

# GENERAL PLAN



**City of Show Low**

180 N 9<sup>th</sup> Street  
Show Low, AZ  
85901



## ***ACKNOWLEDGEMENTS***

The Show Low General Plan Update was developed through the diligent efforts of the Planning and Zoning Commission, General Plan Technical Advisory Committee and City Staff, together with citizen participation and input. The City Council formally adopted this Plan on January 16, 2018.

### **Show Low City Council**

Mayor Daryl Seymore

Vice Mayor Brent Hatch

#### *Council Members:*

Rennie Crittenden      Gene Kelley

Michael Allsop      Connie Kakavas

John Leech, Jr.

### **Show Low Planning and Zoning Commission**

Bill Johnson, Chairman

Debbie Robertson, Vice-Chairman

#### *Commissioners:*

Jon Adams      Don Berry

Kathleen Behrend      Brandt Clark

Eric Bishop

### **City of Show Low Staff**

Ed Muder, City Manager

Morgan Brown, City Attorney

Justen Tregaskes, Planning Director

Katie Fechtelkotter, Planner

Kim Seales, Administrative Assistant

# Table of Contents

<b>I. Introduction.....</b>	<b>1</b>
Vision Statement.....	1
<i>Vicinity Map</i> .....	2
<b>II. Planning Process and Purpose .....</b>	<b>3</b>
Plan Organization.....	4
How to Use This Plan .....	5
<b>III. Show Low General Plan Elements.....</b>	<b>7</b>
• Land Use Element.....	8
<i>Planned Communities Map</i> .....	10
<i>Future Development Plan</i> .....	18
• Circulation Element .....	19
<i>Existing and Proposed Circulation Map</i> .....	20
• Economic Development Element.....	25
• Housing Element.....	31
• Trails Element.....	37
<i>Trails Map</i> .....	38
• Public Facilities and Services Element .....	41
• Open Space Element .....	44
• Water Resources Element .....	49
• Environmental Planning Element .....	54
• Growth Areas Element.....	62
<i>Growth Areas Map</i> .....	63
• Cost of Development Element .....	69
<b>IV. Implementation Action Program.....</b>	<b>73</b>
On-Going Planning Process.....	73
Implementation Phasing.....	74
General Plan Monitoring.....	74

## Glossary

## **I. INTRODUCTION**

The City of Show Low, located on the Mogollon Rim in southern Navajo County, functions as the regional hub for Arizona's White Mountains. Its trade area extends across the east central portion of the State, including portions of Apache County. The surrounding Apache-Sitgreaves National Forests and White Mountain Apache Reservation provides a spacious, scenic context for Show Low's unique character. Comfortable climate and natural beauty attract residents and visitors to the City.

Established in 1870 and incorporated in 1953, Show Low has transitioned from a rural community to a commercial and tourism center, yet has retained its strong western heritage. Preserving open space for outdoor enjoyment by both residents and visitors remains a high priority. Show Low has rebounded from the devastating Rodeo-Chedeski Fire in 2002 and is experiencing unprecedented growth, particularly masterplanned residential development.

The mid-2016 population estimate for the city was 11,176 persons, a gain from the 2010 census count of 10,660. The annual growth rate continues Show Low's population expansion. General Plan goals and objectives are intended to accommodate quality growth, on Show Low's terms. Planning preparedness is of highest priority to safeguard the community's most prized characteristics and, also, to promote sustainable development improvements.

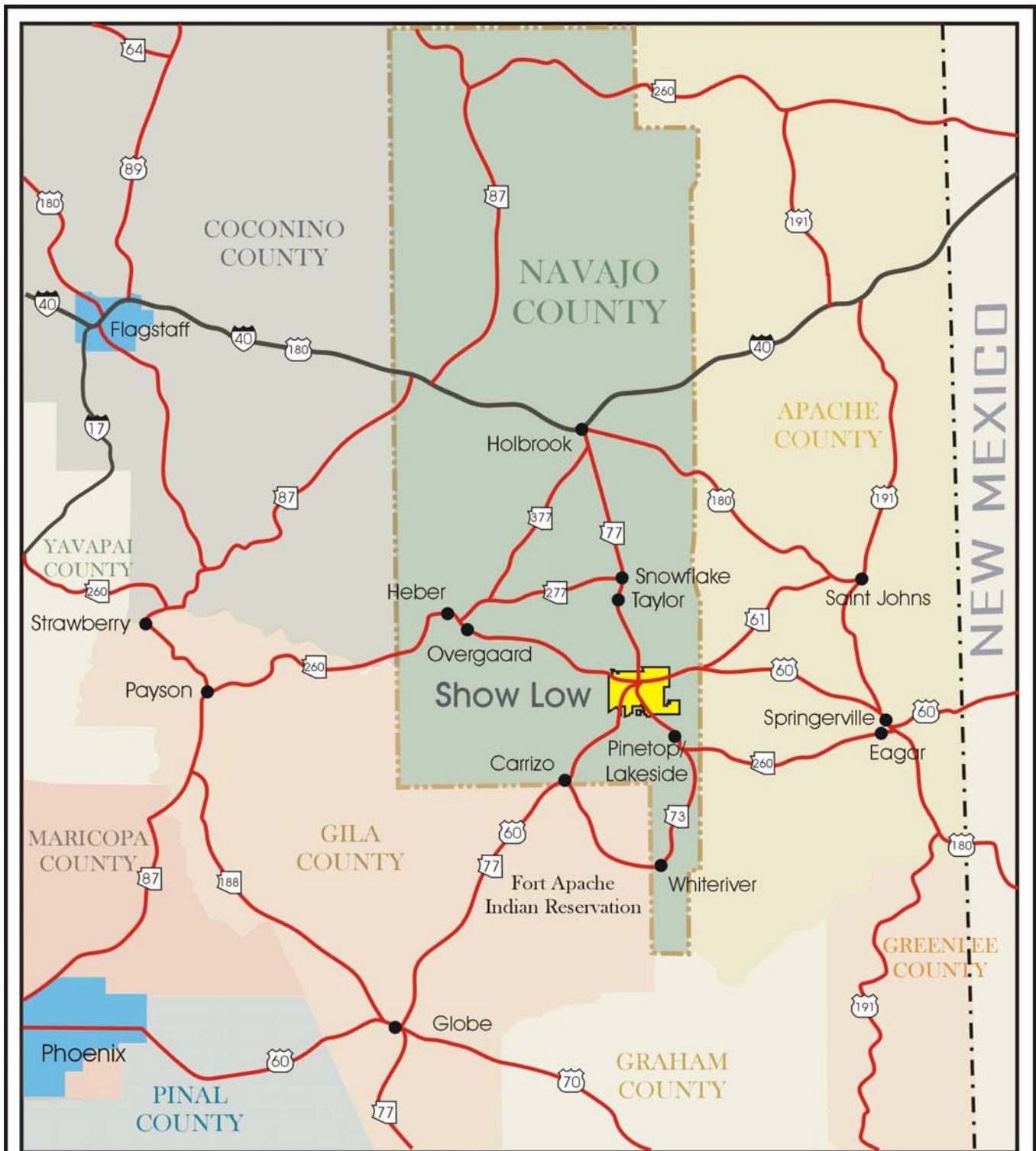
The City's greatest challenge is maintaining an equitable balance: preserving forest and open space may require more dense, clustered development; attracting better employment opportunities calls for addressing the widening gaps in housing affordability.

### **Vision Statement**

Show Low citizens and property owners are setting their future aspirations higher for a progressing municipality that has planned with foresight. Preserving the history, agricultural heritage and culture that is unique to Show Low is a fundamental principle of this General Plan. "Small town", family-oriented values emphasize the strong sense of community that characterizes the City as hub of the White Mountains region. Quality of life here is appreciated by persons of all ages, seasonal residents and recent settlers as well as long-time residents, and, particularly, visitors who quickly recognize Show Low's special attributes.

The Ponderosa Pine Forest symbolizes the area's outdoor enjoyment, spacious environment and natural resources. Stewardship in water resources, open space, woodland protection and trails system establishment exemplify a shared ideal to maintain the City's surrounding, rural setting.

Growing Smarter goals accomplishments, from improved public facilities to positive municipal growth, provide a strong foundation for an updated Show Low planning vision that balances natural and heritage preservation with new development and population increase. Policies promoting the creation of well-paying jobs, excellent housing value, compatible land use and cultural attractions are intended to serve growing families, active retirees and, especially, to nurture Show Low's youth to grow into productive adults.



**SHOW LOW**  
**REGIONAL LOCATOR**



**Legend**

- Interstate Routes
- U.S. Routes
- State Routes



## ***II. PLANNING PROCESS AND PURPOSE***

The City of Show Low, in an effort to guide and manage its future municipal growth, has adopted a General Plan to be utilized in conjunction with Arizona's Growing Smarter legislation and development standards. The document serves as a tool for municipal leaders and community members to prioritize and direct development activities in areas such as housing, traffic circulation, natural resource management and business development in addition to Growing Smarter elements.

Orderly planning practices spell out the expectations a community has for guiding its future and recommend certain tools that are specifically designed to implement citizens' vision. Elected decision-makers, together with their Planning and Zoning Commission advisors, use the General Plan as a policy framework. The document provides direction to the City Manager and Staff for advising property owners about acceptable development standards. The basic subject areas of the Plan, the General Plan Elements, are organized to provide background support information and recommendations for accomplishing civic goals.

The City of Show Low General Plan addresses the primary issues that residents and business people have identified as being key to the area's future well-being. Among the Plan Elements numerous points of local pride are recognized for preservation and enhancement as well as specific concerns or problems that must be faced so as to assure continued quality of living. Directions for the community future are grouped under the following broad Element topics:

- **LAND USE**
- **CIRCULATION**
- **HOUSING**
- **ECONOMIC DEVELOPMENT**
- **PUBLIC FACILITIES AND SERVICES**
- **OPEN SPACE**
- **TRAILS**
- **ENVIRONMENTAL PLANNING**
- **GROWTH AREA MANAGEMENT**
- **COST OF DEVELOPMENT**
- **WATER RESOURCES**

The latter five Elements respond to the State's 1998-1999 Growing Smarter legislation. These requirements guided Show Low's current Plan, making the City among Arizona's first communities to be in compliance.

In large part, the City's focus on growth issues was already directed to the types of preparedness called for in the Growing Smarter Act before its adoption. Open space presentation had been identified as deserving Element status. Environmental planning was emphasized by civic leaders, residents and tourists as a major General Plan emphasis. Growth management principles, including respect for private property rights and the assessment of necessary investments to local infrastructure systems, characterized the Plan's work program from its initial design. The community, therefore, was committed to the precepts of growth accommodation that are now in place as state-wide directions for orderly development.

Elements are not meant to stand alone. They are, by the nature of their service function to the entire Show Low area and its many visitors, interrelated in many ways. The principles of each Element should coordinate, rather than conflict, with the aims of the others. For example, roadway improvements and pedestrian connections in the Circulation Element serve economic development objectives and help to determine land use compatibility.

Each of the eleven main General Plan components is arranged in a comparable analytical format to help make these Elements easy to use when evaluating development proposals or public investment options. First, the Element goals, which citizens have named as important, are stated. Then, in summary fashion, existing conditions are reported. Current or expected dynamics pertaining to the Element -- trends, interrelationships, absorption projections, potential variable factors -- are recounted. Finally, a set of recommendations is offered to focus the Element's role in community development. Resources needed to facilitate specific goal-oriented accomplishments are described. Suggestions for implementing the Element at different levels of planning detail, from regional or City-wide perspective down to neighborhood grassroots or even individual site design may also be included in these recommendations.

The Elements are written to consider imminent growth, factoring in preferences indicated by citizens such as: preserving neighborhoods, encouraging mixed-use cluster development in select locations as well as respecting the rural lifestyle and western roots of the Show Low area. Element recommendations, derived in large part from Goals and Objectives, also set the stage for growth management strategies which are documented in the General Plan's final chapters.

Although the Show Low General Plan provides guidance for a period of twenty or more years, State Statutes require that it be updated at least every ten years. The Plan should be subjected to an annual review process to monitor its consistency with current community values and objectives.

### **PLAN ORGANIZATION**

The Show Low General Plan is organized into four Chapters. This document is arranged to flow from a statement of basic goals through the evaluation of community needs and the means by which to implement them.

Chapter I provides introductory information and serves as an orientation to the Plan. Chapter II describes the Plan Process and Purpose. Next, the fundamental subject matter components, Plan Elements, are assessed as Chapter III. These Elements were derived from citizen emphases on particular areas needing attention for future development. Finally, Chapter IV includes a recommended action plan for achieving local planning objectives. The implementation strategy targets not only short-term goals but also mid- and long-term accomplishments.

### **HOW TO USE THIS PLAN**

A General Plan expresses governmental policy regarding the jurisdiction's present and future physical development. Its text expresses the basic principles that guide growth while preserving Show Low's assets that include distinctive community character, spaciousness and the heritage of Arizona's White Mountains.

Future Development graphics are intended as an illustrative, broad concept for sustainable civic excellence. They represent a generalization and are not meant to specify uses for individual properties.

When adopted by City Council, local voters exercise the right to accept the General Plan as the official document for leading Show Low over the next several years. By statute, Arizona municipalities are required to update their Plan at least every ten years. However, this Plan's vision looks farther into the future -- a generation or more.

Municipal decisions are expected to be consistent with the citizen-driven General Plan. Components in the Plan document are coordinated. Implementation strategies offer step-by-step suggestions for carrying out community aspirations over time.

Residents, landowners, prospective developers and interest groups may cite the Show Low General Plan as a reference to support their positions on a range of issues -- from trail system improvements to the local economy or housing variety. City decisions should also be framed by these recognized planning principles. Keeping in mind that the Plan is a generalization, it does not purport to dictate what property owners should do with their land. It suggests possibilities, such as where spaciousness might be maintained or where certain types of development would be especially welcome.

The Plan does not change zoning status. Graphics showing future development are not intended to revise existing zoning district classifications. If a proposed land use is consistent with the General Plan, it is more likely that a rezoning request would be considered favorably -- but it is by no means a guarantee. A full application and public hearings would be required.

Furthermore, rezoning can be considered even though the desired use or development intensity does not match the Future Development graphic. Requests for relatively small areas that differ from the Plan's generalized use categories may be approved if the applicant demonstrates convincingly that the proposal would be compatible with surrounding development. Large-scale changes from General Plan designations, however, may require a General Plan Amendment (see page 75).

Show Low's Plan is intended to be flexible. Creative suggestions for land improvements, community amenities, housing choice and reaching economic goals, among other justifications, are meant to be evaluated on their merits -- so long as they respond to overall community objectives.

The document, therefore, should be consulted on a regular basis in evaluating proposals for community improvements -- whether public or private. Whenever changes of conditions or preferred new policy directions are noted, the General Plan may be modified by interpretation or amendment so as to continue to represent the people of Show Low.



### ***III. SHOW LOW GENERAL PLAN ELEMENTS***

Eleven basic components, or Elements, were specified by the City to establish its framework for future development. Arizona State Statutes require larger municipalities to adopt, at a minimum, the two fundamental Elements of *Land Use* and *Circulation*, as well as the "Growing Smarter" Elements: *Water Resources*, *Open Space*, *Environmental Planning*, *Growth Area Management* and *Cost of Development*. Although not required to do so, Show Low has opted, also, to consider *Economic Development*, *Public Facilities and Services*, *Housing* and a new, separate consideration of *Trails*.

The General Plan expresses broad, basic policies pertaining to each subject area. Principles directing City growth, asset preservation and community improvement are derived from citizens' stated values. Previous recent citizen opinion surveys provided a means to evaluate the preferences of respondents on the Elements' central issues. Survey analyses appear in the Plan appendices.

Examples of coordination among Elements range from simple cross-referencing to thorough discussion of the ways one component, say Housing, may affect others such as Land Use, Public Facilities, Growth Areas and more. Stressing the interrelated aspects in Show Low's goals is fundamental to a comprehensive planning approach.

Ideas brought up by process participants helped to identify Plan passages that required clarification or further explanation. Making the Plan's maps more understandable benefited from citizens' editorial comments. Some specific critiques that resulted from public planning events were: strengthen comparisons between current status and future vision; do not assume that all proposed developments will actually occur; refrain from indicating public uses on privately-owned property; and more carefully differentiate the types of trail use (e.g., multi-purpose, motorized).

Continuing oversight review by the Planning and Zoning Commission, other interested citizens and Staff led to a series of refinements to the document. Likewise, directions from City Council -- as well as other agencies' suggestions obtained during the 60-day review period -- provided additional sharpening of all Elements.

#### **LAND USE ELEMENT**

Show Low citizens favor positive development that contributes to community quality while maintaining the City's character and spaciousness. General Plan principles stress respect for private property rights, encouraging creative site planning that integrates well with surrounding uses. By implementing the updated Land Use goals and objectives, Show Low seeks to continue the appreciation of land values.

All Plan Elements relate to patterns of development and preservation in the City as well as its planning area beyond current municipal boundaries. As the central place for Arizona's "all seasons" White Mountains, Show Low serves numerous visitors, as well as residents, with its businesses, facilities and infrastructure. The welcoming image of attractive appearance with scenic backdrop depends on compatible placement of homes, commerce, work places, public facilities and open spaces.

The City of Show Low through recent annexations has protected the community from unplanned developments around its periphery as well as maintaining ample land area for growth. Only about a quarter of the incorporated municipality's land area is developed. There are vast expanses of open lands, including portions of the Apache-Sitgreaves National Forest, that extend well beyond the City limits. With the interjurisdictional cooperation of Navajo County, Pinetop-Lakeside and the Forest Service, this extraterritorial land is considered part of the Show Low Planning Area. Although space to accommodate new development would not appear to be a problem for the community, the misallocation of land use and development density can jeopardize the quality and sustainability of the community.

Natural surroundings are the City's most highly regarded attribute according to year-round inhabitants, seasonal residents, and visitors alike. Sound land use planning demands that the resources of woodlands, meadows, lakes, streams, wildlife habitats and corridors are addressed in preparing for development as well as in the Open Space and Trails Elements. This attention is necessary to maintain the community's spacious, tree-shaded character even in its more urbanized portions. Property improvement criteria -- zoning, subdivision regulations, engineering specifications -- are the principal means for preventing urban sprawl with unnecessary destruction of the community's forested image.

Environmental quality has earned Show Low the reputation as an excellent community in which to live either as a permanent or seasonal resident. Residential development comprises a large share of the City's land use pattern. The characteristics of neighborhoods vary according to the types, sizes and dates of construction. Generally smaller lots and homes are represented in the original Townsite, around the Downtown business core. Subdivisions with site-built homes or manufactured housing developments are located somewhat further out along arterial roadways and State highways. More recently, masterplanned communities are being designed and built on large, single-ownership sites in Show Low's undeveloped areas.

Show Low functions as a hub for an extensive market area with a radius of about fifty miles. The City provides services for recreation lands, vacation homes and small outlying White Mountains communities. Its "central place" role goes for beyond sales of goods and services. Transportation connections, employment opportunities and gathering places accommodate a much larger population than is represented by Show Low, itself. As a consequence, proportionately more developed real estate is devoted to non-residential uses than is typical of similar-sized cities or towns. Land use planning for the future should continue to allot substantial acreages at strategic, highly-accessible locations for the continued growth of local and region-serving commerce and the attraction of jobs.

## **1. LAND USE GOALS**

In many respects, Land Use embraces all of the other General Plan Elements. Basic Goals and Objectives presented here are augmented, too, in the aims of other Plan components -- from Economic Development and Housing to Growth Areas Management and Water Resources.

**Goal:** Preserve natural surroundings and the rural, hometown atmosphere.

Objective: Encourage masterplanning of large expanses of lands slated for private development.

Objective: Promote infill and indicate prime growth areas for programmed

- expansion of service systems to discourage sprawl.
- Objective: Develop land use regulations that encourage preservation of trees and open space in developments.
- Objective: Emphasize forest health efforts.

**Goal:** Stress compatibility of land uses.

Objective: Allow a mix of uses that fit well into residential neighborhoods but encourage redevelopment where detrimental commercial or industrial uses exist.

Objective: Evaluate compatibility where mixed housing exists.

Objective: Reduce negative impacts on residential areas.

**Goal:** Target redevelopment improvement efforts.

Objective: Improve visual standards.

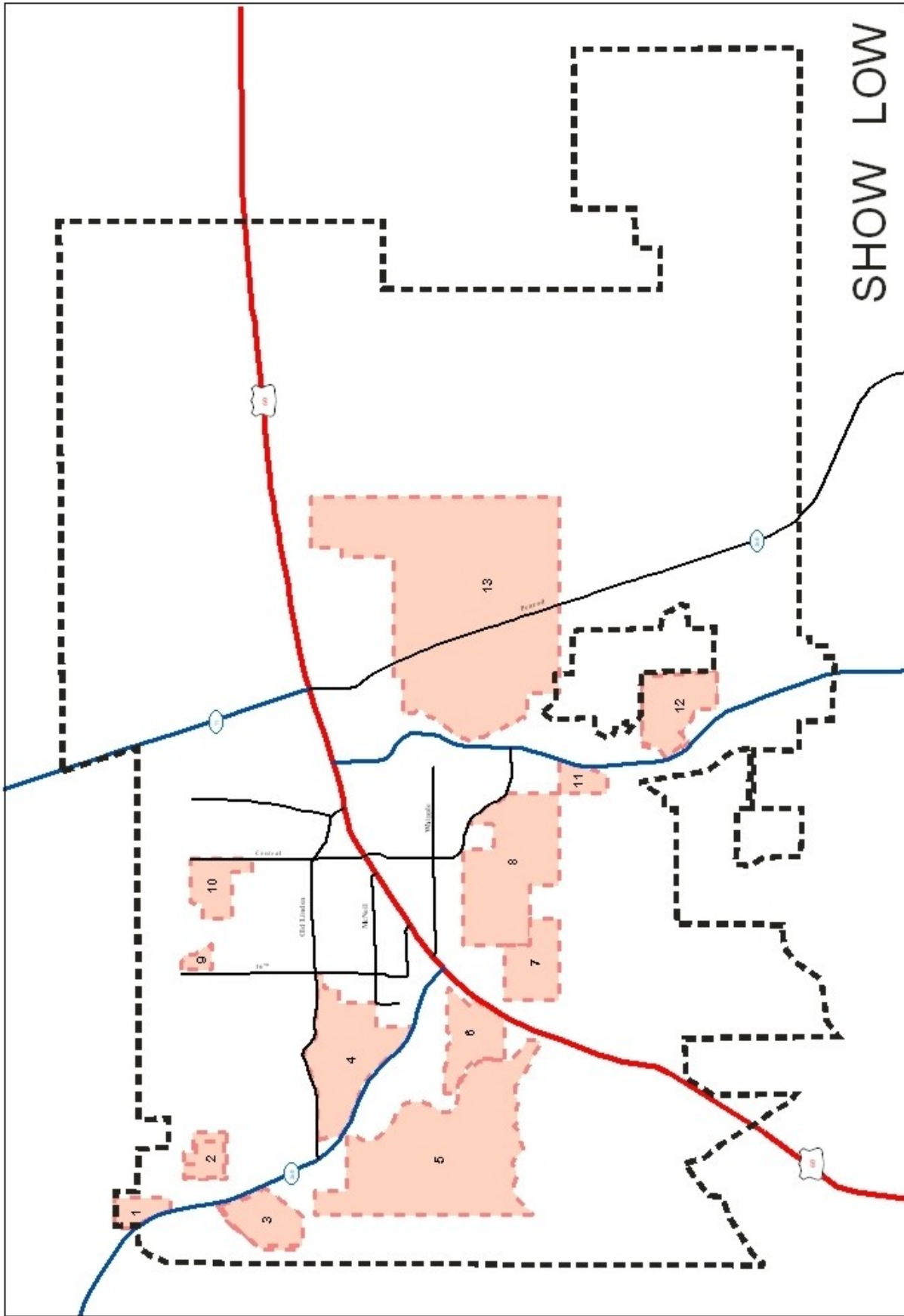
Objective: Encourage re-use of old buildings.

Objective: Enforce current codes for abandoned buildings and signs.

Objective: Develop landscaped courtyards with public seating.

## 2. **EXISTING CONDITIONS IN LAND USE**

The City's 65 square miles represent a 163% growth in area (through annexation) since the 2008 General Plan. Fifty-seven square miles of the incorporated area are vacant, including more than 42 square miles under U.S. Forest Service management. Year-round residents are estimated at 11,176 based on 2016 estimates provided by the Arizona Office of Economic Opportunity. This number is an increase of 6% from the 2010 Census population of 10,660. Similar growth rates are expected in the future. Show Low experiences seasonal population fluctuations, with thousands of additional summer residents and visitors inhabiting the community during peak periods. There are currently 2,664 vacant, platted residential lots in the city.



# SHOW LOW

- Legend**
- City Boundary
  - Highway
  - State Route
  - Major Street
  - Planned Communities
- 1 Mile
- 

- Planned Communities**
- 1 Eagle Ridge
  - 2 Bison Trails
  - 3 Bison Ridge
  - 4 Bison Crossing
  - 5 Torreon
  - 6 Torre Lakes
  - 7 Snow Creek
  - 8 Sierra Pines
  - 9 Fools Canyon
  - 10 Central Park Estates
  - 11 Cedar Ridge
  - 12 White Mountain Vacation Village
  - 13 Show Low Bluffs

The City's higher proportion of land developed to retail, service and hospitality industry uses utilizes nearly one-quarter of its improved land area, compared with fifteen percent as the average in other locales. Business activity has historically concentrated along Show Low's regional highway corridors. However, planned communities increasingly incorporate commercial activities in the development's interior.

Show Low's land use policies should address the demand for commercial sites, including Downtown revitalization, "gateway" projects and mixed-use shopping/employment sites near existing or planned neighborhoods. Improved community appearance as well as increasing municipal service capacities to stay ahead of growth constitute major determinants for the location and design of new, non-residential construction. Expansion of attractive, successful business enterprises contributes to such other General Plan Elements as Economic Development, Growth Areas and Public Facilities/Services. Job creation is vital to maintaining local families' household incomes at levels sufficient to live comfortably in Show Low. Revenues generated by expanding commerce and industry are key contributors to improved public facilities -- from upgraded infrastructure to community amenities such as parks and trails.

An estimate of the land resource inside municipal boundaries, by general land use category, is as follows:

<b>LAND USE BREAKDOWN</b>			
<b>in acres</b>			
<b>Type</b>	<b>Developed</b>	<b>Vacant</b>	<b>Total</b>
Residential	2,791	7,999	10,790
Commercial	595	687	1,282
Industrial	686	776	1,462
Recreation*	413	27,070	27,483
<b>Totals</b>	<b>4,485</b>	<b>36,532</b>	<b>41,017</b>

\*includes City parks, Fools Hollow Lake Recreation Area and Forest Service lands. This does not include committed developments' open space or golf courses.

**a. Land Use Prospects**

Show Low continues its housing-driven growth, with substantial inventories of buildable lots in place or being planned for future residential development. So many new rooftops create opportunities for expanding the local commercial base, both by intensifying Downtown economic growth and by incorporating sites for goods and services in or near master planned communities. Connecting business uses along the Deuce of Clubs and other major thoroughfares with urban pathways and nearby off-street parking areas helps establish stronger, tourist-attracting shopping precincts.

Downtown revitalization should stress a mixture of uses -- shopping, office, residential -- possibly relocating industry and heavy service enterprises to commerce park sites. Higher density dwelling units at the edges of the City core will enhance pedestrian activity while housing people closer to shopping and other activities.

Extra effort to attract industrial and office jobs will be required. Employment-driven growth contributes to the local economy's stability as well as helping to sustain residential demand. The auto mall and related businesses that demonstrate airport business expansion has begun to occur. However, more of its acreage could be made available for new industrial location, devoted to more intense job-creating uses.

Targeted industries, such as regional office headquarters, healthcare facilities and high-tech research/development firms desiring a quality working environment for their employees, are examples of prospective Show Low employers. The Economic Development Element, pages 25-30, calls for significant addition of well-paying jobs not only to improve the local economy, but also to balance demographics between wage-earning families and retirement population growth.

United States Forest Service exchange lands will continue to play a major role in Show Low's supply of developable land. Currently, more than half of the City's area is undeveloped and there is a large inventory of planned homesites. Yet, where preserving forest in and around the City is accomplished, tactical releases of Forest Service acreages can complement, rather than threaten, the City's managed growth. It is essential that the Forest Service continue as an active partner in Show Low's "Growing Smarter" planning.

**b. Land Use Concerns**

The desire to preserve the woodland setting and the need to keep costs of infrastructure extension under control are the two most constraining factors to Show Low's outward growth. Larger scale developments that are close to existing infrastructure are easiest to accommodate. Show Low Bluff, for example, is both proximate and does not remove forest. Timed availability of developable land can coordinate with the City's long term infrastructure planning. It can also allow for the desired buffering, screenings, transitions and separations with woodlands to accomplish the General Plan's residential villages theme.

This General Plan update deals with challenging economic cost concerns. Land Use addresses the value of real estate, shelter expense and gaps between wages and costs of living. City planning should continue applying cost-benefit assessment of existing service capacity to each proposed development beyond current service boundaries. Recent annexation areas have been, and should continue to be, evaluated in terms of consistency with General Plan goals as well as their contribution to Show Low's economic sustainability. Of particular concern are the potential negative impacts that could occur if those sectors develop in an unplanned, unmanaged pattern, especially if the City has made capital expenditure commitments to infrastructure for development plans that are slow to -- or never-- materialize.

As discussed in the Circulation Element, the intensity or density of new projects should not be permitted to exceed street capacities. Large or high density land

use plans require Traffic Impact Analysis (TIA) to assure that vehicular congestion will not occur.

Flood hazard and steep terrain are development-limiting factors that should be regarded as indicators for open space reservation. Private lands impacted by these or other physical constraints may be offered development rights transfer credits as an alternative to developing difficult sites. To address these concerns, the City of Show Low could consider permitting construction of higher density projects on sites with greater development capacity -- good access, proximate utilities, adequate drainage and soils -- in exchange for reserving the less developable acreage in its natural condition.

### **3. TRENDS IN LAND DEVELOPMENT**

The preferred Future Development Plan alternative selected through the public planning process (map, p. 18) reflects the concept of new community “villages” in wooded settings. Village clusters would be self-sustaining in terms of infrastructure cost and meeting day-to-day requirements such as convenience shopping and some jobs. Their residents would rely on central Show Low service and retail for other needs.

Demographic trends indicate a growing nationwide population of active retired persons and "empty nesters" who desire a wide spectrum of residential choices. The Show Low village concept would provide an attractive choice for these future residents as well as for people operating home businesses or working in the area.

As year-round population increases, the City can support larger, more varied trade and expanding local enterprises. Reserving commercial and industrial space for economic development should be a community planning priority -- designating general locations where non-residential land use is most appropriate.

#### **a. Current Direction in Land Development**

An area of more than two square miles for future homesites represents approved subdivisions and residential communities. There are 2,664 platted lots available for future housing, including numerous properties that are vacant or in need of redevelopment in the City’s existing central neighborhoods.

Previous surveys recognized shortages in opportunities for reasonable workforce housing and quality, affordable rental dwelling units. Patio homes, townhouses and apartments could be constructed around the edges of the City’s widening commercial sectors or in new village cores, as buffers between businesses and single-family housing neighborhoods.

Because the Show Low market area serves a regional population greater than 150,000 persons, the City attracts interest from national companies. Local officials have noted that, because of the City’s drawing power for tourism and regional trade, many retailers, restaurants and commercial service providers are

interested in the community even though its population and demographics may be less than the numbers these “chain” enterprises normally require.

**b. Future Land Use Demand Implications**

Forecasts for population growth, suggest increased growth will continue.

- (1) *Housing.* An annual average of 66 dwelling units per year have been constructed in the past ten years. Predictably, two-thirds of future land development will go to accommodate the shelter needs of the growing number of year-round residents plus a continuing demand for vacation or pre-retirement homes.

A total of six and one-quarter square miles averaging 3-5 homes per acre, would be required to accommodate two decades of projected population growth. Show Low currently has much of the estimated land absorption already available with approvals for potential housing. Projected density, however, would be somewhat greater -- and more efficient -- than today's average.

- (2) *Commercial.* To keep pace with forecast population and tourist demand, Show Low would need to add the equivalent of one neighborhood shopping center, in the eight to twelve acre range, every year. Commercial construction could occur at an even more rapid pace as year- round residents increase
- (3) *Employment.* For economic balance, the City's programs to attract employers who offer well-paying jobs to the local workforce should be strengthened in conjunction with Northland Pioneer College as well as regional and state economic development agencies. Company relocations to Show Low “importing” skilled technical and professional staff, need also, to be targeted.

Site sizes vary for different types of industry and offices, so increments to employment uses in individual years could fluctuate widely. One year there may be little or no need for additional workplace land -- new enterprises may locate in space provided at the airport business park or elsewhere. In the next cycle, a new forty-acre or larger industrial/commerce park might be constructed. On average, an estimated twenty acres could be absorbed for employment sites annually.

Here, as in most municipalities, there is a larger inventory for industrial-type uses than other potential development categories. Less than a third of the City's vacant industrial lands, nearly two square miles, is likely to be developed by the year 2030. With technological advances reducing land needs for many production activities, the 400 acres absorption estimates should be ample.

- (4) *Open Space/Institutional/Other Uses.* Community-serving uses, such as elementary schools, parks or homeowners' association recreation buildings,



would be included in residential land allotments. An estimated six to ten acres per year would be required for a variety of purposes including educational facility expansion and construction of health care, public safety and other civic facility buildings and grounds and the like. One hundred twenty acres for institutional uses, plus a minimum six acres per one thousand new residents in community parks (e.g., another 100 acres to 2030), are projected to be required.

The general estimate of land needed to accommodate these growth projections approaches 5,000 acres. Some of the expansion would be accommodated through infill development, the remainder by intelligent growth management land planning. Show Low in 2030 would consist of 16.2 square miles of developed area, compared to the 9 square miles of developed area currently within its municipal boundaries.

#### **4. LAND USE RECOMMENDATIONS**

Throughout the public planning process, citizen participants enumerated Show Low's Land Use Goals, then helped to refine objectives and strategies for each goal. The Goals for this Element, continuing 2008 General Plan emphasis, are revisited here with new Action Recommendation responses.

**a. Goal:** *Preserve natural surroundings and rural, hometown atmosphere.*

Growth management policies are meant to guide future development into areas that are currently -- or that can be economically -- served by public systems and utilities. Improvement standards in the City's development regulations should emphasize retention of native vegetation, use of natural solutions for containing storm water run-off, reduced levels of grading and disturbance of the natural terrain. U.S. Forest Service master plans and policies pertaining to land exchanges are essential factors in Show Low's preservation planning.

Wooded settings are appropriate for commercial as well as residential development. Incentives should be provided to encourage preservation or reinstallation of Ponderosa Pines and/or other preferred trees, understory shrubs and ground cover varieties in new construction and revitalization projects. Siting orientation and/or vegetative screening may be employed to reduce the visual impact of vehicular parking or maneuvering areas. Pedestrian amenities particularly need to be included in the City's shopping and public gathering locations. Subdued signage is advocated, principally to provide locational information, rather than advertising.

**Action Recommendation:** Whenever possible assurances to preserve natural features should be obtained on planned developments' approval. Density bonus incentives are suggested for retaining natural vegetation, wildlife habitat and community appearance standards. Utility and municipal service system extensions should be planned well in advance to limit and discourage premature, leapfrog development. Develop site planning and buffering standards with particular attention to sensitive areas such as Downtown and developments proposed adjacent to open spaces or trails. Update procedures for assessing land use compatibility and apply them consistently.

**b. Goal:** *Stress land use compatibility.*

Public and private construction projects are expected to be consistent with the principles of this General Plan. Types and intensities of land use are intended to fit together well with their community context so that property owners may have full use and enjoyment of their land without undue, negative impacts from nearby sites. Buffering between different uses or housing types and reduction of non-conforming uses, especially those in residential areas, are examples of enforcing land use compatibility.

The General Plan recognizes the City's current pattern of development. Intensifying commercial and residential (mixed) uses in Downtown and other compatible, infill development opportunities continue to be encouraged.

The General Plan is not meant to be a zoning map. Citizens' vision for future improvement is shown in broad, generalized indications of where revitalization or new development opportunities are recommended. Significant deviations from the Development Plan, in terms of use, intensity or property area, would require a major General Plan map amendment in addition to other necessary approvals, such as rezoning.

The Planning and Zoning Commission and City staff are responsible for evaluating the compatibility of development proposals with existing land use patterns and the General Plan. The City Council also weighs these factors in granting or denying a rezoning request.

**Action Recommendation:** Future land use decisions by the City Council, Planning and Zoning Commission and staff should be guided by evaluation criteria designed for Show Low's "Growing Smarter" response. Interpretive policies, called Land Use Decision Keys, are intended to provide objective measurements for land use compatibility. The Keys appear in the Implementation Action Plan. These guidelines are meant to be expanded and detailed, as needed.

c. **Goal:** *Target redevelopment improvement efforts.*

Efficient land utilization for growth management begins by achieving the full development potential of properties that are already served by Show Low's municipal systems. Downtown and original townsite neighborhoods offer many opportunities for revitalization, infill development and re-use. Vacant and underutilized lots may be assembled for redevelopment. Shared parking facilities can help to enhance the accessibility of centrally-located businesses and dwelling units.

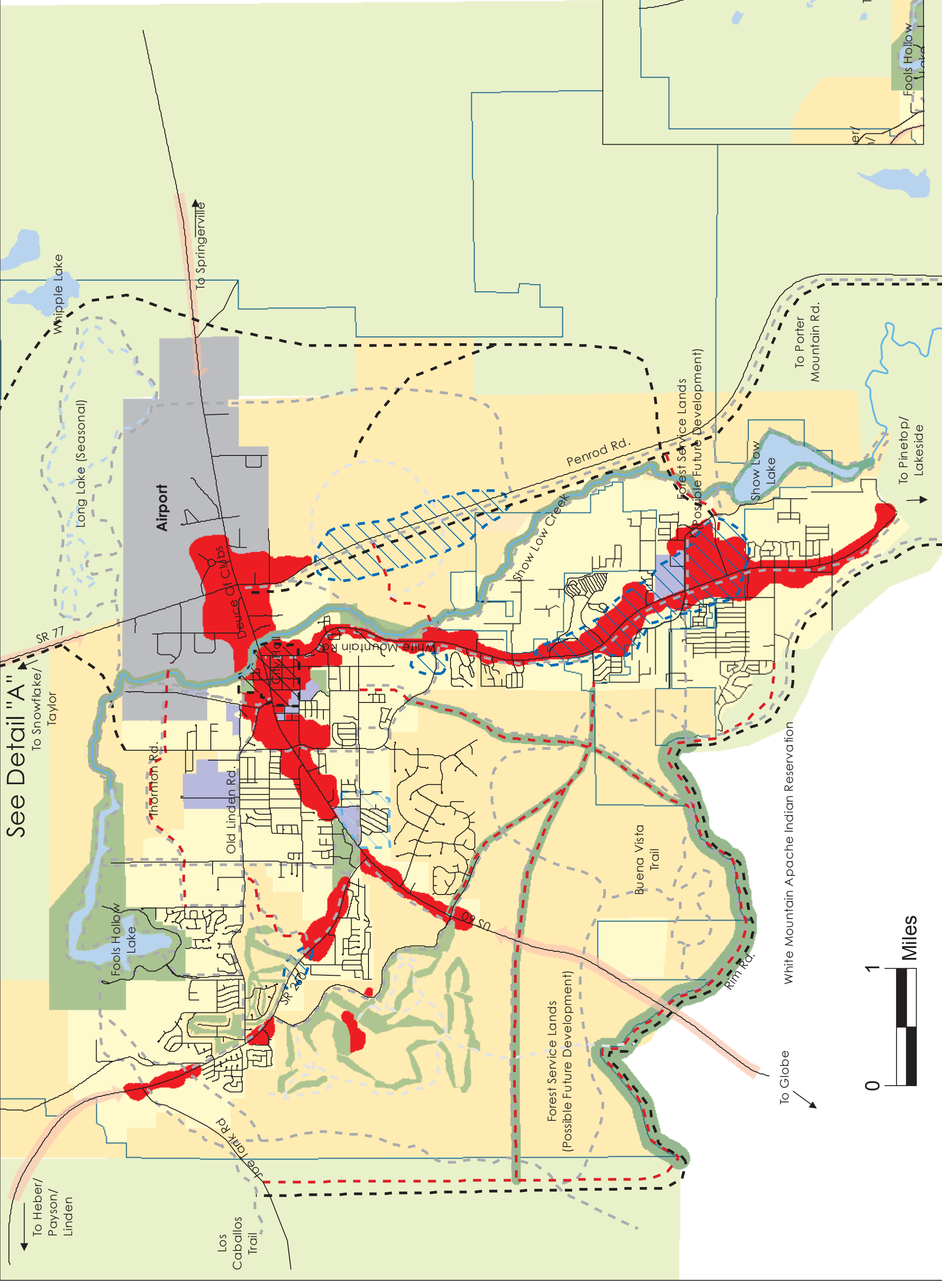
Appearance enhancements in the City's older commercial and residential areas are a high priority. Elimination of excessive signage, outdoor storage and other eyesores is appropriate in all parts of the City, but is especially important in the highly-visible core neighborhoods and at community entry points. A combination of code enforcement and proactive image enhancements, such as landscaping and public courtyards, is advocated for targeted redevelopment sites.

**Action Recommendation:** Promote urban design themes in conjunction with stakeholders. Consult with property owners to obtain voluntary ordinance compliance in correcting neighborhood appearance problems. Streamline corrective action processes, are outlined by City Code or Department policy, to assure timely compliance.

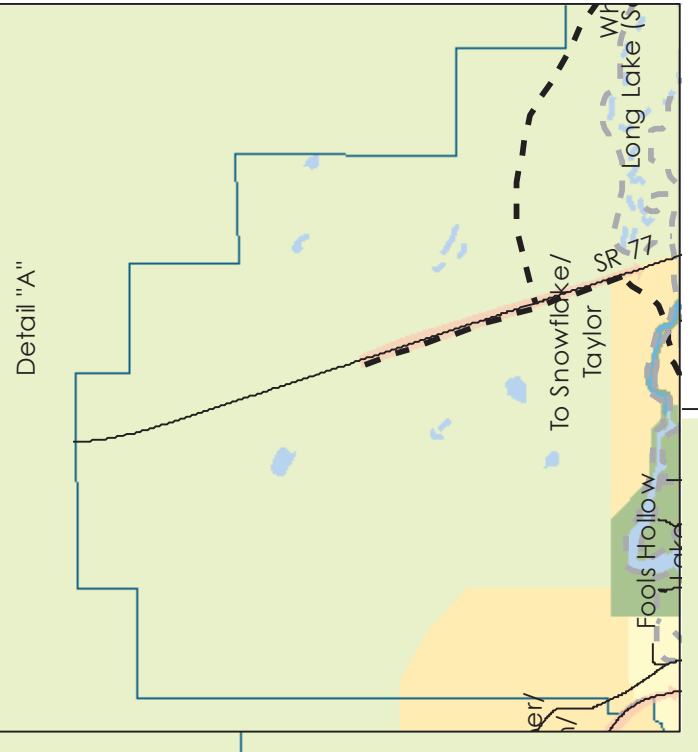
Land use guidance addresses preparation for a larger scale Show Low with special attention to maintaining its small town character. These aims are not contradictory so long as principles for combating sprawl, congestion and destruction of natural, wooded surroundings are observed.

# Show Low Development Plan

- Legend**
- Streets
  - City Boundary
  - Show Low Creek Corridor
  - Forest Service
  - Open Space/Park/Golf Course
  - Retail/Employment Centers
  - Airport/ Industrial Complex
  - Master Planned Communities
  - Public/Institutional
  - Residential Areas
  - Rock
  - Visual Corridor
  - Downtown Redevelopment
  - Education
  - Mixed use
  - NEW CONNECTION ROUTES
  - MASTER PLAN CIRCULATION
  - MOTORIZED TRAIL
  - NON-MOTORIZED TRAIL



See Detail "A"



### **CIRCULATION ELEMENT**

As Land Use directs spatial relationships, the Circulation Element provides connectivity among activities and places that facilitates function for General Plan form. Transportation efficiency – with safety – constitutes one of Show Low’s highest priorities for accommodating growth. Multiple improvement options provide a comprehensive program for convenience, accident prevention, trip reduction, emergency response and recreational enjoyment.

As the regional hub, Show Low depends on a smoothly-functioning transportation network. The “Southern Navajo-Apache County Sub-Regional Transportation Plan” (2007), using a range of population/employment growth projections, forecasts needed, major roadway improvements, such as the Penrod Road extension, to reduce traffic congestion in Show Low and other area communities. The City’s internal circulation will be enhanced by street widenings and extensions to distribute vehicular trips more evenly throughout the community.

Avoiding bottlenecks can be achieved, in part, through strategic street design, particularly in facilitating inter-neighborhood links. However, multi-modal enhancements, from pedestrian and bike pathways to Four Seasons transit, aviation and other interstate travel options, play vital roles in the City’s future transportation planning.

Located in the heart of the White Mountains, Show Low is placed in a critical position for regional transportation planning. Traffic attracted to the City for its commercial and tourism trade, through trips bound for other parts of the region and internal circulation combine to create a substantial, cumulative demand on the carrying capacity of the local roadway network. Congestion occurs not only during tourist season peaks, but also during portions of most working days when employees, shoppers, school buses, truck freight and through trip motorists converge at highway junctions.

The Sub-Regional Transportation Plan, undertaken by Wilson & Company, assessed transportation needs for the greater area. Its recommendations deal primarily with improvements to regional highway connections and inter-community circulation corridors. The Study was based on aggressive projections about future population and employment growth. Its forecasts suggest that increasing traffic congestion will result unless alternative routes and/or highway widenings are implemented. Show Low’s Plan focuses on improving internal community circulation by constructing collector road loops to spread out vehicular crossings of State Highway 260, the Deuce of Clubs, White Mountain Road and State Highway 77. Examples could be the extension of Thornton Road, the extension of Scott Ranch Road from White Mountain Road to Penrod Road, and the extension of Summit Trail from U.S. 60 to South White Mountain Road.

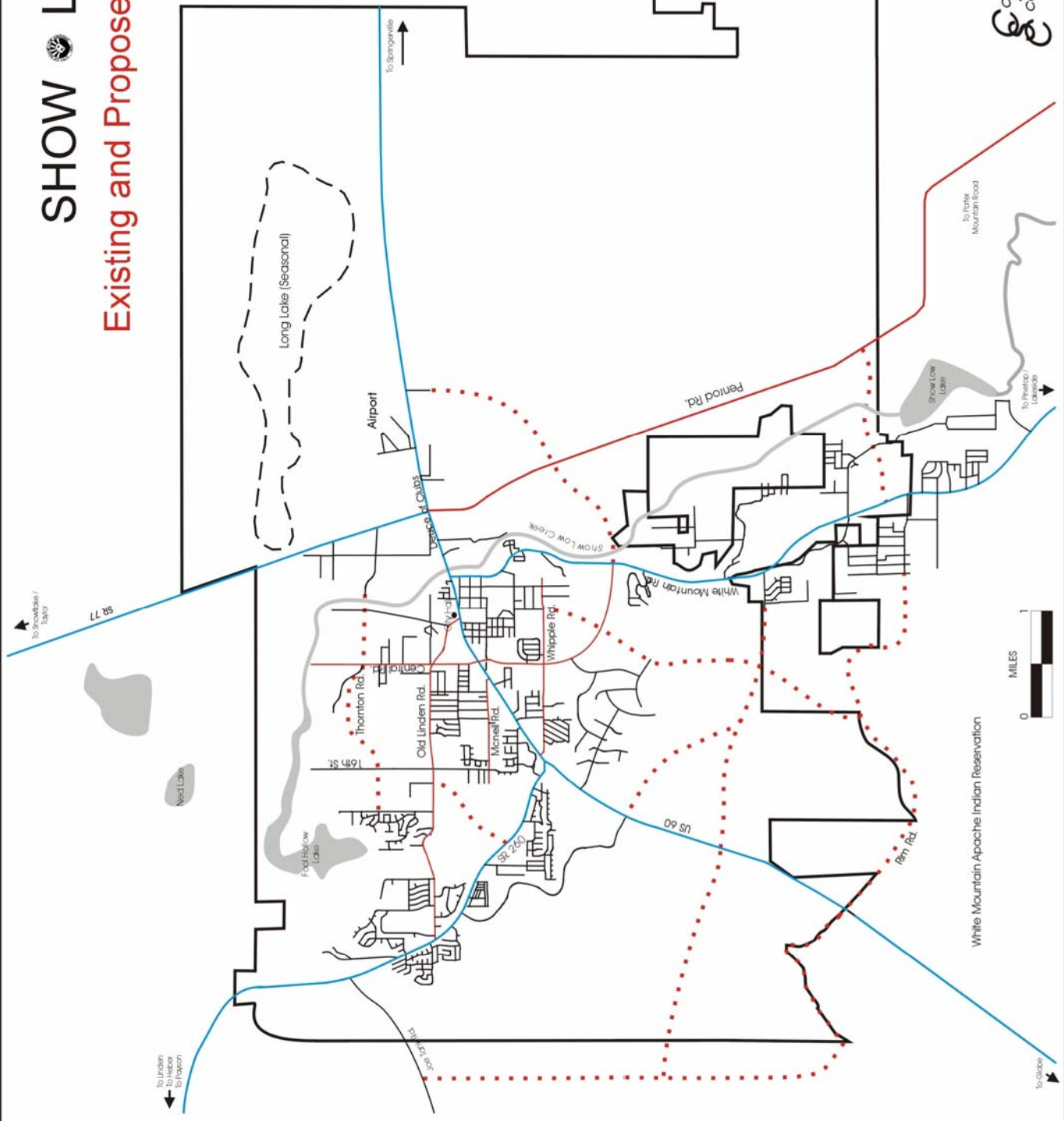
Other modes of transport are also stressed in this General Plan. Truck freight, bus linkages to other Arizona destinations and aviation facilities are regarded as aspects of Show Low’s developmental future that will require improvement. Short trip circulation opportunities -- represented by planning for a comprehensive system of pathways and trails -- are also considered a priority by local residents and officials.

# SHOW LOW

## Existing and Proposed Circulation

**Legend**

- City Boundary
- Streets
- Principal Highways
- Arterial Roadways
- Proposed Roadway Connections
- Show Low Creek and Lakes



October 2007



## 1. CIRCULATION GOALS

City transportation planning retains high importance in Show Low's comprehensive growth management strategy.

**Goal:** Support improved internal transportation system.

Objective: Evaluate and improve local street quality for motorized travel.

Objective: Require new developments to provide street "stub outs" for connection with adjacent lands.

**Goal:** Stress non-motorized travel alternatives (e.g., walking, bicycles).

Objective: Provide pedestrian improvements for safe travel.

Objective: Improve network of bike lanes, paths in conjunction with the Trails Element.

Objective: Address pedestrian safety and convenience (e.g., Deuce Crossing)

Objective: Provide sidewalks in medium to high density subdivisions.

**Goal:** Plan adequate improvements to accommodate growth.

Objective: Complete arterial street links.

Objective: Establish feasibility of other modes of transit for local residents within the City limits.

Objective: Find solutions for oversized vehicle parking and maneuvering especially in residential areas.

Objective: Establish and develop secondary travel routes to improve traffic flow.

## 2. EXISTING CIRCULATION SYSTEM CONDITIONS

Show Low's surface street transportation network is generally well-maintained; however, the City faces pressing needs occasioned by growth in tourism and the local resident population. Foremost among current concerns is the increasing traffic congestion that occurs at peak periods on the Deuce of Clubs, especially nearing the T-intersection with South White Mountain Road. Relief from these conditions is seen as benefiting downtown businesses, increasing pedestrian safety, improving emergency response times, allowing for more efficient school bus routing and many other circulation system advantages.

### a. Principal Highways

Regional connections are maintained by the Arizona Department of Transportation (ADOT) and Navajo County. These highways are: U.S. 60, which brings traffic from Globe to the south through the scenic Salt River Canyon and Apache-Sitgreaves National Forest, continuing through Show Low to Springerville; State Route 77 (Penrod Road) from Snowflake and Taylor; and State Route 260 (White Mountain Road) a major transit route from Payson and Heber, continuing on to Pinetop-Lakeside. Continuing ADOT widenings to 60 and 260 have reduced travel times from the Phoenix metropolitan area to the City.

Limited signalization as these routes pass through the municipality allows for local cross traffic movements. Periods of heavy truck or tourist traffic, however, can cause back-ups (sometimes requiring multiple light changes) through the core of the community.

**b. Arterial Roadways**

The City's "arterial" streets, such as Old Linden Road, Whipple, McNeil, Penrod and Central Avenue are not fully constructed to accommodate larger volumes of cross-town traffic. Today they serve a collector function, channeling traffic to the City's through highways. Roadways receiving future improvement attention include: Old Linden Road widening; possible Thornton Road extension and Rim Road improvements.

**c. Collector and Local Streets**

Other streets (e.g., Eighth, Eleventh and Sixteenth Streets, Eighth and Eleventh Avenues) are performing limited collector functions at present. There is general lack of uniformity in width, paving and right-of-way improvements among the City's interior streets.

Collectors provided in newer residential subdivisions, such as Summit Trail, exemplify desired standards for future master planned areas.

**d. Other Transportation Facilities**

Show Low Regional Airport provides regularly-scheduled service via Boutique Airlines. Two or three arrivals and departures daily connect to Phoenix as well as links with other southwestern cities. The airport is suitable for commercial carrier, corporate aircraft and general aviation expansion.

Four Seasons Connection transit services provided with City assistance are demonstrating a growing role for alternative transportation in the community. Route deviations of up to one-quarter mile are permitted, as a matter of Four Seasons' policy, for the convenience of individual riders.

Mountain Valley Shuttle, with a bus depot located in the Old Town Site area (on East Hall between 9th and 10th streets), offers daily service in the region and to major cities as well.

**3. TRENDS IN TRANSPORTATION DEMAND**

As noted in the Sub-Regional Transportation Plan, Show Low could soon experience vehicular traffic volumes that strain roadway lane capacities. Comprehensive planning is required to prepare the community and its regional neighbors for demands that will be generated by projected population growth.

**a. Surface Street Volumes**

Widenings, extensions, and most particularly, collector loops, are required to alleviate peak hour and seasonal congestion. The Sub-Regional Plan predicts trip generation volume up to twice the capacity of Show Low's major roadways using Year 2030 socio-economic projections. Relief calls for increasing the traffic-carrying capacity of other streets, such as Central Avenue, Thornton, McNeil and Old Linden Roads.



**b. Other Transportation Modes**

Accommodating freight mobility to serve the growing regional hub will require strategic planning of truck routes and roadway capacities. The Sub-Regional Transportation Plan recommends corridor studies in conjunction with ADOT and adjacent jurisdictions. Pedestrian and bicycle trips can help to alleviate some traffic congestion. Expanded transit service could set the stage for future auto trip reduction.

The regional airport, operated by the City, provides a vital link for passenger and air freight service. Other transportation assets should be encouraged to increase their scheduling and service.

**4. CIRCULATION PLAN RECOMMENDATIONS**

The City is committed to a phased roadway improvement program. Better internal circulation will provide traffic flow alternatives for accessing locations in the community without having to travel on the Deuce of Clubs. A system of collector corridors is planned to alleviate traffic congestion for local residents, to allow more efficient school bus routing and emergency vehicle response, but not to create a by-pass around central area businesses.

Show Low's long-term street planning is meant to coordinate with Arizona Department of Transportation (ADOT) and Navajo County roadway improvements. Local circulation system extensions are intended to support Show Low's growth management policies, including "fair share" financing contributions by developers whose properties benefit from improved vehicular access.

Other transportation modes are stressed as well -- especially pedestrian convenience in the Downtown sector. Walking, cycling and expanded local bus service are considered means to help local residents -- especially non-drivers -- complete short trips without dependence on automobiles. As population expands, frequencies of regional bus schedules and emplanements of the Show Low Regional Airport can be increased to meet demand for inter-city transportation options.

**a. Goal:** *Support the enhancement of internal transportation systems.*

Show Low's current public works planning envisions an ambitious set of staged construction projects that is intended to facilitate cross-town vehicular trips. Financing has been set aside for extending the South Central Avenue corridor to Penrod. Other projects include Show Low Lake Road, Thornton Road over to 22nd Avenue, Penrod Road widening and, in the longer term, Rim Road.

These interconnections would be designed for trip volume capacities that can open new areas for development in addition to handling current cross-town trip demand. Design standards for collector streets are particularly important to the establishment of an efficient, safe hierarchy of City roadways. The widening of Old Linden Road is a good example.

**Action Recommendation:** Adopt a detailed, prioritized Master Street Improvement Plan, in coordination with major projects' and ADOT development timing objectives.

**b. Goal:** *Stress non-motorized travel alternatives.*

Walking trips are promoted as a means for enjoying the City and alleviating traffic. Hazard-free, convenient facilities for pedestrians are given a high priority by local residents. Downtown business owners, in particular, will benefit from an attractive system of urban pathways that encourages shoppers and tourists to get out of their vehicles and stroll through the City's commercial areas. Future neighborhoods should be required to emphasize walking convenience, with optional installation specifications to allow sidewalks, paths or trail connections that fit the particular development.

**Action Recommendation:** Pedestrian amenities in central City neighborhoods and shopping precincts deserve recognition in both the Master Street Improvement Plan and the Trail Master Plan.

**c. Goal:** *Plan adequate improvements to roadways and other transportation facilities to accommodate growth.*

Lands that are designated as potential receptors for residential or employment development require roadways and pathway/trails connections to be designed for ultimate buildout. Phased access improvements may be considered on larger projects. Existing City street systems will require additional lane capacity, as well as drainage and sidewalk/pathway design where deficiencies for handling newly-generated traffic are noted.

Public transit service is provided by the Four Seasons Connection and White Mountain Connection transit system to serve the City of Show Low, the Towns of Pinetop-Lakeside, Taylor, Snowflake, the Navajo County Complex in Holbrook, and several Northland Pioneer College campuses. The Four Seasons Connection has operated in the White Mountain communities of Show Low and Pinetop-Lakeside for more than 20 years. The service operates Monday through Saturday from 6:30 am to 6:30 pm with 46 scheduled stops and a current ridership of more than 3,700 per week. All Four Seasons Connection buses seat 22 passengers and are equipped with ADA approved wheelchair lifts. Drivers are certified in passenger service and safety techniques to assist passengers with special needs in boarding and de-boarding. The Four Seasons Connection is a cooperative partnership with the City of Show Low, the Town of Pinetop-Lakeside and Arizona Department of Transportation.

The White Mountain Connection was established in 2009 to provide extended, commuter service to the surrounding communities of Taylor, Snowflake, Holbrook and Northland Pioneer College campuses. The White Mountain Connection commuter operates Monday through Friday, 6:30 am to 6:30 pm, originating in Pinetop and connecting with Greyhound in Holbrook three times daily. White Mountain Connection buses seat 32 passengers and are equipped with ADA approved wheelchair lifts. Current ridership averages 1,300 passengers per month. The White Mountain

Connection is a cooperative partnership with the City of Show Low, Towns of Pinetop-Lakeside, Taylor and Snowflake, Navajo County, Northland Pioneer College and Greyhound.

Expanding transportation options, including in-town shuttle as well as interurban service, is considered a planning must year-round to increase resident and visitor ridership.

**Action Recommendation:** Major commercial, employment and residential construction projects should supply a Traffic Impact Analysis (TIA) and/or Traffic Management Plan (TMP). These documents should address developer contributions or other funding sources for the street, transit and pedestrian systems necessary to handle estimated trip generation.

### **ECONOMIC DEVELOPMENT ELEMENT**

Retail, hospitality and regional services characterize Show Low's varied local economy. Tourism expansion helps increase municipal revenues. Job development, especially well-paying professional or technical positions, requires on-going promotion to attract businesses and individuals to the community's quality living environment. Targeting major corporations' employees who could work here from virtual home offices could capitalize on the nationwide trend to internet telecommuting.

Positioning the City to promote types of commerce that fit its desired future image is a high economic priority. Employment and revenue goals will be enhanced by a variety of incentives such as: extending infrastructure, adding educational training resources and developing focused economic development/tourism programs.

Community appearance, too, can play a major part in building Show Low's economic base as population increases. Public gathering areas with visual excitement will strengthen Show Low's identity as the commercial, entertainment and cultural hub of the White Mountains.

The City's businesses enjoy a wide trade area supplemented by tourists' purchases in the community. The growing resident population has also helped to fuel local retail and service expansion. Forecasts of population increases, including gains in the surrounding unincorporated areas and smaller towns, should engender continuing private investment in local commerce and industry.

Median household incomes tend to rise as a result of attracting retired persons to reside in the community. Typically, their financial contribution to the local economy is substantially greater than the costs of municipal services they require. The General Plan also places emphasis on the positive value of creating higher wage jobs in the City.

#### **1. ECONOMIC GOALS**

The City capitalizes on its central place commercial strengths. An even greater emphasis is placed on job creation, including health care, transportation and educational expansion.

**Goal:** Balance job opportunities for all age groups.

**Objective:** Attract and retain a mix of industry that offers variety in job level

and skills.

Objective: Seek growth of businesses that provide high-paying jobs.

Objective: Cooperate with educational institutions to provide training programs.

Objective: Work toward expanding opportunities for commute-less enterprise.

**Goal:** Encourage more industry to provide jobs in the area.

Objective: Promote industrial growth at and near the airport.

Objective: Continue to attract high tech industry.

Objective: Nurture sustainable forest-related industry.

Objective: Provide infrastructure for non-manufacturing, clean industrial employment such as fabrication or assembly activities.

**Goal:** Develop cultural and entertainment activities.

Objective: Work with the Northland Pioneer College to expand facilities.

Objective: Add local events.

**Goal:** Provide more commercial opportunities and options.

Objective: Attract a variety of restaurants.

Objective: Encourage the development of golf facilities open to the public.

Objective: Continue encouraging major retail and service industries to locate in the area.

Objective: Develop multi-use business parks.

**Goal:** Promote economic development and tourism.

Objective: Focus economic efforts through the Chamber of Commerce and Department of Tourism for the area.

Objective: Foster state-wide meetings and conferences.

Objective: Continue to promote the forest and associated recreational activities.

Objective: Work with regional and State organizations to develop promotional ad campaigns.

Objective: Develop a regional convention and visitor's bureau.

## 2. **EXISTING ECONOMIC CONDITIONS**

As noted in Land Use and other Elements, Show Low draws from a large vicinity, representing a trade area population, when seasonal residents are included, more than fifteen times the number of current City residents. The majority of taxable sales in the entire White Mountains region, 53%, occurs here. Sales tax and other revenues are sufficient that no municipal real estate tax is levied.

Business diversification, as well as population growth, will add to economic stabilization. The seasonal nature of the visitor trade creates peaks and causes local enterprises to experience protracted slow periods. A stronger economic foundation is expected to result from a larger, year-round base of local employees and retired persons.

### a. **Municipal Revenue Base**

Retail sales tax revenues are the City's principal financial resource. The current local sales tax rate of 2% produced sales tax receipts for Fiscal Year '15-'16

of \$10,630,716 –seven percent higher than FY '05-06.

The City must recognize, however, that neighboring communities are growing, too, with considerable retail economic development. It is likely that Show Low's share of regional sales will shrink to some degree. Creative economic development policies stated in this Element's Goals and Objectives will be necessary for the local economy to maintain its competitive edge.

Show Low engages in an on-going program for business retention and expansion in partnership with the Main Street program and the Chamber of Commerce.

**b. Employment**

Large employers in Show Low include the Summit Healthcare Regional Medical Center, Show Low School District, Navajo County administrative offices, local government and the Show Low facility of the Northland Pioneer Community College system. The majority of employed residents work in the City. A significant number of local jobs are filled by residents of other communities, such as Pinetop-Lakeside, Snowflake and Taylor. A 2007 report by the Drachman Institute estimated that 70% of Show Low's jobs are filled by persons from outside the City.

In addition to the Regional Airport itself, the Show Low Airport Commerce Center, Thornton Commerce Plaza and Crossroads Commerce Center are located at Thornton and North 16th Street, one-half mile west of the airport. These sites offer approximately 75 acres of developed sites for commercial and light industrial employment.

**c. Household Income Factors**

Median household income in the City of Show Low as reported in the Census Bureau estimate is \$42,614. This compares with the 2010 estimate of \$41,224. Both of these numbers are increased from the 2000 Census median household income of \$32,356. Growing numbers of resident retired persons, together with increased employment opportunities, are expected to raise household incomes reported in the 2020 Census.

**3. ECONOMIC DEVELOPMENT TRENDS**

Show Low has achieved sufficient population mass in its trade area to interest larger-scale retailers, national restaurant chains and franchised service operations. The local workforce exhibits shortages in some categories, such as skilled construction jobs. Attracting high technology firms would depend on improved training/educational opportunities. Living conditions are so appealing that employers from other regions are considering sites in Show Low for plant relocation or expansion; however, affordable housing is an issue when matching home prices with wage levels.

a. **Business Attraction and Expansion**

The Show Low Airport Commerce Center continues to attract corporate users. Auto Mall development, for example, proceeds at a rapid pace just west of the Regional Airport facilities.

The City has upgraded infrastructure in its industrial sectors as incentives for manufacturing, assembly and technological firms choosing to locate in Show Low. Many established businesses are expanding their staffing to take advantage of increased sales and service activity, including Summit Regional Medical Center..

Building permit valuation have increased between Year 2009 (\$18.8 million) and 2016 (\$22.2 million)

b. **Tourism**

Hospitality industry gross sales for Fiscal Year 2016-17 were \$9,150,000 for hotels; \$39,068,000 for restaurants and bars.

The multi-jurisdictional Fool Hollow Recreation Area recorded 98,342 visitors during 2016, compared with 85,300 visitors during 2006.

4. **ECONOMIC DEVELOPMENT RECOMMENDATIONS**

Show Low citizens expect community growth to be cost-beneficial. Their General Plan, backed up by Opinion Survey responses, indicates support for a greater variety of goods and services, better and more plentiful jobs, and visitor-serving attractions that are also of interest to year-round residents. In general, the community favors continuing the pro-business attitude that has characterized Show Low's recent fiscal success. Community residents recognize that economic development is the most direct way for gaining the financial resources required to meet civic needs.

a. **Goal:** *Balance job opportunities for all age groups.*

A skilled available workforce constitutes a principal criterion for drawing employers to Show Low. Training and continuing education programs offered at Northland Pioneer College and the Navajo County Workforce Program are vital to meeting the needs of industries considering a Show Low location. Demand for trained persons to fill technical, manufacturing, health care and construction occupations is likely to increase.

**Action Recommendation:** Northland Pioneer College and Navajo County Workforce involvement is essential to prepare residents for job opportunities. Internships or apprentice programs, coordinated with educational opportunities, should be specially designed to help local youth find solid employment. Retired persons can be utilized, either as part-time employees or volunteer mentors, to benefit the economy with their professional or business experience. Establish overlay districts in the Zoning Ordinance to facilitate Northland Pioneer College expansion.

- b. **Goal:** *Encourage industry to provide more jobs in the area.*

Building on the area's recognized environmental excellence and Show Low's reputation as a business-friendly city, more assertive action should be taken both to influence desired types of corporations to relocate here and to assist existing local employers to expand. Incubator space, having potential sites and/or speculative buildings ready for immediate use, allows business executives better to visualize their company's place in the community and to be assured that the move can be made expeditiously, with full local government cooperation.

**Action Recommendation:** Instigate Show Low's own strategic program that targets the industries -- and specific companies -- that will best fit this community's desire for better-paying jobs. A detailed Employment Promotion Plan, including aggressive workforce housing initiatives, should be accompanied by performance measuring standards.

Provide a selection of upscale, campus-type settings for research or corporate headquarters sites. Encourage land reservations in masterplanned communities for employment uses.

- c. **Goal:** *Develop cultural and entertainment activities.*

A range of stimulating diversions and high cultural activities is a positive influence on individuals' choice of a place to live, retire, locate a business, purchase a vacation home -- or even to visit. Opinion Survey participants indicated heavy support for "addition of cultural interests". Fostering the many local organizations that support the arts is good business for the economy's growth.

**Action Recommendation:** Plan for civic center capital improvements to include outdoor venues and theater seating for regularly-scheduled arts and entertainment events. Utilize new and existing facilities (e.g., Northland Pioneer College, the Aquatic Center, school auditoriums) for year-round subscription series productions.

- d. **Goal:** *Provide more commercial opportunities and options.*

Revitalization of businesses Downtown and along the Deuce of Clubs would enlarge the traditional community commercial core. Preferences indicate a desire for more pedestrian-oriented shopping and dining clusters supported by nearby housing and lodging facilities. Additional commercial activity nodes should be planned. The City's improved street system access plans should create sites that can be designed for particular commercial uses and functions. Site layouts can promote traffic management, visual appeal, safety of access and potential building expansion features needed by specific types of business.

As mentioned, efficient land use planning can design commercial activities into residential communities. Unobtrusive home occupations (e.g., office uses that generally have no additional traffic) could be permitted by minor Zoning

Ordinance revisions. The “village” core for each of these new, planned developments is meant to feature business activity.

**Action Recommendation:** Help to promote the expansion of Downtown Show Low with strategic public works projects and responsiveness in approving development proposals that will implement Economic Development goals. Promote site planned commercial centers, including lodging and restaurant village components. Encourage retail and service plazas for master planned community residents’ shopping and enjoyment convenience.

**e. Goal:** *Promote economic development and tourism.*

Sales tax revenue from visitors’ expenditures is extremely cost-effective for the City. With a welcoming management style from both the public and private sector, Show Low serves tourists and seasonal residents without incurring significant, additional administrative costs. Expenditures to handle crowds at special events is well spent, as are advertising and promotional dollars to attract tourism.

**Action Recommendation:** Add special events for “shoulder season” attraction to local hotels, restaurants and shopping. Package vacations, including use of Airlines, should be pursued by the Chamber of Commerce and/or regional visitors’ bureau.

**HOUSING ELEMENT**

The term “balance” signifies a dual objective for Show Low housing. First, the General Plan seeks a range of residential opportunities that afford wholesome shelter choice for all socioeconomic levels. Secondly, economic development depends on maintaining a sound jobs-to-housing ratio.

Recommendations contained in the “Show Low Regional Housing Plan” (2003) continue to be valid. Constructing affordable dwellings for renters or first-time homebuyers, rehabilitating existing residential stock, providing accommodations for seniors and maintaining a supply of workforce housing commensurate with local wages were then, and still are, advocated. Planned communities and mixed-use projects merit special consideration to assure that residential growth includes creative design, efficient dwelling unit yields and useable open space.

The City of Show Low, although not required by State statutes to do so, adopts a Housing Element in recognition of the importance that residential living quality has in shaping the community. The context in which a dwelling is located contributes to livability. The security, upkeep, peacefulness, natural features, socio-economic mix, spaciousness, friendly people and many other aspects of a good neighborhood were cited by General Plan participants as attributes to be sought for lasting character in the Show Low housing stock.



Show Low is predominantly a single-family community. There are various types and a wide range of sizes in the homes available locally: site-built dwellings, manufactured homes, mobile home parks and subdivisions. Some units are just a few hundred square feet in living area, others are thousands of square feet. Homebuilders are supplying many different models in a wide range of prices. Affordable, entry-level housing and, especially, choices in rental dwellings continue to represent the more significant shortages in the current shelter market.

Demand for vacation and retirement homes, which accounts for a substantial proportion of Show Low's housing starts, has a tendency to increase the pricing of new homes. Large-scale marketing programs, on the other hand, can contribute to economies of scale that allow local wage earners to get more house for their money. Land use planning preferences for mixed-use village developments are intended to encourage the inclusion of town houses, apartments and compact lot homes for greater variety and price sensitivity in master planned neighborhoods.

## 1. HOUSING GOALS

The Housing Element keeps similar goals and objectives. There is new emphasis, however, on mixed-use, greater density and affordability in residential choice.

**Goal:** Maintain residential consistency, balance and spacious appearance.

Objective: Provide a Land Use Plan and zoning that strive to achieve compatibility with dissimilar uses next to each other.

Objective: Preserve trees and natural surroundings in residential areas.

Objective: Provide guidelines for safe integration of housing into forested areas.

**Goal:** Promote mixed-use developments and advocate masterplanned communities.

Objective: Consider higher rise residential in Downtown for business opportunity and affordability.

Objective: Encourage a mix of affordable housing through incentives.

**Goal:** Integrate open space and parks into housing developments.

Objective: Establish minimum requirements for open space development.

Objective: Require paths connecting residential area to parks and recreational activities.

Objective: Encourage developers to integrate meaningful open space into plans.

**Goal:** Clean up housing to create safe, well-maintained areas.

Objective: Establish programs to phase out mobile homes after their useful life.

Objective: Foster higher design standards for apartment development.

Objective: Look for grants or programs to aid residents in cleaning up neighborhoods.

## 2. **EXISTING RESIDENTIAL CONDITIONS**

First and foremost, Show Low is a community of homes. Local character is most evident in the City's diverse residential neighborhoods. The somewhat higher proportion of manufactured housing than is typical of most Arizona communities has been dropping as a result of the current residential boom in predominantly site-built homes. The City's residential areas are generally sound and secure. Home values are appreciating as attraction to the community's quality of living accelerates demand for housing.

Aging of residential structures, although not serious or widespread, is a potential concern that deserves attention. An estimated thirty percent of local residences, heavily skewed by the incidence of older mobile homes, are at or near their typical useful life without having undergone significant rehabilitation.

The limited availability of rental shelter represents another aspect of Show Low's housing stock that needs to be addressed. Current rentals are predominantly in single-family homes because relatively few apartment units are being produced.

The overriding interest in housing stability for the City's long term future is the promotion of housing affordability. Rental prices that are within local residents' ability to pay and homes that may be purchased by young employed families are targets. Creating a solid "move up" market is beneficial to the entire Show Low residential real estate economy.

### a. **Current Housing Stock**

Slightly more than 60% of Show Low dwelling units are site-built, single-family, detached structures. Of the total 6,605 units, 7% were constructed prior to 1960 and another 14% by 1975. Approximately 1,200 dwelling units were added from the mid-70s to the mid-80s. After a severe drop in building permits following 2008, the City has added 402 dwelling units from 2010 through 2016.

Multiple-family dwelling construction has increased somewhat; however, rental units are still in short supply. Manufactured housing placements are occurring, principally in new subdivisions, but are expected to represent a decreasing proportion of the City's new housing market.

Many vacant, skipped-over lots in older, platted subdivisions are available for residential construction. These sites, for which municipal service systems are already in place, should become the focus for concerted infill efforts.

### b. **Residential Development Inventory**

An estimated 2,700 lots, including vacant properties in older, recorded subdivisions, future phases in existing planned developments and pending master plan proposals, are available for residential construction in Show Low. Taking into account the projected population growth rates, higher density housing types and some replacement housing, this inventory would represent a ten to fifteen year inventory. It is noted, however, that infill properties do not develop as rapidly as do planned tracts with specific marketing phases.

Build-out on so many lots could more than double the community's 2016 population. Over an extended time period it is likely that changing demographics will bring about different housing type preferences -- tending toward more compact lots and clustered homes.

### **3. CURRENT DIRECTION IN HOUSING**

The fast-paced housing market in Show Low is reflected in sales, production and planning for future inventories over the past decade. Since the 2007 Plan, the number of dwelling units has increased, with an increase in cost. General Plan objectives, such as clustering mixes of housing types and stressing affordability, can accompany the anticipated development boom if portions of new communities include starter homes, town houses and garden apartments with suitable open space reservations in exchange for allowing profitable dwelling unit yields to developers.

The home-buying gap for working families (median household incomes would qualify for a house costing approximately \$160,000) must be addressed. The current direction in residential construction is primarily toward retirement or second homes. Local workers who do not already own are being priced out of the community.

#### **a. Residential Types**

Recent construction, as noted, has included a significantly greater proportion of site-built homes as compared with manufactured housing. In the late 1980s, about half of Show Low single-family homes were manufactured or mobile homes, located in subdivisions and mobile home parks. The percentage has dropped to about 20% since 1999. Single-family detached subdivisions, whether site-built or manufactured units, comprise virtually all of Show Low's housing stock. As the City increases in size and diversity, introduction of new housing options -- particularly apartments, condominiums, townhouses and patio homes -- is desirable.

In addition to variety suggested in master planned developments, infill programs could consider mother-in-law quarters, dwelling units located over retail establishments and patio home groupings on parcels within developed portions of the community. Assisted living and elderly care residential opportunities should be considered as ways to add social diversity in existing neighborhoods.

Apartment construction, particularly proximate to jobs and other activity centers such as Northland Pioneer College, should be promoted in well-designed, professionally-managed rental communities. There is a special need for responding to the shelter preferences of young professionals, the housing needs of families transferring in to new employment and the choice by many retired persons for low-maintenance residences.

#### **b. Residential Development Locations**

The concept of encouraging residential villages (with diversity in types of housing structures and including related non-residential uses) is founded in quality of living principles that feature convenience, amenities and housing value. Outdoor enjoyment of Show Low's natural surroundings is fundamental to this relaxed, small-town atmosphere.

Siting selections for existing and future master-planned developments focus on tracts of land that are generally easy to develop and economically close to existing municipal facilities and services. Natural resources, forest or meadow, are ideal attributes in residential village planning because they offer an established edge for screening, buffering and separating developed areas.

This defined perimeter concept is not exclusive to new master planned communities. It may be adapted for established neighborhoods as well. For example, as circulation improvements bring extensions of several collector roadways through or adjacent to existing residential development, vacant lands along these corridors may be appropriate for the construction of row house units. Vehicular entry from landscaped common open space strips at the dwellings' rear could effectively create new edges for pre-existing neighborhoods rather than exposing older homes to increased traffic volumes, while at the same time defining in-town village sectors.

A major determinant of future housing location will be the City's planned infrastructure extensions. Penrod Road, Whipple and other roadway reliever corridors have opened up additional land for planned residential development. Development timing programs should be established in conjunction with Growing Smarter initiatives, capital improvement planning for water/wastewater and utilities service area expansion and commitments to participate from private landowners. The economy, efficiency and enthusiasm of cooperative planning that includes residential development should be regarded as important criteria for establishing the City's public works extension priorities.

**c. Housing Concerns**

Three policy issues influence residential development's continuing positive impact on Show Low as a community. These are positions which the City, its elected representatives and staff intend to promote as General Plan principles.

First, there is a strong need for Show Low to be proactive in reversing the trend that is pricing persons employed in the community out of the housing market. There is a desire that a meaningful proportion of future dwelling units are affordable. In particular, shelter price should be attainable in relation to local wage levels as to provide ample "workforce" housing.

Second, there is a concern regarding follow-through on large, masterplanned developments. Inasmuch as the City has granted approvals to construct them and, in many instances, has planned to provide services, it has shown reliance regarding the projects' phased production. Show Low wants to see these developments succeed -- on time, of the quality proposed and marketing to the targeted type of resident.

Third, providing good residential values is seen as a major factor in attracting new employers to Show Low. Well-paying jobs, a prime objective in the Economic Development Element, help to add a job-driven component to Show Low's growth. Also, an expanding employment base creates demand for housing even in a changing market (e.g., a decline in second home or retirement home demand).

#### 4. HOUSING RECOMMENDATIONS

The City currently does not dictate location, design and pricing to homebuilders. Private housing providers and the community's landowners are the driving forces in meeting Show Low's housing needs. However, General Plan Goals articulate ways in which the local government can foster the variety of residential accommodations that a growing municipality needs. The City's drawing power for new residents provides opportunities to increase standards of livability throughout the community -- in existing neighborhoods as well as new planned residential developments.

Principal aims for improving housing conditions in Show Low include the following responses:

**a. Goal:** *Maintain residential consistency, balance and spaciousness.*

Housing for families, active retired persons, singles and special needs populations is addressed by encouraging a full range of shelter choices. Efforts are directed to finding appropriate locations and willing housing providers to fill the gaps in local housing choice and affordability.

Multiple-family development, which may include owner-occupied condominiums and town houses, needs to be encouraged more strongly in local housing opportunity(ies). Development incentives for infill housing and a variety of dwelling types among master planned community neighborhoods are examples of balanced residential opportunity objectives.

**Action Recommendation:** Adopt residential zoning options that permit builders to vary dwelling types within individual infill or small subdivision developments. Master planned residential communities, too, may utilize density averaging or bonus techniques to cluster townhomes, condominiums or apartments while providing more common open space for residents.

**b. Goal:** *Integrate open space and parks into housing developments.*

Preserving natural open space, promoting outdoor activity and creating linkages between residential areas and community activity centers are integral to the intended character of Show Low housing. Planned developments may include forest settings as part of the marketing amenity package that sells homes. Local government and neighborhood groups can take responsibility for retrofitting open space and pathways into established residential areas.

Open space credit or density bonuses could be offered in return for maintaining portions of new housing developments in woodlands and natural drainage courses. Reforestation programs should be considered where feasible. View corridors looking toward forests from common open spaces and individual dwellings may be incorporated as project design features.

**Action Recommendation:** Include open space and pathway requirements in planned development standards. Provide incentives for infill developments to provide path connections and common space as a trade-off for increased unit yields, shared parking facilities or public recreation improvements in the vicinity.

- c. **Goal:** *Clean up substandard housing to create safe, well-maintained neighborhoods.*

The City policies show a strong commitment to property maintenance. Assuring clean, neat appearance in nearby commercial districts as well as residential areas is considered a civic priority.

**Action Recommendation:** The adoption of additional property maintenance guidelines or ordinances should be considered. Volunteer activities for neighborhood clean-ups, maintenance assistance to elderly or handicapped homeowners, a “lending library” of yard tools, donations of paint and planting materials can become part of Show Low’s neighborhood pride.

### **TRAILS ELEMENT**

Previously associated with Open Space, this Element becomes a separate General Plan component as a result of its recognized importance among Show Low citizens. Although still relevant to open space and outdoor enjoyment, Trails serve multiple purposes, tying in with other Elements such as Circulation, Environmental Planning, Economic Development and Land Use.

Trails, of course, serve a recreational purpose. The variety of activities ranges from hiking or nature walks to mountain biking and motorized off-road riding. Increasingly, the City is emphasizing trails for their value in terms of connectivity. Pathway linkages, together with bike lanes or trails, provide convenient alternatives to vehicular use in built-up parts of the community.

Connection is a fundamental aspect in establishing trail systems. Ideally, pathways and trails intersect to form a continuous series of routes, offering various options for getting from place to place. Developers may be encouraged to provide trail components as both a public benefit and a positive marketing amenity for their properties. The City should work with property owners in designating and developing trails.

Citizens have indicated a preference for a Walking/Hiking or Multi-Use Trails types as the most beneficial system for the community. This priority begins with the retention of existing trails. Motorized and equestrian trails were not regarded, by most respondents, as highest priority. It was “Strongly Agreed” that developers of large, masterplanned communities should pay for the installation of sidewalks, trails and parks.

#### **1. TRAILS GOALS**

The Show Low General Plan can be a catalyst for the many agencies, interest groups and individual outdoor activity enthusiasts that have made trails improvements a future planning emphasis. The Trails map illustrates general concepts for adding to existing facilities and designates special use segments without specifying exact locations or dimensions.

The Element is meant to underscore Show Low’s commitment to enhance trail enjoyment. Joint-use and amenity suggestions are included to assure that the City’s residents and visitors will have excellent access to the broader, regional trail system.

**Goal:** Continue to develop City trails.

Objective: Provide amenities for trail enhancement.

Objective: Plan multi-use or separate (as needed) trail systems to link neighborhoods with recreational activities.

**Goal:** Encourage regional trail improvements such as points of interest, stop stations, water fountains/restrooms, more complete trail signage.

Objective: Provide parking areas at trail heads.

Objective: Identify areas with trails for OHV recreation.

Objective: Work with existing groups (e.g., TRACKS) to coordinate trail use and improvements.

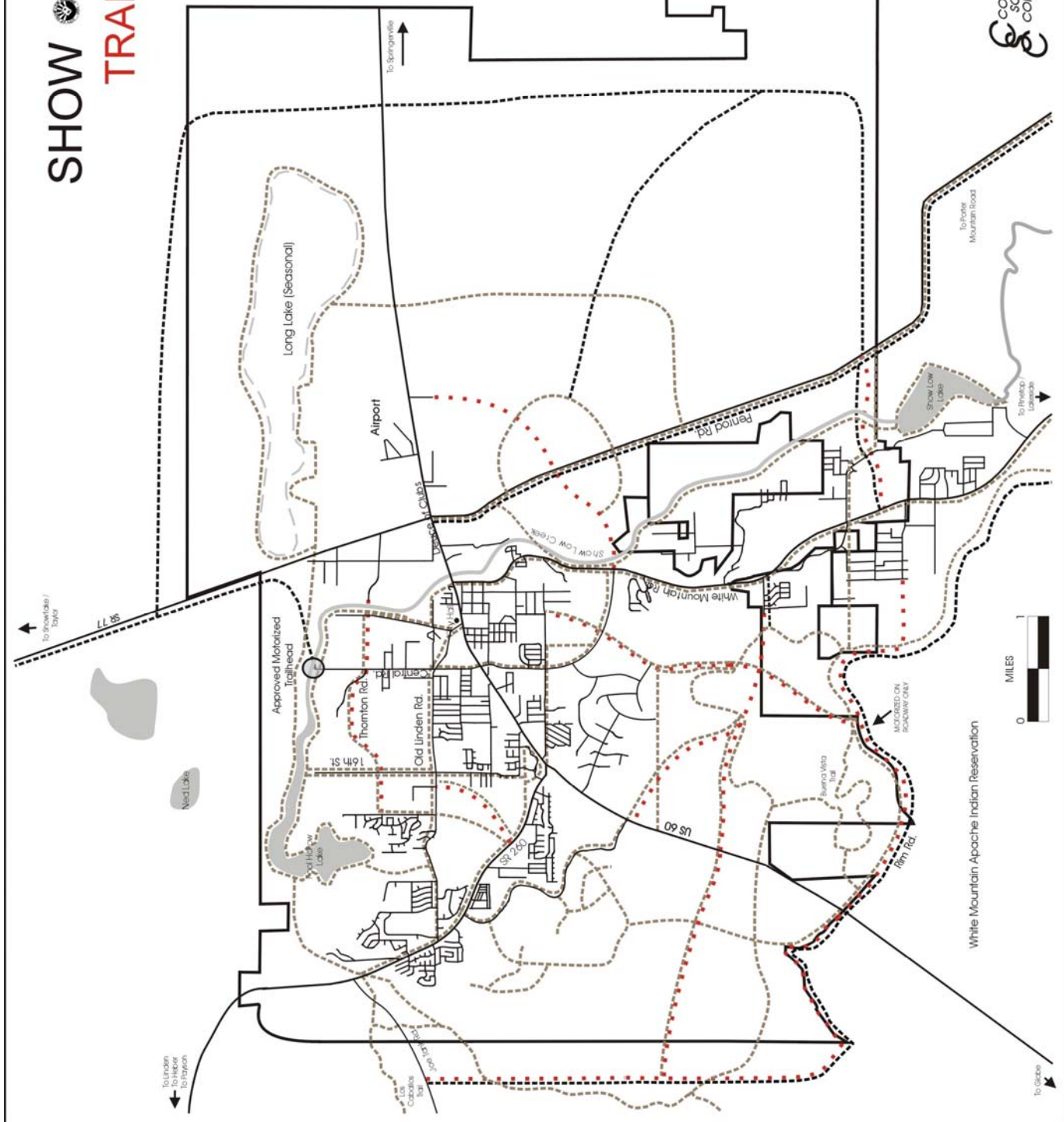
# SHOW LOW TRAILS

**Legend**

- City Boundary
- Streets
- New Roadway Connections
- Non-Motorized Trails
- Motorized Trails
- Show Low Creek and Lakes



community sciences corporation  
October 2007





## 2. **EXISTING TRAIL SYSTEM**

There are about 120+ lineal miles of existing trails in the Show Low area. The Apache-Sitgreaves National Forest holds the preponderance of these trails; however, significant additions (such as the Old Linden Road bicycle path, the U.S. 60 trail and the Meadow Trail) are being improved in developed, more urban parts of the City.

Major, long-standing trails under U.S. Forest Service management form the backbone of the area's forest, recreational hiking/riding venues. Examples of these circuits include Los Caballos Trail beginning in the City's northwest and Buena Vista Trail in the southern sector.

The Show Low Trails map appearing on the previous page illustrates a proposed, future system. Existing trails outside the City limits are shown. Proposed pathway linkages may include opportunities for parallel trails improvements. Segment concepts are schematic only, and may be shifted to meet existing conditions.

Publicly-held lands, such as portions of street rights-of-way, may be adopted for pathway, bike lane or trail use. Some of the proposed cross-town reliever roadways could accommodate trail system linkages. As illustrated schematically on both the Future Development and Trails Maps, lineal connections with landscape buffering would be a feasible concept along street alignment through the National Forest if and when land exchanges make additional land available for development. Also, open space perimeters around Fool Hollow and Show Low Lake may be designed to support recreational trails.

## 3. **TRAIL PLANNING TRENDS**

Differentiation of trail or pathway types affects the design, and thereby the function, of these alternative circulation systems.

**Urban Trails** serve built-up areas of the City, usually hard-surfaced and improved to standard specifications. Often, these connections provide access between particular destinations (e.g., linking neighborhoods to schools, parks or shopping).

**Multi-Purpose Trails** (or Paths) may, in the urban context, substitute for sidewalks in accommodating pedestrians, bicyclists and joggers. In natural settings multi-purpose facilities often would be dirt, gravel or composition (i.e., rubberized covering), tending to serve hikers and mountain bikers.

American Association of State Highway and Transportation Officials (AASHTO) pathway, trail criteria should be considered, met or adapted as standard guidelines in Show Low. Pathway dimensions, surfacing, height clearance, drainage methods and various additional suggestions may be incorporated in planning an improved, local network. Convenient access and ample parking should be planned. These requirements are especially necessary for the following:

**Motorized Trails** are becoming increasingly popular, yet off-road vehicle (OHV) enthusiasts are facing restrictions in many other venues. Providing separate, safe and interesting riding challenges could make Show Low a center for the sport. OHV routes are being planned to link many communities in the White Mountains. Trailhead facilities, for example, might be located on Central with an engineered crossing at Show Low Creek to allow access to other trail segments.

The City should designate specific streets or routes to permit limited OHV access from trailheads to community services or businesses. With these encouragements, Show Low would become known as an ATV-friendly community.

Certain National Forest Trails, probably with links to/from planned communities, might be designated as **Equestrian Trails** as is now the case with the Buena Vista Trail. A complete circuit around the City for half-or-full day trips, a Show Low Circle Trail, would provide an ideal trail ride experience. Stable facilities should be encouraged.

### 3. TRAILS RECOMMENDATIONS

This is a high profile Plan Element. Having developers provide trails linking their projects to existing or proposed trail systems is heavily-favored. The City can be a catalyst among organizations, agencies and the private sector to achieve an excellent, multi-facet system.

**a. Goal:** *Continue to Develop City Trails.*

Grants, contributions and strategic municipal investments can combine for improvements and new/path trail extensions. Urban trail concepts fostered by the Tejido Group, U.S. Forest Service, corporations and private sponsorships should be stressed.

**Action Recommendation:** Coordinate interested “trail partners” for such initiatives as amenity upgrades, signage improvements and maintenance responsibilities. Consider participation by outdoor-oriented businesses or hospitality enterprises for donated facilities such as restrooms, fountains or trail heads as well as possible concessionaire contributions (e.g., equipment rental/supply kiosks, refreshment stands, trail ride outings).

**b. Goal:** *Develop Urban/Rural Trail System.*

Regional trails could take three different forms: multi purpose/hiking; motorized; and equestrian. Each would cater to its designated users, but all would have easy access from -- and be promoted by -- the Show Low community.

**Action Recommendation:** Designate types and hierarchies of trails. Provide guideline standards for the various intended uses. Encourage extending amenities to trail segments connecting Show Low with Pinetop-Lakeside as well as other regional destinations. Initiate Urban/Rural Trail System hub facilities in Show Low: trail head access, supplies/provisioning, conveniences, security/safety assistance. Involve residents and business people in holding special trail-oriented events.

### **PUBLIC FACILITIES AND SERVICES ELEMENT**

For its size, the City supplies excellent variety as well as quality of municipal services. Public-private partnerships could help to expedite construction or expansion of necessary new facilities.

Show Low has implemented Goals from the previous General Plan, such as construction of the new Library. The City continues with additional, on-going objectives: keeping municipal services ahead of growth, maintaining a street numbering system for public safety response, seeking resources (e.g., impact fees) for expanded services and facilities.

Public support needs to be determined for new facilities addressing Downtown revitalization, cultural and recreation variety. The General Plan provides a framework for intelligent decision-making on recommendations from master plan studies, design plans and citizen property owner suggestions.

Economies of scale may be achieved as growth continues. This is particularly true in areas of basic utility services, road programs and public safety. Efficient land planning in accord with Growing Smarter cost-benefit analyses and the avoidance of development sprawl can contribute to sound facilities and services management. However, as the local population increases, residents expect municipal government to take on more functions. The Public Facilities and Services Element should not encourage acceptance of additional City responsibility unless and until the financial capacity exists to do so.

## **1. PUBLIC FACILITIES/SERVICES GOALS**

This set of Element goals and objectives related to improvements mentioned in citizens' vision range from Economic Development and Trails to Growth Areas and Water Resources. City government performance "addressing needs and concerns of its residents" was rated Good-Average by most Opinion Survey respondents. Public buildings and facilities received predominantly Good reaction. "Enforcement of public nuisance code provisions", one of the objectives below, was considered as needing more attention -- receiving mostly Average-Poor ratings.

**Goal:** Masterplan community facilities.

Objective: Explore the feasibility of constructing an amphitheater.

Objective: Publicize existing and planned facilities/services for new and prospective residents.

Objective: Engender public support for Community/Civic/Convention/Center(s).

**Goal:** Satisfy need for more recreational/cultural opportunities.

Objective: Provide a recreational facility for Parks and Recreation classes and programs.

Objective: Develop bicycle and walking trails.

Objective: Explore funding sources to promote additional cultural opportunities.

Objective: Vary public recreation (ice skating, professional teams).

Objective: Promote recreational facilities, arts/cultural events in newly-developing areas.

## **2. EXISTING FACILITIES AND SERVICES**

Show Low offers full urban services provided by municipal government, which employs approximately 143 persons (FTE), as well as private utility and service providers.

a. **Public Safety**

Police Department operations are conducted from a centrally-located station. Fire protection is provided by an independent Fire District which operates four fire station facilities within the district. Emergency service response is contracted by private corporate providers and two air medical transport providers.

b. **Public Land and Buildings**

The new City Hall offices are located at 180 North 9<sup>th</sup> Street. The Show Low Public Library, 181 North 9th Street, contains meeting rooms and City Council Chambers.

The City owns and operates the local airport, with passenger service by Boutique Airlines. New terminal facilities were opened in 1999 to facilitate scheduled daily round trips to Phoenix Sky Harbor Airport and other destinations.

c. **Education**

The Show Low School District has a kindergarten through high school enrollment of approximately 2,500 students. Charter schools in the community educate an estimated additional 800 youngsters.

The school district operates one each: high (9-12), junior high (7-8), intermediate (4-6) and primary (K-3) school.

Northland Pioneer College provides a community college campus in Show Low. The facility currently has 1,600 students enrolled. There is considerable support for expanding the Show Low campus and curriculum.

**3 SYSTEMS AND FACILITIES PLANNING**

The Public Works Department of the City of Show Low is responsible for overseeing design and construction of the municipality's local circulation system, consisting of 88 miles of roadways. The City coordinates with the Arizona Department of Transportation and Navajo County in planning for future regional transportation needs.

City operations of water, wastewater, public buildings, library and airport, as well as parks and recreation facilities, are directed by the governing body through the City Manager, Public Works and the respective operating departments.

**4. PUBLIC FACILITIES/SERVICES RECOMMENDATIONS**

Three broad Goals were suggested for this Element during the citizen-participation planning process. Additional refinements have been directed by the Advisory Committee (GPAC).

a. **Goal:** *Masterplan community facilities.*

Recent commitments to public library enhancements and people gathering places exemplify citizen desires for facilities and services that would grow with the community. Objectives include Downtown revitalization and improvement of existing municipal functions. As the General Plan is updated and revised, consideration should be given to City operation or support of activities currently managed by other entities.

**Action Recommendation:** Implement Downtown Plan Recommendations with phased strategy. Continue infrastructure investment coordination with developers of planned communities and large-scale commercial/employment projects. Use the City's adopted Capital Improvement Program to leverage private participation in municipal systems extension or upgrades.

**b. Goal:** *Satisfy need for more recreational/cultural activity.*

Show Low benefits from close, cooperative relationships with Northland Pioneer College, Northern Arizona University, the local school district and civic/arts organizations.

**Action Recommendation:** Work with Northland Pioneer College to support its growth. Convene representatives of arts, culture and educational organizations to evaluate need for shared facilities, cooperative programs and high-profile civic events.

**OPEN SPACE ELEMENT**

As land is absorbed by new residences, commerce, work places and other urban uses, strategies for securing open areas become increasingly critical. Policies accompanying the Future Development Plan graphic encourage private planned developments to integrate both active (i.e., parks, recreation) and passive (i.e., preserved natural resources, scenic) open space. Also, continued, close cooperation with the U.S. Forest Service and other land management agencies seeks to maintain natural resource stewardship.

Needs analysis, coupled with future demand projections, underscores the attention that should be given to community open space. Parks and Recreation Department inventories of priority additions should be reviewed for funding implementation on a regular basis.

Variety of open space utilization, according to public input, should stress the City's water recreation at Show Low Lake and Fools Hollow, as well as promoting competition in water sports, softball, and soccer that could draw State-wide participation. Citizens have previously indicated that additional parks are needed in Show Low.

The Show Low Parks and Recreation Master Plan projected types and acreages that would be needed as the City grew. Some park expansions have been implemented; however, the Master Plan requires updating. In particular, new priorities in recreational preferences, such as specialty parks, should be evaluated.

**1. OPEN SPACE GOALS**

Community preferences incorporate goals and objectives from the adopted 2008 General Plan, but have added strong interest in promoting water recreation. Also, advocacy to preserve forest assets is strengthened by calling for the monitoring of Forest Service land exchanges as well as protecting wildlife corridors.

The Open Space Element acknowledges the desirability of both active recreation and leisure time enjoyment of the City's natural surroundings. It also stresses shared responsibility among many interests to meet community open space goals, understanding that municipal government alone cannot meet all future needs.

**Goal:** Establish Land Use policies that support dedication of open space in future development.

Objective: Encourage masterplanned communities to integrate trails and native vegetation in developments.

Objective: Establish incentives for park development.

Objective: Create incentives for forest preservation, dedication of trails and other open space amenities.

**Goal:** Preserve forests, lakes and agricultural land to integrate environmental sensitivity into the Plan.

Objective: Maintain relationships with the U.S. Forest Service to coordinate preservation.

Objective: Identify/restrict Forest Service exchanges.

Objective: Define and protect wildlife corridors.

Objective: Develop programs that target clean up of public areas.

Objective: Work with agricultural property owners to provide incentives for obtaining conservation easements or protective trusts.

**Goal:** Increase variety, attraction of recreational venues.

Objective: Enhance Show Low Lake.

Objective: Promote water sports competitions ranging from triathlons to regattas.

Objective: Improve Skate Park, more street-style skating.

**Goal:** Provide parks for family recreation.

Objective: Expand and improve existing parks within the City limits.

Objective: Provide picnic areas and tot lots in parks.

Objective: Encourage pedestrian paths from the neighborhoods for safe access to parks.

## 2. CURRENT OPEN SPACE

There are more than 1,400 acres of open space in the City. The City's 100+ acres of municipal parks include Festival Market Place, Centennial Park, McCarty Park, Show Low City Park, Nikolaus Homestead Park and Frontier Fields. In addition, recreational joint-use facilities are in place at each of the community's four public schools.

Natural resource areas available for local residents' and visitors' use include Fools Hollow Recreation Area, Woodland Lake Park and Show Low Lake Park. Together, these region-serving sites comprise hundreds of acres of water, shoreline and adjacent land areas.

Special recreation facilities include: Family Aquatic and Fitness Center, featuring a 150,000 gallon indoor pool; Pintail Lake, the City's constructed wetlands that consists of 250 acres of waterfowl habitat with accessible observation areas; a skate park, the Rodeo Grounds; and Thunder Raceway.

The City of Show Low has purchased 77 acres of open space preserve, "The Meadow", adjacent to White Mountain Road. Together with visitor attractions near the Downtown Area, the Meadow could provide a focal point for the community's desired view corridors.

Much of Show Low, nearly three-quarters of the land area within municipal boundaries, is open, natural space. U.S. Forest Service lands and private real estate holdings retain expansive tracts of undisturbed forests, with wildlife habitats, wood lots, range land and agricultural uses. An open space challenge that faces the City is providing stewardship for sensitive or strategically located areas while accommodating the rights of others to utilize their holdings for development. Preserving such assets as the Buena Vista Trail and reserving other trail corridors on Forest Service lands and elsewhere before development occurs should be a high planning priority.

Show Low citizens, viewing the community's current assets in natural land resources, express an intense belief that forests are the City's future as well as its past and present. They welcome creative suggestions for preserving the forest environment, retaining open space as an integral part of the land use management partnership between private interests and public agencies.

### **3. OPEN SPACE PRESERVATION AND IMPROVEMENT PLANNING**

Municipal master planning for park, recreational and open space functions provides current, sharp perspective on public needs and preferences. The Show Low General Plan recommends adding the dimensions of breadth -- by including other agencies' and landowners' possible contributions to the City's outdoor assets. It also suggests ways in which specification detail -- greater depth -- can assist in implementing the Parks and Recreation Master Plan.

#### **a. Natural Resources**

A conservation strategy may be developed to retain, enhance and restore different types of natural vegetation and landscape. Inventories should first be taken of: habitat, riparian woodlands, forest types, grasslands, habitat/wildlife movement corridors, lakes, ponds, wetlands and other constituent features. Resultant policy directions may address and prioritize the following issues or assets:

- Forest Health
- Deciduous Woodland Riparian Corridor
- Mature Stands of Ponderosa Pine and Pine-Oak Forests
- Pinyon-Juniper Grasslands
- Wetlands and Adjacent Plant Cover
- Wildlife Corridors
- Standing Damaged or Dead Trees (Snags)

**b. Parks and Recreation Master Plan Guidelines**

The 1997 Plan called for additional parklands and upgrading of existing facilities. Additional acreage and improved facilities since adoption include: the addition of 20 acres of parklands; building of a new skate park; development of Frontier Fields; redevelopment of Nikolaus Homestead Park; and renovation of the Little League field with support from the Diamondbacks Foundation. Future plans include: building a park maintenance facility; add a four field softball/multi-purpose complex in Show Low Bluff; and upgrade the lighting systems at the Senior Field and Ponderosa Field (both located in City Park).

Population forecasts accelerate demand for more recreational venues. Considering tourists' use of municipal park and recreation facilities -- which is not reflected in resident population park needs ratios -- the Master Plan's target of 137.5 acres required between 1997-2010 may not be sufficient.

**4. OPEN SPACE RECOMMENDATIONS**

Man-made improvements -- pathways, parks, recreational facilities -- are intended to fit with preservation of forests, fields, lakes and streams. The City's Plan seeks to relate open space with all other Elements. Circulation and Trails, for instance, can take advantage of designated lineal buffer separations. Public Facilities, Growth Areas, Environmental and Water Resources provide opportunities for enhancing Show Low's spaciousness.

As mentioned previously, open space assets help to promote Economic Development and Housing appeal. This is a key component for maintaining community character.

**a. *Goal: Establish Land Use Policies that support dedication of open space in future developments.***

Maintaining mature native vegetation around the project's perimeter would be regarded as a positive factor in evaluating rezoning requests or reviewing mixed-use site plans. Installation of park/recreation amenities open to the public could warrant municipal investment in joint-use parking facilities.

<p><b>Action Recommendation:</b> Establish criteria to incorporate forest or other natural preservation areas into residential, commercial and mixed-use projects. Offer development bonuses (e.g., added dwelling unit yields) as incentives. Consider joint-use possibilities where private preservation abuts public open space.</p>
---

**b. *Goal: Preserve forests and lakes; integrate environmental sensitivity.***

Sensitive habitats, wildlife corridors, riparian areas, natural streams and water bodies are to be preserved from development impacts wherever possible. The Arizona State Game and Fish Department has provided a classification system for lands of greatest resource value. These criteria may guide an inventory and evaluation process for protecting natural spaces.



**Action Recommendation:** Assess the Game and Fish prioritization scale for feasible guidance. Allow additional open space credits or trade-offs for highest sensitivity lands. Explore funding sources for public acquisition of Class I Natural Resource Areas.

- c. **Goal:** *Increase variety, attraction of recreational venues.*  
Appropriate water-oriented activities should be promoted. Future athletic fields and facilities could be scaled for required or state-wide events.

Explore opportunities to utilize volunteer involvement in recreational and outdoor educational programs. Consider, also, possible business sponsorship to assist with funding improvements, program administration/staffing and facility maintenance.

**Action Recommendation:** Solicit investment or concessionaire fees from local hospitality, sporting goods and related enterprises to increase the range and extent of recreational programs. Plan creative multi-use of Show Low Lake. Organize “outdoor ambassadors” among volunteer retirees to lead nature hikes, demonstrate forest/lake skills and similar activities.

- d. **Goal:** *Provide parks for family recreation.*  
Multi-generational activities should be emphasized in revising recreational plans. Creative funding for land acquisition is key: sensitive land reservation; sufficient, well-placed areas for recreation facilities; main trail corridor connections.

Encourage private open space investment by leveraging public financial resources.

**Action Recommendation:** Update the Parks and Recreation Master Plan. Commit Capital Improvement Program resources for parks. Provide annual contingency funds for projects intended to enhance, match or connect private sector open space.

### **WATER RESOURCES ELEMENT**

Blessed with sufficient water availability to support municipal growth, Show Low strives to obtain maximum benefit from this asset. Not taking this resource for granted, the City identifies future water supply resources and practices conservation to prevent waste.

Water resources are essential for the residential, commercial and industrial activities of a City. This Element documents the City of Show Low’s capacity to ensure potable water quality, and supply implementation measures to meet all anticipated growth. The Public Works Department as well as several private water companies continue to provide residents of the City with an

adequate supply of safe, dependable water to support the activities of residents and the continued planned growth of the City.

Creative practices, such as maintaining man-made wetlands, promote water recycling. The water treatment plant and Show Low Lake, as key components to water adequacy, should be utilized fully. Treatment and delivery facilities for wet utilities will be designed and operated in full compliance with EPA standards.

## 1. WATER RESOURCE GOALS

Availability of water provides fundamental support to the community's residents, visitors and businesses. Land Use, Economic Development, Growth Areas and other Elements rely on continued water supply and quality.

Citizens do not take this resource for granted. "Water supply" continues to be a focal point.

**Goal:** Provide an adequate and safe supply of potable water.

Objective: Manage the City's potable water systems in response to its continued planned growth, and in anticipation of changing regulations.

Objective: Continue to satisfy the necessary requirements for retention of adequate water supplies, and plan for future water supply demands.

Objective: Identify and acquire surface water resources to address future water quality and quantity issues.

Objective: Utilize water treatment plant and Show Low Lake to their potential.

**Goal:** Investigate options for the use of reclaimed or gray water -- to supplement current non-potable water demands.

Objective: Continue the partnership with the U.S. Forest Service and Arizona Game and Fish in the development and maintenance of "constructed wetlands".

Objective: Modernize systems and avoid odors.

**Goal:** Promote water conservation efforts citywide.

Objective: Expand community outreach programs to encourage local water conservation practices and recycling.

Objective: Investigate the implementation of an incentive program to encourage water conservation.

**Goal:** Continued compliance with all applicable water quality regulations.

Objective: Implement measure(s) to ensure that the City continues to comply with EPA standards governing detectable arsenic levels.

Objective: Maintain involvement with the ADEQ Coalition and other water quality organizations.

## 2. EXISTING WATER RESOURCE FACILITIES AND SERVICES

The City of Show Low owns, operates and manages a water supply system designed to

keep pace with current demands and anticipated growth of the City. The City's current Water Resource Master Plan focuses only on potable water supply facilities. In the future the City may investigate the use of reclaimed water to assist in replenishing the aquifer, and/or the use of recovered or recharged water to supplement future water demand.

The City of Show Low Public Works Director oversees municipal potable water service to residents. The City currently provides water to 7,374 residents and to 779 commercial customers.

In 2016, the City pumped approximately 577,660,000 gallons of water, averaging 1,582,630 gallons a day from its wells.

**a. Sources**

The City of Show Low's potable water is drawn from the Coconino Aquifer, a large underground sea lying beneath the City and Mogollon Rim, from a depth of between 540 and 600+ feet below the region's surface. Additionally, there are an estimated sixty (60) private water wells within Show Low City limits that access the Aquifer.

**b. Capacity**

A study by Brown and Caldwell (October 1997) documented the City of Show Low one hundred (100) year water supply designation as designed by the Arizona Department of Water Resources (ADWR). The City currently does not utilize surface water sources to meet any of its potable water demands; however, Show Low Lake is a possible source of surface water.

The Coconino Aquifer is recharged by rainfall and snow melt at an estimated annual rate of 162.9 billion gallons. Based on 2016 water usage estimates, the City of Show Low pumped 577,660,000 gallons of water from the Coconino Aquifer.

**c. Water Quality**

Safe drinking water for public consumption is the municipal water utility's number one concern.

(1) *Water Resource Protection Area District.* This zoning overlay district, adopted by the City of Show Low and administered by the City's Community Development department, is intended to protect the City's groundwater potable water supply. This Land Management process ensures that compatible uses within the overlay district are regulated, and prohibits the establishment of incompatible uses within the District. Such control is exercised to maintain and protect wellhead and water supply areas (zone of contribution areas), and to protect the public by preventing contamination/infiltration of the water supply by substances harmful to health.

(2) *Water Well Monitoring Program.* The ADWR, and Environmental Quality

(ADEQ), and/or the City of Show Low regularly monitor the City's water wells testing for the detection of contaminants and identifying any exceedance of maximum levels as determined by the Environmental Protection Agency (EPA).

The EPA requires public water providers by July 1st of each year to develop and distribute to each water customer a Consumer Confidence Report (CCR) confirming the current results of water well testing.

In addition, the Show Low Public Works Director produces and distributes an annual publication, *The Show Low Water Gazette*, to all water customers. It outlines water conservation methods and provides information on contaminants, water protection measures, and other information related to water supply. Publication of the Gazette is an important adjunct to meeting CCR requirements.

### 3. **WATER RESOURCES PLANNING**

Several key planning issues affect the City of Show Low Water Resources Element. These issues are discussed as follows:

#### a. **Ground Water Management Act (GWMA)**

The City of Show Low does not fall within the Active Management Area (AMA) as defined by the Arizona Department of Water Quality (ADWR) in the GWMA.

#### b. **Water Resource Master Plan**

The City adopted a Water Resource Master Plan in 1997. This Plan, prepared by Brown and Caldwell, continues to guide the City's water policies. Other updates include the 2015 Designation of Adequate Water Supply and the Show Low Lake Siting Study completed in 2012. These Plans are critical for identifying strategies for supply enhancement, water quality improvement, and necessary water delivery and storage improvements.

#### c. **Trends**

It is expected that the City of Show Low will continue to experience growth and will require additional potable water sources. Along with the acquisition or development of additional potable water sources will come the need for infrastructure development and/or expansion of resources safely and economically to treat and distribute water to residents.

### 4. **WATER RESOURCE RECOMMENDATIONS**

Continuing and additional initiatives for water system improvement include:

#### a. **Goal:** *Provide an adequate and safe supply of potable water.*

Capacities for obtaining, treating and delivering water must be kept ahead of growth demand. Recalibration of system expectations should be undertaken.

**Action Recommendation:** Update or revisit the adopted Water Resource Master Plan in a comprehensive manner, including recommended infrastructure improvements to be included in the Capital Improvements Program. This preparedness program should include expanding treatment capacity and supplementing well water with surface water sources such as Show Low Lake.

- b. Goal:** *Investigate options for the use of reclaimed or gray water - to supplement current non-potable water demands.*

Recycling techniques can reduce usage of potable water for landscaping, irrigation and other non-consumption purposes. Recharge and/or gray water treatment and delivery systems should be planned for significant water re-use levels. The key component would be expected to be Show Low's constructed wetlands.

**Action Recommendation:** Expand constructed wetlands. Determine necessary improvements to treatment facilities to treat wastewater for desired end use or recharge quality levels. Encourage appropriate residential use of gray water irrigation purposes in conformance with applicable State and Federal regulations. Apply surface water or gray water for golf courses and large expanded of turf.

- c. Goal:** *Promote water conservation efforts citywide.*

Develop code trade-offs that may operate as incentives in low-water use site plan/building design. Recognize homeowners and businesses that retrofit for water savings.

**Action Recommendation:** Strengthen requirements for water-saving fixtures in new construction. Continue to investigate technologies and provide water conservation information to the public through printed materials, public service announcement and community events.

- d. Goal:** *Continue compliance with all applicable water quality regulations.*

The City, with private sector cooperation, can strive for quality excellence, reducing contaminant levels well below acceptable standards.

**Action Recommendation:** Include upgraded water planning standards in CCR and Water Gazette reporting. Continue ADEQ Coalition participation.

- e. Goal:** *Provide assured water supply for sustained growth potential.*

The Arizona Department of Water Resources has designated the City as having an adequate water supply. Objectives are intended to maintain the quality and quantity of potable water so as to sustain community growth. The City has prepared the

foundation for long term water availability sufficient to support population projections through the mid-term. Recycling for use on recreation and landscape areas, recharge potential and additional ground water usage should provide preparedness planning options for satisfying demand to Year 2028 and beyond.

**Action Recommendation:** Evaluate cost-benefits of consolidating local water utility services. Investigate feasibility of conservation measures for extending capacity of presently-available water rights.

### **ENVIRONMENTAL PLANNING ELEMENT**

Air, water and land resource conservation measures are expressly targeted by the City of Show Low. At present, both air and water quality are excellent. However, General Plan principles are established to prevent their degradation as local population increases. People recognize the pine forests as the region's most distinctive natural land feature. This Element adopts woodland protection as a special planning theme. Maintaining open land serves multiple purposes: conserving the ecology, with its native plant and animal species; retaining natural drainage; and enhancing human enjoyment of the outdoors.

Natural resource protection objectives occur in many General Plan Elements. Stewardship of assets such as native plants, wildlife habitats, scenic corridors, and riparian areas sets groundrules for human enjoyment of, and respect for, fragile or sensitive resources.

Fire safety is recognized as an essential component in the City's environmental planning. From code modifications to cooperating with other agencies on forest maintenance, preserving natural vegetation has become an implementation imperative. Learning from the Rodeo-Chedeski Fire example, the City is supporting programs for tree-thinning and forest maintenance to reduce fire hazard to private property.

Other aspects of the local environment have value as well. Scenic views require attention. Urban noise, from vehicles, aviation and pleasure craft, should be mitigated by buffering from residential areas. Monitoring environmental quality -- air, water, land resources, maintaining serenity through "Dark Sky" and noise control guidelines -- is a joint responsibility among organizations, property owners and government entities. Wholesome environment is a point of pride in Show Low.

#### **1. ENVIRONMENTAL PLANNING GOALS**

The White Mountain environment is Show Low's foundation. Without its unique blend of natural features the community would be similar to many other Southwestern cities and towns.

Most of this "Growing Smarter" Element's goals and objectives are carried over from the earlier, 1999 and 2008 Plan. This fact indicates two significant observations: 1) environmental issues continue to be of great importance; but, also 2) many of these aims have not been adequately addressed. Implementation should receive special attention. An added, new goal with objectives acknowledges the critical importance of Fire Safety in this sometimes fragile forest and grassland environment.

- Goal:** Identify locations for detailed studies of sensitive areas and natural assets.  
Objective: Obtain information identifying wildlife, their habitats and travel corridors.  
Objective: Catalog native vegetation, riparian areas.
- Goal:** Adopt priorities for resource protection.  
Objective: Provide informal property assessments prior to development.  
Objective: Suggest quantitative and qualitative preservation guidelines.  
Objective: Determine parity factors for resource-rich properties.  
Objective: Maintain water quality through wellhead protection.  
Objective: Monitor the need for air quality assurance programs.  
Objective: Consider noise attenuation methods.
- Goal:** Devise equitable requirements and incentives for preservation activity.  
Objective: Establish open space retention standards and credits.  
Objective: Consider transfer of development rights.  
Objective: Promote joint venture programs among property owners and public agencies.
- Goal:** Plan for fire safety.  
Objective: Prohibit "scrape and frame" construction.  
Objective: Work with the Forest Service to coordinate prescribed burns, utilize "chipping".

## 2. **EXISTING ENVIRONMENTAL CONDITIONS**

The Opinion Survey shows that citizens care about their natural surroundings. Forest health was rated highest importance. There is strong recognition that the environment must continue to be managed properly for the benefit of future generations. Conserving wildlife habitats and corridors, as well as determining standards for retaining open space, received many positive Survey responses.

### a. **Land Resource**

The City of Show Low's major assets are its location and the resource rich land that surrounds it. Preserving these resources is of the highest ranking for many community residents. Forested areas, wildlife habitats, wetlands, wild rivers, and safe waste disposal are essential concerns in maintaining living quality as Show Low grows.

Working closely with neighbors who maintain forest assets helps to ensure the future quality of life for residents. Much of the City is bordered by U.S. Forest Service and White Mountain Apache tribal land that has benefited from years of careful stewardship. Where urban expansion is proposed into forested areas, special attention needs to be given to reduce the effects on watershed basins, seasonal water courses, wildlife and scenic view corridors.

Habitat sensitivity is closely related to forest preservation, especially because of its importance to local residents and agencies such as the Forest Service and the

Arizona Department of Game and Fish. Primary consideration is focused on wildlife migration corridors, such as along Show Low Creek. Adequate width for such protected routes needs to be maintained to facilitate animal movements free from human confrontations.

Open space pockets, particularly where animals reside, should be protected and linked by corridors (such as the Buena Vista Trail) to surrounding forests, promoting a symbiotic and mutually-beneficial relationship between local residents and wildlife. Another concern of wildlife interaction with manmade elements exists along major roadways, where accidents can occur due to crossings by large animals. Signage indicating such hazards, and measures to direct wildlife to safer crossings, might be explored to reduce such encounters.

Show Low has an abundance of lakes and wetlands which provide recreation for residents as well as resource for wildlife. Show Low Lake, Fool Hollow Lake and Pintail Lake are major migratory bird sanctuaries for the region. Pintail Lake, in particular, demonstrates an environmentally conscious effort on the part of Show Low to establish a safe haven for waterfowl. Manmade “V” shaped islands, which are naturally attractive to certain species of birds, were designed into the lake. Show Low Creek is also a valuable wetlands resource which requires monitoring. Efforts in keeping human impacts from negatively affecting these areas could include establishing safe distance (setbacks) regulation for residential, commercial, septic tank and industrial uses.

**b. Water Quality**

Clean, plentiful water is available. Show Low’s primary water source is the Coconino Aquifer, a large underground supply of potable water that is pumped to the surface by wells. The quality of water obtained and supplied by the municipal water service is excellent. It is protected by public policies such as the Wellhead Protection Ordinance, a municipal regulation that requires safe distance separations for development in proximity to well locations.

The Coconino Aquifer contains a large supply of renewable water resource sufficient to meet the City’s expected needs for the entire scope of this Plan. However, water distribution systems require manpower and monetary resources for continued safe, economical operation. Show Low’s good fortune to have excellent and ample water resource is sustainable through continued maintenance, conservation practices and creative re-use techniques.

Particular attention in any community needs to be focused on anti-pollution practices. Chemical dumping and pollution from industrial and residential uses need to be monitored for assured safe disposal.

The Water Resources Element (p.49-53) explains, in detail, how the City obtains, treats and delivers this essential commodity to homes and businesses. From an environmental perspective, water is a restorable asset.



c. **Air Quality**

Show Low has excellent air quality. Particulate and pollution levels are low and visual opacity is insignificant. Because current conditions are so good, continued efforts to maintain these high standards are desired. Potential problem sites should be monitored to ensure that future air quality remains a valued asset of Show Low.

A sampling of air by the Arizona Department of Environmental Quality along the Deuce of Clubs indicates an expectedly low level of particulate matter below the PM 10 threshold, a standard cutoff of particulate sizes that separates harmful versus benign pollution due to the body's ability to ingest such materials. PM 10 particulates may consist of a wide range of materials including soot from vehicle emissions, industrial pollutants and dust particles. Show Low's sampling recorded an annual average of 16 micrograms per cubic meter, which is well below the national safety standard of no more than 50 micrograms.

As growth continues in Show Low, dust should continue to be abated. Particulates stirred up by development activity can be mitigated simply by watering down open earth, landscaping roadway shoulders and treating temporary parking/storage areas with dust palliatives. The "Southern Navajo-Apache County Sub-Regional Transportation Plan" projects increased traffic congestion (See: Circulation Element, p. 19). Emissions from automobiles can create air quality concerns in localized pockets such as along major roadways or at intersections. Using anti-queuing and overall traffic flow smoothing techniques to aid in eliminating long stops at intersections can alleviate some of these concerns.

Wood burning in Show Low, while a minor concern, can cause problems under certain atmospheric conditions. Fireplaces are part of the charm of Show Low living as a source of winter heating for many homes. However, becalmed winds and temperature inversions can cause plume smoke to linger in an area and create air quality problems. In the event that Show Low begins to experience occasional air stagnation problems, simple solutions such as considering "no burn days" or encouraging use of low emission wood burning stoves could alleviate unhealthful affects.

d. **Other Environmental Conditions**

A commonly overlooked aspect of environmental planning is noise abatement. Noise pollution is generally created by large machinery, cars and airplanes. Generally, noise concerns in Show Low are minimal, although some specific areas of concern have been expressed.

Traffic in Downtown areas, especially commercial trucks, can create steady and briefly strong noise levels. Traffic calming measures addressed by the Circulation Element and the Sub-Regional Transportation Plan should reduce levels along the major rights-of-way. Additional measures, such as enforcement of the prohibition on jake braking for trucks, could alleviate sudden noise spikes.

Some airport noise is anticipated from the local facility; however, most activity is conducted by smaller private aircraft which generate considerably less noise than commercial aviation. Noise contour delineation lines indicate no current conflicts of uses, such as residences in higher noise level areas beyond the ends of runways. Continued sound level monitoring and appropriately-sited, nearby land uses should reduce any potential problems.

New construction, especially in growth areas, may cause temporary noise levels in otherwise quiet neighborhoods. Updating of the existing noise ordinance should include recommended hours of operation for heavy machinery and revised noise level thresholds.

### **3. NATURAL RESOURCE PRIORITIES**

Show Low is special because of its environs and the people who appreciate it as a unique place. Conservation of natural assets is highest on the public response list for General Plan goals. The community insists that new development respect and blend with the City's environmental attributes.

#### **a. Forest**

The woods are symbolic of the community. Dating from the forest industries that marked the area's early settlement to today's all-seasons tourism attraction, the trees have always been Show Low's most distinctive natural asset. Retention of mature stands is key to maintaining habitat for wildlife. Protecting trees, reforesting where appropriate, is necessary to frame development with the central theme of Show Low image. Without its forests, the City loses much of its scenic and recreational magnetism.

Visibility is an essential forest attribute. Integrating development with woodlands assures that community image will be maintained, with trees in the foreground of roadway corridors and residential neighborhoods rather than being pushed back, segregated away from community activity. Land development standards recognize the importance of preserving vegetation on all sites for a variety of purposes: appearance, shade, soil retention, and screening of parking areas.

Access for public enjoyment of the outdoors represents a shared priority among local government and land management agencies. Careful classification that distinguishes parts of the forest that are off-limits to humans and those that may be appropriate for hiking, equestrian use or limited vehicular use will help maintain forest growth.

#### **b. Water**

As expanded upon in the Water Resources Element (pp. 49-53), snow melting into permeable soils stores an ample supply of water for municipal use. Ground water levels are adequate to sustain wells in the Show Low area. Lakes and streams provide quantities of surface water resources for human enjoyment and ecological balance. City conservation practices amplify the water supply assurance through wetlands water recycling.

The quality of local water is maintained as a result of practices, such as well-site protection, that prevent ground water pollution as well as permitting natural percolation through cleansing soils. Woodlands and natural watercourses are important components in protecting the region's potable water supply.

Several lakes contribute to water recreation variety. Boating, swimming and fishing are among the White Mountains' particular attractions for area visitors and residents. Wildlife refuge is provided, also. Prevention of these facilities' overuse is key for water resource managers.

**c. Clean Air**

Healthful living ranks as a major plus for residing in Show Low. Pure mountain air contributes to the feeling of vitality experienced in the White Mountains. Climate, elevation and cleansing vegetation maintain the area's free breathing.

Preventative measures to counteract air pollution, particularly reduction of automobile emissions, are underway. Improved traffic circulation can eliminate Downtown traffic congestion that generates hydrocarbons from engine idling. Auto trip reduction is also being accomplished through the availability of Four Seasons Connection transit services and planning the community trails system.

**d. Tranquility**

Peaceful enjoyment of natural settings is another aspect of environmental protection. Intrusion by noise from traffic and development is a degradation concern to many people. Growth threatens the serenity that sets Show Low apart from other cities.

Privacy depends on sheltering techniques that buffer space, particularly homes and residential yards, from unwanted sight and sound. Site planning orientations are intended to separate places for relaxing or walking from potential negative impacts. Construction of buildings and walls, and strategically located vegetation, also respond to the emphasis placed on solitude.

Policies that demonstrate respect for the environment are in place. The General Plan stresses that the community's wooded, clean character will be as distinctive a generation into the future as it is today. New development is expected to contribute to natural resources rather than simply exert additional demand upon them.

Citizens understand that additional measures will be necessary to protect the surroundings as Show Low continues to grow. Performance standards for air quality, recycling of water, noise attenuation and preservation of natural vegetation and drainage areas need to be evaluated, established or revised, and used. When critical thresholds are reached, additional regulatory criteria or guidelines will be required to assure a positive balance between the man-made and natural environments.

#### **4. ENVIRONMENTAL PLANNING RECOMMENDATIONS**

The Environmental Planning Element, and its relationship to Land Use, Open Space, Economic Development and Circulation Elements, has established the following Goals with their respective Action Recommendations:

**a. Goal:** *Identify locations for detailed studies of areas and natural assets.*

The City's cooperation with Federal and State agencies should address possible instances of environmental degradation. Key preservation land that may be subject to development or other environmental impact in the near future would be listed for immediate inventorying. Assistance from public and private agencies could be enlisted for resource documentation of critical sites.

**Action Recommendation:** Set priorities and assign responsibilities (e.g., volunteer citizens/groups, City, other agencies) for studying sensitivity priorities, such as: 1) land -- environmental buffers and forest views; 2) air -- strategies for Downtown traffic reduction; and 3) water -- ecological study areas at Pintail Lake and other wetlands.

**b. Goal:** *Adopt priorities for resource protection.*

Evaluation measurement criteria should be applied to determine whether specific sites require consideration for resource preservation. Initially, only highly-sensitive lands identified by studies called for in the first Goal would be subject to review procedures. As the program develops, all property would be classified according to sensitivity potential -- from prime resource sectors to exempt lands.

Preliminary evaluations may be self-administered by prospective developers. Information reviews, conducted by City staff, are meant to determine whether there are specific safeguards that should be required as conditions of development approval.

**Action Recommendation:** Prepare simplified Environment Analysis evaluation methods for property owners with City staff and State and Federal agencies' assistance.

**c. Goal:** *Devise equitable requirements and incentives for preservation activity.*

Desirable land uses that are compatible with preservation objectives should be promoted by the City. Public investment strategies, development rights transfers, open space credits, and private foundation purchase of public easements are examples of inducements to voluntary resource conservation.

**Action Recommendation:** Provide for significant trade-offs, such as residential density bonuses, to be made available for private sector preservation efforts. Additional credit could be allowed where public access is provided.

**d. Goal:** *Plan for fire safety.*

Public forest maintenance actions require joint responsibility among jurisdictions and agencies. Use of fire retardant construction materials, brush clearance, removal of fire prone outdoor storage and related measures should be included in community education and/or regulatory initiatives. All interested public safety and land management agencies ought to explore joint-planning responsibilities.

**Action Recommendation:** Develop and adopt a Forest Fire Prevention Plan with emphasis on thinning/clearing programs, property owner education and regulations enforcing against hazardous conditions.

### **GROWTH AREAS ELEMENT**

Updating the Plan sharpens focus on improvements along the Deuce of Clubs and in the City's Downtown core. Show Low Main Street program highlights (e.g., Discovering Show Low) suggest the direction for potential redevelopment. Masterplanned communities represent another set of growth intentions. A third prospect entails matching employment potential to compatible sites: airport approach zones, mixed-use opportunities, transportation getaways.

Tactical site planning (with adequate access and parking) may allow for higher residential density and/or commercial (retail, office) intensities. Full utilization of in-place, existing infrastructure promotes economical investment in the community.

General Plan principles encourage various types of land use in Show Low. The need, or special desirability, for specific development activity should apply public investment programs, such as roads or utilities extensions, whenever possible. Targeting Growth Areas coordinates development timing for the economic advantage of both the community and private sector business.

Show Low does not plan to control growth. Property owners may stimulate development by investing in needed infrastructure at their own expense. However, the City actively promotes preferred sectors or sites for new construction in those locations where municipal services can be provided most economically or where municipal revenues would be increased.

Directing new activities to locations where the proposed type and intensity of land use will be most compatible with its neighbors is the first of this Element's twin basic principles. The other, cost-benefit evaluation, intends to utilize existing City infrastructure capacity in economical ways.

Growth Area designations relate with Land Use, Circulation, Economic Development and other Plan components in attempting to illustrate Show Low's best development opportunities. Mixed-use, together with employment, are especially welcome. Masterplanned residential communities are desirable, too. However there are many such projects currently designated. These future, large-scale developments should be encouraged to integrate opportunities for public recreation, jobs and shopping.

Affordable housing options continue to be a concern. Growth Areas may provide the best opportunity to include a variety of housing types with other desired development, such as retail and employment.

**1. GROWTH AREAS ELEMENT GOALS**

Updated Growth Area Management goals and objectives, recommended by participating citizens are:

**Goal:** Identify re-development opportunity areas.

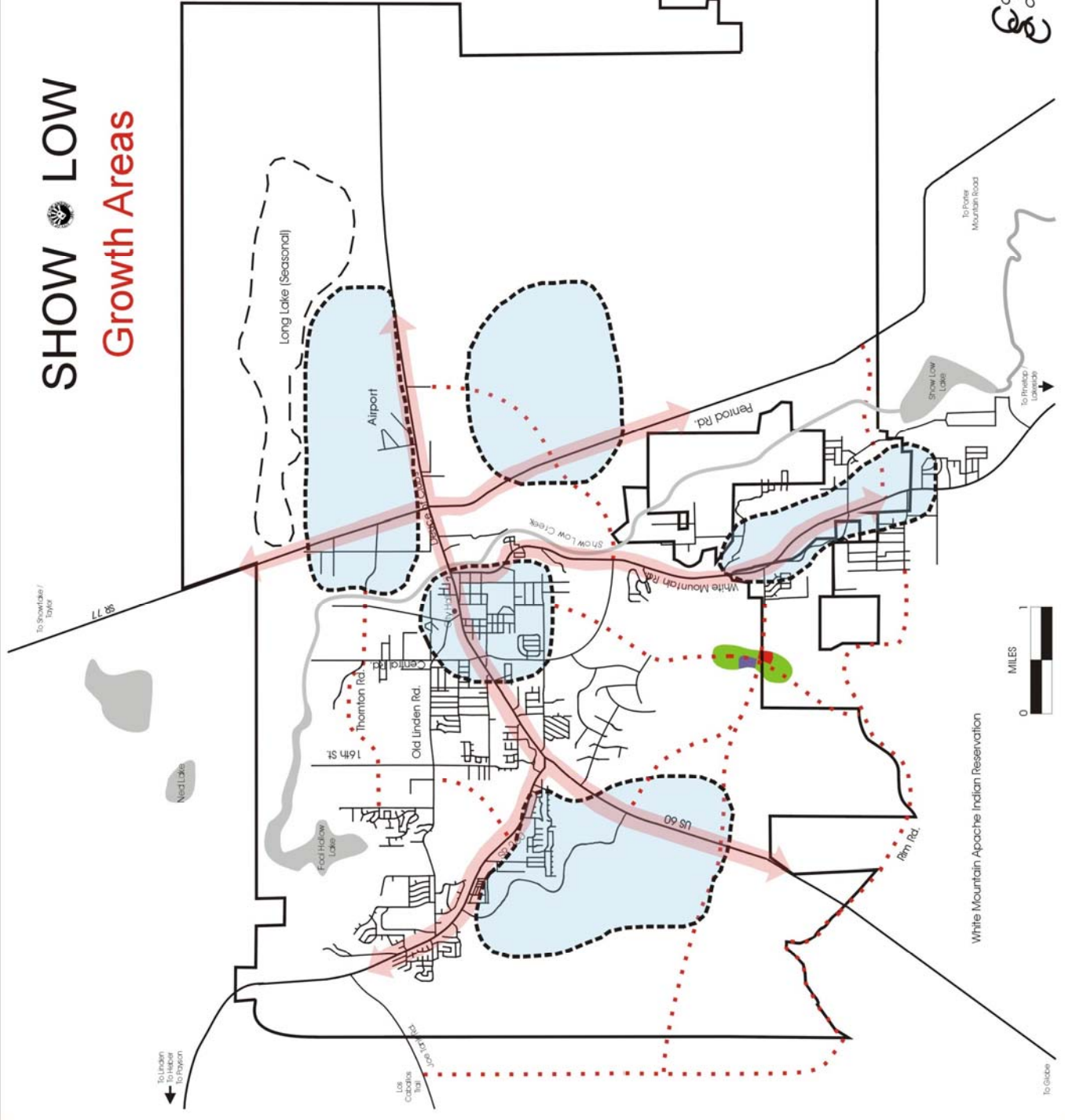
Objective: Focus high density growth in the Downtown Redevelopment District.

Objective: Civic center will provide magnet for small business.

# SHOW LOW Growth Areas

**Legend**

- City Boundary
- Streets
- New Roadway Connections
- Growth Areas
- Transportation Corridor
- Growth
- Show Low Creek and Lakes
- Hypothetical Master Planned Community
  - Open Space
  - Employment
  - Commercial



community sciences corporation  
October 2007

- Objective: Encourage two-, three story buildings with retail and business on ground level, owner live on upper floors.
- Objective: Assess potential for sectors with favorable development cost-benefit ratios.

**Goal:** Illustrate master planned community concepts.

- Objective: Map the preferred planned neighborhood pattern.
- Objective: Depict desirable mixes of density and uses.
- Objective: Show buffering and open space transitions.

**Goal:** Promote flexible growth management.

- Objective: Invite creative, high quality development proposals.
- Objective: Avoid diseconomic sprawl.
- Objective: Adapt planned development standards to fit the character of the land.

## 2. **GROWTH CAPACITY**

Show Low has sufficient land area available to accommodate the homes and businesses for a projected population of approximately 30,000 by 2030. Ten square miles or more of newly-developed area is forecast, but some of the growth is planned to occur through redevelopment or infilling of existing neighborhoods. Additional U.S. Forest Service and private land holdings beyond the current municipal limits are likely to be annexed over the next two decades. Nonetheless, there is more than twice as much vacant land inside the City today than will be needed for urban expansion in the foreseeable future.

The planning challenge is selective utilization of developable land tracts. Not all areas are appropriate for development. Citizens and staff have earmarked what may be considered as the best opportunities for growth. Growth Area land has the advantage of General Plan designation which would invite, but not guarantee, approval of private development proposals.

Water supply is adequate, at current levels of consumption, to meet full population projections, including a growing number of seasonal visitors. Treatment and delivery of potable water will require on-going system upgrades. The city recently expanded its wastewater treatment facility to help address growing demand. Identified Growth Areas either have, or are expected to have, wet utilities available in sufficient capacity amounts and at reasonable installation costs so as to accommodate appropriate development on portions of their acreage.

The true measure of growth capacity is efficient utilization of land and water with minimum impact on air quality and the peaceful, forested setting. Accordingly, designated opportunity sites have been chosen, also, for the mitigation of negative growth impacts. Commercial or employment use prospects, for instance, provide separation distance transitions from transportation noise. Housing tracts offer prospects for amenities and residential living values. Four Seasons Connections, the City's transit service, provides flexible routing and scheduling prospects to accommodate Growth Area



transportation demand as it occurs. Transit, together with planned trail linkages and roadway extensions, assures multi-modal circulation options as the City expands.

### 3. **CURRENT GROWTH TRENDS**

General Plans are best designed to go along with the existing market -- not to change it. With some adjustment for predictable demographic change, land economies in Show Low should follow trends of business diversification, preferred employment types and more varied housing types. These factors relate to the selected Show Low Growth Areas in the following descriptions:

#### a. **Potential Absorption Sectors**

One type of Growth Area follows existing or proposed municipal infrastructure; another, master-planned economies of scale. Development may occur at greater intensities in these areas, absorbing a significant share of Show Low's demand for new commercial activity and affordable dwellings, including rental units.

- (1) *Downtown Revitalization and Neighborhood Infill.* Recommendations for spreading the center Downtown Show Low into a mixed-use community core are based on the establishment of a pedestrian precinct that combines more housing with businesses. Apartments, townhouses and condominiums would increase residential populations within convenient walking distance of expanded existing commerce, new shops, offices and services. These dwelling units would be proximate, as well, to additional job opportunities.

It is understood that, although infrastructure is already in place, upgrades or replacement of facilities may be necessary to accommodate increased demand on municipal services. The Downtown Growth Area encompasses 464 acres or more to constitute a true central activity hub for Show Low.

- (2) *Transportation Corridors.* The Deuce of Clubs corridor offers significant prospects for revitalizing commercial sites as well as supporting institutional expansion. The city completed revitalization of the Deuce of Clubs in the downtown area, with additional improvements being made in the downtown core. Others might be expected to follow by assembling larger sites comprised of vacant or underutilized land or by acquiring properties from service businesses that could relocate elsewhere in the community.

There is a widespread public support for future growth of Northland Pioneer College. Strategic campus location near the intersection of Route 60 and 260 provides outstanding gateway image opportunities.

Road and utility extensions serve as inducements to private development investment, encouraging land use efficiency along the improvements' path. For example, the Penrod Extension continues to foster a major Growth Area, especially in providing prime tourist-serving business sites. Masterplanned nodes of hospitality industry and retail establishments

would present an attractive, landscaped image that conveys the appearance of a country crossroads more than strip commercial development.

This Growth Area may accommodate, over its full length, more than one thousand acres of new construction. Although predominantly responding to the City's economic development strategies, transportation corridor Growth Areas also provide access to new residential communities wrapping around and interspersed with highway frontage businesses.

**b. Plan Enhanced Sectors**

Another sort of Growth Area is the large tract of land, usually planned by a single developer or small group of landholders, that is laid out in logically-staged phases for buildout over an extended marketing period. The plan for such developments is timed for construction in such a way as to achieve economies in costs of infrastructure improvements.

- (1) *Impact Transition Plans.* Show Low's Airport Industrial complex is a planned area that has begun to come into its own for prime industrial/commerce park employment. Also, the industrial use establishes a buffer around aviation facilities to abate the effects of flightpath noise from aircraft. The nearly 1,100 acres dedicated to economic development could potentially become a joint development planning area (JDPA) with Navajo County and other governmental agency entities.

The aggregate acreage in this Growth Area is substantially greater than foreseeable demand for industrial uses. The planned approach, therefore, would take into account portions of the sector, such as steeper terrain, which are more suitable as buffer zone reserves than for actual development. Prospective corporate searches for industrial site locations could be favorably influenced by the Growth Area's spacious, campus-type setting.

- (2) *Mixed-Use Master Plans.* Show Low is experiencing considerable masterplanning for residential communities. This trend to environmentally-sensitive, high-amenity housing continues to represent a large share of homebuilding starts. As noted, these new neighborhoods could be encouraged to include a balance of non-residential use. It is expected that mixed development plans would include commitments to forest preservation, recreational facilities and pathway/trails connections.

**4. GROWTH AREA MANAGEMENT RECOMMENDATIONS**

The City can enlist -- and cooperate with -- private property owners to establish a site inventory that would interest employers/restaurant/motel/retail businesses, home builders and shopping center developers to consider designated Growth Areas. Show Low's economy directly benefits from enhancing land utilization in locations that are served by roads and utilities, redevelopment, and planned development.

- a. **Goal:** *Identify re-development opportunity areas.*  
Building on previous studies, the City might enact special guidelines and regulatory provisions that are adapted to assembling land, remodeling existing structures, providing parking/access/pedestrian amenities and adjusting setback or height requirements. In many instances properties in older sections of the City require relief from contemporary development standards so as to realize full reuse potential.

**Action Recommendation:** Adopt a Downtown Redevelopment Overlay District in conjunction with Downtown stakeholders.. New regulations would allow for increased residential and commercial development intensities consistent with parking, pedestrian urban pathways, landscaping and appearance amenities provided by the City and developers.

Evaluate techniques that may be applied to support revitalization of commercial properties along Deuce of Clubs and for Northland Pioneer College campus planning.

- b. **Goal:** *Illustrate master planned community concepts*  
Referring back to the 2008 General Plan concepts for mixed-activity master planned developments, City officials could entertain suggestions for design criteria, proportional land use allotments, buffering standards and trail connections as guiding formulas for future planning of large sites. The resulting planning program outline could be recognized as the basis for evaluating developer conformance with General Plan principles.

**Action Recommendation:** Develop mixed-use development design models in concert with major private landowners/developers. These large site concepts include commercial and employment uses, schools, churches, parks and open space, entry and landscaping treatments, and pathway/trails linkages.

- c. **Goal:** *Promote flexible growth management*  
Growth Areas should be viewed in terms of a particular project's real world performance -- what the development will be like, how it benefits Show Low, its contributions to General Plan implementation. A constructive plan proposal may merit a revision in the City's Capital Improvement Program scheduling or acceptance of an innovative traffic management plan. Bringing jobs, retail sales tax generators, affordable work force housing and community appearance or open space upgrades should merit some give-and-take -- especially in Growth Area locations.

**Action Recommendation:** Allow wide latitude for site planning and architectural design creativity in Growth Areas. Investigate potential of development rights transfer to preserve open space in this Growth Area, allowing residential densities to be allocated elsewhere in the community.

**COSTS OF DEVELOPMENT ELEMENT**

Future growth makes a more positive contribution to the City when its support systems are designed to be economical. New development should pay its fair share of improvements (such as trails, sidewalks, infrastructure extensions and amenities), maintenance and operations expense.

Sensitive, difficult to develop locations would be discouraged from seeking urban density land uses. On the other hand, places where existing municipal service capabilities are underutilized may have incentives for their efficient use of infrastructure. Leapfrog development is discouraged.

General Plan implementation recommendations help to direct capital investment to projects that would be of most advantageous cost-benefit to the community.

**1. COST OF DEVELOPMENT GOALS**

Housing represents a large share of Show Low’s short term growth expectations. Because it generally costs more to serve residential areas, the City must manage growth with extra financial caution.

**Goal:** Indicate land areas that may be utilized most economically.

Objective: Determine priority areas for new service customers.

Objective: Assess implications of physical constraints such as terrain, slope grading and drainage.

**Goal:** Provide order-of-magnitude cost estimates for service system extensions and facility needs.

Objective: Assess relative distance expense for basic systems and services.

Objective: Establish baseline data for City staff monitoring and periodic update adjustments.

Objective: Encourage efficient system design within new developments.

**Goal:** Consider “fair share” financing methods for infrastructure installation.

Objective: Expect developers, not existing residents, to pay for desired improvements.

Objective: Solicit development industry input for offsite improvements standards; impact fees.

Objective: Evaluate criteria for “payback” mechanisms.

Objective: Identify potential credits for developer-installed infrastructure.

The many proposed development projects mean new jobs, added tax dollars and residents contributing to the local economy. Although those benefits are real,

the City must consider the cost of furnishing those new additions with services and facilities -- water and sewer, paved roads, libraries, police and fire safety, schools or parks -- comparable to levels currently being provided. New developments are expected to cover their fair share of facilities and services expense. These and other municipal services represent the investment a community must make in order to realize the benefits of growth.

**2. CURRENT GROWTH COSTS**

Show Low has, to date, done an excellent job in preparing for continued municipal growth. Recent water system and roadway/circulation improvements encourage commercial and employment uses, as well as housing -- a commitment to balanced growth.

Although the cost to maintain infrastructure is substantial, the City's Capital Improvements Program (CIP) reflects a realistic rate of municipal investment in infrastructure improvements to meet community growth projections. The CIP is realistic because it increases at a rate that responds not only to anticipated inflationary influences but also to the additional needs of a growing City. To illustrate: the CIP budget for FY 2007-08 sets aside \$2,277,500. That compares with a CIP budget of 1.3 million in FY 2000-01.

Homebuilders and developers are participating in financing infrastructure extension. Examples of private sector responsibility are: providing oversized improvements to accommodate future demand and paying fair share development impact fees for system improvements.

**Chart: Cost Comparisons FY2011-FY2017**

<b>Capital Improvements Plan</b>	<b>FY 2011</b>	<b>FY 2014</b>	<b>FY 2017</b>
Streets & Drainage	\$4,150,900	\$3,608,200	\$3,015,962
Water & Sewer	\$1,172,200	\$13,357,400	\$5,422,897
Sidewalk	\$47,100	\$789,400	\$171,700
Parks & Recreation	\$-	\$150,000	\$-
Facilities	\$2,693,000	\$460,300	\$297,200
Airport	\$981,300	\$4,462,600	\$650,000
Downtown Development	\$-	\$982,000	\$820,500
Misc./Other	\$1,584,700	\$1,812,800	\$5,825,276
<b>Total</b>	<b>\$10,629,20</b>	<b>\$25,623,10</b>	<b>\$16,203,535</b>

Costs associated with services delivery can be quite considerable. With costs running up to 75% more than those experienced less than a decade ago, Show Low not only has to keep an eye on its own municipal expenditures; but, also, there is a need to prevent sprawl from putting too much strain on City systems and facilities. The logic favoring planned infrastructure phasing, instead of leapfrog development, is obvious.

### 3. **DEVELOPMENT COSTS TRENDS**

Some additional costs related to increased population in the City are described below. Besides those costs associated with roads and utilities, commonly termed Direct Impacts, Show Low must also compensate for the effects of growth on its other vital services, such as Public Safety, Parks, and Schools. Ultimately these Indirect Impacts can have a significant effect on the annual budgeting for capital improvements; but even more so, they represent continuing increases in operations and maintenance budgets. The figures below are approximations based on the City's current levels of service.

#### a. **Police/Fire/Emergency Services**

The City of Show Low currently maintains a total full time police force of 31 sworn officers. Previous General Plans have identified a target of three officers or 4.6 full-time employees per 1,000 residents compares with a current ratio of approximately 2.9 officers per 1,000 residents.

Currently, the City functions out of a single station. With the growth of planned community developments such as those to the west edge of Show Low, establishing sub-stations may become a necessity.

The Timber Mesa Fire and Medical District employs a staff of 60 full time and 15 reserve firefighters. Show Low's Emergency Medical Services maintains a staff of 10 full time employees.

#### b. **Parks**

Surrounded by forested natural terrain, the City does stress the establishment and continued maintenance of recreational and sporting facilities. These community assets require considerable investment. The City's 75 acres of developed parks, plus lands in reserve for future improvement may be sufficient to serve short-term needs. However, recreational amenities in masterplanned communities are being counted on to assist in meeting future park space demand.

#### c. **Schools**

Elementary, middle, junior high and high school facilities are currently provided in Show Low. The estimated growth of the City will eventually require that additional school sites be developed, particularly for elementary schools. Schools sites typically require a minimum of 30 acres. A commonly accepted maximum number of students for elementary schools is 800 -- or about one new facility for each 3,000 additional residents.

Costs for new school construction vary. Estimates exceeding \$10 million dollars are assumed for new elementary school facilities. Typically, these new school facilities contain extensive recreation and sporting facilities that may help to serve the surrounding community's recreational needs.

### 4. **COST OF DEVELOPMENT RECOMMENDATIONS**

Show Low residents emphasize better use of existing infrastructure capacity with

cost-effective upgrades in currently developed in-fill areas. The principles of cost-benefit analysis, economies of scale and fair share financial contribution by developers continue as key City growth management policies. Where proposed construction is able to tap into existing, adjacent facilities, City growth can be accomplished without having to finance the costs of urban sprawl.

- a. **Goal:** *Indicate land areas that may be utilized most economically.*  
By directing the City’s future growth into areas with existing infrastructure or sites of sufficient scale to extend services economically, development expense can be contained.

**Action Recommendation:** Monitor General Plan Growth Areas on an annual basis. Findings regarding annual monitoring of growth return on projected capital investment revenue would be reported to City Council by development services departments for use in preparing the next Fiscal Year’s Capital Improvement budget.

- b. **Goal:** *Provide order-of-magnitude costs estimates for service system extensions and facility needs .*  
Absorption of capital costs, whether the expenditure is private, public or shared, should be documented. Cost should be regarded as a major determinant in making land use and municipal investment decisions.

**Action Recommendation:** Require cost-benefit analyses for proposed developments that entail extending municipal services. City participation and preference should focus primarily on designated Growth Areas.

- c. **Goal:** *Consider “fair share” financing methods for infrastructure installation.* Show Low does not favor “growth for growth’s sake”. Quality development is expected. Further, the City looks at homebuilders, employers and new businesses to make positive economic contributions.

**Action Recommendation:** Revisit City fees and impact cost assessment policies to assure residents and business people that new development is paying its own way

#### **IV. IMPLEMENTATION ACTION PROGRAM**

This document, in order to serve as a guide for accomplishing the Show Low vision, must be implemented. Proposals for development, public facilities, infrastructure and other local improvements are meant to be consistent with Plan principles. Development Plan designations are not a zoning map. They are general indicators of locations for different types of land use, preserving community character and quality development. However, the land use codes -- zoning, subdivision and related standards -- are the City's main tool for implementing the General Plan. These regulations may be modified to avoid conflicts with Plan objectives or to create incentives for desired land use and amenities to accomplish General Plan Goals. An action plan is essential. Show Low Plan implementation consists of: continuing citizen involvement in the planning process, outlining a step-by-step Action Program, and regularly monitoring progress toward the community's future aspirations.

#### **ON-GOING PLANNING PROCESS**

Show Low community leadership and most citizens agree that good plans are never finished. Adoption of a document is just the first step in an on-going process of refinement. Local government, land owners and builders are called upon to supply greater detail for specific projects so those improvements may be evaluated for their contributions to the Plan. Because Show Low's approach to the future is flexible, the City is open to creative alternatives or innovative solutions in development proposals.

Decision-makers in this growing City have to be mindful that property can be served economically where municipal service systems are currently available or can be extended at relatively little cost. As Show Low expands, the potential effects of every construction proposal need to be evaluated to minimize impact on adjoining properties, to make best use of local service resources and to fit the desired community character.

Cooperation among the United States Forest Service, Navajo County, other jurisdictions and agencies is critical to Show Low Plan success. The City has direct, extra-territorial interest regarding land use and development for a three-mile distance beyond its corporate limits. For example, when Navajo County considers an action that may affect this and other unincorporated portions of Show Low's planning area they are asked to evaluate for consistency with the Show Low Plan; sustain the natural, scenic, low density character of the forested lands beyond the City borders; and extend an opportunity for City officials and citizens to be heard in all matters relating to development within the Planning Area. Sometimes if a proposal might impact the region's vehicular traffic, water supply, economic development or other planning issues of water scope, Show Low would ask to be heard even beyond its Planning Area.

A basic premise of municipal planning in the State of Arizona, and elsewhere, is protection of public health, safety and welfare through the application of reasonable land use standards. Preservation of Navajo County's natural scenic treasures, its attractive, wholesome environment, and its spaciousness is a commitment by the City of Show Low as well as citizens of the surrounding White Mountains region which is embodied in this General Plan. Coordinated planning can help to assure that rural areas will retain their character while residential



subdivisions, business and employment development on smaller sites would most logically be directed to the service areas, assured water supplies and other public facilities that are available in or immediately adjacent to incorporated municipalities.

### **IMPLEMENTATION PHASING**

The backbone of General Plan implementation is a step-by-step action program. With specific Show Low planning goals and objectives in mind, this section suggests some incremental activities to mark progress from where the City is today toward where area citizens want to be ten or twenty years from now.

There are proposed responses to all Plan Elements' multiple recommendations in the Action Plan. Some may be achieved relatively soon, others may require years -- and many, cumulative steps -- to accomplish. For that reason, short-, mid- and long-term commitments are listed.

The schedule illustrated in the following Action Plan Table is not intended to dictate decisions by elected representatives, but it does offer some probable choices that may, after careful evaluations, be considered as City resources permit.

#### **SHORT-TERM ACTIONS (2018--2020)**

Implementation is already beginning with public works projects and considerations of code revisions in preparedness of future growth. Efforts that can be initiated -- or completed -- within a year or two of Plan adoption are specified as "short term".

The City may wish to include other projects, as they are proposed, to expedite General Plan Implementation. Capital Improvement Program (CIP) updating is a logical corollary to Action Program adjustments.

#### **MID-TERM ACTIONS (2020-2025)**

Once early actions are in place, Show Low is positioned to continue key programs (such as Downtown redevelopment and providing pathway connections). Some previous initiatives may have been completed, others could require "next steps" adjustments.

#### **LONG-RANGE PLANNING (2025 and beyond)**

Value-added public facilities, planned years earlier, allow for cost-effective municipal expansion. High standards for quality engineering will help to assure that roads, drainage, parks, wet utilities, public safety and other local government functions can serve an expanded community with economy.

### **GENERAL PLAN MONITORING**

The General Plan should be used. Procedures are outlined to acknowledge General Plan principles on a daily basis. Checking on the status of Plan goals and objectives is a necessary exercise to be sure that implementation is on track.

Tracking systems for implementation were outlined -- and emphasized -- in the 2008 Plan document. Although many Plan recommendations have begun or have been accomplished, the intended, regular monitoring has not always occurred. Because the Show Low General Plan is meant to be responsive to change, its periodic review to assess progress is strongly urged.

Monitoring expectations that are still valid include:

**1. STATUS REPORTING**

Data on development activity, population change, municipal revenues and other indicators of local consideration should be maintained by City staff and reported to decision-makers on a quarterly basis. This information allows intelligent, mid-course corrections in General Plan administration.

**2. SUCCESS MEASUREMENT**

Calibrations for assessing success may be established to alert community leadership of situations that require attention. Business opportunities should be promoted, for example, to allow the community's revenue capture to keep pace with residential expansion. Effective planning management considers supply and demand for maintaining affordable housing, community character and fiscal soundness.

**3. AMENDMENT/UPDATING**

From time to time amendments to the City of Show Low General Plan will be necessary based upon changing development plans, community needs and the desires of property owners. Amendment to the General Plan is required when a proposed rezoning is not in conformance with the General Plan. All Amendments to the General Plan shall be in compliance with: 1) A.R.S. §9-461.06, as amended, 2) the City's adopted public participation procedures; and 3) as specifically set forth below.

**a. Major Amendments**

A major amendment to the General Plan is any proposal that would result in a substantial alteration of the City's land use mixture or balance as established in the Land Use Element as indicated on the Development Plan map. A proposed amendment to the General Plan constitutes a major amendment if the proposal meets one or more of the following criteria:

- Establishment of a Planned Unit Development or Recreational Community District area that is greater than one hundred (100) acres in size.
- Any proposed change in land use designation other than Planned Unit Development or Recreational Community District area that is greater than sixty (60) acres in size.
- A text change to the General Plan shall be considered a major amendment if it is in conflict with the general goals and objectives set forth in Section IV. Implementation Action Program. Changes to implementation programs that alter

the timing, cost and type of programs or activities shall not be considered a major amendment.

Pursuant to state law, the City will consider all major amendments to the General Plan once each year in the month of March, or in a different month as may be determined by the Show Low City Council. All major amendments shall require a two-thirds majority approval by the City Council.

- Minor Amendments

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

Annual review and adjustments, overseen by the Planning and Zoning Commission, are necessary monitoring steps. In accordance with A.R.S. §9-461.06, as amended, a full update of the General Plan will be conducted at least once every ten years. The General Plan may undergo revisions (ranging from tactical fine-tuning to comprehensive restructuring depending on changes of conditions) on a more frequent basis as determined by the City Council.

## **GENERAL PLAN GLOSSARY**

Terms with special meanings that are used in the Show Low General Plan materials are defined for readers' convenience. Examples are given where appropriate for clarification.

**AASHTO** - American Association of State Highway and Transportation Officials.

**Activity Center** – a collection of land uses that attracts residents and visitors for multiple purposes, which may include: shopping, employment, culture, education, housing, government services, recreation and entertainment.

**Arizona Department of Transportation (ADOT)** – the State's highway agency.

**Buffers** – separation spaces of open areas or low-intensity land use that are intended to delineate and provide transition between developments with potentially incompatible activities. A busy commercial or institutional parking lot, for instance, should include ample setbacks, walls and vegetation for screening from adjacent residences.

**Capital Improvement Program** – multi-year plan for capital expenditures needed to replace and expand the public infrastructure (i.e., streets, water and sewer).

**Circulation** – refers to transportation aspects such as City streets, pathways, traffic, bicycling, and walking.

**Density** – a measure of residential development intensity, usually expressed in average numbers of dwelling units per acre.

**Department of Economic Security (DES)** – State of Arizona agency charged with providing population projections and other base data.

**Elements** – the principal components, or topical subjects, of a municipal General Plan. Arizona statutes have previously required Land Use and Transportation (Circulation) Elements for all communities. Other Elements that are now required include: Growth Areas, Water Resources, Costs of Development, Environmental Planning, Open Space. (See: Growing Smarter and Growing Smarter Plus.)

**FTE** – Full Time Equivalent (e.g., staff, student enrollment).

**Garden Apartment** - a multi-family rental residence of moderate density usually one- or two-story with landscaped open space amenities.

**“Gateway” Project** - development at a focal entry point into the community with enhanced architecture, public art and/or landscaping to make an attractive, visual introduction to Show Low.

**General Plan** – a formal, adopted document that expresses a jurisdiction’s intent for preserving or improving local conditions and for the long term development of the community. Public hearings are held by the Planning Commission and City Council before a General Plan may be adopted or amended.

**Goals** – statements of fundamental aims for civic accomplishments through public and private actions. (See, also: Objectives, Policies)

**Growing Smarter** – Arizona legislation (1998) requiring municipalities with a population over 2,500 persons to update General Plans with additional considerations: Growth Areas, Costs of Development, Environmental Planning, Open Space.

**Growing Smarter Plus** – builds upon the 1998 Growing Smarter Act and became effective in May 2000. Added Water Resources Element, General Plan Amendment criteria and guidelines for submitting General Plan to voters.

**GWMA** – Groundwater Management Act.

**Infill** – development of vacant lands in predominantly built-up portions of the community or redevelopment of properties that are underutilized so as to make the most efficient use of existing infrastructure and attain higher economic return from real estate.

**Objectives** – specific steps toward achieving planning goals -- including programs (such as street-widening) or performance standards (as accident reduction).

**Policies/Strategies** – criteria established by the local government that support accomplishment of objectives or goals. For instance, the municipality may adopt specifications for additional traffic lanes where new development generates more automobile trips.

**Preferred Alternative** – the future growth scenario selected by General Plan process participants that illustrates desired development patterns, mixes of land uses and intensities.

**Sales Tax** – a principal source of revenue for Arizona municipalities. A portion of retail sales tax revenue is allocated to the jurisdiction in which it was collected.

**Shoulder Season** - portions of the year falling between peak tourism months during which the City and hospitality industry seek to promote continuing business from visitors -- such as by holding special events.

**Vision Statement** – citizens’ definition of the distinctive attributes of their community that should be fostered or preserved in the community's future development by the General Plan.

**Zoning Ordinance (Development Code)** – municipal regulations on the use of land that are adopted, under authority granted by the State, to assure orderly development in accord with the adopted General Plan.