

City of Willcox, Arizona
2040 GENERAL PLAN

Adopted Date: TBD



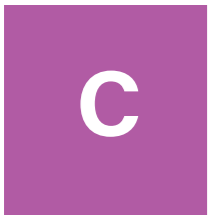


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ACKNOWLEDGEMENTS

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 - Mike Laws, Mayor
 - Tim Bowlby, Vice Mayor
 - Becky Akes
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 - Elwood "Woody" Johnson
 - Terry Rowden
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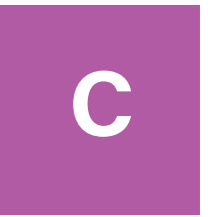
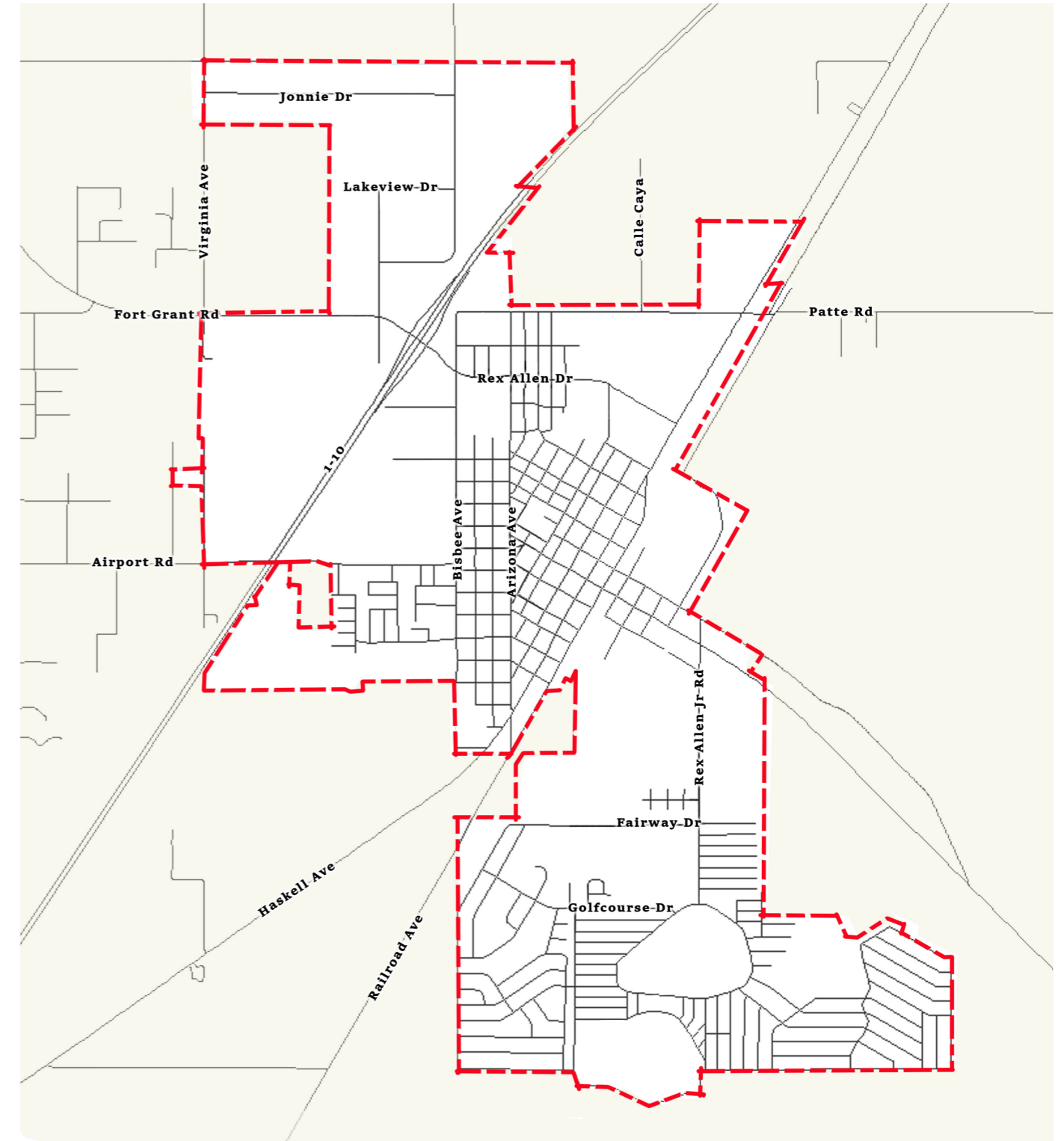


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CITY LIMITS (Figure 1)



VISION STATEMENT

Willcox is the heart of Arizona's cattle country. It enjoys a rich history and lifestyle usually relegated to the silver screen. The City's veins teem with open ranges and grasslands, wide, expansive vistas, museums of the west and western icons. Its natural beauty is reflected in the mirror of the unique Willcox Playa and wildlife, Chiricahua Mountains and Native American History, Fort Bowie and Apacheria. It is the most western of western towns and it is the new wine country. But with all this beauty and life-giving blood, the heart beat of the city is its people. The over-riding goal of this General Plan is to protect and preserve the City's heritage and to ensure compatible and managed growth for its citizens.



LOCATION AND ATTRIBUTES

The City of Willcox is generally located at the intersections of State Route 186 and Interstate 10 within Cochise County, Arizona. Adjacent communities include Dos Cabezas to the east and Kansas Settlement to the south. Located within the Sulphur Springs Valley, the City arguably maintains one of Arizona's most temperate climate.

The City of Willcox is also widely recognized for its outdoor and nature-related activities offerings. There are numerous areas within or in close proximity of the City where people go to enjoy birdwatching, hiking, mountain climbing, viewing petroglyphs, and riding horses.

One of the most unique places to visit is the Willcox Playa, which is an enormous dry lake that fills up during rain events. It is a verdant wetland that has made the area known worldwide for birding-watching. Also, in the vicinity are the Fort Bowie National Historic Site, Apache Trail, Chiricahua National Monument, and the Cochise Stronghold. Five significant mountain ranges, the Dragoon's, the Winchesters, the Grahams, the Dos Cabezas, and the Chiricahua's, are also located nearby.

Aside from the exquisite natural draw that Willcox enjoys, it is also the birthplace of Rex Allen, who wrote



and recorded many songs and was known as "The Arizona Cowboy." The Rex Allen Museum and the Cowboy Hall of Fame pay tribute to him, other notable local Cowboys, and the areas ranching and cattle past.

HISTORY

The City of Willcox, Arizona was established in 1880 as a whistle-stop for the Southern Pacific Railroad under the name of The Town of Maley. However, in 1889 the City was renamed Willcox in honor of General Orlando B. Willcox who visited the area.

At the time of its origin, the City became known as the Cattle Capital of the nation. In addition, due to the railroad, it was a center of economic prosperity and many goods were transported around the nation from Willcox. Since there were mining towns in the surrounding area Willcox was also the central hub for goods and services shipped to this area. In 1915, the City incorporated.

The number of registered voters within the town in 1890 was approximately 184 people and has steadily grown to a total population of approximately over 3,500 people in 2018. While the population has increased over the years, the focus of the City has remained the same. The City, to this day, focuses on ranching, cattle, and agriculture. One of the newer crops that is cultivated in the area is grapes, which are used in the blossoming wine industry in southern Arizona.



INTRODUCTION

DOCUMENT PURPOSE: The General Plan is the primary tool for guiding the future for the City of Willcox. The City is continuously faced with choices concerning growth, economic development, infrastructure, the environment, public facilities and service delivery. The General Plan provides a vision to help us shape the form, design, and layout of the community over the next twenty years. It also provides information for people who wish to open or expand businesses, develop land, visit, or move here.

The Plan integrates many aspects of City management, setting policy that not only addresses land use and circulation around Willcox, but also identifies open space and recreational needs, needs for new or expanded public facilities and services, principles of growth management planning, resource management

and conservation, and financing new growth in the community. It includes policies directed at protecting the water quantity and quality into the future.

By State law, the General Plan must address seven topic areas, called "elements." The mandatory elements are land use, circulation, growth areas, open space, environmental planning, water resources, and cost of development. Communities with populations of 50,000 or more are also required to adopt additional elements, including: recreation, public services and facilities, energy, housing, safety, and conservation, rehabilitation and redevelopment.

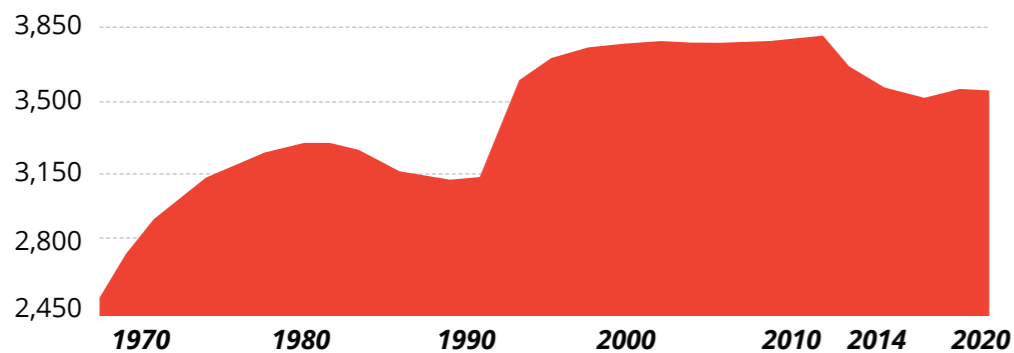
The Plan is not a law; it is a guide. The General Plan works in conjunction with other policy documents to provide policy direction to assist local decision-makers.

PURPOSE

POPULATION TRENDS

POPULATION GROWTH AND DECLINE: Willcox is an old town, and while the population has seen slight increases and decreases over time, it has remained close to its roots as a small western town. According to the American Community Survey, within the last 50 years, the population of Willcox has fluctuated between 2,570 residents to 3,757 residents as of the last census date (2010). Encompassing 6.3 square miles or 4,040.51 acres, Willcox has a population density of 560 people per square mile. Estimated populations between 2011-2019 range from a low of 3,505 in 2017 to a high of 3,768 in 2011. In general, between 2011 and 2017, the population declined by roughly 6%. Since that time, the population level has stabilized. In 2019, the estimated population was 3,533. In comparison, the population of Arizona increased by 13.9% from 2010-2019. From a planning standpoint, assuming current population trends continue, the City does not need to plan for extreme levels of growth and development. Growth management should focus on techniques intended to gradually grow, rather than limit, the population at a sustainable level.

POPULATION



Source: American Community Survey

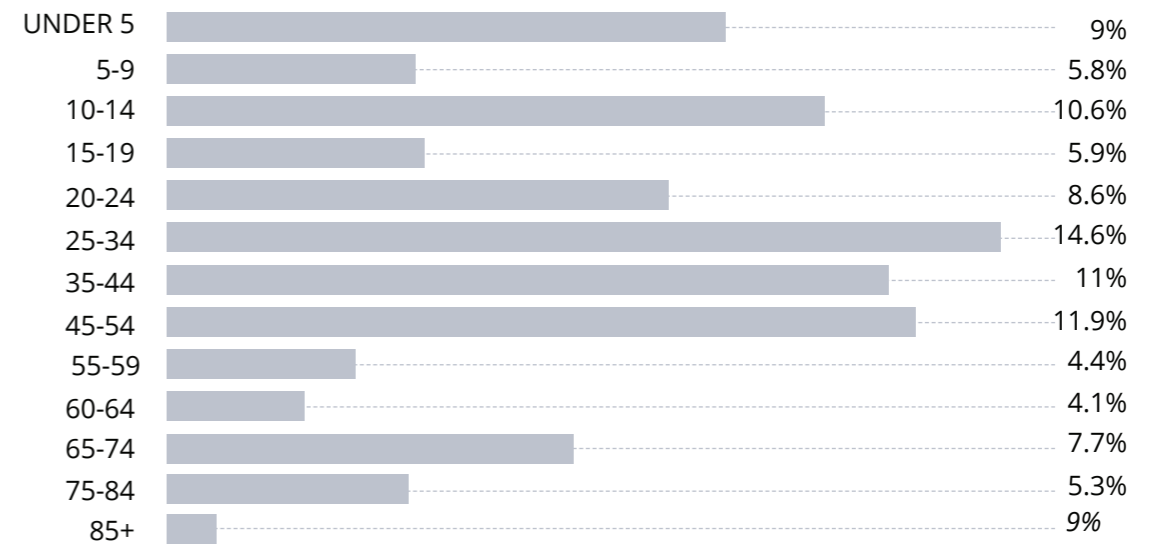


INTRODUCTION

AGE AND GENDER OF RESIDENTS

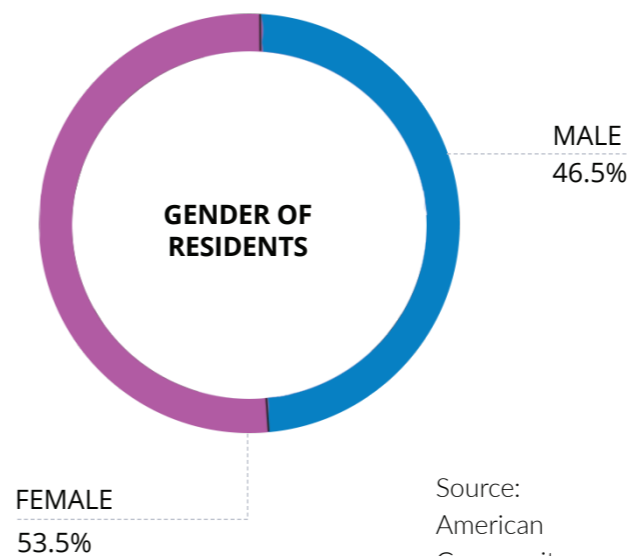
AGE OF RESIDENTS: The median age of residents in Willcox is 32.3 years of age. This is several years lower than the state average of 38 years of age. As the population ages, the ratio of older adults to working-age adults, also known as the old-age dependency ratio, tends to rise. A younger population requires access to employment. Age of population can also impact the type of services required and recreation/entertainment that is desired.

AGE OF RESIDENTS



Source: American Community Survey (2018 Estimate)

GENDER OF RESIDENTS



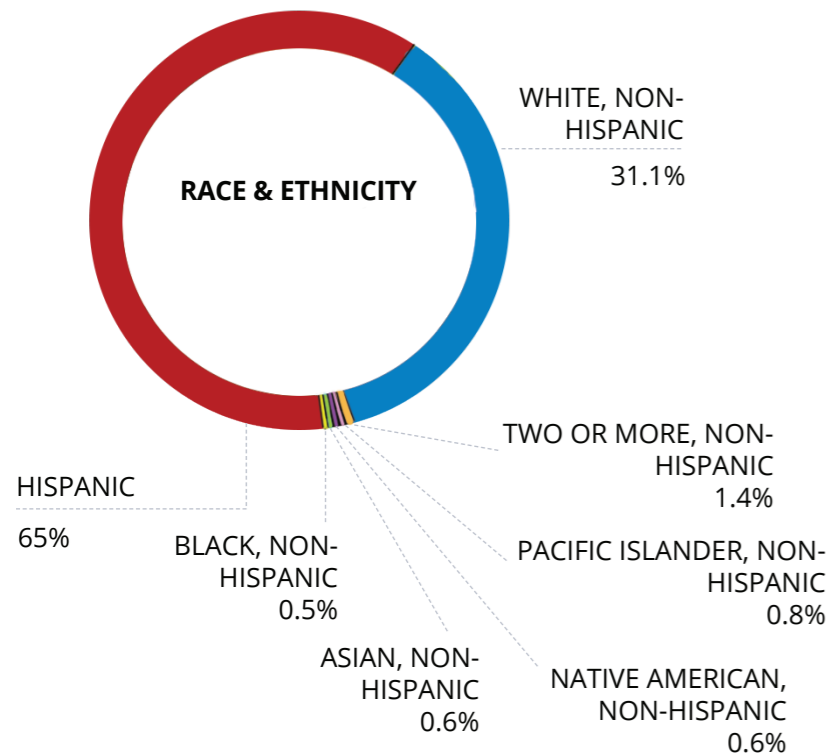
Source: American Community Survey (2018 Estimate)

There are slightly more female residents in Willcox than male residents..

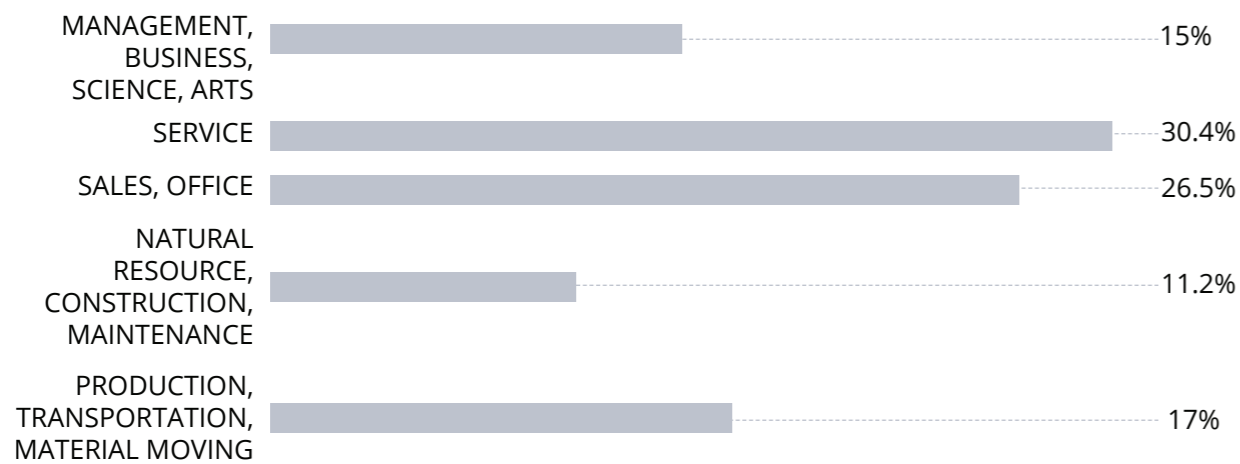
RACE/ETHNICITY AND OCCUPATION

The majority of residents in Willcox are hispanic (65%). This is followed by white, non-hispanic (31.1%) residents. The remaining 3.9% of the population can be described as two or more non-hispanic (1.4%), Pacific Islander non-hispanic (0.8%), Native American (0.6%), Asian, non-hispanic (0.6%) or black non-hispanic (0.5%)

Source: American Community Survey (2018 Estimate)



OCCUPATION

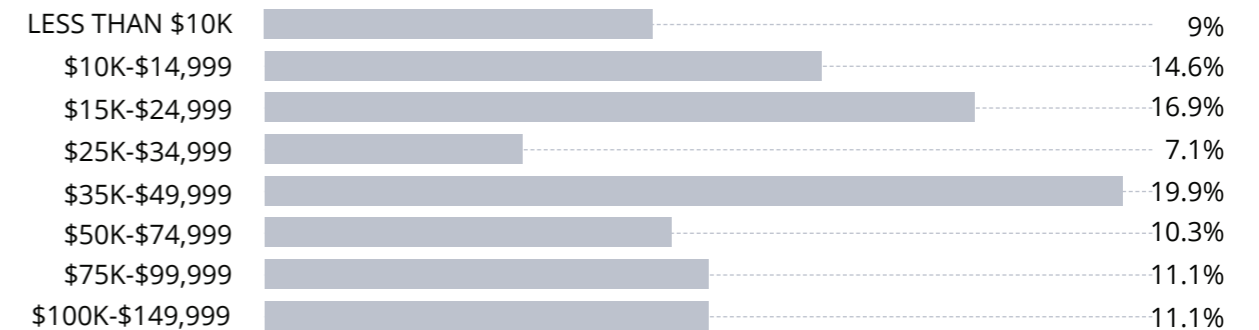


Source: American Community Survey (2018 Estimate)

Although farming and ranching has historically formed the backbone of employment and industry in Willcox, it is estimated that in 2018, the service and sales industries employed a much higher percentage of individuals over the age of 16.

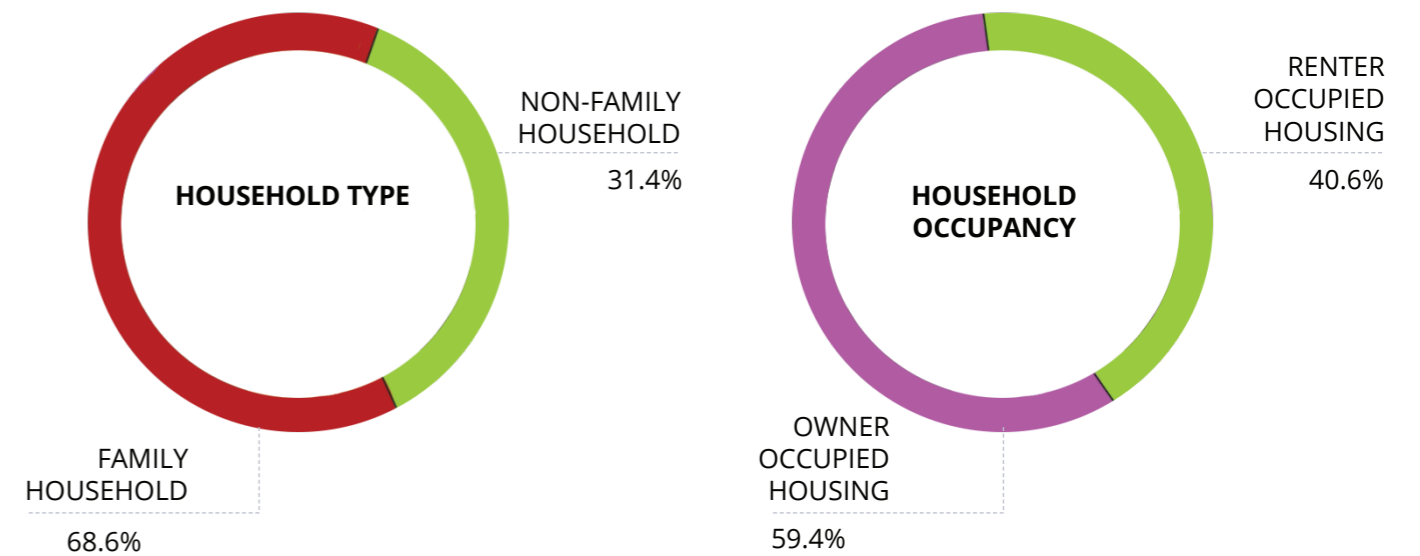
HOUSEHOLDS

HOUSEHOLD INCOME



Source: American Community Survey (2018 Estimate)

The median household income in Willcox is \$36,921.



The average household size is 2.6 people. 64.3% of family households are married-couple families. 90.9% of non-family households are householders living alone.

The majority of homes in Willcox are owner-occupied. The median value of these homes is estimated to be \$81,500. The median rent in Willcox is estimated to be \$633.

Source: American Community Survey (2018 Estimate)

SCHOOL ENROLLMENT AND POVERTY

SCHOOLS: There are 21 school districts within Cochise County. The Willcox Unified School District serves the residents of Willcox as well as the surrounding area. The school district consists of one elementary school (kindergarten through fourth grade), one middle school (fifth through eighth grade) and one high school (ninth through twelfth grade). Although the Willcox Unified School District is small in terms of number of facilities, number of staff employed, and number school-aged children served, it is one of the largest, geographically, in the County as shown Figure 2.

The U.S. Census Bureau's Small Area Income and Poverty Estimates program produces single-year estimates of income and poverty for all U.S. states and counties as well as estimates of school-age children in poverty for all school districts within the United States. According to this data source, in 2018, the Willcox Unified School District served a population of 8,236 people. Of that number 1,466 were aged 5-17 years old. Approximately 22.4% of those children belonged to families living in poverty.

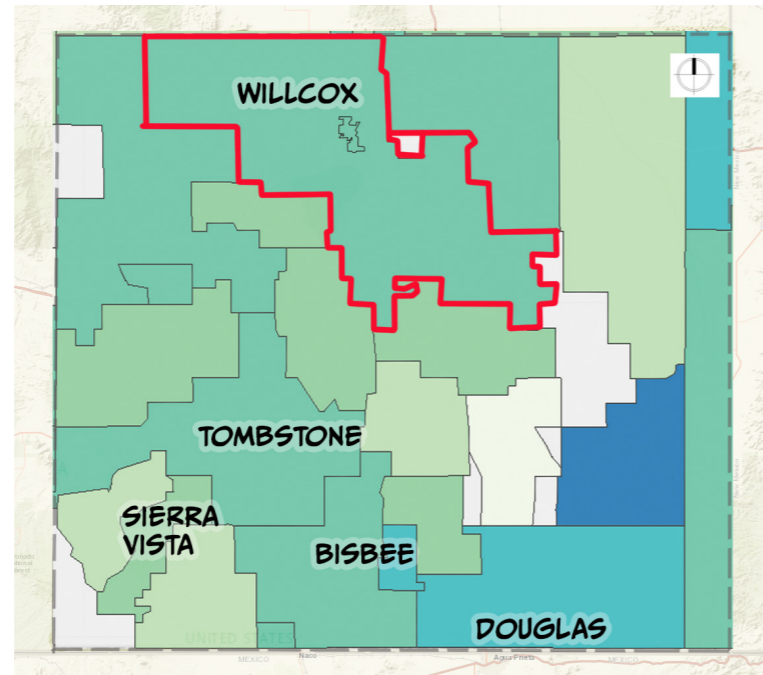


Figure 2: Percent of Families with School Age Children Living in Poverty (2018)



SCHOOL ENROLLMENT (3 YEARS OF AGE +)

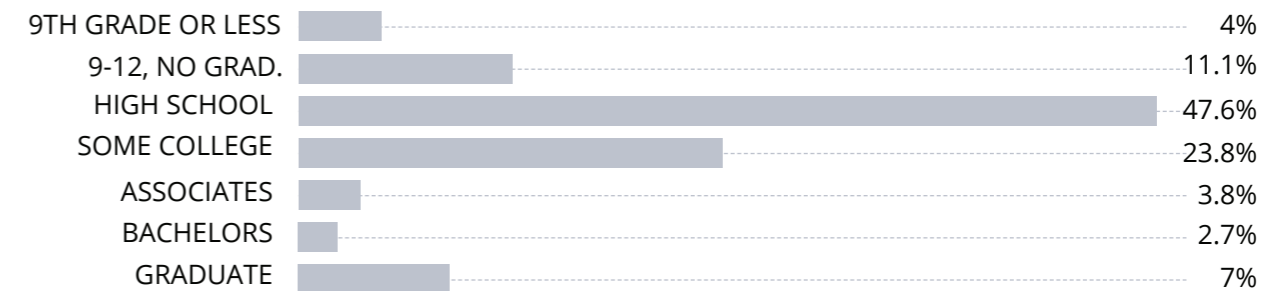


Source: American Community Survey (2018 Estimate)

In 2018, it was estimated that 892 individuals over the age of three, living in Willcox, were enrolled in school. The greatest number and percent of people in school were enrolled in high school. All students in grades kindergarten through 12th grade were enrolled in public school.

EDUCATIONAL ATTAINMENT

EDUCATIONAL ATTAINMENT (25 YEARS OF AGE +)



The majority of Willcox residents have a high school degree or higher.

PUBLIC PARTICIPATION GOALS

1. Obtain broad-based citizen participation in the creation of the 2040 General Plan
2. Provide information to City of Willcox citizens and general public throughout the process of the Plan creation.
3. Understand the residents' attitudes and opinions regarding the direction of Willcox's growth and development, key issues facing Willcox and their hopes for Willcox's future.
4. Keep the Plan update and amendment process accessible and understandable to citizens of Willcox.
5. Promote and facilitate intergovernmental and interagency cooperation and collaboration.
6. Keep the plan and amendments to it in the public eye throughout the process and establish programs to increase their understanding of the plan recommendations.
7. Meet the requirements of A.R.S. §9-461 (Growing Smarter) as amended through the Arizona Revised Statutes.



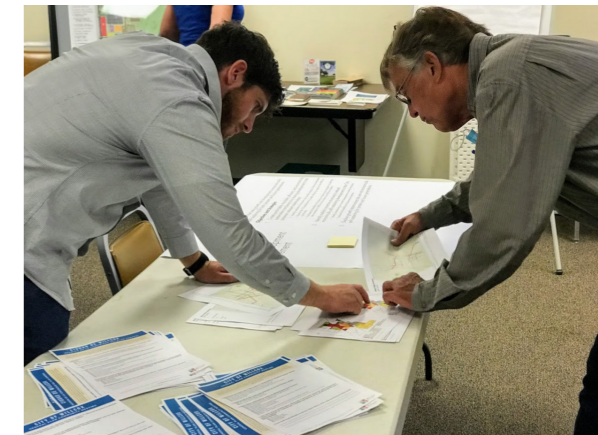
PUBLIC PARTICIPATION STRATEGIES

Public input was an essential part of the creation of this Plan. Many opportunities for in-person feedback occurred between spring and early fall of 2020. Those opportunities included:

- JUNE 17, 2020: Public outreach meeting, business stakeholder focus groups
- JUNE 24, 2020: Public outreach meeting, housing stakeholder focus groups
- JULY 1, 2020: Public outreach meeting, general public community workshop

- JULY 15, 2020: Open house and presentation of initial findings

All public outreach meetings were held at City Hall in the Council Chambers. In addition, staff collected contact information from interested individuals and distributed flyers regarding the General Plan update process at various events. Announcements were also made on Facebook immediately preceding each meeting or event.



WEBSITE

The City's website was set up as a communication portal for the 2040 General Plan process. City staff regularly posted information about the Plan's progress and community residents were invited to submit ideas questions or concerns to project staff. In addition, staff collected contact information from interested individuals and distributed flyers regarding the General Plan update periodically at several local community events.

SURVEY

A survey was included on the City website from June 5, 2020-August 5, 2020. Paper copies of the survey were also distributed at each of the community meetings. In total, the City received 201 completed surveys.

A summation of the survey responses is included in the Appendix of this Plan. These responses were used, in part, to develop plan goals and strategies.



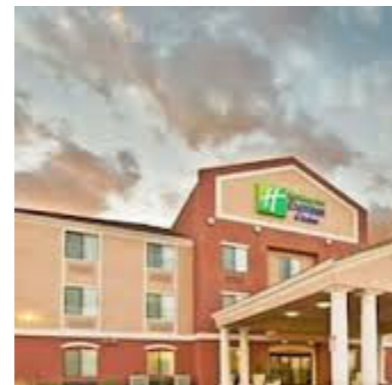
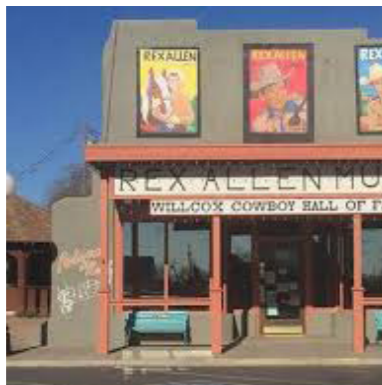
ADVISORY BOARDS

In February of 2020, a volunteer technical advisory board was appointed to steer the General Plan document to completion. This small group of residents, business owners, City/County employees assisted with data collection and document review throughout the planning process.

In addition, the City's Planning and Zoning Commission as well as the City Council participated in work sessions prior to conducting public adoption hearings in the fall of 2020.

THE LAND USE ELEMENT

The Land Use Element establishes the primary framework for shaping the City's development pattern. This element is the long range planning tool used to balance the interests of preserving and enhancing the qualities of life which people appreciate with the need to guide growth as it may occur. The Land Use Chapter seeks to integrate land use development with both transportation planning and natural area preservation in a manner respecting the interests of both property owners and the community at large.



INTRODUCTION

Willcox's land use pattern is strongly rooted in the community's cattle ranching and agriculture origins. Historic preservation efforts coupled with festival events and public gathering places help sustain civic pride and attract tourists. Maintaining a balance of land use in housing, employment, shopping, public services and recreation facilities is fundamental to continuing Willcox's rich heritage. An open, creative and responsive City government shall promote economic development opportunities to provide well-paying jobs and improved municipal services. The objectives within this Element shall provide guidance for development within the City limits, and guide development within the Planning Area with cooperation from Cochise County.

The land use plan included in this Plan is intended to

STATE LAW REQUIREMENTS

According to Arizona Revised Statutes, Section 9-461.05-C 1, the Land Use Element shall include the following:

- a. Designates the proposed general distribution and location and extent of such uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space and other categories of public and private uses of land as may be appropriate to the municipality.
- b. Includes a statement of the standards of population density and building intensity recommended for the various land use categories covered by the plan.
- c. Identifies specific programs and policies that the municipality may use to promote infill or compact form development activity and locations where those development patterns should be encouraged.
- d. Includes consideration of air quality and access to incident solar energy for all general categories of land use.
- e. Includes policies that address maintaining a broad variety of land uses, including the range of uses existing in the municipality when the plan is adopted, readopted or amended.

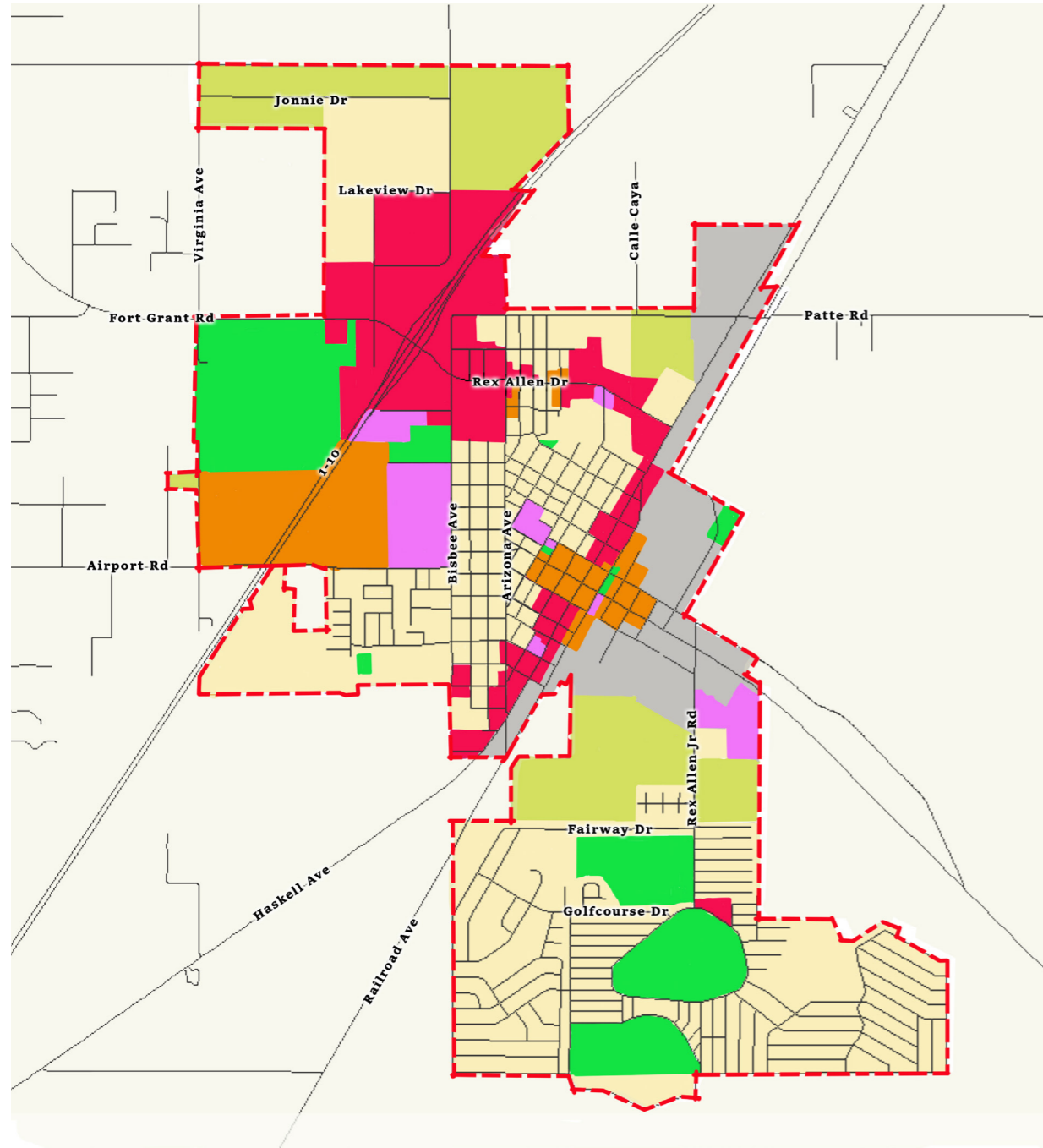
provide opportunities and the means to preserve and enhance the quality of life in Willcox. Cultural, social, recreational, educational, and health care opportunities are the City's foundation for sustainable growth. Community appearance, healthful environment, public safety and outdoor enjoyment are relevant to all uses of land within the planning area.

This Element includes the City of Willcox's Future Land Use Map (Figure 3), which designates the distribution, location, and extent of a variety of land uses necessary for the City to create a balanced approach to growth and development. In addition, this element includes the goals and policies necessary to direct development within the City.

f. For cities and towns with territory in the vicinity of a military airport or ancillary military facility as defined in section 28-8461, includes consideration of military airport or ancillary military facility operations. If a city or town includes land in a high noise or accident potential zone as defined in section 28-8461, the city or town shall identify the boundaries of the high noise or accident potential zone in its general plan for purposes of planning land uses in the high noise or accident potential zone that are compatible with the operation of the military airport or ancillary military facility pursuant to section 28-8481, subsection

g. Includes sources of aggregates from maps that are available from state agencies, information from the Arizona geological survey on how to locate existing mines, consideration of existing mining operations and suitable geologic resources, policies to preserve currently identified aggregates sufficient for future development and policies to avoid incompatible land uses, except that this subdivision shall not be construed to affect any permitted underground storage facility or limit any person's right to obtain a permit for an underground storage facility pursuant to title 45, chapter 3.1.

FUTURE LAND USE MAP (WITHIN CITY LIMITS) (Figure 3)



- Employment
- Business
- Institutional
- Open Space
- Neighborhood Rural
- Neighborhood Suburban
- Mixed Use

LAND USE CATEGORY DESCRIPTIONS AND DENSITIES

NEIGHBORHOOD RURAL

Density: Up to 6 Dwelling Units Per Acre

This classification is intended for lower density single-family residential development. The presence of domestic animals for family food production and for the enjoyment of families residing on the premises is allowed on parcels with the appropriate recreational residential zoning.

NEIGHBORHOOD SUBURBAN

Density: 6 to 10 Dwelling Units Per Acre

This classification consists of single-family residential development that ranges from rural to small lot residential. Multifamily development, group homes, and manufactured housing are also allowable up to the maximum density within appropriate zoning districts. Clustering of uses is encouraged to enhance an interconnected open space system or to maximize preservation of existing vegetation and other natural features of the site.

MIXED USE

Density: 6 to 15 Dwelling Units Per Acre

This classification applies to those properties, including planned developments with a mixture of various uses such as residential, commercial, recreational and institutional uses within one development. This can include either a vertical or horizontal mix of uses.

BUSINESS

The business land use category allows for office, service and retail development that supports the needs of the City residents. Some medical uses and light industrial may also be included within this category.

EMPLOYMENT

The employment classification is intended to include manufacturing, fabrication and processing of durable goods, large scale agriculture, wholesaling, warehousing, distributing, and freight terminals. This category may also include institutional and office uses. The areas designated for employment use have adequate transportation access, either by road or rail, with an emphasis on minimal conflict with existing adjacent land uses. Residential uses are generally precluded within this category.

OPEN SPACE

This classification includes parks and open space to serve the recreational needs of the City. However, it may also include both public and private undeveloped natural areas, historic sites, cemeteries and conservation areas.

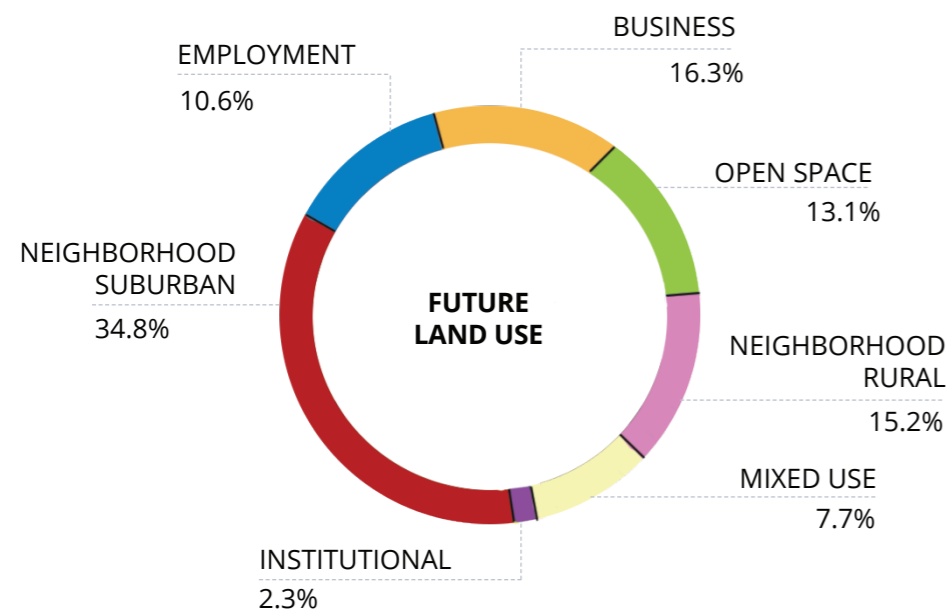
Existing parks and open spaces are identified in the within the Open Space Element of this Plan. While parks and open spaces are allowed in all zoning categories, these areas are precluded from development except for use-specific structures and recreation facilities, such as trails, ballfields, multipurpose fields, picnic shelters, golf clubhouses, restroom facilities, and equestrian facilities.

INSTITUTIONAL

This classification denotes areas dedicated for public or semi-public uses which may include government centers, police and fire substations, schools, libraries, community centers, water plants, wastewater treatment plants, as well as college or university campuses and related uses and activities, including student dormitories. In general, these areas are not intended for residential uses other than student housing. Institutional uses are permitted in all non-residential zoning districts. In certain cases, they may also be permitted in the residential zoning districts of R-4 and R-5.

FUTURE LAND USE CATEGORIES (Table 1)

Future Land Use Classification	Total (Acres)	Percent of Total	Compatible Zoning
Employment	362	10.6%	Industrial (I-1), Industrial (I-2), Highway Service (H-1), General Commercial (GC-1)
Business	554	16.3%	Highway Service (H-1), General Commercial (GC-1), Central Commercial (CC-1), Central Commercial (CC-2)
Institutional	80	2.3%	Industrial (I-1), Industrial (I-2), Highway Service (H-1), General Commercial (GC-1), Central Commercial (CC-1), Central Commercial (CC-2), Residential (R-5), Residential (R-4)
Open Space	445	13.1%	Allowed in all zoning districts
Neighborhood Suburban	1,184	34.8%	Residential (R-1), Residential (R-2), Residential (R-3), Residential (R-3-A), Residential (R-3-M), Residential (R-5), Single Household Residential (SR), Rural (RU)
Neighborhood Rural	516	15.2%	Recreational Residential (RR-1), Single Household Residential (SR), Rural (RU)
Mixed Use	264	7.7%	Central Commercial (CC-1), Central Commercial (CC-2), Residential (R-5), Residential (R-4)
Total (Excluding Right-of-Way)	3,405	100%	



FUTURE LAND USE MAP PURPOSE

The purpose of the Future Land Use Map is to provide a broad graphic overview of land use patterns within Willcox. It is a mix of existing use of land and what is anticipated to occur as the primary use of land during the next twenty years. Because there is a significant amount of undeveloped land within Willcox there was some degree of forecasting required to create this map. The assigned future land use may or may not conform to the property's current zoning. Moreover, a property's zoning is not altered by its future land use designation.

The Future Land Use Map has seven land use categories. This includes the following: neighborhood rural, neighborhood suburban, business, employment, institutional, mixed use, and open space. The land use categories and descriptions provided on the previous page relate to the classifications on the Future Land Use Map and should be used when interpreting it. Both are intended to assist City staff and policy makers during a proposed rezoning application to guide their decision-making process.

SOURCES OF AGGREGATE

Aggregate refers to coarse particulate materials used in construction such as sand, gravel, and crushed rock. Beginning in 2011, the Arizona Revised Statutes began to require that all general plans within the state include sources of currently identified aggregates from maps that are available from state agencies, policies to preserve currently identified aggregates sufficient for future development, and policies to avoid incompatible land uses. Maps obtained from the Arizona Geological Survey, the Arizona Department of Transportation, and other agencies that identify locations of aggregate mining operations indicate there are two sources of aggregate outside of

Each future land use category is compatible with various zoning districts within the City. Zoning districts define what is allowable on site. Through zoning, the City ensures land use compatibility, maintains property values, protects public welfare and implements the Future Land Use Map and element of this document. It does so by prescribing allowable uses, density or intensity of each use that is allowed, as well as various other development standards such as required setbacks, minimum lot sizes, maximum lot coverage and building height.

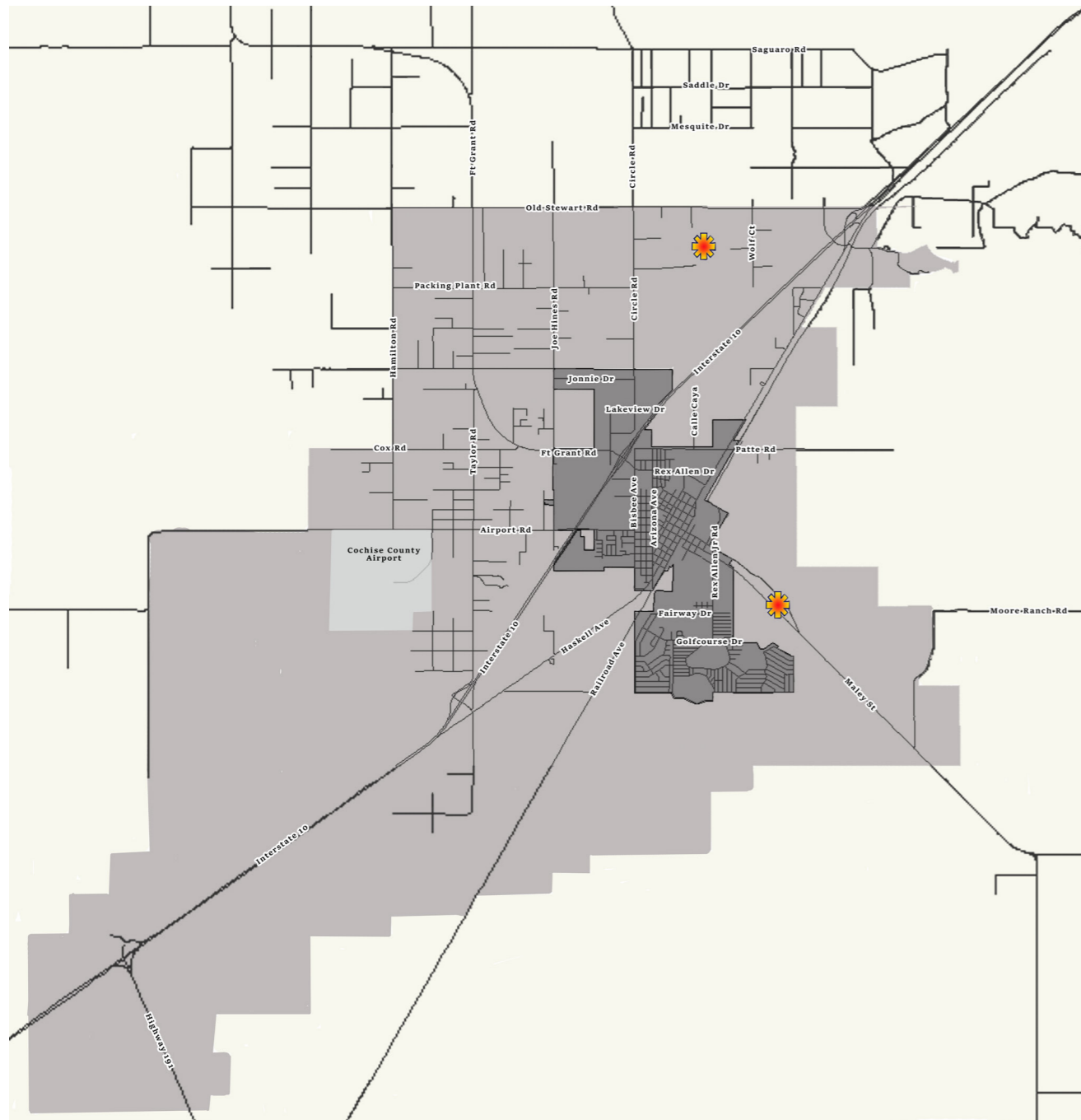
The neighborhood land uses are provided a range of dwelling units per acre (DU/AC) of land. The mixed-use category also includes a density range because residential uses are allowed.

Approximately half of all the land within Willcox falls within one of the future land use residential categories, making it the dominant land use within the municipality.

Willcox city limits but inside the growth limit and where indicated in Figure 4. The batch plant to the northeast produces sand and gravel aggregate, while the plant further south and directly east of City boundaries northeast produces sand and gravel aggregate, while the plant further south and directly east of City boundaries produces concrete.

The City recognizes that it is important to anticipate and minimize land use conflicts adjacent to these uses. Should either of these areas be annexed, they will be assigned industrial zoning.

SOURCES OF AGGREGATE (Figure 4)



Source of Aggregate

LAND USE GOALS, OBJECTIVES AND STRATEGIES

LU GOAL 1: Support an orderly pattern of growth and development with a well- balanced mix of land uses.

Strategy: Participate, review and provide comments on regional planning efforts with surrounding jurisdictions, and state and federal agencies to address land use issues of regional concern.

Objective: Encourage an increasingly mixed-use land use pattern within growth areas, including the historic downtown, to promote a more balanced live, work, and play relationship that reduces the community's impact on the environment.

Strategy: Create an additional mixed-use zoning district within the zoning regulations that will permit a variety of residential and non-residential uses. Include landscape, parking signage, lighting, noise and other development standards to ensure compatibility with and appropriate buffering from adjacent existing residential neighborhoods.

Strategy: Work with the Arizona State Land Department prior to the sale of any of their land within City limits to identify land uses for State Lands that are beneficial for Willcox.

Objective: Improve accessibility to and within Growth Areas.

Strategy: Permit higher density development within and in close proximity to Growth Areas to encourage walkability and bikeability.

LU GOAL 2: Maintain the existing unique character of the community.

Strategy: Support the reinvestment in and expansion of the existing park system, as further discussed in the Open Space Element.

Strategy: Ensure that new public and private development projects, particularly in the downtown, reflect the Willcox's historic character in their design and appearance through historic overlay design standards.

Strategy: Protect archaeological and historically significant structures from degradation by neglect through historic designation and preservation.

Objective: Encourage the growth of local food production and agritourism as an economic development opportunity to bring income and jobs to Willcox.

Strategy: Incorporate more flexible and permissive standards for agritourism-related special events in the zoning regulations.

Strategy: Develop an educational toolbox for local farmers and ranchers that explains local zoning and health department regulations, as well as other requirements including ADA accessibility and liability insurance as it relates to agritourism in Arizona.

LU GOAL 3: Support the revitalization of existing residential neighborhoods.

Strategy: Develop a Residential Infill Incentive Plan that identifies targeted locations and specific strategies, such as fee waivers, and relaxed design standards, for setbacks, lot size and parking, to encourage residential infill redevelopment.

Strategy: Use community development block grants and other grant resources to improve the condition of housing, streets, sidewalks and parks within the City's older neighborhoods.

Strategy: Amend the zoning regulations to require all mobile homes constructed pre-1976 to provide certification of required State of Arizona rehabilitation prior to their relocation and installation within a manufactured home park or on an individual lot.

Objective: Encourage a greater diversity of safe and affordable housing stock.

Strategy: Consider amending the zoning regulations and building code to permit the long-term occupancy of tiny homes, on permanent foundations, as primary and/or accessory dwellings.

2

LAND USE ELEMENT

LAND USE GOALS, OBJECTIVES AND STRATEGIES

LU GOAL 4: Provide equal protection of existing aggregate sites and residential development.

Strategy: While there is no aggregate mining within the municipal limits, any future annexations by the City shall discourage any new residential zoning adjacent to where existing or future aggregate operations are planned.

Strategy: Plan for the land use transition and future productive re-use of aggregate/mining sites upon completion of their operations following their eventual closure.

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THE CIRCULATION ELEMENT

The circulation element correlates the general location and extent of existing and proposed freeways, roads, non-vehicular routes with the land use element of the plan.



INTRODUCTION

The existing circulation pattern within the City of Willcox, with minor exception, dates to its territorial days. The main streets, Haskell Avenue and Maley Street, were part of the original state highway system for Arizona. After the creation of the Federal Interstate Highway System, these main thoroughfares were subordinated into the street pattern of the City. City residents still depend on this historic pattern to traverse the City. Of primary importance to residents is the long-term maintenance and enhancement of the existing road network. There are no capacity or level-of-service issues for any roadways within Willcox.

The western side of the City is bisected by Interstate-10, while the eastern side is divided by active railroad lines. The railroads provide product transport, which alleviates some demand for delivery by large delivery trucks on the highway. The interstate increases accessibility of the city to tourists. The presence of both railroads and an interstate make large-scale agricultural, industrial and manufacturing jobs possible in Willcox.

Internal circulation on the City, County, and State roadways requires continual maintenance and design improvements. Increased drainage, congestion reduction - particularly at railroad crossings, as well as non-vehicular circulation improvements, like multi-use paths, are of interest to Willcox citizens. Street maintenance and repaving are ongoing high priority items.

There is also a nearby public airport, located four miles west of the central business district of Willcox. The Cochise County Airport is a public-use airport owned and operated by Cochise County. The airport is considered a general aviation facility by the Federal Aviation Administration.

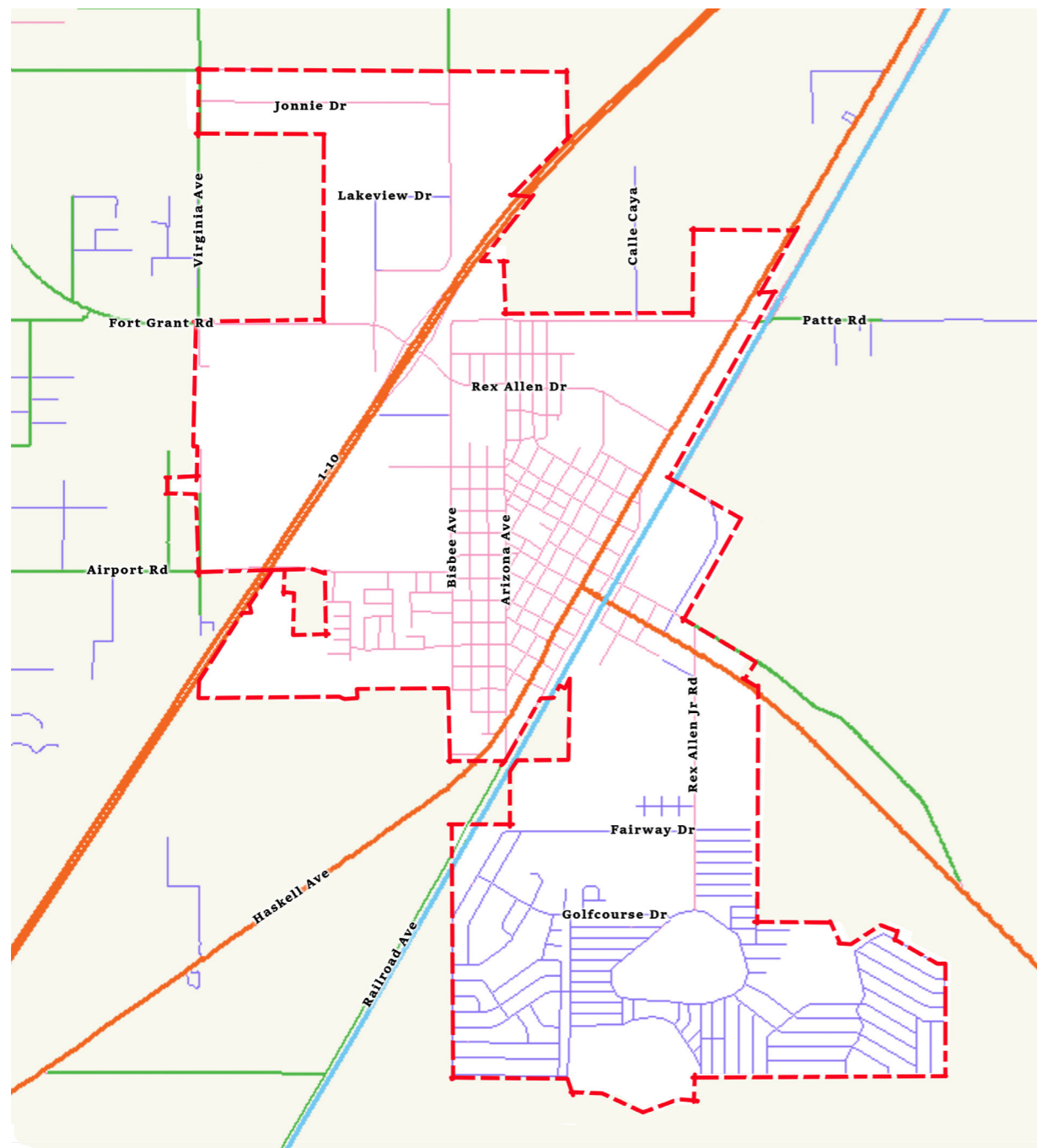
Although the area is well served by its rail, air transit, interstate and supporting road network, non-vehicular circulation is limited to a network of non-cohesive sidewalks. There are no designated bike lanes and a limited amount of multi-use paths. This General Plan contemplates several strategies to improve these deficiencies.

STATE LAW REQUIREMENTS

According to Arizona Revised Statutes, Section 9-461.05-C 2, the Circulation Element shall include the general location and extent of existing and proposed freeways, arterial and collector streets,

bicycle routes and any other modes of transportation as may be appropriate, all correlated with the land use element of the plan.

ROADWAY JURISDICTION MAP (Figure 5)



- State
- County
- City
- Private/Unimproved
- Railroad Centerline

ROADWAY JURISDICTION AND LONG RANGE TRANSPORTATION NEEDS

ROADWAY JURISDICTION: Roadway jurisdiction generally falls within one of four categories:

1. State roads
2. County roads
3. City roads
4. Private roads

State highways are built and maintained by the Arizona Department of Transportation (ADOT). When a city incorporates or annexes new territory outside its current boundaries, that municipality becomes responsible for all non-state public roadways within its city limits. Consequently, while there are County roads that fall within the City of Willcox, their general maintenance is the responsibility of the City within its limits.

Finally, roads may be privately-owned. Roads often fall under this category if they are inside public parks, gated and/or private neighborhoods, farms, ranches, wineries, military installations, schools and/or universities. In addition, they are often associated with residential split-lot development. Of note, nearly all of the private roads in Willcox are in the Cochise Lakes area in the southern end of the city. However to date, these roads are largely unconstructed and their location on Figure 5 is an indication of their platted right-of-way.

WILLCOX AND THE COCHISE COUNTY LONG RANGE TRANSPORTATION PLAN: In 2015, Cochise

County adopted its first Cochise County Long-Range Transportation Plan (LRTP). This document recommends additional studies or planning efforts to develop new programs and recommends specific future transportation construction projects. Based on traffic volumes, crash data, projected growth, development plans, previous capital improvement plans, missing links and completed studies, a number of roadways within the County were identified for improvement, upgrade or roadway extensions. Upgrades refers to potential changes to roadway alignments, adding lanes, adding turning lanes, adding shoulders or bicycle lanes, significant repair or upgrade of the roadway surfacing, repair/replacement of wash crossings or drainage structures, repair/replacement of unstable sub-base materials or stabilization of shoulders. Upgrades may bring a roadway closer to a higher capacity design standard by correcting spot substandard or unsatisfactory conditions; prevent failure or deterioration of a roadway segment or drainage structure; or enhance the traveling conditions for alternative modes.

There are three roadway upgrades within the Willcox planning area that are specifically identified within the LRTP. These are as follows:

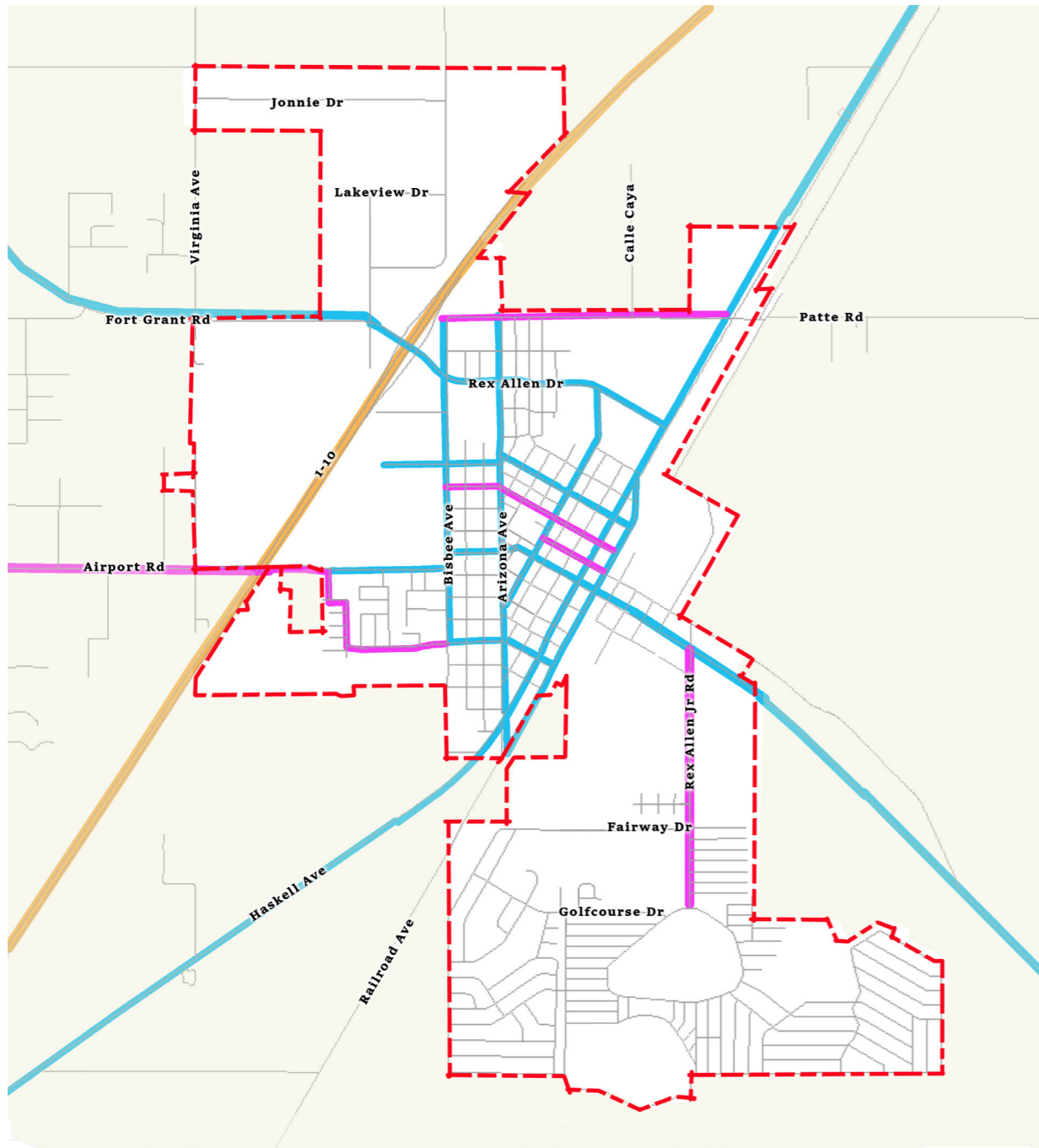
- Upgrades to Ft Grant Rd
- Upgrades to Airport Rd
- Upgrades to Taylor Rd

ROADWAY CLASSIFICATIONS

Roadway classification is used to group roadways into classes according to their ability to accommodate travel. It is a network made up of multiple roads of varying functional classification. The Functional Classification System provides a uniform evaluation of different levels of service provided by each facility. The roadway network is a hierarchical structure comprising interstates, other freeways and expressways, other principal arterials, minor

arterials, major collectors, minor collectors, and local roadways. The classification of roadways varies among communities according to the design and function of their roadway network. The City of Willcox has one interstate as well as major and minor collector roadways. Collectors serve a critical role in the roadway network by gathering traffic from local roads and funneling them to the arterial or, in the case of Willcox, the interstate network. In the rural

ROADWAY CLASSIFICATION MAP (Figure 6)



- Interstate
- Major Collector
- Minor Collector
- Local or Private

ROADWAY CLASSIFICATIONS

environment, collectors generally serve primarily intra-county travel (rather than statewide) and constitute those routes on which predominant travel distances are shorter than on arterial routes.

The distinctions between major collectors and minor collectors are often subtle. Generally, major collector

routes are longer in length; have lower connecting driveway densities; have higher speed limits; are spaced at greater intervals; have higher annual average traffic volumes; and may have more travel lanes than their minor counterparts.

Table 2: Roadway Classifications

Roadway Classification	Name of Road	Linear Miles (within City)
Interstate	I-10	1.81
Major Collector	Fort Grant Rd, Bisbee Ave, Arizona Ave, Haskell Ave, Railroad Ave, Freemont St, Soto St*, Austin Blvd, Maley Street, Airport Rd*	12.53
Minor Collector	Airport Rd*, Delos St, Stewart St*, Soto St*, Rex Allen Jr. Rd, Patte Rd, Ironwood Ln*, Ocotillo St*	4.42

* Includes only a portion of the total roadway as indicated in Figure 6.

CIRCULATION ISSUES

ROAD MAINTENANCE: The City's Street Division within the Public Works Department is responsible for general street maintenance. This includes such activities as the patching of potholes on City streets, street resurfacing, repairs on curbs, and repairs/installation of wheelchair ramps. The Street Division also investigates and repairs hazardous sidewalk conditions reported by the residents.

In addition, the Street Division inspects and evaluates all street surfaces within the City's jurisdiction. Citizens can look up current pavement conditions using the Pavement Condition Map, which is available and updated online. It is also included in this Plan on Figure 7. While the City benefits from a temperate climate, seasonal flooding, which frequently overflows onto local streets, tends to degrade road pavement faster than normally would be anticipated for roadways.

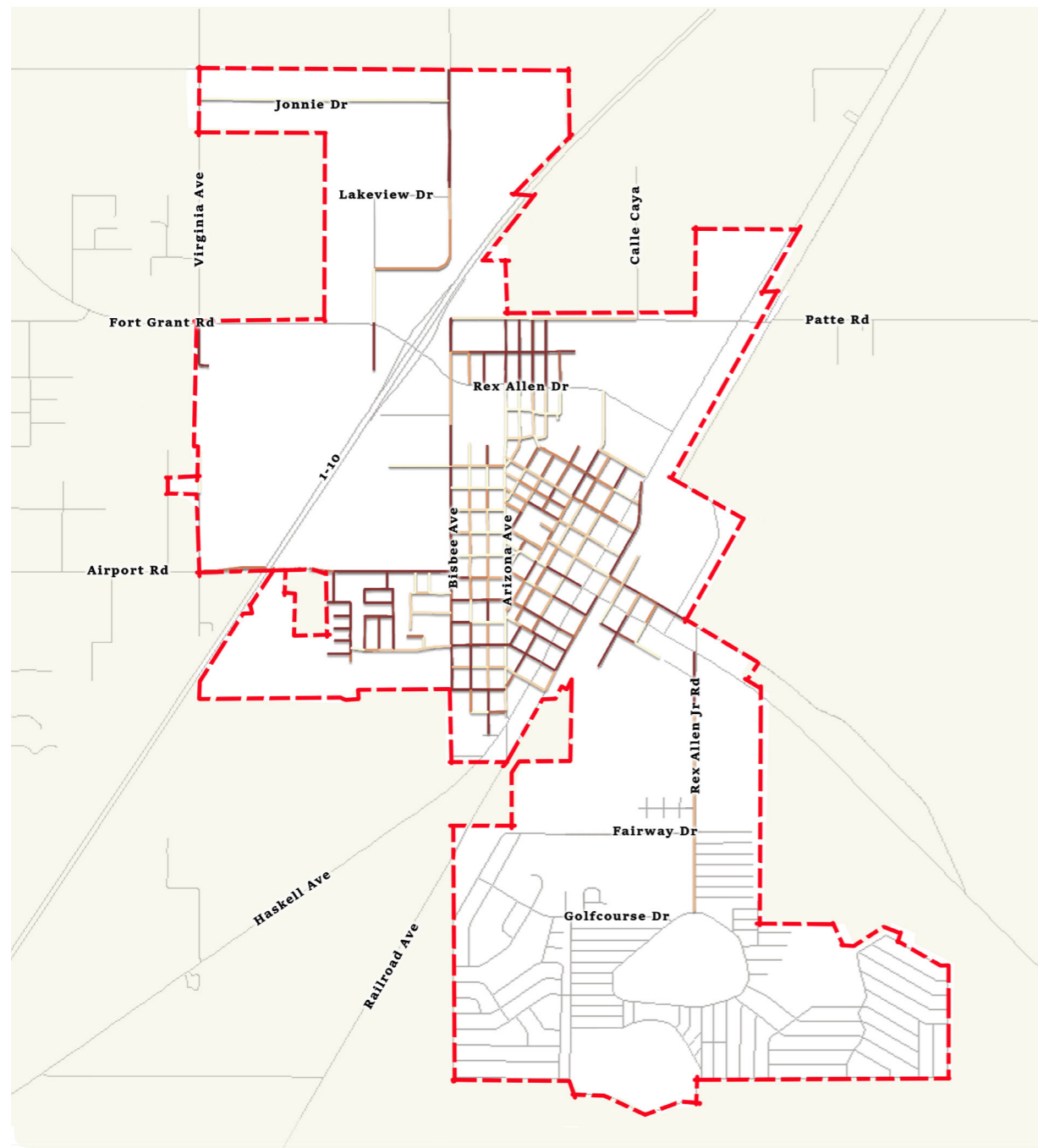
ROAD NETWORK DESIGN: Within the old, historic

portion of the City, Willcox has a traditional grid-pattern system while the southern portion of the City, surrounding Twin Lakes Golf Course, has a more suburban street form reserved, although these roads are largely unbuilt. There are some large, undeveloped parcels on the east and western side of the City that do not include roads presently.

TRANSIT: In December 2017, the Southeastern Arizona Governments Organization (SEAGO) conducted a Transit Feasibility Study for the City of Willcox. The purpose of the study was to evaluate the feasibility of a public bus service that would serve Willcox and possibly its surrounding communities of Bowie, Cochise, Kanas Settlement, Pearce/Sunsites and Winchester Heights.

Using a formula that was designed to determine the magnitude of need in a geographic area and estimate ridership for a potential transit system, the study determined there was, in fact, a significant need for

ROADWAY CONDITION MAP (Figure 7)



— Good Condition
— Fair Condition
— Poor Condition

CIRCULATION ISSUES

transit service in Willcox. The results of the community survey that was conducted as part of this Plan seem to support this conclusion.

The study ultimately resulted in the procurement of a nine passenger, wheelchair accessible van, which was made financially feasible through the collaboration of several government agencies. As a result, weekday dial-a-ride services have been established to serve the general public of Willcox.

PEDESTRIAN AND BICYCLISTS: Biking and walking are cost-effective, energy-efficient, non-polluting, healthy transportation options. Sidewalks, multi-use paths, and pedestrian-friendly intersection design are basic components of a pedestrian transportation system. A combination of wider roadways, marked bike lanes, road shoulders and multi-use paths are components of a comprehensive bicycle transportation network.

In order to function as a safe and efficient means of transportation, these non-vehicular networks need to be interconnected, continuous, properly designed with adequate width and surfacing materials, and in the case of bike facilities, adequately marked/signed.

The construction of additional sidewalks along major collectors and non-vehicular paths, particularly in parks, is highly supported by the general public in Willcox. To date, there are no marked bike lanes within Willcox. Multi-use paths are limited to locations within recreational facilities that are identified within the Open Space Element of this Plan.

RAIL TRAVEL: Railroads in and around Willcox have long been a vital part of the local economy. Although there is no longer passenger service to Willcox, freight trains owned by the Union Pacific Railroad Company still frequently run through the City. Nationwide, freight train length has increased in recent years, with some trains stretching as long as three miles. The longer trains have led to road crossings being blocked more often and for longer periods of time. In Arizona, travel obstructions at crossings for longer than 15 minutes

are considered a class 2 misdemeanor. As is, trains often cause traffic delays between downtown and the southeastern portion of the Willcox community. This delay, which can negatively impact emergency response time, has become a health and safety community concern. While residents are able to find ways around the trains at times, the alternate routes are often much longer, and a more comprehensive solution is desired.

Currently, the Federal Railroad Administration is collecting data regarding blocked crossings. Citizens are encouraged to report the date, time, location and duration of the blocked crossing to the Federal Railroad Administration at www.fra.dot.gov/blockedcrossings. The agency hopes to share this data, which applies to 130,000 at-grade crossings throughout the United States, with stakeholders to help facilitate the development of local, site-specific solutions.

AIR TRAVEL: As mentioned in the introduction of this chapter, the Cochise County Airport is approximately four miles west of Willcox. This 960 acre facility was originally intended for use by the United States military as a bomber training facility in the early 1940's. Presently there is one active runway and four hangars (in use). In addition, there is a small pilot lounge building as well as aircraft tie-down space. Fuel may be purchased by the flying public. Also, minor airframe and powerplant services are available, if needed.

Cochise County Airport serves a mix of single- and multi-engine piston aircraft, along with turboprop, turbojet, and helicopter aircraft. The current airport master plan forecasts demand for future service from the following sources:

- Continued strong local pilot base
- Flight students enrolled in Cochise College' Flight Training Program
- Law enforcement/forestry operations
- Recreational and corporate aircraft operations related to the growth of the wine industry micro-enterprises

CIRCULATION GOALS, OBJECTIVES AND STRATEGIES

C GOAL 1: Provide a comprehensive, convenient, accessible, and safe vehicular transportation network that meets the need of the citizens.

Strategy: Continue to maintain and incrementally upgrade all City roadways based on funding availability and the information obtained from the 2019 roadway pavement condition inventory. This inventory should be continuously updated by the City to reflect all completed paving projects.

Strategy: Continually prioritize roadway improvement projects within the capital improvement budgeting process to assist in the construction of roadways that support employment growth and residential growth in the growth areas identified within the Growth Area Element.

Strategy: Locate, and consolidate where feasible, business ingress/egress points to allow a more continuous non-vehicular flow along sidewalks and reduce potential conflict points between vehicles and pedestrians.

Strategy: Work with ADOT to synchronize traffic signals to enhance traffic flow to the maximum extent possible.

Strategy: Develop a truck route ordinance to limit truck access to certain roadways of the City, particularly during designated hours. This measure will help preserve the safety, function and surfacing material of local roadways while still permitting the reasonable movement of heavy trucks.

Strategy: Where feasible, integrate green street techniques into the design standard for new roadways. This includes rain-harvesting, solar energy, permeable pavements and storm water reuse for street vegetation irrigation, lighting and amenities for pedestrians.

Strategy: Promote the availability of dial-a-ride bus service to Willcox residents through increased City

marketing.

Strategy: Accommodate increased transit service within Willcox by adding additional transit vehicles and/or by increasing operations support, as necessary.

C GOAL 2: Provide a comprehensive, convenient, accessible, and safe non-vehicular transportation network that meets the needs of the citizens.

Objective: Develop a City-wide non-vehicular system of pedestrian and bicycle pathways to encourage non-vehicular travel and reduce the number of vehicular trips.

Strategy: Evaluate and map the current sidewalk system to assess the existing conditions in order to prioritize the need for specific improvements, such as eliminating gaps, removing barriers, and widening sidewalk capacity to increase pedestrian travel.

Strategy: Develop a master bikeways plan that identifies and prioritizes locations for bike lanes, sharrows and/or buffered bike lanes throughout the City to encourage additional future bike travel.

Strategy: Require the dedication of right-of-way, where necessary, to better accommodate wide sidewalks or multi-use paths as part of the rezoning, conditional use and/or development review process of large parcels.

Strategy: Develop pedestrian and bicycle standards for local roadways that include American Disabilities Act (ADA) accessible surfaces and clearance for all pedestrian infrastructure, where feasible.

C Goal 3: Enhance the City's economic competitiveness through projects and policies that are intended to increase the continuity and the viability of freight.

Strategy: Assist in increasing the economic vitality of the Cochise County Airport by working cooperatively

CIRCULATION GOALS, OBJECTIVES AND STRATEGIES

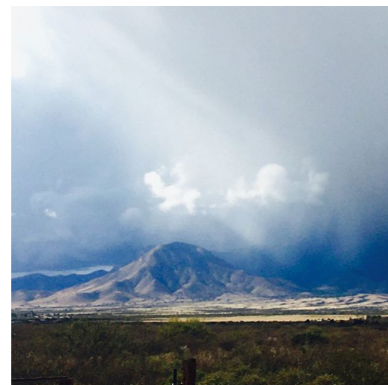
with Cochise County to help the nearby airport meet the goals and objectives of its 2015 Airport Master Plan.

Strategy: Continue to coordinate and cooperate with the County and regional agencies, such as SEAGO, to assure the continuity of roadway, transit and alternative modes of travel across jurisdictional boundaries.

Strategy: Improve communication between the railroads and emergency responders. At a minimum, a communication system should be established to alert EMS personnel to possible crossing closures from approaching trains and allow them to choose alternative routes, if necessary. (Communication systems can include connecting the emergency response dispatchers by phone or radio to railroad dispatchers, or, if feasible, requesting the railroad dispatcher inform the local EMS dispatcher or personnel when they will be blocking a crossing.)

THE GROWTH AREA ELEMENT

The growth area element identifies growth areas suitable for development within the 10-year lifetime of this plan.



INTRODUCTION

Willcox residents recognize that the City must grow in order to flourish. The greater planning area for this General Plan takes into account roughly 70 square miles, which is illustrated on the Growth Area Boundary Map (Figure 8). This includes a significant amount of land that is outside the current municipal limits. Unlike many locations in more populated parts of the state, there are no other cities directly adjacent to Willcox City borders. While the City does not have governing authority over land outside its limits, the development of these areas ultimately greatly impacts Willcox and its resources. It also provides opportunity for long-term growth and expansion of the City.

Willcox supports job creation and growth within the community. The City seeks to satisfy the needs of the current population, as well as entice future uses to the area, by preparing portions of the City with infrastructure, multi-modal transportation and recreational amenities. Where there is infrastructure and amenities in place, like in the downtown, the City advocates for programs and initiatives intended to encourage reinvestment and infill. This, in turn, can boost the economy with stable, high-paying jobs as well as attract additional visitors to the area.

The City also recognizes that growth, particularly poorly regulated growth in the form of sprawl, does not come

without consequences. Some of the concerns that are typically raised concerning growth include:

- loss of open space, wildlife habitat and agricultural land;
- loss of the small-town/ rural “feel” of the community;
- increased tax burden to support school and utility construction and maintenance; and
- increased traffic resulting in higher levels of air pollution.

The American Planning Association defines infill as redevelopment that, “optimize[s] prior infrastructure investments and consumes less land that is otherwise available.” In general, the City encourages residential and non-residential infill as a planning strategy to provide a more efficient delivery of quality public services.

The designation and application of growth areas can have positive effects Citywide: generating revenues for quality of life enhancements, encouraging property clean-ups, as well as demonstrating the advantages of annexation to owners of property within unincorporated area adjacent to the City boundaries.

STATE LAW REQUIREMENTS

According to Arizona Revised Statutes, Section 9-461.05-D 2, the Growth Area Element shall specifically identify those areas, if any, that are particularly suitable for planned multimodal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism and industrial uses. This element shall include policies and implementation strategies that are designed to:

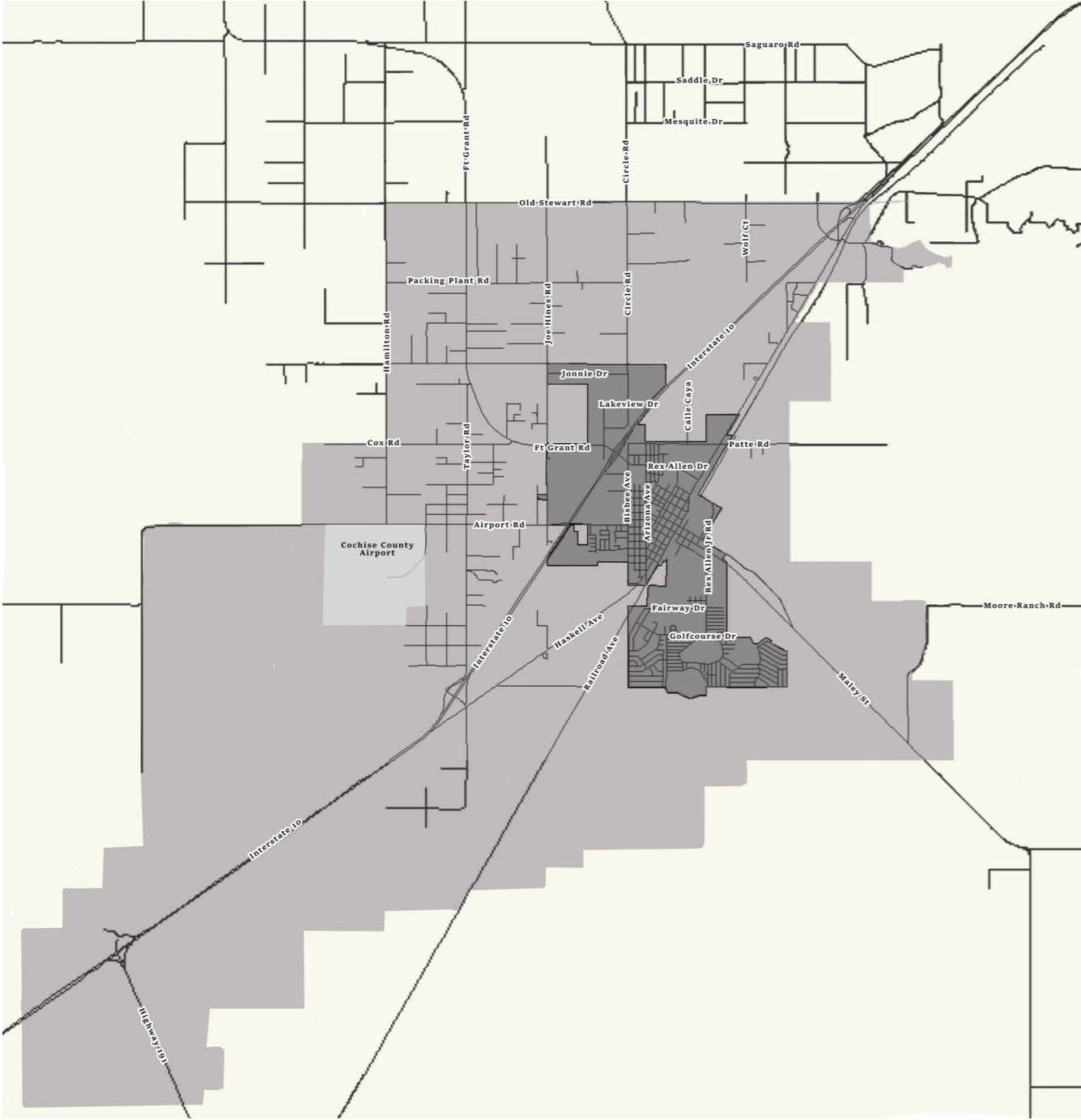
- Make automobile, transit and other multimodal

circulation more efficient, make infrastructure expansion more economical and provide for a rational pattern of land development.

- Conserve significant natural resources and open space areas in the growth area and coordinate their location to similar areas outside the growth area’s boundaries.

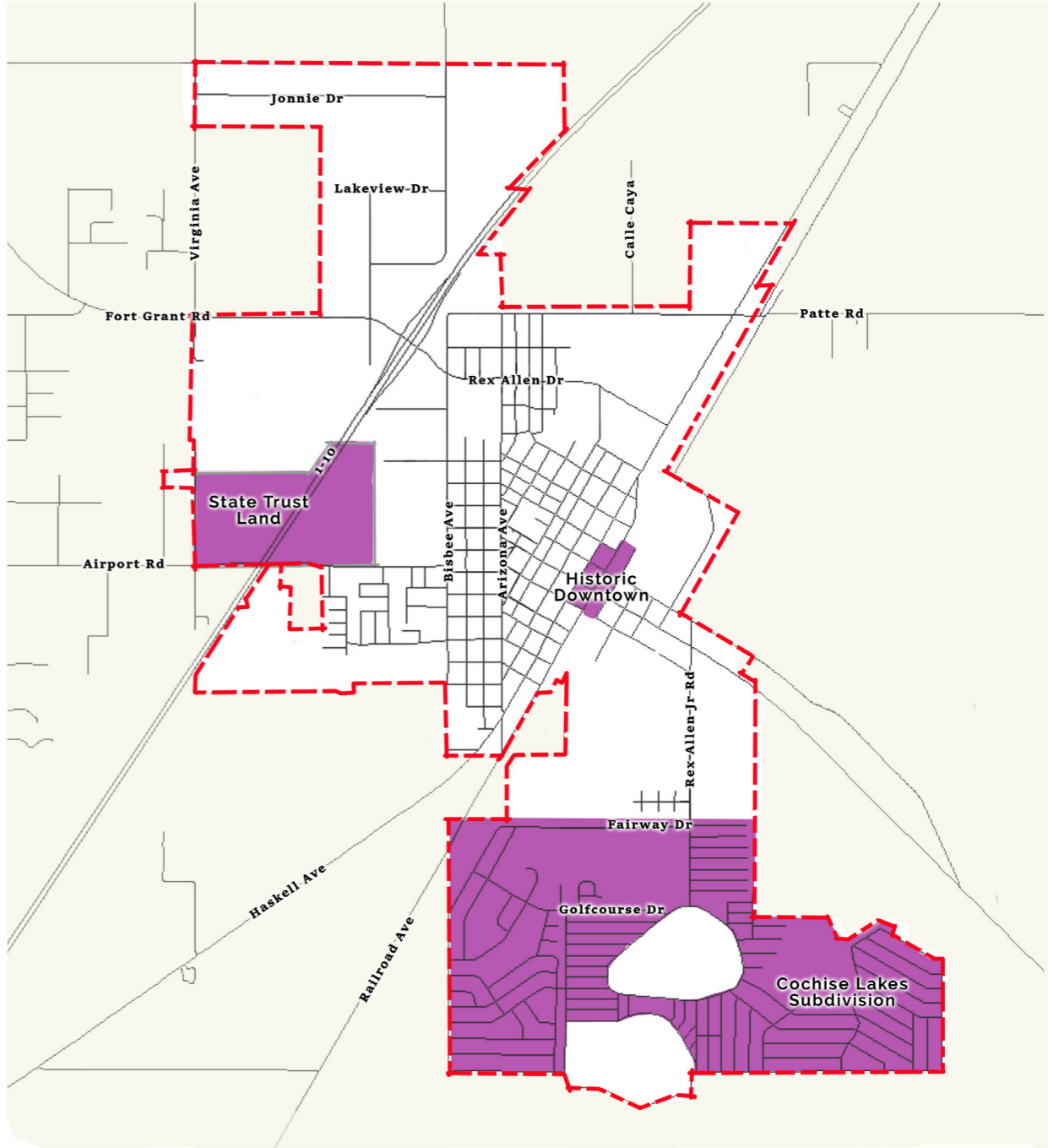
- Promote the public and private construction of timely and financially sound infrastructure expansion through the use of infrastructure funding and financing planning that is coordinated with development activity.

GROWTH AREA BOUNDARIES (Figure 8)



- City Boundaries
- Growth Area Limits

MUNICIPAL GROWTH AREAS (Figure 9)



- Municipal Growth Area

GROWTH AREA ELEMENT

The purpose of the growth area element is to identify locations that are suitable for near-term infrastructure enhancements based on their potential to support a higher concentration of mixed uses.

This plan identifies three locations within City limits, as shown on Figure 9 and described below.

STATE LAND TRUST LAND

There is a 197.01-acre State Land Trust parcel on the western edge of the City, adjacent to the middle and high school, between Quail Drive Sports Park and Keiller Park. It is owned by the Arizona State Lands Department (ASLD). This parcel currently has a split zoning designation of Recreational Residential (west of I-10) and Highway Commercial (east of I-10). Unlike a traditional private landowner, the ASLD is limited in its options for infrastructure siting and development on its land. Efforts to sell and lease lands for commercial and residential development can create tensions between the ASLD and a local community, like Willcox, that is charged with managing growth within its planning boundaries. The State Land Department is directed, by statute, to create long-term conceptual land use plans for state trust lands for which such plans would be appropriate. Such plans identify appropriate land uses, transportation corridors and infrastructure requirements, and natural and artificial constraints and



State Lands Parcel

GROWTH AREA DESCRIPTIONS

opportunities associated with the land. However, to date, no plan has been created for this parcel.

State Trust land can be purchased for development or leased for agriculture for a maximum of ten years. Currently, this parcel is undeveloped and listed in the ASLD database as unleased. Because of this parcel's strong redevelopment potential and its location within close proximity to the City's schools and two largest parks, it is considered under this element of the General Plan.

COCHISE LAKES SUBDIVISION



Cochise Lakes

Cities shape the future of their communities through the entitlement of land, the approval of subdivisions, and the granting of development and building permits. The presence of subdivisions where a significant portion of the approved subdivided lots left vacant is an issue of concern throughout the western United States. In Willcox, over 1,000 acres, which equates to 25% of the total land within City limits, is included within Cochise Lakes subdivision. The vast majority of parcels within Cochise Lakes are on approximately 0.25 acres, have Residential (R-1) zoning and are unimproved parcels. While there are road easements, there is limited vehicular access to the area.

Subdivisions characterized by empty lots can bring down property values to a much larger area. Their collective cost to the City for services tends to exceed what is

GROWTH AREA ELEMENT

GROWTH AREA DESCRIPTIONS

collected by their lower-than-anticipated property taxes. In the case of Willcox, it removes land that could otherwise be used more productively for ranching or agriculture.



Undeveloped Parcels

Subdivisions are legally designed to be permanent divisions of land. Moreover, the City's options to resolve the challenges associated with a distressed subdivision, like Cochise Lakes, are greatly diminished following the sale of any parcels to private individuals. Although this problem is pervasive throughout the west, it is also a fairly recent phenomena. Consequently, solutions, based on successful case study research, are limited.

This area is included within the growth area element, not because there is significant near-term development pressure, but because there is not. However, due to its size and the legal entitlements in place, whatever happens within this subdivision is likely to have a significant impact on the City as whole for decades to come. There are steps the City can and should take to encourage responsible growth in this area moving forward.

HISTORIC DOWNTOWN WILLCOX

Downtown Willcox features a mix of employment, food and shopping to serve its residents and attract visitors. It also has a rich history and an eclectic mix of historic structures. However, this area, like many historic downtowns, faces several challenges, including the prevalence of the following:

- building vacancies and absentee owners;
- older buildings which can face higher ongoing maintenance and repair costs, particularly in cases of deferred maintenance;
- aging infrastructure serving the area.



Downtown Willcox

In addition, there can be challenges associated with code compliance. For example, zoning codes may discourage vertical and/or horizontal mixed use, while modern building and fire code requirements may make retrofitting new uses more difficult and costly.

This area is a very important growth area for the City. There are several strategies that can be used by the City to address the challenges just mentioned.

GROWTH AREA GOALS, OBJECTIVES AND STRATEGIES

GA Goal 1: Support infill and redevelopment in established areas of the City where there is existing infrastructure to support it.

Strategy: Continue marketing initiatives, as well as developer assistance efforts, to promote Willcox as an attractive yet affordable location to live, work, invest in and visit.

Strategy: Pursue federal and state funding assistance and/or grants to reduce the costs associated with renovation, revitalization, historic property historic property assessment, infill and redevelopment planning.

Strategy: Environmental contamination is costly to remediate and can represent a significant hurdle for redevelopment. Cleaning up a contaminated property can improve a property's value and marketability. Consequently, the City should continue to participate in the Environmental Protection Agency's (EPA) Brownfield Site Assessment Program Grant Program currently administered through the County, in order to identify and assess environmentally contaminated sites, also known as brownfields, within the City and its growth boundary.

Strategy: The City should consider establishing a foreclosure registry, which requires the designation of a property manager who subsequently takes responsibility for continued maintenance and upkeep of the foreclosed property, in order to mitigate costs associated with the upkeep of foreclosed properties and to reduce blight associated with their presence.

Objective: Encourage re-investment within the downtown growth area.

Strategy: Consider developing a vacant building monitoring program within the downtown. Vacant structures are associated with increased risk of criminal activity, rodent infestation and fire. A vacant building monitoring program would help assure continuous maintenance by individual property

owners.

Strategy: Consider amending the zoning regulations to permit higher-density and/or a mix of uses within the downtown in order to attract additional residents to the urban core and support revitalization efforts.

Objective: Encourage appropriate growth and development within the State Land Trust growth area.

Strategy: Continue communication and coordination with the ASLD. If a concept plan is created for this parcel, by the ASLD, it should be added to this General Plan to ensure compatibility with nearby uses and the availability of City infrastructure to support it.

GA Goal 2: Encourage responsible, incremental growth through annexation.

Strategy: Develop an annexation plan for Willcox that identifies areas adjacent to the City, with near-term growth potential, that could provide a higher ratio of potential revenue received versus anticipated cost to serve.

GA Goal 3: Ensure new development funds its proportionate share of the costs associated with the provision of public infrastructure and services to accommodate the project. (Specific strategies regarding this goal are included under the Cost of Development Element.)

GA Goal 4: Proactively try to address the scattered development pattern and overall lack of construction within the Cochise Lakes subdivision.

Strategy: Consider partnering with individuals in the private and not-for-profit sectors to identify opportunities to consolidate lots and rezone properties for non-residential, recreational and/or mixed use, where appropriate.

Strategy: Consider developing and implementing policies intended to streamline and reduce the cost

GROWTH AREA GOALS, OBJECTIVES AND STRATEGIES

of re-platting for parcels within the Cochise Lakes growth area. Consider fee waivers to encourage parcel consolidation.

Strategy: Consider amending the City's subdivision regulations to include "reversion to acreage," which is a legal means by which subdivided lands may be returned to large blocks of undivided land.

THE WATER RESOURCE ELEMENT

The water resource element provides an analysis of how the projected future growth will be adequately served by the available water supply or a plan to obtain additional water supplies.

INTRODUCTION

A dependable, adequate water supply is vital to every municipality's well-being. The City must be able to provide an adequate amount of high quality, potable water to serve its current and projected future population. The Arizona Department of Environmental Quality (ADEQ) and The Environmental Protection Agency (EPA) requires the City regular monitor and test the drinking water for contaminants, such as coliform, nitrate/nitrite, and E. Coli, to assure all state and federal drinking water requirements are met. Water samples are taken from various locations throughout Willcox for testing associated with this monitoring. The City does not test non-exempt wells, which are privately owned wells with a capacity equal to or less than thirty-five gallons per minute.

Willcox growth potential relies on efforts to increase access to the aquifer via new wells while maximizing

conservation and recharge of all available water resources. Stewardship of municipal water resources begins with conservation planning. Xeriscape practices and native drought-tolerant plant materials are recommended for landscaping, both in residential and non-residential uses. Recycling treated effluent, used for activities such as turf irrigation at the Twin Lakes Golf Course, can help conserve local water production for domestic and fire-fighting purposes.

Consideration of groundcover recharge techniques can lead to significant replenishment of the Willcox aquifer. Possibilities include retention and recharge of floodwater, utilization of wetlands and continued wastewater treatment recycling – allowing excess to percolate into the soil. These programs are seen, potentially, to help mitigate the area's ground subsidence problems.

STATE LAW REQUIREMENTS

According to Arizona Revised Statutes, Section 9-461.05-D 5, the Water Resource Element addresses:

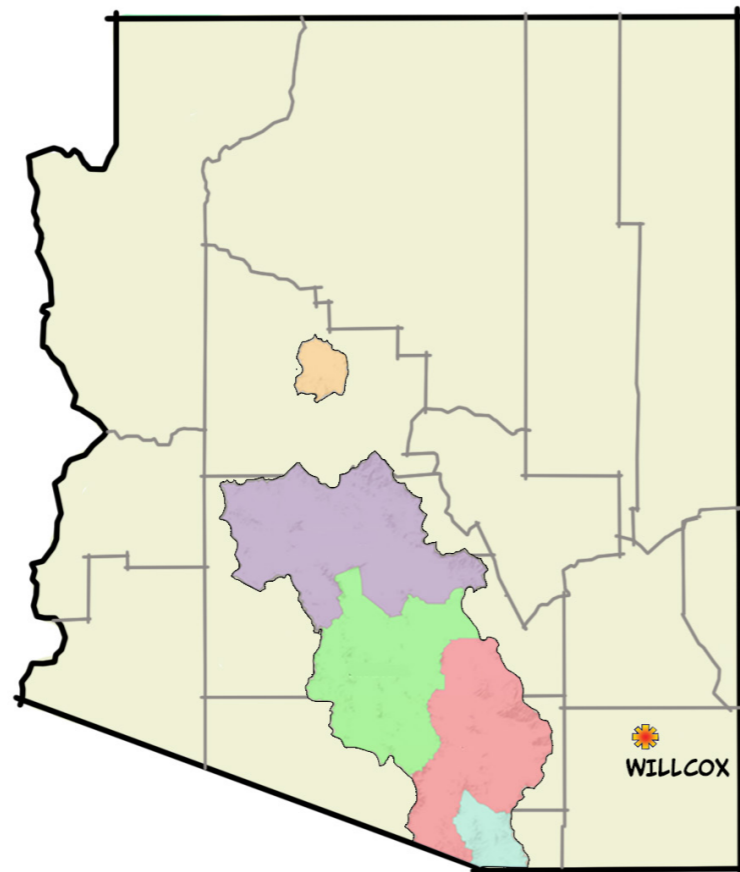
- a. The known legally and physically available surface water, groundwater and effluent supplies.
- b. The demand for water that will result from future growth projected in the general plan, added to existing uses.

- c. An analysis of how the demand for water that will result from future growth projected in the general plan will be served by the water supplies identified in subdivision (a) of this paragraph or a plan to obtain additional necessary water supplies.



WATER AVAILABILITY AND QUALITY

Figure 10: Active Management Areas (Colored)



WATER REGULATION BACKGROUND: As a result of the 1980 Arizona Groundwater Code, five Active Management Areas (AMAs) were created in Arizona. These areas were formed to more actively and aggressively manage the state's finite groundwater resources. The designed AMAs have a heavy reliance on groundwater, corresponding to their high growth rates and population levels. The location of AMAs within the state are shown in Figure 10. All other areas within Arizona, including Willcox, are regulated by the Adequate Water Supply (AWS) Program, which is administered by the Arizona Department of Water Resources (ADWR).

As of 2008, all cities and towns in Cochise County became subject to mandatory adequacy requirements. As a result, a 100-year water adequacy determination from the ADWR is required prior to final plat approvals. The Arizona Department of Real Estate will not issue a public report, allowing the developer to sell lots, without a demonstration of an assured water supply.

WATER SOURCE AND AVAILABILITY: When a water-bearing rock readily transmits water to wells and springs, it is called an aquifer. According to the Safe Drinking Water Foundation, aquifers are underground water reservoirs, which store 97% of the planet's liquid fresh water. When groundwater is pumped and not replenished naturally, it creates a cone of depression which creates problems for other well owners. Most concerning, if left unchecked, a cone of depression can ultimately modify the flow of groundwater as well as the distribution of pollutants. In response, private well owners must dig deeper to tap into the aquifer, which can be prohibitively expensive for some users and can worsen cones of depression.

While there are some perennial streams in the surrounding mountains, all streams within the Willcox planning area are ephemeral and internally drain into the Willcox Playa, which is a 50-square mile, ancient

dry lake. Consequently, groundwater is the main source of water for municipal, agricultural, industrial and exempt domestic users in Willcox. To date, there are approximately 7,500 wells in the Willcox basin that tap into, and rely upon, the groundwater supply from the Willcox basin.

Municipal water consumption is moderate, residential customers use on average 164 gallons per day. Non-residential customers, including commercial and multi-family developments use 527 gallons per day. The City's primary well produces between 265 and 281 million gallons annually, depending on fluctuations in demand. This currently serves over 1,428 residential and 417 non-residential connections and it is estimated that it could adequately serve the moderate growth in population that is projected in the next 10-20 years.

WATER AVAILABILITY AND QUALITY

Figure 11: The Willcox Basin (Colored)



Agriculture is the predominate user of potable water. In fact, agricultural use alone accounts for 90 percent of all groundwater withdrawals in the area. In addition, the nearby Apache Generating Station, which is one of just 62 generation and transmission electric cooperative in the US, annually withdraws more than double the amount of groundwater than all municipal users in Willcox combined.

According to a 2009 ADWR Hydrologic Map Series (HMS), Water Level Change Map Series (WLCMS), and Basin Sweep Assessment Report, "Water levels in the Willcox Basin have declined at one of the most drastic rates seen in the state. It is believed that a combination of drought conditions, lack of recharge and continued agricultural withdrawals are factors contributing to this rapid water level decline. Additionally, given the geology

in the basin and declining water levels, this basin has great potential for subsidence activity to occur."

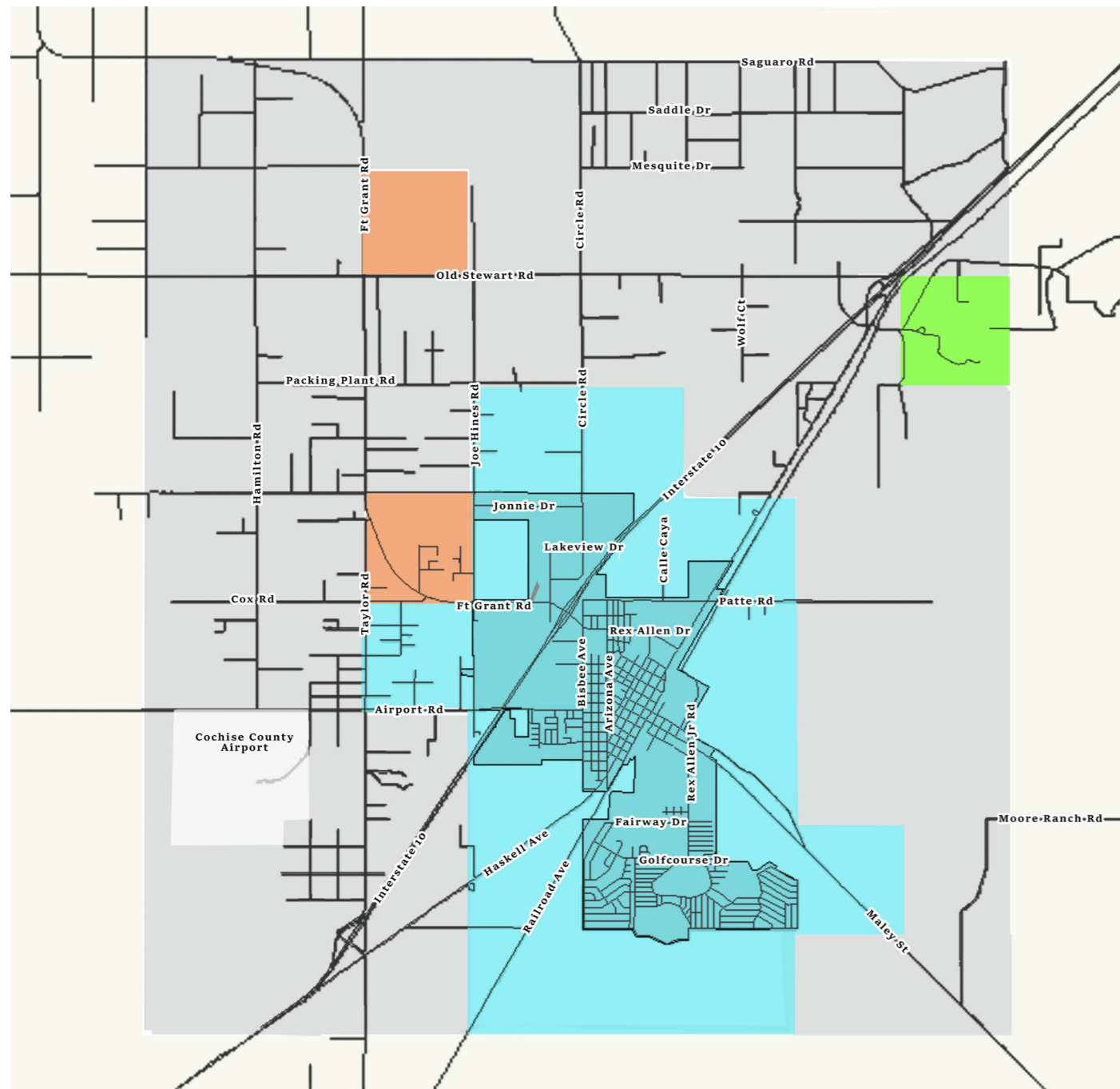
Within the Willcox Basin, between 1990 and 2004, nearly all the 587 wells measured by ADWR exhibited declining water levels, with the average annual decline rate of two feet per year. The most significant declines were observed in the south-central portion of the basin, where declines of up to 90 feet were noted during the fourteen-year observation period. A 2014 ADWR areawide estimate of drawdown level within the Willcox basin calculates 182,200 acre-feet drop annually.

The Willcox aquifer is approximately 1,910 square miles, and encompasses a large portion of central Cochise County, extending north into southern Graham County (see Figure 11). The City uses three wells to tap into the Willcox aquifer, located deep underground at the base of the Circle I Hills in order to meet municipal drinking water demand. This aquifer is supplied by natural run-off from the surrounding mountains. After being pumped from the aquifer, the water is then stored in a 1.5-million-gallon tank located on "W" Mountain.

The area shown on Figure X has received the "Adequate Water Supply Designation." This means the City has successfully demonstrated that there is a physical supply of water, its associated infrastructure, legal rights and water treatment capacity available and enough to serve the community for 100 years. The ADWR requires annual reporting as a checks and balances approach to ensure that cities are prepared to meet current, committed, and projected water demands.

The hydrologic study associated with this designation determined the City could pump 1,938 acre-feet/year from this area without significant water level declines

ADEQUATE WATER SUPPLY (Figure 12)



WATER AVAILABILITY AND QUALITY

given the amount of groundwater and effluent available to serve and fulfil that 100-year demand.

WATER QUALITY: All the ground water is disinfected with chlorine prior to being introduced to the City's drinking water system. Willcox has an extensive Backflow Prevention Program which ensures the correct installation and maintenance of backflow devices at new connections to the water system. These backflow devices ensure that untreated water is not able to enter the City's water distribution system. The City is also actively replacing all existing meters with newer meters that can be read electronically to ensure enhanced data quality and more accurate billing.

In addition, the City publishes an annual drinking water quality report, which is subsequently available on the City's website. Within this report, the levels of coliform, nitrate, nitrogen, arsenic, lead and copper, their likely source and their possible health effects are disclosed. The most recent report indicates the level of contaminants present meet the EPA's safe water drinking standard.

WASTEWATER AND EFFLUENT

The City owns and operates a centralized wastewater treatment plant (WWTP) within municipal limits. Waste is delivered from connections to the plant using gravity feeds that are supplemented by lift stations where there is insufficient for gravity flow and/or when the use of gravity conveyance would result in excessive excavation depths. The WWTP has a treatment capacity of 0.6 million gallons per day (mgd) with a maximum monthly average flow rate of 0.474 mgd. It serves 1,032 residential wastewater connections.

The intended results were an improvement of the discharge quality to Cochise Lake, which is an impaired water body and a regional birding destination as well as a reduction in health risks associated with environmental deterioration and ground and surface water contamination.

Currently, treated effluent is used for irrigation of the Twin Lakes Golf Club. The water used for irrigation would otherwise need to be supplied using potable water.

In 2019, the City completed significant rehabilitation and upgrade improvements to its wastewater treatment plant. Major improvements included:

- converting the existing lagoon system to a more efficient, and higher capacity, oxidation ditch system;
- installing secondary clarifiers, tertiary filters, disinfection and sludge management facilities; and

To date, the City is in full compliance with federal and state effluent discharge regulations, including the Arizona Pollutant Discharge Elimination System (AZPDES) permit and the Aquifer Protection Permit (APP) of the Arizona Department of Environmental Quality (ADEQ) for fecal coliforms, total suspended solids, nutrient removal and other pollutants.

WATER RESOURCE ELEMENT

WATER RESOURCE GOALS, OBJECTIVES AND STRATEGIES

WR Goal 1: Protect the availability and quality of the municipal groundwater supply for the current and future residents of Willcox.

Strategy: Pursue federal and state funding to mitigate groundwater pollution caused by existing and historic land uses, particularly within identified brownfields, which may pose a threat to groundwater resources.

Strategy: Maintain the 100-year Assured Water Supply designation from the ADWR.

Strategy: Consider adoption of well spacing requirements and/or the adoption of groundwater protection zones, particularly in areas within proximity to the existing municipal wells.

WR Goal 2: Develop a more robust understanding of the current and projected water needs in order to determine the long-term impacts to the Willcox aquifer.

Strategy: Continue to participate and promote educational opportunities and workshops, like the Willcox Water Project, in order to increase community understanding and build consensus regarding water resource issues and their potential solutions.

Strategy: Data collection and reporting is a critical part of groundwater modeling/drinking water projection development. Increased metering throughout the planning area is encouraged to understand the impacts from current and future development to the groundwater.

WR Goal 3: Reduce the annual amount of groundwater water level declines.

Strategy: Maximize the availability and use of treated effluent, as an alternative to potable water use. Reclaimed water is a by-product of municipal water use. Converting septic users to the City-operated centralized wastewater system would increase the amount of reclaimed water overall. In Willcox, municipal reclaimed water is reused to irrigate the

Twin Lakes Golf Course, which provides recreation and valuable wildlife habitat. In the future, as reclaimed water levels increase, this water could also be used to irrigate crops, which in turn, would reduce consumption of potable water.

Strategy: Develop a municipal water conservation program to reduce overall water use and relieve pressure on the local groundwater supply that meets or exceeds ADWR requirements.

Strategy: Ensure new developments possess the necessary water resources to serve their future residents. All future approved subdivisions should be served by the municipal source or a community system accredited by the Arizona Corporation Commission. Consequently, future platting of “dry lot” subdivisions, where each individual lot is served by onsite well and septic systems, is discouraged.

Strategy: Continue to work cooperatively with the state and ADWR to refine existing water legislation policies and regulations.

WR Goal 4: Geographically concentrated well pumping exacerbates groundwater level decline and land subsidence. The City encourages a greater distribution of pumping over the larger basin. This will result in more even pumping and increase system redundancies overall.

Strategy: Initiate additional explorational drilling and testing within the greater Willcox area to identify potential new, viable well sites to serve municipal and agricultural water demand.

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ENVIRONMENTAL PLANNING ELEMENT

The environmental planning element contains strategies to address effects associated with potential development as it relates to air quality, water quality and natural resource conditions.



INTRODUCTION

Stormwater and flood control issues are a persistent environmental concern in Willcox. Following tropical storm Octave in 1983, the City devised an extensive floodwater channel system that has significantly helped reduce property damage from seasonal monsoon rains. However, as shown in Figure 15, a majority of the City is considered part of the 100- or 500-year floodplain by the Federal Emergency Management Agency (FEMA). As a result, additional permits and insurance are required for most development in the City. Soils within the City limits are generally conducive to development, although their lack of permeability contributes to local stormwater runoff problems.

Additionally, there are concerns regarding soil subsidence within the Willcox planning boundaries. This condition results from groundwater drawdown, usually where there is an abrupt change in subterranean geologic layers. (For a more in-depth discussion of subsidence please see chapter 5, Water Resource Element.)

Water Quality in Willcox is very good. City policies to prevent degradation of the underground water

supply are pursued rigorously. The City provides connections to its wastewater treatment system, wherever feasible, to reduce problems associated with septic system leaching into the aquifer. Aggressive remediation practices to clean up the presence of hazardous materials, including removal of abandoned underground storage tanks, is also encouraged.

Air quality in the region is similarly very good. While vehicle emissions are a frequently cited source of air pollution, there are no requirements for vehicle emissions testing in Willcox. This is likely to remain true for the lifespan of this document. On the other hand, Willcox has many dirt roads, which can produce airborne particulates that reduce air quality. Road improvement through hard surfacing is key to the City's dust abatement problem.

Preserving native vegetation and promoting habitat conservation/restoration for animals is big part of maintaining Willcox's appeal to naturalists. Resident and visitors, alike, greatly appreciate the natural outdoor surroundings that provide opportunities for activities ranging from birdwatching to trail rides into the nearby mountains.

STATE LAW REQUIREMENTS

According to Arizona Revised Statutes, Section 9-461.05-D 3, the Environmental Planning Element shall contain analyses, policies and strategies to address anticipated effects, if any, of plan elements on air quality, water quality and natural resources associated with proposed development under the general plan. The policies and strategies to be developed under this

element shall be designed to have community-wide applicability and shall not require the production of an additional environmental impact statement or similar analysis beyond the requirements of state and federal law.

AIR QUALITY

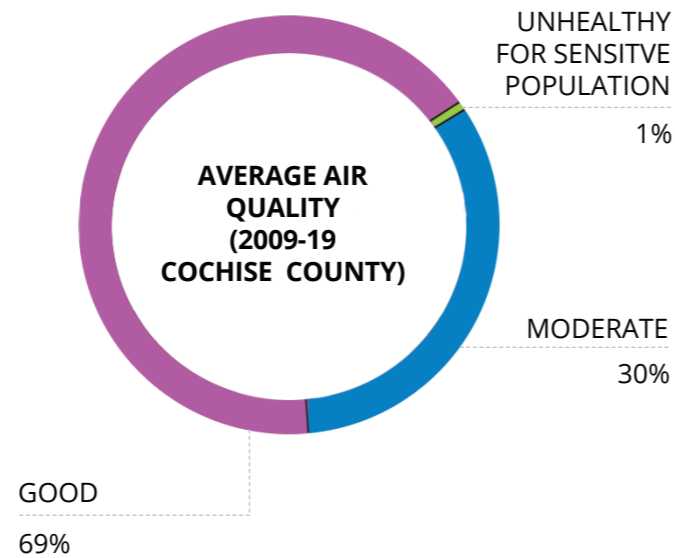
AIR QUALITY: Good air quality is critical to the well-being of the City's residents. It is a particularly important health concern to those who have sensitivity to air pollution due to respiratory ailments, such as asthma. Air pollution can cause loss of productivity due to illness, as well as damage to buildings and crops, making it a hazard not only to the environment, but also to the economy. Traffic congestion, smoke, and pollution from industrial factories and power stations are all major contributors to reduced air quality.

MEASUREMENT: Air quality data is derived from the U.S. Environmental Protection Agency's Air Quality Index (AQI) Report, which is an annual summary of the presence of major air pollutants, nationwide.

The AQI is broken down into the following six categories: good, moderate, unhealthy for sensitive groups, unhealthy, very unhealthy, and hazardous. It quantifies the number of days per year that the County or select municipalities fall into each category.

Statewide many areas, including Willcox, do not have monitoring stations. The closest data monitoring stations measure data for the Sierra Vista-Douglas statistical area and Cochise County overall. For the purposes of this report, air quality for Cochise County was evaluated over the 2009-19 time period.

The data from the AQI suggests Cochise County has very good air quality. During the last ten years the air quality was considered "good" approximately 69% of the year. It was considered "moderate" 30% of the year and "unhealthy for the sensitive population" 1% of the time. Significantly, there were no recorded days that fell within the "unhealthy," "very unhealthy" or "hazardous" ranges. Overall, Cochise County has better-than-average air quality when compared with all other counties in Arizona.



NON-POINT SOURCE AIR POLLUTION: As a small town, largely free of traffic congestion, the most significant non-point source of pollution in Willcox is dust from its unpaved roads. Dirt roads serve the lowest traffic volumes throughout much of the area. It should also be noted, unpaved roads provide farmers and the mining industry essential access from higher volume roads to their individual parcels.

While particulate matter emissions can originate from many sources, such as construction, wind erosions and wildfires, unpaved roads are the single largest pollutant source. Although dust is generally non-toxic, it can affect worsen health conditions especially among individuals with pre-existing respiratory issues. It can also interfere with plant crop growth and can damage mechanical equipment.

POINT SOURCE AIR POLLUTION: The Apache Generating Station is a 204.0-megawatt coal-fired power station owned and operated by the Arizona Electric Power Cooperative. It's located approximately 10 miles southwest of the nearest City boundaries. Coal-fired power plants emit a fine particle pollution mixture of soot, heavy metals, sulfur dioxide, and nitrogen oxides. These emissions

AIR QUALITY

contribute towards exacerbating wildfires, heat waves and droughts.

Nationwide, over the past decade, a significant number of power plants have switched from coal to natural gas, largely in response to stricter emission standards, low natural gas prices, and political pressure from environmentalists. In addition, the availability of cheaper, cleaner energy, like solar, has also contributed to the recent increase of coal-fired plant closures.

The Apache Generating Plant is just one of the 20

remaining coal plants in the western United States whose owners have not committed to a date-certain retirement. However, in 2018, one of the power station's units was switched to natural gas to comply with the EPA's regional haze regulations. Also, the plant noted in its latest annual report that the last remaining coal unit can burn a combination of coal and gas. It is not unreasonable to assume that at some point, this conversion from coal to natural gas or renewable energy will inevitably occur, further improving air quality in Willcox the surrounding area.

WATER QUALITY AND LAND SUBSIDENCE

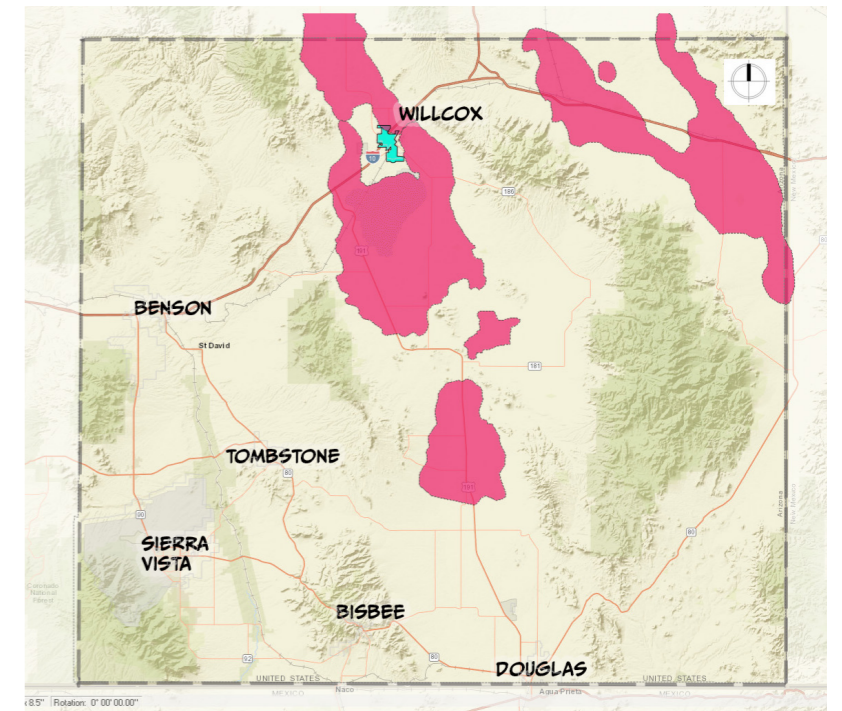
WATER QUALITY: Water quality within Willcox from the municipal supply presently meets the EPA's safe water drinking standard, as discussed in Chapter 6, Water Resource Element. However, this municipal supply serves a small population when compared with the total withdrawals from the Willcox basin.

NON-POINT SOURCE WATER POLLUTION: Like many municipalities, Willcox faces stormwater management issues and non-point source water pollution associated with urban runoff. Urban runoff meets debris and pollutants as the water flows through City and into channels and storm drains. Runoff rates are fast and soil infiltration is limited due to the naturally hard-packed composition of soil of the region.

Following the construction of floodwater channels by the City in the 1980s, the majority of stormwater resulting from heavy rainfalls has been diverted to dry lakes in the area. The goals and strategies included in this Plan seek to reduce stormwater runoff and its associated pollution.

LAND SUBSIDENCE: Land subsidence is the lowering

Figure 13: Land Subsidence in Cochise County (Colored)



of the level of land, caused by the lowering of the underground water table. This phenomenon is prevalent throughout Arizona. However, according to the Arizona Department of Water Resources (ADWR), the Willcox Groundwater Basin has the highest land subsidence rate

ENVIRONMENTAL PLANNING ELEMENT

in Arizona. The ADWR has collected the data necessary to determine the location and rate of subsidence in the Willcox basin since 2008.

Figure 13 shows current subsidence locations within Cochise County, indicated by the color red. Subsidence

WATER QUALITY & LAND SUBSIDENCE

is most noticeable where rates of subsidence differ within adjacent area. This often produces fissures, which in turn, can damage roads and structures. Subsidence is generally not repairable, so efforts to monitor and reduce future subsidence rates and spread are key strategies.

STORMWATER RUNOFF AND FLOODING

Stormwater runoff is generated from rain that flows over land and does not soak into the ground. The presence of impervious surfaces, such as roads and parking lots and roofs, increase the rate of runoff. Hard, compact soil takes an increased amount of time to allow water to soak into the ground. As the stormwater flows, it picks up and distributes trash, pesticides, animal waste, dirt, oil, and grease present on the ground.

Willcox is located on the north edge of a regional closed basin lakebed in the Sulphur Springs Valley known as the Willcox Playa. Due to the relatively flat terrain and

the lack of any natural non-ephemeral rivers, drainage within the area is characterized by broad and shallow sheet flooding, ponding, and a series of small, manmade drainage ditches and channels.

As stated in the introduction, and illustrated in Figure 15, a majority of the City is within the FEMA designated floodplain. Any development within areas designated as flood zone hazards is subject to standards and regulations in conformance with the National Flood Insurance Program.

LIGHT AND NOISE POLLUTION

Light and noise pollution can be attributed to a wide range of sources including highways, roads, railroads, as well as various land uses like commercial and industrial use. The level of noise or light disturbance associated varies by use and location.

Noise and light tend to cause the most problems where incompatible land uses are in close proximity. Sustained high levels of noise or unsightly glare from lighting can adversely impact quality of life. Providing adequate buffering, shielding, or proper site planning can help mitigate noise and light pollution impacts. Figure 14 shows the relative level of light pollution present in Cochise County currently. The City of Willcox generally falls within class 3 (Rural) on the outskirts of the and 4 (Rural/suburban transition) within the more developed City center.

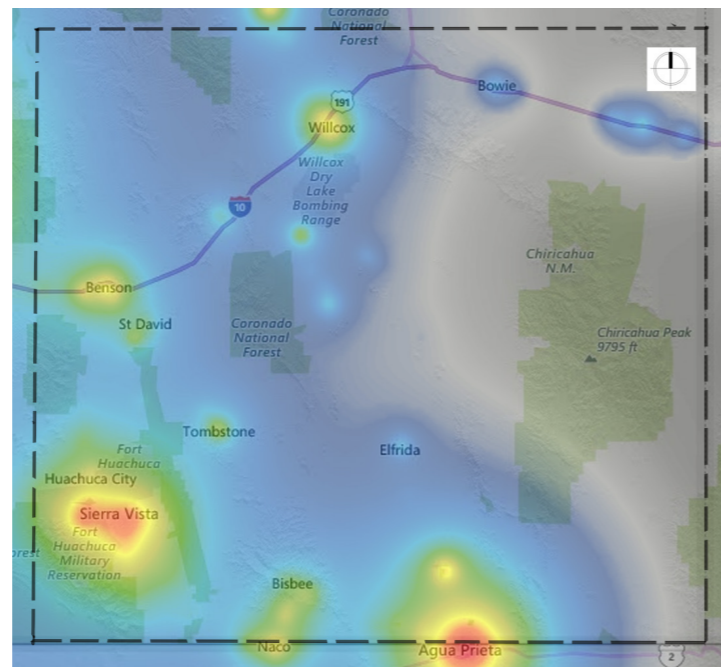
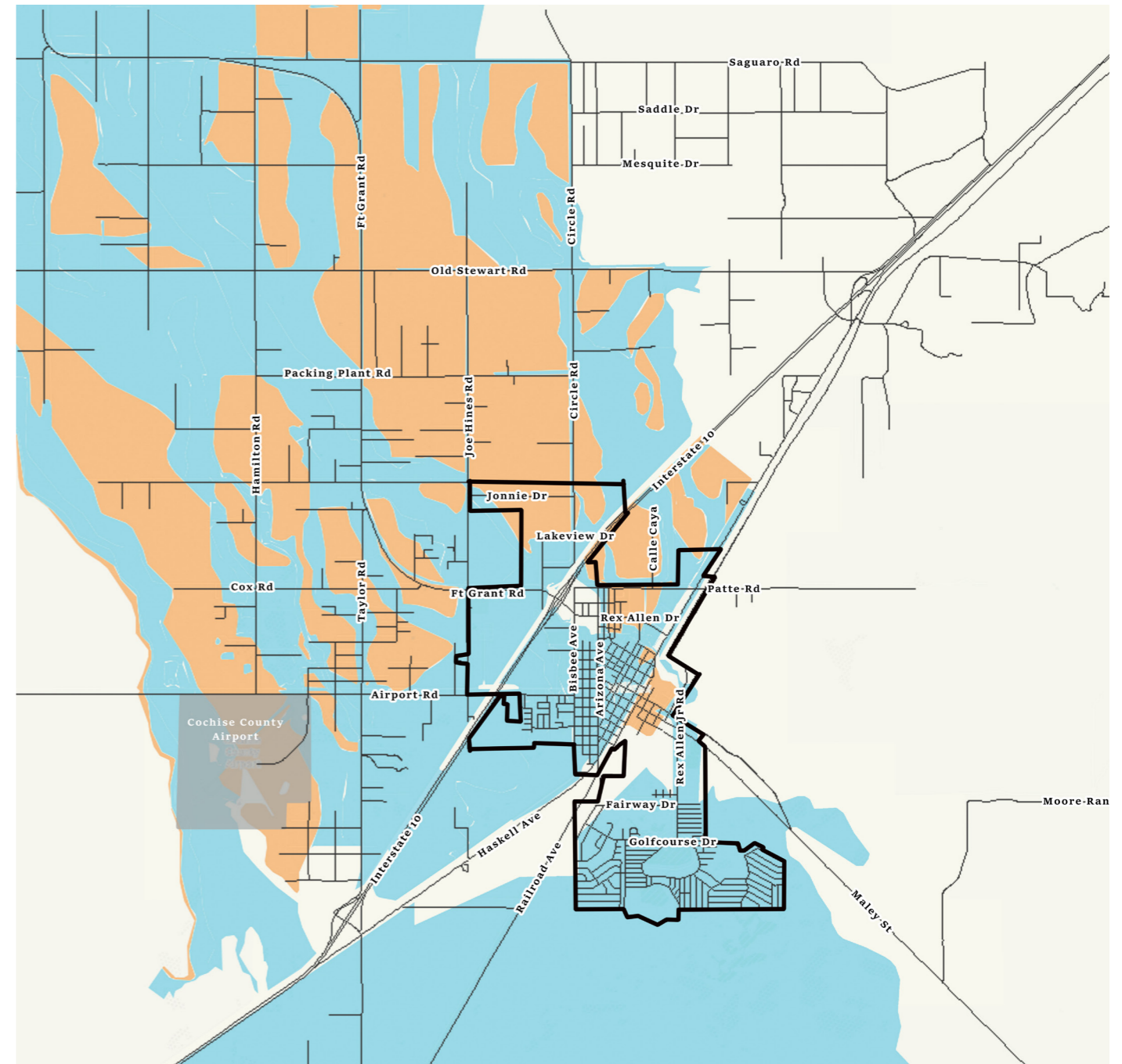


Figure 14: Bortle Scale Light Pollution Map

ENVIRONMENTAL PLANNING ELEMENT

FLOOD ZONES MAP (Figure 15)



- City of Willcox**
- Airport**
- 100-year floodplain. Parcels included within this designation have a one percent annual chance of flooding and a 26 percent chance of flooding over the life of a 30-year mortgage. Purchase of additional flood insurance is required for all parcels included in this area.
- 500-year floodplain. Parcels included within this designation are at moderate flood hazard risk and have a 0.2 percent annual chance of flooding. Purchase of additional flood insurance is required for all parcels included in this area.

VEGETATION: The natural ecosystem of Willcox is generally characterized as a sparsely vegetated, yet biologically diverse, desert grassland. In general, desert soils are somewhat fragile and, when disturbed, are readily invaded by Desert Broom (*Baccharis sarothroides*), mustards (*Brassica* species) and ragweed (*Ambrosia* species). More specifically, the area within City limits contains three distinct vegetation zones, which are described in further detail below and illustrated in Figure 16.

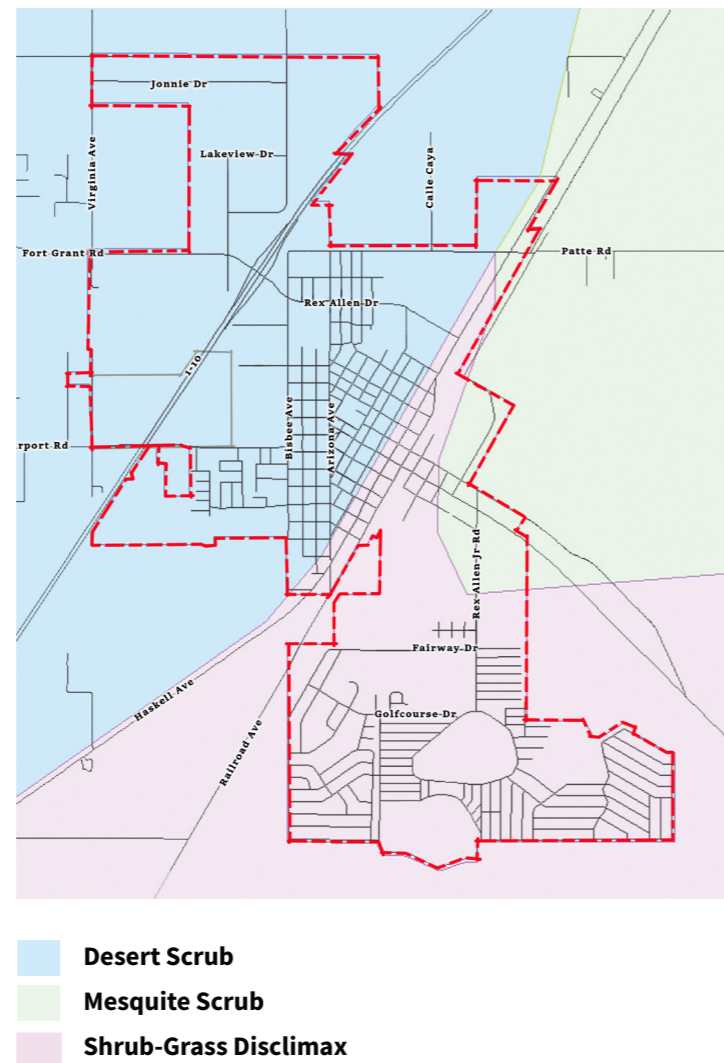
Desert Scrub - "Desert scrub" is a general term that includes several desert plant communities occurring usually at elevations below 3,500 feet. These are the areas of hot summers, mild winters, with low (9 inches or less) and irregular rainfall. The vegetation is a mixture of shrubs, succulents, herbs, and a few grasses.

The major threat to desert scrub vegetation is the invasion of non-native grasses that were originally introduced to the region for rangeland improvement. Primarily this includes Lehmann lovegrass (*Eragrostis lehmanniana*) and buffelgrass (*Pennisetum ciliare*). It is important to note that while fire is beneficial in most grasslands it is not recommended within desert scrub communities that have been invaded by either of these species, due to their higher relative fire tolerance. About half of Willcox, mostly in the northwestern part of the City, is characterized by desert scrub vegetation.

Mesquite Scrub - "Mesquite scrub" is found in a small central-eastern portion of Willcox. This community is similar to the desert scrub community of the west in terms of vegetation. However, there is an increased presence of mesquite. Whether the mesquite occurred naturally is debatable, but there is evidence that it has historically expanded its range and is likely to continue expanding into former semi-desert grassland.

Shrub-Grass Disclimax - "Shrub-grass disclimax" is generally populated by short bunch-grasses and

Figure 16: AZ Game and Fish Vegetation



half-shrubs in very open irregularly spaced stands. In localized areas with more access to moisture, there are scattered patches of evergreen shrubs and tall bunch-grasses. Roughly half of Willcox is included in this vegetation zone.

WILDLIFE: The Willcox area is known for attracting thousands of Sandhill Cranes each winter. It is also home to a nearly 500 species of other birds, on both a migrating and year-round basis. There is an impressive variety of amphibians and reptiles, such as the threatened Chiricahua leopard frog and desert tortoise, as well as mammals, like javelinas and the endangered New Mexico meadow jumping mouse.

NATURAL RESOURCES

NATURAL RESOURCES

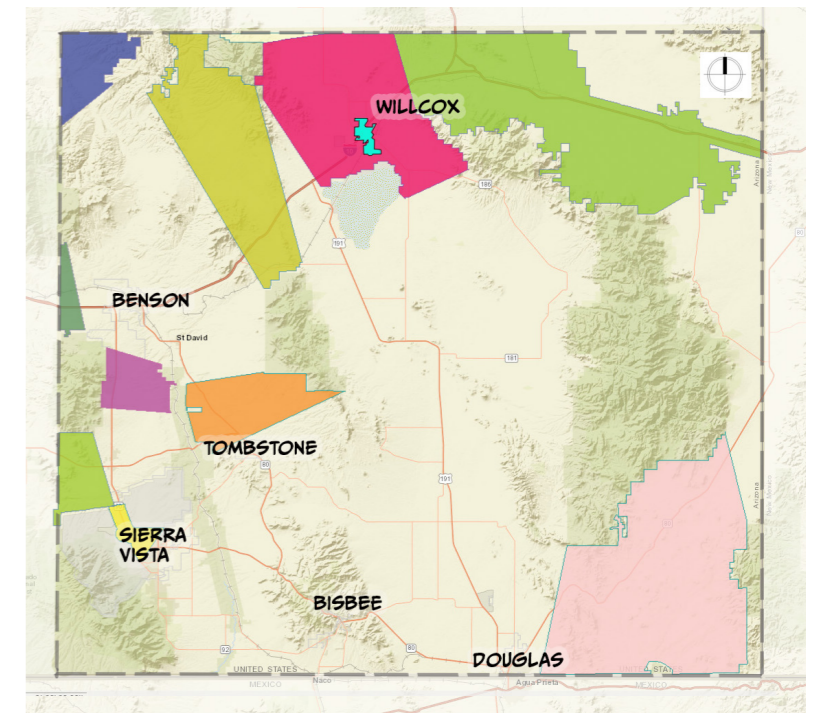
In regard to wildlife protection, Willcox and the surrounding area does not contain U.S. Fish and Wildlife Service (USFWS) Critical Habitat. Critical habitat is considered essential to the conservation of threatened or endangered species and requires additional protection through regulations.

Since 2004, biologists, engineers, planners and land managers statewide have worked together to identify the locations of potential wildlife movement corridors as well as opportunities for the conservation of these corridors. Figure 17 shows the location of potential linkage zones throughout Cochise County. The area colored in red, which includes all of Willcox and its greater planning area, is considered the "Willcox Playa" wildlife linkage zone.

While the impacts of human development, in the form of habitat loss are well documented and generally understood, the disruption of wildlife movement and migration is less immediately obvious. Animals move across the landscape to varying extents in order to acquire the food, water and shelter they need to survive. This migration can impact humans by increasing unwanted close encounters with wildlife and increasing collisions between animals and drivers.

Many animals use washes as travel corridors. Roads can represent a threat to animals, particularly where they cross major washes. It is important to consider wildlife connectivity as part of the planning process for all new roads and proposed development to help facilitate animal migrations.

Figure 17: Potential Wildlife Linkages (Colored)



EP Goal 1: Maintain a high-quality, safe, and reliable municipal potable water supply.

Strategy: A concentration of individual septic systems is associated with high levels of nitrate infiltration into the groundwater. To the extent feasible, the City should protect the groundwater supply from existing septic systems within the planning boundary and develop strategies to mitigate their negative impacts.

Strategy: Encourage infill development in areas where water and sewer utilities exist, are planned, or can easily be established. This is related to, and future discussed, within the Cost of Development Element.

Strategy: Continue to expand sanitary sewer service to the growth areas identified in this plan as well as other areas where near-term growth is anticipated.

Strategy: Continue to update, expand and modernize the municipal wells and their associated conveyance system, as needed.

EP Goal 2: Maintain good quality air.

Strategy: Encourage the use of non-vehicular modes of transportation, as outlined in the Circulation Element, to reduce overall vehicle emissions.

Strategy: Within the zoning regulations, continue to restrict open burning. Consider inserting additional requirements for developers to provide a dust control plan for use during new construction.

Strategy: Consider acquiring hybrid or alternative fuel vehicles to replace older vehicles within the City fleet, as needed.

EP Goal 3: Continue to preserve and protect the natural environment.

Strategy: Develop safe public access points to open space areas identified within the Open Space Element.

Strategy: Continue to develop and implement zoning regulations that preserve indigenous plant species,

ENVIRONMENTAL PLANNING GOALS, OBJECTIVES AND STRATEGIES

natural washes and wildlife corridors.

Strategy: Design all new roads and wash crossings to minimize impacts on wildlife movements. Revise the design requirement for roads to minimize their width commensurate with projected traffic volumes.

Strategy: Continue to abate improper outdoor storage through targeted code enforcement to protect the environment and enhance the aesthetic appearance of the City.

Strategy: Continue to monitor known illegal dumping sites within Willcox and its planning area.

Strategy: Pursue grant funding from County, State and federal sources to help combat illegal dumping through additional signage, demonstration projects and community outreach.

EP Goal 4: Reduce levels of noise and light pollution.

Strategy: Encourage adequate buffering, shielding, and proper site planning to help mitigate noise and light pollution impacts on adjacent uses through the zoning regulations and site plan review.

Strategy: Reduce artificial lighting impacts on night skies by implementing additional dark sky light regulations within zoning, particularly for non-residential uses and commercial signage.

Strategy: Consider pursuing the designation as a "Dark Sky Community" from the International Dark Sky Association.

EP Goal 5: Minimize all flood hazards to people and property by reducing stormwater runoff and localized flash flooding.

Strategy: Develop a Stormwater Management Program to serve as a comprehensive management tool for improving stormwater quality Citywide. This program should address Willcox's efforts to reduce the discharge of pollutants, to the maximum extent practicable, while promoting public awareness of water quality issues and

ENVIRONMENTAL PLANNING GOALS, OBJECTIVES AND STRATEGIES

the importance of managing stormwater.

Strategy: Continue to require the provision of adequate on-site retention for new development and redevelopment as well as appropriately sized facilities to retain and transport stormwater.

Strategy: Encourage and incentivize the use of permeable pavement over the use of traditional non-permeable materials.

EP Goal 6: Increase the quality and treatment of stormwater runoff.

Strategy: Incorporate stormwater management best practices, including low impact development (LID) techniques, into the zoning regulations.

Strategy: To the greatest degree possible, preserve/maintain washes in their natural states.

Strategy: Minimize impacts to washes by road and utility crossings. Where wash crossings are necessary, ensure they are designed to minimize disturbance to the natural environment.

Strategy: Encourage the use of non-structural flood control techniques where possible, particularly the retainment and use of natural vegetation for bio-retention.

EP Goal 7: Promote a more environmentally sustainable consumption of natural resources.

Strategy: Within public projects and facilities, incorporate green, sustainable practices and materials to reduce the City's consumption of potable water, to shift its reliance from traditional energy sources to more eco-friendly sources, and to provide a positive example to residents.

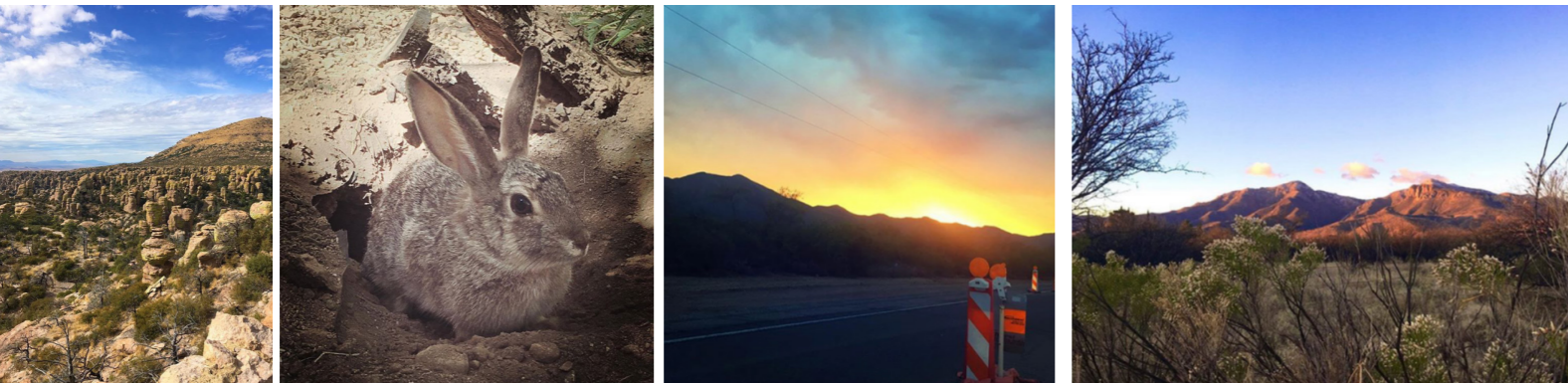
Strategy: Pursue external funding for energy efficiency programs through grants, matching funds and public/private partnerships.

Strategy: Encourage building construction and site

design that includes features such as shade structures/awnings, appropriate building orientation and xeriscaping to reduce energy reliance and provide additional user comfort.

COST OF DEVELOPMENT ELEMENT

The cost of development element identifies mechanisms used to finance public service needs generated by new development to ensure such mechanisms are applied in a beneficial manner that is equitable.



INTRODUCTION

The Cost of Development Element identifies various available methods that can be used to finance additional public infrastructure and services to serve, as well as attract, future growth and development. The overall intent of this Element is to enact meaningful policies that encourage new development to pay for public services through equitable cost/benefit techniques in compliance with state requirements (listed below).

In addition to growth management techniques cited in other portions of this document, the City evaluates a comprehensive approach in order to assess “fair share” contributions from developers specifically within this

element. Many municipalities in Arizona address the cost recapture issue through exaction of development impact fees from all new developments or increasing bond indebtedness. These approaches, however, are more effective where a rapid growth pace has been established. In Willcox, there are concerns that overly burdensome fees might cause investment to go elsewhere and heavy general obligation debt, which would burden existing taxpayers. Until a consistent pattern of growth is established, there are numerous ways for defraying costs, many of which can be tailored to the specific project.

STATE LAW REQUIREMENTS

According to Arizona Revised Statutes, Section 9-461.05-D 4, the Cost of Development Element identifies policies and strategies that the municipality will use to require development to pay its fair share toward the cost of additional public service needs generated by new development, with appropriate exceptions when in the public interest. This element shall include:

a. A component that identifies various mechanisms that are allowed by law and that can be used to fund and finance additional public services necessary to serve the

development, including bonding, special taxing districts, development fees, in lieu fees, facility construction, dedications and service privatization.

b. A component that identifies policies to ensure that any mechanisms that are adopted by the municipality under this element result in a beneficial use to the development, bear a reasonable relationship to the burden imposed on the municipality to provide additional necessary public services to the development and otherwise are imposed according to law.

FUNDING MECHANISMS

TAXES

1. Transaction privilege tax (TPT), also known as sales tax: Sales tax is a percentage fee imposed on individual vendors, which in exchange for this fee, the vendor is granted the privilege of doing business in a location. It is a combined rate encompassing:

- The state sales tax rate of 5.6%
- The county sales rate of 0.5%
- The city sales rate is 3% (zipcode 85644), 0% (zipcode 85643)

As a result, in 2020, the total minimum combined sales tax for purchases in Willcox is either 6.1% or 9.1%. In Cochise County, sales tax rates within cities range from 6.1% (no additional city sales tax imposed) to 9.9% (3.8% City sales tax).

2. Property tax: Property tax in Arizona is assessed and administered in each individual county by the county assessor. Each municipality establishes, and may levy, a property tax on real property within its jurisdictional boundaries. In 2020, the property tax rate for the City of Willcox was 0.4107, which was the second lowest rate of the seven incorporated cities in Cochise County. The current property tax rates for municipalities in Cochise County range from 0.1124 to 2.9152.

FEES

1. Development Impact Fees: Development impact fees are one-time payments used to construct public improvements needed to accommodate new development. The fee represents future development's proportionate share of infrastructure costs. Development fees may be used for construction, acquisition or expansion of public facility infrastructure improvements or debt service for growth related infrastructure. It may not be used to pay for operations, maintenance, replacement or

correction of current system deficiencies.

In July 2011, the State Legislature enacted Senate Bill 1525, which limited municipalities in the types and methods for imposing development impact fees. Pursuant to ARS § 9-436.05, also known as "Enabling Legislation" all municipalities in Arizona may assess development fees to offset the infrastructure costs necessary to fund public services, that are owned and operated on behalf of the City, such as the following:

- Fire Facilities
- Library Facilities
- Parks and Recreational Facilities
- Police Facilities
- Street Facilities
- Wastewater Facilities
- Water Facilities

The Enabling Legislation contains additional provisions regarding public hearing procedures, the creation of an advisory committee and it mandates 5-year updates. To date, the City has not initiated the development of an Infrastructure Improvements Plan and Development Fee Report, which is required to levy additional development fees.

2. Permit Fees: Permit Fees are commonly assessed for public services such as building permits, rezoning fees, platting and other similar fees listed within the City's adopted fee schedule. Fee schedules are intended to cover the cost of services. Fees vary depending on the type of project, valuation, parcel size and number of required inspections. All fees subject to the fee schedule were last amended in 2006.

3. User Fees: User fees are fees directly assessed to

FUNDING MECHANISMS

the users of a public facility, like the Willcox City Pool and the Twin Lakes Golf Course, or a City service, such as potable water, to partially or totally defray the cost of the service or facility.

The City of Willcox currently operates four enterprise funds, further discussed in the next section, that levy user fees.

FUNDS

1. General Fund: The money in the general fund is for the City's primary source for daily operating expenses. It is comprised primarily of local revenues and state tax collection.

General fund revenues can be used where a financial match is required for grant requests. In addition, funds can be set aside over several years to build up revenues.

2. Enterprise Funds: Willcox operates four enterprise funds, related to gas, water, sewer and refuse operations, which reimburse the general fund for administrative, billing and utility support services. In the case of enterprise funds, the cost of providing goods and services to the general public on a continuing basis is primarily financed, or recovered, through incremental user fees.

BONDS

Under Arizona law, cities are authorized to issue voter-approved general obligation and non-voter approved revenue bonds.

1. General Obligations Bonds: General obligation bonds are typically used for funding large public facilities that have a measurable City-wide benefit, such as the construction of a new community park. The issuance of such a bond requires the voters' approval during a General Election. This is because general obligation bonds are a legally binding pledge to levy property taxes -without limit- to make annual bond principal and interest payments. The City

may borrow for up to 20 percent of its secondary assessed valuation with an additional 6 percent available for special projects.

2. Revenue Bonds: Revenue bonds can be issued for public utilities such as sewers and water mains, airports, roads and recreational facilities, such as swimming pools. As the name suggests, revenue bonds are secured by a pledge to an individual enterprise's net revenue or, in the case of highway user revenue bond, by the revenue obtained from the state-shared gas tax.

SPECIAL TAXING DISTRICTS

1. Improvement Districts: Improvement districts are created through the agreement with more than 50% of property owners where a special tax is levied to provide capital facilities specifically for that area to be assessed for such improvements. Improvement districts assess properties and impose taxes to allow for equal financial contributions from all properties receiving a benefit from the improvement. In Cochise County, special districts are most commonly created for to provide additional street lighting in certain geographic locations. To date, there are no special taxing districts in Willcox.

2. Community Facilities Districts (CFD): Community Facilities Districts are typically reserved for select large developments where a special tax is established to fund capital improvements through assessments to property owners of the development. Ultimately, it allows developers to finance the cost of infrastructure improvements upfront, which are in turn paid by homeowners who benefit from the improvements. In 2020, there were 20 jurisdictions with 56 CFDs in Arizona. Cochise County currently has three CFDs, all of which are within the City of Benson and associated with the Villages of Vignetto development.

FUNDING MECHANISMS

MONEY FROM THE STATE

1. State-Shared Sales Tax Revenues: The state of Arizona provides a proportionate share of the State sales taxes collected. The amount distributed to Willcox is based on the municipality's population, as a percentage of the total State population.
2. State-Shared Income Tax Revenues: Arizona collects income tax at the state level. The amount distributed to Willcox is based on the municipality's population, as a percentage of the total State population.
3. Arizona Highway User Revenue Fund (HURF) and Vehicle License Tax (VLT): The state collects various fees and charges related to the registration and operation of motor vehicles. These fees and charges are deposited into the Arizona Highway User Revenue Fund (HURF) and subsequently distributed to the cities, towns and counties and to the State Highway Fund. These taxes represent a primary source of revenues available to the state for highway construction, improvements and other related expenses. In FY2019, the City of Willcox received \$309,598 in HURF funds and \$202,818 from the state's Vehicle Licensing Tax.

OTHER

1. Development Agreements: State law permits all municipalities, by resolution or ordinance, to enter into development agreements relating to property within its jurisdiction. The agreement may specify that the developer design and construct certain public facilities. It may also include a delivery date of these facilities.
2. Dedications and Exactions: A dedication is a donation of land from a private property owner to City, often to serve as public right-of-way or an easement. The City may require a dedication for a future planned roadway, for example, as part of a rezoning or conditional use approval. In addition, new subdivisions that fall under the jurisdiction of the City's Subdivision Regulations are required to dedicate rights-of-way and easements to serve the proposed subdivision.

Exactions are negotiated contributions of off-site property or facilities by a developer in return for project approval. Exactions are most commonly used in the case of annexations or large subdivision approval. They are typically negotiated, on a case-by-case basis, for provision of major off-site infrastructure facilities, such as a package plant or gravity pump.

3. In-lieu fees: In-lieu fees are fees collected from a developer in exchange for a site development waiver. For example, the City may allow a developer to pay a fee in-lieu of providing the number of parking spaces required by the zoning regulations. In turn, the City uses revenue from this fee to finance centralized or common parking facilities.

4. Joint-Use Agreements: A joint-use agreement is a formal agreement between two separate government entities—often a school and a city—that establishes terms and conditions for a shared use of public property or facilities. Joint-use agreements can help reduce the lands and facilities needed to provide a variety of recreation and community service functions.

5. Public-Private Partnerships and Privatization: Public-private partnerships involve public and private sector cost-sharing for facility construction/maintenance or service provision. This may encompass everything from utility franchise agreements to vehicle rental contracts. Most basically, partnerships must be mutually beneficial to both parties. Ideally, partnerships and/or privatization can reduce overall costs and expedite select City processes and services while maintaining desirable levels of service. For example, the creation of private streets or parks may reduce the need, demand and on-going maintenance costs associated with public roads and parks.

6. Grants: Federal, state, and private grants are available for a wide variety of public infrastructure expansion projects. Most grants are competitive and cannot be considered a guaranteed revenue source. In addition, grants may require matching funds from the City.

7. Community Development Block Grant (CDBG)

FUNDING MECHANISMS

Funds: Willcox receives funds from the Small Cities/Rural CDBG program, which is administered by the state, working in conjunction the four rural Councils of Government. In Cochise County, the Southeastern Arizona Governments Organization (SEAGO) is the representative rural Council of Government.

Each year, the state receives an annual CDBG allocation from HUD. This allocation is divided among the four rural Councils of Government within a non-competitive Regional Account (RA). The RA is then distributed to all rural cities, towns, and counties in Arizona in accordance with that agency's Method of Distribution.

In 1990, Congress passed law requiring states that

border Mexico to set aside at least 10 percent of their CDBG funds for designated colonias. (Colonias are identifiable communities along the US-Mexico border that have a shortage of safe and decent housing, lack potable water and have inadequate sewage.) While there are at least 80 designated colonias in Arizona, there are none in Willcox.

8. Reimbursement Ordinance: To encourage timely extensions of essential services, the City could enact a reimbursement ordinance, which would allow developers to recover prorated costs of extending water lines when they have extended them to parcels beyond their individual development.

COST OF DEVELOPMENT GOALS, OBJECTIVES AND STRATEGIES

COD GOAL 1: Maintain fiscal stability.

Strategy: Continue to seek federal and state funding in the form of grants to offset infrastructure maintenance and upgrades.

Strategy: Monitor statewide and regional municipal tax rates regarding local property and sales tax rates to ensure Willcox maintains them at competitive levels.

Strategy: Annually review the City's Fee Schedule to ensure that the fees charged adequately cover the cost of the associated service from City.

Strategy: Consider a variety of funding mechanisms to increase revenue or fund necessary infrastructure improvements, such as: joint use agreements, bonds, improvement districts, dedications and service privatization, as well as the creation of special taxing districts in conjunction with the Capital Improvement Planning Process.

Strategy: Consider increasing the availability of

pay-for-use of certain city services, such as potable water, to residents outside of City boundaries but within the planning growth boundary.

Strategy: Evaluate the feasibility of creating a Colonia within City limits to increase funding eligibility from CDBG and other grants.

COD GOAL 2: Require new development/significant intensification of existing development to pay for costs related to providing new infrastructure that specifically benefits their development.

Objective: Identify methods to measure the impacts of development on existing services in order to determine a rational nexus and reasonable requirements to impose on new development.

Strategy: Establish Citywide minimum and preferred level of service standards for infrastructure, such as roadways and parks, as well as City services. Once established, maintain clear performance standards for infrastructure and services. Maintain an inventory of



COST OF DEVELOPMENT ELEMENT

**COST OF DEVELOPMENT GOALS,
OBJECTIVES AND STRATEGIES**

costs associated with City facilities and services.

Strategy: Consider updating the City's Development Impact Fee Ordinance with the completion and adoption of an Infrastructure Improvements Plan and Development Fee Report in compliance with the requirements of SB 1525.

Strategy: If additional capacity is needed at any City-owned utility following construction of a new subdivision or planned area development, require a monetary assessment from the developer equal to the amount determined for the improvement.

COD GOAL 3: Ensure there is adequate funding for existing infrastructure and services that are not specifically tied to new development.

Strategy: Develop and annually review a Capital Improvement Program that identifies and prioritizes all municipal projects and expenses. This program should include a 10-year implementation schedule and realistic financing alternatives.

Strategy: Evaluate all existing revenue sources to determine whether they are adequate to meet the needs of the City.

Strategy: Where there are projected revenue shortfalls, evaluate alternative means to increase revenue, such as: joint use agreements, grants, bonds, improvement districts, dedications and service privatization, as well as the creation of special taxing districts.

COD GOAL 4: Encourage infill development in areas where infrastructure already exists.

Strategy: Consider establishing an infill incentive area to reduce the costs associated infill development, increase regulatory flexibility, and encourage reinvestment within the downtown area.

Strategy: Consider establishing a downtown redevelopment area to encourage reinvestment and revitalization in the heart of Willcox. Following adoption

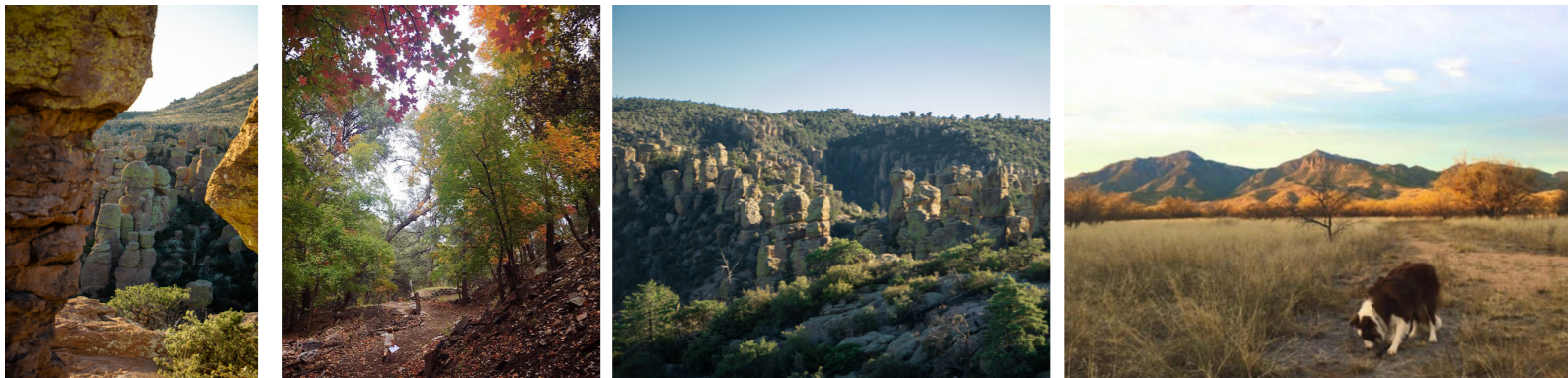
of a redevelopment area and an associated plan, the Council would have the ability to provide matching grants directly to private property owners for business improvements.

Strategy: Review zoning regulations on a consistent basis to determined the effectiveness of policies related to infill development.

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OPEN SPACE ELEMENT

The open space element contains strategies to address effects associated with potential development as it relates to air quality, water quality and natural resource conditions.



INTRODUCTION

Open space and recreational facilities are important to the overall well-being of a community and are an essential City service. In addition to conserving open spaces, the City must evaluate how development impacts its surrounding environment. The Open Space Element includes goals and policies to help us minimize impacts of development on our environment and provides a vision for an active pedestrian oriented and interconnected community that promotes an active outdoor lifestyle.

The citizens of Willcox are proud of the parks and open space within the City. Outside the City, there are vast expanses of public open space and recreational opportunities such as the Coronado National Forest, the Chiricahua National Monument and the Fort Bowie National Historic Site. All these open spaces add to the unique character and quality of life for the community. Willcox citizens also recognize the importance of farms and ranches to the visual open space of the area. Visitors and residents, alike, appreciate the opportunities for hiking, equestrian activities and nature study in the general vicinity of the City.

There are extensive facilities for active outdoor activities in the community. In addition, organized athletic activities serve residents of all ages, with an emphasis on youth sports.

In addition, organized athletic activities serve residents of all ages, with an emphasis on youth sports. The School District provides recreation programs, activity areas, and playing fields. The Middle School and High School, in addition to indoor gymnasiums, have separate football fields. A running track and spectator bleachers surround the high school field. Five tennis courts and two full baseball fields are adjacent to the football stadium.

STATE LAW REQUIREMENTS

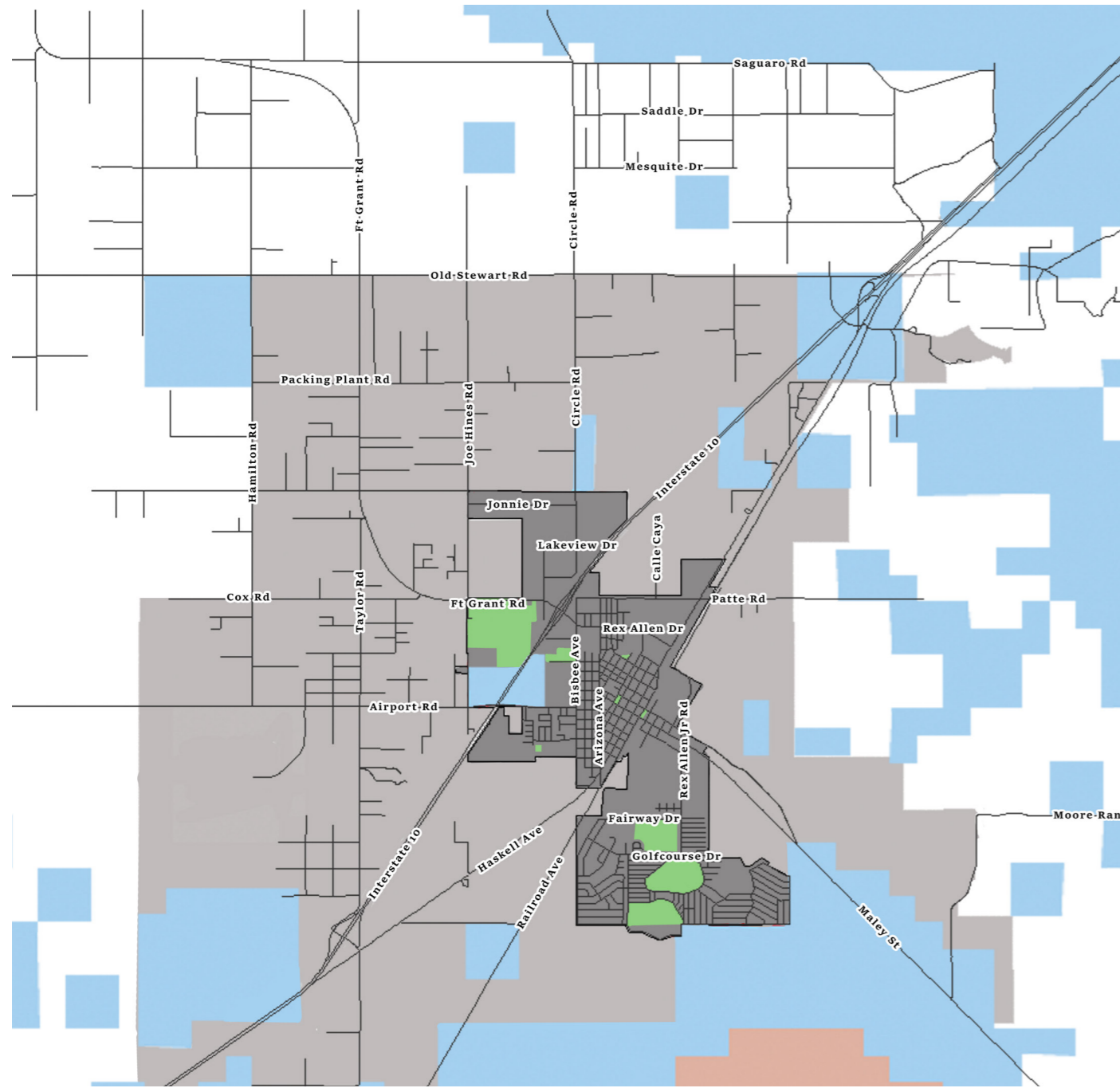
According to Arizona Revised Statutes, Section 9-461.05-D 4, the Open Space Element shall include:

- a. A comprehensive inventory of open space areas, recreational resources and designations of access points to open space areas and resources.
- b. An analysis of forecasted needs, policies for managing and protecting open space areas and resources and implementation strategies to acquire additional open space areas and further establish

recreational resources.

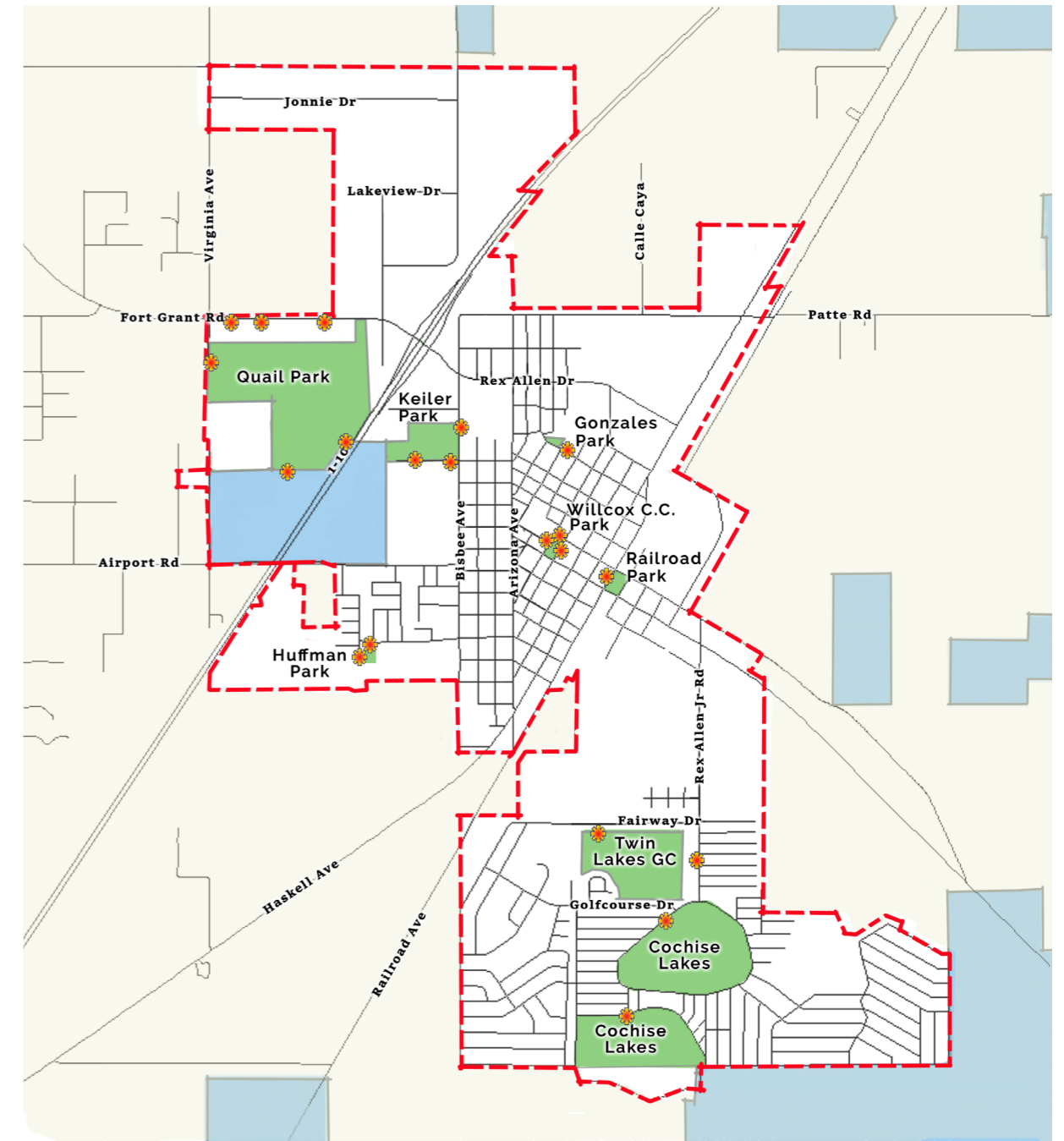
- c. Policies and implementation strategies designed to promote a regional system of integrated open space and recreational resources and a consideration of any existing regional open space plans.

OPEN SPACE MAP WITHIN GROWTH AREA (Figure 18)



- City Boundaries
- Growth Area Limits
- State Land Trust
- Park
- Military (Willcox Playa)

OPEN SPACE AND PARKS WITHIN CITY LIMITS (Figure 19)



- State Land Trust
- City Park
- Access Point

OPEN SPACE ELEMENT

RECREATIONAL FACILITIES IN WILLCOX (Table X)

Park	Classification	Acreage	Amenities
Quail Drive Sports Park	Regional	187.35	Softball/Baseball fields (2), rodeo facilities, restrooms, concession stand, playground equipment, natural walking trails
Cochise Lakes	Special Purpose	154.32	Effluent ponds and bird viewing destination, 40' wide dirt path around the northern lake (1.25 miles in length)
Twin Lake Golf Club	Special Purpose	72.12	9-hole golf course, bird observatory
Keiler Park	Special Purpose	18.26	Willcox city pool (Olympic-sized, heated), softball/baseball fields (3), soccer field, large ramada, asphalt walking trail (0.5 mile), full-size basketball courts (2), playground area, horseshoe pit, concession stand, restrooms
Historic Railroad Park	Community	2.61	Walking path, picnic table, and benches, historic monuments, bronze statue, ramada, swing set
Willcox Community Center Park/ Hazel Johnson Park	Community	1.09	Indoor community facilities (kitchen, ballroom, dining room, lounge), picnic benches, playground equipment
Gonzales Park	Neighborhood	0.59	Playground equipment, basketball court
Huffman Park	Neighborhood	3.01	Playground equipment, picnic bench

EXISTING PARK FACILITIES

The park classifications included in this Plan are primarily based on historical National Parks and Recreation Association (NRPA) guidelines, which consider size, classification, amenities and relative service area of each park within Willcox. These standards have been adjusted to consider Willcox's unique geographic, historic and cultural features. In addition, within each general park classification description is a more detailed evaluation of existing City park facilities.

NEIGHBORHOOD PARK: Neighborhood parks are intended as place for passive recreation for people of all ages in a neighborhood setting.

Typical amenities: parks may include a combination of the following:

- Site furnishings, like benches, walking paths, picnic tables
- Playground equipment
- Limited sports facilities, such as a basketball court, volleyball court, tennis, bocce ball, pickleball, soccer field (informal or youth)

Service Radius: 1/2 mile or walking distance

1. Gonzales Park: In Willcox, Gonzales Park serves as a neighborhood park for residents in the north-central park of the City. While originally called the Jessie Street Park, it was renamed in 1981 in honor of the first Hispanic City Councilmember in Willcox. It was most recently upgraded in 2018 with the expansion of the basketball court.

Park Features: The park includes a 30'x30' basketball court and various playground

OPEN SPACE ELEMENT

PARK FACILITY INVENTORY

Gonzales
Service
Park

equipment, mostly intended for children 8 years of age and under.

Location and Accessibility: This triangular shaped park is bordered by W Jessie Street and N Phoenix Avenue. A chain link fence surrounds the park perimeter. Park users enter the fenced-in area from opening along Phoenix Avenue. There is no paved parking, but users can park vehicles in a dirt lot adjacent to the N Phoenix Avenue right-of-way, which dead ends in this location.

2. Huffman Park: Huffman park is a small, 3-acre park near the Ironwood neighborhood. Over the years it has received two additions through the efforts of local organizations. A picnic table was erected as a major Eagle Scout project by the Boy Scouts. In addition, funds from local events assisted in the purchase and installation of a small playground. This park can be accessed from Ironwood Lane and Soto Street.

COMMUNITY PARK: Community parks serve a broader purpose and larger population than neighborhood park. Their purpose is on meeting community-based recreation needs as well as preserving unique landscapes, historical locations and open spaces.

Typical amenities: neighborhood park, plus ball diamonds and play fields designed for competitive athletics, tennis and basketball courts, off-street parking, and shelter and restroom facilities. Community parks may have lighted playfields, spectator areas, and concession areas.

Service Radius: Usually serves two or more neighborhoods and 1/2 mile to a 3-mile distance

1. Historic Railroad Park: The Historic Railroad Park sits on land that was obtained from the Southern Pacific Railroad Company in 1928. Soon after it was acquired by the City, the parcel was

planted with shade trees and designated the first city park for the City of Willcox.

Park Features: The park includes a Veteran's Monument, a Rex Allen Statue, a plaque for Rex Allen's horse Koko, railroad memorabilia, benches, a walking path and a picnic area.

Historic
Railroad
Park

Location and Accessibility: Although this park is only 2.61 acres in size, given its historical significance and location within the downtown give it an important community function and it attracts from a much larger distance than similarly sized park facilities. The entire western edge of the park has a line of diagonal parking spaces. This is the primary access point for most park users, as the eastern edge is bounded by an ornamental fence and the railroad.

OPEN SPACE ELEMENT

2. Hazel Johnson Park/Willcox Community Center: The building housing the Willcox Community Center is listed on the National Register of Historic Places. Constructed in 1936 with labor from the federal Works Progress Administration (WPA), it is the only example of pueblo revival style architecture within the City.



**Willcox
Community
Center**

Park Features: The community center sits upon a 0.56-acre parcel. An adjacent 0.53-acre parcel directly adjoining to the south provides open space and recreation for the surrounding neighborhood. The Community Center building offers indoor rental space for various public and private events. The outdoor open space includes benches, shade trees and play equipment.

Location and Accessibility: The park is accessed primarily from the north, east and west. The main building entrance is on Stewart Street. The park is accessed to the east off N Biddle Avenue or west off of N Austin Blvd. There is on street parking provided on along the north, east and western parcel boundaries.

SPECIAL PURPOSE PARK: Special purpose parks provide a unique focus or amenity to the community. In Willcox, the special purpose parks include aquatic facilities (Keiller Park) a golf course (Twin Lakes Golf Club) and bird viewing (Cochise Lakes)

Service Radius: Varies, however, these types of parks usually provide amenities that serve an entire district, or in the case of Willcox, the City itself. The amenities within special parks likely attract users from beyond the City boundaries but within the growth boundary.

1. Keiller Park: Keiller Park is located south of I-10 on

PARK FACILITY INVENTORY

the northern end of the City, directly adjacent to Willcox public schools.



Keiller Park

Park Features: The park includes three baseball fields, a large ramada, a soccer field, a 0.5-mile walking trail, as well as the Willcox City Pool, which is a heated, olympic size pool that is open to the general public Memorial Day to Labor Day.

Location and Accessibility: This park can be accessed off of W Freemont Street or N Bisbee Avenue. A walking trail, was most recently resurfaced in 2018, connects all onsite recreational uses.

2. Twin Lakes Golf Club: The Twin Lakes Golf Course is a 9-hole public course. It has a 34.6 USGA rating and features 2 sets of tees to accommodate players of different skill levels. In addition to attracting golf enthusiasts, this area has increasingly drawn attention from bird watchers. The City has constructed a crane observatory at the southwestern corner of the park in support of this activity.



**Twin Lakes
Golf Club**

Location and Accessibility: The main entrance to the facility is S Rex Allen Jr Drive, where the clubhouse and

OPEN SPACE ELEMENT

PARK FACILITY INVENTORY

parking lot are located.

3. Cochise Lakes: Cochise Lakes are a pair of mostly undeveloped municipal effluent ponds. Both ponds provide habitat for a variety of waterfowl and this location is becoming an increasingly popular winter bird stop.

Key Features: To date, this park provides only the most basic recreation elements. It includes two large effluent ponds surrounded by a dirt path that is wide, and compact enough, for vehicular use. With it's increasing popularity as a bird viewing destination, it represents a strategic opportunity for attracting additional birders to the area. According to a 2011 U.S. Fish and Wildlife report, there are nearly 47 million birders in the U.S.. In fact, according to an national study, birding is one of the fastest growing recreational activities, generating an estimated industry economic output of \$107 billion annually.



**Cochise
Lakes**

Location and Accessibility: The main access point is at the southern terminus of S Rex Allen Jr Drive and E Lake Circle Drive near the southern limits of City limits.

REGIONAL PARK: Regional parks are large parks that due to their size, and range of uses, can draw users from the greater region.

Service Radius: Varies, but many of the uses included in regional parks are intended to draw money from a larger area than the City into the local economy. Often, these parks are designed to host tournaments, concerts, festivals, and rodeos.

1. Quail Drive Sports Park: Quail Drive Sports Park is

the largest park in Willcox. It's size and proximity to I-10, make it an ideal location for carnivals, concerts and rodeos. In 2019, the City developed a master plan for future development using input from a Citizen Advisory Committee.



**Quail
Park**

Key Features: This park includes two baseball fields, rodeo and livestock holding facilities, restrooms, a concession stand and playground equipment.

Location and Accessibility: The main access points are off Fort Grant Rd to the north; however, it can also be accessed off Airport Road to the south.

STATE LAND TRUST: There is 200-acres of undeveloped property that belongs to the State Land Trust within City limits. State Trust Land is not Public Land. Rather, it is land managed by the Arizona State Lands Department (ASLD). Revenue generated from sales, leases or temporary permits to use the land support specific state-designated beneficiaries. The largest beneficiary is K-12 education within Arizona.

The ASLD seeks to maximize revenue by the sale or lease of these lands. Increasingly in recent times, where there is development pressure and steps have not been taken to preserve them as open space, these lands have been sold into private ownership.

While State Land Trust Land should not be considered traditional open space by this general plan, given it's development potential, there are some trails on Trust Land within Arizona, such as the Arizona Trail. The ASLD allows the purchase of land for perpetual right-of-way of the general public.

OTHER OPEN SPACE

As shown in both Figure 18 and Figure 19, this State Land Trust parcel within City limits is strategically located between Quail Drive Sports Park and Keiller Park. This area should be further evaluated to determine the feasibility of future linkages via a recreational trail.

SCHOOL BOARD: Property owned by the School District provides recreation programs, open areas, and playing fields for Willcox residents. The Middle School and High School have separate football fields in addition to indoor gymnasiums. A running track and spectator bleachers surround the high school football field. Five tennis courts and two full baseball fields are also adjacent to the football stadium. Although use of these fields is limited to students, their presence helps alleviate some demand for recreation that would otherwise need to be fulfilled by the City.

PARK METRICS

PARK METRICS: In 2009, the National Recreation and Parks Association (NRPA) replaced their level of service standards with a nationwide benchmarking tool, called "Park Metrics," for evaluation of park and recreation community needs.

The NRPA produces an annual comprehensive report, called the Park Metrics Agency Performance Review, that summarizes park data benchmarks from over 1,000 park and recreation agencies around the Country

To assist in the comparison of benchmarks from this important data source, the document provides both median values for parks nationwide and a breakdown of responses based on total population. In the case of Willcox, the median responses from Cities with fewer than 20,000 residents is the closest comparable.

According to the 2020 NRPA Agency Performance Review, The typical park and recreation agency with fewer than 20,000 residents offers the following:

- One park for every 1,300 residents
- 12 acres of parkland per 1,000 residents
- One playground per 2,523 residents
- Three miles of managed or maintained trails
- Typical operating expenses are \$96.77 per capita or \$8,208 per acre of parkland

The City of Willcox is 4040.51 acres and has 3,549 residents. It manages and maintains eight parks that equal 439.25 acres in size. This equates to approximately 10.7% of the total amount of acreage within City limits. Impressively, Willcox has over ten times the median amount of parkland per 1,000 residents than a typical park and recreation agency serving 20,000 or fewer residents.

OPEN SPACE GOALS, OBJECTIVES AND STRATEGIES

OS GOAL 1: Encourage the construction of additional recreational trails/greenways within Willcox

Objective: Encourage the construction of recreational trails in washes, particularly in flood prone areas poorly suited for structural development.

Strategy: Consider a variety of right-of-way acquisition strategies for land suitable for trails, including leasing, donation, perpetual right-of-way agreements, easements and direct purchase.

Strategy: Conduct a thorough inventory, and physically map, all significant washes that link residential and park land use. Establish a scoring criteria matrix to define priority locations for trail construction.

Strategy: Create design standards for wash trails that:

- lower the risk of flooding on adjacent property by providing a place for water to flow,
- use durable yet cost-effective surfacing materials intended to keep long term maintenance costs low,
- consider temporary trail closure and ongoing repair requirements.

Strategy: Evaluate the feasibility of linking Quail Sports Drive Park to Keiller Park via a greenway through State Land Trust Land.

OS GOAL 2: Preserve Willcox's open space and natural assets.

Strategy: Identify and prioritize scenic assets and sensitive lands that should be preserved including major topographic features, regulatory floodways, significant wildlife habitat and travel corridors, and vista corridors.

Strategy: Incorporate additional development standards within the Zoning Regulations to address protection of sensitive natural resource areas.

Strategy: Promote Cochise Lakes as a regional birding destination. Increase marketing and the availability of workshops/special events, website information, and interactive geolocating maps to report unique bird species sightings. Consider installing physical trail markers with bird fact information on the existing path around the lake. Investigate cost-effective mechanisms to maintain a more consistent water level within Cochise Lakes to support the waterfowl population.

OS GOAL 3: Maintain and enhance, where necessary, existing parks to best serve the evolving needs of the community

Objective: Increase City revenue by leveraging existing park and recreation offerings.

Strategy: Develop an asset management program tied to parks funding to prolong the life of all existing recreational assets.

Strategy: Continue to seek alternative funding sources and mechanisms for the purchase, improvement, and maintenance of recreation facilities and open space.

Strategy: Continue to support year-round City-wide events and celebrations that increase civic pride and attract visitors to the City.

Strategy: Review park amenities for safety, ADA and code compliance. Develop a program that prioritizes funding for upgrades, replacements and/or renovation.

Strategy: Increase the availability of facilities geared towards concert venues and active sporting events and activities, such as shooting range, mountain biking, zip lining, ropes courses and dirt biking. This can increase tourism revenues and further promote Willcox's image as a regional recreational destination/basecamp.

Strategy: Intensify and diversify the recreational



OPEN SPACE ELEMENT

OPEN SPACE GOALS, OBJECTIVES AND STRATEGIES

offerings at Quail Drive Sports Park, which given the size, location and overall accessibility of this park, has the potential to be a large recreational draw and revenue source for the City.

Strategy: Develop standards for the location and design of community dog parks.

Strategy: Examine the options for retrofitting/upgrading the existing City Pool into a more modern and financially sustainable facility. Evaluate the cost of building a smaller more efficient pool and/or splash pad that meets the needs of the community. In order to recoup additional costs necessary for the continual operation in the short run, the City should consider:

- Increasing program pricing to a level more commiserate with the cost to operate the facility
- Consider including additional overlooked programming opportunities such as aquatic therapy, senior citizen usage and swim team bridge programs for additional revenue and to serve community needs
- Invest in energy efficient materials such as high-quality pool covers and heating system upgrades that save money in the long run.

Strategy: Evaluate the feasibility of expanding the Historic Railroad Park north to increase the amount greenspace and outdoor community gathering spaces within the historic, urban core of the City.

OS GOAL 4: Coordinate and partner with the County, the school district, private organizations and the general public to protect open space within the City and its growth boundary.

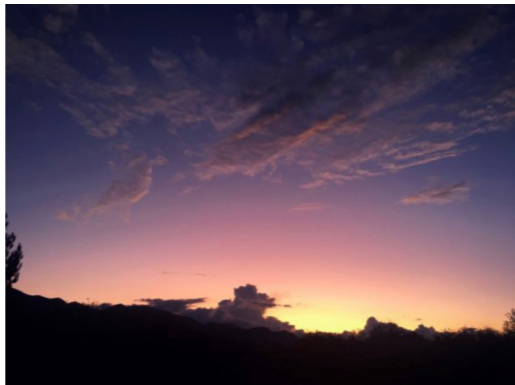
Strategy: Maintain existing agreements and develop new agreements, as appropriate, with the Willcox Unified School District, and other partners to leverage available recreational resources through the shared use of facilities within the community.

Strategy: Encourage new developments to designate open space areas which adjoin, or link to, existing open space areas.

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ADMINISTRATION

Periodic review is essential in keeping any adopted General Plan viable and assures that the Plan is in concert with planning and development policies of the City Council. The amendment process defines a course of action for both public and private interests, beginning with a formal request to make a change or amendment to the adopted General Plan. The Administration section of this document outlines the processes necessary to make all amendments.



INTRODUCTION

The finalization and adoption of the City of Willcox 2040 General Plan will initiate consideration of programmatic and topic-specific plans, ordinances, and projects to align with the plan's policies. For example, the annual review and update of the city's capital improvement program should take into consideration the policy recommendation contained in this document. Annual strategic planning is another tool to move forward the plan's policies and suggested projects.

Opportunities should be provided to identify any changes in conditions that would impact the plan's recommendations. If the Planning and Zoning

Commission finds that policy issues or changes in basic assumptions or conditions have occurred that necessitate plan revisions, they could advise staff to recommend potential amendments to be considered as part of a formal amendment process. It is essential that all development regulations be consistent with and complement the General Plan's vision and policies.

Most often, however, the City will consider staff- or applicant-initiated amendments that will result in changes to the Future Land Use Map.

STATE LAW

According to Arizona Revised Statutes, Section 9-461.05-D.H, a "major amendment" means a substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing general plan land use element. The municipality's general plan shall define the criteria to determine if a proposed amendment to the general plan effects a substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing general plan land use element.

SCHEDULING

MAJOR AMENDMENTS: The City of Willcox will consider major amendments to the General Plan once each year in accordance with what is stated by the Arizona Revised Statutes. Major plan amendments will be considered by the Planning and Zoning Commission for recommendation to, and hearing by, the City Council in October of every year.

Major amendment applications must be submitted within the same calendar year they are heard, and a two-thirds majority vote of the City Council is needed to approve them. The deadline for submitting applications for Major Amendments to the General Plan to qualify for the October Public Hearing with the Planning and Zoning Commission is August 1 of each calendar year.

In addition, all major amendments must meet the public involvement criteria outlined in the State statutes

that reads, "Effective, early, and continuous public participation in the development and major amendment of the General Plan from all geographic, ethnic, and economic areas of the municipality."

MINOR AMENDMENTS: Applications for minor amendment to the General Plan may be filed at any time during the year.

PLAN UPDATE: Arizona State law requires that a comprehensive update of the General Plan be undertaken at least once every 10 years. Changing conditions may warrant a comprehensive update or amendments to portions of the Plan on a more frequent basis, as determined by City Council. Substantial population shifts, socio-economic changes, technological changes, and expansion of the planning area might indicate a need to update the plan sooner than a ten-year period.

MAJOR AMENDMENT

The criteria for determining whether a proposed amendment to the General Plan is a major amendment are based upon the relative size and amount of change proposed as well as its relationship with surrounding land uses and its impact upon public infrastructure. Of note, the “major amendment” designation essentially affects the processing of the proposal and doesn’t relate to the merits of the proposal. While minor amendment may be processed year-round, major amendment may only be considered once a year.

A major amendment is any proposal that meets any one of these criteria:

1. Any text changes to a goal, policy or action that eliminates or alters the intent or purpose of any

element, goal, objective or policy of the General Plan.

2. Any plan or project that decreases the acreage of land use within the residential or open space/recreation categories by 10 or more acres.

3. Any proposed change in future land use designation, of all remaining future land use categories, that are 40 or more acres in size.

Exception: An amendment to the Future Land Use Map initiated by staff or a property owner that results in a decrease in the land density/intensity will not be a major amendment, regardless of acreage.

TECHNICAL REVISIONS

Technical revisions do not change the meaning of policies, goals, objectives or actions identified in this Plan. They may include:

1. All scrivener’s errors, which are unintentional clerical mistakes made during the drafting, publishing and copying process of this document and/or
2. Factual changes to the databases/statistics used in preparation of the General Plan.

Technical revisions are subject to administrative approval and may be processed on an ongoing basis.

MINOR AMENDMENTS

Most basically, minor amendments are proposed changes to the General Plan that do not meet the “substantial alteration” criteria for a Major Amendment. this includes:

1. Minor text changes;
2. Map adjustments that neither impact the Land Use Plan’s balance nor meet/exceed the acreage or density/intensity measurements set forth under the “Major Amendments” section of this document..

THE AMENDMENT PROCESS

All amendments must follow the following process:

1. Upon receipt of a formal application, City staff will prepare a staff report on the proposed amendment, with a recommendation and support material for consideration by the Planning and Zoning Commission. Amendments must meet all public notification requirements, including site posting requirements on the property, publishing at least once in a newspaper of general circulation, notifying surrounding property owners and holding public hearings to consider input from interested persons. Notice of the time and place of required public hearings and the availability of reports and recommendations related to such hearings shall be at least fifteen and not more than thirty calendar days before the hearing. Fees for amendments to the General Plan are set by Council resolution and are included in the

City’s Fee Schedule.

2. The Planning and Zoning Commission will hold a minimum of one public hearing on an amendment and will forward a recommendation to the City Council.
3. The City Council, with the recommendation of the Planning and Zoning Commission and a staff report, will hold at least one public hearing on the proposed amendment. The material will include a Resolution to adopt the amendment to the General Plan.
4. A simple majority of the City Council may approve a Minor Amendment while a two-thirds majority of the City Council is required for the approval of a Major amendment. A Resolution is the formal acknowledgment of the Council amending the General Plan.

REQUIRED SUBMITTALS AND ANALYSIS

Any applicant considering an amendment to the General Plan text or Land Use Plan Map is strongly encouraged to contact City staff regarding specific application requirements and scheduling. Requests for amendments shall be filed with the Public Works Department. Hearings for amendments will be set in accordance with the scheduled regular Planning and Zoning Commission and City Council meetings; or in the case of appeals from the Public Services and Works Department rulings on amendment status, Board of Adjustment meetings. The following materials and/or documentation shall accompany each amendment application:

1. Written and signed letter of application, generally describing the requested amendment, in terms of land use designation or text revision.
2. Written documentation of owner’s authorization for Plan amendment request.
3. Graphic depiction of the proposed land use map amendment.
4. Written justification for the request, in terms of development patterns or trends, timing of land use

proposal, comparisons to existing land use map designation or text content, and public benefit from proposed amendment.

5. Written analysis for the request, that includes but is not limited to:

- Detailed description of proposed amendment;
- Extent to which the proposed amendment supports the goals and objectives of the General Plan;
- The ability of the existing public services (e.g. police and fire) and infrastructure (e.g. parks, schools, drainage, utilities, streets) systems to accommodate all development that may result from the proposed amendment, without system extensions or improvements, while maintaining levels of service that meet the community demand; and
- Description of the unique physical characteristics of the site that present opportunities or constraints for development under the existing and proposed classifications.

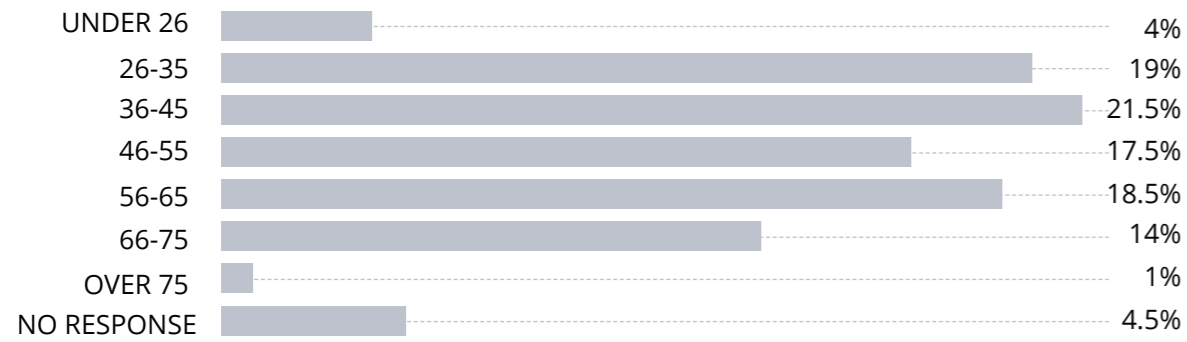


SURVEY

A survey was created to evaluate the opinions of residents regarding the various elements of this general plan. It was placed online and made available, in paper form, at all public meetings and various events.

This appendix summarizes the results of the 200 surveys that were received.

HOW OLD ARE YOU?



There average age of survey respondents was 48 years of age.

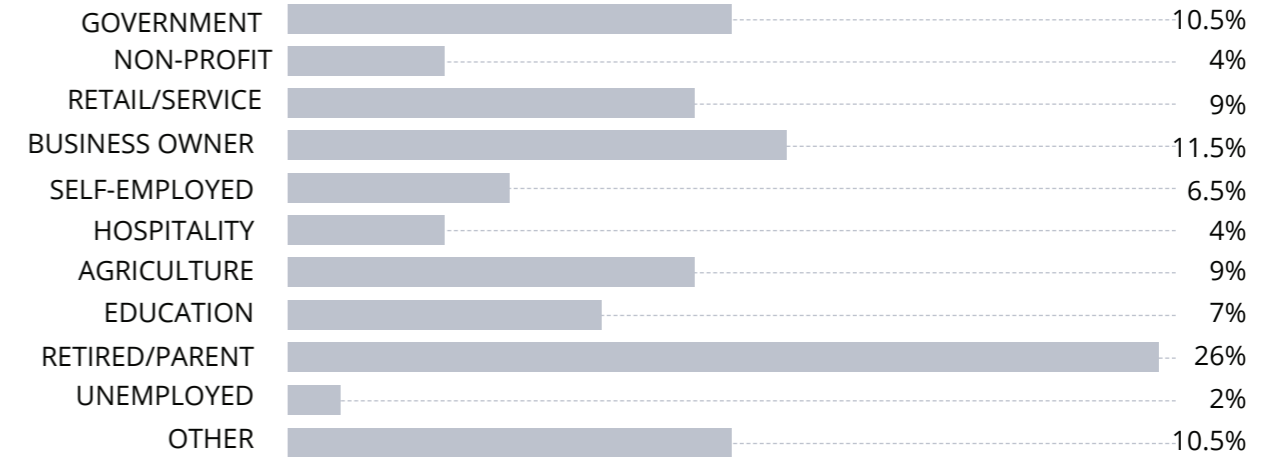
SURVEY



SURVEY

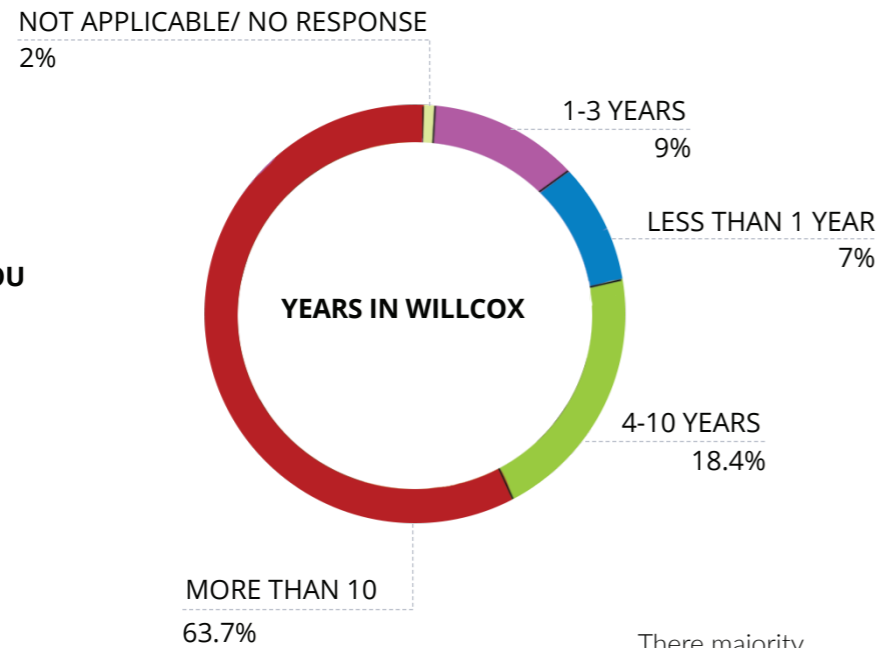
SURVEY

WHERE DO YOU WORK?



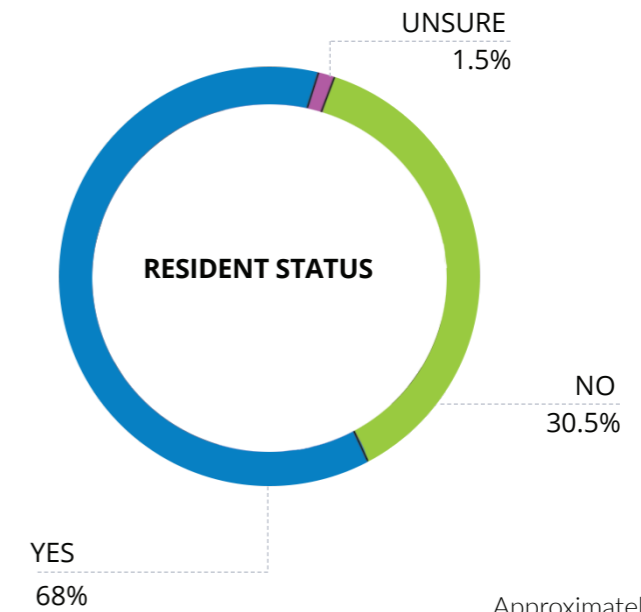
There largest category of employment for survey respondents was a combination of retired and stay-at-home parents.

HOW LONG HAVE YOU LIVED IN WILLCOX?



There majority (63.7%) of respondents were long-time residents of Willcox.

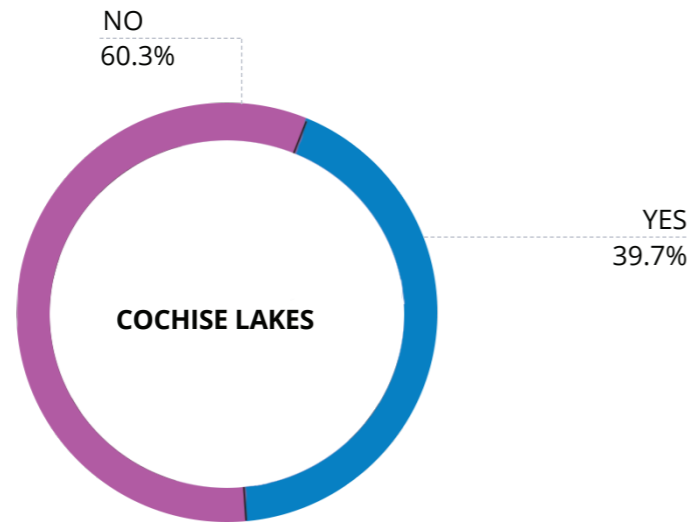
DO YOU LIVE WITHIN CITY LIMITS?



Approximately 1/3 of survey respondents did not live within City limits

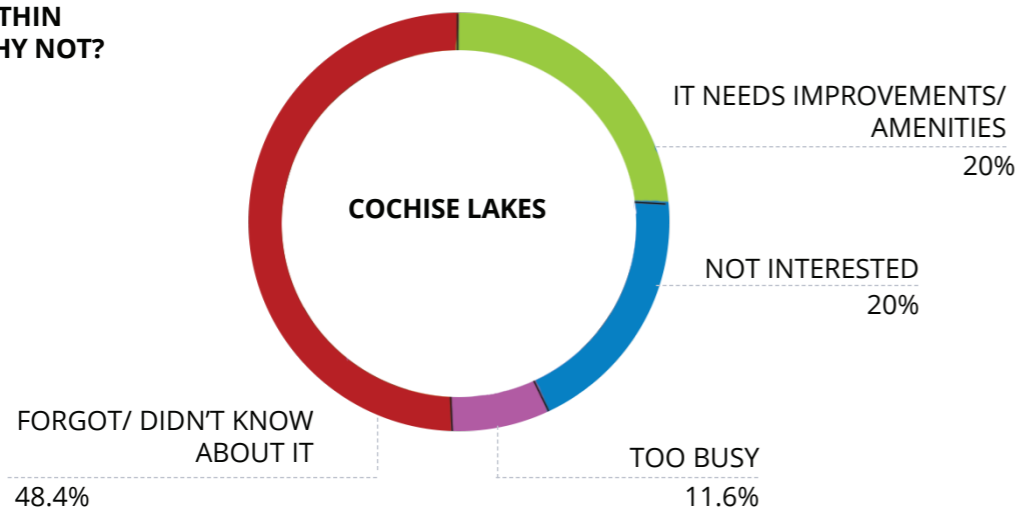


HAVE YOU BEEN TO COCHISE LAKES IN THE PAST YEAR?



60.3% of survey respondents had not visited Cochise Lakes in the past year.

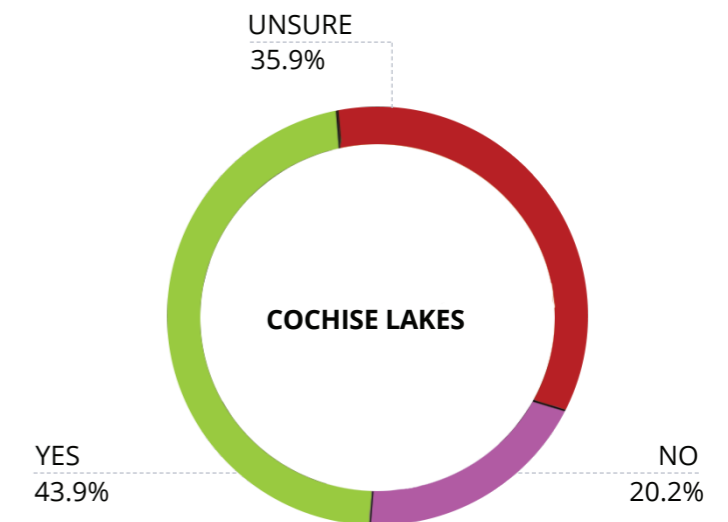
IF YOU HAVEN'T BEEN TO COCHISE LAKES WITHIN THE PAST YEAR, WHY NOT?



Nearly half of all survey respondents stated they were either unaware of this park/open space or that they had forgotten about it.

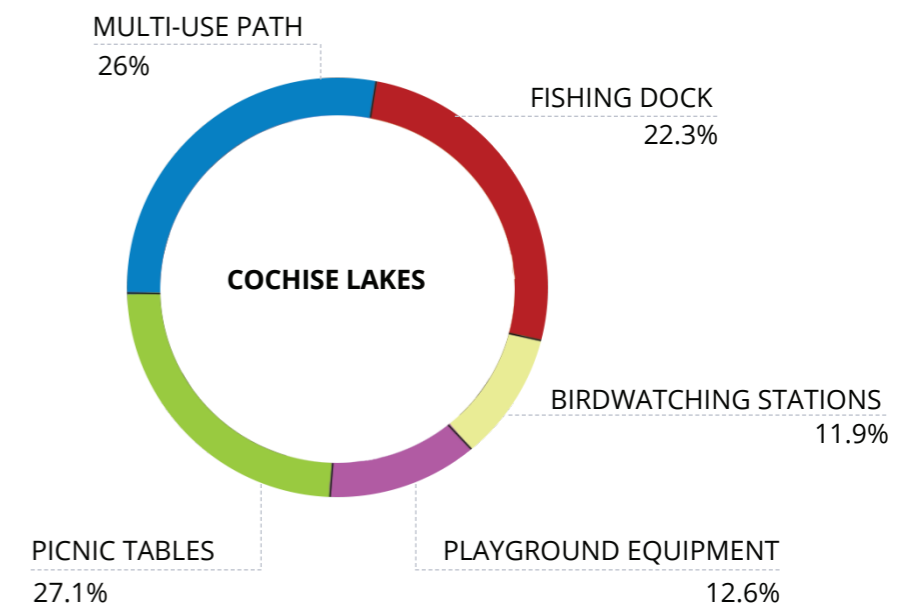


COCHISE LAKE IS AN AREA BIRDERS VISIT REGULARLY. ARE YOU IN SUPPORT OF USING CITY TAX DOLLARS TO PURCHASE PARCELS ADJACENT TO THE LAKE TO PRESERVE THE AREA?



43.9% of survey respondents indicated their support for using tax dollars to increase the amount of acreage associated with Cochise Lake. An additional 35.9% stated they were unsure whether they would support this measure.

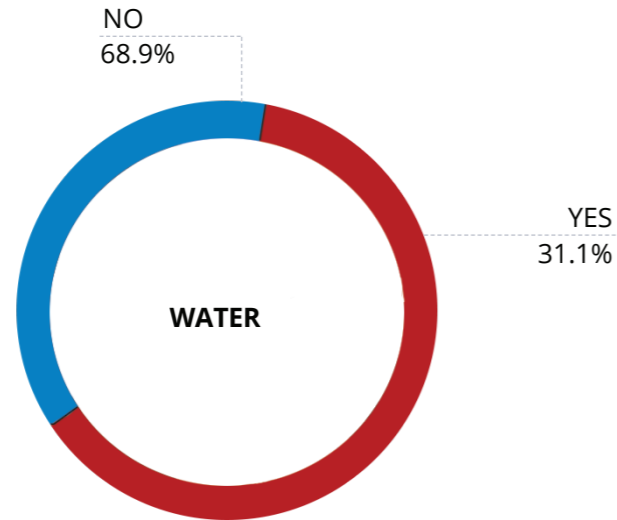
WHAT ADDITIONAL ACTIVITIES WOULD YOU BE IN FAVOR OF HAVING AT COCHISE LAKE IF IT WAS DESIGNATED AS PRESERVE? (CHOOSE UP TO 3 ANSWERS)



Overall, survey respondents seemed to prefer more passive recreational options associated with Cochise Lake, with a multi-use path and picnic tables receiving the most support. In addition, several respondents indicated a desire for planted shaded areas.

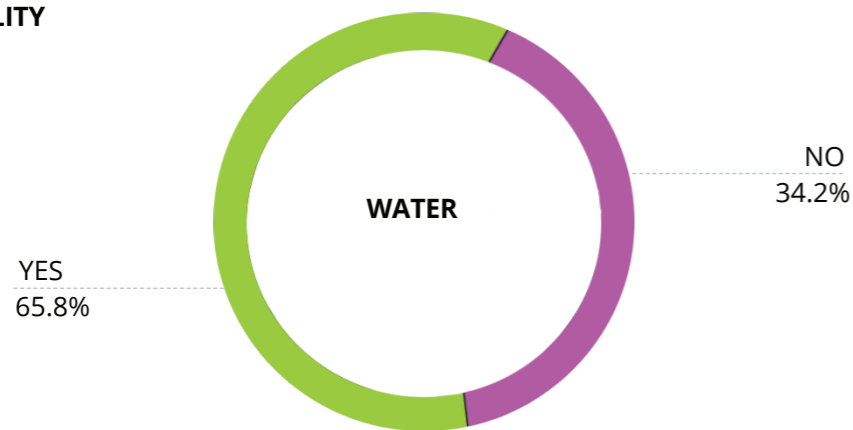


IS YOUR PROPERTY SERVED BY A PRIVATE WELL?



The majority of survey respondents do not have a private well; however, a substantial minority (31.1% of respondents) rely on a private well for potable water.

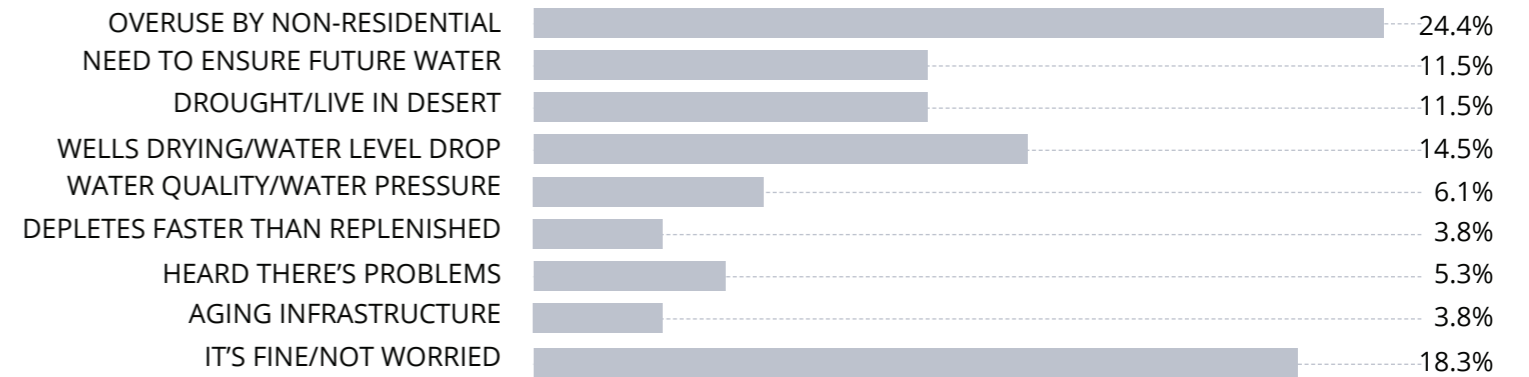
DO YOU BELIEVE WATER QUANTITY/AVAILABILITY IS AN ISSUE IN THE WILLCOX REGION?



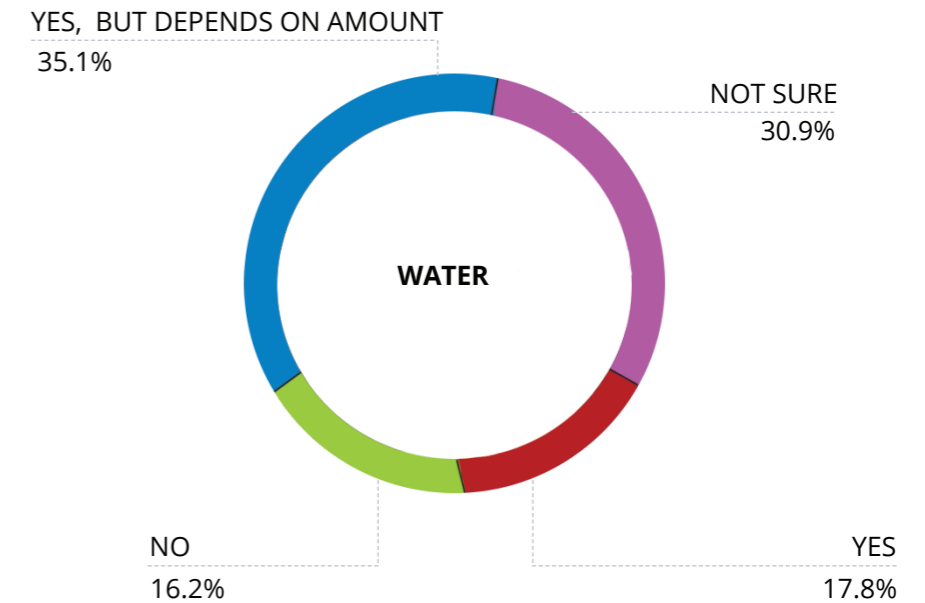
A majority of the survey respondents (65.8%) agreed with the statement that water quantity/availability in the Willcox region is an issue.



WHY, OR WHY NOT, DO YOU FEEL WATER QUANTITY/AVAILABILITY IS AN ISSUE?



THE CITY HAS ONE WATER LINE THAT SUPPORTS THE COMMUNITY. WOULD YOU BE WILLING TO INCREASE YOUR WATER RATES TO PAY FOR AN ADDITIONAL LINE AND WELL IN ANOTHER LOCATION?



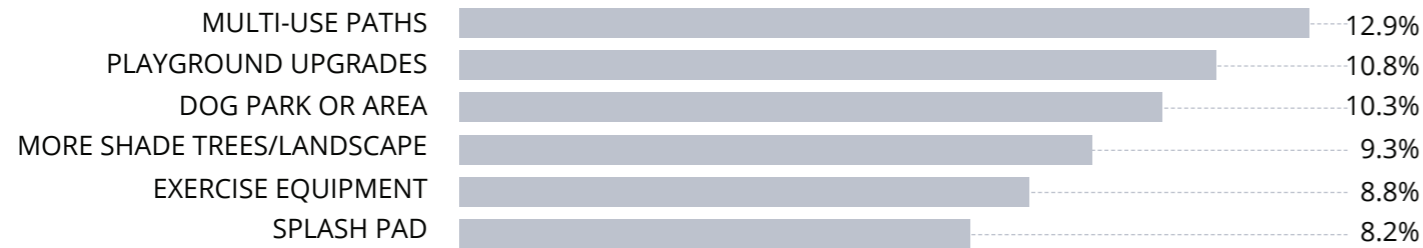
Over half (52.9%) of survey respondents indicated they supported a water rate increase to pay for water system improvements. An additional 30.9% of respondents were not sure whether they supported this idea at the time of survey.



SURVEY

WHAT ADDITIONAL AMENITIES WOULD YOU LIKE TO SEE AT CITY PARKS (I.E. EXERCISE EQUIPMENT, WALKING PATHS, ADA PLAYGROUND EQUIPMENT, PICKLE BALL COURTS)?

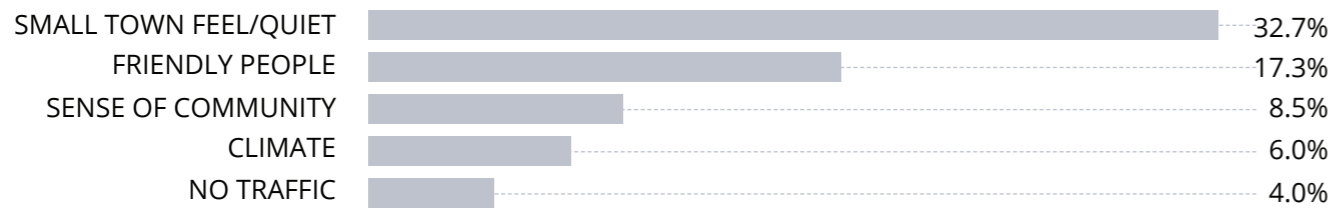
TOP 6 RESPONSES LISTED BELOW



The majority of the top responses centered on uses that there are few of in Willcox, including a splash pad, exercise equipment, a dog park and multi-use paths. A significant percent of survey respondents was interested in playground upgrades, such as overhead shade structures and ADA compliant play equipment, as well additional shade trees and landscaping at City parks.

WHAT DO YOU LIKE BEST ABOUT WILLCOX?

TOP 5 RESPONSES LISTED BELOW



A large part of Willcox's appeal is its small-town feel/ rural nature. It also happens to be populated by friendly people. Half of all survey respondents directly mentioned one of those factors when stating what they liked best about Willcox. The sense of community (8.5%), climate (6%) and lack of traffic (4%) rounded out the top five responses to this question.

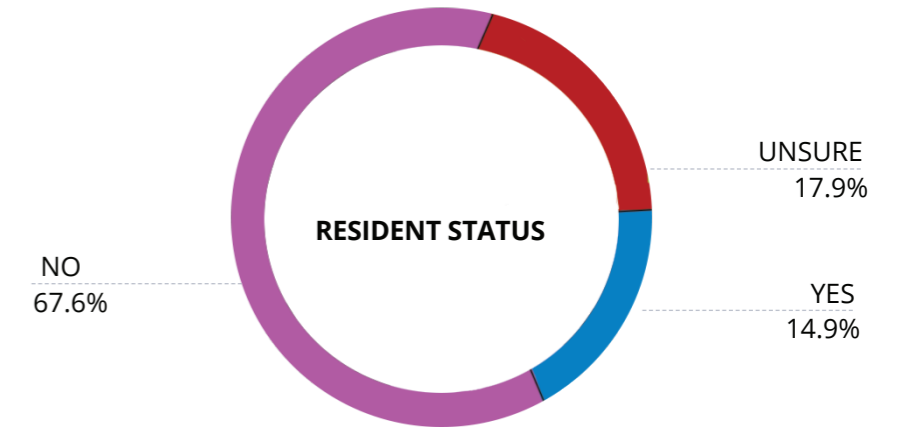


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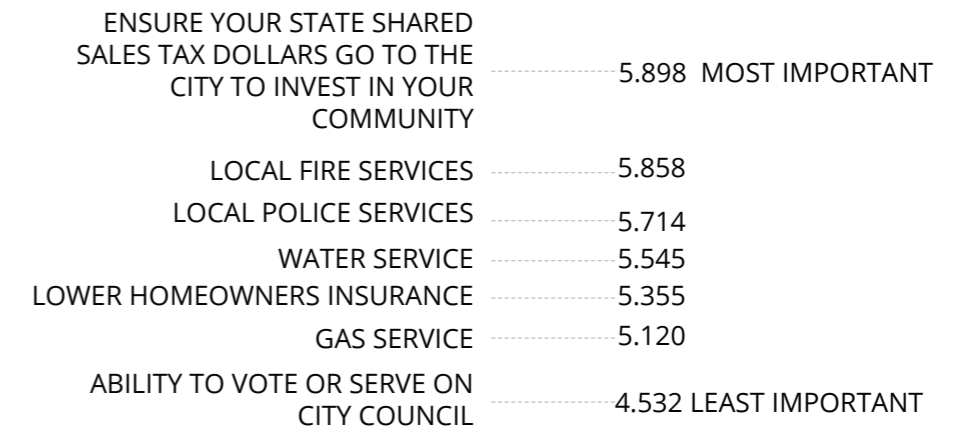
SURVEY

IF YOU ARE NOT A CURRENT WILLCOX RESIDENT, ARE YOU INTERESTED IN ANNEXING YOUR PROPERTY INTO CITY LIMITS?



Although the City cannot determine either the accuracy of whether survey participants live within City limits or whether they meet the state requirements for annexation, this question provided some insight about the relative level of satisfaction of respondents regarding their status as City or County residents.

IF YOU ARE INTERESTED IN ANNEXATION, PLEASE RANK THE FOLLOWING ANNEXATION INCENTIVES THE CITY OFFERS IN TERMS OF HOW MUCH THEY WOULD INFLUENCE YOUR DECISION FROM 1 TO 7 (1 BEING LEAST IMPORANT, 7 BEING MOST IMPORTANT)

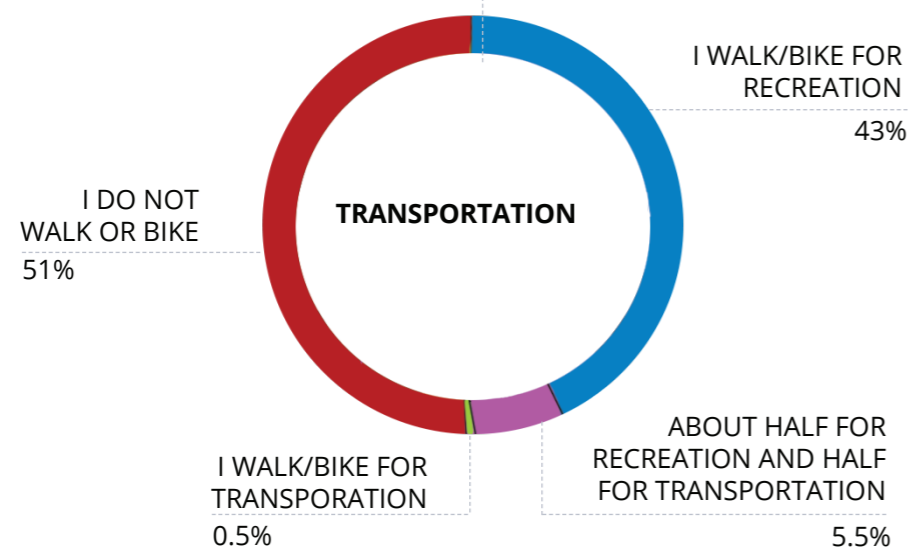


Living within the incorporated limits of Willcox provides many benefits. When survey participants were asked to rank which of seven common annexation benefits, they found most appealing, the ability to ensure state shared sales tax dollars stayed local was most influential.



SURVEY

CURRENTLY, DO YOU MOSTLY WALK OR BIKE MOSTLY FOR TRANSPORTATION OR RECREATION?



Over half (51%) of survey respondents reported that they did not currently walk or bike frequently, either for transportation or recreation. 43% of respondents indicated they walked or biked for recreation.

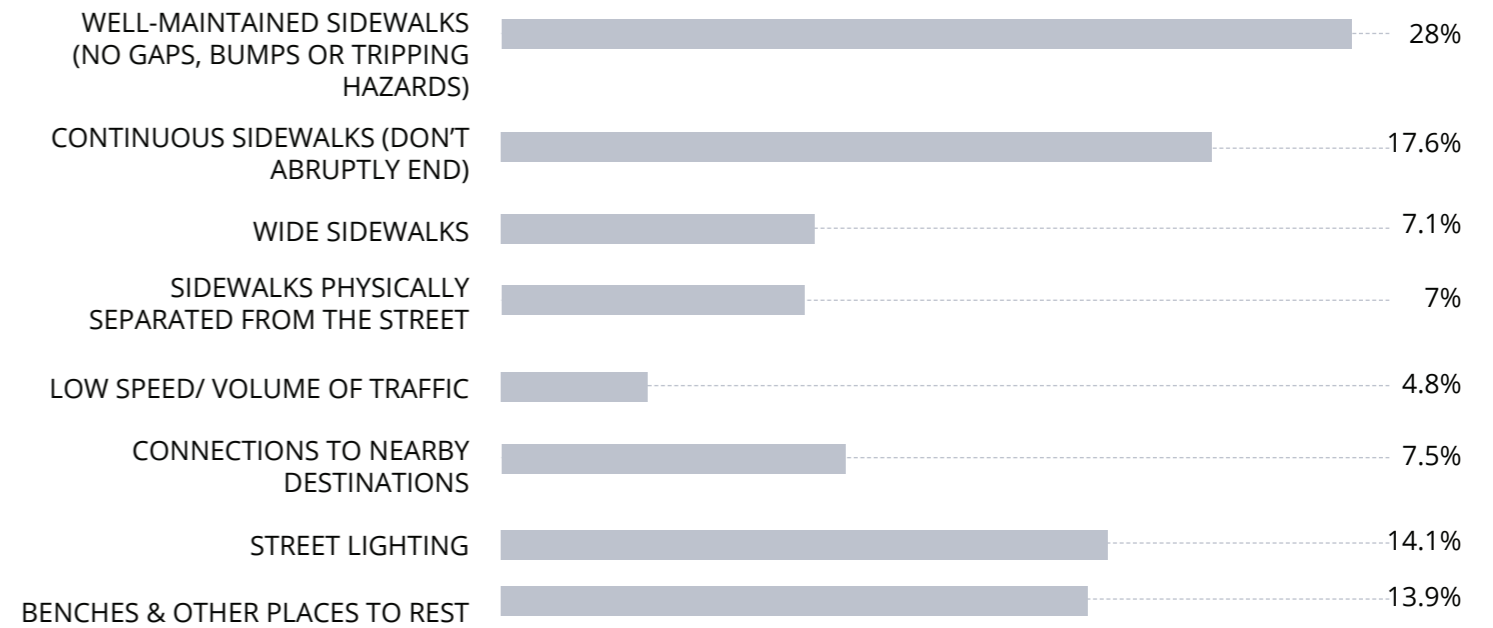
SURVEY



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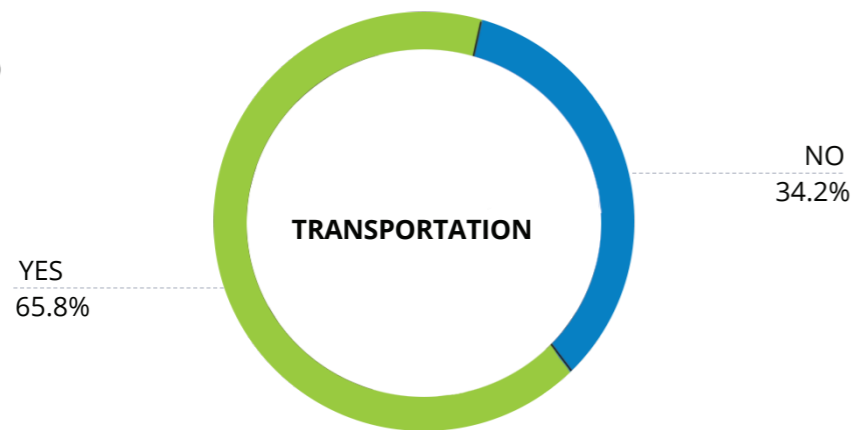
SURVEY

WHAT MAKES A STREET GOOD FOR WALKING OR BIKING? (CHOOSE UP TO 3)



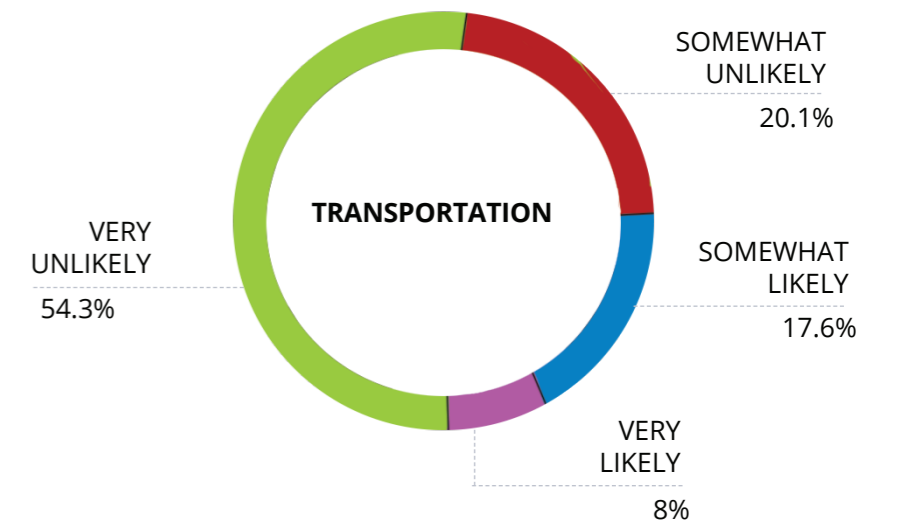
Ideally, all of the factors could be selected to improve walkability in Willcox. In reality, it can be difficult to incorporate all the options provided due cost and right-of-way constraints along existing roadways. When survey participants were forced to choose among three options, maintaining and improving sidewalks by eliminating hazards and adding streetlights and benches were the preferred options of many.

WOULD YOU LIKE TO WALK OR BIKE MORE OFTEN THAN YOU DO NOW?



Nearly 2/3 of respondents indicated that they would like to walk or bike more often than they do now. They remaining 34.2% of respondents stated they would not like to increase how much they currently walk or bike.

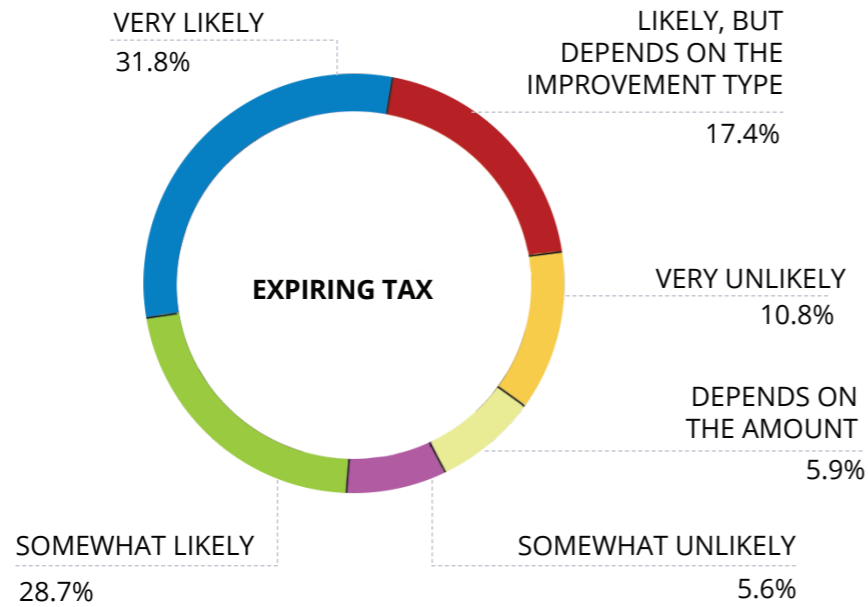
DIAL-A-RIDE SERVICES PROVIDES EITHER CURB-TO-CURB OR DOOR-TO-DOOR SHARED-RIDE PUBLIC TRANSPORTATION SERVICE TO CUSTOMERS FOR A NOMINAL COST. IF AVAILABLE, HOW LIKELY ARE YOU TO USE THIS SERVICE FOR WORK OR LEISURE ACTIVITIES?



While the majority of respondents indicated they were either very or somewhat unlikely to use a dial-a-ride service, over a quarter (25.6%) indicated they were somewhat or very likely to use the service. If this number were extrapolated to the greater population, it indicates a significant level of interest for the service.

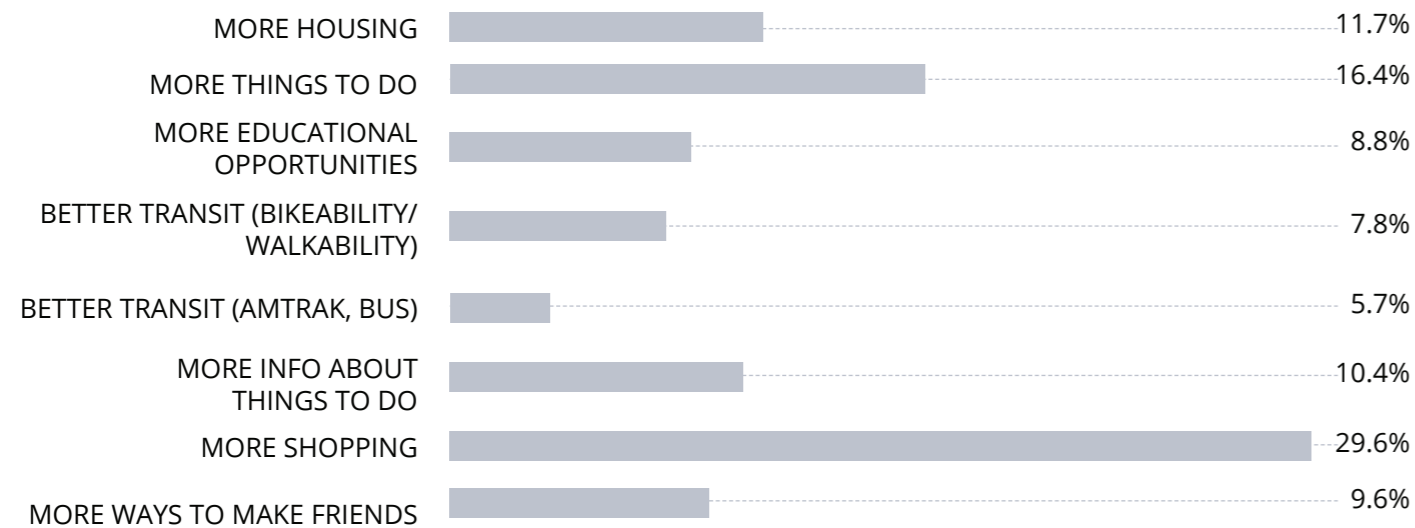


HOW LIKELY WOULD YOU BE TO VOTE FOR AN EXPIRING TAX TO FUND A SPECIFIC PROGRAM SUCH AS A PARK, SIDEWALK, ADDITIONAL NEIGHBORHOOD LIGHTING OR OTHER IMPROVEMENT?



Well over half of survey respondents indicated they were very or somewhat likely to support an expiring tax to fund local improvements. 16.5% indicated they were somewhat or very unlikely to do the same.

WHAT WOULD MAKE YOU WANT TO MOVE TO OR STAY IN WILLCOX (SELECT UP TO THREE)?



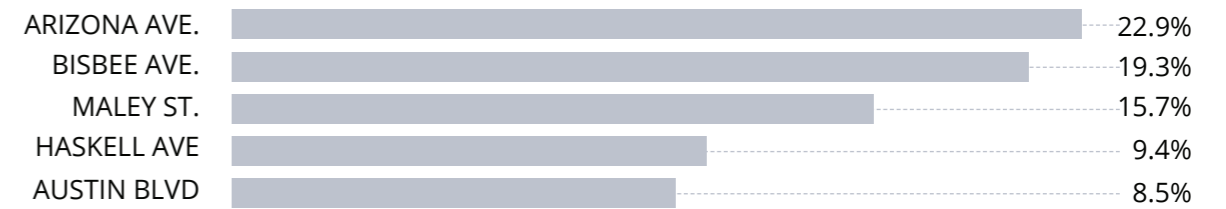
By far, the most desired option was additional shopping (29.6%). While not listed as specific choices, the following responses were also frequently cited by survey respondents: more jobs, road repairs, community clean-ups and additional code enforcement.



SURVEY

IF YOU COULD INSTALL SIDEWALKS ON JUST TWO ROADS IN WILLCOX, WHICH ROADS WOULD THEY BE? PLEASE SPECIFY.

TOP 5 RESPONSES LISTED BELOW



While many roadways were named Citywide, the above-mentioned roadways received the most support for sidewalk installation overall.



GLOSSARY

This Glossary has been provided to assist in understanding planning terms used in this document. These terms are part of the language used by elected and appointed City officials as well as City Staff. Additional phrases are provided in the Zoning Regulations.

Accessory Building: A subordinate building, the use of which is incidental to that of the main building.

Acre: A measure of land containing 43,560 square feet.

Americans with Disabilities Act (ADA): Federal legislation that gives civil rights protections to individuals with disabilities similar to those provided to individuals on the basis of race, color, sex, national origin, age, and religion. It guarantees equal opportunity for individuals with disabilities in public accommodations, employment, transportation, State and local government services, and telecommunications. Specific criteria affecting building design and public accommodations are found in the accompanying Americans with Disabilities Act Accessibility Guidelines (ADAAG).

Affordable Housing: Housing costs, such as rent or mortgage and utilities that do not exceed a portion of household's gross income or create an undue burden to sustain basic household needs.

Air Pollution: Concentrations of substances in the atmosphere, such as dust, pollen, soot or chemicals, which are detrimental to the health, comfort or safety of individuals, or which may damage property.

Alley and Alleyways: Lanes or passageways used to access the rear of lots or buildings.

Alternate Modes of Transportation or Alternative Transportation: Modes of travel, such as bus, rail, carpool, vanpool, bicycle and pedestrian which do not use a single-occupancy vehicle.

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Aggregate: Natural aggregates are particulate materials consisting of crushed stone, sand and gravel, typically mined from riverbeds. Aggregates are primarily used in construction, agriculture and industry.

Agriculture: The growing of soil crops in the customary manner in the open. It shall not include livestock raising activities; nor shall it include retailing of products on the premises.

Agritourism: A form of commercial enterprise that links agricultural production and/or processing with tourism in order to attract visitors onto a farm, ranch, or other agricultural business for the purposes of entertaining and/or educating the visitors and generating income for the farm, ranch, or business owner.

Annexation: A legal means used by an incorporated community to increase its land area, resulting in a change to the boundaries of that community. The process is closely governed by Arizona State Law (A.R.S. § 9-471).

Apartment House (multiple dwelling): Any building or portion thereof which is designed, built, rented, or leased, let, or hired out to be occupied or which is occupied as the home or residence of three or more families living independently of each other and doing their own cooking on the premises.

Aquifer: A water-bearing geological formation of sand, gravel, silt, clay or consolidated rock that stores or transmits water, or both, such as to wells and springs.

Aquifer Recharge: An area that allows surface water or reclaimed water supplies in enter the aquifer for future recovery and use.

Archaeological Site: A site that has or shows potential for having important information about the understanding of human prehistory or history. Such



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information may consist of evidence of past human life, habitation or activity, as well as material remains.

Arizona Department of Environmental Quality (ADEQ): The State of Arizona agency responsible for addressing environmental quality issues as determined by the State Legislature and/or as mandated by the federal government through the Environmental Protection Agency.

Arizona Department of Transportation (ADOT): The State of Arizona agency that addresses research, planning, design, construction, maintenance, and operations of the state transportation system, such as the freeway system.

Arizona Department of Water Resources (ADWR): The State of Arizona agency that addresses water resource planning and enforcement of state and federal laws addressing use of groundwater and conservation measures.

Arterial Roadway: A roadway designated to carry traffic between and through major traffic generators.

Bicycle Lanes: On-street facilities designated for bicycles created by pavement striping.

Bikeways: Any road, path or way which, in some manner, is specifically designated as being open to bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or are to be shared with other transportation modes.

Blight: An area other than a slum, where sound municipal growth and the provision of housing accommodations is substantially retarded or arrested in a predominance of the properties by any of the following: a dominance of defective or inadequate street layout; faulty lot layout in relation to size, adequacy, accessibility or usefulness; unsanitary or unsafe conditions; deterioration of the site or other improvements; diversity of ownership; tax or special assessment delinquency exceeding the fair market

value of the land; defective or unusual conditions of title; improper or obsolete subdivision platting; the existence of conditions that endanger life or property by fire and other causes. (Arizona Revised Statutes 36-1471)

Bond: A certificate of debt issued by a government guaranteeing payment of the original investment plus interest by a specified future date.

Bortle Scale: A nine-level scale that measures the night sky's brightness in a location. it does so by quantifying the astronomical observability of celestial objects and the interference caused by light pollution.

Building: any structure built for the support, shelter, or enclosure of persons, animals, chattels, or property of any kind.

Capital Improvement Program (CIP): A public document adopted by City Council that outlines a five-year plan for public acquisition and construction projects within the community. It is subject to annual review, modification and prioritization based on funding to guide the remaining years.

Carbon Monoxide: A colorless and odorless gas regulated by federal standards, which is a byproduct of burning carbon-based fuels.

Collector Street: A street intended to move a moderate number of vehicles within a community at a slow rate of speed and connecting highway or arterial to local streets.

Community Park: Publicly owned land, larger in scale than neighborhood parks, but smaller than regional parks, with public access to recreation opportunities beyond what neighborhood parks provide.

Comprehensive Plan or Master Plan: a coordinated plan which has been prepared and adopted for the purpose of guiding development, including but not



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beyond what neighborhood parks provide.

Comprehensive Plan or Master Plan: A coordinated plan which has been prepared and adopted for the purpose of guiding development, including but not limited to a plan or plans of land use, resources, circulation, housing, and public facilities and grounds.

Conditional Use: A use which requires approval of the board of adjustment, planning commission, or city council before the zoning administrator may issue a permit therefor. Generally, it includes uses which require individual consideration of surrounding conditions and circumstances to carry out the intent and purpose of the land use plan.

Contiguous: Locations in close proximity; neighboring; adjoining; near in succession; in actual close contact; touching at a point or along a boundary; bounded or traversed by.

Demographics: The statistical study of a human population and related characteristics such as distribution and density.

Density: the number of dwelling units per acre of land.

Du/Ac: Dwelling units per acre: the number of residences on one acre of land.

Dwelling Unit: one or more rooms in a building designed for living purposes (bathing, eating, and sleeping) and occupied by one family, when:

The occupants do not live and eat with any other persons in the structure; There is either:

- Direct access from the outside or through a common hall; or
- There is a kitchen or cooking equipment for the exclusive use of the occupants.

One-Family Dwelling: A detached residence

designed for or occupied by one family.

Two-Family Dwelling: A building containing two dwelling units.

Multiple-Family Dwelling: A building containing three or more dwelling units.

Easement: Authorization for a specified use of property or a portion of the property, such as aviation, construction, access or utility infrastructure or maintenance.

Effluent: Water that has been collected in a sanitary sewer for subsequent treatment in a regulated facility.

Existing Land Use: The actual use of a parcel of land, regardless of zoning.

Family: an individual or two or more persons related by blood, marriage, or adoption living together in a single dwelling unit and maintaining a common household. A family may include two, but not more than two nonrelated persons living with the residing family. "Family" shall not mean a group of nonrelated individuals, a fraternity, club or institutional group.

Federal Aviation Administration (FAA): The federal agency responsible for airport flight operations, including contorting take-off and landing patterns to address efficient aviation transport, noise mitigation and public safety concerns. This agency has no authority in land use issues but is involved with airport planning as it pertains to their role.

Flood, 100-Year: The size of a flood expected to occur on average every 100 years, based on historical streamflow data, flood control structures and channel design. A 100-year flood may occur in any year, or in consecutive years in rare cases.

Flood, 500-Year: Parcels included within this designation are at moderate flood hazard risk and have a 0.2 percent annual chance of flooding.

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Purchase of additional flood insurance is required for all parcels included in this area.

Flood Plain: A relatively level land area subject to flooding in any given year, and designated as an "area of special flood hazard" by the Federal Insurance Administration.

Functional Classification: Functional classification is a system to describe the various types of roadways by their primary purpose. Classifications typically describe not only the number of lanes, but also the types of access permitted to the roadway and the average daily traffic volume. Willcox roadway designations include collector (major and minor) and local streets.

General Plan: A formally adopted public document, containing goals, objectives and policies for the physical development of the community. The State of Arizona requires all municipalities and counties in Arizona to have a General Plan, with certain required elements, depending upon the size and growth rate of the municipality or county.

General Plan Amendment: A change to the language in the General Plan or colors or text on the General Plan Future Land Use map.

Green Building: An approach to sustainable development featuring recycling, reuse, building siting and materials that respond to climatic conditions reducing impacts on the natural environment.

Groundwater: Water from underground aquifers.

Groundwater Recharge: Water infiltration and percolation from land areas or streams, or by artificial means, through permeable soils into water-holding rocks providing underground storage (aquifers).

Growing Smarter Act: State legislation approved

in 1998 and subsequent amendments, intended to increase public participation in community planning, promote regional cooperation in planning, preserve open space and develop strategies that address growth-related issues.

Growth Area: A growth area is an area deemed suitable for infrastructure expansion, improvements designed to support a variety of land uses and, if appropriate, planned multimodal transportation.

Habitat: The physical features, biological characteristics, and ecological system needed to provide food and shelter for wildlife.

Historic District: A group of properties, located in a defined area, which express "a distinctive character worthy of preservation." As an overlay zone, it may encompass all types of buildings, structures, landmarks, places of social or cultural significance and archaeological sites.

Household: Person or persons occupying a dwelling unit.

Impact Fee: A fee assessed to pay for the cost of capital facilities required to serve a new development. A developer may, in some cases, contribute construction of dedicated facilities instead of paying impact fees.

Improvement District: An area formed at the request and approval of benefiting properties to assess themselves for the costs of municipal improvements.

Infill Development: The development of a vacant parcel or re-use of a parcel between existing developments.

Infrastructure: The essential facilities that serve, support and protect the community, such as water, sewers, streets and freeways, public utilities, schools,



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libraries, parks, police and fire facilities.

Intensity: An expression of height and mass as represented by floor area ratio which compares the square footage of the building to the parcel size, which can include the amount of open space remaining on the site. Intensity has three components: building mass, development cover, and open space.

Land Use Plan: A plan adopted and maintained by the city council which shows how the land should be used—an element of the comprehensive plan.

Large Scale Development: A planned unit development, mobile home park, mobile home subdivision, travel trailer court, group dwelling or farm labor camp which has been approved by the city council.

Local Street: A street that moves local traffic at low speeds for direct access to residential, commercial or industrial land and connects to collector and/or arterial streets.

Lot: A single parcel or tract of land.

Lot of Record: A lot designed on a subdivision plat or shown by deed, duly recorded pursuant to statute in the county recorder's office. A lot of record may or may not coincide with a zoning lot.

Low Impact Development (LID): An innovative stormwater management approach that is modeled after nature and strives to manage rainfall at the source using uniformly distributed decentralized micro-scale controls. LID's goal is to mimic a site's predevelopment hydrology by using design techniques that infiltrate, filter, store, evaporate, and detain runoff close to its source. In general, it treats stormwater as a resource rather than a waste product.

MGD: Million gallons per day, a unit of water

measurement.

Mixed-Use: A specialized land use consisting of a combination of at least two approved land uses that upgrade or replace existing single use sites with quality development that is sensitively adapted to surrounding land uses. Uses in this form of development integrate vertically and/or horizontally and share parking.

Multi-Modal: The use of more than one mode (a type or form) of transportation. These modes may include walking, bicycling, riding transit or driving.

Multi-Modal Trail: A hard surface trail designed for non-motorized transportation which are publicly or privately owned and maintained.

National Register of Historic Places: As established by the Historic Sites Act of 1935 (16 U.S.C. § 461 et seq.) and expanded by the National Historic Preservation Act of 1966 (16 U.S.C. § 470 et seq.) as amended. It is the nation's official listing of prehistoric and historic properties worthy of preservation, affording protection and recognition for districts, sites, buildings and structures significant in American history, architecture, archeology, engineering and culture. This significance can be at the local, state or national level. The national register serves both as a planning tool and as a means of identifying buildings, sites and districts that are of special significance to a community and worthy of preservation.

Neighborhood: A geographic area of a community defined by individuals who live and work in the area and share common needs such as housing, employment, education, goods or services, recreation or social interaction. The defined area is fluid, varying with different stakeholders in the neighborhood, but consisting of natural, built, economic and social environments.

Neighborhood Park: City-owned land intended to

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serve the social and recreational needs of people living or working within a one-mile area.

Neighborhood Revitalization: A process of identifying areas experiencing decline (indicated by property values, business retention, building occupancy, physical conditions or social activities); tracking patterns of social and economic depreciation; and defining appreciation outcomes and strategies to stabilize or give new energy to the area.

Nonconforming use: A use of premises which does not conform to the regulations of this title, but which existed at the effective date of the ordinance codified in this title.

Objective: A specific end that the community strives to attain as it moves toward broader goals.

Open Space: Areas used for active and passive recreation such as parks, playgrounds and golf courses, which may include storm water retention areas, railroad and canal bank rights-of-way, utility easements, plazas, open amphitheaters or other areas where people gather for social, cultural or recreational reasons.

Ordinance: Public law, in the form of City Regulations, adopted by the City Council.

Overlay District: An additional layer of regulation that modifies certain requirements within the base zoning but cannot change or restrict uses set forth in the base zoning.

Particulate: Material that is suspended or discharged into the air by sources such as wind, agricultural or construction activities, vacant lots, unpaved roads and smoke, at concentrations which impact public health or safety and are regulated by federal standards.

Pedestrian Network: System of sidewalks, paths

or any other non-motorized dedicated ways for pedestrians. The network includes facilities adjacent to streets, separated from streets or off-street, providing accessibility for persons with disabilities, as well as other amenities such as lighting, seating and shade.

Potable: Water that has been treated to meet all standards for drinking water.

Reclaimed Water/Effluent: Wastewater that has been treated to remove solids and impurities to be reused for non-potable water uses, such as plant irrigation, groundwater recharge

Reclamation Facility: Facility to treat municipal wastewater for reuse or discharge.

Recreation, Active: Organized play areas such as softball, baseball, football and soccer fields, tennis and basketball courts, and various forms of children's play equipment.

Recreation, Passive: Type of recreation or activity that does not require the use of organized play areas.

Redevelopment Area/District: Designated by State law and City ordinance as an area in need of redevelopment.

Regional: Pertaining to activities or economies of a scale greater than that of a single jurisdiction which affect a broad geographic area.

Regulation: A law, rule or other order prescribed by authority, either local, regional, state or federal.

Reinvestment: Establishing appreciation outcomes and strategies to support these outcomes by putting time, money or other resources into property currently owned, for the purpose of maintenance or enhancement, strengthening the natural, built, economic and social components of a neighborhood.

Retention/Detention Basin: Area designed to retain



GLOSSARY

storm water runoff, which may be landscaped and/or used during non-storm periods for passive or active recreation.

Revitalization: Coordinated research and activities focused on influencing the physical conditions, market, image and social network of an area; working to inspire confidence by restoring new life or activity, sometimes through public improvements that spark private investment.

Rezoning: An amendment to the Zoning Map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land.

Right-Of-Way (ROW): The portion of land over which a public route or street is built or adjacent land the City has a right to develop or use.

Setback: the shortest distance between the property line and the foundation, wall, or main frame of the building.

Sidewalk: The portion of a street designed for pedestrian use, usually grade separated by a curb.

Special Exception—Conditional Use: A use which is not specifically permitted in a zone, e.g., an electric substation in a residential zone, but which may be permitted as a special exception, subject to compliance with conditions prescribed by the board of adjustment.

Statute: State law established by the legislature.

Stakeholder: A stakeholder is a person or organization that has an interest or concern in the community and is impacted by and cares about outcomes.

Stormwater: Stormwater refers to the runoff water generated when precipitation from rain over land or impervious surfaces that does not percolate quickly into the ground. As stormwater flows over

land or impervious surfaces, it can accumulate debris, chemicals, sediments or other pollutants that degrade the water quality if untreated.

Subdivision: The legal division of a large parcel of land into smaller parcels.

Surface water: Water from rivers and reservoirs.

Sustainable: Development that balances social/cultural, economic and environmental impacts of current actions without compromising future resources.

Transit: Transportation by bus, rail, boat or other conveyance, either publicly or privately owned, which provides general or special service to the public on a regular and continuing basis. This category does not include school buses, charter or sightseeing services, or single-occupancy vehicles.

Transportation System: A comprehensive network of all modes of travel, the infrastructure and facilities, including circulation routes, used to move people and supplies between points throughout a city and linked to a larger regional system.

Variance: A waiver or reduction in required area of lot or yard dimension, below the requirements set forth in this title.

Zoning Regulations: City document recognized by state law as the legal implementation tool of the General Plan. Contained within Title 17 of the Municipal Code for Willcox, it contains maps and rules defining districts with permitted land uses and allowable activities, as well as specific development standards such as building height, setbacks, densities, parking, landscaping and design guidelines governing how property can be developed and used.