

# City of Willcox

2009 General Plan Update  
March 12, 2009



## **ACKNOWLEDGMENTS**

### **CITY COUNCIL**

Gerald "Sam" Lindsey, Mayor  
Larry N. Schultz, Vice Mayor  
Christopher Donahue  
Stephen Klump  
Monika Cronberg  
Elwood "Woody" Johnson  
Jimmy L. Norris

### **PLANNING COMMISSION**

James Fusco, Chairman  
Bob Irvin  
Don Ulses  
Earl Goolsby, Vice-Chairman  
Doyle Miller

### **CITY STAFF**

Patrick McCourt, City Manager  
Hector M. Figueroa, City Attorney  
Jeff Stoddard, Development Services  
Ruth Graham, Finance Director  
Cristina G. Whelan, City Clerk  
Dave Bonner, Director Public Works  
Sandi Thomas, Administrative Assistant  
Tom Minor, Library Director

### **EX-OFFICIO**

Phillip T. Rodriguez  
Robert "Bobby" Sherwood  
Phil Stratton  
Michael Leighton

**This General Plan Update 2009 was funded in part with an ADOC Smart Growth Grant**

#### **W.C. Scoutten, Inc.**

1626 N. Litchfield Rd, Ste 310

Goodyear, AZ 85395

(623) 547-4661

(623) 547-4661

# TABLE OF CONTENTS

	Page #
❖ INTRODUCTION .....	1
➤ Vision and Goal	
➤ Context	
➤ Background for Plan Update .....	2
➤ History .....	3
➤ City Statistical Information .....	4
➤ General Plan Elements Summary .....	5
❖ ELEMENTS	
➤ Citizen Participation .....	6
○ Guiding Principle	
○ Background	
○ Objectives	
➤ Land Use .....	7
○ Guiding Principle	
○ Background	
○ Objectives	
○ Land Use Map .....	9
➤ Transportation / Circulation .....	10
○ Guiding Principle	
○ Background	
○ Objectives	
○ Circulation Map .....	12
➤ Housing .....	13
○ Guiding Principle	
○ Background	
○ Objectives	
➤ Growth .....	14
○ Guiding Principle	
○ Background	
○ Objectives	
➤ Cost of Development .....	16
○ Guiding Principle	
○ Background	
○ Objectives	
➤ Environmental Planning .....	18
○ Guiding Principle	
○ Background	
○ Objectives	

➤ Open Space .....	20
○ Guiding Principle	
○ Background	
○ Objectives	
○ Open Space Map .....	22
➤ Water Resources .....	23
○ Guiding Principle	
○ Background	
○ Objectives	
❖ GENERAL PLAN AMENDMENTS .....	25
❖ IMPLEMENTATION STRATEGIES .....	30
❖ APPENDICES .....	47
➤ Existing Conditions and Additional Background Information per Element .....	48
➤ Glossary .....	61
➤ Public Participation Plan & Elements Workshop Results .....	63

---

---

## VISION AND GOAL

**“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 overriding goal of this General Plan is to protect and preserve the City’s heritage and to ensure compatible and managed growth for its citizens.”**

## CONTEXT

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. The City incorporated in 1915.

The City of Willcox is generally located at the intersections of State Route 186 and Interstate 10. Adjacent communities include Dos Cabezas to the east, Kansas Settlement to the south and Cochise to the southwest.

## VISION AND GOAL

## CONTEXT

---

---

## **BACKGROUND FOR PLAN UPDATE**

The 2002 City of Willcox General Plan is a sound, structured plan for the City's future. However, economic conditions have changed radically within the State of Arizona since that plan was adopted. Impacts on the City are only now becoming apparent. The City has realized that they must look beyond the existing boundaries and recognize that the City will be approached by property owners and developers to expand. This General Plan Update is intended to address those considerations that might result from that future expansion and at the same time reinforce the goals and objectives of the 2002 General Plan.

This General Plan Update will draw on the efforts of the 2002 Plan and expand on those efforts based on the outcome of the update process. As this document unfolds, excerpts from the 2002 Plan have been utilized throughout. Much of the information contained in that document prepared by Community Sciences Corporation is still valid and important to this update.

Preparing for Willcox' future involves a continued regard for the City's past, and the traditions and heritage of the Sulphur Springs Valley. The General Plan serves as a broad overview of how to protect and preserve the community's distinctive character. At the same time this plan must provide a tool to encourage and manage growth and progress.

Today, the downtown area reflects the rich history of cattle empires, the railroad, the cowboy spirit of the American West. Architecture, museums and civic events continue to reflect pride in the accomplishments of earlier generations. Attractions in the area include trips to natural monuments and historic sites, trail rides, observing wildlife, vineyards and wineries, u-pick operations, and other active or passive site seeing opportunities.

Willcox works toward balancing opportunities in housing, jobs, education and community activities that support its desirable, secure, small-city atmosphere. The General Plan process observes and follows state statute requirements and adheres to the "Growing Smarter" and "Growing Smarter Plus" legislation. Residents, business owners, and property owners participate actively in directing and planning their community. This update to the 2002 General Plan is equally citizen-driven. Numerous open-houses, public meetings and citizen surveys have been used throughout this update process.

The General Plan serves as a flexible guiding statement of municipal policy. It is not meant to regulate. The Plan is not a zoning map; but it is a set of principles that the development codes should follow.

## **BACKGROUND FOR PLAN UPDATE**

**HISTORY**

The City of Willcox is a community with a rich history that stretches back more than century. Located within the Sulphur Springs Valley, the City maintains Arizona’s most temperate climate. In 1880, the City of Willcox was just a town starting out owing its existence to the construction of the railroad which bisects the town. In its beginning it was known as Maley, which was changed approximately 8 years after General Orlando B. Willcox visited the area.

During this time, the City became known as the Cattle Capitol 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.

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 3,900 people in 2007. 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 ‘new’ crops that is cultivated in the area is grapes, which are used in the blossoming wine industry in southern Arizona.

The City still exhibits a rural character with a small town “feel” which is, in itself, an amenity many people search for, and strive to create.

The City of Willcox, and Cochise County, is also widely recognized for several different outdoor and nature related activities. In close proximity to the City (and within the County) are areas where people go to bird-watch, hike, mountain climbing, view petroglyphs, and ride horses, to name a few of the activities in the area.

A unique place to visit is the 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 near 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**

---

---

## CITY STATISTICAL INFORMATION

## CITY STATISTICAL INFORMATION

Data compiled over the last year from different sources paints the following picture of the City:

There are approximately 1,200 undeveloped residential lots within the City and approximately 200 undeveloped non-residential lots within the City.

Population:	3,913 people
Total City Area:	6.2 square miles
Dwellings:	1,476 dwellings (2.65 persons / household)
Population Density:	622.3 per sq. mile
Unemployment:	6.6% - 2007 (ADOC)

Median Resident Age: 36.9 years  
Median Arizona Age: 34.2 years

Median Household Income in 2005

Willcox:	\$27,300
Arizona:	\$44,282

Estimated median House / Condo in 2005

Willcox:	\$85,200
Arizona:	\$185,400

In 2000 (U.S. Census)–

21.6% of families lived below the poverty level  
27% of the total population was living below the poverty level.

Of those living below the poverty level – 36.6% are 18 or younger, and 24.6% are age 65 or older.

34 building permits issued 2007 (ADOC)



---

---

**GENERAL PLAN ELEMENTS SUMMARY**

The revised General Plan will have a different look. The City wishes to escape from the more common use of Goals and Objectives and will use a methodology more in line with the City pursuit of sustaining its heritage while guiding its future. Guiding Principles have been established for each of the General Plan Elements followed by specific Objectives. The number of Objectives has been reduced to a more meaningful and manageable number. Implementation Strategies will conclude this document.

**GENERAL PLAN  
ELEMENTS SUMMARY**

---

---

**GUIDING PRINCIPLE**

The City of Willcox wishes to provide effective, early and continuous public participation in the development, and approval process for all significant land use decisions. Willcox' General Plan Update has provided opportunities for involvement at various points of its development, review and adoption. Continued participation in public land use decisions will be achieved through efforts of outreach including a series of open houses and wide distribution of the draft for review and comment.

As future development proposals are submitted to the City, it is intended that wide citizen involvement in the entitlement process be encouraged in order to ensure citizens an adequate opportunity to learn about applications that may affect them and to work with applicants to resolve concerns and mitigate potentially negative impacts.

**BACKGROUND**

Citizen participation in decisions which direct the City's growth and progress has always been an important policy for the City. The City has demonstrated this throughout its history.

The purpose of the Citizen Participation Element is to help mandate and enforce this historic trend and will act as a policy for the City in the future.

**OBJECTIVES**

- Establish a formal Citizen Participation Policy and procedure to accompany all Major General Plan Amendment, Rezoning and Use Permit applications and other action that requires legislative approval.
- Require an applicant for a Major General Plan Amendment, Rezoning or Use Permit to provide a written report on the results of their citizen participation efforts prior to holding any public hearings.

**GUIDING PRINCIPLE****BACKGROUND****OBJECTIVES**

**GUIDING PRINCIPLE**

The current land use pattern in the city limits of Willcox and within the projected Planning Area reflects the rural and historic heritage of the area. The residents of the City have stated their desire to maintain and enhance that heritage while encouraging managed, healthy growth that compliments the existing fabric of the community. First and foremost is a desire to retain the agribusiness heritage of the community while promoting complementary development of vacant properties and encouraging public facilities and open space for entertainment, cultural, recreational, and social activities.

**BACKGROUND**

The community’s heritage for cattle ranching and agriculture established the area’s land use pattern. Historic preservation efforts coupled with festival events and public gathering places attract tourists as well as sustaining civic pride. 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 should provide opportunities and the means to protect and improve the Willcox quality of life. 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.

**OBJECTIVES**

- Review and modify, as appropriate, the City codes and development standards to ensure the expected quality of life. This could include the addition of new standards for specific types of land use and development that the City feels would enhance the existing community fabric.
- Encourage greater variety of retail and service business to meet the demands of the existing and future residents.
- Provide public facilities that enhance the current and future quality of life.
- Work closely and cooperatively with Cochise County regarding land use decisions within the Willcox Planning Area.

**GUIDING PRINCIPLE**

**BACKGROUND**

**OBJECTIVES**

---

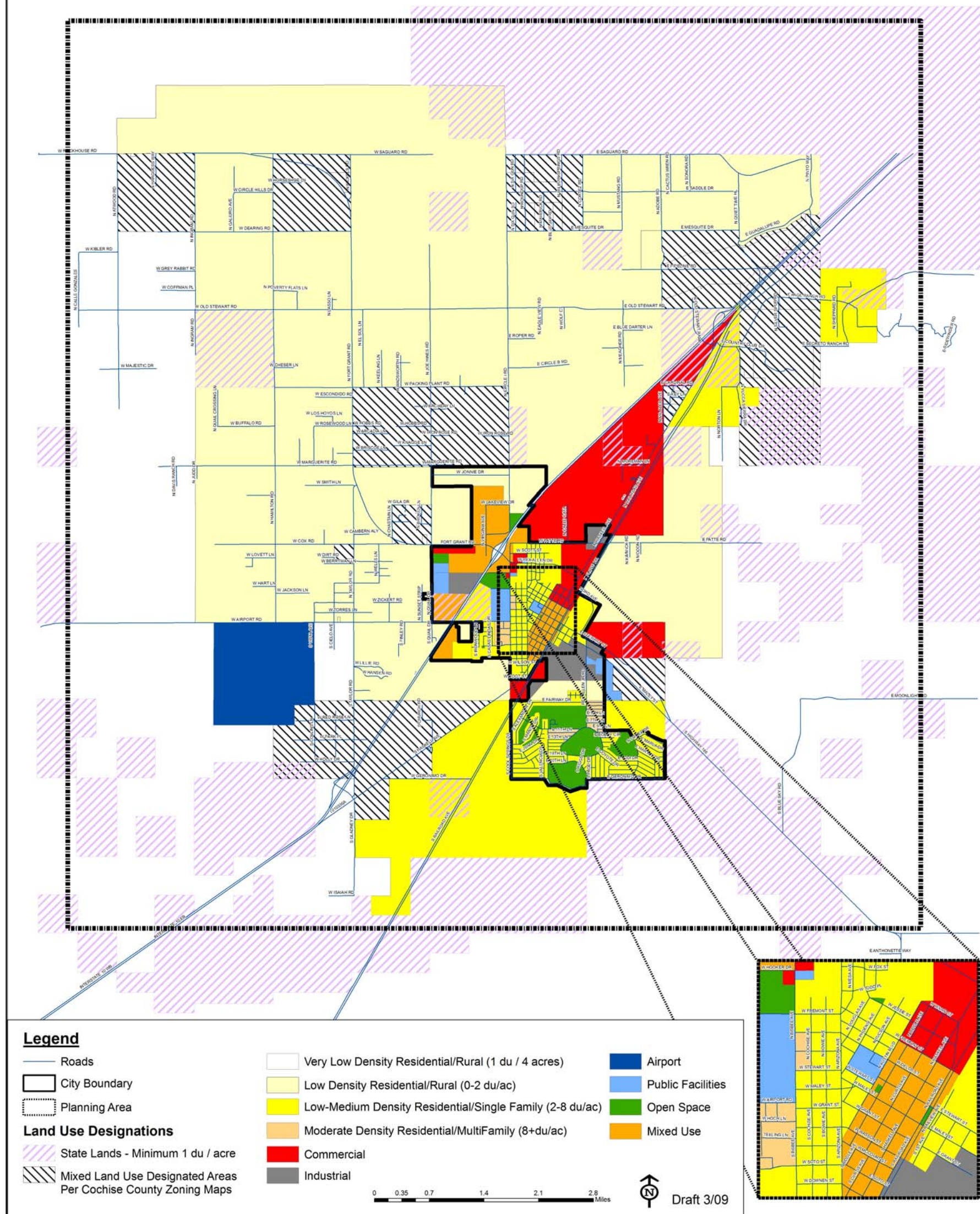
**EXCEPTIONS**

- Land annexed into the city shall be granted a Zoning Classification similar to that zoning it enjoyed within the County regardless of the General Plan Land Use Designation.
  
- Properties which are annexed into the City and that are granted zoning classifications to support greater density than what is shown on the General Plan Land Use Map may be considered for Transferred Development Rights as part of a Pre-Annexation Development Agreement.

**EXCEPTIONS**

# CITY OF WILLCOX 2008 GENERAL PLAN

## Land Use



**GUIDING PRINCIPLE**

The existing circulation pattern within the City of Willcox, with minor exception, dates back to the territorial and early days of statehood. The main streets, Haskell Avenue and Maley Street, were part of the original state highway system. 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 is the long-term maintenance and enhancement of this system.

**BACKGROUND**

Long-range planning should consider ways to maximize the contributions rail and interstate highway transportation make to Willcox prosperity. Access by tourists helps the economy and introduces people to the benefits of living and working within the community. Potential for product transport can influence manufacturing site location in the community. Access to Interstate 10 reduces travel time for local residents to goods and services not available in the City.

Internal circulation on the City, County, and State roadways requires maintenance and design improvements. Drainage, congestion reduction, railroad crossings, pathways and parking are issues pertaining to circulation that are mentioned by local citizens. Street maintenance and improvements are a high priority, and appreciation has been expressed regarding recent, successful paving/sidewalk projects. Willcox will build on its locational advantage as a business-friendly region served by rail, interstate and air transit.

**OBJECTIVES**

- Develop and maintain an on-going program to upgrade and maintain the existing streets within the City. This program should also define the hierarchy of streets based on their carrying capacity and anticipated vehicle loads.
- New development proposals should honor the historic circulation pattern of the community.
- Work cooperatively with local and regional efforts to provide transportation access to all socioeconomic levels of the community for purposes of shopping and health maintenance.
- Develop a City-wide non-vehicular system of pedestrian and bicycle pathways to interconnect residential areas to schools, shopping and parks.

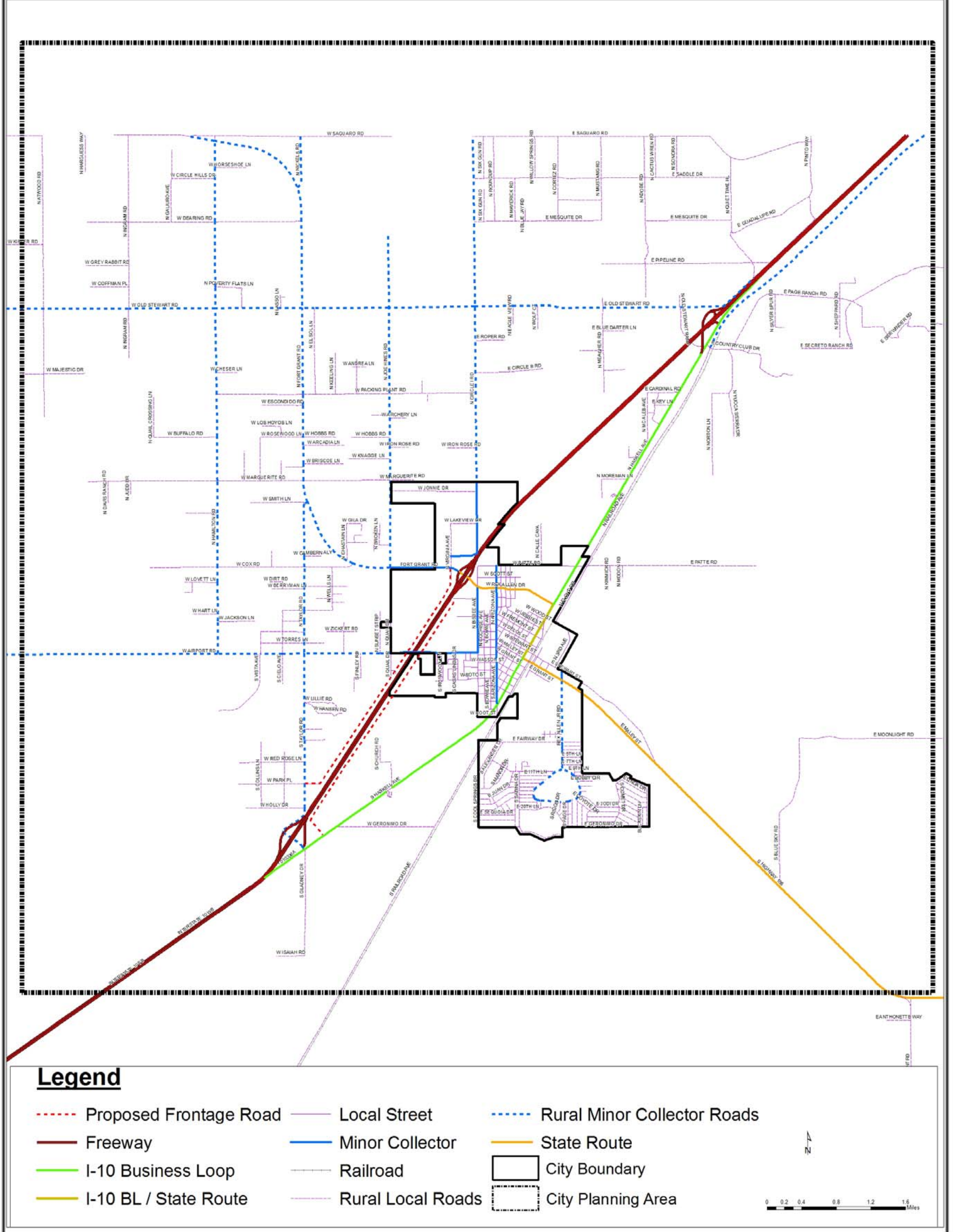
**GUIDING PRINCIPLE**

**BACKGROUND**

**OBJECTIVES**

- Work cooperatively with Cochise County to stabilize and enhance the economic viability of the airport.

# CIRCULATION





**GUIDING PRINCIPLE**

It is fundamental to the citizens of Willcox that a variety of housing options be available for all socio-economic levels. There is also a general observation that much of the area housing is older and in need of upgrade, repair or replacement. As new employment opportunities are generated, additional housing will be required. It is a guiding principle of this General Plan to diversify and encourage a complete range of new housing opportunities within the community.

**BACKGROUND**

The Willcox 2001/2003 Housing Strategy, facilitated for the community by the Arizona Department of Commerce, calls for a six-point action program to enhance residential choice in the City. The issues at that time were:

- Substandard housing (585 units 53% of total)
- Elderly households (20% headed by persons over 65)
- Rental opportunity (lack choice for moderate and high income)
- Infill existing lots (nearly 300 vacant)
- Appoint an Organization to oversee the implementation of the Housing Strategy.

To date the housing strategy has not been updated. Code enforcement, housing assistance, and development incentives are key strategy principals that coincide with General Plan housing goals.

**OBJECTIVES**

- Improve community appearance, encourage property clean-up, and strengthen code enforcement efforts.
- Promote residential construction as an economic development tool that offers housing opportunities for all income levels.
- Consider incentives and programs to construct or renovate substandard housing for sale or rent.
- Initiate a partnership with Cochise County to encourage broader housing opportunities in the incorporated area of Willcox and its Planning Area.
- Provide routine updates to the Willcox Housing strategy in order to remain current with the Community's housing needs.

**GUIDING PRINCIPLE**

**BACKGROUND**

**OBJECTIVES**

**GUIDING PRINCIPLE**

The City of Willcox understands that its future lies not only in the current city limits but also in the surrounding area. The City recognizes that planning for future growth is essential for a healthy community. It's for that reason that this General Plan acknowledges a Planning Area of approximately 72 square miles.

**BACKGROUND**

The General Plan Update process participants recognize that the City must grow and flourish to survive. This plan addresses an overall 72 square miles which area is noted as the Planning Area throughout the document.

Willcox seeks, and expects, significant job creation in and near the community. Preparing portions of the City with infrastructure, multi-modal transportation and amenities is intended to draw uses that will boost the economy, attract tourism, expand housing opportunities and deliver desirable, well-paying jobs.

The overriding goal of Growth Areas is to spread community prosperity, not simply to develop key properties. Citizens suggested that a broad area encompassing the land between Interstate 10 and Business 10 could be promoted to attract light industry and tourism. Anchored by the Exit 340 and Downtown nodes, properties throughout the central City can increase in value.

As catalysts for progress, Growth Areas can have positive effects elsewhere: generating revenues for living quality enhancements, encouraging property clean-up beyond City limits, demonstrating the advantages of annexation to owners of adjacent County lands. Selected, larger scale development projects provide momentum for many ancillary community benefits.

**OBJECTIVES:**

- Consult closely with Cochise County regarding land use decisions within the City's Planning Area.
- Work closely with developers proposing new developments to ensure quality and sustainability within the City and the Planning Area.
- Promote in-fill development that utilizes existing infrastructure improvements.
- Coordinate the City's Capital Improvement Program with private investment within the city limits so as to foster economic stability and growth through revenue-generating business, well-paying jobs and residential variety.

**GUIDING PRINCIPLE**

**BACKGROUND**

**OBJECTIVES**

- 
- Consider 'Quality of Life' enhancements such as a Senior Center.
  - Recognize the rural character in the City's expanded Planning Area through land use planning, development codes, and circulation corridors.
  - Avoid providing City-owned services and utilities to properties that are not within the City-limits without proper compensation to the City.
-

**GUIDING PRINCIPLE**

The City of Willcox places credence in the old adage that ‘it takes money to make money.’ However, the City also understands that the entire financial burden related to growth should not be placed on the current residents and tax payers. Industrial development proposals should be evaluated on a cost-benefit basis.

**BACKGROUND**

Willcox is preparing for growth with increased utility service capacities for natural gas, water supply distribution, and wastewater treatment. Expenditures are justified by projected growth that will increase demand on these, and other, municipal systems and, at the same time, raise the number of paying customers. The City has recently added an additional well to its water delivery system. In addition, efforts have been made to expand the City’s water area certification and evaluate the wastewater treatment plant capacity.

In the past, infrastructure costs have tended to be relatively high for new construction because of the small scale of most projects; and, often, the expense of having to import materials, specialized labor and equipment that were not readily available in the community. For this reason, Willcox is inviting and encouraging master planned developments that would provide for an “economy of scale” for the construction of necessary infrastructure improvements. The City also looks for opportunities, such as industrial parks, where coordinated improvements can serve multiple land users.

In addition to growth management techniques cited elsewhere (e.g., code regulations and development guidelines, Land Use Element; capital improvement programming, Growth Areas Element), the City is evaluating methods to assess “fair share” contributions from developers. That is, when additional businesses and homes increase demands on City systems or facilities, they should pay a reasonable proportion of the needed costs to provide the services.

Many Arizona jurisdictions address the cost recapture issue through exaction of development impact fees from all new developments or increasing bonded indebtedness. These approaches, however, are more effective where a rapid growth pace has been established. Here, there are concerns that fees might cause investment to go elsewhere and heavy general obligation debt would burden existing taxpayers – with no assurance that others will be coming to help pay it off.

Until a consistent pattern of growth is established, there are other ways for defraying costs that can be tailored to the specific project. Assessment and improvement districts can be used to bring improvements to specific areas.

**GUIDING PRINCIPLE**

**BACKGROUND**

Development agreements can provide negotiated cost allocations between local government and landowners as a condition of annexation or development entitlement. Non-taxpaying entities, such as government agencies, may agree to in-lieu payments to cover municipal costs for services and infrastructure.

## **OBJECTIVES**

- Encourage in-fill development in areas where off-site infrastructure already exists.
- Requiring new development to pay for all costs related to providing new infrastructure that specifically benefits their development.
- Consider over-sizing wet utility transmission pipelines in circumstances where additional development is anticipated upstream and costs could be recouped through connection reimbursements.
- Consider requiring reimbursement for direct impacts on existing infrastructure and facilities by new development.
- Consider the use of Development Agreements as a means to extract assurances from new development that reduce financial risk for the City.

## **OBJECTIVES**

---

---

**GUIDING PRINCIPLE**

The history of Willcox as a “Cow Town” is, in part, a result of the physical characteristics and environment of the area. Preservation and stewardship of those elements is important to the long-term viability and desirability of the City. This includes recognition of the ‘micro-climate’ impacts resulting from the Willcox Playa and the unique opportunities it presents.

**BACKGROUND**

Willcox is located in the Sulphur Springs Valley and enjoys a mild year-round climate with surrounding mountain scenery and outdoor activities courtesy of the Dos Cabezos, Winchester and Graham Peaks, and the Dragoon and Chiricahua Mountains. The variety of bird species that can be viewed in Willcox during migratory periods is of special note in attracting visitors.

The Environmental Planning Element advocates health and safety solutions. It strongly supports comprehensive measures to prevent and mitigate flooding through adoption of a Master Drainage Plan. It also promotes measures to preserve the community’s unpolluted water, air, and land as well as maintaining natural conditions that contribute to Willcox living quality. Serenity is part of the local environment. High value is placed on privacy, freedom from intrusion by noise, glare and odor.

Citizens’ overriding respect for the environment and natural resources mandates that future growth of the community should be consistent with these values.

**OBJECTIVES**

- Consider creating standards for new development that recognizes and mitigates the long-term impacts that it has on the environment of the area and region. These standards would also be reflected in the Open Space and Water Resource Elements.
- Improve City code requirements to address the affects of storm water in and around the City. Prepare and adopt a Master Drainage Plan that addresses run-off, retention, detention and ground water recharge.
- Promote programs and activities that result in tangible conservation results such as: landscaping with native and low-water use plant materials, grey-water utilization, habitat preservation and restoration, and related educational programs.

**GUIDING PRINCIPLE****BACKGROUND****OBJECTIVES**

- 
- Participate in the monitoring efforts of air and water quality both locally and regionally.
  - Protect the region's dark skies against light pollution, without undue hardship to the community's economy or safety.
-

**GUIDING PRINCIPLE**

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 of these attributes 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.

**BACKGROUND**

Broad expanses of range land surround Willcox. Spaciousness is a community asset that distinguishes living in a small community rather than in a congested urban area. Visitors and local residents, alike, appreciate the opportunities for hiking, equestrian activities and nature study in the general vicinity of the City.

Suggested land development code revision would provide useable open space in mixed-use master planned projects and future residential subdivisions. To assure that community open space needs are met as population increase, the current standard of ten percent common open space in planned developments may be increased.

Variety in outdoor activity is promoted for all residents. Multi-purpose pathways for biking, jogging and walking (some with exercise stations) are a popular, recommended enhancement to local open space. Youth have asked for places to skateboard. Seniors prefer leisurely lawn and court games. Day trip prospects for visitors and seniors constitute a possible commercial venture to explore natural, historical and scenic resources in the Willcox area.

Maintaining the image of openness depends on the sustainability of local agribusiness. Fields and grazing lands are important resources. They contain and surround urban development, keeping the City compact.

**OBJECTIVES**

- Develop a Parks and Open Space Master Plan that reflects and improves upon the existing City facilities and acknowledges the potential into the City’s Planning Area. This plan would establish criteria for public parks, recreation opportunities and passive/natural open space.
- Consider requiring new development to sustain existing view corridors as part of their development plans

**GUIDING PRINCIPLE**

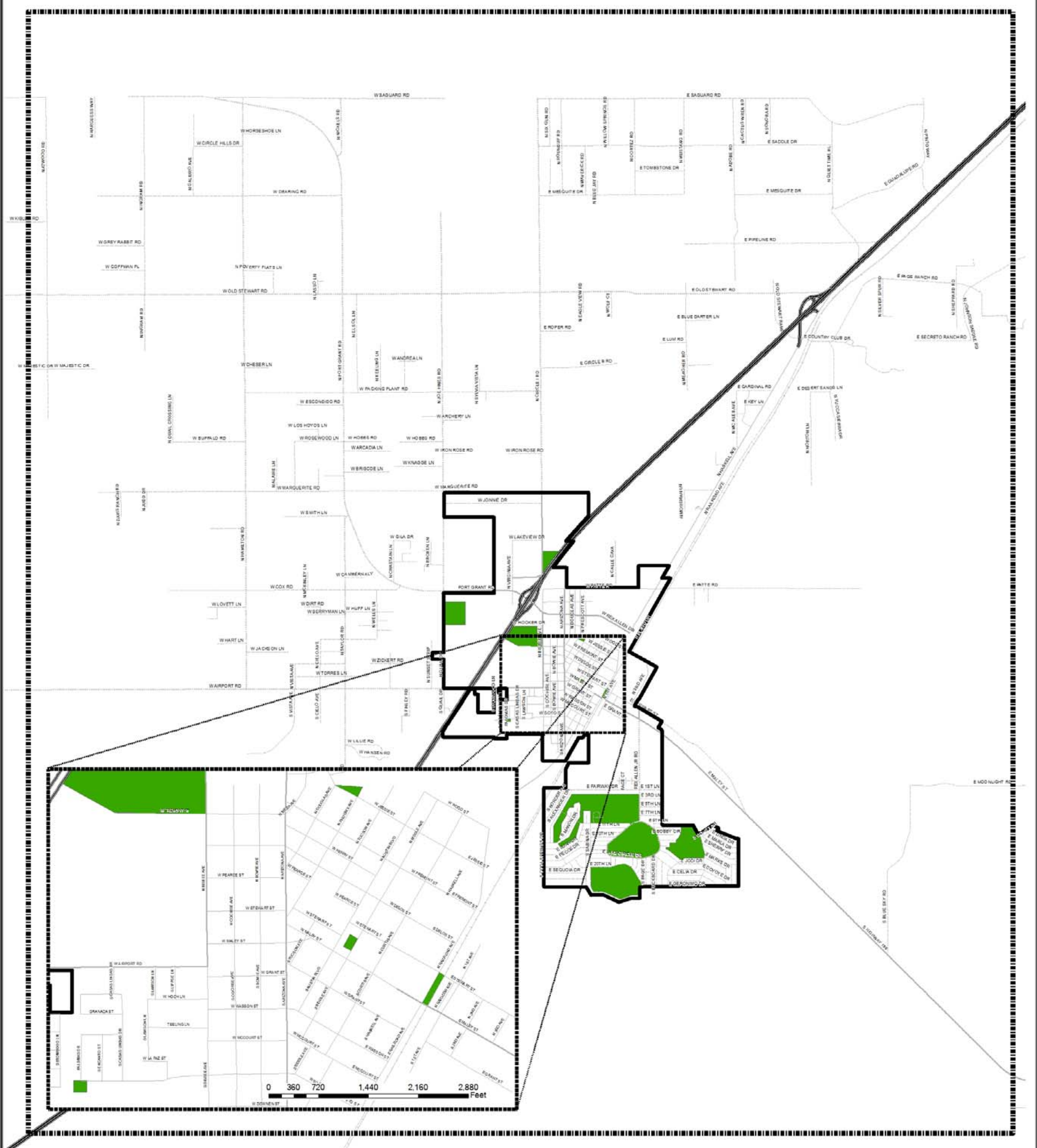
**BACKGROUND**

**OBJECTIVES**



- Consider amending existing, or creating new, development standards to include minimum open space expectations; both public and private.
- Consider requiring open space and landscape buffers between residential and non-residential land uses.

# OPEN SPACE



### Legend

- City Boundary
- City Planning Area
- Existing Parks / Open Space
- Future Parks / Open Space



---



---

**GUIDING PRINCIPLE**

Throughout Arizona, a sustainable water supply has become a paramount issue. It has been determined by a recent and detailed engineering study that the City of Willcox has a sustainable water supply for its existing city limit as well as its Planning Area. However, the residents of the City should not take water availability for granted. The growth potential of the City mandates that the City initiate efforts to sustain and guarantee the quality of this precious resource.

**BACKGROUND**

Adequate water supply and quality are vital to any municipality's well-being. Willcox meets present and projected service demands for potable water. Recycling treated effluent, used for activities such as turf irrigation at the Twin Lakes Golf Course, conserves local water production for domestic and fire-fighting purposes. Water quality is regularly monitored. The main concern has been that local water resources are high in fluorides and the cost to treat this condition is relatively expensive. Recent improvements and expansion to the City's available water supply has relieved some of that concern

Willcox growth potential supports efforts to develop future water resources. Additional wells are being installed. Stewardship of municipal water resources begins with conservation planning. Low water use industries and those that recycle are preferred under the City's economic development program. Xeriscape practices and native drought-tolerant plant materials are recommended for landscaping.

Consideration of groundcover recharge techniques can lead to significant replenishment of the Sulphur Valley 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, as mitigating the area's ground subsidence problems.

**OBJECTIVES**

- Develop water conservation incentives/regulations for existing City water users.
  - Require or promote water conservation measures for new development, such as attracting businesses that use recycled or non-potable water supplies.
  - Develop and promote reuse opportunities such as grey water for landscape watering, storm water retention/recharge and other measures.
- 

**GUIDING PRINCIPLE**

**BACKGROUND**

**OBJECTIVES**

- 
- Plan for development of new water resources through the City’s Capital Improvement Program in a manner that reflects and compliments the growth patterns of the City.
  
  - Promote and/or require the use of native and drought-resistant plant materials.

---

**GENERAL PLAN AMENDMENTS**

The State of Arizona, in 1998 and 2000, passed statutory revisions known as “Growing Smarter” and “Growing Smarter plus” that, in addition to other directions for municipal planning, defined General Plan major amendments as pertaining to “substantial alteration of the municipality’s land use mixture or balance as established in the municipality’s existing General Plan Land Use Element.”

**GENERAL PLAN AMENDMENTS**

Defining Major Amendment to the General Plan. A major amendment to the Willcox General Plan is any proposal that would result in a change of such significance as to impact the entire City of Willcox and/or its planning area. The criteria for determining whether or not 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. Following are the criteria for determining a major amendment to the Willcox General Plan.

- A change in the Land Use Plan land use designation of 20 or more acres; or
- An increase or decrease in density of dwelling units of 25 percent or more, measured in units per acre; or
- An increase or decrease in the planned number of acres designated for commercial or industrial (e.g. industrial, office, retail, resort) types of uses of 10 acres or more; or
- An increase or decrease in the planned number of acres of designated open space uses of 5 acres or more; or
- Any change to uses specified in an approved, mixed-use master plan that affects an area of not less than 10 acres and/or that changes the number of dwelling units by 25 percent or more.

Exception: An amendment to the Land Use Plan initiated by the property owner that results in a decrease in the land intensity will not be considered to be a major amendment.

- Defining Minor Amendment to the General Plan. Minor amendments to the General Plan are: minor text changes; map adjustments that neither impact the Land Use Plan’s balance nor meet/exceed the acreage or density measurements set forth in the definitions of Major Amendments.

# GENERAL PLAN AMENDMENTS

---

---

**Amendment Request(s) by the City**

For amendments to the Land Use Plan Map initiated by the City, staff shall be responsible for notifying all property owners within the affected area upon initiation of the amendment process. For amendments to the Land Use Plan map initiated by land owners or other private parties, those applicants shall be responsible for submitting documentation of written authorization by the owners of 100 percent of the land area subject to the amendment.

**How Amendments are Filed**

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 Services and Works Department. Hearings for amendments will be set in accordance with the scheduled regular Planning and Zoning 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 request for amendment:

- Written and signed letter of application, generally describing the requested amendment, in terms of land use designation or text revision.
- Written documentation of owner's authorization for Plan amendment request.
- Graphic depiction of the proposed land use map amendment.
- Property ownership map, ownership list, and appropriate notification letters in addressed and stamped envelopes for all property within the amended area, and within 300 feet of the subject site for sites less than 20 gross acres in size, or 1000 feet for sites 20-acres and larger.
- 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.
- Written analysis for the request, including but not limited to:
  - Detailed description of proposed amendment.
  - Impact on public infrastructure (e.g. parks, schools, drainage, utilities, streets).

**Amendment Request(s) by the City****How Amendments are Filed**

- Relation to other adopted planning documents, including: City of Willcox General Plan, City of Willcox Capital Improvements Plan, and other public and private land use related plans.
- Anticipated impact on the area roadway network, including comparisons to existing land use designations, analyses of trip generation rates and patterns, and need for major roadway improvements.
- Unique features, attributes, or impacts of the proposal, such as unusual demand on water resources, impact on natural environment, relation to nearby adjacent communities, or other characteristics.

These application requirements may be waived, modified, or expanded at the discretion of the Director of Public Works on a case-by-case basis. Requests for text amendments will require submittal of a written request, description, proposed rewording of applicable sections in strike-and-add format, and brief justification and analysis related to the specific language in question.

When an application for rezoning is submitted to the City or when a determination as to the need for a General Plan Amendment is requested in writing and a rezoning application is not submitted, the Public Works Department will, within 20 working days, reach a decision as to whether or not the application will require a General Plan Amendment process.

### **Amendment Scheduling**

The City of Willcox will consider major amendments to the General Plan once each year in accordance with 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 2/3 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 read, “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.”

### **Relationship to Zoning Request**

Applications for amendment of the General Plan may be filed at any time during the year. A rezoning request and/or site plan approval may be filed simultaneously subject to the fee schedule and application requirements

### **Amendment Scheduling**

### **Relationship to Zoning Request**

outlined in the City of Willcox Zoning Ordinance. However, each of these requests will be subject to independent analysis and will require distinct consideration and action by the Planning and Zoning Commission and City Council.

## **Public Notification Process**

Requests for amendment of the General Plan shall be subject to a minimum of two public hearings; one by the Planning and Zoning Commission, and one by the City Council. Staff will be responsible for the publication of legal notices for these public hearings in accordance with State statutes. Notice will also be provided to, and comments requested from: Cochise County, adjacent jurisdictions, the Arizona Department of Commerce, and all property within three hundred feet, or if 20-acres or greater, one thousand feet, of the area according to ownership records supplied by the applicant, when the proposed amendment involves the land use map. Given the public notice requirements of State statutes, the General Plan Amendment process will take a minimum of ninety days to complete.

## **Public Notification Process**

## **Evaluation Criteria**

The staff, Planning and Zoning Commission, and the City Council in evaluating and considering any amendment request, should consider the following factors:

## **Evaluation Criteria**

- Does the adopted Plan's land use adequately provide alternative areas for the uses proposed in the amendment?
- Is the proposed amendment an overall improvement to the General Plan?
- Is the proposed amendment granting a benefit to a particular party in response to short-term development opportunities?
- Is the proposed amendment justified by other significant land use or policy changes in the area?
- Is the community as a whole adversely affected through:
  - Significantly altering acceptable land use patterns?
  - Requiring major and/or unanticipated public infrastructure improvements?
  - Generating increased levels of traffic on area roadways?
  - Non-compatibility with existing or anticipated adjacent land uses?
- Is the proposed amendment consistent with the overall intent of the General Plan?



# GENERAL PLAN AMENDMENTS

---

The burden is on the applicant to demonstrate that a proposed amendment is an overall improvement to the adopted General Plan. The application shall show how it complies with the goals and intent of the General Plan.

## **Record of Amendment**

Approval by the City Council of any text or map amendment request will be by adoption of an Ordinance by the City Council following all necessary public hearings. Record of the Plan amendment, including text changes or map modifications, will be maintained by the City Clerk.

## **Process of Appeal**

Any applicant wishing to appeal any decision of the Director of Public Works as to whether an amendment is required or regarding specific application requirements, may do so in writing to the Public Works Department. There is no fee for this appeal which will be scheduled for consideration by the Board of Adjustment at its next regular meeting.

Any applicant wishing to appeal any decision of the Board of Adjustment regarding the necessity for Plan Amendment or the City Council in its determination of the General Plan Amendment, in like manner may do so in Superior Court.

## **Record of Amendment**

## **Process of Appeal**

---

---

## IMPLEMENTATION STRATEGIES

The General Plan is intended to direct the future growth and development of the City. Citizen's vision of community has helped in the creation of objectives for each of the eight Elements.

City Council's public participation program helped define the desires of the community and provided a clear direction for implementation of the Plan. Residents and business people who attended a Plan Implementation Workshop, for example, suggested and prioritized the actions they believe necessary for community planning success.

The Willcox planning vision statement is designed to focus on development within the City and its planning area over next twenty-plus years. State statutes require that a community's General Plan be updated at least every ten years. The implementation strategies focus on the objectives to complete between 2008 and 2018.

The following sections of Implementation Section outline proposed time frames for short-term objectives anticipated for the years 2008-2010, Mid-Term objectives to be completed between 2010-2014, and Longer-Term objectives to be completed between 2014- 2018. The implementation strategies should be flexible. Objectives may be added, redefined or deleted as circumstances require. For example, if population and development growth occurs more rapidly than what is projected, then Mid- or Long-Term objectives could be expedited.

## IMPLEMENTATION STRATEGIES

**CITY OF WILLCOX - Table for Objective Implementation and Timeline**

<b>ELEMENT FOCUS</b>		<b>TIMING</b>			<b>IMPLEMENTATION STRATEGIES</b>
<b><u>CITIZEN PARTICIPATION</u></b>		Short Term	Mid-Term	Long Term	
<b>OBJECTIVES</b>					
1	Establish a formal Citizen Participation Policy and procedure to accompany all Major General Plan Amendment, Rezoning and Use Permit applications and other action that requires legislative approval.	X			Prepare a formal Citizen Review Policy to be reviewed and formally adopted by the City Council
2	Require an applicant for a Major General Plan Amendment, Rezoning or Use Permit to provide a written report on the results of their citizen participation efforts prior to holding any public hearings.	X			Revise the development application process to require Citizen Participation for development within the City to include citizen meetings prior to formal public hearings to be held and scheduled by the applicant.
<b><u>LAND USE</u></b>		Short Term	Mid-Term	Long Term	
<b>OBJECTIVES</b>					
1	Review and modify, as appropriate, the City codes and development standards to ensure the expected quality of life. This could include the addition of new standards for specific types of land use and development that the City feels would enhance the existing community fabric.	X			Update Zoning Ordinance with current standards and practices; evaluate current requirements for parking, landscaping, and development design review. (Ongoing)
2	Encourage greater variety of retail and service business to meet the demands of the existing and future residents.		X		Prepare an economic development policy that outlines the community's commercial needs and strategies to draw those types of businesses to the community.

# IMPLEMENTATION STRATEGIES

3	Provide public facilities that enhance the current and future quality of life.		X		Prepare a list of public facilities that are needed within the community and then rank each item on the list based on importance. Council fiscal policy in the future shall focus on those facilities that are most needful.
4	Work closely and cooperatively with Cochise County regarding land use decisions within the Willcox Planning Area.	X			Provide review letters to Cochise County prior to County Public Hearings for all development proposed within the City's Planning Area and shall work with Cochise County Staff such that the County understands the needs of the community within the Planning Area. (Ongoing)
<b><u>CIRCULATION</u></b>					
<b>OBJECTIVES:</b>		Short Term	Mid- Term	Long Term	
1	Develop and maintain an on-going program to upgrade and maintain the existing streets within the City. This program should also define the hierarchy of streets based on their carrying capacity and anticipated vehicle loads.		X		Develop a street maintenance program and schedule to be reviewed and adopted by the City Council as part of the Annual CIP
2	New development proposals should honor the historic circulation pattern of the community.	X			Adopt City Policy that would require all development proposals submitted to the City, as well as all reviewed development proposals from Cochise County located within the Planning Area shall conform with the adopted General Plan Circulation Map.
3	Work cooperatively with local and regional efforts to provide transportation access to all socioeconomic levels of the community for purposes of shopping and health maintenance.	X			Research and determine if there are viable options for alternative transportation methods including bus, taxi, shuttle, etc.
4	Develop a City-wide non-vehicular system of pedestrian and bicycle pathways to interconnect residential areas to schools, shopping and parks.			X	Prepare a City-wide pedestrian and bicycle trail system plan to provide the framework for the needed non-vehicular pathway system.

## IMPLEMENTATION STRATEGIES

5	Work cooperatively with Cochise County to stabilize and enhance the economic viability of the airport.	X			Prepare an airport area plan which will address development potential, strategies, and needs for property surrounding the airport within a one (1) mile radius
<b><u>HOUSING</u></b>		Short Term	Mid- Term	Long Term	
<b>OBJECTIVES:</b>					
1	Improve community appearance, encourage property clean-up, and strengthen code enforcement efforts.	X			Hold community clean up days to provide citizens an opportunity to turn in bulk junk items such as old televisions, refrigerators, hazardous materials, etc. that will be transported to landfills or refuse sites for the citizens by the City. Update as Necessary and continue to enforce Codes.
2	Promote residential construction as an economic development tool that offers housing opportunities for all income levels.		X		Research and catalogue viable incentive packages in order to provide these incentives to home builders especially those that specialize in low and moderate income level housing. In addition, update the Housing Strategy.
3	Consider incentives and programs to construct or renovate substandard housing for sale or rent.		X		Research viable incentive packages for projects which renovate, rehabilitate, and/or redevelop existing substandard housing
4	Initiate a partnership with Cochise County to encourage broader housing opportunities in the incorporated area of Willcox and its Planning Area.		X		Seek to obtain an Intergovernmental Agreement with Cochise County that would create the framework to all cooperation in creating diverse housing opportunities within the planning area of the City.
5	Provide routine updates to the Willcox Housing strategy in order to remain current with the Community's housing needs.	X			Set goals and assign responsibilities for annual updates to the Housing Strategy to the Planning and Zoning Advisory Commission.

# IMPLEMENTATION STRATEGIES

<b><u>GROWTH</u></b>		Short Term	Mid-Term	Long Term				
<b>OBJECTIVES</b>								
1	Consult closely with Cochise County regarding land use decisions within the City's Planning Area.	X			Create a process, or procedure that would allow a close working relationship between Planning, Engineering, and Community Development of the City and County. (Ongoing)			
2	Work closely with developers proposing new developments to ensure quality and sustainability within the City and the Planning Area.	X			Update the Zoning and Subdivision regulations to reflect current up-to-date processes and procedures to ensure quality review, design, and construction of developments. (Ongoing)			
3	Coordinate the City's Capital Improvement Program with private investment within the city limits so as to foster economic stability and growth through revenue-generating business, well-paying jobs and residential variety.	X			Review and update the City's CIP on an annual basis. Consider programs and improvements that enhance the existing quality of life while addressing future needs. (Ongoing)			
4	Consider 'Quality of Life' enhancements such as a Senior Center.	X			Conduct a City-wide needs assessment that addresses or exceeds accepted criteria for community enhancements such as parks per thousand persons, specialized facilities such as a senior center, and other "Quality of Life" enhancements. (Ongoing)			
5	Recognize the rural character in the City's expanded Planning Area through land use planning, development codes, and circulation corridors.		X		Consider specific area plans or strategic plans that address specific geographic regions of the City Growth Area that protects the life style and integrity of the sub-areas. (Ongoing)			
<b><u>COST OF DEVELOPMENT</u></b>		Short Term	Mid-Term	Long Term				
<b>OBJECTIVES:</b>								
1	Encourage in-fill development in areas where off-site infrastructure already exists. (Also Growth Area Objective #3)	X	X		Adopt Policy that provides incentives for residential and commercial infill.			

## IMPLEMENTATION STRATEGIES

2	Requiring new development to pay for all costs related to providing new infrastructure that specifically benefits their development.	X			Revise and/or enhance current application processes to require applicants to provide estimates for development costs for streets, sidewalks, curb, gutter, landscaping, and all other street and utility costs anticipated to be incurred. A bonding finance structure may need to be implemented to ensure all improvements are completed satisfactorily
3	Consider over-sizing wet utility transmission pipelines in circumstances where addition development is anticipated upstream and costs could be recouped through connection reimbursements.		X	X	Prepare a transportation impact study to research the costs and potential impact of over-sizing utilities.
4	Consider requiring reimbursement for direct impacts on existing infrastructure and facilities by new development.				Prepare a study which ascertains the need for impact and maintenance fees.
5	Consider the use of Development Agreements as a means to extract assurances from new development that reduce financial risk for the City.	X			Update application processes for developments to require a Development Agreement as part of the development entitlement process. (Ongoing)
<b>ENVIRONMENTAL PLANNING</b>					
<b>OBJECTIVES:</b>		Short Term	Mid- Term	Long Term	
1	Consider creating standards for new development that recognizes and mitigates the long-term impacts that it has on the environment of the area and region.	X			Evaluate and improve development code requirements that recognize the importance of preserving the environment. (Ongoing)
2	Improve City code requirements to address the affects of storm water in and around the City.		X		Prepare and adopt a Master Drainage Plan that addresses run-off, retention, detention and ground water recharge.
3	Promote programs and activities that result in tangible conservation results such as: landscaping with native and low-water use plant materials, grey-water utilization, habitat preservation and restoration, and related educational programs.	X			Develop printed material, seminars, demonstrations, graphics, and other educational materials that promote water conservation. (Ongoing)

# IMPLEMENTATION STRATEGIES

4	Participate in the monitoring efforts of air and water quality both locally and regionally.	X			Sponsor and participate in regional efforts, committees and programs designed to protect the environment. Adopt City policy to that effect. (Ongoing)
5	Protect the region's dark skies against light pollution, without undue hardship to the community's economy or safety.	X			Strengthen local codes and requirements.
<b><u>OPEN SPACE</u></b>					
<b>OBJECTIVES:</b>		Short Term	Mid- Term	Long Term	
1	Develop a Parks and Open Space Master Plan that reflects and improves upon the existing City facilities and acknowledges the potential into the City's Planning Area. This plan would establish criteria for public parks, recreation opportunities and passive/natural open space.		X		Council should authorize the development of a parks and open space master plan.
2	Consider requiring new development to sustain existing view corridors as part of their development plans		X		Adopt a policy that requires review of a development impact analysis for all new developments over five (5) acres in size.
3	Consider amending existing, or creating new, development standards to include minimum open space expectations; both public and private.	X			Update existing Zoning codes to include accepted landscaping, parks, and open space design standards and area requirements.
4	Consider requiring open space and landscape buffers between residential and non-residential land uses.	X			Update existing Zoning codes to include accepted landscaping, parks, and open space design standards and area requirements.
<b><u>WATER RESOURCES</u></b>					
<b>OBJECTIVES:</b>		Short Term	Mid- Term	Long Term	
1	Develop water conservation incentives/regulations for existing City water users.		X		Update existing codes, or create new policies which would provide incentives to developers or existing citizens who upgrade/update their properties or facilities with new water conservation technology.



## IMPLEMENTATION STRATEGIES

2	Require or promote water conservation measures for new development, such as attracting businesses that use recycled or non-potable water supplies.	X			Create council adopted policy that addresses incentives for business operating with or or involving water conservation technology.
3	Develop and promote reuse opportunities such as grey water for landscape watering, storm water retention/recharge and other measures.	X			Research grey water infrastructure costs.
4	Plan for development of new water resources through the City's Capital Improvement Program in a manner that reflects and compliments the growth patterns of the City.		X		Research infrastructure costs for new reservoirs and other water resource options.
5	Promote and/or require the use of native and drought-resistant plant materials.	X			Update the landscape section of the Zoning Ordinance and add requirements and regulations focused on using landscaping materials found within the Arizona Drought Tolerant Plant list

---

## SHORT-TERM ACTION STEPS

The General Plan's implemented effectiveness will rely heavily upon outlined steps of accomplishment for each defined objective. Objectives act as guiding principles for the community and are precursors to design review criteria.

Development codes, Capital Improvement program, infill designations and other recommendations should be completed during the first year following Plan adoption by the City Council.

All steps for short-term objectives should be completed by 2010. Experience gained through the application and completion of the General Plan objectives will help to increase effectiveness for plan implementation, maintenance, and enforcement. General Plan monitoring, including the yearly Amendment process, will allow for the adjustments in schedules, provisions to ordinances and administrative procedures that enable the City to take on larger, more aggressive improvement plans during the Mid- and Longer-Term implementation phases.

## MID-TERM ACTION STEPS

Implementation initiatives in the mid-term (three to five years) should focus on achieving water resources and open space objectives. Master plans would be completed for transportation and drainage – as directed outgrowths of short-term performance. Other programs, such as CIP, continue on their annual updates.

The scale of these projects will depend upon the extent of new development anticipated between 2010 and 2014. Revenues generated by successful economic development efforts may enable the City to expedite capital improvements, begin to subsidize incentive programs and undertake more aggressive water resource management.

A citizen's Town Hall forum will be held to evaluate the General Plan's implementation strategies and how effective they have been to date. The outcome of this forum will be to determine if adjustments are needed to the objectives, steps for completion, development checklists, residential maintenance, or open space.

General Plan Amendments during this period should focus on creating and adopting municipal "systems" plans – the Master Drainage Plan, the Master Circulation Plan and, perhaps, a master plan for open space as amplification of the Parks and Recreation Master Plan.

These documents should coordinate closely with longer range plans developed by Cochise County, the School District, other agencies and large property ownerships. Specific neighborhood revitalization strategies could help the General Plan and should be included in the annual Amendment process.

## LONGER-TERM ACTION STEPS

Six to ten years after the General Plan Update is adopted major projects begun during the short- or mid-term phases will be evaluated and either continue as-is, or modified steps in order to successfully pursue plan objectives. Emphasis on be implemented in order completion so that the next General Plan Update, required by State statutes at least every ten years, can begin from a higher plateau: streets and other infrastructure improvements in place; varied, affordable housing; central City infill; water supply stewardship; agricultural lands preserved; and many more planned enhancements.

The annual Plan Amendment process during 2014 or 2015, should focus on considering “mid-course” evaluations of each Plan Element. Findings may be added to the document as appendices or to one or more Elements and be formally adopted.

Additional Action Steps should be considered for expanding 2014-2018 municipal planning priorities based on conditions within the City (i.e. growth rates, development proposals, etc.). Possible activities could include:

- Reconsidering annexation policies,
- Further code revisions to encourage desired land uses or
- Join City-County projects such as aviation improvements.

## GENERAL PLAN MONITORING

Continual evaluation of the General Plan objectives will be important to measure implementation progress and to then set planning priorities. Planning Staff should evaluate each objective annually for completion or to make necessary adjustments based on specific progress. Keeping track of Plan performance becomes essential in order to know when to move on to the next steps, and when to make mid-course corrections.

The Planning and Zoning Commission is responsible for General Plan maintenance and updates. Administrative staff are in a position to provide simple upkeep services. Basic information about planning and development activity is a fundamental tool required to maintain the General Plan’s effectiveness.

## GENERAL PLAN MONITORING

---

Some practical ways for keeping the General Plan on track are suggested:

## Map Revisions

Periodic revisions to the Land Use Plan map should be made to record the following:

- Approved Major Amendments;
- Overlay of target areas;
- Cumulative minor amendments,
- Street pattern extensions or closures, and
- Additions or alterations to open space/pathways.

Current maps should be updated on an annual basis, following the General Plan Amendment hearings. Over time, the series of regular graphic updates would constitute a valuable “time lapse” tool for observing the physical progress (e.g. land use, housing, transportation) of development activities.

## Text Revisions

Amendments to the narrative portions of the City’s planning documents should be inserted annually into users’ copies of the General Plan. It is not necessary to republish frequently. “Change pages” marked as current updates may be prepared to replace older versions of sections that have been officially revised.

The City Clerk is charged with recording changes adopted through the amendment process. Text revisions, as well as legal descriptions of properties affected by map amendments, should be included for accuracy in regularly-updated Plan documents.

## General Plan Appendices

Appendix materials are not intended to be adopted by the legislative body. Appendices may be expanded or replaced as new data becomes available, or altered as administrative procedures are created. The following items may be included as part of the appendices without specific adoption by the City Council:

- Excerpts from new studies,
- Current building permit activity, and other demographic information
- Applicable County planning releases

## Record Keeping

Quarterly reports on Planning Commission, Board of Adjustment and other advisory bodies’ activities are helpful to determine the City’s development trends. Construction data including permit valuations,

housing starts, commercial square footage is key to measuring the extent of community growth. Findings from authorized citizen task force investigations – housing, environmental evaluations – should also be recorded.

**Plan Progress Assessment**

The Willcox Planning and Zoning Commission (with staff support) should evaluate the General Plan’s successes and/or shortfalls. The Commission may discuss or take action on progress reviews throughout the calendar year when they are noticed and placed on regular Commission agendas.

**Phased Actions**

The commission may wish to suggest priorities in to the objectives listed in the current Phase of monitoring. The Commission should consult with City staff to determine the available manpower and financial resources that could be used during the current fiscal year.

Review of an objective’s progress mid-year will provide time to make necessary adjustments. This would also be an ideal time to receive briefings from responsible agencies for each objective that has commenced. Additional resources may be needed change tasks mid-year.

**Performance Assessment**

The Planning and Zoning Commission should review and assess progress and achievement for each objective within each element on an annual basis.

Members of the public, Task Force advisors (e.g., Housing) and City Council may also be provided an opportunity to assist the Planning and Zoning Commission’s assessments.

**Changes of Conditions**

Unforeseen circumstances, such as a major development proposal or a severe economic downturn, should be used as part of the equation measuring progress. Critical needs – infrastructure extensions or repairs, responses to flooding or other natural occurrences – would require reduction of planning priorities.

When “brushfire” requirements alter the City’s use of resources toward General Plan implementation, the diversion of effort should be noted in ratings and reports of progress. For example, if flood control measures take precedence over recharge demonstration projects during the Mid-Term Phase, the latter, deferred item would be

**Plan Progress Assessment**

**Phased Actions**

**Performance Assessment**

**Changes of Conditions**

removed from annual evaluation. If groundwater recharge – or any other item – becomes impractical or unnecessary – it may be removed as a phase priority task.

Mid-year briefing reports from staff or citizen groups could include a discussion of job creation, tourism, attraction or housing development. City Council approval of these reports should occur each year, and include ideas of how to improve results and a discussion of areas needing a re-prioritizing of planning efforts to benefit The City’s goals and objectives in these areas.

**Annual Reports**

During the first quarter of each calendar year, the Planning and Zoning Commission shall issue a concise report on General Plan progress. The General Plan Progress Report should be made available to the public after presentation to and approval by the Willcox City Council.

A summarized record of recent accomplishments, including development activity and major municipal improvements shall be provided to the Council for their review and approval. The report may also provide information on building permits, code enforcement, and disposition of applications to the City’s boards, commissions, and City Council. Data regarding acreages and/or dwelling units rezoned or developed over the past year, according to use type, would be particularly relevant. A statement of future plans/goals should be included as part of Staff’s recommendation.

The City of Willcox will also distribute the Annual Report to statutory reviewing agencies, jurisdictions, civic organizations, stakeholders and other interested persons.

**LAND USE DECISION KEYS**

General Plan implementation is an incremental process that includes all plans and improvements to property in the City. Redevelopment and revitalization can make positive contributions to achieving Willcox planning goals, and meeting community needs.

Coordinated public/private investments may help to increase the overall value of real estate in the City. Development standards within the City can be maintained through the creation of design review ordinances and enforcement of existing ordinances, including the Zoning Ordinance.

**Annual Reports**

**LAND USE DECISION KEYS**

All development proposals must demonstrate consistency with the General Plan by addressing the listed items within the application material. Community goals and objectives shall be taken into account as part of the City's review process.

Development criteria shall be used to review, and either approve, approve with conditions, or deny by the City Council, and recommend approval, approval with conditions, or denial by the advisory boards and commissions (especially the Planning and Zoning Commission), and City Staff.

These criteria may be incorporated into municipal codes and may either be informally added to, or formally adopted as part of a General Plan Amendment.

### **Residential Criteria**

The following criteria are to be used in economically-feasible ways, and applied to infill, rehabilitated, redeveloped, and revitalized residential properties:

- Street Access – should be provided to an appropriately-surfaced dedicated public roadway or accepted private street for each dwelling unit, with adequate surfaced areas for parking and maneuverability,
- Pedestrian Connections – may consist of sidewalks in areas with an average density of four or more units per acre, or multipurpose pathways, improved to acceptable standards that are designed to link with the community pathway system for pedestrian connection to schools, shopping or other activities.
- Drainage – home sites and multi-unit complexes should be graded to minimize runoff and ponding onto adjacent properties, streets or portions of the subject site where damage to structures or their contents may occur. On-site, or connected communal, detention is preferred.
- Useable Open Space – subdivisions or complexes planned for forty or more dwellings should consider allocating recreational space (which may include pathway linkages) in proportions similar to those required in planned residential developments.
- Appearance Themes – residential designs should reflect variety in house plans and elevations with ample use of native landscaping. Attention to screening off-street parking of recreational vehicles and other storage should be included in property maintenance standards.

### **Residential Criteria**

---

Manufactured housing is expected to be sited and affixed on residential lots, where permitted so as to orient the longest structural dimension parallel with the street. Pitched roofs, porches and attached garages are preferred.

## **Commercial Criteria**

The following criteria apply to retail, service and office establishments with creative site planning. Plans would be expected to address the following design standards:

- Street Access – Provides direct ingress/egress from a public arterial or collector roadway. Properties five acres or greater in the area should have two or more access driveways, twenty feet or greater in width plus driveway aprons, preferably avoiding traffic generation into adjacent residential streets.
- Parking and Maneuvering – retail, food service and other hospitality industry uses, especially, should design street-side setbacks not less than thirty feet in depth, to separate entry points from parking areas. Driveways, parking and maneuvering dimensions should be increased where truck or recreational vehicle traffic is anticipated. Required handicapped facilities are emphasized.
- Drainage – stormwater retention should be combined with landscaping and setback tracts to prevent street and parking lot flooding. Larger properties or those more exposed to runoff may include on-site retention for percolation and groundwater recharge.
- Pedestrian Connections – are encouraged to link with community path or sidewalk systems. Centers including multiple or larger establishments should design walkways between stores/designated pedestrian ways in parking lots to separate customers on foot from vehicular traffic.
- Screening and Landscaping – low-water use landscape materials should be planted at the upper edges of drainage swales for appearance purposes, with more dense vegetation or block walls along rear and side property lines that abut residential areas to screen portions of the property containing outdoor storage, loading or parking areas.
- Signage – in compliance with code provisions, business signs may be placed near entry driveways in landscaped setback areas. Monument signs, four feet or less in height, are preferred.

## **Commercial Criteria**



# IMPLEMENTATION STRATEGIES

---

## **Industrial/Employment Criteria**

The following criteria are designed to accommodate current business purposes, employee convenience, and to facilitate possible future expansion:

- Site Planning – expected on all projects.
- Street Access – may be by privately-maintained roadway or driveway directly served by public arterial or collector street frontage. Special paving considerations may be required for operations involving heavy vehicles.
- Parking and Maneuvering – dust-proofing and surfacing should be provided as appropriate to the industrial use and its surrounding area; designated parking, loading, storage, and maneuvering areas should be of dimensions necessary for the number and types of vehicles required by the proposed use and its employees.
- Drainage – site grading is expected to provide for managed retention and bleed-off of stormwater to prevent flooding of on-site areas and adjacent public streets. Preferably, street-fronting drainage retention areas would be landscaped with approved plant material.
- Water Consumption – measured in terms of available municipal resources should relate positively with the contribution made by the industrial use to the local economy. High water-use processes must employ effective water recycling techniques.
- Employee Amenities – Protecting health and safety of workers are regarded as necessary; facilities for work breaks or after-shift recreation are desirable, particularly in conjunction with City or civic organization joint use possibilities.

## **Public or Institutional Use Criteria**

City projects should lead by example. Municipal uses, schools, churches, government agency or civic organizations properties may be exempt from some code requirements; however, they should attempt to comply with the following criteria:

- Site Planning – to present an orderly, attractive appearance; architectural and landscaping excellence are encouraged.
- Street Access – should be appropriate to the function and scale of the public or quasi-public use. High traffic generators should be expected to observe commercial location standards.

## **Industrial/Employment Criteria**

## **Public or Institutional Use Criteria**

# IMPLEMENTATION STRATEGIES

- Parking and Maneuvering – areas may be designed to facilitate periods of peak use at the facility, including the designation of temporary vehicular use areas and/or joint use with nearby properties.
- Drainage – front and side setback swales, with landscaping and/or screening along inner uphill edge provide on-site detention and offer improved appearance from the street.
- Community Amenities – Should be considered, particularly pathway connections. Usable open space should be scaled to the property: playground or tot lot, picnic armadas, court games.

## **Mixed-Use Development Criteria**

Plans for larger developments that include both residential, and non-residential uses should observe relevant keys for each type of use component as well as taking the opportunity to design features that add to safety, marketability, convenience and distinctive appearance, including:

- Street Access and signage – entry monumentation is recommended for development identification and for each separate residential neighborhood. A sign theme package is desirable. A development containing 50 or more dwelling units should add a third point of principal access.
- Pedestrian Connections – should include linkages to a city-wide pathway system especially from the development’s residential areas to its open space, shopping, employment components and to nearby schools or churches.
- Drainage – comprehensive, master planned solutions for the entire development may utilize parks or other open space for retention.
- Useable Open Space – preferably exceeds planned development standards, with added area for employment, shopping, and institutional uses – provided in a centrally-located, joint-use park within 600-feet of each home or business.
- Streetscape themes – may be used to identify individual neighborhoods and non-residential areas with varied landscaping, lighting or street furniture.

## **Mixed-Use Development Criteria**

---

---

## APPENDICES

- **Existing conditions and additional background information for each Element**
- **Glossary**
- **General Plan Citizen Participation Component**
- **Questionnaire Results**
  - **I 7-Point Question Responses**
  - **II Summary of Public Comments Regarding Current Plan**
  - **III Summary of General Comments General Plan Related**
  - **IV General Statements, Issues, Concerns, Not General Plan Related**
  - **V Comments from County Residents**
- **General Plan 2002 Validity Results**

---

### **Existing Conditions**

The City currently has an area of approximately 7.1 square miles; about one-third of which is dedicated to urban uses. Almost two-thirds of the developed area, excluding public rights-of-way, is in residential use; one-fifth public and quasi-public; nearly one-sixth, commerce and industry. The developed areas of Willcox are located in close proximity to the transportation corridors formed by Interstate 10 and the Union Pacific Railroad. The Planning Area covers approximately 72 square miles and includes all three I-10 interchanges that have direct access to the City of Willcox. Lands in the planning area are predominantly vacant or in agricultural use. There have been contacts from property owners within this area regarding possible annexation into the City. In addition, the City has an application pending with the Arizona Department of Water Resources for expansion of the City's Water Adequacy Certification.

### Residential

Much of the City's general housing stock centers around the original town-site, within a few blocks of the railroad and Haskell Avenue (I-10B). Neighborhoods extend east of Bisbee Avenue and north, across Rex Allen Drive to Pattie Road and, consist of an older mix of single-family homes (some of historic significance), manufactured housing units and small multi-family properties (including some converted transient lodgings). Newer, site-built housing, such as the Casas Lindas Ironwood Manor neighborhood south of Willcox High School, provide a move-up market for community residents.

### Commercial

Goods and services are provided in three principal locations:

- 1) Downtown Willcox: The historic downtown provides tourist destinations such as museums, antique and gift shops, restaurants, the Rex Allen Theater, and the historic Willcox Mercantile.
- 2) I-10/Rex Allen Drive: The interchange area serves both tourist and local residents with services that include hotels, fast food and sit-down restaurants, truck stops, the cider mill, a visitor's center, department store, shopping center, auto parts, car wash, and other like services.
- 3) The extended corridors of S.R. 186 and Rex Allen Drive: The adjacent 191 corridor "I-10B" includes lodging, service stations, utility offices, and a variety of stores that cater to local residents. Businesses along corridor connections range from professional offices, retirement living, to grocery stores, real estate, and repair services.

### Employment

Local opportunities include government, public schools, retail sales and services, public utilities, farm labor, railroad jobs, and manufacturing operations. The Border Patrol stations a contingent of officers in the community.

The August 2000 Willcox Chamber of Commerce and Agriculture survey, reported in the City of Willcox Housing Strategy (2001) that 60% of the twenty-four businesses responding (totaling

---

493 employees) employ fewer than twenty persons. Nearly three-quarters of persons employed locally (71%) live in Willcox.

Increasing the number of well-paying jobs is targeted by the City's economic development strategy to attract and expand industries with career opportunities for local workers. City policies for land use and capital improvements have been shaped to encourage employment site locations in or near Willcox and to provide local housing opportunities for workers.

### Public and Quasi-Public Facilities

Public and institutional uses require large expanses of land in the City. Public and private schools and institutions, including a community college, are an important part of the community and overall land use pattern. Numerous museums and churches are located in Willcox central neighborhoods. The Northern Cochise Community Hospital, with emergency helipad, fronts on Rex Allen Drive.

Recreational uses constitute a large portion of Willcox. Parks with athletic fields (Keiller Park, Quail Drive Sports Park) are available for residents of all ages. The municipal golf course and adjacent bird watching venues near the Willcox Playa and Cochise Lake provide additional outdoor enjoyment. Proposed, new developments will include public open space.

Other public uses include City offices in the restored railroad depot, the Elsie S. Hogan Library, public safety and meeting facilities and the nearby Cochise County Airport.

### **Land Use Planning**

Local observers expect population growth to progress at a moderate two- to three-percent per year. The keys to sustaining community growth are job creation and housing variety. Quality of life amenities reinforces the desirability of the area.

Desired land use have been identified through citizen participation effort, surveys, public meetings, and open houses. They start with the need to attract a broad range of housing types. Citizen recognize that much of the existing housing stock is outdated and in need of repair and revitalization.

Infrastructure maintenance and improvements are necessary to encourage appropriate sites for employment-creating industry, and opening tracts for new housing. It is also recognized that infill development would be particularly cost effective for accommodating new businesses and housing where basic facilities are already in place. The City of Willcox manages an on-going effort to upgrade the public infrastructure of the community.

Economic development activities can best be served by establishing Willcox as a desirable living, working, and recreational alternative to larger impersonal, congested cities. Small town atmosphere thrives with land use patterns that focus on traditional values in compact, activity filled, walk-able places. The western lifestyle appeals to visitors who may become future residents and to companies seeking a stable and reliable workforce.

The General Plan challenges Willcox to focus on long-term goals. Promoting community attributes is an essential tool in stabilizing long term economic viability of the City.

New project proposals that conform with targeted, desired land uses should be encouraged through flexible, performance-oriented development regulations. Mixed-use developments are encouraged. Property maintenance standards are emphasized.

Requested changes in the Willcox Land Use Plan should be expected to support overall economic development while coinciding with preferred small town traditions. Primary objectives of creating well-paying jobs and broadening housing value can be attained, in large part, by assuring that public improvement expenditures are undertaken in an open, predetermined process of public-private partnership. City funding of future improvements should be based on cost-benefit analyses.

---

### **Existing Conditions**

The Arizona Department of Transportation (ADOT) has completed construction improvements to the Interstate 10 interchange (Exit 340) at Rex Allen Drive. New ramp configurations are designed to alleviate traffic congestion, particularly for truck turning movements. These, and other major streets, are illustrated on the Land Use Map, and are the principal framework for the recommended Circulation Plan.

Local streets are being resurfaced as funds permit. Limited resources (e.g., HURF) restricts the City's ability to achieve economies in paving contracts and to address the need for surfacing existing dirt roads in some parts of the community. Street flooding occurrences have also been identified as a safety factor related to convenience, and pavement damage.

Trains frequently cause traffic delays between downtown and the southeastern portion of the community. The recent addition of a second parallel track has exacerbated these delays.

There is regular, but limited, bus service to Willcox. The Cochise County Airport located west of the City, within its planning area, offers general aviation access. North Cochise Community Hospital has emergency helicopter service. Union Pacific provides freight service but not passenger service. AMTRAK travels through the City but does not stop. Local Officials have been lobbying for a stop.

Road building and maintenance constitute the highest cost priority for which additional funding must be sought. However, a multifaceted approach that offers alternative modes of transportation and coordinates public works may help to alleviate some internal circulation concerns. Pedestrian and bikeway connections – or a shuttle bus service – would increase mobility for many persons.

Inter-City transport options are likely to improve only with growth of population and, therefore, customer demand. The City should plan incentives for increased bus and, perhaps, train passenger service as realistic ridership forecasts are attained. Van shuttle services to and from Tucson may become feasible. Improvements to general aviation facilities might be undertaken in partnership with corporate users, existing or new, in the Willcox region. The City has recently initiated negotiations with Cochise County to acquire the local airport.

### **Transportation Planning**

The nature and location of community growth will shape City transportation decisions and actions. New developments may generate sufficient revenue to assist with off-site road improvements. Employment concentrations could provide impetus for van pooling – with offpeak service for retirement communities, medical appointments and the like. The distribution of resources, facilities and service will depend on increased travel demand.

Community needs for transportation enhancements fall into four general categories:

- 1) Local street program – Internal street improvements can often be coordinated economically with master planned development construction. A phased, street program should extend into the City core – including additional off-street parking facilities in the

Downtown area. An extensive system of pathways and trails was identified as desirable during the General Plan public participation process.

- 2) Non-vehicular circulation options – Multi-purpose paths are seen as serving short-trip needs of the non-driving public as well as providing recreation. Elderly and youth could walk or bike to shops, churches, schools and community activities as this transportation option is implemented.
- 3) Promoting other modes of transportation – Bus, train and aircraft transport scheduling could be increased. Some communities have succeeded with “regular charters” based on once-a-week or –month trips to specified destinations for shopping, medical appointments, education or culture.
- 4) Serving the needs of persons who do not drive – Shuttle buses seem to have practical application in Willcox. With City sponsorship, a partnership of employers, homeowners’ associations, hospitality and health care establishments might share in subsidizing low-cost ridership between intra- and inter-City destinations. The program could particularly benefit the non-driving public.



**Existing Conditions**

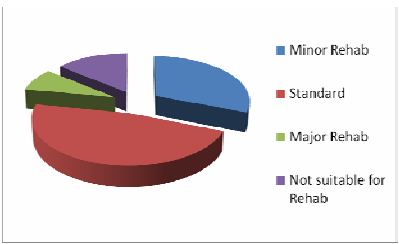
Based on the Arizona Department of Commerce estimates for 2007 there were approximately 3,913 residents. With a 2.65 person per dwelling multiple there were an estimated 1,476 households in the City. The 2007 estimates place the City workforce at 1,852.

Housing variety in Willcox is limited. Single-family detached housing represents approximately two-thirds of residential structures; manufactured housing approximately one-quarter; multifamily and other, the remaining.

Affordability and quality are principal housing strategy targets. Vacancy rates for apartment rentals remain low, restricting choice and availability. There is a particular shortage of moderate and higher income rentals.

Current housing stock in Willcox exhibits aging in many neighborhoods. More than half of the City’s dwelling units in 2000 were thirty or more years old.

The August 2000 windshield survey reported in the housing strategy document sampled a high proportion of local shelter (1,105 units). A majority of the dwellings surveyed were considered substandard: 31% required minor rehabilitation, 8% needed major repair, and 14% were not suitable for rehabilitation. The “not suitable” share of the local housing market approximates the entire rate of replacement (18.4%) during the decade of the 1990’s. This survey should be updated at 5-year intervals.



**Housing Strategies**

Construction of a variety of additional housing types is critical to the City’s priority to attract new employment. Persons employed by the schools, hospital, Border Patrol, and others who are unable to find shelter commensurate with their incomes. Failure to supply housing for well-paying jobs seriously impacts the City’s ability to attract the desired number and income levels of new jobs.

Annual income requirements for home purchases were estimated at \$35,825 for site-built homes. Additional rentals have been available for lower income households over the last 18 years such that moderate to high income families find it difficult to find rental property. More than two-thirds of all apartment units constructed since 1990 are restricted to low incomes. Moderate to higher income households who generally must choose between renting or buying a single family home end up purchasing a home if they desire to live within the community.

---

### Identified Opportunities

Four distinct locations currently within the City limits are noted as Growth Areas. Specific boundaries, land use massing, development timing, infrastructure requirements and amenities will be determined as projects are submitted for City approval.

Master Planned Developments – includes the 5M site north of Ft. Grant Road where 250 homes, retail offices and light industry are proposed. Phased construction of mixed uses allow the City and developer to work together, providing additions to housing and businesses, local government revenues and investor profits, as the master plan proceeds toward buildout.

5M, and others to follow, can take advantage of land and improvement costs, as well as having a long-term inventory of lots and commercial sites, that can only be achieved through larger scale development. Other planned developments, such as Ironwood manor and future mixed-use projects on County lands near the City may also be designated as Growth Areas.

Downtown Revitalization objectives constitute another potential Growth Area that can continue to build upon its historic, tourist-attracting resources. Implementation of other General Plan objectives will help: infill housing strategies, shuttle service and pedestrian pathways to enable visitors to enjoy the flavor of the Old West with shopping, museums, food/fun establishments and numerous civic events. With municipal services in place, Central Willcox is a hospitable environment for persons of all ages. It is convenient to schools, churches, recreation, and jobs, all within walking distance.

340 Interchange – modernization facilitates commercial expansion. Smoother traffic movements, especially for interstate trucks, reduce congestion and open prime frontages to vehicular access. Already catering to travelers' convenience and local shopping needs, the interchange area could grow concentrically with internal circulation driveways and proper floodwater diversion. An enlarged travelers' core may accommodate hotels, restaurants, trucker services and the like.

Because of its "easy on, easy off" location, the area may also inspire apartment development catering to employees who commute on the Interstate. Construction workers at the Bowie Plant, for instance, could get to their work site in minutes.

The City's Water Service Area certification is currently tied to the current City limits. Recognizing that the City will grow, the City contracted a water study to determine if the resources exist to expand the Water Service Area. An 8-mile east-west by 9-mile north-south study area surrounding the current City limits was used. An application to expand the Water Service Area was filed with the Arizona Department of Water Resources in June of 2008. This General Plan Update covers that same expanded area. Cochise County Planning Department has been informed and supports the City's efforts to address this Planning Area.

## APPENDICES – COST OF DEVELOPMENT

---

City policies and code provisions establish private developers' responsibility for installing offsite improvements such as local streets, water and sewer lines and, for certain types of projects, recreational open space. By requiring quality construction, the municipality assures that its infrastructure will last and keep maintenance expenses low.

When the public pays for infrastructure, there must be a reasonable expectation of a positive return on investment. Examples of such positive returns would include: more serviceable streets in good condition, improved circulation routes and controls resulting in better access and less congestion, enhanced opportunities for private enterprise to construct manufacturing, processing, wholesaling, retailing and service facilities, and to enable private construction and sale/management of housing commensurate with the apparent demand. On the other hand, private builders should not be saddled with fees and costs that are so high that they cannot provide marketable homes or affordable commercial buildings. Money-saving options can be considered to help the developer, too: reduced street widths, higher residential densities, requiring sidewalks on only one side of the street, common trenching of utilities and many other economies may be considered in appropriate circumstances.

Willcox citizens have stressed the value of infill development. Building where infrastructure is already in place is a sure way to avoid expense. They also recognize that the most desirable way to increase the City's area by annexation is by landowner-developer willingness to pay for municipal systems extensions in return for advantages of being part of the incorporated municipality. A specific objective is to coordinate Growth Areas and other potential development sites with Cochise County, facilitating transition of lands requiring urban services into the City limits.

There are three principal methods or funding mechanisms used by Cities and developers to obtain needed road and utility improvements including the following:

### Community Facility Districts:

Community Facility Districts generate new opportunities to finance infrastructure improvements for both municipalities and developers. Legislation allowing CFD's was created in 1988. Currently all CFD's must be located within an incorporated Town or City. The available bond types available within a CFD include special assessment bonds, general obligation bonds, revenue bonds or a combination thereof.

Eligible public improvements include roadways, water, sewer, drainage, pedestrian ways, pedestrian malls, landscaping, lighting systems, traffic control, public buildings and sites, schools and sites, parks and sites, and public recreational facilities.

### Improvement Districts:

An Improvement District is a funding mechanism used by Cities to pay for the upfront costs of improvements to a specific area within the City. The cost of the project is then recouped from neighboring residents. The available bond type within an Improvement District is special assessment bonding only. Eligible public improvements include roadways, water, sewer, streetlights, parking facilities.

---

## APPENDICES – COST OF DEVELOPMENT

---

The District repays the money through collecting assessment revenue. All unexpended money from the fund during the Fiscal year reverts back to the fund where the money was taken from.

### Development Impact Fees:

A development impact fee is a monetary exaction other than a tax or special assessment that is charged by a local governmental agency to an applicant in connection with approval of a development project for the purpose of defraying all or a portion of the cost of public facilities related to the development project.

Development Impact Fees require proof of an "essential nexus" if an exaction is to be found lawful. The Supreme Court did not specify how close the nexus must be.

## APPENDICES – ENVIRONMENTAL PLANNING

---

### **Environmental conditions**

Living quality in Willcox is clean, healthful, and peaceful. At an elevation of 4,182 feet, the community enjoys a high desert environment.

Drainage and flood control issues represent the City's major environmental concern. Although the City has never experienced catastrophic hazard to persons, the major 1983 flood caused significant property damage. The latest flood plain designation by the Federal Emergency Management Agency (FEMA) affects a substantial amount of land within the municipal limits.

A list of strategic steps has been compiled. Priorities include: 1) establishing elevations and grades throughout the community; 2) delineating stormwater runoff channels; 3) coordinating gas and electric utilities to be clear of the flood control solutions. Additional specific problem locations have been identified.

Soil Subsidence has been recorded, noting moderate severity, in areas south of the City limits. This condition results from groundwater drawdown, usually where there is an abrupt change in subterranean geologic layers. Soils within the City limits are generally conducive to development, although lack of permeability contributes to local stormwater runoff problems. Locations and type of foreseeable development are not likely to be constrained by subsidence. Some incidence of soil contamination from underground storage tanks has been in the remediation process for natural attenuation.

Water Quality in Willcox is very good. City policies to prevent degradation of the underground water supply are pursued rigorously. Connection to the expanding wastewater treatment system reduces problems associated with septic systems leaching into the aquifer. Aggressive remediation practices clean up the presence of hazardous materials.

Air Quality, too, is superior. A potential problem is airborne particulates when traffic volumes increase on unpaved roads. Surfacing, as part of the roadway improvement program, is the key dust abatement policy.

Natural Habitat, particularly in the riparian lakes areas, is a valued environmental resource. Preserving native vegetation is a citizen objective for the desired "cleaner and greener" image. Resident and visitors, alike, appreciate the natural outdoor surroundings that provide settings for activities ranging from bird-watching to trail rides into the nearby mountains.

---

### Existing Conditions

Willcox does not lack for open space. There is, however, public interest in preventing sprawl development, providing open space buffers between incompatible land uses, retaining certain agricultural uses and requiring recreational amenities in new growth areas.

There are extensive facilities for active outdoor activities in the community. Organized athletic activities serve residents of all ages, with an emphasis on youth sports. Willcox is known for its interscholastic sports that has gained competitive and sportsmanship recognition State-wide.

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.

The City's Parks and Recreation Commission provides oversight advice to the Willcox City Council in maintaining six municipal parks totally 55 acres and the Twin Lakes Golf Course.

Keiller Park, located at 500 North Bisbee Avenue, is the main park of the City. This park is named after Matt Keiller, a businessman and Councilman, who dedicated much time to the youth of this community. The park is comprised of an Olympic-sized swimming pool, tennis courts, two full-size outdoor basketball courts, a large playground area, a ramada with four center grills, two ramada awnings, and three softball/baseball fields, with concession stands, a horseshoe pit area and restrooms. Keiller Park measures 150,480 square feet (4.18 acres). (ac and square feet in sentence don't compute)  
3.45 ac or 182,080

Railroad Avenue Park faces Railroad Avenue's historic storefronts, museums and the Rex Allen Theater, and is located at 101 North Railroad Avenue. Possibly the oldest established park within the corporate limits, this park pays tribute to the City's hometown hero, Rex Allen. The centerpiece of this leisure area is a bronze life-like statue, situated across from the Rex Allen Museum. In addition, a Veterans Memorial is situated at the south end of the park. This memorial is dedicated to all local veterans, as well as Prisoners of War. A ramada is located in the center of the park, with a swing set at the north end. This park measures 36,450 square feet (1.01 acres) 0.84 acres or 43,995

Hazel Johnson Park is located behind the current community center, 213 West Stewart Street. The park is one of the oldest established parks in Willcox with one grill, picnic table, and a small playground area. Originally known as the Woman's Club, the park was dedicated and named after Mrs. Hazel Johnson, who was instrumental in establishing and maintaining the club. The park itself measures 14,805 square feet (0.41 acres). 0.34 ac or 17,860

Manny Gonzales Park, located at 601 North Phoenix Avenue, is dedicated to Manuel F. Gonzales, a local resident who dedicated numerous years assisting local youth organizations and served as a City Councilman for 19-1/2 years. Playground equipment and a basketball

court are part of the landscaping at this park. Gonzales Park measures 24,800 square feet (0.69 acres). 0.57 ac or 30,060

Huffman Park was named after Bruce Huffman, a local merchant who also dedicated countless time to the youth of the community. His business, The Toggery, is a long established clothing and sporting goods store in this community and is still in operation. The park recently received two additions through the efforts of local organizations. A ramada was erected as a major Eagle Scout project by the Boy Scouts. In addition, funds from local events assisted in the purchase and erection of the play station for area youth. This park measures 133,300 square feet (3.70 acres). 3.06 ac or 161,170

Quail Drive Sports Park is the newest park in the community. The park is currently comprised of two ball fields (measuring 300 feet at center), a main rodeo arena (160' x 300'), junior arena (100' x 150'), park trails, and concession stands, with restroom facilities. The total acreage of the complex measures 44.87 acres.

Twin Lakes Golf Course is a nine-hole course located on the south side, adjacent to Cochise Lake and accessible from Rex Allen Jr. Road. Treated effluent is recycled for irrigating turf areas. In 2000, more than 15,000 nine-hole rounds were played – 8,057 nine-hole; 3,782 (x2) eighteen-hole rounds.

Among the City's annual outdoor events that attract visitors are: Wings Over Willcox, return of the sandhill cranes every January; U-PICK Vegetable and Fruit, July through October; the Chamber Golf Tournament; Summerfest Picnic; Christmas Apple Festival, Christmas Tree Lighting and Parade; and Rex Allen Days with Cowboy Hall of Fame induction, the first weekend in October.

### **Existing Conditions**

The City of Willcox provides domestic water service to more than 1,200 residential accounts and 200 commercial customers within the municipal boundaries. Some private wells supply water to properties in the City. Homes and businesses beyond the corporate limits have private water service.

Water consumption is moderate, estimated at 265 gallons per residence per day plus just over 100 gallons per day for each business customer. The City's primary well produces between 265 and 281 million gallons annually, depending on fluctuations in demand. Its pumps, located six miles north of the City, work an average of six hours daily in the winter to more than fourteen hours in the summer. Peak months may require production of 35 million gallons or more. A chlorination system is utilized to disinfect the domestic water supply from contamination.

Auxiliary wells are available as back-up. One well (Well #10) is used to pump untreated ground water for irrigation purposes. Another well (Well #T3) is used to pump water for construction purposes. Year 2000 production from this source was approximately 8 million gallons. Some primary well resources, as well as treated effluent from the wastewater treatment plant, supply additional irrigation water.



---

### General Plan Glossary

Terms with special meanings that are used in Willcox General Plan materials are defined for users' convenience. Examples are given where appropriate for clarification.

**Annexation** – to bring adjacent unincorporated lands into municipal boundaries under State law.

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

**Capital Improvement Program** – multi-year plan for capital expenditures needed to replace and expand the public infrastructure.

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

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

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

**Elements** – the principal components, or topical subjects, of a municipal General Plan. Arizona statutes have previously required Land Use and Transportation (Circulation) Elements for all communities. The Willcox Housing Strategy should become a Plan Element. Other Elements that are now required include: growth Areas, Water Resources, Cost of Development, Environmental Planning, and Open Space.

**General Plan** – a formal, adopted document that expressed a jurisdiction's intent for preserving or improving local conditions. Public hearings are held by the Planning Commission and City Council before a General Plan may be adopted or amended.

**Goals** – statements or fundamental aims for civic accomplishments through public and private actions.

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

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

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

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

**Policies** – criteria established by the local government that supports accomplishment of objectives or goals. For instance, the municipality may adopt specifications for additional traffic lanes where new development generates more automobile trips. Some communities use “strategies” as the term for implementing their goals and/or objectives.

**Revenue Bonds** – bonded indebtedness that is guaranteed to be paid off by income generated by a specific City activity.

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

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

---

## City of Willcox 2008 General Plan Update

### Citizen Participation Component

---

**Overall Purpose** - The purpose of the Citizen Participation Plan as stated in the Growing Smarter legislation is "to provide effective, early and continuous public participation in the development and major amendment of general plans from all geographic, ethnic and economic areas of the municipality." The Willcox General Plan Update will provide opportunities for involvement at various points of its development, review and adoption. This will be achieved by public outreach, a concentrated series of charettes, and wide distribution of the update draft for review and comment.

**Public Outreach:** Once the City Council adopts a citizen participation plan, outreach to encourage maximum citizen involvement will begin. This will include interviews of stakeholders identified prior to the first public meetings.

A brochure will be prepared and distributed. Public service announcements and advertising materials will be created and distributed to the newspaper and local broadcast media. Notices and for public meetings and hearings will be published in the Arizona Range News.

In addition, mailings to identified stakeholders and individuals requesting direct notification will occur throughout the process.

**Meetings and Workshops:** The focal point for stakeholder and citizen participation will be a series of workshops, which will be concentrated into a period of two - three days, in the fashion of a design charette. The effort will include interviews with stakeholders such as staff from various City departments, public utilities, and state, federal and adjacent local agencies. These meetings will be one-on-one, and/or occur in the format of small, facilitated focus groups.

The public workshops for the update will occur in two sessions. Rather than a conventional public meeting format (with citizens in the audience and elected officials or "presenters" at a podium), the community workshops will encourage more dynamic and "hands on" interaction among participants. Public participation techniques to encourage interaction and meaningful input will include

- Various graphic presentations
- Comprehensive, informative, and readable handout materials
- Facilitated discussions on particular plan elements

### **Draft Update Review and Adoption**

Public outreach will coincide with background research for the various elements and will occur during the first two months of the update. The interviews and workshops will be held during this period.

Once input from the workshops is incorporated into a draft, it will be transmitted to the Planning Commission and discussed at a public workshop prior to any formal public hearings. Next, the draft update will be submitted, at minimum, to the following stakeholders for a sixty-day review and comment period.

- Cochise County Planning Department
- The Southeastern Arizona Governments Organization (SEAGO)

## APPENDICES – PARTICIPATION PLAN

---

- The Arizona Department of Commerce
- The Arizona Department of Water Resources
- Arizona Department of Transportation
- Any person or entity that requests in writing a review copy of the draft

At the end of the sixty-day review process, the consultant will distill and package the comments, which will then be discussed at a Planning and Zoning Commission meeting. After any additional modifications are made to the draft plan due to the results of the sixty-day comment period, a Public Hearing will be advertised between fifteen and thirty days in advance. At that hearing, the Commission may then choose to recommend adoption of the plan to the City Council. The City Council shall consider the adoption of the General Plan by Resolution after a duly noticed Public Hearing. Given that the population of Willcox is under 10,000, and that growth during the period between 1990 and 2000 did not exceed two percent per year, no election to ratify the plan will be required.

---

---

City of Willcox 2008 General Plan Update  
7-Point Question Responses

I

1. What do you value most about your community?
    - Friendly-knowing community members.
    - Friendly atmosphere; small town feeling; supportive community feeling.
    - People are wonderful.
    - Small town feel.
  
  2. What do you like least about your community?
    - Lack of activities for our youth.
    - Lack of housing – single family.
    - Appearance – need large-scale community clean-up and better enforcement on homes and business owners.
    - Resistance to change and being proud about resisting planned change which makes for very poor economic and business conditions.
    - The garbage – junk cars, trash.
    - Lack of community pride.
  
  3. What makes Willcox ‘unique’ when compared to other Arizona communities?
    - Strategic location in southeast Arizona on I-10 and railroad giving it strategic advantage as a potential gateway to the southeast and also its closeness to the international border with Mexico.
    - Rural, small community.
    - Diverse agriculture.
    - Our people – our history.
  
  4. What unique features found in other Arizona communities do you feel might be compatible in the Willcox area?
    - Growth – housing.
    - Recreation – indoor swimming, batting cages, bowling alley, miniature golf to draw families into Willcox for weekends.
    - Marketing for and securing distribution centers for major corporations as well as small successful employers.
  
  5. What single land use (business, recreational or other) do you feel would add to the quality of life in Willcox? ... Why?
    - Housing development that is affordable along with commercial.
    - Business – single family housing – development.
- 
-

## APPENDICES – PARTICIPATION PLAN

---

- We need to focus on what businesses will compliment what we already have – Ag is a good place to start – what businesses could we recruit to build our Ag community?
6. What will Willcox look like in the year 2025?
- Planned and organized growth – housing and business.
  - A small town of 10-15,000 people with an infrastructure of streets and utilities capable of supporting the population and sustained planned growth.
  - I envision a community that has a core of several employers who employ 25-100 people who make a competitive, livable wage.
  - It depends on how much we want to invest in Willcox.
7. In your estimation, does the City of Willcox provide enough housing variety to accommodate the broad economic spectrum of families?
- NO!! Willcox does not have enough affordable housing variety to support its current population adequately.
  - No – need new subdivisions with infrastructure.
  - No!

---

City of Willcox  
General Plan Update

II

**Summary of Public Comments regarding current plan**

**General:**

- A. The goals, objectives and action recommendations of the 2002 General Plan are ‘absolutely fantastic’ ... however, have any of them been accomplished?
- B. Join Arizona Clean and Beautiful.
- C. Develop a marketing program to encourage more tourists.
- D. Consider annexation after the City has a reputation for ‘taking care of what it has.’
- E. How are objectives implemented?
- F. How is the implementation monitored?
- G. Add [detailed] Citizen Participation requirements for land use and policy decisions.

**Land Use:**

- A. What is being done to enforce property maintenance?
- B. Could design standards be shared regularly in newspaper, city bills, permits, etc?
- C. Need restrooms and drinking water available in winter months in Keiller Park.
- D. City should be leader in new construction and renewable resources.
- E. New construction should enhance historic value.
- F. Pursue housing affordability while preserving historic heritage in design.
- G. Frustrated by the general appearance of the City – need more pro-active code enforcement and property maintenance.
- H. Develop a plan [within 6 months] and begin making changes as necessary to current zoning map [general plan land use map?] to improve traffic patterns, designate ‘community gathering places,’ open space/parks, residential and commercial use and access, and quality of life.
  - a. Exit 340 services cater to ‘truck stop’ visitors and are not the best primary services for the community at-large.
- I. Encourage ‘cluster’ development around usable open space.
- J. Need to make certain that the City cleans-up and use areas already in the City before going beyond the current City limits.
- K. Need more specifics regarding promotion of Agribusinesses.
- L. Tourism does not create well-paying jobs; we have to pursue manufacturing, warehousing, etc.

**Transportation:**

- A. Future street work should include pathways, sidewalks and bike lanes.
  - a. Connectivity with schools, parks and shopping.
  - b. Connect all three I-10 exits.
- B. Develop management and marketing plan for the airport.
- C. Improve roadway directional signage.
- D. Adopt efficient paving techniques.

## APPENDICES – PARTICIPATION PLAN

---

- E. Encourage bus transfer station to relocate to a more central location.
- F. Add to “Promote opportunities for non-automobile transportation” – shuttle van service to Tucson, Safford, etc.

### **Housing:**

- A. Plant native vegetation
- B. Could there be discounts (on bills) for improvement projects?
  - a. Could local businesses offer discounts on materials for these same projects?
  - b. Could there be a ‘focused’ improvement program; i.e. one block at a time?
- C. What, if any, are the incentives for encouraging people to clean-up/fix-up? ... an awards program.
- D. How is ‘historic’ value determined?
  - a. Are revitalization monies available?
- E. Is the “Teacher/Officer Next Door” program an option as an incentive?
- F. Have not seen much improvement or action on housing strategies from the 2002 General Plan.
- G. Consider in-fill incentives for new housing projects.
  - a. Lower building permit fees by half for a 2-year period, except for mobile homes (they devalue the property around them, so they should not receive a break in fees)
  - b. Incentives to developers when paybacks from (positive) economic impact are justified.
- H. Encourage ‘historic’ design.
- I. Do not encourage ‘low income’ housing only – promote housing for all income levels.
- J. Encourage rental housing opportunities for temporary residents; i.e. Border Patrol.
- K. Encourage smaller, quality built homes that will act as second, winter residence for retirees.
- L. When considering residential development proposals, look for quality vs. quantity and cheap price.
- M. We need “Attainable Housing”!
- N. Consider encouraging modular homes.

### **Cost of Development:**

- A. Has the City applied for low-cost housing assistance?
- B. Why did City ‘shoot down’ the Quail Park Equestrian Center? It appeared to be an investor-at-risk proposal.
- C. Promote joint projects with area businesses, hospital and schools.
- D. Provide building permit fee reductions for improvement projects.
- E. Research grant opportunities to assist with City projects, infrastructure, etc.
- F. Has the City considered Development Impacts Fees in order that new development pays for impacts on the existing infrastructure?
- G. Objective 2 under Goal 3 contradicts the goal under Growth Areas to ‘attract market rate affordable housing.’
- H. Should establish a local economic development board to work with the City on development issues. [If the public is going to buy into development, they should be involved in the decisionmaking.]

### **Environmental Planning/Water Resources:**

- A. Can anything be done to redirect water [drainage runoff?] for landscaping?
  - B. Can the City offer incentives for drought tolerant landscaping?
  - C. Are there grants, possible through UofA Extensive Office?
-



## APPENDICES – PARTICIPATION PLAN

---

- D. Work with FEMA to evaluate current flood zone designations.
- E. Explore future water sources.
- F. Establish landscaping requirements for new commercial/industrial development.
- G. Are there plans for injection wells or some other method of recharge of groundwater from storm water?
- H. Has the City considered promoting the use of solar energy on City facilities?
- I. Is there a Master Drainage Plan for the City?
- J. All current Goals/Objectives are necessary to maintain our water supply but why do we need to “continue to develop new water wells”?

### Open Space:

- A. Include sidewalks, bike lanes, pathways and recreation I future planning.
- B. Enhance Redevelopment of Historic Downtown Willcox with a new park on the east side the railroad tracks, provide visitor Information at the Depot.
- C. Expand golf course and market for year-around play.
- D. Research opportunities and funding to cover the pool for year-round use.
  - a. Expand accompanying recreational programs
  - b. Research grants and bonds to accomplish.
- E. Invest in improvements to existing parks before acquiring new ones.
- F. Consider community gardens.

---

City of Willcox  
General Plan Update

III

Summary of General Comments  
General Plan Related

- A. “Vision” needs to be ‘broadcast’ more widely.
  - a. Use in schools, businesses, citizens, etc.
- B. Use shorter slogans to ‘broadcast’ vision:
  - a. “Preserving Our Past While Building Our Future” (Young Guns)
  - b. “Willcox – Where the West is still the West and the Cowboys are Real.” (Old Slogan)
- C. Pursue Arizona Main Street program.
- D. Hire consultant to help City employees to achieve common vision, reduce inefficiencies and focus on priorities.
- E. Hire an Economic Director/Consultant (even if only temporary or part-time) to achieve specific goals and meet specific benchmarks. Include Chamber of Commerce in this effort.
  - a. Market Willcox through expanded City events.
  - b. Work with existing hospitality industry in improving accommodations and networking.
  - c. Locate desired and targeted businesses that enhance employment opportunities and revenues.
  - d. Create a database of materials to quickly respond to inquiries.
  - e. Network with other area Economic Development groups.
  - f. Write grants for specific projects that will enhance Willcox.
  - g. Develop marketing plan for Historic Downtown.
  - h. Develop marketing plan for the airport.
- F. Continue “Young Guns” program.
- G. Coordinate and co-publish calendars for schools, City and Chamber events.
- H. How can citizens become involved?
- I. We need more proactive steps to clean-up the City.
- J. Why can’t City and Community Center programs run year-around?
- K. Would like to see more job responsibility and answerability added to management staff.
- L. Promote a ‘can-do’ attitude through all City departments.

## APPENDICES – PARTICIPATION PLAN

---

- M. Become ‘results-oriented’ – what do residents get for their dollars spent?
- N. Encourage the perception of a ‘progressive community’.
- O. Create a community ‘brand’ and marketing campaign.
- P. Offer more library programs and materials.
- Q. Use street sweeper on a consistent basis for long-term maintenance and better appearance.
- R. There are numerous comments regarding operational issues and concerns. Many focus on customer service and/or lack thereof.

---

City of Willcox  
General Plan Update

IV

**General Statements, Issues and Concerns  
Not Directly Related to the General Plan**

- A. Infill development of new housing and commercial property will increase property taxes.
- B. Increase “sin taxes” such as on liquor.
- C. Increase bed tax.
- D. Decrease sales tax.
- E. Sell non-producing City-owned properties.
- F. Sell City-owned golf course.
- G. New program fees from Parks & Recreation.
- H. Lease Quail Park Arena to private enterprise for a % of gross revenues
- I. Develop a zero-based budget.
- J. Weigh “opportunities lost” against gains from use of funds.
- K. Discontinue financial support of local organizations (continue support via non-financial sources).
- L. Analyze a decrease in Public Safety by executing an agreement with the County for additional Sheriff’s office protection (compare to County Sheriff’s pay scale and benefits; per capita/household basis).
- M. Bid property and health insurance on a regular basis.
- N. Lessen reliance on outside contractors for planning and analysis, use current employees where possible.
- O. Hire an outside efficiency contractor to analyze the City’s various departments and fees.
- P. Decrease utility use, where possible, lower thermostats in winter and raise in summer.
- Q. Combine facilities, where possible, to reduce expenses.

## APPENDICES – PARTICIPATION PLAN

---

- R. Are there expenses that can be out-sourced; i.e. lawn maintenance, vehicle maintenance that will yield the same service at a reduced price to the City by a reduction in payroll expenses and benefits?
- S. Sponsor the formation of neighborhood groups to address neighborhood clean-up, neighborhood events and general attitudes.

**Comments from County Resident(s)**

- A. Where to recycle should be on the City website; phone number, hours of operation, locations.
  - a. Oil
  - b. Batteries
  - c. Old cars
  - d. Trash-plastics, phone books, cardboard
    - i. Make arrangement with grocery stores, fast food restaurants or any business who sells items ‘to-go’ in paper or plastic to contribute in some way to clean-up.
- B. Get something going on the cemetery or at least get the map available for anyone who wants to work on it. It looks terrible. There is a professional landscaper who was to make the plan for nothing. There is a way to get a write-off for those who want to participate and donate (I think through the Veterans Administration), get it going, put the plan on the website and get it started. Publish in the local newspaper the status of the project and next steps needed.
- C. Be more business friendly. That means first and foremost to communicate with citizens! Make it a whole lot easier to have functions in Willcox. If you are a city employee, be extremely helpful to groups or citizens who have something to offer but are regulated by you. Nothing will improve until you get that. You work for them, have a good attitude.
  - a. Make information easily available to anyone who has a question about anything that you regulate or are in a position to assist with.
    - i. If a food event is planned, put a link on the website to get them in touch with whoever regulates the event type in quick time so their project is done in time.
    - ii.
    - iii. If someone wants to rent a City building, put what is available on the website, the prices, the days it is available, and a contact for their convenience of planning.
    - iv. Put a link for all your permits on the website, the cost, and treat people fairly. If you can keep prices down, people will be more willing to do business with you.
    - v. Be a networking place for your citizens. The Chamber isn’t doing too good of job of that. Use the website to do work for you. Add links and contacts so your volume of phone calls in manageable.
- D. Return your phone calls promptly! Handle problems in short order. If you delegate, follow-up to make sure problems have been addressed.
- E. Is there any organization for community clean-ups, like who might provide garbage bags, rakes, trailers so it would be an easy event for groups to help clean-up. Be active in charging fines for littering! Make some income while you clean up!

## APPENDICES – PARTICIPATION PLAN

---

- F. How easy is it to rent the arena, how many people do you have to call to find out? A link on the website would be a great way to find out.
- G. Education:
- a. Host grant writing sessions for those who want to do projects for their community, are willing to do some work but are lacking in skills.
  - b. Host solar energy events.
  - c. Host landscaping/water saving events.
- H. Are you doing anything with the airport? If the City does not have the know-how, staff or money to work on some badly needed service, allow citizens with knowledge in that area that are interested to assist in some way ... or sell it.
- I. Ask for help/input from public on your big projects BEFORE you spend the money or commit to contracts.
- J. Be open-minded about doing things a different way, there might be something better out there than the same old way you have always done things.
- K. Fees for littering and enforcement, lower fees for permits to promote construction/remodels.
- L. No agenda items for Council meetings on website. Please put them there. You might get more interest/attendance for those concerned with the issues you are addressing.
- M. Has the City had an energy audit from SSVEC; also a review of phone service and fees? Watch your own overhead and share what you learn with the public.
- N. Get rid of City property that is not bringing you income or making you money unless it is a park or a public resource of some nature. Tend to the City property/funds as you would your own investments.
- O. If you have a project like the recent well addition, when a contractor does something like make a huge mistake (drop his casing or whatever), it is ridiculous for the contractor to expect you to pay for his mistake, it is his/her problem, not the City's. If you personally hired the same work done at your home, would you pay twice if the contractor were in error? I doubt it, so why do you spend citizen's money any less cautiously than you would your own?

---

---

**2008 City of Willcox General Plan Update**

*2002 Validity Check Results*

**LAND USE ELEMENT**

**Goal: Target desire uses for undeveloped properties.**

Objective: Planning and Zoning Commission set policies to discourage incompatible uses (e.g., mobile homes in established neighborhood).

- ❖ *Achieved, but still valid: There have various ordinance amendment that have occurred that address mobile homes and a comprehensive update to the Zoning Ordinance has been drafted.*

Objective: Coordinate closely with County officials for areas outside City limits.

- ❖ *Not achieved but still valid: The current General Plan Update process will look at “Planning Area” and input from Cochise County will be part of the process.*

Objective: Provide and enforce clear standards for development and property maintenance.

- ❖ *Partially achieved and still valid: The City has adopted similar codes as Cochise County.*

Objective: Modify existing zoning ordinances.

- ❖ *Not achieved but still valid*

Objective: Identify tracts of vacant or undeveloped land, even if outside City limits, for planning purposes.

- ❖ *Achieved, but still valid*

**Goal: Maintain agribusiness use.**

Objective: Encourage, selectively, agribusiness that contributes to the local economy.

- ❖ *Achieved, but still valid*

Objective: Buffer activities (e.g., cattle sales, rodeo arenas) that could impact other uses.

- ❖ *Not achieved but still valid: To date, this has not been an issue.*



## APPENDICES – PARTICIPATION PLAN

---

### **Goal: Encourage economic development**

Objective: Create opportunities for well-paying jobs.

- ❖ *Not achieved but still valid*

Objective: Expand tourism through civic events and hospitality accommodations.

- ❖ *Achieved, but still valid*

Objective: Encourage greater variety in retail and services to meet demands of increasing population and/or numbers of visitors.

- ❖ *Not achieved but still valid*

### **Goal: Encourage public facilities and open spaces for entertainment, cultural and social activities.**

Objective: Keep park facilities, including adequate space, up with demands of growing population (especially youth).

- ❖ *Partially achieved, but still valid: A significant renovation of the Community Center is underway.*

Objective: Assess need for more park space or improving existing facilities.

- ❖ *Partially achieved, but still valid: The Parks and Recreation Commission has developed a 5-year plan.*

## TRANSPORTATION ELEMENT

### **Goal: Develop long term Transportation/Circulation Improvement Plan (similar to Housing Strategy).**

Objective: Focus on minimizing traffic congestion, consistent with other land use and circulation goals.

- ❖ *Ongoing*

Objective: Develop relationship with organizations responsible for operating aviation modes for consideration of plan.

- ❖ *Ongoing*

Objective: Consider Traffic Pattern Study.

- ❖ *Not achieved but still valid*
-

**Goal: Improve local streets.**

Objective: Adopt efficient paving techniques.

- ❖ *Partially achieved, but still valid*

Objective: Include structured, phased maintenance schedules.

- ❖ *Achieved, but still valid*

Objective: Maintain consistent street improvement standards.

- ❖ *Achieved, but still valid*

**Goal: Promote opportunities for non-automobile transportation.**

Objective: Explore Amtrak, bus service improvements with Depot as transfer point.

- ❖ *Achieved, but still valid*

Objective: Promote shuttle van service to airport, doctor, shopping and/or tourists to Downtown.

- ❖ *Partially achieved, but still valid*

Objective: Integrate pathways/trails for bicycle and pedestrian trips to schools, parks and shopping.

- ❖ *Not achieved but still valid*

### HOUSING ELEMENT

**Goal: Revitalize older neighborhoods.**

Objective: Improve community appearance.

- ❖ *Partially achieved, but still valid*

Objective: Develop programs to upgrade substandard units.

- ❖ *Not achieved but still valid: Staff is researching possible solutions.*

**Goal: Enforce code requirements.**

Objective: Encourage clean-up, voluntary compliance.

❖ *Partially achieved, but still valid*

Objective: Obtain close coordination between City and County.

❖ *Partially achieved, but still valid*

**Goal: Adopt appearance standards for manufactured housing.**

Objective: Require skirting, permanent foundations.

❖ *Achieved, but still valid*

Objective: Create buffer zones (which might include screening) between different housing types.

❖ *Achieved, but still valid*

**Goal: Expand housing opportunity in Willcox.**

Objective: Increase stock of good quality, lower income homes as well as market rate rental units.

❖ *Not achieved but still valid*

Objective: Enhance housing opportunities for farm workers.

❖ *Not achieved and no longer valid*

Objective: Promote residential construction for all income levels to attract industry, business.

❖ *Not achieved but still valid*

### GROWTH AREA ELEMENTS

**Goal: Create business enterprise zones in corridor between I-10 and Business-10.**

Objective: Attract light industry and other employers offering good wages.

❖ *Not achieved but may be still valid*

Objective: Expand potential for tourist expenditures.

❖ *Partially achieved, but still valid*

**Goal: Target sites for private investment in the City.**

Objective: Use municipal improvements as incentives for business.

❖ *Not achieved but still valid*

---

Objective: Attract new residents with living quality enhancements such as a Senior Center.

❖ *Not achieved but still valid*

Objective: Clean-up eyesores (e.g., junk cars) adjacent to the City.

❖ *Partially achieved, but still valid*

Objective: Consider strategic annexations to expand opportunity areas.

❖ *Ongoing*

Objective: Coordinate growth areas with Cochise County for transition into City limits.

❖ *Achieved, but still valid*

**Goal: Emphasize Housing Strategy implementation for residential development sites.**

Objective: Stress in-fill use of existing, empty lots already served by streets and utilities.

❖ *Not achieved but still valid*

Objective: Attract market rate (not government subsidized) affordable housing.

❖ *Partially achieved, but still valid*

Objective: Set compatibility standards for manufactured housing in the community.

❖ *Achieved, but still valid*

### COST OF DEVELOPMENT ELEMENT

**Goal: Attract new development that can pay its own way.**

Objective: Define improvements specifications for which developers are responsible.

❖ *Ongoing*

Objective: Coordinate regulations and development guidelines with municipal capital improvement programming (CIP) and expectations for developer investment in infrastructure.

❖ *Not achieved but still valid*

---

## APPENDICES – PARTICIPATION PLAN

---

Objective: Promote locations where services are available or may be shared and provided economically (e.g., industrial parks).

❖ *Not achieved but still valid*

Objective: Avoid excessive general obligation bonding.

❖ *Achieved but still valid*

Objective: Consider joint ventures between the City and private development when paybacks from economic impact is justified.

❖ *Achieved, but still valid*

**Goal: Encourage planned developments that achieve economies of scale.**

Objective: Favor projects in cost-effective locations rather than permitting sprawl development.

❖ *Not achieved but still valid*

Objective: Obtain definite construction commitments from capable developers; do not spend public funds on speculation.

❖ *Achieved*

**Goal: Work with homebuilders to create profitable housing at affordable costs.**

Objective: Include all improvement needs – roads, parks, services- in evaluating the benefits of new housing proposals.

❖ *Achieved, but still valid*

Objective: Consider applying for government low-cost housing assistance programs that complement the Housing Strategy and General Plan.

❖ *Achieved, but still valid*

## ENVIRONMENTAL PLANNING ELEMENT

**Goal: Develop a Master Drainage Plan.**

Objective: Comply with Federal flood protection guidelines, but tailor master plan criteria to local conditions.

## APPENDICES – PARTICIPATION PLAN

---

❖ *Not achieved but still valid*

Objective: Consider drainage improvement action items to utilize existing drainage channels.

❖ *Achieved, but still valid*

Objective: Review site improvement standards for storm water retention.

❖ *Achieved, but still valid*

Objective: Coordinate flood control with Water Resources Element and Open Space Element strategies.

❖ *Achieved, but still valid*

**Goal: Maintain clean water and air.**

Objective: Monitor air and water quality.

❖ *Partially achieved, but still valid*

Objective: Eliminate conditions or practices that pollute the land, air or groundwater.

❖ *Still valid / mandated*

**Goal: Project a “cleaner and greener” image.**

Objective: Change open spaces to green spaces.

❖ *Still valid*

Objective: Use and maintain plants/trees that are native to the area.

❖ *Still valid*

Objective: Apply drainage water to habitat and recreation locations.

❖ *Still valid*

### OPEN SPACE ELEMENT

**Goal: Plan open space locations to achieve orderly development.**

Objective: Create buffer zones between different land uses or intensities of use to improve compatibility.

---

❖ *Ongoing*

Objective: Reduce the tendency toward urban sprawl by designating open spaces around, and containing, developed areas; discourage “leapfrogging” beyond these delineating areas.

❖ *Still valid*

**Goal: Establish community open space standards.**

Objective: Develop criteria for public parks, recreation and passive open areas.

❖ *Achieved, but still valid*

Objective: Recognize the value of undeveloped areas that provide view corridors, landscaping, visual relief and buffering.

❖ *Still valid*

Objective: Set expectations by ordinance for open space – recreation, pathways, green areas – to be included in future developments.

❖ *Achieved, but still valid*

### WATER RESOURCES ELEMENT

**Goal: Seek additional water resources to support City growth.**

Objective: Continue to develop new water wells.

❖ *Achieved, but still valid*

Objective: Consider renewable water sources, such as recharge programs

❖ *Partially achieved, but still valid*

Objective: Evaluate possibilities for recycling treated water or wetlands approaches in wastewater treatment.

❖ *Partially achieved, but still valid*

Objective: Utilize flood water to augment our water resources.

---

❖ *Not achieved but still valid*

Objective: Channel runoff into retention basin(s) for irrigation of parks, municipal lands.

❖ *Not achieved but still valid*

**Goals: Practice sound water management.**

Objective: Recruit low-impact economic development.

❖ *Not achieved but still valid*

Objective: Prefer landscaping with native, drought-resistant plant materials.

❖ *Partially achieved, but still valid*

Objective: Discourage waste of the water supply.

❖ *Partially achieved, but still valid*