

## Acknowledgments

The Gila County Board of Supervisors, Planning Team and staff of the Community Development Division would like to thank the members of the Planning Advisory Committee, citizens of Gila County, county staff, property owners, business owners, cities, towns, civic and business organizations, regional government organizations and participating state and federal agencies for actively supporting and participating in the planning process. The information and assistance that have been provided have been instrumental in the successful completion of this Plan.

### Gila County Board of Supervisors

Cruz Salas, (District III) Ronald A. Christensen (District I) Joe Sanchez (District II)  
Former Member(s): Edward “Bunch” Guerrero, (District II)

### County Manager

John F. Nelson

### Planning and Zoning Commission

Walt Smith	Ray Jones (Former Member)	Ed Lydic (Former Member)
Ernest Lozoya	D. Janeice Rodman	Gene Hazen
Frank Jimenez	Carol Lydic	Mitch Malkovich
	Jere Jarrell	

### County Planning Staff

Joe Mendoza, Director Comm. Dev. Div.	Terry Smith, Deputy Director Comm. Dev. Div.	Anne Trujillo, Planning Assistant Comm. Dev. Div.
---	--	---

### Planning Advisory Committee

Rick Powers, ADOT	Chris Miller, Aero Drilling	Larry Widner, USFS Dist. Rngr.
Delbert Self, Town of Miami	Manoj Vyas, City of Globe	Jay Spehar, Phelps Dodge Co.
Mary Ann Moreno, SGCEDCO	Gary Smith, USFS Dist. Rngr.	Laura Faye Cline, Citizen
George Ewing, Citizen	Ray Pugel, Citizen	Rene Zeising, Citizen
Lufkin Hunt, Citizen	Ed Armenta, USFS Dist. Rngr.	Mark Sensibaugh, USFS Dist. Rngr.
Marco Olsen, Tri-City Fire Dept.		

### Consultant Team

LVA Urban Design Studio	Kimley-Horn Associates
Tim Campbell, Project Manager	Bill Mathews, Project Manager
Scott Friend, Senior Planner	Susan Anderson, Engineer
Alex Stedman, Planner	
Jon Vlaming, Consulting Planner	



# GILA COUNTY COMPREHENSIVE PLAN

## Table of Contents

Acknowledgements..... i

Table of Contents ..... ii

List of Figures ..... iv

List of Tables ..... v

Executive Summary ..... vi

**Chapter 1: Introduction ..... 1-1**

    1.A Purpose ..... 1-1

    1.B What is the Comprehensive Plan? ..... 1-2

    1.C Legislative Authority ..... 1-4

    1.D Application of General Plan and Exceptions..... 1-4

    1.E Public Participation Program ..... 1-5

    1.F Organization of the Comprehensive Plan ..... 1-5

    1.G Intended Use of the Plan..... 1-6

    1.H Physical Setting ..... 1-7

**Chapter 2: Land Use Element ..... 2-1**

    2.A Introduction ..... 2-1

    2.B Purpose and Intent ..... 2-2

    2.C History and Trends ..... 2-3

    2.D Land Use Issues and Values ..... 2-7

    2.E Land Use Goals, Objectives and Policies ..... 2-9

    2.F Land Use Designations ..... 2-20

    2.G Area and Community Land Use Plans ..... 2-26

    2.H Area Land Use Plans - Application Summary ..... 2-28

    2.I Community Land Use Plans – Application Summary ..... 2-37

        2.I.1 Strawberry Community Plan..... 2-37

        2.I.2 Pine Community Plan ..... 2-42

        2.I.3 Star Valley Community Plan ..... 2-46

        2.I.4 Young Community Plan..... 2-50

        2.I.5 Gisela Community Plan ..... 2-54

        2.I.6 Claypool/Copper Hills Community Plan ..... 2-57

        2.I.7 Tonto Basin Community Plan..... 2-62

    2.J Land Use and Zoning Compatibility Table ..... 2-65

    2.K Implementation Program ..... 2-66



**Chapter 3: Transportation Element..... 3-1**

3.A Introduction ..... 3-1

3.B Transportation Inventory ..... 3-3

3.C Transportation Issues ..... 3-6

3.D Transportation Goals, Objectives and Policies..... 3-7

3.E Roadway Classification System /Transportation Plan ..... 3-12

3.F Implementation Plan ..... 3-18

**Chapter 4: Community Facilities Element ..... 4-1**

4.A Introduction ..... 4-1

4.B Purpose and Intent..... 4-1

4.C Community Facilities Issues and Values ..... 4-2

4.D Community Services and Facilities Plan4-3..... 4-3

4.E Community Facility Goals, Objectives and Policies ..... 4-5

4.F Implementation Program..... 4-8

**Chapter 5: Plan Administration ..... 5-1**

5.A Plan Amendments..... 5-1

5.B Plan Updates ..... 5-3

5.C Plan Administration ..... 5-3

**Appendices.....**



# GILA COUNTY COMPREHENSIVE PLAN

## List of Figures

<b>Figure Number .....</b>	<b>Page Number</b>
1. Regional Location.....	1-8
2. Land Use Plan Key Map.....	2-27
2.A Area Land Use Plan – Northwest County.....	2-31
2.B Area Land Use Plan – Northeast County.....	2-32
2.C Area Land Use Plan – West Central County.....	2-33
2.D Area Land Use Plan – East Central County.....	2-34
2.E Area Land Use Plan – South County.....	2-35
2.F Area Land Use Plan – Detailed Views.....	2-36
2.G Community Land Use Plan – Strawberry.....	2-41
2.H Community Land Use Plan – Pine.....	2-45
2.I Community Land Use Plan –Star Valley.....	2-49
2.J Community Land Use Plan – Young.....	2-53
2.K Community Land Use Plan – Gisela.....	2-56
2.L Community Land Use Plan – Claypool/Copper Basin (North).....	2-60
2.M Community Land Use Plan – Claypool/Copper Basin (South).....	2-61
2.N Community Land Use Plan – Tonto Basin.....	2-64
3. Transportation Plan.....	3-17



# GILA COUNTY COMPREHENSIVE PLAN

## List of Tables

<b>Figure Number .....</b>	<b>Page Number</b>
2.1 Land Area By Ownership .....	2-5
2.2 Population Projections – Linear Analysis .....	2-5
2.3 Residential Land Use Categories Summary Table .....	2-24
2.4 Land Use Plan Category / Zoning Compatibility .....	2-65
2.5 Land Use Implementation Program .....	2-67
3.1 Roadway Classification .....	3-12
3.2 Transportation Implementation Program .....	3-19
4.1 Community Facilities Implementation Program .....	4-9



## EXECUTIVE SUMMARY

The Gila County Comprehensive Plan is a planning document intended to serve as a guide to address future growth and development within the unincorporated portions of Gila County. Arizona Revised Statutes (ARS) require all county governments, including Gila County, to plan for future growth through the preparation, adoption and maintenance of a comprehensive plan for the unincorporated areas of the county.

The comprehensive plan articulates how the citizens in Gila County prefer development to occur, and is a tool to be utilized by county decision-makers, staff and citizens. The comprehensive plan serves as the foundation for the various other planning documents and ordinances that help to implement the plan, such as specific area plans, the Gila County Zoning Ordinance, the Gila County Subdivision Ordinance and others.

The purpose of the Gila County Comprehensive Plan is to provide for the health, safety and general welfare of the citizens of Gila County through the adoption of a plan that outlines a program for the organized use of land within the unincorporated portions of the county. The comprehensive plan is intended to serve the county over a 10 year period, after which time the county may either readopt the plan or prepare an update based on existing and projected conditions at that time.

## INTENDED USE OF THE PLAN

The Gila County Comprehensive Plan is intended to provide guidance for all citizens in the county and other interested parties. In addition, the plan is intended to serve as a guide for decisions by county planning staff, the Planning and Zoning Commission and the Board of Supervisors. The plan identifies generalized land uses, development densities and intensities based on the desired vision of the future expressed by the citizens of Gila County. The comprehensive plan is not, however, intended to take the place of zoning nor is it intended to modify pre-existing land uses, entitlements or statutory rights.

While the Gila County Comprehensive Plan is adopted by the Board of Supervisors at a specific point in time, it is also a document that changes over time. The comprehensive plan is advisory in nature and is designed to be flexible and accommodating when a use is deemed to be appropriate by the Board of Supervisors. The plan should be utilized as a tool to assist in future planning decisions through the identification of appropriate land uses and land use relationships, and not be viewed as a tool by which to inhibit new development that is compatible with the goals, objectives and policies of the plan.



## ELEMENTS

The Gila County Comprehensive Plan is organized to provide guidance for county growth on many levels. The comprehensive plan is divided into specific elements, or chapters, to better address and accomplish the multi-faceted scope of the overall document and its role in future development decisions. Listed below are summary descriptions of the individual elements of the comprehensive plan:

- **Introduction (Chapter 1):** This chapter provides information regarding the contents of the comprehensive plan, purpose, legal status, public participation process and a brief overview of the history and physical setting of Gila County.
- **Comprehensive Plan Elements:** The Gila County Comprehensive Plan includes three primary elements: land use, transportation, and public facilities. Each element describes the vision, goals and objectives desired for the future by the citizens of Gila County and the policies that will be used by the county government to accomplish the visions, goals and objectives. Each element also contains an implementation matrix that outlines the tasks that need to be accomplished by Gila County to implement the comprehensive plan.
- **Land Use Element (Chapter 2):** The Land Use Element is the principal element of the Gila County Comprehensive Plan. The preparation of the Land Use Element has shaped the preparation of the Land Use Plan. The Land Use Plan is presented graphically and also described in text. Because of the size and diversity of Gila County, the Land Use Plan is more general for the remote and less inhabited areas of the county. The Land Use Plans for these areas are called “Area Land Use Plans”. The Land Use Plans for areas that are relatively more inhabited (such as Pine, Strawberry and Young) are more detailed. These plans are called “Community Land Use Plans”. When used in combination, the Land Use Plan, policies and other text in the Land Use Element serve as the county’s primary tools to direct how, where and at what use and intensity development in Gila County is desired to occur.
- **Transportation Element (Chapter 3):** The Transportation Element is designed to provide for a safe, efficient and cost effective multi-modal circulation system in Gila County. Planning and coordinating land use patterns with a complimentary transportation system is essential in providing for the future growth and development of Gila County. This element identifies a system of primary, secondary, and local roadways within a coordinated transportation system network..



- **Community Facilities Element (Chapter 4):** Inclusion of the Community Facilities Element in the Gila County Comprehensive Plan is intended to integrate the planning of community facilities into the development process, and help to assure that adequate consideration is given to the provision of necessary services and facilities by new development.
- **Administration (Chapter 5):** This chapter describes the processes used to administer the comprehensive plan, including criteria for interpretation, periodic reviews and amendments.



**Comprehensive Plan Vision Statement**

The guiding Vision for Gila County is to preserve, maintain, enhance and encourage a high quality natural, living and working environment for its residents. This Vision will be accomplished through the orderly development of the limited private property base, the protection and expansion of its economy and the conservation of the County’s cultural, social and economic heritage.

**1. INTRODUCTION**

**1.A PURPOSE**

The purpose of the Gila County Comprehensive Plan is to provide for the health, safety and general welfare of the citizens of Gila County through the adoption of a plan that outlines a program for the organized use of land within the unincorporated portions of the county. The comprehensive plan articulates how the citizens in Gila County prefer development to occur, and is a tool to be utilized by county decision-makers, staff and citizens. The comprehensive plan serves as the foundation for the various other planning documents and ordinances that help to implement the plan, such as specific area plans, the Gila County Zoning Ordinance, the Gila County Subdivision Ordinance and others.

Gila County is a county of great diversity and history. Extending from the Gila River in the Sonoran Desert to the pine forests of the Mogollon Rim, the county offers a full range of opportunities for residents and visitors alike. Convenient access to the Phoenix and Tucson metropolitan areas and spectacular landscapes and natural resources make Gila County a primary destination for visitors and a hospitable home for permanent and seasonal residents. The Gila County Comprehensive Plan is intended to help maintain and enhance those opportunities and qualities which attract people, and to assist the county to realize its potential through logical and planned decision making.



## 1.B WHAT IS THE COMPREHENSIVE PLAN?

As the population of Gila County increases over time, land will be developed as residences, shopping centers, businesses, industrial areas, schools and so on. Roads, infrastructure and public services, such as public safety, administration and solid waste facilities, will be needed to serve these areas. The Gila County Comprehensive Plan is a document that identifies, in a general sense, the location, type, intensity and character of future land uses throughout the unincorporated areas of Gila County, along with the accompanying transportation infrastructure and public facilities. In a sense, the comprehensive plan is like a “blueprint” for the future growth and development of land in the county. It is prepared to ensure that physical development is coordinated in accordance with the present and future needs and the desires of Gila County residents.

Citizen input has been emphasized during preparation of the comprehensive plan. The future land use pattern, vision, goals and policies in the comprehensive plan are based on the desires, ideals and needs of the citizens of Gila County. Indeed, the comprehensive plan is the citizens’ expression, or vision, of Gila County in the future. Adherence to the vision, goals, objectives and policies in the plan will help shape the physical development of the county to a pattern desired by its citizens. Plan preparation is the result of an open, public process designed to encourage as much public input as possible. Ultimately, the citizens’ elected representatives – the Gila County Board of Supervisors, adopt the comprehensive plan.

Subsequent to adoption, the comprehensive plan is a tool, which is used to assist and guide county officials, policy makers, staff, property owners, developers and citizens in decisions related to the growth and development of Gila County. It is the primary policy document that provides guidance for decisions related to future land use, transportation and public facility issues. Examples of growth and development decisions affected by the comprehensive plan include evaluations of requests to rezone property, siting analyses for future public facilities and requests for dedication of public roadway rights-of-way.

The comprehensive plan is based on a time horizon of 10 years as outlined by State Statutes. It is a long-range, visionary document that, if followed over time, will assist in the organized development of the county’s private lands. As a result, the comprehensive plan should not be viewed as a short-term program but rather a long-term process. The success of the plan should be measured over an extended period of time, allowing adequate opportunity for its use and implementation.

While the comprehensive plan is intended to be utilized as a tool to help guide the decision making process, it is a flexible document that can be amended as necessary to respond to changing conditions, opportunities and challenges. For example, the comprehensive plan may be amended because public values and priorities related to growth and development may change over time, or new proposals are made for better developments or more appropriate



uses never contemplated in the original comprehensive plan. Occasional amendments to a comprehensive plan are not uncommon and occur through a public process. Amendments can be initiated by the county, property owners, developers, residents and other interested parties.



### 1.C LEGISLATIVE AUTHORITY

Arizona Revised Statutes (ARS) require all county governments, including Gila County, to plan for future growth through the preparation, adoption and maintenance of a comprehensive plan for the unincorporated areas of the county. ARS 11-802 states “The board of supervisors of a county, .... shall plan and provide for the future growth and improvement of its area of jurisdiction, and coordinate all public improvements in accordance therewith....” The statutes establish that “[t]he county plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the area of jurisdiction” (ARS 11-821.A). ARS 11-806.B states that “[t]he purpose of the plan is to bring about coordinated physical development in accordance with the present and future needs of the county. The comprehensive plan shall be developed so as to conserve the natural resources of the county, to insure efficient expenditure of public funds, and to promote the health, safety, convenience, and general welfare of the public.”

The statutes do not dictate, however, what a comprehensive plan should say about the use, location, intensity or type of future growth and development desired by county residents. That is to be determined by the citizens of each county during the process to prepare the comprehensive plan. Indeed, Arizona law requires “effective, early and continuous public participation in the development and major amendment of comprehensive plans.” (ARS 11-806.D). This is to ensure that comprehensive plans are based on the desires of the residents of each county.

The elected and appointed officials and staff of Gila County recognize the importance of establishing a harmonious relationship between government and property owners based upon a mutual understanding of vision and purpose. The Gila County Comprehensive Plan is designed to respect private property rights while enhancing, increasing and enriching the individual freedoms, opportunities and investments of all of Gila County’s citizens.

### 1.D APPLICATION OF GENERAL PLAN AND EXCEPTIONS

As required by Arizona statutes, the Gila County Comprehensive Plan shall apply to all private properties within the unincorporated areas of Gila County. However, pursuant to ARS 11-830A.2, nothing in the Gila County Comprehensive Plan shall prevent, restrict, or otherwise regulate the use or occupation of land or improvements for railroad, mining, metallurgical, grazing or general agricultural purposes, if the tract concerned is five or more contiguous commercial acres. Although the county does not have land use jurisdiction over legally recognized Indian Reservations or federal lands, the comprehensive plan seeks to protect the integrity of the federal land holdings and provides guidance and direction to federal lands that are transferred into private ownership, subject to the exception indicated above.



## 1.E PUBLIC PARTICIPATION PROGRAM

The comprehensive plan is a document that belongs to all citizens of Gila County. The vision, goals, objectives and policies in the plan are the result of an extensive public outreach process that involved many citizens, property owners, government agencies and interested parties. As required by Arizona statute (ARS 11-806), a public participation plan was adopted by the Board of Supervisors at the beginning of the planning process.

The public participation plan established the public outreach and involvement program for the process to prepare the comprehensive plan. The various public outreach efforts included: public information and input meetings; creation of a Planning Advisory Committee (PAC) comprised of county residents, business owners, agency representatives, representatives from incorporated cities and towns in Gila County and county planning staff; coordination with incorporated towns and cities in the county and the Arizona State Land Department; use of print media, the internet, local radio and news media; the posting and placement of information within local communities throughout the county; and the formal public hearing process as required by Arizona statutes. Significant time and effort was expended to encourage the participation of all interested parties. This comprehensive plan is the product of that participation and input.

## 1.F ORGANIZATION OF THE COMPREHENSIVE PLAN

The Gila County Comprehensive Plan includes the following chapters as outlined below:

- **Introduction (Chapter 1):** This chapter provides information regarding the contents of the comprehensive plan, purpose, legal status, public participation process and a brief overview of the history and physical setting of Gila County.
- **Comprehensive Plan Elements (Chapters 2-4):** The Gila County Comprehensive Plan includes three primary elements: land use (chapter 2), transportation (chapter 3) and public facilities (chapter 4). Each element describes the vision, goals and objectives desired for the future by the citizens of Gila County and the policies that will be used by the county government to bring the visions and goals to fruition. The plan elements describe the land use categories of the county, the transportation standards and the public facilities expectations. Each element also contains an implementation matrix that outlines the tasks that need to be accomplished by Gila County to implement the comprehensive plan elements. The tasks in the implementation program consist of both long and short-term work items.
- **Administration (Chapter 5):** This chapter describes the processes used to administer the comprehensive plan, including criteria for interpretation, periodic reviews and amendments.



## 1.G INTENDED USE OF THE PLAN

The comprehensive plan is intended to serve as a guide for decisions by county planning staff, the Planning and Zoning Commission and the Board of Supervisors. It is a document that is intended to provide guidance for all citizens in the county and other interested parties. The plan identifies generalized land uses, development densities and intensities based on the desired vision of the future expressed by the citizens of Gila County. In addition to the goals, objectives and policies in the plan, there are **Land Use** and **Circulation** maps and descriptive text that further identify and define the intended application of the ideas and concepts in the plan. The comprehensive plan is not, however, intended to take the place of zoning nor is it intended to modify pre-existing land uses, entitlements or statutory rights.

The comprehensive plan is advisory in nature and is designed to be flexible and accommodating when a use is deemed to be appropriate by the Board of Supervisors. The plan should be utilized as a tool to assist decision makers through the identification of appropriate land use and land use relationships, and not be viewed as a tool by which to stop new development that is compatible with the goals, objectives and policies in the plan.

Due to the generalized nature and long-term vision of the comprehensive plan, the plan cannot cover all potential development-related circumstances. In these instances, the comprehensive plan should be viewed as providing guidance to assist in making decisions that are based on individual circumstances. As such, no one portion of the plan should be seen as the final answer when reviewing future development proposals.



## 1.H PHYSICAL SETTING – OVERVIEW

Gila County, named after the presence of the Gila River, consists of approximately 4,769 square miles of land located in east-central Arizona. The county contains varied topographic and geologic conditions that have influenced its development and economy from the time of its initial settlement. Mountainous terrain and the heavily timbered Mogollon Rim dominate the northern and eastern portions of the county while the upper Sonoran Desert dominates the southern and western reaches of the county. The Gila, Salt and East Verde Rivers, all of which are considered major surface water tributaries, help to define the county into various physical, political and resource management areas. Figure 1, *Regional Location*, highlights the major cities, towns, transportation corridors and physical features of the county.

Gila County contains the incorporated cities and towns of Miami, Globe, Hayden, Winkelman, and Payson, as well as a number of other unincorporated rural communities including Young, Tonto Basin, Gisela, Christopher Creek, Pine and Strawberry. Globe is the county seat and the second largest urban population center (7,486 persons<sup>1</sup>) after Payson (13,620 persons<sup>1</sup>) in Gila County.

Due to its varied physiographic features and the existing development pattern, Gila County can be divided into geographic regions, each having a unique identity and history based upon its regional characteristics. The southern Gila County region, which roughly extends south from Globe and Miami to the Hayden/Winkelman area, has an economy and culture rooted in the copper mining industry. The eastern region, which comprises portions of the San Carlos and Fort Apache Indian Reservations, falls outside of the land use and regulatory jurisdiction of Gila County, and contains the San Carlos Apache Gold Casino and Globe-San Carlos Airport. The central Gila County region, which includes Tonto Basin, has seen solid growth anchored by its easy access and proximity to the Phoenix metropolitan area, the availability of private land and proximity to Lake Roosevelt. The northeastern portion of Gila County, which contains the community of Young, is surrounded by public lands and has no improved access or public infrastructure in place.

The northern Gila County region, which includes the communities of Payson, Pine and Strawberry, has witnessed a recent surge in population as local economies have shifted from the mining and timber industries to service and recreation-oriented industries in response to growing populations both within the county and the Phoenix area. Proximity to the Phoenix area (population 3.5 million), improvements to major highway corridors, multiple recreational opportunities afforded by the Tonto National Forest and a temperate climate have promoted accessibility and the overall attractiveness of the northern region for residents as well as a destination for both seasonal and weekend visitors.

---

<sup>1</sup> Profile of General Demographic Characteristics, US Census, 2000.



**FIGURE 1 REGIONAL LOCATION**



## 2. LAND USE ELEMENT

### 2.A INTRODUCTION

The existing land use pattern of Gila County can be traced to its historical settlement by early miners, ranchers and loggers. Communities in the southern portions of the county such as Hayden, Winkelman, Miami and Globe have their roots and their patterns of development linked to early mining and mineral exploration activities. The communities of Hayden, Winkelman, Miami and Globe generally have a compact development style organized around linear streets with a traditional downtown commercial core. Communities in the northern portion of the county including Young, Pine and Strawberry have ranching and timbering roots and have generally developed in a more rural fashion.

Today, while mining and ranching are still significant components of the economy in certain areas of the county, other developing industries such as recreation and tourism are increasingly influencing the county's development pattern. The continued growth of recreation and leisure-oriented land uses and proximity to the Phoenix and Tucson metropolitan areas put the county in a strategic location to capitalize on these opportunities. The Land Use Element of the Gila County Comprehensive Plan is a valuable tool that will assist the county in the achievement of its desired pattern of development and the attainment of the ideas expressed in the comprehensive plan vision statement.

The Land Use Element is the principal element of the Gila County Comprehensive Plan. The preparation of the Land Use Element has shaped the preparation of the Transportation and Public Facilities Elements and provides the basis for and explanation of the Land Use Plan. Utilized in combination, the Land Use Plan, policies and other text in the Land Use Element serve as the county's primary tools to direct how, where and at what use and intensity development in Gila County is desired to occur.

The Land Use Element provides information related to the establishment of desired land use, density, development scale and intensity as outlined in the community narratives, and establishes an Implementation Program designed to implement the vision, goals and objectives of the Comprehensive Plan.



## 2.B PURPOSE AND INTENT

The purpose of the Land Use Element is to articulate the county’s desired land use Vision. The Land Use Element seeks to establish, strengthen and protect the form and character of the various unincorporated communities and areas in Gila County through the application of a range of land use categories distributed over the unincorporated area land base. The Land Use Element strives to establish and maintain a balance of land uses that are distributed and located in a manner to provide sufficient employment, service, housing and recreational opportunities for county residents and guests, while ensuring adequate opportunities for the use of undeveloped private land and encouraging the development of adequate support infrastructure and necessary services.

The Land Use Element includes a summary of the various land use related issues and opportunities in Gila County, describes the desired land use goals, objectives and policies and establishes the use categories for the Land Use Plan. The Land Use Element also identifies more detailed plans for the various developed communities in the unincorporated areas of the county. The community plans are customized to address specific issues and opportunities that are unique to each community. The community plans include an overview of each community’s characteristics, a summary outlining the basis of each community’s land use plan and a series of development guidelines that are unique to each community.

### Applicability To Incorporated Areas

The Gila County Comprehensive Plan shall be applied only to areas that are located outside of the boundary of an incorporated city or town. Areas within the jurisdictional boundaries of an incorporated city or town are subject to the planning regulations of the local jurisdiction. Where the general plan of an incorporated municipality extends beyond its official jurisdictional boundary, as permitted by law, the county shall consider the recommendations of the local community plan when such plan meets the following criteria:

1. The municipal plan has been updated following the passage of the 1998 “Growing Smarter” legislation and is not more than ten years old; and
2. The recommendations contained within the municipal plan are not detrimental to the surrounding unincorporated county areas.

### Specific and Rural Planning Areas

Specific area plans and rural planning areas are tools that may be utilized by the county in the future to provide an enhanced level of planning detail for specific areas. Specific area plans that have been prepared by the county and adopted by the Board of Supervisors shall serve as the primary land use planning tools for the subject area. The county shall formally amend the comprehensive plan as part of the adoption process of a specific area plan to minimize the inconsistencies between the two plans. In those areas where a specific area plan has not been adopted or where a specific area plan does not provide policy guidelines, the comprehensive plan for the county shall serve as the primary land use document.



## 2.C PLANNING CONTEXT: HISTORY AND TRENDS

### Planning History:

Land use and development regulations in Gila County are governed by various codes, regulations, policies, ordinances and resolutions. The county utilizes an array of planning and development tools adopted during the past fifty years to ensure the public health, safety and welfare related to the use of property, structural integrity of buildings, and the adequacy of roadway and other infrastructure. The following are the major planning and land development documents used by the county and their respective dates of initial adoption:

- Gila County Zoning Ordinance  
The Board of Supervisors adopted the first Zoning Ordinance in 1959. The Zoning Ordinance set forth the initial Zoning Designations and site development standards for development and established basic development related processes and procedures. Since that time, the Zoning Ordinance has been updated periodically.
- Gila County Comprehensive Plan  
The Board of Supervisors adopted the first Gila County Comprehensive Plan in 1971. This document contained inventory and analysis information for the county and set forth a series of basic planning goals and objectives. Due in part to increasing age and the growth and development changes that have occurred in the county following its adoption, the plan is out of date and in need of an update.
- Gila County Subdivision Regulations  
The Board of Supervisors first adopted the Subdivision Regulations for Gila County in December 1971. The Subdivision Regulations establish the legal requirements for the division of land and set forth development requirements when land is divided. The Subdivision Regulations have been updated periodically since 1971.
- Gila County Land Use and Resource Policy Plan for public lands (LURPP)  
The LURPP was adopted by the Board of Supervisors in February 1997 as a tool to assist county, state and federal decision makers in protecting, evaluating and enhancing Gila County's customs, culture, social stability, economy, tax base and overall public lands ecosystem health. The LURPP contains statements of policy expressing the preferences of the citizens' of Gila County in the management of public lands within the county. The plan is utilized in conjunction with other county regulations when making decisions that may impact public lands.
- Growing Smarter and Growing Smarter Plus  
The recent passage of the Growing Smarter and Growing Smarter Plus legislation by the Arizona Legislature in 1999 and 2001, respectively, require that all Arizona counties prepare and adopt a comprehensive plan, and that such plans be updated every ten years. In addition, the legislation requires that all rezoning of property be consistent and in conformance with the comprehensive plan. The Gila County



Comprehensive Plan has been prepared to satisfy the requirements of the Growing Smarter and Growing Smarter Plus legislation.

Existing Land Base:

Gila County covers an area of approximately 4,769 square miles, or generally 3,052,096 acres. Private lands account for 4.07% of this area, or about 124,000 acres. The growth of Gila County is directly related to the availability, location and developability of these private lands. Developability includes factors such as physical and environmental conditions, as well as utility and infrastructure serviceability.

Of the 124,000 acres of private lands in the county, roughly 18,500 acres are within incorporated cities and towns, such as Globe, Miami and Payson. The remaining 105,000 acres are scattered throughout the county as smaller parcels within United States Forest Service (USFS) and Bureau of Land Management (BLM) lands and are clustered in unincorporated communities such as Pine, Strawberry, Star Valley, Gisela, Young and Tonto Basin in the northern part of the county. In the unincorporated areas of southern Gila County, private lands are located primarily in the Claypool area in the vicinity of Globe-Miami, along State Route 77, or are under the ownership of large mining and ranching interests, including large parcels north and west of Miami.

Properties that potentially could become privately held include lands held in trust and administered by the Arizona State Land Department (ASLD). The mission of the ASLD is to maximize returns to various public institution benefactors, such as the public school system, through the disposition of land through sale or lease. Consequently, it is possible that the 30,000 acres of ASLD property in Gila County (approximately 1% of the county area) over time could become privately held. All of the ASLD holdings in Gila County are located in the south, in the Globe-Miami area and north of Hayden and Winkelman.

The remaining 94% of the county's land area is comprised of holdings by the Fort Apache and San Carlos Apache Indian Reservations (38%), U.S.F.S. Tonto National Forest (55%), BLM and National Park Service (1.7%) and other local and state government agencies. **Table 2.1, *Land Area By Ownership***, provides a breakdown of land ownership in Gila County.



**Table 2.1  
Land Area By Ownership**

<b>Ownership</b>	<b>Acreeage</b>	<b>Square Miles</b>	<b>Percent of Total County Land Area</b>
National Forest	1,683,603	2,631	55.16%
BLM / Other Fed. Govt. Agencies	54,208	85	1.77%
Arizona State Land Department	30,080	47	0.98%
Indian Reservation	1,160,128	1,812	38.01%
Private Land (See Below):	124,077	194	4.07%
Private In Incorporated Areas	18,560	29	15.0% (of total county private land)
Private In Unincorporated Areas	105,517	165	85.0% (of total county private land)
<b>Total:</b>	<b>3,052,096</b>	<b>4,769*</b>	<b>*100%</b>

\* Numbers shown are approximate

\* Numbers may not add to 100% due to rounding

Source: Arizona State Land Department; CAAG; LVA; Gila County: 2001

Population:

Unlike the more urbanized areas in Arizona, most of Gila County has not been subject to the extreme growth pressures occurring in other portions of the state from 1990-2000. Growth has occurred in Gila County but at a moderate rate. According to Year 2000 U.S. Census Bureau estimates, Gila County had approximately 51,335 residents. This is an increase of approximately 11,119 persons between the years 1990-2000, for an average annual growth rate approaching 3.0 percent. When the population of the incorporated cities and towns is excluded from the total county population, the estimated population in the unincorporated areas is approximately 26,958 persons. This is an increase of approximately 4,784 persons between the years 1990-2000 for an average yearly growth rate of slightly less than 2.0 percent in the unincorporated areas. Population projections based upon year 2000 census data, utilizing a constant ten-year growth rate of 2.95% for the incorporated county areas and a constant rate of 1.94% for the unincorporated county areas, are presented in five-year increments to the year 2020 in the **Table 2.2**.

**Table 2.2  
Population Projections – Linear Analysis**

<b>Projection Year</b>	<b>Total County Area</b>	<b>Unincorporated County Area</b>
2005	59,367	29,676
2010	68,656	32,669
2015	79,398	35,963
2020	91,821	39,590

U.S. Bureau of the Census, 2000: LVA, 2001



The result of the limited amounts of private land and the moderate population growth rates has been a continuation of the historical pattern of development in the unincorporated areas of the county. New development activities have consisted primarily of lot splitting and the limited subdividing of land among scattered private properties for residential uses, and the limited development of non-residential uses along the major transportation corridors.

New development has largely occurred in the incorporated communities of Payson and Globe and the unincorporated areas of Pine, Strawberry, Tonto Basin and Star Valley. In the northern section of the county, where the majority of the overall county population growth has occurred, the development of “pockets” of residential uses on the remaining vacant parcels of private property has been steadily consuming the balance of the private property available in northern Gila County.



## 2.D LAND USE ISSUES AND VALUES

Through the process of preparing the comprehensive plan, numerous planning advisory committee and community meetings were held to receive comments and input from interested parties. During these meetings, attendees were asked to identify the values and issues that they believed were the most important to individual residents and to the county. Through this process, the following countywide land use values and issues were identified.

### Community Land Use Values: (Items Highly Valued by Residents)

- Abundance of, and proximity to, open spaces
- Rural charm
- Convenient access to the Tonto National Forest and other public lands
- Mining, ranching and forestry heritage
- Safety of communities and low crime rates
- Clean environment
- Friendly people
- Diversity of housing products and styles
- Diversity of the physical environment
- Diversity of residents
- Abundance of flora and fauna
- Abundant recreational opportunities

### Community Land Use Issues: (Items/Issues of Concern to Residents)

- Adequacy of existing and future water supplies
- Limited amount of privately owned property
- Lack of economic development opportunities
- Actual and potential impacts of septic tanks to the environment
- Lack of managed growth and development
- Maintenance and access of private roads
- Road maintenance
- Emergency response times and accessibility
- Wildfire danger

The community values and issues identified by residents at the community meetings serve an important purpose in the comprehensive planning process. In addition to providing valuable insight about the beliefs of the local property owners and residents, the values and issues assist in the process of preparing countywide goals, objectives and policies that are incorporated into the comprehensive plan. The goals, objectives and policies then become the foundation of the plan and are used to implement the plan by providing a basis for evaluating future growth and development proposals, county-initiated actions and



management activities of other governmental agencies. The values and issues listed above have been incorporated into the various goal, objective and policy statements in the plan.



## 2.E GOALS, OBJECTIVES AND POLICIES

The following statements define the functional relevancy of the various statements that will form the basis for the county’s review and evaluation of future development proposals.

**Goal:** A “Goal” is defined as the end that one strives to achieve. It is a purpose or aim that is sought to be accomplished. A Goal is the condition that represents the expression of the citizen’s Issues.

**Objective:** An “Objective” is a statement of short-term action. Objectives should be achievable and if pursued and accomplished in conjunction with other Objectives, will ultimately result in the attainment of the Goal to which it relates.

**Policy:** A “Policy” is a specific statement of action that can guide the decision-making process to achieve the realization of the Goal and Objective to which it relates. Policies assist elected and appointed officials to make informed decisions related to land use, circulation and public facilities.

The following land use goals, objectives and policies provide a basis for evaluating development proposals and other land use-related activities in Gila County.

**Goal 1:** A balanced residential, economic and natural resource land use program designed to promote the efficient and effective use of the County’s limited private land base.

*Objective 1.0: Manage County growth and development in a manner that provides for a high quality of life.*

Policy 1.0a: The County shall promote planned developments in which adequate utilities and support infrastructure, such as parks, emergency access and roadway facilities, are provided to serve the proposed development.

Policy 1.0b: The County shall encourage new development to occur in locations without potentially high hazards, such as significant slope, geologic/soil instability, floodplains and floodways.

Policy 1.0c: The County shall direct new growth to areas with developed or planned community services and adequate roadway infrastructure and emergency access.



- Policy 1.0d: The County shall work with local businesses, chambers of commerce and economic development agencies to actively promote Gila County as a good location to live, work and play.
- Policy 1.0e: The County shall protect existing residential developments from incompatible land uses by requiring enhanced setbacks and buffering between dissimilar uses.

*Objective 1.1: Provide opportunities for the development of a diverse residential land use base to facilitate a full range of housing types, styles and prices.*

- Policy 1.1a: The County shall encourage applications for residential development that diversify the County’s residential land use and housing inventory and that are compatible with adjacent land uses.
- Policy 1.1b: The County shall work to ensure that the development of new residential land uses does not negatively impact existing residents and non-residential land uses.
- Policy 1.1c: The County shall periodically evaluate the adopted Comprehensive Plan to ensure an appropriate balance of residential land uses identified on the Land Use Map.
- Policy 1.1d: The County shall explore and pursue potential grant funding and alternative revenue sources to construct, modernize and upgrade the existing housing inventory.
- Policy 1.1e: The County shall encourage the build-out and infill of existing platted and developed areas.
- Policy 1.1f: The County shall encourage the development of specialty housing opportunities to include retirement and vacation home development.

*Objective 1.2: Provide opportunities for the development of adequate commercial services for residents and visitors, and to capture as much non-resident and visitor commercial service and tax revenue as possible.*

- Policy 1.2a: The County shall encourage the development of new commercial land uses that are compatible with adjacent



existing development and do not negatively impact proximate residential land uses.

- Policy 1.2b: The County shall encourage the location of community and regional commercial developments adjacent to state highways, major arterial roadways and intersections and primary travel corridors, as designated on the Transportation Plan, and to maximize the exposure of high intensity commercial uses to residents, guests and visitors.
- Policy 1.2c: The County shall encourage the location of low intensity, local commercial development in locations within communities that will not negatively impact proximate residential development or the surrounding street system.
- Policy 1.2d: The County shall review and update existing codes and ordinances to assure that adequate protections are available where commercial uses will be located adjacent to residential land uses.
- Policy 1.2e: The County shall encourage the use of shared commercial access drives, as permitted within the subdivision ordinance, to minimize traffic conflicts.
- Policy 1.2f: The County shall encourage the revitalization of existing commercial developments.
- Policy 1.2g: The County shall encourage the development of additional lodging, retreat and resort developments, in appropriate locations, to enhance opportunities for tax revenue generation, employment and support service development.
- Policy 1.2h: The County should seek to maximize employment and tax generation opportunities resulting from the pursuit of environmental enhancement, restoration and protection activities on public and private lands, such as thinning of overgrown forests, revegetation of riparian areas and reclamation of disturbed areas.

*Objective 1.3: Diversify and strengthen the existing industrial and employment base and actively seek clean, safe, high-quality employment opportunities.*

- Policy 1.3a: The County shall encourage the establishment and expansion of compatible employment opportunities in locations that are



easily accessible by the existing and future labor force and proximate to existing population centers.

- Policy 1.3b: The County shall actively promote itself as business friendly and shall work with existing economic development corporations and local, state and federal agencies to encourage new and expanded economic development opportunities.
- Policy 1.3c: The County shall encourage the installation of high quality, environmentally appropriate telecommunications and business related infrastructure, to include fiber-optic and wireless communications equipment.
- Policy 1.3d: The County shall identify new and mutually supportive employment generators to stabilize fluctuations in the existing economic base.
- Policy 1.3e: The County shall encourage employment and commerce-related land uses with desirable aesthetic qualities that do not diminish the air, water or land quality of the County below adopted standards.
- Policy 1.3f: The County shall encourage the preparation of an economic development plan that is based on a thorough and comprehensive assessment of its strengths, opportunities and constraints.

*Objective 1.4: Provide opportunities for the diversification and expansion of the County's industrial and manufacturing base.*

- Policy 1.4a: The County shall encourage the establishment of industrial and manufacturing land uses that do not negatively impact existing residential land uses and that have, or will cause to have, adequate infrastructure to support the desired land use.
- Policy 1.4b: The County shall encourage the diversification of the County's industrial base to promote economic stability and the expansion of employment opportunities.
- Policy 1.4c: The County shall encourage the establishment of high quality, low impact industrial land uses in locations that are accessible by the local labor force.



Policy 1.4d: The County shall direct new heavy industrial land uses that are land intensive or that may have operational characteristics that are not desirable in a developed area to areas that are adequately screened from public view and that will not impact existing development.

*Objective 1.5: Encourage new development that minimizes publicly supported capital and long-term maintenance costs.*

Policy 1.5a: The County shall direct new growth to areas where adequate infrastructure and services exist or will be provided at the time of development.

Policy 1.5b: The County shall encourage residential development which exceeds a density of one (1) dwelling unit per acre, or which includes any lots which are less than one acre in size, to provide project-wide water and sanitary sewer systems or to connect to existing utility systems.

Policy 1.5c: New subdivisions with a density which exceeds one (1) dwelling unit per acre or which includes any lots which are less than one acre in size shall be allowed only where adequate levels of service and infrastructure are, or will be available when needed.

Policy 1.5d: The County shall encourage the “clustering” technique of development at all densities to promote the preservation of open space and scenic qualities, and to minimize the costs associated with the installation and maintenance of public facilities and infrastructure.

Policy 1.5e: The County shall actively work with local and state legislators and other interest groups to modify the existing state statutes to enable more effective regulation of lot splitting and minor land subdivision.

Policy 1.5f: The County shall explore alternative methods of financing public infrastructure and facilities, including development impact fees, improvement districts and other methods allowed under existing statutes.



**Goal 2: A high level of community quality with a clean, safe and healthy natural environment that provides multiple-use opportunities for both residents and non-residents.**

*Objective 2.0: Pursue the achievement of a high standard of air quality within the County.*

- Policy 2.0a: The County shall work with State and Federal agencies to eliminate air quality non-compliance designations.
- Policy 2.0b: The County shall evaluate the options available for the formation of road improvement districts to reduce dust generated by existing dirt roads.
- Policy 2.0c: The County shall review all residential and non-residential development proposals that are expected to generate in excess of 150 vehicle trips per day to determine the need to provide paved roadways or to implement dust mitigation techniques where paved roads are not provided.
- Policy 2.0d: The County shall endeavor to cause the paving of unpaved collector roads, roads with high traffic volumes and roads which are primary sources of fugitive dust.
- Policy 2.0e: The County shall support efforts to strengthen alternative and non-motorized transportation modes, to include regional public transit, pedestrian movement and bicycles.
- Policy 2.0f: The County shall establish a dialogue with the Tonto National Forest, Indian Nations, Arizona Department of Environmental Quality and other appropriate agencies to coordinate the timing of prescribed forest burning activities to minimize air quality impacts.
- Policy 2.0g: The County shall encourage the establishment and use of projects utilizing solar energy and similar alternative energy sources to promote a clean, safe and healthy environment.

*Objective 2.1: Pursue the achievement of a high standard of water quality within the County.*

- Policy 2.1a: The County shall strongly encourage all new residential and non-residential development to utilize community



wastewater treatment systems to prevent the pollution of water resources.

- Policy 2.1b: The County shall require all development within one-half mile of an incorporated community that provides wastewater treatment service to explore all options to connect to the municipal system.
- Policy 2.1c: The County shall discourage the use of individual septic systems and encourage the formation of districts to provide regional and community-wide wastewater treatment facilities.
- Policy 2.1d: The County shall work closely with State and Federal regulatory agencies to mitigate existing water quality problems to ensure the highest standards of water quality.
- Policy 2.1e: The County shall promote water conservation by encouraging the use of low-flow plumbing fixtures, efficient outdoor irrigation systems, and the use of recognized water management techniques that provide for the efficient use of water.

*Objective 2.2: Encourage the preservation of significant natural, cultural and historical features.*

- Policy 2.2a: The County encourages the preservation and avoidance of significant cultural, historical and natural (riparian areas, vegetation and rock outcrops) features in development proposals. Where preservation and avoidance of such features is not possible, the County encourages the integration of such features into the design of projects to the extent practical.
- Policy 2.2b: The County encourages compliance with applicable federal, state and local environmental, cultural resource and historical preservation laws and ordinances.
- Policy 2.2c: The County encourages applicants who must obtain permits pursuant to federal, state and local environmental, cultural resource and historical preservation laws and ordinances to share with the County such permits and related background information at the time of application submittal.



*Objective 2.3: Utilize the adopted Land Use Resource and Policy Plan (LURPP) for public lands as a vehicle to encourage the consideration of County issues in the management of public land.*

- Policy 2.3a: The County shall establish an active and positive dialogue with state and federal land management agencies, such as the United States Forest Service (USFS), the Bureau of Land Management (BLM) and the Arizona State Land Department (ASLD), to provide local input into the management of public lands and to receive input on local decisions from outside land management agencies.
- Policy 2.3b: The County shall work with state and federal land management agencies to effectuate mutually beneficial land trades that increase the private land area within the County and that result in consolidation of property to facilitate effective land use and land management activities.
- Policy 2.3c: The County shall aggressively seek all available state and federal funding to offset lost revenue from non-taxable public lands.
- Policy 2.3d: The County shall endeavor to capture all available revenue to recover expenses related to its provision of services on public lands.
- Policy 2.3e: The County shall work with the USFS to explore available options for the capture of revenue from the use of its recreational facilities (e.g. Roosevelt Lake, Salt River, etc.).

*Objective 2.4: Protect and improve the scenic resources and qualities of the County.*

- Policy 2.4a: The County may require revegetation or mitigation of areas disturbed by development activities to minimize impacts to scenic resources.
- Policy 2.4b: The County shall regulate the height of structures and signage to preserve the visual integrity of the County.
- Policy 2.4c: The County shall regulate the construction of new billboards.
- Policy 2.4d: The County shall establish regulations to minimize glare from outdoor lights and to preserve a dark nighttime sky within the rural and remote areas of the County.



Policy 2.4e: The County shall establish regulations that require outdoor storage areas within residential and commercial zoning districts and industrial zoning districts that are adjacent to existing residential zoning districts, to be adequately screened or concealed from public view with landscaping or other appropriate screening materials.

Policy 2.4f: The County strongly encourages the use of non-reflective building materials and colors to minimize glare and visual impacts of development.

*Objective 2.5: Ensure safe and adequate access for emergency services.*

Policy 2.5a: The County shall endeavor to complete a countywide street addressing system to assist emergency service providers.

Policy 2.5b: The County shall require the provision of fire protection and other emergency services concurrent with the development of all projects with an overall gross density of one dwelling unit per five acres or greater or having six (6) or more lots.

Policy 2.5c: The County shall encourage minor lands development in remote and inaccessible areas, and shall require all subdivisions, to provide adequate all-weather access for emergency purposes or to provide alternative fire suppression equipment such as fire sprinklers or on-site fire equipment.

Policy 2.5d: The County shall actively work with state and federal wild land fire agencies and fire prevention agencies to reduce the potential for large-scale fire events.

Policy 2.5e: The County shall work with existing fire protection agencies to establish regulations to protect life and property from structural fires, forest fires and other wild land fires.

Policy 2.5f: The County shall explore all funding sources and system efficiency options, including development fees, grants, shared-use facilities and user fees, to increase the resources of County law enforcement services.

Policy 2.5g: The County shall require new development to pay its proportionate share of the cost of public safety services.



Policy 2.5h: The County shall require all development to meet Uniform Fire Code standards, as applicable, for minimum road surface improvements.

**Goal 3: A rural County that actively seeks to strengthen its strong cultural and social history and identity.**

*Objective 3.0: Retain, enhance and promote the friendly, relaxed atmosphere of the County.*

Policy 3.0a: The County shall encourage the development of unique community themes and identification insignia.

Policy 3.0b: The County shall encourage social activities and gatherings, such as the Boomtown celebration and local rodeo events and fairs that strengthen local traditions and communities.

Policy 3.0c: The County shall use the Comprehensive Plan, Zoning Ordinance and Subdivision Ordinance as tools to encourage locally appropriate development and to maintain the integrity of undeveloped and remote areas.

Policy 3.0d: The County shall encourage the preservation of established rural residential areas where possible.

Policy 3.0e: The County shall encourage the preparation and adoption of more detailed Area Plans for the existing unincorporated communities and developed areas of the County.

*Objective 3.1: Maintain the strong cultural, social and historical values of the County and its residents.*

Policy 3.1a: The County shall encourage the incorporation of community theme elements in new development proposals.

Policy 3.1b: The County shall require the preservation or mitigation of impacts to significant cultural and historical features.

Policy 3.1c: The County shall review the impacts of discretionary decision making processes on the Native American communities, public lands and on the County's natural, historical and cultural resources.



Policy 3.1d: The County shall discourage new development requests that are out of scale or are incompatible with the established community character.

Policy 3.1e: The County acknowledges the significance of the historical industries such as mining, ranching, logging and outdoor recreation and their importance in the historical development of the County.

**Goal 4: An active, knowledgeable and involved citizenry that respects the diversity of the County, its citizens and their opinions and an active citizen and agency participation program.**

*Objective 4.0: Encourage active citizen involvement in County decision-making processes.*

Policy 4.0a: The County shall encourage public participation in all County processes.

Policy 4.0b: The County shall encourage applicants of new development proposals to work with surrounding property owners prior to submitting a formal application.

Policy 4.0c: The County shall encourage and promote coordination and cooperation between federal, state and local agencies and local public/private utility service providers in Gila County.



## 2.F LAND USE DESIGNATIONS

The comprehensive plan establishes land use classifications that are generally divided into residential, commercial, industrial and special application designations. The land use classifications described below are presented graphically on Figures 2.A-E, the Gila County Land Use Plan, and 2.F-M, Community Land Use Plans. The following information describes the land use characteristics associated with each classification and provides the basis for the application of each category to specific parcels of land.

### Residential Uses:

**Residential 0-0.1** du/ac. (dwelling unit per acre) (1 du per 10+ acres): The Residential 0-0.1 category denotes the areas of the county where very low-density rural detached residential development is preferred, primarily because of remote parcel location, limited access and minimal, if any, utility infrastructure. The Residential 0-0.1 land use designation includes private lands that are located more than five-miles from the nearest significant publicly maintained roadway and/or lands without utility infrastructure or emergency response services. Additional uses permitted within the Residential 0-0.1 category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than two acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.

**Residential -0.1-0.4** du/ac. (1 du per 2.5 to 10 acres): The Residential 0.1-0.4 category denotes the areas of the county where very low-density rural detached residential development is preferred. The Residential 0.1-0.4 land use designation includes private lands in rural areas that may have limited access and emergency response services and are not served with developed community infrastructure. Additional uses permitted within the Residential 0.1-0.4 category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than two acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.

**Residential 0.4- 1.0** du/ac. (1 du per 1.0 to 2.5 acres): The Residential 0.4-1.0 category denotes the areas of the county where low-density rural detached residential development is preferred. The Residential 0.4-1.0 land use designation includes private lands in rural areas and rural communities that may have access and mobility limitations, emergency response service limitations, are not served with developed community infrastructure or that are situated in locations that are best designated as Residential 0.4-1.0 based upon current site or surrounding development conditions.



Lands held by the Arizona State Land Department are designated with the Residential 0.4-1.0 category unless otherwise noted. Additional uses permitted within the Residential 0.4-1.0 category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than two acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.

**Residential 1.0-2.0 du/acre:** The Residential 1.0-2.0 category denotes the areas of the county where low-density detached residential development is preferred. The Residential 1.0-2.0 land use designation includes private lands in rural areas where it is desirable to allow a slightly higher density while maintaining the rural character of the area. Additional uses permitted within the Residential 1.0-2.0 category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than two acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.

**Residential 2.0-3.5 du/acre:** The Residential 2.0-3.5 category denotes the areas of the county where low-density detached residential suburban development is preferred. The Residential 2.0-3.5 land use designation includes private lands where adequate community facilities, access and emergency response services are available to allow the division of land into smaller individual lots or parcels. Additional uses permitted within the Residential 2.0-3.5 category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than two acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.

**Residential 3.5-5.0 du/acre:** The Residential 3.5-5.0 category denotes the areas of the county where medium density suburban detached residential development is preferred. The Residential 3.5-5.0 land use designation includes private lands where adequate community facilities, access and emergency response services are available to allow the division of land into smaller individual lots or parcels. Additional uses permitted within the Residential 3.5-5.0 category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than two acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.



**Residential 5.0-10.0 du/acre:** The Residential 5.0-10.0 category denotes the areas of the county where medium-high density suburban residential detached or attached development is preferred. The Residential 5.0-10.0 land use designation includes private lands where adequate community facilities, access and emergency response services are available to allow the division of land into smaller individual lots or parcels. Additional uses permitted within the Residential 5.0-10.0 category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than five acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.

**Residential 10.0+ du/acre:** The Residential 10.0+ category denotes the areas of the county where high-density suburban residential detached or attached development is preferred. The Residential 10.0+ land use designation includes private lands which are located in areas with adequate community facilities, are located within close proximity to significant transportation corridors, and that do not degrade proximate residential land uses. Additional uses permitted within the Residential 10+ category shall include farming, ranching and those uses otherwise permitted by state statute. Other non-residential land uses may be permitted if allowed in the zoning district designated for the parcel, if located on a cumulative total of less than ten acres and if separated and buffered from adjacent existing residential uses and adjacent residentially-designated (on the Land Use Plan) uses.

### **Commercial Uses:**

**Neighborhood Commercial:** The Neighborhood Commercial category denotes the areas of the county where limited shopping and basic commercial services for the immediate area are preferred. Neighborhood Commercial areas shall not be greater than five (5) acres in size and shall be designed to be compatible with the character of the surrounding community. Neighborhood Commercial facilities are typically, but not always, located at intersections of streets that include traffic which is primarily generated from the immediate area.

**Community Commercial:** The Community Commercial category denotes the areas of the county where facilities that provide community and regional scale commercial services are preferred. Community Commercial development typically includes a grocery store and may contain numerous other support commercial services. Community Commercial facilities are typically located at the intersections of major roadways that carry regional and community-wide traffic. Community Commercial facilities shall be designed to be compatible with adjacent residential and non-residential development and shall provide a common architectural theme for the center.



**Industrial Uses:**

**Light Industrial:** The Light Industrial category denotes the areas of the county where low-intensity employment, manufacturing and fabrication activities are preferred. Light Industrial facilities are generally enclosed and all outdoor storage or operations are fully screened and buffered from existing and proposed adjacent residential land uses. Light Industrial land uses are generally not served with heavy truck or delivery traffic and do not generate excessive noise, light, dust or odor emissions.

**Heavy Industrial:** The Heavy Industrial category denotes the areas of the county where high-intensity land uses such as heavy manufacturing, smelting, mining, uses with heavy truck traffic and uses that may discharge noise, light, dust or odor emission are preferred. Heavy Industrial facilities shall be located away and buffered from commercial and residential land uses and shall have dedicated ingress and egress points to separate traffic operations of the use from the surrounding community. Certain uses are subject to the exceptions in Section 1.D of Chapter 1.

**Other Uses:**

**Resource Conservation:** The Resource Conservation category denotes lands that exhibit unique or extraordinary natural, historical or cultural features that warrant preservation in their existing and/or natural condition.

**Public Facilities:** The Public Facilities category denotes lands that are owned and operated by a governmental, non-profit, religious or other similar institution and provides public or quasi-public services.

**Mixed Use:** The Mixed Use category denotes the areas of the county where a mixture of land uses, including residential, commercial, public facilities, recreation and employment, may be within a single development or in an area with an existing mix of land uses and/or zoning classifications. The Mixed Use category includes lands that may have development and/or redevelopment opportunities that would result in a mixture of uses that are compatible as a result of site planning, design and other considerations. The Mixed Use category may be located in any area that would benefit from the combination of a mixture of land uses. The uses, densities and intensities in the Mixed Use category may be customized throughout the county to accommodate a range of mixed-use opportunities that are compatible with local community character, scale and function. Additional uses permitted in this category shall include farming, ranching and those uses otherwise permitted by state statute.

**Multi-Functional Corridor:** The Multi-Functional Corridor category denotes areas of the county that are located adjacent to a primary transportation route and where a mixture of land uses are desirable based upon the specific locational characteristics of



the land. The Multi-Functional Corridor category is designed to capitalize on the land use opportunities resulting from proximity to and visibility of a primary vehicular transportation corridor. The uses permitted in the Multi-Functional Corridor category are intended to respond to the unique opportunities, scale and functions that exist in the different areas of the county. Development in this category typically occurs on lots that are wide and shallow due to the linear nature of the adjacent transportation facilities. The potential negative impacts of a linear development pattern, if any, should be addressed through site planning, buffering and after design considerations. Additional uses permitted within the category shall include farming, ranching and those uses otherwise permitted by state statute.

**Table 2.3**, *Residential Land Use Categories Summary Table*, provides a summary of the various residential land use categories in the Land Use Plan and the associated density range of each category.

**Table 2.3  
Residential Land Use Categories Summary Table**

Land Use Category	Permitted Density Range
Residential 0 - 0.1	1 dwelling unit per 10+ acres
Residential 0.1 - 0.4	1 dwelling unit per 2.5 to 10 acres
Residential 0.4 - 1.0	1 dwelling unit per 1.0 to 2.5 acres
Residential 1 - 2.0	1 – 2.0 dwelling units per acre
Residential 2.0 – 3.5	2 - 3.5 dwelling units per acre
Residential 3.5 – 5.0	3.5 - 5.0 dwelling units per acre
Residential 5.0 – 10.0	5 - 10.0 dwelling units per acre
Residential 10.0+	More than 10 dwelling units per acre

In addition to the land use classifications described above, the Gila County Land Use Plan contains a designation that indicates that certain areas in the county that might be suitable for the location of a resort or lodging/retreat land use. An asterisk on the Land Use Plan identifies these areas. Proposed resort or lodging/retreat projects in these locations will be reviewed by the county for consistency with the goals, objectives and policies of the comprehensive plan.

The Land Use Plan graphically depicts the general location of various washes, creeks, rivers and other watercourses. The Land Use Plan is not precise or exact, nor does it include all existing watercourses. The intent of the Land Use Plan in showing such features, however, is to identify where such watercourses may impact private property in the county. It is the intent of the Gila County Comprehensive Plan to encourage the development of private property in areas outside of floodplains and flood hazard areas through the transfer of development density.



Residential Density Calculation

For the purposes of this comprehensive plan, gross residential dwelling unit density shall be calculated based upon the following formula:

$$D = du / A - (c+i)$$

- D** = Residential Density
- du** = Total Number of Dwelling Units (total project)
- A** = Total Site Area (gross acres)
- c** = Total commercial land area (in acres)
- i** = Total industrial land area (in acres)



## 2.G Area and Community Land Use Plans

The Land Use Plan for Gila County shall apply to all unincorporated private properties in the county, including all property that is transferred to private ownership through land trades, transfers or other disposition activities. It is the intent of the plan to recognize and promote the positive attributes of the existing development pattern while establishing general guidelines and policies for the future development of the undeveloped areas. This section of the comprehensive plan provides general guidelines for the use and development of land in the county.

The Land Use Plan is presented graphically and described in text on the following pages. Because of the size and diversity of Gila County, the Land Use Plan is more general for the remote and less inhabited areas of the county. The Land Use Plans for these areas are described in Section 2.H and are called “Area Land Use Plans”. The Land Use Plans for areas that are relatively more inhabited (such as Pine, Strawberry and Young) are more detailed and are described in Section 2.I. These plans are called “Community Land Use Plans”.

Listed below is a summary of the Area Land Use Plans and the Community Land Use Plans. These land use plan areas are graphically depicted on Figures 2.A through 2.N. Figure 2, Land Use Plan Key Map, illustrates the general locations of these land use plan areas.

Figure 2	Land Use Plan Key Map
Figure 2.A	Area Land Use Plan – Northwest County
Figure 2.B	Area Land Use Plan – Northeast County
Figure 2.C	Area Land Use Plan – West Central County
Figure 2.D	Area Land Use Plan – East Central County
Figure 2.E	Area Land Use Plan – South County
Figure 2.F	Area Land Use Plan – Detailed Views
Figure 2.G	Community Land Use Plan – Strawberry
Figure 2.H	Community Land Use Plan – Pine
Figure 2.I	Community Land Use Plan – Star Valley
Figure 2.J	Community Land Use Plan – Young
Figure 2.K	Community Land Use Plan – Gisela
Figure 2.L	Community Land Use Plan – Claypool/ Copper Hills (North)
Figure 2.M	Community Land Use Plan – Claypool / Copper Hills (South)
Figure 2.N	Community Land Use Plan – Tonto Basin



**Figure 2**

**Land Use Plan Areas Key Map**



## 2.H Area Land Use Plans - Application Summary

This section of the Land Use Element provides general guidelines for the use and development of land in areas not covered by the Community Land Use Plans that are presented in Section 2.I.

### Existing County Development and Zoning Conditions:

The dominant development pattern in Gila County is rural residential based on the ownership and availability of private land. The developed parcels of private land located outside of an unincorporated community area (e.g. Pine, Strawberry, Young, Tonto Basin, Claypool, etc.) are generally rural residential or ranch uses that are on large parcels resulting from lot split activities or historical land grants and purchases. Unimproved forest roads provide access to these parcels and developed infrastructure is generally non-existent. Potable water is typically provided by private wells and wastewater is disposed through individual septic tanks. These parcels are generally remote and isolated; many are located within the Tonto National Forest. Non-residential land uses are located along primary transportation corridors such as SR 188, SR 260 and FR 64.

The developed rural areas in northern and eastern Gila County are a mixture of seasonal, secondary and full-time site-built and manufactured residential units. The northern and eastern sections of the county are generally located at higher elevations than the central and southern sections and have moderate seasonal climates that result in increased demands for vacation and seasonal homes. Numerous large undeveloped properties and ranches exist in the eastern section of the county near Young. Many of the private parcels are in remote locations and are located more than twenty miles from a paved public roadway. Primary access is generally provided from unimproved forest service roads and private roads. Non-residential uses are generally located at primary roadway intersections and along regional highways.

The developed rural areas of southern Gila County are generally located within the greater Tonto Basin and Lake Roosevelt areas or in the extreme southern portion of the county in the Dripping Springs area. These areas of the county are generally characterized by lower elevation, an upper sonoran desert climate with warmer temperatures, less seasonal temperature variation and lower rainfall amounts. As a result, the central and southern areas of the county have a substantially lower number of seasonal and part-time residences. The predominant development pattern is rural residential with a mixture of site-built, mobile and manufactured units. Vehicular access is provided primarily by state highways and unimproved private drives. Due to the extremely low densities in these areas, non-residential uses are typically located only in the developed communities or directly adjacent to a primary highway corridor.

The existing zoning pattern for the general county area is remote or very-low density zoning accommodating a mixture of land use types. The dominant zoning districts are Rural Residential (RR), General Rural (GR) and General Unclassified (GU).



Description of the Area Land Use Plans:

The Area Land Use Plans are presented on Figures 2.A-F. The Land Use Plan seeks to maintain existing development patterns and densities of properties that are zoned, platted or developed. The plan does not propose to modify the existing density levels for these areas (i.e. the Land Use Plan is intended to match existing development conditions). Projects in these areas that demonstrate an adequacy of infrastructure and show how the surrounding area will benefit may be considered for additional project density by the Board of Supervisors.

The Land Use Plan seeks to maintain a rural, very low-density, large-lot residential development pattern in areas that are not zoned, platted, developed or are in extremely remote and difficult-to-access locations. This includes areas that are remote, without approved zoning and/or an approved subdivision plat or lot split map. These areas have typically been designated with the Residential 0-0.1 (one dwelling unit per 10 acres) or Residential 0.1-0.4 (one dwelling unit per 2.5 to 10 acres) categories because of limited access, a lack of developed infrastructure and emergency access constraints. In areas where infrastructure will be constructed in conjunction with land development activities, an amendment to the Land Use Plan to accommodate an increase in density may be considered by the Board of Supervisors.

Non-residential uses have been planned in locations to provide commercial and employment opportunities and services for local residents and visitors. This includes locations where adequate transportation, water and wastewater infrastructure may be available or will be made available in conjunction with site development activities.

Significant portions of southern Gila County have been designated Heavy Industrial. This is intended to depict the location of existing or potential mining activities. Due to the substantial impact of the mining industry on the economy of Gila County, the Land Use Plan emphasizes the importance of protecting this industry and its requisite land requirements. Requests to re-designate or develop land in close proximity to an existing mine should be supported by detailed information regarding the adequacy of existing and proposed infrastructure and the potential impacts of the re-designation or development of the site to existing uses in the area.

Area Development Guidelines:

1. No development shall be permitted within a designated or delineated floodway;
2. Density within a floodplain should be transferred to areas outside of the floodplain to protect the public health and safety and to protect both public and private investment;
3. Development of land with slopes exceeding twenty percent (20%) is strongly discouraged. The transfer of density to areas with less slope is strongly encouraged.



4. New subdivisions and all new non-residential land uses shall provide information that adequate water and wastewater services are available, or will be available, to service the development prior to the issuance of any building or construction permits;
5. New subdivisions and all new non-residential land uses shall work with the local fire protection provider to address public fire safety requirements;
6. New subdivisions and all new non-residential land uses shall work with the Gila County Sheriff's Department regarding access and service level considerations;
7. New development in areas of historic mining activity shall provide sufficient information from a qualified professional documenting that no public health or safety issues exist due to soils, geologic or environmental hazards;
8. All undeveloped public land that is transferred to private ownership or that becomes available for development shall initially be designated with the Residential 0-0.1 DU/AC land use category;
9. All developed public land that is transferred to private ownership shall initially be designated with the land use designation that most closely matches the existing development on the site;
10. All lands under the jurisdiction of the Arizona State Land Department (ASLD) shall be deemed to be designated with the Residential 0.4-1.0 DU/AC land use category unless otherwise approved by the Board of Supervisors.



**Figure 2.A- Area Land Use Plan – Northwest County**



**Figure 2.B- Area Land Use Plan – Northeast County**



**Figure 2.C- Area Land Use Plan – West Central County**



**Figure 2.D- Area Land Use Plan – East Central County**



**Figure 2.E- Area Land Use Plan – South County**



**Figure 2.F- Area Land Use Plan – Detailed Views**



## 2.I Community Land Use Plans - Application Summary

In the unincorporated areas of Gila County are a number of existing communities with a development pattern, roadway network and character unique to each local area. The comprehensive plan seeks to promote the development of communities that maintain a unique local character, have a balance of land uses and provide for a safe and efficient transportation system. It is the intent of the plan to respect the factors that make each community unique. Each community has uniquely local opportunities and issues that may be different in other areas of the county. The comprehensive plan recognizes and acknowledges this and encourages the retention and enhancement of those features that make each of the communities unique. As such, the comprehensive plan contains an enhanced level of detail and planning for the following unincorporated communities:

- Strawberry
- Young
- Claypool / Copper Hills
- Pine
- Gisela
- Star Valley
- Tonto Basin

The following information provides an overview of each community and establishes guidelines for development based on localized values and issues identified during the process of preparing the comprehensive plan.

### 2.I.1 Strawberry Community Plan

#### General Community Overview:

Strawberry is located in northern Gila County at the base of the Mogollon Rim and adjacent to State Route (SR) 87. The community is located at an elevation of 6,047 feet within a significantly forested region. The community enjoys a four-season climate and is a popular destination for seasonal residents and retirees. According to Year 2000 census data, the median resident age is 53.9 years old. This is the highest median resident age among the unincorporated developed communities in the county. The estimated year 2000 population was 1,028 and approximately 1,165 total housing units are located in the Strawberry census area. Approximately 55% of the housing units in Strawberry are seasonal (occasional use) units. Among the unincorporated developed communities in the county, Strawberry has an overall average existing residential density of less than one dwelling unit per acre.

#### Existing Development and Zoning Conditions:

The development pattern is based on the existing roadway system. SR 87 and Fossil Creek Road/Forest Road 708 are the major transportation corridors in the community. SR 87 runs in a north-south direction through the eastern portion of the community and Fossil Creek Road runs through the center of the community in an east-west direction. The primary commercial and employment uses are located immediately adjacent to SR 87.

Non-residential uses in the community consist of a few churches, real estate offices, convenience stores, restaurants, bars, and local artisan and craft shops. Public services consist of a fire station and a small number of cultural and historical buildings. Residential



uses in the eastern portion of the community generally consist of single-family detached dwelling units on lots that are one- to two- acres or less in size. Numerous larger residential lots and vacant parcels exist in the western (Lufkin Meadows area) portion of the community with the primary areas of development located along the northern ridge and the eastern portion of Strawberry Valley. Past residential development activities in Strawberry have been a mixture of subdivisions and lot splits.

The existing zoning pattern in Strawberry is dominated by the R-1 residential zoning district with a mixture of density districts ranging from D-12 (the most prevalent density district) to D-40. The D-12, D-25 and D-40 density districts permit residential development at densities ranging from 1.0 to 3.0 dwelling units per acre. The properties located adjacent to SR 87 are zoned primarily commercial. Properties zoned Transitional Residential and Commercial are located adjacent to Fossil Creek Road / FR 708 throughout most of the community.

The Brooks Utility Company, Pine-Strawberry Water Improvement District and individual private and community wells provide for the potable water needs of the community. Wastewater disposal is handled through on-site individual septic and alternative disposal systems. Compared with the unincorporated communities in Gila County, Strawberry is a moderate density, developed rural community with a limited number of non-residential land uses that serve both permanent and seasonal residents and visitors.

#### Community Issues

- Water Supply, Storage and Delivery System
- Septic Tank Contamination Issues
- Adequacy of Roadways/Rights-of-Way
- Adequacy of Emergency Services
- Fire Danger
- Limited Private Land Base

#### Description of Community Land Use Plan:

The Gila County Comprehensive Plan seeks to retain the existing development pattern by focusing higher density residential and non-residential land uses in the eastern portion of the community adjacent to SR 87 and Fossil Creek Road. The placement of higher density residential and non-residential land uses in these locations will help mitigate the use of local residential streets by non-residential traffic, while providing opportunities for the establishment of a local community core. Based on the existing zoning pattern, the plan proposes the creation of limited opportunities for the development of mixed-use projects immediately adjacent to Fossil Creel Road to facilitate the establishment of local non-residential services. Land uses in the areas designated as Mixed Use may include low-intensity commercial and/or employment uses that are compatible with the surrounding residential uses and do not generate high-volumes of non-residential traffic.



The plan does not propose to modify the existing densities for areas with existing zoning and approved subdivision plats. For areas without approved subdivision plats, the plan proposes a gradual reduction of residential density in the western portion of the community due to a lack of supportive roadways and community-level water and wastewater infrastructure. Projects that demonstrate an adequacy of infrastructure and provide documentation proving the availability of an adequate water supply, storage and distribution system may be considered for additional project density.

Community Development Guidelines – Strawberry

The community of Strawberry seeks to maintain its existing rural community character through the application of the following development criteria:

1. High-density residential and commercial land uses are to be located only along primary roadways, including SR 87 and Fossil Creek Road;
2. Residential densities exceeding one-dwelling unit per acre, commercial and industrial land uses are strongly discouraged in areas of significant slope;
3. Development located in the western section of the community shall provide adequate roadway infrastructure to support proposed project densities;
4. Vehicular traffic from non-residential projects should be directed so as to avoid the use of residential streets;
5. New development shall provide adequate improved roadway access for emergency vehicles;
6. New development shall dedicate and install adjacent street improvements to Gila County standards and shall provide adequate off-street parking to accommodate the proposed use. Properties along SR 87 are encouraged to share required off-street parking;
7. High-density residential and non-residential land uses should provide adequate buffering treatments when located adjacent to an existing single-family residential land use or vacant parcel that is designated or zoned residential;
8. Applicants seeking to amend the comprehensive plan and/or rezone property to a higher density residential designation or more intense non-residential use, or to develop previously entitled undeveloped land shall provide the county with adequate information regarding the availability of water for the project and projected water demand prior to the issuance of building or construction permits;
9. New development shall be encouraged to provide pedestrian and equestrian facilities to include paths and access locations;
10. Where appropriate and approved by the county, improvements such as stabilized natural surface multi-use trails may be constructed in-lieu of traditional subdivision pedestrian improvements such as sidewalks;
11. New development shall not restrict existing public access to national forest lands; New development is encouraged to provide new public access to adjacent public lands even if existing public access doesn't exist;
12. The use of individual septic systems on lots less than 2.0 acres in size is strongly discouraged due to the potential for the contamination of local ground water supplies;



13. Subdivisions with any lots less than 2.0 acres in size are strongly encouraged to provide community water and wastewater systems.
14. All new development should utilize building materials and colors that are consistent with the community character.
15. Unless addressed otherwise by any of the above Strawberry Community Development Guidelines, the General Area Development Guidelines in Section 2.H of this Chapter shall also apply.



**Figure 2.G**                      **Community Land Use Plan – Strawberry**



### 2.I.2 Pine Community Plan

#### General Community Overview:

Pine is located approximately 1.5 miles southeast of Strawberry along SR 87 in northern Gila County. Like Strawberry, Pine is located in a significantly forested area at the base of the Mogollon Rim and is at an elevation of 5,448 feet. The median resident age in Pine is 52.8. This is the second oldest median resident age in the county, after Strawberry. The estimated year 2000 population of Pine is 1,931 and there are approximately 2,242 total housing units. Approximately 55% of the housing units are classified as occasional use (seasonal) by the US Census Bureau. The overall existing residential density in Pine is slightly less than one dwelling unit per acre.

#### Existing Development and Zoning Conditions:

The development pattern in Pine is similar to Strawberry with the most intense land uses located adjacent to State SR 87. SR 87 runs through the center of the community generally in a north-south orientation. Numerous local streets often function as collector streets, such as Hardscrabble Mesa Road, Pine Creek Canyon Road and Whispering Pine Road. These streets provide access to the developed areas east and west of SR 87.

The primary non-residential land uses are located adjacent to or slightly removed from SR 87 and are grouped in the center of the community. Pine contains a number of local artisan shops, studios and craft stores adjacent to SR 87. Other non-residential land uses in Pine include convenience stores, restaurants, churches, vehicle repair facilities, a video rental store, gas station, medical clinic, county roadway maintenance facility, elementary school, fire and emergency response station, community center, a county library and a number of small bed-and-breakfast and lodging facilities.

Residential development in Pine is a mixture of existing platted or split lots and newer subdivisions. Residential uses include a mixture of site-built, mobile and modular homes and a small number of multi-family projects and RV parks. Pine has a number of platted subdivisions that have paved roadways, community water services and wastewater disposal facilities. The subdivisions in the community have lots ranging from ½ acre to over 3-acres in size. Residential development west of SR 87 can be characterized as more traditional rural-residential in nature with a mixture of residential structures on lots that are ½ acre and larger. Residential development in the community typically utilizes individual well and septic systems. The Brooks Utility Company and the Pine-Strawberry Water District provide potable water for the residents of Pine that do not use a private or community well system. Compared with the unincorporated communities in Gila County, Pine is a moderate density, mixed-use, developed rural community with a number of non-residential land uses that serve residents and visitors.

Existing zoning is dominated by the R-1 residential zoning district with a mixture of density districts that range from D-12 (the most prevalent density district) to a mixture of the D-25 and D-40 districts. The D-12, D-25 and D-40 density districts permit residential



development at densities ranging from 1.0 to 3.0 dwelling units per acre. Most of the properties located adjacent to SR 87 are zoned Commercial and Transitional Residential. Smaller, often-isolated pockets of residential zoning exist along Hardscrabble Mesa Road.

Community Issues

- Water Supply and Delivery System
- Use of Septic Tanks
- Adequacy of Roadways / Rights-of-Way
- Adequacy of Emergency Services
- Fire Danger

Description of Community Land Use Plan:

The Gila County Comprehensive Plan seeks to enhance opportunities for the development of low-intensity cottage and craft commercial uses adjacent to SR 87 through the use of the Multi-Functional Corridor designation. The Multi-Functional Corridor designation would permit the establishment of low-intensity commercial, employment and service uses that emulate the scale and character of the existing uses in the area. The Multi-Functional Corridor designation along SR 87 is intended to create opportunities for additional revenue generation and employment opportunities presented by proximity to and visibility from SR 87.

The plan proposes to cluster higher intensity uses along SR 87 and Hardscrabble Mesa Road to minimize potential traffic and land use impacts to residential development in the area. The Land Use Plan does not propose to modify the existing density levels for areas with existing zoning and approved subdivision plats. For areas without approved subdivision plats, the plan proposes a reduction of residential densities due to the lack of existing roadway and utility infrastructure that is necessary to support suburban density development. Projects that demonstrate an adequacy of infrastructure and provide documentation proving the availability of an adequate water supply, storage and distribution system may be considered for additional project density.

Community Development Guidelines - Pine

The community of Pine seeks to maintain its existing development character through the application of the following development criteria:

1. Non-residential land uses should be located only along primary transportation routes including State Route 87, Hardscrabble Mesa Road and Pine Creek Canyon Road;
2. A mixture of low-intensity commercial, craft and cottage land uses should be encouraged along the SR 87 corridor;
3. New development along the SR 87 corridor should be pedestrian friendly and should present an inviting, human-scale façade;



4. Additional development along Hardscrabble Mesa Road and Pine Creek Canyon Road should only be permitted when adequate roadway capacity can be demonstrated;
5. New development shall provide adequate improved roadway access for emergency vehicles
6. New development shall dedicate and install adjacent street improvements to Gila County standards and shall provide adequate off-street parking to accommodate the proposed use. Properties located adjacent to SR 87 are encouraged to share required off-street parking;
7. High-density residential and non-residential uses that may significantly increase traffic volumes or that may have a negative impact on adjacent residential land uses should be located within a quarter mile of, or have direct access to, SR 87;
8. High density residential and non-residential land uses should provide adequate buffering treatments when located adjacent to an existing single family residential land use or a vacant parcel that is designated or zoned residential;
9. Residential densities exceeding one-dwelling unit per acre, commercial and industrial land uses are strongly discouraged in areas of significant slope;
10. New development shall be encouraged to provide pedestrian and equestrian facilities;
11. Where appropriate and approved by the county, improvements such as stabilized natural surface trails may be constructed in-lieu of traditional subdivision improvements such as sidewalks;
12. New development shall not restrict existing public access to national forest lands. New development is encouraged to provide public access to adjacent public lands even if existing public access doesn't exist;
13. All new development should utilize building materials and colors that are consistent with the community character;
14. The scale of new development shall be compatible with the surrounding land uses and consistent with the community character;
15. The use of individual septic systems on lots less than 2.0 acres in size is strongly discouraged due to the potential for the contamination of local groundwater supplies;
16. Subdivisions with any lots less than 2.0 acres in size are strongly encouraged to provide community water and wastewater systems.
17. Unless addressed otherwise by any of the above Pine Community Development Guidelines, the General Area Development Guidelines in Section 2.H of this Chapter shall also apply.



**Figure 2.H- Community Land Use Plan – Pine**



### 2.I.3 Star Valley Community Plan

#### General Community Overview:

Star Valley is located immediately east of the incorporated community of Payson. Star Valley is bisected by SR 260 and contains a mixture of land uses, densities and intensities. Due to its location, Star Valley is often believed to be an extension of Payson. The developed portions of Star Valley can be characterized as having moderate to high-density suburban character development.

#### Existing Development and Zoning Conditions:

Non-residential land uses in Star Valley are primarily located adjacent to SR 260. These uses include convenience stores, gas stations, hardware, tack and feed stores, restaurants, automotive repair garages, a landscape materials facility, and an automotive dealership. The community also has several small industrial and manufacturing uses. Residential uses are typically located behind the strip of non-residential uses that are adjacent to SR 260. Star Valley has numerous RV and trailer park communities, a manufactured home subdivision (with community water and wastewater facilities), several residential subdivisions with site-built houses and a scattering of houses on parcels created through lot splits. Lot sizes in the area vary from less than six thousand (6,000) square feet to a scattering of one-acre and larger lots. While many areas in Star Valley are developed at a suburban density, overall, the density in Star Valley is relatively low due to the large parcels of undeveloped land located in the center of the community. Compared with the unincorporated communities in Gila County, Star Valley is a higher-density, developed, mixed-use community with a range of residential and non-residential land uses and densities.

The existing zoning pattern in Star Valley is Commercial and Transitional Residential zoning adjacent to SR 260 and along the east side of Moonlight Drive, and R-1 D-8 and Rural Residential zoning districts distributed north and south of SR 260. The R-1 zoning and D-8 density district allows the development of residential units with a density of approximately four dwelling units per acre.

#### Community Issues

- Water Supply and Delivery System
- Widespread Use of Septic Tanks and the potential for Septic Tank Failures
- Inadequate Roadways / Rights-of-Way
- Unorganized Pattern of Development
- Traffic Volumes and Traffic Impacts

#### Description of Community Land Use Plan:

The Gila County Comprehensive Plan seeks to encourage the development of additional revenue generating and employment uses through the designation of properties adjacent to SR 260 with the Multi-Functional Corridor land use category. The Multi-Functional Corridor designation is intended to accommodate service and retail commercial, offices, light industrial, low-intensity manufacturing (conducted inside an enclosed building) and moderate



to high density residential land uses. Projects with the Multi-Functional Corridor designation are encouraged to be relatively intense, so as to encourage the installation of potable water, sanitary sewer and roadway infrastructure which benefits, and is used by, the entire Star Valley community.

Non-residential land uses not located adjacent to SR 260 are designated Community Commercial. The Community Commercial areas are intended to provide opportunities for additional revenue-generating commercial and employment uses. These uses, however, are in existing locations that may require additional site planning and development considerations to protect adjacent residential land uses. Community Commercial land uses should access non-residential streets and should provide adequate buffers when adjacent to properties that are zoned residential.

The plan seeks to encourage the development of residential uses at suburban densities as an incentive to install community infrastructure, including water systems, wastewater treatment facilities and street improvements. Residential densities may be increased where community-wide infrastructure improvements are provided. Projects that use individual wells and/or septic waste disposal systems should be limited to a maximum of one dwelling unit per two acres.

Community Development Guidelines – Star Valley

1. Non-residential land uses should be located within one-half mile of SR 260;
2. Commercial uses adjacent to SR 260 should utilize shared driveway and off-street parking facilities to minimize unnecessary driveways and traffic conflicts;
3. Industrial and heavy commercial uses should be located away from existing and planned residential uses, or vacant properties that are designated or zoned residential;
4. Vehicular traffic from non-residential projects should be directed so as to avoid the use of residential streets;
5. New development shall provide adequate improved roadway access for emergency vehicles
6. New development shall dedicate and install adjacent street improvements to Gila County standards and should provide adequate off-street parking to accommodate the proposed use;
7. The use of individual septic systems on lots that are less than 2.0 acres in size is strongly discouraged;
8. Subdivisions with any lots less than 2.0 acres in size are strongly encouraged to provide community water and wastewater systems.
9. New development should explore opportunities to utilize existing municipal utility services where feasible;
10. High-density residential and non-residential land uses should provide adequate buffering treatments when located adjacent to an existing single-family residential land use or a vacant parcel that is zoned or designated residential;



11. New development shall not restrict existing public access to national forest lands and new development is encouraged to provide public access to adjacent public lands.
12. Unless addressed otherwise by any of the above Star Valley Community Development Guidelines, the General Area Development Guidelines in Section 2.H of this Chapter shall also apply.



**Figure 2.I**                      **Community Land Use Plan – Star Valley**



### 2.I.4 Young Community Plan

#### General Community Overview:

Young is located in the Pleasant Valley area of northeastern Gila County. The community is surrounded by the Tonto National Forest and is located at an elevation of approximately 5,177 feet, just below the Naegelin and Mogollon Rims. Due to its moderate climate, low-density development pattern and rural character Young has been “discovered” and is rapidly becoming a very desirable location in Gila County. Roadway access to Young from the north is on FR 512 (Young Highway) and FR 200 (Chamberlain Trail). Both are dirt roads that link Young with SR 260. Southern access to Young is from Roosevelt Lake via SR 288, which is a semi-improved dirt road.

Year 2000 census data identifies the estimated population of Young at approximately 561. Please note that local residents believe the population was under counted by the US Census Bureau. There are approximately 446 total housing units in the greater Pleasant Valley / Young area. Based upon these figures, the average overall residential density of the Young area is the lowest in the county for a developed unincorporated community at approximately one dwelling unit per twenty acres.

#### Existing Development and Zoning Conditions:

The development pattern in and around Young is rural and remote in nature. The majority of the non-residential land uses are located adjacent to or within close proximity to SR 288, near the center of the community. Non-residential uses in Young include restaurants; a gas station; a combined elementary/high school; medical clinic; heliport; a forest service office; various churches, real estate offices, grocery/convenience stores; a community center and library; automobile service establishments; a rodeo grounds, cemetery, saloon and a small bed-and-breakfast and motel establishment.

The dominant residential development pattern is single-family homes on 2.5- to 20-acre lots although there are numerous parcels of land over 50-acres in size. The division of land in Young has historically been accomplished through lot splits. As a result, subdivision improvements, such as paved roads and community utilities do not typically exist in the community. Potable water and sanitary sewer services are typically provided by individual wells and septic systems.

Among the unincorporated communities in Gila County, Young has the lowest density and most dispersed development pattern with the largest amount of vacant, undeveloped private land. As a comparison, the community of Young has a private land area approximately equal to the amount of private land in the incorporated area of Payson.

Young is located in an area of the county that does not have established zoning in place. When zoning was originally established in Gila County the Young area was excluded, and to date, zoning has not been adopted for the Young area. Young is the only community in Gila County without zoning and is one of the few communities in Arizona that remains unzoned.



Community Issues

- Maintain Highly Desirable Large Lot, Rural Community Character/Development Pattern
- High Potential for Future Growth
- Emergency Service and Access Restrictions Due to Remote Location
- Lack of Employment Opportunities
- Division of Land Through the Lot Splitting Process
- Fire Danger

Description of Plan Application:

The Gila County Comprehensive Plan for Young seeks to maintain the rural, large-lot residential character of the community. This will be accomplished through the use of land use designations that result in residential lots that are larger than 10 acres in size in the more remote areas of the community and residential lots that are one to 2.5 acres and 2.5 to 10 acres in the areas nearer the center of town. Parcels with existing approved lot splits or deed restrictions which permit the division of land into smaller parcels are designated residential with lot sizes that range from one to 2.5 acres and 2.5 acres to 10 acres.

Properties that are located adjacent to SR 288 in the center of the community are designated Multi-Functional Corridor. The intent of the Multi-Functional Corridor designation is to encourage the limited establishment of uses that cater to the needs of the local community while providing basic services for guests and visitors. The Multi-Functional Corridor designation is intended to permit low-intensity non-residential land uses, such as social and cultural facilities, public facilities, retail commercial uses that provide local community services; manufacturing and light industrial uses conducted inside of an enclosed facility, limited hotel and bed-and-breakfast uses; and similar types of low-density, low-intensity land uses that maintain the rural character and scale of the community. The Multi-Functional Corridor designation is also intended to provide future development opportunities for appropriately located employment and commercial service uses that are of a scale and appearance consistent with the existing rural character of the community.

Community Development Guidelines – Young

1. Non-residential land uses should be located adjacent to or within one-quarter mile of SR 288/FR 512;
2. New residential development exceeding 1 dwelling unit per two acres and non-residential land uses that generate substantial noise, dust, light, traffic or odor are discouraged;
3. New development exceeding two-stories or thirty (30) feet in height is discouraged;
4. New development shall provide adequate improved roadway access for emergency vehicles;



5. New development shall be encouraged to provide pedestrian and equestrian facilities where appropriate. Natural surface trails and trail easements are strongly encouraged to be provided along major travel corridors;
6. All new development should utilize building materials and colors that are consistent with the rural community character. The use of highly reflective colors and materials is strongly discouraged.
7. The use of individual septic systems on lots or parcels of land less than 2.0 acres in size is strongly discouraged.
8. Subdivisions with any lots less than 2.0 acres in size are strongly encouraged to provide community water and wastewater systems.
9. Unless addressed otherwise by any of the above Young Community Development Guidelines, the General Area Development Guidelines in Section 2.H of this Chapter shall also apply.



**Figure 2.J                      Community Land Use Plan – Young**



### 2.I.5 Gisela Community Plan

#### General Community Overview:

The community of Gisela is located at the northern end of the Tonto Basin. Gisela, located approximately 3.5 miles east of Rye along Tonto Creek, is a predominantly residential rural developed area. Gisela is located south of Payson at an approximate elevation of 3,900 feet.

The median age of area residents is 42.8 years. Year 2000 census data indicates that there are approximately 532 persons and 295 total housing units in the Gisela area. Approximately 145 of the housing units are classified as occasional, seasonal use units. The overall average existing density of Gisela is less than one dwelling unit per two acres.

#### Existing Development and Zoning Conditions:

The development pattern in Gisela is characterized by the clustered development of site-built, manufactured and trailer homes in the southern portion of the community. A semi-rectilinear street pattern has been established which allows for the ingress and egress of local traffic. Roads are unimproved dirt with the main entry road into the community, Forest Road 417 (Gisela Road), a narrow, marginally improved road. The Brooks Utility Company provides water service to the southern portion of the community and private wells are utilized for domestic and agricultural purposes in the northern portion of the community. Private septic systems are utilized for domestic wastewater treatment.

The zoning pattern in Gisela is dominated by the R-1 (D-8) zoning designation in the developed southern portions of the community. In the northern and central, largely undeveloped portions of the community, the GR and RR zoning districts are the primary zoning districts, respectively. A small area of commercial zoning is near Gisela Road on the western edge of the community and there is a moderate amount of Transitional Residential (TR) zoning east of Hashknife Arena Road along Tonto Creek.

#### Primary Issues

- Lack of developed community utility infrastructure
- Lack of paved roads and adequate rights-of-way
- Limited employment opportunities
- Emergency service response times

#### Description of Gisela Community Land Use Plan:

The Gila County Comprehensive Plan seeks to establish a transition of land use density from north to south in Gisela. The northern section of the community is designated with the Residential 0.4 - 1.0 dwelling units per acre land use category. The central portion of the community has been designated with the Residential 1.0 – 2.0 dwelling units per acre category and the southern portion of the community has been designated with the Residential 3.5 – 5.0 dwelling units per acre category. This transition of density is intended to promote a



range of land use opportunities based upon the availability of infrastructure. Planned densities in the central and northern portions of the community may be increased when community water and wastewater treatment facilities are provided and when roadway improvements capable of accommodating increased traffic are constructed in conjunction with the development of the property. Additionally, the transfer of density to adjacent areas outside of the Tonto Creek floodplain / floodway is strongly encouraged.

A small area of land designated Neighborhood Commercial and Mixed-Use is located in the center of the community to provide opportunities for local service commercial and employment.

Community Development Guidelines – Gisela

1. New development shall provide adequate improved roadway access for emergency vehicles;
2. High-density residential and high-intensity non-residential land uses are discouraged;
3. Low density/intensity residential, employment and commercial uses are encouraged in appropriate locations;
4. The use of individual septic systems on lots less than 2.0 acres in size is strongly discouraged;
5. Subdivisions with any lots less than 2.0 acres in size are strongly encouraged to provide community water and wastewater systems;
6. New development within the Tonto Creek floodplain is strongly discouraged. The county shall actively encourage the transfer of permitted density out of the flood hazard area to a non-hazard area;
7. Non-residential vehicular traffic should avoid the use of residential streets.
8. Unless addressed otherwise by any of the above Gisela Community Development Guidelines, the General Area Development Guidelines in Section 2.H of this Chapter shall also apply.



**Figure 2.K                      Community Land Use Plan – Gisela**



### 2.I.6 Claypool / Copper Hills Community Plan

#### General Community Overview:

The Claypool / Copper Hills area is generally located between and around the incorporated communities of Miami and Globe. The Claypool region includes the developed areas known as Central Heights, Midland City and Little Acres. The Copper Hills area includes the areas north and east of the City of Globe. The Claypool area has been the subject of numerous annexation actions by the neighboring cities of Globe and Miami due in part to its strategic location at the intersection of two major regional highways, SR 188 and US 60. US Census Bureau data estimated the 2000 population of the Claypool / Copper Hills area at 1,794 persons. The estimated density of the Claypool area is approximately 717 persons per square mile. Based on this information the general Claypool area is the most dense unincorporated community area in Gila County.

#### Existing Development and Zoning Conditions:

The development pattern of Claypool is typical of most of Gila County's unincorporated communities. Commercial and non-residential land uses are generally oriented in a linear configuration adjacent to US 60 and SR 188. Residential uses are located off of the primary roadways behind the commercial land uses. The dominant commercial land use in the Claypool area is the retail center located south of the intersection of US 60 and SR 188. This center contains a Wal-Mart store, a grocery store and various convenience and fast food uses.

The dominant land uses in the unincorporated area surrounding Claypool / Copper Hills area are the numerous copper mines and smelting operations. Historically, the development of the Claypool / Copper Hills area resulted from the need to provide housing and support services to local mine workers. Miami junior and senior high school is located in Claypool. The Cobre Valley Country Club, one of the only golf courses in the area, is located in Claypool.

The Copper Hills / US 60 corridor area includes the areas north and east of the City of Globe that have historically been mined or used for mining related purposes, as well as the undeveloped area along US 60. The area contains a number of isolated low-density residential developments but remains largely undeveloped. Non-residential uses are limited in the area. The Gila County fairgrounds, the regional Arizona Department of Transportation (ADOT) office, various service commercial uses and a state prison are located adjacent to US 60 in the area.

Both the Claypool and Copper Hills areas have significant geologic and topographic conditions that have influenced the development pattern in the area. The historic use of the area for mineral extraction activities has created areas that may have geologic or environmental hazards and may be unsuitable for the placement of occupied structures.

The zoning pattern in Claypool is a mixture of commercial along the major highways and low- to medium-density, R-1, D6 to R-1, D20 residential zoning in the Miami Gardens, Midland City, Little Acres and Central Heights areas. A larger strip of land located south of



US 60 and north of the existing railroad track is zoned Transitional Residential (TR). The periphery of the developed area is generally zoned Industrial, General Unclassified (GU) or Rural Residential (RR). Claypool contains a limited amount of acreage zoned for high-density and multi-family residential uses. These areas are generally located east of the Roberts Road and Russell Road intersection.

Primary Issues

- Topographic and geologic constraints
- Lack of adequate road rights-of-way
- Aging or unavailable utility infrastructure
- Limited / declining employment opportunities
- Aging housing stock
- Adequacy of emergency access

Description of Community Land Use Plan:

The Gila County Comprehensive Plan seeks to enhance economic development opportunities for non-residential and employment land uses while buffering and protecting existing uses through land use density and intensity transitions. The Claypool / Copper Hills areas contain numerous existing mineral extraction and ore processing operations. These operations are an important part of the local community and their presence and continued operation are an important economic element of the local community. Where possible and practical, existing mining operations have been buffered by non-residential land uses to minimize potential land use conflicts and to promote the continued use of these facilities.

Additionally, the comprehensive plan recognizes the opportunities for the re-use and re-development of existing and former mine properties and seeks to promote their continued use and contribution to the community by encouraging the development of alternative uses on these sites. Non-residential uses are preferred in those areas that have historically been used for mining purposes. Where residential reuse of historic mining areas is permitted, residential densities should be limited to very-low density development only due to potential geologic and environmental hazards.

Existing residential areas have been buffered from uses with significant traffic and/or other characteristics that may have potential negative impacts. The Land Use Plan does not seek to redesignate those areas of the community with existing zoning and approved subdivision plats. In non-platted areas, residential densities have been designed to respond to existing topographic, environmental and development conditions, such as areas with limited improved access and developed community water and wastewater infrastructure. In areas with existing and adequate community water and wastewater disposal systems or systems that are planned to be constructed, residential densities may be increased.

US 60, US 70 and SR 188 are the primary transportation routes in the area. These routes serve local, community and regional traffic. As a result, the comprehensive plan seeks to



maximize the opportunities to establish commercial and employment uses adjacent to these high visible and accessible transportation routes.

Community Development Guidelines – Claypool and Copper Hills

1. New development shall provide adequate improved roadways and shall dedicate or provide a minimum 28-foot easement for emergency vehicles;
2. All new development shall respond to the existing topographic conditions to the maximum extent possible;
3. New development in areas of historic mining activity shall provide sufficient information from a qualified professional that documents that no public health or safety issues exist due to soils, geologic or environmental hazards;
4. New development in the Kellner, Icehouse and Six Shooter canyon areas shall provide adequate roadway and infrastructure improvements to support the proposed development;
5. The development of new employment and service uses in appropriate locations is encouraged;
6. The reuse and/or redevelopment of vacant or under-utilized land is strongly encouraged;
7. The incorporation of low intensity mixed-uses and home occupations within existing developed areas is encouraged;
8. The use of individual septic systems on lots or parcels of land less than 2.0 acres in size is strongly discouraged;
9. Subdivisions with any lots less than 2.0 acres in size are strongly encouraged to provide community water and wastewater systems.
10. Development in a floodplain area is strongly discouraged. The county shall encourage the transfer of density out of the flood hazard area to a non-hazard area;
11. All new development should provide two points of access with at least one access point being all-weather accessible;
12. Non-residential vehicular traffic should avoid using local residential streets, and
13. New development shall explore all available options for connecting to existing municipal infrastructure and utilities.
14. Unless addressed otherwise by any of the above Claypool and Copper Hills Community Development Guidelines, the General Area Development Guidelines in Section 2.H of this Chapter shall also apply.



**Figure 2.L**                      **Community Land Use Plan – Claypool / Copper Hills (North)**



**Figure 2.M                      Community Land Use Plan – Claypool / Copper Hills (South)**



### 2.I.7 Tonto Basin Community Plan

#### General Community Overview:

The Tonto Basin area is located northwest of Roosevelt Lake along Tonto Creek and includes Punkin Center and surrounding areas. The Tonto Basin communities are generally located along SR 188 between the Mazatzal and Sierra Ancha mountain ranges. Tonto Creek, a major drainage tributary flowing into Roosevelt Lake, flows parallel to SR 188 and significantly influences in the development pattern in the area.

#### Existing Development and Zoning Conditions:

Existing development is generally in a linear orientation parallel to SR 188 and Tonto Creek. Frontage and other local access roads are parallel and perpendicular to SR 188 and Tonto Creek and provide local access and circulation. No all-weather access roads or bridges currently exist across Tonto Creek.

The Tonto Basin area contains a number of non-residential land uses primarily located adjacent to SR 188. Non-residential uses include boat storage and repair facilities, restaurants, convenience stores and gas stations, several small general stores, an elementary school, library, motel, car wash, USFS ranger station, a community center, fire station and various other uses. The residential development pattern in Tonto Basin is largely the result of lot splitting activities. There are a few platted single-family site-built subdivisions and manufactured home subdivisions. Densities in the area are generally moderate with a number of higher density mobile home and RV parks in various locations in the community. Developments on the east side of Tonto Creek generally have larger lots, typically ranging from ½ to 5 acres in size, than developments on the west side of Tonto Creek.

Zoning in the area is primarily General Unclassified (GU) in the northern area and Rural Residential (RR) in the Punkin Center area. Areas that have been developed through the subdivision process are generally zoned with the R-1 (D-8) zoning designation. Small pockets of commercially zoned land are located along the SR 188 corridor.

#### Primary Issues

- Lack of developed community utility infrastructure
- Lack of paved roads and adequate rights-of-way
- Limited employment opportunities
- Emergency service response times
- Lack of an all-weather crossing location on Tonto Creek
- Development within floodplain areas

#### Description of Community Land Use Plan:

The Gila County Comprehensive Plan for the Tonto Basin area seeks to encourage the development of commercial, service and employment land uses in a community “core” area adjacent to SR 188 to maximize employment and revenue generation opportunities. The plan also seeks to protect the public health and safety by strongly discouraging development in the



Tonto Creek flood plain and encouraging transfer of density from the flood plain to adjacent non-hazard areas. New residential uses exceeding one dwelling unit per acre on the east side of Tonto Creek are strongly discouraged due to a lack of water and wastewater infrastructure and all-weather access. Residential densities could be increased subsequent to the completion of adequate all-weather access improvements and water and wastewater infrastructure designed to accommodate additional density. The use of density transfers to move development out of flood hazard areas and to achieve a development density that justifies the cost of community water and sanitary sewer systems is strongly encouraged in Tonto Basin.

The plan establishes a community “core” area using the Multi-Functional Corridor and Mixed-Use land use categories in the central portion of the community. The Multi-Functional Corridor and Mixed-Use categories are intended to encourage uses that capitalize on the communities’ proximity to Roosevelt Lake, and may include boat storage and repair facilities, service and retail commercial uses, restaurants, lodging and convenience land uses. Due to the large quantity of lands that are zoned General Unclassified, it is anticipated that the rezoning of property in conformance with the adopted comprehensive plan will accompany any future subdivision of land in the community.

Community Development Guidelines – Tonto Basin

1. New development shall provide adequate improved roadway access for emergency vehicles;
2. High-density housing and high-intensity non-residential land uses are discouraged outside of the community core area;
3. The development of new employment and service uses in appropriate locations is encouraged;
4. The use of individual septic systems on lots or parcels less than 2.0 acres in size is strongly discouraged;
5. Subdivisions with any lots less than 2.0 acres in size are strongly encouraged to provide community water and wastewater systems;
6. Development within a floodplain area is strongly discouraged. The county shall actively encourage the transfer of density out of a flood hazard area to a non-hazard area;
7. Development on the eastern side of Tonto Creek is strongly discouraged until adequate all-weather access is available;
8. Development on the eastern side of Tonto Creek should remain at low- to very-low densities until such time as adequate community water and wastewater infrastructure systems are available.
9. Unless addressed otherwise by any of the above Tonto Basin Community Development Guidelines, the General Area Development Guidelines in Section 2.H of this Chapter shall also apply.



**Figure 2.N**

**Community Land Use Plan – Tonto Basin**



**2.J Land Use and Zoning Compatibility Table**

Land uses associated with a particular Land Use Plan category may be permitted (either by right or conditionally) in several zoning districts. **Table 2.4, Land Use Plan Category/Zoning Compatibility**, identifies the zoning districts that are compatible with the various Land Use Plan categories.

**Table 2.4  
Land Use Plan Category / Zoning Compatibility**

<b>Land Use Category</b>	<b>Compatible Zoning and Density Districts</b>
<b>Residential 0 – 0.1 du/ac</b> (1 du per 10+ acres)	GU, GR, RR, SR, SFR, R-1, R-1L, MHS, PAD
<b>Residential 0.1 – 0.4 du/ac</b> (1 du per 2.5 to 10 acres)	Residential 0.-0.1 Category and D175
<b>Residential 0.4 – 1.0 du/ac</b> (1 du per 1 to 2.5 acres)	Residential 0.1-0.4 Category and D70, D40
<b>Residential 1.0 – 2.0 du/ac</b>	SFR, R-1, R-1L, MHS, PAD and D40, D20, D18
<b>Residential 2.0 – 3.5 du/ac</b>	Residential 1.0-2.0 Category and D12, D10
<b>Residential 3.5 – 5.0 du/ac</b>	Residential 2.0-3.5 Category and R-2, C-1, D-6 and D-8
<b>Residential 5.0 – 10.0 du/ac</b>	Residential 3.5-5.0 Category and R-3
<b>Residential 10.0+ du/ac</b>	R-1, R1L, R-2, R-3, R-4, PAD, C-1 and D12, D10, D8, D6
<b>Neighborhood Commercial</b> (less than 5 acres)	C-1, PAD, TR
<b>Community Commercial</b> (greater than 5 acres)	C-1, C-2, C-3, R-4, TR, PAD, P1
<b>Light Industrial</b>	PM, M-1, PAD, P1
<b>Heavy Industrial</b>	PM, M-2, M-3, PAD, P1
<b>Resource Conservation</b>	All Zoning Districts
<b>Public Facilities</b>	All Zoning Districts
<b>Mixed-Use</b>	R-1, R-1L, MHS, R-2, R-3, R-4, C-1, C-2, C-3, TR, PAD, P1 and D40 to D6
<b>Multi-Functional Corridor</b>	GU, GR, RR, SR, SFR, R-1, R1L, R-2, C-1, C-2, C-3, R-4, TR, PAD, PM, LI and D40 to D6



## 2.K IMPLEMENTATION PROGRAM

**Table 2.5, *Land Use Implementation Program***, outlines the implementation items, responsible agency or department, timeline for initiation and potential funding sources for the tasks that have been identified as being necessary to implement the goals, objectives and policies in the Land Use Element. The following definitions define the table headings:

**Implementation Item:** Lists the action necessary to carry out the Land Use Element of the comprehensive plan.

**Responsible Party:** Identifies the county agency or department responsible for accomplishing the particular action.

**Targeted Timeframe:** Identifies the targeted timeframe for the initiation of the implementation item.

**Potential Funding Source:** Identifies the potential funding source or other required resource to carry out the implementation item.



**TABLE 2.5**  
**Land Use Implementation Program**



### 3. TRANSPORTATION ELEMENT

#### 3.A INTRODUCTION

The transportation system will provide the means for a safe, efficient and cost effective, multi-modal circulation system for the movement of persons and goods within and through Gila County. The transportation element should be integrated with the current and planned land use to achieve long-term improvement. Planning and coordinating land use patterns with transportation is essential in developing a circulation system that will effectively serve Gila County. This element identifies a system of primary, secondary, and local roadways, which define a network that may be developed.

The existing system within Gila County comprises over 1,000 miles of roadways, two public airports, four private airports, and several local transit services. Coinciding with the land ownership patterns within the County, the bulk of the roadways serving Gila County fall under the jurisdiction of the federal government, State of Arizona, Tonto National Forest, local municipalities, and other entities.

The primary routes within Gila County consist of State Routes, including: US 60, US 70, SR 87, SR 188, SR 288, and SR 260. Most of the secondary routes are forest service roads that provide access to pockets of private lands located within the Tonto National Forest boundaries. Most roadways directly under the jurisdiction of Gila County are located in rural areas and consist of two-lane collector and local roadways. The urban roadways under Gila County's jurisdiction include those within the communities of Claypool, Central Heights, Strawberry and Pine.

The transportation system will incorporate a set of roadway classifications that will be closely related to the proposed land uses throughout the County. Future land use patterns and transportation systems should be interrelated in a coordinated, continuous, and comprehensive manner. Land use patterns and the transportation system will promote improved air quality by reducing travel miles and encouraging alternative transportation modes.

Gila County contracts with the United States Forest Service through an Intergovernmental Agreement (IGA) to maintain several roadways within the national forest. Transportation partnerships have been an important factor in the development and maintenance of Gila County's transportation system and will continue to be encouraged in the future.

The presence of private lands and development within the national forest boundaries, the need for improved emergency access to rural areas, and the competing needs of rural and



urban county residents complicate planning, funding, and implementation of transportation improvements within Gila County.

The purpose of this transportation element is to define the collection of transportation goals, objectives, and policies that will guide the development of the transportation system. The scope of this element considers not only existing and future roadway networks, but also a regional effort to create a multi-modal system to accommodate future roadways, pedestrians, bicycle, and public transportation. Supporting data for this element is available in the Gila County Comprehensive Plan Inventory and Analysis report published in December 2001. The goals and objectives outlined in this element emphasize the need to both maximize and efficiently utilize the existing and future Gila County transportation systems by identifying priority funding and construction needs, enhancing existing facilities, requiring improvements concurrent with the development and considering alternatives to vehicular travel while better coordinating land use as it relates to transportation planning.



### 3.B TRANSPORTATION INVENTORY

#### Street System Inventory:

Gila County's primary roadway system consists of two U.S. routes, several State Routes, and two forest service routes that provide connectivity between the major communities within the County.

The secondary roadway system consists of numerous forest service routes, and several county roads that serve the developed communities as minor arterial roadways with limited access. The urban roadways under Gila County's jurisdiction include those within the communities of Claypool, Central Heights, Strawberry and Pine.

The collector street system provides linkages between the arterial roadways and the residential, employment and commercial areas, providing a balance between vehicular and pedestrian access to abutting land uses.

All federal highway systems and state routes in the county are paved, with the exception of SR 288 from A Cross Road to Young. The remaining study area routes comprise 251 miles of roadways, of which 67 miles are currently paved and 184 are unpaved.

#### Alternative Modes Inventory:

##### *Pedestrian Facilities, Bikeways, and Trails*

Few sidewalks or bike lanes are available within Gila County. Those that do exist are located within the incorporated communities of Globe, Miami, and Payson.

The Town of Payson has adopted a Trails Plan that proposes the creation of additional trail systems, routes, and access facilities for hiking, biking, equestrian, and other recreational uses. The plan proposes preserving trail linkages between the Town of Payson and the surrounding National Forests.

##### *Transit Services*

Public and private transportation services throughout Gila County are very limited. Several program-specific transit services are available within and between the developed communities. These appear to be adequate for clients who need transportation access to



medical, behavioral health, senior services, and services to developmentally disabled individuals. Options for other transit dependant populations are very limited or non-existent.

#### Local Transit Services

The Town of Miami operates the Miami Dial-A-Ride, which provides service throughout the Globe-Miami area. This is a demand-response and subscription service available for the general public, elderly, and disabled individuals. Transportation services are generated by requests through a telephone reservation system.

The Pinal-Gila Council for Senior Citizens, located in Miami, provides transportation services to the multi-purpose senior center. Services are provided to the following locations: Miami, Lower Miami, Claypool, Central Heights, Bandy Heights, and Little Acres. The services provided include transportation for seniors to the senior center and delivery of lunches to homebound seniors. The Miami Dial-A-Ride coordinates with the Senior Center, providing back up if needed.

The Globe Senior Center provides similar services, serving the transportation needs of seniors in Globe and the surrounding canyon areas within the unincorporated County area. The service requires patrons to call ahead for pick-up.

The Payson Senior Center operates a transportation service for shopping and doctor visits, as well as a Meals-on-Wheels program. Services are provided on both fixed-route and demand/response schedules.

The Tonto Apache Tribe provides transportation services to tribal members in the Payson area and to and from Phoenix.

Taxi service is available in the Cities of Payson and Globe.

#### Intercity Transit Services

Payson Express provides one round trip daily between Phoenix and Payson, with door-to-door service at each end.

White Mountain Passenger Lines provides one round trip daily between Show Low and Phoenix, operating three mini-buses. White Mountain Passenger Lines schedule information indicates that it provides service to the following communities: Show Low, Taylor, Heber, Forest Lakes, Christopher Creek, Kohl's Ranch, Payson, Mesa, Tempe, and Phoenix.



Greyhound Lines, Inc., serves the US 60 / US 70 corridor. Traveling from Phoenix, Arizona, to Lordsburg, New Mexico, Greyhound Lines operates three round trips that pass through Apache Junction, Superior, Miami, and Globe along US 60/US 70. The only scheduled stop is in Globe.

Southwestern Indian Transportation Company is headquartered in San Carlos, near the Gila County-Graham County line. The company is owned by the San Carlos Apache Indian tribe. Transportation services are provided to any location within Arizona. The company is certified as a transportation provider under the Arizona Health Care Cost Containment System (AHCCCS).

#### Rail Lines

Gila County is served by two railroad lines: the Arizona Eastern line and the Copper Basin line. Both lines perform services principally related to the mining industries in the Globe-Miami and Hayden-Winkelman area.

The Arizona Eastern rail line extends from the Miami-Globe area to the east along the San Carlos Lake, through Safford and meets the main Union Pacific line at Bowie, Arizona. This line provides daily service to the mines within the Miami-Globe area and provides service to Bowie three times per week.

The Copper Basin rail line serves the Hayden-Winkelman communities, running west along the Gila River through Kearny and Magma and on to Phoenix. The Copper Basin line carries approximately 1,500 freight cars per day.

#### Airports

Gila County has several airports and landing strips to serve the aviation needs of the County. These include two public airports (Payson Municipal and San Carlos Apache) and four private airports. The Payson Municipal Airport is located within the Town of Payson and supports approximately 30,000 operations per year. The San Carlos Apache Airport is a public airport, owned by the San Carlos Apache Tribe and located approximately seven miles southeast of Globe on the San Carlos Apache Reservation.

The private airports include: Roosevelt Dam, Tonto Ranger Station, Grapevine, and the Pleasant Valley Airstrip. The Roosevelt Dam airport is privately owned by the Salt River Project. The Tonto Ranger Station and Grapevine airports are owned by the US Forest Service. The Pleasant Valley Airstrip in Young, Arizona, is also owned and operated by the Forest Service.



### 3.C TRANSPORTATION ISSUES

#### Transportation Issues:

The following Transportation related Issues have been identified by County residents:

- Adequacy of Emergency Access
- All Weather Property Accessibility
- Lack of Alternative Transportation Mode Facilities
- Unimproved Roadways / Dust Control
- Deficiency in Roadway Construction and Maintenance Funding
- Need for Regional Transportation Planning
- Inadequate Roads and Rights-of-Way

It is important to note that, like the other elements in the Gila County Comprehensive Plan, transportation issues do not stand-alone. Many issues are interrelated with land use planning, such as: implementation of zoning standards, ability to require infrastructure improvements, effects of private land within national forests, development in rural or remote locations, topography and geography issues, encouragement of economic development, and growth and development impacts. Each of these issues has an impact on transportation and the transportation network will influence these issues. Strategies and policies have been developed that, once implemented, should begin to mitigate the existing negative factors and build upon the positive relationships between these issues.



**3.D GOALS, OBJECTIVES AND POLICIES**

The following statements define the functional relevancy of the various statements that will form the basis for the county’s review and evaluation of future development proposals.

**Goal:** A “Goal” is defined as the end that one strives to achieve. It is a purpose or aim that is sought to be accomplished. A Goal is the condition that represents the expression of the citizen’s Issues.

**Objective:** An “Objective” is a statement of short-term action. Objectives should be achievable and if pursued and accomplished in conjunction with other Objectives, will ultimately result in the attainment of the Goal to which it relates.

**Policy:** A “Policy” is a specific statement of action that can guide the decision-making process to achieve the realization of the Goal and Objective to which it relates. Policies assist elected and appointed officials to make informed decisions related to land use, circulation and public facilities.

The following Goals, Objectives and Policies have been developed to provide details in support of the Transportation Element and serve as policies against which new development proposals shall be reviewed.

**Goal 5: A safe, efficient and cost effective multi-modal circulation system that provides for adequate mobility and access.**

*Objective 5.0: Adopt a roadway classification system that is responsive to existing and projected traffic access and mobility demands and that compliments the County’s land use planning efforts.*

Policy 5.0a: The County shall adopt a Roadway Classification Program based on Federal Highway Administration (FHWA)



guidelines and an Official Right-of-Way Standards Map to ensure sufficient right-of-way preservation for existing and future roadway needs.

- Policy 5.0b: The County should periodically review the Roadway Classification System to ensure compatibility with the County Land Use and Transportation Plans.
- Policy 5.0c: The County shall require all new residential subdivisions and non-residential developments that generate over 250 vehicle trips per day to prepare a traffic impact analysis report to document their potential roadway impacts.
- Policy 5.0d: The County shall encourage minor lands development in remote areas to provide adequate all weather access to an existing publicly-maintained roadway.
- Policy 5.0e: The County shall require all new subdivision development to provide adequate all-weather access to an existing publicly-maintained roadway.

*Objective 5.1: Provide a balanced transportation system that promotes multi-modal transportation opportunities and ensures adequate emergency access.*

- Policy 5.1a: The County shall utilize street design and construction standards that could incorporate multi-modal elements, such as bikeways and pedestrian facilities, within the developed rural communities.
- Policy 5.1b: The County shall explore opportunities for the use and incorporation of multi-modal elements such as natural surface pedestrian trails and horse paths in-lieu of traditional pedestrian elements such as sidewalks where appropriate.
- Policy 5.1c: The County shall incorporate safe crossing points for major non-vehicular circulation routes along major and minor arterial traffic routes within the County.
- Policy 5.1d: The County shall work with the Central Arizona Association of Governments (CAAG) and the incorporated cities and



towns to extend and enhance existing multi-modal transportation elements in a regional manner.

Policy 5.1e: The County shall require all lot-split applications to provide a minimum 24' foot roadway easement and shall require adequate access as provided by Arizona Revised Statutes.

Policy 5.1f: The County shall require new subdivision and non-residential developments to include at least two points of ingress/egress for emergency access as permitted by the county subdivision regulations, unless otherwise allowed by the Board of Supervisors.

Policy 5.1g: The County shall require all new subdivision and non-residential development to construct all-weather crossings of washes and waterways of the primary ingress/egress road into the development, where the primary access point requires the crossing of a significant waterway, unless otherwise allowed by the Board of Supervisors.

Policy 5.1h: The County shall require all new subdivision developments to prepare an emergency evacuation plan when such development is located more than one-mile from a publicly maintained paved roadway and/or where two all-weather ingress/egress access points are not provided for the development.

Policy 5.1h: The County shall encourage new development to provide adequate facilities for non-motorized and alternative transportation modes.

*Objective 5.2: Maximize the public benefit of limited roadway funding and optimize the expenditure of funds for roadway maintenance and construction.*

Policy 5.2a: The County shall adopt roadway construction standards that minimize the long-term operation and maintenance costs to the County.



- Policy 5.2b: The County shall adopt and utilize roadway construction standards that reflect existing and proposed demands, vehicle type, frequency of use, and climatic conditions.
- Policy 5.2c: The County shall encourage the formation of Roadway Improvement Districts where roadway enhancements are necessary or desirable.
- Policy 5.2d: The County shall require new development to pay its proportionate share of roadway infrastructure costs that are necessary to serve new development.
- Policy 5.2e: The County shall allocate roadway resources based upon existing and proposed levels of use, existing roadway conditions, public safety and economic development objectives.
- Policy 5.2f: The County shall support the use of privately constructed and maintained roads and streets to minimize the public costs of operation and maintenance.
- Policy 5.2g: The County shall promote and encourage local and regional inter-jurisdictional and inter-agency transportation partnerships.
- Policy 5.2h: The County shall require adequate off-street parking for all non single-family detached residential projects.

*Objective 5.3: Encourage the formation of informal partnerships to coordinate mutually beneficial transportation improvements.*

- Policy 5.3a: The County shall work with federal, state, local and tribal land planning and land management agencies to develop a functional roadway network that provides connections between existing and planned development.
- Policy 5.3b: The County shall request the Arizona Department of Transportation (ADOT) to review and comment on subdivision and non-residential development proposals.



Policy 5.3c: The County shall coordinate all new roadway construction or improvement projects with the appropriate local government transportation authority when such projects are located within three miles of an incorporated city or town.

Policy 5.3d: The County shall request formal participation in all state and federal efforts to establish by-pass routes around major developed areas.

*Objective 5.4: Actively work to reduce fugitive dust levels due to vehicular traffic on unimproved roadways.*

Policy 5.4a: The County should explore the use of environmentally sensitive dust-palliatives to minimize dust on unimproved roads.

Policy 5.4b: The County shall require new development to utilize adequate dust control measures during construction.

Policy 5.4c: The County shall explore and pursue, where appropriate, all available funding sources and cost-sharing opportunities related to the improvement of un-improved roads.

Policy 5.4d: The County shall work with the Tonto National Forest to control dust emissions within the forest due to and following forest fires, prescribed or controlled burns, timber harvesting and other forest management and recreational activities.

Policy 5.4e: The County shall require businesses expected to generate significant amounts of heavy truck traffic to utilize enhanced street design and construction standards to minimize the need for future street improvement or and maintenance.



### 3.E ROADWAY CLASSIFICATION SYSTEM/TRANSPORTATION PLAN

#### Definitions/Designations

The Gila County roadway network consists of two US routes, four State routes, numerous Forest Service roads, numerous roadways on and across the various Indian Reservations, County roads, municipal streets and private streets and access ways. The main thoroughfares serve as primary routes to connect the larger communities such as Miami, Globe, Payson, Tonto Basin, Pine, Strawberry, Hayden, Winkelman, and Young. To accommodate and plan for future roadways, the transportation network is classified to define the types of roads that have similar design and traffic characteristics. In Gila County, roads are classified as rural or urban roadways, and further classified according to the function they serve in regard to providing access and mobility. A principal arterial, for example, provides for the mobility needs of drivers across long distances at higher speeds and typically provides for limited direct access to adjoining properties. Conversely, the function of a local street is to accommodate short travel distance trips at low speeds while accommodating direct property access.

The functional classification of roadways established for Gila County is presented in Figure 3., Transportation Plan. The roadway classifications listed below are discussed in further detail in the *Gila County Roadway Design Manual*.

**Table 3.1  
Roadway Classification**

<b>Roadway Classification</b>	<b>Right-of-Way (Min)</b>	<b>Primary Function</b>	<b>Access Control</b>
State Routes	Varies	Mobility	Very High
Urban Principal Arterial	140'	Mobility	High
Urban Major Arterial	110'	Mobility	High
Urban Collector	80'	Mobility/Access	Moderate
Urban Minor Collector	80'	Mobility/Access	Moderate
Urban Local	60'	Access	Low
Rural Major Arterial	110'	Mobility	High
Rural Arterial	110'	Mobility	High
Rural Collector	70'	Mobility/Access	Moderate
Rural Local	60' – 80'	Access	Low
Rural Very Low Volume Road	60'	Access	Low



### **State Routes**

The Arizona Department of Transportation (ADOT) is responsible for maintenance and construction of the State Route system in Arizona. The Central Arizona Association of Governments is the regional agency that coordinates regional transportation planning in Gila County.

### **Arterial Roads**

Roads in the network are classified as urban principal arterials, urban major arterials, rural major arterials, or rural arterials. Depending on the connections and the character of the adjacent land use, the patterns of use vary along the arterials. Arterial roadways usually provide regional continuity between communities. Urban arterials typically have four to six lanes and average traffic volumes of 7,000 – 20,000 vehicles per day. Rural arterials typically have two to four lanes and average traffic volumes of 3,000 – 15,000 vehicles per day.

### **Collector Roads**

Collector roads are divided into urban collectors, urban minor collectors, and rural collectors. Collector roads are designed as two lane roads with average volumes of 1,000 – 7,000 vehicles per day for urban areas and 1,000 – 5,000 vehicles per day for rural areas. Collector roads provide for traffic movements between arterial and local streets. Collector roads typically service residential/local streets; and relieve traffic within, adjacent to or between subdivisions.

### **Local Roads**

Urban local roads, rural local roads, and rural very low volume roads differ primarily by design characteristics and land use. All are designed to primarily serve local traffic, have only two lanes, and have average traffic volumes of less than 1,000 vehicles per day. The rural very low volume roads are designed for traffic volumes of less than 175 vehicles per day.

### **Transit**

An important element of the transportation system is encouraging development patterns that reduce the need for automobile travel through alternative modes and shortened trips. Providing public transit service for residents in rural communities is vital to their mobility and quality of life. Currently, residents in Gila County have limited transit services available. Transit is limited to human services trips and privately operated service. Program related service only provide trips for the elderly, disabled, and low income riders. Most of these systems operate like traditional dial-a-ride programs and do not provide assistance to everyone who may need it.



The County should participate in and encourage partnerships be developed among human service providers, major employers, and municipalities for developing transit services.

***Alternative Modes of Transportation***

Alternative modes of transportation should be strongly encouraged to play a larger role in the transportation system. The vast majority of trips are currently by automobile. Other modes for a balanced circulation system include bicycling, walking, and transit alternatives with efficient placement of future employment and services.

**Pedestrian**

With proper design and adequate facilities, walking can be a mode of travel for school, convenience shopping, recreation, social, and even work trips. Pedestrian facilities can be accommodated as enhancements with new roadways or maintenance. All new developments within urbanized areas will be required to construct sidewalks adjacent to the roadway, as per the *Gila County Roadway Design Standards Manual*. This will encourage development of a pedestrian system.

**Bicycles**

The County should continue to coordinate planning activities with communities and regional planning agencies for a bikeway system. Bicycle projects are funded under various TEA-21 programs administered by ADOT. New roadway construction of urban collector roadways should include bicycle facilities as presented in the *Gila County Roadway Design Standards Manual* to increase opportunities for those who choose to bicycle.

**Telecommuting**

With the arrival of advanced technology and socioeconomic changes, telecommuting is becoming a viable option for many employers and employees. Telecommuting allows employees to work at home on a personal computer while communicating to a central office by telephone, facsimile, or modem. Of course, this is dependent upon the type of work that an employee or employer is to perform. The transportation advantages of telecommuting are trip reduction, reduced single occupancy vehicle usage, and reduced roadway congestion. This also has the potential to contribute to improved air quality by the reduction of vehicles.

**Park and Ride Facilities**

In the urban areas, park and ride facilities are an important component to the success of the carpool/vanpool programs and transit ridership. As the County continues to grow, the demand for these facilities will increase, especially where they can support a growing public transportation network.

**Intelligent Transportation Systems**



Intelligent Transportation Systems (ITS) is a program of a broad range of diverse technologies. Authorized under the Intermodal Surface Transportation Efficiency Act (ISTEA), projects developed through the ITS program enhance transportation needs in the areas of safety, congestion management, traveler information, and incident identification. ITS can collect and transmit information on traffic conditions, alert travelers to hazards and delays, reroute traffic around delays, automatically collect tolls, automate dispatching, improve productivity through tracking systems, and provide route guidance. In Arizona, the application of ITS technologies has been a standard for over the past 15 years. Communications and long standing partnerships among all governmental agencies throughout the state have culminated in an integrated, interoperable transportation system.

Gila County in coordination with the Federal Highway Administration (FHWA), ADOT, CAAG, local governments, and private industry should investigate the use of ITS technology. With the major US 60 corridor that traverses through the County, providing ITS would enhance safety operations and improve communications for traveler information and incident identification.

### ***Regional Transportation Planning***

#### **Central Arizona Association of Governments (CAAG)**

##### **Regional Transportation Plan**

The Central Arizona Association of Governments has prepared a Regional Transportation Plan that identifies deficiencies along the regionally significant roadways, and recommends necessary improvements for CAAG’s short-term, mid-term, and long-term transportation improvement plans. The study years include 1998, 2003, 2008, and 2018. The Plan was completed April 24, 2000. The Regional Transportation Plan covers existing conditions, level-of-service and improvements, and identified transportation improvement projects in addition to corresponding funding sources for the study horizon years.

##### **Gila County**

Gila County is responsible for short-range, mid-range, and long-range transportation planning with the County-owned and maintained roadway network. The County is in the process of developing a Capital Improvement Plan to identify and prioritize all transportation improvement projects for County roads.

Gila County does not currently have any documented policies regarding roadway issues such as all-weather access standards, emergency access standards and issues, or policies regarding private roadways. To address this, the County has recently developed the *Gila County*



*Roadway Design Standards Manual* to standardize the construction of all new roadways and improvement for existing roadways under its jurisdiction, as well as to establish policies regarding roadway issues such as all-weather access standards, emergency access standards, etc.

Several regional transportation studies have been completed in Gila County, including the *Payson Area Transportation Study* and the *Globe-Miami Area Transportation Study*.

The *Payson Area Transportation Study* was completed in December 1999. This study involves identifying and effectively addressing all transportation related issues on regional, sub-regional, and local levels. The study included an inventory of existing conditions, and estimates of 2002, 2007, and 2020 future traffic volumes and operating conditions. The Transportation Study also identified the key transportation issues of the community, including transit plan elements, non-motorized circulation. The report concluded with an implementation program and recommended policies and guidelines.

The *Globe-Miami Area Transportation Study* was completed in June 1998. The transportation plan meets the requirements for programming, prioritization, and funding of highway projects within the Globe-Miami area. The study developed an inventory of existing conditions, estimates of 2017 future traffic volumes. Also, the study addressed several special transportation issues. Funding sources for transportation projects, prioritized list of projects and an implementation plan is recommended.



**Figure 3**  
**Gila County Transportation Plan**

(Insert Transportation Plan)



### 3.F IMPLEMENTATION PROGRAM

**Table 3.2, *Transportation Implementation Program*** outlines the implementation items, responsible party, timeline for initiation and potential funding sources for the tasks that have been identified as being necessary to implement the goals, objectives and policies in the Transportation Element of the Comprehensive Plan. The following definitions define the table headings:

**Implementation Item:** Lists the action necessary to carry out the Transportation Element of the Comprehensive Plan.

**Responsible Party:** Identifies the County agency or department responsible for accomplishing the particular item.

**Targeted Timeframe:** Identifies the targeted timeframe for the initiation of the Implementation Item.

**Potential Funding Source:** Identifies the potential funding source or other required resource to carry out the Implementation Item.



**TABLE 3.2**  
**Transportation Implementation Program**

(Insert Table here)



## 4. COMMUNITY FACILITIES ELEMENT

### 4.A INTRODUCTION

Community facilities and services are important in assuring a high quality of life for Gila County residents and visitors. Inclusion of the Community Facilities Element in the Gila County Comprehensive Plan is intended to integrate the planning of community facilities into the development process, and help to assure that adequate consideration is given to the provision of necessary services and facilities by new development.

Community facilities and services are typically provided by governmental or quasi-governmental agencies but may also include for-profit utilities and service providers. In Gila County, the primary community facility providers include the school districts (elementary, high school and college), fire districts, public and private water and wastewater companies, parks and recreation districts and library districts. Gila County provides law enforcement services, including jail and court facilities, solid waste disposal facilities and public health care programs.

A primary challenge to the provision of traditional community-level utilities and services in Gila County results from the county's dispersed pattern of development and the number of isolated tracts of private land, often entirely surrounded by federal public land. This type of land ownership pattern makes the efficient delivery of services difficult at best. Gila County is a large, predominantly rural county with a topographic profile that constrains the ability to develop traditional urban utility systems and increases the cost and difficulty of providing non-utility services. The substantial distances between developed community areas and isolated private land holdings often make the development of community utility systems difficult, impractical or economically unfeasible.

These conditions, combined with limited county revenues to support service level increases, highlight the need to integrate the planning of community facilities with the planning of future development.

### 4.B PURPOSE AND INTENT

The Community Facilities Element of the Gila County Comprehensive Plan is intended to ensure that adequate community facilities are planned and provided commensurate with the growth and development of the county. The Community Facilities Element outlines the basic issues surrounding the delivery of community services and sets forth a series of goals, objectives and policies that should be incorporated into the review of development proposals.



#### 4.C COMMUNITY FACILITY ISSUES AND VALUES

##### Community Facility Values:

The following community facility-related values were identified by county residents during the process to prepare the comprehensive plan:

- Limited role of government
- Local control of local service and facility issues

##### Community Facility Issues:

The following community facility-related issues were identified by county residents during the process to prepare the comprehensive plan:

- Potential negative impacts due to excessive use of individual septic systems
- Adequacy and reliability of water supply to residents
- Adequacy and response timing of fire and medical emergency services
- Adequacy and response timing of law enforcement services
- Lack of capacity of existing jail facilities
- Travel distances required to access governmental offices and functions
- Lack of automated and remote service options
- Lack of funding for service expansion and lack of service coordination



#### 4.D COMMUNITY SERVICES AND FACILITIES PLAN

The 2000 census reported the population of Gila County to be approximately 51,335 persons. This represents an overall population increase of approximately twenty-two (22%) percent, or approximately 11,120 persons, from 1990. Population projections based upon historical growth rates predict that the overall population of Gila County will approach 69,000 persons in the year 2010. This is an estimated population increase of approximately 17,650 persons. The projected growth of the county population over the next ten years will result in the need to increase community service levels to avoid a reduction in the overall levels of service provided to county residents.

##### County Operated Community Services

###### Law Enforcement

The Gila County Sheriff's Office (GCSO) provides law enforcement and jail services for the unincorporated areas of Gila County. Additionally, the GCSO provides law enforcement support services within the national forests on a contract basis and provides various contract services to the incorporated communities of Hayden, Winkelman, Globe and Miami. The GCSO currently has approximately 44 sworn deputy positions with additional jail and administrative support positions. Volunteer Search and Rescue and deputy support personnel provide assistance to full-time staff. The target staffing level for the GCSO is one sworn deputy per 1,000 permanent county residents. Current staffing levels fall short of the target staffing level. Based upon 2000 Census data, an additional 9-10 sworn deputy and accompanying support positions would be required to achieve the target staffing level. In addition to target staffing levels, additional service level considerations, to include service response times and jail capacity, generally exceed department target levels.

Utilizing the historical ten-year growth rate for the incorporated and unincorporated areas of the county, it can be expected that the GCSO will require an additional 47 sworn officer positions and accompanying support staff, equipment and facilities by the year 2012. Additional facilities should be programmed to provide an adequate level of law enforcement service to county residents. In addition to the projected need for additional law enforcement personnel, a substantial increase in jail capacity and corrections personnel can also be expected.

###### Solid Waste

The Gila County Solid Waste Department provides facilities for the disposal and transfer of solid waste materials in Gila County. The Gila County Solid Waste Department is part of the Public Works Department and is operated through the collection of user fees. Gila County currently operates two active solid waste landfill facilities and five waste transfer stations. The two operational landfills are the Buckhead Mesa facility and the Russell Gulch facility. The five waste transfer stations are the Christopher Creek, Gisela, Roosevelt, Tonto Basin and Young transfer stations. In an effort to accommodate planned growth and to offset



declining capacity in existing facilities, the Solid Waste Department is currently studying the available options for the expansion of existing facilities or the development of new facilities. It can be expected that the need for solid waste disposal capacity will increase commensurate with increasing population projections.

##### Other Services

In addition to providing law enforcement and solid waste services, Gila County provides health care and community college services to county residents. It can be expected that like the projected increase in the service requirements for law enforcement and solid waste services, these services will also see an increase in demand. This increase in demand will ultimately result in the need to devote increased resources to maintain or enhance service levels.

##### **Non-County Provided Community Services**

##### Water and Wastewater Services

Water and wastewater services in the county are provided by private companies, quasi-governmental improvement and service districts or are accomplished through individual well and septic facilities. Because operators other than the county provide water and wastewater services, the county's ability to regulate development based upon service levels is limited. Nevertheless, the county should review its existing policies and requirements for proof of service and service adequacy to make sure that development requirements are at the levels necessary to protect the public health, safety and welfare. Such a review should also address the adequacy of the county's water supply and the protection of the public health based upon the proliferation of individual septic systems.



4.E GOALS, OBJECTIVES AND POLICIES

The following statements define the functional relevancy of the various statements that will form the basis for the county’s review and evaluation of future development proposals.

**Goal:** A “Goal” is defined as the end that one strives to achieve. It is a purpose or aim that is sought to be accomplished. A Goal is the condition that represents the expression of the citizen’s Issues.

**Objective:** An “Objective” is a statement of short-term action. Objectives should be achievable and if pursued and accomplished in conjunction with other Objectives, will ultimately result in the attainment of the Goal to which it relates.

**Policy:** A “Policy” is a specific statement of action that can guide the decision-making process to achieve the realization of the Goal and Objective to which it relates. Policies assist elected and appointed officials to make informed decisions related to land use, circulation and public facilities.

The following public facility goals, objectives and policies provide a basis for evaluating development proposals and other public facility-related activities in Gila County.

**Goal 1:**            **Goal 6: A functional public facilities program that can provide a high level of service to existing and future residents.**

*Objective 6.0: Ensure adequate public facilities for full-time and seasonal residents.*

Policy 6.0a:        The County shall explore available options that would allow the County to take a more active role in the establishment, over-sight and coordination of private emergency services and utility services.

Policy 6.0b:        The County shall coordinate with local utility service providers to assure appropriate utilities are available concurrent with new development.

Policy 6.0c:        The County shall require that proposed development will not significantly impact existing County public facilities and services.



Policy 6.0d: The County shall coordinate with and require that utility providers site new utility infrastructure in locations that provide the highest level of public benefit with the least visual, environmental or land use impacts.

Policy 6.0e: The County shall encourage new development in areas that are in close proximity to existing communities to utilize existing public or private utilities where possible.

Policy 6.0f: The County shall strongly discourage developments with lots that are less than one acre in size where utilities are not available and are not planned to be provided.

*Objective 6.1: Provide an efficient, responsive and high-quality law enforcement service.*

Policy 6.1a: The County shall require new subdivision and non-residential development to work with the County Sheriff's Department to discuss adequacy of law enforcement services prior to making a formal application for development.

Policy 6.1b: The County shall work with local emergency service organizations to address the adequacy of emergency vehicle access to all development within the County.

Policy 6.1c: The County shall work to ensure that private roadways and roadways within easements are constructed and maintained to standards for adequate emergency vehicle, school bus and two wheel drive passenger vehicle access.

*Objective 6.2: Provide functional, accessible, clean and environmentally appropriate solid waste transfer and disposal facilities and services.*

Policy 6.2a: The County shall locate solid waste disposal sites and waste transfer stations in locations that are screened from public view.

Policy 6.2b: The County shall provide adequate screening of existing and future solid waste facilities, where practical, and shall comply with all state closure and aquifer protection requirements.



#### 4. PLAN ELEMENTS: COMMUNITY FACILITIES

---

Policy 6.2c: The County shall discourage residential development in close proximity to solid waste disposal facilities and transfer stations.

Policy 6.2d: The County shall maintain a countywide solid waste management plan that is responsive to the goals, objectives and policies of the Comprehensive Plan.



#### 4.F IMPLEMENTATION PROGRAM

**Table 4.1**, *Community Facilities Implementation Program* outlines the implementation item, responsible party, timeline for initiation and potential funding sources for the tasks that have been identified as being necessary to implement the goals, objectives and policies in the Community Facilities Element of the Gila County Comprehensive Plan. The following definitions define the table headings:

- Implementation Item:** Lists the action necessary to carry out the Community Facility Element of the comprehensive plan.
- Responsible Party:** Identifies the county agency or department responsible for accomplishing the particular item.
- Targeted Timeframe:** Identifies the targeted timeframe for the initiation of the implementation item.
- Potential Funding Source:** Identifies the potential funding source or other required resource to carry out the implementation item.



**TABLE 4.1**  
**Community Facilities Implementation Program**



## 5. PLAN ADMINISTRATION

The Gila County Comprehensive Plan functions as the foundation or “blue-print” for the development of the county based upon the integration of land use, transportation and public service considerations in the decision making process. This Chapter establishes the guidelines for the use, amendment and update of the plan and provides information regarding the process and requirements for each.

### 5.A PLAN AMENDMENTS

The comprehensive plan is the expression of the shared vision of county residents and elected officials. The success of the plan should be measured in the steady progression towards the attainment of the plan’s overall vision and goals. Occasionally, attainment of the overall vision and goals requires flexibility and the ability to respond to unforeseen opportunities and changing conditions. The plan is intended to be flexible and responsive to changing visions, conditions and development opportunities in the county. Changes to the plan should not be undertaken haphazardly or without careful consideration, however, and should be based on sound information and accurate technical data. Amendments to the plan should only occur after the careful review and evaluation of the request and the finding of fact in support of the proposed amendment. Requests for amendment of the plan shall conform to all statutory requirements related to the administration and use of the comprehensive plan.

Gila County, a private individual, land owner or agency, may initiate amendments to the Gila County Comprehensive Plan in accordance with the requirements set forth by state statutes and Gila County. Amendments to the comprehensive plan include both text and Land Use Plan (map) and Transportation Plan (map) amendments. Text amendments amend or modify the text of the adopted comprehensive plan by adding, deleting or modifying portions thereof. Map amendments amend or modify the adopted Land Use or Transportation Plans.

#### A. Minor/Major Comprehensive Plan Amendment Criteria

All requests to amend text or maps in the Gila County Comprehensive Plan shall be minor amendments, except for requests that meet the major amendment criteria listed below. Minor amendment requests may be received and scheduled for public hearing at any time throughout the calendar year. Scrivener’s errors and typographical errors are neither minor nor major amendments and can be made administratively at the discretion of the Gila County Community Development Director as specified in Section 5.C.B of this Chapter.

Major amendments would result in the substantial alteration of the county’s land use mixture or balance within the affected area of the county. The criteria below identify proposals that are considered major amendments. Major amendments shall be processed pursuant to ARS 11-806.H and ARS 11-824.C. Major amendment requests shall be accepted by the Planning and Development Department from January through July. All major amendment requests



shall be presented to the Board of Supervisors at a single public hearing in the calendar year the request is submitted.

1. Land Use Plan or Transportation Plan (Map) – Major Amendment Criteria:
  1. A request to change more than 640 acres of any Residential Category to a Non-Residential Category, except the Resource Conservation Category.
  2. A request to change more than 640 acres of Residential Categories with a density of 1.0 du/ac or less to Residential Categories more dense than 1.0 du/ac.
  3. A request to change more than 640 acres of Residential Categories with a density of 5.0 du/ac or less to Residential Categories more dense than 5.0 du/ac.
  4. Any request for parcels of land with a combined total area of over 640 acres, except requests to change to a Resource Conservation Category.
  5. A request to change more than 640 acres of a Non-Residential Category to another Non-Residential Category, except the Resource Conservation Category.
  6. A request to change the classification of a non-arterial street to an arterial street or from an arterial street to a non-arterial street.
  
2. Text – Major Amendment Criteria:
  1. Increasing the density standard of any Residential Category.
  2. Increasing the intensity standard of any Non-Residential Category.
  3. Any request to substantively alter the intent or application of a policy.
  4. Any other request that substantively alters the intent or application of a provision in the Plan, as determined by the Gila County Community Development Director.

B. Comprehensive Plan Amendments – Applicant Posting and Public Meeting Responsibilities

All applicants that request a major or minor amendment to the Gila County Comprehensive Plan for property generally within two miles (or more if directed at the discretion of the Gila County Community Development Director) of a Community Land Use Plan area shall be required to hold a public meeting in that Community Land Use Plan area at least two weeks before the public hearing at which the Planning Commission is scheduled to consider the request. Applicants shall provide notification of the public meeting by posting large signs on the parcel for which the amendment is requested within 10 feet of each adjacent public right-of-way that fronts the parcel or the closest public right-of-way that fronts the property. Such sign(s) shall identify the date, time and location of the public meeting. Sign(s) shall be erected on the site at least two weeks before the date of public meeting. Applicants shall also notify in writing Planning Agency staff of the date, time and location of the public meeting at least two weeks prior to such meeting.



## 5.B PLAN UPDATES

To assure that the Gila County Comprehensive Plan remains a useful tool that reflects the shared vision, goals and objectives of the county and its residents, it may become necessary to periodically update the plan. In addition to state statutory requirements, which require that the comprehensive plan be updated and/or readopted every ten (10) years, the Board of Supervisors and Planning and Zoning Commission should seek to review the plan on a bi-annual basis to identify any necessary plan updates. Such periodic updates should be initiated by the county staff at the direction of the Board of Supervisors and may be accomplished at any point within the year in accordance with the provisions of all applicable state statutes. Such update may be comprised of a report by county planning staff on the working status and implementation of the plan and any issues that have been identified in the utilization of the plan following the last update.

## 5.C PLAN ADMINISTRATION

### A. Determination of Boundaries

Where uncertainty exists as to the boundaries of a plan designation(s), the following rules shall apply:

1. Boundaries indicated as approximately following center lines of streets, highways or transportation routes shall be so construed;
2. Boundaries indicated as approximately following property lines or recognized boundary lines shall be so construed;
3. Boundary lines indicated as approximately following city limits, federally recognized reservation boundaries, national forest boundaries or other recognized land or ownership boundaries or jurisdictional delineations shall be so construed;
4. Boundary lines indicated as approximately following physical boundaries such as a ridgeline, river, lake or similar physical boundary shall be so construed;

In those situations where there remains uncertainty in the determination of a boundary, the Planning and Development Department Director, or their designee, shall determine the intent or application of the portion of the plan in question.

### B. Correction of Errors or Omissions and Interpretations

From time to time it may become necessary to correct scrivener's errors, typographical errors or omissions within the comprehensive plan. When such errors have been identified, the following rules of correction shall apply:



Correction of Errors:

1. The Gila County Community Development Director, or their designated representative, may direct the correction of such errors or omissions in the official plan or plan maps so long as the correction(s) shall not have the effect of amending the meaning or intent of the plan and does not change a land use category or a designation of a specific land use category on the Land Use Plan.
2. Upon the direction of the correction of an error or omission in the plan, the Gila County Community Development Director, or their designated representative, shall prepare a notice to the Planning and Zoning Commission outlining those items that have been changed.

Interpretations:

1. In those situations where the intent or meaning of a portion of the plan is unknown, the Gila County Community Development Director, or their designated representative, may establish the intent or meaning of the portion of the plan in question.
2. In those situations where the party petitioning the county for an interpretation does not agree with the determination of the Gila County Community Development Director, or their designated representative, the determination of interpretation by the Director shall be forwarded to the Planning and Zoning Commission for review. The Planning and Zoning Commission may concur, overrule or provide a revised interpretation of the disputed interpretation. Decisions and interpretations of the Planning and Zoning Commission may subsequently be appealed to the Board of Supervisors who may in-turn concur, overrule or provide a revised interpretation of the disputed interpretation. All decisions of the Board of Supervisors shall be final.