

## **COMBINED WORK SESSION/SPECIAL MEETING AGENDA**

**CITY COUNCIL COMBINED WORK SESSION/  
SPECIAL MEETING  
TUESDAY - JUNE 28, 2016**

**COUNCIL CHAMBERS  
211 WEST ASPEN AVENUE  
6:00 P.M.**

### **WORK SESSION**

**1. Call to Order**

**NOTICE OF OPTION TO RECESS INTO EXECUTIVE SESSION**

*Pursuant to A.R.S. §38-431.02, notice is hereby given to the members of the City Council and to the general public that, at this work session, the City Council may vote to go into executive session, which will not be open to the public, for legal advice and discussion with the City's attorneys for legal advice on any item listed on the following agenda, pursuant to A.R.S. §38-431.03(A)(3).*

**2. Roll Call**

*NOTE: One or more Councilmembers may be in attendance telephonically or by other technological means.*

MAYOR NABOURS  
VICE MAYOR BAROTZ  
COUNCILMEMBER BREWSTER  
COUNCILMEMBER EVANS

COUNCILMEMBER ORAVITS  
COUNCILMEMBER OVERTON  
COUNCILMEMBER PUTZOVA

**3. Pledge of Allegiance**

**4. Preliminary Review of Draft Agenda for the July 5, 2016, Council Meeting.\***

*\* Public comment on draft agenda items may be taken under "Review of Draft Agenda Items" later in the meeting, at the discretion of the Mayor. Citizens wishing to speak on agenda items not specifically called out by the City Council for discussion under the second Review section may submit a speaker card for their items of interest to the recording clerk.*

**5. Public Participation**

*Public Participation enables the public to address the council about items that are not on the prepared agenda. Public Participation appears on the agenda twice, at the beginning and at the end of the work session. You may speak at one or the other, but not both. Anyone wishing to comment at the meeting is asked to fill out a speaker card and submit it to the recording clerk. When the item comes up on the agenda, your name will be called. You may address the Council up to three times throughout the meeting, including comments made during Public Participation. Please limit your remarks to three minutes per item to allow everyone to have an opportunity to speak. At the discretion of the Chair, ten or more persons present at the meeting and wishing to speak may appoint a representative who may have no more than fifteen minutes to speak.*

6. **Consideration of Public Art Project: Children's Garden Sculpture.**
7. **Flagstaff Metropolitan Planning Organization Regional Transportation Plan Update & Steering Committee Report.**
8. **Review of Proposed Ballot Language for Transit Tax and Courthouse Facilities Bond.  
(SEE ITEMS 15-A AND 15-B OF THE JULY 5, 2016, DRAFT AGENDA)**
9. **Discussion/Presentation on the Historic Preservation Ordinance with a focus on Cultural Resource Studies and the Role of the Historic Preservation Officer**
10. **Review of Draft Agenda Items for the July 5, 2016, City Council Meeting.\***  
  
*\* Public comment on draft agenda items will be taken at this time, at the discretion of the Mayor.*
11. **Public Participation**
12. **Informational Items To/From Mayor, Council, and City Manager; and Future Agenda Item Requests.**
13. **Adjournment**

## **SPECIAL MEETING**

1. **Call to Order**
2. **Consideration and Adoption of Ordinance No. 2016-30:** An ordinance of the City Council of the City of Flagstaff amending the Flagstaff City Code, Title 2, Boards and Commissions, by amending Chapter 2-02, Building and Fire Code Board of Appeals; Chapter 2-04, Water Commission; Chapter 2-08, Commission on Diversity Awareness; Chapter 2-10, Board of Adjustment; Chapter 2-11, Flagstaff Airport Commission; Chapter 2-12, Transportation Commission; Chapter 2-14, Beautification and Public Art Commission; Chapter 2-19, Heritage Preservation Commission; and Chapter 2-20, Open Spaces Commission, thereof; providing for severability, authority for clerical corrections, and establishing an effective date. ***(Updating language to clarify quorum requirements of Boards/Commissions)***

### **RECOMMENDED ACTION:**

#### **At the June 28, 2016, Council Meeting:**

- 1) Read Ordinance No. 2016-30 by title only for the first time
- 2) City Clerk reads Ordinance No. 2016-30 by title only (if approved above)

#### **At the July 5, 2016, Council Meeting:**

- 3) Read Ordinance No. 2016-30 by title only for the final time
- 4) City Clerk reads Ordinance No. 2016-30 by title only (if approved above)
- 5) Adopt Ordinance No. 2016-30

### 3. Adjournment

#### CERTIFICATE OF POSTING OF NOTICE

The undersigned hereby certifies that a copy of the foregoing notice was duly posted at Flagstaff City Hall on \_\_\_\_\_, at \_\_\_\_\_ a.m./p.m. in accordance with the statement filed by the City Council with the City Clerk.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2016.

\_\_\_\_\_  
Elizabeth A. Burke, MMC, City Clerk

## CITY OF FLAGSTAFF

### STAFF SUMMARY REPORT

**To:** The Honorable Mayor and Council  
**From:** Kevin Fincel, Senior Assistant City Attorney KF  
**Date:** 06/21/2016  
**Meeting Date:** 06/28/2016



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#### TITLE:

**Consideration and Adoption of Ordinance No. 2016-30:** An ordinance of the City Council of the City of Flagstaff amending the Flagstaff City Code, Title 2, Boards and Commissions, by amending Chapter 2-02, Building and Fire Code Board of Appeals; Chapter 2-04, Water Commission; Chapter 2-08, Commission on Diversity Awareness; Chapter 2-10, Board of Adjustment; Chapter 2-11, Flagstaff Airport Commission; Chapter 2-12, Transportation Commission; Chapter 2-14, Beautification and Public Art Commission; Chapter 2-19, Heritage Preservation Commission; and Chapter 2-20, Open Spaces Commission, thereof; providing for severability, authority for clerical corrections, and establishing an effective date. *(Updating language to clarify quorum requirements of Boards/Commissions)*

#### RECOMMENDED ACTION:

**At the June 28, 2016, Council Meeting:**

- 1) Read Ordinance No. 2016-30 by title only for the first time
- 2) City Clerk reads Ordinance No. 2016-30 by title only (if approved above)

**At the July 5, 2016, Council Meeting:**

- 3) Read Ordinance No. 2016-30 by title only for the final time
- 4) City Clerk reads Ordinance No. 2016-30 by title only (if approved above)
- 5) Adopt Ordinance No. 2016-30

#### Executive Summary:

Title 2, Boards and Commissions, of the Flagstaff City Code contains quorum requirements for the various City boards and commissions that are not consistent. This ordinance updates the language in the Code relating to these boards and commissions to reflect a quorum requirement of four voting members.

#### Financial Impact:

None.

#### Connection to Council Goal and/or Regional Plan:

None.

#### Has There Been Previous Council Decision on This:

No.

#### Options and Alternatives:



- 1) The Council may adopt the ordinance updating language for a consistent quorum requirement.
- 2) The Council may choose not to adopt the ordinance.

**Community Involvement:**

Inform

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**Attachments:**     Ord. 2016-30

## ORDINANCE NO. 2016-30

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF FLAGSTAFF AMENDING THE FLAGSTAFF CITY CODE, TITLE 2, *BOARDS AND COMMISSIONS*, BY AMENDING CHAPTER 2-02, *BUILDING AND FIRE CODE BOARD OF APPEALS*; CHAPTER 2-04, *WATER COMMISSION*; CHAPTER 2-08, *COMMISSION ON DIVERSITY AWARENESS*; CHAPTER 2-10, *BOARD OF ADJUSTMENT*; CHAPTER 2-11, *FLAGSTAFF AIRPORT COMMISSION*; CHAPTER 2-12, *TRANSPORTATION COMMISSION*; CHAPTER 2-14, *BEAUTIFICATION AND PUBLIC ART COMMISSION*; CHAPTER 2-19, *HERITAGE PRESERVATION COMMISSION*; AND CHAPTER 2-20, *OPEN SPACES COMMISSION*, THEREOF; PROVIDING FOR SEVERABILITY, AUTHORITY FOR CLERICAL CORRECTIONS, AND ESTABLISHING AN EFFECTIVE DATE

### RECITALS:

WHEREAS, the Flagstaff City Council desires to have consistency among the various boards and commissions of the City with regard to the number of members required for a quorum;

WHEREAS, Title 2, Boards and Commissions, of the Flagstaff City Code contains quorum requirements for the various boards and commissions of the City that are not consistent.

### ENACTMENTS:

**NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:**

SECTION 1. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-02, *Building and Fire Code Board of Appeals*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

#### **2-02-001-0002 Membership of Board**

- A. The Board of Appeals shall consist of seven (7) individuals, serving three (3) year staggered terms, appointed by the Council who are qualified by experience and training to pass upon matters pertaining to building construction and pertinent matters of the Fire Code, Chapter 5-02.
- B. The Building Official and Fire Marshal shall be ex officio members of said Board but shall have no vote on any matter before the Board.
- C. A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be more than fifty percent (50%) of the voting membership of the Board.~~
- D. Citizen members of the Board may be removed by the Mayor and Council for inefficiency, neglect of duty or malfeasance in office or in accordance with the Board and Commission Members' Rules and Operations Manual adopted by resolution of the City Council.

SECTION 2. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-04, *Water Commission*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

#### **2-04-001-0006 Meetings**

The meetings of the Commission shall be held at the time and place adopted for the regular monthly meetings of the Commission.

Meetings shall be conducted in accordance with the Board and Commission Members' Rules and Operations Manual adopted by resolution of the Flagstaff City Council, and in compliance with all other local, State, and Federal laws.

A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be one (1) more than half the voting membership of the Commission.~~

SECTION 3. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-08, *Commission on Diversity Awareness*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

#### **2-08-001-0005 MEETINGS; ATTENDANCE:**

A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be one (1) more than half of the voting membership of the Commission.~~

The Commission shall meet at such times, dates and locations as determined by the members except that the Chairperson may call a special meeting with not less than twenty-four (24) hours' notice.

A regular member who is absent for two (2) consecutive unexcused regular meetings may be removed from the Commission by a vote of the City Council upon recommendation of the Commission.

SECTION 4. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-10, *Board of Adjustment*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

#### **2-10-001-0003 MEETINGS**

The meetings of the Board of Adjustment shall be open to the public and held at the time and place adopted for the regular monthly meetings of the Board. Meetings shall be conducted in accordance with the Board and Commission Members' Rules and Operations Manual adopted by resolution of the Flagstaff City Council, and in compliance with all other local, State, and Federal laws. The minutes of its proceedings, showing the vote of each member and records of its examinations and other official actions shall be kept by the City Clerk as a public record.

A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be one (1) more than half the voting membership of the Board of Adjustment.~~

SECTION 5. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-11, *Flagstaff Airport Commission*, is hereby amended as set forth below (deletions shown as stricken, and

additions shown as capitalized text):

**2-11-001-0002 COMPOSITION; TERMS:**

The composition of the membership of the Commission shall be as follows:

- A. Seven (7) members to be appointed by the City Council who shall serve for three (3) year terms, on a staggered basis.
- B. Ex Officio Members: The following persons shall be ex officio members of the Commission, but shall have no vote:  
  
The Mayor;  
The City Manager;  
The Airport Manager;  
The FAA Tower Operator.
- C. A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be one (1) more than half the voting members~~ **OF THE COMMISSION.**

SECTION 6. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-12, *Transportation Commission*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

**2-12-001-0004 MEETINGS:**

The Commission shall meet quarterly and/or at the request of its Chairperson for the disposal of such business as may come before it.

Meetings shall be conducted in accordance with the Board and Commission Members' Rules and Operations Manual adopted by resolution of the Flagstaff City Council, and in compliance with all other local, State, and Federal laws.

A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be one (1) more than half the voting membership~~ of the Commission.

SECTION 7. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-14, *Beautification and Public Art Commission*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

**2-14-001-0005 MEETINGS:**

- A. The Commission shall hold at least one regular meeting per month, which shall at all times be open to the public, the time and place of said meeting shall be posted in accordance with the applicable Arizona State Statutes.
- B. A quorum consisting of a minimum of **FOUR (4)** ~~five (5)~~ voting members **OF THE COMMISSION** shall be required to conduct business.

SECTION 8. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-19, *Heritage Preservation Commission*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

**2-19-001-0004 MEETINGS**

The Commission shall at a minimum hold at least one regular meeting quarterly, but shall normally hold monthly meetings.

A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be one more than half of the full membership~~ of the Commission.

SECTION 9. The Flagstaff City Code, Title 2, *Boards and Commissions*, Chapter 2-20, *Open Spaces Commission*, is hereby amended as set forth below (deletions shown as stricken, and additions shown as capitalized text):

**2-20-001-0005 MEETINGS; ATTENDANCE:**

The Commission shall meet on a quarterly basis, at a minimum, at such times, dates and locations as determined by the members, except that the chairperson may call a special meeting with not less than 24 hours' notice. All other rules or procedures shall be established by the members so long as the rules are consistent with state law, including the Open Meetings Law, the City charter and this ordinance.

A quorum shall **CONSIST OF FOUR (4) VOTING MEMBERS** ~~be one more than half of the voting membership~~ of the Commission.

A regular Commission member who is absent for three consecutive regular meetings may be removed from the Commission by a vote of the City Council.

SECTION 10. Severability.

If any section, subsection, sentence, clause, phrase or portion of this ordinance or any part of the code adopted herein by reference 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 thereof.

SECTION 11. Clerical Corrections.

The City Clerk is hereby authorized to correct typographical and grammatical errors, as well as errors of wording and punctuation, as necessary related to this ordinance as amended herein, and to make formatting changes needed for purposes of clarity and form, or consistency, within thirty (30) days following adoption by the City Council.

SECTION 12. Effective Date.

This ordinance shall become effective thirty (30) days following adoption by the City Council.

PASSED AND ADOPTED by the City Council of the City of Flagstaff this 5th day of July, 2016.

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MAYOR

ATTEST:

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CITY CLERK

APPROVED AS TO FORM:

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CITY ATTORNEY

## CITY OF FLAGSTAFF

### STAFF SUMMARY REPORT

**To:** The Honorable Mayor and Council  
**From:** Mark Di Lucido, Comm Design & Redevel Proj Adm  
**Date:** 06/14/2016  
**Meeting Date:** 06/28/2016




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#### TITLE:

**Consideration of Public Art Project: Children's Garden Sculpture.**

#### DESIRED OUTCOME:

Hear presentation and provide direction about the Children's Garden Sculpture. The BPAC recommends Council support for the Sculpture.

#### EXECUTIVE SUMMARY:

The Children's Garden Sculpture is a planned memorial public art project at Foxglenn Park and as currently envisioned will be the centerpiece or, "Sculpture at the Heart", of the larger, currently under construction Children's Garden project. The BPAC has approved inclusion of this public/private partnership to fund the sculpture as a line item in its fiscal year 2018 budget.

#### INFORMATION:

**COUNCIL GOALS:** 3) Provide sustainable and equitable public facilities, services, and infrastructure systems in an efficient and effective manner to serve all population areas and demographics

#### REGIONAL PLAN:

Goal CC.5. Support and promote art, science and education resources for all to experience.  
 Policy CC.5.1. Promote first class arts, research, and educational facilities;  
 Policy CC.5.3 Encourage integration of art into public and private development projects

#### Children's Garden Sculpture Summary

Public art creates a strong sense of place and enhances the quality of life in Flagstaff. This makes Flagstaff a desirable place to live which in turn attracts business investment, tourists and jobs. The Children's Garden and Sculpture ideas were conceived several years ago by a local family as a way to memorialize stillborn babies and children that die at a young age. This is called the Jack's Little Brother (JLB) Project.

The Sculpture is a separate component of the garden that is envisioned to be funded by the city and the JLB Project. The city's portion will be \$40,000; and JLB's \$20,000. After installation, the sculpture will be considered public art and owned by the city. At its February 2016 meeting, the BPAC approved the sculpture as a line item project in its five year public art plan. The sculpture was included in Council's budget retreat as a 'TBD' line item.

Following favorable support from Council, a call to artists will be issued and submissions juried by the BPAC. No ideas and submissions are currently under consideration by the BPAC. Because the JLB will

partially fund the project, and because they've guided the design of the sculpture's setting (the Garden), they have intimate knowledge of what the sculpture's artistic direction should be to complement the Garden. Accordingly, they may advise the BPAC on selection of the sculpture. However, as the majority funder and eventual owner, the BPAC will be the final authority.

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**Attachments:**



## CITY OF FLAGSTAFF

### STAFF SUMMARY REPORT

**To:** The Honorable Mayor and Council  
**From:** David Wessel, Metro Planning Org Manager  
**Date:** 06/17/2016  
**Meeting Date:** 06/28/2016



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#### TITLE:

**Flagstaff Metropolitan Planning Organization Regional Transportation Plan Update & Steering Committee Report.**

#### DESIRED OUTCOME:

The Council we be made aware of the regional transportation plan policy direction, Steering Committee results and general project priorities prior to the public comment period during the month of August.

#### EXECUTIVE SUMMARY:

The Flagstaff Metropolitan Planning Organization (FMPO) conducts transportation planning for the Flagstaff region. In cooperation with its members, the City of Flagstaff, Coconino County, NAIPTA and ADOT, FMPO updates its regional transportation plan every five years as required by federal mandate. This update, *Blueprint 2040*, carries on existing policies from previous plans and builds on the 2014 *Flagstaff Regional Plan 2030: Place Matters*. Policies to be implemented include complete streets, context sensitive solutions, multimodal systems and more. The plan must produce a fiscally-constrained program of recommended projects for a 20-year period. This program is under development and has the foundational work of the Regional Transportation Plan Steering Committee. The Committee was comprised of leaders from ten agencies and organizations. It met seven times over as many months and produced a list of priority projects for the region. The list is fiscally constrained, multimodal in nature and focuses on the core of the region. Projects are focused on moving the Lone Tree corridor toward completion, improving conditions and capacity in the Fourth Street corridor and constructing and operating a bus rapid transit system from the airport to the Mall through the Milton corridor.

**INFORMATION:**

Below are the Council goals. Only list those that relate to this agenda item; REMOVE ALL OTHERS.

**COUNCIL GOALS:**

- 3) Provide sustainable and equitable public facilities, services, and infrastructure systems in an efficient and effective manner to serve all population areas and demographics
- 6) Provide a well-managed transportation system
- 7) Continue to implement the Flagstaff Regional Plan and focus efforts on specific plans

**REGIONAL PLAN:**

Goal T.1 Improve mobility and access throughout the region.

Goal T.2 Improve transportation safety and efficiency for all modes

Goal T.3 Provide transportation infrastructure that is conducive to conservation, preservation, and development goals...

Goal T.4 Promote transportation infrastructure and services that enhance the quality of life of the communities within the region.

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**Attachments:**     RTP Steering Committee  
                             RTP Steering Committee Projects  
                             PowerPoint.Grayscale

**May 18, 2016**

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To our fellow community members, the FMPO Executive Board and David Wessel, FMPO Manager:

Transportation congestion is a problem. It clogs our streets, slows us down, detracts from our quality of life and pollutes our environment. In the *City of Flagstaff 2013 Citizen Survey* when asked to write in their own words the one thing the City could do to improve their quality of life the most, one-quarter of residents mentioned better traffic flow, roads and mass transit. This scored 27% and the next highest was 10%. Although busy streets, sidewalks, bikeways and buses are a result of a thriving community, there is a difference between gridlock and the “Great Streets” described in *Flagstaff Regional Plan 2030: Place Matters* (hereto referred to as *Regional Plan 2030*). As our community grows in population and popularity, so must our systems for moving people who reside and visit here. The document before you, *Blueprint 2040*, is a first step in addressing this critical community challenge and moves forward the vision crystalized in *Regional Plan 2030* that was adopted by residents.

As the Steering Committee for *Blueprint 2040: Regional Transportation Plan*, our mission has been “To identify priority transportation projects, related costs and viable revenue sources for turning ideas into reality.” We are a diverse group representing environmental, business, government, education, economic development and citizen interests. Our focus over seven months was to work together to meet our mission in a manner that each of us could agree upon.

In the words of management guru Peter Drucker, “plans are only good intentions unless they immediately degenerate into hard work.” This Steering Committee and the staff of the Flagstaff Metropolitan Planning Organization have done hard work and we hope that others will pick up where we left off. Our mission was identification. In many ways, that is the easy part. Our intent is to point the community in the right direction so that planning can be refined, funding can be secured and projects can be built. Keeping sustainability, fiscal viability, and this place we love in mind, we prioritized projects that have great impact on congestion mitigation and create resiliency through connectivity and mode choice. These projects also align with the vision and values of *Regional Plan 2030*.

Projects come down to money and money is expanded with partnerships. By working together we will leverage public and private funding sources. For example, dedicating public funds to the Lone Tree corridor and the Lone Tree railroad overpass may allow private sector landowners to develop property and support transportation infrastructure in a manner that is financially viable and consistent with *Regional Plan 2030*. Similarly, by dedicating local funds to transit construction projects, we may be able to leverage federal grants and build more than we could build on our own. Many of the projects recommended are on state facilities. Through these recommendations, the City will be an able partner with the State to improve these highways. As citizens of the region and state, we strongly urge the State and City to join together as financial and construction partners. The guiding philosophy is that working together on common projects toward a vision shared by all funding partners, the constituents and customers we serve will benefit.

Recognizing that much more work on revenue analysis is needed, the Steering Committee’s initial environmental scan identified several viable – and reasonable – potential funding sources. For example, the .00426 Transportation Sales Tax approved by voters in the City of Flagstaff expires on June 30, 2020. Extending that tax at existing rates without an increase would generate an estimated

## RTP STEERING COMMITTEE EXECUTIVE SUMMARY

\$195 million over a 20 year period. Furthermore, the transit system has averaged \$3 million per year in competitive federal grant awards over the past 10 years and the Steering Committee's recommendations estimate \$2 million per year over the next 20 years.

Potential Funding Source	20 Year Total
Transportation Tax Renewal at Current .00426 Rate	\$195,000,000
Federal Transit Grants	\$40,000,000
ADOT Capital Projects (Federal and HURF)	\$16,000,000
Transit User Fees / Fares	\$8,500,000
Private Sector Investment	\$15,000,000
<b>(A) Total Revenues</b>	<b>\$274,500,000</b>

Recommended Projects	Cost
Lone Tree Railroad Overpass (Includes Debt Financing)	\$81,200,000
Lone Tree Widening – Pine Knoll North	\$11,500,000
Fourth Street Bridge (Over I-40)	\$13,000,000
Operations TDM Signal Sync (not on map)	\$8,000,000
West Route 66 (Complete Street and Widen)	\$12,000,000
Milton Road BNSF Underpass Widening	\$20,000,000
Milton Road BRT Capital and Right-of-Way * NB BRT Lane University to BNSF Bridge	\$22,000,000
Fourth Street Corridor (Complete Street)	\$15,000,000
Lone Tree I-40 Interchange (Design)	\$3,300,000
Bus Rapid Transit (20 Year Operating Costs)	\$25,000,000
Lone Tree (Existing) Widening – I-40 to J. W. Powell Boulevard	\$12,000,000
Bus Rapid Transit (Other Capital)	\$8,000,000
J.W. Powell Boulevard Extension (Airport Only – 2 Lanes)	10,000,000
Missing Sidewalks (Major Segments)	\$3,500,000
Pedestrian/Bicycle Grade Separation	\$10,000,000
Enhanced Pedestrian Crossings	\$2,600,000
Missing Bike Lanes (Major Corridors)	\$1,000,000
Future FUTS Trails (Major Projects)	\$3,000,000
2 <sup>nd</sup> Lake Mary to Lone Tree via Anita and Zuni Drives	8,000,000
<b>Total Estimated Expenses</b>	<b>\$269,100,000</b>
<b>Surplus / (Deficit)</b>	<b>\$5,400,000</b>

We anticipate that our project recommendations will be modified and we welcome a rigorous review and assessment of our findings. A number of references and appendices, including details on these project recommendations, are found elsewhere in this document. They document the process we have been through and the guiding principles our recommendations are based upon. We encourage the reader to view these documents. It is only through this ongoing evaluation that we will arrive at the best choice for our community.

As a Steering Committee, it is time for us to pass the baton. Our recommendations are a beginning, not an end. As an advisory group our influence is limited and work now needs to be taken by others who have the political and financial authority to affect change. We respectfully request that our work can be most useful if the following steps are taken:

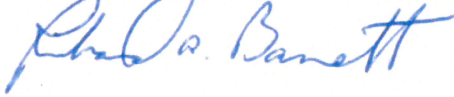
What	Who	When
Form a Citizen Review Panel to review project and funding recommendations in preparation for a return to Flagstaff voters in November 2018.	City of Flagstaff	Winter 2017
Send <b>transit</b> tax question back to voters in November 2016 and request a flat tax renewal without an increase.	City of Flagstaff NAIPTA	November 2016
Continue discussions between ADOT and City of Flagstaff regarding possible route transfers.	ADOT City of Flagstaff	Winter 2017
Complete a statistically valid survey of Flagstaff residents' interests related to specific transportation projects.	City of Flagstaff	Spring 2018
Continue to pursue grant funding.	ALL	
Continue to work with statewide interests to restore and expand transportation funding at the state and federal level including but not limited to Highway User Revenue Funds.	City of Flagstaff Coconino County	Ongoing
Continue to review capacity of Transportation Decision 2000 (Sunsets 2020).	City of Flagstaff	Winter 2017
Research property for I-17 Lone Tree Connector via Anita Drive.	ALL	Winter 2017
Conduct discussions with BNSF on widening Milton underpass and Lone Tree overpass.	ALL	Fall 2016
Explore the implications of various levels of debt financing on project costs and timing.	City of Flagstaff	Winter 2017
Consider J. W. Powell / Lone Tree design and land use implications carefully to protect the arterial roadway function and balance development with potential future growth.	City of Flagstaff	
Consider providing flexibility in 2018 Transportation Renewal Ballot language.	City of Flagstaff	
Provide clear messaging of project benefits for the voters.	ALL	
Explore impact fees and other funding mechanisms for developers, especially those who benefit from public investments.	City of Flagstaff Coconino County	
Schedule a focused discussion between regional partners regarding commitment to projects that have shared costs.	ALL	

In closing, it has been an honor to serve on this Committee and we convey these suggestions and recommendations with the utmost respect. We do not claim to completely understand all of the political, financial and technical intricacies of these major capital projects. We do, however, trust the commitment and talent of the people and institutions of this community. We offer our suggestions with a healthy dose of humility and encourage others to refine our effort and take it further. The quality of our transportation system can improve if we continue to work together and take action.

Respectfully submitted,

Blueprint 2040 Flagstaff Regional Transportation Plan Steering Committee

Rick Barrett  
City of Flagstaff

A handwritten signature in blue ink, appearing to read "Rick Barrett".

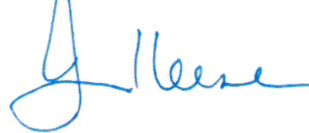
Rich Bowen  
EcoNA

A handwritten signature in black ink, appearing to read "Rich Bowen".

Barbara Goodrich  
City of Flagstaff

A handwritten signature in black ink, appearing to read "Barbara Goodrich".

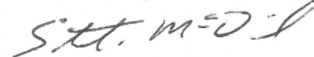
Joanne Keene, Co-Chair  
NAU

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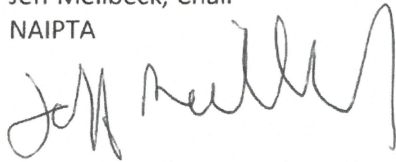
Bob Kuhn  
Flagstaff Unified School District

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Stuart McDaniel  
Greater Flagstaff Chamber of Commerce

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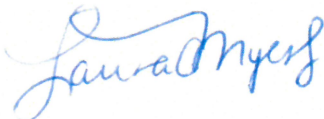
Jeff Meilbeck, Chair  
NAIPTA

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Audra Merrick  
ADOT

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Laura Myers  
La Plaza Vieja

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Tory Syracuse  
F-Cubed

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Neal Young  
Coconino County

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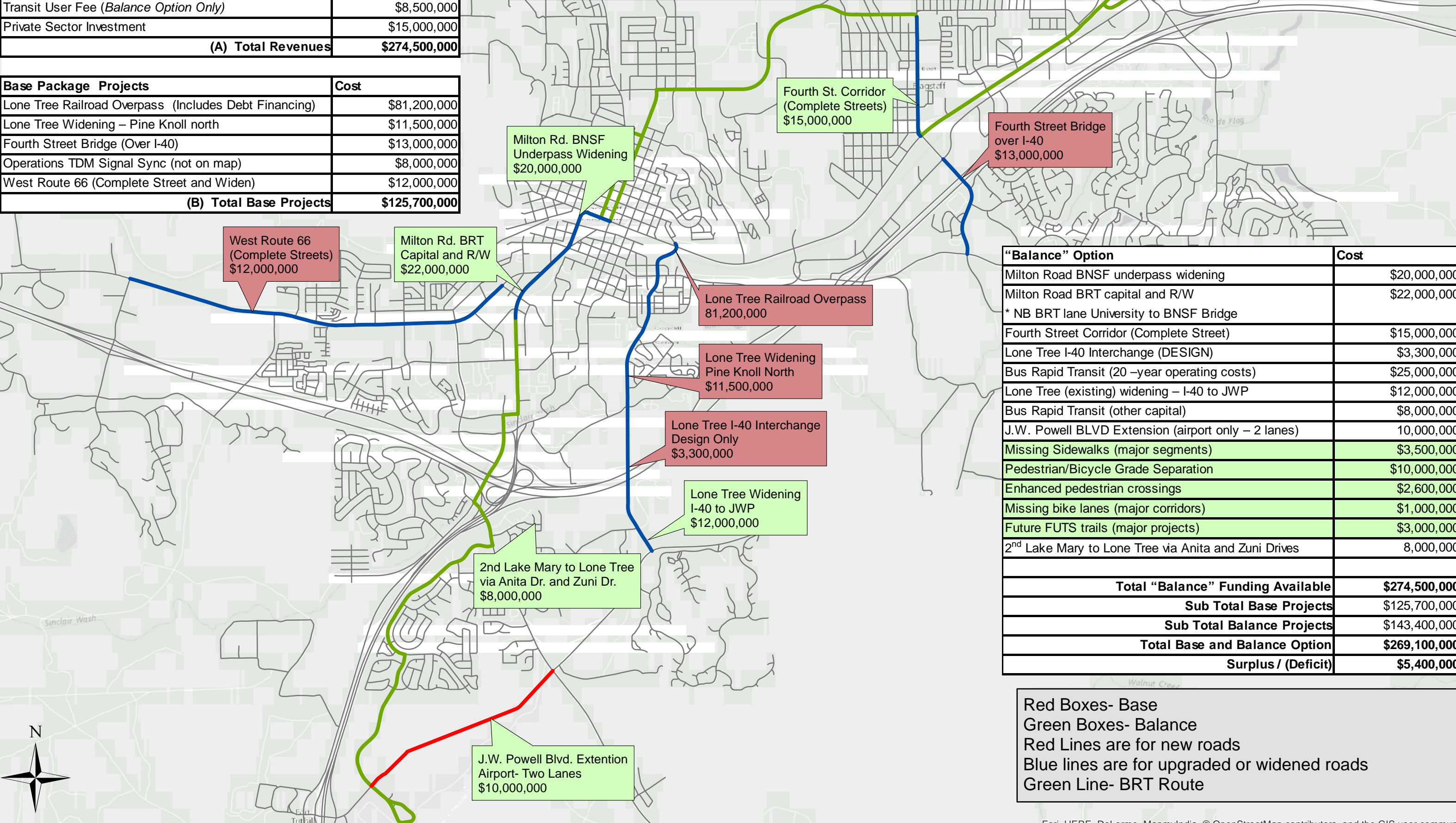


20 Year Budget

Potential Funding Source	20 Year Total
Transportation Tax Renewal at current .00426 Rate	\$195,000,000
Federal Transit Grants ( <i>Balance Option Only</i> )	\$40,000,000
ADOT Capital Projects (Federal and HURF)	\$16,000,000
Transit User Fee ( <i>Balance Option Only</i> )	\$8,500,000
Private Sector Investment	\$15,000,000
(A) Total Revenues	\$274,500,000

Base Package Projects	Cost
Lone Tree Railroad Overpass (Includes Debt Financing)	\$81,200,000
Lone Tree Widening – Pine Knoll north	\$11,500,000
Fourth Street Bridge (Over I-40)	\$13,000,000
Operations TDM Signal Sync (not on map)	\$8,000,000
West Route 66 (Complete Street and Widen)	\$12,000,000
(B) Total Base Projects	\$125,700,000

FMPO RTP Steering Committee  
"BALANCE"  
Project Bundle



"Balance" Option	Cost
Milton Road BNSF underpass widening	\$20,000,000
Milton Road BRT capital and R/W	\$22,000,000
* NB BRT lane University to BNSF Bridge	
Fourth Street Corridor (Complete Street)	\$15,000,000
Lone Tree I-40 Interchange (DESIGN)	\$3,300,000
Bus Rapid Transit (20 –year operating costs)	\$25,000,000
Lone Tree (existing) widening – I-40 to JWP	\$12,000,000
Bus Rapid Transit (other capital)	\$8,000,000
J.W. Powell BLVD Extension (airport only – 2 lanes)	10,000,000
Missing Sidewalks (major segments)	\$3,500,000
Pedestrian/Bicycle Grade Separation	\$10,000,000
Enhanced pedestrian crossings	\$2,600,000
Missing bike lanes (major corridors)	\$1,000,000
Future FUTS trails (major projects)	\$3,000,000
2 <sup>nd</sup> Lake Mary to Lone Tree via Anita and Zuni Drives	8,000,000
Total "Balance" Funding Available	\$274,500,000
Sub Total Base Projects	\$125,700,000
Sub Total Balance Projects	\$143,400,000
Total Base and Balance Option	\$269,100,000
Surplus / (Deficit)	\$5,400,000

Red Boxes- Base  
Green Boxes- Balance  
Red Lines are for new roads  
Blue lines are for upgraded or widened roads  
Green Line- BRT Route



# Blueprint 2040



Flagstaff City Council

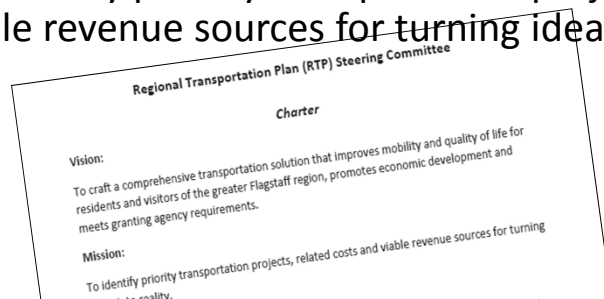


June 28, 2016

## PURPOSE

- To establish momentum on big projects
- To gain leverage and financial partnership

**MISSION:** To identify priority transportation projects, related costs and viable revenue sources for turning ideas into reality.





## Approach

- Respectful
- Gracious
- Consensus Based
- Time Constrained
- Results Oriented

## Results

- 7 Meetings since December
- Executive Summary Signed
  - Priority Projects
  - Funding Sources
  - Next Steps



# Blueprint 2040

## Overview of the FMPO Regional Transportation Plan

### Today's Purpose

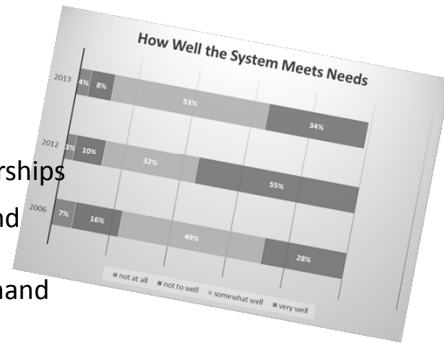
Provide the Board with ...

- a general policy direction set by the plan
- an overview of the Regional Transportation Plan content
- a sense of the outreach and analysis supporting the plan

## General Policy Direction – High Level

Based on trends, conditions, public input, and analysis

- Build a resilient, multimodal system
  - Focus on the Region's core
  - Special attention to safety
- Continue local funding and pursue funding partnerships
- "Defend" ADOT I-17 / I-40 / US 89 maintenance and investments
- Collaborate with private sector on supply and demand
- Invest in technology, data and analysis
- Coordinate and integrate across public service disciplines

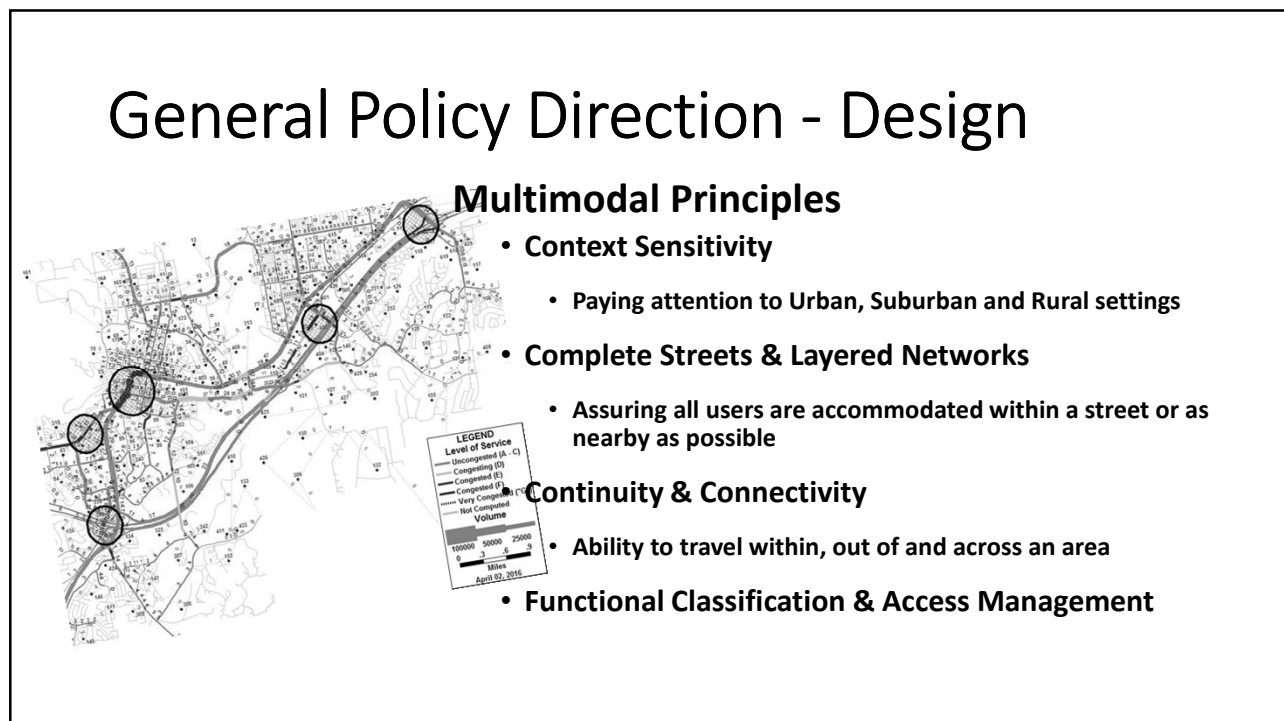
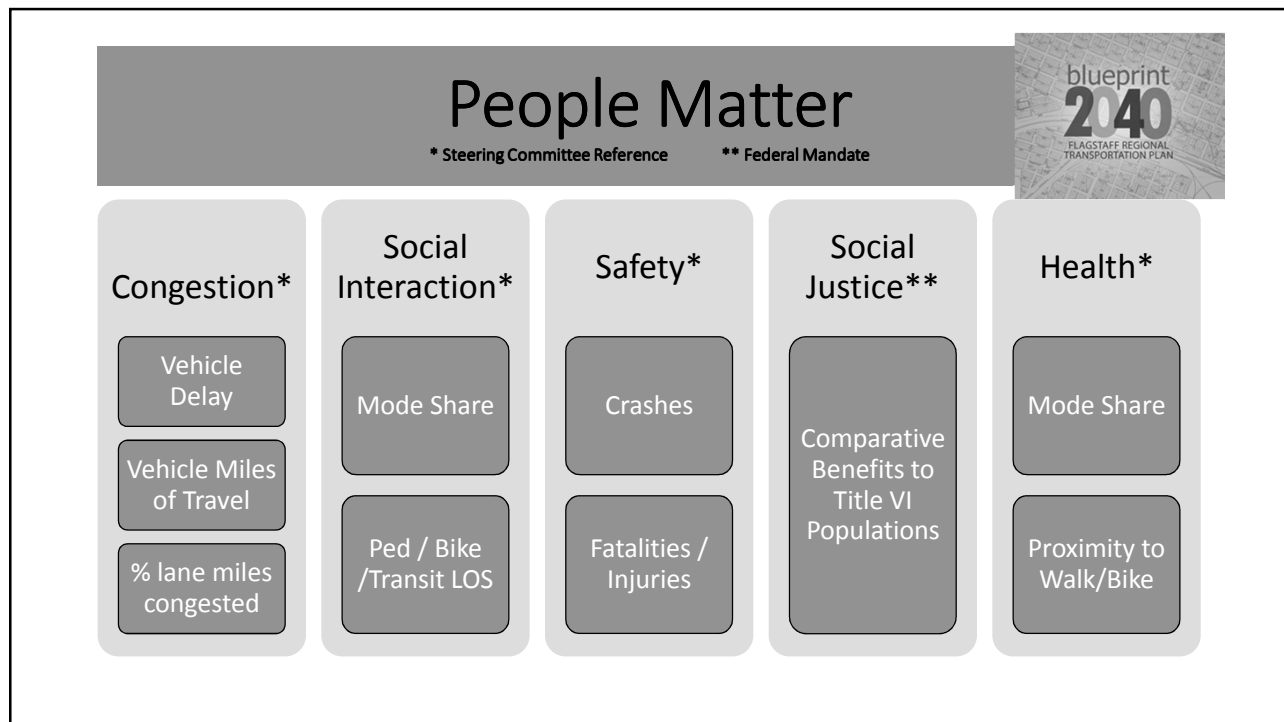


## General Policy Direction - Delivery

### Performance Measurement / Management / Monitoring

Measures are...

- Aligned with *Flagstaff Regional Plan 2030: Place Matters*
  - Guiding Principles and Transportation Goals
- Used to compare and choose between alternative systems and 20-year packages of programs
- Used to compare projects for prioritization and timing
- To be used to monitor success over time
- A federal mandate!



# Plan Overview

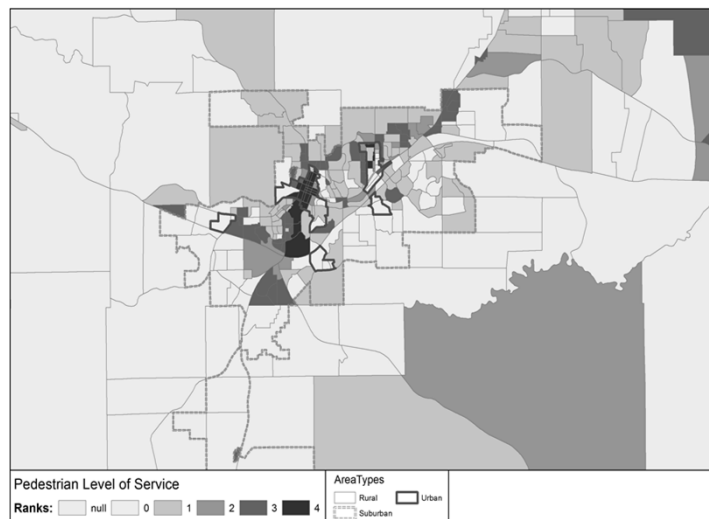
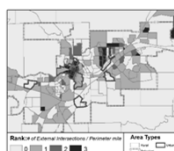
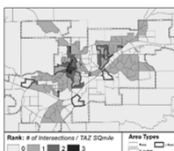
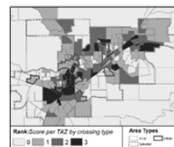
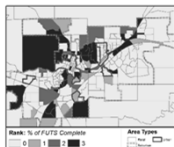
1. Introduction / Goals
2. Trends & Conditions
3. Public Input
4. Performance Measures
5. Investment Needs
6. System Plans and Planning Guidance
7. Fiscal Analysis
8. 20-Year Plan & Performance
9. 20-Year Program
10. Operations & Maintenance
11. Social & Environmental Concerns
- Appendices

## 6. Full System Plans & Performance

### PEDS & BIKES

### P-LOS

Pedestrian Level of Service  
A composite of multiple factors



## Public Participation: Activities



- Surveys
- City & County Boards & Commissions
- Focus Groups and Planning Studios
- Steering Committee
- Joint ADOT Long Range Plan meeting
- Conservation Study Forum
- Earned media / Cityscape
- Transportation “Plan-a-palooza”

## Schedule

- June-July: Complete analysis and draft
- End July: Launch public comment period
- August: Public comment / Boards & Commissions
- September: FMPO adoption process

Questions?



## CITY OF FLAGSTAFF

### STAFF SUMMARY REPORT

**To:** The Honorable Mayor and Council  
**From:** Karl Eberhard, Comm Design & Redevelopment Mgr  
**Date:** 05/18/2016  
**Meeting Date:** 06/28/2016



#### TITLE:

**Discussion/Presentation on the Historic Preservation Ordinance with a focus on Cultural Resource Studies and the Role of the Historic Preservation Officer**

#### DESIRED OUTCOME:

Present to Council and answer any questions

#### EXECUTIVE SUMMARY:

This report provides information about Historic Preservation with a focus on Cultural Resource Studies including the applicability, requirements, processes, decision making, authorities, and statistical history of the program. It also provides similar detail as to the role of the Historic Preservation Officer. The information is summarized, on one page, in the attached "At-a-Glance" flow chart.

#### INFORMATION:

##### **PART 1 - CULTURAL RESOURCE STUDIES**

##### **Background:**

##### **Why are Cultural Resource Studies Required?**

Regional Plan 2030: The adopted Regional Plan 2030 establishes the preservation of our heritage as an important policy of the City. "Preserving the region's heritage, including its design, building traditions, and cultural preservation, enhances the quality of life in the Flagstaff area. Our region's cultural and historic resources must be preserved, protected, and enhanced." "For cultural and historic resources to serve as meaningful focal points within the community, it is necessary to preserve archaeological sites, historic sites, and historic buildings of significance." Two Regional Plan 2030 goals specific to Cultural Resource Studies are:

*Policy CC.2.1. Actively locate, identify, interpret, and preserve historical, archaeological, and cultural resources, in cooperation with other agencies and non-governmental organizations, as aspects of our society for future generations to retain, understand, and enjoy their cultural identity.*

*Policy CC.2.3. Mitigate development impacts on heritage resources.*

City of Flagstaff Zoning Code: The Zoning Code identifies the following purpose for Cultural Resource Studies:

*To identify significant cultural resources and potential impacts of proposed development so that*

*mitigation measures can be established for major impacts prior to development of the property.*

The process was designed and considered to not restrict property rights and to be fair and reasonable in proportion to the nature of the proposal and the value of the resource.

## **What are Cultural Resources?**

Cultural resources are objects, structures, natural features, sites, places, and areas having historic, architectural, archaeological, cultural or aesthetic significance. In the Zoning Code, they are divided into historic and archeological types. Historic resources are most often buildings, but can be other structures, objects, sites, districts, and areas. Historic resources were generally created after European contact with native peoples and are most often above ground. Archaeological resources include remains from human activities prior to written records. They can be isolated elements like simple potsherds but can also be habitation complexes. Notably, cultural resources are finite and non-renewable resources that once destroyed cannot be returned to their original state.

## **What is a Cultural Resource Study?**

In brief, Cultural Resource Studies seek the answers to four questions:

Are significant resources present (defined in ZC 10-30.30-050.B)? While the determination criteria are more detailed, in general, a resource is significant if it is already on a registry of historic places; if it is associated with historic people or events; or if it embodies distinctive characteristics. For archeological resources, a resource can also be significant if it may still yield information for further scientific research. Part of understanding a resource and its significance is identifying the historic context - the period, the place, and the events that created, influenced, or formed the backdrop to the historic resources. Similarly, this research identifies the “the period of significance” – the span of time associated with its significance.

Does the resource have integrity (defined in ZC 10-30.30-050.C)? Historic integrity refers to whether or not the property authentically retains its historic appearance, its completeness, and if the remaining physical characteristics still illustrate the property’s significance. Has the character been retained? Would someone from the period of significance recognize the resource? Integrity is the composite of seven qualities: location, design, setting, materials, workmanship, feeling and association. Authenticity, or the lack of false history, is integral with integrity. As a result, preserving the original materials and avoiding re-created elements is important. Integrity and condition are not the same - a resource in poor condition can still retain integrity.

Will the proposed work negatively impact the resource (defined in ZC 10-30.30-050.D)? Change often preserves resources and can be positive from a preservation perspective by allowing buildings to have new uses and modern amenities. Negative impacts are those that compromise the integrity of the resource. Also, “readily reversible” is a special class of changes that have neither positive nor negative impacts. On one hand they are superficial and relatively inexpensive changes that often come about through maintenance, and that usually involve elements with relatively short life cycles (like paint). On the other hand, they can be elements (like additions) designed to allow the historic resource to dominate the overall design; to be compatible with the resource; and if removed, the original resource is intact or nearly intact.

How can negative impacts be mitigated (defined in ZC 10-30.30-050.E)? In most cases, project goals can be achieved in multiple ways. This portion of the study identifies steps that can be taken, or alternative design proposals, to mitigate proposed negative impacts on significant resources. Notably, the mitigation for a proposal to destroy the integrity of a significant cultural resource is complete documentation of the resource (i.e. additional more in-depth studies known as Phase 2 Cultural Resource Studies).

## **Authorities, Requirements, and Processes:**

[Author's Note: It may be assistive to have the attached "At-a-Glance" flow chart at hand when reading this section.]

### **What authorizes the requirement for a Cultural Resource Study and when are they required?**

Title 10 of the Flagstaff Municipal Code (Zoning Code), Division 10-30.30: Heritage Preservation, Section 10-30.30.050 Cultural Resources authorizes the requirement for a Cultural Resource Study.

When a development approval (permit) is sought, Cultural Resource Studies are required for buildings that are already recognized as historic, buildings that are over fifty years old, and for undeveloped land (ZC 10-30.30.050.A.2). However, this basic applicability standard has exceptions for buildings that are deemed "immediate hazards" by the Chief Building Official, maintenance work, and interior work (ZC 10-30.30.020.B).

The exclusion of interior work from consideration differentiates the Flagstaff requirements from similar assessments prepared for other cities, the State, or to meet Federal regulations and is a calibration of the Zoning Code requirements to the values of this community.

Further calibrating the Zoning Code to local values and distinguishing it from similar codes, there are additional exceptions that the Historic Preservation Officer (HPO) may determine as applicable (ZC 10-30.30.050.A.2.b):

1. Small undeveloped parcels, but in generally developed areas, are not required to seek archeological resources on the basis that such sites are generally already disturbed.
2. In adding these requirements to the development review process, the City Council specifically excluded production housing built after 1945. This is reflective of broad discussions within the heritage preservation industry that question the historic value of post-war housing.
3. Structures that lack integrity are exempt. Notably, the practice of the HPO, supported by the City Attorney's Office, has been only to exempt those that clearly lack integrity and when there is any doubt, when the answer is "maybe", a Cultural Resource Study is sought.

In the first (2011) version of these Zoning Code provisions, it was necessary to rely on industry standards (referenced in the Zoning Code) for the definition of "integrity". The 2016 revisions copied those standards directly into the Zoning Code.

4. Work that does not have major impacts; that does not diminish the significance or integrity of the resource; that is reversible; or that is temporary is exempt. Again, the practice of the HPO has been only to exempt those proposals that clearly do not have impacts and a Cultural Resource Study is sought when there is any doubt.

Projects designed to meet the Secretary of the Interiors' Standards for the Treatment of Historic Properties (the Standards) retain eligibility for the National Register of Historic Places (NRHP) and thus do not have impacts (ZC 10-30.30.050.F.2). Furthermore, projects formally or informally reviewed by the State Historic Preservation Officer (SHPO), with results indicating that NRHP eligibility is retained similarly do not have impacts (ZC 10-30.30.050.A.3.c(5)).

In the first (2011) version of these Zoning Code provisions, this exception was not clearly stated. In 2014 the City Attorney's Office expressed concern about the language. This was addressed in the short term by a moratorium on the use of this exception and in the long term by the 2016 Zoning Code revisions.

5. Minor work that is eligible for Consent Approval, a Certificate of No Effect (ZC 10-30.30.030.C), is exempt.
6. The 2016 Zoning Code revisions added "Other (site specific) circumstances under which it is reasonable to conclude that a Cultural Resource Study is not warranted." This reflects the desire

for the process to be reasonable and responsive.

*Decision: This applicability assessment is accomplished by the HPO as a standard part of the Inter-divisional Staff (IDS) review of proposed development projects or it is accomplished as a standard part of the review of a Building Permit when IDS review is not required.*

*Review Time: It has no additional review time implications for an applicant.*

*Historical Outcome: For 85% of development applications, a Cultural Resource Study is not required.*

[Author's Note: As projects with exceptions for "immediate hazards", maintenance work, and interior work are not tracked, statistics such as "85%" that have been provided in this report exclude such projects.]

### **What type of report is required and what is the process?**

Applicants or report preparers work with the HPO to determine the appropriate report type and format based on the specific circumstances of the site and the proposed work (ZC 10-30.30.050.A.3.a). The appropriate type of report may be an Archeological Resource Study or a Historic Resource Study, or both. They also work collaboratively to determine the appropriate report format (ZC 10-30.30.050.A.3.c) and there are three typical formats, or levels of consideration - Letter Reports, Phase 1 Reports or Phase 2 Reports.

Letter Reports (ZC 10-30.30.050.A.3.c.(1)): A Letter Report is appropriate when site conditions, historic records, or previous research or studies indicate that cultural resources are not likely to be present, the integrity of a cultural resource is already severely compromised, or the proposed work will not compromise the integrity of the cultural resource, and when no mitigation measures are warranted. Letter reports are intended to be informal and brief. The contents of the report are reduced to only address the subjects in question. If the situation cannot be addressed in a brief format, or if on-site inspection or research suggests that these conditions are not true, then a Phase 1 Cultural Resource Study is appropriate.

Having reports with reduced content is another way that the program was designed to be reasonable; that calibrates the Zoning Code to local values; and that distinguishes our requirements from similar programs.

*Decision: Letter Reports are accepted by the HPO (ZC 10-30.30.030.C.1.a) with oversight by the Heritage Preservation Commission (Commission) (ZC 10-30.30.030.C.2.b).* At regular meetings of the Commission, the HPO presents Letter Reports that were approved in the prior month, including a description of the resource and project, why a Letter Report was appropriate, and what were the results. The Commission in turn provides feedback to the HPO on any aspect of the project, determinations, or approval which is then used when future considerations are made by the HPO.

*Review Time: While Arizona law and our published application approval schedule allows 45 days, approvals are provided within a week.* For projects subject to IDS review, the preparation of these reports overlaps with, or runs parallel to, other development review processes and has no impact on development schedules. For projects that go directly to a Building Permit (no IDS review), there can be a delay for preparation of the report – the length of that delay being dependent on how fast a consultant can work. As far as approvals of the Letter Reports, the typical turn-around is measured in hours if not minutes.

*Historical Outcome: Letter Reports have been applicable for ten percent of all development applications – two-thirds of all required Cultural Resource Studies.*

Phase 1 Cultural Resource Study (ZC 10-30.30.050.A.3.c.(2)): Phase 1 Cultural Resource Studies are

the “baseline” requirement. Such reports formally identify the presence of cultural resources, evaluate the potential for additional cultural resources being discovered, assess the significance of identified and potential cultural resources, assess identified and potential impacts, and provide measures to mitigate major impacts on significant cultural resources. Again, if on-site inspection or research suggests that these conditions actually are not true, then the report is reduced to a Letter Report.

*Decision: Phase 1 Cultural Resource Studies are reviewed and accepted by the Commission only.* Like Letter Reports, the preparation of these reports overlaps with, or runs parallel to, other development review processes. Typically, in IDS cases, a delay is rarely the result and for direct to Building Permit cases, the process can cause delay.

*Review Time: While Arizona law and our published application approval schedule allows 45 days, the typical turnaround does not exceed thirty days.* There have been a handful of cases where an applicant has had to come back to the Commission to provide additional information and in one case the HPO needed to provide the Commission with additional information.

*Historical Outcome: Phase 1 Cultural Resource Studies have been applicable for 4.25% of all development applications – nearly all of the remaining circumstances wherein a Cultural Resource Study is required.*

Phase 2 Cultural Resource Study (ZC 10-30.30.050.A.3.c.(3)): When identified cultural resources are determined to be significant; when they retain integrity; and when total destruction of the resource’s integrity is proposed – only when all three conditions exist – it is appropriate to mitigate the loss of the resource via the preparation of a Phase 2 Cultural Resource Study. The Zoning Code specifies an “order of preference” for mitigating impacts on resources (ZC 10-30.30.050.E.3b). For historic resources, a Phase 2 Cultural Resource Study is the least desirable mitigation measure – the recovery of data. In these cases, where there is a proposal to destroy an intact significant cultural resource, the materials of a Phase 1 Cultural Resource Study are supplemented with as-built drawings so that there is a complete record of the resource prior to its destruction.

Notably, this documentation requirement does not prevent an applicant from destroying an intact significant cultural resource. So, while approximately 10% of identified significant resources have been destroyed even when the applicant was aware of the value, 90% of applicants have made proposals that do not destroy the resource.

*Decision: Only the Commission determines when a Phase 2 Cultural Resource Study is required, and review and acceptance of the report is only by the Commission.*

*Review Time: When the Commission requires a Phase 2 Cultural Resource Study in response to reviewing a Phase 1 Cultural Resource Study, thirty additional days is normal.* However, the conditions that establish a requirement for a Phase 2 Cultural Resource Study are defined by the Zoning Code and the requirement is very predictable (ZC 10-30.30.050.A.5). As a result, some applicants – understanding the value of the resource and the major impacts of the proposal – choose to provide the Phase 2 Cultural Resource Study on their first submittal and thus they do not experience the additional review time.

*Historical Outcome: Phase 2 Cultural Resource Studies have been required for 1.5% of all development applications.*

In addition, the Zoning Code has provisions for Phase 3 Archeological Reports (ZC 10-30.30.050.A.3.c.(4)). These are extremely rare reports that address circumstances where archeological artifacts are physically recovered from the field and curated at a museum. None have been required during the five years since these requirements have been in place.

Appeal Process (ZC 10-30.30.080): Anyone or any entity aggrieved by a decision of the HPO in interpreting, applying, or enforcing the provisions of the Heritage Preservation Chapter of the Zoning

Code properly appeals the decision to the Commission. The practice of the HPO has been to offer a referral to the Commission – thus avoiding the time and expense of an appeal - whenever an applicant appears dissatisfied (per ZC 10-30.30.030.C.2.a). Similarly any decision of the Commission is properly appealed to the City Council. There are no provisions to appeal the decisions of the HPO to City management, State agencies, or directly to the City Council.

### **Additional Requested Information:**

#### **Who prepares Cultural Resource Studies?**

For most development projects, applicants hire professionals to prepare application materials. These include land surveyors to map the land, water courses, trees, and other natural resources; architects to design the site and buildings; and engineers to design the storm water systems and to assess the traffic and other impacts. Similarly, applicants hire qualified consultants to prepare these reports addressing potential impacts to cultural resources. These professionals must be qualified in accordance with the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* (ZC 10-30.30.050.3.b).

#### **How much do Cultural Resource Studies cost?**

In 2001 when the City Council considered the Zoning Code changes that required Cultural Resource Studies, the Council specifically asked about the expected costs of this documentation. This was and still is difficult to determine due to the varied nature of resources, the complexity of resources and project proposals, and due to the varied costs of consultant services. However, the costs that have been reported to the HPO have been as predicted for Letter Reports and Phase 1 reports and substantially less than predicted for Phase 2 reports. In addition, on behalf of the City, the HPO has ordered several Cultural Resource Studies for our projects and the costs have been consistent with the expectations.

Letter Reports generally cost between \$500 and \$1,000 and Phase 1 Cultural Resource Studies cost between \$2,500 and \$5,000. Phase 2 Cultural Resource Studies were predicted to be double the cost of a Phase 1 Cultural Resource Study or more. The actual cost has been much less – most have cost less than \$5,000 for both the Phase 1 and Phase 2 documentation.

#### **What becomes of these reports?**

Projects plans, impacts reports, and other development application materials, including Cultural Resource Studies, are public records and are maintained at the offices of the City, specifically at City Hall, pursuant to an established records retention schedules. Citizens may, and do, review the reports at City Hall. Only archeological reports are withheld pursuant to Federal law and the Zoning Code (ZC 10-30.30.050.A.4.b).

Staff has been working to make the Historic Resource Studies *more* available than other public records through curation at the Cline Library. Language regarding this curation in the 2011 version of the Zoning Code was determined to be legally insufficient. The language was addressed in the 2016 Zoning Code revisions and staff looks forward to being able to make these public records *more* available to the public in the future.

#### **How has it been going?**

Since the adoption of the new Zoning Code (November of 2011), nearly 400 development applications have been assessed for the need of preparing a Cultural Resource Study. The applicability of the Cultural Resource Study requirements has been as follows:

- 85% - Cultural Resource Study not required.
- 10% - Letter Report required.
- 4.25% - Phase 1 Cultural Resource Study required.

1.50% - Phase 2 Cultural Resource Study required.

Notably, fewer projects are getting the higher levels of review than was expected when the City Council considered these requirements.

During this time, as the reports have provided the information necessary for informed decisions, many projects have been conceptualized or changed to address the resources in an appropriate way. Just a few examples:

- 23 S. Agassiz Street was originally proposed for demolition and has since become a full restoration project.
- 623 N. Leroux Street was re-designed to be an exemplary adaptive re-use of an historic house.
- The historic house on the site of the HUB is proposed to be moved instead of demolished.
- The Babbitt House on North Beaver Street is proposed to be moved instead of demolished.
- Previously unknown “pit houses” were found off Rain Valley Road and are being avoided in the development.
- The pending Timber Sky development incorporated historic features of the McAllister Residence site into the design of their park and incorporated historic themes into the project design and street names.

Several resources that could have been saved – preserved, relocated, or incorporated into a development, were not.

## **PART 2 – THE ROLE OF THE HISTORIC PRESERVATION OFFICER**

### **What are the enabling ordinances that direct this position?**

The role of the Historic Preservation Officer is enabled by Title 10 of the Flagstaff Municipal Code (the Zoning Code), Chapter 10-20: Administration, Procedures, and Enforcement - Section 10-20.20.060.

### **What are the duties of the Historic Preservation Officer?**

The day-to-day duties of the HPO relative to Cultural Resource Studies have been illustrated above (Authorities, Requirements, and Processes). These preservation activities are assigned to the HPO and authorized by the Zoning Code (ZC 10-20.20.060):

- A. Develop and direct all heritage preservation projects, activities, and investigations;
- B. Conduct an ongoing survey(s) to identify objects, structures, natural features, sites, places, and areas within the City having historic, architectural, archaeological, cultural or aesthetic significance for the nation, region, State, or City;
- C. Keep and maintain the Flagstaff Register of Historic Places;
- D. Provide technical assistance and make professional recommendations on preservation matters that are brought to the Heritage Preservation Commission, other commissions, or the Council;
- E. Make recommendations to the Heritage Preservation Commission on the designation of cultural resources as Landmarks or as Historic Districts;
- F. Assist the Director with all matters pertaining to heritage preservation;
- G. Serve as liaison between the City and the State Historic Preservation Officer and other government and non-governmental agencies in all matters pertaining to heritage preservation; and,
- H. Serve as liaison between the Heritage Preservation Commission and the public, property owners, other City staff, the Council, and other government and non-governmental agencies in all matters pertaining to heritage preservation.

Please find the following descriptions of day-to-day duties of the HPO *not* illustrated above (Authorities, Requirements, and Processes):

- A. Prior to the 2011, the Land Development Code inconsistently included application submittal requirements that were often also inconsistent with actual practice. With the 2011 Zoning Code,

the submittal requirements for various development applications were removed from the text of the code - they are now prepared by staff and published separately. This change was not done in the Heritage Preservation chapter. The 2016 Zoning Code revisions changed the Heritage Preservation chapter to be consistent with other development application processes which in turn placed the preparation of submittal requirements with the HPO. While the HPO has developed a "working version" that utilizes the requirements removed from the text of the code, the HPO is currently working with the Commission to finalize the requirements.

- B. The HPO follows approved projects to assure that what is built is consistent with what was approved. The Building Inspectors seek confirmation of this from the HPO prior to issuance of a Certificate of Occupancy.
- C. As a Certified Local Government (CLG), SHPO consults with the City of Flagstaff when matters of preservation in Flagstaff come within their jurisdiction. For private development, this is typically relative to the property tax incentives for historic preservation. Such consultations are specifically directed to the HPO (ZC 10-20.20.060.G) and include discussions of development reviews, approvals, and processes by the City; the work proposed and performed; and often the opinion of the HPO as to appropriate actions by SHPO.

In addition to direction provided by the Zoning Code and the Standards, the HPO consults with SHPO as needed on matters of preservation in Flagstaff. This typically involves assistance with interpretations of significance, integrity, impacts, or mitigation measures.

In developing the Zoning Code in 2011, the SHPO provided numerous materials and suggestions that were used to prepare the proposed programs and language of the code. Prior to the adoption by the City Council, the SHPO reviewed and commented on the final draft of the Heritage Preservation chapter. They recommend not excluding the building interiors from consideration and they commented on the use of the term "cultural resource" - suggesting the use of other terms such as "historic resource" and "archeological resource".

It may also be helpful to understand what HPO does not do:

- A. The HPO does not require the preparation of a Cultural Resource Study. Cultural Resource Studies are required by the Zoning Code (ZC 10-30.30.050.A.2) and the role of the HPO (ZC 10-20.20.060.H) is simply to inform applicants of the requirement and to assist them in the process.
- B. Unlike other Arizona cities, the HPO does not decide if a resource is significant, nor does the HPO determine or impose mitigation measures. With strict guidelines and under limited circumstances, the HPO may determine *a lack of integrity* or *a lack of impacts* (ZC 10-30.30.050.A.2.b). The significance, integrity, impacts, and mitigation measures are determined by the consultants of applicants.
- C. The HPO works with applicants and consultants to initially determine the appropriate type and format of reports and what "level of report" (Letter Report, Phase 1, or Phase 2) is appropriate. However, with the exception of Letter Reports, what is accepted, what is ultimately required, is determined by the Commission.
- D. Outside of the local historic districts, the HPO does not require that an applicant follow any preservation standards or guidelines. However, if an applicant wishes to utilize the "no major impacts" exception (ZC 10-30.30.050.A.2.b), they are directed to the Standards. The HPO provides technical advice when requested.

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**Attachments:**     [Powerpoint Slides](#)  
                             [At-a-Glance Flow Chart](#)



# City of Flagstaff

# Cultural Resource Studies and The Role of the Historic Preservation Officer

Karl Eberhard  
Historic Preservation Officer  
June 28, 2016



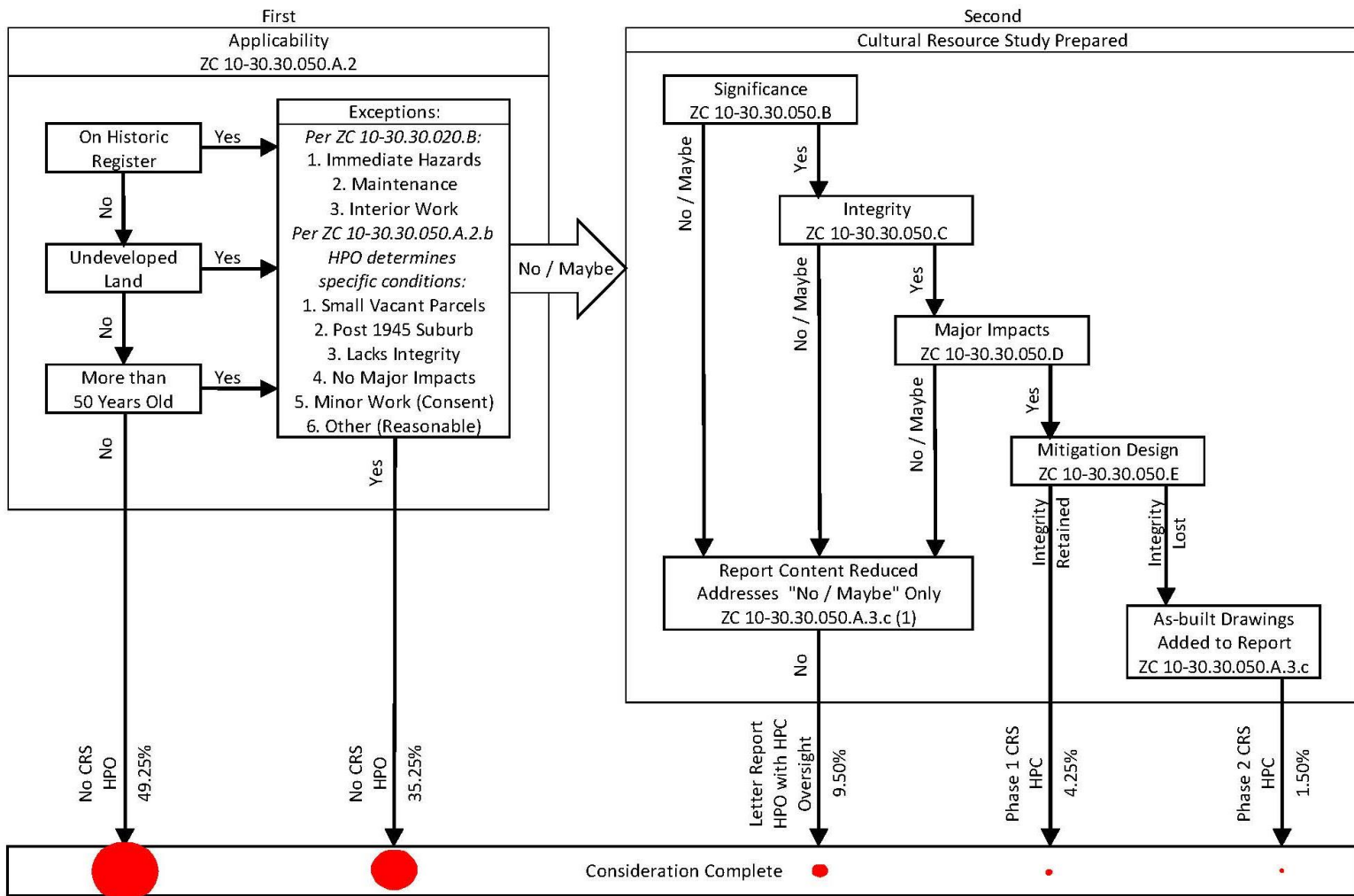
## TEAM FLAGSTAFF

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# Cultural Resource Studies

City of Flagstaff Zoning Code: Assessment of Cultural Resources



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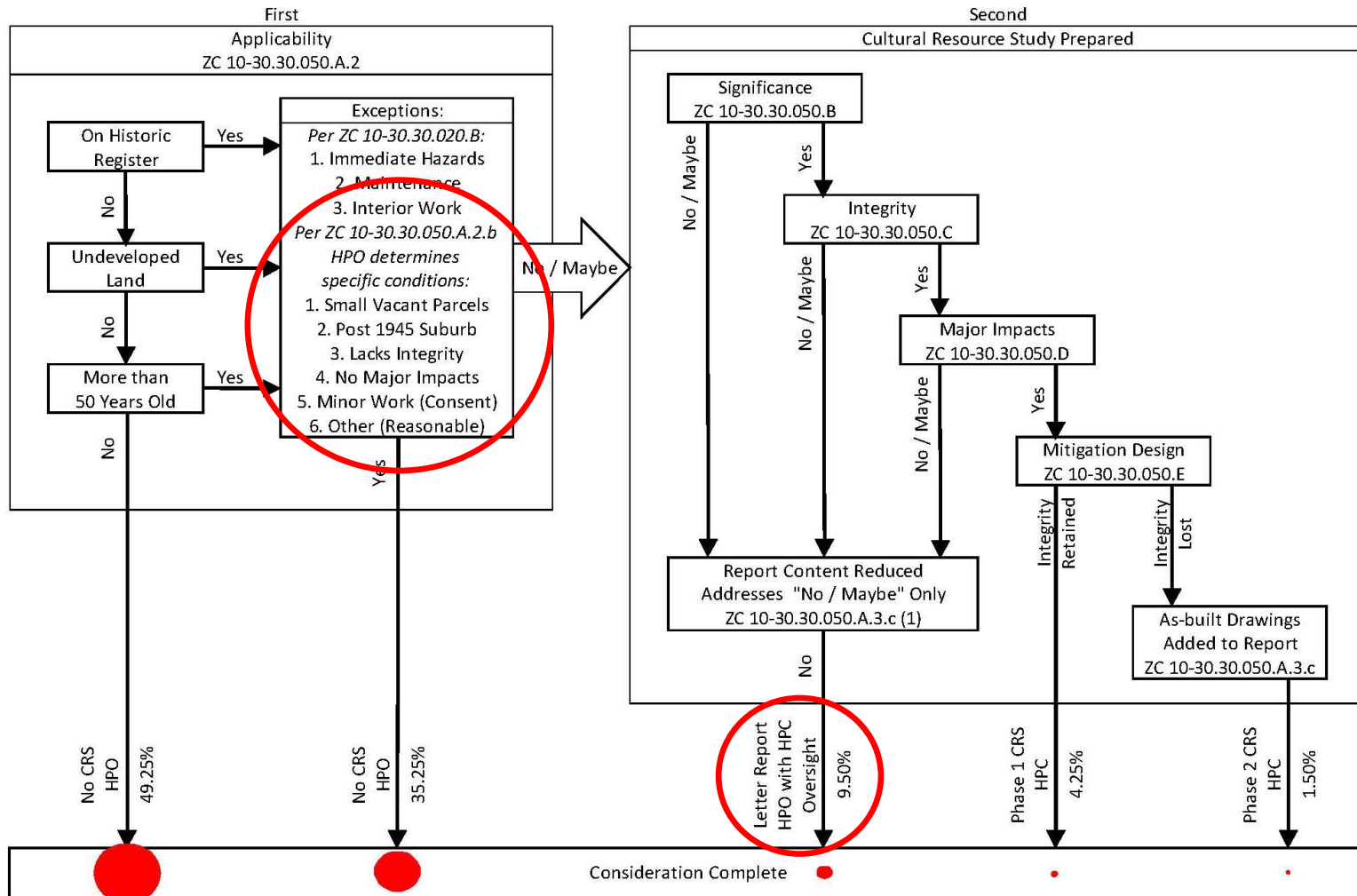






# The Role of the HPO

## City of Flagstaff Zoning Code: Assessment of Cultural Resources



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# City of Flagstaff Zoning Code: Assessment of Cultural Resources

