



# Red Lake Area Plan



**An Amendment to the Coconino County Comprehensive Plan**

**Development by the Residents of the Red Lake Area  
with assistance of the County Community Development Department**

**Approved by the Coconino County Board of Supervisors September 21, 1992**

# **RED LAKE AREA PLAN**

**As approved by**

**Red Lake Planning Committee**

June 18, 1992

**Planning and Zoning Commission**

July 28, 1992

**Board of Supervisors**

September 21, 1992

**Committee Members**

Neva Williams, Chairman

Rich Gorney

Paul Roques

Alan Spicer

Rudy Wieclaw

# RED LAKE AREA VISION STATEMENT

---

The Red Lake Study Area north of the city limits of Williams, Arizona affords a quiet, rural setting with relatively easy access to city amenities in Williams and Flagstaff.

State Highway 64 intersects the area with an established corridor to the Grand Canyon. A high desert climate range and ample green vegetation, coupled with low density residences make the study area a comfortable place in which to live and recreate.

In setting long range goals for the region, a central concern of the Committee is to protect the areas' rich environmental resources while understanding growth is inevitable. Maintaining as picturesque and safe a corridor to the Canyon as possible is a foremost concern. Disallowing future strip commercial endeavors on Highway 64 is an imperative.

Aesthetics were addressed and the Committee strived to protect the air quality, vegetation and wildlife.

Mistakes of the past were addressed and measures were implemented to avoid any duplication of error in the future. Although the area will no doubt remain sparsely inhabited due to locally imposed restrictions on water, it is the goal of the group to avoid future obvious scarring of the terrain where at all possible.

Commercial and light industrial developments will be kept to a minimum and due to the grid system of private, state and federal land already in place, open space is assured.

A fire district and a road improvement district within the study area are inevitable needs for the future. The residents themselves will dictate when these become a reality. More organization of the residents in the future will be advantageous. A clear and concise addressing system will be incorporated, allowing for easy access of emergency vehicles.

Personal pride of ownership should be encouraged. Yearly cooperative clean-up efforts should be incorporated.

With the foresight to know that trends point to certain growth patterns, the Committee accepted the challenge to protect a region which will be one of a few such remaining areas in the not so distant future.

# TABLE OF CONTENTS

---

<b>HISTORY.....</b>	<b>1</b>
<b>LAND USE .....</b>	<b>3</b>
Background .....	3
Existing Land Use .....	3
Commercial Uses.....	4
Public Lands.....	5
Other Uses .....	6
<b>FUTURE LAND USE.....</b>	<b>7</b>
Single Family Residential .....	7
Mobile Homes .....	8
Multiple Family Residential .....	8
Commercial Uses.....	8
Industrial Uses .....	9
Other Factors.....	9
Land Use Policies .....	10
<b>NATURAL RESOURCES &amp; ENVIRONMENTAL QUALITY.....</b>	<b>13</b>
Air Quality .....	13
Aesthetics.....	14
Vegetation and Wildlife.....	14
Solid and Hazardous Waste Disposal.....	15
Wastewater Disposal .....	16
Lighting.....	16
Open Space .....	16
Environmental Policies.....	17
<b>ROADS.....</b>	<b>20</b>
Road Policies.....	22
<b>FIRE PROTECTION .....</b>	<b>24</b>
Rural Addressing .....	25
Fire Protection Policies.....	25
<b>ZONING ENFORCEMENT.....</b>	<b>26</b>
Zoning Enforcement Policies.....	26
<b>DOMESTIC ANIMAL CONTROL.....</b>	<b>28</b>

# HISTORY

---

By Neva Williams, Chairman, Red Lake Planning Committee as related to her by Dorothy Willett who with her husband Floyd moved to Red lake Valley in 1947

The Red Lake study area encompasses 40,000 acres north of Williams, Arizona. Lying at approximately 6300 feet elevation it is described as high desert chaparral. Green woodlands comprised of Ponderosa, Pinon, Cedar and Juniper afford the residents with a picturesque, rural style of living. Views of surrounding mountains including Bill Williams, Kendrick, Sitgreaves and the San Francisco Peaks. Clean air, moderate summers and crisp white winters are also enjoyed by residents. Many species of wildlife inhabit the region, ranging from elk to hummingbirds which visit while in migratory flight paths.

Prior to the late 1960's, the entire region was dedicated to ranching. Agriculture was dominant in Red Lake Valley, east of Highway 64 where potatoes, pinto beans, corn, oats, and wheat were cultivated by George McNally, Jess Cameron, and James Clark.

Commercial development in Red Lake was primarily established to serve and enhance travel to the Grand Canyon on State highway 64, the "Gateway to the Grand Canyon."

In 1857, Edward Beale moved his historic wagon train through the area, traveling northwest over Spring Valley, camping at Law Springs where petroglyphs on boulders have been traced to Cohonino Indians who roamed the area from 700 to 1100 A.D. Mr. Beale's task was to survey and make a western wagon road almost a third of the way across the nation. His road served as a preliminary approximation for a western railroad from the midwest to the Pacific Coast.

He also tested a curious experiment of Jefferson Davis, which failed, to see if camels could be as useful and as popular as horses as beasts of burden.

Early settlers in the study area include James Hactor, the Camerons, the McNallys and Perrins. The Bird's, Thomasons and Granthams were also early homesteaders. As late as the 1940's, Fred and Goldie Morris, who lived at the north end of Red Lake Valley, could be seen in horse and buggy heading for town. In the early 1940's, Bob and Mickey Deal owned and operated the Grand Canyon Trading Post. The Red Lake Campground and Gas Station was built in the late 1930's by Joe Sharver. On June 15, 1969, Fran Lester and Trudy Scott opened their newly built KOA.

By the mid 1970's, several areas had been subdivided and sparsely developed. Growth remains slow due in large part to the lack of on-site water. Residents in the region, however, gladly trade some minor inconveniences in living for a peaceful existence among nature's grandeur.

The Grand Canyon Railway en route to the National Park's South Rim traverses a portion of the study area to the west of Highway 64. Originally begun in 1901, it carried cowboys, miners, presidents and kings to the Canyon until increased motor traffic made the line unprofitable. The rail line ceased operation in 1968. Happily, in 1989, the railroad was begun anew. The winsome sound of a steam locomotive winding her way through the countryside recalls to mind nostalgic memories of a bygone era.

# LAND USE

---

## Background

The Red Lake Study area consists of almost 40,000 acres of private land within an approximately 150 square mile area. State of Arizona and National Forest Service land comprise the remainder of property in the study area. The area extends north 14 miles from the Williams City Limits. Highway 64 bisects the study area with the boundaries extending 5 to 6 miles to the east and west. The study area is bounded on the east by the center line of Range 3 East, to the north is the 6th Standard Parallel, the west boundary is an extension of the west section line of Section 2, T24N, R1E, and the Williams City Limits forms the southern boundary.

Land uses in the study area have evolved slowly through the years. The primary land use has historically been ranching. Most of the subdivisions were platted during the height of land speculation in Arizona in the 1960's and early 70's. The commercial development in the study area was primarily established in order to serve tourists traveling to the Grand Canyon.

## Existing Land Use

A preliminary land use survey was completed in the summer of 1991 by a planning intern for the County Department of Community Development. The projected study area at that time only extended three miles east and west of Highway 64 so the areas which have been added beyond those initial boundaries have not been surveyed. The eastern portion of this extended boundary is primarily Forest Service land, the west is mostly State land, and the private land is mainly large parcels with very low density residential development, zoned General, 10 acre minimum lot size.

Within the study area there are currently 11 platted subdivisions comprising a total of 5,380 acres. The zoning in the subdivisions includes Genera, 10 acre minimum lot size; AR (Agricultural Residential, 1 acre minimum lot size); AR-4 (Agricultural-Residential, 4 acre minimum parcel size); RS-5(Residential Single Family, 5 acre minimum lot size); and CG-10,000 (Commercial General). The survey results of existing subdivisions are outlined in the following table:

<b>Subdivision</b>	<b>No. of Lots</b>	<b>Travel Trailers</b>	<b>Single Family Dwellings</b>	<b>Mobile Homes</b>	<b>Zoning</b>	<b>Year Platted</b>
Chaparral Heights	44	0	7	0	RS-5	1986
Forest Edge Rancheros	33	6	12	12	AR-4	1961
Junipine Estates	236	4	10	32	AR	1971/73
Kaibab High	594	0	0	0	AR	1959
Lake Kaibab Park	920	15	31	20	AR	1971
Lake Kaibab Ranchos	19	0	0	0	G	1982
Red Lake Estates	120	0	0	0	AR	1961
Red Lake Mountain Ranch	54	0	0	1	RS-5	1990
Sands Heights	34	0	0	0	AR	1960
Sunset Strip	32	5	6	5	CG-10,000	1959/65
Timber Canyon	33	0	1	0	AR	1966
<b>TOTALS</b>	<b>2,119</b>	<b>30</b>	<b>67</b>	<b>61</b>	<b>--</b>	<b>--</b>

As these figures indicate, less than 8% of platted subdivision lots within the study area are established with any type of residential use. The lack of development within the platted subdivisions is due in part to the limited utility services and substandard or non-existent roads. When most of these areas were subdivided there were only minimal state and county standards and requirements to be met.

The unsubdivided areas are predominantly in the General Zone. In the initial survey boundaries it was determined that there are 22 single family dwellings, 12 mobile homes, and six travel trailers. (A survey of the expanded boundary area can be accomplished when the roads dry out)

## **Commercial Uses**

Existing commercial development in the area is situated primarily along Highway 64, directing services toward highway travelers. There are only two areas within the study boundaries that have commercial zoning. Red Lake, which is zoned CH-10,000 (Heavy Commercial) and Sunset Strip which is in the CG-10,000 Zone. Sunset Strip is a unique situation since much of the subdivision appears to have been designed for residential use rather than commercial, although the entire



subdivision is in the cg-10,000 Zone. The commercial zoning was applied at a time when residences were a permitted use. The current zoning, however, only allows an owner/operator's residence in conjunction with a commercial use. The result is that any strictly residential use currently existing is considered to be legal non-conforming and any new residential use of these lots would require a conditional use permit and be tied to a commercial use.

In addition to commercial uses on commercially zoned, land, the County Zoning Ordinance also provides for the establishment of some limited commercial uses in the G, AR, and RS Zones subject to the granting of a conditional use permit.

Existing commercial uses in the study area are outlined on the following table:

<b>Location</b>	<b>Use</b>	<b>Zone</b>
<b>Red Lake</b>		
Highway 64	Red Lake RV Park, store and Gas sales	CH-10,000
<b>Sunset Strip</b>		
Highway 64	KOA Kampground	CH-10,000
Highway 64	Grand Canyon Trading Post, Texaco, Coffee Shop	CG-10,000
Killarney Way	Auto Repair	CG-10,000
<b>Forest Edge Rancheros</b>		
Lot 21, Cedar Drive	Firewood Storage Yard	AR-4

In addition to legally established commercial uses, there are several situations in the study area where commercial activities are being conducted in residentially zoned areas. Examples of such activities include contractor's yards, salvage yards, etc. In some cases, such uses may be legal nonconforming uses established prior to the zoning. In other cases, they could constitute zoning violations subject to enforcement action by the County Zoning Enforcement Officer. Zoning enforcement will be discussed in more detail in another section of the Plan.

## **Public Lands**

With a significant amount of public land in the study area, uses occurring on it should also be considered. The Arizona Department of Transportation maintains a highway maintenance yard and aggregate storage on property in the study area. The State of Arizona has a land lease program which allows the establishment of some commercial activities on their land. The county has generally tried to work with the state in getting cooperation for compliance with County zoning regulations. The state land is currently zoned General. Some uses, however, are statutorily or

otherwise exempt from zoning. In particular is mining with cinder extraction found in several locations within the study area. A similar situation is firewood cutting. The state sells sections for wood cutting which doesn't require county zoning approval. Grazing is also exempt, it occurs on both state and federal land. In regard to grazing, it should be noted that the study area is located in what is identified as an "open range." This means that livestock may roam at large under the laws of the State of Arizona. The result is that property owners must take measures on their own to fence out livestock if they do not want it roaming on their private land. The federal land within the study area is under the jurisdiction of the Kaibab National Forest. It is zoned OS (Open Space). The county has no zoning authority over federal land. In addition to grazing, uses on Forest Service land include wood cutting and recreation.

## **Other Uses**

The Grand Canyon Railroad, which provides transportation between Williams and the Grand Canyon National park, bisects the study area, running in a right-of-way parallel to and westerly of Highway 64. The railway has re-established this route as a primarily tourist-oriented attraction, running steam-engine powered trains on a daily basis through much of the year.

Camp Civitan is located in the south-central portion of the study area. It is a community-service agency camp for handicapped persons. The camp was established in 1969 with the approval of a conditional use permit. This permit was renewed in 1979 for 25 years.

Three major utility rights-of-way cross through the study area. Enron Natural Gas pipeline cuts through the southerly portion of the study area, a major overhead electrical transmission line traverses the study area in a southwest/northeast direction, and AT&T underground cable bisects the northern half of the study area.

# **FUTURE LAND USE**

---

## **Single Family Residential**

Most of the existing subdivisions within the study area are in zones allowing for either site built, modular, or mobile homes with minimum lot sizes ranging from one (1) to ten (10) acres. This includes the AR, AR-4 and General Zones. Within the last six years there has been a trend toward subdivisions with five (5) acre minimum lot sizes and in zones which allow only site built or modular, this being the RS-5 (Residential Single Family, 5 acre minimum lot size) Zone. The unsubdivided private land in the study area is primarily zoned General, 10 acre minimum parcel size, which allows one dwelling per parcel which can be either site built, mobile or modular.

The large tracts of unsubdivided private land in the study area pose a problem which is found throughout the county; that is the potential to be split through the minor land division process but without providing adequate (or any) access roads or providing for utilities. One method of dealing with the situation is by adopting a new zoning classification requiring a minimum lot size of 36 or 40 acres. This minimum acreage comes from state subdivision laws which allows property to be split into parcels of 36 acres or greater without considering it a subdivision per se. By creating a new zone and applying it to larger tracts of land, it would necessitate any further splitting be done through the rezoning and subdivision process which would address concerns such as legal access, improved roads and utilities.

Further residential development in the study area will probably not make any major deviations. Based on the number of existing one (1) acre subdivisions which have only a small portion of lots developed, there is probably no need for future subdivisions at that density. In fact, the recent subdivision activity in the study area indicates that 5 acre lots are reasonable for the area. In part, the trend toward 5 acre subdivisions is dictated by county subdivision standards. Subdivisions with an average lot size of 5 acres or greater would be "Schedule C" which requires only minimal improvements. No water system is required, which, due to the lack of water in the area, it would be cost prohibitive to provide one. Each lot must be of sufficient size to accommodate an on-site sewage disposal system. Due to a high concentration of clay soils and slow perc rates in some areas, the larger lots may offer more hope for getting a conventional system approved. In some cases, however, more expensive alternative systems may still be necessary. Electrical and phone lines must be provided, however, so locating future subdivisions will no doubt be dictated by where main lines already exist. Roads to and within the subdivision must meet some minimum standards. Waivers from paving are generally granted if the roads are not legal access roads for purposes of county and state subdivision regulations and that would inhibit the ability to subdivide the private inholdings within the Kaibab Forest land on the east end of the study area. Property for access roads across state land must be purchased from the State Land Department.

## **Mobile Homes**

Mobile homes are permitted as residential units in most of the study area. Exceptions are commercially zoned areas, such as Sunset Strip, and the two newer subdivisions (Chaparral Heights and Red Lake Mountain Ranch) which are zoned RS-5 (Residential Single-Family). There may be some areas that have deed restrictions prohibiting mobile homes, but those are not enforceable by the county. There are currently no established mobile home parks in the study area. Due to the usual high density of such parks (over 8 units per acre) and their high demands on water and sewer services, it is doubtful that one could be successfully developed within the study area. It should also be noted that in the survey of area residents, the majority of respondents opposed a mobile home park in the area.

## **Multiple Family Residential**

There is currently no property zoned for multiple family developments and no legally established multiple family uses in the study area. Due to the intensity of services needed to support such a use, specifically water and sewer, the feasibility of such a development in the study area is limited. With both mobile home parks and multiple family developments, the potential density is a safety concern in an area where no fire protection is provided.

## **Commercial Uses**

There are currently only two areas within the study boundaries that are zoned for commercial development. Sunset Strip at the south end of the study area on the west side of Highway 64 and Red Lake, approximately three miles north on the east side of Highway 64. Although many people no doubt feel that all property fronting the Highway has only commercial development potential, such strip development is undesirable and is in fact discouraged in the county's Comprehensive Plan. As stated in the Comprehensive Plan, "Such commercial strips which are usually characterized by numerous tightly spaced direct access points (driveway entrances) onto the highway cause both traffic congestion and traffic hazards. In addition, there are often serious aesthetic problems due to a hodge-podge of architectural styles, shapes, and building materials and a clutter of signs. This is a special problem along highways leading to national parks and monuments."

Almost 70% of the survey respondents opposed any additional commercial development. Those that didn't oppose it felt it should be limited to retail and service uses (stores, gas, motel) and on Highway 64.

## **Industrial Uses**

Currently, there is no industrially zoned land within the study area and no legally established industrial uses. The one use which occurs illegally in the study area and which requires heavy industrial zoning is junk yards. The survey results indicated that the majority of respondents would be opposed to industrially-zoned land. However, there are some possible low-impact uses which would require industrial zoning but which may be acceptable in the study area. K-C Hilites has operated in an area just northwest of Williams for a number of years with little impact on nearby residents. Similar low water consumptive uses with only minimal traffic, dust, noise, odor, or lighting may be appropriate in the study area if designed to minimize impacts on the residential areas.

## **Other Factors**

Due to the significant amount of state trust land in the study area which can be used for firewood cutting, mining, and grazing, to name a few land uses, continued inter-agency cooperation is necessary to insure that those uses which can be regulated can be done in a manner which will be least intrusive on the rural residential areas.

The Kaibab National Forest has identified some land at the eastern end of Red Lake Valley for exchange into private ownership. This is primarily to square-up some jagged edges on the Forest Service boundary line. There are no pending trades nor is one likely to be pursued anytime in the near future. The land is currently zoned OS (Open Space) and if it is ever traded into private ownership it would have to go through the rezoning process prior to development.

## **Land Use Policies**

### *Single Family Residential*

1. The county should adopt a 36 or 40 acre minimum parcel size zoning classification for areas which are potentially subject to land divisions under the 36 acre exclusion in county subdivision statutes. This would include large inholdings of 100 acres or greater.
- 2 Rezoning to accommodate higher densities shall not be considered except in conjunction with a subdivision plat.
3. The rural character of the area shall be preserved by maintaining the current low density zoning. The recommended minimum lot size for new subdivisions shall be five (5) acres or greater; however, subdivisions with a density not to exceed 1 unit per acre shall be permitted.

### *Mobile Home and Multiple Family Residential*

1. Due to the intense demands on utilities, such as water and sewer, and the lack of fire protection, mobile home parks and multiple family developments should only be considered in the study areas if they can meet all of the following criteria:
  - a. No waivers from the development or performance standards shall be considered.
  - b. Adequate screen buffer from Highway 64 shall be provided.
  - c. Location shall be limited to areas where slopes are less than 5%.
  - d. Access shall be provided via a paved road from Highway 64.
  - e. Adequate fire protection shall be provided.

## *Commercial Areas*

1. Strip Commercial zoning shall be strongly discouraged. Future commercial areas shall be limited to locations at intersections of major arterials and collectors (e.g.: Highway 64 and Hctor Road). Resort Commercial (RC) zoning may be approved in other areas as long as it does not promote strip commercial development.
2. Commercial areas shall be limited to 660 feet of frontage on major arterials and 330 feet of frontage on collectors.
3. Adherence to performance standards listed in the Zoning Ordinance and the quality of the proposed commercial development shall be used to evaluate requests for commercial zoning.
4. Low water consuming commercial uses shall be encouraged.
5. Requests for commercial zoning shall be limited to the land area needed for the planned use in order to eliminate speculative rezoning.
6. Environmental impacts shall be carefully considered in reviewing commercial rezoning requests. Those showing sensitivity to the natural environment including the preservation of native vegetation shall be favored.
7. Greater consideration shall be given to those proposing neighborhood-type and service commercial businesses rather than those proposing regional commercial uses which would be better located within the city.
8. Access to each commercial node shall be subject to the approval of ADOT and/or the County Highway Department.

## *Industrial Areas*

1. The establishment of clean garden-type industrial developments, such as research and development or light manufacturing facilities typically found in industrial parks, shall be considered.
2. Location of future light industrial areas shall not be along Highway 64 unless very significant landscaped buffers can be provided on all four sides.
3. Low water using industrial facilities shall be encouraged.
4. Performance standards for industrial zones shall be strictly adhered to, no waivers shall be considered.
5. Environmental impacts shall be carefully considered in reviewing industrial rezoning requests.

## *Other Factors*

1. The county shall continue to encourage cooperation with the State Land Department in regard to uses on State Trust lands. Consideration should be given to impacts of such uses on area residents including dust, noise, roads, and aesthetics.
2. Due to the fact that Highway 64 is one of the main entrance roads to the Grand Canyon National Park, special consideration shall be given to any proposed new development along the highway to insure that such developments are compatible and attractive.
3. The review of Conditional Use Permits for commercial or other non-residential uses in residential zones shall consider the impacts of the proposed use on area residents, particularly, noise, dust, and visual impacts.
4. Any land within the study area which goes from public to private ownership (e.g. Forest Service Lane Exchanges) shall be zoned and developed in accordance with the policies adopted with this plan.



# NATURAL RESOURCES & ENVIRONMENTAL QUALITY

---

The Red Lake area is characterized by low density, low intensity development, sweeping vistas of Bill Williams Mountain and the cinder cones extending north, and distant views off to the west. Highway 64 which bisects the area offers tourists a beautiful scenic drive on their way to the Grand Canyon. Property owners and residents indicated in the survey that they chose the Red Lake area because of the clean air, quiet, rural character, and beauty of the area. Elements for consideration for protection of the area include air quality, aesthetics, vegetation and wildlife, solid waste and wastewater disposal, light pollution, and open space.

## Air Quality

In a very low density area such as Red Lake, there typically are not major air quality problems such as afflict urban areas. In fact, the air quality in the area could be characterized as excellent. In the survey it was the second most commonly mentioned reason to live in the area.

Factors negatively affecting air quality in the area include woodstove emissions, dust from dirt roads, and occasional smoke from slash burning. Because of the density, woodstove smoke is not nearly as much of a problem as in Flagstaff. In addition, most of the worst problems occur in valleys where cold air inversions trap smoke, a characteristic not typical in much of the study area. The only paved road in the study area is Highway 64. All county-maintained road, Forest Service roads, and private roads are unpaved. Because traffic is light in most areas, the problem is not severe, but will certainly become more noticeable with growth in the area. In the County Comprehensive Plan, the Board agreed to consider new subdivisions with lot sizes of 2 ½ acres or more with private roads. The logic was first, that this would encourage subdivision applications in lieu of uncontrolled lot splits, and second, that any development more dense should require paved roads to prevent dust problems.

The burning of slash requires an air quality permit granted by the Arizona Department of Environmental Quality. There is one air quality staff person at the Northern Regional Office who issues and monitors these permits. Generally, such factors as fire danger and wind conditions are considered for permit issuance.

## **Aesthetics**

Highway 64 carries a majority of the automobile traffic to and from Grand Canyon National Park. Maintaining the scenic integrity of the highway corridor is important in keeping the quality of the visitors' experience as high as possible. In addition, virtually all area residents and business owners were tourists to the region at some point and may likely have selected the area for aesthetic reasons. In the survey, beauty was the number one reason for choosing to live in the area.

As tourism to Grand Canyon increases, more and more inquiries are made about commercial development on the highway, with most people interested in capturing the highway traveler. With development of the Grand Canyon Railway and potential future expansion of the ski area, interest in the area for residential development has also increased. Three subdivisions have been approved in the area in the last five years, the first since Junipine Estates and Lake Kaibab Park were approved in 1971.

Methods of protecting the corridor from unsightly commercial development include prohibiting strip development and limiting future commercial to a few intersections, only approving zone changes for commercial projects which will be compatible with the area, and adoption of Design Review Guidelines sensitive to the character of the area. The latter was opposed by a majority of respondents to the survey.

Residential development should also be sensitive to the natural environment. One of the most important features of the area is the cinder cones, hillsides, and ridgelines. To protect these scenic vistas, houses and mobile homes should not be placed on hilltops and ridgelines, roads should not be constructed that scar the hillsides, large cut and fills should be avoided, and construction should be done with the least disturbance to natural vegetation. Subdivisions with curvilinear streets that run with the contour, with building pads in the trees, and with minimal grading and excavation should be encouraged.

## **Vegetation and Wildlife**

Vegetation and wildlife both rated as very important concerns in the survey. Next to air quality, wildlife was the second ranked environmental concern. Both vegetation and wildlife were mentioned most often as special characteristics which should be preserved. Protection of these features is very important in maintaining the area's rural character.

Development should be encouraged which is sensitive to the natural vegetation. To the extent possible, wildlife corridors should be considered during the review process for new large subdivisions. Finally, the fact that much of the study area is public land is probably one of the main reasons for the wildlife. Large scale exchanges or sales of public land into private ownership should be discouraged.

## **Solid and Hazardous Waste Disposal**

Some of the impetus for the development of a plan for the Red Lake area came from a proposal by the Atchison Topeka and Santa Fe Railroad to dispose of old bunker oil by landfarming on a parcel at the intersection of Highway 64 and Spring Valley Road. Because of concern by many area residents, proximity of single family residences, concern with potential water quality problems, and problems related to clear-cutting the site, the Planning and Zoning Commission rejected the request (on January 29, 1991). Although not labeled hazardous, the proposed bunker oil disposal did raise a number of issues, the most important of which is whether the area should be used for waste disposal and if so what criteria should be used for site selection.

Besides bunker oil, common household and other waste is a big issue. The City of Williams landfill north of Pittman Valley is scheduled for closing at the end of the summer. The city and county are looking into the possibility of putting in a compactor/transfer station to collect solid waste for transportation to the City of Flagstaff landfill. This proposal is contingent of Flagstaff's willingness to accept Williams' waste.

There are also the issues of collection and improper disposal. Currently, all residents are responsible for their own hauling of garbage to the landfill. Closing of the landfill, installation of a transfer station, and likely institution of disposal fees could exacerbate problems related to illegal dumping, especially on public lands.

## **Wastewater Disposal**

There is no central sewer system serving any part of the study area. This means that wastewater disposal is handled by individual on-site systems. Septic tanks and leach fields serve most of the developed properties in the study area. There are some areas with unacceptable perc rates where alternatives to leach field systems would be required. Alternatives include seepage pits, Wisconsin mounds, or package treatment plants. There are a number of occupied properties with outhouses or other inadequate waste disposal method. The County Health Department handles these situations on a complaint basis.

Wastewater disposal is also a problem where property owners choose to occupy their property on a part time seasonal basis, for example in a travel trailer or recreational vehicle. The Zoning Ordinance allows the use of an RV for up to 90 days with a Temporary Use Permit. Staff assumes that the units are self-contained and that the waste is disposed properly at a dump station. In many cases this may not be true. Additional problems occasionally arise with occupancy of a residence prior to installation of the wastewater system. For example, the county issues mobile home permits with a septic permit. The mobile home permit is valid for six months, meaning the mobile must be installed within six months of permit issuance, and the septic permit is valid for one year. Again, any problems that arise are handled by the County Health Department on a complaint basis.

## **Lighting**

Currently the area is blessed with dark night skies ideal for astronomical observation. Because of the importance of the observatories in the Flagstaff area, the county adopted a very stringent lighting ordinance in 1989. Besides protecting the observatories, the ordinance was designed to eliminate unnecessary glare and reduce energy consumption. The ordinance emphasizes the use of low pressure sodium lighting and the use of fully shielded fixtures.

## **Open Space**

Much of the study area is open space and is under the jurisdiction of either the Arizona State Land Department or the U.S. Forest Service. Uses include logging, grazing, firewood cutting, and recreation. Currently there is some Forest Service land which has been identified for exchange into private ownership located at the east end of Red Lake Valley (in Sections 18, 19, 29, 30, and 31, T23N, R3E). There are also four private parcels which are identified as potential acquisitions by the Forest Service. The forest land which could be given up would straighten out existing zig-zag property boundaries. Those identified for acquisition are generally inholdings with Forest Service land on all four sides. Any additional exchanges into private ownership beyond that which is shown on the map would require an amendment to the Kaibab national Forest Plan and an environmental impact statement.

State lands, which are held in trust to raise money for education, can be leased or sold for other uses. The Land Department has been cooperative in working with the county on proposals for use of state land and in requiring applicants to meet appropriate zoning requirements. Preservation of the existing open space is important in maintaining the rural character and beauty of the area.

## **Environmental Policies**

### *Air Quality*

1. Dust mitigation shall be a consideration when reviewing and approving new subdivisions and development projects.
2. The County Highway Department, Road Improvement Districts, and individual property owners shall be encouraged to provide dust free surfaces on public and private roadways.
3. Speed limits should be posted and enforced on county roadways to reduce dust.
4. Slash burning should be limited to times with favorable weather conditions. Permits from the Arizona Department of Environmental Quality shall be required.

### *Aesthetics*

5. Because of the importance of Highway 64 as a scenic gateway corridor to the Grand Canyon, visual appearance shall be an important consideration during the review and approval process for new subdivisions and other development projects.
6. The county shall rigorously enforce the Grading and Excavation Ordinance in order to prevent visual scars on hillsides and in other sensitive areas. For new subdivisions, a grading permit shall not be issued until after preliminary plat approval.

7. New subdivisions which indicate building envelopes resulting in minimal site disturbance and which do not allow building on ridgelines or hilltops shall be strongly encouraged.

8. Subdivisions which have curvilinear streets that follow the contour shall be strongly encouraged. Grid subdivisions on steep topography shall be strongly discouraged.

9. In recognition of the importance of scenic vistas, wherever possible underground electric and communication lines shall be required for all new commercial and industrial developments and for all subdivisions with parcel sizes of 5 acres or less.

10. Outdoor storage areas, in all zones, i.e. storage of materials such as used building materials, auto parts, household appliances, etc., but not including operable personal motor vehicles, shall be screened by fencing or landscaping.

### *Vegetation and Wildlife*

11. Developments which are sensitive to the protection of existing natural vegetation shall be strongly encouraged.

12. To the extent possible, wildlife corridors should be considered during the review process for new large subdivisions.

13. A landscaping plan shall be required for all submittals to the Planning and Zoning Commission and Board of Supervisors. Use of indigenous, low water using plants shall be encouraged.

### *Solid and Hazardous Waste Disposal*

14. No solid or hazardous waste disposal site shall be considered within the study area.

### *Wastewater Disposal*

15. The impact of wastewater disposal shall be considered for major new developments and subdivisions.

16. The reuse of treated wastewater shall be encouraged wherever possible for appropriate irrigation or industrial purposes.

## *Lighting*

17. To protect the dark night skies, the Coconino County Lighting Ordinance shall be rigidly enforced in the study area.

## *Open Space*

18. The county shall cooperate and provide input to the U.S. Forest Service on any proposed land exchanges in the study area. Comments may include impacts on adjacent areas and likely zoning and development potential.

19. The county shall cooperate with the State Land Department on any proposed changes in use on state trust lands. To the extent possible, the county shall apply the policies in this plan and shall enforce the zoning ordinance on state limits.

# ROADS

---

The roadway system in the Red Lake study area includes one state highway (Arizona 64), several county-maintained roads, some private unpaved roads, and Forest Service roads. Highway 64 is the sole arterial running north and south through the study area. Improvements and maintenance of the highway are the responsibility of the Arizona Department of Transportation (ADOT). The County Highway Department has a Maintenance Management Program which categorizes all county-maintained roads as to the level of maintenance required. Private unpaved roads in the area are either maintained by property owners or not maintained at all. Forest Service roads providing access to federal lands generally receive little or no maintenance.

According to the results of a survey of area residents conducted in January, 1992, roads and road maintenance was ranked as the most important problem or issue in the study area. However, an overwhelming majority of respondents were not in favor of being assessed additional fees to pave the roads they live on. A majority also was not in favor of oiling the roads to control dust. And finally, a majority of respondents said that traffic on Highway 64 is not a problem. In contrast to the survey results, however, there were approximately thirty residents in attendance at a Red Lake Planning Committee meeting on February 6, 1992, many of whom expressed concerns about a variety of traffic-related problems pertaining to Highway 64. The most commonly mentioned problems associated with the highway include excessive speeding, the lack of turn lanes at major intersections, the lack of scenic turn-outs for tourist traffic, and dangerous passing situations.

At this time, ADOT has no major improvements planned for Highway 64 other than a chip seal coating sometime within the next ten years. However, if accident rates increase and the situation warrants it, ADOT may consider adding turn lanes at busy intersections. Area residents have expressed concern about the Highway 64/Hoctor Road intersection, and ADOT's District Traffic Engineer has agreed to look at that situation.

Regarding future development patterns along Highway 64, ADOT would prefer to limit access to the highway to one half mile intervals by the use of collector roads and frontage roads. Collector roads should access the highway at a 90 degree angle and should not be offset from roads entering on the opposite side of the highway. Additionally, any new development would require a left turn lane at a minimum, and any development that generates more than 100 trips per hour during the peak hour would require a traffic impact analysis.



The Coconino County Highway Department is responsible for several of the main collector roads in the study area as well as some local roadways. There are three types of roads maintained by the county. The first is an actual county road, dedicated to and accepted by the Board of Supervisors. The second type of road is a grandfathered road. Arizona Revised Statutes allow counties to provide maintenance on roads that have been maintained ten years or more prior to 1960. Maintenance of grandfathered roads is limited to blading with no new materials added. An example of a grandfathered road in the study area is Spring Valley Road (aka Red Lake Valley Road). The third type of county-maintained road is a Forest Service co-op road where the Forest Service owns the right-of-way but the county maintains the road through a cooperative agreement. On co-op roads, the county can add material to the road and address drainage problems by installing culverts in addition to normal grading and snow plowing. Civitan Road is the only co-op road in the study area. Other county-maintained roads in the study area not already mentioned include Hctor Road, Espee Road, all the local roads in Junipine Estates, all roads in Sunset Strip, and the portion of Pronghorn Ranch Road from Highway 64 to the cattleguard.

The county has a 5-year plan identifying roads that warrant major improvements. The criteria for inclusion are average daily traffic volume, maintenance classification, bus route and road rating. No roads in the study area are presently included in the 5-year plan. The county also has a Maintenance Management Program which categorizes all roads as to the level of maintenance received. Depending on classification, frequency of grading ranges from twice a month to once or twice a year.

Other roads in the study area are maintained by individual property owners. In some cases, subdivisions were platted years ago, and the roads were dedicated to the county but never accepted into the county system. In these situations, although the county assessor's maps show dedicated public roadways, in many cases the roads do not exist at all or were never built to county standards and therefore never accepted by the county. In the case of Lake Kaibab Park Units 1 and 2, a trust agreement was entered into between the developer and Coconino County in 1971 wherein the developer agreed to deposit a certain percentage of the sales price of each lot sales into a trust account to pay for road construction. After the roads were built to county standards, they were to be accepted by Coconino County. Apparently, the developer only made three deposits into the trust account between 1973 and 1975, which was not sufficient for construction of the roads. Although some road improvements have been completed in Lake Kaibab Park Units 1 and 2, the county will not accept them until all roads in the subdivision are built to 1971 county standards. At this time, the property owners are responsible for road maintenance.

Some of the problems resulting from substandard roads include not only personal inconvenience to property owners, but also difficulty in providing emergency service vehicle access. A possible solution could be the formation of county road improvement district to bring the roads up to county standards. Current subdivision regulations and road design standards should prevent similar problems from occurring in the future.

The road design standards of the County Subdivision Ordinance require a 28 foot paved surface within a 60 foot right-of-way for local streets. However, there are provisions for a waiver of the paving requirement in subdivisions with 2.5 acre or larger lots if the roads are to be privately maintained. With a trend toward large lot subdivisions in the study area, future road development will probably include privately maintained graded roads, but built to a higher standard than in the past.

## **Road Policies**

1. The county shall encourage ADOT to add turn lanes at dangerous intersections on Highway 64 such as the Hocter Road intersection.
2. The county shall encourage ADOT to consider the construction of paved scenic turn-outs for tourist traffic at appropriate locations along Highway 64, such as at mile marker 189 on both sides of the highway.
3. Future land uses should be coordinated with existing and proposed roadways.
4. Proposed subdivisions within the study area shall be developed in accordance with Section 5.2 of the Subdivision Ordinance ("Road Design Standards"); waivers of the paving requirements should be considered for large lot subdivisions with parcels of 2.5 acres or larger.
5. Traffic studies shall be required in conjunction with all preliminary subdivision plat applications and major development proposals.
6. The Coconino County Department of Community Development and/or Highway Department should adopt, implement and administer a road naming and street numbering system. In addition, the county should promote the use of a uniform street signage system in the study area. In naming new streets, local flora, fauna, history and geography are preferred over the use of personal names.

7. Property owners shall be encouraged to form road improvement districts for paving or maintenance of existing substandard, non-county maintained roads.

8. The county shall encourage ADOT and the State Transportation Board to consider scenic highway designation for Highway 64.

9. Future development along Highway 64 shall meet ADOT requirements for turn lanes, traffic impact analysis and highway access.

# FIRE PROTECTION

---

The entire Red Lake study area lacks organized fire protection. While the U.S. Forest Service will respond to fires on its land and the State Land Department protects state lands, there is neither municipal nor fire district service for private lands. The policy of the City of Williams is not to contract for fire protection with individual property owners. The city is willing to contract with fire districts to provide fire service to a specific area. East of Williams, both The Woods and Sherwood Forest Estates Subdivisions formed districts which now contract with the city.

Results of the property owner survey indicated that residents were about evenly split on whether they would support the formation of a fire district. Many people commented that the City of Williams was too far away, and if a district was formed it should have its own station and equipment. There is little question that formation of a fire district covering the entire study area would be difficult if not impossible. Formation requires the consent of a majority of the property owners (as well as over 50% of the qualified electors and over 50% of the assessed valuation).

The process leading to the formation of a fire district is initiated by a group of concerned residents. The residents approach the County Facilities Department to learn about the process and to seek assistance. Often an informal poll is taken to determine the level of support. In the Red Lake area, this would have to be done to determine which areas to include within a proposed district's boundaries. An impact statement must be prepared by the residents which must include an estimate of revenues based on existing assessed valuation, proposed taxes, cost to an average property owner, budget, map and initial fire district organizers. The impact statement goes to the Board of Supervisors and if approved, the petition process can start. If the district is formed, all decisions regarding operation are made at the local level, first by the organizing committee and subsequently by a locally elected fire board. This would include whether to have an all-volunteer department or paid staff, where to locate a fire station, what equipment to purchase, etc.

While there may not have been a major fire in the study area recently, the threat is certainly present. The incidence of fire could occur as a result of lightning or could be man caused. In all of northern Arizona, fires caused by recreationists who are careless with campfires are common. Also common are fires related to wood stoves either caused by chimney fires or by improper handling or disposal of ashes. The poor condition of privately maintained roads and easements, the lack of water, and the geographic dispersion and remoteness of many residences increase the challenge of fire suppression.

## **Rural Addressing**

The 911 emergency telephone service has been established in much of Coconino County. The goal of the telephone companies and emergency service providers is to have universally available "enhanced 911" service which means anytime someone calls 911 a street address flashes on the screen immediately disclosing the location of an emergency. The system does not work in areas without street addresses. In some areas of the county, for example Pinewood, Doney Park, Timberline-Fernwood, and Fort Valley, the fire districts have taken on the challenge of developing a rural street addressing system. This includes developing a sensible grid numbering system, assigning names to unnamed roads and easements, and assigning every parcel with a street number, and in some cases erecting street signs and providing residents with numbers to post on their houses, gates, or driveways. In addition to the obvious advantages to fire departments, ambulance companies, and other emergency services in getting to the site of an emergency as quickly as possible, the U.S. Postal Service and utilities are increasingly demanding street addresses to provide service. Both U.S. West and the Postal Service can be of considerable assistance in implementing a rural addressing system.

## **Fire Protection Policies**

1. The Committee supports the development of a street addressing system for the Red Lake area.
2. Recognizing the lack of organized fire protection and the potential danger involved, the Committee supports the formation of one or more fire districts within the study area where supported by a majority of property owners.
3. In order to provide adequate access by emergency vehicles, property owners shall be encouraged to improve private easements and driveways over 150' in length to a full width of 20' with an all-weather surface.
4. Property owners shall be encouraged to maintain at least 1500 gallons of water storage for fire flow.

# ZONING ENFORCEMENT

---

Illegal land uses such as commercial or industrial uses in residential zones and illegal storage or junk yards are the most obvious violations in the study area. Aside from the obvious safety and health problems associated with these violations, the citizens of the area are concerned about the effect of illegal uses and junk yards on their property values. The single largest investment most citizens have is their personal residence. Of great concern is any threat to the value of their investment or the enjoyment of their property. Neighbors, who do not share this pride in their property and who use their property in flagrant violation of the Zoning Ordinance are a direct threat, not only to individual property values but also to the residential community in general.

## Zoning Enforcement Policies

It is the Planning Committee's position that to change this aspect of the Red Lake area it is necessary to prevent new violations, remove flagrant violations as soon as possible and phase out other violations over time in order to create a community of which its citizens can be proud and one which they can enjoy. In order to implement these changes, we offer the following recommendations:

1. Enforcement of the zoning ordinance should increase beyond the present policy of responding to complaints, to a process of routine area zoning inspections and enforcement action. There should be an increase in zoning enforcement personnel.
2. There should be more public awareness that zoning regulations exist and will be enforced and violators fined.
3. A survey of illegal commercial uses and illegal home occupations in the Red Lake area should be undertaken. Legal non-conforming uses should be documented by staff and monitored for further expansion. An area-wide survey of multiple dwellings on a single property and use of travel trailers as permanent dwellings should be made. Violators should be cited. A comprehensive Red Lake sign survey should be conducted addressing all existing signs. All non-conforming signs should be verified by the business owners and photographs of the signs be kept on file with the Department of Community Development.
4. Overall community appearance should be a top priority. Illegal junk yard operations and violators of the outdoor storage ordinance should comply with county codes, or appear before the hearing officer and be fined if necessary.

5. Coconino County should allocate an adequate budget to be used for the removal of junk vehicles. If a zoning violator does not comply with county regulations relating to the storage of such vehicles, the county would pay an area wrecking yard operator for his costs of towing the junk vehicle and filing for an ADOT abandoned vehicle title. Such costs would in turn be charged to the violator. The Red Lake Planning Committee strongly recommends that the Board of Supervisors approach the State Legislature to adopt a more expeditious abandoned vehicle title acquisition process. An area should also be designated within the county for the storage, inspection, and disposal of junk vehicles.

# **DOMESTIC ANIMAL CONTROL**

---

According to the results of the survey, a majority of respondents do not think there is a domestic animal control problem in the study area. However, of those who think there is a problem, ten cited loose dogs as a problem, and three cited cattle and sheep.

Coconino County has adopted a leash law for the purpose of controlling rabies and securing the safety of people being harassed by dogs. In addition, the county recently adopted a "barking dog" ordinance in order to control excessive barking and preserve peace and quiet. The new ordinance requires mediation to solve barking dog problems. If mediation is not successful, the problem is dealt with by the justice of the peace in the manner of any other civil action. Violators can be subject to a \$500.00 fine.

Regarding domestic livestock, Arizona open range laws allow livestock to graze at will. Property owners who wish to keep livestock off their land must erect fences to keep the animals out.