# City of Winslow



# Strategic Housing Plan and Assessment

Prepared for: The City of Winslow, Arizona

Presented by:

The Drachman Institute in partnership with the Arizona Department of Housing

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College of Architecture and Landscape Architecture

The University of Arizona

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# INTRODUCTION

The Drachman Institute is the research and public outreach arm of the College of Architecture and Landscape Architecture at The University of Arizona. The mission of the Drachman Institute is to assist in the development of affordable, regionally appropriate housing that is affordable and resource conscious by design. At the request of the Winslow Public Housing Department, the Drachman Institute worked in partnership with the Arizona Department of Housing to conduct a housing assessment for the City of Winslow. The purpose of this work is to aid in the strategic planning for affordable housing in the City of Winslow.

To create this report, data was collected from a variety of published sources, field surveys, public opinion surveys, and input from public meetings. This data was compiled and evaluated to illustrate existing housing conditions, livability, and city character of the City of Winslow.

Winslow, Arizona is located in the northeastern part of the state in Navajo County. Affordable housing opportunities in Winslow are currently under pressure due to a statewide increase in housing costs, an aging housing stock in Winslow, the expanded growth of Flagstaff, and expanded employment opportunities within Winslow.





# **ASSESSMENT**

Assessment falls into two major categories, *statistical assessment* and *physical assessment*. Types of data used for *statistical assessment* include demographic, economic, and housing information. The purpose of this type of data collection is to inform planners as to *who* is in need of housing within the community and to tell approximately how great the demand for housing is. Sources of published information used to compile this data include the 2000 U.S. Census, the Arizona Department of Housing, the Arizona Department of Economic Security, the City of Winslow, and Navajo County.

Physical assessment data is used to create an *image of the physical conditions*. To collect this information, the Drachman Institute conducted windshield surveys and analyzed aerial photography. A windsheild survey assesses housing conditions visually from the street. Factors influencing the conditions that can be observed in this way include the general condition of the roof, structural integrity of the building, condition of windows and doors, exterior paint and other obvious maintenance and repair issues.

Additional data collected to inform both the physical and statistical assessments includes the identification of previous housing studies or plans (*The City of Winslow General Plan*), the identification of new housing developments and future plans, and analysis of any other pertinent data regarding the current housing stock.



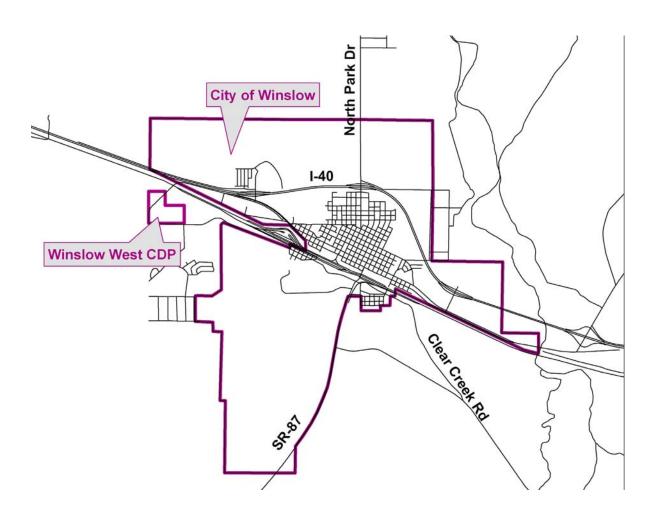


Statistical Assessment

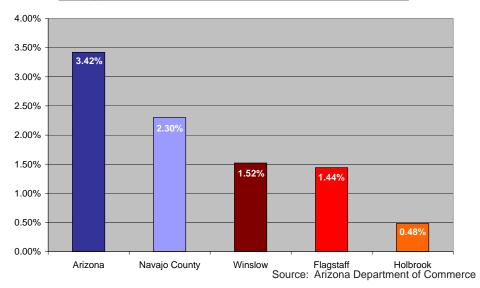
The statistical profile created in this report was compiled from 2000 U.S. Census, Arizona Department of Housing, Arizona Department of Economic Security, City of Winslow and Navajo County data. The purpose is to provide relevant data regarding family incomes, housing prices, and the socioeconomic makeup of households in the City of Winslow.

Data derived from the 2000 U.S. Census either refers exclusively to the population living within the city limits of Winslow, or the population living within the City of Winslow and the population living within Winslow West Census Designated Place (CDP). Each graph or table will indicate which areas are included.

In this report, census data from Winslow is often compared to Arizona as a whole or to Rural Arizona. Rural Arizona is defined as all of Arizona except for Maricopa and Pima Counties.



#### Average Annual Rate of Population Growth from 1990 to 2000



The growth rate shown for Winslow between 1990 and 2000 is 1.52%, yielding a population of 9,520 in 2000. Using this historic growth rate to predict future population does not necessarily paint an accurate picture of growth for Winslow due to numerous nonfinite pressures that will be induced onto the local housing market in the coming years. One of these factors is the future growth of nearby Flagstaff, which is one of the highest priced housing markets in the state. Rising home prices in Flagstaff, as well as other parts of the state, have begun to "spill over" into small cities and towns in Arizona. This growth will increase the need for more affordable housing to counteract the pressures of rising housing costs.

The Arizona Department of Housing identified three possible scenarios for population growth in Winslow over the next ten years. The first, Scenario 1, assumes the same rate of growth that occurred from 2000 to 2006 will continue through 2016. The second, Scenario 2, assumes an accelerated growth rate of double the annual level from 2000 to 2006. The final, Scenario 3,

assumes an explosive growth rate of four times the annual level from 2000 to 2006.

Communities such as Winslow, which are small and in close proximity to major population centers, have future growth patterns that are strongly affected by what goes on in the major population centers. As noted earlier, Flagstaff's continued growth will most likely speed the rate of growth in Winslow, yielding a population similar to what is projected in either Scenario 2 or Scenario 3.

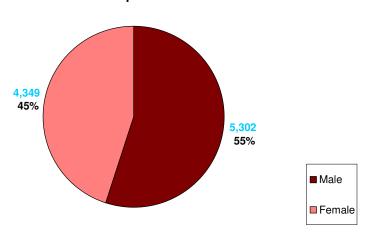
Year	Population		
1990	9,279		
2000	9,520		
2006	9,835		
2016 - Scenario 1	10,360		
2016 - Scenario 2	10,885		
2016 - Scenario 3	11,935		
Source: Arizona Department of Housing, Arizona Department of Economic Security and U.S. Census Bureau			

Based on these population projections, estimates are given regarding the impact on housing. If the proportion of housing unit types remains the same in 2016 as it was in 2000, then the three scenarios would produce an increase in housing unit types as follows:

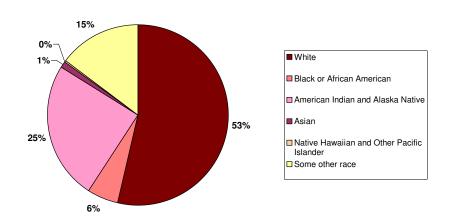
Year	Single Family			Total Hous- ing Units
2000	2,363	591	288	3,242
2016 - Scenario 1	2,571	643	313	3,528
2016 - Scenario 2	2,702	676	329	3,707
2016 - Scenario 3	2,962	741	361	4,064

Source: Arizona Department of Housing, Arizona Department of Economic Security and U.S. Census Bureau

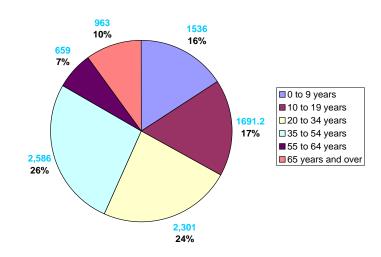
#### Gender of Winslow including Winslow West CDP Population



# **Racial Composition of Winslow Population**



# Age of Winslow and Winslow West CDP Population

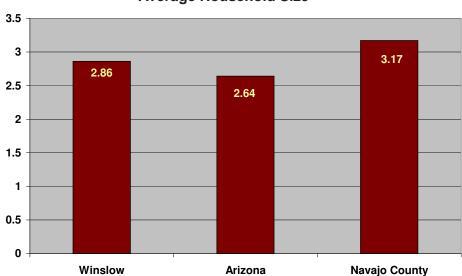




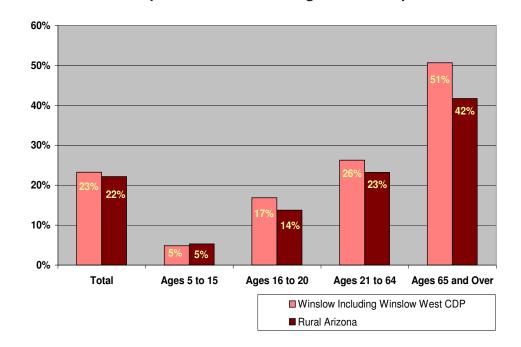
# **Demographics**

Source: U.S. Census 2000

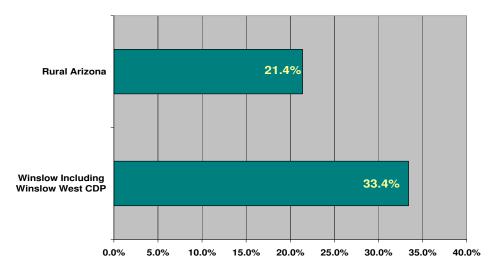
# **Average Household Size**



# Disabled Population as a Percentage of Total Population

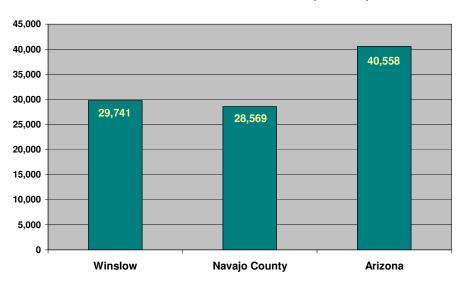


# Single Parent Households as a Percentage of All Families

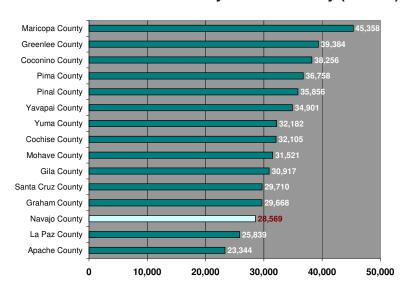




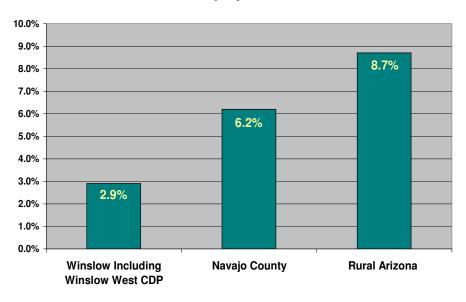
# **Median Household Income (Dollars)**



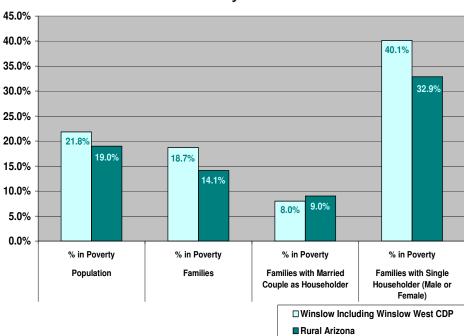
# **Median Income by Arizona County (Dollars)**



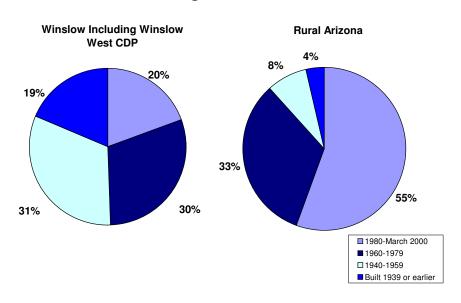
#### **Unemployment Rate**



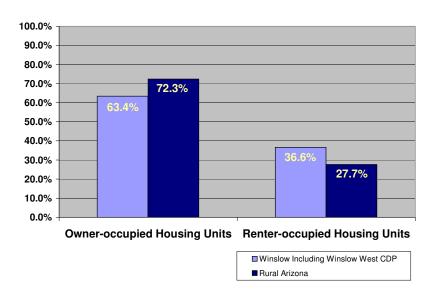
# **Poverty Rates**



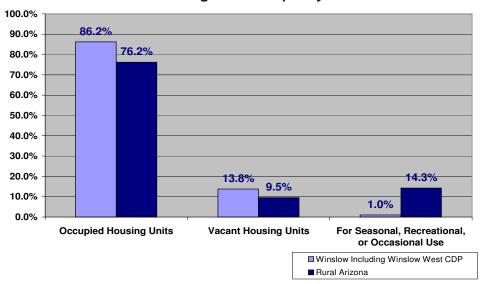
## **Year Housing Structures Built**



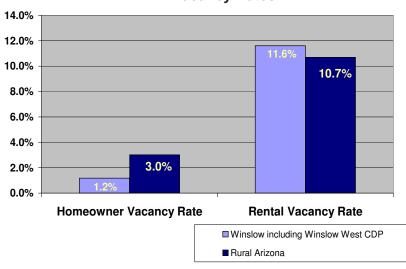
#### **Housing Tenure of Occupied Units**



## **Housing Unit Occupancy**

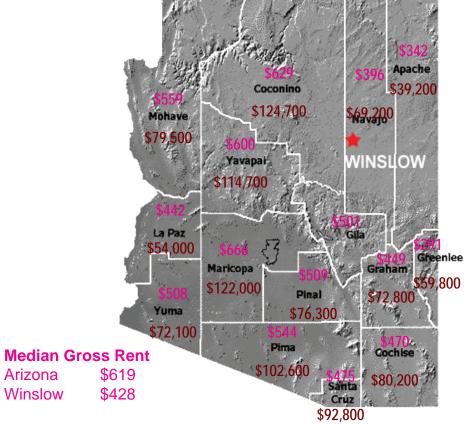


# **Vacancy Rates**



Gross rent is a measure of the total cost of housing including utility costs. If utility costs are not included as part of the contract rent, an estimate for utility costs is used to calculate gross rent. The median gross rent in Winslow in 2000 was higher than in Navajo County.

Median home values for Winslow were lower than those for Navajo County in 2000, ranking among the lowest in the state. By contrast, Coconino County had the highest median home values, surpassing even Maricopa County.



# **Median Home Value**

Arizona \$109,400 Winslow \$59,700



#### Housing Affordability Gap

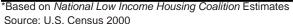
Source: Arizona Department of Housing 2005

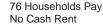
The housing affordability gap is determined through a comparison of housing prices with household incomes. A "gap" occurs when there are not enough housing units at the appropriate price range to fit the incomes of households in the community. Generally this gap occurs at the low end of the income spectrum forcing lower income households to purchase or rent housing that is out of their price range. In 2000, there was no gap in Winslow.

	Winslow	Navajo County
Total Gap	0	1,561
Gap as a % of Total Households	0.00%	8.50%

Gross rent, as defined earlier, is the amount paid including an estimate for utility costs if these costs are paid by the renter. The US Department of Housing and Urban Development has a threshold level of 30% of gross income in determining if a household is paying too much for housing. Data shows that in Winslow there are 346 renters paying more than 30% of their income for housing, despite the fact that there are vacant units priced within their income level. Possible reasons for this may be that the vacant units do not meet renters' needs or are not in good condition; or this may simply be a matter of personal choice.

Income Level of Renter Household	Rent Afforded at Income Level*	Total # of Renter Households at Income Level	# of Renter Households that Pay 30% or More of Income to Gross Rent	Number of Vacant Rental Units with Asking Price at Afforded Rent Level	Occupied Units at Afforded Rent Level
Less than \$10,000	\$250 or less	234	167	36	121
\$10,000- \$19,999	\$251-\$499	228	124	80	543
\$20,000- \$34,999	\$500-\$874	305	55	0	240
\$35,000 or more	\$875 or more	228	0	0	15

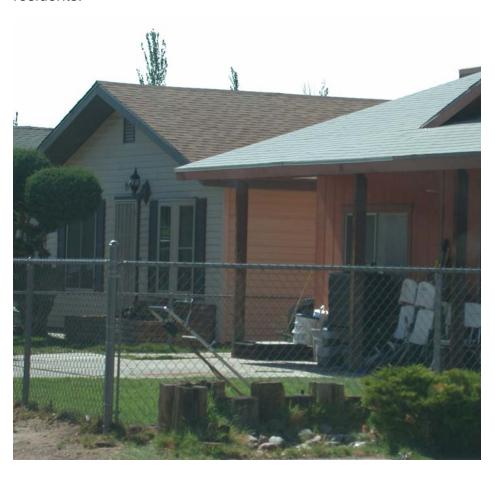




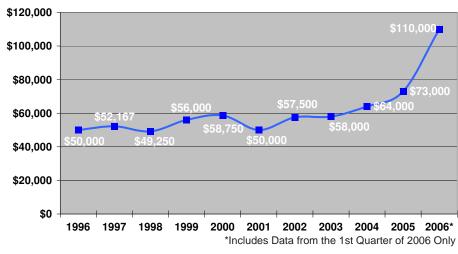


Source: Navajo County Assessor, City of Winslow 2006

The median value of all home sales in Winslow from 1996 to the first quarter of 2006 dramatically increased beginning in 2004. The number of single family residence building permits issued increased rapidly from 2000 to 2005. Increased home prices and building activity have both positive and negative effects. Increased building activity brings jobs and investment to the area while increased housing prices can make homes unaffordable to residents. The Arizona Department of Housing estimates that a household needs to have an income of \$40,500 a year to afford a \$110,000 home. As economic pressures continue to rise, it is important that Winslow maintain affordable housing for local residents.



# Median Sales Price of Single Family Homes (Resale and New) in the Winslow Area



# Winslow Building Activity for New Single Family Residences

Year	New Building Permits Issued
2000	2
2001	7
2002	13
2003	12
2004	12
2005	15

The chart below shows changes in housing unit type from 1990 to 2000. Most of the growth in the housing market from 1990 to 2000 was driven by an increase in multi-family units. The number of manufactured homes decreased in that period.

Unit Type	1990	2000	% of all units in 1990	%of all units in 2000	% growth
Single Family	2,223	2,285	71.53%	70.48%	2.79%
Townhouse/Condo	71	78	2.28%	2.41%	9.86%
Multi-family	418	591	13.45%	18.23%	41.39%
Manufactured Home	339	288	10.91%	8.88%	-15.04%
Other Units	47	0	1.51%	0.00%	-100.00%
Total Units	3108	3,242	100.00%	100.00%	4.31%

Below is a chart that shows the number of subsidized units in 2006 in Winslow as a percentage of total number of housing units in 2000. The percentage of subsidized units is about 5%.

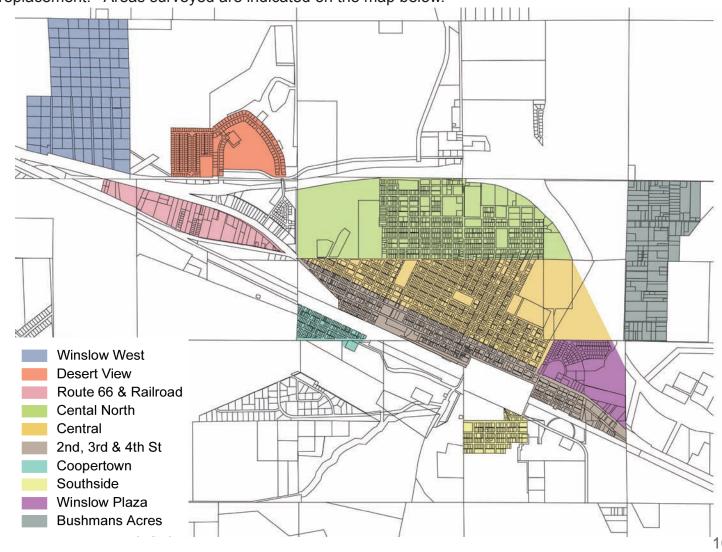
Total Number	Number	Percent
Housing Units	Subsidized	Subsidized
3,198	173	5.40%

Source: U.S. Census 2000, City of Winslow and Local Property Managers 2006



Physical Assessment

The method used for the physical assessment consisted of a visual survey accompanied by research of documented plans and reports to assess livability, city character, and proposed development. The visual "windshield surveys" were conducted to assess the current condition of the housing stock in Winslow. An initial survey was performed on June 20-21, 2006, by Drachman Institute staff who examined the *exterior condition* of housing from the street and estimated costs for rehabilitation, identified units in need of replacement, noted the location of vacant lots and the location of units for sale. The survey included notes of proximity to amenities such as schools, shopping, parks and recreation, medical facilities and religious institutions. A second survey was conducted on July 28, 2006, to examine apartment properties in Winslow. This windshield survey assessed the condition of each complex and identified units in need of moderate rehabilitation, significant rehabilitation, or replacement. Areas surveyed are indicated on the map below.



Source: Drachman Institute 2005

	Number	Percent (estimates)
Total Homes Surveyed	≈ 2800	100%
Fair-Excellent Condition	≈ 2600	93%
In Need of Rehabilitation	138	5%
Vacant Lots	110	
For Sale	25	

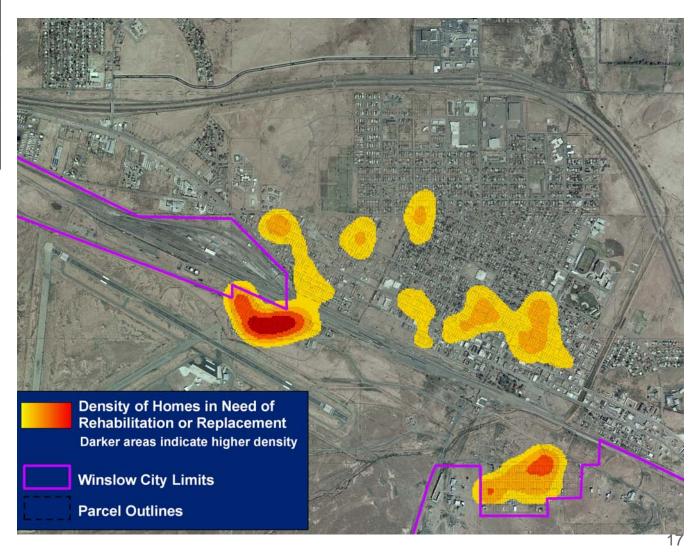
Definitions for condition as estimated from the street view:

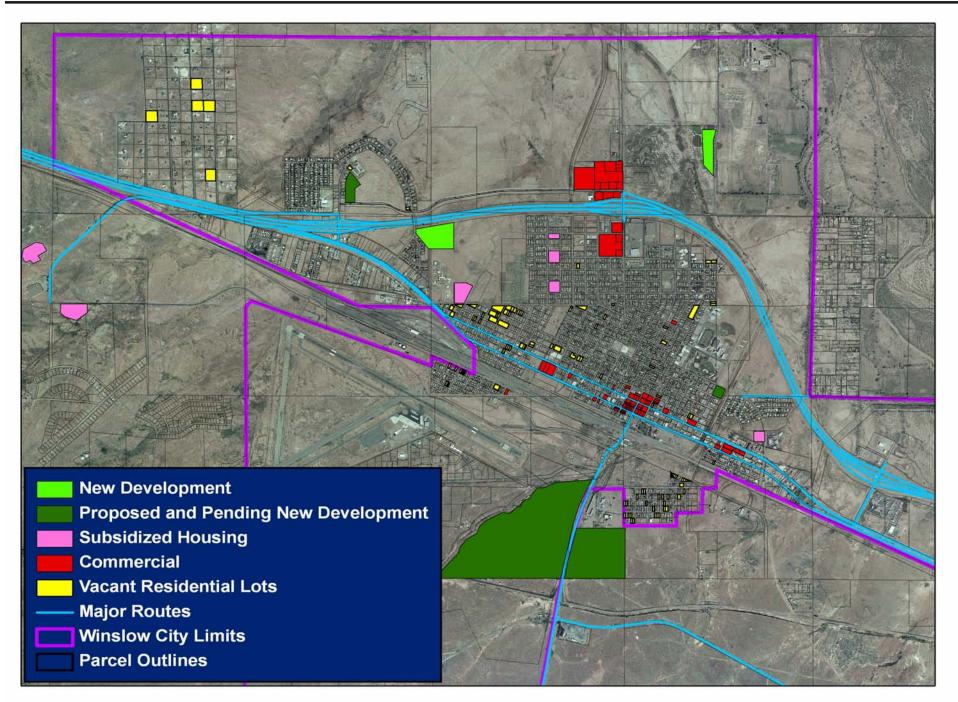
Fair - Excellent: Estimated cost of \$0 - \$30,000 in repairs to bring to excellent condition.

In Need of Rehabilitation: Significant exterior repairs with an estimated cost of \$30,000 or more.

In Need of Replacement: Cost of rehabilitation equals or exceeds cost of constructing a new home.







Apartment Windshield Survey - Condition

in Institute 2005		Total Multifamily Properties Surveyed	Good Condition	Some Rehabilitation Needed	Significant Rehabilitation Needed	Replacement
City Wide	#	47( ~ 625 units)	15	17	13	2
	%	100%	32%	36%	26%	4%
Route 66	#	21 ( ~ 275 units)	4	8	8	1
Corridor	%	100%	19%	38%	38%	5%

The windshield survey of apartment properties in Winslow shows that about one-third are in need of significant rehabilitation or replacement. This is a noticeable contrast to the single family homes in Winslow that are mostly in good condition. Generally, the public housing and subsidized housing properties in Winslow are in better condition than the market rate properties. The properties along the Route 66 corridor are in poorer condition than the properties in Winslow as a whole.

#### **Definitions**

Note: Because appartment complexes vary in size, the condition ranking does not assign a dollar value to properties.

Good Condition: Property has only minor or no apparent repair issues.

Some Rehabilitation: Regular maintenance issues need to be addressed such as replacing or repairing doors and windows, replacing or repairing cooler units, and painting exteriors.

Significant Rehabilitation: Damage to structural features such as walls and roofs is apparent. A large number of regular maintenance issues have accrued to the point where many or all of the units need attention.

Replacement: It would be more cost effective to construct new structure on the site rather than rehabilitate the existing structure.

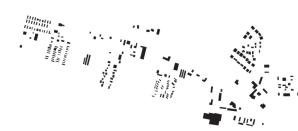




# CITY FORM

The City Form review investigates the livability, city character, and development capacity of Winslow. This information complements the information gathered in the assessment by illustrating possible causes and effects that have influenced Winslow's current form.









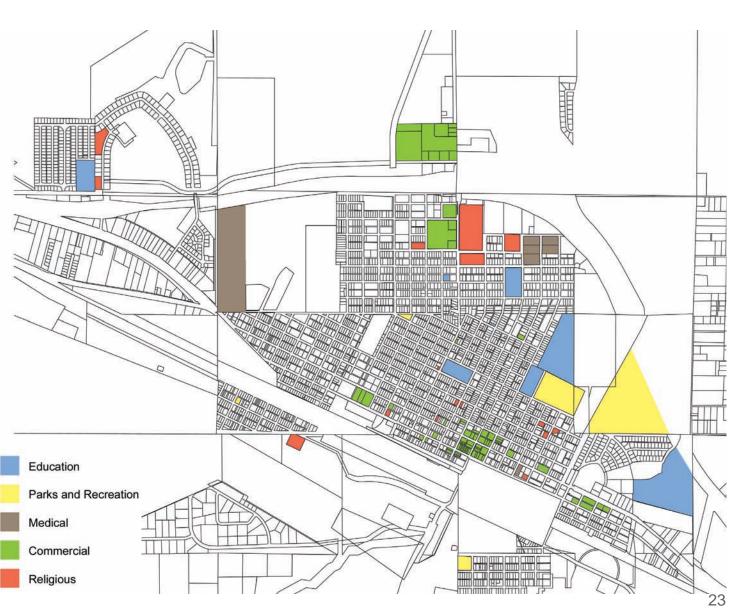




Livability

The evaluation of livability takes into account multiple factors that inform the existing and projected success of housing. These factors include a neighborhood's proximity to major amenities including schools, parks and recreation areas, medical facilities, commercial areas, religious institutions, and transportation. All of these factors are important in creating a livable, viable, and healthy community.

From the map we can see that commercial areas are concentrated along North Park Drive and along 2nd and 3rd Streets. The map also shows the lack of amenities south of the railroad tracks. Due to the lack of accessibility from this part of the city to the rest of Winslow, encouraging future housing development in this area would require either additional investment in amenities or greater connectivity to the northern portion of the city.



# Livability - City Character

Winslow's unique character, reflected in the built environment and city form, are products of its history, culture, and natural landscape. Winslow's development as a city, as well as its economic base, has always been closely tied to the transportation routes that run through the city.

Winslow grew up as a railroad town. The City's downtown is near the railroad tracks and maintains a historic feel. The railroad is still today an important part of the local economy as the Sante Fe Railroad is a major employer in the area. The old Route 66 runs through the heart of Winslow, and serves as a commercial, governmental, and residential corridor. The newest parts of the city run along the newest transportation corridor, Interstate 40.

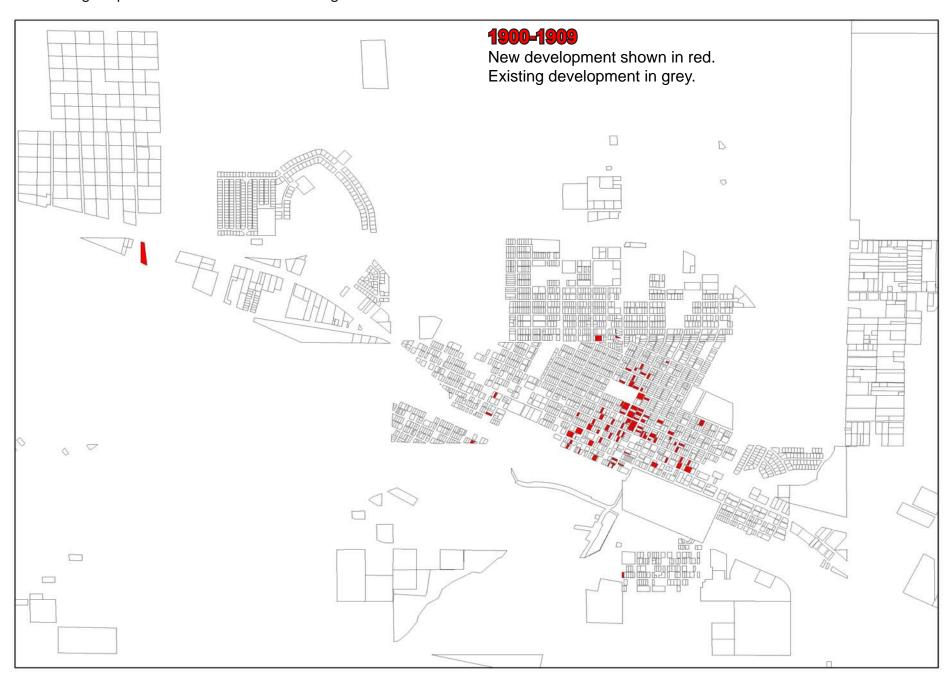
Winslow is closely connected to the numerous recreational resources that are part of the landscape surrounding the city. The newly restored La Posada Hotel also provides a destination for visitors. Homolovi Ruins State Park lies just beyond the Little Colorado River. The Petrified Forest National Park, Wupatki National Monument, Walnut Canyon National Park and Sunset Crater Volcano National Monument are well known destinations within a short drive from Winslow. The Blue Ridge area in Coconino National Forest provides opportunities for camping, hunting and fishing.

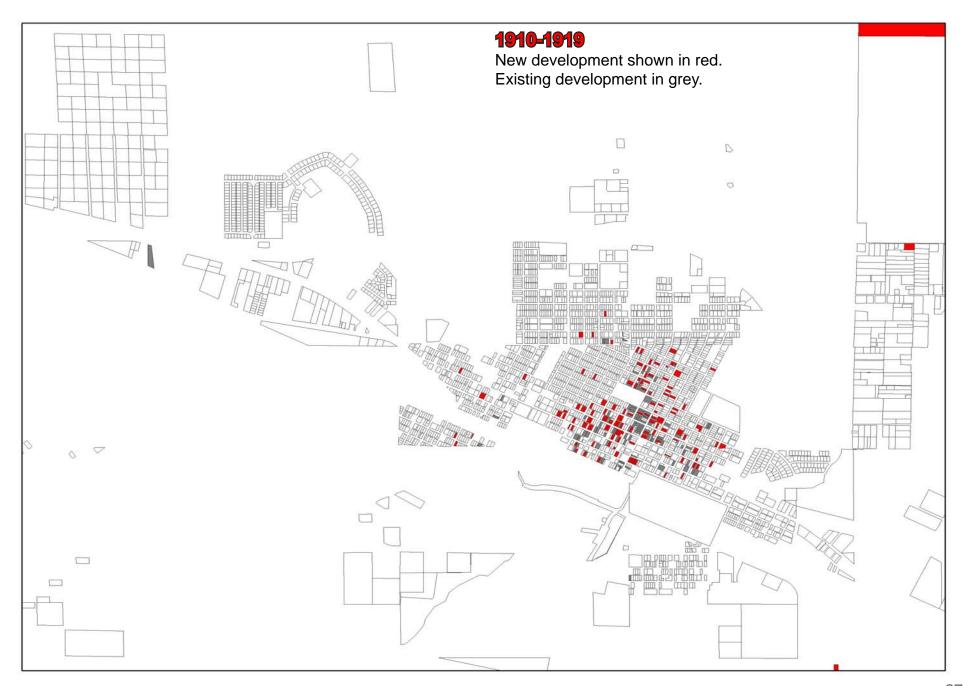
Areas surrounding Winslow not only provide recreational opportunities for residents of Winslow, but the City of Winslow provides useful services, such as shopping and heath care facilities to residents from the surrounding communities. The connection between Winslow and the surrounding cultural and physical landscape is strong, from the red hue on the exterior of homes and businesses, a reflection of the sand of the Painted Desert, to the rich Native American influence of the population that resides in the community.

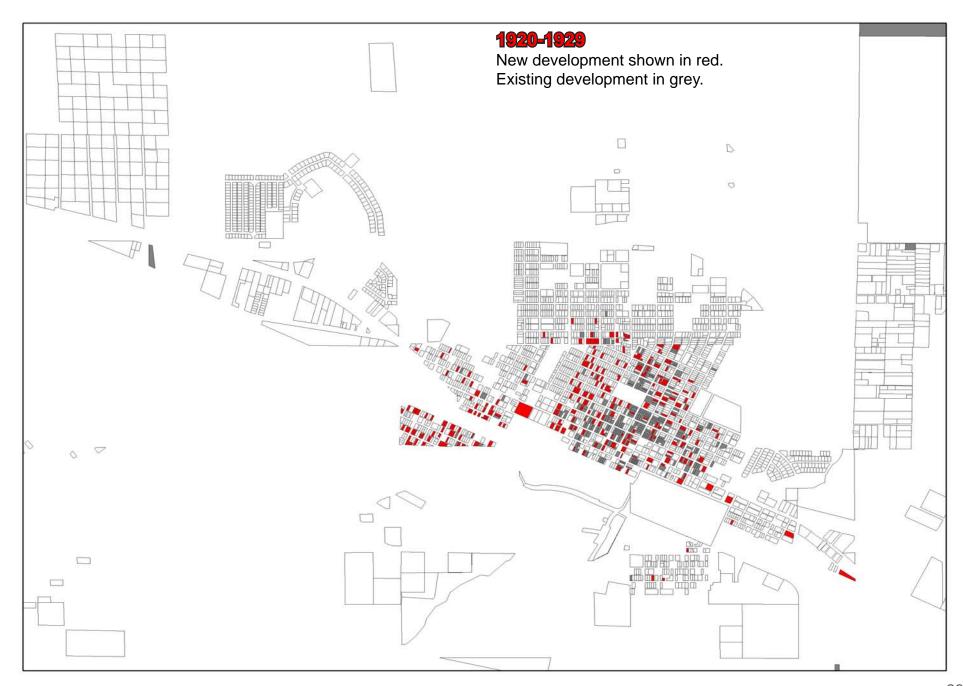


Development by Decade

The following maps illustrate how Winslow has grown over time.









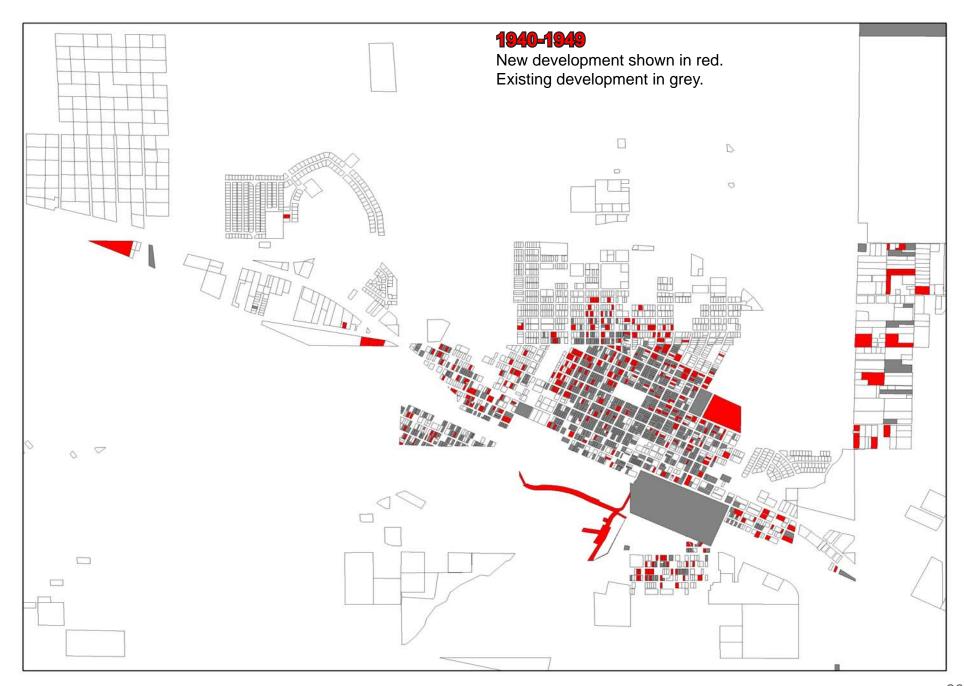








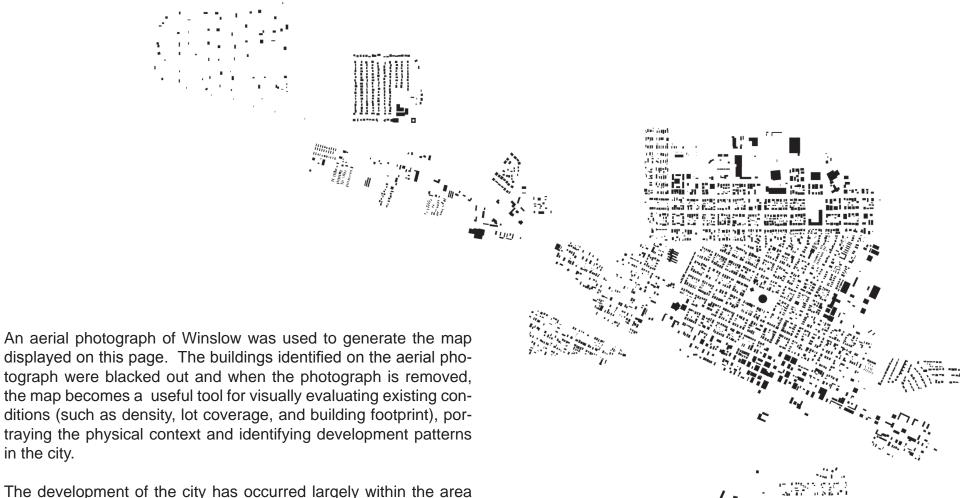








Figure-Ground Analysis



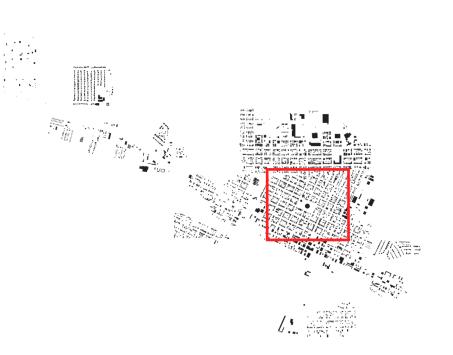
the map becomes a useful tool for visually evaluating existing conditions (such as density, lot coverage, and building footprint), portraying the physical context and identifying development patterns in the city. The development of the city has occurred largely within the area

bordered by the highway to the north and the railroad to the south. Due to the constraints imposed by the highway and railroad, Winslow developed in a mostly centralized pattern with little sprawl.

Contrast between development patterns in different parts of the city can be clearly seen in the figure-ground map and correlate with the development-by-decade maps.

#### Central Winslow

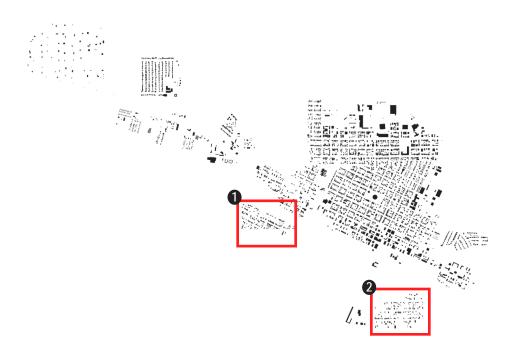
The development of Central Winslow began in the 1900's. The map reveals a uniform block size based on a 25-foot module, seen today as a unique characteristic of Winslow. Houses are constructed on the periphery of the block allowing the center of the block to remain open. This development pattern has provided a dense, orderly, compact character that generates well-defined streets and crisp urban edges.

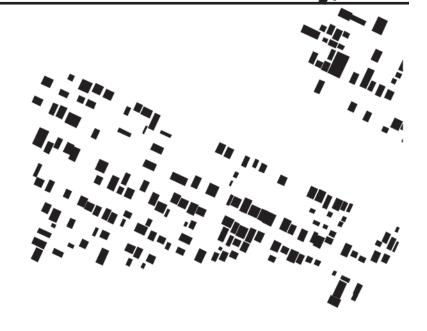




#### Coopertown & Southside

Construction began in Coopertown in the 1920's and in Southside in the 1940's. Both these neighborhoods, which are located south of the railroad tracks, take on a linear arrangement. The 25-foot module still remains. However, the density is lower than in Central Winslow; strucutres are more scattered and less compactly arranged. Infill development may assist in strengthening each of the neighborhoods' composition and integrity.



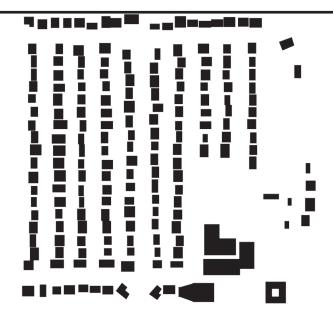


1 Coopertown

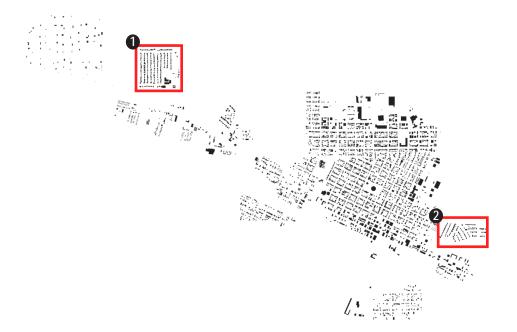


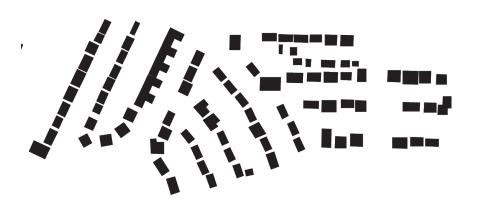
#### Desert View & Winslow Plaza

Construction on both Desert View and Winslow Plaza neighborhoods began in the 1950's. The blackout maps reveal the clear linear arrangement of these neighborhoods; the module of the uniform block is no longer apparent. Instead, these neighborhoods take on characteristics of the newly developing suburban neighborhood popular at this time. In addition to the linear street arrangement, this development also adopts larger lot sizes with deeper front-yard setbacks.









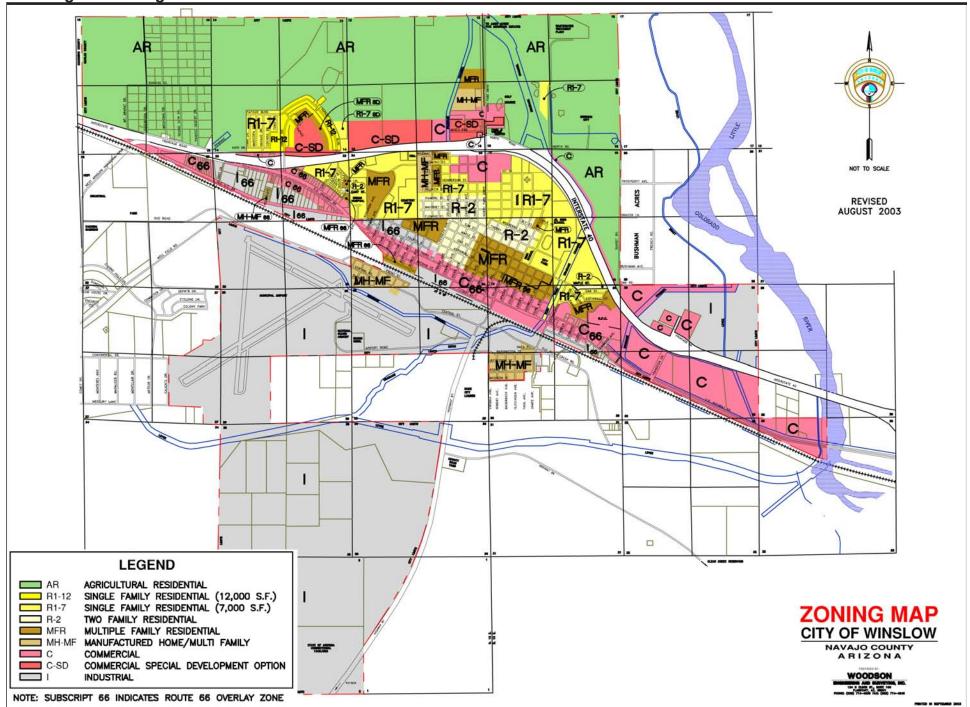
#### Winslow West

Construction of Winslow West began in the 1980's. Houses sit on large plots of land in a rural setting. Winslow West represents the least dense neighborhood in Winslow.



Planning and Zoning

Planning and Zoning



## Planning and Zoning

There are strong elements in the Winslow zoning ordinance and there are elements that could be amended to help foster the overall health of the community, including the development of demographically diverse neighborhoods that are rich in amenities. To this end, we examined the Winslow Zoning map and ordinance in some detail.

#### The Route 66 Overlay Zone

The Route 66 Overlay Zone removed many restrictions on development along this corridor, permitting a wide range of development options and uses and currently showing signs of blight. Our study indicates that a review of this Overlay Zone is needed to insure that it encourages development that will enhance the area. One possible way to rehabilitate the corridor is to offer development incentives in exchange for community-oriented, desirable development.

#### Non-conforming Uses

Currently there are small restaurants that lie within residential zones that are considered to be non-conforming uses. Small businesses such as these add to the character and walkability of a community. The zoning code should be reviewed to ensure that the types of development and mix of uses that give the community its unique character are still possible, preserved, and encouraged.

## Residential Zoning

Interest has been expressed in promoting residential development south of the railroad tracks. Currently, zoning in this area is predominantly *Industrial*, with two small pockets of *Manufactured Home/Multi-Family* zoning. These are the neighborhoods of Coopertown and Southside, discussed elsewhere. These communities are currently faced with a number of issues that need to be addressed before further residential development is considered in this area. One issue is the isolation from the rest of Winslow. There is currently one route from the south to the north of the railroad tracks - the small historic underpass. Another related issue is the

absence of amenities in the area, including schools, recreation, neighborhood retail, health care, and the lack of easy access to amenities located in Central Winslow. Substantial investment will be required to provide either the access or the amenities for residential development south of the railroad. Another issue is the condition of the housing and infrastructure in the area. Considerable rehabilitation, streets and streetscape, and other general improvements are seriously needed in the residential areas existing south of the railroad. The location of the regional airport in this vicinity presents another obstacle to residential development.

#### Airport Overlay Zone

As of August 2006, the Winslow City Council placed a moratorium on development within the airport approach paths and high noise areas, as defined in the Winslow-Lindbergh Regional Airport Comprehensive Master Plan, 1998 (CMP). Development within these areas raises safety concerns for residents, and could violate FAA safety standards forcing a closure of the airport. To protect the health, safety, and welfare of local residents, as well as protect the airport from urban encroachment, the City of Winslow is creating an Airport Overlay Zone for the area.

The overlay zone will have three major components:

- 1.) Development will be restricted within high noise contour areas identified in the CMP.
- 2.) Development will be excluded in all runway clear zones and will be restricted to areas not impacted by FAA control surfaces, also identified in the CMP.
- 3.) A requirement will be included for aviation easements and disclosure statements for properties and property sales within the planning area.

The need for future expansion of the airport facilities should be carefully studied before considering additional residential development in the area.



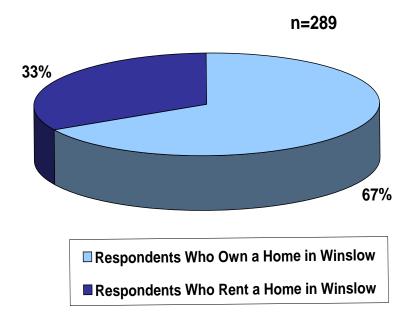
## PUBLIC OPINION

The current perception among community members in Winslow is that many people employed in Winslow are forced to live outside the community because there is not an adequate supply of housing. An infusion of additional housing stock would not only encourage new residents to locate to Winslow but would also help employers retain employees. To investigate this assumption, a survey was distributed during late August 2006 to both employees and employers in Winslow to assess the number of workers who live outside of Winslow, the reasons those workers live outside Winslow, and to identify opinions held by the community regarding the adequacy of Winslow's housing stock.

415 employees and 12 employers completed and returned surveys. This is a substantial sample of data relative to the size of the community. The graphs to the right show the ratio of renters to homeowners who responded to the survey and the ratio of renters to homeowners in Winslow as identified by the 2000 U.S. Census.

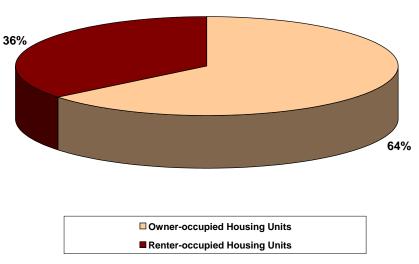
# **Housing Tenure of Employee Survey Respondents**

Data Source: Drachman/Winslow Employee Survey 2006



## **Winslow Housing Tenure in 2000**

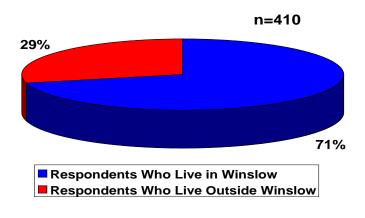
Data Source: U.S. Census 2000



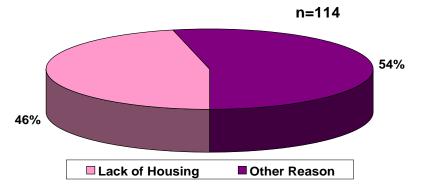
Data Source: Drachman/Winslow Employee Survey 2006

The graph below shows the percentage of survey respondents who reside outside of Winslow. The graph at the bottom shows that of the 29% of respondents who reside outside Winslow, 46% identified a lack of housing in Winslow as the reason for living in another community. A breakdown by type of housing identified as lacking can be seen in the graph to the right.

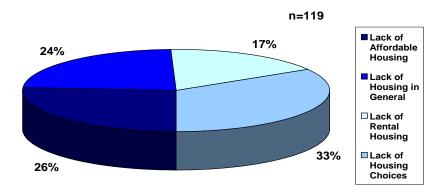
#### Survey Respondents' Place of Residence



## Survey Respondents' Reason for Living Outside Winslow



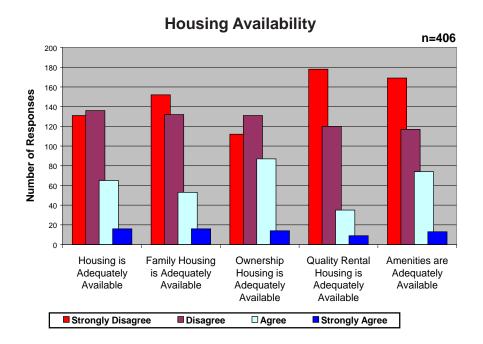
# Housing Factors Identified by Respondents as Reason for Living Outside Winslow



Respondents who indicated that they live outside of Winslow were asked "What would attract you to Winslow?" While not everyone responded, the seven most common responses are listed in the chart below.

Comment for "What would attract you to Winslow"	Number	Percent
No Outstanding Attraction	31	40%
More affordable housing	9	12%
Improved appearance	8	10%
More amenities	5	6%
Work	3	4%
Improved education	3	4%
Reduced vagrancy	3	4%

The second section of the employee survey asked respondents whether they strongly agreed, agreed, disagreed, or strongly disagreed with a series of five questions about the housing stock in Winslow. The answers for all respondents (not just those who live outside Winslow) can be seen in the following chart.



Respondents offered a number of comments related to the development of Winslow and of housing issues in Winslow. The most frequent responses are listed in the following table.

Comment:	Number:	Percent (n=84):
Need to improve appearance	12	14%
Housing prices are too high	10	12%
Need more amenities	9	11%
Need more housing	9	11%
Need more affordable housing	8	10%
Rentals are low quality	7	8%
Housing is low quality	5	6%
Too much vagrancy	4	5%
Housing prices don't match income	3	4%

#### **Employer Survey Results**

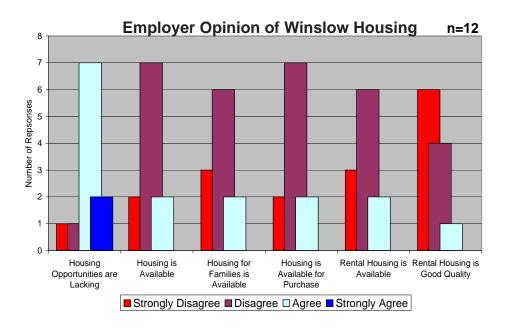
Data Source: Drachman/Winslow Employee Survey 2006

Distributed with the survey to employees was a survey for employers. Employer surveys were distributed to businesses that employ from 1 to 400 people.

The chart below shows the number of employees reported by employers as living outside of Winslow. The numbers are similar to the numbers from the employee survey, verifying consistency among both surveys.



Five of the twelve employer respondents indicated they had difficulty finding employees. Of those five, three commented that this problem was due to a shortage of qualified skilled labor and one cited the fact that young people are moving away from the city. Employers were asked to rank their opinions from strongly agree to strongly disagree regarding a series of six statements about housing issues in Winslow as they relate to employees of their organization. The results are displayed in the chart below.





# SUMMARY OF IDENTIFIED NEEDS

#### Who Lives in Winslow?

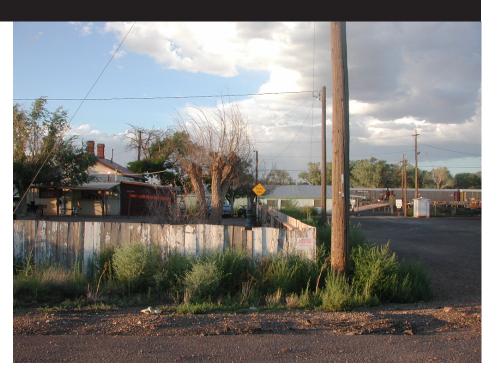
Winslow reports that half the population consider themselves White and one quarter Native American. The average household size is 2.86 persons per unit, with a median income of \$30,000. Winslow has two large special needs populations: single parent housholds, 40% of which live in poverty; and those that are both disabled and elderly.

#### What Housing is Available?

The majority of housing in Winslow was built before 1980, is owner occupied, and is occupied by the owners year round. Median home values for Winslow are lower than the median for Navajo County and are among the lowest in the state. However, from the employee survey data, homebuyers still feel that homes in Winslow are overpriced.

In the rental market, there is an apparent discrepancy between the reported affordability gap and the data on rental housing as reported in the 2000 Census. The census data for housing reports a high number of vacant housing units available to households earning \$10,000-\$19,000 per year and a high number of renters in this same income bracket renting above their income level. Winslow has 5.4% subsidized rental units, and these may be the only subsidized units available in Navajo County according to the U.S. Department of Housing and Urban Development.

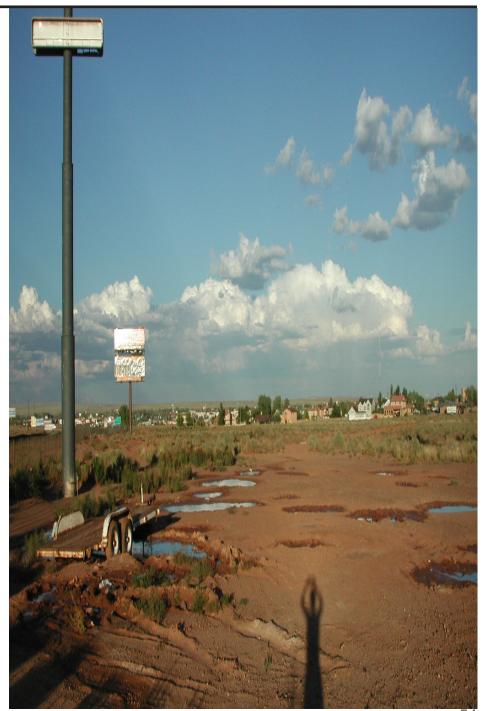
The employee survey revealed a "lack of housing choices" as the reason for not moving to Winslow. Of the available housing choices, employees and employers both said that rental housing choices are particulary poor due to the low quality of rental units. There is also a lack of "housing for families."





The employee survey revealed that reasons other than lack of housing influenced them as potential buyers in Winslow. Of those reasons, a lack of amenities was cited most frequently. Regarding opinions on the future development of Winslow, improving the town's appearance ranked number one.

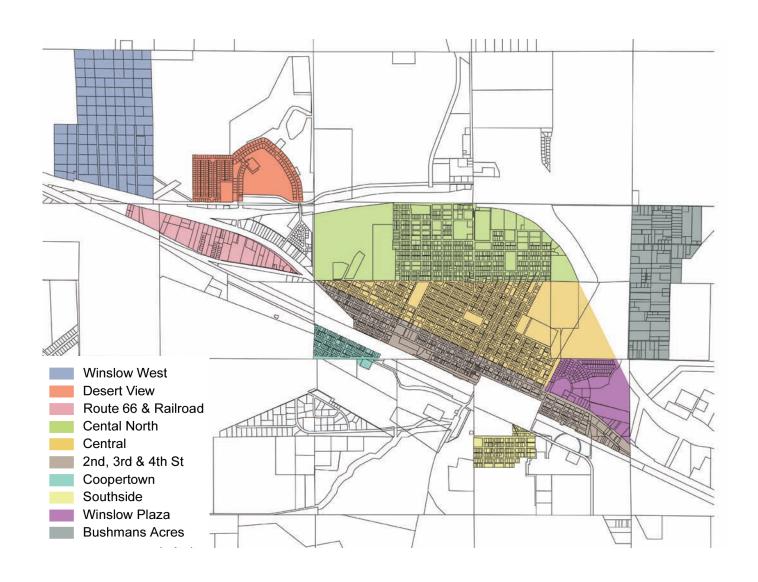
From the physical environment analysis and windshield survey data, the area of Winslow showing the greatest development concern is the area located south of the railroad tracks. In this area we find the greatest concentration of homes in need of significant rehabilitation and replacement. This finding is not suprising due to the age of the housing stock in this area; Coopertown development dates from the 1920's and Southside from the 1940's. These developments are also in close proximity to the railroad tracks and the airport, and lack commercial services, schools, recreation, and other amenities. Infrastructure is another critical need in the area. This area is also isolated from Central Winslow with only one transportation route, the historic underpass.





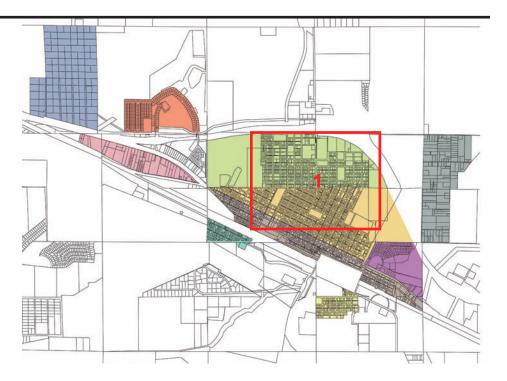
# RECOMMENDATIONS

The recommendations made in this report call for specific actions related to specific target areas. Winslow, like many towns in Arizona, is looking for ways to facilitate growth while preserving their character under the pressures of development. To design and implement a strategic housing plan for Winslow, it is important to address needs in a way that will strengthen the unique existing qualities in the built environment.



Winslow has a significant number of vacant residential lots within the developed area and can therefore satisfy a significant part of its housing needs using an infill approach. Infill development means building new homes within existing development rather than on the edges. This type of development is desirable for a number of reasons. One of the most significant benefts of infill development is reduced cost. Infill development utilizes existing roads, sewer, water, and other infrastructure, thereby reducing costs to taxpayers for extending infrastructure to outlying areas. Another significant benefit is in the daily lives of residents as living closer to the urban center reduces travel times, strengthens community ties, and improves the aesthetic qualities of the community. Lastly, infill development projects are typically small-scale and can more readily be undertaken by the City, individuals, and small private for-profit or non-profit builders.

Two methods should be considered to encourage infill development. It is important to recognize, identify, and promote projects that will improve the desirability and livability of the central city. These projects may include streetscape plans, public transportation, and public amenities such as parks, libraries, and neighborhood retail. Second, the City should consider providing incentives for infill development, including expedited approval processes and/or special development waivers in exchange for development that blends with the historic context or meets other community concerns. The Development section of this report features an example infill home sized to fit on typical Winslow infill lots.



Winslow's housing stock is relatively old compared to the rest of rural Arizona. Older housing requires considerable maintenance and repair that can be costly and beyond the budget of lower-income homeowners. While the majority of homes are in fair to excellent condition, there is a significant number of homes in need of rehabilitation or replacement.

A variety of factors identified in this report show a particularly acute need to focus rehabilitation efforts on rental properties. Drachman Institute's windshield survey data estimates that 30% of apartment properties are in need of significant rehabilitation or replacement. Another 36% are in need of less significant rehabilitation. A large number of these properties are located along the historic Route 66 corridor. Employer opinion shows that only 8% of respondents rate rental housing quality as good and suitable. 2000 Census data shows that homeowner vacancy rates are low, but rental vacancy rates are high compared to the rest rural Arizona. A targeted program that addresses quality of apartment properties would provide more usable housing units, and improve the overall desirability of the community.



There are a variety of concerns that must be balanced when considering the impacts of new residential development. Based on the findings of this report, three major issues should be considered, namely rising home prices, inadequate housing supply, and the need for public amenities. Based on the survey of public opinion and discussion in public meetings, it is clear that there is a strong desire within the community to increase the supply and quality of housing in Winslow.

The public opinion survey in this report provides evidence that a significant proportion of people who work in Winslow have been deterred from living in Winslow because of a lack of housing. The median home sale prices have increased by 96% from 2003 to the first quarter of 2006. As the community tries to attract new development there should also be a concentrated effort to keep housing prices affordable to local residents and workers. One approach would require the City to work with developers to ensure that new construction provides a diversity of housing within new developments in terms of both price and type. The City may provide incentives to developers such as density bonuses or fee waivers for providing mixed income housing developments.

Other concerns that need to be addressed in relation to new home construction are the availability of parks, schools, day-care and shopping areas. It will be important for the City to work with developers to ensure that these amenities are provided in newly constructed neighborhoods.

This report provides information about the location of existing amenities and general housing needs of the community. In analyzing the impacts of new development, it will be important for the community to also analyze the fiscal and social impacts of a new development. A fiscal analysis compares the cost of providing services (transportation, schools, utilities, sewer, parks, etc.) to a new development against the tax revenues the development will generate. A



social analysis examines the impacts a new development will have on social support systems, neighborhood ties due to pressures placed on existing residents, and how well the development fulfills the needs of the community as a whole. A careful consideration of the fiscal and social impacts should help guide decisions made about the location of development, the general layout and components of new development, and the shared responsibilities of the developer and the City.

As a final note, comments were made to Drachman by residents regarding problems with crime and vandalism due to low-income housing projects in their neighborhoods. The City needs to work with neighborhoods to insure that low-income projects do not negatively impact surrounding neighborhoods. It is important that the City engage neighborhoods in the planning of these projects so that they are not seen as a burden to neighborhoods but rather an opportunity to strengthen community ties and improve neighborhoods as a whole.

The housing assessment process clearly indicates that Coopertown and Southside should be the target of substantial neighborhood revitalization efforts. These neighborhoods have a higher proportion of housing in need of rehabilitation and replacement than the rest Winslow as a whole. Additionally, both Coopertown and Southside are underserved by community facilities such as schools and parks. This problem is intensified by the fact that the railroad tracks provide a physical barrier between these neighborhoods and the rest of the community. At a minimum, providing a pedestrian bridge that crosses the railroad tracks would improve these neighborhood's connection with central Winslow.

In order to help neighborhoods as a whole in Winslow, having neighborhoods formally recognized by the City may help them in applying for funding for specific neighborhood improvements. It should also be considered that the City identify develop a Neighborhood Revitalization Strategy (NRS). This would include establish boundaries of redevelopment target areas and identifying projects (i.e. youth center, athletic fields, disc golf, seasonal youth employment/ training programs, senior facilities and assistance programs) to facilitate eligibility for federal Community Development Block Grant (CDBG) funds and state HOME funds for rehabilitating dilapidated properties. As a note, CDBG areas must have at least 25% deteriorated or deteriorating buildings or two public improvements in a general state of deterioration. The NRS should be completed by June 30, 2007 to facilitate applications for the 2008 grant cycle.





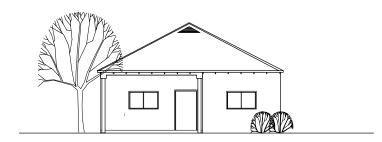
# PROTOYPE DEVELOPMENT SCHEMES

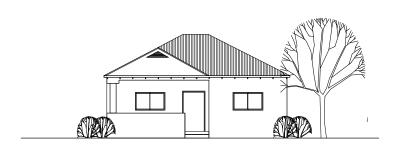
The following prototype housing schemes have been designed to blend with the character of existing Winslow neighborhoods and to fit on typical infill lots. These conceptual housing plans may be developed further into permitted model plans making them available to individuals and small for-profit and non-profit builders. For developers who prefer to use their own plans, having examples to show is an effective way of communicating guidelines for new development.

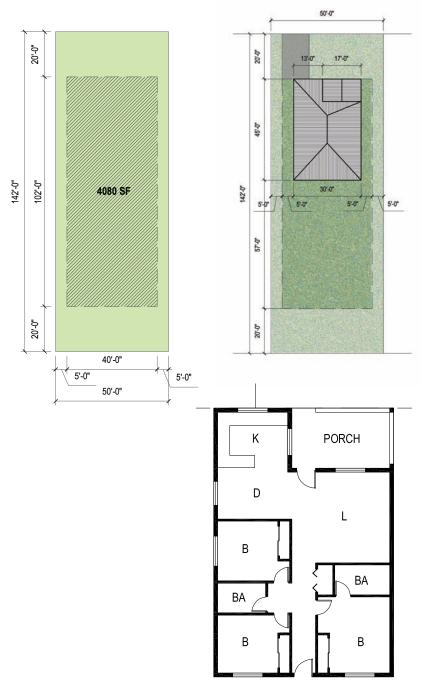


This housing scheme takes it's cue from the existing character of the housing stock available in Winslow. The three bedroom, two bath house totals 1174 square feet of living space and is suitable for one of Winslow's standard 50' wide lots both in terms of elevation and lot coverage.

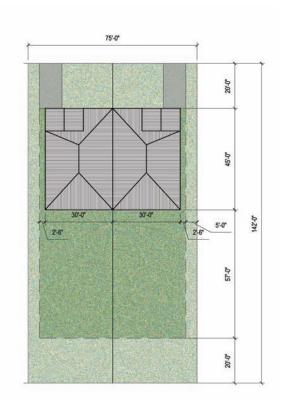
The plan includes a front porch, which is a common characteristic of the houses in Winslow, and can be modified to accommodate different material pallets and elevation details. Because this is an infill house, the flexibility of modifying the elevation is helpful in responding to the different characteristics found throughout the various neighborhoods in Winslow. The drawings shown below depict only a few ways that the elevation can be modified to respond to the older housing stock In the city, as well as more modern housing.

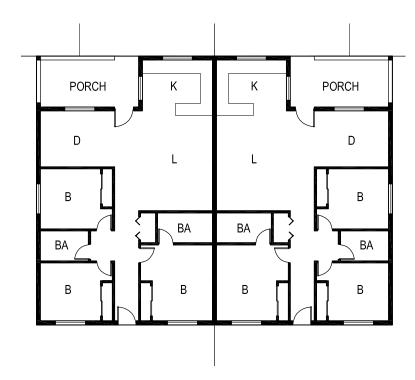


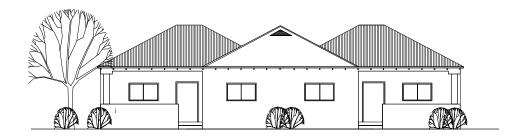




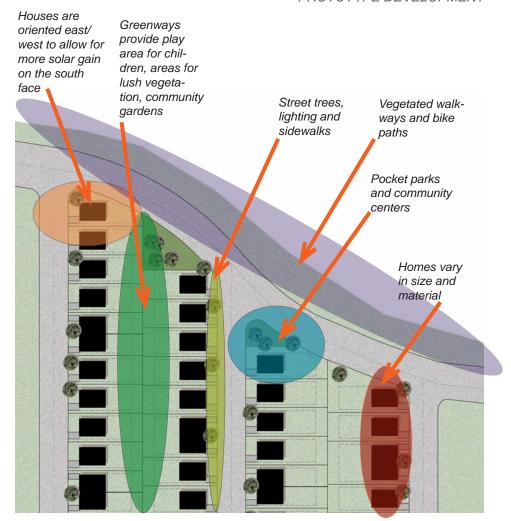
This duplex unit utilizes the same plan shown for the single family unit but is modified slightly to accommodate one of Winslow's 75' wide lots in an R-2 or MFR zoned area where a duplex is a permitted use.







In addition to developing prototype housing plans, the city should consider prototype subdivision plans or requirements that meet the interests and concerns of the community. Possible requirements may include criteria for mixed-income neighborhoods, variation in elevations (to avoid "cookie cutter" housing), green-building and sustainable practices, guidelines for open space and community facilities, and mixed-use developments. Plans can illustrate proper solar orientation for houses, water-conserving landscape, water harvesting, alternative sidewalk surfaces and configurations, and inclusion of community pocket parks, for example.







# CLOSING REMARKS

Although it is not the purpose of this report to include all the positive attributes of Winslow, it should be mentioned that Winslow offers many benefits to its residents. Winslow has abundant natural resources and is in close proximity to many recreational opportunities. Winslow has a unique character formed by its history, the surrounding landscape, its population, the railroad, and it's diverse cultural heritage. Residents have demonstrated that they are concerned about and vested in the future of Winslow. Ultimately, this active expression may be one of Winslow's most valuable assets as it moves into the future and plans for growth.

