

## CHAPTER 2.0

### GUIDING PRINCIPLES OF THE PINETOP-LAKESIDE/NAVAJO COUNTY REGIONAL PLAN

#### 2.1 INTRODUCTION

This section provides important information about the founding principles, purposes and characteristics of the Regional Plan. The purpose of this background information on the plan is to provide the reader and decision-makers with some crucial information about the key policy directions undertaken by the Regional Plan.

#### 2.2 PURPOSE OF THE PINETOP-LAKESIDE/NAVAJO COUNTY REGIONAL PLAN

As noted in Section 1.1, *Overview*, the Town of Pinetop-Lakeside and Navajo County are confronted with a host of threats and opportunities relating to the growth and development of the community. The *Pinetop-Lakeside/Navajo County Regional Plan* can play a key role in ensuring that future growth is sustainable and enhances the community's quality of life. Ideally, the plan should fulfill the following purposes:

- ❑ To outline a vision for the community's long-range, sustainable, and resource-based development that reflects the aspirations of the community and a strategy for accomplishing that vision.
- ❑ Improve the physical environment as a setting for human activities.
- ❑ Promote the public interest.
- ❑ Facilitate the democratic determination of public policy.
- ❑ Inject long-range consideration into the determination of short-range actions.
- ❑ Enhance political and technical coordination.
- ❑ Bring professional and technical knowledge to the making of political decisions vis-à-vis physical development.
- ❑ Act as a policy guide for development proposals.
- ❑ Through its Implementation Plan, function as a catalyst for specific programs.
- ❑ Comply with State Statutes.
- ❑ Provide the basis for establishing and setting priorities for a Capital Improvements Program and Budget for both the County and Town.
- ❑ To provide a basis for continuing consultation with Navajo County, on policies and standards within the County's jurisdiction.

- ❑ To provide a basis for judging whether specific development proposals and public projects are in harmony with Plan policies and resource-based standards and consistent with the concept of sustainable development.
- ❑ To allow Town and County departments, other public agencies, and private developers to design projects that will enhance the character of the community, preserve and enhance critical environmental resources, and minimize hazards.

### 2.3 REGIONAL PLAN CHARACTERISTICS

In keeping with state law requirements and sound, fundamental planning principles, the *Pinetop-Lakeside/Navajo County Regional Plan* has three key characteristics, which are detailed below:

- ❑ **THE REGIONAL PLAN MUST BE COMPREHENSIVE:** This requirement has two aspects. First, the Regional Plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and it should include other areas that the Town and County determines that are relevant to their planning efforts. Second, the Regional Plan must address the full range of issues that affect the Study Area’s physical development.
- ❑ **THE REGIONAL PLAN MUST BE INTERNALLY CONSISTENT:** This requirements means that the Regional Plan must fully integrate its separate parts and relate them to each other without conflict. All adopted portions of the Plan, whether required by state law or not, have equal legal weight. None may supersede another, so the Regional Plan must resolve conflicts among the provisions of each element.
- ❑ **THE REGIONAL PLAN MUST BE LONG-RANGE:** Because anticipated development will affect the Town and County and the people who live or work there for years to come, state law requires every Regional Plan to take a long term perspective. While the time-horizon at which build-out of the Plan would occur is not specified, it is expected that the community’s natural growth rate will be maintained. No targets on annual growth rates are dictated by the Plan. An on-going review and evaluation process, which enables the Plan’s time-horizon to be extended regularly, is provided for in this Plan. The planning horizon for the *Pinetop-Lakeside/Navajo County Regional Plan* is the Year 2020.

### 2.4 REGIONAL PLAN THEMES

The policies of the Regional Plan reflect several overall themes that address key concerns and aspirations that residents have identified for their community.

- ❑ **SUSTAINABLE DEVELOPMENT:** Development that balances growth and conservation. Balancing concerns relating planning for growth and those focusing on conservation of resources is a key premise of the Plan. While the

Plan does not dictate a growth rate, it seeks to ensure that growth does not erode those qualities of Pinetop-Lakeside that make it an attractive place in which to live and work.

- ❑ **RESOURCE BASED PLANNING:** The Plan seeks to ensure that future growth will be in harmony with Pinetop-Lakeside’s natural setting. Development in resource-sensitive areas will be permitted only upon preparation of plans and implementation strategies that will ensure the continued viability of the resources.
- ❑ **PROTECTION OF NATURAL RESOURCES:** The Regional Plan reaffirms the Town’s long-standing commitment to protect valuable natural resources. The Plan outlines strategies for acquisition and preservation of sensitive habitats and creek side greenways and stipulates criteria for development in resource sensitive areas.
- ❑ **ENHANCEMENT OF COMMUNITY CHARACTER AND IDENTITY:** The Regional Plan outlines policies to reinforce the Study Area’s identity and to ensure that new development builds on the area’s traditional character and is responsive to pedestrians and bicyclists.
- ❑ **ECONOMIC DEVELOPMENT:** In addition to ensuring that adequate sites are available for future commercial and light industrial development at appropriate locations, the Regional Plan proposes a comprehensive strategy for job creation and job retention. This includes promotional activities targeted to environmentally sensitive industries, education and training, technical assistance and direct financial aid.
- ❑ **FISCAL STABILITY:** The Regional Plan emphasizes the relationship between future development and the provision of adequate and fiscally responsible municipal and quasi-municipal services and utilities. The Plan also recognizes the importance of minimizing the tax burden for local businesses and residents while maintaining minimum levels of service.

## **2.5 ADMINISTRATION OF THE REGIONAL PLAN**

Another key component of the *Pinetop-Lakeside/Navajo County Regional Plan* is a focus on implementation and administration. The best plan in the world is useless if it just “sits on the shelf.” Additionally, conditions often change. For instance, the development of the Super Wal-Mart just outside the Town of Pinetop-Lakeside’s boundary may have significant implications on local sales tax revenues. As already noted, changing requirements in the State’s planning enabling legislation is having an impact on how communities and counties throughout Arizona prepare their general plans. As a result, good planning necessitates having the ability to modify or even radically alter previously adopted plans. Recent changes in Arizona’s planning enabling legislation recognizes the importance of this and has established baseline standards for communities and counties to follow in implementing and administering their respective plans.

One new benchmark is the durability of plans. Some communities in Arizona have plans, which were adopted more than a decade ago. The Town of Pinetop-Lakeside's current general plan was adopted in 1986. Under the new Growing Smarter legislation, this will change. For counties, ARS §11-824 stipulates that county comprehensive plans shall only have a lifespan of ten years. "On or before the tenth anniversary of the plan's most recent adoption, the board shall either readopt the existing plan for an additional term of up to ten years or shall adopt a new county plan as provided by this article." ARS §9-461.06 requires an identical commitment from municipalities to update their plans.

Regarding implementation, while state mandates for counties are relatively silent, they do impose specific standards for municipalities. State statutes for municipalities (ARS §9-461.11) require that, after adoption, the planning agency shall undertake the following actions to encourage effectuation of the regional plan:

- Investigate and make recommendations to the legislative body upon reasonable and practical means for putting into effect the plan or part thereof in order that it will serve as a pattern and guide for the orderly growth and development of the municipality and as a basis for the efficient expenditure of its funds relating to the subjects of the plan. The measures recommended may include plans, regulations, financial reports and capital budgets.
- Render an annual report to the legislative body on the status of the plan and progress in its application.
- Endeavor to promote public interest in and understanding of the regional plan and regulations relating to it.
- Consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations and citizens generally with relation to carrying out the plan.

Additionally, state law requires that each municipal department or agency whose jurisdiction lies partially or entirely within the municipality, and whose functions include recommending, preparing plans for or constructing major public works, shall submit a list of proposed public works within the boundaries of the municipality to an agency designated by the municipal legislative body. The designated agency shall list and classify all recommendations and prepare a coordinated program of proposed public works for the ensuing fiscal year. The coordinated program must be submitted to the municipal planning agency for review and report to the designated agency as to conformity with the adopted general plan.

Finally, statutes mandate that no public property may be acquired or disposed of or vacated until the location, purpose and extent of the acquisition or disposition has been submitted to and reported upon by the planning agency as to conformity with the general plan. The planning agency must submit its report regarding conformity with the general plan within forty days after submittal. These provisions do not apply to acquisitions or abandonments for street widening or alignment projects "of a minor nature if the legislative body so provides by ordinance or resolution."

Based on these baseline standards, the following recommendations are made to administer the *Pinetop-Lakeside/Navajo County Regional Plan*:

- Create a joint Town/County Regional Plan Advisory Committee. The Committee will perform the following functions:
  - Prepare an annual report for presentation to the Planning and Zoning Commissions of the Town and County regarding the status of the implementation of the Regional Plan. The implementation status report should take into consideration the action plan described in Section 2.6, *Implementation Program*, as well as the Evaluation Measures listed in each plan element.
  - Prepare and submit to the Planning and Zoning Commissions of the Town and County an annual report consisting of a coordinated program of proposed public works for the ensuing fiscal year.
  - Conduct a mid-term (Year 2005) assessment of the Regional Plan to determine whether an update is necessary and make a recommendation to the Town and County Plan Commissions regarding potential updates.

## 2.6 IMPLEMENTATION PROGRAM

An important component of the *Pinetop-Lakeside/Navajo County Regional Plan* is the Implementation Program. An implementation program for each plan element, found at the end of each section, establishes general timeframes when objectives, policies, and their supporting goals should be achieved. The implementation program includes a chart illustrating the actions necessary to implement each plan element and the agencies primarily responsible for implementation. The Implementation Program includes:

- **IMPLEMENTATION MEASURE:** Provides a description of the action, program, or strategy
- **PURPOSE:** Identifies the intent of accomplishing each implementation measure
- **POLICY REFERENCE:** Identifies the particular policy that the implementation measure addresses
- **TIME FRAME:** Establishes the target years, in short-, mid- and long-term increments, for implementation in the first twenty years of the planning horizon
- **KEY PARTICIPANTS:** Identifies the appropriate public or private body, agency, group or individual responsible for the implementation measure

The implementation measures for each section are listed in descending order of importance. This will enable the community to target scarce resources for specific projects according to their specific priority.

## **2.7 AMENDMENTS TO THE GENERAL PLAN**

The Planning and Zoning Commission and the Town Council may consider two types of amendments to the General Plan, major and minor plan amendments, pursuant to A.R.S. §9-461.06C. A major amendment is defined as a substantial alteration of the municipality's land use mixture or balance as established in Chapter 4.0 of the General Plan or land use map, which meets any of the following criteria:

- ❑ Any land use amendment creating a land use designation other than Planned Development on the land use map, which is sixty (60) acres or greater in size.
- ❑ Establishment of a Planned Development area on the land use map that is greater than (100) acres in size.
- ❑ A land use designation change that is part of a planned Development master plan that alters the land use designation for 25 percent or more of the total area.
- ❑ Any land use amendment designation that significantly impacts any adopted levels of service or safety as determined by the Town Engineer.
- ❑ A text change to the General Plan shall be considered a major amendment if it is in conflict with, alters or misconstrues the general Goals, Objective or Policy established in Chapter 4.0. Changes to Implementation Programs that alter the timing, cost and type of programs or activities shall not be considered a major amendment.

Major amendments shall be considered on an annual basis by the Town Council and require a 2/3 majority approval.

Any change that does not meet the above criteria shall be considered a minor land use amendment and may be approved by Town Council at a regularly scheduled meeting upon recommendation of the Planning and Zoning Commission, provided all legal notification and public participation requirements are met.

Prior to the approval of any amendment by the Town Council, staff shall develop a report for review by the Planning and Zoning Commission that analyzes the impact of the amendment to the overall plan, including the land use pattern, densities, and levels of service.