



SURPRISE 2040

General Plan



SURPRISE
ARIZONA

Adopted by City Council on
December 19, 2023

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Executive Summary

SURPRISE: RISING TO 2040

Momentum from continued growth and development has helped to create the defining qualities of the City of Surprise over the last twenty years. Boasting safe neighborhoods with quality housing, enhanced educational facilities, and ample recreational opportunities, Surprise has transformed beyond its former reputation as a bedroom town and gateway to Phoenix into a community where people of all ages and varying pursuits can live, grow, and thrive. As a result, the City of Surprise now stands as a pillar of importance in the metropolitan region and the state overall.

With all the recent growth, and subsequent benefits, also comes the need to preserve those qualities that make Surprise an attractive and unique place to live in the first place. The residents of the community take great pride in the ease of access to the natural desert setting within and surrounding the City. Additionally, considerations for managing water resources, allowing a diverse housing portfolio, reducing traffic congestion, maintaining infrastructure, preserving the local environment, attracting amenities, setting the standard in community safety, cultivating local art and heritage, strengthening neighborhoods, and addressing social and economic needs are very important to Surprise's future. Rising to all of these aspirations requires strong and effective community-wide planning and leadership to ensure Surprise offers the highest possible quality of life.

The City of Surprise now looks to the 2040 General Plan to inform decisions on where and how to progress in the future. This includes examining what places can best support growth, what places need thoughtful reinvestment, and what types of development residents value throughout the City. To address these questions, the Surprise 2040 General Plan is organized around the community's shared vision and values that build on the City's past and current strengths while respecting who and what has made Surprise a great city.

Prominent Community Aspirations: A plan of this magnitude would not be possible without extensive input from across the community. Input from a wide variety of community members and stakeholders was essential to crafting a plan that accurately reflected residents' visions, concerns, and hopes for Surprise's future. Some of the prominent community aspirations highlighted below were shared through community conversations and demonstrated how public feedback directly led to the vision, values, goals, and policies of this plan.

Balancing Development

Surprise is a community of distinct neighborhoods that looks to balance future development by providing a city that includes a variety of housing options for all who choose to live in Surprise while also respecting the neighboring rural communities.

Transportation Network

The transportation system in Surprise needs to support the residents and businesses of the community through ensuring developing areas are connected to the established areas of the city, reducing traffic congestion, and allowing for the use of alternative transportation modes.

Water Resources

Living in the arid climate of the Sonoran Desert, protection of available water resources is paramount. The City of Surprise actively maintains its Designation of Assured Water Supply and is committed to overall community water conservation.

Open Space

Preserving open space areas in and around Surprise is an area of community consensus. Many Surprise residents value the city's close access to nature and recreation as well as maintaining proper habitat protection for the native plants and animals.

Arts, Culture, and Heritage

Access to art and cultural events has become a widely recognized boost in the quality of life in Surprise. Local art gives shape to the community identity and strengthens the local culture and heritage. Supporting the arts has proven to give rise to innovative economic opportunities.

Community Safety

Access to local safety and emergency services is a leading indicator of a community's quality of life. Ensuring these services keep pace with the rate of growth is a prime aim for Surprise to continue its high caliber safety services for both its current and future community members.

GENERAL PLAN FRAMEWORK

Vision and Values-Based Approach

A Vision Statement was established to create a firm foundation and organizational structure that guided the development of the overall plan and informs decision-makers on how to best implement the plan. Six core community-initiated values were further defined to support the desired Vision for Surprise across the many facets of municipal governance and service. These values seek to promote

A Welcoming Place

A Livable Community

A Connected City

A Sustaining Environment

A Healthy Lifestyle

A Competing Economy

In addition to supporting the achievement of the City's Vision, the six values also function as the organizing framework for the 2040 General Plan. Figure E.1 includes the 2040 General Plan Vision Statement and the graphical representation of the Values Framework.

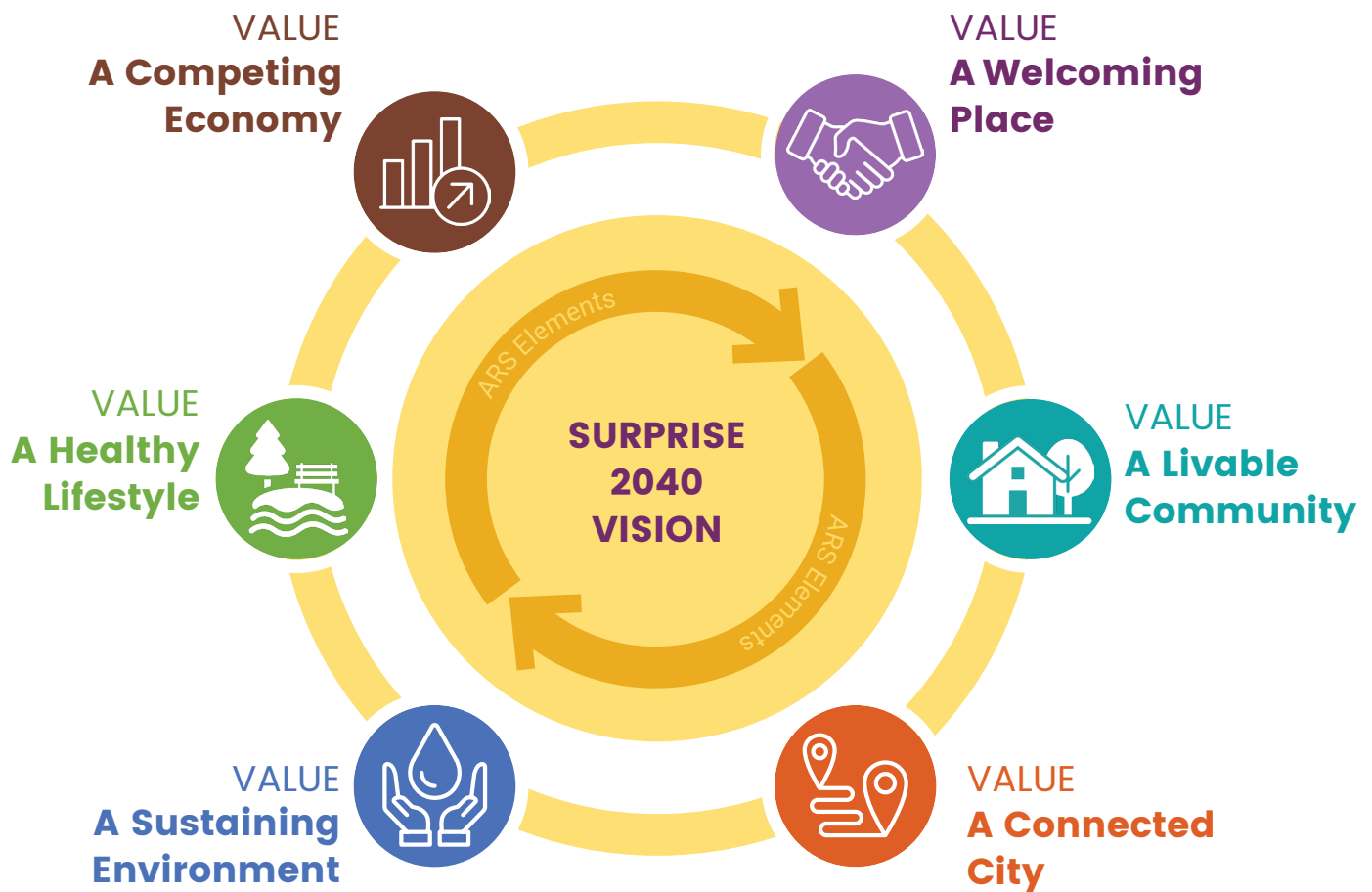
Rather than the common practice of siloing the Arizona Revised Statutes (ARS) required elements of the General Plan (i.e. land use, circulation, open space and recreation, growth areas, water resources, environmental planning, conservation, rehabilitation and redevelopment, neighborhood preservation and revitalization, energy, public services and facilities, public buildings, housing, bicycling, transit, safety, and cost of development) in separate chapters, the 2040 General Plan utilizes the shared values of the community as the organizing chapters of the Plan to provide a clear and comprehensive picture of the community's resources, its needs and desires, and strategies to address future development as visualized in Figure E.1.

The General Plan Advisory Group (GPAG) elected to use this approach based on the values because they were found to reflect and encompass the desired priorities of the residents of Surprise instead of developing formulaic chapters for each ARS mandated element. As a result of this approach, each of the six value based chapters includes community-driven goals and policies that bring the ARS required elements together to facilitate coordinated action across City departments and the community overall, while also reducing excessive redundancies among the identified goals and policies to create a streamlined General Plan.

Figure E.1: 2040 General Plan Vision and Values Framework

Surprise’s Vision for the 2040 General Plan

Against the picturesque backdrop of the White Tank mountains, Surprise is a distinct community that provides a high-quality life for residents of all ages. A range of rural to urban neighborhoods are safe and aesthetically pleasing. Community-wide mobility and accessibility is balanced with resource conservation to provide abundant greenways and open spaces for people to enjoy. Through responsible growth, the City’s historic origins are embraced, while thriving destinations provide cultural, employment, and shopping opportunities. This is complemented with well-planned infrastructure that creates a lasting foundation for the continued benefit of Surprise residents and visitors.



NAVIGATING THE PLAN

In order for the Surprise 2040 General Plan to serve effectively as the City's guide for the future, this document is organized into ten interrelated chapters that each affirm and solidify Surprise's Vision Statement.

Chapter 1: Introduction – This chapter lays the groundwork for the plan. This consists of describing the purpose of the plan, highlighting the planning and public engagement process, and establishing the overall vision and values.

Chapter 2: Who We Are – This chapter contextualizes Surprise in the region and gives an overview of the community's history. A snapshot of the demographic and socio-economic composition of the community at the time of this plan update is also included.

Chapters 3-8: Values – Each Value (A Welcoming Place, A Livable Community, A Connected City, A Sustaining Environment, A Healthy Lifestyle, and A Competing Economy,) is showcased in a standalone chapter that provides specific planning discussions on topics and issues related to the overall focus of the chapter. Each of these chapters are further supported by specific plans, goals and policies that work to see the community's Vision firmly established in Surprise's future.

Chapter 9: Implementation – This chapter of the General Plan includes a matrix table that details how the goals within each of the six value chapters addresses the ARS mandated elements. Another component of this chapter highlights implementation initiatives that the City should undertake to carry-out the General Plan along with metrics to measure progress. The final section explains the administration procedures for monitoring and amending the Plan.

Chapter 10: Appendix - This chapter includes a glossary of select terms and a listing of specific acronyms & abbreviations that are used throughout the Plan.

HOW TO USE THIS DOCUMENT

Each of the individual value chapters (i.e. chapters 3-8) of the Surprise 2040 General Plan are structured in a similar manner in order to maintain a consistent level of unity across the document as well as to create an enhanced user experience. These individual components of the value chapters are further described as follows:

- **Discussion:** A discussion section is provided to explain the context in which goals and policies have been made, reasons for those decisions, and how the goals and policies are related. The discussion portions of the plan do not establish or modify policies, but they may help to interpret policies.
- **Approach Frameworks:** Approach frameworks are included in certain value chapters to go into further detail on important subjects or plans (i.e., maps) that play a key role in applying the General Plan.
- **Goals:** Each value chapter contains several goals that support the various aspects of the broader value. In many instances, these goals may also relate in a broader capacity to the other value chapters. Together, goals are the generalized ideals which provide a sense of direction for action.
- **Policies:** The essence of the General Plan is contained within its policy statements. Policies further refine goals and guide the course of action the City desires to take to achieve the stated goals in the plan. It is important to note that policies are guides for decision makers, not decisions themselves.



FINDING YOUR WAY BY INTEREST

This list in Table E.1 is a companion to the Table of Contents, providing references for the 2040 Plan’s goals related to key topics of interest that were commonly identified by community members during the public engagement process. In alignment with their importance, these topics of interest are covered in multiple sections of the Surprise 2040 General Plan. Goals that include direct references of an area of interest are shown in bold.

Table E.1 Finding Your Way by Interest

Topic	Chapter	Interest	Reference (Goal)
Water	6, 7 & 8	How we will manage our water resources.	6.1, 6.2, 6.5, 6.6, 6.7, 7.1, 7.2, 8.2
		How we will conserve our water.	6.1, 6.2, 6.4, 6.5, 6.6, 6.7, 7.1, 7.2, 8.2
Housing	4 & 8	How we will create housing opportunity for all income groups.	4.1, 4.2, 4.3, 8.1
Transportation	5 & 8	How we will increase mobility options.	5.1, 5.2, 5.4
		How we will help to relieve congestion	5.2, 5.3, 5.4, 8.2
Recreation	7 & 8	How we will provide opportunity for recreation.	7.1, 7.2, 7.3, 8.3
Public Safety	3, 4, 5, 6 & 7	How we will ensure our City is safe for all residents.	3.3, 3.4, 4.3, 4.4, 5.1, 5.2, 5.3, 6.3, 7.2, 7.3, 7.4, 8.3
Education	3, 6, 7 & 8	How we will support education.	3.2, 3.3, 3.4, 4.1, 5.2, 6.3, 7.3, 8.1, 8.4
Neighborhoods	4 & 5	How we will promote quality design.	4.1, 4.2, 4.3, 5.1
		How we will protect existing rural development.	4.1, 4.2, 5.1
Open Space	4, 6, 7 & 8	How we will emphasize the importance of our natural and passive open spaces.	4.1, 4.3, 6.1, 6.2, 7.1, 7.2, 7.3, 7.4, 7.5, 8.4
		How we will preserve our wildlife corridors.	6.1, 6.2, 7.2, 7.5
Arts & Culture	3, 7 & 8	How does art and culture strengthen our community	3.1, 7.1, 7.5, 8.3, 8.4

FINDING YOUR WAY BY ELEMENT

Per Arizona Revised Statutes (ARS 9-461.05), a General Plan must include specific elements, or topics, that are determined based on the population of the City. Based on the City's current population, the required elements that must be addressed include:

- Land Use
- Circulation
- Open Space
- Growth Areas
- Environmental Planning
- Cost of Development
- Water Resources
- Conservation
- Recreation
- Public Services & Facilities
- Public Buildings
- Housing
- Rehabilitation and Redevelopment
- Safety
- Bicycling
- Energy
- Neighborhood Preservation and Revitalization

General Plans may also include additional elective elements on any topic that the City feels is important or unique to the long-term planning of the community. Within this context, and through the planning process, the City of Surprise identified the following additional key elements:

- Economic Development
- Arts & Culture
- Education
- Health

Given this General Plan is uniquely organized around the City's six core community-initiated values, the following Goals & Elements Matrix in Table E.2 was developed to explicitly detail how the various goals (and their supporting policies) specified within each chapter of the Plan apply to the elements required by ARS and those elements that the City has elected to include.

Table E.2: Goals & Elements Matrix

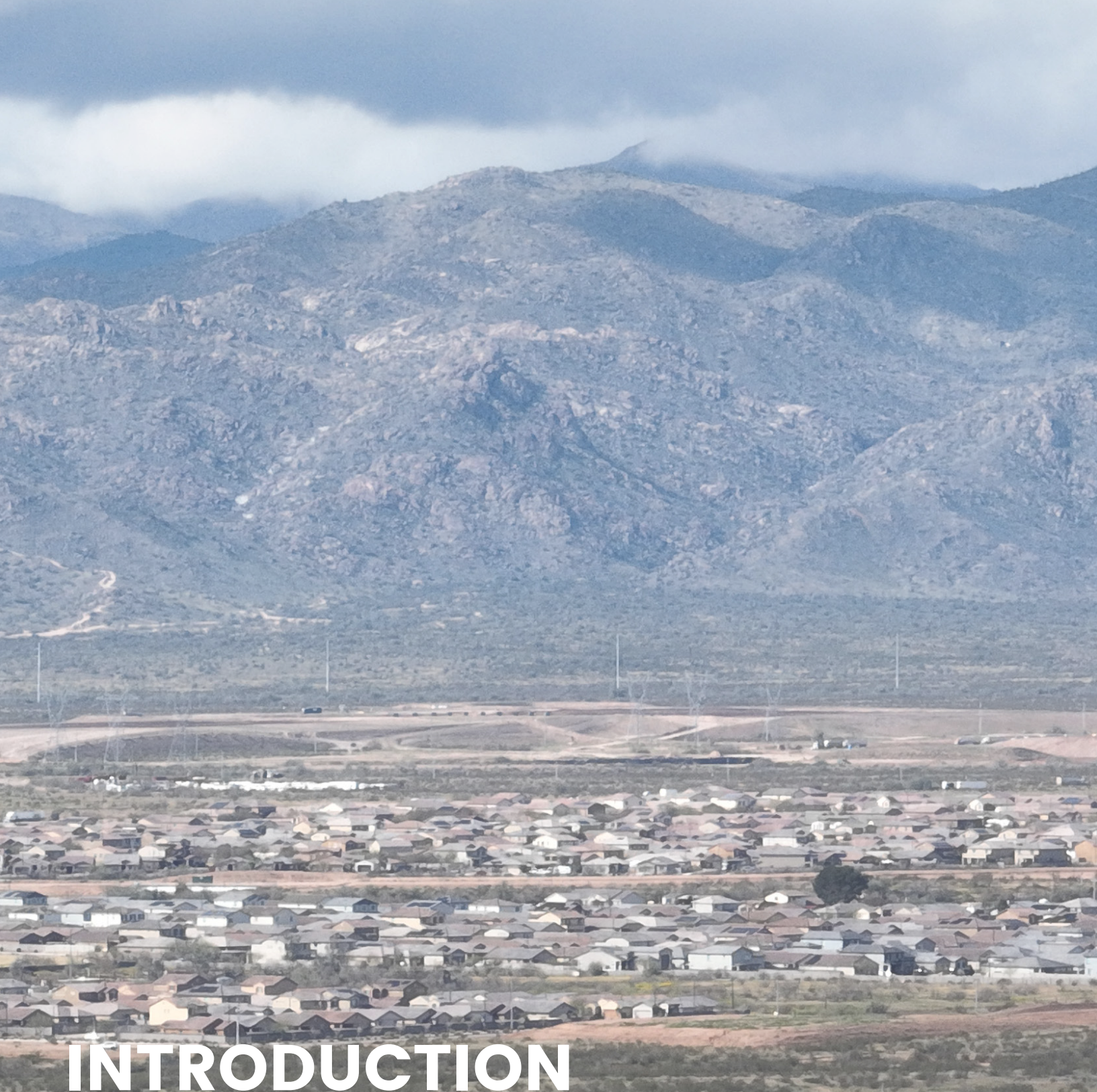
			REQUIRED ELEMENTS										ELECTIVE ELEMENTS					
			Land Use & Growth Areas	Circulation & Bicycling	Recreation & Open Space	Revitalization & Redevelopment	Housing & Neighborhood Preservation	Environmental Planning & Conservation	Water Resources	Energy	Public Services & Facilities	Public Buildings	Safety	Cost of Development	Economic Development	Arts & Culture	Education	Health
A WELCOMING PLACE	Goal 3.1	Build strong neighborhoods and local connections	●		●	●	●				●	●			●	●		●
	Goal 3.2	Promote public engagement and participation				●				●				●		●	●	
	Goal 3.3	Foster effective communication				●							●	●	●	●	●	●
	Goal 3.4	Provide good governance through service excellence									●	●	●	●	●		●	●
A LIVABLE COMMUNITY	Goal 4.1	Maintain a well-managed community form	●			●	●							●	●	●		
	Goal 4.2	Be a home for everyone	●	●	●	●	●	●	●	●			●	●	●	●		
	Goal 4.3	Foster a sense of place through maintenance, reuse, or redevelopment of maturing areas	●		●	●	●	●				●	●	●	●			●
	Goal 4.4	Protect Luke Air Force Base	●	●	●		●	●	●		●	●	●	●	●			●
A CONNECTED CITY	Goal 5.1	Develop a complete transportation network to support desirable patterns of development	●	●		●	●	●					●	●	●			●
	Goal 5.2	Promote safe movement of people, goods, and vehicles across all modes of travel		●	●		●						●		●			●
	Goal 5.3	Relieve vehicular congestion	●	●		●	●	●		●			●	●	●			●
	Goal 5.4	Plan for emerging transportation technologies		●		●	●	●		●	●	●		●	●			
	Goal 6.1	Protect the health of our diverse environment	●		●			●										●

		REQUIRED ELEMENTS											ELECTIVE ELEMENTS				
		Land Use & Growth Areas	Circulation & Bicycling	Recreation & Open Space	Revitalization & Redevelopment	Housing & Neighborhood Preservation	Environmental Planning & Conservation	Water Resources	Energy	Public Services & Facilities	Public Buildings	Safety	Cost of Development	Economic Development	Arts & Culture	Education	Health
A SUSTAINING ENVIRONMENT	Goal 6.2	Utilize a systems approach to sustainability	●		●		●	●	●				●	●			
	Goal 6.3	Reduce risk and thrive under change		●	●			●			●	●				●	
	Goal 6.4	Provide exceptional core utilities					●	●		●	●		●	●			
	Goal 6.5	Continuously and responsibly manage our water resources	●		●	●		●	●					●			●
	Goal 6.6	Bolster water conservation	●			●		●	●								●
	Goal 6.7	Ensure for safe and reliable water delivery				●		●	●				●	●			●
A HEALTHY LIFESTYLE	Goal 7.1	Offer superior recreational amenities and activities	●	●	●			●	●		●			●	●		●
	Goal 7.2	Foster a system of natural opens spaces	●	●	●	●		●	●			●					●
	Goal 7.3	Increase access to wellness opportunities		●	●	●		●	●		●	●		●	●	●	●
	Goal 7.4	Ensure for quality community services	●	●			●			●		●					
	Goal 7.5	Cultivate and preserve our culture and heritage			●	●	●				●	●		●	●		●
A COMPETING ECONOMY	Goal 8.1	Support economic competitiveness	●	●		●			●	●	●			●		●	
	Goal 8.2	Be a regional economic partner						●	●	●	●			●			
	Goal 8.3	Elevate tourism through attractions	●			●						●		●	●		
	Goal 8.4	Offer life-long learning and skill-building			●		●				●	●		●	●	●	



SURPRISE2040
General Plan

1



INTRODUCTION

The Surprise 2040 General Plan provides the overall scheme for the City's land use, transportation systems, environmental resources, open space, and economy. This plan also establishes the structure for all other planning activities and documents for the City of Surprise.

Introduction

GENERAL PLAN PURPOSE

As established by Arizona Revised Statutes (ARS) §9-461.05, the purpose of a general plan is to institute guiding policy for the management and future development of the City across a series of required elements (i.e. topics).

More specifically, the Surprise 2040 General Plan aligns with ARS by functioning as a visionary document that forms a blueprint for the long-range physical and social development of the City of Surprise. Through a clear vision and over arching values, the Surprise 2040 General Plan utilizes a series of organized goals and policies to provide the foundation for public and private sector decision-making on land use regulation, development, future investment, and the allocation of critical resources.

Further, the City of Surprise's General Plan was last comprehensively updated in 2014. ARS requires general plans to be updated every 10 years. Consequently, the City is undertaking this update by looking out over the next 20-year planning horizon with a focus on priorities and actions across the next decade. This state mandated update process was carried out in conformance with all statutory requirements as outlined in ARS §9-461.06.



HOW IS THE PLAN USED

The Surprise 2040 General Plan continues the City's history of applying community-driven, long range planning efforts to ensure quality of life is maintained as growth occurs. It guides and influences the following types of decisions:

- The General Plan provides an evaluation framework for land development applications submitted to the City on an ongoing basis.
- The General Plan provides a context by which Surprise can make capital investment decisions.

The General Plan also establishes guidance and priorities for more detailed planning efforts. These plans are meant to work together to further implement the Plan.

- Master Plans, such as the City's Integrated Water Master Plan or its Arts and Culture Master Plan, take the General Plan a step further on a specific topic by providing additional analysis and detail.
- Codes and ordinances, such as the City's Land Development Ordinance (LDO) and the Planning and Engineering Design Standards (PEDS), begin to implement the plans by creating regulations and standards.
- Specific development projects (i.e. site plans and construction plans) in Surprise, both those led by the public sector and those led by the private sector, provide the final design for physical improvements within the community. Consistent coordination down to this level is important to provide a consistent image for the future of Surprise.

The adjacent graphic in Figure 1.1 illustrates the relationship between the General Plan and these other implementation tools.

Figure 1.1: Plan Type Relationships



PUBLIC ENGAGEMENT

Engaging the public and receiving input from the starting foundation for a community's General Plan. As part of this update process, the outreach effort was conducted over a year encompassing multiple engagement opportunities, including both in-person and virtual formats, stakeholder interviews, and community presentations. The public engagement for the 2040 General Plan update was conducted over three phases. Each phase was comprised of at least a single in-person workshop and a corresponding virtual workshop to allow for maximum community participation. Each in-person workshop was conducted in an open house format with interactive board activities to gather input from the public. The virtual workshop component made all in person materials available virtually with opportunities to give feedback online. Each of the three phases was publicized by the City's Marketing and Communication Department using print and social media. Advertisements ran at Surprise Stadium during Spring Training games encouraging public participation in the update process. Articles on the General Plan update were also included in the publications of the Surprise Progress quarterly magazine. Throughout the duration of the plan's development, the General Plan website served as a one stop shop for project updates, upcoming events, relevant documents, virtual engagement opportunities, and General Plan Drafts.

The project team additionally presented the General Plan updated process to local community organizations and stakeholder agencies, including to the Surprise Youth Council, the Arizona State Land Department, Maricopa County, and the Surprise Regional Chamber of Commerce, and solicited feedback from these groups and entities. To raise awareness of this update process for the General Plan, informational pop-up booths were used at large City and local events, including the Surprise Fiesta Grande, the Surprise Founder's Day Party, and the State of the City.





General Plan Advisory Group

The General Plan Advisory Group was a group of 18 community members, of those who had expressed an interest and those recommended by the City Council in July 2022. As such, the GPAG consisted of residents, institutional leaders, and business owners who represented the vast spectrum of the Surprise citizenry. The committee met nine times over a twelve-month period during the course of drafting the plan and made a final recommendation to City Council in August 2023. Bi-monthly meetings with GPAG members were conducted to review the various elements that make up the General Plan document. The GPAG provided valuable feedback during these meetings that informed the direction of the development of the General Plan. Members of the GPAG also took an active role in the community by reaching out to the public and encouraging those in their sphere of influence to get involved with the process.

Technical Advisory Team

The General Plan Kickoff Summit was held on May 18, 2022 to bring the City's executive leadership team together to initiate the plan's development. The purpose of this meeting was to introduce the City of Surprise's General Plan Update project and gain a detailed understanding of City-wide technical and policy considerations that may influence the development process for the plan. Throughout the development of the Plan, senior leadership from every department was also directly involved in the update of the Plan, providing an overview of the existing opportunities, needs, challenges, and future plans for their respective departments.

GENERAL PLAN VISION & VALUES

The Vision Statement of the 2040 General Plan is the shared aspiration that the City of Surprise aims to achieve moving forward into the long-term future. The direction provided in the General Plan supports the collective vision statement developed by the input from the community at large and the General Plan Advisory Group.

Our Vision for the Future

Against the picturesque backdrop of the White Tank mountains, Surprise is a distinct community that provides a high-quality life for residents of all ages. A range of rural to urban neighborhoods are safe and aesthetically pleasing. Community-wide mobility and accessibility is balanced with resource conservation to provide abundant greenways and open spaces for people to enjoy. Through responsible growth, the City's historic origins are embraced, while thriving destinations provide cultural, employment, and shopping opportunities. This is complemented with well-planned infrastructure that creates a lasting foundation for the continued benefit of Surprise residents and visitors.



Our Values

During the General Plan update process, six core values were identified to guide the City's efforts to achieve the community's vision.



A Welcoming Place

Surprise values a strong inclusive culture and commitment to action through embracing continued public engagement and collaboration among residents, government entities, institutions, and the business community.



A Livable Community

Surprise values responsible growth that promotes vibrant neighborhoods with distinct identities, offering a wide variety of attractive housing options for a diverse population.



A Connected City

Surprise values safe and accessible mobility choices for all ages and abilities, including well-maintained road networks, public transit, sidewalks, bike lanes, and trails with an emphasis on embracing new infrastructure technologies and future transportation modes.



A Sustaining Environment

Surprise values thoughtful development, resource conservation with a secure water future, and appropriate infrastructure provisions that take financial, social, and environmental impacts into account to ensure a resilient and adaptive future for all.



A Healthy Lifestyle

Surprise values a safe community with modern amenities, including a wide range of outstanding parks and recreational facilities, access to public and health services, and well-supported arts and cultural events and venues.



A Competing Economy

Surprise values reliable employment supported by small to large businesses spanning multiple sectors, education and vocational training that is responsive to economic fluctuations and market shifts, and enticing destinations attracting visitors, new employers, and innovative workforce talent.



2



WHO WE ARE

The City of Surprise's enduring history and strong growth mindset have created a high-quality community that enjoys both the small-town feel with big-city amenities.

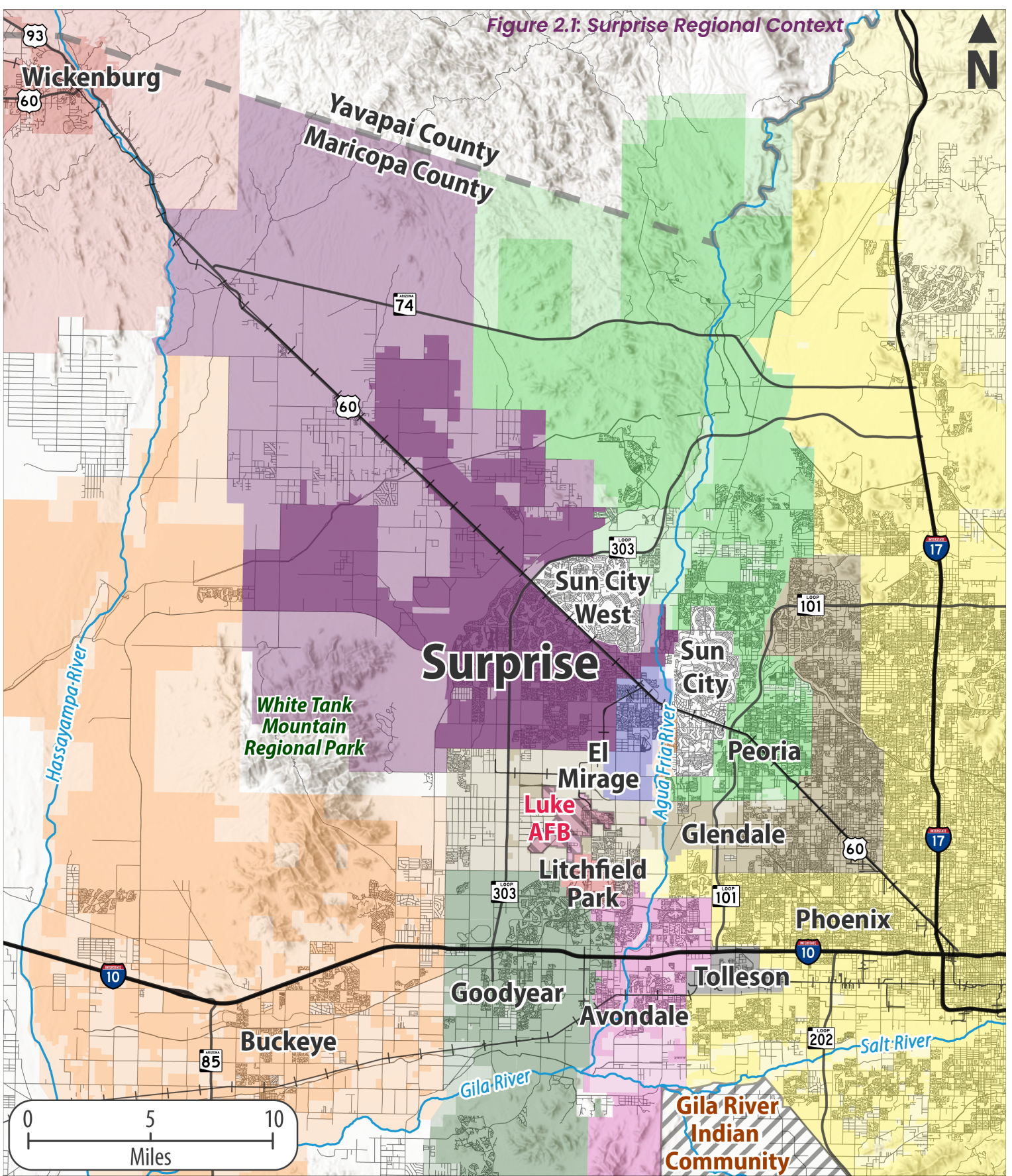


REGIONAL CONTEXT

The City of Surprise is located in the northwest valley of Maricopa County, approximately 20 miles northwest of the City of Phoenix along the US60/Grand Avenue Corridor. Currently, the municipal limits of Surprise are bounded by unincorporated County land to the north. Along the City's Surprise eastern edge, Surprise is neighbored by the Cities of Peoria and El Mirage and the communities of Sun City and Sun City West. To its south are the City of Glendale and the unincorporated areas around Luke Air Force Base and the foothills of the White Tank Mountain Regional Park (south of Peoria Avenue and Sun Valley Parkway). The western edge of Surprise meets the extents of the City of Buckeye that lie west of the White Tank Mountains. The full regional context for the City of Surprise is shown in Figure 2.1.



Figure 2.1: Surprise Regional Context



Legend

- | | | |
|-------------------------|------------|-----------------------------|
| Surprise City Limits | Interstate | County Boundary |
| Surprise Planning Area | Highway | Native American Reservation |
| Municipal Limits | Local Road | Luke Air Force Base (AFB) |
| Municipal Planning Area | Rail Line | |
| | River | |

Source:
City of Surprise,
AZGEO Clearinghouse



THE MUNICIPAL LIMITS AND PLANNING AREA

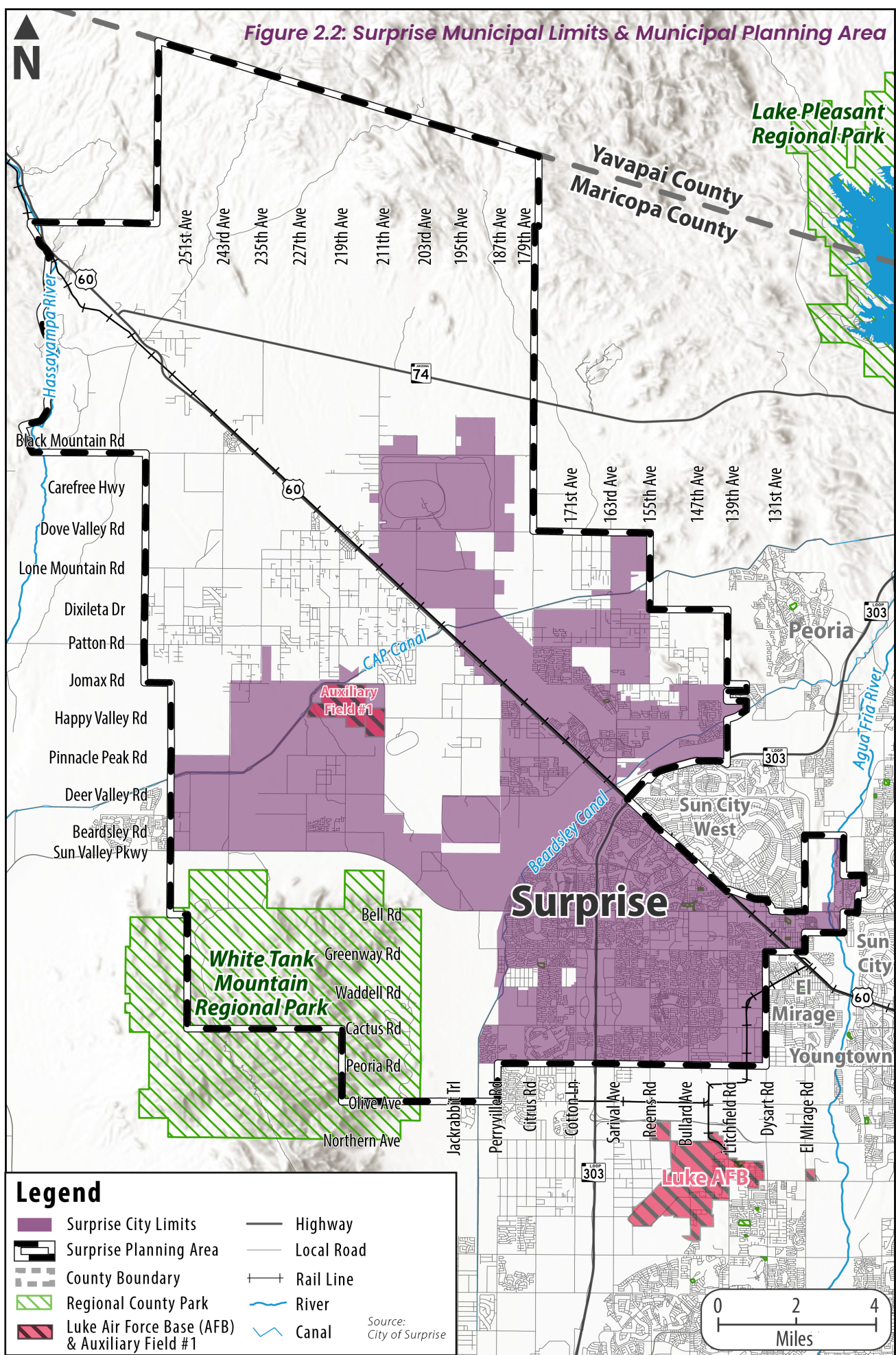
The Municipal Limits outline the incorporated area of the City of Surprise where it has direct jurisdiction. The City of Surprise's Municipal Limits start at the Original Town Site near the Agua Fria River and move westward. The limits travel northwest along Grand Avenue/US 60, pass the Loop 303, and extend further northwest along the Grand Avenue/US 60 Corridor to approximately Black Mountain Road and further west along Sun Valley Parkway to 251st Avenue. The southern extent is along Peoria Avenue. The total incorporated Municipal Limits measures approximately 110.19 square miles as of the date of this publication.

The Municipal Planning Area (MPA) is the regional area to where Surprise's planning influence extends, and the area from where annexations to Surprise can originate. The MPA also includes the incorporated area of the City. The northwestern portion of the planning area contains the unincorporated communities of Wittmann and Morristown, and the southern portion of the planning area contains portions of the White Tank Mountain Regional Park as well as parts of the unincorporated community of Waddell. The Surprise MPA measures approximately 328.39 square miles. The entirety of the Surprise MPA and its Municipal Limits are shown in Figure 2.2.

OUR HISTORY

On May 17, 1938 Flora M. Statler purchased a portion of property south of Wickenburg-Phoenix Highway and named it "Surprise," as she would be surprised if the town ever amounted to much. Statler's purchase included a service station, several dwellings, and farmlands. Today, this one-square mile of land exists as the current Original Townsite of Surprise. In 1940, the estimated population of Surprise was 20 people. Over the next decades, the population increased slowly along the bank of the Agua Fria River. The City's location at the edge of the Phoenix Metropolitan Area and prominence along the Grand Avenue/US 60 corridor made the City a gateway to the Phoenix Metropolitan Area for travelers coming from Las Vegas and other northwestern places.

Figure 2.2: Surprise Municipal Limits & Municipal Planning Area



Legend

	Surprise City Limits		Highway
	Surprise Planning Area		Local Road
	County Boundary		Rail Line
	Regional County Park		River
	Luke Air Force Base (AFB) & Auxiliary Field #1		Canal

Source: City of Surprise





On December 12, 1960 a 616-acre area of land, including the Original Townsite, was incorporated as the Town of Surprise. At the time of incorporation, only 169 acres of the incorporated land were developed with a population of 1,574 residents. The incorporated area was expanded for the first time on November 14, 1978 when a 10 foot strip of land encircling roughly 26 miles of unincorporated land was annexed by the City.

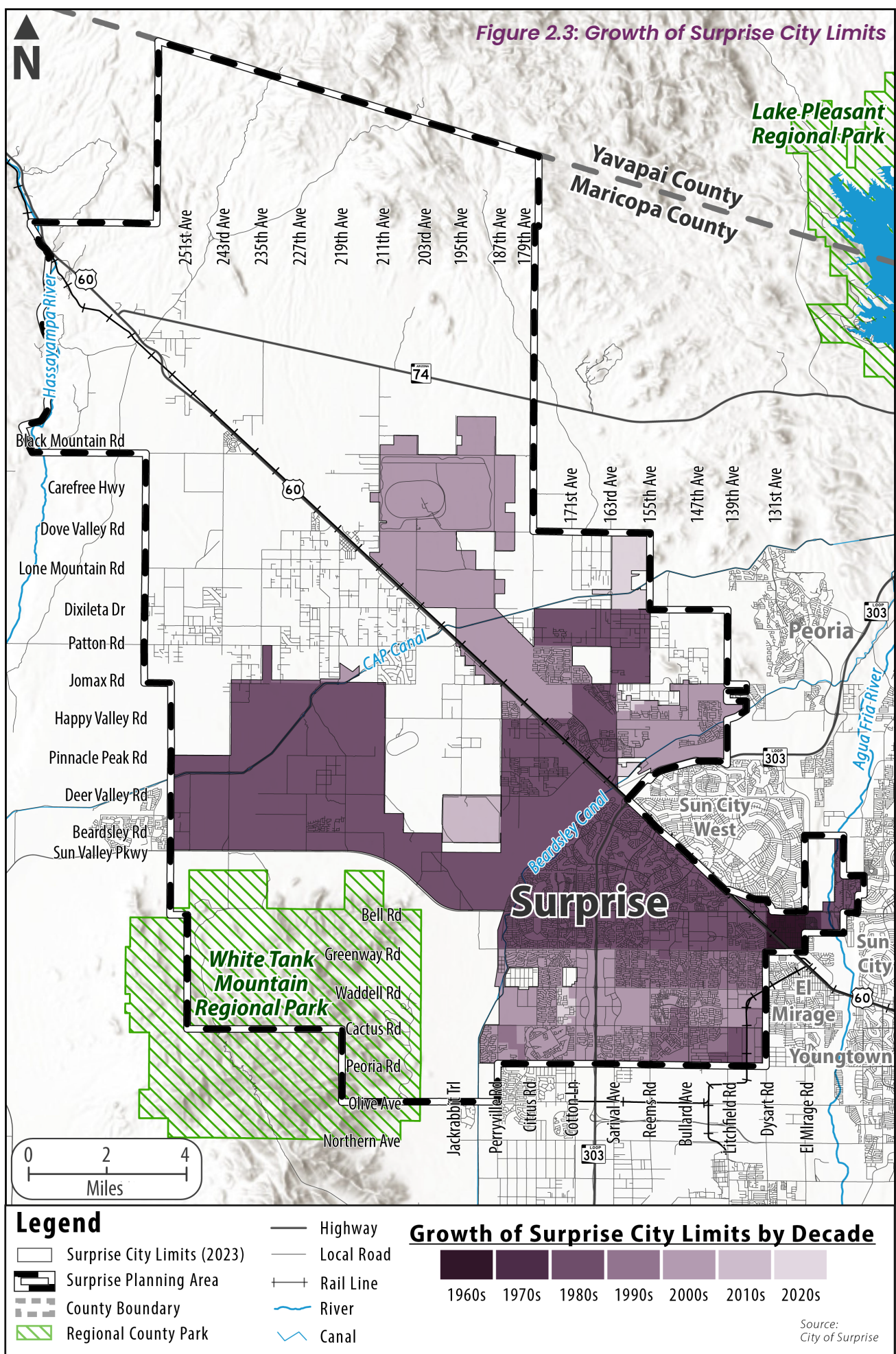
The predominant land use of the town during this time was residential, with no parks, inadequate streets, and dependent on City of El Mirage for water. Surprise utilized strip annexation in order to reserve unincorporated land until future development occurred in an area, at which time the City would annex the land into its City limits. The 1987 Surprise Comprehensive Development Guide included this area as well as other lands bordered by Perryville Road and US60/Grand Avenue as its planning area boundary. In 1991, voters approved changing Surprise from a town to a city.

The City boomed in population from 1990-2000, growing over 300% to over 30,000 residents. It was the fastest growing city in Maricopa County in the late 1990s. On the heels of this growth, the 2000s decade saw the expansion of premier recreational facilities in the City. The opening of the Surprise Recreation Campus in December 2002 also marked the first Surprise Party holiday celebration. The City's population growth continued its rapid pace, eclipsing 100,000 and reaching 117,517 by 2010.

Business and educational growth dominated the development from 2010-2020. After gaining Foreign Trade Zone status in 2011, the industrial district became home to new national and international business headquarters. In late 2017, Ottawa University-Arizona opened as the City's first 4-year residential university in the Surprise City Center. Over the next few years, the school grew its footprint and enhanced its students' experiences through the addition of more dormitories, a student union, an athletic center, and a competitive athletic field.

Over 60 years since incorporation, Surprise grew from 1,547 residents to a community of over 143,148 (US Census, 2020). The City now offers a broad range of lifestyles for all people and provides a wide variety of commercial establishments, educational advancement, and recreational opportunities for all ages. Figure 2.3 illustrates the growth of the Surprise City Limits by decade since incorporating in 1960.

Figure 2.3: Growth of Surprise City Limits



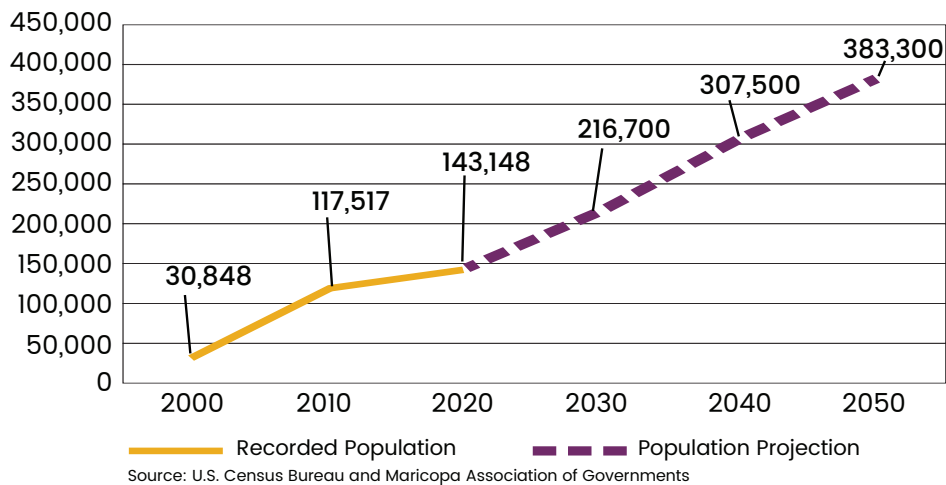


SURPRISE CITY PROFILE

Population

Today, Surprise’s population is 143,148 (2020 Census) and the City ranks as Arizona’s 10th most populated municipality. Maricopa Association of Governments (MAG) estimates that Surprise will reach a population of 216,700 by 2030, and it will continue to grow to 307,500 in 2040 and 383,300 in 2050 as shown in Figure 2.4.

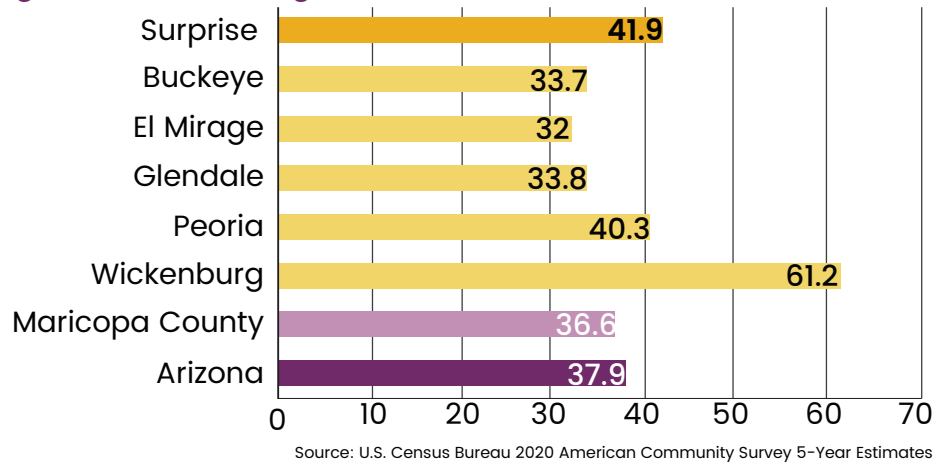
Figure 2.4: Population Projections



Age

The median age in the City of Surprise is 41.9, which is older than the median ages of most of the County, State, and Benchmark Communities as Figure 2.5 shows. Residential communities catering to retired populations have led to an older median age compared to the surrounding municipalities. Additionally, Surprise’s median age increased from 35.9 as reported in 2010.

Figure 2.5: Median Age



Race & Ethnicity

According to the 2020 U.S. Census, 83.0% of Surprise’s population is White. The second highest race category percentage is those who identify their race as Other at 8.4% of the total population. The share of the population who are Black/African American is 5.4% of the population, and the share of the population who are Asian is 2.8%. The American Indian/Native American and Native Hawaiian/Pacific Islander populations comprise 0.3% and 0.1%, respectively, of Surprise’s total residents. The comprehensive view of the race of the population of Surprise is in Figure 2.6.

Ethnicity and race are distinct attributes, which has been recognized by the U.S. Census Bureau. Figure 2.7 shows that in Surprise, over 20% of the population is Hispanic or Latino, meaning the people identifying in this category have roots in Mexico, Cuba, Puerto Rico, and other countries and places in Central and South America that have historical ties to Spanish cultural influences.

Figure 2.6: Race

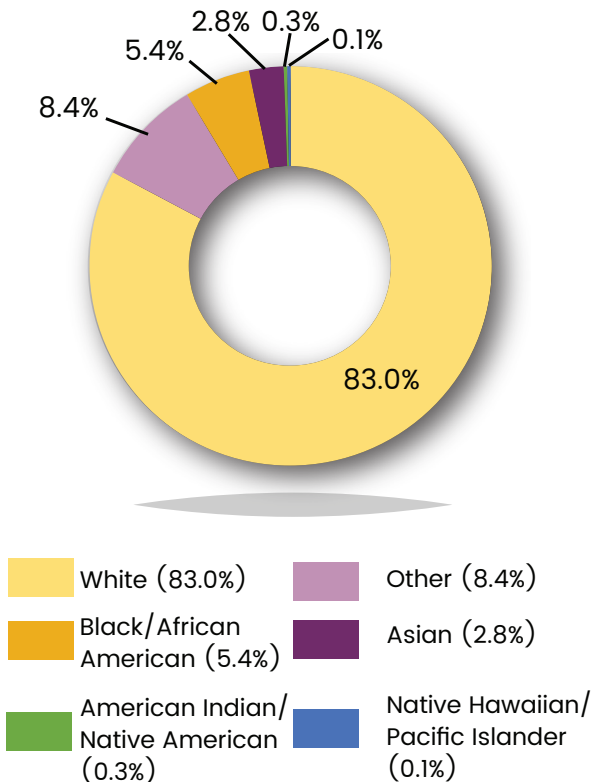
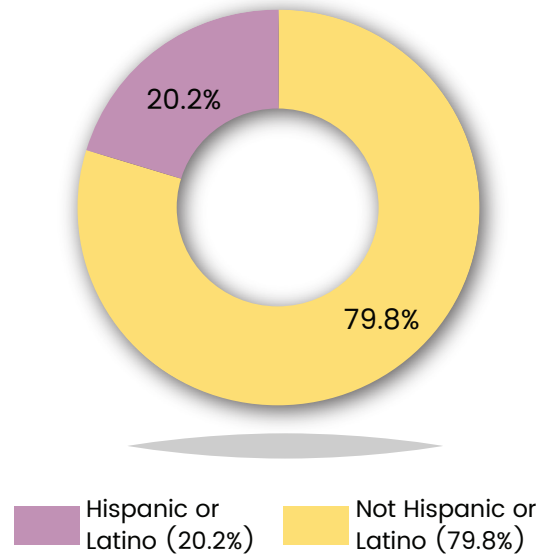


Figure 2.7: Ethnicity



Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates

Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates



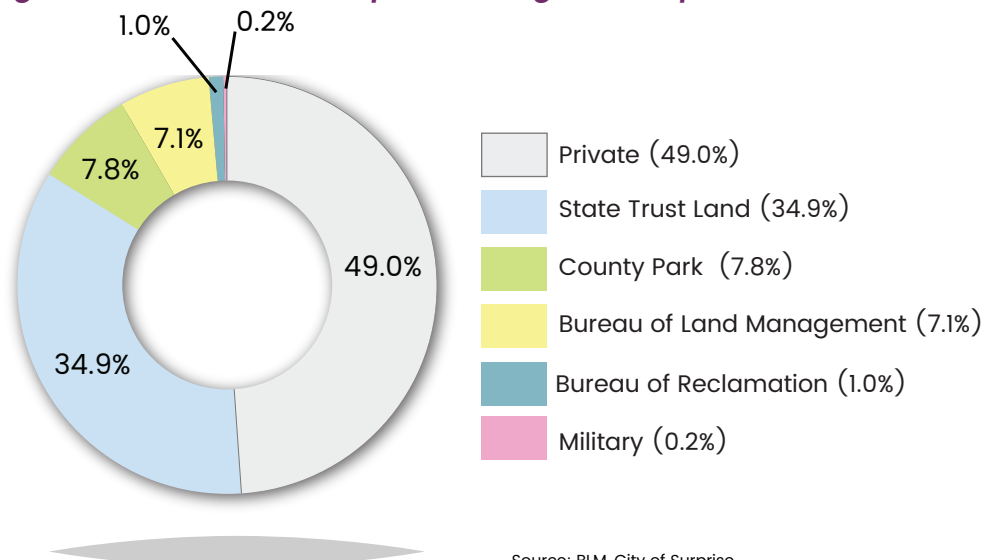
Land Ownership

Land ownership across the Surprise MPA that is privately owned accounts for 49.0%. The Arizona State Land Department manages State Trust Land, encompassing 34.9% of the MPA, followed by City or County Parks at 7.8%. The Bureau of Land Management (BLM) administers 7.1% of the MPA to round out the top four categories of land ownership. Almost all the land southeast of Beardsley Canal is Privately owned with State Trust and BLM land mostly located in the northernmost portions of the MPA. The breakdown of the land ownership in the Surprise MPA is shown in Table 2.1 and Figure 2.8 and in the map in Figure 2.9.

Table 2.1: Land Ownership in Surprise MPA

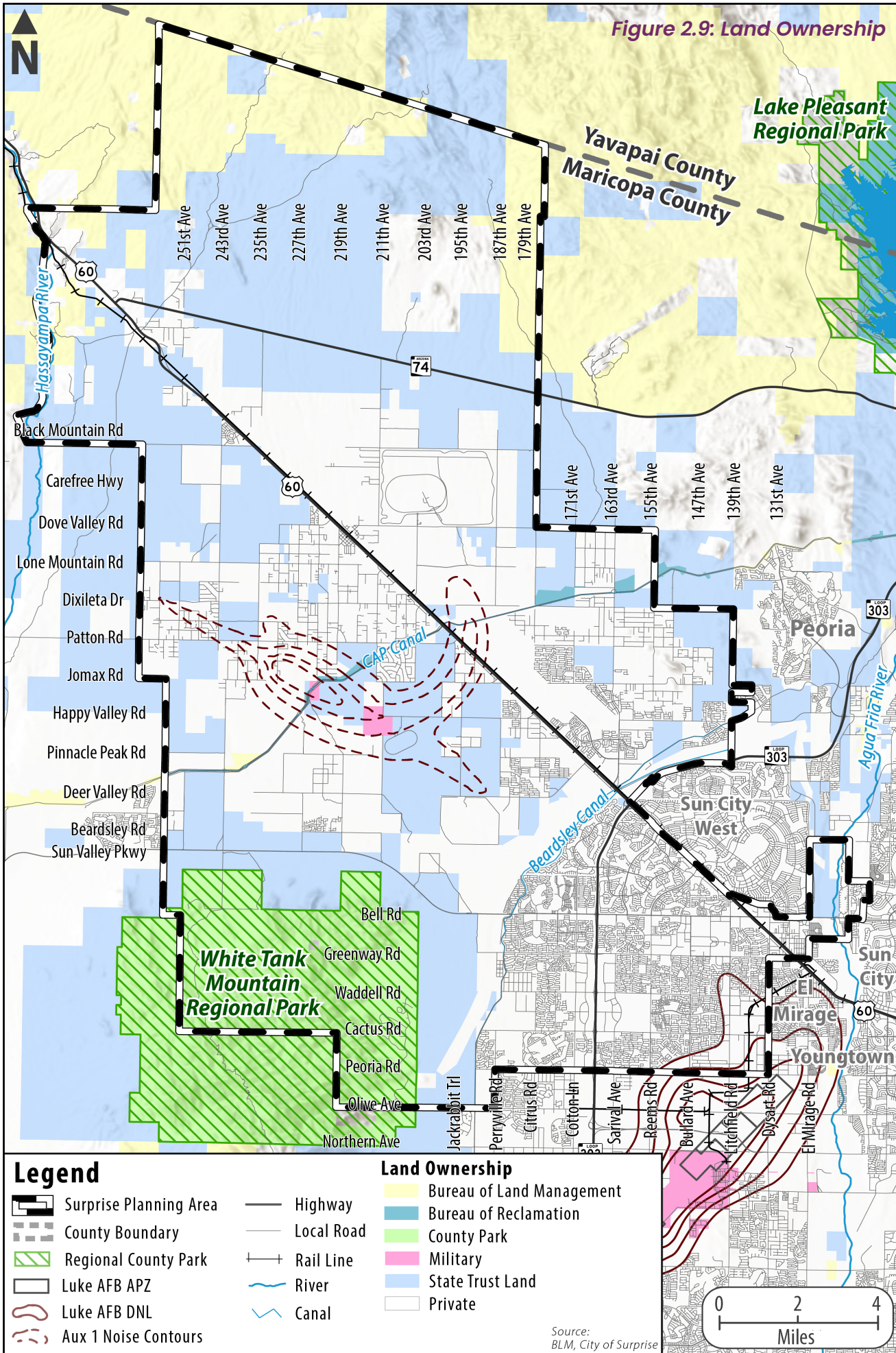
Land Ownership	Acreage	Square Miles	% of Total Land
Private	103,023.36	160.99	49.0%
State Trust	73,256.30	114.46	34.9%
County Park	16,482.60	25.75	7.8%
Bureau of Land Management (BLM)	14,933.57	23.33	7.1%
Bureau of Reclamation (BOR)	2082.42	3.25	1.0%
Military	395.69	0.62	0.2%
Total	210,173.94	328.40	100.0%

Figure 2.8: Land Ownership Percentages in Surprise MPA



Source: BLM, City of Surprise

Figure 2.9: Land Ownership



Legend

- Surprise Planning Area
- County Boundary
- Regional County Park
- Luke AFB APZ
- Luke AFB DNL
- Aux 1 Noise Contours

- Highway
- Local Road
- Rail Line
- River
- Canal

Land Ownership

- Bureau of Land Management
- Bureau of Reclamation
- County Park
- Military
- State Trust Land
- Private

Source: BLM, City of Surprise



3



A WELCOMING PLACE

Surprise values a strong inclusive culture and commitment to action through embracing continued public engagement and collaboration among residents, government entities, institutions, and the business community.



A Welcoming Place

INTRODUCTION

The City of Surprise has long prided itself on being a place where all people can find a place to call home and success in their pursuits. Flowing from this quality, the members of the community eagerly chose the leading value of the 2040 General Plan for the City to be a welcoming place, crystallizing Surprise's aspiration to be a place for all to come and put down roots. In order to continue being a welcoming place, the residents of the City of Surprise must rely on their diverse strengths and talents in working together to pursue their common goals for a thriving community. Where there is a thriving community, there is a sense of kinship, camaraderie, and connectedness for all who come here seeking their next "Surprise" in life.



PLANNING DISCUSSIONS

An important aspect of being a welcoming place is ensuring that people have strong connections within the community. Surprise hosts several annual civic events throughout the year where residents can gather and celebrate their common community, such as the Independence Day Celebration, the Surprise Fiesta Grande, and the Surprise Founder's Day Party, to name a few. The City of Surprise is committed to encouraging such participation and engagement at the neighborhood level too. Surprise offers free rental and delivery of its Block Party Trailer, which is equipped with tables, chairs, audio system, canopies, games, etc. for local developments to host more intimate gatherings.

Another characteristic of being a welcoming place is promoting public engagement, especially since it is a vital part of the planning process. Early and continuous engagement with the public brings diverse viewpoints and values and enables the City to make more informed decisions. This process encourages the members of the community to take an active part in building the future of the City through all of its municipal planning efforts. A prime example of this is the Surprise Youth Council that gives eligible young people a genuine voice and engages them in common interests to make Surprise a more unified place. Collaborative efforts like these build mutual understanding and trust between the City of Surprise and its residents.

With the firm foundation of strong community connections and public engagement, communication and effective dialogue among the citizens, the City, the business community, and other local institutions can be further developed and solidified. For the City's efforts, it publishes a quarterly magazine, Surprise Progress, and regularly leverages its website and additional emerging social media communication technologies to communicate various activities and initiatives in and affecting Surprise and its residents. In order to keep communication efficient, Surprise actively maintains strong partnerships with local institutions. Regular communication among these entities can unify their separate paths into a singular destination for the community at large.

In addition to building itself as a place to find success, Surprise offers assistance programs to ease the challenges faced by a number of its residents in meeting their basic needs. The Surprise Human Service and Community Vitality Department highlights the City's commitment to strengthening community, non-profit, and government partnerships to better serve its residents. Crucial municipal services such as these further emphasize the importance to compete for a high-quality workforce to serve the City of Surprise.



GOALS & POLICIES

Goal 3.1

Build strong neighborhoods and local connections

Surprise's rapid residential growth has produced and will continue to produce some of the most desired neighborhoods in the West Valley. As time moves forward, the City will encourage these existing and future new neighborhoods to interact through both planned events and unplanned opportunities in order to build and solidify local connections between them to strengthen the community as a whole.

Policies

1. Promote future development that creates opportunities for community interactions through city-wide and neighborhood-level events.
2. Provide technical assistance and educational resources to community associations, neighborhood groups, and individuals seeking to explore local enhancement opportunities.



Goal 3.2

Promote public engagement and participation

The City's public engagement strategies and initiatives should promote ease of access for public participation in the various public activities, including the planning process. Broadening the horizon of participation empowers the public in taking part of the local decision-making process.

Policies

1. Provide ample opportunities to participate in the planning process through both traditional communication processes and emerging inclusive communication techniques.
2. Commit staff resources to encourage public participation.
3. Require that applicants of development projects have early and frequent communication with affected citizens and stakeholders during their planning and implementation.





Goal 3.3

Foster effective communication

Effective communications and constructive relationships should be developed among the City, neighborhoods, local businesses, community institutions, and the residents. This builds a public environment on a foundation of public trust and common goals for the community.

Policies

1. Promote strong City public relations with the community and effective communication among residents.
2. Promote youth involvement in the Surprise Youth Council and in general community activities to encourage responsible civic participation.
3. Advertise to residents through educational and marketing materials the available civic programs and services that aim to improve local vitality.



Goal 3.4

Provide good governance through service excellence

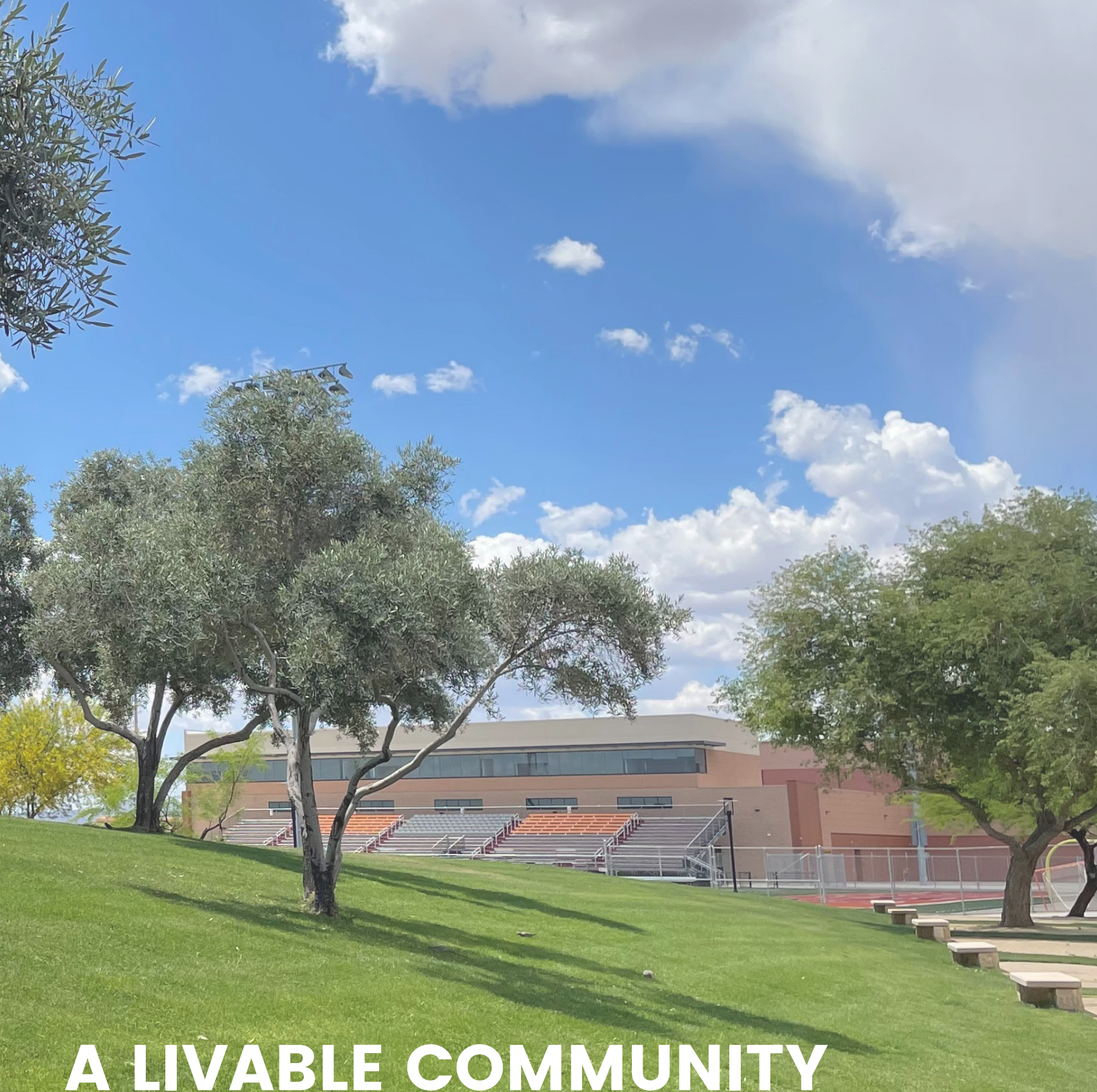
Surprise is focused on attracting, developing, motivating, and retaining a high quality, engaged and productive municipal workforce and staff that is committed to good governance by supporting a strong inclusive culture, collaborating with various partner entities, and providing excellent service. Within this context, the City will continuously evaluate capacity to ensure resources are effectively balanced with community need.

Policies

1. Clearly communicate the City's Vision and Values to ensure current and future municipal staff and employees understand Surprise's community-driven objectives.
2. Encourage a work culture of open collaboration within and between municipal departments.
3. Develop a working knowledge of strategies from comparable communities in the region in cultivating a workforce seeking to provide good governance.
4. Provide clearly defined advancement opportunities for all staff levels to provide better service to the community.



4



A LIVABLE COMMUNITY

Surprise values responsible growth that promotes vibrant neighborhoods with distinct identities, offering a wide variety of attractive housing options for a diverse population.



A Livable Community

INTRODUCTION

Since the mid-1990s Surprise, like many other communities throughout Arizona, has experienced a rate of growth above the national average. With that growth comes the need to effectively plan for continued residential, commercial, and industrial development.

This chapter will direct and define sustainable growth patterns within the City as well as establish an approach for future land use planning and decision-making within Surprise's overall planning area. Additionally, this chapter will concentrate on providing a mixture of attractive housing options in areas throughout the city, creating a sense of place within neighborhoods, protecting natural resources, driving economic vitality, and sustaining the high quality of life residents have come to expect.

The purpose of the Land Use Character Areas Approach is to shape the desired future physical composition of Surprise while also supporting and enhancing the City's existing quality of life. Through the application of policy guidance and supporting maps, this approach directs and defines the desired development patterns within the City as well as establishes a framework for future land use planning and decision-making within Surprise's overall planning area. This causes the Land Use Character Areas Approach to have one of the broadest scopes amongst all the topics in the Surprise General Plan, making it the most frequently used and referenced.

The purpose of the Growth Areas Approach is to establish policies that will lead to sustainable growth over the next 10-20 years by promoting more efficient coordination of land use, transportation, and infrastructure development. The policies and plans outlined within this chapter are designed to sustain high quality of life within Surprise, protect natural resources, and drive economic vitality by ensuring that necessary public facilities are completed in harmony with both existing and new development.





BACKGROUND

Cost of Housing

The median home value in Surprise is \$258,700, higher than the State median at \$242,000 but less than the median for Maricopa County at \$278,700. When compared to other West Valley communities, Surprise is in the mid-range between the communities of Peoria and Goodyear as compared to Avondale, Buckeye, and Glendale. In terms of median rent, Surprise falls higher than both the County and State at \$1,443, making it also the second highest after Goodyear when compared to other West Valley Communities.

\$1,443
MEDIAN RENT



\$258,700
MEDIAN HOME VALUE

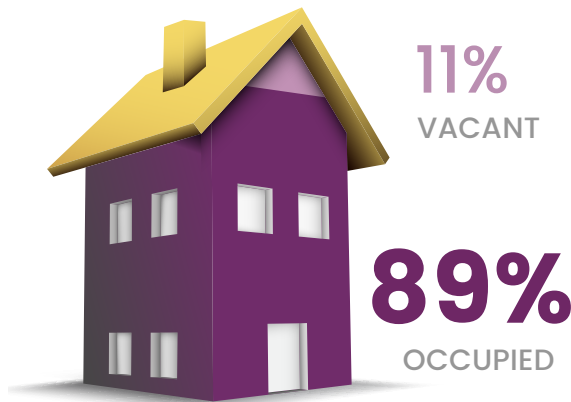


Figure 4.1: Housing Occupancy Rate

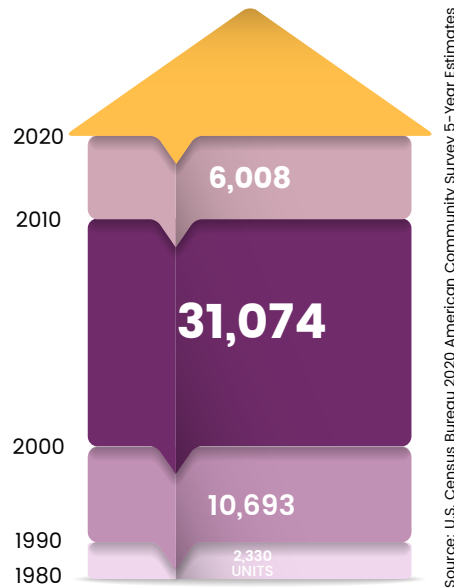
Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates

Occupancy

Assessing the housing occupancy rate is one indicator of the health of Surprise’s housing market. A low or high vacancy rate signals a housing shortage or surplus, indicating a possible imbalance between supply and demand. The national average for housing vacancy is slightly over 12%. The City’s housing occupancy rate is on par with the Greater Phoenix Region with vacant units accounting for 11% as shown in Figure 4.1. This is less than the roughly 12% of vacant units in the Greater Phoenix Region. Of the 89% of occupied housing units, just over three quarters are owner occupied while the last quarter of the housing stock is renter occupied.

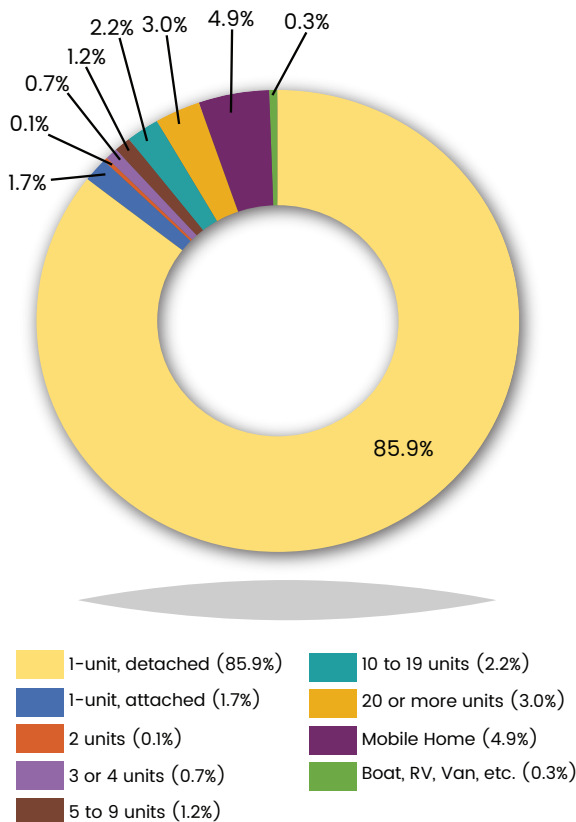
Housing Stock

Much of the housing stock within the City of Surprise is relatively new (Figure 4.2) with the vast majority of housing units being 30 years old or newer. Housing units built in the 1990s and 2000s total over 40,000 units. This large increase coincided with immense population increases in these two decades. Just over 6,000 housing units in Surprise are newer than 2010, which occurred along with a slower population growth for the decade.



Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates

Figure 4.2: Housing Stock



Housing Type

The housing type within the City is fairly homogeneous (Figure 4.3) and consistent with the development pattern of other Phoenix Suburbs. Single Family 1-unit detached housing accounts for over 85% of the City’s housing portfolio. The Mobile Home housing type is next largest singular category comprising nearly 5%. Multifamily with 10 or more units collectively account for just over 5% of the housing type in Surprise.

Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates

Figure 4.3: Housing Type



PLANNING DISCUSSIONS

Responsible Growth Management

With the predominant existing land use in the Surprise MPA being vacant, accounting for 61.3% of the land under Surprise’s influence, and the population of Surprise expected to more than double over the next 20 years, it is increasingly important that development in these areas be deliberately planned to maximize the use of existing and future facilities and services. Using smart growth policies that promote development near existing transportation options, public infrastructure, and community facilities; foster distinct, attractive communities with a strong sense of place; and preserve open space and critical environmental areas, the City can continue to grow in a well-managed way.

Providing a variety of housing options for everyone

Housing in the City of Surprise traditionally has been shaped by market factors, including consumer preferences, land availability, and household size. The need to plan effectively for housing with quality neighborhoods is, and will continue to be, a priority since residential land uses are predominant within the planning area. Surprise’s responsibility is to provide an opportunity for an ample mixture of market rate and affordable housing for all ages and responsibly serve those residents needing special housing arrangements, such as the elderly, people with physical and emotional disabilities, the homeless, and individuals requiring group or foster care. Serving these diverse needs will shape the amount, type, and location of the City’s housing stock within the various neighborhoods of the City.

Focusing on existing residential and commercial neighborhoods

Neighborhoods are the fundamental building blocks that comprise the physical city and define a “sense of place” and “quality of life” for many residents as they spend a great deal of time in their individual neighborhoods. Surprise is made up of a number of distinct neighborhood areas, each with somewhat different physical characteristics such as the age of housing, street configuration and the size of structures and lots. As the residential neighborhoods in the City continue to mature it is vital that the City ensure neighborhood conditions are maintained and established, stable neighborhoods are preserved and protected from encroaching incompatible development while new neighborhoods are developed in a sustainable manner. Doing this will lead to higher levels of residential satisfaction, greater neighborhood stability, as defined by longer lengths of tenure, stable property values, improved property upkeep and stable social conditions.

Furthermore, identifying land with reuse potential is a key element in maintaining the economic well-being of Surprise. Adaptive reuse and infill opportunities which make use of obsolete buildings or vacant parcels will help meet the needs and aspirations of the City. Redeveloping obsolete industrial, commercial, residential sites reduces urban sprawl and enhances the overall environment in a city.

Continued protection of Luke Air Force Base

Luke Air Force Base (AFB) impacts the southern portion of the planning area as well as the area around Luke AFB Auxiliary Field One located near the center of the planning area. The City of Surprise has and will continue to experience growth pressure in and around these facilities and is dedicated to ensuring land use compatibility within these sensitive areas pursuant to the Western Maricopa County/Luke Air Force Base Compatibility Plan (March 2003), the Luke AFB Targeted Growth Management Plan (June 2020), other City approved documents and any applicable state law.





CHARACTER AREA APPROACH

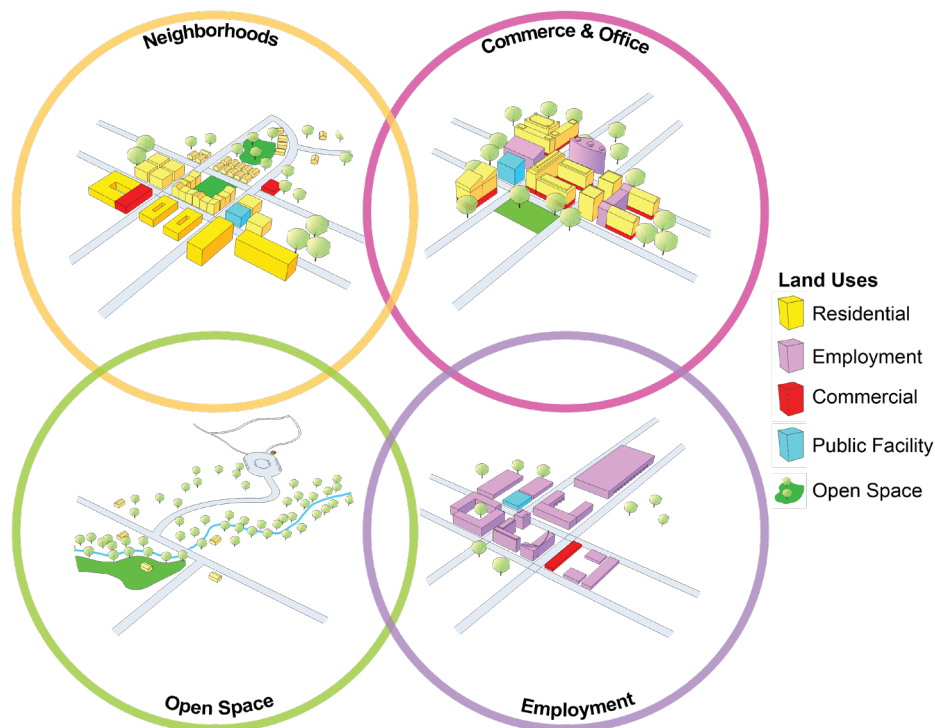
In order to retain and improve its identity as a distinct city, Surprise seeks to manage future growth by promoting physical development that is not only attractive, but also expresses a unique overall community character.

To work towards this vision for development, the City has shifted away from the traditional model which focused on the rigid placement of individual land use types within specific geographic areas. The more holistic 'Character Area' approach places a greater emphasis on delineating areas of common identity or desired characteristics.

Land Use Character Areas

Character Area-based planning recognizes that, rather than promoting the traditional division of like land uses into large homogenous planning areas, it is the combined form, density, intensity, and development pattern of a defined area that gives it an identifiable character. In turn, it is the collection of these individual character areas that then combine to create a truly unique community.

The Surprise General Plan embraces this understanding by establishing Character Areas that first define the desired "feel" of an area and then provide more detailed guidance relevant to the specific use of land within those areas in order to achieve



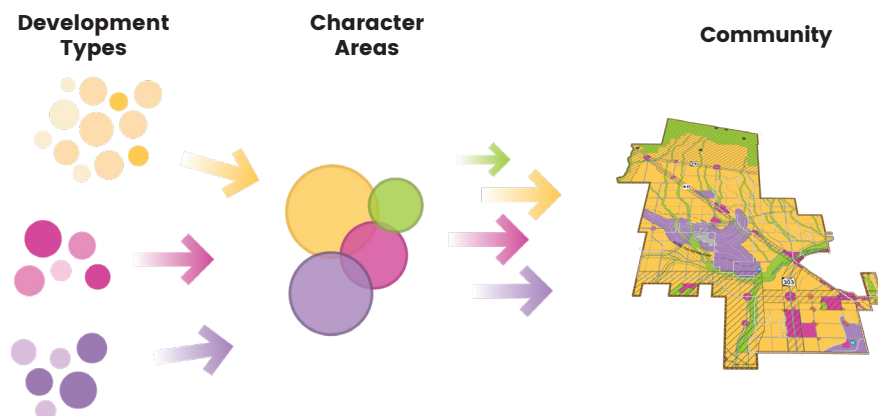
the desired overall character. This approach gives growth an enhanced capacity to fit into the “big picture” in terms of achieving the overall land use goals of the General Plan, while still addressing development issues or concerns of particular importance to specific areas of the community. By placing a larger focus on the character of an area, greater flexibility can also be applied to future development decisions while still maintaining an area’s overall sense of place.

The Surprise Land Use Character Areas are grouped into four (4) different functional varieties, which are identified and described in greater detail on the following pages:

- Neighborhoods
- Commerce & Office
- Open Space
- Employment

Development Types

The Land Use Character Areas establish the basic framework that will guide development within Surprise. The broad nature of development possibilities within some of these Character Areas requires additional refinement to better clarify the desired land use pattern within these large planning areas. Therefore, several Character Areas are further defined by sub-descriptions or ‘Development Types’. Development Types provide a higher level of detail to ensure land use compatibility is maintained within each Character Area, but still provide a degree of flexibility that allows development to adjust to unknown future conditions. Each Development Type provides further descriptions of different functional characteristics that are prevalent with a given Character Area and can be applied based on many factors including the need to preserve existing special features, establish a desired future state, or respond to specific, unique development issues.





Organization of Land Use Character Area, Sub-Area and Development Type Descriptions

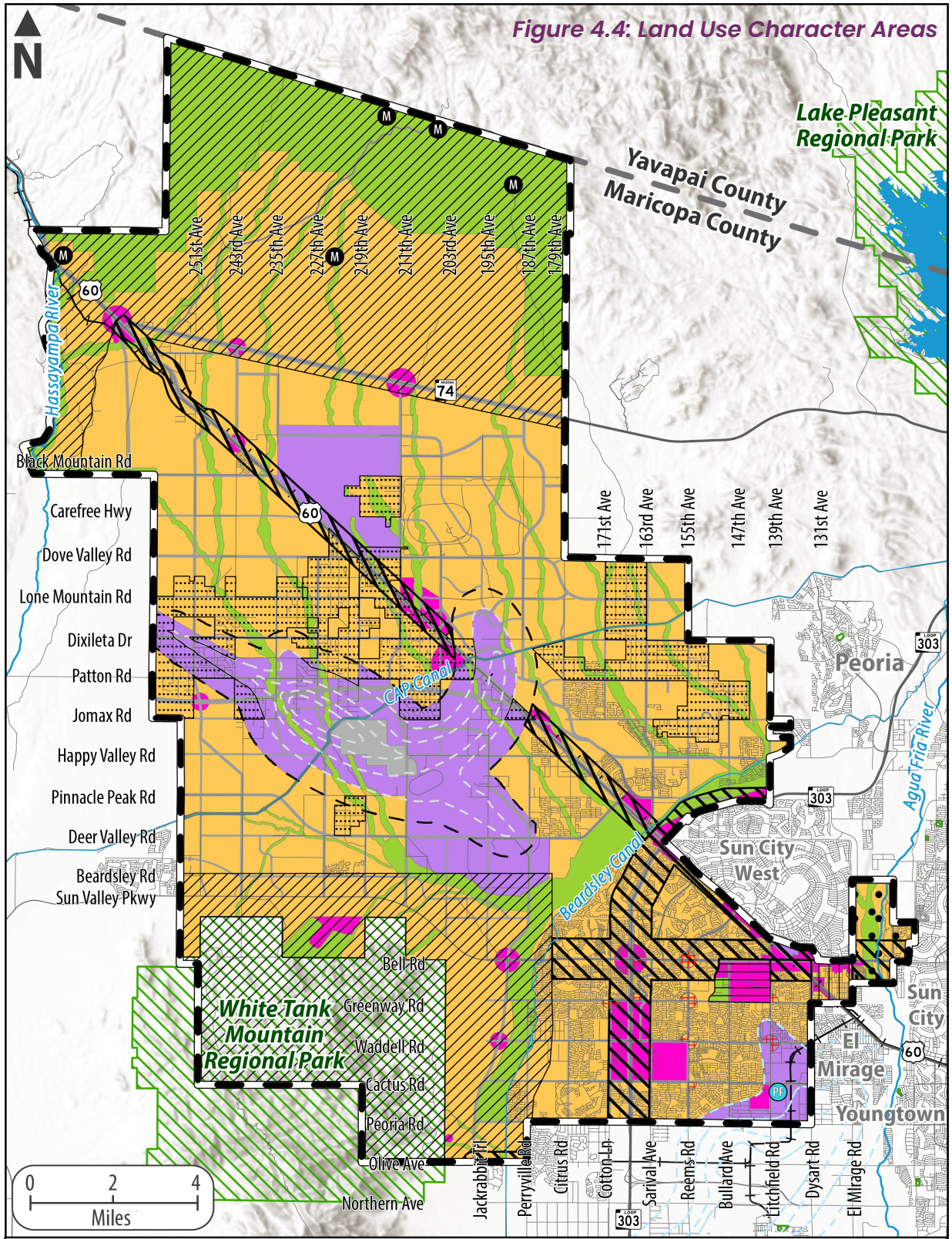
Each of the following Land Use Character Area, or corresponding Development Type, descriptions includes a general narrative that presents the intent of the individual category. Narratives are then followed by common planning development guidelines (such as density limits, transition measures, aesthetics and built form standards, and typical uses) that are intended to provide enough detail to envision the future built environment associated with that category. These planning descriptions are also provided to give specific guidance about how land use decisions should be made regarding future individual development applications, including that consideration will be given to existing physical development conditions as well as existing entitlements, whether in the City or Maricopa County.

While these guidelines help to inform the development process, they are not meant to strictly limit the design process. Creative and innovative design solutions are encouraged to help achieve the desired overall community character.

Land Use Character Area Map

The following Land Use Character Area map in Figure 4.6 is a key component of the Surprise General Plan. This map is a graphic representation of the desired Character Area pattern for all land within the Surprise MPA. The map specifically indicates the intended distribution and type of Land Use Character Areas and Sub-Areas. The map should be used in conjunction with the application of goals, policies, and guidelines outlined in this Land Use element as well as all other applicable elements of this General Plan. Although not a zoning map, this Land Use Character Area map should also be referenced to guide future development and zoning decisions as they pertain to the City of Surprise or the Surprise MPA.

Figure 4.4: Land Use Character Areas



Legend

Character Area

- Neighborhood
Rural, Suburban, Urban
- Commercial & Office
Mixed Use-Residential, Mixed Use-Commercial, Commercial Office, Regional Commercial
- Employment
Business Parks, Industrial
- Open Space

Character Sub Area

- Rural Residential Overlay
- Luke Compatibility District
- Scenic Lands Development
- Surprise Center District
- Surprise Heritage District
- Transit Oriented Development District
- Aggregate Resource Area

- Surprise Planning Area
- County Boundary
- Regional County Park
- Military
- Aux 1 Noise Contours
- Luke AFB DNL
- Existing Community Commercial
- Public Facility
- Mining
- Freeway
- Major Arterial
- Modified Arterial
- Minor Arterial
- Rail Line
- Canal

Source: City of Surprise



NEIGHBORHOOD CHARACTER AREA

Covering the largest geographic planning area, the Neighborhood Land Use Character Area represents the various residential neighborhoods within Surprise. While neighborhoods are predominantly residential areas they can also be supported by locally oriented commercial and public facility uses, including but not limited to schools, community facilities, police substations and or fire stations, and can range from established to emerging and urban to rural in nature. The Neighborhood Character Area is one of the prominent defining features of the City since the majority of residential uses are in it. While each neighborhood can have particular elements that make it unique (i.e. architectural style, streetscape design, recreational amenities, etc.), all neighborhoods can generally be classified into three basic Development Types based on their existing or desired mix of uses, building type, and density.

The Neighborhood Land Use Character Area includes the following Development Types:

- Rural Neighborhoods
- Suburban Neighborhoods
- Urban Neighborhoods

Neighborhood Character Area Development Guidelines Common to All Development Types:



Compatibility and Transition Measures

To help limit the impact on adjacent existing or potential uses and promote overall land use compatibility, new development should utilize the following transition measures at the neighborhood edge:

- Respect the context of adjacent building form and architectural style.
- Adjust densities to provide a gradual transition to surrounding uses.
- Step buildings (via building massing, footprint size, and height) to reduce the visual impact to surrounding uses.
- Provide similar streetscape and landscape design to surrounding uses.
- Utilize appropriate setbacks to blend and transition between surrounding uses.
- Place enhanced landscape/open space buffers between uses; additional measures should be taken to emphasize transition through integration and encourage connectivity between new development and surrounding uses.

Neighborhood Character Area Development Guidelines Unique to Each Development Type

The following sections describe development guidelines specific to each neighborhood development type.





RURAL NEIGHBORHOODS

Rural Neighborhoods represent areas defined by low-density residential uses and limited low intensity neighborhood commercial and civic uses that are necessary to support the rural lifestyle. These areas typically lie just outside the Suburban Neighborhoods and are intended to preserve and enhance the natural desert landscape and appropriate agricultural uses. Housing is scattered across the landscape in a random pattern, within large-lot subdivisions, or clustered to preserve open space, views, and other natural features. Because trip distances are typically too long for walking, transportation mobility is largely dependent on automobiles but non-motorized trail facilities are included where appropriate. The availability of public infrastructure is limited. Surprise's Rural Residential Overlay Character Sub Area seeks to promote and preserve these rural development patterns.

Density Range: 0-2 du/ac

Aesthetics and Built Form

- Large-lot, single-family detached homes that utilize quality building materials and apply high quality design are encouraged.
- Neighborhood commercial uses should be located on parcels that are 15 acres or less in size, relate to the prevailing scale of adjacent development, and placed at appropriate roadway intersections.
- Conventional, suburban style community commercial development patterns are discouraged.
- Architecture styles should maintain the unique regional rural character rather than promote standardized “franchise” or “corporate” architecture.
- All buildings heights should be respectful of the surrounding view shed.
- Buildings should be generously set back from the street and oriented in a manner that preserves major community views of surrounding mountains.
- Development should be sensitive to existing topography and preserve natural features, washes and wildlife corridors.
- Streets should be located, and their rights-of-way sized, in accordance with the intensity and density of land uses served. Local roadway cross sections are typically defined by the roadway, unpaved shoulders, and natural desert landscaping lining the edges.
- Vehicular connectivity should be limited with large block lengths and infrequent intersections to be consistent with large parcel sizes and preserve the natural character, while incorporating traffic calming techniques where appropriate.



- Low lighting levels should be used to reflect the character of the area and preserve a dark sky at night.
- Sidewalks should be provided along arterial, collector and local streets as appropriate.
- Large-lot residential developments should include a trail system, where appropriate, to accommodate pedestrian, bike and equestrian linkages to adjacent development. Linkages to adjacent public lands, if appropriate, should also be provided.

Typical Uses

- Agricultural uses and accessory uses such as barns or stables to support farming and livestock needs.
- Large-lot single-family residential uses
- Neighborhood Commercial uses necessary to support the rural lifestyle including small-scale retail or grocery stores, feed and tack stores, and commercial nurseries
- Civic benefit uses such as places of worship, schools, municipal parks or preserves, etc.



SUBURBAN NEIGHBORHOODS

Suburban Neighborhoods represent the transition area between rural settings and urban environments. These neighborhoods reflect the most common pattern of development in the City, and are where the majority of Surprise's population growth will be concentrated. Suburban neighborhoods include predominantly medium density and medium-high density residential housing types that serve varying income levels. While residential is the primary land use within this neighborhood, they can also include neighborhood and community commercial, professional offices, schools, places of worship, parks, and other civic uses. Most development occurs in large to medium sized planned communities that utilize well-connected street and trail networks to encourage pedestrian and bicycle travel between uses and minimize the need for motor vehicle trips within the neighborhood. All uses in Suburban Neighborhoods are predominantly served by public infrastructure.

Density Range: 2-8 du/ac

Aesthetics and Built Form

- A mixture of traditional, single-family detached and attached homes that utilize quality building materials and apply high quality design are encouraged to serve a full range of life style and life stage needs.
- Residential building setbacks from the front property line should vary to create a more interesting and attractive streetscape.
- Residential buildings should de-emphasize front load garages by providing a mix of garage orientations including, side or angle entry, rear load with alley access, or front load with a set back from the primary living space.
- Neighborhood and community scale retail, professional office and civic uses may be incorporated at strategic locations along proposed or existing arterial corridors that provide convenient access to residential areas.
- Neighborhood and community retail, professional office and civic uses should be clustered to create suburban centers that provide services and activities for the local community. The design and scale of these centers should blend with surrounding proposed or existing suburban residential development to ensure land use compatibility and pedestrian connectivity.
- The maximum combined size of any cluster of non-residential uses should be 30 acres or less.
- The placement of non-residential buildings should be pushed close to the primary roadway, and parking areas should be encouraged to the sides and/or rear of buildings.
- All buildings heights should be respectful of the surrounding view shed.
- New subdivisions should be connected to existing adjacent developments, or provide stub streets to future development



areas, to allow for strong internal pedestrian, bicycle, and automobile connectivity. Cul-de-sacs should only be reserved for use when physical site constraints are present.

- A traditional grid pattern street network is encouraged. Streets with curvilinear design are also encouraged where local topography and protection of natural features warrant such design.
- The incorporation of “complete streets” should be utilized to enable safe, attractive, and comfortable travel for all users, including automobiles, pedestrians, bicyclists, and transit. The design of residential streets in these suburban neighborhoods should promote slower vehicular speeds, as well as provide on-street parking.
- All major residential development shall include active and passive open space areas designed, located, and oriented to provide

high pedestrian accessibility within and around the development, and buffer between less developed and more urban developed areas. The design and placement of public off-street pedestrian trail connections to adjacent development is highly encouraged.

Typical Uses

- Medium-lot single-family residential uses
- Small-lot single-family residential uses – such as alley loaded, duplexes, court and patio homes, and townhouses
- Neighborhood and Community Commercial uses – such as full-service grocery stores, drug stores, personal services, and convenience uses
- Professional Office uses – such as medical office, small-business services
- Civic benefit uses such as places of worship, schools, municipal parks or preserves, etc.



URBAN NEIGHBORHOODS

Urban neighborhoods are the highest density residential areas in the City. They generally function as a transitional use between lower intensity suburban areas and high volume roadways/transit corridors, more intensive regional commercial centers, or employment areas. Urban neighborhoods are predominantly characterized by a diverse mix of residential types—from small-lot to vertical multi-unit developments. However, community commercial uses along with professional employment and civic uses can also be embedded within this neighborhood type. This mixture of residential and nonresidential uses is typically in close proximity to one another to promote a dense, pedestrian oriented, urban environment. The resulting development patterns provide higher street connectivity, smaller block lengths, improved transit options and the greatest degree of public infrastructure services.

Density Range: 8+ du/ac

Aesthetics and Built Form

- Buildings should be articulated with varied massing and enhanced architectural details.
- Development patterns should promote a more human scale that places emphasis on the mixing of land uses in a pedestrian friendly way. Urban residential uses should be designed around some type of neighborhood center or focus area, such as a school complex, civic amenity, community park or commercial services.
- Single-family attached dwellings should relate to and address the street with the main entrance oriented to the street, avoiding garage dominant frontages. The relationship between public and private spaces along residential streets should also be preserved by incorporating covered front porches, defined courtyards or other semiprivate transition zones
- Multi-family buildings should be located along, and oriented toward, a proposed or existing collector or arterial corridor or in conjunction with existing multi-family sites, commercial centers, or employment areas where direct access to transit is available or will be provided over time.
- All parking for multi-family buildings should be provided off-street and accommodated internally on site in covered parking clusters, or in garages or carports that are attached and integrated into the building architecture.
- All single-family attached or multi-family buildings should have shallow to moderate front setbacks. Individual multi-family buildings shall also be separated by ample space for pedestrian walkways and landscaping.
- Community commercial, professional office or civic uses should be located at the



intersection of a proposed or existing arterial or higher roadway, and oriented toward arterial corridors where direct access to transit is available or will be provided over time.

- Placement of commercial, professional office and civic buildings should reinforce the streetscape through building forward design, use of shallow front setbacks where appropriate and location of parking at the rear and/or side of buildings.
- Multi-family or non-residential development with frontage on a urban neighborhood street should limit public access from that street and limit business associated parking on that street so as to avoid significantly altering the residential character and scale of the existing street.
- The maximum combined size of any cluster of non-residential uses should be 30 acres or less.
- All building heights should be appropriate in scale and transition in relation to surrounding developments.
- A traditional or modified grid pattern street network that incorporates shorter block lengths is encouraged to promote increased pedestrian connectivity.
- New residential development should be integrated with the existing interconnected street network. The design and application of cul-de-sacs, limited street connectivity, or security gating is discouraged.
- The incorporation of “complete streets” should be utilized to enable safe, attractive, and comfortable travel for all users, including automobiles, pedestrians, bicyclists, and transit.
- The design of residential streets in these urban neighborhoods should promote slower vehicular speeds, as well as provide on-street parking, street trees, bicycle and pedestrian network, and transit facilities.



- All residential development should include active and passive open space areas designed, located, and oriented to provide high pedestrian accessibility within and around the development, connections to adjacent development, and buffer between less developed and more urban developed areas.
- Sustainable building practices should be promoted for all new construction.

Typical Uses

- Small-lot single-family attached residential uses – such as duplexes, court or patio homes, and townhouses
- Multi-family residential uses – such as condominiums and apartments
- Vertical and horizontal mix of residential uses, while integrating commercial development
- Community Commercial uses – such as full-service grocery stores, drug stores, personal services, and convenience uses
- Professional Office uses – such as medical office and small-business services
- Civic benefit uses such as places of worship, schools, municipal parks or preserves, etc.





COMMERCE & OFFICE CHARACTER AREA

Due to their prominent geographic location, relationship to adjacent land uses and/or proximity to regional transportation corridors, some areas within the City allow for and encourage greater flexibility in the application of future land uses. The Commerce & Office Land Use Character Area defines those unique areas within the City that, because of their broad development potential, can comfortably accommodate a variety of land uses. These areas contain the highest intensity of development in the City and are intended to provide opportunities for a mixture of commercial and retail uses, office and employment areas, higher density housing, hospitality developments, government and civic uses, educational and medical campuses, and entertainment choices to encourage a true live, work, play environment.

Unlike smaller urban mixed-use developments that are typically dedicated to the vertical integration of uses within a single building, the Commerce & Office Land Use Character Area supports both a horizontal and vertical mixture of uses on a larger scale. However, the development pattern for this character area remains walkable and accommodates other forms of transportation including cars, bicycles, and transit to encourage a more urban style living environment.

Commerce & Office Character Areas can generally be classified into four basic Development Types based on their existing or desired mix of uses:

- Mixed Use – Residential
- Mixed Use – Commercial
- Regional Commercial
- Commercial Office

Commerce & Office Character Area Development Guidelines Common to All Development Types:

Compatibility and Transition Measures

To help limit the impact on adjacent existing or potential uses and promote overall land use compatibility, new development should utilize the following transition measures at the character area edge:

- Respect the context of adjacent building form and architectural style.
- Adjust densities to provide a gradual transition to surrounding uses.
- Step buildings (via building massing, footprint size, and height) to reduce the visual impact to surrounding uses.
- Provide similar streetscape and landscape design to surrounding uses.

- Utilize similar setbacks to surrounding uses.
- Place enhanced landscape/open space buffers between uses; additional measures should be taken to emphasize transition through integration and encourage connectivity between new development and surrounding uses.

Aesthetics and Built Form

- Development patterns should promote a more human scale that places emphasis on the vertical and horizontal integration and mixing of land uses in a pedestrian-friendly way.
- Multi-family residential uses should be vertically integrated above street level retail uses where enhanced street related activity is desired. To maintain an active, pedestrian friendly streetscape, stand-alone multi-family development is discouraged in these enhanced activity areas.
- Commercial, professional office or civic uses should be located along and oriented toward ease of access from collector or arterial corridors where direct access to transit is available or will be provided over time.
- Placement of commercial, professional office, civic and residential buildings should reinforce the streetscape through building forward design, and the use of shallow front setbacks where appropriate.
- Infill development and adaptive reuse of existing building stock is encouraged.
- All building heights should be appropriate in scale and transition in relation surrounding developments.
- Buildings should be articulated with varied massing and include architecturally interesting elements, pedestrian friendly entrances, outdoor dining areas, transparent windows, or other means that emphasize human-scaled design features, particularly at the street level.
- Unbroken stretches of blank walls are discouraged, specifically when it creates physical and visual separation within a “complete” development.
- A traditional or modified-grid pattern street network that incorporates shorter block lengths is encouraged to promote increased pedestrian connectivity and provide enhanced linkages to adjacent land uses.
- The incorporation of “complete streets” should be utilized to enable safe, attractive, and comfortable travel for all users; including automobiles, pedestrians, bicyclists, and transit. The design of residential and/or activity related streets in these mixed use areas should promote slower vehicular speeds, as well as provide on-street parking, street trees, bicycle and



pedestrian network, and transit facilities.

- Development should minimize the use of surface parking in favor of underground or above ground structured parking. Above ground structured parking should be lined with residential, commercial or office uses. All surface parking should be located to the rear and/or side of buildings.
- Access to Urban form will support the creation of an efficient multimodal transportation system that encourages a greater utilization of transit and active transportation modes.
- Public plazas, squares or other gathering spaces should be provided in each mixed use development.
- Where appropriate, all mixed use developments should include active and passive open space areas designed, located and oriented to provide; high pedestrian accessibility to adjacent development.
- Sustainable building practices should be promoted for all new construction.

Typical Uses

- Multi-family residential uses – such as condominiums and apartments
- Regional Commercial uses – such as restaurants, clothing apparel, department stores, big box anchor stores, resorts, hotels, and movie or entertainment centers
- Professional Office uses – such as medical campus, corporate campus, and small business services
- Civic uses such as City government, cultural facilities, education campuses, and municipal parks

Commerce & Office Character Area Development Guidelines Unique to Each Development Type

Commercial Office

Consists of a more intensive collection of mid-rise professional office buildings that are concentrated in an urban development form that, by their very nature, also attract supporting retail, restaurant, hotel and civic spaces to support the concentration of professional offices. Educational and medical campuses along with their typical support facilities may also be located within this development type. Stand-alone multi-family residential development could be integrated into the overall design, were appropriate, to offer housing options near quality jobs that shorten commute times and reduce congestion.

Mixed Use – Residential

Includes a vertical and or horizontal mixture of residential and non-residential

land uses where the residential component of the project constitutes at least 75% of the overall square footage (vertical mixed use) or acreage (horizontal mixed use). The remaining 25% of the square footage or acreage would constitute commercial retail, office, education, medical, entertainment or civic related uses.

Mixed Use – Commercial

Includes a vertical and or horizontal mixture of commercial land uses where the commercial (or non-residential) component of the project constitutes at least 75% of the overall square footage (vertical mixed use) or acreage (horizontal mixed use). The remaining 25% of the square footage or acreage would constitute supporting residential uses.

Regional Commercial

Accommodates development patterns that provide concentrated retail, hospitality, and related activity. A broad range of non-residential uses and development flexibility is allowed by promoting community-wide and regional retail, medical, office, higher educational complexes, hospitality, entertainment, commercial complexes, and service destinations to a larger trade area.

Future Planning and Implementation of the Commerce & Office Land Use Character Areas

As the Character Area Land Use plan illustrates, there are numerous Commerce & Office Land Use Character Areas designated in Surprise. The Village at Prasada master planned development and the City Center represent the only ongoing or already planned mixed use development types. There are numerous other Commerce & Office Land Use Character Area designations that have yet to be planned or developed. By definition, the Commerce & Office Land Use Character Area allows the greatest diversity and intensity of land uses, that is to say, each area can be developed with its own focus, brand, identity and “character.”

To properly accommodate the unique and varied development scenarios in the Commerce & Office Land Use Character Area, as well as a means to be flexible and responsive to the timing of marketplace realities, it is recommended that each Commerce & Office Land Use Character Area individually conducts a city-initiated or private development-initiated area plan to further define land use, circulation and urban form plans for each Commerce & Office Land Use Character Area. Utilizing this planning and zoning tool affords the City added certainty and predictability in the evaluation of proposed land uses, development standards, the look and feel of the urban form, relationship to the surrounding character, and determination of the need and/or appropriateness of the mixture of proposed uses within each Commerce & Office Land Use Character Area.



EMPLOYMENT CHARACTER AREA

The Employment Land Use Character Area is intended to promote economic and business development opportunities that create jobs that are vital to the economic sustainability and growth of the City of Surprise. The largest concentration of the Employment Land Use Character Area is located in close proximity to the Luke AFB Auxiliary 1 field. This designation of large acreage around the Luke Aux 1 field is intended to support and protect the mission of Luke AFB, but also is designated to maximize the clustering of employment-related uses for specialization, synergy, transportation efficiency and exchange of knowledge. Strong access to transportation and water/wastewater infrastructure is necessary to attract and support value-added employment generating businesses into these areas.

Typical employment sites and building development should promote the specific needs of large-scale activities and/or clustering of smaller, complimentary businesses designed in a cohesive, campus style setting. Appropriate uses within the Employment Character Area include those that generate employment such as research/development/hi-tech parks, corporate campuses or business parks, manufacturing/processing facilities, distribution centers, medical campuses, and office/industrial flex spaces.

The Employment Character Area includes a distinct set of development types that include the following:

- Business Parks
- Industrial

Employment Character Area Development Guidelines Common to All Development Types

Site Design, Aesthetics & Building Orientation

- Large projects proposed for phased development should, to the greatest degree possible, be planned and designed so that each phase is complete and can exist independently in terms of its functional, vehicular and pedestrian circulation, open space, parking, drainage, landscaping and visual aspects; as well as its connectivity to adjoining existing developments and project phases yet to be completed.
- Projects shall establish and maintain high quality site planning, architecture, signage and landscape design to create an attractive and unified development character and to ensure compatibility to adjacent land uses.

- Multiple buildings on the same site should be designed and grouped to create a cohesive, visual relationship among buildings, while at the same time, provide for functional and shaded employee courtyards, pedestrian plazas, open space and view corridors to surrounding mountains.
- Lot coverage is typically no greater than 60 percent.
- Projects shall provide internally coordinated and continuous pedestrian circulation systems that make walking from building to building convenient and shaded for comfort.
- Buildings should have coordinated signage whereby the height, size, and type are controlled to prevent “visual clutter.”
- Access should be provided from a major collector or arterial roadway. Deceleration lane and turning pocket designs should be increased for those businesses with above average daily truck trips. Driveway access should be controlled with limited driveway connections to the adjoining roadway.
- In multiple building developments, vehicle driveway connectivity between buildings utilizing internally coordinated driveways and connected/shared parking areas between on-site buildings shall be required.
- Buildings shall be designed with “four sided architecture” where design and orientation should encourage safety and privacy of adjacent outdoor spaces, and should reduce noise and odor impacts received from, or generated by, the development project.
- Design buildings to have shadow-relief where pop-outs, offsetting planes, overhangs, and recessed doorways are used to provide visual interest, particularly at the street level.
- Precast walls and/or tilt-up walls should incorporate reveals, recessed panels, recessed windows, moulding, and other architectural features to articulate and reduce the monotony of the building exterior.
- Small scale development is appropriate provided that it supports/strengthens major employment uses and does not restrict future large-scale employment-generating development opportunities.
- Locate outdoor storage areas, refuse collection areas, and loading areas in interior rear or side yards and screen with a similar material and color as the primary building.
- Utilize walls and landscaping to reduce glare and noise for adjacent uses whenever possible.
- Provide recreational and/or urban plazas that link visually and/or physically to the city’s pedestrian network.



Proximity, Transition & Buffering

- Taller buildings should be made to appear less imposing by stair- stepping building heights back from the street, breaking up the mass of the building, and/or by providing broader open space/pedestrian plaza areas as foreground for the building.
- Buildings located on the exterior of new projects adjacent to a the neighborhood character area or the undeveloped edge of the City should maintain a low profile in terms of height, bulk and massing.
- Outdoor Illuminated spaces shall provide shielded or “cut off” fixtures to reduce light “spillage” onto adjacent land uses whenever possible.
- Long, unbroken building facades on large scale buildings should be avoided, especially when adjacent to Neighborhood Character Areas, arterial streets or other highly visible public viewing areas.
- Design of buildings, including building style, form, size, color and material, should take into consideration the development character of adjacent neighboring areas.
- Projects shall provide a safe, direct and convenient connection and integration of bicycle, pedestrian and transit modes of transportation. The provision of multimodal connections to workplaces is a critical element to not only link people to their work sites, but also provide employees access to a convenient mix of supportive uses and recreation opportunities around their workplaces.
- To promote efficiency in the flow of traffic on major arterials in this character area, full median breaks for turning movements should occur at not less than one-quarter (1/4) mile intervals; with left-turn only median openings spaced at not less than one-eighth (1/8) mile intervals.
- Projects shall be planned and designed to provide connectivity and linkage to the City’s proposed integrated open space, pedestrian, and trail systems.
- Major collector or arterial roadways serving employment development should be landscaped, furnished and lighted to provide definition of roadways and reflect the importance and character of the project being served.

Employment Character Area Development Guidelines Unique to Each Development Type

See the following sections for development guidelines specific to each Employment Development Type.





BUSINESS PARKS

The Business Park Development Type can contain a variety of businesses, offices and light industrial oriented uses that are connected in their street access, site design and orientation and architectural design. Typical uses will consist of research and development parks, corporate campuses, professional offices, office/ industrial flex space, and light industrial facilities with limited indoor fabrication/ assembly. Heavier industrial operations with outdoor fabrication and/or storage are not appropriate in the Business Park development type.

Site Design, Aesthetics & Building Orientation

- Building heights will typically be 1 to 3 stories.
- Building setbacks for Business Parks should be moderate to deep in nature and adhere to the standards prescribed by the Land Development Ordinance.
- Development should reflect a campus or unified development pattern that includes on-site stormwater detention or retention features, parking and continuity in tree and groundcover landscape designs/species types.
- Business parks should, whenever feasible, provide supporting commercial uses to serve workers and patrons of these developments.

Proximity, Transition & Buffering

- Business Park uses should not be sited adjacent to existing neighborhood character areas with rural or suburban

development types. With appropriate buffering, height restrictions, building orientation, and setbacks, adjacency to urban neighborhood and suburban neighborhood character areas may be permitted.

- Outdoor storage and/or loading areas should not be located adjacent to existing residential uses.

Typical Uses

- Professional offices
- Corporate Campus
- Research and development offices/ laboratories
- Offices/retail show rooms with light fabrication/assembly flex space
- Supporting retail uses (small restaurant/deli, dry cleaning, shoe repair, etc).
- Compatible public and quasi-public uses





INDUSTRIAL

The Industrial Development Type are those locations that are suitable for light, medium, and heavy industrial related uses such as manufacturing, processing, warehouse, distribution and other types of industrial related facilities.

These areas are major employment and economic providers for the city, but may come with special zoning concerns relating to truck access, infrastructure needs and, depending on the nature of their operational characteristics, may require additional buffer or separation from encroachment of incompatible land uses. Industrial facilities include the operation of laboratories, warehousing and distribution facilities, and a wide variety of light to heavy manufacturing and assembly of products; including compounding, processing, packaging or treatment of various goods. Manufacturing processes using animal products and by-products as component parts in finished materials are not permitted in Surprise. Manufacturing processes involving hazardous chemicals or materials shall be appropriately sited and be designed to mitigate potential impacts to surrounding land uses. Objectionable vibrations, glare, noise, odors, and dust must be appropriately mitigated to protect adjacent non-industrial uses. Supporting retail, office and caretaker resident uses are appropriate where integral to the operation of the industrial facility.

Site Design, Aesthetics & Building Orientation

- Large building setbacks, appropriate to the scale of industrial uses, should be incorporated to buffer adjacent non-industrial uses.
- Multimodal storage containers utilized on a regular basis shall be appropriately buffered and/or screened from adjacent non-industrial uses.
- If permitted by zoning, silos, tanks, and other ancillary structures shall be aesthetically integrated into the site.
- Parking areas and drive aisles should be configured so that they minimize conflicts with loading activities.
- Screening of industrial outdoor storage or fabrication areas should use a combination of elements including solid masonry walls, berms, and landscaping. The method of screening should be architecturally integrated with the adjacent building in terms of materials, colors, and texture.
- Any outdoor storage materials shall be screened and maintain a deep setback from right of ways.
- Lighter, neutral earth tone colors should be used on industrial buildings to help reduce their perceived size. For larger building



surfaces, colors should be muted and subdued. Proximity, Transition & Buffering.

- Less intensive manufacturing and fabrication uses utilizing indoor spaces for light manufacturing and fabrication uses should not be sited adjacent to existing or planned rural or suburban neighborhood character areas. With appropriate buffering, building orientation and setbacks, adjacency to urban density neighborhood character areas may be permitted.
- More intensive manufacturing and fabrication uses that utilize outdoor spaces for their processing is discouraged when adjacent to any neighborhood character area.
- The use of public streets for truck staging and queuing is not allowed.

- Bay doors, loading areas and outdoor storage areas should not be located adjacent to existing or planned neighborhood character areas.

Typical Uses

- Scientific or research laboratories
- Commercial Trade Schools
- Wholesale activities including warehousing and distribution
- Manufacturing and processing (animal products prohibited)
- Industrial Flex space (fabrication and assembly back room/retail or office front room; i.e. cabinet or tile shop)
- Processing and compounding of previously prepared materials
- Automobile body and fender works
- Public and quasi-public uses



OPEN SPACE CHARACTER AREA

The Open Space designation includes public and privately held lands that are intended to be preserved for natural areas, conservation areas and/or trail and other regional recreational facilities. Open space designations in Surprise are primarily designated in mountainous areas, along designated floodways, riparian areas, and along significant desert wash and other drainage corridors. Open space areas should be maintained in their natural state due to topographic, drainage, vegetative and landform constraints.

Per Arizona Revised Statutes, State Trust lands and privately held lands with an Open Space designation may also be developed at a maximum of one dwelling unit per acre or with an alternative, economically viable land use. In order to preserve ASLD and privately held lands as Open Space, acquisition of these lands must occur through purchase at auction.

The Land Use Plan denotes a significant portion of the City's northern planning area as Open Space. These areas are primarily Bureau of Land Management (BLM) and Arizona State Land Department (ASLD) managed lands consisting of mountainous terrain with slopes of 20% or greater. The City's intent is to partner with BLM to establish a large conservation and recreation area at this location.

The Land Use Plan also identifies a series of north-south linear open spaces that follow existing desert wash and drainage facilities. General site design is intended to incorporate these floodways into the housing and building orientation to protect and utilize them as a natural asset and promote accessible channels. The City's intent is to establish an off-street trail system along these wash corridors to enhance non-motorized mobility and connectivity therefore, pedestrian trails shall be required either within the Open Space designated land or directly adjacent thereto. Please refer to the Open Space section in A Healthy Lifestyle chapter for additional details. Other Open Space designations include areas within designated floodways such as the Hassayampa River, McMicken Dam and Outlet Channel, and the Agua Fria River.

Areas designated as Open Space within the Luke Compatibility District shall provide uses which are both compatible with the operation of the auxiliary field and meet ARS requirements concerning military bases.

Open Space designations will apply to all future rezoning and development applications, but zoning densities will be determined over the parcel acreage as a whole, including those portions designated as Open Space. Site design shall incorporate the alignments of Open Space designations shown on the Land Use Map. The Open Space designations overlaying the wash or channel corridors are intended to follow and match the floodplain width of the existing floodway. The specific width of the Open Space corridors and floodways that are used to designate the Open Space Character Area will be refined during the rezoning and site design process.





MULTIPLE CHARACTER AREAS

The following Development Types are appropriate to multiple Character Areas.

Community Commercial

The Neighborhood, Commerce & Office, and Employment Land Use Character Areas include parcels of land appropriate for Community Commercial use, even though they are not specifically illustrated on the Character Area Map. Community Commercial use is intended to provide retail goods and services that serve an approximate 1-2 mile primary trade area. Community Commercial uses are typically sited at the intersection of arterial roadways and may also be served by transit. Their typical building configuration is to contain at least one anchor (typically a grocery store) with additional secondary stores (i.e. drug, specialty, sports).

Development Guidelines Common to All Community Commercial Types:

Site Design, Orientation and Access

- The total acreage of any one parcel, or assemblage of several parcels for such use, shall not exceed 30 acres, unless market viability and impact (i.e. traffic, noise, glare, etc.) mitigation can be demonstrated .
- The buildings should be designed with a cohesive architectural style, height, form, color and massing that is compatible with the neighborhood context.
- Roof top components (i.e. mechanical equipment, antennae, vents, solar panels, etc.) shall be screened from ground view by parapet walls or other acceptable design solution.
- Access drives and off-street parking lots should be located to collect/disperse traffic in a manner that is safe and does not promote neighborhood cut-through traffic.
- The utilization of direct or indirect access drive signalization, deceleration turning lanes, placement of median breaks and/or curb cuts and emergency response access may require the preparation of a traffic impact study.
- Delivery and service truck access should be separated, occur at the rear or side of the property and take place during regular business hours whenever possible.
- Screen parking lots with walls and landscaping to minimize glare.
- For out-parcel pads served with a drive thru, provide adequate circulation, parking and queuing within the adjacent community commercial site.
- Encourage the use of electric vehicles by providing parking stalls with public charging stations for use while shopping at stores within this character area.



- Require the execution of cross property access agreements for out-parcel pads to utilize site-wide access points to adjacent arterial roadways.
- Incorporate Americans With Disabilities Act (ADA) curb ramps for both on and off-site sidewalk/street crossings.
- Consider incorporating raised medians/ pedestrian refuges on adjacent arterial roadways.
- Landscaping should utilize species on the Arizona Department of Water Resources (ADWR) Low Water Use Plant list.
- Signage should be complementary to the natural environment, site architecture/ landscape architecture, with consideration for day/night visibility.

Proximity, Transition and Buffering

- Site the building at the intersection of arterial streets, along public transit routes to foster vehicular access and mobility and reduce vehicular noise and glare for residential uses.
- Integrate the buildings on the site with adjacent rural, suburban and/or urban neighborhoods.
- Calculate appropriate illumination, provide full cutoff shielded fixtures (aimed downward) and minimize light “spillage” off-property on parking lots.
- Utilize distance, walls and landscaping to reduce glare and noise from truck delivery areas for adjacent residential parcels.

Connectivity Opportunities

- Locate uses along public transportation routes.
- Connect the site with interior and exterior sidewalks, trails, and paths to adjacent neighborhoods to reduce vehicle use and enhance community health and air quality.
- Potential to encourage alternative transportation infrastructure, such as public charging stations for electric vehicles.

Typical Uses

- Grocery Stores, Drug Stores, Restaurants, Finance, Insurance and Real Estate Offices, Personal Services, etc.



Public Facility

The Land Use Character Area Map includes the designation (by PF icon) of large scale public facilities. These uses are important to identify and make the public aware of the adjacency or proximity of non-residential uses that exist and/or are planned within the Surprise MPA. Such uses are typically of a size that serves a larger area of Surprise and can be located within any Character Area. These large scale public facilities may require on and off-site mitigation and/or buffering.

Development Guidelines Common to All Public Facility Types:

Site Design, Orientation and Access

- Buildings should be oriented to enhance the natural topography, solar access, shade, drainage and vegetation on the site, integrate with existing and proposed uses, and enhance off-site mountain views.
- All buildings should be designed with four-sided architecture.
- Blend the color palette of all exterior building faces, walls and structures into the Sonoran desert environment. The minimal use of accent colors may be appropriate, but reflective materials are discouraged.
- Buildings on a campus style development should be designed with similar architectural style, height, form, and massing as the surrounding neighborhood.
- Roof top components (i.e. mechanical equipment, antennae, vents, etc.) should be screened from ground view by parapet walls or other acceptable design solution.
- Access drives and parking lots should be located to collect/disperse traffic in a manner that is safe and does not promote neighborhood cut-through traffic.
- Incorporate painted crosswalks at all street crossings and selected mid-block crossings, if utilized.
- Consider incorporating raised medians/pedestrian refuges on adjacent and proximate routes to schools on collector roadways

Proximity, Transition and Buffering

- Lighting and landscape buffers shall be designed and provided as prescribed by the Land Development Ordinance and PEDs.

Joint Use and Connectivity Opportunities

- Connect buildings or campus with sidewalks, trails, paths to surrounding neighborhoods to reduce vehicular conflicts and enhance student health.

Development Guidelines Unique to Specific Public Facility Types:

Elementary, Junior High, High School, and Library Facilities

Site Design, Orientation and Access

- Coordinate with local public and charter school districts to integrate the campus within, and adjacent to, the rural and suburban neighborhood character areas
- Site campuses at the intersection of or along collector streets to foster vehicular/bus access and mobility and reduce vehicular noise and congestion for residential uses. Exception: High School and Library Facilities may be located at the intersection of collector/arterial streets or along arterial streets
- Access drives and parking lots should be located with adequate depth to contain several busses for off-loading and accessible drop-off/pick-up maneuvering for vehicles Proximity, Transition and Buffering
- Building heights should not exceed the heights of the surrounding residences. Exception: High school and Library building heights may exceed the heights of the surrounding residences when appropriate mitigation measures are applied to buffer the building from surrounding land uses.
- Active outdoor athletic fields and/or illuminated spaces should be located away from residential backyards whenever possible.

Joint Use and Connectivity Opportunities

- Elementary Schools with Neighborhood Parks (recommended to be unlit)
- Co-locate Junior High Schools with Neighborhood Parks (may be lighted)
- Co-locate High Schools with Community Parks (will be lighted)
- Minimize the placement of residential cul-de-sacs and provide pedestrian/bicyclist “through” connections to foster use Municipal Administrative Facilities Site Design, Orientation and Access
- The building should be designed with similar architectural style, height, form and massing as the surrounding area, yet make a statement about the City’s commitment to architectural identity and civic pride
- Building heights should not exceed the heights of the surrounding buildings

Proximity, Transition and Buffering

- Site the building at the intersection of arterial streets or at mid-block arterial roadways to foster vehicular access and mobility and reduce vehicular noise and glare for residential uses
- Integrate the building within, and adjacent to, suburban and/or urban neighborhoods

Joint Use and Connectivity Opportunities

- Consider co-locating the use with Community Parks, Fire Stations or other compatible public facility

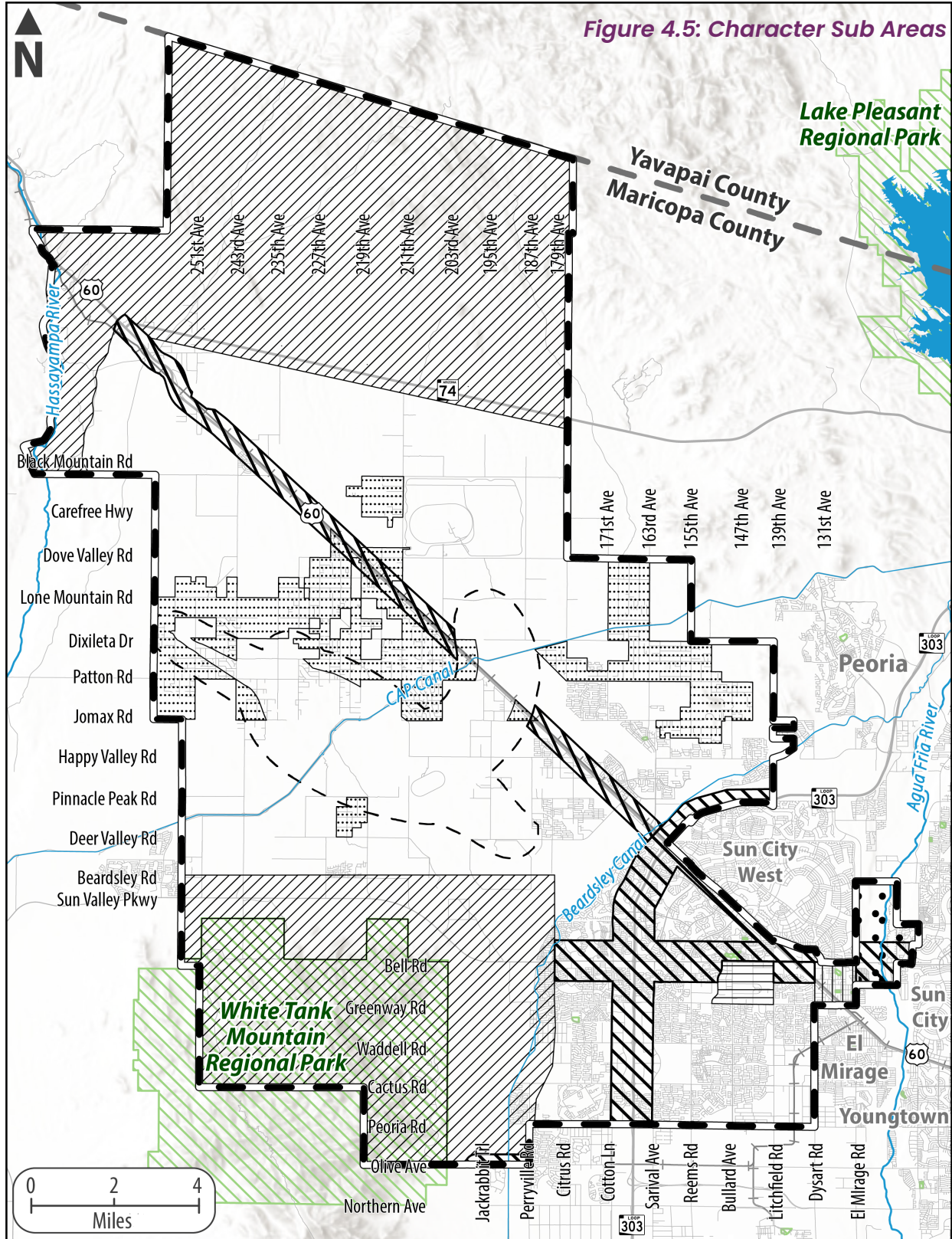


CHARACTER SUB AREAS

The City of Surprise has identified select geographies within its MPA where Character Sub-Areas are recognized. The intent of the Character Sub-Areas are to recognize the underlying Land Use Character Areas, but also provide added planning guidance in order to preserve and/or promote the unique qualities of that Sub-Area. Future specific area plans that provide a greater level of detail – character defining attributes including a refined integration of land uses, motorized and non-motorized circulation systems, and urban form design guidance is suggested. Each specific area plan will expressly identify the city’s vision and design expectations for each individual Sub-Area. Proposed development activity within these designated Sub-Areas will then utilize planning guidance to embrace, preserve, or enhance the unique characteristics that define that particular development area. The following Character Sub-Areas are identified:

- Rural Residential Overlay
- Scenic Lands Development
- Surprise Center District
- Surprise Heritage District – Original Town Site
- Luke Compatibility District
- Transit Oriented Development
- Aggregate Zones

Figure 4.5: Character Sub Areas



Legend

- Surprise Planning Area
- County Boundary
- Regional County Park
- Highway
- Local Road
- Rail Line
- River
- Canal

Character Sub Area

- Rural Residential Overlay
- Luke Compatibility District
- Scenic Lands Development
- Surprise Center District
- Surprise Heritage District - Original Town Site
- Transit Oriented Development District
- Aggregate Resource Area

Source: City of Surprise



Rural Residential Overlay

The focus of the Rural Residential Overlay is to recognize, preserve, protect, and enhance the character and quality of existing residential development in select areas in a manner that promotes traditional rural lifestyles, keeping of livestock, farmland and agricultural enterprises, open space, scenic vistas, recreation, and historic resources, while also allowing for compatible surrounding development.

The Rural Residential Overlay recognizes that there are long established rural residential enclave communities in locations within the Surprise planning area. The City supports the continuation of these communities in order to maintain this lifestyle choice for residents in these rural areas, and, from this overlay, the City's Community Development Department looks to implement a Desert Rural Zoning Designation.

Rural Residential Overlay areas primarily represent private large-lot residential land that currently exists in the northern portions of the MPA and are depicted on the Land Use Plan. The Rural Residential areas have reduced infrastructure typically found in an urban or suburban community, such as sidewalks, curbs and gutters, street lighting, or public water and sewer.

Future development within and adjacent to rural residential lands should be compatible with the rural character of these areas as follows:

- Proposed development within and adjacent to rural residential overlay areas shall be buffered from existing uses with natural or landscaped open space, agriculturally compatible uses, or gradual transition in density and/or intensity. Buffering should occur within new development areas and shall include interim buffers for phased development such that the physical integrity of rural lands is maintained.
- Preserving the look and limiting the capacity of local serving, rural roads in these areas should also be considered to maintain the rural character of existing residential development.

Scenic Lands Development

The Scenic Lands Development area consists of approximately 68,000 acres (over 1/3 of the Surprise MPA) of unique and scenic qualities that are only found in these natural settings. The Scenic Lands Development areas are generally north of Carefree Highway, along the Hassayampa River and those areas immediately north and east of the White Tank Mountains Regional Park. The Scenic Lands Development area largely consists of mountain and bajada landform areas with high peaks, jagged slopes, V-shaped ravines and large, natural desert washes with an exemplary inventory of Sonoran Desert vegetative communities. In fact, over 25% of the Scenic Lands Development area lies within mountainous areas that are 20% slope or greater. These areas are intended to remain as natural area open space in perpetuity. The upper bajada areas exhibit the most diverse and dense vegetative communities found in the Surprise MPA.

The boundaries identified on the Land Use Map are roadway and geographic alignments that coordinate with scenic roadways adopted by Maricopa County. Research and collaboration to create planning documents will refine the boundaries, specific to each natural asset.

Future planning guidance for the Scenic Lands Development area shall recognize the visual beauty and other natural area open space qualities and how the design, intensity and orientation of incoming development and public realm areas can strengthen and enhance the natural environment found in the underlying character areas. Specifically, land use, circulation and urban design guidance for the Scenic Lands Development area shall identify techniques that favorably integrates proposed development with the topography, protects large washes for wildlife mobility and promote off street trail systems, protects major vistas, preserves or sensitively develops in unique circumstances areas with 20% slope or greater, and demonstrate how executive housing opportunities and/or enclaves of higher intensity residential cluster developments (in select areas) can preserve and enhance public access and use of adjacent natural area open spaces. The future Scenic Land Development planning guidance will be a design guideline policy document that is developed through a public process that includes coordination between the city, landowners, and stakeholders within the area.



Surprise Center District

The Surprise Center District is identified for the approximately 2.5 square mile area that is home to City of Surprise Recreation Campus, Surprise Stadium, Tennis Complex, Community Park, Aquatic Center, Northwest Regional Library, City Hall and Civic Complex, and the West Point master planned community. The Surprise Center District area is generally bounded by Bell Road to the north, Greenway Road to the south, Dysart Road to the east and Parkview Place to the west. The Surprise Original Town Site is located immediately to the east of the Surprise Center District area.

The Surprise Center District area has been the recipient of considerable financial investment over the years and is supported by strong vehicular access from all four directions. This area currently serves as the recreation and tourism hub of the community by drawing visitors to its world class recreation center and Kansas City Royals/Texas Rangers spring training facilities. Restaurants, hotels and shopping opportunities are in close proximity to support the recreation and tourism destinations. While this area is currently the recreation, tourism, and government services hub of the community, Surprise has long envisioned this area to ultimately be a vibrant downtown – an essential cornerstone element to the growth and vibrancy in creating “One Surprise.” An infusion of mixed use developments, medical offices, higher density residential, hotels, restaurants, shops, and entertainment uses are desired to complement and build upon existing uses to create a more economically sustaining and robust downtown destination.

The Surprise Center District recognizes the existing planned land uses and zoning entitlements for this area, but also looks to update existing plans by working collaboratively with area property owners to develop a fresh evaluation of the existing plans and how the area can enhance multimodal connections and linkages to the Original Town Site.



Surprise Heritage District - Original Town Site

The Surprise Heritage District encompasses the Surprise Original Town Site (OTS) which is a one square mile area bounded by Bell Road to the north, Greenway Road to the south, Dysart Road to the west and El Mirage road to the east. Grand Avenue (US 60) bisects the OTS. The OTS is the historic center of Surprise. Land uses within this square mile area are quite diverse – ranging from the oldest original historic residences to more modern shops, restaurants and offices along the Bell Road commercial frontage, community facilities, industrial uses, multi-family uses, and the Grand Avenue/ BNSF railroad rights-of-way that bisect a portion of the OTS.

The City of Surprise has established the Heritage District zoning overlay for the entire OTS area. The General Plan recognizes the cultural value of the preservation of historical qualities of this area and the proactive plans to enhance and protect the qualities that are deemed priority by OTS residents.

Luke Compatibility District

The Luke Compatibility District (LCD) represents a large swatch of area that is intended to establish a land use pattern that fosters the continued use of Auxiliary Field #1 as part of Luke Air Force Base's operations to conduct mission-critical training while also accommodating community growth and development. At buildout, the LCD will be the largest concentration of employment-related job opportunities in Surprise, so its importance cannot be overstated as Surprise strives to transform itself from a bedroom community to a global community with world-class aspirations.

Luke Air Force Base Auxiliary # 1 field is generally located at Happy Valley Road and 219th Avenue and has been utilized by Luke AFB as a training asset to complement its mission and operations for several decades. The LCD contains



areas within the 65 DNL and higher noise contours, as well as a one-half mile buffer area around the 65 DNL line. Employment oriented land uses are the predominant character of this area, but Neighborhood – Rural Development Types are designated within portions of the half-mile buffer area. The Northwest Regional Landfill and Ford Proving Grounds facilities are also currently located in the LCD. The planned White Tanks Freeway bifurcates the LCD. As this facility is constructed in the future, it will serve as a transportation and logistical catalyst for employment growth opportunities in this area.

Planning within this Sub Area type requires strict adherence to State Statute and should include close adherence to the following development guidelines as well as direct coordination with military personnel.

Land Use

- Do not allow any alternative energy uses, within the LCD, that directly or indirectly create issues associated with, but not limited to vertical obstructions, glare, people gathering areas, etc. which compromises military aviator training at Auxiliary Field #1.
- Do not allow land uses, within the LCD, which provide water impoundments, as they attract large birds or waterfowl, increasing the risk for Bird Air Strike Hazards (BASH) for military aviators using Auxiliary Field #1.
- Safety Zones
- Development will not be permitted in the Clear Zone (CZ) and Accident Potential Zone I (APZ I) of Luke AFB Auxiliary Field #1; the only allowable land use is agriculture.
- The allowable land uses within Accident Potential Zone II (APZ II) of Luke AFB Auxiliary Field #1 are the uses identified in Arizona Revised Statutes (ARS) 28-8481.

Vertical Obstructions

- All new development within the LCD shall be reviewed against the provisions of Federal Aviation Regulations (FAR) Part 77 height limits.
- Infrastructure Capacity
- All new development proposals within the LCD will be reviewed in conformance with the City's adopted capital improvement plans (CIP) and/or master infrastructure plans to match service needs with compatible development.

Noise

- Do not allow the location of sensitive land uses (i.e. activities where people gather) within the 65 DNL or higher noise contours (for the F-35/F-16) of Luke AFB or Auxiliary Field #1 as identified in Arizona Revised Statute (ARS) 28-8481.

Dust, Light and Glare

- Do not allow any land use, within the LCD, which releases any substance (i.e. steam, dust and smoke) into the air which could impair military aviator visibility.
- Do not allow any land uses, within the LCD, that produce light emissions, glare or distracting lights which could interfere with military aviator day and night vision or be mistaken for auxiliary field lighting.
- Require all exterior lighting fixtures, located within the LCD, to be full cut-off shielded, face downward and minimize 'spillage' outside property boundaries.
- Review all proposed development photometric plans to balance the provision of lighting intensity with personal security and safety within the LCD.

Frequency Spectrum Impedance and Interference

- Do not allow any land uses, within the LCD, that produce, either directly or indirectly, electrical emissions which could interfere with aircraft communications or navigation requirements.

The LCD is established to underscore the importance of a developing a future specific area plan to provide needed guidance detailing:

1. The appropriate balance, integration and buffering of employment and other supporting land uses
2. How to maintain the necessary security and protection of Luke's mission and operations as they evolve over time
3. How to recognize the existing operational needs of the Ford Proving Grounds and Northwest Regional Landfill today while also identifying re-development and/or reclamation plans of these facilities upon the conclusion of their intended lifespan
4. Arterial and collector level-roadway circulation planning that recognizes land use and mobility connections pre and post White Tanks Freeway construction while also preserving the continuity of city-wide wildlife linkage corridors and off-street trail connections within existing wash corridors
5. The prioritization of infrastructure investment choices for City officials to proactively support and promote the growth of value-added, high wage jobs in the LCD
6. The evaluation of a closer examination of how to mitigate neighborhood character communities in proximity to the 65 DNL line within the LCD north of Grand Avenue (US 60)



Transit Oriented Development

The Transit Oriented Development area (TOD) designation denotes roadways and adjacent development areas where existing or planned high capacity vehicular multimodal, and transit corridors provide regionally significant connections to and from Surprise. TOD areas are designated for the following transportation facilities:

1. US 60 (Grand Avenue)
2. SR 74 (Carefree Highway)
3. Loop 303
4. Sun Valley Parkway
5. Bell Road

The intent of the TOD is to recognize the unique connection between the character of the adjoining land uses together with the motorized, non-motorized and potential transit operations of each corridor by developing individual area plans. Developments proposed within these corridors will have expanded design and policy guidance on incorporating safe and convenient walking and biking connections to current and future planned transit operations. Coordination with other agencies will be needed for planning and improving many of these facilities. Transit operations could be commuter rail planned along Grand Avenue or perhaps expanded bus route opportunities on all corridors. In either case, the Transit Oriented Development areas promote a higher intensification of residential and non-residential uses near existing and planned transit stops to ensure that motorized and non-motorized mobility in proximity to transit stops is efficient and effective in design.

Aggregate Resource Areas

In accordance with Arizona Revised Statutes Section 9-461.05, the Land Use Element and Map identifies known sources of aggregates and policies to preserve currently identified aggregate sites and to avoid incompatible land uses. These locations are derived from maps that are available from state agencies indicating existing permitted locations and aggregate deposits sufficient for future development.

Within the Surprise MPA, there are five (5) known aggregate resource areas and one Aggregate District that possess known or potential extractable resources in commercial quantities. All five aggregate resource areas are all located north of State Route 74 in the northern portions of the MPA. Four of the locations are on BLM or ASLD managed lands and one permit is situated upon privately held property near US 60 in the northwest corner of the Surprise MPA.

Portions of the Surprise MPA along the Agua Fria River are included in an Aggregate District under the jurisdiction of Maricopa County. This Aggregate District extends along a broader reach of the Agua Fria River, extending to the north and south of the MPA. Aggregate activities occur within the Surprise MPA, but the permit locations are located outside of Surprise.


With appropriate design and performance standards, land uses such as agriculture, open space and some industrial uses are compatible with mineral extraction and processing while other uses, such as residential uses, are not.



Table 4.1: Character Area Compatibility

			Adjacent Use														
			Neighborhood Character Area			Commercial & Office Character Area				Employment Character Area		Open Space Character Area	Community Commercial Development Type	Public Facility Development Type			
			Dev. Type			Dev. Type				Dev. Type							
			Rural	Suburban	Urban	Mixed Use: Residential	Mixed Use: Commercial	Regional Commercial	Commercial Office	Business Park	Industrial						
Proposed Use	Neighborhood Character Area	Dev. Type	Rural	●	●	●	●	●	●	●	●	●	●	●	●	●	
			Suburban	●	●	●	●	●	●	●	●	●	●	●	●	●	●
			Urban	●	●	●	●	●	●	●	●	●	●	●	●	●	●
	Commercial & Office Character Area	Dev. Type	Mixed Use: Residential	●	●	●	●	●	●	●	●	●	●	●	●	●	●
			Mixed Use: Commercial	●	●	●	●	●	●	●	●	●	●	●	●	●	●
			Regional Commercial	●	●	●	●	●	●	●	●	●	●	●	●	●	●
			Commercial Office	●	●	●	●	●	●	●	●	●	●	●	●	●	●
	Employment Character Area	Dev. Type	Business Park	●	●	●	●	●	●	●	●	●	●	●	●	●	●
			Industrial	●	●	●	●	●	●	●	●	●	●	●	●	●	●
	Open Space Character Area	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	
	Community Commercial Development Type	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	
	Public Facility Development Type	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	

Table 4.2: Character Area & Zoning Compatibility

 Permitted		Land Use Character Area & Development Type											
		Neighborhood Character Area			Commercial & Office Character Area				Employment Character Area		Open Space Character Area	Community Commercial Development Type	Public Facility Development Type
		Dev. Type			Dev. Type				Dev. Type				
		Rural	suburban	Urban	Mixed Use: Residential	Mixed Use: Commercial	Regional Commercial	Commercial Office	Business Park	Industrial			
DR	●										●		
RR	●										●		
R-1	●	●											
R-2		●	●										
R-3			●										
TND-R		●	●										
TND-C		●	●										
TND-MU		●	●										
TND-OS		●	●										
MU-1		●											
MU-2			●	●	●								
MU-3	●			●	●								
C-O	●	●	●	●	●							●	
C-1	●	●		●									
C-2		●	●		●	●	●	●				●	
C-3						●	●					●	
BP								●	●				
I-1								●	●				
I-2								●	●				
I-3									●				
OS-1	●	●	●	●	●	●	●	●	●	●	●	●	●
OS-2	●	●	●	●	●	●	●	●	●	●	●	●	●
PF	●	●	●	●	●	●	●	●	●	●	●	●	●

Zoning District



GROWTH AREA APPROACH

Where and when growth is accommodated has major implications on the outlay of infrastructure, service levels and on the costs to maintain City operations and infrastructure. Therefore, the ability to wisely manage and direct growth to key strategic locations is critical for Surprise's continued success and prosperity.

This section provides the direction for managing this expected growth by creating a link between planned land use, transportation, and infrastructure facilities with specific implementation techniques such as zoning ordinances, capital improvement programs, impact fee requirements, and design guidelines.

Recent Growth and Development Patterns

Recent Growth

For its first twenty years, Surprise grew slowly as it relied on neighboring communities for municipal services. Waves of development and annexation in the 1980s, 1990s, and 2000s led to dramatic population growth for the City reaching a population of 30,848 by the start of the twenty-first century. People continued to move to Surprise in high numbers as the city's population surpassed 100,000 residents by 2010. Over the next ten years, the population grew 22% based on the 2020 census which recorded Surprise's population at 143,148. Today, the incorporated area encompasses 110 square miles and ranks as Arizona's 10th most populated municipality.

Outpacing the rate of growth in the Phoenix Metropolitan Area and the State of Arizona overall, Surprise is expected to continue the rapid growth of population that has driven its own recent history. The MAG projects Surprise to pass the 200,000-resident threshold before 2030 and have a population growth rate of just over 50% for the 2020-2029 decade. MAG estimates that Surprise will reach a population of 307,500 in 2040.

Development Patterns

The predominant existing land use in the Surprise MPA is vacant, accounting for 61.3% (128,791.93 acres) of the land under Surprise's influence. Most of the vacant land is northwest of the Loop 303 highway outside the current City limits. This vacant land is where future development and annexation is most likely to occur. Within the municipal boundary, there is vacant land adjacent to Surprise City Hall and City Center and another concentration of vacant land in the southern portion of the incorporated limits. The next two most common land uses are open

space and single family residential each comprising 19.1% (40,101.45 acres) and 11.6% (24,293.52 acres), respectively. Most of the single-family residential land is within the Surprise City limits southeast of the Loop 303 Highway. The open space land is spread across the community in various parks, golf courses, canal paths, and other recreation options. There is a concentration of existing agricultural land surrounding the Loop 303 corridor bounded by Greenway Road in the north and Peoria Avenue in the south. Bell Road and Grand Avenue are the two main corridors with commercial and some smaller scale industrial.

While there are development and economic benefits of being in close proximity to Luke Air Force Base, there are drawbacks related to noise impacts. The high-noise contours associated with Luke Air Force Base are generally understood to impact the southeast corner of the City where there is a mixture of agriculture, industrial, and vacant land uses. Additionally, the Luke Air Force Base Auxiliary Airfield 1 northwest of Beardsley Canal brings further noise impacts the Surprise MPA. The Auxiliary Airfield is not an active military airfield nor is it suitable for landing. However, the military does use the abandoned airfield for training purposes in practicing approaches without landing. This results in low flying aircraft that cause noise levels to reach 65–80 decibels.

Growth Management Strategy

While demographics, market trends, community needs, and land resources often drive growth, development must be strategically planned and phased to maximize the efficient use of urban facilities and services. The City has developed an approach to guide growth management in a way which reflects the community vision established within this plan.



Growth Areas

With a planning area of approximately 330 square miles, growth in the City of Surprise has the ability to occur at many levels and in many directions. The Anticipated Growth Map shows where growth is highly likely and encouraged in the City. These growth areas are categorized by the type of development that may occur and will be further defined as part of a specific area plan to better define land use, circulation, and urban form plans for each area. The nine growth areas in the Surprise MPA are depicted in Figure 4.7.

The following growth area descriptions identify a general narrative of each area's existing and desired future development characteristics. The intent is to provide a more enhanced picture of these areas that is in keeping with the recommended land uses identified in the Character Area Approach. Land use decisions affecting property within these growth areas should not only consider these general descriptions but should also be based upon future area-specific planning recommendations and appropriate design principles that may relate to future requests for development. Note that growth could also occur outside the illustrated growth areas.

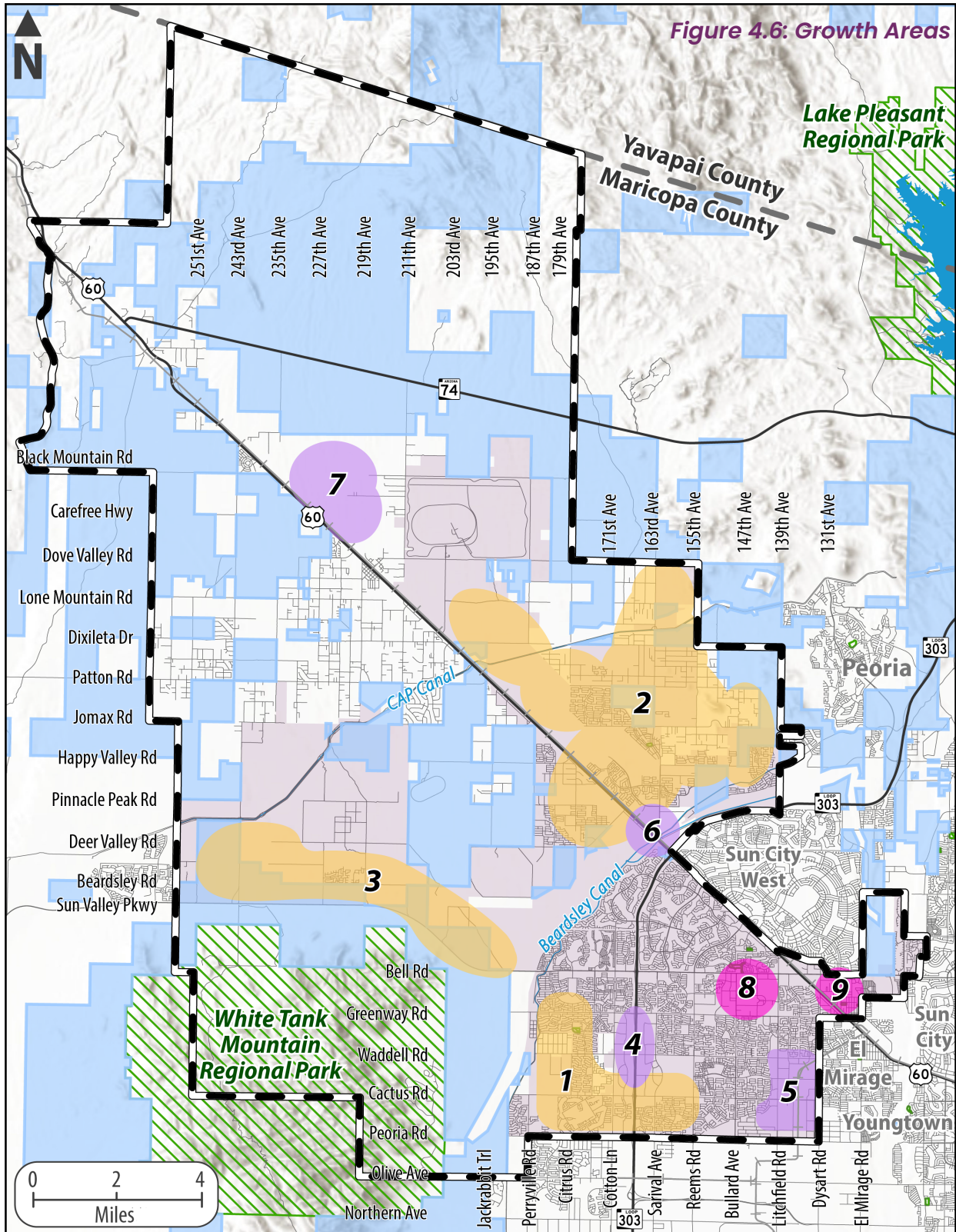
1. Cactus & Citrus

As some of the last available land within the existing urbanized area of Surprise, this growth area is well suited for residential development. The defined arterial roadway system and Loop 303 freeway provide optimal connectivity for future residents to access destinations within Surprise as well as the larger region. Residential development in this area should reflect densities that respect existing adjacent development, while also fostering a population base that will promote future transit opportunities and support more intense non-residential development desired along the Loop 303 corridor.

2. 163rd Ave Corridor

This area is already experiencing new residential growth as developable land south of the Beardsley Canal is becoming more limited. With access along 163rd Avenue and Grand Avenue as well as close proximity to Loop 303, availability of existing services, and adjacency to desired open space linkages, growth in this area should include a full range of housing opportunities along with appropriately located commercial areas.

Figure 4.6: Growth Areas



Legend

Growth Area

- Residential & Commercial
- Employment
- Special Districts
- 1. Cactus & Citrus
- 2. 163rd Corridor
- 3. Sun Valley Parkway
- 4. 303 Corridor
- 5. Railplex
- 6. Grand & Beardsley
- 7. BNSF Rail Facility
- 8. Surprise City Center District
- 9. Surprise Heritage District

- Surprise Planning Area
- Surprise City Limits
- State Trust Land
- County Boundary
- Regional County Park
- Highway
- Local Road
- Rail Line
- Canal

Source: City of Surprise



3. Sun Valley Parkway

While residential development may not occur in this area as quickly as other residential growth areas, this land is readily accessible with its placement along Sun Valley Parkway. Given the proximity to the White Tank Mountain Regional Park, this area is well suited to create a smooth transition from urban to rural residential land uses. The location of this area provides opportunities to define a more natural edge with the park that includes wildlife corridors and community trail linkages to a City-wide open space system.

4. 303 Corridor

The 303 Corridor is expected to be a prestigious corporate center and high-density development area. The strong connections this growth area has to the Loop 303 regional transportation system, as well as the local circulation system, makes this area appropriate for a mix of employment and residential uses. Development should create an attractive public realm and include provisions for enhanced community amenities, transportation and infrastructure, and other public services. Density, building design and streetscapes must support transit oriented development and must encourage the use of alternative modes of transportation as the preferred method of travel to and within this area.

5. Railplex

This growth area is already a significant employment center within Surprise. The availability of extensive land resources combined with the placement of existing infrastructure and rail access, positions this area to immediately support a mix of export-oriented base sector activities, such as warehouse distribution, light or heavy manufacturing, research and development uses, and select business services. In order to support near term job growth in the City, development in this area should focus on supporting a variety of employment types from small and mid-size warehouse projects to large scale manufacturing. In addition, the maintenance of the “goods movement” infrastructure within this growth area is also important to remain competitive within the region.

6. Grand & Beardsley

As development occurs along 163rd Avenue, this growth area will play a prominent role in providing a variety of employment opportunities, such as office and institutional jobs and regional shopping services. Access to Loop 303 will also help to draw people beyond the adjacent residential neighborhoods to this mixed use area. The relationship between these various uses and their impact on one another and surrounding residential neighborhoods deserves special consideration. With the BNSF rail line and Beardsley canal running through

this area, it will be critical to provide adequate connections to the surrounding planned residential neighborhoods and open space linkages to ensure this area is not an isolated development. Consideration should also be given to take advantage of future mass transit systems that might be built along the existing BNSF rail line.

7. BNSF Rail Facility

In 2022, Burlington Northern Santa Fe (BNSF) Railroad acquired 3,500 acres of land along Grand Avenue between 219th and 235th Avenues. Plans for the site include a multi-use business and industrial park with warehouse/manufacturing, distribution, and other facilities. The site's potential intermodal capacities would allow the efficient movement of goods via multiple modes of transportation enabling the area to grow in to a regional logistics and intermodal center.

8. Surprise City Center District

The Surprise City Center District or Downtown Surprise has a unique role to play in the 21st century development of the West Valley region. In addition to being the civic, administrative, legal, cultural, and entertainment center, downtown will also offer transit connections and is planned as an exciting pedestrian environment.

The downtown should be a regional and vibrant center where residents are able to live, work and play. Most of this area should integrate a diverse, but compatible, cluster of land uses where residents, employees, shoppers, tourists, and students can gather in a well-designed mixed-use environment. Development should exhibit high architectural and urban design standards where the public realm is inviting and the street network is supportive of alternative modes of transportation.

9. Surprise Heritage District

The Original Town Site (OTS) of Surprise is envisioned for continued future growth in this area to have a strong focus on providing much needed services for the residents living within the Surprise Heritage District, while protecting and expanding the cultural aspects of the City's roots. The revitalization of the Surprise Heritage District will provide a balanced approach to heritage neighborhood renewal and a heritage arts, culture, and entertainment-oriented development sector— providing unique cultural and heritage assets for the City as a whole.

The ultimate pattern of revitalization supports design strategies and public improvements that capitalize on the cultural aspects of walkability and “front yard-living” that provide the basis for a vibrant, culturally diverse community, while providing regional connectivity and expanded services.



Managed Growth Areas

Managing growth not only involves the identification of those areas that are appropriate for enhanced development, it also requires controlling growth in areas that exhibit important natural resources.

Surprise has many significant natural areas that help give the City a unique identity. In order to protect and ensure that future generations will be able to use and enjoy these natural resource areas, some portions of the City require a more context sensitive development pattern. These lands include Sub Areas such as the Scenic Lands Development and Wildlife Linkages Corridor and may also include additional key resource lands to be further defined through future studies.

To limit the density and intensity of development in these important natural resource areas and maintain an overall healthy and diverse environment, the City will utilize the various conservation goals and policies provided throughout the 2040 General Plan along with all accompanying existing and future planning policy documents.

Annexation

Arizona cities are statutorily authorized to engage in annexation proceedings in accordance with ARS §9-471. The annexation of land allows for the long term planning necessary to accommodate growth and facilitate the planning and budgeting of infrastructure, such as roads and parks. Additionally, annexing developed land brings State revenue to Surprise while also enhancing the services provided to the residents in the area being annexed.

The objectives of annexation are to:

- Encourage efficient service areas for services provided by cities, counties and special districts
- Guide urban development away from prime agricultural lands and open space resources
- Promote orderly growth and discourage urban sprawl





GOALS & POLICIES

Goal 4.1

Maintain a well-managed community form

The City of Surprise will provide a high quality of life and a unique living experience by offering a sense of place through design and an intimate community atmosphere while also providing close access to all the conveniences and amenities of a modern city. The overall community form will be strengthened through deliberate use of land resources, and strategic expansion will be balanced with context sensitive infill development while protecting existing development that contributes to the City's character.

Policies

1. Guide the design, pattern, and scale of development that provides visual diversity, choice of lifestyle, opportunities for social interaction, and respects desirable community character and context for both existing and future residents.
2. Enhance education efforts for neighborhood groups to learn about property maintenance issues, property standards, enforcement procedures, and zoning.
3. Promote actions that keep neighborhoods safe, clean, free of graffiti and debris, minimize illegal dumping, and support neighborhood cleanup activity.
4. Encourage proper design and effective use of the built environment to help increase personal safety at all times of the day by promoting neighborhood and building design that focuses on issues of public safety by incorporating principles of Crime Prevention Through Environmental Design (CPTED) into the planning design guidelines.
5. Continue to establish and refine the LDO and PEDS to promote design, development, and transition standards that are applied consistently and yield positive and equitable development guidance to establishing desired character areas.
6. Create and adopt design guidelines specific to the downtown area that will ensure it grows as the heart of the city, with a dynamic mixed use environment where people can live, shop, work, and socialize.



7. Create and adopt design guidelines specific to the Rural Residential Overlay that will ensure traditional rural lifestyles, agricultural enterprises, open space, scenic vistas, recreation, and historic resources.
8. Continue the City's commitment to revitalize and redevelop the Original Town Site area through strengthening design guidelines and encouraging adaptive reuse of properties in order to preserve the local cultural identity and heritage.
9. Expand public, public-private, community, and school partnerships and collaborate with them to identify opportunities to help implement their goals and to ensure that they can adequately serve all new development. This will be done by Surprise working with the schools to locate their sites strategically so that they serve as the nucleus of new neighborhoods and master planned communities.
10. All developers requesting project approval should work with the local public and charter school districts to determine the impact on the school system and implement strategies agreed on by both parties to address the impact.
11. Develop a comprehensive annexation policy for the City of Surprise that is in accordance with Arizona Revised Statutes.



Goal 4.2

Be a home for everyone

Upholding the condition and quality of the city's housing stock is necessary to maintain safe, attractive, and livable neighborhoods for all people who want to live in Surprise. Surprise will also work to preserve housing opportunity through providing more diverse, accessible options within neighborhoods that expand the range of housing types, densities, and prices.

Policies

1. Proactively update local ordinances, policies, and building codes to encourage development of residential neighborhoods that broaden the choice of housing type, size, price, amenities, and conveniences so as to allow for a wide variety of options for all who live or want to live in Surprise.
2. To expand housing choice, explore creative housing opportunities such as accessory dwelling units, live-work spaces, and residential mixed-use areas, where appropriate to the character of the area in the city.
3. Establish appropriate incentives and leverage other funding sources for the development of safe and quality housing that accommodates a diversity of housing types at a variety of prices to better serve the evolving demographic and economic needs of its residents.
4. Preserve neighborhoods by working with HUD to continue operating and funding its Housing Rehabilitation Assistance Program for income-qualified homeowners.
5. Locate higher density housing along existing and future transit corridors in order to maximize direct patron access and to buffer proximate lower density housing neighborhoods.
6. Maintain a rural quality of life and character in the established rural areas of Surprise and its planning area.
7. Accommodate medium and high-density development/redevelopment in appropriate areas of the City and that are good neighbors to existing development.



8. Support and promote programs and other assistance options that will increase home ownership among entry level and medium income households.
9. Ensure City policies support governmental efforts at all levels that prohibit discrimination in the sale or rental of housing and other prohibited practices in addition to providing access to education and training for the development community and property owners in meeting fair housing requirements.
10. Support policies and design for residential housing options in Surprise to meet the unique needs of people who are elderly and/or disabled, including requiring Americans with Disabilities Act (28 CFR Part 36) standards for all residential projects.
11. Integrate elderly and assisted care facilities into neighborhoods and create non-vehicular connections for them to the wider community in order to promote opportunities for reducing the reliance on automobiles in order to support aging in place and continuum of care for the elderly and those citizens with special needs.
12. Support agencies and organizations that seek to provide temporary and permanent housing services for the wide variety of household needs of vulnerable populations.
13. Participate actively in identifying regional, state, federal, and private partners to find solutions for the residents living in Surprise who are in need of housing assistance that includes maintaining a diverse portfolio of existing housing or looking for opportunities to provide housing on parcels primed for infill, revitalization, or redevelopment efforts.



Goal 4.3

Foster a sense of place through maintenance, reuse, or redevelopment of maturing areas

The redevelopment, rehabilitation, and conservation of property and neighborhoods sustains the long-term cultural and economic well-being of Surprise. To this end, Surprise will utilize ongoing maintenance and redevelopment strategies to provide for the long-term stability of maturing residential and commercial neighborhoods. Comprehensive revitalization efforts should be focused in targeted areas to maximize scarce resources. Appropriate reuse and rehabilitation of vacant and obsolete buildings will also be encouraged.

Policies

1. Foster long-term housing and neighborhood vitality through preservation and revitalization of mature neighborhoods.
2. Identify and promote the preservation of neighborhoods that exhibit unique cultural or architectural attributes.
3. Continue the City's strategic policy of redevelopment intervention efforts and appropriate legal tools to help maintain the community's mature areas and sustain quality of life.
4. Identify and inventory distressed residential and commercial neighborhoods and vacant buildings in the City and create suitable redevelopment plans that include prioritization measurements and evaluation as part of the revitalization process.
5. Support policies and coordinate City programs that provide opportunities for residential and commercial property owners to improve or renovate their properties.
6. Encourage redevelopment efforts that provide expanded housing opportunities for all people who desire to live in Surprise.



7. Promote the adaptive reuse of existing structures and build out of vacant and underutilized land in Surprise through infill, reuse, revitalization, and redevelopment activities and examine existing regulations that may be barriers to adaptation.
8. Install and upgrade public improvements in targeted areas, where needed, to encourage and strengthen rehabilitation and redevelopment activity and to improve the aesthetic appeal of the City overall.
9. Identify and pursue federal, state, and private grant programs to accomplish property and/or neighborhood revitalization goals to provide long-term stability.



Goal 4.4

Protect Luke Air Force Base

Surprise will incorporate a future land use pattern that fosters the continued use of Luke Air Force Base and Auxiliary Field #1 to conduct mission-critical training while also accommodating community growth and development.

Policies

1. Comply with all applicable statutes of the State of Arizona, applicable to territory within the vicinity of a military airport or ancillary military facility and land within the high noise and accident potential zones of Luke AFB or any ancillary military facility.
2. Require all new development to comply with the “Western Maricopa County/Luke Air Force Base Compatibility Plan” or City-approved alternative document(s).
3. Continue to coordinate with Maricopa County (within the Surprise MPA) and Luke Air Force Base to review development proposals to determine their likelihood to cause hazards or impediments for flight training operations within the Luke Compatibility District.
4. Continue to assist property owners located within the Luke Compatibility District to increase their understanding of Luke Air Force Base’s mission, potential impacts associated with military aviation operations, land use constraints, and potential mitigation measures to guide appropriate development.
5. Continue to participate in the Fighter Country Partnership group to provide early notification of development applications for Territory in the Vicinity of Luke Air Force Base and Auxiliary Field #1.
6. Continue to work closely with Luke Air Force Base to maintain security around the perimeter of Auxiliary Field #1 to minimize trespassing.

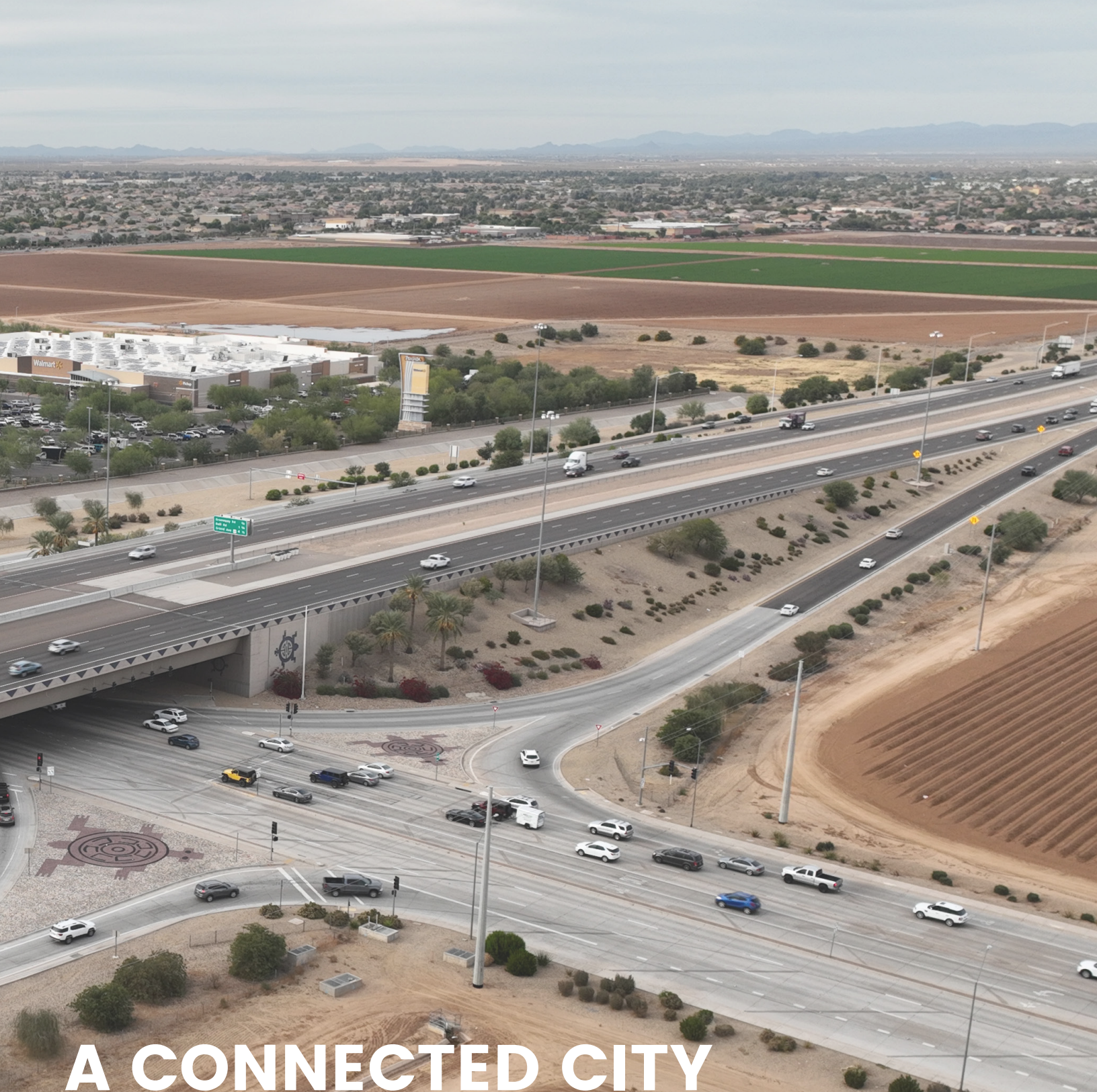
DID YOU KNOW?

Auxiliary Field #1 located in the Surprise MPA is utilized for instrument approach training by student pilots at Luke Air Force Base. This type of training brings the aircraft to an elevation ranging from 150 feet to 300 feet above the ground.





5



A CONNECTED CITY

Surprise values safe and accessible mobility choices for all ages and abilities, including well-maintained road networks, public transit, sidewalks, bike lanes, and trails with an emphasis on embracing new infrastructure technologies and future transportation modes.



A Connected City

INTRODUCTION

Efficient and effective transportation infrastructures often define the appeal, livability, and marketability of a city. Roadways, transit, and accessible trails to nearby open spaces have a significant and important impact on land value, location of development, and the overall look and feel. They can expand or limit economic opportunity and affect the cost of public services and the city's ability to provide them efficiently. They even influence public health by encouraging people to explore new alternative means of mobility that are more physically active and engaging than personal vehicles.

Transportation is tightly linked to the City of Surprise's physical layout. Transportation access impacts development patterns, with more intense growth around major roadway or transit facilities while development generates and impacts travel demand. When planning for improvements or changes to the transportation system, Surprise must consider the condition of existing roadways and off-street systems, system wide connectivity, accommodation of different travel modes, access management, and the character and intensity of adjacent land uses.

Surprise currently sits as the tenth largest City in Arizona, and its planning area shows that the City has more room to grow. Personal vehicle use is, and will likely continue to be, the primary mode of transportation in Surprise. However, there is increasing desire by residents, local business leaders, and elected officials to continue emphasizing the importance of alternatives modes of travel such as public transit, bicycling, walking, and micromobility options—such as ridesharing, bike sharing and e-scooters. Civic leaders recognize that encouraging and giving consideration to all modes of transportation is needed for Surprise to build a world class community and keep pace with anticipated growth.

Explore More:

The MAG Interactive Bikeways Viewer shows existing, locally-designated bicycle facilities, and is provided to you by the Maricopa Association of Governments (MAG).





PLANNING DISCUSSIONS

Regional Connectivity

The presence of the Agua Fria River to the east of the Surprise MPA acts as a barrier to east-west movement. Until recently, there have been limited arterial roadway crossings of the river. Now, there are four arterial east-west roads that cross the riverbed. They are at Grand Avenue, Bell Road, Deer Valley Road/Williams Drive, and Happy Valley Road either in Surprise or serving its residents. The Loop 303 freeway also functions as another crossing, yet it is a limited access, high-speed facility. Many daily commuters and residents travelling to regional shopping areas frequently are heading in an east-west trip movement to and from Surprise.

Even with additional crossings of the river, traffic still tends to funnel to Grand Avenue and Bell Road. Added population in the northwest part of the City further congests the connections heading southeastward. This situation is a constraint that can limit employment prospects for residents. A large percentage of residents who commute to jobs east of the City put stress on the performance and capacity of Bell Road and Grand Avenue, particularly during the morning and afternoon peak periods. As the number of local jobs available grows, flexible work locations evolves, and regional coordination efforts on the transportation system continues, the shift and reduction in commute patterns should reduce stress onto the overall performance of the arterial and collector network in Surprise.



Internal Circulation

Like many fast-growing cities, Surprise is continually challenged by “gaps” in the roadway system that are a by-product of a growth pattern that is not always systematic or continuous in nature. That is to say, existing two-lane roadways are widened to 4-lane or 6-lane roadways adjacent to developed parcels, but then tapers back to a two-lane roadway past the development. These are commonly referred to as scalloped streets. This negatively impedes the flow of traffic and compromises the safety and efficiency of travel for all modes of transportation.

However, Surprise has been proactive in continuing to partner with the development community to advance the construction of arterial roadways along strategic roadway facilities such as 163rd Avenue, Deer Valley Road, Cactus Road, and Peoria Avenue. The City will look to continue seeking out federal and other supplemental funding sources for the advancement of infrastructure projects that are physical impediments to the mobility and safety of the surrounding land use character.





Roadway Level of Service

Levels of Service (LOS) is a roadway “grading scale,” and is used to explain the quality of traffic operations in a broader, less technical sense for consumption by general public and elected officials.

The LOS concept is utilized to determine the efficiency of existing and future roadway and intersection operations. Level of service provides a comparative measure of the congestion and travel conditions and is reported in levels “A through F,” with “A” representing the best representing free flow conditions and “F” representing breakdown conditions that includes driver discomfort. LOS on roadway segments is defined as follows:

- LOS A: Free flowing conditions. The operation of vehicles is virtually unaffected by the presence of other vehicles and operations are constrained only by the geometric features of the roadway and driver preferences.
- LOS B: Indicative of free flow, but the presence of other vehicles begins to have a noticeable impact on speeds and freedom to maneuver.
- LOS C: Represents a range in which the influence of traffic density on operations becomes marked. The ability to maneuver within the traffic stream and to select an operating speed is now clearly affected by the presence of other vehicles.
- LOS D: Borders on unstable flow. Speeds and ability to maneuver are severely restricted because of traffic congestion.
- LOS E: Operations are at or near capacity and are quite unstable.
- LOS F: Represents forced or breakdown flow.

On all roadways, the City of Surprise strives to achieve a level of service “D” or better. Any roadway where the level of service falls to a level of service “E” or “F” is considered congested and requires review for improvements. Where feasible, capacity improvements or other remedial actions are usually recommended if the level of service is worse than “D.”

For arterial roadways and intersections upon construction, the City of Surprise has goal of achieving a LOS C but will accept a LOS D. This is a common approach taken by many communities nationally, but Surprise still strives to maintain the LOS C or better on all of the completed arterials and intersections in its jurisdiction. The traffic volumes used by the City of Surprise Transportation Department in determining LOS by roadway type is shown in table 5.1.

Table 5.1: Traffic Volumes and LOS by Roadway Type

Roadway Type	Number of Travel Lanes	LOS A	LOS B	LOS C	LOS D	LOS E
Freeway	4	47,940	55,930	63,920	71,910	79,900
	6	73,980	86,310	98,640	110,970	123,300
Major Arterial	6	36,480	42,560	48,640	54,720	60,800
Minor Arterial	4	21,540	25,130	28,720	32,310	35,900
Modified Arterial	4	12,960	15,120	17,280	19,440	21,600
High Volume Collector	4	10,560	12,320	14,080	15,840	17,600
Commercial Collector	2	5,100	5,950	6,800	7,650	8,500
Residential Collector	2	3,360	3,920	4,480	5,040	5,600
Local Street	2	1,200	1,400	1,600	1,800	2,000

Source: City of Surprise

Roadway Congestion

Surprise aims to strike the right balance between roadway capacity and the density and intensity of adjacent land uses. Without proper consideration of this balance, poor street connectivity and lack of alternative routes leads to further congestion and possible risks in emergency response situations.

The previously noted funneling of Surprise traffic onto Bell Road creates congestion issues that need to be addressed. Congestion for a 6-mile strategic segment of Bell Road between Loop 303 and 115th Avenue is already performing below the City’s desired LOS. This segment of Bell Road currently carries 45,000 to 61,000 vehicle trips daily. The number of vehicle trips on Bell Road is about 60-80% as many vehicle trips than what the Loop 303 currently experiences. Bell Road is adjacent to where the City Center and the retail commercial core of Surprise reside, attracting more vehicles into the area along the arterial.



The intersection of 163rd Avenue and Grand Avenue serves as the single point of access from the City to the Asante, Desert Oasis, Rancho Mercado, and other planned communities in the area, and the intersection is not currently performing at the desired LOS. With approximately 25,000 vehicle trips per day, residents living in these neighborhood developments can only access Surprise's amenities via Grand Avenue/US 60, having to share the road with vehicles travelling at highway speeds, a major freight truck corridor, and a regional freight rail line on the north side. While infrastructure improvements can have a positive effect of relieving congestion in this case, development and expansion of commercial retail and amenities into this area northwest of the Loop 303 along Grand Avenue/US 60 will have the effect of encouraging people to remain in the north part of the City for regular everyday trips and reducing this traffic pinch point.

It is important to recognize that conditions will deteriorate in the future with continuing growth in the region if the improvements are not made. Expansion of public transit options also helps in the reduction of congestion. Emphasis should be maintained on evaluating capacity improvements and balancing access control measures for minor arterial roadways. Capacity expansion and access management controls should also be designed and constructed along 163rd Avenue where planned communities such as Asante, Desert Oasis and Rancho Mercado are anticipated to experience growth in the coming years.

Regional Public Transit Services

The City of Surprise is one of the furthest transit destinations in the metro area from the Downtown Phoenix transit hub. As such Valley Metro currently only operates one regional route. This is an issue as, in 2019, Surprise had a workforce of 55,711 people, of which 50,087 of the residents commuted outside of Surprise to work. At the same time, Surprise imports 75.1% of its workforce (16,952) from other cities to fill the demand by area employers. Existing transit services in the City of Surprise include a Valley Metro express bus route and two paratransit transportation options for eligible individuals. Route 571 (Surprise Express) is a weekday express bus route that runs inbound in the mornings from the Surprise Park-and-Ride at Grand Avenue/US 60 and Bell Road interchange travelling to stops in Downtown Phoenix and the State Capitol via Grand Avenue/US 60, the Loop 101 southbound, and I-10 eastbound. This bus route heads outbound in the evenings back to the Surprise Park-and-Ride via westbound I-10, the Loop 101 northbound, and northwest on Grand Avenue/US 60.

Additionally, two paratransit options serve eligible residents in Surprise, including senior citizens aged 65 and over, certified American with Disabilities Act (ADA) riders, military veterans, and specified income-qualified individuals living in the City.

Transportation System Funding

Funding restrictions that often limit the ability to meet the local transportation system needs are usually more pronounced in fast growing cities. The City of Surprise is no different as it has limited resources to maintain an aging transportation system. There are typically insufficient funds to build new facilities needed to serve existing and projected development, and to maintain and operate the existing transportation system. Delays in routine maintenance can result in additional long-term costs to repair facilities. Long-term maintenance needs should be carefully considered before expansionary transportation efforts.

As challenging as it is to keep pace with the needs and growth of the transportation system, Surprise has fared remarkably well in achieving collaborative partnerships with other government agencies in the construction and/or planning of various transportation solutions and needs. While not an improvement to the city-owned facilities, a priority for Surprise's transportation network is the upgrading of the Loop 303/US 60 to a full system interchange. As currently constructed, this interchange has many cascading effects on the surrounding municipal roadways. This improvement would require the City to work closely with the Arizona Department of Transportation (ADOT) and the Federal Highway Administration (FHWA).



TRANSPORTATION PLANNING APPROACH

Surprise’s comprehensive approach to transportation planning looks at the City’s transportation through a systems lens. Each system of the transportation network—whether it be roads, transit, bicycles, pedestrians, trains, or truck routing—are all interconnected and affect one another in various degrees.

Roadways and Functional Classification

Roadways are typically characterized by their operational and physical characteristics along with access management together termed Functional Classifications. The Roadway Functional Classification Plan shown in Figure 5.1 depicts the Roadway Functional Classification Plan under the full “build-out” condition in the Surprise MPA at the 2040 horizon of this General Plan. Table 5.2 gives a mileage and percentage breakdown road types in the full “build-out” scenario.

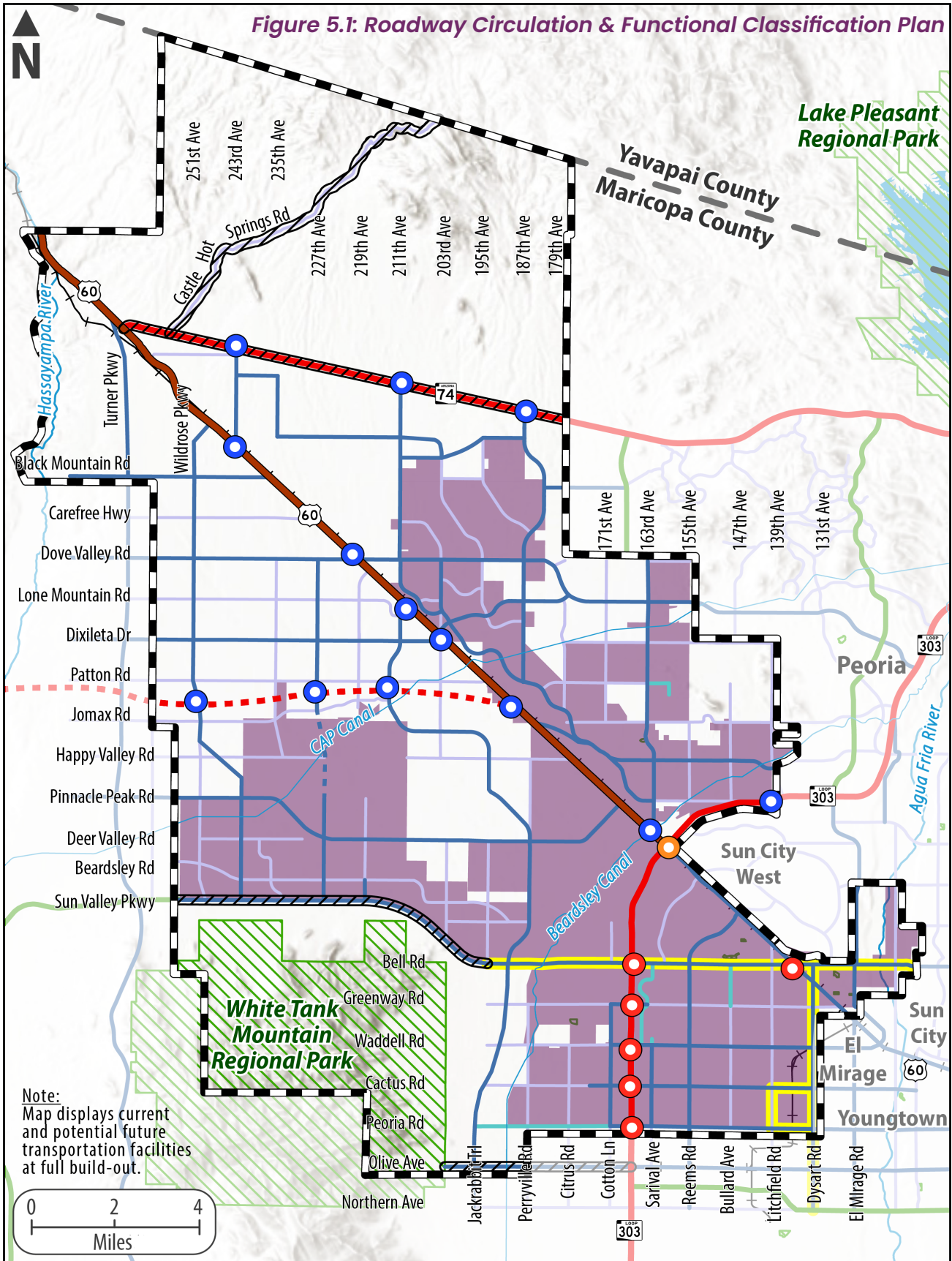
Table 5.2: Functional Classification by Type

Surprise Road Type	Miles	Percent of Total Miles in Surprise
Freeway/Highway	21.52	5.53%
Major Arterial	160.11	41.14%
Modified Arterial	8.53	2.19%
Minor Arterial	199.02	51.14%
Total	389.18	100%

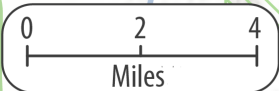
Source: City of Surprise

The Roadway Functional Classification Plan has more 6-lane major arterials than in previous years. Adhering to strong access management policies on major arterial roadways will increase the operational performance of these facilities which in turn will create an opportunity for current two-lane roads along section lines to be up-sized to 4-lane minor arterial roadways. Typical roadway cross sections can be found in the City’s Engineering Development Standards (EDS) as the cross-section details can be modified from time to time. A full description of characteristics for each roadway type in the Functional Classification Plan can be seen in Table 5.3.

Figure 5.1: Roadway Circulation & Functional Classification Plan



Note:
Map displays current and potential future transportation facilities at full build-out.



Legend

- Surprise City Limits
- Surprise Planning Area
- County Boundary
- Regional County Park
- Scenic Corridor
- Parkway
- Rail Line
- River
- Canal

Surprise General Plan 2040 Functional Classification
(Planned by 2040 = Solid; Proposed Corridor Preservation = Dashed)

- Highway
- Freeway
- Major Arterial
- Modified Arterial
- Minor Arterial
- Designated Truck Route

Interchanges

- Existing
- Proposed
- Interim

Source:
City of Surprise



Table 5.3: Roadway Functional Classifications

Roadway Type	Description	Number of Lanes	Target Operating Speed
Freeway/ Highway	Freeways and highways are divided facilities that are designed to carry large volumes of high-speed traffic and serve long, regional trips. Freeways have full access control (highways do not); with entry and exit restricted to grade-separated traffic interchanges.	4 or more	45 – 65 mph
Major Arterial	Major arterials are designed to move high volumes of traffic over substantial distances but may also provide direct access to adjacent properties. In the Valley, arterial streets are usually located on one-mile section lines and intersections are at-grade	6	45 mph
Minor Arterial	Minor arterials are similar to major arterials but with somewhat lower design requirements.	4	35 – 45 mph
Modified Arterial	Modified Arterials are designed to carry moderate volume of traffic but design criteria are modified due to unique constraints.	4	35 – 45 mph
High Volume Collector	High Volume Collectors are four-lane divided roadways designed to carry more volume than other collectors from commercial and residential uses to the arterial network.	4	25-35 mph
Commercial Collector	Collector streets are designed to carry lower traffic volumes for shorter distances while providing direct access to commercial land uses.	2	25-35 mph
Residential Collector	Residential Collector roadways are designed to carry lower traffic volumes for shorter distances while providing direct access to residential communities.	2	25 – 35 mph
Local Street	Local streets provide access directly to local property and are not designed to accommodate through traffic.	2	25 mph

Source: City of Surprise





The following categories are included in the City of Surprise Roadway Functional Classification System Plan as shown in Table 5.2.

Scenic Corridors

The Scenic Corridor is a special overlay designation designed to protect and enhance the byway's intrinsic qualities and character that define their scenic corridor. The four Scenic Corridors in the Surprise MPA are: Olive Avenue, Sun Valley Parkway, Carefree Highway, and Castle Hot Springs Road. Specific design character guidelines are recommended to be developed for each Scenic Corridor. The Scenic Corridor designation is intended to:

- Preserve the native vegetation and unique visual characteristics of the corridor
- Encourage buildings and other structures to adapt to the terrain in placement and appearance, avoiding excessive cuts and fills.
- Encourage the use of open space buffers separating the roadway from buildings
- Encourage the use of southwestern architectural styles that reflect the character of the Sonoran Desert
- Maintain the natural state of washes at necessary crossings
- Encourage plant species and densities to be consistent with the surrounding landscape character of the specific location
- Encourage the use of muted or low-level lighting to help minimize nighttime glare
- Encourage signage design that is context sensitive

Designated Truck Routes

The movement of freight and goods in Surprise and the region is supported by infrastructure used by integrated freight modes consisting of trucks on roadways, rail, and railroads. Commercial goods movement must be optimized to maintain and improve the region's economic competitiveness while minimizing potential negative impacts to the transportation system and neighborhoods.

The overall intermodal freight system and infrastructure is owned and operated by public agencies and private businesses. While the system is intended to support the goods movement/freight requirements for the City of Surprise and the region, it is important to also note that this infrastructure also supports Surprise's role in the nation's supply chain and business trade.

There are five arterial roadways that also serve as designated truck routes in Surprise. Bell Road, Dysart Road, Cactus Road (from Litchfield Road to Dysart Rd. only), Peoria Avenue (from Litchfield Road to Dysart Road only), and Litchfield Road (from Cactus Road to Peoria Avenue) are designated truck routes to facilitate the movement of goods primarily from the Skyway Business Park and Railplex area to the Loop 303 and Loop 101 freeways. The bridge crossing of the Agua Fria River on Olive Avenue has moved truck travel away from the Bell Road commercial retail area in recent years.

Freight Rail Service

Freight rail service is operated by the Burlington Northern Santa Fe (BNSF) railroad parallel to the Grand Avenue/US 60 corridor with a branch to the Railplex area in Surprise.





Alternative and Emerging Transportation Modes

In keeping with a comprehensive approach to transportation planning, the City of Surprise looks to take an active role in providing the framework for the use of and shift toward established and emerging alternative transportation modes. These not only include electric vehicles (EVs) but also modes such as autonomous vehicles, ridesharing, bikesharing, e-scooters, and other shared mobility and micromobility options.

While these modes use the same vehicles that already move along the transportation network, their operations can require policies and infrastructure for effective and efficient use in the City. Implementation and permitted use of these modes should be compatible with local policy goals as determined by community consensus. The City of Surprise can enact policies that address safety features and appropriate infrastructure for these alternative transportation modes. For example, street design may need to be altered in order to ensure these modes can operate while being compatible with existing pedestrian needs and multiple community goals. Another example is designating areas for parking or docking micromobility vehicles. For instance, EV charging stations could be promoted in new commercial centers and industrial projects.



The Roadway Network and Overall Infrastructure

In seeking to become a better connected city, Surprise must give thoughtful consideration to keep to the relationship between its Roadway Functional Classification Plan and Character Area Plan at the forefront when considering new development for approval. This relationship is crucial since the public right-of-way carries not only roads but also above ground and below ground public utilities, including sidewalks, water lines, sewer lines, and streetlights among others not owned or operated by a municipality. A city that enacts an expansion-first policy for its roadway network can often lead to urban sprawl and escalating infrastructure maintenance expenditures. These rising maintenance costs from new infrastructure become especially apparent decades after initial implementation and can strain the financial outlook of a municipality.

Having this background knowledge, the City of Surprise can develop a mindset that encourages growth patterns that follow a logic of adjacency to existing development and infrastructure. Future decisions along these lines can lead to Surprise being able to maintain an overall efficient municipal infrastructure system, contain urban sprawl, and preserve the surrounding desert environment.





CURRENT AND FUTURE TRANSIT PLANNING

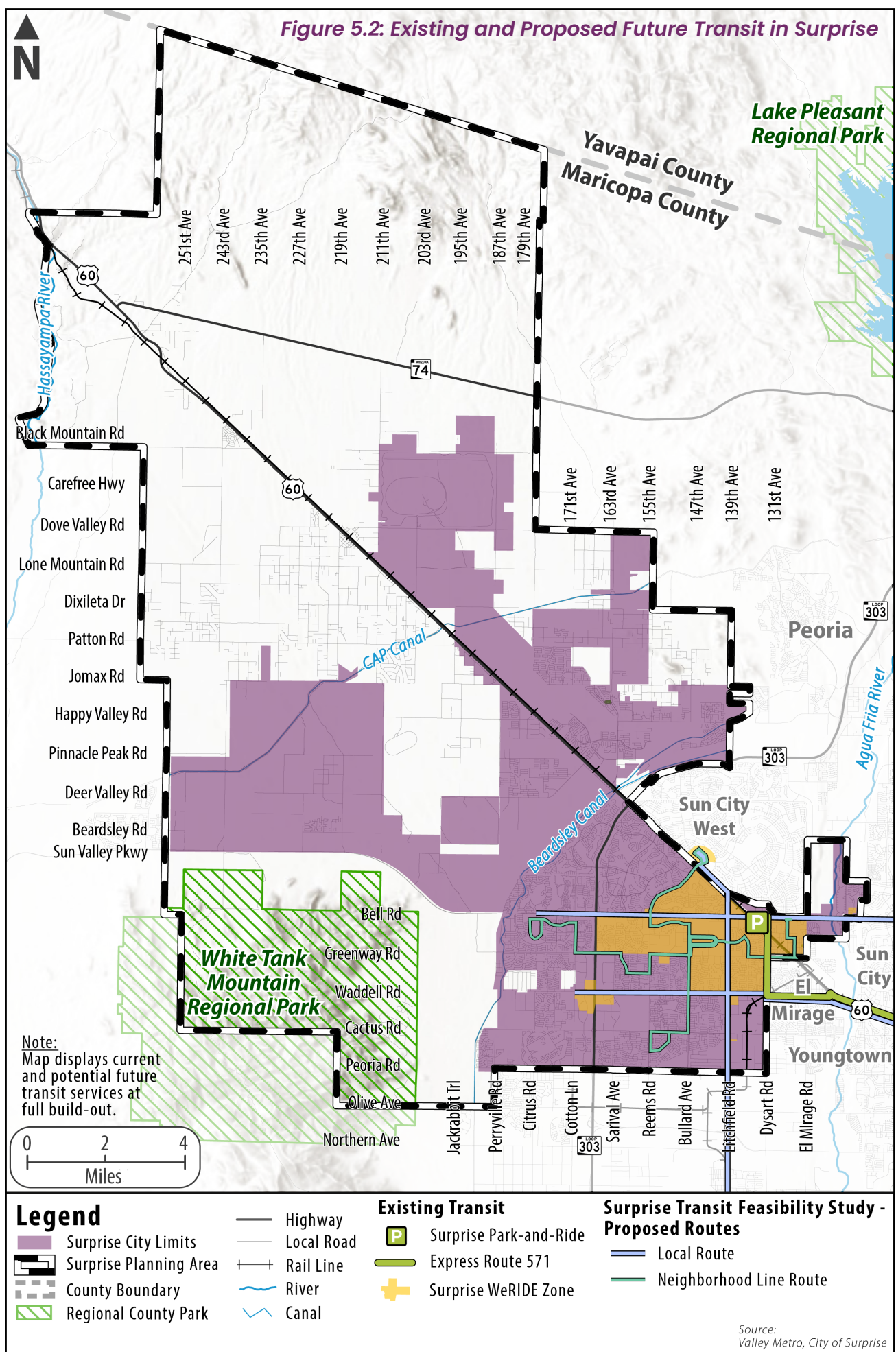
In April 2023, WeRIDE Surprise began as a new on-demand shared ride pilot program with Valley Metro, First Transit, and the City of Surprise working in partnership to serve an 8-mile zone in Surprise. The service pairs multiple passengers heading in the same direction in a single vehicle that fits up to five passengers. The rides come at an affordable price and operate like popular, private, on-demand services. WeRIDE Surprise has initiated its service in the community within a zone where a higher percentage of zero car and low-income households reside. Virtual stops are visible on the WeRIDE app, but unlike traditional public transit stops, these virtual pick-up and drop-off locations have been selected so that riders in the zone will only need to walk about 5–10 minutes or less to reach them. Virtual stops will be located around neighborhoods at community mailboxes or parks, as well as shopping centers, medical facilities, recreational locations, and community spaces. The current WeRIDE service zone encompasses the Original Town Site, the Bell Road Corridor, the City Center, Banner Del Webb Medical Center, and the Prasada along with the Orchards, Mountain Vista Ranch, Northwest Ranch, Kingswood Parke, Sierra Verde, Royal Ranch, Litchfield Manor, Roseview, and West Point neighborhoods.

Surprise was a stakeholder with MAG and Valley Metro in the preparation of The City of Surprise Transit Feasibility Study in 2018. This report investigated the City's current and future transit needs. The study provided short-range and long-range transit recommendations. These recommendations include extensions of two current Valley Metro bus routes into Surprise on Bell Road and Waddell Road, respectively, and the implementation of a local transit route on Litchfield Road and two new neighborhood circulator routes primarily on Greenway Road and Bullard Avenue. The likelihood of these fixed-route circulators could be altered following the full results of the 2023 West Valley Flexible Transit Study. Figure 5.2 shows the existing and potential future transit route servicing Surprise.

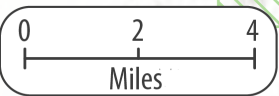
Explore More:

The Engineering Development Standards (EDS) are another tool used to ensure that development, especially transportation facilities, occurring in Surprise is of the highest quality and implements the goals of the General Plan.

Figure 5.2: Existing and Proposed Future Transit in Surprise



Note:
Map displays current and potential future transit services at full build-out.



Legend		Existing Transit		Surprise Transit Feasibility Study - Proposed Routes	
	Surprise City Limits		Highway		Surprise Park-and-Ride
	Surprise Planning Area		Local Road		Express Route 571
	County Boundary		Rail Line		Local Route
	Regional County Park		River		Neighborhood Line Route
			Canal		

Source:
Valley Metro, City of Surprise



Transit Oriented Development

In order for transit to be successful, the City of Surprise needs to create a more “transit friendly environment” in which transit has a better opportunity to succeed. One aspect of this is to provide for denser, mixed use development that will support travel by transit. Another aspect is to provide the physical facilities that result in a better operating environment for transit, such as bus pullouts, park and ride lots, signal prioritization for transit vehicles, and improved access to transit for pedestrians and bicyclists.

Implementation is dependent on the close coordination of land use and transportation planning. The relationship between transit and land use focuses development in concentrated rather than linear patterns adjacent to transit stops and stations. Transit investments are directed to link these transit supportive areas to provide people with an attractive option to the single occupant vehicle. This will allow more people to live and work within walking distance of transit. The City of Surprise highlights the importance of supporting transit through land use development by including Transit Oriented Development as one of the Character Sub Areas in its Land use Character Area Plan.

Commuter Rail

The 2018 MAG Commuter Rail Study highlights the BNSF railroad corridor along Grand Avenue through Surprise as a future commuter rail line servicing the Northwest portion of the West Valley. The Grand Line would connect Wickenburg to Downtown Phoenix, passing through Wittmann, Surprise, El Mirage, Youngtown, Peoria, and Glendale along the way. While the plan is conceptual, two stops have been identified in the City, one stop northwest of the Loop 303/Grand Avenue junction and the other stop near the Grand Avenue/Bell Road interchange.

Explore More:

The MAG Commuter Rail Study (2018) illustrates the two stops in Surprise along the proposed regional commuter rail line

ACTIVE TRANSPORTATION PLANNING

Complete Streets

The notion of a “complete street” is to ensure that the design and construction of new roadways and retrofitting of existing roadways ensures that facilities for bicycles, pedestrians, and transit are recognized as integral to a properly designed and functioning street. Complete streets embrace the notion that all modes of travels are equally as important to mobility, health, and safety as a vehicular travel lane. Walking and bicycling foster safer, more livable, family-friendly communities; promote physical activity and health; reduce vehicle emissions and fuel use; and often increase property values in the areas they serve.

The City’s pedestrian network consists of sidewalks, trails, and street crossings. Surprise has many areas that are conducive to walking for recreation and transportation, particularly within the neighborhoods. The City of Surprise looks to encourage improvements to the pedestrian network in targeted areas of need, such as implementing pedestrian connections between neighborhoods and other areas. Some parts of the City are well served by an extensive sidewalk network and pleasant walking conditions. However, pedestrian connectivity along washes and canals is lacking and must be given significant attention.

The City of Surprise requires sidewalks on both sides of the street along all public streets as part of new developments. Additionally, every attempt should be made to retrofit existing developed areas to add sidewalks and curb ramps to meet current standards. This issue has been noted extensively in public comments related to pedestrian-oriented transportation and access.



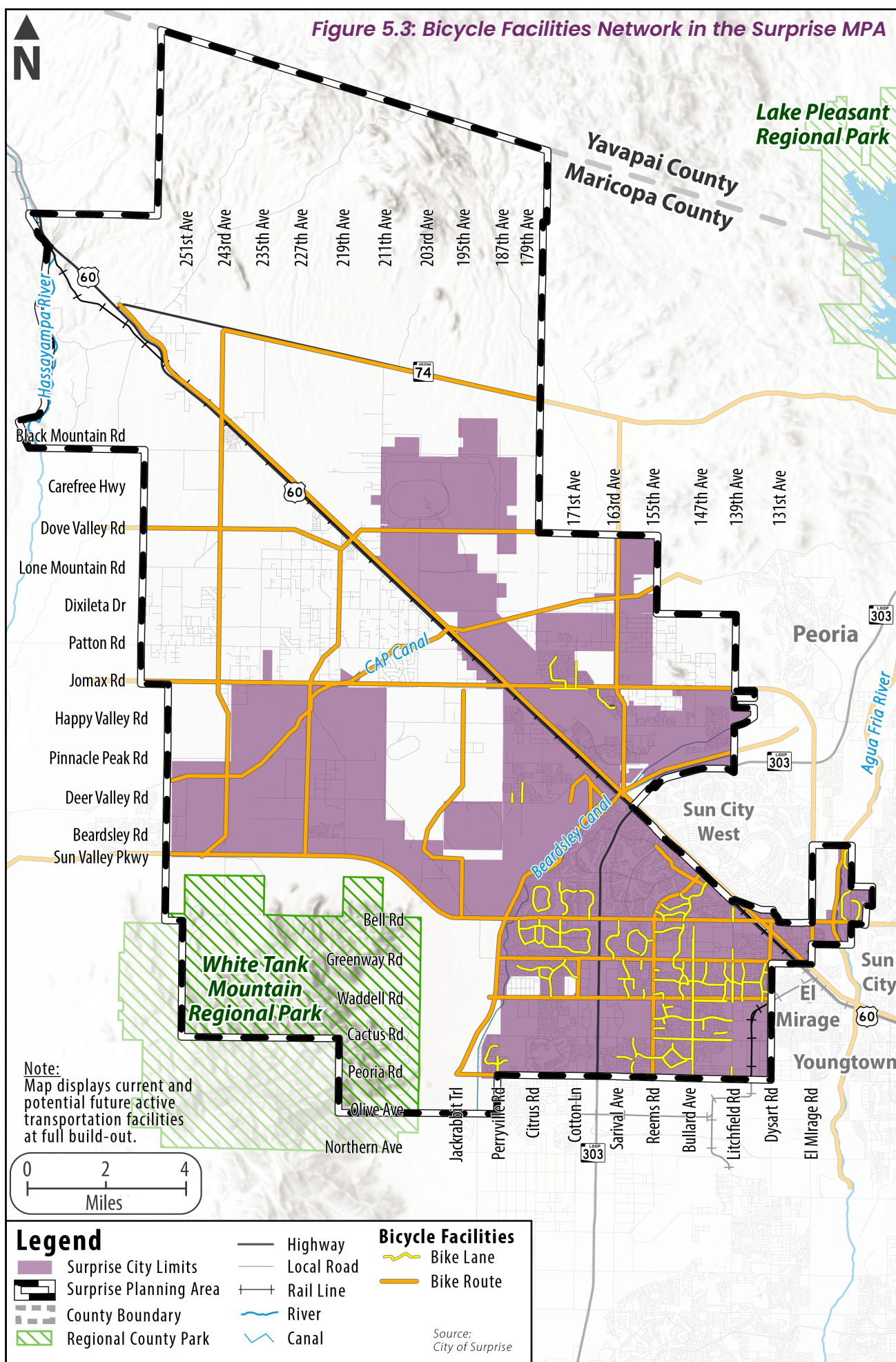
Bicycle Facilities Network

There are currently over 98 miles of dedicated bicycle lanes in Surprise. The existing bicycle lanes are concentrated in the developed portion of Surprise within the incorporated area of the City, southwest of Beardsley Canal. Recently completed roadway improvement projects on Greenway Road, Waddell Road, and Litchfield Road have included dedicated bicycle lanes as Surprise seeks to enhance its multimodal transportation facilities and capabilities. The current and proposed facilities of the bicycle network in the Surprise MPA are shown in Figure 5.3. Refinement of this network is expected in a future City of Surprise Transportation Master Plan.

There are three types of bike facility designations:

- **Bike lanes**: Bike lanes are within the roadway, next to the curb. Bike lanes are proposed for collector streets and minor arterial roadways with or without on-street parking. Bike lanes are striped with appropriate signage.
- **Multi-purpose paths**: Multi-purpose paths are behind the curb and sized to accommodate both bicyclists and pedestrians. Multi-purpose paths are proposed for major arterials, and they should also be provided along washes and natural corridors through all developments whenever possible.
- **Bike Routes**: Bicycles are allowed to operate on all Arizona roadways where they are not prohibited by the State Engineer (currently only the Valley Freeway System and Interstate-10 between Phoenix and Tucson). Bicycle routes are roadways which have no bike lane designated within the roadway but which are accepted recreational bicycle corridors of regional significance.

Figure 5.3: Bicycle Facilities Network in the Surprise MPA





GOALS & POLICIES

Goal 5.1

Develop a complete transportation network to support desirable patterns of development

There is a complex relationship between roadways and adjacent land uses. As the City continues to grow, the transportation network must work in conjunction with the land use plan. The City will strive to integrate existing and future land uses with roadway system design, operations, and aesthetics in a manner that aligns with the character of the neighborhoods that these roads serve.

Policies

1. Maintain the Surprise transportation system to serve current and future needs and protect the investment in the City's roadways, utilizing the MAG roadway construction standards and specifications.
2. Prioritize opportunities to restore and reconnect the traditional street grid by plan for the one mile spacing of arterial roadways in Surprise to the extent possible for improved access across the City in both north-south and east-west directions.
3. Maintain strong access management policies for incoming development accessing major arterials and parkways. To the extent feasible, promote internalized driveways for limiting driveway access onto arterials to enhance the operations and capacity of these roadways in order to reduce the need to expand system capacity in the future.
4. Ensure that the local transportation system is fully and effectively connected to the regional transportation system by supporting construction of regional freeways to provide improved access between Surprise and the region.
5. Develop, monitor, and update a Citywide Transportation Master Plan to ensure the orderly development of the City's arterial and collector roadway system.



6. Collaborate with existing properties with approved PAD's to equitably evaluate the updated Functional Classification Plan to make adjustments to approved PADs that will accommodate modifications to proposed alignments and rights-of-way widths.
7. During the approval process, ensure that proposed developments demonstrate that there are adequate transportation facilities or plans to provide the necessary facilities needed to serve the proposed new development. The City shall also initiate and/or require development applicants to prepare and/or update master plans and strategic plans as needed to prepare for infrastructure needs and financial resources to serve growth.
8. Strive to integrate land use and roadway compatibility decisions per suggested measures outlined in the Implementation chapter of the General Plan by encouraging land use patterns that reduce the amount of external travel by developing neighborhoods where mixed use centers and services are easily accessible from residences and revise subdivision regulations to include connectivity standards and guidelines that require greater street connectivity, providing allowances for pedestrian and bicycle connections when street connectivity cannot be made.



9. Strive to protect neighborhoods and the environment from adverse effects of transportation facilities by ensuring the design of such facilities are done in a fashion which is environmentally sensitive to our desert, mountains, scenic corridors, open spaces, and neighborhoods, including promoting the design of streets with context-sensitive landscaping, with low water usage plants, to help improve the community aesthetics.
10. In order to support freight movement in and through the community, the City of Surprise looks to:
 - Partner with BNSF railroad to identify a comprehensive intermodal transportation network to serve the daily needs of a future BNSF logistics facility
 - Partner with ADOT to identify coordinated access management and turning movements onto US 60
 - Promote freight truck traffic through an internal collector roadway that segregates truck trips from adjacent planned residential communities
11. Ensure long term planning and development that occurs in and around Luke Air Force Base Auxiliary Field #1 considers the ability to support alternative operations if and when current military mission applications change.
12. Update the capital improvement plan (CIP) for priority roadway projects to make investment choices that assist in the construction and preservation of roadway facilities and recommended greenway trails that support employment growth areas and residential growth areas identified in the General Plan.
13. Investigate alternative funding options (especially all applicable state and federal grants) for the design, construction, operation and maintenance of transportation facilities and services in Surprise.
14. Continue to develop and maintain strategic partnerships with Arizona Department of Transportation, Maricopa County Department of Transportation, the Maricopa Association of Governments, the Regional Public Transit Association, and adjacent jurisdictions for regional projects and services that benefit Surprise.

STRATEGIC PARTNERSHIPS

- With ADOT and the City of Peoria, Surprise will prioritize the need to establish a partial interchange on the Loop 303 at Litchfield Road.
- With ADOT, MCDOT, and the City of Peoria, Surprise will coordinate the extension of Jomax Road from US60 to Happy Valley Road, and for a future traffic interchange with the Loop 303.
- With MAG, MCDOT and the City of Peoria, the City will continue to emphasize the need for east-west major arterial roadway bridge crossings of the Agua Fria River to support anticipated growth. Bridge crossings at Olive Avenue, Happy Valley Road and Lone Mountain Road are preferred crossings to service growth at a timeframe complimentary to development proximate to these areas.
- With ADOT, MAG, MCDOT, and FHWA, Surprise will preserve a 350-foot right-of-way for the future White Tanks Freeway as designated in the Functional Classification Plan.
- With ADOT, MAG, and MCDOT, Surprise will strive to find efficient means to transport truck traffic in a manner that minimizes the impacts upon residential and pedestrian oriented land uses through requiring the use of collector roadways or frontage roads for warehouse and distribution uses land uses along the Loop 303 corridor in order to promote the guided direction of freight truck trips.
- With regional agencies and adjacent communities, Surprise will continue to coordinate and cooperate in order to assure continuity of roadway, transit, and alternative modes of travel across jurisdictional boundaries.
- With the Flood Control District of Maricopa County, Maricopa County, and MAG, Surprise will explore additional opportunities to work with adjacent communities to ensure bicycle and pedestrian network continuity across jurisdictional boundaries.



Goal 5.2

Promote safe movement of people, goods, and vehicles across all modes of travel

The ongoing development and growth across Surprise presents the opportunity to plan for a variety of transportation options to connect the city. Surprise will develop and promote a balanced, multimodal transportation system that sustains a mix of vehicular, bicycle, pedestrian, transit, micromobility, and freight trucking options to ensure safe movement and efficient linkages of all people and goods in the city.

Policies

1. Apply concepts of “complete streets” that support and encourage walking, bicycling, and transit use while promoting safe and effective operations for all users, through guidance from the MAG Complete Streets Guide.
2. Require developers to design and construct safe and convenient pedestrian and bicycle connections that meet or exceed national best practices in order to internally and externally link residential uses to nearby commercial uses, schools, parks, transit stops, and adjacent neighborhoods.
3. Develop, monitor, and update a Citywide Bicycle Development Plan that promotes bicycle programs that encourage education, safety, and enforcement.
4. Create non-vehicular connections between housing and senior centers, childcare centers, preschools, youth centers, and other community facilities to provide opportunities for intergenerational connections. Additionally, a nonmotorized mobility network should be recommended along the newly recognized greenway system to further a comprehensive walking and biking network in Surprise.
5. Encourage businesses and employers to provide bicycle support facilities such as locking bicycle parking areas, lockers, and showers at commercial and industrial facilities.



6. Provide and expand transportation demand management strategies and long-range plans to help reduce traffic congestion and encourage alternative modes of travel that include transit planning as an integral component, which takes into account the wide variety of transportation needs of the entire community.
7. Pursue a citywide local transit system that connects homes, businesses, schools, and employment centers in Surprise.
8. Integrate local transit systems in Surprise with the regional transit system, including mass transit options such as passenger rail and collaborating with regional agencies to ensure that in Surprise there is appropriate transit service frequency and connectivity to the region overall.
9. Implement transit priority, circulation improvement measures, and design techniques to ensure increased transit access and ridership, such as supporting the provision of high frequency transit service and capital investments to benefit high density/growth intensity areas.
10. Promote the design of walkable, inclusive communities in new developments, especially as part of all Original Town Site development.
11. Improve pedestrian, bicycle, and micromobility safety throughout the neighborhood, especially in areas where children play and walk to school.



Goal 5.3

Relieve vehicular congestion

Traffic is a concern for many Surprise residents. Beyond supporting alternative modes of travel, the design of roadways and the level of connectivity those roads have plays a major role in ensuring for a more efficient and convenient system. To achieve residents' desires for a reduction of vehicular congestion, Surprise will support a high level of connectivity between neighborhoods and destination centers.

Policies

1. Design roadways and intersections to achieve a Level of Service (LOS) C or greater and maintain no less than a LOS D on all public streets.
2. Maximize the effective use of roadway capacity by managing access to arterials and assuring a high level of cross access between adjacent developments by encouraging and requiring shared access driveways.
3. Utilize technologies such as Intelligent Transportation Systems (ITS) to maximize the capacity and efficiency of the transportation system.
4. Identify and prioritize freight truck infrastructure projects that are needed to maintain mobility and enhance Surprise's (and the region's) economic competitiveness.
5. Strive to improve traffic flow by completing missing and incomplete links in the arterial network and/or other projects specifically detailed in the capital improvement plan (CIP).
6. Keep the rate of travel time increases below the growth rate of traffic volumes under the Character Area land use planning approach.
7. Partner with MCDOT to accept the recommendations of the Capacity Study to promote the capacity expansion of roadways such as El Mirage Road and Sun Valley Parkway that provide regional connection to and from Surprise and have experienced significant increases in average daily vehicle trips over the past several years.





Goal 5.4

Plan for emerging transportation technologies

Emerging transportation modes and services, including micromobility, bike-sharing and e-scooters, ride hailing, electric and autonomous vehicles, and public transit innovations, can affect travel activity, affordability, and overall infrastructure design. Surprise will continue to collaborate, assess, and program the supporting infrastructure needed to realize those technologies that most appropriately improve efficiencies and better ways of moving people or goods across the city.

Policies

1. Provide preferential parking for alternative fuels vehicles, including electric EVs.
2. Support safe and convenient public connection points for EVs throughout the city.
3. Develop and Enforce laws regulating the use of EVs, micromobility services, ride hailing, autonomous vehicles, bike sharing, and e-scooters.
4. Support infrastructure for EVs, micromobility services, ride hailing, autonomous vehicles, bike sharing, and e-scooters to service residents and tourism visitors in Surprise.
5. Plan for emerging needs in land use planning and development design likely to occur with increased autonomous vehicle and ride hailing usage.

Explore More:

WeRIDE Surprise provides on-demand shared rides and operates like other popular, private, ride share services. The program is currently in the pilot stage operating in a select service zone with a higher percentage of zero car and low-income households





6



A SUSTAINING ENVIRONMENT

Surprise values thoughtful development, resource conservation with a secure water future, and appropriate infrastructure provisions that take financial, social, and environmental impacts into account to secure a resilient and adaptive future for all.



A Sustaining Environment

INTRODUCTION

As Surprise continues to grow and develop, an important challenge it faces is achieving a more sensitive balance between urban growth and the environment that is necessary to sustain the quality of life for its residents and the healthy flourishing of the natural ecology. One of the major consequences of growth and development is the encroachment on the environment. For the City of Surprise, growth has consumed significant land areas in the past and is expected to continue in the foreseeable future as population continues to increase in its planning area.

The purpose of Surprise valuing a sustaining environment is to reaffirm the City's commitment to minimize and mitigate the impact of urbanization on the natural environment in order to sustain, protect, and enhance the natural resources in the community. Components of a sustaining environment include conserving resources, mitigating risk from natural processes, managing energy use, and emphasizing the protection of available water for the future.

Beyond acting on behalf of the needs of the natural environment, the City must use a systems approach to sustainability, also taking into account the economic and social needs of the community. An aspect of this is the realization of the finite nature and rising costs of natural resources, especially in terms of energy, water, and general municipal growth and development. Financial sustainability is a key consideration when seeking to balance the cost of development and the cost of preservation.

DID YOU KNOW?

The City of Surprise Water Reclamation Facility currently has the capacity to treat 12.8 million gallons of wastewater per day using an oxidation ditch treatment process to produce Class A+ reclaimed water.





PLANNING DISCUSSIONS

Environmental Planning Factors

The existing natural environment possesses its own inherent values and qualities that should be preserved. Therefore, an important piece of the planning process is to give natural environmental amenities appropriate consideration in urban development along with economic and social considerations. At the national and state level, environmental planning has given rise to policies and controls dealing with air, noise, water quality, and other forms of urban impact on the natural environment as well as the regulation of energy production and risk reduction from natural hazards.

Air Quality

Air quality is vital to the overall health of the environment and the attractiveness of any locality. Three air pollutants of continuing concern are particulate matter (PM-10 and PM-2.5), ozone, and carbon monoxide. The Phoenix Metropolitan Area continues to be a maintenance area for PM-10 and PM-2.5, as well as carbon monoxide, while the metro area is currently a Nonattainment Area for ozone. Collectively as a region, the jurisdictions of the Phoenix Metropolitan Area have been working with the Arizona Department of Environmental Quality, Maricopa County Air Quality Department, and the Environmental Protection Agency on monitoring and reporting in relation to regional plans to improve air quality through emissions testing, fuel standards, improved traffic signal systems, and summer fuel reformulation. Surprise's active involvement in the Maricopa Association of Governments and support of the implementation of the multi-jurisdictional air quality plan will continue to be important for advancing air quality improvements.

Noise

The primary source of regular noise pollution in the City is from transportation, especially vehicular traffic on the roads. Future development within the Surprise MPA will result in new roads and increased traffic volumes, thereby increasing the noise exposure level for all adjacent areas. Additionally, continued growth of the City, residential as well as commercial and industrial uses, will further increase traffic and noise levels throughout the City. The predominant noise source in Surprise is motor vehicle traffic on SR 303 and US 60. Increased traffic on both these corridors can be expected to increase the noise exposure for sensitive receptors along these thoroughfares. Major arterial streets with substantial noise levels include Bell Road, Sun Valley Parkway, 163rd Avenue, and Jomax Rd.

Surprise is traversed by two railroad alignments owned by BNSF. The two lines carry freight traffic through Surprise. The infrequency of the train activity results in loud, but sporadic noise events, and therefore, does not have a significant effect on overall noise levels in Surprise.

Luke Air Force Base (AFB) noise contours impact the southern portion of the Surprise MPA as well as around Auxiliary Field #1. Locally based aircraft account for 97 per cent of flight operations at the Luke AFB airfield. Transient and deployed aircraft conduct the remaining three per cent of operations. Arizona Revised Statutes (ARS) Sec. 28-8461 defines a “territory in the vicinity of military airports,” within which the law requires disclosure to property owners that they are within the territory of a military airport, and the noise attenuation required for structures within the 65-decibel noise contour applies to entire area.

Water Quality

The City uses various treatment processes to meet the required rules, regulations, and permit requirements to use, store, and serve water. Recent reports have found no contaminant violations in Surprise’s water supply.

Most of the unincorporated developments in the Surprise MPA developed without water and sanitary sewer lines. This has resulted in residents in these rural areas relying on groundwater pumped from domestic wells and on-site disposal systems. Groundwater for drinking water purposes requires deep wells and new state-of-the-art water treatment to meet regulatory requirements. The natural quality of deep or confined aquifers tends to be less variable than shallow groundwater. The continued absence of sanitary sewer lines in the unincorporated areas and the newly incorporated areas will result in shallow soil degradation due to higher wastewater volume flowing through on-site disposal systems.

As urban development gets closer to these unincorporated areas, line extensions may minimize the negative impacts on the shallow groundwater. Currently there is no evidence as to the leaking of any underground storage tanks in the Surprise MPA. Some groundwater quality problems are a consequence of leaking underground storage tanks which housed petroleum products or other hazardous materials.



The City of Surprise, as an operator of a municipal storm drain system, has prepared a Stormwater Management Program. The plan acts as the City's permit, describing actions that include best management practices, measurable goals, and timetables for implementation of five minimum control measures as follows:

- Public education and outreach.
- Illicit discharge detention and elimination.
- Construction site stormwater runoff control.
- Post construction stormwater management.
- Pollution prevention for municipal operations.

The Clean Water Act (CWA) is the cornerstone of surface water quality protection in the United States. The statute employs a variety of regulatory and non-regulatory tools to reduce discharge of pollutants into waterways, to finance municipal wastewater treatment facilities, and to manage polluted runoff.

Nature Conservation Conditions

Natural & Biological Resources

The location of Surprise in the Sonoran Desert places the residents of the City in the world's most biodiverse desert. The significance of ecologically rich and diverse plant and wildlife communities, the area's precious water and air resources, and productive open-air resources contribute greatly to the City's quality of life. The City recognizes the need to contribute to the protection of native plants and animals, and their habitats before their populations are so low that they must be listed as threatened or endangered under the State and Federal Endangered species acts and will provide protection to special status species.

Ecological Critical Areas

Ecological critical areas seek to set aside land to protect natural resources and environmental processes from human disturbance. Examples of these areas include McMicken Dam water impoundment area, hillsides, major washes, and wildlife corridors. Land in its natural state can balance protecting wildlife habitat and the needs of the overall ecosystem while still offering recreational opportunities in the form of nature watching and photography. Surprise has the ability to offer its natural landscapes and wildlife to attract limited and conservation-focused eco-tourism that can contribute to the local economy.

White Tank Mountains

The White Tank Mountains encompass some of the best conserved natural and cultural areas in the greater Phoenix metropolitan region, featuring a large mule deer herd, mountain lions, javelina, petroglyphs, and Sonoran Desert plant life. The tens of thousands of acres of open space and natural habitat in the White Tank Mountains are conserved, permanently protected from development, and made more accessible for the public to appreciate and enjoy due to the great efforts of the White Tank Mountains Conservancy, which acts in stewardship of the property's wildlife, habitat, and other natural resources while providing environmental education and outreach. Within the mountains is the nearly 30,000-acre White Tank Mountain Regional Park that is managed by the Maricopa County Parks Department. The mountains offer outstanding recreation opportunities including hiking, biking, and horseback riding trails, as well as picnic and camping facilities.

Without proper planning, however, these parks and the mountains' other resources could become entirely surrounded and overwhelmed by development. Houses are already pushing to the edges of the mountains. Open space could ultimately disappear, and with more development and infrastructure filling in the valley, the natural connections that wildlife rely on for migration, forage, and genetic diversity could be cut off.

Water Resources for Surprise

Water supply within Surprise is one of the key factors for maintaining sustainable growth and allowing the City to achieve its long-term vision. Water management policies and practices, focusing on building a strong water portfolio, new water supplies, and a community-wide emphasis on water conservation are needed to achieve and maintain this goal. Maintenance of a dependable water system to supply good quality water will also continue to be an essential factor in defining Surprise's future health and prosperity. This general plan is intended to govern the provision of City water services within the general planning area.

Arizona is experiencing a 21+ year drought on the Colorado River system potentially impacting the City's continued ability to access its full water resource portfolio. To prepare for continued drought conditions and future population growth in Surprise, the City has developed a comprehensive Water Resource Management program that is detailed within the 2022 Integrated Water Master Plan – Water Resources Update (IWMP-WRU) which addresses water resource and water infrastructure planning for the future. This document, coupled with the supporting Surprise Water Conservation Program, serve as the City's guiding principles when considering future water resource and infrastructure needs. These documents consider current and future land use data in an effort to stay ahead of the demand curve.



Water System

As a municipal water service provider, the City has a defined service area and specific allocations and rights to groundwater and surface water supplies to serve this area. Twelve other water companies have rights to serve select areas within the Surprise MPA.

Table 6.1: Drinking Water Providers in Surprise

Drinking Water Providers	
City of Surprise	City of El Mirage
Beardsley Water Company	Brooks Water Utilities
Chaparral Water Company	Circle City Water Company
County Island	EPCOR Water
Morristown Water Company	Puesta del Sol Water Company
Saguaro Acres	Saguaro View
West End Water Company	

Source: City of Surprise

The City of Surprise currently manages its provision of water through three primary public water systems located within Special Planning Areas (SPA) 1, 2, and 3 within its overall service area. The supply for these water systems is comprised of 19 wells that are associated with 5 water supply facilities. To account for projected future growth, there are additional water supply systems and facilities planned within SPAs 3 and 4. Further, in addition to expanding the City’s water system as development occurs, the City’s water supply systems may require additional treatment facilities and other infrastructure should the City elect to directly deliver CAP water to its customers for potable purposes. These modifications may include construction of a water diversion facility on the CAP, a water treatment system, and a network of large water distribution pumps and pipelines.

Water Supply & Demand

The City currently holds a Designation of Assured Water Supply (DAWS) with the Arizona Department of Water Resources. The DAWS incorporates the water demands within the City’s water service area that are anticipated over the next 10 years, and then modeled over 100 years to ensure sustainability and resilience. The DAWS includes 24,250 acre-feet per year (AFY) that the City has demonstrated to be legally, continuously, and physically available for the 100-year timeline. The DAWS is required to be updated every 10 years so the City

can fully calibrate its water demands with its water supplies. The City uses the DAWS to ensure that development can be supported with the available water resources while respecting the committed water customers and their demands. The City's water portfolio includes the Colorado River water via a subcontract with the Central Arizona Project, effluent water, groundwater, and long-term storage credit. Surprise draws its public water supply from the West Salt River Valley sub-basin, through several well fields.

According to the 2022 IWMP-WRU, at full buildout, the City's ultimate water demand could range between 82,000 AFY to 128,000 AFY depending on the character and housing densities of future development. However, looking out to the planning horizon of this Plan, expected water demand at year 2040 is 22,600 AFY. Given the City's current allocation, acquisition of new water rights is fundamental to future development and growth.

To address long-term water needs, the City will continue its strategy of storage and recovery of renewable supplies via recovery wells to meet potable demands through the year 2050. This means that the City will continue to develop wells and the associated treatment, storage and pumping facilities required for groundwater production as the service area continues to expand. To establish a more long-term comprehensive water supply strategy, the 2022 IWMP-WRU identifies thirteen potential alternative water supply opportunities.

**Explore More:**

The 2022 Integrated Water Master Plan - Water Resources Update identifies service area demands, existing water supplies, and opportunities to expand the City's water portfolio.



These include additional groundwater use through enhanced aquifer management, additional surface water credits and/or direct treatment of CAP water, full use of available reclaimed water, transfer and use of water stored outside the Phoenix Active Management Area (AMA), and regional partnerships for the development of new water supplies such as brackish water, direct potable reuse, or desalinization.

As climate conditions across the West continue to change and regional drought mitigation efforts within the Lower Colorado River Basin evolve in response, more actions may be required to determine the impacts and potential mitigation measures the City will take to maintain a diverse, resilient, and sustainable water supply.

Water Conservation

The City of Surprise's future growth and development depends on proactive planning to ensure sustainable water access. Since the parameters for sources of water supply are generally finite, efforts to increase the efficient use of the City's existing water resources must be promoted and come from the demand side.

The City of Surprise will take measures to conserve its use of its water resources through policies that include a sensible consideration for the increased water demand from a rising residential population and a burgeoning local economy, such as evaluating water rates and reducing outdoor water use. The City will also provide education and encouragement to its residents and businesses of best practices for water conservation at the individual, household, commercial, and industrial levels. It is of vital importance that Surprise takes the lead in water conservation initiatives since future efforts to augment the water security for its residents and businesses will most certainly rely on a more complex and lengthy process of cooperation and coordination among municipalities, states, agencies, and other entities in the Southwest Region.

Resiliency & Hazard Risks

Risk Reduction from Hazards

While Arizona is known for minimal natural disasters, the region still faces regular-occurring hazards that present significant challenges to Surprise. With seasonal monsoon events, flooding can become a serious environmental hazard in Surprise. There are three major regulatory floodways in the community, the Agua Fria River, Hassayampa River, and the Trilby Wash, as

well as a number of other large washes, mostly located in the more rural areas west of the Beardsley Canal. Additionally, McMicken Dam provides flood protection for Surprise and other cities in the Valley by incorporating over 14 miles of flood retarding structure and over seven miles of an outfall channel that drains the dam to the Agua Fria River. The City can protect both property from flood hazards and prevent the washes from drying out through protecting the washes. These areas have also been identified as open space to provide additional recreational amenities. Developing adaptable resilient infrastructure in the future will be critical to hazard mitigation long term.

The number of wildfires has increased in recent years as a result of the persistent severe drought conditions. While not heavily forested, the desert landscape and mountains surrounding Surprise are threatened by potential wildfires impacting critical Sonoran Desert habitat and nearby residential development. Intentionality around residential and rural development in the fire prone areas of the MPA will play an increasingly important role in future hazard mitigation.

The damaging effect from ground subsidence can include gradient changes in transportation, utility, and flood control facilities. Because of the gradual, long-term nature of subsidence and settlement these phenomena do not pose a life safety hazard but do result in property losses. The effects of subsidence can create decreased groundwater storage capacity, change slope patterns (affecting irrigation, flood control, and drainage patterns), and cause damage to both surface and underground structures.

Human-induced hazards also pose a risk threat to Surprise. These tend to be related to the storage and transporting of hazardous material in the City. Clear procedures and processes have been developed in order to safely handle these materials, prevent the community's exposure to them.

The Emergency Operations Plan establishes a graduated emergency response system for disaster scenarios and actions for various City departments to ensure safety and security of Surprise residents. Calling upon different government agencies' responsibilities, the plan coordinates a unified response before, during, and after emergencies.

Explore More:

The Surprise Emergency Operations Plan is the community's plan for emergency preparedness, response, and recovery.



Extreme Heat Mitigation

The extreme heat during summer months can prove to be deadly to those without access to water and a cooled environment. Heat Surveillance Reports and monitoring are compiled from Maricopa County and consistently show peaks of heat related mortality rates during hottest times in the summer.

There are many ways to mitigate and adapt to high temperatures locally in Surprise and across the region. Key strategies include integrating shade and reflective materials into the built environment, implementing green stormwater infrastructure, planting more native trees and vegetation, preserving open space, and establishing cooling centers to provide critical heat relief on extremely hot days. Using these strategies in combination can enhance their effectiveness. For example, installing a permeable pavement parking lot that includes shade trees can extend the longevity of the pavement and reduce water demand for vegetation.

Hazardous Critical Areas

Hazardous Critical Areas are open space lands set aside from intensive development and at times, from public access to protect people and property from hazard. They are not suitable for open space development because hazardous conditions or public health and safety constraints exist. These include flood prone areas, earth fissure or land settlement zones, landfills and airport public safety zones surrounding the Luke Auxiliary Field #1.

Energy Considerations

Conventional Energy Sources

Power supply mostly comes from nuclear, coal, and hydroelectric powered plants owned by Arizona Public Service (APS) of Arizona. The transmission of power within the City is addressed by the APS transmission line network. Natural gas is provided by Southwest Gas Corporation.



Alternative and Renewable Energy Sources

Alternative and renewable energy sources (e.g. solar, wind, geothermal, and possibly solid waste) may be utilized for residential, commercial, industrial, and transportation-related development. Solar energy is more easily used in residential development. Most single-family dwellings in the City have solar retrofit potential. Some are already laid out to orient lots for ease of implementing solar power infrastructure.

Alternative and renewable resources may also supply energy in the future to the commercial and industrial sectors where cogeneration exists. Commercial enterprises which are not utility companies may lead the way in producing power from renewable energy sources.

Energy Conservation

The City's total demand for energy will increase with future population growth and development. Public and private planning decisions should promote energy management and efficient use of energy-related resources to ensure the community is served with a balanced mix of affordable energy supplies. Energy efficiency supports economic growth and development by freeing funds that otherwise would be spent on energy. Energy efficient development patterns also make the region less vulnerable to disruptions in the supply of conventional energy. Furthermore, diversity of energy supply can reduce the environmental costs of large-scale production and distribution.

Local Utilities in Surprise

The provision of infrastructure, utilities, and services, both private and public, is key to the continuing success of Surprise. The core utilities of water, wastewater, stormwater, waste, energy, and broadband systems must be expanded to meet current and new development needs as well as the creation of sustainable neighborhoods in the future. In the process of expanding these systems it is the city's desire to make the systems as efficient, environmentally friendly, and visually unobtrusive as possible. To achieve this, it will be necessary to work with private providers to plan for the needs of future technology. Well planned utility facilities can provide high quality service at affordable rates, to more customers with less infrastructure.

Sewer & Wastewater

Wastewater services in the City of Surprise are provided by both the City and EPCOR. Rural residences outside of sewer service areas will generally use septic systems until infrastructure is developed. The City of Surprise currently has two operating wastewater treatment plants. As the City develops, there will be a growing need for wastewater treatment. New treatment plants being built will need funding either through a municipal bond issue or started through developer funding of the project.



Reclaimed Water

The City has been producing and using reclaimed water since 2002. By using reclaimed water as a supply to recharge the aquifer first, the City has taken important and necessary steps toward its water conservation aspirations. The City also recognizes opportunities to utilize reclaimed water as a source for parks and lakes which will reduce the amount of water removed from the aquifers and treated to drinking water standards. The City is a member of the Central Arizona Groundwater Replenishment District (CAGR). In order to remain under the Designation of Assured Water Supply, the City currently recharges reclaimed water at the three WRFs and also utilizes its CAP Canal water allotment to recharge the aquifer at the Tonopah, Hieroglyphic Mountains, and Agua Fria recharge facilities.

Solid Waste

Surprise's growth will increase the quantities of both non-hazardous and hazardous solid wastes generated in the area. An effective and comprehensive long-range waste management plan for the region will ensure that storage, collection, disposal, and recycling of wastes occur in an environmentally and economically acceptable manner. Solid waste transfer and disposal facilities for Surprise are owned and operated by Waste Management while residential solid waste pickup and disposal are the responsibilities of the City. Currently, commercial and industrial waste is handled by private haulers, Parks and Sons. Hazardous waste is handled by a private contractor who is certified to handle hazardous material. At this time Waste Management owns and operates the Northwest Regional landfill and contracts the operation of waste transfer stations that provide service to Surprise residents.

On average, Surprise produces approximately 365,000 tons of waste every year. With a capacity of 92,000,000 tons, the Northwest Regional landfill has sufficient volume to serve Surprise until approximately 2090. To promote the lifespan of the landfill the City should educate residents to increase recycling by utilizing the drop-off services, lowering the amount of waste deposited in the landfill.

Public Works Operations Facility

In 2020, the City of Surprise finished construction on a new 44,000 square foot Public Works Operations Facility to consolidate in one facility street maintenance, trash/recycling, traffic signal and citywide vehicle fleet operations for supporting more efficient public safety fleet maintenance and storage needs. The facility includes climate-controlled indoor space to maintain public safety and other City vehicles; a vehicle wash facility and fueling station; and space for parking and circulation. It also includes a training room, break room, and locker rooms for staff. This new facility allows for the Solid Waste and Street Maintenance divisions to expand according to the future growth of Surprise.

Power

Electrical power in the City of Surprise is provided by Arizona Public Service (APS), Electric District 7 and Maricopa Water District. APS provides power to Arizona from power plants throughout the state. These plants operate on: nuclear, coal, natural gas, hydroelectric, combustion engine, and some solar. Surprise can acquire its power through the electric grid supplied by any of these means.

Renewable energy in the form of solar, wind, and water power is the direction being taken by many power providers to become more environmentally friendly and reduce dependence on fossil fuels. With its constant sun, Arizona is a prime location to develop solar power. The largest issue with developing solar energy is the initial cost of the infrastructure and the amount of land needed to provide enough energy to make the project feasible. The City of Surprise can work with APS to reserve locations for future solar or other power plants.

Just like water, power is a utility that large companies desire before they locate to a city. To aid in the development of large vacant lots or the creation of an employment park, the City of Surprise should work with APS to site local power plants or substations as needed to provide for the potential energy needs of these future companies.

Broadband

The City of Surprise is in the process of holistically looking at both fixed and wireless broadband capabilities on a Citywide basis. The City lags regarding broadband connectivity, upload speeds, and download speeds. However, the Federal Communications Commission (FCC) indicates in their published maps more than 94.9% of the population having broadband internet connections. Cox Communications and Lumen Technologies are the two primary providers of fixed broadband in the City. However, others such as Zona Wyerd are building out fiber networks within the incorporated limits. With regards to wireless broadband, cellular technology infrastructure continues to progress into Surprise through newer and more established carrier companies. The City is taking a proactive approach through: obtaining grant funding (City was awarded \$1.8 Million in 2023 to expand coverage within the Surprise Center and Original Town Site); broadband asset mapping, broadband master planning, creation of boiler plate tower lease agreements for City owned properties; coordinating with tower developers and carriers; leveraging relationships with the State Broadband Office, Arizona State University, the Sun Corridor Network and the Digital Equity Institute. To balance the broadband coverage with minimizing the visual impact, the City works with carriers to co-locate on existing structures and plan in advance for siting new towers in growth areas of the City.



COST OF DEVELOPMENT APPROACH

For the City of Surprise to be fiscally sustainable over time it will become necessary to review revenue and expenditures, maintenance and repair issues, and secondary costs to new development and redevelopment efforts. Fiscal responsibility comes not only from a balanced budget, but by using the municipal revenue streams wisely and for resident-driven purposes. Surprise has experienced rapid growth over the past two decades. In response to this, it will become necessary to budget more of the City's money for repair and redevelopment efforts of older neighborhoods and infrastructure. As new development comes into the City, decisions must be made to consider secondary costs in developing or redeveloping areas.

The following principles are important to consider related to funding new development:

- Establish level of service standards and determine to what extent existing facilities and infrastructure will support future development.
- Estimate the impact and requirements of new development.
- When possible, require new development to pay for its fair share of costs.
- Consider benefits and costs to future residents when developing financing strategies for infrastructure.

Revenue

Revenue for the City of Surprise is not only in the form of municipal taxes, bonds, fees, and grants. The City also receives funding from federal, state, and county agencies to perform necessary additions or expansions to services and infrastructure repairs.

Local Taxes

Local taxes are the largest source of general fund revenue. These revenues are generally reoccurring with little or no external restriction on their use. Examples of local taxes are sales, property, and franchise fees. As a relatively steady source of income, local taxes should be directed to provide for regular services and maintenance throughout the City, as well as assisting—but not relied upon—to pay for other budgetary needs such as capital improvement projects.

Bonds

Typically revenues falling under this category will be designated for specific uses. In most cases this revenue category is not a stable income stream and should not be used for regular maintenance and services. Revenue sources for this category may include:

General Obligation Bonds: General Obligation (GO) Bonds are similar to revenue bonds but are based on the full taxing authority of the municipality. The City of Surprise may bond up to twenty per cent (20%) of its secondary assessed valuation with an additional six percent (6%) available for special projects. Like revenue bonds, GO bonds must be approved by public vote. Use of GO bonds is similar to revenue bonds in that they should be used for capital improvements. They differ in payment arrangements. GO bonds are typically paid back through property taxes with little or no sales taxes used. Like revenue bonds these can be used for immediate finance needs as well as spurring development in select locations.

Revenue Bonds: Revenue bonds are a method of borrowing to finance service expansions. Bonding must be approved by a public vote. Bonds are typically used for capital improvements in the form of unexpected utility or roadway repairs, or intentional expansion to spur development in select locations. By building the infrastructure the ideal case will generate an increase in sales and property taxes, which will pay back the bonds and create more revenue for the City. The bonds are paid back through future revenues that are legally pledged to the issuer. Revenues generally utilized for debt service are privilege taxes (sales tax), Highway User Revenues Funds (HURF) (i.e., payments made to municipalities from state fuel taxes), and user fees.

Fees

User Fees: User fees are revenues associated with the provision of utility or public services by the City. Examples include sewer, trash collection, and parks and recreation fees. User fees are typically directed for regular maintenance and services and are a direct method of subsidizing or fully paying for the specific use charging the fee. In some cases, user fees may assist in the development of capital improvement projects.

Development Impact Fees: Fees that are established by the City based on the cost of expanding services to accommodate new development. These fees are then passed on to the builder as part of the cost of the development. Development impact fees are currently in use. Impact fees are narrow in scope (i.e. utilities, police, library, roads, etc.). The impact fee must be attached to a capital improvement project that is directly related to the development being built. These are one-time fees and cannot be used to fund regular service and



maintenance.

Grants

Grants: Grants are revenues awarded or given to the City for specific projects. These revenues typically come from federal, state, and county agencies but may also come from private parties. Often grants require an “in kind” payment where the City matches the grant with a stated percentage of its revenue. The “in kind” funds can be attained from any of the above funding sources. The City is currently aggressive in attempting to obtain grants for all purposes. Most often these grants aid in emergency services, and housing programs. Grants that are achieved by the City must be used for the specific project applied for.

Other Funding Mechanisms

Special Financing Districts: This revenue source establishes specialized districts to increase municipal revenues for a specific project. Finance districts are typically used for redevelopment purposes where the project can be paid for over time. Examples of projects are: sewer, water, streets, streetlights, and community centers.

Lease-Purchase Agreements: Lease-purchase agreements require the City to make an arrangement with a private or public entity to purchase an item or building. While interest is paid, the payoff period is typically for a shorter period than bonds and the municipality will own the project at the termination of the agreement. Various agreements can be made on the terms of the lease or purchase. This revenue source is most often used to provide for immediate items with a relatively low cost compared with bond purchase items. This may also be used for lease or purchase agreements for new facilities or services. Lease-purchase agreements are a method of financing capital projects that lessens the up-front costs to the municipality.

Expenditures

To ensure Surprise maintains a sustainable budget it is necessary to review what the City funds, as well as analyze the desired amount to be spent on services and maintenance. To become a truly full-service city, Surprise must conduct research on expenses for expanded recreation opportunities and services, as well as analyzing timing on these expenditures.

As new and expanded services are desired by residents, the City must review the total costs and determine future budgetary needs related to the services before implementing them. It is also important to keep in mind that not all new or expanded services can be provided by the City. In some cases analysis of costs may determine that a private service provider can establish the service

at a lower cost to the City than having the City provide the service on its own. In other cases the service may be in high demand by residents but cannot be placed into City expenditures due to its nature. Examples of this are federal and state projects like freeways and military expansions.

As Surprise continues to grow, determinations will have to be made on how the City will acquire or purchase what is necessary to create a full service city. Some of the items that budgets typically consider are land, manpower, equipment, facilities, buildings, and maintenance. Surprise has little experience with aging neighborhoods other than the Original Townsite. As some of the first planned neighborhoods age there will be an increase on the overall City maintenance load. Repair or maintenance of streets, streetlights, parks and more will need to be phased into the City maintenance schedules. Some neighborhoods are already beginning to enter this maintenance cycle while others still have several years. Future funding efforts will have to ensure a balance between new development and developments that have entered the maintenance cycle.

**Explore More:**

The Pavement Preservation Program is an annual program which identifies City streets that should receive appropriate treatment to lengthen the life of the street surface.



GOALS & POLICIES

Goal 6.1

Protect the health of our diverse environment

The planning area for Surprise is ecologically diverse. Surprise will research, promote, and incorporate innovative policies and practices that protect this diversity through environmental stewardship. The City will look to preserve and maintain the natural surrounding landscape in its planning area, including in the City's Growth Areas, so as to maintain the high level of environmental quality, water protection, and scenic amenities for all to enjoy.

Policies

1. Seek to retain its aesthetic values and heritage of the Sonoran Desert by being a steward of the land and environment within its planning area by:
 - Preserving significant areas of the desert as natural open space for both recreation and wildlife uses
 - Protecting historical and archaeological resources
 - Maintaining the scenic quality of the local vistas and other visual amenities
 - Integrating environmental quality protection into all phases of local planning, policy, and development, emphasizing environmental education for the community
 - Balancing the needs of municipal growth, open space preservation, heat island mitigation, and water conservation
 - Work with the Arizona State Land Department in exploring the benefits of development buffers adjacent to the boundaries within the Surprise Planning Area of the White Tank Mountain Regional Park



2. Work to improve the air quality and actively participate in achieving regional air quality standards through encouraging the reduction of transportation emissions and other sources of air pollution. This can include reducing City fleet emissions, improved traffic management, circulation system improvements, alternative transportation modes, and reducing particulate pollutions from other sources.
3. Preserve wildlife ecosystems, sensitive habitats, and protected species' habitats by implementing comprehensive management strategies for enhancing wash corridors, studying stormwater recharge design alternatives, and discouraging mass grading of large parcels.
4. Strive to protect and maintain the quality of its groundwater sources by developing plans and pursue funds to mitigate potential water contamination in compliance with federal and state water quality and augmentation initiatives.



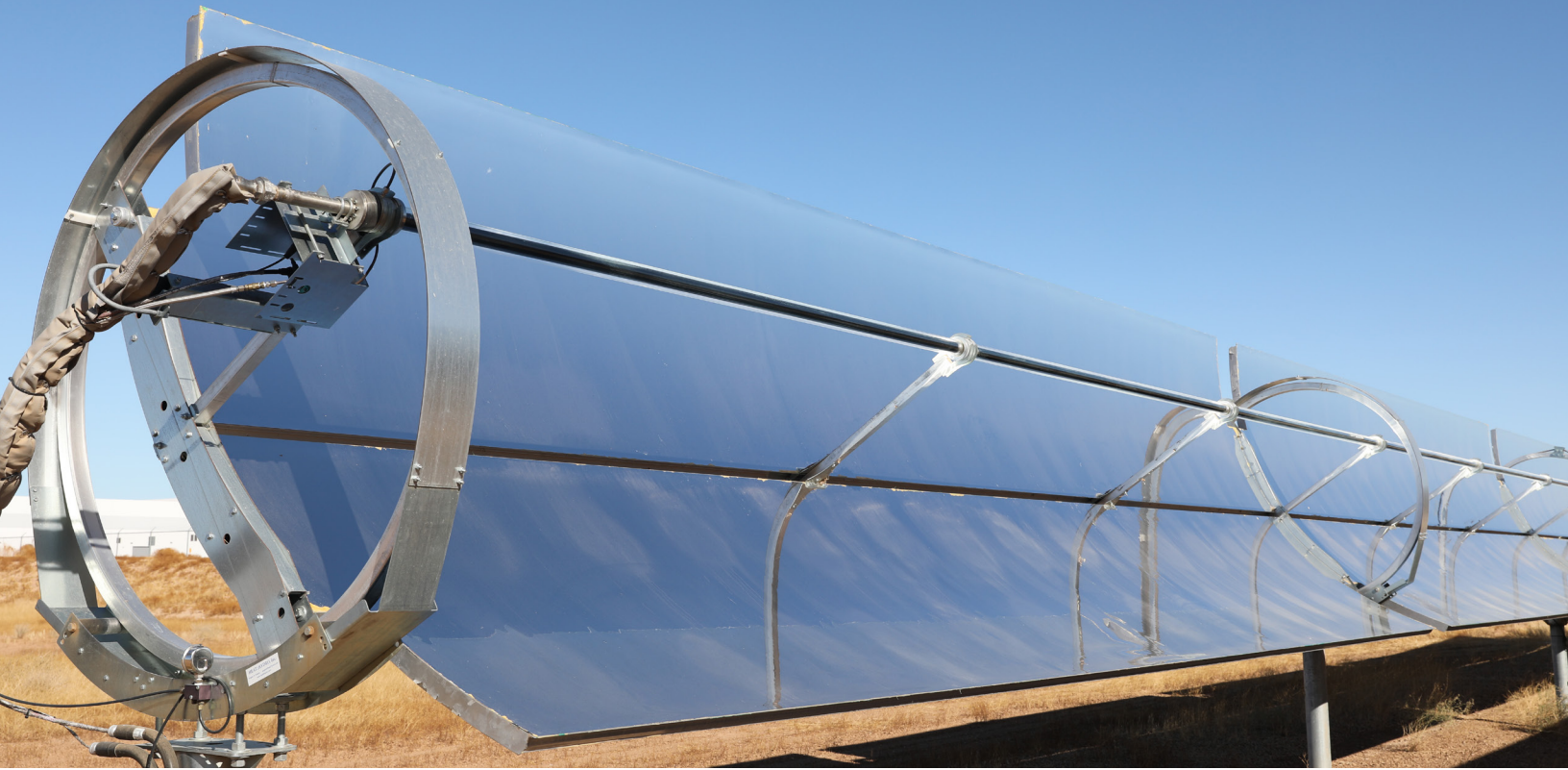
Goal 6.2

Utilize a systems approach to sustainability

An enduring community must establish a sustaining framework that balances the needs of the present without compromising the ability of future generations in Surprise to meet their own needs. Surprise will align with this endeavor by optimizing the environmental, economic, and social dimensions of the City as systems related to each other in an interconnected manner. New growth will be guided through the use of more defined and efficient development practices, seeking to support the City's efforts to reduce its overall reliance on non-renewable resources. Additionally, Surprise will commit to adhering to financially sustainable practices through requiring that development pay its share of the cost of public service needs generated by the development.

Policies

1. Promote and give priority to infrastructure improvements in identified growth and infill areas that are contiguous with existing development to make development decisions predictable, fair, resource efficient and cost effective.
2. Encourage sustainable and durable green building practices to lessen the demand on infrastructure for all new construction and further existing community education programs on the economic and environmental benefits of these practices.
3. Develop and implement Citywide strategic energy planning that includes initiatives such as:
 - Pursuing opportunities for local energy supply management
 - Educating the public on ways to improve energy efficiency and conservation.



- Encourage a built form that facilitates energy efficiency, especially in harnessing solar energy for power generation
 - Offer financial or regulatory incentives for meeting building energy performance standards in new construction or renovation
 - Reducing the energy usage at City facilities
 - Support regional efforts to increase the supply of energy from renewable sources, distributed generation, and cogeneration
4. Aim to retain native and mature trees when feasible and discourage the use of invasive plants and support the removal of existing invasive species.
 5. Participate in local, regional, statewide, and national sustainability efforts.
 6. Promote financial sustainability through planning the timely maintenance of municipal infrastructure in order to reduce infrastructure costs and maximize the life of capital of projects, ensuring new development pays its “fair share” of growth, sustaining an open public dialogue that quantifies the community’s desires for investment of funds for maintenance, capital improvements, and redevelopment efforts.



Goal 6.3

Reduce risk and thrive under change

Providing for an overall environment for safe and healthy living is a mainstay for any desirable community. Beyond planning for personal health initiatives, Surprise desires to minimize the threats of natural and human-induced hazard risks by employing broad interdisciplinary-derived methods and emerging techniques to respond, adapt, and thrive under these changing conditions.

Policies

1. Continue to emphasize the safety of the community from both natural and human induced hazards through a multi-pronged approach of investing in appropriate infrastructure, minimizing exposure to flooding and subsequent damage, managing hillside slope development, and promoting policies that aid in hazard prevention.
2. Ensure that the community is well prepared to respond to natural and human-induced catastrophic events by having emergency preparedness plans in place that provide periodic reviews of emergency facilities and resources and form strong partnerships with local, regional, state, federal, and private entities in order to provide comprehensive and efficient services during emergency events.
3. Promote mitigation efforts and safeguards for potential risk events from sites of hazardous materials storage in the City limits.
4. Continue to equip the Surprise Fire Department and other emergency responder services to achieve a level one response team throughout the community and encourage comprehensive fire prevention practices through evaluating building codes, installing fire prevention and suppression technologies, and community education.



5. Strive to prevent the exposure to risks of damage or injury to people and property to hazardous material by designating routes for vehicles transporting hazardous materials away from residential neighborhoods and periodically reviewing these routes in the community. Surprise will be a strong partner and supporter of safety legislation for the handling hazardous materials.
6. Support utilizing emerging techniques and strategies to mitigate risk, including:
 - “Safescape” concepts in development review of new projects
 - Supporting health and injury prevention
 - Promoting alarm system use in all nonresidential buildings
 - Ensure these techniques scale as the City continues to grow
7. Ensure the dissemination of critical information is clear, accurate, and efficiently communicated when needed that can provide both proactive community guidance in preparing for emergency risks and enhanced effectiveness of municipal emergency response systems.



Goal 6.4

Provide exceptional core utilities

Surprise must utilize technological innovation and strategic investment in its public municipal utilities (i.e. water, wastewater, stormwater, and solid waste) infrastructure to support its current and future residents, businesses and visitors in a manner that supports reliable services and efficient patterns of development.

Policies

1. Utility infrastructure and services provided by development should be mutually beneficial for the City and the developer, and they should be maintained at high-quality levels throughout the city, especially within targeted employment centers, and other establish priority areas.
2. Provide affordable water, wastewater collection, treatment, and water reuse utilities through coordinating with private utility companies and other public services to plan improvements to infrastructure, facilities, and services in both developed and undeveloped parts of the planning area.
3. Actively pursue and support programs and activities that reduce the amount of waste that must be landfilled through strategies such as:
 - Encouraging new or remodeled multifamily residential and all non-residential development to incorporate convenient recycling options
 - Continuing public education programs to encourage waste reduction techniques
 - Considering development of a residential and commercial food and yard waste composting program
 - To the extent possible, purchase goods containing recycled materials for City use.



4. Undertake educational programs promoting voluntary collection of recyclable items and encourage businesses to take a more active role in recycling techniques. Surprise will periodically evaluate the feasibility of a recovery plant for reusable materials from solid waste and potential energy generation.
5. Invest in the maintenance, repair, and replacement of the stormwater utility infrastructure while also considering sustainable stormwater management measures, including but not limited to vegetated roofs, pervious pavements, rainwater harvesting, and low impact development.
6. Plan utility corridors to be fiscally and environmentally responsible and efficient in addition to being aesthetically acceptable to the community.
7. Review the City's capital improvement plan (CIP) and master water and sewer infrastructure plans such that extensions of service capacity do not induce inappropriate development within the Luke Compatibility District.
8. Consider long-term revenue implications of land use decisions aiming to promote revenue generating land uses when investing in public utilities.
9. Foster innovations in technology to enhance public services and utilities by creating incentives to provide resources for advanced technology and broadband upgrades.



Goal 6.5

Continuously and responsibly manage our water resources

The City will continuously pursue to develop and implement programs that protect and enhance the City's water supply portfolio in accordance with the adopted Water Resource Management Plan. Within this work, the City will monitor and support efforts to improve regional cooperation and communications among appropriate agencies and communities.

Policies

1. Leverage existing water portfolio assets to grow local resources while also working as an equal partner with ADWR and other agencies in efforts to pursue new water sources and convey these waters throughout the region so as to maintain a 100-year Assured Water Supply designation from ADWR.
2. Look to enhance its water resources portfolio through investing in acquisition of all forms of water assets, including long-term water and extinguishment credits, water rights, additional CAP allocation and recharge, and all other water sources.
3. Standardize data methods for regional economic comparison of the cost of managing water resources, including investigating alternative water supplies and programs.



4. Assist the private water companies in conservation, long-range planning, and identification of their roles as water suppliers for the region.
5. Include conservation of water resources in area plans to guide land use decisions with an emphasis on retaining the natural desert landscape in new developments in order to maintain washes and to limit turf installation or other disruptive groundskeeping to recreation areas.
6. Maximize the use of effluent as a source of recharge water and integrate effluent management plans.
7. Expand processes to communicate current and planned water programs to the public.



Goal 6.6

Bolster water conservation

In the spirit of bettering the use of water across the City, Surprise will continue to promote water conservation in accordance with the adopted Water Resource Management Plan. The use of reclaimed water will also be encouraged, and there will be further investment into best management practices for the optimal capture of stormwater runoff.

Policies

1. In meeting ADWR conservation requirements, Surprise will support the conservation and efficient water use to minimize the need for new water sources, expand programs and regulations to reduce water waste, and pursue policies that benefit the local ecology.
2. Make information about water-conserving landscaping and water harvesting methods and resources available for property managers, designers, and homeowners.
3. Explore ways to tie together the increases of density for future development at the local level with the known water supply.

Goal 6.7

Ensure for safe and reliable water delivery

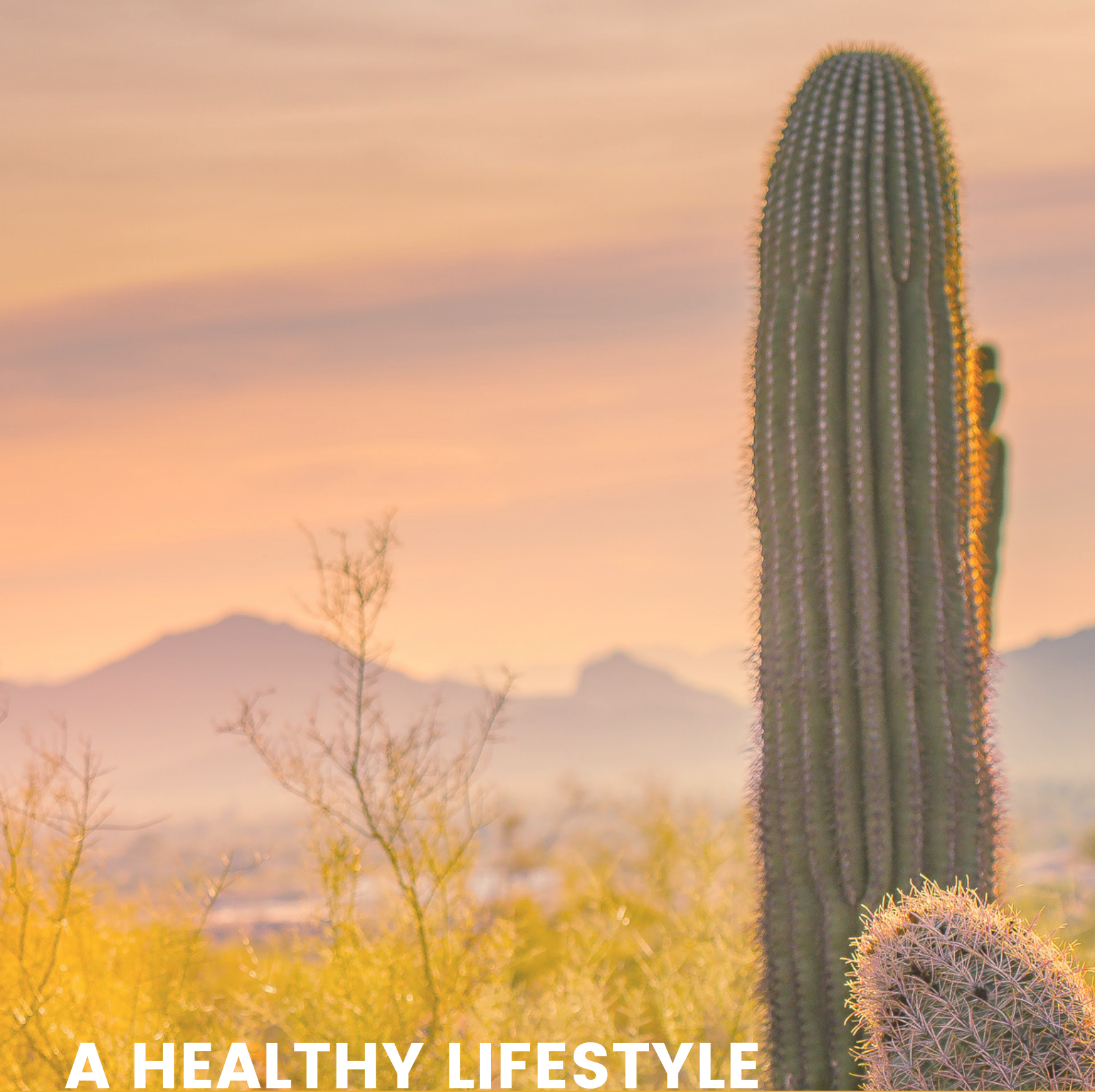
The City of Surprise will continue to invest in water treatment, storage, and distribution systems to ensure reliable delivery of high-quality water to meet daily and emergency needs.

Policies

1. Develop a plan for future development of the City's water supply and distribution system to meet established system pressure and fire flow standards (including reservoirs, mains, and hydrants) that may also include a surface water treatment plant to satisfy the City's potable water needs.
2. Ensure new developments possess water resources to serve future residents and will further require development with large water demand developments to provide the City with water rights associated with the land being developed.
3. Support the extension of reclaimed water distribution infrastructure in order to increase the use of reclaimed water and secondary effluent throughout the areas of hydrologic impact.
4. Work with regional agencies to provide and improve emergency measures to ensure adequate water, storage, and distribution during supply interruptions.

7





A HEALTHY LIFESTYLE

Surprise values a safe community with modern amenities, including a wide range of outstanding parks and recreational facilities, access to public and health services, and well-supported arts and cultural events and venues.



A Healthy Lifestyle

INTRODUCTION

Surprise is a place which features access to some of the most natural open space the State of Arizona has to offer. From the trails in White Tank Mountain Regional Park, to the community parks and world class recreation centers, to the waters of nearby Lake Pleasant Regional Park, residents and visitors are sure to find an activity that fits their lifestyle within a short walk, bike, or drive. However, it is not just the recreational amenities that make Surprise a great place to live. Surprise also offers a flourishing arts scene with several art galleries, including one in Surprise City Hall, as well as a performing arts center called “The Vista” which hosts nationally recognized musicians, performances, and comedians.

As the City grows there is a chance that the growth could have an impact on how accessible all these amenities are to the residents and visitors who desire to use them. With that in mind, this chapter focuses on keeping these modern amenities easily accessible in order to promote a healthy lifestyle for everyone.

DID YOU KNOW?

At nearly 30,000 acres, White Tank Mountains Regional Park offers approximately 31 miles of shared-use trails, ranging in length from 0.9 mile to 7.9 miles





PLANNING DISCUSSIONS

Staying Connected to the Natural Environment

Maintaining the valuable connection to the natural environment is necessary to continue providing a healthy lifestyle and has become a priority for residents. As development continues to expand into new portions of the planning area, it is important that the City work with developers to preserve the connections through neighborhoods to adjacent regional parks and natural open spaces via greenbelts, trail systems and other corridors.

Providing Quality Public Services

As the City of Surprise continues to grow in area and population public services will require additional expansion to continue to be effective. The services will not only need to grow in size but in the methods and techniques used to serve the public and in locations the public can easily access. Figure 7.1 shows the locations of the civic and community centers, libraries, police and fire stations and other public buildings and sites that provide valuable services for the community in Surprise.

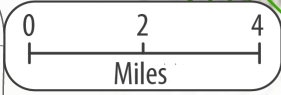
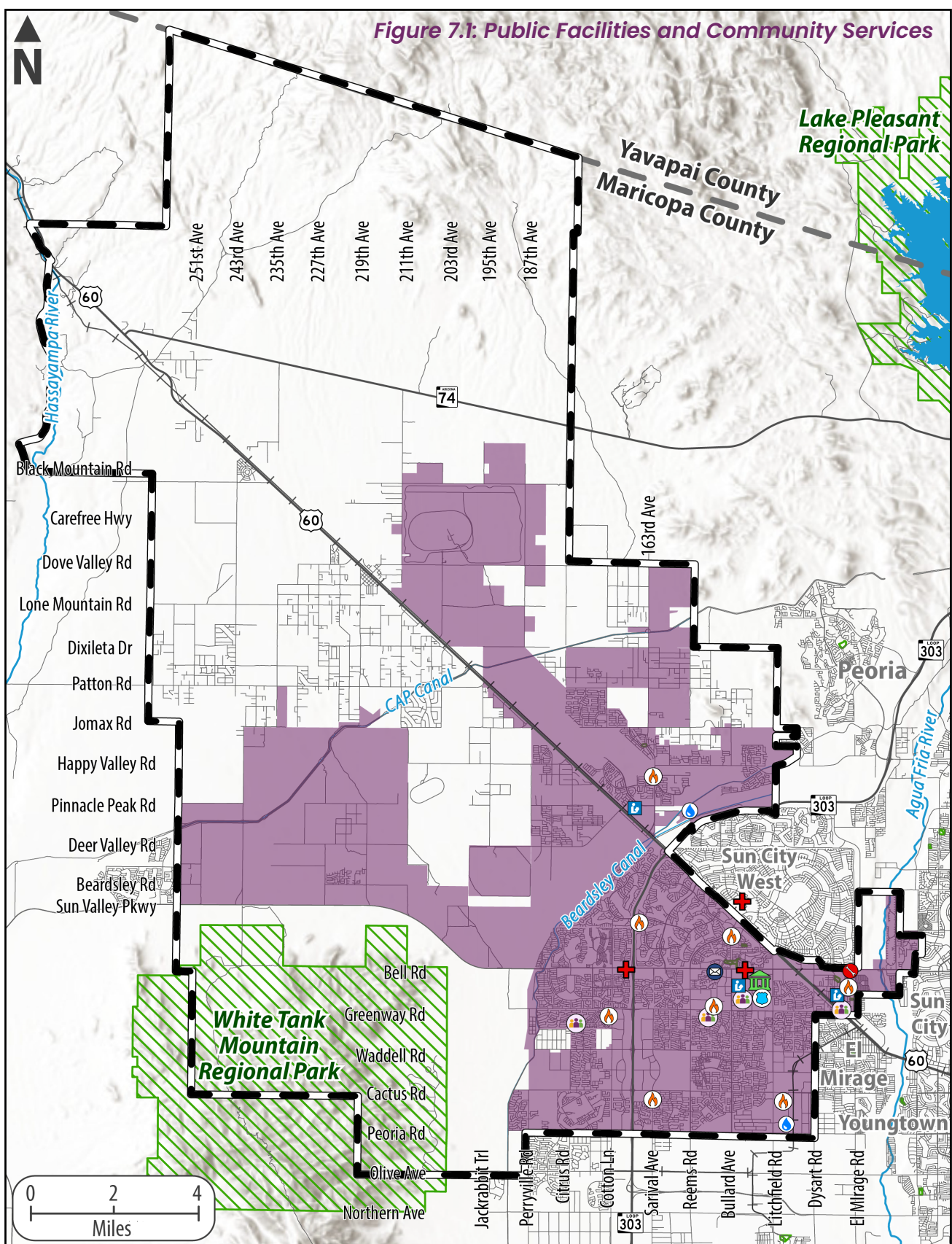
Emergency Services

In the 2021 National Community Survey, 97% of respondents rated safety in their neighborhood as good or excellent. The Surprise Fire Medical Department currently provides emergency services throughout the City via eight strategically located fire stations, whereas the Surprise Police Department currently operates out of the City's Public Safety Facility. In order to maintain the current level of satisfaction the Public Safety Master Plan for the City of Surprise has identified the need for an additional fire station and police substation in the Southwestern region of the City to meet future needs from growth and development. The City will work to plan for the expansion of emergency services in accordance with the City of Surprise Public Safety Master Plan.

Explore More:

The Public Safety Master Plan defines 15-year goals for the Police, Fire-Medical, and Emergency Management Departments and helps each respective department define programmatic goals in line with the General Plan and the Strategic Plan.

Figure 7.1: Public Facilities and Community Services



Legend

- Surprise City Limits
- Surprise Planning Area
- County Boundary
- Regional County Park
- Highway
- Local Road
- Rail Line
- River
- Canal

Public Facilities and Community Services

- Civic Center
- Community Center & Recreation Campus
- Library
- Police Station
- Fire Station
- Hospital
- Post Office
- Public Works Department
- Water Reclamation Facility

Source:
City of Surprise



Library

There are three library branches located in Surprise that are operated by the Surprise Public Library System. They are the Surprise Regional Library, the Hollyhock Library, and the Asante Library. The Surprise Regional Library is in the Surprise Recreation Complex near the Surprise Civic Center Complex. The Hollyhock Library is nestled in the Original Town Site. Finally, the Asante Library is at the Asante Community Park and serves the area of Surprise that is northwest of the Loop 303. With changes in technology and changes in public desires, there will be a need to provide for upgrades in library collections and services. Today's libraries not only provide books, magazines, audio and video entertainment; but community education, art, computer labs, and live entertainment as well. These are just a few of the changes occurring today, in the future there may be more demand for a particular format or the need to adapt to new formats and services. Libraries will have to set levels of service and receive additional funding if they are to adapt and remain an important part of the City's future.



Community Centers

Community centers are locations that provide the neighborhood with all manners of services, entertainment, or information. These centers should be centrally located in communities throughout the City and tailored to meet the needs of the public in the area. Within the City of Surprise there are four public and several private community centers. For those community centers that are privately sponsored, the City of Surprise should establish a working relationship to provide citywide information to the residents who use these facilities. The City may also work with larger private and non-profit groups such as the YMCA (Young Men's Christian Association), the Boys and Girls Clubs, fraternal orders (Lion's Club, etc.), and veterans' groups (VFW-Veterans of Foreign Wars, American Legion, etc.) to provide expanded locations, services, and they may provide an additional source for funding and maintenance of the community centers.

As locations for centers are planned, a level of service with desired uses should be laid out. In cases where the community center is developed by a private organization, it should be determined if said center must include agreements for more public services. In cases of fraternal orders or other non-profit organizations, they serve their need, but through a partnership may provide information, education, or services to the general public.

Specialty Recreation Centers

Specialty recreation centers are community centers that provide a specific service that is needed within the City but have a larger service area to serve multiple neighborhoods. The City currently provides aquatic centers, a major league baseball stadium, a professional tennis facility, and Dreamcatcher Park, the state's first fully accessible baseball field. Like community centers, more specialty centers will be required in the future. City staff and residents must work together to determine the importance of any future facilities and where they can be placed in the Capital Improvement Project (CIP) budget. In cases where a private or non-profit facility can be provided, the City should work to properly locate these services.



Promote Community Health and Safety

The overall health of a community depends on multiple factors including, but not limited to, the location and services provided by public and private medical institutions, access to safe and reliable transportation options, access to healthy food options, access to recreation and open space and access to quality housing and economic opportunities. Additionally, a healthy community promotes sustainability and environmental stewardship through the design of its built environment.

Safety-related issues also tend to be at the top of the list of concerns in a community. People want to feel they are safe when they are walking, biking, or traversing their community and design can play an enormous part in the perception of safety in a community. Using design techniques such as creating neighborhoods and communities that provide a balance of uses; viewing streets as an amenity, requiring front porches, and utilizing other semi-public areas to encourage community interaction can help minimize perceived safety problems. Additionally, streets that are designed for multiple users can reduce risk of injuries and ensure pedestrians, bicyclists, motorists, and bus riders of all ages and abilities can safely move about the City.

Preserving Our Heritage

By tracing and preserving its past a city can gain a clear sense of the process by which it achieved its present form and substance. Surprise is a relatively new city, yet there are examples of boom-and-bust periods of development of the City's core, early infrastructure and transportation routes, the spread of development outward, and continued military presence. As growth continues to move forward it is important that historic and cultural resources such as structures, districts, landscape features, significant archaeological sites, and traditional cultural properties are identified, evaluated and protected for the education and enjoyment of current and future residents.

Make Arts and Culture Visible

Access to art and cultural events has become a widely recognized boost in the quality of life in any city. Surprise has sponsored art programs through various public/private partnerships and is looking to provide more access to a wider variety of programs including art in public places, art walks, civic art projects, and cultural and holiday celebrations. Art can also be applied throughout the City on our streets and sidewalks, in public parks, and in civic buildings. It can be as little

as a distinctive street sign or a truly original neighborhood monument. Many cities have adopted policies to make art more visible in the design of public and private buildings and infrastructure improvements. Emphasis is also placed on using art to create a sense of neighborhood identity and to provide a connection to local history and culture rather than as an architectural decoration as art projects serve to document, celebrate, and define communities whose stories may once have been overlooked.

The 2018 Surprise Arts and Culture Master Plan was developed to provide direction on how the City can continue to bring about and experience arts and culture throughout the community. Also in the plan is a focus on fostering creative entrepreneurship, which is professional development and training for artists and cultural organizations.

**Explore More:**

The Surprise Arts and Culture Master Plan helps better express the local uniqueness and artistic vitality by setting the standard and strategic direction for implementing and enjoying arts and culture in the community.



PARKS, OPEN SPACE, AND RECREATION APPROACH

As Surprise continues to grow, there are priorities to improve the quality of life through the addition of new parks, reinvestment in existing parks, and programming. The Parks and Recreation Master Plan, which establishes a vision for the City of Surprise Park System identifies four goals for the development of the City's Parks, Recreation and Open Space System:

- Improve City Residents' Quality of Life by Reinvesting in our Existing Parks
- Promote Active Recreation, Sports and Tourism
- Provide a Connected Park Experience Through the Development of an Overall Park System
- Pursue Opportunities to Create New Community Parks and Open Space

Parks

The City of Surprise prides itself on accommodating the needs of families and the overall community. Whether a park is provided and cared for by the City or by a community Home Owner Association (HOA), it is important to plan their location, amenities, and accessibility to the community. In addition to existing recreation facilities controlled by other organizations, Figure 7.2 illustrates all of the parks, trails, and open space components within the Surprise MPA as presented in the most recent City of Surprise Parks and Recreation Master Plan (PRMP).

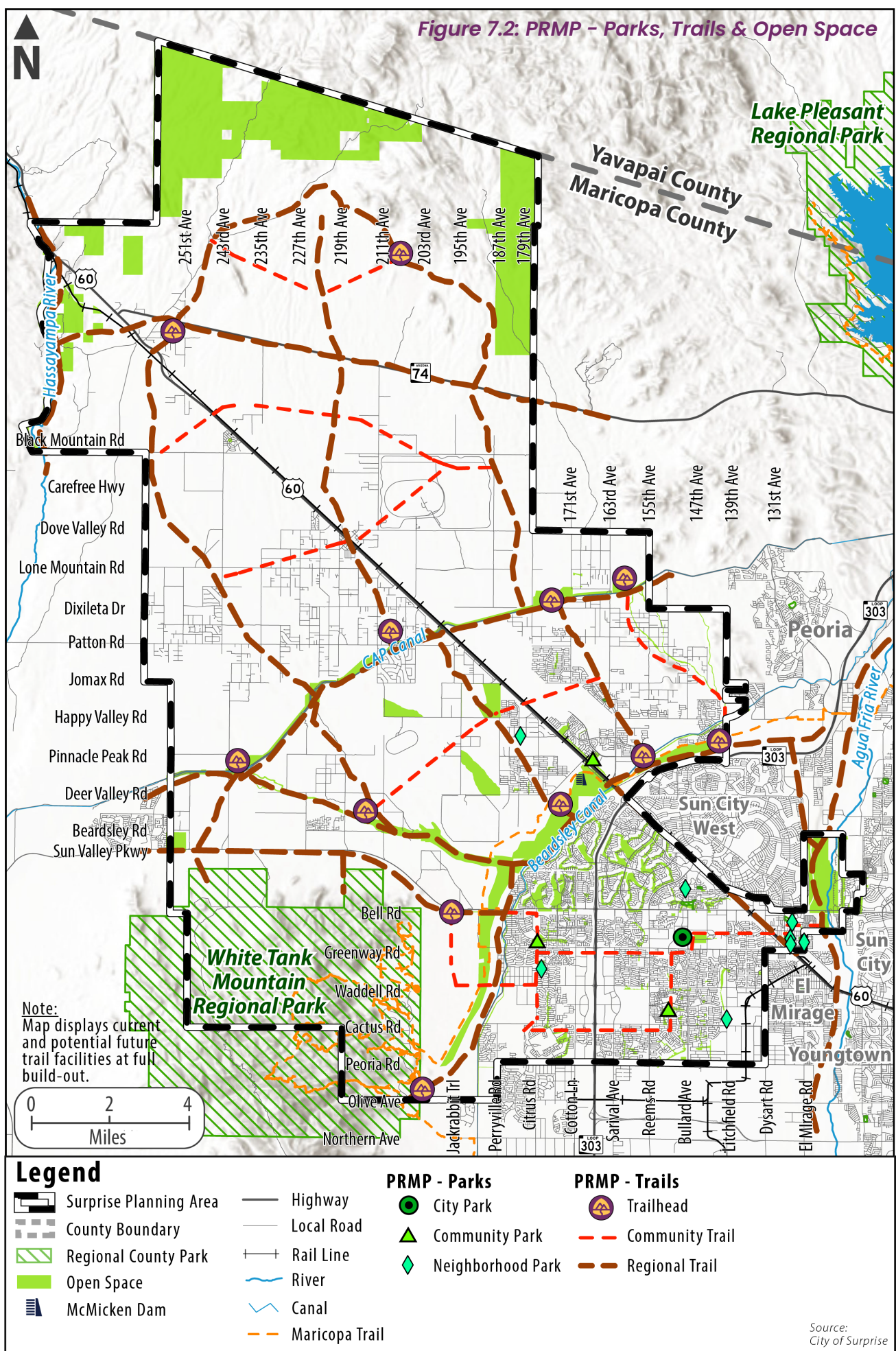
Locations

All residents of Surprise should live within walking distance of an active recreation space in the form of a park or other public recreation amenities. These parks, whether maintained by public or private funds, should be open to public uses and linked by a combination of walking, trail, and park systems.

Uses

The uses programmed into each park and recreation area must be carefully considered to provide an equitable distribution of all interests. When a recreation space is proposed, consideration should be given to the type and diversity of the use in each neighborhood. The programming of uses that complement the neighborhood must be weighed in the creation of park plans. For example, a rural neighborhood may prefer equestrian and hiking activities where an urban setting may not have space or interest in those activities. Some neighborhoods may have a more dominant recreational activity to help form its unique identity while others may be more balanced to all interests.

Figure 7.2: PRMP - Parks, Trails & Open Space





In areas that are adjacent to open space it may be appropriate to introduce region-specific activities such as picnic grounds that take advantage of views or camping areas that are located away from the main city areas. The size of recreation areas should be appropriate for the uses programmed for the location. In suburban settings a traditional park, including soccer field, basketball court, and other popular sports, may be encouraged with the number provided dependent on those uses. In a more urban setting a better use may include a plaza or common area with little or no playground or sports facilities, but programmed with flexibility to meet changing needs.

Public/Private Recreation Space

The development pattern of Surprise is primarily structured around master planned communities providing private neighborhood level parks that are less than 5-acres (and many less than 1- acre) in size. These smaller parks provide an important level of play associated with a neighborhood setting, but yield a very small programmable space and location not able to support use by the larger community. The City will evaluate future park development opportunities and acquisitions based on their ability to meet Community Park level (25+ acres) programming, including lighted sport fields, skate parks, dog runs, etc. Parks are a civic treasure and should be the focal points within neighborhoods and our community.

Open Space

Open space can take on many forms, shapes, purposes, and functions. Natural open space is land that is preserved in its natural ecological state, while developed open space has been created or restored by human activity to convey a sense of openness. Developed open space may contain passive or active recreation activities such as walking, wildlife viewing, etc., as well as golf courses, landscape tracts and retention basins for storm water. There are at least five types of open space that perform very different but important functions. The five categories are:

Agriculturally Significant Resource Lands

Often overlooked is the protection of lands that are used to provide important resources. Many farms in the southern part of the City have already been lost to development. In order to protect important agricultural areas that remain, the City will have to consider enacting regulations or using innovative techniques such as creating agricultural lands for “farm to table” opportunities and as buffers within airport public safety zones. The City can also encourage land trusts to purchase development rights for these lands, thus preserving their agricultural use.

Conservation Areas

Natural areas and open spaces offer places to exercise, socialize with others, and space for people to get away from development and experience the natural environment. Conservation areas provide opportunities for a Nature Center and trails that promote education, hands on learning and exploration.

Greenbelts

Open space can be used to define natural boundaries between urban and rural areas. The separation they provide serves to buffer more urban uses and activities from rural and resource-based uses. Similarly, they can separate different land uses which might otherwise be incompatible. These lands can provide a break or gap between developments to reinforce distinct community identities. They can also facilitate access between areas when foot or bike paths and trails are included. These trails can provide fitness and recreation opportunities and non-motorized access to natural areas, schools, or even commercial and employment centers. A linked system greatly expands opportunities for engagement in both urban life and the enjoyment of natural beauty.

Natural Resources

Washes, mountains, and other environmentally sensitive lands can form the framework for a premier, natural open space network in the City of Surprise. Large tracts of open space and regional parks can be linked together through a system of natural and man-made open space, active recreation areas and trails.

Trails

Use of open space areas is intentionally limited to low impact recreation uses and education. The most common form of recreation appropriate in open space areas is an interconnected trail system. The Parks and Recreation Master Plan shows a conceptual hierarchy of connected trails, including major trails, and minor trails with limited access to other areas. The design of these trails will vary depending on context, use, and landowner approval, but should consider a range of uses including hiking, bicycling, and equestrian use. As trails travel through open space, trail-related development should be limited to trailheads with minor amenities such as lighting, signage, and occasional rest areas with shade shelters and water, all of which could incorporate public art.

Wildlife Corridors

A throughfare for the movement and migration of protected species and others in the environment, wildlife corridors are a critical environmental characteristic of Surprise due to several rivers, washes and canals that traverse the planning



area. These areas of open space have been identified by the Arizona Game & Fish Department, and animals use them to move throughout their natural habitat. Flash floods keep the central channel of the washes clear of vegetation, dense shrubbery remains on the banks to provide food, protection, and habitat corridors for various species. While wildlife corridors are not specifically designated or encouraged as pedestrian trails, parallel greenways and other adjacent open space can also be included as part of a designated wildlife corridor as long as they are within a regulated additional buffer distance of the corridor and joint use is evaluated to promote safe travels for pedestrians and wildlife. Corridors such as these are not only vital for the role they play in protecting natural and biological functions, but they are also valued for their scenic, visual, and aesthetic values, providing a record of the natural heritage of Surprise. The wildlife corridors running through the Surprise MPA are exhibited in Figure 7.3.

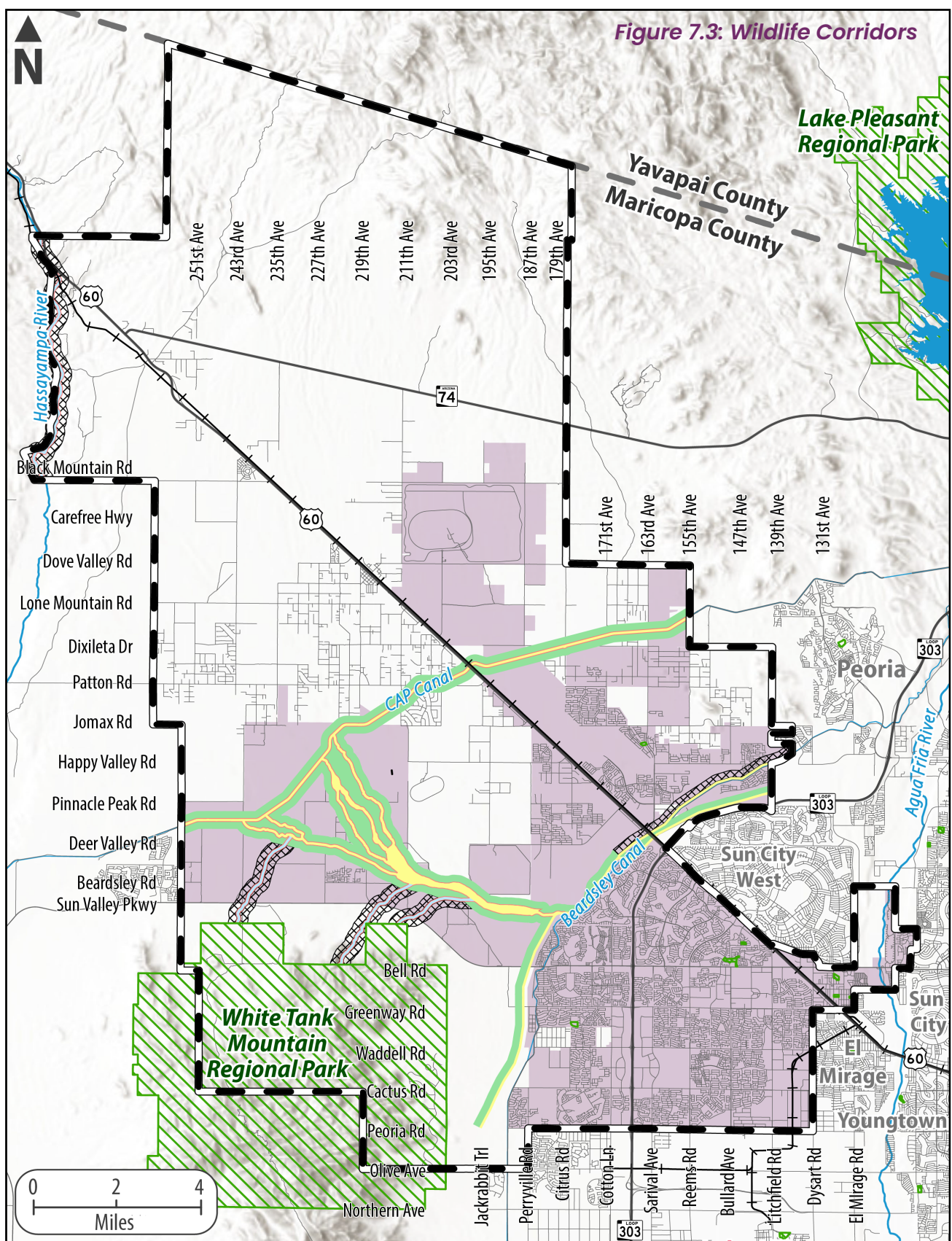
Regional Cooperation

When looking at preserving open space and creating interconnected trail systems, the City must consider regional opportunities. As nearby cities and both Maricopa and Yavapai Counties plan for open space and trails, Surprise should coordinate to ensure a complement of uses and economies of scale. The City already recognizes the Maricopa County Regional Trails System Plan as an important recreational amenity that connects the larger area. Key locations with regional significance that are identified in the Plan include White Tanks Regional Park, the West Valley Recreation Corridor, the Hieroglyphic Mountains, Beardsley Canal, and McMicken Dam. These locations will provide routes through the City to connect with the rest of the Valley. In the case of the White Tanks and Hieroglyphic Mountains they can create spectacular destinations for outdoor enthusiasts. For McMicken Dam, the water storage area behind it and its outfall channel include over 3,500 acres of possible conservation open space area, including a wildlife corridor and 15 miles of regional trails that could strengthen partnerships among the City of Surprise, Maricopa County Parks Department, and the Flood Control District of Maricopa County (FCDMC). Regional cooperation will also be important in order to develop trails along private and public corridors such as canals, major washes and utility easements. With cooperation of landowners and a public use easement, trails can be developed so that they have little or no impact on the existing uses of the property.

Property Acquisition

Major washes and environmentally sensitive lands can be difficult to acquire without the assistance of the development community. As development occurs, the City can actively look to partner with developers to preserve open space (washes, hillsides, etc.) land during the entitlement process. In other cases, natural

Figure 7.3: Wildlife Corridors



Legend

- Surprise City Limits
- Surprise Planning Area
- County Boundary
- Regional County Park
- Wash

- Highway
- Local Road
- Rail Line
- River
- Canal

Wildlife Corridor

- Wildlife Corridor, Wash, or Floodway
- 100-Foot Corridor
- 900-Foot Corridor
- Wildlife Friendly Regulations*

*Wildlife friendly development regulations for this area will be determined at the time of development

Source: City of Surprise



areas might be preserved through zoning entitlements if they are unsuitable for development. Another method of acquiring open space for preservation is through direct land purchase.

Recreation Centers

As the City grows, as with any recreation use, it will be necessary to determine a desired level of service for residents. In meeting the demand for Recreation Centers, the City will determine the programs required to meet the user need and plan the number and size of the recreation centers accordingly, recognizing that a City-level recreation center will have a broader offering of programs than that of a smaller Community-level center.

Types

The City of Surprise has several recreation centers including a spring training stadium complex, aquatics centers, a tennis and racquet facility, and a fully accessible athletic facility. As community needs and interests change relative to recreational trends and resident demographics, the City should determine what is feasible to be built versus what activities may be short lived trends. The City should also look at other municipalities across the Valley and the nation to compare what recreation opportunities Surprise should capitalize on to meet current and future needs and attract visitors.

Locations

In determining the location of Recreation Centers the City must consider:

- Demand from the residents based on public input and surveys
- Distance they must travel to use it
- Number of other recreational opportunities in the area
- Cost of construction
- Funding timeframe to build the facility
- Competition from private run facilities

Public/Private Partnerships

When analyzing level of service for recreational centers it is important to consider the potential for partnerships with private, not-for-profit and other entities such as Charter Schools and School Districts. There is also the potential to turn over the recreation center service entirely to a non-profit or private partner. Common examples of this are fitness centers built by the YMCA and Boys and Girls Club.

These partnerships may provide operational support of a City owned facility or a separately owned and operated facility. When considering partnerships or private provisions of services, the City must ensure the service is provided at a reasonable cost to the residents. The City should determine if operational costs will be sustainable, whether the City will subsidize initial construction costs and/or operational costs, and determine if there are competing facilities and timing concerns for when the facility and recreational service can be provided.

Equally, the City should determine if the private or non-profit provider will be able to consistently provide the service at the level desired by residents. If the level of service cannot be met, it is in the best interest of the residents, that the City should provide and operate the Recreation Center.

Other Considerations

Inclusion and Diversity

Surprise is becoming more diverse. Language barriers and cultural differences contribute to the challenge of being inclusive in providing recreation services. Differing values associated with cultural backgrounds, age demographics, income levels, single parents, racial and ethnic minorities, and persons with disabilities, must be considered.

A great example of inclusion is the City's Dreamcatcher Park, which incorporates the principles of Universal Design to create places where all feel welcome. Creating accessible places will be a goal for all future parks and open space facilities as well as culture events and programs.

Health of the Citizens

Communities should provide adequate facilities so everyone has the opportunity to access the outdoors and exercise near their home. The City will continue to research and diversify their program offerings so that residents have a variety of opportunities to increase their activity level and physical wellbeing.

Planning for the Future

Open space lands are disappearing at an increasingly rapid rate. The City of Surprise, with its natural setting between mountains and rivers, has a unique opportunity to provide a diversity of activities and preserve quality open space for future generations. Land for open space, parks and civic uses should be planned as if it were infrastructure; establishing a framework that balances quality of life with economic development and community needs for the foreseeable future.



GOALS & POLICIES

Goal 7.1

Offer superior recreational amenities and activities

As the City grows, Surprise will continue to create and maintain a high quality of life for its residents by providing a wide variety of recreational opportunities that includes high-quality, safe, sustainable, and distinctive parks and trails, along with robust recreational programming.

Policies

1. Periodically review and update the Parks, Recreation and Trails Master Plan for the City as it applies to development proposals to determine if they are meeting the need for new City and Community level parks.
2. Maintain a CIP that includes, land costs, infrastructure, design, construction, and revitalization of parks utilizing available resources over a ten-year timeframe.
3. Ensure all City parks have adequate facilities and personnel to manage, maintain and operate an attractive, safe, and effective park system.
4. Park Area and Dedication Policies:
 - Increase the amount of park and open space identified in the City-owned projects developments to total 13 percent (i.e., equally divided between parks and open space areas) of the net project area
 - Identify and acquire Community Parks (greater than 25-acres in size) for City ownership, that are not constrained by more than 50% of land area utilized for storm water management
 - Community level parks should be developed when the residential designated land within its service area is 50 percent built-out
 - Privately developed neighborhood (HOA) parks will have meaningful playgrounds and neighborhood amenities provided for the residents, with storm water management limited to a maximum of 70% of land area



- Privately developed neighborhood (HOA) parks and school recreational facilities proposed as an amenity in a subdivision shall be developed in conjunction with the first phase of the proposed development
 - The minimum park size dedicated donated to the City or offered to the City through development agreements will be 15-acres in size, with no more than 50% of the land area utilized for storm water management
5. Regularly evaluate and update the requirements for impact fees and dedication of land in-lieu of impact fees as needed to assemble land and fund park design, development, and maintenance.
 6. Evaluate the need for multi-purpose Recreation Center(s) to serve all age groups and abilities with facilities for year-round activities.
 7. Initiate and maintain partnerships with school districts, charter schools, and other educational providers within the planning area to utilize their facilities for City-sponsored recreation programs.
 8. Continue to develop city-wide events and celebrations that build community civic pride and attract visitors to the City for signature events.



Goal 7.2

Foster a system of natural open spaces

Surprise is situated amongst unique areas with exceptional natural beauty and residents are eager to protect those attributes for future generations. In order to balance the planning of new development, preserving natural resources, and promoting water conservation, Surprise will look to expand the City's Open Space System to protect valued resources and meet the future needs of residents. Additionally, Surprise will coordinate signature greenway planning and capital improvement projects with other jurisdictions to support open space accessibility, wildlife movement and recreation needs in the larger region.

Policies

1. Develop a comprehensive signature greenway, trail and pocket park system along the extensive natural desert washes that also serve to promote off-street trail connections between neighborhoods and businesses in Surprise that can additionally serve as a recreational destination for the City. This includes linear greenspaces and trails along the CAP canal, McMicken Dam Outlet channel, Trilby Wash, Iona Wash, 2 West Wash and Wittmann Wash, and other regionally significant wash corridors.
2. As part of the greenway system, seek to provide grade separated crossings along the greenway at major arterials, canals, washes and railroads to provide safe roadway crossings so that multiuse trail corridors are integrated into contiguous open space.
3. Achieve an open space standard of 3.5 acres per 1,000 residents through partnerships, conservation easements and acquisitions.
4. As development occurs, identify specific locations for natural open space areas and greenway corridors within the Surprise planning area that meet the intent of the Parks and Open Space Plan.
5. Ensure that property owners provide approval, in writing, prior to rezoning lands for open space per State of Arizona Revised Statutes.



6. Protect scenic resources such as ridgelines, steep-slopes (greater than 10 percent), and Palo Verde-Saguaro foothill vegetation areas as open space through the use of density transfer or purchase of development rights, acquisition, donation, or other acceptable methods.
7. Evaluate the appropriate impact fee or dedication of in-lieu land to assemble major wash corridors as part of the City's signature greenway and linear park system.
8. Discourage development within the boundaries of 100-year floodplain and wash corridors and encourage the dedication of a continuous 100-foot minimum setback on both sides of the 100-year floodplain boundary as a recreational buffer and trail corridor. Ensure that any development in the floodplain that does occur is processed through appropriate regulatory agencies and meets all necessary requirements.
9. Utilize natural washes as part of a connected greenway trail system throughout the planning area. Washes should also be considered as natural drainage conveyances, as part of the community's stormwater management system.
10. Ensure that natural drainage channels are protected and where feasible used as part of a connected trails system that links open space, parks, recreational facilities, schools, and other public facilities.
11. Allow for growth management strategies, such as the transfer of development rights, to conserve open space and strengthen connections between open space areas within, and outside of growth areas to safeguard and maintain significant historic, archaeological, and natural resources in the growth areas.



12. Partnerships and Coordination for Open Space Efforts:

- Coordinate with Maricopa County Planning and Development Department to incorporate adopted park and open space standards within proposed projects developed inside the planning area
- Coordinate with the Maricopa County Parks Department to utilize county land to buffer adjacent uses for and provide trail connections to the White Tank Mountain Regional Park
- Establish a White Tank Mountain North Trailhead Park. Pursue partnerships with the Maricopa County Parks Department to secure and develop a trailhead park on the northern boundary of the White Tank Mountains
- Monitor the planning and design process of the West Valley Recreation Corridor that focuses on the connectivity of the Agua Fria/ New River Corridor from Estrella Regional Park to north of Lake Pleasant Regional Park for pedestrians, bicyclists, and equestrian uses
- Coordinate with the Cities of Buckeye and Peoria to establish and maintain appropriate trail connections where common jurisdictional boundaries exist
- Work with the City of Buckeye, Maricopa County, and the Arizona Game and Fish Department to identify and implement wildlife open space corridors between White Tank Mountain Regional Park, the Hassayampa River, Agua Fria River and McMicken Dam
- Communicate regularly with the Arizona State Land Department and other public agencies to gain their consent for the appropriate designation, disposition, or acquisition of land classified as parks or open space under their control within the Surprise planning area
- Pursue the establishment of a Hassayampa Preserve with the BLM as a continuation of The Nature Conservancy's Hassayampa River Preserve
- Work with The Nature Conservancy, Trust for Public Lands, and other conservancies to identify and secure open space for public use





Goal 7.3

Increase access to wellness opportunities

Surprise will be a leading community in promoting a comprehensive vision for healthy living and facilitate an environment with resources for maintaining high levels of personal and community health and wellness. This includes planning for access to fresh foods, healthcare, and recreational areas to enhance residents' opportunity to make healthy choices.

Policies

1. Develop a wellness indicator for neighborhoods that focuses on design and access to healthy lifestyle choices.
2. Encourage wellness through preventative health options in the community.
3. Create education programs to promote good personal health.
4. Continue to identify and reduce barriers to create an accessible community for all.
5. Coordinate neighborhood and family support systems to emphasize and maintain a healthy, stable, and balanced social and physical environment within the community.
6. Identify opportunities and locations throughout the community for community gardens, farmers markets, and other local food sources and incorporate them into neighborhoods.

DID YOU KNOW?

The City of Surprise currently maintains a variety of sport courts throughout the city including 16 lighted pickleball courts at the Surprise Community Park complex.





Goal 7.4

Ensure for quality community services

In order to meet the needs of the City's growing population and keep the community safe and inclusive for all who choose to live in this community, Surprise will maintain and enhance processes, policies, and facilities to ensure efficient and effective delivery of police, fire, emergency, and other public services.

Policies

1. Ensure CIP provides a balanced infrastructure that will benefit both private and public sectors and contain a mechanism to conduct comprehensive analyses and inform future CIPs for long-term public facility replacement requirements and costs.
2. Promote infrastructure capacity in identified growth areas.
3. Ensure the City of Surprise has adequate municipal facilities in order to serve efficiently the needs of the residents and encourage the integration of public service centers to include: fire and police stations, community centers, libraries, and other public facilities. Primary community activities, municipal government, and administrative services should be focused on the Surprise City Center complex.
4. To the extent that is consistent with policies and finances of the City, continue to maintain high quality and efficiency in public and emergency services to provide effective, visible emergency service presence in the community, timely and appropriate response to calls for service, and appropriate involvement in the resolution of problems.
5. Design City buildings and facilities to complement the character and context of the surrounding area, ensure they provide accessible public buildings and facilities to all community members, and meet or exceed municipal facility industry standards for space/staff ratios within public buildings.



6. Design and construct public facilities to provide flexible functions that ensure adaptability with the changing needs of the community, especially for events, classes, and other civic activities.
7. Incorporate green building standards in the updating and remodeling of City buildings and facilities to ensure consistency with environmental protections endeavors.
8. Update funding mechanisms regularly including impact fees for public services.
9. Pursue alternative means of funding, volunteer services, and alternate resources to improve public service and facilities.
10. Plan and prepare for the diverse future service needs of the growing community in order to foster an inclusive community.
11. Prepare citizens through emergency preparedness training programs for households and the community overall.
12. The City shall expand neighborhood watch programs throughout Surprise.
13. Support local partnerships for neighborhood and school safety.



Goal 7.5

Cultivate and preserve our culture and heritage

To keep the City grounded in its past and fostering its creativity, Surprise will continue work to increase access to its history, culture, and the arts for residents and visitors. Historic and cultural resources in the City and the rural agricultural areas will be identified and preserved, and art will be a valued important component to incorporate into both public and private projects.

Policies

1. Make efforts to include art in capital improvement projects, including more art in various locations throughout the City to increase access to art and culture.
2. Provide incentives to developers that include art in their new, redevelopment, and revitalization projects, when appropriate, through public art donations, working with local artists, students, and community groups to create public art projects.
3. Continue to develop interpretive materials and community events to promote the City's arts, heritage, and cultural resources for both residents and visitors.
4. Continue to recruit theaters, museums, art galleries, recreation attractions, and civic-oriented uses in the City.
5. Identify permanent funding sources and partnership opportunities to promote art and cultural programs in the City.
6. Continue to encourage the integration of arts into the development of the downtown area.
7. Encourage development and revitalization of key sites of interest in the Original Townsite through arts and promote them for residents and visitors to enjoy.
8. Identify opportunities to partner with groups with historic ties to the local area, the Arizona State Historic Preservation Office, and similar organizations to enhance the City's historic preservation program.

Explore More:

The 2018 Surprise Arts & Culture Master Plan provides direction for the City will continue to implement and enjoy arts and culture throughout the community.





8



A COMPETING ECONOMY

Surprise values reliable employment supported by small to large businesses spanning multiple sectors, education and vocational training that is responsive to economic fluctuations and market shifts, and enticing destinations attracting visitors, new employers, and innovative workforce talent



A Competing Economy

INTRODUCTION

For the past two decades, the City of Surprise has experienced an astounding population growth rate of more than 300%. The enhanced quality of life offered through the various amenities and opportunities in Surprise draws residents to the community, as 89% of the population deemed the “Economic Health” of the City as “Excellent” in the 2023 National Community Survey (NCS). Having a positively perceived economy contributes to the overall economic vitality of Surprise. Focusing on maintaining Surprise’s economic vitality contributes to a diversified local economy that is resilient to market shifts through time, solidifying the City’s competitiveness at the regional level and with aspirations for economic importance on the national stage.



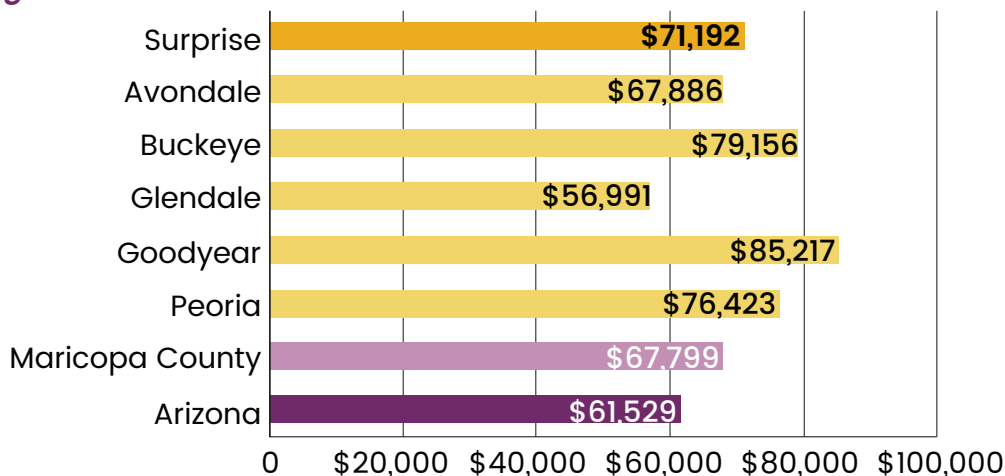
Explore More:

The Economic Development Strategic Plan FY2022 is the most recent plan that directs and focuses the Surprise Economic Development Department to better serve and communicate the community’s shared development strategy priorities.

ECONOMIC VITALITY IN SURPRISE

The City of Surprise is a dynamic city that has and will continue to experience moderate to rapid population growth. Surprise’s economic outlook is one of growth and optimism. The median household income for the City of Surprise is now \$71,192 as shown in Figure 8.1, which is in the middle of the other benchmark communities in the West Valley. Surprise’s median household income has risen over the previous decade when it was reported at \$58,455.

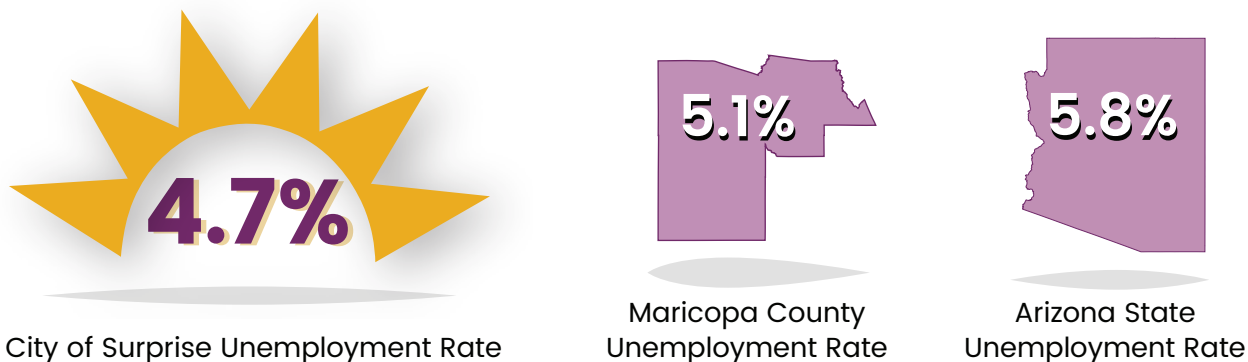
Figure 8.1: Median Household Income



Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates

Further supporting this outlook is the City’s 4.7% unemployment rate, as seen in Figure 8.2, which is lower than the unemployment rates of both Maricopa County’s at 5.1% and Arizona’s rate at 5.8%.

Figure 8.2: Unemployment Rate

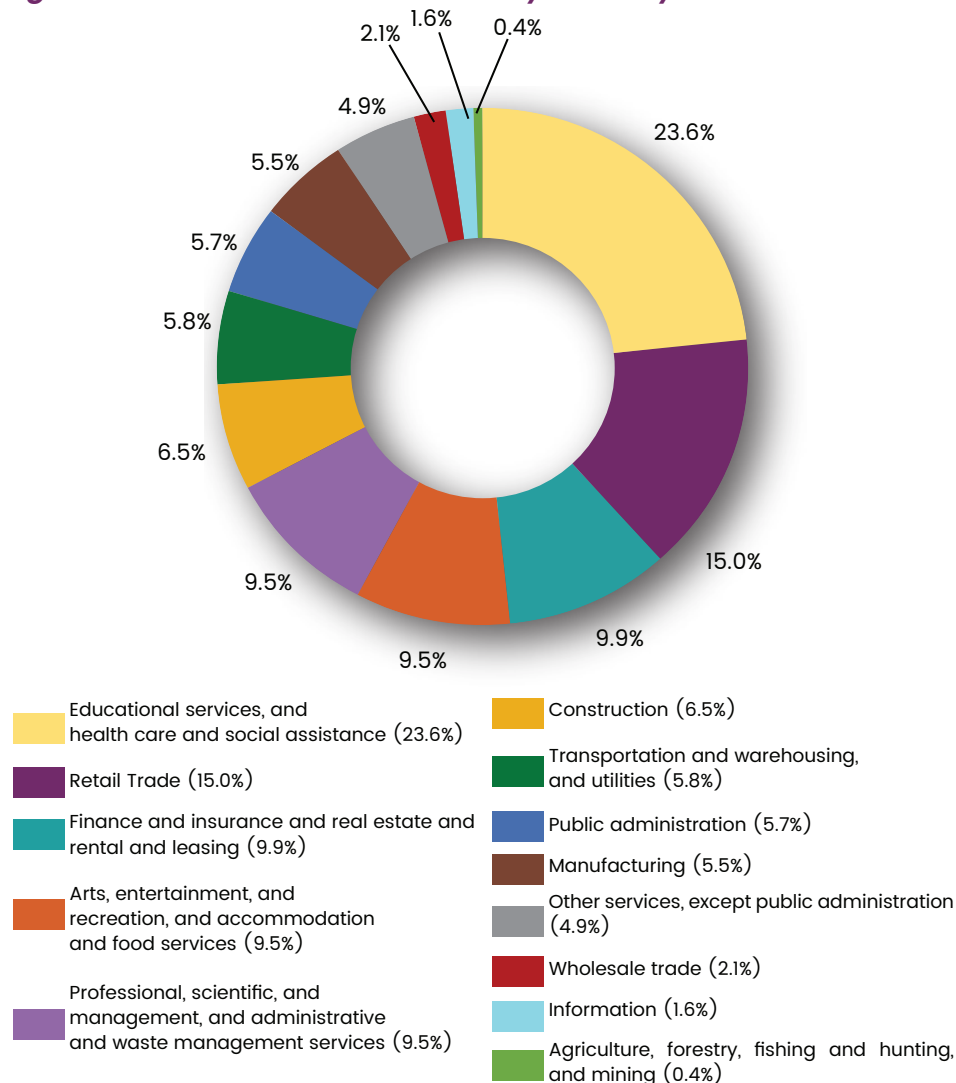


Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates



Looking more into employment, the City of Surprise contains 20,440 jobs spread across 819 employers. The top five industry clusters by number of employees living in Surprise are Consumer Services, Retail, Healthcare, Government/Social/Advocacy Services and Education. Nearly a quarter (24%) of its workforce is employed in the Educational Services, Health Care and Social Assistance industry followed by 15% in Retail Trade. Finance, Insurance, and Real Estate; Arts, Entertainment, Recreation and Accommodation; and Professional, Scientific, Management, and Administrative Industries round off the next three largest industries accounting collectively for 28% of the local workforce participation (Figure 8.3). The future success of Surprise is tied to its ability to continue to secure and maintain a stable and diverse employment base.

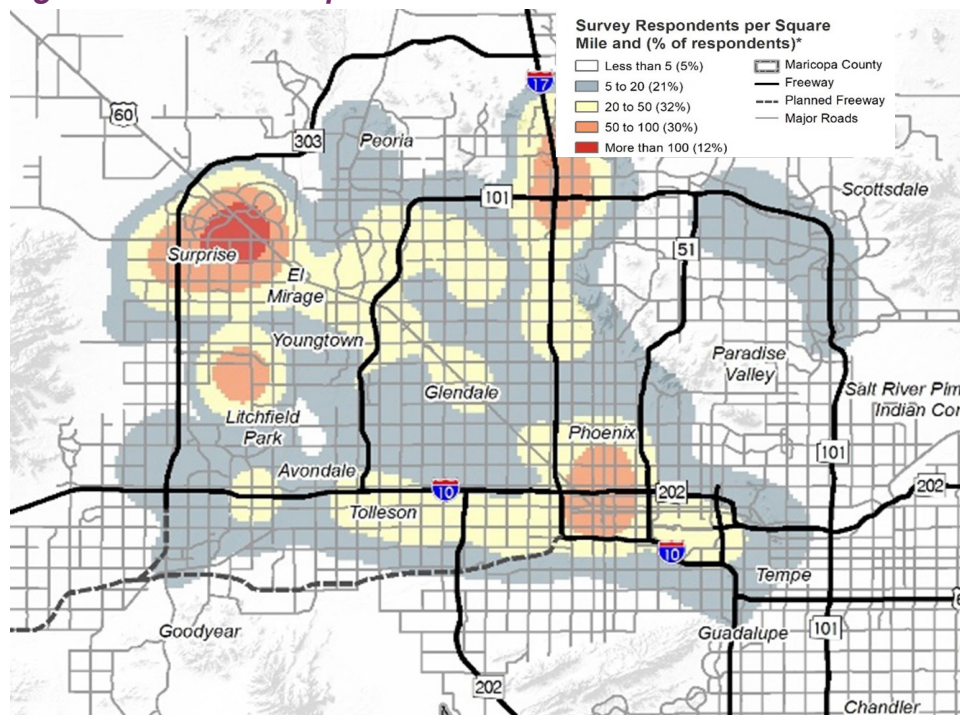
Figure 8.3: Workforce Distribution by Industry



Source: U.S. Census Bureau 2020 American Community Survey 5-Year Estimates

Surprise continues to transform its image as a “bedroom” community, consisting of primarily residential neighborhoods and very little commercial activity. Part of the perception changes comes through working to reduce the trend of residents commuting elsewhere for higher paying, professional wage jobs. Commuting from West Valley communities tends to be longer than other areas of the Phoenix Metropolitan Area because the major employment centers in Central Phoenix and the East Valley that draw workers living in Surprise to the east. In 2019, 90% of the people living in Surprise commuted outside the City for work (Figure 8.4). The average commute time for a Surprise resident is just over half an hour, which is consistent with other West Valley communities.

Figure 8.4: Where Surprise Commutes



Source: Maricopa Association of Governments Travel Reduction Database, 2020



PLANNING DISCUSSIONS

Continued Economic Transformation

Shifts in work commute patterns occurred during 2020 from the impacts of the COVID-19 Pandemic and work from home capabilities. As reported from MAG's 2020 Travel Reduction Survey Database, this shift represents the greater concentrations of Surprise's workforce working within the City limits. Additional clusters in the metro area of Surprise workers' job locations found in the survey are mainly around Luke Air Force Base, Downtown Phoenix, and the I-17/Loop 101 interchange.

Surprise has the opportunity to take advantage of new remote and hybrid workplace offerings from employers. As the necessity of long commutes declines with businesses looking to locate closer to where the workforce resides, Surprise can rise to capture this increased demand for office and industrial sites. How those sites will be used will follow from the current evolution of the amenities needed in the future workplace.

There are two large business development efforts currently occurring near to the City of Surprise. The Taiwan Semiconductor Manufacturing Company (TSMC) is constructing a new headquarters and fabrication plant for large-scale manufacturing of semiconductors to a site north of Phoenix at the I-17/Loop 303 interchange. It is planned to be operating in 2024. Estimates predict that TSMC's expansion will create up to 80,000 jobs over the next five years, with much of that demand met by local talent. A portion of those 80,000 workers will become residents of the City of Surprise due to the convenient location to TSMC's plant and the high quality of life. Businesses supporting TSMC's operations will also likely develop, and Surprise is positioning itself to receive these induced economic benefits.

The second development is BNSF Railway Western Hub, north of Wittmann to the east of US 60. The company has started the process to develop the 3,500-acre site and have it annexed into the City after purchasing the land in 2022. BNSF's plans for the site include an industrial park with warehouse/manufacturing, distribution, and other facilities. The site's intermodal capacities would be beneficial for companies and would permit the efficient movement of goods and materials through a combination of rail and freight truck transportation. If built as planned, the project would be the area's first logistics and intermodal center.

Dual-Natured Tourism

Surprise continues its balancing of offering a small-town feel with close connections to nature while also having ease of access to big-city amenities when it comes to its tourism opportunities. Various citywide events that gather

the community together are held throughout the year including the Fiesta Grande, the Fine Art and Wine Festival, and the Surprise Founder's Day Party. New tourist amenities to explore include the encouraging of a destination resort in the City that reflects the values of Surprise and its residents. During engagement efforts, residents expressed the need for more retail commercial and entertainment options northwest of the Loop 303 closer to Asante, Desert Oasis, Rancho Mercado, and other new developments. Expanded options in the newer growth areas of the City could lead to future increases of tourism in Surprise.

Natural Amenities

The City's location adjacent to the White Tank Mountain Regional Park allows visitors to explore over 30,000 acres of beautiful outdoor recreational space with over 40 miles of hiking and biking trails and camping accommodations. The Hieroglyphic Mountains and the growing trail network to the north of the City offer additional natural areas that could be further enhanced for the enjoyment of outdoor enthusiasts. Residents of Surprise and visitors are well acquainted with these qualities and the existence of such magnificent scenic resources is an important factor in sustaining a great quality of life.

Surprise Stadium

Surprise Stadium, in the heart of the City, is the Cactus League Spring Training home of Major League Baseball's Texas Rangers and Kansas City Royals. The City of Surprise welcomes over 250,000 annual visitors to the Cactus League games every February and March since its first season in 2003. Surprise Stadium is also the home of the Arizona Fall League's Surprise Saguaros, showcasing top prospect baseball players every October.

Surprise Tennis & Racquet Complex

The Surprise Tennis & Racquet Complex provides 250 acres of world-class recreational opportunities for residents and visitors. The 25-court Surprise Tennis and Racquet Complex is the largest in the southwest and regularly attracts both tennis legends and United States Tennis Association tournaments.

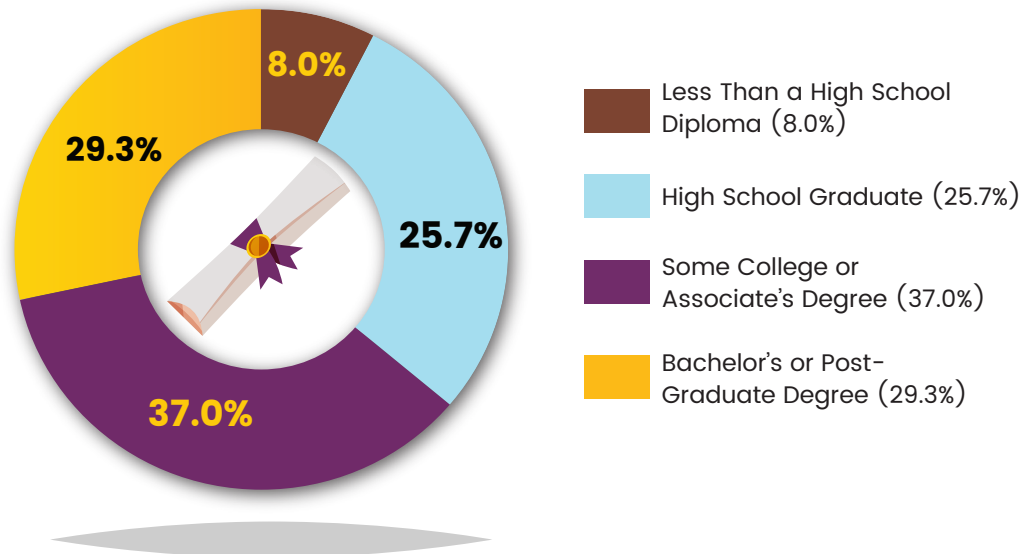




Expanding Education Opportunities

Residents of Surprise believe that lifelong education is a worthy pursuit since 92% of the population in Surprise has a high school diploma or higher and over 66% of the population has attended college as shown in Figure 8.5.

Figure 8.5: Educational Attainment



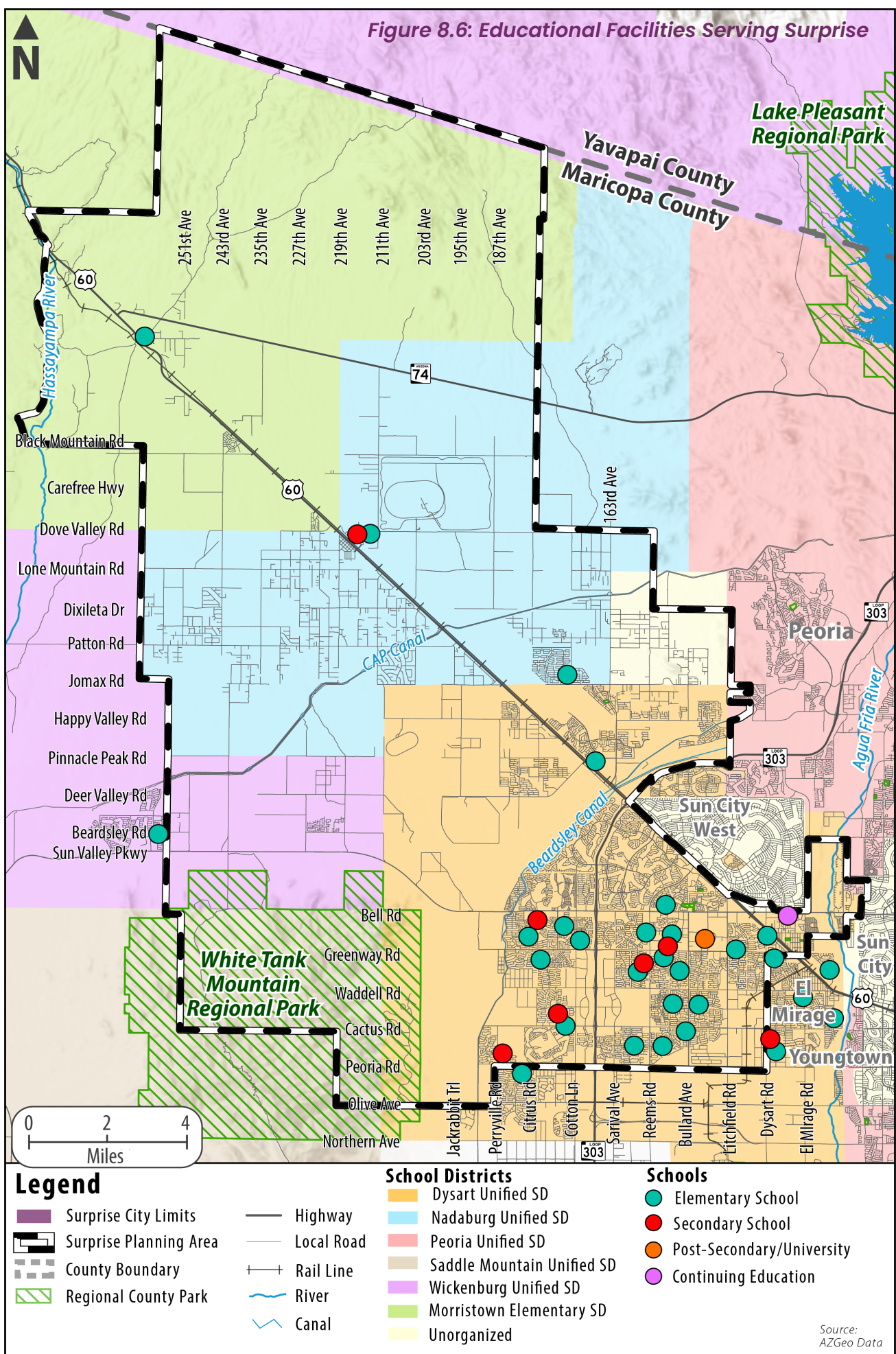
Source: U.S. Census Bureau 2020 ACS 5-Year Estimates

Primary education within the City of Surprise is conducted by public school districts, charter schools, and private schools. Public educational services in Surprise are provided by four school districts and serve grades K-12. There are also two higher education and continuing education facilities in the community. The City enhances the quality of the community's education through the support and constant collaboration with all the local education providers. Figure 8.6 displays the schools and school districts serving the residents of the Surprise MPA.

The City of Surprise has fostered an environment of lifelong learning for its community through the robust partnerships with local post-secondary and technical education opportunities. Ottawa University-Arizona (OUAZ) opened in 2017 as Surprise's first 4-year university. It features growing student housing accommodations, a recreation facility, collegiate athletic facilities. For technical and trade education, the Western Maricopa Education Center (West-MEC) provides Career and Technical Education (CTE) programs. High school students in the Dysart School District can enroll in these programs. Additionally, RISE Learning for Life at Rio Salado College at Surprise offers interest-based lifelong learning opportunities for a wide range of individuals within the community.

The presence of excellent educational and occupational training facilities convenient for the Surprise workforce is regarded as one of the community's greatest assets in attracting industries.

Figure 8.6: Educational Facilities Serving Surprise





ECONOMIC DEVELOPMENT APPROACH

In today's world of increased technology and communications, it is important for Surprise to have a strategic and balanced economic development strategy that recognizes competition and change locally and abroad. The City of Surprise's Economic Development Strategic Plan outlines the City's plan to allow for a strong economic vitality to grow and thrive in the community. The Plan includes strategies to achieve a thriving business environment for the community that facilitates retention and expansion of local and small businesses, attracting new employment opportunities, the promotion of entrepreneurship, supporting tourism, workforce development initiatives, and a robust education network from early elementary all the way to the university and post-secondary levels. At the same time, consideration must be made for preserving the small-town atmosphere and natural resources that have produced an attractive lifestyle in Surprise.

Surprise's Business Climate

Business retention, attraction and development are important to a healthy and thriving business climate and creating a diversified employment base. Expanding and diversifying the types of businesses in the City increases employment opportunities, generates additional tax revenues, and enhances the quality of life for Surprise residents through both direct and indirect means. The ability to draw investment in the community must also be supported by lifelong education opportunities and quality shopping, dining, and entertainment opportunities.

As the population base in the City of Surprise continues to grow, it is important the City maintain a pro-business climate in order to attract employers that offer above average wages. An expansion of diverse job types also serves as a catalyst and complement to yielding a wide array of housing choices and amenities offered to the residents and employees in Surprise.

Strategic Employment Centers

With 328 square miles within its planning area, there is ample land to support multiple employment centers throughout the City. Employment centers in Surprise should be viewed as a development tool with flexible land use policies that promote a mixture of uses and densities to promote a diversity of jobs, housing options for all residents, and infrastructure investment to promote job growth. The primary existing employment centers in Surprise today include:

Surprise Loop 303 Market

With the ability to leverage its proximity and access to the Loop 303 freeway and nearby existing and planned residential communities, the Surprise Loop 303 Market area consists of approximately 1,800 acres of commerce and office related

land uses at the final completion of development. This area has already started to serve as a regional retail and office hub. At full build-out, the Surprise Loop 303 Market will all together have the Villages at Prasada, a regional destination mall, Dignity Medical Campus, and a regional professional office center that collectively could offer as many as 20,000 jobs in this area.

Surprise City Center

The Surprise City Center is approximately one square mile area that is home to City of Surprise Recreation Campus, Surprise Stadium, Surprise Tennis & Racquet Complex, Community Park, Aquatic Center, Surprise Regional Library, City Hall and Civic Complex, and the West Point master planned community. The Surprise Center District area is generally bounded by Bell Road to the north, Greenway Road to the south, Dysart Road to the east and Parkview Place to the west.

The City Center area in Surprise has been the recipient of considerable financial investment over the years, especially the partnership with Ottawa University-Arizona. The area is supported by strong transportation access from all four directions. This area currently serves as the recreation and tourism hub of the community by drawing visitors to its world class recreation center and spring training facilities. Restaurants, hotels, and shopping opportunities are in close proximity to support the recreation and tourism destinations. Surprise has long envisioned this area to ultimately be a vibrant downtown—an essential cornerstone element to the growth and vibrancy for the community. An infusion of mixed use developments, medical offices, higher density residential, hotels, restaurants, shops, and entertainment uses are desired to complement and build upon existing uses to create a more economically sustaining and robust downtown destination.

Southwest Railplex

The Southwest Railplex District is an advanced manufacturing hub consisting of two square miles generally located between Waddell Rd and Peoria Avenue and Litchfield Road to Dysart Road. This area is served by excellent infrastructure including a BNSF rail spur, two APS power substations, municipal water treatment facility and arterial roadway access with proximate connections to US 60 and Loop 303. The area is Arizona's first BNSF Certified Site and has received over \$250 million of corporate investment throughout its history. Railplex is planned to contribute more than 2,000 local jobs to the Surprise economy at full build-out.



Northwest Surprise Corridor

The North Surprise Corridor is an emerging area of economic importance in the City's planning area just southeast of the US 60 and SR-74 interchange. This area is anchored by the 4,200-acre development of the BNSF Railway Western Hub that is progressing forward and the almost 600-acre Cielo Crossings residential development, with lot sizes of a minimum 14,000 square feet. Not only will this area benefit from BNSF's intermodal logistics business, but convenient connections to the TSMC plant and the future I-11 corridor further boosts the economic potential of the area beyond a regional logistics hub to a perhaps even a future location of an inland port for the region.

AZ TechCelerator

Located in the Surprise Original Town Site, the AZ TechCelerator, a four-building campus, totaling nearly 66,000 square feet is designed to "incubate" new, start-up innovation business ventures by providing affordable space, tools, and resources to grow new businesses. The City offers access to experienced mentors and partnerships with area businesses such as University of Advancing Technologies (UAT), the Arizona Small Business Development Center (AZ SBDC) and Service Corps of Retired Executives (SCORE).

Luke AFB Compatibility District

The Ford Proving Grounds and Northwest Regional Landfill are the primary existing employers within the Luke Compatibility District. They selected their sites based on its remoteness from urbanization. The planned White Tanks Freeway bifurcates the LCD just north of the Jomax Road alignment. As this transportation facility develops in the future, it will serve as a transportation and logistical catalyst for industrial and commerce park employment growth opportunities in this area.



Economic Development Incentives

Surprise actively supports high employment projects, and the City promotes assistance programs to meet the critical needs of incoming projects through the following tools:

Development Assistance

Development projects that provide benefits such as employment, capital investment and new tax revenue to the City may be considered for development assistance funding. Funding may be used for purposes such as public infrastructure improvements and permitting and engineering fees.

Foreign Trade Zone Number 277

The City of Surprise is located within the Greater Maricopa Foreign Trade Zone (FTZ) Number 277 which offers federal benefits, operational efficiencies, and potential Arizona Real and Personal Property Tax savings. The City of Surprise partners with the Western Maricopa Coalition (WESTMARC), a public-private partnership of municipalities, business community, and the educational sector in the West Valley of Greater Phoenix, to facilitate the promotion and activation of the Foreign Trade Zone within the West Valley. The City has experience assisting businesses in obtaining an FTZ Designation and has representation on the Advisory Council of the Greater Maricopa Foreign Trade Zone (GMFTZ).

5-Day Building Permit Program

The Self-Certification Permit Program, also known as the 5-Day Building Permit Program, illustrates how the City of Surprise is committed to enhancing customer service for our building community. The program eliminates the plan review fee for Licensed Design Professionals certified with the City of Phoenix and provides a faster permit process for eligible projects, allowing a permit to be issued within five business days.

Cultivating and Attracting a Skilled, Educated and Well-trained Workforce

The development of a highly skilled and trained workforce is a committed collaboration between the City, local school districts, businesses, and others to invest the time and resources to train workers that will attract employers to invest in Surprise. The City will continue to take an active role by hosting job fairs, encouraging job training, apprenticeship programs, workforce development and life-long learning.

The City's support of the diversifying and strengthening of a variety of employment sectors in the local economy encourages the growth and education of its local workforce, further enhancing the high quality of life offered to residents of Surprise.



GOALS & POLICIES

Goal 8.1

Support economic competitiveness

Surprise is home to a variety of businesses and industries that offer opportunities for quality employment and capital investment. Surprise will continue to form strong economic foundations by positioning itself as a first-choice location for new and existing businesses that generate a diversity of local high-quality jobs. This will continue Surprise's transformation from a bedroom community to a competitive economic destination.

Policies

1. Encourage and promote partnerships between research institutions and businesses in emerging industries, technologies, and incubators. Additionally, facilitate and enhance collaboration among the Surprise business community and City government.
2. Attract and retain businesses that provide high-paying jobs to strengthen the economic base of Surprise through economic development incentives.
3. Support small business enterprise with access to professional resources that will assist in all stages of a business life cycle.
4. Research the feasibility of siting a university-backed technology park in one of the City's employment centers.
5. Conduct research to determine the feasibility of establishing an inland port or a Military Reuse Zone in proximity to Auxiliary Field #1.



6. Strive to enhance the existing jobs to housing balance, pursuing one new job for every new dwelling unit. The City shall also strive to maintain a reasonable balance between employment income levels and housing costs within the city, recognizing the importance of housing choice to economic development in the city.
7. Continue to promote Surprise as a location for clean industry, high-tech manufacturing, and corporate office development.
8. Encourage new employment centers by providing the infrastructure necessary to accommodate new industry, while also remaining flexible to future economic shifts and needs.
9. Support economic development efforts in targeted areas with public improvements to community facilities when needed.
10. Seek to encourage job creation and employment attraction that serves to provide high-quality careers for younger members of the workforce as a way to retain and attract younger people to Surprise.



Goal 8.2

Be a regional economic partner

Surprise has distinguished itself through offering a competitive local economy when attracting major industries looking to locate to the metro area. Surprise will continue to promote and diversify itself as a strong regional, statewide, national, and global partner in forming economic relationships with other jurisdictions and entities.

Policies

1. In order to enhance the existing jobs to housing balance, the City of Surprise shall promote targeted employment expansion and relocation for clean industry, high-tech manufacturing, and corporate office development in the City through the use of preferred business attraction incentives, especially in the Loop 303/Prasada and the Surprise City Center areas.
2. Market the AZ TechCelerator to home-based technology businesses and other startup companies that match the vision of the AZ TechCelerator as a place for idea generation and business development.
3. Partner with state and local jurisdictions, governmental organizations, local colleges, non-profit agencies, and the local and regional business community to leverage Surprise's resources and workforce in implementing strategic programs and techniques in areas including, but not limited to, national and international marketing, regional economic issues and opportunities, workforce development, industry cluster development, and establishing emerging industries in order to showcase the City's ability to compete nationally and internationally for economic growth.



4. Utilize the research services that the Greater Phoenix Economic Council (GPEC) and MAG have to offer and participate in domestic and international marketing missions that support the City's quest for strategic industry targets.
5. Promote economic development program opportunities, such as the Greater Maricopa Foreign Trade Zone (GMFTZ), Government Property Lease Excise Tax (GPLET) utilization, and Foreign Trade Zones to expand economic development opportunities in Surprise.
6. Promote that new economic development initiatives and development support the City's water-conscious policies.



Goal 8.3

Elevate tourism through attractions

As the annual calendar of events continues to grow, Surprise will work to bring more opportunities for entertainment events to the City for the enjoyment of its residents and to attract tourists and visitors from across the region and state. Special attention will be given to promoting and cultivating various destinations for sports and leisure activities as a continued pillar of economic development for the community.

Policies

1. Continue to develop facilities and signature events that attract both amateur and professional sport tournaments at the local, regional, and national level.
2. Develop facilities and a sports complex to host soccer, lacrosse, and other field sport signature events while providing expanded recreational facilities for the residents.
3. Develop an indoor Fieldhouse Facility to host volleyball, basketball and court signature events while providing expanded recreational facilities for the residents.
4. Determine the feasibility of attracting family-oriented entertainment venues and identify full-service sites within the City to accommodate this use.
5. Attract entertainment and destination venues that will provide entertainment opportunities for residents and promote tourism.



6. Encourage the development of a destination resort in Surprise.
7. Create multi-beneficial partnerships with local businesses including hotels, restaurants, and entertainment venues to attract and support tourism-driven events and provide positive experiences for residents and tourists.
8. Expand tourism development and create walkable connections to support City Center growth, enhancing the economic impact for the community and reducing leakage to other cities.
9. Foster and allow for venue space that supports local art and cultural attraction events, cultural organizations, non-profits, and creative entrepreneurs.



Goal 8.4

Offer life-long learning and skill-building

In order for a well-educated workforce to choose to live and flourish in the City, Surprise will encourage an environment of broad, continuous learning for residents of all ages. This work will be achieved through focus and collaboration among a spectrum of partners including educational districts and institutions, businesses, public agencies, and community non-profits.

Policies

1. Support accessible and effective education through a variety of institutions that leads to local workforce attraction and retention in order to help the community meet the challenges of a changing knowledge-based economy. This will be done in part by strengthening the community's public and private relationships with educational institutions to promote incubator activities, research, and entrepreneurial partnerships and opportunities.
2. Enhance visibility of educational providers in the City and access of residents to the providers in order to promote and encourage opportunities for lifelong learning.
3. Attract new educational opportunities and retain existing with a special emphasis on continuing to attract higher education institution(s) that will enhance educational and cultural opportunities for Surprise residents.
4. Work to identify strategies to share facilities and develop shared use agreements.



5. Support education-based facilities such as museums, libraries, conference centers, science centers, gardens, etc. Additionally, take advantage of public spaces such as City hall, fire stations, and parks as a place to educate the public on native plants, water and energy conservation methods, career opportunities, creative entrepreneurship, and other public issues through static displays or special events.
6. Create and adopt a Youth Master Plan to address the needs and desires of the City's younger generations to promote efforts related to youth education and their involvement in the community.
7. Support broadband infrastructure investment which provides access to affordable broadband communications for advancing education.



9



IMPLEMENTATION

IMPLEMENTATION

Introduction

This chapter identifies specific Implementation Initiatives and Administration Procedures that are necessary to ensure the overall vision and diverse goals of the Surprise 2040 General Plan are carried out effectively. These initiatives and procedures include the development of an Implementation Strategy Matrix and a Progress Metrics Matrix. The Implementation Strategy Matrix clearly defines those ordinances and/or code changes, additional planning studies, and other programs that are needed to carry-out the long-term goals and policy recommendations made throughout the Plan. The Progress Metrics Matrix lists a series of key indicator metrics that can be used to develop an annual monitoring report or evaluation that enables the City of Surprise to review the General Plan's various policies and assess their effectiveness in achieving desired plan outcomes.

Beyond the direct guiding aspects of this chapter, much of the General Plan implementation occurs on a case-by-case, or project-by-project, basis through review of proposed zoning applications, site plans, conditional uses, plats, public improvements, and facilities. Implementation also occurs on a daily basis within the City administration through an ongoing system of analysis, studying of changes in the marketplace, and reaching rational conclusions about community needs and the best courses of city action within the framework established by the Surprise 2040 General Plan.

Overall, the Surprise 2040 General Plan encourages consistent community and individual landowner-based decisions that will result in logical, desirable, and sustainable development. To accomplish this, the General Plan relies on a comprehensive planning perspective that incorporates progressive Character Area Land Use implementation techniques coupled with the Plans organizing fundamental values.

ARS Elements

Per Arizona Revised Statutes (ARS 9-461.05), a General Plan must include specific elements, or topics, that are determined based on the population of the City. Based on Surprise's current population, the required elements that must be addressed include:

- Land Use
- Circulation
- Open Space
- Growth Areas
- Environmental Planning
- Cost of Development
- Water Resources
- Conservation
- Recreation
- Public Services & Facilities
- Public Buildings
- Housing
- Rehabilitation and Redevelopment
- Safety
- Bicycling
- Energy
- Neighborhood Preservation and Revitalization

General Plans may also include additional elective elements on any topic that the City feels is important or unique to the long-term planning of the community. Within this context, and through the planning process, the City of Surprise identified the following additional key elements:

- Economic Development
- Arts & Culture
- Education
- Health

Given this General Plan is uniquely organized around the City's six core community-initiated values, the following ARS Element and Goal Matrix in Table 9.1 was developed to explicitly detail how the various goals (and their supporting policies) specified within each Chapter of the Plan apply to the elements that are both State required and City elected.

Table 9.1: Goals & Elements Matrix

			REQUIRED ELEMENTS										ELECTIVE ELEMENTS					
			Land Use & Growth Areas	Circulation & Bicycling	Recreation & Open Space	Revitalization & Redevelopment	Housing & Neighborhood Preservation	Environmental Planning & Conservation	Water Resources	Energy	Public Services & Facilities	Public Buildings	Safety	Cost of Development	Economic Development	Arts & Culture	Education	Health
A WELCOMING PLACE	Goal 3.1	Build strong neighborhoods and local connections	●		●	●	●				●	●			●	●		●
	Goal 3.2	Promote public engagement and participation				●				●				●		●	●	
	Goal 3.3	Foster effective communication				●							●	●	●	●	●	●
	Goal 3.4	Provide good governance through service excellence									●	●	●	●	●		●	●
A LIVABLE COMMUNITY	Goal 4.1	Maintain a well-managed community form	●			●	●							●	●	●		
	Goal 4.2	Be a home for everyone	●	●	●	●	●	●	●	●	●		●	●	●	●		
	Goal 4.3	Foster a sense of place through maintenance, reuse, or redevelopment of maturing areas	●		●	●	●	●				●	●	●	●			●
	Goal 4.4	Protect Luke Air Force Base	●	●	●		●	●	●		●	●	●	●	●			●
A CONNECTED CITY	Goal 5.1	Develop a complete transportation network to support desirable patterns of development	●	●		●	●	●					●	●	●			●
	Goal 5.2	Promote safe movement of people, goods, and vehicles across all modes of travel		●	●		●						●		●			●
	Goal 5.3	Relieve vehicular congestion	●	●		●	●	●		●			●	●	●			●
	Goal 5.4	Plan for emerging transportation technologies		●		●	●	●		●	●	●		●	●			
	Goal 6.1	Protect the health of our diverse environment	●		●			●										●

		REQUIRED ELEMENTS											ELECTIVE ELEMENTS				
		Land Use & Growth Areas	Circulation & Bicycling	Recreation & Open Space	Revitalization & Redevelopment	Housing & Neighborhood Preservation	Environmental Planning & Conservation	Water Resources	Energy	Public Services & Facilities	Public Buildings	Safety	Cost of Development	Economic Development	Arts & Culture	Education	Health
A SUSTAINING ENVIRONMENT	Goal 6.2	Utilize a systems approach to sustainability	●		●		●	●	●				●	●			
	Goal 6.3	Reduce risk and thrive under change		●	●			●			●	●				●	
	Goal 6.4	Provide exceptional core utilities					●	●		●	●		●	●			
	Goal 6.5	Continuously and responsibly manage our water resources	●		●	●		●	●					●			●
	Goal 6.6	Bolster water conservation	●			●		●	●								●
	Goal 6.7	Ensure for safe and reliable water delivery				●		●	●				●	●			●
A HEALTHY LIFESTYLE	Goal 7.1	Offer superior recreational amenities and activities	●	●	●			●	●		●			●	●		●
	Goal 7.2	Foster a system of natural opens spaces	●	●	●	●		●	●			●					●
	Goal 7.3	Increase access to wellness opportunities		●	●	●		●	●		●	●		●	●	●	●
	Goal 7.4	Ensure for quality community services	●	●			●			●		●					
	Goal 7.5	Cultivate and preserve our culture and heritage			●	●	●				●	●		●	●		●
A COMPETING ECONOMY	Goal 8.1	Support economic competitiveness	●	●		●			●	●	●			●		●	
	Goal 8.2	Be a regional economic partner						●	●	●	●			●			
	Goal 8.3	Elevate tourism through attractions	●			●						●		●	●		
	Goal 8.4	Offer life-long learning and skill-building			●		●				●	●		●	●	●	

Implementation Initiatives

Summary of Implementation Tools

The City of Surprise can use a variety of regulatory mechanisms and administrative procedures to implement the 2040 General Plan. The summary below outlines the general tools and strategies that Surprise can use to implement the vision, goals, and policies of this Plan:

- Surprise Land Development Ordinance (LDO)
- Sub-Area Plans
- Infrastructure Master Plans
- Planning and Design Guidelines
- Overlay Districts
- Engineering Development Standards
- Capital Improvement Program (CIP)
- Development Agreements
- Coordination with Public Agencies (MAG, FCDMC, ADOT)
- Coordination with Local Associations (WESTMARC, Chambers, HOA)

Implementation Strategy Matrix

The Implementation Strategy Matrix in Table 9.2 identifies specific actions that Surprise intends to take during the period of time that this Plan is in effect and implemented. The Implementation Strategy Matrix first identifies the relevant primary value and then defines the corresponding implementation strategy that helps to support that value, the lead department or agency charged with executing the strategy, and a general timeframe for implementation. The timeframes indicate both a strategy's regular review by the lead responsible party and time for full implementation.

It is important to note that the ability to implement the strategies outlined in the following matrix is dependent upon revenue, staffing, and other resource capabilities of the City of Surprise.

Table 9.2: Implementation Strategy Matrix

Primary Value	Implementation Strategy	Lead Responsible Party	Short-Term (0-5 Years)	Mid-Term (5-10 Years)	Long-Term (10-20 Years)
ALL VALUES	Pursue available grant funding to assist with the advancement of applicable policies	All Departments	●	●	●
	Stay involved in regional discussions and cooperative planning efforts (i.e. ADOT, MAG, MCDOT, FCDMC, WESTMARC)	Transportation Department	●	●	●
	Maintain the City's GIS data base to include development statistics to assist in monitoring the performance of the General Plan	All Departments	●	●	●
	Continuously review the Surprise Capital Improvement Plan (CIP) to ensure each element of the 2040 General Plan is being implemented to the greatest degree possible	All Departments	●	●	
A WELCOMING PLACE	Regularly evaluate and review ASC and NCS surveys to determine areas in need of improvement	Community Development Department	●	●	
A LIVABLE COMMUNITY	Update the LDO and PEDS to be consistent with the implementation of the General Plan	Community Development Department	●	●	
	Implement the recommendations of the Surprise Housing Study	Human Service & Community Vitality	●	●	
	Promote desired retail and employment within defined growth areas.	Community Development Department	●	●	●
	Explore the feasibility and development of an annexation policy.	Community Development Department	●		
A CONNECTED CITY	Develop and adopt a Transportation Master Plan encompassing transit and a Complete Streets Plan and Policy document	Transportation Department	●	●	●
	Implement transportation system improvements as described in Chapter 5: A Connected City	Transportation Department	●		
	Prioritize the recommendations of the Transit Feasibility Study	Transportation Department	●	●	
A SUSTAINING ENVIRONMENT	Review and update the Surprise Integrated Water Master Plan as necessary to respond to the evolving local and regional drought planning conditions.	Water Resource Management	●	●	
	Review and update the Engineering Development Standards, as appropriate to be consistent with the implementation of the General Plan	Public Works Department	●	●	
	Evaluate the need to prepare a Citywide Facilities Master Plan	Public Works Department	●		
A HEALTHY LIFESTYLE	Participate in the "safe routes to schools" program or similar programs.	Transportation Department	●	●	●
	Update the Parks and Recreation Master Plan to be consistent with the 2040 General Plan as applicable	Parks and Recreation Department	●		
	Collaborate with the development community to reserve and preserve desired open space for passive and recreational purposes in accordance with the Recreation Master Plan.	Parks and Recreation Department	●	●	●
A COMPETING ECONOMY	Periodically update the Economic Positioning Framework to assist in encouraging job growth	Economic Development Department	●		
	Continuously coordinate and review the American Community Survey (ACS) to better inform officials, community leaders, and businesses and support recommended updates to the General Plan and LDO.	Economic Development Department	●		
	Continuously coordinate and review economic and job growth data to encourage job growth and supportive housing opportunities through continued evaluation of the General Plan and LDO.	Economic Development Department	●	●	

Measuring Progress

As noted in the previous sections of this Chapter, the Surprise 2040 General Plan will be executed through implementation strategies and other actions, investments, and partnerships. The Community Development Department will demonstrate success of the 2040 General Plan through annual reporting on progress completing specific strategies and investments recommended by or that contribute to desired outcomes as expressed through the General Plan's vision, values, and goals. To support this effort, the City will continue to track the implementation of the plan based on key indicators identified in the Progress Metrics Matrix in Table 9.3. These metrics serve to evaluate projects and efforts in the City in line with the goals and policies put forth in the 2040 General Plan. Given metric availability and applicability often shifts due to trends outside of the City's control, it should be noted that it is problematic to tie any singular or group of metrics to implementation of a specific General Plan goal or conversely suggest any metric movement is solely tied to City actions. Consequently, new data sources and sets for the following metrics should be continuously reviewed and gathered to help further inform the annual reporting process.



Table 9.3: Progress Metrics Matrix

Metric	Interest Topic	Goal(s) Measured
Total population	Housing, Economic Development	4.2, 8.1, 8.2, 8.3
Tax revenues	Economic Development	8.1, 8.2, 8.3
New residential CofO (single-family & multi-family)	Housing	4.1, 4.2
New residential development (proximity to commercial and employment centers)	Neighborhoods	4.1, 4.2
New non-residential development (SF)	Economic Development	4.1, 8.3
Vacancy rate for commercial space	Economic Development	4.3, 8.1, 8.2, 8.3
New development/investment by growth area (by project and \$)	Housing, Economic Development	4.1, 4.2, 8.1, 8.2, 8.3
Housing type distribution	Housing	4.1, 4.2
Housing occupancy distribution (Ownership vs Rental)	Housing	4.1, 4.2
Median home price	Housing	4.1, 4.2, 4.3
Percent of population that is housing-cost burdened (housing >=30% of income)	Housing	4.1, 4.2
Number of public art projects	Neighborhoods	3.1, 4.1, 4.3
Miles of sidewalks	Recreation, Transportation	5.1, 5.2, 5.3, 7.3
Miles of bike lanes	Recreation, Transportation	5.1, 5.2, 5.3, 7.3
Miles of trails	Recreation, Transportation	5.1, 7.2, 7.3
Number and type of City events	Recreation	3.1, 7.1, 7.5
Total acres of preserved public park and open space	Open Space	4.1, 7.2, 7.3
Annual water demand (calendar year)	Water	6.1, 6.2, 6.4, 6.5, 6.6, 6.7, 7.2, 8.2
Gallons of water per capita per day (GPCD) (calendar year)	Water	6.1, 6.2, 6.4, 6.5, 6.6, 6.7, 7.2, 8.2
Current designation of assured water supply volume	Water	6.1, 6.2, 6.4, 6.5, 6.6, 6.7, 7.2, 8.2
Crime rates	Public Safety	4.1, 4.3, 7.4
Total jobs	Economic Development	8.1, 8.2,
Total jobs by industry	Economic Development	8.1, 8.2
Median Household Income	Economic Development	8.1, 8.2
Percentage of population with a high-school degree	Education	8.1, 8.2, 8.4
Percentage population with some post-secondary education or a post-secondary degree	Education	8.1, 8.2, 8.4
Spring training attendance	Economic Development	7.1, 8.3

Administration Procedures

To ensure ongoing implementation of the Surprise 2040 General Plan as an important, practical, up-to-date, and consistent statement of city policy, the following actions should occur.

General Plan Monitoring Report

Arizona Revised Statutes mandates all Cities to provide an annual status report to their City Council on the progress of enacting the defined elements of their General Plan. During each monitoring cycle, a “State of the Surprise 2040 General Plan” report will be prepared to determine whether implementation of the plan is occurring in an anticipated fashion and whether it is achieving desired results, such as developing the housing and employment the City needs.

On a yearly basis implementation monitoring will provide qualitative information on the specific steps that the city and its partner agencies are taking to carry out the plan (for example, the adoption of new policies and regulations, or the investment in specified infrastructure).

More quantitative performance monitoring data in alignment with the metrics outlined in this Chapter will be tracked and detailed on five-year increments by the Community Development Director or designee in order to measure changes in vital indicators such as jobs and housing growth, transportation behavior and performance, changes to the landscape, changes to assessed property values, fluctuations in building permits issued, and variation in retail sales tax revenue.

This overall monitoring approach will ultimately allow City staff and elected officials to determine how policies and strategies are influencing and promoting the type of growth and investment that is necessary to achieve the desired vision for Surprise.

General Plan Amendments

Major Amendments to the General Plan

A Major Amendment to the Surprise 2040 General Plan is any proposal that would result in a change to the Character Area Land Use Plan that would substantially alter the city’s planned mixture or balance of uses. It is important to examine the implications of the project on the cumulative impact on the entire planning area. The criteria for categorizing a proposed amendment to the Surprise 2040 General Plan as a major amendment includes determining the relative size and amount of the proposed change. Additionally, the relationship with surrounding land uses and its impact upon major public infrastructure is considered. The following are criteria for determining a major amendment to the Surprise 2040 General Plan:

- Any change in the Character Area Land Use designation from Neighborhood to Commerce & Office or Employment on 640 or more acres.
- Any change in the Character Area Land Use designation from Commerce & Office or Employment to Neighborhood.
- An increase or decrease in the planned number of acres designated for Open Space Character Area Land Use of 160 acres or more.
- Revisions to the text of the 2040 General Plan that are “not purely technical in nature.”

Minor Amendments to the General Plan

“Minor Amendments” to the Surprise 2040 General Plan are considered minor text changes and corrections that do not impact substantive portions of the Character Area Land Use plan’s mixture or balance. All amendments to the City of Surprise General Plan that are not defined as Major Amendments are considered Minor Amendments. Minor Amendments may be considered by the Surprise Planning and Zoning Commission and City Council at any time during the calendar year.

General Plan Amendment Procedures

Per Arizona Revised Statutes (ARS) 9-461.06, the City of Surprise will consider major amendments to the Surprise 2040 General Plan at a public hearing within twelve months of when the proposal is made. Major amendment applications must obtain a two-thirds majority vote of the City Council to approve them. In addition, all major amendments must meet the public involvement criteria outlined in ARS 9-461.06 that reads, “effective, early, and continuous public participation in the development and major amendment of the (Surprise 2040 General Plan) from all geographic, ethnic, and economic areas of the municipality.”

General Plan Amendment Evaluation Criteria

In considering plan amendments, the proposal will be considered in terms of all the General Plan Chapters. A thorough evaluation shall include, but is not limited to the following:

- Whether the proposed change is generally consistent with goals, objectives, and other elements of the Surprise 2040 General Plan.
- Whether the proposed change is justified by a change in community conditions or neighborhood characteristics since adoption of the Plan.
- Whether the proposed change creates an adverse impact on public facilities and services, including roads, sewers, water supply, drainage, schools, police, fire, and parks, that cannot be reasonably mitigated.
- Whether the proposed change creates an adverse impact on landmarks or other culturally significant structures or properties that cannot be reasonably mitigated.

- Whether development resulting from the proposed change would create an undue adverse impact on surrounding neighborhoods.
- Whether the proposed change would have a significant adverse impact on the natural environment, including washes, vegetation, slopes, groundwater, and other significant natural resources that could not be reasonably mitigated.
- Whether there was a change in city adopted policies or codes that would justify a change in the Surprise 2040 General Plan.

Development Proposal Review Criteria

On a routine basis the Community Development Department is tasked with the review of development proposals for compliance with the Surprise 2040 General Plan. To evaluate the quality and appropriateness of a development proposal, City staff shall utilize the goals, policies, recommendations and guidelines outlined within each chapter of this plan.

Depending on the project's size, location, and use, the review may address the project's impacts in a variety of areas including (but not limited to):

- Does the proposed development carry forward the vision and relevant goals and policies expressed in the General Plan?
- Does the proposed development adhere to the design guidelines of the applicable Character Area(s) and/or Development Type(s)?
- Does the proposed development strengthen or compromise the character of the area by adding to the mixture of uses?
- Does the proposed development maintain compatibility with or contribute to the quality of existing land uses in the surrounding area?
- Does the proposed development offer a range of mobility options and promote connectivity to adjacent or future development?
- Does the proposed development preserve natural systems (i.e. washes, wildlife corridors) and/or promote environmentally conscious practices (i.e. protect natural terrain, vegetation, viewsheds)?
- Does the proposed development improve and/or expand the existing infrastructure to the surrounding area?
- Does the proposed development further the provision of jobs in the surrounding area or the City as a whole?

Based on the outcome of the review, the City may work with the applicant to modify the project's size, density, land use mix or design, or take other measures to ensure compliance with the General Plan.

While many elements of the General Plan largely define the appropriateness of a development proposal, it is recognized that some specific conditions relating to the application of Character Areas and their associated Development Types (as defined in Chapter 4: A Livable Community) require the following additional implementation and review criteria.

Greenfield Development

The City's large supply of vacant land both within the city limits and its planning area provide significant opportunities for development on previously undeveloped land – in fact most growth in Surprise will likely occur on vacant land. This is commonly referred to as greenfield development. Greenfield development on land that has no preexisting adjacent development represents an opportunity (as the initial development proposal for a given area) to define the type of neighborhoods, commercial nodes and job centers, or in other words the “Character” of an area, that does not exist today.

Greenfield development that in essence “sets the character” of an area should be reviewed over a larger geographic area and against key planning and infrastructure documents (i.e. Transportation Master Plan and Water and Sewer Infrastructure Plans) in order to measure long term impacts to the surrounding region and in turn assess its compliance with the overarching vision and goals of the 2040 General Plan.

Non-Conforming Development

Existing development, land uses or structures that are found to be non-conforming per the LDO, shall not be considered an existing use as it relates to determining the existing Character and/or Development Type of said development.

Approved Planned Area Developments

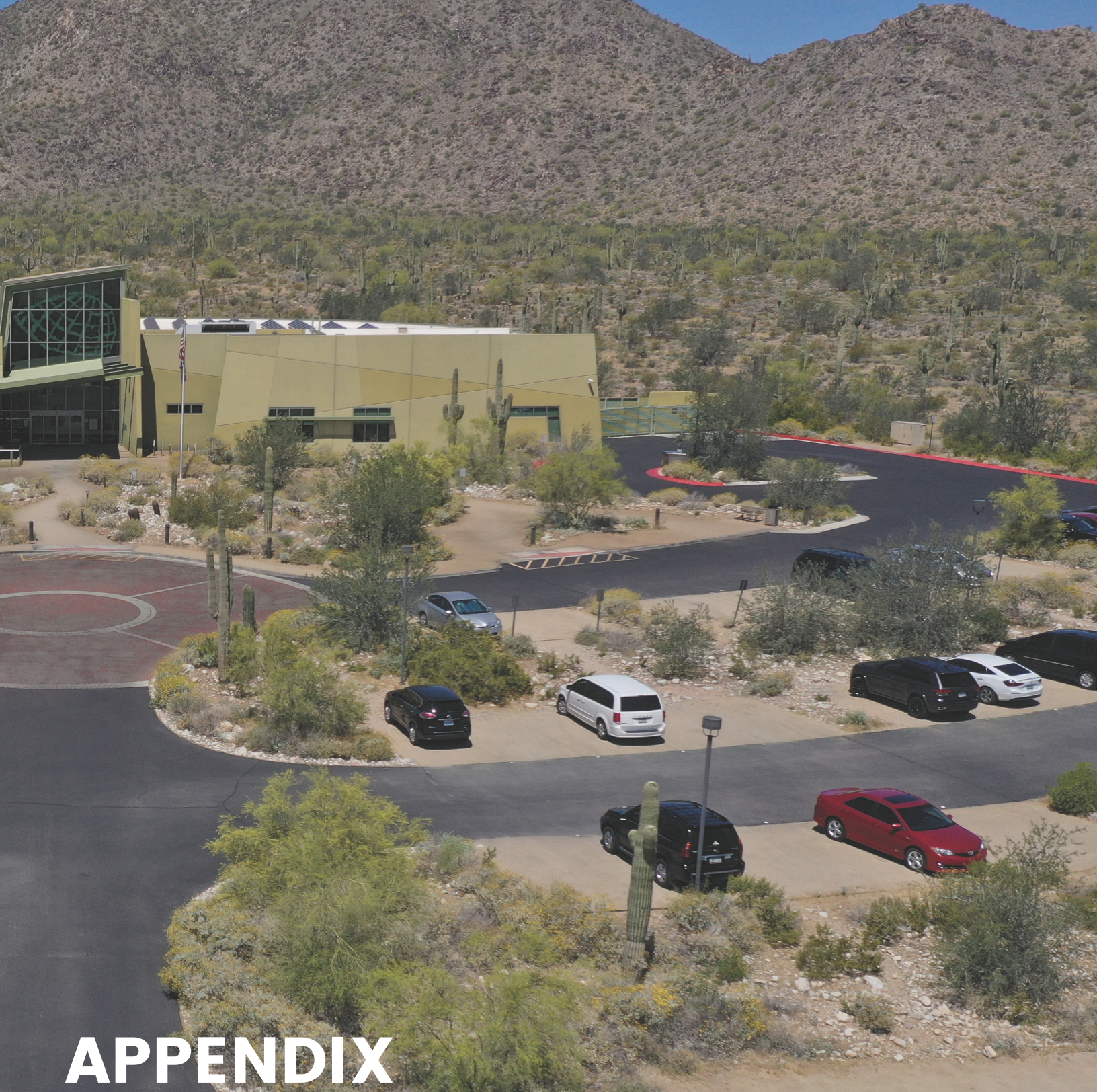
The City of Surprise has a large number of approved Planned Area Developments (PADs) that are all in various stages of implementation. The following criteria have been developed to assist with the incorporation of these PADs into the Surprise 2040 General Plan:

- By virtue of their existing zoning entitlements, these PADs are permitted to maintain their density and intensity of land use.
- To the greatest extent possible, each PAD shall provide open space areas and/or corridors that are consistent with those shown on the Character Area Land Use Plan. In the event that these open space areas and/or corridors are not consistent with the land use plan of the approved PAD, the development rights of the impacted areas shall be allowed to be transferred to alternate locations within the designated PAD.
- Development of the PADs shall meet or exceed the design guidelines of the applicable Character Area(s) and/or Development Type(s).



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APPENDIX

GLOSSARY

Acre-foot – Amount of water it takes to cover an acre of land to a depth of one foot, about 326,000 gallons. An acre-foot can supply the annual needs of between one and two average Arizona households.

Acres – Unit of land measurement equal to 43,560 square feet, or 4,840 square yards

Actions – Actions are a measure, procedure, technique, or strategy intended to implement one or more policies to help reach a specified goal of the General Plan.

Adverse impact – A negative consequence for the physical, social or economic environment resulting from an action or project.

Alternative energy – Energy derived from nontraditional sources.

Annexation – process by which an area of land is incorporated into an existing city or municipality with a resulting change in the boundaries of the annexing jurisdiction.

Aquifer – Geological formation that is water bearing and permeable and yields economically significant amounts of water to wells or springs.

Buildout – Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

Capital project – A specific undertaking involving procurement, construction or installation of facilities or related equipment which improves, preserves, enhances, or modernizes the City's provision of municipal services.

Census – The official decennial enumeration of the population conducted by the Federal Government.

City Council – A city's legislative body. The popularly elected City Council is responsible for enacting ordinances, imposing taxes, making appropriations, establishing policy, and hiring some City officials. The council adopts the local general plan, zoning, and subdivision ordinance.

Cluster development – Concentration of development on only a portion of a site, allowing sensitive areas to be protected with no loss in the number of lots and maintaining the overall density of the site.

Cogeneration – Cogeneration is a highly efficient means of generating heat and electric power at the same time from the same energy source.

Complete streets – Complete streets are designed and operated to enable safe, attractive and comfortable access and travel for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities are able to safely and comfortably move along and across a complete street. Complete Streets also create a sense of place and improve social interaction, while generally improving property adjacent land values.

Conservation – Management of the human use of resource so as to yield the greatest sustainable benefit to present generation.

Effluent – Municipal sewage or wastewater that has been partially or completely treated.

Foreign Trade Zone— geographical area, in (or adjacent to) a United States Port of Entry, where commercial merchandise, both domestic and foreign, receives the same Customs treatment it would if it were outside the commerce of the United States

Goals – Goals are intended results, expressed in simple terms, for the General Plan’s primary values and elements. They represent overarching desired results of the plan.

Habitat – The natural environment in which an organism lives.

Incorporated – Territory included under City of Surprise jurisdiction.

Metropolitan Area – The area which is located in a relatively large core city or cities and the adjacent geographic areas.

Micromobility – a variety of small, generally low-speed vehicles and conveyances, such as e-scooters, that can be electric or human-powered and privately owned or part of shared fleets.

Multimodal – Accommodating various modes of transportation including bicycles, pedestrians, transit vehicles, ferries, trains and personal vehicles.

Noise Contours – Noise contours are a series of lines superimposed on a map of the airport’s environs. These lines represent various DNL levels. DNL noise contours are used for several purposes.

- Noise contours highlight existing or potential areas of significant aircraft noise exposure
- Noise contours are used to assess the relative aircraft noise exposure levels of different runway and/or flight corridor alternatives
- Noise contours provide guidance to political jurisdictions in the development of land use control measures. These measures include zoning ordinances, subdivision regulations, building codes and airport overlay zones.

Ordinance – A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Policies – Policies are a specific statement that regulates activities in the City, guides decision-making, and directs implementing actions to achieve the General Plan’s broader goals.

Preservation – An action to reserve, protect or safeguard a portion of the natural environment from unnatural disturbance.

Recharge – A process by which water is added to a zone of saturation, usually by percolation from the soil surface.

Renewable – Energy obtained from sources that are essentially inexhaustible.

Subsidence – The process of sinking or settling of a land surface because of natural or artificial causes.

Sustainability – A concept of meeting the needs of the present without compromising the ability of future generations to meet their needs. Planning for sustainability promotes responsible development – not anti-development. It requires a democratic process of planning to achieve the greatest common good for all segments of our population, protect the health of the environment and assure future generations of the resources they will need to survive and progress.

Transit – Comprises all transport systems that transport members of the general public, usually charging set fares. It generally includes rail, bus services, on-demand rideshare etc.

Urban Design – Urban design concerns the arrangement, appearance and functionality of towns and cities, and in particular the shaping and uses of urban public space. It has traditionally been regarded as a disciplinary subset of urban planning, landscape architecture, or architecture. Urban design theory deals primarily with the design and management of public space (i.e. the ‘public environment’, ‘public realm’ or ‘public domain’), and the way public places are experienced and used.

ACRONYMS & ABBREVIATIONS

ADA – Americans with Disabilities Act
ADOT – Arizona Department of Transportation
ADWR – Arizona Department of Water Resources
AFB – Air Force Base
AFY – Acre Feet per Year
APS – Arizona Public Service
APZ – Accident Potential Zone
ARS – Arizona Revised Statute
ASLD – Arizona State Land Department
AUX – Auxiliary
AZ SBDC – Arizona Small Business Development Center
BLM – Bureau of Land Management
BNSF – Burlington Northern and Santa Fe
BOR – Bureau of Reclamation
CAP – Central Arizona Project
CIP – Capital Improvement Plan
CPTED – Crime Prevention through Environmental Design
CWA – Clean Water Act
DU/AC – Dwelling Units per Acre
EPA – Environmental Protection Agency
EV – Electric Vehicle
FAR – Federal Aviation Regulations
FCDMC – Flood Control District of Maricopa County
FEMA – Federal Emergency Management Agency
FHWA – Federal Highway Administration
FTZ – Foreign Trade Zone
GMFTZ – Greater Maricopa Foreign Trade Zone
GPEC – Greater Phoenix Economic Council
GPLET – Government Property Lease Excise Tax
GO – General Obligation
HOA – Home Owners Association
HUD – Housing and Urban Development
HURF – Highway User Revenues Funds
ITS – Intelligent Traffic Systems
LCD – Luke Compatibility District
LDO – Land Development Ordinance
LOS – Level of Service

MAG – Maricopa Association of Governments
MCDOT – Maricopa County Department of Transportation
MPA – Municipal Planning Area
MU – Mixed Use
NCS – National Community Survey
NPDES – National Pollutant Discharge Elimination System
NPDWR – National Primary Drinking Water Regulation
OS – Open Space
OTS – Original Town Site
PAD – Planned Area Development
PEDS – Planning & Engineering Design Standards
PF – Public Facility
PM10 – Particulate Matter 10 microns or less
PRMP – Parks and Recreation Plan
RR – Rural Residential
SCORE – Service Corps of Retired Executives
SDWA – Safe Drinking Water Act
SPA – Special Planning Area
SR – State Route
TOD – Transit Oriented Development
TSMC – Taiwan Semiconductor Manufacturing Company
UAT – University of Advancing Technologies
WESTMARC – Western Maricopa Coalition
YMCA – Young Men’s Christians Association