
Pinetop-Lakeside &



Navajo County



Regional Plan

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Final

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PREFACE

The Town of Pinetop-Lakeside Town Council adopted a General Plan for their community in 1986. Navajo County does not have an adopted plan for the unincorporated area outside the Town's jurisdiction. The purpose of this plan is to enable the two jurisdictions to meet the planning requirements of the new Growing Smarter legislation, adopted by the Arizona State Legislature in 1998, which requires that all communities in Arizona with a population above 2,500 and less than 75,000 comply with the new planning regulations by December 31, 2002.

Collectively, the plan for both the Town and County is entitled the Pinetop-Lakeside/Navajo County Regional Plan. Individually, the plan for the Town is the Town of Pinetop-Lakeside General Plan, while the County's plan is the Navajo County/Pinetop-Lakeside Area Plan.

The Regional Plan recognizes that the Town and the County will prepare plans under different planning statutes and adopt plans under different legislative bodies. Because of this, there may be some differences in the two plans. Nonetheless, an overriding purpose of this Regional Plan is to bring about a convergence of County and Town policies and programs. Where this is not the case, and differences exist, they are duly noted in the text of this plan.

Acknowledgements

The preparation of a general plan is often a pivotal event in a community's development. Not only because of the importance of the plan relative to the physical growth and development of the community, but also because the intense public involvement process often galvanizes and motivates citizens to become actively engaged in planning for their community. When the process works, the end result is a plan, which is relevant, insightful and prudent, coupled with a group of citizens committed to sound planning principles and articulately involved in the future affairs of their community. Hopefully, the Pinetop-Lakeside/Navajo County Regional Plan will meet these aspirations. Without question, the planning process generated vibrant and thought-provoking participation on the part of many citizens. Their contribution, and the contributions of those listed below, have been instrumental in the development of this plan. Their efforts are gratefully acknowledged.

Pinetop-Lakeside Town Council

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B.C. Irwin, Vice Mayor
Bob Faubion
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Ronald D. Major
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CHAPTER 1.0

INTRODUCTION

1.1 OVERVIEW

In one of his more famous malapropisms, Yogi Berra noted that, “The place is so popular, people hardly go there anymore.” Such is the dilemma confronting the Town of Pinetop-Lakeside and other fast-growing communities around the State of Arizona. Their popularity, fueled by an outstanding quality of life and a beautiful natural setting, draws increasing numbers of new residents, which, in turn, threatens to undermine or destroy many of the qualities that brought them to the community in the first place. Situated at 6,900 feet in the beautiful ponderosa pine forest of Arizona’s White Mountains, the Town of Pinetop-Lakeside and its surroundings are in an enviable position. Long inhabited by deer, elk, black bear and the occasional mountain lion, in recent years the land surrounding the verdant mountain lakes, streams and meadows has become home to an increasing number of people. Anxious to escape the oppressive summer heat of Phoenix and Tucson, hundreds of second homes and resort accommodations have been built in the area during the past decade.

Like many communities around the State of Arizona, as well as around the United States, the Town of Pinetop-Lakeside and its surrounding unincorporated areas are at a crossroads. New growth is often accompanied by degradation of the environment, increased traffic congestion, crowded schools, and inadequate infrastructure. The critical issue confronting the community is how to accommodate reasonable growth while improving the quality of life and the physical attributes draw thousands of people to this idyllic location. As would be expected, population and retail growth have an impact on the provision and adequacy of essential public services, threaten the integrity of the ponderosa forest, and raise questions about the timing, location and financing of future development in the community. As growth continues, questions are raised about the density of new residential development, housing affordability, preservation of open space, the nature of the subdivision process and construction outside of that process, the location of manufactured housing, and the type and location of commercial development in the community.

Meanwhile, events in other communities, such as the construction of the Hon-Dah Casino on the White Mountain Apache Indian Reservation or the development of a Super Wal-Mart just outside the Town’s boundaries in the City of Show Low, also pose opportunities or threats to the community and will have an impact on Pinetop-Lakeside’s future. In order to be effective, a plan for the community will need to understand the implications of these developments and propose policies and programs which complement, rather than complete with, the plans of adjacent communities.

It is in this complicated milieu that the Town of Pinetop-Lakeside, in conjunction with Navajo County, is updating its 1986 General Plan. While the challenges are formidable, as will be explained later in this section, one of the fundamental roles of the General Plan is to prudently guide the growth and redevelopment of the Town and the adjacent unincorporated areas to ensure that the community maintains its high-quality of life.

1.2 STATE LAW REQUIREMENTS (AUTHORITY AND SCOPE)

The concern over how to grow has extended itself all the way to the Arizona Legislature, which recently, in the face of mounting citizen concern about the pace and quality of growth throughout Arizona, has tightened up planning regulations. Prior to the enactment of the “Growing Smarter” legislation adopted in 1998, communities the size of Pinetop-Lakeside, while being required to prepare a general plan, could prepare a plan containing only two elements – land use and circulation. Additionally, once the plan had been adopted, there were no provisions in state statutes requiring municipalities to update or maintain the plan. Requirements for county planning were even less stringent than those for municipalities. With the adoption of the Growing Smarter and now Growing Smarter Plus legislation passed at the 2000 special session, both county and municipal planning requirements have been strengthened and will provide the foundation for a new generation of plans in Arizona. These plans will provide for increased citizen involvement, reflect a greater sensitivity toward the environment and the provision of open space, be more difficult to amend, and have more authority than their predecessors.

The authority to prepare general plans for a municipality is provided in the Arizona Revised Statutes (ARS) §9-461.05, which stipulates that “each planning agency shall prepare and the legislative body of each municipality shall adopt a comprehensive, long-range general plan for the development of the municipality.” The authority to prepare comprehensive plans for a county is provided in ARS §11- 821, which require that “the commission shall formulate and the board of supervisors shall adopt....a comprehensive long-term county plan for the development of the area of jurisdiction...”

With the mandates under Growing Smarter, for municipalities with populations of more than 2,500* in the last decennial census, state statutes require the following seven elements be part of a general plan:

- ❑ Land Use Element
- ❑ Circulation Element
- ❑ Open Space Element
- ❑ Growth Area Element
- ❑ Environmental Planning Element
- ❑ Cost of Development Element
- ❑ Water Resources Element

*Cities and towns with a population of more than 2,500 persons, but less than 10,000 persons and whose population growth rate did not exceed an average 2 percent per year for the ten-year period before the most recent decennial Census are exempt from the above provisions.

Since the Town of Pinetop-Lakeside has an estimated population of more than 2,500 inhabitants and its growth rate has exceeded two percent per year, it will be required to meet the Growing Smarter requirements after the release of the Year 2000 population counts. Therefore, the community is complying with the mandatory requirements for communities larger than 2,500 residents.

Additional state law requirements for municipalities stipulate, “the general plan shall consist of a statement of community goals and development policies. It shall include maps, any necessary diagrams and text setting forth objectives, principles, standards and plan proposals” (ARS §9-461.05).

For all county areas, regardless of their size, ARS §11- 821 stipulates that the county plan shall:

- ❑ Show the zoning districts designated as appropriate for residential, business and industrial uses and provide for the establishment of setback lines and other plans providing for adequate light, air and parking facilities.
- ❑ Consider access to incident solar energy.

In addition, ARS §11- 821 notes the county plan may:

- ❑ Provide for retirement community zoning districts
- ❑ Establish the percentage of a lot or parcel which may be covered by buildings and the size of yards, courts and other open spaces.

- Provide for the regulation and use of business licenses, adult oriented business manager permits, and adult service provider permits in conjunction with the establishment of adult oriented businesses and facilities.

Section 11- 806 provides other possible functions of a county comprehensive plan, including, but not limited to:

Studies and recommendations relative to the location, character and extent of highways, railroads, bus and other transportation routes, bicycle facilities, bridges, public buildings, public services, schools, parks, open space, housing quality, variety and affordability, parkways, hiking and riding trails, airports, forests, wildlife areas, dams, projects affecting conservation of natural resources, air quality, water quality and floodplain zoning.

Those are the minimum standards for counties with less than 125,000 persons according to the most recent U.S. decennial census. During the last decennial census, in 1990, Navajo County had a population of less than that and, therefore, is not required to go beyond the standards listed above. This may remain the case, since population projections made by the Arizona Department of Economic Security (DES) indicate that for the next decennial census, in 2000, the County will still have less than 125,000 residents and will be in compliance with Growing Smarter by following the requirements listed above. The population estimates made by the U.S. Census Bureau indicate that there were 96,997 persons residing in Navajo County on July 1, 1998. If that estimate is correct, and if the County rate of growth remains unchanged, the County will not exceed the 125,000 threshold in the 2000 census. If the County's population does exceed 125,000 in the next census, it will be required to meet the following additional requirements contained in ARS §11-821:

- Planning for land use that designates the proposed general distribution and location and extent of uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space and other categories of public and private uses of land appropriate to the county. The land use plan shall include:
 - A statement of the standards of population density and building intensity recommended for the various land use categories covered by the plan.
 - Specific programs and policies that the county may use to promote compact form development activity and locations where those development patterns should be encouraged.
 - Consideration of air quality and access to incident solar energy for all general categories of land use.

- Policies that address maintaining a broad variety of land uses including the range of uses existing in the county at the time the plan is adopted, readopted or amended.
- Planning for circulation consisting of the general location and extent of existing and proposed freeways, arterial and collector streets, bicycle routes and any other modes of transportation as may be appropriate, all correlated with the land use plan.

In addition to the state mandates required of municipalities and counties in the preparation of general or comprehensive plans, the Town of Pinetop-Lakeside and Navajo County have decided to prepare other plan elements. These include Public Facilities and Services, Housing, and Economic Development.

1.3 CITIZEN PARTICIPATION PROGRAM

To be successful, one of the underlying principles of preparing a General Plan is that the plan must be prepared in conjunction with the citizens of the community. Ideally, the plan should mirror the aspirations of the community and its elected officials. Because of the importance of citizen involvement, Growing Smarter changes to the state planning legislation have beefed up the requirements to get the community involved in the planning process. Specifically, the new ARS requirements now mandate that the Town Council and the County Board of Supervisors shall:

- ❑ Adopt written procedures to provide effective, early and continuous public participation in the development and major amendment of general plans from all geographic, ethnic and economic areas of the municipality. The procedures shall provide for:
 - The broad dissemination of proposals and alternatives
 - The opportunity for written comments
 - Public hearings after effective notice
 - Open discussions, communication programs and information services
 - Consideration of public comments

A comprehensive Citizen Participation Program to elicit community input was conducted for the *Pinetop-Lakeside/Navajo County Regional Plan* to encourage involvement by a large and representative cross-section of the community. The major techniques utilized included:

- ❑ *Project Newsletters, Press Releases and the Town Newsletter*: Provided the community with information on the project's status and the schedule for upcoming community workshops or public meetings.

- *Meetings with Community Groups*: Both the Town staff and the Project Team met with various groups throughout the process to brief them about the planning process and the status of the General Plan. This includes meetings with the 2020 Vision Committee, the Pinetop-Lakeside Chamber of Commerce, and the Board of Realtors.
- *Community Planning and Development Department Staff Coordination*: Included coordination between the Town staff and the Project Team to ensure that all community constituencies were properly involved in the planning process.
- *Public Meetings/Community Workshops*: Included the following public meetings/community workshops:
 - Public Meeting 1: Issue Identification, Visions, Goals; April 21, 1999
 - Public Meeting 2: Land Use Alternatives; June 16, 1999
 - Public Meeting 3: Review Draft Plan Format and Land Use Plan, September 22, 1999
 - Public Meeting 4: Draft Plan Review, November 10, 1999

Methods used to obtain community input during the workshops included question and answer sessions, formal presentations, administering questionnaires, and preparing and discussing land use maps and proposals with meeting attendees.

Attendance at the meetings can be estimated by reviewing sign-up sheets, which were available for each meeting. At the first meeting, 75 people signed the sign-in sheet. It was followed up by 55 sign-ins and 50 at the second and third meetings, respectively. The fourth and final community workshop was attended by 40 people who signed in. These actual attendance figures for each meeting will be higher than this because not every person attending a community meeting will sign in.

- *Regional Steering Committee Meetings*: Included the following meetings:
 - Public Meeting 1: Project Start Up, Overview, etc.; March 16, 1999
 - Public Meeting 2: Issue Identification, Visions, Goals; April 21, 1999
 - Public Meeting 3: Land Use Alternatives; June 16, 1999
 - Public Meeting 4: Review Draft Plan Format & Land Use Map; September 22, 1999
 - Public Meeting 5: Review Draft Plan Format & Land Use Map; October 27, 1999
 - Public Meeting 6: Review Final Draft Plan; December 8, 1999

The Regional Steering Committee was comprised of representatives from a number of agencies who will be potential affected by the preparation and adoption of the *Pinetop-Lakeside/Navajo County Regional Plan*. Invited participants of the Committee included the individuals below. In some instances, alternative representatives attended meetings.

- Dave Ashton, Navajo County
- Dave Burks, Pinetop Water
- Ed Collins, U.S. Forest Service
- Don Corum, Arizona Department of Transportation
- Paul Ferris, Navajo County
- Keith Jones, White Mountain Apache Tribe
- Dallas Massey, White Mountain Apache Tribe
- Ted Millspaugh, Arizona Water
- Conner Murphy, White Mountain Apache Tribe
- Roger Mineer, Lakeside Fire Department
- Ed Muder, City of Show Low
- Rick Powers, Arizona Department of Transportation
- Wayne Retzlaff, Navopache Electric Cooperative
- Walt Scott, U.S. Forest Service
- Larry Vicario, Navajo County
- Paul Watson, Town of Pinetop-Lakeside
- Mayor Ginny Handorf
- Paul Watson, Pinetop Fire Department

- Carl Wibel, White Mountain Regional Development Corporation
- John Wolan, Pinetop-Lakeside Sanitary District
- *Community Survey*: More than 300 responses were received from both Town and County residents who answered questions relating to public services, important issues confronting the community, and preferred land use types.
- *Town Council/Town Planning and Zoning Commission & Navajo County Board of Supervisors/County Planning Commission Workshops*: Included the following meetings:
 - Meeting 1: Issue Identification, Visions and Goals; April 21, 1999
 - Meeting 2/3: Land Use Alternatives; July 15, 1999 and August 2, 1999
 - Meeting 4: Draft Plan Review; September 22, 1999
 - Meeting 5: Project Status Overview, October 20, 1999
- *Town Council/Town Planning Commission & Navajo County Board of Supervisors/County Planning Commission Public Hearings*: Included the following meetings:
 - Town Planning Commission Public Hearing
 - Town Council Public Hearing
 - County Planning Commission Public Hearing
 - County Board of Supervisors Public Hearing

In addition to the meetings listed above, the citizen outreach program also included formal and information presentations throughout the planning process to a number of citizen and community groups. A partial listing of these groups includes the Pinetop-Lakeside Chamber of Commerce, the Home Builder's Association, and the Vision 2020 Committee.

1.4 ORGANIZATION OF THE GENERAL PLAN

The *Pinetop-Lakeside/Navajo County Regional Plan* has been organized into the following sections:

- 1.0 INTRODUCTION:** Provides background information on the existing planning context, an overview of the planning process used to prepare the 2001 General Plan, including the citizen participation program, and contains a brief summary of the contents of the Plan.
- 2.0 GUIDING PRINCIPLES OF THE PINETOP-LAKESIDE/NAVAJO COUNTY REGIONAL PLAN:** Provides information about the planning horizon, plan implementation, and purposes, characteristics, administration, and themes of the General Plan.
- 3.0 BACKGROUND INFORMATION:** This section will provide an overview of the planning context or environment in which the *Pinetop-Lakeside/Navajo County Regional Plan* is being prepared. This will include an examination of existing or previous plans, which might impact the growth and development expected to occur in the Study Area.
- 4.0 REGIONAL PLAN ELEMENTS:** Establishes an updated planning framework within the plan elements to accommodate the Town and County Planning area's future growth and revitalization to the Year 2020. The General Plan contains the following elements:
 - ❑ The *Land Use Element* designates the general location and intensity of land uses for residential, commercial, industrial, parks, open space, recreation, and public facilities in the Study Area. General guidelines for residential densities and non-residential development are also included.
 - ❑ The *Circulation Element* identifies the general location and function of existing and future streets and describes the need for transportation facilities (e.g., bicycle paths and trails), which will enhance the use of alternative modes of transportation.
 - ❑ The *Economic Development Element* recommends strategies to enhance the economy of the Study Area, retain and expand existing businesses, and identifies specific industries that may be targeted by the Town in its economic development efforts.
 - ❑ The *Public Facilities and Services Element* establishes general guidelines for the location of public facilities and services including: water supply and distribution; sewage collection and treatment; public utilities; and other related infrastructure systems.
 - ❑ The *Environmental Planning Element* contains analysis, policies and strategies to address the anticipated impacts, if any, of the plan elements

on air quality, water quality and natural resources associated with the proposed development under the general plan.

- The *Housing Element* consisting of standards and programs for the elimination of substandard dwelling conditions, the improvement of housing quality, variety and affordability and for provision of adequate sites for housing. This element shall contain an identification and analysis of existing and forecasted housing needs. This element shall be designed to make equal provision for the housing needs of all segments of the community regardless of race, color, creed or economic level.
- The *Growth Area Element* that identifies areas, if applicable, that are particularly suitable for planned multi-modal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism, and industrial uses. This element shall include policies and implementation strategies designed to: (a) make automobile, transit and other multi-modal circulation more efficient, make infrastructure expansion more economical and provide for a rational pattern of land development; (b) conserve significant natural resources and open space areas in the growth area and coordinate their location to similar areas outside the growth area's boundaries; and (c) promote the public and private construction of timely and financially sound infrastructure expansion through the use of infrastructure funding and financing planning that is coordinated with development activity.
- The *Cost of Development Element* that identifies policies and strategies that the municipality will use to require development to pay its fair share toward the cost of additional public service needs generated by the new development, with appropriate exceptions when in the public interest. This element shall include (a) a component that identifies various mechanisms allowed by law that can be used to fund and finance additional public services necessary to serve the development; and (b) a component that identifies policies to ensure that any mechanism adopted result in a beneficial use to the development, bear a reasonable relationship to the burden imposed on the municipality to provide additional necessary public services to the development.

- The *Open Space/Recreation Element* that includes a comprehensive inventory of open space areas, recreational resources and designations of access points to open space areas and resources. An analysis of forecasted needs, policies for managing and protecting open space areas and resources and implementation strategies to acquire additional open space areas and further establish recreational resources. Policies and implementation strategies designed to promote a regional system of integrated open space and recreational resources and a consideration of any existing regional open space plans.

Implementation and Administration of the Plan are addressed within each of the elements.

Implementation Plans: Provide a detailed outline of the programs recommended for each element of the *Pinetop-Lakeside/Navajo County Regional Plan*. The outline includes the specific program, the agency or entity responsible for initiating and monitoring the program, the time frame to complete the program, and the funding and staff resources available to implement the program.

General Plan Administration: Provides the framework for administering the plans, policies, and amendments to the Regional Plan. Also provides a framework for updating future plans.

1.5 STUDY AREA

The Study Area included in the *Pinetop-Lakeside/Navajo County Regional Plan* encompasses all of the Town of Pinetop-Lakeside and a significant area of unincorporated land under the jurisdiction of Navajo County adjacent to the Town's boundary. Of particular note is the unincorporated area just north of the Town of Pinetop-Lakeside's boundary. This area was also included in the recently completed City of Show Low General Plan. The Study Area is depicted in Exhibit 1-1, *Study Area Location*.

1.6 REGIONAL COORDINATION: WHITE MOUNTAIN APACHE RESERVATION AND USFS

Although the town and county governing bodies initiated the Pinetop-Lakeside/Navajo County Regional Plan, the participation of other regional authorities not under the direct authority of the State of Arizona is crucial for its execution. This includes the White Mountain Apache Reservation, which controls the land to the West and South of the Plan Study Area, and the US Forest Service, the primary owner and steward of undeveloped federal land within the Plan Study Area. Since 1996, Town staff has maintained communication with the tribal planning office in order to apprise them on planning issues that may impact the reservation, including the regional plan. In addition, USFS have been included in Development Review

Exhibit 1-1
Study Area

Committee (DRC) meetings since 1996, to review projects or planning issues within the town limits that may potentially impact federal land. However, because most actions of the tribe and the USFS will not be affected by local planning and zoning regulations, these parties have elected to not vote on any recommendations of the plan. Representatives have continued to attend meetings, review materials, and provide commentary when appropriate.

CHAPTER 2.0

GUIDING PRINCIPLES OF THE PINETOP- LAKESIDE/NAVAJO COUNTY REGIONAL PLAN

2.1 INTRODUCTION

This section provides important information about the founding principles, purposes and characteristics of the Regional Plan. The purpose of this background information on the plan is to provide the reader and decision-makers with some crucial information about the key policy directions undertaken by the Regional Plan.

2.2 PURPOSE OF THE PINETOP-LAKESIDE/NAVAJO COUNTY REGIONAL PLAN

As noted in Section 1.1, *Overview*, the Town of Pinetop-Lakeside and Navajo County are confronted with a host of threats and opportunities relating to the growth and development of the community. The *Pinetop-Lakeside/Navajo County Regional Plan* can play a key role in ensuring that future growth is sustainable and enhances the community's quality of life. Ideally, the plan should fulfill the following purposes:

- ❑ To outline a vision for the community's long-range, sustainable, and resource-based development that reflects the aspirations of the community and a strategy for accomplishing that vision.
- ❑ Improve the physical environment as a setting for human activities.
- ❑ Promote the public interest.
- ❑ Facilitate the democratic determination of public policy.
- ❑ Inject long-range consideration into the determination of short range actions.
- ❑ Enhance political and technical coordination.
- ❑ Bring professional and technical knowledge to the making of political decisions vis-à-vis physical development.
- ❑ Act as a policy guide for development proposals.
- ❑ Through its Implementation Plan, function as a catalyst for specific programs

- Comply with State Statutes.
- Provide the basis for establishing and setting priorities for a Capital Improvements Program and Budget for both the County and Town.
- To provide a basis for continuing consultation with Navajo County, on policies and standards that are within the County's jurisdiction.
- To provide a basis for judging whether specific development proposals and public projects are in harmony with Plan policies and resource-based standards and consistent with the concept of sustainable development.
- To allow Town and County departments, other public agencies, and private developers to design projects that will enhance the character of the community, preserve and enhance critical environmental resources, and minimize hazards.

2.3 REGIONAL PLAN CHARACTERISTICS

In keeping with state law requirements and sound, fundamental planning principles, the *Pinetop-Lakeside/Navajo County Regional Plan* has three key characteristics which are detailed below:

- **THE REGIONAL PLAN MUST BE COMPREHENSIVE:** This requirement has two aspects. First, the Regional Plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and it should include other areas that the Town and County determines that are relevant to their planning efforts. Second, the Regional Plan must address the full range of issues that affects the Study Area's physical development.
- **THE REGIONAL PLAN MUST BE INTERNALLY CONSISTENT:** This requirements means that the Regional Plan must fully integrate its separate parts and relate them to each other without conflict. All adopted portions of the Plan, whether required by state law or not, have equal legal weight. None may supersede another, so the Regional Plan must resolve conflicts among the provisions of each element.
- **THE REGIONAL PLAN MUST BE LONG-RANGE:** Because anticipated development will affect the Town and County and the people who live or work there for years to come, state law requires every Regional Plan to take a long term perspective. While the time-horizon at which build-out of the Plan would occur is not specified, it is expected that the community's natural growth rate will be maintained. No targets on annual growth rates are dictated by the Plan. An on-going review and evaluation process which enables the Plan's time-horizon to be extended regularly is

provided for in this Plan. The planning horizon for the *Pinetop-Lakeside/Navajo County Regional Plan* is the Year 2020.

2.4 REGIONAL PLAN THEMES

The policies of the Regional Plan reflect several overall themes that address key concerns and aspirations that residents have identified for their community.

- ❑ **SUSTAINABLE DEVELOPMENT:** Development that balances growth and conservation. Balancing concerns relating planning for growth and those focusing on conservation of resources is a key premise of the Plan. While the Plan does not dictate a growth rate, it seeks to ensure that growth does not erode those qualities of Pinetop-Lakeside that make it an attractive place in which to live and work.
- ❑ **RESOURCE BASED PLANNING:** The Plan seeks to ensure that future growth will be in harmony with Pinetop-Lakeside's natural setting. Development in resource-sensitive areas will be permitted only upon preparation of plans and implementation strategies that will ensure the continued viability of the resources.
- ❑ **PROTECTION OF NATURAL RESOURCES:** The Regional Plan reaffirms the Town's long-standing commitment to protect valuable natural resources. The Plan outlines strategies for acquisition and preservation of sensitive habitats and creekside greenways and stipulates criteria for development in resource sensitive areas.
- ❑ **ENHANCEMENT OF COMMUNITY CHARACTER AND IDENTITY:** The Regional Plan outlines policies to reinforce the Study Area's identity and to ensure that new development builds on the area's traditional character and is responsive to pedestrians and bicyclists.
- ❑ **ECONOMIC DEVELOPMENT:** In addition to ensuring that adequate sites are available for future commercial and light industrial development at appropriate locations, the Regional Plan proposes a comprehensive strategy for job creation and job retention. This includes promotional activities targeted to environmentally-sensitive industries, education and training, technical assistance and direct financial aid.
- ❑ **FISCAL STABILITY:** The Regional Plan emphasizes the relationship between future development and the provision of adequate and fiscally responsible municipal and quasi-municipal services and utilities. The Plan also recognizes the importance of minimizing the tax burden for local businesses and residents while maintaining minimum levels of service.

2.5 ADMINISTRATION OF THE REGIONAL PLAN

Another key component of the *Pinetop-Lakeside/Navajo County Regional Plan* is a focus on implementation and administration. The best plan in the world is useless if it just “sits on the shelf.” Additionally, conditions often change. For instance, the development of the Super Wal-Mart just outside the Town of Pinetop-Lakeside’s boundary may have significant implications on local sales tax revenues. As already noted, changing requirements in the State’s planning enabling legislation is having an impact on how communities and counties throughout Arizona prepare their general plans. As a result, good planning necessitates having the ability to modify or even radically alter previously adopted plans. Recent changes in Arizona’s planning enabling legislation recognizes the importance of this and has established baseline standards for communities and counties to follow in implementing and administering their respective plans.

One new benchmark is the durability of plans. Some communities in Arizona have plans, which were adopted more than a decade ago. The Town of Pinetop-Lakeside’s current general plan was adopted in 1986. Under the new Growing Smarter legislation, this will change. For counties, ARS §11-824 stipulates that county comprehensive plans shall only have a lifespan of ten years. “On or before the tenth anniversary of the plan’s most recent adoption, the board shall either readopt the existing plan for an additional term of up to ten years or shall adopt a new county plan as provided by this article.” ARS §9-461.06 requires an identical commitment from municipalities to update their plans.

Regarding implementation, while state mandates for counties are relatively silent, they do impose specific standards for municipalities. State statutes for municipalities (ARS §9-461.11) require that, after adoption, the planning agency shall undertake the following actions to encourage effectuation of the regional plan:

- ❑ Investigate and make recommendations to the legislative body upon reasonable and practical means for putting into effect the plan or part thereof in order that it will serve as a pattern and guide for the orderly growth and development of the municipality and as a basis for the efficient expenditure of its funds relating to the subjects of the plan. The measures recommended may include plans, regulations, financial reports and capital budgets.
- ❑ Render an annual report to the legislative body on the status of the plan and progress in its application.
- ❑ Endeavor to promote public interest in and understanding of the regional plan and regulations relating to it.
- ❑ Consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations and citizens generally with relation to carrying out the plan.

Additionally, state law requires that each municipal department or agency whose jurisdiction lies partially or entirely within the municipality, and whose functions include recommending, preparing plans for or constructing major public works, shall submit a list of proposed public works within the boundaries of the municipality to an agency designated by the municipal legislative body. The designated agency shall list and

classify all recommendations and prepare a coordinated program of proposed public works for the ensuing fiscal year. The coordinated program must be submitted to the municipal planning agency for review and report to the designated agency as to conformity with the adopted general plan.

Finally, statutes mandate that no public property may be acquired or disposed of or vacated until the location, purpose and extent of the acquisition or disposition has been submitted to and reported upon by the planning agency as to conformity with the general plan. The planning agency must submit its report regarding conformity with the general plan within forty days after submittal. These provisions do not apply to acquisitions or abandonments for street widening or alignment projects “of a minor nature if the legislative body so provides by ordinance or resolution.”

Based on these baseline standards, the following recommendations are made to administer the *Pinetop-Lakeside/Navajo County Regional Plan*:

- ❑ Create a joint Town/County Regional Plan Advisory Committee. The Committee will perform the following functions:
 - Prepare an annual report for presentation to the Planning and Zoning Commissions of the Town and County regarding the status of the implementation of the Regional Plan. The implementation status report should take into consideration the action plan described in Section 2.6, *Implementation Program*, as well as the Evaluation Measures listed in each plan element.
 - Prepare and submit to the Planning and Zoning Commissions of the Town and County an annual report consisting of a coordinated program of proposed public works for the ensuing fiscal year.
 - Conduct a mid-term (Year 2005) assessment of the Regional Plan to determine whether an update is necessary and make a recommendation to the Town and County Plan Commissions regarding potential updates.

2.6 IMPLEMENTATION PROGRAM

An important component of the *Pinetop-Lakeside/Navajo County Regional Plan* is the Implementation Program. An implementation program for each plan element, found at the end of each section, establishes general timeframes when objectives, policies, and their supporting goals should be achieved. The implementation program includes a chart illustrating the actions necessary to implement each plan element and the agencies primarily responsible for implementation. The Implementation Program includes:

- ❑ **IMPLEMENTATION MEASURE:** Provides a description of the action, program, or strategy
- ❑ **PURPOSE:** Identifies the intent of accomplishing each implementation measure

- ❑ **POLICY REFERENCE:** Identifies the particular policy that the implementation measure addresses
- ❑ **TIME FRAME:** Establishes the target years, in short-, mid- and long-term increments, for implementation in the first twenty years of the planning horizon
- ❑ **KEY PARTICIPANTS:** Identifies the appropriate public or private body, agency, group or individual responsible for the implementation measure

The implementation measures for each section are listed in descending order of importance. This will enable the community to target scarce resources for specific projects according to their specific priority.

2.7 AMENDMENTS TO THE GENERAL PLAN

The Planning and Zoning Commission and the Town Council may consider two types of amendments to the General Plan, major and minor plan amendments, pursuant to A.R.S. §9-461.06C. A major amendment is defined as a substantial alteration of the municipality's land use mixture or balance as established in Chapter 4.0 of the General Plan or land use map, which meets any of the following criteria:

- ❑ Any land use amendment creating a land use designation other than Planned Development on the land use map, which is sixty (60) acres or greater in size.
- ❑ Establishment of a Planned Development area on the land use map that is greater than (100) acres in size.

- ❑ A land use designation change that is part of a planned Development master plan that alters the land use designation for 25 percent or more of the total area.
- ❑ Any land use amendment designation that significantly impacts any adopted levels of service or safety as determined by the Town Engineer.
- ❑ A text change to the General Plan shall be considered a major amendment if it is in conflict with, alters or misconstrues the general Goals, Objective or Policy established in Chapter 4.0. Changes to Implementation Programs that alter the timing, cost and type of programs or activities shall not be considered a major amendment.

Major amendments shall be considered on an annual basis by the Town Council and require a 2/3 majority approval.

Any change that does not meet the above criteria shall be considered a minor land use amendment and may be approved by Town Council at a regularly scheduled meeting upon recommendation of the Planning and Zoning Commission, provided all legal notification and public participation requirements are met.

Prior to the approval of any amendment by the Town Council, staff shall develop a report for review by the Planning and Zoning Commission, that analyzes the impact of the amendment to the overall plan, including the land use pattern, densities, and levels of service.

CHAPTER 3.0

BACKGROUND INFORMATION

3.1 INTRODUCTION

In order to prepare a plan for a community, it is important to collect and conduct an analysis of background information. This will ensure that important issues will be addressed and that the planning process is relevant, focused and productive. This section of the plan will examine the history of the Study Area. An overview of existing and previous plans is provided to place the *Pinetop-Lakeside/Navajo County Regional Plan* in the proper planning context. Other pertinent background information is provided in each element of the Regional Plan under the heading of Existing Conditions.

3.2 COMMUNITY HISTORY

Pinetop-Lakeside and the Study Area are located in Arizona's White Mountains at the edge of the "Mogollon Rim." This dramatic geologic phenomenon has produced many of the natural and cultural attributes that make the community a unique and special place.

The region's high elevation and physiography contributes to pleasant year-round temperatures (80 degrees in summer and 50 degrees in winter) and annual precipitation to sustain the world's largest stand of Ponderosa Pine. This beautiful and ecologically diverse pine forest shelters and nurtures a rich abundance of wildlife and makes the area extremely attractive for human settlement.

Native Americans from prehistoric times to the present have occupied this region. Today the White Mountain Apache Indian Reservation borders the Town on the south and west and contains thousands of acres of pristine Ponderosa forest and sub-alpine ecosystems. As stewards of their sacred homeland, the White Mountain Apache strive to preserve and protect cultural and archeological sites, natural resources, and the recreational value of the land, while managing the forest and wildlife for economic advantage.

The Mogollon Rim, originally an important trail for Native Americans, became a key feature in the early settlement of the area. In the 1880's, General Crook utilized the rim's high elevation, southern exposure and plateau-like features to monitor Apache movements and maintain supply lines among the army garrisons located throughout eastern Arizona. In the 1880's, Mormon settlers moved to the area to take advantage of the abundant timber and favorable agricultural conditions and established the first permanent white settlements at Pinetop and Lakeside.

Through the better part of the twentieth century timber and agriculture were the mainstays of local economy. With the growth of the Phoenix and Tucson metropolitan areas in the 1960's, 70's, and 80's however the Study Area began to experience development pressure. Drawn by cooler temperatures and an uncrowded environment vacationers and second-home buyers flocked to the area. To meet the demand subdivisions, condominiums, and commercial developments sprang up throughout the region, many without the benefit of comprehensive plan review.

The incorporation of the Town of Pinetop-Lakeside in 1984 was an attempt by area residents to gain control of development that many saw as detrimental to the rural character of the community. With incorporation and subsequent annexations, large sections of the Study Area became subject to local subdivision regulation and design review. The pace of development however has outstripped the community's capacity to provide adequate review. Expansion of State Route 260, the opening of the Hondah Casino and Conference Center, and continued new home and commercial development has increased traffic volumes, demand for services, and environmental impacts.

A lack of bicycle and/or pedestrian facilities coupled with a proliferation of curb cuts creates hazardous conditions throughout the commercial core of the region for all non-vehicle highway users. The failure to include traffic calming landscape features in the highway redesign and most new roadway construction further discourages non-vehicular travel in the Study Area.

3.3 EXISTING PLANS

The preparation of the *Pinetop-Lakeside/Navajo County Regional Plan* did not take place in a vacuum. Recognizing that the Study Area is impacted by existing plans of adjacent jurisdictions and other municipalities in the region, the following plans were reviewed to determine their relevance to the planning process.

PINETOP-LAKESIDE GENERAL PLAN (1986)

The existing General Plan for the community contains a Land Use Element and a Preliminary Circulation Element. The Plan also contains standards for streets, with recommended cross sections for moving lanes, medians, bike lanes and bike paths. The Plan also contains a section about drainage. The Plan established nine community goals, which are listed below:

- ❑ The Town should maintain the cultural, social and physical integrity of a small rural community.
- ❑ The Town should accommodate future economic development and growth, but should be selective as to the type of development that occurs. Environmental protection should be of utmost importance. Economic development, which expands the economic base of the community and provides jobs to existing and future residents, should be a high priority.
- ❑ The Town should assist in the provision of quality, affordable housing and also realize that housing needs of higher income persons must be planned for.
- ❑ The Town should encourage urban design that is attractive and uplifting to its residents.
- ❑ The Town should increase the availability of accommodations in the area for campers, hikers and others who travel the state and enjoy outdoor recreation.
- ❑ The Town should aid in the protection of soils, watersheds and vegetative cover.
- ❑ The Town should encourage preservation of open space within the Town, and the maintenance of unique natural features, such as springs, natural drainage areas and meadows.
- ❑ The Town should encourage the recycling of natural resources.
- ❑ The Town should implement a community energy and conservation standards program.

The 1986 General Plan also contains a series of objectives and policies for the land use and circulation elements. The Land Use Element contains the following objectives:

- ❑ Designation of sufficient but not excessive areas of land to meet the projected needs within each land use category
- ❑ Planning for the location and development of neighborhoods within the community
- ❑ Provide for a town commercial and civic center to serve as the focal point of the community
- ❑ De-emphasize the highway commercial strip development along State Route 260 and emphasize a rural and recreational atmosphere instead
- ❑ Maintain the rural mountain atmosphere

- ❑ Provision for the appropriate distribution of land for needed residential uses
- ❑ Maximization of the availability of commercial services and facilities to meet the needs of the citizens of Pinetop-Lakeside and to attract tourist business to provide for a strong local economy and necessary tax revenue for the Town of Pinetop-Lakeside.
- ❑ Development of a heavy commercial park site for heavy commercial activities suitable for Pinetop-Lakeside.
- ❑ Planning and development of a new civic center that will serve as a community center.
- ❑ Provision of property located for future school sites to meet the needs of the community as it grows.
- ❑ Provision of adequate parks and recreation facilities to meet the needs of the Town.

The Preliminary Circulation Element contains the following objectives:

- ❑ Improvement of the safety, efficiency and convenience of all modes of transportation.
- ❑ Minimization of pollution and other environmental impacts caused by the total transportation system.

The General Plan contained the following recommendations for transportation:

- ❑ Channelization of traffic onto State Route 260 at major intersections.
- ❑ Provision for signalization as needed at the intersection of Highway 260 and Rainbow Lake Drive, Porter Mountain Road, Woodland Road, Apache Road, Woodland Lake Road, and Penrod Road.
- ❑ Completion of the Mogollon Rim Road as a scenic route and secondary emergency access route.

- ❑ Connection of Porter Mountain Road with Route U.S. 60 near Show Low.
- ❑ Improvement of the Woodland Road and Woodland Lake Road loop as a minor arterial.
- ❑ Improvement of the route south on Rainbow Lake Drive to Larson Road to Homestead Road to Woodland Road as a minor arterial.
- ❑ Completion of bicycle, pedestrian, and equestrian path routes and trails as indicated on the General Plan Map.
- ❑ Development of an alternate access route between Pinetop-Lakeside and Show Low to provide for long term increases and avoid future traffic overload on Highway 260.

THE TOWN OF PINETOP-LAKESIDE 2020 VISION PLAN (DECEMBER 1996)

The plan entailed an inventory and analysis of existing conditions, identifying issues affecting the community, the formulation of a community vision, development of goals, objectives and strategies, and the preparation of an Action Plan. The following community assets were identified:

- ❑ Healthy environment (trees, water, open space)
- ❑ Small town atmosphere
- ❑ Large, undeveloped green areas
- ❑ Excellent trail system
- ❑ Good schools
- ❑ Woodland Lake Park
- ❑ Town surrounded by natural pine forest
- ❑ Large wildlife populations
- ❑ Minimal light pollution
- ❑ Low crime rate

The following liabilities were identified:

- ❑ Traffic accident and unsafe traffic conditions
- ❑ Having only one major road through town
- ❑ Lack of managed growth
- ❑ No core area – lack of a unified town center

- ❑ Lack of recreational activities for young people
- ❑ Lack of any on-road bikeways
- ❑ Lack of children's awareness of the many opportunities in the area
- ❑ Lack of architectural theme and continuity

PINETOP-LAKESIDE HIGHWAY 260 CORRIDOR DESIGN CHARRETTE (JULY 1997)

This was a two-day workshop designed to follow through on the 2020 Vision Plan's strategy to prepare a SR 260 land use and design guidelines corridor study. The purpose of the charrette was to investigate and build consensus on design related issues as a means for growth management and sustainable economic development considering the specific elements of:

- ❑ Transportation
- ❑ Urban Design
- ❑ Natural Resource Protection

The goal of the charrette process was to develop tentative strategies for improving the visual quality of the corridor by promoting preservation of the natural landscape, public improvements addressing pedestrian safety and accessibility, and effective growth management. The charrette resulted in the following:

Confirmation of the conclusions reached in the 2020 Vision Plan, including the need to thoroughly and comprehensively evaluate the vehicular, bicycle and pedestrian circulation issues related to the corridor: Charrette participants recognized the need to improve the visual quality of buildings, signage and lighting along the corridor. In addition, all participants agreed that protecting the historic buildings and saving the mature pine trees was critical to maintaining a small-town, rural, mountain resort character in Pinetop-Lakeside.

Recognition of the interrelationships between transportation, land use and open space/trails: Charrette participants discussed these three "systems" in detail and maps illustrating the location and configuration of the various components of these systems were prepared. As a result, the charrette identified appropriate locations for pedestrian crossings, open space preservation, entry features/gateways, and streetscape improvements such as revisions to roadway, median and sidewalk design.

A vocabulary for different zones with the corridor including: forested edges, strip commercial areas, and village centers/downtown areas. Delineation of these zones led to the identification of significant nodes where development should begin to create pedestrian-oriented public spaces and streets.

Consensus regarding the range of alternatives for roadway, median, bicycle lane, sidewalk and landscape design solutions. Charrette participants agreed that in at least some areas traffic speeds should be reduced, pedestrian crossings provided, turning movements limited, bicycle lanes or paths created, sidewalks separated from the curbs and landscaping improved. It was agreed that in the long term, an alternative route for the State Highway would probably be developed but that revisions to the roadway design could take place immediately in some areas.

Participants identified a wide range of implementation measures. Downtown Lakeside was suggested as an area for a pilot project for street, pedestrian and architectural improvements. This area was selected because it is the current center of government, it contains numerous historic buildings and it is in need of revitalization. The current street pattern, mix of land uses and proximity to natural amenities such as the forest, lakes and trails are conducive to creating a wonderful place for residents and visitors.

Change the character of the road to reflect its role as the town's Main Street in addition to conveying through traffic in the most efficient manner.

WHITE MOUNTAINS REGIONAL TRANSPORTATION PLAN (1999)

The regional transportation plan was prepared for a Study Area of approximately 4,000 square miles in southern Navajo and Apache counties. The entire Study Area of the Pinetop-Lakeside General Plan is included in the transportation plan's Study Area. The plan contains recommendations for right-of-way and pavement widths by functional classification. It also contains a list of recommended road projects for Pinetop-Lakeside. These are shown below:

- ❑ Widen Woodland Road to four lanes
- ❑ Widen Porter Mountain Road to four lanes
- ❑ Pave Rim Road
- ❑ Preserve right-of-way for four lanes on Rim Road

The Regional Transportation Plan also shows an extension of Penrod Road intersection with Porter Mountain Road in Pinetop-Lakeside and proceeding to Show Low where it intersects with U.S. 60.

SHOW LOW/PINETOP-LAKESIDE RETAIL ANALYSIS (1998)

This report documented that the Show Low/Pinetop-Lakeside region “far surpasses State averages for per capita taxable sales.” The report noted that there are four reasons explaining the region’s strong sales performance. First, there has been strong historic growth, resulting in an increase in the local consumer market. Second, the two communities are a hub for the White Mountains and, therefore, have a market area outside of their respective jurisdictions. A strong second home market within the region is the third factor, and the fourth, that tourism and visitor spending generate additional retail sales.

CITY OF SHOW LOW GENERAL PLAN (1999)

According to mid-year population estimates, the City of Show Low had 7,875 residents and its growth rate during the 1990s has been 5.8%. Projections contained in the General Plan show that the population of Show Low may grow to 17,000 by 2008 and to 40,000 by 2020. The City of Show Low is directly north of the Town of Pinetop-Lakeside and, while it shares a common boundary in some areas, there is some unincorporated territory between the two communities, most notably along Highway 260. The Show Low General Plan contains the following elements:

- ❑ Land Use Element
- ❑ Circulation Element
- ❑ Housing Element
- ❑ Economic Development Element
- ❑ Public Facilities and Services Element
- ❑ Open Space Element
- ❑ Environmental Planning Element
- ❑ Growth Area Element
- ❑ Cost of Development Element

Of particular relevance to the *Pinetop-Lakeside/Navajo County Regional Plan* is Show Low’s plan for the unincorporated territory between it and Pinetop-Lakeside. The Show Low plan recommends that commercial development be located along White Mountain Road (Highway 260) and that residential development and open space make up the rest of the land use pattern in this area.

LAKESIDE VILLAGE REDEVELOPMENT AREA PLAN (JULY 1999)

The plan notes that the Town of Pinetop-Lakeside has “recognized the need for aggressive, coordinated public/private action to secure this area as the business, governmental, institutional, and cultural heart of the area and as a focus of community pride and achievement. This Plan provides for the initiation of a comprehensive program of reconstruction and redevelopment of the historic Lakeside area.” The project area boundaries are generally described as including the area bounded by Niels Hansen Lane on the west, Billy Creek on the east, Blue Ridge School on the south, and Lake of the Woods on the north.

The objectives of the plan are to:

- ❑ Preserve and create an environment within the project which will contribute to the health, safety, and general welfare of the Town and preserve the value of properties within, and adjacent to, the area.
- ❑ Eliminate substandard and obsolete buildings, blighting influences, and environmental deficiencies that detract from the functional unity, aesthetic appearance, and economic welfare of this important section of the Town.
- ❑ Provide for the orderly physical and economic growth of the project area.
- ❑ Assemble land into parcels functionally compatible, with respect to shape and size, for disposition and redevelopment in accordance with contemporary development needs and standards.
- ❑ Provide safe, efficient, and attractive circulation systems that minimize conflicts between different forms of traffic such as pedestrians, automobiles, transit, and service vehicles.
- ❑ Provide safe, efficient, and attractive vehicular access to the project area from major regional highways, from neighborhoods and communities throughout the region, and from other major centers of business and employment.
- ❑ Encourage and assist in the provision of an increased supply of good, market-rate housing in a suitable living environment.
- ❑ Assure the provision of public services and facilities adequate to meet the needs of the project area, and to meet certain additional needs of the Town and region.

3.4 OTHER PLANS AND REPORTS

The reports listed above are not an exhaustive inventory of reports reviewed for the preparation of the *Pinetop-Lakeside/Navajo County Regional Plan*. Other reports examined include, but were not limited to, the following:

- ❑ Pinetop-Lakeside Main Street: Application and Proposal for the 1998 Arizona Main Street Program
- ❑ Pinetop-Lakeside & Navajo County Zoning Ordinances
- ❑ Pinetop-Lakeside & Navajo County Subdivision Ordinances
- ❑ Navajo County Planning Program
- ❑ Comprehensive Planning Program: Navajo County 1990 Development Plan

CHAPTER 4.0

ELEMENTS

Chapter 4.0 includes Plan Elements by Section for the Regional Plan, consistent with the General Plan requirements of ARS §9-461.05 for Municipalities and ARS §11-821 for the Counties. Chapter 4.0 includes recommendations that apply to the update of the Town of Pinetop-Lakeside General Plan and the creation of a County Area Plan for Navajo County. Accordingly, where no specific reference exists it should be assumed that the goal, objective, evaluation measure, policy, or program refers to both jurisdictions.

SECTION 4.1

LAND USE ELEMENT

The Land Use Element of the Pinetop-Lakeside/Navajo County Regional Plan is presented in the following sections:

- 4.1.1 Introduction
- 4.1.2 Existing Setting
- 4.1.3 Land Use Plan Map
- 4.1.4 Land Use Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.1.5 Land Use Implementation Program

The introduction will examine the purpose of the Land Use Element, which will also include examining relevant state law provisions that provide direction in the preparation of this element. The Existing Setting section will explore the implications that the existing land use pattern and future population growth will have on the development of the community and the preparation of the Land Use Plan Map. Next, the Land Use Plan Map and the designated Land Use Categories will be explained. Prior to an overview of the Land Use Implementation Program, the land use goals, objectives, evaluation measures, policies and programs will be highlighted.

4.1.1 INTRODUCTION

Although all plan elements are important, the Land Use Element is the focal point of the Pinetop-Lakeside/Navajo County Regional Plan. It will be used in conjunction with the other elements of the plan to guide the physical development of the Region through the Year 2020. The Land Use Plan Map illustrates the way in which the Region is envisioned to develop based upon existing and projected natural, socioeconomic, and man-made conditions located in the Region.

The Land Use Element also serves as a guide for the use and implementation of the Town and County's zoning and subdivision ordinances. These are tools by which the Town and County may each legally enforce the Regional Plan. The adopted land use policies, the Land Use Plan Map, and the implementation plan will assist the Town of Pinetop-Lakeside and Navajo County to program public facilities and utilities needed to accommodate the growing population in the Regional Planning Area.

The area covered by the Land Use Plan Map includes all of the land currently within the corporate limits of the Town of Pinetop-Lakeside. Additionally, a large area of unincorporated land contiguous to the Town is also included in the Land Use Plan Map. The Regional Planning Area extends to Highway 60 and the City of Show Low to the north, the White Mountain Apache Reservation to the west and south, and the Apache County boundary to the east. This unincorporated area includes a large portion owned by the U.S. Forest Service, which is primarily undeveloped, and the Wagon Wheel area, which contains a mixture of commercial and residential land uses. A special mention should be made of the unincorporated portion of the Regional Planning Area north of the town boundary of Pinetop-Lakeside, which was also included in the recent update of the City of Show Low's General Plan. Thus, the general land use plan categories in Show Low's plan were considered in the preparation of land use categories for this plan and every attempt has been made to ensure compatibility between the two plans for this particular area.

4.1.2 EXISTING SETTING

Although many variables will influence the physical growth and development of the Regional Planning Area over the next twenty years, two interrelated factors will play critical roles: population growth and land available for private development. Existing land use is important in directing future development because it has already shaped transportation routes, established land use categories and housing densities. While this pattern can be changed, and should be changed if in the best interests of the community, it provides a clear direction upon which to base future planning efforts. Additionally, a growing population will need housing, job opportunities, and all of the ancillary services necessary to support these uses. One of the functions of the Regional Plan is to anticipate the land use needs generated by an increasing population and to ensure that these needs will be met over the planning horizon. This subsection will examine each of these three important factors.

POPULATION GROWTH

The Town of Pinetop-Lakeside is currently the second smallest municipality in Navajo County, although it was one of the fastest growing jurisdictions in the region between 1990 and 1995, experiencing a cumulative growth rate of 36%, or an annual growth rate of 7.3%. The official 1998 population estimate from the Arizona Department of Economic Security (DES) was 3,485. Table 4.1-1, *Population Comparison – White Mountain Communities, 1980-2020*, provides a population comparison between Pinetop-Lakeside and other White Mountain communities, including the growth rates of these communities. The relationship between the growth rates of these communities is depicted in Exhibit 4.1-1, *Population Growth Comparisons-White Mountain Communities, 1980-2020*.

EXHIBIT 4.1-1

Growth Rate Comparison-White Mountain Communities: 1980-2020

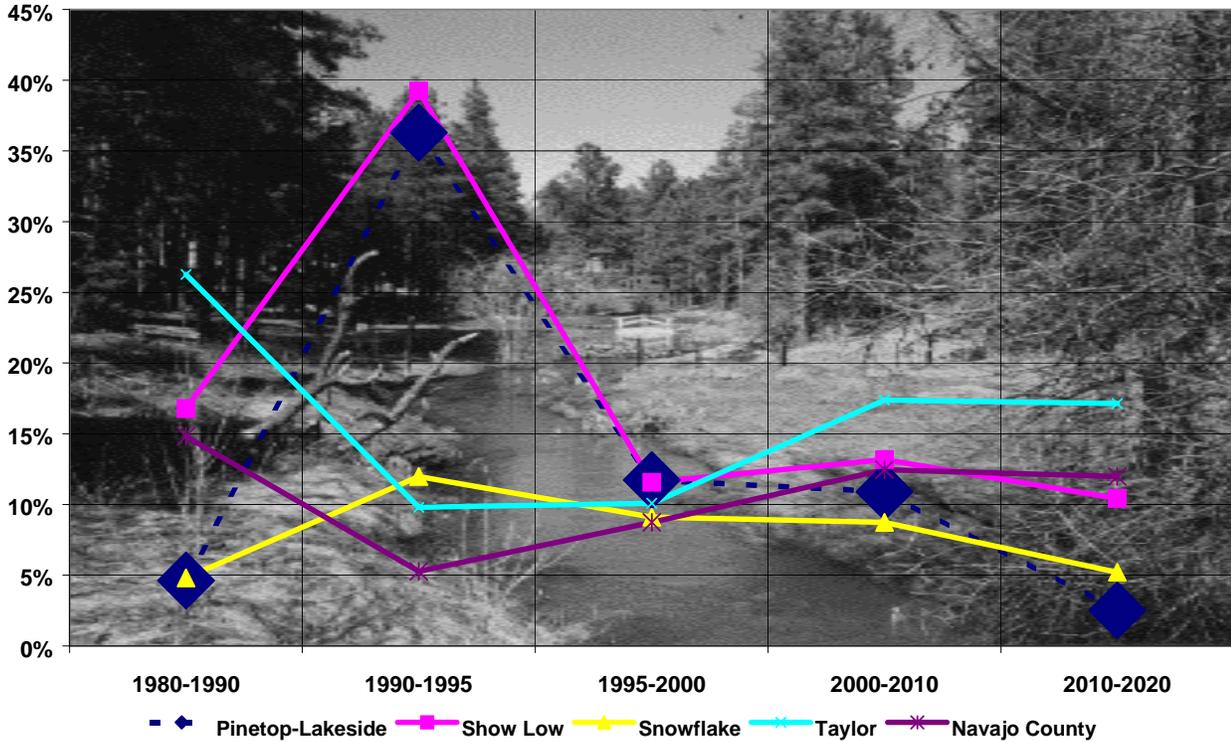


TABLE 4.1-1
POPULATION COMPARISON – WHITE MOUNTAIN COMMUNITIES
1980-2020

	1980	1990	1995	2000	2010	2020
Pinetop-Lakeside	2,315	2,422	3,301	3,688	4,090	4,193
Show Low	4,298	5,019	6,988	7,796	8,823	9,742
Snowflake	3,510	3,679	4,120	4,495	4,888	5,143
Taylor	1,915	2,418	2,655	2,923	3,431	4,019
Navajo County	67,629	77,658	81,750	88,900	99,975	111,950

Source: Arizona Department of Economic Security

According to projections by DES, this growth trend is projected to dramatically slow through 2020, primarily due to the decreasing land base for new development within the Town, unless further annexation takes place. Population projections from DES indicate an additional 892 Town residents by the Year 2020, based upon a housing unit method which estimates population gain by projected new housing construction

activity and vacancy rates. This would result in a cumulative growth rate of 27% over the 25-year period or an average annual rate of 1.1%. Since DES' 25 year projection will add just a few more people than was added in the five-year period between 1990 and 1995, their projections seem very low. This was also the conclusion in the recently published report, *Show Low/Pinetop-Lakeside Retail Analysis* (Young Nichols Gilstrap, Inc., 1990), which suggested that a growth rate of 3-4% would be more likely. Local factors which may cause this projection to be low, include an increase in housing density due to zoning changes and the future availability of federal forest land for development, as well as the future full-time occupancy of seasonal housing within the Town.

The 1995 population of the Regional Planning Area is projected at 8,991, based upon the 1995 special census of the Town and estimated growth population within the remaining unincorporated area (see Table 4.1-2, *Regional Planning Area Population Projections*). The Town population is estimated as 37% of this total count. Consequently, the Town actually provides services to a much larger permanent population base than its census indicates. Table 4.1-2, *Regional Planning Area Population Projection, 1995-2020*, provides population projections for three scenarios (slow growth, medium growth, and high growth). The Slow Growth scenario uses DES estimates of an annual average growth of 1.1%. The High Growth scenario continues the annual average growth rate experienced by the community from 1990 and 1995, while the Medium Growth scenario uses a mid-point growth rate which is closer to the rate suggested in the *Show Low/Pinetop-Lakeside Retail Analysis*.

**TABLE 4.1-2
REGIONAL PLANNING AREA POPULATION PROJECTIONS
1995-2020**

Growth Scenario	1995	2000	2010	2020
Slow Growth (1.1%)	8,991	9,486	10,475	11,464
Medium Growth (3.5%)	8,991	10,564	13,711	16,858
High Growth (7%)	8,991	12,138	18,432	24,725

Source: BRW, Inc., 1999

At the smallest rate of growth, the Regional Planning Area will add 2,473 residents by the Year 2020. The number of new residents would increase by 7,687 under the Medium Growth scenario and by 15,734 under the High Growth scenario. The residential land use implications of each of these scenarios is shown in Table 4.1-3, *Residential Land Consumption Needs Until 2020*. The number of acres needed to accommodate the projected growth rates range from a low of 198 acres (Slow Growth rate accommodated at 5 dwelling units per acre) to a high of 6,294 acres

(High Growth rate accommodated at one dwelling unit per acre). Table 4.1-3 clearly shows the implications of housing density related to total growth. For instance, at the lowest rate of growth, the total acreage needed to accommodate the housing needs varies from 198 acres to 989 acres depending upon whether the growth is accommodated at one dwelling unit per acre or at 5 dwelling units per acre.

**TABLE 4.1-3
RESIDENTIAL LAND CONSUMPTION NEEDS UNTIL 2020**

Pinetop-Lakeside/Navajo County General Plan Regional Planning Area Residential Land Consumption Needs Until 2020 Permanent Residents						
Growth Scenario	New Residents	Persons Per Household	Dwelling Units Needed	Land Area Needed at:		
				1 Unit Per Acre	3 Units Per Acre	5 Unit Per Acre
Slow	2,473	2.5	989	989	330	198
Medium	7,687	2.5	3,075	3,075	1,025	615
High	15,734	2.5	6,294	6,294	2,098	1,259

Source: BRW, Inc., 1999

SEASONAL POPULATION

The 1990 and 1995 housing and population estimates for the Town and Regional Planning Area provide a glimpse into the importance of seasonal variations of population. As already noted, the White Mountains in general, and Pinetop-Lakeside in particular, offer an attractive second and third home market for many families in the Phoenix and Tucson area who retreat to these cooler enclaves during the summer months. As a result, the resident population, as well as the tourist population, of the Regional Planning Area grows considerably during the peak summer season. The 1990 census indicated a 60% vacancy rate for housing, while the rate for the 1995 census was 48%. This reflects the fact that as many as half of the homes in the Regional Planning Area are only partially occupied during the year. Therefore, if the seasonal/second home ownership level continues at the same rate, the housing and land consumption totals listed in Table 4.1-3 can be doubled to provide an estimate of the impacts of seasonal housing in the Regional Planning Area.

POPULATION ASSESSMENT

- In general, population growth within the Town, as opposed to the Regional Planning Area, is limited unless annexation occurs, U.S. Forest Service land is exchanged, or higher density development is permitted. In particular, the Pinetop Lakes and Country Club subdivisions to the south will grow due to the increase in permanent residents as well as the development of the few remaining larger parcels of land.

- ❑ Key development decisions made by major property owners and the expansion of public and private infrastructure will greatly determine population increases within the Town and planning area.
- ❑ Although seasonal population growth will continue and the Regional Planning Area will continue to be a prime location for second and third homes, increasing numbers of second home owners will retire and likely chose Pinetop-Lakeside as their primary area of residence.

EXISTING LAND USE PATTERNS

Because the plan Regional Planning Area is sandwiched between the White Mountain Apache Reservation to the west and National Forest to the east, the prevailing development pattern is strip commercial oriented along highway 260. According to 1995 tax parcel records the entire land base of the Town of Pinetop-Lakeside was 7,103 acres, of which approximately 5,101 acres or 70% was developed private land (see Table 4.1-4, *Existing Land Use Inventory – Town of Pinetop-Lakeside*). The total land area of the planned Regional Planning Area is 18,933 acres and the portion which is currently unincorporated is 11,831 acres.

**TABLE 4.1-4
EXISTING LAND USE INVENTORY- TOWN OF PINETOP-LAKESIDE**

<i>LAND USE</i>	<i>Acres</i>	<i>%</i>
Residential	1,117	15.7%
Commercial	189	2.7%
Industrial	10	.1%
Agricultural	133	1.9%
Public/Institutional	255	3.6%
Parks/Recreation	54	.8%
USFS	3,244	45.7%
Total Active Use =	5,002	70.5%
Undeveloped	2,101	29.6%
Total =	7,103	100%

Source: Town of Pinetop-Lakeside, 1999

White Mountain Boulevard, SR260, is the Town’s major arterial roadway and provides the framework for the Town’s land use pattern. Commercial development characterizes the roadway, and almost all of the community’s commercial land uses are located on this corridor. This land use pattern has been promoted by the current General Plan for Pinetop-Lakeside, as well as by the existing zoning for both the Town and the County. A large portion of the commercial land uses along the roadway are geared toward serving the large number of tourists who visit the community or who are on their way to the Hon-Dah Casino, the surrounding forests, or the ski slopes at Sunrise. These uses consist of

cabins, hotels, motels and other types of lodging. Ski shops, antique stores, and other specialty retail outlets also serve this market, as well as the local market. In addition to these travel-oriented commercial uses, neighborhood commercial uses are interspersed throughout the length of the corridor and include a grocery store, convenience stores (often associated with gas stations), restaurants (including fast food and drive-through establishments), barber shops, drug stores, etc.

While White Mountain Boulevard serves a number of commercial establishments, there are also a large number of vacant lots along the corridor, particularly at the northern end of the Regional Planning Area in the county Wagon Wheel area. Aside from commercial development and vacant land, the arterial also provides access for the Blue Ridge School District complex (at the intersection of White Mountain Boulevard and Woodland Road), the U.S. Forest Service office, and the Navopache Electric Co-op's offices.

Outside of the White Mountain Boulevard corridor, the predominant land use is detached single family residential on lots of 1/3 acre or larger. Many of these lots are served by individual septic systems to treat their wastewater, while wells are a primary source of potable water.

Manufactured housing provides accommodations for a number of residents and the Regional Planning Area contains a number of manufactured housing sites. Additionally, a number of manufactured housing units are located on individual lots scattered throughout the Regional Planning Area. One of the primary locations for this type of land use is on the north side of White Mountain Boulevard at the southern end of the Regional Planning Area.

The community's recreational needs are served through Woodland Lake Park, a 580-acre tract owned by the U.S. Forest Service and leased to the Town. In addition to the Lake, the park contains hiking and picnic areas, a children's playground, an environmental Regional Planning Area, Walnut Creek, and some fields for activities such as baseball and soccer. In addition to the athletic fields and facilities associated with the school complex, other park/recreational facilities are the LDS recreation field on Hansen Lane and two summer camps on land owned by the U.S. Forest Service, one of which provides camp facilities for handicapped children, located off of Highway 260.

Other distinctive features of the land use pattern in the Regional Planning Area include the Commerce Park, which is a 40 acre Town-owned parcel offering sites for commercial and light industrial facilities outside of the White Mountain Boulevard corridor. The site has just recently been developed and does not have any tenants at this time.

A capsule summary of each of the predominant land uses for the Regional Planning Area is provided below:

- ❑ **FOREST/OPEN SPACE** - Over 46%, or 3,244 acres, is USFS land. Much of this area consists of woodlands and waterbodies. Although this land area is not currently open to private development, there is the possibility of future land exchanges. In particular, the area currently occupied by Camp Grace and Camp Tatiyee is planned for exchange, as is the area encompassing Woodland Lake Park.
- ❑ **RESIDENTIAL** - The Pinetop-Lakeside area is primarily residential. Residential land encompasses approximately 16% of the land base (1,117 acres) and represents 64% of all developed land in the Town and over 75% in the Regional Planning Area. Much of the single-family housing in the Regional Planning Area is second home development, which does not reflect residential occupancy. A majority of this acreage is in or near the Country Club, Pinetop Lakes, and White Mountain Summer Homes subdivisions. Due to the unavailability of sewer service in certain areas and the lack of planned subdivisions, a majority of the single-family lots are in excess of 1/3 acre, in order to accommodate septic tanks. The average land area per residential unit is approximately .66 acres in the town and over 1 acre in the county.
- ❑ **GENERAL COMMERCIAL/HEAVY COMMERCIAL** - Commercial land use within the town, including retail and wholesale trade, accounts for 189 acres or 2.8% of all land in active use. As the major road corridor connecting the town throughout the region, Highway 260 contains the majority of all commercially zoned land within the jurisdiction. Under the current zoning there are few opportunities for heavy commercial and industrial development with the exception of small areas on Woodland and Porter Mountain Roads.
- ❑ **EXISTING ZONING**- Table 4.1-5, *Zoning and Maximum Residential Build-Out*, identifies the existing zoning within the town. Approximately 4,485 acres within the town are zoned R-Low, requiring a minimum 1 acre lot size. Much of this property is USFS land or in a privately held undeveloped state.

Table 4.1-5 demonstrates the maximum development potential of the land within the Town of Pinetop-Lakeside based on the current zoning and assuming that all available land is developed at the maximum permitted density. This includes 3,244 acres of USFS land, developed at a density of 1 unit per acre. Although this growth scenario is highly unlikely within the planning period, it illustrates how current land use controls are unrealistic with respect to the limited carrying capacity of the land and local services necessary to accommodate future development.

**TABLE 4.1-5
ZONING & MAXIMUM RESIDENTIAL BUILD-OUT**

Zoning	Acres	Lot Area	Projected Units	Population
R-3	81	6,000	590	1,475
MH-4	91	10,000	153	382
R-2	98	7,000	610	1,525
PUD	315	6,000	2,290	5,726
C-1	518	6,000	3,759	9,396
R1-4	1,043	10,000	4,545	11,362
R-LOW	4,845	43,560	4,845	12,113
Total	7,101		17,594	43,983

Source: Town of Pinetop-Lakeside

Under the current policies and standards it is expected that the following future development patterns are likely to occur:

- **COMMERCIAL RETAIL AND SERVICES** - The Town has little potential for attracting large commercial retail ventures such as a K-Mart or Wal-Mart outlet, which cater to regional markets. Large retail centers generally require easy highway access and extensive parking facilities, generally requiring larger parcels. The Show Low market area will likely be the hub for future large-scale development and, in fact, has recently attracted a Super Wal-Mart store just outside the boundaries of Pinetop-Lakeside. Conversely, the Pinetop-Lakeside area will attract smaller retail and commercial services growth, i.e., single tenant or small complexes constructed on existing strip commercial frontage lots.

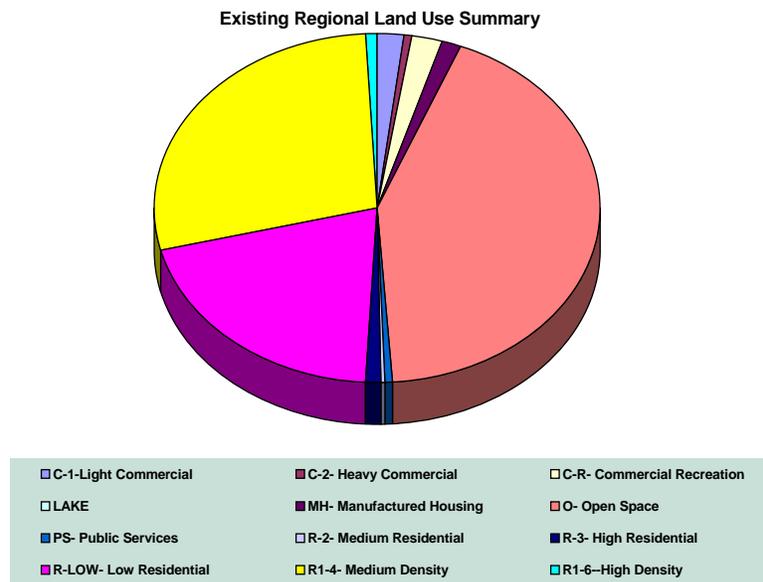
- **RESIDENTIAL** – In the past many areas in the region were divided without adherence to quality development standards, resulting in inefficient land-use and inadequate services. Inadequate roads and poorly planned drainage has resulted in financial liabilities that the town cannot support with current revenue mechanisms. Because 46% of the existing land base in the Town is U.S. Forest Land, it is likely that residential development will be focused on large privately owned tracts that can be subdivided into 1/3 acre or larger lots.

- ❑ **INDUSTRIAL AND HEAVY COMMERCIAL** – Under current zoning there are few opportunities for light or heavy commercial development. Since the Town controls no utilities and limited capacity for tax abatement and provision of fiscal incentives, it is limited in the area of business recruitment and expansion. In addition, several existing heavy commercial uses have limited expansion capacity due to their non-conforming status under current zoning.

REGIONAL LAND USE SUMMARY

The existing land use designations for the Town and County are identified within Exhibit 4.1-2, *Existing Regional Land Use Summary*

EXHIBIT 4.1-2



FUTURE GROWTH TRENDS

As previously stated, the enormous USFS holdings within the Town (46% of the total land base), presents both opportunities and liabilities, depending upon the pattern and quality of the development occurring. At this time the greatest concentration of development occurring is new commercial along Highway 260, and the majority of residential development is infill within the southern Pinetop area of the town and in the subdivisions south of the town. Future development patterns could change due to an increase in residential subdivisions within the Show Low area that may attract potential permanent and seasonal residents. Some of the other factors, which may affect development trends through the year 2020 include the following:

- ❑ Undeveloped property currently under the ownership and control of the USFS is sufficient to meet all projected land use needs, although the timing of private acquisition and development of USFS is not known at this time.

- ❑ Lot sizes within the town will affect future commercial development. For example, the average commercial lot size is one acre. Many of these vacant properties are not of sufficient size to accommodate large development projects.
- ❑ Expansion of the town boundaries is uncertain due to the mixed sentiments of surrounding residential areas. The fact that there are pockets of unincorporated land abutting the town limits and U.S.F.S land within the Town makes it difficult to plan for future development.
- ❑ The current subdivision standards are only required if a division of land results in more than three divisions of land within the Town and five divisions within the County. The illegal subdivision of land over the years without review for facilities or zoning standards has resulted in poorly planned access roads and infrastructure. Correcting this situation will require establishing improved procedures and standards to regulate development where the division of land does not result in a subdivision.
- ❑ It has been 14 years since the original Town General Plan was adopted and more than 20 years for Navajo County. While many of the original plan recommendations were instituted, many were not and some do not make good planning sense today. For these reasons, the following areas should be addressed through ongoing long range planning:
 - ❑ **ZONING & SUBDIVISION REGULATIONS** – The zoning and subdivision regulations of the Town and County are grossly out of date. This includes the site plan procedures for commercial development and subdivision regulations controlling the division of property and the design and installation of streets and infrastructure. Both the Town through its Planned Unit Development (PUD) standards and the County through its Special Development (SD) standards are able to utilize flexible zoning controls for mixed-use projects. However, neither government has adequate performance standards to encourage higher design quality or to adequately regulate the infrastructure or other improvements common to large-scale master planned communities. The respective zoning regulations should be revised to reflect the needed changes.
 - Site Development Standards
 - Subdivision Standards
 - Landscape Code
 - Access Control
 - Road access and design standards
 - Parking design standards
 - Tree and Open Space protection
 - Signage
 - Architectural Design

- ❑ **INTERGOVERNMENTAL COORDINATION** - The development review process needs to enhance coordination between various government agencies and private utilities. There is a strong need for more inter-agency coordination on project review between the Town, County, Sanitary District, ADOT, and Fire Districts.
- ❑ **DESIGN REVIEW** – The design review process must address the architectural design and site improvements proposed for each project. A pre-application conference between applicants and staff before formal plans are submitted will help identify problems and facilitate their resolution. The Town should continue organizing and supporting a Development Review Committee with membership representing a variety of development related disciplines and interests.
- ❑ **SIGNS** – In 1991 the Town's current sign regulations were modified to allow business operators to display temporary signs and banners. In hindsight the Town Council and most residents believed this created a cluttered appearance on Highway 260. Recently this measure was reversed improving this condition. However, the design regulations still need to be refined to create a stronger sense of community, a less visually intrusive effect along the roadway, and upgrades in the appearance of the town. A lack of objective design criteria has resulted in unequal code interpretations. Navajo County currently has very limited sign regulations.
- ❑ **PROPERTY MAINTENANCE** - It is obvious that many properties within the Town limits are in violation of the existing property maintenance ordinance. In 1999 the Town hired a full-time code enforcement officer to address these violations and provide some assistance in clean up. The Town has also initiated a program to subsidize owner expenses for removing debris, pine needles, brush and lumber, and some recyclable materials. The property maintenance ordinance includes additional measures such as a provision for the Town to assess liens against owners for the cost of clean up, but more enforcement is necessary. Navajo County has made great progress in this area with the hiring of a full-time Code Enforcement Officer and the adoption of a Hearing Officer procedure to handle similar code enforcement cases.
- ❑ **BUSINESS PERMIT** – A mandatory permit that became effective in 1998 for the Town, functions as a “trigger” system to alert the Community Development Department that a change in use has occurred within a commercial building. The department refers this information to the Police Department and local Fire

Districts. However, the license procedure does not include requirements to up-grade existing buildings and sites that have code deficiencies. Navajo County currently has no business permit or license procedure.

4.1.3 LAND USE PLAN MAP

Guided by the planning policies presented in *Section 4.1-4, Goals, Objectives, Evaluation Measures, Policies, and Programs*, the Regional Land Use Plan indicates the recommended land uses and development intensities for future growth in the Regional Planning Area. The land use categories associated with the Land Use Plan Map and Development Guidelines are described below and are illustrated in Exhibit 4.1-3, *Future Land Use Map*.

RESIDENTIAL

PURPOSE

The Residential category includes all principal residential land uses, including site constructed single-family detached and multi-family attached, as well as manufactured housing.

DENSITY

Threshold or maximum density ranges are provided for each residential land use category. The recommended maximum density for each category is provided below:

Low Density Residential = 1 Maximum Dwelling Unit Per Acre
Medium Density Residential = 4 Maximum Dwelling Units Per Acre
High Density Residential = 20 Maximum Dwelling Units Per Acre

Unless otherwise specified, the following factors will be used to determine the appropriate density up to the maximum threshold for each particular land use category:

- On land within the Sanitary Sewer District
- On land within or adjacent to the Town of Pinetop-Lakeside
- Compatible density with adjacent land uses
- On land currently served or most economically served by future increments of existing infrastructure – sewer, water, roads, power, etc.

EXHIBIT 4.1-3
FUTURE LAND USE MAP

- ❑ On land not affected by groundwater resource constraints.
- ❑ On land not affected by floodplain or other natural impediments.
- ❑ On land with minimum or no impact on sensitive vegetation or species habitat
- ❑ On land which has convenient access to existing employment opportunities, commercial services, recreational activities, and public facilities (schools, libraries, fire, police, etc.)
- ❑ Encourage medium to high-density residential development only in areas that are supported by adequate public facilities and services or where they can easily be provided and where surrounding land uses are compatible.
- ❑ Provision of other amenities (open space, bicycle/pedestrian paths, buffering/landscaping, parks/recreational amenities, etc.) and with design and site plan standards that exceed the minimum beyond that required by the Zoning or Subdivision ordinances.
- ❑ Adjacent to existing built areas

LOW DENSITY RESIDENTIAL (LDR): 0-1 UNIT PER ACRE

PURPOSE

The LDR category allows a development maximum of one unit per acre or a minimum lot size of 43,560 square feet. This category is applied to existing single-family development and areas in the process of development or suitable for low-density residential development. This category is compatible with prevailing residential density of the area and is mitigated by the following criteria:

- ❑ A maximum of 1 unit per 2 acres applies to any property lacking central sewer and water systems within the Town. Minimal lot sizes may be less within the County utilizing onsite septic tanks subject to Arizona Department of Environmental Quality (ADEQ) criteria.
- ❑ A maximum of 1 unit per acre applies to any property with severe site environmental restrictions, such as steep slopes of twenty-five degrees or greater; properties lying within an aquifer recharge zone; watershed protection area; and within jurisdictional wetlands.

MEDIUM DENSITY RESIDENTIAL (MDR): 1-4 UNITS PER ACRE

PURPOSE

Applies to areas suitable for compact single-family detached development and single family attached units, such as townhouses, where adequate facilities and services are projected during the planning period. The medium density land uses are designated according to the following criteria:

- ❑ Single-family residential development on a minimum lot size of 10,000 square feet or at a density of 4 units per acre served by central water and sewer within the planning area.

HIGH DENSITY RESIDENTIAL (HDR): 5-20 UNITS PER ACRE

PURPOSE

High Density development, which may serve as transitional uses between developing commercial areas and lower density single-family areas, with adequate buffers, according to the following:

- ❑ High-density residential development at a minimum lot size of 6,000 square feet or 8 units per acre.
- ❑ Multi-family development projects at 20 units per acre or a minimum average lot size of approximately 2,904 square feet per unit.

COMMERCIAL/NONRESIDENTIAL

PURPOSE

The Commercial/Nonresidential category includes all land uses that do not incorporate residential as the primary focus, ranging from retail and light commercial to heavy commercial.

BUFFERING

New developments in commercial/non-residential zones should provide transitional zones and buffering where adjacent to residential uses. At a minimum, buffering should include landscaping or constructed barriers that are compatible with existing vegetation and neighborhood character, but may also include reduced building heights in proximity to property lines, restrictions on opening and closing times, increased setback, locating loading and services areas away from residential areas, and providing open spaces. The intensity of development should be considered when establishing buffering requirements. New developments and substantially remodeled development should provide landscaping adjacent to street and in parking areas.

COMMUNITY COMMERCIAL (CC)**PURPOSE**

Community Commercial areas are meant to provide commercial services to a large portion of the community and may include Neighborhood Commercial uses. The market area for Community Commercial areas is generally between two and seven miles from the commercial center. Community Commercial areas may vary widely in use and intensity. Generally, this use includes large retail, wholesale, and office uses, as well as mixed-use projects such as retail shopping plazas and integrated hotel/motel uses. Design standards should be included within the (CC) category in order to manage heavy traffic areas at major intersections as well as strip centers along Highway 260.

NEIGHBORHOOD COMMERCIAL (NC)**PURPOSE**

Neighborhood Commercial areas are intended to provide commercial services used by the general public on a daily basis. The market area for a neighborhood commercial area is approximately a one-to-two mile radius from the commercial center. This permits the use of alternatives to the automobile, which includes walking and bicycling. Neighborhood Commercial areas often have a grocery store as an anchor tenant. Convenience commercial uses, drug stores, video rentals, beauty/barber shops, post offices, restaurants, small tenant retail, and single professional and medical offices are uses, which are commonly found in Neighborhood Commercial areas. These areas are not intended for any uses, which may be incompatible with adjacent residential neighborhoods due to noise, traffic, odors, and similar nuisances. Such uses include auto service or repair, multiple story mini-storage, theaters and taverns. Some examples of uses that might be acceptable on a case-by-case basis are health clubs and restaurants accommodating drive-through traffic. Future neighborhood commercial development may occur at locations along Woodland Road and near denser residential development.

HEAVY COMMERCIAL (HC)

PURPOSE

Heavy Commercial should accommodate larger wholesale, manufacturing, and other uses not suitable near residential areas and not particularly compatible with other retail or commercial uses.

RECREATION/OPEN SPACE

PURPOSE

This category is for land dedicated to active or passive recreational uses, flood control, view sheds, trail connections, and expansion of public services, which are accessible to the general public. Private recreation facilities available to the public, such as golf courses or camping grounds, are included in this category. This category may also include environmentally sensitive lands.

It is assumed that there is sufficient National Forest land and privately held undeveloped areas to accommodate any increased economic activity in these industries and that limited amounts of the USFS land area will be exchanged within the planning period. Therefore, no additional land dedicated to agricultural/forestry uses is projected in Table 4.1-6. Since the Agricultural/Forest category has the potential of both residential and nonresidential activities, it is assumed that the Future Land Use Map will be modified to separate incompatible uses as growth occurs in the future.

PUBLIC/INSTITUTIONAL

PURPOSE

Public/Institutional land uses represent Town administrative offices and facilities as well as other public and quasi-public facilities: schools, churches, governmental administrative offices, etc. Public/Institutional land use areas are encouraged within the Town core to assist in creating community-gathering places, and also within residential areas and commercial areas to provide services for safety and protection.

PLANNED DEVELOPMENT

PURPOSE

Planned Development areas represent larger undeveloped and developed properties where a potential exists for mixed-use and other master planned development, including commercial and residential, but excluding heavy commercial uses. The Planned Development category permits flexibility in land uses in order to encourage property assemblage and planned infrastructure and access. Areas designated as Planned Development on the Land Use Plan may be zoned PAD provided a preliminary master plan and development agreement are both approved by the Town Council; or Special Development approved by the County Board of Supervisors.

PLANNED DEVELOPMENT STANDARDS

- The maximum overall density for a Planned Development project shall not exceed 20 units per acre, subject to zoning requirements and density incentives.
- Planned Development shall be of a type and at a density that is compatible with adjacent land uses and all other elements of the Regional Plan.
- Planned Development areas shall incorporate a minimum 30 percent of the area as useable open space. Useable open space may include recreation areas.
- Planned Development areas shall incorporate a circulation and improvements plan that provide for the primary access through either an existing or planned intersection with Highway 260 in order to promote effective traffic flows and efficient infrastructure expansion. The circulation and improvements plan may permit timed improvements based upon a traffic impact study that examines the build-out of development phase.
- All Planned Development shall provide transitional buffering between all adjacent residential or nonresidential uses.
 - Transition zones between residential uses shall be at a density no greater than twice the existing zoning density of adjacent residential properties.
 - Setbacks from adjacent existing residential property boundaries and building heights in the transition zone shall be the same as applicable to the adjacent property.
 - New developments in commercial/non-residential zones should provide transitional zones and buffering where adjacent to residential uses. At a minimum, buffering should include landscaping or constructed barriers that are compatible with existing vegetation and neighborhood character, but may also include reduced building heights in proximity to property lines, restrictions on opening and closing times, increased setbacks, locating loading and service areas away from residential areas, and providing open spaces. The intensity of development should be considered when establishing buffering requirements.

New developments and substantially remodeled developments should provide landscaping adjacent to streets and in parking areas.

PLANNED DEVELOPMENT LOCATIONS

Due to the large undeveloped land base, the revised General Plan incorporates special use areas that require further planning studies and analysis and the possible establishment of specific plans, including the following:

- ❑ Wagon Wheel Area
- ❑ Old Lakeside Area
- ❑ Woodland Road Area
- ❑ Pinetop Area
- ❑ South Pinetop Area

U.S. FOREST SERVICE

The largest land use in the Regional Planning Area is forest uses on land currently owned by the U.S. Forest Service. While US forestlands are conducive to active and passive recreational opportunities, they are also amenable for such commercial uses as agricultural and timber. Since USFS has the potential for both residential and non-residential development, the land use map will be modified to separate incompatible land uses as growth occurs in the future.

Forest Service land in the planning area includes land currently under lease, such as Woodland Lake Park. Although much of the USFS land is considered in a conservation state, this status could change dramatically depending upon land exchanges. These areas are vital conservation areas due to their protection of the Billy Creek and Walnut Creek watersheds, necessary to provide flood water storage, and protect valuable plant and animal habitat. The General Plan Land Use Map designates most USFS areas as future open space areas, pending further investigation and assessment.

BUILDOUT ANALYSIS

Table 4.1-6, *Regional Planning Area Population Projections*, presents an assessment of the ultimate population and employment capacity for the Regional Planning Area, assuming the entire area was built out in accordance with the Land Use Plan. As indicated in the table, at build-out the Regional Planning Area would accommodate approximately 50,850 residents, 4,500,000 square feet of commercial space and 1,300,000 square feet of office/business park space, resulting in approximately 29,305 employment opportunities within the Regional Planning Area. This would result in an employment ratio of one employee for every 1.74 residents. This is less than the current ratio of one employee for every 2.8 residents as documented in the White Mountain Regional Transportation Plan.

Several assumptions were made for the buildout analysis. Regarding development density, the assumption is that the actual development densities for low, medium and high-density areas would be one, three and five dwelling units respectively. If development densities average lower than this, the resulting population projections would be lower than 50,850. Additionally, the assumption is that person per dwelling unit will be 2.5. The floor area ratios (percentage of the property which can be developed) for commercial and office developments are one-quarter of the total area. The ratio of employment per square foot for commercial and office is estimated at one employee for every 400 square feet of floor area. This analysis also assumes that two-thirds of the Planned Development acreage would be devoted to residential uses, with the remaining one-third being used for retail and office space. Finally, the model assumes that a certain percentage of each land use will be unusable for population or employment growth because of the need for roadways, utilities and other public easements necessary to accommodate a growing population.

One conclusion that can be drawn from the land use analysis is that the Regional Planning Area has enough land to easily accommodate anticipated growth during the planning horizon. Even at the highest rate of projected growth as shown in Table 4.1-6 the population will only be about half of what could be accommodated under the Land Use Plan Map (24,725).

**TABLE 4.1-6
PINETOP-LAKESIDE/NAVAJO COUNTY REGIONAL PLAN
BUILDOUT ANALYSIS**

Land Use Category	Gross Acres	Efficiency Factors(1)	Target Density	Resulting Development	Population Factor (2)	Resulting Population	Employment Factor (3)	Resulting Employment
Low Density Residential	1,791	.85	1 DU/AC	1,522 DU	2.5	3,805		
Medium Density Residential	7,043	.70	3 DU/AC	13,352 DU	2.5	33,380		
High Density Residential	231	.70	5 DU/AC	886 DU	2.5	2,215		
Planned Development	3,073	.70	3 DU/AC	4,580 DU	2.5	11,450		
Neighborhood Commercial	83	.80	.25 FAR	914,760 SF			1/400	2,287
Community Commercial	440	.80	.25 FAR	3,554,496 SF			1/400	8,886
Heavy Commercial/ Business Park	161	.85	.25 FAR	1,323,135 SF			1/400	3,307
Planned Development	3,073	.85	.25 FAR	5,929,605 SF			1/400	14,824
Recreation/Open Space	1,391							
Public/Institutional	80							
U.S. Forest Service	46,467							
TOTALS				20,340 DU 11,721,996 SF		50,850		29,305

(1) Discounts gross area for future roadway rights-of-way, recreational and other public facilities

(2) Average person per household through the Year 2020

(3) Estimated gross space per employee

Abbreviations: AC=Acre; DU=Dwelling Unit; FAR=Floor Area Ratio; SF=Square Feet

RELATIONSHIP TO OTHER PLAN ELEMENTS

The Land Use Element serves as the primary means of integrating the policies in other elements of the Regional Plan with the proposed pattern of land uses designed in the Land Use Plan Map and with the land use policies in the Land Use Element. These policies outline the community's direction and strategy for relating residential, commercial, industrial, open space, and public uses with their location and public service needs.

4.1.4 GOALS, OBJECTIVES, EVALUATION MEASURES, POLICIES, AND PROGRAMS

The Land Use Element is intended to guide the growth of the community by providing goals, objectives, policies, and programs designed to ensure high quality new development, preserve sound neighborhoods and non-residential areas, upgrade areas targeted for revitalization, and maintain areas designated for their unique environmental quality of long-term use as open space. Future growth should be managed to create an appropriate mix of land uses, while protecting surrounding areas and ensuring the availability of critical public services and facilities. The following goals, objectives, policies and programs are designed to meet these aspirations. Two general policies, which relate to the disposition of all land use evaluations, are also included.

GOAL

Develop a system for land use planning that is clear, easy to use, reinforces the vision, goals and objectives of the Regional Plan, and ensures the health, safety, and welfare of the citizens of Pinetop-Lakeside and the surrounding area.

GENERAL POLICY 1: All applications for discretionary projects including, but not limited to, Regional Plan amendments, zoning amendments, and special use permits, shall be reviewed to determine consistency with the policies of the Regional Plan. No approvals shall be granted unless a finding is made that the project or permit is consistent with the Regional Plan. In the case of Regional Plan amendments, the amendments can be made consistent with the Regional Plan by modifying or deleting the Regional Plan provisions, including the land use map and any relevant text provisions, with which the proposed amendments would be inconsistent.

GENERAL POLICY 2: Existing legal lot of record with a lot size less than the minimum area indicated by the designation on the Regional Plan Land Use Map shall be permitted to develop at a density of at least one dwelling unit per lot provided that minimum health and safety standards are met.

OBJECTIVE 1

To prepare a land use element that promotes efficient and fiscally responsible patterns of development, that minimizes frictions between different land uses, and that harmoniously supports other elements of the Pinetop-Lakeside/Navajo County Regional Plan.

EVALUATION MEASURE: The number of building permits issued for residential developments in subdivisions and planned developments versus independent lots.

EVALUATION MEASURE: The number of acres of U.S. Forest Service Land exchanged for private developments.

POLICY: Encourage development that can take advantage of existing and planned public infrastructure capacities for, among other things, roadways, water, sanitary sewer and wastewater treatment, and necessary public services and facilities (police, fire, library, schools, etc.).

POLICY: The Town and County should encourage the development of available large vacant parcels of land under the Planned Development guidelines of the Zoning Ordinance with an appropriate mix of land use types and housing densities that are compatible with surrounding land uses and which are supported by adequate infrastructure and open space/recreational uses.

POLICY: The Town and County should help facilitate the sale to the private sector of vacant public lands owned by the U.S. Forest Service and identified for exchange for the development of planned communities in accordance with the General Plan.

PROGRAM: Amend the Planned Development section of the Town's and County's Zoning Ordinances to incorporate the goals, objectives, policies and programs of the Regional Plan study area.

OBJECTIVE 2

Adopt a Land Use Plan that fiscally balances land uses in order to provide revenues necessary to support services and that promotes the efficiency of the delivery of public and private services.

EVALUATION MEASURE: The number of units hooked into available water and wastewater treatment lines versus the number of units needing to use individual systems (wells and septic systems).

POLICY: Encourage development that is currently served by or adjacent to existing municipal services and public utilities.

POLICY: The Town and County will encourage development in unincorporated portions of the Regional Planning Area that is compatible with the Pinetop-Lakeside/Navajo County General Plan.

POLICY: The Town should work with the U.S. Forest Service to ensure that federal lands adjacent to the community should only be developed when adequate infrastructure and public services exist and when in the best financial interests of the community.

POLICY: Use the Pinetop-Lakeside Regional Plan as a guide for the preparation of the Town's and County's annual budget and capital improvements program.

PROGRAM: Require developments within 300 feet of existing water and sanitary sewer lines to hook into existing systems unless it is cost prohibitive.

PROGRAM: Require large scale developments (50 units or more) to provide a fiscal impact evaluation for their projects.

OBJECTIVE 3

Protect residential neighborhoods from impacts created by adjacent non-residential uses.

EVALUATION MEASURE: Annual record of development permits issued for non-residential development adjacent to residential neighborhoods.

POLICY: The Town and County Planning Departments should prescribe buffering provisions in their Zoning Ordinances which provide transitional zones between high density residential and existing low density neighborhoods.

POLICY: Non-residential uses adjacent to residential areas should be planned with setbacks, buffer landscaping and traffic patterns leading away from residential areas.

POLICY: Acceptable light industrial land uses, when located near residential areas, should be buffered from existing and proposed residential areas by setbacks, landscaping, and/or fencing to ensure compatibility.

PROGRAM: The Town and County will revise their respective development regulations in order to address incompatibilities.

OBJECTIVE 4

Utilize transitional zones between commercial and adjacent established neighborhoods to protect against incompatible uses.

EVALUATION MEASURE: Annual record of newly created transitional zones between adjacent established neighborhoods.

POLICY: Where appropriate, create necessary buffering to protect established neighborhoods from the encroachment of commercial uses.

POLICY: Prevent future inconsistent land uses via land development regulations and as a function of redevelopment.

PROGRAM: The Town and County will consider the administrative rezoning of key transitional zones consistent with the future land use plan, where appropriate.

OBJECTIVE 5

Promote and enhance opportunities for Town residents and visitors to participate in the arts through accessibility to cultural facilities and activities.

EVALUATION MEASURE: Increases or decreases in the following: the number of community cultural facilities available and the number of developments providing public space for cultural purposes.

POLICY: The Town and Navajo County should work with developers to ensure a role for art and culture in development plans and site plans when practical.

POLICY: The Town and County should maintain a current list of cultural facilities in the Regional Planning Area.

POLICY: The Town and County should support the development of regional and local community cultural facilities readily accessible to its residents.

POLICY: The Town and County should work with private and public organizations to encourage availability of adequate public space in development plans for cultural purposes, such as exhibits, festivals and artist studios.

PROGRAM: The Town and County will consider joint funding of activities and programs that serve the entire regional plan area population.

OBJECTIVE 6

To improve the image of Pinetop-Lakeside and create a strong sense of community in the Regional Planning Area.

EVALUATION MEASURE: The Town will conduct an annual survey of residents in the region regarding their sense of community.

POLICY: Encourage developments to incorporate design elements, which are consistent with, or an improvement to existing design.

POLICY: The Town and Navajo County should encourage the development of Planned Developments which provide for a harmonious diversity of land uses and residential densities which, through design guidelines, streetscape design, or landmarks, engender a sense of place.

POLICY: Encourage developments to incorporate ponderosa pine trees into their overall design.

PROGRAM: The Town and County should evaluate their subdivision and zoning ordinances to ensure that they enable developers to be creative in constructing subdivisions that promote a sense of place.

PROGRAM: Adopt a planning overlay area promoting design review guidelines for development along Highway 260 and evaluate potential for formal overlay zoning districts in other areas of the Town and County.

PROGRAM: Construct streetscape improvements, including street trees, along Highway 260.

PROGRAM: Develop a strategy to create a land use structure along SR 260 that encourages nodal development and a village retail and community center.

PROGRAM: Use the Main Street Program to help rehabilitate existing street-front facades.

PROGRAM: Create new commercial development design guidelines.

PROGRAM: Revise the Pinetop-Lakeside and Navajo County sign codes, particularly as they relate to signage along the Highway 260 corridor.

OBJECTIVE 7

Encourage annexations that provide positive fiscal impacts to the Town of Pinetop-Lakeside

EVALUATION MEASURE: Number of acres annexed.

POLICY: The Town will cooperate with the County to encourage development in the Regional Planning Area that meets the highest standards possible.

POLICY: The Town should annex adjacent land to accommodate future growth in a planned manner that maximizes infrastructure investment.

PROGRAM: Develop a fiscal impact methodology for annexation, which takes into consideration, projected revenues to be generated versus the cost of providing services to the area.

OBJECTIVE 8

To ensure the preservation and continued use of Woodland Lake Park as the primary recreational and open space amenity in the Regional Planning Area

EVALUATION MEASURE: Annual report of USFS Use Permit.

POLICY: Continue to work with state and federal representatives to ensure that Woodland Lake Park remains part of the region's recreational system.

PROGRAM: Continue to work with congressional and Senate representatives to meet this objective.

PROGRAM: Initiate master plan of Woodland Lake Park.

OBJECTIVE 9

Encourage residential development to occur through the subdivision process when possible or through a similar planned process if the number of lots created constitutes a minor land division.

EVALUATION MEASURE: Number of building permits issued for homes within areas deemed to be a wildcat subdivision versus the number of building permits issues for homes within approved subdivisions or minor land division development projects.

POLICY: Evaluate isolated developments to ensure that the subdivision process is not circumvented. Report inconsistencies to the Arizona Department of Real Estate.

PROGRAM: Adopt Minor Subdivision Standards within the Town and County in order to expedite the review of smaller subdivisions and reduce the cost of subdividing smaller subdivisions.

OBJECTIVE 10

To promote coordination and consistency between the town, county, and region on land use, transportation and economic issues.

EVALUATION MEASURE: Number of joint sessions between planning commissions as well as respective governing bodies.

POLICY: Coordinate with Navajo County to achieve land use compatibility in the Regional Planning Area.

PROGRAM: Engage Show Low and Navajo County in a regional planning process by formally recognizing the 2020 Vision Committee as a Joint Town and County Citizen Committee.

OBJECTIVE 11

Encourage high quality development throughout the Regional Planning Area.

EVALUATION MEASURE: Approval rate of development plans on the first submission pursuant to revised design/development standards.

POLICY: Encourage developers to engage in voluntary design review process with staff and design board.

PROGRAM: The Town and County will continue to coordinate in order to establish “Design Guidelines Manual” for the region as well as establish a Design Review Board for the Town and advisory committee for the County.

OBJECTIVE 12

Enhance and promote the establishment of stable, identifiable neighborhoods that contain a full complement of supportive commercial, institutional and public facilities.

EVALUATION MEASURE: Number of planned residential developments created or altered to include commercial, institutional or public facilities or with improvements to accommodate pedestrian or bike access.

POLICY: The Town should establish neighborhood design standards to encourage the development of new quality residential communities and the maintenance and/or the revitalization of existing neighborhoods.

POLICY: The Town should encourage the development of master planned communities with high quality integrated neighborhoods through a system of trailways and other public facilities.

POLICY: The Town should initiate a code enforcement program in the mature areas of the community to counteract deterioration and encourage reinvestment.

PROGRAM: Incorporate neighborhood principles into development standards and review process for Town and County and establish a regional strategy for targeted redevelopment.

OBJECTIVE 13

Promote the gradual reduction and elimination of non-conforming land uses throughout the Regional Planning Area by utilizing cooperative property maintenance techniques that respect the essential property rights of landowners.

EVALUATION MEASURE: Annual assessment of non-conforming land uses.

POLICY: Encourage the removal or reduction of the non-conformity during the development permitting process.

PROGRAM: Coordinate and fully fund Town and County code enforcement programs in order to prioritize non-conforming land uses by impact to the community.

OBJECTIVE 14

Update and expand the existing commercial, office and service facilities in the community necessary to meet the growth projections of the Regional Planning Area.

EVALUATION MEASURE: Amount of new or redeveloped commercial space.

POLICY: The Town should strengthen the economic base, including the necessary sales tax revenue, of the Regional Planning Area by the initiation of Redevelopment Areas to promote necessary site improvements to stimulate new development as well as rehabilitation of older properties.

POLICY: The Town and County should work jointly to plan the Regional Planning Area's infrastructure and streetscape improvements.

POLICY: The Town and County should establish commercial and industrial district design standards to encourage the development of new quality businesses.

POLICY: The Town should encourage compatible infill development consistent with the General Plan, the Main Street Program, and any other plans and programs in place for the community.

POLICY: The Town should develop incentives to encourage private investment in areas targeted for Redevelopment, including provisions for streetscape improvements, additional landscaping or buffering, and for providing pedestrian and bicycle amenities.

PROGRAM: The Town and County should adopt an Regional Economic Development Strategy that incorporates appropriately targeted Redevelopment projects.

4.1.5 LAND USE IMPLEMENTATION PROGRAM

OVERVIEW

In order to fully implement the land use element, amendments to the zoning map will be necessary in order to accommodate strategically located lands identified on the Future Land Use Plan and described below as Future Growth Areas. In addition, it is recognized that the Future Land Use Map must be continually monitored to address potential Future Growth Areas, which may also accommodate specific Redevelopment Projects. (Note: Future Growth Areas are more specifically defined within Section 4.9.)

FUTURE GROWTH AREAS

Growth Areas are targeted lands, which due to their immediate or potential access to major interchanges and proximity to existing infrastructure or planned infrastructure, have a high potential for higher intensity or density development.

MOUNTAIN GATEWAY AREA

The Mountain Gateway Area includes lands located immediately adjacent to Highway 260 that are located within both the Town and County. The Mountain Gateway Area is intended to encourage higher quality commercial and other nonresidential development through the establishment of joint design guidelines that cover the following areas:

- ❑ Signage
- ❑ Buffer areas and Landscaping
- ❑ Lighting
- ❑ Architectural Theme

As proposed within the Land Use Element the Mountain Gateway Area establishes policy direction for future development but does not mandate zoning standards, which will require adoption of the outlined Mountain Gateway zoning overlay district.

LAND-USE DESIGNATIONS

As stated within subsection 4.1-3 both the Town and County should continue to evaluate their current zoning regulations in order to determine if some districts should be altered or possibly eliminated. The alteration of any established zoning will inevitably impact development expectations and possibly impede current plans for some landowners. For this reason the Land Use Element does not specifically recommend the rezoning of any property until a comprehensive assessment of current uses is conducted, in order to prevent potential takings claims. Since the County schedule of zoning districts addresses a greater land area it is unlikely that it will eliminate districts which are designed for more rural regions, although it may consider phasing certain zoning designations from the Region Planning Area.

The zoning assessment should consider the following items:

- ❑ Reduction of large lot zoning districts due to the regional growth and need to promote sewer and other services.
- ❑ Incorporation of design standards into commercial areas.
- ❑ Reclassification or rezoning of Agricultural General (A-G) lands that have no minimum lot size to more suitable designation.

The following denotes new land-use designations previously described within Subsection 4.1-3:

- ❑ Community Commercial (CC)
- ❑ Neighborhood Commercial (NC)
- ❑ Planned Area Development (PAD)
- ❑ Public/Institutional (P/I)

The relationship of existing zoning districts to the land use categories is provided within table 4.1-7A and 4.1-7B:

OVERLAY ZONING DISTRICTS

Specific overlay zoning districts are utilized to incorporate additional standards and policies, not addressed within the underlining zoning designation.

VILLAGE CENTER OVERLAY

The purpose of this district is to encourage the development of mixed-use centers, which provide commercial and retail services in close proximity to residential land uses. This district is designed for the Town but other developing areas within the County may also be suitable. The intent is to encourage the development of an area, which is pedestrian-oriented and helps create a “sense of community.” Development in this area should be at a pedestrian scale and the primary internal circulation characteristics should favor pedestrians, while also sufficiently accommodating bicyclists and bicycle traffic. The development of a theme, with landscaped parking, ample setbacks from the roadway and joint use of ingress/egress is also encouraged.

MOUNTAIN GATEWAY OVERLAY DISTRICT

The Mountain Gateway Overlay District is intended to promote quality design guidelines along Highway 260 through established zoning standards. At this the time the district is proposed for adoption by the Town and future consideration by Navajo County.

Tables 4.1-7A, *Town of Pinetop-Lakeside Future Land Use and Zoning Matrix*, and 4.1-7B, *Navajo County Future Land Use and Zoning Matrix*, illustrates the relationship of future land use to zoning within the Town and County.

**TABLE 4.1-7A
TOWN OF PINETOP-LAKESIDE FUTURE LAND USE AND ZONING MATRIX**

<i>Future Land Use Designation</i>	<i>R-Low</i>	<i>RI-2</i>	<i>RI-4</i>	<i>RI-6</i>	<i>R-2</i>	<i>R-3</i>	<i>MH-4</i>	<i>MH-6</i>	<i>MHP</i>	<i>VRP</i>	<i>CC</i>	<i>C-1</i>	<i>CN</i>	<i>C-2</i>	<i>PUD</i>	<i>PAD</i>	<i>Public Inst</i>
Low Density Residential	X	X													X	X	X
Medium Density Residential			X				X								X	X	
High Density Residential				X	X	X	X	X	X				X		X	X	
Community Commercial											X	X	C				
Neighborhood Commercial				X	X	X	C				X		X	X	X	X	
Heavy Commercial														X			
U.S. Forest Service																	X
Public/Institutional	C	C	C	C	C	C						X				X	X
Open Space/Recreational																X	X
Planned Development	X	X	X	X	X		X		X	X			X		X	X	X

Note: "C" denotes use Conditional Use Permit (CUP) approval

 New Land Use or Zoning district

**TABLE 4.1-7B
NAVAJO COUNTY FUTURE LAND USE AND ZONING MATRIX**

<i>Future Land Use Designation</i>	<i>Rural-20</i>	<i>Rural-10</i>	<i>Rural-5</i>	<i>Rural-1</i>	<i>RI-43</i>	<i>RI-10</i>	<i>R-2</i>	<i>R-3</i>	<i>A-G</i>	<i>C-1</i>	<i>SD</i>	<i>C-1</i>	<i>IND-1</i>	<i>IND-2</i>	<i>SU-PUD</i>
Low Density Residential	X	X	X	X	X				X		X				X
Medium Density Residential						X	X		X						X
High Density Residential							X	X	X						X
Community Commercial											X	X	C		X
Neighborhood Commercial							C	C			X		X	X	X
Heavy Commercial													X	X	
U.S. Forest Service									X						
Public/Institutional									X						X
Open Space/Recreational									X						
Planned Development	X	X	X	X	X	X	X	C	X	X	X	X			X

Note: "C" denotes use Conditional Use Permit (CUP) approval

 New Land Use or Zoning district

SECTION 4.2

CIRCULATION ELEMENT

The Circulation Element of the *Pinetop-Lakeside/Navajo County Regional Plan* is presented in the following sections:

- 4.2.1 Introduction
- 4.2.2 Existing Setting
- 4.2.3 Functional Classification System
- 4.2.4 Circulation Issues
- 4.2.5 Circulation Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.2.6 Circulation Implementation Program

The introduction to this section will examine the purpose of the Circulation Element and its relationship to other elements of the *Pinetop-Lakeside/Navajo County Regional Plan*. The existing setting will detail current conditions and issues impacting the development of the Circulation Element. Because the *White Mountain Regional Transportation Plan* was recently prepared and adopted for a region encompassing all of the Study Area, it is the most important component of the existing setting and will form the foundation not only for the Existing Setting section, but for the remainder of the Circulation Element. After a discussion of the existing setting, circulation goals, objectives, policies and programs will be outlined, together with evaluation measures. The final portion of this section will contain the implementation plan for the Circulation Element.

4.2.1 INTRODUCTION

The Circulation Element is one of two functional elements required of all City/Town and County general plans in Arizona (the other being the Land Use Element). As such, it will be a key component of any general plan. Additionally, the relationships between circulation and other elements of the plan are vitally important. To a great degree, land use patterns are affected, if not dictated, by the transportation network. Economic development often hinges upon the ability of the circulation system to swiftly and safely deliver goods and employees to destinations within and outside of the Study Area. Because of these interrelationships, it is important that each of these elements is seamlessly integrated with one another.

Arizona Revised Statutes require that the Circulation Element of a General Plan for a municipality with more than 2,500 but less than 50,000 inhabitants consist of:

- The general location and extent of existing and proposed freeways, arterial and collector streets, bicycle routes and any other modes of transportation as may be appropriate, all correlated with the land use element of the plan.

There are no mandated requirements for what a circulation element must contain for a county general or comprehensive plan, nor is there a requirement that the county plan contain a circulation element where the county population is less than 25,000. Therefore, the Pinetop-Lakeside/Navajo County Regional Plan has opted to include a circulation element that meets all state requirements.

4.2.2 EXISTING SETTING

In terms of the physical highway infrastructure related to the Circulation Element, a total of 38.6 miles of roads are maintained by the Town and 174 miles of roads are maintained by the County within the Study Area. There are also a number of private roadways which are not serviced by any government agency and which are maintained by private parties.

Public transportation is provided through a modified-fixed-route bus service in the Pinetop-Lakeside/Show Low area. Two buses serve the area on two routes from Monday through Saturday, twelve hours a day. The latest ridership numbers show an average of 700-750 passengers a week for just the Pinetop-Lakeside area, with about 1,500 a week for the entire service area. About 60% of the riders use the service for the journey to work. The service has been operational since 1997 and has been primarily funded with a grant from the Arizona Department of Transportation (ADOT), and supplemented with funding from the Town of Pinetop-Lakeside and the City of Show Low.

Air service is located just outside the Study Area in the City of Show Low. The airport has two paved runways, one 4,000 foot unlighted and one 6,500 foot lighted, which are UNICOM radio equipped. Recent improvements have been made to the airport (a new hanger opened in 1999) and the City of Show Low has purchased a plane to provide commuter service. The commuter service provides approximately 30 flights to and from Phoenix each week. In fiscal year 1997-1998, approximately 8,500 general aviation and 2,400 commercial aviation movements occurred at the airport. The Town of Pinetop-Lakeside provides some financial assistance to the operations of the facility.

STREET NETWORK**SR 260 (WHITE MOUNTAIN BOULEVARD)**

SR 260 is a major southeast-northwest route in the Study Area. Starting outside the Study Area in Payson, the route crosses the Mogollon Rim and goes through Heber-Overgaard to Show Low. From there, it is the major thoroughfare connecting Show Low with Pinetop-Lakeside and Hon Dah. The highest traffic volumes in the Study Area are found on this route. SR 260 serves as a major access route for visitors to the White Mountains, to various recreational areas, and to the Sunrise Ski Resort. The east end of the roadway is in Eagar/Springerville, where the road junctions with US 180/US 191.

US 60

US 60, a major east-west highway, forms the northern boundary of the Study Area and connects it with Globe and the Phoenix metropolitan area. To the east, the route goes through Eagar/Springerville to the New Mexico state line. The roadway is primarily a two-lane highway in the unincorporated areas and transitions to a four or five lane roadway in incorporated areas. Many of the visitors to the White Mountain area, as well as northbound interregional traffic, use this route.

Other important roadways in the Study Area include the following, half of which are within the incorporated boundaries of Pinetop-Lakeside, and half of which are also in the unincorporated portion of Navajo County in the Study Area.

- ❑ Porter Mountain Road - Town/County
- ❑ Rainbow Lake Road - County
- ❑ Homestead Road - County
- ❑ Woodland Lake Road and Woodland Road – Town/County
- ❑ Penrod Lane - Town
- ❑ Pine Lake Road – Town/County
- ❑ Rim Road – Town/County
- ❑ Branding Iron Loop - County
- ❑ Buck Springs Road – Town/County
- ❑ Sky-Hi Road - County

LEVEL OF SERVICE

Level of Service (LOS) is a measurement of how well a roadway operates, with a LOS A being free-flow conditions, and LOS F being forced flow or breakdown. LOS C, stable flow, should be the sustainable goal in a growing area such as the Study Area.

The Level of Service on roadway segments can be estimated from the Volume to Capacity ratio (V/C), which is the average daily traffic volume divided by the daily capacity of the roadway. The relationship between LOS and the V/C ratio is provided in Table 4.2-1, *LOS and V/C Relationship*.

**TABLE 4.2-1
LEVEL OF SERVICE AND VOLUME TO CAPACITY RELATIONSHIP**

Level of Service	V/C Ratio
A	0.0 – 0.29
B	0.30 – 0.54
C	0.55 – 0.75
D	0.76 – 0.90
E	0.91 – 1.00
F	1.00+

All of the streets in the Study Area currently operate at a LOS B or better, with the exception of SR 260 between Pinetop-Lakeside and Show Low. On this stretch of highway, LOS C is reached, with V/C ratios ranging between 0.58 and 0.73.

Regarding accommodating future traffic projections, the *White Mountains Regional Transportation Plan* identified two problem areas for the Town of Pinetop-Lakeside: SR 260 and Woodland Road.

Volumes on SR 260 are projected to increase to 26,000 vehicles per day (vpd) through Pinetop-Lakeside. This volume would put the roadway in an LOS E category, and very close to an LOS F rating. To improve capacity, it will be important to maximize operations through controlling the timing and location of traffic signals, carefully managing access to the highway, and providing alternative routes.

Forecast volumes on Woodland Road should exceed 10,000 vpd by the Year 2020, which would place the roadway in an LOS D category, close to moving into LOS E. The 1998 traffic count of Woodland Road between SR 260 and Homestead Road is 5,600 vpd. The volume drops to 2,800 vpd south of Homestead Road. Since capacity in urban areas is determined primarily by intersections, in this case the SR 260/Woodland Road intersection volumes should be monitored and at some point, exclusive northbound left and right turn lanes will be needed at this intersection.

US 60/SR 260 ALTERNATIVE ANALYSIS

Four roadway corridors were identified in the White Mountain Regional Transportation Plan that deal specifically with the US 60 and SR 260 congestion in the Pinetop-Lakeside/Show Low Area. The corridors and their characteristics are:

- ❑ Penrod Road (four-lane, 45 mph urban highway)
- ❑ Rim Road (two-lane, 45 mph urban highway)
- ❑ Peterson Road (four-lane, 45 mph urban highway)
- ❑ Forestdale Connection (two-lane, 45 mph rural highway)

The first three corridors would provide additional capacity in the SR 260 corridor. The fourth, Forestdale, would provide an alternative route for rural traffic.

PENROD ALTERNATIVE

Penrod Road is an extension of SR 77 from its intersection with US 60 to Porter Mountain Road. Penrod Road will carry about 18,000 vpd, a volume that will require four lanes. Traffic volume on SR 260 will drop from 42,500 to 27,200 vpd near Show Low and from 36,500 to 21,700 near Show Low Lake Road. Level of service will then be improved to the LOS C/D range, rather than LOS F without Penrod Road.

RIM ROAD ALTERNATIVE

The Rim Road alternative follows the existing Rim Road from SR 260 to Penrod Lane and connects with Woodland Road to the west. Rim Road carries between 5,500 pvd and 6,000 vpd, which would otherwise travel on SR 260. Traffic would increase on Woodland Road up to 14,300 vpd. The Rim Road alternative, together with the Penrod Road alternative, are effective in reducing traffic on the SR 260 corridor and are recommended for incorporation into the plan. However, with the improvement of Rim Road, traffic on Woodland Road will increase. With this volume, Woodland Road will need to be widened to four lanes.

PENROD/PETERSON ALTERNATIVE

Peterson Road is a proposed extension of Penrod Road from Porter Mountain Road to Springer Mountain Road. As would be expected, the improvements in level of service on SR 260 provided by Penrod Road continue with the addition of Peterson Road. The major improvement is in Pinetop-Lakeside with the volume on SR 260 dropping from 26,800 to 16,800 vpd near Blue Ridge High School, an improvement from LOS D to LOS B.

FORESTDALE ALTERNATIVE

The Forestdale alternative provides a 14 mile connection from US 60 to SR 260 at its intersection with SR 73 in Hon-Dah. This alternative provides a complete bypass of Show Low and Pinetop-Lakeside for traffic to the area from the south. Year 2020 traffic forecast on the Forestdale connection is 2,800 vpd. This would divert about 700 vpd from SR 260. In 1998, US 60 carried about 3,000 vpd to the Show Low area from the south. Forecast volumes increase to approximately 6,000 vpd by the Year 2020, indicating that even if all of the traffic on US 60 used SR 260, it is only about 14 percent of the traffic (6,000 of 41,500 vpd). Thus, a bypass as far south of Forestdale would not provide as much relief to SR 260 as would Penrod Road.

4.2.3 FUNCTIONAL CLASSIFICATION SYSTEM

The Street System of the Circulation Element includes a hierarchy of streets functionally classified as principal arterial, minor arterial, major collector, and minor collector streets, as illustrated in Exhibit 4.2-1, *Circulation Map*. The functional classification system matches the categories that are used in the regional transportation plan prepared by the Northern Arizona Council of Governments (NACOG). The right-of-way and pavement width characteristics of each classification for the Study Area are presented in Table 4.2-2. A definition of each classification is provided.

**TABLE 4.2-2
RECOMMENDED RIGHT-OF-WAY WIDTHS
BY FUNCTIONAL CLASSIFICATION**

Functional Classification	Right-of-Way Width (Rural Designation)	Right-of-Way Width (Urban Designation)	Pavement Width (Rural)	Pavement Width (Urban)
Principal Arterial	100 Feet	100 Feet	24/34-56 Feet	24/34-56 Feet
Minor Arterial	84 to 100 Feet	84 Feet	24/34-56 Feet	24/34-56 Feet
Major & Minor Collector Streets	60 to 84 Feet	60 to 84 Feet	24/34-60 Feet	24/34-44 Feet
Neighborhood Collector Streets	60 Feet	50 to 60 Feet	24 Feet	32 Feet
Minimum Access (Residential)	50 Feet	50 Feet	24 Feet	24 Feet

Figure 4.2-1
Circulation Map

The preservation of right-of-way for implementing the Circulation Element is a critical component of providing for the transportation needs of residents and visitors in the future. The Circulation Element includes a designation of functional classification, which is associated with the necessary right-of-way to construct the roadway. Right-of-way requirements should be considered when reviewing all development proposals. To avoid infringement upon the right-of-way, all structures should be set back a minimum of twenty feet from the right-of-way line and/or easement line.

PRINCIPAL ARTERIAL STREETS

The primary function of a principal arterial street is to move traffic. Major intersections should be signalized when warranted and all other cross-streets should be stop sign controlled. Access to individual residences should not be allowed and access to commercial properties should be concentrated to driveways that serve multiple businesses. In urban areas, principal arterial streets should have a five-lane cross-section, which includes four through lanes and a left-turn lane at intersections. An access management plan to help maintain a high level of service should be prepared for principal arterials.

MINOR ARTERIAL STREETS

The primary function of a minor arterial street is also to move traffic. The primary difference between a principal arterial and a minor arterial is the forecast traffic volume. A three-lane cross-section with two through lanes plus a two-way left-turn lane is sufficient in most cases to handle the forecast volume.

MAJOR COLLECTOR STREETS

Major collectors provide a dual function of carrying traffic to the arterial street system and providing access to residences and commercial establishments.

MINOR COLLECTOR STREETS

Minor collectors also provide a dual function of carrying traffic and providing access. The difference between major and minor collectors is primarily the length of the segment and its importance in the transportation system.

4.2.4 CIRCULATION ISSUES

In public meetings conducted during the planning process for the White Mountain Regional Transportation Plan and the *Pinetop-Lakeside/Navajo County Regional Plan*, a number of issues and concerns were raised by the community. These are listed below.

There is an absence of collector road systems which could relieve traffic on State Highway 260. Nearly all traffic movement through or within the study area must utilize State Highway 260. This situation forces an unnecessary amount of traffic onto SR260, provides no alternative access in case of a disaster such as a fire or major accident, and

makes travel on the roadway more congested, and adds to safety concerns about vehicular and pedestrian/bicycle travel on or adjacent to the roadway. People should be able to travel to most parts of the Town without having to get onto SR260. This will require tying together the diverse subdivisions on both sides of the road.

The issue of private roads continues to be an issue for the Town and County governments. The ability of these roads to provide year-round access for emergency vehicles and winter residents is questionable. The ability of landowners to divide and sell properties without government review helps to create many substandard roads. Linked to the issue of private roads is development standards and improvements that need to be made on dirt roads to reduce ambient air pollution.

A Regional Transportation Study was conducted by the firm of BRW in 1987. This study, jointly funded by the Town of Pinetop-Lakeside and the City of Show Low, identified the need for alternate routes, as well as possible locations, throughout Pinetop-Lakeside and the surrounding areas. However, because there were no programs available for funding these routes, they have not been built.

The 1987 study was followed up this year by the *White Mountains Regional Transportation Plan*. The Study Area for this plan included portions of Navajo, Gila and Apache Counties and included a number cities and towns, including the Town of Pinetop-Lakeside. The findings and recommendations of that plan have been incorporated into the Circulation Element of this plan.

ASSESSMENT/ISSUES

- ❑ Because there are no alternative routes, State Highway 260 is designed to allow ingress and egress from all side streets and adjacent properties. This creates hazardous conditions, which need immediate attention.
- ❑ The center lane on State Highway 260, which allows unlimited left-hand turns from strip development and side road, adds to the hazardous conditions. Compounding this situation is the design speed of the highway that encourages speed limits well in excess of the posted 35 miles per hour. As vehicular traffic volumes increase and more pedestrians and cyclists utilize the limited sidewalks, there will be more opportunities for conflicts, specifically, at major intersections.

- ❑ Currently State Highway 260 is the only through road from Show Low to the Hon-Dah Casino. With the inevitable growth of the Tribal Casino-Conference business and the continued residential growth in the region, State Highway 260 will be required to handle much higher volumes of traffic. A bypass connecting US 60 south of Show Low and SR 260 through Pinetop-Lakeside is needed.
- ❑ The current program for funding is not adequate to cover existing or future needs. A program for funding roads needs to be addressed immediately.
- ❑ The Penrod Road bypass, from US 60 to SR 260, is also needed to improve connections between Pinetop-Lakeside and Show Low and to provide better access to the Airport. The two lane paved road was completed in October 2000 and is open for public use.
- ❑ Sidewalks, crosswalks, bike lanes, bike paths and pedestrian bridges are all needed to provide better transportation facilities to complement the vehicular transportation network. This will also have an impact on safety. The *White Mountains Regional Transportation Plan* reported that “in the predominantly urban part of SR 260, specifically in the Pinetop-Lakeside area, accidents with pedestrians and bicyclists are unusually frequent. In the five mile stretch from milepost 349 to milepost 354, there were 15 pedestrian/pedalcyclist accidents.”
- ❑ Continuation of the existing bus service is needed and improvements, with reduced rates for youth, elderly, and handicapped riders, are also required.
- ❑ State Highway 260 plays a key role in defining the “feel” of the Study Area and needs to be designed to help preserve the rural character of the area and to help create an “identity” for the community.
- ❑ Additional traffic signals are needed on State Highway 260.
- ❑ Additional access is needed for Pinetop Lakes and Pinetop Country Club.

4.2.5 CIRCULATION GOALS, OBJECTIVES, EVALUATION MEASURES, POLICIES AND PROGRAMS

The plan for the Circulation Element has been crafted to relate to the existing setting and the issues identified during the community involvement process. This section of the Circulation Element identifies a primary goal, with complementary objectives, policies and programs that reinforce the goal and address most, if not all, of the issues raised during the planning process. Accompanying each objective is an evaluation measure, which can be used to determine whether the objective is actually being fulfilled over a period of time.

CIRCULATION ELEMENT GOAL

To provide a safe, efficient, cost effective and uncongested transportation system in the community, as well as to and from the surrounding regional areas, in a manner that accommodates current demands as well as anticipated growth.

OBJECTIVE 1

Reduce traffic congestion and unnecessary trips on SR 260 and improve local circulation throughout the plan study area.

EVALUATION MEASURE: Volume-to-Capacity Ratios.

EVALUATION MEASURE: Daily traffic counts on State Route 260 compared with daily counts on lower level classification roadways.

POLICY: Encourage new developments to provide pedestrian and bicycle facilities to activity centers throughout the community.

PROGRAM: Pave Rim Road.

PROGRAM: Preserve Right-of-Way for the future expansion of Rim Road.

PROGRAM: Increase Woodland Road to four lanes.

PROGRAM: Intersection Improvements at SR 260 and Woodland Road.

PROGRAM: Increase Porter Mountain Road to Four Lanes.

PROGRAM: Intersection Improvements at SR 260 and Porter Mountain Road.

PROGRAM: Develop a Country Club emergency access route.

PROGRAM: Pave Sky Hi Road.

Program: Identify and secure funding for circulation improvements.

PROGRAM: Continue implementation of the trails plan.

PROGRAM: Prepare a bicycle plan that includes roadway bicycle facilities.

PROGRAM: Construct the Forestdale Connection from US 60 to the intersection of SR 260 and SR 73.

OBJECTIVE 2

Improve the aesthetic appearance of State Route 260.

EVALUATION MEASURE: Percentage of ROW areas landscaped, either private, Town, or ADOT; nonconforming signs removed or brought into compliance.

POLICY: Encourage lighting design that is compatible with a rural, small town character while maintaining adequate levels of public safety.

PROGRAM: Encourage ADOT to utilize all available right-of-way along SR 260 for landscaping.

PROGRAM: Encourage landscaped medians and access control along SR 260.

PROGRAM: Improve the sign ordinance of Town and County, as appropriate.

PROGRAM: Obtain increased landscaping from businesses requesting abandonment of Town ROW.

OBJECTIVE 3

Improve the safety of travel along SR 260.

EVALUATION MEASURE: Reduction in the number of vehicular and non-vehicular accidents along SR 260.

PROGRAM: Build crosswalks on SR 260.

PROGRAM: Enhance traffic control measures along SR 260 and all local roads to reduce speeding.

PROGRAM: Install additional street lights and traffic signals on SR 260 where necessary. Two are planned for 2000 by ADOT and the Town.

PROGRAM: Develop landscaped medians and access control along SR 260.

PROGRAM: Develop a pedestrian overpass or upgraded school crossing over SR 260 to access the Blue Ridge School campus.

OBJECTIVE 4

Reduce vehicular dependence through the use of pedestrian and bicycle networks and other modes of non-vehicular transportation.

EVALUATION MEASURE: Percentage increase in the amount of new sidewalks, multi-modal paths, and trails to link recreation areas, public facilities, and shopping with residential neighborhoods.

POLICY: Promote alternative forms of transportation throughout the community.

POLICY: Locate higher density housing close to schools, retail and other activity centers, consistent with the available capacity of the roadway network.

POLICY: Encourage developments locating along SR 260 to prepare pedestrian friendly site plans with linkages to each other and public places/facilities.

POLICY: Encourage joint planning to promote pedestrian connectivity between businesses on the same side of Highway 260

PROGRAM: Develop a bicycle trail/path network and connect to schools and activity centers.

PROGRAM: Continue to implement the trails plan.

PROGRAM: Continue and increase funding for the Transit Program.

PROGRAM: Maintain speed limit enforcement along SR260 and other local roads.

PROGRAM: Establish/enhance existing pedestrian crossings on SR 260

PROGRAM: Adopt a Planned Area Development (PAD) District to encourage mixed-use projects with internal pedestrian and bike facilities.

OTHER PROGRAMS

- ❑ Develop a disaster evacuation plan.
- ❑ Develop a secondary access road to accommodate festival traffic.
- ❑ Preserve wildlife migration corridors and habitat with future road design.

4.2.6 CIRCULATION IMPLEMENTATION PROGRAM

Table 4.2-3, *Circulation Implementation Program*, identifies improvements from the White Mountain Regional Transportation Study, including the following:

**TABLE 4.2-3
CIRCULATION IMPLEMENTATION PROGRAM**

Project	Jurisdiction	Need	Length	Priority	Cost
Woodland Road/SR 260 Intersection Improvements	ADOT	Capacity	N/A	Mid-Range	N/A
Porter Mountain/SR 260 Intersection Improvements	ADOT	Capacity	N/A	Mid-Range	N/A
Widen Penrod Road to Four Lanes	Navajo County	Capacity Relief for SR 260	6.0 Miles	Mid-Range	\$4,200,000
Construct Country Club Emergency Access	Navajo County	Capacity/Safety	1.2 Miles	Short-Range	\$228,000
Pave Sky Hi Road	Navajo County	Improve Access	3.6 Miles	Mid-Range	\$612,000
Paving Projects	Navajo County	Air Quality		Mid- to Long-Range	N/A
Improve Woodland Road (Maintain two lanes)	Pinetop-Lakeside Navajo County	Capacity Relief for SR 260	2.5 Miles	Mid-Range	\$1,750,000
Improve Porter Mountain Road to Two Lanes	Pinetop-Lakeside/ Navajo County	Capacity Relief for SR 260	1.6 Miles	Mid-Range	\$1,120,000
Pave Rim Road	Pinetop-Lakeside	Capacity Relief for SR 260	4.5 Miles	Mid-Range	\$765,000
Pave Rim Road	Navajo County	Capacity Relief for SR 260	5.0 Miles	Mid-Range	\$1,850,000
Preserve Right-of-Way for Four Lanes on Rim Road	Pinetop-Lakeside	Capacity Relief for SR 260	4.5 Miles	Long-Range	\$1,500,000
Construct Forestdale Connection	White Mountain Tribe	Network/Access	13.0 Miles	Long-Range	N/A

- ❑ The segment of SR 260 between Pinetop-Lakeside and Hon Dah will carry volumes of 25,000 vehicles per day (vpd) in 2020, a volume requiring four lanes. ADOT is currently preparing plans to increase the roadway to four lanes.
- ❑ The segment of SR 260 between Woodland Road and Porter Mountain Road will carry over 30,000 vpd in 2020, resulting in a LOS E. Traffic operational improvements with turn lanes at the two major intersections and appropriate signal timing should provide for efficient movement of traffic. As the Penrod Road/Porter Mountain Road and Woodland Road/Rim Road roadways are improved, this segment of SR 260 should be evaluated for appropriate improvements.
- ❑ The County is currently constructing Penrod Road, an extension of SR 77 to Porter Mountain Road, as a two-lane dirt road. Forecast volumes on Penrod Road reach 17,000 vpd in 2020, a volume that will require a four-lane paved road. A 100-foot right-of-way has been preserved. Paving of two lanes should be completed by October 2000. Penrod Road is classified as a Minor Arterial.
- ❑ A study to provide additional access to the Pinetop Country Club resulted in the recommendation that a new roadway be constructed from Oak Valley Road in Pinetop Country Club south in the abandoned railroad right-of-way to Route 72E on the White Mountain Apache Indian Reservation and then to SR 260 at Rim Road. This roadway should be completed in the short-term and it is classified as a minor collector. The railroad property has been split-up in Pinetop Country Club and may not be conducive to a road build-up.
- ❑ The Navajo County Transportation Plan also includes paving its portion of Rim Road between US 60 in Show Low and SR 260 in Pinetop-Lakeside. Although it will not carry a significant traffic volume, when Rim Road is paved, it will provide an alternative route through the urban area. This is not a high priority in the Regional Plan due to the huge expense of purchasing a right-of-way and then construction.
- ❑ The Forestdale connection will benefit the community if it is constructed to highways standards with a 60 mph design speed.

NAVAJO COUNTY PROJECTS

- ❑ Widen Penrod Road to four lanes
- ❑ Construct the Oak Valley Road to Rim Road Connection
- ❑ Pave Rim Road
- ❑ Pave other County roads when ADT reaches 250 vpd
- ❑ Grade and pave Country Club access

- Pave Sky Hi Road

PINETOP-LAKESIDE PROJECTS

- Widen Woodland Road to four lanes
- Widen Porter Mountain Road to four lanes
- Pave Rim Road
- Preserve right-of-way for four lanes on Rim Road

In addition to SR 260, the principal arterial through the community, Penrod Road, Porter Mountain Road, Woodland Road, and Rim Road provide an important transportation corridor through the Town and are classified as minor arterials.

Traffic forecasts indicate that volumes on Penrod Road, Porter Mountain Road, and Woodland road between SR 260 and Woodland Lake Road will justify four lanes by the Year 2020. Although not needed for the next twenty years, right-of-way sufficient for four lanes on the rest of Woodland Road and Rim Road should be preserved.

SECTION 4.3

ECONOMIC DEVELOPMENT ELEMENT

The Economic Development Element of the *Pinetop-Lakeside/Navajo County Regional Plan* is presented in the following sections:

- 4.3.1 Introduction
- 4.3.2 Existing Setting
- 4.3.3 Guiding Principles for Determining Desirable Business and Industry
- 4.3.4 Economic Development Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.3.5 Economic Development Implementation Program

The introduction will examine the purpose of the Economic Development Element and its relationship to other elements of the Regional Plan. The existing setting will explore the economic development environment and the factors that impact economic development in the Study Area. It will also identify key issues raised during the citizen involvement process. Prior to an overview of the Economic Development Implementation Program, the Economic Development goals, objectives, evaluation measures, policies and programs will be highlighted.

4.3.1 INTRODUCTION

The Economic Development Element is not a required element of general plans in Arizona. Nonetheless, its relationship to other elements of the General Plan, and its importance to the community outside the framework of the General Plan, is significant. For instance, the amount and location of commercial and industrial land in the Land Use Element has specific impacts on economic development in the Study Area. The linkages between the Circulation, Housing, and Public Facility Elements and economic development are easily apparent, as are the potential conflicts between economic development and the Environmental Planning Element.

Outside the context of the General Plan, the economy and a community's economic development policies are critical factors influencing the quality of life for both government and local citizens. The location and type of employment opportunities, personal income levels, and the growth or stagnation of sales tax revenues have important implications for the long-term development of the Study Area. The economy and economic development policies are an important source of jobs, personal income, and tax revenues and perform vital roles in the health of any local economy.

A successful business economy can expand to meet the growing employment needs of a region's population and, through tax contributions, enable local government to provide a wider range of public services.

By containing a series of goals, objectives and policies, the Economic Development Element is intended to provide guidance on issues relating to economic development. As such, it can be used by citizens, developers, the business community, the respective planning commissions of the Town and County, as well as the Town Council and the Board of Supervisors as they make recommendations and decisions for economic development within and outside the Study Area.

The policies and programs of Town and County government can have important impacts on business decisions and operations. Transportation facilities, land use regulations, building codes, and environmental regulations are a few areas which impact the business community. Because a healthy business economy is essential to the quality of life in the Study Area, the General Plan will attempt to establish a framework where business can continue to profitably operate and expand, while minimizing any adverse impacts on the community and the natural environment. Additionally, reinforcement of the planning process through the adoption of an Economic Development Element can be an effective method of managing growth in order to achieve a broad range of goals and objectives.

For all of the reasons listed above, the Town of Pinetop-Lakeside and Navajo County have concluded that an Economic Development Element should be a component of the *Pinetop-Lakeside/Navajo County Regional Plan*.

4.3.2 EXISTING SETTING

The Study Area is situated in the beautiful White Mountains region in Arizona. The White Mountains provide abundant opportunities for outdoor activities, such as hiking, camping, boating, and fishing. The area is also host to one of the most popular ski resorts in the state at Sunrise Resort. As a result, much of the region's economic vitality is dependent upon tourism which, in turn, is directly related to the health and beauty of the natural environment. Because of the high natural quality of life in the area, as well as the striking diversity from the hot desert environments of Phoenix and Tucson, the region also has a vibrant second home market. The intensity of the second home activity was documented in the 1990 Census, which showed a vacancy rate of almost 60% in the Town of Pinetop-Lakeside.

To a large degree, employment in the area is dependent upon tourism and natural resources. A large number of jobs are related to the hospitality industry (hotels, motels, restaurants, etc.) and the lumber and timber sector. For instance, the Fort

Apache Timber Company in Whiteriver is one of the largest employers in the region, with a workforce of approximately 300. Other examples of employment based on natural resources in the region include the U.S. Forest Service, the Snowflake Lumber and Timber Company, and the Sunrise Park Resort. Major employers in the Study Area or directly outside of it, include the following:

- ❑ Hon-Dah Casino (250 employees)
- ❑ Safeway (50 employees)
- ❑ Town of Pinetop-Lakeside (48 employees)
- ❑ Navajo County (15 employees)
- ❑ Blue Ridge School District (195 employees)
- ❑ Navapache Electric Cooperative (100 employees)
- ❑ Navapache Regional Medical Center (520 employees)
- ❑ Wal-Mart (250 employees)

The *Show Low/Pinetop-Lakeside Retail Analysis* (1998) documented the importance of economic development in general, and the tourism sector more specifically, to the Study Area by noting that the taxable per capita sales in the Town was almost double the state average for other incorporated communities (\$21,961 in Pinetop-Lakeside versus \$11,550 for the State). Based on the results of a questionnaire which was returned by over 300 respondents living in the Study Area, it is clear that local citizens also understand the importance of economic development to the community. In response to the statement, “The Town should provide greater support for attracting more jobs” 53% of the respondents either “Agreed” or “Strongly Agreed” while only 37% either “Disagreed” or “Strongly Disagreed.” Ten percent of the respondents either did not know or have an opinion on the matter. Thus, a clear majority of the respondents not only agreed that economic development was important, but also agreed that the local government should be more involved in ensuring that the Study Area and region attracts employment opportunities.

The Retail Analysis also noted that there are “four key reasons which have allowed the region to experience strong sales performance.” These include: (1) the strong historic population growth in the region; (2) the fact that several communities, including Pinetop-Lakeside and the Study Area, function as a regional “hub” for the White Mountains area; (3) the vibrancy of the second home market; and (4) tourism and visitor spending.

Table 4.3-1, *Population/Employment Ratios- White Mountain Region, 1998*, illustrates that the Town of Pinetop-Lakeside is one of the top employers in the region and acts as a “hub.” Whereas the Navajo County average is to have one employee for every 3.2 residents, the Town of Pinetop-Lakeside has one employee for every 2.8 inhabitants. This is one of the highest ratios in the region.

**TABLE 4.3-1
POPULATION/EMPLOYMENT RATIOS – WHITE MOUNTAIN REGION
1998**

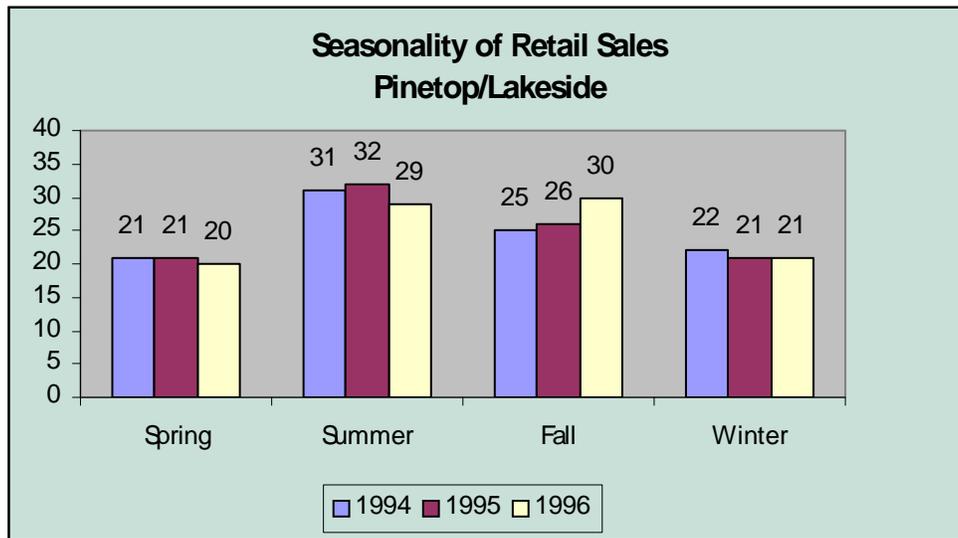
Location	1998 Population	1998 Employment	Population per Employee
St. Johns	3,398	1,465	2.3
Springerville	1,977	803	2.5
Taylor	2,829	1,029	2.7
Pinetop-Lakeside	3,529	1,251	2.8
Eagar	4,788	1,670	2.9
Navajo County	94,129	26,934	3.2
Snowflake	4,375	1,319	3.3
Show Low	7,542	2,233	3.4
Whiteriver	4,362	997	4.3

Source: Arizona Department of Economic Security (DES); White Mountain Regional Transportation Plan, 1999

By attracting second home owners, as well as visitors, sales tax revenues are robust in comparison with other communities. This has resulted in a lower tax burden for local residents (the Town of Pinetop-Lakeside does not have a property tax) and a better capability to provide municipal services. The Retail Analysis also noted that the community contained 673 hotel/motel/cabin units and accommodated over 297,000 overnight visitors in 1995.

The seasonal nature of tourism and second home occupancy and their importance to the economy of the Study Area are depicted by the percentage of retail sales by quarter (Spring, Summer, Fall and Winter). Both Summer and Fall accounted for more than 25% of total sales in each of the three years analyzed, while Spring and Winter accounted for less than 25% of total sales in each of the three years, as illustrated in Exhibit 4.3.1, *Seasonality of Retail Sales – Pinetop/Lakeside*. With the development and marketing of the Sunrise Park Ski Resort and renovations and improvements, such as a new high-speed quad chair lift, the opportunity arises to capture a larger share of the retail sales market during the winter months. Of course, this will depend to a great degree on the vagaries of the weather and moderate to heavy annual snowfalls. With the opening and development of the White Mountain Apache Tribe’s Hon-Dah Casino, which contains a 128-room hotel and conference center, the importance of tourism to the local economy was further intensified.

EXHIBIT 4.3-1



Source: Arizona Department of Revenue

Although tourism offers significant opportunities for economic development, it also has some pitfalls. For instance, ski tourism is directly related to the amount of snowfall and its accumulation. The greater the snowfall and the greater the accumulation, the greater the likelihood of a successful winter tourist season. Similarly, draught conditions during the summer can result in a greater danger of fire, which can lead to limitations on camping activity and decrease the number of visitors during the peak season. Summer visitations can decrease even more dramatically if a significant forest fire were to occur. Because of the importance of uncontrollable climatic conditions on the local economy, and on the revenues generated by sales taxes and their impact on the fiscal stability of local government, the diversification of the economy takes on a significant role and is often mentioned as a desirable objective.

INCOME

According to the 1990 census, Table 4.3-2, *Town Income Comparison-1990*, the median income for the Town of Pinetop-Lakeside was \$26,366 for households and \$36,331 for families. (Non-family households include individual residents.)

**TABLE 4.3-2
TOWN INCOME COMPARISON – 1990**

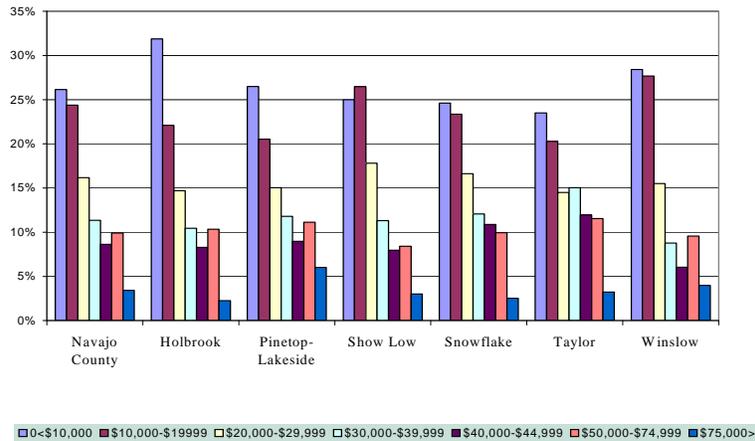
	<i>Household</i>	<i>Families</i>	<i>Non-family Households</i>
0<\$10,000	107	50	59
\$10,000-\$19,999	225	159	73
\$20,000-\$29,999	187	130	51
\$30,000-\$39,999	127	108	18
\$40,000-\$49,999	104	90	12
\$50,000-\$74,999	120	110	10
\$75,000>	59	59	0
Total	929	706	223
Median Income	\$26,366	\$36,331	\$17,083
Mean Income	\$32,178	\$36,045	\$19,185

Source: Town of Pinetop-Lakeside - 19

Exhibit 4.3-2, *White Mountain Region 1993 Per Capita Income*, compares the per capita income of the planning study area with other jurisdictions in the region based upon state tax income forms. In 1993, Pinetop-Lakeside reported the highest percentage of individuals with incomes in excess of \$75,000.

**EXHIBIT 4.3-2
WHITE MOUNTAIN REGION 1993 PER CAPITA INCOME**

**White Mountain Region-
1993 Per Capita Income**



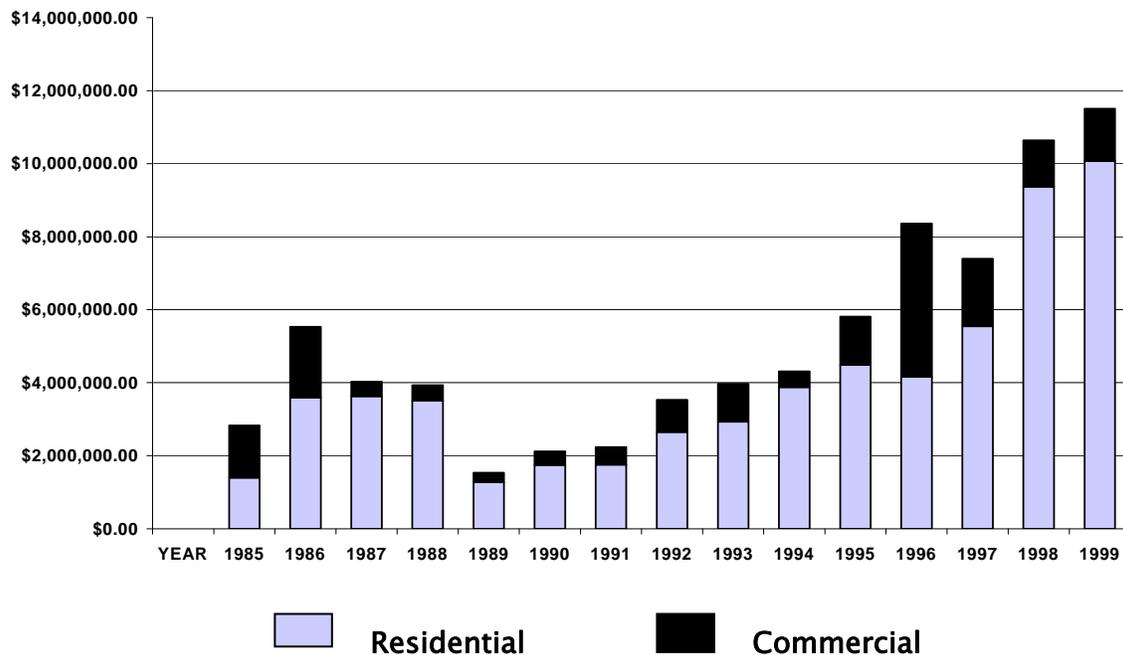
ECONOMIC TRENDS

The Pinetop-Lakeside economy is primarily dependent upon tourists and seasonal residents from the Phoenix and Tucson areas. As a result of this population base, the economy primarily revolves around services (35%), retail trade (22%), and construction (14%).

A growing summer home market has continued to expand the local economy. Increased tourist activity has also helped boost the local economy. However, citizens have become concerned about the severe up and down swings in the economy. In addition, families in the community are concerned that their children may not be able to stay in the area after they graduate because there are few jobs for other than tourist and retail services. Another concern is the seasonal swing in economic activity. For these reasons, the community is interested in creating new employment that is year-round and more diversified. To meet this need, a plan for a commerce park located on Porter Mountain Road has been initiated and is intended to provide a new area zone for business retention and new operations.

EXHIBIT 4.3-3

Town of Pinetop-Lakeside
1985-1999 Building Valuation



Construction activity occurring over the past 13 years has substantially boosted the local economy and has increased sales tax generation for the Town. Construction offers not only full-time, but seasonal and part time employment opportunities. However, since construction activity fluctuates over time there is some concern over the ability of the local economy to shift when development slows.

ASSESSMENT

- ❑ It is going to be difficult for Pinetop-Lakeside to compete for business opportunities that want to be in a relatively large community. In that context, Show-Low has a competitive advantage for attracting a wider variety of business types.
- ❑ Many Pinetop-Lakeside citizens are worried that increased industrial activity in the town will ruin the character of the community and its quality of life. Bringing industry to the community does not necessarily mean an increase in the sales tax base (except as a result of the retail sales made by the added employees).
- ❑ The Town and County should investigate a more targeted approach to solve their economic base problems. The town should perhaps assist Show Low in attracting the major industrial entities into Show Low, while Pinetop-Lakeside concentrates on attracting specialty businesses and needed enterprises that directly serve the community.
- ❑ Pinetop-Lakeside could target a spectrum of business entities for their new commerce park and other sites which match a set of criteria that reinforces the town's quality of life vision as well as need for a broadened economic base. Examples of these kinds of uses might be: medical supply, medical clinics, medical research, high tech research (Riotech), eco-tourism, wilderness research, fish farms, outdoor equipment manufacturing companies (Orvis, Chouinard, cross-country skis, camping equipment, etc.) hospitality training, publications, financial offices, and even software development.
- ❑ The visual and physical development of the commerce park will be a very important aspect of the development effort. The park must be site planned and landscaped to be a visual asset to the community with safe access and egress.
- ❑ The most important element for the financial success of Pinetop-Lakeside is for the community to remember that people and business will continue to locate and settle in the community as long as it retains its attractive visual character and high quality of life. Some aspects of new and existing development have changed the character for the worse. Once this valuable asset is lost, the community's "*comparative advantage*" will be lost. Once this is lost, the community will no longer be able to choose the kind of community they want to be because they will have to attract whatever business they can get.
- ❑ Relating to the previous bullet item, it is clear that economic development activities need to be environmentally sensitive and that there is a need to court and promote businesses that are environmentally friendly.

4.3.3 GUIDING PRINCIPLES FOR DETERMINING DESIREABLE BUSINESS AND INDUSTRY

The following Guidelines are provided as criteria for evaluating the desirability of new business and industry. The Town of Pinetop-Lakeside and Navajo County should encourage business and industry in the Study Area that:

- ❑ Can meet or exceed Town and County environmental quality standards;
- ❑ Promote long-term, year-round economic stability and employment opportunities;
- ❑ Promote pedestrian friendly development and development locations near capable roadway networks.
- ❑ Are consistent with the relevant Policies and Guidelines of all elements in the *Pinetop-Lakeside/Navajo County Regional Plan*;
- ❑ Will attract employees having a high degree of technical skill and education while at the same time offer career opportunities for those having lesser skills or education;
- ❑ Will market its product(s) or service(s) regionally, nationally, and/or internationally, not locally only;
- ❑ Will maintain its physical facilities in a manner as to complement the natural environment of the community;
- ❑ Will not consume large volumes of water and energy resources;
- ❑ Will not emit noxious fumes, odors, or waste products into the atmosphere, ground, or water;
- ❑ Will share an interest in the well-being of the Town of Pinetop-Lakeside and Navajo County;
- ❑ Will help the Town and County maintain their high quality of life;
- ❑ Will vigorously work for better employment, education, medical, and cultural facilities for all of the Town and County's citizens; and
- ❑ Will work in harmony with existing business and industry in the area.

Examples of those types of desirable business/industry may include, but are not limited to, the following:

- Health and biomedical industries, including health care suppliers and equipment manufacturers, research laboratories and pharmaceutical manufacturers;
- Telecommunications and information industries, including companies that make computers, communications equipment and electronic components;
- Any other high technology or professional firm meeting the above criteria.

- Business and financial services, including insurance, securities, engineering, architectural and accounting firms

4.3.4 ECONOMIC DEVELOPMENT OBJECTIVES, EVALUATION MEASURES, POLICIES, AND PROGRAMS

The Economic Development Element is intended to guide the growth of the community by providing goals, objectives, policies, and programs designed to ensure high quality new development, preserve sound neighborhoods and non-residential areas, upgrade areas targeted for revitalization, and maintain areas designated for their unique environmental quality of long-term use as open space. Future growth should be managed to create an appropriate mix of land uses, while protecting surrounding areas and ensuring the availability of critical public services and facilities. The following goals, objectives, policies and programs are designed to meet these aspirations.

ECONOMIC DEVELOPMENT GOAL

To expand the diversity of the economic base in the Study Area to create a well rounded economy. To encourage managed growth to ensure prosperity, quality job opportunities, and the provision of the highest quality of community services while maintaining and protecting the area's natural beauty and environmental quality and sustaining the community's identity.

OBJECTIVE 1

Diversify the Economy

EVALUATION MEASURE: Number of people involved in the hospitality industry as a percentage of the total workforce and expansion of the number of employment categories.

POLICY: The White Mountain Regional Development Corporation should work with the Town and County to develop a strategy for enticing new desired business entities into the Study Area.

POLICY: Attract business by providing a wide range of urban amenities and services throughout the community.

POLICY: Home occupations should be encouraged and permitted to the extent that they are compatible with adjacent or surrounding properties.

POLICY: Develop a strategy to improve and market the quality of life of the community as a business relocation draw.

POLICY: Promote the establishment and expansion of small businesses and work place alternatives including home occupations, telecommuting businesses, and technology transfer based industries.

POLICY: Establish a Telephone/Telecommunications Committee to work with phone companies to ensure that the Study Area is provided with state-of-the-art communications capabilities.

PROGRAM: Evaluate the Town and County's business license procedure to streamline or minimize the process for small businesses and to ensure compatibility between the Town and County. This includes standardizing the fee structure.

PROGRAM: Working with the White Mountains Regional Development Corporation and the Pinetop-Lakeside Chamber of Commerce, provide information on small business assistance programs, the agencies regulating small businesses, and distribute small business resources directories.

PROGRAM: Create a Target Industry Committee representing a broad cross-section of community interests to develop selection criteria for determining desirable target industries that are harmonious with the local customs, culture and overall quality of life expectations of the community.

PROGRAM: Prepare an Economic Development report every five years which describes the Study Area's economy, identifies important demographic and industry trends, identifies leading economic indicators, and identifies and ranks targeted industries to help guide business recruitment and local business expansion efforts.

PROGRAM: Establish land use regulations that permit by right home work place alternatives and home occupations as a means of reducing commutes.

OBJECTIVE 2

Build out Commerce Park

EVALUATION MEASURE: Number of new developments locating in the Commerce Park

POLICY: Encourage existing commercial uses located in incompatible locations to relocate to Commerce Park

PROGRAM: Provide financial incentives to attract businesses to locate in the Commerce Park

PROGRAM: Work with the White Mountain Regional Development Corporation and the Pinetop-Lakeside Chamber of Commerce to develop promotional materials for the Commerce Park

OBJECTIVE 3

Redevelop/Revitalize the Downtown

EVALUATION MEASURE: Number of projects, either new developments or rehabilitations, occurring in the Downtown area.

POLICY: Promote the redevelopment and rehabilitation of older commercial areas to make them more efficient, accessible, aesthetically appealing, and economically viable.

POLICY: Work with the Main Street Program to obtain funding to support downtown redevelopment efforts

POLICY: The use of public transportation should be encouraged to serve and support the Study Area's tourist and employment destinations.

PROGRAM: Implement the newly adopted Redevelopment Plan

OBJECTIVE 4

Work closely with secondary and post secondary educational institutions to provide education and training that supports business retention, expansion and attraction.

EVALUATION MEASURE: Number of new programs/courses started at secondary and post secondary educational institutions.

POLICY: Work with the Blue Ridge School District and the Northland Pioneer Community College to use their resources to enhance the business climate in the Study Area.

PROGRAM: Establish a Business Internship Program to place high school students in temporary, part time positions with participating businesses.

PROGRAM: Establish a Business Mentor Program which would tap the resources of the business community and bring them to the classroom for practical instruction

OBJECTIVE 5

Improve the Regulatory Process

Evaluation Measure:The turnaround time for processing permits and applications

POLICY: Reform and improve regulatory processes relating to business in order to foster the spirit of cooperation, understanding, and consensus between government and business

POLICY: Improve, streamline, and monitor permit-processing procedures.

POLICY: All regulations should be written in a concise and easy to understand manner.

POLICY: Regulations should include a means to accomplish regulatory needs with the least interference and/or barriers to business. Interested parties should be invited to participate in the development and review of new regulations.

PROGRAM: As part of the annual budget review process, Town and County departments should identify potential changes in fees, improved regulatory processes, and appropriate staffing allocations and organization to match forecasted work load which minimize delays that create a negative effect on stimulating economic activity.

OBJECTIVE 6

Increase cooperation and coordination between agencies to promote economic development efforts in the region

POLICY: The Town and County will work with all levels of government and with the various economic development organizations, including the business community, to cooperatively identify and promote the Study Area's opportunities and strengths.

PROGRAM: Participate with NACOG, Navajo County, Native American Tribes, White Mountain Regional Development Corporation, and Show Low to develop a unified regional strategy for economic development.

OBJECTIVE 7

Assist in the retention and expansion of existing businesses through focused outreach and public and private incentive programs and target new industries that diversify and strengthen the local economy.

EVALUATION MEASURE: Increase in the tax base through business expansions and employment.

POLICY: The Town and County should assist in the expansion and retention of existing businesses.

POLICY: Identify and attract selected targeted industries that are consistent with the Regional Plan's goal of balancing economic vitality and environmental protection.

PROGRAM: Establish a system for annually inventorying existing industries and businesses in order to provide early warning of businesses that are at risk and are considering moving or expanding out of the Study Area.

PROGRAM: Monitor land availability through five-year reviews of the Regional Plan to assure a sufficient supply of commercially designated lands.

OBJECTIVE 8

Continue to promote tourism

EVALUATION MEASURE: Number of new jobs created that work in the tourism sector.

POLICY: Build quality recreational facilities to attract people, activities and economy.

POLICY: Promote complementary business development to the Hon-Dah Casino

POLICY: Encourage developments that promote or can be integrated into a community theme.

POLICY: Promote eco-tourism strategies.

POLICY: Expand nightlife opportunities for residents and visitors.

PROGRAM: Develop a target market of tourism/recreational businesses: golf, ice skating, trails to town facilities, hospitality training, museums, etc.

PROGRAM: Develop a mixed use village center.

PROGRAM: Create a mixed-use facility for the performing arts.

PROGRAM: Develop tourism/public relations committee/improve media coverage.

OBJECTIVE 9

Encourage high quality commercial development that is sensitive to the environment

EVALUATION MEASURE: Increase in volume of commercial development within designated commercial land-use areas.

POLICY: Discourage independent commercial development extending along street frontages characterized by multiple curb cuts, proliferation of free-standing signs, congested traffic movement, and poor design features.

POLICY: Promote a climate conducive to economic growth and rejuvenation without sacrificing environmental standards

POLICY: Promotion and protection of environmental quality as an economic asset.

POLICY: When a development site is located adjacent to environmentally sensitive lands, a finding shall be made which concludes that the development project will have no significant impact on adjacent lands.

4.3.5 ECONOMIC DEVELOPMENT IMPLEMENTATION PROGRAM

A key component of the *Pinetop-Lakeside/Navajo County Regional Plan* is the Implementation Plan for each element of the Plan, as identified in Table 4.3-3, *Implementation Plan: Economic Development Element*. The Economic Development Implementation Program includes:

- ❑ **IMPLEMENTATION MEASURE:** Provides a description of the action, program, or strategy
- ❑ **PURPOSE:** Identifies the intent of accomplishing each implementation measure
- ❑ **POLICY REFERENCE:** Identifies the particular policy that the implementation measure addresses
- ❑ **TIME FRAME:** Establishes the target years, in short-, mid- and long-term increments, for implementation in the first twenty years of the planning horizon
- ❑ **KEY PARTICIPANTS:** Identifies the appropriate public or private body, agency, group or individual responsible for the implementation measure

**TABLE 4.3-3
IMPLEMENTATION PLAN: ECONOMIC DEVELOPMENT ELEMENT**

Implementation Measure	Lead Agency	Support Agency	Timeframe – Years
Establish Uniform Standards and Fees for Business Licensing	Planning Commissions	Town and County Staffs	2
Prepare Small Business Development Information Packets	WMRDC*	Town and County Staffs	1
Create Target Industry Committee	WMRDC	Town and County Staffs	2
Prepare Five-Year Economic Development Report	WMRDC	Town and County Staffs	2
Revise Home Occupation Section of Zoning Ordinance to be more Permissive for Home Occupations	Planning Commissions	Town and County Staffs	1
Provide Financial Incentives to Attract Businesses to Commerce Park	Council and Supervisors	Town and County Staff	1
Develop Promotional Materials for Commerce Park	WMRDC	Town and County Staffs	1
Adopt Redevelopment Plans for Relevant Areas in the Study Area	Council and Supervisors	Town & County Staffs	5
Prepare Annual Report Identifying Changes in Fees, Improved Regulatory Procedures, Staffing, Needs, etc.	Planning Commissions	Town and County Staffs; WMRDC	1
Work with NACOG, Native American Tribes and the City of Show Low to Develop Unified Strategy for Econ. Dev.	Council and Supervisors	Town and County Staffs; WMRDC	3
Establish a Business Retention and Expansion Program	Council and Supervisors	Town and County Staffs; WMRDC	2
Prepare Five-Year Review of Commercial Land Availability/Adequacy	Planning Commissions	Town and County Staffs	5
Develop a Target Market of Businesses Catering to the Tourist Industry	WMRDC	Town and County Staffs	3
Develop a Mixed-Use Village Center	Planning Commissions	Town and County Staffs	4
Build a Facility for the Performing Arts	Council and Supervisors	Parks Department; Heritage Funds	5+
Create a Tourism/Public Relations Committee	WMRDC	Town and County Staffs; Volunteers	3
Relocate Incompatible Commercial & Industrial Uses to Commerce Park or Another, More Compatible Site	Planning Commissions	Town & County Staffs	5+
Establish a Telephone/Telecommunications Committee	Planning Commissions	Town and County Staff	To be determined.

*White Mountain Regional Development Corporation

SECTION 4.4

COMMUNITY FACILITIES AND SERVICES ELEMENT

The Community Facilities and Services Element of the Pinetop-Lakeside/Navajo County Regional Plan is presented in the following sections:

- 4.4.1 Introduction
- 4.4.2 Delivery of Facilities Services
- 4.4.3 Existing Conditions
- 4.4.4 Goals, Objectives, Evaluation Measures, Policies, and Programs

4.4.1 INTRODUCTION

Both the Town of Pinetop-Lakeside and Navajo County provide few community facilities or services. This section outlines the conditions and assessment of the following primary facilities and services that are provided for by both public and private agencies, and is illustrated in Exhibit 4.4-1, *Community Facilities Map*:

Community Facilities and Services Inventory			
	<i>Service</i>	<i>Structure</i>	<i>Overseeing Authority</i>
1.	Town Services	M	Town Council
2.	County Services	CG	County Board
3.	Sanitary Sewer –PLSD	ID	Local Elected Board
4.	Potable Water	ID/CFD/P	Corporation Commission (Local Board)
5.	Solid Waste	P	Corporation Commission
6.	Phone Service	P	Corporation Commission
7.	Electric	PC	Local Elected Board (Corporation Commission)
8.	Fire Protection	ID (2)	Local Elected Board
9.	Emergency Medical	ID	Local Elected Board
10.	Law Enforcement	M/CG	Town/County
11.	Education	SD	Local Elected Board
12.	Postal	F (2)	Federal Agency

- M- Municipal government
- CG- County Government- established by State Act
- CFD- Community Facility District – Established by Town authority
- ID- Improvement District – Taxing authority established by County authority in conjunction with District
- PC- Non-profit Cooperative
- SD- School District established by County School Board Authority.
- F- Established under Federal Postal Service
- P- Private Corporation

As the table illustrates, primary services are provided by a wide range of entities, including private cooperatives and local improvement districts. Due to the lack of most services, the Town and County are limited in efforts to manage growth and development via offering utility service “breaks”.

4.4.2 DELIVERY OF FACILITIES SERVICES

It is important to realize that during the 20 year planning timeframe it is difficult to determine what system will be the most effective in terms of the delivery of facilities and services. In many instances private providers are more efficient in the delivery of services and, hence, lower costs for the consumer. However, it depends upon the nature of the service or facility. Emergency services are just one example in which individuals generally prefer direct public oversight and accountability, and the cost of services is not such a high priority. Therefore, when evaluating facilities and services it is important to recognize that the public perception of level of service reflects more than cost.

Typically, public agencies are able to respond to public demands and adjust schedules, rates, etc. more quickly than a private operator. Since public agencies can take advantage of long-term capital financing, they are also capable of planning for extremely long-range contingencies. Due to consumer demand for increased choice and variety, the future will likely see even more competition between private and public providers. Rather than pre-determining what services should be provided by local governments, it is more important to assure better coordination and planning between all providers. The adoption of joint standards and more structured agreements that identify terms for the public and consumers, offer opportunities for lowering capital costs and consumer rates. The following section identifies and describes the current and expected levels of service.

4.4.3 EXISTING CONDITIONS

TOWN GOVERNMENT

The Town of Pinetop-Lakeside currently provides services in the areas of police protection, parks and recreation, road maintenance, floodplain management, planning, zoning, and building inspections. Although the Town only represents a third of the study area residents, it is the local government most often called upon for the community services mentioned above. Information regarding road maintenance is provided in the Circulation Section, and Parks and Recreation information is located in the Open Space/Recreation Element.

The primary Town departments and staffing are as follows:

Department	Full-Time Employees
Administrative/Finance	7
Community Development/Building	5
Parks and Recreation	4
Police	25
Roads/ Engineering/Public Works	7

ASSESSMENT

- Many residents within Lakeside and Pinetop but not within the town limits are often confused that the Town cannot serve them. Due to proximity the Town is often able to better assist county residents within the plan study area. This includes the Lakeside and Pinetop areas.
- Because the Town services are predominantly paid by sales tax revenue, future seasonal population growth does not adequately contribute toward the cost of services.

COUNTY GOVERNMENT SERVICES

The County provides services in the areas of police protection, parks and recreation, road maintenance, floodplain management, as well as planning and zoning, health and building inspections. Certain County services are provided within the Town limits, i.e., health inspections, flood control, and limited road maintenance. Since the County seat is located within Holbrook, some essential services, i.e., building and health inspections are based out of the southern county office in Show Low and road maintenance out of the Pinetop Road Yard.

ASSESSMENT

- Since the County only has two full-time planning staff members it is unable to adequately address all growth issues in the plan study area.

SANITARY SEWER

Sewer service is provided by the Pinetop-Lakeside Sanitary District, which is funded by ad valorem taxes and user fees. The current district covers a substantial portion of the urbanized portion of the plan study area and almost all of the Town limits. However, there are isolated areas within the District that are not served.

CONDITIONS:

- The District's maximum wastewater treatment capacity is 2.0 million gallons per day and the present operating load is approximately 900,000 gallons per day. The Sanitary Sewer system was designed and constructed based upon an estimated density for the region of 2.2 residents per acre (RAC).
- Water quality was the driving force behind creation of the district in the late 1970's. The regional planning area includes many older shallow wells, which are at depths of approximately 90' to 120', which are susceptible to septic leaching and other sources of contamination.
- The majority of the homes (approximately 75%) within the Sanitary District are on sewer.

ASSESSMENT

The district has adequate capacity to handle any new development within the town and the plan study area. Currently, there is no requirement by the County or the Town to mandate sewer hookups for existing development. As a result, many homes and entire subdivisions are still on individual septic systems. The Sewer Authority still has enough capacity to accommodate future residential development within the planning timeframe, which includes approximately 10,000 to 15,000 additional residents, but not substantial heavy industrial development. At this time there are no plans for major expansion of the sewage treatment system beyond the Jacques Marsh area. Due to limited treatment capacity future industrial or heavy commercial development will be limited to less intensive water users.

Soil conditions throughout the study area range from highly permeable sandy loams to non-permeable fine-grained clay and are not generally conducive to good treatment by septic systems. Significant areas are also subject to high seasonal water tables, shallow to bedrock conditions, and high shrink/swell characteristics that limit both septic system installation and structural stability. In areas of poor soil capacity development should be restricted and require connection to a centralized sanitary sewer system. In addition, due to the prevailing soil conditions (see Section 4.5) it is likely tht some ground water is being polluted by faulty or failed septic systems.

There is currently no enforceable method to require existing and/or new development to connect to the sanitary sewer system. Because of the high cost of sewer system expansion, many small property owners are reluctant to connect until such time as the number of new users makes connection financially feasible.

POTABLE WATER SUPPLY

There are no less than 8 water companies currently in existence within the plan study area:

1. Arizona Water Company – Private Company
2. Porter Creek – Improvement District (ID)
3. White Mountain - ID
4. Pinetop Water Company – Community Facilities District (CFD)
5. Ponderosa Water Company-
6. Wonderland Acres
7. Porter Mountain- ID
8. Pineview Land and Water

Three of these are established as improvement districts and one is a Community Facilities District under charter by the Town. The remaining companies are private providers.

All local water providers use deep wells to pump groundwater from aquifers occurring within the lower limestone strata. The following data indicates the level of supply and loss due to estimated leakage from the current system. Although a large groundwater supply exists, there are distribution problems due to inadequate infrastructure and dependence upon shallow well systems that are a problem.

Water Supply		
Provider	Gallons per Day (GD)	Average monthly Loss
Arizona Water Company	1,800,000 GD	600,000 GPM
Pinetop Water CFD	325-350,000 GD	350,000 GPM

The Growing Smarter Plus legislation (2000) requires Cities and Towns with populations between 2,500 and 10,000 and an annual growth rate of 2% or more per year to adopt a water resources element to address future water supply needs. Counties with populations less than 125,000 are excluded from this requirement. Hence, The Town of Pinetop-Lakeside but not Navajo County is required to adopt a water resources element by December 31, 2002. The water resources element must inventory all known water supplies and include an assessment of how growth projected within the General Plan will be served by all legal and physically available water supply or provide a plan for securing additional water if necessary.

ISSUES:

- ❑ Water supply is market driven. Arizona Water Company and other entities are not able to subsidize development.
- ❑ Water companies are restricted by the Corporation Commission and cannot mandate more than 20 CFS for a residential connection or domestic use.
- ❑ Wellhead protection is not locally regulated.
- ❑ Water supply- Arizona Water Company is preparing to plan for a 100-year supply but at this time no providers can provide this assurance.
- ❑ Because water is supplied by a variety of private entities, meeting the new Growing Smarter requirement for a water resources element will be difficult and depend upon their cooperation.

ASSESSMENT

Although a short-term capacity exists to accommodate immediate growth and development, according to plan projections, long-term capacity is questionable, due to the fact that no comprehensive water plan exists. There is also no overall strategy for improving waterlines necessary to meet local fireflow needs.

SOLID WASTE

COLLECTION SYSTEM

There is no public waste collection service within the Plan Study Area. The single largest waste hauler is Waste Management, a multi-national corporation that serves much of eastern Arizona. At present at least two other small and locally owned operations serve the area.

The schedule for collection fees at Waste Management is as follows:

	Monthly Fees
Residential	\$15.65
Commercial	\$52.32 - \$164.59*

* Rates according to business service pick-up options.

DISPOSAL FACILITIES

Waste Management transports approximately 180 tons of waste per day. Of this, 10 tons are transported to the Pinetop-Lakeside Sanitary District and 20 tons to the White River landfill, with the remainder going to the Lone Pine Transfer Station. Landfill costs are extremely expensive. Waste Management estimates that approximately 49% of their operating costs are disposal charges.

The Lone Pine Transfer Station is located nine miles north of Show Low and the Penrod Landfill north of Joseph City. Both facilities are owned and operated by Waste Management. The Penrod Landfill is the only viable facility lacking federal or state environmental restrictions that would make it unavailable in the future. It is estimated that the Penrod Landfill will have capacity to serve future growth from the Plan Study Area. No County, municipal, or private facilities are planned at this time. The Pinetop-Lakeside Sanitary District operates a digester facility at its base that is capable of converting biodegradable materials from solid waste to a compost material. It is estimated that this facility removes 60-70 % of material from the daily 10 tons of solid waste processed.

The waste generation rate is 40 lbs per person per day based upon the 1995 Regional Planning Area estimated population (see section 4.1). This number is largely inflated however, due to the impact of additional seasonal visitors and residents, which are not accounted for in population estimates or operator records.

At present Waste Management is not subject to a local franchise agreement, although the Town does have a locally adopted Solid Waste Ordinance that requires haulers to acquire an annual permit and meet minimum safety regulations.

RECYCLING

Although the digester facility is a model of recycling technology, no permanent recycling program exists to remove reusable materials from the waste stream. There are, however, private operators who purchase or collect aluminum, newsprint and other recyclables from the public for transport to facilities outside the region. A survey conducted in 1998 indicated a strong public preference for a local recycling program with curbside pick-up.

Unfortunately, at this time there is not a sufficient recycling market to recover the operating costs and, therefore, such a program would need to be heavily subsidized. In 1998 a grant submitted to ADEQ for assistance in building a recycle collection facility by the Town was rejected. Waste Management has indicated an interest in recycling when the technology exists to transport co-mingled waste that can be sorted at a facility.

ASSESSMENT

There are no immediate indications that local waste haulers will not be able to accommodate the increased growth, although the future cost of waste management is uncertain. Although the current system may be the most efficient and only viable means for solid waste collection at this time, it is based upon short-term market demands and may not accommodate all public needs.

- The absence of any formal franchise agreement to manage the solid waste system highlights the following concerns:
 - Long-term landfill costs that may be incurred if the waste stream is not reduced or redirected.
 - Price controls for a system that is completely controlled by outside corporations.
 - Lack of market incentives for waste-stream reduction programs, i.e., recycling. Illegal dumping due to increased disposal fees.

- The lack of a comprehensive Solid Waste Management plan or strategy for the region limits options for the effective public financing of future facilities.

PHONE SERVICE

Phone service is provided by Citizens Communications. There has been a 5% to 6% annual increase in phone hook-up requests for the past five years. The demand for multiple residential lines for business and Internet connections continues to increase demand, which sometime exceeds the company's ability to install equipment in a timely manner and, as a result, there is a waiting list for installation. Citizens is in the process of upgrading its local switching facilities.

Cellular service has also grown rapidly, more than doubling within the past five years.

ASSESSMENT

The basic service is adequate for the present demand. Citizens continues to work on the expansion of its facilities to increase its line capacity and range of services, in order to accommodate the explosive growth in cellular and Internet use.

ELECTRIC TRANSMISSION

Electric service for the plan study area is currently provided by the Navopache Electric Cooperative located in Lakeside. Founded in 1946, Navopache was established and continues to function as a private nonprofit corporation with capital financing from the Federal Rural Utility Service. Power for the Co-op is currently purchased from a coal-

fired generation plant in New Mexico and from various hydroelectric dams from the region. The Co-op is governed by a locally elected eight member Board of Directors but is also regulated by the Arizona Corporation Commission.

Aside from covering the study area, Navopache Electric Cooperative covers almost 10,000 square miles in eastern Arizona and New Mexico. Monthly rates for users are as follows:

Users	Monthly Customer Service Charge
Residential	\$11.25
Small Commercial	\$12.75
Commercial/ Industrial	\$75.00

Source: Navopache Electric

The current service connections for the plan study area are as follows:

Plan Study Area Electric Service Connections – 12/1999			
	<i>Pinetop-Lakeside</i>	<i>Surrounding Area</i>	<i>Total</i>
Full-Time Res.	1,468	3,046	4,514
Seasonal Res.	1,006	3,717	4,723
Other	581	349	9,237
	3,055	7,112	10,167

Source: Navopache Electric

ASSESSMENT

There are no immediate issues in regards of the Co-op’s capacity for providing service for the projected growth. However, it is expected that it will be more difficult to connect rural customers if the trend in lot splits (minor land divisions) continues unabated without subdivision requirements for utility planning.

PUBLIC SAFETY

FIRE PROTECTION

The study area is served by two fire improvement districts that are funded through property assessment taxes. Both districts are professionally managed and maintain a Protection Class Rating of 6, which far exceeds the standard for most rural fire service agencies.

LAKESIDE FIRE DISTRICT:

- ❑ Eight full-time personnel, including fire chief, secretary and six firefighters, as well as 42 on-call volunteers.
- ❑ One permanently manned base station and one part-time manned station.
- ❑ Three pumper trucks, three brush units with limited water supply, and three tanker trucks.
- ❑ District provides 24 hour emergency medical services.
- ❑ Total district valuation is approximately \$46 million and the millage* rate is 1.32, which is low in comparison to the state average of 1.78.

Note: *Millage rate is based upon the ratio of tax per thousand dollars of real property valuation.

PINETOP FIRE DISTRICT:

- ❑ Fourteen permanent personnel, including a Fire Chief and 12 firefighters. There are 25 volunteers.
- ❑ Currently, one manned station on the corner of Pine Lake Road and 260, with a second under construction at Wildrose Lane and Buck Springs Road in the Pinetop Lakes subdivision.
- ❑ One ladder truck and two tankers.
- ❑ District assessment is \$71-72 million overall and the millage rate is 1.13, one of the 10 top districts in Arizona in terms of assessment.
- ❑ Six new subdivisions have been approved within the past year.

ASSESSMENT

- ❑ Growth demands due to permanent versus seasonal-infill development
- ❑ Lack of hydrants in some outlying areas.
- ❑ Fire-flow limitations.

- ❑ Need for local enforcement of the Uniform Fire Code, by adoption by the Town and County.

Due to age, condition, and remoteness of some residential areas, newer developments sometimes end up subsidizing fire service. Unfortunately, water distribution is currently cost prohibitive in some of the more rural areas due to the remote and dispersed development patterns.

Residents not located within the fire districts essentially have little fire protection. The forests are full of understory young growth litter. The Forest Service is keeping a close eye on this activity and attempts to assist local residents as it can.

MEDICAL

Both Lakeside and Pinetop Fire Districts provide comprehensive paramedic services.

ASSESSMENT

The current level of service is considered the best in the White Mountains. Both districts are continuing to invest in upgraded equipment and training for personnel.

LAW ENFORCEMENT

Law enforcement is provided by the Town and by the Navajo County Sheriff's Department for all other areas within the planning area. The Arizona Department of Public Safety also provides traffic enforcement along Highway 260.

TOWN POLICE DEPARTMENT

The Department has a total of 25 personnel, 14 of which are active patrol officers. The Department maintains a minimum of 2 patrol officers on duty at any time.

ISSUES:

- ❑ Increase in violent and domestic crime.
- ❑ Increased demand for community-based policing activities, i.e., code enforcement, counseling.
- ❑ State Highway 260 traffic enforcement.
- ❑ Tribal jurisdiction.
- ❑ Increased demand to provide back up to County Sheriff's officers when called upon.

ASSESSMENT

Generally, the community is pleased with the level and quality of service provided. The police department is well staffed and well funded. The most pressing need is for new updated communications equipment.

Navajo County, however, is not able to provide as high a level of service to the subdivisions in the unincorporated areas of the county adjacent to the Town. This includes Pinetop Lakes Country Club, Pinetop Country Club, and White Mountain Summer Homes.

EDUCATION

The Plan Study Area is served by the Blue Ridge School District which included 2,360 students in the 1999-2000 school year, a \$10 million annual operating budget, and some 300 employees.

ISSUES:

- ❑ High School enrollment grew by over 100 students during the 1998-1999 school year.
- ❑ Future expansion will require an additional site for the school facility (10-50 acres).
- ❑ District recently voted to not accept additional students from outside the district.
- ❑ Teacher salaries are low relative to local cost of living, especially housing costs.

The Blue Ridge School District has experienced a 10% enrollment increase in the past 4 years and employs more than 300 persons.

- ❑ Teacher retention.
- ❑ Facility planning is controlled by the State.

ASSESSMENT

The district is prepared to handle the growth projected to occur within the planning timeframe, although to accommodate this growth it is preparing to find a future building site. One key issue for the district is the state funding changes which impact local decisions regarding the type and size of facilities.

POSTAL SERVICES

There are currently two post offices with two service areas: the Pinetop Post Office and the Lakeside Post Office. Coordination between the two centers has been lacking in the

past resulting in some misrouted mail. Also, some customers are unhappy with the addressing system and would like to have it improved. Both post offices are slowly phasing in street address delivery in coordination with the Town Emergency 911 system.

ASSESSMENT

The existence of two distinct postal locations has been a continual issue within the community. Many residents would prefer that both centers be titled Pinetop-Lakeside for greater simplicity. Although the consolidation of both offices might result in greater efficiency and cost savings, the US Postal Service has no intention of pursuing this measure at this time. However, the new location in the southern end of Pinetop, next to the new Frontier Bank facility, is being planned to accommodate future consolidation.

4.4.4 GOALS, OBJECTIVES, EVALUATION MEASURES, POLICIES AND PROGRAMS

OVERVIEW:

The following measures are intended to promote the delivery of community facilities and services in a more timely and cost effective manner commensurate with the needs of a growing population and economic base, and that there is adequate coordination and cooperation between the Town, County and State agencies in their planning and provision. In this effort, all alternatives should be explored, such as the consolidation of some services, or joint procedures necessary to achieve maximum efficiency in the administration and delivery of the services. Existing community facilities are continually maintained and improved in a manner to assure an excellent quality of life for existing and future residents.

REGIONAL GOAL

GOAL: DEVELOP A REGIONAL STRATEGY TO DETERMINE THE APPROPRIATE LEVELS OF SERVICE FOR COMMUNITY FACILITIES AND SERVICES CONSISTENT WITH THE GROWTH AREA ELEMENT.

OBJECTIVE 1: Explore measures that improve the efficiency of public and private services.

OBJECTIVE 2: Assure that residential development is permitted only when accompanied by the necessary community facilities and services.

POLICY: The Town and County should encourage developers to provide community facilities and amenities within their projects which can be operated and maintained through user fees, assessments, or association dues.

EVALUATION MEASURE: THE NUMBER OF JOINTLY REVIEWED PROJECTS.

PROGRAMS:

In conjunction with the County, the Town should continue and expand the efforts of the Development Review Committee for the purposes of:

- (1) Inter-agency project review.
- (2) Through Town-County joint task force, establish and adopt Levels of Service (LOS) standards to assist in reviewing Town and County development proposals for services impacts.
- (3) Evaluate and recommend strategies for improved efficiency through more streamlined procedures or joint policies enforced Inter Government Agreements (IGAs); as well as the combination or consolidation of services, if cost-effective.

TOWN AND COUNTY GOVERNMENT SERVICES

GOAL: THE QUALITY AND LEVEL OF SERVICE PROVIDED BY THE TOWN AND COUNTY SHALL BE SUFFICIENT TO ACCOMMODATE CURRENT AND FUTURE RESIDENTS.

OBJECTIVE 1: Town and County services will be expanded in the most cost-effective manner possible without adversely impacting the current level of service.

POLICY: The Town and County shall only approve future development that can be adequately served by existing or proposed services.

EVALUATION MEASURE: UTILIZE LEVELS OF SERVICE (LOS) FOR TOWN AND COUNTY SERVICES.

PROGRAMS:

- (1) Public participation to minimize conflicts between the special needs citizens and the other residents and visitors in town.
- (2) The Town should establish an annual Capital Improvements Program to prioritize, plan and construct new, or revitalize existing, public facilities to support the overall development in the community, including:
 - ❑ Library
 - ❑ Parks
 - ❑ Police
 - ❑ Roads
 - ❑ Municipal Buildings
 - ❑ Equipment
 - ❑ Floodplain Management
 - ❑ Zoning and Code Enforcement

THE FOLLOWING POLICIES AND PROGRAMS ARE INTENDED TO PROMOTE ENHANCED COOPERATION.

SEWER

POLICY: Enhance coordination between Town, County and the Sanitary District in order to more effectively provide sewer service in the plan study area and assess the viability of service to adjacent County areas where it is financially feasible based on existing or anticipated development.

PROGRAMS:

1. Encourage the coordination of sewer capital improvements and the Future Land Use Map in proposed new subdivisions.
2. Pursue a mitigation project for elimination of all sewage effluent into Billy Creek and other surface streams.
3. Develop an impact fee ordinance or other means that will require future development to carry "pro-rata share" cost of infrastructure expansion.
4. Require development within 300' of sewer to connect to the system throughout the plan study area.
5. Investigate other revenue sources for the Town/County; subsidize or apply for grant funds.

6. Improve standards and monitoring of public and private wastewater systems in order to reduce the pollution of soils and groundwater through closer coordination of septic systems with the Health Department.

WATER

POLICY: Establish a program to continually evaluate and protect public and private water quality in the plan study area in order to achieve the highest possible quality of surface water treatment before discharge to natural systems.

PROGRAMS:

1. Improve the quality of public water through the adoption of watershed protection regulations that effectively reduce point and non-point source pollution.
2. Ensure groundwater quality through the adoption of wellhead regulations that regulate private and public wells.
3. Establish coordination between water providers in order to maintain an adequate and economical supply of water for the anticipated growth and development needs; and based on service demands, provide system improvements in all areas where it is financially feasible to serve existing and future development.
4. Undertake a 100-year plan for developing a long-range supply and distribution system of water to serve the plan study area. Pursue state funding (grants, loans) for extension of water delivery system, including storage tanks, reservoirs, and waterlines into designated areas for residential and nonresidential development.

SOLID WASTE

Manage solid waste activities in the plan study area in a manner that emphasizes long-term benefits rather than short-term costs; maximizes overall waste reduction; and is consistent with State requirements and future Solid Waste Management Plans.

PROGRAMS:

- Continue to cooperate with major wastehaulers within the area, including the following:
1. Develop a comprehensive waste reduction program, including a comprehensive recycling program for the region plan area; encourage waste reduction through financial incentives.
 2. Promote litter prevention through education, adoption and aggressive enforcement of anti-litter and illegal dumping ordinances.
 3. Establish a local Clean and Green Commission to promote beautification programs.

PUBLIC SAFETY

GENERAL

POLICY: Navajo County and the Town of Pinetop-Lakeside shall undertake coordination of all public safety functions.

FIRE

POLICY: Improve fire protection service to the entire plan study by lowering Insurance Service Office (ISO) ratings, in order to improve public safety and reduce fire insurance premiums, which will mitigate costs associated with improvements.

PROGRAMS:

1. Undertake capital improvements program necessary to achieve enhanced ISO standards, including construction of at least two additional fire stations, purchasing and upgrading equipment and vehicles, extending waterlines, and installing additional dry hydrants for future use.
2. Increase fire prevention, especially public fire safety education, and inspections/enforcement of fire codes by fire district personnel distinct from but in cooperation with building code enforcement.
3. Add more fire personnel both paid professional and volunteer; increase and enhance training.

4. Expand emergency action planning with following: distribution of emergency/disaster kits to schools and elderly, establishment of network of emergency shelters throughout county; establish contingency emergency plans which provide transportation for doctors and other emergency personnel.

SUGGESTED FUNDING: PROGRAMS 1-4: Community improvement grants, continued state and federal assistance for EMA; financial support from Town and County; fire inspection fees.

EMERGENCY MEDICAL SERVICES

POLICY: Expand/enhance the plan study area emergency medical service system.

PROGRAM:

1. Expand emergency medical (ambulance) services in the county by hiring more EMTs, increasing currency salaries, upgrading EMT training, establishing satellite ambulance stations in the county, upgrading existing facilities.

LAW ENFORCEMENT

POLICY: Increase the level of law enforcement protection and emergency services in all areas of the county and the incorporated cities

PROGRAMS:

1. Implement a consolidated emergency dispatch system for the southern Navajo County area.
2. Increase law enforcement staffing by raising salaries and hiring additional personnel necessary to maintain adequate levels of service.
3. Enhance education programs in public safety in order to enforce laws, including child restraint requirements.

EDUCATION

POLICY: Enhance the coordination of future expansion plans of the Blue Ridge School System with the regional land use plan and other agency plans.

PROGRAMS:

1. Assure that future development projects consider their impact to the school system.
2. Consider appropriate site for future school facilities.
3. Consider future financing mechanisms necessary to maintain the current level of service.

4.4.5 COMMUNITY FACILITIES AND SERVICES IMPLEMENTATION PROGRAM

Through joint agreement of the Town Council and County Commission expand the Development Review Committee to include private service providers in order to undertake the following:				
PROGRAM		LEAD AGENCY	TIMEFRAME	ESTIMATED BUDGET*
1.	INTER-AGENCY REVIEW	TOWN PLANNING AND ZONING DEPARTMENT TO COORDINATE AND FACILITATE	1 YEAR	NA
2.	ESTABLISH AND ADOPT LEVELS OF SERVICE (LOS) STANDARDS	DRC/TPZC/CPZC WITH TOWN COUNCIL AND COUNTY SUPERVISORS APPROVAL	2 YEARS	\$45,000
3.	DEVELOP SPECIFIC POLICIES TO ENHANCE THE EFFICIENCY OF SERVICES DELIVERY.	DRC/TPZC/CPZC WITH TOWN COUNCIL AND COUNTY SUPERVISORS APPROVAL	2-3 YEARS	\$25,000
4.	DEVELOP AND ADOPT WATER RESOURCES ELEMENT PURSUANT TO GROWING SMARTER PLUS	DRC/TPZC WITH TOWN COUNCIL APPROVAL	2-3 YEARS	TBD

* Budget Estimates are based upon preliminary data and may vary. These costs reflect staff resources and/or consultants.

- DRC – Development Review Committee representing Town and County staff, private service providers
- TPZC- Town Planning and Zoning Commission
- CPZC- County Planning and Zoning Commission

SECTION 4.5

ENVIRONMENTAL PLANNING ELEMENT

The Environmental Planning Element of the Pinetop-Lakeside/Navajo County Regional Plan is presented in the following sections:

- 4.5.1 Introduction
- 4.5.2 Natural Resources Inventory and Assessment
- 4.5.3 Environmentally Sensitive Areas and Issues
- 4.5.4 Environmental Planning Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.5.5 Environmental Planning Implementation Program

The introduction will examine the purpose of the Environmental Planning Element. The existing setting will explore the implications that the existing land use pattern and future population growth will have on the development of the community and the preparation of the Land Use Plan Map. Prior to an overview of the Environmental Planning Implementation Program, the Environmental Planning goals, objectives, evaluation measures, policies and programs will be highlighted.

4.5.1 INTRODUCTION

The Town and County will continue to ensure that environmental quality is maintained and, where possible, enhanced. The purpose of the Environmental Planning Element is to provide guidance in conserving, maintaining, and where necessary, restoring the natural environment of the Study Area.

In order for these natural systems to be conserved, maintained, and where necessary, restored, the other Elements of the General Plan must be coordinated with the Environmental Element. This is especially true of the Land Use Element, which is the culmination of all of the Elements, and serves as a guide to the future physical development of the area. Therefore, the Environmental Element and the Land Use Element are intended to be used together, and land development proposals must conform to the relevant sections of the Environmental Element as well as those sections of the Land Use Element.

4.5.2 NATURAL RESOURCES INVENTORY AND ASSESSMENT

OVERVIEW

The Plan Study Area contains approximately 60,000 acres. The area is bounded on the north by SR 60, on the West and South by the White Mountain Apache Reservation, and on the East by Apache County. The climate of Plan Study Area is moderate with an average annual rainfall of 22 inches and average temperature of 65 degrees.

TOPOGRAPHY AND SLOPE

The northwestern corner and the County's East Side are part of the Blue Ridge Province. The topography of this area contains intermittent steep slopes and washes which have been produced by headwater tributaries that are intermittent flowing streams. Elevations here range from 6,800 to over 7,000 feet in the southern portion.

The more urbanized portions of the plan study area are bordered on the east by steeper slopes ranging from 5% to 10% on the eastern side of Blue Ridge Mountain. The western border of the plan study area, which is coterminous with White Mountain Apache Reservation boundary, consists of steep slopes making up the Mogollon Rim formation, with slopes ranging from 5% to 20%.

ASSESSMENT

There are limited steep slopes scattered throughout the study area, primarily within southern Pinetop area and along the eastern edge of Springer Mountain.

GEOLOGIC CHARACTERISTICS

The Plan Study Area includes a high amount of exposed rock, including Quaternary and Tertiary volcanic. The oldest of the geologic formations is the Coconino Sandstone, which is overlain by Kaibab Limestone. Sedimentary rocks of Upper Cretaceous age composed of sandstones, shales and limestones occur above the Kaibab Limestone. These Upper Cretaceous Sedimentary rocks are generally overlain by Quaternary basalt composed of fractured basalt flows, cinder cones, and beds (Arizona Department of Health Services, 1985).

There are two principal aquifers within the Plan Study Area: The Coconino Sandstone and Kaibab Limestone form one aquifer, which is the deepest source of water in the area. The Upper Cretaceous sedimentary rocks and Quaternary basalt form a second aquifer when they are separated from the Coconino Sandstone aquifer by the low permeability Moenkopi and Chinle Formations or the shale beds in the Upper Cretaceous sedimentary rocks.

ASSESSMENT

The majority of the groundwater pumped in the Plan Study Area comes from the upper aquifer within the upper basalt strata. Numerous cracks and fissures within the upper basalt layer make some of the groundwater table highly susceptible to rapid infiltration from not only water but also contamination.

SOIL CONDITIONS

Various properties of soils are important in determining how land can be used safely and economically; slope conditions affect lot size and density of development, and in some instances, may prevent certain types of development due to unavailability of sewer and other public services. Soil erosion is particularly problematic in areas of shallow soils and steep terrain. Knowledge of these conditions is helpful in the preparation of land use plans, zoning, and subdivision standards.

The Soil suitability of the Plan Study Area ranges from slight to severe, based upon the descriptions indicated below, which classifies soil associations according to their relative suitability for select land uses, based upon a variety of site characteristics, such as erosion control, drainage, percolation, etc.

- *Slight*: Soil associations included in this classification can be expected to impose only slight limitations on particular uses. Difficulties or hazards in construction or maintenance due to soil conditions can readily or economically overcome.
- *Moderate*: Soil associations included in this classification can be expected to impose moderate limitations on particular uses. Difficulties or hazards in construction or maintenance due to soil conditions can be corrected only with minor economic expenditure.
- *Severe*: Soil associations included in this classification can be expected to impose several limitations on particular uses. Difficulties or hazards in construction or maintenance due to soil conditions will often be too costly to overcome, as well as impractical.

ASSESSMENT

Soil suitability is a principal concern in regards to septic system siting. In general, moderate and severe conditions exist within the floodplain and surface drainage areas, limiting the viability of on-site septic systems. (Note: Failing or inadequate septic systems was the driving force behind the inception of the Pinetop-Lakeside Sanitary District.) The Arizona Department of Environmental Quality (ADEQ) is charged with administering the permit conditions and authorizes local governments to enforce these rules through delegation agreements. The Navajo County Development Services Department is the local permitting office, which administers the state requirements.

HYDROLOGY AND FLOODPLAIN

The Little Colorado River and Walnut Creek are the major and minor basins within the plan study area. The basic drainage pattern for these basins slopes in a northwesterly manner from the southeast. The two identified watershed channels are Billy Creek and Walnut Creek. Walnut Creek incorporates Woodland Lake and Rainbow Lake.

ASSESSMENT

The major flood prone areas that are currently designated as 100-year flood areas by the Federal Emergency Management Agency (FEMA) lie along Billy Creek and Walnut Creek and incorporate several smaller surface lakes and reservoirs.

WATER QUALITY AND SUPPLY

Although the expansion of sanitary sewer has greatly decreased the levels of fecal matter leached from area septic systems, the increase in impervious surface resulting from development has accelerated stormwater runoff and higher levels of pollutants into surface waters. This includes sediment nutrients and other pollutant concentrations from parking lots, roof surfaces, paved streets, etc. as well as lawns and golf courses that utilize fertilizers and other chemicals that effect the natural biosystems of major water bodies. Lakes receiving the highest concentrations of contaminants are Woodland, Rainbow and Show Low.

Water Supply: See Section 4.4 Community Facilities and Services.

ASSESSMENT

In June of 1999 the Arizona Department of Environmental Quality published a study on Rainbow Lake examining its effluent discharge for compliance with Section 303(d) of the Federal Clean Water Act, which requires that states identify specific areas that have significant impact upon surface waters. The study provided technical data illustrating increased nitrates and other pollutants caused by development within the immediate watershed. This study not only demonstrates the necessity for future water quality monitoring by the Agency to prevent future violations of the federal Clean Water Act but the need for mitigation measures to treat runoff discharge and other pollution.

FOREST RELATED RESOURCES

Forests constitute the largest natural resource within Navajo County. The predominant species within the region is Ponderosa Pine, although Alligator Juniper, Gambel Oak, and Aspen are also present. The Forest coverage is designated on the existing land use map series in the Land Use Section 5.1. The Table 4.5-1, *USFS Forest Coverage* below denotes acreage by ownership according to 1997 data. The majority of the forest ownership is under the jurisdiction of the Apache-Sitgreaves National Forest. County and private control the balance.

**TABLE 4.5-1
USFS FOREST COVERAGE**

	<i>Acre</i> s	<i>% of Jurisdiction</i>
USFS (Town)	3,298	46%
Private (Town)	3,959	54%
USFS (County)	54,000	81%
Private (County)	4,942	19%

Ranger offices in Lakeside manage National Forest lands within the Plan Study Area. A large portion of the national forest is managed as a multi-use resource in compliance with federally mandated requirements effecting timber production, preservation, general recreation, and other public use. These include the Multiple-use Sustained Yield Act of 1960, the National Environmental Policy Act, adopted in 1970, and the Forest and Range Land Renewal Act. The U.S Forest Service has also conducted an Environmental Impact Statement in conjunction with its Land and Management Plan for the Apache-Sitgreaves Forest, which is revised at least once every 10 years. This document covers general resource policies as well as specific strategies for select areas, including wildlife protection, timber management practices,

recreation improvements, land acquisition, roads and other facility improvements. It also covers key guidelines that govern the agency position on covering the public land exchange process, such as Recreation facilities included within the national forest are covered in the Open Space/ Recreation Element.

ASSESSMENT

The regional forest ecosystem, including the Plan Study Area has been substantially altered by the presence of human settlement. The culmination of decades of fire suppression has resulted in overly dense stands of smaller trees and subsequently increased opportunities for disease infestation and wildfire. In response to these issues and to improve forest health, the Blue Ridge Demonstration Project, a five-year pilot project sponsored by Navajo County, Arizona Department of Game and Fish, U.S. Fish and Wildlife Service, and the University of Arizona, was initiated in 1998 to study alternative management techniques. The Blue Ridge Project contends that several impacts have resulted since permanent settlement of the region started in 1870, including the following:

- ❑ Increased fuel loads
- ❑ Increased fuel ladders or combinations of combustible materials that promote escalating fire conditions
- ❑ Decreased moisture
- ❑ Decreased understory grasses, forbs and shrubs
- ❑ Decreased water flow to seeps
- ❑ Decreased visual quality
- ❑ Increased risk of insects, disease and wildfire
- ❑ Increased threat of loss to large old growth trees.

The goal of the Blue Ridge Demonstration Project is to monitor and compare the effects of tree restoration techniques to 6,000 acres from a larger 17,000 acre watershed and control site, employing varying degrees of selective cutting and prescribed burning. The results of the project will be reviewed by state and federal agencies and shared with the general public.

Although it is not known to what extent the Blue Ridge Demonstration Project will alter federal management practices for national forest, it underscores the need for a regional approach to forest management on private, federal, and reservation land. Future management guidelines should consider the following key issues:

1. As more residential development and habitation occur within the forested areas traditional management practices, i.e., selective thinning, control burns, should be evaluated further for their effects.

2. Unless the land development process is altered to mitigate such impacts as stormwater runoff or fire danger caused by overstocked private lands, forest health will be threatened.

WILDLIFE

The Plan Study Area includes vital habitat for a variety of wildlife, including several species of fish, mammal, waterfowl, and other bird life. The Plan Study Area includes sizeable populations of large game, such as elk and deer.

The Arizona Game and Fish Department is the primary agency with direct responsibility for wildlife management, including game and fish permitting, and enforcement. The agency also is involved public education. Aside from management mission, the Agency supports a variety of public education programs through recreational programs such as the joint management of the Big Springs Environmental Area and the publication of materials to acquaint people with dangers of feeding bears and other wild animals.

PROTECTION ISSUES:

The Endangered Species Act establishes federal protection for specific species. In Arizona the Game and Fish Department has responsibility for statewide protection. Within the Plan Study Area there are no known species on the endangered list although the Department lists several animals and plants that deserve special consideration due to their potential for being threatened or harmed.

<i>Common Name</i>	<i>Description</i>	<i>Status</i>
California floater		S
Chiricahua leopard frog	Amp	C,WC,S
Little Colorado spinedace		LT,WC
Northern goshawk	Bird	WC,S
Northern leopard frog	Amp	WC,S
Osprey	Bird	WC
Paper-spined cactus	Plant	SR

Source: Arizona Game and Fish Department -1999
 LT- Listed Threatened.
 C- Candidate
 WC- Wildlife of Special Concern in Arizona.
 S- Sensitive as classified by Regional Forester.
 S- Salvage Restricted.

ISSUES:

- ❑ Loss or impact to valuable habitat due to urban development encroachment.
- ❑ Water quality due to increased contamination.
- ❑ Human wildlife contact.

ASSESSMENT:

The Game and Fish Agency has a limited capacity for wildlife protection because it does not control major areas of habitat and does not have jurisdiction to interfere with private owners use of land. However, the Department is able to creatively work with private landowners and other public agencies to preserve habitat. One option in the future is to fund or support conservation easements that would purchase development rights.

4.5.3 ENVIRONMENTALLY SENSITIVE AREAS AND ISSUES

The Environmental Planning Element incorporates a variety of environmentally sensitive areas that have regional significance. Environmentally sensitive areas include public or private lands that incorporate one or more of the following:

- ❑ Specific habitat areas that fall under the protection or monitoring of federal or state agencies.
- ❑ The identification of endangered, protected, or significant species that fall under the authority of federal or state agencies.
- ❑ Other areas identified by the public worthy of some level of conservation or protection. Note: All USFS lands potentially fall under these criteria.

EXISTING AREAS AND FEATURES

- ❑ Blue Ridge Demonstration Project
- ❑ Woodland Park/Big Springs Environmental Area
- ❑ Billy Creek
- ❑ Walnut Creek
- ❑ Areas susceptible to groundwater pollution from failing or faulty septic systems or runoff.
- ❑ Other forested areas threatened by poor forest health, fire or loss of habitat

Regulatory Authority and Development Restrictions

The regulation of environmentally sensitive habitat and species is multi-faceted and includes a variety of federal and state agencies, each with specific regulatory authority.

For example: The Arizona Department of Environmental Quality (ADEQ) is the principle agency charged with the enforcement of federal water and air quality standards. The Arizona Department of Game and Fish is responsible for the protection of endangered or threatened species. At the same time the US Forest Service has a major regulatory role in the Plan Study Area due to its responsibility for the protection of sensitive habitat pursuant to the Endangered Species Act (ESA). For example, the reduction of timber harvesting due to the federal court decisions regarding the ESA, as well as recent policies regarding road construction, has altered timber management practices of the USFS.

Potentially any new development within the Plan Study Area could trigger the ESA on either public or private land. Taken to a extreme interpretation, the development potential of private property could be severely curtailed unless the state and local governments are capable of collaborating on pro-active management strategies with the USFS and other federal agencies. The means of implementing this approach is the local adoption of habitat conservation plans (HCPs), which establish specific guidelines for the mitigation of habitat destruction and replacement. HCPs provide a level of certainty and assurance for future development.

At this time there are no specific local Town or County regulations that advance environmental protection of species or habitat, although the Town and County development review processes incorporate certain standards that may be used to protect environmentally sensitive areas. These include the following:

- Floodplain standards that restrict development along tributaries to assist in protecting critical riparian habitat.
- Zoning setback, density, and use regulations.
- Subdivision standards regulating drainage systems and other improvements that potentially may impact the natural environment.
- Buffers and open space area restrictions for certain Planned or Special Development projects.

4.5.4 ENVIRONMENTAL PLANNING GOALS, OBJECTIVES, EVALUATION MEASURES, POLICIES, AND PROGRAMS

GOAL: DEVELOP A SUSTAINABLE GENERAL PLAN, WHICH RECOGNIZES AND MITIGATES DEVELOPMENT IMPACTS ON AIR QUALITY, WATER QUALITY, AND NATURAL RESOURCES.

OBJECTIVE 1

Preserve the integrity of Billy Creek, Walnut Creek, and other identified key riparian areas as linear open space.

EVALUATION MEASURE: Number of development permit requests within riparian areas requiring environmental assessment.

POLICY: Set back development from critical areas as far as practical.

POLICY: Work with USFS to ensure public access for trails in a manner consistent with environmental concerns and in conjunction with the White Mountain Trails System.

PROGRAM: AMEND ZONING ORDINANCE TO INCLUDE AN ENVIRONMENTAL OVERLAY ZONING DISTRICT

OBJECTIVE 2

Identify, manage, and protect all ecological communities and wildlife, especially critical habitats and endangered, threatened, and species of special concern identified in official federal, state, or international treaty lists through the protection of critical wildlife habitat areas and corridors.

EVALUATION MEASURE: Number of developments requiring environmental assessment.

POLICY: Within critical areas, require development applicants to consult with the appropriate agencies and to use recognized sampling techniques to identify endangered, threatened, and species of special concern.

PROGRAM: AMEND TOWN AND COUNTY DEVELOPMENT STANDARDS TO ACCOMMODATE THE FOLLOWING:

- (1) The clustering of residential developments, or the implementation of other measures to minimize adverse environmental impacts, shall be required if areas of significant native habitats are involved.
- (2) Consider development fees for future public acquisition of critical habitat areas.
- (3) Accommodation for conservation easements.

- (4) Require dedication of key linkages as part of the Planned Development process.
- (5) Other measures mandated by state and/or federal regulation.

OBJECTIVE 3

To maximum extent possible, maintain the ponderosa pine forest as one of the defining natural features of the Plan Study Area.

EVALUATION MEASURE: 10% increase in the amount of forest preserved per 10 acres of development.

POLICY: Encourage development to preserve as much of the natural environmental as possible.

POLICY: Encourage re-vegetation with indigenous plants

POLICY: Encourage road design that is compatible with the topography and landscape that minimizes grading.

POLICY: Encourage road design that maximizes environmental and aesthetic considerations consistent with safety needs.

PROGRAM: Amend tree protection standards.

OBJECTIVE 4

To protect and conserve surface and groundwater resources

EVALUATION MEASURE: Increase in identified surface and groundwater resources under specific protection plan.

POLICY: Promote land use development activities in important groundwater recharge areas that are consistent with the water quality objectives of State and Federal Agencies.

PROGRAM: The Town and County development review process shall incorporate water protection strategies and plans of DEQ, DWR, and other governmental entities.

OBJECTIVE 5

To preserve the natural aesthetic quality in developed areas through the planting, maintenance, and preservation of native plantings and other appropriate ornamental plantings and buffer strips in street rights-of-way and in other public and private open spaces. To manage the urban plantings efficiently, maximizing the use of limited resources to include fire safety.

EVALUATION MEASURE: The amount of linear frontage property and other areas with native vegetation visible from rights-of-way.

POLICY: Promote the conservation of native vegetation removed during land clearing and utilize this resource for transplanting and re-vegetation.

POLICY: The appearance of selected arterial roads shall be improved with the planting of low-maintenance, native or other appropriate ornamental plants and trees.

POLICY: The Town/County shall incorporate native vegetation into the landscaping of all government-owned property and replace with native or other appropriate ornamental species.

POLICY: During the development review process, encourage the private sector to preserve natural vegetation, to relocate native vegetation that cannot be preserved, and remove invasive and nuisance plants.

PROGRAM: Pursue an interdepartmental/interagency approach to the development of management plans and/or guidelines for native areas with parks in order to protect, maintain, and restore, when necessary, native habitats.

PROGRAM: Amend landscaping regulations to require increased vegetation for screening and shading of parking areas.

PROGRAM: Increase the environmental awareness of all residents in the Study Area through the production of educational materials for developers, homeowners, and other interested citizens concerning proper maintenance, management, restoration, and development in natural areas (for example, pamphlets about habitat creation, endangered species, management of development ponds, etc.).

4.5.5 ENVIRONMENTAL PLANNING IMPLEMENTATION PROGRAM

In order to minimize the conflict between development and the ecosystem effective strategies must be undertaken that address the urban-wildland interface.

PRINCIPLES FOR EVALUATING DEVELOPMENT PROPOSALS IN NATIVE HABITATS

The following guidelines pertain to the native habitats found in the Study Area and will be applied by the Town and County staffs to assist in the evaluation of land development proposals. Unless stated otherwise, any findings of fact required by these Guidelines shall be made by Town and/or County staff.

SPECIFIC HABITAT: PONDEROSA PINE FOREST

ENVIRONMENTAL VALUES AND FUNCTIONS:

- Ponderosa Pines are the predominant native habitat in the Study Area and are the major habitat for many species of wildlife. Like many other native habitats, Ponderosa Pine vegetation and soils remove pollutants from water and air.

MANAGEMENT GUIDELINES

- Special emphasis should be placed on meeting open space requirements by conserving areas of Ponderosa Pines.
- Canopy and understory vegetation shall be maintained in conservation areas and in wetland buffer preservation areas. A resource management plan for these conservation and preservation areas, based on best available technology, shall be submitted for review and approval by the Town/County prior to or concurrent with the preliminary plan or site and development plan review process.
- Recognize fire as an important management tool in the maintenance of this habitat.

SPECIFIC HABITAT: WETLANDS

ENVIRONMENTAL VALUES AND FUNCTIONS:

- Water filtration – Wetlands can improve water quality by filtering overland flow and assimilating nutrients contained in runoff.
- Natural floodwater storage

- Critical habitat – Wetlands provide essential food and shelter for numerous species of animals, provide breeding and spawning areas for wildlife and fishes, and provide critical habitat for numerous plant and animal species with special protection status.
- Role in the hydrologic cycle – Wetlands contribute to the hydrologic cycle through evaporation and evapotranspiration.
- Recharge – Some wetlands recharge the surficial aquifer
- Erosion control – Wetlands can stabilize land surfaces and control erosion.
- Recreation – Wetlands provide opportunities for recreation in the form of fishing, bird watching, hunting, etc.

MANAGEMENT GUIDELINES

- Wetlands shall be preserved
- Vegetation shall be protected in areas subject to seasonal water level fluctuations.
- The natural flow of water within and through contiguous wetlands shall not be impeded. In areas where roadways must cross contiguous wetlands, structures of appropriate dimensions must be utilized so that natural flow patterns will be maintained.
- Stormwater runoff from impervious surfaces must be pretreated prior to its discharge into natural wetlands. Pretreatment may be in the form of underdrains, grassed swales, lake overflow, or other approved methods.

SECTION 4.6

HOUSING ELEMENT

The Housing Element of the Pinetop-Lakeside/Navajo County Regional Plan is presented in the following sections:

- 4.6.1 Introduction
- 4.6.2 Existing Setting
- 4.6.3 Housing Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.6.4 Housing Implementation Program

The introduction will examine the purpose of the Housing Element and its relationship to other elements of the Regional Plan. The existing setting section will explore trends and issues impacting housing in the Study Area. Prior to an overview of the Housing Implementation Program, the housing goals, objectives, evaluation measures, policies and programs will be highlighted.

4.6.1 INTRODUCTION

The Housing Element is not required for either municipalities or counties under 2,500 or 100,000 residents respectively. Therefore, this is an optional element included in the *Pinetop-Lakeside/Navajo County Regional Plan*. Standards for a mandated housing elements for cities larger than 50,000 include the following:

A housing element consisting of standards and programs for the elimination of substandard dwelling conditions, the improvement of housing quality, variety and affordability and for provision of adequate sites for housing. This element consists of an identification and analysis of existing and forecasted housing needs. This element shall be designed to make equal provision for the housing needs of all segments of the community, regardless of race, color, creed or economic level.

Although optional, housing has been included as an element of the plan because of its importance to the other elements in the plan, as well as its importance to the “quality of life” in the Study Area. Note that the majority of housing data within this section refers to the Town limits and some key developed lands within the County that are immediately adjacent. However, this information is sufficient to make general conclusions and recommendations for the regional plan area.

The Housing Element has a very direct relationship to the Land Use Element in that the number of housing units needed to accommodate projected population growth need to be identified on the Land Use Plan Map. Additionally, densities for these areas need to be determined to establish the total area needed to house projected population growth.

The Housing Element is also related to the Economic Development Element because the ability to attract high quality employment opportunities is dependent upon the availability of housing that meets the expectations and income levels of prospective employees.

Although the Housing Element is at least peripherally related to other elements of the Plan, special mention should be made of its relationship to the Cost of Development Element. Numerous studies have shown that single-family detached housing, particularly at low densities, are not revenue producing entities for a community. Rather, they consume more in services than they generate in revenues. Because of this, there has been increasing pressure throughout the state of Arizona to look for mechanisms to encourage or even force new developments to pay for at least a portion of the financial burdens they impose upon communities. This issue galvanized in the adoption of the requirement that communities adopt a Cost of Development Element in General Plans to determine the financial impacts caused by new developments and how to pay for those impacts. As a result, the Housing Element and the Cost of Development will have a special relationship in this Plan.

4.6.2 EXISTING SETTING

Housing is a complex issue confronting communities throughout the United States. Concerns are often raised about the appropriate locations and need for low income housing, affordable housing, multi-family housing, group homes, manufactured or modular housing, and housing for special needs populations, such as housing for senior citizens. Very often, the difficulties of dealing with these issues are compounded because of confusion about what constitutes low income or affordable housing. Additionally, there are currently many variations of multi-family housing, which are no longer exclusively rental units, but which now include ownership in townhomes, patio homes and condominiums.

Coupled with these issues are changes in demographics and lifestyles, which impact housing choices. People are living longer, personal incomes are rising, and single person households and female-headed households are more prevalent than ever, construction technologies are evolving, and land is being consumed at ever-increasing rates. All of these factors have impacts on the types and prices of housing that will be needed to accommodate a growing and changing population. In the Study Area, the high volume of second homes contributes to a lack of affordable housing, particularly for first time home buyers and local service industry workers.

Table 4.6-1, *Residential Land Consumption Needs Until 2020*, shows three different development scenarios for the Study Area over a 20-year period until the Year 2020 (these figures are derived from Table 4.1-2, *Regional Planning Area Population Projections*). As illustrated, the number of housing units to accommodate the permanent

resident population will range from 989 units to 6,294 units. The land area needed to accommodate these scenarios ranges from 198 acres (Slow Growth, High Density) to 6,294 acres (High Growth, Low Density). As noted in the Land Use Element, Table 4.6-1 only shows the impacts of accommodating permanent residents. Part-time residents are assumed to equal full-time residents in the foreseeable future, which means that the figures in Table 4.6-1 should be doubled to accommodate both permanent and part-time residents who will live in homes in the Study Area.

TABLE 4.6-1
PINETOP-LAKESIDE/NAVAJO COUNTY REGIONAL PLAN STUDY AREA
RESIDENTIAL LAND CONSUMPTION NEEDS UNTIL 2020
PERMANENT RESIDENTS

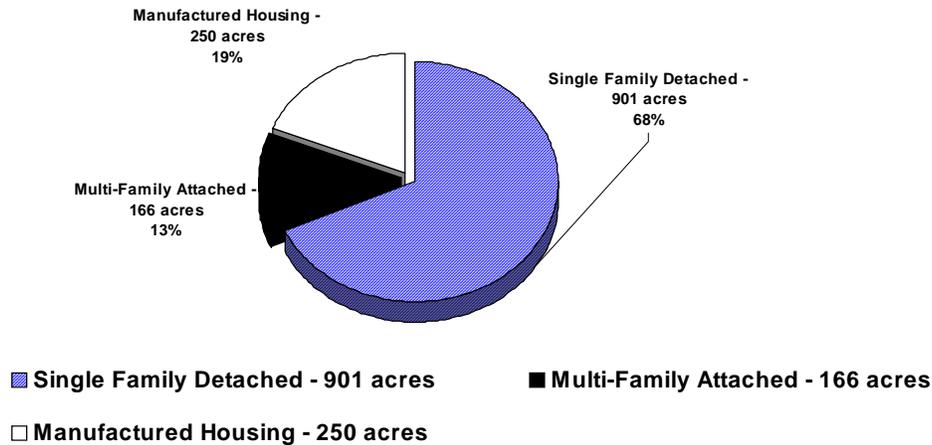
Growth Scenario	New Residents	Persons Per Household	Dwelling Units Needed	Land Area Needed at:		
				1 Unit Per Acre	3 Units Per Acre	5 Unit Per Acre
Slow	2,473	2.5	989	989	330	198
Medium	7,867	2.5	3,075	3,075	1,025	615
High	15,734	2.5	6,294	6,294	2,098	1,259

Source: BRW, Inc., 1999

Exhibit 4.6-1, *Housing Type*, compares housing type according to the 1995 special census for the Town of Pinetop-Lakeside. Single-family conventional site-built construction accounts for 74% of all housing and occupies 901 acres. Although manufactured housing accounts for only 20% of the housing stock and occupies 250 acres, it was the fastest growing housing type since 1990. This trend occurred even though the current zoning standards for the Town restrict manufactured housing to two single family zoning districts. At this time, only 1% of the land within the town is zoned for manufactured housing as opposed to 83% zoned exclusively for traditional site-built housing. However, in the unincorporated portions of the surrounding Study Area, manufactured housing is allowed within any residential zoning district. Multi-family housing land use in the county accounts for 6% of all housing.

**EXHIBIT 4.6-1
HOUSING TYPE**

1995 Housing Acreage Comparison



Source: U.S. Census and Town of Pinetop-Lakeside

Table 4.6-2, *Owner Occupied and Renter Occupied Housing*, compares home occupancy versus renter occupancy between 1990 and 1995. During the same period, the overall housing vacancy rate dropped from 60% to 48%. Seasonal migration adds significantly to housing occupancy during the peak summer season, especially within the subdivisions south of Town.

**TABLE 4.6-2
OWNER OCCUPIED AND RENTER OCCUPIED
PINETOP-LAKESIDE: 1990 AND 1995**

	1990	1990	1995	1995
Type	Owner Occupied	Renter Occupied	Owner Occupied	Renter Occupied
SFR	540	122	756	145
MFR	23	32	36	130
MH	107	60	172	78
Other	4	7	0	0
Total	674	221	964	353
% of Total	75%	25%	73%	27%

According to 1990 census data, the majority of housing within the town is valued between \$60K and \$99K, approximately 48% of the entire housing stock, and the median value of all housing was \$74,700 that year.

ASSESSMENT

- Under the current zoning standards single family detached construction, whether site-built or manufactured, is likely to define the character of the area.
- Under the current trends the problem of housing affordability will likely increase due to inflated real estate, construction, and infrastructure costs.

4.6.3 HOUSING GOALS, OBJECTIVES, EVALUATIONS MEASURES, POLICIES AND PROGRAMS

HOUSING GOAL

To provide a diverse mixture of housing opportunities that meets the goals and objectives of the General Plan and that are sensitive to the environment.

OBJECTIVE 1

Ensure that residential areas are appropriately sited and protected from incompatible land uses.

POLICY: The Land Use Plan Map should provide transition land uses between Low and Medium Density Residential areas and non-residential land uses.

POLICY: Appropriate transition zones, buffers, and/or screening should be provided between dissimilar land-uses and development intensities.

PROGRAM: Revise the buffer standards in the Town and County's Zoning Ordinances and Subdivision Codes.

OBJECTIVE 2

Encourage development of an adequate supply of housing affordable to residents at 100 percent of the area median income.

EVALUATION MEASURE: Number of affordable housing units as a percentage of the total housing stock.

POLICY: Provide incentives in the Town and County's Zoning Ordinance and Subdivision Ordinance to encourage developers to provide affordable housing.

PROGRAM: Modify Town development policies to permit a range of options for affordable housing within all residential districts.

PROGRAM: Modify Planned Development guidelines to provide incentives to encourage developers to provide affordable housing within their Planned Developments.

OBJECTIVE 3

Encourage construction of new units that are compatible with or an improvement to,

adjacent residential.

POLICY: Encourage the development of infill housing.

PROGRAM: Provide rehabilitation funding for existing units adjacent to infill development.

OBJECTIVE 4

Encourage development of Senior Citizen Housing.

EVALUATION MEASURE: Number (percentage) of senior housing units vis-à-vis the total housing stock.

EVALUATION MEASURE: Annual number of new senior housing units.

POLICY: Promote the location of senior housing proximate to commercial areas to facilitate easy access and access without automobiles.

POLICY: Promote the location of senior housing adjacent to mass transit corridors and appropriate public facilities.

OBJECTIVE 5

To have an adequate mix of housing types at various densities for persons of all income levels and ages.

EVALUATION MEASURE: Percentage of the housing stock that meets low and moderate income purchasing requirements.

POLICY: Encourage the development of energy-efficient, affordable housing.

POLICY: The Town and County should review the requirements of its zoning and subdivision ordinances to permit all types of affordable housing in a manner consistent with community desires, land-use capacity, and legal requirements.

POLICY: The Town should establish areas of manufactured housing in appropriate areas designated in the zoning ordinance.

OBJECTIVE 6

To provide adequate housing sites suitable for residential development for all types of housing units that are properly located taking into consideration environmental constraints, community facilities, and public services.

POLICY: To encourage residential developments to occur either through the subdivision or planned development process rather than as isolated elements of the lot split process.

4.6.4 HOUSING IMPLEMENTATION PROGRAM

The Implementation Action Plan for the Housing Plan Element of the *Pinetop-Lakeside/Navajo County Regional Plan* is presented in Table 4.6-3, *Housing Implementation Action Program*.

The Table is presented under the following five headings:

ACTION	Lists the action necessary to implement the Housing Plan Element of the General Plan
PURPOSE	Identifies the intent of accomplishing that particular action
TIME-FRAME	Establishes the target 5-year priority within the 20-year planning horizon.
INITIATION	Assigns the elected or appointed public body, agency, group, individuals or volunteers principally responsible to initiate the implementation action.
RESOURCES	Lists the potential funding, Town and County staff, volunteer or other community resources necessary to carry out the implementation action.

The Town and County Planning Commissions should review and provide recommendations to the Town Council and Board of Supervisors for revising the Housing Implementation Action Plan on an annual basis in order to continue to pursue implementation of the *Pinetop-Lakeside/Navajo County Regional Plan* in an expeditious manner. The Planning Commissions should monitor the status of each implementation action throughout the year and provide a general recommended framework to the Town Council and Board of Supervisors for annually updating the General Plan's Housing Implementation Guide.

**TABLE 4.6-3
HOUSING IMPLEMENTATION ACTION PROGRAM**

Program	Lead Agency	Timeframe (Years)	Budget/ Resources
Town will enforce specific design standards to regulate manufactured housing within the R-3 and other areas zoned for manufactured housing ¹	Town Planning and Zoning Department	1	Town Planning and Zoning Department
Revise the Buffer Standards in the Zoning & Subdivision Ordinances	Planning Commissions	3	Town & County Staff
Provide Specific Districts for the Location of Manufactured Housing	Planning Commissions Town & County Staffs	1	Town & County Staff
Provide Rehabilitation Funding for Existing Units	Council and Supervisors Town & County Staffs	3	Town & County Staff CDBG, etc.
Add Development Standards for Multi-Family Development in the Zoning Ordinances	Planning Commissions Town & County Staffs	4	Town & County Staff
Provide Incentives to Encourage Affordable Housing through PAD process	Planning Commissions Town & County Staffs	4	Town & County Staff
Provide Incentives to Encourage Provision of Senior Citizen Housing	Planning Commissions Town & County Staffs	5	Town & County Staff
Encourage Provision of "Grandma/Mother-in-Law" Flats ²	Planning Commissions Town & County Staffs	3	Town & County Staff
Provide Design Standards for Multi-Family Housing	Planning Commissions Town & County Staffs	2	Town & County Staff
Enhance Code Enforcement in Selected Areas	Town/County Administration	1	Town & County Staff
Direct MFR to Future Growth Areas or to PAD	Town/County Administration	1	Town & County Staff

1 In March 2000, the Town amended the (R-3) residential zoning district to permit Class A manufactured housing. The County (R-3) district already permits manufactured housing.

2 "Grandma/Mother-in-Law" Flat is a small apartment attached to a single-family apartment.

SECTION 4.7

OPEN SPACE/RECREATION ELEMENT

The Open Space/Recreation Element of the *Pinetop-Lakeside/Navajo County Regional Plan* is presented in the following sections:

- 4.7.1 Introduction
- 4.7.2 Importance of Open Space
- 4.7.3 Definition of Open Space
- 4.7.4 Inventory of Important Open Space/Recreational Areas
- 4.7.5 Park and Recreation Standards
- 4.7.6 Open Space/Recreation Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.7.7 Open Space/Recreation Implementation Program

The introduction will examine the purpose and the legislative intent of the Open Space/Recreation Element, with a focus on the changes instituted by the Growing Smarter legislation. The importance of Open Space will be examined, as will the definition of Open Space. The existing setting will explore the implications that the existing land use pattern and future population growth will have on the development of the community and the preparation of the Open Space/Recreation Plan and will provide an inventory of open space and recreational amenities available within the Study Area. Next, standards for different types of recreational activities will be presented and compared with the existing inventory. This will provide an overview of whether the activity enjoys a surplus or has a deficit. Prior to an overview of the Open Space/Recreation Implementation Program, the Open Space/Recreation goals, objectives, evaluation measures, policies and programs will be highlighted.

4.7.1 INTRODUCTION

An Open Space Element is one of the four new mandated elements of the Growing Smarter legislation for communities larger than 2,500 inhabitants. An Open Space Element is only required for counties with populations larger than 200,000 persons. As a result, the Open Space Element is required for the Town of Pinetop-Lakeside and is optional for Navajo County. For municipalities in Arizona, ARS §9-461.05 stipulates that an Open Space Element should include:

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

A Recreation Element is not required under state statutes for either the Town of Pinetop-Lakeside or Navajo County. Only communities larger than 50,000 people are required to provide a Recreation Element, which should show “a comprehensive system of areas and public sites for recreation.” However, since recreation is mentioned as a component of the Open Space Element, the *Pinetop-Lakeside/Navajo County Regional Plan* has integrated the optional Recreation Element into the required Open Space Element to produce the Open Space/Recreation Element.

4.7.2 IMPORTANCE OF OPEN SPACE

In general, open space is important because it enhances the quality of life, has important economic implications, helps promote tourism, and provides recreational opportunities for residents and visitors. There are also ethical and moral considerations related to protecting wildlife and its habitat and preserving non-renewable resources for future generations. Finally, open space also has an intrinsic value that cannot be quantified, but is every bit as important as any of the more quantifiable components described above. A brief overview of each of these elements is provided below.

QUALITY OF LIFE

Most people realize that the presence and protection of natural areas and wildlife improves the quality of their lives. For example, it is well known that natural open spaces, as opposed to buildings and other impervious areas, help reduce the “heat island” impact of urban areas and also reduces smog and air pollution. From another perspective, view lots and lots fronting on natural green-space, such as meadows, streams, usually have an economic value higher than lots without these environmental amenities. This is a monetary reflection of the fact that people place a high intrinsic value on open space and the natural environment. Additionally, the Ponderosa Pine forest provides a strong visual identity and contributes to a “sense of place or community” which inspires strong feelings in many people living in the Study

Area. Also, for those people who enjoy wildlife and an alpine lifestyle, the presence of bears, elk and raccoons, to name just a few, add an immeasurable amount to their quality of life.

RECREATIONAL VALUE

The protection and preservation of natural areas, such as mountain ridges, creeks, and other riparian areas, contributes substantially to the recreational opportunities available to residents of the Study Area. Bird-watching, photography, archaeology, jogging, hiking, biking, horseback riding, fishing, and hunting, are only a few of the many recreational activities that depend on the availability of natural open space. The Ponderosa Pine forest and the rugged terrain traversing much of the Study Area provide abundant opportunities for all types of recreational activities.

ECONOMIC IMPORTANCE

As noted above, open space has site-specific economic implications in that lots with natural amenities usually will command a higher price than those without such amenities. Subdivisions which are well planned with ample open space and recreational amenities are able to command premium prices relative to haphazard developments with little or no emphasis on preserving open space. Additionally, the economic importance of hiking, hunting and fishing is significant in Arizona and make a significant contribution to the local economy.

Open space also has a natural system value when it provides direct benefits to human society through such processes as ground water storage, climate moderation, flood control, storm damage prevention, and air and water pollution abatement.

Open space preservation also has a specific economic development importance. Many visitors, companies, and new residents move to Arizona because of the beauty and uniqueness of the natural environment.

ETHICAL AND MORAL CONSIDERATIONS

Although it is sometimes difficult to imagine, at one time, millions of bison roamed the Great Plains of the United States. Loss of habitat and senseless exploitation nearly resulted in the extermination of this magnificent animal. History is replete with examples of man-caused extinctions or near extinctions of many species of animals. Edward LaRoe, of the National Biological Service has noted that:

Extinction is natural; it naturally occurs as newer forms of life evolve. But under the forces of population growth, technology and special interests, humans have driven the rate of extinction today to about 100 times the natural rate. Even worse, the rate of extinction is still increasing and will be 100 to 1,000 times faster yet in the next 55 years.

The vibrant Ponderosa Pine forest is home to many magnificent creatures, such as coyotes, bears, mountain lions, bobcats, raccoons, skunks and numerous birds. However, their numbers are threatened with an increase in development and a loss of habitat. Many people are concerned about the implications of increasing development on wildlife, as well as the implications that the vanishing forest will have on the quality of life for future generations of Arizonans’.

EDUCATIONAL IMPORTANCE

By preserving riparian areas and significant amounts of open space, the conservation of these natural areas will contribute to a better understanding of the interrelationships between urban development and natural areas. It will also enable students to study the ecology of the Ponderosa Pine forest, as well as wildlife and its habitats. The conservation of important historic sites in the Study Area will promote and encourage further study into the lifestyles of the original inhabitants of this area and will promote the study of archaeology and its related disciplines.

INTRINSIC VALUE

Although not easy, and perhaps impossible, to quantify, open space preservation also has intrinsic social, cultural, and spiritual values that differ with every person. Open space provides some people with a sense of freedom and others with a sense of solitude and inspiration. The qualitative value of open space was expressed by Frank Lloyd Wright. Wright, whose love of the natural environment is well established, noted that, “Nature is my manifestation of God. I go to nature every day for inspiration in the day’s work. I follow in building the principles which nature has used in its domain.”

4.7.3 DEFINITION OF OPEN SPACE

During several community workshops, questions were asked about the definition of open space. The answer can be as simple as defining open space as any undeveloped land. Further refinements can add the notion that it is any undeveloped land that is suitable for conservation or passive recreational uses.

The California State Government Code is instructive because it also provides four categories or purposes served by open space. The California Code defines open space as “any parcel or area of land or water which is essentially unimproved and devoted to an open-space use and which is designated on a local, regional or state open-space plan as any of the following:

- ❑ **OPEN SPACE FOR THE PRESERVATION OF NATURAL RESOURCES** including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.
- ❑ **OPEN SPACE USED FOR THE MANAGED PRODUCTION OF RESOURCES**, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- ❑ **OPEN SPACE FOR OUTDOOR RECREATION**, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails and scenic highway corridors.
- ❑ **OPEN SPACE FOR PUBLIC HEALTH AND SAFETY**, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, floodplains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs, and areas required for the protection and enhancement of air quality.

4.7.4 INVENTORY OF IMPORTANT OPEN SPACE/RECREATIONAL AREAS

Surrounded by the Apache-Sitgreaves National Forest, the Town of Pinetop-Lakeside and the surrounding unincorporated areas in Navajo County has an abundance of open space. The U.S. Forest Service owns several important pieces of land within the Town limits, which provide critical areas for regional recreation. The most important of these areas are described below.

JACQUES MARSH

Jacques Marsh is a man-made wetland located on U.S. Forest Service land that is a component of the wastewater management system of the Pinetop-Lakeside Sanitary District. It is the result of a cooperative effort between the U.S. Forest Service, the Arizona Game and Fish Department, and the Pinetop-Lakeside Sanitary District. The marsh was constructed in an area with no historical ponds, lakes or wetlands. However, once established, the marsh closely resembles a natural wetland in terms of plants and wildlife present at the site.

In response to surface and groundwater contamination in the community, the Pinetop-Lakeside Sanitary District was formed in 1973 to clean up these waters. With the assistance of an EPA construction grant, the wastewater collection system, a two million-gallon per day (GPD) secondary treatment plant, and Jacques Marsh were completed in 1980. The 127 acres of marsh and ponds currently receive about one million gallons of treated wastewater per day. The perimeter of the areas is fenced to keep out domestic livestock. A series of "V" shaped nesting islands are included in each of the seven ponds and provide nesting sites, which are safe from predators, such as skunks and coyotes.

Jacques Marsh has quickly become an important wildlife habitat and the site hosts bald eagles, peregrine falcons, and numerous species of ducks. Elk are attracted to the marsh in the fall and winter. A significant side benefit of the Marsh has been the opportunity for interaction with local schools. The Marsh serves as an outdoor classroom where many environmental principles are taught, including recycling and water cleanup.

BILLY CREEK DRAINAGE

Another environmentally sensitive area is the Billy Creek drainage, which includes USFS land, Blue Ridge District property, and private lands. The Billy Creek drainage conveys water not diverted across Highway 260 into Walnut Creek, via underground culverts controlled by the Show Low irrigation district. Consequently, animal and plant species along the drainage area are impacted by the reduction in natural runoff. Much of Billy Creek is defined as a 100-year floodplain under FEMA. Septic systems discharging into the drainage from adjacent residential properties were a major source of pollution until sanitary sewer was extended into the area. Although there are private holdings blocking access to many areas along the western side of drainage, there is USFS land to the east. The potential exists for a public access trail or park along the drainage, however, an attempt in the past to utilize state grant funds for a park was dropped due to the opposition of some property owners.

BIG SPRINGS ENVIRONMENTAL STUDY AREA

Big Springs Environmental Study Area is a 40 acre natural area located in the Town of Pinetop-Lakeside. It has been developed as an outdoor learning area for use by local schools, the community and visitors to the White Mountains. The Arizona Game and Fish Department, the Blue Ridge School District, the Town of Pinetop-Lakeside, and the U.S. Forest Service have cooperated to make Big Springs a quality outdoor learning area.

Big Springs was developed to promote an aggressive environmental education program for the White Mountains. It stresses outdoor learning activities, which increase appreciation and awareness of the rich natural history of the White Mountains. The Study Area contains a ½ mile improved loop trail with numerous interpretative trail signs. Two streams and a spring-fed pond are found at Big Springs. Numerous species of wildlife can be observed at Big Springs, including skunks, squirrels, muskrats, beavers and raccoons.

WOODLAND LAKE PARK AND WOODLAND LAKE PARK FOREST AREA

Woodland Lake Park and Woodland Lake Park Forest Area is a 580 acre area in the Town of Pinetop-Lakeside. The park is owned by the U.S. Forest Service and maintained and operated by the Town under a use permit. The park consists of several areas. About 73 acres have been improved by the Town and contains Woodland Lake. Surrounding the lake are picnic ramadas, a children’s playground, and a loop trail. The developed portion of the park also has baseball and soccer fields. With the exception of the school district’s athletic facilities and those owned by the LDS Church on Hansen Lane, Woodland Lake Park is the only developed recreational area serving the community. As such, it is a very important facility for the Town.

The northern part of the park accommodates more passive recreational uses and is used for hiking, bird watching, and other similar types of activities. It connects directly to the Big Springs Environmental Study Area.

A major issue confronting the community is the continued availability of this open space/recreational area. Under its land evaluation procedures, the Forest Service has identified Woodland Park as land not meeting USFS standards for inclusion in the National Forest System. Current policy dictates that USFS owned land not meeting the criteria for NFS inclusion be sold at market value based on “highest and best” use. In the Town of Pinetop-Lakeside “highest and best” use is defined as commercial and/or residential development. The appraised value of Woodland Park under this criteria is beyond the town’s financial capacity. To prevent the immediate disposal of the park, the Town, through Arizona’s congressional delegation has obtained temporary veto power over any sale of the land to a private developer. Over the long term, the Town would like to negotiate a transfer of the property based on its current-use value, with an option to acquire portions as funding becomes available.

CIVIC CENTER PARK

Located at 1360 N. Niels Hansen Lane, this park has one practice softball field. The park is also home to the community gym and has two indoor classrooms.

FESTIVAL PARK

This site is used to conduct some of the major festivals the Chamber of Commerce sponsors each year, such as the Blue Grass Festival, the Fall Festival, and the Native American Festival. The Town owns 50 acres of land at this site that is available for future community and parkland development. The Town recently received a grant from the Heritage Fund to construct some multi-use fields at the site.

4.7.5 PARK AND RECREATION STANDARDS

In 1998, the Town of Pinetop-Lakeside adopted the *Outdoor Recreation Masterplan*. As a component of the plan, a series of community goals were established for various types of recreational activities. These goals are listed in Table 4.7-1, *Pinetop-Lakeside Recreation Inventory and Evaluation*. The goal establishes the desired level of service for each activity, based upon recommended guidelines developed by the National Recreation and Park Association. For instance, for picnicking, a community goal of 1 table for every 500 residents was established. Based on a peak season high of 25,000 people, the standard suggests that the community needs 50 picnic tables to comply with the goal. The next column lists the actual inventory of the activity items, which for picnic tables, was 30 tables. The final column indicates whether the community is meeting the activity goal. The result will either be a surplus, a deficiency or an equilibrium. Surplus facilities depicted in Table 4.7-1 are shown in bold print. As might be anticipated, the community has a surplus in hiking and cross-country skiing trails, walking paths, and has an abundance of horseback riding trails. Shortages exist for a number of more active recreational uses, such as baseball diamonds, soccer fields, volleyball courts and tennis courts.

**TABLE 4.7-1
PINETOP-LAKESIDE RECREATION INVENTORY AND EVALUATION**

Activity	Goal (per population)*	Standard	Inventory	Deficiency or Surplus
Picnicking	1 Table/500 1 Shelter/3,500	50 Tables 7 Shelter	30 Tables 5 Shelters	20 Tables 2 Shelters
Multi-Use Area	30 Acres/25,000	30 Acres	200 Acres	170 Acres
Walking Paths	1 Mile/3,000	8.5 Miles	12 Miles	3.5 Miles
Amphitheatres	1 Theater/25,000	1Theater	0	1 Theater
Fishing	1 Lake/25,000	1 Lake	1 Lake	0
Swimming	1 Pool/5,000	1 Pool	1 Pool	0
Playground	1 Playground/2,000	12 Playgrounds	6 Playgrounds	6 Playgrounds
Bicycling	1 Mile/2,000	12 Miles	0	12 Miles
Boating	1 Ramp/150 Acres of Water	1 Ramp	1 Ramp	0
Horseback Riding	1 Mile/6,250	4 Miles	92 Miles	88 Miles
Softball/Baseball	1 Diamond/2,500	10 Diamonds	7 Diamonds	3 Diamonds
Soccer	1 Field/4,000	6 Fields	3 Fields	3 Fields
Basketball	1 Court/1,000	6 Courts**	4 Courts	2 Courts
Volleyball	1 Court/5,000	5 Courts	1 Court	4 Courts
Tennis	1 Court/5,000	5 Courts	2 Courts	3 Courts
Jogging/Running	1 Mile/7,5000	2 Miles	12 Miles	10 Miles
Skateboarding	1 Facility/25,000	1 Facility	0	1 Facility
Hiking	1 Mile/3,000	8 Miles	200 Miles	192 Miles
Cross Country Ski	1 Mile/3,000	8 Miles	200 Miles	192 Miles
Ice Skating	1 Facility/25,000	1 Facility	0	1 Facility
Urban Trail System	1 Mile/2,000	12.5 Miles	0	12.5 Miles

Source: Outdoor Recreation Masterplan, 1998

*Based on High Season Population of 25,000

**Based on Low Season Population of 6,000

4.7.6 OPEN SPACE GOALS, OBJECTIVES, EVALUATION MEASURES, POLICIES AND PROGRAMS

GOAL

To provide a series of open space areas throughout the community to enhance the quality of life, protect the environment, and provide a mixture of active and passive recreational opportunities.

OBJECTIVE 1

Make open space a critical part of residential development.

EVALUATION MEASURE: Number of acres set aside as open space or ratio of open space to developed areas.

POLICY: Require all residential subdivisions to set aside open space.

POLICY: Encourage cluster development via Planned Development in order to preserve open space.

PROGRAM: Amend Town and County Subdivision Ordinances (within the regional planning area) to require a specific percentage of land for open space.

OBJECTIVE 2

Integrate key open space areas in the community through a network of linear pedestrian/bicycle paths.

EVALUATION MEASURE: Miles of trails/bicycle paths established to open space areas.

POLICY: Establish incentives or require subdivision development to provide bicycle and pedestrian trails and to connect to existing networks outside of the development.

POLICY: Encourage open space as a buffer between incompatible land uses.

PROGRAM: Require medium to high-density residential developments to provide open space and recreational areas.

OBJECTIVE 3

To create a sense of visual open space along Highway 260

POLICY: Encourage development of site plans that promote open space and the preservation of trees on SR 260.

PROGRAM: Establish local land trust for the acquisition of small parcels of land along SR260, and within the regional planning area, for the purpose of conservation, open space, and parks.

PROGRAM: Amend the Town and County Zoning Ordinances to require landscaped parking, side lot or rear lot parking, open space preservation and tree protection within the regional planning area.

OBJECTIVE 4

Preserve and expand existing open space and recreation areas.

EVALUATION MEASURE: Total acres of existing open space.

EVALUATION MEASURE: Additional recreation facilities added to the community's inventory and/or facilities renovated.

POLICY: In conjunction with the state delegation, continue discussions with the U.S. Forest Service in order to establish a plan for the acquisition of Woodland Lake Park and Big Springs Environmental Study Area.

POLICY: Encourage the U.S. Forest Service to incorporate open space preservation as a component of their land exchange program.

POLICY: Work with the state to obtain funding for recreational and open space programs.

POLICY: Work with the State to obtain funding to renovate facilities at Woodland Lake Park.

PROGRAM: Establish an Overlay Zoning District to protect Billy Creek, Walnut Creek, and Scott's Creek from development encroachment.

PROGRAM: Establish a Town-County commission to study and examine options for acquiring additional parkland throughout the regional planning area.

PROGRAM: Utilize Heritage Fund grant and Town revenues to develop recreation facilities at the Festival Site.

4.7.7 OPEN SPACE/RECREATION ELEMENT IMPLEMENTATION PLAN

A key component of the *Pinetop-Lakeside/Navajo County Regional Plan* is the Implementation Plan, which is illustrated in Table 4.7-2, *Implementation Plan: Open Space Element*, for each element of the Plan. The Open Space/Recreation Element Implementation Program includes:

- ❑ **IMPLEMENTATION MEASURE:** Provides a description of the action, program, or strategy.
- ❑ **PURPOSE:** Identifies the intent of accomplishing each implementation measure.
- ❑ **POLICY REFERENCE:** Identifies the particular policy that the implementation measure addresses.
- ❑ **TIME FRAME:** Establishes the target years, in short-, mid- and long-term increments, for implementation in the first twenty years of the planning horizon.
- ❑ **KEY PARTICIPANTS:** Identifies the appropriate public or private body, agency, group or individual responsible for the implementation measure.

**TABLE 4.7-2
IMPLEMENTATION PLAN: OPEN SPACE ELEMENT**

Implementation Measure	Lead Agency	Support Agency	Timeframe Years			Budget/Resources	Purpose
			1-5	6-10	11-20		
1. Amend Town and County Subdivision Ordinances to require open space in the regional planning area.	Town and County Planning Commissions	Town Council and Board of Supervisors	◆			Town and County Staff	Aesthetics; Provision of Open Space; Quality of Life
2. Require medium to high density residential developments to provide open space and recreational areas.	Town and County Planning Commissions	Town Council and Board of Supervisors	◆			Town and County Staff	Aesthetics; Provision of Open Space; Quality of Life
3. Purchase small parcels of land along SR260 for the purpose of conservation, open space, and parks.	Town Council and Board of Supervisors	Town and County Planning Commissions		◆		Town and County Staff, ADOT Enhancement Funds	Aesthetics; Provision of Open Space; Quality of Life
4. Amend the Town and County Zoning Ordinances to require landscaped parking, side lot or rear lot parking, open space preservation and tree protection.	Town and County Planning Commissions	Town Council and Board of Supervisors	◆			Town and County Staff	Aesthetics; Provision of Open Space; Quality of Life
5. Establish an Overlay Zoning District to protect Billy Creek and Walnut Creek from development encroachment	Town and County Planning Commissions	Town Council and Board of Supervisors	◆			Town and County Staff	Aesthetics; Provision of Open Space; Quality of Life
6. Commission a study to examine options for acquiring additional parkland.	Parks and Recreation Dept.	Town Council and Board of Supervisors	◆			Town and County Staff	Recreation; Quality of Life
7. Utilize Heritage Fund grant and Town revenues to develop recreation facilities at the Festival Site.	Parks and Recreation Dept.	Town Council and Board of Supervisors	◆			Heritage Fund; Town budget and Staff	Recreation; Quality of Life; Youth Activities

SECTION 4.8

COST OF DEVELOPMENT ELEMENT

The Cost of Development Element of the *Pinetop-Lakeside/Navajo County Regional Plan* is presented in the following sections:

- 4.8.1 Introduction
- 4.8.2 Existing Setting
- 4.8.3 Mechanisms Available to Finance Public Service Expansions
- 4.8.4 Legal Issues Involving the Financing of Public Services
- 4.8.5 Cost of Development Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.8.6 Cost of Development Implementation Program

The introduction will examine the purpose of the Cost of Development Element. The existing setting will explore the implications that the proposed land use pattern, future population growth and the elements of the Regional Plan will have on Cost of Development Element. Prior to an overview of the Cost of Development Implementation Program, the cost of development goals, objectives, evaluation measures, policies and programs will be highlighted. Hence, the adoption of the recommendations within this element are mandated for Navajo County.

4.8.1 INTRODUCTION

The Cost of Development Element is one of four new elements required for municipalities larger than 2,500 and counties larger than 200,000 under the new Growing Smarter legislation adopted in 1998 and maintained in the Growing Smarter Plus legislation adopted in 2000. As a result of these thresholds, the Town will be required to prepare a Cost of Development Element after the completion of the 2000 census, while the County will not be required to prepare this element.

In some ways, given the controversy surrounding new development throughout the state and its impact on the provision municipal services and local taxes, the Cost of Development Element may well be the most important element in the Regional Plan. Although this element should not be interpreted as the sole policy guide for the adoption of impact fees or other revenue mechanisms by either the Town or County, it is meant to provide the preliminary basis for a future detailed study of existing and potential revenue sources and public costs. Further studies should carefully consider the legal limitations of establishing new revenue mechanisms as well as the practical policy implications.

Certainly, the Cost of Development Element can lay the foundation for a thorough evaluation of existing development fees to determine if it is necessary to raise or implement new fees to finance municipal and county services. The Arizona Revised Statutes establishes what services municipalities and counties may provide. Currently,

municipal governments are free to provide a wide range of essential and secondary urban services while counties are much more restricted. (Note: A complete review of services provided by the Town and County is provided in Section 4.)

The Cost of Development Element should be used in conjunction with the other elements of the Regional Plan to guide the physical development of the Town and Study Area through the Year 2020 and to ensure that new development pays its fair share of infrastructure development and public service provision. According to the “Growing Smarter Plus” legislation, the Cost of Development Element must identify policies and strategies that the municipality will use to require development to pay its “fair share” compensation toward the cost of additional public service needs generated by new development. The current Arizona Revised Statutes do not define “fair share” and instead allow local governments to determine the criteria for “fair share” contributions by developers. Specifically, the “full-cost” of all infrastructure and services necessary to serve the development or a lesser proportionate or “fair share” amount as determined by the local government. The Cost of Development element shall include:

- A component that identifies various mechanisms allowed by law that can be used to fund and finance additional public services necessary to serve the development, including bonding, special taxing districts, development fees, in lieu fees, facility construction, dedications, and service privatization.
- A component that identifies policies to ensure that any mechanisms that are adopted by the municipality under this element result in a beneficial use to the development, bear a reasonable relationship to the burden imposed on the municipality to provide additional necessary public services to the development and otherwise are imposed according to law.

Because the Cost of Development Element is mandatory for the Town of Pinetop-Lakeside and optional for Navajo County, the predominant focus of this section will be on the Town and its financial situation as it relates to statutory requirements outlined under the new Growing Smarter Plus legislation.

4.8.2 EXISTING SETTING

In preparing the Cost of Development Element, a number of factors need to be evaluated. First, the existing sources of municipal revenues and expenditures need to be identified and examined. Next, the existing and projected types of services provided by the Town of Pinetop-Lakeside has to be considered. After that, the infrastructure and public service demands of prospective developments needs to be evaluated against these variables. The final aspect of the analysis involves estimating the cost of providing the additional services needed to provide the infrastructure and public services to meet the needs of the Town's growth and determining how to finance these costs.

Before proceeding, it should be noted that it is difficult to compare the Pinetop-Lakeside budget to other communities due to the unusual mix of and limited amount of services provided by the Town. Many of the basic community services, such as sanitary sewer and water, are provided by other government agencies or private corporations.

Very little revenue is generated from the few services provided by the town: law enforcement, zoning and code enforcement, street maintenance, and parks and recreation. With the exception of plan review and building permit fees, the town does not charge user fees and must exist on other revenues. The revenue for the town budget is composed of a local 2.5% sales tax, as well as a variety of tax allocated funds. Other miscellaneous revenues are generated through various state grants.

Table 4.8-1, *Revenues: Fiscal Year 1998 – 1999*, shows revenues that constitute the Town of Pinetop-Lakeside's most recent annual budget. Revenues received from the State of Arizona through the Highway Users Revenue Fund (HURF) comprised almost eight percent of the total revenues, while CDBG funds and other grants made up about four percent each. The most important funding source is the General Fund, while totaled almost half of the total revenues received.

Table 4.8-1
Revenues: Fiscal Year 1998 – 1999

Town of Pinetop-Lakeside		
Fund	Amount	Percentage of Total
General Fund	\$3,399,300	48.7
Highway User Revenue Fund (HURF)	\$548,000	7.9
Local Transportation Assistance Fund (LTAF)	\$21,600	.3
Community Development Block Grant (CDBG)	\$276,000	4.0
Grants Fund	\$264,000	3.8
Tourism and Promotion Fund	\$2,471,000	35.4
TOTAL	\$6,979,900	100%

Source: Town of Pinetop-Lakeside, 1999

The General Fund is comprised of many different funding sources, as illustrated in Table 4.8-2, *General Fund Revenues, Fiscal Year 1998-1999*. By far the largest contributor to the fund is the local sales tax, which generates more than 60 percent of the total revenue in the General Fund. Other important revenue sources include the state sales tax and the state income tax, which comprise 17 percent of the General Fund.

Table 4.8-2
General Fund Revenues: Fiscal Year 1998 – 1999

Town of Pinetop-Lakeside		
Source	Amount	Percentage of Total
State Sales Tax	\$248,300	7.3
State Income Tax	\$329,900	9.7
Local Sales Tax	\$1,876,000	55.2
Local Sales Tax – Contingency	\$200,000	5.9
Police Grants	\$87,000	2.6
Remainder	\$658,100	19.3
TOTAL	\$3,399,300	100%

Source: Town of Pinetop-Lakeside, 1999

Table 4.8-3, *Retail Sales: Pinetop-Lakeside and Show Low, 1992-1996*, provide an overview of the recent growth rate of the sales tax for both the Town of Pinetop-Lakeside and the City of Show Low. One clear trend is that revenues generated by sales taxes in both communities have been increasing. However, the rate of growth

has been sporadic. For instance, the rate of growth increased dramatically in Pinetop-Lakeside between 1994 and 1995, jumping almost five million dollars. The next year, the rate of growth was less than half of that, resulting in a base increase of over two million dollars.

Table 4.8-3

Retail Sales: Pinetop-Lakeside and Show Low 1992 – 1996					
Year	Pinetop-Lakeside	Rate of Growth	Show Low	Rate of Growth	Combined Retail Sales
1992	\$27,382,400		\$94,426,000		\$121,808,400
1993	\$28,510,280	4.1%	\$102,485,150	8.5%	\$130,995,430
1994	\$29,814,560	4.6%	\$115,704,650	12.9%	\$145,519,210
1995	\$34,190,960	14.7%	\$133,272,450	15.2%	\$167,463,410
1996	\$36,393,440	6.4%	\$143,897,000	8.0%	\$180,290,440

Source: Town of Pinetop-Lakeside, 1999

Table 4.8-4, *Expenditures: Fiscal Year 1998-99*, depicts the Town of Pinetop-Lakeside’s expenditures during the 1998-99 Fiscal Year. Public safety, particularly in the form of Police services, is a major component of the Town’s budget. Another major expenditures item is streets and roads, which constituted more than ten percent of the total Town budget. Two special projects (the Library and the Commerce Park) accounted for \$1,500,000 in expenditures and more than 20 percent of the budget. Parks and recreation, together with the budget for Woodland Lake Park, constituted three percent of the 1998-99 budget.

Currently, there appears to be a disproportionate share of funds spent on streets and roads. This is because the town assumed the county's road system, which was in poor condition, in many areas. There is a deficit in the level of service and will take a long time to get the entire road system up to acceptable standards. The town is also playing catch up in the areas of neighborhood parks, the need for a new collector road system, planning codes and procedures, administration facilities, cultural facilities, and drainage systems. Another important point is that the town is currently spending money to provide services for people living beyond the town boundaries. This includes Parks and Recreation and library services.

**Table 4.8-4
Expenditures: Fiscal Year 1998 – 1999**

Town of Pinetop-Lakeside		
Expense	Amount	Percentage of Total
Administration	\$274,500	3.9
Finance	\$108,900	1.6
Planning & Zoning	\$192,900	2.8
Magistrate	\$52,100	.1
Legal	\$48,000	.1
Engineering	\$71,800	.1
Police	\$966,900	13.6
Grant: Governor's Highway Safety	\$42,000	.1
Grant: Safe Drug Free Schools	\$35,000	.1
Grant: Criminal Justice Enhancement	\$43,000	.1
Grant: Arizona Criminal Justice	\$55,000	.1
Library	\$98,500	1.4
Parks & Recreation	\$117,000	1.7
Woodland Lake Park	\$114,000	1.6
Facilities Maintenance	\$165,700	2.4
Economic Development	\$30,000	.04
Commerce Park	\$1,000,000	14.3
Advertising and Promotion	\$332,000	4.8
Animal Control	\$41,700	.1
Streets & Roads	\$569,600	8.2
Street Rehabilitation Projects	\$250,000	3.6
Main Street Program	\$30,000	.04
Transfer Station and Landfill	\$58,600	.1
Community Development Block Grant	\$276,000	4.0
Library	\$500,000	7.2
Acquisition & Development	\$339,000	4.9
Acquisition/Development Carry Forward	\$300,000	4.3
Grant: Telecom/Info Infrastructure Assistance	\$86,000	1.2
Other	\$781,700	11.2
TOTAL	\$6,979,900	100%

Source: Town of Pinetop-Lakeside, 1999

Assessment

- Starting in the early 1990's the Town began to benefit increased sales tax revenues. Recent data from 1998 and 1999 indicate a slowing trend in overall sales tax. Since the Town's primary source of income is from the local sales tax, a slower economic cycle in the future could drastically affect the net revenue collected by Town. Because the town's revenue source is based upon this cyclical source of revenue, it is extremely difficult for the town to plan and budget improvements for the future.

- In addition, this visioning process found that the citizens want to have a number of new community facilities, such as a community center, library, trails and landscape improvements, and transportation and road improvements. These are costly needs. It will be difficult, if not impossible for the town to pay for these improvements with its current cash flow and revenue sources. Alternative revenue sources will be necessary to fund these needs.

4.8.3 FUNDING MECHANISMS

Under Arizona statutes, there are a number of options available to communities and counties to fund the infrastructure and public facilities necessary to service new development. A brief overview of these mechanisms is provided in the following section.

General Obligation Bonds

General Obligation Bonds, which are backed by the full faith and credit of the jurisdiction issuing the bonds, may be issued by a municipality or county for any lawful or necessary purpose (A.R.S. 34-451). This often includes cost intensive capital improvements such as roads, parks, water and sanitary sewer facilities, and equipment. Each municipality and county has a constitutionally set debt cap, which limits the bond issuance capacity. Prior to issuing general obligation bonds, the municipality or county must receive authorization by a majority vote of qualified electors at an election.

General obligation bonds are a flexible financing mechanism for local governments, which can use the bond proceeds for almost any purpose and to spread the benefits and burdens of the funds uniformly throughout the community. General obligation bonds are somewhat restrictive however because voter approval is required to authorize the issuance of bonds. This can be time-consuming and costly.

Additionally, because costs are spread uniformly throughout the community, infrastructure to support new development may be unfairly subsidized by existing development.

Revenue Bonds

Revenue Bonds are issued by the municipality or county and backed by a dedicated revenue stream. Improvements to existing sewer and water facilities are often made utilizing revenue bonds because there is a steady revenue stream from the utility users to attract bond buyers. Revenue bonds do not require voter approval and the constitutional debt cap does not apply to the issuance of revenue bonds. Municipalities with a population of 75,000 or less may issue revenue bonds for utilities and recreational facilities, which includes swimming pools, parks, playgrounds, municipal golf courses, and ball parks (A.R.S. 9-521,522). However, municipalities with populations greater than 75,000 are limited by state statutes to the issuance of revenue bonds only for utilities. Counties may also assume limited building projects through the issuance of bonds (A.R.S. 11-271).

An advantage of revenue bonds is that the people who use the facilities pay for the facilities. The disadvantages are that only municipalities with a population of 75,000 or less have express authority to utilize revenue bonds to finance recreational facilities, and it may be difficult to assess a user fee for open space recreation areas in order to back the revenue bonds.

Municipal Property Corporations

A so-called 63-20 Municipal Property Corporation (named after the IRS Ruling Number 63-20) is a non-profit corporation, the obligations of which are treated as issued on behalf of a political subdivision. Bonds issued by the corporation do not have to be voted on by the people, and the bonds are not considered “debt” for purposes of the debt limitations set by statute for counties. To ensure that the corporation complies with the requirements of the revenue ruling and that the bonds maintain their tax-exempt status, several requirements must be met:

- The corporation must engage in activities that are essentially “public” in nature
- The corporation may not be one organized for profit (except to the extent of retiring indebtedness)
- The corporate income must not inure to any private person

- ❑ The political subdivision must have a beneficial interest in the corporation while the indebtedness remains outstanding and it must obtain full legal title to the property of the corporation with respect to which the indebtedness was incurred upon the retirement of such indebtedness
- ❑ The corporation and the specific obligations issued by the corporation must have been approved of by the political subdivision.

Certificates of Participation (COPs)

Under this method of financing, private parties purchase COPs, which are the equivalent of tax exempt bonds, and which represent an ownership interest in property belonging to a local government. The property is then leased back to the local government, which makes “lease” payments to the COP holders to cover the bond program.

The advantage to this financing mechanism is that the local government receives cash up front from the sale of the COPs which may be used for other purposes, such as open space recreation improvements. The disadvantages are that the transaction costs are substantial, the local government must come up with an annual stream of revenue to pay to the COP holders, and the COPs may be difficult to sell if the property is not seen as essential to the local government (which could choose to default on its lease payments if the property was not essential to the local government).

Transaction Privilege (Sales) Tax

As the Arizona Department of Revenue notes, the Arizona transaction privilege tax is commonly referred to as a sales tax, however, the tax is on the privilege of doing business in Arizona and is not a true sales tax. Aside from the state tax rate, a municipality may impose a transaction privilege or sales tax within its jurisdiction to fund the costs of a variety of public services. The Town currently has a sales tax rate of 2.5%. Counties may not impose a county-wide transaction privilege without legislative authorization. Like an increased property tax, a transaction privilege tax would provide a secure funding source and spread the burden equally among all residents.

Property Tax

A property tax is a tax levied on land and improvements on a specific parcel of land. For many communities, it is their primary source of revenue. While Navajo County levies a property tax, which may be used to fund operating expenses, the Town of Pinetop-Lakeside does not. Cities and towns may levy primary property taxes to fund maintenance and operation of municipal government services. Primary property taxes may not exceed the municipality's levy limit. Costs associated with public infrastructure funding are funded by secondary property taxes, which are levied back to general obligation bonds issued by a municipality. Secondary property taxes are not subject to the levy limit. However, the municipality may not issue general obligation bonds in excess of its constitutionally set debt cap. Thus, while municipalities may not set a primary property tax or create a new property tax over its levy limit, it can, once it receives voter authorization to issue general obligation bonds, levy property taxes that are not subject to the levy limit as necessary to cover the bond obligation.

Specialty Industry Tax

Specialty Industry taxes, such as bed taxes and rental car taxes, have been used to fund a variety public services and facilities around the State of Arizona. Examples include the Maricopa County Stadium District (rental car tax) and tourism promotion (hotel bed tax). Cities do not need legislative authorization or voter approval to enact a specialty industry tax, while counties must have legislative authorization.

Advantages to a specialty industry tax are that the local residents do not pay the tax and voter ratification is not required.

Excise Tax

Any kind of tax which is not directly on property or the rents or incomes of real estate. It is imposed directly and without assessment and is measured by the amount of business done, income received, etc. Excise taxes are commonly used by counties to support and enhance county services. Mohave and Pima counties are the only Arizona counties that do not have county excise taxes. County excise taxes apply to any transactions that are subject to the state's transaction privilege tax.

Improvement Districts

While counties may form an improvement district to establish and maintain a park or recreational area for the benefit of the property within the district, the statutory list of improvements financed and constructed by a municipal improvement district does not include recreational facilities.

Development (Impact) Fees

Municipalities and counties may impose development fees on landowners in a “benefit area” to pay for a proportionate share of the public facilities required to serve a development. The county development fee statute defines public facilities to include only neighborhood parks intended to serve development within a one-half mile radius, but excludes regional parks. The statute applicable to municipalities allows development fees to be assessed for necessary public services, which has been interpreted to include parks and open space areas. A “benefit area” is a geographic area in which public facilities are of direct benefit to development within the area. Courts typically apply a “rational nexus test” when evaluating the constitutionality of development fees. For a development fee to be imposed, three standards must be met:

- ❑ There must be a reasonable relationship between the cost of the public facilities for which the development fee is assessed and the service demands of the benefit area
- ❑ The development fees assessed must not exceed a proportionate share of the costs incurred or to be incurred in providing a public facility
- ❑ Development fees must be used and expended for the benefit of the area that pays the development fee.

Due to these requirements, and because development fees are assessed at the time of issuance of building permits, if the open space or park planned is not located near any proposed development (e.g., if the community already exists), then development fees will not be a viable mechanism to fund open space acquisition and maintenance because no fees will be collected. In addition, even in a growth area, the new development only has to pay its fair share. If other development inside or outside the area will use the facilities, then the development does not have to pay more than its proportionate share. The development fee option probably is not viable for use by a county because the open space recreation areas would not be considered “neighborhood parks that serve development within a one-half mile radius.” But each municipality could establish a development fee program for their growth areas.

User Fees

User fees are assessed for the specific use of a service or activity. An example is a fee charged for admission to a state or ~~4.8-~~ county park. Another example is a toll

assessed for using a bridge or roadway. A user fee can be employed to defray a portion or the entire cost of a project. The advantage of a user fee is that the charge is incurred by the person using the specific service.

Dedications

A dedication is a conveyance of land by a private owner in the nature of a gift or grant and the acceptance of that land by a public entity. Streets in a subdivided development are usually acquired by local governments through a dedication to the public of the property comprising the streets. Other dedications may be required that require land for parks and recreational facilities, school sites, bike paths, or local transit facilities.

Advantages of this technique include the equity of development helping to finance the open space which it threatens. Weaknesses include the difficulty of calculating fair fees for dedications, the substantial amount of staff time needed to craft and review dedication and exaction requirements, and ensuring that all of the legal requirements are met. Also, opposition from the development community can usually be anticipated, which often prefers property taxes, public bond issues, and other traditional sources of funding to provide for infrastructure. Finally, dedications will increase the cost of new housing.

Exactions

An exaction is a payment or dedication made by a developer for the right to proceed with a project requiring government approval. They can be in the form of a fee, the dedication of public land, the construction or maintenance of public infrastructure, or the provision of public services. As noted previously, the purpose of the exaction must directly relate to the need created by the development. In addition, its amount must be proportional to the cost of the improvement.

Advantages of this technique include the equity of development helping to finance the open space, which it threatens. Weaknesses include the difficulty of calculating fair fees or dedications, the substantial amount of staff time needed to craft and review dedication and exaction requirements, and ensuring that all of the legal requirements are met. Also, opposition from the development community can usually be anticipated, which might prefer property taxes, public bond issues, and other traditional sources of funding to provide for infrastructure. Finally, dedications and exactions will increase the cost of new housing.

Capital Improvements Programming

A strong relationship has been shown between the presence of infrastructure and development of the land. Capital improvements such as roads, drainage facilities, sewer and water lines, treatment plants, and transit lines are the framework that supports development. Their availability plays an important part in determining the pattern of land uses within the community, as well as the direction and intensity of growth. Local governments can effectively discourage the development of undeveloped areas by not planning for or budgeting for water or sewer lines or roads in the area, and by discouraging the creation of special districts to finance those elements of infrastructure in environmentally sensitive areas.

Concurrency Requirements (Adequate Public Facilities)

The pressures of growth and concern about urban sprawl has encouraged some communities to adopt “concurrency” ordinances. Concurrency ordinances are intended to ensure that growth cannot occur in an area unless adequate public facilities are either in place, planned, or occur concurrent with proposed development. These programs have been adopted to prevent unacceptable declines in the provision of urban services to existing residents and to meet the demands of new residents. A key point is that, in its pure form, concurrency does not require that new development be paid for by developers, only that the required improvements be made prior to or concurrent with the development. The question of financing the improvements is related to impact fees and other funding mechanisms.

Because of state enabling legislation, Florida has been a national leader in the field of concurrency ordinances, although communities in the State of Washington have also employed this technique to manage growth. Orlando has a concurrency program that begins with the establishment of basic levels of urban services. Of course, this requires that the standards are realistic and obtainable. The next step is using the Capital Improvements Program (CIP) to identify capital projects and their funding sources. Proposed development projects undergo a review procedure requiring a

“certificate of concurrency” after an analysis of the project’s impacts. After development, the city monitors service levels to ensure that public facilities are keeping pace with the new growth.

An advantage of concurrency ordinances is that they reduce or eliminate leapfrog development and the high cost of infrastructure expansion. It incorporates the CIP into the planning process and directs development to areas where the delivery of services is the most cost-effective. Disadvantages include requiring regional cooperation and coordination of planning. Without an effective regional planning framework or intergovernmental agreements supporting the endeavor, a single community’s efforts while probably fail. The adoption and implementation of a concurrency ordinance program will also require a significant amount of staff time and expertise and, if not fairly administered, will be subject to legal challenges. Finally, while concurrency ordinances may offer short-term protection of some environmentally sensitive lands that are far removed from existing infrastructure, it does not offer long-term, permanent protection for these areas.

Development Agreements and Development Rights Plans

Development Agreements are permitted under A.R.S. 9-500.5 for municipalities and A.R.S. 11-1101 for counties. Development agreements permit contractual arrangements between local jurisdictions and property owner(s) regulating the permitted uses, density, maximum height, and other aspects of the land subject to the agreement. More specifically, state statutes enable a municipality to enter into a development agreement containing “provisions for reservation or dedication of land for public purposes and provisions to protect environmentally sensitive lands” and for the preservation and restoration of historic structures.

Advantages of development agreements is that they are voluntary and, therefore, mutually-agreeable to all parties involved in the negotiations. Also, they can enable jurisdictions to attain planning goals at minimal or without costs. Another strength is that, coupled with annexation, they can be used for land outside of the incorporated area of a municipality. Weaknesses include the fact that the agreements are voluntary, so a landowner is not obligated to enter into an agreement.

Similar to municipalities, counties may also approve development right plans under A.R.S 11-1201, which may be in the form of Planned Unit Development (PUD) plans, subdivision plans, or other development proposals with binding restrictions for both parties. This process provides protection for the developer in the much the same means as a development agreement.

4.8.4 LEGAL ISSUES INVOLVING THE FINANCING OF PUBLIC SERVICES

One of the crucial issues confronting the Town and County, as well as other communities around the state and the country, is to what extent they can pass on fees and engage in the regulation of private property without violating constitutional guarantees. This issue was particularly troubling to the State Legislature who stipulated that a component of the Cost of Development Element identify policies to ensure that any funding mechanism adopted by the municipality under this element:

- ❑ Result in a beneficial use to the development
- ❑ Bear a reasonable relationship to the burden imposed on the municipality to provide additional necessary public services to the development
- ❑ Are imposed according to law

This subsection will examine these issues in greater detail.

Enabling Legislation

The classic statement on the limitation of municipal powers was made by John F. Dillon and is now well known as Dillon's rule:

It is a general and undisputed proposition of law that a municipal corporation possesses and can exercise the following powers, and no others; first, those granted in express words; second, those necessarily or fairly implied in or incident to the powers expressly granted; third, those essential to the accomplishment of the declared object and purposes of the corporation – not simply convenient, but indispensable.

Consequently, any regulation proposed by the Town or County should be founded on powers, which have already been granted. In this context, state planning enabling legislation is critically important, as are provisions in state statutes governing intergovernmental agreements, annexation, extra-territorial jurisdiction, and subdivision regulation, to name just a few.

Due Process - Procedural and Substantive

Another legal hurdle to be overcome when determining how to finance new development involves issues of procedural and substantive due process. Procedural due process relates to the mechanisms by which local government adopts the regulation in question. The three most important elements of procedural due process are:

- ❑ The kind of notice required to be given to the public.
- ❑ The type of a hearing required.
- ❑ Principles guiding the decision-making process to

ensure that it is fair and informed.

Substantive due process involves the rationality of the proposed decision and requires that the regulation be rationally related to the goal that the community wants to achieve. A key issue often addressed during substantive due process arguments is whether the ordinance in question is vague or ambiguous. Consequently, crafters of legislation need to ensure that legislation is clear, precise, and provides reasonable review standards.

Takings through Exactions

A final constitutional issue relating to takings involves the practice of requiring that land be dedicated or that money be paid as a condition of development approval. An exaction may be ruled illegal if it goes beyond the authority of the local government or fails other constitutional tests. While the law in this area continues to evolve, the general rule holds that there must be a reasonable relationship between the required land dedications or cash payments and an actual impact created by a project. Furthermore, the land dedication requirement needs to be roughly proportional to the need created by a development.

In *Nollan v. the California Coastal Commission*, the Court ruled that conditioning the approval of their request to replace a small bungalow on a beachfront lot with a larger house upon the granting of an easement to cross the Nollan's beach was unconstitutional. The public purpose enunciated by the Coastal Commission as a rationale for its action was that of visual access to the ocean. While the Court concluded that protecting visual access to the ocean constituted a legitimate public purpose, "the Coastal Commission's regulatory authority was set completely adrift from its constitutional moorings when it claimed that a nexus existed between visual access to the ocean and a permit condition requiring lateral public access along the Nollan's beachfront lot."

Another landmark case in this area of law is *Dolan v. City of Tigard*, 114 S. Ct. 2309 (1994). While *Nollan* advanced the doctrine of having an essential nexus between the governmental regulation and the stated public purpose, the Supreme Court's decision in *Dolan* attempted to adjudicate the required degree of connection between the exactions imposed by the city and the projected impacts of the proposed development.

In *Dolan*, the owner of a hardware store wanted to expand the store. The City of Tigard imposed a requirement that the store dedicate land for a storm drainage ditch and a trail along the ditch. Although the Court explicitly upheld the legality of planning to prevent floods and ensure adequate transportation, it noted that, as part of a site-specific requirement, the city needed to make an individual determination that the required land dedications were “roughly proportional” to the store’s impact on storm drainage and transportation. If the expansion of the store would directly or indirectly create additional road and trail traffic sufficient to justify construction of a trail to alleviate congestion, the trail would be legal. Although the City of Tigard had made the determination that the bicycle pathway system “could offset some of the traffic demand,” the Court ruled that, while “no precise mathematical calculation is required...the city must make some effort to quantify its findings in support of the dedication for the pedestrian/bicycle pathway beyond the conclusory statement that it could offset some of the traffic demand generated.” Since the city had made no such determination, the Court ruled that the exaction exceeded the municipality’s authority.

4.8.5 COST OF DEVELOPMENT ELEMENT – GOALS, OBJECTIVES, EVALUATION MEASURES, POLICIES, AND PROGRAMS

Cost of Development Goal

To fairly apportion the costs of development by ensuring that development pays its “fair share” of the costs of additional public service facilities and needs generated by new development.

Objective 1

To require new development to pay its fair share of the municipal and county costs necessary to support impacts caused by the new development.

Policy: Encourage development to occur within the subdivision process or through Planned Development

Program: Pursuant to Goal 4.4.4. establish an ad hoc committee representing the Town and County to study the need and justification for impact fees on new development.

Objective 2

To encourage development that is sustainable and does not place a burden on Town or County government.

Policy: The Town and County should encourage infill development in the Study Area.

Policy: Encourage development adjacent to existing water and wastewater lines

Policy: Encourage development adjacent to roads with existing capacity.

Program: Require a fiscal impact analysis prior to construction

4.8.6 COST OF DEVELOPMENT IMPLEMENTATION PROGRAM

Assimilating cost of development factors into future development decisions by the Town and County will be complicated due to the factors provided below. These issues are addressed but cannot be resolved through the Regional Plan alone.

- **COSTS OF SERVICES.** As discussed within Section 4.4, Community Facilities and Services, the regional planning area is served by a spectrum of public and private services. A proper understanding of the cost of development will require a more thorough understanding of private costs associated with the provision of services throughout the regional planning area. The Regional Plan is limited in the level of information.
- **DEVELOPMENT AUTHORITY.** At this time the authority for development decisions does not reside entirely with the Town and County governments. Other public, semi-public, and private agencies operated in the past largely without the guidance of local government plans. The Regional Plan is intended to establish an important basis for further cooperation between all agencies but it will not resolve the problem.

As a starting basis for resolving the aforementioned issues, the following programs in Table 4.8-5, *Cost of Development Implementation Program*, are recommended.

**TABLE 4.8-5
COST OF DEVELOPMENT IMPLEMENTATION PROGRAM**

<i>Program</i>	<i>Responsible Parties</i>	<i>Timeframe- Years</i>
Establish a public-private task force to evaluate development costs.	Town and County Staff	1
Town and County revenue analysis as assessment of impact fees and other revenue sources to pay for costs of development.	Town and County	2
Establish strategic economic development plan	Town and County	3

SECTION 4.9

GROWTH AREA ELEMENT

The Growth Area Element of the *Pinetop-Lakeside/Navajo County Regional Plan* is presented in the following sections:

- 4.9.1 Introduction
- 4.9.2 Existing Setting
- 4.9.3 Growth Areas
- 4.9.4 Growth Area Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.9.5 Growth Area Implementation Program

The introduction will examine the purpose and the legislative intent of the Growth Area Element, with a focus on the changes instituted by the Growing Smarter legislation. The existing setting will explore the context under which the Growth Area Element is being prepared. Prior to an overview of the Growth Area Implementation Program, the Growth Area goals, objectives, evaluation measures, policies and programs will be highlighted.

4.9.1 INTRODUCTION

The Growth Area Element is one of the four new mandated elements of the Growing Smarter legislation for communities larger than 2,500 inhabitants. A Growth Area Element is only required for counties with populations larger than 200,000 persons. Because of these thresholds, a Growth Area Element is required for the Town of Pinetop-Lakeside and is optional for Navajo County.

For Arizona municipalities, ARS 461.05 stipulates that communities larger than 2,500 must prepare “a growth area element, specifically identifying those areas, if any, that are particularly suitable for planned multi-modal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism and industrial uses.” The Growth Area Element should include policies and implementation strategies that are designed to:

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

Whereas the other new elements added by Growing Smarter are relatively self-explanatory, the content of the Growth Area Element is not as clear. For instance, the legislative directive to “provide for a rational pattern of land development” can mean different things to different interest groups. For the *Pinetop-Lakeside/Navajo County Regional Plan*, as will be detailed in the *Existing Setting* section, the Growth Area Element mandated as part of the Growing Smarter legislation is interpreted as an attempt to compel communities to examine development patterns that do not promote urban sprawl but “provide for a rational pattern of development.

4.9.2 EXISTING SETTING

Almost without exception, citizen surveys throughout the State of Arizona have shown that the most important local issue is not crime or education or the economy. The most important local issue is rapid growth and its effect on the community. Many residents, having already built their homes in the forest or desert, want to eliminate additional development in their neighborhoods or communities. However, where adjacent lands are in private ownership, short of the private or public purchase of development rights, it is impossible to prevent other private property owners from developing their properties. Other residents, recognizing the constitutional limitations of precluding development, advocate more low-density rural development as a solution to dealing with the problem of growth. Unfortunately, as development extends outward and catches up to these low-density enclaves, it becomes prohibitively expensive to provide municipal and utility services to thousands of “rural” residents sprawled throughout the countryside. A number of planning studies have indicated that this type of development, peripherally attached to and a part of urban areas, is less efficient and wasteful of both land and infrastructure resources.

It is in this context that the Arizona Legislature adopted the Growing Smarter legislation. In an effort to appeal to the constituency advocating no growth or slow growth, a significant component of the new legislation is planning and providing for “open space.” Plans for examining open space were mandated for many communities under Growing Smarter and the state legislature appropriated \$220 million to enable communities to purchase land from the Arizona State Land Department. It was also in this political environment that the legislature required that communities and counties above certain population thresholds prepare and adopt Growth Area Elements as part of their local comprehensive plans. Placed in this context, the intent of the Growth Area Element is to compel communities to reevaluate the community planning and development process and to identify areas, which may be amenable to different types of development patterns.

Development patterns in the Study Area, like those throughout Arizona and the United States, are generally distinguished by two distinct characteristics. First, while there may be differences in densities, land uses are often segregated. That is, residential zoning districts permit only residential land uses, commercial zoning districts permit only commercial land uses, and industrial districts permit only industrial land uses. The impact of this development pattern leads to the second distinct characteristic of land use in the United States as well as the Study Area – land uses physically removed from each other can only reasonably be accessed via the automobile.

There is further stratification and segregation within each zoning category. For instance, residential zoning is classified according to the number of dwelling units permitted per acre, or the minimum lot size per dwelling unit. Multi-family residential developments are often excluded from all other residential zoning districts.

4.9.3 GROWTH AREAS

FUTURE GROWTH AREAS

The intent of the Growth Area Element is to encourage Smart Growth principles, and is based upon the following:

- Identification of key undeveloped areas that may likely experience higher intensity or density land use due to their proximity to existing or proposed transportation or infrastructure facilities. Certain undeveloped areas were selected because it is possible to influence their design quality through development review process.

- Encouragement of Smart Growth principles that permit alternative land development patterns, including open space conservation, and mixed uses amenable to intermodal transportation: mass transit, pedestrians, and bicyclists, in addition to the automobile. Also, a more cost-efficient extension of community services.
- Distressed areas that are suitable for residential and commercial redevelopment activities. Redevelopment may imply land use changes that are more appropriate due to market forces and surrounding uses.
- Future development and redevelopment within the regional plan area that promotes the other plan elements: land use, community facilities, economic development, housing, environmental, recreation, and open space.

PENROD ROAD

The City of Show Low's General Plan identifies the area along Penrod Road in their Study Area as a Growth Area and the land use plan identifies Penrod Road as a new retail corridor, with a major concentration of retail at the intersection of Penrod Road and U.S. 60. As a result, it appears that the northern portion of Penrod Road will be a catalyst for commercial and industrial development. As a general rule, development pressures will extend along the length of the corridor through the Study Area, with the exception of those areas within the National Forest boundary. The convergence of these competing factors (the pressure for growth along a developing commercial highway and the pressure for conservation because of the environmental sensitivity of the marsh) can serve as a catalyst for a different type of development pattern in this area.

MAVERICK CENTER AREA

The Maverick Center Growth Area is located around the intersection of Lockwood Drive and Highway 260. This area includes lands within the Town jurisdiction on the north, west, and south, and County land to the east. Due to a pending traffic light it is expected that the surrounding highway frontage may have a high potential for large-scale commercial development. Currently, there is one major retail furniture store and office complex off Lockwood Drive, and a partially developed fun park with go-cart track facilities to the north. The Maverick Center commercial subdivision is currently being marketed for retail and office uses.

THE TOWN HALL AREA

The Town Hall Area is already developed, but it has a number of factors which could make it function effectively as a mixed use, multi-modal development area. This area is generally described as the old townsite area, incorporating residential and commercial properties along both sides of Highway 260, south of the Porter Mountain Road intersection, west of Billy Creek, north of the Woodland Road intersection, and east of the Shores development. The area has good access to Highway 260, which makes it attractive for commercial and office uses, as well as limited higher density residential development. With the Town Hall, Lakeside Post Office, LDS Church, and Appletree Apartments as anchors, the area is already established as an area for employment and commerce. Additionally, the presence of local government often promotes the location of a number of ancillary supporting services, such as office supply companies, law firms, etc. Finally, the relatively compact size of the Town Hall Area make it relatively easy to get around either on foot or bicycle.

SOUTH PINETOP

This area centers on the Penrod Lane intersection and includes existing and potential commercial sites, as well as residential neighborhoods. Frontier Bank recently located a new facility at the intersection, while Eddie's Country Store completed an expansion of its grocery operation. The new Pinetop post office is also planned near this intersection.

BUCK SPRINGS ROAD

This area centers on Buck Springs Road and Highway 260 intersection, the busiest intersection in Navajo County. This area also includes the proposed Pinetop Crossing development, a 33 acre mixed-use project that includes commercial retail and professional uses, hotel, condominiums, and single-family residential. There are also several strategic parcels located off Buck Springs Road that are zoned for commercial development.

**4.9.4 GROWTH AREA GOALS, OBJECTIVES, EVALUATION
MEASURES, POLICIES AND PROGRAMS****GROWTH AREA GOAL**

Promote a more balanced, mixed-use, multi-modal environment that conserves resources, reduces dependency on the automobile, and more efficiently uses existing infrastructure and services capacities.

OBJECTIVE 1

Promote the development of Future Growth Areas through Planned Development projects.

EVALUATION MEASURE: The number of Planned Developments

POLICY: Encourage development to occur under all Planned Development concepts: Planned Unit Developments, Planned Area Districts or other new zoning districts more conducive to mixed-used or alternative development.

PROGRAMS:

- ❑ Amend the Town and County Zoning Ordinances to include a Planned Area District for new development.
- ❑ Amend the Town and County Zoning Ordinances to permit overlay zones for mixed-uses in established areas of the Plan Study Area.
- ❑ Establish criteria for the Town to evaluate the short versus long-term implications of annexations.

OBJECTIVE 2

Reduce community and individual dependence upon the automobile and promote the expansion of the existing transit system.

EVALUATION MEASURE: The number of pedestrian and bicycle trips and distance of trips versus number of auto trips.

EVALUATION MEASURE: Increase in Public Transit ridership.

EVALUATION MEASURE: Utilization of state and local alternative transportation incentives (if available).

POLICY: Promote alternative forms of transportation to the automobile

PROGRAM: Provide preferential parking and other benefits to Town and County employees who carpool

PROGRAM: Provide subsidized or free bus passes to employers with more than 20 employees.

PROGRAM: Implement the Trails Plan and promote expanded bicycle facilities.

PROGRAM: Continue funding for the Transit Program

4.9.5 GROWTH AREA ELEMENT IMPLEMENTATION PROGRAM

A key component of the *Pinetop-Lakeside/Navajo County Regional Plan* is the Implementation Plan for each element of the Plan. The Growth Area Element Implementation Program is identified in Table 4.9-1, *Growth Area Implementation Program*.

**TABLE 4.9-1
GROWTH AREA IMPLEMENTATION PROGRAM**

Implementation Measure	Lead Agency	Timeframe (Years)	Budget/ Resources
Implement the recommendations of Section 4.1 Land Use: Amend the Town and County Zoning Ordinances to create PAD and overlay zoning districts.	Town & County	2	Staff
Establish Town-County Mountain Gateway Area to guide future commercial development on Highway 260.	Town & County, Main Street	2	Staff, consultant
Town and County to work cooperatively on incentives to promote private development in Future Growth Areas.	Town & County, WMRDC	3	Town Council & County Supervisors
Town and County to work with public and private service providers to develop infrastructure needed to serve Future Growth Areas.	Town & County, Joint Utility Task Force	3	Town, County, and Area Service Providers, WMRDC, Department of Commerce
Continue funding for the Transit Program	Town & County, WMRDC	1	Town and County

SECTION 4.10

WATER RESOURCES ELEMENT

The Water Resources Element of the Pinetop-Lakeside/Navajo County Regional Plan is presented in the following sections:

- 4.10.1 Introduction
- 4.10.2 Population and Housing Projections: the Basis of Water Demand
- 4.10.3 Water Resources Inventory
- 4.10.4 Water Uses
- 4.10.5 Water Resources Issues
- 4.10.6 Water Resources Goals, Objections and Policies

4.10.1 INTRODUCTION

The Pinetop-Lakeside Water Resources Element of the General Plan is intended to plan for the best long-term use of groundwater and surface water resources to serve the Town's growing population and economy and to protect the natural environment. The Water Resources Element is required by Arizona Revised Statute (ARS) §9-461.05-9.C.5. According to the statute, the required contents of the element are:

- 5. A water resources element that addresses:
 - (a) The currently available surface water, groundwater and effluent supplies.
 - (b) An analysis of how the future growth projected in the general plan will be adequately served by the legally and physically available water supply or a plan to obtain additional necessary water supplies.

The Town of Pinetop-Lakeside has an active interest in all water resource-related issues that may affect residents and visitors. Still, given that the Town has no municipal water utility, its role in implementation is likely to be more limited than that of communities which have a municipal water utility. The Town's recently adopted General Plan sets out the following objectives for Town involvement in water planning:

- Develop a comprehensive program to continually evaluate and protect public and private water supplies;
- Identify programs for watershed protection and wellhead protection as planning priorities;
- Participate in studies to quantify the water supply relative to anticipated growth and development needs; and
- Work with providers to improve the systems in all areas where it is financially feasible to serve existing and future development.

The Town of Pinetop-Lakeside’s planning area is served by eight water providers and by private wells. Water supplies have been adequate to provide for both domestic and agricultural needs and maintain an adequate surplus for recreation and habitat preservation (Esswein, pers. comm.). The two providers who distribute the bulk of the water are planning how to meet water demand at least through the year 2020, the “planning horizon,” or end year of the Town of Pinetop-Lakeside General Plan. This element’s planning horizon is also 2020. While there is little concern about the adequacy of the resource through the year 2020, there are many reasons to begin to consider the future beyond 2020. The most obvious is to check whether there is any evidence that the area might shift abruptly from an adequate water supply to an inadequate water supply soon after 2020.

Another compelling reason to look further into the future is because the time horizon for water planning has become increasingly long in many other geographic areas. For example, in the groundwater Active Management Areas (AMAs) that include most of urban Arizona, legislation requires water providers or developers to establish whether a 100-year supply of water exists before a new subdivision occurs (12 Arizona Administrative Code [AAC] 7 §R-1215-201–R12-15-224, adopted February 7, 1995). If a lack of assured water supply discourages development in other areas of the state, developers may be relatively more interested in the Town’s potential to absorb new residences and businesses.

The Greater Arizona Development Authority provided grant funding for the preparation of this element. The Town’s intention to work with water providers to develop water infrastructure that serves the demand related to both residential and economic development is consistent with the funding support. The Town is one of four municipal members of the White Mountain Regional Development Corporation; all four member municipalities are within the Silver Creek watershed, which is in turn a part of the Little Colorado River system¹. There is, therefore, an economic development interest that coincides geographically with the shared water resource.

This element was prepared during the time period November 2001–August 2002. The element is to be an amendment to the General Plan, whose original elements were adopted by the Town’s voters in March 2001.

The General Plan is actually the same document as the Town of Pinetop-Lakeside/Navajo County Regional Plan. Still, because of the differences in planning legislation between counties and municipalities, the Regional Plan spells out items that must, by law, be handled differently by Navajo County and the Town.

¹ A watershed boundary is defined as the area’s tributary to its major stream, which in this case is Silver Creek. While groundwater supplies the bulk of the domestic water throughout the Silver Creek watershed, the watershed still serves as a reasonable study area. The topography and geology dictate that the aquifers underlying the Silver Creek watershed receive nearly all of their water from precipitation within the watershed boundary.

The planning area for the regional plan extends south and southwest to the Mogollon Rim, northwest to the City of Show Low, east to the Apache County line, and north to a line 1 mile north of the boundary with the City of Show Low. Background studies for this Water Resources Element report information for the entire regional planning area.

The adopted Town of Pinetop-Lakeside General Plan includes the following elements, some of which are required by state law and some of which are discretionary:

- Land Use
- Circulation
- Economic Development
- Community Facilities and Services
- Environmental Planning
- Housing
- Open Space/Recreation
- Cost of Development
- Growth Area

The Water Resources Element has been prepared so as to be an integral part of the General Plan, and has been structured so as to correspond to the other elements of the Plan in several ways. References to related topics in other elements of the Plan appear in this Water Resources Element as appropriate. Citations include the title of the specified element and subsection name and number. Topics covered elsewhere in the Plan that are particularly relevant to the Water Resources Element are:

- Population projections in the Land Use Element (Section 4.1.2, Existing Setting);
- The land use plan map and buildout land distribution statistics in the Land Use Element (Section 4.1.3, Land Use Plan Map and Buildout Analysis);
- Guidelines for new business attraction in the Economic Development Element (Section 4.1.3, Guiding Principles for Determining Desirable Business and Industry);
- Various portions of the Community Facilities and Services Element, including:
 - Potable water supply existing conditions description, issues, and assessment (Section 4.4.3, Existing Conditions)
 - Overall community facilities goals and objectives, and
 - Specific water policies and programs (Section 4.4.4, Goals, Objectives, Evaluation Measures, Policies, and Programs).
- Various portions of the Environmental Planning Element, including:
 - Inventory and assessment of geologic characteristics and hydrology (Section 4.5.2, Natural Resources Inventory and Assessment)
 - Overall environmental planning goals and objectives, and
 - Specific surface and groundwater protection objectives, policies, and programs (Section 4.5.4, Environmental Planning Goals, Objectives, Evaluation Measures, Policies, and Programs).
- Inventory of open space areas in the Open Space/Recreation Element (Section 4.7.4, Inventory of Important Open Space/Recreational Areas), including:
 - Jacques Marsh,
 - Billy Creek Drainage; and

- The objective to preserve and expand existing open space areas, as defined in the Open Space/Recreation Element (Section 4.7.6, Open Space/Recreation Goals, Objectives, Evaluation Measures, Policies, and Programs).

4.10.2 POPULATION AND HOUSING PROJECTIONS: THE BASIS OF WATER DEMAND

Over a year passed between the time that the General Plan was approved by voters (after adoption by the Town Council) and the completion of this element. The Town’s development is proceeding in accordance with the Plan and at a pace similar to the projections found in the Plan.

Decennial Census data for the year 2000 and Arizona Department of Economic Security estimates provide confirmation that short-term population trends match the projections. Census statistics appear below, along with comparisons between the projections appearing in the General Plan and the Census figures.

**Table 4.10-1
Population Comparison - Pinetop-Lakeside Town and Navajo County**

Place	1980	1990	2000	<i>2000 Census</i>	<i>2001 Estimate</i>	2010	2020
Pinetop-Lakeside	2,315	2,422	3,688	3,582	3,680	4,090	4,193
Navajo County	67,629	77,658	88,900	97,470	99,780	99,975	111,950

Sources: Town of Pinetop-Lakeside Land Use Element, Section 4.1.2, Existing Setting; U.S. Census Bureau, Census 2000 Summary File 1; and Arizona Department of Economic Security, November 2001.

The 2000 Census total population for the Town was slightly lower, at 3,582, than the 3,688 that had been projected previously. Meanwhile, Navajo County overall reported a 2000 Census population higher than projected.

The numbers of building permits (Table 4.10-2) have varied from year to year over the past 4 years, as is to be expected in any small town. It is notable that 2001 was a banner year for commercial construction in the Town.

**Table 4.10-2
Total Building Permits and Valuation (\$ Millions)**

Total Permits	1998	1999	2000	2001
Residential	46	67	66	56
	\$8.6	\$9.1	\$9.8	\$10.2
Commercial	9	8	10	15
	\$1.2	\$1.3	\$1.3	\$3.0

Source: Town of Pinetop-Lakeside Community Development Department 2002

The most detailed General Plan demographic projections covered the regional planning area. Those projections are reproduced in Table 4.10-3, below. Population projections appear first, followed by the residential land consumption needs corresponding to the projections (Table 4.10-4).

**Table 4.10-3
Regional Planning Area Population Projections 1995–2020**

Growth Scenario	1995	2000	2010	2020
Slow Growth (1.1%)	8,991	9,486	10,475	11,464
Medium Growth (3.5%)	8,991	10,564	13,711	16,858
High Growth (7%)	8,991	12,138	18,432	24,725

Source: Town of Pinetop-Lakeside Land Use Element, Section 4.1.2, Existing Setting

**Table 4.10-4
Residential Land Consumption Until 2020 (Permanent Residents)**

Growth Scenario	New Residents	Persons per Household	New Housing Units	Land Area Needed at:		
				1 unit per acre	3 units per acre	5 units per acre
Slow Growth (1.1%)	2,473	2.5	989	989	330	198
Medium Growth (3.5%)	7,687	2.5	3,075	3,075	1,025	615
High Growth (7%)	15,734	2.5	6,294	6,294	2,098	1,259

Source: Town of Pinetop-Lakeside Land Use Element, Section 4.1.2, Existing Setting

In complying with the water resources element component of state planning legislation, the Town seeks to determine how areas now in the Town or to be annexed by the Town would be adequately served by water service. The only prospective annexation area as of 2002 is the “Wagon Wheel” area.

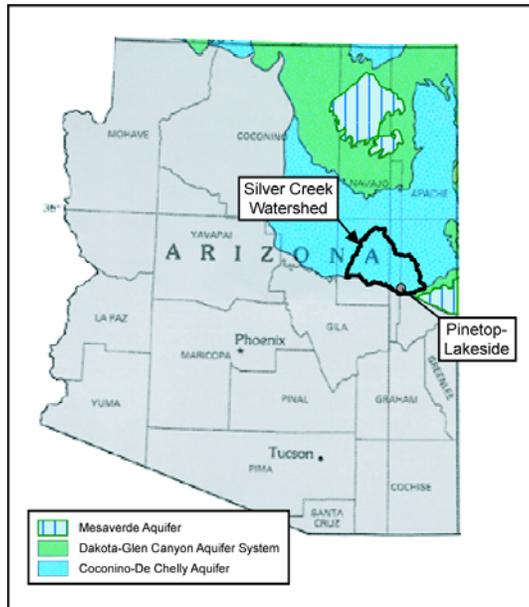
4.10.3 WATER RESOURCES INVENTORY

GROUNDWATER

Currently, the Town’s domestic water needs are entirely served by groundwater. Active wells tap both the deep Coconino aquifer and the shallower Pinetop-Lakeside aquifer. The Coconino aquifer is a principal aquifer not only for the town of Pinetop-Lakeside but also for much of northeast Arizona (Exhibit 4.10-1).

EXHIBIT 4.10-1

IMPORTANT AQUIFERS OF THE COLORADO PLATEAU

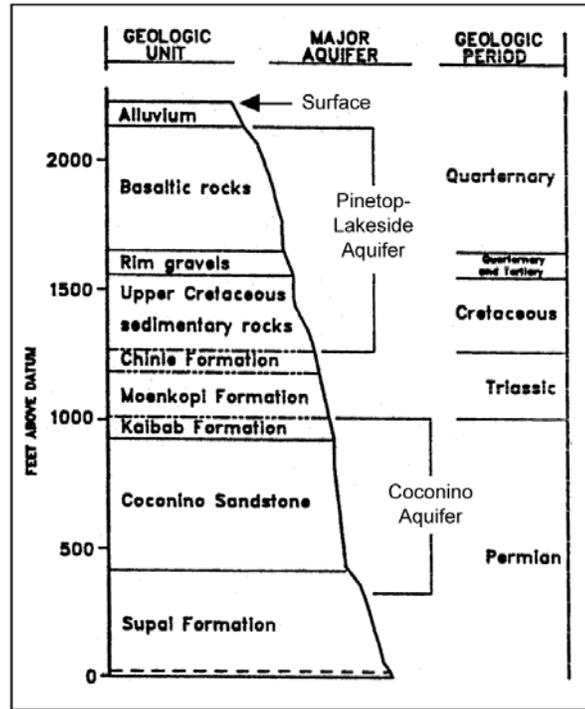


Source: U.S. Geological Survey 1991

The rocks comprising the aquifers are shown in a geologic cross-section that also indicates their depths and ages (Figure 2). The Pinetop-Lakeside aquifer is set off as a separate aquifer throughout some of the planning area, because water cannot travel downward from its strata to reach the impermeable Moenkopi and Chinle formations.

EXHIBIT 4.10-2

GEOLOGIC COMPOSITION OF THE PINETOP-LAKESIDE AND COCONINO AQUIFERS



Source: Arizona Department of Water Resources 1990

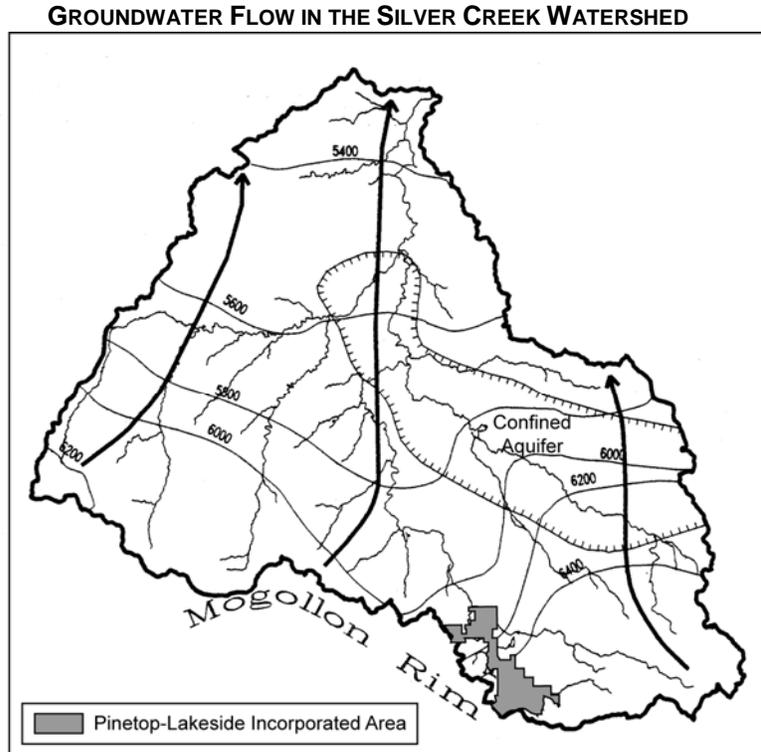
In most of the Pinetop-Lakeside planning area, the Moenkopi and Chinle formations are not present, so precipitation and snowmelt percolate downward to the Coconino aquifer. Stream channels and the impounded lakes also contribute water to the Coconino aquifer.

Both the Pinetop-Lakeside and Coconino aquifers are fed by the relatively significant amounts of annual precipitation the White Mountain region receives. The seasonality of the precipitation is somewhat different from patterns in the bulk of the state (where summer and winter bring the only significant rain). During July and August, precipitation in the area of the Town tends to occur as brief but intense, localized thunderstorms. The period of late fall is historically the second wet season, with precipitation occurring as region-wide gentle rains. From November through March, snow can contribute to large volumes of spring runoff. There is just slightly less precipitation in winter and spring than in summer and fall.

Until recently, most wells in the planning area had been drilled into the Pinetop-Lakeside aquifer. This situation has been changing over the past few years with the development of additional wells by the Pinetop Water Community Facilities District and the Arizona Water Company. Those two providers, who provide the bulk of domestic water in the planning area, drill to the Coconino aquifer for all new wells, at depths averaging 1,000 feet. Two wells developed in the past 5 years to a depth of approximately 1,000 feet yield 400 to 500 gallons per minute (gpm).

The Town’s location on the Mogollon Rim figures prominently in describing the water resource situation. The edge of the Rim is elevated, much as is the lip of a saucer. The land generally falls away to the north of the Rim, and both surface and groundwater flow from the Rim toward the north. Coconino aquifer groundwater elevations (potentiometric surface contours) and flow throughout the Silver Creek watershed are depicted in Exhibit 4.10-3.

EXHIBIT 4.10-3



This groundwater flow pattern, from the Pinetop-Lakeside area toward the north, indicates the travel of water as well as any materials dissolved in the water. Wells drawing water from this aquifer yield between 50 and 2,500 gpm. The water is of good chemical quality and is suitable for most uses (Arizona Department of Water Resources 1990).

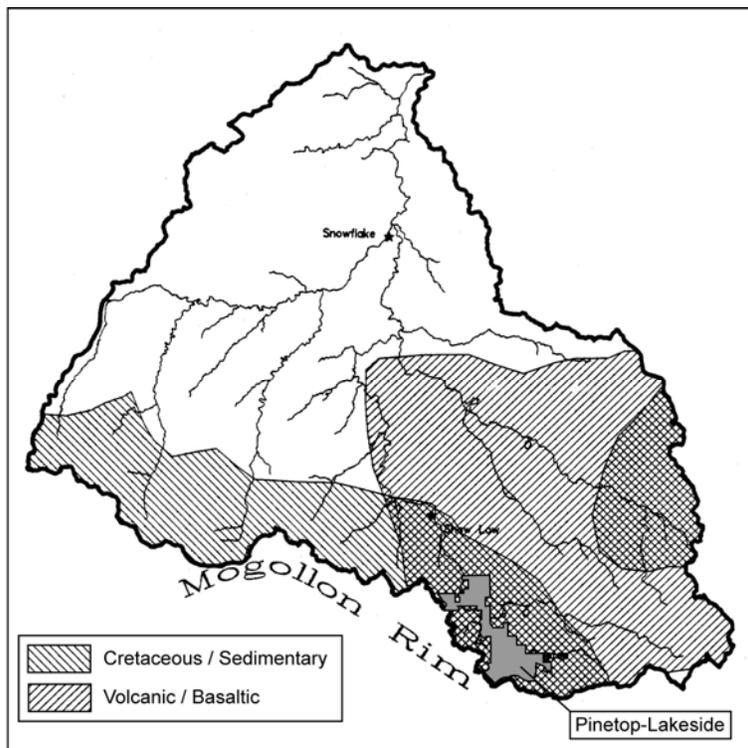
The Coconino aquifer is unconfined throughout the Town’s planning area, meaning that it is directly overlain by permeable rocks and soil. An unconfined aquifer may be recharged by infiltration over the whole area underlain by the aquifer because there is no barrier to stop the downward flow of water from the surface.

However, just north of the planning area is a large area where the Coconino aquifer is confined. A confined aquifer is bounded above and below by low-permeability formations. Water in a confined aquifer may be under considerable pressure from

overlying rocks, and the water level may therefore be restricted by such formations at a level below where it would be if unconfined. Water in wells penetrating a confined aquifer may rise to levels above the top of the aquifer. Such water levels define an artesian pressure surface (Wallin 1997). While the confined area is outside of the Town’s planning area, it is adjacent to some road corridors in the region and its potential to deliver water at high yields is important to the region.

While new wells are generally not being developed to tap the Pinetop-Lakeside aquifer, this shallower aquifer (Exhibit 4.10-4) is still the source of domestic water for a substantial number of homes and businesses in the area.

**EXHIBIT 4.10-4
THE PINETOP-LAKESIDE AQUIFER**



Source: Arizona Department of Water Resources 1990

Well yields in the volcanic portions of the Pinetop-Lakeside aquifer are highly variable, with a maximum of 350 gpm. Yields in the sedimentary rocks are typically less than 50 gpm. There has been a net decline in the water table in portions of the shallow aquifer in recent years. Water that is not tapped infiltrates through to the Coconino aquifer or is discharged to the surface water system via the many seeps and springs in the area (Arizona Department of Water Resources 1990).

Water from the Pinetop-Lakeside aquifer is of satisfactory chemical quality for most uses, with the water from the volcanic portions of higher quality than that drawn from the sedimentary areas.

STREAMS AND LAKES

Surface water resources are important to the Town's economy, aesthetics, and environmental quality. The two major creeks within town limits, Walnut Creek and Billy Creek, are tributaries of Show Low Creek, which is in turn a tributary of Silver Creek (Exhibit 4.10-5).

Streams in the area are fed directly by precipitation and by discharges from the Pinetop-Lakeside aquifer through springs and seeps. The numerous springs have played an important role in the cultural development of the region, historically supplying water for irrigation, domestic, recreation, and livestock purposes.

Pinetop Springs supplies water to the Arizona Game and Fish Department's (AGFD's) Pinetop Hatchery and to the Show Low Pinetop Woodlands Irrigation Company by way of Billy Creek. Miller Draw and Thompson Spring above Billy Creek also feed the creek, which is an intermittent stream. Big Springs, the largest group of springs in the area, supplies water to the Big Springs Natural Area, Walnut Creek, and Rainbow Lake. The ditches below Rainbow Lake, which were dug in 1903, are a water diversion maintained by the Show Low Pinetop Woodlands Irrigation Company. Adair Springs provides water to minor irrigation uses in addition to eventually supplying some of the water in Rainbow Lake. Lower Porter Creek/Show Low Creek is fed by Porter Springs. Its irrigated property is now part of the Apache-Sitgreaves National Forest and is no longer actively managed for irrigation (Arizona Department of Water Resources 1990).

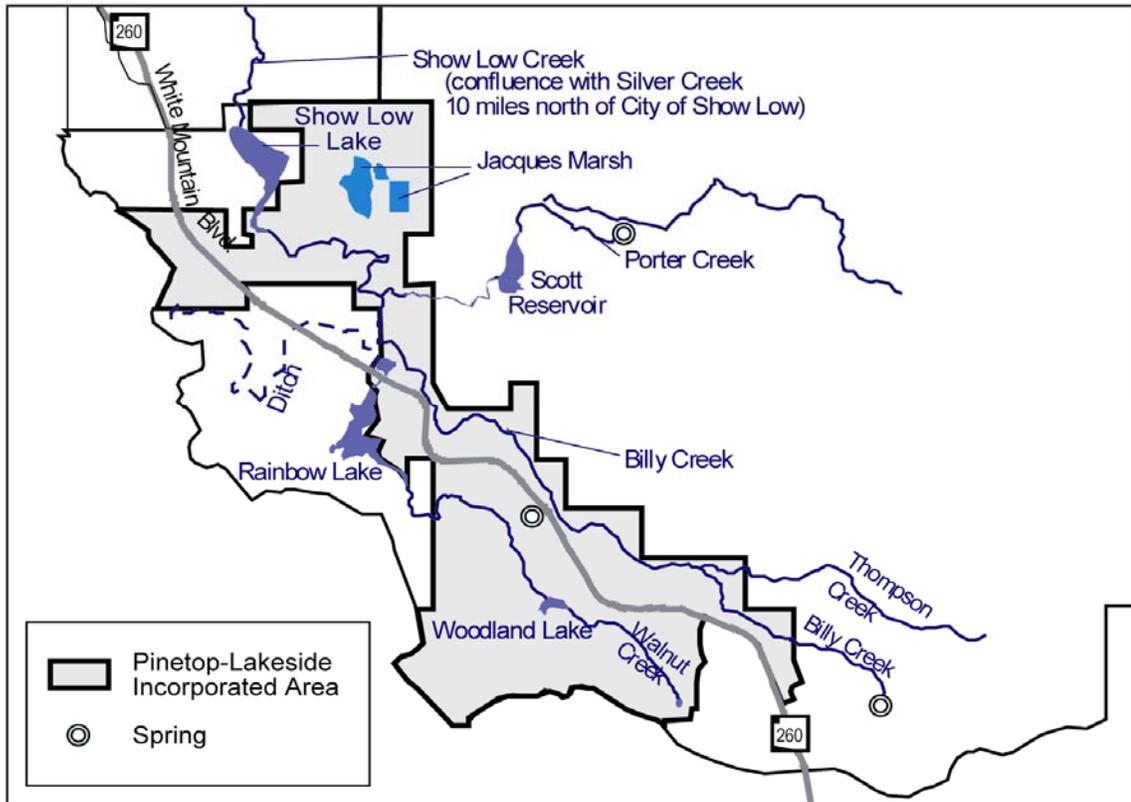
EFFLUENT

The Pinetop-Lakeside Sanitary District and its operations are described in the Community Facilities and Services Element of the General Plan. The District's wastewater treatment capacity remains at 2.0 million gallons per day in its secondary treatment plant, as stated in the General Plan. The present operating load, while remaining at 900,000 gallons per day in the winter months, has increased for the past few years to 1.2 million gallons per day in the summer tourism season. The summer operating load growth rate is a steady 3% per year.

The effluent, once treated at the secondary treatment plant, flows to the Jacques Marsh manmade wetland. As described more fully in the General Plan, the marsh is an important wildlife habitat and outdoor classroom.

EXHIBIT 4.10-5

SIGNIFICANT SURFACE WATER RESOURCES IN THE PINETOP-LAKESIDE PLANNING AREA



4.10.4 WATER USES

DOMESTIC WATER SERVICE

All of the Town of Pinetop-Lakeside’s planning area is within a water service area (Exhibit 4.10-6). The distribution system for the larger providers, Pinetop Water Company and Arizona Water Company, comprises mains and lines with a capacity to reach most of the planning area’s land parcels. The systems are entirely gravity-fed. Although all lands are within a service area, numerous homes and businesses obtain their water from private wells.

By type of entity, the providers are:

- Community Facilities District—
 - Pinetop Water Company
- Improvement District—
 - Porter Creek Domestic Water Improvement District
 - White Mountain Summer Home Water Improvement District
 - Porter Mountain Domestic Water Improvement District

- ❑ Ponderosa Domestic Water Improvement District
- ❑ Misty Mountain Domestic Water Improvement District
- ❑ Sky-Hi Domestic Water Improvement District
- ❑ Wonderland Acres Domestic Water Improvement District
- Private Company—
 - ❑ Arizona Water Company, Lakeside
 - ❑ Pineview Land and Water Company

All water providers participate in the emergency interconnect plan. For example, Pinetop Water Company is connected to Arizona Water Company's system and to the White Mountain Improvement District. Water providers also coordinate with the fire departments.

Pinetop Water Company is a community facilities district (CFD) within Town boundaries, chartered by the Town and governed by a Board of Directors. The Arizona Department of Environmental Quality (ADEQ) is the major regulating agency for such CFDs. Pinetop Water owns the land dedicated to its wells. Prospective land purchases will provide enough wells, in the right locations, to supply the entire district area.

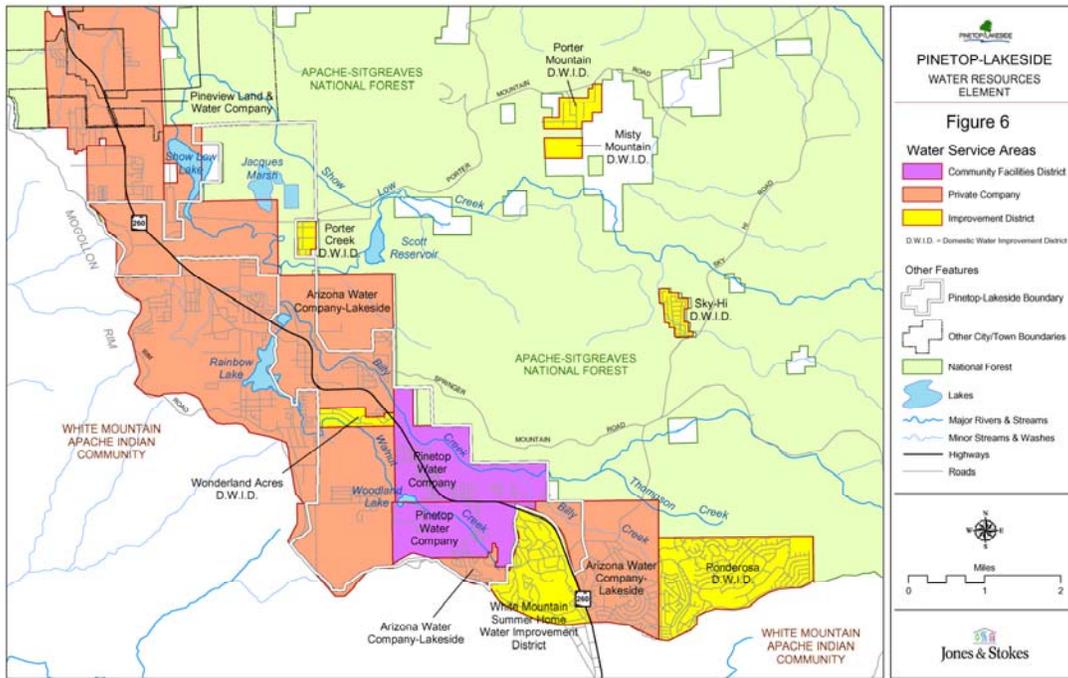
Arizona Water Company provides water in the Lakeside area of the Town and to many of the planned developments within the planning area. These developments are located east of Town in the unincorporated County.

Water distributed by both Arizona Water Company and Pinetop Water Company meets current water quality standards. Treatment is limited to chlorination. Because chlorination is performed by each company at individual well sites, there is currently no perceived need for a treatment plant.

While the Town does not work directly with the water providers to deliver water, the Town sometimes serves a coordinating role related to the water infrastructure. For example, the Town worked with a natural gas utility as it sited some gas lines to provide compatible water line locations at the same time.

EXHIBIT 4.10-6

WATER SERVICE AREAS



IRRIGATION

Show Low Pinetop Woodlands Irrigation Company is the modern name for the entity begun when pioneers filed for the water rights to Pinetop Springs in 1878. The irrigation company has held the water rights continuously ever since (Adams and Hanson pers. comm.). For a period of time, the Show Low and Pinetop Woodlands areas were separate companies; their recent reunification has provided for a common set of rights for all users on the same watershed. There are 48 shareholders in the Pinetop area, and 31 in the Woodland area. The irrigation season actually refers to a limited number of hours when irrigation occurs (312 hours of water in the Pinetop area and 181 hours in the Woodland area). There are no plans to add any new areas, pipes, or ditches to the irrigation district. All irrigated lands are directly adjacent to the system. When irrigated acreage is sold to become a subdivision, its shares may be distributed in the subdivision. Usually a few of the new lot owners purchase the shares, rather than all owners receiving proportionate shares. As a practical matter, the shares may not be broken down into increments smaller than 1 hour.

Irrigated lands are still used for pasture, orchards, and gardens. The amount of commercial agriculture is declining, yet some townspeople are part-time commercial farmers. Two of the springs yield water of a quality that is appropriate for domestic use, but the amount of water is too little for the springs to be seriously considered as a domestic water source. Occasionally the springs have periods of no flow, particularly in times of extended drought.

The irrigation season is for a limited time period early in the year. Once the season ends, the water is permitted to flow from Pinetop ditch to Woodland and Rainbow Lakes until those lakes spill over. Approximately 3 miles of the irrigation system has been converted from ditches to closed pipes. Piping has corrected seepage loss from the ditches, and is beneficial for irrigation purposes as a low-maintenance solution, with little evaporation and no opportunity for water theft.

Lakeside Irrigation System is an irrigation district dating from the early 1900's that derives its flow from Adair Spring, in the Walnut Creek watershed (Larson pers. comm.). There are 45 shareholders who hold 360 share hours in total. The district has no plans for changes to its current area or configuration. The majority of the system is piped, beginning at the spring and continuing to the northwest. The irrigated lands are east of Rainbow Lake, on the east and west side of highway 260. Lakeside Irrigation System does not provide water for any other purpose, such as the recreational lakes.

RECREATIONAL USE OF WATER

Woodland Lake, Rainbow Lake, and Scott Reservoir are popular recreational lakes that are key tourist amenities in the Town. All three lakes support populations of sunfish, crappie, rainbow trout, brown trout, largemouth bass, and channel catfish, and are stocked in the fall and spring by AGFD with channel catfish fingerlings and rainbow trout. Each lake has its own character. Woodland Lake Park features a 4-mile loop trail beginning at the spillway and passing through Big Springs. Scott Reservoir is on U.S. Forest Service (USFS) land, while Rainbow Lake is surrounded by residences (some of which are tourist cabins). Boating, whether related to fishing or not, is a popular activity on all three lakes. Boat motors on Woodland Lake and Scott Reservoir are limited to electric power, while motors used on Rainbow Lake are restricted to a maximum of 8 horsepower.

Show Low Pinetop Woodlands Irrigation Company supplies water to the lakes. The irrigation company's commitment to the recreational lakes is set out in several written agreements with the Town and with the Apache-Sitgreaves National Forest.

RIPARIAN AREAS AND OTHER HABITATS

The Arizona Riparian Inventory and Mapping Project was conducted in response to the Waters-Riparian Protection Program signed into law in 1992, amending ARS 45-101. The project was mandated to identify, classify, and map riparian areas within the state; identify and map land ownership; and identify existing options for protecting riparian areas in each ownership category that might be available under existing state and federal laws (Valencia et al. 1993). Few permanent protection measures came out of the project, but its identification of certain riparian areas did raise public awareness of their existence and value. The project documents substantial riparian habitat along several of the creeks in the Pinetop-Lakeside planning area.

AGFD conducted extensive stream surveys on the USFS portions of Walnut Creek and Billy Creek starting in 1997 (Lopez pers. comm.). Those surveys focused on fish and

aquatic habitat inventories, but included a riparian component where riparian size was measured and riparian condition (health) was evaluated. In addition, the U.S. Fish and Wildlife Service has conducted inventories of Proper Functioning Condition (the Bureau of Land Management process of determining riparian condition) throughout Apache-Sitgreaves National Forest.

Surface water is gained from permanent springs a short distance downstream of Woodland Lake, and natural permanent water is found from the confluence with Adair Spring down to Rainbow Lake. Big Springs (Big Springs Natural Area) adds a significant amount of permanent water in this portion. This small area supports the only population of native fish in the entire Show Low Creek watershed, which includes Billy Creek and Walnut Creek. The riparian area and wetlands around Big Springs are in good health due to the permanence of water and the non-consumptive use at the Natural Area. (Lopez pers. comm.)

FIRE PROTECTION

The most serious fire threat to the Town is the threat of a catastrophic forest fire, as was very recently demonstrated by the close approach of the Rodeo-Chediski conflagration. Contrary to popular belief, the vegetation that represents fuel is not densest within the Apache-Sitgreaves National Forest. Instead, the vegetation in Town is denser than it is on forestlands or on the White Mountain Apache Reservation. Particularly in recent years, the Town has taken significant steps to educate residents on the danger and encourage thinning of vegetation surrounding residences. Officials have worked to disseminate the message of fire awareness in the *Town Citizen* newsletter, on the Town website, and in public forums. The 2020 Vision Town Hall held in October 2001, for example, focused extensively on protecting homes and property from wildfire threats. In addition, the Pinetop Fire Department has been extremely active in promoting fire awareness through local educational programs, and spearheaded the initiative to host a “Firewise” regional conference to be held at Hon-Dah on June 28, 2002. Due to impacts from the Rodeo-Chediski fire, however, the conference has now been rescheduled for later this year.

A “one burning period” fire could very realistically burn through the Town of Pinetop-Lakeside. In a computer modeling exercise in 1999, a hypothetical fire sparked at Woodland Road and Woodland Lake Road burned out of control and went through some subdivisions, into the forest, and burned out the electric substation that supplies the electric power to the water system. It was determined at the time that the most likely forest fire threat would approach the Town from below the Mogollon Rim on the White Mountain Indian Reservation, just as the Rodeo-Chediski blaze did in areas to the west of Town.

After the difficult fire season in 2000, Congress increased the 80% funding levels of previous years and fully funded USFS for fire protection at what was then perceived (pre-Rodeo-Chediski) to be adequate levels. Some USFS projects were also funded through the states, some of which are active in or near the Town. For example, the University of

Arizona extension agency in Navajo County used grant funding to treat 100 acres (several 1- to 15-acre lots) for hazard prevention, and added a hazard prevention educator to its staff. A new position in the Arizona State Land Department Forestry Division, Pinetop Office, was to provide advisory services in wildland/urban interface.

The Pinetop and Lakeside Fire Departments coordinate firefighting efforts with one another and with the USFS. More coordination happens as required in dry years (e.g., 1999, 2000, and 2001), with less coordination in wetter years. An USFS weather station (one of 24 in the Arizona-New Mexico bistate area) is located in the Lakeside District of Apache-Sitgreaves National Forest. The USFS informs the local fire districts when there is a “red flag” warning, meaning dangerous fire weather conditions exist. Additional restrictions on open flame (including smoking outdoors) are then posted and enforced. The Pinetop and Lakeside Fire Departments are specifically tasked with responding to fire events within the Town boundaries. In addition to fighting structure fires, members of the two fire companies are specifically cross-trained to fight fires in the “urban interface” between populated areas and forest. The departments typically extinguish a number of brushfires in any given year. Water to fight most fires is typically drawn from water district hydrants, although the fire companies also employ a total of five tanker vehicles that are used to transport water to areas of Town that lack adequate hydrant coverage and to forest areas devoid of hydrants.

A major wildfire can have far-reaching consequences for surface, groundwater, and municipal water supplies. Ash and other debris can foul streams and reservoirs, and various naturally occurring chemicals released by burning, such as nitrogen, manganese, and phosphorous, can alter oxygen levels in water supplies and potentially lead to algae blooms, which may then result in fish kills. Though designed to be non-toxic to humans, fire retardants and other agents used by firefighters may also enter the water supply and affect water quality or taste. In addition, the destruction of vegetative cover may dramatically increase stormwater runoff and sediment loads, and heighten the risk of flash flooding. As the U.S. Geological Survey notes, following an intense fire, “all vegetation may be destroyed; also, the organic material in the soil may be burned away or may decompose into water-repellent substances that prevent water from percolating into the soil....even normal rainfall may result in unusual erosion or flooding from a burned area [and] heavy rain can produce destructive debris flows” (2002).

4.10.5 WATER RESOURCES ISSUES

TOWN’S LIMITED ROLE IN WATER RESOURCES

The Town neither owns nor manages a water utility. That fact means that the Town has neither the authority nor responsibility to monitor the details of water supply on an ongoing basis. The area in which the Town is located is not an Arizona Department of Water Resources (ADWR) Active Management Area (AMA) for groundwater protection purposes. That fact means that some information on water supply that would be publicly available in an AMA is not available to the Town (see below).

While there is much that the Town can contribute to the management of water resources, most of its actions will call for the voluntary involvement of other entities, some of whom have responsibility for the water supply, and others who have elected to take an interest in water issues.

PROJECTED DOMESTIC WATER SUPPLY AND DEMAND

While water availability has been a critical concern in the development of Arizona, there are some areas of the state where the supply of groundwater has continuously exceeded the demand for groundwater. Pinetop-Lakeside is one such area. The concern about the depletion of groundwater in most of the urbanizing areas of the state led to the Groundwater Management Act of 1980 and the geographic definition of several AMAs. In the AMAs, water providers or developers must document that a 100-year supply of water exists before a new subdivision occurs. There are no such requirements outside of AMAs, in areas such as Pinetop-Lakeside.

In Pinetop-Lakeside as in other areas, water providers monitor water levels in existing domestic water supply wells as a routine part of their business. ADWR also monitors water levels in test wells; some deep wells owned by the two largest water providers serve as test wells.

Water levels have dropped in some of those wells drilled to the shallower Pinetop-Lakeside aquifer. Other wells, drilled deeper into the shallower aquifer, show no drop in the water level. Still, new well development undertaken by the two largest water providers is in the deep Coconino aquifer. A comparison of water levels in one of the deeper wells over the 10-year period from 1992 to 2002 shows no drop in the water level and shows satisfactory sustained yields.

The domestic water demand projections calculated for this element are based upon the population and housing projections that appeared in the General Plan.

**Table 4.10-5
Town and Regional Planning Area Domestic Water Demand Projections 2000–2020**

Place	Year		
	2000	2010	2020
Population Projection			
Pinetop-Lakeside Town	3,688	4,090	4,193
Pinetop-Lakeside Regional Planning Area			
Slow Growth (1.1%)	9,486	10,475	11,464
Medium Growth (3.5%)	10,564	13,711	16,858
High Growth (7%)	12,138	18,432	24,725

Water Consumption (gallons), Low Consumption Rate (100 gallons/day/capita):

Pinetop-Lakeside Town	368,800	409,000	419,300
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Pinetop-Lakeside Regional Planning Area			
Slow Growth (1.1%)	948,600	1,047,500	1,146,400
Medium Growth (3.5%)	1,056,400	1,371,100	1,685,800
High Growth (7%)	1,213,800	1,843,200	2,472,500
Water Consumption (gallons), High Consumption Rate (175 gallons/day/capita)			
Pinetop-Lakeside Town	645,400	715,750	733,775
Pinetop-Lakeside Regional Planning Area			
Slow Growth (1.1%)	1,660,050	1,833,125	2,006,200
Medium Growth (3.5%)	1,848,700	2,399,425	2,950,150
High Growth (7%)	2,124,150	3,225,600	4,326,875

A consumption rate of 100 gallons/day/capita represents conservative water use. The City of Show Low noted a city water consumption rate equivalent to 110 gallons/day/capita in its *Water Gazette* (Summer 2001). A rate of 175 to 180 gallons/day/capita is widely quoted as a level of consumption that combines domestic, commercial, and industrial use in a municipality. For example, the 175 gallons/day/capita rate of consumption is equal to the combined municipal and industrial consumption rate of City of Phoenix, according to *Growth on the Coconino Plateau: Potential Impacts of a Water Pipeline for the Region*.

WATER DISTRIBUTION SYSTEM

There is not currently an optimal match between water facility locations - especially hydrant locations - and development patterns.

Officials have noted that not all areas designated for economic development meet the Town's standards for the presence and spacing of hydrants. The mapping of the Arizona Water Company system (Exhibit 4.10-7) was accomplished concurrently with the preparation of this element. The map indicates the distribution system. The areas designated for commercial development are generally adjacent to highway 260 and other business development is planned for the 40-acre industrial park at Porter Mountain Road and Commerce Drive.

Past history in the Town and other Arizona communities would indicate that the larger providers will gradually expand their service areas to convey water to those currently served by individual wells and to acquire small water providers. No specific plans for such expansion or acquisition were mentioned, however, during the preparation of this element.

IRRIGATION

The Show Low Pinetop Woodlands Irrigation Company and the Lakeside Irrigation System have held their respective water rights continuously, and they will continue to do so. The irrigation companies provide water to a fixed area of land for a fixed number of irrigation hours per year and it is not foreseen that they would ever expand to obtain the

rights to any additional sources. The irrigation companies supply water to the recreational lakes, by written agreement with the Town and the USFS.

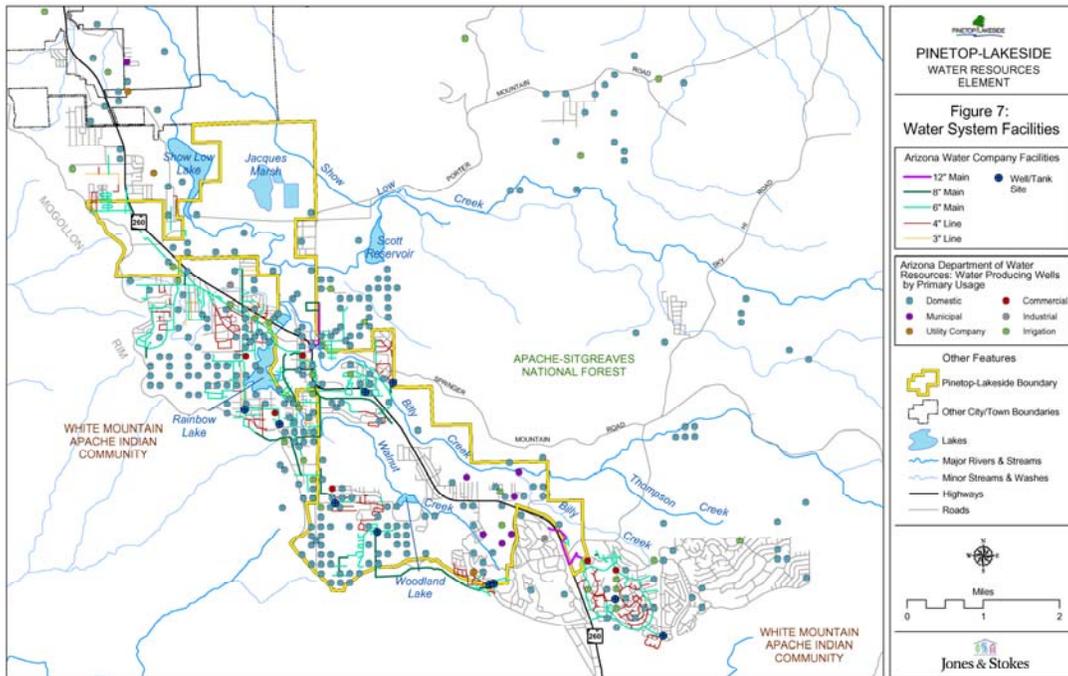
The continuing drought has resulted in reduced water flow from Pinetop, Adair, and Thompson Springs. The shallow aquifer from which the springs flow has also been tapped by many wells in recent years. The result during the summer of 2002 is that some of the creek areas have become stagnant, and riparian flora and fauna have been compromised.

EFFLUENT

Effluent may represent an important supply of water. Effluent may be used for irrigation purposes following secondary treatment; in some communities, effluent is even treated to potable water standards. Currently, most of the effluent from the Pinetop-Lakeside Sanitary District’s treatment plant flows to the Jacques Marsh manmade wetland. A small amount of effluent is used for irrigation of the landscaping at the Sanitary District facility.

It is not anticipated that any of the flow to the Jacques Marsh manmade wetland would be diverted to other uses. However, if residential growth remains at current rates and business growth accelerates, expansion of the treatment plant’s capacity could be in demand in 10 to 15 years. Presumably, various uses could be considered for the additional effluent at that time.

**EXHIBIT 4.10-7
WATER SYSTEM FACILITIES**



RECREATIONAL USE OF WATER

There are no issues with regard to the recreational use of water that are independent of the overall recreation issues discussed in the Open Space Element of the General Plan. The Open Space Element cites the following issue regarding water as used for recreation: Woodland Lake Park is now owned by the USFS, but it comprises lands that are below USFS standards for the USFS system. It is subject to sale for residential or commercial development based on "highest and best use." The Town has obtained temporary veto power over any sale to a private developer, but the Town does not yet have the resources to assure permanent control of the lands.

RIPARIAN AREAS AND OTHER HABITATS

Riparian areas along Billy Creek are affected by the diversion of its upstream waters by the Show Low Pinetop Woodlands Irrigation Company, an irrigation district. The district has held the legal water rights for many years, and is awaiting the long-delayed outcome of the General Adjudication of the Little Colorado River System and Source for further clarification of its rights.

In the late 1990s, the Show Low Creek Watershed Partnership was formed to bring interested parties together with the Town to find ways to improve the watershed by putting conservation measures in place and to modernize the irrigation system. Participants included representatives from the Town, the Show Low Pinetop Woodlands Irrigation Company, the Lakeside Irrigation District, the USFS, AGFD, and the City of Show Low.

The various parties involved educated one another effectively concerning both the legal and natural environmental situation. Billy Creek was flowing throughout its length through most of that time, helped by some years of average and above-average precipitation. Given the lack of a crisis and the lack of staffing, the committee became inactive. As of 2002, the severe drought has stressed Billy Creek. The Show Low Pinetop Woodlands Irrigation Company has not offered to voluntarily return flow to the creek by opening its diversion gates. Discussion of its condition in Town Council meetings has not led to agreement to reconvene any ongoing committee or other forum on Billy Creek or riparian areas in general.

FIRE PROTECTION

Now that the public and officials have witnessed a truly catastrophic forest fire in close proximity to the Town, the newly heightened awareness could translate into progress toward strengthening partnerships for fire prevention and suppression. Specifically, residents are now likely to be more supportive of spending on more hydrants, and may be responsive to the idea of revising town zoning/building ordinances to better fireproof structures. As more is learned about how a major fire like the Rodeo-Chediski can impact water quality, the Town may well need to integrate post-fire water protection programs into its emergency preparedness plans.

4.10.6 WATER RESOURCES GOALS, POLICIES, AND IMPLEMENTATION PROGRAM

GOAL FOR WATER SUPPLY

The Town of Pinetop-Lakeside will work with the water service providers to assure that the demand for water through the year 2020 will be met by an adequate groundwater supply delivered by an effective distribution system.

POLICY FOR TOWN AS INFORMATION SOURCE

The Town will continue to develop the existing information base on water demand, supply, and distribution systems as a basis for the coordination of the Town government's role in land use planning with the private water providers' role in supplying water.

IMPLEMENTATION PROGRAM TO CONTINUE INFORMATION DEVELOPMENT

The Town will continuously expand the databases that portray the water supply and water distribution systems. Provider information for water providers beyond the Arizona Water Company should be obtained to enable depiction of the entire system. ADWR data used for this element should be updated on a routine basis with the most current ADWR information. Prior to the preparation of this water resources element, the water supply and distribution system information base was at scattered locations, and much of the information was prepared such that it could only be understood by a technical audience. The initial development of an integrated information base that may be understood by the general public was a major component of this element.

POLICY FOR TOWN IN ASSESSING REGIONAL WATER SUPPLY

The Town will advocate for planning for the sustainable development of the White Mountains Region and northeastern Arizona, including supply and demand studies of the Coconino Aquifer as one important component.

IMPLEMENTATION OF REGIONAL WATER SUPPLY AND SUSTAINABLE DEVELOPMENT STUDIES

The Town appears to be in the enviable position of having a plentiful long-term groundwater supply. The Arizona Water Company and the Pinetop Water Company monitor the status of their deep wells and have found no evidence of depletion of the Coconino Aquifer.

The Town's current water demand is at about 370,000 gallons per day, and the regional planning area's water demand is at about 1,000,000 gallons per day. By 2020, depending upon the population growth rate and the rate of water consumption, the Town's water demand will likely increase to between 420,000 and 730,000 gallons per day, and the region's water demand will increase to between 1,150,000 and 4,330,000 gallons per day.

Given the apparent adequacy of the groundwater resource, it might appear that there is little need for the Town to be concerned with the aquifer's carrying capacity. There are many reasons, however, for the Town to participate in regional initiatives concerning sustainable development, including consideration of the aquifer's capacity. Some of those reasons are:

- New development throughout the entire area underlain by the Coconino aquifer will compete for the Coconino water resource.
- Users of some shallower aquifers that are experiencing depletion will switch to the deep Coconino aquifer, representing another new demand on the aquifer.
- The current water supply deficits in communities such as Williams, the effects of groundwater pumping on springs in the Grand Canyon, and other concerns in the north-central Arizona portion of the Colorado Plateau have led to two major studies of potential future water supply (Arizona State University, Morrison Institute 2001; Rocky Mountain Institute 2002). Both studies emphasize the relationships among water resource, other ecosystem, and economic factors in defining sustainable growth in the region. The Town and other areas in northeastern Arizona do not have an equivalent research base for planning decisions. The Pinetop-Lakeside area may be an area of water surplus, but it is within a region of water deficits where the search for additional water resources ranges far and wide.

GOAL FOR SURFACE WATER PROTECTION AND USE

The Town of Pinetop-Lakeside will work with those entities interested in and responsible for the various uses of the Town's lakes and streams to assure the continuation and enhancement of those uses and the protection of water quality.

POLICY FOR FLOW PROTECTION

Adequate flow in the streams and adequate water levels in the lakes is important for recreation, habitat, irrigation, and fire protection.

IMPLEMENTATION OF FLOW PROTECTION

The Town of Pinetop-Lakeside participates in the Arizona Rural Watershed Alliance Program (ARWA); a Town staff member is the contact for the Show Low Creek alliance. Any renewed initiative similar to the former Show Low Creek Watershed Partnership would now have the network of the ARWA as a new resource. The ARWA is part of the program set up by ADWR to carry out its responsibility for water resource planning statewide. The Watershed Alliances may be named according to their surface water resources, yet the planning approach is an integrated one that takes into account the interaction between the surface and groundwater resources of each area.

POLICY FOR WATER QUALITY

The environmental planning element of the adopted General Plan includes a policy to “promote land use development activities in important groundwater recharge areas that are consistent with the water quality objectives of State and Federal agencies.” The implementation program stated below would protect wellheads, which must be a large part of any overall program to protect the aquifers.

Implementation of Water Quality Protection

The environmental planning element of the adopted General Plan calls for the following program: “The Town and County development review process shall incorporate water protection strategies and plans of DEQ, DWR, and other governmental entities.”

In 1997, ADEQ adopted a U.S. Environmental Protection Agency-required statewide wellhead protection program, which instituted a voluntary component for Arizona communities (Arizona Department of Environmental Quality 1997). While the main purpose of the program is to protect groundwater wellheads, a wellhead protection area is both the surface and subsurface area surrounding a water well and the protection measures affect the surface water source as well as the groundwater source.

The City of Show Low and the Town of Wickenburg, two communities which have municipal water utilities, have adopted wellhead protection programs. The Town of Pinetop-Lakeside would not be protecting its own capital assets by instituting a wellhead protection program. Such a program could offer much to the Town, but must be undertaken in cooperation with the local private water providers. In Show Low, private water providers to portions of the planning area were partners in development of the program.

POLICY FOR FIRE PROTECTION

The Town will work with water providers and the fire departments to assure that the facilities required for municipal fire protection are available to existing and new development. In addition, the cooperative arrangements among the Town, the fire departments, and the Apache-Sitgreaves National Forest will be enhanced. In the Town’s developed areas, landowners will be educated to carry out fire prevention measures on a lot-by-lot basis.

IMPLEMENTATION OF FIRE PROTECTION

The Town will continue to require sufficient hydrants for new development and to correct deficiencies in the provision of hydrants in the redevelopment area. The threat of the Rodeo-Chediski fire has made residents aware that structures would benefit from better fireproofing, and the Town will propose additional zoning and building ordinance requirements to accomplish the fireproofing. Post-fire water protection programs will be incorporated into the Town’s emergency preparedness plans.