

CITY OF WILLIAMS PLANNING & ZONING (P&Z) COMMISSION

REGULAR MEETING
SEPTEMBER 21, 2023
5:00 P.M.



CITY COUNCIL CHAMBERS
113 S. FIRST STREET
WILLIAMS, ARIZONA

AGENDA

PURSUANT TO A.R.S. #38-431.02, NOTICE IS HEREBY GIVEN TO THE MEMBERS OF THE PLANNING AND ZONING COMMISSION AND THE GENERAL PUBLIC THAT THE COMMISSION WILL HOLD A MEETING OPEN TO THE PUBLIC **THURSDAY, SEPTEMBER 21, 2023, AT 5:00 P.M.** IN THE CITY COUNCIL CHAMBERS, 113 S. FIRST STREET, WILLIAMS ARIZONA.:

I. PROCEDURES

- A. Call to Order
- B. Pledge of Allegiance
- C. Roll Call

_____ Chairman Massey
_____ Vice-Chair Brutvan
_____ Commissioner Glen
_____ Commissioner Hastings

_____ Commissioner Mason
_____ Commissioner Moede
_____ Commissioner Leslie

- D. Adoption of Agenda

- A. Approval of Minutes: August 17, 2023 Minutes

II. GENERAL PLAN – FINAL DRAFT

Discuss, approve and recommend to council the Final Draft of the General Plan.

III. ADJOURN

Certification of Posting

The undersigned hereby certifies that a copy of this notice was duly posted at Williams City Hall interior board and exterior board in accordance with the statement filed by the City Council with the City Clerk.

Date: _____ Time: _____ By: _____
Sue Bennett, Deputy City Clerk



City of Williams General Plan 2023

Adopted November 9, 2023

Prepared for the City by: City Staff

Acknowledge

Council

Mayor Don Dent

Vice Mayor Frank McNelly

Councilmen

Michelle Campbell
Mike Cowen

Craig Fritsinger
Lee Payne

Ken Edes

Planning & Zoning Commission

Chairman Brad Massey

Vice Chairman Barbara Brutvan

Commissioners

Michael Hastings
Larry Leslie Marvin Mason
Kerry-Lynn Moede

City Staff

City Manager Tim Pettit
Joanna Dahm Executive Assistant/Planning Department
Aaron Anderson Public Works Director
Stacy Foss Building and Planning Department

Consultant Staff

Woodson (Arduora) Engineering, Pat Carpenter-A Quality Water, Carollo,
Elliott D. Pollick & Company, PSRG

Table of Contents

I.	Introduction.....
A.	How to Use This Plan.....
B.	Planning Perspective
	<i>Williams/Coconino County Context Map.....</i>
C.	Planning Vision
D.	General Plan Principles
II.	Plan Elements.....
A.	Land Use
	<i>Land Use Plan Map.....</i>
	<i>Main Street Area Map.....</i>
B.	Circulation Element.....
	<i>Circulation Plan Map.....</i>
C.	Water Resources.....
D.	Costs of Development.....
E.	Growth Areas
	<i>Growth Areas Map.....</i>
F.	Open Space.....
G.	Environmental Planning.....
III.	Implementation Program.....
A.	General Plan Amendment
B.	Phased Implementation Actions.....
	Short-Term Implementation Phase Chart.....
	Mid-Term Implementation Phase Chart.....
	Longer Term Implementation Phases Chart.....
C.	Land Use Decision Keys

I. INTRODUCTION

This Williams General Plan Update revisits the City's planning goals adopted in 2013. It acknowledges accomplishments that have been made over the past decade. Many civic aspirations mentioned then are progressing; others remain to be fulfilled or are no longer regarded as necessary. Some of the same issues, constraints and opportunities cited in 2013 still need to be addressed: kick-starting economic development, improving housing choices, and making better use of prime properties. Recent changes brought by new businesses, improved water and wastewater management, and added tourist attractions will now be factored into Williams' future planning.

A General Plan, officially adopted by local government as required by state law, provides policy guidance to coordinate private and public actions for achieving community planning success. It serves as an overview to focus on established community priorities in decisions made by City Council, the Planning and Zoning Commission and other appointed, advisory boards. The Plan is also a valuable reference for use by residents, business people, landowners and developers.

Principles stated in the document aren't limited to the City's municipal boundaries. They consider Williams' broader geographical context. That is, neighboring private lands and the National Forest, as well as more distant areas (e.g., much of Coconino County, the Grand Canyon, Flagstaff, and Ash Fork) are affected by, and often influence, what happens in Williams.

Similarly, the strategies incorporated as Action Steps in the Implementation Program (see: Part III) are intended, first, as ways to improve Williams; but, also, as contributions toward the success of the greater area. As the Grand Canyon Gateway, tourist-serving conveniences in Williams benefit the entire Northern Arizona economy.

Interrelated purposes were addressed during the updating process: streamlining the City's approach to growth management; recognizing changes of conditions; and applying the spirit of Arizona's Growing Smarter legislation to improve Williams' competitive advantage in the region and State.

A. HOW TO USE THIS PLAN

The General Plan is not meant to be read at one sitting. It expresses broad policy covering multiple City planning aspects: criteria for preservation and growth, aspirations for community excellence, recognition of private property rights and methods to encourage public/private cooperation.

1. Community Direction

The document starts with a wide perspective of Williams' past and its existing physical conditions. Users of the Plan will note, by looking at the Table of Contents, that it is organized to focus municipal planning directions by moving through assessments of current community status in this Introduction section, into specific subject areas, the General Plan Elements, collecting recommendations from each subject area into Implementation's more specific Action Plan steps. Common threads, from start to finish, are the citizen-established planning goals and visions that steer the General Plan.

In accord with statutory requirements, the Williams General Plan offers advice regarding use and development on lands beyond the City limits, in unincorporated County areas. The City has requested input from Coconino County, the Northern Arizona Council of Governments (NACOG), US Forest Service, and Williams School District and State agencies. Their support is appreciated for Williams' commitment to quality development that resists urban growth only for the sake of growth and insists on orderly, compatible and cost-beneficial planning.

Serving as a guidebook, the General Plan is primarily a reference work. Residents may cite its principles pertaining to land use, transportation and many other topics as assurance for neighborhood preservation. Landowners and developers can look to the document to determine appropriate projects for their properties. City officials -- Council, Planning and Zoning Commission, other advisory bodies and staff -- should confidently rely on the General Plan as they conduct their determinations on the variety of proposals they are called upon to evaluate.

The Plan expands on the publicly expressed vision for Williams' future and enumerated goals/objectives under each Plan component. These preferences are interrelated, to be applied

comprehensively in public and private decision-making. Users are cautioned not to rely on Plan excerpts out of context; but, instead, are encouraged to consider all of the Williams General Plan subject matter as a whole.

2. *Plan Purpose*

The General Plan's principal purpose, therefore, is an expression of citizen preferences for their community -- including the affected sub-region beyond the municipal boundaries. It is a statement of City policy with long term perspective.

The Plan is more than a land use diagram; it is a narrative blueprint -- in words and graphics -- for maintaining and improving quality of life. It is not a zoning map. Generalized land uses are identified, but are not necessarily representations of current zoning. The Land Use Map (see: p.16) illustrates existing development in built-up portions of the City. It also indicates potential locations for compatible, future development -- commerce, housing, employment -- to reflect the community's preference for new growth, improved circulation and economic development. If landowners wish to take advantage of those suggested land use opportunities, they would be required to complete a formal rezoning process -- because Plan recommendations are to serve the whole public rather than confer special benefits on individual properties.

3. *Continuing Refinement*

Williams' planning philosophies will gain added dimension as the General Plan is applied in day-to-day practice. By usage, the document becomes familiar to City leaders, staff, citizens and property owners. Through interpretation of planning policies, common understandings are verified -- or the necessity for revision is identified.

Plan progress should be monitored on a continuing basis. Implementation strategies rely on citizens taking part in evaluating success or making adjustments in the City's planning priorities. Persons wishing to observe the General Plan in practice (and, possibly, to get involved in its refinement) should attend Planning and Zoning Commission and/or City Council meetings when development proposals, goals assessments or General Plan Amendments are on the agenda.

B. WILLIAMS PUBLIC PERSPECTIVE

Community planning combines appreciation of the past with evaluation of present conditions and projections for how the municipality can best develop for a sound, sustaining future.

1. Historical Overview

Before the Williams town site was founded, Native Americans, fur trappers, and, later on, cattle ranchers frequented the area. The City of Williams, named after the famous mountain man William "Bill" Sherley Williams, was established by Prescott businessman, C.T. Rodgers in 1880, who purchased land at the base of Bill Williams Mountain in anticipation of the arrival of the transcontinental railroad. The railroad, a key factor to the development of the community, arrived in 1882 with the completion of the Atlantic and Pacific Railroads.

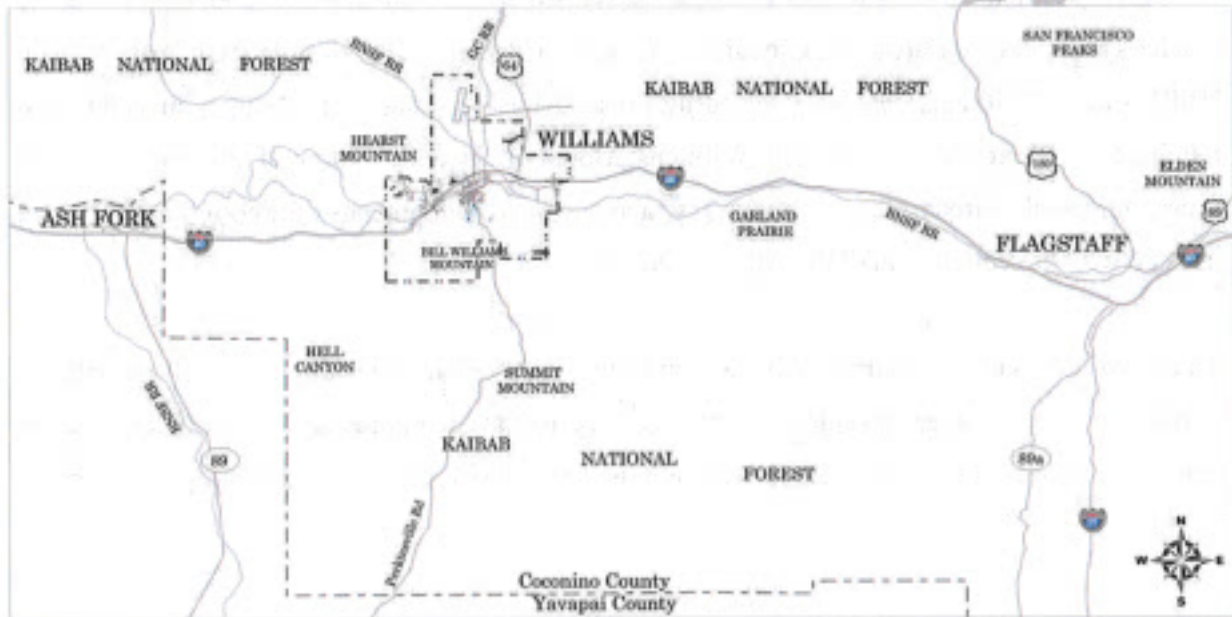
The town was built on a strong livestock industry, supplemented by three sawmill operations, during the early decades of settlement. The first municipal incorporation attempt in 1895 failed due to a court ruling the effort illegal. After a large fire in 1901, citizens successfully incorporated Williams.

The scenic railway to the Grand Canyon was completed in 1901, beginning the shift to a tourist economy that is still dominant in Williams today. Kaibab National Forest, headquartered in the City, was established in 1910. U.S. Route 66 was completed in 1928 to replace the National Old Trails Highway through the City. It fostered growth in tourism that continued until World War II. The war years brought new opportunities with the Navajo Ordinance Depot and military-related rail shipments creating employment for local residents.

After the war, automobile leisure travel brought a boom in tourist support services, such as motels, gas stations and restaurants. Skiing came to town in 1946 with the creation of ski runs on Bill Williams Mountain, expanding the visitor attraction seasons.

Changes in transportation have made the largest impact on the City. With the decline in rail passenger service as passenger car travel increased, the business climate in Williams rapidly changed to accommodate these new visitors. With car access to the Grand Canyon, even the scenic

railroad saw ridership decline to the point that it was discontinued for more than twenty years (1969-89). Another shift in the tourism economy occurred when the Main Street Area was bypassed in 1984 with the completion of Interstate 40, by routing traffic north of downtown. However, automobile congestion in the Grand Canyon area inspired the revival of rail service from Williams to the Canyon in 1989. Carrying 300,000 passengers annually, the railway brings tourists into the heart of the City.



Williams/Coconino County Context Map

0 1 2 3 4 5
Scale in Miles

Throughout its history, the City and its citizens have adapted to changing conditions and new opportunities. Understanding and learning from the past provides guidance as Williams moves into the future.

2. Background Information

Brief factual summaries provide general information relevant to the Plan and its Elements:

Climate -- Williams' seasons feature mild summers (July average high 81.9 degrees), and cool winters (January average high 42.2). The City averages 22 inches of rain annually, but up to 30

inches of moisture per year is received on higher portions of Bill Williams Mountain. Snow melt (typically, less than 70 inches of snow; up to 200 inches in rare years) is a key source of water for the municipality. Williams experiences 161 clear sky days, 104 partly cloudy days and about 100 days of cloudy skies. Winds average 6.4 miles per hour, tending from a south/southwesterly direction.

Topography -- The City slopes downward from an elevation of 7,200 feet on the north side of Bill Williams Mountain to near 6,600 feet at the City limits. Major peaks include Bill Williams Mountain at 9,256 feet to the south, High School Hill at 7,698 feet to the east and Three Sisters to the west at 7,643 feet. Most of the steep slopes inside the City limits are in the Kaibab National Forest. Flat areas suitable for development are north of Interstate 40, in the Cataract Creek, Garland Prairie Road South of I40; to the BNSF right of ways and the existing urbanized areas of Williams.

Soils -- The soils in and around the City are predominantly volcanic deposits to 50-300 foot depths that overlay several thousand feet of sedimentary rock.

Hydrology -- The Williams area is drained by Cataract Creek, Dogtown Wash and West Cataract Creek, all flowing north toward the Grand Canyon. According to the Federal Emergency Management Agency (FEMA), there is a large amount of land subject to a flood risk. Due to the depth of the water table, about 3,000 feet below the surface, the City is no longer totally dependent on surface water collection for its water supply, due to deep well exploration and development.

Environmental Conditions -- The area around the City is primarily open grassland in the flat lowlands, with woodland areas covering the surrounding foothills and mountains. Timber types in the vicinity include: ponderosa pine, aspen and some mixed conifer. These forests, managed by the U.S. Forest Service, offer opportunities for recreation and eco-tourism.

Pollution concerns in the Williams area, according to the Arizona Department of Environmental Quality, are noise, chemical pollution and, during six months of the year, smoke from wood-burning fireplaces. Noise sources are primarily from the Santa Fe Railroad, Interstate 40, Williams Municipal Airport, and the Grand Canyon Railway. Chemical pollution typically is from leaky

gasoline storage tanks as well as sites owned by the Santa Fe Railroad.

Utilities -- Electric power is provided on a City-owned distribution system operated under contract by Arizona Public Service Company. Natural gas is available throughout most of the City from Unisource Energy Services. Century Link and Telcom West provides the area with telecommunications. Water, sewer, and trash removal services are all provided by the City of Williams. Internet can be accessed through a number of available providers.

3. Northern Arizona Character

Williams' planning policies accentuate its regional role as Gateway to the Grand Canyon®. The City's strategic Canyon access (motorists' principal entry via State Route 64 from Interstate 40 and Grand Canyon Railway's departure point in the center of town) assures its continued key role in Northern Arizona's tourism economy. Community heritage is evident in historic buildings, year-round events with Mountain Men or Route 66 nostalgia and relaxed, small town friendliness.

The City offers a distinct image with its tourism attractions including Grand Canyon Railway, Bearizona, Elephant Rocks Golf Course, and the newly developed Canyon Coaster Park. In addition, the City offers unique shopping, restaurants and lodging facilities. The City is surrounded by forested mountains and open space, which grants access to a wide range of recreational opportunities.

Coconino County's Comprehensive Plan, adopted December 2015 (with Energy Element added in 2012), recognizes City of Williams municipal planning aims. County and local plan policies are complementary, stressing well-managed, selective growth with emphasis on conservation of the region's natural resources. Economic development that takes advantage of area's quality of life assets is a common priority.

4. Emergency Response

The Williams Fire Department is a highly professional organization. For the past 102 years the department has operated as a fully volunteer department. As of 2023, the City has proceeded in the direction of a paid Fire Department made up of a full-time fire chief, fire inspector and up to

30 volunteer firefighters that respond out of two strategically placed fire stations. The department has established the following 10 year plan:

- 3 year- 3 paid Firefighters/EMT's
- 5 year- 5 paid Firefighters/EMT's
- 10 year- 24/7 full response Fire Department with 10-12 paid Firefighters/EMT's

The Williams Fire Department provides all hazard response to the citizens and visitors in the area. Fire personnel are committed to the protection of lives, property, and the environment through preparedness, prevention, public education, and emergency response with an emphasis on quality services, efficiency, effectiveness, and safety through quality training, community involvement, and partnerships. The city is aggressively trying to secure contracted ambulance services.

(A) Environmental Planning Element

Preservation of open space within the City to protect this unique landscape is very important to the community. The proximity of the City to the thousands of acres in the Kaibab National Forest creates a wildland/urban interface. The complexity of this environment demands careful planning to avoid serious environmental degradation in the future and to mitigate the potential for wildfire damage to neighborhoods. To this end Williams adopted a Wildland/Urban Interface Code to better address fire protection standards. Williams continues to work in cooperation with Kaibab National Forest and Coconino County to reduce the severity of the fire danger within this interface. The Williams Fire Department continues to promote local neighborhood safety and identify high risk areas of the community, urging those areas to consider achieving the Firewise designation. Additionally, Williams Fire Department is consistently assessing our strategic goals and objectives to maximize emergency service delivery to our citizens.

C. PLANNING VISION

This General Plan is community-driven. Participating residents and business people attending the General Plan Update workshops helped compose a vision statement for Williams' planned future. Citizen-expressed values for their community in the next generation are summarized:

WILLIAMS PLANNING VISION STATEMENT

The people of Williams welcome others to share the rich history and scenic natural environment that we hold dear. By showing respect for the City's distinctive, hospitable character, our general plan endeavors to strengthen an established heritage while inviting compatible economic development in new and existing businesses. The tourism base as Gateway to the Grand Canyon®, should be broadened through boosting the local economy with educational excellence, job creation and adding quality, affordable housing.

Selective growth is intended to maintain our friendly, small town image. Residents want their community to stand for the best in Northern Arizona: wholesome family living, a skilled work force, successful businesses, and four seasons of outdoor activity for all to enjoy.

D. GENERAL PLAN PRINCIPLES

The City of Williams General Plan incorporates fundamental assumptions to guide planning policy. Some basic planning principles include:

Sound economic development initiatives address business retention, housing and educational opportunities as well as job creation and municipal revenue generation.

The City strives for positive growth that maintains a skilled workforce that will secure well-paying employment, increasing household incomes. Affordable housing supports a strong local economy.

The City's status as a Gateway Community requires maintaining our current image. As we are becoming a destination

As we become a destination, our tourism revenue depends on a variety of factors: activities, events, shopping variety, community appearance and a welcoming atmosphere.

Water resource management is key to community sustainability and growth.

The continuing adequacy of water supply must be assured for existing residences and businesses as well as meeting new developments' demand for water.

Main Street image constitutes a significant civic asset.

Williams' well-preserved, active core area is a focus of pride for local citizens as much as it attracts visitors and future residents.

II. GENERAL PLAN ELEMENTS

Elements are the primary subject areas identified to be covered in General Plans according to the Arizona Statutes. Comprehensive municipal planning considers many interrelated factors that contribute to a community's physical make-up. Various land uses (including homes, businesses, utilities, schools, parks and other public or private facilities), together with transportation, municipal service systems, and natural resources, form the City and its greater planning area. The Elements constitute a policy framework for sustaining and improving Williams.

The following Elements are addressed: Land Use, Circulation, Water Resources, Costs of Development, Growth Areas, Open Space and Environmental Planning. These seven basic components are organized in similar format. First, there is the Element's introductory purpose statement, followed by highlighted Goals established by citizens -- each with Objectives that could lead to accomplishing those major aims. Then there is an assessment of existing conditions with sets of specific recommendations that are later (see: Section III, General Plan Implementation Program) translated into proposed action steps.

The community has indicated that, although all Elements are important, Land Use and Growth Areas will set the tone for Williams General Plan Update success. These two subjects should make it clear that the City intends to keep its options open to invite new investment.

A. LAND USE ELEMENT

This Element describes desired types of development. Proposed future land use in Williams is

meant to encourage the City's economic development. Major themes for improving growth are:

1) Business expansion; 2) Maintain tourism attraction; and 3) residential opportunities to support job creation. The Element's overriding goal is to attain a balance among commerce, employment, and housing.

1. NEW LAND USE INITIATIVES

Goals and objectives emphasize the community's preferences for new and expanded directions for utilizing the City's land resource.

Enhance appearance and visibility of I-40 and Gateway business uses.

- Promote revenue-producing commercial enterprises.
- Project a welcoming "all seasons" image for visitors.
- Continue Main Street Area revitalization with tourist enhancements.
- Attract business diversity, Technical and skilled industries, along with shopping variety and hospitality industry.

Seek out innovative ways to create and retain local jobs.

- Encourage light industry (e.g., forest products).
- Encourage technical and artisan trades

Provide additional workforce housing.

- Establish target locations for multi-family housing such as Garland Prairie and Cataract Lake Road.
- Consider density bonuses for planned residential developments.
- Accept construction techniques that reduce homebuilding costs.

Selective additions to the community's development pattern are meant to improve living quality so that Williams becomes better, not just bigger. Desired quality growth includes strategically-located commercial enterprises, employment/industrial uses and new housing. Land use improvements depend on private investment that will raise real estate values, increase household incomes, and maintain the small town atmosphere. The Land Use Element acts as an umbrella over all the others -- defining spatial relationships throughout the community.

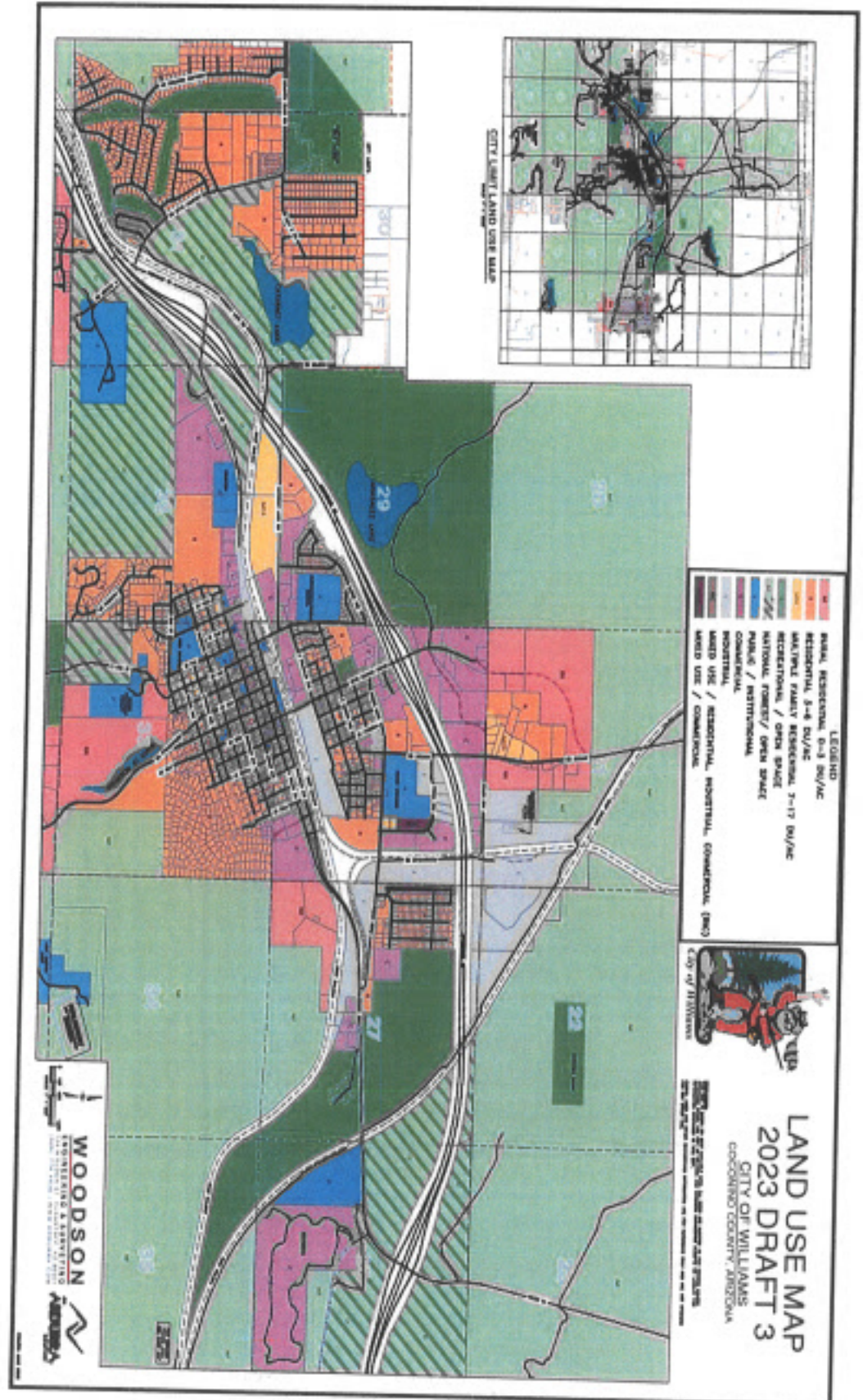
2. CURRENT LAND USE

The City of Williams has an area of approximately 48 square miles -- 28,800 acres. Remarkably, nearly 90% of the community's area is Federal land. That is, 25,600 acres of the Kaibab National Forest are within the municipal boundaries, surrounding the developed portions of the community.

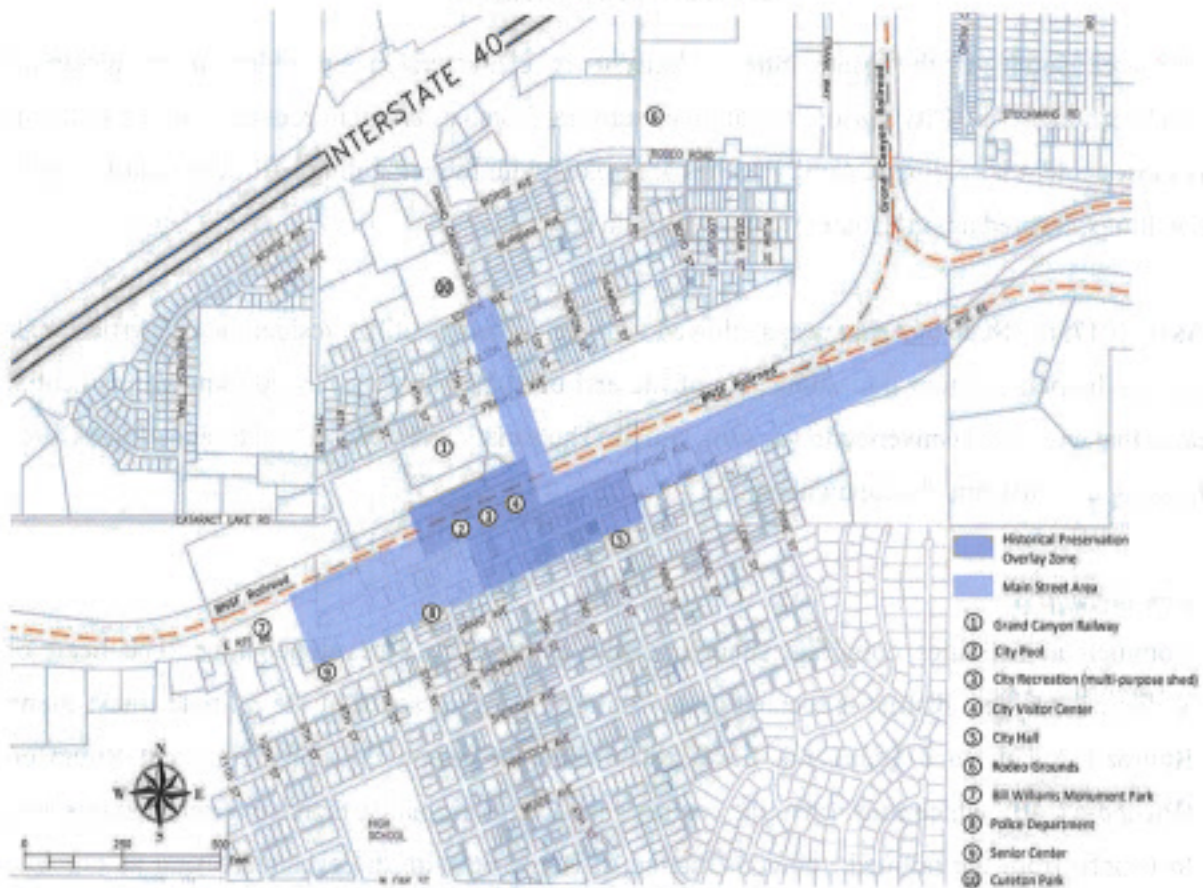
Currently developed land use concentrates in a fairly compact core area (about 3,200 acres, or 11% of the City). There is a variety of uses in that limited area ranging from commercial enterprises to housing. The Element also addresses low density, open or undeveloped land uses in outlying locations (such as Williams Junction or Garland Prairie) as well as private land ownerships beyond the city limits. Natural terrain, particularly the mountains to the south, provides a scenic backdrop, demonstrating the rich natural environment which has shaped the City's historical growth into its current form.

3. DEVELOPED AREA

Williams' urbanized land, which includes the Main Street Area and nearby neighborhoods, ranges from commercial enterprises to various forms of residential and public uses. The Williams Historic Business District (as listed on the National Register of Historic Places) is surrounded on three sides by the Main Street Area. The City has an array of residential, commercial, public, parks and recreation, employment, and vacant land uses that center on the Main Street Area. Descriptions of these uses follow.



Main Street Area



Residential

About half of urbanized Williams is devoted to housing. According to our Caselle billing system in 2022 there were 1517 residential metered units that we service with utilities in the City limits, up from 1168 in 2010. There are various densities of residential parcels that provide a range of lot sizes and housing types. The Main Street Area includes single-family homes and multi-family residences of widely varying ages, size and structural quality. Housing types range from well-kept bungalows and larger homes to poorly maintained, outmoded cottages.

The residential area north of the railroad tracks contains a housing assortment ranging from single-family dwellings to multifamily units and RV parks. Approximately three percent of land use in

Williams is designated for RV parks -- all located in the northern portion of the Main Street Area. The area also contains about half of the City's multi-family structures.

The area south of the Main Street Corridor is characterized by older, more historical neighborhoods. The City's grid circulation pattern, instituted after the introduction of the railroad, is most evident here. Single-family homes are mixed with the remaining half of the multi-family dwellings, located among commercial and public uses.

As of 2017, the State of Arizona has allowed vacation rentals to utilize residential properties in all zoning districts without limitations. As of the end of 2022, the City has 200 known residential units that have been converted to vacation rentals. The situation has caused a shortage of workforce housing and first time home ownership.

Commercial

Commercial activities comprise about one-fifth of the City's developed area. The heart of Williams' business district is located in the Main Street Area south of the railroad tracks along Railroad Avenue and Route 66. Local establishments sprang up along historical Route 66 (Business I-40), which runs down the center of the City. Originally, merchants selected this area to benefit from the railroad, the construction of Route 66 with the ever-increasing automobile traffic it brought, and the elongated commercial strip. Numerous motels were developed in the district, and many still remain. The Grand Canyon Railroad Hotel, with its 296 rooms, is a major area feature. The Main Street Area has retained its historic character through the years with many enhancements since the opening of Interstate 40. Residents have voiced the importance of preserving the aesthetics and vitality of Main Street. The City now has 35 motels and 5 RV Parks which calculates into 2,400 rooms and RV spaces.

Small businesses are scattered throughout Williams, serving local and regional needs. Newer commercial enterprises have been established along Grand Canyon Boulevard, which bisects the City from north to south, and is the main gateway carrying traffic from Interstate 40. East and west gateways also provide vehicular access to the Main Street Area and are adding attractions in their own right (e.g., east: Bearizona; west: lodging and restaurant facilities). City commercial

uses serve visitors and travelers as much as they do local residents. Most recently-established businesses are geared more towards hospitality uses, increasing the attractiveness of Williams as a tourist destination; however, local residents indicate needs for more shopping variety.

Public

Public uses comprise approximately seven percent of Williams' urbanized area. Residents have access to a full complement of public facilities and services: municipal government, public safety, recreational, cultural and infrastructure support. Current public facilities include: City Hall, police and fire stations, schools, health care clinic, the municipal airport, National Forest Service facilities, rodeo grounds, library, pool, golf course, parks and recreation services.

Williams' public facilities serve the community and the tourists it attracts. The designated Main Street Historic Preservation District exemplifies the joint-use appeal of public and private activities in the heart of the City. Williams' residents stress the historic area's importance to the City's past and its future.

Industrial/Employment

Job retention and creation are critical to the City's future economic health. Approximately two percent of land use is now in industrial uses ranging from the storage of farm equipment and railroad/railroad support functions to the municipal airport. Railroad users include Grand Canyon Railway, Burlington Northern Santa Fe and AMTRAK.

The area on the south side of Interstate 40 at the Garland Prairie interchange, east of State Route 64, has been identified as a potential area of employment for Williams. The area could emphasize low water use forest products industries. Facility appearance/screening would be a high priority in development efforts as the area's high visibility location could contribute substantially to travelers' initial impressions of the Williams area. The airport, also, is seen as having prospects for aviation-related employment.

The expansion of existing, and the development of new, industrial employment opportunities will increase the vitality and stability of Williams' economy. The development of new industrial centers

should be coordinated with the location and management of Growth Areas.

Vacant Area

Within the City limits there is 70% vacant, 30% developable, however the 70% is mainly national forest. These sites represent some of Williams' most important resources. Development of vacant land in accord with General Plan principles and policies can foster the improvement and expansion of existing successful land uses and attract new business. The consideration of appropriate incentives can assist in obtaining positive economic development consistent with the expressed desires of Williams' residents.

4. LAND USE RECOMMENDATIONS

Land Use Element recommendations suggest policies or actions that will follow through on citizens' directions for quality growth, including the utilization of locations where infrastructure is readily available.

Recommendation 1: Emphasize economic development opportunities on prime sites.

New Land Use designations, especially for high-opportunity locations such as those with excellent access from I-40, should invite larger scale project innovation. A mix of activities will create synergy for increasing jobs as well as municipal revenues.

Recommendation 2: Focus on scenic and historic qualities to maintain tourism and quality of life.

Appearance enhancements, together with visitor amenities, are necessary to demonstrate a welcoming image. Guidelines for building design, property maintenance and tourist convenience will observe high standards that complement Williams' natural setting.

Recommendation 3: Encourage strategically-placed homebuilding for the local workforce.

Economic development success will require available, affordable workforce housing in the community as new jobs are created. Planned residential enclaves near future commercial construction, as well as Historic District housing, would meet this demand. In addition to utilizing existing platted lots, consider permitting a variety of housing types where appropriate facilities can be made available.

Recommendation 4: Keep an open mind for creative, innovative development proposals. Investment in the community should be encouraged whenever possible. Williams is looking for stores, restaurants, tourism services and housing options that fit into its special heritage without jarring, “tourist trap” excesses. Whether new construction, business expansion or historic rehabilitation, the City can help to streamline procedures necessary to obtain the compatible locations, entitlements and permits necessary for entrepreneurial success.

B. CIRCULATION ELEMENT

The Circulation Element addresses the City's transportation systems, modes, facilities and future needs. It recognizes the importance of transportation planning for the future growth of the City of Williams. Accessibility and mobility improvements support the Plan's other Elements and their goals. Transportation advantages, particularly I-40 and rail access, have contributed to the prosperity of Williams in the past and continue to help provide tourist revenue to the City today. The maintenance, improvement, and expansion of transportation to meet the City's needs for regional connections as well as internal roadway circulation are key to long-term prosperity.

Making efficient use of existing streets and assuring traffic safety are two principal circulation goals for the City. Convenience and aesthetic issues should be addressed in municipal street design to meet residents' expectations. The continued improvement of the City's three designated gateway entrances from I-40 (on the City's east side, at Grand Canyon Boulevard and on the west side) will facilitate smooth traffic flow while enhancing William's aesthetic appearance for visitors and residents. An economically sound Land Use Plan relies heavily on efficient access. Williams' circulation alternatives include multiple modes of transportation including automobile, railroad, pedestrian, aviation, and bicycle.

1. NEW CIRCULATION INITIATIVES

Transportation objectives in the Circulation Element stress the City's commitments to safety, accessibility and mobility for all persons.

Improve vehicular flow from I-40 and throughout the City.

- Upgrade efficiency and appearance of all gateway entrances
- Distribute internal traffic more effectively with additional east-west through streets
- Design major streets to accommodate greater capacity (e.g., Grand Canyon, Airport, 66)

Set roadway maintenance and streetscape priorities.

- Adopt a phased resurfacing program
- Provide pedestrian access for safe non-motorized travel East/West and North/South

2. EXISTING CONDITIONS

The local transportation system is primarily oriented to automobile circulation. An estimated ten to fifteen percent of land area in the developed portions of the City is allocated to street rights-of-way. With limited funding for repairs, road maintenance is noted as a concern by local citizens.

The airport is still underutilized. An example of planned, but unfunded roadway improvement is the connection of Grand Canyon Boulevard and Airport Road with a frontage road on the north side of I-40. Williams is the terminus for local train service that takes visitors on a scenic trip to the Grand Canyon and back. The restored railway, originally founded more than a century ago, is the City's single, highest-drawing tourist attraction.

Surface Street Transportation

The Williams roadway network demonstrates the area's heavy reliance on automobile transportation. As with most other Arizona communities, the car instills a convenience and accessibility factor in the daily lives of Williams' residents. As such, transportation design in the City has been built around the use of the automobile.

Street patterns in the City's core, south of Interstate 40, are modeled into a modified grid with a "one-way pair" orientation that parallels the railroad. Major north-south access for the Main Street area is on Grand Canyon Boulevard. Primary east-west circulation is through the heart of the City on the one-way couplet of Railroad Avenue and Route 66 (Business 40). The community's pattern of development has grown out from the City's center along Historic Route 66. Cross-town and regional connections are constrained by the man-made boundaries of Interstate 40 and the railroad to the north and the natural boundary of Bill Williams Mountain to the south.

Except for limitations on cross-town convenience, the grid system works well for Williams. Grand Canyon Boulevard is the major crossing (of three) between the south and north portions of the City. It is the principal connection for vehicular movement to the heart of the Main Street Area from one of the City's three Interstate 40 interchanges. Because Grand Canyon Boulevard experiences highest traffic flow, it requires capacity, safety and streetscape improvements. At General Plan Workshops, residents strongly suggested that traffic-calming and aesthetic enhancements are major aims for the Plan's Circulation Element. The major road that leads south out of town is Perkinsville Road/South Fourth Street, providing access to all areas south of the City including the ski area, National Forest recreational facilities and the Verde Valley.

Additional surface roads provide adequate accessibility to residential neighborhoods. Sidewalks are limited on most streets. Residents mention the desirability of additional east-west through streets, the need for regular re-paving and beautification of existing roadways.

Interstate 40 Transportation

As mentioned, the City is served by four Interstate 40 interchanges. I-40, maintained by ADOT, acts as a high speed transportation corridor delivering approximately 26,000 vehicles per day through the City's limits. Local residents can easily get on or off the highway as a means of providing a quick east-west cross-City transportation route.

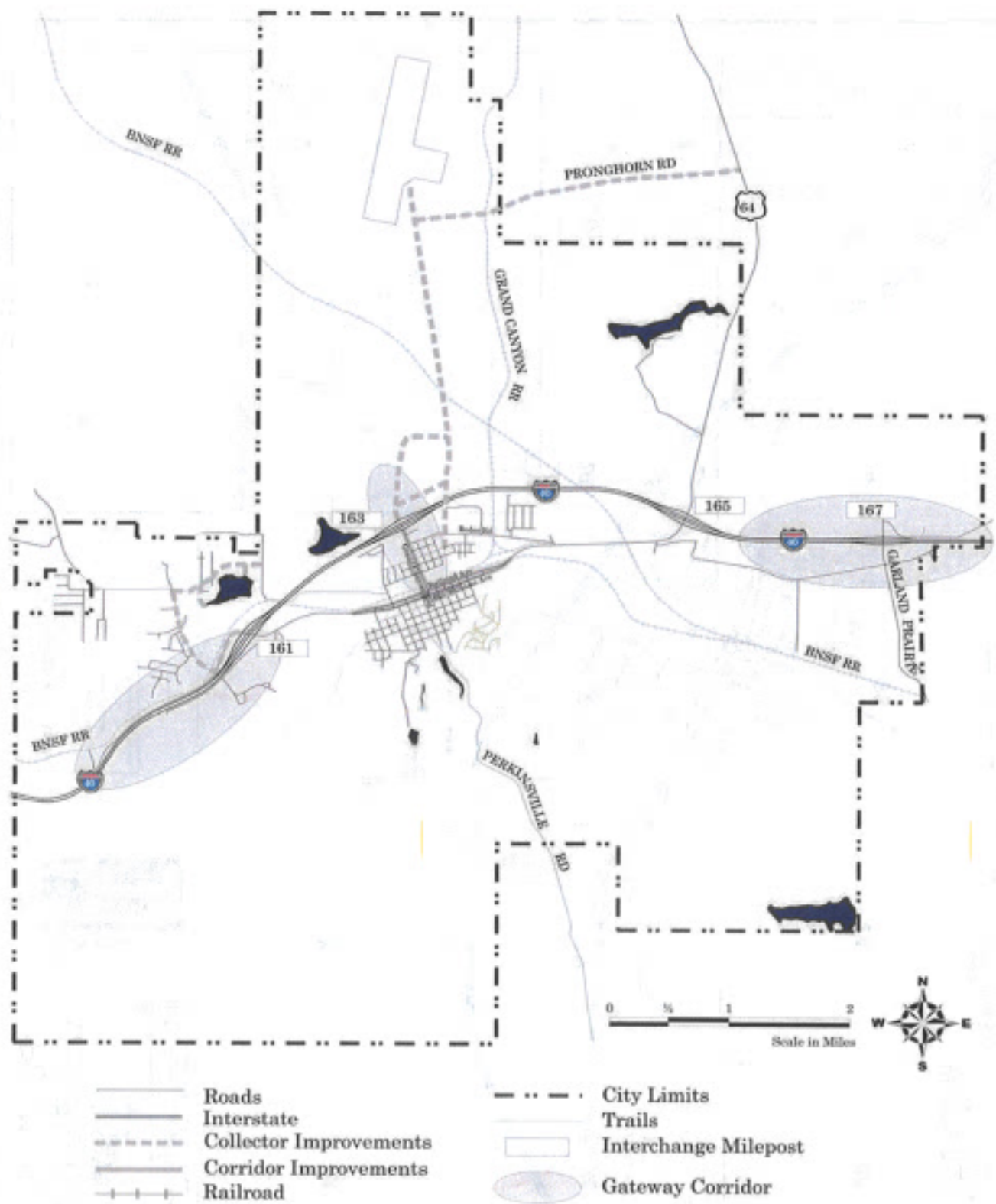
Airport Facilities

The H. A. Clark Memorial Field Airport, three miles north of downtown Williams, has been in operation since 1941 serving the residents of Williams and the surrounding area. It experiences relatively light traffic. Most flights in and out of the airport are transient, general aviation flights --with local general aviation flights accounting for only nine percent of runway use. The airport features one paved runway with unrestricted airspace surrounding the airport. The runway measures 75' by 6000' with working runway lights.

Recent upgrades include a rebuilt commercial apron and pending plans for constructing new hangars. The City of Williams provides airport management, an emergency landing area with

associated fire and medical services, parking, a passenger terminal and lounge, and restroom services.

Final Draft



Circulation Plan

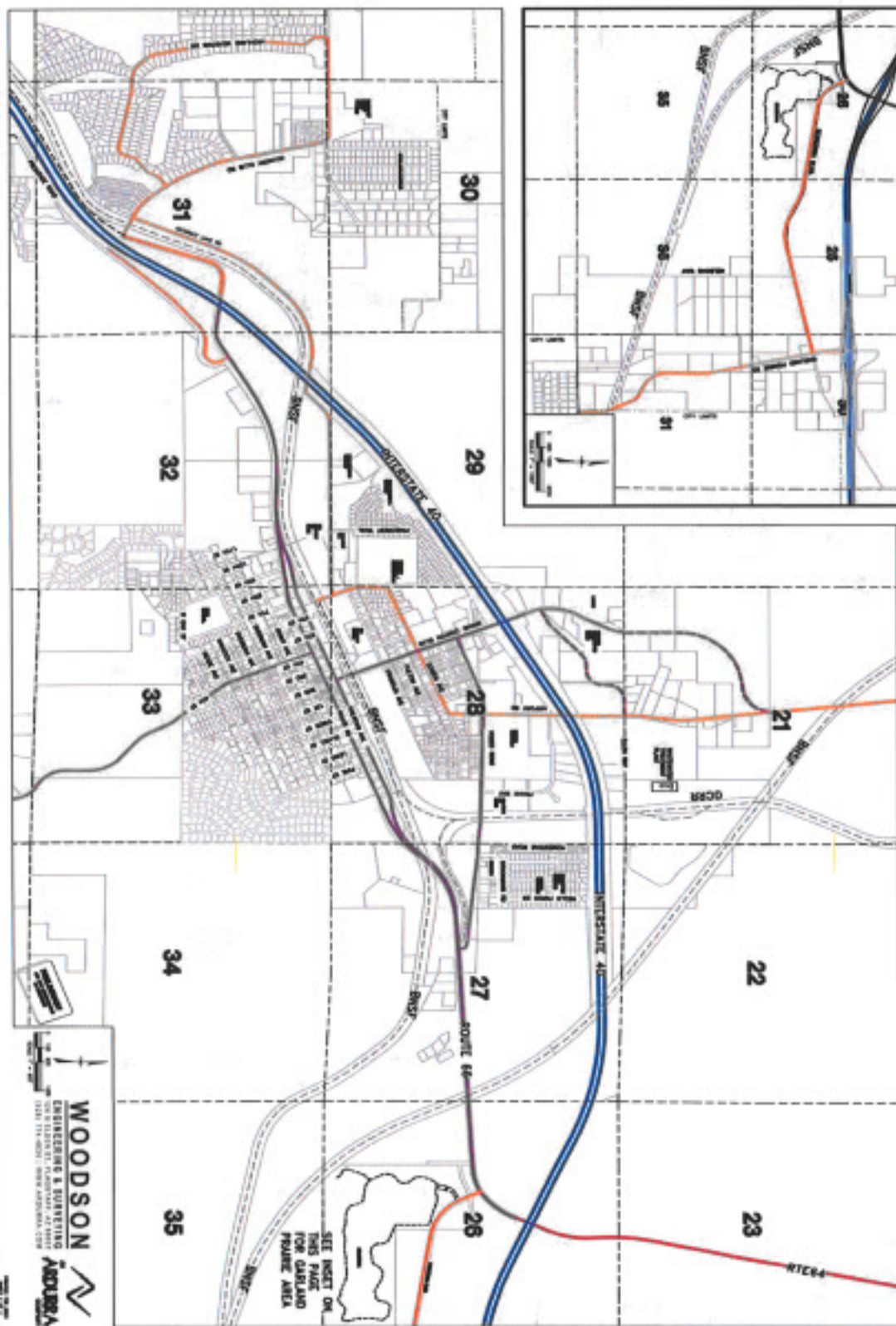
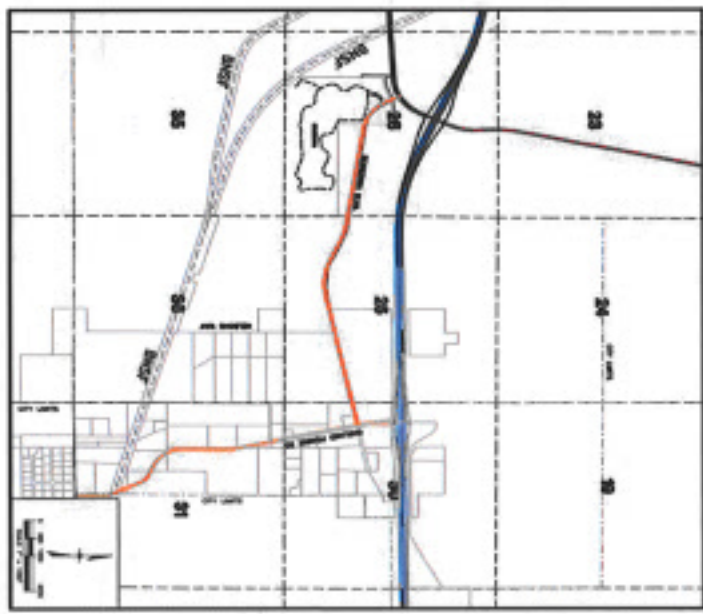
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Railroad Considerations

The Grand Canyon Railway line was completed from Williams to the South Rim of the Grand Canyon in 1901. Since that time, the railway has provided the City with a steady stream of tourists who seek a scenic trip to the Grand Canyon and back. Three railroad crossings handle traffic in the developed parts of the City. They are generally well maintained and cause little trouble for residents. Two crossings near the Main Street Area are on Grand Canyon Boulevard and Seventh Street. These crossings allow residents of the south-central portion of the City to access Interstate 40 and Williams' northern areas. The third local crossing of the rail lines is on Rodeo Road north of the Main Street Area.

Amtrak service might also be available to the City. The Grand Canyon railway now has dedicated trips, ranging from two to six days, which can take passengers to the Grand Canyon in conjunction with the Grand Canyon Railway. The Southwest Chief, with daily service between Chicago and Los Angeles, can stop at Williams Junction, east of Williams' Main Street Area.

3. CIRCULATION/ TRANSPORTATION RECOMMENDATIONS

Proposed circulation improvements aim to create a balanced approach between the automobile, the most often use form of transportation in Williams, and other forms of transportation that contribute positively to the goals residents have set for their community. Transportation planning's principal goal is to enhance accessibility throughout the City.

The Circulation Element is a functional adjunct to other Plan Elements. Growth Areas and Land Use, in particular, require transportation efficiency for their implementation. Taken together, Circulation Element suggestions relate to nearly a dozen Phased Action steps in the Implementation Program. (See: Part III-B).

Recommendation 1: Adopt engineering and streetscape design quality standards.

Surface street improvements and maintenance are regarded as a priority. The City's gateways and the 66/Railroad couplet, the most highly used roads, should receive first attention for circulation and aesthetics improvements. Streetscape design with pedestrian convenience in mind will encourage tourists to get out of their cars and enjoy the community. A hierarchy of projects for

street construction, widening improvements and maintenance should be set to respond to the needs of residents and economic development projects.

Recommendation 2: Earmark circulation system funding sources.

To the extent feasible, an estimated budget for transportation-related investment should be devised to allow for prioritized project scheduling on a long-term basis. A 5-6 year program would first estimate reasonable, annual allocations from the municipal budget, then anticipate allocations from all governmental sources. Coordination of contributions among various agencies and jurisdictions (including the Federal Highway Administration, ADOT, the County Highway Department and the City's affected departments from public safety to public works) should be undertaken for efficient allocation of limited transportation funds.

The program would assign projects to each year according to immediacy of need, available resources, participating agencies' priorities and special-purpose grants. Private sector funds associated with specific, required offsite infrastructure installation (or development impact fees) could help to expedite (and leverage) improvement of streets, sidewalks, pathways and other facilities. ADOT and the Federal Highway Administration are responsible for improving and maintaining State Highways and portions of Interstate 40 within the City limits.

Recommendation 3: Conduct needs assessments re: airport expansion; pathways; public transportation.

City advisory boards may be appointed to evaluate whether community suggestions for other circulation system upgrades merit further attention. For example, airport improvements, including Airport Road access, may be cost-beneficial in terms of municipal revenues, added aviation services and industrial park job creation. Pathways connecting into the Great Western Trail would be another circulation improvement benefitting outdoor recreation. Collaborative arrangements for Williams' residents may create ride-sharing or vanpools to Flagstaff medical facilities as additional circulation improvements.

Recommendation 4: Develop a plan to reroute heavy I-40 truck traffic away from the Main Street Area for noise reduction and pedestrian safety.

Rerouting of heavy truck traffic away from the Main Street Area may be accomplished by designating and maintaining a truck by-pass route and enforcing weight restrictions on other local roads. Diverting heavy truck traffic to Interstate 40 whenever possible will allow for a more pedestrian-friendly Main Street Area.

Recommendation 5: Develop a plan for Perkinsville Road/4th Street to improve and possible reroute increased tourist and truck traffic away from the residential neighborhood.

Perkinsville Rd/4th Street, traffic is steadily increasing and by requiring an annual Traffic Impact Analysis may establish traffic patterns, safety issues and identify required road improvements. 4th street may eventually require a reroute to avoid the neighborhood. This would have to be in collaboration with the USFS, ADOT, Coconino County and the City of Williams.

C. WATER RESOURCES ELEMENT

Water supply is a continuing issue of long standing in Williams. For most of its history, the City relied on groundwater storage to supply local residences and businesses. Protracted drought conditions necessitated tactical planning to ensure adequate municipal water supply. For the first time, in 1999, the City drilled for access to groundwater in an attempt to secure additional resources for the community. The City now has 3 producing wells for the City's potable water supply. Even with the 3 producing wells the City is still somewhat dependent upon snowfall and winter runoff. Winter runoff is still a very important part of our lakes and recreational needs. The reality of limited water supply has a profound impact on future economic growth for the City of Williams and surrounding County areas.

1. NEW WATER RESOURCES INITIATIVES

Through municipal diligence, strides have been made over the past decade in addressing local water system concerns. These efforts, including citizen support in conserving the resource, must be sustained to meet community goals for future progress.

Continue implementing plans to add water resources and conserve existing supply.

- Utilize recent upgrades to water and wastewater systems to their intended capacities.
- Increase recycling programs (e.g., grey water use).
- Expand water storage facilities.
- Continue deep water well exploration and development

Evaluate alternatives for accommodating possible heightened demand for water.

- Match the City's updated land use goals with increased water supplies.
- Consider efficient use of water as a key factor in evaluating development proposals.
- Protect groundwater quality.

2. EXISTING WATER RESOURCES

Water and wastewater improvements have been the City's top capital investment priority. Now that the community does not have to rely solely on surface water, there is still a growing necessity for increasing reservoir storage. Capacity in the City reservoir lakes: City Dam, Cataract Lake, Dogtown, Kaibab Lake and Santa Fe -- is 894 million gallons). However, available capacity is only 867 million gallons due to safe yield. Total recharge requires a winter snow pack depth of four feet or more at the start of spring runoff. At capacity, City reservoirs contain enough water to support the residents of Williams for two to three years, without any additional, significant snowfall. The 2023 snow pack had the City's water storage at 100% of capacity. Average lake levels for the last 10 years have been 68% capacity mainly due to the use of well water.

Raw Water Storage (May 2023)			
<u>Reservoir</u>	<u>Capacity/Gallons</u>	<u>Current Storage/Gallons</u>	<u>Percent of Capacity</u>
Cataract Lake	135,000,000	135,000,000	100%
City Dam	36,000,000	36,000,000	100%
Dogtown Lake	360,000,000	360,000,000	100%
Kaibab Lake	293,000,000	293,000,000	100%
Santa Fe Dam	70,000,000	70,000,000	100%
TOTAL	894,000,000	894,000,000	100%

Well water serves more than half of the City's current average daily usage.

Sweetwater Well has been drilled but has not been equipped for output.

The 4 existing wells are:

Well Name:	Dogtown Well #1	Dogtown Well #3	Rodeo Well	SantaFe Well
Gallons per Day (approximate)	288,000	345,600	186,000	9,600
Gallons per Minute Produced:	200	240	120	20
Number of Hours Pumped/day	24	24	24	8

Water from the wells is directly injected to the distribution system. The plant, originally constructed in 1940, has been expanded over the years to treat one million gallons per day, with a peak capacity of 1.5 million gallons if needed. The Water Department maintains storage of approximately 3.3 million gallons of treated water for emergency usage, which is enough to supply customers for about three days.

The water system serves a population of about 3,000 plus visitors (which can add nearly 50% to the local population during tourism peaks) as well as numerous customers outside the municipal limits. Local families and businesses, on average, require approximately 135 gallons per person, per day. Water conservation efforts should be continued and expanded to assure sufficient capacities for planned future growth. Williams may, in the longer term, need to reconsider serving water to non-City water users, such as in unincorporated County areas historically supplied by the City or selling water to water hauling operators.

The current per capita demand results from citizens' understanding of the City's conservation program as well as the practical limitations on the City's water supply. In order to accommodate future growth, more needs to be done -- there must be emphasis on stronger measures to reduce consumption. A growing number of residents have installed gray-water systems, utilizing water

from sinks and washing machines to irrigate lawns, gardens or landscaping. The City has adopted a water conservation ordinance, new construction regulations mandating low water use fixtures, and an incentive program to retrofit existing homes with water-saving devices.

Wastewater Treatment

Major system upgrades/renovations have been completed, in particular, the 2008 construction of a new wastewater plant. Williams' wastewater facility currently has permits to process 980,000 gallons per day. The plant effortlessly runs at 40-75% capacity, however as of 2022 the plant is running at 90% capacity. As part of an ongoing improvement of the wastewater infrastructure, the City has replaced a significant portion of the original sewer lines servicing the City's core area with 8 to 10 inch PVC mains. Infiltration and inflow presents an ongoing challenge that needs to be addressed. Summer monsoon events can vary inflow to the plant by +/- 100 thousand gallons.

Treated effluent is utilized to irrigate the 18-hole Elephant Rocks Golf Course. During the winter months, the effluent is discharged into the Cataract Creek waterway under a permit issued by the Arizona Department of Environmental Quality (ADEQ). The City has repurposed existing basins with capacity to hold up to 11 million gallons of treated wastewater generated during the winter months to serve two purposes: 1) reduce or eliminate discharges into Cataract Creek in the winter months; 2) to store enough water for total irrigation of the golf course during the summer months.

With the strategic upgrades over the past ten years, the City has resolved the de-chlorination consent issue and has a Clean Closure of the old lagoons for ADEQ compliance. The City is again having capacity issues and is currently under study to determine needs and upgrades for the next 25 years.

3. WATER RESOURCES RECOMMENDATIONS

Water is a key determinant for the future of Williams. To accommodate current users and to provide for the future economic growth envisioned in the General Plan, the following recommendations are made:

Recommendation 1: Continue to reduce Williams' per capita water demand.

Existing, successful water conservation measures should be expanded with aggressive incentives, such as restructured rates to reward reduced consumption and mandating the installation of greywater systems in non-residential construction. Zoning and other land use decisions should stipulate, where appropriate, that new projects observe water reduction practices.

Recommendation 2: Expand the community's water supply and storage capacity.

The City shall continue preparing for additional wells, storage lakes/tanks, and alternative water delivery methods. Private developer financing would be expected to secure water for proposed, major construction projects.

Recommendation 3: Prevent water supply contamination and system leakage.

Measures should be taken to minimize degradation of groundwater through ordinances protecting, wellheads, and preventing pollutants in watersheds leading into City reservoirs, and requiring removal of abandoned underground storage tanks.

Water Resources are a key component in maintaining the health, safety, and growth potential of the community. Several Implementation Program action steps' expected to be among Williams' highest priority capital improvement commitments, relate directly to Water Resource needs.

Recommendation 4: Continue developing a comprehensive water plan. Recent years' action and data collection constitutes a sound basis for developing a long-range Water Resources Master Plan. Working within the framework of the above recommendations, the City has and shall continue to develop a long-term water plan that addresses water conservation methods, water acquisition methods, and water distribution/treatment methods, with a focus on the next twenty years. The plan should clearly identify current and likely future sources of water, planned infrastructure improvements and funding sources to meet community water system needs. Budgeting for necessary future improvements should be done to ensure that funds will be available to complete infrastructure additions, modifications, or replacements as new demand thresholds occur. System maintenance, improvement and expansion should be facilitated by development impact fees.

D. COST OF DEVELOPMENT ELEMENT

The 2023 General Plan insists that "future growth must 'pay its own way'." This updated Cost of Development Element recognizes the City's substantial investment over the past decade to improve municipal infrastructure, especially in the area of water resources. A fresh approach concerning economic development is needed, as we have seen substantial growth within the community.

First, preferred new projects are those that will become customers of City facilities and services already in place. Second, outlying developments should bear proportionately greater costs of extending or expanding municipal systems necessary to meet their infrastructure requirements. Third, shared costs of development would ideally contribute to the infrastructure additional development.

1. NEW COST OF DEVELOPMENT INITIATIVES

The City may consider eliminating cost incentives, to the extent possible, which might discourage desired investment. The City will cooperate in -- and help to expedite -- pre-development construction planning. The private sector is welcome to utilize the facilities and services already provided by local taxpayers, but is expected to pay its fair share of expenses for any additional infrastructure new projects require.

Support economic development success through strategic capital investment.

- Participate in projects that contribute to planned municipal system improvements.
- Require positive cost-benefit evaluations for major construction proposals or annexations.
- Obtain assurance for timely development and completion of improvements.

Identify public/private responsibilities for infrastructure.

- Specify design, installation and financial details in development agreements.
- Allow credits for constructing oversized improvements.
- Re-evaluate infrastructure requirements and development fees.

2. INFRASTRUCTURE CONSIDERATIONS

Some locations preferred for future land development are identified as examples in the Growth Areas Element. Williams encourages strategic growth, which requires many sites to be nominated for consideration.

Other than infill projects in the already built-up areas of the City, most expansion areas will require the extension of public services such as water lines, sewer lines and paved roads. The community's challenge is to devise a method to sustain growth while ensuring new infrastructure is paid by developers. Although new growth does generate revenue for the City (e.g., property and sales taxes), the construction costs for building and maintaining water, sewer, road, and other public systems often exceeds this increased revenue.

To ensure that taxpayers are not unfairly subsidizing expansions in public services, the City currently charges upfront connection fees to recapture some expenses from new development. For example, when a new water system connection is made to an existing main, there is a fee to compensate the City for the capital utilized in the pipe's construction. This helps to recoup some of the initial installation's cost.

Another technique, a payback system, is employed by many communities to require developers in new areas to install "oversized" improvements. The larger facilities would be in place to serve additional properties in the vicinity. With this approach, a developer in an un-served area can install facilities to the site that will enable future development in the adjacent area. To compensate the developer for this added expense, the City collects a fee from landowners that wish to connect at a later date, acting as a pass-through for reimbursement to the original developer. As with connection fees, there is a delay between the installation of a pipeline and the collection of revenue, however, the City does not have to pay for any installation using this tool.

In order to pay for service additions and improvements, some municipalities enact development capacity fees or utilize sewer and water development districts. However, if the City is attempting to attract economic growth, capacity fees may discourage developers from proceeding with desired projects.

3. COST OF DEVELOPMENT

The following recommendations are made to maintain a fair balance between public and private development costs:

Recommendation 1: Study all major development proposals for positive City cost-benefits.

Standardized evaluations should be applied in assessing projects which require significant community expenditures. The combination of anticipated revenues and numbers of jobs created should show advantageous returns on the City's investment. By determining the benefits to Williams, as well as costs, the balance between developer and taxpayer contributions can be maintained.

Recommendation 2: Adopt reasonable fees to help defray municipal expenses.

Connection and/or capacity fees should continue to be collected to assure developers' participation in the costs of systems previously provided by the City. Additional service fees, such as a park or school charge, may be considered for appropriateness to current market conditions in the City. The use of developer payback mechanisms should be strongly encouraged to help fund the expansion of infrastructure with less municipal expenditure.

All fees and charges should be reviewed on an annual basis to ensure that the financial exactions are in balance with the cost to the citizens of Williams and in line with General Plan growth objectives.

Recommendation 3: Foster development in already-serviced areas.

The developed parts of the community, including its designated Historic Area, contain numerous vacant or underutilized parcels that can be redeveloped to fit in with existing commercial and residential neighborhoods. Costs of development are lower where maximum use of existing infrastructure adds additional customers to the systems that have available, established service capacities. Ideally, costs to service new Growth Areas (See: Growth Areas Element) should be developed from the center out, so that infrastructure is nearby to reduce costs to both the developer and the City.

E. GROWTH AREAS ELEMENT

Although much of the City is comprised of National Forest, Williams has a limited inventory of developable land. Scenic views, desirable weather conditions and a small-town atmosphere with fun places for visitors are local features attracting many people to Williams -- as exemplified by its ranking among the top five holiday weekend visitor destinations in Arizona.

Certain locations in the City have a higher potential for supporting future, more cost-effective growth by reason of proximity to current municipal services, infrastructure and amenities. Other areas, even those on Williams' perimeter, offer growth possibilities -- particularly in promoting employment opportunities and, where economies of scale can be achieved, master planned residential communities.

Growth Area designations are derived from conclusions regarding future land use. (See: Land Use Element). Efforts to stimulate growth not only respond to local needs (such as housing variety, more diverse shopping options and economic development progress); but, also, create a positive image that the community is on the rise. New development can also bring positive wellness opportunities for residents such as access to medical facilities, proximity to parks and medical facilities and convenience to supermarkets that stock affordable, fresh foods. Redevelopment and adaptation of underutilized properties in the City's Main Street Area are essential to the revitalization of Williams.

1. NEW GROWTH AREA INITIATIVES

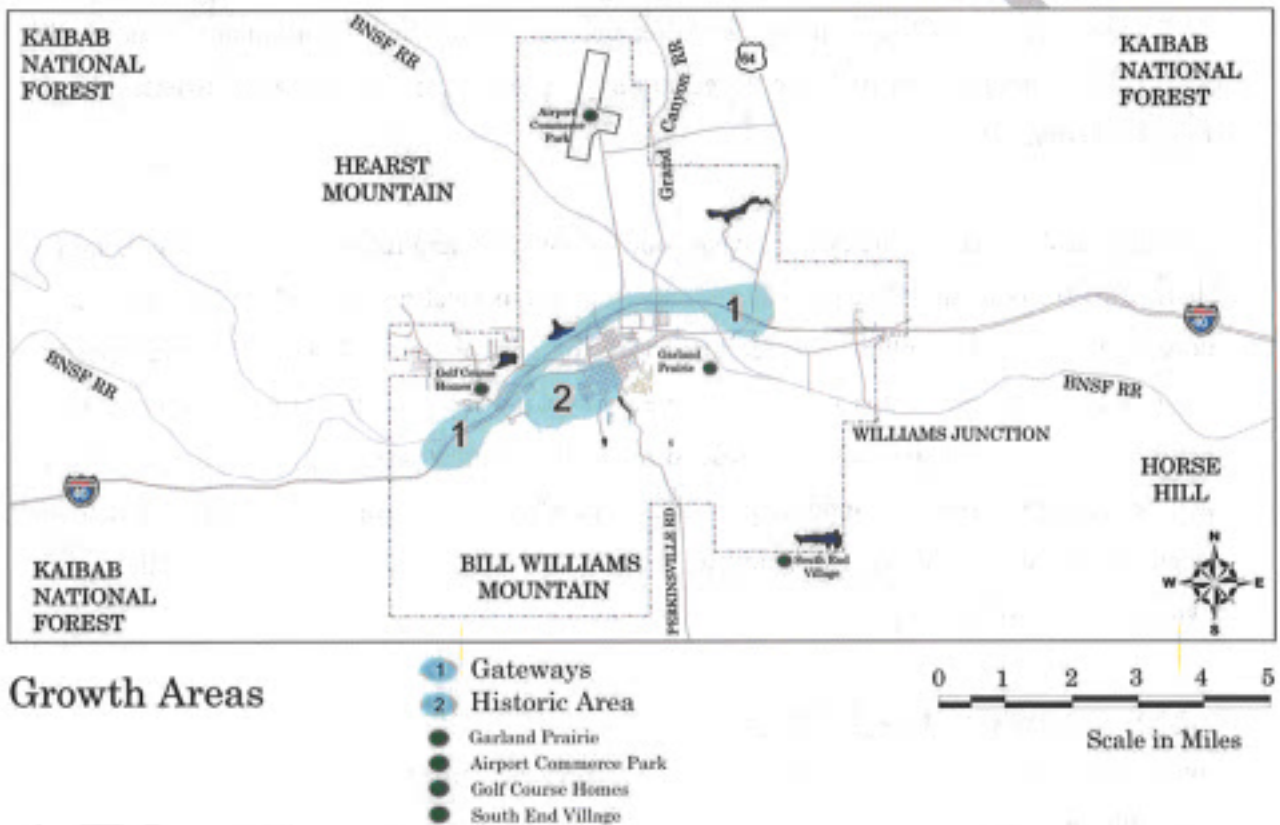
Tourism advantages offered by the Williams area represent, perhaps, its greatest growth attraction. Hospitality industry enterprises, together with visitor sight-seeing and shopping destinations, are especially likely contributors to local revenues and jobs. Two of the 2013 Plan's Growth Areas have made successful additions to the community's economy: Grand Canyon Blvd Gateway and Main Street. They continue to be stressed. However, there are many other sites where, with proper foresight and planning, new Growth Areas may emerge.

Designate sectors with significant economic development potential.

- Select prime sites with likely landowner/investor participation.
- Encourage combined-use projects (shopping, employment, and housing).

Establish criteria for Growth Area priority.

- Use cost-benefit analysis to compare infrastructure expense with revenue potential.
- Evaluate accessible locations (examples: Cataract Lake Rd multifamily/commercial, Grand Canyon Blvd North, Main Street, and Garland Prairie).



2. DESIGNATED GROWTH AREAS

Selected locations are most conducive to new growth, due to several factors ranging from land use compatibility to available infrastructure. Growth in the City is not restricted to the areas described below, but may be more likely to occur there because of built-in advantages such as existing development demand, excellent accessibility and/or willing landowners. Development of these areas would be the most beneficial to the long-term goals for economic prosperity.

Main Street Area

The success that the community has enjoyed in creating an almost museum quality Historic District has gone a long way toward establishing itself as a world class destination. The steam engine railway excursions, mounted and authentically equipped cowboys and professionally preserved collection of architecture should continue to provide an economic foundation of international tourism. The challenge for the next decade will be in maintaining and enhancing this high level of quality in the Historic District and the Main Street area.

The Grand Canyon Railway, one of the City's largest employers, has its terminal downtown. Tourist-serving businesses, accounting for 75% of local employment, are clustered in the core. Promotion of outlying attractions benefits the Main Street Area, too. The Elk Ridge Ski and Outdoor Recreation Area, and our surrounding forests and lakes add to our natural resource recreational needs and enjoyment, as well as other recreational opportunities, help increase and diversify the local hospitality industry.

In preparing this Plan Update it was decided that the City should keep all possibilities open for development. Some of the many other sites with longer-range growth potential (due to costs of extending infrastructure) include: 1) Garland Prairie, on Williams' eastern edge, with good access to I-40 and the City; 2) Airport Commerce Park; 3) Golf Course Area, which represents potential for smaller lot residential build out; and 4) Grand Canyon Blvd North which also has potential commercial and residential build out.

3. GROWTH AREA RECOMMENDATIONS

This Element emphasizes opportunity areas. Development initiatives proposing projects at a marketable, economical scale will determine which of the identified locations gain City support. Availability of and/or investment in adequate infrastructure would guide development size, location, timing and intensity.

Recommendation 1: Select the most promising site(s) and proposals for priority assistance.

Private investment will ultimately establish the priority for Growth Areas. The City may also consider providing incentives for expedited target area development or enhancements (e.g., Main

Street) that would benefit multiple businesses.

Recommendation 2: Develop new housing strategies in or near Growth Areas.

Variety in housing choice and affordability for local residents are especially critical for retaining Williams' high standards of livability. Provision should be made for a range of shelter options available to all demographic segments of Williams, including starter, affordable and move-up housing markets.

F. OPEN SPACE ELEMENT

Residents in Williams enjoy a quality of life based, in large part, on open spaces. The National Forest and recreation areas surrounding the City are an important attribute of the local economy. Although there is more attraction to Williams than its recreational aspect, its forested location with mountain views creates character that appeals to residents and visitors, alike. Cataract Creek Basin to its north, sheltered by Bill Williams Mountain to the south, and its core area served by the transcontinental railway, established the City as the "Gateway to the Grand Canyon®".

Recreation is an important part of any city or town, big or small. Open space and recreational areas in and near Williams provide a rich variety of outdoor enjoyment opportunities, including hunting and fishing. The Kaibab National Forest, scenic vistas, trails, specialized parks and multi-purpose recreational venues contribute to the City's open space assets.

1. NEW OPEN SPACE INITIATIVES

With its wealth of open space, Williams' principal charge is to provide access and recreational variety for residents and visitors.

Establish standards to ensure the continued spaciousness of the City and its surroundings.

- Incorporate open space requirements for planned developments into ordinances.
- Encourage maintenance agreements for parks in master planned or infill developments.
- Conduct recreational preference needs analyses by surveying residents and visitors.

Protect view corridors and scenic vistas.

- Use land exchanges, scenic easements, buffering to retain picturesque community character.
- Maintain the visual integrity of the golf course and other recreation areas.

2. EXISTING OPEN SPACE ASSETS

Parks in Williams, such as Buckskin Park, often fulfill two roles. The obvious one is as a recreation area for the City, and the second is that of a trailhead. Existing parks can incorporate trails that lead into the Kaibab National Forest. These nature routes connect the various open spaces, parks and the National Forest.

There are approximately 31 acres of developed parks in the City. They range from a quarter acre park for toddlers to 5+ acre parks. Each offers different types of recreational uses. Picnic Ramadas, baseball fields, and game slabs are some of the facilities that these parks offer which help contribute to the quality of life.

Cureton Park, located on Grand Canyon Boulevard and Edison Avenue, is considered a ballpark. The park is multi-purpose, but it has the dimensions, amenities, and ancillary functions necessary for baseball use. It is 5.8 acres in size and has little league baseball, basketball courts, and a play area.

Buckskin Park, located on Sixth Street adjacent to the City reservoir, contains 25 acres of land aimed at recreation. Approximately 5.5 acres of the park are in the City, the remaining acreage is part of the Kaibab Forest.

Youth-serving recreational facilities are located near each other in the City's Main Street Area on Railroad Avenue. The Youth Recreation Center, Shed, and the Aquatic Center all focus on having a place for young people to congregate and spend quality time having fun. The Youth Recreation Center is a 60' x 80' building containing billiard and ping-pong tables. The Aquatic Center is a 100' x 100' structure containing a heated, 75-foot, L-shaped swimming pool. The recreational "Shed" building is a 60'x100' multipurpose facility, which has been newly remodeled. The building is meant for recreational and community use. The building includes Versa Court flooring which has

a basketball court and volleyball court. The building will be fitted with a virtual interactive gaming system, which will be used for physical activity as well as learning activities. In addition, there are two full size tennis/pickleball courts located by Williams High School that were built in conjunction with Williams School District.

The Rodeo Grounds serve the City and Williams' neighbors. It has a barn and rodeo arena. The grounds are also rented for many events and gatherings. The rodeo grounds are located on the corner of Airport Road and Rodeo Road. This facility serves to bring the community together for major events and generates revenue that contributes to Williams' economy. The grounds reinforce the western historical character of Williams as a community focused on outdoor recreation.

Another important recreational spot in Williams is the eighteen-hole Elephant Rocks Municipal Golf Course. In addition to the course, there is also a club house that includes a bar and grill. It is available for play by tourists as well as by Williams' residents, the golf course and its pro-shop are maintained by the City.

There are also several facilities located near the City of Williams that attract visitors to the City. Some of the regional recreation areas are seasonal and some are visited year-round. These regional facilities include: Cataract Lake, Kaibab Lake, Dogtown Lake and Whitehorse Lake Recreational Areas. Local hotels and restaurants benefit from the proximity of these recreational areas.

Kaibab National Forest

The Kaibab National Forest is a major outdoor asset in and around the City of Williams. Located ½ mile west from downtown Williams lives the oldest Ponderosa Pine within the Kaibab National Forest. The Forest's portion of the City consists of largely mountainous terrain that forms the City's scenic southern backdrop, with trailhead and Forest Road access for many outdoor activities. These include hiking, fishing, swimming, horseback riding, skiing, ATV use, camping, and boating.

3.OPEN SPACE RECOMMENDATIONS

Open Space is an important contributor to the sense and feel of Williams so prized by residents

and visitors. Improving the connections between area open spaces and the City encourages outdoor recreational activities and integrates natural and developed areas.

Recommendation 1: Integrate the Forest trail system with City pedestrian path networks. Provide adequate trailheads and pathway extensions to provide effective, attractive transition from City neighborhoods into the National Forest. Construct rest areas and scenic focal points that encourage hikers to enjoy surrounding vistas.

Recommendation 2: Create guidelines to protect parks and common open space.

Open space standards establish clear expectations and strategies for location, placement, and maintenance of open space assets, both public and private. Create incentives for developments that use innovative buffering techniques that add to the spacious feel of Williams.

Coordination between the City and the US Forest Service can ensure that the amount and quality of open spaces, and associated recreational activities, preserves, and enhances the City's outdoor heritage.

Recommendation 3: Provide appearance, maintenance and improvement guidelines for City parks and open space. Develop mechanisms for the scheduling and funding of park and open space maintenance/improvement. Encourage citizens and community groups to maintain park and open space areas. Their participation in the maintenance and improvement of local parks and open space areas, helps develop increased pride in their neighborhoods and City.

Williams past, present, and future are closely associated with open spaces, their conservation and protection.

G. ENVIROMENTAL PLANNING ELEMENT

Located in the Kaibab National Forest which includes a majority of its municipal area, the City of Williams is surrounded by a natural setting of ponderosa pine forest. During the General Plan Update process, participating Williams residents expressed a strong desire to keep the environment as pristine as possible in order to maintain the quality of life that they have come to enjoy.

Residents reported that "green spaces" contribute to the livability of Williams and the ability to have an "outdoor lifestyle". They also expressed concerns about air and water quality as well as noise pollution.

1. NEW ENVIRONMENTAL PLANNING INITIATIVES

Citizens of Williams do not want to take the community's environment for granted. There is a need to become more proactive in supporting conservation programs.

Counteract negative impacts on the City's land, air and water resources.

- Adopt guidelines (e.g., water use, emissions) for evaluating development proposals.
- Reduce forest overgrowth to mitigate wildfire hazards.
- Consider annual Environmental Excellence awards for outstanding civic/business efforts.

Prevent degradation of the area's forests, water courses and other natural assets.

- Partner with conservation efforts by the Forest Service, Coconino County and other entities.
- Coordinate with protective measures for habitat, wildlife corridors and natural vegetation.

2. EXISTING ENVIRONMENTAL CONDITIONS

Literally in the shadow of Bill Williams Mountain, the City of Williams is enveloped by abundant open space. Threatened or endangered species can be found in protected, National Forest areas. Cultural resources include sacred Native American ceremonial sites. Much of the City's attraction as a place for residents to live and visitors to return for outdoor enjoyment is the surrounding natural environment. The environment in the Williams area is clean overall, but some problems -- dust, traffic noise, and vehicular emissions -- are recognized.

Noise pollution and wood burning smoke during fall and winter are the most prevalent forms of environmental impact in the City as cited by residents.

Noise is generated by traffic on Interstate 40, trains on the railroad through town, and, to a lesser extent, from construction work and air traffic at the municipal airport. To minimize this type of pollution, the City has ordinances in place prohibiting excessive, unnecessary, or offensive noises.

As much as noise pollution is "point source" in nature (meaning that this type of pollution impacts only the area near the source) most of the City's homes and hotel properties are located far enough from the Interstate to minimize the impact of highway noise. The sound of train traffic is regarded by some citizens as a comforting sound although visitors to Williams may consider trains as a source of "noise pollution".

The City is mindful of the importance of clean air to its residents and visitors. Although Williams has no major industrial polluters, it plans to exercise caution in approving future developments with respect to minimizing impact on air quality. Asthma and other respiratory diseases are especially prominent in cold, dry air. Poor air quality catalyzes respiratory and cardiac problems, particularly for visitors or elderly who are not used to lower levels of oxygen at higher elevations. Dust from dirt roads and heavy truck traffic -- as potential contributors to air pollution -- should also be addressed.

Water pollution was not much of a concern until the City began pumping ground water in 2000. Similar in nature to the air pollution issue, Williams does not have a major water polluter. However, the Arizona Department of Environmental Quality has required remediation of leaking underground storage tanks and discharge of stored effluent. Most of these instances have been successfully brought up to State requirements. In addition to clean-up and prevention of future groundwater contamination, attention should also be directed to protecting water quality in local lakes that are heavily used for recreation.

3. ENVIRONMENTAL PLANNING RECOMMENDATIONS

To maintain the environment in the City of Williams at today's high quality level, the following recommendations are made to provide the framework for addressing environmental issues and their impact on the community:

Recommendation 1: Prevent degradation of forests, water courses, and other natural assets.

Interagency cooperation among the City, Coconino County, the Forest Service, and other entities must be continued with strategies to protect the region's natural resources from both man-made and natural hazards, such as poaching, fire, bark beetles and over forestation. Watershed protection

is, also, a paramount concern.

Recommendation 2: Evaluate proposed developments to mitigate environmental impacts. The City should develop evaluation methods to determine the impact of new development proposals on the natural environment. This review ought to affirm that air, water, and noise mitigation measures are taken, as necessary to maintain Williams' wholesome environment. The checklist for Development Review Procedures should include "Environmental Impacts".

Recommendation 3: Reduce negative environmental impacts of human activities on community livability.

To ensure that new development is as livable as possible, the City should develop guidelines for construction near the Interstate and railway to minimize the impact of noise upon building users. These guidelines should include specific standards for insulated glass, walls, and sound absorbing materials. The requirements could be on a sliding scale -- less restrictive the further away from the noise source the proposed development is located.

Another action that the City could take is to minimize particulates in the air by restricting sources of this type of pollution. Additionally, a program to pave dirt roads in the community as well as a dust management ordinance to minimize dust from driveways, construction sites, and other sources would be another step to ensure future air quality.

III. GENERAL PLAN IMPLEMENTATION PROGRAM

The General Plan establishes directions to guide progressive change. These statements of principle now need to be carried out in practice. In this section of the General Plan, strategic approaches are suggested to apply local resources and capabilities -- working toward the Plan's civic aspirations.

The Implementation Program consists of interrelated components that direct the City. They are: General Plan Amendment procedures; and a phased action program that details proposed step- by- step commitments to accomplish the stated Goals.

A. GENERAL PLAN AMENDMENT

According to Arizona statutes, a major amendment to the General Plan is required for any change that causes "substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing general plan land use element".

1. CRITERIA FOR DETERMINING MAJOR AMENDMENT

Municipalities decide for themselves what constitutes a "substantial alteration", in terms of acreages, densities or intensities of use, according to their existing community character.

*** Major Amendment to the General Plan**

The guidelines for considering a proposed change in land use as requiring a Major Plan Amendment are:

- A change in the Land Use Plan designation on 80 or more acres within the municipality or 160 or more acres elsewhere in the Municipal Planning Area; or
- An increase or decrease in density of dwelling units of 50 percent or more, measured in units per acre; or
- An increase or decrease of 20 acres or more for commercial (e.g., office, retail, resort) or industrial types of use; or
- An increase of 40 acres or more or a decrease of 20 acres or more for open space uses; or
- Any change to uses specified in an approved, mixed-use masterplan that affects an area of not less than 40 acres and/or that changes the number of dwelling units by 25% or more.

An Amendment to the Land Use Plan initiated by the property owner that results in a decrease in land use intensity will not be considered to be a Major Amendment.

* **Minor Amendments to the General Plan**

Minor Amendments to the General Plan are: minor text changes; map adjustments that neither impact the Land Use Plan's balance nor meet/exceed the acreage or density measures set forth in the definition of Major Amendments.

City Staff will be responsible for the publication of legal notice for General Plan Major Amendment public hearings in accordance with State statutes. Notice will also be provided to, and comments requested from: Coconino County, the Arizona Department of Commerce, and owners of all property within three hundred feet of the affected area according to ownership records supplied by the applicant.

2. MAJOR AMENDMENT PROCESS

The City will consider Major Amendments to the General Plan once each year in accordance with the Arizona Revised Statutes. Major Plan Amendments will first be considered by the Planning and Zoning Commission for recommendation to and hearing by the City Council. Major Amendments must meet the public involvement criteria outlined in the State statutes that require, "effective, early and continuous public participation in the... Major Amendment of the General Plan from all geographic, ethnic, and economic areas of the municipality". A 2/3 majority vote of the City Council is required to approve a Major Amendment.

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

- Does the adopted Plan already provide adequate alternative areas that might be more appropriate locations for the uses proposed in the amendment?
- Will the proposed amendment be an overall improvement to the General Plan or will it simply benefit a particular party?
- Is the proposed amendment justified by other significant land use or policy changes in the area?

- Would the community as a whole be adversely affected through:
 - Significantly altering the character of the neighborhood or community?
 - Requiring major and/or unanticipated public infrastructure improvements?
 - Generating increased levels of traffic on area roadways?
 - Non-compatibility with existing or anticipated adjacent land uses?
- Is the proposed amendment consistent with the overall intent of the General Plan?

B. LAND USE DECISION KEYS

General Plan implementation is an incremental process. Every lot, when it is built upon, redeveloped, or revitalized, can make a positive contribution to achieving City planning goals. By observing the General Plan's guidance in new construction projects, property owners will be assuring that their improvements are sustainable, in accord with the community's quality expectations.

Criteria for assessing various types of development may be applied as guides to decision-making by the City Council, its advisory boards (especially the Planning and Zoning Commission), and municipal staff. The Land Use Decision Keys act as a bridge between the General Plan and development codes. Over time, some may be incorporated, as appropriate, into zoning or subdivision codes or they may continue as non-regulatory informal guides to community preferences, answering the question "Where is it written?"

1. Residential Keys

Quality, affordability and variety are among the results desired for upgrading the local housing stock. Guidelines are to be adapted in economically feasible ways, to apply to infill projects.

- *Street access* -- each dwelling unit should be provided with an appropriately surfaced dedicated public roadway or accepted private street, with adequate surfaced areas for parking and maneuvering. Driveways serving multiple dwellings should be a minimum of 16 feet in width. Developments containing forty or more dwellings must provide a minimum of two points of ingress-egress for adequate emergency access.

- *Pedestrian connections* -- may include sidewalks in areas with an average density of four or more units per acre; however, for most residential neighborhoods, multi-purpose pathways, improved to acceptable standards and designed to link with schools, shopping or other activities, are preferred.
- *Drainage* -- home sites and multi-unit residential clusters should be graded to minimize runoff and ponding onto adjacent properties, streets or portions of the subject site where damage to structures or their contents may occur. On-site detention is preferred.
- *Useable open space* -- subdivisions or multi-family developments planned for forty or more dwelling units should consider allocating recreational space, which may include pathway linkages in proportions similar to those expected for master planned developments. (See: 5. Mixed-Use Development Keys)
- *Appearance themes* -- where tract development occurs, residential designs should reflect variety in house plans and elevations retaining, where possible, native landscaping to maintain the City's forested character.

2. Commercial Keys

Retail, service and office establishments are highly visible. They also attract traffic. Creative site planning may address these appearance and safety considerations. Address design guidelines by observing the following principles:

- *Gateway properties* -- located at Williams' major I-40 entry points should contribute to appearance themes through attractive landscaping, signage and architectural character -- especially as a visually compatible introduction to the Historic District.
- *Street access* -- direct ingress/egress from a public arterial or collector roadway should be provided. Properties five acres or greater in area should have two or more access driveways, twenty feet or greater in width plus driveway aprons, preferably avoiding traffic generation onto adjacent residential streets.
- *Parking and maneuvering* -- retail, food service and other hospitality industry uses, especially, should design street side setbacks not less than thirty feet in depth, to separate entry points from parking areas. Driveway, parking and maneuvering dimensions should be increased where truck or recreational vehicle traffic is anticipated. Required handicapped facilities are emphasized.

- *Drainage* -- swales for storm water retention may be combined with landscaping and setback tracts to prevent street and parking lot flooding. Larger properties or those more exposed to runoff may include on-site drains for percolation and groundwater recharge.
- *Pedestrian connections* -- are encouraged to link with community path or sidewalk systems. Retail developments with large or multiple establishments should design walkways between stores/designated pedestrian ways in parking lots to separate customers on foot from vehicular traffic.
- *Screening and landscaping* -- low-water use landscape materials may be planted at the upper edges of drainage swales for appearance purposes, with more dense vegetation or block walls along rear and side property lines that abut residential areas to screen portions of the property containing outdoor storage, loading or parking areas.
- *Signage* -- in compliance with code provisions, business signs may be placed near entry driveways in landscaped setback areas. Monument signs, four feet or less in height, are preferred.

3. Industrial/Employment Keys

Workplaces should be designed to accommodate current business purposes and employee convenience; but, also, to facilitate possible future expansion. They may observe different appearance criteria depending on location: highway frontage and, especially, adjacent to residential zoning.

- *Site planning* -- in addition to the initial development site plans, projects of five acres or more should provide general siting concepts for future construction phases.
- *Street access* -- may be by privately-maintained roadway or driveway directly served by public arterial or collector street frontage. Special paving considerations may be required for operations involving heavy vehicles.
- *Parking and maneuvering* -- dustproofing and surfacing should be provided as appropriate to the industrial use and its surrounding area; designated parking, loading, storage and maneuvering areas should meet all zoning requirements with additional improvements if necessary for the number and types of vehicles required by the proposed use and its employees.
- *Drainage* -- site grading is expected to provide for managed retention and bleed-off of

storm water to prevent flooding of on-site areas and adjacent public streets. Preferably, street-fronting drainage areas would be landscaped with approved plant materials.

- *Water consumption* -- high water-use processes should be required to employ effective water recycling techniques.
- *Employee amenities* -- protecting health and safety of workers are regarded as necessary; facilities for work breaks or after-shift recreation are desirable, particularly in conjunction with City or civic organization joint use possibilities.

4. Public or Institutional Use Keys

City projects should lead by example. Municipal uses, schools, churches, government agency or civic organization properties may be exempt from some code requirements; however, they should attempt to follow Decision Keys.

- *Site planning* -- to present an orderly, attractive appearance; architectural and landscaping excellence are encouraged.
- *Street access* -- should be appropriate to the function and scale of the public or quasi- public use. High traffic generators should be expected to observe commercial location standards.
- *Parking and maneuvering* -- areas may be designed to facilitate periods of peak use at the facility, including the designation of temporary vehicular use areas and/or joint use with nearby properties for special events.
- *Drainage* -- front and side setback swales, with landscaping and/or screening along inner, uphill edges provide on-site detention and improved appearance from the street.
- *Community amenities* -- should be considered, particularly pathway connections. Useable open spaces should be scaled to the property: playground or tot lot, picnic Ramada's, court games.

5. Mixed-Use Development Keys

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

- *Street access* -- entry monumentation is recommended for development identification and for each separate residential neighborhood. A sign theme package is desirable. Portions of

the development containing 50 or more dwelling units should add a third point of principal access, with additional ingress/egress for each additional 100 units.

- *Pedestrian connections* -- should include linkages to the pathway system especially from the development's residential areas to its open space, shopping, employment components and to nearby schools or churches.
- *Drainage* -- comprehensive, master planned solutions for the entire development may utilize parks or other open spaces for retention.
- *Useable open space* -- preferably exceeds ten percent of the net site area (or as may otherwise be required by ordinance) provided in centrally-located, joint-use park(s) and pathways within 600 feet of each home or business.
- *Streetscape themes* -- may be used to identify individual neighborhoods and non-residential areas with varied landscaping, lighting or street furniture.

