



Town of Snowflake **GENERAL PLAN**



Prepared for the Town by:



Acknowledgements

The Snowflake General Plan was prepared through a diligent effort by the General Plan Advisory Committee, input provided by its citizens at workshops, the Planning and Zoning Commission, Town Council and Town Staff. The General Plan was officially adopted by Council on February 26, 2008.

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Glossary

The Town of Snowflake General Plan considers existing community conditions as well as the future vision articulated by its citizens. Population growth expectations, arising from proposed development in the near term requires preparedness planning. Maintaining Snowflake's special character, on the other hand, calls for preservation planning.

The Town desires quality development that will respect the values, heritage and history that have shaped Snowflake. The General Plan represents teamwork between the private sector and public sector. Principles and recommendations in this Plan intend to support individual property rights as well as local government policies.

I. INTRODUCTION

Arizona statutes require incorporated municipalities to adopt General Plans in order to exercise specified authority delegated by the State (A.R.S. §9-461.05). Smaller communities, such as Snowflake, may prepare relatively simple, straightforward plans -- in contrast to more detailed specifications that pertain to cities and towns with more than 10,000 residents.

General Plan Purpose

The main reason for establishing a General Plan is to provide guidelines for progress to property owners, residents, business people, prospective developers and Town officials. The Plan records an overview, in text and graphics: a vision of what the community aspires to be like in 10 or 20 years. Its recommendations are framed into an implementation strategy for accomplishing stated goals and objectives.

Land Use and Circulation (Transportation) have long been considered the fundamental building blocks of Arizona community plans. "Growing Smarter" initiatives passed by the State legislature in 1998-99 added topics, or Elements, that also must be addressed in the General Plan. The basic subject components, or Elements, now required for a community of Snowflake's size:

- Land Use
- Open Space
- Growth Areas
- Circulation
- Environmental Planning
- Water Resources
- Cost of Development

These sections do not stand alone. They are intended to function in a coordinated manner so as to present a comprehensive, balanced planning perspective. Conflicting policies are avoided. Priorities for implementing Plan goals and objectives are suggested, but they can -- and should -- be revisited on a regular basis. Cross-referencing among Elements shows their interdependence.

Related interests, that in larger Arizona municipalities are considered to be free-standing Elements, have been addressed in the Snowflake General Plan where appropriate. For example: Housing, Economic Development, Public Facilities and other subjects are woven into the document.

A similar format is used for each Element. (See: III. Elements, introduction, page 10). From goals to recommendations, all seven subjects present a comparable flow that leads into the step-by-step Implementation Program (Section IV., pages 39-40.)

The General Plan does not dictate what should be done in a specific location or on an individual parcel of real estate. It is not a zoning map with the force of ordinance; however, the General Plan suggests opportunities that may be of interest to landowners. Also, the Town's zoning and related land use decisions must be consistent with the General Plan.

The central purpose of the Snowflake General Plan, therefore, is to serve as an overview of Town policy regarding development. It recognizes existing development conditions. It plans for desired future progress; and, it also seeks to preserve the Town's longstanding community values.

Public Involvement

This community grew successfully over many years without a formally-adopted Plan. It is certain, however, that the Town's success occurred largely as a result of forward thinking by founding families, generations that followed, elected and appointed officials. Today with definite prospects for growth, Snowflake has determined that it is a good idea to set down the groundrules by which its special character can be maintained.

A "people plan", articulated by local residents and business owners, constitutes the preferred approach. Although this document respects modern technology, the fundamental message is meant to be uncomplicated, straightforward -- with engineering standards or code requirements serving as back-up when necessary. Consultants to the Town help to suggest planning alternatives, propose options for accomplishing General Plan goals and record the public's stated principles for their community's future.

A truly citizen-driven plan needs to evolve through a process that offers many opportunities for persons of all ages or interests to express their opinions. Over the several months in preparing the Plan, public input was obtained through open discussions, interviews, questionnaires/surveys, map exercises, community briefings and extensively promoted planning events.

Snowflake conducted a highly participatory process for citizens to become knowledgeable about, debate and express their preferences regarding the Town's future development. A General Plan Advisory Committee (GPAC), appointed by the Mayor and Council, took on the responsibility for guiding public input and consultant's drafting of the General Plan document. The group helped to facilitate a Public Involvement Program that included such planning events as:

- Visioning and Goals Workshop
- Plan Alternatives Open House
- Draft Plan Briefing
- Public Hearings (Planning Commission and Town Council)

How to Use this Plan

The General Plan constitutes an expression of Town policy regarding present and future development. It states principles that guide growth and preserve the Town's heritage.

Development proposals should be consistent with the General Plan. Municipal decisions, too, ought to take into account the Plan's findings and recommendations. Section IV, the Implementation Program, provides step-by-step suggestions for accomplishing General Plan Vision, Goals and Objectives.

Residents, landowners, prospective developers and interest groups should refer to the Snowflake General Plan as a reference to support their positions. The Plan is meant to be flexible. Creative suggestions for land uses or improvements are to be evaluated on their merits as they respond to overall community objectives. The General Plan should be consulted on a regular basis to assist in making decisions about public or private proposals.

General Plan Amendment and Updating

When changes of conditions or community needs/resources occur, the Plan may be amended. If a development proposal is significantly inconsistent with the General Plan, a Major Plan Amendment would be required. Criteria for a Major Plan Amendment are: 1) change in use on 160 acres or more; 2) increase in residential density of fifty percent or greater, except when rezoning occurs from previously Agricultural (AG) zoning; 3) non-residential use greater than ten acres on sites lacking major street frontage (i.e., Main Street, Snowflake Boulevard).

State law requires a comprehensive General Plan Update at least every ten years. As appropriate, an Update may be adopted prior to that date.

Major Amendments, defined as a "substantial alteration" to the Plan, may be considered only once each year. Minor amendments have no such restriction; however, it is advisable to record (and map, as appropriate) all such adjustments -- both Major and Minor -- on a regular basis.

Keeping the General Plan current between full-scale, comprehensive updates may be accomplished as part of the annual "success monitoring" process. (See: IV. Implementation Program, page 39.)

II. VISION, GOALS and OBJECTIVES

General Plan motivation comes directly from members of the public and their municipal leadership. Snowflake, in this Plan, begins to translate its values into guiding principles for future Town excellence.

This Section presents the broad aims that are addressed in each of the following Section's Elements.

Planning Vision

Town citizens listed key words and phrases to help articulate the Snowflake Planning Vision. This is our mission statement:

SNOWFLAKE PLANNING VISION

Future Snowflake should maintain our pioneer heritage, preserving historic assets amidst a clean, modern town. We place highest priority on maintaining family values in an attractive setting of tree-lined streets, parks and green areas that encourages community activities as well as healthful recreation.

Planning goals stress a balance of land uses -- residential neighborhoods, education, health care, and industrial/commercial areas. New development, particularly stores and restaurants that generate revenue for the Town and provide convenient shopping and jobs for residents, will help to pay for solid municipal infrastructure.

Townpeople of all ages wish to steward Snowflake's natural environmental assets by promoting quality growth that will make positive contributions to our home town character.

Element Goals

Goals were listed for each General Plan Element. They are supplemented with more specific Objectives for achieving these basic planning aims. Sets of Goals and Objectives lead to Recommendations in the Elements section which, in turn, translate into Implementation Plan actions.

LAND USE

The starting point for planned community growth recognizes the existing development pattern. Participants in the General Plan process agreed that Snowflake should be selective in encouraging additions to their Town's physical character. Some guiding Land Use directions include:

Goal: Provide infrastructure ahead of demand, before more development!

- Objective:** Maintain effective Capital Improvement Plan phasing.
- Objective:** Seek economies of scale in larger developments.
- Objective:** Prioritize public investment for Growth Areas.

Goal: Consider expanding business for economic development.

- Objective: Accommodate local business expansion.
- Objective: Attract technical services and administrative office employers.
- Objective: Encourage hospitality industry growth (i.e., motels, restaurants).

Goal: Develop Town themes for compatible land use placement and appearance.

- Objective: Strengthen Historic District image.
- Objective: Adopt landscape buffering standards.
- Objective: Create visual interest on "gateway" commercial properties.

Goal: Encourage master planning for municipal systems and private development.

- Objective: Provide for increased utility service capacity.
- Objective: Establish criteria for mixed-use development.
- Objective: Coordinate stormwater drainage solutions.

CIRCULATION/TRANSPORTATION

Efficient, safe accessibility supports the Town's highest and best land use. More than any other pair of Elements, Circulation and Land Use need to be fully compatible.

Designing a circulation hierarchy with collector and local streets feeding into the major highway arterials also builds in alternative transportation modes.

Goal: Resolve roadway issues pertaining to highways, master street plan and community connectivity.

- Objective: Maintain safe, uncongested traffic flow on major roadways.
- Objective: Design collector streets for better cross-town access.
- Objective: Eliminate gaps and impediments for through traffic.

Goal: Improve transportation services for persons unable to drive.

- Objective: Include multi-purpose pathway connections in the circulation system.
- Objective: Consider private-public transit services.
- Objective: Investigate inter-community and regional connections.

Goal: Address parking needs with creative solutions.

- Objective: Add off-street parking facilities for cars, bicycles and carts.
- Objective: Integrate pedestrian connections between shopping and civic destinations.
- Objective: Promote joint-use parking.

OPEN SPACE

Municipal growth, by definition, absorbs vacant or underutilized land to more productive purposes, thereby reducing natural spaciousness. Tactical planning is required to reserve open areas for a variety of purposes. Outdoor recreation should be dispersed throughout the community. These would address both active (e.g., playing fields, trails) and passive (e.g., picnic grounds) recreational needs. Scenic areas, as well as view corridors, counteract an overcrowded appearance.

Goal: *Balance more parks and green areas.*

- Objective: Develop a Parks & Recreation Master Plan.
- Objective: Expect park facilities in outlying developments and Growth Areas.
- Objective: Seek opportunities (e.g., BLM lands) for larger-scale community or regional open space.

Goal: *Plan for utilization of Town watershed area.*

- Objective: Adopt joint-use options along major washes.
- Objective: Allow public or commercial recreation.
- Objective: Evaluate hiking trail and nature walk possibilities.

Goal: *Celebrate Silver Creek as a visual and recreational community asset.*

- Objective: Provide public access by purchase or dedication.
- Objective: Develop park, nature walk and trail facilities.
- Objective: Highlight Silver Creek community events.

Goal: *Develop a multi-purpose pathway concept.*

- Objective: Strive to establish a Town-wide path system.
- Objective: Plan for future acquisition of path links by ownership or easements.
- Objective: Adapt AASHTO path standards to local conditions.
- Objective: Install designated lanes for bicycles, golf carts.

Goal: *Encourage greenbelts in developed areas; require in new neighborhoods.*

- Objective: Use greenbelts for buffering and path connections.
- Objective: Adopt open space standards with credits for greenbelts or payments in-lieu.
- Objective: Assist with landscaping lineal open space along wide streets and natural drainage channels.

WATER RESOURCES

As a "Growing Smarter" Element, Water Resources exemplifies the importance Arizona places on preparedness planning. Without expandable water and sewer systems, urban development becomes very restricted.

Snowflake enjoys more plentiful water resources than most Arizona municipalities; however, careful water usage is imperative for sustained community well-being. The Town commits to managing its water to avoid future supply and delivery problems.

Goal: *Implement conservation standards.*

- Objective: Maintain efficient water acquisition, treatment and delivery systems.
- Objective: Suggest limits for outdoor water use.
- Objective: Promote low water use fixtures in new construction.

Goal: *Protect our aquifer and water supply by preventing transbasin transfers.*

- Objective: Oppose exporting local water to other areas.
- Objective: Monitor local and regional groundwater pumping in conjunction with ADWR.
- Objective: Prevent excessive water table draw down.

Goal: *Prepare for growth through water stewardship.*

- Objective: Establish per capita water consumption targets.
- Objective: Limit the use of turf in new developments.
- Objective: Adopt wellhead protection measures.

GROWTH AREA(S)

It is smart, too, to identify areas in the community where growth can occur most advantageously. Related to Land Use economic development objectives and Cost of Development, designated "hot spots" foster Snowflake's ability to attract new commercial/industrial businesses to complement anticipated increases in homebuilding.

Goal: *Plan expansion areas efficiently to use or connect into existing infrastructure.*

- Objective: Reserve Capital Improvement Program funds to facilitate developers' investment in infrastructure.
- Objective: Recalibrate development fees and payback mechanisms.
- Objective: Consider incentives for community amenities (e.g., trails, open space).

Goal: *Identify industrial and commercial opportunity locations.*

- Objective: Target retail and hospitality opportunities on Main Street (S.R. 77).
- Objective: Inventory commercial/industrial frontages of S.R. 277.
- Objective: Explore rail service potential.
- Objective: Promote Industrial Park infill.

Goal: *Promote orderly development.*

- Objective: Require dedication and improvement of public street access.
- Objective: Establish guidelines limiting well and septic placement.
- Objective: Encourage platted residential and commercial subdivisions.

ENVIRONMENTAL PLANNING

Maintaining healthful air, land and water resources is essential for superior living quality. Natural assets contribute to residents' and visitors' outdoor enjoyment. Environmental excellence should be viewed as a shared responsibility among the entire local population.

Goal: *Educate the public about water conservation, pollution and alternative landscaping (take a lesson from Payson).*

- Objective: Evaluate potential for groundwater recharge.
- Objective: Publicize environmental quality measurements.
- Objective: Sponsor (with local business) an Environmental Excellence award program.

Goal: Master Plan for Cottonwood Wash.

- Objective: Improve stormwater runoff control.
- Objective: Delineate Lateral Erosion Envelope limits.
- Objective: Emulate multi-use flood control masterplanning.

Goal: Become proactive on environmental issues, such as reuse of treated effluent on golf courses and greenbelt areas.

- Objective: Evaluate use of treated wastewater distribution.
- Objective: Reduce airborne particulates through paving improvements.
- Objective: Consider guidelines to limit noise, odor, lighting.

COST OF DEVELOPMENT

Economic aspects determine whether proposed projects will have a positive or negative influence on the community. Snowflake recognizes the need to live within its means, but there is also a realization that partnering with private investment can often be profitable to the community.

Both the Town and the developer need to conduct cost-benefit analyses before investing in growth. Where revenue or desirable jobs can be realized, Snowflake may create development incentives.

Goal: Offer development incentive for infill and land uses that contribute to the economy.

- Objective: Recognize land use types and locations that produce positive cost-benefit returns.
- Objective: Consider connection fee waivers where existing capacities are utilized.
- Objective: Allow development intensity/density bonuses on key Growth Area sites.

Goal: Increase commercial, retail and job attraction (such as office, technology) for added revenue.

- Objective: Provide "fast track" development approval for employers offering well-paying jobs.
- Objective: Estimate sales tax revenues compared with costs to serve for various types of business.
- Objective: Promote community growth, tourism attraction, progressive government and other positive factors to prospective businesses.

Goal: Evaluate financing sources: development fees, tax.

- Objective: Focus on revenue generation, minimizing reliance on property taxes or bonded indebtedness.
- Objective: Revisit development fee exactions on a regular basis.
- Objective: Apply for available grants or matching funds.

Goal: *Require developers to provide "fair share" and contribute parks, greenway.*

Objective: Assure that existing residents do not subsidize growth.

Objective: Meet recreation needs of new developments' residents or employees.

Objective: Evaluate infrastructure installation costs on an annual basis.

IMPLEMENTATION PLAN

Follow-through on recommendations from the foregoing Elements constitutes a critical test of General Plan effectiveness. Section IV collects and coordinates proposed Action Steps from all Elements.

Snowflake citizens set itemized Goals for Implementation to emphasize certain points of particular importance.

Goal: *Extend long-term vision out a generation or more.*

Objective: Establish phased Action Steps.

Objective: Review priorities annually.

Objective: Continue to set higher Goals.

Goal: *Coordinate Action Steps with Taylor, our sister city.*

Objective: Obtain joint input on common CIP commitments.

Objective: Cooperate on use of assets such as NPC, Taylor Airport.

Objective: Share development fee resources where appropriate.

Goal: *Encourage improved visual image through staged community appearance improvements, entry gateway enhancements and planned re-use on extractive industry sites.*

Objective: Reduce or eliminate highly-visible eyesores.

Objective: Maintain and enhance spacious, historic image.

Objective: Enhance view corridors with vegetative screening and framing.

Goal: *Update ordinances, planning maps, design guidelines, quality expectations.*

Objective: Enact incentives and bonuses for desired development types.

Objective: Provide information, consultation and other assistance to encourage quality development.

Objective: Include landowners, developers, stakeholders in code revision studies.

Taken together, these Goals and Objectives present a comprehensive response by the Town of Snowflake to State of Arizona criteria for General Plan adoption.

III. GENERAL PLAN ELEMENTS

Fundamental subject matter required by the Arizona Revised Statutes for municipal General Plans establish the Snowflake planning framework. The seven Elements do not stand alone. Their interrelated policies create a unified, comprehensive document to guide the Town's future development.

For comparative purposes, each Element is arranged in a similar format. First, existing conditions are reported -- today's Land Use patterns, the current Town circulation system and so forth. Then, the Element's future expectations describe how community development trends can overcome constraints and realize Snowflake's civic opportunities. Finally, Element recommendations offer proposed actions to achieve citizen-approved planning goals and objectives.

Just as the Plan's Vision Statement, Goals and Objectives resulted from public input, much of the Elements' narrative discussion comes as a result of General Plan Advisory Committee and Town Staff insights as well as many other citizens' observations. Priorities became clarified through the public involvement process. Well-publicized planning events -- open houses, workshops, briefing sessions -- gave residents opportunities to mark up future development concept maps, call for clarifications or explanations of stated policies and suggest strategic revisions to the Plan's early drafts.

Directions from Planning Commission and Town Council members, together with responses from other jurisdictions or agencies during the sixty-day statutory review period, led to further sharpening of the Elements. Finally, public testimony at Commission and Council hearings on the Plan help to provide instructions to consultants for final edits to the Elements and other General Plan sections.

* * *

LAND USE ELEMENT

Snowflake is expecting growth. Residents insist that new development must make positive contributions to Town quality. Also, the community's heritage character should be respected -- for the benefit of newcomers as well as long-time residents.

Orderly Land Use development patterns influence all of the other Elements. Compatible uses, with creative site planning, take advantage of circulation system improvements, open space and pathway amenities, efficient stewardship of water resources and positive environmental factors.

Of Snowflake's 33.28 square mile area, only about thirty percent is in use at the present time. A third or more of the utilized area is represented by open land uses such as farm land and extractive industry. This ample land resource is capable of sustaining municipal expansion, at the same time retaining small town character.

Existing Land Use

Predating Arizona Statehood, the community once addressed all residents' and visitors' needs for shelter, food, jobs, shopping, services and educational/religious/cultural resources. Although modern transportation has spread some of these activities across the region and beyond, projected Town growth can begin to restore the "full service" community status.

Snowflake's historical development pattern is arranged along the Main Street/State Route 277-Concho Highway thoroughfares. Northern, eastern and western outlying areas are in largely rural, low-density uses or are vacant. The southern edge of Town, abutting Taylor, is more developed with a mix of commercial, public, residential and some employment uses. Several larger-acreage parcels fronting on Main Street remain in rural residential, agriculture or pasturage.

Living quality is the essence of the Town's land use. It is the asset that provides stability for the present population and attraction for future newcomers.

Residential value sets some communities apart from the other. Prices which show the appreciation of homeowners' investments, constitute one indicator of value. Neighborliness, security, stable local governance, educational opportunities, wholesome activities and many other positive factors that do not have a price tag contribute, also, to housing value. Land use policies can contribute to shelter's worth, and they should address economic issues that create housing affordability gaps for local working families.

Historic residences, modest older single-family dwellings and manufactured homes represent the majority of Snowflake's housing stock. Recently, masterplanned developments, subdivisions and apartment complexes such as Sundance Springs, Cimmaron and Fairway Manor offer a range of home ownership and rental opportunity.

Adding to the Town's current dwelling stock, plans are being proposed for additional units in several locations. Individual homes or manufactured housing can be placed on an estimated 1,087 platted lots elsewhere in Snowflake.

Commercial land use serves as a key component in the Town's economy. Most businesses are located on Main Street frontage; however, well-sited clusters of shops, offices, financial and service establishments avoid the "strip commercial" look. Other enterprises can be found on State Route 277 (Snowflake Boulevard) and Concho Highway.

Appearance enhancements are expected in Snowflake, especially in the designated Historic District. Design guidelines blend new construction with preserved historical buildings. Signage standards and landscaping add to the Town's positive image.

Visitor-serving businesses -- a hotel, restaurants, motorist services -- are making a growing tax base contribution.

Employment is widely-dispersed, including schools, public facilities and home offices in residential neighborhoods as well as in the stores, restaurants and offices in commercial districts. Sand and gravel operations and scattered industrial zoning sites also provide employment.

Planned concentration for jobs occurs at the Industrial Park located on State Route 277. Operations include hydroponic crop production, building materials fabrication, cabinet shops and bio-chem operations.

Other land uses rounding out the Town's development pattern are strategically placed to serve the growing community. Schools, recreation facilities, public buildings and historic resources are centrally located along or near Main Street. Agricultural and open land uses, mostly around the municipal periphery, may be subject to future development. For example, private lands near the "Y" on State Route 277 might be annexed into the municipality for a major truckstop that would serve as a western entry point as well as contributing to Snowflake's economy. However, General Plan principles call for preserving some of Snowflake's agrarian heritage and traditional spaciousness.

The inventory of available land, presently unused, is both privately-owned and publicly-managed. Vacant properties include individual lots in platted subdivisions as well as family farms and rangeland holdings that could be used for a variety of purposes. Arizona State Trust lands, comprising nearly 10,000 acres in the Snowflake-Taylor area are intended for "highest and best use" development -- possibly masterplanned residential communities. BLM land, on the other hand, consists of a 120-acre parcel in the northeast Snowflake as well as other holdings which by Federal law could only be used for public open space recreational purposes.

Future Development

Property owners initiate development proposals. The Town of Snowflake encourages projects, through this General Plan, that can be implemented most economically. Projects of varying size -- from single lots to tracts of a section or more -- could fit well into the Town's development pattern.

Masterplanned residential communities have been proposed in the Snowflake-Taylor vicinity. Very large scale developments, covering hundreds of acres, could be built west of Town, toward Papermill Road. Marketing these homes would in large part be targeted to active retirees -- some of whom have already "discovered" Snowflake.

A variety of housing types (particularly affordable "starter" homes and rental units) should be included in planned developments. Mixed-use may also be appropriate to provide convenient shopping, services and employment in new neighborhoods' commercial nodes.

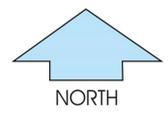
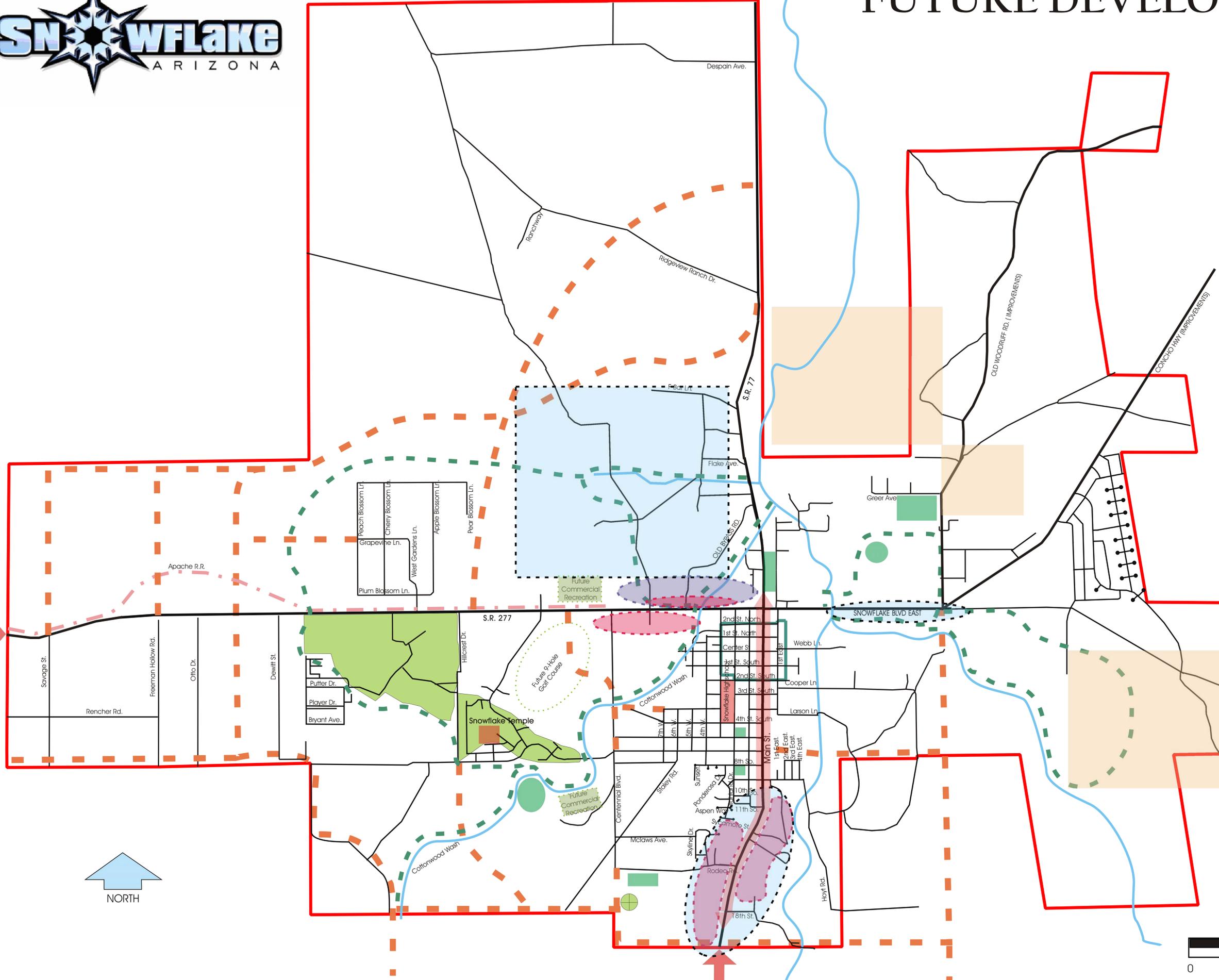
Growth areas identified in a separate Element (page 32) suggest land use placement that could best utilize existing infrastructure and/or most economically help to pay for road and utility extensions. These economies might be applied to amenities such as open space and trails, attractive design, landscaping and other features that will aid in developers' marketing of their projects.



FUTURE DEVELOPMENT PLAN

Legend

- Town Limits
- Major Arterials (Improvements)
- Minor Arterials
- Historic Downtown
- Proposed New Roads
- Proposed Trails
- Railroads
- Commercial
- Employment
- Growth Areas
- Golf Course / Softball 4-Plex
- Parks / Rodeo
- BLM Lands
- Main Entry Points
- Main Street Corridor



Suggested prime areas might be: sites along Main Street (and, selectively, in the Historic District); masterplanned residential communities with a mix of support uses; gateway locations, and strategic Industrial Park improvements. Town support for Growth Area improvements should be conditioned on assured compatibility with nearby properties.

Community infill can often provide the most immediate, positive additions to land use. Ample commercial plazas, for example, may be designed where rural residential properties have been rezoned to commercial classifications. Ideally, these sites would combine office employment with retail and retain ample landscape setback separations from the highway. Visitor accommodations, such as restaurants and bed-and-breakfast lodgings would fit appropriately into the Historic District.

Recommendations

Land use guidance urges that, when developing property in the Town of Snowflake, property owners and public agencies, together, consider ways to utilize sites in ways that mitigate negative impacts on infrastructure capacity, air quality, access to solar energy, water potability and traffic flow. Clustering buildings and permitting higher land use intensities or densities in the Town's central neighborhoods are preferred methods to preserve open spaces.

Land use goals and objectives stated by Snowflake citizens at General Plan public events are translated into action suggestions. These recommendations lead into the Implementation Plan.

GOAL: Provide infrastructure ahead of demand, before more development.

Preparedness planning is a basic direction from local residents. An ambitious Capital Improvement Program is regarded as necessary to be proactive in accommodating development. Private investment should take part in infrastructure investment programs that help them, as well as the Town, to achieve effective development timing with economies of scale.

Growth Areas have infrastructure expenditure priority. Owners of key sites may expedite service system extensions by providing financing assistance.

<p>Action Recommendation: Five-Year Capital Improvement Programs, updated annually, should be proposed to Town Council well in advance of Annual Budget adoption. Property owners/developers may be given opportunity to offer financial participation commitments.</p>
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GOAL: Expand business for economic development.

Priority objectives for business growth range from partnering with Northland Pioneer College for training to attract well-paying jobs to encouraging revenue-producing enterprises such as retail and the hospitality industry. Encouraging existing local businesses to expand is a priority.

Commercial projects involving both volunteer civic groups and Town resources would rate incentives for business expansion. Special events, streetscape improvements, path connections and joint-use parking could assist in commercial growth promotion.

Action Recommendation: Forming a public-private consortium (i.e., Town government, financial institutions, civic groups, NPC) can establish a framework for assisting local business and attracting outside investment. This group might take responsibility for assisting in CIP research, recommendations and effectiveness monitoring.

GOAL: Develop Town themes for compatible land use placement and appearance.

Using the high-profile attraction of the Historic District as centerpoint, Town-wide visual character standards should be established.

First, guidelines should be proposed for site plan design and landscape (e.g., commercial developments; plant palettes along arterial roadways); and buffering (e.g., reducing impact between the Industrial Park and surrounding residential).

Second, target locations -- gateways, focal points, business block faces -- ought to be selected. Design components, materials, cost estimates would follow.

Action Recommendation: Appearance criteria, applying only to non-residential uses (except, perhaps, entry points to masterplanned communities), should be developed jointly by Town and landowner representatives. Some may be incorporated into municipal codes; others, serving as preferred guidelines.

Priorities should be set for design and improvement of the Town's principal viewpoints.

GOAL: Encourage masterplanning for municipal systems and private development.

Comprehensive planning and engineering documents -- integrated functional masterplans -- are necessary for quality assurance on larger projects. The Town, typically, would take responsibility for municipal system plans: a master drainage plan, master street improvement/pathway plan, as well as for wet utilities and so forth.

Site or residential community masterplans would be undertaken by the developer. Dovetailing plans for real estate development with public systems is an important aspect of coordination that is often lacking at the present time. The Town needs to do its part so as to assure a match between plans.

Action Recommendation: Coordinated Town masterplans should be initiated, then developed in phases to support Snowflake's continuing growth. Integration of existing functional plans, with broad, conceptual solutions for missing components (e.g., master drainage plan), would be accomplished at minimal cost. Development impact fee funding could support on-going, more detailed engineering analysis.

CIRCULATION ELEMENT

A growing Town requires well-planned connections. Accessibility is the key for convenience, safety, economic development and orderly development. Maintaining smooth, safe traffic flow on Snowflake's major roadways (State Routes 77 and 277 as well as Concho Highway) constitutes a continuing priority. Strategically located cross-town routes should be established to provide local route alternatives which reduce trips on the major arterials and lessen traffic congestion.

Multi-modal transportation planning would add feasible options for pedestrians, bicycles and golf carts. Proposed improvements, such as pathway connections, serve both recreational and short-trip errand (or commuting) purposes.

The "Southern Navajo-Apache County Sub-Regional Transportation Plan" (Wilson & Company, 2007) considers ways to maintain efficient levels of service on intercommunity circulation corridors. State Route 77, in particular, may require attention. A Bourdon Ranch Road reliever might alleviate congestion on the highway as it enters and leaves the City of Show Low.

Existing Circulation Conditions

At the present time, Main Street/S.R. 77 handles north-south traffic, including numerous through trips to/from Tucson, efficiently. Lowered speed limits through Snowflake and Taylor help to manage vehicular flow along the four-lane roadway. There is a considerable volume of truck traffic on 77 -- between Holbrook and Show Low.

The Snowflake-Heber connection via State Route 277 serves as a shortcut for freight and passenger vehicles connecting State Route 260 (to Payson) with eastern communities. East of Town, Concho Highway carries traffic toward St. Johns and the Lyman Lake recreation area.

Fifty-three miles of local streets are maintained by the Town. About 25 miles of this total are surfaced; 28 miles, unpaved. As improvement budgets permit, resurfacing is scheduled and dirt roads are being paved. In some neighborhoods, east of Town for example, discontinuous streets constitute a problem. In some cases alignments have been planned; in others, through connections are "privatized" with padlocked gates.

Other transportation options include the nearby Taylor airport and, for commercial passenger flights, Show Low Regional Airport. Strategic truck route planning is necessary both to support economic development and to mitigate traffic conflicts. Apache Rail Road freight hauling from Holbrook may offer industry-attracting opportunities. The White Mountain Passenger Lines provide regional bus services.

Future Circulation Improvements

Highest circulation priorities pertain to facilitating more direct internal access for the community. First, citizens recognize a clear need for a logical collector street system. Linking local streets, principally serving residential neighborhoods, with in-Town

destinations (work, schools, shopping, recreation) would allow for more direct trips. As noted, these traffic movements would generate less traffic on arterial thoroughfares.

Snowflake and neighboring Taylor have few stoplight-controlled intersections. However, signalization warrants may indicate a need for additional controls to moderate traffic flow and, thereby, reduce the wait time for resident motorists turning onto Main Street. Several more are recommended for the future in the Sub-Regional Transportation Plan.

The Circulation Plan map (page 19) illustrates some possible future street connections or extensions. Some new proposed alignments include: Seventh Street, Centennial and a Northwest loop as well as continuing Old Woodruff Road and other established thoroughfares.

Ample street widths in the Snowflake Historic District, established by founding settlers, would be considered for re-use opportunities. Maintaining such wide residential streets may not be cost-effective for the relatively light traffic they serve. Alternative designs could include landscaped areas for pathways, possible parking for tourists visiting Downtown or other creative use of the space.

Recommendations

The General Plan's improvement strategies call for coordination with the Town of Taylor and providing means to obtain assistance from developers to accommodate growth. Both of those principles will be instrumental in meeting the demand for transportation improvements.

Responding to Circulation Element Goals, the following prospective actions are recommended.

GOAL: *Resolve roadway issues.*

Traffic flow objectives can be met by committing to improvement of a Town-wide collector street system. Adding corridors, connections and extensions requires comprehensive traffic planning that includes the Town of Taylor, the Arizona Department of Transportation (ADOT) and, especially, the landowners and developers that can help to obtain necessary rights-of-way as well as funding assistance for road construction.

Logical spacing of new access routes should be established in advance of community growth. Engineering design standards must be in place to determine cost-effective (i.e., minimizing bridged crossings, avoiding steep terrain or unsuitable soils) roadway alignments.

<p>Action Recommendation: Anticipate future traffic patterns, study and develop a Master Street Plan. Partnering with the private sector, Taylor and ADOT, indicate general specifications, construction timing and financing methods to accomplish Master Plan improvements.</p>
--

GOAL: Address needs of non-motorists.

Objectives serving persons who are unable to drive range from promoting pedestrian, bicycle and cart use to increasing passenger options. The Town might take the lead in alternative-mode planning. Private sector or social service agency initiatives could foster dial-a-ride or scheduled services to other locations in the region.

Action Recommendation: Design potential routing, with improvement standards, for a multi-purpose pathway system. Encourage developers, employers and agencies to provide transportation services -- including possible connection with commercial buses and/or other municipalities' transit operations.

GOAL: Address parking needs.

Estimates of peak time demand for parking will assist in determining the parking space need. Annual events, height of tourist season, seasonable traffic patterns provide base data.

Public parking, preferably off major streets, could utilize pathway system access. Shared parking spaces (such as among several Historic District businesses) would encourage visitors to get out of their cars and enjoy the Snowflake walking experience.

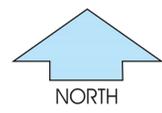
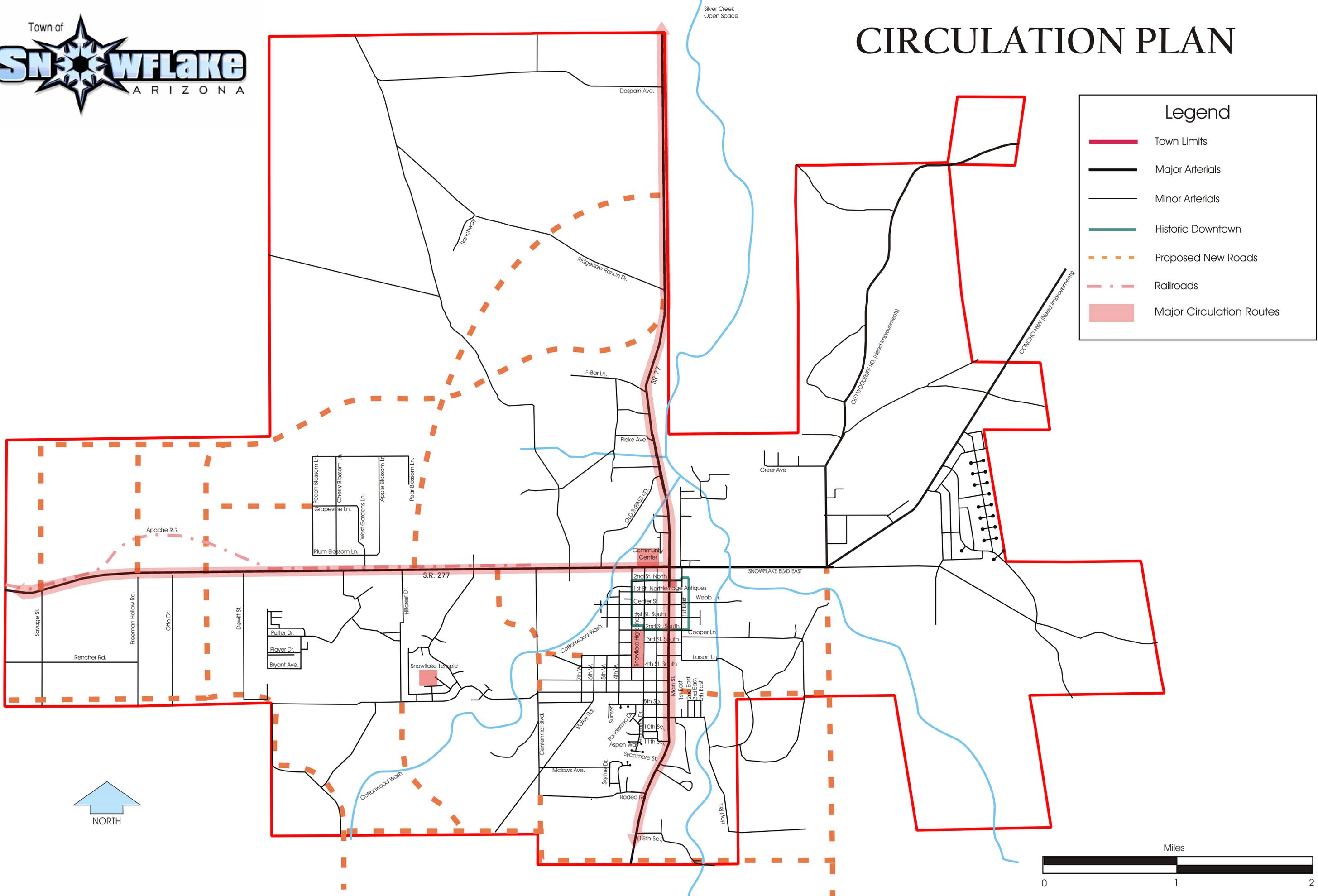
Action Recommendation: Consider acquiring mid-block locations or utilizing portions of wide residential streets for parking and/or pathway connections.



CIRCULATION PLAN

Legend

- Town Limits
- Major Arterials
- Minor Arterials
- Historic Downtown
- Proposed New Roads
- Railroads
- Major Circulation Routes



OPEN SPACE ELEMENT

As one of Arizona's "Growing Smarter" requirements, an Open Space Element is meant to provide publicly-accessible, open land increments adequate to meet future populations' needs. Snowflake plans to design an open space program of its own.

Various open space types should be considered. Additional sites for the Town's playing fields and other recreational facilities, larger community or regional parks, passive space at community entry points, nature trails and pathway routes are among desirable future acquisitions.

Larger-scale new residential developments should provide ample recreational facilities to meet their future residents' needs. Read Homes, for example, has planned to improve a 4-5 acre park. A pathway or trail network, connecting with the Town's planning system fosters community-wide access to open space assets.

The region's citizens count outdoor enjoyment as a major attribute for living here. Town residents are both active participants and spectators in a variety of sports -- most of which involve children and young people. Hiking, hunting and golf appeal to adults.

There is a recognized need for more community open space. Multi-generational facilities would be especially welcome to serve residents and visitors.

Existing Open Space

Snowflake schools and civic organizations maintain competitive, athletic and recreational areas. Venue information is as follows:

Open Space / Recreation Sites				
	Approx. Address	Activities	Acreage	Owned/Maintained
Snowflake High School	W. 1st St. N-3rd to 4th	Baseball, Football, Soccer	8 acres	School District
Intermediate School	62 W. 2nd St.	Volleyball, Football	5 acres	School District
Junior High School	1380 S. Main St.	Football, Basketball, Cross Country	4 acres	School District
Rodeo Grounds	Rodeo Rd.	Rodeo Sports	8 acres	Town
Swimming Pool	1st South/3rd West	Lap Swimming, Swimming Lessons, Public Swim	2 acres	Recreation and Parks Department
Tri-plex Ballfields	South Centennial	Softball	8 acres	Joint-use agreement

Park land for family or group activities needs to be added as population expands. Using the national standard of six acres per one thousand population, Snowflake is well ahead of target in 2007.

Golf course, public parks and recreational facilities add to the Town's useable open space inventory as indicated in the following table:

Town Parks			
	Location	Activities	Acreage
Pioneer Park	SR 277 / 5th N.	Racquetball, Sand Volleyball, Basketball, Playground, Picnic Facilities	5 acres
Fredrickson Park	2nd W. / 7th S.	Picnic Facilities, Playground, Softball Field, Lighted Tennis Courts	3 acres
Little League Ball Field	2nd W. / 6th S.	Baseball, T-ball, Soccer	2 acres
Snowflake Municipal Golf Course	Cottonwood Wash/ Highway 277	Golf	300 acres

Visible open spaces contribute to Snowflake's "home town" image. Scenic vistas along Silver Creek, even Cottonwood Wash view corridors, preserve a natural look for the Town. Masterplanned communities, such as Sundance Springs, integrate visual features with passive or active recreation as residential amenities.

Vacant lands surrounding Snowflake afford (with owners' permission) opportunities for picnics, hiking and nature walks. Informal use of open space, however, generally does not count as a community asset.

Future Open Space Improvements

There are perceived needs for increasing land area, functional variety and accessibility at public recreational locations. As the Town grows, outdoor activity opportunity should be spread out to serve residents, employees and visitors in proximity with new development. Persons of all ages may have interest in pastimes ranging from court games to frisbee golf. A Parks and Recreation Plan ought to be initiated. Needs analyses based on public input would represent a logical first step.

Citizen participants in the General Plan process enthusiastically supported a Town-wide pathway system. Linked multi-purpose paths could serve pedestrians, joggers and bicyclists -- as well as golf cart access where appropriate. These connections would not only provide recreation, they also offer an alternative to automobile trips to work, school, church, shopping and recreation areas.

Extended trails into undeveloped tracts, along watercourses or paralleling country roads could accommodate hiking and horseback riding enthusiasts. Schools, scouting groups, and outdoor organizations might be interested in sponsoring "nature walk" trail segments.

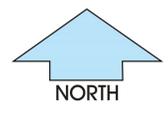
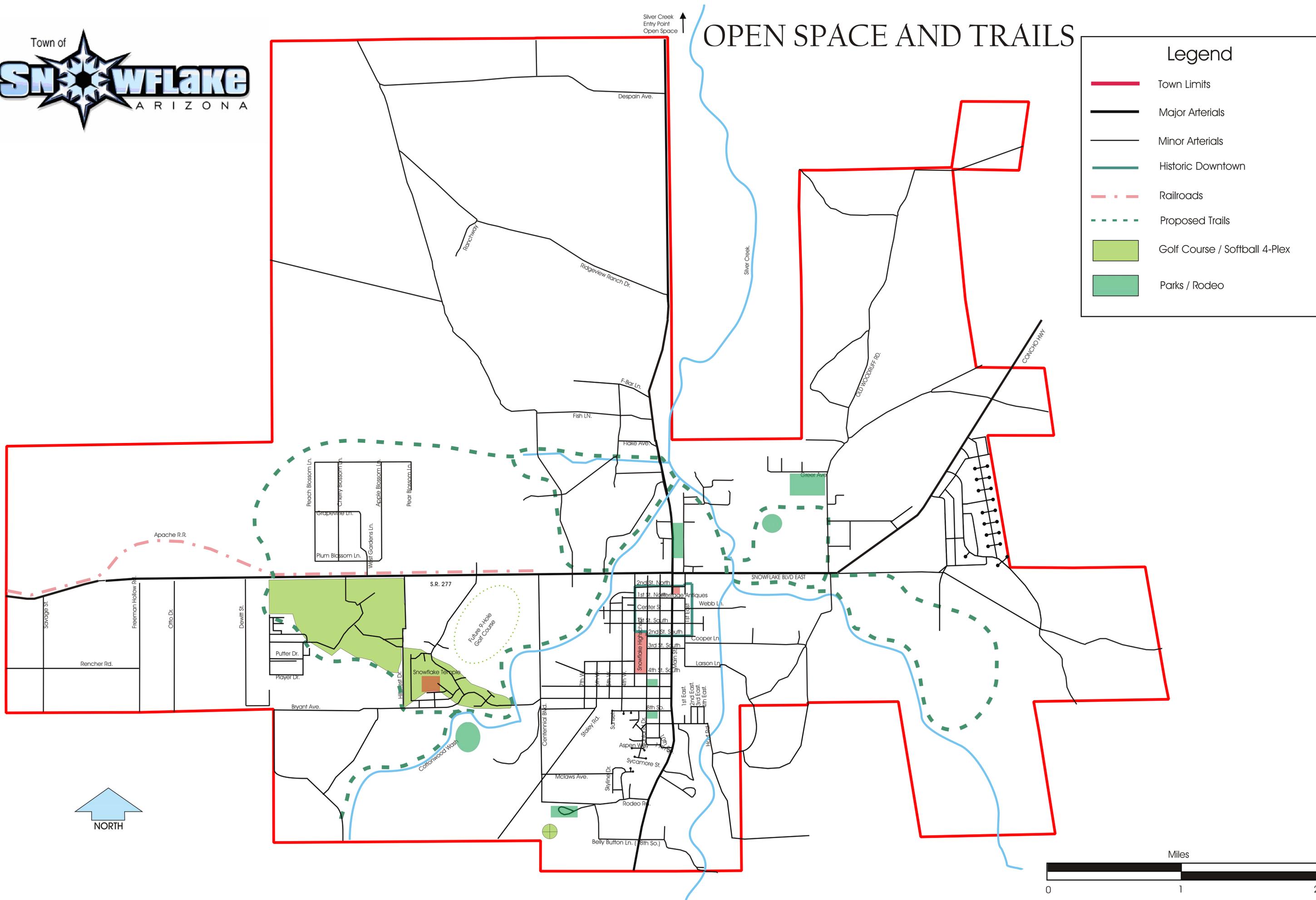
Developers of the planned residential developments south of State Route 277 plan to integrate a nine-hole golf course in the new neighborhood. Open space features may also be designed into future commercial/employment sites and amenities for patrons and workers.



OPEN SPACE AND TRAILS

Legend

- Town Limits
- Major Arterials
- Minor Arterials
- Historic Downtown
- Railroads
- Proposed Trails
- Golf Course / Softball 4-Plex
- Parks / Rodeo



Bureau of Land Management

BLM lands, the 120-acre site in particular, could be designed for camping, a small fishing lake and hiking trail/exercise trail as a large community park -- or, possibly, a regional park. The property is located on Old Woodruff Road in the Town's northeast quadrant. Application may be made to acquire BLM holdings from the Federal government. However, there is a restriction that the land may only be used for recreational purposes. Here, that condition would not be a problem. The large tract could support camping, equestrian and numerous other activities.

Turning unused watershed space into outdoor assets has been advocated by Snowflake residents. Cottonwood Wash, for example, could support trails along the upper banks. Other possibilities include low cost facilities (assuming periodic flood damage) such as: cowboy "trail events" -- hayrides, cookouts, reenactments; preserved wildlife habitat; BMX bike courses; disc golf; and many other pursuits.

Recommendations

Reserving locations for active or passive open space must be undertaken before homebuilding or other construction absorbs most, if not all, developable lands. Arizona State Trust Land at the community's edges is not regarded as potential open space. By law, ASLD parcels must be leased or sold to benefit Arizona's public schools and other trustees. BLM, as mentioned, requires property acquired from its managed holdings to stay in open, recreational uses. Private property may be acquired by purchase, dedication or donation.

Suggested improvements will require creative use of resources to implement the Town's Open Space vision. Partnerships formed by local businesses, institutions, builders as well as community leadership and staff would be responsible for planning, fund-raising and maintenance. The Town of Snowflake cannot reasonably be expected to pay for substantial open space improvements. However, municipal incentives, seed money contributions and applications for available grant money would help to expedite an open space program.

GOAL: Balance more parks and green areas.

Open spaces may be placed strategically over the Town's expanding development pattern. Most new developments, including non-residential uses, would be expected to provide green space. Criteria established by the Town could suggest open space types and extent to be associated with projected future land uses.

Neighborhood parks, with pathway connections, may be funded by developers' "payments in lieu", impact fees or grants. Locations, sizes, desired activities and facilities should be planned in advance of growth.

<p>Action Recommendation: A Parks and Recreation Master Plan with particular attention to BLM Lands should be the initial Open Space implementation step. Focusing on obtainable land (e.g., developer dedications, BLM application), the Plan would envision future locations as well as expansion of existing outdoor enjoyment sites.</p>

GOAL: Plan for utilization of Town watershed area.

Natural drainage courses cause substantial increments of Snowflake's land to be less than desirable for most land use activities. Inasmuch as this acreage is not conveying stormwater runoff most of the time, the community could utilize some of it for open space recreation.

Cottonwood Wash, for instance, could provide trail linkages along its upper banks. Outdoor activities that do not require large investment (i.e., minimizing loss resulting from major flooding events) might be accommodated in the wash channel. Examples considered or provided elsewhere are: archery ranges, cookout areas, disc golf, BMX biking.

Action Recommendation: Joint-use flood control planning recognizes drainage solutions as the primary purpose for storm water management; however, the Town's Master Drainage Plan would encourage recreational uses in and above the flood channel during dry periods.

GOAL: Celebrate Silver Creek as a visual and recreational community asset.

Silver Creek is an outstanding example of open space that should be preserved for future generations. Care must be taken in considering or planning for public enjoyment -- picnicking, nature walks, photo opportunities, bird watching -- so as not to degrade the sensitive, riparian ecology.

Town special events could be held in this scenic place. Its excellent access, at the Town's northern State Route 77 entry, affords possibilities for unobtrusive, landscaped-screened parking facilities just off the highway, creates an excellent venue for public assembly. A small amphitheater and visitor center could be provided to welcome tourists and townspeople.

Action Recommendation: Accessibility for public enjoyment of upper Silver Creek would be assured by purchase or obtaining easements. This gateway to community recreation should be celebrated with high visibility and supervised activities.

GOAL: Develop a Town-wide multi-purpose pathway concept.

Public input rated a connected path/trail system as a high open space priority. In conjunction with other Elements (e.g., Circulation, Land Use), a pedestrian/bicycle/cart-friendly Town is seen as making a positive contribution to Snowflake's image.

Action Recommendation: A Town-wide system of multi-purpose pathway links should be laid out conceptually, utilizing currently-available rights-of-way where possible. Paths or trails become expected in proposed developments. Designated lanes or separate trails would be provided for uses that may conflict with safe walking or hiking (e.g., golf carts, horses, bikes).

GOAL: Encourage greenbelts in developed areas; require in new neighborhoods.

Open space buffering as separation among different neighborhoods, land types or intensities can provide significant lineal open space. These setback areas could, in many instances, provide corridor connections for the proposed pathway network.

Retrofitting greenbelts into older neighborhoods may be facilitated by acquiring easements from property owners (who would benefit by being adjacent to the amenity) or through use of excess public right-of-way width. Installation of street furniture in these landscaped areas could further encourage Historic District pedestrian activity.

Action Recommendation: Greenbelt guidelines, code requirements and trade-off incentives should be articulated by the Town and considered for adoption. The Town may seek grants to assist in acquiring, improving and maintaining greenbelt tracts.

WATER RESOURCES ELEMENT

Assuring that the Town will have sufficient water supply to sustain both its existing and growing population base is another Growing Smarter priority. The Town has been designated by Arizona Department of Water Resources (ADWR) as having a Dedicated Hundred-Year Adequate Water Supply. Not only access to water, but, also, constructing the facilities to treat, transport -- and possibly recycle -- must be provided. Wastewater treatment solutions would complete the Town's wet utilities planning.

Silver Creek and major washes (e.g., Cottonwood Wash) attest to the area's substantial groundwater resources. The Town needs to plan carefully to use them wisely, economically and keep ahead of the increasing demand from new residential, commercial and employment development.

Drainage issues which are related municipal responsibilities, integrate with Snowflake's water resources initiatives. Master stormwater runoff planning may contribute to the Town's water resources in several ways: aquifer recharge, surface water storage, irrigation supply and, possibly, visual/recreational amenities with constructed wetlands.

The State of Arizona stressed the vital importance of water by adding this Element to Growing Smarter requirements for municipal General Plans. Although Snowflake is fortunately positioned in terms of water resources compared with many other Southwestern communities, the Town does not take this advantage for granted.

Enjoying easily-accessible, plentiful water supply is very positive. However, issues of quality and cost affect local growth prospects. Groundwater must be protected from natural as well as man-made contamination to preserve its potability. Infrastructure, provided ahead of development, requires investment in treatment, delivery and related municipal systems.

Existing Water Resources

Snowflake's water system draws groundwater from the Coconino aquifer which underlies southern Navajo County. The aquifer, recharged in the White Mountain and Mogollon Rim regions, provides a reliable, long-term water resource.

Located in the Little Colorado River Watershed, the vicinity's water levels range, generally, from depths of 100-400 feet. Annual precipitation averages in the 12-14 inches range. Arizona Department of Water Resources (ADWR) monitoring wells indicate no serious exceedance of established water quality standards.

From these wells, the Town provides water to more than 1,640 customers in its service area. Annual consumption has risen above 460,000,000 gallons -- both metered and unmetered. For safety and efficiency, water storage is sited on higher ground to gravity feed the system.

Except for a few outlying areas that operate on septic tanks, Snowflake residences and businesses are served by a sanitary sewer system. The treatment facility, located near the Cottonwood Wash bridge on State Route 277 has a current capacity of 600,000 gallons per day and will require further expansion to accommodate future growth.

Future Water/Wastewater Systems

Water conservation, notwithstanding the plentiful available resource, represents a Town policy commitment. Additional wells will be required to increase Snowflake's water supply. Treatment facilities for both water and wastewater continue to require expansion. Extending water delivery and sewer collection systems will be necessary to serve new developments.

Economies of scale can best be achieved where future customers are located on or near existing systems, such as infill parcels, or are clustered at densities sufficient to reduce per-customer costs for line extensions and wet utilities plant expansion. More remote locations will have to observe very low density development for sufficient, safe septic tank percolation. Impact fees adopted by the Town would be the primary financing source for growth-serving system investment.

Recycling is currently practiced in Snowflake. Treated effluent from the wastewater treatment plant is stored in a reuse pond for irrigating agricultural fields. Long-range planning should consider expanding the recycling effort -- such as utilizing treated wastewater for landscape and golf course irrigation.

Recharge possibilities, too, may be warranted. Excess treated water and, especially, impounded stormwater runoff, could be pumped back into the groundwater supply.

Recommendations

Goals, and objectives pertaining to the Town water resource indicate citizens' understanding that it is essential to plan ahead. Fundamental principles are: 1) multi-

faceted conservation and protection programs; and 2) system costs should be allocated to future users on a "fair share" basis.

Water stewardship is regarded as critical to the Snowflake/Taylor area's maintaining a competitive advantage for desirable new growth. Certain high water use prospective industries should either be discouraged or, in effect, should provide a premium in order to be accommodated here.

GOAL: Implement conservation standards.

Increased efforts for efficient water use become necessary in view of costs incurred where conservation is not practical. The suggestions to establish guidelines for low water use fixtures in new construction and limiting outdoor water usage, together with more recycled irrigation water, exemplify Town residents' support for proactive programs.

Staged system improvement plans would mesh with the General Plan Implementation Plan. Thresholds for expansion phases ought to be matched to population increase rates, rather than a fixed schedule, so as to retain flexibility in keeping ahead of growth.

Action Recommendation: While exploring options for acquiring and managing increments to Town water supply, development standards for conservation measures should be adopted. Incentives may be offered as encouragement to innovative efficiency or waste reduction techniques; disincentives for high water users.

GOAL: Protect our aquifer and water supply by preventing transbasin transfers.

Snowflake is aware that some growing municipalities in the State have acquired water rights in rural areas to meet city demand for water. The Town goes on record as supporting the Groundwater Transportation Act.

Using the ADWR Water Atlas, regular comparison of water-related data will alert Snowflake to changes of conditions regarding such factors as increased demand, available additional plant capacity, ADWR Analysis and Exceedence Well information and water table draw down.

Action Recommendation: Snowflake should form and/or participate in a Southern Navajo County water monitoring program. A Remediation Plan (such as advocating recharge) could be designed for implementation when negative water supply indicators occur.

GOAL: Prepare for growth through water stewardship.

Overall, municipal benchmarks provide essential guidance for intelligent water use. Relatively small reductions in per capita consumption can save large sums in spending for wet utilities' expansion.

Water quality, too, should be a key concern. Appropriate local responses on this issue would range from wellhead protection regulations to discouraging or prohibiting disposal of potentially harmful waste products in the Town.

Action Recommendation: Town, civic organization and business could provide joint sponsorship for a public awareness and achievement conservation program. Recognition of outstanding accomplishments might coordinate with Excellence Awards suggested in the Environmental Planning Element.

ENVIRONMENTAL PLANNING ELEMENT

Preserving the Town's high quality in air, water and land assets begins with preparedness planning. Although there may be no immediate, major threats of environmental degradation, natural resources should never be taken for granted.

Several environmental suggestions come from citizen participants in the General Plan process. For example, enacting well head protection measures, working with extractive industry to reclaim mined lands, reducing vehicular emissions and combating erosion were mentioned.

Quality of life protections may, likewise, extend to such Snowflake values as community appearance, residential privacy and serenity. Intrusive noise, light or glare should be minimized.

Considerations pertaining to Environmental Planning that Arizona Statutes require intend to protect air and water quality as well as natural resources as the community grows. Snowflake plans a comprehensive approach to maintaining the environment which addresses these and other aspects of preserving small town values in a spacious, healthful context.

Clean air and water have been recognized assets since the Town was founded. Preserving the natural surroundings from degradation by excessive urbanization, traffic and infringements on property enjoyment motivates residents to guard against community growth consequences that have harmed many municipalities. Lessons learned from other places can assist with prevention/preparedness planning.

Existing Environment

The high plateau ecosystems of southern Navajo County feature relatively low annual precipitation, moderate temperatures, occasional high winds and periodic, substantial stormwater runoff events. Vegetation is primarily desert scrub (e.g., juniper, pinon, sage). Silver Creek adds riparian habitat for local wildlife which includes antelope, coyotes, foxes, rabbits and migratory fowl.

Principles stated in related General Plan Elements support Environmental Planning goals and objectives. Land Use, for example, addresses the need for managing stormwater

runoff. Circulation proposes means to mitigate air pollutants. Water Resources, Open Space and Growth Areas discussions highlight the advantages in stewardship of land, air and water resources.

Goals seek to maintain currently sound environmental conditions. Town residents recognize that, with impending growth, it will not be enough merely to rely on the status quo. Some strategic initiatives could be undertaken to sustain Snowflake's environmental excellence.

Future Environmental Enhancements

Erosion from flooding constitutes the main natural problem at this time. Controlling stormwater runoff may be accomplished, in part, without resorting to expensive engineering solutions. The joint use plan for Cottonwood Wash that is advocated in the Open Space Element could be a good start.

Other environment-friendly techniques suggested in the General Plan include: 1) traffic calming measures (Circulation); 2) well protection (Water); 3) drought-resistant landscape buffers (Growth Areas); 4) pathways for alternative trips (Circulation); and 5) code protection for solar access (Land Use).

Public awareness ensures commitment to the Town's "green planning". At General Plan events numerous participants favored introducing educational programs -- for the general public and in schools. The comment "Take a lesson from Payson" was included among Environmental Goals, acknowledging the importance of wide community support to water conservation success.

Water. Drainage masterplanning, as mentioned, not only can aid in reducing flooding threats but, also, create environmental enjoyment amenities. Earthen dams, ponding areas, riprap low flow channels contain or slow water flow and, at the same time, contribute to recreational use and wildlife habitat.

Air. Paving dirt roads reduces particulate air pollutants. Together with traffic management improvements, recommended in Circulation, steady CIP investment progress would be expected to maintain -- or better, current air quality excellence.

Land. Attention should be directed to prohibit storage, disposal or leakage of hazardous materials in the Town that could reach into the soil. Well-protection regulations, especially, can coincide with DWR's Statewide mission preventing water contamination.

Energy. Conserving energy shows responsibility to the environment as well. Developers and the Town can plan ahead for economy and efficiency in energy use.

Environmental energy sources may be considered in the future. Three prospects should be considered: 1) solar power, which is mentioned in the Growing Smarter statutes; 2) wind energy, being explored in nearby Arizona and New Mexico cities; and 3) forest product fuels, with a pilot project in Springerville.

Recommendations

Environmental goals in Snowflake, at present, center on preventing negative impact by educating citizens landowners and developers. Recommendations incorporate ideas that can help retain the community's environmental excellence as it faces an influx of future residents and tourists.

Although water resources represent Snowflake citizens' Environmental Planning priority, clean air, uncontaminated soils and residential living quality deserve attention as well. This Element's recommendations establish a framework for environmental sensitivity among the Town's residents and businesses.

GOAL: Educate the public about water conservation, pollution and alternative landscaping.

A consortium of representatives from schools, businesses, Town staff and civic groups should be convened to design a Snowflake Environmental Awareness program. Speakers, information and community activities (such as installing xeriscape) could spread the word in classes, at public meetings and community events.

Water issues (e.g., use of gray water, low-flow fixtures, preferred planting materials) may be given greatest emphasis, but other environmental concerns may be covered, too.

Persons of all ages would be able to participate in Snowflake's Environmental Planning. Broad public involvement is a shared objective.

Action Recommendation: A primary sponsor should accept responsibility for organizing the Environmental Awareness program. Cooperating organizations should take on specific components or functions.

Recognition for citizens that make positive contributions ought to be publicized through Environmental Excellence Awards for various achievement categories such as participation in program events, preparing a water conservation (or other environmental objective) pilot project, demonstrating water-conserving landscape, reducing air pollution and recycling projects.

GOAL: Master Plan for Cottonwood Wash.

This project fits with several Elements. The Master Plan is, when its range of aspects is considered, essentially an exercise in Environmental Planning.

The Plan focuses on controlling what is, perhaps, the Town's most potentially hazardous environmental factor. Flood remediation can begin with tactical grading in the Cottonwood Wash channel to slow and divert major flows occurring from annual snowmelt or thunderstorm microbursts.

Pathways for nature trails, nurturing riparian wildlife habitat/corridors and, possibly, aquifer recharge contribute to environmental objectives. Blending the Wash into adjacent

neighborhoods with protection from flood damage could become one of the General Plan's greatest implementation accomplishments.

Action Recommendation: A joint-use Watershed Master Plan should be started, in conceptual form, before detailed engineering studies begin. Possibilities for environmentally-conscious, flood management would provide guidance for more natural, less costly capital expenditures.

GOAL: *Become proactive on environmental issues.*

Snowflake is in good shape, environmentally speaking. Nonetheless, an early start-up can have good practices in place before environmental problems occur. Extending the use of gray water (for instance, to irrigate golf courses and other large turf areas) would be appropriate. Energy- and water-conserving criteria (e.g., solar access protection, plumbing fixture requirements) could be achieved by code revisions -- and be all the better example if incorporated in public construction.

Scheduling an annual quota for paving unsurfaced streets would contribute to Snowflake environmental initiatives. Earmarked portions of State transportation assistance funds could assure dust reduction by increments.

Finally, preserving residential tranquility in the Town could be achieved through enacting guideline thresholds pertaining to noise, odor and glare from outdoor lighting.

Action Recommendation: Environmental initiatives should be selected and prioritized. The Environmental Planning Element Goals offer several opportunities for tangible, early Implementation Program success.

GROWTH AREAS ELEMENT

Snowflake seeks balanced growth. Its increasing attractiveness as a place to live spurs a homebuilding boom. Economic development has to keep pace with more retail and service businesses as well as increased job opportunities.

To accommodate these various development types, a range of opportunity site locations and sizes has been designated. Industrial possibilities exist along State Route 277. New commerce may locate along Main Street (State Route 77) -- near the southern Town limits and the common boundary with Taylor and infill development in and around the Historic District as well as sites on State Route 277. Several planned residential areas are planned or in progress.

The ample Growth Areas inventory intends to offer a selection of properties with good transportation and utilities access for prospective developer-investors. They do not, however, exclude creative growth proposals elsewhere in the community.

The State mandates that municipalities study and select the place or places in the community that would be most advantageous to new development investment. Infill, in particular, is stressed. Fortunately, Snowflake boasts several locations where profitable, cost-effective growth can occur. Those attractive sites are: Main Street gateways, especially southward, toward Taylor, and Historic District infill, as well as Industrial Park and planned residential community possibilities.

Where retirement housing-driven growth fuels population gains, it is neither expected, nor as necessary, that job creation keep pace. However, good housing values that are also affordable to working families can help to draw employers to Snowflake Growth Areas. Better jobs that raise the Town's median household income level provide a positive solution to avoid socio-economic gaps between retirees and local employed persons.

The local economy will benefit from revenue generation. Disposable income brought by retirees and well-employed residents should be supplemented with commercial growth derived from increased tourism.

It is, therefore, extremely important that Growth Areas incorporate a balance of non-residential uses. With numerous business opportunity sites, there are good prospects for Snowflake's multifaceted growth.

Short Term Growth Prospects

Expectations of a homebuilding boom have been raised by considerable interest from mass marketing, masterplanned community developers. Snowflake is seen as an excellent alternative to other Northern Arizona communities that have been attracting buyers of second or retirement homes. Here the land is more affordable. There is less traffic congestion. The historic small town charm is especially compelling.

Preparing for population growth encourages commercial development. Demand for goods and services could increase rapidly. As noted in the Land Use Element, long-time rural residential properties are being readied for commercial conversion.

The General Plan recommends expediting efforts to utilize vacant Industrial Park land. Growth Areas need to supply incentives for types of development that are not occurring naturally in the marketplace.

Continued Community Growth.

Mid- and longer-term development expectations provide continuity and adjustment to Snowflake's next growth burst. Masterplanned community buildout should be sustained. Added rooftops generate more commerce.

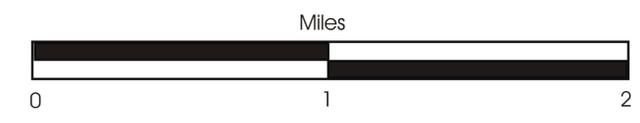
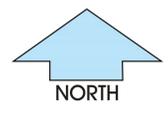
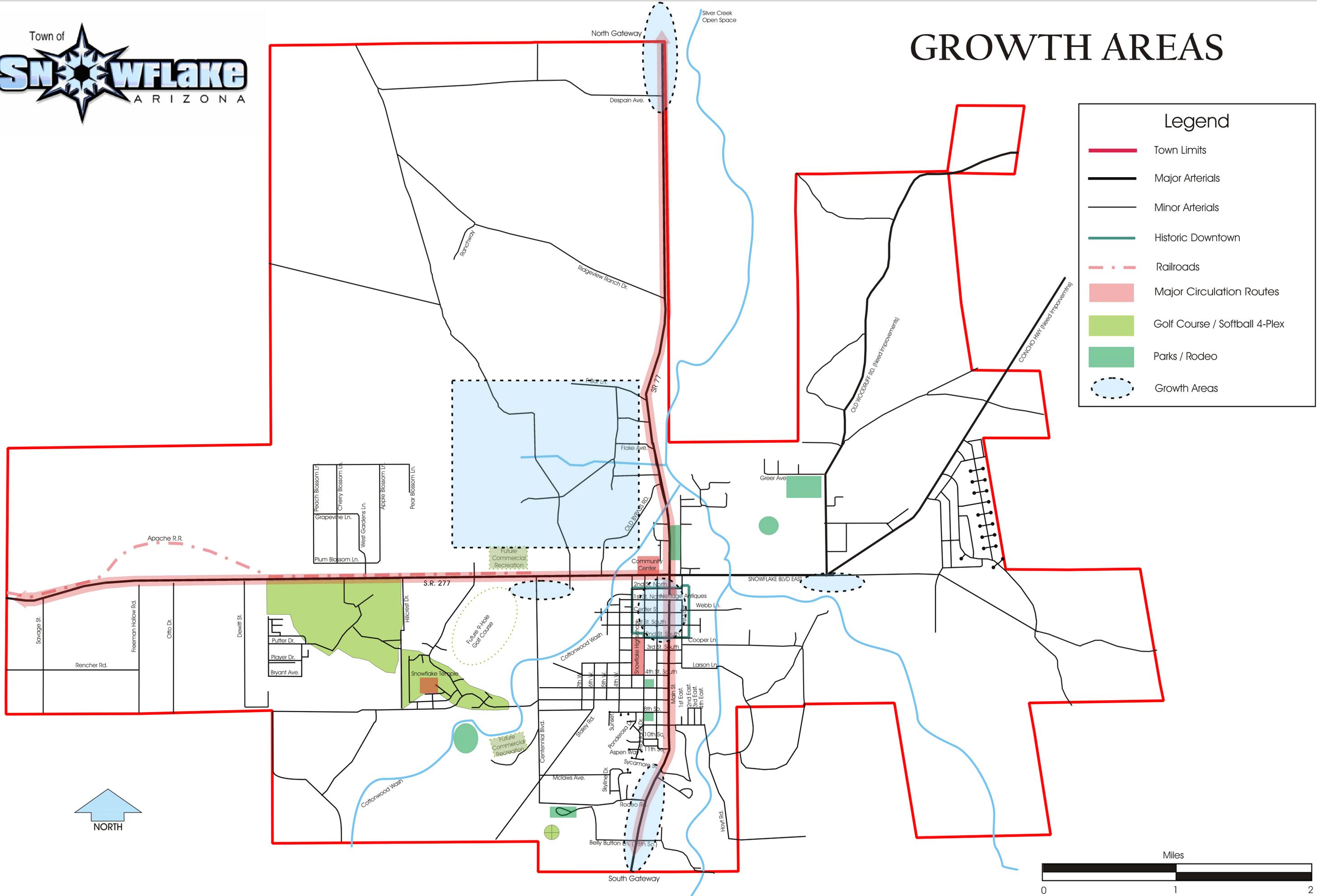
As population increases, the Town's market share will rise. National or regional companies that previously considered the customer base too small, may decide to locate here. Snowflake could begin to attract services that once required a trip to Show Low or elsewhere.



GROWTH AREAS

Legend

- Town Limits
- Major Arterials
- Minor Arterials
- Historic Downtown
- Railroads
- Major Circulation Routes
- Golf Course / Softball 4-Plex
- Parks / Rodeo
- Growth Areas



Concentrating on these logical, planned Growth Areas would be sound land use policy over the five to fifteen year growth horizon. As they begin to fill, utilizing their mixed-use potential, additional Growth Areas, such as in newly-annexed territory, would be identified.

Multiple opportunity sites offer sufficient acreage to sustain Town growth up to and beyond the projected doubling of the local population. Absorption of an estimated 60 acres for commercial, 20-40 acres for industrial (depending on number of employees per acre) can be accommodated in the proposed Growth Areas.

Planned buildout, coupled with continuing infill, is key to positive cost-benefit from growth. Disciplined land use policy, avoiding overzoning that would detract from priority sites, is an essential growth-guidance principle. The positive trend to moderate density, urbanizing development in the community site derives from on-going attention to growth management.

Recommendations

Snowflake's identified Growth Areas represent general locations where development may be most cost effective for property owners as well as the Town. "Growth Area" designation is neither a mandatory directive for utilization to the suggested purposes, not a guarantee that Town decision-makers would approve land use entitlements. Proposals for specific sites should be considered on their merits; however, if they are consistent with the General Plan and the available capacity of municipal systems (i.e., roads, utilities) there is an assumption that the use may be appropriate.

Development type, timing and intensity will be determined by private sector initiative. The Town can help to provide planning encouragement. Next steps are covered in Goals-responsive recommendations.

GOAL: Plan expansion areas efficiently to use or connect into existing infrastructure. Main Street serves as the community transportation spine. Other infrastructure, also, is in place. Prime frontages to inspire economic development growth are available in the Southern Gateway, where pasturage may become shopping and office plazas. Infill and business additions can take advantage of municipal services in the Historic District. The Northern Gateway, too, may be opened for development with infrastructure extensions.

Utilities, as well as good access, are available to sites along State Route 277 and its eastward Show Low Boulevard/Concho Highway corridor. Both industry and commerce can be served. Residential growth, in masterplanned communities, would be of sufficient size to support infrastructure extension.

<p>Action Recommendation: The Town CIP should provide a pattern of improved service capacities to Growth Areas. Investment scheduling needs to be flexible enough to allow timing adjustments where developers are willing to help finance infrastructure.</p>

GOAL: *Identify industrial and commercial opportunity locations.*

Industrial Park sublots, enjoying good transportation via State Route 277 and rail service, require aggressive promotion. Definite targets should be set to market -- and utilize -- vacant portions of the Park.

In addition to Main Street opportunities, hospitality industry and retail nodes could also locate on State Route 277. Another possibility, in larger planned communities, would be neighborhood-serving businesses and employment such as professional offices.

Action Recommendation: Attracting well-paying jobs is a high priority that may be addressed in three steps: 1) push hard in the short term to infill the Industrial Park; 2) redesign the Park if vacancies persist; and 3) select sites/provide incentives for large-scale employment campuses in the longer time frame.

Town amenities can be used to attract hospitality and retail establishments.

GOAL: *Promote orderly development.*

Insisting on established pre-qualifications before issuing building permits allows the Town better to guide growth. Principles for compatible development, not necessarily exclusive to designated Growth Areas, should cover: 1) discouraging "wildcat subdivisions" and detrimental lot splits; 2) requiring public street right-of-way dedication and improvement; 3) enforcing well and septic tank placement criteria; and 4) encouraging development by site plan or platted residential/commercial subdivision.

As a matter of policy, both Town and developer cooperation is necessary to assure that new construction will mesh with adjacent properties. Stub streets and pathway connections provide for coordination with future development. Landscape buffering should be planned to reduce negative impacts on residential neighborhoods or less intense business uses.

Action Recommendation: Design guidelines are necessary to maintain effective public/private collaboration for quality development. Code improvements can prevent substandard site construction elsewhere in the community that might unfairly draw businesses away from better-situated Growth Areas.

COST OF DEVELOPMENT ELEMENT

A fundamental financial principle in the Town of Snowflake underscores the expectation that new development should pay its own way. Special encouragement is focused on utilizing lands that are already served by municipal infrastructure systems. Redevelopment, infill or adding to properties in built-up areas result in economies for both the landowner and the Town.

The expense of sprawl, skipping past vacant land, adds to costs of development (i.e., extending water, sewer, roads, other infrastructure). These costs tend to inflate the price of housing or business buildings. Only large-scale projects can absorb excessive costs of development.

This Element requires a municipality to state policies to assure that development pays its fair share of the additional public service needs it generates. That is a principle to which Snowflake's people and leadership subscribe.

General Plans list the many techniques that are available to finance public improvements necessary to accommodate desirable growth. Funding mechanisms include, but are not limited to, special taxing districts, grants, development or in lieu fees, facility construction, dedications, bonding, payback arrangements and service privatization. Normally, the municipality will utilize several of these methods to pay for improvements.

Current Cost Factors

The expenses of infrastructure construction and maintenance, as well as the cost of land acquisition for public projects, have accelerated rapidly. For instance, petroleum prices have escalated paving costs so rapidly that many road construction projects have been put on hold.

If financial resources are available, it is most economical for the community to construct needed infrastructure and facilities ahead of growth. The "build for the future" approach not only avoids cost inflation, but, also, aids in attracting quality development. Rarely, however, can a public body afford to undertake extensive projects in advance of demand.

More often, large-scale developers will pay to install off-site improvements to expedite their project's leasing or sales. If the improvements are oversized (so as to provide capacity for other properties' future service), arrangements for payback by the benefited landowner can be made. Similarly, where amenities or added capacities that will serve the entire community are funded by the developer, the municipality may offer credits against impact fees or other required public payments.

Timing, cost, quality control and project specifications may be variables on a project any of which might favor contracting by either a public or private entity. The Town, for instance, might obtain more favorable interest rates. A developer, on the other hand, may negotiate a better price and faster job completion.

Future Development Costs

Infrastructure design and engineering expenses have also been rising. The Town may wish to tie fees for professional studies, project plans and cost estimating to "design-build" commitments for phased construction. Projects must be authorized selectively. Funding sources should be assured before bids are sought. Tight controls on cost overruns will help to assure the improvements are affordable.

Snowflake's development impact fees can provide a meaningful portion of public infrastructure expenditures. Two principles must be observed: 1) the developer's project must benefit commensurate with the financial contribution; and 2) improvements should be installed within a reasonable period of time.

Private developers also contend with rising costs. Without detracting from construction quality, the Town should be mindful of builders' financial concerns. Specifications that

unduly raise construction costs should be revisited. On the other hand, a municipality should require assurance that required improvements will be completed.

Recommendations

Cost of Development Goals elicited from the public at General Plan meetings addressed economic development factors as well as infrastructure financing. These suggested aims are, nonetheless, relevant to Snowflake's funding strategies.

GOAL: Offer development incentive for infill and land uses that contribute to the economy.

GOAL: Increase commercial, retail and job attraction for added revenue.

Certain types of development can be expected to generate higher rates of return than others. High-volume retail, food and lodging enterprises typically produce more revenue than the cost of community services they require. Indirect economic benefits from employers paying high-wage levels are also especially worthwhile.

To attract businesses that respond to Town needs, incentives could include public funding for offsite infrastructure, appearance enhancements or even land cost write-downs. Careful cost-benefit analyses and performance guarantees from the specific enterprise should be required before incentives are committed.

Action Recommendation: The Town should determine whether, to what extent and under which conditions incentives might be offered. This decision would be made independent of any particular proffer to draw desired development. Each instance of extending inducements, without exception, must be substantiated by reliable cost-benefit findings and be accompanied by the recipient company's performance assurances.

GOAL: Evaluate financing sources: development fees, tax.

Property taxes and bonded indebtedness are never popular. Other funding, such as development fees or grants, should be utilized for capital improvements to the extent they are available. Special taxing districts may also be considered.

It is likely that financial resource relating directly to development projects will not cover total improvement expense. To make up the difference, the community may need to tap Capital Improvement budgets or general funds. When faced with these difficult choices, bonding might be considered advantageous when "newcomers" would be assessed much of the repayment cost.

Action Recommendation: Capital Improvement Program budgets should be increased, to the extent possible, for providing growth accommodation seed money. Development impact fee collection estimates will provide an essential indicator of any project's feasibility.

Other sources, such as grants, should be sought to offset gaps in financing.

GOAL: Require developers to provide "fair share" and contribute parks, greenway.

Impact fees purport to exact each developer's proportionate costs of needed off-site improvements. Alternatively, credits against impact fees can be offered to allow the developer to expedite his project by installing the improvements -- in some cases requiring private expenditure in excess of the calculated development fees. The Town would not be responsible for the differential.

Further contributions (e.g., parks, greenway, paths) could result from development ordinance revisions. Open space and multi-purpose path connections are often required as conditions of site plan or masterplanned community approval.

Action Recommendation: The maximum justifiable impact fee amounts should be charged providing developers with a voluntary option to construct needed infrastructure or facilities.

Open space allotments could be legislated as zoning standards to trade-offs for increased development density. These regulations would apply to large-scale projects.

IV. IMPLEMENTATION PROGRAM

General Plans' effectiveness depends on results. Vision, goals and objectives have meaning only if they are acted upon for community improvement. The Implementation Program serves as the delivery mechanism for Town planning.

The Program has two parts. A strategy incorporates comprehensive, interacting commitments for achieving desired results. Then, a simple measuring system provides a basis for determining whether, and how well, General Plan principles are being followed.

Action Plan

A step-by-step Action Plan, outlined in the table on the following page, suggests various initiatives for achieving Snowflake General Plan Goals. Recommendations from every Element receive attention with proposed, feasible activities intended to accomplish the community's Vision.

Actions are arranged in short-, mid- and long-term stages. First, preparatory steps put progressive change into motion. Then follow-through begins -- such as construction, educational activities; and, finally, new services and physical features are put into place. The Program is coordinated to share priorities among all General Plan Elements. The Town, private sector interests, civic organizations and/or other agencies are identified as responsible entities for overseeing Action achievement.

The Action Plan offers an array of choices. Available resources will determine which steps should be pursued, and when. It provides a guide to Town decision-makers for civic investment.

Progress Monitoring

Snowflake citizens will want to gauge how well their General Plan is working. A straightforward performance evaluation can help to determine if Element recommendations are being properly addressed. This would constitute basic Plan maintenance.

The General Plan requires an "annual checkup". An action step inventory should indicate activities that have been started -- or may have been ignored. Town staff, using the Action Plan table as a checklist, would record progress, if any, on each recommended component. A brief report with explanatory comments would be prepared for Planning and Zoning Commission assessment. The Commission would then forward its status report findings for Town Council information.

A likely Plan Monitoring cycle might schedule evaluation/reporting to occur in advance of municipal budget preparation. That timing would allow Snowflake leadership to adjust and integrate General Plan implementation priorities during Capital Improvement Program and Fiscal Year General Budget deliberations.

Some Action Program steps may need to be deferred; others, expedited. Changed conditions, such as accelerated development growth, could call for new Action Program components. Regular review assures that the need for implementation adjustment is considered on a comprehensive basis. Significant revisions may, if desired, be included in the General Plan Amendment process to document Implementation Program updates.

SNOWFLAKE GENERAL PLAN IMPLEMENTATION PROGRAM

<u>RECOMMENDATION</u>	<u>1-3 Years SHORT-TERM</u>	<u>4-10 Years MID-TERM</u>	<u>11+ years LONG-TERM</u>	<u>RESPONSIBILITY</u>
LAND USE CIP Infrastructure Public/Private Consortium Community Appearance Guidelines Functional Master Plans	incentive to development promote business expansion site plan criteria, target locations Master Drainage Plan	increase wet utility capacity seek EDA, Department of Commerce grants demonstration projects Phase I implementation	system upgrades main roadway themes continue implementation	Town Council, Staff lending institutions, civic groups, Town Staff, P&Z engineering consult, staff
CIRCULATION Master Street Plan Transportation Alternatives Parking Improvements	coordinate with Taylor, ADOT plan multi-purpose pathways Downtown/Historic District acquire lots	construct cross-Town links begin transit service parking space improvements	widening program expand transit coordinate with pathways	Town Councils (S, T), ADOT, County Town, private providers/owners, County business owners, Town
OPEN SPACE Parks/Recreation Master Plan Joint-Use Flood Control Silver Creek Gateway Linear Open Space Greenbelt Requirements	evaluate future sites, acreage additions plan recreation adjacent to Cottonwood Wash establish public access connections for Circulation Path Plan enact open space criteria	land acquisition coordinate with engineering basic improvements acquire easements, ownership incentives for retrofit	site improvements improve joint-use construct facilities coordinate with greenbelts system improvements	Parks Board, Town Council, Staff Staff, P&Z, Town Council Parks Board, Town Council property owners, civic organizations Staff, P&Z, Town Council
WATER RESOURCES Conservation Standards Regional Water Initiatives	adopt criteria for fixtures, turf use County water resource monitoring	water use incentives, disincentives consider recharge (e.g., Cottonwood Wash)	institute recharge	Staff, Town Council Staff, Town Council
ENVIRONMENTAL PLANNING Public Education Cottonwood Wash Master Plan Livability Standards	begin Environmental Awareness program combine flood control, recreation, recharge provide solar, noise, glare guidelines	establish award with Water Resources channelization initiate LEED objectives	develop school unit continue implementation	civic organizations, schools engineering consultant, Staff, Town Council Staff, Town Council
GROWTH AREAS Improve Service Capacity Promote Industrial Park Adopt Compatibility Controls	target CIP to commercial, industrial sites develop infill strategy incentives tighten standards for lot splits, dedications, etc.	oversize improvements consider Industrial Park redesign update site plan requirements	plan single-user campus comprehensive Code revisions	property owners, Staff Staff, Town Council Staff, P&Z, Town Council
COST OF DEVELOPMENT Incentive Programs Plan CIP/Impact Fee Coordination Developer Infrastructure Credits	develop cost-benefit measures leverage Impact Fees for Town-wide projects encourage improvements in lieu of fees	establish revolving fund base adjust/invest Impact Fees implement "payback" mechanisms	continuing revolving fund	Town, grant agencies, lending institutions Staff, Town Council Staff, Town Council

Glossary

The following terms are defined for use in the Snowflake General Plan:

AASHTO -- American Association of State Highway and Transportation Officials.

ADOT -- Arizona Department of Transportation -- the State's highway agency.

ADWR -- Arizona Department of Water Resources -- State Agency whose mission is to ensure a long-term, sufficient and secure water supply for Arizona.

ASLD -- Arizona State Land Department -- responsible for oversight on Arizona State Trust Lands.

Amendments:

Major Amendment -- any proposal that would result in a substantial alteration of the Town's land use pattern as established by the General Plan's Land Use Element and/or as indicated on the Future Development Plan map.

Minor Amendment -- Any proposed change to the General Plan that does not meet the criteria set forth above for a Major Amendment shall be considered a minor amendment.

BLM -- Bureau of Land Management.

BMX -- (an acronym for Bicycle Motocross) -- is a form of cycling on specially-designed bicycles usually with 18" to 24" wheels.

Buffer -- separation spaces of open areas or low-intensity land use or visual screening that are intended to delineate and provide transition between developments with potentially incompatible activities; also can be used to mitigate potential negative impacts (i.e., noise, dust, odor) on adjacent properties.

CIP -- Capital Improvement Program -- a financing plan, usually projected over five or six years, to prioritize a municipality's planned public improvement investments, such as infrastructure expansion.

Compact -- adjective referring to clustered housing developments or smaller residential lot sizes.

Development Impact Fees -- fees assessed to require fair share contributions from property developers to extend infrastructure or provide other municipal services to benefit the development's end users.

Functional Masterplans -- long term improvement programs for individual or related municipal service systems such as: master drainage plan, master street improvement/pathway plan; master water/wastewater plan; master landscaping plan, master parking plan and the like.

General Plan -- a formal, adopted document pursuant to Arizona statutory requirements that expresses a jurisdiction's intent for preserving or improving local conditions.

Goals -- statements of fundamental aims for civic accomplishments through public and private actions. (See, also: Objectives, Strategies)

Greenbelts -- a land planning policy to retain areas of largely undeveloped or agricultural land surrounding developed areas to provide community spaciousness.

Historic District -- an area of Snowflake's original townsite and Downtown, incorporating neighborhoods on either side of historic Main Street from Second Street South to Second Street North.

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

Lateral Erosion Envelope (LEE line) -- required capacity dimensions (width x depth) for natural washes or other stormwater runoff conveyances to prevent flood damage to properties in the vicinity of watercourses.

LEED -- Leadership in Energy and Environmental Design -- U.S. Green Building Council's program which provides standards for environmentally sustainable construction.

Masterplans -- documents, in graphic and narrative form, that guide development of specific, large land parcels or municipal service systems (See: Functional Masterplans). Masterplans are generally intended to be implemented in phases, over time.

NPC -- Northland Pioneer College -- serves Arizona's northeastern communities with facilities located in Snowflake (Silver Creek Campus also serves Taylor), Holbrook, Winslow and Show Low.

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

Street furniture -- objects or pieces of equipment installed on or near roadways for safety, convenience and visual appearance. Examples include: benches, bollards, street lamps, traffic signage, fountains, and the like.

Sprawl -- In land planning, "sprawl" or "leapfrog development" refers to construction proceeding on non-contiguous parcels of land.

Strategies -- proposed sets of actions to accomplish objectives or goals.