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## **8. GROWTH AREA ELEMENT**

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### **8.a INTRODUCTION**

The Town of Clarkdale experienced a relatively high level of growth at more than 59% between 1990 and 2000. This was one of the highest of any town in the region. By comparison, this is almost four times higher than the national average. Adding 30 or 40 new homes per year may not seem like much but for a small town this adds up quickly. The majority of the growth through the past decade was attributed to custom homes built within recorded subdivisions. A slightly smaller amount can be attributed to manufactured homes and four-plex apartments. An increasing trend noticed over recent years was seen as individual homes were built on generally larger lots outside of recorded subdivisions.

As the number of homes built outside of recorded subdivisions in Clarkdale increased, a network of private access easements expanded to serve as the primary circulation system in those areas. Unfortunately, these private easements are typically unpaved, unmaintained and poorly constructed. There are issues with basic traffic safety operations, system planning and a lack of engineering. As growth continues and traffic levels increase, this system of unplanned roads contributes to growing problems with air quality and traffic safety. At first the slow growth of the system one parcel at a time seemed like something the town could live with. The simple regulations for splitting lots and developing outside of subdivisions were an attractive feature for individual property owners looking to exercise a certain amount of independent freedom and not coincidentally maximize their return on investment. As the system expanded, however, this lack of comprehensive area-wide planning has had a growing negative impact on the town at large. The private easement circulation network which has been constructed parcel by parcel has resulted in growing complaints about air quality, dangerous intersections, narrow bottlenecks and a range of localized drainage problems.

Based on current densities, zoning and development trends, Clarkdale's private land base can support a total population of approximately 16,000. At current development rates of between 3 and 4% per year the current population of 3,500 will nearly double by the year 2020. Orderly placement of new construction is paramount for a cost effective development pattern of current vacant land areas. Projection of an actual build out time will not be addressed in this General Plan update as it is too speculative.

The Growing Smarter Plus legislation which governs the general plan process in Arizona looks to address the problems with poorly planned growth patterns by identifying areas that are suitable for more efficient and coordinated growth patterns. Areas that are more suitable for future development, referred to as 'growth areas,' are those areas in proximity to existing infrastructure and community facilities. The preferred growth areas are able to tie into existing roads, sewer and water infrastructure, and are in close proximity to various existing community

amenities, such as schools and fire stations. Development patterns that provide a mix of uses within a general area so that people may be able to walk or ride a bike from their homes to nearby shopping areas or community facilities also help define the preferred growth areas. Additionally, the preferred growth areas are those that can best integrate the development with open space networks and natural areas.

In many ways, the objectives of the Growth Area Element result in a development pattern that resembles the traditional American neighborhood. These same ideas are seen in the historic neighborhoods of Upper and Lower Clarkdale. Even though Clarkdale was originally developed as a company town over ninety years ago, it was intended to be a complete planned community. The planned layout of the historic town had different styles of homes to meet a range of economic levels and different uses were all located relatively close to each other, including residential areas, the downtown commercial district, the administrative center, cultural facilities, parks and schools. Front porches and tree-lined streets are part of the environment that invites people to walk and visit neighbors and create the idea of neighborhood.

An important distinction to make is that a 'growth area' is not a growth boundary. Development is not restricted outside of any growth area. Instead, the 'growth area' concept identifies those areas, which at this time have certain advantages over other areas for development because of meeting the various considerations that define the ideas of the growth area. This is in no way meant to be exclusive of other areas or discourage other proposals. This merely points in the direction to show where development should be encouraged. With changing circumstances other areas may also be considered as advantageous for meeting the "growth area' principles.

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## **8.b LEGISLATIVE REQUIREMENTS**

ARS § 9-461.05.D.2. requires the following:

A growth area element, specifically identifying those areas, if any, that are particularly suitable for planned multimodal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism and industrial uses. This element shall include policies and implementation strategies that are designed to:

- (a) Make automobile, transit and other multimodal circulation more efficient, make infrastructure expansion more economical and provide for a rational pattern of land development.
- (b) Conserve significant natural resources and open space areas in the growth area and coordinate their location to similar areas outside the growth area's boundaries.
- (c) Promote the public and private construction of timely and financially sound infrastructure expansion through the use of infrastructure funding and financial planning that is coordinated with development activity.

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## **8.c GROWTH AREA PLAN**

The Growth Area Plan identifies areas that would be most suitable for future development

according to the objectives of well planned, efficient, cost-effective, coordinated, community-oriented design criteria. These concerns are addressed in the Growing Smarter legislation according to the following concepts:

- Provide a rational pattern of land development.
- Support a planned concentration of a variety of uses.
- Provide efficient automobile, transit and multi-modal transportation opportunities.
- Conserve natural resources and open space resources.
- Ensure economical infrastructure expansion.
- Coordinate public infrastructure expansion with private development activity.

The areas identified in the Growth Area Plan according to the 'growth area' principles are presented as a starting point for addressing the issues and not as a complete list or a specific action plan. Most of the land areas identified are currently privately owned and are subject to the interests of those private land owners. However, these policies are intended to provide mutual benefits for both the property owners and the town in general. More efficient growth patterns are generally more cost-effective and they provide a range of desirable community amenities, such as less traffic, more open space and a stronger sense of community. But keep in mind that ultimately such developments driven by the private interests and not the Town. The Town can address incentives or policies to encourage a certain type of development, such as through the identification of 'growth areas'.

### **Growth Area Principles**

The Growth Area Element identifies several areas within Clarkdale that are considered at this time to offer more advantageous considerations for development. Potential development is encouraged within the 'growth areas' based on the following principles:

- Parcels of vacant or underutilized land, which either currently exist or may readily assembled into areas of sufficient size so as to accommodate a mix of uses, such as residential, commercial, industrial, tourism related and recreational, within master planned developments.
- Areas that are strategically located in proximity to existing infrastructure, including improved public collector or arterial streets, various necessary utility sources, major sewer lines and adequate water sources.
- Areas that offer opportunities for more economical and cost-effective expansion of infrastructure due to a logical progression of services in coordination with other planned development activity.
- Areas that offer opportunities for higher intensity development based on proximity to adequate transportation and utility infrastructure, as well as adequate separation from other less intensive uses.
- Areas that incorporate preservation of open space and natural resources, and provide community amenities, such as parks and recreational facilities.

### **The Growth Areas**

Four areas in Clarkdale have been identified as offering the best opportunities for encouraging development practices in a way that most resembles the 'growth area' principles. The Eleventh Street Gateway District is the one area in Clarkdale at this time that most closely addresses the 'growth area' criteria. The Broadway Tuzigoot Gateway also offer opportunities for more efficient development, however, that area is more likely to develop after other surrounding development. Still, this area is worth identifying because it is such an important location as an entryway into historic Clarkdale and because of its proximity to the Verde River. The Historic Industrial Railroad District not only offers unique opportunities for commercial and industrial development but also could provide some amount of multi-unit residential development if it was carefully located. The Highway 89A Corridor is an area that is likely to see continued strip commercial development expanding out from Cottonwood. The concern and opportunity here is to consider how that infill development can occur in a way that addresses the forces of economic development while best integrating with the interests of the adjoining residents and neighborhoods.

### **The Eleventh Street Gateway**

The area on both sides of Eleventh Street from Highway 89A to Upper Clarkdale and between Broadway and Centerville is identified as the Eleventh Street Gateway District. The Land Use Plan identifies this area as Mixed Use; the Circulation Plan identifies a major collector through a portion of the area to provide access through the area when it is developed. Development of this area would serve as a 'gateway' from Highway 89A which is the main arterial access route serving Clarkdale to the historic townsite area. This area is highly visible from throughout the town and development here will have a profound and lasting impact on the character of Clarkdale. This area is surrounded by major roads, is close to the wastewater treatment plant and is bisected by a couple of major washes, which help define natural boundaries to the area. Because of the high visibility of this area, it should be identified as a major planning priority to ensure that any future development is done in a manner that is sensitive to the historic context. A Planned Area Development designation would allow a mix of uses, including residential, commercial, recreational and open space.

### **The Broadway Tuzigoot Gateway**

With development of the Eleventh Street Gateway District there is likely to be pressure on the Broadway corridor to address land use and traffic planning, especially in the vicinity of the intersection with the Tuzigoot Road. Zoning designations in this area currently include a mix of commercial, residential and industrial. The wastewater treatment plant is here, as well as important natural and cultural resources, such as the Verde River and Tuzigoot National Monument. The existing mix of uses and variety of land forms creates some unique challenges which could be assisted by a coordinated master planned development approach for this sub area.

### **The Historic Industrial Railroad District**

The area that is defined by the historic smelter site and tourist railroad depot is identified as a unique kind of 'Growth Area'. The area between Bitter Creek Wash and Patio Park and back around by the slag pile and up the hill by the Clarkdale 'C' and over to the Yavapai Apache Community offers a unique opportunity for development. There could be higher density residential development, such as well-designed town homes, in the vicinity of Bitter Creek Wash while commercial and light industrial uses would be suitable around the railroad depot and back towards the hillside. If the area was carefully planned with just the right mix of uses, the result

could be a great improvement over the existing conditions. This would take more study and more imagination but could be well worth the effort.

### **The Highway 89A Corridor**

Cities and towns throughout Arizona are becoming more and more defined by high speed, automobile-oriented arterial roads that link sprawling subdivisions with huge shopping complexes. If people like living in Clarkdale because they can avoid those eight-lane wide, high velocity, impersonal environments with vast endless parking lots, crowded intersections and massive stores, then they should look closely at what could happen along Highway 89A. The alternative to the typically development pattern is to consider this corridor as another kind of unique 'Growth Area'. With a partnership between property owners, residents and the Town, there could be solutions that would benefit everyone. A master plan approach for this corridor could define a vision that includes incentives for developments that address both buffering and linkages between adjacent neighborhoods, mixed use concepts, pedestrian amenities, and low volume secondary access roads.

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## **8.d GROWTH AREA GOALS, OBJECTIVES AND POLICIES**

The following goals, objectives and policies provide direction and guidance for identifying areas most suitable for growth according to the principles of the Growth Area Element.

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### **GOAL 8-A ENCOURAGE EFFICIENT PLANNED DEVELOPMENT IN AREAS WHICH BEST SERVE THE LONG RANGE INTERESTS OF THE RESIDENTS OF CLARKDALE.**

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#### **Objective 8-A. a.**

**Support mixed-use, planned developments in areas that can be served by an efficient expansion of infrastructure and that otherwise provide desirable community amenities, such as open space networks and pedestrian facilities.**

Policy Support the designation of Planned Area Developments as a method to achieve desired objectives.

Policy Support the process of comprehensive sub-area planning, such as through Development Master Plans and Specific Area Plans, to achieve the objectives of the General Plan.

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#### **Objective 8-A. b.**

**Encourage development to occur in areas served by existing and planned infrastructure, including roads, sewer lines and water lines.**

- Policy Identify and prioritize infrastructure projects in the Town’s Capital Improvement Program that support the objectives of the Growth Area Element.
- Policy Support public investment in infrastructure expansion to serve growth areas where such development will directly and indirectly generate net benefits towards municipal revenues.
- Policy Support public investment in capital facilities and services where it will induce additional private investment.

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**Objective 8-A. c.**

**Encourage mixed-use developments that provide attractive amenities, including a variety of housing type and densities, cultural and recreational opportunities, integration of natural open space, inviting public spaces, walking and bicycling facilities and a generally provide a strong sense of neighborhood character.**

- Policy Support infill development on vacant or underutilized parcels.
- Policy Support the development of design guidelines to eliminate setbacks for commercial development along street frontage while providing parking at the rear.
- Policy Provide incentives for commercial developments that provide attractive public spaces, such as entry courtyards, civic plazas and wide sidewalks.

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**8e. Growth Area Implementation Strategies**

**Description of Implementation Measures**

1. Develop comprehensive, prioritized Capital Improvement Program for infrastructure development to ensure efficient development.

Town Council	General Fund
Town Engineer	
Finance Department	
1-4 years	

2. Develop a policy for incentives for Planned Area Developments which include density transfers for mixed-use developments.

Planning Department

Town Council  
2-5 years

General Fund

3. Draft new design standards for commercial development which would encourage enhanced streetscapes with parking at the rear of the building.

Planning Department  
2-4 years

General Fund

### Growth Area Implementation Strategies

<b>Implementation Measure</b>	<b>Department or Program</b>	<b>Time Frame (Years)</b>	<b>Possible Funding Source</b>
1. Develop comprehensive, prioritized Capital Improvement Program for infrastructure development to ensure efficient development.	Town Council  Town Engineer	1-4 years	General Fund
2. Develop a policy for incentives for Planned Area Developments which include density transfers for mixed-use developments.	Planning Department	2-5 years	General Fund
3. Draft new design standards for commercial development that encourage enhanced streetscapes with parking in the rear.	Planning Department	2-4 years	General Fund