

SECTION 4.1

LAND USE ELEMENT

The Land Use Element of the Pinetop-Lakeside/Navajo County Regional Plan is presented in the following sections:

- 4.1.1 Introduction
- 4.1.2 Existing Setting
- 4.1.3 Land Use Plan Map
- 4.1.4 Land Use Goals, Objectives, Evaluation Measures, Policies, and Programs
- 4.1.5 Land Use Implementation Program

The introduction will examine the purpose of the Land Use Element, which will also include examining relevant state law provisions that provide direction in the preparation of this element. The Existing Setting section will explore the implications that the existing land use pattern and future population growth will have on the development of the community and the preparation of the Land Use Plan Map. Next, the Land Use Plan Map and the designated Land Use Categories will be explained. Prior to an overview of the Land Use Implementation Program, the land use goals, objectives, evaluation measures, policies and programs will be highlighted.

4.1.1 INTRODUCTION

Although all plan elements are important, the Land Use Element is the focal point of the Pinetop-Lakeside/Navajo County Regional Plan. It will be used in conjunction with the other elements of the plan to guide the physical development of the Region through the Year 2020. The Land Use Plan Map illustrates the way in which the Region is envisioned to develop based upon existing and projected natural, socioeconomic, and man-made conditions located in the Region.

The Land Use Element also serves as a guide for the use and implementation of the Town and County's zoning and subdivision ordinances. These are tools by which the Town and County may each legally enforce the Regional Plan. The adopted land use policies, the Land Use Plan Map, and the implementation plan will assist the Town of Pinetop-Lakeside and Navajo County to program public facilities and utilities needed to accommodate the growing population in the Regional Planning Area.

The area covered by the Land Use Plan Map includes all of the land currently within the corporate limits of the Town of Pinetop-Lakeside. Additionally, a large area of unincorporated land contiguous to the Town is also included in the Land Use Plan Map. The Regional Planning Area extends to Highway 60 and the City of Show Low to the north, the White Mountain Apache Reservation to the west and south, and the Apache County boundary to the east. This unincorporated area includes a large portion owned by the U.S. Forest Service, which is primarily undeveloped, and the Wagon Wheel area, which contains a mixture of commercial and residential land uses. A special mention should be made of the unincorporated portion of the Regional Planning Area north of the town boundary of Pinetop-Lakeside, which was also included in the recent update of the City of Show Low's General Plan. Thus, the general land use plan categories in Show Low's plan were considered in the preparation of land use categories for this plan and every attempt has been made to ensure compatibility between the two plans for this particular area.

4.1.2 EXISTING SETTING

Although many variables will influence the physical growth and development of the Regional Planning Area over the next twenty years, two interrelated factors will play critical roles: population growth and land available for private development. Existing land use is important in directing future development because it has already shaped transportation routes, established land use categories and housing densities. While this pattern can be changed, and should be changed if in the best interests of the community, it provides a clear direction upon which to base future planning efforts. Additionally, a growing population will need housing, job opportunities, and all of the ancillary services necessary to support these uses. One of the functions of the Regional Plan is to anticipate the land use needs generated by an increasing population and to ensure that these needs will be met over the planning horizon. This subsection will examine each of these three important factors.

POPULATION GROWTH

The Town of Pinetop-Lakeside is currently the second smallest municipality in Navajo County, although it was one of the fastest growing jurisdictions in the region between 1990 and 1995, experiencing a cumulative growth rate of 36%, or an annual growth rate of 7.3%. The official 1998 population estimate from the Arizona Department of Economic Security (DES) was 3,485. Table 4.1-1, *Population Comparison – White Mountain Communities, 1980-2020*, provides a population comparison between Pinetop-Lakeside and other White Mountain communities, including the growth rates of these communities. The relationship between the growth rates of these communities is depicted in Exhibit 4.1-1, *Population Growth Comparisons-White Mountain Communities, 1980-2020*.

EXHIBIT 4.1-1

Growth Rate Comparison-White Mountain Communities: 1980-2020

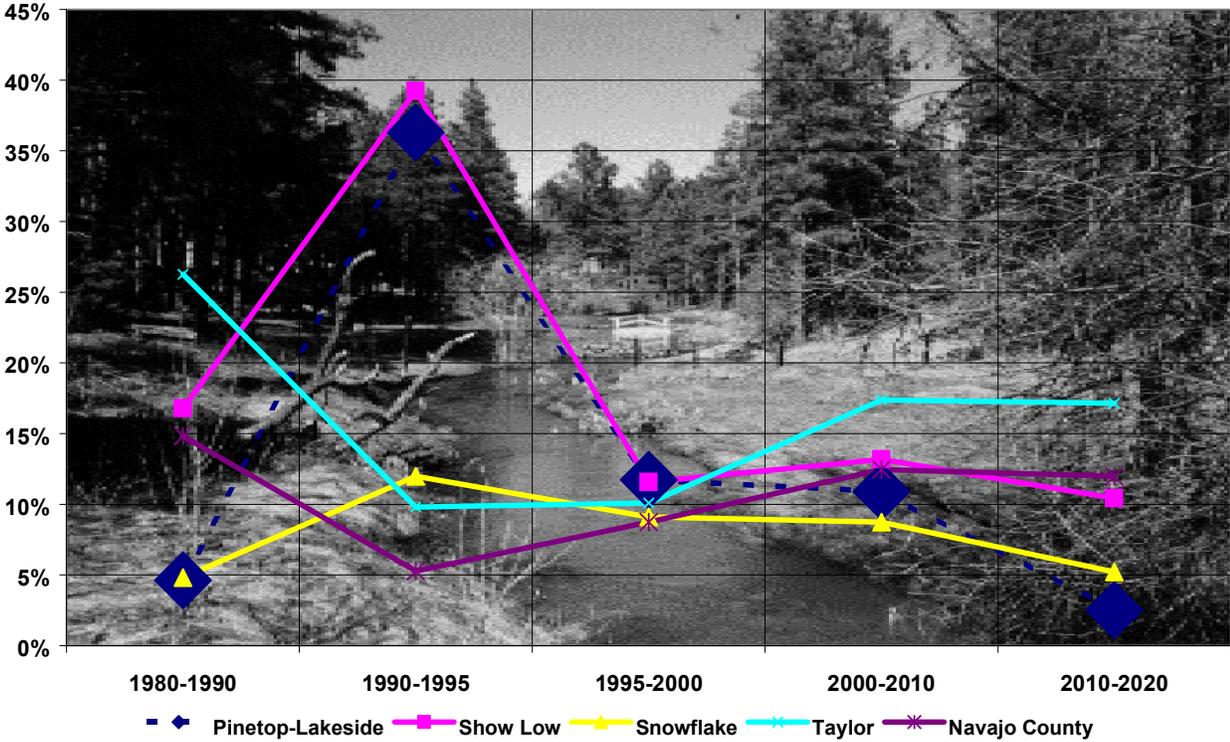


TABLE 4.1-1
POPULATION COMPARISON – WHITE MOUNTAIN COMMUNITIES
1980-2020

	1980	1990	1995	2000	2010	2020
Pinetop-Lakeside	2,315	2,422	3,301	3,688	4,090	4,193
Show Low	4,298	5,019	6,988	7,796	8,823	9,742
Snowflake	3,510	3,679	4,120	4,495	4,888	5,143
Taylor	1,915	2,418	2,655	2,923	3,431	4,019
Navajo County	67,629	77,658	81,750	88,900	99,975	111,950

Source: Arizona Department of Economic Security

According to projections by DES, this growth trend is projected to dramatically slow through 2020, primarily due to the decreasing land base for new development within the Town, unless further annexation takes place. Population projections from DES indicate an additional 892 Town residents by the Year 2020, based upon a housing unit method which estimates population gain by projected new housing construction

activity and vacancy rates. This would result in a cumulative growth rate of 27% over the 25-year period or an average annual rate of 1.1%. Since DES's 25 year projection will add just a few more people than was added in the five-year period between 1990 and 1995, their projections seem very low. This was also the conclusion in the recently published report, *Show Low/Pinetop-Lakeside Retail Analysis* (Young Nichols Gilstrap, Inc., 1990), which suggested that a growth rate of 3-4% would be more likely. Local factors which may cause this projection to be low, include an increase in housing density due to zoning changes and the future availability of federal forest land for development, as well as the future full-time occupancy of seasonal housing within the Town.

The 1995 population of the Regional Planning Area is projected at 8,991, based upon the 1995 special census of the Town and estimated growth population within the remaining unincorporated area (see Table 4.1-2, *Regional Planning Area Population Projections*). The Town population is estimated as 37% of this total count. Consequently, the Town actually provides services to a much larger permanent population base than its census indicates. Table 4.1-2, *Regional Planning Area Population Projection, 1995-2020*, provides population projections for three scenarios (slow growth, medium growth, and high growth). The Slow Growth scenario uses DES estimates of an annual average growth of 1.1%. The High Growth scenario continues the annual average growth rate experienced by the community from 1990 and 1995, while the Medium Growth scenario uses a mid-point growth rate which is closer to the rate suggested in the *Show Low/Pinetop-Lakeside Retail Analysis*.

**TABLE 4.1-2
REGIONAL PLANNING AREA POPULATION PROJECTIONS
1995-2020**

Growth Scenario	1995	2000	2010	2020
Slow Growth (1.1%)	8,991	9,486	10,475	11,464
Medium Growth (3.5%)	8,991	10,564	13,711	16,858
High Growth (7%)	8,991	12,138	18,432	24,725

Source: BRW, Inc., 1999

At the smallest rate of growth, the Regional Planning Area will add 2,473 residents by the Year 2020. The number of new residents would increase by 7,687 under the Medium Growth scenario and by 15,734 under the High Growth scenario. The residential land use implications of each of these scenarios is shown in Table 4.1-3, *Residential Land Consumption Needs Until 2020*. The number of acres needed to accommodate the projected growth rates range from a low of 198 acres (Slow Growth rate accommodated at 5 dwelling units per acre) to a high of 6,294 acres

(High Growth rate accommodated at one dwelling unit per acre). Table 4.1-3 clearly shows the implications of housing density related to total growth. For instance, at the lowest rate of growth, the total acreage needed to accommodate the housing needs varies from 198 acres to 989 acres depending upon whether the growth is accommodated at one dwelling unit per acre or at 5 dwelling units per acre.

**TABLE 4.1-3
RESIDENTIAL LAND CONSUMPTION NEEDS UNTIL 2020**

Pinetop-Lakeside/Navajo County General Plan Regional Planning Area Residential Land Consumption Needs Until 2020 Permanent Residents						
Growth Scenario	New Residents	Persons Per Household	Dwelling Units Needed	Land Area Needed at:		
				1 Unit Per Acre	3 Units Per Acre	5 Unit Per Acre
Slow	2,473	2.5	989	989	330	198
Medium	7,687	2.5	3,075	3,075	1,025	615
High	15,734	2.5	6,294	6,294	2,098	1,259

Source: BRW, Inc., 1999

SEASONAL POPULATION

The 1990 and 1995 housing and population estimates for the Town and Regional Planning Area provide a glimpse into the importance of seasonal variations of population. As already noted, the White Mountains in general, and Pinetop-Lakeside in particular, offer an attractive second and third home market for many families in the Phoenix and Tucson area who retreat to these cooler enclaves during the summer months. As a result, the resident population, as well as the tourist population, of the Regional Planning Area grows considerably during the peak summer season. The 1990 census indicated a 60% vacancy rate for housing, while the rate for the 1995 census was 48%. This reflects the fact that as many as half of the homes in the Regional Planning Area are only partially occupied during the year. Therefore, if the seasonal/second home ownership level continues at the same rate, the housing and land consumption totals listed in Table 4.1-3 can be doubled to provide an estimate of the impacts of seasonal housing in the Regional Planning Area.

POPULATION ASSESSMENT

- In general, population growth within the Town, as opposed to the Regional Planning Area, is limited unless annexation occurs, U.S. Forest Service land is exchanged, or higher density development is permitted. In particular, the Pinetop Lakes and Country Club subdivisions to the south will grow due to the increase in permanent residents as well as the development of the few remaining larger parcels of land.

- ❑ Key development decisions made by major property owners and the expansion of public and private infrastructure will greatly determine population increases within the Town and planning area.
- ❑ Although seasonal population growth will continue and the Regional Planning Area will continue to be a prime location for second and third homes, increasing numbers of second home owners will retire and likely chose Pinetop-Lakeside as their primary area of residence.

EXISTING LAND USE PATTERNS

Because the plan Regional Planning Area is sandwiched between the White Mountain Apache Reservation to the west and National Forest to the east, the prevailing development pattern is strip commercial oriented along highway 260. According to 1995 tax parcel records the entire land base of the Town of Pinetop-Lakeside was 7,103 acres, of which approximately 5,101 acres or 70% was developed private land (see Table 4.1-4, *Existing Land Use Inventory – Town of Pinetop-Lakeside*). The total land area of the planned Regional Planning Area is 18,933 acres and the portion which is currently unincorporated is 11,831 acres.

**TABLE 4.1-4
EXISTING LAND USE INVENTORY- TOWN OF PINETOP-LAKESIDE**

<i>LAND USE</i>	<i>Acres</i>	<i>%</i>
Residential	1,117	15.7%
Commercial	189	2.7%
Industrial	10	.1%
Agricultural	133	1.9%
Public/Institutional	255	3.6%
Parks/Recreation	54	.8%
USFS	3,244	45.7%
Total Active Use =	5,002	70.5%
Undeveloped	2,101	29.6%
Total =	7,103	100%

Source: Town of Pinetop-Lakeside, 1999

White Mountain Boulevard, SR260, is the Town’s major arterial roadway and provides the framework for the Town’s land use pattern. Commercial development characterizes the roadway, and almost all of the community’s commercial land uses are located on this corridor. This land use pattern has been promoted by the current General Plan for Pinetop-Lakeside, as well as by the existing zoning for both the Town and the County. A large portion of the commercial land uses along the roadway are geared toward serving the large number of tourists who visit the community or who are on their way to the Hon-Dah Casino, the surrounding forests, or the ski slopes at Sunrise. These uses consist of cabins, hotels, motels and other types of lodging. Ski shops, antique stores, and other

specialty retail outlets also serve this market, as well as the local market. In addition to these travel-oriented commercial uses, neighborhood commercial uses are interspersed throughout the length of the corridor and include a grocery store, convenience stores (often associated with gas stations), restaurants (including fast food and drive-through establishments), barber shops, drug stores, etc.

While White Mountain Boulevard serves a number of commercial establishments, there are also a large number of vacant lots along the corridor, particularly at the northern end of the Regional Planning Area in the county Wagon Wheel area. Aside from commercial development and vacant land, the arterial also provides access for the Blue Ridge School District complex (at the intersection of White Mountain Boulevard and Woodland Road), the U.S. Forest Service office, and the Navopache Electric Co-op's offices.

Outside of the White Mountain Boulevard corridor, the predominant land use is detached single family residential on lots of 1/3 acre or larger. Many of these lots are served by individual septic systems to treat their wastewater, while wells are a primary source of potable water.

Manufactured housing provides accommodations for a number of residents and the Regional Planning Area contains a number of manufactured housing sites. Additionally, a number of manufactured housing units are located on individual lots scattered throughout the Regional Planning Area. One of the primary locations for this type of land use is on the north side of White Mountain Boulevard at the southern end of the Regional Planning Area.

The community's recreational needs are served through Woodland Lake Park, a 580-acre tract owned by the U.S. Forest Service and leased to the Town. In addition to the Lake, the park contains hiking and picnic areas, a children's playground, an environmental Regional Planning Area, Walnut Creek, and some fields for activities such as baseball and soccer. In addition to the athletic fields and facilities associated with the school complex, other park/recreational facilities are the LDS recreation field on Hansen Lane and two summer camps on land owned by the U.S. Forest Service, one of which provides camp facilities for handicapped children, located off of Highway 260.

Other distinctive features of the land use pattern in the Regional Planning Area include the Commerce Park, which is a 40 acre Town-owned parcel offering sites for commercial and light industrial facilities outside of the White Mountain Boulevard corridor. The site has just recently been developed and does not have any tenants at this time.

A capsule summary of each of the predominant land uses for the Regional Planning Area is provided below:

- **FOREST/OPEN SPACE** - Over 46%, or 3,244 acres, is USFS land. Much of this area consists of woodlands and waterbodies. Although this land area is not currently open to private development, there is the possibility of future land exchanges. In particular, the

area currently occupied by Camp Grace and Camp Tatiyee is planned for exchange, as is the area encompassing Woodland Lake Park.

- **RESIDENTIAL** - The Pinetop-Lakeside area is primarily residential. Residential land encompasses approximately 16% of the land base (1,117 acres) and represents 64% of all developed land in the Town and over 75% in the Regional Planning Area. Much of the single-family housing in the Regional Planning Area is second home development, which does not reflect residential occupancy. A majority of this acreage is in or near the Country Club, Pinetop Lakes, and White Mountain Summer Homes subdivisions. Due to the unavailability of sewer service in certain areas and the lack of planned subdivisions, a majority of the single-family lots are in excess of 1/3 acre, in order to accommodate septic tanks. The average land area per residential unit is approximately .66 acres in the town and over 1 acre in the county.
- **GENERAL COMMERCIAL/HEAVY COMMERCIAL** - Commercial land use within the town, including retail and wholesale trade, accounts for 189 acres or 2.8% of all land in active use. As the major road corridor connecting the town throughout the region, Highway 260 contains the majority of all commercially zoned land within the jurisdiction. Under the current zoning there are few opportunities for heavy commercial and industrial development with the exception of small areas on Woodland and Porter Mountain Roads.
- **EXISTING ZONING-** Table 4.1-5, *Zoning and Maximum Residential Build-Out*, identifies the existing zoning within the town. Approximately 4,485 acres within the town are zoned R-Low, requiring a minimum 1 acre lot size. Much of this property is USFS land or in a privately held undeveloped state.

Table 4.1-5 demonstrates the maximum development potential of the land within the Town of Pinetop-Lakeside based on the current zoning and assuming that all available land is developed at the maximum permitted density. This includes 3,244 acres of USFS land, developed at a density of 1 unit per acre. Although this growth scenario is highly unlikely within the planning period, it illustrates how current land use controls are unrealistic with respect to the limited carrying capacity of the land and local services necessary to accommodate future development.

**TABLE 4.1-5
ZONING & MAXIMUM RESIDENTIAL BUILD-OUT**

Zoning	Acres	Lot Area	Projected Units	Population
R-3	81	6,000	590	1,475
MH-4	91	10,000	153	382
R-2	98	7,000	610	1,525
PUD	315	6,000	2,290	5,726
C-1	518	6,000	3,759	9,396
R1-4	1,043	10,000	4,545	11,362
R-LOW	4,845	43,560	4,845	12,113
Total	7,101		17,594	43,983

Source: Town of Pinetop-Lakeside

Under the current policies and standards it is expected that the following future development patterns are likely to occur:

- **COMMERCIAL RETAIL AND SERVICES** - The Town has little potential for attracting large commercial retail ventures such as a K-Mart or Wal-Mart outlet, which cater to regional markets. Large retail centers generally require easy highway access and extensive parking facilities, generally requiring larger parcels. The Show Low market area will likely be the hub for future large-scale development and, in fact, has recently attracted a Super Wal-Mart store just outside the boundaries of Pinetop-Lakeside. Conversely, the Pinetop-Lakeside area will attract smaller retail and commercial services growth, i.e., single tenant or small complexes constructed on existing strip commercial frontage lots.

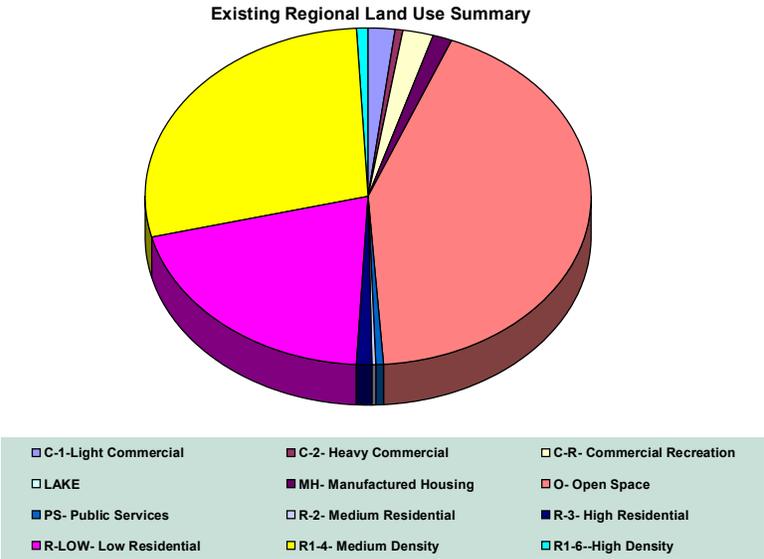
- **RESIDENTIAL** ó In the past many areas in the region were divided without adherence to quality development standards, resulting in inefficient land-use and inadequate services. Inadequate roads and poorly planned drainage has resulted in financial liabilities that the town cannot support with current revenue mechanisms. Because 46% of the existing land base in the Town is U.S. Forest Land, it is likely that residential development will be focused on large privately owned tracts that can be subdivided into 1/3 acre or larger lots.

- **INDUSTRIAL AND HEAVY COMMERCIAL** ó Under current zoning there are few opportunities for light or heavy commercial development. Since the Town controls no utilities and limited capacity for tax abatement and provision of fiscal incentives, it is limited in the area of business recruitment and expansion. In addition, several existing heavy commercial uses have limited expansion capacity due to their non-conforming status under current zoning.

REGIONAL LAND USE SUMMARY

The existing land use designations for the Town and County are identified within Exhibit 4.1-2, *Existing Regional Land Use Summary*

EXHIBIT 4.1-2



FUTURE GROWTH TRENDS

As previously stated, the enormous USFS holdings within the Town (46% of the total land base), presents both opportunities and liabilities, depending upon the pattern and quality of the development occurring. At this time the greatest concentration of development occurring is new commercial along Highway 260, and the majority of residential development is infill within the southern Pinetop area of the town and in the subdivisions south of the town. Future development patterns could change due to an increase in residential subdivisions within the Show Low area that may attract potential permanent and seasonal residents. Some of the other factors, which may affect development trends through the year 2020 include the following:

- Undeveloped property currently under the ownership and control of the USFS is sufficient to meet all projected land use needs, although the timing of private acquisition and development of USFS is not known at this time.

- ❑ Lot sizes within the town will affect future commercial development. For example, the average commercial lot size is one acre. Many of these vacant properties are not of sufficient size to accommodate large development projects.
- ❑ Expansion of the town boundaries is uncertain due to the mixed sentiments of surrounding residential areas. The fact that there are pockets of unincorporated land abutting the town limits and U.S.F.S land within the Town makes it difficult to plan for future development.
- ❑ The current subdivision standards are only required if a division of land results in more than three divisions of land within the Town and five divisions within the County. The illegal subdivision of land over the years without review for facilities or zoning standards has resulted in poorly planned access roads and infrastructure. Correcting this situation will require establishing improved procedures and standards to regulate development where the division of land does not result in a subdivision.
- ❑ It has been 14 years since the original Town General Plan was adopted and more than 20 years for Navajo County. While many of the original plan recommendations were instituted, many were not and some do not make good planning sense today. For these reasons, the following areas should be addressed through ongoing long range planning:
 - ❑ **ZONING & SUBDIVISION REGULATIONS** ó The zoning and subdivision regulations of the Town and County are grossly out of date. This includes the site plan procedures for commercial development and subdivision regulations controlling the division of property and the design and installation of streets and infrastructure. Both the Town through its Planned Unit Development (PUD) standards and the County through its Special Development (SD) standards are able to utilize flexible zoning controls for mixed-use projects. However, neither government has adequate performance standards to encourage higher design quality or to adequately regulate the infrastructure or other improvements common to large-scale master planned communities. The respective zoning regulations should be revised to reflect the needed changes.
 - Site Development Standards
 - Subdivision Standards
 - Landscape Code
 - Access Control
 - Road access and design standards
 - Parking design standards
 - Tree and Open Space protection
 - Signage
 - Architectural Design

- ❑ **INTERGOVERNMENTAL COORDINATION** - The development review process needs to enhance coordination between various government agencies and private utilities. There is a strong need for more inter-agency coordination on project review between the Town, County, Sanitary District, ADOT, and Fire Districts.
- ❑ **DESIGN REVIEW** ó The design review process must address the architectural design and site improvements proposed for each project. A pre-application conference between applicants and staff before formal plans are submitted will help identify problems and facilitate their resolution. The Town should continue organizing and supporting a Development Review Committee with membership representing a variety of development related disciplines and interests.
- ❑ **SIGNS** ó In 1991 the Town's current sign regulations were modified to allow business operators to display temporary signs and banners. In hindsight the Town Council and most residents believed this created a cluttered appearance on Highway 260. Recently this measure was reversed improving this condition. However, the design regulations still need to be refined to create a stronger sense of community, a less visually intrusive effect along the roadway, and upgrades in the appearance of the town. A lack of objective design criteria has resulted in unequal code interpretations. Navajo County currently has very limited sign regulations.
- ❑ **PROPERTY MAINTENANCE** - It is obvious that many properties within the Town limits are in violation of the existing property maintenance ordinance. In 1999 the Town hired a full-time code enforcement officer to address these violations and provide some assistance in clean up. The Town has also initiated a program to subsidize owner expenses for removing debris, pine needles, brush and lumber, and some recyclable materials. The property maintenance ordinance includes additional measures such as a provision for the Town to assess liens against owners for the cost of clean up, but more enforcement is necessary. Navajo County has made great progress in this area with the hiring of a full-time Code Enforcement Officer and the adoption of a Hearing Officer procedure to handle similar code enforcement cases.
- ❑ **BUSINESS PERMIT** ó A mandatory permit that became effective in 1998 for the Town, functions as a "trigger" system to alert the Community Development Department that a change in use has occurred within a commercial building. The department refers this information to the Police Department and local Fire

Districts. However, the license procedure does not include requirements to up-grade existing buildings and sites that have code deficiencies. Navajo County currently has no business permit or license procedure.

4.1.3 LAND USE PLAN MAP

Guided by the planning policies presented in *Section 4.1-4, Goals, Objectives, Evaluation Measures, Policies, and Programs*, the Regional Land Use Plan indicates the recommended land uses and development intensities for future growth in the Regional Planning Area. The land use categories associated with the Land Use Plan Map and Development Guidelines are described below and are illustrated in Exhibit 4.1-3, *Future Land Use Map*.

RESIDENTIAL

PURPOSE

The Residential category includes all principal residential land uses, including site constructed single-family detached and multi-family attached, as well as manufactured housing.

DENSITY

Threshold or maximum density ranges are provided for each residential land use category. The recommended maximum density for each category is provided below:

Low Density Residential = 1 Maximum Dwelling Unit Per Acre
Medium Density Residential = 4 Maximum Dwelling Units Per Acre
High Density Residential = 20 Maximum Dwelling Units Per Acre

Unless otherwise specified, the following factors will be used to determine the appropriate density up to the maximum threshold for each particular land use category:

- On land within the Sanitary Sewer District
- On land within or adjacent to the Town of Pinetop-Lakeside
- Compatible density with adjacent land uses
- On land currently served or most economically served by future increments of existing infrastructure ó sewer, water, roads, power, etc.

**EXHIBIT 4.1-3
FUTURE LAND USE MAP**

- ❑ On land not affected by groundwater resource constraints.
- ❑ On land not affected by floodplain or other natural impediments.
- ❑ On land with minimum or no impact on sensitive vegetation or species habitat
- ❑ On land which has convenient access to existing employment opportunities, commercial services, recreational activities, and public facilities (schools, libraries, fire, police, etc.)
- ❑ Encourage medium to high-density residential development only in areas that are supported by adequate public facilities and services or where they can easily be provided and where surrounding land uses are compatible.
- ❑ Provision of other amenities (open space, bicycle/pedestrian paths, buffering/landscaping, parks/recreational amenities, etc.) and with design and site plan standards that exceed the minimum beyond that required by the Zoning or Subdivision ordinances.
- ❑ Adjacent to existing built areas

LOW DENSITY RESIDENTIAL (LDR): 0-1 UNIT PER ACRE

PURPOSE

The LDR category allows a development maximum of one unit per acre or a minimum lot size of 43,560 square feet. This category is applied to existing single-family development and areas in the process of development or suitable for low-density residential development. This category is compatible with prevailing residential density of the area and is mitigated by the following criteria:

- ❑ A maximum of 1 unit per 2 acres applies to any property lacking central sewer and water systems within the Town. Minimal lot sizes may be less within the County utilizing onsite septic tanks subject to Arizona Department of Environmental Quality (ADEQ) criteria.
- ❑ A maximum of 1 unit per acre applies to any property with severe site environmental restrictions, such as steep slopes of twenty-five degrees or greater; properties lying within an aquifer recharge zone; watershed protection area; and within jurisdictional wetlands.

MEDIUM DENSITY RESIDENTIAL (MDR): 1-4 UNITS PER ACRE**PURPOSE**

Applies to areas suitable for compact single-family detached development and single family attached units, such as townhouses, where adequate facilities and services are projected during the planning period. The medium density land uses are designated according to the following criteria:

- ❑ Single-family residential development on a minimum lot size of 10,000 square feet or at a density of 4 units per acre served by central water and sewer within the planning area.

HIGH DENSITY RESIDENTIAL (HDR): 5-20 UNITS PER ACRE**PURPOSE**

High Density development, which may serve as transitional uses between developing commercial areas and lower density single-family areas, with adequate buffers, according to the following:

- ❑ High-density residential development at a minimum lot size of 6,000 square feet or 8 units per acre.
- ❑ Multi-family development projects at 20 units per acre or a minimum average lot size of approximately 2,904 square feet per unit.

COMMERCIAL/NONRESIDENTIAL**PURPOSE**

The Commercial/Nonresidential category includes all land uses that do not incorporate residential as the primary focus, ranging from retail and light commercial to heavy commercial.

BUFFERING

New developments in commercial/non-residential zones should provide transitional zones and buffering where adjacent to residential uses. At a minimum, buffering should include landscaping or constructed barriers that are compatible with existing vegetation and neighborhood character, but may also include reduced building heights in proximity to property lines, restrictions on opening and closing times, increased setback, locating loading and services areas away from residential areas, and providing open spaces. The intensity of development should be considered when establishing buffering requirements. New developments and substantially remodeled development should provide landscaping adjacent to street and in parking areas.

COMMUNITY COMMERCIAL (CC)

PURPOSE

Community Commercial areas are meant to provide commercial services to a large portion of the community and may include Neighborhood Commercial uses. The market area for Community Commercial areas is generally between two and seven miles from the commercial center. Community Commercial areas may vary widely in use and intensity. Generally, this use includes large retail, wholesale, and office uses, as well as mixed-use projects such as retail shopping plazas and integrated hotel/motel uses. Design standards should be included within the (CC) category in order to manage heavy traffic areas at major intersections as well as strip centers along Highway 260.

NEIGHBORHOOD COMMERCIAL (NC)**PURPOSE**

Neighborhood Commercial areas are intended to provide commercial services used by the general public on a daily basis. The market area for a neighborhood commercial area is approximately a one-to-two mile radius from the commercial center. This permits the use of alternatives to the automobile, which includes walking and bicycling. Neighborhood Commercial areas often have a grocery store as an anchor tenant. Convenience commercial uses, drug stores, video rentals, beauty/barber shops, post offices, restaurants, small tenant retail, and single professional and medical offices are uses, which are commonly found in Neighborhood Commercial areas. These areas are not intended for any uses, which may be incompatible with adjacent residential neighborhoods due to noise, traffic, odors, and similar nuisances. Such uses include auto service or repair, multiple story mini-storage, theaters and taverns. Some examples of uses that might be acceptable on a case-by-case basis are health clubs and restaurants accommodating drive-through traffic. Future neighborhood commercial development may occur at locations along Woodland Road and near denser residential development.

HEAVY COMMERCIAL (HC)**PURPOSE**

Heavy Commercial should accommodate larger wholesale, manufacturing, and other uses not suitable near residential areas and not particularly compatible with other retail or commercial uses.

RECREATION/OPEN SPACE**PURPOSE**

This category is for land dedicated to active or passive recreational uses, flood control, view sheds, trail connections, and expansion of public services, which are accessible to the general public. Private recreation facilities available to the public, such as golf courses or camping grounds, are included in this category. This category may also include environmentally sensitive lands.

It is assumed that there is sufficient National Forest land and privately held undeveloped areas to accommodate any increased economic activity in these industries and that limited amounts of the USFS land area will be exchanged within the planning period. Therefore, no additional land dedicated to agricultural/forestry uses is projected in Table 4.1-6. Since the Agricultural/Forest category has the potential of both residential and nonresidential activities, it is assumed that the Future Land Use Map will be modified to separate incompatible uses as growth occurs in the future.

PUBLIC/INSTITUTIONAL**PURPOSE**

Public/Institutional land uses represent Town administrative offices and facilities as well as other public and quasi-public facilities: schools, churches, governmental administrative offices, etc. Public/Institutional land use areas are encouraged within the Town core to assist in creating community-gathering places, and also within residential areas and commercial areas to provide services for safety and protection.

PLANNED DEVELOPMENT

PURPOSE

Planned Development areas represent larger undeveloped and developed properties where a potential exists for mixed-use and other master planned development, including commercial and residential, but excluding heavy commercial uses. The Planned Development category permits flexibility in land uses in order to encourage property assemblage and planned infrastructure and access. Areas designated as Planned Development on the Land Use Plan may be zoned PAD provided a preliminary master plan and development agreement are both approved by the Town Council; or Special Development approved by the County Board of Supervisors.

PLANNED DEVELOPMENT STANDARDS

- The maximum overall density for a Planned Development project shall not exceed 20 units per acre, subject to zoning requirements and density incentives.
- Planned Development shall be of a type and at a density that is compatible with adjacent land uses and all other elements of the Regional Plan.
- Planned Development areas shall incorporate a minimum 30 percent of the area as useable open space. Useable open space may include recreation areas.
- Planned Development areas shall incorporate a circulation and improvements plan that provide for the primary access through either an existing or planned intersection with Highway 260 in order to promote effective traffic flows and efficient infrastructure expansion. The circulation and improvements plan may permit timed improvements based upon a traffic impact study that examines the build-out of development phase.
- All Planned Development shall provide transitional buffering between all adjacent residential or nonresidential uses.
 - Transition zones between residential uses shall be at a density no greater than twice the existing zoning density of adjacent residential properties.
 - Setbacks from adjacent existing residential property boundaries and building heights in the transition zone shall be the same as applicable to the adjacent property.
 - New developments in commercial/non-residential zones should provide transitional zones and buffering where adjacent to residential uses. At a minimum, buffering should include landscaping or constructed barriers that are compatible with existing vegetation and neighborhood character, but may also include reduced building heights in proximity to property lines, restrictions on opening and closing times, increased setbacks, locating loading and service areas away from residential areas, and providing open spaces. The intensity of development should be considered when establishing buffering requirements.

New developments and substantially remodeled developments should provide landscaping adjacent to streets and in parking areas.

PLANNED DEVELOPMENT LOCATIONS

Due to the large undeveloped land base, the revised General Plan incorporates special use areas that require further planning studies and analysis and the possible establishment of specific plans, including the following:

- ❑ Wagon Wheel Area
- ❑ Old Lakeside Area
- ❑ Woodland Road Area
- ❑ Pinetop Area
- ❑ South Pinetop Area

U.S. FOREST SERVICE

The largest land use in the Regional Planning Area is forest uses on land currently owned by the U.S. Forest Service. While US forestlands are conducive to active and passive recreational opportunities, they are also amenable for such commercial uses as agricultural and timber. Since USFS has the potential for both residential and non-residential development, the land use map will be modified to separate incompatible land uses as growth occurs in the future.

Forest Service land in the planning area includes land currently under lease, such as Woodland Lake Park. Although much of the USFS land is considered in a conservation state, this status could change dramatically depending upon land exchanges. These areas are vital conservation areas due to their protection of the Billy Creek and Walnut Creek watersheds, necessary to provide flood water storage, and protect valuable plant and animal habitat. The General Plan Land Use Map designates most USFS areas as future open space areas, pending further investigation and assessment.

BUILDOUT ANALYSIS

Table 4.1-6, *Regional Planning Area Population Projections*, presents an assessment of the ultimate population and employment capacity for the Regional Planning Area, assuming the entire area was built out in accordance with the Land Use Plan. As indicated in the table, at build-out the Regional Planning Area would accommodate approximately 50,850 residents, 4,500,000 square feet of commercial space and 1,300,000 square feet of office/business park space, resulting in approximately 29,305 employment opportunities within the Regional Planning Area. This would result in an employment ratio of one employee for every 1.74 residents. This is less than the current ratio of one employee for every 2.8 residents as documented in the White Mountain Regional Transportation Plan.

Several assumptions were made for the buildout analysis. Regarding development density, the assumption is that the actual development densities for low, medium and high-density areas would be one, three and five dwelling units respectively. If development densities average lower than this, the resulting population projections would be lower than 50,850. Additionally, the assumption is that person per dwelling unit will be 2.5. The floor area ratios (percentage of the property which can be developed) for commercial and office developments are one-quarter of the total area. The ratio of employment per square foot for commercial and office is estimated at one employee for every 400 square feet of floor area. This analysis also assumes that two-thirds of the Planned Development acreage would be devoted to residential uses, with the remaining one-third being used for retail and office space. Finally, the model assumes that a certain percentage of each land use will be unusable for population or employment growth because of the need for roadways, utilities and other public easements necessary to accommodate a growing population.

One conclusion that can be drawn from the land use analysis is that the Regional Planning Area has enough land to easily accommodate anticipated growth during the planning horizon. Even at the highest rate of projected growth as shown in Table 4.1-6 the population will only be about half of what could be accommodated under the Land Use Plan Map (24,725).

**TABLE 4.1-6
PINETOP-LAKESIDE/NAVAJO COUNTY REGIONAL PLAN
BUILDOUT ANALYSIS**

Land Use Category	Gross Acres	Efficiency Factors(1)	Target Density	Resulting Development	Population Factor (2)	Resulting Population	Employment Factor (3)	Resulting Employment
Low Density Residential	1,791	.85	1 DU/AC	1,522 DU	2.5	3,805		
Medium Density Residential	7,043	.70	3 DU/AC	13,352 DU	2.5	33,380		
High Density Residential	231	.70	5 DU/AC	886 DU	2.5	2,215		
Planned Development	3,073	.70	3 DU/AC	4,580 DU	2.5	11,450		
Neighborhood Commercial	83	.80	.25 FAR	914,760 SF			1/400	2,287
Community Commercial	440	.80	.25 FAR	3,554,496 SF			1/400	8,886
Heavy Commercial/ Business Park	161	.85	.25 FAR	1,323,135 SF			1/400	3,307
Planned Development	3,073	.85	.25 FAR	5,929,605 SF			1/400	14,824
Recreation/Open Space	1,391							
Public/Institutional	80							
U.S. Forest Service	46,467							
TOTALS				20,340 DU 11,721,996 SF		50,850		29,305

(1) Discounts gross area for future roadway rights-of-way, recreational and other public facilities

(2) Average person per household through the Year 2020

(3) Estimated gross space per employee

Abbreviations: AC=Acre; DU=Dwelling Unit; FAR=Floor Area Ratio; SF=Square Feet

RELATIONSHIP TO OTHER PLAN ELEMENTS

The Land Use Element serves as the primary means of integrating the policies in other elements of the Regional Plan with the proposed pattern of land uses designed in the Land Use Plan Map and with the land use policies in the Land Use Element. These policies outline the community's direction and strategy for relating residential, commercial, industrial, open space, and public uses with their location and public service needs.

4.1.4 GOALS, OBJECTIVES, EVALUATION MEASURES, POLICIES, AND PROGRAMS

The Land Use Element is intended to guide the growth of the community by providing goals, objectives, policies, and programs designed to ensure high quality new development, preserve sound neighborhoods and non-residential areas, upgrade areas targeted for revitalization, and maintain areas designated for their unique environmental quality of long-term use as open space. Future growth should be managed to create an appropriate mix of land uses, while protecting surrounding areas and ensuring the availability of critical public services and facilities. The following goals, objectives, policies and programs are designed to meet these aspirations. Two general policies, which relate to the disposition of all land use evaluations, are also included.

GOAL

Develop a system for land use planning that is clear, easy to use, reinforces the vision, goals and objectives of the Regional Plan, and ensures the health, safety, and welfare of the citizens of Pinetop-Lakeside and the surrounding area.

GENERAL POLICY 1: All applications for discretionary projects including, but not limited to, Regional Plan amendments, zoning amendments, and special use permits, shall be reviewed to determine consistency with the policies of the Regional Plan. No approvals shall be granted unless a finding is made that the project or permit is consistent with the Regional Plan. In the case of Regional Plan amendments, the amendments can be made consistent with the Regional Plan by modifying or deleting the Regional Plan provisions, including the land use map and any relevant text provisions, with which the proposed amendments would be inconsistent.

GENERAL POLICY 2: Existing legal lot of record with a lot size less than the minimum area indicated by the designation on the Regional Plan Land Use Map shall be permitted to develop at a density of at least one dwelling unit per lot provided that minimum health and safety standards are met.

OBJECTIVE 1

To prepare a land use element that promotes efficient and fiscally responsible patterns of development, that minimizes frictions between different land uses, and that harmoniously supports other elements of the Pinetop-Lakeside/Navajo County Regional Plan.

EVALUATION MEASURE: The number of building permits issued for residential developments in subdivisions and planned developments versus independent lots.

EVALUATION MEASURE: The number of acres of U.S. Forest Service Land exchanged for private developments.

POLICY: Encourage development that can take advantage of existing and planned public infrastructure capacities for, among other things, roadways, water, sanitary sewer and wastewater treatment, and necessary public services and facilities (police, fire, library, schools, etc.).

POLICY: The Town and County should encourage the development of available large vacant parcels of land under the Planned Development guidelines of the Zoning Ordinance with an appropriate mix of land use types and housing densities that are compatible with surrounding land uses and which are supported by adequate infrastructure and open space/recreational uses.

POLICY: The Town and County should help facilitate the sale to the private sector of vacant public lands owned by the U.S. Forest Service and identified for exchange for the development of planned communities in accordance with the General Plan.

PROGRAM: Amend the Planned Development section of the Town's and County's Zoning Ordinances to incorporate the goals, objectives, policies and programs of the Regional Plan study area.

OBJECTIVE 2

Adopt a Land Use Plan that fiscally balances land uses in order to provide revenues necessary to support services and that promotes the efficiency of the delivery of public and private services.

EVALUATION MEASURE: The number of units hooked into available water and wastewater treatment lines versus the number of units needing to use individual systems (wells and septic systems).

POLICY: Encourage development that is currently served by or adjacent to existing municipal services and public utilities.

POLICY: The Town and County will encourage development in unincorporated portions of the Regional Planning Area that is compatible with the Pinetop-Lakeside/Navajo County General Plan.

POLICY: The Town should work with the U.S. Forest Service to ensure that federal lands adjacent to the community should only be developed when adequate infrastructure and public services exist and when in the best financial interests of the community.

POLICY: Use the Pinetop-Lakeside Regional Plan as a guide for the preparation of the Town's and County's annual budget and capital improvements program.

PROGRAM: Require developments within 300 feet of existing water and sanitary sewer lines to hook into existing systems unless it is cost prohibitive.

PROGRAM: Require large scale developments (50 units or more) to provide a fiscal impact evaluation for their projects.

OBJECTIVE 3

Protect residential neighborhoods from impacts created by adjacent non-residential uses.

EVALUATION MEASURE: Annual record of development permits issued for non-residential development adjacent to residential neighborhoods.

POLICY: The Town and County Planning Departments should prescribe buffering provisions in their Zoning Ordinances which provide transitional zones between high density residential and existing low density neighborhoods.

POLICY: Non-residential uses adjacent to residential areas should be planned with setbacks, buffer landscaping and traffic patterns leading away from residential areas.

POLICY: Acceptable light industrial land uses, when located near residential areas, should be buffered from existing and proposed residential areas by setbacks, landscaping, and/or fencing to ensure compatibility.

PROGRAM: The Town and County will revise their respective development regulations in order to address incompatibilities.

OBJECTIVE 4

Utilize transitional zones between commercial and adjacent established neighborhoods to protect against incompatible uses.

EVALUATION MEASURE: Annual record of newly created transitional zones between adjacent established neighborhoods.

POLICY: Where appropriate, create necessary buffering to protect established neighborhoods from the encroachment of commercial uses.

POLICY: Prevent future inconsistent land uses via land development regulations and as a function of redevelopment.

PROGRAM: The Town and County will consider the administrative rezoning of key transitional zones consistent with the future land use plan, where appropriate.

OBJECTIVE 5

Promote and enhance opportunities for Town residents and visitors to participate in the arts through accessibility to cultural facilities and activities.

EVALUATION MEASURE: Increases or decreases in the following: the number of community cultural facilities available and the number of developments providing public space for cultural purposes.

POLICY: The Town and Navajo County should work with developers to ensure a role for art and culture in development plans and site plans when practical.

POLICY: The Town and County should maintain a current list of cultural facilities in the Regional Planning Area.

POLICY: The Town and County should support the development of regional and local community cultural facilities readily accessible to its residents.

POLICY: The Town and County should work with private and public organizations to encourage availability of adequate public space in development plans for cultural purposes, such as exhibits, festivals and artist studios.

PROGRAM: The Town and County will consider joint funding of activities and programs that serve the entire regional plan area population.

OBJECTIVE 6

To improve the image of Pinetop-Lakeside and create a strong sense of community in the Regional Planning Area.

EVALUATION MEASURE: The Town will conduct an annual survey of residents in the region regarding their sense of community.

POLICY: Encourage developments to incorporate design elements, which are consistent with, or an improvement to existing design.

POLICY: The Town and Navajo County should encourage the development of Planned Developments which provide for a harmonious diversity of land uses and residential densities which, through design guidelines, streetscape design, or landmarks, engender a sense of place.

POLICY: Encourage developments to incorporate ponderosa pine trees into their overall design.

PROGRAM: The Town and County should evaluate their subdivision and zoning ordinances to ensure that they enable developers to be creative in constructing subdivisions that promote a sense of place.

PROGRAM: Adopt a planning overlay area promoting design review guidelines for development along Highway 260 and evaluate potential for formal overlay zoning districts in other areas of the Town and County.

PROGRAM: Construct streetscape improvements, including street trees, along Highway 260.

PROGRAM: Develop a strategy to create a land use structure along SR 260 that encourages nodal development and a village retail and community center.

PROGRAM: Use the Main Street Program to help rehabilitate existing street-front facades.

PROGRAM: Create new commercial development design guidelines.

PROGRAM: Revise the Pinetop-Lakeside and Navajo County sign codes, particularly as they relate to signage along the Highway 260 corridor.

OBJECTIVE 7

Encourage annexations that provide positive fiscal impacts to the Town of Pinetop-Lakeside

EVALUATION MEASURE: Number of acres annexed.

POLICY: The Town will cooperate with the County to encourage development in the Regional Planning Area that meets the highest standards possible.

POLICY: The Town should annex adjacent land to accommodate future growth in a planned manner that maximizes infrastructure investment.

PROGRAM: Develop a fiscal impact methodology for annexation, which takes into consideration, projected revenues to be generated versus the cost of providing services to the area.

OBJECTIVE 8

To ensure the preservation and continued use of Woodland Lake Park as the primary recreational and open space amenity in the Regional Planning Area

EVALUATION MEASURE: Annual report of USFS Use Permit.

POLICY: Continue to work with state and federal representatives to ensure that Woodland Lake Park remains part of the region's recreational system.

PROGRAM: Continue to work with congressional and Senate representatives to meet this objective.

PROGRAM: Initiate master plan of Woodland Lake Park.

OBJECTIVE 9

Encourage residential development to occur through the subdivision process when possible or through a similar planned process if the number of lots created constitutes a minor land division.

EVALUATION MEASURE: Number of building permits issued for homes within areas deemed to be a wildcat subdivision versus the number of building permits issued for homes within approved subdivisions or minor land division development projects.

POLICY: Evaluate isolated developments to ensure that the subdivision process is not circumvented. Report inconsistencies to the Arizona Department of Real Estate.

PROGRAM: Adopt Minor Subdivision Standards within the Town and County in order to expedite the review of smaller subdivisions and reduce the cost of subdividing smaller subdivisions.

OBJECTIVE 10

To promote coordination and consistency between the town, county, and region on land use, transportation and economic issues.

EVALUATION MEASURE: Number of joint sessions between planning commissions as well as respective governing bodies.

POLICY: Coordinate with Navajo County to achieve land use compatibility in the Regional Planning Area.

PROGRAM: Engage Show Low and Navajo County in a regional planning process by formally recognizing the 2020 Vision Committee as a Joint Town and County Citizen Committee.

OBJECTIVE 11

Encourage high quality development throughout the Regional Planning Area.

EVALUATION MEASURE: Approval rate of development plans on the first submission pursuant to revised design/development standards.

POLICY: Encourage developers to engage in voluntary design review process with staff and design board.

PROGRAM: The Town and County will continue to coordinate in order to establish a Design Guidelines Manual for the region as well as establish a Design Review Board for the Town and advisory committee for the County.

OBJECTIVE 12

Enhance and promote the establishment of stable, identifiable neighborhoods that contain a full complement of supportive commercial, institutional and public facilities.

EVALUATION MEASURE: Number of planned residential developments created or altered to include commercial, institutional or public facilities or with improvements to accommodate pedestrian or bike access.

POLICY: The Town should establish neighborhood design standards to encourage the development of new quality residential communities and the maintenance and/or the revitalization of existing neighborhoods.

POLICY: The Town should encourage the development of master planned communities with high quality integrated neighborhoods through a system of trailways and other public facilities.

POLICY: The Town should initiate a code enforcement program in the mature areas of the community to counteract deterioration and encourage reinvestment.

PROGRAM: Incorporate neighborhood principles into development standards and review process for Town and County and establish a regional strategy for targeted redevelopment.

OBJECTIVE 13

Promote the gradual reduction and elimination of non-conforming land uses throughout the Regional Planning Area by utilizing cooperative property maintenance techniques that respect the essential property rights of landowners.

EVALUATION MEASURE: Annual assessment of non-conforming land uses.

POLICY: Encourage the removal or reduction of the non-conformity during the development permitting process.

PROGRAM: Coordinate and fully fund Town and County code enforcement programs in order to prioritize non-conforming land uses by impact to the community.

OBJECTIVE 14

Update and expand the existing commercial, office and service facilities in the community necessary to meet the growth projections of the Regional Planning Area.

EVALUATION MEASURE: Amount of new or redeveloped commercial space.

POLICY: The Town should strengthen the economic base, including the necessary sales tax revenue, of the Regional Planning Area by the initiation of Redevelopment Areas to promote necessary site improvements to stimulate new development as well as rehabilitation of older properties.

POLICY: The Town and County should work jointly to plan the Regional Planning Area's infrastructure and streetscape improvements.

POLICY: The Town and County should establish commercial and industrial district design standards to encourage the development of new quality businesses.

POLICY: The Town should encourage compatible infill development consistent with the General Plan, the Main Street Program, and any other plans and programs in place for the community.

POLICY: The Town should develop incentives to encourage private investment in areas targeted for Redevelopment, including provisions for streetscape improvements, additional landscaping or buffering, and for providing pedestrian and bicycle amenities.

PROGRAM: The Town and County should adopt an Regional Economic Development Strategy that incorporates appropriately targeted Redevelopment projects.

4.1.5 LAND USE IMPLEMENTATION PROGRAM

OVERVIEW

In order to fully implement the land use element, amendments to the zoning map will be necessary in order to accommodate strategically located lands identified on the Future Land Use Plan and described below as Future Growth Areas. In addition, it is recognized that the Future Land Use Map must be continually monitored to address potential Future Growth Areas, which may also accommodate specific Redevelopment Projects. (Note: Future Growth Areas are more specifically defined within Section 4.9.)

FUTURE GROWTH AREAS

Growth Areas are targeted lands, which due to their immediate or potential access to major interchanges and proximity to existing infrastructure or planned infrastructure, have a high potential for higher intensity or density development.

MOUNTAIN GATEWAY AREA

The Mountain Gateway Area includes lands located immediately adjacent to Highway 260 that are located within both the Town and County. The Mountain Gateway Area is intended to encourage higher quality commercial and other nonresidential development through the establishment of joint design guidelines that cover the following areas:

- ❑ Signage
- ❑ Buffer areas and Landscaping
- ❑ Lighting
- ❑ Architectural Theme

As proposed within the Land Use Element the Mountain Gateway Area establishes policy direction for future development but does not mandate zoning standards, which will require adoption of the outlined Mountain Gateway zoning overlay district.

LAND-USE DESIGNATIONS

As stated within subsection 4.1-3 both the Town and County should continue to evaluate their current zoning regulations in order to determine if some districts should be altered or possibly eliminated. The alteration of any established zoning will inevitably impact development expectations and possibly impede current plans for some landowners. For this reason the Land Use Element does not specifically recommend the rezoning of any property until a comprehensive assessment of current uses is conducted, in order to prevent potential takings claims. Since the County schedule of zoning districts addresses a greater land area it is unlikely that it will eliminate districts which are designed for more rural regions, although it may consider phasing certain zoning designations from the Region Planning Area.

The zoning assessment should consider the following items:

- ❑ Reduction of large lot zoning districts due to the regional growth and need to promote sewer and other services.
- ❑ Incorporation of design standards into commercial areas.
- ❑ Reclassification or rezoning of Agricultural General (A-G) lands that have no minimum lot size to more suitable designation.

The following denotes new land-use designations previously described within Subsection 4.1-3:

- ❑ Community Commercial (CC)
- ❑ Neighborhood Commercial (NC)
- ❑ Planned Area Development (PAD)
- ❑ Public/Institutional (P/I)

The relationship of existing zoning districts to the land use categories is provided within table 4.1-7A and 4.1-7B:

OVERLAY ZONING DISTRICTS

Specific overlay zoning districts are utilized to incorporate additional standards and policies, not addressed within the underlining zoning designation.

VILLAGE CENTER OVERLAY

The purpose of this district is to encourage the development of mixed-use centers, which provide commercial and retail services in close proximity to residential land uses. This district is designed for the Town but other developing areas within the County may also be suitable. The intent is to encourage the development of an area, which is pedestrian-oriented and helps create a "sense of community." Development in this area should be at a pedestrian scale and the primary internal circulation characteristics should favor pedestrians, while also sufficiently accommodating bicyclists and bicycle traffic. The development of a theme, with landscaped parking, ample setbacks from the roadway and joint use of ingress/egress is also encouraged.

MOUNTAIN GATEWAY OVERLAY DISTRICT

The Mountain Gateway Overlay District is intended to promote quality design guidelines along Highway 260 through established zoning standards. At this the time the district is proposed for adoption by the Town and future consideration by Navajo County.

Tables 4.1-7A, *Town of Pinetop-Lakeside Future Land Use and Zoning Matrix*, and 4.1-7B, *Navajo County Future Land Use and Zoning Matrix*, illustrates the relationship of future land use to zoning within the Town and County.

**TABLE 4.1-7A
TOWN OF PINETOP-LAKESIDE FUTURE LAND USE AND ZONING MATRIX**

<i>Future Land Use Designation</i>	<i>R-Low</i>	<i>RI-2</i>	<i>RI-4</i>	<i>RI-6</i>	<i>R-2</i>	<i>R-3</i>	<i>MH-4</i>	<i>MH-6</i>	<i>MHP</i>	<i>VRP</i>	<i>CC</i>	<i>C-1</i>	<i>CN</i>	<i>C-2</i>	<i>PUD</i>	<i>PAD</i>	<i>Public Inst</i>
Low Density Residential	X	X													X	X	X
Medium Density Residential			X				X								X	X	
High Density Residential				X	X	X	X	X	X				X		X	X	
Community Commercial											X	X	C				
Neighborhood Commercial				X	X	X	C				X		X	X	X	X	
Heavy Commercial														X			
U.S. Forest Service																	X
Public/Institutional	C	C	C	C	C	C						X				X	X
Open Space/Recreational																X	X
Planned Development	X	X	X	X	X		X		X	X			X		X	X	X

Note: C denotes use Conditional Use Permit (CUP) approval

 New Land Use or Zoning district

**TABLE 4.1-7B
NAVAJO COUNTY FUTURE LAND USE AND ZONING MATRIX**

<i>Future Land Use Designation</i>	<i>Rural-20</i>	<i>Rural-10</i>	<i>Rural-5</i>	<i>Rural-1</i>	<i>RI-43</i>	<i>RI-10</i>	<i>R-2</i>	<i>R-3</i>	<i>A-G</i>	<i>C-1</i>	<i>SD</i>	<i>C-1</i>	<i>IND-1</i>	<i>IND-2</i>	<i>SU-PUD</i>
Low Density Residential	X	X	X	X	X				X		X				X
Medium Density Residential						X	X		X						X
High Density Residential							X	X	X						X
Community Commercial											X	X	C		X
Neighborhood Commercial							C	C			X		X	X	X
Heavy Commercial													X	X	
U.S. Forest Service									X						
Public/Institutional									X						X
Open Space/Recreational									X						
Planned Development	X	X	X	X	X	X	X	C	X	X	X	X			X

Note: C denotes use Conditional Use Permit (CUP) approval

 New Land Use or Zoning district