CITY OF FLAGSTAFF
STAFF SUMMARY REPORT

To: The Honorable Mayor and Council

From: Kimberly Sharp, AICP, Comprehensive Planning Manager

Date: 10/09/2013

Meeting Date: 10/22/2013

TITLE: Regional Plan Discussion #8 - Ch. IX. Land Use

THIS ITEM WILL NOT BE DISCUSSED PRIOR TO 7:00 P.M.

RECOMMENDED ACTION:
Staff will present a brief background of data, public comment input, and policies for **Chapter IX. Land Use** of the *Flagstaff Regional Plan*. Council may wish to open the discussion for public comment at this time, followed by discussion on any concerns regarding this chapter or policies to put on the 'Policy Parking Lot' list for further Council discussion, debate and decision in November and December.

INFORMATION
As a mandatory element of the Arizona Revised State Statutes (ARS 9-461.05.C.1), the Land Use Chapter of the Regional Plan is a community's opportunity to address:

(a) Designating the proposed general distribution and location and extent of such uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space and other categories of the public and private uses of land as may be appropriate to the municipality.
(b) Include a statement of the ranges of population density and building intensity recommended for the various land use categories covered by the plan.
(c) Identify specific programs and policies that the municipality may use to promote infill or compact form development activity and locations where those development patterns should be encouraged.
(d) Include consideration of air quality and access to incident solar energy for all general categories of land use.
(e) Include policies that address maintaining a broad variety of land uses including the range of uses existing in the municipality when the plan is adopted, readopted or amended.
(f) For cities and towns with territory in the vicinity of an ancillary military facility as defined in section 28-8461, include consideration of ancillary military facility operations.

Background
The Citizen Advisory Committee (CAC), as well as city and county staff, determined early in the Regional Plan update process that the existing land use map (2001 Flagstaff Area Regional Land Use and Transportation Plan) was too similar to a zoning map and needed to be reconsidered. The CAC and planning team reviewed many other municipalities' land use maps and general plan descriptions, as well

as reviewed the Flagstaff Zoning Code re-write summary reports. This led the planning team to the conclusion that the community desired a a more general description of land uses, with more flexibility for market changes; yet enough predictability needed to be met in order for public utilities and facilities to carefully plan future needs, and for residents to determine future designations for neighboring properties.

A new paradigm for land use planning in the Flagstaff Region resulted. Focusing on the character of an area, the plan identifies whether an area is 'urban', 'suburban' or 'rural'. Residential and commercial are permitted in all AREA TYPES, and open space and parks are expected to be incorporated into all AREA TYPES. The broader area types led to the simplification of land use designations. As the process evolved, it was evident other AREA TYPES needed to be added: 'Employment' (with a set of policies for heavy industrial, light industrial, business parks, employment centers, etc. which can all co-mingle without conflict) and 'Special Planning Areas' for those areas in the region which have their own type of campus master-planning, such as Northern Arizona University, Lowell Observatory, and Flagstaff Medical Center. These **five AREA TYPES** set the stage for all land uses. Compared to the existing Regional Plan's 20 land use designations, it is a focus on character rather than use.

- Urban
- Suburban
- Rural
- Employment
- Special Planning Areas

To further refine appropriate compatible uses, **three PLACE TYPES** were defined – Activity Centers, Corridors and Neighborhoods. To protect existing and future neighborhoods, it was determined that commercial activities would be limited to Activity Centers and Corridors, while allowing some home-based type of businesses in Neighborhoods.

- Activity Centers - mixed-use centers that vary by scale and activity mix depending on location. They include commercial, retail, offices, residential, shared parking, and public spaces, with a great emphasis on pedestrian connectivity. This plan identifies existing and potentially new activity centers throughout the planning area, including urban, suburban and rural centers.
- Corridors – Corridors are streets which are community and neighborhood connectors, transportation routes, and energetic places that are a magnet for mixed-use development and residential uses. Corridor Place Types identified in the Regional Plan are also the "Great Streets" outlined in Community Character, pp. VIII-4 – VIII-10. Corridors can be linear Activity Centers, and they are truly the first impression, daily encounter and the last sense of place people experience of this community.
- Neighborhoods – includes both geographic (place-oriented) and social (people-oriented) components, and may be an area with similar housing types and market values, or an area surrounding a local institution patronized by residents, such as church, school, social agency or recreational venue.

The Future Growth Illustration and Activity Centers Illustration both host many more Activity Centers than the market for this population would support – thus they are OPPORTUNITIES and not a mandate in any way. The private sector will determine when each location is desirable to be developed.

Maps
The Land Use chapter has seven maps, or illustrations, and the numbering of the maps will be revised during the final edit for consistency.

The first two maps set the stage for parameters and potential for future development:

- Existing Land Ownership
- Development Potential of Vacant Parcels

The next three maps define the community's vision for future growth:

- Future Growth Illustration – FMPO scale
- Future Growth Illustration – City scale
- Activity Centers and Corridors

The last two maps

- Transitions Map
- Public Utilities and Activity Centers

Planning and Zoning Commission recommendations
Internal planning staff and the Planning and Zoning Commission worked through a number of sample projects to verify the Land Use chapter's clarity of purpose and ease of use. There were a number of items which needed to be reorganized, refined, namely the organization of the chapter, the cross-referencing of chapter, tables, graphics, maps and policies, as well as a number of policies needing grammatical clarifications.

An reconfigured **Chapter IX. Land Use** has been attached for your review. Please note that the changes are:

- Develop the chapter so that a developer can walk right through it and know where to go to find his/her information needed
- Clearly articulate from the beginning of the chapter what is meant by 'Area Type' and 'Place Type'.
- There is a better transition between 'what we have' and 'where we are going' sections.
- The introduction to each Area Type / Place Type needs to refer directly to the following tables, charts, illustrations, goals and policies and how to use them.
- Flagstaff urban is not like other larger cities urban – be clear about that.
- The Character tables have been updated and organized to be consistent with each section.
- The larger illustrations have text call outs so that it is understood what is being illustrated.

Land Use Chapter - Policy language clarifications:
<u>The revised land use chapter (attached) includes all P&Z recommended goals and policies changes, which are articulated in track changes below:</u>

**The order of the 'Applicable to All Land Uses' Policies should be: 1, 2, 4, 6, 3 and then 5 – putting those most related to each other next to each other for ease of use. They have been reordered and renumbered to reflect this more logical flow*

Goal LU.2. Balance housing and employment land uses ~~needs~~ with ~~a desire to preserve and protect~~the preservation and protection of our unique natural and cultural setting.

Applicable to All Land Uses, Goal LU3, Policy LU.3.5.; "Encourage the distribution of density within neighborhoods to relate to the access of associated activity centers and corridors, infrastructure, transportation, and natural constraints like slopes and drainages."

Policy LU.3.2. ~~The City requires~~Require unincorporated properties to be annexed ~~into the city~~ prior to the provision of city services, or that a ~~conditional service~~pre annexation agreement is executed agreeing to annex when deemed appropriate ~~by the City~~ (~~pre-annexation agreement~~).

Policy LU.4.2. ~~Encourage~~ Promote infill development ~~within the existing developed areas~~ over peripheral expansion to conserve environmental resources, spur economic investments, and reduce the cost of providing infrastructure and services~~, and reclaim abandoned areas~~.

Policy LU.4.4. Plan for and promote ~~centers~~ of compact commercial development as ~~neighborhood centers or~~ activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.

~~Policy LU.5.3. Continue to pursue opportunities to address water resources on a regional basis.~~

Policy LU.~~6.4~~1.5. Allow and encourage urban agriculture including home gardens, community gardens, urban farms, chickens, greenhouses, on-site sales of produce, and farmer's markets within urban, suburban, and rural contexts and in selected open space parcels.

Policy LU.8.1. Prioritize connectivity ~~for pedestrians, bicycles, and transit~~ within all urban neighborhoods and activity centers.

Policy LU.8.4. Develop specific plans ~~and amend zoning as necessary~~ for each urban neighborhood and activity center to foster desired scale and form.

Policy LU.8.6. ~~Support a variety of housing types within urban context, and highly~~ E~~e~~ncourage residential spaces ~~over~~ located above and behind commercial within urban centers as well as a variety of housing types in the urban context.

Policy LU.8.7~~. Encourage c~~Commercial and office uses within mixed-use development ~~to occupy~~will occupy the first floor of multistory buildings.

Policy LU.8.10. ~~Consider civic and public spaces as highly valued and important venues for social activities, to be~~ W~~w~~ell designed~~,~~ civic spaces must be accessible~~,~~ and central to the urban fabric.

Policy LU.9.2. Encourage new multi-story mixed-use buildings to have ~~with~~ windows and doors facing ~~and built to~~ the sidewalk.~~s to be constructed on vacant lots~~.

Policy LU.9.4. ~~Encourage a wide mix of residential housing types downtown to e~~Encourage ~~a diversity~~various housing types that appeal to a diverse range of ages and incomes.

~~Policy LU.9.9. As defined in the FUTS Master Plan, include downtown trail access points, bicycle lanes, bicycle parking, and facilities as part of all downtown new development and redevelopment projects.~~

~~Policy LU.9.10. Seek opportunities to improve accessibility in the downtown area.~~

~~Other related policies: Policy T.2.3 in the Transportation chapter.~~

Policy LU.10.1. was condensed for simplicity and now reads: "Invest in downtown's streets and sidewalks so that they remain Flagstaff's premiere public spaces."

Policy LU.10.2. Create a downtown parking strategy plan that continues to utilize and improve upon ~~the provision of~~ on-street parking, public parking lots and garages, and shared private parking spaces, with clear signage for wayfinding and to inform the public of all ~~transportation~~ parking options.

Policy LU.10.3. was revised for clarity and now reads: "Locate public and private parking facilities, lots, and garages carefully, screening parking from streets, squares, and plazas."

Policy LU.10.4. Incorporate ~~parking facilities~~ liner buildings ~~into~~ and larger mixed-use projects ~~and~~ into parking facilities~~provide street storefronts, where feasible~~.

Policy LU.10.9. As defined in the FUTS Master Plan, include downtown trail access points, bicycle parking, and bicycle facilities.

Policy LU.10.10. Seek opportunities to improve ADA accessibility in downtown.

Policy LU.11.1. Prioritize connectivity for walking, biking, and driving~~, and selected wildlife~~ within and between ~~with~~ surrounding neighborhoods.

Policy LU.11.5. Encourage developers to consider at least one floor of apartments or offices ~~over~~ above and behind commercial development in commercial cores of mixed-use and activity centers and corridors.

Policy LU.11.8. Locate civic spaces, parks, and institutional uses within ~~the~~ neighborhood pedestrian sheds. ~~Most neighborhoods, even new ones, would benefit from a greater variety of activities within walking and bicycling distance.~~

Policy LU.11.10. Protect wildlife corridors where appropriate.

Policy LU.12.1. Maintain rural growth boundaries while ~~suitable for rural development balanced with~~ preserving the integrity of open space boundaries identified in the Greater Flagstaff Open Spaces and Greenways Plan and updates.

Policy LU.12.6. now reads, "Plan for development outside of the rural growth boundary to be very low density and ***to have integrated*** conservation design."

Goal LU.13. Plan for and encourage employee-intensive uses throughout the area as activity centers, corridors, research and development offices, ~~and~~ business parks, and light industrial areas to encourage efficient infrastructure and multimodal commuting.

Goal LU.14. Maintain industrial areas that provide for the manufacturing of goods, flexible space, and ~~research and development~~intermodal facilities that are well maintained, attractive~~,~~ and compatible with adjoining nonindustrial uses~~, and well-maintained~~.

Policy LU.14.1. Encourage ~~the protection of~~ the continued intensification, expansion, and protection of existing industrial, warehousing, and distribution ~~facilities~~ uses from encroachment. ~~by residential uses, as well as their continued intensification and expansion.~~

Policy LU.14.5. now reads, "Consider all health impacts on the community in the design of new industrial uses, such as wastewater treatment, traffic safety, ***noise***, and other impacts."

Policy LU.15.1. ~~Maintain cohesive~~Enhance connectivity and coordinate~~d~~ planning efforts with ~~contiguous~~ neighborhoods contiguous to~~of~~ special planning areas.

Policy LU.16.7. was shortened for clarity and now reads, "Concentrate commercial, retail, services, and mixed use within the activity center commercial core."

Policy LU.16.8.~~,~~ ~~while~~ ~~I~~increase~~d~~ residential densities, live-work units, and home occupations ~~with greater pedestrian and bicycle connectivity can be developed~~ within the activity center's pedestrian shed.

** The numbering of the remaining 'Activity Centers and Corridors' Policies was adjusted to account for the addition of Policy LU.16.8. above.*

Activity Centers, Policy.16.16.; "Actual pedestrian-shed boundaries will be established considering opportunities and constraints posed by natural and man-made barriers like terrain or the interstate, road networks, and existing development patterns."

Policy LU.18.10. Consider adaptive reuse possibilities when new big box developments are proposed.~~Review big-box development proposals for their consideration of feasibility in re-use.~~

Example Project

A development project is proposed to City Staff as;
Developer has contracted purchase the west side of State Land Section 20, 320 acres just east of Country Club. He wants to extend East Butler Avenue to Old Walnut Canyon Road and build a commercial mixed-use center with apartments behind or above, some townhouses and some single-family units south of the new Butler Avenue.

The **land use designation from the Future Growth Illustration is "Future Suburban"**, which allows 2-12 units per acre. The Regional Plan policies allow commercial and mixed-use in 'activity centers' or 'corridors' only. The Corridors are the 'Great Streets' as defined in Community Character – Map 14. Butler Avenue is a 'corridor' to Fourth Street, and then is not a commercial corridor. The east side of State Land Section 20 does not have a designated activity center. The land is **zoned Rural Residential**. What's the process?

A) The land use designation allows for the townhomes and single-family homes, but to permit the commercial with apartments, a **MAJOR PLAN AMENDMENT APPLICATION** is required – to add a new activity center or to designate the corridor. Note: the western portion of State Land Section 20 does have an activity center at the future East Butler Avenue and Walnut Hills Drive. If the

developer had purchased this side of the section, a MAJOR PLAN AMENDMENT would not be necessary. A MINOR PLAN AMENDMENT would be required for the existing activity center to approve an illustrative or specific plan – which would be the development master plan in this case.

B) Rural residential zone allows one unit per acre or larger lots only. The developer will need to submit a **REZONE APPLICATION**.

Walk the project through the Flagstaff Regional Plan 2030:

- The Future Growth Illustration Maps, Natural Environment Maps, Land Use Chapter graphics and policies, and policies from all of the chapters are referred to.
- When reviewing Activity Center policies – the majority of the policy direction is from the Land Use Chapter – Activity Centers and Corridors. There are illustrations, a location map, and policies to give the developer a clear idea of what the community vision is. There are also references to Activity Centers in Transportation – what type of transportation modes is appropriate for this type of development?
- The developer will be encouraged to design the project to 'protecting the surrounding neighborhoods' (from undue traffic, unwanted land use types, etc.).
- The policies state "each activity center will need an illustrative plan, specific plan or development master plan to move forward" – this will be done by the developer as this will be part of a large development master plan.

State Land Department

The Arizona State Land Department was invited to participate in the Regional Plan update process from the beginning, and have been active participants. They submitted a number of suggested edits for the public review draft (March 2013) and the majority of those edits were incorporated into the public hearing draft (August 2013). Their final review produced one further suggested edit for the Land Use Chapter – regarding State Land section 10. Please see letter attached.

Janice K. Brewer
Governor

Vanessa P. Hickman
State Land
Commissioner

ARIZONA STATE LAND DEPARTMENT

August 19, 2013

James Cronk, Planning Director
Planning and Development Services
City of Flagstaff
211 W. Aspen Avenue
Flagstaff, AZ 86001

RE: The Flagstaff Regional Plan

Dear Jim,

Arizona State Land Department ("ASLD" or the "Department") staff has completed their review of the Flagstaff Regional Plan 2030 draft dated July 9, 2013. While this iteration of the Plan incorporates many of our earlier comments from our letter dated June 6, 2013, ASLD still has concerns over the treatment of State Trust land located in Section 10, T21N, R8E ("Section 10"). In keeping with the intent of both the City of Flagstaff memorandum dated February 22, 2011 and the July 2013 Flagstaff Regional Plan, ASLD requests insertion of the following language into the Plan's Land Use element page LU-44 following paragraph 2:

> *For example, the Plan designates a section of State Trust land along Route 66 in east Flagstaff (T21N, R8E, Sec. 10) as "Employment." This section straddles I-40, Route 66, and the BNSF Railroad. Its location serves as the eastern gateway into the City, and is an appropriate location for mixed-use development. If in the best interest of the State Land Trust, the portion south of I-40 could be used to satisfy open space and tree canopy credits for the area north of I-40. The area between I-40 and Route 66 is heavily impacted by road and railroad traffic, and provides an ideal location for an employment-based node. Moving north from Route 66, land uses would transition from employment to residential, with the residential uses transitioning from higher density near Route 66 to lower density to match existing residential densities in adjacent sections.*

With the insertion of this text, ASLD believes that the intent of the parties with regard to Section 10 is more accurately reflected. Please feel free to contact Mark Edelman at 602-542-6331 / medelman@azland.gov or Gordon Taylor at 602-542-2647 / gtaylor@azland.gov with any questions.

Sincerely,

Vanessa P. Hickman

Vanessa P. Hickman
State Land Commissioner

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