



Discover Winslow-A City in Motion

City of Winslow

2024 General Plan
“A City in Motion”

City of Winslow
Community Development Department

Anticipated Adoption: February 2024

City of Winslow 2024 General Plan

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City of Winslow – 2024 General Plan

CITY MISSION STATEMENT

Winslow enjoys a safe, relaxed, family-oriented lifestyle environment that thrives on cultural diversity, preservation of its distinct regional heritage, and appreciation for the natural environment. The City is recognized for its progressive management, sound infrastructure and efficient stewardship of resources.

Winslow strives for educational excellence, broader-based employment, expanded health care and balanced housing opportunities. Economic development results from good planning, transportation assets, and strong support for business growth.

Winslow takes pride in welcoming visitors to enjoy its fresh air and temperate climate, rich Native American, Hispanic and western traditions, and wealth of leisure family activities. Area attractions include day trips into the Four Corners area, a walkable, historic Downtown, local arts and festivals, and outdoor recreation. The City honors its role in the nation’s progress along the railroads, airways and Route 66 with a strong foundation of an inclusive, friendly and sustainable community.

PREFACE

Winslow updates its General Plan to serve three, interrelated purposes: 1) complying with Arizona’s Growing Smarter (1998) and Growing Smart Plus (2000) legislation; 2) recognizing changes of conditions in the community since the last comprehensive General Plan adoption in 2002; and 3) preparing an effective growth management program that anticipates potential quality growth opportunities and preserves the City’s unique, diverse character.

Since the last comprehensive adoption of the Winslow General Plan in 2002, statutory requirements and new proposals to expand housing and employment opportunities have presented themselves as the opportunity for the City to prepare an update to the Plan.

The City’s approach to its 2024 update of the plan has been to work directly with Boards and Commissions of the City to solicit feedback on their respective interests, goals, and implementation strategies in the short, medium, and long-term time frames for the next ten years. Citizen review and input of the draft continued to shape and polish the document before it ultimately came before the City Council for adoption. The overarching goal of the Plan update is to maintain its broad vision while providing enough direction detail to the community and policy makers to guide the City’s decisions over the next decade. The policy document will need to be refreshed every ten years hereafter to ensure its relevancy to the City’s needs surrounding growth, services, and continued improvement of the quality of life of its residents.

CHAPTER 1: INTRODUCTION

SECTION 1.1 - GOAL

The Winslow General Plan is a general, long range, comprehensive future vision for the City. The Plan's goal, through a comprehensive series of stated objectives across key elements, is to guide public and private decisions for growth and development in the greater planning area. Goals and implementation strategies offer a framework from which to measure progress in achieving the City's goals and objectives.

The General Plan provides guidance to citizens regarding the physical development of the community, while giving property owners and developers a clear indication of the community's expectations affecting physical development. The Plan is a guide from City Council to city administration, Planning and Zoning Hearing Officer, boards and commissions, and the private sector regarding how resources, such as the Capital Improvement Program and the annual city budget, are to be applied for municipal progress.

The General Plan provides policy recommendations with an analysis of current and forecast conditions. There are a few fundamental understandings and planning assumptions that assist in organizing Winslow's General Plan principles. City development policies coincide with the basic directions. Future specific plans for targeted locations (such as Growth Areas or annexations) and for particular City functions (as in masterplans for public infrastructure, parks and recreation) may be developed to help put these assumptions into practice.

The purpose of this General Plan is to identify community goals and designate the proposed general distribution, location and extent of land uses and other measures to satisfy the goals of this visionary document. While Winslow means different things to different people, there are underlying themes that form our community's shared collective identity that must be understood and captured in narrative to provide a base from which the elements of the Plan emerge.

SECTION 1.2 CONTEXT

The City of Winslow is located in Northeast Arizona along the I-40 corridor on the western border of Navajo County, 58 miles east of Flagstaff. Phoenix, Arizona is the closest major metropolitan area, about a four-hour drive and located 184 miles to the west on I-40 and the south on I-17. Albuquerque, New Mexico is about 210 miles to the east on I-40 and also about four hours away. Highway 87 connects to the I-40 through Winslow, providing direct access to Arizona's mountain communities surrounding Payson, Arizona which also provides secondary access to the eastern edge of metropolitan Phoenix. At an elevation of 4,864 feet, Winslow lies in the valley of the Little Colorado River and is largely flat with scenic views of hills and mesas to the north and south.

The current corporate boundaries of Winslow define a municipal area of about 12.5 square miles. The greater planning area is significantly larger, extending approximately five miles beyond the City limits. The community has developed in a lineal land use pattern parallel to the railroad and highway. Winslow's historic center contains the City's original Downtown business district and residential neighborhoods, laid out in a compact grid pattern typical of Arizona towns of the late 19th-early 20th century. Interstate 40, bowing to the north of the original townsite, fostered development activity around each of the three Winslow interchanges. Winslow serves the needs

of its residents as well as providing shopping and services for nearby Native American communities and interstate travelers.

The regional area and locational reference within Arizona are depicted in the following map exhibit:



SECTION - 1.3 – RELATIONSHIP TO OTHER PLANS AND CITY BUDGET

Functional plans, such as the Parks and Recreation Plan, or plans specific to designated sub-areas of the City, add detail to the broad goals and objectives of the General Plan. These interrelated plans are supported by reference in the General Plan. Other major initiatives, like the City’s annual budget process or prospective grant funding initiatives, can also be directly supported by the Plan. As an example, while considering what expenditures to prioritize in any given year, City management and the Council may wish to rely on the General Plan’s implementation strategies when making those decisions. The same concept goes to what types of grant funding the City may wish to allocate resources towards when considering preparing grant applications.

The General Plan provides comprehensive direction across eight Plan Elements. Other, detailed adopted "Plans" (e.g., Area Plans, Specific Plans, Neighborhood Plans) are meant to be consistent with the General Plan while providing more detailed planning particulars for individual geographic areas or municipal functions.

All adopted plans are intended to integrate with the General Plan. Where greater specificity is provided in the General Plan, those directions prevail -- and will be followed in implementing the City's adopted Plans. If detailed, specific plans are found to be clearly inconsistent with the goals, objectives, recommendations or provisions of the General Plan, the General Plan guidance will be followed, and the more specific planning document will be amended or updated to resolve any inconsistencies.

SECTION 1.4 – GENERAL PLAN STRUCTURE

The General Plan is organized in four parts: *I. Introduction; II. Plan Adoption and Amendments III. Plan Elements; and IV. Implementation Program.* As a basic reference to municipal development policy, the document first offers an overview for users of the General Plan that states where the City is headed and how members of the community can help to achieve its aims. Then the principal subject components, or Elements, are summarized in terms of existing conditions as well as desired goals and objectives. Implementation actions suggest a step-by-step process through which the General Plan may support its guiding principles.

Comprehensive municipal planning covers many related subjects that describe the community's physical make-up. Private lands with homes and businesses, roads, utilities, schools, parks and other public or private facilities, as well as natural resources, combine to form the City and its greater planning area. Elements in the General Plan address these aspects that are responsible for Winslow's growth to date and that will help to shape its future development.

Eight basic components are addressed as General Plan Elements. They are: the Land Use and Circulation Elements; and six topics called for under Arizona's "Growing Smarter/Plus" planning laws – Community Character, Open Space, Growth Areas, Environmental Planning, Costs of Development and Water Resources.

Each Element begins with a guiding principle that is followed by a discussion of its current conditions. The City's goals and objectives are then stated. Lastly, the Plan document lays out the City's implementation strategy in an Action Matrix for all of the elements on a short-, mid-, and long-term basis.

Together, Winslow's General Plan Elements constitute a policy framework for community development. Element goals and objectives are meant to be interpreted with flexibility, but their recommendations are intended to be pursued vigorously.

SECTION 1.5 - HISTORY AND BACKGROUND

The community's evolution from settlement to modern municipality is due, in large part, to the influence of transportation modes and corridors. Prehistoric native tribes used Sunset Pass near Winslow as a portal connecting mesa villages with forests to the southwest. Early settlers found a crossing of the Little Colorado River near Winslow. This crossing became a focus for regional trails and roads.

Winslow became a division point for the Santa Fe Railway in 1880. In 1881, the Atlantic and Pacific Railroads established Winslow as a stop along their tracks through northern Arizona. This alignment had been surveyed as a road earlier in the century by Lieutenant Edward Beale. Beale's road served as an organizing path for the railroad and later became Route 66. The area's first post office was established in 1882.

In the late 1800s, a man named John Lorenzo Hubbell began building Navajo trading posts all over Arizona and New Mexico. These were just part of a trading empire that included freight and mail lines and curio shops in California, bean farms near Gallup, New Mexico, and apple farms near Farmington, New Mexico. Hubbell was instrumental in bridging the gap between the white settlers

and the Navajo people. In Winslow, the building still stands that once housed the Hubbell Wholesale Store, which operated from 1924 to 1948.

Winslow was incorporated in 1900 and named after General Edward Winslow, a railroad company president. The Fred Harvey organization had established their Harvey House as a major destination for travelers to the Painted Desert and other northeast Arizona attractions between 1910 and 1920. In 1930, La Posada, one of the finest railroad hotels in the country and designed by famed architect Mary Colter, opened. Soon after, the hotel was serving the elite in all fields of American life from Presidents and movie stars to well-known scientists and authors.

In the 1930s, the other major determinant of Winslow's urban form was tied to the rise of automobile travel. Winslow became a major stop for cross-country travelers on Route 66, arguably the most famous highway in America. It remains an attraction for new generations of motorists and motorcyclists that want to retrace the nostalgia of old Route 66.

Also in the 1930s, air travel played a large part in the life of Winslow, from the early 1930s to the early 1950s, when it was a stop on the major air route crossing the country for TransWorld Airlines. Commercial airline traffic stopped in 1953. Also during this time, railroad travel had generally all but stopped causing many of the businesses in Downtown Winslow to suffer well into the 1970s. Later, with the construction of Interstate 40, Route 66 was bypassed which further hurt the Downtown area. Revitalization of the Downtown area continues to this day with many successes.

The following images highlight moments in time of the City's history:



1 1950's Downtown Winslow

2 1930's La Posada Hotel

3 Famous corner in The Eagles 1972 Hit Song "Take it Easy"



SECTION 1.6 - REGIONAL PARTNERSHIPS

Despite Winslow's relatively small physical size, it is regionally competitive in Northeast Arizona and a proactive leader in the I-40 corridor. Due to its smaller size and relative remoteness to larger urban areas, the City coordinates with partner agencies for addressing the fuller spectrum of the community's service needs. These agencies operate at the local, regional, state, and national levels. They include, but are not limited to, Navajo County, Northern Arizona Council of Governments (NACOG), Navajo and Hopi Nations, State of Arizona, Arizona State Parks, ADOT, Army Corp. of Engineers, Federal Aviation Authority (FAA) and others.

SECTION 1.7 - PUBLIC SAFETY / SECURE LIFESTYLE

Winslow recognizes the importance of public safety and has enjoyed a long history, dating back to its first Marshall's office in 1902, which later became the Police Department. Today, the Winslow Police Department is considered one of the oldest law enforcement agencies in the State of Arizona.

SECTION 1.8 - DEMOGRAPHIC DATA

The City has received the most recent data available from the U.S. Census Bureau and other sources. Winslow had a 2020 population of approximately 9,005 people. This is approximately 650 fewer than it was in 2010 and is now about the same as it was in 1990. The City has a housing stock of nearly 2,977 units which is about 200 less than it had in the year 2000. During this time, the City faced a lack of both new and affordable housing units for its population.

Approximately 75% of Winslow's population identifies as either Native American or Latino, while the remaining 25% identify as White (20%) or African American (5%). This population blend is broadly more diverse than overall Navajo County's largely White and Native American populations that together make up 86% of the overall county total.

While Winslow's population tends to earn less per capita compared to Navajo County and the rest of the United States, the City benefits from much higher retail sales revenues per capital which positively supports its retail sales tax base to provide services to its residents. This suggests that the City obtains sizable retail sales from tourism – including both visitors that are only stopping for food and gas while travelling along the I-40 or tourists visiting the Downtown area and regional attractions.

Changes in technology since the last Plan adoption include residents' access to a computer and internet service. This evolution has changed the way in which the City reaches its residents and how everyone can stay involved in decision-making processes. Nine out of ten residents have a computer and four out of five have internet access. Public hearings are now broadcast live online, and videos of older hearings are available on the City's webpage for viewing.

Here is the City's most recently available demographic data as it compares to Navajo County and the rest of the country:

2020 DEMOGRAPHIC DATA*			
Population	Winslow	Navajo County	United States
2020	9,005	106,716	331,449,281
2010	9,655	107,449	308,745,538
% Growth 2010-2020	(7.3%)	(.7%)	7.4%
Race			
White	20.5%	42.9%	60.1%
Hispanic	33.5%	11.7%	18.5%
American Indian	40.9%	43.5%	1.3%
Asian	.1%	.7%	5.9%
African American	4.9%	1.1%	13.4%
Other	0.1%	0.1%	0.8%
Home Ownership	46.5%	70.9%	64%
Education			
High School Graduate	82.2%	84.5%	88.0%
College Graduate	8.2%	16.7%	32.1%
Income			
Median Household Inc.	\$41,926	\$46,126	\$62,843
Per Capita Inc.	\$15,956	\$20,858	\$34,103
Retail Sales Per Capita	\$23,613	\$10,969	\$15,224
Household % with a Computer	92.4%	82.8%	90.3%
Household % with Internet Service	79.2%	67.0%	82.7%

*Data Sourced from U.S. Census Bureau

CHAPTER 2: PLAN ADOPTION AND AMENDMENTS

The purpose of this section is to provide an overview of how the Plan is administered. This includes the scope and procedures necessary for adoption of each new 10-year plan, amendments to the Plan outside of the adoption process, and zoning administration in the context of the Plan.

SECTION 2.1 – PLAN ADOPTION

In accordance with Arizona Revised Statutes (9-461.06-J), the Winslow General Plan is effective for up to ten years. The General Plan can be updated or at the discretion of the City; however, it must be reviewed and readopted at least every ten years. As conditions change (including demographic shifts, expansions to the planning area, or the emergence of new economic trends), the General Plan will require periodic updating.

The process of General Plan adoption entails three key steps after a base draft is ready for public review. Step one, the Plan is provided, for a review period of at least 60 days to outside agencies including neighboring municipalities, and includes Navajo County, Northern Arizona Council of Governments, and the State Department of Commerce. Second, the Planning and Zoning Hearing Officer reviews the General Plan at a public hearing (following a citizen review session). Third, the Winslow City Council also holds a public hearing for final public comment and consideration of General Plan adoption.

Section 2.2 – PLAN AMENDMENTS

Distinctions between Major and Minor General Plan Amendments are made based on the statutory directive, as applied to the City of Winslow's development aspirations.

Major Amendments to the General Plan

A Major Amendment to the Winslow General Plan is required when any proposed development or new regulation would result in a change of substantial significance to the larger City and/or its Planning Area. The criteria for determining whether or not a prospective development that differs from the adopted General Plan text and/or map to such extent as to require a Major Amendment are based on the land area and intensity of use (e.g., dwelling density), as well as its relationship with surrounding land uses and its impact upon public infrastructure. Criteria for determining a Major Amendment to the Winslow General Plan include:

- A change in the Land Use Plan designation on 40 or more acres inside the City's municipal boundaries; or on 80 or more acres elsewhere in the Municipal Planning Area as a recommendation to the County; or (we may consider allowing Industrial and Commerce Park property land use designations to be only minor GP amendments regardless of acreage size to facilitate development).
- An increase or decrease in density of dwelling units of 50 percent or more, measured in units per acre; or
- An increase or decrease of 10 acres or more for commercial or industrial (e.g., industrial, office, retail, resort) types of uses (same as above for industrial); or
- An increase or decrease of 10 acres or more for open space uses; or
- Any major changes to the text to of the general plan, at the discretion of the Zoning Administrator; or

Minor Amendments to the General Plan

Minor amendments to the General Plan are: minor text changes or map amendments not already defined by the section above related to major amendments. If it is not clear whether an amendment should be classified as a major or minor amendment, the decision shall be made at the discretion of the Zoning Administrator.

The burden is on the applicant to show how a proposed amendment complies with the goals, objectives, and intent of the General Plan.

Section 2.2 - Administration through Zoning Actions

Effective Plan implementation is obtained through, and State law requires, zoning amendments to be in conformity with the General Plan. The Plan is a broad land use indicator. It is important to note that not every property within a designated land use area will conform with that designation. Pre-existing uses or zoning classifications encourage a mix of activities that support the main use category. Small acreage deviations from the designated classification may be justified for individual sites.

Basis for Consideration

The City Council, Planning and Zoning Hearing Officer and City staff should consider the following items when evaluating a proposed amendment to the General Plan:

- Will the proposed amendment contribute positively to the General Plan's goals?
- All proposals should be consistent with, and conform to, the General Plan's guiding principles and objectives.
- Any zoning action not in conformance with the General Plan may need to be accompanied by a General Plan Amendment request. If so, will this contribute positively to the General Plan's goals?
- Does the adopted General Plan land use map indicate available, alternative areas for the uses proposed in the amendment?
- Are there changes in City policy or physical conditions that justify the proposed amendment?
- Will there be negative impacts on the community as a whole as a result of:
 - Significantly altering land use patterns or creating incompatibilities with adjacent land uses?
 - Requiring unanticipated public infrastructure improvements and costs to the City?
 - Generating increased levels of traffic on area roadways or other demands on municipal systems?

CHAPTER 3 - ELEMENTS

SECTION 3.1 – COMMUNITY CHARACTER ELEMENT

Section 3.101 – GUIDING PRINCIPLE

The community character element provides a place in the Plan to offer insight on Winslow’s collective identity, acknowledging its diverse population, history, cultures, and interests. The influence of nearby Hopi and Navajo tribal lands is distinct, and it transects the City’s western history, Route 66 nostalgia, natural outdoor attractions, and contemporary American life. This character is a confluence of these factors and is well-represented through city and regional events that draw both locals and visitors. It is perhaps best seen in Winslow’s visual and performance arts, festivals, rodeos, and other community expressions. The Plan should support these community expressions through policy implementations.

SECTION 3.102 - DISCUSSION

Winslow boasts a rich history, desirable climate, scenic natural setting, and a slower-paced lifestyle than that found in larger cities. Although relatively small in size, the community features two regional medical facilities, a scenic and historically significant Downtown, and a thriving arts and festivals scene with near proximity to world famous sites and active outdoor recreation.

The following images provide a good snapshot of contemporary offerings in Winslow for festivals and community events:



The community’s notoriety through the hit song by The Eagles, “Take it Easy”, continues to bring an influx of visitors to see the famous corner and the annual “Standin’ on the Corner” festival has created a music and food fest for visitors to enjoy some of what Winslow has to offer. Easy freeway and scenic highway access, coupled with a temperate climate and points of interest, make Winslow a “day trippers” delight whether by car or motorcycle.

The community is also home to a small and active roping community hoping to bring more equestrian events to the region where they can enjoy a respite from the heat in southern Arizona. The rodeo grounds by the airport can support some events and other, smaller venues are available for riders.

Section 3.103 – Goals and Objectives

Goal 1: Support and enhance Winslow’s unique Downtown and its historic rail and Route 66 roots

- a. *Objective:* Continue enhancing the City’s entry and Downtown area, with a focus on celebrating historical sites and community spaces that encourage people to gather and enjoy the Winslow experience.
- b. *Objective:* Continued support of the Historic Preservation Commission by protecting and documenting the City’s unique and distinctive history.
- c. *Objective:* Maintain the small-town character through Council policies that protect sensitive Downtown businesses and neighborhoods by locating large-scale new development along the freeway or by the airport.

Goal 2: Support and enhance Winslow’s unique arts and festivals culture

- a. *Objective:* Continued support of the arts, such as through the activities of the Winslow Arts Council, by providing a dynamic environment for events and festivals.
- b. *Objective:* Continued support for the City’s largest festival, “Standin on the Corner”, through partnerships with the Chamber of Commerce and other community organizations.
- c. *Objective:* Actively participate in and research viable methods to fund public art programs that enhance the livability and aesthetics of the community.
- d. *Objective:* Support community activities (concerts, festivals, and recreation and wellness programs for all ages) and not-for-profit organizations that contribute to the City’s quality of life and sense of community.

Goal 3: Support and enhance Winslow’s growing equestrian community

- a. *Objective:* Consider methods to encourage more roping and riding events in facilities that are well-equipped to meet the needs of such events while protecting surrounding neighborhoods and businesses from their impacts

SECTION 3.2 – LAND USE ELEMENT

Section 3.201 – Guiding Principle

The Land Use Element of the Winslow General Plan is intended to act as the primary guide to the location and intensity of development in the City. The Element also defines how Winslow should grow in relationship to the surrounding natural environment. The configuration of land use types (residential, commercial, industrial, mixed-use, public uses and open space) is critical to the success of the General Plan as an integrated whole. The Land Use Element forms the framework around which all other General Plan Elements are arrayed.

Section 3.102 – Discussion

Residential

Central Winslow districts contain the oldest housing stock in the City. Most of the dwellings were constructed more than seventy years ago on smaller lots. Many homes are built on two lots of the original 25-foot-wide lots in some Downtown areas, reflecting the central City's compact physical organization.

Most of the residences in these core neighborhoods are in adequate to good condition from a visual perspective. There are small-scale infill opportunities on existing vacant lots, with some possibilities for land assembly of underutilized or abandoned commercial properties to create new residential developments.

The northern parts of Winslow contain newer single-family housing in subdivisions (e.g., Winslow Plaza, Winslow Heights, Desert View). There are pockets of dwelling units with visual and/or structural deficiencies throughout the City.

Commercial establishments in Winslow are also grouped into two primary areas: 1) Downtown, along historic transportation corridors, and 2) In proximity to Interstate 40, primarily at the North Park Drive interchange.

The Downtown contains smaller, business establishments (shops, restaurants, and offices). A significant inventory of vacant commercial buildings is a potential asset for reviving Downtown. The continuing movement to revitalize the traditional core area with new or expanded business includes: La Posada, Flatbed Ford Café, Arizona 66 Trading Company, Old Town Grille, and the renovated Winslow Theater.

The freeway-oriented commercial serves the newer subdivisions and travelers with restaurant, retail (e.g., grocery stores, Walmart), lodging and auto/truck service uses. Large-scale single commercial users should be in this area.

Industrial

Winslow's prime area devoted to industrial uses is oriented around the municipal airport industrial park. There are smaller industrial areas between Route 66 and the railroad west of Downtown and north of Interstate 40 bounded by City limits on the east and a drainage channel in rough alignment with Oak Road on the north. Large-scale, master-planned employment projects should be located near or around the airport.

Public Facilities

Winslow residents are served by a full complement of public facilities, including a regional park and six community parks. Facilities range in size from McHood Park at Clear Creek (approximately 327 acres) to The Girl Scout House and Cooper Town Park (less than 1/2 acre). A fuller description of park facilities in Winslow is detailed in the Parks, Recreation, and Open Space Element of this Plan.

Winslow's cultural facilities include two museums, a theater, and an Arizona State Park in close proximity to the City. The Old Trails Museum (212 North Kinsley) and the Winslow Visitor and Trading Post (523 West Second Street) serve as resources regarding the history of settlement activity and Native American history and crafts. The Winslow Theater, formerly known as the Rialto (115 North Kinsley), is an old movie theater restored for cinema and theatrical productions. Homolovi Ruins State Park, on North Highway 87, reflects area history and archaeology.

Educational facilities in Winslow include Northland Pioneer College at the post-secondary level. The City's population is served by Winslow High School, Winslow Junior High School, and three elementary schools for area students (Washington School, Jefferson School and Bonnie Brennan School).

The medical needs of Winslow residents are provided for by the Little Colorado Medical Center, the US Phs Winslow Indian Hospital, and two medical clinics: North Country HealthCare and Little Colorado Medical Clinic.

The Winslow Public Library includes a large resource archive as well as a community events calendar and meeting room services. Other available Winslow public facilities include police, fire and emergency medical services as well as the municipal airport.

LAND USE CATEGORIES

The Land Use map of the Winslow General Plan designates locations for ten land use categories:

Rural Residential: The Rural Residential designation allows development of residences on large lots of various sizes. This category occurs in municipal edge locations, areas outside the City limits or other locations where more intense residential development is not contemplated. The attractions of country living with proximity to City facilities and services are combined in this residential use type. The allowable density range is 0 to 2 dwelling units per acre. (0-2d.u./ac.)

Low Density Residential: The Low Density Residential classification provides for more compact development and accommodates planned residential communities with accompanying amenities such as schools, public facilities, churches, parks, some neighborhood-serving commercial and open space. This category is more closely linked with activity centers and Downtown. The density range is 2-6 dwelling units per acre. (2-6 d.u./ac.)

Medium Density Residential: The Medium Density Residential category provides for smaller single-family detached and/or attached dwelling units and cluster development which could include larger open spaces with potential recreational opportunities. This category occurs near commercial uses and major streets or highways. The density range is 6 to 12 dwelling units per acre. (6-12 d.u./ac.)

Multi-Family Residential: The Multi-Family Residential classification allows the most intense residential uses, including condominiums, apartments and townhouses on single or multiple floors. The compact development assumes on-property open space and/or common residential facilities (e.g., fitness centers, meeting rooms). This category occurs in close proximity to Downtown and commercial nodes. The range of density is 12 or more dwelling units per acre. (12+ d.u./ac.)

Commercial: The Commercial category provides for the continuation of existing or development of new commercial properties. Commercial uses are expected to be compatible with adjacent neighborhoods, public facilities and open space. Commercial development or re-use should utilize site and building design techniques that present a positive, attractive appearance to residents and visitors. This category occurs Downtown, along highway corridors and at arterial roadway intersections.

Mixed-Use: The Mixed-Use category provides for commercial, office and public uses with associated residential dwellings which may include apartment and condominium units. Mixed use is most appropriate in or near Downtown or in combination with other housing types where appropriate. The category is intended to foster a high level of use interactivity to encourage a positive, pedestrian-scaled urban experience with related amenities.

Industrial: The Industrial category provides areas for the continuation of existing and development of light industrial uses with associated office functions. Contemplated industrial activity includes manufacturing, component assembly and warehouse functions. This category occurs primarily around the airport and south along the west side of Highway 87. Railway spur improvements could interconnect industrial activity with rail and road travel in Winslow. This is especially relevant for developing market opportunities in supply chains and global logistics where Winslow is uniquely positioned to capitalize on its location and transportation infrastructure.

Commerce Park: The Commerce Park category allows development of industrial uses in enclosed structures with a limited amount of appropriate commercial use such as offices and retail operations. The Commerce Park category can serve as a buffer between industrial and residential uses.

Public Facilities: The Public Facilities category designates locations for current and future public facilities, including cultural, municipal, public safety and infrastructure support uses.

Open Space: The Open Space category locates existing and planned parks, open space areas and recreational corridors/pathway systems. This category includes the Little Colorado River corridor and the Clear Creek area.

Section 3.203 – Goals and Objectives

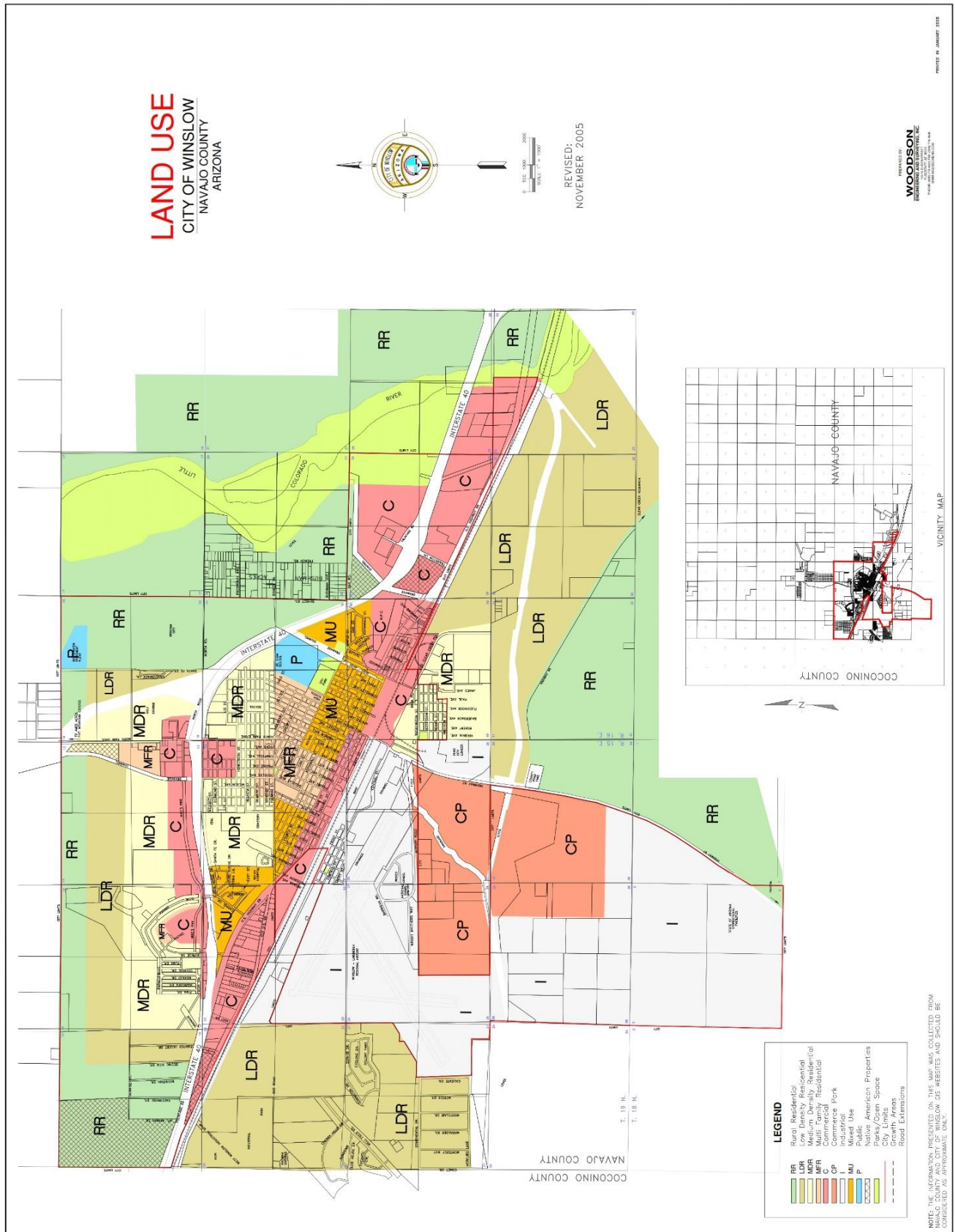
Goal 1: Develop and enhance balanced, growth-oriented development.

- a. *Objective:* Proactively partner with private developers and public agencies to develop employment opportunities that take advantage of Winslow’s unique transportation position in capturing all aspects of industrial and employment-generating development.
- b. *Objective:* Proactively attract residential development through incentives and streamlined review processes as a means of creating move-up market, workforce, and affordable housing opportunities.
- c. *Objective:* Leverage the City’s sizable land assets (see map Exhibit: City Owned Parcels) and under-developed parcels to encourage both employment and residential development opportunities.
- d. *Objective:* Expand commercial/retail to include more tourism-oriented businesses.
- e. *Objective:* Coordinate with Navajo and Hopi Tribes in developing compatible land uses for property in the greater planning area.

Goal 2: Revitalize underutilized and high-visibility properties.

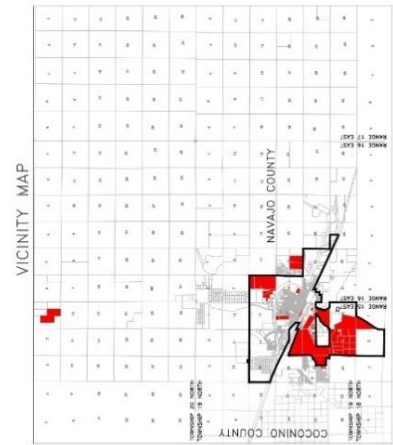
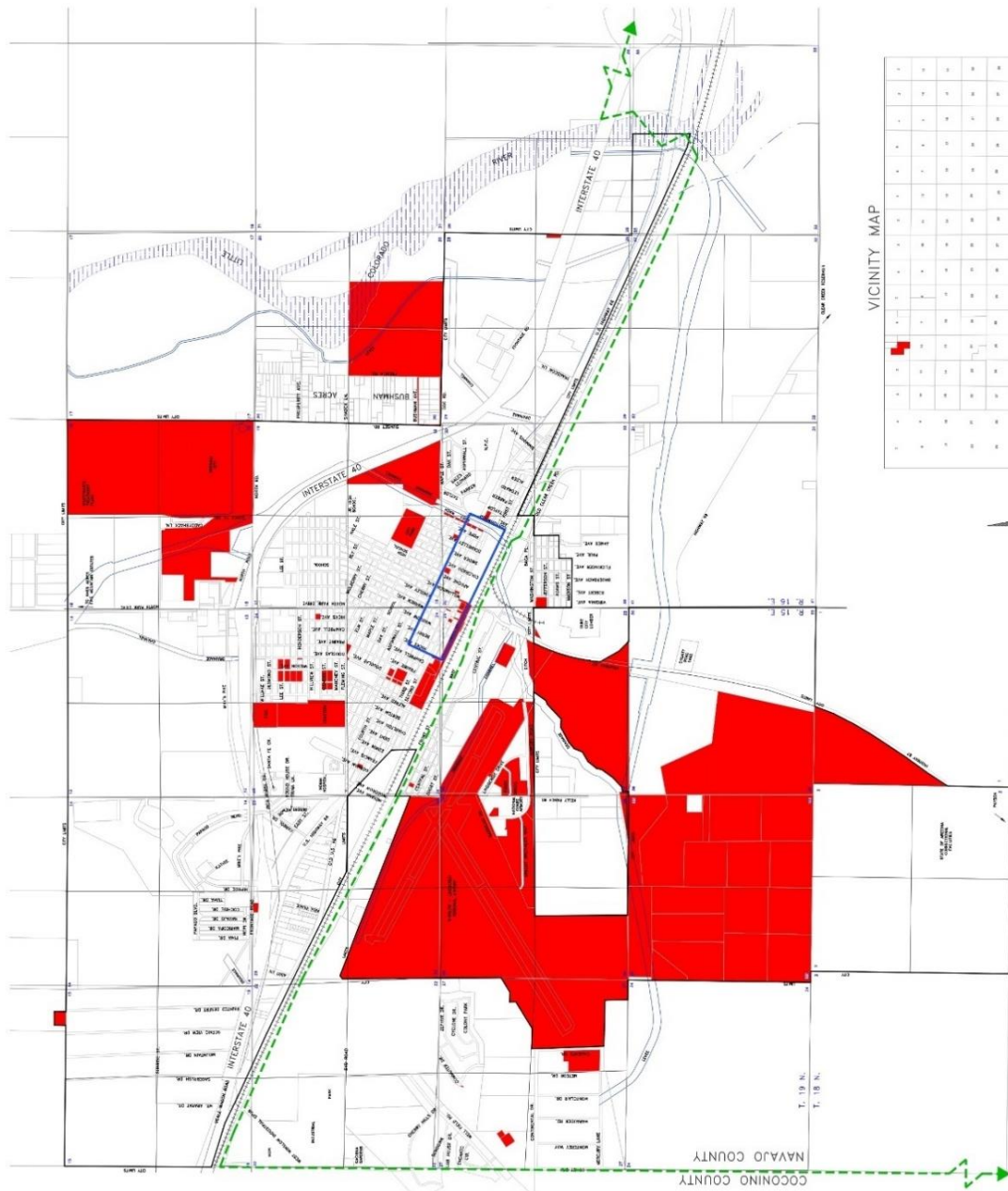
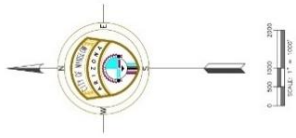
- a. *Objective:* Establish policies that support protection of Downtown’s heritage and preservation/rehabilitation of viable old buildings to support the business district and surrounding residential neighborhoods.
- b. *Objective:* Establish priorities to target neighborhoods for clean-up, especially Southside and Coopertown.
- c. *Objective:* Develop high-quality, scale-appropriate, infill projects on vacant properties.

Section 3.204 – Land Use and City Owned Parcels Maps



CITY OWNED PARCELS

CITY OF WINSLOW
NAVAJO COUNTY
ARIZONA



LEGEND

- WINSLOW CITY LIMITS
- PARCELS OWNED BY CITY OF WINSLOW
- ▨ LITTLE COLORADO RIVER
- ▭ ENTERTAINMENT DISTRICT
- ▭ DESIGNATED OPPORTUNITY ZONE

NOTE: THE INFORMATION PRESENTED ON THIS MAP WAS COLLECTED FROM PUBLIC RECORDS AND FIELD SURVEYS. THE INFORMATION IS PROVIDED AS IS AND SHOULD BE CONSIDERED AS APPROXIMATE ONLY.



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REVISED ON AUGUST 2019

SECTION 3.3 – CIRCULATION ELEMENT

Section 3.301 - Guiding Principle

All modes of transportation are critical in planning for Winslow's future. Accessibility and mobility improvements support many other Elements and their goals. Safety is a paramount issue in transportation planning. Street and intersection design, traffic signals, signage and other system factors should principally be directed to accident reduction. Convenience considerations -- reduced trip lengths or travel times, eliminating congestion and engine idling -- also enter into municipal master street plans.

Winslow's circulation plans include a variety of trip modes in addition to vehicular trips. Pedestrian connections, bicycle transportation and public transit are particularly important for persons who do not drive or have access to a vehicle, such as youth and the elderly.

Section 3.302 - Discussion

Winslow's unique assets of rail, air, and interstate transportation services in a community of less than 10,000 residents with optimal climate are very advantageous. As in numerous Arizona communities, most Winslow residents' trips are by car. Street patterns in the City core, south of Interstate 40, follow a modified grid, with the primary north-south circulation spine angling from North Park into Berry. One-way pairs in the Downtown area move east-west traffic efficiently. Most commutes within the City average 15 minutes or less.

In addition to surface streets, the City is served by three interchanges with Interstate 40 that provide easy on-and-off movements for auto travelers and truckers driving between Flagstaff and Albuquerque. Other transportation facilities include aviation, railroad, and transit.

Coordination among numerous agencies and jurisdictions -- the Federal Highway Administration, ADOT, the County Highway Department and the City's affected departments from public safety to public works -- is the best way to ensure wise use of the limited funds that are available for transportation improvements.

Surface Street Transportation

Route 66 access through Downtown continues as a high priority because of its contribution to visitors' enjoyment of the City as well as its traffic-carrying capacity. Since the mid-90s, Winslow has aggressively invested in street improvements, paving an average of more than six miles of streets annually.

The City's regional transportation assets, Interstate 40 and the railroad, create restrictions to internal circulation. With limited street crossings, traffic tends to congest at the North Park interchange and south of Second Street, at the south end of Williamson at the underpass. Improvements to North Park Drive, north of Interstate 40, were completed for westbound on and off ramps on the east side of North Park at the Mike's Pike alignment, including a new configuration for North Road.

Continuations of collector streets, such as extending Mike's Pike westerly, to reduce congestion in the North Park/I-40 area, connect northern residential areas, open additional properties for

commercial development and/or provide connections to future annexation areas, are likely increments to the Winslow street system. The City plans a realignment of Central Street, known as the Lindbergh Parkway bypass, to provide a more direct alternate route to Interstate 40. The Arizona Department of Transportation (ADOT) is also considering improvements to Interstate 40 interchanges serving the City, as well as a realignment of Highway 87, to avoid conflicts with Downtown Winslow traffic.

Suggested actions to enhance circulation and transportation in Winslow must be budgeted according to available funding resources. Private developer/landowner participation is expected to improve streets, sidewalks, pathways, and other facilities on their sites and connecting into the existing circulation network. State and County roads are taken care of by those entities, but the majority of Winslow's streets are maintained by municipal government from the State-allocated Highway User Revenue Fund (HURF), the City's General Fund or its CIP budget. Principal highways, major (arterial) and collector streets are listed as follows:

Highways serving Winslow and its region range from Interstate 40 to Historic Route 66. They typically provide higher travel speeds, with more limited access, than arterial or collector roadways:

- Interstate 40
- Highway 87
- Route 66

Arterials are major corridors for City traffic with a higher number of trips and greater traffic-carrying capacity than collectors.

- Route 66 (Second Street)
- Third Street
- North Park Drive
- Berry Avenue

Collector streets are roadways which function to gather neighborhood traffic and direct it to arterial streets or to a destination along a collector.

- Mike's Pike
- Desmond Street
- Hillview Street
- Fleming Street
- Colorado Avenue
- Maple Street
- Well Field Road
- Central Street
- Washington Street
- Transcon Lane
- Hipkoe Drive

Railroad Service

As northern Arizona's hub for rail transportation, AMTRAK passenger service via its "Southwest Chief" route is available from the Winslow depot located adjacent to the historic La Posada Hotel (constructed in 1930). It is regarded as essential to the City's economic well-being that this service be maintained.

BNSF freight train operations is a large employer within the City and offers a crew change point on the company's critical Southern Transcon route that links Los Angeles with Chicago, Houston and Dallas. These freight operations, along with Winslow's strategic location on this route, offer potential for breakpoint warehousing. Industrial development within the vicinity of the airport may benefit from rail spur additions to directly distribute products from or through Winslow to the rest of the country.

Aviation Facilities

Municipal airport facilities have been in operation since the early days of aviation in the American West. Until the mid-1950s and the placement of trans-continental jet aircraft into service, Winslow was a regular stop on coast-to-coast flights.

Wiseman Aviation serves as Fixed Base Operations (FBO) facilities for the airport. The U. S. Forest Service bases its slurry bombers, used in combating forest fires, at the airport. Ambulance Air Emergency Services provides hospital transport to and from the two regional hospitals in the city. Events such as the "High Desert Fly-In" have brought in small private plane visitors for specialized activities.

Transit

The Winslow Transit Plan was prepared in 2017 by the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA), in partnership with the Arizona Department of Transportation (ADOT) and the Federal Transit Administration (FTA) with the specific goal of identifying a variety of transit service alternatives in Winslow and other I-40 communities. Development of affordable transit would expand employment opportunities for Winslow residents. It was estimated in 2017 that approximately 8.4% of Winslow households did not have access to a vehicle. Regional van transport companies such as Navajo Transit and the Mountain Line provide connections to other area cities. The closest national provider fixed-route bus line stop for Greyhound is located in Holbrook, although restoration direct Winslow services remains a priority.

Around town, Winslow Public Transit (WPT) offers transit van services within City limits and some subdivisions adjacent to this service area. Ride share services such as Uber are available as well as private cab services.

Section 3.303 – Goals and Objectives

Goal 1: Improve safety and convenience for vehicular circulation.

Vehicular flow, with elimination of conflicts and bottlenecks, is the principal aim of an effective street transportation system.

- a. *Objective:* Add internal street system connections with attention to traffic calming and pedestrian safety.
- b. *Objective:* Consider techniques, such as signage or design themes, for directing visitor traffic to points of interest and parking facilities to enhance the walking experience Downtown.
- c. *Objective:* Assure all neighborhoods adequate accessibility, similar levels of safety and convenience.
- d. *Objective:* Designate needed future roadways on a Master Streets Plan as notice of required dedications and installation by private developers.

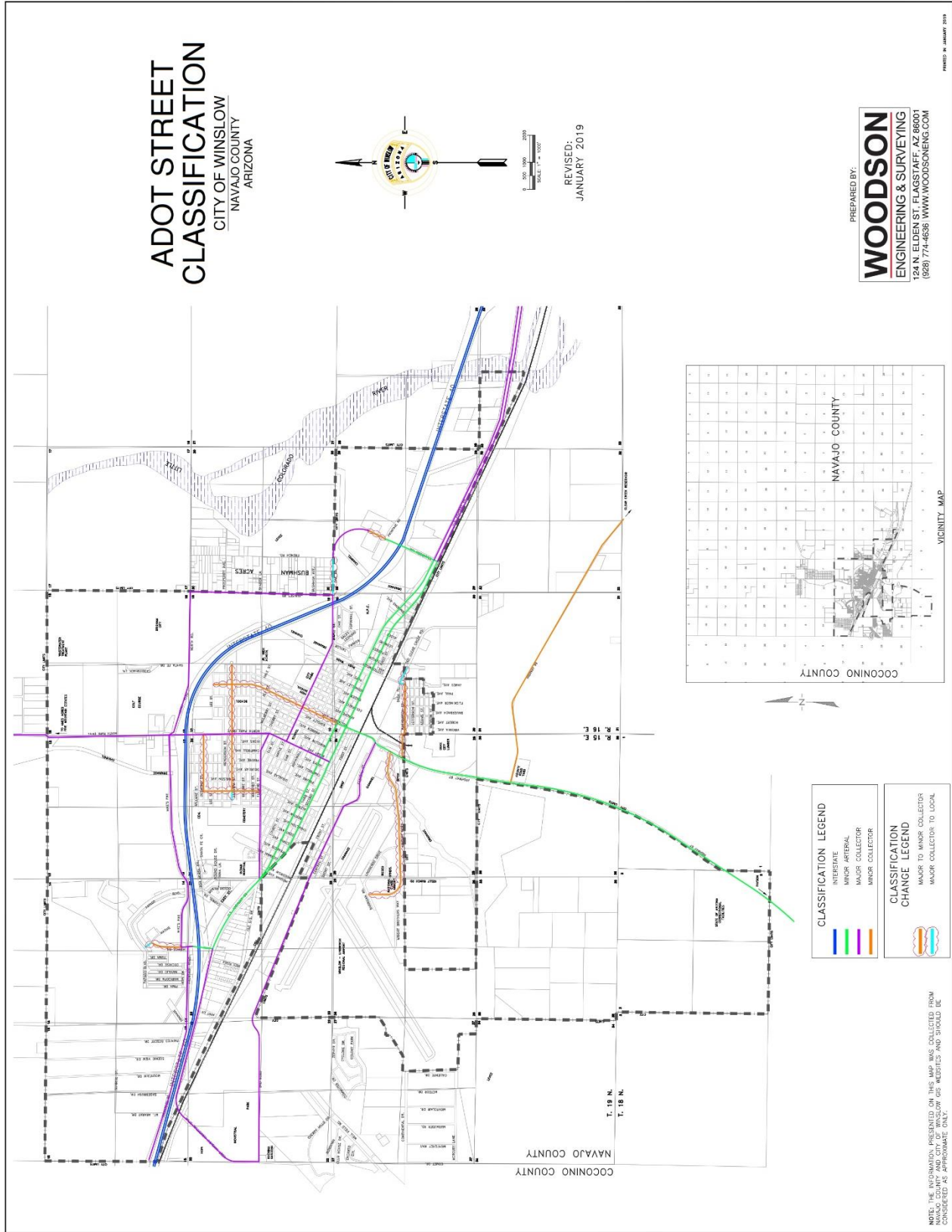
Goal 2: Maximize benefits of existing transportation modes to capitalize on locational advantage.

- a. *Objective:* Provide convenient access for Interstate motorists and truckers with directions for tourists to community businesses and attractions.
- b. *Objective:* Continue supporting improvements for all transportation modes in and out of the airport area to support employment generating industrial and commerce park development. This includes the proposed bypass and consideration of rail spur, runway, and other improvements.
- c. *Objective:* Consider ways and means for expanding transit services, particularly for those in need of medical care and the elderly.
- d. *Objective:* Continue Airport restoration for general aviation purposes and to take advantage of its historic attraction.

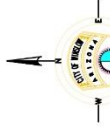
Goal 3: Improve non-vehicular circulation throughout the City.

- a. *Objective:* Plan, design and install a City-wide system of multi-purpose paths.
- b. *Objective:* Research areas within the City most in need of new sidewalks, or the repair of existing sidewalks, in order to provide an accessible, safe and convenient transportation alternative, and incorporate these sidewalk upgrades into a Capital Improvement Program.

Section 3.304 – ADOT Street Classification Map



ADOT STREET CLASSIFICATION CITY OF WINSLOW NAVAJO COUNTY ARIZONA



0 500 1000 2000
SCALE: 1" = 1000'

REVISED:
JANUARY 2019

PREPARED BY:
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PRINTED ON: JANUARY 2019



CLASSIFICATION LEGEND	
	INTERSTATE
	MINOR ARTERIAL
	MAJOR COLLECTOR
	MINOR COLLECTOR

CLASSIFICATION CHANGE LEGEND	
	MAJOR TO MINOR COLLECTOR
	MINOR COLLECTOR TO MAJOR

NOTE: THE INFORMATION PRESENTED ON THIS MAP WAS COLLECTED FROM NAVIGATIONAL AND CITY OF WINSLOW GIS WEBSITE'S AND SHOULD BE CONSIDERED AS APPROXIMATE DATA.

SECTION 3.4 - PARKS, RECREATION, AND OPEN SPACE ELEMENT

Section 3.401 – Guiding Principle

The Open Space Element is intended to form the basis for planning open space preservation and utilization as a part of the recreational resource inventory which includes the City park system and regional outdoor assets. The openness of the northeastern Arizona high desert contributes to Winslow's healthful, temperate climate and offers its residents the ability to spend more time enjoying the outdoors. A distinguishing feature of Winslow is the area's wide-open spaces with panoramic views of area natural features.

The unique urban and regional character of Winslow is inextricably linked to the area's natural environment. Activity opportunities are not only available within the City's seven parks and programmed recreational facilities, but also within the region's natural and historical landmarks. Hiking, rock-climbing, riparian and wildlife-oriented attractions are present within a short distance of the city.

Open space excellence depends on obtaining and strategically allocating funds for maintenance and improvements. Partnerships among the City's local schools, private businesses and user groups are recommended to acquire and maintain recreational and open space assets.

Section 3.402 – Discussion

Winslow's natural setting is its treasure. The wide-open spaces and unlimited visibility define Winslow for many people. In the City and surrounding areas, residents and visitors have access to a full complement of municipal parks and recreation opportunities, abundant natural attractions and outdoor activities.

Parks and Recreation

Winslow has six urban parks and a major regional facility, McHood Park, located approximately four miles south of the City's current eastern limits on the banks of the Clear Creek Reservoir.

The City of Winslow has approximately 26 acres of improved in-town parks ranging in size from about 15 acres to less than 1/2 acre and providing varied recreational facilities and activities. These parks feature a range of passive, active, and programmed amenities that are detailed below. Although this combined in-town parks acreage results in a ratio of just 2.7 acres per 1,000 population -- less than half the generally accepted national standard of 6 acres per 1,000, the larger regional opportunities make up the difference. McHood Park, although not located within City limits, is located along Highway 99 and provides residents an excellent variety of opportunities for recreation.

- **Hayden Walton Complex** – (15 acres) located between Cherry, Colorado, Pope, and Maple Streets. The park has the following amenities: indoor pool, outdoor pool, splash pad, softball field, baseball field, Little League field, Girl Scout House, basketball courts, tennis courts, racquetball courts, sand volleyball court, fitness court, two playgrounds and picnic ramadas.

- **Henderson Park** – (2 acres) located at Lee Street and Alfred Street. This park has the following amenities: playground, basketball court, and a 1-acre grass field.
- **Multipurpose Field** - (7.25 acres) consists of ballfields (convertible to a soccer field), restrooms, and concession stand.
- **Sacred Heart Park** - (2.14 acres) contains athletic courts, sports field, picnic area, playground, racquetball court, horseshoe pit, and restroom facilities.
- **Cooper Town Park** - (.4 acre) contains a basketball court, playground, and picnic tables with grills.
- **McHood Park** - (regional, approximately 327 acres) is associated with Clear Creek Reservoir and contains a picnic area, campground, and boat ramps. Recent improvements to the park include the addition of a sand beach on the reservoir's edge funded by park user fees with a second beach on the way. The addition of McHood Park's acres to the municipal total increases the ratio of parks (all types) to nearly 40 acres per 1,000 population.
- **Triangle Park** – (.5 acres) contains a basketball court, playgrounds, and horseshoe pit.
- **Winslow Dog Park** – (.5 acres) contains separate exercise areas for large and small dogs.
- **Diamond Back Tom Harris Field** – contains a youth baseball field, near to future sport complex.
- **Rt. 66 Plaza** – (.4 acres) contains a stage, multi-colored event lighting, power hook-ups for food vendors, and a dance floor.
- **Eagle Pavilion** – (2 acres) contains a large stage for bands, event lighting, horseshoe pits, and large event hosting area.
- **"Standin' on the Corner" Park** is a pocket park Downtown along the old Route 66 alignment on the northwest corner of Second Street and Kinsley Avenue memorializing the Winslow reference in the Eagle's "Take it Easy" song.
- **1st Street Pathway Park** is a linear park connecting two historic buildings (Winslow Visitor Center and La Posada Hotel); bounded by First Street on the north, the railroad tracks on the south, Williamson Avenue (87) on the east and Hicks on the west. The park contains a large lawn for festivals, paved corner plaza, historic railroad display, the Peter Toth Totem Pole, shade trees and pedestrian connections to Downtown and the railroad bridge.

Natural Features

Natural topographical features, located within the proposed planning area boundaries, that contribute to Winslow's attraction include: Tucker Mesa and Flat, Little Painted Desert, Homolovi State Park, Rock Art Ranch, Jack's Canyon, Toltec Divide, the Rincon Basin, Ives Mesa, Clear Creek Reservoir and the Chevelon Creek Wildlife Area.

State Lands

The widely dispersed, checkerboard pattern of State land ownership in the Winslow area is a manmade constraint on development which has the beneficial effect of preserving large areas of open space. These areas, many of which are leased for grazing livestock, act as a "holding zone", allowing for collaboration among Winslow, and the Arizona State Land Department and the Hopi Tribe regarding sensitive use of open lands.

Section 3.403 – Goals and Objectives

Goal 1: Promote utilization of existing parks and the area's unique recreational opportunities.

- a. *Objective:* Provide trails and pathway links to parks, schools and recreation sites; plan for extension of pathway system to natural attractions in planning area.
- b. *Objective:* Locate new development to take advantage of existing park resources and build demand for facility improvements.
- c. *Objective:* Develop new programs at City parks to meet recreational/fitness needs of Winslow residents.
- d. *Objective:* Support continued investment in existing parks infrastructure, amenities, and other means to attract the City's residents and responds to their needs.

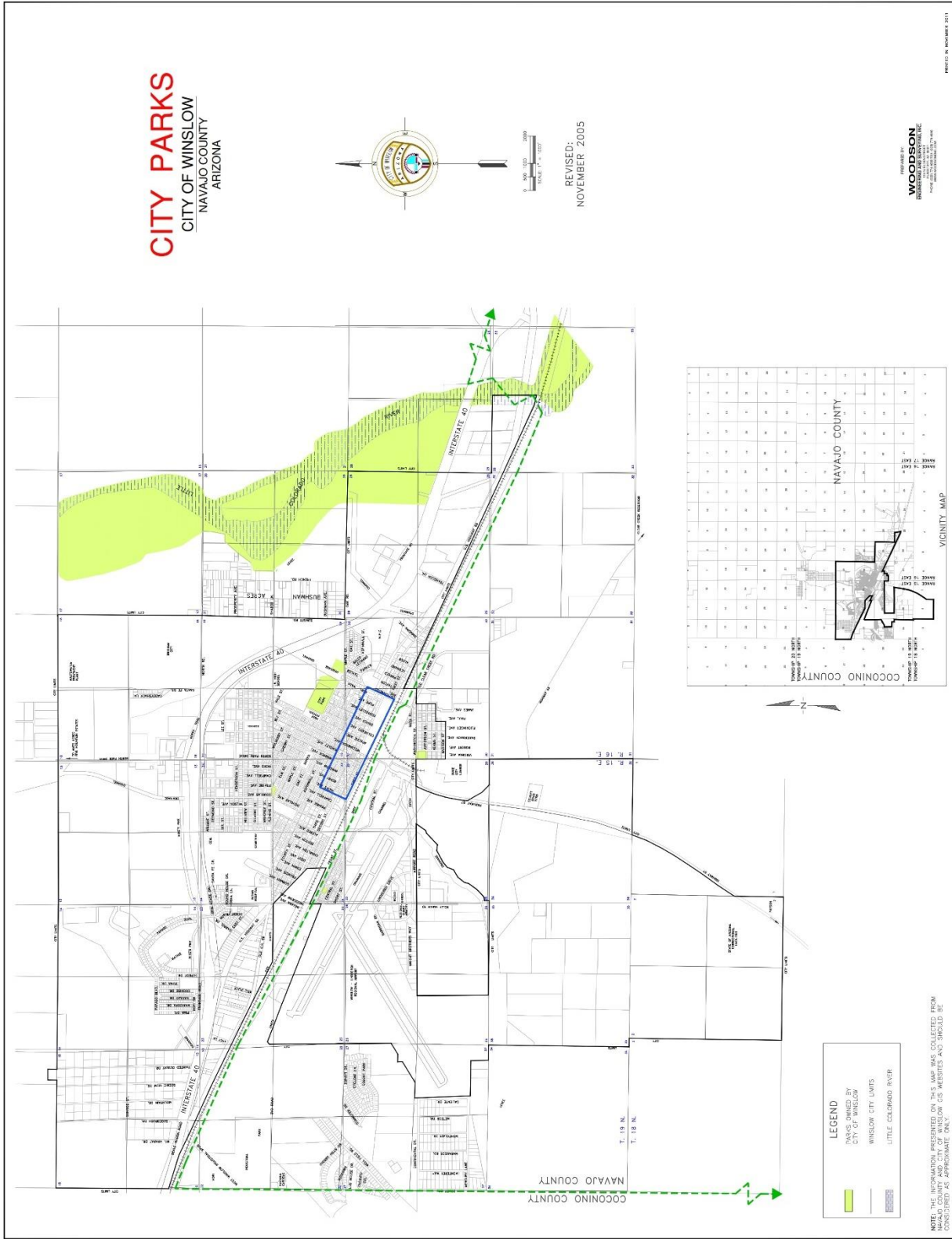
Goal 2: Encourage the creation of small outdoor "mini-spaces" to facilitate social interaction, enjoyment of outdoor spaces and views.

- a. *Objective:* Incorporate small public spaces (e.g., plazas, linear parks) in Downtown revitalization plans as a means of providing meaningful "place making" centers for visitors, festivals, and events to sprawl into and activate the space.
- b. *Objective:* Link small Downtown plazas and parks to other City "mini-spaces" through pathway system connections.
- c. *Objective:* Provide community gathering spaces in new residential developments for social activity, enjoyment of views; link these spaces to urban pathway network.
- d. *Objective:* Ensure new development provides localized small pocket parks and open space as part of their development plan.

Goal 3: Develop a network of paths/trails attractive to pedestrians, bicyclists and equestrians.

- a. *Objective:* Connect the City pathway network to City parks and regional historic/natural attractions and recreational opportunities for the benefit of Winslow residents and visitors.
- b. *Objective:* Integrate linear path connections with public "mini-spaces" in all areas of the City.

Section 3.404 – City Parks Map



SECTION 3.5 - GROWTH AND DEVELOPMENT ELEMENT

Section 3.501 – Guiding Principle

The available inventory of accessible, developable land in the City and its planning area increases feasibility for growth. Certain locations are identified as having the greatest potential for different types of development: employment, housing, commercial, mixed-use. The Element is key to Winslow's Growing Smarter planning because it seeks to show where the most cost-beneficial changes may occur in relation to existing infrastructure and residential neighborhoods. As growth continues, additional Growth Areas may be designated from time-to-time as refinements to this Element.

Factors influencing their choice of five growth potential locations included: need for quality housing and employment, economic development enhancements, places for mixed-use activity, and efficient utilization of Winslow's existing assets and resources.

Section 3.502 – Discussion

Airport Commerce Park

Winslow's aviation facilities offer site options for light manufacturing and assembly of products that are distributed by air freight, research/development firms operating their own aircraft, parcel transfer operations and air transport support services. Existing, stable tenants such as the U.S. Forest Service; Air Ambulance Emergency Services, full FBO services and recent upgrades to the restaurant and other amenities make Winslow Lindbergh Airport an ideal choice for targeted, aviation-related businesses.

Portions of this Growth Area that are currently outside the City limits could be planned for future development phases. Working with property owners and prospective industrial users, municipal staff could encourage annexation with extension of available wet utilities.

A Commerce Park master-planning approach combines the advantages of mixing uses with flexibility in parcel size, siting arrangements, building configuration and design, Industrial and manufacturing uses that conform with Commerce Park performance standards can blend with offices, aircraft maintenance, freight forwarding warehouses and support commercial ranging from food establishments and car rental to office copying and self-storage. Designated sub-areas can supply future expansion space for the various types of businesses while segregating uses with different access/traffic generation characteristics.

Downtown Vision

Continuing efforts to revitalize the City's traditional core is regarded as a high priority among local businesspeople and residents. Tourism attraction will focus on shopping, services, food and entertainment establishments, festivals, and lodging facilities. Revitalization efforts of Downtown help the entire City through improved community image, activities, and economic development.

Infill housing, including both affordable and upscale rental units, has a definite appeal Downtown. Assembly of parcels for townhouses, patio homes and condominiums can increase the core area population base. New, custom single-family homes on vacant or underutilized properties would also add to the area's activity, support Downtown restaurants and merchants, allowing new residents to walk to work, shopping or recreation opportunities.

Northside Housing/Commerce

Residential construction is recognized as one of Winslow's greatest needs. Designated tracts where new, quality housing can be produced with economies of scale is this Growth Area's potential. The new neighborhood of fine homes would have convenient access to the Interstate and to nearby workplaces.

Extension of commercial frontages along Mike's Pike and North Park creates a multi-purpose business role: community shopping, traveler services, professional and general administrative offices. The combination of employment, housing opportunity and recreational amenities, Northside represents an "urban village" model as a place to live, work and play.

Southeast Neighborhoods

East of the Airport, across State Route 87, a housing-driven Growth Area is envisioned. An array of residential types, including homes for active retirees, could cater to different shelter needs and income levels. Starter homes (produced in sufficient numbers as to represent real homebuying value) might be integrated with condominiums, townhouses, high-end rental apartments and residence inns that are marketed to executives, technical staff and employees relocating to Winslow for jobs at the air park or elsewhere.

Planned amenity features in this area not only increase new neighborhoods' appeal, but parks and trails, entry gateways and selective landscaping will enhance the livability of existing southside neighborhoods. Participation by shelter advocacy organizations who would infuse new construction into older, adjacent areas establish revitalization as well as growth as a neighborhood theme.

Employment Campus

This Growth Area affords ample undeveloped land to accommodate a full employment campus. Multiple industrial office buildings -- or a single-user -- could provide for long-term job excursion on these spacious grounds. Employers may wish to coordinate with Northland Pioneer College or other educational institution to establish job training facilities on site.

The adjacent open space, with planned trail connections, adds prospects for employee recreational amenity, buffered from other uses and separation from I-40 traffic noise. Access improvements would be required to open the area for workers' commuting. Public-private joint venturing may likely be appropriate to finance infrastructure extension around Native American lands to the employment campus.

Section 3.503 – Goals and Objectives

Goal 1: Develop Downtown as a historic district reflecting Southwestern heritage.

- a. *Objective:* Preserve and enhance area's history, tradition and heritage.
- b. *Objective:* Attract visitors with unique shops, restaurants, and special events.
- c. *Objective:* Increase City sales tax base.

Goal 2: Increase local shopping opportunities.

- a. *Objective:* Lessen the need and/or desirability of long-distance trips for purchases.
- b. *Objective:* Locate neighborhood retail convenient to existing developments.
- c. *Objective:* Plan for integration of shopping with new planned neighborhoods.

Goal 3: Improve facilities for senior and youth.

- a. *Objective:* Increase options for senior living such as "continuum of care" facilities.
- b. *Objective:* Develop community center services and programs for senior and youth.
- d. *Objective:* Improve provision of medical services locally.

Goal 4: Identify locations for potential master-planned communities with the possible incorporation of mixed uses.

- a. *Objective:* Locate master-planned neighborhoods in proximity to existing infrastructure.
- b. *Objective:* Incorporate mixed-uses in master-planned neighborhoods for residents' convenience.

Goal 5: Position Winslow as a City of quality housing that is attractive for all demographic groups

- a. *Objective:* Emphasize provision of services, including health care, and retail shopping that is convenient to housing, accessible by foot or cart on pathway system.
- b. *Objective:* Encourage construction of housing in price ranges affordable to retirees with different financial resources.
- c. *Objective:* Adopt codes to facilitate growth implementation by enabling infill development, affordable housing solutions, retirement housing and other master-planned solutions.

SECTION 3.6 - ENVIRONMENTAL RESOURCES ELEMENT

Section 3.601 – Guiding Principle

Winslow is located on a high plateau (at an approximate elevation of 4,850 feet) in Arizona's Little Colorado River Basin. The Little Colorado runs north of the City and along its eastern boundary, providing a natural riparian environmental resource. Flood control measures have mitigated the area's principal environmental problem. Other aspects of the local environment contribute positively to the City's prime attributes of healthful, outdoor enjoyment. Wide open and tranquil spaces dominate the environment that surrounds Winslow while the city's relatively small size protect it from the negative impacts generally associated with larger urbanized areas like noise, traffic, and air pollution.

Section 3.602 – Discussion

The local climate is moderately temperate (January daily average: 45.6°F, high; 19.6°F, low; July daily average: 93.8°F, high; 62.9°F, low). Residents enjoy some of the most temperate weather in Arizona. There is relatively little snowfall -- usually less than a foot over the entire winter. Annual average rainfall is 7.33 inches.

Air

Ambient air quality is excellent. Fresh, clean air constitutes a healthy asset for residents and visitors alike. Prevailing winds typically clear the area of any industrial or transportation related pollutant discharges. The City's attention to street paving results in little local incidence of airborne dust or PM-10 discharge related to unpaved roadways.

Water

The Little Colorado River watershed constitutes Winslow's water source. The Little Colorado River is a 356-mile meandering tributary of the Colorado River with erratic flows due to uneven snow melts and summer monsoons. Its headwaters start in the White Mountains. Although the region is arid, there is substantial intermittent flow in the river itself; and, particularly, in the subterranean aquifer. Substantial quantities of high quality, potable water is produced from municipal wells. (See: Water Resources Element). The Clear Creek Reservoir is located southeast of town and covers approximately 45 acres in a linear, riverbed body of water.

Soils

The Winslow planning area is typified by two predominant soils groups: the Tours-Navajo-Trail and the Moenkopi associations. Southwest portions of the planning area exhibit potentially severe constraints to construction, including bedrock depth, shrink-swell and possible subsidence problems. Limitations north of Interstate 40 raise generally lesser concerns: some flooding and shrink-swell tendencies in east side soils, near the Little Colorado; subsidence potential for much of the area west of North Park.

Topography

The terrain is generally flat, sloping gently from south to north, toward the Little Colorado River. Other area drainage follows natural contours to the Little Colorado and to the Ruby Wash basin. Ruby Wash is channelized, and levies are in place on the east side detaining flood water in the River and Wash, respectively, to protect the City from flooding. Most recently the State of Arizona, Navajo County and the City have partnered together to combine their resources with

Federal funds to reconstruct the Winslow Levee after it was decertified in 2008. Reconstruction of the Winslow Levee will help to better protect area residents from flooding problems in the flood-prone basin.

Natural Resources

Vegetation is relatively sparse, including such varieties as piñon, juniper and mesquite. Wildlife species include coyotes and antelopes. Riparian areas, such as Clear Creek south of town, are regarded as prime sites for birdwatching, particularly during migratory seasons.

The Clear Cleek Reservoir is stocked once per year with Rainbow trout by the Arizona Game and Fish Department and also has Carp, Sunfish, Channel Catfish, and Largemouth Bass.

Environmental impacts do not respect municipal boundaries. Nevertheless, local policy should support efforts to improve and achieve a wholesome, healthful environment. Clean water, air and land are high priorities for maintaining the community's healthful, outdoor lifestyle. Citizens appreciate serenity and expect protection from negative impacts on well-being caused by non-compatible land uses, nuisances, hazardous activity, overly bright unshielded lighting, and vehicular noise and congestion.

The sweeping trend towards the electrification of vehicles and solar panel energy collector panels should be addressed through proactive policy that both encourages their development and use while maintaining the City's high standard of design criteria in architectural compatibility. New multi-family, public facility, and commercial establishments should provide electrical infrastructure capacity to provide charging facilities for electric power cars and plug-in hybrids. It is anticipated that nearly 50% of all car sales by 2030 will be electric.

Section 3.603 – Goals and Objectives

Goal 1: Preserve air quality.

- a. *Objective:* Prevent degradation of the air from industrial emissions or excessive dust.
- b. *Objective:* Discourage open burning.
- c. *Objective:* Ensure dust control measures are in place regarding unpaved lots, new construction, and unpaved access ways and roads.
- d. *Objective:* Update and enforce development code provisions to assist in maintaining air quality.

Goal 2: Maintain habitats and native vegetation.

- a. *Objective:* Develop interconnected linear open spaces -- ranging from "track side" to outlying areas -- with shade and native plant materials (i.e., xeriscape) for wildlife habitat and human enjoyment.
- b. *Objective:* Enhance bird watching opportunities such as along the Little Colorado, near the treatment plant.

- c. *Objective:* Connect natural areas and gathering places with multi-purpose pathway systems, helping to encourage non-automotive transportation.

Goal 3: Support Sustainability and Clean Energy Initiative

- a. *Objective:* Develop land use regulations and policies that support and carefully regulate the proliferation of electrical vehicle charging infrastructure to ensure our residents have charging options as the trend to electrification accelerates locally and nationwide.
- b. *Objective:* Reduce the City’s energy usage by encouraging the use of energy-efficient technologies (i.e. lighting, air-conditioning, insulation) and by encouraging electric carts, bicycles, and walking as alternatives to automobile use for short trips
- c. *Objective:* Foster energy-efficient building methods and the use of alternative energy sources.
- d. *Objective:* The City will research and govern the possible use of solar and wind-driven power sources, recognizing their impact on aesthetics, tranquility, and property values.

SECTION 3.7 - WATER RESOURCES ELEMENT

Section 3.701 – Guiding Principle

Winslow acknowledges the importance of using its water resources wisely in the high desert environment. It also recognizes that all available water resources must be properly managed and utilized to sustain the quality-of-life residents have come to enjoy. The City Council will provide guidance and leadership in the control and management of water resources within the City. Winslow is well-positioned to deliver an assured supply of water that will sustain a growing population. Water rights acquired from the Clear Creek source, Chevelon Creek, and the Coconino aquifer are expected to more than meet demands for expanded municipal delivery.

Section 3.702 – Discussion

Water for the City of Winslow is drawn from City wells in the municipal well field located southwest of the City. The water supply has been deemed adequate for a population of between 25,000 and 30,000 persons.

The water supply is stored in 4 storage tanks, giving Winslow a total storage capacity of five million gallons. Twin Tanks (2) with a capacity of 1.5 million gallons each; additionally North Tanks (2) with a capacity of 1 million gallons each.

Winslow also has booster stations:

- Kell Booster (used to fill the North Tanks capacity) has two pumps rated at 500 gallons per minute (gpm) each
- BVD Booster (used to supply water to Kachina Gardens and surrounding areas) has two 25HP pumps rated at 400 gpm each with a 2,000-gallon hydro-pneumatic surge tank.
- Prison Booster (used to supply water to Arizona State Correctional Facility) has two each 15HP pumps rated at 260 gpm each.

The City is divided into two water pressure zones: the Upper Zone, covering the northwest part of Winslow and the Lower Zone, covering the remainder of the City. More than ten miles of water line has been replaced and upsized.

The City has a tiered water rate system to help encourage customers to conserve water. This program has successfully reduced City water consumption.

Section 3.703 – Goals and Objectives

Goal 1: Protect and preserve existing water assets.

- a. *Objective:* Continue long-range planning, development, and stewardship of municipal water resources.
- b. *Objective:* Extend water treatment and delivery capacity in conjunction with future growth plans.
- c. *Objective:* Recycle treated effluent in environmentally sensitive ways.

- d. *Objective:* Maintain adequate water/wastewater treatment as well as water storage capacity.
- e. *Objective:* Continue to support monitoring and management of the City's ground water quality.

Goal 2: Enhance water features for recreation and leisure enjoyment.

- a. *Objective:* Develop "unexpected oases in the desert": Clear Creek and Chevelon.
- b. *Objective:* Create outdoor opportunities in the Little Colorado River area.
- c. *Objective:* Enhance water recreation opportunities.

Section 3.8 - COST OF DEVELOPMENT ELEMENT

Section 3.801 – Guiding Principle

Residents and businesses want assurances that local infrastructure and government services provide value to their investments, including property, infrastructure, services, etc. Value is recognized as one of the advantages in master planning new growth areas. Expenses associated with new infrastructure should not be borne by existing taxpayers; therefore, developers should provide site layouts and construction methods that meet and compliment City standards. However, the lower cost incurred by private water and sewer and the lack of development impact fees should serve as an incentive to private development.

Section 3.802 - Discussion

Winslow's physical features do not pose development constraints that require extraordinary costs for the development of infrastructure. However, local availability of professional and construction workforce is limited for many types of public works projects. Likewise, necessary materials may need to be transported long distances.

The rate of development in Winslow will be a factor in calculating the magnitude of expenditure required for desired public facility improvements. For the last decade, Winslow's rate of growth has been relatively slow. Even with a somewhat faster growth rate, the City will incur significant costs to maintain existing infrastructure or add new facilities because projects will generally tend to be small, with little or no savings through economy of scale.

For instance, the City's water supply has been deemed adequate for a population of between 25,000 and 30,000 persons. The system facilities (six uncased wells, three storage tanks, serving two water pressure zones) are relatively expensive to operate when costs are shared by about a third of the potential customer base.

The City's Lower Zone for water service has experienced problems with inadequate pressures for firefighting. A major water tank rehabilitation project is also being addressed.

The sewage collection system is aging and experiences problems due to the flat topography with insufficient grade for proper drainage and flow velocity. A newer wastewater treatment plant with a capacity of 2.5 million gallons per day was opened in 1997.

The variety of methods the City uses to help pay for growth includes: special assessments, improvement districts and user fees. The City also uses sales taxes and special taxes (BBB) for capital investment. General obligation bonds and revenue bonds offer means for funding larger projects.

Section 3.803 – Goals and Objectives

The goals, objectives and recommendations contained in the Cost of Development Element are based upon the proposition that the various private and public sector interests in Winslow that create means for additional public services should bear the costs for improvement, addition and extension of public facilities and infrastructure components equitably. This "fair share" contribution is calculated according to the proportionate benefit, direct or indirect, accruing to property owners from the addition of facility and infrastructure service capacity.

Goal 1: Implement measures to control costs incurred by the City resulting from new development.

- a. *Objective:* Require private development to cover the costs of new infrastructure necessitated by development.
- b. *Objective:* Emphasize efficiency in infrastructure/facility construction and delivery of service.

Goal 2: Recognize City investment in infrastructure.

- a. *Objective:* Encourage the siting of new development to utilize, where possible, existing infrastructure, its location and capacity.
- b. *Objective:* Require that new public facilities and infrastructure build on existing system quality.

Goal 3: Develop systems that foster the creative selection/combination of financing mechanisms.

- a. *Objective:* Identify and apply for grants from County, State and Federal sources.
- b. *Objective:* Cooperate with private development interests and foundations/ endowments in creation and implementation of incentives for provision of public facilities and infrastructure serving all of Winslow.
- c. *Objective:* Develop alternate means of private sector participation in meeting municipal infrastructure and facility costs (e.g., Public Improvement District, Community Facilities District).

CHAPTER 4: IMPLEMENTATION AND ACTION STRATEGIES

SECTION 4.1 – ACTION SUMMARY

The General Plan’s Action Summary section establishes ways and means to achieve City’s goals and objectives. It should be viewed as the City’s guiding statement of policy. Decisions for development, public works and local improvements, are generally meant to be consistent with Plan principles. General Plan designations are not a zoning map; however, the land use codes – zoning ordinance and related standards – are revised to serve as the City’s main tool for implementing the General Plan.

SECTION 4.2 - ONGOING PLANNING PROCESS

Citizens and community leadership, alike, must recognize that good plans are never finished. Adoption of a document is just the first step in an ongoing process of refinement. Local government, landowners 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 the City’s approach to the future is flexible, it is open to creative solutions or innovative designs in development proposals. Winslow is small and compact; therefore, the potential effects of a construction proposal need to be carefully evaluated to minimize impact on adjoining properties, make best use of local service resources and fit the desired community character.

SECTION 4.3 – ACTION SCHEDULE

The backbone of General Plan implementation is a step-by-step action program. With specific planning objectives in mind, this section suggests some incremental activities to mark progress from where the City is today to where citizens want to be over the next ten years. The Action schedule is not intended to dictate decisions that must be carefully evaluated by elected representatives, but it does establish guidance that may be considered as City resources permit.

Short-Term Actions (0-2 years)

Implementation is already beginning with public works projects in preparation for future growth. Efforts that can be initiated – or completed – within a year or two of Plan adoption are specified. 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 (2-5 years)

Once early actions are in place, the City is positioned to continue key programs (such as park and open space acquisition and combining pathway connections).

Long-Term Planning (5-10 years)

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.

SECTION 4.4 – ACTION STRATEGY MATRIX

IMPLEMENTATION AND ACTION STRATEGY MATRIX						
ELEMENT FOCUS		TIMING				IMPLEMENTATION STRATEGIES
COMMUNITY CHARACTER						
OBJECTIVES		Short Term	Mid-Term	Long Term	On-Going	
1	Maintain the small-town character through Council policies that protect sensitive Downtown business and neighborhoods by locating large-scale new development along the freeway or by the airport.				X	Focus revitalization investments and mixed-use development in the Downtown, direct developers of large-scale commercial projects to located near the freeway interchanges.
2	Continued support of the Historic Preservation Commission by protecting and documenting the City’s unique and distinctive history.		X			Promote Historic Preservation protections and seek grant funding for revitalization of historic sites and buildings in the Downtown area.
3	Continued support of the arts, such as through the activities of the Winslow Art Council and Chamber of Commerce, by providing a dynamic environment for events and festivals.	X			X	Evaluate opportunities to provide support for community activities, especially within the Downtown area, such as considering utility improvements to aid Food Trucks hook ups and outdoor live and broadcast entertainment equipment
4	Consider methods to encourage more roping and riding events in facilities that are well-equipped to meet the needs of such events while protecting surrounding neighborhoods and businesses from their impacts.				X	Evaluate funding opportunities for improvements to existing venues within the City. Consider code amendments to prepare the City for prospective new facilities while protecting surrounding properties.

LAND USE						
OBJECTIVES		Short Term	Mid-Term	Long Term	On-Going	IMPLEMENTATION STRATEGIES
1	Proactively partner with private developers and public agencies to develop employment opportunities that take advantage of Winslow’s unique transportation position.	X				Consider economic development incentives, development agreements, zoning action, and other strategies to secure long-term strategic growth in and around the airport for employment generating uses.
2	Proactively attract residential development through incentives and streamlined review processes as a means of creating move-up market, workforce, and affordable housing opportunities	X				Streamline application requirements and consider expedited schedules for submittal, review, and prospective approvals for residential projects
3						
CIRCULATION ELEMENT						
OBJECTIVES		Short Term	Mid Term	Long Term	On-Going	IMPLEMENTATION STRATEGIES
1	Designate needed future roadways on a Master Streets Plan as notice of required dedications and installation by private developers		X			Research and Develop a Master Streets Plan
2	Plan, design, and install a City-wide system of multi-purpose paths.	X				Update the Parks and Recreation Master Plan and include a comprehensive set of trails (existing and proposed) to focus efforts on completing a paths network

PARKS, RECREATION, AND OPEN SPACE ELEMENT						
OBJECTIVES		Short Term	Mid-Term	Long Term	On-Going	IMPLEMENTATION STRATEGIES
1	Support continued investment in existing parks infrastructure, amenities, and other means to attract the City’s residents and respond to their needs.				X	Research and consider building and zoning ordinance amendments to facilitate the location of electric vehicle charging infrastructure in new and existing multi-family, commercial, industrial, and public facilities.
2	Ensure new development provides localized small pocket parks and open space as part of their development plan.	X				Research and prepare new code requirements that provide specific City expectations of new developers for various housing.
GROWTH AND DEVELOPMENT ELEMENT						
OBJECTIVES		Short Term	Mid-Term	Long Term	On-Going	IMPLEMENTATION STRATEGIES
1	Support development and master-planning efforts of the large, undeveloped airport industrial and commerce park properties	X				Continue working with prospective developers of the industrial and commerce park properties in an effort to attract new businesses to locate in Winslow
2	Support utility and transportation (all modes) improvement necessary to encourage development and new businesses to locate and manufacture/distribute from Winslow.	X				Research and consider all methods possible to provide new infrastructure improvements around the airport property for air, rail, roadway improvements. Support development of studies that determine what is needed to permit large scale industrial development
3	Adopt codes to facilitate growth implementation by enabling various types of new residential housing.	X				Streamline codes, processes, and submittal requirements for new housing developments to encourage new housing development

ENVIRONMENTAL RESOURCES ELEMENT						
OBJECTIVES		Short Term	Mid-Term	Long Term	On-Going	IMPLEMENTATION STRATEGIES
1	Develop land use regulations and policies that support and carefully regulate the proliferation of electrical vehicle charging infrastructure to ensure our residents have charging options as the trend to electrification accelerates locally and nationwide.	X				Continue working with prospective developers of the industrial and commerce park properties in an effort to attract new businesses to locate in Winslow
WATER RESOURCES ELEMENT						
OBJECTIVES		Short Term	Mid-Term	Long Term	On-Going	IMPLEMENTATION STRATEGIES
1	Enhance water recreation opportunities			X		Continue considering a large water feature/park amenity for the City's residents to enjoy and continue researching funding mechanisms to make it possible.
COST OF DEVELOPMENT ELEMENT						
OBJECTIVES		Short Term	Mid-Term	Long Term	On-Going	IMPLEMENTATION STRATEGIES
1	Require private development to cover the costs of new infrastructure necessitated by development				X	Require that developers prepare traffic, water, and sewer demand studies for all new projects to ensure their new service level needs are quantified prior to the City granting any plan approvals.