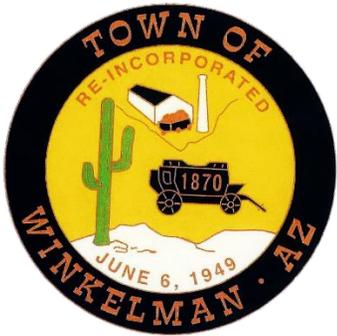


2018



# Winkelman Community Development Strategy



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**winkelmanaz.com**



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# CHAPTER ONE: community development strategy

## **Plan Purpose**

The purpose of the 2018 Winkelman Community Development Strategy is to assess the existing conditions of the town and buildings therein, develop priorities for redevelopment, new development, annexation, and economic development, and develop strategies to move the town forward. The Community Development Strategy aims to fulfill several objectives identified within the 2009 General Plan adopted by town council. The goal of this plan is to create scenarios for future developments within and around the Town of Winkelman to create economic and community development that will improve the overall quality of life for the town and its residents.

## **Need for the Study**

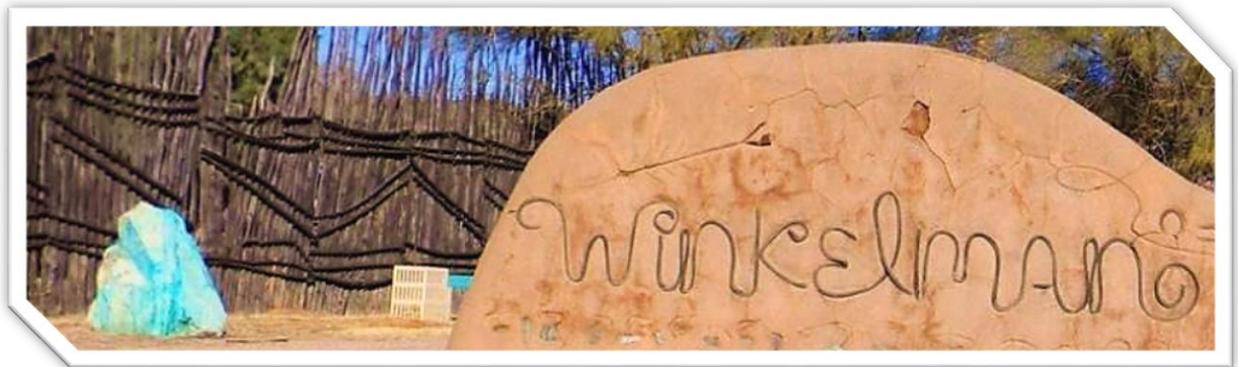
The Winkelman Community Development Strategy was made possible by a Community Development Block Grant (CDBG) through the United States Department of Housing and Urban Development, and administered by the Arizona Department of Housing. The study has been conducted by Central Arizona Governments at the request of Winkelman's elected officials who have shown concern about the condition of housing in the community, as well as the future economic development of the town.

## **Methodology**

An inventory and analysis of every parcel within the Town of Winkelman was conducted in order to identify the number, location, and condition of each home and building within the community. This inventory also includes a vacant land inventory to be utilized for later considerations. The strategy's process utilized Geographic Information Systems (GIS) to map each parcel to provide the maps included in the strategy. Pictures and data analysis of each parcel was conducted utilizing a touchscreen tablet with a camera, along with an app called ArcPad, a mobile field mapping and data collection software designed for use by GIS professionals. Maps and inventories were developed by field evaluators who visited each parcel throughout the Town of Winkelman.

The exterior evaluation of each property followed a set of standards established by the United States Department of Housing and Urban Development to determine the condition of local housing, and to identify the level of dilapidation that exists in the Town of Winkelman's housing structures. These same principles were utilized to evaluate commercial and other structures within the town. Field evaluators visually assessed the exterior of each structure within the municipal boundaries of the Town of Winkelman.

# community development Strategy

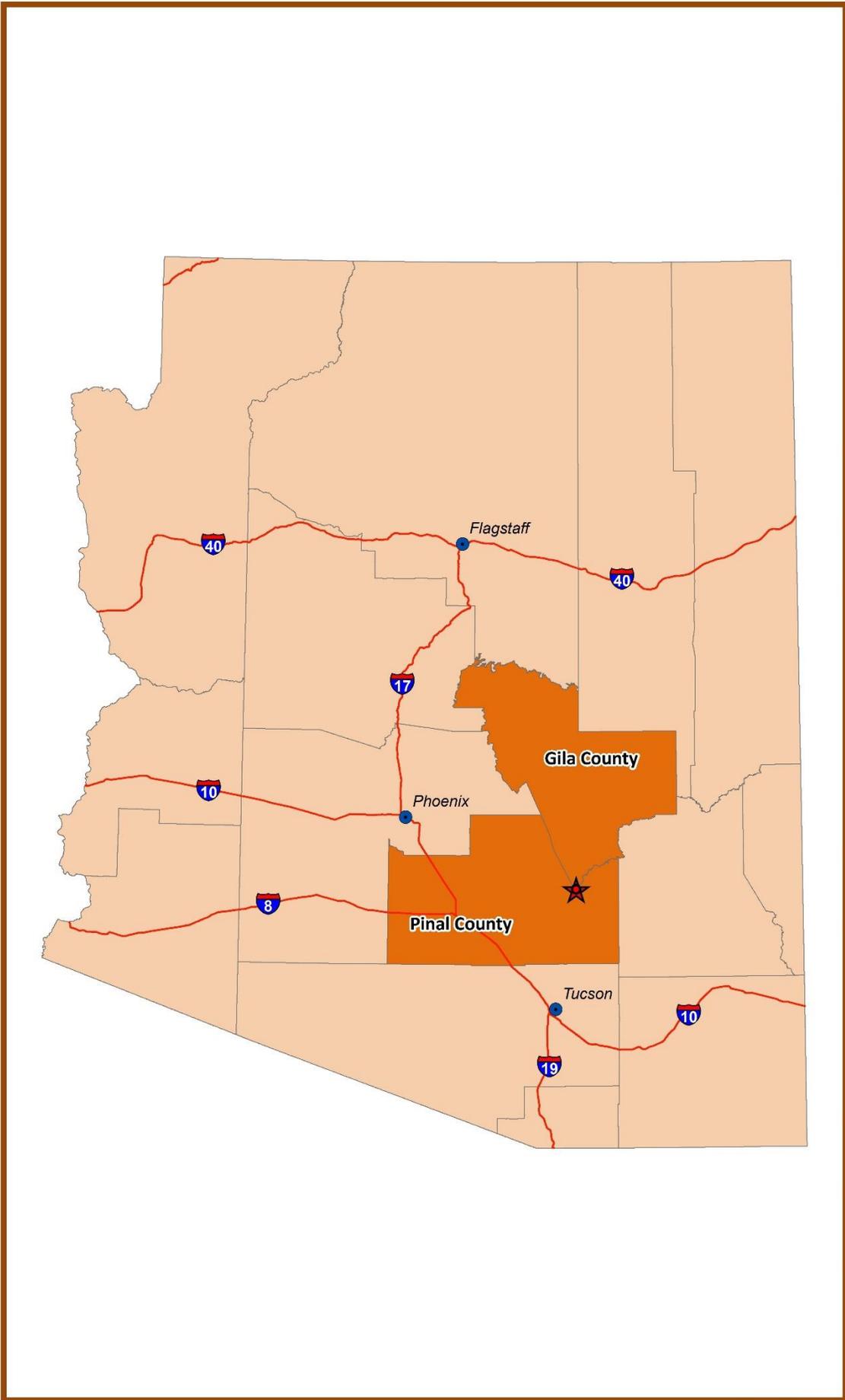


Evaluators also documented the structural conditions, geocoded the location of each property onto a parcel map, and took a photographic image of each assessed structure. The photographic inventory is included as an appendix to this strategy document.

## **Study Area**

The Town of Winkelman's limits were utilized as the basis for the strategy (Map II). An additional area, incorporating a 5-mile boundary around the center of town, which includes all of the town's planning area, is included to develop recommendations for annexation, community, and economic development. Following are maps of the town's location within Arizona, and a map of town limits.

# MAP I: Location



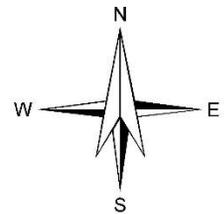
## Winkelman Community Development Strategy

### Winkelman Location



#### Legend

- ★ Winkelman
- Counties
- CAG Region



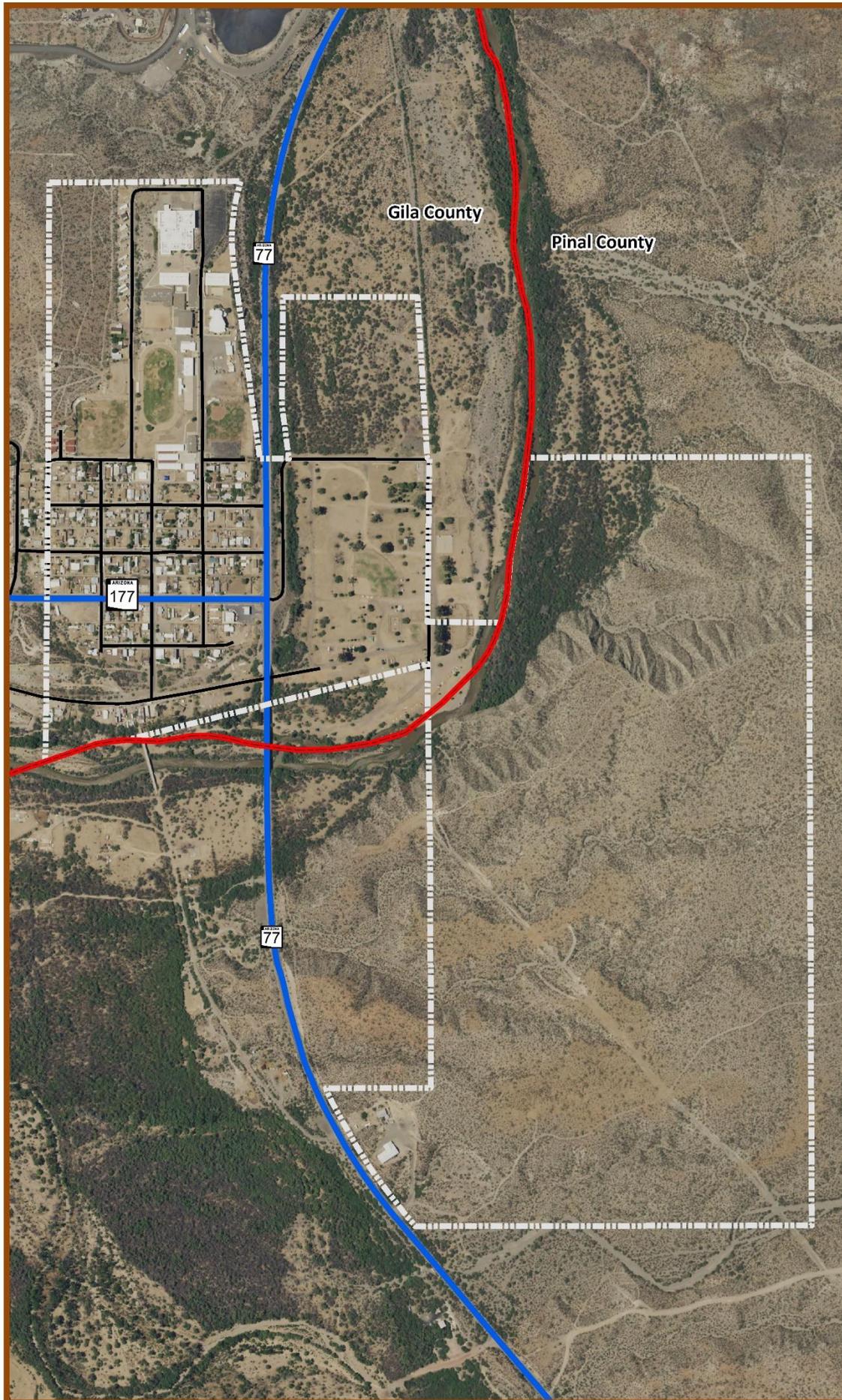
0 25 50 Miles

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP II: Town Limits



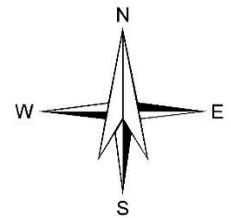
## Winkelman Community Development Strategy

### Winkelman Town Limits



#### Legend

- Town Limits
- County Boundary
- Highways
- Streets



0 500 1,000 Feet

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# structure of the town of winkelman development strategy

The subsequent chapters of this strategy will address the following topics:

## Chapter Two

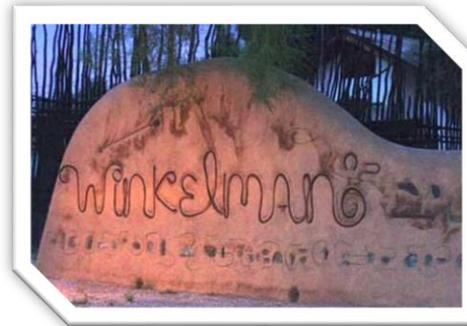
This chapter provides an overview of the existing conditions within the Town of Winkelman. A brief community history is provided, as well as statistics regarding income, characteristics of the local labor force, local housing characteristics, and community land use patterns and ownership. In this chapter, the Town of Winkelman is compared to other communities, counties, the State of Arizona, and national data to provide a contextual overview of the town's situation.

## Chapter Three

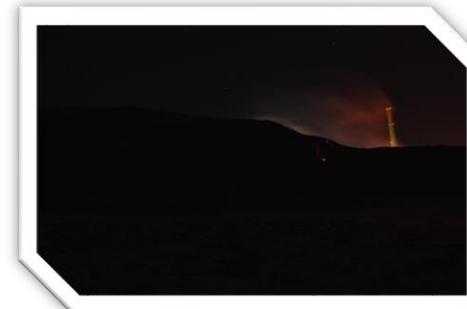
This chapter provides the overall findings of the parcel survey, which represent the work of a comprehensive field analysis completed in 2016 and 2017. The conditions of local buildings are outlined, and maps are provided to detail the findings of the field work.

## Chapter Four

This chapter identifies developments of regional significance as well as defines strategies regarding housing, economic development, and others that will benefit the Town of Winkelman, providing a future road map to prosperity.



## ASARCO



# CHAPTER TWO: overview of the town of winkelman

## Regional Situation

The Town of Winkelman is located in the Gila River Valley, north of the Gila and San Pedro River confluence. The majority of the town's population resides in Gila County, but there is also a portion within Pinal County that serves as a parks, recreation, and tourism area. The area is primarily mountainous desert, and sits at an elevation of 1,947 feet. The City of Phoenix is located 90 miles to the northwest, and the City of Tucson is located 71 miles to the south. The Town of Winkelman is located at the heart of the Copper Corridor, a group of communities linked together by the extraction and processing of copper.

## History of the Town

The Farmers and ranchers initially settled in the area along the San Pedro River in the late 1800s. By 1890, the steep hills rising from the Gila and San Pedro Rivers were overgrazed, resulting in flooding throughout the area. As flooding forced the local post office, originally built in Dudleyville, to be moved several times, the need for a new building site became apparent.

By the early 1900s the Phoenix and Eastern Railroad (which became a Southern Pacific Railroad subsidiary in 1907) was built near a ranch owned by Peter Winkelman, a stockman, and a station was constructed just off the property. In addition, a new post office was built on the north side of the Gila River in 1903 and the Town of Winkelman was born. The coming of the railroad also brought mining companies and the area prospered. Barbara Winkelman sold all 150 acres of the Winkelman Ranch to Ray Consolidated Copper in 1909 and almost immediately Kennecott Copper Corporation opened their mining operation in Hayden.

Winkelman became incorporated in 1914 and was mainly composed of miners who did not want to live in the company owned town of Hayden. During the Great Depression of the 1930s and 1940s, Town elections were not held in Winkelman as the Hayden mill and smelter had shut down in 1931, and many townspeople moved away. The town was re-incorporated in 1949.

While the Gila and San Pedro Rivers were the primary reason for settlement in the area, they have also been detrimental to those that have lived along them. Several substantial floods dating back to the early 1900s destroyed homes and farm land, flooding lower Winkelman. In 1993, Winkelman endured a significant flood where most homes in the flats (now known as Flats Public Park) were severely damaged. Floodplain regulations now restrict residents from building in the flats, leaving the site available for the Winkelman Flats Park.<sup>1</sup>

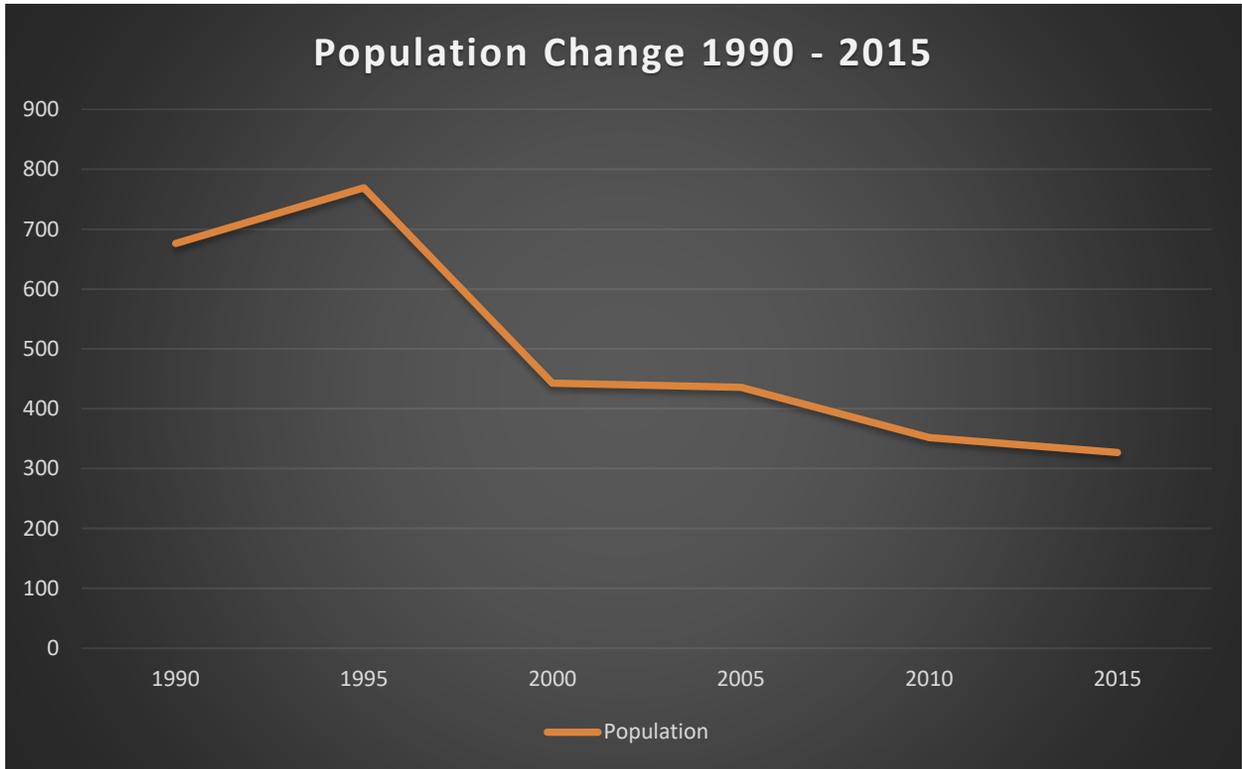
## Climate

The Town of Winkelman experiences 284 sunny days per year. The average high throughout the year is 80 degrees, and the average low is 56 degrees. The Town of Winkelman receives approximately 14 inches of rainfall per year. The town is approximately 2,000 feet above sea level.

<sup>1</sup> History of the Town taken from the Winkelman General Plan, March 2009

## Population and Housing

The Town of Winkelman formerly had more than 1,100 residents in 1960. The population steadied around 1,000 until the 1990 Census when the population began to decline. As of 2015, it is estimated that the Town of Winkelman has 327 people living within town limits.



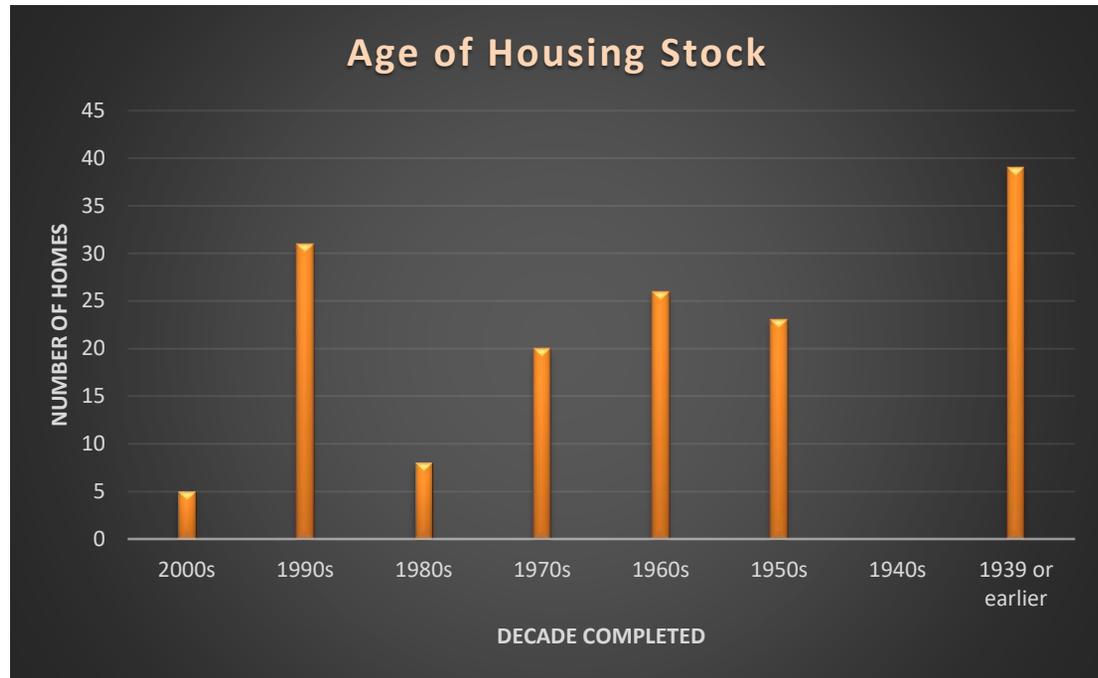
## Population Change Percentage, Starting 1990

	2000	2010	2015
<b>Winkelman</b>	-53.6%	-25.6%	-2.3%
<b>Gila County</b>	21.3%	4.1%	-0.7%
<b>Arizona</b>	28.6%	19.5%	5.9%

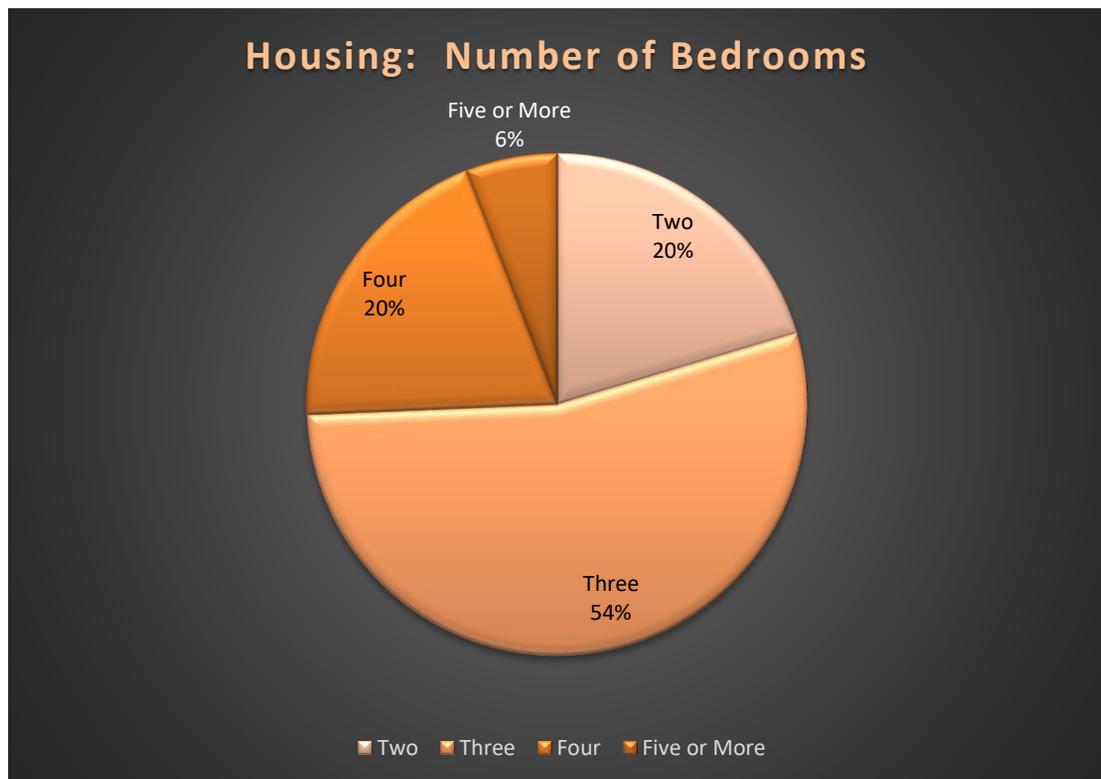
The median age for the Town of Winkelman is 48.1, versus the Arizona median age of 36.8, Gila County at 48.9, and Pinal County at 37.6. According to the ACS 2015 data, there are under 30 children 14 and younger residing in the town. There are 102 youth under the age of 18. It is estimated that the Town of Winkelman's racial profile is predominantly Hispanic at 82.3% of the population.

As of the 2015 ACS estimates, there are 152 housing units within the town. According to field work conducted, there are 153 occupied housing units, with 43 additional vacant residential housing units. The average household size for the Town of Winkelman is 2.65. The median value for homes is \$66,100.

# overview of the town of winkelman



85.8% of homes are owner occupied, while 14.2% of homes are occupied by renters. Home values are predominantly below \$100,000 with 20 homes valued above \$100,000.



# the town of winkelman overview of

## Town Budget and Taxes

The Town of Winkelman’s 2017 budget shows a balanced budget with revenues and expenditures totaling \$1,946,424. The top three contributors to town revenues are grant revenues, urban revenue sharing, and town sales tax. The three greatest expenditures are grant funds, contingency, and administration.

## Economy and Income

The Town of Winkelman is the smallest incorporated town in Arizona. The economic driver for Winkelman, and surrounding areas, is the copper industry. This includes extraction and processing copper. The largest employer near the community is ASARCO, operating a smelter that ASARCO identifies as Hayden Operations. This smelter supports over 600 employees, \$57.1 million in salaries and benefits, and produces 316.2 million pounds of copper in Anodes<sup>2</sup>. Following is a table of occupations by industry.

## Industry by Occupation<sup>3</sup>

	Estimate	Percentage
<b>Total:</b>		
<b>Agriculture, forestry, fishing and hunting, and mining</b>	33	27.5%
<b>Construction</b>	18	15.0%
<b>Manufacturing</b>	18	15.0%
<b>Wholesale trade</b>	14	11.7%
<b>Retail trade</b>	14	11.7%
<b>Transportation and warehousing, and utilities</b>	9	7.5%
<b>Information</b>	5	4.2%
<b>Finance and insurance, and real estate and rental and leasing</b>	5	4.2%
<b>Professional, scientific, and management, and administrative and waste management services</b>	4	3.3%
<b>Educational services, and health care and social assistance</b>	0	0.0%
<b>Arts, entertainment, and recreation, and accommodation and food services</b>	0	0.0%
<b>Other services, except public administration</b>	0	0.0%
<b>Public administration</b>	0	0.0%

The median household income for the Town of Winkelman is \$41,250. The Per Capita Income is estimated to be \$20,583. PCI for Arizona is \$25,848, and Gila County is \$20,583.

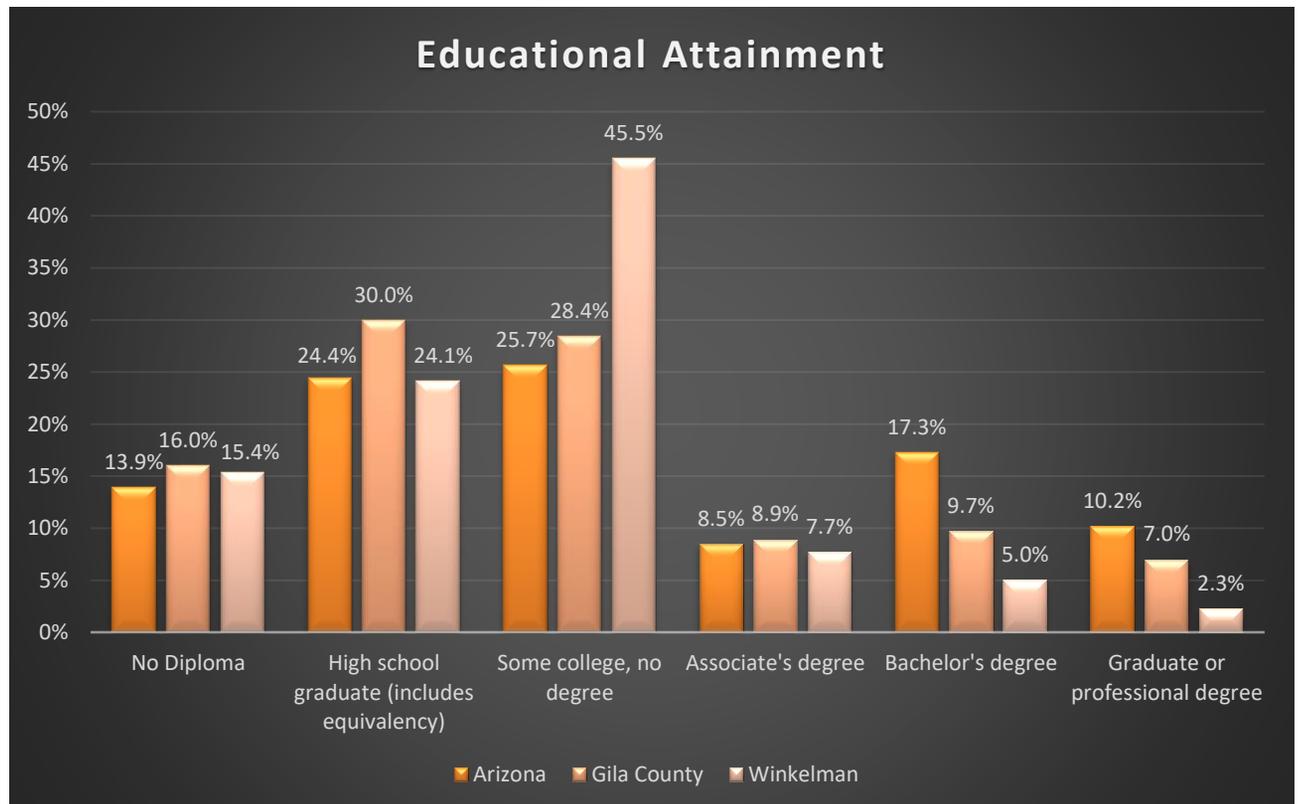
<sup>2</sup> ASARCO 2014, “Hayden Operations”, <http://www.asarco.com/about-us/our-locations/hayden-operations/>

<sup>3</sup> American Community Survey

# overview of the town of winkelman

## Education

Educational attainment is a key indicator of the income potential of an individual, and collectively as a community. Residents of the Town of Winkelman have a much higher ratio of residents with some college without a degree and lag behind in the attainment of a Bachelor's or Graduate degree. These results correlate with Winkelman's residents making 79.6% in per capita income compared to the Arizona average.



## Commuting Trends

According to the U.S. Census<sup>4</sup>, there are 104 people employed in the Town of Winkelman. 99 people commute from outside of the Town of Winkelman to work in town, 70 people who reside in the town leave for work, and only five people live and work within town limits.

## Traffic Counts

Based on 2016 Arizona Department of Transportation traffic counts, the Town of Winkelman currently experiences 3,492 vehicles per day on SR-177, and 1,624- 2,928 vehicles per day on SR-77 between Globe and Mammoth\*. For comparison, the US-60 in Globe reaches nearly 30,000 vehicles per day. Traffic counts for the town have remained steady over a five year period with an average daily traffic count of 3,595

<sup>4</sup> U.S. Census Bureau, On the Map Application, 2015

\*Traffic counts are not mutually exclusive and some vehicles will be counted twice, once on SR-177 and again on SR-77.

## Summary of Town Council / Staff Survey

In March of 2017, the Winkelman Town Council and staff in attendance were presented with a survey to discover priorities for the town, its residents, strengths, weaknesses, opportunities, threats, and what their hopes were by completing this strategy.

The top priorities identified by the Town Council and staff were attracting new business, public safety, and attracting new residents. Councilmembers and staff were also asked what they thought residents of the town would consider as their top priorities. Those priorities were identified as attracting new business, public safety, housing redevelopment, attracting new residents, and transportation improvements. Economic development was the primary focus of the Council and staff with regard to annexing land in the future.

Strengths identified in this survey included: Gila River, nature, infrastructure, two major highways 77 and 177, recreation, utilities, small town, large park, schools K-12, and camping. Weaknesses and threats identified included: low population, lack of participation from residents, elderly population, distance from medical care, lack of stores, landlocked, no interest for young people to stay in the area, lack of affordable housing, no commercial outlets, drug problems, lack of housing and land, lack of revenue, low policing, lack of newer housing stock, and cannot keep youth in town. Opportunities identified included: tourism, casino development near Dudleyville, annexation to the north, and park development

## Annexation in Arizona

Following is a quotation of the Arizona Revised Statutes Title 9, Chapter 4, Article 7 which states:

- A. The following procedures are required to extend and increase the corporate limits of a city or town by annexation:
  1. A city or town shall file in the office of the county recorder of the county in which the annexation is proposed a blank petition setting forth a description and an accurate map of all exterior boundaries of the territory contiguous to the city or town proposed to be annexed, except that a city or town shall not file an annexation petition that includes any territory which an unsuccessful annexation was attempted by the same city or town until at least forty-five days after completion of the unsuccessful attempt. A property owner may waive the forty-five day waiting period for the owner's property that was part of the original unsuccessful annexation. Notice and a copy of the filing shall be given to the clerk of the board of supervisors and to the county assessor. The accurate map shall include all county rights-of-way and roadways that are within or contiguous to the exterior boundaries of the area of the proposed annexation. If state land, other than state land utilized as state rights-of-way or land held by the state by tax deed, is included

# overview of the town of winkelman

in the territory, written approval of the state land commissioner and the selection board established by section 37-202 shall also be filed. The description shall identify the entity, if any, that will be responsible for maintaining the existing rights-of-way and roadways that are within or contiguous to the exterior boundaries of the area of the proposed annexation. For the purposes of this paragraph, "unsuccessful annexation" means an annexation attempt that was withdrawn or that was not completed pursuant to this section.

2. Signatures on petitions filed for annexation shall not be obtained for a waiting period of thirty days after filing the blank petition.
3. After filing the blank petition pursuant to paragraph 1 of this subsection, the governing body of the city or town shall hold a public hearing within the last ten days of the thirty-day waiting period to discuss the annexation proposal. The public hearing shall be held in accordance with title 38, chapter 3, article 3.1, except that, notwithstanding section 38-431.02, subsections C and D, the following notices of the public hearing to discuss the annexation proposal shall be given at least six days before the hearing:
  - a. Publication at least once in a newspaper of general circulation, which is published or circulated in the city or town and the territory proposed to be annexed, at least fifteen days before the end of the waiting period.
  - b. Posting in at least three conspicuous public places in the territory proposed to be annexed.
  - c. Notice by first class mail sent to the Chairman of the Board of Supervisors of the county in which the territory proposed to be annexed is located.
  - d. Notice by first class mail with an accurate map of the territory proposed to be annexed sent to each owner of the real and personal property as shown on the statement furnished pursuant to subsection G of this section that would be subject to taxation by the city or town in the event of annexation in the territory proposed to be annexed. For the purposes of this subdivision, "real and personal property" includes mobile, modular and manufactured homes and trailers only if the owner also owns the underlying real property.
4. Within one year after the last day of the thirty-day waiting period a petition in writing signed by the owners of one-half or more in value of the real and personal property and more than one-half of the persons owning real and personal property that would be subject to taxation by the city or town in the event of annexation, as shown by the last assessment of the property, may be circulated and filed in the office of the county recorder. For the purposes of this paragraph, "real and personal property" includes mobile, modular and manufactured homes and trailers only if the owner also owns the underlying real property.
5. Alterations increasing or reducing the territory sought to be annexed shall not be made after a petition has been signed by a property owner.
6. The petitioner shall determine and submit a sworn affidavit verifying that no part of the territory for which the filing is made is already subject to an earlier filing for annexation. The county recorder shall not accept a filing for annexation without the sworn affidavit.

# the town of winkelman

- B. All information contained in these filings, the notices, the petition, the tax and property rolls and other matters regarding a proposed or final annexation shall be made available by the appropriate official for public inspection during regular office hours.
- C. Any city or town, the attorney general, the county attorney or any other interested party may on verified petition move to question the validity of the annexation for failure to comply with this section. The petition shall set forth the manner in which it is alleged the annexation procedure was not in compliance with this section and shall be filed within thirty days after adoption of the ordinance annexing the territory by the governing body of the city or town and not otherwise. The burden of proof shall be on the petitioner to prove the material allegations of the verified petition. An action shall not be brought to question the validity of an annexation ordinance unless brought within the time and for the reasons provided in this subsection. All hearings provided by this section and all appeals therefrom shall be preferred and heard and determined in preference to all other civil matters, except election actions. In the event more than one petition questioning the validity of an annexation ordinance is filed, all such petitions shall be consolidated for hearing. If two or more cities or towns show the court that they have demonstrated an active interest in annexing any or all of the area proposed for annexation, the court shall consider any oral or written agreements or understandings between or among the cities and towns in making its determination pursuant to this subsection.
- D. The annexation shall become final after the expiration of thirty days after the adoption of the ordinance annexing the territory by the city or town governing body, provided the annexation ordinance has been finally adopted in accordance with procedures established by statute, charter provisions or local ordinances, whichever is applicable, subject to the review of the court to determine the validity of the annexation ordinance if petitions in objection have been filed. After adoption of the annexation ordinance, the clerk of the city or town shall provide a copy of the adopted annexation ordinance to the clerk of the board of supervisors of each county that has jurisdiction over the annexed area within sixty days after the annexation becomes final.
- E. For the purpose of determining the sufficiency of the percentage of the value of property under this section, the values of property shall be determined as follows:
  - 1. In the case of property assessed by the county assessor, values shall be the same as shown by the last assessment of the property.
  - 2. In the case of property valued by the department of revenue, values shall be appraised by the department in the manner provided by law for municipal assessment purposes.
- F. For the purpose of determining the sufficiency of the percentage of persons owning property under this section, the number of persons owning property shall be determined as follows:

# overview of the town of winkelman

1. In the case of property assessed by the county assessor, the number of persons owning property shall be as shown on the last assessment of the property.
  2. In the case of the property valued by the department of revenue, the number of persons owning property shall be as shown on the last valuation of the property.
  3. If an undivided parcel of property is owned by multiple owners, those owners shall be deemed as one owner for the purposes of this section.
  4. If a person owns multiple parcels of property, that owner shall be deemed as one owner for the purposes of this section.
- G. The county assessor and the Department of Revenue, respectively, shall furnish to the city or town upon proposing an annexation, within thirty days after a request, a statement in writing showing the owner, the address of each owner and the appraisal and assessment of all such property.
- H. Territory is not contiguous for the purposes of subsection A, paragraph 1 of this section unless:
1. It adjoins the exterior boundary of the annexing city or town for at least three hundred feet.
  2. It is, at all points, at least two hundred feet in width, excluding rights-of-way and roadways.
  3. The distance from the existing boundary of the annexing city or town where it adjoins the annexed territory to the furthest point of the annexed territory from that boundary is no more than twice the maximum width of annexed territory.
- I. A city or town shall not annex territory if as a result of that annexation unincorporated territory is completely surrounded by the annexing city or town.
- J. Notwithstanding any provisions of this article to the contrary, any town incorporated before 1950 that had a population of less than two thousand persons by the 1970 census and that is bordered on at least three sides by Indian lands may annex by ordinance territory owned by the state within the same county for a new townsite that is not contiguous to the existing boundaries of the town.
- K. Subsections H and I of this section do not apply to territory that is surrounded by the same city or town that is bordered by the same city or town on at least three sides.
- L. A city or town annexing an area shall adopt zoning classifications that permit densities and uses no greater than those permitted by the county immediately before annexation. Subsequent changes in zoning of the annexed territory shall be made according to existing procedures established by the city or town for the rezoning of land.

- M. The annexation of territory within six miles of territory included in a pending incorporation petition filed with the county recorder pursuant to section 9-101.01, subsection D shall not cause an urbanized area to exist pursuant to section 9-101.01 that did not exist before the annexation.
- N. As an alternative to the procedures established in this section, a county right-of-way or roadway may be transferred to an adjacent city or town by mutual consent of the governing bodies of the county and city or town if the property transferred is adjacent to the receiving city or town and if the city or town and county each approve the proposed transfer as a published agenda item at a regular public meeting of their governing bodies. A transfer of property made pursuant to this subsection shall be treated by the receiving city or town as if the transferred property was newly annexed territory.
- O. On or before the date the governing body adopts the ordinance annexing territory, the governing body shall have approved a plan, policy or procedure to provide the annexed territory with appropriate levels of infrastructure and services to serve anticipated new development within ten years after the date when the annexation becomes final pursuant to subsection D of this section.
- P. If a property owner prevails in any action to challenge the annexation of the property owner's property, the court shall allow the property owner reasonable attorney fees and costs relating to the action from the annexing municipality.
- Q. A city or town may annex territory that is a county owned park or a park operated on public lands by a county as part of a management agreement if otherwise agreed to by the board of supervisors. If the board of supervisors does not agree to the annexation, the county owned park or park operated on public lands by a county as part of a management agreement shall be excluded from the annexation area, notwithstanding subsections H and I of this section. A county owned park or park operated on public lands by a county as part of a management agreement that is excluded from the annexation area pursuant to this subsection may subsequently be annexed with the permission of the board of supervisors notwithstanding any other provision of this section. For the purposes of this subsection, "public lands":
  - 1. Has the same meaning prescribed in section 37-901.
  - 2. Does not include lands owned by flood control district.
- R. Notwithstanding subsection H of this section, territory is considered contiguous for the purposes of subsection A, paragraph 1 of this section if all of the real property in the territory is owned by one person, the city or town and the owner of the real property agree to the annexation and the territory adjoins the exterior boundary of the annexing city or town for at least three hundred feet.

## **Annexation of Federal and State Lands**

### Federal Land<sup>5</sup>

Communities are allowed to annex federal lands, such as Bureau of Land Management or Forest Service land. Notification is not necessary, but is recommended before annexing federal lands. Personal property on federal lands is subject to taxation. This can include utility lines, and that property needs to be part of the consideration when determining annexation petitions. Federal preemption will apply where any local laws are in conflict with federal law. When annexing federal lands, there must be at least one parcel of taxable real or personal property included in the annexation so that a property owner's signature appears on the annexation petition.

### State Lands<sup>6</sup>

To annex state lands, written approval of the state land commissioner and the state land selection board must be obtained and filed with a petition. If state rights-of-way or land held by the state by tax deed are included in the annexation, approval is not required.

## **Floodplains and Development**

In the Town of Winkelman, floodplain development has been restricted in the Flats, leaving the area as a recreation asset for the town. Outside of the Flats, development within floodplains is regulated at the local level. For the Town of Winkelman, this local control resides with Gila County which employs a Floodplain Administrator to evaluate floodplain development and issues floodplain use permits. These permits allow for development of various uses within floodplains, but require additional review before approval to determine the effects of the development.

The process for obtaining a floodplain use permit is as follows:

1. Contact Town to Determine if Parcel is in a Floodplain (Flood Control District can provide assistance on request)
  - a. Include with the application a site plan with dimensions of lot, proposed development, and proximity of development to lot lines and watercourses. Include information on the type of construction and sketches or plans showing construction techniques. After a preliminary review for Administrative Completeness, you will be notified if there are any additional requirements because of the location or proposed development type. Once all necessary information is submitted, the application plans, and engineering, if required, will be reviewed for compliance with the floodplain ordinance.
2. Once the floodplain use permit is issued, proceed with your application for building and other permits<sup>7</sup>.

Applications and additional information are available on Gila County's website. If the Town of Winkelman were to expand and annex portions of Pinal County, use permits would have to be obtained through Pinal County's Flood Control District which has a similar process.

<sup>5</sup> League of Arizona Cities and Towns, "A Guide for Annexation", 2010

<sup>6</sup> League of Arizona Cities and Towns, "A Guide for Annexation", 2010

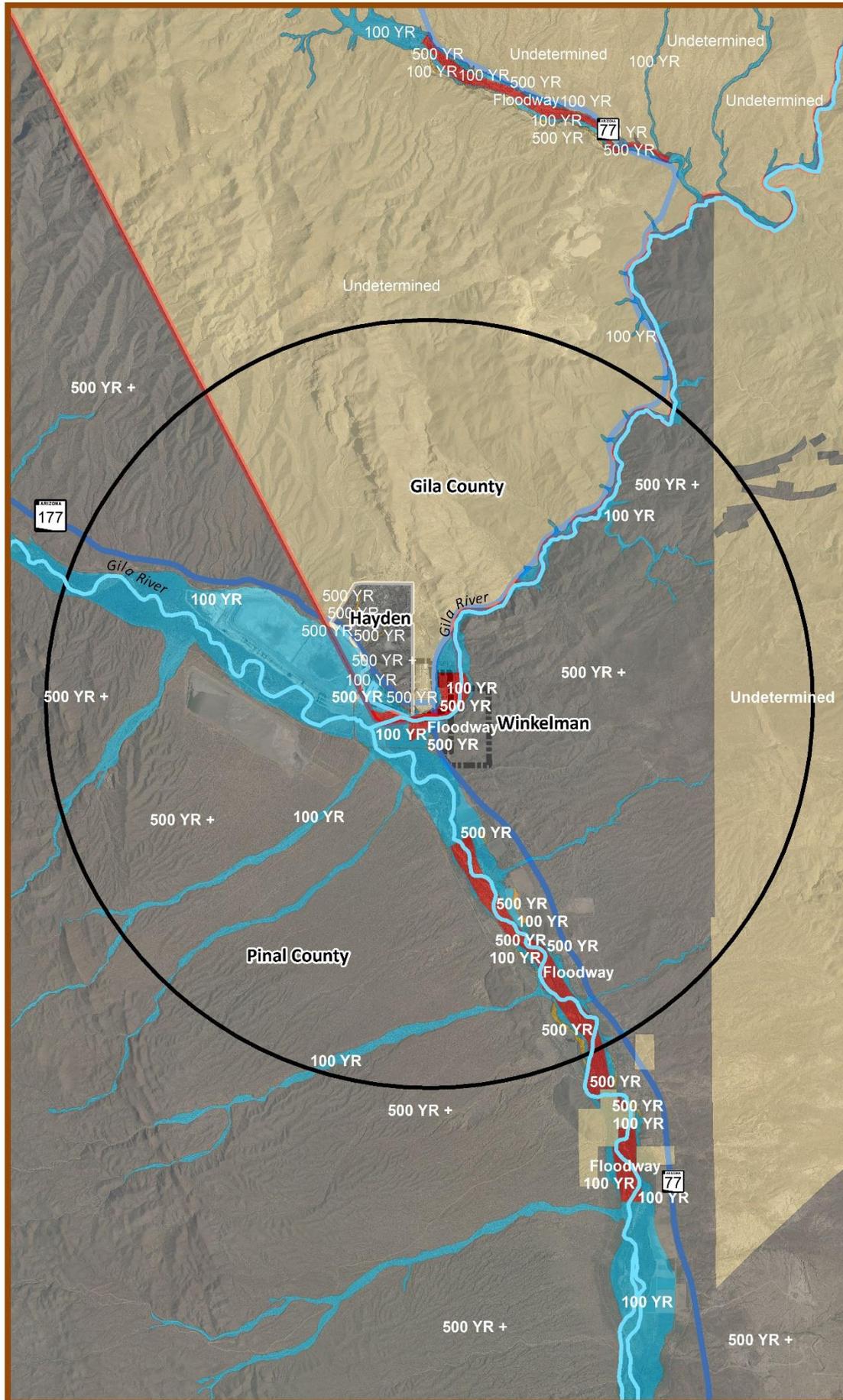
<sup>7</sup> Gila County Floodplain Permitting, [http://www.gilacountyaz.gov/government/public\\_works/flood\\_permitting.php](http://www.gilacountyaz.gov/government/public_works/flood_permitting.php)

# overview of the town of winkelman

Following are two floodplain maps at different extents to show floodplains in the 5-mile annexation study area, as well as floodplains within town limits.



# MAP III: Flood Zones



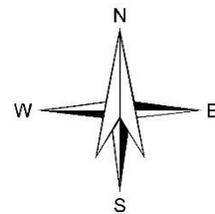
## Winkelman Community Development Strategy

### Winkelman Area Flood Zones



#### Legend

- 100 YR
- 500 YR
- 500 YR +
- Floodway
- Undetermined
- 5 Mile Area of Interest
- Winkelman Limits
- County Boundary
- Highways
- Rivers



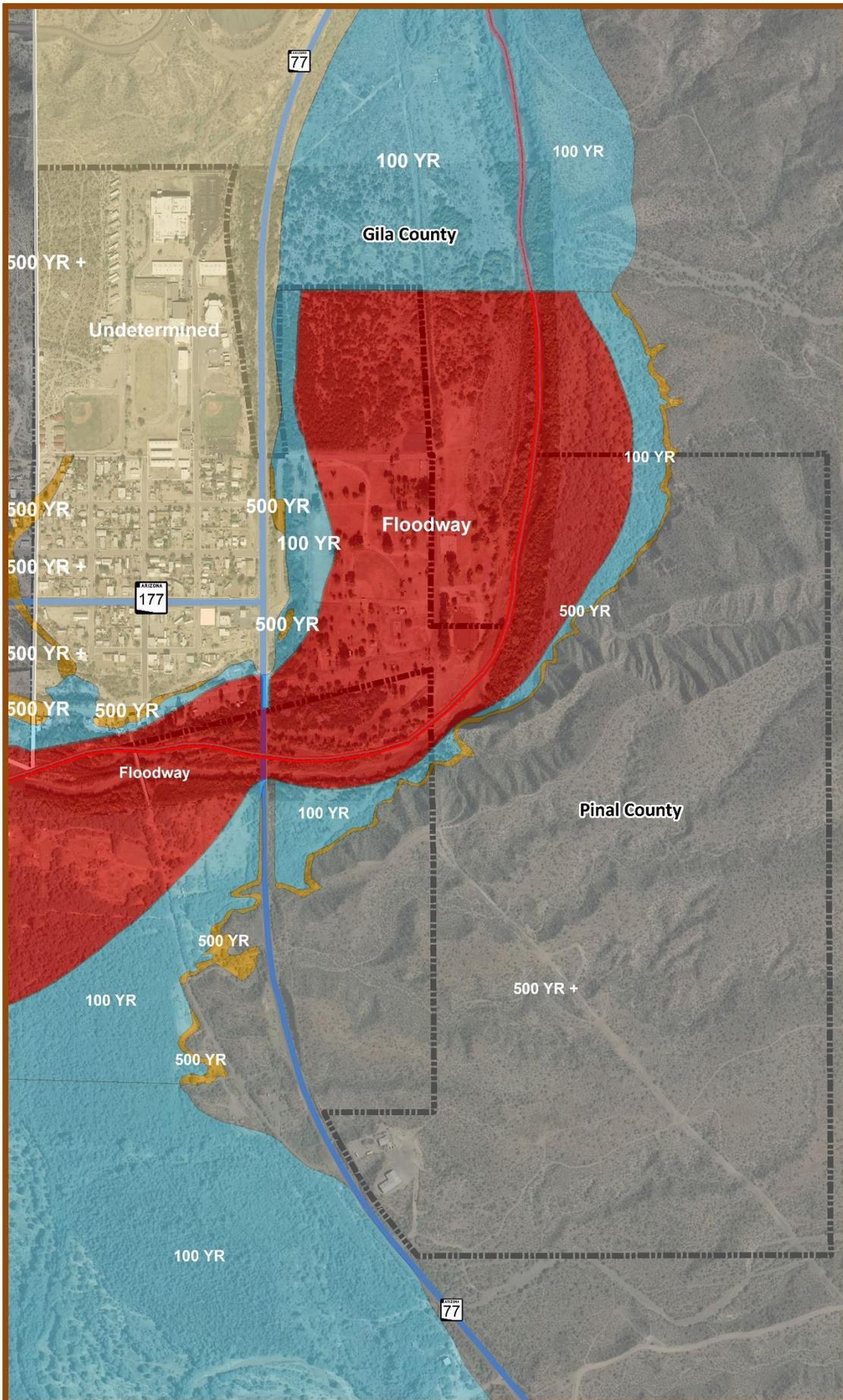
0 0.75 1.5  
Miles

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP IV: Flood Zones: Town Limits



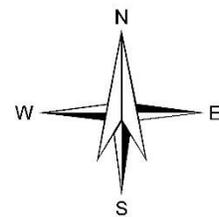
## Winkelman Community Development Strategy

### Winkelman Area Flood Zones



#### Legend

- 100 YR
- 500 YR
- 500 YR +
- Floodway
- Undetermined
- Winkelman Limits
- County Boundary
- Highways



*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# overview of the town of winkelman

## Existing Land Use

Map 5 provides an overview of existing land use throughout the Town of Winkelman based on GIS inventories that are available through Central Arizona Governments. The categories were identified as part of the field analysis, and are as follows:

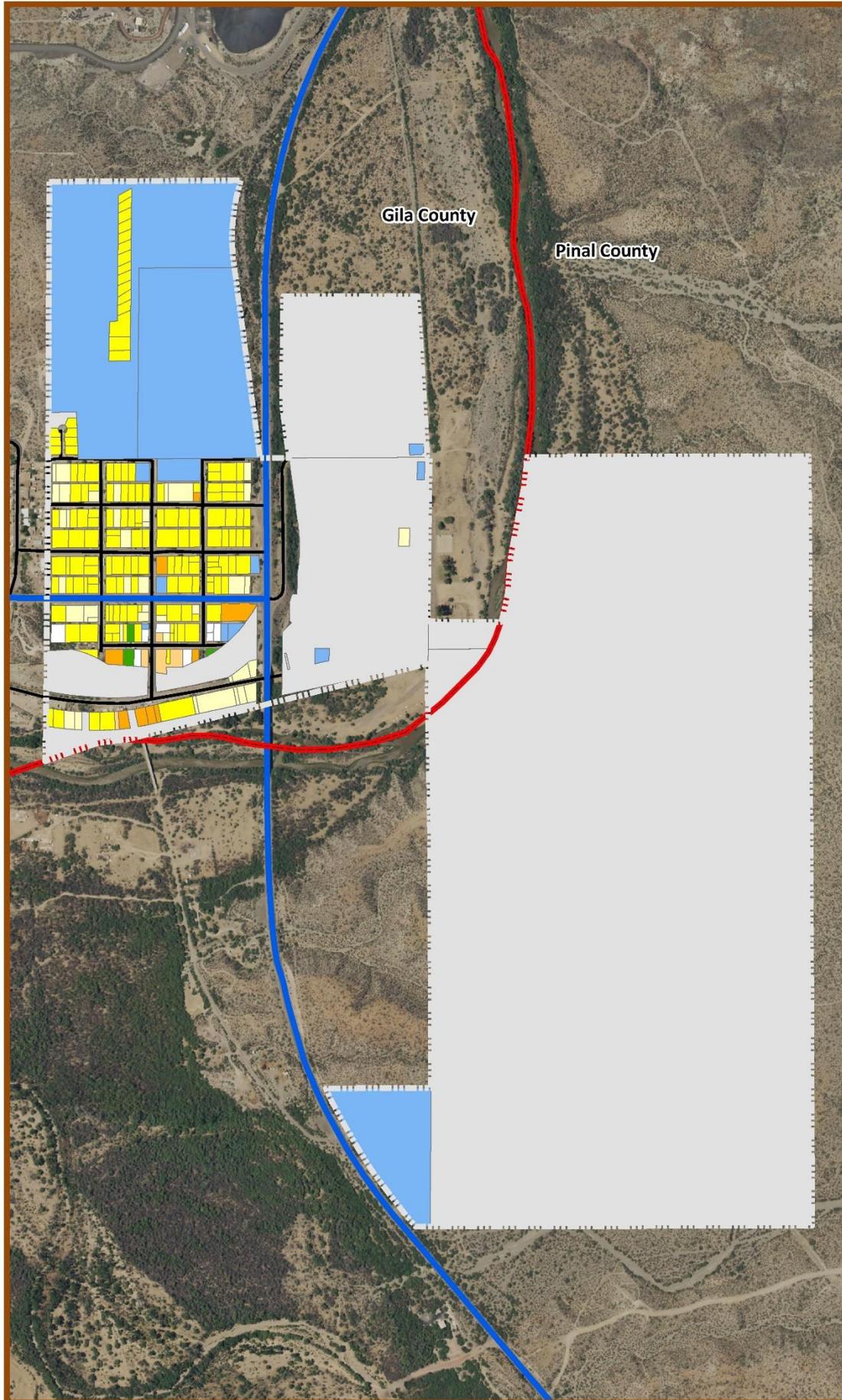
- Commercial
- Government/Institutional
- Residential
- Residential/Commercial
- Vacant
- Vacant Commercial
- Vacant Open Space
- Vacant Residential

Observed land uses in acres, and as a percentage of total land are within the town limits are as follows:

Observed Land Use	Number of Parcels	Land Use (Acres)	Land Use (%)
<b>Commercial</b>	9	2.0	0.4%
<b>Government / Institutional</b>	13	66.9	14.1%
<b>Residential</b>	150	24.5	5.2%
<b>Residential / Commercial</b>	3	0.4	0.1%
<b>Vacant</b>	8	1.1	0.2%
<b>Vacant Commercial</b>	4	0.8	0.2%
<b>Vacant Open Space</b>	8	371.0	78.4%
<b>Vacant Residential</b>	41	6.7	1.4%
<b>TOTAL</b>	<b>236</b>	<b>473.4</b>	<b>100%</b>



# MAP V: Observed Land Use



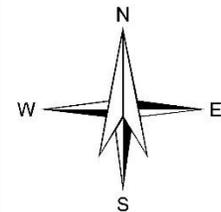
Winkelman Community  
Development Strategy

## Winkelman Observed Land Use



### Legend

- Commercial
- Government/Institutional
- Residential
- Residential/Commercial
- Vacant
- Vacant Commercial
- Vacant Open Space
- Vacant Residential
- Town Limits
- County Boundary
- Highways



0 500 1,000  
Feet

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# CHAPTER THREE: findings of the parcel survey

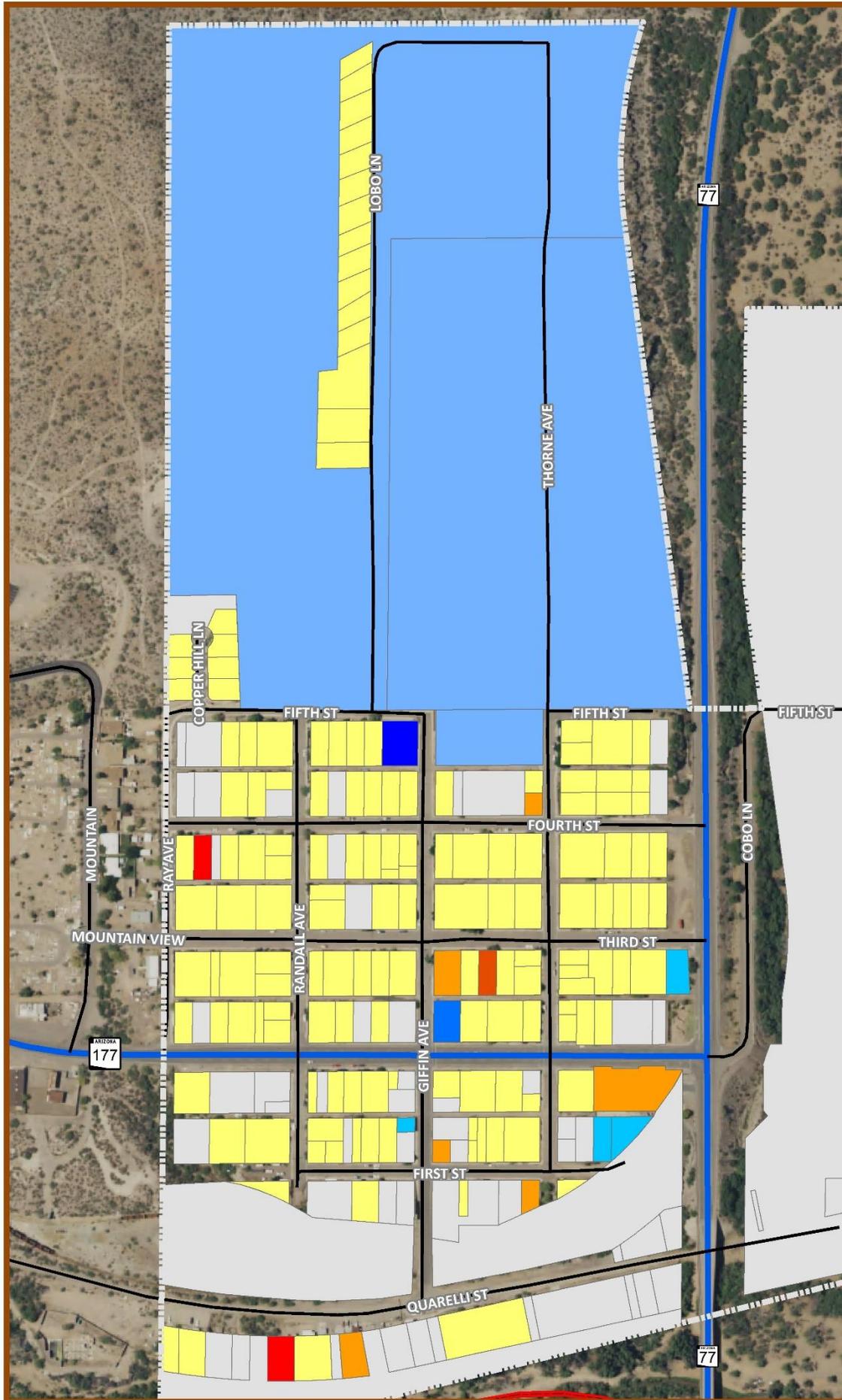
The Winkelman Community Development Strategy parcel survey was completed in the summer of 2017 and was conducted in an effort to provide an inventory and analysis of properties throughout the community, and assess the overall condition of buildings in the community. CAG staff conducted a thorough field inventory which involved an exterior visual evaluation of each structure/parcel, also called a windshield survey, within the Town of Winkelman. The survey was conducted using guidelines provided by the United States Department of Housing and Urban Development. These standards were utilized to evaluate existing conditions and determine levels of dilapidation of housing and commercial structures.

Prior to initiating the field inventory, CAG's GIS staff created a parcel map and uploaded it to ArcPad. ArcPad was used to create a map where field evaluators were able to survey each parcel based on the following:

- Property Type (e.g. existing house, school)
- Exterior Characteristics (e.g. stucco, block/brick, wood)
- Foundation\*
- Windows\*
- Roof\*
- Doors\*
- Exterior Wall\*
- Drainage\*
- Retaining Wall\*
- Paint/Surface Condition\*
- Cracking of Exterior Walls\*
  - Acceptable – two or less of the categories with an \*
  - Dilapidated/Noticeable Signs of Deterioration – three or more categories with an \*
- Overall Condition
- Sidewalks
- Fire Hydrants
- Observed Land Use
- Code Compliance
- Structure Type
- Photo ID
- Comments

Following is a series of maps outlining properties within the community that met and did not meet these criteria.

# MAP VI: Property Type



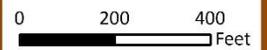
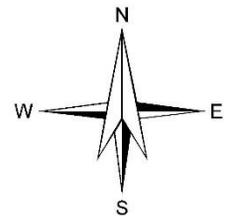
Winkelman Community Development Strategy

## Property Type



### Legend

- Church
- Commercial
- Dilapidated/Burned
- Existing House
- Municipal
- Post Office
- School
- Under Construction/Repair
- Vacant
- Town Limits
- County Boundary
- Highways
- Streets

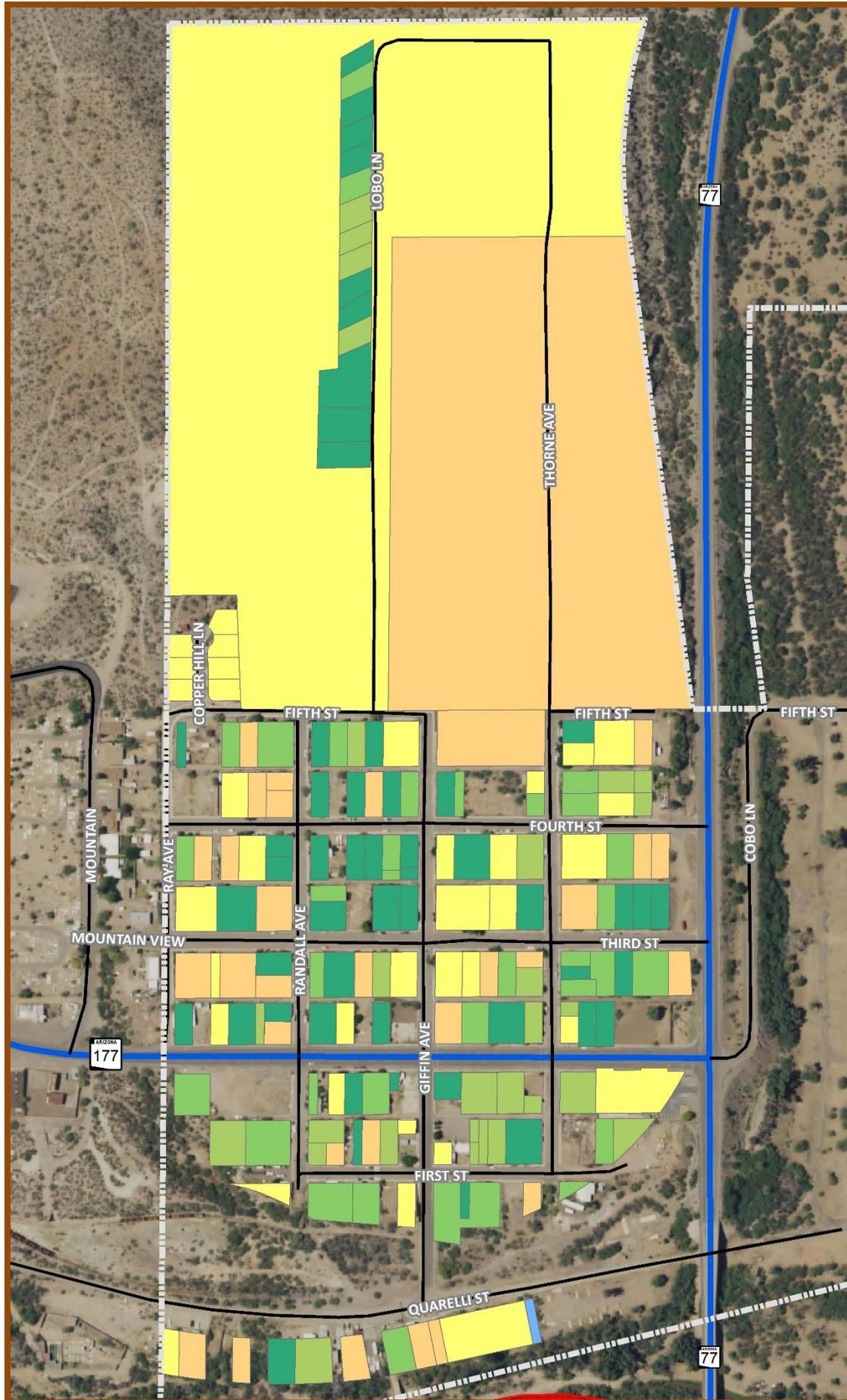


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Map Date: August 17/2017

# MAP VII: Exterior Characteristics



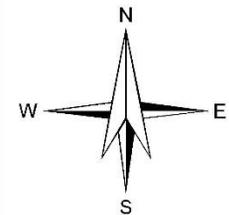
## Winkelman Community Development Strategy

### Exterior Characteristics



#### Legend

- Block/Brick
- Combination of more than one
- Stucco
- Unfinished
- Vinyl/Metal Siding
- Wood
- Town Limits
- County Boundary
- Highways
- Streets



0 200 400 Feet

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP VIII: Foundation Condition



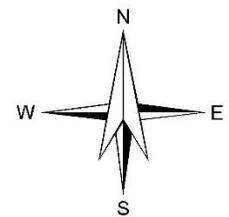
Winkelman Community Development Strategy

Structural Condition Foundation Issues



### Legend

- Foundation Issues
- Town Limits
- County Boundary
- Highways
- Streets

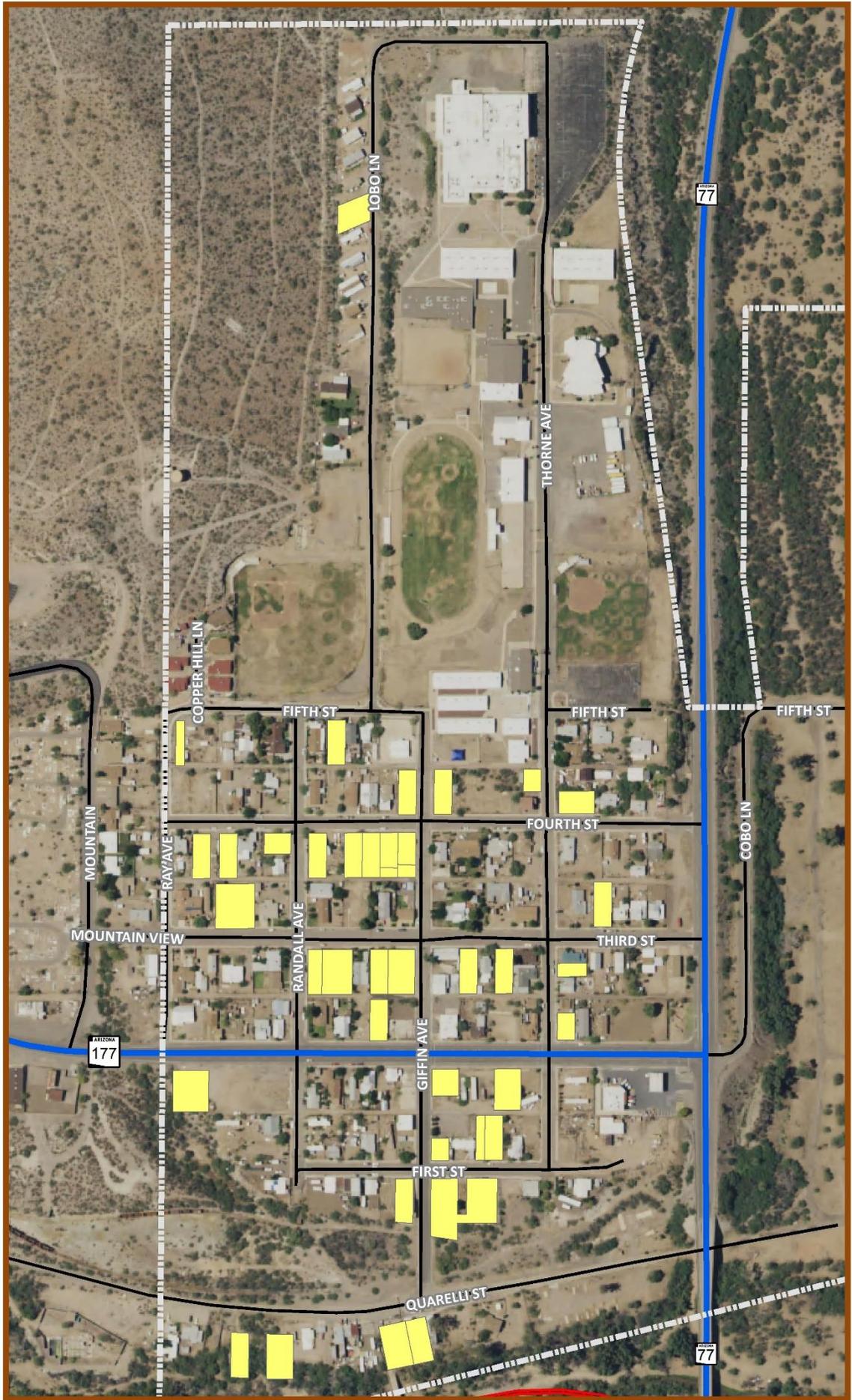


*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP IX: Window Condition



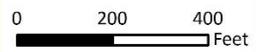
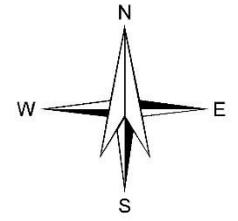
Winkelman Community Development Strategy

Structural Condition  
Broken Windows



Legend

- Broken Windows
- Town Limits
- County Boundary
- Highways
- Streets



*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

Sources: ADOT, Gila County, Pinal County, CAG

# MAP X: Roof Condition



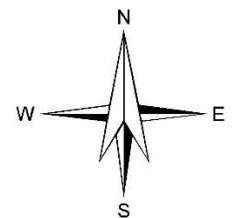
Winkelman Community Development Strategy

Structural Condition  
Bad Roof



### Legend

- Bad Roof
- Town Limits
- County Boundary
- Highways
- Streets



0 200 400 Feet

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP XI: Door Condition



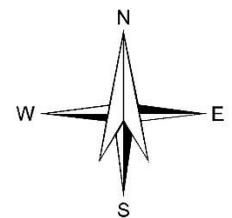
Winkelman Community Development Strategy

Structural Condition  
Missing Door



### Legend

- Missing Door
- Town Limits
- County Boundary
- Highways
- Streets



*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP XII: Exterior Wall Condition



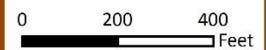
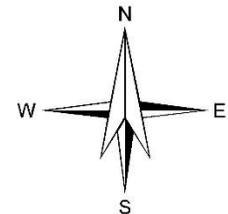
Winkelman Community Development Strategy

Structural Condition  
Bad Exterior Walls



### Legend

- Bad Exterior Walls
- Town Limits
- County Boundary
- Highways
- Streets



*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP XIII: Drainage Problems



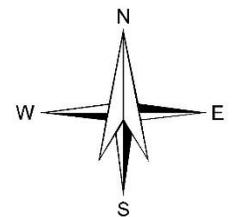
Winkelman Community Development Strategy

Structural Condition Drainage Problem



### Legend

- Drainage Problem
- Town Limits
- County Boundary
- Highways
- Streets



0 200 400 Feet

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP XIV: Retaining Wall Condition



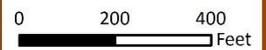
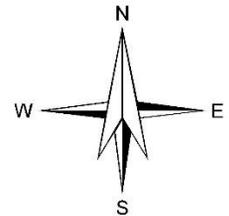
Winkelman Community Development Strategy

Structural Condition  
Unstable Retaining Wall



### Legend

- Unstable Retaining Wall
- Town Limits
- County Boundary
- Highways
- Streets



*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



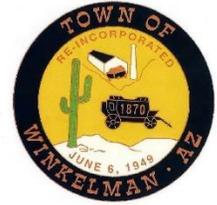
Map Date: August 17/2017

# MAP XV: Exterior in Need of Paint/Resurfacing



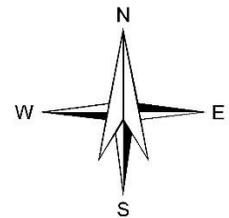
Winkelman Community Development Strategy

Structural Condition  
Exterior Needs  
Painting/Resurfacing



### Legend

- Exterior Needs Painting/Resurfacing
- Town Limits
- County Boundary
- Highways
- Streets



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Map Date: August 17/2017

# MAP XVI: Cracking of Exterior Walls



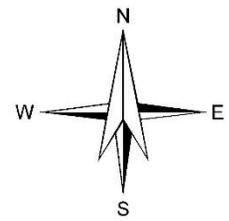
Winkelman Community Development Strategy

## Structural Condition Cracking of Exterior Walls



### Legend

- Cracking of Exterior Walls
- Town Limits
- County Boundary
- Highways
- Streets



*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# MAP XVII: Overall Condition



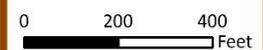
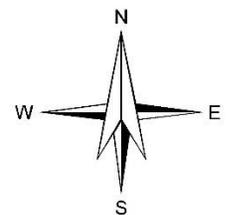
## Winkelman Community Development Strategy

### Overall Condition



#### Legend

- Acceptable
- Noticeable Signs of Deterioration
- Vacant
- Town Limits
- County Boundary
- Highways
- Streets



*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



Map Date: August 17/2017

# community development strategies

### **Current and Future Developments Affecting the Town of Winkelman**

As a community located near the geographic center of the Copper Corridor, the Town of Winkelman will be affected by current and future developments within the region. There are several developments along the Copper Corridor, but there are two major developments that will provide opportunities for the Town of Winkelman and its future development. These developments are the Apache Sky Casino and the Resolution Copper Expansion.

The San Carlos Apache Tribe opened the Apache Sky Casino in April 2017. The initial opening was for a temporary building with games, a full service bar, and food court park. Overall, the casino anticipates a \$25-30 million investment just nine miles south of the Town of Winkelman. The Apache Sky Casino has a total of 170 acres, and will complete a 146 room hotel. The new casino provides opportunities for employment, entertainment, and the creation of ancillary businesses for the Copper Corridor, and is within reasonable driving distance of the Tucson and Phoenix metro areas.

Resolution Copper in Superior, 31 miles to the northwest of the Town of Winkelman, will be tapping into one of the world's largest copper deposits within the next decade. Once the mine enters operations, it is anticipated that it will produce one billion tons of copper each year<sup>8</sup>. This amount is expected to produce nearly 25% of the United States copper supply. The total project cost is anticipated to reach approximately \$8 billion on construction. The mine will reach a depth of nearly 7,000 feet. It is estimated that the mine will create nearly 1,400 jobs, and will result in \$20 billion into the regional economy over the life of the mine.

### **Winkelman Business Profile**

The Town of Winkelman currently has two commercial businesses, Giorsetti Grocery Store and Shell Gas Station. Giorsetti Grocery Store is locally owned and operated and provides a needed service in the Town of Winkelman. The Shell Gas Station and Giant Store provide fuel and convenience store items. With 3,600 vehicles passing daily, a gas station is a great business at the intersection of two state highways. Sales tax collected from local businesses generates approximately \$94,000 in local sales tax each year, with an additional \$13,000 in franchise fees.

## Future Potential Annexations

Annexation opportunities for the Town of Winkelman face several challenges due to land ownership, terrain, soils, floodplains, and other variables. Utilizing mapping data for a 5-mile radius around the town, CAG staff layered these criteria to provide an analysis of the areas surrounding the Town of Winkelman for potential annexation. A potential annexation would be utilized to spur housing and economic development in the area. Following are three potential sites for annexation around the community two floodplain maps at different extents to show floodplains in the 5-mile annexation study area, as well as floodplains within town limits.

The areas surrounding the Town of Winkelman pose some challenges based on slope, floodplains and floodways, land ownership, and available infrastructure. Costs of development are another challenge facing the Town of Winkelman. Per A.R.S. § 9471, once the annexation has been finalized, the town has to approve a plan, policy or procedure to provide the annexed territory with appropriate levels of infrastructure and services to serve anticipated new development within ten years. Following is a soil rating map for housing and commercial structures within and around Winkelman, including a 5-mile radius. This map, provided by the U.S. Department of Agriculture's Natural Resources Conservation Service (NRCS), compiles data including floodplains, slope, and soil composition to determine different levels of suitability for development. Their ratings include:

- Very Limited – Indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.
- Somewhat Limited – Indicates that the soil has features that are moderately favorable for a specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected.
- Not Limited – Indicates that the soil has features that are very favorable for a specified use. Good performance and very low maintenance can be expected
- Not Rated or Available

For the Town of Winkelman, NRCS data was utilized to evaluate the potential for dwellings and small commercial buildings. NRCS defines these as:

- Dwellings – single-family houses of three stories or less. For dwellings without basements, the foundation is assumed to consist of spread footings of reinforced concrete built on undisturbed soil at a depth of 2 feet or at the depth of maximum frost penetration, whichever is deeper.
- Small Commercial Buildings – structures that are less than three stories high and do not have basements. The foundation is assumed to consist of spread footings of reinforced concrete built on undisturbed soil at a depth of 2 feet or at the depth of maximum frost penetration, whichever is deeper. The ratings are based on the soil properties that affect the capacity of the soil to support a load without movement and on the properties that affect excavation and construction costs. The properties that

# community development strategies

affect the load-supporting capacity include depth to a water table, ponding, flooding, subsidence, linear extensibility (shrink-swell potential), and compressibility (which is inferred from the Unified classification). The properties that affect the ease and amount of excavation include flooding, depth to a water table, ponding, slope, depth to bedrock or a cemented pan, hardness of bedrock or a cemented pan, and the amount and size of rock fragments.



Also included in consideration for annexation is the land ownership profile of the areas surrounding the Town of Winkelman. Land ownership poses several challenges for annexations as the town is surrounded by public lands, including State Trust Land, Bureau of Land Management land, and Bureau of Reclamation Land. The vast majority of

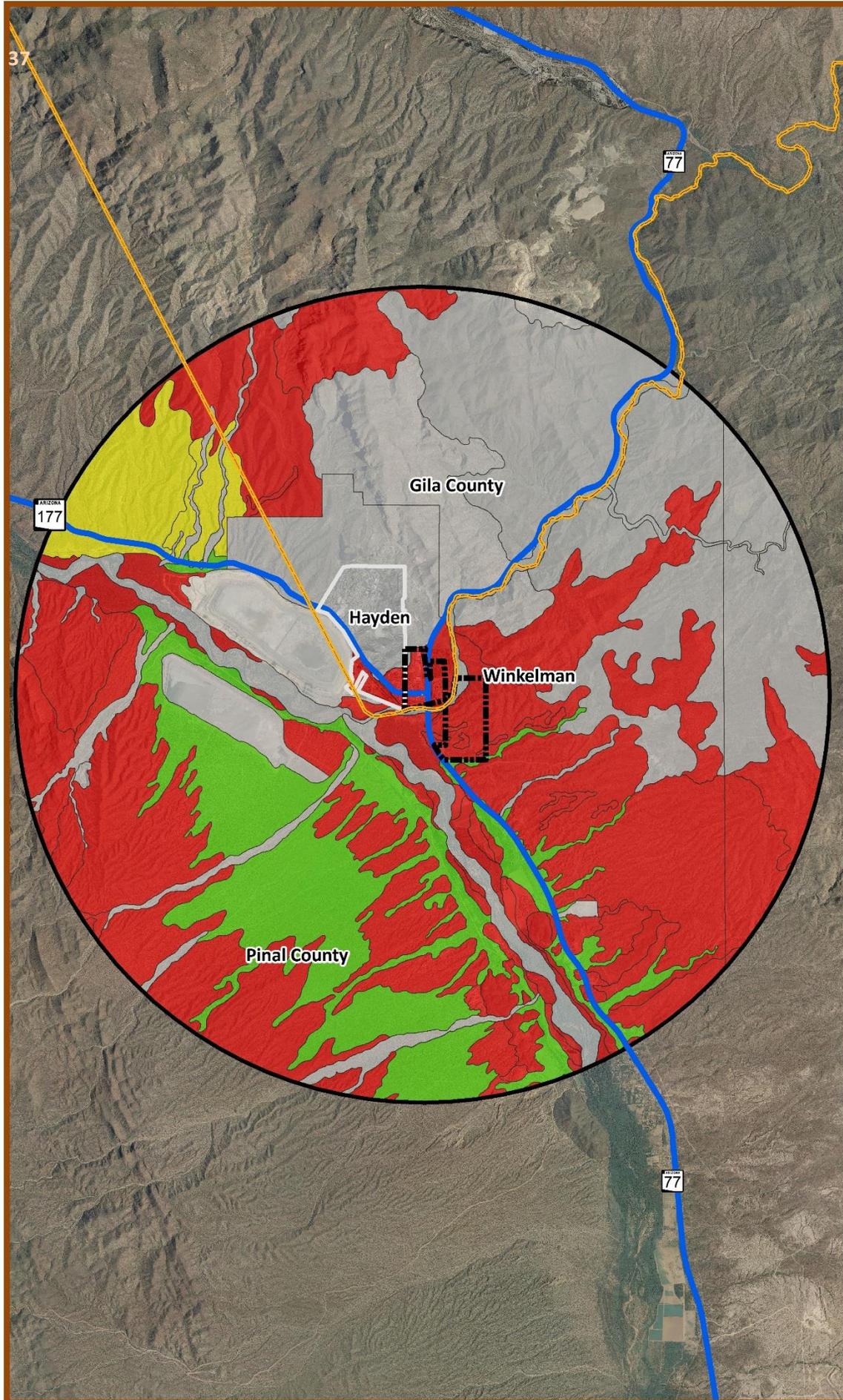
private lands surrounding the town are owned by ASARCO. A map of land ownership follows.

As part of the consideration for future annexations, CAG has also created a slope map to identify slope percentages. Per the U.S. Green Building Code, developments on slopes greater than 15% have negative impacts on erosion, habitat, and natural water systems. Slope is included in the NRCS map considerations.

At this time, it is not recommended to initiate an annexation. Instead, the Town of Winkelman should focus on redevelopment and development within current town limits.



# MAP XVIII: Soil Rating for Housing and Commercial Structures



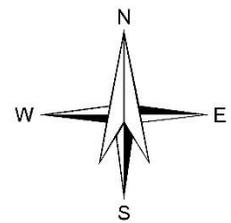
Winkelman Community  
Development Strategy

## Soil Rating For Housing and Commercial



### Legend

- Very limited
- Not limited
- Not rated or available
- Somewhat limited
- 5 Mile Area of Interest
- Winkelman Limits
- County Boundary
- Highways



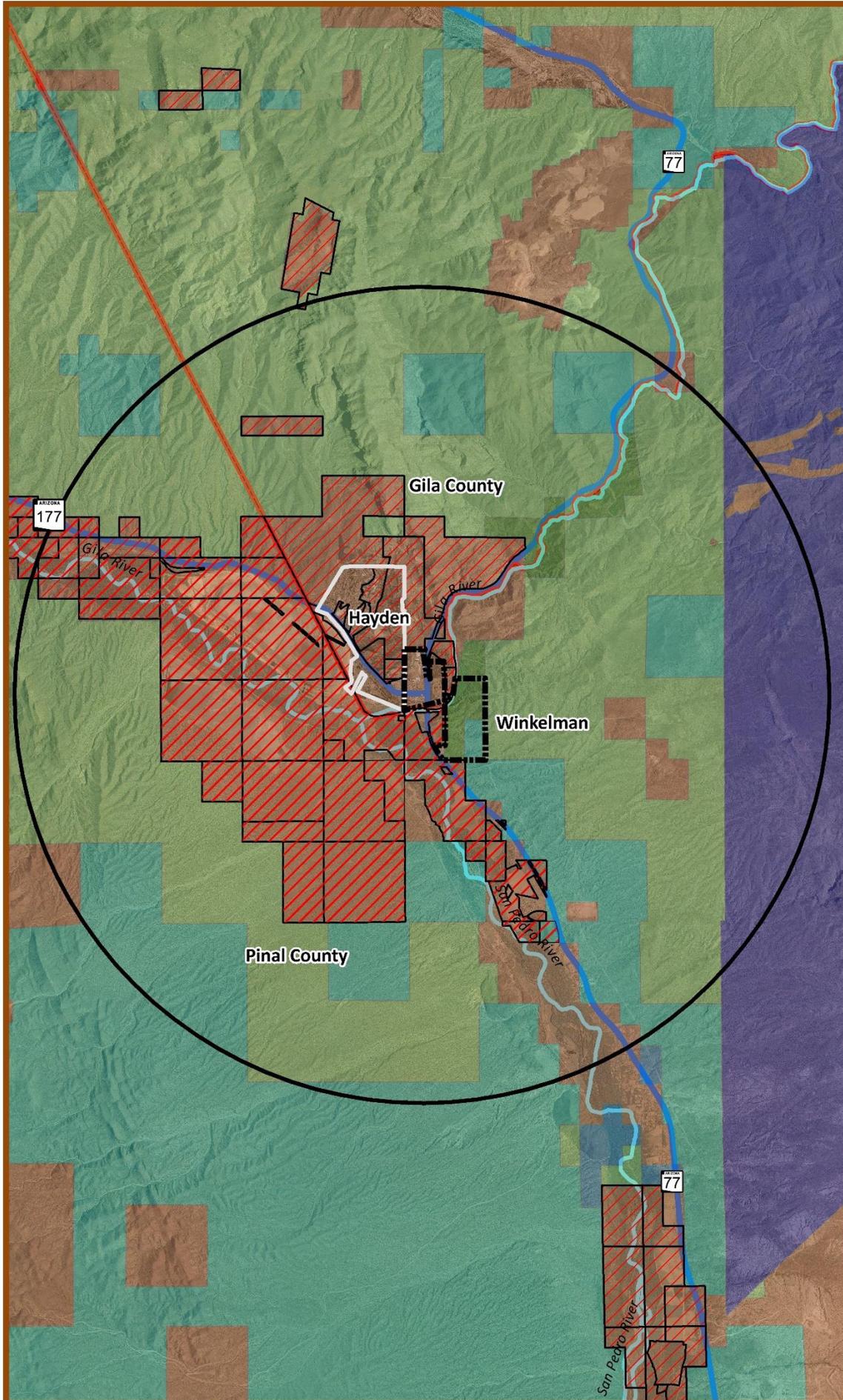
0 0.75 1.5  
Miles

*Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.*



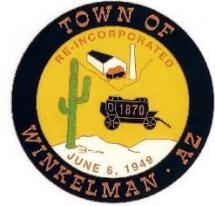
Map Date: August 17/2017

# MAP XIX: Land Ownership



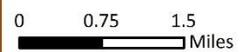
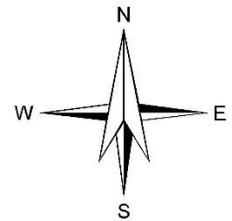
## Winkelman Community Development Strategy

### Land Ownership



#### Legend

- Bureau of Land Mgmt.
- Bureau of Reclamation
- Indian Allotments
- Private Land
- San Carlos Indian Res.
- State Trust Land
- ASARCO Owned
- 5 Mile Area of Interest
- Winkelman Limits
- County Boundary
- Highways
- Rivers

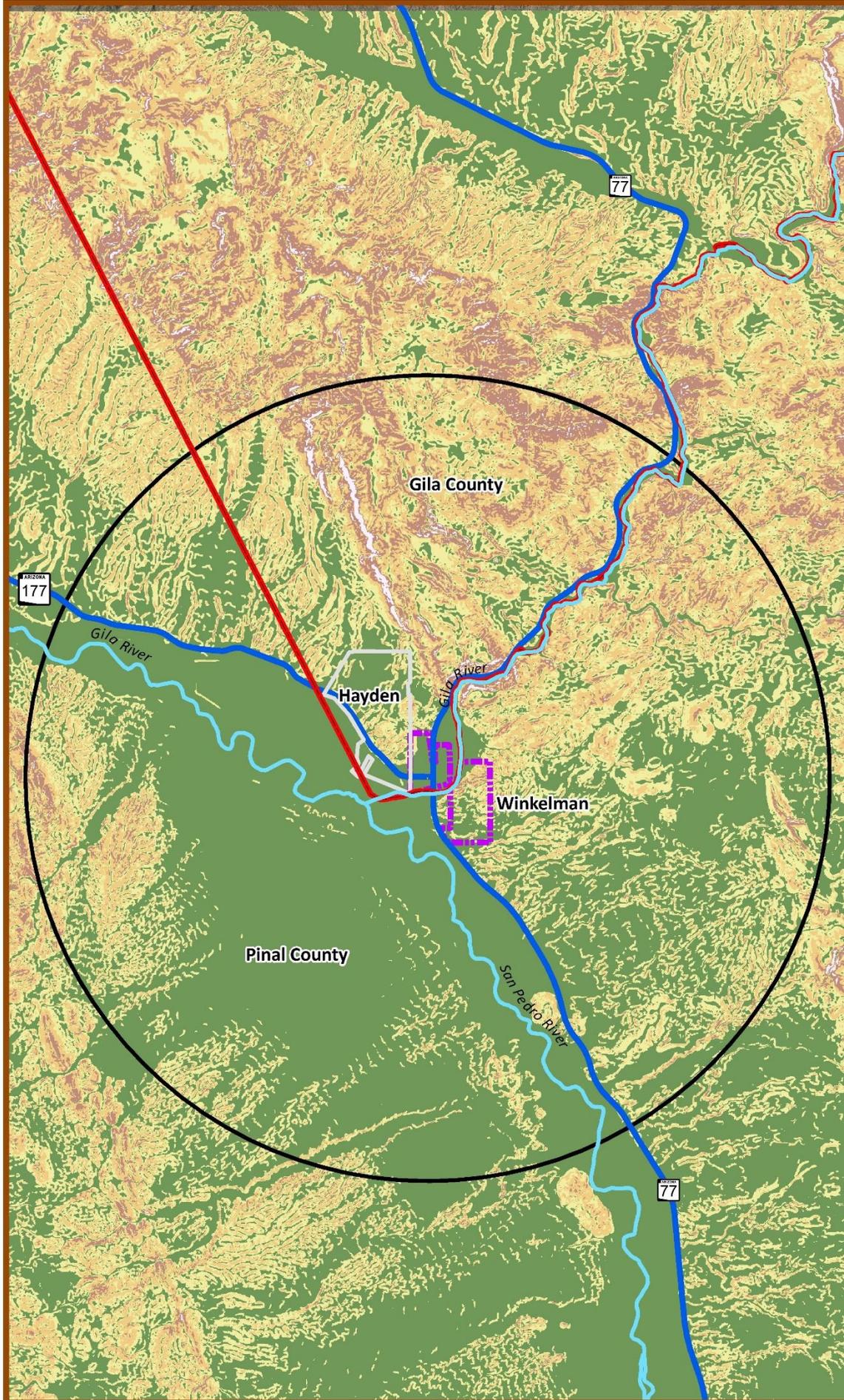


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Map Date: August 17/2017

# MAP XX: Slope Percentage



## Winkelman Community Development Strategy

### Percentage Slope

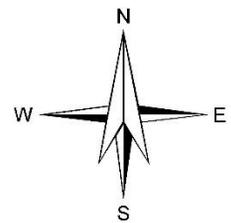


### Legend

#### Percentage Slope

- 0 - 15
- 15.1 - 32
- 32.1 - 52
- 52.1 - 87
- 87.1 - 255

- 5 Mile Area of Interest
- Winkelman Limits
- County Boundary
- Highways
- Rivers



Disclaimer: This map does not represent a legal survey. It is intended for general purposes only.



Map Date: August 17/2017

## Housing Recommendations

According to the field evaluation, 153 homes are currently occupied housing units. These occupied homes account for 24.9 acres of land and 5.3% of the total acreage within the Town of Winkelman.

In addition, 41 homes are vacant within town limits. These vacant homes account for 6.7 acres, or 1.4% of total town land area. Vacant homes present challenges and opportunities. Many vacant homes pose challenges with general maintenance and upkeep issues, which can turn into blight. On the other hand, these homes can be refurbished and renovated to provide additional housing options and increase property values of adjacent and nearby properties. There are many options on how to take on this issue. Following are some recommendations that can benefit the Town of Winkelman specifically.



H1) Partner with state and local housing organizations to renovate and redevelop houses within the community.

Background: The Arizona Department of Housing, Habitat for Humanity, and other groups are active in Arizona and can provide funding, labor, and other services for the renovation or redevelopment of housing.

### Key Steps

- Present this strategy to the Arizona Department of Housing, Habitat for Humanity, and other housing organizations in Arizona.
- Identify a group of homes or block to redevelop.
- Establish guidelines for development to ensure fit within existing neighborhood character.

H2) Identify volunteers to lead a "Paint the Town" event annually

Background: Many communities across the United States (e.g. Cincinnati, Arizona City) partner with volunteer groups, such as United Way or another community group, to paint homes within the community.

### Key Steps

- Identify a "Paint the Town" leader or leadership group.
- Identify volunteers, some with experience, others for labor.
- Raise funds for supplies, food, water, and other items as identified.
- Develop an application process for residents to submit requests.

# community development strategies

## H3) Create new housing options for the Town of Winkelman

Background: National statistics show that 20% of homebuyers prefer alternatives to single family housing, such as townhomes, apartments, or condos. For renters, that number climbs to 52%. In order for the town to appeal to other populations, the town should endeavor to create more alternative housing options.

### Key Steps

- Identify and reach out to developers specializing in alternatives to single family housing.
- Provide incentives to developers who develop alternative housing.

## H4) Develop a community cleanup day twice a year

Background: Neighbors helping neighbors is the premise of such a program. Within the Copper Corridor, the Town of Kearny has adopted a Journey to a Clean Kearny community cleanup effort. By partnering with local employers and garbage removal companies, properties can be cleaned up and provide opportunities for volunteers to develop civic pride.

### Key Steps

- Identify a community cleanup coordinator.
- Develop a group of volunteers.
- Identify and acquire funds through community outreach.

## H5) Promote infill development within Town of Winkelman limits

Background: Infill development allows for new housing in established neighborhoods. The advantage of infill development is the creation of new housing that is already serviced by existing infrastructure (e.g. water, sewer).

### Key Steps

- Identify targeted lots for infill development.
- Contact and build relationships with developers specializing in infill.
- Seek funds for redevelopment.



## H6) Provide housing education for community members

Background: Programs exist to help homeowners stay in, renovate, and improve their homes. Education about these programs, as well as information on housing maintenance and upkeep can improve the overall look of homes within the community.

### Key Steps

- Create a housing resources guide for programs locally, at the county level, and through the state.
- Make the housing resources guide available in the Town Hall and online.

## H7) Adopt a slum and blight ordinance to address derelict structures

Background: Slum and blight ordinances are tools for redevelopment and can assist in qualifying for Community Development Block Grant (CDBG) funds. The purpose of a slum and blight ordinance is to address areas where the character of a property or properties is negatively affecting adjacent properties and municipal growth.

### Key Steps

- Identify a model slum and blight ordinance in Arizona and develop the ordinance.
- Partner with county code enforcement to enforce the ordinance.
- Take corrective action on properties to remove slum and blight.

## Economic Development Recommendations

According to the field evaluation, there are nine occupied commercial parcels in the Town of Winkelman. These parcels account for two acres, or 0.4% of the land area within town limits. There are four vacant commercial parcels, accounting for 0.8 acres of land, or 0.2% of the land area within the community. The reclaiming of these commercial properties, as well as new development to increase commerce in the community is critical to the economic future of the town. The major component to increasing commerce is to increase the population base, so the housing and economic development recommendations go hand in hand.



## ED1) Expand recreation areas along the river to include RV hookups and facilities similar to those on the west side of Winkelman Flats



Background: The Town of Winkelman generates revenue from the current site in the Winkelman Flats. New facilities will allow the town to attract additional visitors to the area, bringing customers for local businesses, and adding more revenue to the town.

### Key Steps

- Develop a recreation plan for the east side of the flats.
- Utilize CDBG or identify other funds to carry out the scope of the recreation plan.
- Monitor revenues and expenditures associated with the new site.
- Create signature wayfinding signage for highways and within town (can apply to recreation opportunities and private businesses).

# community development strategies

## H3) Create new housing options for the Town of Winkelman

Background: National statistics show that 20% of homebuyers prefer alternatives to single family housing, such as townhomes, apartments, or condos. For renters, that number climbs to 52%. In order for the town to appeal to other populations, the town should endeavor to create more alternative housing options.

### Key Steps

- Identify and reach out to developers specializing in alternatives to single family housing.
- Provide incentives to developers who develop alternative housing.

## H4) Develop a community cleanup day twice a year

Background: Neighbors helping neighbors is the premise of such a program. Within the Copper Corridor, the Town of Kearny has adopted a Journey to a Clean Kearny community cleanup effort. By partnering with local employers and garbage removal companies, properties can be cleaned up and provide opportunities for volunteers to develop civic pride.

### Key Steps

- Identify a community cleanup coordinator.
- Develop a group of volunteers.
- Identify and acquire funds through community outreach.



## H5) Promote infill development within Town of Winkelman limits

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### Key Steps

- Identify targeted lots for infill development.
- Contact and build relationships with developers specializing in infill.
- Seek funds for redevelopment.

## H6) Provide housing education for community members

Background: Programs exist to help homeowners stay in, renovate, and improve their homes. Education about these programs, as well as information on housing maintenance and upkeep can improve the overall look of homes within the community.

### Key Steps

- Create a housing resources guide for programs locally, at the county level, and through the state.
- Make the housing resources guide available in the Town Hall and online.

ED2) Identify and develop businesses that can capitalize on the new Apache Sky Casino located nine miles to the south.

Background: Casinos can be catalysts for the creation of ancillary businesses that support additional opportunities for commerce. Businesses that support casinos include: restaurants, hotels or motels, entertainment venues, and construction businesses<sup>9</sup>.

### **Key Steps**

- Identify the number of visitors to the casino.
- Assist entrepreneurs interested in developing an ancillary business by providing the commercial inventory, assistance with permitting, and the provision of incentives.
- Communicate with key decision makers for the Apache Sky Casino.
- Consider moving the town yard to allow the gas station to expand and serve additional customers.

ED3) Preserve commercial properties along Highways 77 and 177

Background: With the current lack of population, the connection to the highways becomes critical to existing businesses as well as future potential businesses. Preserving the commercial properties along the highways connects these properties to the more than 3,500 vehicles passing through the community each day.

### **Key Steps**

- Identify key commercial properties along the Highways 77 and 177.
- Develop and maintain an inventory of commercial properties along the highways and throughout town.
  - To include acreage, infrastructure information, and ownership information.
- Refrain from rezoning properties to other uses.

ED4) Encourage entrepreneurship in the community for all stages of life.

Background: Several business models exist that would be amenable to young adults through retirees in the community that decrease risk. Perhaps the best model for the Town of Winkelman would be a business co-op. A co-op buys and sells products or services like any other business, but is governed by its members instead of stockholders. Generated revenues are reinvested into the co-op or redistributed to members. It is important that any new business co-op not compete with existing business. Potential businesses could include ideas from ED2, businesses that support casinos, or another tourism business that would bring additional visitors.

### **Key Steps**

- Identify a group of interested individuals.
- Identify a business that is not in competition with existing business.
- Develop a site and initiate business.
- Partner in marketing the co-op locally and regionally.

<sup>9</sup> Johnston, Kevin, Houston Chronicle, "Key Businesses Around Casinos."

# community development strategies

ED5) Expand broadband infrastructure and capacity throughout the Town of Winkelman

Background: The “digital divide” between urban and rural communities throughout Arizona and the United States is leaving rural communities behind. It is imperative for commerce, education, and the future of communities to lobby for additional broadband infrastructure and capacity.

### **Key Steps**

- Participate in the Federal Communications Commission’s E-rate program for schools and libraries – provides discounts on telecommunications, services and internet access<sup>10</sup>.
- Communicate current and future needs with internet service providers.
- Identify and apply for USDA grants and loans for broadband infrastructure.

ED6) Develop a façade improvement program

Background: Façade improvement programs provide opportunities for communities to redevelop commercial properties, making them more attractive for potential businesses. Traditionally, these programs are funded through Community Development Block Grants or civic/private organizations.



### **Key Steps**

- Identify and obtain funding through CDBG or private sources.
- Define target areas or corridors within town limits.
- Delineate clear criteria for participation in the program.
- Define eligible/ineligible activities and design guidelines to ensure community character stays intact.
- Develop an application process.

## **Additional Recommendations**

1. Develop a new Town of Winkelman website

Background: A town’s website serves as the virtual front door for the community and can communicate a myriad of messages to site visitors. It is important for the town’s website to be current and have valuable information. Many of the items recommended in this strategy could be featured on the town’s website.

### **Key Steps**

- Develop a new website.
- Keep information current on town functions, meetings, and events.
- Incorporate elements of this strategy onto the website.

# community development strategies

2. Expand the town's digital footprint by engaging on social media.

Background: Social media is becoming more important for communities to remain current and communicate with their citizens and those interested in the goings on of the community. The Town of Winkelman is currently not on any social media platforms.

### **Key Steps**

- Define a purpose for social media and choose one platform to begin utilizing.
- Keep the content current and respond to comments with an attitude of customer service.
- Evaluate results and expand or change platforms.

