

IV. Land Use

“... inventory of specific types of land uses ... percentages of large, medium and small lots, mobile homes, multi-family dwellings ... vacant privately-owned lots and parcel, including proposed and approved undeveloped plats; numbers and types of businesses ... number and types of Community facilities ...” (Yavapai County General Plan, p. 77)

A. Existing Conditions

The Cornville Planning Area is mainly a low-density area, with a rural atmosphere and an even more rural lifestyle. While there are some high density planned area developments, most land uses consist of residential lots, subdivisions, rural residential acreages, recreation, farming, and fishing. Few multi-family residences are found in the area. There are two small commercial areas within the Planning Area. The 1986 Community Plan was developed on the premise that higher density would surround the commercial core areas, with less density farther away. That pattern of growth continues today.

1. Residential. In Yavapai County, approximately 96% of the unincorporated land is zoned for residential lots with a minimum of two acres. Almost 90% of new home sites created in the County from April 2000 to April 2001 were 2-acre parcels, and only 10% were subdivision lots (*Yavapai County General Plan*, April 2003). Cornville is not far behind. Table 6 shows that about 30% of the private lands in the Planning Area are zoned RCU-2A. When added to the 27,992 acres of federal and state lands (almost all considered RCU-2A if and when they become privately-owned), 86% of the Planning Area would be zoned low density residential.

| Table 6. Estimated Acreages & Percentages of Existing Use Districts (Private Lands in Cornville Planning Area) | | | |
|--|---|--------------|----------------------------|
| Zone | Use Districts | Acres | % Private Land Area |
| RCU-2A | Residential; Rural (2 Acres min lot Size) | 2,120 | 30% |
| R1L | Residential; Single Family, Limited (site built only) Includes 35,000 (R1L-35) & 175,000 (R1L-175) sq ft min lot sizes | 2,945 | 42% |
| R1 | Residential; Single Family; Site Built, Multi-Sectional & Manufactured Includes 35,000 (R1-35) & 70,000 (R1-70) sq ft min lot sizes | 1,190 | 17% |
| PAD | Planned Area Development | 600 | 9% |
| R2 | Residential; Multi-Family | 80 | <1% |
| RS | Residential & Services | 15 | <1% |
| C1 & C2 | Commercial; Neighborhood Sales & Services & Commercial; General Sales and Services | 50 | <1% |
| Estimated Total Private Lands | | 7,000 | 100% |

Note: Estimates in round numbers based on review of Current Zoning Maps 2 & 2a.

In the year 2000, there were 676 owner-occupied housing units in the Cornville CDP, with a median value of \$155,700 and median mortgage payment of \$968 per month. At the same time, there were 364 renter-occupied units in Cornville, and the median rent was \$636 per month (U.S. Census Bureau, *Census 2000*). Housing costs in Cornville are considered to be high. Table 7 lists types of housing units in the Cornville CDP. (See also Appendix E.)

Table 7. Types of Housing Units in Cornville CDP

| | Number | Percentage |
|----------------------------|---------------|-------------------|
| Total Housing Units | 1467 | 100 |
| 1-Unit Detached | 931 | 63.5 |
| 1-Unit Attached | 16 | 1.1 |
| 2 Units | 11 | 0.7 |
| 3 or 4 Units | 0 | 0 |
| 5 to 9 Units | 0 | 0 |
| 10 to 19 Units | 0 | 0 |
| 20 or More Units | 0 | 0 |
| Mobile Homes | 474 | 32.3 |
| Boat, RV, Van, etc. | 35 | 2.4 |

Source: U.S. Census Bureau, *Census 2000*

a. **Single Family.** Private property development in the planning area is defined by single-family dwellings. Densities range from one unit per two acres or more to four units per acre. Much of the prime residential development is within or near environmentally sensitive riparian habitat along Oak Creek. A substantial amount of private land is in the Oak Creek floodplain. Private residential areas are often surrounded by Coconino National Forest land. Tables 8 and 9 illustrate housing values and the monthly mortgage payments being paid by homeowners in the Cornville CDP.

Table 8. Housing Values in Cornville CDP

| | Number | Percentage |
|-------------------------------|------------------|-------------------|
| Owner-Occupied Units | 676 | 100 |
| Value | | |
| Less than \$50,000 | 0 | 0 |
| \$50,000 to \$99,000 | 172 | 25.4 |
| \$100,000 to \$149,000 | 142 | 21.0 |
| \$150,000 to \$199,000 | 197 | 29.1 |
| \$200,000 to \$299,000 | 94 | 13.9 |
| \$300,000 to \$499,000 | 64 | 1.0 |
| \$500,000 to \$999,000 | 7 | 1.0 |
| \$1,000,000 or More | 0 | 0 |
| Median Value | \$155,700 | |

Source: U.S. Census Bureau, *Census 2000*

b. **Mobile (Manufactured).** For purposes of *Census 2000*, the U.S. Census Bureau defined mobile homes as factory-built or manufactured (single-wide or multi-sectional). At the time of the census, there were 474 such homes in the Cornville CDP, representing about one-third of all dwellings in the area.

c. **Multi-Family.** Multi-family dwellings were defined as site-built dwellings with two or more units, such as duplexes, apartments and condominiums. There were only eleven multi-family dwellings identified in *Census 2000*, and each of them had two units per dwelling (duplexes).

Table 9. Monthly Mortgage Status for Cornville CDP Homeowners

| | Number | Percentage |
|-------------------------|--------------|-------------|
| With a Mortgage | 436 | 64.5 |
| Less than \$300 | 0 | 0 |
| \$300 to \$499 | 25 | 3.7 |
| \$500 to \$699 | 66 | 9.8 |
| \$700 to \$999 | 148 | 21.9 |
| \$1000 to \$1499 | 135 | 20.0 |
| \$1500 to \$1999 | 48 | 7.1 |
| \$2000 or more | 14 | 2.1 |
| Median Mortgage | \$968 | |
| Not Mortgaged | 240 | 35.5 |
| Median (Dollars) | \$277 | |

Source: U.S. Census Bureau, *Census 2000*

d. Subdivisions. Subdivisions are planned to “provide for the proper arrangement of streets or other highways ... adequate and convenient open spaces for traffic, utilities fire fighting apparatus, recreation, light and air.” (*Arizona Revised Statutes 11-806.01E*) Examples of subdivisions in the Planning Area are Mountain View Ranchos, MelGlo Estates and Lower Oak Creek Estates. They have been developed within existing R1L (single family limited) and RCU (residential rural) zoning use districts. In some neighborhoods, open space, sensitive riparian areas and visual quality are protected, while others have not adopted such requirements.

e. Planned Area Developments. Planned Area Developments (PAD’s) are developed according to comprehensive and detailed plans that include streets, utilities, lots, building sites and other uses; site plans and floor plans for all buildings and detailed plans for other uses and improvements; and a program for operation and maintenance. (*Yavapai County Planning & Zoning Ordinance, Section 440*). The Verde Santa Fe South and Oak Creek Valley residential areas are PAD’s with Covenants, Conditions and Restrictions (CC&R’s) administered by homeowner associations. Verde Santa Fe South is a new golf community that began construction in the 1990’s. It is located along Cornville Road on the western edge of the Planning Area near the Cottonwood city boundary. In May 2004, about 250 homes (out of an ultimate total of 950) were completed. The Oak Creek Valley community, which began development in the 1970’s, has about 150 residences and will reach about 180 when fully developed. The community has over 40 acres of dedicated open space, including a community park, trail system, tennis courts, clubhouse and pool. It is situated at the junction of Spring Creek and Oak Creek.

2. Commercial. Commercial zoning and business development is limited to Cornville Center, which consists of two relatively small business/service areas separated by National Forest land, one at the intersection of Cornville Road and Loy Road and the other a mile away at the intersection of Cornville Road and Page Springs Road. Both areas are developed as C1, C2 (Light Commercial) or RS (Residential & Services) use districts. There are no areas zoned for heavy commercial or industrial development.

Cornville Road is the location of the majority of the commercial uses with home-based businesses scattered throughout the Planning Area. Along Cornville Road, a post office, recycling center, stores, gas stations, restaurants, and Windmill Park can be found. The fire station and a church

are just off the main road; and a golf course is located within the Verde Santa Fe South PAD. Oak Creek School is on Purple Sage Road in a residential area apart from the commercial areas. Potential areas of commercial growth should be identified to determine future land use patterns for the Planning Area.

An inventory by the NAU Land Use Policy Class in Spring 2004 showed 112 listed businesses in the Planning Area. Of the total, 19 were located on Page Springs Road; and 13 were located on Cornville Road. The remaining businesses were scattered throughout the community. As of September 2004, twelve Cornville businesses were members of the Cottonwood Chamber of Commerce and ten were members of the Sedona-Oak Creek Chamber of Commerce. A list of business classifications is shown in Table 10. The table does not account for many home-based businesses. Newer businesses in the community include wineries and art galleries.

Table 10. Cornville Business Classifications

| | |
|--|-----------|
| Construction Equipment and Contractors | 34 |
| Home and Garden | 22 |
| Business and Professional Services | 12 |
| Restaurants, Food and Beverage | 10 |
| Industrial Supplies and Services | 9 |
| Health Care | 8 |
| Real Estate, Moving and Storage | 7 |
| Automotive | 6 |
| Shopping and Specialty Retail | 6 |
| Sports and Recreation | 6 |
| Computers and Telecommunications | 5 |
| Pets | 5 |
| Arts, Culture and Entertainment | 3 |
| Religious Organizations | 3 |
| Agriculture, Fishing and Forestry | 2 |
| Education | 2 |
| Finance and Insurance | 2 |
| Manufacturing, Production and Wholesale | 2 |
| Personal Services and Care | 2 |
| Public Utilities and Environment | 1 |
| Travel | 1 |
| Legal | 0 |
| Transportation | 0 |

Source: "Report to the Citizens of Cornville", NAU Land Use Policy Class, April 16, 2004

3. Use Permits. Yavapai County issues Use Permits when a proposed use or activity is not in accordance with existing zoning. The process for issuance requires a pre-application meeting with the Development Services Department, application fees, citizen participation which includes but is not limited to consultation with neighbors and the Community Association, a Planning & Zoning Commission Hearing, and approval by the Board of Supervisors. A recent review of County records indicates that there are seventeen permits and/or conditional zoning map changes on record within the Planning Area. The permits are for such uses as horse boarding, self-storage, bed & breakfast inns, ceramics classes, a water tank, propane dispensing facility, and an auto

sales lot. The caboose at Casey’s Corner is under a use permit. So is a local produce stand. Page Springs Restaurant is an example of a pre-existing use, since the restaurant existed before use permit rules were put in place. More recently, Use Permits have been approved for wineries and vineyards, an art gallery, and a guest house. Use Permits are indicators of the types of commercial use that is occurring and which might be expected in the future.

4. Building Permits. Currently, permits are predominately for site-built homes, primarily in the Verde Santa Fe South PAD. Table 11 provides an indication of the number and types of building permits issued during one three-month period. Based on this summary, it can be assumed that Yavapai County issues 450 to 500 building permits per year within the Planning Area. There is a growing interest in sustainable “green” construction and dust-free alternatives to asphalt surfacing of commercial parking areas, resulting in requests to waive County ordinance requirements

**Table 11. County Building Permits Issued
September-November, 2004**

| <u>Purpose of Permit</u> | <u>September</u> | <u>October</u> | <u>November</u> |
|---|------------------|----------------|-----------------|
| Site Built Homes: | | | |
| PAD-Related (Verde Santa Fe South) | 26 | 14 | 11 |
| Other Site-Built Homes | 6 | 1 | 5 |
| Manufactured Homes | 3 | 3 | 1 |
| Lot Improvements (Grading, Septic, Electric) | 3 | 2 | 3 |
| Remodels/Additions (Attached) | 1 | 4 | 5 |
| Outbuildings (Detached) (Garages, Storage Sheds) | 6 | 3 | 3 |
| Signs | 0 | 1 | 3 |
| Propane | 1 | 1 | 3 |
| Replace/Extend Electric | 3 | 0 | 1 |
| Fencing | 0 | 0 | 2 |
| Pool/Spa | 1 | 0 | 0 |
| Totals | 50 | 29 | 37 |
| Total for 3-Month Period = 116 Building Permits | | | |
| Source: P&Z Committee Research of Yavapai County Records, December 2004 | | | |

5. Community Facilities. Community facilities are very limited in the planning area. Oak Creek Elementary School is a center of activity; and the Community Association holds meetings and events there. The Baptist Church is another center for community fellowship and activities; and a privately owned horse arena serves the Verde Valley Junior Rodeo Association. A new Cornville-Page Springs Fire Station will be completed in 2005, and it will include a community meeting room. Windmill Park, with its picnic and playground areas; Page Springs Fish Hatchery and Bubbling Ponds Trail; and the privately-owned Verde Santa Fe Golf Course are popular for recreational outings. Community surveys indicate that there is considerable interest in having a community center or gathering place for all residents, from youth to seniors. There is also a developing interest in community history and the possibility of a museum.

6. Available Private Land. Table 12 displays land use types, area, and estimated acres of available private land within the Cornville Planning Area, according to 2004 records. At a density of one home per two acres and 2.47 persons per household (*Census 2000*), the available 4,182 acres of private land could accommodate an additional population of 5,166 people. This equates to a total population in Cornville of 9,008 people, the approximate number of people expected in Cornville by 2015 (See Table 2). To accommodate any additional population beyond the year 2015 at a density of one home per two acres, State Trust or National Forest lands would need to be developed.

**Table 12. Cornville Planning Area
Land Use Types, Area & Estimated Available Private Land**

| Use Type (Tax Records) | Number of Parcels | Area (Acres) | Vacant Private Land (Acres) |
|---|------------------------------|-------------------------|--|
| Private Land: | | | |
| Residential-Single Family (1) | 1,862 | 3,081.6 | 1,044.0 |
| Vacant Residential | 939 | 2,228.4 | 2,228.4 |
| Commercial | 48 | 507.3 | 0 |
| Commercial Residential | 2 | .6 | 0 |
| Vacant Commercial | 8 | 12.3 | 12.3 |
| Agricultural | 49 | 499.1 | 499.1 |
| Agricultural Residential (2) | 30 | 455.3 | 398.5 |
| Other (school, religious, fire station, post office) | 28 | 59.1 | 0 |
| Vacant (well sites, tower sites, private roads) | 35 | 14.5 | 0 |
| Total Private Land | | 6,858.2 | 4,182.3 |
| National Forest | | 20,193.7 | |
| State Trust Land | | 7,798.6 | |
| Page Springs Fish Hatchery | 2 | 195.4 | |
| Windmill County Park | 1 | 4.7 | |
| Other | 5 | 3.1 | |
| Total Cornville Planning Area | | 35,053.7 Acres | |

(1) There are 137 parcels of private land totaling 1,318 acres that are larger than 4 acres that could be split into 2-acre parcels; 1,318 acres minus 274 (2 x 137) = 1,044 acres vacant.

(2) There are 22 parcels of private land totaling 442.5 acres that are larger than 4 acres that could be split into 2-acre parcels; 442.5 acres minus 44 (2 x 22) = 398.5 acres vacant.

Source: Arizona Department of Revenue Tax Records & Yavapai County Parcel Data, 2004

7. Future Land Use. Cornville residents want to maintain the area’s rural, low density residential attributes. With this in mind, Maps 4 and 4A display Future Land Use Patterns for the planning area. The maps call for businesses, services, and high density housing along Cornville Road, within Cornville Center, connected by a community park and surrounded by medium density residential neighborhoods. Low density and very low density residential areas characterize the rest of the private lands in the community, with some high and medium density residential areas in outlying areas. Density criteria are described under Goal 2.

National Forest and State Trust Lands are included in the planning area in order to include the whole postal area and to make plan boundaries coincide with neighboring plans. State lands (22% of the area) are held in trust to ultimately be sold for the benefit of education. National Forests (58% of the area) are managed for many uses and are less likely to be transferred into private ownership. Yavapai County will place underlying zoning into effect if state or federal lands become privately-owned. Most of the state or federal land would be RCU-2A and some would be R1L-175 or R1-70, so that very low and low density criteria would apply if they become private.

B. Issues:

- Managing growth in an orderly way
- Maintaining low density residential character
- Encouraging and containing commercial development within existing business areas
- Attracting and sustaining businesses that meet community needs
- Determining where and how Cornville should grow
- Ensuring consistency in the processing and enforcement of use permits
- Protecting public health and safety of residents within the community

C. Goals & Objectives

Goal 1: Sustain rural character.

- a. Prevent breaking up rural areas characterized by farms, ranches, areas of natural habitats and wildlife corridors by targeting planned communities near existing development, and by regulating lot splits through zoning/subdivision code incentives or statute amendment in accordance with established densities.
- b. Allow large lots (over 5 acres) where appropriate (i.e. peripheral areas) and in accord with statutory requirements respecting property rights.
- c. Provide incentives for small, specialty enterprises, “country stores” and similar uses, and home businesses with limited traffic.
- d. Designate locations for convenient public services and facilities such as parks, community centers, fire stations, post offices, schools, waste transfer stations and recycling drop-off centers.

Goal 2: Maintain current density zoning that ensures preservation of rural character of existing and future land developments as follows:

- a. **Very Low Density:** *One dwelling unit per five acres or more* in outlying or remote areas, which are not easily accessible from existing County roads nor easily served by local community services.
- b. **Low Density:** *One dwelling unit per two acres* in areas accessible from County roads and adjacent to existing Very Low Density developments, but not adjoining commercial areas, or along major thoroughfares.
- c. **Medium Density:** *One dwelling unit per acre* in areas located in close proximity to County roadways and/or near commercial services, to reduce traffic in lower density areas and provide a buffer between high and low density areas.
- d. **High Density:** *Four dwelling units per acre* in areas zoned for multi-family development, adjoining commercial areas or residential service areas, or located along major thoroughfares.

Goal 3: Preserve open lands and an attractive image.

- a. Maintain space between communities, by coordinating with appropriate agencies on sale/exchange proposals to recognize existing zoning and recreational opportunities.
- b. Identify sites of scenic interest; practice visual conservation by discouraging building on sensitive hillsides or ridges and keeping lighting levels low to enforce Dark Sky policies.
- c. Increase controlled public access to water resources (i.e. river, lakes, streams)

Goal 4: Establish public participation criteria for land use decisions.

- a. Maintain citizen participation requirements prior to hearing requests for rezoning and use permits; evaluate designs for new subdivisions, observing pre-established quality criteria.
- b. Consider zoning upgrades in light of community improvement and place priority on existing community plans and input from area citizens regarding local projects.
- c. Respect and protect private property rights.

Goal 5: Maintain light commercial and service centers.

- a. Allow multi-family housing and residential services around the core areas.
- b. Gradually reduce residential density farther from the core areas.

Goal 6: Encourage commercial development that addresses rural residential needs.

- a. Allow no heavy commercial or industrial development.
- b. Encourage development of commercial areas that reflect community character and complement the rural setting and background beauty of the area.
- c. Encourage commercial developers to provide landscape buffers along roadways and between commercial and residential parcels.

Goal 7: Ensure enforcement of Yavapai County zoning ordinances, building code, public health requirements, and safety standards, eliminating trash and environmental hazards.

- a. Inform residents on zoning violation complaint procedure.
- b. Hold community cleanup events in cooperation with Yavapai County.
- c. Promote community health and safety, encourage property ownership, and seek incentives to revitalize neighborhoods.
- d. Carefully consider variances from ordinance requirements on a case-by-case basis.

D. Implementation Policies & Strategies

The goals, objectives and land use map adopted and made part of this plan will guide the community's response to all development proposals affecting the Planning Area. Leadership and policies for implementing these goals and objectives have been developed by the Community Association through its Planning and Zoning Committee. All land use proposals (i.e. use permit applications, zoning requests, ordinance amendments, significant development projects) are sent by Yavapai County to the Community Association for review and comment. The Planning and Zoning Committee reviews the proposals, arranges for community presentations when warranted, and makes recommendations for approval by the Community Association Board of Directors before they are forwarded to the Yavapai County Department of Development Services.