and social interaction. There are many popular events throughout the year in Cottonwood, including the summertime Farmers Market series; Old Town Chocolate Walk, the Christmas parade; Walking on Main; Fourth of July Community Event and Fireworks Extravaganza; Old Town Fall Harvest event; Rhythm and Ribs Event; and the Verde Valley Fair.
- c. **Housing Availability and Affordability.** Housing opportunities need to meet the needs of a diverse population, including low income, elderly, persons with disabilities and special needs housing, as well as working families and retired residents.
- d. **Neighborhood Associations.** Groups such as Block Watch, Block Parties and Take Back the Night events encourage interaction and deter crime.
- e. **Open City Government.** Helpful government services and assistance that are easily accessed. Open meetings and effective communication methods are essential.

## 2. REGIONAL CENTER.

Since its beginning, Cottonwood has served as an important market hub, commercial center, and administrative and activity center for the region. As the area has grown, this interaction has become even more apparent. Although the 2010 U.S. Census indicated Cottonwood’s population at 11,265, a detailed review of Census Tract and Block Group data for Cottonwood and the surrounding area, including Verde Village, Clarkdale, Jerome, Cornville and Bridgeport, shows a combined total of over 32,000 residents. As the population of the region has grown over the years, these communities have also become more interconnected physically, economically and socially.

Each of the surrounding communities has their own distinct identity, history, traditions and sense of purpose for their own future self-determination. Cottonwood recognizes and respects the uniqueness of each community. However, the interconnection of jobs, housing, commerce, educational institutions, medical services, governmental administration, religious institutions, recreation, and entertainment opportunities is unmistakable. The daily interaction of families, friends, business associates, clients and people of all backgrounds is intricate and enduring. Ultimately, these communities share the same water resources, air quality, natural resources, physical infrastructure, transportation networks, cultural institutions and responsibilities to each other. Questions about how Cottonwood plans for its growth are considered in terms of the inter-relationship of these communities, as well as critical internal needs.

◆ **Commercial Center**

Cottonwood has had a key role as the commercial and trade center of the Verde Valley since its founding. With farming and ranching activities located nearby along the Verde River, it was natural that Cottonwood became the supply and trade center for locally produced agricultural goods. The relationship to mining activities in the region was also important to Cottonwood’s early development. Entrepreneurs and people of diverse backgrounds were drawn to Cottonwood as the alternative to the strict regulations they found in the company dominated locations in Clarkdale and Clemenceau. As the region grew, Cottonwood continued to grow as the commercial center for trade goods, vehicle sales and service, building materials, and general merchandise of all kinds. Cottonwood also became the center for various professional services, such as banking, real estate, law, engineering and technical services.



Over the years, the variety and scale of commercial activity in the surrounding communities has also increased. With continued population growth around the region it can be expected that those communities will also see expanded commercial growth. In order to remain competitive, Cottonwood will need to stay up to date with evolving trends in business and provide innovative opportunities to attract and retain quality businesses.

◆ **Cottonwood Municipal Airport**

The Cottonwood Airport Master Plan identifies the opportunity for the airport facility and surrounding uses to be further developed as an important economic, commercial, recreational and job development center based on aviation and related issues. Aviation-related uses, as well as other supporting business and employment uses could be further developed in the Airport industrial area.

◆ **Medical Center**

Medical services and resources have been centered in Cottonwood since the earliest days. An outpatient clinic opened in 1939 with donations from the family of Marcus J. Lawrence. In 1945, the 24-bed Marcus J. Lawrence Memorial Hospital opened on Main Street in the downtown area. By 1965, the facility moved to its present location with its new name, the Verde Valley Medical Center. The Medical Center has grown to become the primary regional medical facility for the Verde Valley. The hospital is also the largest private employer in the city. A range of medical support businesses, doctor's offices, laboratories and similar businesses have also developed in proximity to the medical center. In order to properly support future uses and expansion associated with the medical center, careful attention needs to be directed towards any proposed development in the Medical Center area. High standards for project design should be maintained for future development in the nearby area so as to build on the existing theme and provide an attractive location for related development for this important service.

◆ **Government Center**

The City of Cottonwood has a number of facilities, including the Public Safety Building with the the Police and Fire departments, Cottonwood Library, Municipal Airport, Recreation Center, various city parks and the Municipal Court facility. Cottonwood is also home to a number of County, State and Federal facilities. Yavapai County has their Verde Annex facility located in central Cottonwood with offices for Development Services, Recorder, Assessor, Flood Control and more. In 2012, Yavapai County Community Health Services opened a new Community Health Center in Cottonwood providing a range of services for eligible patients. The State of Arizona has offices for the Department of Economic Security providing client services and administration. ADOT operates their regional Department of Motor Vehicles (DMV) office here as well. A new Veterans Administration (VA) facility located on Willard Street opened in 2012, to provide outpatient services that previously required traveling to Prescott. The Mingus Union School District and Cottonwood Oak Creek School District have their offices in Cottonwood.

◆ **Recreation Facilities and Entertainment Venues**

Cottonwood welcomes residents of all the surrounding communities to use and enjoy City parks and recreation facilities and programs. The Cottonwood Recreation Center, Riverfront Park, the Farmer's Market summer program and the many civic events held throughout the year include participants from all over the region. Additionally, Cottonwood has a wide range of restaurants, theaters and nightlife activities for people's enjoyment. Many civic groups and community organizations based in Cottonwood provide opportunities for involvement by people from all over the region. The variety of opportunities and quality of offerings will continue to attract more interest in Cottonwood.



### **3. NATURAL SETTING.**

The landscape context is described by the natural features, mountains and river, plants and animals that surround the city. The context can also be discussed in terms of the quality of the relationship we all have with the place. With growth and development it is critical that related decisions are sensitive to the value of maintaining the natural setting in a healthy, sustainable manner.

The Verde River, its major tributaries and side washes, the Black Hills range, Mingus Mountain, the chaparral covered foothills, many local open space areas and the distant red rocks all define a key aspect of living in this place. Recognition of the importance of the natural setting is a key part of the foundation for the vision for Cottonwood.

The outcome of this perspective is found in policies related to water issues, watershed values, wildlife preservation, landscape conservation, open space preservation and related growth and development decisions. The landscape context is inseparable from the social, cultural and economic well-being of the community.

#### ◆ **Verde River**

Preservation of the Verde River and the Greenway riparian corridor is a central component of the community vision. The Verde River, its named tributaries and the numerous unnamed side washes and drainages are all considered as part of the structure of the river system. The health and well-being of the river system includes the inter-related ecosystems that connect from the top of the nearby mountains to the riparian (river) corridor.

#### ◆ **Open Space**

Preservation of natural open space networks at the local to the regional level provides a context for development that adds value to the entire community. Interconnected open space systems need to be considered in terms of various scales, including individual properties, neighborhoods, city-wide and regional.

#### ◆ **Viewsheds**

The views of the surrounding mountains, the wide open vistas and various local features are all valued resources that define the community. The quality of the natural context can add to the measurable economic value of a property. All types of development from private buildings to roads to public facilities need to be carefully considered to preserve and enhance the positive views of the natural landscape. Certain features, such as Mingus Mountain or the Red Rocks, have significance for the entire region. The scenic view is defined as what you see from a particular place or property. An analysis of the viewshed qualities or scenic views should be expected for key properties as part of the development process. The criteria may include consideration of slopes and hillsides, ridgelines, open vistas, grading standards, building orientation, effects on positive or negative values, and cumulative effects of development on the scenic vistas.



# 3. LAND USE ELEMENT

## A. INTRODUCTION

The City of Cottonwood has a vision for the future that respects the past, welcomes change and values opportunity and prosperity for all. The City also recognizes the unique and historic character of its setting and the home town feeling that comes from living in a riverside community with a traditional downtown, surrounded by pristine vistas of mountains, canyons and red rocks. There is much to admire about Cottonwood’s amenities and the affordable living environment provided in the City.

At the same time, there is much need for continued economic development, more employment opportunities and better paying jobs. With growth and development there is a need to continuously plan ahead for infrastructure, facilities, and amenities to maintain current conditions and to further enhance the quality of life. The key is to balance the benefits and consequences of new growth while maintaining the small town qualities that are so strongly desired. The Land Use Element can help to address these issues and concerns by encouraging:

1. Infill development strategies organized around existing or planned development areas. Compact development can reduce the amount of infrastructure needed to support growth and allow residents to walk and bike to nearby facilities and services.
2. The availability of adequate land for the continued development of industry, jobs, shopping, housing and recreation.
3. A broad mix and diversity of land uses.
4. Strong, vibrant neighborhoods.
5. Access to parks, trails and places of social interaction.
6. Preservation of natural resources, the Verde River corridor, hillsides and washes, and important open space networks locally and between nearby communities.

## B. LEGISLATIVE REQUIREMENTS

This section is intended to address the State’s requirements for the General Plan’s Land Use Element.

**A.R.S. § 9-461.05.C.1** requires that the General Plan include a Land Use Element that:

1. 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.
2. Includes a statement of the standards of population density and building intensity recommended for the various land use categories covered by the plan.
3. Includes 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.
4. Includes consideration of air quality and access to incident solar energy for all general categories of land use.
5. 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.



## **AGGREGATE REQUIREMENTS**

Recent legislation as described in Arizona Revised Statutes now requires cities to identify sources of aggregates (sand & gravel) to the extent feasible and according to standards and criteria expressed in said legislation. This section is included in the general plan so as to address the statutory requirements to include such information, to the extent possible, as follows:

**A.R.S. 9-461.05. C. 1. (g).** Include 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.

As per state statute, "Aggregate" means cinder, crushed rock or stone, decomposed granite, gravel, pumice, pumicite and sand.

### **Protection of Aggregate Sites and Resources**

Arizona Revised Statutes (ARS) requires General Plans to identify current and potential sources of aggregate material from maps that are available from state agencies and to provide policies to preserve currently identified aggregates sufficient for future development and policies to avoid incompatible land uses.

The City of Cottonwood has reviewed the indicated resources to identify any potential locations of existing and potential future aggregate sites, which are required by the recently amended State law to be shown on the Land Use Map. Any such properties would be identified in this Land Use Element text, as well. Every reasonable effort has been made to assure the accuracy of the maps and related information contained herein. However, these maps and information reflect limited data available through the Arizona State Mine Inspector, Flood Control District of Yavapai County, and Arizona Geological Survey at the time of this General Plan Update. Cottonwood assumes no liability either for any errors, omissions, or inaccuracies in the information provided regardless of the cause of such. Furthermore, while aggregate sites could be identified for future mining operations on the General Plan's Land Use Map, aggregate activities may not occur automatically by right at any such locations within the city. Standards and criteria for any such land use must still be followed. The Zoning Ordinance identifies Heavy Industrial (I-2) Zoning for the location of potential aggregate mining use. Sites located in any other zoning district would require consideration of a Zoning Map amendment, subject to the standards for rezoning.

If not otherwise permitted by the zoning district, the owners of parcels that contain aggregate resources may apply for rezoning as part of the standard development review process to establish an aggregate mining operation. There is no guarantee via this document that approval of aggregate mining facilities through the City's rezoning or development review process will be granted. Standard procedures for review of a change of zoning and/or any related development plans will be enforced, including consideration of compatibility of uses, impacts on neighboring properties, adequacy of infrastructure and other typical standards to support the intent of ensuring rational, orderly and coherent growth and development in the City of Cottonwood.

Aggregate mining operations exceeding five (5) acres in area are required by Arizona statute to file "Reclamation Plans" with the Arizona State Mine Inspector. These plans detail the total acreage of the mining site, the disturbed (i.e. mined) acreage, and the manner in which the owner/operator will restore the site once mining activity has ceased. As of the date of preparation of this General Plan, no Reclamation Plans are indicating as having been filed with the Arizona State Mine Inspector for sites located within the City of Cottonwood's planning boundary and no such plans are indicated herein.

This section is included so as to comply with State Statutes requiring review, investigation and policy statements regarding existing and potential aggregate facilities within each jurisdiction.



## C. KEY ISSUES

The following provides a summary of key Land Use issues identified in the development of this chapter:

### 1. **Small Town Character.**

Recognize Cottonwood’s role as a provider of services, programs and uses for a growing region while also recognizing a commitment to maintain the small town qualities and character that makes Cottonwood desirable as a place to live and work.

### 2. **Adequacy of Land Resources.**

There is a need to ensure that adequate land is available for a variety of housing, jobs, commerce and open space needs. An appropriate mix of land uses is necessary to support a sustainable community.

### 3. **Private Property.**

Cottonwood has a substantial amount of private property currently approved for residential development. Building activity was put on hold in recent years due to the economic downturn but can be expected to continue in the coming years. In addition, there is a large amount of private property that could potentially be developed for various other uses, including commercial and industrial.

### 4. **Compact, Infill Development.**

Encourage efficient, compact development patterns that provide opportunities for walkable, mixed-use neighborhoods based on desirable design qualities and amenities.

### 5. **Historic Old Town.**

Support continuing efforts to revitalize the Old Town Cottonwood area as a valued resource for the entire community.

### 6. **Neighborhood Revitalization.**

Support efforts to protect, improve and revitalize all neighborhoods and sub-areas in Cottonwood.

### 7. **Sub-Area Planning.**

Support sub-area planning process for defined areas, such as Old Town; Main and Mingus area; Willard and Mingus; Airport area, and the Medical Center area so as to identify needs, challenges and opportunities for improvement and revitalization.

### 8. **Corridor Planning.**

Establish a corridor planning program for major streets so as to consider comprehensive improvements that tie together land use, transportation, beautification, and economic development objectives.

### 9. **Regional Center.**

Maintain Cottonwood’s role as the commercial center of the Verde Valley. Provide emphasis for small-scale, start-up businesses in addition to working with larger commercial centers and uses.

### 10. **Airport Development.**

Support quality development in the Cottonwood Municipal Airport area so as to encourage employment-based businesses and a healthy economic foundation. Ensure development within proximity to the Airport, including any residential or commercial uses, is done in a manner that does not negatively impact the long-term economic viability of the aviation-related functions of the airport and surrounding area.



**11. Medical Center.**

Ensure development in proximity to the Verde Valley Medical Center is of appropriate type and quality to support the continued viability of medical and health care related uses in that area.

**12. State Trust Land Planning.**

Continue to study and plan potential uses for State Trust lands both within the city boundaries and in adjacent areas. Additional information on this topic is addressed in the Growth Area Element.

**13. Inter-Agency Coordination.**

Continue to work with all land management agencies, jurisdictions and private land owners in a collaborative manner to ensure compatible land use management that takes in to account improved recreational opportunities, existing and potential economic uses, conservation and watershed values, and heritage and cultural values.

**14. Water Conservation for Development.**

Establish comprehensive water-conservation strategies for development that include system-wide programs, such as use of city reclaimed water, desert landscaping requirements, large-scale rainwater harvesting and appropriate site planning techniques, as well as individual programs, such as water conserving plumbing, gray water use and individual-site rainwater harvesting.



## D. LAND DEVELOPMENT OVERVIEW

### I. EXISTING ZONING

The intent of zoning is to allow for the full range of uses expected in a complete, sustainable, functioning city in a manner that encourages orderly and compatible development. Like most cities, Cottonwood has residential, commercial and industrial zones that provide opportunities for various uses to be developed in those areas. The zoning system also recognizes the benefits of providing opportunities for mixed-use land use planning. Planned area developments and master planned communities are strongly supported as a method to achieve higher quality development with an appropriate mix of uses.

The challenge of allowing or promoting mixed use districts is generally found in the details, which must be carefully considered so as to ensure such uses can co-exist in a balanced, compatible and harmonious manner. The type of use, level of activity, traffic generation, hours of operation and similar operational and functional attributes are considered when evaluating the compatibility of uses in the zoning context.

In order to provide for the needs and interests of a growing community, there must be adequate land resources to meet the range of interests and uses. Cottonwood has a strong base of potential residential property; however, the need to maintain adequate opportunities for commercial and employment-based land development should be considered.

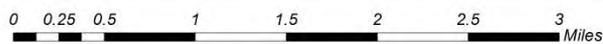
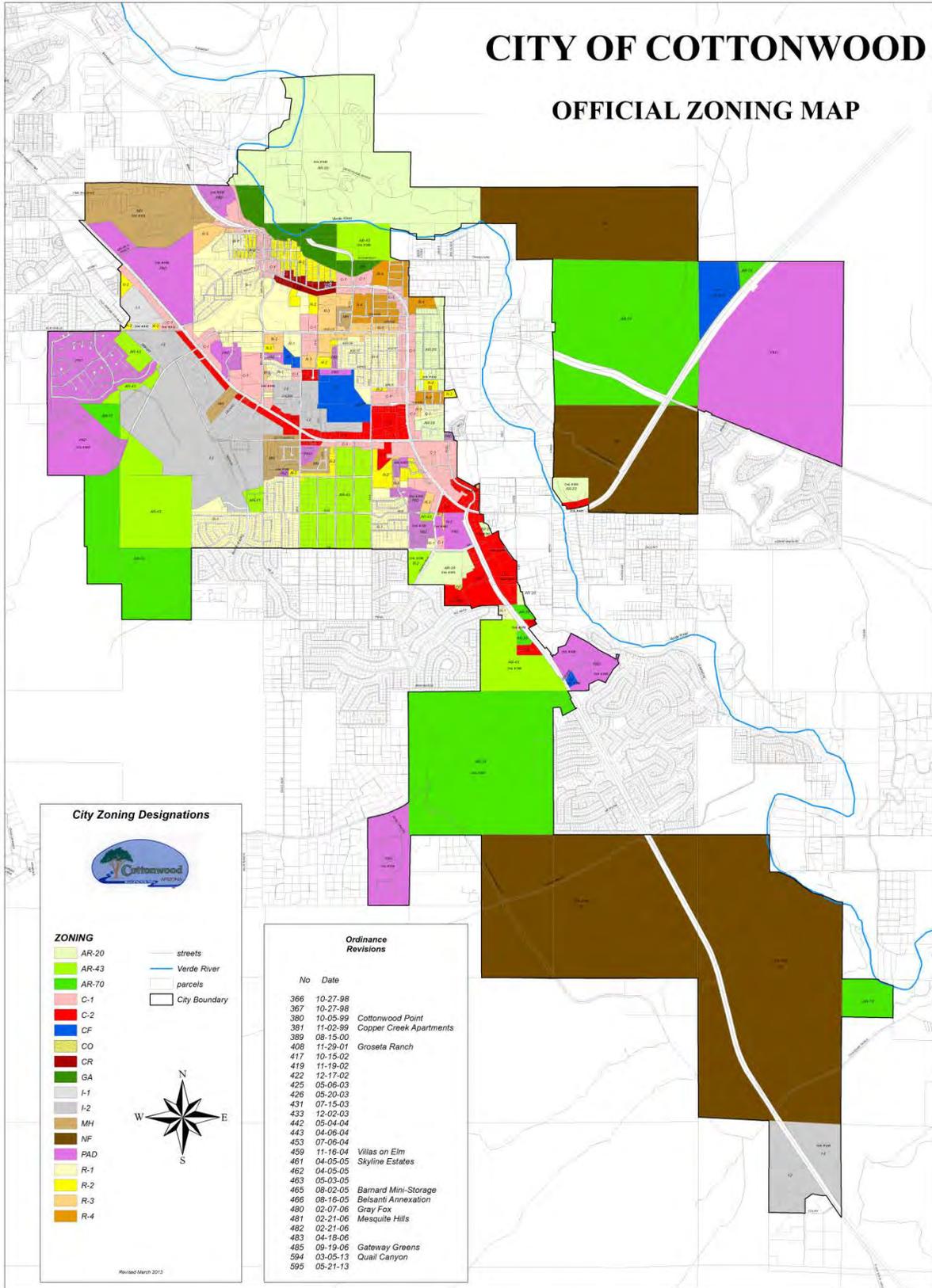
The table below demonstrates estimated build-out within the City according to zoning districts.

<b>TABLE 8.1 ZONING DISTRICT BUILD-OUT (acres)</b>				
<b>District/Area</b>	<b>Built</b>	<b>Vacant</b>	<b>ROW</b>	<b>Total</b>
<i>AR-20</i>	136.42	678.25	11.38	814.67
<i>AR-43</i>	186.96	163.54	26.49	350.50
<i>AR-70</i>	17.18	1936.26	17.97	1936.26
<i>C-1</i>	198.85	177.37	74.57	376.22
<i>C-2</i>	66.11	110.28	22.82	166.39
<i>CR</i>	19.91	3.00	0.00	22.91
<i>CF</i>	65.99	64.93	1.67	130.92
<i>GA</i>	52.05	49.88	33.13	101.93
<i>I-1</i>	9.89	18.65	0.00	28.54
<i>I-2</i>	144.48	465.45	24.05	609.9
<i>MH</i>	149.51	13.80	8.86	163.31
<i>NF</i>	0.00	2954.15	84.01	2954.15
<i>PAD</i>	179.95	951.65	0.00	1131.57
<i>R-1</i>	482.43	174.18	103.76	656.61
<i>R-2</i>	68.27	95.37	17.12	163.64
<i>R-3</i>	51.55	71.67	31.15	123.22
<i>R-4</i>	63.42	21.58	19.79	85.00
<i>Dead HRS SP</i>			114.02	
<b>SUBTOTAL</b>	<b>1892.97</b>	<b>7316.19</b>	<b>635.10</b>	<b>10,662</b>
<b>Square Miles</b>				<b>16.65</b>



# CITY OF COTTONWOOD

## OFFICIAL ZONING MAP





## 2. APPROVED DEVELOPMENT LOTS (September 2013)

The following table provides a summary of approved and available building lots in Cottonwood as of 2013. The list does not include older neighborhoods or developments, all of which contain some vacant parcels that could be developed. The summary is intended to provide a general overview of the current conditions regarding the surplus of building lots with emphasis on developed subdivisions, as well as approved projects which may not have any physical development but which have established rights for development. The intent is to document the surplus of approved lots in the larger developments.

Approved Residential Subdivision Development	Total Approved Lots	Platted Lots (Recorded with County)	Current Available Lots	Balance of Approved Lots
1. Grey Fox	99	99	74	74
2. Kindra Heights	26	26	25	25
3. Mesquite Hills	425 (Prelim. Plat)	147 (Final, Phase I.)	124	402
4. Mesquite Springs (Manufactured Home Subdivision)	61	61	59	59
5. Tierra Verde II	10	10	5	5
6. Villas on Elm	109	109	24	24
7. Verde Santa Fe North	2,050	0	0	2,050
8. Quail Canyon	59	59	58	58

Mixed Use (Res. & Com.)				
1. Gateway Greens	4	4	2	2

Manufactured Home Park	Approved Spaces	Developed Spaces	Available Spaces	Balance of Approved Spaces
1. On The Greens	333	236	181	278

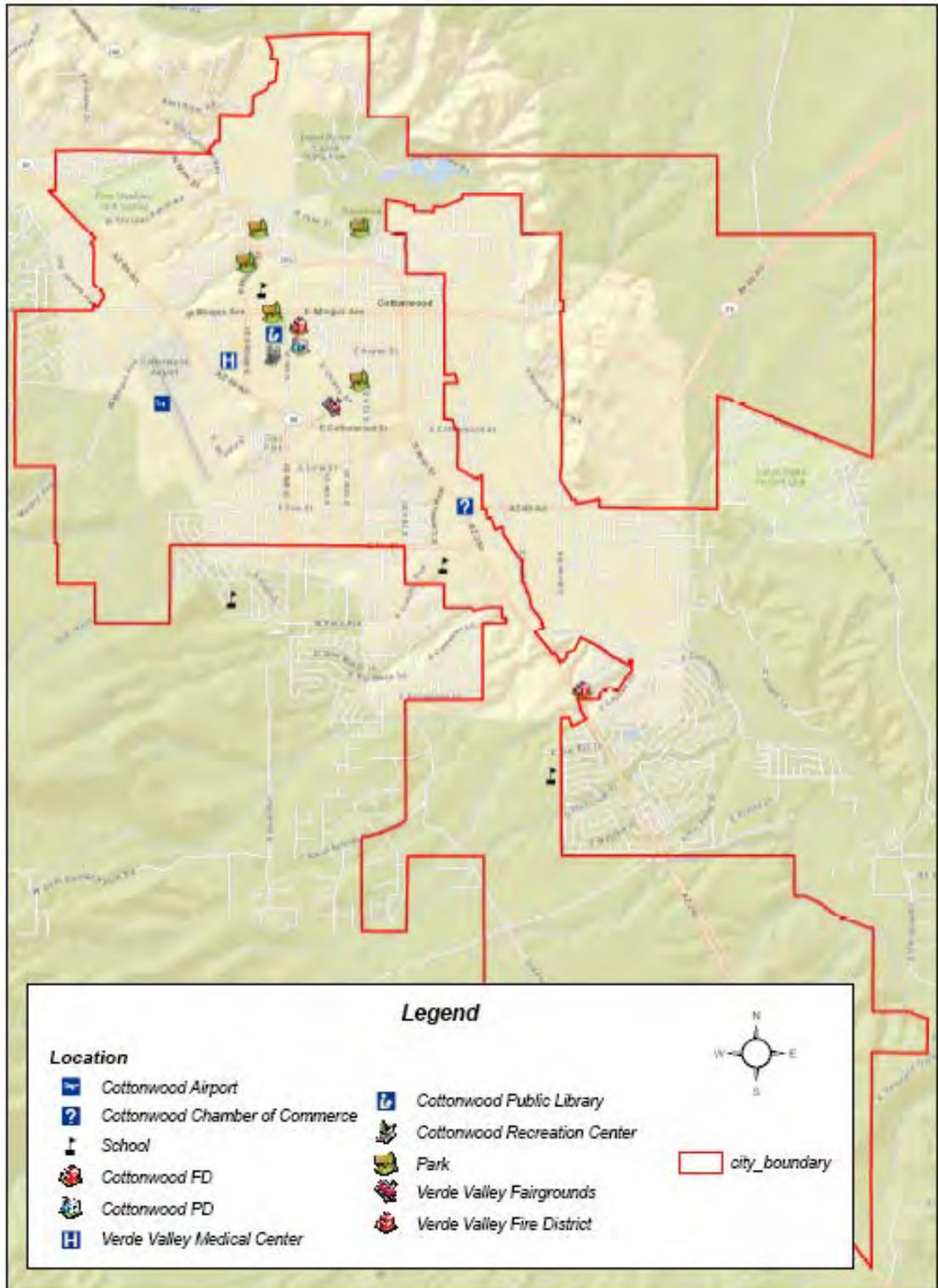
Commercial / Industrial Business Parks				
1. Cottonwood Business Park	36	36	35	35
2. Cottonwood Airpark I	15	15	10	10

### SUMMARY

Residential Lots	3,108	751	552	2,977
Business Park Lots	51	51	45	45
Mixed Use Lots	4	4	2	2



## Community Facilities





## E. LAND USE CLASSIFICATIONS

As per State Statute, Land Use Classifications describe basic categories of use in terms of the density or intensity of such use. Zoning Districts, on the other hand, are based on regulating specific uses within a category that are subject to a range of detailed development standards. The Zoning classification defines the property rights for a property. The Land Use classification in the General Plan looks at the long-term direction for the property in terms of broad associations.

The relationship between these two designations, which both look at land use, becomes most apparent with any proposal to change the zoning on a property. As per State Statute, a change of Zoning for any property must be in conformance with the Land Use Map as adopted in the General Plan. Therefore, in the interest of providing a coherent relationship, the descriptions of the Land Use classifications are shown in association with the comparable Zoning Districts.

Generally, residential categories are defined in terms of “density.” Density is the relationship between the number of dwelling units and the area of land. This is typically expressed as a ratio with the number of units per acre. (An acre is 43, 560 square feet in area.) Commercial development is usually described in terms of the intensity of use, which relates both to the size of development relative to the property size, as well as the type of use and the level of activity anticipated.

### Relationship of Land Use Classifications to Zoning Districts

The residential categories from Very Low to High indicate maximum densities allowed with the spread indicated for different zoning districts. The Zoning describes the allowable uses and quality of development, whereas the Land Use classification creates a method to describe the general level or intensity of development.

It is important to note, that conformance with the General Plan is only one part of the consideration for a change of zoning. Any change of zoning must be considered on its own merits in terms of the surrounding context, compatibility with surrounding uses, availability of adequate infrastructure, traffic impacts and similar issues.

<u>Land Use Classifications</u>	<u>Zoning Relationship</u>	<u>Maximum Density</u>
<b>HR</b> Residential / High Density	R-3, R-4	29 / acre
<b>MR</b> Residential / Medium Density	R-2	11.6 / acre
<b>LR</b> Residential / Low Density	R-1, MH	5.8 / 8.7 / acre
<b>VLR</b> Residential / Very Low Density	AR-20, AR-43, AR-70, GA	0.2 / 2 / acre
<b>PLD</b> Planned Development	PAD	As determined.
<b>PCI</b> Performance Commercial /Industrial	PAD	
<b>GC</b> General Commercial	C-1, C-2	
<b>NC</b> Neighborhood Commercial	CR	
<b>IND</b> Industrial	I-1, I-2	
<b>PSP</b> Public / Semi-Public / Institutional	CF, Other	
<b>NF</b> National Forest	NF	

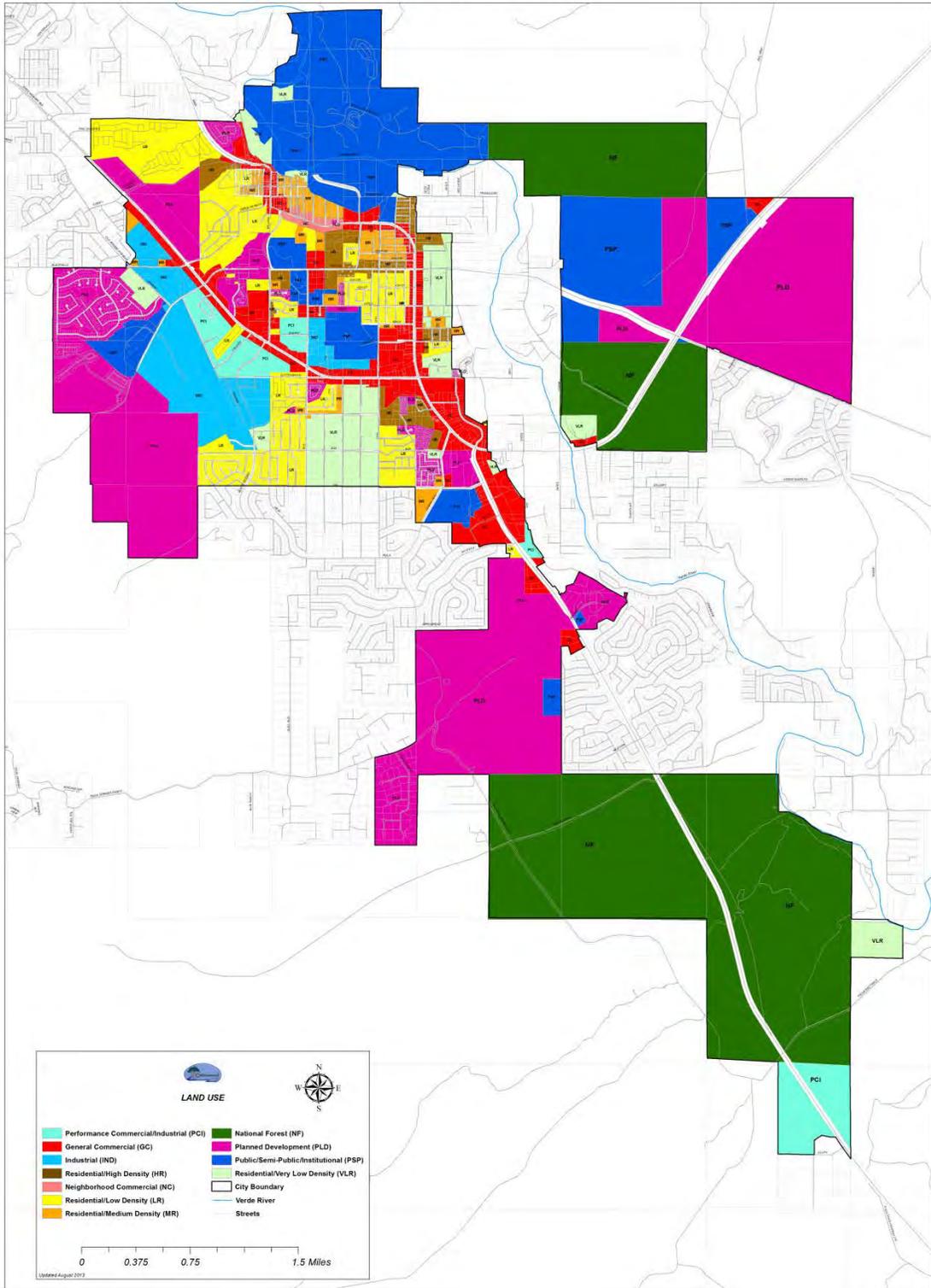


## LAND USE CLASSIFICATIONS

<b>HR</b>	<b>RESIDENTIAL / HIGH DENSITY:</b> Intended to accommodate multi-unit housing and neighborhood locations with a mix of housing types. Properties could have as much as 12- 29 units of housing per acre based on the zoning and property development requirements. (R-3 & R-4 Zones)
<b>MR</b>	<b>RESIDENTIAL / MEDIUM DENSITY:</b> Intended to accommodate single-family and multi-unit housing, generally with 6 - 11.6 units to the acre. (R-2 Zone)
<b>LR</b>	<b>RESIDENTIAL / LOW DENSITY:</b> Intended for typical single-family detached type housing up to 5.5 units per acre; and manufactured home parks and subdivisions, up to 8.7 units per acre. (R-1 and MH Zones)
<b>VLR</b>	<b>RESIDENTIAL / VERY LOW DENSITY:</b> Larger lot residential areas with densities ranging from 2 units per acre to 1 unit per 5 acres. (AR-20, AR-43, AR-70, GA Zones)
<b>PLD</b>	<b>PLANNED DEVELOPMENT:</b> Allows flexibility in the design of higher-quality development so as to provide a mix of residential types, as well as, integrated commercial and/or institutional uses prepared through a comprehensive master development plan. Takes into account pedestrian quality, attractive architecture and site development, open space networks and community values. (PAD Zone)
<b>PCI</b>	<b>PERFORMANCE COMMERCIAL / INDUSTRIAL:</b> Indicates areas that can accommodate mixed use development with emphasis on commercial and/or industrial uses with innovative design, quality architecture and integrated comprehensive site planning through a master development planning process. Appropriate for business and office parks, light industrial centers, auto malls or similar development. Could include some residential or other non-commercial use. (PAD Zone)
<b>GC</b>	<b>GENERAL COMMERCIAL:</b> This classification is intended for general commercial functions, including retail, professional services, automobile sales and services, shopping centers and offices. (C-1, C-2 Zone)
<b>NC</b>	<b>NEIGHBORHOOD COMMERCIAL:</b> Includes mix of residential and low key commercial uses, including specialty retail, professional services, art galleries, cafes. (CR Zone, PAD Zone)
<b>IND</b>	<b>INDUSTRIAL:</b> Intended to accommodate industrial uses, including manufacturing, outdoor processing and storage, and research and development facilities. Encourages planned industrial park development where most activity takes place within buildings, as well as uses that may include outdoor activity where appropriate. (I-2, I-1 Zone)
<b>PSP</b>	<b>PUBLIC / SEMI-PUBLIC / INSTITUTIONAL:</b> This classification provides for a variety of public, private and semi-public institutions and facilities generally managed for the community benefit, not including Arizona State Trust Land or National Forest. Includes public parks and facilities, schools, local government facilities, and cemeteries. (CF and Other Zones as appropriate)
<b>NF</b>	<b>NATIONAL FOREST:</b> Property within the Prescott or Coconino National Forest managed by the United States Forest Service. (NF Zone)



# Land Use





## F. PLANNING SUB-AREAS

### Introduction.

Planning Sub-Areas, also referred to as “planning areas” or “plan areas,” provide a method to better understand the sub-sections of the city and to help guide future development and redevelopment in those areas. Each of the planning sub-areas includes a narrative section describing historical context and current trends, and proposed recommendations to guide development in that area. There are 10 planning sub-areas identified.

### Planning Sub-Area Designation.

The Planning Sub-Areas each recognize some type of common element, such as a general type of use, design character, historic development pattern, street or circulation issues, existing zoning, and/or related development trends. The planning areas provide a method to understand common aspects; however, they also tend to be broad and general with a mix of issues. Planning area boundaries are provided as a method to help organize common concerns and opportunities. In most areas there are issues that overlap and blend; however, the sub-area designation still provides a useful method of breaking out that area in an understandable manner so that common issues can be considered.

### Sub-Area Planning Process.

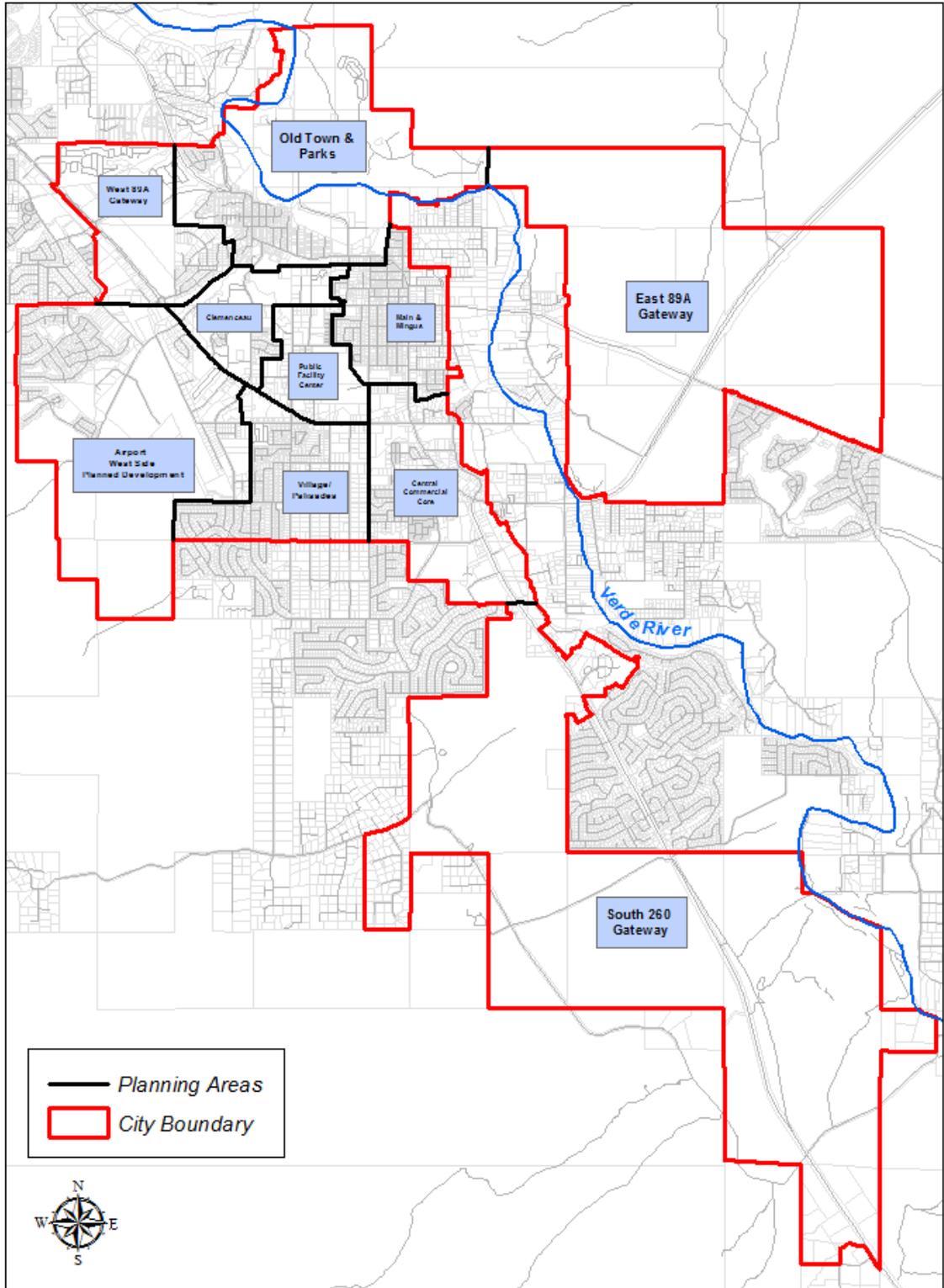
The opportunity with the sub-area planning process is to work with property owners, residents, businesses and other interested parties to develop local and neighborhood plans to identify existing conditions, consider needs and lay out a common vision for future improvements. Some areas are mostly new; some areas are old. Some areas are wide open and undeveloped; some areas have a mix of developed uses and styles. Each area has unique characteristics but comes together as an integrated city.

## SUMMARY OF 10 PLANNING SUB-AREAS.

1. **East 89A Gateway.** Major “gateway” entrance area to Cottonwood from Sedona and Cornville.
2. **Old Town and Parks.** The Old Town area has unique cultural, historic and economic issues that need attention from those unique perspectives.
3. **Main & Mingus.** Neighborhood residential area with closely related corridor planning issues.
4. **Clemenceau.** The historic Clemenceau area now serves as a critical connection between the old and new areas of the city.
5. **West 89A Gateway.** Important role as a gateway district should be considered. Closely associated with future development around the Medical Center.
6. **Airport and West Side Planned Development.** Potential airport development areas need to be considered in relation to large undeveloped ranch properties west of the airport.
7. **Verde Village / Palisades.** Mainly developed areas. Issues include development around the edges, major collector streets and condition of some older developments to the north.
8. **Public Facility Center.** Includes older industrial area and residential complexes in addition to a number of significant public service and governmental facilities.
9. **Central Commercial Core.** Major shopping centers, large discount retail and home centers, auto dealers and regional outlets serve as commercial core.
10. **South 260 Gateway.** Gateway district coming from I-17. Highway commercial corridor along SR 260, includes undeveloped State Trust Land and Forest Service properties.



## Planning Sub-Areas





## **AREA I: EAST 89A GATEWAY**

Area defined by State Route 89A and Mingus Avenue extension serves as an important gateway to Cottonwood from Sedona and Cornville. A large part of this area is undeveloped public lands, including State Trust Lands, Coconino National Forest and Yavapai County Cliffrose Preservation area. Annexation completed in 2002, extended the City boundary across the Verde River to incorporate Forest lands, State Trust lands, and private lands that include Verde Santa Fe North.

Verde Santa Fe North (Phase II) is a 688 acre master planned community that was originally approved by Yavapai County in the mid-1980s and later revised to include up to 2,050 dwelling units and 117.6 acres of commercial development. At the request of the property owner, the north portion of Verde Santa Fe was annexed by the City of Cottonwood in 2002. The revised Verde Santa Fe annexation agreement removed the golf course feature and replaced it with natural open space areas. The land use plan designates Verde Santa Fe North and the State Trust land at SR 89A and Cornville Road as “Planned Development.” The Coconino National Forest lands are designated as “National Forest.” The 369 acre Yavapai County parcel is designated as Public-Semi-Public-Institutional “PSP.”

The City of Cottonwood has prepared a proposal for annexation of the 10 square mile block of State Trust Land to the northeast of the city. Arizona State Land Department (ASLD) has a multi-step process for consideration of annexation that includes a requirement to develop a conceptual land use plan. The City is working with the ASLD to meet the requirements for submittal of the proposal. The proposed application for annexation will be submitted subsequent to the General Plan. More information regarding annexation can be found in the Growth Area Element.



***Immaculate Conception Catholic Church at Bill Gray***

A sub-area planning process for this overall area could be used to develop a high-quality integrated design concept prior to individual development proposals. The area planning process could identify coordinated access, compatible high-quality architecture, multi-modal transportation networks and coordinated site planning.

### **Recommendations:**

1. The challenge for future development will be to maintain the outstanding views from this area and to ensure development provides a human scale and attractive environment while integrating with the surrounding natural environment.
2. A general land use plan was approved for Verde Santa Fe North. The details of how the commercial sites are designed and how the neighborhoods are laid out should be carefully considered to emphasize people-oriented, neighborhood-scale, village centers. Design standards should be developed to strongly discourage large strip-center commercial development fronted by large parking lots along the highway.
3. The intersection at Bill Gray Road and SR 89A will be signalized as part of the Verde Santa Fe North development. An access management plan is recommended for this area to help guide related site planning for undeveloped private and state lands.

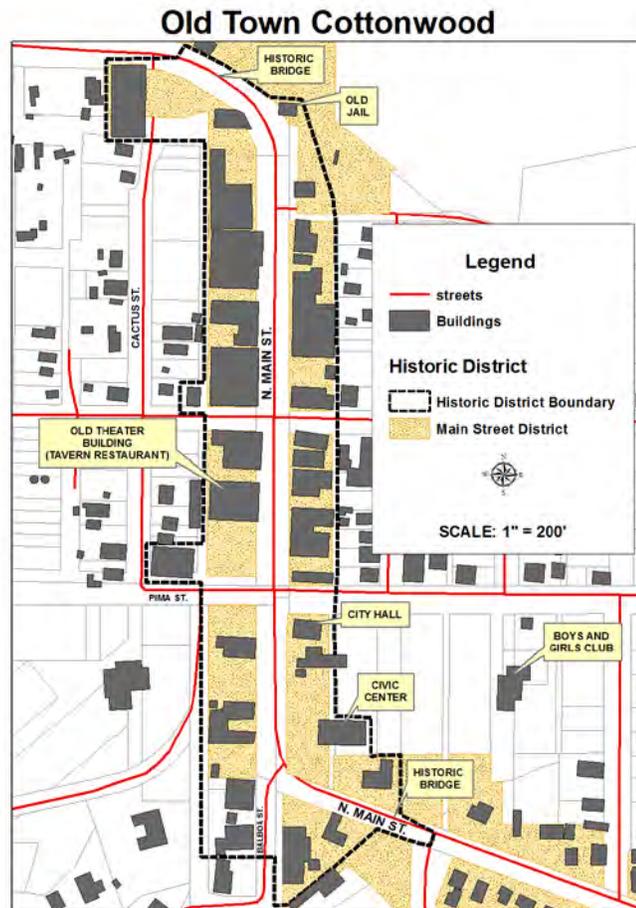


<b>NORTH 89A PLANNING CORRIDOR LAND OWNERSHIP OWNER</b>	<b>ACRES</b>
COCONINO NATIONAL FOREST	880
YAVAPAI CO. (CLIFFROSE AREA)	369
STATE TRUST LAND (UNINCORPORATED)	6,479
STATE TRUST LAND (INCORPORATED)	239
VERDE SANTA FE NORTH	688
CATHOLIC CHURCH	65
OTHER PRIVATE LAND	11
<b>TOTAL</b>	<b>8,731 ac.</b>
<b>13.64 sq. miles</b>	

**AREA 2: OLD TOWN & PARKS**

Old Town Cottonwood, the site of the original settlement in the area in the 1870s, consists of the well-defined commercial core along N. Main Street connecting to adjoining historic residential areas. Main Street was created in 1908 when settlers used a team of horses to pull a drag through brush. Platting and development occurred during the World War I years, coinciding with the development of smelters in Clarkdale and Clemenceau. The Cottonwood Commercial Historic District consists of 15 acres along three blocks of North Main Street between the Del Monte Wash Bridge (built in 1935 by the Works Progress Administration) and the Cottonwood Bridge (built by the Civil Works Administration in 1934). In recent years, the business district and adjoining areas have begun to experience re-investment and revitalization.

Because of its unique and historic environment, Old Town has become an attraction for area residents and tourists. It has also proved to be a popular venue for community events including the summertime weekly Farmers Market series, street festivals and parades.





Old Town also has a very close relationship with Riverfront Park and Dead Horse Ranch State Park. The “Jail Trail” accessed from the vicinity of the Old Jail building connects N. Main Street with the Verde River to Riverfront Park. The trail provides an opportunity to blend the charm of the historic district with the rare cottonwood-willow environment along the free flowing Verde River. Dead Horse Ranch State Park and the City’s Riverfront Park bracket the Verde River just east of Old Town. A network of trails from that area leads onto the Coconino National Forest.

**Recommendations:**

1. Support efforts to implement the vision of the Verde River Greenway State Natural Area.
2. Preserve mature landscaping and trees in this area.
3. Support use of Del Monte Wash for a trail network for recreational purposes.
4. Renovate the Cottonwood Civic Center to ensure the long term stability of the historic structure, provide access for persons with disabilities and work to list the building on the National Register of Historic Places.
5. Continue support for civic events in the area, including the Farmer’s Market series, Christmas parade, Walkin’ on Main, Chocolate Walk, Brian Mickelson Marathon and other annual civic events.
6. Support continued presence of City of Cottonwood governmental functions in the general area, including City Hall and other uses, as a valued component of an authentic town center.
7. Pedestrian-oriented retail character of the streetscape should be preserved.
8. Any new development in the area should be in scale with existing uses and compatible in design.
9. Encourage compact, pedestrian-oriented development and enhanced treatment of streetscapes adjacent to Old Town.
10. Provide improved pathway connections for walking and bicycling from central Old Town area to surrounding neighborhoods, including On the Greens/Pine Shadows/Gray Fox Ridge, Verde Heights and Clemenceau area.



### **AREA 3: MAIN AND MINGUS**

The Main and Mingus area includes several identified neighborhoods and zoning districts, including two of the oldest subdivisions in the community, Scott’s Addition and Smelter City, both platted in 1917. Central to the planning section is the intersection of East Mingus Avenue and Main Street. This sub-area also includes a high concentration of some of the oldest homes in the City. The area also includes a high percentage of rental properties and a high percentage of low to moderate-income persons residing in this area. Main Street through this area features a great sweeping curve developed many years ago as part of the state highway system. The curve was placed over the top of a pre-existing subdivision, resulting in numerous odd-angle intersections and traffic visibility issues.

North 10<sup>th</sup> Street between Mingus Avenue and Main Street was improved in 2013 with curbs, gutters and sidewalks through a Community Development Block Grant. Additional street and drainage improvements are still needed throughout the Area. A number of street improvements are still needed along Mingus Avenue, including continuous sidewalks, and pedestrian and bicycle facility improvements.

A North Main Street Corridor Study between Old Town and SR 89A is recommended so as to consider traffic safety improvements, streetscape upgrades, and business assistance programs that are intended to enhance the attractiveness and economic viability of this area. Bicycle and pedestrian improvements are recommended throughout the area to provide efficient, safe and convenient connections from the neighborhood to schools, parks and commercial areas.

Consider opportunities for development of one or more neighborhood parks in the area. Small neighborhood parks may have shaded seating areas, pathways, and simple play area features for young children. Such neighborhood parks need to be designed and located in a manner that allows positive, safe use by families, children and others. Open lines of sight allowing clear surveillance of the area from surrounding properties and streets is necessary to encourage use by neighbors.

#### **Recommendations:**

1. Support revitalization efforts in this area, including potential assembly and consolidation of properties that would allow appropriate pedestrian-oriented residential density development.
2. Support continued street improvement projects in the area where appropriate to include curb, gutter and sidewalk improvements to help control drainage, improve safety for pedestrians and provide a “finished edge” to the public right of way.
3. Consolidate access points along the curve. Consider bicycle and pedestrian improvements that could help calm vehicular traffic along Main Street.
4. The City should continue to work with the Main and Mingus Block Watch group through support of clean-up efforts, code enforcement and housing rehabilitation in the neighborhood.
5. Explore options for park development in the neighborhood.
6. Access easements should also be obtained along the Silver Springs Wash and Railroad Wash to preserve an open natural corridor and enable access to the Verde River.



#### **AREA 4: CLEMENCEAU**

The Clemenceau area was originally a separate town site that developed in connection with the Cottonwood Smelter. It had housing, stores, churches, a theater and a bank. Most of the historic buildings, with a few notable exceptions, are gone but the reference to this part of local history remains. This area currently contains a range of land uses including a number of major public facilities, schools, churches, and multi-unit housing. In addition, the area includes Cottonwood Elementary School and Cottonwood Middle School, as well as the district headquarters of the Cottonwood-Oak Creek School District. The Clemenceau Museum is also located in the historic Clemenceau School building.

The major feature of this area today is the vacant property along Mingus Avenue, which has outstanding potential for pedestrian friendly, mixed-use development. Opportunities for a trail network through the area could be considered along Del Monte Wash. The nearby Verde Valley Medical Center serves as a central part of a growing sub-area of medical and health care related development. Encourage development in the Clemenceau area that supports the Verde Valley Medical Center, including medical offices, senior housing and compatible businesses.

#### **Recommendations:**

1. Encourage and support a mixed-use development northwest and southwest of the Willard Street and Mingus Avenue intersection.
2. Ensure that new development in this area extends and enhances pedestrian connections to all surrounding areas. In particular, ensure that any future planned development along Mingus Avenue and Willard Street includes convenient, safe pedestrian connections to the central part of Old Town.
3. Pursue opportunities to use Del Monte Wash for open space and passive recreational uses, including trails and walking paths, with access from adjacent developments and neighborhoods.

#### **AREA 5: WEST 89A GATEWAY**

The West SR 89A area extends from the city boundary with Clarkdale south to Mingus Avenue and east to Old Town. The area includes properties on both sides of SR 89A. There are several large undeveloped properties with substantial highway frontage. The area also includes large residential areas within the Pine Shadows Community, On The Greens manufactured home park and the Verde Heights subdivision. Pine Shadows also includes a 9-hole golf course that provides open space and a specific recreational activity for residents in this area. The adjacent On The Greens development has only been partially developed and potentially could include a significant number of additional units. There are several major washes that bisect the area that are on private property. Besides serving as important natural drainage features for the larger sub-area, these washes provide opportunities for preservation of open space and placement of recreational trails that could connect the Old Town area to National Forest lands in the Mingus foothills.

The State Route 89A corridor was reconstructed in 2010 with a series of roundabouts and a controlled access management approach from the highway. Future development of Cottonwood properties will include controlled access along the state highway with primary access points from secondary roads connected to the roundabouts. Extension of secondary roads, such as Alamos Drive, will assist with the development of a coherent integrated circulation plan associated with the corridor.

#### **Recommendations:**

1. Extend Alamos Drive north to provide access to parcels, restrict direct access to parcels from 89A and provide a connection to Black Hills Drive and Scenic Drive.
2. Coordinate trail development at Pine Shadows and with future development of the Groseta Ranch property to include connections to Old Town and the Verde River Greenway.



## **AREA 6: AIRPORT AND WEST SIDE COMMUNITIES**

The Cottonwood Municipal Airport includes approximately 520 acres, mostly zoned industrial. Much of the city-owned land east and west of the airport has been leased to Cottonwood Airpark, Inc. with the expectation that job-generating industry would be located there. The east side of the runway has developed slowly over the past fifteen years. The Cottonwood Municipal Airport Master Plan serves as a guide for development in this area.

The West Side Planning Area includes existing master planned communities, potential areas for new planned development and the Airport development area. Existing planned development includes Cottonwood Ranch (527 homes) and Mesquite Hills (425 approved, 147 Platted). Approximately 482 acres of private ranch property located in the rolling foothills west of the airport could potentially be proposed for planned residential or mixed use development at some point in the future.

Any future roadway connections in this area need to be tied to future development plans of the private lands in the area. The proposed “West Loop” roadway, which has been discussed for decades, would primarily provide a connection and benefit for local development on the west side. The roadway could connect from Black Hills Drive to West Mingus Avenue to Fir Street. Portions of the West Loop roadway may still be viable and beneficial for local traffic in the area to the west of Cottonwood and future development in the area should be planned to accommodate this route.

Directly west of Cottonwood in this area there are several sections of Prescott National Forest. The multi-agency Verde Front public planning effort has developed a recreation area proposal for the area directly west of Cottonwood. Access points from private development abutting National Forest lands will be coordinated with the Forest Service so as to limit the development of unofficial “social” trails.

### **Recommendations:**

1. Support implementation of the Cottonwood Airport Master Plan. Ensure airport development and management proceeds in a manner that minimizes negative impacts on surrounding residential areas while still allowing improved use of this important facility.
2. Protect natural wash areas as open space networks and integrate trails adjacent to the wash corridors. Work with adjacent public land agencies to coordinate trail access from planned communities so as to allow carefully planned and located systems.
3. Encourage properties owners to provide trail corridor easements along Del Monte Wash, the power line corridor and the edge of the airport property.

## **AREA 7: VERDE VILLAGE / PALISADES**

The area includes roughly 390 acres of private land, primarily zoned and developed as single-family residential properties. Manufactured home sites also exist in this area, including the Cottonwood Heights development. Most of area is defined by two large subdivisions, including Verde Village Unit 8 and Verde Palisades. More recent subdivisions include Vista Grande and Tierra Verde I and II. Residential growth is limited to some infill lots within existing subdivisions. Single and multi-family areas exist to the east. Unincorporated single-family areas exist across Fir Street to the south.

Sixth and Twelfth streets, major north-south collectors, provide primary traffic movement through the planning area. Fir Street provides major east-west traffic movement to the south of the area.

The undeveloped part of the plan area is crossed by the Silver Springs Wash corridor and features two primary opportunities for the development of trail access; one at 6<sup>th</sup> Street and the other as part of a pedestrian access agreement retained in the development at the north end of 3<sup>rd</sup> Street. The 6<sup>th</sup> Street location may also provide an opportunity for a park site associated with future development of adjacent



properties. A small City park site has been developed near Elm and Viejo streets, in conjunction with the Verde Village Property Owners Association.

**Recommendations:**

1. Maintain the large lot character of the Verde Palisades area.
2. Ensure that roadway improvements in the area are compatible with the existing large lot, rural character of the area.
3. Consider possible easements to establish a trail along Silver Springs Wash west of 6<sup>th</sup> Street.



*Elm Street Neighborhood Park*

**AREA 8: PUBLIC FACILITIES CENTER**

This area has a concentration of civic, governmental, education and institutional uses. City of Cottonwood facilities include: the Cottonwood Recreation Center, Public Library, Public Safety Building, City Magistrate Court and Garrison Park. The Yavapai County Annex Building and Community Health Center are also located here. The Verde Valley Senior Center is located on 6<sup>th</sup> Street. And the main Cottonwood Post Office is located on Mingus Avenue.

This plan area includes about 190 acres north of SR 89A between 6<sup>th</sup> and 12 streets and additional property west of 6<sup>th</sup> Street. This plan area includes a mix of industrial, multi-unit residential, and civic facilities, and the Verde Valley Fairgrounds, as well as the historic slag pile that was associated with the Clemenceau smelter which began operations in 1917, and closed December 31, 1936. The Slag Pile and Fairgrounds property provides a range of long-term redevelopment opportunities. There is an opportunity to reclaim a large area of potential infill property basically in the center of the City that is currently occupied by the slag pile, a remnant of the mining era from early part of the twentieth century. Private efforts are currently being planned to remove the slag material for other uses. This could take 15-20 years but once completed the area could provide an attractive location for any number of productive uses.

The central area of the city includes a mix of industrial uses, residential and important public facilities. The area could use greater attention to ensure the various uses can function in a compatible manner:

**Recommendations:**

1. Support sub-area planning or the development of a master plan for this general area so as to coordinate public facility development, provide an improved plan for pedestrian and bicycle routes, and to develop a coordinated system of signage to identify the various public facilities.
2. Support efforts to process the historic slag pile material for commercial use. Once the slag pile is removed, work with the property owners, the Fairgrounds Association and others to consider long-term redevelopment of this central area of the city.



## **AREA 9: CENTRAL COMMERCIAL CORE**

Over the past few decades the commercial core of the city shifted from the Downtown area, now known as Old Town Cottonwood, to the busy area near the intersection of two major state highways feeding Cottonwood. The area is home to shopping centers, large discount stores, as well as numerous smaller retail and service businesses. The area includes about 340 acres of private property, most of which is zoned for light and heavy commercial uses. Much of the highway frontage is developed; however, opportunities exist for new commercial development along portions of SR 260 and with various infill properties in the area.

Improved traffic management is essential to support the future viability of the area. Landscaped medians with turn lanes could be installed along portions of SR 89A / Main Street in proximity to intersections so as to enhance safety and provide aesthetic improvements. This could be especially helpful near major intersections. Pedestrian crossings would also be improved with center islands on major streets.

Multi-unit residential development should be considered for properties that are located generally behind or a step back from the highway frontage businesses. Where there is adequate infrastructure, potential for pedestrian links and proximity to commercial services, the higher density residential development would be compatible with the commercial uses.

### **Recommendations:**

1. Consider redevelopment opportunities for older shopping centers, including additional freestanding development, façade improvements, multi-story additions, mixed use and improved connections to surrounding development.
2. Consider additional multi-unit residential opportunities in nearby areas set back from the highway frontage and provide improved pedestrian network to those residential areas.
3. Support land assembly process along with coordinated street and access improvements, and other infrastructure coordination, for groupings of smaller vacant parcels located along State Route 260 and along Cove Parkway so as to facilitate more efficient development options.

## **AREA 10: SOUTH 260 GATEWAY**

The area south of Rio Mesa Trail is dominated by a 749-acre tract of State Trust land designated for “Planned Development.” Mixed-use development is envisioned for the area and could include residential, commercial and, possibly, light industrial in designated areas under the auspices of a comprehensive master plan. Points of access to SR 260 must be carefully coordinated with ADOT to maintain capacity on the state route. Godard Road and Del Rio Drive could be extended west to serve the State Trust land and connect Old Hwy 279 – Camino Real as collector streets. Cottonwood-Oak Creek School District developed Tavasci Elementary School on twenty acres that was formerly State Trust land at the west end of Del Rio Drive.

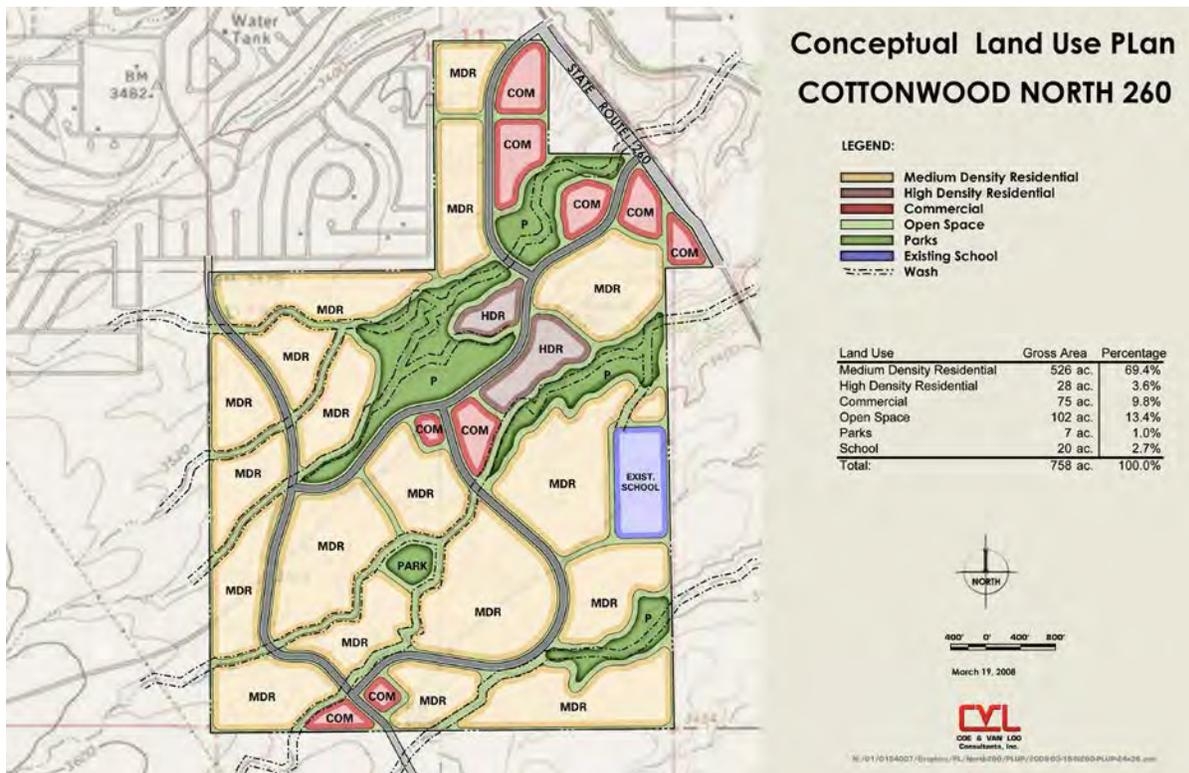
The South 260 corridor includes about 3 ½ square miles of Prescott National Forest within the City. In addition to the wildlife corridor connections, this area is viewed as critical to preserving the visual character and open space between Cottonwood and Camp Verde along SR 260. Wilbur Canyon and Black Canyon drain the foothills and pass under the highway on their way to the Verde River. The sub-area includes a collection of industrial zoned vacant properties along SR 260 and the Verde Valley Motorplex site, which also has potential for re-development with a number of options.

An 80-acre private parcel abutting the city boundary straddles Black Canyon along Old Hwy 279. This is the only private parcel along the entire length of Black Canyon and could be considered for annexation as a potential commercial lodging or resort development.



### Recommendations:

1. Consider opportunities to encourage innovative sustainability principles for all new development in this area, including industrial and commercial uses. Energy efficient building design, native plants and low water landscaping, efficient site planning and efficient multi-modal transportation systems could link mixed use development throughout this area.
2. New development along SR 260 should be coordinated to encourage shared points of access to the highway. Work with ADOT and the VVTPD to ensure SR 260 is maintained as a primary limited access connection from Cottonwood and surrounding communities to Interstate-17.
3. Work closely with the State Land Department, developers and residents on the master planning of the State Trust Land west of SR 260.
4. All agencies are encouraged to work together to identify undeveloped public lands in this area that should be permanently preserved as critical wildlife corridors and as visual and aesthetic open space that helps define the unique communities through attractive natural transition zones.





## **G. SUB-AREA PLANNING PROCESS**

Sub-Area Planning is part of a strategic process that complements and expands on the scope of the Cottonwood General Plan. The sub-area planning process is presented as a potential method and an opportunity to further the goals of the General Plan through ongoing efforts to evaluate various sub-areas of the city in greater detail after the completion and approval of this General Plan.

Sub-Area Plans can be organized to address physical, social, economic, and safety concerns of an area. This type of planning process is intended to generate a framework for partnership between residents, businesses, interested citizens and the City government by encouraging involvement, collaboration, identification of problems and related solutions, and setting of goals which can be prioritized for action. Through the establishment of common goals, the area plan can identify issues and priorities, as well as solutions to be addressed in short, mid, and long-range implementation schedules.

The area planning process can help guide future decision making by the City Council and may result in a plan for action by the city, by neighborhood residents or by a variety of collaborative means. Area Planning is intended to provide an enhanced sense of community, improved property values, greater economic vitality, improved sense of safety and security, and an overall enhanced quality of life. The process for developing such plans will take hard work by residents, the City Council, the Planning and Zoning Commission and City staff. The sub-area planning process can help provide a greater understanding of the challenges, as well as a greater awareness of the opportunities for improvements in those areas.

The Cottonwood General Plan Land Use Element divides the city into 10 planning sub-areas based on common elements, such as zoning, land use or general location. The Sub-Area Planning process provides an opportunity to focus in greater detail on specific sub-areas so as to identify both challenges and opportunities and develop recommendations accordingly. The opportunity to focus on sub-areas with a greater level of detail through an organized process of citizen involvement will help everyone to better understand those areas and will provide guidance for future program decisions. This type of plan can be referred to as a Community Area Plan but is also commonly described as a Neighborhood Plan, Sub-Area Plan or simply as an Area Plan.

### **What Is an Area Plan?**

An Area Plan is a tool to help guide development and redevelopment of an area. Plans may address current issues, community priorities, changing conditions and long-range opportunities for the future. Plans typically include goals and policies, visions statements, design themes and design guidelines for the area, and maps addressing important community topics such as physical improvements, community-buildings, economic vitality and neighborhood safety. Area Plans provide an opportunity for residents, businesses and interested citizens to look at a variety detailed issues, such as residential and commercial uses, economic development, parking, streets, sidewalks, parks, community facilities, flood plains, open space, public safety, code enforcement, historic preservation and other issues which may be determined by public input.

A standard method for creating a **Sub-Area Plan** is organized with six main steps:

1. Introduction and Overview
2. Establishment of Citizen Involvement Process
3. Community Vision and Values
4. Identify Goals and Objectives
5. Creation of Plan Sections (data collection, analysis and policy development)
6. Recommendations and Implementation Strategies



## **Sub-Area Plan Outline.**

### **1. Introduction.**

The introduction provides an overview of the city-wide planning process, a review of the history and character of the area, and the process to be followed, including citizen involvement, timelines and desired outcome. The introduction needs to clearly convey the opportunities available for community members to participate in the process.

- Purpose.
- Context.
- History.
- Existing Conditions.
- Proposed Development.
- Planning and Implementation Process.

### **2. Citizen Involvement Process.**

It is necessary to organize an appropriate approach to facilitate citizen involvement throughout the process. This typically includes conducting a series of public meetings to receive input and direction on the various parts of the plan. Meetings may be conducted in a workshop format and include smaller breakout groups or sub-committees set up to focus on separate issues or areas.

- Identify the overall planning area boundaries.
- Identify Stakeholders/Participants.
- Identify Technical Advisory Group and/or Steering Committee.

### **3. Vision and Values.**

The public planning process starts with an investigation of the “vision” for an area. The process involves an open consideration of the challenges, as well as the opportunities. The goal is to integrate the community vision and values into a program that works to guide future growth and development in a meaningful way.

- Sub-Area Vision Statement.
- Community Survey.
- Urban Design Principles, Character Area Design and Placemaking.
- Challenges and Obstacles.
- Opportunities.
- Assignments.

### **4. Goals and Objectives.**

#### **a. Identify Preliminary Goals and Objectives:**

- Physical Environment / Land Use
- Social / Cultural / Community
- Economic
- Safety / Security

#### **b. Relationship to General Plan.**

The relationship of the sub-area to the city as a whole needs to be reviewed in terms of the various goals and objectives described in the General Plan 2025. A sub-area plan is intended to function as an extension of the vision expressed in the General Plan. A comparative review should be provided to help guide the development of the sub-area plan.



## 5. Development of Area Plan Sections.

A basic planning outline can be developed for a sub-area; however, each area has unique issues and characteristics so some flexibility with the project design should be expected.

### a. Data Collection.

- Demographics, Statistics and Inventory of existing conditions.
- Maps and Photographs.
- Historical Background.

**b. Plan Sections:** Potential issues for a community sub-area plan can be adjusted based on the specific emphasis of an area. A basic template for all areas can be developed with unique issues emphasized based on the specific issues in that area.

- Land Use and Zoning
- Circulation and Transportation
- Parking and Parking Management
- Parks & Recreation
- Washes and Open Space
- Public Amenities, Cultural Facilities & Programs
- Economic Development
- Design & Character
- Resources and Links / Available Services
- Other issues to be determined.

## 6. Recommendations and Implementation Strategies.

The Sub-Area Plan may include proposed Implementation Strategies for the entire sub-area and for the different sections. In addition, it can help to define Timelines, Funding Sources, Recommended Priorities and Assignments.



## H. ANNEXATION

Annexation is the process by which property is brought into the City’s jurisdictional boundaries. With annexation, the City of Cottonwood becomes the general purpose government, providing services such as police protection, road maintenance, water management, development planning, parks and recreation, permitting and business registration. Like most cities in Arizona, Cottonwood has increased in size over the years through annexation of adjacent lands.

### **Benefits of Annexation:**

Becoming part of the City of Cottonwood provides a number of benefits for property owners and residents, including participation in city government activities and receiving various city services.

**Provision of City Services:** Areas within the city limits have the opportunity to receive the full range of available services. Typically, new development is expected to contribute its fair share for extension of infrastructure. In general, existing areas of the city can expect to receive all basic city services; although extension of the full scope of services and infrastructure to all areas may reasonably be based on a schedule for completion. A variety of city services could be expected, including the following:

- Emergency and Public Safety Services (Fire, Medical and Police)
- Water and Wastewater Services
- Street Standards and Maintenance
- Community Planning Services

**Service Area Exceptions:** Several areas outside the city limits are included within the City’s water service area, including Verde Village and Verde Santa Fe. They had existing private water systems that were integrated into the coordinated publicly-managed water system for the area. City utilities will typically not be extended to new development projects outside the city limits except where such was included as part of an original service area agreement.

**Participation in City Elections and Decisions:** Joining the City of Cottonwood gives each resident a voice in decisions and issues that are governed by the City of Cottonwood, many of which impact the entire region. Residents of Cottonwood are allowed to vote in municipal elections and may run for office and serve on various boards and commissions.

### **Annexation Process:**

The annexation process is closely governed by State Statute, as described in Arizona Revised Statutes § 9-471. The annexation process is typically initiated by property owners who wish to become part of the City of Cottonwood. Where there are multiple properties, there needs to be approval of more than half of property owners representing at least half of the value of real or personal property.

The City evaluates annexation requests to ensure that, if annexed, the property would meet City development standards (i.e. standards for site development, street development, utilities, fire protection, zoning, code enforcement, etc.) and be a positive addition to the community. In some cases, the City may initiate the annexation process, such as for adjacent public lands that may someday become available for development. The City Council makes the final decision as to whether to annex property or not.

### **Annexation Types:**

Annexation requests can be described as those primarily comprised of undeveloped properties and those properties with existing development.

#### **I. Undeveloped Areas.**

Undeveloped areas may include private property, as well as state or federal lands. Included within this classification are undeveloped private lands that may have been previously master planned or subdivided through the county process. Generally, it is more efficient and preferred for an annexation



request to not have existing development or pre-approved planning or to be very early in the planning process so that city standards and requirements can be addressed prior to annexation.

## **2. Developed Areas.**

Unincorporated properties that have been developed under Yavapai County standards may be considered for annexation; however, the long-term need to come into conformance with city standards and procedures needs to be clearly defined. Property owners of a proposed annexation area are typically responsible for bringing infrastructure (roads, drainage, utilities, etc.) up to city standards unless some extraordinary circumstances can be demonstrated.

### **Developed Area Infrastructure Requirements:**

Developed areas requesting annexation need to adequately address long term infrastructure goals:

1. Upgrade the proposed annexation area's existing infrastructure to comply with the current City standards before the adoption of the annexation ordinance or establish a clearly defined plan to accomplish such upgrades within a timeframe; and
2. Develop a Pre-Annexation Agreement with the City of Cottonwood. Part of the purpose of the Agreement is to clarify the extent of the infrastructure improvements to be accomplished and the methods, timelines and responsibilities of each party for accomplishing such improvements.

### **Pre-Annexation Agreement:**

A Pre-Annexation Agreement is generally used for developed areas requesting annexation. The purpose of the Agreement is to identify procedures and responsibilities regarding the infrastructure improvements that must be completed and any other specific issues that should be included. Where multiple property owners are included within an annexation request, it will be necessary to establish a legally supportable process to approve the pre-annexation agreement. In situations where it is determined that an undeveloped annexation area warrants an agreement that contains more specific information, a pre-annexation agreement may also be used. The necessity and scope of a pre-annexation agreement is determined on a case-by-case basis.

### **Summary of Key Annexation Policies:**

1. Limit or minimize any short-term subsidies and maximize the long-term benefits through careful determination of which areas should be annexed and provide the optimum timing for annexation and development.
2. Apply a fiscal impact model analysis to each annexation and development proposal.
3. Developed County residential subdivisions will be required to upgrade their infrastructure and facilities through the use of improvement districts or other means prior to annexation. Re-platting of substandard or non-conforming subdivisions may be required to meet current City standards.
4. Do not extend infrastructure or provide services to new service areas outside the city limits without annexation. Exceptions may be granted to limited areas currently within City service areas.
5. Pre-annexation agreements should be used with annexation proposals in order to specify the infrastructure needs for the development and the schedule for development of the annexed lands.
6. Include reasonable time limits for agreements for specific development plans and zoning classifications of annexed lands. After a designated period of time, unfulfilled development plans need to be reconsidered based on current standards.
7. The City should annex only those County roadways that have either been improved to City standards or where sufficient assurances have been provided to the City for upgrading those roadways to approved standards within a specified timeframe.



# I. URBAN DESIGN

The practice of organizing the design and layout of cities and towns is referred to as “urban design.” There are a number of approaches and theories for describing urban design concepts ranging from classical systems describing formal elements to more contemporary approaches that focus on social relationships and technological changes. The purpose and intent of these efforts is to better understand the essential relationship between the people and the built environment in a manner that responds to the ideals of the community.

## URBAN DESIGN PROGRAM

Urban design organizing concepts look at the form, shape and functionality of the city. Urban design asks the question of what makes a great city? We can ask the same question of a small town. What makes a great small town? Formal concepts that can be used to better understand the components of a city include gateways, centers, corridors, edges and landmarks.

**Gateways.** Gateway areas can provide both a sense of entry into the city, as well as to sub-areas within the city. Places along the main highways at the city boundaries serve as gateways as do places within the city leading into known districts and planning sub-areas. There may be primary and secondary gateway areas. A gateway can be a specific location, a general area or even a gateway district.

- ◆ Identify primary and secondary gateway areas. (North 89A, Lower 260, Main Street north of Old Town, the intersection of Main & Mingus, Roundabouts)

**Centers / Nodes / Districts.** They may include an identifiable spot, an intersection or be defined as a general district which includes related uses. There are different types of centers, districts and nodes based on their functional role, dispersal patterns, interconnectivity and general condition. There are new commercial centers, older historic districts, various neighborhoods and specialized use areas.

- ◆ Identify key centers/districts within the city. (i.e., Old Town, Airport, Medical Center, Central Commercial Area, Main & Mingus neighborhood)

**Corridors / Paths.** The path is the sidewalk, street or trail in which people travel. Where there is a concentration of activity along streets and travel ways there can be planning challenges for the linear corridor. Corridor planning may involve linkage between more concentrated centers, buffering and transition from adjacent uses, new development standards and revitalization of existing corridor uses. Corridor planning may include existing high-activity commercial areas, predominantly undeveloped highway properties or natural open space preservation areas.

- ◆ Define unique corridor areas that would benefit from a coordinated planning format. Indicate the affected properties along the corridor and within the broader sphere of influence for the corridor. (i.e., State Route 260, Central West 89A, North 89A, North Main Street)

**Edges.** The transitional areas at the edge of the city, as well as between sub-areas within the city often provide unique and challenging issues from a planning perspective. Developed areas, as well as natural areas, washes, rivers or barriers can be seen as types of edges.

- ◆ Indicate various types of edges on the map. (streets, boundaries, river, public lands)

**Landmarks.** Landmarks can include historic, cultural and natural features. For some people this could include Mingus Mountain, Clemenceau School, Old Town or the Cottonwood Civic Center. It could also include Walmart, the Slag Pile, Mingus High School or the stone bridges over the washes in Old Town. Landmarks are not only key civic or historic sites but also the ordinary places and elements that serve to define the structure and elements of the city as a part of people’s everyday lives.

- ◆ Determine the types of landmarks that are important elements of the physical structure of Cottonwood in terms of community meaning and indicate their locations on a map.



## URBAN DESIGN PRINCIPLES

**Connectivity.** The design and layout of buildings, neighborhoods, and developments can be arranged to promote and encourage better opportunities for interaction through appropriate connections. The connectivity is defined by the mix of land uses and the quality and options for movement between places.

**Density.** Density refers to the number of residential dwellings within a geographic area. This is usually measured as units per acre. The density and mix of building types influences a variety of characteristics within a neighborhood, such as, people’s transportation choices, including walking, bicycling or driving, one’s ability to age in place and the community’s ability to support retail and commercial uses within walking distance.

**Mixed Use.** Locating various activities in a manner that allows positive and supportive interaction is dependent on careful attention to design and layout. A poorly considered mix of uses can quickly result in less advantageous relationships. The goal for effective mixed use development is to balance different types of uses in a complimentary manner with an understanding of how the details interact.

**Urban Village.** Even in a small city it is possible to benefit from identifying sub-areas that function as complete, integrated and identifiable centers. Working with existing development patterns, areas can be identified that have potential for improvement as a type of urban village. Land use policies can be amended to support neighborhood-scale commercial uses in strategic locations, improvements to pedestrian and bicycle facilities can be made to ensure attractive and functional routes, and design upgrades can be added to various features to provide a unique identity for the area.

**Access by Proximity.** The most efficient form of transportation planning is where origins and destinations are in close proximity to one another. The emphasis is on being there – not getting there. This concept supports urban design strategies which allow a mix of residential opportunities in proximity to employment uses, shopping near neighborhoods, parks and trails near homes, and generally a mix of uses relatively close to one and other. People will still need to travel around the city and region; however, the overall volume of vehicle trips can be reduced over time with increased opportunity for shorter travel distances and options for different travel modes.

**Housing Diversity.** Successful neighborhoods within a city provide for diversity and choice through a mix of compatible housing and building types. Through these measures residents of a neighborhood have the opportunity to age in place; going through all of their various lifecycles without having to leave their original neighborhood and breaking the social networks they have formed.

**Urban Open Space.** Some of the most important urban open space is the least recognized. Parks, plazas, courtyards, lawns, drainage courses and distant mountains are recognized as one type of open space. As we move through the city, we also travel on streets, walk on sidewalks, park in parking lots and walk around buildings. These ordinary places are defined by the scale and orientation of surrounding buildings, the placement of landscaping, and the relationship of open vistas in relation to the sense of enclosure. The street environment can also be one of the most important types of urban open space.

**“Eyes on the Street.”** Over the years the national trend has been more gated communities, streets dominated by remote-controlled garage doors and apartment blocks surrounded by parking lots. The traditional design of neighborhoods, on the other hand, allowed people to have more casual interaction with neighbors by spending time on front porches and taking walks along attractive tree-lined streets. The orientation of ground-level windows towards streets and common areas provides more “eyes on the street.” This in turn increases the safety and security of the neighborhood for everyone, including children, families and others who enjoy spending time outdoors.



**Sustainability.** Community sustainability involves various aspects of physical, social and economic programs. The sustainability perspective encourages a comprehensive outlook that recognizes the interrelationships of these concerns. The result is an awareness in decision making that supports more efficient use of resources and energy, more equitable and compassionate social programs, green building, natural landscaping, water conservation, multi-modal transportation, urban farming, affordable housing, recycling, historic preservation, arts and culture programs, and similar beneficial, cost-effective and generally popular choices.

## J. LOCAL FOOD SYSTEMS

### SUSTAINABLE LOCAL FOOD PROGRAMS

There is a growing awareness that local food systems provide a range of attractive benefits. Locally produced agriculture provides the freshest products, greatly reduces inefficiencies related to transportation and provides local economic opportunities through supportive livelihoods. The movement to initiate and develop appropriate local systems is part of a vision to engage environmental, economic and personal sustainability. Over the past fifty years, local and regional food production declined across the country as modern agricultural operations became concentrated in a few regions. Agricultural imports increased as part of the globalization of the food industry. Local agricultural production has seen further decline due to urbanization and encroaching development.

At the local level, effective food systems typically involve networks of interrelated activities and traditions. Knowledge and information about the best practices for local conditions is passed on through the generations and through supportive activities. Local systems face additional challenges when their cultural support networks decline. Depending on distant regions for food resources is risky as they may not always be able to produce adequate surplus for export. Local food system programs can be designed to help coordinate product marketing, equipment suppliers, training programs and support networks.

The City of Cottonwood supports a number of local food system programs. Home-based backyard chickens are allowed with a simple over-the-counter permit process. Additional opportunities for home-based food production include backyard gardens, fruit and nut trees, and other kinds of edible landscaping. The City of Cottonwood has provided land for a community garden at Riverfront Park. Development of additional community and school garden locations could be considered if there was sufficient public interest. Water can be provided by rainwater collection from rooftops, grey water systems and reclaimed water distribution. The highest standards of water conservation need to be emphasized.



Additional measures should be considered to strengthen and improve the long-term viability of local food producing efforts. Monitoring conditions and providing opportunities for input can help identify institutional barriers that limit implementation. Financial, logistical, regulatory, social and natural barriers need to be identified and addressed as needed.

*Cottonwood Community Garden – Riverfront Park*



## Local Food Systems

Effective local food systems may include a range of innovative outlets for production, marketing and networking, including:

- Farmer’s Markets.
- Community Supported Agriculture (CSA) programs.
- Cooperative Marketing, including farm to restaurant and farm to market opportunities.
- Home-based operations, including gardens, backyard chickens and poultry, and home food products .
- Community and school gardens.
- Education and training programs.
- Organizational support, including regional food council or community food board.

## VERDE VALLEY WINE PROGRAM

The Verde Valley wine industry has developed into a regional multi-level program that includes the vineyards for growing grapes, wineries for making the wine, and commercial outlets for selling and marketing the wine. Additionally, the wine industry will benefit from the Southwest Wine Center located at the nearby Verde Campus of Yavapai College. The Yavapai College program is being developed as the premier academic center for Viticulture and Enology in the Southwest. With newly constructed state-of-the-art buildings and acres of vineyards, the college program not only serves the interests of the regional wine industry but also is positioned to become one of the leading national hands-on, wine-related education and research programs located at a small college.

The Verde Valley wine industry has benefited from the ongoing support and collaboration of local government, economic development and business interests in the marketing and promotion of the full range of products and experiences available regionally. The **Verde Valley Wine Trail** is a virtual discovery tool and effective marketing concept that was created to direct residents and visitors to wineries and tasting rooms throughout the region, including within the City of Cottonwood.

Although the local vineyards are primarily located in the surrounding area of Yavapai County, the City of Cottonwood has become known for the variety and quality of tasting rooms, cafes and restaurants serving local wines, especially in the Old Town Cottonwood district. Other aspects of the wine industry that could be located within Cottonwood include wine production and storage facilities.

The Land Use Element supports the continuation and expansion of efforts within the City of Cottonwood to promote the success of the Verde Valley wine industry, including retail outlets, primary production, storage, distribution, marketing support, education, training, research and other related uses that may be necessary to ensure such benefits.

Several major studies have been done in the past few years documenting the extent of the regional wine industry, marketing issues and various opportunities for the future, including:

- *The Economic Contributions of Verde Valley Winemaking*, prepared for Verde Valley Wine Consortium, by Erik Glenn, Yavapai County Cooperative Extension (April 2011)
- *The Arizona Wine Tourism Industry*, produced for Arizona Hospitality Research & Resource Center, The W. A. Franke College of Business, Northern Arizona University (June 2011)





## **M. GOALS AND OBJECTIVES – Land Use**

### **GOAL 3-1 SUPPORT ORDERLY PATTERNS OF GROWTH AND DEVELOPMENT WITH A WELL- BALANCED MIX OF QUALITY RESIDENTIAL, COMMERCIAL, INSTITUTIONAL AND RECREATION LAND USES.**

- Objective 3-1. A** Protect existing neighborhoods from incompatible land uses.
- Objective 3-1. B** Encourage mixed use development with focused, compact centers comprised of residential, retail, office, entertainment and recreational uses in order to promote walkable neighborhoods.
- Objective 3-1. C** Support the use of detailed design guidelines to help guide city-wide development, as well as for specific sub-areas and unique situations.
- Objective 3-1. D** Encourage special studies for Planning Sub-Areas to carefully evaluate development alternatives resulting in quality sustainable projects.
- Objective 3-1. E** Support development that provides for a variety of residential types and styles.
- Objective 3-1. F** Support development proposals that provide opportunities for quality commercial uses.
- Objective 3-1. G** Implement the recommendations outlined in the Planning Sub-Areas section detailed in the General Plan’s Land Use element.

### **GOAL 3-2 PROMOTE REGIONAL LAND USE PLANNING AND COORDINATION WITH NEIGHBORING COMMUNITIES AND AGENCIES SO AS TO ENSURE MUTUAL GOALS ARE ACHIEVED.**

- Objective 3-2. A** Participate in regional planning efforts with surrounding jurisdictions, and state and federal agencies to address issues of regional concern.
- Objective 3-2. B** Work cooperatively with other jurisdictions and agencies to coordinate various issues of mutual concern, including transportation systems, open space, recreation, and economic development.

### **GOAL 3-3 SUPPORT THE SUB-AREA PLANNING PROCESS AS A KEY PROGRAM FOR CITY-WIDE REVITALIZATION AND ECONOMIC DEVELOPMENT.**

- Objective 3-3. A** Identify and prioritize key sub-areas for implementation of the area planning process.
- Objective 3-3. B** Ensure the sub-area planning process is guided by public involvement, including local residents, property owners and businesses, from the initial visioning program through the plan development.
- Objective 3-3. C** Support development of unique design guidelines that respect the existing character and future vision for planning sub-areas.
- Objective 3-3. D** Develop a model template for the sub-area planning process and a model outline for the plan document.



**GOAL 3-4 SUPPORT LAND USE DECISIONS THAT RECOGNIZE AND PROMOTE COTTONWOOD AS THE COMMERCIAL AND MARKET CENTER FOR THE REGION.**

- Objective 3-4. A** Promote a quality business environment within designated commercial, industrial and mixed use areas that is conducive to the formation, retention and expansion of business and employment opportunities.
- Objective 3-4. B** Foster a strong and diverse economy that provides a full range of employment and economic choices, as well as provides a range of retail, service, manufacturing, and professional support for employers, employees and residents.
- Objective 3-4. C** Ensure economic growth and development is balanced with preservation of the natural environment and enhancement of the quality of life.
- Objective 3-4. D** Continue to support development of Cottonwood as a major tourist destination with a range of attractions, services and supporting facilities.

**GOAL 3-5 CONTINUE SUPPORT FOR REVITALIZATION OF THE HISTORIC OLD TOWN AREA AS A COMMUNITY WIDE ASSET AND SOURCE OF PRIDE.**

- Objective 3-5. A** Support a well-balanced mix of residential, specialty retail, office, commercial, entertainment, cultural and civic uses as part of Old Town.
- Objective 3-5. B** Support additional multi-unit residential and mixed use development in appropriate locations within walking distance to the Old Town commercial and civic areas.
- Objective 3-5. C** Rehabilitate the historic Cottonwood Civic Center building to improve functionality as a valued multi-use community facility and to improve accessibility.
- Objective 3-5. D** Identify and enhance gateway entrance areas and transitional zones between Old Town and the surrounding neighborhoods through coordinated signage, landscaping, lighting and street improvements.
- Objective 3-5. E** Support professional and administrative office development in the Old Town area to complement retail, restaurant and entertainment uses, and to bring more people into the area on a regular basis.
- Objective 3-5. F** Ensure that adaptive reuse of Cottonwood’s historic buildings is done in a manner that preserves the historic integrity and significance of such structures that are a key part of the City’s heritage.
- Objective 3-5. G** Support programs to ensure preservation of historic buildings and districts. Ensure new construction in the historic areas is designed to be compatible with the existing architectural and historic context.

**GOAL 3-6 SUPPORT REVITALIZATION OF EXISTING NEIGHBORHOODS.**

- Objective 3-6. A** Support sub-area and corridor planning for existing developed areas as a method to encourage neighborhood revitalization efforts.
- Objective 3-6. B** Prepare area plans and neighborhood plans with the involvement of residents, businesses and property owners to guide future development and re-development in and near existing neighborhoods.



- Objective 3-6. C** Encourage in-fill development and re-development that is compatible with the established neighborhood character.
- Objective 3-6. D** Support block watch and similar neighborhood organizing efforts.
- Objective 3-6. E** Provide educational programs to encourage neighborhood pride and support enforcement of property maintenance codes and code enforcement efforts to ensure compliance.
- Objective 3-6. F** Use community development block grants and other grant resources to improve housing, streets, sidewalks and parks in the older neighborhoods.
- Objective 3-6. G** Support historic preservation overlay zoning districts for historic neighborhoods and individual landmark properties.

**GOAL 3-7 PROMOTE LAND USES THAT ARE RESPECTFUL OF THE NATURAL ENVIRONMENT AND WHICH CONSERVE VALUABLE NATURAL RESOURCES SUCH AS OPEN SPACE, CLEAN AIR, WATER, AND ENERGY.**

- Objective 3-7. A** Pursue the establishment and expansion of parks and open space in Cottonwood neighborhoods to enhance social interaction and create a sense of place.
- Objective 3-7. B** Encourage design of buildings to reflect the City’s unique natural surroundings, including the use of compatible natural materials.
- Objective 3-7. C** Protect hillsides, natural washes and scenic view opportunities through appropriate design standards and site development regulations.

**GOAL 3-8 ENSURE THAT ANY PROPOSED ANNEXATION IS BENEFICIAL FOR THE CITY OF COTTONWOOD.**

- Objective 3-8. A.** Require a fiscal impact analysis for all annexations. Public costs shall not be greater than anticipated revenues unless the City Council finds that the proposed annexation will further an identifiable community goal that offsets such revenue loss.
- Objective 3-8. B** The city shall cooperate with the Arizona State Land Department in developing Conceptual Land Use Plans for any proposed annexation of State Land holdings adjacent to the city limits.
- Objective 3-8. C** Require a pre-annexation agreement for any new development project wishing to be annexed into the city. Pre-annexation development agreements entered into with the city shall address mutually interests, such as responsibility for infrastructure, schedules for any required dedication to the city, preliminary development plans, design standards and similar concerns.

**GOAL 3-9 SUPPORT SUSTAINABLE FOOD POLICIES.**

- Objective 3-9. A** Provide support and encouragement for the development of a community-based plan to achieve a sustainable food system. Encourage individual, public and private-sector participation in the establishment of sustainable food system policies and programs.
- Objective 3-9. B** Support regional planning and coordination efforts regarding sustainable agriculture.



- Objective 3-9. C** Develop a plan to identify and mitigate barriers to local food production, including financial, regulatory, logistical, social and natural constraints.
- Objective 3-9. D** Establish benchmarks for sustainable local food systems through the ongoing collection of data and setting of annual target goals so as to provide healthy, affordable, sustainable food resources and to increase quantity, improve quality and ensure adequacy.
- Objective 3-9. E** Provide support and resources for the Cottonwood Community Garden and provide opportunities for expanding or establishing new community gardens and school garden projects.
- Objective 3-9. F** Support ecologically sustainable food production practices, including best management practices for water conservation and appropriate use of land resources.
- Objective 3-9. G** Support home-based food production that includes opportunities for commercial trade , including back yard poultry, home gardens, and edible landscaping.
- Objective 3-9. H** Continue support for the Cottonwood farmer’s market summer series, including consideration of new and expanded facilities for the program.
- Objective 3-9. I** Facilitate the reduction, reuse or recycling of food-related waste.
- Objective 3-9. J** Encourage the use of edible landscaping, such as fruit trees, throughout the city, including within new developments, as well as city properties, where appropriate water resources are available.



# 4. CIRCULATION ELEMENT

## A. INTRODUCTION

The Circulation Element examines transportation networks within the city and in adjacent areas and establishes policies intended to help accomplish local objectives related to circulation and transportation. The element provides a conceptual framework to meet the projected transportation needs of the community; and a Street Classification Map that describes existing streets and indicates, in general, future corridors contemplated, including those prepared by regional groups and the Arizona Department of Transportation (ADOT). It also includes discussion of the key issues facing the community and related Goals and Objectives. Related goals and objectives act as guidelines for City Staff, the Planning and Zoning Commission and City Council when programming improvements to the city circulation system.

The City of Cottonwood desires a safe and efficient circulation system for all modes of transportation, including vehicles, transit, bicycles and pedestrians. The system must meet the needs of local residents and visitors, as well as regionally-generated traffic, which provides a significant contribution to the daily use of Cottonwood's transportation system.

## B. LEGISLATIVE REQUIREMENTS

Arizona Revised Statutes (ARS §9-461.05.C.2) requires that the General Plan provide a circulation element consisting of the general location and extent of existing and proposed freeways, arterials and collector streets, bicycle routes and any other modes of transportation as may be appropriate, all correlated with the land use element of the plan.

## C. KEY ISSUES

### 1. Traffic Safety and Efficiency.

The Circulation Element supports the goals of mitigating traffic congestion by offloading high traffic corridors to alternate routes, identifying and resolving traffic safety issues, implementing "traffic calming" measures, and accommodating alternate modes of transportation, such as transit, pedestrian and bicycle use. Planning and constructing new roads to improve overall efficiency is also a part of the long-term strategy to provide alternate routes that relieve congested bottle-necks on major highways and respond to future growth and development trends.

### 2. Providing Adequacy for Regional Needs.

The transportation and street circulation system in Cottonwood is designed to handle traffic loads not only for local residents but also for people going to and from places throughout the region and for many visitors and tourists. ADOT provides critical support by maintaining two major state highways through Cottonwood.

### 3. Supporting Economic Development Goals.

The city's transportation system is there to serve the needs and interests of ensuring quality economic development, employment opportunities and the general interaction of life which allows people to engage in all types of activities. Streets are intended to accommodate traffic and infrastructure capable of supporting commerce and economic opportunity to its level of need.



**4. Enhancing the Overall Quality of the Street Environment.**

The streetscape is not only defined by the pavement and sidewalks but also by quality and placement of buildings, structures, trees, landscaping, lighting, signage and everything else along the street corridor. Through coordinated planning of the street, adjacent land uses and economic development objectives it is possible to provide a more effective and attractive environment along street corridors for the benefit of all.

**5. Ensure Accessibility for All.**

The Plan supports removing and mitigating physical and environmental barriers to movement and enhancing opportunities that support greater accessibility for all users.

**6. Sustainable Transportation Planning.**

Changing perspectives in transportation planning are based on taking a coordinated approach that integrates transportation goals with land use, open space, economic development and quality of life values. A long-term sustainable transportation system takes a 'whole system' approach when considering the inter-relationship of these various factors.

**7. Support for Innovation and Forward-Thinking Solutions.**

The Plan supports innovative solutions that protect and enhance Cottonwood's small town atmosphere while at the same time recognizes that some level of population growth is likely to continue in the region in the coming years. In order to balance these interests, it is worthwhile to consider the best new practices in this field. It is important to stay up to date with knowledge of new innovative programs in transportation planning that may provide effective alternatives. Consideration of new technologies and new research related to innovative transportation solutions is recommended as a standard part of the circulation and transportation planning process.

## **D. REGIONAL PARTNERS**

The City of Cottonwood is located in eastern Yavapai County, Arizona at the intersection of two state highways: State Route 260 and State Route 89A. SR 260 provides a primary connection between Cottonwood and Interstate 17 located approximately 15 miles south in Camp Verde. State Route 89A connects Cottonwood with the Prescott and Prescott Valley area through Jerome to the southwest, and to Sedona and Flagstaff to the north. Access to the Phoenix metropolitan region is from SR 260 and I-17, about 100 miles to the south. Regional traffic planning is significant for the City of Cottonwood since a major portion of local traffic is generated outside the City. The Arizona Department of Transportation administers traffic planning and improvements for Arizona's freeways and other highways, including those portions of highway within Cottonwood. The state highways carry the bulk of regional traffic in the Verde Valley and within the City of Cottonwood itself. Coordination with ADOT and other regional partners is essential for effective transportation planning.

### **Verde Valley Transportation Planning Organization (VVTPO)**

The Verde Valley Transportation Planning Organization (VVTPO) is a committee of local elected officials and key staff representing Verde Valley communities in the review of regional traffic improvements and long-range transportation planning. Transportation planning in the Verde Valley region is conducted through VVTPO and the Northern Arizona Council of Governments (NACOG). Yavapai County also has a key role in coordinating its planning efforts with VVTPO, NACOG and the local jurisdictions.



## **NACOG**

Northern Arizona Council of Governments (NACOG) coordinates with ADOT and the local governments through data collection, priority programming, liaison and coordination services. NACOG also provides technical assistance and regional funding opportunities for local construction projects and serves as a liaison between ADOT and local governments. Major activities include:

- Data Collection - NACOG provides information to ADOT on roadway mileage in the region. NACOG also works to ensure that local governments submit building permit data for developing population estimates and through participation in the State Population Technical Advisory Committee (POPTAC), represents the region in establishing population estimates and projections.
- Priority Programming - NACOG works with local jurisdictions to:
  - Identify state and federal funding sources for highway construction projects and to add routes to the appropriate Federal Aid System.
  - Prioritize project requests in the region for state and federally funded programs.
  - Monitor progress of project development.
- Liaison and Coordination/Technical Assistance - NACOG participates on advisory committees for small area transportation studies, attends meetings of area transportation planning organizations, and represents the region at meetings of ADOT's Priority Planning Committee and the State Transportation Board.

## **Yavapai County**

A Transportation Study was prepared by Lima and Associates in May 2009 for Eastern Yavapai County, titled the *Verde Valley Multimodal Transportation Study*. This document identifies existing conditions, future improvement needs and assesses levels of service up to 2030. The transportation study area consists of about 600 square miles and includes the incorporated municipalities of Camp Verde, Clarkdale, Cottonwood, Jerome and Sedona as well as the Yavapai Apache Nation and unincorporated areas of northeast Yavapai County. Input and data were provided by cities and towns, as well as the Yavapai-Apache Nation and a Technical Advisory Committee comprised of major stakeholders from the public and private sectors who were also invited to share information and review draft documents.

The purpose of the *2009 Verde Valley Multimodal Transportation Study* was to develop a long-range, regional transportation plan to guide the implementation of transportation improvements on the roads of regional significance in the Verde Valley including I-17, State Routes and roads on the County Regional Road System. Both the Central Yavapai Metropolitan Planning Organization (CYMPO) which covers the Prescott/Quad Cities area and the Verde Valley Regional Transportation Study have taken into consideration the relationship between future regional road demands and projections on socioeconomic conditions such as population densities and locations of potential growth areas.

## **Arizona Department of Transportation (ADOT)**

Transportation planning processes and plans developed at the local level by VVTPO and NACOG are continually coordinated with the State transportation plans developed by ADOT in accordance with the requirements in Title 23. Local plans are typically 5-year plans and become part of the statewide 5-year plans. On November 18, 2011, the Arizona State Transportation Board approved ADOT's Long-Range Transportation Plan, "What Moves You Arizona" for the time period of 2010 to 2035. The Long-Range Plan "defines visionary, yet pragmatic, investment choices Arizona will make over the next 25 years to maintain and improve its multimodal transportation system." The Plan "provides strategic direction to guide future investments in transportation." The Plan does not identify a specific list of projects for implementation, since that is done through the annual and 5-year plans. The ADOT Long-Range Plan also utilized the comprehensive land use and 2050 vision developed in the Building a Quality Arizona Study (bqAZ) as a framework for the State's desired future.



## E. STREET CLASSIFICATION SYSTEM

Functional classification is the process by which streets and highways are grouped into classes or systems according to the character of service they are intended to provide. Most travel involves movement through a network of roads of varying scale and intensity. It becomes necessary then to determine how this travel can be channelized within the network in a logical and efficient manner. Functional classification defines the nature of this channelization process by providing a hierarchical network that allows movement throughout the system: from the local neighborhood to the commercial and activity centers to the surrounding region, and so on.

### FUNCTIONAL CLASSIFICATION

How the road functions within the overall hierarchical system defines the functional classification. In addition, road segments are also analyzed based on the number of lanes, the maximum desired level of service capacity, roadway geometrics, and existing or forecasted average daily traffic volume (ADT). The actual functional capacity of roadway facilities varies by the characteristics of each facility. Based on the Federal Highway Administration (FHWA) classification for “Small Urban” areas (5,000+ population,) roadways in Cottonwood have been categorized with the following classifications:

- Principal Arterials:** Provides the highest level of service at the greatest speed for the longest uninterrupted distance; carries the major portion of trips entering and leaving the city; provide routes through the city; has some degree of access control.
- Arterials:** Serves to accommodate moderate to longer trips within the community; provide routes through the city; serves to provide access to sub-areas within the city.
- Collector Streets:** Provides a less highly developed level of service at a lower speed for moderate distances by collecting traffic from local roads and providing access to major land uses and to arterials.
- Local Streets:** Consists of all roads not defined as arterials or collectors; primarily provides direct access to properties; not intended for through traffic.

### ARTERIALS

Arterial streets are the major arteries carrying traffic within and through the city and region. The primary function is to carry through traffic. Direct access to individual properties is discouraged. The location of new driveways is often regulated by access management planning so as to ensure smooth, safe traffic flow. Cottonwood is presently served by two highway arterials, State Route 89A, a generally north/south highway which connects Prescott to Flagstaff via Jerome and Sedona, and State Route 260 which provides a connection to Camp Verde and Interstate 17 to the southeast. These arterials carry the highest volume of traffic at the highest speeds. The intersections of SR 89A and Main Street and SR 89A and SR 260 generally handle the largest daily traffic volume in Cottonwood. Most of the signalized intersections in Cottonwood are under ADOT management; only one intersection (Main & Mingus) is under City of Cottonwood management. Examples of Arterial Streets include the following:

#### Principal Arterials / Highways.

- State Route 89A
- State Route 260

#### Arterials.

- Main Street (SR 89A to Clarkdale boundary)
- West Mingus Avenue (SR 89A to Main St)



## **COLLECTOR STREETS**

Collector streets are designed to carry moderate traffic volumes for limited distances. Collectors receive traffic from local streets and distribute it to arterials, and vice versa. Such streets provide access to existing major developments, as well as traffic circulation within commercial areas, industrial areas, and residential neighborhoods. Direct access to new residential or commercial lots is discouraged. Instead access from collectors should be channeled to local street systems or shared driveways with internal drive aisles or secondary access routes. Examples of Collector Streets include the following:

### **East-West Collector Street Examples**

- West Mingus Avenue (Airport to SR 89A)
- East Mingus Avenue (Main St to Cornville Rd)
- Black Hills Drive (shared with Clarkdale)
- Fir Street (SR 260 to Monte Tesoro)
- Elm Street
- Rio Mesa Trail (SR 260 to Contention Lane)

### **North-South Collector Street Examples**

- Willard Street (Main Street to SR 89A to Fir St.)
- 6<sup>th</sup> Street (Mingus Ave. to Fir St.)
- 10<sup>th</sup> St. (Main St. to Mingus Ave.)
- 12<sup>th</sup> Street (Main St to Fir)
- Camino Real (SR 89A to Rio Mesa Trail)
- Cove Parkway

## **LOCAL STREETS**

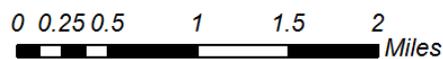
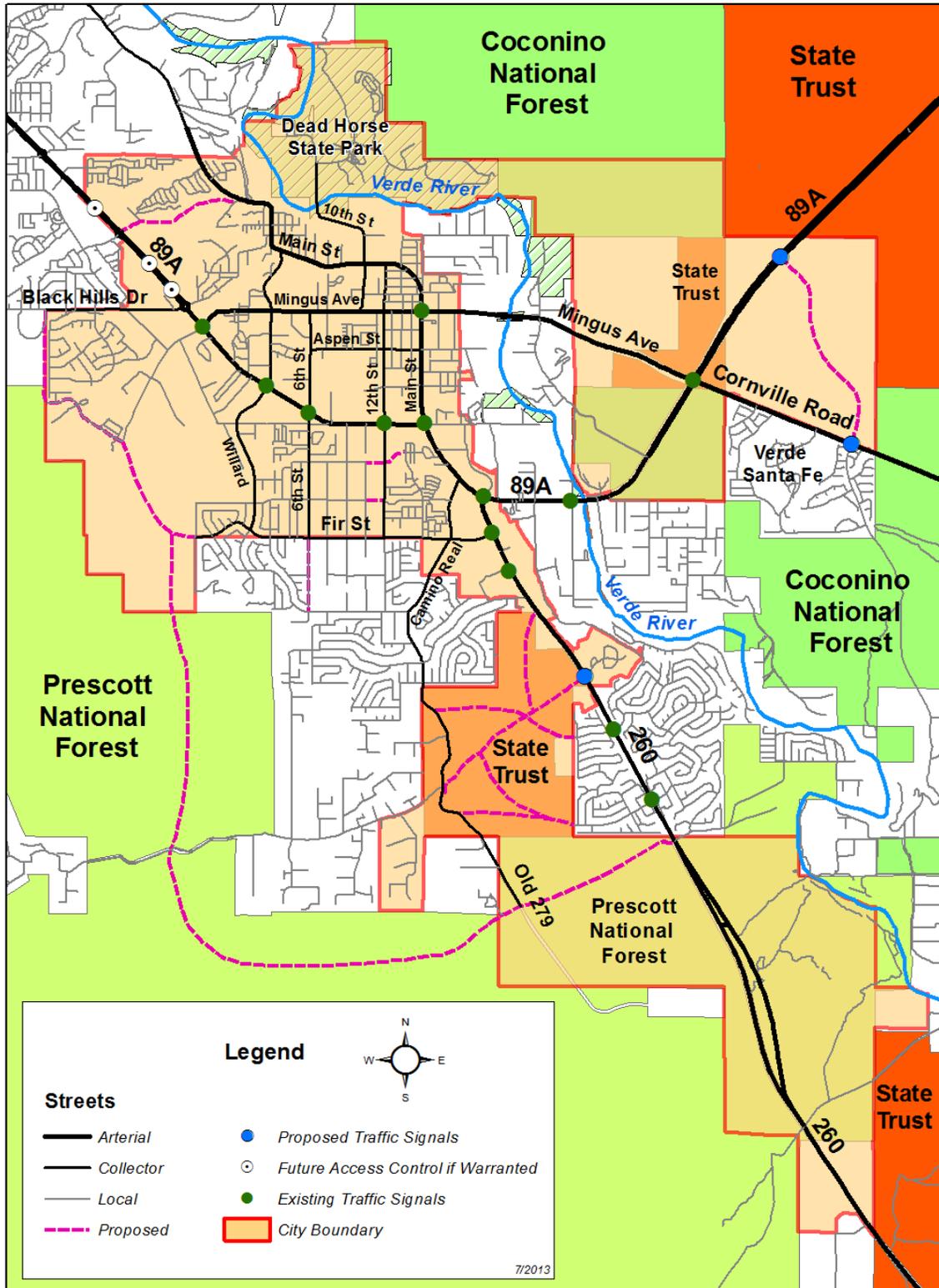
The local street system includes all the remaining the streets not designated as the higher level streets. They primarily serve to provide direct access to abutting properties and access to the higher order systems. The majority of streets in Cottonwood are classified as local streets. The condition and needs of local streets cover a wide range of examples. Some local streets are developed with curbs, gutters and sidewalks, while others have an undeveloped edge with a generally more rural feel. The future plans for any local street will be looked at on a case by case basis depending on the level of use, overall condition, maintenance needs and local input.

## **ALLEYS**

Alleys are not traditionally part of the street classification system; however, they do provide a valuable part of the circulation system in some areas and are worth recognizing. Alleys can be described as secondary access intended for limited travel from a local road to parking areas, garages and delivery services usually at the rear of properties. Alleys are typically located through the middle of a block of properties. Alleyways were a common feature of traditional and historic neighborhood design in the past but fell out of fashion with larger lot suburban development in which attached garages were located facing the street. Alleys have been rediscovered as a contemporary design option for new planned developments where parking is located off of a rear alley and the front street area is designed to focus on pedestrian sidewalks, front porches, reduced setbacks and places that are more inviting for people. Alleys can provide an attractive option for commercial areas, as well as new, traditional-style, residential development.



# Street Circulation Map





## F. TRAFFIC COUNTS

### TRAFFIC COUNT METHODOLOGY

Traffic counters are installed at key locations to measure traffic over a period of time. The total is averaged to determine Average Daily Traffic (ADT.) This data provides useful comparative information for looking at circulation patterns on a city-wide basis. Traffic count information can serve as a baseline for future measurements to analyze impacts of growth and development on the street circulation system.

#### Average Daily Traffic (ADT).

ADT measures the average amount of 2-way traffic on a roadway over a period of 24 hours. Continuous measuring devices are located within the roadway with an average daily traffic determined for a location. Other useful information can be broken out from traffic counts, including calculations of “peak hour” flow to show times of day when larger volumes of traffic are encountered. The general type of vehicles on a road section can also be identified so as to better understand the percentage of large trucks in relation to passenger vehicles, buses or other types of vehicles.

#### Annual Average Daily Traffic (AADT).

ADOT determines daily traffic estimates based on a longer time frame for counting vehicles over a stretch of roadway. This method results in the AADT or Annual Average Daily Traffic.

#### Locations for Measuring Devices.

Major streets and key entry points to neighborhoods provide locations to develop an understanding of general patterns of traffic. Key control points are identified to determine baseline traffic volume. The following Traffic Counts were conducted on city streets in Cottonwood in 2012 and 2013:

<u>Street</u>	<u>Location</u>	<u>ADT (Average Daily Traffic)</u>
1. Cactus Street:	Pima - Pinal	232
2. Main Street:	Yuma - City Limits(Old Town)	4,407
3. Main Street:	Willard - 10th St	7,046
4. Main Street:	10th St - Mingus	3,955
5. Mingus Avenue:	Main - 10th	6,749
6. Mingus Extension:	SR 89A - Rocking Chair	3,610
7. Cornville Road:	SR 89A - Amante Dr.	8,883
8. Bill Gray Rd:	West of 89A	66
9. 6 <sup>th</sup> Street:	SR 89A - Mingus	4,156
10. 10 <sup>th</sup> Street:	Main - Mingus	785
11. 12 <sup>th</sup> Street:	SR 89A - Aspen	4,380
12. Camino Real:	Fir - Hombre	3,422
13. Old 279:	1/8 m South of Arrowhead	800
14. Elm:	12th - 16th	1,106
15. Monte Tesoro:	Fir - Mesquite	2,202
16. Crestview:	12th – 16th	328
17. Black Hills Drive:	SR 89A - Old Jerome Hwy	2,599
18. Groseta Ranch Rd:	SR 89A – Main Street	229



## ADOT Traffic Counts – Cottonwood – Verde Valley 2006 – 2007 Annual Average Daily Traffic (AADT)

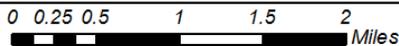
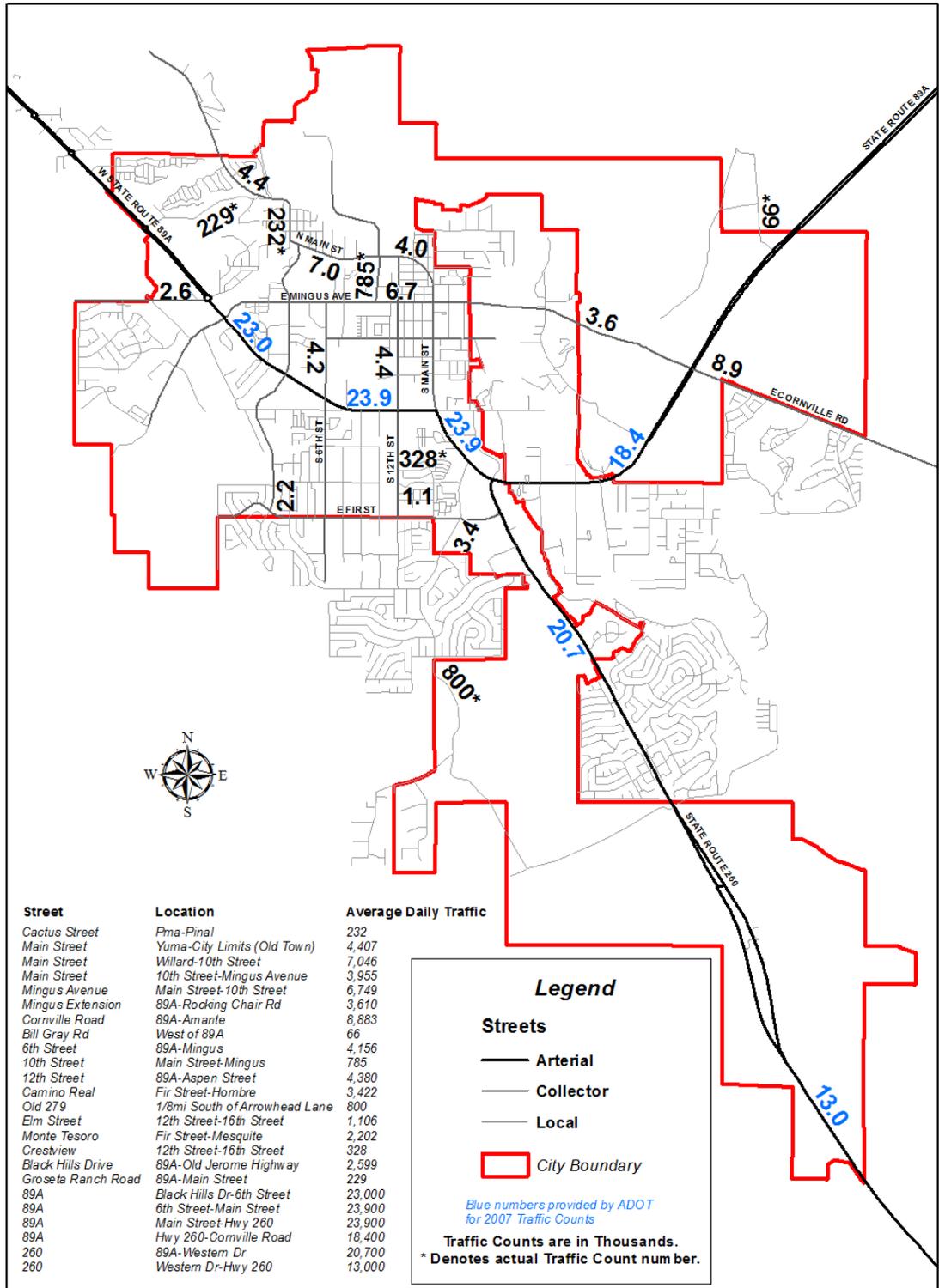
The latest traffic counts from ADOT on portions of state routes through and near Cottonwood indicate a slight drop in traffic levels between 2006 and 2007. The reduction in traffic levels in this period can be attributed to the down turn in the economy in 2007 and reduction in local business, including construction and home building activity. It is likely that traffic levels have and will continue to increase as business, construction and population in the area increases. ADOT Traffic Counts were conducted on State Route 89A and State Route 260 in 2006 and 2007, as follows:

<u>Street</u>	<u>Location</u>	<u>2006</u>	<u>2007</u>
1. SR 89A	Old Hwy 89A - Blackhills Dr	12,200	12,000
2. SR 89A	Blackhills - 6th Street	22,200	23,000
3. SR 89A	6th – Main St	26,100	23,900
4. SR 89A	Main St – SR 260	26,100	23,900
5. SR 89A	SR 260 – Cornville Rd	20,000	18,400
6. SR 89A	Cornville Rd – Page Springs	13,100	13,600
7. SR 260	SR 89A – Western Dr	23,500	20,700
8. SR 260	Western Dr – Cherry Rd	14,000	13,000
9. SR 260	Cherry Rd – I-17	14,300	13,600
10. SR 260	I-17 – Finnie Flat	11,000	11,000





## 2012/2013 Daily Traffic Counts





## **G. SYSTEM PLANNING ISSUES**

This section provides an introduction, general overview and background information regarding several existing and potential programs related to the City's circulation and transportation system:

1. Introduction
2. Regional Coordination
3. Corridor Planning
4. Complete Streets
5. Traffic Mitigation
6. Capacity Planning
7. Traffic Calming
8. Roundabouts
9. Access Management
10. ADA Planning

### **I. INTRODUCTION**

The development of an effective circulation system for the city involves more than the design, installation and management of the physical infrastructure. The circulation system is intended to serve the full range of life activities, to allow people to seek economic opportunities, to facilitate social interaction and to generally improve the quality of life. As a starting point, the development of an effective transportation system requires a thorough and complete understanding of the physical characteristics and engineering of the system. Additionally, an effective circulation system requires an understanding of how people live and what kind of future they want for their community. The circulation system is intended to provide a means for people to engage in life's activities and pursuits.

Above all, the system needs to be safe, efficient and cost-effective. This section describes a number of the key components and concepts for helping Cottonwood achieve the goal of ensuring a safe, effective, multi-purpose circulation system.

As the primary market and service center in the Verde Valley, a significant amount of regional traffic converges on Cottonwood on a daily basis. It could be expected that as growth and development continues in the surrounding region, there will be a corresponding increase of traffic on city streets. The General Plan encourages a pattern of land use which distributes traffic to the extent possible, is sensitive to the impacts of traffic on adjacent land uses and allows flexibility for the development of secondary routes necessary to offload congestion.

### **2. REGIONAL COORDINATION**

Cottonwood developed historically as the commercial and market center for the region as the mining-related activities in Jerome, Clarkdale and Clemenceau expanded. As the population of the Verde Valley region has grown to almost 70,000, including over 32,000 in the Greater Cottonwood area, Cottonwood's role as a regional market center continues. Cottonwood functions as a key center for the surrounding area providing shopping, personal and business services, medical services, recreation and entertainment venues, affordable housing and government services. It is important that Cottonwood's circulation system be adequate to continue fulfilling this regional role.

Transportation studies have recommended that new regional highways be constructed as limited or controlled access highways and necessary rights-of-way be acquired in order to guarantee the most efficient alignment of those corridors. Continuing a regional land use planning process is also recommended as a means of better coordinating traffic planning and improvements. In addition, funding formulas typically favor working through partnerships with multiple agencies, so there are usually better opportunities to obtain regional funding by demonstrating local cooperation.



### 3. CORRIDOR PLANNING

Corridor planning integrates land use, transportation, economic development, aesthetics and quality of life concerns into a coordinated approach for development and revitalization of identified portions of street corridors. When combined with a sub-area planning approach, corridor planning provides a public planning technique that can coordinate private development revitalization in an area with public infrastructure and street improvements. A comprehensive approach can be especially helpful for coordinating improvements within established areas with multiple property owners and unique conditions.

A review of several definable street corridors in Cottonwood indicates that most properties in each section were developed in roughly same time period. Each of these corridors has some amount of variation; however, the general age of the buildings, scale of development, lot sizes, relationship to the street, landscaping and general condition of properties have some similarities along a number of identifiable street corridors. In a few cases the streets have a wide range of building styles and ages. Each of these conditions provides both challenges and opportunities for coordinated improvements.

One of the objectives of corridor planning is to provide consistent and unified quality, upgrades and improvements to a section of the street corridor for the purpose of revitalization and economic benefit. This may include coordinated driveway and access improvements, continuous sidewalks, bike routes and transit stops, street trees and landscaping, signage improvements, street lighting, and façade upgrades to buildings. The land use aspect of corridor planning can also provide an evaluation of existing and proposed options for preferred uses, incentives to treat vacant properties, and methods to combine these objectives with transportation planning.

#### Potential Corridor Planning Projects:

- Main Street north of State Route 89A to Old Town.
- Main Street (SR 89A) from Cottonwood Street to SR 260.
- West Mingus Avenue from Main Street to SR 89A.
- SR 89A – west side from Clarkdale to Main Street.
- SR 89A – east side from Bill Grey Rd to Verde River.

### 4. COMPLETE STREETS

Complete Streets are streets designed for all modes of travel. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and public transportation users. Creating complete streets involves changing the approach used to evaluate, design and construct new streets and improve existing streets. By adopting a Complete Streets policy, communities direct their transportation planners and engineers to routinely design and operate the entire right-of-way to enable safe access for all users, regardless of age, ability or mode of transportation. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians and bicyclists.

Detailed information about Complete Streets can be found at: [www.completestreets.org](http://www.completestreets.org)

ADOT's *Statewide Bicycle and Pedestrian Plan Update, Draft Final Report*, January 2013, supports development of an ADOT "Complete Streets" Policy.

There is no singular design prescription for Complete Streets; each one is unique and responds to its community context. A complete street may include: sidewalks, bike lanes (or wide paved shoulders), comfortable and accessible public transportation stops that include bus pull outs and shaded bus stop shelters, safe street crossing opportunities, median islands, accessible pedestrian signals, curb extensions at crossings, narrower travel lanes in neighborhoods to slow traffic, roundabouts, and more. A complete street in a rural area will look quite different from a complete street in an urban area, but both are designed to balance safety and convenience for everyone using the road.



Incomplete streets are those designed with only cars in mind. They limit transportation choices by making walking, bicycling and public transportation inconvenient, unattractive and too often dangerous. Changing policy so that our transportation system routinely includes the needs of people on foot, public transportation and bicycles as a standard component of the street design means that walking, riding bikes, and riding buses will be safer and easier. People of all ages and abilities will have more options when traveling to work, to school, to the grocery store, to visit family and for all types of activities.

Making these travel choices more convenient, attractive and safe means people do not need to rely solely on automobiles. They can replace trips in their cars with short walks, bicycle trips or bus rides. Complete Streets improve the efficiency and capacity of existing roads by moving more people in the same amount of space as previously used by automobiles. Getting more productivity out of the existing road and public transportation systems can reduce congestion and offer greater choices for transportation options.

- **Land Use Connection.** To understand the concept of complete streets it is essential to recognize that walking and bicycling are legitimate, healthy, cost-effective forms of transportation. Studies consistently indicate that more people would walk and bicycle for transportation purposes, within certain distances, if there were more convenient, safe and interconnected facilities. The effectiveness of walking and bicycling is therefore significantly increased by land use development patterns that integrate residential areas with nearby commercial, institutional, recreational and other uses. Many areas of Cottonwood already have this mix of uses in relative proximity to one and other. A Complete Streets Policy should recognize existing opportunities for redevelopment and set a direction for new development.
- **Benefits of Complete Streets.** Complete Streets are particularly prudent when communities are tightening their budgets and looking to ensure long-term benefits from investments. A well-balanced transportation budget can incorporate Complete Streets projects with little to no additional funding, accomplished through re-prioritizing projects and allocating funds to projects that improve overall mobility. Many of the ways to create more complete roadways are low cost, fast to implement and high impact. Building more sidewalks and striping bike lanes has been shown to create more jobs than traditional car-focused transportation projects by allowing more people to participate in the economy. Complete streets can offer many benefits.
- **Complete Streets improve safety.** A Federal Highway Administration (FHWA) safety review found that streets designed with sidewalks, raised medians, better bus stop placement, traffic-calming measures and treatments for disabled travelers improve pedestrian safety. Some features, such as medians, improve safety for all users: they enable pedestrians to cross busy roads in two stages, reduce left-turning motorist crashes and improve bicycle safety where adequate lane width is provided.
- **Complete Streets encourage walking & bicycling for health.** The Centers for Disease Control and Prevention recently named adoption of Complete Streets policies as a recommended strategy to prevent obesity. One study found that 43% of people with safe places to walk within 10 minutes of home met recommended activity levels; among individuals without safe places to walk, just 27% were active enough. Easy access to transit can also contribute to healthy physical activity: nearly one third of transit users meet the Surgeon General's recommendations for minimum daily exercise through their daily travels.
- **Complete Streets can lower transportation costs for households.** Americans spend an average of 18 cents of every dollar on transportation, with the poorest 20% of households spending more than double that figure. In fact, studies indicate that most families spend more on transportation than on food. When residents have the opportunity to walk, bike, or take transit, they have more control over their expenses by replacing car trips with these inexpensive options. Taking public transportation, for example, can save substantial costs on an annual basis with reduced expenses for fuel and auto maintenance.



- **Complete Streets foster strong communities.** Complete streets play an important role in livable communities, where all people, regardless of age, ability or mode of transportation, feel safe and welcome on the streets. A safe walking and bicycling environment is an essential part of improving public transportation and creating friendly, walkable communities. A recent study found that people who live in walkable communities are more likely to be socially engaged and trusting than residents of less walkable or non-walkable neighborhoods. Additionally, they reported being in better health and happier more often.

## 5. TRAFFIC MITIGATION TECHNIQUES

The ideal condition for the circulation system is one in which traffic generally moves through the system in a smooth, efficient and flowing manner with limited delays, bottlenecks or congestion. In practice, even the best designed system will periodically experience congestion at certain times due to unique circumstances. Where a system experiences ongoing or regular bottlenecks resulting in excessive congestion, delays, accidents or similar difficulties, then it is necessary to enact changes to mitigate such traffic problems. Unfortunately, adding more lanes does not always solve the problem - sometimes that only adds more congestion. A combination of management practices, as well as engineering solutions can provide better results for maintaining an efficient circulation system.

Some of the key means by which traffic impacts may be improved include:

- Comprehensive planning at both the local and regional level, including small area planning and corridor planning.
- Continued development of alternate modes transportation facilities on a city-wide basis, including bicycles, walking and public transit, so as to allow more options for local movement.
- Support and promote efficient, compact, mixed-use, town center-type development to reduce vehicular traffic needs and infrastructure requirements.
- Develop secondary routes to offload the most congested traffic areas. Improve efficiency of automobile routes through the street classification system.
- Restrict large trucks from certain routes through neighborhoods.
- Integrate “traffic calming” techniques in neighborhood settings, such as street chokers, street medians and islands, and shorter block lengths.
- Apply access management techniques to certain roadways regulating access points, driveways and intersections on the busiest arterial and collector streets.
- Coordinated traffic signalization and timing of traffic signals so that traffic is moved most efficiently.

## 6. ROADWAY AND SYSTEM CAPACITY PLANNING ISSUES

Roadway capacity deficiencies begin to occur as traffic volumes approach the design capacity of a roadway. System deficiencies refer to deficiencies which impact system wide continuity and traffic. While the capacity deficiency refers to the volume of vehicular traffic within a segment, a system deficiency refers to the ease of movement between two points. Examples of current system deficiencies due to interruptions in continuity or inability of traffic to flow smoothly include:

- East - West movement across the Verde River.
- Excessive access driveways to commercial properties along older sections of SR 89A and Main Street.
- Absence of road shoulders and sidewalk facilities to support alternative modes, such as bicycling and pedestrian movement throughout most of the system.
- Heavy reliance on a few streets serving as the primary transportation system for internal travel through the city.



## 7. TRAFFIC CALMING

Over the past decade many communities in Arizona and across the country have been rethinking the design of neighborhood streets. The result of applying this new perspective to street design has been a departure from previous policy considerations. The intent of the City transportation system is to serve a broad range of public policy objectives, including maintaining neighborhood integrity, improving the quality of life and supporting economic opportunities. In this sense, the street is not merely a utility tool for moving people and goods from one place to another but it is an integrated component of a comprehensive environment that defines and serves the broad needs of society.

Cottonwood has several examples of traffic calming features. 12<sup>th</sup> Street has an island installed near Cherry Street to define where traffic is entering the residential area. Cottonwood Ranch has islands to slow traffic at intersections. Many cities in Arizona have successfully implemented traffic calming programs, including Phoenix, Tucson, Scottsdale, Tempe and Chandler to name a few. There is extensive data available from professional engineering and planning organizations, the federal government and various cities around the country to indicate the success and popularity of these programs.

The volume and speed of automobiles traveling through residential areas is an ongoing concern to the safety and well-being of the residents of the city. This condition degrades the total experience of the neighborhood and erodes the quality of life of the community. Fortunately there are a range of techniques and programs that can be applied to the design of streets to address the concerns of protecting and enhancing community and property values, while also allowing safe, convenient travel on roads.

The techniques and tools of traffic calming can be used to retrofit existing streets and neighborhoods or they can be planned and built within new developments at the time of initial construction. The cost of reconstruction can be a major issue. Public acceptance is another concern. Education and experimentation are two valuable concepts that should be considered.

It is critical that the design and installation of any traffic calming device within a street environment is done with professional guidance and thorough understanding of the engineering consequences. If done according to professional standards, the outcome can provide a successful addition to the street resulting in a friendlier, safer, more attractive neighborhood environment. If traffic calming features are installed in a random or disconnected manner, the result can be increased safety problems, intermittent speeding and a more dangerous condition.



12<sup>th</sup> Street



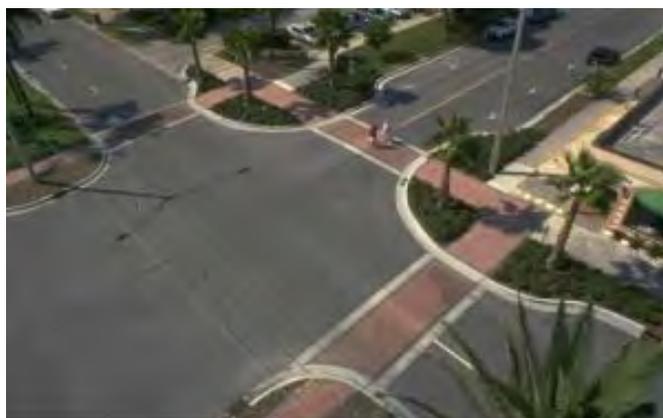
Cottonwood Ranch



## **Traffic Calming Program Elements**

Traffic Calming is a term used to describe programs that include both physical and behavioral aspects intended to reduce negative effects of vehicles, alter driver behavior, and improve the environment for pedestrians and bicyclists. A comprehensive program to modify the behavior of vehicular traffic may include some of the following concepts:

1. **Passive.** Psychological effects include visual narrowing and shortening of the street view through use of landscaping along street edge and careful placement of physical features to frame in the view. Also, painted edge stripes, designated on-street parking spaces to narrow travel lanes, bike lanes and sidewalks can create a visual narrowing of the street corridor. Informational and educational resources are also part of the passive approach.
2. **Physical.** Integrating traffic calming techniques into the initial design of the street is the best approach but existing streets can be retrofitted with various physical features to control and moderate traffic behavior. These are further defined as vertical or horizontal features, which can be used separately or combined. Examples include:
  - Vertical Deflection: speed humps, raised cross walks, raised intersections.
  - Horizontal Deflection: narrow points, chicanes, chokers, bulb-outs or curb-extensions.
3. **Route Modification.** Controlling cut-through traffic in a neighborhood and redirecting drivers to nearby collector or arterial streets can help reduce volume and speed. Techniques include: turn restrictions, diverters, road closure, dead-end streets with cul-de-sacs or hammerheads, and directional signage.



## **Traffic Calming Techniques**

The first step is to identify and document problem locations. Where streets are shown to have a high level of speeding and/or cut-through traffic, the next step is to look for standard solutions to mitigate conditions. The first level of response could include installing speed limit signs or changing traffic control at intersections to shorten main runs. Where a location could benefit from a more intensive response, there are a number of traffic calming techniques that can be considered:

### **Chokers and Neckdowns.**

- Typically mid-block swellings to restrict the travel width.
- Bicycle travel needs to be carefully considered due to tight geometrics.
- Pedestrian travel improved due to shorter roadway crossing distance.



### **Bulb-Outs and Curb Extensions.**

- Usually associated with intersections but can be used mid-block.
- The wider sidewalk that “bulbs out” at the intersection reduces the width of the travel lane and shortens the distance for the crosswalk resulting in slower traffic and a safer pedestrian facility.
- The wider sidewalk area can be treated with landscaping, decorative pavement and other details to enhance the pedestrian environment.
- Need to coordinate with emergency services to ensure vehicle radius can navigate corners.

### **Speed Humps.**

- Speed humps typically have a 3 feet cross-section. Speed bumps, which are narrow raised obstructions are typically found in parking lots and should not be used on streets.
- Spacing is critical – Typically 300 feet maximum. Studies indicate cars will speed up to make up for perceived lost time depending on the spacing. Exact spacing for effective results is based on a number of factors.
- Limit use to 2-lane streets. 25 mph or less maximum speed street locations. Typically used on local streets only with low maximum vehicle trips per day indicated.
- Usually not located on bus routes or primary emergency response routes.
- Resident support is essential. Usually installed as last resort to speeding traffic.

### **Speed Tables.**

Speed tables are similar to speed humps but they have a wider profile across the top. They are typically integrated with raised crosswalks but can be used as separate features.

- Various profiles and widths. Typically minimum 22’ –24’ cross section in travel direction.
- Can be integrated with raised crosswalk design.
- Can be integrated with choker or bulb-out features on sides.

### **Raised Intersection.**

- Similar to the speed table configuration but where the entire intersection has a higher profile than the connecting streets.
- Often used in association with decorative paving treatments or painted designs on the side ramps; has been shown to result in an overall slower speed interval for cross traffic.
- The height of the raised level is typically 4 – 6 inches to be effective.

### **Center Islands and Pedestrian Refuge.**

- Mid-block center island medians to narrow and focus the travel lanes.
- Pedestrian refuge at cross walks can be integrated within the island.
- Forced turn channelization (right turn only) is an optional technique.
- Center median islands provide a good gateway treatment to a neighborhood or district.

### **Chicanes. (mid-block projections)**

- Landscaped bump outs on one side of road or on alternating sides of roads.
- Vehicles slow down to negotiate a series of diversions and turns within the path of the street.

### **Diverter.**

- Side street diverters placed diagonally at intersections restrict through traffic on local streets by directing traffic to collector streets.

### **Short Street Segments.**

- New local residential streets should be designed to avoid long uninterrupted straight segments that encourage speeding.
- Longer street sections can be designed or retrofitted with curves or jogs to create visually shorter segments from the driver’s perspective.



## 8. ROUNDABOUTS

“Modern roundabouts” have become a standard roadway feature throughout the United States due to a number of beneficial aspects, including improved safety and lower cost. These four points are what differentiate a modern roundabout from other similar or related traffic control features.

1. A compact one-way, circular intersection in which traffic flows counterclockwise around a center island. Other styles (i.e. rotaries, traffic circles) are typically much larger than the modern roundabout. This compactness helps keep speeds low and makes it easier for drivers to stay oriented.
2. Entering traffic yields to traffic already in the roundabout or in the inside lane.
3. Traffic lane approaches are channelized with engineered splitter islands to deflect traffic into the flow. Other styles do not use channelization or deflection techniques.
4. Designed to slow the speed of vehicles through deflection of the vehicle path.

### Introduction.

- Public education is needed on the safety benefits of roundabouts. A great deal of research and data is available regarding the safety benefits of roundabouts for vehicles and pedestrians.
- The narrow entry lane for roundabouts is defined by a splitter island that results in a slowing of vehicles as they enter the center. The design characteristics of the splitter island and approach lanes are a key part of what defines the behavior of traffic.
- Pedestrian routes are connected to a refuge spot in the splitter island. The pedestrian crossings are broken into shorter segments with the refuge island thereby creating a safer pedestrian route.
- The circle can be a focus point on a street axis.

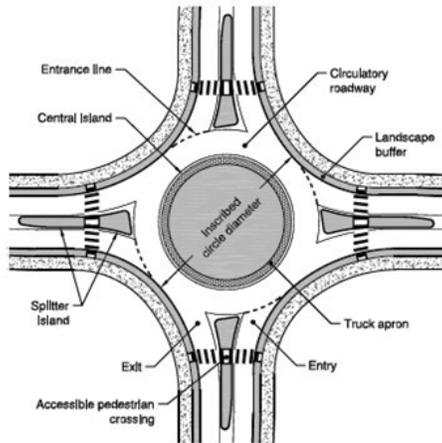
### Benefits of Roundabouts.

Roundabouts have become popular throughout the United States because of their improved safety and operational efficiency. Roundabouts are not always feasible in every location and do not always provide the optimal solution for every situation but where they do meet the criteria, they can provide outstanding benefits. Each case needs to be evaluated on its own merit. The benefits of roundabouts and some constraining factors are described below.

### Traffic Safety.

Numerous studies from around the country have shown significant safety improvements at intersections converted from conventional forms to roundabouts. The physical shape of roundabouts eliminates turning conflicts that are present at conventional intersections, thus reducing the total number of potential conflict points and the most severe of those conflict points. One recent national study showed overall reductions of 35 percent in total crashes and 76 percent in injury crashes. Severe, incapacitating injuries and fatalities are rare, with one study reporting 89-percent reduction in these types of serious crashes. Due to slower speeds, the incidence of fatalities drops significantly with roundabouts.

## **ROUNDBABOUTS:**



### **Operational Performance.**

When operating within their capacity, roundabouts typically have lower overall delay than signalized and all-way stop-controlled intersections. The delay reduction is often most significant during non-peak traffic periods. These performance benefits can often result in reduced lane requirements between intersections. However, as yield-controlled intersections, roundabouts do not provide any priority ranking to specific users, such as emergency vehicles, since the facility typically needs to empty out or drain before any user can negotiate through.

### **Ongoing Operations and Maintenance.**

A roundabout typically has lower operating and maintenance costs than a traffic signal due to the lack of technical hardware, signal timing equipment, and electrical needs. Roundabouts also provide substantial cost savings to society due to the reduction in crashes, particularly fatal and injury crashes, over their service life. As a result, the overall life-cycle costs of a roundabout can be significantly less than that of a signalized intersection in the same location.

### **Environmental Factors.**

Roundabouts can provide environmental benefits by reducing vehicle delay and the number and duration of stops compared with signalized or all-way stop-controlled alternatives. Even when there are heavy volumes, vehicles continue to advance slowly in moving queues rather than coming to a complete stop. This can reduce noise and air quality impacts and fuel consumption significantly by reducing the number of acceleration/deceleration cycles and the time spent idling.

### **Traffic Calming.**

Roundabouts can have a traffic calming effect by reducing vehicle speeds using geometric design rather than relying solely on traffic control devices. In particular, the use of roundabouts on two-lane collector roads in a neighborhood street setting can provide a safer intersection for all users by slowing down vehicles due to the manner in which the splitter islands funnel vehicles into and around the roundabout.



## 9. ACCESS MANAGEMENT

Access management is the regulation of vehicular access to public roadways from adjoining property. Access management is typically applied to major arterials and highways to improve safety and mitigate traffic congestion along busy, high-speed roads. Access management needs to balance the interests of business owners who want convenient access to their properties with the need to ensure safety for everyone where there are potentially dangerous conditions on heavily traveled busy roads.

Programs to control and manage access to and from major streets to adjacent properties should be considered through a coordinated and consistent approach or the benefit becomes less effective. In particular, left turns from properties onto busy high-speed streets crossing several lanes pose significant risk of collision. A comprehensive access management plan can use appropriate techniques to minimize or eliminate such risk, including:

1. **Driveway Consolidation and Spacing.** Driveways are shared or consolidated between adjoining uses to limit the number of driveways per mile along a road and provide adequate spacing between driveways in order to reduce the number of conflicts.
2. **Corner Clearance.** Eliminate or relocate driveway entrances away from intersections. Ingress and egress maneuvering at driveways close to intersections results in congestion and conflict where vehicles are stacked and queued in the main travel lanes and turn lanes. Driveway access can be relocated from a primary street to a side street if available.
3. **Left Turn Lanes.** A dedicated left-turn lane is provided in the center of the street to separate left-turning traffic from through traffic. Generally, these left-turn lanes are used where moderate levels of turns occur. Paint markings can be used to indicate turn location; however, raised medians provide the most effective means to control turning movements.
4. **Alternative Access Ways.** (Frontage and Backage Roads) Access is provided to sites adjoining the main road by either frontage or backage roads. Local access traffic is directed from the busy street to a secondary street with slower speeds and less volume to provide access to properties.
5. **Raised Medians at Intersections.** Raised medians at intersections with built-in left turn lanes provide a center barrier near intersections to prevent some turning movements into driveways near the intersection. This reduces conflicts near the intersection.
6. **Full Raised Medians.** Full raised medians are barriers the full length of the main roadway that prevent both left turns and cross traffic. Full raised medians eliminate conflict points along the stretch of the median where traffic volumes are high. Cuts in the median can be placed at mid-block or specific locations to control turning access to major driveways or access roads.





## **10. ADA PLANNING**

Title II (1990) of the Americans with Disabilities Act (ADA) applies to local government. Title II prohibits discrimination on basis of disability related to public facilities (state and local). Title III (1994) prohibits discrimination on basis of disability in “places of public accommodation.” Title III includes certain types of transportation related facilities.

Attention needs to be given to access to government buildings and facilities, bus stops and other transportation services, places of public accommodation, and business districts, as well as walkways serving residential areas. There is no “grandfather” clause from having to comply with the requirements of the ADA. Small municipalities are not exempt from complying with ADA because of their size. Cities must provide program access and make modifications to policies, practices, and procedures that are required by law. New facilities must be designed to accommodate persons with disabilities under the Americans with Disabilities Act. Additionally, existing facilities must be retrofitted and reconstructed to meet ADA standards. Such programs need to be ongoing.

However, the law is flexible. City governments must comply with Title II of the ADA, and must provide program access for people with disabilities to the whole range of city services and programs. There is some flexibility in that city governments are not required to take any action that would result in a fundamental alteration to the nature of the service, program, or activity in question or that would result in undue financial and administrative burdens. This determination can only be made by the head of the public entity or a designee and must be accompanied by a written statement of the reasons for reaching that conclusion. The determination that undue burden would result must be based on all resources available for use in a program. If an action would result in such an alteration or such burdens, a city government must take any other action that it can to ensure that people with disabilities receive the benefits and services of the program or activity.

Policy considerations related to improving accessibility cover a range of issues and needs. The law is intended to allow all Americans the opportunity to participate and function in society without unnecessary barriers, whether physical or operational. Persons with disabilities include not only persons using wheelchairs but also other forms of mobility impairments, blindness and other challenges.

### **Transition Plan for Implementation of the American Disabilities Act (ADA)**

Develop an ADA transition plan for public streets and facilities that identifies and integrates system needs:

- Identify physical obstacles on pedestrian facilities that limit the accessibility for activities to individuals with disabilities.
- Describe in detail the methods that will be used to make the facilities accessible.
- Specify a schedule for taking the steps necessary to upgrade pedestrian access to meet ADA requirements.
- Indicate the department and official responsible for implementation of the plan.



## H. MULTI-MODAL TRANSPORTATION

An effective transportation system provides multiple options for travel within the same corridor or area. Automobiles and trucks are one part of the transportation system. Providing opportunities for walking, bicycling and public transit are also important components of a cost-effective, efficient transportation system that supports a healthy, prosperous community. The best way to incorporate non-motorized transportation facilities into a planned city-wide system is to include sidewalks and bike lanes or adequate lane width for bicycles in the initial design and construction of the street. It is always going to cost more to come back after the street is built to install sidewalks or additional pavement width to accommodate bicycle routes.

### I. BICYCLE PLANNING

To address issues associated with transportation, recreation and community health, the General Plan encourages the development of a comprehensive bicycle system in the City of Cottonwood. The Plan encourages, “the development of a bicycle and pedestrian plan for the City to consider in the review of new development and to guide City street improvements. The system should address trip generation and destination points, potential hazards and barriers, recommend necessary facilities, opportunities to coordinate with the City bus system, regional connections, safety features and education, encourage compliance with AASHTO standards, special traffic detection devices where necessary and standard signage. The plan should also provide for related promotion and public education; and coordination with ADOT to ensure implementation along State highways.”

#### **Cottonwood Bicycle Plan**

*Approved by the Cottonwood City Council, October 6, 2009*

A summary of key points of the Cottonwood Bicycle Plan is included herein. The complete copy is available on the City website or from the Development Services Department.

At the direction of the City Council, the City’s planning staff began the development of a bicycle plan in the Fall of 2007, as well as the immediate placement of “Share the Road” signs along the City’s primary collector streets. The Council asked staff to develop an inexpensive, on-street system which addressed largely the City’s collector streets. Since that time, staff has worked with representatives of the Verde Valley Cyclists Coalition and other interested residents in developing this proposal.

In February of 2009, this initial draft was assembled for preliminary review by the Planning and Zoning Commission and City Council, prior to initiating a formal public review process. The City circulated the proposal for review and comment by the public, other departments and jurisdictions, regarding the designated route system, facilities, regulations and educational components.

#### **Cottonwood Bicycle Plan 2009 Goals and Objectives:**

The following goals are offered to guide the development of a bicycle plan for the City of Cottonwood as an affordable amenity that also addresses the community’s needs for recreation and alternative transportation modes:

1. Increase the percentage of all trips made by bicycle in the City of Cottonwood.
2. Work with advocacy groups, such as the Verde Valley Cyclists Coalition and stakeholders to develop a Complete Streets Program for the City.
3. Establish and maintain an integrated system of bikeways that enables safe and convenient bicycling. Promote bicycling as a means of achieving cleaner air, less traffic congestion, better health and preserving the natural, rural environment that surrounds the City.



4. Develop a network of bike routes to link neighborhoods and commercial areas throughout the city.
5. Link bicycling to economic development and tourism. Bicycling is seen by many as an important indicator of the quality of life of an area.

## **PROPOSED BICYCLE FACILITY ROUTES AND LINKS**

The following is a summary of the proposed bicycle facility route system. The criteria for selection includes serviceability, deficiencies (barriers / hazards), and potential improvements. The proposed bicycle facilities include some sections with striped lanes and some as shared routes with the final selection to be determined through a separate process. Some of the proposed routes already include some facility improvements but are listed here as the complete route may need additional work. The individual links are listed alphabetically for reference:

**Airpark Road / Airport Road to Old Jerome Hwy** – Route from Willard Street extension to Mingus Avenue through Airport industrial area to Black Hills Drive. Could continue north into Clarkdale.

**Aspen Street** - Connects community facilities area on 6<sup>th</sup> Street with the commercial corridor on South Main Street.

**Camino Real - Old 279** - Connects commercial areas along SR 89A with residential areas and Mingus High School.

**Cornville Road – Verde Santa Fe - Bill Gray** – Bike lanes along Cornville Road would connect to existing Verde Santa Fe development and future development and extension of Bill Gray Road to north.

**Cottonwood Street** - West Section: Link from Airpark Road to SR 89A. East Section: Provide bike lanes from Main Street/SR 89A past shopping plaza to Cove Parkway.

**Cove Parkway** - Includes half-mile link between Cottonwood Street and 89A.

**Del Rio** - Connects Old 279 to Verde Village through future development of State Trust Land property. Could continue across SR 260 through Verde Village to connect with Verde River route.

**Elm Street** - Proposed route between Willard Street and retail plaza areas adjacent to the SR 260 / 89A intersection. Gaps need to be identified.

**Fir Street** - Two miles from residential areas to SR 260. This is a fully improved corridor with striped bike lanes.

**Groseta Ranch Road** - Three-quarter mile connection between SR 89A and North Main Street in Old Town associated with future development of Groseta Ranch project.

**North Main Street** - Essential corridor from Old Town to Mingus Avenue. Includes restriping lanes from Mingus to N. 10<sup>th</sup> Street to include two travel lanes, a center turn lane, and bicycle lanes each side.

**South Main Street** - Main corridor bicycle route includes shared route signage.

**Mingus Avenue** - Entire length of Mingus Avenue from section adjacent to the Prescott National Forest through central Cottonwood to Cornville Road intersection with SR 89A..

**Monte Tesoro - Rancho Vista – Peila** – Connects Willard Extension to Monte Tesoro to County residential area to the south.

**Rodeo Drive – UVX Road** - Access between Verde Village to the west and Bridgeport to the east with connection to retail areas along SR 260. Associated with future development along SR 260 and extension of Rodeo Drive through area.

**Verde River Trail** - Proposed natural surface trail from Dead Horse State Park and /or River Front Park, 4-5 miles along the Verde River to Verde Village as part of Verde River Greenway State Natural Area.



**West Loop** - Bike lanes/route with proposed roadway located to the west of Cottonwood/Verde Village.

**Willard Extension** - Signed bicycle route with bike lanes from SR 89A to Monte Tesoro.

**6th Street** - From Mingus Avenue to SR 89A and continuing south to Fir Street.

**10th Street** - From Mingus Avenue to North Main Street and continuing into Riverfront Park to Dead Horse State Park.

**12th Street** - Complete corridor from North Main Street to Mingus Avenue then south to SR 89A and continuing to Fir Street. Includes sections with and without designated bike lanes

**16th Street** - Route extends north from Fir Street to the rear portion of the Food City Shopping Plaza.

## **BIKEWAY CLASSIFICATION SYSTEM**

Standard bikeway classifications as described by the *AASHTO Guide for the Development of Bicycle Facilities* include four types of facilities: 1) Shared Use Path; 2) Bike Lane; 3) Bike Route; and, 4) Shared Roadway.

- 1. Shared Use Path** - A multi-use, non-motorized pathway physically separated from motorized vehicular traffic by an open space or barrier and either within the highway right-of-way or within an independent right-of-way. Multi-use pathways are typically located along uninterrupted corridors with very minimal or no crossings of driveways or side streets, such as undeveloped public open space, wash corridors, flood plain areas, etc. Separated paths that cross driveways and streets can be unsafe and are not recommended. Appropriately placed shared use paths may be used by bicycles, pedestrians, skaters, wheelchair users, joggers and other non-motorized users.
- 2. Bike Lane** - A portion of a roadway which has been designated by striping, signing and pavement markings for the preferential or exclusive use of bicyclists.
- 3. Bike Route** - A shared roadway which has been designated by signing as a preferred route for bicycle use.
- 4. Shared Roadway** - A roadway which is open to both bicycle and motor vehicle travel. This may be an existing roadway, street with wide curb lanes, or road with paved shoulders.

## **COMPREHENSIVE BICYCLE PLANNING PROGRAM**

Planning for bicycling involves more than just developing the bicycle facilities. Facilities alone do not address the full range of bicycling concerns. A more comprehensive "Four E's" approach, combining engineering and planning with enforcement, education, and encouragement is nationally recognized as critical for the success of such programs. An explanation of the importance of the four E's follows:

### **Engineering.**

Engineering is the most visible part of the bicycle planning process. Important functions of the engineering component include determining locations of routes, types of facilities, surveys of existing and preferred uses, and locations and types of bicycle parking facilities. The layout of the system should take into consideration the geography of bicycle trip generation and destination associated with the needs of commuters, recreation and tourism. New roadway development and major reconstruction projects should be evaluated to consider including bike lanes or shared roadways, where appropriate. Factors for bicycle routes should highlight rider safety, convenience, and overall traffic volume. Safety issues include the quantity of motor vehicles along the route, the posted speed limit, the road shoulder width, and the frequency of parked cars.



Convenience criteria includes the number of destination points served by the route, the number of traffic control devices along the route, the surface of the road, and the amount of debris typically found along the route.

The Manual on Uniform Traffic Control Devices (MUTCD) (Section IX) recommends consistent marking of bicycle facilities to identify bicycle lanes and routes, raise motorist awareness of bicycling, and provide warning signs alerting bicyclists to potential hazards and conflicts. It is recommended to create a coherent, effective and affordable bicycle sign policy that supports the goals of the Bicycle Plan.

Bicycling parking facilities are an important component of an effective bicycle program. The City should develop a bicycle parking policy for City facilities, as well as new commercial development. Generally, effective bicycle parking facilities are placed in locations as close as possible to the destination, such as next to the building entrance. Locations that allow ongoing visual surveillance from inside the building are preferred. Locations tucked away out of site or in random locations along a street are prone to theft and will usually get little to no use.

### **Enforcement.**

Bicycles are treated by law as vehicles in all 50 states. Bicyclists are granted all of the rights and are subject to all of the duties applicable to the driver of a vehicle (ARS 28-812). Bicyclists must therefore also accept similar responsibilities. Consistent enforcement programs help to encourage lawful behavior for bicyclists and motorists. Improved behavior leads to better safety statistics and builds greater acceptance of bicycles as a legitimate user of the roadway.

### **Education.**

Education programs are key ingredients to building a successful bicycle transportation system and fostering the growth of bicycle use in a community. Education programs can help to encourage courteous and lawful behavior among motorists and bicyclists of all ages, and enhance the skill level of bicyclists and motorists, thus leading to safety improvements. Bicycle safety education programs have been shown to reduce accident rates for adults, as well as children. Public education events and proactive safety training can help to publicize the bike system and rules of the road. In December, 2008, Cottonwood was selected by ADOT as part of their “Safe Routes to School” program. The project included designation of primary (bicycle and pedestrian) routes for children, related safety improvements and education.

### **Encouragement.**

For relatively short trips, bicycles have been shown to provide a safe, convenient, cost-effective, and environmentally friendly form of local transportation. Programs to encourage people to ride bicycles have been shown to help increase the level of ridership in communities. Factors which can encourage bicycling include convenience, comfort and security. Numerous studies have indicated that the availability of safe routes, including designated bike lanes and wide roadways, is one of the most important factors influencing the decision to use a bicycle for transportation by the majority of people. Additionally, convenient and secure bicycle parking facilities, lighting, availability of route maps and directory signage, shade, and bike racks on buses are also important considerations for many potential bicycle riders.





## 2. PEDESTRIAN PLANNING

Pedestrians are an integral part of any transportation system. At some point drivers of cars, bus riders and bicyclists will shift to pedestrian mode. (Wheelchairs are considered pedestrian mode.) Drivers become pedestrians when they park their cars and walk to a building; bus riders become pedestrians once they get off the bus; same with bicyclists when they park their bike and walk somewhere. Pedestrian planning needs to be incorporated as standard part of the design of the city environment.

Walking should be promoted in the design of neighborhoods and new developments as a valued part of the circulation system. Having the option to walk reduces our reliance on the automobile, saves money, contributes to personal health, reduces air pollution, encourages interaction between neighbors and strengthens community. In order for walking to be seen as a viable option for transportation purposes, several things need to be considered.

### PRINCIPLES OF PEDESTRIAN PLANNING.

Pedestrian routes need to be safe, continuous, inter-connected and convenient. Additional principles of pedestrian planning include the following:

- For the majority of people, distance is a critical factor in determining whether to walk. A good percentage of people will choose to walk for trips up to 5-10 minutes from, (1/4 mile or less to destination) and sometimes even longer up to 15 minutes (1/2 mile) if the route is interesting, safe, convenient and comfortable. The number of people who will choose to walk tends to drop off quickly if the distance is considered too far or the route is challenging or uncomfortable.
- Walking is more likely to be chosen as an option if destinations are closely spaced and building entrances are close to the route. The mix of land uses and the density of such development influences whether people walk.
- Pedestrians seek the most direct route; the lack of a direct route or any challenging obstacles or difficult street crossings may determine whether people chose to walk or not if they have the option.
- Avoid excessively meandering sidewalks. Gradual shifting may be acceptable but sidewalks that meander unnecessarily or for some perceived aesthetic benefit are less pedestrian friendly, especially for the disabled and elderly. Pedestrians prefer to take the most direct route. Gentle curves are okay.
- Pedestrian-friendly intersections and street crossings are essential components of an effective pedestrian system.
- Site planning for development needs to consider on-site pedestrian facilities, including routes through parking lots and from adjacent streets to the buildings.
- If people do not feel personally secure, even if the pedestrian route is protected from traffic, then they usually will not choose to walk. Issues may include the character of the pedestrian corridor, level of exposure or visibility from surrounding areas, adequacy of night time lighting and general condition of the environment.
- Pedestrian facilities need to be designed to accommodate persons in wheelchairs. The surface needs to be smooth with very minimal vertical shift; the width needs to be adequate; curb cuts and grade transitions need to be designed properly; and signalized intersections need to include accessible controls. In most cases pedestrian facilities should be designed better than ADA minimums. Make improvements to existing facilities and ensure all new development meets standards for accessibility.
- Develop Pedestrian Master Plans for sub-areas. Pedestrian facility design guidelines can help provide a uniform approach.



## PEDESTRIAN IMPROVEMENT RECOMMENDATIONS:

- **Intersections.** Review and modify intersection crossings where necessary to allow safe, pedestrian-friendly crossings.
- **Signal Timing.** Ensure traffic signal timing is adequate to allow safe, convenient pedestrian use at signalized intersections. Consider Pedestrian Countdown Signals at major intersections.
- **Continuity.** Close gaps in the sidewalk network to ensure continuous routes.
- **Reduce Road Width.** Identify streets that are excessively wide and are candidates for “road diets” (narrowing the vehicle road lanes to provide more space for pedestrians and bicyclists.)
- **Transit Connections.** Improve pedestrian and bicycle access to transit stops.
- **Project Coordination.** Review all proposed road projects including new streets and reconstruction projects to ensure pedestrian and bicycle facilities are included where appropriate.
- **Walkability Audits.** Conduct pedestrian and bicycle audits in selected areas to evaluate system effectiveness and deficiencies. Use results to prioritize improvements. This typically includes mapping, map analysis and most importantly, on-site, step-by-step field analysis by people representing differing perspectives so as to identify needed modifications and improvements. An effective method for walkability audits allows people to survey pedestrian routes with a tiered grading system that indicates excellent, good, fair, poor and failing sections and features.
- **“No Right Turn on Red.”** Install “No Right Turn on Red” signs to improve pedestrian crossing safety at busy intersection crosswalks where pedestrian use is indicated.
- **Lighting.** Ensure adequate and safe night time lighting on sidewalks, pathways and crossings.
- **Curb Radii Reduction.** Reconstruct the curb returns at intersections and driveways with reduced curb radius so as to slow down vehicles making right turns across pedestrian routes.
- **Pedestrian Refuge Islands and Raised Medians.** Install pedestrian refuge islands at crosswalks on multi-lane roadways. Where integrated with raised medians, such refuge islands can also help provide a visual identifier that will slow traffic and provide greater awareness of pedestrians. Raised medians can also include attractive low-water use landscaping for aesthetic benefits.
- **Curb Ramps.** Ensure curb ramps are installed at all intersections to allow safe use for persons with mobility impairments, including wheelchairs, as well as people with walking challenges.

## SAFE ROUTES TO SCHOOL PROGRAM.

The Safe Routes to Schools program is a national program that is optional for states. Program funds may or may not be available in the future. This program is intended to improve pedestrian and bicycle infrastructure routes to schools. The purpose is to enable and encourage children, including those with disabilities, to walk and bicycle to school; to make walking and bicycling to school safe and more appealing; and to facilitate the planning, development and implementation of projects that will improve safety, and reduce traffic, fuel consumption, and air pollution in the vicinity of schools. Funds are administered by ADOT to provide financial assistance to state, local, and regional agencies, including non-profit organizations that demonstrate the ability to meet the requirements of the program. Eligible projects include sidewalk improvements, traffic calming and speed reduction improvements, pedestrian and bicycle crossing improvements, on-street bicycle facilities, off-street bicycle and pedestrian facilities, secure bike parking, and traffic diversion improvements in the vicinity of schools (within approximately 2 miles).



## Ten Reasons to Support Walking

From the Pedestrian and Bicycle Information Center (PBIC) [www.walkinginfo.org](http://www.walkinginfo.org)

1. **We're all pedestrians** - Whether for recreation or practical purposes, most people make several trips a day on foot, even if it's only a block or so from a parked car to the entrance of a building.
2. **It will make the road safer** - Making streets safer for pedestrians, the most vulnerable road user, usually makes the roads safer for everyone, including bicyclists and drivers.
3. **Many cannot or choose not to drive** - Non-drivers include people who choose not to drive; children; adolescents; people with physical, visual, and mental disabilities; people with financial constraints; people who are temporarily disabled; and many older adults.
4. **It's cheaper to walk** - There are many costs associated with driving (e.g., cost of vehicle, gas, insurance, annual inspection and registration, maintenance, parking fees, traffic violation fees, etc.), but virtually none with walking. Additionally, walking can save money by improving health and reducing health care costs.
5. **It's good for business** - Providing pedestrian access to retailers and commercial centers provides economic benefits and can promote tourism and further economic development.
6. **Other modes depend on walking** - To get from places to their cars, bicycles, buses, or trains, people need to be able to walk.
7. **Walking is good for the environment** - Unlike driving, walking does not contribute to air, noise, or water pollution.
8. **Walking can reduce the demand for existing and new roadways** - Many streets carry more traffic than they were designed to handle, resulting in gridlock, wasted time and energy, and pollution. Providing opportunities to walk can help get more people out of frustrating traffic congestion.
9. **Walking can improve people's health** - Regular walking can aid in weight loss; lower blood pressure; improve cholesterol, blood sugar, immune system function, and insulin dynamics; prevent bone-loss; reduce the risk of coronary heart disease, stroke, and other chronic diseases; and improve mood and mental performance.
10. **Walking improves the quality of our lives** - Walking provides intangible personal benefits (such as a sense of independence and freedom of choice), as well as social benefits (such as opportunities to interact with others and build community closeness and trust) that enrich the lives of children, families, and neighbors.



### 3. PUBLIC TRANSIT

Using public transportation is an economical way to travel, it reduces carbon emissions, and diminishes America's dependence on foreign oil. Public transit also allows people who do not own personal vehicles or who are unable to drive to participate in civic life and in the economy.

#### **CAT BUS SYSTEM**

Cottonwood Area Transit (CAT) is one of the oldest and most successful small transit systems in Arizona. CAT now has two (2) fixed bus routes serving the communities of Cottonwood, Clarkdale and Verde Village. Routes connect on the hour at Garrison Park where riders can transfer from one bus route to another without waiting. Buses run from 7:00 AM - 6:00 PM Monday thru Friday and serve signed bus stops located all along the routes. The system also provides contract services to several specific organizations in addition to a dial-a-ride service. The vehicles are “disabled-accessible” with a wheelchair lift. Both routes meet on the hour at the Cottonwood Library, where riders can also transfer to Verde Lynx.

CAT Fares Effective July 1, 2012

2013 Cash Fare: \$1.25  
All Day Pass: \$3.00  
20-Trip Pass: \$25.00



#### **CAT PARATRANSIT**

##### **Curb-to-Curb Transportation for Persons with Disabilities**

CAT PARATRANSIT provides curb-to-curb transportation services for persons with disabilities who are unable to use CAT fixed route transit system. The services are shared-ride and require a 24-hour advance reservation. Vans pick riders up at the curb by their home and drop them at the curb by their destination. CAT PARATRANSIT services are available to persons who are eligible under the Americans with Disabilities Act (ADA). This means that they are unable, as a result of a physical, sensory or mental impairment, to board, ride or disembark from transit buses

##### **Curb-to-Curb Transportation Service Area**

CAT's ADA paratransit service area includes origins and destinations that are within 3/4 mile from an existing CAT bus route. Within this area, riders who are ADA eligible are guaranteed a trip. CAT also provides curb-to-curb service in an extended area which includes locations outside the 3/4 of a mile zone. However, these services (referred to as Dial-a- Ride) are provided on a space available basis and are not guaranteed under the Americans with Disabilities Act. In order to use CAT Paratransit services you must complete an eligibility application. An interview with CAT Paratransit staff and testing for functional abilities may also be required.



**Service Hours and Fares ADA Trips:**

CAT Paratransit, for trips within 3/4 of a mile of a fixed route bus stop, operates:

Monday through Friday

7:00 a.m. to 6:00 p.m.

Paratransit Fare: \$2.25 per one-way trip.

**VERDE LYNX**

Verde Lynx is CAT's sister service that provides direct bus service between Cottonwood and Sedona, seven (7) days-a-week. Verde Lynx buses run from the Cottonwood Library to Poco Diablo resort located off of SR 179 in Sedona and the Municipal Parking Lot in Uptown Sedona. All Verde Lynx stops are marked with a distinctive bus stop sign. Free Park & Ride facilities are provided at Garrison Park in Cottonwood and the Sedona Municipal Lot. Riders can also use local transit services in Cottonwood and Sedona to connect to Verde Lynx.

2013 Fare per ride: \$2.00

Monthly Pass: \$40.00

20-Trip Pass: \$40.00

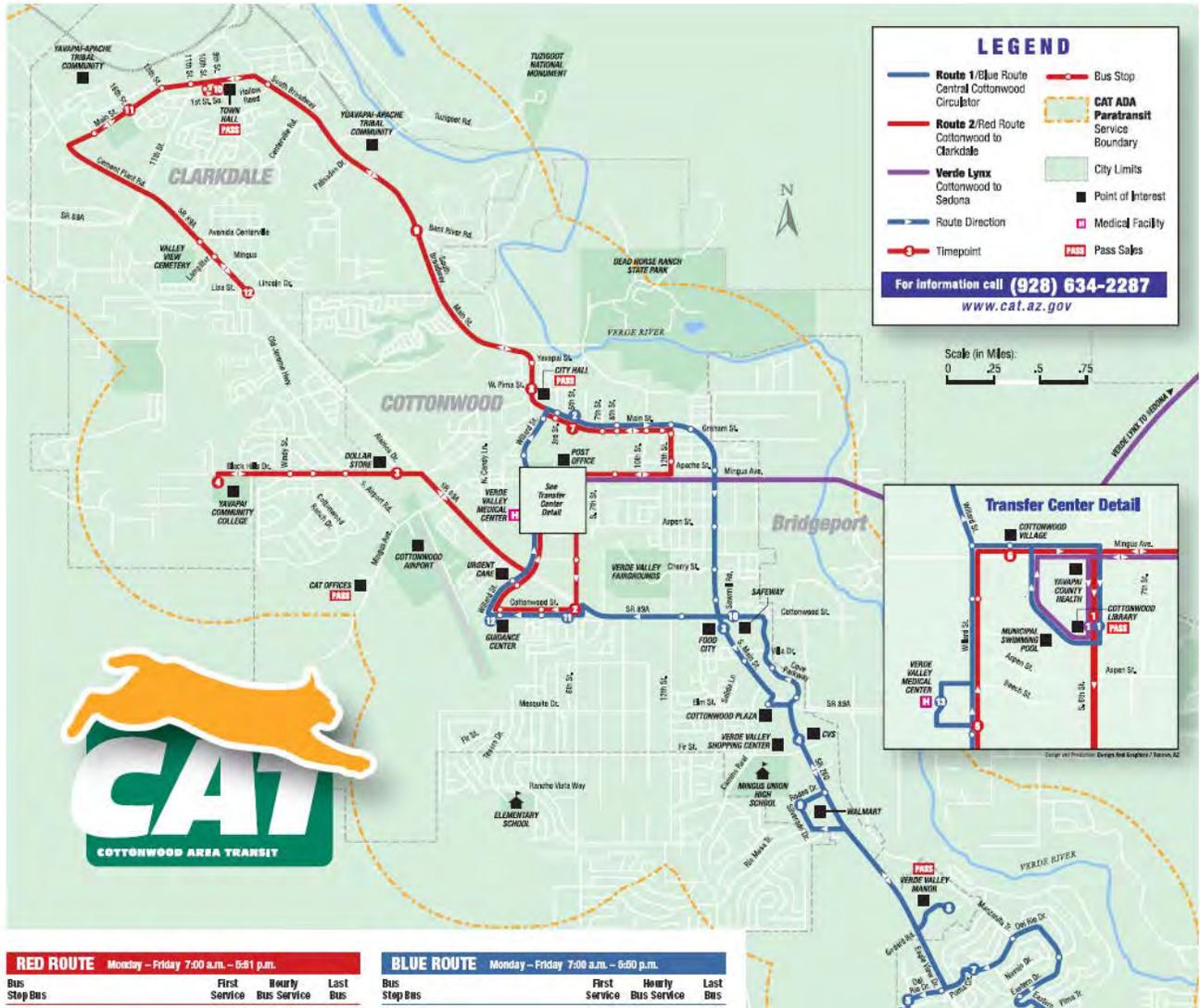
Features include:

- Expanded commuter service between Cottonwood and Sedona.
  - Verde Lynx Sunday service will be expanded to 6 round trips.
  - Weekday service will operate an hour later than Sundays.
- Free Park & Ride facilities at Garrison Park in Cottonwood and the Sedona Municipal Lot in Sedona.
- Verde Lynx riders can transfer to CAT in Cottonwood to connect to locations in Cottonwood, Clarkdale and Verde Village.





# CAT BUS ROUTE SYSTEM





# I. PROPOSED CIRCULATION PROJECTS

## CRITERIA FOR SELECTING TRANSPORTATION PROJECTS

Transportation improvement projects indicated in the *Cottonwood General Plan 2025* have been identified through a number of local and regional sources, including the multi-agency *Verde Valley Multimodal Transportation Study, 2009*, as well as the City Council's Annual Strategic Planning and Capital Improvements Planning process, ADOT's long-range planning program, and ongoing input from the public. Criteria for evaluation includes the following:

- **Travel Demand.** New and improved roadways are planned to accommodate population growth. A key factor in selecting new projects is the need to provide adequate capacity for current or anticipated demand.
- **Local Benefit.** Proposed transportation projects are not only evaluated in terms of the specific benefit to immediately surrounding properties but also in terms of the benefit to the city transportation system. A bypass road in one area, for example, may provide significant reduction in traffic congestion at a particular bottleneck in another area. The overall local benefit needs to be considered.
- **Regional Benefit.** The city's circulation system is interconnected with a wider surrounding network that functions as a complete system. Projects need to be evaluated in terms of their relationship to the overall regional system.
- **Public Input.** Input from public meetings, spoken comments, written comments, e-mailed and mailed comments are all considered. Input is considered from residents, agencies and organizations.
- **Environmental Impact.** Projects that use Federal funding are subject to environmental review through the National Environmental Policy Act (NEPA) and other Federal overlay legislation. All new projects need to consider impacts on water resources, air quality, wildlife habitat and travel corridors, and other environmental concerns.
- **Project Cost.** Project costs can vary widely depending on land availability, terrain and slope, drainage factors, engineering constraints and various unique issues. The review process to prioritize projects needs to consider the needs and desires of a particular project weighed against the overall effectiveness in terms of funding availability.
- **Time Frame.** Projects are organized as short - medium term in the 1-5 year range; long term projects greater than 5 years, including other proposed circulation and transportation projects where the timeframe may be ongoing or undetermined.

### SHORT - MEDIUM TERM 1-5 years

**PROPOSED STREET IMPROVEMENT PROJECTS:** The following section includes specific street improvement and circulation projects that have been proposed. Additional study and analysis would be expected prior to implementation to consider changes in conditions and additional input.

#### a. State Route 260 Regional Improvements.

Improvements resulting in a four-lane controlled access highway between Cottonwood and I-17 are needed. Portions of these improvements have already been completed; however, it is in the interest of all the communities to ensure the eventual outcome of this work is to ensure the completed project protects the primary role of the highway as a direct transportation link between the communities.



**b. SR 89A / SR 260 Intersection.**

The SR 89A / SR 260 intersection has had a failing level of service rating for years. Proposed improvements include installation of dual right turn lanes from SR 89A (Main Street) to SR 260, as well as signal phasing changes.

**c. S. 12<sup>th</sup> Street.**

South 12<sup>th</sup> street was originally intended to serve local traffic from the Palisades neighborhood. As development continued in the surrounding area, 12<sup>th</sup> Street between SR 89A and Fir Street became a collector street serving traffic cutting through the neighborhood. Improvements are necessary to serve the increased volume of traffic on this street; however, the character of the street is intended to respect the residential nature of the neighborhood.

**d. North Main Street Corridor Improvements.**

N. Main Street from the intersection with Mingus Avenue heading north to the vicinity of N. 10<sup>th</sup> Street where the road tapers into two lanes going into Old Town: A detailed analysis would include reconfiguring the four-lane street section to two travel lanes with a center turn lane and bike lanes on each side. With a dedicated center turn lane, traffic should flow more smoothly and safely. Bicycle traffic would have designated bike lanes. Pedestrian crossings along this section of Main Street could also be improved since there would be less distance of travel lanes to cross and center medians or similar pedestrian improvements could also be included at strategic locations.

**e. N. Main Street and N. 10<sup>th</sup> Street Intersection Improvement.**

The existing intersection is dangerous and difficult for vehicles, pedestrians and bicycles. A roundabout or modified roundabout would provide improved safety and traffic flow for all types of traffic. The location is a major gateway to Old Town and includes the main entrance to Dead Horse Ranch State Park and Cottonwood Riverfront Park. The existing offset intersection between the north and south legs of N. 10<sup>th</sup> Street results in a dangerous cross turn conflict. A roundabout would provide a safer setting for vehicle and pedestrian use due to the single narrow entry lane and the tapered medians with built in pedestrian crossings.

**LONG TERM 5 years or more.**

**f. Cornville Road Improvements.**

With development of Verde Santa Fe North – Phase II, Cornville Road between Tissaw Road and SR 89A will need to accommodate higher levels of traffic. Upgrades to the road should include additional travel lanes, turn lanes, sidewalks, bike lanes, crosswalks, signalized intersections (and/or roundabouts) and other safety improvements to accommodate increased traffic.

**g. Verde Santa Fe North Connector.**

The approved site plan for the Verde Santa Fe North (Phase II) project includes a new collector road between Cornville Road (at Tissaw Road) and SR 89A (at Bill Gray Road.) This road would be constructed as part of the approved development project. The plan calls for a signalized intersection at Bill Gray Road, which would be necessary to accommodate the new commercial development approved for this area, as well as new residential development. A signalized intersection (or roundabout) at the Cornville Road intersection with Tissaw Road may also be necessary in association of VSF North Phase II development.

**h. Groseta Ranch Road.**

Groseta Ranch Road from SR 89A to N. Main Street was envisioned as a collector street and access point for future development of the Groseta Ranch property along SR 89A. The route would provide a connection from the roundabout on SR 89A to N. Main Street at Old Town. The



development of this road would be completed in connection with future residential and commercial development in this area. A new intersection at N. Main Street may need to be considered to provide a connection.

**i. Godard Road.**

Connect Old 279 to SR 260 at Godard Road intersection with new 2-lane road with bike lanes. Project should be planned and constructed in association with future development of the State Trust Land. At the time the State Trust Land property to the west of SR 260 is proposed for development, it will be necessary to consider a circulation plan for the entire sub-area. This could include new road connections through this area to Del Rio and Western Drive as well.

**j. Fir Street and Rodeo Dive Commercial Loop.**

E. Fir Street would extend past CVS Drug Store and loop south to Mongini Drive and Rodeo Drive. Proposed access improvements would need to be coordinated with a number of property owners to be effective. Coordination of land use development, utility extension and an effective highway access and internal circulation system would provide mutual benefits for the property owners along the east side of SR 260.

**k. West Loop – Phased Connector Road**

Various regional transportation plans, general plans and other long range studies have proposed the development of a “west loop” roadway to be located to the west of Verde Village and Cottonwood. The west loop has been envisioned as local secondary access to those developed areas so as to relieve congestion on SR 89A and SR 260, the main north-south travel route through the city. The West Loop is not intended as a regional bypass highway but as a relief roadway for local residents to avoid contributing to congestion on the main arterial roads and to accommodate local travel options. It would also provide improved public safety access to adjacent neighborhoods. The proposed route through Cottonwood could be developed in phases, as follows:

**1) West Loop – Black Hills Drive to W Mingus**

The Mesquite Hills development off of West Mingus Avenue includes a portion of the West Loop project shown as the main collector road through the subdivision. Completion of this link to Black Hills Drive would require approval of short section through a corner of the Prescott National Forest and support from Yavapai College for completion of the roadway along the east boundary of the Verde campus.

**2) West Loop – W Mingus to W Fir St**

A new roadway would connect West Mingus Avenue from the Mesquite Hills development south to the west terminus of Fir Street south of the airport. This proposed route covering a distance of less than one mile would be constructed in association with future development of the private lands in that area.

**3) West Loop – W Fir Street to SR 260**

The south segment of the west loop roadway faces a number of technical challenges at this time. However, if further development of the private lands to the north occurs and the State Trust Land property to the west of SR 260 is developed, there could be a large increase of traffic on the local roads in the surrounding area. A west loop roadway could off load some of the anticipated traffic on existing roads and provide additional local circulation options. This segment would need to be coordinated with future development of the west side properties.



**CITY-WIDE GENERAL CIRCULATION IMPROVEMENTS:** The following programs could be applied to existing streets and rights-of-way throughout the city. New projects should integrate multi-modal transportation and access management as part of the initial design; Existing streets can be retrofitted where determined as appropriate. Specific projects within any of these categories need to be considered as part of a coordinated city-wide program.

**1. Bicycle and Pedestrian Facility Improvements.**

Efforts to improve both bicycle and pedestrian transportation facilities are ongoing. Proposed improvements include system wide and corridor scale improvements, as well as individual projects where opportunities are presented. Comprehensive program evaluation is recommended as a part of the capital improvement planning program. Short and long term project selection should be based on prioritization criteria developed to guide such decisions. Implementation of bicycle improvements should be based on priorities indicated in the Cottonwood Bicycle Plan. A Pedestrian Master Plan could be developed to prioritize pedestrian improvements.

**2. Neighborhood Traffic Calming Program.**

A comprehensive traffic calming program applied to existing neighborhoods should be designed to redirect cut through traffic and generally slow down existing vehicular traffic. Analysis of existing patterns should be conducted to identify problem areas. This type of program works best by identifying a hierarchical system of local and collector streets feeding the nearby arterials. Redirecting circulation patterns and adding appropriate traffic calming features will help to provide safer, people-friendly street system in residential neighborhoods.

**3. Street Medians.**

Center island street medians are used to control turning movements and improve safety on busy streets. In older developed areas with an abundance of individual commercial driveways, the center medians restrict left turns into and out of properties along those dangerous sections. The use of landscaping in the median can add to the overall street beautification. Also, medians can provide a safer street crossing for pedestrians by allowing a half-way refuge point at intersections.



## SUMMARY OF PROPOSED IMPROVEMENT PROJECTS

Funding availability typically requires prioritization of transportation improvement projects. To assist in establishing priorities, projects are evaluated based on five criteria. The five evaluation criteria are: traffic safety, congestion reduction, cost-effectiveness, design standard conformity, and economic development impact. Some improvements target a specific deficiency. Others are listed as “additional” projects which contribute more generally to the efficiency of the respective network (short-mid-long range). Costs and funding sources would need to be determined.

	STREET	SEGMENT	IMPROVEMENT	RANGE
1.	SR 89A E	260 INTERSECTION	ADD SECOND EAST BOUND RIGHT TURN LANE.	SHORT MID
2.	6 <sup>TH</sup> ST S	MINGUS TO 89A	REHAB PAVEMT, BIKE LANES	MID
	6 <sup>TH</sup> ST S	89A TO FIR ST	REHAB PAVEMT, BIKE LANES	MID LONG
3.	12 <sup>TH</sup> ST S	89A SOUTH TO FIR.	RECONSTR 2-LN URBAN SECTION BIKE LANES	SHORT
4.	16 <sup>TH</sup> ST S	SKYLINE TO 89A	CONNECTION TO 89A	MID
5.	ALAMO DR	BLACK HILLS TO SCENIC DR	2-LN URBAN SECTION. BIKE ROUTE SIGNS FROM BLACK HILLS DR TO SCENIC DRIVE	MID
6.	FIR ST W	WEST CITY LIMITS TO WEST LOOP	NEW CONNECTION SUBJECT TO FUTURE DEVELOPMENT OF WESTSIDE PRIVATE LANDS	LONG
7.	FIR ST W	CAMINO REAL INTERSECTION	RECONSTRUCT INTERSECTION. LEFT TURN LANES AND POSSIBLE SIGNALIZATION	LONG
8.	RODEO DR	COMMERCIAL LOOP	NEW LOOP ROAD FROM SIGNALIZED INTERSECTION OF RODEO DR TO E FIR ST	LONG
9.	GROSETA RANCH RD	N. MAIN ST TO 89A	NEW 2-LN ROAD WITH BIKE LANES WITH PLANNED AREA DEV.	LONG
10.	MINGUS W	WILLARD TO 10 <sup>TH</sup> ST	RECONSTRUCTION, ADD SIDEWALKS, BIKE LANES	SHORT MID
11.	MINGUS W	10 <sup>TH</sup> ST TO MAIN ST	RECONSTRUCTION, ADD SIDEWALKS, BIKE LANES	SHORT MID
12.	WEST LOOP -1	BLACK HILLS DR TO WEST MINGUS AVE	COMPLETE 2-LN RD WITH BIKE LANES YAVAPAI COLLEGE THROUGH MESQUITE HILLS	MID LONG
13.	WEST LOOP - 2	W MINGUS AV TO FIR ST	COMPLETE 2-LN RD WITH BIKE LANES WITH PLANNED DEVELOPMENT.	LONG
14.	WEST LOOP - 3	FIR ST TO OGDEN RANCH RD /SR 260	COMPLETE 2-LN RD WITH BIKE LANES WITH FUTURE PLANNED DEVELOPMENT IN AREA	LONG
15	GODARD RD	OLD 279 TO SR 260	NEW 2-LN ROAD WITH BIKE LNS WITH PLANNED AREA DEVELOPMENT	LONG



## **K. GOALS AND OBJECTIVES - Circulation**

### **GOAL 4-1 PROVIDE FOR A COMPREHENSIVE, INTEGRATED TRANSPORTATION SYSTEM THAT SERVES THE COMMUNITY IN A SAFE, EFFICIENT, COST EFFECTIVE AND AESTHETICALLY PLEASING MANNER.**

- Objective 4-1. A** Maintain system of functional classifications for the city street system, including arterial, collector and local streets, to ensure that the city-wide circulation system functions in a safe, efficient and practical manner.
- Objective 4-1. B** Conduct periodic traffic volume studies on city streets to evaluate growth trends and projected needs.
- Objective 4-1. C** Require development projects, including new subdivisions, commercial developments, and planned area developments to address the adequacy of access and circulation according to the functional classification system and overall interconnection with the city circulation system.
- Objective 4-1. D** Establish guidelines for when traffic studies are required in the review of new development (pertaining to significant change in land use, new streets, expanded arterial access, overall traffic increase, etc.).
- Objective 4-1. E** Discourage direct single-family residential driveway access to collector and arterial streets.
- Objective 4-1. F** Ensure that commercial and industrial developments provide primary access to collector streets and arterial streets and not local streets.
- Objective 4-1. G** Encourage commercial developments to coordinate shared driveway access.
- Objective 4-1. H** Conduct a city-wide study to identify and categorize street and transportation safety issues and to prioritize improvements necessary for safety.
- Objective 4-1. I** Consider development of a comprehensive city-wide neighborhood traffic safety improvement program that includes traffic calming techniques and protects neighborhood streets from high-speed, cut-through traffic.
- Objective 4-1. J** Conduct annual reviews of the city circulation system to identify and prioritize facilities which may need further study, including areas where traffic may need to be rerouted, new streets developed or other measures taken to improve the effectiveness of the system.

### **GOAL 4-2 SUPPORT REGIONAL, MULTI-JURISDICTIONAL TRANSPORTATION PLANNING.**

- Objective 4-2. A** Continue involvement with the Verde Valley Transportation Planning Organization (VVTPO), ADOT, NACOG, Yavapai County, neighboring jurisdictions and others regarding regional transportation planning.
- Objective 4-2. B** Support regional transportation studies and project identification, prioritization and coordination between jurisdictions.
- Objective 4-2. C** Support regional efforts to coordinate and improve multi-modal systems, including bicycle routes, public transit and pedestrian routes.



**GOAL 4-3 IMPROVE OPPORTUNITIES FOR ALTERNATE MODES OF TRANSPORTATION, INCLUDING BICYCLING, WALKING AND TRANSIT.**

- Objective 4-3. A** Provide a safe, convenient and interconnected system of pedestrian and bicycle facilities throughout the City.
- Objective 4-3. B** Develop sidewalk engineering standards and design criteria for new development and for upgrades to existing streets.
- Objective 4-3. C** Update design standards for intersections to ensure safe bicycle and pedestrian access.
- Objective 4-3. D** Identify and implement programs to address improvements for persons with disabilities along sidewalks and other access ways, including access ramps, intersection improvements and tread improvements.
- Objective 4-3. E** Support school child safety as a priority on all streets through the Safe Routes to Schools Program and through the City's Capital Improvement Planning process..
- Objective 4-3. F** Support innovative transit programs, such as door-to-door, dial-a-ride services for special needs populations, including elderly, sick or disabled persons, and for the general public in dispersed areas.
- Objective 4-3. G** Establish and maintain working relationship with all regional transit providers so as to coordinate linkages where feasible.
- Objective 4-3. H** Provide attractive and safe bus passenger shelters, pull out bays and informational signs for transit routes so as to encourage increased ridership.

**GOAL 4-4 SUPPORT DEVELOPMENT OF A COMPREHENSIVE BICYCLE PROGRAM.**

- Objective 4-4. A** Improve opportunities for bicycling for people of various ages, skill levels and interests. Establish a comprehensive bicycle program that includes physical improvements to streets, bicycle parking facilities, signed route systems, and education programs.
- Objective 4-4. B** Provide bicycle access to mixed-use corridors, neighborhood districts, community centers and various types of activity centers and key destinations throughout the city.
- Objective 4-4. C** Encourage ADOT to include adequate width and/or designated bicycle lanes on all state highways to allow safe bicycle travel, as per accepted state and national design standards.
- Objective 4-4. D** Establish a city-wide bicycle route plan that provides safe, convenient connectivity throughout the city.
- Objective 4-4. E** Work with neighboring communities for bike route connections where feasible. Support a regional bicycle planning process.
- Objective 4-4. F** Support 4-E bicycle improvement program, including engineering, education, enforcement and encouragement.
- Objective 4-4. G** Integrate bicycle improvements into the city's five-year capital improvements plan based on the approved bicycle plan and proposed route system..



**GOAL 4-5 DEVELOP AND IMPROVE PEDESTRIAN AND BICYCLE ROUTES FROM COMMERCIAL AREAS, SCHOOLS AND ACTIVITY CENTERS TO NEARBY NEIGHBORHOODS AND RESIDENTIAL AREAS.**

- Objective 4-5. A** Identify and develop improved pedestrian and bicycle routes connecting the Old Town Cottonwood area with nearby neighborhoods, including Verde Heights, On The Greens, Clemenceau and Mingus Avenue.
- Objective 4-5. B** Evaluate and provide improvements where necessary to ensure safe continuous pedestrian and bicycle routes from commercial shopping areas along arterial and collector streets to nearby residential neighborhoods.
- Objective 4-5. C** Consider pedestrian and bicycle linkages within existing right-of-way corridors, as well as securing easements for new routes that provide direct connections outside of right-of-way where safety standards are adequately addressed.
- Objective 4-5. D** Support “walkability audit” and “bike-ability audit” programs to review, analyze and make recommendations regarding the pedestrian and bicycling qualities of various areas, including continuity, safety, and aesthetic qualities for sidewalks, bicycle routes, intersections and connecting routes.
- Objective 4-5. E** Consider the advantages of walkable and bikeable neighborhoods in lowering vehicle use, improving public health and reducing harmful pollutants from automobiles.

**GOAL 4-6 RELIEVE CONGESTION FROM HIGHWAYS AND COMMERCIAL AREAS.**

- Objective 4-6. A** Make better use of the City’s collector street system in providing alternate routes which relieve traffic from congested areas; support use of major collector streets for business and visitor traffic; and improve local street connections so residents can get to nearby locations without the need to use arterial streets or state highways for short and mid-length trips.
- Objective 4-6. B** Identify areas around the City which may have special traffic problems and conduct sub-area and corridor planning to establish better opportunities for relief of congestion.
- Objective 4-6. C** Conduct a study to identify appropriate truck routes within the City and develop a comprehensive truck route policy.
- Objective 4-6. D** Regularly monitor traffic movement through the City and calibrate traffic signals so that traffic movement is most efficient.
- Objective 4-6. E** Adopt engineering guidelines for commercial driveways to include criteria for size, spacing, design and location.
- Objective 4-6. F** Support appropriate access management programs for state highways and other major City streets.



**GOAL 4-7 ENSURE ADEQUATE FUNDING AND IMPLEMENTATION MECHANISMS TO ADDRESS SHORT AND LONG TERM CIRCULATION NEEDS.**

- Objective 4-7. A** Evaluate circulation impacts and roadway maintenance costs associated with new development and identify short and long term funding sources, ways that adequate fees can be assessed, and “fair share” contributions from various sources.
- Objective 4-7. B** Encourage the use of improvement districts to provide street improvements within specific areas to meet area needs.
- Objective 4-7. C** Continue to prioritize and implement necessary traffic improvement projects and right-of-way acquisition in coordination with the Capital Improvements Plan.
- Objective 4-7. D** Maximize the use of available state and federal transportation funding through match monies, grants, in-kind contributions, other leveraging strategies and inclusion of special projects providing additional benefits.
- Objective 4-7. E** Support funding and partnership opportunities that focus on maintenance and repair to existing roadways and circulation facilities.

**GOAL 4-8 IMPROVE THE VISUAL AND AESTHETIC COMPONENTS OF CITY STREETS, STREET CORRIDORS AND OTHER PUBLIC AREAS.**

- Objective 4-8. A** Develop standards for streetscape design, including landscaping, signage and lighting, which acknowledges the importance of the public realm and supports the goals of maintaining small town character and quality.
- Objective 4-8. B** Encourage the planting of appropriate, drought-tolerant street trees and plants along streets so as to provide shade and attractive character.
- Objective 4-8. C** Use sub-area and corridor planning process to develop character studies that define unique streetscape design standards in those areas.

**GOAL 4-9 SUPPORT AND IMPLEMENT COMPLETE STREETS DESIGN CRITERIA FOR NEW STREETS AND CORRIDOR REVITALIZATION.**

- Objective 4-9. A** Develop comprehensive street corridor design standards that incorporate vehicles, transit, walking and bicycles in a functional yet attractive environment.
- Objective 4-9. B** Develop a street improvement and maintenance plan which addresses bus stops, bike facilities, trails, sidewalks, street trees and otherwise encourages use by bicyclists and pedestrians.
- Objective 4-9. C** Encourage concentrated housing and “transit-oriented design” near bus routes and transit stops to support the viability of the transit system.
- Objective 4-9. D** Adopt design guidelines for new streets and roadway improvements which protect neighborhoods from high-speed, cut-through traffic, do not exacerbate traffic speeds or street capacity, and better accommodate pedestrians, bicycles and buses.
- Objective 4-9. E** Install medians where useful or necessary on major street corridors to control turning movements in busy, high traffic areas.



**GOAL 4-10 INTEGRATE ACCESSIBILITY STANDARDS WITH ALL CIRCULATION PROJECTS.**

**Objective 4-10. A** Develop an ongoing program to identify barriers to movement in the City and prioritize project implementation to improve accessibility based on established criteria, including safety, use and public input.

**Objective 4-10. B** Ensure street intersections throughout the city are designed to allow safe convenient use by persons using wheelchairs and others persons with disabilities, including accessible ramps, crosswalks, refuge islands and signal control devices.



# 5. OPEN SPACE & PARKS

## A. INTRODUCTION

The focus of Open Space and Parks Element is to highlight opportunities for preservation of open space and the further development of recreation in and around the City of Cottonwood. This element is intended to identify and provide appropriate policies for protecting open space resources, recreational areas, wildlife and natural habitat, riparian corridors, and major washes and floodplains within and surrounding the City of Cottonwood. Preservation of open areas and scenic views contribute to the community's rural character, unique community values, relief from urbanization, the quality of its public realm, pedestrian routes, parks, trails and historic amenities, its neighborhoods and home values, sense of place, small town qualities, and economic and tourism goals. Open space provides areas for beneficial use by residents and visitors, as well as a context for development that adds value to the entire community.

There are a number of areas within the city boundaries that are owned and managed by public agencies, including portions of Prescott National Forest, Coconino National Forest, Arizona State Parks and the Yavapai County Cliffrose Conservation Area. The City of Cottonwood has Riverfront Park, the Cottonwood Recreation Center and a number of smaller parks but otherwise controls very little undeveloped property or open space areas. Arizona Revised Statutes restricts the ability of the City to classify private property as open space, recreation, agricultural or conservation lands in the General Plan without written permission from the owner.

Methods to identify and protect public open space may be best accomplished through a multi-level approach that includes working cooperatively with various local, state and federal public land management agencies to ensure mutually beneficial conditions for their properties within and surrounding the city; and working with private property owners through the development process to effectively integrate local and regional open space networks into their development plans for mutual benefit. This element also describes key aspects of these issues and provides goals and objectives along with some recommended implementation strategies for achieving these goals.

## B. LEGISLATIVE REQUIREMENTS

### **ARS § 9-461.05.D.1. General plans; authority; scope**

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

### **ARS § 9-461.06.N. Adoption and amendment of general plan; expiration and readoption**

- N. In applying an **open space element** or a **growth element** of a general plan a municipality shall not designate private land or state trust land as open space, recreation, conservation or agriculture unless the municipality receives the written consent of the landowner or provides an alternative, economically viable designation in the general plan or zoning ordinance, allowing at least one residential dwelling per acre. If the landowner is the prevailing party in any action brought to enforce this subsection, a court shall award fees and other expenses to the landowner.



## **C. KEY ISSUES**

### **1. Regional Coordination.**

Multi-agency coordination and collaboration is essential for achieving effective results with open space preservation and management. Whether it is the riparian corridors of the Verde River and its tributaries, or the foothills of the surrounding mountains or the various major washes that bisect the city, there are numerous agencies, organizations, jurisdictions and private land owners that are encouraged to work together to identify, protect and manage these critical lands for common benefit.

### **2. Private Property Issues.**

Agencies need to work cooperatively with private land owners to identify and conserve open space areas that form critical links in open space networks. Generally open space preservation adds value to the property and directly serves the interest of the land owner; however, where necessary, other methods to encourage protection should be available, including various incentives, trade-offs and negotiable positions.

### **3. Planned Development Strategies.**

Open space and trail amenities can be included with new development as part of the zoning and subdivision process. Related City codes should be used to identify open space areas and provide amenities associated with pedestrian use, streetscapes and landscaping. Parks and trails within master planned communities should provide coordinated links to surrounding public lands.

### **4. Verde River Preservation.**

The Verde River and its tributaries have local, regional and state-wide significance. Any decisions that affect the Verde River corridor, including secondary effects from development proposals, need to be based on protecting the river, its tributaries and the surrounding lands. The Arizona State Parks Board is encouraged to continue and increase their support for the Verde River Greenway State Natural Area program for its value as a state-wide resource.

### **5. Open Space Preservation.**

Key issues include the impact of open space preservation on the developable land base; status of annexed National Forest areas and State Trust Lands; development and management of access points; and lot splitting outside City limits. Consideration should be given to identification of funding sources and strategies for acquisition of property. Primary objectives include the development of a definable “hard edge” of urban development and maintaining open space areas between communities. Key focus areas are located along SR 260 and SR 89A, as well as the Verde River Greenway and the Verde Front area, including the foothills of the Black Mountain Range.

### **6. Recreational Planning.**

A multi-level system of parks is proposed to meet the diverse needs and interests of the community. Regional, city-wide and neighborhood parks should all be included as part of a complete system. Local neighborhood park development should be emphasized with new planned development.

### **7. Environmental, Social and Economic Benefits of Open Space Preservation.**

Preservation of open space provides a context for development that adds value to that development. Open space networks with trail access are consistently indicated as among the most popular amenities within developments. Rather than seeing such open space preservation as taking away from development potential, it should be seen as a benefit that adds net value to the overall development context. Interconnected open space networks provide environmental, social and economic benefits from the local to the regional level.



## D. INTER-AGENCY COORDINATION

The various governmental entities in the Verde Valley region operate at different levels with different requirements and procedures: City, County, State, Federal, and Indian Nation. Open space preservation presents a variety of challenges that are shared by some of these entities and some that are unique to each. Support for inter-agency partnerships is necessary to achieve a regional system of integrated open space and recreational resources. Some of the key governmental agencies involved include the following:

### Cities, Towns and Counties.

A little over half of the population in the Verde Valley lives within the five incorporated cities and towns of Camp Verde, Clarkdale, Cottonwood, Jerome and Sedona. The other half lives mainly in unincorporated areas of Yavapai County, including Verde Village, Cornville and the Beaver Creek area.

### Arizona State Land Department.

There are limitations on the way in which State Trust Lands may be preserved as open space or natural areas. If such lands are sold for development, it is possible to work through the process with the state and the developers to determine acceptable planning outcomes that preserve open space as a value-added amenity for the development.

The Arizona State Land Department (ASLD) manages approximately 3% of the Verde Valley region. These lands are sold or leased to generate revenue for education and other public beneficiaries in the State. Although State Trust Lands comprise only a small portion of the Verde Valley's total land area, a good portion of these lands are located adjacent to the major highway corridors and therefore have the potential to significantly impact open space within and between Verde Valley communities.

State Land intended for residential uses is sold. Commercial uses may apply to lease property for up to 99 years. If the lease is more than 10 years, it must go to auction. Utilities, roads or other uses across State Land also must acquire rights for right-of-way. Permits are required for other commercial uses, such as cell towers and recreational uses. State Trust Land can be leased for grazing, which is the single largest use of all state trust lands. Land can also be leased for agricultural uses. Mining and extraction of minerals can be allowed by lease with requirements for royalties. Solar and wind energy projects are being processed with a 30 year lease with options. Restoration bonding is required for these types of uses.

There are two areas within Cottonwood that include State Trust Lands. The Lower SR 260 State Trust Land property includes **758** acres located west of SR 260 with potential access from an expanded intersection with Goddard Rd at SR 260, or Del Rio Drive or Rio Mesa Trail to Old Highway 279.

There are several parcels of State Trust Land located at the intersection of SR 89A and Mingus Avenue Extension/Cornville Road. Three of the corners at the intersection include parts of the State Trust land property with a combined **239** acres.

Approximately 10 square miles of State Trust Land located immediately to the northeast of Cottonwood have been proposed for annexation by the City of Cottonwood. This proposal takes a far-reaching and long-term approach to looking at the future growth of the Verde Valley over the next 25 to 50 years. A conceptual land use plan and application were prepared in 2012; however, the Arizona State Land Department has requested that the application be held until the Cottonwood General Plan process is complete. Annexation of State Trust Lands requires ASLD approval of a "Conceptual Land Use Plan." The plan must identify:

- a) Appropriate land uses, including commercial, industrial, residential and open space uses;
- b) Transportation corridors and infrastructure requirements; and
- c) All natural and artificial constraints and opportunities associated with the land.



### **Arizona State Parks.**

Dead Horse Ranch State Park (DHRSP), located within the City of Cottonwood, is one of the most popular state park facilities in the state-wide system. Dead Horse Ranch State Park has 897 acres, containing hiking and equestrian trails, ramadas, picnicking areas, three large lagoons suitable for bird watching, fishing and canoeing, and a stretch of the Verde River providing outstanding nature watching



opportunities, riverside trails, and kayaking and boating opportunities. There are over 100 large RV sites, a 46 unit group camping area, 8 cabins for rent, and 84 campsites, including some ADA accessible sites and 17 non-electric, tent-only sites. The Verde River Greenway State Natural Area (VRGSNA) is also managed through DHRSP. The VRGSNA now includes properties along 36 miles of the Verde River corridor. Support is necessary for ongoing management and continued acquisitions along the Verde River to extend the Verde Greenway and to create an interconnected land and water trail system along the river.

### **United States Forest Service.**

Over 70% of the land within the Verde Valley is shown as National Forest managed by the USFS. This includes over 200,000 acres managed by the Prescott National Forest, through the Verde Ranger District, and approximately 400,000 acres managed by the Coconino National Forest through the Red Rock Ranger District. These grand landscapes, towering mountains and dramatic formations define where we live to a large extent. The long-term protection and management of these lands in a healthy sustainable manner should be understood as a critical, permanent goal. The water cycle, rainfall and replenishment of ground and surface water sources are all tied to health and well-being of the landscape, including plant life, soil quality, forests, grasslands, riparian corridors, and wildlife of all kinds.

With increasing population growth in the Verde Valley, as well as throughout Arizona, the demands on these lands for all types of uses will continue to grow, including agriculture, ranching, commercial uses, private development, recreation and scenic values. While the Forest Service is mandated to manage National Forest for all of the people of the United States, they are also responsible for managing lands for “wild land” character. Part of the Forest Service mission is to protect “wild land” values, including wildlife habitat and corridors, riparian preservation, watershed stability, native vegetation, scenic vistas and various recreation opportunities.

### **National Park Service.**

The NPS mission is to preserve unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education and inspiration of this and future generations and to cooperate with partners to extend the benefits of resource conservation and outdoor recreation throughout the country. Nationally, the NPS also helps administer a variety of affiliated sites and programs, including the National Register of Historic Places, National Wild and Scenic Rivers, National Historic Monuments and other valued programs. Tuzigoot National Monument is located a couple of miles north of Cottonwood and contains a 110-room prehistoric site on 112 acres with a visitor center



and exhibits. The Tuzigoot site also includes a portion of Tavaschi Marsh and a stretch of the Verde River connecting to Dead Horse Ranch State Park. The NPS also manages Montezuma’s Castle and Montezuma’s Well National Monuments, which has 840 acres and is located near Camp Verde.

## **INTER-AGENCY COORDINATION OF OPEN SPACE PLANNING**

The City of Cottonwood has had ongoing involvement with various land management agencies for many years, including Arizona State Parks, Yavapai County and Prescott National Forest. Collaborative activities have included ongoing participation with various planning efforts, as well as enactment of joint resolutions and intergovernmental agreements to accomplish specific goals.

Inter-agency coordination needs to be an ongoing process to properly manage shared resources. The “Growing Smarter” legislation as described in Arizona Revised Statutes requires that municipalities prepare general plan open space elements that are developed in a regional context.

Discussion, development and implementation of regional open space objectives in the Verde Valley are ongoing concerns. Such efforts could be expected to include broad-based community involvement, support and direction. Recommendations include forming a multi-agency coordinating council or steering committee, neutral facilitation, on-going contact with key stakeholders and the financial and technical resources to ensure that such ongoing regional efforts are successful.

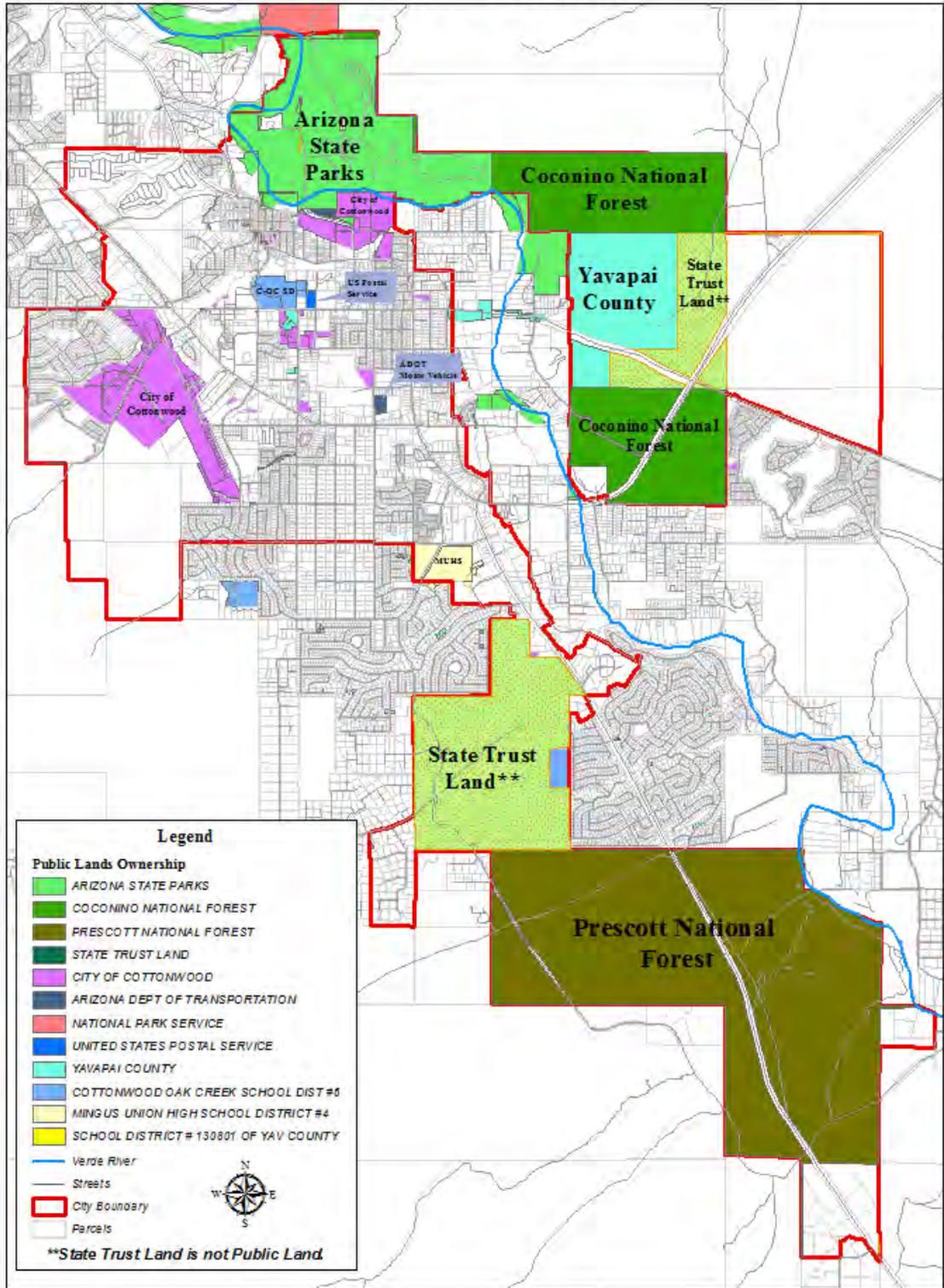
Procedures for designating and managing open space resources can be considerably different for the various local, state and federal agencies. Where local, county and state agencies may have a certain amount of flexibility when it comes to designating properties as natural areas, the federal government is subject to a wide range of laws and regulations, such as the National Environmental Policy Act (NEPA), to ensure the resource is well understood and the public has opportunity for comments before any action is taken.

Potential benefits of inter-agency coordination include:

- ◆ Multi-Agency Coordinating Council or Steering Committee: Improved communication among elected officials and decision makers will help ensure sustained efforts to accomplish goals. Collaboration and prioritization can result in mutually beneficial results.
- ◆ Regional Coordination: Improved and strengthened regional coordination among jurisdictions is essential to plan and manage natural resources.
- ◆ Communication: Continuing dialogue on open space issues is essential, including identification of general opportunities and constraints relative to open space preservation goals.
- ◆ Implementation of regional trail and open space planning objectives: Trails and open space networks usually cross boundaries and connect to and through various jurisdictions. Regional coordination is essential for effective results.
- ◆ Mapping of Verde Valley-wide areas that may have special open space significance: Use of new technologies and sharing of information will help with planning and management objectives.
- ◆ Public Input: Provide opportunities to document public opinions and to allow involvement from all interested persons.
- ◆ Funding sources: Funding sources and opportunities change over time. Periodic review of funding and acquisition opportunities is necessary to stay current.



# Public Lands



Revised September 2013





## **E. RESOURCE PROTECTION**

Open space resources are comprised of a number of components that can be understood in terms of their own unique attributes. In addition to the political, economic and cultural aspects of open space, there are scientific perspectives to understanding and managing open space areas as natural resource systems. The land forms, geology, drainage patterns, plants and wildlife are some of the parts that can be classified and studied as part of an integrated ecosystem.

### **1. Washes and Drainages.**

The City of Cottonwood is located along the Verde River corridor and east of the Black Hills Range, which include Mingus Mountain as the most prominent local natural landmark. Six major washes cross through portions of Cottonwood, including Mescal Gulch, Del Monte Wash, Railroad Wash, Silver Spring Gulch, Oak Wash and Black Canyon Creek. These channels usually are dry and carry relatively lower levels of storm water intermittently; however, they can potentially carry high levels of runoff and experience flash flood conditions after seasonal rainstorms. It has been reported that a number of these major washes have had historic flood volumes of over 10,000 cubic feet per second (cfs) during major storm conditions.

### **2. Geology and Soils.**

The Verde Valley was formed by faulting, subsidence, uplifting and subsequent filling of the valley with lacustrine (related to lakes) sediments which include hard limestone strata with sandstone layers of variable hardness. This lacustrine deposit is called the Verde Formation. The Verde Formation is a composed of layer upon layer of impure limestone and mudstone, along with some conglomerates, sandstones, evaporites and interbedded layers of volcanics. On the western side of the valley, the Verde Formation has been buried by alluvium coming from the Black Hills. Stream terraces formed by the Verde River cross the area and include fan terraces formed by alluvial sediments coming from the Black Hills and outcrops of the Verde Formation.

Between 2.5 to 9 million years ago, the central part of the Verde Valley was covered by a lake which at times covered as much as 300 square miles. Lake Verde, as the ancient inland sea has been called, was a relatively shallow lake throughout most of the 6 million years it was contained within the basin. It was primarily fed by the same drainages that flow into the Verde River today. It was generally in a state of flux, expanding or shrinking, which left intermittent deposits of limestone and mudstone. After it dried up, it left deposits of gypsum and salt around Camp Verde, as well as major deposits of sand and gravel throughout the area.

### **3. Flora and Fauna.**

The U.S. Fish and Wildlife Service has given the Verde River protected status as critical habitat for several species of flora and fauna (plants and animals.) Additionally, the Department of the Interior has listed portions of the Verde River as one of the most significant rivers in the nation through the Wild and Scenic River designation.

Two plant communities occur in the Cottonwood area - a grassland/shrub highland and the riparian plant community along the Verde River. The riparian plant corridor, which provides habitat for the largest faunal diversity, consists of mature stands of Fremont cottonwood, Gooding willow, alder and box elder. Over two hundred species of birds have been recorded in this reach of the Verde, including the bald eagle, endangered southwestern willow fly catcher, and common black hawk (Sullivan & Richardson, 1993). The Arizona Cliffrose (*c. subtinegra*), a federally listed endangered plant, occurs in part of Cottonwood near the Verde River. A large stand of Arizona Cliffrose is located off Rocking Chair Road and the Mingus Avenue extension and a management plan to protect this species has been developed. Further, the Verde River is critical habitat for several federally endangered fish, including the razorback sucker, the spikedace and the loach minnow.



#### 4. Invasive Species.

An invasive species is a non-native plant, animal or other organism whose introduction causes or is likely to cause economic or environmental harm, or harm to human health. Many invasive species can rapidly displace native species when introduced into new habitats where they have not evolved as part of a functionally organized community and where their natural enemies are not present to keep them in check. Invasive species can out-compete native species resulting in crowding of habitat, loss of diversity, changes to ecosystems and related economic losses.

There are numerous non-native plants that are well-suited to the local environment and climate and do not cause harm. There are other non-native plants that can cause a variety of problems. Some of these invasive-type plants have been popular landscape selections in the Verde Valley for years; however, many of these plants have long term negative effects on the local environment and economy and their removal and discontinuation should be seriously considered by homeowners and property owners.

The Cottonwood Zoning Ordinance, Section 407 “Landscaping Requirements” applies primarily to landscaping plans required for new commercial developments. For other uses that are exempt from the landscaping requirements, such as individual residential uses, the voluntary avoidance of these destructive invasive plants is highly recommended. The following plants are not approved for use with required commercial and multi-unit landscape plans due to their invasive, fire-prone, and/or high-pollen producing characteristics. Plants with these characteristics should generally be avoided for landscape plantings in the Cottonwood area and homeowners and others not subject to the requirements for landscape plans are asked to voluntarily avoid or remove such plants. A partial list of plants found in this area that are considered invasive and potentially harmful includes the following:

- |   |  |
|---|--|
| a. Common Bermuda Grass ( <i>Cynodon dactylon</i> ).                | Invasive weed grass.   |
| b. Desert Broom ( <i>Baccharis sarothroides</i> ).                  | Invasive weed plant.   |
| c. Red Brome ( <i>Bromus rubens</i> ).                              | Non-native invasive winter grass.  |
| d. Fountain Grass ( <i>Pennisetum setaceum</i> ).                   | Self-seeding perennial bunchgrass, spreads to wildlands and is prone to wildfires.   |
| e. Mulberry Tree (Male) ( <i>Morus, male var.</i> )                 | Noxious pollen producers. Female varieties okay.   |
| f. Oleander ( <i>Nerium oleander</i> )                              | Large, invasive and toxic shrub.   |
| g. Olive Tree ( <i>Olea europaea</i> )                              | Noxious allergy-producing pollen. “Swan Hill,” “Wilson Hill” and similar non-flowering varieties that produce no pollen may be considered.             |
| h. Russian Olive ( <i>Elaeagnus angustifolia</i> )                  | Non-native invasive tree.  |
| i. Pampas Grass ( <i>Cortaderia selloana</i> ).                     | Invasive clump grass chokes out native species and spreads to wildlands.   |
| j. Paradise Tree ( <i>Ailanthus altissima</i> ).                    | Also known as “Tree-of-Heaven,” non-native, highly invasive and destructive weed tree.   |
| k. Giant Reed ( <i>Arundo donax</i> ).                              | Large, fast-growing invasive non-native grass looks like bamboo but is destructive plant that chokes riparian areas with negative impact on watershed. |
| l. Russian Thistle ( <i>Salsola tragus &amp; Salsola iberica</i> ). | Small highly invasive shrub, also known as “Common Tumbleweed.”  |
| m. Tamarisk ( <i>Tamarix chinensi</i> )                             | Aggressive invasive tree or large shrub, also known as “Saltcedar.” Has spread to river areas throughout the west.                                     |



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## **F. MAJOR OPEN SPACE AREAS FOR COTTONWOOD**

There are several key areas in Cottonwood that should be considered for open space preservation. Additional important open space features are found at the local level throughout the area. This section identifies a larger framework of open space components for consideration. A comprehensive program for open space protection should consider how all of these resources function as an integrated system.

### **I. STATE ROUTE 260 CORRIDOR – SOUTH GATEWAY:**

- a. Maintain open space corridors through this area linking the Mingus foothills to the Verde River.** The washes through this area serve as important wildlife corridors connecting the foothills to the Verde River. Acquisition of private lands and/or protected conservation easements within this area, particularly along Black Canyon and larger washes, would enhance their future management potential and provide effective preservation of critical wildlife corridors.
- b. Maintain significant open space along the highway corridor.** SR 260 provides an important gateway to Cottonwood. Open space along the highway corridor provides a separation between the developing communities, which helps to define the unique identity of each community. Protect contiguous open space on each side of the highway with connections to nearby National Forest lands.
- c. Ensure any future development of the State Trust Land section west of SR 260 incorporates open space protection.** The 758 acres of State Trust Land is mostly surrounded by developed residential areas. Any future development should be carefully planned to protect natural drainages as integrated open space corridors. These areas provide excellent locations for community trail access and wildlife corridor linkages.

### **2. STATE ROUTE 89A CORRIDOR – EAST GATEWAY**

- a. Ensure development in this area maintains the wide open vistas and views of the surrounding landscape.** The east SR 89A corridor in the vicinity of the Mingus Extension/Cornville Road intersection is mostly undeveloped. Future development of the Verde Santa Fe North (Phase II) property is approved for commercial development along the highway frontage and there are over 2,000 residential units approved for the master planned community. The surrounding area also includes Coconino National Forest Lands, State Trust Lands and conservation lands owned by Yavapai County. Potential future development in some of those nearby areas may be limited due to endangered Arizona Cliffrose habitat.

### **3. VERDE RIVER GREENWAY STATE NATURAL AREA**

- a. Verde River Riparian Corridor.** The Verde River riparian corridor is a dense source of biodiversity that forms a critical interrelationship with life throughout the region, including habitat and plant communities in the dry upper elevations of the surrounding mountains. Over the years many individuals and groups have studied the science of the river and debated the best management decisions and long-term policies. The river corridor needs permanent protection and stewardship.
- b. Support efforts to expand and link together properties that are part of the Verde River Greenway State Natural Area and the riparian corridor.** The Verde River through Cottonwood travels across City property, State Parks lands and private parcels. Most of the property is in a portion of the Flood Plain that is not developable. It would be advantageous to obtain long terms protection of the interconnected greenway through acquisition and/or easements. Permanent program coordination is needed.



- c. **Ensure development in proximity to the Verde River is designed in a manner that is sensitive to environmental concerns.**

Larger washes and major drainages often function as key wildlife corridors that connect the Verde River to higher elevation habitat. Ensure development in those areas does not interrupt the wildlife corridors.



#### 4. MAJOR WASHES AND DRAINAGES

- a. **Protect major washes in their natural state.**

The washes create important physical links between the river and the surrounding landscape. The washes are a key part of the larger ecosystem providing interconnections that enhance the overall health and biodiversity of the system. There are portions of six major named washed that cross parts of Cottonwood west of the Verde River, including Mescal Gulch, Del Monte Wash, Railroad Wash, Silver Spring Gulch, Oak Wash and Black Canyon Creek.

- b. **Minor local drainages.**

Smaller unnamed washes play an important part in the overall drainage patterns throughout an area. The water flow for small washes also needs to be protected. Surface water includes, “Waters of all sources, flowing in streams, canyons, ravines or other natural channels, or in definite underground channels, whether perennial or intermittent, floodwaters, wastewaters, or surplus water, and of lakes, ponds and springs on the surface.” (ARS § 45-101)

#### 5. VERDE FRONT PLANNING AREA

- a. **Support efforts to acquire private lands on the upslope areas of Mingus Mountain.**

The eastern face of Mingus Mountain has a significant amount of private, undeveloped land with very high scenic value. Visible throughout much of the Valley, future development on these steep slopes could have significant visual and environmental impacts. Development of these areas could also make existing National Forest lands between Mingus Mountain and Clarkdale/Cottonwood more difficult to manage and therefore more desirable to trade.

- b. **Protect open space resources and improve multiple use opportunities in the Verde Front Planning Area.**

Continue support for various multi-agency planning efforts working to improve the management and long-term use of the lands immediately west of Cottonwood, including the Verde Front planning effort, which supports comprehensive land use and management issues.



## **G. PARKS AND RECREATION FACILITIES**

The Cottonwood Parks and Recreation Department manages a number parks and facilities in the City. The City maintains seven primary parks and recreation facilities, some with multiple uses, and several smaller specialized sites and facilities. Various recreational programs are also administered through this department. These include softball leagues, volleyball leagues, recreational classes, summer youth programs, tennis clinics, swimming programs, and basketball leagues.

The Cottonwood Recreation Center and Riverfront Park facilities are major regional draws that provide a range of opportunities. The city also has an outdoor pool, tennis courts, a civic center with a stage and a large space suitable for dance classes, etc. The historic river rock Cottonwood Civic Center located in Old Town is also managed by the City providing a location for various dance and performance groups and classes to meet and practice. In addition, three schools, Mingus Union High School, Cottonwood Middle School and Cottonwood Elementary provide additional recreation facilities.

### **A Multi-Level City Parks System.**

The National Recreation and Park Association previously recommended having at least 6.2 acres of park facilities per 1,000 population. Rather than using a percentage formula, park planners now recommend looking at what's available in your community and then comparing that with the needs of the population. It may be that more neighborhood parks are needed, or more places for organized sports or other special needs facilities. Every community is different so set standards or formulas are less useful than looking at specific needs and interests.

A comprehensive park plan should serve the interests of all segments of the population and include both active recreational opportunities, such as play grounds, ball courts and athletic facilities, and passive recreational facilities, such as walking paths, picnic areas and sitting areas. A tiered system of parks for Cottonwood would include neighborhood, city-wide and regional type parks:

#### **1. Neighborhood Parks.**

The opportunity to walk to a neighborhood park facility from your home is a highly desirable amenity that addresses a range of quality of life issues, as well as economic development concerns. Neighborhood parks should be located within existing residential areas, as well as required as part of new planned developments and subdivisions. Neighborhood parks are usually from one-half to five acres in size and serve an area up to one-half mile in radius, or a convenient walking distance from surrounding homes. Each park should respond to the prevailing interests of the residents in that area. Such areas may have minimal facilities, such as walking paths, benches or a tot lot playground area. But they could also include features such as, children's play areas, picnic tables, ball courts, ball fields, pet areas, trails and open space areas. A city-wide program to identify opportunities, needs and interests for development of neighborhood parks is recommended.

#### **2. Community Parks.**

Community parks serving the interests of the entire city would be 5-15 acres in size. City or community parks serve a wider range of interests than neighborhood parks and may include multi-purpose sports fields, play courts, tot lots, ramadas, restrooms, and parking lots.

#### **3. Regional Parks and Recreation Facilities.**

Regional facilities can include both indoor and outdoor facilities. Outdoor recreational facilities include baseball, softball and soccer fields, basketball and tennis courts, children play areas, walking trails, pet areas, covered picnic areas and quiet areas for sitting. This type of park should have adequate off-street parking with activity areas separated from less intensive uses by open space or landscaped areas. Riverfront Park and the Cottonwood Recreation Center provide facilities that serve the interests of the wider region.



## COTTONWOOD PARKS AND RECREATION FACILITIES AND PROGRAMS.

1. **Cottonwood Recreation Center and Swimming Center.** (N. Sixth Street) 65,000 square feet multi-use facility opened in 2010.
2. **Riverfront Park and Ballfields.** (N. 10<sup>th</sup> Street off of N. Main Street) 4-Field Little League complex, 4-Adult Softball Fields, 5-Picnic Ramadas, Skate Park, 1.3 Acre Dog Park, Community Garden, 18-tee Disc Golf Course, Horseshoe Pits, Sand Volleyball Courts, Verde River access, Fishing, Bird Watching, Walking, Hiking.
3. **Cottonwood Kid's Park.** (N. 12<sup>th</sup> Street at Cherry St.) Adjacent to Fairgrounds. Soccer fields, Picnic tables and Parking.
4. **Garrison Park.** (Brian Mickelson Parkway south of Mingus Avenue) Includes picnic ramada and children's play equipment.
5. **Lions Park.** (Willard and N. Main St.) Picnic tables and open space along Del Monte Wash.
6. **Old Town Park.** (Pima St behind City Hall) Open field, event space.
7. **Elm and Viejo Park.** (Verde Village Unit 8) Small neighborhood park includes shade Ramada.
8. **Cottonwood Community Orchard.** (Willard St Extension north of Mesquite) Started in 2011. Planned for up to 15 trees with irrigation from Class A+ reclaimed water. Located near Airport South Clear Zone.
9. **Cottonwood Youth Advisory Commission.** Appointed 15-member commission comprised of volunteer young people who work on youth-oriented programs.
10. **Cottonwood Equestrian and Animal Event Center.** Located at the Verde Valley Fairgrounds, the facility includes a new state of the art Priefert Rodeo Arena, warm up arena and supporting areas for rodeos and equestrian events. The facility is also available to rent.



**Fitness/Strength Training/Cardio:** 36 Free Weight and Pulley machines by Hammer Strength. 30 pieces of cardio equipment by Life Fitness. Dumbbells and free weights for toning and strengthening. Walking Track with pace clock.

**Large Exercise/Dance Studio:** Mirrors, ballet bar, sound system and cushioned floor for aerobics, spinning and more. Yoga, Zumba, Ballet Classes, Modern dance, Hula dance, Square dance.

**Indoor Leisure Pool:** Lazy River, large spa, 2 lap lanes, zero depth entry, 160- foot flume slide, interactive bucket play features.

**Outdoor Pool:** Large outdoor pool accommodates, swim teams, aerobics classes, lanes. Summer Dive-In Movie Nights.



**Community Events Hall:** Total capacity of 260 people, catering kitchen, may be separated into three smaller rooms each with a sink and preparation area, rooms available to rent or for classes.

**Gymnasium:** Official high school size basketball/volleyball court, skylights and high windows for natural lighting, may be used for large events and trade shows.

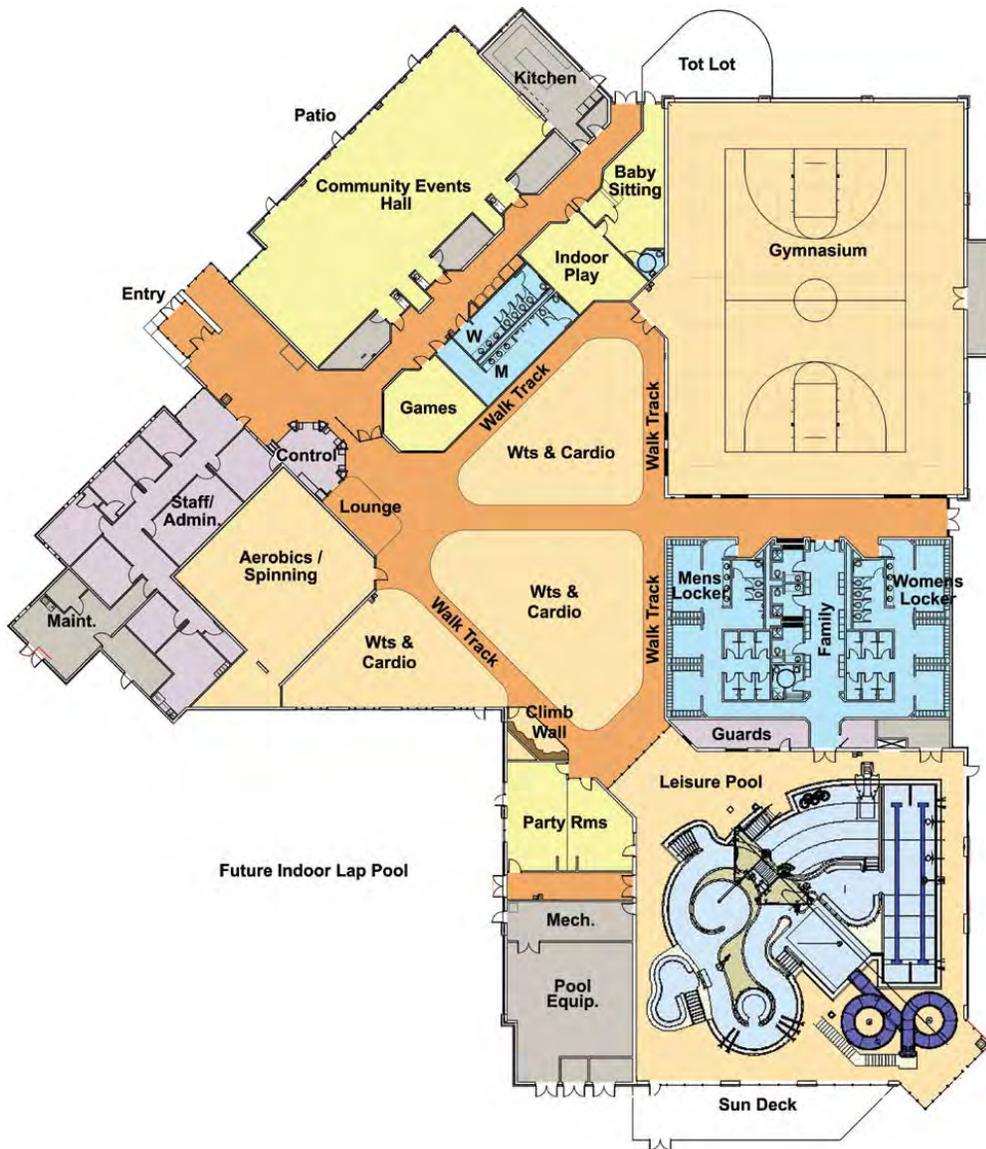
**Game Room:** Interactive gaming for teens and the whole family.

**Baby Sitting:** Drop off for toddlers at a \$2/hour while you are using the facility.

**Climbing Wall:** 20 feet of challenging climbing for novices to moderates.

**Summer Sports Camps:** Basketball Camp, Volleyball Camp, Soccer Camp.

### COTTONWOOD RECREATION CENTER





## **COTTONWOOD COMMUNITY GARDEN**

The Cottonwood Community Garden is located at Riverfront Park next to the Verde River. The City of Cottonwood has assumed management of the Cottonwood Community Garden, and the City Clerk has been appointed as garden manager.

Community gardens not only provide opportunities for local residents to produce fresh, healthy food but also provide opportunities for residents and neighbors to work together in a positive social setting. For \$25 a family or individual can grow their own fruits or vegetables in a 16 x 16 garden plot. Plots are available for restaurants or other business ventures (growing vegetables to be sold at farmers markets, etc.) for \$75 a year. There is no additional charge for water. Gardeners get a growing area, use of water and the opportunity to learn from each other and share information on how to successfully grow vegetables, herbs and flowers in this area.

The garden has been designated as an organic garden. Any fertilizers, soil amendments, pest, weed, and disease control products used in the garden must be listed under the Organic Materials Review Institute (OMRI) products list. In addition, a section of the Community Garden has been set aside specifically for Square Foot Gardens (SFG.) (more information at: [squarefootgardening.org](http://squarefootgardening.org).)

### **School Gardens**

School garden programs could also be developed at local schools. School gardens have proven to be very successful in other communities by providing opportunities for young children and teenagers to learn about growing food from a practical, hands-on, science-based approach. Such programs can benefit by forging a relationship with local community gardens and learning from experienced local gardeners. Local gardening experts should be encouraged to assist in the development and management of a school garden program through a partnership between the city, school districts and community.

## **COTTONWOOD COMMUNITY ORCHARD**

The first donated fruit tree was planted in 2011, on a small piece of City property located near the Airport South Clear Zone off of Willard Street north of Mesquite. It is anticipated that the property could be developed with up to 15 orchard trees. When the system becomes fully operational, irrigation from Class A+ reclaimed water will be delivered to the site. This project will use recycled water to provide a productive use of a small area of unused open space next to the Airport. Although it is a relatively small scale operation, this project will serve as a model for others to learn from and could lead to additional orchard facilities located in under-utilized areas.



## OPEN SPACES AND RECREATIONAL FACILITIES

AREA / FACILITY	TYPE	JURISDICTION	ACRES
<b>Cottonwood Recreation Center</b>	Opened in 2010, the Cottonwood Recreation Center is a 53,000 square feet multi-generational facility including two Aquatics facilities, exercise equipment, fitness classes and community meeting rooms.	City Of Ctwd	
<b>Ctwd-Oak Creek School Dist.</b>	Includes Clemenceau Museum as well as full size baseball, softball, soccer fields, basketball courts, shaded picnic, open area and parking.	School Dist	17
<b>Cottonwood Ranch Park</b>	Public park facility developed in association with the Cottonwood Ranch development. Includes developed and undeveloped open area.	City Of Ctwd	11
<b>Cottonwood Kids Park</b>	Adjacent to Fairgrounds. Soccer fields, picnic and parking.	City Of Ctwd	5
<b>Community Garden</b>	Facility located at Riverfront Park provides residents garden plot and water access for annual fee.	City Of Ctwd	1
<b>Dead Horse State Park</b>	State park facility located along the Verde River Greenway. Includes day use and overnight camping facilities, full service R.V. areas, riverside fishing and lagoon. Added two 20-acre lagoons in 2003 and 100 additional campsites.	State Of AZ	600+
<b>Elm and Viejo Park</b>	Small neighborhood park in Verde Village Unit 8 includes shade ramada.	City Of Ctwd	0.25
<b>Verde Valley Fair Grounds</b>	Nonprofit association operates open air event facility with exhibit enclosures and parking.	V.V. Fair Assoc.	26
<b>Fair Grounds Slag Pile</b>	Planned commercial reclamation and processing operation.	V.V. Fair Assoc.	16
<b>Garrison Park</b>	Includes children's park, picnic ramadas, open area and parking.	City Of Ctwd	5.5
<b>Lions Park</b>	Neighborhood park in Old Town with picnic tables. Also includes a portion of the Del Monte stream channel.	City Of Ctwd	0.3
<b>Mingus Union High School</b>	Sports facility with two full size baseball fields, softball field and football field.	School Dist.	22.5
<b>Old Jail Trailhead</b>	Includes historic old jail building, new parking lot, outdoor area and trailhead. Jail trail proceeds north across state land to join Verde River Greenway.	State Of Az., City Of Ctwd	0.25
<b>Old Town Activity Park</b>	Former Little League field now used for Farmers Market, Boys and Girls Club and general use. Includes adjacent basketball courts and outdoor picnic area.	City Of Ctwd	1.5
<b>Riverfront Park</b>	Multi-use city park located along the Verde River Greenway and Dead Horse Ranch State Park. Includes Little League complex, skate park, disc golf course, picnic areas, hiking trails, and river access.	City Of Ctwd	90
<b>Verde River Greenway</b>	Riverside areas shown as part of the Verde River Greenway Plan, managed cooperatively between Arizona State Parks, other agencies and private holdings. Currently there are about 200 acres of the greenway located inside the city limits, overlapping Dead Horse State Park, Riverfront Park and a few private parcels north of Old Town.	State Of AZ, City Of Ctwd & Private	200



## H. RECREATIONAL TRAILS AND ACCESS

Within the City of Cottonwood there is limited City property available for trails. The City has property in Riverfront Park and there is city property along Del Monte Wash between the Airport and Mesquite Hills but in general, undeveloped City property is limited. One of the most important strategies for developing trails within the City of Cottonwood involves working with private property owners to include public access trails with development proposals and to work with state and federal public land agencies to develop trail access to surrounding areas.

Proposed development projects, including zoning changes, subdivisions, and master planned communities, are always evaluated for inclusion of trails, open space and access to surrounding public lands. Most of the major washes bisecting the city are through private property. Interior washes that form the natural drainage system create some of the best opportunities for locating trails and interpretive areas. Such trails are typically located on the side slopes of the wash and along the edge of the corridor and not directly in the wash bottom, floodway or areas prone to regular flooding or washouts. The preferred approach is to encourage inclusion of trail easements within appropriate open space and wash corridors as part of the development process where feasible.

Opportunities for locating trails on public lands, include Dead Horse Ranch State Park and the Verde River Greenway, Prescott National Forest lands located within the city along lower SR 260, and the Coconino National Forest along SR 89A near the Mingus Extension and Cornville Road.

As the City grows there will be more pressure on the surrounding public land resources for all types of uses. Cottonwood supports multi-agency coordination and partnerships to develop and manage trails and recreational opportunities throughout the region.



## TRAIL DEVELOPMENT PROCESS

### 1. Trail Design Issues.

There are different types of trails that are used in different locations for different types and levels of use. The landscape almost always presents a wide range of conditions with the terrain and soil type, so flexibility is the key to developing quality trails. It is often considered more enjoyable and interesting to travel on trails that have some degree of variation and unique natural characteristics. There is not a one-size-fits-all approach to designing and building trails. Trails in heavily used developed areas will be considerably different than trails in remote backcountry locations in terms of width, surfacing and general level of development. With the design and construction of trails it is more important to be aware of the principles of good trail design rather than specific hard and fast engineering standards.

Trail design and construction techniques in arid land conditions can be significantly different than those in temperate climates. Desert soil types have a number of different characteristics in terms of compaction and displacement. Long dry periods punctuated by heavy rainfall events create a unique condition for design and construction. Controlling drainage and erosion is a key factor in the layout and design of natural surface trails. Design criteria includes:

- a. The development and maintenance of trails should encourage logical, safe and comfortable usage, serve a wide variety of recreation and transportation modes and impact the environment as little as possible.
- b. The design of the trail should be appropriate to the specific environment, surrounding development, anticipated level of use and needs of the trail users.
- c. Non-motorized trails suitable for use by hikers, bicyclists, equestrians and wheelchairs are appropriate within and near neighborhoods. Motorized trails tend to be generally located away from developed residential areas and with longer looped routes covering varied terrain and for different skill levels.
- d. Trails and trailheads should be designed at the earliest possible stage of planning in the site development process for new and expanded development projects to ensure such facilities are well-integrated with the overall site plan, open space system, landscaping plans and preliminary grading plans.

### 2. Trail Type Based on Location.

Trail standards generally vary for different locations, such as highly-developed areas, master planned communities, existing neighborhoods or natural open space areas. The following descriptions provide a summary of some considerations for various types of trails; however, the standards for each trail should be considered on a case-by-case basis. Examples include:

- a. **Highly-Developed Areas:** Trails which are located in more developed or urbanized areas should anticipate a higher level of use and they should be developed accordingly. This may include a higher level of overall development, including a wider trail tread, engineered, compacted or paved surfaces, fencing, lighting, signage, drainage structures and bridges, and close coordination with applicable agencies for any road or highway crossings.
- b. **Master Planned Communities and Traditional Subdivisions:** Trails in new development projects should generally have a somewhat wider tread with an engineered (graded and compacted) natural surface. Such trails should be integrated with the natural environment, such as next to wash corridors, where possible and include adequate drainage structures, bridges, lighting and safe street crossing design.
- c. **Public Lands and Natural Open Space Areas:** Trails through larger undeveloped open space and natural areas should be designed and developed to achieve the best practices for trail development in that location. This may include natural surface trails developed with minimal



improvements or there may be a higher level of improvements depending on anticipated level and type of use. In some areas, trails may incorporate more challenging design elements, such as steeper grades and leaving more natural protrusions, smooth rocks and similar objects in the trail tread (which is the traveling surface.)

### **3. Comprehensive Trail System Planning.**

Most planning efforts for trails have focused on individual trail projects rather than looking at the bigger picture of regional trail planning, interconnectivity between trail systems and advance planning to secure access from encroaching development.

- a. Collaborate with neighboring agencies to interconnect trail systems and share resources.
- b. Develop regional trail system plans (emphasize multi-jurisdictional planning—involve adjacent communities, landowners and governments, as well as trail users.)
- c. Identify major trail access points in developing areas and secure use for future trails.

### **4. Interagency Coordination.**

Interagency coordination is necessary to achieve a coherent, interconnected system in an area that has numerous incorporated jurisdictions, unincorporated county areas, state agencies, federal agencies and large private land holdings all mixed together. Better communication between agencies is important to ensure a clear understanding of agency plans and policies. Include relevant agencies, organizations and users in planning efforts.

### **5. Maintenance of Existing Trails.**

Many older trails end up eroded and deteriorated. This can be due to natural causes, overuse, improper design or lack of regular maintenance. Often badly eroded trails cause users to develop unauthorized alternate routes. Other trails are in need of tread maintenance and brush clearing. Land managers always face a lack of financial resources and limits to agency-funded crews. Trash and litter has been identified as one of the public’s largest concerns.

- a. Identify and prioritize maintenance needs of trails.
- b. Incorporate sustainable trail design when maintaining or rebuilding trails.
- d. Employ grants, partnerships and volunteers to supplement trail budgets.
- e. Provide trash receptacles or other litter control means at trailheads and provide education about the litter problem.

## **TRAIL PLANNING ISSUES**

### **1. New Trail Development.**

There is a limited number of existing non-motorized recreation trails near Cottonwood. Having a variety of different types of trails for different skill levels and interests is the preferred situation. This should include easy neighborhood trails, more challenging trails in the surrounding landscape and other trails to meet the needs of different types of trails users. Continued work on developing system trails, connector trails, loop trails and other specialized trails would provide benefits for the entire community.

- a. Prioritize trail projects based on identifying areas with fewer existing trails.
- b. Develop more neighborhood and close-to-home trail opportunities.
- c. Develop trail opportunities to include specific activities (i.e., single-track trails for mountain bicycles, equestrians and hikers, accessible trails for wheelchairs, and motorized trails.)

### **2. Types of Trails Based on Design.**

Develop and promote trail networks, loop trails and long distance trail opportunities.

- a. Loop Trail Systems: Loops and stacked networks of loop trails are popular.
- b. Circle Trails: Trails around cities, towns, neighborhoods or identified features.
- c. Connector Trails: Sections that tie together other trails and help create networks.
- d. Long-Distance Trails: Trails between cities and major features.



### **3. Protect Access to Trails / Acquire Land for Public Access.**

Access refers to the ability of the user to get to the trail. If not planned properly, new development can block access to adjacent public lands and any existing or future trails.

- a. Work with private property owners to obtain trail easements.
- b. Coordinate trail access needs with users/stakeholders.
- c. Permanently secure public access to public trails, trailheads and other access points.
- d. Provide incentives to developers to preserve public access to trails.

### **4. Develop Signage and Support Facilities.**

In addition to the trail corridor development, good trails also include a range of support facilities. Well-designed support facilities increase the user's experience and satisfaction along with protecting the resource.

- a. Develop route marking and directional signs.
- b. Develop trailheads with adequate parking, restrooms, drinking water and litter control.

### **5. Trail Information and Maps.**

Trail users need information and accurate maps that inform them where trails exist. Yavapai County has developed an interactive recreational map that includes many existing trails and trailheads.

- a. Use the Internet to post maps and information so it is widely accessible.
- b. Provide accurate information on how to get to trailheads and the condition of trails.
- c. Provide GPS coordinates and other location information.

### **6. Education and Trail Etiquette.**

Trail users who lack proper trail etiquette and environmental ethics can diminish other trail users' recreation experience and negatively impact the environment. Littering, excessive speed, not staying on trails, vandalism and an inability of managers to enforce regulations leads to continued user conflicts and environmental impacts.

- a. Increase education resources for trail etiquette and environmental education.
- b. Incorporate trail etiquette and environmental ethics material into school and youth programs.
- c. Have agencies collaborate on education materials and programs to provide consistent messages.
- d. Educational messages should emphasize responsible behavior, such as: *Pack it in - Pack it out.*
- e. Post rules and regulations at trailheads for users.
- f. Make allowable trail uses known to users through signage. Promote "share the trail" etiquette for different user types. Install trail etiquette signage with graphic symbols indicating hierarchy of right-of-way for hikers, mountain bikers and horses.

### **7. Support Volunteer-Based Stewardship Programs.**

Volunteers can be a valuable supplement to an agency's labor force. Volunteers can be trained to help build and maintain trails along with monitoring or educating users. Land managers may have limited time, staff and resources so it can be difficult for them to complete all the projects that people want.

- a. Enlist the support of state-wide and national groups to provide training and program development for trail volunteers.
- b. Provide opportunities for land managers and agency personnel to receive trail management training.
- c. Establish programs to train volunteers for trail maintenance and construction techniques.
- d. Use trained and experienced volunteers as liaisons between agencies and volunteers and to coordinate trail projects.
- e. Recognize and support the need to allocate staff time to volunteer coordination.
- f. Seek grants and partnerships to support volunteers.
- g. Emphasize leadership training programs and culture for volunteers.



### **8. Enforcement of Existing Rules and Regulations/Monitoring.**

Trail rules and regulations are often unknown or ignored by users. Land managers do not have the staff or time to constantly monitor trails or manage a vast number of trails over large areas and cannot effectively monitor all trails. The enforcement of existing rules and regulations gives weight and importance to the rules.

- a. Establish volunteer trail patrol programs with clubs and individuals for monitoring trail use and conditions and for educating users about regulations.
- b. Identify primary enforcement agencies and personnel for specific trails.
- c. Provide opportunities to report trail conditions or violations through web-based reporting or telephone hotlines.
- d. Impose progressively heavier fines for repeat offenders.

### **9. Provide Accessible Trails for Individuals with Physical Disabilities.**

People of differing physical abilities need to have opportunities to get out and enjoy trails and experience natural areas. Trails should be available to all users including people with various levels of mobility impairments, including wheelchairs users.

- a. Develop trails for wheelchairs that feature the natural setting and outdoor experience.
- b. Incorporate standards for barrier-free access to trails as specified in the American with Disabilities Act (ADA) and the Architectural Barriers Act.
- c. Evaluate trails regarding their standards and conditions to accommodate various abilities (i.e., the Universal Trail Assessment Process.)

### **10. Identify and Seek Funding Opportunities.**

Funding is always needed for staff time, planning, trail construction and maintenance, support facilities and volunteer programs. Funding opportunities tend to change over time with new programs developed and existing ones cut. It is advisable to periodically check available opportunities.

- a. Work with nearby land management agencies to collaborate on seeking funding for projects.
- b. Research and apply for grants and other funding sources.
- c. Provide opportunities for volunteers to get involved.
- d. Provide relevant information regarding the importance and benefits of trails to decision-makers and elected officials.

## **TRAILS AND OPEN SPACE ACCESS POINTS**

Inventory of access points to trails, river access areas, and open space resources:

- **Riverfront Park** – trails, facilities, views, river access.
- **Dead Horse Ranch State Park** – trails, facilities, views, river access.
- **Bill Gray Road / Lime Kiln Trail** – access to Coconino National Forest.
- **Old Jail Trail** – trail along Verde River from Old Town Cottonwood.
- **Tavasci Marsh Trail** – trail to wildlife viewing platform from Dead Horse Ranch SP.
- **West Mingus Avenue** – access to undeveloped Prescott NF west of city boundary.
- **Black Canyon Trailhead** – access to PNF from Forest Road 359 (Ogden Ranch Road)
- **Yavapai County Cliffrose Preservation Area** – Walking trail and parking, Mingus Extension.
- **Prairie Lane Fishing Area** – Verde River access from Verde Village.
- **Skidmore Day Use Area** – Verde River access from Verde Village.
- **Black Canyon Fishing Area** – Verde River access east of SR 260.
- **Bignotti Picnic Area** – Verde River access from Thousand Trails Road.
- **Sheep's Crossing Fishing Area** – Verde River access from Thousand Trails Road.



# **I. ECONOMIC BENEFITS OF OPEN SPACE, TRAILS & PARKS**

## **Real Property Values.**

Open space and parks are desirable amenities that contribute to increased resale values and increased property values for properties located in proximity to such facilities. Numerous and extensive before and after studies done in rural, suburban and urban areas across the country have repeatedly confirmed that trails, open space and recreational facilities provide measurable economic benefits to surrounding properties.

## **Tax Benefits.**

Increased property values result in increased sales values, increased assessments and increased property tax revenue. Although Cottonwood does not have a local property tax, there are other revenue streams that are generated by improved property values.

## **Multiplier Effect.**

Economic models indicate that both personal and institutional recreational expenditures generate 1 ½ to 3 times more to the local economy than the actual amount of direct expenses. There are direct and indirect benefits of spending on recreation uses which contribute in a chain reaction to the local economy. Management and maintenance expenditures contribute to salaries, equipment costs and material expenses.

## **Resident Expenditures.**

National studies indicate that local residents typically spend from one to a few extra dollars per day in relation to use of local parks, trails and recreation facilities, which looked at over time, adds up to measurable benefits.

## **Tourism Revenues.**

Open space areas, trail systems, parks and recreation sites can attract visitors who spend on food, lodging, fuel and various hard goods. Tourists may be encouraged to spend extra days in the area to use popular trails and facilities.

## **Sporting and Community Events.**

Organized sporting events, such as running and cycling races, triathlons and similar sanctioned events can generate significant economic levels to the local economy from a single event. Popular well-organized birding events, such as the Verde Birding Festival, also provide tourism revenue to the region from participants who travel, stay at hotels, eat at restaurants and shop at local stores.

## **Business Expansion and Relocation.**

Quality of life considerations are increasingly important in competitive retention and relocation of desirable businesses. Parks and recreation facilities are considered among the most important amenities in national surveys concerning quality of life indicators. Employers look at housing, schools, recreation and similar quality of life factors when considering relocation to a community. Trails and open space are among the most valued amenities and can contribute to an overall positive impression of a community as a place to live and work. Also, there is competition for quality job development with other communities that have already invested in these amenities.

## **Public Health and Other Benefits.**

Open space and park development has a direct relationship with clean air, clean water and public health benefits. Healthy residents contribute to a range of personal and community benefits, including lower medical expenses and higher worker productivity. Trails and recreational facilities provide outstanding opportunities for healthy, family-oriented activities, which ultimately contributes to a range of positive social and economic benefits.



## J. OPEN SPACE FUNDING AND IMPLEMENTATION STRATEGIES

Funding sources and strategies typically change over time so it is necessary to periodically review opportunities for consideration. Successful programs generally include multi-level strategies that take advantage of more than one approach. Coordination and management is essential for sustainable long-term programs.

### STRATEGIES AND PROGRAMS

1. **Open Space Planning.** A considerable amount of effort has gone into regional open space planning and advocacy in the Verde Valley over the years. A great many resources are available on the topic. Maintaining an up-to-date local open space master plan would provide a number of benefits. An open space plan would identify various types of open space resources and prioritize key areas for preservation. A comprehensive plan with priorities developed through a public planning process would provide a valuable foundation for seeking grants and developing programs.
2. **Preservation.** Preservation of existing resources needs to be one of the first priorities for an open space program. Identify and monitor existing open space resources and establish appropriate policies and programs to protect and preserve such areas.
3. **Maintenance, Repair and Restoration.** Maintenance of existing recreation facilities and restoration of natural areas that have experienced deterioration should be a high priority. Environmental restoration should follow accepted practices to evaluate conditions, mitigate any ongoing problems and take actions to restore lands to a healthy condition. Local programs to remove invasive species are part of this approach.
4. **Acquire New Open Space Resources.** New open spaces areas may be acquired through a wide range of strategies ranging from donation, purchase or trade. For some properties it may be necessary to incorporate a number of strategies to obtain a complete interconnected area.
5. **Inter-agency Partnerships and Collaboration.** Support inter-agency partnerships, volunteer organizations and other groups that would assist in management activities and preservation for local, state and federal public lands. Support Inter-Governmental Agreements (IGA's) between Cottonwood, other jurisdictions and the United States Forest Service (USFS) to establish collaborative partnerships regarding certain management activities for nearby National Forest lands.
  - ◆ Work with the Forest Service to coordinate trail access points from abutting private developments. Ensure private lands do not develop unofficial access routes known as “social trails.”
6. **Public-Private Partnerships.** A wide range of partnership opportunities exist between public agencies and private individuals, organizations and businesses. Individuals and organizations may assist with various management activities on public lands. Where private lands provide easements and agreements for conservation or recreational use, government agencies, including the City may enter into long-term agreements to manage the property.
7. **Grants.** Grants are typically competitive and cannot be expected as a guaranteed source from year to year. Grant funding is sometimes available for planning, acquisition or management of open space resources but is more likely for related construction and development projects. Grant sources may be available from government programs, corporate support programs and non-profit foundations. Grants vary widely in their scope, associated requirements and expectations. Grants sometimes require matching funds and sometimes provide complete project funding. Private sources often provide funds through a partnership type approach with an emphasis on projects that provide multiple benefits.



- 8. Volunteerism.** Citizen advocates and agency partners are needed to provide the energy and creativity necessary to identify and protect valued open space, parks and recreation resources for the benefit of the community. There are many different levels of volunteerism that can help achieve these goals, including various innovative programs such as:
- ◆ **Adopt-A-Park.** Adopt-A-Park and Adopt-A-Trail programs allows individuals, organizations or businesses to assist with maintenance, clean-up and general oversight of specific parks or trail facilities. There needs to be adequate staff capacity to assist with coordinating such programs. Participants typically agree to adopt a park for a period of time in return for recognition and support from the City or managing agency.
  - ◆ **Agency Sharing Strategies.** Inter-agency volunteer programs can provide greater opportunities for the volunteer and improved efficiencies with program coordination.
  - ◆ **Leadership Training Programs.** Sustainable outdoor volunteer programs always have ongoing leadership training programs.
- 9. New Development Projects.** Incorporating open space into the planning for new development should be considered at the earliest stage of review. One of the most important tools for protecting open space involves working with the private development sector to include open space networks within private development projects. Open space areas, especially with related trail facilities, are extremely popular amenities that add value to a development. It is best to plan trail facilities with new development projects at the earliest phase of project planning; however, existing development projects can also be evaluated for opportunities to designate trails and open space, such as within wash corridors.
- ◆ Open space can be preserved through rezoning and subdivision with some of the best opportunities through the planned area development zoning process.
  - ◆ Development standards included in the zoning ordinance, grading ordinance and engineering requirements can be used to ensure open space areas, natural drainage areas, flood areas, steep slopes and other critical resources are preserved as part of a development plan. Protect natural wash corridors and similar features as open space separation and buffer zones between different types of uses and development sub-areas.
  - ◆ Require land survey and marked boundaries for private development along US Forest Service boundaries prior to construction so as to ensure proper buffering and setbacks.
- 10. Voter-Approved Special Bond or Tax Measures.** Revenue bonds are one example of a type of funding mechanism that uses borrowed funds to finance public service expansion. Funds are paid back over time through future revenues from a designated source that is pledged to the bond issuer. Capacity is always going to be limited and competitive; however, trails, pathways, pedestrian facilities and recreation facilities can potentially be developed through revenue bonds.
- 11. General Funds.** General fund revenue sources, consisting of local sales tax, state-shared revenues, and various grant sources, can potentially be used for purchase and/or management of property for open space purposes; however, there are typically many uses competing for limited general funds. General funds can also be used where a cash match is required for grant requests.
- 12. User Fees.** User fees are assessed for the specific use of a service or activity. A user fee can be used to defray the cost or a portion of that service. Local jurisdictions typically do not charge park entrance or use fees but they often charge for specific recreation programs or specialized activities. One advantage of the user fee is that it is incurred directly by the person or group using the specific service. The disadvantage of user fees is that they can result in the exclusion of many lower income residents from enjoying the public domain and beneficial facilities.



- 13. Right-of-Way Projects.** All right-of-way projects and similar capital improvement projects, such as new street development, existing street upgrade projects, and utility corridor projects, should be evaluated for opportunities to include bicycle, pedestrian and trail facilities. Communities can benefit by having local bicycle, pedestrian and trail plans and related policies already in place to guide the evaluation of proposed right-of-way projects for inclusion such facilities.
- 14. Land Trusts.** A private, nonprofit organization that, as all or part of its mission, actively works to conserve land by undertaking or assisting in land or conservation easement acquisition, or by its stewardship of such land or easements. Many different strategies are used to provide this protection, including outright acquisition of the land by the trust. In other cases, the land will remain in private hands, but the trust will purchase a conservation easement on the property to prevent development, or purchase any development rights on the land.
- ◆ A regional nonprofit land trust type organization could receive private donations such as land, financial contributions, appreciated stock, proceeds from fund-raisers and volunteer work, and other valuable considerations. A land trust could also provide management staff for regional planning, grant writing, and seeking assistance from federal, state and private organizations.
- 15. Conservation Easements.** When a landowner designates a conservation easement they typically give up some of the rights associated with the land in exchange for other benefits. For example, the landowner might preserve open space in one area in exchange for the right to build more units of clustered housing in another. Future owners also will be bound by the conservation easement’s terms. Conservation easements can offer great flexibility. An easement on property containing rare wildlife habitat might prohibit any development, for example, while an easement on a working farm might allow the addition of agricultural structures. An easement may apply to all or a portion of the property, and need not require public access. Each conservation easement is carefully crafted to meet the needs of the landowner while not jeopardizing the conservation values of the land.
- ◆ Provide development incentives for the use of Conservation Easements as an option in the land development process.
  - ◆ In return for the conservation easement, a community may provide greater flexibility with zoning regulations, for example, to allow a net increase in the number of residential units that may be constructed by allowing, smaller lots, town homes or clustered design format for a portion of the property.
  - ◆ Conservation easements may be managed by a land trust or a property owners association. Responsibility for the long-term management of the land needs to be included in the recorded documents.
- 16. Land Exchange Opportunities.** The Land Exchange process can consider the release of USFS lands in a less advantageous condition in exchange for private lands in another area that may have important open space or natural value. The private land would then be added to the National Forest lands within the Verde Valley. Good candidates for land exchange include small remnant National Forest parcels located near developed areas and highways that are difficult to manage as wild lands but have value for infill development. Land is exchanged on a value basis, so the public lands with high value, such as those located near highway interchanges, may be exchanged for relatively larger areas of private lands in more remote areas. That way the private lands, such as those on the side on Mingus Mountain that could potential be developed some day with new roads, can be better managed and protected as part of an integrated management area.
- ◆ In addition to the potential acquisition of private lands through USFS land exchanges, private lands may be acquired by other jurisdictions/entities (such as the County or State, or private Land Trusts) for open space preservation or for public park/recreation sites.



- 17. Bicycle Registration Fees.** Bicycle registration programs are usually administered by a police department but could be managed through other methods. If the fee level is too low, it may not cover administrative costs; however, if the fees are considered too high, an unfair burden is placed on low income residents. Registration fees may help support bicycle education and safety programs but are not likely to support construction projects. Another benefit can be to help identify bicycles in theft recovery. Grant programs and waivers should be considered for low-income residents and children so as to encourage wider voluntary participation in such programs. Costs and benefits of such programs need to be weighed.
- 18. Gifts and Donations.** Cash donations or in-kind services from individuals or companies should be accepted for land, park and trail projects. Charitable giving programs to secure private funds should clearly define the objectives and any incentives offered, such as tax benefits or donor recognition opportunities. Voluntary right-of-way dedications and donations of access easements should always be sought when applicable to approved plans, as these facilities almost always add value to the related properties and can be seen as a partnership relationship. Government agencies need to be careful not to request private donations as a general policy without some form of clearly defined benefit for the property owner.
- 19. Program Management.** Support for program coordination, including designated professional staff, can greatly improve the potential for achieving measurable success with open space goals. Whether such professional coordination is provided by government agencies, nonprofit groups, or a combination of efforts, the program development can greatly benefit from having experienced staff with adequate support and resources.

## STATE AND FEDERAL PROGRAMS

- 20. Arizona Preserve Initiative.** The Arizona Preserve Initiative (API) was passed by the Arizona State Legislature as HB 2555 and signed into law by the Governor in the spring of 1996. It is designed to encourage the preservation of select parcels of State Trust land. State Trust land in and around Cottonwood is listed as eligible for consideration through the API program.

Conservation is defined in the law as “protection of the natural assets of State Trust land for the long-term benefit of the land, the beneficiaries, lessees, the public, and unique resources such as open space, scenic beauty, protected plants, wildlife, archaeology, and multiple use values.”

A state or local government, business, state land lessee or a group of citizens may petition the State Land Commissioner to have certain Trust land nominated and reclassified for conservation purposes. After all appropriate notifications, public hearings, consideration of physical and economic impacts to lessees and the Trust, the Commissioner may reclassify the subject land as suitable for conservation purposes. The Commissioner must consider recommendations from a five-member Conservation Advisory Committee that was established by law, as well as consult with local and regional planning authorities. Existing leases on any land reclassified for conservation purposes may not be canceled or impaired in any way. Once the land is reclassified, the Commissioner may adopt a coordination plan, prepared by the interested parties, for the property to protect conservation values. The Commissioner may also withdraw land from sale or lease for three to five years (with a possible extension of up to three years) to allow prospective lessees or purchasers time to prepare the plan for the property and to raise funds.

- 21. State Grant Program.** Support reinstatement of the Heritage Fund and other State Parks Grant Programs as a significant source of funding for acquisition of open space, critical habitat, riparian areas and recreational trail corridors.



**22. Land and Water Conservation Fund (LWCF) – Federal Side.** Historically, this program has been a major source of funding to acquire important land and open space resources that support recreational and community-based objectives. The program includes a Federal side and state-side, each with unique program requirements and emphasis. The availability of funding through either the Federal or state programs has varied greatly over the years and needs to be closely monitored to determine availability. Federal side funding is provided directly to the Federal land management agencies, such as the U.S. Forest Service or National Park Service, based on program need and unique qualifications after a competitive review process that requires support of the President and Congress.

**23. Land and Water Conservation Fund (LWCF) – State Side.** The state-side portion of the LWCF grant program comes through Arizona State Parks. Annual funding amounts have varied widely over the years. The Land and Water Conservation Fund (LWCF) Grant Program for Arizona provides funding assistance to cities, towns, counties and tribal governments for outdoor recreation and open space projects. Governmental entities are eligible to apply for LWCF grants. Grants are awarded on a matching basis, where the applicant must provide at least 50% of the total project cost and the grant provides the remainder. Eligible project activities include park development (for example, playground equipment, lighting, picnic facilities, ball fields, restrooms) to serve outdoor recreation needs, and land acquisition for outdoor recreation and/or open space.

Monitor the availability of these funds. Having a publicly supported and developed comprehensive open space plan with priorities identified will assist with efforts to secure these types major funding sources to protect critical resources.

## **LOCAL OBJECTIVES FOR FACILITY DEVELOPMENT**

**24. Serve All Populations.** Parks and open space programs need to be designed to accommodate the broad range of people in the community, including elderly residents, youth, families, persons with disabilities, healthy people, sports enthusiasts, nature watchers, tourists and everyone else.

**25. Access Improvements.** In general there is a need in the Cottonwood area to provide additional opportunities for people to be able to access their public lands in officially designated, convenient and no cost locations. Several proposals to develop improved parking and trailhead locations are in the process of being considered but additional access points could also be considered.

**26. Watershed Values.** In an arid region it is essential that healthy natural landscapes be preserved as essential critical components of the water cycle.

**27. River Access.** For years people in this region accessed the Verde River at undeveloped, unmanaged locations. With a growing population and increasing demands on these limited resources, it has become necessary to consider the need to identify and develop well-planned and managed river access areas. A comprehensive river access plan should be considered to include local, state, federal and private opportunities. Such river planning should include both direct river access planning for boating and fishing, as well as comprehensive facility analysis looking at parking, restrooms, picnic ramadas, trails and similar facilities.

**28. Neighborhood Parks.** Smaller local neighborhood parks provide a range of benefits for residents, including improved social opportunities for children and adults. Opportunities for developing local neighborhood parks should be considered.

**29. Community Gardens.** An expanded community garden concept could include facilities for training and research, municipal composting and alternative energy programs. School gardens could be located at elementary schools. Community gardens could be included with new neighborhood parks if there was interest.



## **K. GOALS AND OBJECTIVES – Open Space / Parks**

### **GOAL 5-1 IDENTIFY, PRIORITIZE AND PROTECT OPEN SPACE RESOURCES.**

**Objective 5-1. A** Support establishment of substantial and permanent open space buffers between Cottonwood and neighboring communities in the Verde Valley, including between Camp Verde to the south along SR 260 and toward Cornville and Sedona along SR 89A.

**Objective 5-1. B** Ensure development projects do not negatively affect key wildlife migration corridors as identified by the Arizona Game and Fish Department.

**Objective 5-1. C** Support the primary goals and objectives of the Verde River Greenway State Natural Area to secure and manage lands along the Verde River system.

**Objective 5-1. D** Ensure that any areas proposed for annexation, including the 10 square mile State Trust Land block northeast of the city, protect critical open space resources, with attention to protecting wildlife corridors, sensitive riparian areas, buffering between uses and important visual assets.

**Objective 5-1. E** Preserve major open space connections between the Verde River and the Mingus foothills and Black Hills mountain range. Major washes and drainages linking these areas should be preserved as continuous open corridors for wildlife migration and watershed values.

### **GOAL 5-2 SUPPORT MULTI-AGENCY EFFORTS TO IDENTIFY AND PROTECT KEY OPEN SPACE RESOURCES WITHIN THE CITY AND IN SURROUNDING AREAS.**

**Objective 5-2. A** Support cooperative regional planning efforts for an integrated system of open space and recreation development with adjacent communities, the U.S. Forest Service, State Land Department, Arizona State Parks, ADOT, Yavapai County, private land owners, the general public and others.

**Objective 5-2. B** Support partnership agreements for cooperative management of certain National Forest lands within and adjacent to the City of Cottonwood where there is mutual commitment to manage such lands for the public good for recreation, open space and appropriate uses. Cooperative activities could include public safety activities, trash removal and clean up, facility maintenance, and funding partnerships.

### **GOAL 5-3 DEVELOP A COMPREHENSIVE FUNDING AND ACQUISITION STRATEGY FOR KEY OPEN SPACE RESOURCES AND PARKS DEVELOPMENT.**

**Objective 5-3. A** Participate with various organizations, agencies and jurisdictions to identify and acquire properties which have significance as regional open space; evaluate the impact of open space acquisitions on the developable land base; and evaluate the status of annexed National Forest lands for possible exchange base.

**Objective 5-3. B** Consider providing support for the establishment of a regional non-profit land trust organization to acquire and manage key open space properties.



**Objective 5-3. C** Establish criteria for identifying National Forest areas within the city that may be suitable for inclusion in base and exchange programs. Priority should be given to programs which allow exchange for private lands on the upper slopes of Mingus Mountain.

**Objective 5-3. D** Consider neighborhood park acquisition and development as part of the Capital Improvement Program, as well as through other sources of funding.

**Objective 5-3. E** Ensure new master planned communities, planned area developments and residential subdivisions provide land for neighborhood park sites as part of the rezoning and subdivision process.

**Objective 5-3. F** Support volunteer programs that provide opportunities for citizens to assist with various parks and recreation activities. Such programs should include leadership training, established standards and recognition programs.

**GOAL 5-4 ESTABLISH A TIERED SYSTEM OF PARK FACILITIES TO BE DISTRIBUTED THROUGH THE COMMUNITY.**

**Objective 5-4. A** Establish a tiered system of regional, city-wide and neighborhood types of park facilities throughout the city to meet the needs of people with different interests and skill levels.

**Objective 5-4. B** Identify potential locations for neighborhood park sites as part of a city-wide neighborhood revitalization program. Include various types of facilities, such as playgrounds, picnic areas and seating areas in neighborhood parks.

**Objective 5-4. C** Include neighborhood parks as part of new planned development and master planned communities.

**GOAL 5-5 ESTABLISH DEVELOPMENT STANDARDS FOR OPEN SPACE AND RECREATION FACILITIES.**

**Objective 5-5. A** Encourage methods to protect the wild land character of National Forest and other public lands adjacent to private development, including design standards that provide effective buffering between uses and a method to step down residential densities adjacent to public lands.

**Objective 5-5. B** Amend codes and subdivision regulations to address specific standards for public areas, parks, trails and other open space and recreational development.

**Objective 5-5. C** Encourage the development of open space and recreational amenities as part of new development. Require new development to provide public parks and connective trails.

**Objective 5-5. D** Create standards for development on steep hillsides, washes and flood areas to ensure the preservation of key natural resources while allowing a reasonable level of development.

**Objective 5-5. E** Development or redevelopment of park facilities shall use reclaimed water for irrigation where available, preserve natural areas and washes to the greatest extent possible, use native plants and drought-tolerant varieties for any installed landscaping, and employ rainwater harvesting techniques.



**GOAL 5-6 SUPPORT DEVELOPMENT OF RECREATIONAL TRAILS IN COTTONWOOD AND ON NEARBY PUBLIC LANDS.**

**Objective 5-6. A** Work with private developers to incorporate trails and open space networks within new planned developments and subdivisions.

**Objective 5-6. B** Encourage the use of easements, particularly in washes and near the Verde River, to obtain public use and access over private property.

**Objective 5-6. C** Continue to work collaboratively with public lands agencies in and around Cottonwood to encourage development of new trailheads and trail facilities.

**GOAL 5-7 PROVIDE LEADERSHIP FOR REGIONAL COORDINATION OF OPEN SPACE, TRAILS, RIVER ACCESS AND RELATED TOURISM AND ECONOMIC GOALS.**

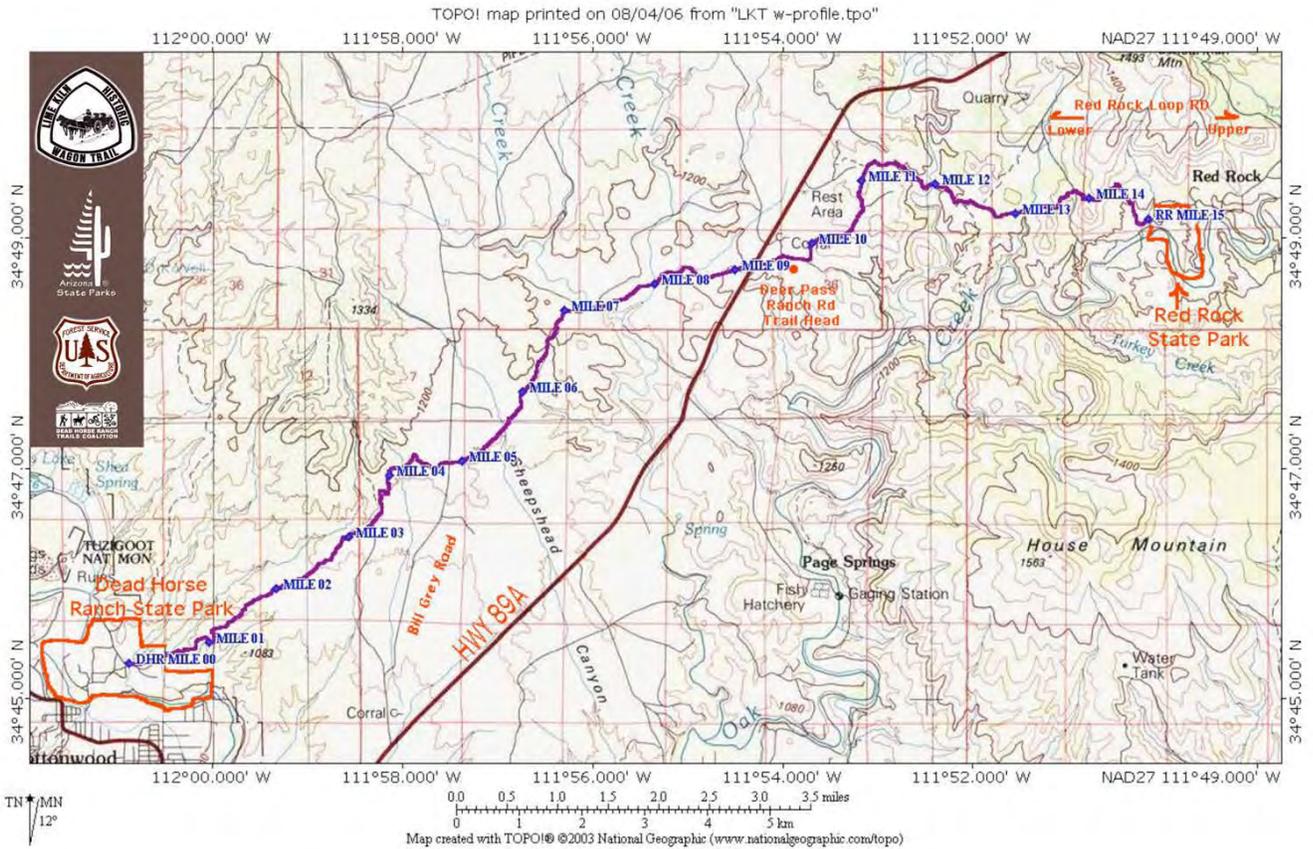
**Objective 5-7. A** Support opportunities for City of Cottonwood elected officials, residents and staff to be involved with and take a lead role in promoting regional coordination of open space and related objectives.

**Objective 5-7. B** Identify, prioritize and promote opportunities to coordinate regional open space, trails and recreational planning efforts.

**Objective 5-7. C** Continue to support the regional, multi-agency Verde Front planning process concerning lands between Cottonwood to below Camp Verde and from the Verde River Greenway to the Black Hills with emphasis on implementing the goals of the Sustainable Recreation Strategy for Central Arizona.



# LIME KILN TRAIL



Segments include: estimated mileage

Dead Horse Ranch S.P to Bill Grey Rd. (4 miles), Bill Grey Rd to Hwy 89A (5 miles 1/2 motorized, 1/2 non-motorized), Hwy 89A to Lower Red Rock Loop Road (5 miles mostly motorized) and Lower Red Rock Loop Rd. to Red Rock S.P. (1 mile non-motorized)



# 6. GROWTH AREA ELEMENT

## A. INTRODUCTION

The purpose of the Growth Area Element is to identify those areas most suitable for efficient, cost-effective mixed-use type of development where infrastructure, including streets, utilities and public services, is existing in relatively close proximity and where development can be accomplished in a manner that supports positive neighborhood qualities. It is the intent of this element to support the development of well-defined neighborhoods that include quality street environments, attractive recreational facilities, integration with natural areas, and places that allow public interaction and community involvement.

This element is devoted to an examination of growth and the facilitation of an efficient pattern of land use which minimizes infrastructure costs, promotes economic development and housing needs, and encourages many of the small town qualities highlighted by the General Plan’s vision. The Growth Area element encourages a focused pattern of development in those areas of the community that are most able to support such development. Efficient mixed-use development minimizes traffic and other impacts, and better enables opportunities to provide affordable housing, preserve the City’s unique natural and historic amenities, open areas, backdrops, vistas, and trail opportunities. The Growth Area element also sets the stage for a pedestrian-oriented scale of development, which helps define the small town qualities that people value.

## B. LEGISLATIVE REQUIREMENTS

Under Arizona’s Revised Statutes (ARS § 9-461.05.D.2) the City’s General Plan is required to include:

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



## C. KEY ISSUES

### 1. Encourage Rational Development.

The State Statute supports planned concentrations of development, which result in cost-effective use of existing infrastructure, less automotive travel inside the City and conservation of resources and open space. The Growth Area Element supports rational development by identifying specific locations of the City that are most conducive to mixed-uses and essential concentrations of residential densities; and recommends a planned development land use designation for appropriate locations in the City. The Growth Area element describes opportunities for taking advantage of efficient locations for future growth and for sub-area planning of those locations. Continued review of land development, land supply and demand is recommended to better guide those efforts.

### 2. Planning of State Trust Land.

Approximately 980 acres of State Trust Land are located in two sub-areas within the city limits. The Land Use Classification for all State Trust lands is indicted as “Planned Development.” Additionally, a 10 square mile block of State Trust land located to the east of the City along State Route 89A has been proposed for annexation. The City needs to work proactively with the Arizona State Land Department (ASLD) to ensure quality planning for any areas currently within the city or any areas with potential for annexation. A total of 16 square miles (10,240 acres) of State Trust Land are located in the Verde Valley region.

### 3. Infrastructure and Multi-Modal Opportunities.

The identification of designated growth areas within the city is intended to correspond with both existing properties and potential locations where there could be efficient, cost-effective use of infrastructure, including roads and utilities, as well as pedestrian, bicycle and transit facilities. In general, where facilities need to be extended such locations are more likely to be contiguous or in very close proximity to existing systems.

### 4. Infill Development Locations Support Efficient Growth.

The coordination of infrastructure expansion with development activity is intended to provide for efficient, cost-effective development of the overall system. Where such growth is located in proximity to existing infrastructure and existing development, it will be that much more capable of supporting multi-modal transportation options. The intent of the Growth Area Element is to identify development locations that are in relatively close proximity to existing infrastructure and transportation systems, and suitable for taking advantage of efficient development opportunities that support multi-modal transportation options. Infill locations provide some of the best opportunities for meeting the criteria expressed in the State Statutes for identifying suitable Growth Areas.

### 5. Watershed and Open Space Values.

Identification of Growth Areas, as per State Statute, can help encourage an approach to development that provides a more efficient, compact, pedestrian-oriented development. The trade off with this type of development is the need to also integrate natural open space preservation into the planning framework. Open space, which may consist of major washes, steep slopes and flood plain areas serves as a critical component of long-term watershed sustainability. Without sufficient large areas of undeveloped land in this region, the water cycle and aquifer recharge process will suffer. Efforts to promote more efficient and more compact development patterns always need to be balanced with a framework of open space preservation from the local to the regional scale.



## D. GROWTH ESTIMATES

### CURRENT CONDITIONS.

According to the 2010 Census, the City of Cottonwood contains 5,932 housing units with approximately 5,179 occupied units. However, the average household occupancy based on long-term trends is indicated at 2.27 persons per household.

<b>Cottonwood Population (2010)</b>	<b>11,265</b>
<b>Total occupied housing units (2010)</b>	<b>5,179</b>

**Potential Residential Development:** In establishing these estimates, consideration was given to the existing zoning as well as the maximum number of units that could be built in existing subdivisions. Similarly, multi-family land occupied by apartments was considered “built-out,” at the current number of units. Multi-family lots located within subdivisions were assigned a unit density based on their size and zoning. Estimates for potential residential development are summarized below:

<u>Type of Housing Unit</u>	<u>Existing - 2010</u>
Single-Family	2,966
Multi-Unit Residential	1,780
Manufactured Homes	<u>1,186</u>
	<b>5,932 units</b>

<u>Type of Housing Unit</u>	<u>Potential (Estimate - based on existing vacant land &amp; zoning)</u>
Single Family	6,547
Multi-Family Units	5,226
Manufactured Homes	<u>1,474</u>
	<b>13,274 units</b>

### POPULATION GROWTH ESTIMATES.

Total Potential Housing Units that could be developed in Cottonwood based on existing vacant land and standard zoning amendments is estimated at **13,274 units**. This estimate does not take into account possible annexation, land exchanges or more innovative housing development that may or may not include a higher number of units per acre.

There is no timeframe suggested by this investigation of potential development. The analysis does not make any predictions on national or statewide population growth patterns or consider availability of water resources, economic conditions or other external calculations. The question looks at the existing land available and provides an estimate based on land area, zoning and conventional development scenarios. Based on available vacant land, the population within the current boundaries of the City of Cottonwood could be over **28,000 persons** at “build out” if developed in a manner similar to current land use patterns.

This estimate does not include potential annexations of surrounding territory or more innovative, higher-density land development options, which could result in a higher population within the city. This estimate also does not include growth potential of immediately surrounding communities, which could result in a higher total population of the surrounding area, with corresponding influences and pressures on internal city systems.



## E. PLANNED AREA DEVELOPMENTS

For most of the identified “growth areas,” it is most likely that Planned Area Development (PAD) Zoning would be the appropriate choice for the zoning designation. PAD Zoning is an option that developers can request based on the opportunity to receive greater flexibility with the specific development standards and with the mix of allowable uses. In return for such considerations, it is expected that a more creative, innovative and higher quality project will be provided.

The Cottonwood Zoning Ordinance, Section 424. “PAD” Zone, (Planned Area Development), was amended in 2008, to clarify the procedures and criteria for establishing new planned development zoning. PAD describes a zoning classification that allows a developer to propose unique, custom standards for a development. The intent of the PAD zoning process is to ensure superior development attributes and a higher quality design concept. In addition, the amendments are intended to describe a standardized approach for the submittal format with improved documentation of the details of a proposed development.

### **PAD Zone requirements include the following:**

- **Master Development Plan (MDP):** A MDP shall be submitted as a separate document in a ring binder format, with project narrative, maps, exhibits and other documentation. The change of zoning to the PAD classification requires approval of the MDP by the City Council and this becomes the primary document guiding development of that particular project.
- **Documentation of Standards.** Expands the information required in the submittal, including detailed property development standards, design guidelines and graphic exhibits.
- **Level of Detail.** Details are required in the MDP, including Building Design, Streetscape, Circulation and Traffic Impacts, Open Space and Landscaping, and Water Conservation programs.
- **Process.** The Planning and Zoning Commission reviews and provides recommendations regarding the project concept, land use mix, design theme and any design guidelines prior to the Council hearing.

### **Summary of Master Development Plan (MDP) Requirements for Planned Area Development.**

- **Format:** The MDP for the PAD is submitted as a single document in ring binder format. This allows coordinated review of the proposal. The approved MDP document then becomes the primary reference for future development of that property.
- **General Plan Review:** Documentation of the relationship of the proposed development to the General Plan is required. In addition to the analysis of Land Use issues, a review of the project relationship to the various General Plan elements is required, such as circulation, open space, community vision and so on.
- **Property Development Standards:** PAD Zoning allows flexibility for the developer to propose unique property development standards. Details and graphic examples of the proposed PAD standards are required as part of the initial submittal.
- **PAD Design Guidelines:** Developers are required to provide details for the overall design theme, as well as typical design details for building components, site features, etc., prior to approval of the PAD Zoning.



- **Design Review Approval:** The Planning and Zoning Commission reviews the project theme and proposed design guidelines prior to approval of the MDP with recommendations forwarded to the City Council. The Commission still reviews and approves the final design for proposed buildings through the standard Design Review process but the direction and design concepts for the PAD are submitted up front for approval as part of the MDP.
- **Circulation Standards:** A Traffic Impact Study may be required for larger developments, as specified. Traffic Calming techniques can be required in neighborhood street design. Multi-modal transportation concepts, such as walking, bicycling and transit can be required as part of the PAD approval process.
- **Open Space Standards:** Open space description includes preservation of natural areas, such as major washes or distinctive hillsides, trail systems and access to any nearby public lands.
- **Landscape Standards.** Requires low water use plants and xeriscape techniques. Preliminary plans and design theme for proposed landscaping required prior to PAD approval.
- **Water Conservation.** PAD approval requires a comprehensive approach to water conservation, including appropriate drought tolerant landscaping, use of reclaimed water, large-scale rainwater harvesting and water conserving plumbing fixtures. Individual gray water systems are encouraged for residential development.
- **Citizen Participation Plan, Public Notification Exhibits:** Requires public notification and input so that process and results are documented in one section.



## F. GROWTH AREAS

The General Plan identifies Growth Areas based on their ability to be developed with efficient, compact, pedestrian-friendly development and to connect to infrastructure systems in an efficient, cost-effective manner. Large areas of undeveloped private land and State Trust lands are mainly located towards the perimeter of the City. Some of these areas provide opportunities for more efficient development while some sites need to be sensitive to the less developed surrounding context.

The General Plan encourages development that provides more effective use of existing infrastructure, consolidates traffic flows and provides better opportunities for pedestrian-oriented development and a mix of housing types. To encourage the infrastructure necessary to accommodate the densities and use mixtures that support more cost effective growth patterns, the land use element emphasizes planned development which includes performance standards that help to accomplish community objectives. Generally, existing infrastructure capacity is available in the interior areas of the city. Infrastructure development will typically be expanded to the perimeter growth areas as larger-scale development occurs in those areas. The Planned Development (PLD) land use classification is identified the most appropriate designation for the growth areas.

### REVIEW OF COTTONWOOD GROWTH AREAS

As per Arizona Revised Statutes, (ARS § 9-461.05.D.2), Growth Areas are intended to identify areas that are particularly suitable for planned multi-modal transportation and infrastructure expansion, and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism and industrial uses.

#### EAST AREA

Development in this area needs to address coordinated access from the highways and other improvements in association with private development of properties. Not including public lands or the 10-square mile State Trust Land property located outside the city limits, the overall area includes over two square miles (1,348 acres) of undeveloped private property, about half of which is occupied by the second phase of the Verde Santa Fe project (currently zoned PAD). The remainder of potentially developable land is largely State Trust property.

#### **East Gateway:**

The East Gateway area along SR 89A at the intersection with the Mingus Avenue Extension and Cornville Road is a likely area for future growth and development. At the present time this area does not have the level of infrastructure necessary to support the type of quality development that is expected there. Infrastructure would be expected to be extended to the area as development occurs. This would include water lines, wastewater treatment capacity, additional roads and traffic control, and other utilities necessary for such development, including electricity, natural gas, telephones and communications. The State Trust Land property is currently zoned AR-70 (single family / 70,000 square foot minimum lot size.)

Around 2001, approximately 369 acres of Arizona State Trust Lands were acquired by Yavapai County as a conservation area for the endangered Arizona Cliffrose (*Purshia subintegra*). That left 239 acres of State Land potentially subject to sale and development. 30 acres of the conservation area was then used by Yavapai County for the right-of-way needed to construct the Mingus Avenue extension. The Mingus Avenue Extension roadway and new bridge over the Verde River officially opened in January 2005. With the completion of the Mingus Avenue Extension, there remains about 315 acres of the Yavapai County Cliffrose conservation area located north of the Mingus Extension and 41 acres to the south.



### Verde Santa Fe Phase II:

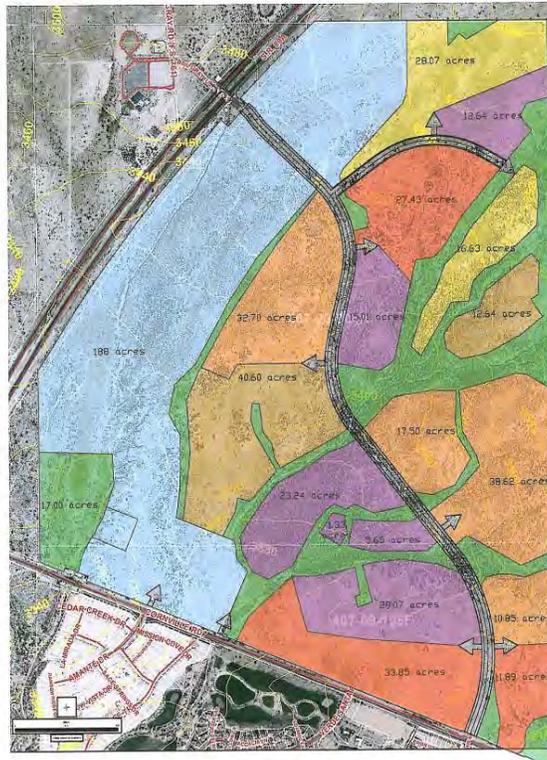
Verde Santa Fe (North) Phase II, also known as “Bella Montana” includes more than one square mile of private property that has been approved for development with 2,050 residences and potentially up to 117 acres of commercial development. The undeveloped (north) half of the Verde Santa Fe project includes approximately 688 acres of private property originally zoned by Yavapai County in 1995 for Planned Development. The area was subsequently annexed by the City of Cottonwood in 2002, with a Development Agreement granting rights for such development for up to 50 years. The approved plan was amended in 2002 and 2007, consolidating the commercial areas along the highway closer to the intersection with Bill Gray Road. The project is expected to include a village center and a pedestrian-oriented central street system, connective trails and open areas providing access to adjacent lands, as well as environmentally sensitive architecture, water conservation features, and greater sensitivity to boundary areas and streetscape planning.

The Verde Santa Fe North Master Plan includes a schematic site plan that was approved with the City’s pre-annexation development agreement with Verde Santa Fe. The narrative text and site plan indicate a mix of uses, including an interconnected open space network, a mix of housing types located in several sub-sections of the development, and areas for commercial development along the highway and within the development.

### Verde Santa Fe Phase II Approved Land Use Plan:

EXHIBIT A

- LEGEND**
- 2-3 du/ac Single Family Residential
  - 3-4 du/ac Single Family Residential
  - 3-4 du/ac Single Family Residential
  - 4-5 du/ac Single Family Residential
  - 5-6 du/ac Single Family Residential
  - Mixed Use
  - Open Space



Data Table for Bella Montana

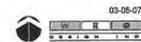
Proposed PAD Amendment Plan	Acres	Units	DU/AC
Residential	388	1,476	4.1
Single Family	388	1,476	4.1
<b>Mixed Use</b>	<b>188</b>	<b>874</b>	<b>-</b>
<b>Commercial:</b>	<b>118</b>	<b>-</b>	<b>-</b>
Retail/Office/Rest/Light	-	-	-
Industrial/Employment	-	-	-
Residential, Apartments /	68	974	8.4
Hotels/Motel	2	-	-
Wastewater Treatment Plant	2	-	-
<b>Open Space*</b>	<b>178</b>	<b>-</b>	<b>-</b>
Open Space Tracts	136	-	-
Minimum Required Open Space	42	-	-
<b>Assuming 428 Residential Acres</b>	<b>682</b>	<b>2,350</b>	<b>4.8</b>

City Goals for Minor Amendment	Proposed
388 + 428 Acres Residential	428
72 - 118 Acres Commercial	118
159 - 228 Acres Open Space	178

\* Based on Section 424.D.5 of the Zoning Ordinance (PAD Zoning, Required Open Space) front yards, portions of commercial parking areas, and other similar open spaces may be included in the calculation of total PAD open space and have been estimated to be a minimum of 40 acres within the proposed amended PAD.

### Bella Montana

A Brookfield Communities Development



Proposed Minor Amendment to PAD



## **SOUTH AREA**

### **State Trust Land / SR 260:**

The 260 Gateway Growth Area is composed of 758 acres of State Trust land that is located west of State Route 260 and south and west of portions of Verde Village. The property is mostly surrounded by developed residential areas to the west, north and east. Access to the area from SR 260 would need to be coordinated with ADOT. Secondary access would be from Old Highway 279. The General Plan establishes a planned development (PLD) use classification for the State Land properties.

### **Commercial Corridor:**

Approximately 48 acres of undeveloped property is located along a strip east of SR 260 and south of Fir Street. There are a number of small and medium parcels owned by several property owners. There are some unique issues with several of the properties, including proximity to more intensive heavy commercial and storage uses, and lack of highway frontage. If the owners worked together, these properties could be master planned as a coordinated development area with shared access and infrastructure development. The benefits of assembling properties and master planning the area could include more efficient access, increased screening and buffering with existing uses, integration of major wash features, and creation of sufficient area to design and build an attractive, mixed-use, compact development with commercial and residential uses. Without coordinated planning, it is likely that individual parcel development will occur here over a number of years.

## **WEST AREA**

### **West Side Planned Development:**

The private property in this area could remain ranch land indefinitely; however, if there was interest, it could also be suitable for a range of development options. West of the airport there is about 500 acres of private ranch land that could be developed with residential, commercial, mixed use or other options. The area is to the west of the airport but mainly outside of the flight path for aircraft, which generally do not turn into or land from the mountain side. The elevation on the hillsides rises higher and provides outstanding views across the Verde Valley. Construction standards for buildings in this area could include “sound attenuation” measures to ensure any potential noise from airport activities is mitigated. Some of the area backing up to the National Forest has steep slopes and there is a major wash cutting through the property which suggests there could be opportunities for more innovative planning that would protect these valued resources. The property shares a boundary with the Prescott National Forest and there may be opportunities to collaborate with the Forest Service on the development of trail access. The property is currently zoned Agricultural Residential (AR-70, AR-43) but should be supported for more intensive development, such as planned development, provided the project is designed to take advantage of the natural assets of the property, including dramatic views, steep hillsides and relatively close connection to developed areas of Cottonwood.

### **Airport Master Plan Area:**

Both the east and west sides of the airport include areas suitable for potential industrial/commercial development, as per the Cottonwood Municipal Airport Master Plan. This may not meet the precise definition of a “growth area,” as per State Statutes which emphasizes residential development but it is worth noting in terms of the overall planning of the area, as this area will influence any future use of nearby lands. Residential development could potentially occur in the area along the west side of the city boundary, so Airport planning to the west of the runways needs to consider potential future development of the surrounding lands.



## **NORTH AREA:**

### **Pine Shadows and On the Greens:**

The future expansion plans for the manufactured home parks indicate room for additional growth. Support should be provided for any proposed modifications to the development plans that add innovative, community-oriented design features, such as pedestrian walkways, bikeway features, and neighborhood parks. Groseta Ranch Road will provide an east-west connection between SR 89A and North Main Street near Old Town.

### **Groseta Ranch:**

The Groseta Ranch property located along the north-east side of SR 89A between Verde Heights Drive and Pine Shadows includes about 144 acres that could be developed with a mix of commercial and residential. This property is identified in the General Plan as a prime example of a Growth Area as described in State Statutes. PAD Zoning was previously approved for this property but no development occurred in association with the zoning.

### **Clemenceau:**

A 30-acre portion of the old Clemenceau town site is located northwest of Willard Street and Mingus Avenue. The acreage backs up to Del Monte Wash and is across the street from the Clemenceau Museum and Cottonwood Elementary School. This area provides opportunities for infill and redevelopment. A more intensive, pedestrian-oriented, mixed-use type of infill development could be highly suitable here; however, such development needs to be carefully designed to fit into the surrounding area in a compatible manner. Improved pedestrian/bicycle connection to Old Town, including a direct link across Del Monte wash, should be included as a key part of the redevelopment of this site.

## **CENTRAL AREA**

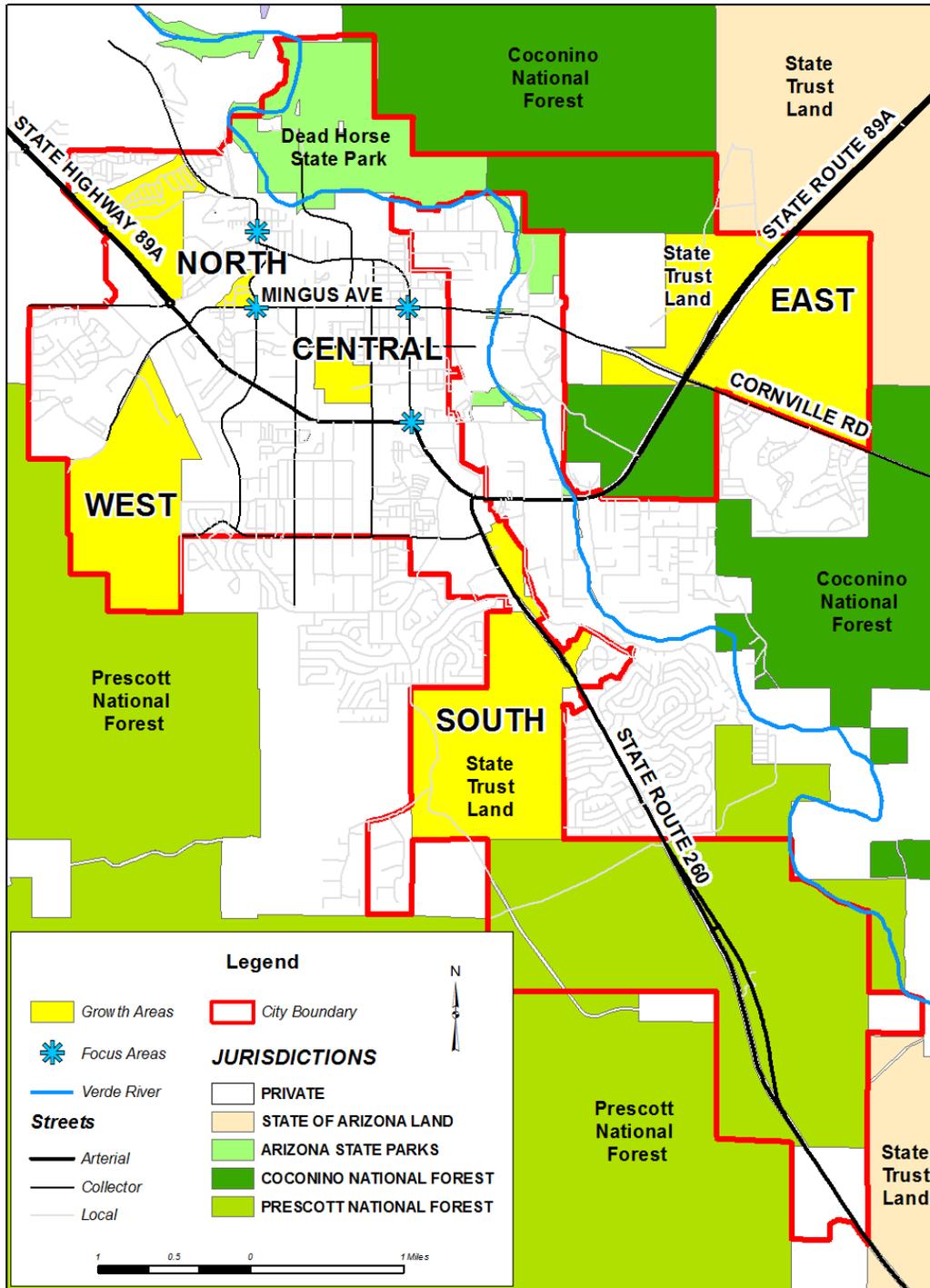
### **Fairgrounds / Central Area:**

Between 1917 and 1939, the United Verde copper smelter plant and associated uses developed by Jimmy “Rawhide” Douglas were located in the area generally between the Willard Street and the Fairgrounds site and over towards present day SR 89A. The smelter was used to process ore from the Jerome mines to refine and produce copper. Slag is a by-product of the copper smelting process that is comprised of waste material separated from the molten copper. For over 20 years, the slag was poured off the top of the mix of molten material in the crucibles resulting in a small mountain of rough black rock. The slag pile is located directly west of the Verde Valley Fairgrounds between North 6<sup>th</sup> Street and North 12<sup>th</sup> Street.

A private business has started a processing operation to remove the slag pile material, which will be crushed and bagged for use as industrial abrasives and other commercial uses. The site, which covers about 74 acres, is centrally located within the city and surrounded by a variety of uses, including single family, multi-family, commercial, industrial and community facilities. The planned removal of the slag pile could take 15 to 20 years or more to complete; however, once the slag pile is removed, the property will become a prime candidate for re-development. Redevelopment of the area could include more industrial type uses; however, there are other possible future uses, including a mix of community facilities and recreational uses, as well as multi-unit housing and commercial uses. In 20 years or so, when the processing operation is completed, the site could be restored and redeveloped as a mixed-use town center with attractive housing, commercial uses and pedestrian oriented streets linking to the surrounding area.



# Growth Areas





## **G. STATE TRUST LANDS**

### **I. STATE TRUST LAND ANNEXATION**

The 10 square mile block of State Trust Land (approximately 6,479 acres) located immediately to the northeast of Cottonwood along State Route 89A has been proposed for annexation by the City of Cottonwood. Portions of the area are located on each side of the SR 89A from near Bill Gray Road heading east for approximately three miles. In order to annex State Trust Lands, the Arizona State Land Department (ASLD) requires “Conceptual Land Use Plans” to be produced to consider the viability of the property for development. The layout of the site is considered conceptual only since it may take many years before there is a specific development proposal for the property. There is no developer associated with this property at this time.

### **2. CONCEPTUAL LAND USE PLAN**

A series of “conceptual land use plans” for the State Land block were developed through a public planning process that included citizens and representatives of various agencies and groups. A summary of the key points of the planning process is included in this section. The Arizona State Land Department requires a Conceptual Land Use Plan so as to consider potential land use, street layout and open space scenarios. The conceptual land use plan must address the following:

- a) Appropriate land uses, including commercial, industrial, residential and open space uses;
- b) Transportation corridors and infrastructure requirements; and
- c) All natural and artificial constraints and opportunities associated with the land.

### **3. PURPOSE**

Of primary importance to the ASLD is the need for the annexation to be consistent with their mission statement and to maximize the benefit to the Trust. The proposal for the State Trust lands must enhance value and optimize economic return for the Trust beneficiaries, consistent with sound stewardship, conservation, and business management principles supporting socioeconomic goals for citizens here today and for generations to come. In addition, the proposal must manage and provide support for resource conservation programs for the well-being of the public and the State’s natural environment.

Annexation of this property by the City of Cottonwood will benefit the State Trust by helping to fulfill the goals of the Arizona State Land Department in the following ways:

- The proposal presents a conceptual land use plan based on a highly-efficient development strategy that provides a well-balanced mix of concentrated land development and substantial land and natural resource preservation.
- The plan provides for a series of attractive, theme-based residential villages developed according to market-driven principles of sustainability. The village planning areas provide complete livable community features that enhance the attractiveness and overall value of the project.
- The village planning concept with compact, walkable neighborhoods supports a more efficient and cost-effective layout of infrastructure, including roads and utilities.
- The proposal recognizes the opportunity for incorporating a strong economic development element into the community, especially with concentrated local and regional commercial development setback along State Route 89A, a major highway connecting Sedona and Cottonwood essentially in the center of the Verde Valley.



- The proposed plan provides an entitlement which realizes the highest and best uses of this property, thereby assuring the best return for the benefit of the Trust. Under the City jurisdiction, future development options for the property will be better positioned to accommodate the most efficient and innovative development proposals. The capacity of the City to manage and serve such levels of community development greatly enhances the overall value, quality and stewardship of the land for future generations.

#### **4. VILLAGE PLANNING CONCEPT**

The conceptual land use plan for the proposed 10-section State Trust annexation lays out a series of unique planning sub-areas each with a guiding theme. Residential development will include a variety of distinctive neighborhoods oriented around unique village centers offering a choice of housing types, sizes and designs. The village planning concept will provide opportunities for a range of income levels, housing sizes and age groups, including affordable workforce housing, apartments, family-oriented neighborhoods and attractive senior housing opportunities.

The village planning areas are also related to the innovative water basin planning concept. The water and waste water systems are intended to be designed for each of the basin sub-areas based on the unique needs and level of use of that area.

##### **Vintner / Vineyard Village**

- Includes a mix of residential and agricultural uses.
- Provides opportunities for partnerships with local vineyards and wine production.
- Live-Work housing units for vineyard and winery workforce is defined by mixed-use residential integrated into commercial/agricultural setting.
- Vineyards use reclaimed (recycled) water from the community.
- Tourism destination and economic development opportunities designed into development.

##### **Agrarian Village**

- Self-reliant and sustainable features featured with development.
- Community gardening, farming, edible landscaping.
- Water conservation, reclaimed water, rainwater harvesting, gray water.
- Farmers markets, commercial marketing co-ops, community supported agriculture.
- Keeping of livestock, farm animals and poultry.

##### **Traditional Residential Village**

- Mix of housing variety: single-family, town homes, clustered housing.
- Compact, efficient housing near developed areas allows walkable neighborhoods.
- Lower density neighborhoods on the periphery to buffer National Forest and open space.
- Pedestrian pathways and bicycle facilities, tree-lined streets, front porches, neighborhood parks and gathering spots, recreational amenities.

##### **Mixed Use Village**

- Mix of housing, commercial, retail, office, restaurants, entertainment. Includes multi-unit residential uses located above ground level commercial uses.
- Areas closer to SR 89A provide strong economic base with variety of local and regional commercial uses.
- Carefully planned multi-modal circulation system includes walking paths, on-street bicycle facilities and transit stops. More concentrated core development areas are linked to surrounding areas by safe, attractive pedestrian and bicycle routes.



### **Village Centers**

- A series of village centers or neighborhood centers provide primary and core commercial and community services for the village planning areas.
- The village centers would be designed in a compatible manner with the character of the surrounding sub-area in terms of design theme, scale and intensity of development. Focus on walkable, pedestrian-oriented streets in each village center district.
- Includes a mix of residential and commercial uses, as well as potential civic features, parks, plazas, recreational facilities, libraries, and other community facilities.
- Village centers throughout the community linked by multi-modal circulation system, including roadways, pedestrian routes, bicycle facilities and trail networks.

## **5. WATER PLANNING FOR STATE TRUST BLOCK**

Future development to be designed according to the highest standards of state-of-the-art, cutting edge, innovative water planning. The community will serve as a model of water conservation and efficient low-water use development.

- **Water Planning Basins.** The overall community plan includes a forward-thinking water planning strategy based on a series of distinct yet interrelated and compatible sub-basins each designed and managed to accommodate the unique needs of that area. As the community is expected to develop in phases over a number of years, the water planning basins will be designed to respond to and accommodate such phased development in the most advantageous and efficient manner. The water planning basins provide a framework to accommodate the unique needs of the area in terms of water supply, wastewater treatment, water conservation and reclaimed water re-use.
- **Reclaimed Water.** Each of the water planning basins has a wastewater treatment system producing usable reclaimed water at the level necessary for the related uses within that sub-area.
- **Gray Water Plumbing.** Single-family residential includes dual plumbing system that allows use of gray water for landscape irrigation. Plumbing system and site layout coordinated to ensure effective use of gravity fed gray water.
- **Rainwater Harvesting.** Techniques to capture and effectively use rainwater runoff are planned for individual properties, as well as neighborhood and regional scale development.
- **Water Conservation Program.** The entire project to be planned and developed in accordance with a comprehensive state-of-the-art water conservation strategy.

## **6. OPEN SPACE PRESERVATION / STATE ROUTE 89A SCENIC CORRIDOR**

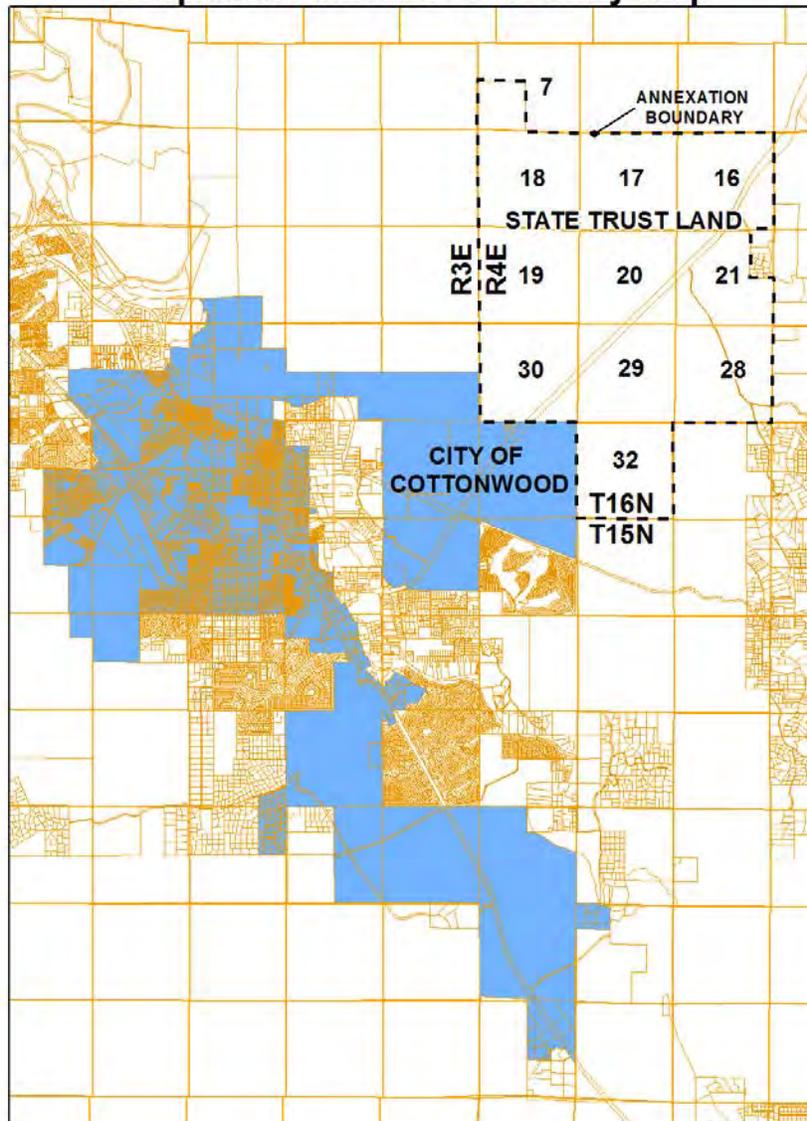
Preserve unique and sensitive lands as open space so as to protect wildlife, scenic views, watershed values and economic investment in a manner that balances conservation of the natural environment with land development.

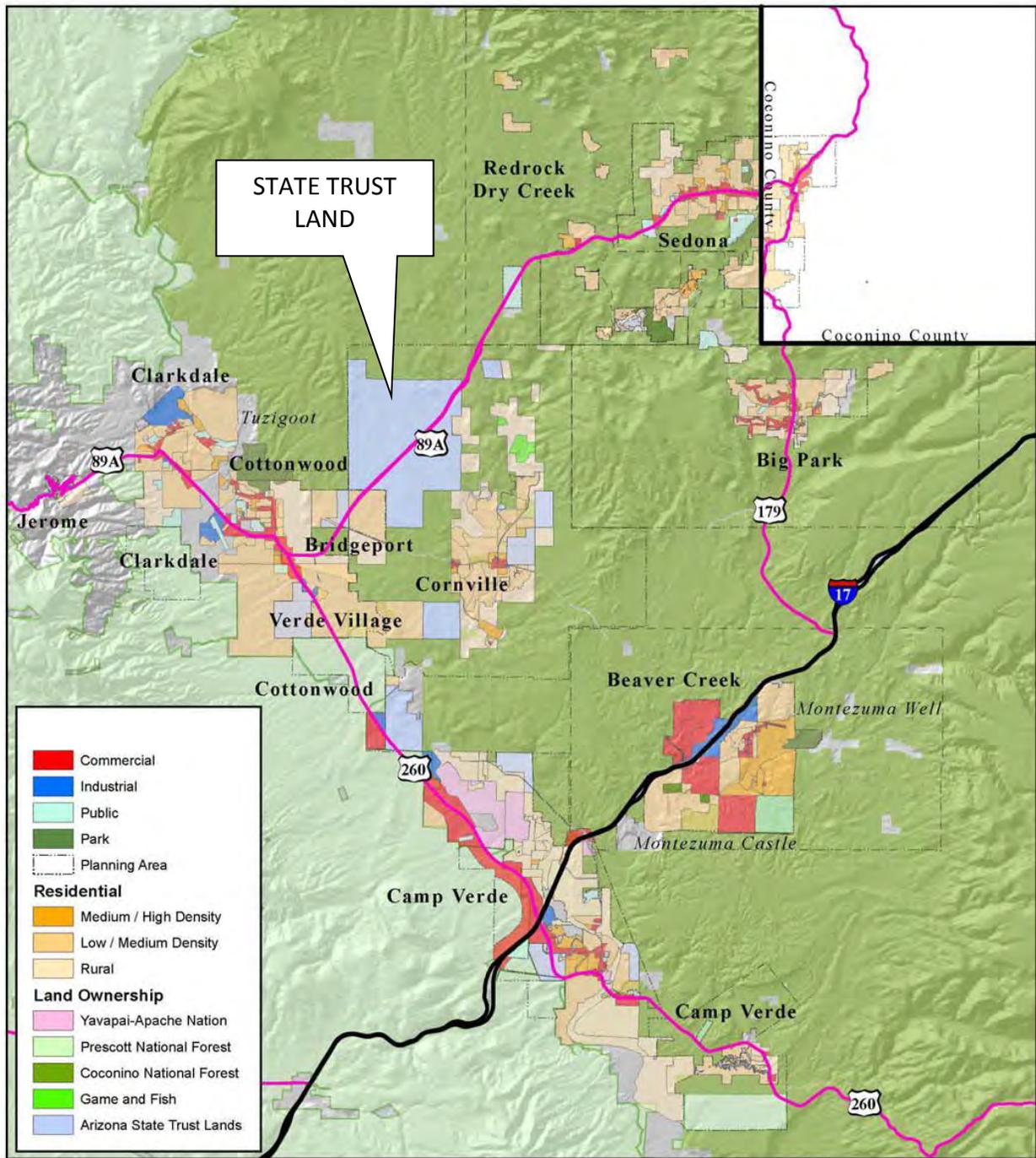
- **SR 89A Scenic Corridor.** Provide continuous open space corridors on the State Trust Lands along each side State Route 89A, so as to maintain an attractive visual corridor and otherwise define the character of the community as balanced with the unique natural setting.
- **Wildlife Corridors.** Identify and protect key wildlife corridors so as to mitigate corridor and habitat fragmentation. Protects wildlife corridor along Sheepshead Canyon and Spring Creek Wash.
- **Washes and Hillsides.** Protects steep slopes and hillsides, ridgelines, significant mountainous areas, wildlife habitat, and washes and drainage areas.



- **Buffering:** Establishes a “hard edge” of development between the project area and surrounding communities of Cottonwood, Cornville and others through protected open space buffers. The natural open space separation between communities provides visual and aesthetic attributes, allows space for wildlife to move through and helps to emphasize and highlight the unique character of each community.
- **Multi-Use Trail Network.** Interconnected network of public recreational trails and open space corridors throughout the entire project area. Includes multi-use trails around the periphery of the State Land property, as well as links to the surrounding National Forest.
- **Community Amenities:** Open space, parks and recreational amenities located throughout the community in each of the village neighborhoods.

### Proposed Annexation Vicinity Map





**Composite Land Use**  
 0 1 2 3 4  
 Miles  
 Verde Valley





## **H. GOALS AND OBJECTIVES – Growth Area**

### **GOAL 6-1 SUPPORT MANAGED AND ORDERLY GROWTH THAT CONSERVES RESOURCES, REDUCES AUTO DEPENDENCY AND PROVIDES FOR COST EFFECTIVE INFRASTRUCTURE.**

- Objective 6-1. A** Support efficient, compact, mixed-use, innovative development in designated growth areas where infrastructure is existing or extension of infrastructure is practical and cost effective.
- Objective 6-1. B** Support a city-wide sub-area planning process that identifies development needs and opportunities and that helps to coordinate infrastructure planning for identified growth areas.
- Objective 6-1. C** Continue to monitor development demand and land availability as a means to guide sub-area planning.
- Objective 6-1. D** Develop incentives that encourage infill development based on compact, mixed use, multi-modal design. Support redevelopment of existing developed areas with similar innovative design and planning.
- Objective 6-1. E** Ensure consistency between the Growth Area, Open Space, Land Use, Circulation and other general plan elements.
- Objective 6-1. F** Coordinate open space designation in growth areas with surrounding areas so as to ensure interconnected networks of open space, major drainages and washes, and riparian corridors.
- Objective 6-1. G** Participate in the review process for Prescott and Coconino National Forest management plans and related regional recreation and land use planning efforts so as to ensure proposed development projects in adjacent areas of the City are planned in a compatible manner.

### **GOAL 6-2 COORDINATE INFRASTRUCTURE PLANNING AND FUNDING WITH RELATED PUBLIC AND PRIVATE DEVELOPMENT ACTIVITY.**

- Objective 6-2. A** Coordinate needed public improvements, including transportation, water, sewer and drainage, through the City's Capital Improvements Plan.
- Objective 6-2. B** Continue to investigate and pursue grant opportunities and other funding strategies that support ongoing infrastructure improvements related to growth and development.

### **GOAL 6-3 ENSURE THAT PLANNING FOR STATE TRUST LANDS WITHIN THE CITY AND ANY AREAS PROPOSED FOR ANNEXATION ARE COORDINATED WITH THE ARIZONA STATE LAND DEPARTMENT SO AS TO ACHIEVE A MUTUALLY BENEFICIAL OUTCOME.**

- Objective 6-3. A** Ensure there is an open public planning process to guide the vision and future use of State Trust Lands.
- Objective 6-3. B** Encourage residential development that offers a choice of housing types, sizes and designs so as to meet the needs of a diverse population.
- Objective 6-3. C** Encourage residential development that provides opportunities for a variety of income levels, including affordable workforce housing.



- Objective 6-3. D** Provide continuous open space corridors along major highways abutting State Trust lands so as to maintain attractive visual corridors.
- Objective 6-3. E** Preserve unique and sensitive lands as open space so as to protect wildlife, scenic views, watershed values and economic investment in a manner that balances conservation of the natural environment with land development.
- Objective 6-3. F** Identify and protect key wildlife corridors so as to mitigate corridor and habitat fragmentation.
- Objective 6-3. G** Encourage the protection of steep slopes and hillsides, ridgelines, significant mountainous areas, wildlife habitat, and washes and riparian areas.
- Objective 6-3. H** Designate all State Trust lands with the “Planned Development” Land Use classification so as to support innovative yet efficient, mixed-use development projects.



# 7. ENVIRONMENTAL PLANNING

## A. INTRODUCTION

The Environmental Planning Element is intended to examine environmental issues and address the anticipated effects on air quality, water quality and natural resources associated with proposed development. Cottonwood recognizes there is a need to support a sustainable way of life that safeguards our natural resources and ensures a safe environment for our residents and visitors. Cottonwood is committed to encouraging development that preserves its physical and cultural environments and to taking a balanced approach to maintaining a healthy, safe, clean environment.

The Environmental Planning Element encourages development standards that address preservation of air and water quality, maintenance of soils and slopes, and other natural resources. The General Plan addresses environmental and economic sustainability by encouraging focused infill development in proximity to existing infrastructure and transportation systems. Aside from reducing costs for infrastructure, focused and efficient infill development provides a scale of development which better enables pedestrian and bicycle-friendly environments and sets up opportunities for preserving open space areas and scenic views.

## B. LEGISLATIVE REQUIREMENTS

Arizona Revised Statutes (A.R.S. § 9-461.05.3) specifies that a general plan must have an:

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

The Environmental Planning Element identifies:

- The existing physical conditions of air quality, surface water quality and natural resources and how those physical elements have contributed to the positive and healthy quality of life in Cottonwood.
- Recognition that development and population growth is likely to continue and implementation of appropriate environmental preservation measures will have a positive impact on the quality of life and community sustainability.
- Strategies to overcome pollution, noise, erosion, urban heat island effects, adverse air quality and sub-standard water quality.
- Goals and Objectives to ensure a balanced approach for protecting the environment as development occurs and continuance of a safe and healthy environment with regards to air quality, water quality and natural resources.



## **C. KEY ISSUES**

### **1. Regional Environmental Planning.**

The General Plan acknowledges that Cottonwood exists as part of a larger regional community in the Verde Valley. These communities share many environmental interests, particularly with regard to air and water quality, land conservation, open space, scenic view areas, and other issues of environmental sensitivity. It is therefore essential that these communities work together to cooperatively identify environmental issues and to develop recommendations and programs that address the issues.

### **2. Air Quality.**

Although the local air quality is generally good, the region is subject to occasional inversions similar to other valleys in the State. In addition, as the population increases, there will be an increase in air quality impacts from vehicle exhaust, wood stoves, driving on dirt roads, construction activity, industrial uses and general activity. Policies and programs to protect air quality should be in place before negative impacts develop.

### **3. Water Quality.**

Activities that may have a negative impact on water quality are not always obvious to see. The use of septic systems for household wastewater disposal, runoff from streets and properties, agricultural and landscape runoff, and general dumping of hazardous household waste products into the municipal sewer system can all contribute to negative impacts on local water sources. Education and alternatives are important parts of a program to ensure water quality for future generations.

### **4. Natural Resources.**

Protection of natural systems is a key goal. Thriving plant communities, healthy wildlife and associated habitat, stable soil structure, fresh air, clean water, a free flowing river and abundant natural resources are desired for the benefit of all. A healthy environment is essential for a healthy prosperous economy.

### **5. Recycling and Resource Recovery.**

Reduction of waste and re-use of resources helps the environment, saves money, creates more jobs and is essential for long-term sustainability of environmental and economic systems.

### **6. Energy Conservation.**

Energy is produced and used in many ways so conservation strategies need to be developed to cover the range of energy uses. Building design, land use decisions, transportation choices, electric generation, and many of the products we use throughout the day all have some relationship to the use of energy. Choices that are made in how we design and use things have an impact on the amount of energy that is required.

### **7. Sustainability Goals.**

Long-term environmental, social and personal sustainability is the goal. The General Plan encourages taking a multi-level approach for all types of program development and decision making so as to consider the consequences of such actions over time and provide the best possible decisions. The continued development of environmentally sensitive codes and ordinances is recommended to stay up to date and to take advantage of the best opportunities to ensure clean and abundant air, water and natural resources.



## **D. ENVIRONMENTAL PLANNING**

The Environmental Planning Element consists of five major categories, including:

1. Air Quality
2. Water Quality
3. Natural Resources
4. Recycling and Resource Recovery
5. Energy Conservation

### **I. AIR QUALITY**

Air pollution sources tend to increase with population growth and development. In order to ensure that clean air is maintained for future generations, there is a need to enact policies and programs early in the process to address the sources of such impacts. Increased number of vehicles, unpaved roads and parking lots, old-style wood burning stoves, general construction activities, and various commercial and industrial uses contribute to air quality issues.

Poor air quality can contribute to significant health problems and premature death. Additionally, air pollution is associated with a range of environmental and economic impacts. Burning of fuels from automobiles and industrial sources contributes to a range of air pollutants, including carbon monoxide, ozone, sulfur dioxide, nitrogen dioxide and lead. Airborne particulate matter whose aerodynamic size is less than ten micrometers (PM10) can be caused by a combination of natural wind borne dust, smoke from various sources, vehicle travel on dirt roads and unpaved parking lots, construction activity, agricultural uses and general vehicle use.

As Cottonwood and the region continue to grow, the expectation for good, clean air will become increasingly at risk. Land use planning that encourages mixed use and planned developments can result in fewer automobile trips and a reduction in vehicle emissions. Development strategies that encourage walking, bicycling and transit use also can result in lower automobile emissions. Policies that require paved roads and parking lots in association with new development will address significant air quality concerns associated with dust and particulate matter.

As there is a direct correlation between vehicle emissions and automobile traffic, the General Plan policies encourage focused, infill, planned development that includes a mix of basic uses in relatively close proximity to one and other. Such land use policies can help reduce the number and overall distance of local vehicle trips by supporting alternative modes of transportation. Much of the dust that is generated in the Verde Valley area is the result of construction activity, unpaved roads and general traffic levels. The City can address those impacts with additional surfacing requirements, adding more detailed review criteria for grading plans for developments, and requiring and enforcing watering of active construction sites with reclaimed water during dry periods.



## 2. WATER QUALITY

- **Ground Water:** The local water source is mainly from the aquifer that underlies the upper Verde Valley area with other water located west of the Verde Fault along the Black Hills range from Chasm Creek to Jerome. Various formations contribute to the ground water source. Cottonwood is not in an "Active Water Management Area" (areas where a 100 year water supply must be assured for new development) but has been designated by the state to be in an "Adequacy Area" (an area with adequate water supply.)
- **Surface Water:** The Verde River Watershed is primarily comprised of runoff from the Mogollon Rim to the north and northeast with some contribution from the Black Hills range to the west. Fourteen separate sub-watersheds contribute to the Verde River flow and eight of these are upstream of Cottonwood. The surface flow of the river varies considerably due to irrigation diversion and high seasonal differences in evapotranspiration. Numerous studies and draft management plans have been completed for the Verde, but a definitive strategy for management has yet to be agreed upon by or adopted by a consensus of stakeholders or any local, state or federal agency.

Cottonwood's water supply meets both state and federal water quality standards. Water suppliers test water quality as required by the Arizona Department of Environmental Quality and the federal Environmental Protection Agency. Since 2005, the water for the Cottonwood has been supplied by the City of Cottonwood municipal water system.

The City wastewater treatment system was recently expanded to about 1.5 million gallons per day. The reclaimed water from this facility represents a substantial resource for groundwater recharge. Some of the discharge is being used to support a riparian channel along Del Monte Wash draining towards the Verde River.

The Verde River Greenway is one of Arizona's few perennial stream channels and home to a variety of wildlife, associated habitats and a number of endangered species. The quality of the riparian environment can be impacted by pollutants carried by storm water discharge from nearby developed areas. The General Plan supports the establishment of undeveloped buffer zones of natural vegetation, along the riverside and adjacent to the major flood tributaries, which help to filter pollutants and protect these highly valued environments.

An ongoing concern with water quality in the Verde Valley is associated with elevated levels of nitrates. A significant source of this contamination is suspected to be associated with on-site septic systems used for treating household wastewater. Efforts to limit installation of septic systems primarily in unincorporated areas will assist in reducing groundwater nitrate contamination. Other sources of water pollution include non-point source pollution, such as run-off from streets and dumping of household toxic and automotive wastes. Programs to encourage alternative disposal of household toxic wastes will also assist in reducing water contamination.

### **Water Quality Recommendations**

- a. Continue to monitor water quality in the ground and at points along the Verde River.
- b. Educate and take action on reducing non-point source uses.
- c. Establish criteria and promote natural bio-filters to process runoff from parking lots and roadways to remove petroleum and related contaminants before release to natural drainageways.
- d. Continue support for household hazardous waste collection events.
- e. Support education and alternatives to reduce or eliminate agricultural and landscape use of fertilizers, herbicides and pesticides.



### 3. NATURAL RESOURCES

Natural resources found in the area include air quality, water quality and plant and wildlife species and their associated habitats. The Verde River Greenway, major washes, drainages and habitat areas define complex ecosystems that are home to many inter-related species of plants and animals. Land use policies that encourage preservation of natural areas in association with new development not only help to protect those natural areas but also provide a valuable amenity that adds value to the development. Cottonwood provides a unique small town character surrounded by a beautiful and wild natural environment. As development continues there are a number of programs that can help maintain these valued resources, including the following:

- **Urban Heat Island Effect:** Large parking lots and structures tend to absorb and re-radiate heat, causing localized and cumulative increases in temperature. These impacts can be minimized with the use of shade trees and landscaping planted within and around parking lots and buildings. Innovative parking lot design techniques capture rainwater runoff in scuppers to divert to side channels to use for irrigation of landscaping and trees.
- **Erosion and Drainage:** The arid environment features a fragile ecosystem and soils that are very prone to erosion and the effects of storm water runoff. Identification and preservation of natural washes and drainageways should be integrated with a stormwater management strategy.
- **Noise:** Peace and quiet in neighborhoods and homes is one of the most highly valued qualities consistently indicated by surveys. Enforcement of the City noise ordinance to reduce or eliminate nuisance noise will help protect these qualities.
- **Dark Skies:** Increased activities and outdoor lighting compete with starlit skies at night. The City's lighting code is based on a progressive model that is intended to allow adequate night time lighting and safety while minimizing unnecessary upward lighting of the sky.

### 4. RECYCLING AND RESOURCE RECOVERY

Cottonwood residents depend on land resources outside of the region to provide waste disposal facilities. A refuse transfer station is located in Cottonwood for residents; however, the Grey Wolf Regional Landfill Facility is located about thirty-five miles from Cottonwood off of SR 169 near Dewey-Humboldt. Moving the waste out of the region on a daily basis adds an increased cost for fuel, vehicles, wear and tear on roadways, and labor costs. Participation in waste reduction and recycling programs can address regional interests in assuring adequate and affordable landfill capacity will be available in the future. Additionally, recycling programs support economic development through the promotion of secondary markets, such as paper recycling mills and product manufacturing businesses. Secondary markets can be found at a local level with certain major outlets developed at a state-wide level. Although there may be additional up-front costs for the collection, processing and distribution of recycled waste materials, the secondary use of these materials can be cost-effective in terms of processing and remanufacturing, as well as from landfill diversion. Over the long-term, at the state and national level, recycling results in net job gain and net economic benefits.

- **Drop-Off Centers:** A number of drop-off recycling facilities are located in Cottonwood. Residents can drop off various materials, including aluminum cans, steel cans, mixed paper, cardboard, mixed plastics, clear glass and colored glass.
- **Electronic Recycling:** The City helps sponsor periodic events for residents to drop off old and obsolete electronic equipment and devices, such as computers, printers, televisions and similar items. Most electronic equipment includes metals, plastics and other valuable materials that can be recycled. In addition, many electronic devices include potentially toxic materials that would otherwise end in the landfill.



- **Household Hazardous Waste:** The City helps sponsor periodic household hazardous waste collection events. Many common household products can be hazardous when added to the waste mix, flushed down drains or run off into washes and drainages. Besides a wide range of household cleaners, solvents and adhesives, this also includes various automotive products, paint, batteries, garden products, building products and more.
- **Obsolete Prescription Pills:** There is a drop off box at the Cottonwood Police Department (Public Safety Building) 199 S. 6th St. Cottonwood, AZ for residents to drop off out-of-date or obsolete prescription pills and pill containers. People typically throw out of date medicines in to their regular household trash or they flush them down the toilet. Unfortunately, neither of these options are safe for the environment or water sources. Proper disposal of unused or out-of-date pharmaceuticals is necessary to ensure unwanted consequences.

## 5. ENERGY CONSERVATION

Energy conservation saves money, reduces pollution at the source and results in a cleaner environment. Conservation programs can be applied to a number of issues, including electric power generation, heating and cooling of buildings, and transportation uses. The City can promote energy conservation through a range of programs, including retrofitting City buildings with improved insulation, energy efficient lighting, efficient cooling and heating technology, and the use of electronic smart controls to use energy more efficiently. In addition, the City can ensure new vehicles are fuel-efficient models, support recycling by purchasing recycled content products whenever possible, and ensure any new City buildings include energy-efficient designs that incorporate solar and natural climatic principles, such as site orientation and use of local materials. Land use policies can encourage new development to recognize and offer incentives for site development, building orientation and appropriate material use that take advantage of natural energy-efficient principles.

### **Energy Conservation for Buildings:**

There are numerous opportunities to conserve energy in the design of new buildings and through retrofitting existing buildings with energy-efficient technology and natural design techniques. Some of these techniques include:

- **Technology:** Weatherization programs that add insulation, control air flow and leakage, and upgrade windows can reduce summer cooling and winter heating needs. Replacing older lighting fixtures with energy efficient fixtures can reduce energy use and lower costs. Most of the local school districts, for example, have recently been taking advantage of state and federal programs by installing parking shade structures that include rooftop solar panels for electric generation.
- **Natural Design:** Taking advantage of natural lighting techniques in the design of buildings can significantly lower lighting needs in commercial buildings. Trees and landscape planting on the south and west sides of buildings has been shown to reduce summer cooling costs by as much as 40% in this climate. Shading over windows can be designed to allow the lower winter sun to reach windows to provide warmth when needed while the higher summer sun is blocked from adding unwanted heat.
- **Codes and Policies:** City building codes should be reviewed to identify opportunities to encourage “green development” and more energy efficient forms of construction. Government offices, schools, hospitals, and larger institutional uses have an opportunity to incorporate alternative energy sources into their facilities. Doing so helps to set an example and encourage use of renewable energy sources and efficient design throughout the community.



## **E. GOALS AND OBJECTIVES – Environmental Planning**

### **GOAL F-1 PROVIDE A SAFE AND SUSTAINABLE ENVIRONMENT FOR COTTONWOOD AND THE SURROUNDING COMMUNITY.**

- Objective F-1. A** Continue to work closely with regional groups, agencies, municipalities and other land jurisdictions to coordinate efforts to preserve natural resources in Cottonwood and throughout the Verde Valley.
- Objective F-1. B** Support sub-area planning to identify local environmental resource issues.
- Objective F-1. C** Ensure all existing or updated building codes allow and encourage sustainable development and energy efficient construction.
- Objective F-1. D** Ensure that proposed master planned communities and other planned development projects incorporate the highest standards for environmentally beneficial objectives.
- Objective F-1. E** Create educational programs, including information on the City web site, as well as brochures and printed materials that address environmental protection, mitigation measures, and conservation techniques for both residential and commercial properties.
- Objective F-1. F** Support comprehensive programs that include high level of air and water quality, household and commercial recycling, energy conservation and related public education.

### **GOAL F-2 ENCOURAGE PROGRAMS THAT MAINTAIN AND IMPROVE AIR QUALITY STANDARDS**

- Objective F-2. A** Continue to identify and address the issues that contribute to the degradation of air quality and work towards minimizing the issues before air pollution can become a problem.
- Objective F-2. B** Support efforts to pave or place an impervious compacted and/or sealed surface on unpaved roads, alleys, driveways and parking areas so as to control dust.
- Objective F-2. C** Ensure that dust control measures are enforced during construction and grading activities.
- Objective F-2. D** Ensure compliance with the landscaping regulations with regard to installation and maintenance of ground cover on undeveloped portions of development sites.
- Objective F-2. E** Encourage alternate modes of transportation as a means to reduce automobile trips through continued improvements to the city-wide pedestrian and bicycle route systems and continued support for the Cottonwood Area Transit (CAT) system.

### **GOAL F-3 SUPPORT PROGRAMS TO ENSURE THE HIGHEST POSSIBLE LEVEL OF WATER QUALITY AND WATER CONSERVATION PRACTICES.**

- Objective F-3. A** Continue to protect and maintain the City's excellent water quality by utilization of Best Management Practices, including controlling stormwater runoff from construction projects, educating the public on non-point pollution activities and other measures that reduce the potential to degrade surface and groundwater quality.
- Objective F-3. B** Support development of the reclaimed water plant and distribution system, and promote the use of reclaimed water for open space, public recreation areas and other non-potable uses.



**Objective F-3. C** Support storm water use, rainwater harvesting and gray water use within existing and new developments.

**Objective F-3. D** Develop and implement a comprehensive system-wide water conservation program.

**GOAL F-4 SUPPORT PROGRAMS WHICH ENCOURAGE ENERGY EFFICIENCY.**

**Objective F-4. A** Develop building standards for energy conservation, including use of shade trees, building orientation, roof and building colors, architectural shading, use of wind or solar energy, re-claimed water, high efficiency appliances, the use of recycled materials, and natural daylighting techniques.

**Objective F-4. B** Perform energy audits and support upgrades to City buildings and facilities to improve energy conservation techniques and materials, including energy-efficient heating and cooling systems, energy-efficient lighting, building insulation, and technical control systems.

**Objective F-4. C** Develop a comprehensive plan to upgrade the energy efficiency of City fleet vehicles, including retrofitting existing vehicles where feasible, ensuring all new vehicles are fuel efficient models, and adjusting management operations where energy savings are indicated.

**GOAL F-5 ENCOURAGE AND SUPPORT PROJECTS WHICH MAINTAIN BALANCE BETWEEN THE NATURAL AND BUILT ENVIRONMENT.**

**Objective F-5. A** Explore better management of storm water runoff to reduce waste of potable water, enhance wildlife and reduce the impact of erosion.

**Objective F-5. B** Protect existing washes from pollution through educational programs that describe non-point pollution and related mitigation alternatives.

**Objective F-5. C** Review existing City Codes and Zoning regulations to encourage development that is sensitive to local topography including natural washes, native vegetation, steep hillsides, riparian corridors, view corridors and solar orientation.

**Objective F-5. D** Support citizen and volunteer groups that adopt major washes, open space areas and other natural areas for purposes of trash removal and beautification on regular basis.

**Objective F-5. E** Establish buffer zones adjacent to riparian areas and other critical wash corridors that help to preserve the integrity of the natural setting and serve to filter pollutants from stream channels.

**GOAL F-6 SUPPORT RECYCLING AND RESOURCE RECOVERY PROGRAMS.**

**Objective F-6. A** Support recycling programs by continuing to make space available for the material drop-off collection facilities and through on-going education programs.

**Objective F-6. B** Encourage economic development programs that support use of secondary materials in local businesses and development of new business that use or process recycled content materials and products.

**Objective F-6. C** Support a comprehensive recycling program for City of Cottonwood facilities and programs, including recycling drop-off stations for all City offices and facilities, formulas to support purchase of recycled materials and supplies for City uses, and policies to repair and reuse equipment where possible.



# 8. WATER RESOURCES ELEMENT

## A. INTRODUCTION

In 2005/06, Cottonwood purchased the six private water companies that serve water to the City and surrounding area. At the time, there was some criticism about this move, but from a water management perspective, it was a wise decision. Seven years later, these acquisitions and other measures have paid off. The City is pumping about 15 percent less water today than it did in 2005 and almost 20 percent less than what it was projected to pump in 2012. The City's total gallons per capita per daily (GPCD) use has been reduced by almost 30 percent. The City's continuous upgrades and maintenance of the water delivery system has reduced system losses by almost 80 percent.

While these accomplishments already benefit Cottonwood's citizens and its natural environment, the City is looking toward the future and believes it will serve the community even better by meeting all of the conservation standards it has envisioned. The City of Cottonwood has already achieved impressive results in its water conservation efforts, creating an example for other municipal water providers in Arizona. These accomplishments are the result of a water management strategy that has included a mix of acquisitions, upgrades and conservation measures. Cottonwood will continue to honor its commitment to upgrade and improve the water delivery system and will also expand its water conservation, water reuse and recharge efforts.

Like many other cities and towns throughout the arid west, Cottonwood is developing and will be implementing public outreach programs, offering financial incentives, and passing ordinances designed to encourage and even mandate the conservation and management of water. The City recently adopted a water management strategy that outlines seven key policies rooted in smart relations and values. They include protecting the Verde River, conserving groundwater, relying on accurate hydrologic data, recognizing the value of surface water rights, maintaining good relations with neighboring communities, embracing opportunities and being fiscally accountable in its water management practices. Cottonwood also completed a proposed comprehensive conservation program that consists of education and outreach programs, incentivized rebates, and new policies and ordinances. The City plans on formally adopting and implementing a comprehensive conservation program in 2013. When implemented, the conservation plan will reduce the City's already-low GPCD -- making it one of the lowest in the state.

The City has already committed to constructing and operating a state of the art reclamation plant capable of removing contaminants of emerging concern (pharmaceuticals, endocrine disruptors, etc.) and is investigating the feasibility of increasing the current reuse of reclaimed water and recharging all unused reclaimed water back to the groundwater system. The goal is to eventually reuse and/or recharge 100 percent of the reclaimed water. This effort, in conjunction with a comprehensive conservation program and the ongoing operation and maintenance efforts, will position the City of Cottonwood to be on the leading edge of water and wastewater treatment, management and conservation in Arizona.

Much of the information included in this section is derived from the Verde River Watershed Study prepared by the Arizona Department of Water Resources (ADWR), the Hydrogeology of the Upper and Middle Verde Watersheds, Central Arizona Study prepared by the U.S. Geological Survey (USGS), and the Central Yavapai Highlands Water Resource Management Study Phase I and Phase II Reports.



## **B. LEGISLATIVE REQUIREMENTS**

Arizona Revised Statutes (ARS §9-461.05.5) specifies that a general plan must have a Water Resources Element that addresses:

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

## **C. KEY ISSUES**

### **1. Regional study of water supplies.**

Safe, dependable water resources are critical to the health and well-being of current and future residents as well as to the environment of the region. The City of Cottonwood is highly dependent on local groundwater sources from the Verde Formation. Extensive amounts of information from numerous studies initiated by the Arizona Department of Water Resources (ADWR) and Yavapai County Water Advisory Committee (WAC) in conjunction with the U. S. Geologic Survey and the U.S. Bureau of Reclamation, as well as from studies conducted independently by the City have been utilized for developing plans to meet the projected future water needs. Utilizing these studies in the planning process is essential for ensuring the City's water development efforts will have no impacts on the River or the ecology of the region. The City continues to work independently as well as in concert with others on hydro-geologic studies conducted within the Verde Valley to fully understand the hydro-geology of the region. The information garnered from these studies will be utilized in the development of plans that will aid in preserving the base flows of the River. Some of the more notable studies completed to date are: Verde Watershed Study, 2000, ADWR; Hydrogeology of the Upper and Middle Verde River Watersheds, Central Arizona, 2005, U.S. Geologic Survey (USGS); Arizona Water Atlas, 2010, ADWR; Water Resources Development Commission (WRDC) Final Report Volumes I & 2, 2011, and WRDC Supplemental Report, 2012; Regional Groundwater-Flow Model of the Redwall-Muav, Coconino, and Alluvial Basin Aquifers Systems of Northern and Central Arizona, SIR 2010-5180, USGS, 2010; and the Central Yavapai Highlands Water Resource Management Study, anticipated completion 2013, U.S. Bureau of Reclamation.

### **2. Development of additional water resources.**

The City of Cottonwood's appeal for visitors and residents alike is its riparian environment, coupled with historical novelties and a modern business climate catering to practical needs and tourism. Cottonwood expects that over the next decades, it will continue to grow and thrive – but in order to accommodate this growth, the City has developed a water strategy that recognizes and deals with the challenges the City faces. The City's water management policies are rooted in "smart relations" with environmental, practical and community values. The City is currently developing a long-term water budget that will identify the current and committed water demands through build-out of currently available lands within the City and lands currently outside of the City that are anticipated to be annexed and developed in the future. In 2009 the City of Cottonwood obtained a Designation of Adequate Water Supply for 6,000 acre-feet of water annually from the Arizona Department of Water Resources. To obtain this Designation the City demonstrated it could withdraw continuously 6,000 acre-feet (more than twice the City's current water demand) of water annually for 100 years without causing the level of the groundwater to decline below a statutorily defined limit. In addition to the development of additional groundwater the City is actively pursuing the acquisition of surface water



rights to broaden and diversify its portfolio of water resource options. With reclaimed water being the only renewable source of supply that increases with population, the City is committed to reusing and recharging all reclaimed water in order to minimize the volume of groundwater that is anticipated to be needed to meet projected demands at build-out.

### **3. Water Quality.**

The City complies with all safe drinking water standards and continues to monitor and update its treatment processes as new regulations initiated by the EPA occur. An example of this was the EPA's reduction of the acceptable limits of arsenic in drinking water from 50 micrograms per liter (50 parts per billion (ppb)) to 10 micrograms per liter (10 ppb), which went into effect in 2006. In response to this change in regulatory requirements, the City implemented an extensive and very costly arsenic treatment program. In addition to the significant costs associated with treatment there is an increased water use requirement associated with the treatment process. The volume of water associated specifically with the arsenic treatment process is approximately 23 million gallons (70 acre-feet), which is enough water to meet the needs of 600 to 1,000 people annually. The City is also actively engaged in minimizing and eliminating the run-off of contaminants, including non-point source pollutants, and is encouraging the maintenance of vegetative buffers along stream channels that may help to filter pollutants.

### **4. Water Conservation.**

The City has achieved impressive results in its water conservation efforts, creating an example for other municipal water providers throughout the region and in Arizona. These accomplishments are the result of a water management strategy that has included a mix of acquisitions, upgrades and conservation measures. The City is pumping about 15 percent less water today than it did in 2005 and almost 20 percent less than what was projected to be needed in 2012. The City's total gallons per capita per daily (GPCD) use have been reduced by almost 30 percent. The City's continuous upgrades and maintenance of the water delivery system has reduced system losses by almost 80 percent. While these accomplishments already benefit Cottonwood's citizens and its natural environment, the City is looking toward the future and believes it will serve the community even better by meeting all of the conservation standards it has envisioned. A comprehensive conservation program that consists of education and outreach programs, incentivized rebates and new policies and ordinance has been drafted and will be formally adopted by Council in 2013. Cottonwood will continue to honor its commitment to upgrade and improve the water delivery system and will also expand its water conservation, water reuse and recharge efforts. The City recently adopted a water management strategy that outlines seven key policies rooted in smart relations and values and protecting the Verde River and conserving groundwater are at the top of that list. The City has participated in the development of a conservation curriculum for Kindergartners and fourth graders and is partnering with the Natural Resource Conservation District (NRCD) to expand its conservation education program to include all grades K thru 8<sup>th</sup>.

### **5. Reclaimed Water.**

Reclaimed water is the only increasing renewable supply of water that is currently available to the City. The City recognizes this fact and is committed to reusing and recharging all reclaimed water captured by the City. The City currently captures and treats almost 70 percent of all water delivered to homes on sewer, which is about 46% of the total water delivered to all customers. The current use of reclaimed water is limited to the common areas of a Cottonwood Ranch and the cemetery. Some recharge of reclaimed water is also occurring as a result of the discharges into Del Monte Wash. The volume of reclaimed water that is actually recharging back to the aquifer is unknown. Recently there has been a significant amount of concern expressed by individuals and groups regarding the possible negative human health effects resulting from the presence of contaminants of emerging concern (CEC), i.e. endocrine disrupters, pharmaceuticals, antibiotics, etc. Numerous studies have



been conducted by the EPA and others and thus far no negative human health effects have been identified from the reuse or recharge of A+ quality treated reclaimed water, which is what the City's current wastewater treatment plant produces. In anticipation of possible future regulation of CECs in reclaimed water by the EPA, the City has committed to constructing and operating a state of the art reclaimed water treatment facility that will have the capability to remove CECs. By taking this stand the City has positioned itself as a leader in the reclaimed water industry statewide, nationally and internationally. This position will also ensure the City's ability to fully utilize through reuse and recharge all reclaimed water produced by the City. In addition to the capture, treatment, reuse and recharge of reclaimed water, the City has adopted an ordinance requiring all new subdivisions install dual plumbing to capture and reuse gray water.

## **D. WATER RESOURCES**

### **I. REGIONAL WATER USE AND DEMAND**

Projected water demands in the Verde Valley sub-basin (Valley) have been developed as part of the USGS studies and the Central Yavapai Highlands Water Resource Management Study (CYHWRMS) for all water use categories including agriculture, municipal, private domestic, industrial including golf courses, and vegetation/riparian. Water use for irrigation of agriculture remains the single largest water use category at approximately 16,600 acre-feet per year followed by the water demand of the natural vegetation/riparian systems at more than 10,000 acre-feet annually. The CYHWRMS Phase I report projects the water demand for agriculture to decline in the Valley to around 11,000 acre-feet per year by 2050, as agricultural lands shift to other development uses. The recent success of the viticulture (wine) industry in the Valley and the anticipated increase in the number of irrigated acres converting to vineyards, however, may slow and or reduce the originally projected number of irrigated acres expected to shift to other development purposes. As to how much of an impact the viticulture industry will have on the total water use for irrigating agriculture in the Valley is still unknown. It should be pointed out that viticulture does employ sub-surface irrigation methods for watering the vines, which is significantly more efficient than the traditional flood irrigation methods employed in the Valley. Wherever possible the City will promote the use of reclaimed water for irrigating existing and proposed new agriculture including viticulture. An example of this commitment is the recently approved construction of a pipeline from the existing wastewater treatment plant to the newly constructed vineyards operated by Yavapai College as part of their viticulture program. This effort will allow the College to use reclaimed water rather than using potable water from the aquifer. Expansion of other types of local agriculture that rely on flood irrigation is not anticipated to occur because of the laws governing the use of surface water.

The U.S. Census completed in 2010 estimated Cottonwood's population to be slightly more than 11,000, which is about 2,000 more people than was estimated in 2000. Since 2007, with the onset of the current economic slowdown, the population of Cottonwood has remained fairly static hovering around the current population of about 11,300. In addition to the 11,300 people residing within the city limits, the City provides water service to a total population of about 23,000. Significant increases in population in the future are unlikely to occur until there is a substantial increase in the economy, but one thing is for certain, Arizona remains a popular place to live so it is only a matter of time before interest picks up again.

The CYHWRMS study projected the population of the Valley to more than double by the year 2050 (70,000 to 181,000) and predicted Cottonwood's projected water service area population to increase to more than 77,600 by the year 2050. Based on these projections, the study estimated an additional 16,000 acre-feet of water development would have to occur to meet the projected increase in total water demands for the entire Valley. This study also estimated Cottonwood's total annual municipal and industrial water demand in 2006 and 2050 to be about 3,145 acre-feet and almost 9,600 acre-feet



respectively. Projecting water use out to 2050 with any accuracy is difficult as can be seen by Cottonwood’s historical use trend, which was increasing up until the City purchased the private water companies serving Cottonwood. In 2001, the private water companies providing water to the Cottonwood service area pumped almost 3,400 acre-feet of water, which did not include the Verde Santa Fe area. Twelve years later in 2012, and after acquiring the six private water companies that served City and surrounding area, the City pumped 2874 acre-feet to meet the water needs of its customers. This equates to a 15 percent decrease in water pumped despite an increase of nearly 4,000 people in the population served by the City. The City will continue to pursue additional conservation and system efficiency measures to further reduce the projected water demands. Possible other solutions the City may employ to minimize and/or eliminate groundwater depletion include, increased groundwater recharge, enhanced storm water recharge, acquisition of surface water rights for conversion to municipal use in accordance with Arizona Water Rights law, and importation of water into the region.

<b>Verde Valley Municipal, Domestic, and Industrial Water Demand (Ac-feet)*</b>						
<b>Demand Center</b>	<b>2006</b>			<b>2050</b>		
	<b>Population</b>	<b>Demand (ac-ft)</b>	<b>GPCD</b>	<b>Population</b>	<b>Demand (ac-ft)</b>	<b>GPCD</b>
Camp Verde	12,497	2484	177	23,277	2,920	112
Clarkdale	3,999	481	107	22,460	1,887	75
Cottonwood Verde Villages	23,773	3145 2870**	108	77,630	9,565	110
Jerome	510	282	494	800	229	255
Sedona	11,080	3834	309	16,300	5,478	300
Big Park CDP	7,731	2514	290	8,810	1,954	198
Cornville CDP	4,075	959	210	7,448	1,543	185
Lake Montezuma	4,237	1383	291	8,308	1,117	120
Verde CCD	1,644	1232	669	4,377	1,152	235
Mingus Mtn CCD	510	353	618	1358	327	215
Humboldt CCD	225	53	210	600	114	170

- “Central Yavapai Highlands Water Resources Management Study - Phase I” excludes surface water agriculture demands
- \*\* Actual groundwater pumped by Cottonwood in 2012 for all uses
- 30% of Mingus Mountain CCD water planning area is within the Verde Valley Sub-basin
- 98% of Humboldt CCD water planning area is within the Verde Valley Sub-basin
- CDP: Census Designated Place
- CCD: County Control Division



## 2. HYDRO-GEOLOGIC CONDITIONS

Yavapai County is geologically complex and lies mostly within the Transition Zone geologic province situated between the Colorado Plateau to the north and the Basin and Range to the south. While rock types and water production amounts vary by location, the primary source of drinking water for Yavapai County residents is groundwater pumped from wells drilled into aquifers. The primary water providers are municipalities, private water companies, special districts and private domestic wells. The primary source of water for agriculture use is surface water diverted from rivers and streams within the Verde Valley. Average annual precipitation in the Cottonwood area is estimated at 14-16 inches annually with average annual precipitation ranging from 24 to 30 inches on the upper portions of the nearby mountain slopes.

The geology of the Verde watershed is complex, varying widely in age, lithology, and structure. Rock units within the Verde watershed are grouped by age into four broad categories from oldest to youngest: Precambrian rocks, Paleozoic rocks, Tertiary and Quaternary volcanic rocks and Tertiary and Quaternary basin fill alluvium. Precambrian age rocks occur widely in several areas of the watershed and form the basement complex, which extends to great depth. Precambrian age rocks are nearly impermeable except where fractured or faulted and are not considered to be water bearing units. Rocks of Paleozoic age generally lie just above the Precambrian rocks and consist of sandstone, limestone, and shale. Rock formations within this age category that may be water bearing include the Supai formation, Coconino sandstone, Toroweap formation, Kaibab limestone and Redwall limestone. In the Valley, tertiary and quaternary age basin fill alluvium overlies much of the Precambrian to tertiary age consolidated bedrock. Extensive deposits of basin fill alluvium occur in the Big Chino and Verde Valley. Much of the younger Quaternary stream alluvium consists of unconsolidated sand, gravel and silt deposited within present stream channels as flood plain alluvium and channel fill. The Verde Formation in the center of the Verde Valley is composed mostly of chalky lake limestone and siltstone deposits. The Verde Formation is believed to have been deposited between three and six million years ago in freshwater lakes created when volcanic flows dammed streams in the ancestral Verde Valley. The water bearing Verde Formation covers as much as 325 square miles and supplies most of the groundwater to growing communities within the Verde Valley.

The City of Cottonwood overlies a series of water yielding geolithic formations, including alluvial gravels, silts and clays from the Quaternary and Tertiary alluvium that makes up the Verde Formation. Immediately to the west and northwest of the City are series of faults that expose certain Paleozoic and Precambrian formations. To the north of the City are both Tertiary volcanic calderas (in Flagstaff) and basaltic flows (such as House Mountain, a “shield” volcano) and outcrops of Paleozoic sedimentary rocks typical of the Sedona and Jerome areas and the mountain front west of the Cottonwood area.

The most reliable and accessible groundwater resource in Yavapai County is located within the aquifers composed of younger (Cenozoic age) sedimentary and volcanic rocks, not the older granitic and metamorphic “basement” rocks. In the Verde River groundwater basin, which encompasses three sub-basins (Big Chino, Little Chino, Verde Valley), these younger materials fill the basins beneath the Big Chino, Little Chino and Verde Valleys, (modified from Blasch *et al* 2006). The water is accessible through wells drilled into the saturated zones of the differing aquifer zones.

The 2,500-square-mile Verde Valley sub-basin of the Verde River groundwater basin coincides very closely with the middle Verde River watershed. The regional aquifer in the sub-basin is composed predominantly of Paleozoic units present in the Coconino Plateau and of the basin-fill sediments, including the Verde Formation. The basin-fill sediments are the major aquifers as determined by interpretation of geophysical information (Langenheim *et al* 2005; Blasch *et al* 2006). The exact boundaries are not discernible. The saturated areas are the places (aquifers) where water is collected and stored until it is pumped, consumptively used by vegetation, or discharged to an outflow point such as a spring, creek, or River.



Estimates of groundwater in storage for the entire groundwater basin range from 13 million to 28 million acre-feet down to a depth of 1,200 feet below land surface. The USGS estimates natural and artificial recharge in the Big Chino and Verde Valley Sub-basins to be 27,720 acre-feet and 149,570 acre-feet respectively (Blasch *et al* 2006).

An important reference for the Verde Groundwater Basin is the USGS report by Blasch *et al*, 2006 (SIR 2005-5198) “Hydrogeology of the Upper and Middle Verde River Watersheds, Central Arizona.” This is the conceptual model report; and it served as the basis for the development of the Northern Arizona Regional Groundwater Flow Model, which was completed by the USGS in 2012. For the Verde basin and the 50 other groundwater basins in Arizona, The Arizona Water Atlas by ADWR and the Water Resources Development Commission (WRDC) Final Report, Volumes 1 and 2, 2011 are also good sources of information related to the question of water availability.

### **3. LEGALLY AVAILABLE WATER**

As defined in Arizona Revised Statutes (ARS), there are four categories of legally recognized water supplies available in Arizona: Colorado River water, surface water other than Colorado River water, ground water and effluent (ARS § 45-101, ARS § 141, A). Each water supply is administered in a different manner.

#### **a. Colorado River Water.**

Arizona has a 50,000 acre-feet upper basin allocation and a 2.8 million acre-feet lower basin Colorado River allocation. All Lower Basin Colorado River allocations are administered by the Secretary of Interior. Arizona’s upper basin Colorado River Allocation requires a federal contract and a State surface water right to exercise the use of that right. The 50,000 acre-feet of upper basin Colorado River water allocated to Arizona is held by the City of Page and the Salt River Project and any unused portion of that allocation is designated for use by the Navajo Nation. The 2.8 million acre-feet of lower basin water is allocated to cities, tribes, districts and farmers located along the Colorado River and in the three county areas of Maricopa, Pima and Pinal served by the Central Arizona Project (CAP). The cities, towns, tribes and districts served by the CAP are allocated 1.5 million acre-feet of the State’s 2.8 million acre-feet of lower basin Colorado River allocation. The remaining 1.3 million acre-feet is allocated to the cities, towns, tribes, federal entities, and districts along the River.

#### **b. Surface Water.**

Surface water rights are administered by ADWR and are based upon the Doctrine of Prior Appropriation, which means the person who puts the water to beneficial use first has the senior right to the use of that water. Prior to June 12, 1919, a person could acquire a surface water right simply by applying the water to a beneficial use and posting a notice of the appropriation at the point of diversion. On June 12, 1919, the Arizona surface water code was enacted. Now known as the Public Water Code, this law provides that “a person must apply for and obtain a permit in order to appropriate (capture and or divert for use) surface water” (ADWR). As defined in Arizona Revised Statutes, "Surface water" means the waters of all sources, flowing in streams, canyons, ravines or other natural channels, or in definite underground channels, whether perennial or intermittent, floodwater, wastewater or surplus water, and of lakes, ponds and springs on the surface... (ARS § 45-141, A). Surface water diverted from the Verde and its tributaries is used exclusively for irrigation. Current agricultural water demand is estimated to be about 16,600 acre-feet annually (CYHWRMS).

Since 1979 the State has been attempting to resolve the status of all rights for the use of surface water in the Gila River Watershed, which includes the Salt, Verde, Gila, and San Pedro Rivers as well as the tributaries to these rivers. Because of the over allocation and complex hydro-geologic relationship that exists between surface and groundwater this is a difficult and controversial process and to date no groundwater basin has been adjudicated. The Adjudication Court over the last several years has primarily focused its efforts on determining the sub-flow issue in the San Pedro Basin, which is the delineation of



when groundwater is reclassified as appropriable groundwater or surface water. Adjudication efforts in the Verde basin are not anticipated to ramp up until the Court has rendered a final Decision and Order in the San Pedro on the sub-flow issue and several other outstanding issues such as the Cone of Depression Test and the Deminimus Standard.

**c. Groundwater.**

Groundwater use is regulated and administered by ADWR. Groundwater rights are only issued within Active Management Areas (AMA). As defined in Arizona Revised Statutes, "Groundwater" means water under the surface of the earth regardless of the geologic structure in which it is standing or moving. Groundwater does not include water flowing in underground streams with ascertainable beds and banks (ARS § 45-101, 5). There are five AMAs in Arizona and the Prescott AMA, which encompasses Prescott, Prescott Valley and Chino Valley is the only AMA located within Yavapai County. The rest of Yavapai County is outside of an AMA and as such no groundwater rights exist. The regulation of groundwater outside of an AMA is based upon the Doctrine of Reasonable and Beneficial Use, which means if a person owns property they have the legal right to access groundwater for reasonable and beneficial use. The only state regulations governing the development of groundwater outside of an AMA are a prohibition on the interbasin transfer of groundwater and the requirement that a well must be drilled by a licensed well driller. There is also County stipulation that prohibits the development of a well within so many feet of a septic system. In Yavapai County that distance is 100 feet.

As of December 2012, the ADWR well registry indicated a total of 9,289 wells in the Verde Valley Sub-basin. Of that total, 7,856 were identified as either domestic or exempt wells (wells pumping less than 35 gallons per minute (gpm)) and 933 wells that were identified as non-exempt (wells that pump greater than 35 gpm). The remaining 501 wells were identified as monitoring, mineral exploration or other. Municipal and domestic groundwater use in 2006 was estimated in the CYHWRMS study to be about 13,000 acre-feet annually for the Verde Valley sub-basin. The Water Resources Development Commission estimated the 2006 municipal and domestic groundwater use to be about 16,000 acre-feet annually for the entire Verde River groundwater basin, which includes the Big Chino, Little Chino and Verde Valley sub-basins.

In 2009 the City of Cottonwood obtained from ADWR a Designation of Adequate Water Supply for 6,000 acre-feet of water annually. In order to obtain this designation the City demonstrated to ADWR that 6,000 acre-feet of groundwater will be continuously available to be pumped from the aquifer for 100 years without causing the groundwater table to decline below a statutorily defined limit. As part of this process the City is required to annually report its groundwater use to ADWR in order to maintain its designation. The City has worked independently of and in cooperation with the Yavapai County Water Advisory Committee (WAC) ADWR and the USGS to complete a series of scientific studies to determine the groundwater resources within the Verde Valley and the Verde River groundwater basin.

**d. Effluent.**

Effluent is regulated and administered by the Arizona Department of Environmental Quality (ADEQ). Effluent is defined in Arizona Revised Statutes, as water that has been collected in a sanitary sewer for subsequent treatment in a facility that is regulated pursuant to ARS Title 49, Chapter 2. Such water remains effluent until it acquires the characteristics of groundwater or surface water" (ARS § 45-101, 4). A city that produces and maintains control of the effluent is free to use it without regard to the laws governing surface water and groundwater. Effluent, better known as reclaimed water, is considered to be the only renewable supply that increases in volume with increasing population. The City of Cottonwood currently provides reclaimed water for irrigation, construction, dust control and other uses.



Construction of a new reclaimed water treatment plant is scheduled to begin in 2013 at the Riverfront Park complex. This new plant will significantly improve the quality of reclaimed water available for reuse. Recharge from septic systems in the Valley was estimated to be 2,120 acre-feet in 1996 (Verde Watershed Study, 2000). The exact amount of recharge that is occurring from septic systems is unknown. The existing wastewater treatment plant currently captures about 1,100 acre-feet of effluent annually and discharges more than 600 acre-feet to Del Monte Wash. How much of that discharge is recharged and how much evaporates is unknown. The current wastewater treatment plant has the capacity to capture and treat about 1,680 acre feet of effluent annually. Construction of the new plant will increase the City's capacity to treat more than 2000 acre-feet annually. The City is committed to reusing and/or recharging 100 percent of its reclaimed water.

#### **4. WATER QUALITY**

Water Quality is a term used to describe the chemical, physical, and biological characteristics of water, usually in relation to its suitability for a particular purpose, such as drinking water or wildlife use. The City currently meets or exceeds all safe drinking water standards set by the EPA and regulated by ADEQ.

##### **a. Non-point Source Pollution.**

Non-point source (NPS) pollution, unlike pollution from industrial and sewage treatment plants, comes from many diffuse sources. NPS pollution may be caused by inadvertent discharges of water from homes or business, rainfall, or snowmelt that results in runoff flowing over and through the ground. As the runoff moves, it picks up and transports naturally occurring and human-made pollutants, finally discharging them into lakes, rivers, wetlands, and coastal waters. Rainfall or snowmelt that percolates into the ground may also transport naturally occurring and human made pollutants, which can impact the quality of the groundwater used for drinking. These pollutants may include:

- Chemical and animal based fertilizers, herbicides, and insecticides from agricultural lands and residential areas;
- Oil, grease, and toxic pollutants from urban runoff and energy production;
- Sediment from improperly managed construction sites, crop and forest lands, and eroding stream banks;
- Salt from irrigation practices and acid drainage from abandoned mines;
- Harmful bacteria and other pathogens from animals, livestock, and pet wastes and faulty septic systems;

##### **b. Total Maximum Daily Load (TMDL).**

The Total Maximum Daily Load (TMDL) program, established under 303(d) of the Clean Water Act, focuses on identifying and restoring polluted rivers, streams, lakes and other surface water bodies. TMDLs involve collecting data in lakes, rivers and streams to determine total point and non-point source pollution loads and using the data to set maximum allowable loads from each of these sources. Loads are the quantity of pollution contributed to a stream by a single source, (i.e., a wastewater treatment plant) or by a group of sources (i.e., developments, agriculture fields, etc.). Point sources of pollution typically involve direct discharge into streams, such as from a wastewater treatment plant. Non-point sources, such as farms, lawns, or construction sites contribute pollution primarily through run-off.

TMDLs are generally developed one pollutant at a time for each particular water body and the limitation is defined by the intended use and purpose of the water body. For example, a TMDL may be developed for nitrogen in a particular stream segment that may vary from a different segment based on numerous factors. For many water bodies, multiple TMDLs for different pollutants are developed. Because it is difficult to identify specific non-point sources, TMDLs focus on estimating the aggregate contribution for all non-point sources along a body of water. The regulation of TMDLs falls to the states, territories and tribes. In Arizona the responsibility to regulate falls to ADEQ.



**c. Best Management Practices (BMPs).**

Best management practice (BMPs) in addressing water quality and non-point source pollution are effective, practical, structural or non-structural methods which prevent or reduce the movement of sediment, nutrients, pesticides, and other pollutants from the land to surface or groundwater. A thorough understanding of the BMPs and the flexibility in their application are of vital importance in selecting BMPs which offer site specific control of potential non-point source pollution. With each situation encountered at various sites, there may be more than one correct BMP for reducing or controlling potential non-point source pollutions. Care must also be taken to select BMPs that are practical and economical for maintaining water quality without impacting the quality of the environment.

**d. Water Quality Management.**

The purpose of water quality management is to achieve sustainable use of our water resources by protecting and enhancing their quality while maintaining economic and social development. Water quality management involves the identification and assessment of point and non-point source pollutants and their sources, and then determining the best management practices to control those pollutants to meet water quality standards.

**5. REGIONAL WATER MANAGEMENT ACTIVITIES THE CITY IS A MEMBER OF OR HAS BEEN ENGAGED IN**

The Verde River basin covers approximately 5,500 square miles of Central Arizona and covers parts of Yavapai, Coconino and Gila counties. It extends from the Coconino Plateau in the north to the USGS gauging station on the Verde River below Tangle Creek in the south, and from the Juniper and Santa Maria Mountains in the west to the Mogollon Rim in the east. The Verde River is a tributary of the Salt River; a tributary to the Gila River, which is a tributary of the Colorado River.

There are numerous federal, state, local and private organizations and agencies that are involved with water management, planning and advocacy. The City of Cottonwood has been actively involved over the years with a number of State and regional water groups, including the Yavapai County Water Advisory Committee (WAC), Northern Arizona Municipal Water Users Association (NAMWUA), Water Resources Development Commission (WRDC), and the Statewide Water Advisory Group (SWAG). Currently the City is an active member of WAC and NAMWUA.

**Yavapai County Water Advisory Committee (WAC)**

<http://www.yavapai.us/boards-and-commissions/yavapai-county-water-advisory-committee/>

In 1999, the Yavapai County Board of Supervisors in conjunction with eight cities and towns, two Tribes and ADWR created the Yavapai County WAC in recognition of the lack of and need for regional water planning. The role of the WAC, as envisioned, was to function as a County-wide committee reporting to the Board of Supervisors with the mission of developing and recommending by consensus a total water management strategy for preserving sustainable water resources for future generations while enhancing the economic viability of the County.

The WAC's key objectives are:

1. Identify and promote Yavapai County regional water management and conservation strategies that ensure sustainable use of water supplies, enhance economic vitality, and protect the base flows of the County's rivers and streams.
2. Maintain strong communication links among federal, tribal, state, county, local government, individual citizens and all other stakeholders.



3. Promote education regarding water resource knowledge and promote informed use of water resource studies and planning tools.
4. Monitor and analyze enabling legislation that will provide a local basis for management of water resources (Yavapai County, 2011) In its research and communications with all stakeholders, the WAC shares information and resources with many government agencies and committees, boards and citizen groups, most of which are delineated in a list in the appendix.

### **Northern Arizona Municipal Water Users Association (NAMWUA)**

<http://www.namwua.org/>

Created in 2002, NAMWUA represents nine northern Arizona municipalities that cooperate as a collective voice for water policy and the development of sustainable regional water supplies. In 2010, NAMWUA played an integral role in getting legislation passed that created the State's Water Resources Development Commission, which is tasked with conducting a statewide assessment of current and future water supplies and demands, and with identifying solutions to ensure a sustainable supply of water is available to meet the projected demands of the State through 2110. NAMWUA continues to play an active role in this and other statewide water policy and legislative efforts. The final report from the WRDC to the legislature is due to be complete by September 30, 2012.



## **E. WATER CONSERVATION**

Water conservation typically takes place only under moral suasion, incentivized reward, or direct regulation. For purposes of this Plan, conservation programs are classified into three categories: education and outreach, incentivized, and mandatory. Education and outreach programs play on the moral suasion of the consumer by providing purpose, perspective, and positive reminders of the importance of conserving water. Incentivized programs typically offer financial rewards to customers that implement City approved conservation practices. Mandatory conservation programs are generally the last conservation programs to be initiated and are accomplished through the adoption and implementation of policies and ordinances.

A comprehensive and effective water conservation program should include all three categories of water conservation and should be directed at all types of water use, including municipal/residential, commercial, industrial, and agriculture. One component of water conservation that tends to be forgotten in the decision making process of selecting which programs to pursue is the cost of implementation and the quantification of water conserved. Conducting these two evaluations of each conservation program provides a cost benefit analysis, which aids in the decision making process of selecting which programs to implement. The City has developed a draft comprehensive water conservation plan that includes programs from all three categories and is directed at all water use customers supplied water by the City. The City will formally adopt the plan in 2013. A key component of the program will be the continual monitoring and evaluation to determine the effectiveness of each component of the program.

### **I. EDUCATION AND OUTREACH**

Education and outreach conservation programs are generally considered voluntary in that any conservation of water that may occur is the direct result of voluntary actions taken by the consumers. This typically consists of educational programs targeted for grade schools, conservation signage, and the distribution and availability of conservation related information designed to educate, remind, and encourage citizens to conserve water. Although it is voluntary for the end user to take the initiative to conserve water, it may require passage of resolutions or ordinances by Council to mandate specific commercial enterprises post proper signage or make available conservation related information. Current education and outreach programs recommended in the City's proposed draft comprehensive water conservation program are as follows:

- The conservation tips and suggestion cards recently completed are recommended to be continued being made available at City offices with plans to expand the availability to other locations such as the library and recreation center. Other locations that may be considered for future distribution are nurseries.
- A water conservation webpage is recommended to be developed that provides conservation tips and reminders, current level of water conservation strategy and its associated conservation requirements, and links to information about water conservation and water resources.
- Sponsorship of a leadership training academy is recommended to be held annually for public and potentially interested political candidates to learn about water resources, water systems and conservation programs, as well as the different functions of the City departments, land use plans, etc.
- City staff is recommended to work in concert with the Cooperative Extension to offer conservation home and business audits.
- City staff is recommended to work with the Natural Resource Conservation District to expand and develop the current public schools water curriculum to include K thru 8<sup>th</sup> grade.
- City staff is recommended to initiate a contest within the local high school and perhaps even the middle school to produce a conservation video that will be judged by local citizens at an evening at the movies in the park or other venues.
- City staff is recommended to initiate a water conservation poster contest for 4<sup>th</sup> graders.



The City currently provides literature covering 10 areas of conservation topics including landscaping, irrigation efficiency, invasive species, indoor appliances, low-water use plant varieties, etc. The City supports the Project WET program and as mentioned above is proposing to expand this program to include a K thru 8<sup>th</sup> grade water curriculum in cooperation with the NRCD. The City participates in the development and teaching of a water literacy program for kindergartners. The City is a co-sponsor of and supports an annual water festival. City Staff also teaches a water sustainability class each semester at northern Arizona University. The City will continue to evaluate the potential for implementing additional educational information outreach programs as they are identified. Education and outreach programs will be an integral part of the overall comprehensive water conservation program the City adopts and implements.

## **2. INCENTIVIZED CONSERVATION**

The use of incentives in water conservation in the form of rebates or price breaks has been shown to be quite successful, if the measure of success is simply based on the number of people who take advantage of the program. If the measure of success is determined exclusively by the amount of water conserved, many if not most incentivized water conservation programs would be considered somewhat of a failure. In terms of the actual volume of water saved, most incentivized conservation programs result in very small volumes of water savings. Some would argue, however, that the actual water conserved, albeit important, is only one piece of the bigger picture. The bigger picture in this case is the heightened awareness of the consumer, which ultimately results in the development of a culture of conservation. The acceptability of these types of programs tends to be fairly high, but even these types of programs are not without issue. Incentivized conservation programs recommended for inclusion in the City's proposed draft comprehensive water conservation program are as follows:

### **Conservation Pricing.**

- Water rates can be more than a means of meeting utility revenue requirements. Water rates can be used to communicate to water users the private and social costs of water development. Water users can then base their consumption decisions on a more accurate accounting of the benefits and costs of using more or less water. If done and presented correctly, conservation pricing of water can be a powerful means of signaling the importance and scarcity of the resource to water users, most of whom experience very little connection between their water usage and their total bill. At a time when water demands are increasing while water supplies are remaining constant, conservation pricing is an effective way to communicate the true value of water. The most successful pricing programs are those that include an inverted rate block or tiered rate structure. These types of programs have a pricing escalator included in the structure, such that the more water the consumer uses the more the water costs per gallon. The City of Cottonwood currently has a four block tiered rate structure.

### **Installation of Waterless Urinals (commercial)**

- Waterless urinals installed in public restrooms have been estimated to conserve as much as 25,000 gallons per toilet annually. The actual savings are dependent upon the number of uses of the urinal. Problems associated with waterless urinals have been mostly associated with sediment buildup in the traps and pipes and odor problems if not properly maintained. Generally maintenance includes regular flushes of water to minimize and or eliminate sediment buildup and proper refilling of liquid sealants to prevent the escaping of sewer gas. The recommended program for implementing this conservation effort includes a rebate that will cover the cost of purchase and installation of the waterless units. For newly proposed commercial construction projects it is recommended the City consider adopting an ordinance that will require the installation of waterless urinals in all newly proposed commercial facilities with public restrooms.



### **Replacement of Low Efficiency Toilets with High Efficiency Toilets (residential) 1.6 or greater with 0.8 gpf**

- Toilets have been shown to be the number one user of water in all residences accounting for as much as 26 percent of the total indoor water use. Homes with toilets manufactured before 1994 used more than 3.5 gallons per flush (gpf). Toilets manufactured after 1994 were required to use no more than 1.6 gpf. Currently there are toilets that now use a maximum of 0.8 gpf, which is 50 percent less than the current national plumbing standard. Replacing one 3.5 gpf toilet in a household of 2.3 people per household could conserve more than 9,000 gallons per year. Replacing 200 toilets that flush at more than 3.5 gpf in the average household could potentially conserve more than 1.8 million gallons or 5.5 acre-feet per year. It is recommended that the City implement this program and provide a rebate that will cover the cost of the toilet and either all or a portion of the installation costs.

### **Landscape irrigation audits (commercial)**

- It is recommended the City work with the NRCD and/or Cooperative Extension to provide as a service to commercial customers landscape irrigation audits. The objective would be to provide the necessary information to the end-use customer to improve the efficiency of their irrigation systems and potentially reduce their monthly costs for water while reducing their overall water use.

### **Rainwater cisterns.**

- It is recommended rainwater cisterns of a certain size be promoted and a possible rebate offered for residences and commercial facilities that install a rainwater cistern for the purpose of irrigating existing landscaping in place of using potable water.

### **Landscape conversion to automatic drip systems and incorporation of rainwater sensors.**

- It is recommended that this program be included and promoted as part of the landscape irrigation audits. For large turf facilities the City would provide a rebate as an incentive to convert to drip or to install rainwater sensors into an existing sprinkler irrigation system.

### **Installation of low water use spray rinse nozzles in commercial restaurants.**

- The City already participates in this program and is recommended to continue offering low water use spray rinse nozzles in commercial restaurants.
- Replacement of low efficiency showerheads with high efficiency shower heads

### **Hot water recirculation systems.**

- It is recommended the City through ordinance require all newly constructed homes include a hot water recirculation system. The objective of these systems is to supply hot water on demand. Actual volumes of water flowing down the drain while waiting for hot water to flow from a tap are unknown, but estimates range from 2,000 to more than 10,000 gallons per residence per year.
- The City adopted the rinse smart program whereby low-flow power rinse nozzles for commercial restaurants are made available at no cost. The City's current tiered pricing structured is considered to be a fairly aggressive conservation pricing program and in comparison to other cities in Arizona is considered one of the better conservation pricing programs. The City is currently conducting a thorough review of incentivized water conservation programs with the intent of incorporating them into a comprehensive water conservation program. Initial efforts will focus on rebate programs for replacement of low efficiency toilets in public restrooms with waterless urinals and replacement of low efficiency toilets in residences with high efficiency toilets. Implementation of additional incentivized rebate programs will be based upon the availability of funds.



### **3. MANDATORY CONSERVATION**

Historically, water conservation ordinances mandating immediate actions by end-use customers have only been initiated when the situation warranted the immediate conservation of water in order to ensure delivery of water to all customers, or to ensure compliance with State mandated regulatory requirements. In recent years, there has been an increase in the adoption of water conservation ordinances by some cities without some impending emergency or looming regulatory requirement requiring the passage of an ordinance. Most water conservation ordinances that are adopted focus primarily on new developments, but there have been exceptions where the adopted ordinances apply to existing water users. For water conservation ordinances that apply to existing customers, cities generally offer an incentive to offset or lessen any upfront out of pocket expenses that may be associated with the ordinance. An example of this is the ordinance passed by the Town of Payson requiring the replacement of all urinals in public restrooms with waterless urinals. To offset the cost to the business owner, the Town provided a rebate that covered the entire cost of the acquiring and installing a new waterless urinal.

Many customers of cities and towns feel it is unfair to shoulder the costs associated with developing new water resources that will be needed to meet the demands of future customers. Based on this premise, many cities and towns adopt ordinances that specifically require “new” developments to comply with fairly restrictive conservation measures in order to be approved and to minimize the potential impacts to existing customers. Examples of these types of ordinances include no evaporative cooling, limited or no turf landscaping, re-circulating hot water systems, no swimming pools, gray water reuse systems (purple pipe), no RO or salt-based water softening systems, etc. Requiring these types of programs for all new developments is much more easily accomplished and less expensive to implement than requiring existing customers to retrofit existing homes and business. Mandating certain conservation measures to existing customers will generally require offering a rebate or some other means of incentive in order to gain acceptance.

It is recommended the City adopt the Demand Reduction Strategy I level of conservation year round. Other water conservation ordinance recommended for inclusion in the City’s proposed draft comprehensive water conservation program are as follows:

#### **Indoor Residential Water Conservation**

- Mandatory restriction on the installation of evaporative coolers in new homes
- Mandatory restrictions on the installation of RO and salt-based water softening units

#### **Indoor Commercial/Industrial Water Conservation**

- Mandatory requirement for all existing public restrooms to retrofit with waterless urinals
- Mandatory required use of waterless urinals for all new public, commercial, multi-family-residential common-use buildings, and in all commercial and industrial restroom remodels.
- Mandatory requirement to use self-closing faucets in all new commercial restrooms
- Mandatory installation of high efficiency washers in new multi-family and commercial laundry
- No new reverse osmosis water vending machines
- Mandatory restriction on the installation of evaporative coolers in new commercial and industrial buildings.

#### **Outdoor Residential Water Conservation**

- Limited or no turf allowed for new homes
- No expansion of existing turf areas
- Mandatory use of reclaimed water on all existing turf areas greater than 5 acres if available
- No watering of native plants.
- Hosing of sidewalks and driveways prohibited



**Commercial/Industrial Water Conservation**

- Hosing of sidewalks, parking lots and driveways prohibited
- No installation of evaporative coolers in commercial buildings
- Mandatory requirement to install recirculating systems for all new evaporative cooling systems, decorative water fountains, car washes and commercial and industrial clothes washers
- No spas in motel rooms
- No new swimming pools
- Mandatory low water use spray rinsers in commercial restaurants
- No new golf courses or at a minimum mandatory use of reclaimed water for all new golf courses
- No spray type fountains
- No treated, metered, potable water from the municipal water supply system may be used for the purpose of filling or refilling artificial lakes.
- Zoning restrictions related to water use

The City is currently conducting a thorough review of mandatory conservation programs with the intent of including them as part of the overall comprehensive conservation program. The Drought and Water Shortage Preparedness Plan already adopted by council and listed below presents the Demand Reduction Strategies. As stated previously it is recommended the stipulations listed in Demand Reduction Strategy I be included as part of the proposed draft comprehensive water conservation program and enforced year round rather than just for the months of May through September as is currently required.



## **PLANNED AREA DEVELOPMENT (PAD) ZONING – WATER CONSERVATION**

The City of Cottonwood Zoning Ordinance includes procedures and standards for proposed master planned communities. Applicants have the option to request Planned Area Development (PAD) Zoning, since this approach can provide greater flexibility with property development standards in return for providing a project that exceeds various public policy objectives. Meeting the highest standards for water conservation with drought tolerant landscaping, appropriate site design, conservation plumbing and effective water use methods is part of the expectations for consideration of PAD zoning.

The Cottonwood Zoning Ordinance, Section 407 (Landscaping Requirements) includes requirements for drought-tolerant landscaping. This applies to new commercial development, multi-unit residential and master planned communities. Existing individual residential uses that are not part of a planned development are exempt from the landscaping code but are encouraged to voluntarily use low water use landscaping. The Landscaping ordinance encourages the use of xeriscape landscaping techniques, rainwater harvesting, and grey water reuse. Additionally, a recommended plant list describes native and appropriate non-native plants for the Cottonwood area. This list is further broken out to recognize appropriate riparian (river) area plants for sites near the Verde River or its major washes, in addition to the dry upland chaparral plants.

The Cottonwood Zoning Ordinance, Section 424 (Planned Area Development Zone) includes requirements and options for water conservation features to be submitted with the Master Development Plan. The intent of this ordinance is to encourage comprehensive, neighborhood-scale solutions to address water conservation in new master planned communities.

Master Development Plan Water Conservation Program: Dual drainage systems to accommodate gray water use are required for certain types of residential development, as per the City of Cottonwood Plumbing Code, as amended. A Planned Area Development (PAD) may propose alternative water conservation systems, other than dual type plumbing systems, as part of its Master Development Plan. The City Council may waive the dual type plumbing system requirement as part of its approval of the PAD and/or development agreement upon finding that the project will incorporate superior water conservation, re-use and/or recharge features, including a reclaimed water system serving the PAD.

Among the factors the City Council will evaluate in considering PAD Zoning requests include:

- The greater efficiency of a master planned community-wide application of water conservation, re-use and recharge features, demonstrating responsible use of reclaimed water as provided for in the approved Master Development Plan.
- That all City Council requirements be formalized in the Master Development Plan required for PAD approval, through the ordinance approval of the zoning amendment, and through any Development Agreement that may be included.
- The installation of any re-use system or reclaimed water system is approved by and installed to all Federal, State, County and Municipal standards as they apply.



## F. DROUGHT AND WATER SHORTAGE PREPAREDNESS PLAN.

Chapter 13.16 of the Cottonwood Municipal Code was amended in November 2006 to add the City of Cottonwood Drought and Water Shortage Preparedness Plan. In adherence to the Arizona Drought Preparedness Plan issued by the Governor of Arizona, the City of Cottonwood developed its Drought and Water Shortage Preparedness Plan (DWSPP).

The City of Cottonwood recognizes the necessity for protection of its water supply by monitoring water use to existing, pending, and future development within its water service areas in order to ensure the continuing economic development and stability of the City, and to promote the health safety and welfare of all citizens, visitors and users of the Cottonwood Municipal Water Utility. The DWSPP addresses various options and drought mitigation strategies in the event there is a serious level of drought or other water shortages to the Cottonwood Municipal Water Utility Users.

### PURPOSE AND INTENT

The purpose of the DWSPP is to provide strategies and procedures for periods of time when the City's normal and customary water supplies may not be able to meet the City's needs due to below normal rainfall or other issues that have affected the municipality's water supply. A DWSPP plan is also a resource that can be used should a meteorological drought last for several years.

The intent of the plan is to provide ways for the City, businesses, and residents to aid in water demand reduction when a water supply insufficiency occurs, and to provide a framework for operations of the Cottonwood Municipal Water Utility during times of drought and water shortage.

### DEMAND REDUCTION STRATEGIES

1. The Demand Reduction Strategies outlined in this plan incorporate a variety of measures to reduce the use of potable water in response to water drought or supply insufficiency conditions. Demand reduction includes measures which would restrict water further than a normal conservation minded desert lifestyle.
2. Compliance with demand reduction strategies is **mandatory**, for all cottonwood municipal water utility users, and any violation of the demand reduction strategies may result in surcharges being added to a city of cottonwood municipal water facility user's utility bill, as further provided in § 13.16.050 of this drought and water shortage preparedness plan.
3. Water demand reduction during a drought may incorporate both voluntary and mandatory measures. Many of the organizational demand reduction strategies to a drought condition, including conservation measures, are appropriate for responding to a short-duration supply insufficiency. Generally, responses to a systemic failure will be more rapid and may omit intermediate steps normally associated with an incremental drought response plan.
4. It is evident that drought is not a constant or totally predictable condition in occurrence or duration. Rather, there are levels of drought and levels of drought impact, and therefore, levels of demand reduction strategies. This plan includes **three levels** of Demand Reduction Strategies, as follows:



## DEMAND REDUCTION STRATEGY I “WATER ALERT”

**Goal:** The goal of Strategy I is to reduce water demand to a level where safe production capability exceeds water demand. Demand Reduction Strategy I is designed to work in concert with Resource Status Level I. The following measures are mandatory:

- a. Water shall be conserved both inside and outside the home using best practices available to minimize waste.
- b. Landscaping for residential uses shall be accomplished with plant materials that require little or no supplemental irrigation water.
- c. Outdoor water usage shall not occur between the hours of 9:00am – 5:00pm. Watering days shall be coordinated with your address. Even numbered addresses may irrigate on Wednesday, Friday and Sunday. Odd numbered addresses may irrigate on Tuesday, Thursday and Saturday. For places where there is no discernible address, the even date schedule should be followed (right-of-ways, medians, etc.). No irrigation shall be allowed on Monday.
- d. Automobile washing shall only be undertaken with a bucket and hose with shut off nozzle, other water saving devices such as a pressure washer, or at carwashes that recycle or re-circulate water.
- e. No person shall waste water (see definitions section under “wasting water”).
- f. Cooling of outdoor areas with water or misting devices is prohibited.
- g. Restaurants shall serve water to customers upon request only, and shall display table tents or other types of public notice to this affect.
- h. Hotels shall wash a customer’s linens if a stay is in excess of one night on request only, and the hotel shall display notice to this affect.
- i. Construction projects are required to use reclaimed water or effluent for construction and dust control purposes.
- j. Requests for Commercial Provisions must be made to the Cottonwood Utilities Director.

## DEMAND REDUCTION STRATEGY II “WATER EMERGENCY”

**Goal:** The goal of Strategy II is to reduce water demand to a level where safe production capability exceeds water demand for ten (10) consecutive days. **Demand Reduction Strategy II includes all Demand Reduction Strategy I requirements (§13.16.030(A)(5), with the following additional, mandatory measures:**

- a. Sidewalks, driveways, parking areas, tennis courts, patios, or other similar paved surfaces shall not be washed down with water.
- b. Water shall not be added to fountains, water features, recreational swimming pools, spas, or wading pools holding more than one hundred (100) gallons of water.
- c. No new landscaping for commercial projects shall be installed.
- d. Landscaping not installed, which was required by the City of Cottonwood to meet the Landscaping Requirements of the Cottonwood City Code or Zoning Code, will not delay a Certificate of Occupancy to be issued, providing its installation is delayed as a result of a suspension of new landscaping permits and a surety is provided that is acceptable to the Community Development Department.



## DEMAND REDUCTION STRATEGY III “WATER CRISIS”

**Goal:** The goal of Strategy III is to reduce water demand to a level deemed necessary to recover from the loss of supply due to a temporary or permanent failure of any major supply or distribution facility in the water distribution system or to increase water in storage a point where fire protection for the City is not impaired.

**Demand Reduction Strategy III includes all Demand Reduction Strategy II requirements (§13.16.030(A)(6), with the following additional, mandatory measures:**

- a. No potable water shall be used for outdoor purposes.
- b. No potable water may be used in violation of any other restriction deemed necessary by the Cottonwood City Council for the purpose of protecting the welfare of the citizens of Cottonwood.
- c. Water system connection permits shall not be issued and permitted new connections shall not be activated.
- d. No new Commercial Provisions shall be allowed unless approved by the Cottonwood City Council.

Water is our most precious natural resource and is increasingly stressed by the demands our society places on this resource. Adequate water supplies are an essential element in human survival, ecosystem health, energy production, and economic sustainability. Changes in climate patterns have historically played a significant role in the availability of water supplies. Although it is not fully known what changes to the climate will occur most scientists forecast a change in the near term that will be warmer and dryer. Whether this is a temporary cyclical change or a new norm is uncertain, but either way it has the potential for impacting historically available water supplies. As a result of these potential impacts, the City continues to be actively engaged in developing plans and setting goals that will ensure the sustainability of the resource, while meeting the water needs of its customers and preserving the environment. The City is fully committed to taking the necessary steps to ensure it has secured a sustainable water supply for its customers and in 2009 applied for and received a determination of a 100 year adequate water supply from the Arizona Department of Water Resources.

## REFERENCES

- *Reconnaissance Watershed Analysis on the Upper and Middle Verde Watershed*, Loyd O. Barnett and Richard H. Hawkins, School of Renewable Natural Resources University of Arizona, Tucson, Arizona; funded by Arizona Rural Watershed Initiative and administered by Arizona Department of Water Resources. June 2002.
- *Arizona Water Atlas Volume 5: Central Highlands Planning Area*, Section 5.5 Verde River Basin. Arizona Department of Water Resources. June 2007.
- *Hydrogeology of the Upper and Middle Verde River Watersheds, Central Arizona*. USGS report by Blasch et al, 2006.
- *Central Yavapai Highlands Water Resources Management Study, Phase I and II Reports*, Bureau of Reclamation, Yavapai County Technical Work Group, 2011.
- *Water Resources Development Commission Final Report, Volumes I and II*. October 1, 2011



## **G. GOALS AND OBJECTIVES – Water Resources**

### **GOAL 8-1 MAINTAIN AND IMPROVE WATER SUPPLY FOR USERS OF THE COTTONWOOD WATER SYSTEM TO MEET EXISTING AND LONG TERM NEEDS.**

- Objective 8-1. A** Support regional and statewide efforts related to the planning, management, development and conservation of water resources within the Verde Valley.
- Objective 8-1. B** Develop an integrated water resource management plan that provides guidance for long-term planning, quantifies the needs for water resources, and determines the necessary water, wastewater and reclaimed water infrastructure needed over time.
- Objective 8-1. C** Support legislation that protects local riparian habitats and water supplies.
- Objective 8-1. D** Pursue the recharge and reuse of all reclaimed water.
- Objective 8-1. E** Actively pursue the acquisition of surface water rights from all available sources.
- Objective 8-1. F** Regularly update and maintain the distribution system to optimize efficiencies and provide a reliable supply for all uses including fire flows.

### **GOAL 8-2 MAINTAIN AND IMPROVE WATER QUALITY.**

- Objective 8-2. A** Support monitoring of water quality data by federal, state and local agencies.
- Objective 8-2. B** Support additional water quality base line studies.
- Objective 8-2. C** Develop standards that prohibit any development that may adversely affect surface and groundwater quality.
- Objective 8-2. D** Identify potential sources of surface and ground water pollution and develop methods to prevent and/or mitigate impacts that may occur.
- Objective 8-2. E** Maintain buffers of natural vegetation along washes and rivers to restrict and/or minimize impacts from non-point source pollution.
- Objective 8-2. F** Require all new development within the service area to hookup to the municipal water and sewer systems, as a means to discourage expanded use of septic tanks and to promote water conservation.

### **GOAL 8-3 PROTECT THE VERDE RIVER BASEFLOW AND MAINTAIN RIPARIAN HABITATS ALONG THE RIVER CORRIDOR AND TRIBUTARIES.**

- Objective 8-3. A** Monitor and support measures that maintain historical base flow levels in the river system.
- Objective 8-3. B** Develop standards that prohibits development from impacting the base flow of the river and the riparian habitat supported by the river.
- Objective 8-3. C** Designate protective corridors and buffers for the river and major tributaries as part of land use planning and design review.
- Objective 8-3. D** Support educational programs and related resources that inform people of all ages of the critical importance and role the river plays in supporting the riparian habitat, wildlife and the culture of the region.



**GOAL 8-4 PROMOTE WATER CONSERVATION, RECLAIMED WATER, RECHARGE AND REUSE.**

- Objective 8-4. A** Construct a state-of-the-art reclaimed water treatment plant and expand the distribution system to make reclaimed water available for use on all open public space.
- Objective 8-4. B** Develop and adopt a comprehensive water conservation program that includes education and outreach, incentivized, and mandatory conservation measures.
- Objective 8-4. C** Strategically develop and locate recharge projects that will offset groundwater pumping and recharge all unused reclaimed water.
- Objective 8-4. D** Amend the Zoning Ordinance to limit the amount of irrigated turf to 90 acres for all new 18 hole golf courses (5 acres of irrigated turf per hole) and require them to be irrigated with reclaimed water only.

**GOAL 8-5 DEVELOP FUNDING SOURCES FOR WATER DEVELOPMENT.**

- Objective 8-5. A** Develop a funding plan to pursue the acquisition of surface water rights and the implementation of upgrades to the water supply and distribution system.
- Objective 8-5. B** Coordinate water related improvements and funding with the Capital Improvements Plan.



# 9. COST OF DEVELOPMENT

## A. INTRODUCTION

The Cost of Development Element includes policies, strategies and objectives designed to ensure that costs to the public for facilities and infrastructure associated with new development are appropriately assigned to support the long-term well-being of the community; and to require that new development provides “fair share” compensation toward the cost of additional public service needs and City infrastructure generated by the impacts of that development.

As the city grows there will be a continuing need to provide expanded services and facilities for the public. Expanded capacity for street improvement projects, sewer lines, waste water treatment plants, police and fire protection, parks and recreation programs, library services, general municipal administration and maintenance programs must be financed through some source of funding. Although new residential development provides revenue generation from permits, fees and various proportional funding sources, those gains need to be weighed against increased demands for services, facilities, upgrades and long-term system maintenance.

Local tax revenues or increased state shared revenues alone do not typically provide adequate funding to cover the increased demand for services and improvements. Funding of new capital improvement projects generally requires substantial up front financing to be assembled prior to project initiation. The purpose of the Cost of Development Element is to identify mechanisms and strategies available to finance public services and facilities associated with new development and to identify policies to ensure such mechanisms are applied fairly to all involved, including both private and public sectors.

## B. LEGISLATIVE REQUIREMENTS

Arizona Revised Statutes § 9-461.05.D.4. requires a general plan to include a Cost of Development element that identifies policies and strategies the municipality will use to ensure development will pay its fair share toward the cost of additional public service needs generated by new development, with appropriate exceptions when in the public interest. This section asks to identify mechanisms to fund public service expansion needed for new development and to include policies to ensure any costs are fairly applied. This element shall include:

- (a) A component that identifies various mechanisms that are allowed by law and that can be used to fund and finance public services necessary to serve new development, including bonding, special taxing districts, development fees, in-lieu fees, facility construction, dedications and service privatization.
- (b) A component that identifies policies to ensure that any mechanisms that are adopted by the municipality under this element result in a beneficial use to the development and bear a reasonable relationship to the burden imposed on the municipality to provide additional public services to the development and otherwise are imposed according to law.



## C. KEY ISSUES

### 1. Meeting public service expectations.

Estimates of future capacity and service needs change over time based on the current demand and known development trends. As these trends in development have historically varied, it is necessary for the City to carefully monitor the relationship of development activity and capacity, especially since demand can increase or decrease relatively quickly. The City should also periodically survey developers and residents regarding the quality and expectations of City facilities, services and programs.

### 2. Monitoring cost of operations and services.

The City's ability to address needs for public facilities and services is directly affected by the cost of those facilities and services and how those costs are anticipated to change over time. The City should continue to maintain a detailed inventory of costs, and develop policies and methods for measuring and forecasting those costs, so as to correlate them with the City's budgeting process and a regularly updated Capital Improvements Plan.

### 3. Evaluating impact and "fair share."

Statutes provide the City with the ability to require fair share contributions from builders to offset the cost of infrastructure, facilities and services necessary to support new development. However, the amount of the contribution is limited to those impacts that can be determined as directly related to that development. Programs have to follow strict standards to demonstrate the level of impact associated with new development. To ensure fairness, the City should use a fiscal impact analysis which considers how new development contributes toward capital financing in various ways. Fee-recovery analysis should also differentiate between on-site and off-site improvements, to what degree each is required to be recaptured, who is subject to these standards and at what stage they are determined: rezoning, subdivision, permits, etc.

### 4. Establishing financing mechanisms.

Statutes provide that expenditures may not legally exceed the expenditure limitation of all fund types as a whole. Therefore, the City must look to alternate sources of funding to equitably assess and manage the fiscal and capital impacts resting from development and growth while maintaining the current community development standards for public services and facilities. As developer contributions may only be applied toward the impacts of new development, the City should also consider a comprehensive approach to financing facilities and services for older areas of the City in need of revitalization. As funding mechanisms change over time, the City should also continue to monitor potential federal, state and regional funding sources for projects which benefit the community.

### 5. Efficient Land Use.

Infrastructure costs can be reduced by encouraging development in locations where infrastructure is currently available or in relatively close proximity. Expansion of streets, utilities and city facilities to areas beyond current services areas adds to the overall project costs. Through careful design and layout of projects it is possible to reduce public facility costs and produce attractive quality developments that meet contemporary market expectations. Compact pedestrian-oriented development that includes a mix of residential densities and integrated commercial uses can be designed in a manner that reduces both upfront and life-cycle costs.



## D. FUNDING MECHANISMS

Sustainable growth and development requires a range of public services and capital improvements to be provided at a citywide level, such as roads, water systems, sewer systems, public safety and quality of life improvements. Various infrastructure requirements can be addressed for new subdivisions, planned developments and other commercial development through existing City codes and ordinances; however, these mechanisms generally only cover a portion of the needs for many development proposals. Even with substantial responsibilities placed on the developer, there can be additional impacts to citywide systems that have to be addressed by other means. Infrastructure and service upgrades, such as sewer and water systems, street circulation facilities, fire and police protection, recreational facilities and general City administration, are also expected components of a complete city program.

The City maintains a core financial policy that is intended to provide a consistent delivery of services to the citizens of Cottonwood with a focus on prioritizing funding according to services, needs and demands for city residents. A key goal is to maintain operating expenditures and capital acquisitions within current year revenues with exceptions allowed only for exceptional needs. A number of financing alternatives are available to address the cost of development. A partial list includes the following:

### **General Fund.**

Current revenues, consisting of local sales tax, state-shared revenues, use fees, and various grant sources can be used to pay for all or part of service expansions. This is typically limited to relatively smaller amounts due to competing interests with general operating expenses. General fund revenues can be used where a cash match is required for grant requests and funds can be set aside over a number of years to build up revenues.

### **Sales Tax Revenue.**

The transaction privilege tax (sales tax) is collected on the gross receipts of sales of products and services to the end user. Until 1987, the tax rate was 1%. In 1987, the voters approved an increase of 1% to fund the construction of the wastewater collection/treatment plant. In 1992, the voters approved an additional two-tenths percent increase to construct a new library. The current local portion of sales tax for Cottonwood is three-percent (3%.) The total combined sales tax rate in Cottonwood is 10.35%; however, with no local property tax, the tax burden on local residents tends to be equal or lower than a number of nearby communities and many other Arizona cities.

### **Specialty Industry Tax (Hotel Bed Tax).**

Many jurisdictions place a tax on certain types of specialty uses, such as hotels, restaurants and bars. The tax collected is directed towards specific uses that also benefit those businesses being taxed, such as tourism promotion, recreational facilities and cultural programs. Cottonwood currently has a 3% hotel tax that is used by the Cottonwood Chamber of Commerce for tourism promotion and related economic development activities.

### **Permit Fees.**

Revenues from permit fees collected from building permits, zoning fees, parks and recreation fees and a variety of other programs need to be based on the cost of service provided. Such fees generally help offset the direct costs associated with providing these services but typically only cover a portion of operating expenses.

### **User Fees.**

User fees are assessed for the specific use of a service or activity. A user fee can be utilized to defray a portion of the total cost of the entire project. One advantage of the user fee is that it is incurred by the person using the specific service. This may include use of facilities, parks or other city property.



## **Development Fees.**

Recent changes to state statute have placed limitations on how development fees are applied. The intent of development fees is for a developer to contribute fees to pay for a proportionate share of the public facilities required to serve such development. With growth and development, eventually someone is going to have to pay for new infrastructure and facility expansion to service such growth. Municipalities may continue to assess development fees that were in place prior to January 1, 2012 but after August 1, 2014, cities are required to replace any existing fees with new regulations consistent with the new state legislation. (A.R.S. § 9-463.05) Key provisions include the following:

1. Necessary Public Services. The new legislation requires that municipalities only charge Fees for the following facilities that have a life of 3 years or more: water, wastewater, storm water, streets, Police and Fire (does not include regional training facilities, administrative vehicles, planes, or helicopters), parks (less than 30 acres), and Libraries (up to 10,000 square feet).
2. Service Areas. The new law requires that there be a “substantial nexus” between the Fee project and the development being served by this facility thus requiring the establishment of meaningful service areas as opposed to the one or two service areas over the entire jurisdictional boundary that some municipalities had been utilizing.
3. Infrastructure Improvement Plan. (“IIP”) Municipalities now must prepare a detailed IIP by service area(s) that will identify all public facilities serving existing developments and the current Level of Service (LOS) of such facilities. The IIP must show all public facilities to be provided to new development and their expected LOS. The IIP must forecast future revenues estimated to be generated by new growth and to the extent used to fund DIF improvements offset be provided. Additionally, costs estimates must be prepared by qualified professionals that are licensed in the state of Arizona.
4. Completion Requirement. The new law requires that municipalities plan and provide for water and sewer service within 15 years after the project is included within the IIP and 10 years for all other projects. If facilities are not complete within this time frame a refund of the unexpended Fees will be required.
5. Advisory Committee or Certified Audit. Prior to assessing the Fee, the municipality must either:
  - a.) Establish a five member advisory committee, of which half of the members must come from the development industry and at least one from the home building industry; or,
  - b.) Engage a qualified firm for a biennial certified audit of the Fee program.
6. Other Miscellaneous Provisions. Other provisions of the state legislation regarding development fees include:
  - a. Requirement that municipalities may no longer waive Fees for any category of development, unless the municipality commits to reimburse the Fee accounts for which the Fee would have been collected.
  - b. Fees are frozen for a period of 24 months from the date on which the first building permit is issued rather than when the project is approved.
  - c. Fee credits will be provided for any project not included in the IIP. If a jurisdiction attempts to require as a condition of project approval the construction or contribution of a facility not included in the IIP, the jurisdiction must add the facility to the IIP and provide the developer a credit against their Fees.
  - d. Fee credits may be assigned to other developments within the same service area.
  - e. Municipalities may continue to bond against Fees, but may only use Fees to pay off the portion of the bonds that were used to finance the construction of the facility.



**Offsets.**

Offset refers to a reduction, in the form of a credit against impact fees owed to the city, for new development. Offsets against the amount of an impact fee due from a new development shall be provided only for the following impacts on the city's water and/or wastewater systems:

- A. Creates increased water supply; Enhances water pumping facilities; Adds water supply, storage, and pumping facilities deemed by the City Council to be beneficial to the citizens of Cottonwood;
- B. Increased wastewater treatment capacity deemed by the city council to be beneficial to the citizens of Cottonwood;
- C. Enhanced downstream collection system capacity deemed beneficial to the citizens of Cottonwood.

**Dedications.**

A dedication is the conveyance of land by a private owner in the nature of a gift or grant and the acceptance of that land by the City. Streets in a subdivided development are usually acquired through a dedication to the public of the property comprising the streets. The public is then required to maintain those facilities forever. Rights of way are granted to the city by the developer through the enactment of City Ordinance #144. Other dedications may include land for various uses either through donation or as associated with certain development applications.

**Development Agreements.**

Development agreements are permitted under A.R.S. 9-500.5 for municipalities. Development agreements permit contractual arrangements between the City and property owner(s) usually in regards to various development applications submitted at the request of a developer. Development agreements are entered into in a voluntary manner between the city and the developer. Such agreements spell out the responsibilities for each party and should be considered as mutually beneficial to all concerned. Agreements can identify specific responsibilities for providing various public amenities.

**Grant Sources.**

Grants may be available for public service expansion, including transportation related projects, water and sewer expansion, historic building renovation, economic development projects, police and fire equipment and vehicles, and public facility improvements. Grant sources may be federal, state, corporate or private funds. Grants may or may not require matching funds through cash match or from in kind sources. Grants are typically competitive and cannot be expected as a guaranteed source.

**Community Development Block Grant (CDBG).**

The City of Cottonwood is on a four-year cycle for receiving the CDBG grant funds. Current standards allow one project to be selected per cycle for a qualified project that meets established priorities. CDBG grants come from HUD through the Arizona Department of Housing with coordination and administration through NACOG. Public Hearings are held on the projects to be selected and rigorous criteria must be met and adhered to for the expenditure of these funds. Potential projects, including infrastructure, must qualify through identification of meeting community needs, primarily through assisting low to moderate income residents, elderly, disabled or similar special needs populations or affected areas.

**Property Taxes.**

The City of Cottonwood does not levy a City property tax. For many communities this is their primary source of revenue to fund operating expenses and maintenance of municipal facilities and services. A variety of other property taxes are applied in Cottonwood, including those by Yavapai County, various school districts, and state and other agencies; however, the City of Cottonwood obtains operating revenue through sales taxes, service fees, state share and other sources. Enactment of a local property tax would require approval by the voters of Cottonwood. The idea has historically had low support.



**Franchise Tax.**

A franchise tax is generally based on the gross sales of various regulated utility companies that serve Cottonwood customers. Such tax revenues tend to cover or contribute to a portion of costs and generally have limitations on their use.

**Revenue Bonds.**

Revenue bonds are issued by a municipality and backed by a dedicated revenue stream. Funds are borrowed to finance public service expansion and paid back through future revenues pledged to the bond issuer. Improvements to existing water and sewer facilities commonly use revenue bonds since these types of facilities have a steady revenue stream from the utility users to attract bond buyers. Revenue bonds do not require voter approval and the constitutional debt cap does not apply to revenue bonds. Municipalities with a population of under 75,000 may issue revenue bonds to finance utilities or recreational facilities.

**Municipal Property Corporation Bonds.**

Funds borrowed for improvements to municipal facilities, such as Police and Library facilities, requires pledge of all City excise tax revenues. Excise taxes include local and state-shared taxes, franchise taxes, licenses, permits and fines collected. Public vote is not required.

**Improvement Districts.**

Typically used to finance local sewer, water or street improvements but may also include certain other types of area-wide improvements. An assessment is determined for each property in the district based on the share of benefit to be derived. The assessment district may be defined as the entire city or as a specific area to be determined. Typically, a schedule of payments is assessed to property owners to be paid over a number of years, such as through monthly or annual payments. The builder is paid in full for work completed through funding obtained through issuance of bonds. Bonds are secured by a lien on affected properties. Requires approval by a majority of property owner within the affected area through a petition process.

**Community Facility District Bonds.**

Allows financing of a range of public infrastructure projects through revenue bonds or assessment bonds within an improvement district. In principle, the property owners in the district and not the City assume liability if default should occur. In practice, when default occurs, property owners are going to go to the municipality for relief. Water and wastewater projects, street improvements, downtown redevelopment and public facilities may be financed through issuance of Community Facility District Bonds. Has proven risky in other Arizona communities when the economy weakened and foreclosures resulted in default causing those municipal governments to have to step in and attempt to restructure half-finished projects.

**General Obligation Bonds.**

Cottonwood does not have a local property tax so use of general obligation bonds as a financing source is unavailable. However, cities throughout Arizona commonly use this source for infrastructure funding. Funds borrowed to finance public service expansion, such as sewer, water and parks that are paid back through future property tax revenues. If there was a local property tax, the City could borrow for up to 20 percent of its secondary assessed valuation with an additional 6 percent available for special projects. It would have to be approved by a public vote. But this source is not available without a property tax.

**Enterprise Fund.**

The Enterprise Fund is used to account for operations of the City's wastewater fund. The fund is financed and operated in a manner similar to private business enterprises where the intent of the governing body is that the cost of providing goods and services to the general public on a continuing basis be financed or recovered primarily through user charges.



## **E. FINANCING AUTHORITIES**

### **Arizona Commerce Authority**

The Department of Commerce, a state agency, was disbanded in 2010, and reformed as a public-private group with a more limited focus. The Arizona Commerce Authority (ACA) is described as the state's leading economic development organization with a streamlined mission to grow and strengthen Arizona's economy. The ACA uses a three-pronged approach to advance the overall economy: Recruit, Grow, Create. The ACA is overseen by a public-private sector board comprised of Arizona leaders in business and policy. A variety of services and grants may be available to assist development activities in Arizona.

### **Greater Arizona Development Authority (GADA)**

The Greater Arizona Development Authority (GADA) was created by the Arizona State Legislature to assist local and tribal governments and special districts with the development of public infrastructure. GADA leverages its funds to lower the costs of financing and help accelerate project development for public facilities owned, operated and maintained by a political subdivision, special district or Indian tribe. Additionally, they can provide professional assistance in securing financing for infrastructure development and construction. The GADA Fund was utilized by the City of Cottonwood for partial funding of the Public Safety Building. In fiscal year 2011, the Arizona Legislature passed H.B. 2001 assigning the Water Infrastructure Finance Authority of Arizona (WIFA) to provide general administrative support, equipment, office and meeting space to GADA.

### **Water Infrastructure Financing Authority (WIFA)**

An independent entity authorized to finance water, waste water, reclaimed water and other water projects. WIFA offers Water Quality Bonds that allow municipalities to borrow money at lower interest rates and lower financing costs for water-related infrastructure development. Typically, they offer 20-year terms with simple interest payments. The City's existing wastewater treatment plant was partially financed through WIFA.

### **USDA Rural Development (USDA/RD)**

The US Department of Agriculture program provides assistance to rural towns in the form of direct grants, technical assistance, guaranteed loans, research and educational materials to address water, sewer and waste disposal, electricity, housing and business development and for housing, business, community facilities, and utility systems. Their mission is to enhance the ability of rural communities to develop, to grow, and to improve their quality of life by targeting financial and technical resources into areas with the greatest need for activities with the greatest potential. Programs connect rural residents to the global economy by:

1. Increasing access to broadband and 21st century telecommunications services;
2. Funding sustainable renewable energy development and conservation;
3. Financing reliable and affordable electric systems;
4. Working to integrate smart grid technologies;
5. Capitalizing on climate change opportunities; and
6. Developing rural water and wastewater systems to help address water quality.

### **Arizona Main Street Program (SHPO)**

The State Historic Preservation Office (SHPO) part of Arizona State Parks now manages the Arizona Main Street Program. The National Main Street Program managed by the National Trust for Historic Preservation provides a format for businesses, residents, community organizations and local government to partner on downtown revitalization efforts that combine historic preservation, business enhancement, marketing, event coordination, and tourism promotions. Efforts are led by local residents with support from the state and national programs. Funding and technical assistance may be available where local partners demonstrate interest. Needs to be community-driven and not a City-directed program.



## **F. GOALS AND OBJECTIVES – Cost of Development**

### **GOAL 9-1 MEET LOCAL EXPECTATIONS FOR PUBLIC FACILITIES AND SERVICES IN A COST EFFICIENT, FAIR AND EQUITABLE MANNER.**

- Objective 9-1. A** Ensure that development occurs in a fiscally sound and equitable manner.
- Objective 9-1. B** Encourage efficient, infill development and re-development in areas already served by existing infrastructure and public facilities.
- Objective 9-1. C** Establish a reasonable threshold of public facilities and services.
- Objective 9-1. D** Conduct “quality of life” surveys, and conduct public meetings and other activities to ascertain resident and visitor satisfaction with the current services, facilities, equipment and infrastructure serving the City.
- Objective 9-1. E** Develop a comprehensive strategy of redevelopment which addresses facilities and service needs for older portions of the City.
- Objective 9-1. F** Identify the costs of City operations and facilities to maintain current and preferred service level standards. Maintain an inventory of costs associated with City facilities and services.
- Objective 9-1. G** Study activities which affect the cost of facilities, such as facility usage; baseline traffic counts of major roadways and intersections, police and fire department response times.
- Objective 9-1. H** Coordinate planning with non-municipal utility providers to ensure that future community needs are being addressed.

### **GOAL 9-2 EQUITABLY ASSESS AND MANAGE THE FISCAL AND CAPITAL IMPACTS RESULTING FROM NEW DEVELOPMENT.**

- Objective 9-2. A** Identify methods to measure the impacts of development on existing services so as to determine reasonable requirements imposed on the cost of development.
- Objective 9-2. B** Conduct periodic traffic counts on major roadways throughout the City as a baseline for traffic impact studies for new development projects.
- Objective 9-2. C** Support regional transportation planning programs that provide funding sources for roadway improvements that impact the City of Cottonwood.
- Objective 9-2. D** Support efforts to regularly update the wastewater master plan to measure the impacts of growth on the sewer system and wastewater facility.
- Objective 9-2. E** Perform a fiscal impact analysis and identify other methods to measure the actual impacts of development on existing services and facilities to ascertain reasonable requirements and fees to be imposed on new development and re-development. The analysis and policy should also acknowledge how new development helps to fund or attain capital improvements.
- Objective 9-2. F** Continue to develop and investigate mechanisms for funding public improvements and for relieving the public of financial burdens which may be associated with new development.



**GOAL 9-3 IDENTIFY INNOVATIVE AND NON-TRADITIONAL FUNDING MECHANISMS TO ENABLE FUNDING OF PUBLIC SERVICES, FACILITIES, EQUIPMENT AND INFRASTRUCTURE NECESSARY TO MEET THE CITY'S NEEDS.**

**Objective 9-3. A** Identify funding and development strategies for other necessary improvements associated with growth and development, including off-site street and infrastructure improvements, park facilities, public safety needs and other necessary city programs and public improvements.

**Objective 9-3. B** Support the establishment of special improvement districts where approved by the affected properties, to provide necessary improvements, such as utility improvements, drainage improvements, sidewalks, and various street enhancements.

**Objective 9-3. C** Explore opportunities for public/private partnerships which may help to provide financing for facilities and services.

**Objective 9-3. D** Annually evaluate the City's Capital Improvement Plan to coordinate public projects that in a manner that is compatible with City development goals and to ensure maximum usefulness and affordability to the residents of Cottonwood.

**Objective 9-3. E** Investigate the possibility of revenue sharing to offset costs for facilities and services which may be associated with both local and regional impacts and which provide for mutual benefit for affected parties.



# 10. HOUSING ELEMENT

## A. INTRODUCTION

The Housing Element provides a conceptual framework to help better understand the existing and projected housing needs of the community. The availability and variety of quality housing in different cost ranges are critical to the economic vitality and diversity of the community. These actions further economic and community development efforts, assist with the maintenance of a stable employment base and workforce, and help to attract quality business investment. The Housing Element is intended to help ensure that Cottonwood continues to provide for the housing needs of all its residents, and to provide guidance for the development of programs that result in the availability and affordability of housing to all segments of the population.

To support the goals of ensuring quality housing for a diverse population, the City of Cottonwood has developed the following housing policy statement:

*The community's success in economic diversification and job creation is directly linked to housing availability and quality. To ensure the economic viability of Cottonwood, the City in partnership with other public or private agencies, shall strive to maintain and foster an environment where a variety of quality housing opportunities are available for all socio-economic levels and age groups. The City of Cottonwood shall support various grant, loan, and technical assistance programs aimed at ensuring a balanced mix of quality and affordable housing and addressing the critical housing conditions of the community.*

Although good quality rental housing serves the interests of many residents in Cottonwood, the importance of supporting homeownership goals also needs to be a continuing part of the program emphasis. Over the past two decades the homeownership rate in Cottonwood has declined from fifty-six percent (55.6%) in 1990, to fifty-four percent (53.7%) in 2000, to forty-eight percent (48.3%) in 2010. Nationally, owner-occupied housing rates are over 66%. Achieving an increased homeownership rate requires multiple strategies. A comprehensive approach starts by ensuring good quality job opportunities, quality educational institutions, and healthy, safe neighborhoods. Additionally, attention needs to be given to various land use policies that support these goals. Key strategies in Cottonwood include promoting homeownership opportunities, ensuring that adequate land is zoned for a variety of housing types, and identifying mechanisms to encourage in-fill development and neighborhood revitalization.

While much of the housing stock in Cottonwood was built over the past few decades, several neighborhoods have older housing that may be suitable for rehabilitation. Housing rehabilitation, code enforcement and infrastructure improvements within these neighborhoods will strengthen the community fabric and encourage increased investment. Cooperation among neighborhood groups, housing developers, business representatives and government agencies can help identify opportunities for improvements.

There are a number of innovative new housing strategies that could be considered to ensure there are adequate housing opportunities for an increasingly diverse population, such as accessory units, small lot zoning, small planned developments and compact, mixed-use developments. Such innovative and forward-thinking approaches to housing may take more attention with up front planning and design but could potentially provide solutions that would be compatible with existing land use patterns and market interests. The Housing Element provides a review of potential programs and resources and lays out a strategy for a multi-level, long-term approach to support housing needs for the community.



## **B. LEGISLATIVE REQUIREMENTS**

The State of Arizona does not require cities of less than 50,000 residents to provide a Housing Element as part of their General Plan. (A.R.S. § 9-461.05.) However, due to the history of growth patterns in this area and the ongoing interest in providing adequate, safe and affordable housing to meet the needs of a diverse population and to support the integrated goals of promoting quality economic development and quality housing, it is in the interest of the community to include a housing element in this plan. The housing element provides an overview of existing and potential programs along with appropriate recommendations to help realize the goals and objectives of the program. The goals and objectives address programs in support of housing quality, variety and affordability and for the provision of adequate sites for a variety of housing types.

For reference, the section of Arizona Revised Statutes that describes general plan requirements for a housing element for larger cities is as follows:

### **I. A.R.S. § 9-461.05. General plans; authority; scope**

E. The general plan shall include for cities of fifty thousand persons or more and may include for cities of less than fifty thousand persons the following elements or any part or phase of the following elements:

6. A housing element consisting of standards and programs for the elimination of substandard dwelling conditions, for the improvement of housing quality, variety and affordability and for provision of adequate sites for housing. This element shall contain an identification and analysis of existing and forecasted housing needs. This element shall be designed to make equal provision for the housing needs of all segments of the community regardless of race, color, creed or economic level.

### **2. Fair Housing Act Amendments of 1988.**

Discrimination in the sale, rental, leasing and financing of housing or land to be used for construction of housing, or in the provision of brokerage services, on the basis of race, color, religion, gender, disability, familial status or national origin is prohibited by Title VIII of the Fair Housing Act Amendments of 1988. It is the policy of the City of Cottonwood to implement programs, within the constraints of its resources, to ensure equal opportunity in housing for all persons regardless of race, color, religion, gender, disability, familial status or national origin; and the City of Cottonwood will assist all persons who feel they have been discriminated against in housing issues to seek equity under existing federal or state laws, including providing information regarding filing a complaint with the Arizona Attorney General's Office or the U.S. Department of Housing and Urban Development.

Under the Fair Housing Act, it is unlawful to discriminate in housing based on:

- Race
- Color
- National Origin
- Religion
- Gender
- Familial Status
- Disability

Under the Fair Housing Act, it is against the law to:

- Refuse to rent to you or sell you housing.
- Tell you housing is unavailable when in fact it is available.
- Show you apartments or homes only in certain neighborhoods.
- Set different terms, conditions, or privileges for sale or rental of a dwelling.
- Provide different housing services or facilities.



- Advertise housing to preferred groups of people only.
- Refuse to provide you with information regarding mortgage loans, deny you a mortgage loan, or impose different terms or conditions on a mortgage loan.
- Deny you property insurance.
- Conduct property appraisals in a discriminatory manner.
- Refuse to make reasonable accommodations for persons with a disability if the accommodation may be necessary to afford such person a reasonable and equal opportunity to use and enjoy a dwelling.
- Fail to design and construct housing in an accessible manner.
- Harass, coerce, intimidate, or interfere with anyone exercising or assisting someone else with his/her fair housing rights.

## **C. KEY ISSUES**

### **1. Comprehensive Housing Program.**

An effective housing program looks at housing needs from a comprehensive perspective. A balanced program includes housing at all levels from emergency and transitional housing to first time homebuyers programs, housing rehabilitation, special needs housing, retirement and senior housing, as well as family-oriented and executive-level housing.

### **2. Provide for Diverse Housing Needs.**

A mix of housing types is essential to address the housing needs of a diverse population. Cottonwood has a wide variety of households and demands for housing types. There are different household sizes, income levels, age differences and cultural backgrounds. Land use planning can play an important role in addressing housing needs in terms of allowing different housing types and configurations throughout the community.

### **3. Housing for an Aging Population.**

The percentage of Cottonwood residents 65 and older (26%) is about twice the state and national average with more than one in four residents in this category. There is a need for housing options to meet the needs of seniors and retirees. Options should be available ranging from managed institutional facilities to groups homes integrated into neighborhoods to smaller secondary units built into existing homes to allow independent living.

### **4. Accessible Housing.**

There is a need to increase the number of homes that can accommodate persons with differing levels of abilities. With an older population there is a corresponding increase in the number of persons with mobility impairments and other types of disabilities. Universal accessibility in the design of new homes ensures that residents and visitors will have adequate access to and within the residence. This includes at grade entrances without steps or other barriers, bathrooms of sufficient size and dimension to accommodate wheelchairs, doorways and hallways with adequate maneuvering area, railings and grab bars where needed, levered handles and other features designed to accommodate the variety of needs of a diverse population.

### **5. Housing for Low Income.**

Housing affordability for lower income households is a concern in many communities. Housing development tends to be driven by market interests; however, there are various things the City can do to support the development of more affordable housing options, such as to offer support for creation of a regional nonprofit housing agency, amend zoning codes to encourage more options and continue support for low income housing tax credit projects.



**6. Increasing Home Ownership Opportunities.**

Over the past three decades the percentage of owner-occupied properties in Cottonwood has steadily declined. Rental options fill the needs of many people but home ownership provides a range of well-documented benefits, including supporting personal and family economic growth, and generally increased attention to home maintenance and home investment.

**7. Maintenance of Housing Stock.**

A good portion of the City's housing stock is older and in need of ongoing maintenance. In some neighborhoods a majority of housing units are rental properties occupied by low to moderate income households. A Residential Rental Maintenance Code was established in 2008, to address public safety and hazardous conditions. Encouragement, incentives and regulatory enforcement are all needed to ensure compliance with property maintenance standards.

**8. Nuisance Abatement.**

The City of Cottonwood has an active Code Enforcement program to address civil nuisance violations, such as storage of junk and debris on properties, abandoned and inoperable vehicles, and excessive weeds on properties. This program is intended to encourage upkeep of properties and to fix blighted conditions that can lead to neighborhood decline.

**9. Jobs and Housing Balance.**

A well-distributed jobs and housing balance is a basic goal that each community in the region needs to address independently. Providing a range of housing types to address the diversity of household incomes, ages and sizes is part of the long-range goal for ensuring a healthy, economically sustainable community. Reliance solely on the regional marketplace to address a broad range of housing needs puts the entire region at risk from often contradictory conditions and policies in the various communities. Zoning decisions, such as with master planned communities, should address the importance of ensuring a well balanced mix of jobs and housing in their findings.

**10. Higher-Wage Opportunities.**

Housing conditions are directly linked to the availability of job opportunities that pay a decent wage. Homeownership goals require a minimum threshold for income levels in the community. Promotion of primary employment opportunities needs to be a central goal of an economic development strategy that supports housing needs.

**11. Community Enhancement Programs.**

The ability to attract and retain good businesses in the community is directly linked to the quality of life that may be generally perceived. Corporate location specialists often look at the condition of schools, housing, shopping opportunities, community facilities and general amenities, such as recreational facilities, trails systems, libraries and parks before they consider relocating in a community. The City should continue to support various civic improvement programs, as these attributes ultimately create the context for a strong business climate that will provide good jobs so that people can have decent homes and healthy neighborhoods.



## D. HOUSING BACKGROUND

### I. POPULATION CHARACTERISTICS

A balanced housing market is one in which a variety of housing is available and affordable to all segments of the population. A quality mix of housing that is affordable to various population groups is the basic goal for a comprehensive housing program.

The typical American household is no longer typical. Increasingly, housing choices are defined by a diverse mix of arrangements. Families with children make up one segment of the housing market. Seniors are another key segment. But there are also single adults, groups of unrelated adults, extended families and a wide range of special needs population groups.

The detached, single-family residential dwelling on an individual lot is often presented as the universal ideal for housing; however, throughout America, this format increasingly does not meet the reality of how the majority of people actually live. For many people, their housing needs are better served by other formats, including multi-unit residential developments, shared homes, group homes and managed facilities.

A complete housing program for Cottonwood supports and encourages policies to ensure a diverse range of land use opportunities are available. Housing capable of meeting the demands of an aging population and housing that is desirable and affordable to young families and working-age populations are also essential to the long-term economic and cultural vitality of the community.

### 2. AGE DISTRIBUTION

#### 2010 US CENSUS

	<u>Age</u>	<u>Percent of Population</u>
Cottonwood	65+	25.92%
Arizona	65+	13.79%
Cottonwood	20-35	15.88%
Arizona	20-35	20.3%
Cottonwood	18 and under	20.72%
Arizona	18 and under	25.5%

**Median Age:** The median age of Cottonwood residents went from 41 years old in 2000 to 46.2 in 2010.

### 3. AGING POPULATION

Cottonwood has a significantly higher percentage of its population in the older age bracket than the state or nation as a whole. As people grow older their housing needs tend to change. Families change as children grow up and move away, income sources change, and people make adjustments to personal health and physical changes.

With more than 1 in 4 residents over the age of 65, Cottonwood has almost double the state and national average of elderly residents, which is closer to 1 in 8. At the same time, Cottonwood has a lower percentage of children and young adults. Young adults tend to move away after high school to seek greater educational and life experience opportunities. The result is a continuing pattern with fewer younger people in the child rearing age group living here. The Verde Valley has always been attractive as a retirement destination; however, a large part of the senior population is comprised of people who are “aging in place,” have lived here many years, raised families, had careers, and are now retired.



#### 4. HOUSING OCCUPANCY

Homeownership rates in Cottonwood have declined from fifty-six percent (55.6%) in 1990, to fifty-four percent (53.7%) in 2000, to forty-eight percent (48.3%) in 2010. Nationally, owner-occupied housing rates are over 66%.

Total Housing Units	5,886
Occupied Dwelling Units	5,179 (2010)

##### 2010 Occupancy Rates

Occupancy rates have averaged 2.27 persons over the past decade. About 40% of households have one resident. Almost 75% of households have only 1 or 2 residents.

##### Home Ownership Rates

Renter Occupied	2,601	50.2%
Owner Occupied	2,578	49.8%

Arizona Ownership Rate 2010	67.4%
USA Ownership Rate 2010	66.6%

##### Owner-Occupied – Household Occupancy

1 person	33.8%
2 persons	44.4%
3 or more	21.8%

##### Rental Units – Household Occupancy

1 person	47.4%
2 persons	23.0%
3 or more	29.6%

#### 5. HOUSEHOLD COMPOSITION

##### Age of Housing Stock

Approximately 525 of the total number of housing units or almost 10% of the total number of structures were constructed before 1960 or earlier with approximately 333 of those constructed before 1940. One part of the criteria for consideration of historic designation through state and federal programs generally includes being at least 50 years old. These residences could potentially qualify to be recognized as historic landmarks if they meet certain other requirements for significance and integrity.

##### Type of Housing

About 65% of housing units are shown as single detached units, including manufactured units; and 35% of housing units are multi-unit, including townhomes, duplex, triplex, fourplex and larger apartments.

##### Detached

Single-Family Residence	45%	2,330 units
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##### Multi-Unit

Attached single-units	5%	(townhouse)	1,813
2 or 3 units	10%		
4 or more units	20%		

##### Manufactured

Manufactured Homes	20%	1,036
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## 6. AFFORDABILITY

*2010 US Census: Cottonwood Estimates*

64% of owner-occupied dwellings pay \$1000 or more per month for mortgage costs.

19% of rental units pay \$1000 or more in rent.

Approximately 41% of Cottonwood dwelling units were paying \$1000 or more in monthly rental or mortgage costs in 2010. Almost 60% of households were paying less than \$1000 per month.

The term, “affordable housing,” is used to describe housing prices relative to general market trends. Affordable housing has been defined by HUD and other housing professionals as housing for which the occupant is paying no more than 30 percent of income for basic housing costs, including utilities and rent or mortgage. The 30% measurement is generally considered more of a rough guideline since it does not fit every situation. This definition is generally more applicable to low and moderate income households than to either very low or very high income households, which have different issues related to housing and costs.

Another definition of housing affordability is: adequate income to meet housing costs with sufficient resources remaining for basic goods and services and the generation of additional and/or future income.

When housing is not affordable, the local economy is impacted in several ways. Households that pay a high percentage of income on housing have less disposable income for basic goods and services, and therefore have less money to spend in the community. Additionally, if basic quality housing costs are too high in relation to local wages, employers have difficulty attracting and retaining quality employees. Having an adequate supply of affordable housing for different income levels is considered a key issue in support of economic development efforts to attract and retain quality employment opportunities.

Income levels in the community can be evaluated based on statistics collected through the US Census Bureau. The 2006-2010 Median Household Income for Cottonwood was \$32,364. By comparison, the 2000 Median Household Income was \$27,444.

The “poverty rate” is a general indicator defined by the federal government that measures the ability of households within a specified area to afford basic costs, including housing, food, health care and so on. The 2010 poverty rate for Cottonwood was indicated at 21%, where the Arizona poverty rate was 15.37% of households.

## 7. VARIETY

A variety of housing types are necessary to meet the diverse housing needs and desires of both owners and renters. Additionally, housing variety represents opportunities for households to move within the market. A large portion of the Verde Valley multi-family housing stock is located in Cottonwood. A higher share of small (1 bedroom) units are located in Cottonwood and a majority of these units are renter occupied. Further, only five percent (5%) of the Cottonwood housing stock and six percent (6%) of the Verde Valley housing stock consist of large (4 or more bedroom) units. A lack of units with an adequate number of bedrooms to accommodate larger families leads to overcrowding, which impacts housing quality and neighborhood stability.

The available land for residential development needs to be periodically evaluated to ensure adequate opportunity for a mix of housing types. A mix of detached single-unit residential, multi-unit and manufactured housing is recommended. Efforts to support greater variety in the type of housing, size and number of bedrooms per unit will result in a more balanced mix to meet the needs of a diverse population.



## E. HOUSING RESOURCE AGENCIES

AGENCY	RESOURCES
<b>City of Cottonwood</b>	The City provides leadership, planning and direction for housing policy at the local level through support of private initiatives and by ensuring local regulations are balanced with comprehensive objectives.
<b>AZ Dept. of Housing</b>	ADOH serves as the primary resource for housing related issues at the state level. They administer federal programs, such as CDBG, and provide assistance and funding opportunities.
<b>AZ Dept. of Economic Security</b>	Offers financial resources and resources for individuals and families, and provides services to special needs populations.
<b>AZ Dept. of Health Services</b>	Offers financial resources in support of housing and services to persons with mental illness. Regulates and permits certain types of special needs housing.
<b>Federal Government</b>	HUD, USDA Rural Development, FHA, and the Veterans Administration have offered homebuyer programs that included lower down payment requirements and purchase subsidies. Other opportunities, such as preferred acquisition of foreclosure units and low cost leases have been available to nonprofit organizations.
<b>Catholic Charities</b>	Provides a range of housing services and support for homeless people, transitional housing and advocacy for special needs populations.
<b>N.A.C.O.G.</b>	Northern Arizona Council of Governments (NACOG) administers a variety of programs in Yavapai County. NACOG provides administrative services for the CDBG program. Housing programs have included weatherization and emergency repair programs.
<b>Non-Profits</b>	There are a number of nonprofit organizations that deliver products and services for specific market and population segments. Several groups provide housing-related programs and services as part of their primary program goals but no local non-profit organization currently exists to handle comprehensive housing issues.
<b>Verde Valley Homeless Coalition</b>	An organization of social service and community providers coordinating efforts to maximize services and housing for homeless populations. The coalition undertakes research, proposes projects, and applies for financial resources. Long terms goals are to acquire, rehabilitate and manage properties, units and programs that serve homeless and at-risk families and individuals.
<b>Private Housing Providers</b>	There are a number of group homes, assisted care homes and smaller facilities integrated within neighborhoods. Also larger facilities, including nursing homes, subsidized rental housing, assisted care facilities, and senior housing.
<b>Home Builders / Developers</b>	Homebuilders and developers can take advantage of market opportunities for low income, workforce and affordable housing. The federally-sponsored Low Income Housing Tax Credit (LIHTC) program has provided opportunities for private developers to construct 248 units of subsidized low and very low income housing in Cottonwood in recent years.



## F. HOUSING STRATEGY

### I. COMMUNITY PARTNERSHIPS FOR HOUSING

Successful programs to improve housing conditions in communities benefit from a coordinated and cooperative approach between government, business interests, community groups and citizens. The key partners for a successful housing strategy include the following:

**a. Government Agencies.**

Federal, State and Local government agencies provide different types of opportunities to address housing needs. Direct funding and subsidies are generally offered through Federal and State sources, while local programs may provide management and policy-based opportunities to assist housing programs.

**b. Non-Profit Community Organizations.**

Non-profit housing groups have the opportunity to address a range of housing needs from emergency shelter and transitional homes to affordable housing developments. Groups may be entirely volunteer-based or also include paid professional staff with established offices and multi-level programs. Various social service agencies and churches also help people in a variety of ways with housing needs.

**c. Business and Private Sector Partners.**

Support from the business community is necessary to ensure a successful community housing program. The construction and development industry, in particular, plays a central role in the production of affordable housing. Programs, such as dedicated funding sources, to encourage private, for-profit affordable housing development may be understood as tools or vehicles to improve housing conditions and not necessarily as the primary source for builders. Partnerships that include for-profit businesses, non-profit groups and government agencies may provide excellent opportunities that should be encouraged.

### 2. REGIONAL COORDINATION AND PARTNERSHIPS

Communities in the region should be encouraged to work cooperatively to address housing issues and programs. The different sub-areas of the Verde Valley tend to place different emphasis on the mix of employment opportunities, services offered and housing types available. However, these diverse communities have become increasingly more interconnected in terms of economic systems, physical infrastructure and natural resource issues. There are a number of housing programs which could be considered through regional partnerships, including the following:

**a. CHDO's (Community Housing Development Organizations)**

A Community Housing Development Organization (CHDO) is a specially formed non-profit corporation established pursuant to federal regulations for purposes of assisting with affordable housing development. There are special set-aside Federal funds for qualified non-profit CHDO's certified by the Arizona Department of Housing. Being certified as a CHDO does not guarantee funding from this set-aside. One of the benefits of having an established CHDO is they can develop and administer a range of housing and grant programs in a self-supporting manner. A coalition of cities and regional entities could work together to assist with the formation of a non-profit CHDO. Initial support for the development of the non-profit housing agency could include providing the necessary start up seed money, use of facilities and technical assistance. Once established, local government can serve on the board of the non-profit but can only have a minority position in the voting process. Local governments can help set it up but then the CHDO becomes an independent, non-profit agency.



**b. Public Housing Authority.**

A Public Housing Authority (PHA) can obtain funding to develop and manage subsidized public housing projects. This is usually oriented towards low and moderate income, rental-type, multi-unit development but also may include single family home developments, townhomes and clustered-type developments. The effort and cost to set up a Public Housing Authority would need to be weighed against a variety of factors and needs. There are several examples of PHA's in smaller communities in Arizona. If the private or non-profit sector is providing adequate low-income rental housing, then a housing authority may not be the best use of resources. If there is not an adequate supply of affordable and/or subsidized low income housing, then a local or regional public housing authority may be worth considering as a way to set up and fund such development. Establishing and maintaining a PHA requires a significant commitment and potential risk by the community so the overall benefits would need to be carefully evaluated.

**c. Employer Based Housing Programs.**

A range of tax credit, grant programs and development strategies have been made available to encourage large employers to participate in programs to assist employees with housing needs. Existing federal and state programs would have to be evaluated to consider current status. These types of programs typically have a number of requirements related to income levels, employee qualifications, and jobs created and jobs retained; however, such programs could still be attractive for supporting workforce housing goals where such assistance is needed to address basic needs.

**d. Regional Housing Trust Fund.**

The Arizona Housing Trust Fund had been a successful funding source for use in financing various types of housing development in Arizona - before it was severely cut. If a regional housing trust fund was established, it could assist individuals and/or housing developers by providing a source for subsidized, low interest loans. The scale, management structure and source of this type of approach would have to be determined. It could be regional, county-wide or multi-county in scale. A separate non-profit agency, such as a CHDO, could administer this type of program. Usually a dedicated source of revenue is needed to rotate funds. This idea may be highly ambitious but it has worked in other areas of the country where integrated with related programs.

### **3. STATE AND FEDERAL HOUSING PROGRAMS**

Most federal funding programs for housing that are available from the Department of Housing and Urban Development (HUD) are delivered to the end users, whether individuals, non-profits or local government, through the state agencies, which in Arizona is through the Arizona Department of Housing (ADOH.) ADOH also has some unique programs developed at the state level. In some cases, the Northern Arizona Council of Governments (NACOG) is authorized by the state to administer and provide consulting services for various state and federal programs. Some programs are made available directly to individuals, while a number of funding and grant programs are only available to government agencies who then administer the programs for eligible recipients.

**a. Arizona Housing Trust Fund.**

Authorized under A.R.S. § 41-3955 in 1988, and administered by the Arizona Department of Housing, the State Housing Trust Fund received up to 55% of the state's Unclaimed Property Fund. Since a large portion of unclaimed property is real estate, it is a perfect source of funding to address Arizona's most critical housing needs. Prior to the cuts in funding, around \$30 million was deposited into the Housing Trust Fund each year and over 14,000 seniors and families were helped with their critical housing needs. More than 70% of the Housing Trust Fund was spent in rural Arizona, often serving as the only source for developing and preserving housing in those communities. By 2010, the Housing Trust Fund was reduced to \$2.5 million. A range of effective programs were then eliminated.



**b. Save Our Home AZ.**

Arizona Department of Housing (ADOH) administers the Save Our Home AZ program. The program was created to provide assistance to help eligible Arizona homeowners avoid foreclosure on their primary residence. As of 2013, the Save Our Home AZ program has helped over 1,800 families avoid foreclosure and stay in their homes with over \$51.3 million in program assistance committed to assist Arizona homeowners. Additionally, the foreclosure hotline has assisted over 70,000 troubled homeowners with important information and housing counseling services. Information is available at [www.azhousing.gov](http://www.azhousing.gov) or through the Arizona Foreclosure Help-Line at 1-877-448-1211.

The multiple components of the program include:

- Principal Reduction Assistance for modification or eligible refinances
- Unemployment/Underemployment (Reinstatement) Mortgage Assistance (UMA)
- Reinstatement of Delinquent payments
- Second Lien Elimination
- Short Sale Assistance

**c. Arizona Housing Finance Authority**

The 2013 Home Plus program was established to assist qualified homebuyers. The Home Plus program couples a first mortgage loan with downpayment/closing cost assistance of 4% of the loan amount. The downpayment assistance is a grant that does not have to be repaid. The AzHFA also offers a Mortgage Credit Certificate (MCC) program for qualified, first-time homebuyers. The MCC provides a federal income tax credit for part of the interest paid annually on the borrower's first mortgage loan.

**d. Home Affordable Refinance Program (HARP)**

The Home Affordable Refinance Program, also known as HARP, is a federal program, set up by the Federal Housing Finance Agency in March 2009 to help underwater and near-underwater homeowners refinance their mortgages. It is designed to help homeowners get a new, more affordable, more stable mortgage. HARP refinance loans require a loan application and underwriting process. Over 900,000 homeowners have benefited nationally from the Home Affordable Refinance Program. The application deadline for the program has been extended to December 31, 2013.

**e. Low Income Housing Tax Credit Program.**

The Low Income Housing Tax Credit (LIHTC) was created by Congress to promote the development of affordable rental housing for low income individuals and families. To date, it has been the most successful affordable rental housing production program in Arizona, creating thousands of residences with very affordable rents. There are currently 248 LIHTC units developed in Cottonwood.

LIHTC programs offer developers marketable federal tax credits if they agree to build and operate rental housing developments at affordable rates for a specified number of years. The typical minimum is 15 years with additional incentives for a 15 year extension. For developers willing to work through the lengthy grant process there can be profitable rewards; however, the process is very involved and most LIHTC development groups also have additional project interests related to providing affordable housing.



Cities can work with LIHTC developers to support local zoning changes and general assistance to help encourage such developments. There are four housing developments currently operating in Cottonwood under the LIHTC program. Any future projects would be up to a builder/developer to initiate, although the city can assist by providing supportive policies.

- Identify and establish local incentives to encourage new LIHTC projects.
- At the end of the subsidized rental period conversion to condominium housing could be encouraged as this supports homeownership goals.
- Encourage programs to incorporate energy-efficient and resource-conserving design features with LIHTC projects. Additional federal incentives may apply for such long-term cost saving improvements.

**f. CDBG Programs.**

Community Development Block Grant programs include distributions to Cottonwood on a four-year cycle. Each community is only allowed to submit one application per grant cycle so overall program priorities need to be considered in the project selection. All CDBG projects must meet strict guidelines for eligibility based on national and state criteria. Typically, projects are limited to low to moderate income populations, or elderly, disabled or other special needs populations. There are some housing related options for CDBG funding.

**Housing Rehabilitation**

Housing Rehabilitation programs are typically administered by a city or qualified non-profit agency. Owner-occupied residents then apply to the managing agency when funds are available. Housing rehabilitation programs can sometimes make the difference as to whether low-income homeowners, who may be elderly, disabled or living on public assistance, are able to retain ownership of their homes or are forced to sell and move.

**g. NACOG Programs.**

Northern Arizona Council of Governments (NACOG) provides some programs directly to cities, developers and the public, and other funding comes from state or federal sources through Arizona Department of Housing (ADOH) to be distributed regionally. The programs described in this plan are those available at the time this plan was developed and may be subject to change. As these programs and funding availability change from time to time, it would be recommended to periodically check on the availability.

**Homeownership Programs**

NACOG provides counseling and education services in various aspects of housing and homeownership including mortgage delinquency, home purchase, budgeting and fair housing. NACOG staff provides referral information for applicable services as available.

**Home Weatherization Assistance Programs**

NACOG Weatherization provides cost effective, energy saving weatherization services to low-moderate income families throughout Yavapai County in order to reduce their utility bills and carbon foot print. This is a free service for qualified applicants. Qualification is based on household gross annual income.

NACOG weatherization staff will perform a comprehensive energy audit on your home that includes a complete health and safety diagnostics of your combustion appliances (HVAC, water heater, range) and a pressure diagnostics / pressure balance test. Depending upon the test data obtained and funding availability, some or all of the services listed below may be provided.



### **Home Weatherization Projects**

- HVAC repair or replacement. Water heater repair or replacement. Refrigerator repair or replacement. Repair of forced air duct systems.
- Repair or replacement of evaporative cooler. Insect screen repair or replacement for proper evaporative cooler function.
- Insulate or increase insulation of attic and/or floor
- Air sealing including weather-stripping and caulking.
- Manufacture and installation of storm windows. Repair of broken glass. Repair or replacement of doors.
- Minor roof patching and reflective coating.
- Manufacture and installation of shade screening at lower elevations.

### **h. Single Room Occupancy Program (SRO) – Public Housing**

Cottonwood does not have a Public Housing Authority so this program would not currently be available but it is worth noting as it illustrates a potential benefit of a PHA. The SRO Program is a HUD program that operates in association with Public Housing Agencies to provide rental assistance for homeless persons in connection with the moderate rehabilitation of SRO dwellings. SRO housing contains units for occupancy by one person.

The Single Room Occupancy (SRO) program is authorized by Section 441 of the McKinney-Vento Homeless Assistance Act. Under the program, HUD enters into Annual Contributions Contracts with Public Housing Agencies (PHAs) in connection with the moderate rehabilitation of residential properties that, when rehabilitation is completed, will contain multiple single room dwelling units. These PHAs make Section 8 rental assistance payments to participating owners (i.e., landlords) on behalf of homeless individuals who rent the rehabilitated dwellings. The rental assistance payments cover the difference between a portion of the tenant's income (normally 30%) and the unit's rent, which must be within the fair market rent (FMR) established by HUD.

Rental assistance for SRO units is provided for a period of 10 years. Owners are compensated for the cost of some of the rehabilitation (as well as the other costs of owning and maintaining the property) through the rental assistance payments. Assistance provided under the SRO program is designed to bring more standard SRO units into the local housing supply and to use those units to assist homeless persons. The SRO units are usually developed by converting existing buildings, such as an old motel, old school or existing larger home.

## **4. SPECIAL NEEDS HOUSING**

### **a. Senior Housing.**

Cottonwood has one in four residents (26%) that are 65 years of age or older compared to the state average of about one in eight people (14%) 65 or older. An aging population tends to need a range of housing opportunities, from independent living units to semi-independent assisted living homes to full time nursing care facilities.

### **b. Assisted Living Facilities.**

Assisted Living Facilities licensed by the Arizona Department of Health Services (ADHS) are intended for residents who need some degree of basic assistance with life chores. Such facilities range from smaller private homes with a few residents to larger facilities operated with full time staff. Assisted living facilities can be operated to provide opportunities for elderly residents but they can also be set up to serve people with various disabilities and life challenges.



**c. Persons with Physical Disabilities.**

Universal Access Design should be incorporated into all types of housing projects so that people with physical disabilities may integrate more easily into the general population. A wide range of conditions are associated with physical disabilities. Most people with disabilities live independently in a world filled with barriers. More serious cases place the program emphasis on caregiver management. Housing needs may be defined by specific rehabilitation efforts to address access in their own homes rather than having separate facilities for groups of disabled people. Severe physical disability cases that require ongoing care are often located in managed care facilities but may be in retrofitted home environments as well.

**d. Persons with Developmental Disabilities.**

There are a number of group homes for the developmentally disabled in the Cottonwood area. These types of home-based facilities typically are integrated into neighborhood locations. Fair Housing Act regulations permit certain types of group homes to be located within any zoning district that otherwise permits residential homes. Housing for persons with more serious cases of mental or behavioral health challenges may be classified as medical facilities for zoning purposes and therefore would be limited to certain institutional settings usually found in commercial areas.

**e. Transitional Housing.**

Transitional homes are intended give people who lack stable, permanent housing a better opportunity to get back on their feet. Such facilities are generally operated by an agency that provides a structured program, employment counseling and case management services. Transitional housing is usually set up to provide either a six month or two-year maximum stay. Case management is a necessary part of operating transitional housing. Residents are given an opportunity to secure employment and permanent housing within that time frame.

**f. Emergency Shelters.**

Emergency shelters can have a number of formats. Homeless shelters may provide dormitory-type facilities operated for overnight stays for people in crisis. There are also temporary emergency shelter formats that allow the use to be implemented on short notice at a church and other type of facility so as to respond to seasonal, weather-related or other conditions. Another type of emergency shelter is usually limited to families with children, single parents, unaccompanied youth, pregnant women or victims of domestic abuse. Those specialized facilities may allow longer stays of up to two weeks or several months to allow clients time to find permanent housing.

**g. Women and Children.**

The Verde Valley Sanctuary operates a facility in the region for women and their children who are victims of domestic violence or abuse. Referring agencies have the ability to direct those in need to these facilities.

**h. Other Specialized Needs Housing Types.**

A trend is to locate people with unique special needs in housing facilities with others with related conditions so as to benefit from coordinated treatment programs. Group homes for residents with autism or Alzheimer's are examples. Other examples include group homes for people with head trauma or other specific medical conditions to allow coordinated treatment within a supportive environment where the patient is expected to stay for an extended period.



## 5. COTTONWOOD ZONING ORDINANCE AMENDMENTS

Potential amendments to the zoning ordinance could help provide more options for housing. Any proposal would require thorough evaluation, public notification and input, and public hearings through the Planning and Zoning Commission and City Council prior to adoption.

### a. **Small Lot Zoning Standards**

The smallest standard lot size allowed in Cottonwood for new development is the R-1, Single-Family Residential Zoning District, which requires a minimum 7,500 square foot lot size. PAD Zoning allows flexibility with lot sizes and setbacks when part of a comprehensive development proposal; however, there are a number of requirements and conditions that must be met to allow PAD Zoning. Due to these other requirements for open space, common amenities, and infrastructure improvements, the PAD Zoning does not typically provide solutions for small-scale development.

Generally when you reduce a single-family residential lot size to 5,000 square feet or less there will be other considerations that must be addressed, such as building size, setbacks, driveway length, parking locations, on-street parking, and usable outdoor space. These concerns could be addressed through more detailed design-based standards that are written into the zoning ordinance.

Small lot development needs to pay special attention to the general character and quality of neighborhood values. The feeling of crowding or loss of privacy is a common concern associated with more compact development. This can be mitigated through specific, clearly defined, design-based standards. Interconnected sidewalks and pathways, front porches, rear-loaded alleys, driveway and garage setbacks, narrow street design standards, traffic calming techniques, open space and park requirements, careful window placement between adjoining homes, proximity to public transit, access to trail and bikeway networks, and similar issues should be considered when defining a successful small lot development.

To be successful, small-lot compact development should be approached through a comprehensive program that includes a greater level and quality of design enhancements. For smaller infill developments the design emphasis is placed on the quality of individual lots, the details of street design and the connectivity to the surrounding area. With careful attention to specific design-based standards, it is possible to encourage infill development projects that allow smaller lots and reduced street widths. This can translate into a higher quality, cost-effective and potentially more affordable project due to proportionate reductions in land and infrastructure costs.

### b. **Accessory Dwelling Units**

*Also known as: Accessory Living Quarters, Secondary Units, Granny Flats and Mother-In-Law Units.*

An accessory dwelling unit (ADU) may be intended for use by a family member or close friend but they should also be able to be rented out as a separate, smaller dwelling unit. Traditionally, such independent units were set up for a parent or grandparent, hence the term “granny flat.” The occupant could have independence while also being close to the family. These days such units are often developed for use by a younger family member or non-family occupant. This type of housing provides an attractive, affordable option for many people. The criteria should be defined to address various physical impacts, such as overall size, placement, entries and parking availability.

#### Typical Criteria for Accessory Dwelling Units:

- Limit size of unit and require it to be located secondary to main dwelling.
- Allow as detached or attached unit.
- Allow as rental unit as a matter of right.



**c. Mixed Use Zoning**

Cottonwood has a well-established tradition of allowing residential units within commercial districts and in association with non-residential uses. This traditional arrangement where residences were located above or behind ground floor shops and offices is understood as contributing to a lively and active city. The mix of residential and commercial uses can form a positive relationship that benefits each by providing convenient services for residents and customers for businesses. Residential units can also be considered in light industrial areas under certain conditions. Residential units in commercial areas should have well-established criteria:

- Ensure adequate parking for residential use, such as a dedicated parking space or garage.
- Evaluate need for private outdoor space, such as fenced patio or rooftop deck.

**d. Single Room Occupancy (SRO) – Private Housing**

In addition to the new HUD SRO Program operated in association with a Public Housing Agency, there are private SRO housing projects which also can address the space and economic needs of a segment of the population. The percentage of people who live by themselves either by choice or necessity has increased over the years. SRO developments are defined as multi-unit apartments or townhomes comprised of single-bedroom, studio-type units that are intended for occupancy by only one person. In some cases these projects have been designed and managed for low income residents; however, there are examples of successful higher end projects. Typically only one parking space per unit is required. SRO's have been successfully integrated into downtown pedestrian-oriented areas in a number of cities and could be appropriate for redevelopment projects. These types of developments typically offer additional managed common areas and shared amenities, such as meeting rooms, attractive laundry facilities and shared recreation facilities.

**e. Live-Work Development**

Successful urban renewal projects in many cities have been led by entrepreneurs, start-up businesses, artists, crafts persons, high tech businesses and similar uses that convert existing commercial and industrial buildings into live-work type developments. There are also examples of new “loft” style housing developments that allow a mix of residential and commercial activity with larger open floor plans. Higher ceilings, overhead doors, loading docks, lots of natural light and generally open shell space floor plans have proven to be highly popular by people attracted to the benefits of being able to live and work in interesting, creative spaces. Over the past decade attractive live/work projects have been developed in Phoenix, Tempe, Tucson and Glendale, for example, and they are credited with providing a major contribution to the overall downtown revitalization efforts in those cities.

**6. ECONOMIC DEVELOPMENT / HOUSING COORDINATION**

Supporting opportunities for homeownership is an important component of a long-term sustainable housing strategy for Cottonwood. The underlying issue may have more to do with having good paying jobs, education and training opportunities, and an attractive, safe, healthy community; however, there are some things that can be done in support of homeownership goals.

**a. Workforce Housing**

The community's workforce is made up of a broad range of categories of working people who keep the community functioning and who define the quality of life here. When teachers, firefighters, police, nurses, small business owners, managers, and a range of skilled technical workers cannot afford decent, basic housing for themselves and their families, it puts the future well-being of the community at risk. It is a concern when working people with solid professional and skilled positions fall into the low or low-to-moderate income levels and they cannot afford decent housing for their families.



Most of the programs to assist people with workforce homeownership goals are geared to those working people who fall into the low (80% below AMI) or low-to-moderate (80%-120% AMI) levels. Median income is defined as the point at which half the households are higher and half are lower. The AMI is adjusted based on household size and other determinants. Assisting working people with various homebuyer programs should be seen as an investment in the foundation of the community.

Successful workforce development programs are geared towards a multi-level approach that include entry level opportunities, training programs and a chance for advancement up the ladder. At each step from basic service industry jobs through entry level skilled jobs on up through middle and upper management jobs there is need to provide affordable housing opportunities. Affordable housing goals are relative to the needs of each level of income in the workforce from low to moderate to high incomes. Workforce housing programs need to address this diversity of needs as well by providing a variety of housing types and configurations.

**b. First Time Homebuyer Programs**

In the past, first time homebuyers programs for qualified working people included down payment assistance grants and lower interest rates. If lenders are currently unable to provide these programs for various reasons, then other sources could be sought to assist first time homebuyers, such as grant or loan pools linked to job creation and local economic development initiatives.

**c. Homebuyer Education Programs**

Assistance from private sector sources is invaluable for housing-related education and counseling programs; however, the ongoing administration of this type of program could also benefit with support from a non-profit organization and/or government agency. Private organizations, such as real estate associations, mortgage lenders and business groups have helped to provide homebuyer fairs and free counseling services. Homebuyer training workshops usually include a thorough program of classroom instruction. Topics covered typically include personal budgeting, credit history, lending products, real estate programs and procedures, and other aspects of the home buying process.

**d. Conservation and Energy-Efficiency Programs**

Conservation and energy-efficiency programs, such as the home weatherization programs, help people to save money and conserve resources. However, programs can go farther by providing home audits, design assistance and a more comprehensive approach to long-range conditions.

Design techniques and attention to basic principles have proven cost-effective and should be considered important tools to help people lower monthly costs. Energy efficient design, passive solar design, green building programs, home weatherization, water conservation measures, native landscaping for shade, and other techniques should become the standard rather than the special exception.

- Consider establishing multi-agency stakeholder task force to consider regional and long-range sustainability issues and solutions, including housing related topics.
- Work cooperatively to develop a blueprint for regional sustainability.
- Develop educational programs.
- Support model projects.



**e. Volunteer and Sweat Equity Programs**

Habitat for Humanity has taken the lead with community-based volunteer programs to build awareness of housing needs and assist low income families with obtaining decent affordable housing. They are able to construct new homes at reduced cost for qualified families with material and labor donations.

Other potential formats and programs successfully used in other communities include annual community events that bring together volunteers for a day to build awareness and help rehabilitate homes for people in need. Such events may take more organizing but can help build greater program awareness that spills over into the rest of the year.

- Annual community events that include volunteers helping with home construction or repair for qualified low income or elderly residents.
- Neighborhood clean-up events.
- Tool loan or tool library type programs.
- Material recycling programs and salvage material programs.



## **G. GOALS AND OBJECTIVES - Housing**

### **GOAL 10-1 PROVIDE A COMPREHENSIVE APPROACH TO ADDRESSING HOUSING NEEDS IN THE COMMUNITY.**

**Objective 10-1. A** Support a multi-level approach for housing that includes emergency and transitional housing, special needs housing, first time homebuyers programs, workforce housing, owner-occupied housing rehabilitation programs, senior housing, multi-unit, single-family and manufactured housing opportunities.

**Objective 10-1. B** Consider working with nonprofit organizations to acquire and rehabilitate residential rental units for resale to first-time and low-moderate income households.

**Objective 10-1. C** Support opportunities for manufactured housing in appropriate locations.

**Objective 10-1. D** Continue enforcement of the city's Residential Rental Maintenance Code, as permitted by state statute.

### **GOAL 10-2 SUPPORT A REGIONAL, MULTI-AGENCY APPROACH FOR COORDINATION AND IMPLEMENTATION OF HOUSING PROGRAMS.**

**Objective 10-2. A** Support regional programs with other jurisdictions, agencies and organizations to plan and implement housing goals.

**Objective 10-2. B** Evaluate and if feasible, provide support for the establishment of a regional non-profit housing organization, such as a Community Housing Development Organization (CHDO).

**Objective 10-2. C** Encourage ongoing communication and interaction between agencies, elected officials, staff and the public regarding housing issues.

### **GOAL 10-3 SUPPORT HOUSING OPPORTUNITIES FOR SPECIAL NEEDS POPULATIONS.**

**Objective 10-3. A** Support senior/elderly housing options, including independent living developments, nursing homes, assisted care homes integrated into neighborhoods, and other effective formats.

**Objective 10-3. B** Survey senior/elderly housing developers and providers so as to identify facility and affordability gaps. Periodically update information regarding available programs and resources for senior housing. Work with developers and providers of senior/elderly housing to identify appropriate locations for senior housing.

**Objective 10-3. C** Support state funded, owner-occupied housing rehabilitation assistance programs that benefit, low income, senior/elderly and disabled persons households.

**Objective 10-3. D** Support efforts by local groups providing emergency and transitional housing programs in appropriate locations for at-risk populations.

**Objective 10-3. E** Support housing programs and opportunities for various types of special needs housing, including persons with disabilities and persons with developmental disabilities.



**GOAL 10-4 COORDINATE ECONOMIC DEVELOPMENT PROGRAMS WITH HOUSING POLICIES AND ACTIONS.**

**Objective 10-4. A** Identify and work to implement common goals related to both housing and economic development.

**Objective 10-4. B** Identify mechanisms and resources to ensure housing is available to attract and retain a stable employment base within the City of Cottonwood, and promote employer-assisted housing opportunities.

**Objective 10-4. C** Survey major employers in Cottonwood, including medical care, education, manufacturing, retail, government and other sectors, to determine qualifications and interest in participating in employer-assisted or “workforce” housing programs.

**GOAL 10-5 SUPPORT EXPANDED HOMEOWNERSHIP OPPORTUNITIES.**

**Objective 10-5. A** Work with local, state and federal agencies, as well as private organizations, that offer homeownership education, counseling services and financial resources, and help promote any programs offered locally.

**Objective 10-5. B** Support incentives, policies and resources to provide homeownership opportunities for Cottonwood residents, including low-moderate income households.

**Objective 10-5. C** Consider participation in the creation of a regional housing trust fund to assist qualified individuals and households in the purchase of housing.

**GOAL 10-6 SUPPORT EFFORTS TO IMPROVE ENERGY EFFICIENCY AND GREEN BUILDING FEATURES IN NEW AND EXISTING HOUSING.**

**Objective 10-6. A** Identify and amend any City codes and ordinances that create barriers to implementation of alternative building methods or use of materials that provide energy-efficiency benefits, use local resources, lower waste and provide related cost savings.

**Objective 10-6. B** Support home weatherization assistance programs that provide free home energy audits and grants to qualified home owners for materials and installation of energy saving improvements.



# II. HISTORIC PRESERVATION

## A. INTRODUCTION

Historic preservation is an optimistic, inspiring field intent on improving present and future quality of life through the appreciation of our built and cultural heritage. Historic preservation is architectural history, community planning, historical research and surveys, oral history, archaeology, economic revitalization, and more. It relates directly to quality of life, sense of place and cultural identity. Historic preservation is about preserving, documenting, and incorporating the significant elements of the past into the present and future life of the community.

The General Plan’s Historic Preservation Element examines historic preservation issues in the city and establishes goals and objectives intended to help accomplish these goals. It also includes discussion of the key issues facing the community and related Implementation Strategies. Related goals and objectives act as guidelines for property owners, developers, and businesses, as well as City Staff, the Historic Preservation Commission, the Planning and Zoning Commission and City Council when considering historic preservation issues within the City.

Preservation of buildings and structures in their original condition with the original intended use can be seen as the ideal expression of historic preservation. However, uses change and how a building is used may need to adapt to these changing circumstances to be viable. When there is pressure for change, an analysis of alternative treatments should be considered to determine the appropriate approach to allow alterations without losing the essential historic character of the structure. Repair, reuse or relocation of structures should be considered instead of demolition. Rehabilitation, which includes alterations to a structure, may also be considered where necessary to allow a building use to meet contemporary needs and interests. Any activities which change or alter the physical appearance or characteristics of historic properties should be thoroughly documented before and after with photography and other related documentation. Cottonwood is proud of its heritage and strives to recognize and celebrate that heritage through preservation of the historical resources that remind the community of its social, cultural, historical, economic, educational, religious, and architectural heritage.

## B. LEGISLATIVE REQUIREMENTS

A Historic Preservation element is not required as part of the General Plan. However, due to local interest, related City programs and identified needs, the City has developed a historic preservation strategy that provides a review of existing conditions along with goals and objectives to guide future decisions on these matters. Related legislative authorities for historic preservation include the following:

### **National Preservation Act of 1966**

The National Historic Preservation Act (NHPA) of 1966 (16 U.S.C. §470 et. seq.) declared historic preservation to be a legitimate government function and established the basis for Federal leadership. The NHPA gave authority to the National Register of Historic Places, which recognizes historic properties of national, state and local significance.

### **Cottonwood Ordinance Number 566.**

Approved August 3, 2010, by the Cottonwood City Council. Chapter 2.108 added to the Cottonwood Municipal Code establishing the Historic Preservation Commission.

### **Cottonwood Ordinance Number 596.**

Approved June 18, 2013, by the Cottonwood City Council, amending the Cottonwood Zoning Ordinance by adding a new Section 310, “Historic Preservation Ordinance.”



## **C. KEY ISSUES**

### **1. Comprehensive Program.**

A comprehensive program for historic preservation creates a legitimate framework for identifying, documenting and preserving historic resources in the community, including buildings, structures and sites. In addition to the technical and legal aspects of the program, there needs to be equal emphasis on ongoing education and awareness programs to promote the value of preservation.

Historic preservation needs to be an integrated part of the municipal decision making process in order to effectively preserve the city's historic districts and resources. There are many decisions made by various departments that can impact historic resources. Those decisions should be made with thorough knowledge of the values and benefits of those historic resources. Coordination of efforts is necessary to protect the community heritage and complement city redevelopment and revitalization efforts.

### **2. Regulatory Tools.**

An effective program for preservation needs to consider establishing a common framework to guide decisions, including mandatory regulations, as well as incentive-based and voluntary programs. The balance of these approaches needs the support and understanding of property owners and affected businesses in order to be fully functional. Where such procedures are seen as protecting and enhancing the individual investment, there is potential for support. The effectiveness of the historic preservation program is advanced where there is greater awareness of the goals and benefits of historic preservation by the general public, elected officials, boards, commissions and city staff.

### **3. Implementation.**

Preservation of buildings and neighborhoods can be a complex and challenging undertaking. Conditions and context are in a state of constant change and the forces of change bear down on the use of buildings in terms of evolving economies, types of uses, and personal and cultural interests. Knowing how best to respond to external pressures for change while protecting the historic resources requires a considerable degree of technical knowledge in design, construction and related legal issues, as well as procedural and administrative functions.

### **4. Education and Awareness.**

Ongoing education and outreach programs to build awareness of the values and benefits of historic preservation is a key part of a comprehensive program.

### **5. Archeological Preservation.**

In addition, prehistoric archaeological resources need to be recognized and protected for their importance in defining the history of the first inhabitants of this region. Such sites are of special concern to Native American groups with particular attention to the Yavapai Apache Nation. All such properties, sites or artifacts identified or discovered within the city need to be treated according to the highest standards of respect and according to the best practices, as well as all applicable state and federal laws.

### **6. Community Pride and Identity.**

Historic preservation is an important concept that helps define personal and cultural identity, as well as provides the city with a unique sense of place and contributes to strong economic value. City marketing efforts should highlight the historic character of the City as a key aspect of promotional efforts.



## **D. TREATMENTS FOR HISTORIC PRESERVATION**

Identifying the appropriate treatment for Historic Preservation is one of the first steps when considering any work on historic properties or within historic districts. The appropriate treatment will depend on the existing circumstances and what is being proposed. The federal program for historic preservation, under the guidance of the National Park Service, identifies four types of treatments for historic preservation: Preservation, Restoration, Reconstruction and Rehabilitation.

### **I. PRESERVATION.**

Preservation focuses on maintenance and repair of existing historic materials and retention of a property's form as it has evolved over time. It is the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

### **2. RESTORATION.**

Restoration depicts a property at a particular period of time in its history, while removing evidence of other periods. This is the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

### **3. RECONSTRUCTION.**

Reconstruction re-creates vanished or non-surviving portions of a property for interpretive purposes. Reconstruction is the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

### **4. REHABILITATION.**

Rehabilitation allows alteration and/or additions to a historic property to meet the changing uses and interests of properties that are often necessary to allow a viable use while retaining the property's historic character. Rehabilitation encourages the repair of historic buildings but also allows appropriate alterations in response to contemporary demands and changing economies. The *Secretary of the Interior's Standards for Rehabilitation* include ten principles to follow when planning rehabilitation work on a historic building. By emphasizing repair over replacement and accommodating reasonable change for new uses, they seek to ensure the preservation of those qualities which are important to the building's historic character. Because rehabilitation focuses on successfully adapting historic buildings for contemporary uses, it may be considered somewhat more flexible than more traditional treatments, such as preservation and restoration. Even though rehabilitation allows for change, a historic building's distinctive materials, features, and spaces still must be preserved.

"Rehabilitation" is defined in the regulations governing Historic Preservation Certifications (36 CFR Part 67) (1995 revisions) as follows:

"The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."



## **THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION**

The Secretary of the Interior's Standards for Rehabilitation are ten basic principles created to help preserve the distinctive character of a historic building and its site, while allowing for reasonable change to meet new needs.

The Standards apply to historic buildings of all periods, styles, types, materials, and sizes. They apply to both the exterior and the interior of historic buildings. The Standards also encompass related landscape features and the building's site and environment as well as attached, adjacent, or related new construction.

The Standards are applied to projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.



## E. HISTORIC PRESERVATION PROGRAMS

### NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the official list of the Nation’s historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service oversees the National Register as part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. To be considered eligible, a property must meet the National Register Criteria for Evaluation. This involves examining the property’s age, significance and integrity.

**Age.** Is the property old enough to be considered historic? (Generally at least 50 years old.)

**Significance.** Is the property associated with events, activities, or developments that were important in the past? With the lives of people who were important in the past? With significant architectural history, landscape history, or engineering achievements? Does it have the potential to yield information through archeological investigation about our past?

**Integrity.** Does it still look much the way it did in the past? Are the materials, surfaces, colors and general character essentially the same or similar?

Cottonwood has one Historic District and eight (8) individual properties listed individually on the National Register of Historic Places. Properties that potentially could be considered for recognition as historic are those with buildings and structures constructed at least 50 years prior to the time of consideration. Usually, each year there are additional buildings and structures in the city that reach this milestone and could be considered for potential listing. The question of age is only a starting point. Condition of the building and its significance in terms of building style, construction quality, architecture or association with important events or people also need to be considered.

### NATIONAL REGISTER PROPERTIES IN COTTONWOOD

There are eight existing individual properties comprised of fourteen buildings in Cottonwood listed on the National Register of Historic Places. In addition, there is one Historic District listed on the National Register of Historic Places. Existing Cottonwood properties listed on the National Register include:

1. Willard House	114 W. Main	1885-1890	Private Residence
2. Superintendent’s Residence	315 S. Willard	1914	Office
3. Smelter Machine Shop	360 S. 6 <sup>th</sup> St.	1917	Senior Center
4. Master Mechanics House	333 S. Willard	1918	Private Residence
5. UVX Smelter Operations Complex	361 S. Willard	1920	Offices (5 Buildings)
6. Council Chambers Building	826 N. Main St.	1925	Cast block
7. Clemenceau Public School	1 N. Willard	1925	Offices/Museum
8. Eden’s House	1015 N. Cactus	1928	Private Residence
9. Cottonwood Commercial Historic District	“Old Town Cottonwood”		District



## **COTTONWOOD COMMERCIAL HISTORIC DISTRICT**

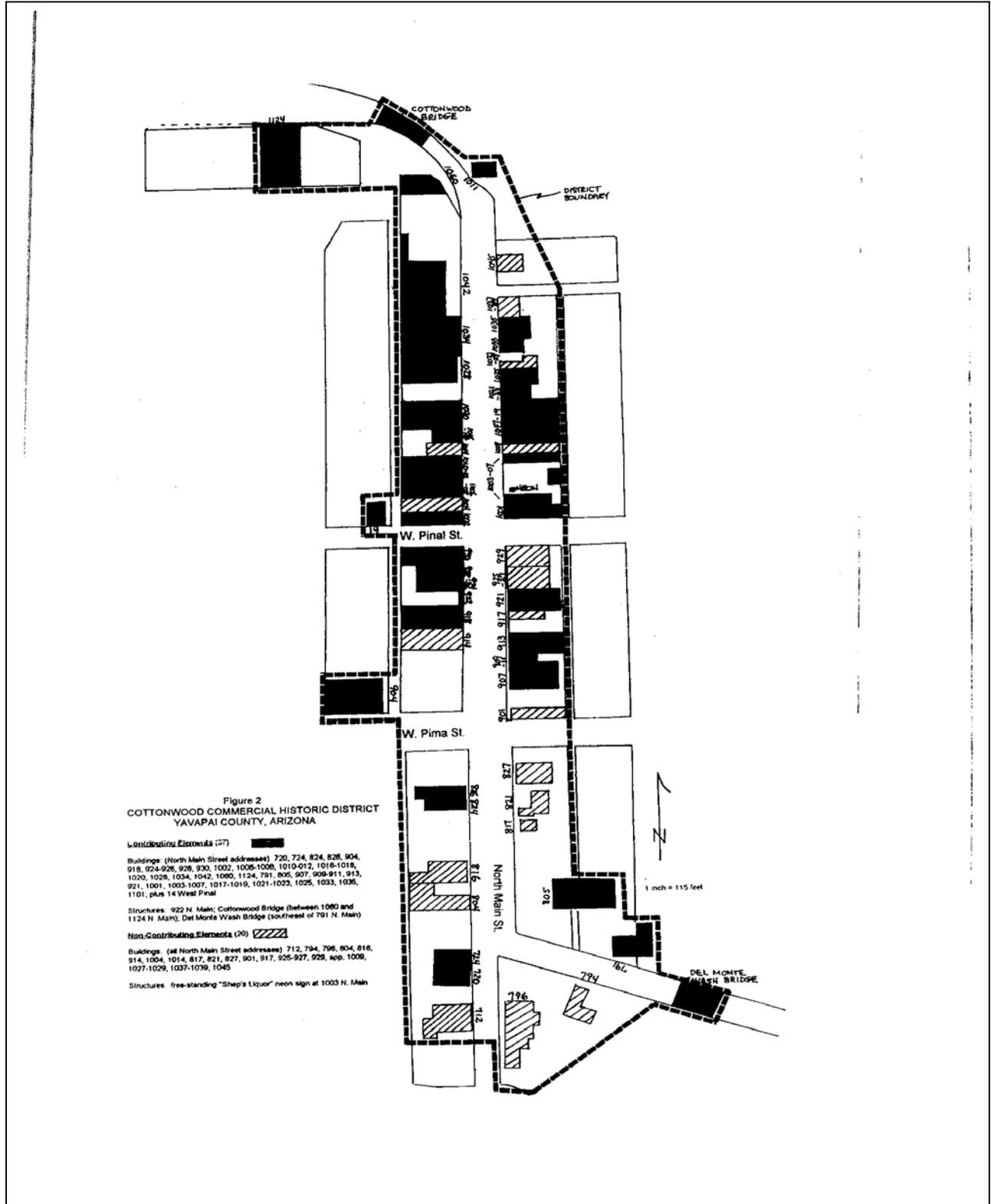
Cottonwood has one designated national historic district. In 2000, the “Cottonwood Commercial Historic District” was established. The Historic District is located primarily along Main Street through the Old Town area between the two stone bridges. 53 buildings and 4 structures were located in the Historic District at the time it was designated. 34 buildings and 3 structures (including the two stone bridges) were indicated as “contributing” properties and 19 buildings and 1 structure were listed as “non-contributing.”

Federally designated Historic Districts are listed on the National Register of Historic Places. The listing by itself imposes no restrictions on what property owners may do with a designated property. Some communities, with the support of property owners, may decide to enact separate local regulations regarding development activity within historic districts so as to provide a level of review and protection for the long-term sustainability of the historic resources. Such protections are typically enacted through a zoning district overlay designation.

There are various benefits and incentives for supporting historic district designation. There are intangible benefits that come from the pride that property owners, residents and businesses derive from being part of valued community history. Additionally, there is a range of financial incentives, including attractive federal tax credit programs for commercial rehabilitation within historic districts and a state property tax reduction program for residential properties.



# COTTONWOOD COMMERCIAL HISTORIC DISTRICT MAP





## **STATE HISTORIC PRESERVATION OFFICE (SHPO)**

Every state has a State Historic Preservation Office (SHPO) that provides assistance to local communities and the public at large on matters concerning preservation of historic properties, sites and structures. The Arizona State Historic Preservation Office (SHPO), a division of Arizona State Parks, assists private citizens, private institutions, local governments, tribes, and state and federal agencies in the identification, evaluation, protection, and enhancement of historic and archaeological properties that have significance for local communities, the State of Arizona, or the Nation. The role and function of the SHPO is defined in both state law (Arizona Historic Preservation Act) and federal law (National Historic Preservation Act, as amended).

## **CERTIFIED LOCAL GOVERNMENT (CLG) PROGRAM**

In 1980, Congress established a framework for local preservation programs through an amendment to the National Historic Preservation Act. This program recognizes political subdivisions of Arizona, such as cities and counties, which may apply to the SHPO to become a Certified Local Government (CLG). Once certified, these entities are eligible for specialized assistance and funds for developing and expanding their own local preservation programs. CLGs are active participants in local and state preservation initiatives to protect and preserve Arizona's cultural heritage. There are currently 30 CLG cities and towns in Arizona. There are approximately 1,600 cities nationally that participate in this program.

### **Criteria for Certified Local Government (CLG)**

SHPO facilitates the Federal program for the National Park Service (NPS) and provides assistance with the certification process. NPS provides the final review and official certification. A community must address the following minimum goals to demonstrate to SHPO and NPS that they are committed to historic preservation so as to become certified.

### **CLG Criteria**

- Establish a qualified historic preservation commission.
- Enforce appropriate State or local legislation for the designation and protection of historic properties. In most cases this is done in the form of a local ordinance.
- Maintain a system for the survey and inventory of local historic resources.
- Provide for public participation in the local historic preservation program, including participation in the National Register process.
- Follow additional requirements as outlined in the State's Procedures for Certification.



## **F. BENEFITS OF HISTORIC PRESERVATION**

### **Social Benefits.**

Americans appreciate being able to live, work, and visit authentic communities that reflect their unique history and character. The revitalization of historic neighborhoods and commercial centers provides opportunities for people to share in the spirit of the place. This supports a sense of community pride, defines individual and collective identity and is considered a foundation issue for defining the quality of life of the community.

### **Economic Benefits.**

Usually a significant portion of investment in historic rehabilitation stays in the local economy. Developers typically buy local and hire local. Successful historic districts and historic sites are a major attraction for heritage based tourism, which contributes to diversified economies.

### **Environmental Benefits.**

Historic rehabilitation, by definition, focuses on saving and using existing buildings. Using existing buildings uses far less resources than would be required for developing similar size new buildings.

### **Job Creation.**

Successful examples of historic preservation have a way of inspiring others to invest in the restoration and rehabilitation of other nearby historic properties. As historic areas become more popular, the entrepreneurial spirit can become infectious as new businesses and new jobs take hold. In addition, historic preservation of older buildings tends to require more specialized construction skills which can support better-paying jobs for skilled crafts and trades persons.

### **Investment Incentives.**

Since the early 1980s, the federal historic tax credit allowed \$17.5 billion in potential tax revenue to be applied to historic preservation. This figure was more than offset by the \$22.3 billion in federal taxes these projects have been estimated to have generated from associated improvements to local economies, including new business development, tourism and job creation. These figures compiled by the National Trust for Historic Preservation indicate both short-term and long-term benefits to local economies from savings.



## **G. GOALS & OBJECTIVES – Historic Preservation**

### **GOAL II-1 IDENTIFY, PRESERVE AND PROTECT HISTORIC PROPERTIES AND RESOURCES WITHIN THE CITY.**

- Objective II-1. A** Acquire and maintain status in Certified Local Government (CLG) Program for Historic Preservation, as defined by the National Park Service and State Historic Preservation Office.
- Objective II-1. B** Maintain the Cottonwood Historic Preservation Commission as the primary resource to promote historic preservation goals through historic property identification, general documentation, review of proposed changes to historic properties and districts, public outreach programs, and to support public participation in the process.
- Objective II-1. C** Continue to identify potential eligible historic sites, structures, districts, and other resources through updating of the historic resource lists.
- Objective II-1. D** Participate in the development of applications and support nominations for listing individual properties and eligible districts on the National Register of Historic Places.
- Objective II-1. E** Establish criteria for identifying historic landmark properties and maintain the Cottonwood Historic Property Register.
- Objective II-1. F** Support the restoration and maintenance of significant historic and contributing historic properties listed on the National Register of Historic Places.
- Objective II-1. G** Promote the preservation of historic streetscapes and landscapes within historic areas.
- Objective II-1. H** Follow the standards and procedures identified by SHPO regarding the treatment of any pre-historic archaeological resources discovered in Cottonwood.

### **GOAL II-2 INTEGRATE HISTORIC PRESERVATION PROGRAMS WITH OTHER PLANNING EFFORTS.**

- Objective II-2. A** Evaluate and amend various City policies, codes and ordinances to be consistent with historic preservation goals.
- Objective II-2. B** Ensure that City policies, codes and ordinances are in place to resolve conflicts between preservation of existing resources and proposed new development.
- Objective II-2. C** Promote cooperation between city departments and programs when processing development applications so as to ensure the goals of historic preservation are clearly represented.
- Objective II-2. D** Evaluate alternative building safety code and fire safety protection codes for historic buildings to ensure that life safety objectives are not compromised.
- Objective II-2. E** As an incentive for historic preservation, simplify and expedite the planning and building safety review process for work on contributing historic properties through the establishment of clear policies and criteria for such work.



**GOAL II-3 PROMOTE AWARENESS AND APPRECIATION OF THE COMMUNITY'S HISTORY.**

- Objective II-3. A** Promote historic preservation through city marketing efforts, public displays, brochures, walking tours and newspaper articles.
- Objective II-3. B** Promote improved signage programs to identify historic districts and properties through the use of integrated historic district street signs, individual property markers and interpretive display signs.
- Objective II-3. C** Continue recognition of the annual National Historic Preservation Month through supporting proclamations, media releases, educational events and historic preservation tours.
- Objective II-3. D** Provide information on the City website describing the history of Cottonwood.
- Objective II-3. E** Build partnerships with city boards and commissions, historical societies, business associations, school districts, and private owners to promote cultural heritage.
- Objective II-3. F** Participate in state and regional historic preservation conferences, workshops, and programs.

**GOAL II-4 SUPPORT HISTORIC PRESERVATION AS AN ECONOMIC DEVELOPMENT AND REVITALIZATION PROGRAM.**

- Objective II-4. A** Promote the historic roots of Cottonwood and historic preservation resources as part of City marketing and tourism efforts.
- Objective II-4. B** Support regional programs related to historic preservation, including local, state and federal historic sites, museums and organizations, and combined tourism promotion programs.
- Objective II-4. C** Provide strong, effective support for the preservation of historic properties through adopted ordinances that require review of alterations to historic properties according to adopted standards.
- Objective II-4. D** Assure new construction within historic areas is compatible with the existing character of the area.
- Objective II-4. E** Provide a process for the delay of demolition of historic properties so as to adequately consider alternatives.
- Objective II-4. F** Provide information to property owners and the public regarding local, state and federal incentive programs, including grant and tax incentive programs for rehabilitation and maintenance of historic properties.
- Objective II-4. G** Consider developing financial support programs, including a revolving loan fund for rehabilitation of properties and a grant program to provide matching funds for individual rehabilitation grants.



# 12. PUBLIC PARTICIPATION AND PLAN ADMINISTRATION

Arizona Revised Statutes requires that the City Council, “shall adopt effective, early and continuous public participation in the development and major amendment of general plans from all geographic, ethnic and economic areas of the municipality.” Statutes also require public demonstration of proposals and related information, discussions, written comments, public hearings and effective public notification which enables involvement by all affected groups and organizations.

## A. PLAN DEVELOPMENT AND CITIZEN REVIEW

The City of Cottonwood recognizes the importance of public participation in the development and amendment of the City’s General Plan. The policy described by this section has been adopted by the City Council and is intended to guarantee adequate citizen involvement opportunities, public notification and the development of local input regarding issues. At a minimum, the following techniques of public involvement will be observed in association with General Plan development and any major amendment to the plan:

### 1. PUBLIC PARTICIPATION PLAN.

The citizen involvement process for the update of the general plan shall be implemented according to the *Cottonwood General Plan 2025, Public Participation Plan*, as adopted May 1, 2012, by Resolution Number 2640 of the City Council. Any future amendments to the plan shall include the public involvement procedures as required by statute and the adopted Public Participation Plan.

### 2. PUBLIC MEETINGS AND OPPORTUNITIES FOR COMMENT

- a. **Advance Informational Meetings:** The City shall conduct public information meetings regarding the intended review and or amendment to the General Plan, prior to the development of plan components or amendments or consideration by the Planning and Zoning Commission. Issues and public input received during this process will be considered in the development of plan revisions.
- b. **Neighborhood Meetings:** Site-specific amendments to the Land Use Map will require a neighborhood meeting a minimum of 30 days prior to hearing review by the Planning and Zoning Commission.
- c. **Regular Public Hearing Review and Updates:** Review of the General Plan and any amendment to the General Plan will be included as part of Planning and Zoning Commission agendas during the process of review and adoption.
- d. **Special Workshops:** Public work sessions can be held by the Planning & Zoning Commission or other such committee established to review the plan components in order to better enable public input and participation in the development of those components.



### 3. 60-DAY PUBLIC AND AGENCY REVIEW PROCESS

The State of Arizona under ARS §9-461.06.C requires a 60-day review period during which specific agencies, the public and anyone who requests information regarding the plan are invited to review the General Plan, an element or major amendment to the General Plan before adoption by City officials. The City of Cottonwood shall observe the following guidelines in this process:

- a. **Draft Plan:** In accordance with Statute, at least sixty days before the general plan or an element or major amendment of a general plan is advertised, the planning department shall transmit the proposal to the Planning and Zoning Commission and the City Council for review and further comment.
- b. **Agency Review:** In addition to the general public, affected public agencies, civic organizations and others identified in this policy will also receive the draft plan as part of the 60 day review process.
- c. **Open Houses:** The City will also conduct open houses during this period to provide further information to the public regarding the plan contents and as additional opportunities for public education and comment.
- d. **Website:** The draft plan and/or any major amendment will also be made available on the City's website as part of the 60-day review process.

### 4. INTER-AGENCY REVIEW AND COORDINATION

Draft copies of the plan and proposed amendments will typically be distributed to the various agencies by electronic means through e-mail. In addition, such information will also be made available to the public on the City website. Hardcopies will be available for review at City offices.

- a. Information regarding adoption or any major amendment of the Cottonwood General Plan will be sent to the following agencies/officials in accordance with ARS § 9-461.06 (B) (C) &(D):
  - 1) City of Cottonwood City Council
  - 2) City of Cottonwood Planning and Zoning Commission
  - 3) Yavapai County Development Services Department
  - 4) Northern Arizona Council of Governments
  - 5) Town of Clarkdale
  - 6) Town of Camp Verde
  - 7) The Department of Commerce or any other state agency that is subsequently designated as the General Planning agency for this state.
  - 8) Arizona Department of Water Resources for comment on the Water Resources Element.
  - 9) Any other individual or agency that requests to be notified of General Plan matters
- b. In addition to the above agencies, any major amendment or development of a new element to the Cottonwood General Plan can be sent electronically or by mail where appropriate to the following agencies/officials:
  - 10) City of Cottonwood Boards and Commissions.
  - 11) Town of Jerome
  - 12) City of Sedona
  - 13) Yavapai County Supervisors, Districts 2 & 3
  - 14) Arizona Public Service Company
  - 15) UNS Gas Company
  - 16) QWEST/Century Link Communications
  - 17) Cable One



- 18) Mingus Union High School District
- 19) Cottonwood-Oak Creek School District
- 20) Cottonwood Chamber of Commerce/ Cottonwood EDC
- 21) Cottonwood Ranch HOA
- 22) Verde Village Property Owners Association
- 23) Clemenceau Heritage Museum, Verde Historical Society
- 24) Old Town Association
- 25) Verde River Citizens Alliance
- 26) Verde Valley Land Preservation
- 27) Verde Valley Fire District
- 28) Verde Valley Transportation Planning Organization
- 29) Prescott National Forest, Forest Supervisor and Verde District Ranger
- 30) Coconino National Forest, Forest Supervisor and Red Rock District Ranger
- 31) National Park Service, Parks Superintendent for Verde Valley
- 32) US Fish and Wildlife Service
- 33) Arizona Game and Fish Department
- 34) Arizona Department of Transportation, District Office
- 35) Arizona State Land Department
- 36) Dead Horse Ranch State Park & Verde River Greenway Program
- 37) Yavapai - Apache Nation
- 38) Cottonwood City Manager
- 39) Cottonwood City Attorney
- 40) Cottonwood City Clerk
- 41) Cottonwood Development Services General Manager
- 42) Cottonwood General Services General Manager
- 43) Cottonwood Community Services General Manager
- 44) Cottonwood Fire Chief
- 45) Cottonwood Police Chief

## **5. REVIEW OF COMMENTS**

All comments received regarding the development of the General Plan, or in response to any proposed amendment to the General Plan will be made available for public review and presented to the Planning and Zoning Commission and to the City Council for their consideration prior to approval.

## **6. PUBLIC HEARING REVIEW AND APPROVAL**

- a. In accordance with A.R.S. §9-461.06.D, all requests for adoption or amendment of the General Plan shall be subject to a minimum of two (2) public hearings; one by the Planning and Zoning Commission and one by the City Council.
- b. Approval of a major amendment by the City Council shall be by a two-thirds vote (5/7). All major amendments to the general plan shall be presented at a hearing during the same calendar year the application is submitted. (A.R.S. §9-461.06.G.)

## **7. PUBLIC VOTE**

Following Council approval, the General Plan update must be approved by a vote of Cottonwood citizens. As prescribed by Statute (A.R.S. §9-461.06.L), voter consideration of the plan shall occur as part of the City's next regularly scheduled election, or at a special election held a minimum of 120 days following Council approval.



## **8. TIMELINE FOR GENERAL PLAN REVIEW**

As indicated by Statute (A.R.S. §9-461.06. J.) the general plan is valid for up to 10 years from the date of adoption. However, the plan may be subject to review before that time at the discretion of the City Council. A.R.S. §11-804. B. gives municipalities until July 1, 2015 to complete their general plan updates.

## **9. ANNUAL REPORT**

An annual report shall be submitted to the City Council that provides an overview of the following:

- a. Render an annual report to the legislative body on the status of the plan and progress in its application. (A.R.S. §9-461.07. A. 2.)
- b. Upon adoption of a general plan or part thereof, each municipal officer, department, board or commission, and each governmental body, commission or board whose jurisdiction lies entirely or partially within the municipality, whose functions include recommending, preparing plans for or constructing major public works, shall submit to an agency, as designated by the respective municipal legislative body, a list of the proposed public works located entirely or partially within the municipality recommended for planning, initiation or construction during the ensuing fiscal year. The agency shall list and classify all such recommendations and shall prepare a coordinated program of proposed public works for the ensuing fiscal year. Such coordinated program shall be submitted to the municipal planning agency for review and report to such agency as to conformity with the adopted general plan or part thereof. (A.R.S. §9-461.07. B. )



## **B. GENERAL PLAN AMENDMENTS**

The General Plan is intended to provide a coherent approach to guide future growth in the city; however, from time to time it may be necessary to amend the General Plan, due to unforeseen changes related to technological advances, market conditions, and growth and development in general.

### **I. DETERMINING WHEN A PLAN AMENDMENT IS NECESSARY**

The Cottonwood General Plan is intended to be responsive to community needs and situations and should be regarded as both flexible and "general" in both the "Land Use" map and in descriptions of its land use categories. The land use map indicates a long-range perspective for future growth and development patterns based on general categories of use and the density or intensity of such uses. The zoning ordinance will always take precedence in describing property rights. However, as per State Statute, a change of zoning must be in conformance with the General Plan Land Use Map.

The descriptions of various residential land use categories provide for the usual variations in land uses inherent in normal neighborhood development patterns. Nonresidential land use descriptions also provide for a reasonably wide variety of specific development proposals. However, there may be specific development or land use proposals that are inherently inconsistent with General Plan policies and designations because of their size, intensity or land use characteristics. The process of review, analysis and determination is intended to allow amendments where appropriate but also supports maintaining adopted positions and classifications where such is warranted.

- a. Proposed Amendments: The Community Development Manager shall have the responsibility to determine if a specific development proposal is significant enough to require amendment of the General Plan. Factors to be reviewed on a case-by-case basis will include the following:
  - 1) Consistency of the land use proposal with the General Plan land use map, and with narrative goals, objectives and policies.
  - 2) The actual proposed change in land use, including area, density and intensity.
  - 3) Size and general impact of the land use proposal in relation to existing and anticipated area development patterns.
- b. Amendment Review: Major and minor amendments to the General Plan shall be subject to review based on the following considerations:
  - 1) The amendment constitutes an overall improvement to the General Plan.
  - 2) The amendment will not adversely impact the community as a whole or any portion of the community by significantly altering existing land use or circulation patterns so as to adversely affect the livability of the area or the health, safety and welfare of the residents.
  - 3) The amendment is consistent with intent of the Community Vision, as expressed in the General Plan, as well as other adopted plans, codes, and ordinances of the City of Cottonwood.
  - 4) Division of property into smaller parts so that multiple requests can be made to avoid the General Plan Amendment Criteria shall be prohibited.



- c. Exceptions: The Community Development Manager shall have the responsibility to determine if a specific development proposal shall be considered exempt from the plan amendment process, including for the following conditions:
- 1) Development or redevelopment proposals for areas designated as Planned Development (PLD) in the Land Use Element shall not be considered a plan amendment if the proposal, in total, incorporates the principles set out in the text and map for the respective designation.
  - 2) Minor shifting in the alignment of collector or arterial streets due to site conditions.
  - 3) Adjustments for minor overlap of land use classifications as shown on the land use map in relation to existing conditions shall not require a plan amendment where the intent of the plan is maintained as described in the related narrative text, goals and objectives.
  - 4) Annexation and the initial comparable zoning, as required by A.R.S. Section § 9-471(L), shall not require a plan amendment.

## LAND USE CLASSIFICATION SUMMARY

The Land Use Element (Chapter 3) includes 11 land use classifications for the City of Cottonwood. Not including exceptions as described, any proposed change to a designated land use classification will be determined as either a Major or Minor amendment, subject to the standards and procedures contained herein. The following categories are described in greater detail in the Land Use Element:

- 1) **HR** Residential / High Density.
- 2) **MR** Residential / Medium Density.
- 3) **LR** Residential / Low Density.
- 4) **VLR** Residential / Very Low Density.
- 5) **PLD** Planned Development.
- 6) **PCI** Performance Commercial / Industrial.
- 7) **GC** General Commercial.
- 8) **NC** Neighborhood Commercial.
- 9) **IND** Industrial.
- 10) **PSP** Public / Semi-Public / Institutional.
- 11) **NF** National Forest.



## INITIATING MAJOR AND MINOR PLAN AMENDMENTS

As provided by statute (A.R.S. §9-461.06. G.) all proposed major amendments must be reviewed at a public hearing held during the same calendar year they are filed. Any applicant considering a major amendment of the Plan text or Land Use map is strongly encouraged to contact planning staff well in advance regarding specific application requirements and timing. Although minor amendments to the general plan may be considered by the City Council at any time during the year, it is still a lengthy process that involves considerable review and analysis.

### 2. MAJOR AMENDMENTS

As defined by Statute, a major amendment means “a substantial alteration of the municipality’s land use mixture or balance as established in the municipality’s existing general plan land use element. The municipality’s general plan shall define the criteria to determine if a proposed amendment to the general plan effects a substantial alteration of the municipality’s land use mixture or balance as established in the municipality’s existing general plan land use element.”

- a. Major Amendment Criteria:** A Major Amendment to the Cottonwood General Plan is defined as any proposal that meets one or more of the following criteria:
- 1) Any change in a Public/Semi-Public/Institutional land use classification of 40 or more contiguous acres to a Residential land use classification.
  - 2) Any change in a Commercial, Industrial or Performance Commercial / Industrial land use classification of 40 or more contiguous acres to any other land use classification.
  - 3) Any change in a Planned Development land use classification of 40 or more contiguous acres to any other land use classification.
  - 4) Any other changes in land use classification not specifically described herein of 100 or more contiguous acres.
  - 5) Any proposal that in the aggregate includes changes in land use classifications of 100 or more contiguous acres.
  - 6) Any change in a Residential land use classification of 160 or more contiguous acres to a Commercial, Industrial or Performance Commercial / Industrial land use classification.
  - 7) Any change in a Residential land use classification of 320 or more contiguous acres to a Planned Development land use classification. May include up to 25% non-residential land use as part of the proposal.
  - 8) Any addition, deletion or modification of a collector or arterial road, as identified in the Circulation Element (other than the minor shifting in alignment due to site conditions.)



- b. Major Amendment Procedures:** The following procedures shall be used for major amendments to the General Plan:
- 1) Amendments to the General Plan may be initiated by the City or may be requested by private individuals or agencies in accordance with the procedures set forth by the State Statutes (A.R.S. § 9-461.06.) Major amendments are required to be presented to the City Council at a public hearing during the same calendar year the proposal is made.
  - 2) Deadlines and timelines for applications for major amendments are as described in the major Amendments Procedures and Requirements section of this chapter.
  - 3) At least one public hearing shall be held by the Planning and Zoning Commission prior to the City Council hearing so as to provide the City Council with a recommendation for approval or denial of the request.
  - 4) Proposed major amendments must meet all public notification requirements, including site posting requirements on the property, publishing at least once in a newspaper of general circulation, notifying surrounding property owners and holding public hearings to consider input from interested persons.
  - 5) At least sixty days before a plan amendment is adopted, the planning agency shall transmit the proposal to the Planning and Zoning Commission and City Council and submit a copies for review to the following:
    - Yavapai County Development Services Department.
    - NACOG.
    - The Arizona Commerce Authority in lieu of the the Department of Commerce or any other state agency that is subsequently designated as the General Planning agency for this state.
    - Arizona Department of Water Resources.
    - Any person or entity that requests in writing to receive a copy of the proposal.
  - 6) Consult with, advise and provide an opportunity for official comment by public officials and agencies, the County, local school districts, NACOG, state and federal public land management agencies, other appropriate government jurisdictions, public utility companies, civic, educational, professional and other organizations, property owners and citizens to secure maximum coordination of plans and to indicate properly located sites for all public purposes on the General Plan.
  - 7) Fees for amendments to the General Plan are set by Council resolution.
  - 8) A two-thirds (5/7) vote of the entire membership of the Council is required for approval of major amendments.
  - 9) It shall be the burden of the applicant for the amendment to prove that the change constitutes an improvement to the General Plan.
  - 10) The adoption of any land use and/or text amendment to the General Plan shall be by Resolution of the Cottonwood City Council.



### 3. MINOR AMENDMENTS

Arizona Revised Statutes § 9-461.06. describes the requirements for amendments to a general plan. Most of the requirements in the state statutes refer specifically to major amendments; however, there are a number of sections which address amendments in general and at a minimum these requirements would apply to minor amendments.

- a. **Minor Amendment Criteria:** Any change that does not meet the criteria defining a Major Amendment or Exceptions, as described herein, shall be considered a Minor Amendment.
- b. **Minor Amendment Procedures:** The following procedures shall be used for minor amendments to the General Plan:
  - 1) Amendments to the General Plan may be initiated by the City or may be requested by private individuals or agencies in accordance with the procedures set forth by the State Statutes (A.R.S. § 9-461.06.)
  - 2) Applications for minor amendments may be presented to the Planning and Zoning Commission for review and recommendation and to the Cottonwood City Council for approval at any time during the year.
  - 3) At least one public hearing shall be held by the Planning and Zoning Commission prior to the City Council hearing so as to provide the City Council with a recommendation for approval or denial of the request.
  - 4) Proposed minor amendments must meet all public notification requirements, including site posting requirements on the property, publishing notice of all required public hearings in a newspaper of general circulation, notifying surrounding property owners and holding public hearings to consider input from interested persons. Notice of the time and place of required public hearings and the availability of reports and recommendations related to such hearings shall be at least fifteen and not more than thirty calendar days before the hearing.
  - 5) Consult with, advise and provide an opportunity for official comment by public officials and agencies, the County, local school districts, NACOG, state and federal public land management agencies, other appropriate government jurisdictions, public utility companies, civic, educational, professional and other organizations, property owners and citizens to secure maximum coordination of plans and to indicate properly located sites for all public purposes on the General Plan.
  - 6) Fees for amendments to the General Plan are set by Council resolution.
  - 7) A simple majority of the City Council may approve a minor amendment to the General Plan.
  - 8) It shall be the burden of the applicant for the amendment to prove that the change constitutes an improvement to the General Plan.
  - 11) The adoption of any land use and/or text amendment to the General Plan shall be by Resolution of the Cottonwood City Council.



## MAJOR AMENDMENT PROCEDURES AND REQUIREMENTS

As provided by statute (ARS §9-461.06.G), all proposed major amendments must be reviewed at a public hearing during the same calendar year they are filed. Any applicant considering a Major Amendment to the Plan text or Land Use Map is strongly encouraged to contact planning staff well in advance regarding specific application requirements and timing. The process for initiating a major amendment must begin in the early part of the year in order to allow adequate time in the process for review, public hearings and any delays. This timeline is the minimum; it does not provide much room for delay. Applicants are encouraged to start the major amendment process in January so as to meet the statutory requirement for completing the process in the same calendar year the application is submitted.

### **STEP 1. Preliminary Meeting with Community Development Director.**

*Schedule preliminary meeting not later than April of each year.*

An initial meeting is required with the Community Development Manager and/or with designated staff members to discuss the procedures and standards for proposing a Major Amendment to the Cottonwood General Plan. The review process is lengthy and thorough and the applicant must understand the requirements and commitment necessary to proceed. It shall be the burden of the applicant to prove that the change constitutes an improvement to the General Plan.

### **STEP 2: Code Review Board.**

*Submit complete application at least two weeks in advance of Code Review Board meeting.  
File application starting in January but no later than May 1st.*

A complete application for Code Review Board is required for a proposed Major Amendment to the General Plan. This includes the application form, required fee, site plan, maps and other exhibits and supporting documentation, as necessary for staff to be able to review the proposal. A preliminary narrative report shall be submitted by the applicant describing the proposed uses along with a statement of how the proposed amendment meets the intent of the General Plan for that property. The preliminary review of the proposed amendment will include consideration of adequacy of planning concerns as described in the General Plan, as well as adequacy of infrastructure and related concerns by Building, Public Works, Fire, and Utilities Departments.

### **STEP 3. Formal Application.**

*Submit complete application by first week of June.*

**An application that does not adequately address the preliminary technical requirements identified by the Code Review Board will not be accepted for processing. The application must adequately address key technical issues, such as utilities, road access, grading or similar constraints, as part of consideration of any change in the land use classification.**

Application Form: Original signatures only. Facsimile and copies not accepted.

Application Fee: (non-refundable). Fees are set by resolution of the City Council.

Project Narrative: Describe the proposed project, including uses, densities, square footage and other development aspects. The applicant must submit written documentation describing how the proposed amendment meets the goals and objectives of the General Plan for that area.

Site Plan: Provide exhibits indicating proposed site plan.

Vicinity Map: Provide a map depicting the proposed amendment boundaries and Land Use categories in relation to surrounding use, with surrounding Land Use categories indicated.



**STEP 4. 60 Day Review Period.**

*Begin by mid-June.*

At least sixty days before a major amendment to the General Plan is noticed pursuant to state statute, the Community Development Department shall transmit a summary of the proposal to the Planning and Zoning Commission and City Council. In addition, the City shall consult with, advise and provide an opportunity for official comment by public officials and agencies, the County, local school districts, state and federal public land management agencies, other appropriate government jurisdictions, public utility companies, civic, educational, professional and other organizations, property owners and citizens to secure maximum coordination of plans and to indicate properly located sites for all public purposes on the General Plan.

**STEP 5. Public Notification and Posting.**

*As necessary based on P&Z Hearing date.*

Notice of time and place of hearings shall be given at least fifteen days and not more than thirty calendar days before the hearing.

Proposed major amendments must meet all public notification requirements, including site posting requirements on the property, publishing at least once in a newspaper of general circulation, notifying surrounding property owners and holding public hearings to consider input from interested persons.

Publication: Legal notice of each public hearing shall be published at least once in a local newspaper.

Site Posting: The property shall be posted by the applicant with a sign informing the public that an application has been filed. The posting shall include both P&Z and Council meeting dates. Staff will provide the applicant with additional instructions for site posting, size of sign and other details.

Mailings: Notice of the public hearings will be sent to all surrounding property owners by first class mail.

**STEP 6. Planning and Zoning Commission Public Hearing.**

*Regular P&Z meeting no later than September.*

If the Commission requires more information or additional input, a second hearing may be scheduled for their regular meeting of October. At least one public hearing shall be held by the Planning and Zoning Commission so as to provide the City Council with a recommendation for approval or denial of the request. The Commission will review all such proposals based on the goals, objectives and policies described in the General Plan.

**STEP 7. City Council Public Hearing.**

*Schedule by October/November at the latest. This provides a minimum timeframe for any delays or modifications based on public input and City Council concerns.*

The public hearing dates are set to allow some potential for delays or rescheduled meetings. These are minimums; applicants are encouraged to start the process as early as possible in the year. In order to comply with State Statutes, the Council must conduct the final hearing no later than December 31<sup>st</sup> in order to be able to provide a decision in the same year the application is filed. The adoption of any amendment to the General Plan shall be by resolution of the Cottonwood City Council. A two-thirds (2/3rd) vote of the entire membership (5/7) of the Council is required for approval of major amendments.

# APPENDIX

- I. COMMUNITY VISION WORKSHOP COMMENTS**
- II. COTTONWOOD PROJECTS AND ACCOMPLISHMENTS 2003-2013**
- III. DEFINITIONS**
- IV. REFERENCES**
- V. CORRESPONDENCE**

# I. Comments from Community Visioning Workshops: Fall 2012

The following comments were compiled from a series of public visioning workshops held in October and November 2012. Participants were asked to provide comments regarding Treasures, Challenges and Visions for Cottonwood. The comments were then organized under a number of categories. Similar comments are grouped together as much as possible. Comments range from short phrases to longer statements. The comments are presented as a snapshot of

## Community and Quality of Life - Treasures

*Quality of Life.*

*"Safe" place.*

*Safety of small town. Small town setting. Small town events.*

*I like the community.*

*Home town feel.*

*Small town environment - not rigid with enforcement and requirements.*

*Retire in a small quality community in beautiful area.*

*Small town friendly atmosphere. Small town character.*

*Small friendly community. Small town community. Small quality community. Small town quality of life.*

*Small town feel (Community). Small Community. Small town atmosphere*

*Area/people.*

*People. Friendly people. Friendly citizens. Friendliness.*

*Personable people. Community. Opportunities.*

*Friendly/kind officials and neighbors.*

*Social and cultural diversity. Quality of life - Community Values.*

*Re-do structure of community garden.*

*Rural feel w/ Metro Services.*

*Low crime.*

*Inexpensive/Free community events.*

*All the City does to get community involved.*

## Community and Quality of Life - Challenges

*Connecting diverse and segmented populations.*

*Lack of cohesive community.*

*Community Involvement.*

*Community not outside directed development.*

*Overbearing laws. Possible over regulation. Individual needs deemed unimportant.*

*Infringements upon personal use & enjoyment of private property.*

*Agricultural markets and gardening.*

*Arts and entertainment as a critical factor for economic and cultural growth.*

*Improve river access.*

*Preservation of quality of life.*

## Community and Quality of Life - Visions

*More events.*

*Diverse, well-connected and supportive community*

*Maintain small town feel. Continued small town feel. Smart growth - stop sprawl*

*A place where the rural lifestyle is encouraged. A small, easy to live in, city.*

*A town without "chain" development*

## **Transportation and Connectivity - Treasures**

*Base of Transportation.  
Population - Low Traffic.*

## **Transportation and Connectivity - Challenges**

*Traffic congestion. Increasing traffic. Traffic. Traffic Congestion.  
More bike lanes  
Transportation  
Adequate public transportation. Public transportation.  
Scarce sidewalks and bike paths that are appealing  
"City" traffic feel - everyday at noon and 5pm.  
Better streets*

## **Transportation and Connectivity - Visions**

*A bike friendly town. A planned and map ready bike "scenic" route around town.  
A navigable community through bike paths, sidewalks and public transportation  
Continued mass transportation  
Roadways that encourage bikes and scooters.  
A separate bike trail to Sedona & Camp Verde  
Lots of Bike Friendly Roads.  
Pedestrian and bicycle friendly community.  
More bike friendly lanes on the roads.  
Focus on walkable/livable community.  
Connected walking/biking trails.  
Connected public trails linking Cottonwood to Sedona to Camp Verde.  
Urban trail system.  
Improve streets and road system.  
Increased arterial road structure.*

## **Education and Economy - Treasures**

*Walmart.  
Economy.  
Moved here for job.  
Primed for growth.  
Attractive shopping centers.*

## **Education and Economy - Challenges**

*Financial Resilience  
Good, high paying jobs, Good jobs  
Provide high quality job opportunities - more than retail and real estate  
Growth, Economic growth, Business growth  
Economic development while keeping small town feel  
Retaining position as retail center  
We need key industry base  
Attracting knowledge based jobs  
Develop and grow tourist attractions  
New people do not identify Cottonwood as home  
High poverty / lack of employment opportunity  
Maintain economic viability without losing natural assets and small town charm  
Vibrant economy without increasing water use  
Education, Quality education  
Support local community college. Increase higher education profile and campuses.*

Better early childhood education and care  
Continue to grow- job creation - encourage more residential/commercial growth to increase sales tax revenues to provide services to our citizens  
Be creative about generating economic opportunities. The "grow or die" paradigm, reliant on new construction, has proven to not work and negatively affects current residents!  
Develop "cultural heritage" tourism.  
Diversify from real estate and retail.  
More high quality career-type opportunities, not just low-paying retail. Diversify from real estate  
Lacks good shopping malls. Lack of retail/commercial. Lack of industry/low wages.  
More shopping

## **Education and Economy - Visions**

Use quality of life assets to attract high quality employers.  
Small town is key to attracting high quality employers.  
Develop this feature in commer sectors beyond Old Town such as 89 Ext and Main, 260 & 89A, 6th & 89A, etc.  
Target technology training and business to improve the number of jobs with livable income/wages  
Sustainable tourism: Heritage tourism; Wine Trail; Agriculture products; develop more scenic attractions; jail trail.  
Educational opportunities that accommodate high paying jobs  
Develop cultural tourism  
Bring in clean business for more employment opportunities  
More and better paying jobs. Good jobs / Good pay. Economy based on better, not more  
Annexation of state trust lands is important to our future economic viability.  
Industry to help families afford the basics.  
Vibrant public markets.  
Better shopping opportunities (shop local not Prescott)  
Grocery store near 89A and Groseta Ranch Rd.  
Market Cottonwood as a destination.  
Tourist destination.  
Continue being the hub for the Verde Valley.  
Clean industry to keep our best educated here.  
Major shopping center.  
Secondary and Primary education.  
Good schools.

## **Recreation - Treasures**

Climate good year round for recreation. Pleasant weather, Weather, Great Climate, Ambient weather.  
Recreational opportunities. Recreation Center  
Parks/Recreation/Trails/River, Parks and open space. Baseball fields. Hiking.  
Children's sports.  
Dead Horse Ranch State Park and Greenway  
Overall cleanliness of streets, parks, etc.  
Verde River, The river and nature areas in their NATURAL state, Verde River & Other water ways  
Scenic Verde Valley. Nicely manicured parks Proximity to Sedona. Geographic Location.

## **Recreation - Challenges**

Additional recreation amenities -parks/open space  
More recreation programs - Maybe a sprint triathlon

## **Recreation - Visions**

Better river access for walking; Preserve river access.  
A vital and boatable Verde River as the heart and soul of the City and economic engine.  
Expand Riverfront park to the Verde River.  
More public spaces connected by non-motor pathways

*Extensive trail network from the west end of Mingus Ave. Extensive trail system  
Increased access to a swimming pool designed for fitness/lap swim and classes. Current indoor pool is too small.  
Golf cart trail from Pine Shadows into Old Town.  
Family oriented outdoor recreation expanded.  
Multi-generational exercise-based outdoor park to also accommodate the elderly.  
More open space / parks / rec areas. A park near Quail Canyon.*

## **Environment and Water - Treasures**

*Unparalleled access to natural areas, recreation, scenic beauty  
Open space all around.  
Beauty of the environment and natural terrain.  
Clean environment. Clean air. Clean air  
Smoke free environment.*

## **Environment and Water - Challenges**

*Rainwater harvesting.  
Zero net increase in water use into perpetuity. Growth with zero increase in water pumped from watershed  
Adequate water resources for future growth.  
Use matching funds from state to buy 10 mile block of state land to use as watershed for future.  
Maintain flow in Verde River. More river access and maintain river flows. The Verde River protected. Maintain  
its flow. Maintaining the river and natural environment. Sustainable water supply without depleting the Verde  
river. Damage to the Verde River.  
Outgrowing our water resources. Pollution of air and water  
Water. Water quality. Water rights. Improve water quality. Adequate water.  
Loss of nature in its pristine state.*

## **Environment and Water - Visions**

*Conservation / Verde River / Open Space  
Retain the beauty of open space.  
A city that values a safe, clean environment.  
Cottonwood kept "green" with water availability.  
A City where nature has a valued position over development. Embrace and celebrate abundant natural resources.  
Clean environment. Healthy watershed  
Protecting water resources while ensuring quality growth and economy.  
We have more than adequate water resources to meet future growth needs. We need to use our water resources  
as an asset to encourage future growth  
High water quality.*

## **Old Town - Treasures**

*Picture perfect Main Street.  
The quaint "Bohemian" atmosphere.  
Old Town finding its "niche"/becoming mass visited place.  
Old Town is a Treasure and getting better.*

## **Old Town - Visions**

*Old Town being more accessible with more parking.*

## **Planning and Development - Treasures**

*Agricultural advantages.  
Local food.*

## **Planning and Development - Challenges**

*Over development.*

*Towns expanding around the City of Cottonwood*

*Keeping it small - prevent sprawl. Avoid sprawl. Keep development compact and livable.*

*Let Cottonwood be known as the town that chose to remain small.*

*Population density.*

*Need more knowledge about the costs/benefits of growth*

*Infrastructure. Street improvements. Keeping up with current technology.*

*Excessive costs of basic utilities.*

*Affordable housing, Quality affordable housing.*

*Design for people, not cars.*

*Restrain the housing developers.*

*Increase maximum building height to increase the potential for mixed-use.*

*Involve Cottonwood citizens in future annexations.*

*Mixed-use - Everything you need or want should be in walking distance.*

*Continue to include sidewalks when improving roadways.*

*Clean up the yards of rental properties. Neighborhood clean-up more frequently.*

*Commercial buildings and balance with residential. Better defined commercial area with shops/restaurants.*

*More green planting and grass in public areas.*

## **Planning and Development - Visions**

*Use irrigation to grow food instead of grass.*

*Greenhouses like in Wilcox. Agricultural based community. Community Garden - Agricultural bread basket.*

*Locally produced food encouraged.*

*Successful wine growing community.*

*Centralized government services; public access improvement for those who don't drive.*

*New land use category for high density, urban mixed-use. Development boundary: Main, 89A, Willard & Mingus.*

*Keep urban separators between Verde Valley communities to avoid sprawl strip.*

*Cooperate and collaborate with regional partners.*

*More encouragement to landscape and make areas more attractive away from Old Town. Attractive roadways.*

*More trees and keep the sidewalks and streets clean. Trees in parking areas.*

*Sustainability has 3 legs - Economy, environment, & social. Sustainable economy, environment, society.*

*Creation of one community.*

*Adequate planning for growth*

*Ideal community: One that values quality of life over commercialism.*

*City of Cottonwood management needs to be more involved with citizens and listen and respond to concerns.*

*Develop a process for more involvement of city employees.*

*Annexation to increase community cohesiveness.*

*People who are less divided and territorial (i.e. annexations - we in the upper Verde are one community)*

*Improved infrastructure. Bringing technology to the community. Better roads.*

## **Human Services - Treasures**

*Excellent medical facilities.*

*Medical is top notch.*

## **Human Services - Challenges**

*More activities for the youth. Things for the youth to do. Appealing to younger demographic.*

*Activities for juveniles. Child care.*

*Care for elderly and disabled.*

*More awareness and prevention of the financial and physical exploitation of the elderly*

*Disability access to services.*

*Prioritizing spending considering varying needs/desires of community members.*

*Affordable housing. Quality affordable housing. Homeless housing.  
Doctors for new front hip work to come down to us from Flagstaff. Doctors here do the old one.  
Homeless and Drugs*

## **Human Services - Visions**

*New Boys & Girls club (state of the art).  
More youth involvement in the community.  
Making Cottonwood a successful place where our children would like to stay and raise their families.  
Coordinated services for seniors.  
Equal access for all.  
Better housing for the poor and homeless.  
Opportunities for an aging active population*

## **History - Treasures**

*Historical architecture and ruins.  
Historic Old Town buildings and environment.  
Cottonwood commercial historic district.  
Preserving the national register historic designation.  
Civic center.  
Cottonwood historic homes.  
Cultural heritage.  
"Picture Perfect" with integrity to 1925-1935 time period.*

## **History - Challenges**

*Maintain historic integrity and uniqueness of place.  
Historic integrity  
Losing national register listing of Cottonwood Historic District.  
Retain the history of the historical buildings.*

## **History - Visions**

*Return to the historic 1925-35 feel in Old Town and more contemporary in outlying areas.  
A city where the old buildings and past are valued and preserved.  
Historical preservation encouraged in land use and activities.*

## **Safety and Crime/Drug Prevention - Treasures**

*Low Crime.*

## **Safety and Crime/Drug Prevention - Challenges**

*Crime prevention.  
Drug abuse control.  
Homeless and Drugs.*

## **Safety and Crime/Drug Prevention - Visions**

*Relaxed, safe neighborhoods.  
Public safety.  
Speed limit on West Mesquite.  
Drug free.*

## II. City Projects and Accomplishments 2003-2013

- 2012 Excellence in Economic Development Award from Governor Jan Brewer for outstanding innovations and achievements that have helped place Arizona at the forefront of economic development. The City of Cottonwood received the Innovative Economic Development Award for our five year economic development strategy with an emphasis on the Arizona wine industry and Old Town Cottonwood.
- City receives the Distinguished Budget Presentation Award for FY 2011-12 from the Government Finance Officers Association (GFOA).
- Collaborating with Local First Arizona, Old Town Merchants and Cottonwood Chamber of Commerce, City is awarded the Governor's Tourism Award for Creative Collaborative Marketing program to bring tourism to Old Town.
- Cottonwood and the Verde Valley are selected by Lonely Planet as one of the Top 10 U.S. travel destinations for 2013.
- Developed a procurement office.
- Reorganized staff positions and departments for a more economic and organized team.
- Promoted and instructed the "What You Do Matters: Lessons from the Holocaust" training for all law enforcement officers in Yavapai County.
- Provide employees with annual compensation sheet.
- Developed the Business Assistance Center.
- Historic Preservation Commission created.
- Contracted with new Fixed Base Operator for the airport.
- Encouraged participation in the 2010 census.
- Reviewed airport land leases to ensure performance requirements were met.
- Developed a Revolving Loan Fund.
- Developed Focus on Success program.
- Adopted landscaping code encouraging use of low water use products.
- Completed purchases of Spring Creek and Quail Canyon wells and water systems.
- Created the Lynx Route to connect Cottonwood and Sedona.
- Completed Mingus Avenue reconstruction Willard to SR89A including new potable and reclaimed water lines.
- Completed design and construction of Willard Street extension included a new 10" waterline to interconnect the pressure and gravity water systems.
- Organized Arizona 100-Year Anniversary celebrations.
- Organized Cottonwood 50-Year Anniversary of Incorporation celebrations.
- The Multigenerational Recreation Center was finished in February 2010 and opened May 1, 2010.
- Completed renovations of existing (outdoor) pool .
- Obtained Safer Grant: Staffing for Adequate for Fire and Emergency Response, increasing number of fire personnel and adding second engine company to provide services to the community.
- Completed remodel of Aspen Shadow wall to improve safety and flood protection.
- Obtained APS, Uni-Source and Cable-One franchise renewals.
- First in State to adopt ordinance to control sales of epiphedrine, a prime ingredient in the construction of Methamphetamines thereby reducing crimes involving meth by 40%
- Initiated the ban of sales of Spice and Bath Salts in Yavapai County.
- Televised all regular council meetings and *Inside Cottonwood* programs.
- Assumed hosting of Thunder Valley Rally.
- Designed, rehabilitated and relocated Municipal Court to new a new facility.
- Designed, rehabilitated and relocated Community Development and Utilities to a new building.
- Completed design and construction of new police evidence building.

## **City Projects and Accomplishments 2003-2013**

- Old Court Offices Asbestos Abatement, Demolition and Remodel into new City Clerk's office.
- Restoring City Hall.
- Created VTV video link on COC website.
- Now include all City Council agenda back-up material on website to better educate our citizens..
- Now include information on all city commissions and boards on website to include roles and qualifications to serve along with meeting minutes.
- Created COC Airport webpage.
- Relocated Gardner's recycling from Old Town to a more compatible site.
- Sun Dial Motel improvements initiated with sale to new owner.
- Initiated Electronic Christmas tree and décor at Civic Center.
- Expanded automated holiday lighting to include more city offices and is accompanied by music.
- Resolved Green-Gardner Easement Access.
- Created RFP to bring wine tasting rooms to Old Town.
- Installed wayfinding directional signage to Old Town Cottonwood.
- Developed Verde Valley Wine Consortium.
- Coordinated with Chamber of Commerce to develop the Verde Valley Wine Trail and Painted Barrel programs.
- City Manager awarded the Gabe Zimmerman Award.
- Conducted two Citizen Surveys with high satisfaction registered by citizens.
- Banned wood burning fire places in new developments.
- Collaborated with citizens to construct a dog park.
- Collaborated with citizens to construct a community garden.
- Adopted a Residential Rental Maintenance Code
- Completed Library additions.
- Adopted a new Graffiti Ordinance.
- Revised Noise Ordinance.
- Constructed a new transit facility.
- Developed tourist bus parking in Old Town.
- Changed to Vote-By-Mail.
- Improved/Increased the release of marketing information to the media.
- Developed a bi-annual citizen newsletter "Just the Facts."
- Annexed Quail Canyon development into the City.
- Created storm drain signage.
- Paula Street Rebuild and dedication as Mickelsen Parkway.
- Civic Center ADA Review.
- Old Town Jail Asbestos Abatement and Remodel..
- Police dispatch center HVAC upgrades.
- Library roof leak repair and restroom rehabilitation.
- Library canopy design and bid.
- Library parking lot and drainage reconstruction.
- Library HVAC units replacement.
- Council Chambers structural review, demolition and remodel design and bid.
- Reconstruction of 12th Street, Birch to Mingus Ave. including a new waterline and fire hydrants.
- Constructed a disc golf course and hosted two Professional Disc Golf Association tournaments.
- Secured/verified the ownership of the Old Town Jail.
- Demolished the Bux Building in Old Town and constructed a parking lot at the corner of Pinal and 1st Street.

## City Projects and Accomplishments 2003-2013

- Roof Projects –Recoat Library Flat Roofs
  - Recoat Old Community Development Building’s Roof
  - Recoat City Hall Roof
  - Recoat Public Safety Building Roof
  - Recoat Utilities Flat Roof
  - Replace Public Works Roof
  - Replace Lift Station 4 Roof
  - Replace Airport Electrical Vault Building Roof
  - Replace Utilities Building Shingled Roof
- Mold Abatement Projects
  - Public Works Building
  - Public Safety Building
  - City Hall
  - Fire Department Kitchen
- Formed the Bicycle Advisory committee and were awarded a Bike Friendly Community Bronze award.
- Completed Community Bicycle Plan.
- Assisted in hosting Bike MS event in Cottonwood.
- Bicycle Project on Cove Parkway.
- Participated in Mayor’s Bike to Work Day with Council, Staff and Community Participation.
- Formed Safe Routes to School (SRTS) Committee and received federal grant for SRT.S
- Cottonwood Portal Signs Improvement Project.
- Traffic study at 6th Street and 89A for left turn phase.
- Traffic study on 89A and Camino Real to determine results of No-Left turn device.
- Construction of softball field 4 at Riverfront park.
- Construction of little league ball field complex at Riverfront park.
- Construction of new sidewalk on Main Street in front of Woody’s Gas/Veretto Plaza.
- Replacement of sidewalk on 1<sup>st</sup> street/Pima in Old Town.
- Soccer Field Construction at Riverfront Park.
- Pima Bridge Foundation and slope protection.
- Ocotillo Street drainage improvements.
- 6th Street and Municipal Court drainage improvements.
- Pima/Main Street parking lot reconstruction.
- Council Chambers parking lot reconstruction.
- Finance Department parking lot reconstruction.
- 16th Street Reconstruction.
- Skyline Drive and Skyline Way Reconstruction.
- Transfer station and humane society drive reconstruction.
- Took over the operation of the solid waste transfer station.
- Reclaimed water fill station pavement construction.
- Mickelsen marathon course design.
- Participated in the VVTPO and NACOG transportation committees and planning
- Chip seal streets projects list.
- Electrical reconstruction of all airport lighting.
- Began operating airport fuel tanks.
- Phase 1 and Phase 2 of the Wastewater Collections System Cleaning and Televising Project completed.
- 925 sanitary sewer manholes were inspected including GPS coordinates.

## City Projects and Accomplishments 2003-2013

- Upgraded the obsolete Wastewater Supervisory Control and Data Acquisition (SCADA) system and installed upgraded telemetry units at the five lift stations.
- Created first complete map of wastewater collections system.
- Completed Phase 1 of the Ultra-Violet disinfection lamp and sleeve replacement project.
- Completed Phase 1 of sand filter replacement.
- Installed new reclaimed water line to serve NAIPTA (CAT) Building .
- Diffuser sock replacement for both WWTP aeration basins completed.
- Completed Phase 2 sand filter replacement.
- Completed Phase 2 of the Ultraviolet disinfection lamp and sleeve replacement.
- Purchased and installed two Moyno pumps for sludge feed system.
- Installed new Manual Transfer Switch for Lift Station 4.
- Repaired roof at Lift Station 4 .
- Completed Phase 3 of the Ultraviolet disinfection lamp and sleeve replacement.
- Installation of new alarm dialing software for WWTP and lift station.s
- Installation of Epoxy lining in both clarifiers at WWTP.
- Installation and purchase of new laboratory software for WWTP.
- Replaced RAS/WAS Pinch valves at WWTP.
- Installed new emergency generator at Lift Station 4.
- Installed new 200 amp electrical service at Lift Station 1.
- Installed new Dissolved Oxygen Probes at WWTP.
- New reclaimed water tank installed, repaired and recoated along with Grundfoss Boosterpaq installation to improve reclaimed water pumping capacity and efficiency.
- Headworks building rehabilitation and new influent flow screen and compactor installed.
- System wide arsenic remediation program. Installation complete and ADEQ/EPA compliance achieved and maintained at 20 sites in Cottonwood, Verde Villages, and Verde Santa Fe. 23 concrete pads, 3 chemical injection buildings, 20 treatment trains from 2 to 20 vessels. All associated underground infrastructure, raw water in, treated water out, sewer discharge extensions where applicable, electrical power upgrades where required.
- Fir Street interconnect water main. Improves system reliability by allowing transfer of water between areas of low production high usage and areas of high production, low usage.
- Installed Pine Shadows waterline which included about 7000' of new 12" waterline and numerous fire hydrants along with a new meter and vault.
- Combined water/sewer billing in progress.
- Wellsite 8/9 480,000 gallon reservoir installation complete.
- Mesquite Hills reservoir altitude valve installation which allows for auto filling.
- Clemenceau pressure water system decommission, reservoirs moved to Wastewater Plant for reclaimed water system use.
- Verde Village well 6-1 Decommission (reservoir moving to wellsite 4-2, Jan 2013.)
- Verde Village well 8-1 Decommission (reservoir moving to wellsite 2-1 Jan. 2013.)
- Riverfront WRF two feasibility studies complete and currently in preconstruction design phase.
- Quail Canyon Well conversion to variable frequency drive to allow direct pumping into Verde Village units 6 & 7.
- System wide well site electrical upgrades enhance reliability, reduce energy demand and improve system performance.
- Cactus Well raw water transmission line construction to Well 1 for combined arsenic treatment.
- Underground realignment of piping at Well 5 gravity system and Lower 5 booster station.

## City Projects and Accomplishments 2003-2013

- Supervisory Control And Data Acquisition (SCADA) installation at 18 water sites which allows remote monitoring of reservoir levels, flow rates and system pressure. Real time alarm transmission improves response time and situational awareness.
- Security upgrades at all well sites which includes changeable combination locks, improved perimeter fencing, security doors, motion activated lighting and secure chemical storage.
- 6<sup>th</sup> and Mingus waterline extension which increased fire flows on 6<sup>th</sup> Street by 300%.
- 6<sup>th</sup> Street crossing Well 4 to well 7 which allows combined arsenic treatment.
- Hwy 89A and Candy and Hwy 89A and Willard crossings which allowed for conversion of the Clemenceau pressurized water system to gravity feed and allowed VVMC to connect to the city system for both potable and fire flow needs.
- Irrigation line installation to Community Garden with associated piping within the garden.
- Lower 5 booster station electrical upgrades to improve reliability/redundancy.
- Hwy. 89/ Blackhills Dr. 12" waterline realignment as requested by ADOT for Hwy 89A improvement project
- System-wide replacement, repair and/or installation of pressure reducing valves to improve system performance and reduce main line breaks.
- Hwy. 260 at Western waterline crossing provides system redundancy, improves fire flows and allows water transfer between Verde Villages 2, 3 and 4.
- Creation of dedicated utility leak repair van using military surplus vehicle and staff labor.
- Pavement and drainage improvements to Hwy. 260 well site access road.
- Installation of ten pressurized fire hydrants in Verde Villages which previously had no pressurized hydrants.
- Installation of new water main and fire hydrants behind Goodwill store.
- Installation of sand removal filters at Wells 4 & 7.
- Purchase and integration of TRACEDTECT analyzer for arsenic treatment process control which dramatically reduces outside laboratory costs.
- Rehabilitation of all potable water wells which includes more efficient pumps and updated electrical controls to dramatically improve water production capability and reliability.
- Installation of a five pump variable drive booster pump system at the Yuma reservoir site.
- Utility staff assumed operation of the Deadhorse Ranch water and wastewater systems.
- Hwy 260 well was deepened and yield increased to 450 gallons per minute.
- Partnered with MATForce to hold the first dump the drugs day in the Verde Valley as part of Verde River Days.
- Worked with ADOT to secure a Federal grant for installation of sidewalks on both sides of Hwy 89A from Blackhills Drive to Cement Plant Road.
- Water rate study and adoption of new water rate structure.
- Physical separation of City of Cottonwood and Town of Clarkdale water systems.
- Partnered with ADEQ to sponsor a record setting electronics waste collection day.
- Obtained an ADEQ Brownsfield Grant to test the former Gardner recycle yard.
- Developed and adopted a potable water backflow ordinance.
- Designed and constructed a CATS bus transfer station along with assembly and numerous bus shelters.
- Obtained a grant and installed a solar PV system at the airport.
- Obtained a CDBG grant for reconstruction of 10<sup>th</sup> Street from Mingus to Main.
- Sponsored an EPA funded water and wastewater Emergency Preparedness for Senior Officials training seminar.
- Sponsored and EPA funded two day Emergency Response to Domestic Biological Incidents training seminar.

## City Projects and Accomplishments 2003-2013

- Completed an update of the Yavapai County Hazard Mitigation Plan.
- Culminated several years of discussion with Yavapai College by formulating an agreement to supply reclaimed water for irrigation at the Verde Valley campus including the current and proposed vineyards. The proposed agreement will be presented to Council on January 8, 2013.
- Updated and increased signage in Old Town to improve access to parking lots.
- Adopted the latest International Building Codes.
- Received a rebate from APS in the amount of \$24,702 for installation of variable frequency drive (VFD) controllers at our water facilities. These controllers also reduce electrical consumption and reduce system leakage by significantly reducing water hammer.
- The city is partnering with local veterans groups and businesses to bring the Vietnam Memorial Traveling Wall to Cottonwood in March of 2013.
- Partnered with the Verde River Citizens Alliance to install a rainwater harvesting collection system demonstration system on the BAC.
- Installed a visually impaired crosswalk notification system at the intersection of Main and Mingus.
- Installed a street light at 14<sup>th</sup> and Cochise subsequent to a request from the Main/Mingus homeowners group.
- Partnered with Upper Verde River Watershed Protection Coalition on the Water Smart conservation cards program.
- Constructed two bike trails connecting 10<sup>th</sup> and 12<sup>th</sup> streets.
- A four way stop intersection was installed at Fir and Monte Tesoro.
- A trail easement was obtained from Argo Investments in the Del Monte wash near Hwy 89A.
- Cottonwood has been a leader in the Verde Front project to bring a trail system to the West Mingus area. Collaborating with Prescott National Forest, Yavapai County and Clarkdale.
- Collaborating with Yavapai County on the Centennial Cliff Rose Trail near State Trust Lands.
- A community orchard irrigated with reclaimed water has been planted on Willard Avenue near the south clear zone.
- Development Services has a Homeland Security trained Terrorism Liaison Officer on staff who is serving a dual role by providing utility system security services along with supervising the city code enforcement effort. The code enforcement hearing officer program has been re-activated and many code complaints are being solved pro-actively by the code enforcement staff working directly with residents to alleviate the violations.
- Bike “sharrows” have been painted on the roadways in numerous locations to increase awareness. This low cost method was a suggestion of the Bicycle Advisory Committee.
- Participated with Boys and Girls Club electrical project.
- Support community's elderly through the Verde Valley Senior Center meals-on-wheels program.
- We took over the management of the airport.
- We resumed the operations of the CAT and Lynx Bus Systems.
- Regional Dispatch Center studies.
- Created Water Vision and Water Management Strategies for the future management of water.
- Co-sponsor for Toys for Tots at the Rec Center.
- Co-sponsor for Verde Valley Birding & Nature Festival using the Rec Center for events.
- Sponsor of Verde River Days.
- Sponsored the Arizona Wine Growers Association Grape Stomp.
- Fir Street resurface.
- Mayor and Council collaborated with Verde Valley Medical Center and Fit Kids Arizona to sponsor the summer Luau to promote fitness and healthy eating for children.
- Participated in the regional Yavapai County Water Advisory Commission with the Mayor serving as Co-chair in 2012.

## City Projects and Accomplishments 2003-2013

- Participated in the regional Greater Arizona Mayors' Association with the Mayor serving as Chair for 2012.
- General Administrative Services Manager Rudy Rodriguez served as Chair of the AMRRP – Arizona Municipal Risk Management Pool Board.
- Chief Fanning appointed by the Governor for State Board Arizona Homeland Security Western Regional Advisory Committee.
- Created financial transparency page on the City's Web site.
- City Council Members participated on numerous boards and commissions.
- Completed citizens' survey.
- Added computers to every police vehicle for mobile data computing connectivity.
- Won State's "best dirt" designation for the Cottonwood Equestrian Center.
- Amendments and revisions to the Cottonwood Zoning Ordinance:
  - Major amendments to MH (Manufactured Home) Zone property development standards regarding Manufactured Home Parks and Subdivisions.
  - Created standards to allow A-frame signs, portable signs and walking signs.
  - Replaced C-3 Zone with CR (Commercial Residential) Zone in Old Town permitting various uses by right.
  - Created exception for front porch additions to encroach into front setback area.
  - Established separate Board of Adjustment to hear variances and appeals.
  - Created new standards to allow detached guest house use in residential zones.
  - Amend Parking Requirements adding standards for Shared Parking and Off-site parking.
  - Created Temporary Use Permit and added standards and procedures for various temporary uses.
  - Standards for camping within city limits, including section to allow overnight camping in parking lots with owner's permission.
  - Revised and expanded standards for Design Review and added function to Planning and Zoning Commission.
  - Created new Zoning Clearance review process.
  - Added standards for Group Homes, Halfway Houses, Boarding Houses and Bed & Breakfast Establishments.
  - Major revisions to Landscape Requirements with updated Plant List for Cottonwood.
  - Major amendments to PAD (Planned Area Development) Zoning defining new requirements for Master Development Plan.
  - Added new section for Medical Marijuana Facilities.
  - Added standards to allow backyard chickens and poultry.
  - Added new standards for development on steep slopes and washes.
  - Established Historic Preservation (HP) Overlay Zoning District classification.
  - Added new section for Historic Preservation Ordinance establishing standards and procedures for designation of local historic landmarks and procedures for rehabilitation.

### III. General Plan Definitions

The following definitions are provided for general reference as relates to the Cottonwood General Plan 2025. No legal status is intended or implied. For additional information regarding any of these definitions, it is recommended that other standard sources be reviewed.

**Access Management:** Access management is a set of techniques that State and local governments use to control access to highways, major arterials and other roadways. Access management is primarily used to increase the safety and the capacity of roadways.

- **Controlled Access:** The highest level of access control on a roadway. ARS §28-601 defines a controlled access highway as “a highway, street or roadway to or from which owners of occupants of abutting lands and other persons have no legal right of access except at such points only and in the manner determined by the public authority that has jurisdiction over the highway, street or roadway.” Sometimes referred to as “fully access controlled” and may only include access by way of ramps from graded separated interchanges, typically applied to freeways. These access points are defined by the original design of the roadway.
- **Limited Access:** Some sources for this definition use “limited access” and “controlled access” interchangeably which can cause confusion as to its application. For that reason the next definition will be used to further define the difference.
- **Partial Access:** Preference is given to through traffic to a degree. Access connections, “which may be at-grade or grade-separated, are provided with selected public roads, and private driveways.” Access points are limited in some way to defined locations or to some minimum interval. These access points are typically at grade and can be controlled by a center raised median. Access points are typically permitted by the local government in accordance with an adopted policy or plan for this type of roadway.
- **Full Access:** No defined access plan exists for the roadway with individual properties having single or multiple access points at any point along the roadway.

**Affordable Housing:** A general term meant to address a wide range of housing needs for various segments of the community so as to ensure residents can qualify for home ownership thereby addressing the long-term well-being and stability of the city.

**Alternate Modes Transportation:** Alternatives to single-occupant automobile travel are considered as alternate modes of transportation, including walking, bicycling, public transit, carpooling, and telecommuting.

**Buffering:** Method to separate different types of uses and different levels of intensity of use from each other by means of a strip of land that may include landscaping, berms and/or fencing or walls.

**Capital Improvement Program:** The City's annual program to plan for the long-term needs of the citizens through budgeting for infrastructure, equipment, buddings and other resources necessary for city functions.

**Clustered Development:** Carefully designed residential or mixed use development that occurs on smaller size lots and built closer together allowing other lands in proximity to be preserved as open space, recreational areas or undeveloped areas.

**Codes, Covenants and Restrictions :** CC & R's are private deed restrictions placed on properties and are typically associated with subdivisions. The City has no authority with management of these types of private contracts between property owners.

**Deed Restrictions:** Private regulations that are created and recorded by property' owners for their property so as to specify certain restriction associated with the use and development of that property. The City typically has no involvement or responsibilities with management of these types of private contracts between private property' owners.

**Density:** A ratio of residential units or population to an area of land, typically measured as units per acre.

**Functional Classification:** Roads are classified according to their function and the type of service they provide. The functional classification system serves as both a guideline for planning as well as a means for determining funding. A hierarchy of road types includes arterials, collectors and local roadways.

**Improvements:** All types of construction or development regarding community infrastructure and facilities, including roadways, transportation systems, drainage features, site grading, utility lines, parks and recreation, trails, and other similar features.

**Infill Development:** Development that occurs on vacant sites, whether residential or non-residential, in proximity to existing development and existing infrastructure so as to provide more efficient patterns of development within the City.

**Infrastructure:** Various physical improvements and utility systems that support and define a standard of development associated with developed populations, including roads, flood control projects, water, sewer, power, communications and other similar utility systems.

**Ingress and Egress:** Used to describe access to and from a site or building where ingress refers to entrance and egress refers to exit.

**Intergovernmental Agreement (IGA):** Specific contractual agreements between governmental entities enacted by elected officials to address issues of common concern.

**Master Development Plan:** Required for proposed Planned Area Development (PAD) zoning. A comprehensive approach for planning the development of a specific site or area that considers such development in terms of an integrated program to address physical, economic, social and environmental concerns, as well as associated program management, public input and implementation techniques.

**Minor Land Division:** A part of the Subdivision Regulations that allows land to be split into no more than three parcels where no new roads are included and that allows a more streamlined and less restrictive approach to subdivision.

**Mixed Use:** Developments that include a mix of land uses, such as residential, commercial, cultural and recreational, that are developed, planned and designed in a coordinated and/or complimentary manner.

**Multi-Modal Transportation:** Transportation systems planned to allow more than one mode of travel in an overlapping or redundant condition throughout an area would be considered as meeting the intent of providing multiple modes of transportation so as to address issues of overall system efficiency.

**NACOG:** Northern Arizona Council of Governments - The regional group that assists communities, government agencies and citizens with the coordination of a number of social, environmental and economic programs.

**Open Space:** Undeveloped public or private lands that are designated as such to address resource protection, environmentally sensitive areas, generally less developable areas and otherwise provide a context for surrounding development. Such areas may allow certain limited activities, including passive recreational activities, ranching and agriculture, and certain public facilities, including water treatment facilities and flood control structures but would otherwise not include development of roads or buildings.

**Planned Area Development:** A comprehensive approach to development of a project that typically includes a mix of uses, subdivision of land, open space designation and the creation of specific zoning rules in a way that allows specific design objectives to be addressed in a unique and flexible manner that benefits the developer and the public at large.

**Regional Planning:** Programs in which various governmental jurisdictions and entities come together to plan for common interests, whether as physical or social programs, typically resulting in non-binding policy statements that can then be used by those jurisdictions for integration into their own policies and programs as a basis for implementation.

**Subdivision:** Within incorporated municipalities the division of land into four or more lots or two or more lots if a new road is involved, or division of land within a previously recorded plat, or within projects including areas of undivided common interest.

**Zoning Ordinance:** The principal legal document that defines the allowable uses of land and property within the City by establishing a system of Zoning Districts and an official Zoning Map and further defining such districts by describing minimum required development standards and procedures for development of such property.

## IV. REFERENCES

### LAND USE

- *Verde Valley Regional Land Use Plan*, Yavapai County, 2006
- *The Economic Contributions of Verde Valley Winemaking*, prepared for Verde Valley Wine Consortium, by Erik Glenn, Yavapai County Cooperative Extension (April 2011)
- *The Arizona Wine Tourism Industry*, produced for Arizona Hospitality Research & Resource Center, The W. A. Franke College of Business, Northern Arizona University (June 2011)

### CIRCULATION

- *Verde Valley Multimodal Transportation Study*, 2009  
ADOT Multi-Modal Planning Division, [www.azbikeped.org](http://www.azbikeped.org)
- *ADOT Statewide Bicycle and Pedestrian Plan Update DRAFT*  
Final Report Revision, January 2013  
Arizona Department of Transportation
- *ADOT Bicycle Safety Action Plan* September 2012.
- Maricopa Association of Governments; *MAG Complete Streets Guide 2011*.
- National Complete Streets Coalition  
c/o Smart Growth America, 1707 L St NW, Suite 250 Washington, DC 20036  
[www.smartgrowthamerica.org/complete-streets](http://www.smartgrowthamerica.org/complete-streets)
- Roundabouts, Federal Highway Administration (FHWA)  
<http://safety.fhwa.dot.gov/intersection/roundabouts>
- Traffic Calming, Federal Highway Administration (FHWA)  
[http://safety.fhwa.dot.gov/speedmgt/traffic\\_calm.cfm](http://safety.fhwa.dot.gov/speedmgt/traffic_calm.cfm)  
United States Department of Transportation - Federal Highway Administration  
FHWA Office of Safety, 1200 New Jersey Avenue, SE, Washington DC 20590
- Traffic Calming, Institute of Transportation Engineers  
<http://www.ite.org/traffic>

### OPEN SPACE

- Prescott National Forest, <http://www.fs.usda.gov/prescott/>
- Coconino National Forest, <http://www.fs.usda.gov/coconino/>
- Arizona State Parks, Verde River Greenway State Natural Area  
<http://azstateparks.com/Parks/VERI/index.html>



## **GROWTH AREA**

- Arizona State Land Department (ASLD)  
1616 W Adams St Phoenix, AZ 85007  
<http://www.azland.gov/>

## **WATER RESOURCES**

- *Water Resources Development Commission Final Report, Volumes I and II.* October 1, 2011.
- *Central Yavapai Highlands Water Resources Management Study, Phase I and II Reports,* Bureau of Reclamation, Yavapai County Technical Work Group, 2011.
- *Sustainable Water Management: Guidelines for Meeting the Needs of People and Nature in the Arid West,* Sonoran Institute. <http://sonoran.org/>
- *Regional Groundwater-Flow Model of the Redwall-Muav, Coconino, and Alluvial Basin Aquifer Systems of Northern and Central Arizona.* by D.R. Pool, Kyle W. Blasch, James B. Callegary, Stanley A. Leake, and Leslie F. Graser. United State Geological Survey (USGS) 2010.  
<http://pubs.usgs.gov/sir/2010/5180/>
- *2000 Watershed Restoration Action Strategy,* Verde Watershed Association. 2000.
- *Reconnaissance Watershed Analysis on the Upper and Middle Verde Watershed*  
Lloyd O. Barnett and Richard H. Hawkins, School of Renewable Natural Resources  
University of Arizona, Tucson, Arizona; funded by Arizona Rural Watershed Initiative and administered by Arizona Department of Water Resources. June 2002.
- *Arizona Water Atlas Volume 5: Central Highlands Planning Area, Section 5.5 Verde River Basin.*  
Arizona Department of Water Resources. June 2007.
- *Hydrogeology of the Upper and Middle Verde River Watersheds, Central Arizona.*  
USGS report by Blasch et al, 2006.
- Arizona Water Science Center, Tucson AZ USGS <http://az.water.usgs.gov/>

## **COST OF DEVELOPMENT**

- Arizona Commerce Authority  
333 N Central Ave #1900 Phoenix, AZ 85004  
800.542.5684, [www.azcommerce.com](http://www.azcommerce.com)
- Water Infrastructure Finance Authority of Arizona / GADA  
1110 West Washington, Suite 290, Phoenix, Arizona 85007  
(877) 298-0425
- USDA Rural Development Arizona  
230 North First Avenue, Suite 206; Phoenix, AZ 85003-1706  
800-292-8295 <http://www.rurdev.usda.gov/AZHome.html>

## **HOUSING**

- Arizona Department of Housing  
Arizona Department of Housing  
1110 W. Washington Street, Suite 310 Phoenix, AZ 85007  
Phone: 602- 771-1000  
<http://www.housingaz.com/>

## **HISTORIC PRESERVATION**

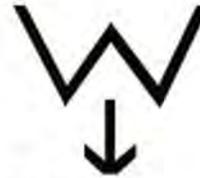
- Arizona State Historic Preservation Office (SHPO)  
Arizona State Parks  
1300 W. Washington Phoenix, Arizona 85007  
Telephone: 602-542-4174  
[www.azstateparks.com](http://www.azstateparks.com)  
<http://www.pr.state.az.us/SHPO/index.html>
- National Park Service (NPS)  
1849 C Street NW  
Washington, DC 20240  
Phone: (202) 208-3818  
  
NPS, Historic Preservation Services  
[nps\\_hps-info@nps.gov](mailto:nps_hps-info@nps.gov)  
  
NPS, Technical Preservation Service  
<http://www.nps.gov/tps/index.htm>  
  
National Register of Historic Places  
<http://www.nps.gov/history/nr/>
- National Trust for Historic Preservation

## VI. CORRESPONDENCE

- Letter from Mr. Andy Groseta, dated 1-23-13

### **GROSETA RANCHES LLC**

P.O. Box 1619  
Cottonwood, Arizona 86326  
(928) 634-7872 (Ranch)  
(928) 634-4333 (Office)  
(928) 634-2113 (Fax)  
E-mail: wdartranch@qwestoffice.net



January 23, 2013

HAND DELIVERED

Charlie Scully, Planner  
Community Development Department  
City of Cottonwood  
111 N. Main Street  
Cottonwood, AZ 86326

RE: Cottonwood General Plan Update 2025

Dear Mr. Scully:

In reference to the City of Cottonwood's attempt to update its General Plan (General Plan Update 2025), I have the following comments that I wish to submit to the City of Cottonwood, to be included and considered in this update:

- 1) The City needs to be much more aggressive in recruiting and attracting new businesses, which would create new jobs to the local workforce.
- 2) The City should declare a moratorium for three (3) years on its building impact and utility hook-up fees. These fees could easily be added to the back end of any development once they are in place and generating new revenue streams to the City.
- 3) The City needs to develop programs and economic incentives to keep local businesses open in the City. So often new efforts are created to attract new businesses, but nothing is done to help ensure that existing businesses can continue to prosper in the City.
- 4) The City needs to develop incentive packages to attract major home builders and commercial/retail developers in the City. We need more rooftops/jobs to be attractive for additional commercial development. Cottonwood needs to go to the next level in commercial/retail development, i.e., Super Target, Macy's, Costco, Chilis, Arribas, Cracker Barrel, Golden Corral, Macayo's, Olive Garden, etc. Cottonwood loses substantial sales tax revenue because our citizens travel to Prescott, Prescott Valley, Flagstaff, and also Phoenix to shop and dine at those businesses that we do not have.



**W Dart Ranch**  
Cottonwood



Charlie Scully, Planner  
Community Development Department  
City of Cottonwood

January 23, 2013

The Cities of Prescott and Prescott Valley have offered multimillion-dollar incentives (infrastructure development) to attract commercial/retail development along the Highway 69 corridor. You can observe, they have been very successful in doing that. We need to be doing the same to compete with our sister municipalities.

- 5) Other areas and businesses in the City need to be promoted as much as the businesses in Old Town.
- 6) The City needs to build upon its medical facilities, advocating the premier healthcare that our local hospital provides to our citizens. This is an attractive characteristic that could lure potential new businesses and people to the Valley.
- 7) Job creation should be a top priority for the City of Cottonwood. More businesses coming to Cottonwood will result in a better quality of life for its citizens and provide more sales tax revenue to the City.
- 8) The City needs to strongly support the completion of the widening of Highway 260 to four (4) lanes between Thousand Trails Road and Wilshire Blvd. in Camp Verde. Having a four-lane highway from I-17 to Cottonwood will help promote economic prosperity in the Cottonwood area.

If you have any questions, please contact me and please keep us posted regarding this process.

Sincerely,



Andy Groseta

AG:cr

cc: Mary Beth Groseta  
Diane Joens, Mayor  
George Gehlert, Director, Community Development  
Doug Bartosh, City Manager

## **COTTONWOOD GENERAL PLAN UPDATE SUMMARY**

The following provides a brief summary of the requirements and contents of each Element with the UPDATE sections providing a brief summary of key changes to the current plan contained in the proposed General Plan.

### **Chapter 1. INTRODUCTION:**

Describes the location and context for the City of Cottonwood. Summarizes the plan structure and planning process. Introduces foundation organizing principles and structure for the plan.

### **Chapter 2. VISION AND GUIDING PRINCIPLES:**

Articulates the community vision for Cottonwood over the next decade, and provides a series of Guiding Principles that serve as a bridge between the Vision Statement and the Goals and Objectives set forth in each of the *General Plan 2025* elements.

**UPDATE: Community Vision:** In the 2003 Cottonwood General Plan the Community Vision focused exclusively on “Small Town Qualities.” Preserving small town character is still a central concept of the community vision and there are specific ideas included related to the importance of maintaining such values; however, the vision foundation has been expanded to recognize two additional focus areas. The emerging role of Cottonwood as the key activity center of a growing sub-region is presented as a central part of the expanded vision foundation. Additionally, the importance of recognizing the value of the natural setting is emphasized. The challenge for the Community Vision is to balance the goals of protecting the Small Town Character while recognizing the growing role as a Regional Center, as well as the need to preserve the critical values of the Natural Setting.

### **Chapter 3. LAND USE ELEMENT:**

Designates the proposed general distribution, location and extent of such uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and such other categories of public and private uses of land that may be appropriate in the City. Describes sub-area planning strategies.

**UPDATE: Land Use:** The Planning Sub-Area section describes 10 sub-areas that are based on common characteristics and similarities. The Plan recommends using the sub-area planning process to provide a greater level of review and consideration of various sub-areas of the city. Sub-area planning is proposed to occur after the approval of the General Plan based on public interest.

### **Chapter 4. CIRCULATION ELEMENT:**

Consists of the general location and extent of existing and proposed highways, arterial streets and collector streets. Describes pedestrian planning, bicycle routes, transit and other modes of transportation. Expands on various system planning elements. Displays traffic count data. Identifies proposed transportation projects.

**UPDATE: Circulation:** The updated Plan includes greater emphasis on multi-modal transportation with expanded references to bicycle, pedestrian and transit planning. In addition, there are expanded references to various types of innovative techniques that integrate land use and traffic planning as an integrated approach.

**Chapter 5. OPEN SPACE AND PARKS ELEMENT:**

Describes major open space areas, recreational resources and designations of access points to open space areas; an analysis of forecasted open space needs; and implementation strategies to promote a regional system of integrated open space.

**UPDATE: Open Space and Parks.** The updated plan continues to recommend strong support for working cooperatively with various local, state and federal agencies to achieve common goals. Includes expanded section with potential strategies for achieving open space goals.

**Chapter 6. GROWTH AREA ELEMENT:**

Identifies potential development areas that support the efficient use of existing infrastructure and/or the coherent expansion of infrastructure systems, as well as multi-modal transportation options, including bicycling and walking, and a planned concentration of various uses, such as residential, commercial, office, tourism and employment type uses.

**UPDATE: Growth Area:** The identified “Growth Areas” are essentially the same main areas described in the current plan. This includes several large private land holdings with potential for planned development. The State Statute asks to identify “growth areas” with potential for more efficient patterns of growth and that can support innovative pedestrian-oriented type of development. In addition, the Growth Area Element includes the main presentation of the City proposal for annexation of the 10-square mile block of State Trust Land. A summary of the innovative planning outline for the State Trust Lands includes the village planning concept, the extensive open space land preservation plan, and the state of the art water conservation program. This section describes the existing proposal and the conceptual land use planning process required by the Arizona State Land Department.

**Chapter 7. ENVIRONMENTAL PLANNING ELEMENT:**

Contains analysis, policies and strategies to address anticipated effects, if any, associated with potential future development as it relates to air quality, water quality and natural resource conditions.

**UPDATE: Environmental Planning:** This section basically has the same outline as in the existing plan with updated program references. It discusses policies related to air quality, water quality and natural resources, including recycling and energy conservation.

**Chapter 8. WATER RESOURCES ELEMENT:**

Describes surface water, groundwater and effluent sources. Provides analysis of how the future growth projected in the general plan will be adequately served by the legally and physically available water supply or a plan to obtain additional necessary water supplies.

**UPDATE: Water Resources:** This section includes up-dated information regarding the latest water planning efforts. Water conservation strategies have been greatly expanded. Includes information on 2006 Drought and Water Shortage Preparedness Plan. The text refers to more recent regional water planning efforts.

**Chapter 9. COST OF DEVELOPMENT ELEMENT:**

Identifies funding mechanisms used to finance public service needs generated by new development and identifies related policies to ensure such mechanisms are applied in a beneficial manner that is fair and equitable.

**UPDATE: Cost of Development:** Includes an update of potential funding mechanisms related to future development proposals.

**Chapter 10. HOUSING ELEMENT:**

Identifies key housing issues and related resources, including housing agencies, programs and strategies. Provides information on local, state and federal programs to support housing goals. This element provides a conceptual framework to help better understand and improve the existing and projected housing needs of the community.

**UPDATE: Housing:** The Housing Element has been revised to address current conditions and needs. Includes a more detailed look at program options. Where the 2002 Cottonwood Housing Strategy emphasized home ownership as the top goal, the updated Housing Element looks at the broad range of housing needs and a comprehensive outlook as the guiding strategy. Recommends policies that support a range of solutions and provides references and resources for additional approaches.

**Chapter 11. Historic Preservation:**

Includes summary of key historic preservation strategies and programs. Includes an overview of existing and potential programs and approaches to enhance historic preservation in Cottonwood.

**UPDATE: Historic Preservation:** New section outlines the key components of Historic Preservation program. Includes basic policy support for HP goals.

**Chapter 12. Plan Administration:**

Describes the policies and procedures for developing the *General Plan 2025* and for considering any future amendments. Changes include adjustments to the formulas for major versus minor amendments to support planned development process in certain cases.