



CITY OF
Page
ARIZONA

**2040 GENERAL
PLAN**







Prepared for:

City of Page, Arizona

Page City Hall
697 Vista Avenue
Page, AZ 86040

Prepared by:



Matrix Design Group
2020 N. Central Avenue, Suite 1140
Phoenix AZ 85004
Telephone: 602.288.8344

November 2022

Acknowledgments

City Council

Mayor Bill Diak

Vice Mayor John Kocjan

Councilor Theresa Lee

Councilor David Auge

Councilor Brian Carey

Councilor Richard Leightner

Councilor Rick Yanke

General Plan Steering Committee/Planning and Zoning Commission

Brian Carey, City Council Liaison

Victor Castillo, Chair

Chris Van Meenen, Vice Chair

Brisha Alldredge

Lynn Jones

Lyle Dimbatt

Bubba Ketchersid

Shelley Johnstone

City Management

Darren Coldwell

Development Services Staff

Zach Montgomery, Planning & Zoning Director

Heather Tsinnijinnie, Administrative Assistant

Special Appreciation

The City of Page would like to extend gratitude to the members of the community that participated in this important process.

Table of Contents

Glossary of Terms	G-1
1 Introduction	
1.1 Brief History of the City of Page	1-1
1.2 Location	1-2
1.3 Purpose of the General Plan	1-2
1.4 Vision Statement	1-4
1.5 Public Engagement	1-4
1.6 Plan Administration	1-6
1.7 Plan Structure and Elements	1-7
2 Land Use	
2.1 Introduction	2-1
2.2 Existing Land Use Analysis	2-2
2.3 Future Land Use Analysis	2-3
2.4 Land Use Goals and Policies	2-7
3 Economic Development	
3.1 Introduction	3-1
3.2 Existing Community Profile	3-2
3.3 Future Economic Context	3-10
3.4 Economic Development Goals and Policies	3-12
4 Housing	
4.1 Introduction	4-1
4.2 Existing Housing Supply	4-4
4.3 Housing Demand	4-6
4.4 Housing Goals and Policies	4-8

5 Public Facilities and Services

5.1	Introduction.....	5-1
5.2	Existing Public Facilities	5-2
5.3	Future Public Facilities and Services	5-6
5.4	Public Facilities and Services Goals and Policies	5-7

6 Circulation

6.1	Introduction.....	6-1
6.2	Existing circulation Network	6-2
6.3	Future Circulation Network	6-6
6.4	Circulation Goals and Policies	6-7

7 Water Resources

7.1	Introduction.....	7-2
7.2	Existing Water Resources Supply	7-2
7.3	Future Water Resources Demand and Growth.....	7-4
7.4	Water Resources Goals and Policies	7-6

8 Open Space and Recreation

8.1	Introduction.....	8-1
8.2	Existing Open Space Network	8-2
8.3	Future Open Space Network	8-6
8.4	Open Space Goals and Policies	8-7

9 Implementation

9.1	Implementation Plan	9-1
9.2	Land Use Implementation Actions	9-2
9.3	Economic Development Implementation Actions	9-3
9.4	Housing Implementation Actions	9-5
9.5	Public Facilitates and Services Implementation Actions	9-6
9.6	Circulation Implementation Actions	9-7
9.7	Water Resource Implementation Actions	9-8
9.8	Open Space and Recreation Implementation Actions	9-9

TABLE OF CONTENTS

Figures

Figure 1-1	Municipal Planning Area	1-3
Figure 1-2	Project Timeline	1-5
Figure 2-1	Future Land Use Map	2-4
Figure 3-1	Population Percentage Change	3-2
Figure 3-2	Population Distribution in Page and Surrounding Area	3-3
Figure 3-3	Population Ethnicity in Page	3-4
Figure 3-4	Population Age Distribution in Page, Coconino County and Arizona	3-4
Figure 3-5	Comparison of Educational Attainment	3-5
Figure 3-6	Employment Status, 2020	3-6
Figure 3-7	Percentage of Total for Page's Top 5 Industries by Employment, 2020	3-6
Figure 3-8	Distribution of Labor Force	3-7
Figure 3-9	Income Distribution in 2020	3-7
Figure 3-10	Household Income and Drive Times	3-9
Figure 4-1	Housing Stock by Type, 2020	4-4
Figure 4-2	Housing Stock by Year Built, 2020	4-5
Figure 5-1	Public Facilities Map	5-7
Figure 6-1	Circulation Network Map	6-3
Figure 8-1	Open Space Network Map	8-3

Tables

Table 2-1	Future Land Use Designation	2-5
Table 2-2	Future Land Use Description	2-6
Table 4-1	Vacancy Rate, 2020	4-5
Table 4-2	Housing Tenure, 2020	4-5
Table 7-1	Historic Water Consumption and Projected Demand, Relative to Annual Entitlement	7-2
Table 7-2	Historic Total Water Use and Projected Demand	7-4

Page intentionally left blank

Glossary of Terms

A

Acre. A measure of land containing 43,560 square feet.

Active Open Space. Open space that provides recreational opportunities involving physical activity such as walking paths, bicycle paths, trails and active sport areas for field sports.

Active Transportation. A form of transportation that relies on physical activity for mobility such as walking or bicycling.

Agriculture. The use of land and buildings for the production of agriculture products including crop production, and/or the raising of animals.

Annexation. The incorporation of land into an existing municipality, changing the boundaries of the annexing jurisdiction. Annexations are governed by A.R.S. §9-471.

Arizona Association for Economic Development (AAED). A statewide advocate for economic development in the state.

Arizona Commerce Authority (ACA). The state agency overseeing economic development within Arizona with the mission of strengthening the state's economy.

Arizona Department of Water Resources (ADWR). The state agency that is responsible for long-term water security in Arizona.

Arizona Revised Statutes (ARS). State laws passed by the Arizona Legislature.

Assured Water Supply. A designation issued by the Arizona ADWR, ensures that there are adequate groundwater supplies within each Active Management Area.

B

Bicycle Lanes. Dedicated lanes for bicyclists along a vehicular roadway.

Buffer. Areas left in a natural state and/or landscaped to serve as a visual and spatial separation of land uses of dissimilar nature. Buffers are intended to reduce the impact of higher intensity uses on an area of lower intensity.

C

Capital Improvement Plan (CIP). A plan that outlines a community's capital improvement projects for a specified number of years including roads, parks, water, wastewater, storm water and other municipally funded infrastructure to support development in the community.

City Code. Page's enacted and enforced laws regulating the community, including zoning regulations and other development standards.

City Council. Page's legislative body elected by the electorate of the City of Page to enact ordinances, impose taxes, make appropriations, establish policy, and other legislative functions of a municipality.

Community Development Block Grant (CDBG). A U.S. Department of Housing grant program providing funding for a variety of unique community development needs.

Community Facility District (CFD). An infrastructure financing mechanism for the acquisition, construction, operation and maintenance of necessary infrastructure to serve a specific area.



Complete Streets. A roadway that is designed, constructed and operated to accommodate an expanded number of modes of travel including vehicle, transit, bicycle, and pedestrian travel. Complete streets increase social interaction and provide spaces for outdoor activities such as seating and gathering areas.

Conservation. The protection of natural or cultural resources such as riparian areas, hillsides, habitats, native landscape vegetation, and prehistoric artifacts and sites from the impacts of development.

Consumptive Use. Water that is evaporated, transpired, incorporated into products or crops, consumed by humans or livestock, or otherwise removed from an immediate water environment (water body, surface water, or groundwater source or basin).

Corridor, Transportation. A combination of transportation networks that links to destinations.

Cultural Resources. Includes historic, archaeological and paleontological resources, as well as human remains. This may include archaeological and historic resources eligible for or listed on the National Register of Historic Places. Cultural resources include buildings, sites, districts, structures, or objects having historical, architectural, archaeological, cultural or scientific importance.

D

Demographics. Statistical data relating to the characteristic of a population and subgroups within a population.

Development. The construction of buildings and/or establishment of a land use on property. The terms "development" includes the subdivision of land, construction or alteration of structures, and the construction of streets, water and wastewater infrastructure, grading and other activities to facilitate the use of the property.

Dwelling Unit. A building or portion thereof designed and intended to be occupied by a one family for residential purposes as a single housekeeping unit. The term "Dwelling Unit" does not include senior care uses such as assisted living facilities, hospitals, hotels, resorts and other transitory accommodation uses.

Dwelling Unit Per Acre (du/ac). The number of residential units on a gross acre of land.

Development-Ready Site. Areas within a community where planning and infrastructure is complete, or near complete, and ready for construction within a short-term timeframe.

E

Ecosystem. A dynamic and interrelating complex of plant and animal communities and their associated non-living (such as physical and chemical) environment.

Effluent. Wastewater from drains and used for flood or drip irrigation for outdoor plants and utilized as a means of water conservation.

Environment. The circumstances, objects, or conditions by which one is surrounded. The physical conditions including both natural and man-made, which exist within an area including land, air, water, minerals, flora, fauna, noise, and objects of historic or aesthetic significance.

F

Floodplain. A portion of land along a body of water that has the potential to be naturally subjected to flooding.

Future Land Use Map (FLUM). The map showing the Future Land Use Categories and providing the locations, types, distributions, and intensities/densities of land uses allowed in the Page Municipal Planning Area (MPA).

Future Land Use Categories. A classification establishing the allowed type and intensity of development intended by the General Plan.

G

General Plan. A long-range planning document required by Arizona Revised Statute A.R.S. §9-461 to be adopted by a municipality, providing goals, policies, implementation actions, and other elements intended to guide future decision-making concerning development.

General Open Space. An area maintained for open uses, including recreational lands, and other unbuilt vegetated areas.

H

Homeowners' Association (HOA). An organization in a planned community that creates and enforces rules for properties within the community as well as maintains common areas within the community through fees.

I

Incorporated Area. A geographic area that has legally defined boundaries and that is governed by its own municipality.

Infill Development. Development of vacant or under-utilized land (typically individual lots or leftover properties) within areas that are already largely developed.

Infrastructure. All types of man-made, support structures and systems needed for the operation of a community. Examples of infrastructure are roads, bridges, water and sewer treatment facilities, water pipes and other conveyances, power stations and transmission lines, and other similar structures and systems.

J

K

L

Land Use. The occupation or use of land for any human activity or any purpose defined in the General Plan.

Level of Service. A qualitative standard used to measure public services provided by a municipality to serve the function of the community including streets, water, wastewater, parks, public safety and other municipal services.

M

Mixed-Use. A development which integrates residential and non-residential development in vertical or horizontal format and connected with multi-modal transportation to create an active, vibrant and livable neighborhood.

Multi-Family Dwellings. A type of residential development that includes multiple housing units contained in a single structure.

Multigenerational Housing. Housing that accommodates the family needs of a single housekeeping unit to provide semi-separate living quarters to accommodate extended family members such as an accessory suite within a single-family home.

Multi-modal. The capability of accommodating a variety of transportation modes including vehicular, transit, rail, aviation, bicycle and pedestrian methods of travel.

Multi-Use Lanes. Lanes along a roadway that can be shared between bicyclists and motor vehicles.

Municipal Planning Area (MPA). The area of municipal planning influence, including both incorporated and unincorporated areas.

N

Native American Tribes and Nations. A federally- or state-recognized tribe, band, nation, pueblo, village, or other organized group or community Indigenous Americans.

Natural Resources. Naturally occurring materials that have economic or other value, including sustaining and/or enhancing quality of life. Natural resources include rocks/minerals, plants, animals, water, land, and air.

O

Open Space. An improved or unimproved area that has been conserved through zoning, conservation easement or other methods of preservation.

P

Page Municipal Airport. A Class C certified commercial airport primarily used for small private passenger aircraft.

Page Chamber of Commerce. An organization with a focus on economic growth in Page.

Passive Open Space. Passive open space is open space that is intended for passive recreational uses such as sitting, picnicking and for scenic enjoyment.

Paved Shoulders. Paved areas along roadways where bicyclists can ride outside of a vehicular lane.

Planning and Zoning Commission. An advisory board to the City Council, comprised of seven members who are appointed by the City Council to make recommendations to the Council on zoning and land development matters.

Potable Water. Water derived from surface water and ground water that is treated for human consumption.

Public Workshop. In the context of planning, a public workshop is an open community meeting where participants work individually and / or in groups to generate ideas that address planning related issues and opportunities.

Q

R

Redevelopment. The process of building new construction on a site that has pre-existing uses or of renovating existing uses on a site. Redevelopment is generally a strategy for rehabilitating blighted urban areas through renovation.

Renewable Energy. Energy that cannot be depleted or can be regenerated when used. Examples of renewable energy include biomass, wind, and solar power.

Revitalization. Actions taken to improve the economic, land use or other community elements of a neighborhood or area within a community.

Rezoning. An amendment to the official Page Zoning Map changing the zoning designation for a property and establishing an entitlement to allowed uses and development standards as prescribed in the City Code.

Runoff. Stormwater that is not able to permeate into the ground, thus either evaporating or running off into nearby waterbodies or diversion structures.

S

Shared-Use Paths. Off-street paths or trails that are shared between pedestrians and bicyclists.

Steering Committee. Members of Planning and Zoning commission who provided technical expertise and institutional knowledge integral to the development of the General Plan.

Sustainability. The notion of supporting biodiversity and long-term ecological health necessary to the indefinite survival of humans and other organisms. Sustainability encompasses human systems, including economy and development, and biological systems.

T

Transfer of Development Rights (TDR). Transfers of development rights are used to transfer ownership of development potential from lands where development is less desirable to lands where it is more desirable. The land from which development is transferred is generally called the "Sending Property" and the property to which it is transferred is called the "Receiving Property."

Transit. A system or regularly scheduled transportation that is available to the general public.

Transportation Master Plan. A community-wide plan that identifies future transportation improvements needed over a 10-year horizon.

U

Unincorporated Area. A settled geographic area that is not governed by its own local municipal corporation and is instead governed as part of a larger administrative division.

Utilities. Structures or facilities used for generating, transmitting, collecting, or storing water, sewage, stormwater, electricity, and gas.

V

Vision Statement. A statement that describes a future ideal state. It is a declaration of an organization's objectives that guides internal decision-making.

W

Wastewater. Water carrying wastes from homes, businesses, and industries that is a mixture of water and dissolved or suspended solids, or excess irrigation water that is runoff to adjacent land.

Water Reclamation Facility (WRC). A facility designed to remove contaminants from wastewater containing both household sewage and commercial sewage. It includes physical, chemical and biological process to remove physical, chemical and biological contaminants. The facility is specifically designed to meet the needs of the community and its discharge permits.

X

Xeriscape. Arid climate tolerant native plants utilized in landscape designs to conserve water by utilizing low-water use plants and minimizing or eliminating turf areas.

Z

Zoning. The primary tool through which governments control the physical development of and establish the allowable uses of land and other standards and regulations related to the development and use of land.

Page intentionally left blank

1

Introduction

1.1 Brief History of the City of Page

From its unique beginning in 1956, Page functioned as a planned community for workers constructing the Glen Canyon Dam. Originally called “Government Camp,” Page was renamed in honor of Bureau of Reclamation (BOR) Commissioner John C. Page, incorporated in 1975, and eventually transformed into a tourism hub for Lake Powell and the surrounding canyon country in Northern Arizona and Southern Utah. Over three million visitors come to Page each year for one-of-a-kind experiences in the stunning natural environment.

The City of Page is adjacent to the Navajo Nation, the largest Native American tribe in the United States. The Navajo people represent the largest segment of the population in the Glen Canyon area.

Their reservation adjacent to the City encompasses more than 16 million acres (27,000 square miles) and extends into both Utah and New Mexico. Today, the Navajo Nation is home to nearly 175,000 tribal members according to Navajo Nation Wind. While the Nation incorporates many aspects of modern technology, some Navajo retain their traditional lifestyles as farmers and sheep herders.

For many centuries, the canyonlands and sandstone cliffs surrounding present-day City of Page were home to Ancestral Pueblo people (sometimes referred to as Anasazi) whose culture encompassed an enormous geographic region spanning most of the Colorado Plateau. Hopis consider themselves the direct descendants of the Hisatsinom or Ancient



Pueblo peoples. Old Oraibi, located on today's Hopi Indian Reservation southeast of Page, is one of the oldest continuously inhabited communities in the United States.

The population of the City of Page is about 7,500 residents. The rich cultural and historical significance of the City and the surrounding region is truly unique. The City of Page is positioned just within the "Grand Circle" of national parks and other attractions in three states, making it a frequent stop for American and international tourist traffic. The landscape is rugged, surreal, and magical with red rocks, spectacular topography, and endless vistas. Nearby attractions include Horseshoe Bend, Antelope Canyon, Lake Powell, Grand Staircase-Escalante National Monument, Vermilion Cliffs National Monument, Grand Canyon North & South Rims, Monument Valley and Zion National Parks.

1.2 Location

The City of Page's Municipal Planning Area (MPA) illustrated in **Figure 1-1** comprises approximately 24,527 acres, or 39 square miles, in the northernmost portion of Coconino County, Arizona, near the Utah border. Page is situated along State Highway 98 and U.S. Route 89, the primary travel route between southern Utah and northern Arizona. The Page MPA includes approximately 13,934 acres or 22 square miles of federally designated land. The focus area of the Page General Plan excludes federal lands and encompasses approximately 10,593 acres, or 17 square miles.

1.3 Purpose of the General Plan

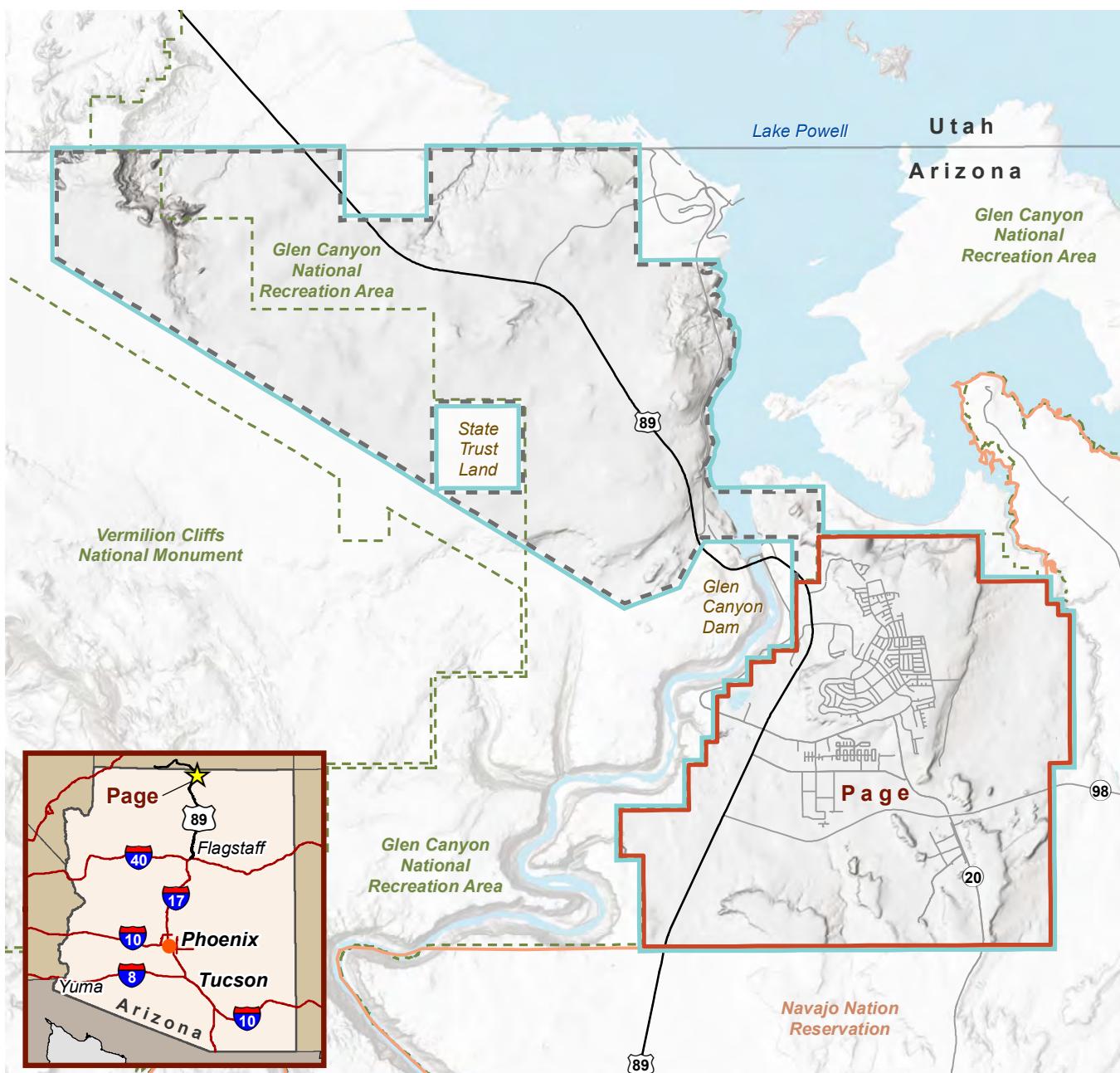
A **general plan is** a long-range, comprehensive document describing the goals and objectives that reflect a community's overarching vision, values, and aspirations. Together with a series of maps and diagrams, these components shape the future of a city by guiding growth and land development decisions in accordance with that city's goals. General plans are intended to be used by everyone from citizens to developers, city employees, and elected leadership. The guidance found within is developed by those whom the general plan will serve. General plans provide at least three key things:

- 1 Comprehensive:** General plans provide overarching and citizen-directed policy guidance that can be used to direct future land use and resource decisions.
- 2 Broad scope:** All general plans in the State of Arizona must address at minimum the topics of land use and circulation. Additional topics may be required depending on the population of the community. Other elements can be included beyond the requirements based on specific needs and concerns of the community.
- 3 Long-range:** General plans provides long-range guidance (20 years or longer) on how the vision for a community can be attained.

Arizona Revised Statutes (ARS §9-461.05A) requires each city adopt a comprehensive, long-range general plan to guide the physical development of its community. Further, §9-461.05-06 requires each city update its general plan every ten years to ensure consistency with the evolution of the community. The **Page 2040 General Plan** is an update to the Page 2006-2026 General Plan and will serve as the required statutory update. Statute (§9-461.05.C.1.(a)) dictates that communities with the population and growth rate of Page must include two elements in their plans: land use and circulation.

A **general plan is not**: a zoning map, a tool to promote special interests, a static, unchangeable document, a detailed policy for specific properties or areas, or a capital improvement program.

Figure 1-1. Municipal Planning Area



Legend

- Incorporated City of Page (General Plan Focus Area)
- Federally Designated Area
- Page Municipal Planning Area (MPA)
- Navajo Nation Reservation
- National Recreation Area/Monument
- State Border
- US Highway
- Street

Source: City of Page, 2022. United States Geological Survey/US Census, 2022.

0 $\frac{1}{2}$ 1 2 Miles



1.4 Vision Statement

A vision statement describes a desired future condition and articulates the shared aspirations of community residents, property owners, leadership, and other stakeholders. Page's vision serves as a source of inspiration and guidance for the **Page 2040 General Plan**. The statement contains the key values governing all the subordinate goals, policies, and implementation actions in this General Plan. The vision for this General Plan is:

The City of Page shines as an eco-tourism destination and gateway to the world-renowned Grand Circle of National Parks. Page is a welcoming and family-friendly community that prioritizes education, respects cultural diversity, and preserves the scenic environment. This vibrant and active city is fiscally responsible and provides a diverse economy that offers housing, healthcare, and employment opportunities, as well as entertainment, dining, and recreational choices for residents and tourists of any age.

Vision Statement Explanation:

Elements of the Vision Statement have been extrapolated from numerous public meetings with stakeholders and citizens, as well as from work sessions with elected and appointed officials and City staff. Common themes from the public meetings are listed below.

- Develop Page as the internationally recognized gateway destination and "hub" for the Grand Circle region
- Continue to focus on being a family-oriented, family-sustainable City
- Enhance access to available and affordable attainable housing
- Establish processes to be development friendly
- Develop measures to enhance the community's economic development, commercial diversity, and medical infrastructure
- Capitalize on the region's unique location and scenic beauty, its desirability as an international travel destination, and unparalleled recreation opportunities
- Develop measures to improve the City's education system
- Develop an improved and walkable downtown that establishes a unique sense of place
- Continue to value and prioritize the development and maintenance of open space amenities and recreation opportunities for the community

1.5 Public Engagement

Rigorous, thorough, and transparent public participation is a vital part of the planning process and is critical to developing a community-supported general plan that is inclusive of all residents' and stakeholders' needs and plans. Participation by the community is vital to the success and longevity of any general plan. Significant efforts were made to draw as many citizens as possible into Page's planning process to ensure

broad representation. The City of Page engaged the public primarily through a General Plan Steering Committee, City Council workshops, individual/focus group interviews, and community meetings, as shown in the timeline in **Figure 1-2**.

- The City of Page utilized the skills and knowledge of a **Steering Committee** that was comprised of the Planning and Zoning Commission. The Steering Committee served a dual role in the development and assembly of the General Plan. Serving in their official Commission role, members heard presentations and participated in public meetings. In their capacity as the Steering Committee, members provided technical expertise and institutional knowledge integral to the plan.
- The Page **City Council is a legislative body.** **Members** engaged in visioning exercises at joint workshops with the Steering Committee and the public early on and again mid-process to review the draft plan. The City Council ultimately approved the final document based on the Commission's recommendations.
- Numerous **individual and focus group interviews** were conducted with a large sample of Page employees, business people, civic activists, and others. Each perspective represented a larger group of Page residents. Information collected served to enhance the plan's accuracy.
- A series of three **community meetings** were conducted during the twelve-month process. Each meeting was designed to garner strategic input: Vision Statement and Opportunities and Challenges exercises focused on the community's vision statement and planning opportunities and challenges were conducted to help pinpoint the city's true character. A Town Hall meeting solicited input from the public on issues of importance regarding future growth. The public was also asked to comment on the draft General Plan. In addition to the three specific community meetings, the public was also encouraged to attend the final Planning and Zoning Commission and City Council hearings.

In addition to the formal meetings, the City maintained a website www.page2040generalplan.com throughout the process that included general information, a means for the public to engage through surveys, interactive maps, and a means to leave open-ended, direct comments.

Figure 1-2. Project Timeline



1.6 Plan Administration

General plans are intended to be living documents that evolve as a community grows. Planning cannot account for every possible contingency thus documents must respond to changing conditions and needs.

Amendments

Amendments to this Plan may be initiated by the City or may be requested by private individuals or agencies in accordance with the procedures set forth in state law. Amendments to this Plan shall be classified as major amendments or minor amendments. Major amendments may be considered by the City Council only at a single hearing designated each year for such cases, must be submitted and heard in the same calendar year, and must receive an affirmative two-thirds majority vote of the City Council for approval. Minor amendments can be heard and considered by the City Council at any time and must receive an affirmative simple majority vote of the City Council for approval.

Major Amendments

In accordance with Arizona Revised Statutes (ARS) §9-461.06, an amendment Page's General Plan is to be considered major if the resulting change is a "substantial alteration of the municipality's land use mixture or balance," as established in the Plan.

Amendments to this Plan will be considered major amendments if they meet one or more of the following criteria and would substantially alter land-use mixture or balance:

- A change involving more than 80 acres
- A change or changes in the Plan narrative that conflict with or alter Plan goals and/or policies

Minor Amendments

Any change that does not meet at least one of the above criteria for a major amendment is considered a minor amendment and may be addressed by the City Council at any point in the calendar year according to the regularly scheduled review and hearing process. General housekeeping items such as updates to the implementation plan, typographical corrections, and the addition of new reference plans will be considered minor amendments.

Calculation of Density

Residential land use densities were calculated using gross density; i.e., parcels per acre (total number of proposed residential parcels divided by the total gross land area proposed for residential development).

Relationship to Other Documents

No single planning or forecasting document stands alone. Instead, these documents are integrated and mutually informing. Thus, many plans shown below have been included by reference in the **Page 2040 General Plan**, which serves as the foundational document in the city's development.

- Economic Development Recovery and Resiliency Plan (2021)
- Citywide Parks and Recreation Plan (2016)
- Page Utility Master Plan (2019)
- City of Page Small Area Transportation Study (2007)
- Downtown Streetscape Master Plan (2021)
- John C. Page Memorial Park Master Plan (2016)
- Airport Master Plan (2019)
- Economic Strategic Plan for the Lake Powell Region (2017)

1.7 Plan Structure and Elements

Legislative Guidance

On May 29, 1998, Governor Jane Hull signed the Growing Smarter Act into law, which was subsequently enacted on May 18, 2000. The Act requires cities and counties to address issues associated with urban growth and development. It was intended to strengthen the ability of communities in Arizona to plan for growth and to acquire and preserve open space.

An element is a specific section of a general plan that discusses a particular planning topic. The **Page 2040 General Plan** will have additional elements that address economic development, housing, public facilities/services, water resources, and open space/recreation.

In the **Page 2040 General Plan** each element will be discussed in a dedicated chapter. Each chapter will include an introduction, an assessment of current needs and data, a review of supporting trends, maps, tables, or graphics depicting current conditions, and an assessment of future needs. Future needs will be based on trends, community input, and forecasting. Maps depicting these plans will be included wherever appropriate. Goals and policies directly pertaining to future needs will round out each chapter.

A **goal** is defined as an objective or target that a community is trying to achieve, while a **policy** is a specific course or principle of action to guide and determine present and future decisions. Finally, the goals and policies specified in the chapters will be extracted and translated systematically into attainable implementation tasks in the final chapter, Implementation.

These implementation tasks, or recommended actions are the product of an ad hoc **Community Improvement Group**. This group was comprised of two local business owners, two mothers of children in the Page Unified School District, and two very active and longtime residents. The group was guided by the Planning Director.

The group produced 42 separate ideas, including facilities and/or projects to be developed or implemented to help attain the future community as described in the Vision Statement by 2040. Each idea, facility, and project was put through rigorous benefit versus investment analysis process. 22 recommended actions resulted and those were incorporated into the General Plan.



The General Plan's organization is as follows:

- **Chapter 1:** Introduction
- **Chapter 2:** Land Use
- **Chapter 3:** Economic Development
- **Chapter 4:** Housing
- **Chapter 5:** Public Facilities and Services
- **Chapter 6:** Circulation
- **Chapter 7:** Water Resources
- **Chapter 8:** Open Space and Recreation
- **Chapter 9:** Implementation

2 Land Use Element

2.1 Introduction

This Land Use Element emphasizes two key components for guiding new growth and redevelopment in the City of Page. The first is the Future Land Use Map (FLUM), which is a diagram that designates the type, distribution, and intensity/density of land use allowed for parcels in Page's MPA. The second includes the goals and policies at the end of this chapter that will guide sustainable growth to maintain and enhance the positive quality of life in the city. This element will serve as a policy guide for planners, property owners, developers, and decision makers to inform future decisions and shape growth, preserve open space, and implement the community's vision. Arizona Revised Statutes (§ 9-461.05) require Page's general plans include a land use element, and this chapter meets the statutory requirements.

The Land Use Element's organization is as follows:

- **Existing Land Use Analysis:** This section describes the Municipal Planning Area and the general development pattern that exists in the City of Page today.
- **Future Land Use Analysis:** This section discusses growth trends and the implications of growth. It also describes the realization of the community's Vision Statement through the designation and placement of future land uses via the Future Land Use Map and how those designations could be implemented best through zoning.
- **Land Use Goals and Policies:** This section provides the City of Page's future land use goals, as well as specific and related policies for attaining these aspirations. Chapter 9 will extrapolate and translate applicable goals and policies into implementation tasks that can be systematically completed over the next 20 years.



2.2 Existing Land Use Analysis

The City of Page comprises approximately 22 square miles and had an estimated population of 7,440 in 2020 according to the United States Census - American Community Survey. Conservatively using the same 5% growth rate seen from 2010 to 2020, the City's population will reach approximately 8,326 by the year 2040. However, the City's Water Master Plan projects a population base of 10,500 by 2040. In the City's focus area, the current population density is 456 persons per square mile and, if growth is aggressive, is projected to rise to 634 persons per square mile. An increase in population density is accounted for within this analysis.

Municipal Planning Area

A typical Municipal Planning Area (MPA) in Arizona is defined as a region prospectively considered for future use by a municipality as a planning tool. An MPA is not always the same as a municipality's incorporated or regulatory area and may include open space, and recreational areas. Including land in a city's MPA does not obligate a city to provide services towards incorporation. The City of Page's MPA covers 39 square miles, or 24,527 acres, and includes federal lands positioned to the north of Page's current boundary. These federal lands, which encompass 21.77 square miles, or 13,934 acres, are shown in **Figure 1-1**. These federal lands, however, are not within the primary planning area for the City of Page, nor the focus of the **Page 2040 General Plan**. The



Horseshoe Bend - City of Page

focus area of the City is 16.55 square miles, or 10,593 acres, and is illustrated on the FLUM (Figure 2-1) and all subsequent general plan maps. The boundary of the focus area is generally defined as Coppermine Road and the Page Municipal Airport to the east, Highway 89 to the west, Highway 98 to the south, and the Colorado River canyon to the north. The City of Page benefits from the unusual opportunity of owning nearly 83% of the land within its MPA, which allows greater control over developments that occur in the City.

General Development Pattern

The City's land use pattern was largely dictated by access to US Highway 89. This highway is a major roadway connecting northern Arizona and southern Utah, as well as providing the primary southern access to the Grand Circle of National Parks. Highway 89 also provides access to Wahweap Marina. The existing land use pattern in the City of Page has been characterized by vast open spaces surrounding the picturesque escarpments and a relatively compact suburban area inside the area ringed by buttes. The City of Page has influenced the location of growth. As the primary landowner, the city has been able to maintain control over most development, with the general plans specifying how that control is to be exerted. Development in Page has also been influenced by the infrastructure system that was originally created for the government camp first developed in the area. The City has successfully avoided the "leapfrog sprawl" development experienced in many other Arizona cities as a result of the influence the City enjoys as primary land owner, the natural topographical constraints, characteristics of the infrastructure system, and the promotion of infill development. These influences have contributed to a contiguous and contained development pattern in a relatively small geographic area.

2.3 Future Land Use Analysis

Implications of Growth

Land use is inextricably linked to the other elements discussed in the **Page 2040 General Plan**. The type and distribution of land use relates directly to economic development trends and outcomes. The development prescribed throughout the Land Use Element and a growing economy will need to accommodate increased traffic, as addressed in the Circulation element, and water infrastructure, as noted in the Water Resources Element. Increases in population will increase demand for quality-of-life factors, including ample and well-maintained open spaces and recreation discussed in the Open Space and Recreation Element, high quality education and medical options and a safe community as planned in the Public Facilities and Services Element, and an ample and diverse housing stock, as noted in the Housing Element. The City of Page is prioritizing development and understands that it will need to continue prioritizing resource enhancement with the systematic funding of infrastructure in the City's Capital Improvement Program. Additionally, as Page grows, land uses must be planned thoughtfully, and development must happen in a manner compatible with existing uses.

Growth Trends

From 1980 to 2020, the City's population increased by over 50%, rising from 4,907 residents to a current estimate of 7,551. During this 40-year period, the City's housing stock increased by 82%, rising from 1,758 to 3,202 units. The dominating factors impacting the City's growth include available housing stock that is affordable to the average resident; availability and cost of land, as well as infrastructure support, namely water and electric. Given the City's ownership and consequent ability to give competitive advantage to all development interests, its fiscal soundness its prioritization of

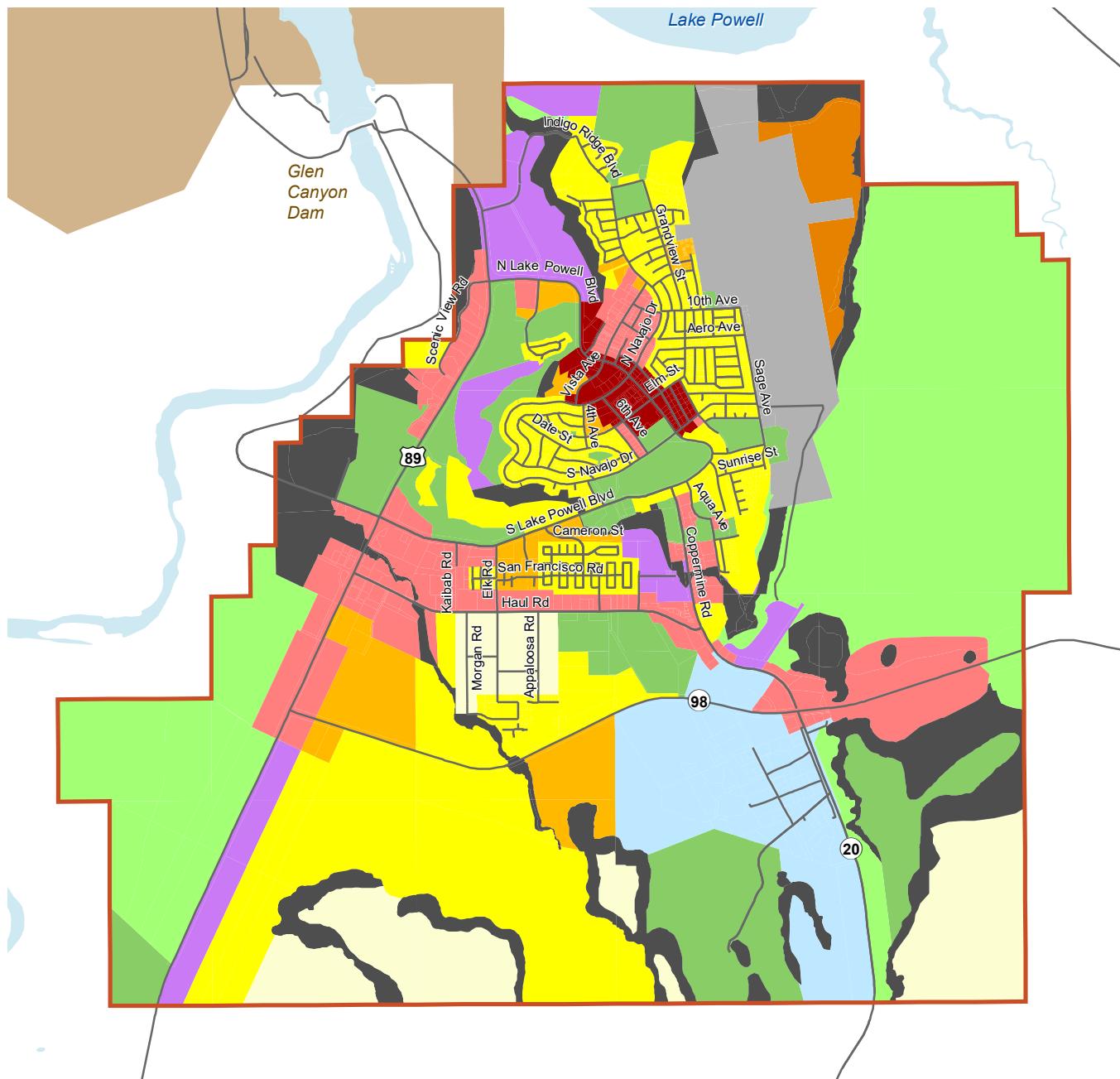
building and maintaining its infrastructure, as well as its proactive approach to water conservation to increase redundancy and supply, Page is in a strong position for continued and aggressively increased growth.

Future Land Uses

The FLUM in **Figure 2-1** depicts the envisioned land uses for the City's focus area and represents the intended balance of land uses as conveyed in the community's vision. Land use designations do not control existing zoning; however, as land is rezoned and developed, uses must conform to the City's FLUM. Land uses shown on the FLUM are categorized as thirteen (13) land use designations, or types. Showing a balanced mix of uses, **Table 2-1 and Table 2-2** summarize the land area for each designation and briefly describe the designations and related zoning district(s). The related zoning districts are listed for illustrative purposes only and can be reinterpreted by the City's Planning and Zoning Director without amending the general plan.



Figure 2-1. Future Land Use Map



Legend

Future Land Use		Mixed-Use	City of Page
Rural Residential		Yellow	
Neighborhood Residential		Yellow	
Multi-Family Residential		Orange	
Airport Residential		Orange	
Business Commerce		Pink	
Downtown Area		Dark Red	
		Light Blue	Street
		Light Green	Open Space
		Dark Green	Public
		Grey	Airport
		Brown	Federal Lands
		Black	Undevelopable

Source: City of Page, 2022.

0 $\frac{1}{2}$ Miles



Table 2-1. Future Land Use Designations

Designation	Total Square Miles	Total Acres	Percentage of Total
Rural Residential	1.25	799.7	3.25
Neighborhood Residential	3.98	2,545.5	10.38
Multi-Family Residential	0.59	377.6	1.54
Airport Residential	0.23	147.2	0.60
Business Commerce	1.34	855.3	3.49
Downtown Area	0.19	121.1	0.49
Mixed-Use	0.87	553.9	2.26
Employment	1.02	651.6	2.66
Open Space	2.70	1,729.0	7.05
Public	1.89	1,211.0	4.94
Airport	0.56	549.8	2.24
Federal Lands	21.77	13,933.7	56.81
Undevelopable	1.64	1,052.1	4.29



Table 2-2. Future Land Use Descriptions

Designation	Description	Related Zoning Districts
Rural Residential	The Rural Residential designation denotes areas that have large-lots. Development in areas with this designation should retain the rural character of the areas and be relatively low in density with up to one development unit per acre (du/ac). These areas should also have schools, parks, trails, open spaces, and roads with improved vehicular access to maintain quality of life.	RE-2A, RE-1A, POS
Neighborhood Residential	The Neighborhood Residential designation denotes areas that have a broader range of existing residential development than do Rural Residential areas, with densities of 1 to 6 du/ac. Neighborhood development includes single-family and manufactured or modular units as well as non-residential, integrated land uses such as churches, schools, and parks that support neighborhood functionality and livability and residents' health and quality of life.	R1-8, R1-7, R1-5, R-2, MHP, MHS, HRSD POS
Multifamily Residential	The Multifamily Residential designation denotes areas primarily comprised of multifamily units, such as apartments and condominiums at more than 6 du/ac, as well as non-residential, integrated land uses that support multifamily functions and contribute to livability, such as churches, schools, and parks.	RM
Airport Residential	The Airport Residential designation denotes a specific portion of the focus area that supports larger-lot airport and runway accessible residential only.	ARSD
Business Commerce	The Business Commerce designation denotes areas with commercial development. Uses should have access to major roads and public transit that connect to Neighborhood and Multifamily areas, yet also benefit from walkability.	C-1, C-2, SC
Downtown Area	The Downtown Area designation denotes a specific, bounded central business district in the focus area.	CBD
Mixed-Use	The Mixed-Use designation denotes live, work, and play areas that include a vibrant array of uses with destination locations. These uses may include, but are not limited to, entertainment, research and development and school campuses, employment complexes, hotels and resorts, residential, and places that draw tourists while contributing to the overall livability of the community.	C-2, MU, PAD, HRSD, R1-6, R-2
Employment	The Employment designation denotes areas of development dominated by employment opportunities that contribute to the overall local and regional economies. These may include industrial uses, such as warehouses and manufacturing facilities, as well as business parks. Industrial uses should be buffered and/or separated from existing or planned residential uses. Uses in Employment areas should have vehicular access to major arterials.	IP, BP
Open Space	The Open Space designation denotes areas with agricultural uses, parks that offer active recreational opportunities, and natural areas that are intended for passive public recreation and resource conservation and contribute to the natural character and scenic beauty of Page. Statutorily, Open Space areas are limited to densities of no more than 1 du/ac.	POS
Public	The Public designation denotes government-owned or managed lands used for a governmental or quasi-governmental purpose.	PQP
Airport	The Airport designation denotes land specifically set aside for the Page Municipal Airport.	AP
Federal Lands	The Federal Land designation denotes the 22 square miles of land located north of the Page focus area. These areas are not part of the City's planning process at this time.	FL
Undevelopable	The Undevelopable designation includes areas characterized by topographical elements that prevent development.	UNDV

2.4 Land Use Goals and Policies

- Goal LU.1** The City of Page will guide land use to create a development pattern that provides opportunities for diverse, active lifestyles and an excellent quality of life.
-
- Policy LU.1.1** The City of Page supports development in the Rural Residential land use area that preserves large lots and the overall rural character. Large, open space buffers should be utilized to separate the dwelling units from other residential or non-residential uses.
-
- Policy LU.1.2** The City of Page supports development within areas designated Neighborhood Residential that provides opportunities for complementary integrated community uses, such as schools, churches, and parks. Multimodal connectivity between neighborhoods and other uses such as parks and commercial development should be preserved and created.
-
- Policy LU.1.3** The City of Page supports residential densities in Neighborhood Residential areas of 1 to 3 du/ac in all locations and 3 to 6 du/ac where primary access from a major collector or arterial is available. Higher density single-family residential should be used as a transition to more intense residential uses.
-
- Policy LU.1.4** The City of Page supports residential densities in Multifamily Residential areas of 6 du/ac or more. Such developments should have direct access to arterial collector roads and be used as a transition to commercial or mixed-use development.
-
- Policy LU.1.5** The City of Page supports land use density and intensity that corresponds to existing and/or planned infrastructure capacity and natural resource capacity.
-
- Policy LU.1.6** The City of Page supports connecting new and existing residential developments to the bicycle and pedestrian network.
-
- Policy LU.1.7** The City of Page supports encouraging commercial and employment centers that respond to the City's economic needs and that correspond to Page's targeted economic sectors.

Goal LU.2 The City of Page will ensure that non-residential development is considerate of existing and future residential uses.

Policy LU.2.1 The City of Page supports commercial development adjacent to existing or future single-family and multifamily residential, if designed with appropriate buffers and setbacks.

Policy LU.2.2 The City of Page supports creating a medical complex as a priority.

Goal LU.3 The City of Page will support expanding the Page Municipal Airport.

Policy LU.3.1 The City of Page will support expanding the Page Municipal Airport in conformance with the Airport Master Plan.

Policy LU.3.2 The City of Page will protect operations at the Page Municipal Airport from land uses that are incompatible with airport operations.

Policy LU.3.3 The City of Page supports developing a marketing campaign to promote the Page Municipal Airport nationwide.

Goal LU.4 The City of Page has a strong employment base providing a range of job opportunities with competitive salaries.

Policy LU.4.1 The City of Page supports protection of areas suitable for large-scale office parks and industrial activities, such as distribution, logistics, manufacturing, and other uses that create employment opportunities.

Policy LU.4.2 The City of Page supports enhancing and ongoing marketing of its tourist industry nationwide.

Policy LU.4.3 The City of Page supports protecting existing industrial and business park development from encroachment by incompatible development.

Policy LU.4.4 The City of Page supports employment uses that mitigate any potential negative operational impacts, including negative impacts to the natural environment.

Goal LU.5 The City of Page is a thriving city that is an attractive destination for new growth.

Policy LU.5.1 The City of Page supports prioritizing growth in areas with existing infrastructure or in areas where infrastructure can be expanded in a fiscally sound manner.

Policy LU.5.2 The City of Page encourages green infrastructure that supports environmental health and natural resource sustainability.

Policy LU.5.3 The City of Page supports enhancing the historical character of the downtown area through an integrated landscape, signage, and an architectural theme.

Policy LU.5.4 The City of Page supports improving its branding and marketing efforts to promote the city throughout the focus area.

Page intentionally left blank

3

Economic Development Element

3.1 Introduction

Economic development plays a vital role with respect to the City's ability to ensure quality jobs for its residents, secure a tax base to fund adequate municipal services and facilities, and actualize its economic vision. The City of Page is much more than just a gateway to Lake Powell, national parks, and other recreation areas; it is a community that thrives on service. An economic development element is not required of the City of Page under

Arizona Revised Statutes (§9-461.05); however, the City has deemed it an important topic to discuss in their general plan. The element is structured to emphasize Page's strengths and to encourage investment in the local workforce, innovation, marketing, housing development, and the formation of external and internal partnerships. Focusing on these areas will support Page in its efforts to continue growing and diversifying its economic base and secure the City's role as a strong economic driver for the region.

The Economic Development Element is organized as follows:

- **Community Profile:** This section describes Page's existing economy, including breakdowns of various economic considerations and factors.
- **Future Economic Context:** Following the community profile, a prospective overview of the City of Page's economic ascendancy and future growth is provided.
- **Economic Development Goals and Policies:** This section includes the City's future economic goals, as well as specific policies for attaining these aspirations. Chapter 9 of the General Plan extracts applicable goals and policies from this section and translate them into implementation tasks that are systematically attainable over the next 20 years.

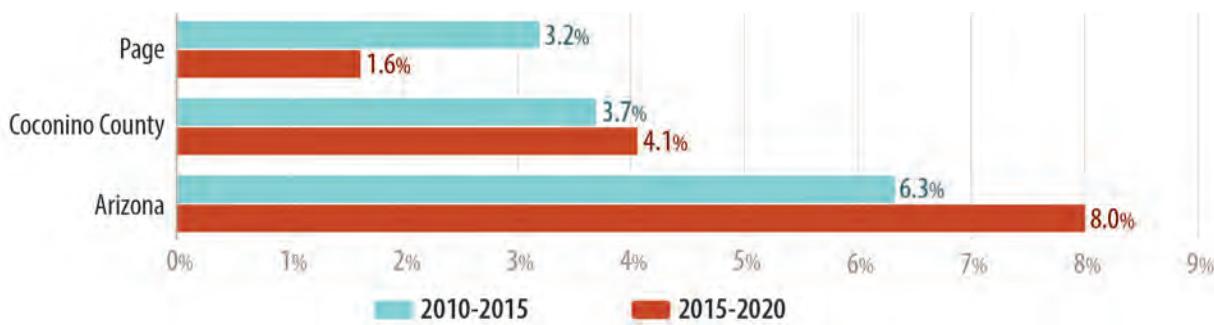


3.2 Existing Community Profile

The City of Page is in northern Arizona near the southern shore of Lake Powell. The City of Page is known as the Gateway to the Grand Circle of national parks and recreation areas and Lake Powell. The incorporated area of the community consists of 16.56 square miles of land. Page is bounded by the Glen Canyon National Recreation Area to the north, the Colorado River to the west, and the LeChee Chapter of the Navajo Nation to the south and east. The American Community Survey estimated Page's population was 7,551 people in 2020.

Page's existing demographic, economic, and housing characteristics are summarized below. It should be noted that the data presented is from a variety of publicly available surveys with varying margins of error. Information is not absolute but is the best data available.

Figure 3-1. Population Percentage Change (2010-2015; 2015-2020)



Demographic Characteristics

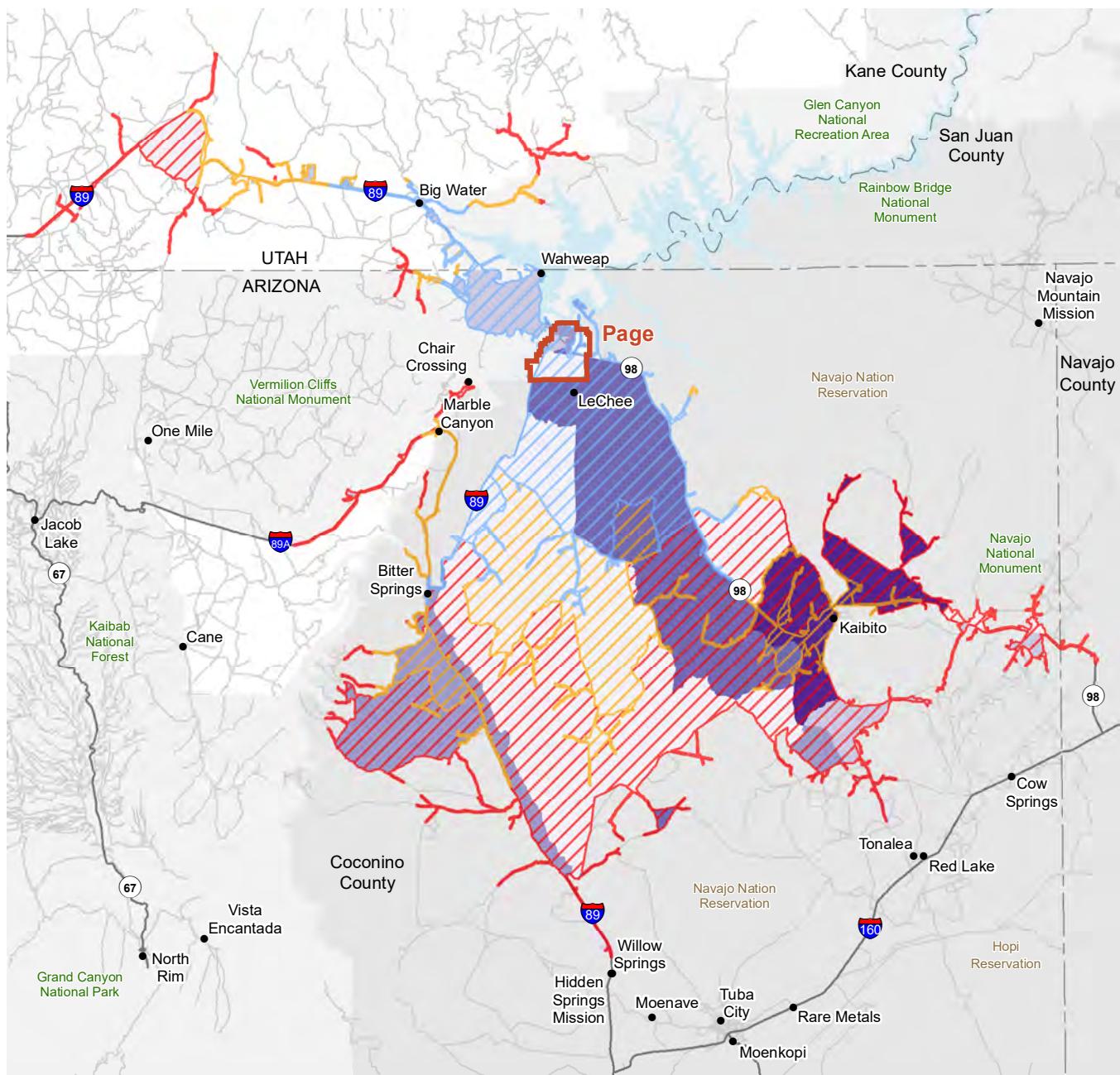
From 2010 to 2020, the City's estimated population increased by 5%, rising from 7,199 to 7,551 estimated residents. Page's population continues to account for a relatively constant share of Coconino County's population at 5.5% in 2010 and 5.3% in 2020.

Figure 3-1 illustrates the population percentage change from 2010-2015 and 2015-2020 in Page, Coconino County, and in Arizona, at large. The figure reveals that Page's growth slowed from 2010-2015 to 2015-2020, while Coconino County and Arizona saw increasing growth over the second 5-year period. Although growth slowed from 2015-2020 compared to 2010-2015, the overall growth trend remained positive. Steady population growth

helps the economy in numerous ways, including sustained and increasing human capital and workforce, enabling greater industry specialization, and creating more consumption and expenditure to be injected into the local economy. Page's steady growth rate gives confidence to the estimates shown in Figure 3.1.

Figure 3-2 shows how the population is distributed throughout Page and surrounding areas. The darker shade of purple indicates a higher population density, while lighter shades indicate lower densities. The color of roadways indicates the drive time from locations throughout the surrounding area to Page in terms of minutes.

Figure 3-2. Population Distribution in Page and the Surrounding Area



Legend

2019 Population	Drive Time from Page	
521 - 749	30 minutes	City of Page
750 - 950	45 minutes	County Boundary
951 - 1,247	60 minutes	Park/Preserve/National Monument
1,248 - 1,755		Native American Reservation
1,756 - 2,080		Water Body

Road Type

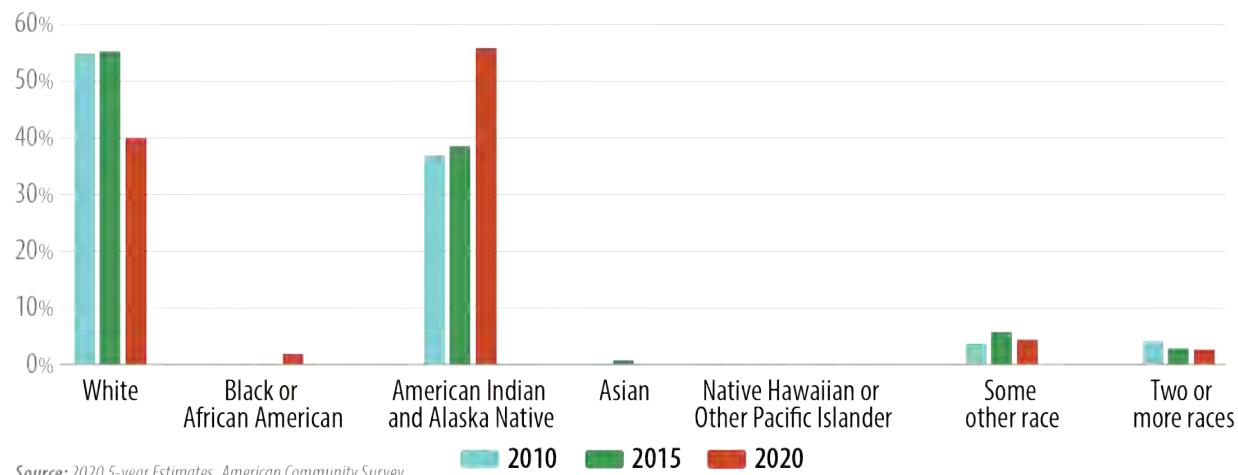
- US/State Highway
- Local Road

Source: Matrix Design Group, 2022. American Community Survey (ACS), 2019.

0 5 10 15 Miles



Figure 3-3. Population Ethnicity in Page, 2010, 2015, and 2020

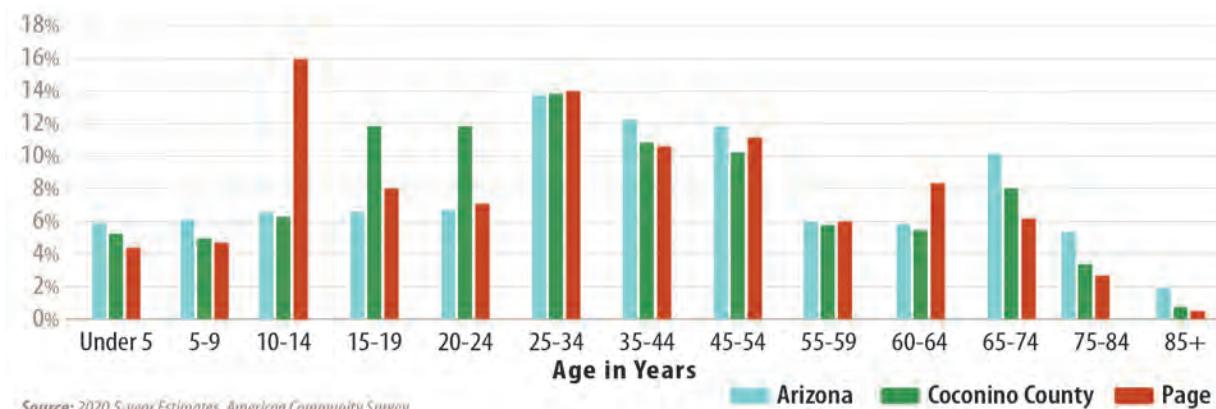


Page's race distribution is shown in **Figure 3-3**. The reduction in the estimated percentage of White residents and corresponding increase in the estimated percentage of American Indian and Alaska Native residents is noteworthy. The relative percentages effectively reversed from 2010 to 2020. The percentage of residents that fall into other racial categories remain generally consistent during the same time period. The potential significant shift in the underlying demographic makeup of the City is significant, if accurate. It is important to recognize, however, that the American Community Survey data can have significant margins of error, especially with smaller sample sizes such as for Page. This breakdown of race

is highly intriguing and suggests a transforming community that may bring with it tremendous opportunities, as well as new challenges.

Figure 3-4 shows the age distribution within the community by cohort, i.e., the percentage of a population that falls into specific age ranges. The most significant difference between Page, Coconino County, and Arizona is the share of Page's population that was 10 to 14 years old. Having such a large jump from 2015 to 2020 for this cohort is significant. With a horde of younger individuals, this gives Page a wonderful opportunity to inculcate and mentor the next generation of entrepreneurs and community leaders that will form the cornerstone

Figure 3-4. Population Age Distribution in Page, Coconino County, and Arizona, 2020



of the community. Keeping the youth in Page will be a significant challenge, especially in a highly mobile and transient modern world, but the benefits from retaining young people who are knowledgeable and passionate about their community is colossally advantageous.

Figure 3-5 encapsulates the differences in educational attainment among residents of Page, Coconino County, and the State of Arizona in total. The most difference is the much smaller percentage of residents who have a bachelor's degree or higher in Page, which was 16.9%, compared to 37.6% and 30.3% in Coconino County and Arizona, respectively. Educational attainment typically indicates what sectors are most suitable for a community's workforce to support. Attainment, in turn, impacts recruitment efforts in allowing for strategic marketing that targets industries most likely to succeed in the area and that promotes the available workforce to those industries.

Economic Characteristics

Economic growth and expansion hinges on a transformation of the current economic setting. Without a complete grasp of current economic data points, it would be a painfully toilsome process through trial and error to advance an economy. The current labor force in Page is strong, with a relatively young population on the rise who will continue to strengthen the City's workforce. **Table 3-6** details characteristics of the labor force. The Page labor force participation rate is approximately 68%, which is above the national average and should be considered a positive. Similarly, the unemployment rate, which is defined as the percentage of the civilian labor force that is unemployed, was 9.8% in 2020. The rate is in line with national averages experienced during the same year and as impacted by the pandemic.

Figure 3-5. Comparison of Educational Attainment by Highest Level of Achievement

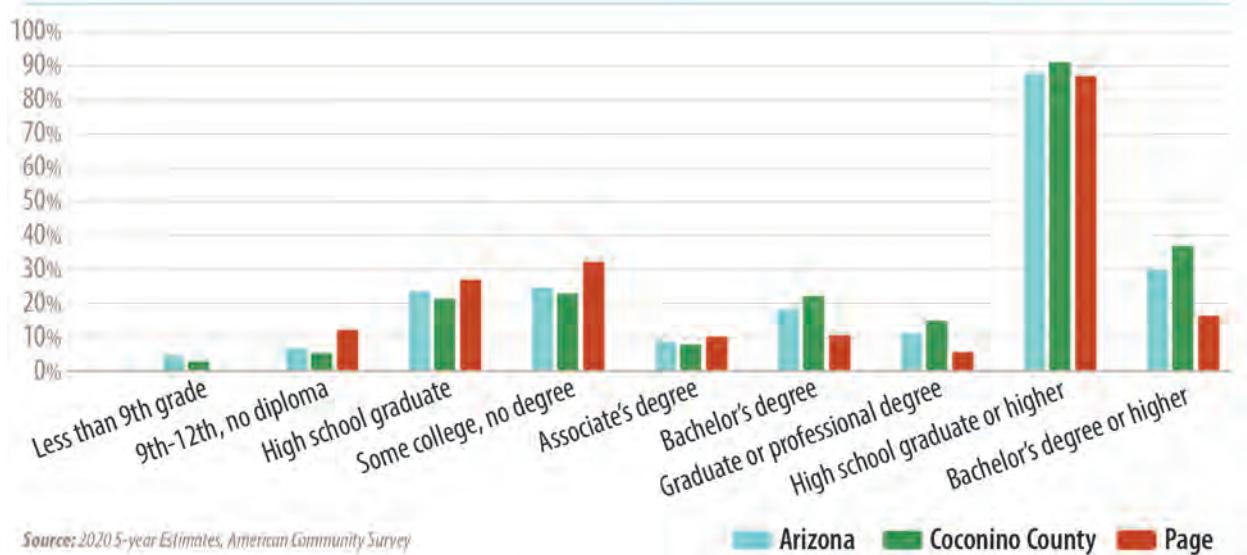


Table 3-6. Employment Status, 2020

	Estimated Population	Percentage (%) of Population
Population 16 years and over	5,495	
Civilian labor force	3,736	68.0%
Employed	3,369	61.3%
Unemployed	367	6.7%
Armed Forces	0	0.0%
Not in labor force	1,759	32.0%

2020 5-Year Estimates American Community Survey

Figure 3-7 highlights the top five industries in Page by employment. Thirty-one percent (31%) of Page's workforce is concentrated in the Arts, Entertainment, Recreation, and Accommodation and Food Services sector, which confirms Page's status as an outdoor recreation and tourism hub and supports City leadership's goal of expanding this sector. In recognition of the City's efforts to ensure the success of the accommodation industry, The City of Page received the 2022 Hotelier of the Year award. The award acknowledged the efforts made by the City to set the statewide standard in the industry for safe, responsible Covid-19 procedures. Page has also been named Arizona's first AZSAFE+CLEAN City.

Other major drivers of Page's economy include Transportation and Manufacturing but given the difficulty in recruiting and expanding these sectors, the goals and policies presented in Section 3.4 direct efforts elsewhere.

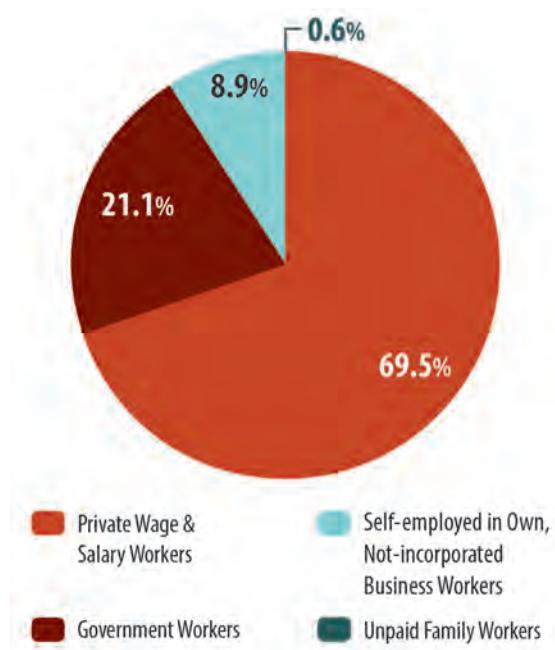
Page will continue to gain traction as a regional retail/service center, supporting Page's residents, as well as residents in the surrounding region. In addition, international tourism in the Glen Canyon National Recreation Area and other scenic areas has invigorated the local retail and service industry. Consequently, the majority of Page's private sector employment (nearly 64%) is in Arts, Entertainment, and Recreation, Accommodation and Food Services; Educational Services and Health Care and Social Assistance; and Retail Trade.

The most conspicuous findings from Figure 3.7, are the salary changes that the Accommodation and Food Services and the Transportation and Warehousing sectors have seen. At the same time, there has been a decline in educational services, although it may be regaining strength as shown by the increase from 2015 to 2020.

Figure 3-7. Percentage of Total for Page's Top 5 Industries by Employment, 2020



Figure 3-8. Distribution of Labor Force per Class of Workers, 2020



Source: 2020 5-year Estimates American Community

Figure 3-8 shows the distribution of Page's labor force in terms of the U.S. Census Bureau's various classes of workers (government, private, self-employed, etc.). Along with educational attainment levels, this information can help guide Page in the development of strategic policies and programs that support local businesses, facilitate career development and service expansion in existing sectors, and attract new industries relative to business, consumer, and workforce capabilities and interests.

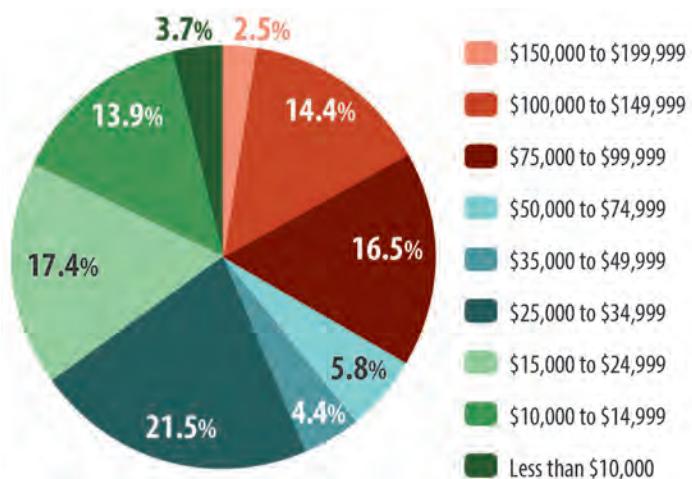
Roughly 21% of Page's labor force works in the public sector, which includes public school teachers and other school and district employees. This is consistent with the Educational Services, Healthcare, and Social Assistance Industry being a primary employment industry for the area. Notably, nearly 9% of Page's labor force is self-employed. This is approximately 3% higher than the national average, according to the latest news release from the Bureau of Labor Statistics.¹

¹ <https://www.bls.gov/news.release/pdf/empstat.pdf>

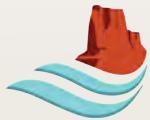
The data suggest a particularly entrepreneurial community and potential benefit to supporting services and facilities such as business marketing and management training programs. This may also present an opportunity to create coworking spaces that can help foster the next generation of businesses and business leaders in Page and their contributions to community resources and current and future economic health.

The income distribution shown in **Figure 3-9** indicates residents are earning substantial wages relative to the cost of living in the area. Over half (52.8%) make \$50,000 a year, or more, and over 30% make \$75,000 a year or more. The data have several implications for Page. High income levels are a significant attractant of future residents and businesses and can also help determine what industries could meet or raise current standards of living to target recruitment efforts. Income levels further point to a potential for increased tax revenues to help ensure public services and community amenities keep pace with growth and development and help distinguish Page as a desirable place to live.

Figure 3-9. Income Distribution in 2020 Inflation-Adjusted Dollars



Source: 2020 5-year Estimates American Community

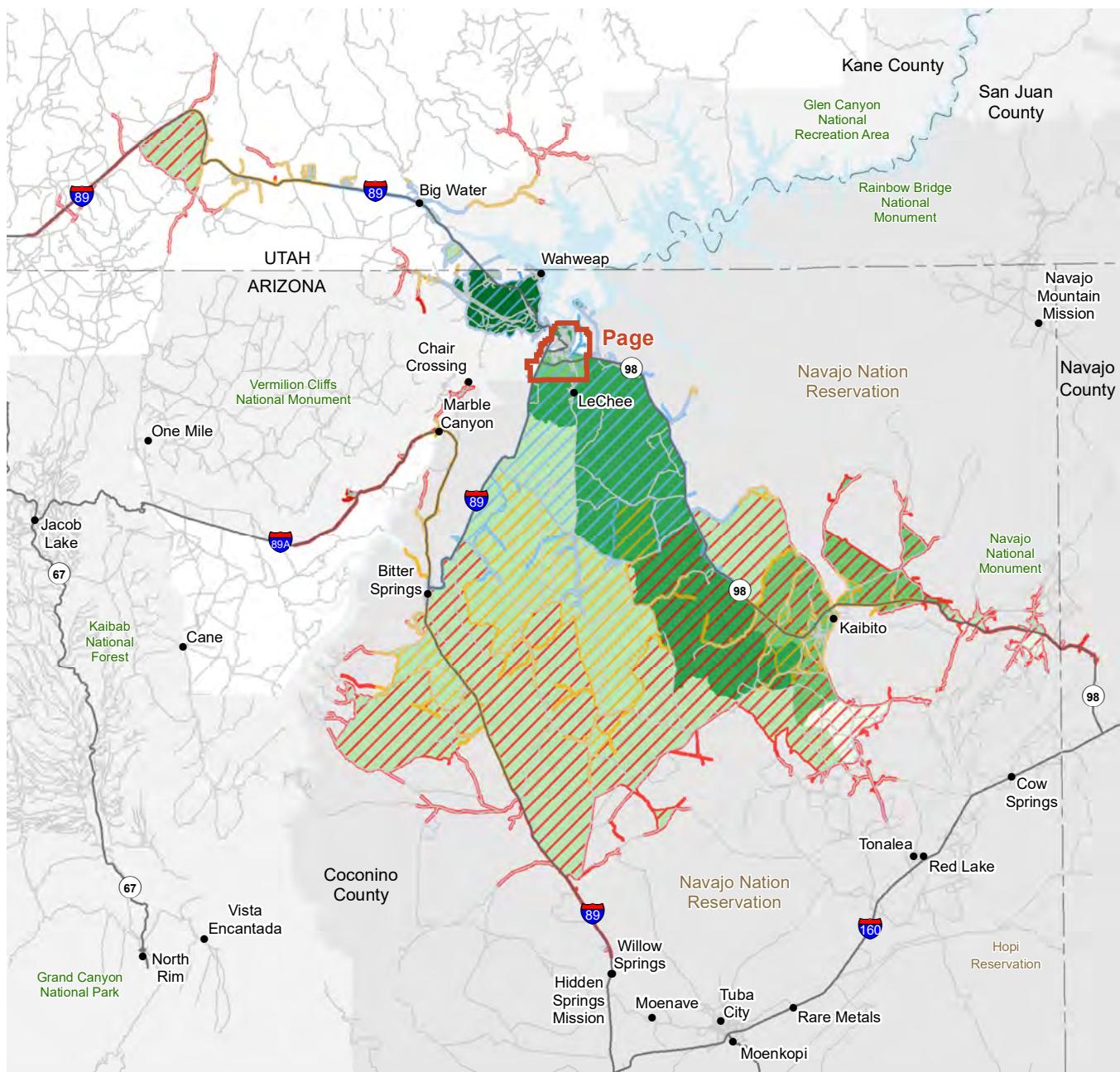


The map presented in **Figure 3-10** displays drive times from Page in 30-, 45-, and 60-minute intervals. Each drive time is represented by different colored roads. The map also shows the distribution of median household incomes across the region. Areas that are a darker shade of green had higher household incomes, while lighter shaded areas had lower incomes. As is evident from the map, Page is surrounded by high income areas within reasonable

driving distances. Attracting residents from these areas for shopping, entertainment, and other needs should be a priority for Page because it will enhance economic growth and engender positive impacts throughout the City. The prevalence of consumers near Page who can unquestionably bolster economic expansion creates an important opportunity to make Page a hub for locals and not just tourists.



Figure 3-10. Household Income and Drive Times to Page



Legend

2019 Median Household Income
\$0 - \$18,000
\$18,001 - \$35,000
\$35,001 - \$55,000
\$55,001 - \$75,000
\$75,001 +

Drive Time from Page

- City of Page
- County Boundary
- Park/Preserve/National Monument
- Native American Reservation
- Water Body

Road Type

- US/State Highway
- Local Road

Source: Matrix Design Group, 2022. American Community Survey (ACS), 2019.



3.3 Future Economic Context

By the year 2040, the City of Page strives to be known for its concentration of rich cultural and entertainment options, as a gateway to a wide array of one-of-a-kind scenery and natural landscapes, and for sustainable living and a high quality of life. The diversification of primary economic drivers will benefit the City by using its tremendous uniqueness and distinctive attributes to their fullest potential and maximizing its inherent strengths. Through a combination of collaboration and strategic planning, Page's economic future will continue to grow and support enhances services and quality of life. With the guidance offered by this Economic Development Element, the City of Page can continue to gauge its progress against the goals, policies, and deadlines set forth herein. As times continue to change, it is imperative the City retain its flexibility and openness to unforeseen.

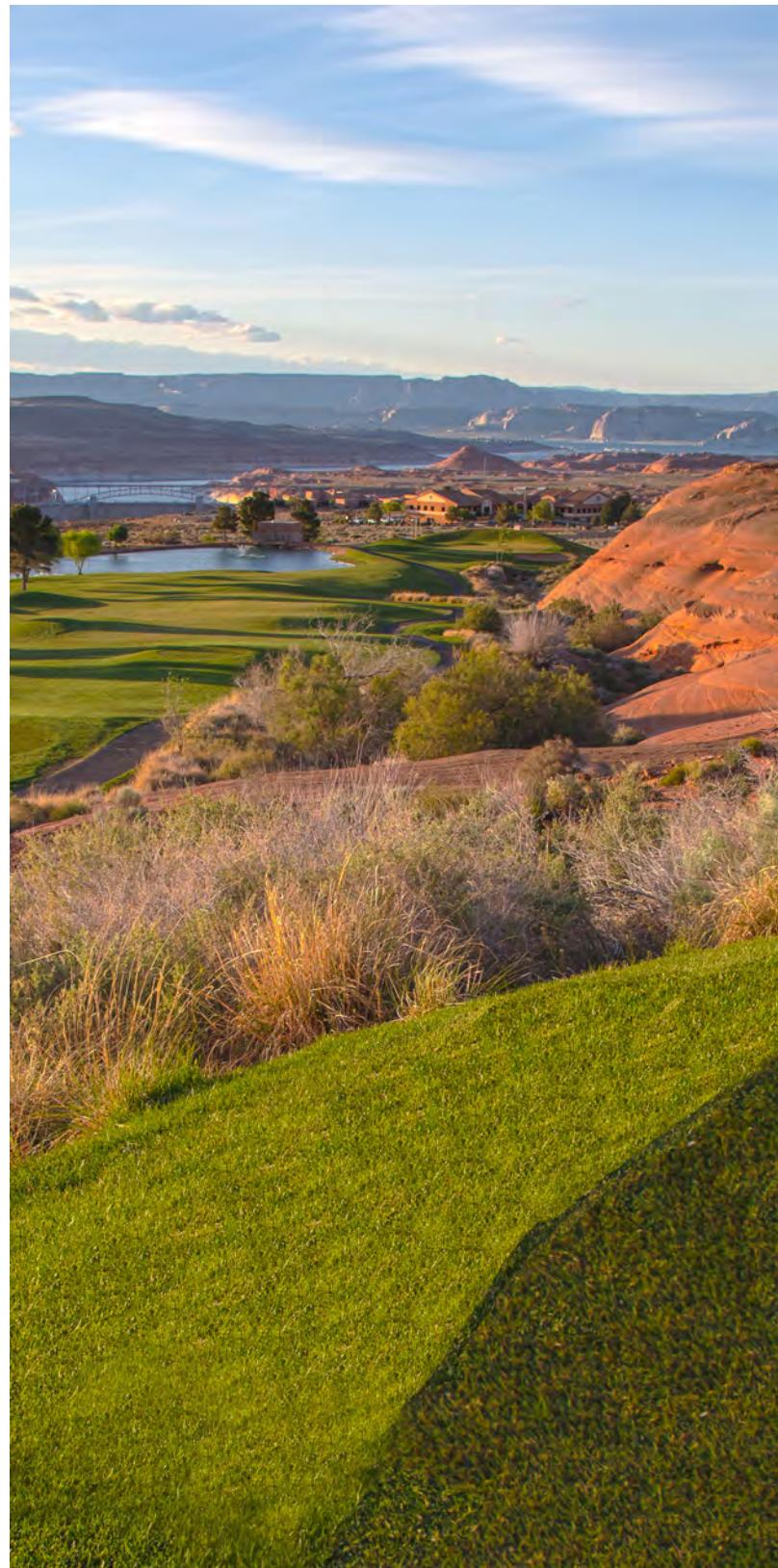
Constituting a primary economic driver for Page, the City has an opportunity to optimize and enhance the tourism sector and secure its place as a highly sought-after sightseeing and entertainment hub for the region. Utilizing the distinctive attributes of Page, the City is well positioned to transform into a must-see destination with a plethora of offerings to both its residents and tourists. Page will provide visiting families with more to see and do in a short period of time than they could possibly accomplish at other destinations. Furthermore, Page will become the undisputed gateway destination for the region's plenitude of scenic National Parks, recreation areas, and other notable attractions. Some of these include the North and South Rims of the Grand Canyon, Monument Valley, Mount Zion, Bryce Canyon, Glen Canyon, and Canyon De Chelle. Additionally, Page and LeChee will have become a



national destination to experience all things Navajo including their heritage, arts, jewelry, customs, history, and entertainment. This can be celebrated and experienced through numerous annual festivals, their world-class casino and gaming facility, or other education and outreach programs.

Should the visiting family decide to take a day off from the abundance of daytrips, they can relax and enjoy the day within Page by enjoying a variety of outdoor activities that Lake Powell offers, including waterskiing, wakeboarding, swimming, jet skiing, and boating. Other local activities include whitewater rafting and kayaking down the Colorado River through the beautiful Glen Canyon or spending the day on Paria Beach. They can spend their evenings taking advantage of a multitude of fine dining restaurant, entertainment establishments, or partaking in one of over 30 outdoor concerts a year by some of the world's leading entertainment artists. Page will have greatly enhanced the attractiveness, diversity, and amenities of its downtown area as well as solidified its role as a regional center for cultural activity, tourism, entertainment, and retail. Page will support the diversification of tourism by promoting the emerging areas of cultural, agricultural, and educational tourism.

Page will also seek to sustain long-term growth and continue to value and conserve the abundance of precious resources at the City's disposal. This will be of benefit to both residents and tourists alike. Page's permanent residents are equally vital to the future well-being of the City's economic prosperity, and it will continue to be the City's duty to collaborate with and serve the people of Page to advance progress and economic growth. Through educating youth, bolstering entrepreneurial spirit, and laying a fertile foundation for innovation and growth, the City of Page will utilize the vast diversity of talents, backgrounds, and ambitions of its citizenry. Page's objective is to offer a more varied supply of amenities to its residents and those who visit so that the City is seen as a one-stop destination for all necessities, such as groceries, retail, healthcare specialists, etc. and luxuries such as movie theaters, golf courses, and other entertainment and recreation activities.



3.4 Economic Development Goals & Policies

Goal ED.1 The City of Page will have a solid, realistic, and action-oriented Economic Development Master Plan created through the Economic Development Recovery and Resiliency Plan and continue to modify, alter, and update its goals, objectives, and data as necessary to realize the community's vision.

Policy ED.1.1 The City of Page supports regular consultation with internal and external parties to determine where Page currently sits in terms of progress toward economic development goals.

Policy ED.1.2 The City of Page will support collecting and retaining any data that are relevant to the City's goals and that are needed to inform updates to the Master Plan.

Policy ED.1.3 The City of Page supports maintaining the realistic yet ambitious objective of implementing the current plan but remain flexible and responsive to changes needed to achieve maximum short-term and long-term economic growth.

Goal ED.2 The City of Page will refocus the local business retention and expansion program.

Policy ED.2.1 The City of Page supports conferring with state and municipal governments to identify grants, subsidies, and other funding opportunities to bolster local business support.

Policy ED.2.2 The City of Page supports formulating a systematic and strategic, city-wide business retention and expansion program.

Goal ED.3 The City of Page will have an enhanced and strengthened business support system and resource network.

Policy ED.3.1 The City of Page supports communicating and collaborating with the Page Lake Powell Chamber of Commerce to pursue both existing and new business ventures.

Policy ED.3.2 The City of Page supports utilizing existing resources and enhancing their effectiveness through strategic and regional marketing efforts.

Policy ED.3.3 The City of Page supports working with current entrepreneurs and business owners in Page to get input and suggestions about how to better leverage business networks.

Policy ED.3.4 The City of Page supports pursuing partnerships with Coconino Community College (CCC) to establish local mentorships and other programs at CCC's Page Center to support local business owners, entrepreneurs, and others. The City will also explore similar virtual opportunities through Northern Arizona University (NAU), Arizona State University (ASU), and the University of Arizona (UA).

Goal ED.4 The City of Page will strive to continuously find ways to improve education, outreach, and support to local businesses.

Policy ED.4.1 The City of Page supports developing and maintaining a list of available state and federal business loans and grants and making that information available to local small businesses.

Policy ED.4.2 The City of Page supports bolstering relationships with the State of Arizona and letting them know about any development-related ambitions Page might have.

Policy ED.4.3 The City of Page supports holding community gatherings and information-exchange sessions to help City leadership stay informed of small business owners' needs for financial assistance and other support, which will inform City programming.

Goal ED.5 The City of Page will redirect and redefine the Workforce Development Program to focus primarily on the development and training of tourism-related jobs rather than manufacturing-related jobs since the current economy makes manufacturing in Page cost-prohibitive and difficult to maintain successfully for the long-term.

Policy ED.5.1 The City of Page supports publicizing the new Workforce Development Program focus and goals to all community leaders and stakeholders to ensure that the City is united in its goal to concentrate on tourism-related industries.

Policy ED.5.2 The City of Page supports working with the local high school, Coconino Community College, NAU, and local vocational training providers to secure trained workers for firms committed to establishing or expanding operations in Page.

Policy ED.5.3 The City of Page supports partnering with Coconino Community College to address skill gaps in the current market. The City will also work to establish communication lines with local K-12 education providers and school districts to start fostering skills that will be needed once students reach the workforce.

Policy ED.5.4 The City of Page will promote online higher education opportunities in partnership with NAU and ASU.

Goal ED.6 The City of Page will create and implement a Commercial Recruitment Program to actively recruit needed and desired stores, entertainment venues, restaurants, and other amenities to reduce local commercial leakage into surrounding areas.

Policy ED.6.1 The City of Page supports acknowledging the current residents' needs, along with the average tourists' needs, and determining what amenities are currently lacking that would keep dollars within the City limits rather than leaking those dollars into surrounding communities.

Policy ED.6.2 The City of Page supports using the City's geographic position as a highly visited tourism hub gateway in the region to recruit potential businesses to Page.

-
- Policy ED.6.3** The City of Page supports consulting with policymakers, state officials, and other experts about how specific commercial developments could grow the current tax base and gain an understanding about how that could support Page's tax revenue goals.
- Policy ED.6.4** The City of Page supports seeking commercial developments that are consistent with and complement the City's current culture and belief systems.
-
- Goal ED.7** The City of Page will work directly with the Navajo Nation and specifically the LeChee Chapter to better showcase the Navajo heritage, customs, and history.
-
- Policy ED.7.1** The City of Page supports maintaining an open and honest policy about its intention and goals as it relates to the incorporation of Navajo interests, activities, and culture in Page's plan.
- Policy ED.7.2** The City of Page supports a genuine partnership with the Lechée Chapter of Navajo Nation to collaboratively identify how Navajo culture can be highlighted and honored to the City's and the Nation's economic and cultural benefit without exploiting Native American heritage, ideals, and goals.
-
- Policy ED.7.3** The City of Page supports holding festivals and fairs that showcase Navajo art and culture and supports Native American commerce while developing Page as a partner community and destination to engage with more than nearby recreational areas.
-
- Policy ED.7.4** The City of Page supports portraying the Navajo Nation's culture realistically and respectfully to allow visitors to engage with and learn genuine Navajo traditions, history, and interests.



-
- Goal ED.8** The City of Page will actively recruit a variety of commercial entertainment operators to visit Page to see and understand the numerous development opportunities that exist to support their endeavors, such as being a Gateway Community and a Tourist Destination for an average of over 2.5 million visitors each year.
-
- Goal ED.9** The City of Page will create an international, multimedia marketing effort to promote City and local Lechee District events, as well as local and regional attractions, to increase the number of tourists who visit and extend the duration of their stay in Page. The City will remain committed to highlighting Page as the undisputed gateway to the region's acclaimed Grand Circle of national Parks and Recreation Areas, Lake Powell, and our beautiful and pristine natural environment.
-
- Policy ED.9.1** The City of Page supports affirming that the number of amenities such as hotels, restaurants, convenience stores, and other necessities are sufficient for an influx of new tourists and visitors. If this cannot be affirmed, the City will take action to address identified shortfalls.
-
- Policy ED.9.2** The City of Page supports networking and connecting with regional, local, and far-reaching news organizations to showcase events and opportunities that Page offers and will offer in the future.
-
- Policy ED.9.3** The City of Page supports creating a funding plan or strategy that will address the logistics and feasibility of its marketing and attraction campaign. The City will consider different media, including magazines, newspapers, radio, television, etc. and determine how to convey information about Page most succinctly and effectively.
-
- Policy ED.9.4** The City of Page supports updating the City's website and increasing its presence on all social media platforms to reach a wider market of potential tourists, as well as potential new businesses to experience the world-renowned beauty in and around Page.
-
- Policy ED.9.5** The City of Page supports maintaining up-to-date growth and development statistics and socioeconomic data to assist in both local and non-local business marketing.

Goal ED.10 The City of Page will work to uphold and improve a sustainable standard of living and a high quality of life by recognizing the economic value of the natural systems, human capital, and Page's unique culture.

Policy ED.10.1 The City of Page supports ensuring future growth leverages existing infrastructure and resources in a responsible manner to minimize impacts on the natural environment.

Policy ED.10.2 The City of Page will work with the Coconino Community College to create vocational programs to better train our tourism sector employees for the workplace.

Policy ED.10.3 The City of Page supports optimizing the use of available and developable land in terms of economic gain, while minimizing the deleterious effects that overdevelopment may have on the health, safety, and/or welfare of both current and future residents.

Page intentionally left blank

4

Housing Element

4.1 Introduction

The City of Page is one of the most remote communities in the United States, approximately 277 miles north of Phoenix. Located in northern Arizona just south of the Utah border, this community in Coconino County abuts the Colorado River and the southern shore of Lake Powell. The community started in 1957 as a housing camp for workers constructing Glen Canyon Dam and their families. Originally named Government Camp, the 24 square miles of land were obtained through an exchange with the Navajo Nation for a larger tract in southern Utah in 1958. The community was renamed after the Bureau of Reclamation's Commissioner, John C. Page, and incorporated in 1975. The community has since grown to approximately 7,600 permanent residents.

The recent closing of the Navajo Generating Station has had significant impacts on the community. The growing tourism industry in the City of Page is placing pressures on the existing housing market, with increased demand for both temporary and permanent lodging for service industry employees and a growing market for vacation home rentals requiring shifts in

the housing supply to accommodate future needs. Housing is not a statutorily required element for the City of Page under Arizona Revised Statutes (§9-461.05); however, the City has deemed it a critical topic to discuss in their General Plan.

The Housing Element is organized as follows:

- **Existing Housing Supply:** This section describes the existing housing supply in the City of Page.
- **Future Housing Demand:** This section describes both anticipated housing demand and future housing opportunities in the community.
- **Housing Goals and Policies:** This section includes the City of Page's future housing goals, as well as specific and related policies for attaining these aspirations. Chapter 9 presents the applicable goals and policies that have been extracted and translated into practical recommendations that can be systematically implemented over the next 20 years.



4.2 Existing Housing Supply

This section will review current housing trends, types, and characteristics in Page.

Housing Trends

Built on Manson Mesa, the City of Page is compact and relatively dense as a consequence of BOR's initial planning efforts to serve the workers constructing Glen Canyon Dam. The City owns much of the remaining vacant land, and development on the mesa restricted by the City's existing infrastructure while development off the mesa requires new infrastructure to accommodate it.

Because of topographical constraints, existing infrastructure constraints, the local goal to prioritize infill development, and the City's major influence on land ownership, Page has successfully avoided the development of leapfrog sprawl that many Arizona cities have experienced. Almost three-fourths of all homes in Page were built between 1960 and 1999, according to the U.S. Census Bureau. Although there is a range of housing types, the majority are either stick-built or manufactured single-family units with carports or attached garages. A sizeable number of older mobile homes also exist. For additional information on housing trends, please refer to the City of Page 2018 Comprehensive Housing Study.

Housing Types

Single-family Housing

- Stick-built homes:** These are houses constructed entirely or largely on the site that they will occupy once completed. Typically built around a lumber frame, with interior drywall, exterior siding or stucco, and tiles or shingles for roofing, this type of housing is built using a traditional method of home building, with the term "sticks" referring to the wooden framing and roof supports. Stick-built homes can be found in every neighborhood in Page, excluding mobile home parks.

- Custom-Built Housing:** The bulk of the City's stick-built homes are custom-built. These homes are most often built in suburban areas on empty lots or in existing residential neighborhoods as infill development. They are typically built specifically for an individual homeowner and reflect the homeowner's specific preferences and needs. These houses allow homeowners to control various components of construction and design but tend to cost much more than manufactured or tract homes.

- Tract Housing:** This type of housing is constructed following the division of a large tract of land into small, individual lots on which single-family homes sharing similar or themed floor plans and architectural styles are built by one developer for unknown future buyers. The construction costs of tract homes are typically relatively low due to the use of just a few standardized architectural designs and reduced labor costs associated with the mass production of templated houses. The mass installation of infrastructure throughout the entire housing development further decreases the per-unit cost of construction. Tract housing developers generally need large lots that can be subdivided into enough properties so that the mass-produced units will provide economies of scale. This means that while the final unit costs are lower than those of custom-built homes, the initial financial outlay is substantial and limited to developers with substantial financial capital.

- Cinderblock Houses (referred to as BOR housing):** Cinderblock homes generally work well in areas with extreme climates because of their stability, consequent longevity, and substantial thermal mass that improves heating and cooling performance to reduce net

energy usage. These homes are unaffected by termites, resist extreme weather, and are more soundproof than other types of housing. Concrete blocks are generally a more expensive building material than lumber, but these homes typically remain in good condition with minimal upkeep and can withstand extended periods of deferred maintenance if roofs and windows are kept in good repair.

■ **Manufactured Housing:** Manufactured housing and mobile homes are often used as interchangeable terms but are distinct housing types. Prefabricated housing units built before the 1976 Housing and Urban Development (HUD) building code took effect are generally considered mobile homes and often resemble recreational travel trailers made of lightweight building materials and with permanently attached chassis. These units were built without official codes or standards and the quality of the units varies greatly from brand to brand. "Manufactured housing" is the official term for prefabricated units built after the 1976 code established set standards for factory-built units. While the addition of building codes improved the quality of manufactured units, it can be difficult to tell if a unit was built shortly before or

immediately after 1976. Manufactured housing in Page consists of both prebuilt housing types. Most of the mobile homes in the City of Page are still on their chassis, and many have intact towing tongues attached.

■ **Mobile Homes:** The mobile home parks are a significant component of the local housing market. Providing space for a quarter (25%) of all housing units in the City of Page, these mobile home parks have a great deal of influence on the local housing market, particularly the market for affordable and low-cost housing.

The City of Page contains approximately 35 subdivisions of various sizes, although most are small. These subdivisions are typically constructed in phases and contain a variety of housing types, including custom-built homes, manufactured housing, and tract housing and account for the bulk of newer, single-family housing in the city. The City of Page has plans to develop four additional subdivisions in the near term, with their respective status in the planning and zoning approval process varying. Two subdivisions are currently under construction; one of these projects includes both affordable and market-rate housing.





Multifamily Housing

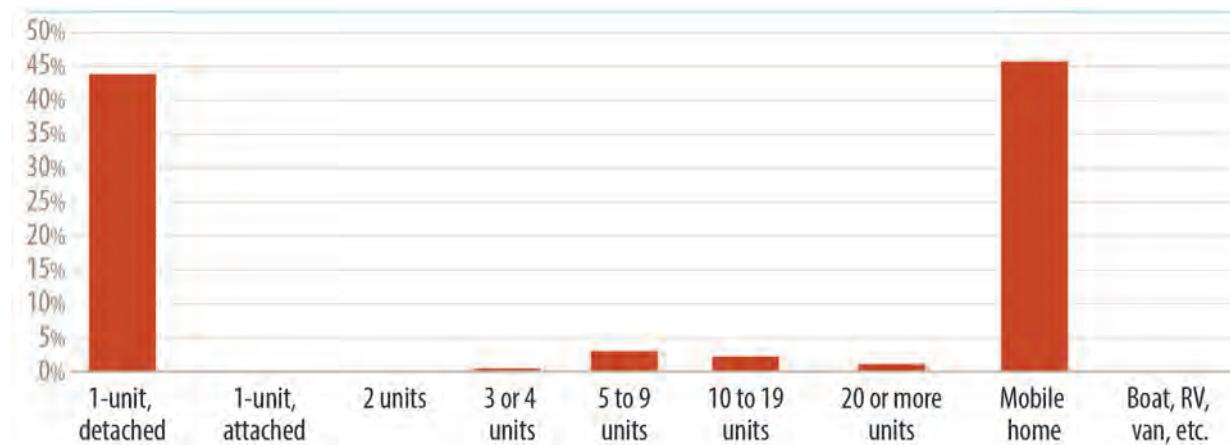
- **Apartments:** The shortage of rental apartments in Page exacerbates the lack of market competitors for mobile home spaces and prices. This provides no incentives for owners to update or improve the units and park infrastructure.
- **Duplex:** Duplexes consist in one structure, typically with a single story, divided into two complete units. Duplexes are permitted under the current zoning code in specific districts as a use by right.
- **Condominiums:** Condominiums ("condos") are similar to apartments but occupied by owners more often than rented. Condos are structures that contain several individually owned units. They may have jointly owned amenities and common spaces, which are often maintained by a homeowners' association. They are often less expensive to purchase than single-family homes. Condos are permitted by the current zoning code in specific districts as a use by right.

Housing Characteristics

According to American Community Survey 5-year Estimates, Page's housing stock increased by 9.5% between 2010 and 2020, rising from 2,925 to 3,202 residential units. Although not a large increase, it demonstrates the City's efforts and ability to meet demand associated with population growth. Going forward, the City will need to focus on establishing a greater supply of permanent single-family and multifamily housing stock that is affordable at all income levels. Developer recruitment, as well as zoning and land use policies that facilitate desired growth and ensure diverse housing opportunities, community amenities, and compatible land use will be integral to expansion that enhances quality of life for residents and helps realize Page's vision.

Currently, 90% of Page's housing stock comprises traditional, detached, single-family units and mobile homes as shown in **Figure 4-1**. The community does not have many multifamily housing options, whether apartments, condominiums, townhouses, or multiplexes. This presents an opportunity for developers. As housing will likely be a persistent concern moving forward, it will be critical for City leaders to have an in-depth understanding of where housing shortages exist, as well as the nature of demand, both current and future.

Figure 4-1. Housing Stock by Type, 2020



Source: 2020 5-year Estimates, American Community Survey

Tables 4-1 and 4-2 present the amount of housing stock that was occupied versus unoccupied in 2020 and the number of units occupied by owners versus renters. These data points are salient

factors to consider when engaging new developers, as they show a generalized summary of the housing market.

Table 4-1. Vacancy Rate, 2020

TOTAL HOUSING UNITS	3,202	100.00%
OCCUPIED HOUSING UNITS	2,792	87.20%
VACANT HOUSING UNITS	410	12.80%

Source: 2020 5-year Estimates American Community Survey

Table 4-2. Table 4-2 Housing Tenure, 2020

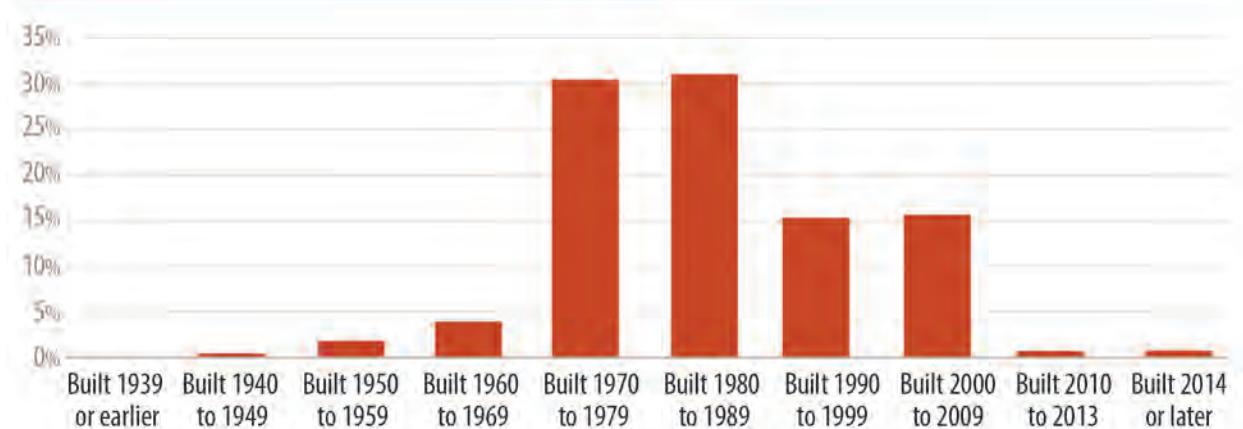
OCCUPIED HOUSING UNITS	2,792	100.00%
OWNER-OCCUPIED	1,744	62.50%
RENTER-OCCUPIED	1,048	37.50%

Source: 2020 5-year Estimates American Community Survey

Figure 4-2 shows when the current housing stock was constructed and highlights a notable decline in residential development beginning in 2010. Most units in Page (61%) were built between 1970 and

1989, potentially offering a range of redevelopment opportunities that could fulfill affordable housing needs or open the door for innovative repurposing.

Figure 4-2. Housing Stock by Year Built, 2020



Source: 2020 5-year Estimates American Community Survey

4.3 Housing Demand

Page's housing market is characterized by a lack of available long-term housing, whether rental or owner-occupied. The short-term rental market has transformed significantly in recent years, creating additional pressure on housing prices and availability. According to real estate websites like Zillow and Redfin, there were nearly 100 homes for sale in the spring of 2022. The median home price was

\$394,000. Cost has risen steadily since May 2019. Within the last year alone, home values have appreciated more than 20%. The inventory of rental units is at a historic low as the COVID-19 pandemic winds down. The average monthly rent in the City of Page is \$2,000.

The City has several opportunities to help alleviate the costs of housing. The most promising

opportunity is providing land to offset initial development costs. This could be undertaken in a joint venture agreement and would allow the City to steer development to key areas and ensure architectural styles that suit the municipal vision. Some City-owned land should be considered for rezoning, allowing more areas to accommodate the types of housing that are needed. Additional measures should be implemented, recognizing that each available economic development tool can further the goals of the City. Examples include increasing density in selected neighborhoods, clearly defining accessory dwelling units, participating in façade programs to rehabilitate existing housing stock, making available multifamily mortgage revenue bonds, engaging in all appropriate Community Development Block Grant first-time home-buyer programs, incentivizing for



use of local labor, expediting the approval process, and implementing visionary design guidelines.

The lack of housing diversity, the concentration of aging units, especially mobile homes, and the scarcity of new housing units have contributed to a housing shortage, exemplified by rising housing costs, deferred housing maintenance, low vacancy rates, and overcrowding. Housing shortages also result in a range of external pressures (demand for services, labor shortage, etc.) that echo through the economy and impact employers, businesses, schools, and critical services. The City of Page has a limited economic base, with primary drivers limited to one major industry: tourism. The City promotes the growth of its tourism industry as a source of revenue for the local economy. The focus on tourism growth has cascading impacts on employment opportunities and needs and corresponding impacts on housing demand, both for employees of the tourism industry and to supplement the number of increasingly popular vacation homes. Residents report that many houses are being converted from year-round homes to seasonal vacation rentals, including Airbnb or Vacation Rentals by Owner (VRBOs). The increased demand for vacation rental units affects available housing choices for year-round residents seeking housing in the City of Page. Currently, the City has approximately 700 registered dwelling units under Airbnb and similar enterprises.

Currently most tourists visiting the City of Page come for short-term stays (including day visits) to visit the best-known attractions. As visitation increases, the supply offered by the tourism industry rises to meet the demand of visitors through lodging, entertainment, and food. The increase in tourism to the area affects the City in diverse ways, as the total population of the City of Page on a given night may be several times the population of permanent residents. The City has more than 2,500 hotel rooms available, not counting Airbnb/VRBO rentals. Page plans to bring boutique hotel developments to the area in the short term. One major gap in the growing tourist economy is the insufficient capacity of local restaurants and the

lack of tangential attractions such as shopping and entertainment venues.

A significant issue impacting employers in Page is the high turnover in service industry labor, which is a response to low wages, less than optimal working conditions, and the abundance of jobs. Service industry jobs do not pay enough to support the high housing and living costs in the City, although this widespread problem is not unique to the City of Page. The service industry is currently experiencing a severe labor shortage largely due to both the housing shortage and surging demand of the tourist economy post-COVID-19 pandemic shut-downs. The current perception of manufactured housing in the City of Page is conflicting. Many residents who live in mobile homes or manufactured housing report that this is a viable, affordable housing option, but also report severely deferred maintenance and substandard units. Prolonged deferred maintenance ultimately results in units unfit for residence, regardless of how the units are constructed. Mobile homes built before 1976 and older manufactured units not installed on a permanent foundation are particularly vulnerable to deferred maintenance and are more likely to be rendered uninhabitable from maintenance problems. The contradiction in resident assessments of manufactured homes as viable housing options despite consistent, widespread deferred maintenance indicates that many of the lower-cost units in the City of Page need rehabilitation or repairs. The lack of other housing options means that many households live in substandard or unsafe housing.

As the population of the City grows, the demand for housing will increase concurrently. This will result in the need for more housing options to accommodate growth. Tourism, the primary economic stimulant for Page, requires additional employees to augment existing amenities and attractions. The City recognizes the need to increase housing options for workers in service, teaching, public safety, and blue-collar industries and is committed to assessing where additional housing options can be provided for essential employees.

4.4 Housing Goals and Policies

Goal H.1 The City of Page will develop a diverse and affordable housing stock.

Policy H.1.1 The City of Page supports rezoning of appropriate areas in the city for future housing to ease some of the requirements of the development process.

Policy H.1.2 The City of Page supports housing areas that allow homeowners and renters to move up in home size, quality, and price, as well as to downsize if they so choose.

Policy H.1.3 The City of Page supports mixed-use residential/commercial projects to include live-work and work-live units where housing and offices or other commercial uses are compatible.

Goal H.2 The City of Page will continuously strive to landscape the city and the exterior aesthetics of the existing housing stock into perpetuity.

Policy H.2.1 In established neighborhoods, the City of Page supports new infill residential development that has character, size, density, and quality consistent with the existing neighborhood and that supports a high quality of life for existing and future residents.

Policy H.2.2 The City of Page supports the maintenance of both occupied and vacant homes.

Policy H.2.3 The City of Page supports maintaining a level of housing code enforcement sufficient to correct unsafe, unsanitary, and illegal conditions and to preserve the inventory of existing safe housing.

Goal H.3	The City of Page will create and support innovative approaches to increasing the affordable housing stock.
Policy H.3.1	The City of Page supports the school districts and community colleges in their efforts to expedite school- related housing developments.
Policy H.3.2	The City of Page supports housing that is accessible to all members of the community, including the elderly and those with special needs.
Policy H.3.3	The City of Page supports senior and special needs housing options in neighborhoods serviced by public transportation for access to health services, shopping, and community facilities.
Policy H.3.4	The City of Page supports creative strategies for rehabilitation, adaptation, and reuse of commercial and industrial structures for housing.
Goal H.4	The City of Page will actively market to and communicate with regional residential housing developers to entice them to develop a variety of housing options.
Policy H.4.1	The City of Page supports communicating with current residents to determine their desired preferences when it comes to housing in order to market strategically. This includes new business employees that come in to further expand and diversify the tourism sector of the economy.
Policy H.4.2	The City of Page supports developing a strategic plan that highlights the strengths of Page and how housing developers would benefit from doing business in the area.



Page intentionally left blank

5

Public Facilities and Services Element

5.1 Introduction

Public services are fundamental to a safe, healthy, and educated community, with excellent public facilities critical to a high quality of life in the City of Page. Services discussed under this element include public safety, public works, utilities, public administration, library, education, and health care. Reliable and equitably distributed public services reflect and implement the City's commitment to the people and businesses served. A public facilities and services element is not required for the City of Page under Arizona Revised Statutes (§9-461.05); however, the City has deemed existing services and the potential need for improvements or expansions important to discuss in their General Plan.

The Public Facilities and Services Element is organized as follows:

- **Existing Public Facilities and Services:** This section describes the existing public facilities and services in the City of Page.
- **Future Public Facilities and Services:** This section describes future opportunities for the City of Page regarding public facilities and services.
- **Public Facilities and Services Goals and Policies:** This section includes future public facilities and services goals, as well as specific and related policies for attaining them. Chapter 9 presents the applicable goals and policies as extracted and translated into implementation tasks that can be systematically implemented over the next 20 years.



5.2 Existing Public Facilities

Public facilities and services are essential for every city in ensuring a high quality of life for all residents. Strong public facilities and services can attract and retain residents to the City of Page, which will also contribute to the local economy.

Existing Public Safety Services

Public safety services in the City of Page consists of the police and fire departments.

Police Department

The City of Page Police Department has a mission to protect lives and property in the community with courage, compassion, and integrity. The Police Department has 43 employees in four divisions. The Department shares its facilities with the Fire Department located at 808 Coppermine Road. The Page Police Department works closely with the community to reduce and eliminate crime and to solve other problems in the City. Examples include providing code enforcement officers, neighborhood watch programs, and animal control services. The Police Department divisions include Administration, Patrol, Communication, and Criminal Investigation. The Administration Division provides administration leadership and necessary supervision to ensure that the entire department runs smoothly. The Patrol Division provides first response capabilities and day-to-day police services for the community. The Communications Division is the link between emergency response services and residents of the city and includes 911 operators and dispatchers. The Criminal Investigations Division performs investigative work to solve major crimes such as homicides, sex crimes, and crimes against children.

City of Page Crime Statistics: The Page Police Department (PD) regularly creates a Violent Crimes Report (VCR) that is used locally to assist senior officers with knowing where most of the Violent Crimes are taking place. The VCR is created through monthly data from the PD's Spillman RMS System data which gets sent to the State, who



then sends it to the FBI for their annual statistical publications, which includes considerably more information than is included in the Page VCR. The 2022 VCR includes the Violent Crime Statistics for the previous 3-year period starting in 2019, where violent crimes were shown to have steadily decreased annually due to a multitude of positive factors having recently been employed.

Since municipalities must transition their software from UCR summary reporting to NIBRS reporting, to submit their crime data to the State and FBI, a costly and time-consuming process, the FBI did

not set the deadline for Arizona municipalities to report these crime statistics until January of 2022, and because Arizona municipalities aren't required to submit this data, even though it may hinder their ability to receive certain State and/or Federal funding by not reporting, some municipalities either do not report their data, or because of their software systems, don't have the ability to report accurate and complete data.

As a result, and because Arizona cities get ranked on "only" the total number of crimes committed per capita, and none of the other vitally important criteria bulleted below, this method of ranking Arizona communities based on crimes per resident (per capita) only, is statistically flawed, since it does not also factor in the below real-world criteria that directly affects our crime statistics and statewide ranking:

- The number of non-residents who site their address as a Page P.O. Box when arrested, which counts towards our local crime statistics, but who permanently reside outside the city limits; and,
- The over 3.5 million annual tourists who visit and stay in our community throughout the year, where some of them do commit petty and violent crimes in Page; and,
- The tens of thousands of outlying Coconino County and Navajo Nation residents who regularly visit Page each month to do their shopping and errands since Page is the closest and only full-service community within a 1-to-2-hour drive, where some of them do also commit petty and violent crimes in Page.

As an example, comparing the crime data from Page (Population 7,500±) with Wickenburg, whose populations are essentially the same; but that's where the similarities end, since:

- Wickenburg has less than eight (8%) percent (only 310,000) of our annual tourist visitations (Sources: Wickenburg & Page Chambers of Commerce & AZ Dept. of Tourism Statistics); and,
- Significantly fewer outlying residents do their errands in Wickenburg since it only accommodates outlying residents within a 30-mile radius to the west, north and east, since Surprise, Sun City and El Mirage are all about a 30-minute drive south, and the outlying residents to the west, north and east living beyond that 30-mile radius typically do their errands in the closer and larger cities of Prescott, Kingman and Lake Havasu; and,
- Page is also considerably more remote where it is located 75 miles away from both Kanab, Utah, and Tuba City, Arizona, which are the next closest full-service communities.

As a result, when all the correct facts are considered, Page is a very pleasant and safe place to live, work and play, where residents and visitors are very safe walking their families downtown, even at night!

Fire Department

The City of Page Fire Department enhances public safety and welfare by protecting life, property, and the environment. The Department operates one 75-foot quint, two fire engines, five ambulances, one fast-response truck, and various other support vehicles. Fire Department crews perform firefighting, emergency medical services, vehicle extraction, hazardous materials removal, search and rescue, canyon rescues, waterway fire/rescue, and other assistance to the community. The department is also trained in Aircraft Rescue Firefighting, mandated by the Federal Aviation Administration (FAA) for Page Municipal Airport and maintains two crews for this purpose. These crews also act as first responders for Glen Canyon Dam.



Existing Public Works and Utilities

The Public Works Department is charged with maintaining all municipal facilities, the cemetery as well as constructing and maintaining city streets and maintaining the city's fleet of equipment and vehicles. The Public Works Department is located at 12 7th Avenue. The City of Page partners with Allied Waste Systems, also known as Republic Services, to collect waste in the City. These services ensure that the community is clean, safe, and as sensitive as possible to environmental impact, all crucial for community prosperity.

Page Utility Enterprises, located at 640 Haul Road, is responsible for the city's electric, water, and wastewater systems. The utility has served the community since 1986 and is owned and operated by the City of Page. Half of the power it generates derives from the Colorado River Storage Program. At the same time, the remainder comes from the Western Area Power Administration. Page Utility Enterprises offers the community reliable, safe, and economical electricity. It also provides management and maintenance of water distribution, sewer

collection, wastewater treatment, and water treatment. Water supply and demand will be discussed in detail in Chapter 7: Water Resources.

Existing Public Administration and Library

Located at 697 Vista Ave, City Hall is home to many administrative services. Some of these include Building Safety, City Attorney, City Clerk's Office, City Manager, Community Development, Finance Department, Human Resources, Planning and Zoning, and Economic Development/Tourism.

The Page Public Library, located at 479 South Lake Powell Boulevard, connects the community to discovery and education. The library hosts various activities and programs for all ages, such as storytelling and book groups.

Services and resources provided at the library include a notary, proctoring, public Wi-Fi, downloadable content, eBooks, magazines, audio, printing, faxing, laminating, scanning, and other services.

Existing Education Facilities and Opportunities

Educational facilities are an integral part of a community, providing opportunities for education and training from preschool through adult education, as well as neighborhood gathering places. Although the City of Page does not have jurisdiction over public education, the relationship between the City and education providers is vital to maintaining a high quality of life in the community. Quality public schooling is the first step in creating environment where students can develop the basic knowledge and skillset needed for future schooling, sufficient work opportunities, and to be a responsible and informed citizen. The Page Unified School District (PUSD) administrative building is located at 500 South Navajo Drive. The district includes seven public schools: Page Preschool, Lake View Primary School, Desert View Intermediate School, Page Middle School, Manson Mesa High School, Page High School, and Sage and Sand Virtual Academy. PUSD understands its responsibility to ensure that every student succeeds in their education.

The school district has a cooperative relationship with the City, especially during the land development review process. The district is notified of development within its boundaries through the development process. Additionally, developers are encouraged to meet with the district and applicable school administrators to address concerns related to new development. The City encourages and supports the colocation of public recreational facilities with public schools, saving resources and reducing costs for multiple entities.

In addition to public schools, Page is home to private facilities that serve Grades K-12, as well as higher education opportunities Coconino Community College (CCC) maintains a satellite campus at 475 South Lake Powell Boulevard. The Page Center (CCC Page) offers classes in person and online to help students earn their degrees, with various programs and courses to choose from. Two popular curricula offered for



students are the pre-health and Certified Nursing Assistant programs. CCC Page also offers non-credit courses and certification classes like first aid and cardiopulmonary resuscitation for people in the community and a business development and training program.

Existing Health Care

The Page Hospital provides most health services for the community. The hospital is located at 501 North Navajo Drive and offers exceptional, holistic care. The facility is affiliated with Banner Health, a large health care corporation. It includes emergency, surgery, medical imaging, obstetrics, cardiopulmonary, acute care, and rehabilitation services.

5.3 Future Public Facilities and Services

Future efforts pertaining to public facilities and services in the City of Page will include maintaining and enhancing services and infrastructure, with some additions and improvements as the community grows. This section discusses future public service opportunities.

Future Public Safety

The City of Page Police and Fire Departments are essential in ensuring a safe community. These Departments work together to protect the City and will continue to do so in the following decades. The City of Page is committed to keeping Page a safe place to live and will assess where and how these departments can grow in concert with the City's needs.

Future Public Works and Utilities

The City of Page is committed to enhancing the existing public works and utility infrastructure as the community grows. The Department is currently developing a recycling program that can educate and encourage residents to recycle and be better environmental stewards. The wastewater system can accommodate the levels of anticipated growth, and the City is pursuing plans for additional water infrastructure. Additionally, the City understands that electric power is linked to maintaining connectivity. This service is imperative, and Page will explore increasing public broadband access throughout the community.

Future Public Administration and Libraries

The City of Page is committed to providing administrative services and supporting the public library. The City plans to expand public outreach efforts to keep residents informed of important community projects. Should demand exceed current service levels, relocating City Hall would make available centrally located space for expanding services and amenities.



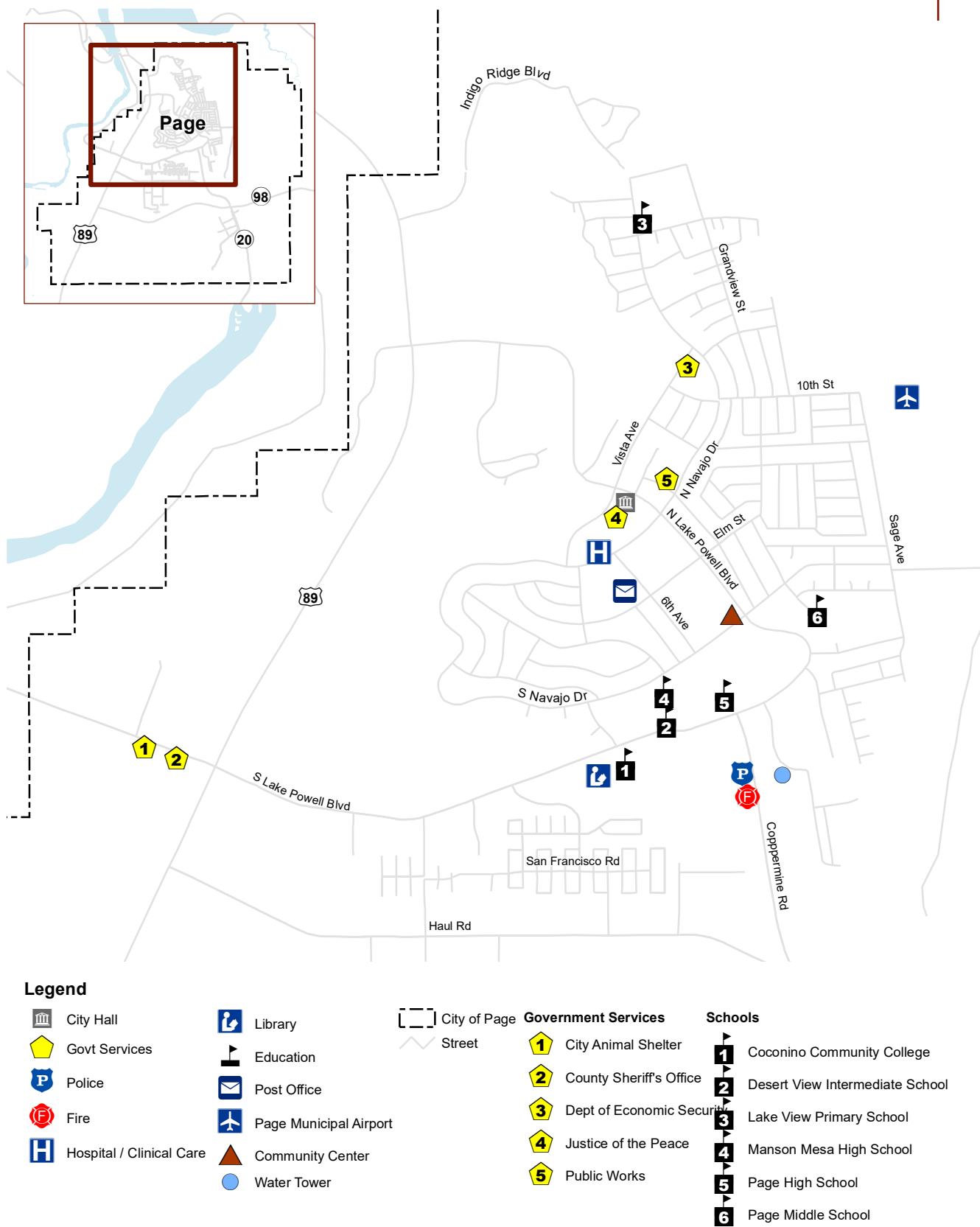
Future Education

As the young population in the City of Page continues to grow, the demand for educational facilities may increase. The City and PUSD are committed to assessing options to improve and/or expand existing schools so that students are better served. Non-district projects include the development of two private schools and one charter school. Improvements in public education is crucial for residents' well-being and future opportunities and for the future vitality of the city. The City and PUSD should continue to communicate and collaborate on issues of affordable housing for teachers to ensure skilled teachers are attracted to and stay in the area, on the colocation of school facilities and parks, and the use of schools for community events and the expansion of public Wi-Fi services.

Future Health Care

Page's aging population demands high-quality health care facilities. The City of Page is committed to collaborating with the hospital and other healthcare providers to expedite the development of additional healthcare facilities and services as the community needs them.

Figure 5-1. Public Facilities



5.4 Public Facilities and Services Goals and Policies

Goal PF.1 The City of Page will enhance the reputation of the City as a safe community with strong public safety services.

Policy PF.1.1 The City of Page supports increasing public safety staff commensurate with community growth so that adequate public safety ratios and response times can be maintained.

Policy PF.1.2 The City of Page supports safety programs such as neighborhood watch, as well as crime prevention through design elements applied throughout the community and in new development.

Policy PF.1.3 The City of Page will promote fire prevention programs and increase the overall public awareness of fire hazards.

Policy PF.1.4 The City of Page supports the identification of emergency evacuation routes and public education about these routes.

Goal PF.2 The City of Page will identify where the City can make improvements and innovations in existing public facilities and services.

Policy PF.2.1 The City of Page supports assessing conditions of all public facilities and services to determine where improvements are needed and in what timeframe.

Policy PF.2.2 The City of Page supports assessing opportunities to expand broadband access for the entire community.

Goal PF.3 The City of Page will enhance services and increase the availability of first-rate public facilities and services.

Policy PF.3.1 The City of Page supports enhancing library services to meet the needs of all residents, such as utilizing bookmobiles for residents who are not mobile.

Policy PF.3.2 The City of Page supports the design and use of public facilities as joint-use facilities.

Policy PF.3.3 The City of Page supports enhancement of medical and health care facilities and services, as well as the provision of affordable housing for medical employees.

Policy PF.3.4 The City of Page supports relocating City Hall if an appropriate facility becomes available and using the current location to expand city services or business opportunities.

Goal PF.4 The City of Page will support local educational institutions to meet the needs of a growing and diverse community with a high-quality educational system.

Policy PF.4.1 The City of Page supports construction of new schools and related facilities to serve Page's growing population and associated demand.

Policy PF.4.2 The City of Page supports attracting diverse educational and vocational institutions, administrators, specialists, teachers, and staff and will work to support the school district and other entities to provide affordable housing for education professionals through the development process.

Policy PF.4.3 The City of Page supports siting and designing schools to enhance safety and accessibility.

Policy PF.4.4 The City of Page supports the establishment of schools that provide vocational training to support the City's largest economic sector, tourism, in closing the gap between the need and availability of trained and qualified staff.



Page intentionally left blank

6

Circulation Element

6.1 Introduction

The City of Page is a unique focal point and gateway to Lake Powell and economic hub for residents and visitors alike. Because of its importance to the area, existing circulation capabilities must be properly sustained, and future capabilities and capacity adequately planned to meet growing demand and while preserving Page's unique viewsheds. It is vital to balance the scenery with the demand for transportation alternatives that comes with economic development. Mobility for residents and visitors in the City of Page must also be efficient and safe. Support for multimodal transportation choices is essential for land use connectivity and accommodating tourism, future prosperity, and growth opportunities. Arizona Revised Statutes (§ 9-461.05) require Page's general plans include a circulation element, and this chapter meets the statutory requirements for presenting the general location and extent of existing and proposed freeways, arterial and collector streets, bicycle routes, and infrastructure for any other modes of transportation, as may be appropriate, and all correlated with the plan's land use element.

The Circulation Element's organization is as follows:

- **Existing Circulation Network:** This section describes the existing circulation network in the City of Page, including roadways, public transportation, ride-hailing transportation, on-street bicycling, and pedestrian ways, as well as existing aviation infrastructure.
- **Future Circulation Network:** This section describes future opportunities and conditions of the circulation infrastructure as anticipated based on growth demand, general deterioration, and likely newly developed areas.
- **Circulation Goals and Policies:** This section includes the Page's future circulation goals, as well as specific policies for attaining these aspirations. Applicable goals and policies have been extracted and translated into tasks that can be systematically completed over the next 20 years and are presented in Chapter 9.

6.2 Existing Circulation Network

The existing circulation network is a foundation for future growth in the City of Page. The current network provides an interconnected system of roadways and other transportation infrastructure that allow the movement of people, goods, and services throughout the City. An assessment of this network was performed to evaluate where growth has taken place from the network mapped in previous planning documents and accurately present current conditions. The existing circulation network is shown on the Circulation Network Map in **Figure 6-1**.

Functional Roadway Classifications

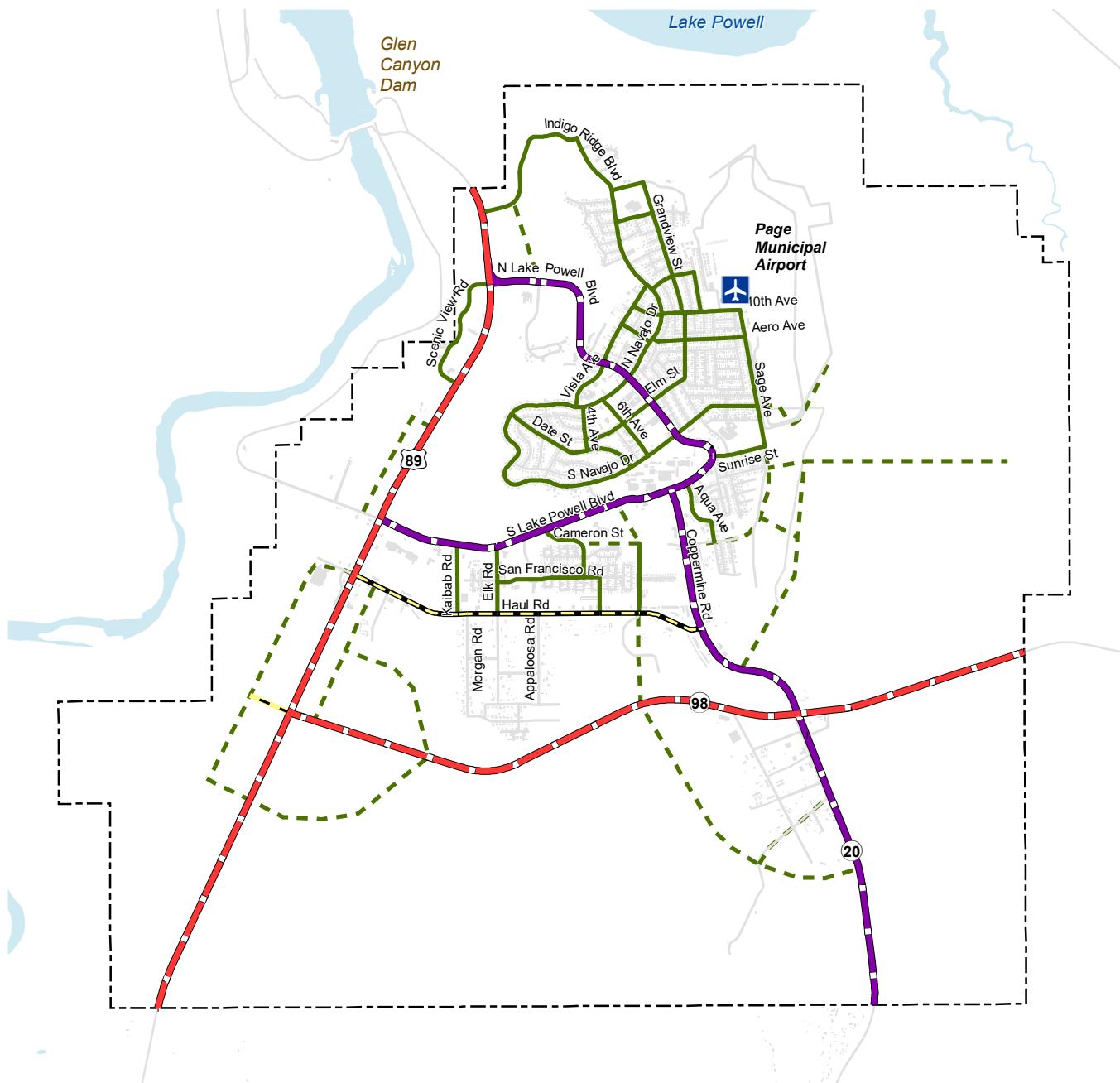
Functional classifications are given to roadways based on their role in the street network. The existing roadways in the City of Page are characterized into the following functional classes.

- **Principal Arterials** serve most of the trips entering and leaving the City of Page. They also include the majority of the through traffic roadways that bypass the central city area. State roadways such as US 89 and SR 98 are classified as Principal Arterials.
- **Minor Arterials** provide access to areas in the city with less traffic numbers than those served by principal arterials. They provide intra-community continuity without penetrating larger neighborhoods. Lake Powell Boulevard and Coppermine Road are examples of Minor Arterials.

- **Major Collectors** funnel traffic from local streets and channel it into the arterial system, and vice versa. They also provide land access and traffic circulation within residential neighborhoods and commercial and industrial areas. Haul Road is an example of a Major Collector.
- **Minor Collectors** funnel traffic from local roads and into the arterial system, and vice versa. They provide service to the neighborhoods and link local streets. Sage and Navajo Roads are examples of Minor Collectors.
- **Local Streets** primarily provide local access and discourage through traffic. They provide access for short distances and serve lower volumes of vehicular traffic than other roads. Local streets are not illustrated in the General Plan.



Figure 6-1. Circulation Network Map



Legend

Existing Circulation	Future Circulation
Principal Arterial	Future Major Collector
Minor Arterial	Future Urban Collector
Major Collector	Airport
Urban Collector	City of Page
Background Streets	Building Footprint

Source: City of Page, 2022. United States Geological Survey/US Census, 2022.

0 $\frac{1}{2}$ 1 Miles



Existing Roadways

This section describes the physical and operating characteristics of the major road network in the City of Page. The major road network includes US 89, SR 98, Lake Powell Boulevard, Coppermine Road, Indian Route 20, Haul Road, Sage Avenue, and Navajo Drive.

- **US 89** is a two-lane, north-south arterial road immediately east of Page. This principal arterial road connects other cities to the City of Page and recreational areas near Lake Powell. US 89 is owned by the State and maintained by the Arizona Department of Transportation (ADOT).
- **SR 98** is a two-lane, east-west arterial road connecting US 89 to the Navajo Nation. It continues past the boundaries of the City of Page to US 160. SR 98 is a principal arterial owned and maintained by the State.
- **Lake Powell Boulevard** is a business loop with two through lanes that intersect US 89 at two locations. It has signals at its intersections with Coppermine Road, North Navajo Drive,

South Navajo Drive, and Elm Street. Lake Powell Boulevard is a minor arterial owned and maintained by the City of Page.

- **Coppermine Road** is a two-lane, north-south arterial road. It has signals at Lake Powell Boulevard and SR 98. Coppermine Road is a minor arterial owned and maintained by the City of Page.
- **Indian Route 20** is also known as Navajo Route 20 (N20). It leads to the Navajo Nation and runs from US 89 to the intersection of SR 98 and Coppermine Road in Page. N20 is maintained by the Navajo Nation and the Bureau of Indian Affairs (BIA).
- **Haul Road** is a major collector that connects Coppermine Road and US 89. It is owned and maintained by the City of Page.
- **Sage Avenue** is a minor collector adjacent to Page Municipal Airport. It is owned and maintained by the City of Page.
- **Navajo Drive** is a two-lane loop that bisects Lake Powell Boulevard. It is a minor collector owned and maintained by the City of Page.



Existing Public Transportation

Express, the public transportation service in the City of Page, is operated by Helping Hands Agency, Inc., in partnership with ADOT. The publicly funded bus system helps students, senior citizens, people with disabilities, and other members of the public travel the area without having to own a vehicle. The system includes four distinct weekday routes that connect riders to locations throughout the city, to Glen Canyon Dam Visitor's Center, and to seven smaller nearby communities: Wahweap Marina, LeChee, Greenhaven, Kaibeto, Shonto, Tuba City, and Cameron City.

Existing Ride-hailing Transportation

Current ride-hailing options in Page include Uber, Lyft, and taxicabs. Transportation options such as these have become popular over the last decade. They will likely continue to grow in relation to tourism growth.

Existing Bicyclist and Pedestrian Ways

Non-motorized transportation infrastructure that supports walking, cycling, horseback riding, skateboarding, roller skating, and the use of assistive devices such as wheelchairs is essential in providing transportation options for all travelers. Although automobiles are the primary mode of transportation in Page, further supporting alternative modes of transportation can alleviate future traffic congestion and provide for a healthier, more sustainable, and less expensive means of travel.

Existing Aviation

Page Municipal Airport shown in **Figure 6-1** was established in 1957 and serves as an aviation hub for visitors and residents of Page. The airport is accessible from US 89 and Highway 98 and



includes a large parking area off Sage Avenue. It is a commercial airport that offers air taxis, air carriers, and general aviation services.

The commercial air service is provided by Contour Airlines, which is a regional commuter carrier. They operate flights to and from Phoenix Sky Harbor International Airport.

The airport has three fuel farms that store fuel for aviation use: American Aviation, Classic Aviation, and Lake Powell Jet Center. All three fuel farms are owned, operated, and maintained by the fixed base operators providing aviation services.

The airport has Class C status, meaning aircrafts weighing 12,000-300,000 lbs. may operate there. It also holds an airport Part 139 classification which allows the tours to operate without security screening and heavy baggage handling and claim functions. The airport is certified to operate small aircraft. There are two runways: Runway 15-33 is 5,950 feet long and 150 wide, and Runway 7-25 is 2,201 feet long and 75 feet wide. Page Municipal Airport prioritizes safety and security, is fiscally responsible, and generates revenue to support the City of Page.



6.3 Future Circulation Network

Page's future circulation network will consist in the existing network components, planned improvements and expansions, and any opportunities the City pursues in bringing to life the community's vision for future mobility and connectivity. This section discusses some of those opportunities as the basis of goals and policies that will guide system development. Collectively, they provide a roadmap for development that could include highway, roadway, sidewalk and path expansions, new bike facilities, additional public transportation routes and services, aviation facilities, and smart technologies that enhance user experience and safety. These opportunities are discussed below with the potential future system illustrated in **Figure 6-1**.

Future Roadways

Automobiles will likely remain a necessary and dominant form of transportation in Page for several decades with roadway improvements and expansions continuing in order to accommodate growth and increased tourism. Many of the expansions that have already been planned are documented in the 2007 Small Area Transportation Plan; however, the plan needs to be updated in the near future as an essential companion to the guidance here.

Future Public Transportation

Public transit is currently provided through the Helping Hands Agency. Additional funding for the agency or other public transportation services could increase the frequency and number of routes and evening and weekend operations to better support residents' work lives and enhance both residents' and tourists' access to retail, entertainment, and recreational opportunities. This, in turn, will support local business and attract other business owners to a more vibrant community. The City of Page should encourage citizens and visitors to use transit to reach their destinations. Public transit efforts must ensure a positive experience for all users, having safety, comfort, and reliability as top priorities.

Future Ride-Hailing Transportation

Expansion of the existing ride-hailing services is also anticipated as the city continues to grow. Additionally, as technology continues to develop, the City of Page should look to accommodate artificial intelligence (AI) and other advanced systems, such as self-driving or autonomous vehicles, as opportunities for ride-hailing transportation.

Future Bicycling and Pedestrian Ways

The mild climate and scenic views in the City of Page provide the right setting for walking and cycling year-round. Active transportation helps keeps the air clean, has health benefits for users, and can be more cost-effective than driving. Although automobiles are the primary mode of transportation in the City, alternative modes of transportation are critical to providing mobility options for everyone, minimizing congestion, and encouraging less reliance on vehicles, more generally. Additionally, safety must be a priority to keep travelers protected on trails and roads. Support for the development of more sidewalks, crosswalks, and glare-minimizing lighting in downtown Page will help ensure multiple, safe, and enjoyable transportation options for all travelers, as illustrated in the *2021 Downtown Streetscape Master Plan*.

Future Aviation

The City will continue to expand the airport and future boundaries should be designated to allow growth as articulated in the *Page Municipal Airport Plan* and illustrated in **Figure 2-1**, the Future Land Use Map, and **Figure 6-1**, the Circulation Network Map. There is opportunity to provide residential hangars or 'hangar homes' – single-family homes with airplane hangars – adjacent to the airport adjacent to the airport and thereby increase the use and visibility of the airport and its contributions to the local economy.

6.4 Circulation Goals and Policies

Goal C.1 The City of Page will develop a system of arterial and collector roadways that allow for the movement of people and goods safely and efficiently without compromising the viewsheds throughout the city.

Policy C.1.1 The City of Page supports regular management, operation, and maintenance of existing roadways to be safe and accessible. The City will ensure that future roadway demands do not compromise these efforts.

Policy C.1.2 The City of Page will not support roadway expansion that significantly compromises the existing viewsheds.

Policy C.1.3 The City of Page supports planning for future transportation corridors by identifying and preserving adequate rights-of-way during the planning and development process.

Policy C.1.4 The City of Page supports the improvement of road signage and traffic signals.

Goal C.2 The City of Page will develop a public transportation system that better serves residents and visitors.

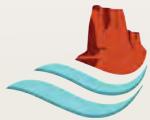
Policy C.2.1 The City of Page supports the expansion of public transportation and will collaborate with the future provider to improve local and regional connectivity.

Policy C.2.2 The City of Page supports and will continue to seek funding and opportunities for infrastructure construction for local and regional bus service.

Goal C.3 The City of Page will develop an integrated bicycle and pedestrian circulation network.

Policy C.3.1 The City of Page supports multimodal transportation on public streets and requires roadway development to include bicycle lanes and sidewalks.

Policy C.3.2 The City of Page supports improvements in street lighting to ensure proper shielding for non-motorized users.



Policy C.3.3	The City of Page supports increasing education about and community awareness of alternative transportation options for all travelers.
Policy C.3.4	The City of Page supports new development providing active transportation facilities such as sidewalks, bike lanes, pedestrian paths, bike paths, and trails that enhance connectivity between residential areas, community open spaces, and amenities.
Policy C.3.5	The City of Page supports the designation and dedication of the necessary street rights-of-way by adding programming to the streetscape to facilitate the development of underutilized existing infrastructure.
Goal C.4	The City of Page will effectively reduce future congestion as may be needed for all travelers in the city.
Policy C.4.1	The City of Page supports enhancing opportunities for multimodal transportation and improving network connectivity by including multimodal and roadway infrastructure in the City's Capital Improvement Program.
Policy C.4.2	The City of Page supports the designation of appropriate truck routes that provide efficient connections to industrial and commercial uses and do not adversely impact residential neighborhoods.
Policy C.4.3	The City of Page will endeavor to update, adopt, and fund its 5-year Capital Improvement Program within the near term.
Goal C.5	The City of Page will effectively integrate new transportation technologies into the city's transportation system.
Policy C.5.1	The City of Page supports collaboration with private companies in developing AI-based technologies such as autonomous vehicles that can be integrated into the existing circulation system.
Policy C.5.2	The City of Page supports the use of electric bicycles throughout the city for ease of motorized mobility. The City of Page also supports funding efforts that encourage the community to use electric bikes.
Goal C.6	Develop a Transportation Master Plan.
Policy C.6.1	The City of Page will incorporate components of multimodal and ITS capabilities.

7

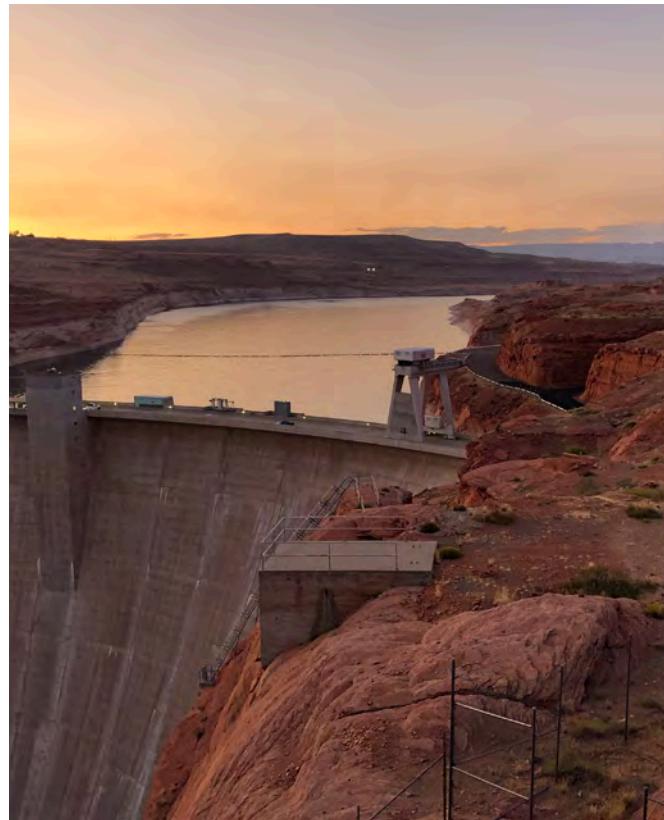
Water Resources

7.1 Introduction

The City of Page is located near the banks shore of the second-largest artificial reservoir in the United States, with over 2,000 miles of shoreline. The reservoir is more than 25 miles across at its widest point and has an average depth of 132 feet when filled to capacity. The depth at the Glen Canyon Dam is 391 feet at capacity. Page is unique, as no other city in Arizona shares this set of circumstances, and with water being the literal foundation of the City, it is not a surprise that it has again become a focal issue. The water supply in the City of Page is adequate for current needs and projected demand. Water is not a statutorily required element for the City of Page under Arizona Revised Statutes (§9-461.05); however, the City has deemed it an important topic to discuss in their General Plan as water levels in the reservoir become more inconsistent.

The Water Resources Element is organized as follows:

- **Existing Water Resources:** This section provides an overview of the City's existing water sources, wastewater management system, and water quality.
- **Future Water Resources Demand and Growth:** This section outlines the City's water demand based on projected growth and planned uses, as well as opportunities to meet this demand. A plan is identified for how water supplies will accommodate projected growth.



- **Water Resources Goals and Policies:** This section includes the City of Page's future water resources goals and specific related policies for reaching these goals. Applicable goals and policies that have been extracted and translated into tasks that can be systematically implemented over the next 20 years are presented in Chapter 9.

7.2 Existing Water Resources Supply

The City's primary water is Colorado River water collected from Lake Powell. The drinking supply is derived from water the City diverts from Lake Powell at the Glen Canyon Dam. The City's water delivery contract with the United States Bureau of Reclamation BOR allows for 2,740 acre-feet a year (AFY) of *consumptive use*. Because the City's water supply contract is based on consumptive use, the total amount of water diverted at the dam can exceed 2,740 acre-feet, if consumptive use does not exceed 2,740 acre-feet. Only water that is used for potable consumption or reclaimed irrigation consumption is counted towards consumptive use limits.

Consumptive use is water that is evaporated, transpired, incorporated into products or crops, consumed by humans or livestock, or otherwise removed from an immediate water environment (water body, surface water, or groundwater source or basin).

For instance, if the City of Page diverted 5,000 AFY but used only 2,740 AFY for consumptive uses, the remaining balance of water (2,260 AFY) would be considered *return flow*. Return flow can consist of

excess irrigation water that seeps into the ground and then directly to the Colorado River through groundwater flow. An example of return flow is water sprinkled on the Old Golf Course.

Return flow is water that returns to surface or ground water after human use. Return flows can be captured for further uses including sewage, irrigation, and many others.

According to Page Utility Enterprise' customer data for 2017, approximately 2,400 individual water service connections (customers) used about 2.0 million gallons per day for approximately 1,300 developed acres in the City of Page. This amounted to 2,138 AFY of water diverted in that year, but only 1,743 AFY of consumptive use. That was significantly below the consumptive use BOR allocation (2,740 AFY), indicating future demand will likely be met by the available supply. Table 7-1 lists past population and water use rates and the projected population and water use rates based on historic data that indicates current water supplies will be sufficient for future demand.

Table 7.1. Historic Water Consumption and Projected Demand, Relative to Annual Entitlement

Year	Population/ Projected Population	Water Used/ Projected Use ¹	Consumptive Use/Projected Consumptive Use ²	% of Annual Water Entitlement (2,740 AFY)
2017	7,713	1.99	1,743	64%
2020	8,055	2.09	1,841	67%
2023	8,397	2.18	1,897	69%
2025	8,625	2.27	1,944	71%
2028	8,967	2.41	2,012	73%
2030	9,195	2.50	2,057	75%
2035	9,765	2.72	2,170	79%
2040	10,335	2.95	2,283	83%

¹Million gallons per day, averaged annually

²Acre-feet per year



Aside from a few homes that rely on septic systems, development in the City of Page is connected to the wastewater collection system. Wastewater output is proportional to average water use, especially in homes built before 1994 (25 or more years old). According to the United States Environmental Protection Agency (EPA), the average wastewater flow is between 50 and 70 gallons per person, per day, making household wastewater output approximately 190 gallons per day (assuming an average of 3.2 people per household). Wastewater is piped to the treatment facility and then processed to an effluent level safe for landscape usage. Page is proactively using their reclaimed water and wastewater supply to water landscaping and greens at the City's National Golf Course and the Old Golf Course.

Page's water quality is generally excellent, according to the Arizona Department of Environmental Quality Consumer Confidence Report for 2020. The high-

quality, natural river water is pumped into the Page Water Treatment Plant without pretreatment, with drinking water then piped to homes and businesses. The facility's average daily intake flow rate is about 2.0 million gallons per day, with a maximum flow rate of up to 4.0 million gallons per day. Higher demand during peak hours can be met for a short period of time during the day but not for a prolonged duration. The projected daily demand for water in 2040, per the Page Utilities Master Plan 2019, will require an intake rate of 2.9 million gallons of water per day. Expanding the reclaimed and treated water storage capacity would help ease the burden on infrastructure and allow Page to sustain through system outages as well as improve emergency water supply. These numbers underscore the importance of reliable infrastructure to maintain consistent supply, and the City has appropriately responded to this need by prioritizing maintenance of infrastructure.

7.3 Future Water Resources Demand and Growth

The demand on water resources in the City of Page is currently in line with water availability. Based on population trends, the City's contracted water supply meets projected demand. Service connections increased by almost 800 over a recent four-year period, with approximately 2,400 customers in 2017 increasing to 3,169 customers in 2021 (**Table 7-2**). Water usage increased accordingly. Total water use in 2017 was 600,000,000 gallons and increased to 677,317,000 gallons (about 1.8 million gallons per day) in 2021, distributed as follows:

- Residential Service Connections – 2,549
- Commercial Service Connections – 485
- Irrigation Service Connections – 135
- Non-Revenue Water (water supplied, less water billed) – 10% to 13% of the total annual water usage)

Non-revenue water is water lost due to leakage in the distribution system, customer meter inaccuracies, and other unmetered water used for operational purposes (hydrant testing, water main flushing, etc.).

Table 7.2. Historic Total Water Use and Projected Demand

Year	Population/ Projected Population	Water Used/ Projected Use ¹	Gallons by Use Type:-	Service Connections/ Projected Connections	Wastewater Used/ Projected Wastewater Use ¹
2017	7,713	1.6 (600,000,000 gal)	Residential: 239 MG Commercial: 252 MG Irrigation: 109 MG	2400	.91
2021	8,000	1.8 (677,317,000 gal)	Residential: Commercial: Irrigation:	3169	.80
2040	10,500	2.95	Residential: Commercial: Irrigation:	4200 projected connections	1.8

¹Millions of gallons per day (MGD), averaged annually

Serving Future Growth

The population is predicted to increase at an annual rate of 1.5%, which would grow the current population of Page to nearly 11,000 full-time residents by 2040. Growth and development could happen rapidly if the existing infrastructure is developed at a rate that accommodates.

Page's Vision Statement places considerable emphasis on tourism, with expansion inevitably

increasing demand further. Hotels and restaurants are significant contributors of water usage, overuse and can also create a massive amount of wastewater from washing, cleaning, and cooking. For a small community like Page, impacts of overuse can be significant. Predictions for tourism-related growth mirror population growth, with notable expansion expected. Conservation efforts like the EPA's WaterSense H2Otel Challenge will help mitigate excessive water usage and assist Page with their active conservation efforts. Regardless, the Page

Utilities Master Plan 2019 indicates the water supply from Lake Powell appears to be sound, adequate, and plentiful for the uses critical to the City of Page.

The Arizona Department of Water Resources' (ADWR) Adequate Water Supply Program issues "designations" to indicate when communities that are located outside of an Active Management Area (AMA) have adequate water supplies. While achieving a designation is not legally mandated, they demonstrate compliance with ADWR's water management objectives, make transparent water conditions to the general public, and can help with developers' perceptions of water availability in communities of interest. The City of Page obtained a Designation of Adequate Water Supply in 1975 but has not sought designation since. Page should apply for a new designation and continue to track their current water use as well as the projected water use of new developments. By actively managing water

WaterSense H2Otel Challenge is an EPA program to help hotels understand their water footprint by encouraging hotels to "ACT": Assess water use and savings opportunities, Change products or processes to incorporate best management practices, and Track their water-saving progress and achievements. Literature placed in rooms inform patrons of methods to aid in conservation efforts.

use, the City can track consumptive use, anticipate how much water will be used in the future, and ensure that growth does not outpace the available water supply. Tracking water use, as is the practice of the Page Utility Enterprise, demonstrates good stewardship of the City's water allocation, which will help to justify any future allocation requests.



7.4 Water Resources Goals and Policies

Goal WR.1 The City of Page will further develop and market a comprehensive water and wastewater education and conservation program.

Policy WR.1.1 The City of Page supports setting community targets for water conservation.

Policy WR.1.2 The City of Page supports sharing information regarding infrastructure issues with the community in open forums.

Policy WR.1.3 The City of Page supports exploring opportunities for funding or other program assistance through Arizona Department of Water Resources.

Goal WR.2 The City of Page will continue to incentivize water usage reduction efforts in the hospitality industry.

Policy WR. 2.1 The City of Page supports providing water information to guests to highlight the precious resource and its value and to promote the specific water conservation measures they can take.

Goal WR.3 The City of Page will continue to prioritize a maintenance plan for aging water infrastructure.

Policy WR. 3.1 The City of Page supports replacing aging and leaking infrastructure in the water system.

Policy WR. 3.2 The City of Page supports using recommendations from the Page Utilities Master Plan 2019 to prioritize and budget for replacements to the most critical infrastructure.

Goal WR.4 The City of Page will reduce non-revenue water loss.

Policy WR. 4.1 The City of Page supports actively replacing worn meters and other superannuated infrastructure.

Policy WR. 4.2 The City of Page supports setting a target of less than 10% water loss. ADWR has set this as a goal for maximum, non-revenue water use.

Goal WR.5 The City of Page will continue to improve treated and reclaimed water storage facilities to ensure a safe contingency supply in the event of an emergency or extended system outage.

Policy WR. 5.1 The City of Page supports budgeting for the development of adequate water storage facilities in the short term.

Goal WR.6 The City of Page will obtain an ADWR Designation of Adequate Water Supply.

Policy WR. 6.1 The City of Page supports outlining and pursuing the steps and requirements to obtain an ADWR designation.

Policy WR. 6.2 Once obtained, the City of Page supports maintaining the designation for at least 20 years by conforming with all program requirements.

Goal WR. 7 The City of Page will continue to actively track current water use and projected water use of new development, both residential and commercial.

Policy WR. 7.1 The City of Page supports maintaining and improving the existing monitoring system to track water usage for all existing and new development: residential, commercial, and industrial.

Policy WR. 7.2 The City of Page supports analyzing water usage rates to support any needed adjustments in future water allocations.



Page intentionally left blank

8

Open Space and Recreation

8.1 Introduction

The City of Page is a community that continues to provide a wide range of parks, recreation, and open space amenities that contribute to a high quality of life for residents and rewarding experiences for visitors. The City's open space system encourages an active lifestyle by providing a network of linked paths and trails, parks, and open spaces that connect to neighborhoods, schools, businesses, and the downtown core. The open space system will support tourism and provide activities and events that can result in extended stays and return visits. The open space system has been and continues to be safe, clean, and functional. At the same time, the City strives for the long-term sustainability of the network.

Ample available and planned open space offers an invaluable amenity to Page visitors and residents. The investment in public open space helps stimulate the economy. It positively affects the environment, community mental and physical health and well-being, and real estate values. Millions of tourists visit Page annually to experience the nearby world-class open spaces that the City offers. Page residents see value in these spaces, as reflected in the 2016 Parks and Recreation Master Plan and the 2021 Downtown Streetscape Master Plan. Open Space and Recreation is not a required element for the City of Page under Arizona Revised Statutes (§9-461.05); however, the City has deemed it an important topic to discuss in their General Plan.



The Open Space and Recreation Element's organization is as follows:

- **Existing Open Space Network:** This section describes the existing open space and recreation network in Page, including parks, recreational amenities, and trails.
- **Future Open Space Network:** This section describes future opportunities for the City of Page regarding open space and recreation.
- **Open Space Goals and Policies:** This section includes goals for future open space, as well as specific policies for attaining these aspirations. Chapter 9 the applicable goals and policies that have been extracted and translated into implementation tasks that can be systematically executed over the next 20 years.

8.2 Existing Open Space Network

Existing open space areas contain both active and passive open spaces for all residents and visitors to enjoy. Active open spaces are recreational facilities and places designed for specific activities. Existing functions of these spaces might include sports or play in diverse recreational facilities in Page. Passive open spaces encourage, and are designed for, less active pursuits such as relaxing, eating, and picnicking. This section contains descriptions of the existing active and passive spaces in Page. The existing open space network is depicted in Figure 8.1, the Open Space Network.



Trail to Horseshoe Bend Overlook (City of Page, 2020)

Level of Service

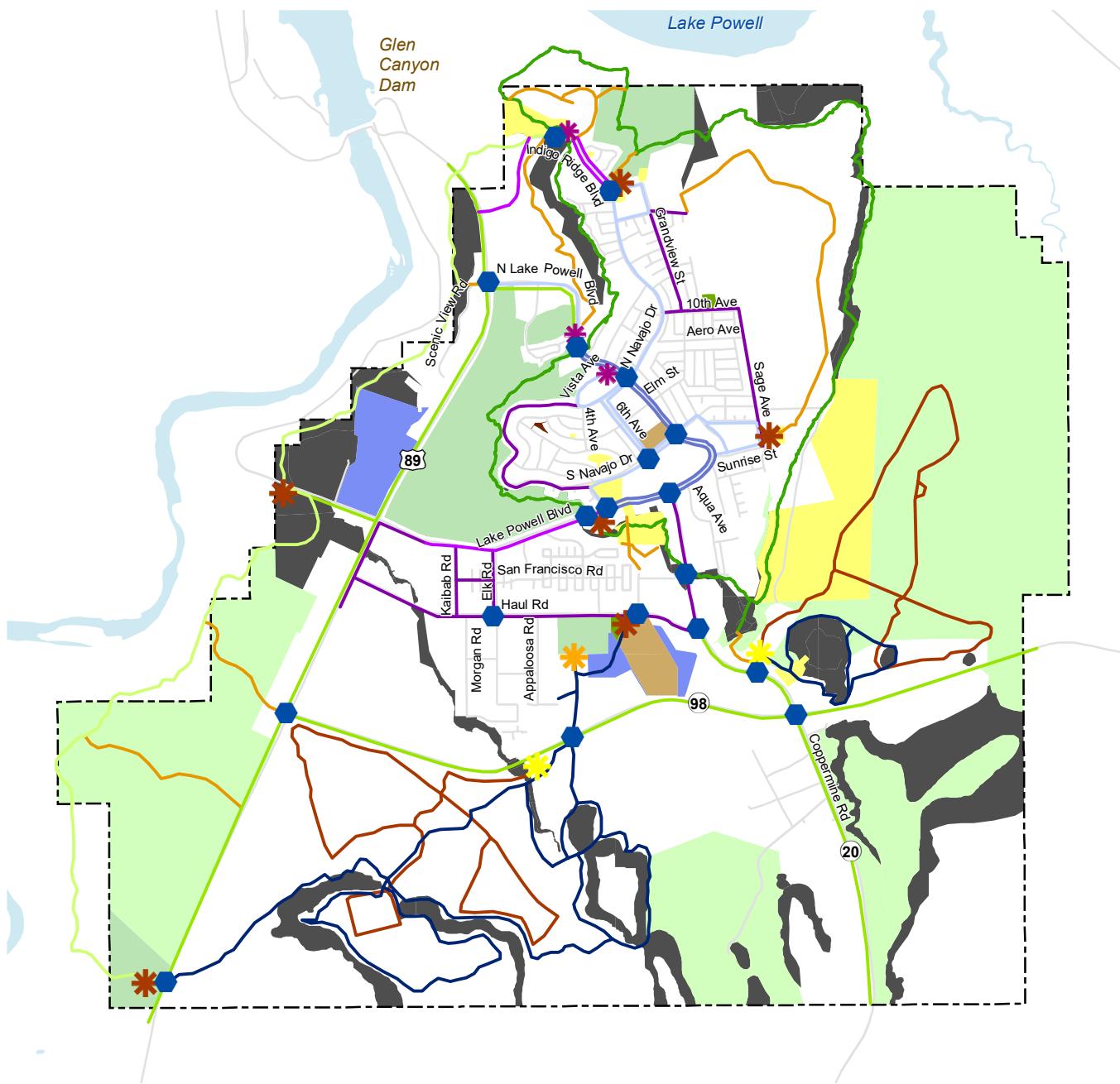
Level of service is the number of recreational facilities available in Page contrasted with the facilities and amenities offered at each. A comparison of levels of service at the recreational facilities throughout the city can be found in the 2016 Citywide Parks Master Plan. Level of service ratings do not account for facility condition, age, or quality. The current number of open spaces exceeds the recommended criteria for an adequate level of service. The criteria for adequate level of service were determined based on benchmarking comparisons to other similar Southwest jurisdictions. This evaluation occurred during the development of the 2016 Citywide Parks

Master Plan. This means that the acreage and amenities currently provided to residents is at an above average level in proportion to the population and in comparison to other similar Southwestern communities. The 2016 Citywide Parks Master Plan compared Page to five similarly sized cities in terms of area, population, and existing amenities, and they include: Boulder City, Nevada; Cortez, Colorado; Kanab and Moab, Utah, and Sedona, Arizona. The City of Page will ensure that this level of service is maintained while working to improve connectivity between existing park facilities and residential areas. By managing the existing parks and open space system with good maintenance practices and upkeep, the City will continue to provide an excellent level of service for the Page community.



John C. Page Park (City of Page, 2018)

Figure 8-1. Open Space Network



Legend

- | | | | |
|--|--|--------------------------|----------------------------|
| * Trailhead 1 (non-motorized, no equestrian) | Rim Trail (existing) | 10' Paved Path | Specialty Park |
| * Trailhead 2 (non-motorized) | Glen Canyon Rim Trail | 8' Paved Path | Neighborhood Park |
| * Trailhead 3 (all user) | Trail 1 (separated road trail) | 6' Paved Path | Community Park |
| * | Trail 2 (non-motorized) | 6' Paved Path (existing) | Pocket Park |
| * | Trail 3 (non-motorized, no equestrian) | | Planned Park |
| ◆ Enhanced Crossing | OHV Trail | | Future Land Use Open Space |
| | | | Future Land Use Park |
| | | | Undevelopable Land |

Source: City of Page / Coconino County, 2022.

0 $\frac{1}{2}$ Miles

Existing Parks and Recreation

The City of Page owns much of the undeveloped land throughout the community and has 17 designated parks and open spaces. These include parks, tennis facilities, sports fields, a natural amphitheater, a golf course, horse corrals, and trails. The City intends to continue to maintain and operate the existing parks and open space facilities at a high level. There are four types of parks in Page: pocket, neighborhood, community, and specialty.

- **Pocket Parks** are located throughout the city and are generally smaller than one acre. They are meant to be accessible to pedestrians and cyclists and do not necessarily have automobile parking. Small children's parks fall under this category.
- **Neighborhood Parks** are meant to be accessible to residents by walking, cycling, or driving. They are between 0.5 and 10 acres in size. They typically include ramadas or shade structures, parking, drinking fountains, recreational and play areas for children, multi-purpose fields, and/or sport courts. Many of the neighborhood parks provide restrooms. Local neighborhood parks include Vermillion Park, Golliard Park, and Sports Complex Annex.
- **Community Parks** are accessible by foot, bicycle, automobile, and public transportation. They cover at least 10 acres and are large enough to accommodate community-wide activities. Amenities in community parks typically include multi-purpose facilities, parking, restrooms, playgrounds, spaces for picnics and group ramada zones, and often areas for large community gatherings and live music. Page Sports Complex and John C. Page Memorial Park are examples of community parks in the city.
- **Specialty Parks** are designed for a specific use or destination attraction, and the size of these parks vary. Amenities in these parks include lighted parking areas, play areas, restrooms, and

security, when necessary to protect the park. Specialty parks might include performance amphitheaters, disc golf, golf courses, rodeo grounds, skate parks, and tennis courts. Lakeview Nature Park, Grandview Knoll, and Horseshoe Bend are examples of specialty parks.

In some instances, the City of Page will look to redevelop and reinvest in existing open space sites. One example is at John C. Page Park, an existing downtown facility on Lake Powell Boulevard at South Navajo Drive. With the development of the Downtown Streetscape Master Plan in 2021, the City and downtown stakeholders identified this park as an area for potential enhancements that could support increased event and recreation activity. The revitalization of the park would provide an outstanding destination and sense of place that could help revitalize the downtown core for residents and visitors by attracting special events and festivals. Revitalization would be a significant step towards developing Lake Powell Boulevard into a "main street" destination to help with long-term economic sustainability.



Downtown Streetscape Master Plan (City of Page, 2021)



Horseshoe Bend Overlook (City of Page, 2020)

Existing Trails

The many off-street trails in and around Page are unique and notable:

- **Rim View Trail** surrounds Page. It has four trailheads: Lake View, North Lake Powell Boulevard, Airport, and Page Library. This trail is 10.1 miles long and used mostly by pedestrians and cyclists, though horseback riding is also permitted. The trail is a loop surrounding the City; Lake Powell, Antelope Canyon, Horseshoe Bend, and Glen Canyon Dam are on the outside of the loop.
- **Glen Canyon National Recreation Area** lies northeast of Page and extends into southern Utah. There are many trails in the recreation area, such as Horseshoe Bend Trail. The latter is a popular 1.4-mile trail that is managed by the National Park Service and leads to the world-famous Horseshoe Bend overlook.

- **Lakeview Nature Trailhead** leads to the 1.5-mile Discovery Nature Trail, which is another trail located west of Page. This popular trail is 0.25 miles long and leads to the Rim Trail.

Existing Undevelopable Land

The dramatic topography of Page makes for incredible vistas and occasionally challenging development scenarios. Within the MPA, there are several severe escarpments. There is also a large area of land designated as floodplain. Both land features are considered undevelopable and will be preserved as open space as part of the overall percentage of open space in the Municipal Planning Area's focus area. About half of these lands comprise City-owned parks or future parks thus are designated Public Facilities and Open Space.

8.3 Future Open Space Network

The future open space network in Page reflects a vision for connected and accessible public spaces throughout the city. This section includes future open spaces – both active and passive – and potential improvements to existing open spaces. The Future Open Space Network is shown in Figure 8-1, the Open Space Network Map.

Future Trails

Page will continue providing high-quality trails to residents and visitors. The City is committed to exploring additional trail options for all users. Activities on these trails may include walking, hiking, bicycling, horseback riding, and in some cases, off-highway vehicles.

Future Parks and Recreation

As Page grows, portions of undeveloped land may be transformed into parks and recreational spaces to allow easy access to green spaces for residents and visitors. These potential future parks are identified as follows:

- **Antelope Valley Park (specialty park)**
- **Cedar Pocket/Neighborhood Park**
- **Elm Street Pocket Park**
- **Indigo Ridge Open Space**
- **Ridgeway Drive Open Space/Specialty/Neighborhood Park**
- **Sage Avenue Neighborhood Park**



8.4 Open Space Goals and Policies

Goal OS.1 The City of Page will ensure that a variety of high-quality open spaces are accessible and available to all residents of and visitors to Page.

Policy OS.1.1 The City of Page supports maintaining existing parks to be safe, clean, and functional, while exceeding minimum level of service standards.

Policy OS.2.2 The City of Page supports a consistent standard for the aesthetic look of its parks and recreation spaces.

Policy OS.2.3 The City of Page supports enhancing security and enforcement in all park and recreation spaces.

Policy OS.2.4 The City of Page supports open spaces in private residential developments. These private open spaces should connect to existing public open spaces.

Policy OS.2.5 The City of Page supports provision of ADA accessibility in all park spaces as required by law.

Policy OS.2.6 The City of Page supports improving the non-motorized networks connecting parks and recreational spaces to each other and to activity centers.

Policy OS.2.7 The City of Page supports improving the non-motorized connectivity of the downtown/Lake Powell Boulevard core to the open space and trails network.

Policy OS.2.8 The City of Page supports improving access to natural open spaces.

Policy OS.2.9 The City of Page supports maintaining the visual grandeur that characterizes the surrounding “Grand Circle” region. The City recognizes that preserving the surrounding world-class visual resources is a policy that will endure for current and future generations. Removing visual clutter impacting at-risk viewsheds and natural open spaces by minimizing billboards and other unsightly elements is critical.

Goal OS.2 The City of Page will identify opportunities to build additional parks and recreational spaces that benefit residents' quality of life and offer future revenue-generating opportunities for the local economy.

Policy OS 2.1 As the community grows, the City of Page supports building additional parks and creating additional recreation programs and events for residents.

Policy OS 2.2 The City of Page supports partnerships with members of the public, schools, agencies, and private entities for recreational programs, events, and other opportunities.

Policy OS 2.3 The City of Page supports integrating the natural environment into public spaces.

Goal OS.3 The City of Page will develop a comprehensive recreational trail system in the city that is interconnected and accessible from various community areas.

Policy OS 3.1 The City of Page supports development of recreational trails for residents and visitors.

Policy OS 3.2 The City of Page supports improving access to trails.

Policy OS 3.3 The City of Page supports open spaces in private residential developments that connect to existing trails.

9

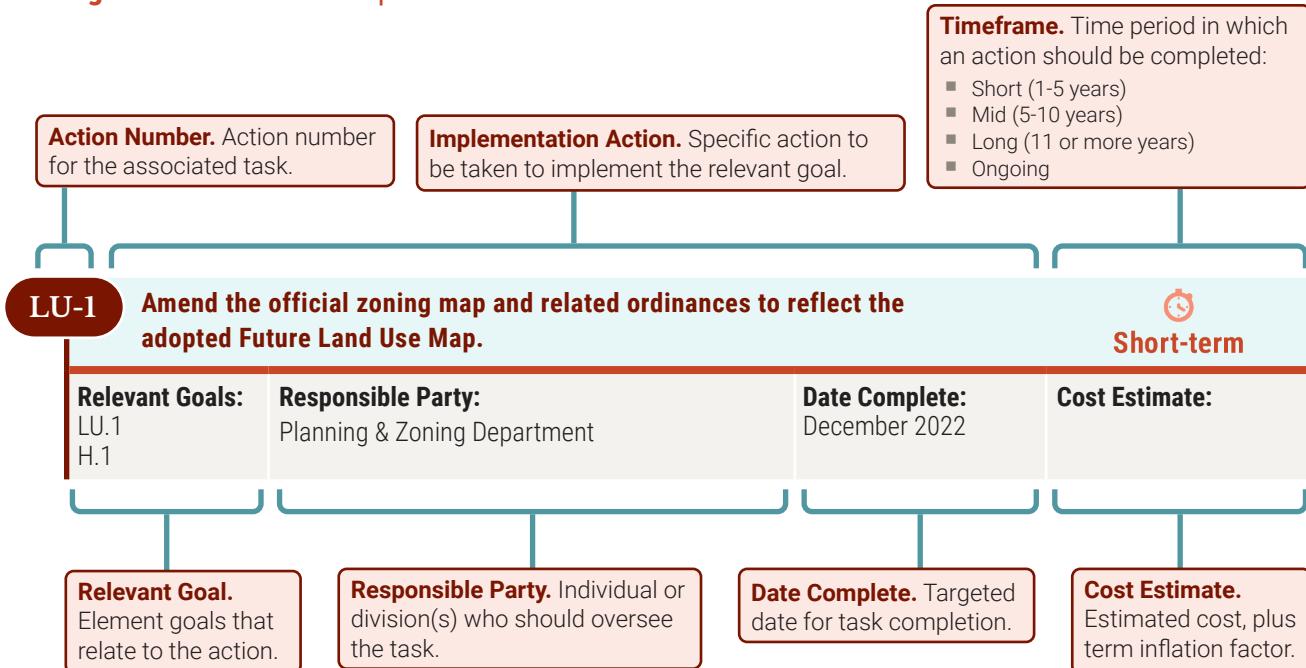
Implementation

9.1 Implementation Plan

Plans are of little value unless they lead to action. To help move the Page 2040 General Plan from the role of guidance to implementation, the City has identified a set of actions it will carry out in a systematic manner over the next 20 years to accomplish the goals and policies included in this plan.

This section utilizes a table format to help outline the actions in the implementation plan. **Figure 9-1** indicates how to read the table. Thirty-four (34) implementation actions relating to all seven elements follow in Sections 9.2 through 9.8.

Figure 9-1. Guide to Implementation Plan



9.2 Land Use Implementation Actions

The following are the implementation actions for the Land Use Element.

LU-1	Amend the official zoning map and related ordinances to reflect the adopted Future Land Use Map.			 Short-term
Relevant Goals: LU.1	Responsible Party: Planning & Zoning	Date Complete: December 2022	Cost Estimate: In-house Administrative	
LU-2	Review the development process with measurable streamlining and expedited outcomes.			 Short-term
Relevant Goals: LU.2	Responsible Party: Planning & Zoning, City Attorney	Date Complete: January 2023	Cost Estimate: In-house Administrative	
LU-3	Expand and promote the Page Municipal Airport.			 Mid-term  Ongoing
Relevant Goals: LU.3	Responsible Party: Economic Development, Planning & Zoning, Public Works, Airport Department	Date Complete: Continuous	Cost Estimate: Variable Costs and Funding Sources	
LU-4	Create and implement a wayfinding and signage program for the City.			 Short-term
Relevant Goals: LU.5	Responsible Party: Planning & Zoning, Public Works	Date Complete: June 2024	Cost Estimate: Grant and General Funds	

Recommended Actions:

- Investigate incentives to attract uses that provide employment opportunities.
- Increase regular flight services to and from Las Vegas and Flagstaff.
- Add a restaurant to the Page Municipal Airport to benefit tourists and residents.

9.3 Economic Development Implementation Actions

The following are the implementation actions for the Economic Development Element.

ED-1	Create and adopt an Economic Development Recovery and Resiliency (EDRRP) Plan.		
	 Short-term		
Relevant Goals: ED.1	Responsible Party: Economic Development, Planning & Zoning	Date Complete: December 2022	Cost Estimate: USDA-RD Grant \$50,000
ED-2	Pursue a partnership with Coconino Community College to develop mentorship and internship programs with City Departments and local businesses.		
	 Long-term		
Relevant Goals: ED.3	Responsible Party: City Manager, Planning & Zoning, Human Resources, Economic Development	Date Complete: June 2015	Cost Estimate: In-house Administrative
ED-3	The City of Page will work to continuously find ways to improve education, outreach, and support to local businesses.		
	 Short-term Ongoing		
Relevant Goals: ED.4	Responsible Party: Planning & Zoning	Date Complete: Ongoing	Cost Estimate: In-house Administrative
ED-4	Create and implement a commercial development and residential housing recruitment program.		
	 Short-term		
Relevant Goals: ED.6	Responsible Party: Finance, City Clerk, City Manager	Date Complete: Ongoing	Cost Estimate: In-house Administrative
ED-5	Recruit commercial and entertainment developers to Page.		
	 Short-term		
Relevant Goals: ED.8	Responsible Party: Planning & Zoning	Date Complete: Ongoing	Cost Estimate: In-house Administrative

ED-6 Enhance promotion of local Lechée District events in Page.


Relevant Goals:	Responsible Party:	Date Complete:	Cost Estimate:
ED.7 ED.9 LU.5	Economic Development	Ongoing	Marketing Campaign Budgets

Recommended Actions:

- ED.10.6 The City of Page supports small businesses by working with Coconino County Community College and the Small Business Development Center to educate them on available alternative financing opportunities to supplement state and federal small business loan and grant programs.
- ED.10.2 The City of Page supports enacting policies and programs supporting renewable energy, recycling, and other opportunities and initiatives that will both excite residents and foster long-term sustainable growth in Page.
- ED.4 The City of Page will review and update the list of available state and federal business loans and grants and notify all local businesses of these available resources through an annual update.
- ED.5.4. The City of Page supports surveying local businesses to see if succession plans are in place, particularly for smaller companies that are owned by someone nearing retirement.
- Assist and support business expansion, improvements, and/or relocation efforts for local businesses prior to recruiting competing commercial uses, to include local art museums, off-highway vehicle rentals, and other family entertainment opportunities.
- Actively recruit other airport-related businesses to utilize Page Municipal Airport and surrounding undeveloped properties.
- Actively recruit regional concert promoters to consider Page for multiple annual outdoor concerts and music festivals.
- Actively recruit more kid-friendly businesses to provide more entertainment for visiting families and residents.
- Actively seek out state and federal grants that give preference to communities with closed-down coal fire plants and designated gateway communities, to improve Page's existing infrastructure; complete the Streetscape Plan; build more tourism-related facilities, such as, public swimming pool/aquatic center for family entertainment and safety training; welcome/convention/conference center for growing tourism; a downtown city center for farmer's markets, street fairs, food vendors, special events, entertainment and general public gathering; and, a desert sky planetarium, museum and interactive, kid-friendly facility.

- Actively work to continuously enhance and beautify the city through the eventual implementation of a city-wide beautification program such as "Keep Page Beautiful".

9.4 Housing Implementation Actions

The following are the implementation actions for the Housing Element.

HI-1	Rezone parts of the city to facilitate more and different types of housing development and to create more areas for mixed use developments that also accommodates housing.		
			 Short-term
Relevant Goals: H.1	Responsible Party: Planning & Zoning	Date Complete: December 2022	Cost Estimate: In-house Administrative
HI-2 Work with housing developers to build housing that is more obtainable for everyday working families.			  Short-term Ongoing
Relevant Goals: H.1 H.2 H.3 LU.1	Responsible Party: Planning & Zoning, Economic Development	Date Complete: Starting mid-2023; Ongoing	Cost Estimate: In-house Administrative
HI-3 Recruit regional housing developers to Page to focus on less expensive, innovative, high-quality products.			 Ongoing
Relevant Goals: H.3	Responsible Party: Planning & Zoning, Economic Development	Date Complete: Ongoing	Cost Estimate: In-house Administrative

Recommended Actions:

- H.1.1 The City of Page supports updating the Comprehensive Housing Study in the near term.
- H.2.1 The City of Page supports the creation and implementation of a facade improvement program in the near term.
- H.2.2 The City of Page supports the exploration of funding sources and programs to weatherize and maintain existing housing stock in the near term.
- The City encourages and welcomes new housing developments from IRC-approved tiny homes to executive-class apartments, including site-built and certified modular home development and mixed-use developments in the C-2, CBD, and SC Zoning Districts.

9.5 Public Facilities and Services Implementation Actions

The following are the implementation actions for the Public Facilities and Services Element.

PF-1	Annually assess safety ratios and response times for future improvement.		
	 Ongoing		
Relevant Goals: PF.1	Responsible Party: City Manager, Fire/EMS, Police, Page Utility Enterprise	Date Complete: Ongoing	Cost Estimate: In-house Administrative
PF-2	Identify opportunities for improvements in public facilities and services, such as Wi-Fi, broadband, and solar power.		
	 Ongoing		
Relevant Goals: PF.3 PF.4 OS.1	Responsible Party: Economic Development Public Works	Date Complete: Ongoing	Cost Estimate: Variable Costs and Funding Sources

Recommended Actions:

- PF.1.6 The City of Page supports a safety assessment so that public safety technology and facilities can be improved. For example, a city jail could be included in the Capital Improvement Program near-term goals.
- PF.3.2 The City of Page supports the inclusion of public facilities and services in the Five-year Capital Improvement Program in the near term, to include: a continuous and ongoing citywide ADA sidewalk implementation program; permanent, three-phase electrical service plug-ins throughout the John C. Page Park and Block 17 for food vendors and special events; and, indestructible prison-grade public restrooms along the heavily-used Rim Trail.

9.6 Circulation Implementation Actions

The following are the implementation actions for the Circulation Element.

CI-1	Ensure that traffic signals and signage are planned for and funded in the Capital Improvement Plan.		
	 Ongoing		
Relevant Goals: C.1	Responsible Party: Public Works, City Manager	Date Complete: Ongoing	Cost Estimate: In-house Administrative
CI-2	Attend regional public transportation meetings and apply for grants to fund expansion of the public transportation system.		
	 Ongoing		
Relevant Goals: C.2 C.3	Responsible Party: Public Works Planning & Zoning	Date Complete: Ongoing	Cost Estimate: In-house Administrative
CI-3	Plan for and incentivize a private trolley system.		
	 Mid-term		
Relevant Goals: C.2	Responsible Party: Public Works, Economic Development	Date Complete: January 2030	Cost Estimate: Grants, general fund, and private funding and management
CI-4	Develop a sustainable Transportation Master Plan to enhance multimodal network connectivity and ITS components.		
	 Ongoing		
Relevant Goals: C.3 C.4 C.5 C.6 OS.3	Responsible Party: Public Works, Planning & Zoning	Date Complete: Start in 2025; Ongoing	Cost Estimate: Grant and General Fund; \$200,000.00

Recommended Actions:

- C.1.4 The City of Page supports updating the current 2007 Small Area Transportation Study/Transportation Master Plan within the next five years.
- C.2.2 The City of Page supports the creation of a privately operated trolley system that stops at tourist attractions and food venues.

- C.2.4 The City of Page supports the pursuit of regional bus service by applying for grants from the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA) and other funding and will attend transportation-oriented meetings in person or virtually as available.
- C.3.1 The City of Page supports the creation of a bicycle and pedestrian master plan within the next five years to further plans for an integrated on-street and off-street network.

9.7 Water Resources Implementation Actions

The following are the implementation actions for the Water Resources Element.

WR-1 Adopt the Water – Use it Wisely program.



Relevant Goals:	Responsible Party:	Date Complete:	Cost Estimate:
WR.1	Page Utility Enterprises	January 2026	In-house Administrative

WR-2 Develop and market a water conservation program and set targets for water conservation.



Relevant Goals:	Responsible Party:	Date Complete:	Cost Estimate:
WR.1 WR.2	City Manager, Page Utility Enterprises	January 2027	In-house Administrative

WR-3 Continue to replace leaking and aging water system infrastructure.



Relevant Goals:	Responsible Party:	Date Complete:	Cost Estimate:
WR.3	City Manager, Page Utility Enterprises, Public Works	Ongoing	Established through annual budget

WR-4 Apply for new ADWR Designation of Adequate Water Supply.



Relevant Goals:	Responsible Party:	Date Complete:	Cost Estimate:
WR.6	City Manager, Public Works, Page Utility Enterprises	January 2024	In-house Administrative

Recommended Actions:

- WR.1.3 The City of Page supports dispersing educational literature regarding the benefits of replacing outdated plumbing fixtures to reduce passive household water waste.

- WR. 1.7 The City of Page supports participation in Arizona's Water – Use It Wisely program as a message ambassador, which requires no financial contribution.
- WR. 1.8 The City of Page supports adopting the State's Water, Use It Wisely landscape design guidelines that promotes xeriscaping in new development.
- WR. 1.9 The City of Page supports updating their zoning codes to require xeriscape landscaping for all new commercial developments.
- WR. 2.1 The City of Page supports requesting all hotels to actively participate in the EPA's WaterSense H2Otel Challenge and track water usage and improvements over time.

9.8 Open Space and Recreation Implementation Actions

The following are the implementation actions for the Open Space and Recreation Element.

OS-1	Prioritize budgetary resources allowing Page to provide high-quality and maintained open spaces for Page residents and visitors.	 Ongoing
Relevant Goals: OS.1	Responsible Party: Community & Recreation Services	Date Complete: Ongoing
Relevant Goals: OS.1 OS.2 PF.3 PF.4	Responsible Party: Community & Recreation Services	Date Complete: Ongoing
OS-3	Continue to enhance and expand the trail system to connect new areas of the community.	 Mid-term Ongoing
Relevant Goals: OS.3 C.2 C.3 LU.1	Responsible Party: Community & Recreation Services	Date Complete: Ongoing
OS-3	Continue to enhance and expand the trail system to connect new areas of the community.	 Long-term Ongoing
Relevant Goals: OS.3 C.2 C.3 LU.1	Responsible Party: Community & Recreation Services	Date Complete: Ongoing

Recommended Actions:

- Work with state, federal, and county parks & recreation departments to build improved-surface/paved trails connecting Wahweap Marina and facilities to Horseshoe Bend and Antelope Point Marina in order to grow tourism.
- Work with off-roader associations and promoters to get some nationally recognized and sanctioned off-road races for all racing classes in and around Page to grow tourism.
- Work with regional concert and music festival promoters to bring in more musical special events and concerts to better utilize the already developed and never-used amphitheater facility.



**2040 GENERAL
PLAN**



CITY OF
Page
ARIZONA

**2040 GENERAL
PLAN**

