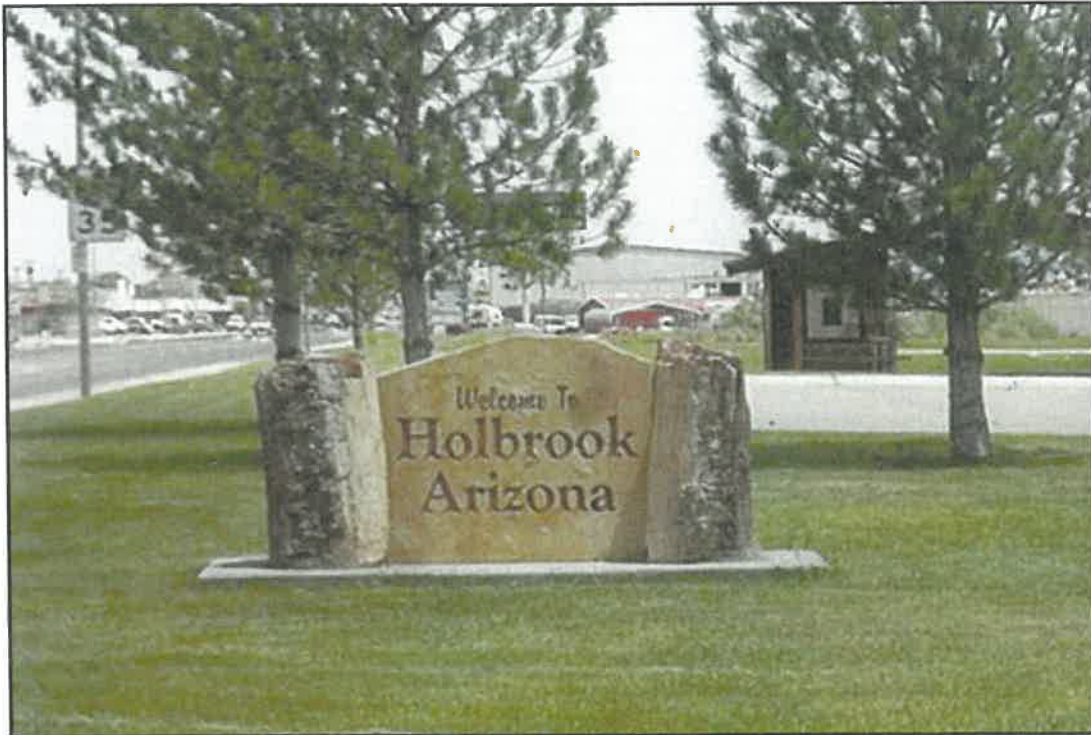


# Holbrook



2007

*Focused Future Strategic Plan for Community and Economic Development*



Strategic Plan for Economic Development

Focused Future Program Sponsored by



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# I. Introduction

Success is achieved by directing vision into action.

The Holbrook Focused Future Community and Economic Development Strategic Plan not only addresses critical issues facing Holbrook but also outlines a strategy.

The town site known as Holbrook is rich in Native American history and culture dating back several hundred years. With the advent of roads and the railway, the Wild West entrenched itself in this high mesa town in the latter part of the 19th century. Remnants and reminders of these “cowboy roots” can be found throughout the authentic cemetery, in preserved homes and in historical structures, as well as at the Hidden Cove Petroglyph Park.

As the automobile took prominence over the horse drawn carriage and travel between states became more prevalent, Historic Route 66 wove itself into the history books of Holbrook.

The City became the “Gateway to the West” and the hub of northeast Arizona. Travelers from around the world passed through Holbrook on the Mother Road. The community then suffered economic loss and major financial setbacks with the completion of the Interstate 40 bypass in 1978-80.

With perseverance and persistence, the City of Holbrook stopped the decline in population; in fact, Holbrook has turned the ‘economic corner.’ Thankfully, Arizona is experiencing tremendous growth in business and population, and the City is ready to seize the opportunity.

Holbrook recognizes the need to expand the local economy and to raise the residents’ standard of living. Improving the overall quality of life has become a priority and the City has taken positive steps to achieve numerous goals. The most recent General Plan was adopted in August 2005 and several components and tasks have already been completed.

The residents, City Council members and city staff have provided a realistic assessment of the community. A key component of this participation was the enunciation of a long-term vision for the future.

An Action Team was assembled to facilitate the development of the *Holbrook Focused Future Community and Economic Development Strategic Plan*. The document contains Focus Areas that outline the community’s most favorable opportunities and prioritized strategies to move the community forward.

The Action Team met nine times during the planning process and completed a number of strategic planning exercises including the identification of key issues; community values, vision, and image; a SWOT Analysis that outlines the community’s strengths, weaknesses, opportunities, and threats; and of course, the development of the Action Plan and Implementation Strategy.

## A. Project Mission

To develop a community and economic development strategy to lead Holbrook into the future, the Action Team was asked to list those things that they wanted the planning process to accomplish.

- Enhance our quality of life
- Identify our financial abilities to implement the plan

- Plan for adequate medical facilities
- Assess growth impacts on our infrastructure
- Protect and market our historic assets
- Identify benchmarks measuring success
- Define what economic development means for Holbrook
- Identify ways to develop senior facilities
- Provide the City Council with strong direction
- Identify timeframes for getting things done
- Get the community and City Council speaking the same language
- Set and pursue an ambitious vision
- Inventory strengths and weaknesses
- Identify our resources and targets
- Diversify our portfolio – more than just tourism-based
- Identify types of industry we have
- Create good-paying jobs to keep young people here
- Pursue entertainment/recreation amenities

Based on these desires for the planning process, the following **Project Mission Statement** was drafted:

The Holbrook Focused Future Plan sets an ambitious vision for the community and provides a clear definition of what comprises economic development in Holbrook. The community has been critically analyzed to identify assets and weaknesses and has developed strategies to address community issues and position Holbrook for economic success and attainment of the vision. The plan culminates in a realistic, time-frame-oriented implementation plan that assigns roles and responsibilities and also contains strong internal communication and public education elements.

**“NOTHING CONTRIBUTES SO MUCH TO  
TRANQUILIZE THE MIND AS A STEADY PURPOSE  
- A POINT ON WHICH THE SOUL MAY FIX ITS  
INTELLECTUAL EYE.”**

**-MARY SHELLEY**

An important part of defining the project mission was to define what economic development means in Holbrook. The Action Team developed the following definition of economic development that was used during the process and will need to be referred to throughout the plan’s implementation.

### **Definition of Economic Development in Holbrook**

*Building the local economy to create wealth and jobs and raising the standard of living of residents without compromising the community’s core values. This is accomplished through a balance of basic and non-basic activities (see page 23 for reference) by taking advantage of existing assets and creating an atmosphere (infrastructure, education, information and support, capital) where businesses want to locate and entrepreneurs can turn their ideas into viable enterprises.*

**“VISION IS THE ART OF SEEING THE INVISIBLE.”**

**-JONATHAN SWIFT**

## **B. Holbrook’s Vision for the Future**

All successful communities have a firm grasp of where the citizens and leaders would like to see their community be in the future. This desired destination or vision needs to be articulated and used to monitor overall progress. The Holbrook Action Team spent several meetings discussing the attributes a successful Holbrook would have and developed the following vision components. They were used to create the Vision Statement that will guide decision-making and evaluate the success of economic and community development efforts.

### **History and Heritage**

- The hub of Arizona – again!
- Restored historic areas and buildings
- Old West, place where movies are made
- Historic buildings
- Southwestern lore and history

### **Strong Economy**

- Diversified economy
- Growing
- Industrial complex with good jobs
- New schools and housing on the hill
- Historic Rail integrated in tourism
- Fly-ins at airport
- Gateway to Arizona
- Alternative energy capital of the nation

### **Environment**

- Mild winters
- Great weather
- Abundant and high-quality water
- Clean air
- Desert oasis

## **Character**

- Kind of town filled with hard working, honest people with the capacity to love
- Close enough to big cities but far enough away to avoid big city problems
- Friendly, welcoming
- Good schools (secondary, college)
- A place that if you see it for yourself, you might want to stay
- Success story of the Southwest, you’ll love it!
- Energetic, motivated, new ideas
- Route 66, relive the 1950’s
- A great place to shop and live
- Residents and visitors enjoy diverse cultural experiences
- Safe, family community
- Horses
- Active populace
- Transitioned from the Old West to the Route 66 West

## **Places to See and Things to Do**

- Petrified Forest
- Navajo Nation, Hopi Nation, White Mountain Apache Tribe
- Close to recreation areas and activities
- Great golf courses
- Theater and arts
- Cultural tourism
- Trails
- Hidden Cove Petroglyph Park
- Vast opportunities to participate in outdoor recreation and archaeological activities
- Parks and recreation opportunities, indoor aquatics center

## **Holbrook’s Vision Statement**

**For the past 125 years Holbrook has developed and progressed through several phases; from being a unique Old West city to becoming a strong County Seat and home to a growing and vibrant**



**northeastern Arizona community. Highly significant characteristics are the proximity of the Petrified Forest National Park; Navajo and Hopi Tribal land; strong and well-documented Western and Native American heritage, the long-term relationship with the Railroad; an impressive Route 66 connection; the high desert clean air and abundant water supply. The citizens, businesses, and leaders of Holbrook have worked collectively to create a clean and safe place to live with a wide variety of housing, shopping, and employment choices. Residents and visitors enjoy year-round recreational opportunities as well as profound cultural experiences offered by its location.**

**Holbrook is poised to meet both current and emerging trends. There is strong commitment and a spirit of cooperation that has helped the community innovatively address critical community issues.**

### **C. Holbrook's Values**

Successful communities have a diversified and prosperous economy that helps to raise the residents' standard of living. They also have a game plan that outlines where they are headed.

However, expanding the local economy often presents a complicated set of trade-offs. A proposal that offers economic opportunities can also have intended or unintended consequences that could negatively impact the community in other ways. That is why Holbrook developed a set of Community Values. These values are expressed two ways: **Core Values and Valued Assets.**

**Core Values** are those things that are so important to the community that no matter how the community grows

and changes, the community's values will not be compromised. They are fundamental components of what Holbrook is all about.

**Valued Assets** are key amenities or "Points of Pride" that need to be nurtured and protected.

When planning for the future, there are complicated sets of trade-offs that must be analyzed. This question must be asked before decisions are made: "If we do this, this will probably happen. Is that acceptable?" Any decisions that are made in the future should not compromise these values.

#### **Core Values**

- Friendship and camaraderie
- Low crime rate and community safety
- Clean air
- Availability and protection of water resources
- Small town atmosphere that is not just a reflection of size
- Lack of congestion
- Cultural and ethnic diversity
- Open space
- Views, natural surroundings

#### **Valued Assets**

- Petrified Forest National Park (PFNP)
- Navajo County Seat
- Historic buildings and murals
- Old West heritage
- Airport
- Quality K-12 schools
- Northland Pioneer College (NPC)
- Route 66 and its history
- Excellent transportation system
  - o Interstate 40
  - o Burlington Northern Santa Fe Railroad
  - o Apache Railroad
  - o US Highway 180
  - o State Routes 77 and 377
  - o Convergence of state and federal highways and two railroads

## **II. Action Plan**

The Holbrook Focused Future Action Plan is intended to guide community activities as it moves toward its vision. Some of the steps outlined will take a short time and limited amount of resources to achieve while others will take many years and significant investment of time and resources.

The Action Plan is built around five Focus Areas within which strategies are categorized. The Focus Areas and strategies will change over time as circumstances dictate and projects and strategies are implemented.

The Focus Areas which are based on the Community Evaluation (SWOT Analysis), Community Vision, and Definition of Economic Development and provide the framework for the Action Plan (see Appendix A). The Focus Areas are not in prioritized order but have been numbered for identification purposes.

### **Focus Area #1: Community Image**

### **Focus Area #2: Tourism Development**

### **Focus Area #3: Diversified Economy**

### **Focus Area #4: Community Education & Training**

### **Focus Area #5: Downtown Revitalization**

### **Focus Areas and Action Strategies**

Followed by a brief description of the overall goals of each Focus Area are a set of strategies to be completed to improve Holbrook's position. The strategies are organized into Tier I and Tier II.

**Tier I Strategies** are intended to be initiated (not necessarily completed) within the first 12 to 18 months of plan completion.

**Tier II Strategies** should only be initiated when Tier I Strategies are underway or if priorities change.

### **Focus Area #1: Community Image**

The unstated by-product of both a good internal and external image is a sense of community pride. Many of the strategies in this Focus Area and others will have a greater chance of being implemented if there is a more positive attitude and connection to the community. By making improvements in the following five areas, Holbrook can begin to forge a more positive image for residents, potential businesses, and visitors.

- *Community beautification and aesthetics*
- *Addressing social issues*
- *Marketing*
- *Community planning and zoning with consistent enforcement*
- *Community pride and sense of ownership*

#### **Tier I Strategies:**

The City of Holbrook, working closely with other civic organizations and citizens, is responsible for taking the lead on the following Tier I Strategies:

1. Develop a plan to bring more trustees from the prison to assist in community cleanup.
2. Develop a comprehensive approach to educating residents about city codes and the importance of adhering to them through utility bills, newspaper articles, and information in the city newsletter.
3. Implement and fund increased, consistent zoning code enforcement.

4. Examine current city plans to identify policies that could hamper quality growth opportunities.
5. Develop a Capital Improvements Plan that identifies and prioritizes community needs and includes a funding strategy.
6. Support the Holbrook Beautification Committee that focuses on streetscape improvements including Navajo Boulevard.
7. Develop and implement a comprehensive building rehabilitation and landscaping development program.
8. Support efforts to address alcohol issues and focus on enforcing laws (alcohol sales) and treatment (centers).
9. Continue to implement and expand the City Yard of the Month Program.
10. Work to build public/private coalitions to assist in community image enhancement.

#### **Tier II Strategies:**

The **City of Holbrook**, working closely with other civic organizations and citizens is responsible for taking the lead on the following Tier II Strategies:

1. Develop an inventory of infill lots (location and ownership) and work with owners to encourage compatible development or clean up.
2. Develop a landscaping incentive/support program for local residents and businesses.

### **Focus Area #2: Tourism Development**

Tourism and travel-related activities have been major driving forces in Holbrook and continue to provide the majority of basic

economic activity. Holbrook needs to increase the depth and breadth of its tourism market in order to maximize visitor benefits.

The assets in and around the community provide Holbrook opportunities to promote heritage and eco-tourism. These visitors tend to have high incomes and spend more time and money. Holbrook needs to position itself as an attractive destination for these travelers.

Eight key factors were identified in order to expand Holbrook's tourism market.

- *Improve customer service*
- *Advertise, market, and attract*
- *Develop the "product" or "brand" and supporting downtown redevelopment efforts*
- *Expand arts and cultural assets*
- *Expand retail base and tourist amenities*
- *Take advantage of heritage and eco-tourism trends*
- *Location/regional hub of activities*
- *Recreation venue improvements*

#### **Tier I Strategies:**

The **City of Holbrook**, working closely with civic and community organizations and citizens, is responsible for taking the lead on the following Tier I Strategies:

1. Explore ways to improve and develop facilities for tourism,
  - 1a. Develop restrooms at Westend Park
  - 1b. Develop a playground at Westend Park
  - 1c. Develop a theme or design concept for key entryways into the community
  - 1d. Advertise facilities through brochures and billboards.
2. Pursue grant funding for advertising through regional partnerships along the I-40 corridor.



The **Chamber of Commerce**, working closely with the city, other civic and community organizations and residents is responsible for taking the lead on the following Tier I Strategies:

3. Develop a three to five day plan of activities (working with the I-40 corridor group, City, chamber membership, and Tribes) with Holbrook serving as the hub. The plan should include a menu of day tours.
  4. Identify places with "highest points of contact" (e.g., Visitor Center, lodging facilities) and ensure information is available to refer visitors to the various services, amenities, and attractions.
  5. Finalize a slogan and marketing campaign that includes highlighting heritage and eco-tourism attractions.
  6. Develop an inventory of historic buildings and signs to be promoted to visitors (Main Street, Historical Society, Preservation Committee).
  7. Organization agreements should be developed to promote cross-linkages to each entity. (NPC, School District, Chamber, City, Library etc.) Determine the appropriate financing and maintenance structure.
3. Create a tour package to include the hotels and bed and breakfasts, restaurants, and Petrified Forest National Park (PFPN) and other area attractions.
  4. Develop a comprehensive approach to customer service training. Programs are available but businesses have been reluctant to participate and invest in workforce training.
  5. Explore auditorium possibilities (school district, Northland Pioneer College, library) to host events and tourism related activities.
  6. Incorporate Native American cultural assets in tourism efforts (Chamber and NPC).
  7. Develop a comprehensive marketing package for promoting and increasing visitors to the forest. (NPC, PFPN, and Chamber)

### **Tier II Strategies**

The **City of Holbrook**, working closely with civic and community organizations and citizens, is responsible for taking the lead on the following Tier II Strategies:

1. Develop equestrian facilities at the County Fairgrounds and a trail system from there connecting all parks, including Petroglyph Park.
2. Promote the development and sponsorship of regional activities and sporting events (softball, soccer, basketball tournaments) by coordinating with the schools to draw people to the community.

### **Focus Area #3: Diversified Economy**

Tourism serves the community well by bringing in revenues. However, the tourism market is impacted by many factors beyond the community's control. Tourism also tends to create lower paying service sector jobs. Holbrook needs to develop a more diversified business base by attracting new companies and encouraging expansion and development of new businesses. Providing the environment and business climate that will attract business investment is a priority. Developing this climate is reliant on the success in the following areas.

- *Develop a balance of basic (new money coming in) and non-basic (circulating money within the community) economic activities (see page 23)*
- *Reduce retail leakage*
- *Reduce job/population leakage due to lack of housing choices*
- *Encourage business attraction and retention*

- *Expand agribusiness and environmental/energy opportunities*
- *Exploit transportation system opportunities*
- *Increase availability of business financing*

### **Tier I Strategies:**

The **City of Holbrook**, working closely with civic and community organizations and citizens, is responsible for taking the lead on the following Tier I Strategies:

1. Work closely with the Chamber of Commerce to develop a Holbrook business inventory.
2. Improve community infrastructure, consider impact fees and identify incentives to attract quality businesses.
3. Work with the two railroads to develop a joint marketing plan to bring in new industry and to take advantage of this unique asset.
4. Working with the Arizona Housing Office, develop a Holbrook housing analysis that identifies potential market opportunities. Using this information, conduct a developers' forum to introduce Holbrook to housing developers and discuss potential obstacles and opportunities with the ultimate goal to creating more housing choices so employees can live in Holbrook.
5. Form a task force to identify needs and analyze market opportunities for developing a health care facility in Holbrook.
6. Support the I-40 Corridor Working Group in completing at least one project per category to gain regional momentum (tourism, retail, base industry).
7. Improve and increase customer service skills of city employees who come in contact with local businesses and potential new businesses.

8. Implement the consultant market study by working with the community to identify retail and base industries opportunities that are appropriate for Holbrook.

9. Continue to fund the economic development position.

The **Chamber of Commerce**, working closely with the City, other civic and community organizations, and citizens, is responsible for taking the lead on the following Tier I Strategies:

10. Perform an analysis of the regional retail base and determine the "gaps" resulting in a strategy addressing Holbrook's retail market niche.
11. Develop more specific information (a marketing package) for businesses inquiring about the community through the Chamber of Commerce.
12. Develop an in-community referral service and directory for business services and suppliers so that local vendors are used as much as possible.

### **Tier II Strategies:**

The **City of Holbrook**, working closely with civic and community organizations and citizens, is responsible for taking the lead on the following Tier II Strategies:

1. Conduct an inventory of potential business sites and develop a strategy to make these sites viable for manufacturing and warehousing operations. The inventory should include buildings, acreages, infrastructure, access and cost.
2. Strengthen the airport's economic viability as a commerce and business center, by updating the airport master plan to include strategies to increase attractiveness, runway improvements,

additional fuel facilities, rental car and taxi services, creation of a marketing strategy and feasibility of developing a residential airport.

3. Expand the City golf course, market to developers, and explore other options to maximize this asset.
4. Explore the development of a business incubator program that provides space and shared services to start-up businesses through NPC.
5. Identify funding to engage an economic development specialist to take the lead in and have accountability for implementing the strategic plan. Explore partnering opportunities or this with NPC and the Chamber of Commerce.
6. Work closely with the Navajo Nation, PFNP, Chamber, NPC, and others to explore the development of a Southwestern/ Native American cultural center.

The **Chamber of Commerce**, working closely with the City, other civic and community organizations, and citizens, is responsible for taking the lead on the following Tier II Strategies:

7. Evaluate the “shop Holbrook” efforts and expand the program to reduce retail leakage.
8. Work closely with NPC to develop a proactive outreach program for business retention and expansion.
9. Hold a merchant’s forum to determine needs and match them with potential solutions that could be offered by the Chamber, NPC, and the City.
10. Expand business financing opportunities by discussing Holbrook’s strategic plan with Arizona-based banks and identify potential financing opportunities and challenges.

## **Focus Area #4: Community Education & Training**

A strong and educated workforce is essential to community success. Quality businesses require a quality workforce. It is critical to provide opportunities for local residents to acquire the necessary skills to meet business needs.

Almost as important as basic education and training is the effort to make people aware of how their economy and government work. Equally important is improving communication about the efforts taking place as a result of the strategic plan. This focus area emphasizes the following four steps.

- *Continually improve primary and secondary education*
- *Provide training programs for local and potential new businesses*
- *Provide public information and education about the local economy, government and the strategic plan*
- *Develop new community leaders*

### **Tier I Strategies:**

The **Holbrook Implementation Team (HIT)**, working closely with the City, other civic and community organizations and citizens, is responsible for taking the lead on the following Tier I Strategies:

1. Use community Web sites as vehicles for education about the economic development strategic plan.
2. Develop a Speaker’s Bureau to introduce the community to the strategic plan and enlist support.
3. Develop a Citizen’s Leadership Academy. Use other community programs as models.

4. Submit a monthly article to the local press outlining the progress on the strategic plan and introducing strategies that are being implemented.
5. Give a quarterly report to the Holbrook City Council to update progress.
6. Work closely with the local School Board to inform them about the strategic plan's strategies and enlist support where needed.
7. Work with the various civic associations to raise funds to send local youth representatives to various statewide leadership development functions (e.g., Boys State).
8. Support NPC in making long-range plans for courses that are needed to address emerging workforce needs, marketing or business trends.

#### **Tier II Strategies:**

The **Holbrook Implementation Team (HIT)** working closely with the city, other civic and community organizations and citizens, is responsible for taking the lead on the following Tier II Strategies:

1. Develop a community mentoring program through the schools and civic and fraternal organizations.
2. Sponsor an annual "Government Day" in the local schools.

The **City of Holbrook**, working closely with civic and community organizations and citizens, is responsible for taking the lead on the following Tier II Strategies:

3. Explore training incentives offered in the state for new and existing businesses.

The **Chamber of Commerce**, working closely with the City, other civic and community organizations, and citizens,

is responsible for taking the lead on the following Tier II Strategies:

5. Increase entrepreneurship training and education in schools integrating with the Northern Arizona Vocational Institute of Technology program (NAVIT).
6. Explore the development of an apprenticeship program through the schools and chamber.
7. Identify opportunities and take advantage of customized training and workforce development programs offered by NPC.

### **Focus Area #5: Downtown Revitalization**

The community has a tremendous investment in the downtown area and assets that need to be preserved and maximized. There is a similar set of circumstances in many rural downtown areas in Arizona, especially those that have gone from "Main Street USA" to just Main Street: older buildings and infrastructure in need, land and building owners with little connection to the community or motivation to take action and businesses struggling to survive. Focusing on these key initiatives will help stimulate the renovation of downtown Holbrook and develop it as a vibrant place for both residents and visitors.

- *Historic preservation*
- *Community planning and zoning*
- *Business support and assistance/retention*
- *Building renovation and financing*
- *Absentee land and building owners*

#### **Tier I Strategies:**

The **City of Holbrook**, working closely with other civic and community organizations and citizens, is responsible for taking the lead on the following Tier I Strategies:

1. Implement a comprehensive downtown redevelopment project (i.e., awnings,

streetscape, courthouse, landscaping) that can serve as a model and catalyst for future projects.

2. Develop a downtown building inventory of vacant buildings that includes ownership, square footage, zoning, and infrastructure.
3. Take steps to reactivate the Main Street Program by identifying community partnerships, organizing a board, developing a work program and partnering with the Arizona Main Street Program.
4. Enforce existing codes and ordinances (including illegal dumping and abandoned vehicles) in the downtown area.
5. Focus redevelopment efforts on key assets like the Navajo County Courthouse and the Railroad Depot.
6. Identify and prioritize downtown projects and aggressively pursue downtown revitalization grants (e.g., transportation enhancement grants).
7. Enlist civic and youth groups to assist with clean up efforts on a regular basis.

#### **Tier II Strategies:**

The City of Holbrook, working closely with other civic and community organizations and citizens is responsible for taking the lead on the following Tier II Strategies:

1. Work to develop a dynamic retail market mix with things to do (IMAX theater, farmer's market, specialty stores, museums, art galleries).
2. Develop a comprehensive downtown plan working with Holbrook Main Street and downtown business owners.
3. Investigate the development of a Downtown Holbrook District with a special zoning overlay.

4. Develop downtown/Route 66 design guidelines including compatible architecture, building materials, landscaping, and the creation of common themes.



### III. Implementation Plan

Development of this plan was the easy part! The implementation will take a concerted team effort among all entities, stakeholders, and individuals over the long haul. Community and economic change does not occur quickly and impatience is often the worst enemy of any plan's implementation success.

With a solid structure, talented and dedicated individuals focused on the plan, positive steps can be taken to move the community forward.

**"ONE MACHINE CAN DO THE WORK OF FIFTY  
ORDINARY MEN. NO MACHINE CAN DO THE  
WORK OF ONE EXTRAORDINARY MAN."**

**-ELBERT HUBBARD**

#### **A. Holbrook Implementation Team (HIT)**

The committee charged with completing this plan agreed that the current structure would not be effective in implementing the strategic plan and that a new entity was needed to be formed to be the "champion" for the plan.

It was felt that this new entity or Action Team needed to have authority, responsibility, and a vested interest in the plan's successful implementation.

It is critical to have a plan in place to address community issues and desires, the plan is only as good as those designated to its implementation. For this reason, Holbrook

has chosen to adhere to an implementation structure that provides the best opportunities for success – the **Holbrook Implementation Team (HIT)**.

While the team's structure may need to be periodically adjusted to meet new challenges, this initial structure has been designed to be inclusive and representative of all of the key stakeholders necessary to address the plan's tasks.

The individuals that fill these positions will change over time. However, it is important that each position be represented at all times. It is understood that an individual may represent more than one entity at any particular time.

The **HIT** will comprise the following positions:

- City of Holbrook Council (2 positions)
- City of Holbrook Manager or Designee
- Interstate 40 Corridor Team Representative
- Chamber of Commerce/Main Street Executive Director
- Holbrook Schools Superintendent
- Holbrook Schools Board President
- Northland Pioneer College Workforce Development
- Northland Pioneer College Small Business Development
- Large Land Owner
- Media Representative
- Petrified Forest National Park (PFNP) Superintendent
- Local Business Owner
- Historical Society
- Lodging/Hospitality Industry Business Owner/Manager
- Major Employer Upper Management Representative
- Public Utility Local Manager

- Navajo County Supervisor or Manager
- Youth (2 positions, one high school, one NPC)
- Tribal Representative(s)

The **HIT** should meet on a monthly basis and consider forming subcommittees that can pull together partnerships to carry out and implement specific strategies.

The following diagram shows how the **HIT** will manage implementation and the recommended partners that need to be engaged in the implementation of Focus Area strategies.

## **B. Community Partners**

Holbrook has a wealth of governmental, quasi-governmental, non-profit, and private sector entities that can participate in the plan's implementation. Each community has a unique combination of assets that it can tap to build its future. A "map" of these assets (see page 18) creates an inventory of resources to be engaged.

Following are current entities involved in the community's development and what they bring or could potentially bring to the community and plan implementation efforts. The **HIT** should consult this list early and often to bring additional support and expertise to strategy implementation.

## **Local Partners**

### **City of Holbrook**

- Zoning regulation
- Budget/finance
- Infrastructure development
- Long-range planning
- Support tourism
- Airport
- Leadership
- Golf course
- Payroll
- Parks
- Library
- Services – utilities
- Staff support
- Law enforcement

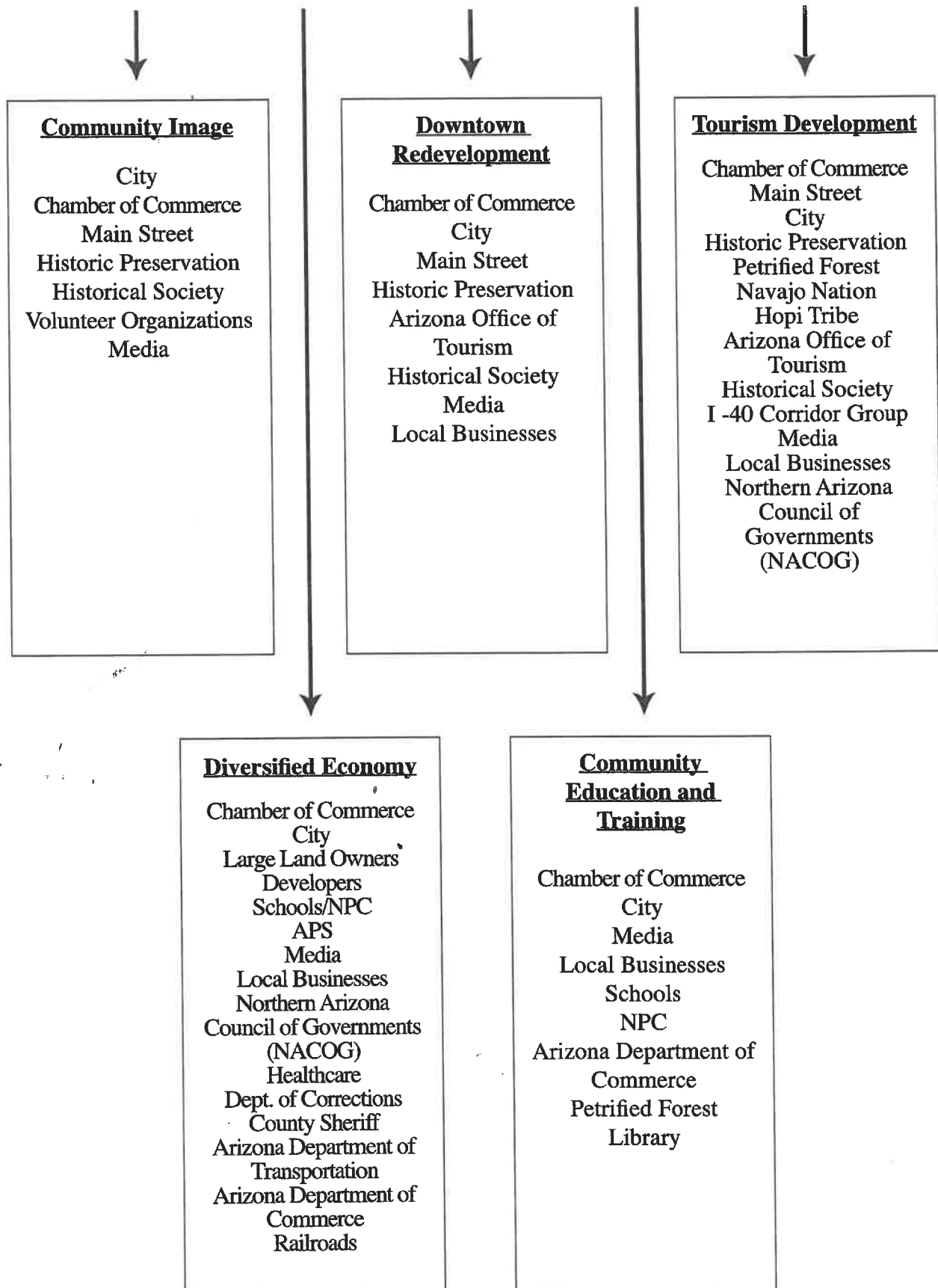
### **Media**

- Information
- Promotion
- Belong to many groups
- Promotional Web site
- Newspaper

**"DRIVE THY BUSINESS OR IT WILL DRIVE THEE."**

**-BENJAMIN FRANKLIN**

## Holbrook Implementation Team (HIT)



## C. Tier I Action Plan Summary

### Tier I Strategies – Community Image

Strategy	Task Leader
Develop a plan to bring more trustees from the prison to assist in community cleanup.	City
Develop a comprehensive approach to educating residents about city codes and the importance of adhering to them through utility bills, newspaper articles, and information in the city newsletter.	City
Implement and fund increased, consistent zoning code enforcement.	City
Examine current city plans to identify policies that could hamper quality growth opportunities.	City
Develop a Capital Improvements Plan that identifies and prioritizes community needs and includes a funding strategy.	City
Support the Holbrook Beautification Committee that focuses on streetscape improvements on city streets including Navajo Boulevard.	City
Develop and implement a comprehensive building rehabilitation and landscaping development program.	City
Support efforts to address alcohol issues and focus on enforcing laws (alcohol sales) and treatment (centers).	City
Continue to implement and expand the City Yard of the Month Program.	City
Work to build public/private coalitions to assist in community image enhancement.	City

### Tier I Strategies – Tourism Development

Strategy	Task Leader
Explore ways to improve and develop facilities for tourism. 1a. Develop restrooms at Westend Park. 1b. Develop a playground at Westend Park. 1c. Develop a theme or design concept for key entryways into the community. 1d. Advertise facilities through brochures and billboards.	City
Pursue grant funding for advertising through regional partnerships along the I-40 corridor.	City
Develop a three to five day plan of activities (working with the I-40 corridor group, City, chamber membership, and Tribe) with Holbrook serving as the hub. The plan should include a menu of day tours.	Chamber
Identify places with “highest points of contact” (e.g., Visitor Center, lodging facilities) and ensure information is available to refer visitors to the various services, amenities, and attractions.	Chamber
Finalize a slogan and marketing campaign that includes highlighting heritage and eco-tourism attractions.	Chamber

Develop an inventory of historic buildings and signs to be promoted to visitors (Main Street, Historical Society, Preservation Committee).	Chamber
Organization agreements should be developed to promote cross- linkages to each entity (NPC, School District, Chamber, City, Library etc.). Determine the appropriate financing and maintenance structure.	Chamber

### **Tier I Strategies – Diversified Economy**

<b>Strategy</b>	<b>Task Leader</b>
Work closely with the Chamber of Commerce to develop a Holbrook business inventory.	City
Improve community infrastructure, consider impact fees, and identify incentives to attract quality businesses.	City
Work with the two railroads to develop a joint marketing plan to bring in new industry and to take advantage of this unique asset.	City
Working with the Arizona Housing Office, develop a Holbrook housing analysis that identifies potential market opportunities. Using this information, conduct a developers' forum to introduce Holbrook to housing developers and discuss potential obstacles and opportunities with the ultimate goal in creating more housing choices so employees can live in Holbrook.	City
Form a task force to identify needs and analyze market opportunities for developing a health care facility in Holbrook.	City
Support the I-40 Corridor Working Group in completing at least one project per category to gain regional momentum (tourism, retail, base industry).	City
Improve and increase customer service skills to city employees who come in contact with local businesses and potential new businesses.	City
Implement the consultant study by working with the community to identify retail and base industries opportunities that are appropriate for Holbrook.	Chamber
Perform an analysis of the regional retail base and determine the "gaps" resulting in a strategy addressing Holbrook's retail market niche.	Chamber
Develop more specific information (a marketing package) for businesses inquiring about the community through the Chamber of Commerce.	Chamber
Develop an in-community referral service and directory for business services and suppliers so that local vendors are used as much as possible.	Chamber



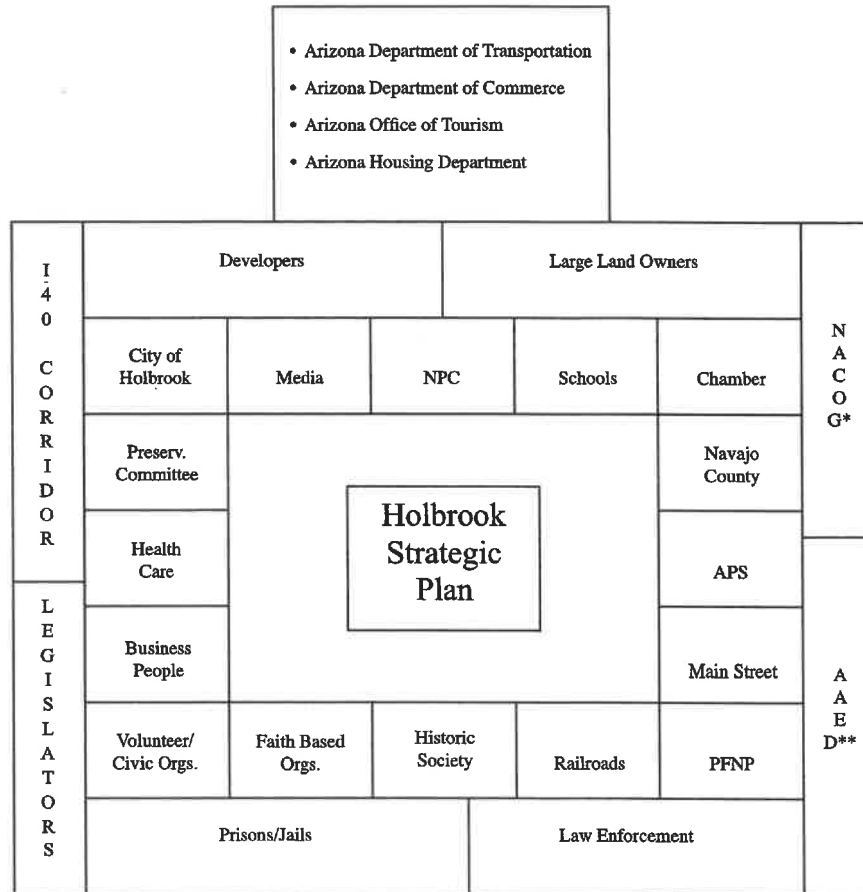
### **Tier I Strategies – Community Education and Training**

<b>Strategy</b>	<b>Task Leader</b>
Use community Web sites as vehicles for education about the economic development strategic plan.	HIT
Develop a speaker's bureau to introduce the community to the strategic plan and enlist support where needed.	HIT
Develop a Citizens Academy. Use other communities programs as models.	HIT
Submit a monthly article to the local press outlining the progress on the strategic plan and introducing strategies that are being implemented.	HIT
Give a quarterly report to the Holbrook City Council to update them on progress.	HIT
Work closely with the local School Board to inform them about the strategic plan's strategies and enlist support where needed.	HIT
Work with the various civic associations to raise funds to send local youth representatives to various statewide leadership development functions (e.g., Boys State).	HIT
Support NPC in making long-range plans for courses that are needed to address emerging workforce needs, marketing, or business trends.	HIT

### **Tier I Strategies – Downtown Revitalization**

<b>Strategy</b>	<b>Task Leader</b>
Implement a comprehensive downtown redevelopment project (i.e., awnings, streetscape, courthouse, landscaping) that can serve as a model and catalyst for future projects.	City
Develop a downtown building inventory of vacant buildings that includes ownership, square footage, zoning, and infrastructure.	City
Take steps to reactivate the Main Street Program by identifying community partnerships, organizing a board, developing a work program, and partnering with the Arizona Main Street Program.	City
Enforce existing codes and ordinances (including illegal dumping and abandoned vehicles) in the downtown area.	City
Focus redevelopment efforts on key assets like the Navajo County Courthouse and the Railroad Depot.	City
Identify and prioritize downtown projects and aggressively pursue downtown revitalization grants (e.g., transportation enhancement grants).	City
Enlist civic and youth groups to assist with cleanup efforts on a regular basis.	City

# Holbrook's Asset Map



\* Northern Arizona Council of Governments

\*\*Arizona Association for Economic Development

## Northland Pioneer College (NPC)

- Business support
- Training
- Workforce preparation
- Involved in many community activities
- Growing
- Payroll
- Provide facilities
- Economic development assistance
- Coordinate 4-year degrees with NAU
- Career and technical programs
- Degrees and certificates
- Foundation

## Schools

- Elementary/high school training
- Spend money
- Payroll
- Cultural opportunities
- Boarding schools for Native Americans
- Teen volunteer power
- Athletics
- Provide facilities for public events and activities

## Chamber of Commerce

- Tourism promotion
- First contact in the area for most
- Referral service, events

### **Navajo County**

- Payroll
- Emergency planning
- Technical assistance
- Volunteers
- Fairs
- Rodeos
- Facilities
- Flood control
- Road maintenance
- Transportation coordination
- Funding
- Public health

### **Arizona Public Service (APS)**

- Power
- Community and economic development
- Technical assistance
- Funding
- Jobs
- Referrals/recruitment leads
- Volunteers
- Support events
- Payroll
- Cholla Power Plant
- Site visits
- Good corporate citizens
- Training/workforce development

### **Main Street**

- Under the Chamber Preservation Commission
- Economic development in downtown area
- Clean up of the area

### **Petrified Forest National Park**

- Tourism promotion
- Advertise
- Historic preservation
- Archaeology
- Visitor Centers
- Museum Association – PFMA
- Books
- Coordinate with Holbrook
- Apartment complex/housing
- Historical Society

### **Preservation Committee**

- Volunteer group
- Historic preservation
- Non-profit
- City provides funding
- Federal grants received
- Supported by ordinance

### **Railroads**

- BNSF
- Apache Railway from Holbrook to Snowflake
- Payroll
- Volunteers
- Preservation
- Potential for tourism

### **Historic Society**

- Archives
- Research
- Historic courthouse
- Museum
- Funded by City and donations
- County furnished building
- Record visitors

### **Faith-Based Organizations**

- 20+ in area
- Volunteers
- Coordinate charitable activities
- Provide facilities
- Events/youth activities
- Coordinate and work well together
- Interfaith Council

### **Business People**

- Small business
- Payroll
- Taxes
- Tourist service
- Advertising
- Create personality
- First contact
- Referrals
- Volunteers
- Contribute money and merchandise to community causes
- Most businesses locally owned & operated

## **Healthcare**

- EMS
- NARBHA – Northern Arizona Regional Behavioral Health Authority
- Raindancer Youth Services
- Clinics
- Local health care professional
- Navajo County Health Department
- Little Colorado Medical Center

## **Volunteer Organizations**

- Knights of Columbus
- Elks
- Kiwanis
- Masons
- Lions
- American Legion
- First Step
- Bread of Life Mission
- Catholic Charities
- Salvation Army
- Little League
- Make a Difference
- Key Club/High School
- Athletic Clubs
- Red Cross
- Holbrook Enriching Lives Partnership - H.E.L.P.
- Senior Center
- Parent/Teacher Association
- Fair Board
- Hashknife Sheriff's Posse
- Friends of the Library
- Volunteer Fire Department

## **Regional Partners**

### **Developers and Large Land Owners**

- Potential future investment in the community
- Asset base for future economic opportunities

## **Prisons/Jails**

### State Department of Corrections in Winslow

- Payroll
- State Shared Revenues
- Inmate labor

### Navajo County Sheriff's Department Jail

- Payroll
- Inmate labor
- State Department of Corrections rents County Jail beds

### **Northern Arizona Council of Governments (NACOG)**

- Economic development support
- Funding
- Grants
- Transportation planning
- Regional facilitator
- Tourism support
- Homebuyers assistance

### **Native American Communities**

- Cultural assets
- Tourism attraction
- Local commerce
- Potential gaming/entertainment venues

### **Law Enforcement**

- County
- DPS
- Payroll
- Major Crimes Apprehension Team
- Holbrook Police Department

### **I-40 Corridor Group**

- Economic development
- Tourism support
- Planning
- Retail & base industry development
- Regional coordinators for I-40 assets
- Holbrook is a leader

**Legislators**

- Recognition
- Influence
- Support
- Good communication

**Statewide Partners****Arizona Department of Transportation (ADOT)**

- All transportation
- Coordinate with railroads
- Roads and highways
- Local payroll
- Grants
- Technical assistance
- Provide support and volunteers

**Arizona Department of Commerce (ADOC)**

- Technical assistance
- Money/grants
- Regional focus
- Develop studies and surveys
- Provide information
- Prospects for business recruitment
- Business development
- Training
- Information conduit

**Arizona Office of Tourism (AOT)**

- Regional cooperation and coordination
- Funding
- Tourists
- Visitor Centers
- National and international promotion

**Arizona Association for Economic Developers (AAED)**

- Economic development support
- Training



## APPENDIX A Planning Foundation

Before developing a plan of action to improve the economy and community as a whole, the stage must be set by identifying what the plan needs to address, how the local economy works, and what economic development means to the community.

The Action Team developed and used the following information during the planning process. Note that many of the responses listed were individual opinions of Action Team members and may not be consensus items.

### A. What They Liked Most About Holbrook

- Small town
- Good food
- Educational system
- Diversity
- Friendly people
- Nice area
- You have the ability to keep track of your kids
- People are the best
- Nice place to retire
- Climate
- Feeling of belonging
- "Home"
- Rural atmosphere
- Open space
- Community atmosphere
- History

### B. What They Would Like to Change

- Increased economy
- General appearance
- Cleanliness

- Lack of pride
- Public intoxication
- Apathy
- Abandoned buildings
- Increase education
- Determine pluses and expand upon
- Double the population

### C. Critical Issues

Holbrook needs to address:

- Looking back – how did we get here? What are we going to do?
- Need better connection with state government
- Condition of old buildings needs to be addressed and the factor of absentee landowners and building owners
- Need to take a stand
- Change the attitude from "It's good enough" to "Finish it!"
- Good-paying jobs and new industry
- Workforce development
- Stop comparing to other communities. We are unique and have unique assets
- Identity needs to be expressed and understood
- Lack of education about community development
- Lack of volunteerism, it's the same people
- Commitment to implement plans
- Missing link between plan and execution
- Thinking outside the box – we have assets
- We don't believe in ourselves
- We deserve the very best but don't have that attitude
- Kids leave and never come back, nothing for kids to do
- Citizens need to invest locally, there is some wealth here

- Lack of wealth overall
- Lack of municipal resources
- Lack sewer capacity
- Housing – not enough mid-income
- Clean up of the community
- Abandoned buildings
- Alcoholism
- Drainage
- Retail and economic leakage  
Need to educate the public on the real cost
- Lack of customer service training
- Lack of retail selection, we tell people to shop locally then don't deliver
- Workforce & finding people to work
- Transportation barriers (train goes through every 15 minutes)
- Don't capitalize on tourism because of the bypass
- Hazardous waste transport on I-40 could be a big problem – lucky so far
- Noise pollution
- No incentives
- No private schools
- High tax rate (sales)
- Drug-related issues
- Proximity to reservations
- Lack of marketing
- Lack of leadership
- Retaining law enforcement personnel

## D. How the Local Economy Works

To understand thoroughly how a local economy works, one must understand how the dollar flows within and through the community. The key is to ensure that new dollars come in to the community and stay longer so that the community receives maximum benefit. More dollars brought in to the community and circulated more times, mean more jobs and more wealth created for individuals, businesses, and the community as a whole. This multiplier effect is crucial to

a successful economy. There are four basic concepts that need to be recognized in order to maximize wealth in a community.

**Basic Activity** - This is an activity that brings new money into the local economy, such as tourism and manufacturing. A basic business will typically create several spin-off jobs for every job it directly creates.

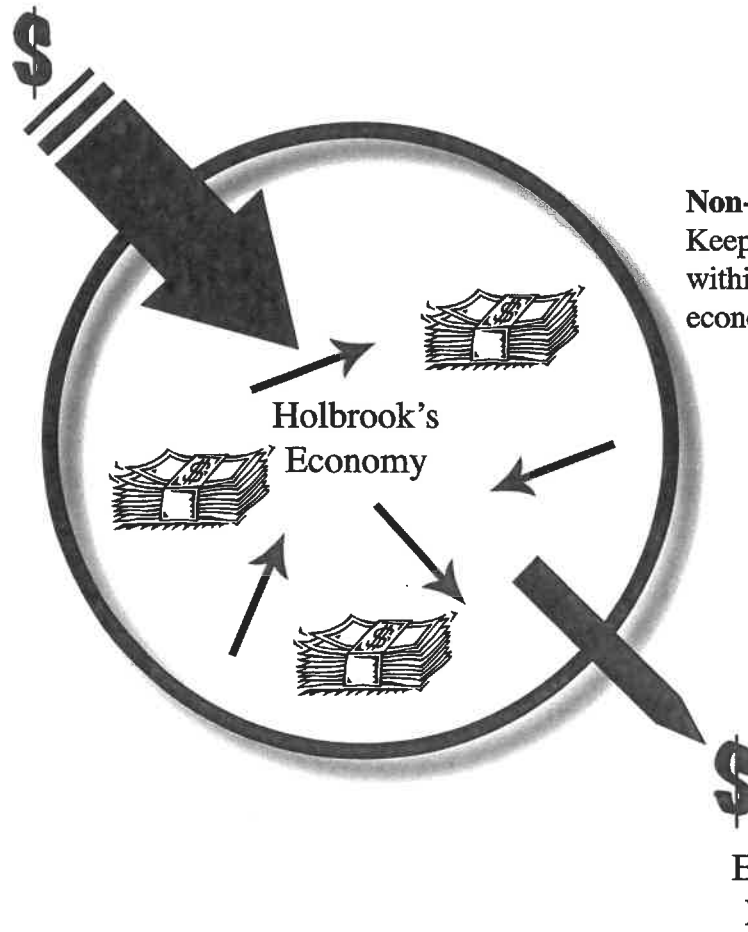
**Non-Basic Activity** – This is an activity that re-circulates money that is already in the community. Retail trade among the residents, such as dry cleaners and car washes, are non-basic industries. Non-basic businesses do not do as much in terms of the multiplier effect but they do keep dollars in the community and cash registers ringing. These businesses typically create one or fewer spin-off jobs for every job they creates.

**Economic Leakage** – This occurs when dollars that are already in the community exit the local economy. Typically, Economic Leakage occurs because desired goods and/or services are not available in the local economy or people just choose to spend their money elsewhere (going to Flagstaff for regular shopping trips). The problem of Economic Leakage can be compounded if local merchants overcharge or do not provide acceptable customer service.

**Value Added** - Value Added is taking a commodity and through processing, packaging, marketing, or other improvements, making it more valuable. Each time value is added it creates wealth.

## Economic Model

**Basic Activity:**  
Brings new dollars  
in to the community



**Non-Basic Activity:**  
Keeps dollars circulating  
within the local  
economy

Economic  
Leakage

### E. Definition of Economic Development in Holbrook

In order to develop an effective economic development strategy, it is important to determine what that means. The Action Team listed what they would like to see addressed during the planning effort and developed a definition for economic development in Holbrook

- Need a balance of basic and non-basic activities
- Tourism, retail, and industrial activities
- Government (schools, state, county, city) are a big part of the economy
- Navajo Nation a long-term partner
- More recreation for tourists, citizens, and youth
- Power plant, taking advantage of existing assets
- Diversified basic economy
- Grow our own businesses
- Housing improvements lessen employee leakage
- Improved quality of life, an attractive place to live
- Available capital
- Retaining what businesses we have

- Information available to assist businesses
- Opportunities for youth to come back to work or start their own businesses
- Strong retail and hospitality industry
- A quality tourism experience

## F. Community Assessment

In order to develop a realistic plan that tackles the tough issues, maintains strengths, and addresses weaknesses, it is necessary for a community to take an honest look at itself. Every community has assets to be taken advantage of as well as things that need to be worked on.

Two exercises were performed to illuminate these items: the Image Scan and SWOT Analysis. The results of these activities served as the strategic agenda to begin future planning.

### Community Image

A community's image is an important factor to recognize when planning for the future. What comes to mind when people hear the name of your community? Is what the majority of people think about your community accurate or a misperception? Is there a different image for those who do not live in the community as opposed to those who do?

**"NO ONE CAN MAKE YOU FEEL  
INFERIOR WITHOUT YOUR CONSENT."**

**-ELEANOR ROOSEVELT**

The Action Team identified what they thought people from outside of the community would say was their image of Holbrook (external) and what they felt residents would say about Holbrook (internal).

### Image – External

- Panhandling, public intoxication
- High gas prices
- Dirty, rundown
- Looks poor, boarded-up business
- Lack of pride
- Not a good impression
- Mixed-use residential (trailers next to houses)
- Not orderly development, codes not followed
- Route 66 town
- Not welcoming
- Not consumer friendly, lack of shopping and facilities
- Is cleaning itself up but why are buildings boarded up?
- Quaint
- Good, nice people
- No housing choices

### **Image – Internal**

- Trashy
- People are getting more responsible
- Decorations are nice
- Parks
- Entrances are better
- Need to make it “look like we care”
- Murals
- We have a history of “not finishing” things
- Lacking discipline

## **SWOT Analysis**

The Action Team developed a list of community Strengths, Weaknesses, Opportunities and Threats.

### **STRENGTHS**

Assets the community has under its direct control that need to be maintained as strengths or improved upon further.

- Existing businesses
- Northland Pioneer College
- Existing tourism industry
- Fairgrounds
- County seat
- Friendliness
- Local newspaper – vested in the community
- Golf course
- Airport
- Public schools
- Dark skies – clean air
- Dirt, rocks, manufacturing/adobe bricks
- Culture – but it is not an organized effort
- Railroad
- Existing buildings
- Archaeological sites
- Diversified industries
- Reuse of waste products
- Recycling
- Native American cultural festivals

- Business incubators
- Water
- Location
- Inexpensive/available land
- Transportation network/hub
- Industrial park
- Historic downtown
- Petrified Forest Park

### **WEAKNESSES**

Deficiencies that are under the direct control of the community that need to be improved or minimized.

- Image
- Lack of infrastructure – water, sewer, etc.
- Moving water/facilities
- Lack of affordable housing
- Medical facilities
- Labor force
- Lack of infrastructure to industrial park
- Speculative buildings
- Lack of infill downtown
- Inefficient retail core
- Economic leakage – government and individual
- Golf course, only 9 holes
- Lack of development around golf course
- Social problems/intoxication (public)
- Marketing ourselves/no brand
- Lack of protection of historic structures
- No design guidelines
- Lack of shopping
- Not taking advantage of local arts community
- Lack of coordinated efforts regarding festivals and activities
- Lack of capital/declined by banks
- Losing county seat
- Aging population
- Lack of customer service training



## **OPPORTUNITIES**

Items not under the direct control of the community that need to be recognized and capitalized upon.

- State budget surplus
- Arizona is innovative/being recognized for innovation
- Casinos
- Global market – many businesses can locate just about anywhere
- Expansion of Petrified Forest Park facilities
- APS – Cholla plant
- Livestock
- Film making
- College training programs – flexible
- Revolving loan programs
- Agribusiness
- Cooperation with APS
- Treatment Centers
- Aging population
- Arizona is growing
- Weather
- Wind
- Water availability
- Regional economic activities
- Reservation
- Increased traffic
- Regional labor force
- Growth in South County

## **THREATS**

Challenges and issues not under the direct control of the community that need to be recognized and addressed.

- Weather (wind)
- Fighting over water
- Federal and state regulations
- Phoenix
- Utilities/lack of capability
- Affordability in South County
- Losing County Seat
- Cholla Lake

# Acknowledgements

The City of Holbrook thanks the citizens of the Focused Future Action Team for their dedication and involvement in this project. The Action Team was truly a grass-roots citizen-driven effort led by Partners for Strategic Action and sponsored by the City and APS. Focused Future is a planning process that builds a community and economic development plan.

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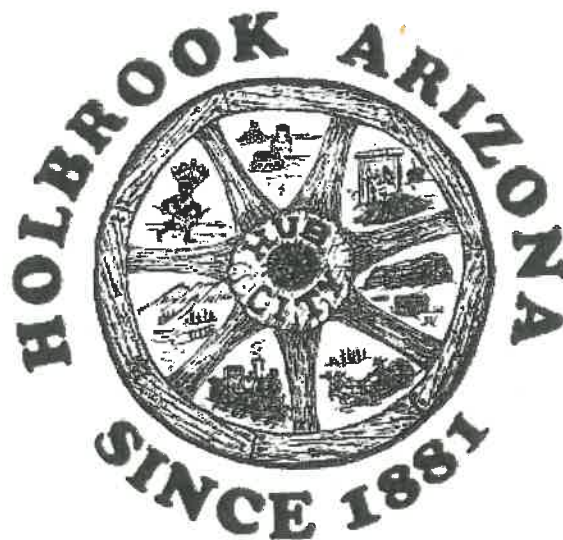
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