Affordable Housing: A Peer Community Analysis

A Spring 2021 Collaborative Project with Arizona State University's Project Cities & the Town of Clarkdale

ASU
Sustainable Cities Network
Arizona State University

Project Cities

CLARKDALE, ARIZONA
Founded 1912
Incorporated 1957
A 2012 CENTENNIAL TOWN

WELCOME TO CLARKDALE

PART 1:

Project and community introduction

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This report represents original work prepared for the Town of Clarkdale by students participating in courses aligned with Arizona State University's Project Cities program. Findings, information, and recommendations are those of students and are not necessarily of Arizona State University. Student reports are not peer reviewed for statistical or computational accuracy, or comprehensively fact-checked, in the same fashion as academic journal articles. Editor's notes are provided throughout the report to highlight instances where Project Cities staff, ASU faculty, municipal staff, or any other reviewer felt the need to further clarify information or comment on student conclusions. Project partners should use care when using student reports as justification for future actions. Text and images contained in this report may not be used without permission from Project Cities.

Cover images:

**Project Cities
and Google Earth**

ACKNOWLEDGMENTS

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To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleHousing21S

ABOUT PROJECT CITIES

The ASU Project Cities program uses an innovative, new approach to traditional university-community partnerships. Through a curated relationship over the course of an academic year, selected Community Partners work with Project Cities faculty and students to co-create strategies for better environmental, economic, and social balance in the places we call home. Students from multiple disciplines research difficult challenges chosen by the city and propose innovative sustainable solutions in consultation with city staff. This is a win-win partnership, which also allows students to reinforce classroom learning and practice professional skills in a real-world client-based project. Project Cities is a member of Educational Partnerships for Innovation in Communities Network (EPIC-N), a growing coalition of more than 35 educational institutions partnering with local government agencies across the United States and around the world.

ABOUT SUSTAINABLE CITIES NETWORK

Project Cities is a program of ASU's Sustainable Cities Network. This network was founded in 2008 to support communities in sharing knowledge and coordinating efforts to understand and solve sustainability problems. It is designed to foster partnerships, identify best practices, provide training and information, and connect ASU's research to front-line challenges facing local communities. Network members come from Arizona cities, towns, counties, and Native American communities, and cover a broad range of professional disciplines. Together, these members work to create a more sustainable region and state. In 2012, the network was awarded the Pacific Southwest Region's 2012 Green Government Award by the U.S. EPA for its efforts. For more information, visit *sustainablecities.asu.edu.*

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ABOUT CLARKDALE

The Town of Clarkdale, Arizona is located on the banks of the Verde River in the north central part of Arizona. It is a thriving community and is the gateway to the Sycamore Canyon Wilderness Area in the beautiful Verde Valley. Founded in 1912, Clarkdale is renowned as the first master-planned community in the state of Arizona and was developed with a "Live, work, play" ideology intended to provide its residents with a wholesome living experience. Clarkdale has just over 4,300 residents who thrive in the fresh, clean air of the Verde Valley.

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Celebrating historic charm. Creating a prosperous future.

clarkdale.az.gov

September 20, 2021

Dear Town of Clarkdale Residents:

On behalf of the Town Council and the Town of Clarkdale, we would like to express our appreciation to all who have been involved with the ASU Sustainable Cities Project. Over the past two years, the Town has been fortunate to work with nearly 100 students across disciplines to develop strategies for improving the lives of Clarkdale residents. As you know, the Design Principles Guidelines for the Town of Clarkdale's Downtown District and 89A Commercial Corridor was recognized by the Arizona Planning Association Conference in 2020; we have incorporated portions of that document into our General Plan.

This recognition speaks to the quality of work produced by the students that participate in the program, and why our continued partnership is so important to the Town of Clarkdale. Because we are a small town with a small staff, our capacity to research and produce in-depth documents is limited; the ability to work with the students and faculty at ASU provides us with the expertise we need to accomplish our goals for our community, while providing the students with hands-on, documentable experience in the public sector.

The Town of Clarkdale looks forward to our continued collaboration with Sustainable Cities Network and another successful year with the students at ASU.

Sincerely,

Robyn Prudhomme-Bauer, Mayor

Rob Sweeney, Interim Town Manager

Clarkdale, Arizona

Proud partner of

ASU Sustainable Cities Network
Arizona State University

Project Cities

Verde River at Box Canyon

Demographics

total population: **4,424**

36% of residents are over the age of 65

median age: **56.27**

78% of residents are homeowners

67.1% of the population has some college education, 31.75% are college graduates

median yearly income: **$45,304**

Schools

Clarkdale is home to the Yavapai College Verde Campus and the Small Business Development Center. Yavapai College has one of the leading viticulture and enology schools in the Southwest. High school students in Clarkdale attend Mingus Union High School, and the Clarkdale-Jerome Elementary School boasts an excellent reputation for educating students from Kindergarten through 8th grade.

Sustainability

In Clarkdale's 2013 General Plan, the City identified four main sustainability objectives: **water use, ecological design, sustainable construction** and **mixed use development**. In 2019, Clarkdale announced its partnership with ASU's Project Cities to enliven the Central Business District with a sustainability orientation.

Clarkdale Park
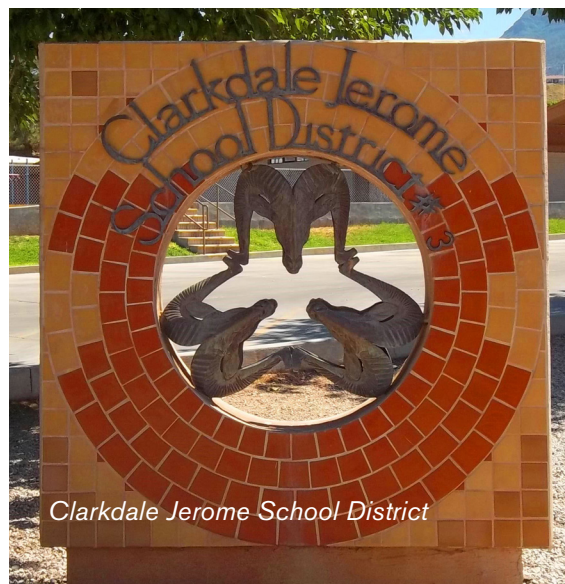
Clarkdale Jerome School District

Tuzigoot National Monument

History

The Town of Clarkdale is located on the banks of the Verde River in the north central part of Arizona. It is a thriving community and is the gateway to the Sycamore Canyon Wilderness Area in the beautiful Verde Valley. Founded in 1912, Clarkdale is renowned as the first master planned community in the State of Arizona. The town was founded to house the employees of the smelter in Clarkdale, as well as the mine workers from Jerome. Ahead of its time, Clarkdale boasted underground utilities, sewers, paved streets, stylish homes and a thriving commercial center.

The main town site was located on a ridge overlooking the industrial smelter complex and was developed with residential homes, including upper and lower-income housing, a commercial area, an administrative center, schools, recreational and cultural facilities, and parks. They intended to include all the parts typically found in a small town within a comprehensive planned design. Today, the original town site of Clarkdale is recognized as a Historic District on the National Register of Historic Places.

The original rail line that served the smelter is now host to a scenic excursion train, the Verde Canyon Railroad, which allows travelers a four-hour round trip to view the protected ecosystem of the Sycamore Canyon Wilderness Area and Verde River firsthand. In addition to the excursion branch, the Arizona Central Railroad (the parent company of the Verde Canyon Railroad) ships materials by rail to Salt River Materials Group, a local cement manufacturer.

Verde Canyon Railroad

Attractions

Hop aboard the Verde Canyon Railroad for the longest-running nature show along the Verde River. Spot bald eagles and enjoy an array of special events onboard throughout the year. Experience the Arizona Copper Art Museum housed in the restored Clarkdale High School with its dazzling array of thousands of gorgeous copper artifacts (some of which you can touch). Float the Verde River with experienced local river outfitters and enjoy unspoiled riparian areas adjacent to the Audubon Important Birding Area in Tavasci Marsh. Dance the night away every weekend to live music. Explore the Tuzigoot National Monument featuring the ruins of an ancient Sinagua Indian pueblo. Savor local terroir at Clarkdale's wineries, the Chateau Tumbleweed tasting room and winery or the Southwest Wine Center in the heart of Yavapai College's Verde Campus in Clarkdale.

Downtown Business District

Downtown Business District

The historic Downtown Business District boasts many treasured historic assets and is the center of Clarkdale's government, cultural and historic core. The Town and downtown-area business owners have invested heavily to keep the town core thriving. As of 2019, there are four vacant properties in the Business District that pose opportunities for redevelopment, including a former grocery store, apartments, and the old Grand Theatre. $1.5 million in streetscape improvements in the Downtown Business District were completed in March 2005.

Clarkdale revitalization plan

1. Develop a strategy to **encourage public and private investment**

2. Produce a **report of building conditions** including a revitalization plan for each building, cost estimates on the repairs and possible funding sources

3. Develop a **parking, pedestrian and bicycle connection plan**

4. Identify creative use of existing spaces to **promote foot traffic** in the area

Business Highlights

- Clarkdale has 83 businesses

- Workforce is composed of 45% blue collar; 54% white collar

- 90% of businesses have less than 20 employees

- Annual events, such as Clarktoberfest, the Car Show, wine festivals, and multiple block parties, are anchored in the historic business district

Historic Downtown Mainstreet

Leading industries as of 2019

Public Administration

167 Jobs

Education

110 Jobs

Information

108 Jobs

Transportation & Warehousing

87 Jobs

Kayaking on the Verde River

Local ecology

The Verde River bisects the north portion of Clarkdale at a low elevation of around 3,300 feet. The west side of the town boundary is located along the foothills of Mingus Mountain in the Black Hills Range at a high elevation of approximately 4,600 feet above sea level. On the northeast border of Clarkdale, the National Park service operates the 42-acre Tuzigoot National Monument, an 800-year-old Sinagua pueblo, which is surrounded by hiking trails and hosts a complete museum. Tavasci Marsh borders Tuzigoot National Monument and has been designated as an Important Birding Area by the North American Audubon Society. Arizona State Parks also manages the Tuzigoot River Access Point along the Verde River in Clarkdale. The town is surrounded by the Prescott National Forest to the west and the Coconino National Forest to the east. In addition, trust lands of the Yavapai-Apache Nation are located within the town boundary.

Local wildlife

Verde River

Sycamore Canyon

MAP OF PROJECT CITIES PARTNER COMMUNITIES IN ARIZONA

Clarkdale

Peoria
Glendale

Apache Junction
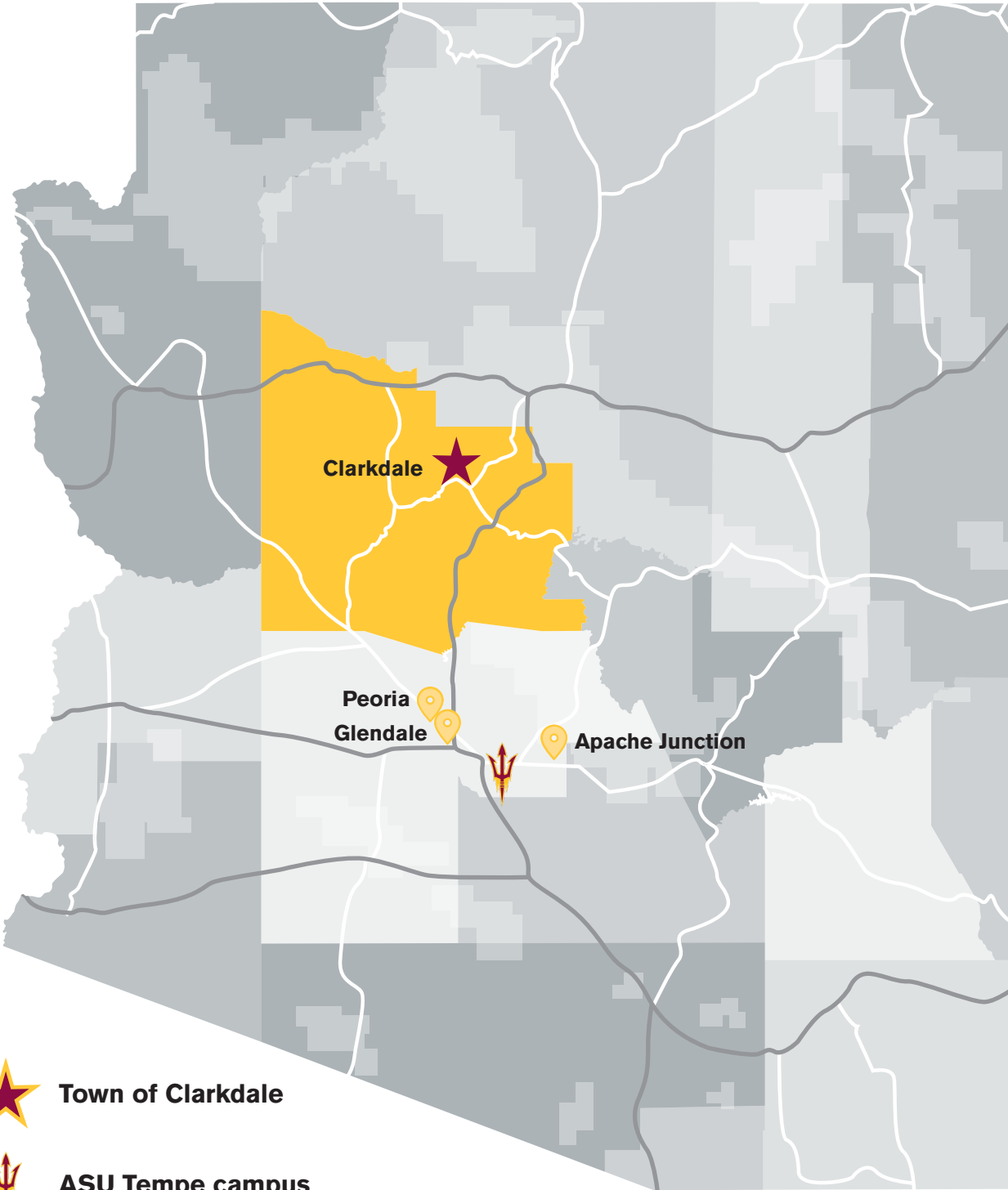
★ Town of Clarkdale

🔱 ASU Tempe campus

📍 Other Project Cities Partner Communities

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The following report summarizes and draws highlights from work and research conducted by students in PUP 579 Planning Methods II, for the Spring 2021 partnership between ASU's Project Cities and the Town of Clarkdale.

To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleHousing21S

EXECUTIVE SUMMARY

Through the housing market's many turbulent decades as well as the significant effects the COVID-19 pandemic has had on the greater economy, many small, historical towns are struggling to maintain an affordable housing market for their residents. Due to these unforeseen circumstances, residents of these towns are often faced with many challenges regarding the local economy and a continuous increase in cost of living.

The City of Clarkdale has partnered with ASU in an effort to identify current standing issues present within these small towns regarding the matter of affordable housing, as well as exploring potential solutions on how to remedy these issues and proceed forward in a sustainable manner. During the Spring 2021 semester, 26 graduate students in Deirdre Pfeiffer's **PUP 579:** Planning Methods II course conducted diverse research to further identify issues of housing affordability by conducting peer community analyses on towns with similar profiles to Clarkdale both within and outside of the state of Arizona. Each reviewed community provides unique recommendations for maximizing affordable housing efforts in the context of a small, and often tourism-driven town. Students utilize research methods including content analyses, windshield surveys, interviews, and the like to gain insight on each town's unique situation and from there, were able to synthesize their research data and propose solutions inspired by their findings.

The research, findings, and recommendations put forward by these students have the potential to profoundly benefit Clarkdale and its current efforts to positively address affordable housing, future developmental plans, and continue to assist residents within these communities. The following report is a summary of eight individual student research reports and recommendations on how to increase the local housing stock, remedy increasing market price, and address the needs of the communities in question. The eight original student reports are also available at **links.asu.edu/PCClarkdaleHousing21S.**

KEY STUDENT RECOMMENDATIONS

Recommendations for policy and zoning	Read more
Use local policy to dissuade property owners from hosting short-term rentals and make long-term rentals more attractive through tax rebates or other incentives.	pp.28-33, 74-76
Implement flexible zoning and development standards to encourage innovative and alternative housing accomodations.	pp.30-33
Investigate limits of existing rental regulations. Deregulation of short-term rentals can lead to increasing rates compared to long-term rentals. Clarkdale may benefit from policies that allow more oversight on short-term rentals in the area.	pp.79-82
Consider zoning amendments such as permitting ADUs or shrinking the minimum residential (R-1) lot size to allow for denser development.	pp.40-43, 47
Pursue Community Development Block Grants to help fund affordable housing projects.	pp.58, 67
Take Advantage of State & Federal Housing Programs such as the low-income housing tax credit (LIHTC).	pp.40-43, 47, 58

Recommendations for community outreach and partnerships	Read more
Collaborate with nonprofit organizations such as Habitat for Humanity to improve existing housing stock and build more affordable housing options.	pp.30, 33, 43, 73
Encourage community and regional partnerships to help inform local perspectives on affordable housing. Results could vary from community education opportunities, to tax credits.	pp.41-43, 47
Develop unique opportunities for homeownership, such as renter/buyer education programs, to increase community housing literacy.	pp.43-47
Form robust affordable housing coalitions or other civic committees. These types of groups can not only catalyze community change, but also contribute to "institutional memory."	pp.43, 73, 77
Invest in public participation initiatives and awareness campaigns that allow all residents to express their concerns or support.	pp.67, 77
Extend the housing needs engagement process to provide alternative outreach programs, thus reaching residents who may be unable to otherwise attend public meetings.	pp.67, 77

KEY STUDENT RECOMMENDATIONS

Recommendations for planning and development	Read more
Integrate designated senior housing into the community, as much of Clarkdale's residents are in this demographic.	pp.45-46, 58-61
Encourage manufactured housing subdivisions to break up larger vacant lots while providing an opportunity for affordable housing development.	pp.37-38, 53-54
Strategically plan future affordable housing in centralized locations with close proximity to transit and amenities.	pp.37, 57-61
Complement Clarkdale's historic character in new developments or renovations to maintain its identity and promote community resilience.	pp.73-77
Further prioritize housing issues in the General Plan to encourage action.	pp.67, 73
Develop a future-oriented workforce housing plan to be prepared for housing an influx of new residents. Hiring a data collection group to study population and employment trends could help the Town further develop relevant housing strategies.	pp.77, 82
Utilize developer incentives, such as fee removal, designating opportunity zones for targeted development, or renovation programs to encourage more affordable housing.	pp.37-38, 54, 66
Research projected population growth to be included in the Future Growth Areas plan. Closer study of population growth trends and generation of growth projections for the Verde Valley region could aid Clarkdale in further understanding future demand for affordable housing.	pp.37-38

Recommendations for industry and economy	Read more
Invest in programs that support small local businesses to avoid economic overreliance on tourist seasons.	pp.28-33
Diversify the local economic base, for example industry expansion into agricultural endeavors could attract a new influx of workforce residents.	pp.33, 74-77

TOWN OF CLARKDALE PROJECTS: ALIGNMENT WITH THE UNITED NATIONS'

SUSTAINABLE DEVELOPMENT GOALS

As the leading international framework for sustainable decision-making, the 17 Sustainable Development Goals (SDGs) lay out a path for partnerships toward global peace and prosperity. The SDGs provide a set of goals and metrics for project impact to be measured, offering an illustration of the benefits experienced by the cities, towns, and students who participate in a Project Cities partnership. For details on the SDGs, visit **sdgs.un.org/goals.**

Every project in the PC program aligns with SDGs 11 and 17.

The figure below illustrates SDG project alignment throughout the Town of Clarkdale's partnership with Project Cities, through the Spring 2021 semester.
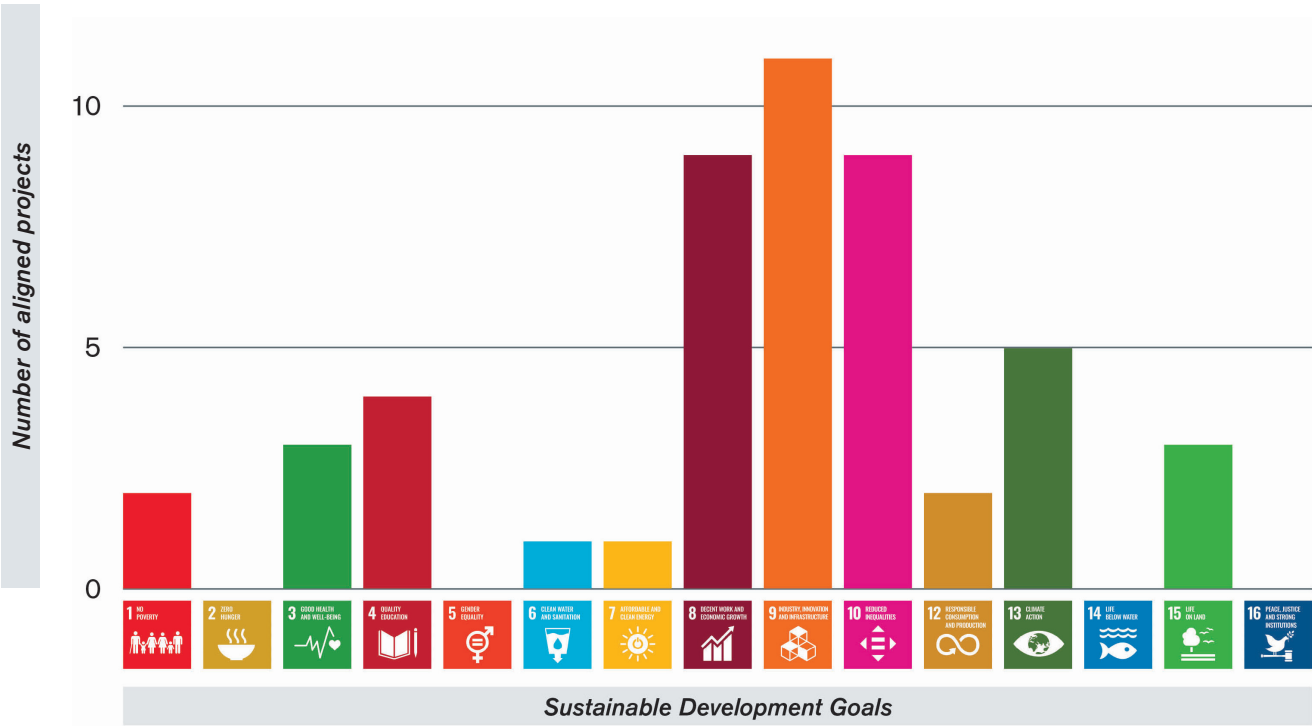
TOP THREE GOALS ADDRESSED IN THE FOLLOWING REPORT

Many communities face housing affordability challenges that are often the result of multiple complex conditions acting over many years. This project aims to help the Town of Clarkdale identify housing issues and plan sustainable steps toward increasing stock and affordability in the region, touching on SDGs 1, 3, and 10, among others.

Goal 1: No Poverty

"End poverty in all its forms everywhere."

High housing prices can burden residents with high payments or prevent people from being able to buy a home in the area. Affordable housing has been shown to reduce poverty rates as well as encourage economic growth.

Goal 3: Good Health and Well-Being

"Ensure healthy lives and promote well-being for all at all ages."

Stable housing is integral to leading a healthy life. Affordable housing addresses basic needs, and alleviates pressure on remaining family resources, leaving funds for things like healthcare and nutrition.

Goal 10: Reduced Inequalities

"Reduce inequality within and among countries."

Ensuring housing options exist for multiple income brackets can provide more equal opportunity in any community. Affordable housing is also correlated with other benefits such as job stability and population diversity.

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PART 2:

Housing Affordability: Clarkdale Peer Community Analysis

A LOOK AT EIGHT PEER COMMUNITY HOUSING PRACTICES AND AFFORDABILITY OPPORTUNITIES

PUP 579: PLANNING METHODS II

SCHOOL OF GEOGRAPHICAL SCIENCES & URBAN PLANNING

FACULTY
DEIRDRE PFEIFFER

ACKNOWLEDGMENTS

INTRODUCTION

Clarkdale is located approximately 110 miles north of the Phoenix metropolitan area in the Verde Valley of Yavapai County, surrounded by National Forests, historical Native American sites, and beautiful natural assets. The local attractions and proximity to popular destinations such as Sedona, have made the Verde Valley a regional tourist destination, with one study citing a total economic impact of $697 million per year in the area due to tourism. A successful tourism industry requires adequate lodging options, which is no small feat in towns like Clarkdale, where a short supply of low-density single-family residences tend to comprise much of the local housing profile.

Figure 1 *Clarkdale welcome sign with town view behind*

Historically, residential housing and tourist lodging have been viewed as largely separate facets of a community's landscape. However, the rising use of short-term rentals is transforming the hospitality industry and intertwining the issues that face town residents as well as short-term visitors. Clarkdale and the Verde Valley are far from the only places faced with the challenges of providing affordable housing while still attracting tourists that support the local economies. The remainder of this report summarizes eight peer community analyses focused on municipalities with similar housing issues and economic characteristics as Clarkdale. The original eight full reports are also available at **links.asu.edu/PCClarkdaleHousing21S.**

BISBEE, ARIZONA

The following section is a summary of *A Peer Community Analysis of Bisbee, Arizona On Issues of Housing Affordability* by O'Neill, J., Utton, T., Corey, J., & Loewen, J. The original student report, including appendices and supplemental material, is available at **links.asu.edu/PCClarkdaleHousing21S.**

Background

The City of Bisbee, once a booming mining town, has since settled into a welcoming travel destination. While its local tourism industry is strong, there has been a rise in concerns regarding affordable housing in the community. The most prominent issue observed is a distinct rise in short-term rental properties made popular by websites such as Airbnb and VRBO. Many high quality homes in Bisbee have since been converted into vacation rentals, thus decreasing rental options for Bisbee residents and increasing the cost of remaining housing options. Many Bisbee residents have been "priced out" of the community and houses remain vacant with the exception of tourists. Key research questions that guided the Bisbee peer community analysis include:

Figure 2 The City of Bisbee is located near the Southwest border of Arizona

- What are some of the underlying barriers to providing affordable housing, and what approaches have been implemented in Bisbee, Arizona?

- How has the short-term rental market affected housing affordability for those working and/or residing in Bisbee, Arizona?

Research methods

Key informant survey

Students distributed a key informant survey to Bisbee residents through three Bisbee-focused Facebook groups, as well as emails distributed through the Cochise County Housing Executive Director and Bisbee City Manager. Some members of the Facebook groups shared the survey link through their personal social media profiles as well. The link was active for five days, receiving 53 responses, and was then selectively coded. Survey questions used are listed below:

1. Please indicate whether you consent to us using your responses to complete this homework assignment.
2. What area of Bisbee do you live in?
3. Do you find housing to be affordable in Bisbee? Why or why not?
4. What have been the effects on housing affordability since the introduction of short-term rentals in Bisbee? (e.g., Airbnb, HomeAway, VRBO, etc.)
5. How has the local government addressed housing affordability?
6. How do you think housing could be made more affordable in Bisbee?
7. Are there any other additional comments about this topic that you would like to address?
8. (Optional) If you are open to further contact, you may include your email below.

Content analysis

Students analyzed content from the Facebook groups "Bisbee Community" and "People of Bisbee" using the keywords "affordable housing" in the groups' respective search bars. Through this process, 51 observations were made and selectively coded. In order to increase the diversity of varied viewpoints, duplicative posts were excluded from the sample. Data collected varied between personal opinions and articles on relevant subject matter, and yielded comments about affordable housing, tourism, short-term rentals, and general housing issues.

Findings and analysis

Students searched for housing and demographic trends between Clarkdale and Bisbee, in an effort to observe similar issues between the communities. American Community Survey 5-Year estimates from 2010, 2015, and 2019 were reviewed for key information and summarized in Figure 3 (key demographics) and Figure 5 (housing conditions). Students observed substantial change to housing availability across both communities during the reviewed time period. The most surprising trend identified was the total number of rental units priced $1,500 or more per month declined to zero in both regions after 2015. Additionally, the number of renters "burdened by rent" increased in both communities.

Figure 3 *Aerial view of Bisbee's main downtown area*

Demographic comparison				
	Bisbee	*Clarkdale*	*Cochise County*	*State of Arizona*
Population	5,203	4,270	125,867	7,278,717
Median age	50.8	57.3	41.1	38.3
Median household income	$34,452	$49,383	$49,260	$62,055
Percent employed in retail/ entertainment industries	24%	15%	21%	22%

Figure 4 *Similar demographic between Bisbee, Clarkdale, Cochise County and the State of Arizona, from 2019 American Community Survey 5-Year Estimates*

Housing condition comparison						
	Bisbee			*Clarkdale*		
	2010	*2015*	*2019*	*2010*	*2015*	*2019*
Housing occupancy						
Total housing units	3,203	3,680	3,396	1,917	1,926	2,171
Occupied housing units	2,466	2,630	2,455	1,660	1,886	2,082
Vacant housing units	733	1,050	941	257	40	89
Total housing unit change 2010-2019	196+			254+		
Housing tenure						
Occupied housing units	2,465	2,630	2,455	1,660	1,886	2,082
Owner-occupied	1,635	1,684	1,747	1,322	1,333	1,479
Renter-occupied	829	946	708	338	553	603
Percentage of units renter-occupied	34%	36%	29%	20%	29%	29%
Gross rent						
Occupied units paying rent	714	809	645	292	540	544
Less than $500	41	218	170	0	62	17
$500-$999	56	488	423	0	287	398
$1,000-$1,499	85	103	52	21	191	129
$1,500-$1,999	238	0	0	42	0	0
$2,000-$2,499	205	0	0	81	0	0
$2,500-$2,999	75	0	0	148	0	0
$3,000 or more	12	0	0	0	0	0
Median	$643	$654	$704	$1,008	$919	$938
No rent paid	115	137	63	46	13	59
Gross rent as a percentage of household income						
Occupied units paying rent	695	799	604	273	536	544
<15%	107	42	39	0	52	80
15%-19.9%	110	106	92	107	113	92
20%-24.9%	120	118	42	0	124	76
25%-29.9%	87	91	97	50	56	13
30%-34.9%	47	33	47	0	0	0
>35%	215	409	287	116	191	283
Not computed	134	147	104	65	17	59
Percentage of renters burdened by rent	38%	55%	55%	42%	36%	52%

Figure 5 *Summary of housing conditions between Bisbee and Clarkdale, from 2019 American Community Survey 5-Year Estimates*

Key informant survey

The key informant survey highlighted the following three themes and respective subthemes organized in Figure 6.

Key informant survey themes		
Major theme	*Subtheme*	*Example*
Housing affordability: Perception on whether housing is affordable	Affordable	Affordable but unavailable, higher incomes, affordable compared to other locations, rural locations
	Unaffordable	New residents are generating neighborhoods, rent is unaffordable, not enough housing stock, low incomes, too many short-term rentals
	Other	Out of town residents buying out available housing
Short-term rental impacts: Perception of impacts short-term rentals have on housing affordability	Caused perceived impacts	Rents increased, not enough rentals available, residents moving to other cities, locals being pushed out, gentrification
	No perceived impact	No change has been seen because of short-tern rentals
	Other	Recently moved to Bisbee, unsure of topic
Housing affordability recommendations and interventions: Perception on what is being done or can be done to address housing affordability	Current interventions and recommended interventions	Subsidized housing for essential workers, city-led housing voucher program, controlled rent, rehabilitating unlivable properties, flipping properties, limiting the amount of short-term rentals, building low-income apartments, increasing wages in Bisbee, tiny homes, raise taxes on short-term rentals, regulations
	No current interventions or less recommendations	Limit change in Bisbee, help increase home values by limiting stock
	Other	Infrastructure repairs, local government corruption, unsure of topic

Figure 6 *Major themes and subthemes gathered from key informant survey responses*

Housing affordability

Sixty-one comments were coded within the housing affordability theme, and students found 44 of said comments stated housing was overall unaffordable. Various reasons included not enough affordable housing stock, low income of Bisbee residents, and the increased amount of short-term rentals. As for part of the remaining comments stating that housing was affordable, residents noted housing was "affordable, but not available" or affordable when compared to cities of similar composition. Finally, remaining comments and concerns not encompassed by the previous two categories included thoughts that several out-of-town residents were purchasing all available housing in the vicinity.

Short-term rental impacts

The most prominent subcategory in this theme, "caused perceived impacts," had 50 out of 59 comments coded as such. This is due to the perceived increase in rent from the introduction of short-term rentals in the area and a notable decrease in available rentals. One exemplary comment from this theme was, "Available housing has become more limited for locals with limited income streams." Of the remaining nine comments, three indicated they felt no perceived impact and six within the "other" category were unsure of the topic or not well-versed in the topic because they recently moved to Bisbee and are unfamiliar with notable changes in the local housing market.

Housing affordability recommendations and interventions

The final theme, Housing Affordability Recommendations and Interventions, surrounded perceptions on what is being done and could potentially be done to address the housing affordability issue in Bisbee. Out of 116 comments coded within this theme, 62 addressed current and potential interventions for the city. Bisbee is currently pursuing subsidized housing for essential workers and rehabilitation of inhabitable properties. Residents recommended potential interventions such as controlled rent, limiting the number of short-term rentals, building low-income apartments, and increasing wages. 42 comments acknowledged that housing affordability was not currently being addressed or that no interventions on the matter are necessary. The 12 remaining comments in the "other" category included concerns such as infrastructure repairs, local government corruption, and general uncertainty on the topic.

Content analysis

Compared to the key informant survey, the content analysis revealed two slightly different themes of "potential solutions" and "concerns" (Figure 7). There was more significant variation across the content analysis, which helped uncover additional housing concerns not mentioned in the survey. Comments were split nearly equal between the solutions and concerns.

Content analysis themes		
Theme	*Subtheme*	*Example*
Solutions	Innovative financing	Community land trusts, peer lending
	Partnering with non-profits	ULI, Good Neighbor Alliance, My Hometown, Habitat for Humanity
	Development codes	Building caps, flexible zoning and development codes, alternative materials
	Government initiatives	CDBG, VA, ADOH, Cochise County, City of Bisbee
	Repair existing units	Remodels
	Shared housing	Subletting, co-housing
	Other	
Concerns	Availability	Airbnb, vacation rentals, second homes, out of towners
	Prices	Rising valuations, overpriced real estate
	Quality	"Fixer-uppers"
	Economy	Reliance on tourism, housing for workers, lack of employment options
	Government responsibility	Taxes, government inaction
	Other	Population growth

Figure 7 Major themes and subthemes gathered from the social media content analysis

Of the 25 items that fell in the "solutions" category, eight involved partnering with nonprofits. Of the 26 items in the "concerns" category, nine mentioned worries of housing availability due to vacation rentals and second homes. Following is one particularly striking comment from this subtheme:

"When a town markets itself for tourism this is what happens. There is more money to be made charging $90 a night for your home versus $600 a month. Some renters who destroy properties have ruined it for honest tenants who leave the property in the same or better condition when they leave. Tourists are going to look for the best deal for their pocket and would prefer space versus a room. Tourism is keeping the town afloat but [t]his is one of [t]he side effects."

Preemption and short-term rentals

The Zoning Enabling Act (A.R.S. 9-462) grants municipalities the right to zone, however specific statutes preempt lower levels of government authority (e.g., Clarkdale and Bisbee) from enacting local level laws. For example, the Arizona State Legislature prohibits communities from requiring inclusionary zoning laws. Additionally, preemption was used again in 2016 to prohibit municipalities from imposing restrictions on short-term rentals. This law may benefit tourists, but also feeds the issue of housing shortages as homeowners convert dwellings into short-term rentals without local government oversight. At the time of this report, Bisbee featured 239 short-term rental properties. The City can approve minimal restrictions regarding the operation of these properties, but cannot regulate their use (O'Neill, 2021).

Bisbee enacted Ordinance O-19-08 in 2019 (Figure 8), which regulates some aspects of operating short-term rentals, including unit occupancy, registration of the property, and imposing quiet hours. It also states the owner of the property must have a state transaction privilege tax license and remit sales taxes received through any hosting platforms used. Similarly, in the 2021 legislative session, senate bill 1379 aimed to address the short-term rental issue of "party houses." This phenomena occurs when a vacation rental property is used to host an illegally large number of people and often results in property damage, noise complaints, and sometimes violent incidents. The bill attempted to regulate vacation rentals by requiring liability insurance, authorizing local authorities to impose fines on property owners, and authorizing states to suspend property tax licenses after multiple incidents. Though this bill was struck down with a majority vote against, it does take the first steps toward regulating the short-term rental market and may set some initial precedents for future regulations.

ORDINANCE O-19-08

AN ORDINANCE OF THE CITY OF BISBEE, AMENDING THE CITY CODE, CHAPTER 8, BUSINESS REGULATIONS, AND ADDING REGULATIONS RELATED TO VACATION RENTALS

WHEREAS, the City has an interest in protecting the public health, safety, and welfare of its citizens and general public;

WHEREAS, the City recognizes tourism as a vital part of its community and aims to protect the health, safety, and welfare of tourists through sound regulation;

WHEREAS, the citizens of Bisbee and general public have a reasonable expectation to peacefully enjoy this community; and,
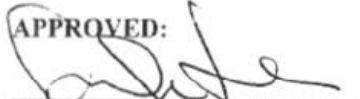
WHEREAS, the City must provide those offering vacation rentals clear rules for operating such businesses within the City.

NOW, THEREFORE, BE IT ORDAINED BY THE MAYOR AND COUNCIL OF THE CITY OF BISBEE, COUNTY OF COCHISE, STATE OF ARIZONA, THAT:

Section 1.   The amendments to Chapter 8 of the City Code, as set forth in the attached Exhibit A, incorporated herein by reference, are hereby adopted.

Section 2.   If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions.

PASSED, APPROVED AND ADOPTED by the Mayor and Council of the City of Bisbee on this 3rd day of December, 2019.

APPROVED:

David Smith, Mayor

ATTEST:

Ashlee Coronado, City Clerk

APPROVED AS TO FORM:

James Ledbetter, City Attorney

Figure 8 *Page 1 of Bisbee Ordinance O-19-08 regarding vacation rental regulations*

Recommendations

Collaborate with nonprofit organizations to improve existing housing stock and build more affordable housing options.

Nonprofit collaboration appears to be a common practice of communities in need of more affordable housing. In the Bisbee area, Step Up Bisbee-Naco is a volunteer-run nonprofit that helps supply repair work and home essentials (e.g., plumbing and electricity) to several homes per year. Habitat for Humanity Tucson is also active in the area, helping build affordable homes and facilitating homeownership with low-interest mortgages.

Use local policy to dissuade short-term rentals and incentivize long-term rentals.

Policy can help make long-term rentals more attractive than short-term rentals. A program in Lisbon, Portugal offers tax rebates for rental property owners who demonstrate their units have been leased for a specific period by one continuous renter. Additionally, requiring permits or registration fees for short-term rentals may dissuade some owners from listing their properties as such. Additionally, tax revenue received from said policies could be directed to local affordable housing initiatives.

Invest in industries outside of tourism and support small local businesses to avoid economic overreliance on tourist seasons.

A common need demonstrated in the research around Bisbee was for more local business that does not revolve around tourism. The content analysis showed many comments relating to a lack of high-paying jobs in Bisbee, and the economy being driven by unpredictable and fluctuating tourism seasons. It is critical for communities like Bisbee and Clarkdale to invest in economic developments outside of the tourism industry, as well as support small businesses through investment or tax incentives.

Implement flexible zoning and development standards to encourage innovative and alternative housing accomodations.

Bisbee's Ordinance O-18-05 permits alternative housing options (e.g., tiny homes, trailers, RVs) subject to a special use permit. This allowed the opening of a vintage trailer park, Shady Dell, which has grown into a tourist attraction and point of community pride. While this scenario is geared toward short-term rentals, a similar strategy could be applied to developing long-term rental projects. As interest grows in alternative housing types, it may be beneficial for Clarkdale to investigate such options and the policies that make them more viable.

CAMP VERDE, ARIZONA

The following section is a summary of *Clarkdale, AZ Peer Community Analysis: Housing Affordability in Camp Verde, AZ* by Albastaki, M., Farwa, H., Rizwan, S., & Manemann, T. The original student report, including appendices and supplemental material, is available at **links. asu.edu/PCClarkdaleHousing21S.**

Background

Located in Yavapai County in the Verde Valley, Camp Verde rests near the edge of the Verde River. Camp Verde has a vast history of agriculture and many residents embrace and wish to maintain the town's "rural character." Due to the centralized location in relation to some of Arizona's major cities and its plentiful options for outdoor recreational activity, the town is considered a regional tourist destination.

This project is based on the following two research questions:

- What factors have led to the rise in housing affordability issues in the Town of Camp Verde?

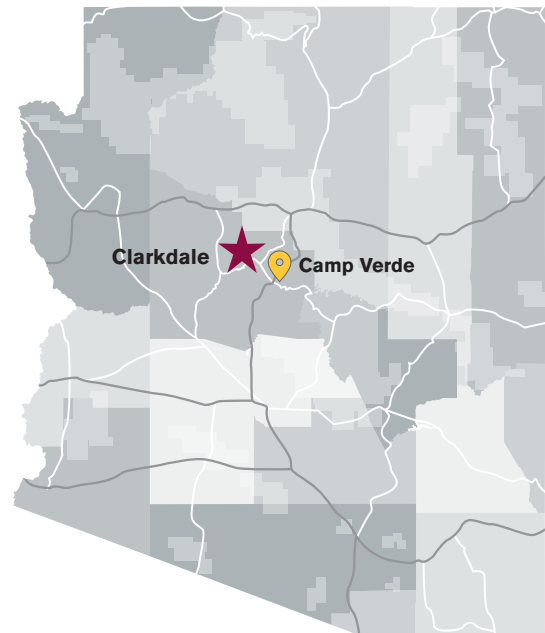- What housing affordability approaches have been taken in Camp Verde that could be applied to Clarkdale?

Figure 9 *Camp Verde lies in central Arizona, a few hours north of the Phoenix metropolitan area, and only 30 minutes southeast of Clarkdale*

Figure 10 *Aerial view of Camp Verde*

Research methods

Interviews

Students conducted interviews featuring open-ended questions with Steven Ayers, Camp Verde's Economic Development Director, and Melinda Lee, Camp Verde's Community Development Director. For additional regional context, Ruth Mayday, Clarkdale's Community Development Director was also interviewed to provide further perspective. Questions pertained to the matter of affordable housing in Camp Verde and aimed to identify pressing issues and potential or ongoing solutions. Interview questions and full participant responses are available in the appendices of the original Campe Verde student report at **links.asu.edu/PCClarkdaleHousing21S.**

Content analysis

Students also utilized Camp Verde public meeting minutes between the years of 2016 through 2021, and the 2016 edition of the Town's General Plan. The documents were searched for select keywords and phrases related to affordable housing, transportation, and short-term rentals. Students also utilized data from the American Community Survey 5-Year Estimates to compare demographics between Clarkdale and Camp Verde.

Findings and analysis

Community comparison

Students gathered demographic data from the 2019 American Community Survey 5-Year Estimates to better understand the similarities between Clarkdale and Camp Verde (Figures 11-12). A housing affordability index was also calculated which helped students determine a rough percentage of cost-burdened households in each community. One notable observation from this data is a sharp increase in Clarkdale's renter occupied housing, where Camp Verde features only a slight uptick. It is also important to note approximately 22% of Camp Verde families live below the poverty line, furthering the community's housing affordability problems.

Demographic comparison					
Community	*Population*	*Median age*	*Median household income*	*Median gross rent*	*Housholds that are cost-burdened*
Clarkdale	4,271	58.7	$49,383	$938	31%
Camp Verde	11,196	41.7	$39,681	$710	38%

Figure 11 *Key demographics comparison of Clarkdale and Camp Verde*

Owner vs renter comparison			
Community	*Year*	*Renter occupied*	*Owner occupied*
Clarkdale	2010	16.5%	83.5%
	2019	36.9%	63.1%
	Percent change	132.6%	-21.2%
Camp Verde	2010	26.8%	73.2%
	2019	30.9%	69.1%
	Percent change	18.62%	-2.85%

Figure 12 *Owner vs. renter occupied housing comparison of Clarkdale and Camp Verde*

Interviews and content analysis

Two major themes were identified based on the most common, recurring variables from the conducted interviews and content analysis. Students expand on these two themes in the following section.

1. Obstacles and areas for improvement in affordable housing

The supply chain of building materials is broken

It is difficult for Camp Verde residents to procure reasonably priced building materials for construction and development due to its rural location. The significant struggle caused by the supply chain has caused local construction costs to increase by a staggering 40%.

The town's focus on maintaining a rural identity

Issues surrounding walkability and accessibility are largely due to the community's rural nature and layout. The town has few urban areas, and single-family homes dominate a majority of lots. This is also reflected downtown and on Camp Verde's main street where there are few multi-family homes or mixed-use developments.

Connecting and managing utilities

It was mentioned in several town meeting documents that one of the most prominent obstacles in the realm of affordable housing is managing utilities and wastewater to make rural and far-apart properties habitable. Water infrastructure in particular was noted as a critical, but expensive, element of developing more affordable housing.

Lack of an active transit system

Due to the town's rural character and spread out amenities, it is difficult to navigate the area without a personal vehicle. The current systems in place connect different communities in the Verde Valley, but are only accessible at certain times and are comparatively slower than a private vehicle.

2. Solutions and initiatives to improve affordable housing

Manufactured housing developments

To counteract the lack of affordable lots in the area, Camp Verde proposed a 1,000-lot subdivision in the early 2000s. Due to unforeseen circumstances, the initial plan could not be completed, and a 600-lot subdivision of manufactured homes was built in its place. Unique to Camp Verde is their Qualified Opportunity Zone, a low-income zone targeted for future development. This has already benefited the town by generating several new projects such as a $20 million RV park as well as an $80 million manufactured home subdivision, which is currently in progress.

Managed growth plan

Conceptualizing growth management within the town was heavily reflected in its 2016 General Plan's "Town Character Areas." These Character Areas can be utilized to better layout where manufactured home developments are going to be constructed. Because of the town's desire to maintain its rural character, these character areas should not be placed over large acre lots.

Lack of development impact fees

Elimination of development impact fees increases developer attraction to Camp Verde, which can help spur affordable housing buildup. This kind of incentive can also help offset the currently high construction material costs.

Urban Upland Trail Plan

As of 2020, Camp Verde's Urban Upland Trail Plan currently aims at increasing the town's connectivity. An increase in pedestrian and bicycle transportation support can then increase mobility and amenity accessibility for residents. One goal of the plan is to create a series of connected trails linking residential neighborhoods, outdoor recreational locations, and the surrounding landscape. The ultimate goal is to provide residents with safe alternative transportation throughout the area.

Recommendations

Encourage manufactured housing subdivisions.

Subdivision of larger vacant lots into manufactured housing developments will provide opportunity for affordable housing plans to emerge in the area. This in turn, will also attract potential housing developers to the area, as they will not have to proceed through any approval processes. Policies that will encourage more manufactured housing developments throughout the town are highly recommended.

Research projected population growth to be included in the Future Growth Areas plan.

Closer study of population growth trends and generation of growth projections for Camp Verde could aid Clarkdale in further understanding the future demand for affordable housing. Including these findings in the Future Growth Areas plan can assist in the effort to further develop housing areas without disrupting community flow.

Utilize developer incentives to encourage more affordable housing.

Incentives are a lucrative way to attract developers with prospects of affordable housing developments to the area. Students recommend eliminating developer impact fees and designating opportunity zones for targeted development of affordable housing. A lack of fees helps attract potential developers due to the decreased initial cost of development in the area. Furthermore, the inclusion of designated opportunity zones could encourage developers to stay in the area and invest in the town to benefit from the capital gains tax deduction.

COTTONWOOD, ARIZONA

The following section is a summary of *Peer Community Analysis Housing Affordability in Cottonwood, AZ* by Mosello, W., Gallegos, J., & Charcas, R. The original student report, including appendices and supplemental material, is available at **links.asu.edu/PCClarkdaleHousing21S.**

Background

Settled near the geographical center of Arizona in Yavapai County, the City of Cottonwood has blossomed as a regional tourist destination for its numerous outdoor recreational activities. Due to its vast fertile land, both the city and surrounding region thrive in the winemaking industry, further bolstering its tourism popularity. The area is dominated by publicly-owned national forest, and as populations continue to increase, there has been a lack of privately owned land making housing difficult to obtain for Cottonwood residents. The lack of available homes has also triggered rising prices, with Cottonwood residences boasting a median active listing pring of $324,900 in 2017. The City aims to expand local housing affordability programs to keep the community accessible for existing and prospective residents.

Figure 13 *Cottonwood lies only about a ten minute drive southeast of Clarkdale and shares many similar characteristics*

Figure 14 *Cottonwood's Main Street features a variety of shops and restaurants*

Research methods

Content analysis

Students first analyzed Cottonwood's *2025 General Plan* obtained from the city website. Particularly close attention was paid to the robust housing portion of the plan, and the following themes were identified:

Partnership	*Program*	*Change*
▪ Community	▪ State	▪ Zoning
▪ Regional	▪ Federal	▪ Infrastructure
▪ Business	▪ Local	▪ Guidelines

Photographic analysis

Because students could not complete a physical visit to Cottonwood, Google Street View was utilized to conduct a visual analysis, virtually touring the town while collecting the most recent images of different dwelling types around the city. It should be noted that Google Street View is not always updated to reflect the current condition of these locations. Sixteen photos were collected for the purpose of analyzing notable housing characteristics. Observable characteristics such as the type of dwelling and number of floors were noted.

Virtual windshield survey

A traditional windshield survey involves researchers recording notable observations from a moving vehicle. In this instance, students utilized realtor.com to conduct this analysis virtually. Twelve diverse home listings were analyzed and information pertaining to residential neighborhoods, listing prices, home description, and area overview was obtained. In addition to specific listing information, the same source also provided greater real estate market data for the region.

Findings and analysis

Housing conditions

At the time of this project, students found 144 properties for sale in Cottonwood, ranging dramatically from an $18,000 land parcel to a $5.6 million mansion. Price trends in the area have been erratic, but trending upward, while listing prices have primarily risen (Figure 15). According to data from Realtor.com, the median property sale price rose from $232,000 in 2018 to $315,000 in 2021, and homes currently average only 53 days on the market. The rental market appears especially constrained, as students found only one listing for rent at the time.
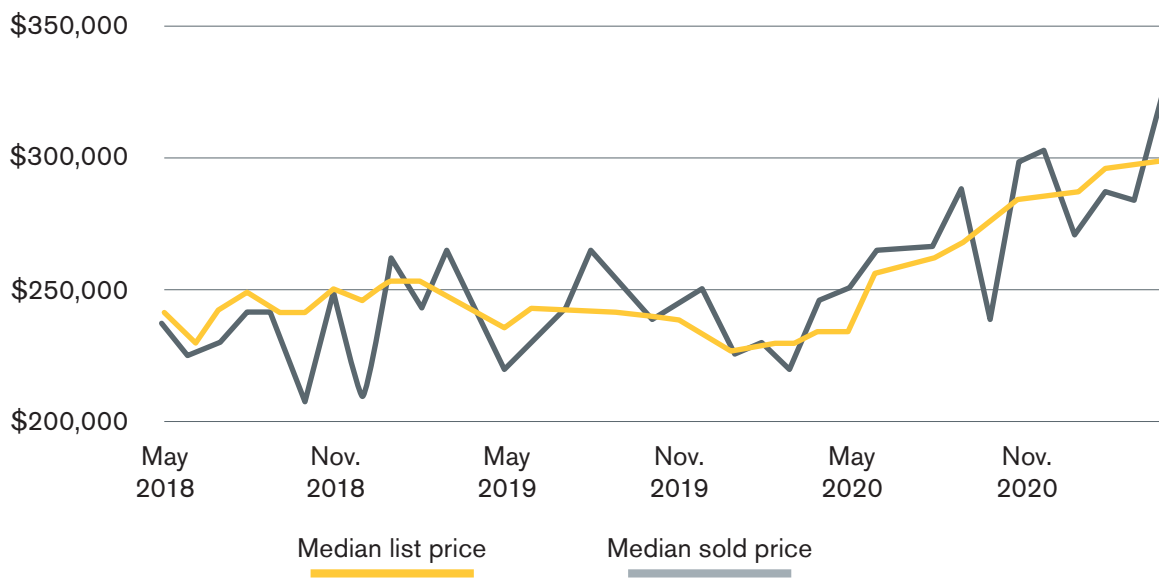
Figure 15 *Cottonwood median home listing price vs median selling price, 2018-2020, from Realtor.com*

Content analysis

Conttonwood's *General Plan* outlines five main approaches to housing affordability:

- Developing community partnerships

- Developing regional partnerships

- Utilizing state and federal housing programs

- Amending the zoning code

- Encouraging economic development and strategizing long-term housing solutions

During their analysis, students grouped aspects of these five main approaches into three themes and subthemes. Figure 16 lists guiding definitions for each theme, and Figure 17 summarizes their occurence during the content analysis.

Content analysis themes			
Theme	*Definition*	*Subthemes*	*Definition*
Partnership	Noting that building a partnership would be helpful.	Community Regional Business	Comments mentioning building partnerships with the community, within the region, or with a business.
Program	Noting that utilizing a specific program would be helpful.	State Federal Local	Comments mentioning the use of state, federal or local programs to help provide affordable housing.
Change	Noting that changing something or amending something would be helpful.	Zoning Infrastructure Guidelines	Comments mentioning zoning, infrastructure, or guidelines as something that should be changed.

Figure 16 *Themes and subthemes identified in the content analysis and their respective definitions*
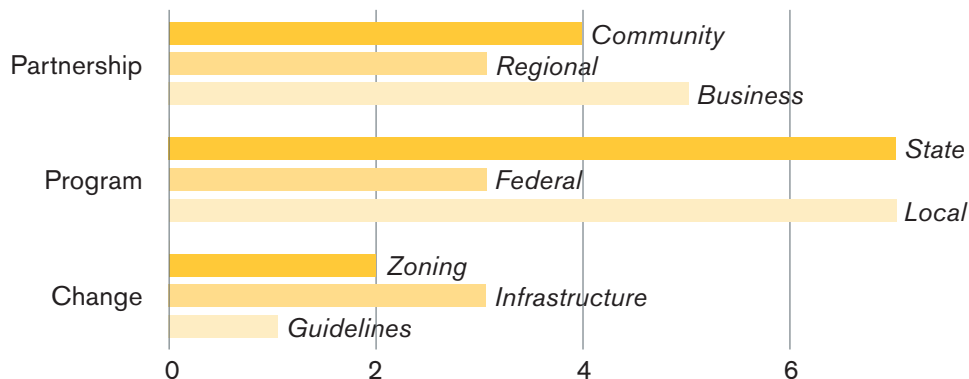

Figure 17 *Occurence of themes and subthemes during the content analysis*

Figure 18 lists a few key excerpts from the Cottonwood *General Plan* that coincided with the identified themes and subthemes. The full list of *General Plan* excerpts (31) and their assigned themes is available in the appendices of the original student report at **links.asu.edu/ PCClarkdaleHousing21S.**

Theme	Subtheme	General Plan excerpt
Partnership	Community	"Successful partnerships to improve housing conditions in communities benefit from a coordinated and cooperative approach."
		"The mix of residential and commercial uses can form a positive relationship that benefits each by providing convenient services for residents and customers for businesses."
	Business	"Support from the business community is necessary to ensure a successful community housing."
	Regional	"A coalition of cities and regional entities could work together to assist with the formation of a nonprofit CHDO (community housing development organization)."
		"Cities can work with LIHTC (low-income housing tax credit) developers to support local zoning changes and general assistance to help encourage such developments."
Program	Local	"Successful workforce development programs are geared towards a multi-level approach that includes entry level opportunities, training programs and a chance for advancement up the ladder."
		"If there is not an adequate supply of affordable and/or subsidized low income housing, then a local or regional public housing authority may be worth considering as a way to set up and fund such development."
	State	"As of 2014, the Save Our Home AZ program has helped over 1,800 families avoid foreclosure and stay in their homes with over $51.3 million in program assistance committed to assist Arizona homeowners."
	Federal	"The Home Affordable Refinance Program, also known as HARP, is a federal program, set up by the Federal Housing Finance Agency in March 2009 to help underwater and near-underwater homeowners refinance their mortgages."
Change	Zoning	"Potential amendments to the zoning ordinance could help provide more options for housing."
		"These concerns could be addressed through more detailed design-based standards that are written into the zoning ordinance."
	Infrastructure	"Successful urban renewal projects in many cities have been led by entrepreneurs, start-up businesses, artists, craft persons, high tech businesses and similar uses that convert existing commercial and industrial buildings into live-work type developments."
		"Housing rehabilitation, code enforcement and infrastructure improvements within these neighborhoods will strengthen the community fabric and encourage increased investment."
	Guidelines	"This can be mitigated through specific, clearly defined, design based standards."

Figure 18 *Cottonwood General Plan excerpts identifed to correspond to content analysis themes*

Photographic analysis

The photographic analysis looked at 16 residential structures. Of these homes, the majority were single-family, and only one was 2-stories. Of the lot sizes, three were considered large, nine were medium, and four were small.

Figure 19 *Cottonwood homes identified in the photographic analysis, including a single-family house, duplex, multi-residence apartment, and mobile home*

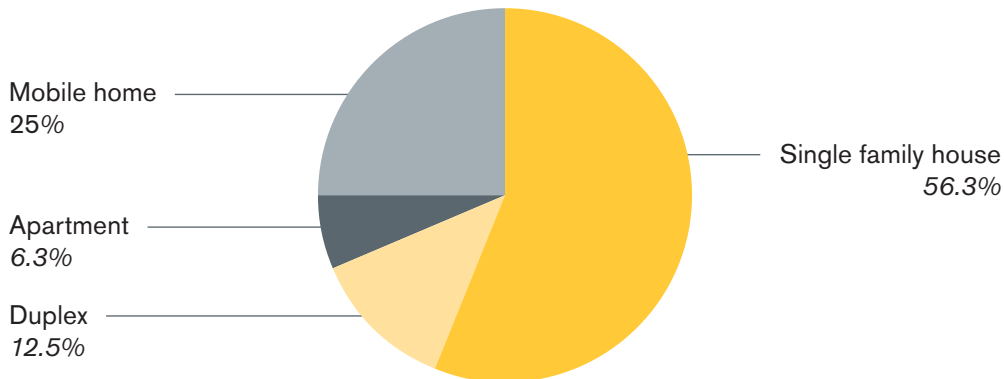Mobile home
25%

Apartment
6.3%

Duplex
12.5%

Single family house
56.3%

Figure 20 *Dwelling types identified during photographic analysis*

Large
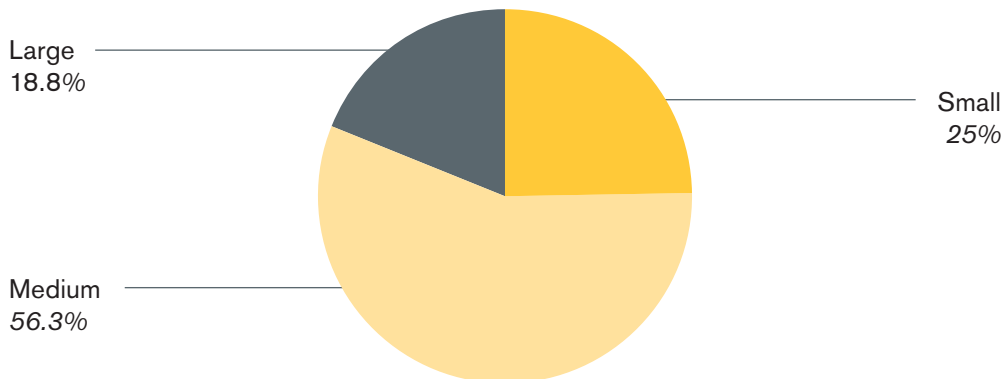18.8%

Small
25%

Medium
56.3%

Figure 21 *Lot sizes identified during photographic analysis*

Virtual windshield survey

A variety of home listings were reviewed to gain perspective on the existing market. The following listings illustrate a general lack of available affordable housing across the city. Each description is taken from a realtor.com property listing that was active during the project. Students noticed up to half the homes analyzed were pending, and there was a large presence of new tract homes geared toward middle- and high-income families, located in higher-income neighborhoods. It appears more affordable housing is mostly in older neighborhoods and often consists of manufactured homes. Age-restricted senior communities were often listed below median sale price, leaving non-senior low-income renters as the primary group at risk to be priced out of the city.

The following section highlights a few key listings to provide a general overview of the observed conditions at the time of this report. The full windshield survey is available in the appendix of the original student content at **links.asu.edu/PCClarkdaleHousing21S.**

Listing 1

- Neighborhood: Bridgeport North

- Description: Middle-income neighborhood including houses and mobile homes. Considered a more affordable area in Cottonwood.

- Price: $325,000

- Status: For sale

- Description: Large 4-bedroom home, oversized lot, fresh paint, interior recently updated, nice neighborhood close to downtown and Sedona.

Listing 2

- Neighborhood: Mingus

- Description: Historic neighborhood near downtown, only one condo for sale illustrating a lack of inventory.

- Price: $199,000

- Status: Pending

- Description: Second floor condo with newer appliances and carpet. Two bedroom two bath split floor plan with detached garage. Mountain and city views. Perfect for investors or homeowners.

Listing 3

- Neighborhood: Quail Springs

- Description: High end semi-custom large lot neighborhood catering to wealthy customers on the edge of town.

- Price: $720,000

- Status: For sale

- Description: Environmentally-aware custom home, two master bedrooms, impressively engineered but not at the expense of design aesthetic or luxury. Gourmet kitchen, wine room, cedar woodwork, and natural landscaping. Located close to downtown and Sedona.

Listing 4

- Neighborhood: On the Greens (55+)

- Description: 55+ mobile home community, one of the only places in the area where prices remain relatively low.

- Price: $169,000

- Status: Pending

- Description: Newer double-wide home priced to sell. Two bedroom split floor plan plus office and one car garage. Large covered deck, stainless steel appliances, dog run, ceiling fans, and water softener. Lot rent is $584 per month. Community amenities include indoor swimming pool, fitness center, library, and bocce ball court.

Listing 5

- Neighborhood: Cottonwood (rental)

- Description: The only rental listed in Cottonwood at the time of this project.

- Price: $874 per month

- Status: For rent

- Description: 24,500 square foot single family home, 1 bedroom 1 bathroom.

Recommendations

Develop community and regional partnerships.

Partnerships can be a key resource in helping Clarkdale change local perspectives around affordable housing. This type of initiative can take many forms, including educational opportunities to teach the community about affordable housing types, encouraging new regional employers through tax credits and development strategies, or incentivizing developers through fee removals or augmented permit processes.

Take advantage of state & federal housing programs.

Clarkdale can research housing programs to find ones that work best for its specific needs and conditions. Students found the low-income housing tax credit (LIHTC) to be one potential option the Town may want to investigate further. It is considered one of the most successful affordable housing programs in Arizona, offering federal tax credits to build affordable rental housing.

Consider zoning amendments.

Cottonwood updated its minimum R-1 lot size from 7,500 square feet to 5,000 square feet, encouraging development of smaller, more affordable single family homes. Clarkdale could accomplish a similar feat by reducing its current R-1 minimum from 10,000 square feet to 7,500, potentially decreasing further in the future to 5,000 square feet like Cottonwood. Permitting accessory dwelling units (ADUs) in local code could also contribute to affordable housing options. Additional factors regarding ADUs would also need addressed, including parking, placement and entry standards, and size limits.

Develop unique opportunities for homeownership.

Development of a home buyer/renter education program that included lessons such as personal budgeting, credit history, and the buying/rent process could ease uncertainty in residents and make them more financially aware/confident. Cottonwood has a similar program for home buyers (not renters) that may be useful to analyze.

SPRINGERVILLE AND EAGAR, ARIZONA

The following section is a summary of *Peer Community Analysis of Springerville-Eagar, Arizona* by Lundell, T., Magassy, T., & Childers, S. The original student report, including appendices and supplemental material, is available at **links.asu.edu/PCClarkdaleHousing21S.**

Background

Settled within the Round Valley near the slopes of the White Mountains are the towns of Eagar and Springerville. Connected by a shared border, the communities have formed a sort of symbiotic relationship; one that can be seen through housing and employment. Because of its rural location, the area is favored by tourists for its access to lakes, hiking trails, and skiing during the colder months. As a result, tourism and recreation have become two of the largest employment sectors within the Round Valley. Due to its smaller population, Springerville is not considered a peer community in this project, however it was included due to its close relationship with Eagar.
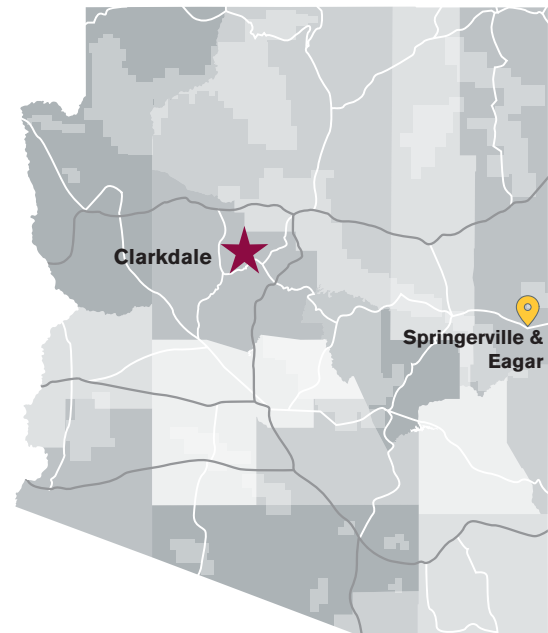

Figure 22 *Eagar and Springerville lie on the eastern edge of Arizona in predominantly rural lands*

Figure 23 *Mountain hiking trails in the Springerville area*

Research methods

Photographic analysis

Students utilized Google Street View to allow for a virtual walking tour of the streets of Eagar and Springerville. By conducting this analysis virtually, students were able to re-visit particular locations and utilize real estate websites such as Zillow and Redfin to compare dwelling images to previous documentation. It should be noted the Google Street View for Eagar and Springerville is dated to 2008 and the images used for this portion of analysis may be outdated. Students also note the Street View images are rather low-resolution, making it difficult to see more in-depth details of the area.

Content analysis

Students reviewed Planning and Zoning Commission and City Council meeting minutes from April 2018 to April 2021, as this time period coincided with the analyzed median home listing price data. Eagar zoning ordinances and development goals were also analyzed and compared to Clarkdale's existing housing goals. Limitations surrounding the content analysis had to do with material only being available if a request required a hearing by the commission or council, therefore a relatively small amount of content from a short time frame was analyzed. Additional access to municipal datasets could help provide additional perspectives to the housing phenomena in the Springerville-Eagar region.

Findings and analysis

Community comparison

Eagar's median income is $56,089, which is very close to the state of Arizona's median income of $58,985. Median home value is $116,500 in Springerville and $172,000 in Eagar (Figure 24). A majority of area housing has been built since 1970 (Figure 25). Similar to Clarkdale, there is a large number of seniors represented in the community's population, but there is also an equally large number of children and teenagers (Figure 26). While Springerville's population has been steadily declining, Eagar's is projected to grow to 5,250 by 2035 (Figure 27).

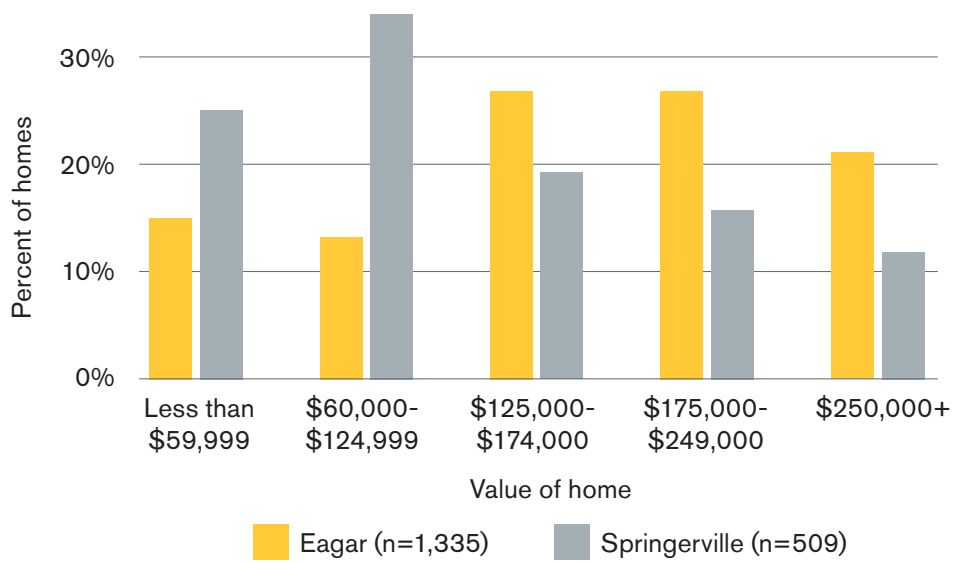**Figure 24** *Percent of homes per value in Eagar and Springerville, from U.S. Census Bureau, 2019*
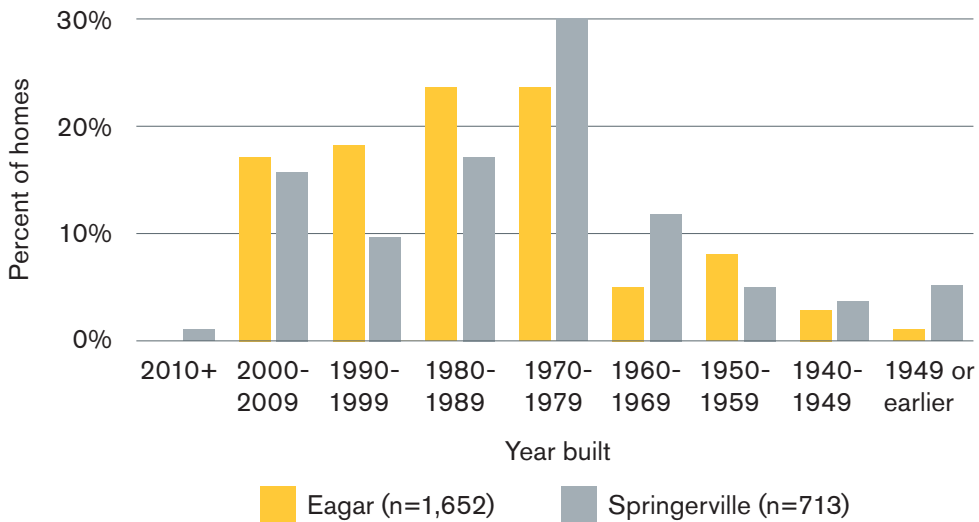
Figure 25 *Percent of homes built per year in Eagar and Springerville, from U.S. Census Bureau, 2019*
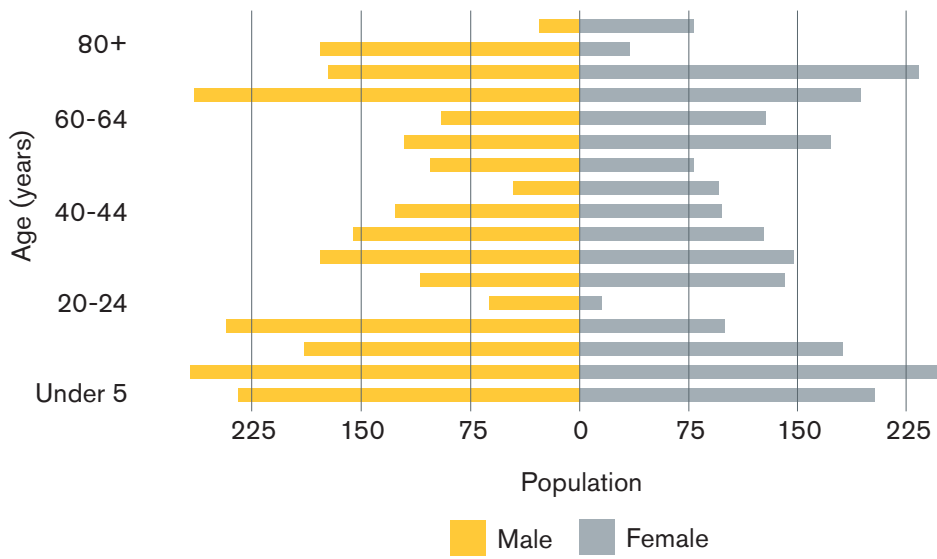
Figure 26 *Eagar age distribution population pyramid, from U.S. Census Bureau, 2019*
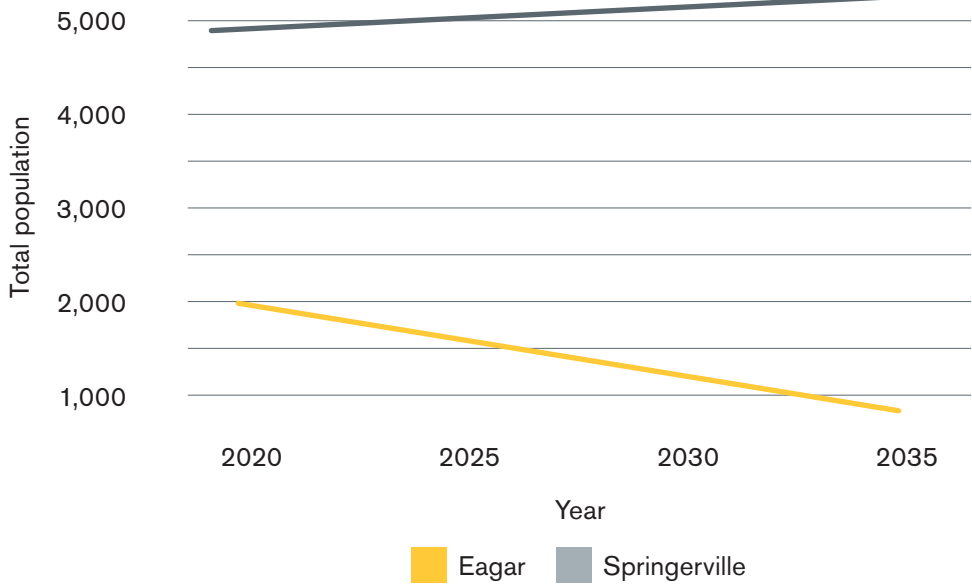
Figure 27 *Eagar and Springerville population projection, from U.S. Census Bureau, 2010 & 2019*

Photographic analysis

Evidence of worn infrastructure, such as damaged pavement and a lack of traffic signals, were observed through the photographic analysis. Students noted this could be due to the rural nature of the virtually visited residential sites. Along with these infrastructural observations arose the following three major themes.

Underutilized or empty lots

First noticed through aerial images, and confirmed during the Google Street View tour, most underutilized lots can be attributed to the vast amount of agricultural and agricultural-residential designated land (Figure 28). Additionally, zoning designations such as R1-10, which requires a minimum lot size of 10,000 square feet, may be another contributor to underutilized land.

Figure 28 *Aerial view of the Eagar-Springerville region, from Google Maps*

Large distances between houses

Residences appeared to have large distances between them, which could potentially contribute to a decreased sense of community. This space could signal future zoning opportunities to leave less underutilized space in applicable areas.

Aged or outdated houses

Students observed a number of residences that appeared outdated or unkempt. This could be connected with the rate of homeownership within the communities, or indicate a lack of affordability as residents can only keep up with mortgage payments and have little leftover for renovations. It should be noted the Google Street View for Eagar in this project is dated to 2008, and an increasing number of homes appear to have been renovated to increase their marketability and meet housing demands.

Content analysis

Students observed a community trend of decreasing single-family home stock coupled with sharply rising listing prices, beginning in September 2019 (Figures 24-25). Throughout the April 2018 through April 2021 analyzed time frame, there were 31 total meetings for the Planning and Zoning Commission and City Council. Surprisingly, only eight of said meetings featured content related to residential requests, none of which was documented in the reviewed meeting minutes. Through the content analysis, the following key trends emerged.

Prior to the COVID-19 pandemic, more requests for temporary dwellings were submitted.

Cases were approved with clear timeframes of three to six months, meaning the dwellings were considered short-term. These approvals still featured discussions regarding property values, and long-term impacts.

During the COVID-19 pandemic, there was a drastic increase of rezoning requests and variances to allow for parcel subdivision.

Requests for rezoning were always unanimously approved, and property value impacts were not noted in the minutes. Requests for construction of mobile home parks and similar zoning were consistently denied.

Eagar appears to address housing affordability on a case-by-case basis. Meeting minutes did not show evidence of larger plans to be voted on, and insinuated communities instead wait for private initiative to submit rezoning requests. Eagar residences appear to be prime locations for accessory dwelling unit (ADU) development since they often sit on large lots. However, ADU requests are consistently denied, with commission members citing decreased property values and change in community character. It is clear both Towns wish to preserve the rural composition of the area, with density goals only identified for town cores or downtowns.

Eagar zoning requests August 2018 through December 2020			
Date	*Issue*	*Decision*	*Notes*
8/2018	Temporary dwelling	Accept	Clear time period, short period (maybe 3-6 months)
8/2018	Temporary dwelling	Accept	Clear time period, short period (maybe 3-6 months)
9/2018	Mobile home (MH)	Accept	Stipulation MH would not be seen from street
7/2019	Temporary dwelling	Denied	Clear time period, short period (maybe 3-6 months)
9/2019	Rezoning for mobile home park (MHP)	Denied	MHP would have impact on property values, traffic, character of area
5/2020	Rezoning from AG	Approve	Rezoning to allow for subdivision of parcel
9/2020	Rezoning from R1-10	Approve	Unanimous approval to allow for zoning change to allow for subdivision of parcels
9/2020	Rezoning from R1-10	Approve	Unanimous approval to allow for zoning change to allow for subdivision of parcels
11/2020	Temporary RV use	Approve	Temporary RV use on lot during home construction
12/2020	Rezoning from AG	Approve	Rezoning to allow for subdivision of parcel
12/2020	Condition use permit MHP	Tabled	Condition Use Permit for MHP

Figure 29 *Content analysis chart of residential zoning requests present in reviewed meeting minutes*

Recommendations

- Adjusting zoning codes to allow for smaller parcels could provide residents with more freedom to utilize their land as well as provide the town with the opportunity to develop more housing options.

- Provide incentives to renovate dilapidated houses, thereby increasing the number of livable dwellings as well as preserving the character and history of the area.

- Promote higher density in suitable areas to increase affordability and availability of units.

PINETOP-LAKESIDE, ARIZONA

The following section is a summary of *Peer Community Analysis: Affordable Housing Recommendations for the Town of Clarkdale* by Chavez, B., & Laney, C. The original student report, including appendices and supplemental material, is available at **links.asu.edu/ PCClarkdaleHousing21S.**

Background

Settled near an extensive forest in Navajo County, the popular tourist destination Pinetop-Lakeside is home to just over 4,000 residents. Founded in 1984, the town has made a name for itself with its prominent nature features such as the White Mountains and their plentiful hiking and biking trails. As observed, Pinetop-Lakeside's current conditions for affordable housing reflects a brimming centralized apartment community and a high demand for senior housing. This report summary addresses the following two research questions:

▪ What are Pinetop's approaches to affordable housing?

▪ How can Clarkdale adopt these approaches?
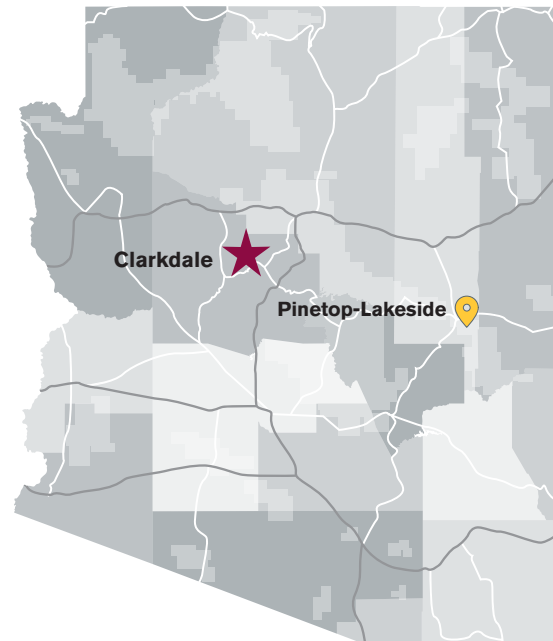
Figure 30 *Pinetop-Lakeside sits in the eastern half of Arizona just north of the Fort Apache Reservation*

Research methods

Content analysis

Students utilized information from the U.S. Census Bureau and Zillow to compare residential housing values for Pinetop-Lakeside as well as Clarkdale. Delving further into the topic, students specifically compared owner-occupied units over the period of a year to observe how housing costs have changed as a result of the pandemic and other overarching economic factors.

Interviews

Utilizing the information gleaned from the Content Analysis, students crafted questions for both of their interviewees, focusing on insight from the perspective of their respective professions, as well as their thoughts on the outlook for affordable housing within the town. Full interview responses are available in the appendices of the original student content at **links.asu.edu/PCClarkdaleHousing21S.**

Students first interviewed Cody Blake, the Pinetop-Lakeside Development Services Director, and asked the following questions:

- What affordable housing currently exists in the town of Pinetop-Lakeside?

- Does your town's General Plan highlight any plans for the future of affordable housing?

- What barriers have there been in developing affordable housing?

- Have there been any efforts in response to the pandemic and increased demand for affordable housing?

- Do you see Pinetop-Lakeside becoming a community with sufficient affordable housing?

- Is there anything else on this topic that you would like to share/add?

Students then interviewed Andrea Guerra, a Pinetop-Hills Apartment Manager & Representative and asked the following questions:

- Can you describe the current amenities available for Pinetop-Hills residents?

- When residents apply for a unit, how are they selected?

- How much is the rent for residents?

- Can you describe the age demographics of the community?

- Do you see Pinetop-Lakeside becoming a community with sufficient affordable housing?

- Is there anything else on this topic that you would like to share/add?

Students also utilized Google Street View to first observe availability of affordable housing, then expanded to view and map specific locations in relation to public amenities and connectivity. Location accessibility to public transit, retail, and the greater Pinetop community was analyzed and potential issues with site conditions were identified. It should be noted that Google Street View is not always completely up to date and may reflect somewhat outdated conditions.

Findings and analysis

Content analysis

Community comparison

In addition to the natural and tourism similarities between Pinetop-Lakeside and Clarkdale, there are also strong demographic resemblances as shown in Figure 31. Median age range, population, and ethnicity are similar between the two towns and demonstrate a large middle-class, aging, and predominantly white population across both communities.

Peer community demographic characteristics				
Community	*Median age*	*Population*	*Median income*	*Racial composition*
Pinetop-Lakeside	53.3	4,370	56,050	93.32% Non-hispanic white
Clarkdale	57.3	4,271	45,085	89.37% Non-hispanic white

Figure 31 *Similar demographics between Pinetop-Lakeside and Clarkdale, from American Community Survey 5-Year Estimates, 2019*

Housing in Pinetop

Pinetop's General Plan highlights the importance of inclusive and affordable housing in the community, especially for the local workforce. The document expresses a goal of diverse housing opportunities that both meet municipal objectives and are environmentally responsible. Pinetop is struggling to meet the housing needs of lower-income residents due to inflating home values and increased demand. Using Zillow's home value index, it was found that a typical home price in the area is $362,201, and the median home value is roughly $224,100. Home value rates have also increased around 18% since February 2020.

Low-income housing tax credit

In the Low Income Housing Tax Credit (LIHTC) program, a certain number of units are set aside for lower income renters. Rents in these units are capped at a maximum of 30% of the set-aside area median income (adjusted for unit size). Some rental units in the property may not be subject to LIHTC and therefore have higher rents and no maximum household income requirement.

HOME investment partnerships program

The U.S. Housing and Urban Development (HUD) HOME Investments Partnerships Program is another source of affordable housing funding. Maximum monthly rent is capped with a Low HOME Rent for <50% median income units and a High HOME Rent for the remaining HOME-assisted units.

Additional information on Pinetop-Lakeside's LIHTC limits and HUD rental assistance income qualifications can be found at **www.affordablehousingonline.com/housing-search/Arizona/Pinetop/Pinetop-Hills/66672**

Section 538 guaranteed rural rental housing

Section 538 is an affordable rural rental housing program for households earning incomes at or below 115% of the area median income.

Housing in Clarkdale

Clarkdale's Housing Overview, presented by council in 2019, featured key information on housing conditions in the area. Students found the council listed an affordable home price for the median annual income in Clarkdale to be $156,170. In contrast, the median listing price in Clarkdale is $323,868. Affordable monthly rent price for Clarkdale median earners is $1,110, while average monthly rent price in the area ranges between $1,300 and $1,800. Similar to Pinetop-Lakeside, home values increased 17.5% in the year prior to this report, and rental availability remains low. The document also highlights a lack of senior housing and difficulty for residents to transition between renting and owning or vice versa. In Clarkdale's General Plan, students found housing falls under the "Quality of Life" focus area. There is high demand for housing throughout the town which inflates listing prices and may keep prospective residents from moving to the region.

Interviews

Students utilized knowledge gleaned from the content analysis to formulate relevant questions pertaining to interviewee backgrounds and levels of experience within their respective professions. Students first interviewed Pinetop-Lakeside's Community Development Director, Cody Blake. The focus of the interview surrounded current affordable housing conditions, plans for future housing, and potential roadblocks. As the discussion with Mr. Blake developed, the students were made aware of the apartment complex Pinetop-Hills, which is considered the only affordable housing currently in the area.

Through a recent text amendment in response to housing challenges resulting from the pandemic, the Pinetop-Lakeside community is making efforts to provide more accessible and affordable housing. The amendment aims to reduce the minimum building footprint required for multi-family development. Smaller building footprint requirements are less expensive to develop and provide flexibility during planning and construction phases, which may incentivize more multi-family affordable housing.

For the next interview with the Pinetop-Hills Apartment Manager and Representative, Andrea Guerra, students altered their interview questions to better reflect her experience and position as an apartment manager in a perceived, more affordable area. The questions asked predominantly surrounded the current costs, conditions, and demographics of the apartment community. From their discussion with Ms. Guerra, students discovered there is a significant high demand for senior housing, but unfortunately, the community is unable to meet those needs. After cross referencing information from this interview with census data, students found similar trends between Pinetop-Lakeside and Clarkdale in regard to demographic makeup and housing needs based on age.

Photographic analysis

Students utilized Google Street View to gain a better idea of the character and site conditions of the town. The initial goal was to view the current stock of affordable housing in the area, but ultimately expanded to analyze connectivity by observing public transit sites and relation to the community as well as any potential issues with the condition of these sites.

Figure 32 shows how the community of Pinetop-Hills is thoughtfully connected by an extensive public transit line. While investigating the connectivity across Pintetop-Lakeside, students also found that Pinetop-Hills is well situated, within 100 yards of a public transit line and in walking distance to various amenities (Figure 32-33). Analysis of images available via Google Street View also helped provide insight on the condition and aesthetic of existing higher density housing options such as Pinetop-Hills apartment complex (Figure 34).

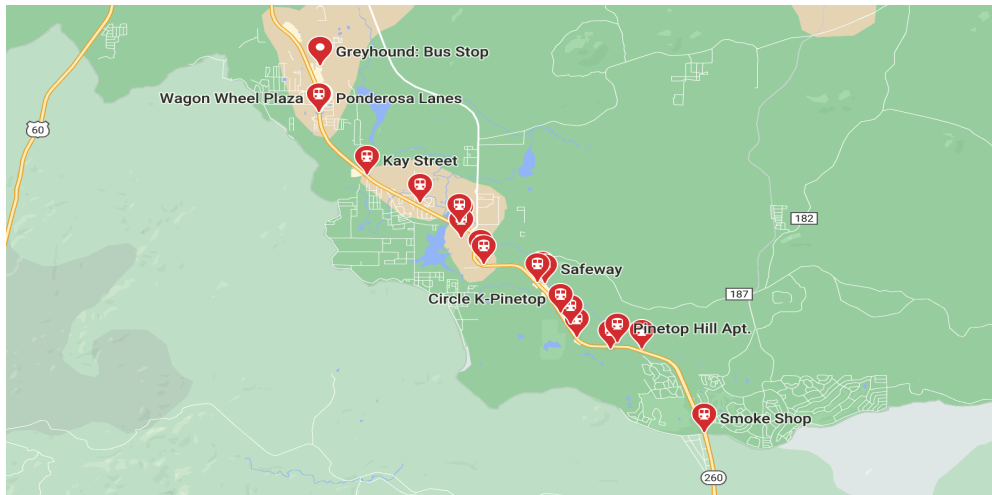**Figure 32** *The major public transit route in Pinetop illustrates the connectivity of key community resources in the area, from Google Maps*
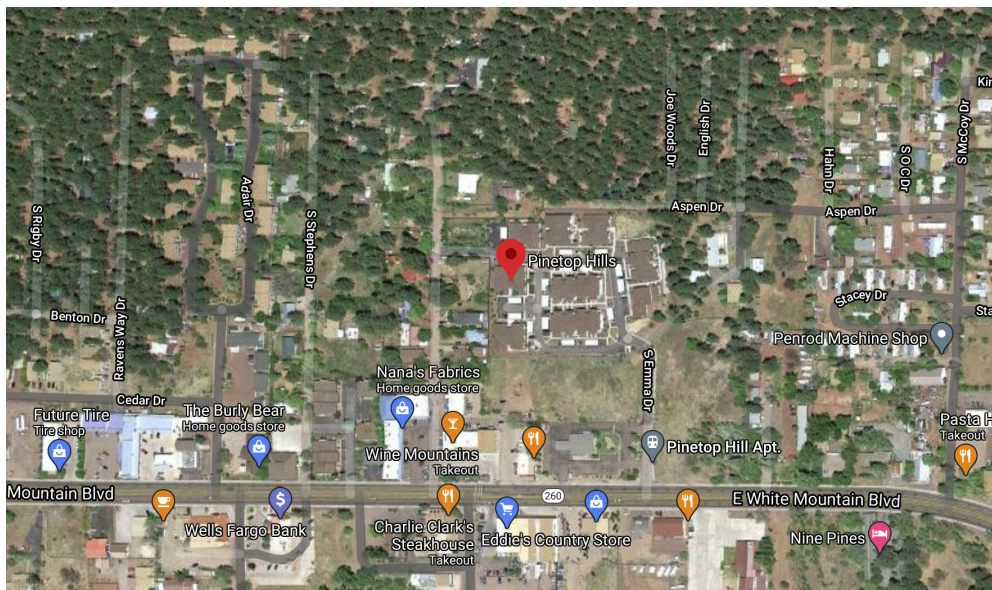
Figure 33 *Pinetop-Hills geographic relation to surrounding retail and services, from Google Maps*

Figure 34 *Pinetop-Hills apartment complex, the main "affordable" housing in the area, from Google Maps*

Recommendations

Integrate designated senior housing into the community.

Making a conscious effort to implement designated senior living into community housing plans could prove beneficial. As seniors comprise a large portion of the population, it is imperative to consider housing options that are inclusive and accessible for seniors as well as the general population.

Strategically plan future affordable housing in centralized locations.

It is recommended that future affordable housing be centralized in relation to both transit and amenities. This keeps residents of all incomes and ages in mind, as many could be reliant on such conveniences.

Consider revising Town code to reflect the needs and conditions of the community.

Specifically, it is recommended to amend the code to change building footprint square footage minimums. Decreasing the minimum lot size required for apartments, currently 3,000 square feet, could help encourage denser development. Additionally, existing multifamily structures in Clarkdale do not utilize the three-story allowance permitted, so it is encouraged to utilize this height allowance in future developments.

GLOBE, ARIZONA

The following section is a summary of *Resisting Decline through Housing Policy: Analyzing present housing needs and exploring housing policy considerations for Globe, Arizona* by Glanz, D., Hughes, D., & Shafiee Shakib, M. The original student report, including appendices and supplemental material, is available at **links.asu.edu/ PCClarkdaleHousing21S.**

Background

Located within Gila County and bordered by the Tonto National Forest, Globe, known once as a copper mining town, has since settled into its small-town persona. After the Great Depression, Globe's mining industry entered a downward trajectory and unfortunately, the local economy never fully recovered. Another contributing factor hampering the town's economy is it's location. Globe is bordered by mountainous terrain which increases construction costs and limits development opportunities. For the past two decades, the town of Globe has experienced a population stagnation with a minor decline of 2.5% as of 2019. With all of this information in mind, students investigated the town's affordable housing issue and further identified reasons for the population decline.

Figure 35 Globe lies about one hour directly east of the Phoenix metropolitan area

Figure 36 Globe's historic downtown area

Research methods

Content analysis

Students conducted an extensive content analysis, addressing the following four specific types of media:

- *Social media*

    - Instagram
    - Facebook
    - Twitter

- *Published press releases & housing assessment report*

    - Local Online News Publications
    - Arizona Silver Belt
    - Globe-Miami Times

- *City Council and Planning Commission meeting minutes*

    - Utilized City of Globe's meeting agenda search tool with the keyword "housing"
    - Agendas from January 2015 through April 2021

- *City governance documents*

    - Globe General Plan 2035
    - Code of Ordinances

Post-data collection, students conducted a meta-analysis which revealed three key themes throughout the research:

- A landscape of housing-availability-related variables in Globe

- The convergence and divergence of said variables

- Arenas in which current initiatives and policies do not necessarily reflect the housing goals of the city

Findings and analysis

Through the content analysis, students identified the following two key themes and subsequent subthemes listed in the following figure.

Key informant survey themes		
Theme	*Subtheme*	*Description*
Housing problems and barriers	Blight	Vacant lands, abandoned buildings, old and derelict houses
	Seasonal residence	Houses are statistically vacant but practically not available for rent
	Lack of diversity	Houses for various income and household size
	Lack of land	Geographically landlocked and buildable lands are limited
Existing capacity and initiatives	Low home value	Home values are generally affordable for the community
	Infill opportunities	High number of vacant lands and buildings in need of rehabilitation

Figure 37 *Themes and subthemes found throughout the Globe content analysis*

Housing problems and barriers

Students found the most pressing issue in regard to housing in Globe is the limited supply of quality rentals. This issue serves as a significant barrier to attracting potential residents as well as a viable, stable workforce. With the limited housing supply in mind, another important consideration is the limited amount of buildable space left within Globe. Because of this limited space, the town is considered landlocked. In regard to the housing supply within the town, it was noted that availability is influenced by a lack of diversity in household sizes and their subsequent income levels. Globe is also experiencing an upward trend in vacancy rates (Figure 38), meaning that available residential properties are becoming scarce. On top of these factors, seasonal residents in the area tend to leave homes vacant rather than rent them during times away.

Globe vacancy rates					
Housing occupancy	*2010*		*2019*		*Percent change*
	Estimate	*Percent*	*Estimate*	*Percent*	
Total housing units	3,479	100%	3,653	100%	5%
Occupied housing units	2,816	80.9%	2,962	81.1%	5.2%
Vacant housing units	663	19.1%	691	18.9%	4.2%

Figure 38 *Vacancy rates in Globe, from American Community Survey 5-Year Estimates, 2019*
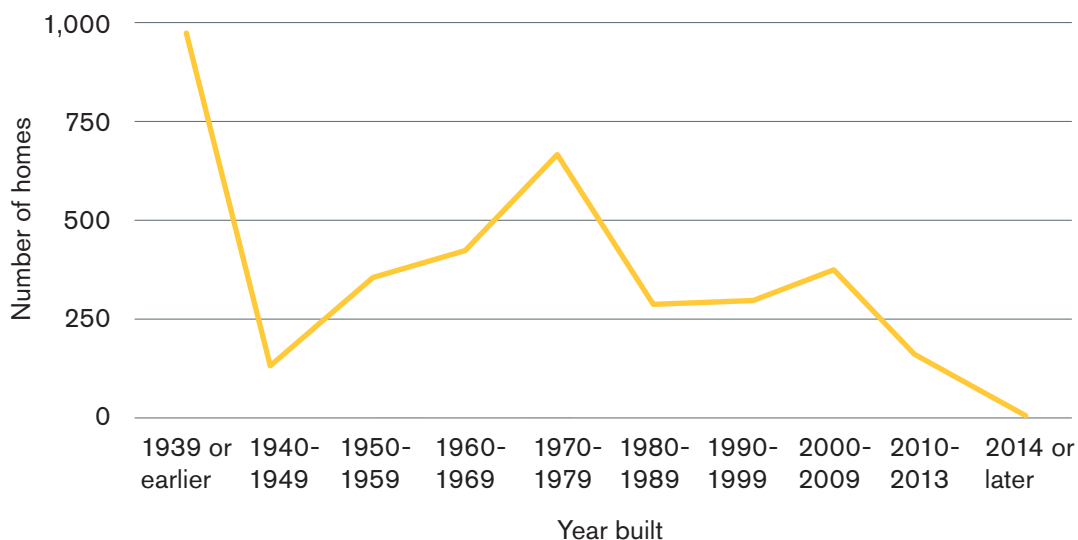
Figure 39 *Homes built per year in Globe, from U.S. Census Bureau, 2019*

General blight and degradation to the current housing stock is also causing a considerable amount of stress on the local market. It was estimated that 300-400 of Globe's vacancies are abandoned homes with failing utilities. These properties are often passed between generations, but new homeowners often do not have available funds to update or maintain the inherited structures (Figure 40). The social media scan also showed a pattern of rundown houses and buildings and posts that reminisce of Globe as a "town of the past."

Figure 40 *Example of a dilapidated residential property in Globe*

Existing strengths and initiatives

Students discovered that home values in Globe are fortunately much more affordable when compared to general state standards. The median value of housing units in Globe is approximately $125,800, one of the most affordable peer communities seen in the project. Globe continues to press forward in the efforts of affordable housing by providing developer incentives (tax credits) for including low-incoming housing options within new projects. Discussions of potential land preparation in regard to a developing 200-250 family apartment complex on a four-acre site have also been hinted at through various media. This could provide vast improvement for investment capacity in the community. Active effort is also being made to expand outside city boundaries in the form of affordable single and multi-family homes.

Many of the discussed initiatives are reflected in Globe's *2035 General Plan*, which places strong emphasis on housing affordability issues. The City also draws connections between housing affordability and other associated challenges (Figure 41). Housing diversity is one of the most significant themes expressed by the City across the *General Plan* as well as other municipal media. This section's recommendations were influenced heavily by the housing goals in the *General Plan* by identifying missing links between stated goals and observed initiatives.
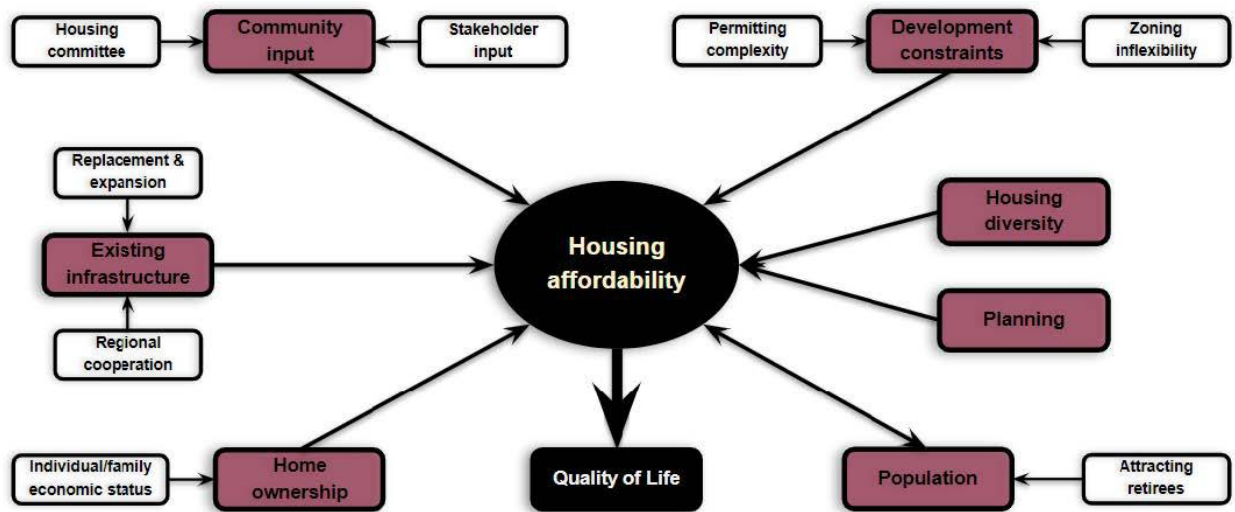
Figure 41 *Relationship between housing affordability and its factors and barriers, from the City of Globe's 2035 General Plan*

Recommendations

Pursue community development block grants.

These types of grants can fund projects that benefit low- and moderate-income communities. In 2019, Globe allocated this funding to road and public parking lot resurfacing. It may benefit Clarkdale to pursue these grants for housing rehabilitation and homeowner assistance programs.

Update zoning codes to increase housing diversity.

Homeowners and small-scale developers have the opportunity to leverage land resources of currently developed properties to add studio and one-bedroom units at lower costs than new plot development, thus contributing to the housing supply/diversity of the town.

Further prioritize housing issues in the *General Plan*.

The economic and housing needs of current residents, as well as the goal of attracting a skilled labor force and its associated economic opportunities, could be deemed a higher priority to encourage action.

Extend the housing needs engagement process.

Community leaders could provide alternative outreach programs to better assess the needs of residents who find it difficult to attend public meetings around housing issues. Online outreach or door-to-door interviews may help engage more residents in the housing conversation.

JEROME, ARIZONA

The following section is a summary of *Peer Community Analysis: Affordable Housing Strategies for Small and Historic Company Towns* by Katt, N., DeaKyne E., & Willard, M. The original student report, including appendices and supplemental material, is available at **links.asu.edu/ PCClarkdaleHousing21S.**

Background

Located at the base of Cleopatra Hill and Woodchute Mountain in central Arizona is the historic mining town of Jerome. While maintaining its industrial roots, Jerome has since blossomed into a thriving artistic town that prides itself on its peaceful landscape and close-knit community. Jerome sits high above the Verde Valley at 5,000 feet with great views of the beautiful red rock landscape of the Mogollon Rim as well as the San Francisco Peaks. Due to the bustling tourism industry ever-increasing in the small town as well as the limited resources that come along with its rural location, Jerome's residents have experienced difficulty in regard to affordable housing.
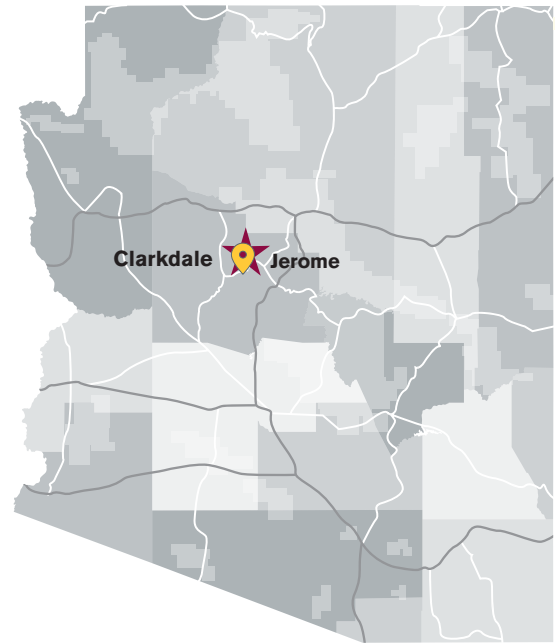

Figure 42 Jerome sits on a steep mountain hillside only about a 10-minute drive southwest of Clarkdale

Figure 43 Jerome is a popular tourist destination despite its rural location

Jerome and Clarkdale are both considered former company towns, which present highly specific circumstances in relation to housing. Company towns are established by a single entity, often within a remote environment (at the time it was founded) and organized around a specific industry. The original layout and planning of company towns often prioritized the building entity's goals over efficient planning or community needs. It was important for students to consider these factors when conducting their research.

Research methods

The main research question students explore in this section is:

- What planning and policy interventions that promote affordable housing have similar communities implemented that could potentially be applied in Clarkdale?

Literature review

Students utilized Google Scholar and EBSCOhost to locate academic articles pertaining to issues of housing in rural, small, or company towns. Fifteen papers meeting the inclusion criteria were selected and the author's primary points regarding housing issues as well as supplemental information pertaining to the topic were extracted and synthesized. Three themes emerged from this portion of the research, which are expanded on in the rest of the report:

- Company town legacy

- Financialization of homeownership

- Threatened small-town identity

Content analysis

Students utilized Jerome's 2018 General Plan and Zoning Ordinance documents from the town website to further analyze the themes which arose during the literature review. The General Plan was selected because it encompasses all potential town planning decisions in Jerome, and the Zoning Ordinance was analyzed due to its heavy influence on what can and cannot be built within the town.

The following key terms were utilized during the analysis of the documents:

General Plan

- hous* (housing, house, housed)

    - Selected because it identified all instances of affordable housing issues, goals, and policies within the General Plan.

- preserv* (preserving, preserve, preserved)

    - Selected because of Jerome's need to preserve its historic roots and sway from the risk of losing its "rural feel."

Zoning Ordinance

- Affordable, workforce, inclusionary, ADU

    - Selected to find information regarding Jerome's land regulation to permit affordable uses.

After data was collected, students used a combination of deductive and inductive approaches to classify each quotation pertaining to housing. To better understand existing housing stock in Jerome, students also used Zillow data to gain insights from properties on the market as well as those sold since January, 2019. Characteristics such as property type, price, and square footage were noted. The information from Zillow was also compared to local Airbnb listings to try determining the extent to which short-term rentals have jeopardized the affordable housing stock.

Photographic analysis

For the purpose of assessing the quality of Jerome's housing stock and identifying other influencing factors impacting affordable housing, students visited Jerome on March 20, 2021 and captured photos between 12:00 P.M. and 3:00 P.M. A previously developed "shooting guide" was also used to structure the visit.

Windshield survey

In addition to photos, students also conducted a windshield survey by filming building quality through a GoPro Hero 8 attached to a student's helmet as they biked from The Jerome Grand Hotel to, as described in the General Plan, "the working-class miner housing" along Gulch Road. This field observation helped document similar variables to the photographic analysis and provided a valuable record for students.

Findings and analysis

Using the following criteria, students identified additional peer communities to Jerome and Clarkdale across the United States with the intent of analyzing additional affordable housing responses.

Criteria:

- Be an isolated Small Town and/or Company Town

- Have experienced a Boom-Bust period at some point in its history

- Have experienced some measure of economic recovery

- Have a similar population size to Clarkdale and Jerome

Additional peer communities reviewed:

Tamaqua, Pennsylvania

Tamaqua was Incorporated in 1832 as a Coal Mining and Railroad Transit Hub. A drop in demand in the 1950's led to the local coal mine closure and several decades of economic stagnation and population decline.

Vershire, Vermont

Vershire was created as a settlement by the Vermont Charter of 1781. The community transitioned into a de facto company town in 1834 to serve the Ely Copper Mine, one of the top 20 most productive mines in U.S. history, producing up to 40 million pounds of copper. The closure of the mine in 1950 led to a short bust period for the community.

Battlement Mesa, Colorado

Battlement Mesa was established as a company town by Exxon in 1980 to support their nearby oil shale plant. Exxon discontinued the venture in 1989 after oil prices fell and the remaining holdings and undeveloped land were sold off to the newly formed Battlement Mesa Company.

Winters, California

Winters was incorporated as an agricultural community in 1898. Throughout the 20th century, it experienced a large boom and bust cycle and has become increasingly attractive to prospective homeowners.

Demographics for each community is shown in Figure 43. Notable trends include the aging of each town, as well as an increase in diversity. Home values also rose in most of the studied communities.

Community comparisons						
Demographic	**Clarkdale, AZ**			**Jerome, AZ**		
	2000	**2010**	**2019**	**2000**	**2010**	**2019**
Population	3,422	4,097	4,271	329	444	474
Median age	46	50	N.D.	46	55	N.D.
% non-white	20%	22%	N.D.	13%	10%	N.D.
% owner occupied	81%	76%	N.D.	60%	57%	N.D.
Median income	N.D.	$42,386	$49,383	N.D.	$60,000*	$52,083*
Median rent	N.D.	$1,008	$938	N.D.	$910	$844
Median owner-occupied home value	N.D.	$216,600	$227,900	N.D.	$238,500	$287,000
Demographic	**Vershire, VT**			**Winters, CA**		
	2000	**2010**	**2019**	**2000**	**2010**	**2019**
Population	629	730	686	6,125	6,624	7,197
Median age	38	41	N.D.	31	36	N.D.
% non-white	2%	8%	N.D.	49%	56%	N.D.
% owner occupied	80%	82%	N.D.	69%	65%	N.D.
Median income	N.D.	$47,045	$57,500	N.D.	$59,679	$87,050
Median rent	N.D.	$738	$1,078*	N.D.	$984	$1,474
Median owner-occupied home value	N.D.	$168,600	$170,400	N.D.	$349,300	$398,800
Demographic	**Battlement Mesa, CO**			**Tamaqua, PA**		
	2000	**2010**	**2019**	**2000**	**2010**	**2019**
Population	3,497	4,470	5,116	7,174	7,107	6,371
Median age	40	35	N.D.	40	40	N.D.
% non-white	9%	21%	N.D.	2%	6%	N.D.
% owner occupied	54%	70%	N.D.	68%	62%	N.D.
Median income	N.D.	$57,109	$68,188	N.D.	$28,567	$38,921
Median rent	N.D.	$980	$759	N.D.	$514	$716
Median owner-occupied home value	N.D.	$240,200	$183,800	N.D.	$65,000	$62,800
N.D.=no data available			*high margin of error, value may not be reliable*			

Figure 44 Peer community demographics, from American Community Survey 5-Year Estimates, 2010

Peer community responses

Tamaqua, Pennsylvania

Tamaqua formed three key committees in the face of economic stagnation following the end of its coal mining days. The Tamaqua Historical Society, Alliance for Building Communities, and Tamaqua Beautification Committee helped coordinate municipal efforts to restore local cultural assets. Several historical buildings were renovated into affordable housing units via the Federal Rehabilitation Investment Tax Credit Program, and Low-Income Tax Credit Program.

Vershire, Vermont

One of the most similar communities to Clarkdale and Jerome regarding history, demographics, and topography, Vershire turned away from tourism and diversified its economy through agriculture, logging, and maple sugaring. The Town also permitted ADUs and initiated a housing expansion campaign, all while being careful not to tarnish its small town character.

Battlement Mesa, Colorado

Battlement Mesa doubled its population capacity mainly by constructing mixed-use housing units. This allowed the Town to function as a "bedroom community" for Aspen, similar to how Clarkdale could function in relation to Sedona or even Flagstaff. The Town also promoted a national campaign to attract retirees to settle in the area, which diversified its demographic profile and strengthened the local economy.

Winters, California

Winters established an Inclusionary Housing (IH) program in 1994, since which the local population has rebounded and the General Plan has been updated to include supplementary housing frameworks. The main goal the plan establishes is that 15% of residential development in the City must be affordable, 9% must qualify for low-income residents, and 6% must qualify for very-low-income residents. Flexibility of Winters' program seemed to allow the City to prioritize affordable units, as well as partner with nonprofit organizations to meet its goals.

Literature review

Students identified three key themes, what they referred to as "barriers to affordable housing" and synthesized the following:

Company town legacy

- Company towns are typically isolated and face significant challenges regarding access to resources, materially connecting with outer society, and diversifying their economy.

- Due to perceived coercive management practices, socioeconomic divisions persist through time, with residents aware of the racial and class differences between community subdivisions.

Financialization of homeownership

- A significant mindset shift toward the commodification of housing has been seen through the rise in short-term rental companies such as Airbnb.

- In order to capitalize on the tourism boom of a small-town community, residents no longer rent out extra housing at an affordable rate to long-term prospective renters, rather preferring to profit on the short-term rental market.

- Residents in these small-town communities can no longer afford housing as purchase and rental costs continue to persist and rise.

Threatened small-town identity

- Significant economic booms within a small-town can potentially cause unrest in local residents as they may perceive the "character" or "identity" of their community is at risk.

Content analysis

General Plan

Students identified 14 instances relating to housing and 29 instances relating to historic preservation within Jerome's *General Plan*. Along with the three themes from the literature review, students identified one additional theme through the content analysis: housing quality. Much of the General Plan was dedicated to detailing notable structural issues for buildings in Jerome and how to repair them. Students believe the housing quality issue is prevalent for two primary reasons as follows:

- Town topography: Terrain has negatively impacted the foundation of many homes

- Wear and tear over time: Natural decay over time has made repairs difficult to complete retroactively

Further detailing their findings, students noted there were three instances within the Company Town Legacy theme, three instances within the Financialization of Homeownership theme, five instances within the Housing Quality theme, and three instances classified as Other. Students then further categorized comments as the following:

- Solutions: Anything contributing to alleviating affordable housing

- Issues: Anything describing potential detriments to affordable housing

- Neutral: Any other response not containing a solution or issue

Solutions exemplified that promoting affordable housing was a firm goal and to promote mixed-use development. Issues primarily regarded resident concerns of Jerome's perceived economic overdependence on tourism and the increase in demand for short-term rentals and commercial properties. Broadly speaking, students found the General Plan to act more as a historic preservation guide in regards to housing issues. The document emphasized issues of historic character to a very high degree, which may need to be relaxed if the Town wants to decrease dependence on tourism and implement new development.

Zoning Ordinance

Review of Jerome's Zoning Ordinance showed the document is somewhat outdated, with its last revision occurring in 1997. None of the selected keywords (ADU, affordable, inclusionary, workforce) occurred anywhere in the document. The absence of this content reinforces the idea that Jerome's municipal documents are in need of updates to include issues around housing and affordability. One theme, however, did prevail throughout the ordinance: exclusionary zoning. Students found zoning in the community to generally benefit short-term visitors (permitted uses for hotels and other lodging) over affordable permanent housing such as mobile homes.

Quantitative analysis

Four available home listings were found in Jerome, two single-family homes and two multi-family homes. The average listing price was $510,500, far out of the range of someone earning the local median income. There was also undeveloped land listed for sale, which had been on the market almost two years. Students hypothesized Jerome's difficult terrain, as well as restrictive building policies may have dissuaded buyers or developers from the vacant land. It is important to note there were no multi-family units available on Zillow at the time of this research. The average price of homes sold in Jerome between 2019 and 2021 was $500,000, which is in line with the average listing price previously found.

There were 16 local Airbnb listings at the time of this report, which comprise 6% of Jerome's total housing stock. This increased prevalence of short-term rentals, and continually rising tourist flow, will likely only increase the percentage of Airbnbs in the area. Additionally, due to Senate Bill 1350, Jerome cannot restrict short-term rental availability or stay duration.

Photographic analysis

Students found several houses in the "mine-worker housing area" in states of decay, but noted there is great potential for apartment units on Jerome's main commercial strip. Several compact business buildings mixed along with vacant units lining the strip currently serve as ample opportunities for the Town to incorporate mixed-use design, increasing the stock of affordable housing without dampening local tourism or business opportunities. Students also observed, the farther homes were located from the town center, the lower the quality became. At the time of the visit, there were multiple homes, as well as a hotel, being renovated.

Windshield survey

Students captured and documented notable housing quality differences from the top to the bottom of the mountain Jerome is nestled on. Near the top of the town, students noticed that there were many large houses in good condition with good quality pavement. Toward the middle of Jerome, some houses were in a mixed state of repair and there were areas of crumbling pavement or lacking pavement altogether. Finally, toward the bottom of the town, many houses were in various states of disrepair with attributes such as rotting wood and peeling paint. Students note it felt like a stark example of the legacy of class segregation in legacy company towns.

Recommendations

Adapt land use regulations and zoning ordinances to reflect current conditions.

Revised zoning can designate new residential parcels with less restrictive stipulations. Increasing density and eliminating restrictions toward accessory buildings are just a few examples of how re-zoning can increase housing supply and affordability. Clarkdale's downtown area could especially benefit from mixed-use overlay or "gentle density."

Form robust affordable housing coalitions or other civic committees.

Encouraging the formation of and materially supporting existing community coalitions and committees could prove to create positive groundwork for lasting community change. Committees not only provide a community outlet for effecting change, they also lay the foundation for "institutional memory," which helps new generations learn from and take over responsibilities from the previous generation of coalition members.

Invest in public participation initiatives and awareness campaigns.

Providing the community opportunities to voice concerns or express support can be beneficial when establishing affordable housing strategies. Fostering mutual understanding through workshops or open houses can get answer resident questions and bolster community engagement.

Complement Clarkdale's historic character in new developments or renovations.

Communities that are able to adapt to changing times and trends while still maintaining their identity and representation of their history are more likely to remain economically viable. Community resilience could be promoted and maintained by renovating old structures for new use and to suit the ever-changing needs of the community.

Diversify the local economic base.

Excessive reliance on tourism can stunt necessary new development plans and cause an overabundance of short-term rentals, leading to increased housing unaffordability. Diversifying the local economy is one way to avoid overdependence on any one facet. Clarkdale could pursue industry expansion by engaging in ranching and agricultural development, and attract potential workforce from Flagstaff and Sedona regions while exploring networking opportunities and making key community connections.

KETCHUM, IDAHO

The following section is a summary of *Peer Community Analysis: Housing Affordability Solutions* by Olagbaju, M., & Zhang, Y. The original student report, including appendices and supplemental material, is available at **links.asu.edu/PCClarkdaleHousing21S.**

Background

Settled in south-central Idaho within Blaine County, right in the Rocky Mountains is the small town of Ketchum. The history of the town boasts its former silver and lead mining heritage, and prioritizes the genuine small town feel. Fitting for a community nestled in picturesque vibrancy, Ketchum is well known for its mountain biking trails, skiing slopes, and lively downtown scene. Due to the booming tourism industry and increasing land tax, affordable housing in the town has been a notable concern to its residents.

Figure 45 *Ketchum and Sun Valley, Idaho central area of town*

Research methods

Content analysis

Students utilized several online resources through a boolean search protocol through Google Scholar based on keywords related to affordable housing in Ketchum. Figure 46 shows the keywords and search protocol used to find relevant source material pertaining to affordable housing. Content available on the community website, and relevant local news releases were also analyzed.

Content analysis keywords and search protocol				
Measure	*Subject*	*Item*	*Action*	*Object*
Factor	Ketchum	House	Reduce	Affordability
Tool	Idaho	Apartment	Decrease	Cost
Cause		Rental	Decline	
Search protocol				
(factor OR tool OR cause) AND (ketchum OR Idaho) AND (hous* OR apartment OR rent) AND (reduc* OR decreas* OR declin*) AND (affordab* OR cost)				

Figure 46 Content analysis methods

Photographic analysis

Students utilized Google Street View and Google Earth to observe changes in development patterns and housing conditions over time. Photograph locations were selected to reflect known areas with short-term housing as well as legal and illegal rental zones.

Findings and analysis

Community comparison

Ketchum was chosen as a peer community for its similarities to Clarkdale, including its rich natural resources, tourism economy, and close demographics. As shown in Figure 47, Ketchum is a smaller community with a slightly higher median household income. The City also features a higher percentage of renter-occupied units. Most surprising, however, is Ketchum's vacancy rate, which is a staggering 69.63%. A deeper look into the U.S. Census Bureau data showed this number is dominated by empty short-term rentals, which also translates into less available permanent housing for residents.

Community comparison					
Place	*Population*	*Median household income*	*Median rent*	*% of renter occupied units*	*Vacancy rate*
Clarkdale, AZ	4,271	$49,383	$938	28.96%	4.1%
Ketchum, ID	2,791	$60,491	$1,298	34.32%	69.63%

Figure 47 Similar demographics between Clarkdale and Ketchum, from American Community Survey 5-Year Estimates, 2018

Content analysis

Ketchum's *2014 Comprehensive Plan* recognizes the local housing deficit and outlines three affordability goals:

- Increasing housing supply

- Supporting affordable housing programs

- Developing a mix of housing styles and types

The City also has policies that incentivize high-density development. However, Idaho law is skewed toward protecting rental regulations, constraining Ketchum in its capacity to limit or control short-term rentals. Despite the State limitations, Ketchum can impose regulations necessary to preserve the "general welfare" of neighborhoods.

Photographic analysis

Students observed changing land-use patterns throughout Ketchum via the photographic analysis, as well as continued development in illegal short-term rental zones. Additionally, street-level images show developers appear to favor housing types typical of short-term rentals (Figure 48). Students found these insights helped them understand the creation of the *Comprehensive Plan* housing goals.

Figure 48 *Ketchum vacation development built on previous green space*

In addressing affordable housing issues in Ketchum, the City must successfully navigate the necessary legal networks to enact market changes. Over time, Ketchum's market has ebbed and flowed with the rise of services such as Airbnb. Popularity of luxury vacation homes and short-term rentals has etched against the needs of Ketchum's residents and workforce. Existing rental home owners often found short-term renting to be a more lucrative venture, despite comprising the majority of Ketchum's vacant properties. In turn, home prices rise and residents can be priced out of their own communities. It is important in Ketchum, as well as other small tourism-focused regions, to prioritize affordable housing and regulate short-term rentals to keep communities thriving.

Figure 49 *Development changes in central Ketchum from 1992 (top), 2004 (middle), and 2016 (bottom) from Google Earth*

Recommendations

Investigate limits of existing rental regulations.

Deregulation of short-term rentals can lead to increasing rates compared to long-term rentals as well as impact the housing market by steering it toward a more tourism-based standard. Clarkdale may benefit from policies that allow more oversight on short-term rentals in the area.

Develop a future-oriented workforce housing plan.

The plan could contain target housing numbers, clear indicators to measure progress over a period of time, as well as details of specific methods Clarkdale would pursue in an effort to attain widespread affordable housing. A hired data collection group responsible for studying population and employment distribution trends could help the Town develop strategies to further these efforts.

Explore zoning as a transformative tool.

Zoning efforts have the potential to encourage growth and limit unnecessary or unwanted land uses within a community. Updating the town's zoning ordinances could garner more affordable housing developments and allow for a greater variety of housing options. Zoning can also encourage more compact development that dissuades urban sprawl, resulting in a more sustainable future for the Town.

CONCLUSION

Currently, many of these small, historical towns are often brimming with opportunity; the tourism industry bustling with new and exciting ventures for small businesses and residents alike. This being said, it is important to consider possible outcomes that can come from a booming tourism industry and how it can economically affect the residents of small towns. Each community mentioned in this report is innately unique, offering a vast variety of natural resources, attractions, scenery, and community character. What they share is the unfortunate struggle in affordable housing brought upon by an ever-fluctuating tourism industry that weighs heavily on their respective housing markets.

Valiant efforts are being made by each town to combat these effects; several communities are banning together to voice concerns as well as potential solutions and each town's community leaders are bringing up discussions on the matter. General zoning reform was a prominent recommendation throughout the reports; many students acknowledged that the needs of a town evolve over time and thus, the land needs to adapt to meet those needs. Providing educational opportunities for residents to inform them of the current housing market and how to traverse it was also highly recommended in the effort to spread awareness throughout the communities. Each of these small towns are making considerable strides forward on the path to affordable housing and these recommendations serve to support Clarkdale in considering similar actions.

The research and recommendations formed by the 24 participating graduate students across 8 groups analyze opportunities for potential change, and aim to create achievable goals for communities like Clarkdale. Building a proactive plan for affordable housing is not a one-size-fits-all approach, and as this project shows, effective solutions will vary across communities. The primary goal of this research was to provide the Town of Clarkdale an array of relevant municipal experiences to form a foundation from which to move forward into its housing affordability and community development initiatives.

Figure 50 *Distant view of Clarkdale and Cottonwood area homes*

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To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleHousing21S