2 – LAND USE ELEMENT

The purpose of the Land Use Element is to provide a guide for the appropriate locations for residential, commercial and industrial development. The Land Use Element is the foundation for the remaining elements of the General Plan. It provides a land use map, wherein future populations and residential densities, can be projected. This provides a means to estimate future service needs for infrastructure and utilities. This element includes consideration of the Smart Growth Principles of a mix of land uses, compact building design and the development of distinctive, attractive communities that create a strong sense of place.

This element is structured in four sections: the Background and Existing Conditions section contains a review of demographic changes within Yuma from 2000 to 2008, growth and development patterns in and around the City and a summary of the City/County Joint Land Use Plan. The Evaluation and Analysis section discusses population and development projections for the City and a description of each land use designation included in the Land Use map. The Goals, Objectives and Policies, describe "what" the City wishes to achieve for future development. The Action Plan identifies a list of projects to achieve the goals.

BACKGROUND AND EXISTING CONDITIONS

The City of Yuma is the 11th largest City in Arizona and has seen significant change over the last 8 years. Located in one of the forty fastest growing Metropolitan Statistical Areas (MSA) of the United States from 2000 to 2009 and from 2008 to 2009 was the fastest growing MSA in Arizona, much of the growth in Yuma County has been in the City of Yuma. This growth has been spurred by strong local economic conditions. On the following page is a table showing demographic change over the past 10 years. This information is from the 2000 Census and the 2010 Census both completed by the United States Department of Commerce Census Bureau.

From the demographic data, important information that helps define the Yuma community should be noted. The Census Bureau information and growth reflected from 2000 to 2010 demonstrates that Yuma continues to be a diverse community with a strong economy.

- The City population grew by 15,549 persons or 20%.
- The “baby boom” population is now between the ages of 45 and 64 and make up 21% of the city population.
- The Hispanic population grew from 46% to 55%.
- The City’s population is getting slightly older, with a median age at 31.3 versus 31.2 in the 2000 Census.
The City population age 65 and older is just under 12.7%, which is slightly less than the 2000 Census which identified 14%.

About 28% of the City’s population is under age 18, which is less than the 30% identified in the 1990 and 2000 Census.

The City of Yuma is the county seat. Over 48% of the County population resides in the City. According to the Arizona Department of Commerce (2010) 57% of the employed labor-force resides in the City of Yuma.

Yuma’s economy is primarily based on three economic engines: agribusiness, tourism and the military. With two of those economic engines seasonal, agriculture and tourism, employment fluctuates throughout the year. Arizona Department of Commerce estimates for employment and unemployment reflect this across Yuma County, as noted on the following page.

The unemployment fluctuations are less intense within the City of Yuma but still notable. An exacerbating problem with unemployment in Yuma is that the two seasonal employment sectors slow down at the same time of year. Both agricultural and tourism reduce activity during the summer months. As the number of jobs reduce in these sectors the number of job seekers increases, which results in an additional increase in unemployment rates.
### ARIZONA UNEMPLOYMENT STATISTICS PROGRAM
### SPECIAL UNEMPLOYMENT REPORT
### 2010

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GROWTH PATTERNS

The last century has seen significant urban and economic development of the Yuma area. Federal reclamation projects of the early 1900’s increased agricultural production and brought significant agricultural opportunities. Military operations, started more than 60 years ago, have continued and expanded. Yuma’s clean air and wide-open spaces and great winter temperatures have been an attractive place to spend the winter for decades.

The traditional economic center of Yuma was the downtown. Agricultural development occurs in the rich soils of the Yuma and Gila Valleys. Residential, commercial and industrial development have radiated from Main and First Streets to the south, west and east.

Agriculture - The Yuma and Gila Valleys are the primary agricultural areas in the Yuma Plan area with a number of operations active on the mesa. In 2007, there were 210,480 acres of farmland in Yuma County with 193,053 cropped.

The primary vegetable crops are lettuce, broccoli and cauliflower. The primary citrus crops are lemons, oranges and tangelos. And the primary harvested crops are wheat, hay and cotton.

Military - The Marine Corps Air Station – Yuma, located within the City limits, is situated on the southwest mesa. This facility actively hosts military flight training with a station population of 9,824 persons, 4,238 of which are family members. Approximately 4,200 persons live on-base with the remainder living in off-site base and private housing. MCAS – Yuma uses the Barry M. Goldwater Range to the southeast for flight and ordnance training, as well as the Chocolate Mountain Range in California. To the northeast of Yuma, is the US Army Yuma Proving Ground. This facility is an ordnance and equipment test site for both civilian contractors and military operations.

Tourism - The tourism industry has a significant seasonal impact on the Yuma area. Between the 90,000 winter residents and visitors who make Yuma their home for the season, and the numerous tour groups passing through, the economic and employment increases are notable. The mild winter climate appears to be the primary reason that many come to Yuma from northern regions, such as Canada, Oregon and Washington. Based on Census 2010 numbers, approximately 16,159 dwelling units in Yuma County are used for seasonal or recreational housing, with 5,151 of those within the City of Yuma. These numbers do not include the numerous RV Parks, with out of season empty pads available to winter visitors and travelers.

Commercial - The Downtown area was the historic commercial center in the Yuma area, but construction of old Highway 80 along 32nd Street and 4th Avenue along with the development of the 4th Avenue bridge to California, prompted the development of a string of commercial activities away from Downtown. Significant commercial enterprises along 32nd
Street include numerous car dealers and retail centers. Supermarket centers and various small commercial and office activities can be found along 4th Avenue. In response to residential development in the Yuma Valley, neighborhood commercial centers have been built. The two newest commercial developments are the Yuma Palms regional retail center located near Interstate 8 and Highway 95 and the Cielo Verde commercial center at Avenue 8E and 32nd Street.

**Industrial** - Industrial development can typically be found near major transportation facilities. The Interstate highway, the railroad tracks and the airport all have neighboring industrial centers and businesses. The major industries in the Yuma area are manufacturing, fabrication and agriculture-related industries. A recent development in the Yuma area is the construction of numerous agriculture-processing plants. At these facilities, produce is shipped in from the fields, processed and bagged for market distribution. Within the north Yuma Valley, a large area has been identified for long-term industrial and agricultural industrial activities, as this location is particularly suited for water intensive industrial technologies.

*Aggregate Mining – The Arizona Department of Mines and Mineral Resources has identified two locations within the Yuma Plan area where Sand & Gravel (SAG) operations have been established (La Paz and Yuma Counties AzMILS Mine Maps)*

- Yuma Plant No. 11(385) – in the vicinity of 10th Street and Arizona Avenue, and
- County 19th Street Plant (643) – in the vicinity of County 19th Street and Arizona Avenue.

**Residential** - In and around the downtown was the historic residential heart of the City. But as the community continued to grow, residential development has responded and radiated out: first to the south along the edge of the mesa, then to the west in the north Yuma Valley and then to the east around Arizona Western College. The south Yuma Valley and east mesa are the two fastest growing residential areas in the City. Single-family detached housing is the most common housing type in the community. Apartments, duplexes and condominiums are also present.

**HISTORIC DISTRICTS AND SITES**

Yuma contains three national or state recognized historic districts and a number of nationally recognized historic sites and landmarks. The designation of these places acknowledges the history of Yuma in the shaping of the country and the historical importance of the development of the Yuma community. These districts and landmarks are noted on Map 2-5.

*Brinley Avenue Historic District – The Brinley Avenue Historic District lies on the western edge of Yuma’s 19th century settlement pattern. Brinley Avenue, since renamed to Madison Avenue, marked the nominal edge of the Yuma Mesa. The district includes the west side of Madison Avenue from 1st Street to 3rd Street and both sides of 2nd Street from Main Street*
to 1st Avenue. Developed initially as a residential area which took advantage of the rising elevation on the mesa and being on the edge of town, the streets took on a different character over time. This district is important for a number of reasons. As a residential area, it was the site of homes for some of the prominent people in Yuma’s history. The streets became an important commercial area as 2nd Street grew to fulfill the role of a major arterial connecting downtown with agricultural interests in the valley. Constructed in this district were the Sanguinetti Mercantile, the Gandolfo Annex and the Molina Block. With the higher elevation on the edge of the mesa, this area had relief from periodic flooding. As a result, this district contains the highest concentration of adobe buildings in the community.

Century Heights Conservancy District – The Century Heights Conservancy District, comprising over 120 buildings, represents a concentration of a range of distinct early Yuma residential building forms. These include Queen Anne, Western Colonial Revival, Bungalow and several Period Revival styles. This area is significant because it contains the largest intact grouping of early residential architecture remaining in Yuma. Fifteen buildings within the district are listed on the National Register of Historic Places.

The period of significant construction within the district started in 1892 and ended in 1936. The buildings retain a moderate to high degree of integrity, are associated with pioneer families who settled in Yuma, and significantly represent working and middle class residential development.

Main Street Historic District – The Main Street Historic District contains the historic center of commerce in Yuma. The area was the regional trading and distribution center, which started in Yuma’s early days of the 19th century. Building construction ranges from 1912 to 2001. Taking advantage of the crossing point of the Colorado River, the downtown and Main Street naturally became the historic commercial center of the city. Early construction was of adobe and wood. Following the flood of 1916, which destroyed most of the buildings, brick and concrete were used to rebuild downtown.

Mixed Use Developments
Two recent mixed use developments have been initiated in the City of Yuma:

- The Laurel development, located in the South Gila Valley, is a Master Planned Community of approximately 240 acres that will incorporate a mix of land uses with no more than 1,169 dwelling units. The proposed project is planned to develop following the Smart Growth Overlay district which would allow for traditional neighborhood design. The project will also include a street design that includes narrower streets to reduce traffic speeds and promote walk-able neighborhoods.

- The Estancia development, located on the South Mesa, is also a Master Planned Community and is intended to incorporate the under the Smart Growth Overlay. Development plans for this
project are in the initial stages and development is not anticipated for 10 to 15 years.

**Annexations** - Common too many communities, the City of Yuma is faced with contiguous County developments. Unfortunately, many of these areas have not been built to the same standard of development, public infrastructure or service as within the City. Sidewalks, curbs and gutters, park facilities, etc. are lacking. Private companies provide trash pick-up and fire safety services. Many County residents are facing failing septic systems. At the request of a majority of property owners, a number of areas have pursued annexation to the City. The City is faced with costs and benefits when an annexation occurs. The benefits are that additional sales taxes, property taxes and state shared revenues are available to support City services. The costs are infrastructure installation, such as sewer lines, public services, fire protection, police response and residential trash pick up. Each annexation requires analysis of both the impact on the City, as well as, the health and welfare of those wishing to annex.

**CITY OF YUMA/YUMA COUNTY JOINT LAND USE PLAN**

The Joint Land Use Plan (JLUP), adopted in 1996, represents the combined efforts of the City, MCAS-Yuma and Yuma County to achieve a common “blue print” of land uses and development policies for the future economic growth and development of lands in and around the city. The primary sections of the plan include a community assessment composed of population, land use and military operation characteristics, the land use plan map and policies to guide development.

The JLUP was created over a two year period and involved numerous, public meetings and hearings and workgroup review and editing. Public involvement activities and the public input resulted in identifying the need to provide land uses supporting a balance of economic sectors.

Through the development of the plan seven overriding goals were followed.

1) Protect the Marine Corps Air Station – Yuma: land uses were designated in and around the base and base operations that are compatible with their mission.

2) Concentrate Urban Development: Concentrate urbanization within areas currently provided or planned to receive City of Yuma water or wastewater services.

3) Protect Agricultural land: By promoting concentrated urban development, the resulting urban pattern minimizes encroachment on the prime agricultural lands in the Gila and Yuma Valleys.

4) Promote the Colorado River: Provide public and commercial land uses as well as recreational opportunities adjoining the area’s key water resource.

5) Promote Commercial Nodes: Commercial nodes or centers are proposed to minimize congestion created by strip commercial development along major highways and roads.
6) Provide Industrial Opportunities: Significant opportunities for additional industrial development are provided to support continued economic growth resulting from the North American Free Trade Agreement (NAFTA), the General Agreement of Trade and Tariffs (GATT) and the Area Service Highway (ASH).

7) Maintain Rural Lifestyle at Urban Fringe: Rural and semi-rural lifestyles are also accommodated through rural density development proposed on lands on the mesa with agricultural potential having lower productivity than the Gila and Yuma Valleys.

The results of development and joint adoption of the JLUP have been significant. The plan calls for consistent land use planning between the City and the County, thereby providing the development community and MCAS with a consistent plan for the future development of the area. The plan was the first joint City/County land use plan in the State of Arizona. Because of the forward thinking and consideration of sustainable development, the JLUP has won multiple awards. Most significantly, the JLUP received the National Sustainable Communities Award in 2000.

EVALUATION AND ANALYSIS

Population projections for the City identify a 2055 population between 164,142 (State of Arizona Dept. of Commerce 2006-2055 Projection Series) and approximately 276,000 (City of Yuma Land Use Build Out Population Estimates). The population will be primarily focused in four residential centers: the Yuma Valley, the West Mesa, the East Mesa and the South Mesa.

All indicators are that the City of Yuma will continue to be the retail and employment center for the region. MCAS will remain as a military base and that its operations and size are likely to increase, particularly with the implementation of the F-35 Joint Strike Fighter operations. Based on continuing economic trends it is anticipated that commercial as well as industrial developments will continue and increase into the future. Concerns and understanding of the national economic situation and area’s unemployment rate should be discussed (AZDOC 2010 County Average 25%). Information determined in the development of the Yuma County Workforce & Economic Development Summit – Final Action Plan, suggests that there are actually two labor markets: farm and non-farm employment. These two labor markets appear to have little movement between them. Recognizing how the labor markets function and factoring the information into unemployment forecasts will help to better anticipate job training and employment needs.

Part of the City’s Strategic Management Plan is the development of a sustainable and diverse economy. Building into the themes of Economic Development and Growth, the City actively participates with area economic and workforce agencies to pursue and develop opportunities for job creation.
Statewide concerns over military base viability in light of continued urban growth prompted the legislature to adopt the application of a stringent land use suitability matrix for new development in areas around military airports. These requirements are found within ARS 28-8481 and are reflected in the City of Yuma Airport Overlay Zoning District. New residential development is excluded from lands located within the High Noise or Accidental Potential Zone. This zone is inclusive of the 65, 70 and 75-decibel noise contours and the Arrival and Departure Corridor. Specific development uses are listed within the City of Yuma Zoning Ordinance Airport Overlay District.

**LAND USE CATEGORIES**

Thirteen land use categories were developed for the Land Use Element. These land uses are noted on Map 2-2 for the entire Map Area. Map 2-3 reflects the land uses in the Focus Area.

- **Residential**
  - Rural Density Residential – 1 dwelling unit per 5 acres to 1 dwelling unit per 2 acres
  - Estate Residential - 1 dwelling unit per 5 acres to 2 dwelling unit per acre
  - Suburban Density Residential – 1 dwelling unit per 2 acres to 3 dwelling units per acre
  - Low Density Residential – 1 to 4.9 dwelling units per acre
  - Medium Density Residential – 5.0 to 12.9 units per acre
  - High Density Residential – 13.0 to 18 dwelling units per acre

- **Commercial**
  - commercial uses
  - offices
  - wholesale or retail activities

- **Mixed Use** – area with more than one primary use category; for example, commercial and residential

- **Business Park**
  In a high visual quality, business park or campus-type setting, the following are allowed:
  - businesses and retail uses (retail uses are excluded from the 70-75 db noise contour)
  - offices
  - light industrial uses and related offices
  - commercial outlets or combination enterprises

- **Industrial**
  - light industrial uses with related offices
  - heavy industrial uses with related offices
  - general commercial uses
  - industrial park settings considered in higher visibility areas along transportation corridors or other appropriate locations

- **Agricultural/Industrial**
  - continued agricultural uses
  - aviation-compatible industrial uses
- **Public/Quasi-Public:** publicly owned and operated facilities or those devoted to public use by governmental and quasi-public or non-profit entities; includes schools, churches, hospitals, military installations, government buildings, etc.

- **Resort, Recreation, and Open Space**
  - very low density residential (5 acre home sites)
  - agriculture
  - resort commercial development (such as but not necessarily limited to the following; resort centers, golf courses, exotic animal parks, parks, zoos or amphitheaters)
  - areas available for public visitation and recreation with or without developed facilities and associated businesses (such as dude ranches, off-road vehicle parks or trails, horse riding academies, horse stables, arenas and trails, botanical gardens, lakes and waterways, campgrounds)

- **Agriculture**
  - lands principally devoted to agricultural production
    - Yuma Valley – minimum parcel size of 40 acres
    - Gila Valley – minimum parcel size of 40 acres
  - Home sites on existing legal lots of record

### Dwelling Unit and Population Projections

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<td>0</td>
</tr>
<tr>
<td>Agricultural</td>
<td>______</td>
<td>28,142</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>128,494</td>
<td>96,542</td>
<td>276,109</td>
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</table>

The table above indicates the expected number of dwelling units for build-out of each land use category in the Land Use Map. The information found in the table does not estimate the time frame for reaching plan build-out, only the ultimate density and population accommodated within the land use categories at expected densities.
There a number of maps included in this element:

Map 2-1 shows all of Yuma County and the General/Comprehensive Plan Boundaries for each of the political entities as well as the boundaries of the following federally designated lands: Barry M. Goldwater Range, Yuma Proving Ground, Cabeza Prieta National Wildlife Refuge and the Kofa National Wildlife Refuge. Within the west county, the planning boundaries for the various jurisdictions meet at Avenue A, County 19th and County 14th. Yuma County is the planning agency for those lands that are not incorporated or under federal/state jurisdiction.

Map 2-2 shows the planned land uses for the entire Planning Area for the City of Yuma. This is inclusive of a portion of the Barry M. Goldwater Range.

Map 2-3 shows the planned land uses within the Focus Area of the General Plan. The Focus Area is where the City of Yuma is planning for and anticipating growth.

Map 2-4 shows the Military and Aviation Features within the City of Yuma Planning Area. This is inclusive of those features identified in the City/County Joint Land Use Plan and those that have been codified by the City of Yuma and the State of Arizona.

Map 2-5 identifies the Historic Districts and Landmarks within the City of Yuma Planning Area.
GOALS, OBJECTIVES AND POLICIES

Goal 1.0: Create a community where all uses and activities are mutually in balance.

Objective 1.1: Ensure sufficient land suitably located and serviced to accommodate a desirable mix of residential, business, recreational, industrial and public activities within the community.

Policy 1.1.1: The City shall plan for a mix of residential, commercial and industrial land in order to support a sustainable economy.

Policy 1.1.2: The City shall plan for a balance of parkland and open space in developing areas.

Policy 1.1.3: The City shall require consistency between the General Plan and zoning regulations.

Policy 1.1.4: The City shall encourage compatible development adjacent to industrial sites inclusive of identified aggregate mining sites.

Goal 2.0: Create a community where the core industries (agriculture, military and tourism) and other appropriate economic activities are maintained, expanded and promoted.

Objective 2.1: Protect the Marine Corps Air Station – Yuma from urban encroachment and uses that are incompatible with the mission of the MCAS-Yuma.

Policy 2.1.1: The City shall minimize residential development in proximity to base operations.

Policy 2.1.2: The City shall coordinate with MCAS-Yuma to promote compatible commercial and industrial development impacting military operations.

Policy 2.1.3: The City shall minimize encroachment on the operations of the Goldwater Range by excluding utility expansion within a mile of the Range boundary.

Objective 2.2: Protect the agricultural industry in the Yuma and Gila Valley’s.

Policy 2.2.1: The City shall promote contiguous growth and protection of agricultural land uses.

Policy 2.2.2: The City shall coordinate with the agriculture industry to promote food safety for fields in proximity to urban development.

Objective 2.3: Protect and promote tourism opportunities in the Yuma area.

Policy 2.3.1: The City shall partner with local tourism agencies to promote Yuma as a tourism destination.

Policy 2.3.2: The City shall protect and promote the unique elements that make Yuma a tourism destination, including but not limited to recreation and open space, retail choice and housing variety.
Objective 2.4: Achieve a diversified economy that is open to new opportunities and resistant to seasonal employment fluctuations.

Policy 2.4.1: The City shall partner with the Greater Yuma Economic Development Corporation, the Chamber of Commerce and other economic development agencies to target new industry clusters and promote Yuma as a place for new business.

Goal 3.0: Create a community with an excellent quality of life.

Objective 3.1: Provide opportunities in Yuma that exemplify a great community to live, work and play.

Policy 3.1.1: The City shall maintain a balance of residential types, promote a multitude of employment opportunities and provide easily accessible daily retail and service needs.

Policy 3.1.2: The City shall promote and require areas for all community service needs, including but not limited to sites for schools, public safety, utilities and parks, trails and open spaces within all new developments.

Policy 3.1.3: The City shall support and promote arts and cultural opportunities for community residents.

Objective 3.2: Achieve a high standard of physical appearance and maintenance of land and buildings.

Policy 3.2.1: The City shall maintain and expand programs to prevent the deterioration of existing residential and commercial areas.

Policy 3.2.2: The City shall partner with local businesses and property owners to upgrade substandard areas.

Policy 3.2.3: The City shall encourage beautification in existing and newly developing areas.

Goal 4.0: Create a community where growth is managed in an efficient and orderly form.

Objective 4.1: Promote development where resources and infrastructure are in place.

Policy 4.1.1: The City shall achieve a planned rate of growth consistent with the City’s ability to provide public services.

Policy 4.1.2: The City shall encourage annexation in areas beneficial to the community.

Objective 4.2: Promote cost efficient and logical expansion of infrastructure consistent with the General Plan.

Policy 4.2.1: Coordinate infrastructure financing and improvements with existing and projected development activity.

Policy 4.2.2: Promote public and private coordination in timely and financially sound infrastructure expansion.
Policy 4.2.3: The City shall plan for and expand infrastructure in accordance with the General Plan.

Policy 4.2.4: The City shall encourage development adjacent to the developed urban area.

Goal 5.0: Create a community where growth and development are coordinated on a regional level.

Objective 5.1: Promote regional coordination for land use decision making.

Policy 5.1.1: The City planning staff shall meet regularly with the planning staff of other communities including military facilities to discuss land use issues and policies.

Policy 5.1.2: The City Planning and Zoning Commission shall meet regularly with the Yuma County Planning Commission to discuss land use issues and policies within the General Plan.

Policy 5.1.3: The City Council shall meet regularly with the Yuma County Board of Supervisors to discuss relevant City/County issues.

Objective 5.2: Promote consistent development requirements between the City and the County.

Policy 5.2.1: The City shall support the development of County building and zoning requirements that are in accordance with City standards.
**ACTION PLAN**

<table>
<thead>
<tr>
<th>Phase</th>
<th>Project</th>
<th>Responsible Agency/Department</th>
<th>Funding Source</th>
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<tbody>
<tr>
<td>1 - 5 years</td>
<td>Develop a Capital Improvement Strategy for existing urbanized county areas with below standard public infrastructure that are likely to annex to the City.</td>
<td>Community Development /PW/Parks/Fire/Police</td>
<td>General</td>
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<tr>
<td></td>
<td>Partner with the Yuma International Airport to incorporate the goals and actions of the Airport Master Plan into City of Yuma development activities and develop an Airport Area Specific Plan.</td>
<td>Community Development</td>
<td>General</td>
</tr>
<tr>
<td></td>
<td>Develop an Economic Development Element.</td>
<td>Community Development</td>
<td>General</td>
</tr>
<tr>
<td></td>
<td>Develop a Community Design Policy for new construction and redevelopment efforts that reflects a community consensus for development.</td>
<td>Community Development</td>
<td>General</td>
</tr>
<tr>
<td>6+ years</td>
<td>Develop a policy to address open space requirements in all community and neighborhood plans.</td>
<td>Community Development</td>
<td>General</td>
</tr>
<tr>
<td></td>
<td>Develop a Transfer of Development Rights Program.</td>
<td>Community Development</td>
<td>General</td>
</tr>
<tr>
<td></td>
<td>Develop a policy to address environmental compliance regulations for new development.</td>
<td>Community Development</td>
<td>General</td>
</tr>
</tbody>
</table>
Development within the high noise or accident potential zone of a military or ancillary military facility is subject to the requirements of the City of Yuma Airport Overlay Zoning District.
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