

WORK SESSION AGENDA

CITY COUNCIL WORK SESSION
TUESDAY
AUGUST 30, 2016

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

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. **Pledge of Allegiance**

3. **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

4. **Preliminary Review of Draft Agenda for the September 6, 2016, City 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. **Discussion of Minor Amendments to Chapter 3 of the Flagstaff Regional Plan 2030.**
7. **Thorpe Park Sculpture Presentation.**
8. **Discussion of Old Walnut Canyon Road.**
9. **Discussion on Tequila Sunrise.**
10. **Presentation on Education Outreach for Prop 411 (Transit) and Prop 412 (Municipal Courthouse).**
11. **Review of Draft Agenda Items for the September 6, 2016, City Council Meeting.***
** Public comment on draft agenda items will be taken at this time, at the discretion of the Mayor.*
12. **Public Participation**
13. **Informational Items To/From Mayor, Council, and City Manager; future agenda item requests.**
14. **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: Sara Dechter, AICP, Comprehensive Planning Manager

Date: 08/16/2016

Meeting Date: 08/30/2016



TITLE:

Discussion of Minor Amendments to Chapter 3 of the Flagstaff Regional Plan 2030.

DESIRED OUTCOME:

Discussion of proposed amendments to Chapter 3 of the Flagstaff Regional Plan 2030, with particular attention to direction from the Council on treating changes to Rural Area Types on the Future Growth Illustration as major or minor plan amendments.

EXECUTIVE SUMMARY:

The purpose of the minor amendments to Chapter 3 is to ensure a fair and transparent public process for all plan amendments and specific plans. The amendments would achieve this by creating a clear description of which development applications and City projects will require a major or minor plan amendment, clarifying the role of specific plans, filling in information missing from the current chapter, and reorganizing information in a more logical sequence. Staff has limited the scope of this minor amendment to the content of Chapter 3. Changes to other Plan chapters may be considered as part of the future work program.

INFORMATION:

COUNCIL GOALS:

- 7) Continue to implement the Flagstaff Regional Plan and focus efforts on specific plans
- 8) Improve effectiveness of notification, communication, and engagement with residents, neighborhoods and businesses and about City services, programs, policies, projects and developments

REGIONAL PLAN:

Policy CC.1.3. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas like mountains, canyons, and forested settings.

Policy LU.1.1. Plan for and support reinvestment within the existing city centers and neighborhoods for increased employment and quality of life.

Policy LU.1.6. Establish greater flexibility in development standards and processes to assist developers in overcoming challenges posed by redevelopment and infill sites.

Policy NH.6.1. Promote quality redevelopment and infill projects that are contextual with surrounding neighborhoods. When planning for redevelopment, the needs of existing residents should be addressed as early as possible in the development process.

Goal ED.1. Create a healthy environment for business by ensuring transparent, expeditious, and predictable government processes.

Policy ED.1.2. Steadily improve access to easily understandable public information.

Amendment Overview

City staff is proposing minor plan amendments to the Flagstaff Regional Plan 2030, Chapter 3 How the Plan Works, as described in the Regional Plan Annual Report 2015. The Flagstaff Regional Plan 2030 (Regional Plan) is the General Plan for the City of Flagstaff. The amendment includes several types of proposed changes:

- 1) Changes proposed to major plan amendment categories and criteria (with options for addressing changes from Rural to Suburban Area Types),
- 2) Clarifications regarding minor plan amendment categories and procedures,
- 3) Adopt a clear and legally accurate description of specific plans,
- 4) Clarifications about the role of the City Council, and
- 5) Non-substantive editorial changes to the Chapter.

The reasons for these proposed changes are because of factual errors in some of the language, vague descriptions that make it difficult to understand the categories for amendments, incomplete information about the relationship of the Plan to other laws and regulations, and illogical gaps in the categories provided in the ratified Regional Plan.

At this work session, staff is seeking feedback from the Council on the proposed amendments. In addition, the City Council has some options to consider regarding the Rural to Suburban amendment category (see Attachment D for details).

Staff's original proposal for the Rural to Suburban category was to have all plan amendments in this category be minor, because conditions of approval cannot be as effectively enforced when attached to a plan amendment compared to a zoning case. Public comment since the Planning and Zoning Commission's review has been centered on this issue and staff is offering to City Council three options for consideration.

- Option A: Treat all changes from Rural to Suburban as minor amendments (original proposal).
- Option B: Keep current major plan amendment category of Rural to Suburban greater than 20 acres.
- Option C: Only require a major amendment for Rural to Suburban area type proposals more than ¼ mile from an activity center.

Attachment A: Description and Analysis of Proposed Amendments to Chapter 3 – How this Plan Works provides a before and after comparison of the key changes, their rationale, and an analysis of how the changes support the implementation of the Regional Plan. The proposed plan amendment is provided with and without track changes in Attachments B and C. Attachment B shows the proposed amendments to the Regional Plan. Attachment C is a clean version that shows the proposed amendments accepted. Attachment D explains options for treating changes from Rural to Suburban Area Types.

Project Background

The Regional Plan was ratified by voters in May 2014. In May-June 2015, The Comprehensive Planning staff presented the first annual report to the Commission and the Council. Throughout the first year of introducing the Regional Plan to staff, citizens and officials, numerous questions, concerns, and inconsistencies were brought to the staff's attention. The 2014 Regional Plan Annual Report stated that staff had "identified over 85 changes to text and maps needed to address editing errors, legal issues, and to clarify assumptions and the relationship between different sections." Rather than bringing so many unrelated edits forward at once, staff proposed five "amendment tasks" that provided a meaningful way to organize related changes and to provide a chance for the Commission, Council, and the public to have input in how the ongoing work of maintaining the Regional Plan could proceed. The Council gave staff direction to proceed with these amendment tasks. The first amendment task was completed in December 2015 with a comprehensive update of Map 25 (Road Network Illustration) and Chapter 10, Transportation, to bring them into compliance with State law and to remove inconsistencies with the

Engineering Standards that were missed in earlier reviews. During the review of the Map 25 plan amendment, the issues with the categories for major plan amendments became obvious to the Commission and they included in their recommendation to the Council to “prioritize updating the table of Major and Minor Plan Amendments on Page III-9 as the next highest priority for the Comprehensive Planning Program work plan.”

Records from the Citizens’ Advisory Committee showed that the groups did not review or discuss the major plan amendment categories and that the categories were first introduced at the public hearings for the final draft of the Regional Plan. The City Council did not bring forward any discussion items related to the major plan amendment process. The Comprehensive Planning Manager interviewed six former CAC members related to the committees review of Chapter 3 and confirmed that discussion related to this issue was minimal and therefore its importance not well understood at the time. However, in the two years since the plan was ratified the categories have been an area of intense scrutiny for Planning and Development Services staff. Given this lack of review, these proposed updates provide a second chance for the public, staff, the Commission and Council to discuss the major plan amendment categories and what would be most appropriate for the Regional Plan.

Context of Major and Minor Plan Amendments

There are three legal mechanisms that work together to establish the process for major and minor plan amendments of the Regional Plan. The first is A.R.S. §9-461.06. Adoption and amendment of general plan; expiration and readoption. This statute requires that the City “Adopt written procedures to provide effective, early and continuous public participation in the development and major amendment of general plans from all geographic, ethnic and economic areas of the municipality.” The statute only discusses procedures, and leaves the decision of what changes trigger the major amendment process to each municipality.

The minimum requirements for the major plan amendment process are:

- Major plan amendments must be completed prior to submittal of rezoning or annexation applications;
- A 60 day review of the proposed major plan amendments is required by specific agencies and anyone who requests such opportunities;
- Planning and Zoning Commission will hold two or more public hearings at different locations within the municipality to promote citizen participation; and
- The City Council will review all major plan amendments at a single public hearing during the calendar year the proposal is made.

Flagstaff City Code Title 11-10, General Plan Amendment, further refines the procedures by adding the requirement for a neighborhood meeting or Citizen Review Session, and by providing procedures for minor plan amendments and adoption of new elements. In Flagstaff, minor plan amendments do not require a review period and only require one public hearing with the Commission before presentation to the Council. Minor plan amendment applications can be processed concurrent with applications for rezoning and annexations.

In June 2014, approximately a year after adopting the Regional Plan, the Council adopted amendments to Title 11 to clarify procedures and to remove content that related to the previous version of the Plan. Clarifications about submittal requirements were also needed, but these were put on hold pending completion of the Chapter 3 plan amendment and consideration of how to address impact analyses for major and minor plan amendments and specific plans.

The Regional Plan provides the last piece of the major plan amendment puzzle by establishing categories of amendments that will be subject to the major plan amendment procedures found in A.R.S §9-461.06 and Title 11 of the City Code. Chapter 3 of the document also describes the status of specific plans and how they relate to the General Plan, as well as how the plan will be used by City staff and the community.

Public Participation

The amendment was available for a 30-day public review in March and April. The Planning and Zoning Commission held a public hearing on May 25th and recommended the amendment for adoption. The resolution is scheduled for vote by the City Council on September 6, 2016.

The goal for updating Chapter 3 was not to rewrite the entire plan or to reinvent policies that had been well vetted during the CAC process. The Public Participation Plan (Attachment E) was designed to begin working from the knowledge of those who developed the plan and then to provide opportunities for wider feedback from the public. Interviews with former CAC members and interest groups involved in developing the Plan was the first step in the public involvement process. These conversations confirmed that there was little discussion of these items prior to Plan ratification. The feedback received and questions asked during these interviews were important in informing the draft proposal.

Once the required proposal was complete, staff sent out the document for a 30-day public review. There is no review period for minor plan amendments, but staff believed it would be difficult to gather meaningful public involvement without one. During the public review, a public work session with the Planning and Zoning Commission and an Open House (Attachment F) was scheduled. The changes proposed were available to discuss interactively on the Flagstaff Community Forum. Staff received comments from nine individuals during the public review. These comments gave important insight into how to make the proposal better and how well it kept with the desires of the community for involvement in revisions to the Regional Plan. Staff carefully reviewed and considered all of these comments and has provided written responses to them (Attachment G). Attachment H shows how the comments were incorporated between the Public Review and the final draft. In the draft, there are two colors of track changes: Red changes were proposed by staff for the public review and blue indicates a change made as a result of the public review.

Attachments: [AttA.Description](#)
 [AttB.TrackChanges](#)
 [AttC.Replacement Pages](#)
 [Att.D](#)
 [Att.E](#)
 [Att.G](#)
 [Att.F](#)
 [Att.H](#)

Description and Analysis of Proposed Amendments to Chapter 3 – How this Plan Works

Description of Key Changes and Rationale

The Flagstaff Regional Plan 2030 (Regional Plan) was ratified by voters in May 2014. In May to June 2015, The Comprehensive Planning staff presented the first annual report to the Commission and the Council. The first Annual Report included the following proposed task:

“Amendment Task 1: Make list of major and minor plan amendments clearer and more comprehensive. The table “Proposed Regional Plan Amendment Processes” on page III-9 does not include a complete list of possible amendments and some requirements are unclear. The changes to the text can be processed as a minor amendment starting in 2015. This work was given a high priority because it affects all subsequent amendments.”

Council gave direction to staff to move forward with these planned updates and re-affirmed that direction in December 2105, when adopting the first major plan amendment to the Regional Plan. In addition to the amendment’s purpose as supported by Council, staff is also proposing changes within Chapter 3 that clarify the procedures for minor plan amendments, the role of Specific Plans and minor changes to other Chapter content to ensure clarity for all users of the Plan. Overall, staff believes that these changes will result in a process that is explicit, well-reasoned and fair to the public and applicants.

Changes Proposed to Major Plan Amendment Criteria

The Regional Land Use and Transportation Plan (RLUTP) was the Plan that preceded Regional Plan. The RLUTP had 18 parcel-specific land use categories that determine compliance. Because the land use categories were more specific, the document took a simpler approach to major plan amendment categories and adopted the following:

- Category 1: Any increase of intensity of residential land use category of 80 acres or more;
- Category 2: A change from a residential land use classification to a non-residential land use category of 40 acres or more; and
- Category 3: Any change of non-residential land use category of 20 acres or more.

The Regional Plan has a more flexible land use classification system, but more detailed criteria for major plan amendment categories. The current table describing criteria for major plan amendments in the Regional Plan includes a list of minor plan amendments that are not exhaustive and have been confusing in several cases. Under A.R.S. 9-461.06, any change to the Regional Plan after ratification must be processed as a minor amendment if it is not identified as a major amendment category. Appendices are therefore the only part of the document that can be updated without following the plan amendment procedures and approval from the City Council.

The table on page 2 compares the current criteria in the Regional Plan and the criteria proposed under this plan amendment. Each subheading that follows explains the rationale for the proposed changes and their origin.

Table 1: Comparison of Current and Proposed Criteria for Major Plan Amendments

Category	Current Criteria	Proposed Criteria
Urban Growth Boundary	Any expansion of the urban growth boundary that requires an expansion of utility infrastructure as determined in an utility analysis	Expansion of the urban growth boundary that requires an expansion of public utility infrastructure, except where services are already provided, or for the purpose of designating Parks/Open Space area type.
Employment Area Type	Any change to the boundaries of employment areas to urban, suburban, or rural area types	Reduction of the employment area type, unless offset by an exchange of acres within the same master planned area.
Urban to Rural Area Type	<ul style="list-style-type: none"> Urban to rural of any size Rural to urban of any size 	Changes from urban to rural or rural to urban area types.
Parks/Open Space Area Type	Any reduction to the boundary of land purchased for conservation. (Only applied to Open Space)	Reduction of the land designated for conservation and active or passive recreation.
Urban to Suburban and Suburban to Rural	<ul style="list-style-type: none"> Urban to suburban greater than 10 acres Suburban to urban greater than 10 acres 	<ul style="list-style-type: none"> In activity centers, changes to area types that reduce the range of intensity, density and mix of uses, except where done to protect natural or cultural resources. In neighborhoods and along commercial corridors, more than ¼ mile from an activity center, changes from suburban to urban area types.
Rural to Suburban	Rural to suburban greater than 20 acres	Option A: Treat all changes from Rural to Suburban as minor amendments (original proposal) Option B: Keep current category. Option C: Only require a major amendment for Rural area types more than ¼ mile from an activity center
Activity Centers	Addition of a new activity center; Specific Plan needed	<ul style="list-style-type: none"> Addition or deletion of an activity center Moving the center of an activity center more than ½ mile from its original location. Reduction in the category of an activity center (urban to suburban, suburban to rural, or regional to neighborhood) without creating a proportional increase in the scale of an activity center elsewhere in the Flagstaff region.
Corridors and Great Streets	<ul style="list-style-type: none"> Any commercial activities proposed outside of the activity center and along a corridor that is not contiguous to the activity center. Addition of a corridor or great street; Specific Plan needed. Extension of a corridor or great street more than a 1/4 mile in length. 	No major amendment categories specific to Corridors or Great Streets. All amendments would be processed as minor amendments. See Urban/Suburban/Rural for related amendment.
Special Districts	No category	Creation of a new special district, or reduction in the size of a special district.
Goals and Policies	No category	Add or delete a goal or policy in any chapter of the Plan.

Each heading below explains how the category and related criteria were addressed prior to 2014 under the RLUTP, how it is treated under the current plan, how it is proposed to be treated and if there are any other options in how to amend in Chapter 3.

Urban Growth Boundary

Under the RLUTP, expanding the urban growth boundary was not a major plan amendment. The current Regional Plan was designed to accommodate a 100 year water supply through the land uses proposed. All of the areas within the urban growth boundary have a utilities analysis, such as the West Route 66 Corridor Study, or were included in the 100 year water supply assumptions. Providing utility services beyond this boundary requires a reexamination of assumptions in the Regional Plan and the Utilities Master Plan. The changes are proposed to clarify the meaning of a “utility analysis,” and to make an exception when providing minor utilities for open spaces and parks.

Employment Area Type

Under the RLUTP, changes to employment or industrial land uses were minor unless the change exceeded 20 acres. With the current Regional Plan, the supply of suitable vacant and redevelopable lands for research and development, business parks and industrial uses was carefully analyzed to create adequate supply and site selection for business attraction and the long term economic security of the community. The scarcity of the land and its relative value to meeting the community’s long range projections supported protection of this area type with a major plan amendment category. Several of these areas are already master planned business parks or places where a master plan would be advisable for future development. For this reason, staff proposes that minor flexibility to allow for employment area types to be relocated in the interest of achieving master plan goals would be allowable. Staff also recommends that changes from Employment to Special Districts and Parks/Open Space be elevated to major plan amendments, since these requests could have the same impact on the available supply as Urban, Suburban and Rural. This would not restrict the ability to have park space within business parks, so long as the uses are compatible with and in support of the areas purpose.

Urban to Rural Area Type

In the Regional Plan, Urban Neighborhoods are generally laid out on a grid, two stories and taller and eight units per acres or more (Page IX-35), while Rural Neighborhoods are typically 0.2 to 1 unit per acres and may be clustered to protect open space. These two area types are so fundamentally different that a major plan amendment is assumed to be warranted if a change from one to the other is proposed. The proposed amendment would not make any substantive changes to this category.

Parks/Open Space Area Type

Under the RLUTP, parks and open space land use changes did not require a major plan amendment. Under the current Regional Plan, open space is elevated to a major plan amendment but parks, which may or may not be designated for open space, are not. The proposed amendment would expand the land use category from only those “purchased for conservation” to any “designated for conservation and active or passive recreation.” Expanding the definition requires some flexibility because some areas within open space and parks are also used for utilities or other public facilities. Therefore the footnote for this category states, “Public facilities, such as tanks, utilities, roads, and staging areas may be located within the Parks/Open Space area type. If these facilities have substantially altered the natural environment or created a brownfield site, removing them from the Parks/Open Space designation may be processed as a minor amendment. Expansion of such facilities does not require a plan amendment.” This would allow for expansion of utilities and roads in and around parks.

Urban/Suburban/Rural

In the RLUTP, the land use map was parcel-specific and major plan amendments were only required for land use changes that exceeded 20, 40 or 80 acres depending on the proposal. In the current Regional Plan, the equivalent map is generalized and requires amendments for area type changes that exceed 10 or 20 acres. This is counterintuitive and has been a subject of much discussion since the plan was adopted. There have been cases of parcels with more than one area type and proposals that fell just under the threshold, which have been discussed in pre-application meetings. Staff proposes that the intent of these criteria can be maintained without a specific acre threshold. This would be achieved by requiring a major amendment for projects that reduce the range of intensity, density, and mix of uses for an activity center, except where it is done to protect cultural or natural resources, and outside of activity centers, where the change is from suburban to urban. This change would have the effect of concentrating growth in activity centers and preventing haphazard urban development.

Rural to Suburban

In the current Regional Plan, there is a major plan amendment category for “Rural to Suburban greater than 20 acres.” Staff’s original proposal for the Rural to Suburban category was to have all amendments be minor because conditions of approval cannot be as effectively enforced when attached to a plan amendment compared to a zoning case. Public comment since the Planning and Zoning Commission’s review has been centered on this issue and so staff is offering to City Council two alternatives for consideration. It is important to note that of the area currently zoned either Estate Residential or Rural Residential, most will eventually be converted to Suburban or Urban Area Types per the Future Growth Illustration. The remaining Rural Area Type only exists on 4.4% of the area within the Urban Growth Boundary (See Map in Attachment D for details). Pros and cons to each option for changes from Rural to Suburban are summarized below and explained in more detail in Attachment D. Council may select an option for inclusion in the final amendment.

Option A: Treat all changes from Rural to Suburban as minor amendments (original proposal)

Pros: Amendment will be accompanied by a precise zoning request and likely a site plan. Conditions of approval can be effectively attached to the zoning request.

Cons: Fewer public meetings and notice, minor status may leave perception that it is less important

Option B: Keep current category.

Pros: Would allow smaller projects to use the minor plan amendment category (Some may see that as a con)

Cons: Amendments with 19 acres would still be large enough to impact rural character but would not be treated the same as a 20 acres proposal.

Option C: Require a major amendment for changes from Rural to Suburban area types more than ¼ mile from an activity center

Pros: Would provide the most opportunities for public comment; would separate plan amendment issues and zoning case.

Cons: Major plan amendment proposals could be very different from the subsequent zoning requests as long as the request fell within the characteristics of the area-place type (i.e. Suburban Neighborhood).

Recommendation: Staff supports either Option A or Option C. Option B would create an arbitrary barrier between proposals that staff does not support.

Activity Centers

Activity centers were a concept in the RLUTP but locations for them were not mapped. The current Regional Plan identified their locations and calibrated the transportation, infrastructure, sustainability and open space goals and maps to the activity centers through scenario-based charrettes and modeling. Moving or altering activity centers could have systematic impacts on the ability of the Plan to meet its goals and to sustainably support the City's projected growth and job demand.

Currently, Chapter 3 has very few categories for major plan amendments and there are many potential scenarios that could significantly alter the Plan assumptions that do not require a major amendment. For example, without a major plan amendment process, it would be difficult for staff to evaluate what other calibrations the plan might need in order to relocate an activity center or decrease its intensity. One of the biggest impacts that would go without analysis would be how transportation choices would be altered or how many jobs or housing units would be deficit. Therefore, staff has proposed more robust categories for changes to activity centers that would still allow for specific plans to clarify the parcel-level refinement and compatibility issue, and would allow limited flexibility in moving the commercial core (within ½ mile) without additional procedural requirements.

Corridors and Great Streets

The RLUTP did not consider transportation corridors as a land use category. The current Regional Plan has major plan amendment categories for commercial corridors and Great Streets. The original content of the Regional Plan was unclear which map should be used to identify corridors but this was corrected by the major plan amendment processed last year. The amendment also added many corridors throughout the City to comply with Arizona State law about the content of the General Plan. This both clarified and expanded the breadth of the major plan amendment categories in the current Regional Plan beyond their original intent.

State law requires that the General Plan have a map that shows all collectors and arterials. The categories pertaining to corridors and Great Streets are themselves problematic in this context because they place limitations on expansion of the transportation that may be necessary to fully support the Future Growth Illustration and meet the requirements of the State law. For instance, subdivision plats do not require a Regional Plan compliance analysis, except for dedications to the City, which occurs at the end of the plat process. If a subdivision plat proposes a new collector road that serves commercial land uses that otherwise comply with the Regional Plan, a major plan amendment would be required under the current rules. This would cause unnecessary delay and red tape for development of housing and businesses.

The category for commercial activities outside of activity centers and along corridors is also problematic because it is an amendment that does not actually amend any map in the Regional Plan. Under the RLUTP, specific land uses were mapped and under the current Regional Plan area and place types are generalized. Therefore, a new commercial use could require a plan amendment even though it would not make any changes to the Future Growth Illustration. It is more appropriate to address those concerns in the analysis of plan compliance.

Some members of the public have been concerned that removing these categories would fast-track changes along major corridors. Removing these major plan amendment categories related to corridors would be unlikely to result in a different pattern or intensity of commercial and mixed use development because much of the land along commercial corridors is already zoned for those uses. An analysis of the City's commercial corridors (Access, Circulation, and Freeway) shows that 95% of the parcels within a half block are already zoned Highway Commercial or Community Commercial, which both allow mixed-use buildings in the City of Flagstaff. A few exceptions are the northeast corner of Downtown, S. Beaver St. and San Francisco St.

(Southside), Mt. Elden Hills and Ft. Valley Rd. All of these locations, except for Ft. Valley Road, did not originally require major plan amendments but were added to Map 25 as part of the Major Plan amendment last year. Both Downtown and the Southside neighborhood, are in the Urban Area Type that allow commercial uses along corridors. Mt Elden Hills is managed by restrictive covenants and a Homeowner's Association. Ft. Valley Road has congestion issues that make it an unlikely place to increase density and it has widely separated activity centers that are intended to be the areas of concentrated growth.

Special Districts

Staff is, therefore, proposing that these categories be added to those requiring major plan amendments. Currently, all changes to Special Districts are considered minor amendments in the current Regional Plan. Special Districts are mixed use employment centers that have a campus-like setting, primarily NAU, Lowell Observatory and Flagstaff Medical Center. This place type category was created to capture locations that did not quite fit the Employment area type, and it was not intended that this category would be widely used. Staff believed that new districts could be proposed as a way of avoiding compliance with Regional Plan goals and policies for Employment Areas since there are no goals for Special Districts. Likewise, reducing the size of a Special District could hurt the ability of a major employer to be retained and to grow.

Goals and Policies

Under RLUTP and the Regional Plan, all text amendments were and are minor amendments. However, reviewing the potential categories with former members of the CAC brought forward the concern about how much time had been spent crafting the content of these policies and their importance to the Regional Plan. Staff, therefore, proposes that adding or deleting goals and policies require a major plan amendment category, unless those changes are proposed as part of a comprehensive Specific Plan, such as the High Occupancy Housing Plan. The category would not prevent modifications to the goals and policies but would prevent them from being deleted or added without substantial public process.

This proposed category also clarifies that only the City (staff, Council, Commissions) can recommend changes to goals and policies. This is actually already the case because of who would be able to get standing to recommend a change but the footnote makes this clearer. A resident did approach the front counter this year with a request to change language in the plan that they individually did not like, which would undermine the community's voice in shaping the content of the Regional Plan through ratification in 2014.

Changes made through a Specific Plan

The Urban Growth Boundary, Urban/Suburban/Rural, Activity Centers and Goals and Policies categories are all proposed to have footnotes that allow for amendments proposed as part of a specific plan to be processed as a minor plan amendment. The rationale for allowing this exception is that specific plans, typically take a year or more to develop and they must follow all the same procedural steps as a major plan amendment per Title 11. So the only difference between a major amendment and a minor amendment with a specific plan is the annual timeline that major amendments must adhere to. Adding flexibility to this requirement ensures the same level of public notification and involvement but allows more time to negotiate complicated, multi-property-owner issues or development master plans for large areas.

Clarifications regarding Minor Plan Amendments

In the current Regional Plan, the table describing amendment criteria includes an incomplete list of possible amendments to the plan. This list has been confusing when an applicant has been proposing something that was not included in the table on current Page III-9. Since the State law requires that all changes that are not major are minor amendments, the proposed Chapter 3 has removed this column of the table and replaced it with a bulleted list providing some examples.

The proposal also clarifies the timing of amendments. Changes to background information and public infrastructure may occur without an action that can trigger a plan amendment. For instance, new Historic District could be designated by the State, or the Arizona Game and Fish Department could update their wildlife corridor data. Likewise, the City could realign a road or upgrade sewer lines in a neighborhood without any action that would require a plan amendment. The only changes that cannot be brought forward without plan compliance are rezoning and annexations applications.

Under the proposal, rezoning and annexation applicants would be required to pay the fee and submit an application for a plan amendment (major or minor, if part or all of their proposal requires an amendment to Maps 21 and 22 (Future Growth Illustration), or 24 (Activity Centers). With their application, they would update any other related maps in the Regional Plan, including Map 25 (Road Network Illustration). If the application complies with Maps 21, 22 and 24, but would result in changes to other maps, such as moving a historic resource, then they would not amend the Plan with their application. In this case, the analysis for Regional Plan compliance would disclose the action, and the minor plan amendment would be part of the annual update that the City will propose along with the Regional Plan Annual Report, starting in 2017.

The rationale for this is that all other maps in the Regional Plan were created to inform Map 21 and 22 (Future Growth Illustration), based on related sustainability, transportation, historic resources, utilities and natural resource preservation indicators. The basis for the location of activity centers and urban areas included these parameters and were calibrated to balance the trade-offs underlying the goals and policies in the plan. Therefore, a project which meets the criteria for its area-place type is a refinement of other maps in the Regional Plan, but falls within the expected range of variability for the document overall.

Changes related to Specific Plans

Specific Plans are discussed on Pages III-8 and III-13 of the proposed Chapter 3. The current Regional Plan states:

Over the past decade, the City of Flagstaff's RLUTP proposed the development of special study area plans to deal with unique community and neighborhood issues, including, for example, the Southside 2005 Plan and the La Plaza Vieja Neighborhood Plan (2011). These study area plans were developed in close coordination with local residents.

This new Flagstaff Regional Plan does not supersede these plans. They will remain in effect except for any provisions that may conflict with this new Plan, until such times as the plans are amended or repealed by the City Council.

This statement is factually inaccurate, and has led to confusion on numerous occasions. The statement is false because:

- A study cannot supersede a Regional Plan because the plan is ratified by voters.
- Neither the Southside Plan nor the La Plaza Vieja Plan were adopted specific plans at the time, and therefore, these plans could not be used as part of the rationale for denying requests for rezoning.
- Specific Plans adopted by different mechanisms have different legal standing in relation to the Zoning Code and the Regional Plan(i.e. Resolution or Ordinance).

Comments received about the draft replacement text made it clear that the first attempt to clarify these distinctions was too detailed and confusing. Staff proposes a short and more concise version of the

distinctions surrounding specific plan adoption in the final draft. Some commenters preferred the existing language but leaving in a false statement would not make the status of plans different than they currently are treated. It would only lend itself to more confusion.

As discussed in *Changes made through a Specific Plan*, the proposed amendment to Chapter 3 would allow changes that meet Urban Growth Boundary, Area Types, Activity Centers, and Goals and Policies major plan amendment criteria to be proposed as part of a specific plan and processed as a minor amendment under those circumstances. They would need to follow the same notification and meeting procedures as a major plan amendment would require. Specific Plans typically take more than a year to develop and adopt and carefully look how the plan is implemented in a certain area. They are meant to resolve the trade-offs between plan goals and policies and prioritize them. In the process of doing this, an adjustment to land use or plan direction may be proposed that would apply to a specific area or City-wide. Staff believes that given this level of public involvement, a major plan amendment would be a duplication of effort in these cases.

Role of City Council

On Page III-5, staff proposed edits to paragraph describing how the Council will use the Plan and generated numerous comments. The main purpose was to clarify that the Council does not review all development applications and that administrative applications do not have to consider the Regional Plan direction, only the standards and guidelines of the City Codes (Zoning, Engineering, Wastewater, etc.). The changes proposed between draft and final are intended to address public concerns while correcting the factual errors in the original paragraph.

Non-substantive changes

Staff is also proposing non substantive changes throughout the section to clean up the relationship between the plan and the City Code, highlight new content on the first page, adjust headings, correct historical information, reorganize content to make it easier to follow, correct typos and provide clearer wording that matches other laws, regulations and policies.

Regional Plan Analysis

Relevant Goals and Policies

Policy CC.1.3. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas like mountains, canyons, and forested settings.

Policy LU.1.6. Establish greater flexibility in development standards and processes to assist developers in overcoming challenges posed by redevelopment and infill sites.

Policy NH.6.1. Promote quality redevelopment and infill projects that are contextual with surrounding neighborhoods. When planning for redevelopment, the needs of existing residents should be addressed as early as possible in the development process.

Goal ED.1. Create a healthy environment for business by ensuring transparent, expeditious, and predictable government processes.

Policy ED.1.2. Steadily improve access to easily understandable public information.

Analysis

The analysis underlying the Regional Plan's Future Growth Illustration carefully balances the competing demands of the community for population and economic growth, natural and cultural resource protection, and long term resiliency and sustainability. The overall strategy to achieve this balance is to emphasize redevelopment and infill opportunities as a means to protect open space and rural landscapes and promote a sustainable community. The amendments proposed to Chapter 3 of the Regional Plan are trying to keep with that intent in a manner that is more transparent and well-reasoned. The changes would provide greater protection for job generating land uses essential to our economy, protect the growth centers for infill and redevelopment, distribute growth in a manner that supports an efficient use of our transportation system, and prioritizes the protection of areas designated for open space. Even though Chapter 3 is still not a snoozy beach-read, we believe that the process and underlying assumptions would be more explicit under the proposed amendments and that would result in a fairer process for all parties.

In terms of options related to the Rural to Suburban Area Types category, Option C would do the most to support Regional Plan Policy CC.1.3. and Policy NH.6.1. Option A would do the most to support Goal ED.1 and Policy ED.1.2. This trade-off is meaningful and has been left open for the City Council to consider.



HOW THIS PLAN WORKS

Who this Plan is For

The *Flagstaff Regional Plan* applies to the 525-square-mile FMPO planning area. It extends from Bellemont to Winona and from Kachina Village and Mountainaire to north of the San Francisco Peaks. The Plan serves as the general plan for the City of Flagstaff, and in the county areas works in conjunction with the Coconino County Comprehensive Plan and other community area plans. This Plan is for the people that live here, and the businesses that employ here. This Plan is for the visitors, prospective businesses, elected officials, City and County departments, the development community, interest groups, and resource agencies. This Plan is for the present and future generations.

How this Plan is Used

The *Flagstaff Regional Plan* is used for decision making so that Flagstaff City government is accountable for publicly derived policy outcomes and goals. It also provides the basis for policies and regulations to guide physical and economic development within the Flagstaff region. The Plan will be used as a guide, or roadmap, for the future of the City and the region, and it establishes priorities for public action and direction for complementary private decisions, thus striving to establish predictability in the decision-making process.

General plans are not static documents; they recognize growth as a dynamic process, which may require revisions to the plan as circumstances or changes warrant. This Chapter works in conjunction with Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), to establish the process for how to amend the Plan.

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Photo by: Brittney Proctor

The Planning Process

Why Do We Plan?

We plan in order to guide growth and development in a way that allows our region to remain an outstanding area in which to live. We also plan so that we may build and pay for larger projects that benefit our whole community, present and future. This plan presents a comprehensive vision for the future of the area, and provides guidance as to how that vision can become a reality.

Why Do We Have a Regional Plan?

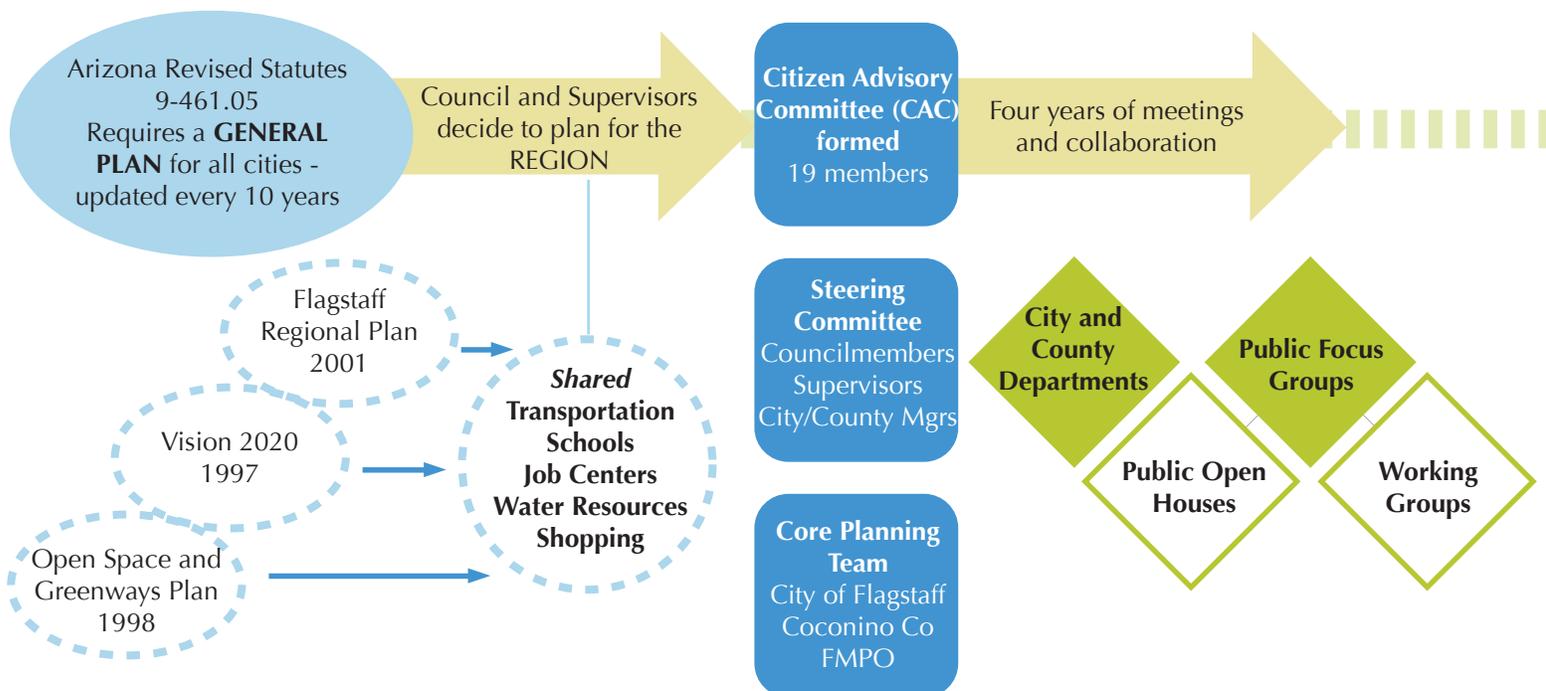
The Growing Smarter Statutes adopted by the State Legislature in 1998 and 2000 require that all municipalities and counties adopt general or comprehensive plans, and that these plans be updated every 10 years. However, the principal reason to have a plan is to make informed choices about our future. The *Flagstaff Regional Plan* contains goals and policies that provide guidance for making choices about public investment and for setting priorities.

A Regional Focus

The City and surrounding communities all have unique identities and characters, but as a whole, the greater Flagstaff area functions as a unified community. Residents of the outlying neighborhoods and tribal

lands work and shop in the city, attend the schools, and use the services and medical facilities that are largely located within the City. The City and the County do address capital improvements differently; however, economic and environmental issues such as water and air quality, forest protection, and open space do not adhere to political boundaries. As such, the City and County chose to partner on the Plan even though they were not legally required to do so.

Creation of *A Vision for our Community: Flagstaff 2020* was the first step in bringing the City and County together, which was continued through the 2001 Regional Land Use and Transportation Plan (RLUTP) and enhanced in this *Flagstaff Regional Plan*.



How We Got Here

The *Flagstaff Regional Plan* is the guiding policy document for the City of Flagstaff as required by state law. It is important that the Plan was created as a collaboration of Flagstaff citizens, public officials, and staff members, using an open planning process. A 19-member Citizen Advisory Committee (CAC) was appointed by the Flagstaff City Council and Coconino County Board of Supervisors. The CAC met monthly or bimonthly for over four years to develop the vision, guiding principles, and goals and policies for each of the topics covered by this Plan. In addition, a Steering Committee ~~composed~~ comprised of two Councilpersons and two Supervisors met quarterly to keep the process on track and make sure the public participation plan was effective. A core planning team of City and County staff also met regularly throughout the process to provide support to the CAC, draft sections of the Plan, and carry out all aspects of public participation. Hundreds of City and County residents provided important comments through open houses and focus groups, provided comments on the web site, blogs, and participated in surveys, all of which were crucial in defining the Plan's direction.

Creating a Plan that Works

The *Flagstaff Regional Plan* is a living, working plan that relies on the disciplined and artful execution of three activities. First, the analysis of local conditions and historical trends, larger trends, our community vision, and best practices was learned from other communities. Second, the information gathered for those inputs was incorporated in a planning process that recognized the high level of economic, social, and environmental uncertainty we currently face. Third, the Plan must communicate transparently how those inputs were utilized and why the final plan decisions were chosen over other alternatives.



Flagstaff's Planning History

[Box moved from Page III-11]

1945 – The City of Flagstaff's Planning and Zoning Commission is established

1957 – A Workable Program is established as a prerequisite to any city redevelopment activity and includes a 20-year physical growth plan

1959 – The *City of Flagstaff Metropolitan Plan* is published

1964 – Coconino County adopts its first zoning ordinance and subdivision ordinance

1965 – Flagstaff General Plan is created

1969 – The Flagstaff City Council adopts a General Plan for the Year 1985 as a guide to the development of the Flagstaff planning area

1974 – The *Coconino County General Plan 1990* is adopted as the County's first comprehensive plan

1975 – The City's 1969 General Plan is revised and renamed the 1990 General Plan

1986 – The Flagstaff City Council adopts the *Growth Management Guide 2000* as the City's first comprehensive physical plan for the City's growth that included goals, open space, FUTS and alternate transportation in a way that reflected citywide input. The Guide was the foundation and the central frame of reference for all other City plans and future general plans

1990 – The *Coconino County Comprehensive Plan* is adopted, differing from its 1974 predecessor by including goals and policies for future growth and development

1997 – *A Vision for our Community: Flagstaff 2020* is developed through a visioning process involving more than 5,000 community members in interviews, focus groups, and surveys designed to elicit a common vision for Flagstaff's future in the year 2020

1998 – The *Flagstaff Area Open Spaces and Greenways Plan* is published “to provide guidance in protecting and preserving existing open spaces with the demands of urban growth”

2001 – The *Flagstaff Area Regional Land Use and Transportation Plan (RLUTP)* is developed as a cooperative effort by the City of Flagstaff and Coconino County, based on the 2020 visioning process, as a resource plan created to guide future land use decisions in the City of Flagstaff and surrounding areas

2003 – The *Coconino County Comprehensive Plan* is updated in response to the state's Growing Smarter Act of 1998 and Growing Smarter Plus Act of 2000, requiring counties to update their comprehensive plans prior to December 31, 2003

SOURCES: “A Short History of Planning and the Future in Flagstaff.” Sean Downey, December 8, 2000. Coconino County

Implementing the *Flagstaff Regional Plan*

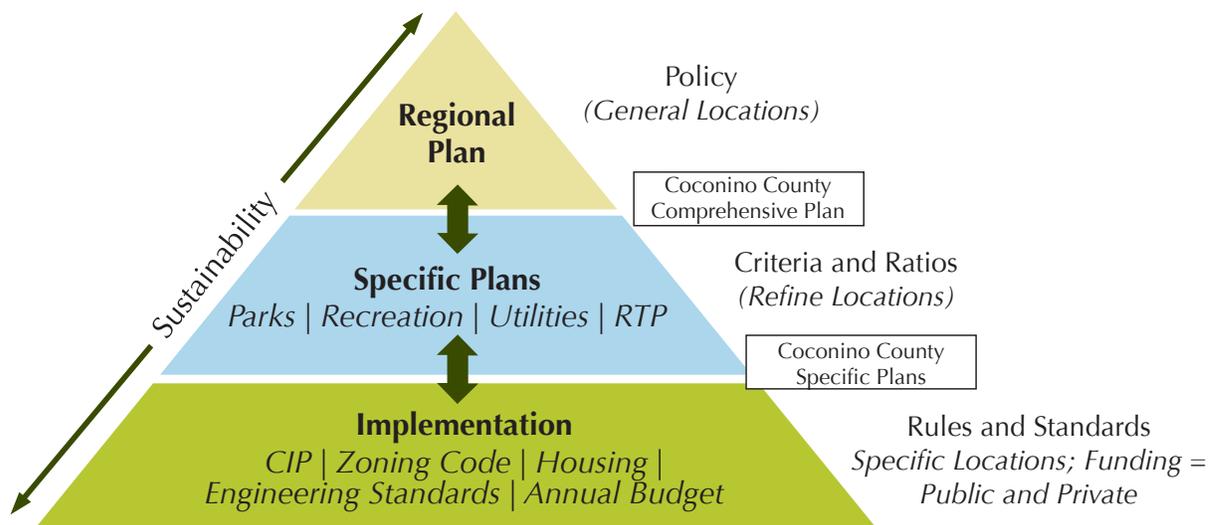
The relationship between the *Flagstaff Regional Plan* and such implementation tools as master plans, the Zoning Code, and other regulations is illustrated below; the *Flagstaff Regional Plan* establishes the vision for the future growth and development of Flagstaff and its surrounding area through goals and policies. City-adopted master plans and County area plans, City and County Zoning Codes, and other City codes, on the other hand, implement the goals and policies of the *Flagstaff Regional Plan* by providing standards, regulations, and tools for land development.

City of Flagstaff

Implementation by Decision Making Who implements the Regional Plan?

Most importantly, the *Flagstaff Regional Plan* is used in the regulatory decision-making process by the City Planning and Zoning Commission, City Council, and City staff. The Commission and the Council are responsible for making development decisions such as zoning map amendments or annexations, approval of which depends on whether the proposed changes or projects are consistent with the Plan's goals and policies. When reviewing

[Graphic moved from page III-4;
Removed line between "Engineering" and "Standards"]



*RTP: Regional Transportation Plan
*CIP: Capital Improvement Program

development proposals, City staff, the Planning and Zoning Commission, and the City Council will review applicable goals and policies to determine whether a proposed development is consistent with the Plan. The Future Growth Illustrations (Maps 21 and 22) and the text of the Plan will provide supplemental information for the interpretation of goals and policies. In case of any conflict between the Future Growth Illustration and the Plan’s goals and policies, the goals and policies will prevail. The Plan is also used to guide decisions related to the expansion of public infrastructure, for example, the building or improvement of new roads and trails, investment in parks or public buildings, and other facilities. Many initiatives to improve the community start at the grassroots level. Thus, the Plan may be used by all citizens in order to ensure that new development conforms to the Plan and for assistance in implementing actions that will further the Plan’s vision and direction. Generally, the City will use the Plan as follows:

- **City Council**—will use the Plan to inform a final decision for most land use efforts evaluate development applications and City projects that come before Council and require consideration of the Plan. The Plan is the basis for the finding of conformance and discussions of compatibility for such land use decisions, including Regional Plan amendments, zoning map amendments, annexations, discretionary development approvals applications, and master/specific plans, such as the City’s Open Space Plan. The Flagstaff Regional Plan provides a general background (why/intent), goals and policies (how), and a sense of priorities for making decisions. The Plan is broad enough to permit Council priorities to change between major plan updates.
- **City Planning and Zoning Commission**—serves in an advisory role to the City Council, and will use the Plan similarly, possibly to provide a clear connection to supporting technical documents to best justify or explain their recommendations.
- **City Management (including legal counsel, department, and division heads)**—also serve in an advisory role to the City Council, and will use the Plan to review staff recommendations, assess legal implications (e.g., property acquisition or impact issues), and explain budget and program recommendations (e.g., funding for master planning efforts,



Photo by: Tom Bean

regulation updates, business attraction efforts, facilities planning).

- **Public Agency Staff**—will use the Plan to develop and evaluate ~~application of regulations to development~~ application requests such as Regional Plan amendments, zoning map amendments, subdivision plats, and other requests that require recommendations to management and governing bodies. The Plan will permit staff to clearly communicate to applicants the community expectations and concerns relevant to the property in question, subsequent recommended modifications or conditions for approval, and the reasoning behind them. Further, the Plan will be an essential tool for all City staff when, for example, prioritizing capital improvement projects, pursuing land acquisition, and developing agency budgets.
- **Development Community/Realtors/Prospective Buyers/Land Owners**—will use the Plan to determine the desirability of different development proposals on their properties, advise developers or owners on best available properties suitable to a proposed use or “highest and best use” for a given property, inform on the range of possible uses surrounding a property and their potential impacts on that property, and inform on long-range changes including infrastructure.
- **Interest Groups (e.g., environmental, business, education)**—similar to property owners, interest groups will use the Plan to advocate positions related to proposals ~~or applications~~, but often on a broader range of policy issues. These groups may use the Plan to advocate for or against new initiatives such as plans, infrastructure investments, educational programs, or business districts.
- **Resource Agencies**—will use the Plan in discussions with the City on resource/agency management plans, joint agreements, and cooperative initiatives.
- **General Public**—requires an accessible Plan that allows them to decide on whether ~~it~~ the Plan represents the “right” direction for the region.
- **Future Generations**—will have the full benefits, as well as address the challenges, of this Plan.

Implementation Through the Development Process How Do We Implement?

The *Flagstaff Regional Plan* is intended to play a pivotal role in shaping the future of the City. Implementation of the Plan will evolve over time with new budgets, capital plans, work programs, and changing priorities, but listed below are some practical ways to ensure that future activities are consistent with the *Flagstaff Regional Plan*:

- **Capital Improvement Plans**—The City’s capital improvement plans and long-range utility and transportation plans will be prepared consistent with the Flagstaff Regional Plan’s land use policies and infrastructure recommendations (water, sewer, stormwater, transportation, and parks/recreation). Major new improvements that are not reflected in the Flagstaff Regional Plan, and which could dramatically affect the Plan’s recommendations, should be preceded by a comprehensive update to the Plan.
- **Development Approvals**—The approvals process for development proposals, including zoning map amendments and subdivision plats, are an important implementation tool of the Plan. The City of Flagstaff’s Zoning Code (Flagstaff City Code Title 10) and the Subdivision Regulations (Title 11) will be updated in response to regulatory strategies presented in the Plan.



Photo by: K DeLong

- **Illustrative Plans**—These are plans or maps that depict (illustrates, but does not regulate) the streets, lots, buildings, and general landscaping for proposed development and redevelopment areas.
- **Master or Specific Plans**—Master plans or specific plans should include a statement(s) describing how the plan implements *Flagstaff Regional Plan* goals and policies, and how it is compatible with the Plan.
- **Economic Incentives**—Economic incentives should carry out *Flagstaff Regional Plan* goals and policies. Geographic Areas identified by specific and illustrative plans should have higher priorities for incentives and public/private partnerships.
- **Private Development Decisions**—Property owners and developers should consider the strategies and recommendations of the Plan in their own land planning and investment decisions. Public decision-makers will be using the Plan as a guide in their development-related deliberations.
- **Annual Work Programs and Budgets**—The City Council and individual City divisions will use the ~~recommendations of the Plan~~ when preparing annual work programs and budgets.
- **Future Interpretations**—The City Council should call upon the City Planning Director and Planning and Zoning Commission to provide interpretation of major items that are unclear or are not fully addressed in the Plan. In formulating an interpretation, the Planning Director and Commission may call upon outside experts and other groups for advice. Minor items that require interpretation should be handled by the appropriate agency as it implements the Plan.
- **Staff Reports**—When preparing reports to the City Council and City Commissions, staff reports should identify if and how the Plan’s goals and policies are being implemented.

Coconino County

[Moved Paragraph and
Heading from Page III-8]

For areas outside the City of Flagstaff limits, but within the FMPO boundaries, the *Flagstaff Regional Plan* will guide land use decisions in conjunction with the Coconino County Comprehensive Plan and applicable area plans. The goals and policies in the Plan are used by County planning staff, the County Planning and Zoning Commission, and the Board of Supervisors to evaluate development proposals and to determine if such developments are appropriate for the unincorporated areas of the FMPO region. The *Flagstaff Regional Plan* is consistent with and complementary to the Coconino County Comprehensive Plan and the local community area plans in the region. These plans are decision-making tools used by residents, landowners, developers, Coconino County Community Development, Planning and Zoning Commission, and the Board of Supervisors. The Plan also serves as a comprehensive reference and blueprint for community programs as well as for public- and private-sector initiatives.

Relationship to Other Planning Documents

[Moved Section from page III-10]

The *Flagstaff Regional Plan* incorporates, updates, and builds upon many past planning efforts within the Flagstaff region, and every effort has been made to ensure consistency with these other planning documents and to minimize conflicts.

[Moved Sentence from Page III-11]

Appendix A contains a list of documents that implement, or are related to, the *Flagstaff Regional Plan*.

Flagstaff Pathways 2030 Regional Transportation Plan

The FMPO adopted the *Flagstaff Pathways 2030 Regional Transportation Plan (RTP)* in December 2009 that identifies and prioritizes future transportation investments for roads, public transit, and trails. This plan evaluates the cost and effectiveness of projects for each major travel mode and addresses the relationships between land use, transportation, the economy, and the environment. This document is updated every five years.

Other Regional Planning Documents

There are two federal management plans in the planning area for Walnut Canyon National Monument and Sunset Crater Volcano National Monument. In addition, the Coconino National Forest has been working to revise its Forest Plan. At the county level, the *Coconino County Comprehensive Plan* adopted in 2003 also applies to the 460 square miles of unincorporated county land within the *Flagstaff Regional Plan* area. In addition, the County has 10 community area plans, of which five are within the area covered by the *Flagstaff Regional Plan*—Bellemont, Fort Valley, Doney Park Timberline-Fernwood, Kachina Village, and Mountainaire. These area plans also have goals and policies specific to each community and four of the five also have design review overlay guidelines which serve to ensure that new commercial buildings are compatible with the character of each community.

[Moved Section and Heading from Page III-11]

Study Area Plans Specific Plans and Studies for Areas and Corridors

~~Over the past decade, the City of Flagstaff's RLUTP proposed the development of special study area plans to deal with unique community and neighborhood issues, including, for example, the Southside 2005 Plan and the La Plaza Vieja Neighborhood Plan (2011). These study area plans were developed in close coordination with local residents.~~

~~This new Flagstaff Regional Plan does not supersede these plans. They will remain in effect except for any provisions that may conflict with this new Plan, until such times as the plans are amended or repealed by the City Council.~~

~~The Flagstaff Regional Plan attempts to integrate social, economic, aesthetic, and environmental issues described within the study area plans into physical manifestations, demonstrated in illustrative plans that will result in increasingly livable communities. Additional special area plans may also be created and adopted as amendments to the Flagstaff Regional Plan.~~

The purpose of a specific plan is to provide a greater level of detail for a geographic area or element of the Regional Plan, and to provide for the systematic implementation of the Regional Plan. Specific plans can also be adopted as master plans for development when they accompany a request for rezoning. The development of specific plans is essential for implementation of the *Flagstaff Regional Plan* and its vision. These plans are necessary to further determine the nature and scale of activity centers, corridors and neighborhoods, the cross-sections and alignment of future corridors, and the priority of goals and policies in a particular area. For more details about the content and purposes of specific plans, see Flagstaff City Code, Title 11, General Plans, and Subdivisions. Specific plans can be adopted in a number of ways.

Specific plans adopted by ordinance provide development standards and phasing of infrastructure for the planned area. The *Flagstaff Regional Plan* cannot supersede specific plans adopted by ordinance, but must be considered if they are amended.

Specific Plans adopted by resolution are official City policy providing direction on how to implement the Regional Plan. If the plan was developed prior to May 2014, only portions of the specific plan that align with the *Regional Plan 2030* are valid.

Plans that were proposed but not adopted by resolution or ordinance can be used as strategic documents and studies to better understand unique community and neighborhood issues. They reflect the desired future

conditions supported by the community unless specifically rejected by the City Council. Rezoning, annexation, and plan amendment requests typically consider these plans and studies, but are not required to demonstrate conformance with them.

Within each specific plan or study, there is language that describes which parts of the documents are aspirational, advisory, strategy, and which are standards and guidelines. Specific Plans need to be read in the context of their status, intent, and conformance with the Regional Plan. Appendix A lists Specific Plans that were adopted or worked on by the City and their status.

Keeping the Plan Current [Heading added]

Annual Plan Review and Monitoring

The purpose of annual reviews and monitoring is to ensure that the Plan continues to reflect core community values and to evaluate how new developments have been approved in compliance with the Plan. To achieve this, department directors will provide the City Manager and City Council with an annual review of Regional Plan-related activities prior to the initiation of the budget process each year. This review will accomplish the following:

- Measure the City’s success in achieving Plan goals and policies through recommended strategies such as measuring on a per-project basis how sustainability indicators have been achieved
- Identify proposed strategies to be pursued under the coming year’s budget
- Identify unlisted strategies that will achieve Plan goals
- Document growth trends and compare those trends to plan objectives
- List development actions that affect the Plan’s provisions
- Explain difficulties in implementing the Plan
- Review community indicators
- Review outside agencies’ actions affecting the Plan.

Refer to Appendix D, Annual Report Template

Comprehensive Plan Review

To ensure that the *Flagstaff Regional Plan* remains an effective guide for decision-makers, Flagstaff will conduct comprehensive evaluations of the Plan every 10 years as required by Arizona Revised Statute §9-461.06 and should address the following in addition to any state mandated requirements:



Photo by: Tom Bean

Keeping the Plan Current [Moved from sidebar III-10]

The *Flagstaff Regional Plan* is a dynamic document that can be updated, revised, and improved over time to respond to emerging issues, new ideas, and changing conditions. To assess the Plan’s effectiveness, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts or private development requests, the City will need to amend the Plan periodically. The Planning and Zoning Commission and City Council members need to consider each proposed amendment carefully to determine whether or not it is consistent with the Plan’s goals and policies. In addition, the cumulative effect of many changes may result in a change in policy direction. For this reason, Plan amendments must be evaluated in terms of their significance to overall City policy. A comprehensive summary listing of the goals and policies for the Plan is included at the end of this document, and will serve as a valuable tool to ensure any future changes or amendments are in keeping with the Plan’s original vision and intent.

- Progress in implementing the Plan
- Changes in community needs and other conditions that form the basis of the Plan
- Fiscal conditions and the ability to finance public investments recommended by the Plan
- Community support for the Plan goals and policies
- Changes in state or federal laws that affect the City’s tools for Plan implementation
- Changes in land ownership, usage, or development in areas immediately outside of the planning boundary and jurisdiction (such as those that might be implemented on the Navajo Nation to the east and north, or by the Hopi Tribe on parcels it owns, or by Camp Navajo to the west, or in communities such as Parks).

Amendments and Development Review Processes

The codified processes described below serve as tools for City staff to implement the goals, policies, and strategies of the *Flagstaff Regional Plan*. In addition, through public hearings when applicable, these processes provide opportunities for citizens to make recommendations to the Planning and Zoning Commission and City Council regarding the goals and policies of the *Flagstaff Regional Plan*.

Annexations – All proposed annexations will be evaluated for consistency with the goals and policies of this Plan. The proposed annexation should not be detrimental to the majority of the persons or property in the surrounding area or the community in general. The City’s basic position regarding annexation is that the annexation must demonstrate a favorable benefit to the taxpayers of the City. All applications for annexations of real property shall be reviewed, processed, and approved in conformance with Arizona Revised Statute §9-471 et seq. (Annexation of territory, procedures, notice, petitions, access to information, restrictions). Annexations may be initiated by the following:

- City Council or City Manager – The City Council or the City Manager may direct the Planning Director to review a specific property to determine whether it may be legally annexed and to contact property owners to determine whether they will sign an annexation petition.
- Property Owners – One or more property owners may submit an application to the City to annex property.

Major and Minor Plan Amendment Procedures

The Regional Plan is a living document and is expected to be amended regularly to keep it current and relevant. There are two types of plan amendments: major and minor. In Arizona, each jurisdiction can determine what changes require a major plan amendment in the General Plan (*Flagstaff Regional Plan 2030*). The procedures for processing plan amendments can be found in the Flagstaff City Code, Title 11, General Plans, and Subdivisions. Flagstaff City Code may change independent of the Regional Plan and should be used to refer to details of any related process.

Arizona Revised Statutes (A.R.S.) require all major amendments to the Regional Plan to be presented at a single public hearing during the calendar year the proposal is made. The process for major amendment proposals is very specific and deadline driven. Major plan amendments must be processed before an application for rezoning or annexation can be accepted. The process includes public notification, Planning and Zoning Commission review, and a minimum of three public hearings. The proposal is also required to be sent to the Planning and Zoning Commission, City Council, and a review and comment period 60 days prior to public notice. Major amendments to the general plan also require an affirmative vote of at least two-thirds of the members of the City Council. These requirements may be changed by the City or the State.

A minor amendment to the general plan requires only one public hearing by the Planning and Zoning Commission and one by the City Council. These minor amendment public hearings may be held at any time during the calendar year, and do not require two-thirds vote of the City Council. Minor plan amendments may be processed concurrently with rezoning and annexation applications.

Zoning Code Amendments – In accordance with the City of Flagstaff Zoning Code, Division 10-20.50, an amendment to the Zoning Map or the text of the Zoning Code may only be approved if:

- The proposed zoning map amendment(s) is consistent with and conforms to the goals and policies of the *Flagstaff Regional Plan* and any applicable specific plans.
- If the application is not consistent with and does not conform to the *Flagstaff Regional Plan*, and any other specific plan, the applicable plan must be amended in compliance with the procedures established in the Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), prior to consideration of the proposed amendment(s).

Public Development Projects – City- and County-sponsored projects and Capital Improvement Programs should be required to adhere to all applicable goals and policies of the *Flagstaff Regional Plan* through project planning and budgeting to ensure funding is available to implement the Plan.

Amendments to Goals and Policies and Maps 21, 22, and 24

Major plan amendments should evaluate proposals that would substantially alter the balance between the goals and policies of the Flagstaff Regional Plan. When a major plan amendment is proposed, it will be evaluated for its conformance to goals and policies, and systematic impacts that would alter the expected growth scenario that the Regional Plan embodies (See Page II-11 for details). The growth scenarios used a computer model to integrate land use, transportation, and environmental outcomes to a preferred build out scenario that informed the Regional Plan’s Maps 21 and 22 (Future Growth Illustration) and Map 24 (Activity Centers). When a major plan amendment is proposed to these maps, its expected outcome will be compared to the original assumptions of the plan and the systematic impacts of the change. Only those changes listed in the chart as requiring a major plan amendment need such an amendment. All other changes require only a minor plan amendment.

A major plan amendment is one that meets any one of the criteria on the chart on Page III-14. Major plan amendment categories one through seven relate to Maps 21, 22, and 24. Any changes made to the content of these maps can be carried forward to other maps, using the same features for background, as part of the City’s annual update. Major plan amendment category eight only applies to text found in the “Goals and Policies” call out boxes that are located throughout the plan. Deletions, additions or changes to goals and policies in the Regional Plan can only be proposed by the City of Flagstaff.

Any other changes to Maps 21, 22, and 24, or goals and policies not shown in the Major Plan Amendments Chart, are considered minor plan amendments. Minor plan amendment analysis is focused on conformance with the goals and policies of the Regional Plan. Some minor plan amendments may have consequences for how the Plan is implemented, but it is difficult to define them as “major” based on any criteria that could be identified early in the application process. Some examples of minor plan amendments are:



Photo by: Tom Bean

- Changes from urban to suburban, or rural to suburban area types outside of activity centers
- Changes from rural to suburban area type outside of an activity center
- Changes from urban, suburban, and rural area types to employment or special district
- Identifying a new area type for an “Area in White” on Maps 21 and 22
- Refinement of place types at the parcel level as part of a specific plan
- Wording changes to goals and policies that do not substantially alter their meaning
- Expansion of the Urban Growth Boundary to bring an area with City utility services into compliance or to serve facilities in parks/open space.

Area and Place Type Guidelines

Maps 21 and 22 (Future Growth Illustration) and Map 24 (Activity Centers) are generalized representations of area and place types. The following descriptions relate to the content of Chapter IX that describes areas and place types through the maps, goals and policies, and Tables of Characteristics, which give detail on the desired conditions within Urban, Suburban, and Rural Activity Centers, Neighborhoods, and Corridors.

If there are overlapping area types, either type could be used to analyze plan consistency without requiring an amendment to Maps 21 and 22 (Future Growth Illustration).

Places with “future” area types on Maps 21 and 22 (Future Growth Illustration) that are currently developed to a lower intensity and density do not require an amendment if they are compatible with the existing development pattern. For instance, if an area with a future urban/existing suburban area is proposed for a development that fits the suburban area type according to the table of characteristics, then an amendment is not required. If a place has only a future area type and no existing area type, then the application must conform to the future area type or would require an amendment.

Tables of Characteristics for each area and place type are found in Chapter IX: Growth and Land Use. The tables include information that describes the combined area-place type, such as Suburban Neighborhood, in terms of desired pattern, block size, density and intensity, mix of uses, transportation, open space, and parks. Parks/Open Space, Employment, and Special District area types are not described in the tables but have explanations of similar characteristics described in the text. These tables are intended to be interpreted at a scale that at a minimum is a neighborhood or activity center, and may be larger.

Every row is not a standard or guideline unto itself. The tables are meant to be taken as a whole, and used along with an analysis of how the project would or would not move the community towards the goals and policies throughout the document. For projects that are generally compatible with the characteristics in the table but do not fall within the range of density or intensity, the planner will consider the site-specific preservation of nature resources and compatibility of the proposal with the existing and future neighborhood context through an analysis of goals and policies. Specific plans may further refine how density and intensity is considered within an activity center or a neighborhood.

Parcels with more than one area or place type do not have to meet the exact acre of each area type. The lines dividing each area type are general, unless a specific plan has made site-specific interpretations. Parcels with more than one area or place type must show they meet the intent of what is displayed on Maps 21 and 22 (Future Growth Illustration). For example, a 20-acre parcel with “urban” next to a commercial corridor and “suburban” further away can show that the proposal increases density in the front of the property along the road and scales back without having 10 acres of each and plan amendment would not be required. If the parcel is along a Great Street or within the pedestrian shed of an activity center, characteristics of the place types must also be demonstrated.

Minor Amendments to Other Maps and Plan Content

If the Plan changes are the result of a development application that complies with the urban growth boundary, area types, and place types, amendments to other maps in the plan may be completed as part of the City’s annual update of the Regional Plan. Changes or updates to other parts of the Regional Plan will be gathered throughout the year and presented for City Council adoption along with the Regional Plan Annual Report. In these cases, it is not required to have a plan amendment processed along with the development application. For instance, changes to Map 25 (Road Network Illustration) as a result of a subdivision plat may be processed separately from the application, if all the underlying land uses and dedications comply. If the application requires a change to the urban growth boundary, area or place types, then all amendments to other maps in the Regional Plan should be processed concurrent with the changes to Maps 21, 22, and 24.

Specific Plan Amendments to the Flagstaff Regional Plan 2030

Specific Plans are processed as a minor amendment but follow the enhanced procedural requirements for public participation and notification required of major plan amendments. If a Specific Plan proposes a change to the Regional Plan related to a major amendment category identified on Page III-14, and the application follows the same notification and public participation requirements of a major plan amendment, the proposal may be exempted from the timeline for submittals and reviews of major plan amendments in Title 11.

Comprehensive Updates and New Elements

Refer to Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), for procedures relating to the addition of a new element to the Regional Plan, or for comprehensive General Plan update requirements.

Major Plan Amendments Chart

Major Plan Amendment Category	Criteria
1 Urban growth boundary ¹	Expansion of the urban growth boundary that requires an expansion of public utility infrastructure, except where services are already provided, or for the purpose of designating Parks/Open Space area type.
2 Area Type - Employment	Reduction of the employment area type, unless offset by an exchange of acres within the same master planned area.
3 Area Type - Urban/Rural	Changes from urban to rural or rural to urban area types.
4 Area Type – Special District	Creation of a new special district, or reduction in the size of a special district.
5 Area Type – Parks/Open Space	Reduction of the land designated for conservation and active or passive recreation. ²
6 Area Types – Urban/Suburban/Rural ¹	<ul style="list-style-type: none"> - In activity centers, changes to area types that reduce the of intensity, density, and mix of uses³ except where done to protect natural or cultural resources. - In neighborhoods and along commercial corridors more than ¼ mile from an activity center, changes from suburban to urban area types.
7 Place Type – Activity Centers ¹	<ul style="list-style-type: none"> - Addition or deletion of an activity center - Moving the center of an activity center more than ½ mile from its original location. - Reduction in the category of an activity center (urban to suburban, suburban to rural, or regional to neighborhood) without creating a proportional increase in the scale of an activity center elsewhere in the Flagstaff region.
8 Goals and Policies ^{1,4}	Add or delete a goal or policy in any chapter of the Plan.

¹ This category excludes changes that are the result of a Specific Plan. Such changes will be processed as minor amendments.

² Lands designated for conservation and active and passive recreation are displayed as Parks/Open Space on the Future Growth Illustration. Public facilities, such as tanks, utilities, roads, and staging areas, may be located within the Parks/Open Space area type. If these facilities have substantially altered the natural environment or created a brownfield site, removing them from the Parks/Open Space designation may be processed as a minor amendment. Expansion of such facilities does not require a plan amendment.

³ See tables of Area/Place Type Characteristics found in Chapter IX: Growth and Land Use, and relevant Specific Plans for the range of density, intensity, and mix of uses.

⁴ Deletions, additions, or changes to goals and policies to the Regional Plan can only be proposed by the City of Flagstaff.

Proposed Regional Plan Amendment Processes

	Major Amendment	Minor Amendment
Proposed Change to Urban Growth Boundary		
	Any expansion of the urban growth boundary that requires an expansion of utility infrastructure as determined in an utility analysis	Any expansion of the urban growth boundary if there is no expansion of utility infrastructure as determined in an utility analysis
Proposed Change to Area Types		
Protect employment areas	Any change to the boundaries of employment areas to urban, suburban, or rural area types	Any change from urban, suburban, or rural area types to employment area type
Expanding or changing the boundaries of one area type to another area type within the specified acreage thresholds	Urban to suburban greater than 10 acres	Urban to suburban less than or equal to 10 acres
	Urban to rural of any size	
	Suburban to urban greater than 10 acres	Suburban to urban less than or equal to 10 acres
		Suburban to rural less than or equal to 5 acres
	Rural to suburban greater than 20 acres	Rural to suburban less than or equal to 20 acres
	Rural to urban of any size	
Proposed Change to Open Space		
Open Space is publicly owned land dedicated for conservation	Any reduction to the boundary of land purchased for conservation	Any expansion of land for conservation (Assuming no regional plan amendment fee)
Proposed Change to *Activity Centers & Corridors		
Expansion of activity centers and corridors	Any commercial activities proposed outside of the activity center and along a corridor that is not contiguous to the activity center	Any commercial activities proposed outside of the activity center that are contiguous to the activity center
		Any commercial activities proposed outside of the activity center that are not contiguous to the activity center but are located on a great street or corridor
**All activity center or corridor illustrative Plans; Administrative review process	Addition of a new activity center; <i>Specific Plan needed, see Map 24</i>	Development of existing activity center or corridor; <i>Specific Plan needed</i>
	Addition of a corridor or great street; <i>Specific Plan needed, see Map 12.</i>	Relocation of an activity center within the same general area
	Extension of a corridor or great street more than a 1/4 mile in length	Minor adjustments to an activity center or corridor pedestrian shed
		Extension of a corridor or great street 1/4 mile in length or less
Other Proposed Changes		
		Proposed policy (text) changes to the General Plan and other land use plans, such as Open Space Plan, Parks & Recreation Plan, etc.

* See discussion of activity centers in Chapter IX - Growth Areas & Land Use, pgs. IX-16 and IX-62

** See definition of Illustrative Plan in Chapter IX - Growth Areas & Land Use, pg. IX-2



HOW THIS PLAN WORKS

Who this Plan is For

The *Flagstaff Regional Plan* applies to the 525-square-mile FMPO planning area. It extends from Bellemont to Winona and from Kachina Village and Mountainaire to north of the San Francisco Peaks. The Plan serves as the general plan for the City of Flagstaff, and in the county areas works in conjunction with the Coconino County Comprehensive Plan and other community area plans. This Plan is for the people that live here, and the businesses that employ here. This Plan is for the visitors, prospective businesses, elected officials, City and County departments, the development community, interest groups, and resource agencies. This Plan is for the present and future generations.

How this Plan is Used

The *Flagstaff Regional Plan* is used for decision making so that Flagstaff City government is accountable for publicly derived policy outcomes and goals. It also provides the basis for policies and regulations to guide physical and economic development within the Flagstaff region. The Plan will be used as a guide, or roadmap, for the future of the City and the region, and it establishes priorities for public action and direction for complementary private decisions, thus striving to establish predictability in the decision-making process.

General plans are not static documents; they recognize growth as a dynamic process, which may require revisions to the plan as circumstances or changes warrant. This Chapter works in conjunction with Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), to establish the process for how to amend the Plan.

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Photo by: Brittney Proctor

The Planning Process

Why Do We Plan?

We plan in order to guide growth and development in a way that allows our region to remain an outstanding area in which to live. We also plan so that we may build and pay for larger projects that benefit our whole community, present and future. This plan presents a comprehensive vision for the future of the area, and provides guidance as to how that vision can become a reality.

Why Do We Have a Regional Plan?

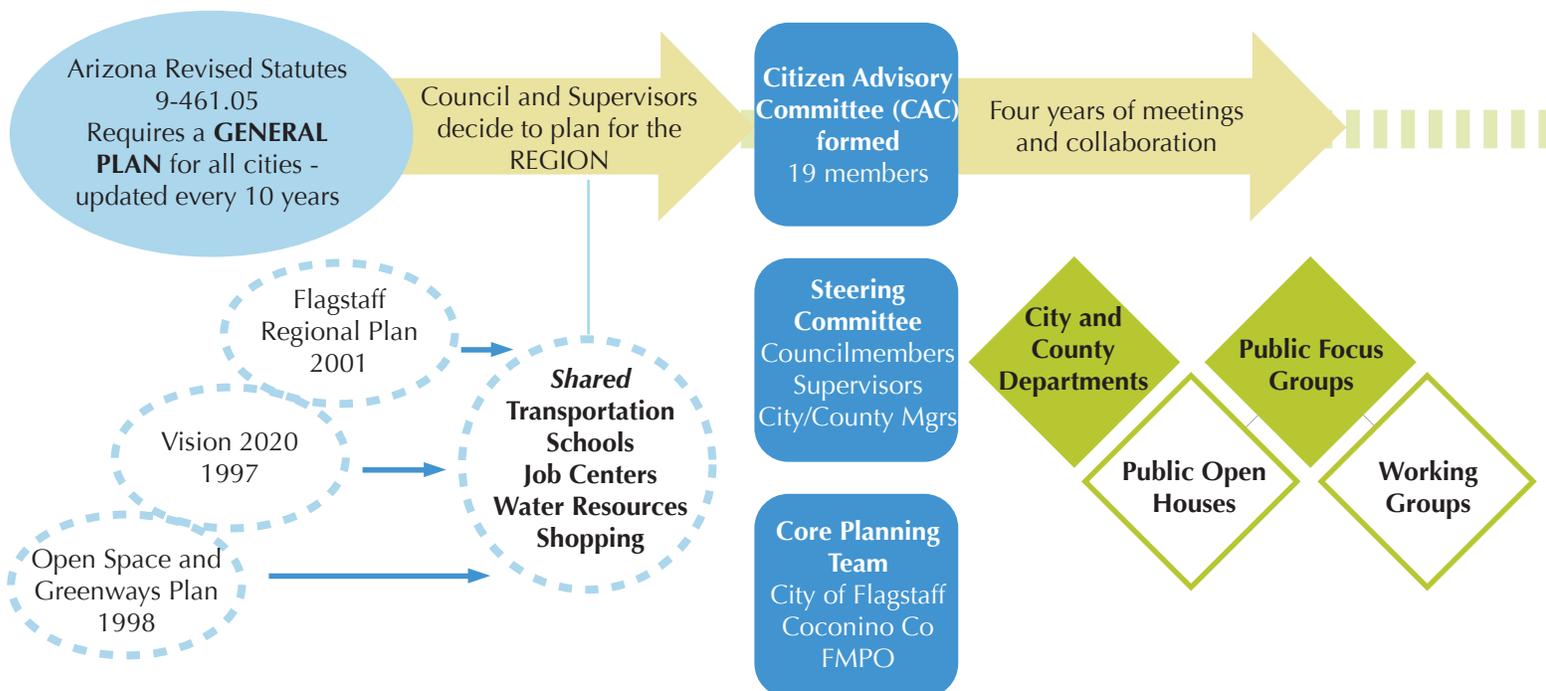
The Growing Smarter Statutes adopted by the State Legislature in 1998 and 2000 require that all municipalities and counties adopt general or comprehensive plans, and that these plans be updated every 10 years. However, the principal reason to have a plan is to make informed choices about our future. The *Flagstaff Regional Plan* contains goals and policies that provide guidance for making choices about public investment and for setting priorities.

A Regional Focus

The City and surrounding communities all have unique identities and characters, but as a whole, the greater Flagstaff area functions as a unified community. Residents of the outlying neighborhoods and tribal

lands work and shop in the city, attend the schools, and use the services and medical facilities that are largely located within the City. The City and the County do address capital improvements differently; however, economic and environmental issues such as water and air quality, forest protection, and open space do not adhere to political boundaries. As such, the City and County chose to partner on the Plan even though they were not legally required to do so.

Creation of *A Vision for our Community: Flagstaff 2020* was the first step in bringing the City and County together, which was continued through the 2001 Regional Land Use and Transportation Plan (RLUTP) and enhanced in this *Flagstaff Regional Plan*.



How We Got Here

The *Flagstaff Regional Plan* is the guiding policy document for the City of Flagstaff as required by state law. It is important that the Plan was created as a collaboration of Flagstaff citizens, public officials, and staff members, using an open planning process. A 19-member Citizen Advisory Committee (CAC) was appointed by the Flagstaff City Council and Coconino County Board of Supervisors. The CAC met monthly or bimonthly for over four years to develop the vision, guiding principles, and goals and policies for each of the topics covered by this Plan. In addition, a Steering Committee comprised of two Councilpersons and two Supervisors met quarterly to keep the process on track and make sure the public participation plan was effective. A core planning team of City and County staff also met regularly throughout the process to provide support to the CAC, draft sections of the Plan, and carry out all aspects of public participation. Hundreds of City and County residents provided important comments through open houses and focus groups, provided comments on the web site, blogs, and participated in surveys, all of which were crucial in defining the Plan's direction.

Creating a Plan that Works

The *Flagstaff Regional Plan* is a living, working plan that relies on the disciplined and artful execution of three activities. First, the analysis of local conditions and historical trends, larger trends, our community vision, and best practices was learned from other communities. Second, the information gathered for those inputs was incorporated in a planning process that recognized the high level of economic, social, and environmental uncertainty we currently face. Third, the Plan must communicate transparently how those inputs were utilized and why the final plan decisions were chosen over other alternatives.



Flagstaff's Planning History

1945 – The City of Flagstaff's Planning and Zoning Commission is established

1957 – A Workable Program is established as a prerequisite to any city redevelopment activity and includes a 20-year physical growth plan

1959 – The *City of Flagstaff Metropolitan Plan* is published

1964 – Coconino County adopts its first zoning ordinance and subdivision ordinance

1965 – Flagstaff General Plan is created

1969 – The Flagstaff City Council adopts a General Plan for the Year 1985 as a guide to the development of the Flagstaff planning area

1974 – The *Coconino County General Plan 1990* is adopted as the County's first comprehensive plan

1975 – The City's 1969 General Plan is revised and renamed the 1990 General Plan

1986 – The Flagstaff City Council adopts the *Growth Management Guide 2000* as the City's first comprehensive physical plan for growth that included goals, open space, FUTS and alternate transportation in a way that reflected citywide input. The Guide was the foundation for all other City plans and future general plans

1990 – The *Coconino County Comprehensive Plan* is adopted, differing from its 1974 predecessor by including goals and policies for future growth and development

1997 – *A Vision for our Community: Flagstaff 2020* is developed through a visioning process involving more than 5,000 community members in interviews, focus groups, and surveys designed to elicit a common vision for Flagstaff's future in the year 2020

1998 – The *Flagstaff Area Open Spaces and Greenways Plan* is published "to provide guidance in protecting and preserving existing open spaces with the demands of urban growth"

2001 – The *Flagstaff Area Regional Land Use and Transportation Plan (RLUTP)* is developed as a cooperative effort by the City of Flagstaff and Coconino County, based on the 2020 visioning process, as a resource plan created to guide future land use decisions in the City of Flagstaff and surrounding areas

2003 – The *Coconino County Comprehensive Plan* is updated in response to the state's Growing Smarter Act of 1998 and Growing Smarter Plus Act of 2000, requiring counties to update their comprehensive plans prior to December 31, 2003

SOURCES: "A Short History of Planning and the Future in Flagstaff." Sean Downey, December 8, 2000. *Coconino County Comprehensive Plan*.

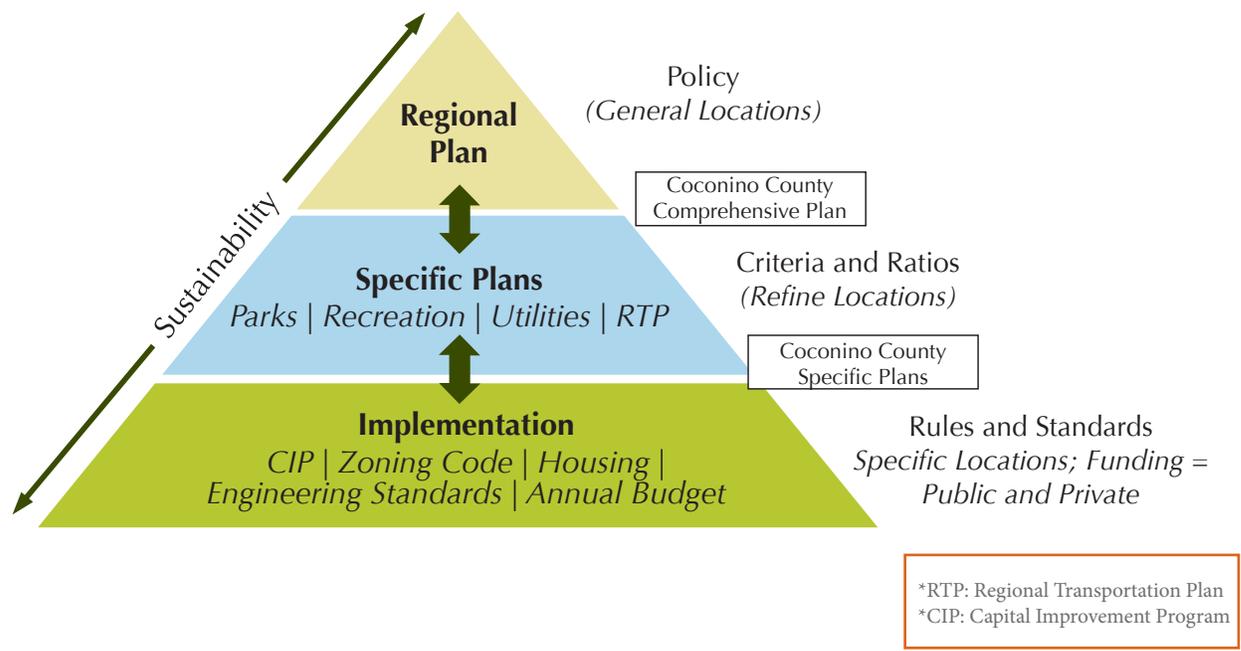
Implementing the *Flagstaff Regional Plan*

The relationship between the *Flagstaff Regional Plan* and such implementation tools as master plans, the Zoning Code, and other regulations is illustrated below; the *Flagstaff Regional Plan* establishes the vision for the future growth and development of Flagstaff and its surrounding area through goals and policies. City-adopted master plans and County area plans, City and County Zoning Codes, and other City codes, on the other hand, implement the goals and policies of the *Flagstaff Regional Plan* by providing standards, regulations, and tools for land development.

City of Flagstaff

Who implements the Regional Plan?

Most importantly, the *Flagstaff Regional Plan* is used in the regulatory decision-making process by the City Planning and Zoning Commission, City Council, and City staff. The Commission and the Council are responsible for making development decisions such as zoning map amendments or annexations, approval of which depends on whether the proposed changes or projects are consistent with the Plan's goals and policies. When reviewing



development proposals, City staff, the Planning and Zoning Commission, and the City Council will review applicable goals and policies to determine whether a proposed development is consistent with the Plan. The Future Growth Illustrations (Maps 21 and 22) and the text of the Plan will provide supplemental information for the interpretation of goals and policies. In case of any conflict between the Future Growth Illustration and the Plan's goals and policies, the goals and policies will prevail. The Plan is also used to guide decisions related to the expansion of public infrastructure, for example, the building or improvement of new roads and trails, investment in parks or public buildings, and other facilities. Many initiatives to improve the community start at the grassroots level. Thus, the Plan may be used by all citizens in order to ensure that new development conforms to the Plan and for assistance in implementing actions that will further the Plan's vision and direction. Generally, the City will use the Plan as follows:

- **City Council**—will use the Plan to evaluate development applications and City projects that come before Council and require consideration of the Plan. The Plan is the basis for the finding of conformance and discussions of compatibility for such land use decisions, including Regional Plan amendments, zoning map amendments, annexations, discretionary development applications, and master/specific plans. The *Flagstaff Regional Plan* provides a general background (why/intent), goals and policies (how), and a sense of priorities for making decisions. The Plan is broad enough to permit Council priorities to change between major plan updates.
- **City Planning and Zoning Commission**—serves in an advisory role to the City Council, and will use the Plan similarly, possibly to provide a clear connection to supporting technical documents to best justify or explain their recommendations.
- **City Management (including legal counsel, department, and division heads)**—also serve in an advisory role to the City Council, and will use the Plan to review staff recommendations, assess legal implications (e.g., property acquisition or impact issues), and explain budget and program recommendations (e.g., funding for master planning efforts, regulation updates, business attraction efforts, facilities planning).



Photo by: Tom Bean

- **Public Agency Staff**—will use the Plan to develop and evaluate development application requests such as Regional Plan amendments, zoning map amendments, subdivision plats, and other requests that require recommendations to management and governing bodies. The Plan will permit staff to clearly communicate to applicants the community expectations and concerns relevant to the property in question, subsequent recommended modifications or conditions for approval, and the reasoning behind them. Further, the Plan will be an essential tool for all City staff when, for example, prioritizing capital improvement projects, pursuing land acquisition, and developing agency budgets.
- **Development Community/Realtors/Prospective Buyers/Land Owners**—will use the Plan to determine the desirability of different development proposals on their properties, advise developers or owners on best available properties suitable to a proposed use or “highest and best use” for a given property, inform on the range of possible uses surrounding a property and their potential impacts on that property, and inform on long-range changes including infrastructure.
- **Interest Groups (e.g., environmental, business, education)**—similar to property owners, interest groups will use the Plan to advocate positions related to proposals, but often on a broader range of policy issues. These groups may use the Plan to advocate for or against new initiatives such as plans, infrastructure investments, educational programs, or business districts.
- **Resource Agencies**—will use the Plan in discussions with the City on resource/agency management plans, joint agreements, and cooperative initiatives.
- **General Public**—requires an accessible Plan that allows them to decide on whether the Plan represents the “right” direction for the region.
- **Future Generations**—will have the full benefits, as well as address the challenges, of this Plan.

How Do We Implement?

The *Flagstaff Regional Plan* is intended to play a pivotal role in shaping the future of the City. Implementation of the Plan will evolve over time with new budgets, capital plans, work programs, and changing priorities, but listed below are some practical ways to ensure that future activities are consistent with the *Flagstaff Regional Plan*:

- **Capital Improvement Plans**—The City’s capital improvement plans and long-range utility and transportation plans will be prepared consistent with the Flagstaff Regional Plan’s land use policies and infrastructure recommendations (water, sewer, stormwater, transportation, and parks/recreation). Major new improvements that are not reflected in the Flagstaff Regional Plan, and which could dramatically affect the Plan’s recommendations, should be preceded by a comprehensive update to the Plan.
- **Development Approvals**—The approvals process for development proposals, including zoning map amendments and subdivision plats, are an important implementation tool of the Plan. The City of Flagstaff’s Zoning Code (Flagstaff City Code Title 10) and the Subdivision Regulations (Title 11) will be updated in response to regulatory strategies presented in the Plan.
- **Illustrative Plans**—These are plans or maps that depict (illustrates,



Photo by: K DeLong

but does not regulate) the streets, lots, buildings, and general landscaping for proposed development and redevelopment areas.

- **Master or Specific Plans**—Master plans or specific plans should include a statement(s) describing how the plan implements *Flagstaff Regional Plan* goals and policies, and how it is compatible with the Plan.
- **Economic Incentives**—Economic incentives should carry out *Flagstaff Regional Plan* goals and policies. Areas identified by specific and illustrative plans should have higher priorities for incentives and public/private partnerships.
- **Private Development Decisions**—Property owners and developers should consider the strategies and recommendations of the Plan in their own land planning and investment decisions. Public decision-makers will be using the Plan as a guide in their development-related deliberations.
- **Annual Work Programs and Budgets**—The City Council and individual City divisions will use the Plan when preparing annual work programs and budgets.
- **Future Interpretations**—The City Council should call upon the City Planning Director and Planning and Zoning Commission to provide interpretation of major items that are unclear or are not fully addressed in the Plan. In formulating an interpretation, the Planning Director and Commission may call upon outside experts and other groups for advice. Minor items that require interpretation should be handled by the appropriate agency as it implements the Plan.
- **Staff Reports**—When preparing reports to the City Council and City Commissions, staff reports should identify if and how the Plan’s goals and policies are being implemented.

Coconino County

For areas outside the City of Flagstaff limits, but within the FMPO boundaries, the *Flagstaff Regional Plan* will guide land use decisions in conjunction with the Coconino County Comprehensive Plan and applicable area plans. The goals and policies in the Plan are used by County planning staff, the County Planning and Zoning Commission, and the Board of Supervisors to evaluate development proposals and to determine if such developments are appropriate for the unincorporated areas of the FMPO region. The *Flagstaff Regional Plan* is consistent with and complementary to the Coconino County Comprehensive Plan and the local community area plans in the region. These plans are decision-making tools used by residents, landowners, developers, Coconino County Community Development, Planning and Zoning Commission, and the Board of Supervisors. The Plan also serves as a comprehensive reference and blueprint for community programs as well as for public- and private-sector initiatives.

Relationship to Other Planning Documents

The *Flagstaff Regional Plan* incorporates, updates, and builds upon many past planning efforts within the Flagstaff region, and every effort has been made to ensure consistency with these other planning documents and to minimize conflicts.

Appendix A contains a list of documents that implement, or are related to, the *Flagstaff Regional Plan*.

Flagstaff Pathways 2030 Regional Transportation Plan

The FMPO adopted the *Flagstaff Pathways 2030 Regional Transportation Plan (RTP)* in December 2009 that identifies and prioritizes future transportation investments for roads, public transit, and trails. This plan evaluates the cost and effectiveness of projects for each major travel mode and addresses the relationships between land use, transportation, the economy, and the environment. This document is updated every five years.

Other Regional Planning Documents

There are two federal management plans in the planning area for Walnut Canyon National Monument and Sunset Crater Volcano National Monument. In addition, the Coconino National Forest has been working to revise its Forest Plan. At the county level, the *Coconino County Comprehensive Plan* adopted in 2003 also applies to the 460 square miles of unincorporated county land within the *Flagstaff Regional Plan* area. In addition, the County has 10 community area plans, of which five are within the area covered by the *Flagstaff Regional Plan*—Bellemont, Fort Valley, Doney Park Timberline-Fernwood, Kachina Village, and Mountainaire. These area plans also have goals and policies specific to each community and four of the five also have design review overlay guidelines which serve to ensure that new commercial buildings are compatible with the character of each community.

Specific Plans and Studies for Areas and Corridors

The purpose of a specific plan is to provide a greater level of detail for a geographic area or element of the Regional Plan, and to provide for the systematic implementation of the Regional Plan. Specific plans can also be adopted as master plans for development when they accompany a request for rezoning. The development of specific plans is essential for implementation of the *Flagstaff Regional Plan* and its vision. These plans are necessary to further determine the nature and scale of activity centers, corridors and neighborhoods, the cross-sections and alignment of future corridors, and the priority of goals and policies in a particular area. For more details about the content and purposes of specific plans, see Flagstaff City Code, Title 11, General Plans, and Subdivisions. Specific plans can be adopted in a number of ways.

Specific plans adopted by ordinance provide development standards and phasing of infrastructure for the planned area. The *Flagstaff Regional Plan* cannot supersede specific plans adopted by ordinance, but must be considered if they are amended.

Specific Plans adopted by resolution are official City policy providing direction on how to implement the Regional Plan. If the plan was developed prior to May 2014, only portions of the specific plan that align with the *Regional Plan 2030* are valid.

Plans that were proposed but not adopted by resolution or ordinance can be used as strategic documents and studies to better understand unique community and neighborhood issues. They reflect the desired future conditions supported by the community unless specifically rejected by the City Council. Rezoning, annexation, and plan amendment requests typically consider these plans and studies, but are not required to demonstrate conformance with them.

Within each specific plan or study, there is language that describes which parts of the documents are aspirational, advisory, strategy, and which are standards and guidelines. Specific Plans need to be read in the context of their status, intent, and conformance with the Regional Plan. Appendix A lists Specific Plans that were adopted or worked on by the City and their status.

Keeping the Plan Current

Annual Plan Review and Monitoring

The purpose of annual reviews and monitoring is to ensure that the Plan continues to reflect core community values and to evaluate how new developments have been approved in compliance with the Plan. To achieve this, department directors will provide the City Manager and City Council with an annual review of Regional Plan-related activities. This review will accomplish the following:

- Measure the City’s success in achieving Plan goals and policies through recommended strategies such as measuring on a per-project basis how sustainability indicators have been achieved
- Identify proposed strategies to be pursued under the coming year’s budget
- Identify unlisted strategies that will achieve Plan goals
- Document growth trends and compare those trends to plan objectives
- List development actions that affect the Plan’s provisions
- Explain difficulties in implementing the Plan
- Review community indicators
- Review outside agencies’ actions affecting the Plan.



Photo by: Tom Bean

Refer to Appendix D, Annual Report Template

Comprehensive Plan Review

To ensure that the *Flagstaff Regional Plan* remains an effective guide for decision-makers, Flagstaff will conduct comprehensive evaluations of the Plan every 10 years as required by Arizona Revised Statute §9-461.06 and should address the following in addition to any state mandated requirements:

- Progress in implementing the Plan
- Changes in community needs and other conditions that form the basis of the Plan
- Fiscal conditions and the ability to finance public investments recommended by the Plan
- Community support for the Plan goals and policies
- Changes in state or federal laws that affect the City’s tools for Plan implementation
- Changes in land ownership, usage, or development in areas immediately outside of the planning boundary and jurisdiction (such as those that might be implemented on the Navajo Nation to the east and north, or by the Hopi Tribe on parcels it owns, or by Camp Navajo to the west, or in communities such as Parks).

The *Flagstaff Regional Plan* is a dynamic document that can be updated, revised, and improved over time to respond to emerging issues, new ideas, and changing conditions. To assess the Plan’s effectiveness, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts or private development requests, the City will need to amend the Plan periodically. The Planning and Zoning Commission and City Council need to consider each proposed amendment carefully to determine whether or not it is consistent with the Plan’s goals and policies. In addition, the cumulative effect of many changes may result in a change in policy direction. For this reason, Plan amendments must be evaluated in terms of their significance to overall City policy. A comprehensive summary listing of the goals and policies for the Plan is included at the end of this document, and will serve as a valuable tool to ensure any future changes or amendments are in keeping with the Plan’s original vision and intent.

Amendments and Development Review Processes

The codified processes described below serve as tools for City staff to implement the goals, policies, and strategies of the *Flagstaff Regional Plan*. In addition, through public hearings when applicable, these processes provide opportunities for citizens to make recommendations to the Planning and Zoning Commission and City Council regarding the goals and policies of the *Flagstaff Regional Plan*.

Annexations – All proposed annexations will be evaluated for consistency with the goals and policies of this Plan. The proposed annexation should not be detrimental to the majority of the persons or property in the surrounding area or the community in general. The City’s basic position regarding annexation is that the annexation must demonstrate a favorable benefit to the taxpayers of the City. All applications for annexations of real property shall be reviewed, processed, and approved in conformance with Arizona Revised Statute §9-471 et seq. (Annexation of territory, procedures, notice, petitions, access to information, restrictions). Annexations may be initiated by the following:

- City Council or City Manager – The City Council or the City Manager may direct the Planning Director to review a specific property to determine whether it may be legally annexed and to contact property owners to determine whether they will sign an annexation petition.
- Property Owners – One or more property owners may submit an application to the City to annex property.

Zoning Code Amendments – In accordance with the City of Flagstaff Zoning Code, Division 10-20.50, an amendment to the Zoning Map or the text of the Zoning Code may only be approved if:

- The proposed zoning map amendment(s) is consistent with and conforms to the goals and policies of the *Flagstaff Regional Plan* and any applicable specific plans.
- If the application is not consistent with and does not conform to the *Flagstaff Regional Plan*, and any other specific plan, the applicable plan must be amended in compliance with the procedures established in the Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), prior to consideration of the proposed amendment(s).

Major and Minor Plan Amendment Procedures

The Regional Plan is a living document and is expected to be amended regularly to keep it current and relevant. There are two types of plan amendments: major and minor. In Arizona, each jurisdiction can determine what changes require a major plan amendment in the General Plan (*Flagstaff Regional Plan 2030*). The procedures for processing plan amendments can be found in the Flagstaff City Code, Title 11, General Plans, and Subdivisions. Flagstaff City Code may change independent of the Regional Plan and should be used to refer to details of any related process.

Arizona Revised Statutes (A.R.S.) require all major amendments to the Regional Plan to be presented at a single public hearing during the calendar year the proposal is made. The process for major amendment proposals is very specific and deadline driven. Major plan amendments must be processed before an application for rezoning or annexation can be accepted. The process includes public notification, Planning and Zoning Commission review, and a minimum of three public hearings. The proposal is also required to be sent to the Planning and Zoning Commission, City Council, and a review and comment period 60 days prior to public notice. Major amendments to the general plan also require an affirmative vote of at least two-thirds of the members of the City Council. These requirements may be changed by the City or the State.

A minor amendment to the general plan requires only one public hearing by the Planning and Zoning Commission and one by the City Council. These minor amendment public hearings may be held at any time during the calendar year, and do not require two-thirds vote of the City Council. Minor plan amendments may be processed concurrently with rezoning and annexation applications.

Public Development Projects – City- and County-sponsored projects and Capital Improvement Programs should be required to adhere to all applicable goals and policies of the *Flagstaff Regional Plan* through project planning and budgeting to ensure funding is available to implement the Plan.

Amendments to Goals and Policies and Maps 21, 22, and 24

Major plan amendments should evaluate proposals that would substantially alter the balance between the goals and policies of the Flagstaff Regional Plan. When a major plan amendment is proposed, it will be evaluated for its conformance to goals and policies, and systematic impacts that would alter the expected growth scenario that the Regional Plan embodies (See Page II-11 for details). The growth scenarios used a computer model to integrate land use, transportation, and environmental outcomes to a preferred build out scenario that informed the Regional Plan’s Maps 21 and 22 (Future Growth Illustration) and Map 24 (Activity Centers). When a major plan amendment is proposed to these maps, its expected outcome will be compared to the original assumptions of the plan and the systematic impacts of the change. Only those changes listed in the chart as requiring a major plan amendment need such an amendment. All other changes require only a minor plan amendment.

A major plan amendment is one that meets any one of the criteria on the chart on Page III-14. Major plan amendment categories one through seven relate to Maps 21, 22, and 24. Any changes made to the content of these maps can be carried forward to other maps, using the same features for background, as part of the City’s annual update. Major plan amendment category eight only applies to text found in the “Goals and Policies” call out boxes that are located throughout the plan. Deletions, additions or changes to goals and policies in the Regional Plan can only be proposed by the City of Flagstaff.

Any other changes to Maps 21, 22, and 24, or goals and policies not shown in the Major Plan Amendments Chart, are considered minor plan amendments. Minor plan amendment analysis is focused on conformance with the goals and policies of the Regional Plan. Some minor plan amendments may have consequences for how the Plan is implemented, but it is difficult to define them as “major” based on any criteria that could be identified early in the application process. Some examples of minor plan amendments are:

- Changes from urban to suburban, or rural to suburban area types outside of activity centers
- Changes from rural to suburban area type outside of an activity center
- Changes from urban, suburban, and rural area types to employment or special district
- Identifying a new area type for an “Area in White” on Maps 21 and 22
- Refinement of place types at the parcel level as part of a specific plan
- Wording changes to goals and policies that do not substantially alter their meaning
- Expansion of the Urban Growth Boundary to bring an area with City utility services into compliance or to serve facilities in parks/open space.



Photo by: Tom Bean

Area and Place Type Guidelines

Maps 21 and 22 (Future Growth Illustration) and Map 24 (Activity Centers) are generalized representations of area and place types. The following descriptions relate to the content of Chapter IX that describes areas and place types through the maps, goals and policies, and Tables of Characteristics, which give detail on the desired conditions within Urban, Suburban, and Rural Activity Centers, Neighborhoods, and Corridors.

If there are overlapping area types, either type could be used to analyze plan consistency without requiring an amendment to Maps 21 and 22 (Future Growth Illustration).

Places with “future” area types on Maps 21 and 22 (Future Growth Illustration) that are currently developed to a lower intensity and density do not require an amendment if they are compatible with the existing development pattern. For instance, if an area with a future urban/existing suburban area is proposed for a development that fits the suburban area type according to the table of characteristics, then an amendment is not required. If a place has only a future area type and no existing area type, then the application must conform to the future area type or would require an amendment.

Tables of Characteristics for each area and place type are found in Chapter IX: Growth and Land Use. The tables include information that describes the combined area-place type, such as Suburban Neighborhood, in terms of desired pattern, block size, density and intensity, mix of uses, transportation, open space, and parks. Parks/Open Space, Employment, and Special District area types are not described in the tables but have explanations of similar characteristics described in the text. These tables are intended to be interpreted at a scale that at a minimum is a neighborhood or activity center, and may be larger.

Every row is not a standard or guideline unto itself. The tables are meant to be taken as a whole, and used along with an analysis of how the project would or would not move the community towards the goals and policies throughout the document. For projects that are generally compatible with the characteristics in the table but do not fall within the range of density or intensity, the planner will consider the site-specific preservation of nature resources and compatibility of the proposal with the existing and future neighborhood context through an analysis of goals and policies. Specific plans may further refine how density and intensity is considered within an activity center or a neighborhood.

Parcels with more than one area or place type do not have to meet the exact acre of each area type. The lines dividing each area type are general, unless a specific plan has made site-specific interpretations. Parcels with more than one area or place type must show they meet the intent of what is displayed on Maps 21 and 22 (Future Growth Illustration). For example, a 20-acre parcel with “urban” next to a commercial corridor and “suburban” further away can show that the proposal increases density in the front of the property along the road and scales back without having 10 acres of each and plan amendment would not be required. If the parcel is along a Great Street or within the pedestrian shed of an activity center, characteristics of the place types must also be demonstrated.

Minor Amendments to Other Maps and Plan Content

If the Plan changes are the result of a development application that complies with the urban growth boundary, area types, and place types, amendments to other maps in the plan may be completed as part of the City’s annual update of the Regional Plan. Changes or updates to other parts of the Regional Plan will be gathered throughout the year and presented for City Council adoption along with the Regional Plan Annual Report. In these cases, it is not required to have a plan amendment processed along with the development application. For instance, changes to Map 25 (Road Network Illustration) as a result of a subdivision plat may be processed separately from the application, if all the underlying land uses and dedications comply. If the application requires a change to the urban growth boundary, area or place types, then all amendments to other maps in the Regional Plan should be processed concurrent with the changes to Maps 21, 22, and 24.

Specific Plan Amendments to the Flagstaff Regional Plan 2030

Specific Plans are processed as a minor amendment but follow the enhanced procedural requirements for public participation and notification required of major plan amendments. If a Specific Plan proposes a change to the Regional Plan related to a major amendment category identified on Page III-14, and the application follows the same notification and public participation requirements of a major plan amendment, the proposal may be exempted from the timeline for submittals and reviews of major plan amendments in Title 11.

Comprehensive Updates and New Elements

Refer to Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), for procedures relating to the addition of a new element to the Regional Plan, or for comprehensive General Plan update requirements.

Major Plan Amendments Chart

Major Plan Amendment Category	Criteria
1 Urban growth boundary ¹	Expansion of the urban growth boundary that requires an expansion of public utility infrastructure, except where services are already provided, or for the purpose of designating Parks/Open Space area type.
2 Area Type - Employment	Reduction of the employment area type, unless offset by an exchange of acres within the same master planned area.
3 Area Type - Urban/Rural	Changes from urban to rural or rural to urban area types.
4 Area Type – Special District	Creation of a new special district, or reduction in the size of a special district.
5 Area Type – Parks/Open Space	Reduction of the land designated for conservation and active or passive recreation. ²
6 Area Types – Urban/Suburban/Rural ¹	<ul style="list-style-type: none"> - In activity centers, changes to area types that reduce the of intensity, density, and mix of uses³ except where done to protect natural or cultural resources. - In neighborhoods and along commercial corridors more than ¼ mile from an activity center, changes from suburban to urban area types.
7 Place Type – Activity Centers ¹	<ul style="list-style-type: none"> - Addition or deletion of an activity center - Moving the center of an activity center more than ½ mile from its original location. - Reduction in the category of an activity center (urban to suburban, suburban to rural, or regional to neighborhood) without creating a proportional increase in the scale of an activity center elsewhere in the Flagstaff region.
8 Goals and Policies ^{1,4}	Add or delete a goal or policy in any chapter of the Plan.

¹ This category excludes changes that are the result of a Specific Plan. Such changes will be processed as minor amendments.

² Lands designated for conservation and active and passive recreation are displayed as Parks/Open Space on the Future Growth Illustration. Public facilities, such as tanks, utilities, roads, and staging areas, may be located within the Parks/Open Space area type. If these facilities have substantially altered the natural environment or created a brownfield site, removing them from the Parks/Open Space designation may be processed as a minor amendment. Expansion of such facilities does not require a plan amendment.

³ See tables of Area/Place Type Characteristics found in Chapter IX: Growth and Land Use, and relevant Specific Plans for the range of density, intensity, and mix of uses.

⁴ Deletions, additions, or changes to goals and policies to the Regional Plan can only be proposed by the City of Flagstaff.

Options for Plan Amendments for Changes from Rural to Suburban Area Types

Background

The Rural Area Type makes up 4.4% of the area within the City Limits on the Regional Plan's Future Growth Illustration (See Map for details). Currently, about 20% of the City is zoned for Rural Residential (RR) or Estate Residential (ER), which are the similar Zoning Districts. So the Regional Plan already calls for over 80% of areas that currently have a Rural zoning category (i.e. RR and ER) to convert to Suburban or Urban landscapes if Flagstaff is built out according to the Future Growth Illustration

The remaining 4.4% "Rural" landscape is primarily located in areas at the edge of the City, near County islands, or in areas that are difficult to serve with water and sewer. However, infrastructure improvements on adjacent properties may eventually make those areas more attractive or feasible for Suburban development. For example, the J.W. Powell improvements may make the Rural Area Type on the southeast side of Flagstaff more attractive to be purchased for Suburban neighborhood development at some point in time. So a request to change from Rural to Suburban area type is not imminent but is certainly a possibility that should be considered in setting criteria for major plan amendments.

Options

There are pros and cons to how changes from Rural to Suburban are treated (Summarized below and explained in more detail in Attachment D). Council may select an option for inclusion in the final amendment.

Option A: Treat all changes from Rural to Suburban as minor amendments (original proposal)

In the current Regional Plan, there is a major plan amendment category for "Rural to Suburban greater than 20 acres." In reviewing the categories originally, staff proposed that changes from Rural to Suburban be made a minor amendment. This was proposed because:

- Suburban Neighborhoods in the Regional Plan have a maximum density of 10 dwelling units per acre, unlike the Urban Neighborhood characteristics, which have no maximum density.
- Minor amendments will be accompanied by a precise zoning request and likely a site plan, so conditions of approval can be effectively attached to the zoning request. This would prevent someone from proposing single family homes in their major plan amendment request and then 3 years later proposing a medium density apartment building in their zoning request.
- The requirements for notification of surrounding properties and HOAs is the same for major and minor plan amendments.

One downside of Option A is that minor plan amendments do require fewer public meetings but the application requires more detail and the decision is easier to enforce. Another potential downside is that the public may perceive "minor" amendments as less important. They may therefore fly under the radar for some residents.

Option B: Keep current category.

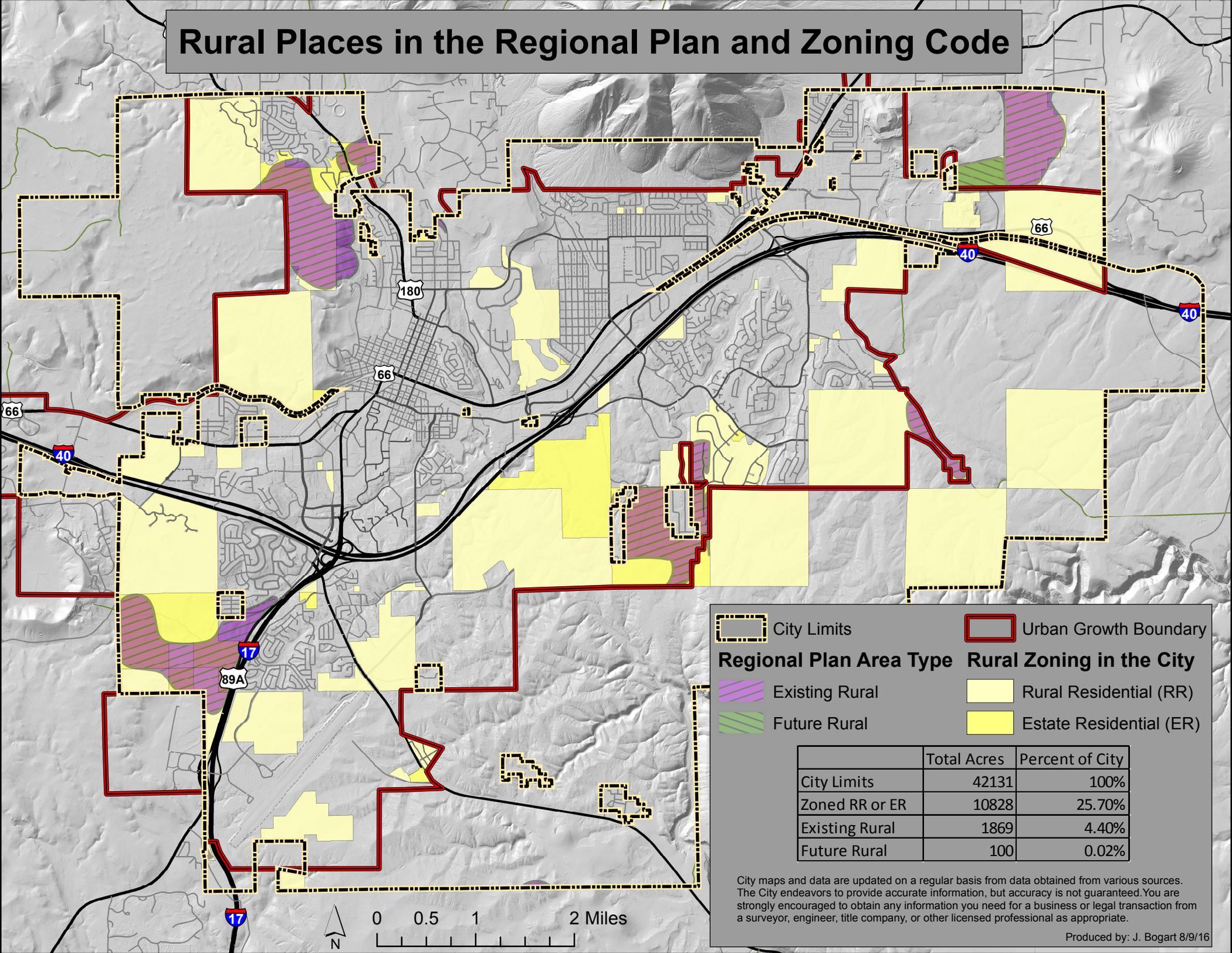
If we were to retain the current category for Rural to Suburban Area Types, it would be the only category with an acre limit. Under Option B, amendments with 19 acres would still be large enough to impact rural character but would not be treated the same as a 20 acres proposal. Option B would create an arbitrary threshold between proposals that staff does not support.

Option C: Require a major amendment for changes from Rural to Suburban Area Types more than ¼ mile from an activity center

Option C would provide the greatest protection for the Rural Area Types. It would guarantee the most public involvement for Rural Areas in the Plan. Option C and would separate the plan amendment and the zoning request, which vests of property rights and allows the City to request conditions of approval that can effectively tie the development to the plan amendment. Option C would increase the amount of time and costs for submitting rezoning applications in these areas because of the additional year needed to process a major plan amendment. Option C could not guarantee that major plan amendment proposals are similar to their zoning requests as described for Option A.

Recommendation: Staff supports either Option A or Option C. Staff does not support Option B because of the arbitrary threshold between proposals that it would create.

Rural Places in the Regional Plan and Zoning Code



 City Limits Urban Growth Boundary
Regional Plan Area Type **Rural Zoning in the City**
 Existing Rural Rural Residential (RR)
 Future Rural Estate Residential (ER)

	Total Acres	Percent of City
City Limits	42131	100%
Zoned RR or ER	10828	25.70%
Existing Rural	1869	4.40%
Future Rural	100	0.02%

City maps and data are updated on a regular basis from data obtained from various sources. The City endeavors to provide accurate information, but accuracy is not guaranteed. You are strongly encouraged to obtain any information you need for a business or legal transaction from a surveyor, engineer, title company, or other licensed professional as appropriate.

CHAPTER 3 AMENDMENT - PUBLIC PARTICIPATION PLAN

March 24, 2016

PURPOSE

A Public Participation Plan will provide a clear and comprehensive summary of all public participation opportunities and notification procedures required for the Chapter 3 Text Amendment.

PROPERTY OWNERS AND NOTIFICATION

The update of Chapter 3 does not impact any particular property; therefore, the requirement to notify property owners within 300 feet does not apply to this amendment. Instead, notification of the general public will take several forms:

- One-on-one and small group meetings to inform the public and seek early feedback
- Press releases for open house and hearings.
- Notification of the Regional Plan email list (approx. 340 recipients) prior to all meetings.
- Notification on the Flagstaff Regional Plan 2030 Facebook page prior to all meetings. Posts for Open House and Hearings will be cross-listed on other City social media and paid for promotions.
- Staff will develop a project webpage and check that it comes up in relevant search engines.
- Flyers for the open house on community bulletin boards around town.
- Posters for the open house in City Hall, libraries, and the Aquaplex
- Legal notices for public hearings.

MEETINGS OVERVIEW

In lieu of a neighborhood meeting, staff will hold a community-wide open house at City Hall on April 7th. The open house will provide an opportunity for the public to review the proposed revised amendment table and related text changes.

Prior to and after the open house, Comprehensive Planning staff will meet with several community groups to inform them of the proposed changes to the amendment table and text edits in Chapter 3. Community feedback gathered from these discussions will be reported back to the core team and presented at all public hearings. A calendar showing all community outreach is attached (Appendix A).

The Planning and Zoning commission will have an initial briefing on the plan amendment on January 27, 2016. There second briefing will be a work session to review the proposed draft on April 6, 2016. There will also be a Citizen's Review Meeting held during a working session with the Planning and Zoning Commission prior to the required public hearing.

The required Planning and Zoning Commission and City Council hearings will be held at City Hall approximately in May and June.

ONLINE PUBLIC INVOLVEMENT

Staff will post the draft proposal and a topic on the Flagstaff Community Forum during the 30 day comment period. Results of the online forum topic will be provided to the Planning Director in a report at least 15 days prior to the Citizen Review Session.

MEETING SCHEDULE

Meeting 1: Initial Briefing to the Planning and Zoning Commission

January 27, 2016 6pm at Flagstaff Aquaplex

Meeting 2: Review of the Draft Proposal with the Planning and Zoning Commission

April 6, 2016 4pm at City Hall

Meeting 2: Open House, City Hall, 2 hours

April 7, 2016 4:30pm to 6:30pm at City Hall

The Comprehensive Planning Manager will consolidate the questions/comments heard at the open house meeting into a FAQ document that will be posted to the project's webpage and distributed to the email distribution list.

Meeting 3: Citizen's Review Work Session at Planning & Zoning Commission

May 2016, TBD

The citizen review work session shall be held at a work session of the Planning Commission scheduled not less than five days and no more than 14 days prior to the public hearing at the Planning Commission for the consideration of the proposed map and text amendments. Landowners and other citizens potentially affected by the proposed text amendment shall have an opportunity to address the Planning Commission on the proposal.

At least 15 days before the Citizen's Review Session, the final proposal shall also be posted on the City's website.

METHODS TO KEEP THE DIRECTOR INFORMED

The Director will be notified immediately if there is any change in the location, date or format of the meetings. The results will be provided in a Record of Proceedings, as provided by City Title 11-10.10.020.

Evidence of Plan Approval

X 

Dan Folke, AICP
Planning Director

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
General	<p>Please add a language definition everywhere a map is referenced, i.e., Map 25 (Road Network Illustration).</p> <p>People will not have map definitions memorized especially if one only references the document sporadically.</p>	
General	<p>there are basic spelling and grammatical errors</p>	<p>These will be corrected in the final between Planning and Zoning and City Council Review.</p>
Neighborhood preservation	<p>Where activity centers are defined next to, or part of a neighborhood, the neighborhood should be involved in the process</p>	<p>Requirements for notification of rezoning, annexation and plan amendment requests ensure that nearby residents are involved in the process. We have added a criteria related to the neighborhood area type.</p>
Neighborhood preservation	<p>I agree generally. I think there needs to be greater protections for neighborhoods. Development proposals visa-vis neighborhood protections feels very lopsided toward development proposals.</p>	<p>We have added a criteria related to the neighborhood area type.</p>
Page III-11	<p>I find it interesting that the proposed distinctions protect a minimum amount of resource space against reduction, but also require a minimum amount of human density. I suppose resource space is a horizontal planning issue, protecting edges and boundaries, but human density has a vertical component that does not necessarily work against resource space, though it requires the consideration of buildings with more bulk and scale. I am not sure the Citizens want bulk and scale everywhere. On the whole I recommend a re-write.</p>	<p>This comment summarizes the issue well. In order to meet the City's estimated demand for future growth and protection of open space, vertical mixed use is a necessary component. The plan does not call for increased density and intensity everywhere, only in activity centers and along corridors. The problem is that the City has zoning that allows activity center intensity and density in large areas outside of our designated activity centers. While the city can't force a property owner to build below their current entitlements, we can incentivize context appropriate scale and not create unnecessary barriers to neighborhood compatibility for those property owners who may wish to rezone to a lower intensity and density in the right locations.</p>

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
<p>Page III-8 Specific Plans</p>	<p>There needs to be a sunset time for when a specific plan needs to be revisited. For example the McMillan Plan was about 15 years old and out of date by the time real development was possible. Times Changes things.</p>	<p>A good comment but outside the scope of this amendment. The place to make changes to procedures and content of specific plans is in Title 11 of the City Code. This is in the work program for the Comprehensive Planning staff within the next 2 years.</p>
<p>Page III-8 Specific Plans</p>	<p>New specific plans may 'clarify' but also must meet the goals and policies. That cannot be restated enough.</p>	<p>Language was removed</p>
<p>Page III-8 Specific Plans</p>	<p>Special Area Plans and studies should be given very high weight in conjunction with the regional plan for conformance unless Council specifically rejected them at the time of completion. This is because with staff or council changes something completely worthy of all the protocol and input can slip by without formal approval. Their value, if done correctly, reflects the areas desire no less.</p>	<p>Language was changed to reflect that even though they cannot be used for findings of conformance that they reflect the community desires unless specifically rejected.</p>
<p>Page III-8 Specific Plans</p>	<p>...the proposed new Special Area Studies section...creates more rather than less confusion. This language gives the example of the 2005 Southside Plan to indicate that, on the one hand such a plan exists, while on the other hand it wasn't adopted--on the one hand, much effort on the part of citizens and staff was spent creating it, on the other hand staff is free to disregard it despite the progress it <u>did</u> make through the system.... as it appears the city will not be undertaking a new Southside Plan in the foreseeable future, it seems especially pointed to dismiss what we do have, though imperfect</p>	<p>Staff rewrote the section to simplify and to recognize that the studies has value even if they cannot be used in conformance analysis. Appendix A was also reorganized to demonstrate which plans have been adopted in what ways.</p>

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
<p>Page III-8 Specific Plans</p>	<p>Explain what a specific plan is up front and explain the differences more clearly and simply.</p>	<p>Staff reorganized this section of the chapter and made it brief based on other comments but incorporated Title 11 by reference. Title 11 is the appropriate place to outline the purpose, content and procedures for Specific Plans.</p>
<p>Page III-8 Specific Plans</p>	<p>The language is unclear because there is more to the story than, "The Flagstaff Regional Plan cannot supersede specific plans adopted by ordinance." For example, my understanding is that only portions of the ordinance-adopted specific plan (goals and policies) cannot be superseded. But there are other portions of specific plans which are advisory only. This needs to be made explicitly clear! This chapter must be able to stand on it own two feet; where required it needs specificity not just simplicity.</p>	<p>Good point. We'll clarify that each specific plan provides guidance on how to interpret it. There are everything from standards to aspirational statements in these documents.</p>
<p>Page III-8 Specific Plans</p>	<p>The new language doesn't so much make it more clear as cover itself regarding the Southside 2005 Plan. The current language in the FRP assigns value to that plan, which it should since it was an important citizen effort. This new language takes a roundabout path toward discrediting the report entirely for not having been adopted. As I understand, since the Southside Plan would be the next specific plan to be re-written, why not leave it as is? The SSP may be outdated but outlines the shared vision for the area quite accurately. Now, with inappropriate development pressing on the area, would be a very poor time to change this language.</p>	<p>The 2005 Southside Plan was not adopted as a specific plan. Regardless of what the current plan says, State law does not allow for it to be considered equally to the Regional Plan or an adopted specific plan because it cannot be used in a finding of conformance. That does not discredit the document as a valuable resource that captures the values and aspirations of the community at the time. Updating the plan and seeing it brought forward for adoption is an important future project for the Comprehensive Planning program. There have now been two development cases where the current language lead to misleading expectations and it is therefore important to replace the oversimplified language. Because the status of a plan can change over time, staff has removed the specific examples from the Chapter 3 text and included them in Appendix A.</p>

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
<p>Page III-8 Specific Plans</p>	<p>the explanation of plans adopted by ordinance, by resolution, or commissioned but not officially adopted, or amended but only by the City, is generally confusing. I understand the distinctions because I have the deep background. But do these paragraphs need to be said at all? The language is not clarifying</p>	<p>Specific Plans are an essential tool in plan implementations. They do need to be described accurately in this chapter. Staff will refine the section to make it simpler and easier to understand.</p>
<p>Overall direction</p>	<p>It is clear from the development of the HUB that the regional plan and city zoning codes aren't working. We should quit hiring California people to tell us how we want our City to be. Flagstaff looks more and more like CA all the time, due to this misguided approach. If we are going to let the HUB proceed, we should just scrap the entire planning process, cuz it ain't working.</p>	<p>Not relevant to the proposal</p>
<p>Page III-10</p>	<p>The process for major and minor plan amendments needs to be defined. For example, major plan amendments require 15 public comment periods, over a 3 year time period, etc. I am being facetious but I hope you see my point - need to understand the procedural differences between the two type of amendments.</p>	<p>The process is defined in detail in Title 11 of the City Code. We will add a call out box that provides some basic information but defers to the City Code for details.</p>

Topic	Comment	Response
Page III-10	<p>At this point, my confidence that the Plan will be interpreted and applied as the Regional Plan Citizen Advisory Committee (CAC) and voters intended is low. As such, the proposed text about ALL types of amendments not listed as major are minor does not sit well. I think absolutes like ALL can be problematic. I fear design arounds to a proposal that would have triggered a major plan amendment, but with a slight tweak, now "downgrades" it to a minor amendment with less public input. My interpretation may be way off, but that is part of my point, the process needs to be explicit and clear so there is no opportunity for misinterpretation.</p>	<p>We made some additions to this paragraph to clarify. There is no legal way to make administrative changes to the Regional Plan. So the statement that any amendment that is not major is minor is actually an accurate description of the current condition. Once the City establishes categories for major plan amendments they cannot make ad hoc decisions that upgrade minor amendments to major. To add a new category, the plan must be amended. The current table listed some types of minor plan amendments but not all and as a result was confusing for applicants. If someone proposed a project that needed to amend the plan but was not listed in the current table, the City would still require a minor amendment.</p>
Page III-10 and 12 Future v. existing area types	<p>The section, "Minor Amendments to Other Maps and Plan Content," is very concerning. It reads that changes to land use would be decided equally on what is written in the document as proposed future development and what is existing and possibly embraced by citizens as their preference. First this sets us up for conflicts. What is in the doc as possible futures are only that: possible. The possible development described in the doc may be widely out of favor with public desires even when written and/or out of scale by the time it could be built and so if in the doc it could be pushed on the community.</p>	<p>The future area types in the Regional Plan are not merely possible outcomes of the future condition. The entire plan was calibrated based on the community charrettes to a community model that integrated, the built and natural environment to optimize a future Flagstaff with 150,000 residents and 75,000 jobs (see Page II-11). If the development that occurs is far under the intensity and density described by activity centers and future area types, there may not be affordable housing, enough good paying jobs, room for business to grow, larger environmental impacts, increased congestion, and a less efficient use of water and sewer infrastructure.</p> <p>The transition between the existing condition and the future condition is an essential ongoing community conversation, but to universally favor the existing to the future conditions undermines the foundation of the Regional Plan and would result in a less sustainable future for our community.</p>

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
Page III-11	Thank you for the opportunity to respond to the proposed Regional Plan Amendments. I was a member of the Regional Plan Advisory Committee. I have a few constructive comments. First, there is nothing that is transparent in the proposed substitution of one Table for another. This may be partially due to the nature of our Plan which is more about Placemaking, relies less upon traditional mapping, and emphasizes creating intensity and density centers. Still, and for example, it is hard to comment upon the proposals without actually attaching Maps 21, 22 & 24.	This comment was received on the community forum. Staff added links to the maps within a few days. One of the ways the city staff improved the chapter between the current and proposed version is adding explanatory information about the interpretations commonly used for maps 21 and 22 so that we can be consistent in our reviews and transparent with the public. A better introduction to this section and clearer heading were provided as a result of this comment
Page III-11	#6 Many activity centers designated on the map were placed ‘just because’ but with no description of density. Therefore the phrase should include both ‘reduce and increase’ density.	There is a description of density that is general to all activity centers and specific plans can refine or redefine those ranges. The densities have no maximum right now (for example 6 du/acre+) and so it would be impossible to develop a case in an activity center that is requesting an increase in density and intensity outside the range of what the plan calls for. Because of this, the maximum building heights in the zoning code are the only controls for maximum density and intensity.
Page III-11	Any part that talks about Activity Centers is problematic at this point because the CAC designations on the map had no discussion as to density or anything other than at some point there may be an intersection and development or something already exists. Activity center is an incompletely defined concept and yet it is used that defines a major or minor amendment.	Further refinement of language related to activity centers will be considered as part of the next plan amendment in the program schedule. This amendment is meant to update Chapter IX: Growth and Land Use. Updating how activity centers are refined and defined could have major impacts on the outcomes of the plan.
Page III-11 & 12	#3 The relevant example on page III-12 is not clear.	Clarified
Page III-12	the minor amendment examples need clarifying. For example adding or deleting a policy could change the intent of the corresponding goal.	Added policies into the major plan amendment category

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
Page III-12	The whole thing with urban and suburban seems tangled up with major amendment definition.	Broke it into 2 examples to try and clarify
Page III-12	In general I am uneasy with Page III-12 because in reading it I don't form a clear picture of the checks and balances.	Added explanatory sentences to page III-12. Staff may consider enhanced participation for minor plan amendments, such as a public review period, when the next round of Title 11 updates are considered.
Page III-12	Growth Boundary changes are mentioned as a criteria both in the major amendment wording and minor amendment example. Can it happen in both?	Added a clarifying example
Page III-13	Make the language about future and existing area types clearer that they reference maps 21 and 22 and that they are tied to descriptions in the tables of characteristics in Chapter 9	Added clarifying language
Page III-2	Diagram, Was Vision 2020 finished in 1996?	Started in January 1996 and completed in June 1997
Page III-4	History: The Guide 2000 was the first general plan that talked about goals, open space, FUTS and alternate transportation in a way that reflected city wide input. It is a great reference if one wants to understand our city development from about 1988 to 2005. It is really the basis for Vision 2020 and the 2001 regional plan.	Modified description of the Growth Management Guide 2000 on page III-4 in the call out box to emphasize its foundational purpose.
Page III-5	Use of the broad term 'property rights' bothers me because it can be over interpreted. How about just zone changes?	Removed language and replaced with development applications and city-led projects to identify the scope of the decisions relevant to the plan.
Page III-5	Don't delete 'development approvals' because that is the final step that reflects the goals of the regional plan. The term is used on page III-6.	Put it back in with clarifying language

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
Page III-5	The added phrase ‘intended to be’ I don’t think reflects the understanding of the CAC. It should be deleted because it assumes something I don’t believe is the total thought.	Done.
Page III-5	It is also unclear to me why the words “development approvals” are deleted given the role council plays in approving rezoning requests as well as CUP appeals and other appeals that may come before it.	Not all development approvals are discretionary or presented to the City Council. Some are completed administratively. In addition, not all decisions before Council give equal weight to the Regional Plan. For instance, CUPs do not need a finding of conformance with the Regional Plan.
Page III-5	I am concerned about the meaning of the changes to the role of city council on page III-5. The box on the right indicates that some language was struck, but only three words “inform a final” were shown as struck and those words are out of context.	This sentence has been rephrased to clarify the meaning and intent.
Page III-6	Don’t delete ‘or applications’. This is one of the points some public are using in discussing the HUB project. It encourages public input which also helps in implementing the Regional Plan reflective of its community goals.	The change in wording does not change the meaning, given the list of examples that follows and remains unchanged. Poor wording led to confusion over the legal extent to which the plan can be applied in development decisions.
Page III-8 Specific Plans	The present moment, when there is so much disagreement about whether the Regional Plan is being appropriately applied to large development projects, is exactly the wrong time to try to fine tune the language.	The language in the plan that is largely the source of current disagreement related to Chapters 8, 10 and 13 of the Regional Plan. Any policy analysis, whether for a major or minor plan amendment, would address the trade-offs between these policies. The Region Plan was meant to provide more flexibility than the 2001 Plan. It was also meant to be revised and updated regularly to reflect current issues and concerns. None of the changes proposed would have influenced how the Regional Plan was interpreted in recent development cases.

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
Page III-9	When is the Annual Review due if you delete the phrase? Will the public be purposefully notified of its completion and availability?	The annual review is due on a date that is now left to the discretion of the City Manager. Right now the report is compiled after the budget process is completed for the next fiscal year but before the work program has begun. This is in part due to the timing of data availability. If data availability and reporting can be streamlined in the future, then the report may be prepared and sent to Council earlier in the process.
Prop 207	It terms of the new language, it is important to note that in a Prop 207 world, “changes in property rights” are a one way decision. Council can increase property rights, but its ability to decrease them is quite restricted.	This sentence was changed to remove this language based on other comments. All potential Prop 207 issues are discussed with the City’s legal department.
Staff priorities	Leave the update of Chapter 3 alone in favor of more pressing matters in the community, like the Southside Plan	Staff began working on the update to Chapter 3 in November 2015, based on direction from Council to proceed with a strategic plan for updating the Regional Plan identified in the Annual Report. The City Council did not provide direction on which specific plan staff should pursue next until January 26, 2016. Completing a Specific Plan take about 5-10 times more work than a minor amendment, therefore they are not interchangeable projects.
Timing and Process	The CAC worked on the plan for 5 years, the revision process is not equal to the effort made to create the original.	Records and interviews with former CAC members show that Chapter 3 was not reviewed or discussed with the CAC prior to public hearings. The review period for this plan amendment is intended to provide a second chance for those involved in developing the Plan to comment and revise this section.
Timing and Process	The current draft of the regional plan was developed by a committee of citizens who met over a number of years. It was then extensively revised by city council and passed by the voters.	Records and interviews with former CAC members show that Chapter 3 was not reviewed or discussed with the CAC prior to public hearings. The review period for this plan amendment is intended to provide a second chance for those involved in developing the Plan to comment and revise this section.

Comments from Chapter 3 Minor Plan Amendment - 30 day review

Topic	Comment	Response
Timing and Process	<p>The citizen's committee spent 5 years bringing this update forward. To relegate any revisions to a (very) short term window, and an online process, is quite the slap in the face for all who volunteered so many hours to such a lengthy process.</p> <p>I ask you to extend the process a minimum of 30 days, and perhaps consider alternative avenues for additional input.</p>	<p>The process for the proposal included in-person meetings with several members of the Citizen’s Advisory Committee prior to creating a proposal. During those interviews, all but one member had no memory of reviewing Chapter 3 in advance of public hearings and noted that there was very little comment or public input on this topic at the time. Meeting notes also lack evidence of collaborative input on this chapter of the Plan. Staff, therefore, proceeded with providing a more focused second chance for the public to review the Chapter. Prior to releasing a proposal, staff held a work session with the Planning and Zoning commission that was open to the public on January 26th. Staff created opportunities for public involvement during the 30 day comment period both online and in person. In person opportunities included an open house on April 7th and another Planning and Zoning Commission work session on April 13. In addition, the Comprehensive Planning Manager was available for one-on-one meetings, of which there were 2 during this time period. There will be another chance for involvement at a Citizen's Review Session, which is a meeting of the Planning and Zoning Commission tentatively scheduled on May 11th.</p>
Timing and Process	<p>Agree...please extend both the process and outreach. I see members of the community struggling to understand the ramifications of the replacement text throughout this Chapter. As we are finding, the words matter.</p>	<p>The process for a minor plan amendment was enhanced in the case of this amendment. No comment period is required by Title 11 and staff scheduled time to meet one on one with interested individuals and organizations before developing a proposal for review. There will be further opportunities for citizen’s to comment on the proposal during the public hearing process.</p>



Chapter 3 Regional Plan Amendment – Public Comment & Open House

Comprehensive Planning staff identified the need for clarifications and revisions to the Regional Plan's Chapter 3 – How This Plan Works. Specifically, revisions are required for a table used to determine if an application requires a major or minor plan amendment. Currently a public review period of the proposed changes is being held and will close on Friday, April 15, 2016. In addition to sending comments to the City through traditional methods, there is a new way for residents to comment on the Flagstaff Community Forum, using the new Digital Commenter. The Digital Commenter allows you to post your comments on a draft PDF and respond to comments from other citizens, so please share your thoughts online at www.flagstaff.az.gov/fcf by Friday, April 15.

The City will also host an Open House on the proposed plan amendment on Thursday, April 7, 2016 from 4:30 pm to 6:30 pm in the Council conference room.

You can download the draft amendment and find information about upcoming meetings at: <http://tinyurl.com/planamendments>. To be added to a Flagstaff Regional Plan notification email list, or to submit written comments about the proposed amendment, contact Sara Dechter, the City's Comprehensive Planning Manager at: sdechter@flagstaffaz.gov or (928) 213-2631.

Track Changes Key

■ Initial proposed text ■ Post public comment text



HOW THIS PLAN WORKS

Who this Plan is For

The *Flagstaff Regional Plan* applies to the 525-square-mile FMPO planning area. It extends from Bellemont to Winona and from Kachina Village and Mountainaire to north of the San Francisco Peaks. The Plan serves as the general plan for the City of Flagstaff, and in the county areas works in conjunction with the Coconino County Comprehensive Plan and other community area plans. This Plan is for the people that live here, and the businesses that employ here. This Plan is for the visitors, prospective businesses, elected officials, City and County departments, the development community, interest groups, and resource agencies. This Plan is for the present and future generations.

How this Plan is Used

The *Flagstaff Regional Plan* is used for decision making so that Flagstaff City government is accountable for publicly derived policy outcomes and goals. It also provides the basis for policies and regulations to guide physical and economic development within the Flagstaff region. The Plan will be used as a guide, or roadmap, for the future of the City and the region, and it establishes priorities for public action and direction for complementary private decisions, thus striving to establish predictability in the decision-making process.

General plans are not static documents; they recognize growth as a dynamic process, which may require revisions to the plan as circumstances or changes warrant. **This Chapter works in conjunction with Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), to establish the process for how to amend the Plan.**

Inside this Chapter:

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Major Plan Amendments Chart	III-X
Comprehensive Updates	
and New Elements	III-X



Photo by: Brittney Proctor

Connected chapter
to City code

The Planning Process

Why Do We Plan?

We plan in order to guide growth and development in a way that allows our region to remain an outstanding area in which to live. We also plan so that we may build and pay for larger projects that benefit our whole community, present and future. This Plan presents a comprehensive vision for the future of the area, and provides guidance as to how that vision can become a reality.

Why Do We Have a Regional Plan?

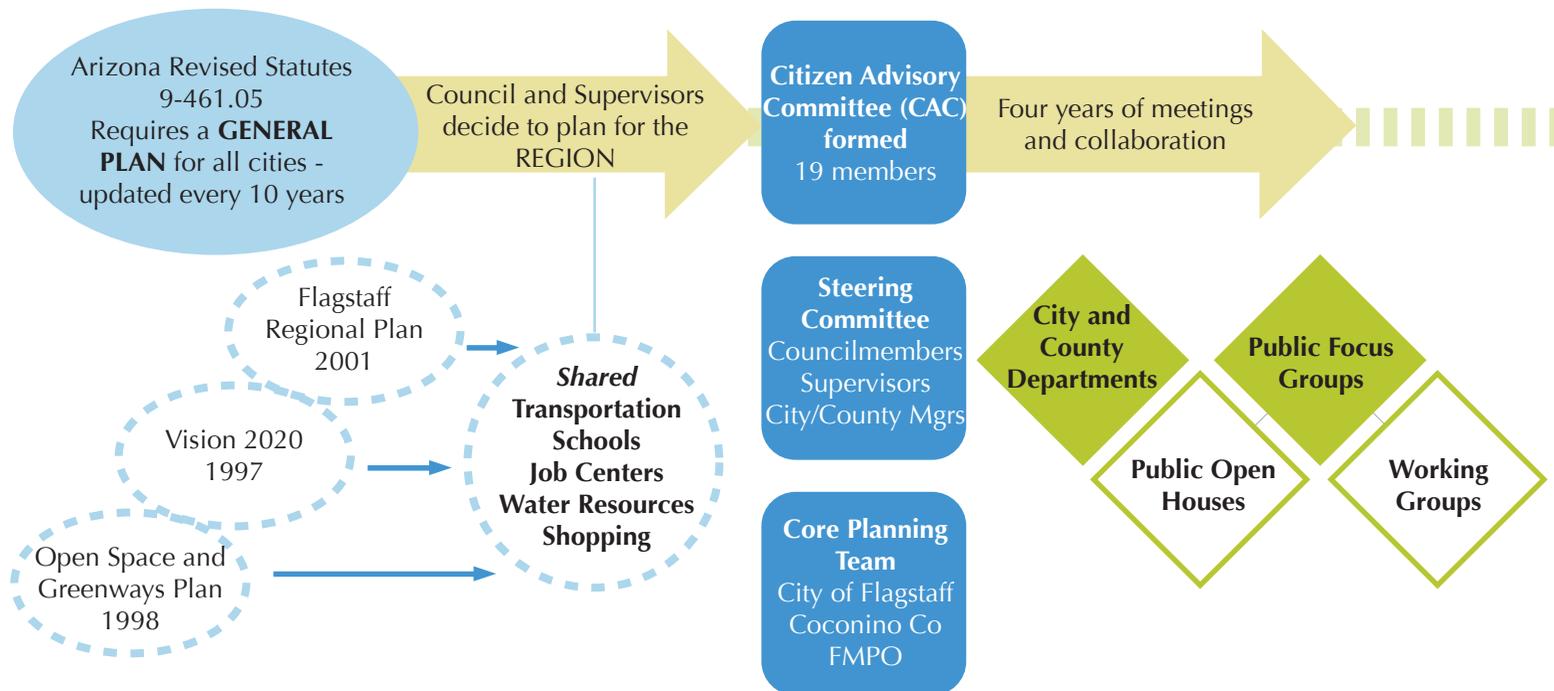
The Growing Smarter Statutes adopted by the State Legislature in 1998 and 2000 require that all municipalities and counties adopt general or comprehensive plans, and that these plans be updated every 10 years. However, the principal reason to have a plan is to make informed choices about our future. The *Flagstaff Regional Plan* contains goals and policies that provide guidance for making choices about public investment and for setting priorities.

A Regional Focus

The City and surrounding communities all have unique identities and characters, but as a whole, the greater Flagstaff area functions as a unified community. Residents of the outlying neighborhoods and tribal

lands work and shop in the city, attend the schools, and use the services and medical facilities that are largely located within the City. The City and the County do address capital improvements differently; however, economic and environmental issues such as water and air quality, forest protection, and open space do not adhere to political boundaries. As such, the City and County chose to partner on the Plan even though they were not legally required to do so.

Creation of *A Vision for our Community: Flagstaff 2020* was the first step in bringing the City and County together, which was continued through the 2001 Regional Land Use and Transportation Plan (RLUTP) and enhanced in this *Flagstaff Regional Plan*.



How We Got Here

The *Flagstaff Regional Plan* is the guiding policy document for the City of Flagstaff as required by state law. It is important that the Plan was created as a collaboration of Flagstaff citizens, public officials, and staff members, using an open planning process. A 19-member Citizen Advisory Committee (CAC) was appointed by the Flagstaff City Council and Coconino County Board of Supervisors. The CAC met monthly or bimonthly for over four years to develop the vision, guiding principles, and goals and policies for each of the topics covered by this Plan. In addition, a Steering Committee ~~composed~~ **comprised** of two Councilpersons and two Supervisors met quarterly to keep the process on track and make sure the public participation plan was effective. A core planning team of City and County staff also met regularly throughout the process to provide support to the CAC, draft sections of the Plan, and carry out all aspects of public participation. Hundreds of City and County residents provided important comments through open houses and focus groups, provided comments on the web site, blogs, and participated in surveys, all of which were crucial in defining the Plan's direction.

Creating a Plan that Works

The *Flagstaff Regional Plan* is a living, working plan that relies on the disciplined and artful execution of three activities. First, the analysis of local conditions and historical trends, larger trends, our community vision, and best practices was learned from other communities. Second, the information gathered for those inputs was incorporated in a planning process that recognized the high level of economic, social, and environmental uncertainty we currently face. Third, the Plan must communicate transparently how those inputs were utilized and why the final plan decisions were chosen over other alternatives.



Flagstaff's Planning History

Moved Flagstaff's Planning History box from page III-11 to III-4 and removed title "Flagstaff's Planning History" from within the box.

1945 – The City of Flagstaff's Planning and Zoning Commission is established

1957 – A Workable Program is established as a prerequisite to any city redevelopment activity and includes a 20-year physical growth plan

1959 – The *City of Flagstaff Metropolitan Plan* is published

1964 – Coconino County adopts its first zoning ordinance and subdivision ordinance

1965 – Flagstaff General Plan is created

1969 – The Flagstaff City Council adopts a General Plan for the Year 1985 as a guide to the development of the Flagstaff planning area

1974 – The *Coconino County General Plan 1990* is adopted as the County's first comprehensive plan

1975 – The City's 1969 General Plan is revised and renamed the 1990 General Plan

1986 – The Flagstaff City Council adopts the *Growth Management Guide 2000* as a ~~the City's first comprehensive physical plan for the City's growth and the central frame of reference for all other city plans that included goals, open space, FUTS and alternate transportation in a way that reflected citywide input. The Guide was the foundation for all other City plans and future general plans~~

1990 – The *Coconino County Comprehensive Plan* is adopted, differing from its 1974 predecessor by including goals and policies for future growth and development

1997 – *A Vision for our Community: Flagstaff 2020* is developed through a visioning process involving more than 5,000 community members in interviews, focus groups, and surveys designed to elicit a common vision for Flagstaff's future in the year 2020

1998 – The *Flagstaff Area Open Spaces and Greenways Plan* is published "to provide guidance in protecting and preserving existing open spaces with the demands of urban growth"

2001 – The *Flagstaff Area Regional Land Use and Transportation Plan (RLUTP)* is developed as a cooperative effort by the City of Flagstaff and Coconino County, based on the 2020 visioning process, as a resource plan created to guide future land use decisions in the City of Flagstaff and surrounding areas

2003 – The *Coconino County Comprehensive Plan* is updated in response to the state's Growing Smarter Act of 1998 and Growing Smarter Plus Act of 2000, requiring counties to update their comprehensive plans prior to December 31, 2003

SOURCES: "A Short History of Planning and the Future in

Updated per public comments

Implementing the Flagstaff Regional Plan

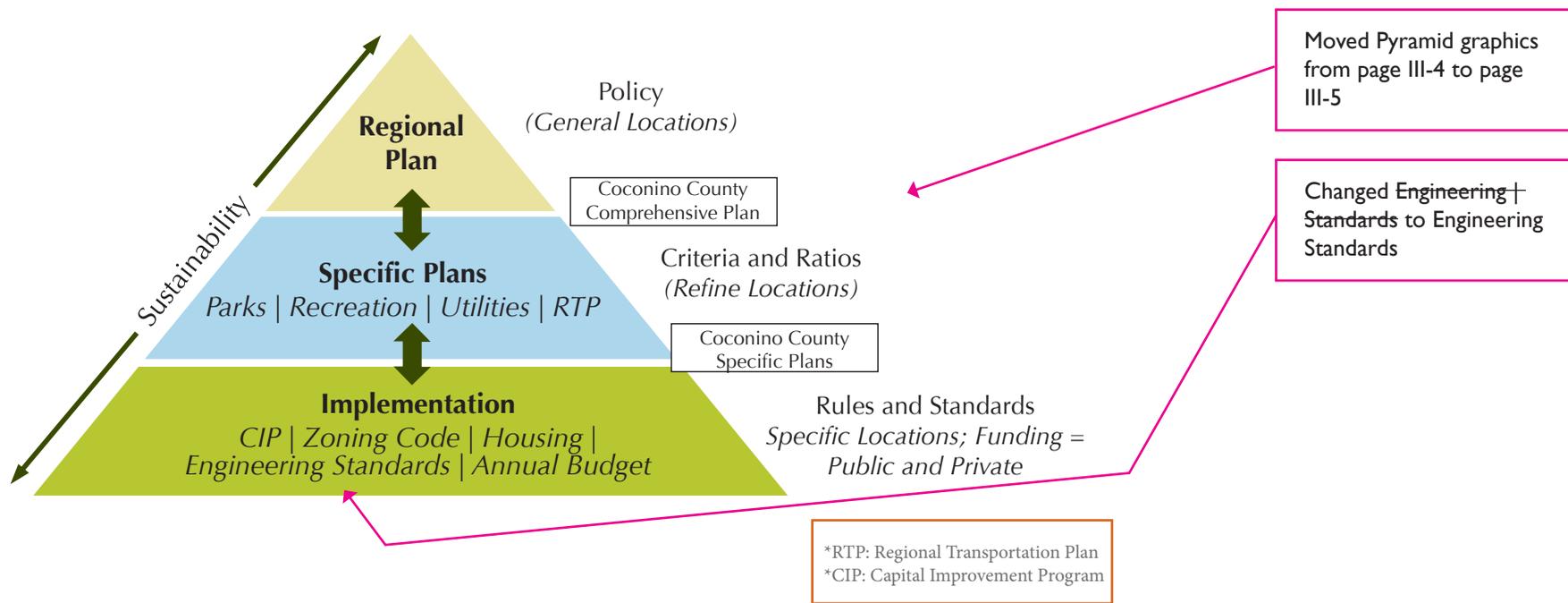
The relationship between the *Flagstaff Regional Plan* and such implementation tools as master plans, the Zoning Code, and other regulations is illustrated below; the *Flagstaff Regional Plan* establishes the vision for the future growth and development of Flagstaff and its surrounding area through goals and policies. City-adopted master plans and County area plans, City and County Zoning Codes, and other City codes, on the other hand, implement the goals and policies of the *Flagstaff Regional Plan* by providing standards, regulations, and tools for land development.

City of Flagstaff

Who Implements the Regional Plan?

Most importantly, the *Flagstaff Regional Plan* is used in the regulatory decision-making process by the City Planning and Zoning Commission, City Council, and City staff. The Commission and the Council are responsible for making development decisions such as zoning map amendments or annexations, approval of which depends on whether the proposed changes or projects are consistent with the Plan's goals and policies. When reviewing development proposals,

Replaced subtitle Implementation by Decision-Making with "Who Implements the Regional Plan?"



City staff, the Planning and Zoning Commission, and the City Council will review applicable goals and policies to determine whether a proposed development is consistent with the Plan. The Future Growth Illustrations (Maps 21 and 22) and the text of the Plan will provide supplemental information for the interpretation of goals and policies. In case of any conflict between the Future Growth Illustration and the Plan's goals and policies, the goals and policies will prevail. The Plan is also used to guide decisions related to the expansion of public infrastructure, for example, the building or improvement of new roads and trails, investment in parks or public buildings, and other facilities. Many initiatives to improve the community start at the grassroots level. Thus, the Plan may be used by all citizens in order to ensure that new development conforms to the Plan and for assistance in implementing actions that will further the Plan's vision and direction. Generally, the City will use the Plan as follows:

- **City Council**—will use the Plan to **inform a final evaluate development applications and City projects that come before Council and require consideration of the Plan requests for changes in property rights. The Plan is the basis for the finding of conformance and discussions of compatibility decisions for such most** land use **decisions, efforts** including Regional Plan amendments, zoning map amendments, annexations, **discretionary development applications approvals,** and master/specific plans, **such as the City's Open Space Plan.** The *Flagstaff Regional Plan* provides a general background (why/intent), goals and policies (how), and a sense of priorities **for making decisions.** The Plan is **intended to be** broad enough to permit Council priorities to change between major plan updates.
- **City Planning and Zoning Commission**—serves in an advisory role to the City Council, and will use the Plan similarly, possibly to provide a clear connection to supporting technical documents to best justify or explain their recommendations.
- **City Management (including legal counsel, department, and division heads)**—also serve in an advisory role to the City Council, and will use the Plan to review staff recommendations, assess legal implications (e.g., property acquisition or impact issues), and explain budget and program recommendations (e.g., funding for master planning efforts, regulation

Corrected confusing/
inaccurate language



Photo by: Tom Bean

Updated per public
comments

[Proposed text]-
City Council—will use the Plan to **evaluate development applications and City projects that come before Council and require consideration of the Plan.** **The Plan is the basis for the finding of conformance and discussions of compatibility for such** land use **decisions,** including Regional Plan amendments, zoning map amendments, annexations, **discretionary development applications,** and master/specific plans. The *Flagstaff Regional Plan* provides a general background (why/intent), goals and policies (how), and a sense of priorities **for making decisions.** The Plan is broad enough to permit Council priorities to change between major plan updates.

updates, business attraction efforts, facilities planning).

Clearer wording

- **Public Agency Staff**—will use the Plan to develop and evaluate **development application application-of-regulations-to-development** requests such as Regional Plan amendments, zoning map amendments, subdivision plats, and other requests that require recommendations to management and governing bodies. The Plan will permit staff to clearly communicate to applicants the community expectations and concerns relevant to the property in question, subsequent recommended modifications or conditions for approval, and the reasoning behind them. Further, the Plan will be an essential tool for all City staff when, for example, prioritizing capital improvement projects, pursuing land acquisition, and developing agency budgets.
- **Development Community/Realtors/Prospective Buyers/Land Owners**—will use the Plan to determine the desirability of different development proposals on their properties, advise developers or owners on best available properties suitable to a proposed use or “highest and best use” for a given property, inform on the range of possible uses surrounding a property and their potential impacts on that property, and inform on long-range changes including infrastructure.
- **Interest Groups (e.g., environmental, business, education)**—similar to property owners, interest groups will use the Plan to advocate positions related to proposals **or-applications**, but often on a broader range of policy issues. These groups may use the Plan to advocate for or against new initiatives such as plans, infrastructure investments, educational programs, or business districts.
- **Resource Agencies**—will use the Plan in discussions with the City on resource/agency management plans, joint agreements, and cooperative initiatives.
- **General Public**—requires an accessible Plan that allows them to decide on whether **the Plan it** represents the “right” direction for the region.
- **Future Generations**—will have the full benefits, as well as address the challenges, of this Plan.

Implementation Through the Development Process How Do We Implement?

The *Flagstaff Regional Plan* is intended to play a pivotal role in shaping the future of the City. Implementation of the Plan will evolve over time with new budgets, capital plans, work programs, and changing priorities, but listed below are some practical ways to ensure that future activities are consistent with the *Flagstaff Regional Plan*:

- **Capital Improvement Plans**—The City’s capital improvement plans and long-range utility and transportation plans will be prepared consistent with the Flagstaff Regional Plan’s land use policies and infrastructure recommendations (water, sewer, stormwater, transportation, and parks/recreation). Major new improvements that are not reflected in the Flagstaff Regional Plan, and which could dramatically affect the Plan’s recommendations, should be preceded by a comprehensive update to the Plan.
- **Development Approvals**—The approvals process for development proposals, including zoning map amendments and subdivision plats, are an important implementation tool of the Plan. The City of Flagstaff’s Zoning Code ([Flagstaff City Code](#), Title 10) and the Subdivision Regulations (Title 11) will be updated in response to regulatory strategies presented in the Plan.
- **Illustrative Plans**—These are plans or maps that depict (illustrates, but does not regulate) the streets, lots, buildings, and general landscaping **for of a** proposed



Photo by: K DeLong

development and redevelopment areas.

- **Master or Specific Plans**—Master plans or specific plans should include a statement(s) describing how the plan implements *Flagstaff Regional Plan* goals and policies, and how it is compatible with the Plan.
- **Economic Incentives**—Economic incentives should carry out *Flagstaff Regional Plan* goals and policies. **Geographic** Areas identified by **specific and** illustrative plans should have higher priorities for incentives and public/private partnerships.
- **Private Development Decisions**—Property owners and developers should consider the strategies and recommendations of the Plan in their own land planning and investment decisions. Public decision-makers will be using the Plan as a guide in their development-related deliberations.
- **Annual Work Programs and Budgets**—The City Council and individual City divisions will use the **recommendations of the** Plan when preparing annual work programs and budgets.
- **Future Interpretations**—The City Council should call upon the City Planning Director and Planning and Zoning Commission to provide interpretation of major items that are unclear or are not fully addressed in the Plan. In formulating an interpretation, the Planning Director and Commission may call upon outside experts and other groups for advice. Minor items that require interpretation should be handled by the appropriate agency as it implements the Plan.
- **Staff Reports**—When preparing reports to the City Council and City Commissions, staff reports should identify if and how the Plan’s goals and policies are being implemented.

Coconino County

For areas outside the City of Flagstaff limits, but within the FMPO boundaries, the *Flagstaff Regional Plan* will guide land use decisions in conjunction with the Coconino County Comprehensive Plan and applicable area plans. The goals and policies in the Plan are used by County planning staff, the County Planning and Zoning Commission, and the Board of Supervisors to evaluate development proposals and to determine if such developments are appropriate for the unincorporated areas of the FMPO region. The *Flagstaff Regional Plan* is consistent with and complementary to the Coconino County Comprehensive Plan and the local community area plans in the region. These plans are decision-making tools used by residents, landowners, developers, Coconino County Community Development, Planning and Zoning Commission, and the Board of Supervisors. The Plan also serves as a comprehensive reference and blueprint for community programs as well as for public- and private-sector initiatives.

Moved paragraph
“Coconino County
from III-8”

Relationship to Other Planning Documents

The *Flagstaff Regional Plan* incorporates, updates, and builds upon many past planning efforts within the Flagstaff region, and every effort has been made to ensure consistency with these other planning documents and to minimize conflicts.

Appendix A contains a list of documents that implement, or are related to, the *Flagstaff Regional Plan*.

Moved sentence from
bottom of page III-8

Flagstaff Pathways 2030 Regional Transportation Plan

The FMPO adopted the *Flagstaff Pathways 2030 Regional Transportation Plan (RTP)* in December 2009 that identifies and prioritizes future transportation investments for roads, public transit, and trails. This plan evaluates the cost and effectiveness of projects for each major travel mode and addresses the relationships between land use, transportation, the economy, and the environment. This document is updated every five years.

Other Regional Planning Documents

There are two federal management plans in the planning area for Walnut Canyon National Monument and Sunset Crater Volcano National Monument. In addition, the Coconino National Forest has been working to revise its Forest Plan. At the county level, the *Coconino County Comprehensive Plan* adopted in 2003 also applies to the 460 square miles of unincorporated county land within the *Flagstaff Regional Plan* area. In addition, the County has 10 community area plans, of which five are within the area covered by the *Flagstaff Regional Plan*—Bellemont, Fort Valley, Doney Park Timberline-Fernwood, Kachina Village, and Mountaineer. These area plans also have goals and policies specific to each community and four of the five also have design review overlay guidelines which serve to ensure that new commercial buildings are compatible with the character of each community.

Study Area Plans Specific Plans and Studies for Areas and Corridors

~~Over the past decade, the City of Flagstaff's RLUTP proposed the development of special study area plans to deal with unique community and neighborhood issues, including, for example, the *Southside 2005 Plan* and the *La Plaza Vieja Neighborhood Plan (2011)*. These study area plans were developed in close coordination with local residents.~~

~~This new *Flagstaff Regional Plan* does not supersede these plans. They will remain in effect except for any provisions that may conflict with this new Plan, until such times as the plans are amended or repealed by the City Council.~~

~~The *Flagstaff Regional Plan* attempts to integrate social, economic, aesthetic, and environmental issues described within the study area plans into physical manifestations, demonstrated in illustrative plans that will result in increasingly livable communities. Additional special area plans may also be created and adopted as amendments to the *Flagstaff Regional Plan*.~~

~~Prior to the *Flagstaff Regional Plan*, the City of Flagstaff adopted several specific plans for corridors and areas. The purpose of a specific plan is to provide a greater level of detail for a geographic area or element of the Regional Plan, and to provide for the systematic implementation of the Regional Plan. Specific plans can also be adopted as master plans for development when they accompany a request for rezoning. The development of specific plans is essential for implementation of the *Flagstaff Regional Plan* and its vision. These plans are necessary to further determine the nature and scale of activity centers, corridors and neighborhoods, the cross-sections and alignment of future corridors, and the priority of goals and policies in a particular area. For more details about the content and purposes of specific plans, see Flagstaff City Code, Title 11, General Plans, & and Subdivisions. Specific plans can be adopted in a number of ways.~~

~~Specific plans, such as the *The Woodlands Village at Flagstaff Specific Plan*, were adopted by ordinance and provide development standards and phasing of infrastructure for the planned area. The *Flagstaff Regional Plan* cannot supersede specific plans adopted by ordinance, but must be considered if they are amended. When plans adopted by ordinance are updated, the changes made to them will be evaluated for their conformance to the *Flagstaff Regional Plan*. However, the entire document is not required to conform to each and every goal and policy. It is the role of the City Commissions and Council to determine if competing goals and policies have been adequately addressed by a proposed amendment.~~

~~Specific Plans adopted by resolution, such as the *Lone Tree Corridor Specific Plan*, are official City policy providing direction on how to implement the Regional Plan. If the plan was developed prior to May 2014, Only portions of the specific plan that align with the *Regional Plan 2030* are valid, when the plan was adopted by resolution. If the specific plan has a section that conflicts with the new *Flagstaff Regional Plan*, the new Plan supersedes the older specific plan until it is amended or repealed by the City Council.~~

~~Plans that were proposed but not adopted by resolution or ordinance can be used as strategic documents and~~

The original text from page III-11 was deleted and was factually inaccurate. During the comment period, the public identified that the proposed text was too difficult to understand. So the blue text is a simplified version and some details were moved to Appendix A

studies to better understand unique community and neighborhood issues. They reflect the desired future conditions supported by the community unless specifically rejected by the City Council. Rezoning, annexation, and plan amendment requests typically consider these plans and studies, but are not required to demonstrate conformance with them.

Within each specific plan or study, there is language that describes which parts of the documents are aspirational, advisory, strategy, and which are standards and guidelines. Specific Plans need to be read in the context of their status, intent, and conformance with the Regional Plan. Appendix A lists Specific Plans that were adopted or worked on by the City and their status. Some of the *Flagstaff Regional Plan's* policies will need further illustration and evaluation in certain areas to be implemented effectively. New specific plans adopted under the *Flagstaff Regional Plan* can clarify broader policy statements pertaining to an area, activity center or corridor. These plans may further determine the nature and scale of activity centers, the cross-sections and alignment of future corridors, or the priority of goals and policies.

Special Area Studies

Over the past decade, the City of Flagstaff's RLUTP proposed the development of strategic documents and studies to better understand unique community and neighborhood issues. Some of those studies, such as the *2005 Southside Plan: Strategies for Development*, were completed but not carried forward and adopted as a specific plan. Other studies like the Westside Study were used as the basis for infrastructure projects and for Regional Plan content. Still other studies were completed but the City Council at the time chose not to adopt them as an official City policy.

City staff frequently reviews these studies, when evaluating a development proposal or applications for rezoning, annexations and plan amendments. However, it is important to look at the final action taken by Council on the study to understand how the proposal was adopted (by resolution or ordinance) or why it was not. Rezoning, annexation, and plan amendment requests typically consider these plans and studies, but are not required to demonstrate conformance with them.



Photo by: Tom Bean

Picture moved
"Annual Plan
Review and
Monitoring"
section from
page III-7

Keeping the Plan Current

Annual Plan Review and Monitoring

The purpose of annual reviews and monitoring is to ensure that **the Plan** it continues to reflect core community values and to evaluate how new developments have been approved in compliance with the Plan. To achieve this, department directors will provide the City Manager and City Council with an annual review of Regional Plan-related activities **prior to the initiation of the budget process each year**. This review will accomplish the following:

Keeping the Plan Current

The *Flagstaff Regional Plan* is a dynamic document that can be updated, revised, and improved over time to respond to emerging issues, new ideas, and changing conditions. To assess the Plan's effectiveness, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts or private development requests, the City will need to amend the Plan periodically. The Planning and Zoning Commission and City Council **members** need to consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies. In addition, the cumulative effect of many changes may result in a change in policy direction. For this reason, Plan amendments must be evaluated in terms of their significance to overall City policy. A comprehensive summary listing of the goals and policies for the Plan is included at the end of this document, and will serve as a valuable tool to ensure any future changes or amendments are in keeping with the Plan's original vision and intent.

Moved title up

Sidebar moved
from page
III-10.

- Measure the City’s success in achieving Plan goals and policies through recommended strategies such as measuring on a per-project basis how sustainability indicators have been achieved
- Identify proposed strategies to be pursued under the coming year’s budget
- Identify unlisted strategies that will achieve Plan goals
- Document growth trends and compare those trends to plan objectives
- List development actions that affect the Plan’s provisions
- Explain difficulties in implementing the Plan
- Review community indicators
- Review outside agencies’ actions affecting the Plan.

Refer to Appendix D, Annual Report Template

Comprehensive Plan Review

To ensure that the *Flagstaff Regional Plan* remains an effective guide for decision-makers, Flagstaff will conduct comprehensive evaluations of the Plan every 10 years as required by Arizona Revised Statute §9-461.06 and should address the following in addition to any state mandated requirements:

- Progress in implementing the Plan
- Changes in community needs and other conditions that form the basis of the Plan
- Fiscal conditions and the ability to finance public investments recommended by the Plan
- Community support for the Plan goals and policies
- Changes in state or federal laws that affect the City’s tools for Plan implementation
- Changes in land ownership, usage, or development in areas immediately outside of the planning boundary and jurisdiction (such as those that might be implemented on the Navajo Nation to the east and north, or by the Hopi Tribe on parcels it owns, or by Camp Navajo to the west, or in communities such as Parks).

Amendments and Development Review Processes

The codified processes described below serve as tools for City staff to implement the goals, policies, and strategies of the *Flagstaff Regional Plan*. In addition, through public hearings when applicable, these processes provide opportunities for citizens to make recommendations to the Planning and Zoning Commission and City Council regarding the goals and policies of the *Flagstaff Regional Plan*.

Annexations – All proposed annexations will be evaluated for consistency with the goals and policies of this Plan. The proposed annexation should not be detrimental to the majority of the persons or property in the surrounding area or the community in general. The City’s basic position regarding annexation is that the annexation must demonstrate a favorable benefit to the taxpayers of the City. All applications for annexations of real property shall be reviewed, processed, and approved in conformance with Arizona Revised Statute §9-471 et seq. (Annexation of territory, procedures, notice, petitions, access to information, restrictions). Annexations may be initiated by the following:

- City Council or City Manager – The City Council or the City Manager may direct the Planning Director to review a specific property to determine whether it may be legally annexed and to contact property owners to determine whether they will sign an annexation petition.
- Property Owners – One or more property owners may submit an application to the City to annex property.

Zoning Code Amendments – In accordance with the City of Flagstaff Zoning Code, Division 10-20.50, an amendment to the zoning map or the text of the Zoning Code may only be approved if:

- The proposed zoning map amendment(s) is consistent with and conforms to the goals and policies of the *Flagstaff Regional Plan* and any applicable specific plans.
- If the application is not consistent with and does not conform to the *Flagstaff Regional Plan*, and any other specific plan, the applicable plan must be amended in compliance with the procedures established in the [Flagstaff City Code](#), Title 11, Chapter 11-10 (General Plans), prior to consideration of the proposed amendment(s).



Moved photo from page III-10

Photo by: Tom Bean

Major and Minor Plan Amendment Procedures

The Regional Plan is a living document and is expected to be amended regularly to keep it current and relevant. There are two types of plan amendments: major and minor. In Arizona, each jurisdiction can determine what changes require a major plan amendment in the General Plan (*Flagstaff Regional Plan 2030*). The procedures for processing plan amendments can be found in the Flagstaff City Code, Title II General Plans, & Subdivisions. Flagstaff City Code may change independent of the Regional Plan and should be referred to details of any related process.

Arizona Revised Statutes (A.R.S.) require all major amendments to the Regional Plan to be presented at a single public hearing during the calendar year the proposal is made. The process for major amendment proposals is very specific and deadline driven. Major plan amendments must be processed before an application for rezoning or annexation can be accepted. The process includes public notification, Planning and Zoning Commission review, and a minimum of three public hearings. The proposal is also required to be sent to the Planning and Zoning Commission, City Council, and a review and comment period 60 days prior to public notice. Major amendments to the general plan also require an affirmative vote of at least two-thirds of the members of the City Council. These requirements may be changed by the City or the State.

A minor amendment to the general plan requires only one public hearing by the Planning and Zoning Commission and one by the City Council. These minor amendment public hearings may be held at any time during the calendar year, and do not require two-thirds vote of the City Council. Minor plan amendments may be processed concurrently with rezoning and annexation applications.

New text added per public comment

Public Development Projects – City- and County-sponsored projects and Capital Improvement Programs should be required to adhere to all applicable goals and policies of the *Flagstaff Regional Plan* through project planning and budgeting to ensure funding is available to implement the Plan.

Amendments to Goals and Policies and Maps 21, 22 and 24

Major plan amendments should evaluate proposals that would substantially alter the balance between the goals and policies of the *Flagstaff Regional Plan*. When a major plan amendment is proposed, it will be evaluated for its conformance to goals and

policies, and systematic impacts that would alter the expected growth scenario that the Regional Plan embodies (See Page II-11 for details). The growth scenarios used a computer model to integrate land use, transportation, and environmental outcomes to a preferred build out scenario that informed the Regional Plan's Maps 21 and 22 (Future Growth Illustration) and Map 24 (Activity Centers). When a major plan amendment is proposed to these maps, its expected outcome will be compared to the original assumptions of the plan and the systematic impacts of the change. Only those changes listed in the chart as requiring a major plan amendment need such an amendment. **All other changes require only a minor plan amendment.**

Original draft did not have any explanatory text to explain major and minor plan amendments

A major plan amendment is one that meets any one of the criteria on the chart on Page III-14. Major plan amendment categories one through seven relate to Maps 21 and 22 (Future Growth Illustration), and Map 24 (Activity Centers). Any changes made to the content of these maps can be carried forward to other maps, using the same features for background, as part of the City's annual update. Major plan amendment category eight only applies to text found in the "Goals and Policies" call out boxes that are located throughout the plan. Deletions, additions or changes to goals and policies in the Regional Plan can only be proposed by the City of Flagstaff.

We had significant public comment on what information was helpful in understanding the amendment process and how the Regional Plan's Growth and Land Use Chapter relates to this contentworks

Any other changes to Maps 21 and 22, (~~Future Growth Illustration~~), and Map 24 (~~Activity Centers~~) or goals and policies not shown in the Major Plan Amendments Chart are considered minor plan amendments. Minor plan amendment analysis is focused on conformance with the goals and policies of the Regional Plan. Some minor plan amendments may have consequences for how the Plan is implemented, but it is difficult to define them as "major" based on any criteria that could be identified early in the application process. **Some examples of minor plan amendments are:**

- ~~Changes from urban to suburban, or rural to suburban~~ area types outside of activity centers
- Changes from rural to suburban area type outside of an activity center
- Changes from urban, suburban, and rural area types to employment or special district
- Identifying a new area type for an "Area in White" ~~area in white~~ on Maps 21 and 22 (Future Growth Illustration)
- Refinement of place types at the parcel level as part of a specific plan
- Wording changes to goals and policies that do not substantially alter their meaning
- Expansion of the Urban Growth Boundary to bring an area with City utility services into compliance or to serve facilities in parks/open space
- ~~Adding or deleting a policy.~~

Area and Place Type Guidelines

Maps 21 and 22 (Future Growth Illustration) and Map 24 (Activity Centers) are generalized representations of area and place types. The following descriptions relate to the content of Chapter IX that describes areas and place types through the maps, goals and policies, and Tables of Characteristics, which give detail on the desired conditions within Urban, Suburban, and Rural Activity Centers, Neighborhoods, and Corridors.

If there are overlapping area types, either type could be used to analyze plan consistency without requiring an amendment to Maps 21 and 22 (Future Growth Illustration).

Places ~~areas~~ with "future" area types on Maps 21 and 22 (Future Growth Illustration) that are currently developed to a lower intensity and density ~~that are already developed~~ do not require an amendment if they are compatible with the existing development pattern. ~~to Maps 21 and 22 unless the development application requires a change to the underlying area type.~~ For instance, if an area with a future urban/existing suburban area is proposed for a development that fits the suburban area type according to the table of characteristics, then an amendment is not required. ~~If an area a place~~ has only a future area type and no existing area type, then the application must conform to the future area type or would require an amendment.

Tables of Characteristics for each area and place type are found in Chapter IX: Growth and Land Use. **The tables**

include information that describes the combined area-place type, such as Suburban Neighborhood, in terms of desired pattern, block size, density and intensity, mix of uses, transportation, open space, and parks. Parks/Open Space, Employment, and Special District area types are not described in the tables but have explanations of similar characteristics described in the text. These tables are intended to be interpreted at a scale that at a minimum is a neighborhood or activity center, and may be larger. Every row is not a standard or guideline unto itself. The tables are meant to be taken as a whole, and used along with an analysis of how the project would or would not move the community towards the goals and policies throughout the document. For projects that are generally compatible with the characteristics in the table but do not fall within the range of density or intensity, the planner will consider the site-specific preservation of nature resources and compatibility of the proposal with the existing and future neighborhood context through an analysis of goals and policies. Specific plans may further refine how density and intensity is considered within an activity center or a neighborhood.

Parcels with more than one area or place type do not have to meet the exact acre of each area type. The lines dividing each area type are general, unless a specific plan has made site-specific interpretations. Parcels with more than one area or place type but must show they meet the intent of what is displayed on Maps 21 and 22 (Future Growth Illustration). For example, a 20-acre parcel with “urban” next to a commercial corridor and “suburban” further away can show that the proposal increases density in the front of the property along the road and scales back without having 10 acres of each and no plan amendment would not be required. If the parcel is along a Great Street or within the pedestrian shed of an activity center, characteristics of the place types must also be demonstrated.

Minor Amendments to Other Maps and Plan Content

If the Plan changes are the result of a development application that complies with the urban growth boundary, area types, and place types, amendments to other maps in the plan may be completed as part of the City’s annual update of the Regional Plan. Changes or updates to other parts of the Regional Plan will be gathered throughout the year and presented for City Council adoption along with the Regional Plan Annual Report. In these cases, it is not required to have a plan amendment processed along with the development application. For instance, changes to Map 25 (Road Network Illustration) as a result of a subdivision plat may be processed separately from the application, if all the underlying land uses and dedications comply.

If the application requires a change to the urban growth boundary, area or place types, then all amendments to other maps in the Regional Plan should be processed concurrent with the changes to Maps 21, 22, and 24.

Specific Plan Amendments to the Flagstaff Regional Plan 2030

Specific Plans are processed as a minor amendment but follow the enhanced procedural requirements for public participation and notification required of major plan amendments. If a Specific Plan proposes a change to the Regional Plan related to a major amendment category identified on Page III-14, and the application follows the same notification and public participation requirements of a major plan amendment, the proposal may be exempted from the timeline for submittals and reviews of major plan amendments in Title 11. ~~The hearing for the Specific plan must be at the same meeting as hearings for all other major plan amendments in the calendar year, in this case.~~

Reconsidered this requirement



Comprehensive Updates and New Elements

Refer to Flagstaff City Code, Title 11, Chapter 11-10 (General Plans), for procedures relating to the addition of a new element to the Regional Plan, or for comprehensive General Plan update requirements.

Major Plan Amendments Chart

Major Plan Amendment Category	Criteria	
1 Urban growth boundary ¹	Expansion of the urban growth boundary that requires an expansion of public utility infrastructure, except where services are already provided, or for the purpose of designating Parks/Open Space area type.	← New Table
2 Area Type - Employment	Reduction of the employment area type, unless offset by an exchange of acres within the same master planned area.	
3 Area Type - Urban/Rural	Changes from urban to rural or rural to urban area types.	
4 Area Type – Special District	Creation of a new special district, or reduction in the size of a special district.	
5 Area Type – Parks/Open Space	Reduction of the land designated for conservation and active or passive recreation. ²	
6 Area Types – Urban/Suburban/Rural ¹	<ul style="list-style-type: none"> - In activity centers, changes to area types that reduce the anticipated range of intensity, density, and mix of uses³ except where done to protect natural or cultural resources. without creating a proportional increase in intensity, density and mix of uses within the activity center. - In neighborhoods and along commercial corridors more than ¼ mile from an activity center, changes from suburban to urban area types. 	<ul style="list-style-type: none"> ← Removed condition to simplify ← New criteria
7 Place Type – Activity Centers ¹	<ul style="list-style-type: none"> - Addition or deletion of an activity center - Moving the center of an activity center more than ½ mile from its original location. - Reduction in the category of an activity center (urban to suburban, suburban to rural, or regional to neighborhood) without creating a proportional increase in scale of an activity center elsewhere in the Flagstaff Region. 	
8 Goals and Policies ^{1,4}	Add or delete a goal or policy in any chapter of the Plan.	← Per public comment

¹ This category excludes changes that are the result of a Specific Plan. Such changes will be processed as minor amendments.

² Lands designated for conservation and active and passive recreation are displayed as Parks/Open Space on the Future Growth Illustration. ~~Within the Parks/Open Space area type,~~ ~~Public facilities, such as tanks, utilities, roads, and staging areas, may be located, within the Parks/Open Space area type.~~ If these facilities have substantially altered the natural environment or created a brownfield site, removing them from the Parks/Open Space designation may be processed as a minor amendment. Expansion of such facilities does not require a plan amendment.

³ See tables of Area/Place Type characteristics found in Chapter IX: Growth and Land Use and relevant Specific Plans for the range of density, intensity and mix of uses..

⁴ Deletion or addition, of goals and policies to the Regional Plan can only be proposed by the City of Flagstaff.

← correction

CITY OF FLAGSTAFF

STAFF SUMMARY REPORT

To: The Honorable Mayor and Council
From: Mark Di Lucido, Comm Design & Redevel Proj Adm
Date: 08/15/2016
Meeting Date: 08/30/2016



TITLE:

Thorpe Park Sculpture Presentation.

DESIRED OUTCOME:

The Beautification and Public Art Commission (BPAC) has drafted a Call to Artists for a sculpture in Thorpe Park. BPAC provides this presentation to inform the Council of the project.

EXECUTIVE SUMMARY:

The Thorpe Park Sculpture (Sculpture) will be at the northwest corner of Santa Fe Avenue and Thorpe Road. The BPAC has budgeted \$100,000 for construction of the Sculpture. The BPAC plans to issue a Call to Artists in September, expects that the deadline for proposals will be in October, and anticipates a fall 2017 installation.

The purpose of the Sculpture will be to create an enduring, memorable, large scale, artwork that will be embraced and venerated by the community much as the Gandy Dancer Sculpture has. The BPAC has not strictly defined the desired theme of the Sculpture; it could be figurative/representational and abstract/conceptual; evoke a reference to place, history, or culture specific to the City and/or Northern Arizona; or of significant persons from the City's history. The BPAC will, however, require that the Sculpture be made of durable materials that stand the test of time and age gracefully with minimal city maintenance.

A Call to Artists is similar to a procurement request for proposal and is subject to State of Arizona governmental entity solicitation requirements. For this Sculpture, standard City procurement procedures have been followed; City staff, with input from BPAC, wrote the Call to Artists; the City Attorney's Office reviewed the document; and it will be administered by the Purchasing Department. The verbatim evaluation criteria has not been provided here because the Call for Artists has not been made public.

There will be a two-phase process. In the first phase, the BPAC will evaluate artistic concepts for the Sculpture. The BPAC will narrow the pool to three finalists who will be evaluated and also required to create a small, preliminary model (i.e. maquette). To facilitate this, the BPAC will provide each of the three finalists a \$2,500 stipend. National arts associations, such as Americans for the Arts, recommend the use of stipends as a 'best practice' for commissioning art. The artist will use the stipend to create a maquette of their Sculpture which will assist the BPAC, Council, and the community to visualize the artistic's concept, work out design issues/flaws during an early stage, and facilitate BPAC to make better-informed evaluations.

Staff realizes that access to, and experience of the sculpture may be enhanced by creating a 'setting' for the piece. It will be determined whether a 'setting' is needed after installing the Sculpture, and, if necessary, the BPAC will seek additional funding through a separate beautification five-year plan line

item.

City staff apprised the Townsite Historic District neighborhood committee of the plan to construct the Sculpture, but received no negative comments to the proposal. In addition, City staff contacted Lowell Observatory as a potential funding partner, and for thematic suggestions due to its proximity to the Sculpture, but there has been no response.

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.

Attachments: [Site](#)



THORPE PARK
SPORTS AND RECREATION
AREA

CITY OF COCONINO
PARKS AND RECREATION
DEPARTMENT

N. THORPE ST
W. COCONINO FE. 400

CITY OF FLAGSTAFF STAFF SUMMARY REPORT

To: The Honorable Mayor and Council
From: Michael O'Connor, Public Works Section Director
Date: 08/18/2016
Meeting Date: 08/30/2016



TITLE:

Discussion of Old Walnut Canyon Road.

DESIRED OUTCOME:

Direction for future use and maintenance of Old Walnut Canyon Road.

EXECUTIVE SUMMARY:

The discussion on the maintenance of Old Walnut Canyon road has occurred for several years. Staff has researched all non-standardized roads within the City limits to try to find comparable roads. During the presentation all roads will be discussed about the maintenance and responsibility of maintenance.

INFORMATION:***COUNCIL GOAL:***

- 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

Attachments: [PowerPoint](#)



Old Walnut Canyon Road

August 30, 2016



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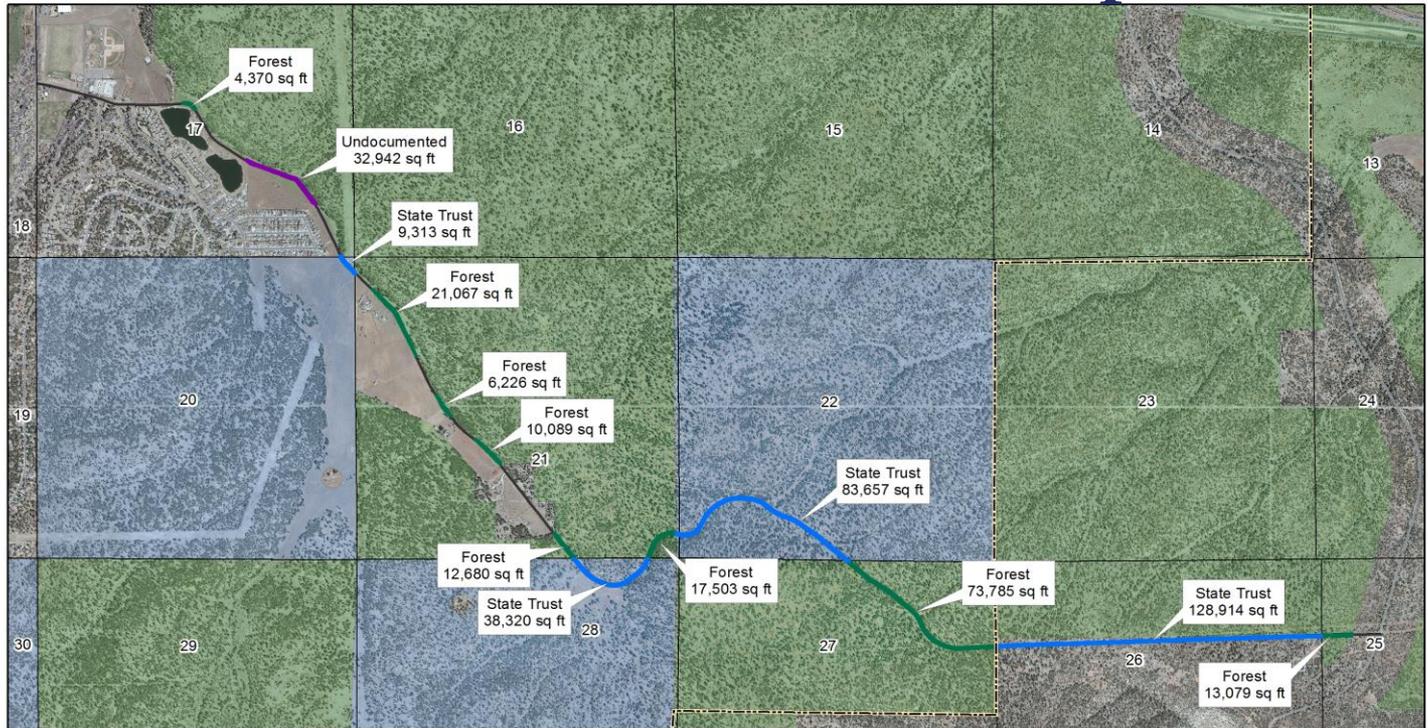


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Forest Service / State Trust Land / Private Properties



Intersect of Old Walnut Canyon Rd and Forest Service Land

- Old Walnut Canyon Rd within Coconino National Forest
- Old Walnut Canyon Rd within State Trust Land
- Undocumented Encumbrance
- Coconino National Forest Land
- State Trust Land

- Old Walnut Canyon Rd
- Section lines
- City Limits



Old Walnut Canyon Rd from Country Club Dr to Walnut Canyon Rd: 680,380 square feet
 Pavement: 55,940 square feet
 Dirt: 624,440 square feet

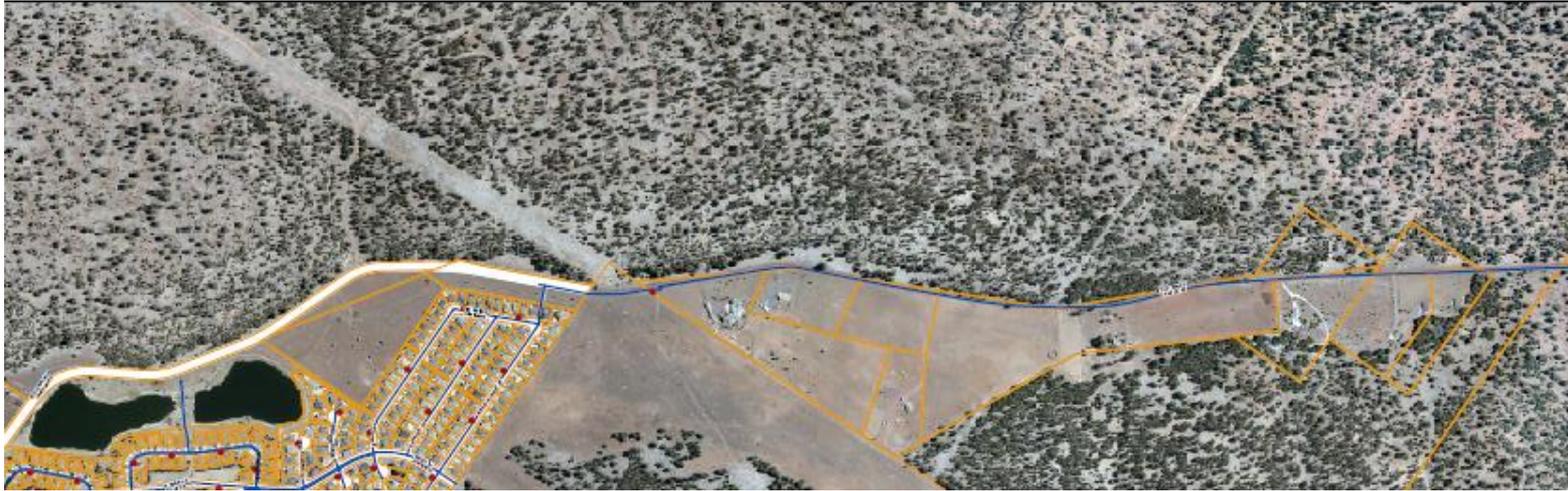


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History of Area



- **1917**- The Fish family homesteaded 26 acres within Section 21 in East Flagstaff. In **1922**, they added 60 acres to the homestead.
- **1937**-The City of Flagstaff extended a 2" water line to provide water service to Walnut Canyon National Monument.
- **1958**-Area Annexed into City limits
- **1977**-The 86 acres property (known as the Fish Ranch) was sold and divided between 3 families.
- **1988**- City questioned ability and authority to maintain road but decision made to continue maintenance based on historical precedence.
- **2000** – J. Heath purchased and installed a new 2" water line and provided the City a 16' easement for the City to take over maintenance of the line.



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History Cont.

- **5/28/12** – Letter from residents was received requesting paving of road. Staff met with residents and was able to confirm maintenance would not change.
- **5/7/15** – Letter mailed to Council requesting the City to pave Old Walnut Canyon Road by the citizens that live on the road.
 - Staff began assessing the responsibility of maintaining the road. City has bladed and plowed the road based on historical precedence but no formal agreement exists.
 - Per the Forest Service, no existing easements or permits on the federal lands between the City and Forest Service.
 - A NEPA (National Environmental Policy Act study) would be required.
- **5/3/16** – Item was on the Council agenda as a future agenda item and it was unanimous that it would be discussed at a future work session.
- **Old Walnut Canyon Road has served as Recreational and Forest Service access for many years.**



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Stakeholders:

- Residents of Old Walnut Canyon road
- Forest Service/State Trust Land
- City of Flagstaff



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Residents

Options discussed with Residents:

- Continue maintaining the road as is currently done.
- Paving the private road as well as the Forest Service access road.
- Installation of millings, chip sealing the road and seal coating.



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Forest Service Comments

- Millings, chip seal and seal coat create a higher standard of service than what is provided for the roadway. Dust abatement and grading is a level of service not provided.
- Forest Service would not be able to provide the same level of service if the City stopped servicing road in the future.
- Need for recorded legal access.
- Forest Service holds a Right of Way permit on State Trust Land for authorization to conduct maintenance activities across State Trust land.



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Street Section Perspective



- Streets currently spends approximately \$70,000/year maintaining Old Walnut Canyon Road, \$50,000 of this is material.
- Maintenance is funded through HURF (Highway User Revenue Funds) Gas tax.
- Improvements are not in the Capital Improvement Program.



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Options

1. Continue to maintain the road "As Is" based on historical precedence.
 - Obtain maintenance agreement from Forest Service
 - Obtain public access easement
2. Stop maintaining the road
3. Install Millings, Chip Seal and Seal coat road: estimated cost of \$168,000
 - Obtain easement or permit from Forest Service (NEPA required) as we cannot own Forest Service land.
 - Obtain public access easement
 - Obtain Right of Way from Property Owners
4. Improve the road with pavement: estimated cost: \$2.6 million dollars
 - Obtain easement or permit from Forest Service (NEPA required) as we cannot own Forest Service land.
 - Obtain public access easement
 - Obtain Right of Way from Property Owners



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City wide discussion



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Non Standardized City Maintained Roads

Documented for maintenance:

- Frontier – Forest Service Road with a special use permit granted to the City for Public Roadway
- Penstock, Empire, Commerce and Preston – Public Roadways
- Brannen – Public Roadway
- Gable – Abandoned in 1991
- Fir – Public Roadway
- Westridge subdivision – Private Roads that HOA is responsible for - 5.6 lane miles



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Non Standardized City Maintained Roads

Undocumented for maintenance:

- Kinlani to BIA gate – within Thorpe Park – FS
- Mountain Meadow- Letter of intent regarding the road but no mention of maintenance public or private.
- Dog Pound Road (S. Fourth St)- Private
- CO Bar, J. Diamond and Chisholm – roads are identified on plat, but there is no mention of maintenance.
- Meade
- Walnut Canyon Road - Forest Service/Private



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Non Standardized Roads Within City Limits not maintained by the City

Documented for maintenance:

- Purple Sage Area – Private, 2.4 miles – 4.8 lane miles.
- Rain Valley Road – Private HOA maintained
- S. Fourth Street and Monroe
- Herold Ranch Road, and YX Ranch Road
- Historical request to maintain Woody Mountain Road to Arboretum – Forest Service Road



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Discussion



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CITY OF FLAGSTAFF STAFF SUMMARY REPORT

To: The Honorable Mayor and Council
From: Walt Miller, Deputy Chief
Date: 07/25/2016
Meeting Date: 08/30/2016



TITLE:

Discussion on Tequila Sunrise.

DESIRED OUTCOME:

To build partnerships with business owners and others that take part in Tequila Sunrise in order to mitigate issues that may arise and address the unintended consequences of this event. This will also help establish a dialogue with stakeholders that may lead to better management of the event.

EXECUTIVE SUMMARY:

In October of 2015 the Mayor and Council heard concerns from business owners and citizens living near the downtown area about Tequila Sunrise, which is an unsponsored event. Tequila Sunrise coincides with the annual homecoming events of Northern Arizona University. To improve staff's understanding of community issues and community understanding of the City's roles, responsibilities and limitations, a community working group was established after the 2015 Tequila Sunrise event. The Mayor & Council expressed interest in bringing together a diverse group from the community to talk about Tequila Sunrise. The overarching objective was to see if there is anything we could do to partner as interested community stakeholders with the sponsoring businesses to mitigate the unintended consequences that spin off from the early-morning event.

INFORMATION:

In February 2016, a Tequila Sunrise Community Working Group was established that consisted of interested community stakeholders. A series of meetings between February and May were held. Some of the main discussion points during the meetings consisted of liquor laws and special event permits. It has been determined that a special event permit is not required nor would it be appropriate as this is a non-sponsored and unsanctioned event that takes place in private businesses. With regards to liquor laws it has been established that there are no restrictions that would prohibit participating establishments from opening for business at six in the morning to serve alcohol, as all liquor licenses allow the business to serve at 6:00am (except Sundays)

Some of the unintended consequences that have been observed during Tequila Sunrise include an increase in pedestrian traffic in the downtown area which flows south back toward NAU at the intersections of Route 66 at Beaver and Route 66 at San Francisco. It has also been noted that there has been lack of restroom facilities, excessive alcohol consumption, and litter in the area.

Terry Madeksza Executive Director of the Flagstaff Downtown Business Alliance has offered to coordinate with participating establishments to obtain additional porta-johns. She has also offered to coordinate with Mountain Line to see if they would dedicate a bus and a specific route to transport people out of the downtown area after the event was over.

Representatives from Northern Arizona University participated in the working group and are planning to offer a number of alternative activities for students this day. They are also planning to provide information to students regarding positive alternatives to Tequila Sunrise.

The Police Department will continue to maintain public safety and provide a high visibility presence during the event. We will continue to be proactive with regards to liquor law enforcement during the upcoming 2016 Tequila Sunrise event.

Council Goals:

These efforts can be tied to Council Goal #8- Improve effectiveness of notification, communication, and engagement with residents, neighborhoods and businesses and about City services, programs, policies, projects and developments.

These efforts can also be tied to Council Goal #4- Develop and implement guiding principle that address public safety service levels through appropriate staffing levels.

Attachments: CCR-Tequila Sunrise
 CCR-Tequila Sunrise

CITY COUNCIL REPORT

Public

DATE: November 23, 2015
TO: Mayor and Councilmembers
FROM: Walt Miller, Deputy Police Chief
CC: Josh Copley, Jerene Watson, Barbra Goodrich & Leadership Team
SUBJECT: Tequila Sunrise 2015

On October 25, 2015 the Flagstaff Police Department provided a high police presence in the downtown area and south side neighborhood during the annual Tequila Sunrise/ NAU Homecoming, which is an unsponsored event.

Additional staffing to handle this event was a total of seventeen (17) sworn FPD officers and one (1) additional dispatcher to handle radio traffic just for this event.

As noted prior some of the assigned officers had rearranged schedules during the week so the department did not incur overtime expenses. I have been directed to determine the average hourly rate calculated at ***burdened pay*** for the personal that worked the event. The following has been determined:

1-FPD Lieutenant at an average *burdened* pay of \$77.00 per hour. Lt. Roberts worked a ten hour (10) shift; **\$770.00 total**

3-FPD Sergeants at an average *burdened* pay of \$64.25 per hour. The three assigned Sergeants worked a ten (10) hour shift; **\$1927.50 total**

2-FPD Corporals at an average *burdened* pay of \$56.58 per hour. The two assigned Corporals worked a ten (10) shift; **\$1131.60 total**

11-FPD officers at an average *burdened* pay of \$44.22 per hour.

- One (1) officer worked a 6.5 hour shift for a total of **\$287.43**
- Three (3) officers worked an eight (8) hour shift for a total of **\$1061.28**
- Seven (7) officers worked a ten (10) hour shift for a total of **\$3095.40**

The total cost of average pay calculated at the ***burdened*** rate: **\$8273.21**

We also sustained 6.5 hours of overtime for five officers working the event to complete arrest reports at the end of their shift.

The total cost of overtime for the officers, calculated at the *burdened rate* was **\$460.89.**

We also paid four (4) hours of overtime for the additional dispatcher.

The total cost of an additional dispatcher, calculated at the overtime *burdened rate* was **\$226.99.**

Total cost of overtime for the Police Department, calculated at burdened rate was **\$687.88.**

I spoke with Rich Herne with Public Works. He assigned two employees with a truck, to assist in the deployment and pick up of the barricades. Rich said each employee worked six hours on Saturday morning.

The total cost of the two Streets employees, calculated at the burdened rate was **\$270.48.**

The total cost of the equipment/truck utilized was an additional **\$119.70.**

- ✓ Total cost of overtime (FPD and Public Works) and equipment: **\$1078.06**
- ✓ Total cost of average pay for seventeen (17) sworn officers calculated at the burdened rate: **\$8273.21**
- **Total: \$9351.27**

RECOMMENDATION / CONCLUSION

This report is for information only.

CITY COUNCIL REPORT

Public

DATE: October 30, 2015

TO: Mayor and Councilmembers

FROM: Walt Miller, Deputy Police Chief

CC: Josh Copley, Jerene Watson, Barbra Goodrich & Leadership Team

SUBJECT: Tequila Sunrise 2015

On October 25, 2015 the Flagstaff Police Department provided a high police presence in the downtown area and south side neighborhood during the annual Tequila Sunrise/ NAU Homecoming, which is an unsponsored event.

The police department has historically provided this high police presence due to the high volume of people who patronize the liquor establishments in the area, who open for business at 6 AM. The following liquor establishments in the downtown area were open for business: Collins, Monsoons, Maloney's, Dorados, Majerles Bar & Grill, McMillan Bar & Grill, State Bar, Rendezvous, The Green Room, Hotel Monte Vista and Hops on Birch. The following liquor establishments were open on the south side; Altitudes, Lumberyard, Southside Tavern and Whyld Ass.

In preparation for the event, a meeting was held on Thursday October 22nd at City Hall Council Chambers with bar owners and employees. The meeting was attended by twenty-eight (28) bar employees, representing fifteen (15) different businesses. Lt. Roberts facilitated the meeting and spoke on behalf of the police department. Agent Herb Carruthers from the Department of Liquor gave a presentation on liquor laws that included overserving patrons and serving to an obvious intoxicated person.

Jen Runge from NACASA gave a presentation on sexual assault awareness. Cynthia Anderson, Joanne Keene and Alyssa Deaver with Northern Arizona University administration were also present. Terry Madeksza from the Downtown Business Association spoke to the group in an effort to get individual businesses to help with the cost of portable toilets in the downtown area. Collins, Monsoons, Dorados and Hop on Birch all pitched in to pay for the portable toilets. A question and answer session was held at the end of the meeting.

On Saturday Lt. Roberts held a briefing for the Tequila Sunrise event at 5:30AM at the police department.

The officers were instructed to maintain a high profile presence in the aforementioned areas until relieved by Lt. Roberts. Officers were directed to maintain a "zero tolerance" enforcement policy in regards to assault and disorderly conduct violations. Officers were told that subjects who had consumed alcoholic beverages to the point of extreme intoxication should be treated as medical emergencies and medics should be summoned to treat and/or transport them to FMC.

Officers were assigned in teams of two. The event supervisors (Sergeants and Lieutenant) roved between the north side and south side of the railroad tracks. Assigned officers worked on bicycles or walked a beat in their assigned areas. Officers assigned south of the railroad tracks also conducted close patrols in the Fountain-Franklin corridor and the surrounding neighborhood areas. Officers were directed to conduct bar checks when possible.

By 6:00 AM Lt. Roberts observed that the intersection of Aspen and Leroux contained hundreds of people. Due to public safety concerns he closed the following streets; Aspen Ave. from Beaver to San Francisco and Leroux from Route 66 to Birch. Lt. Roberts had coordinated in advance with Rich Herne and Mike O'Connor at Public Works to assist with barricades should there be a need. Two employees from the streets department assisted us deploying the barricades at the above mentioned locations.

The streets remained closed until about 1:30 PM when the crowd had dissipated enough to allow traffic to flow without safety concerns. Officers moved the barricades from the roadway and the street department employees picked them up.

At about the same time officers assigned to the south side asked for additional resources to assist them with large numbers of pedestrians walking south. Officers later said that they were having a difficult time keeping the pedestrians out of the roadway and on the sidewalks.

Most of our enforcement action occurred on Saturday morning however on Friday night, October 23rd three Agents with the Arizona Department of Liquor Control and one FPD officer worked a plain clothes enforcement operation and made six (6) arrests for liquor violations. Five (5) arrests where for illegal consumption of alcohol and one (1) arrest was for soliciting another to purchase alcohol. The Arizona Department of Liquor Control also issued one (1) administrative violation to Monsoon's for accepting an unauthorized identification.

During the event on Saturday between 6 AM and approximately 3 PM, officers made an additional thirty-five (35) arrests. The following is a breakdown of the arrests that were made:

- 25 arrests for illegal/underage consumption
- 3 arrests for urinating in public
- 4 arrests for public consumption of alcohol
- 1 arrest for disorderly conduct-fighting
- 1 arrest for the use of a fake ID to purchase alcohol
- 1 arrest for the use of a fake ID to gain access to a liquor establishment

To recap, between Friday evening and Saturday afternoon, a total of forty-one (41) misdemeanor arrests were made and one (1) administrative violation was issued by the Arizona Department of Liquor Control to Monsoon's. There were no other actions, criminal or administrative against any bar or bar employees.

As noted there were three ADLC Agents who worked with officers. We have partnered with the ADLC in the past during this event, which helps with additional resources to address criminal behaviors. The ADLC is better versed to address administrative violations and they can take immediate action.

Outside of the downtown area but related to home coming festivities, officers also issued three (3) party response notices on Saturday. Two were issued in the Rio Homes area; 1534 S. Gavin & 1497 S. Ivy and the third was issued at 262 E. Franklin #2.

Officers were dispatched to the Rio Homes area at 6:47AM after a crime stop caller reported loud music and several people gathering in the street. As officers approached they observed several people in the street and in the front yard of a townhome. People began to run as they saw the officers approaching. They ran into two separate addresses. The individuals that were contacted said they had no idea who was responsible for hosting the party.

Officers were conducting a patrol of the Franklin corridor at about 8:30 AM when they saw several people in the court yard of the apartment complex located at 262 E. Franklin. They also heard loud music coming from apartment #2. When officers approached the courtyard several people ran into apartment #2 and others ran from the complex. No one would answer the door at apartment #2.

Additional staffing to handle this event was a total of twenty-two (22) sworn officers and one (1) additional dispatcher to handle radio traffic just for this event.

- 1-FPD Lieutenant
- 3-FPD Sergeants
- 2-FPD Corporals
- 11-FPD officers
- 2-DPS GITTEM officers
- 3-Officers from Department of Liquor Control

In order to work the event and not incur overtime the officers and supervisors rearranged their schedules during the week so they were working regular time.

The police department did not have any grant money to use for the event as GOHS has not opened up their funding for FY2016. We did however sustain 6.5 hours of overtime for five officers working the event to complete arrest reports at the end of their shift. We also paid 4 hours of overtime for the additional dispatcher.

The total cost of overtime for the officers, calculated at the burden rate was \$460.89.

The total cost of an additional dispatcher, calculated at the burden rate was \$226.99.

Total cost of overtime for the Police Department, calculated at burden rate was \$687.88.

I spoke with Rich Herne with Public Works. He assigned two employees with a truck, to assist in the deployment and pick up of the barricades. Rich said each employee worked six hours on Saturday morning.

The total cost of the two Streets employees, calculated at the burden rate was \$270.48.

The total cost of the equipment/truck utilized was an additional \$119.70.

Total cost of overtime for the Public Works Department, calculated at the burden rate was \$390.18.

Total cost to the city \$1078.06

As noted this is an unsponsored event therefore there is no cost sharing and we are unable to bill out overtime costs to an event promotor or sponsor. As a police department we do not endorse the event; however we cannot ignore the event as there is a valid public safety concern. This is a community policing initiative which we strive to provide the best customer service and ensure the public safety of all of our citizens and visitors.

Regarding the business owner's perspective I did have a conversation with Terry Madeksza from the Downtown Business Association. She told me that there is a "mixed bag" of businesses, some that like the event and others that don't. That same sentiment was also documented in Daily Sun in an article published on Sunday November 1st.

Terry continued by telling me that if the event continues, it was her opinion that all of the stakeholders needed to be present at the table to discuss public safety, clean up from the event, portable toilets and transportation issues during and after the event.

Terry was very complementary of Lt. Roberts and all of the officers working the event. She also commended Lt. Roberts for his leadership before, during and after the event.

RECOMMENDATION / CONCLUSION

This report is for information only.

CITY OF FLAGSTAFF

STAFF SUMMARY REPORT

To: The Honorable Mayor and Council

From: Meg Roederer, Interim Communications Manager

Co-Submitter: Jeff Meilbeck, NAIPTA CEO and General Manager
and Don Jacobson, Court Administrator

Date: 08/17/2016

Meeting Date: 08/30/2016



TITLE:

Presentation on Education Outreach for Prop 411 (Transit) and Prop 412 (Municipal Courthouse).

DESIRED OUTCOME:

This presentation is informational only.

EXECUTIVE SUMMARY:

The following is an update on the City's community outreach to educate Flagstaff voters about Proposition 411- Transit Tax and Proposition 412 - Municipal Court Bond Project.

Proposition 411- Transit Tax: Consideration of a levy of a Transaction Privilege Tax at a rate of 0.295% (\$0.00295) for a period commencing July 1, 2020, through June 30, 2030, for the purposes of acquiring, constructing, improving, operating, and maintaining equipment and facilities for a public transit system within the City of Flagstaff.

Proposition 412 - Municipal Court Bond Issue: Consideration of the sale and issuance of bonds to provide adequate court room facilities, prosecution facilities, prisoner transport and holding areas, separate circulation and movement for public, jurors, prisoners and court staff, prosecution staff, space for all court events, as well as staff, jurors and the public and sufficient parking for all of the above, shall the City of Flagstaff be authorized to sell and issue general obligation bonds in a principal amount up to \$12,000,000.

INFORMATION:

The City's outreach is focused entirely on education and does not advocate a position on the propositions. The City is working closely with the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA) to combine our educational outreach efforts as much as possible. This joint coordination is an effective strategy which will enhance and streamline Prop 411 and Prop 412 presentations.

Joint presentations to community groups and neighborhood associations are on-going below is the schedule:

- August 17, 2016: Chamber of Commerce Government Affairs Committee
- September 8, 2016: Sierra Club
- September 15, 2016: Southside Community Association
- September 20, 2016: Sunrise Lions (Prop 412)

- September 21, 2016: ECoNA
- September 27, 2016: Sunrise Lions (Prop 411)

Open Houses:

- Week of September 12 - Prop 411 & Prop 412
- Week of October 3 – Prop 411
- Week of October 10 – Prop 411 & Prop 412
- Week of October 24 – Prop 411

Events:

- August 5, 2016: First Friday Artwalk (Booths at 125th Anniversary County Courthouse)
- September 24, 2016: Flagstaff Festival of Science
- October 7, 2016: First Friday Artwalk

Websites:

- Prop 411: www.mountainline.az.gov/Prop411
- Prop 412: www.flagstaff.az.gov/Prop412

Social Media Posts On-Going

Features in the Coconino County Report to Citizens, City of Flagstaff Cityscape and Flagstaff Business News

Local media stories and interviews

Informational displays at City Hall, Aquaplex, Libraries, Joe C. Montoya, etc.

Collateral Materials: Brochures, Flyers, Poster Boards, PowerPoint Presentations, Promotional Items, Publicity Pamphlet and FAQs, Video

Message Inserts in the City Utility Bill

Advertisements

Digital City signboards placed at various strategic locations (pending)

Prop 412 - Banner on the building at the proposed court house location (pending)

Ongoing coordination meetings with City and NAIPTA

Talking Points and Key Messages:

Prop 411...

- Continuation of transit tax through 2030 - no increase
- Mountain Line – 16 years and growing strong
- Mountain Line ridership has grown from 800,000 (2008) to almost two million (2016) annual riders
- 87% of voters surveyed support continuing the Mountain Line sales tax for 10 years through 2030
- 86% of riders system-wide are satisfied with the service

Prop 412...

- Proposed bonds would not increase or decrease property tax
- Public safety at risk due to inadequate security and no prisoner holding or separation of the prisoners from the public
- Cost savings with \$12 million funded for a \$21.5 million project
- Current courthouse is 85 years old, is structurally deteriorating and is inadequate for court

- operations as well as having inadequate parking
- Joint effort with Coconino county provides a central location for most court services
- Proposed location (211 N. Agassiz St.) is the site of the old jail in downtown Flagstaff adjacent to the historical jail and the historical county courthouse, both of which would be preserved

COUNCIL GOALS:

- Provide a well-managed transportation system (Prop 411)
 - Provide sustainable and equitable public facilities, services, and infrastructure systems in an efficient and effective manner to serve all population areas and demographics (Prop 412)
-

Attachments: PP Prop 411 Prop 412 Ed Outreach
 Prop 411 Brochure
 Prop 412 Brochure
 PP Prop 411
 PP Prop 412



Education Outreach Strategy Prop 411 & Prop 412

August 30, 2016

Desired Outcome:

Presentation Is Informational Only

Executive Summary:

The following is an update on the City's community outreach to educate Flagstaff voters about Proposition 411- Transit Tax and Proposition 412 - Municipal Court Bond Project.

The City's outreach is focused entirely on education and does not advocate a position on the propositions. The City is working closely with the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA) to combine our educational outreach efforts as much as possible. This joint coordination is an effective strategy which will enhance and streamline Prop 411 and Prop 412 presentations.

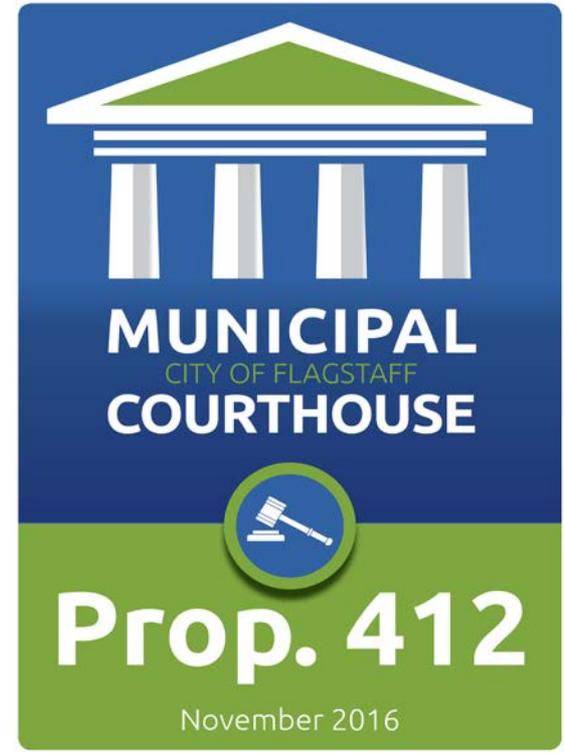
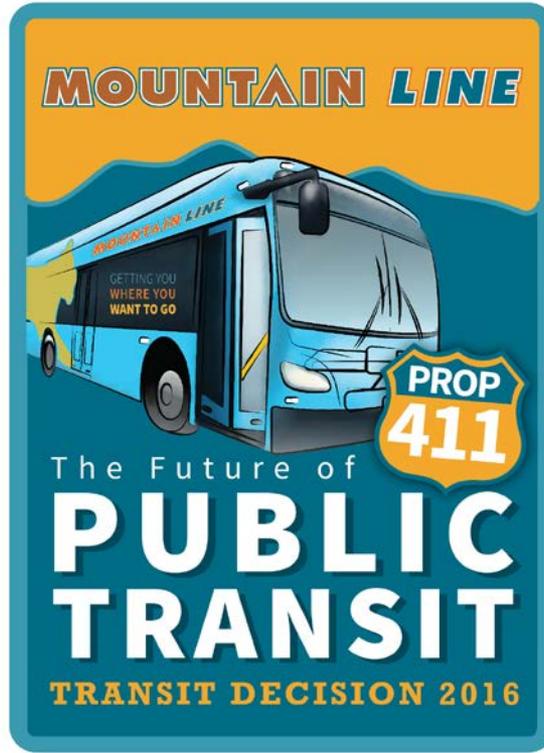


TEAM FLAGSTAFF

WE MAKE THE CITY BETTER



Branding: Logos, Websites, Displays & Banners



www.mountainline.az.gov/Prop411

www.flagstaff.az.gov/Prop412

- Social Media Posts On Going
- Informational displays at City Hall, Aquaplex, Libraries, Joe C. Montoya, etc.
- Prop 412: Banner placed on the building at the proposed court house (pending)



TEAM FLAGSTAFF

WE MAKE THE CITY BETTER



Joint Presentations, Open Houses, Events & Meetings

Joint presentations to community groups and neighborhood associations are on-going below is the basic schedule:

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September 15, 2016: Southside Community Association

September 20, 2016: Sunrise Lions (Prop 412)

September 21, 2016: ECoNA

September 27, 2016: Sunrise Lions (Prop 411)

Scheduled Open Houses:

Week of September 12 - Prop 411 & Prop 412

Week of October 3 – Prop 411

Week of October 10 – Prop 411 & Prop 412

Week of October 24 – Prop 411



Scheduled Events:

August 5, 2016: First Friday Artwalk (Booths at 125th Anniversary County Courthouse)

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October 7, 2016: First Friday Artwalk

Ongoing coordination meetings with the City and NAIPTA



TEAM FLAGSTAFF

WE MAKE THE CITY BETTER



Features, Ads & Materials

Feature Stories:

- Coconino County [Report to Citizens](#)
- City of Flagstaff [Cityscape](#)
- Flagstaff Business News

Local media stories and interviews on going

Collateral Materials:

- Brochures
- Flyers
- Poster Boards
- PowerPoint Presentations
- Promotional Items
- Publicity Pamphlet and FAQs
- Video

Message Inserts in the City Utility Bill

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TEAM FLAGSTAFF

WE MAKE THE CITY BETTER



Talking Points & Key Messages

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TEAM FLAGSTAFF

WE MAKE THE CITY BETTER





MOUNTAIN LINE

GETTING YOU WHERE YOU WANT TO GO

PROP 411

The Future of
PUBLIC TRANSIT

TRANSIT DECISION 2016

MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE

Prop. 412

November 2016

Questions?



TEAM FLAGSTAFF

WE MAKE THE CITY BETTER



WHAT HAS HAPPENED SINCE 2008?

PROPOSITION 401 – CONTINUATION OF SERVICE
Continued Mountain Line services



PROPOSITION 402 – ADD NEW HYBRID BUSES
92 % of the bus fleet now hybrid-electric



PROPOSITION 403 – CONNECT DOWNTOWN TO WOODLAND VILLAGE
New high frequency route connecting Downtown to Woodland Village through Campus



PROPOSITION 404 – ADD NEW SERVICE AREAS
Added service in Bow and Arrow, Sawmill, and Sunnyside areas



PROPOSITION 405 – MORE FREQUENT SERVICE ON BUSY ROUTES
Increased frequency on cross-town routes to be every 20 minutes



PROPOSITION 411 – CONTINUATION OF MOUNTAIN LINE SALES TAX
If not approved, service will likely end



PROPOSITION 411:

CONTINUATION OF MOUNTAIN LINE SALES TAX

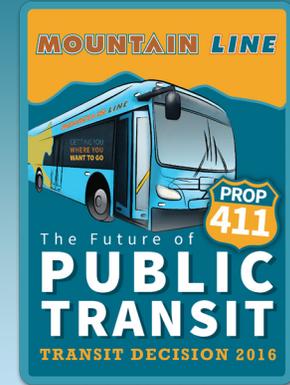
On November 8th Flagstaff voters will decide if the Mountain Line sales tax should be continued for another 10 years through 2030.

The Flagstaff transit sales tax was originally approved by voters in 2000. It was continued and increased in 2008.



Mountain Line sales tax is scheduled to end in 2020, unless City voters approve a continuation through 2030.

mountainline.az.gov | 928.779.6624



PROPOSITION 411:

CONTINUATION OF MOUNTAIN LINE SALES TAX

On November 8th Flagstaff voters will decide if the Mountain Line sales tax should be continued (with no increase in tax).

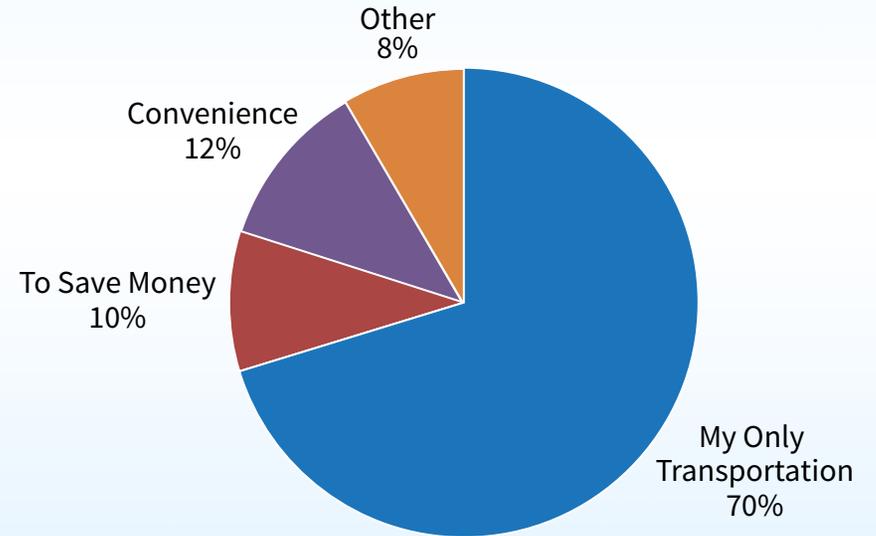


REMEMBER TO VOTE
NOVEMBER 8TH
PROPOSITION 411
MOUNTAIN LINE TAX CONTINUATION

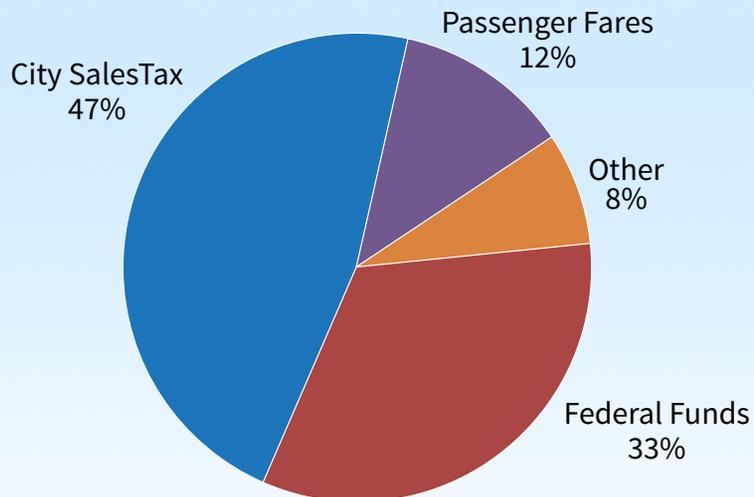
MOUNTAIN LINE – 16 YEARS AND GROWING STRONG



WHY RIDERS USE MOUNTAIN LINE



WHO PAYS FOR MOUNTAIN LINE?



WHAT DO CITY VOTERS THINK?

86% of voters surveyed support continuing the Mountain Line sales tax for 10 years through 2030



What is Prop 412?

The municipal court facilities project consists of the design and construction of a courthouse and parking structure. Proposition 412 will allow the City to sell bonds in order to create a facility to house the Flagstaff Municipal Court and the Flagstaff City Attorney's Prosecution Division. Coconino County will provide funding for the inclusion of the Flagstaff Justice Court. The current plan is to create this joint facility on the site of the old jail (currently vacant) in downtown Flagstaff, with a parking garage.

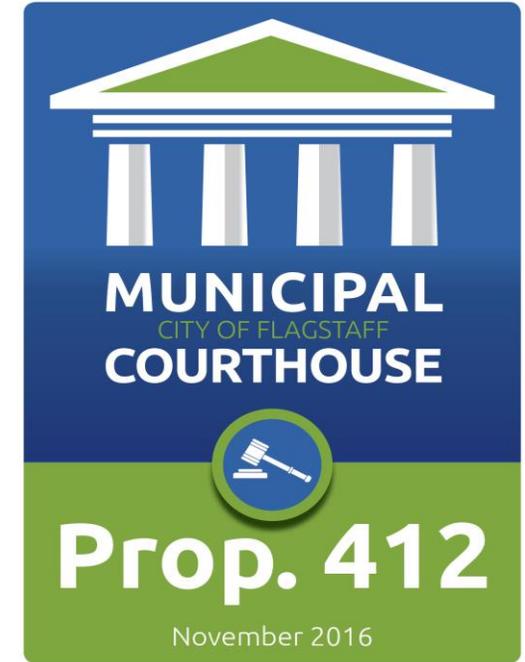


The proposed bonds are to be paid by an extension of the secondary property tax rate. If approved, the extension would keep the rate at the current level so residents would not see an increase, nor would they see a decrease.

Mission Statement and Program

The mission of the employees of the Flagstaff Municipal Court is to foster a positive and productive environment that promotes the efficient and effective administration of justice.

The Flagstaff Municipal Court is responsible for the adjudication and disposition of all local code violations, criminal misdemeanor, criminal traffic and civil traffic cases that occur within the Flagstaff City limits in a prompt, judicious and effective manner. The Court is accountable to the Arizona Supreme Court through the Superior Court in judicial and operational matters and reports to the City regarding financial and administrative matters not unique to court operations.



City of Flagstaff Municipal Court Facilities

Proposition 412

The Municipal Court Facilities Bond Issue will appear in the City's General Election and Bond Authorization Special Election held on Tuesday, November 8, 2016. Proposition 412 will allow the City of Flagstaff to sell and issue general obligation bonds up to \$12 million to construct a new courthouse.



Why Prop 412?

The Flagstaff Municipal Court has operated from a converted furniture store located at 15 North Beaver Street since 1985. The challenges employees and court users face on a daily basis include:

- Inadequate security, courtrooms, client conference rooms and jury assembly areas
- No prisoner holding or separation of the prisoners from the public
- The facility is too small for current or future operations, is 85 years old and reaching the end of life
- Current facilities at both the County and the City lack adequate parking. More parking will not only benefit courthouse visitors, but will increase parking availability downtown
- The building floods during rainfall, contains asbestos and is structurally deteriorating

Where Will the New Courthouse Be Located?

The Municipal Court, Justice Court and Superior Court have all been working to create a central location for most court services in Flagstaff. The municipal court facility is proposed to be built on the corner of North Agassiz Street and East Birch Avenue. The current building sits vacant.

Current:



Concept:



Location:



FAQs

What is the Cost to the City?

The City commitment to the project is estimated to be \$21.5 million. Up to \$12 million will be funded through the bond, with the remaining balance paid through court fees, real estate sales and other funds, along with the county contribution to the project.

How much additional parking would be provided in the downtown area?

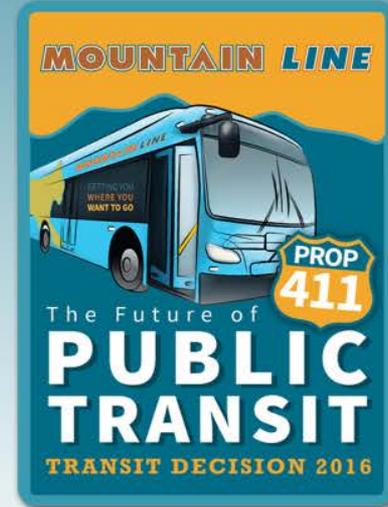
The current proposal would call for a minimum of 200 additional parking spaces in a proposed structure.

What has changed since the 2010 proposal?

In 2010, Proposition 401 called for a \$23 million bond for a courthouse that was all bond financed at an unknown location. Proposition 412 calls for a \$12 million in funding for a multi-agency facility and parking garage located on the corner of Birch and Agassiz.

Flagstaff Municipal Court
15 N. Beaver Street
Flagstaff, AZ. 86001

Visit us on the Web:
www.flagstaff.az.gov/prop412



Mountain Line Sales Tax to Sunset—Voters to Decide in November



Getting you where you want to go



Proposition 411–Mountain Line Tax Continuation

- Prop 411 asks Flagstaff voters whether to continue the Mountain Line sales tax until 2030



Getting you where you want to go





- Established in 2000
- Extended and expanded in 2008
- Sales tax sunsets in 2020



Getting you where you want to go



Mountain Line - 16 Years and Growing Strong



Getting you where you want to go





What has happened since 2008?



Getting you where you want to go



2008 Voter-Approved Questions

- ✓ **PROPOSITION 401 – CONTINUATION OF SERVICE**
Continued Mountain Line services
- ✓ **PROPOSITION 402 – ADD NEW HYBRID BUSES**
92 % of the bus fleet now hybrid-electric
- ✓ **PROPOSITION 403 – CONNECT DOWNTOWN TO WOODLAND VILLAGE**
New high frequency route connecting Downtown to Woodland Village through Campus
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Added service in Bow and Arrow, Sawmill, and Sunnyside areas
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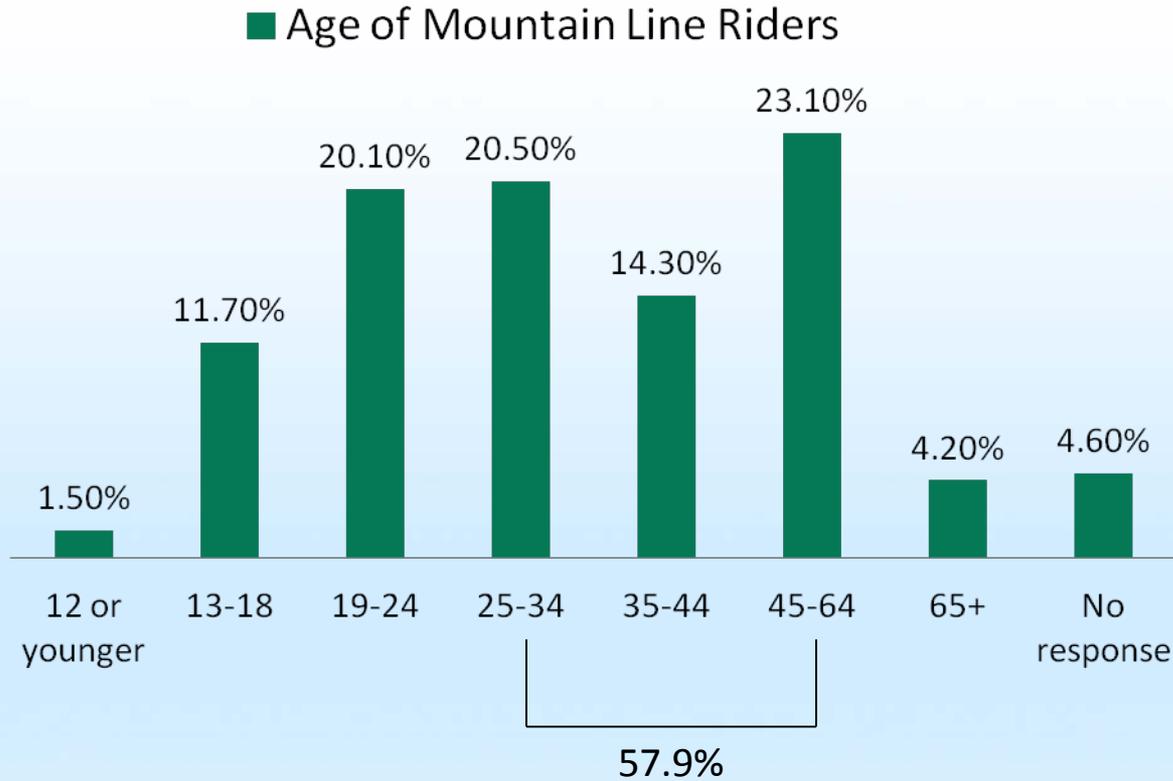
Getting you where you want to go





Getting you where you want to go

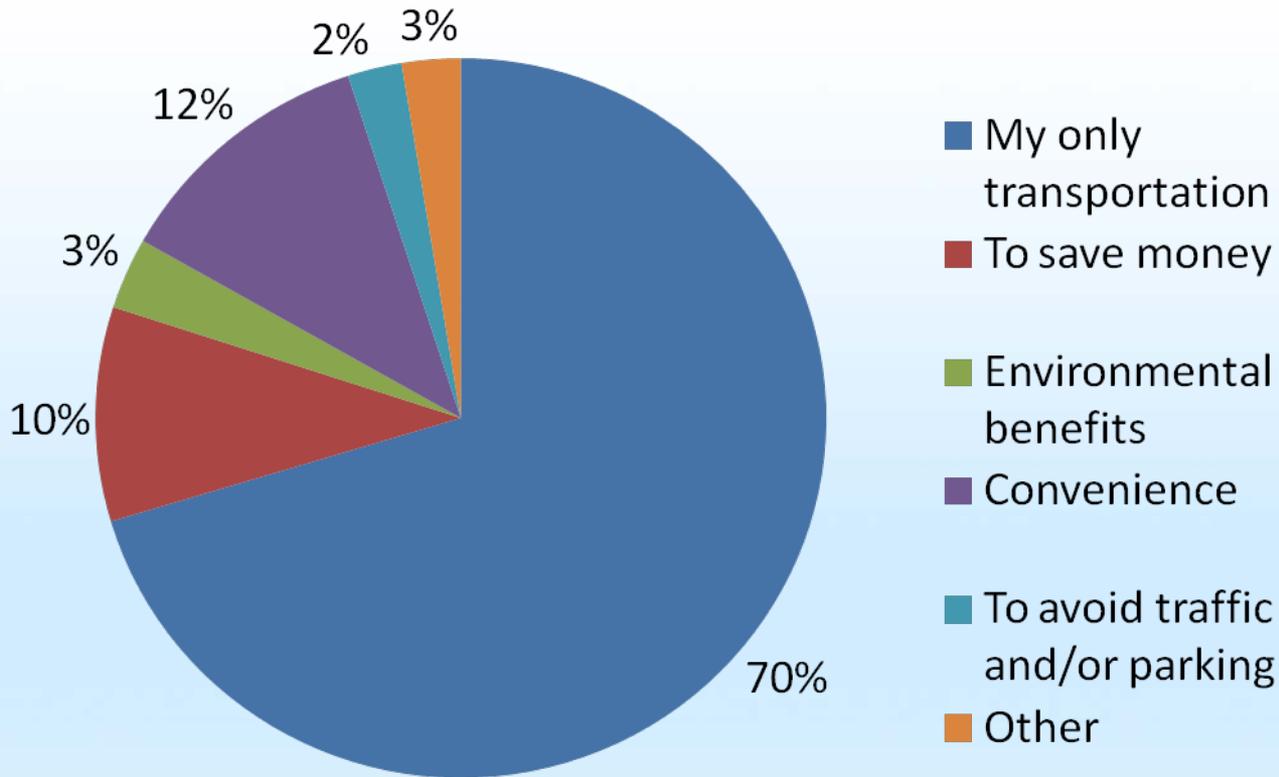
Who Uses Mountain Line?



Getting you where you want to go



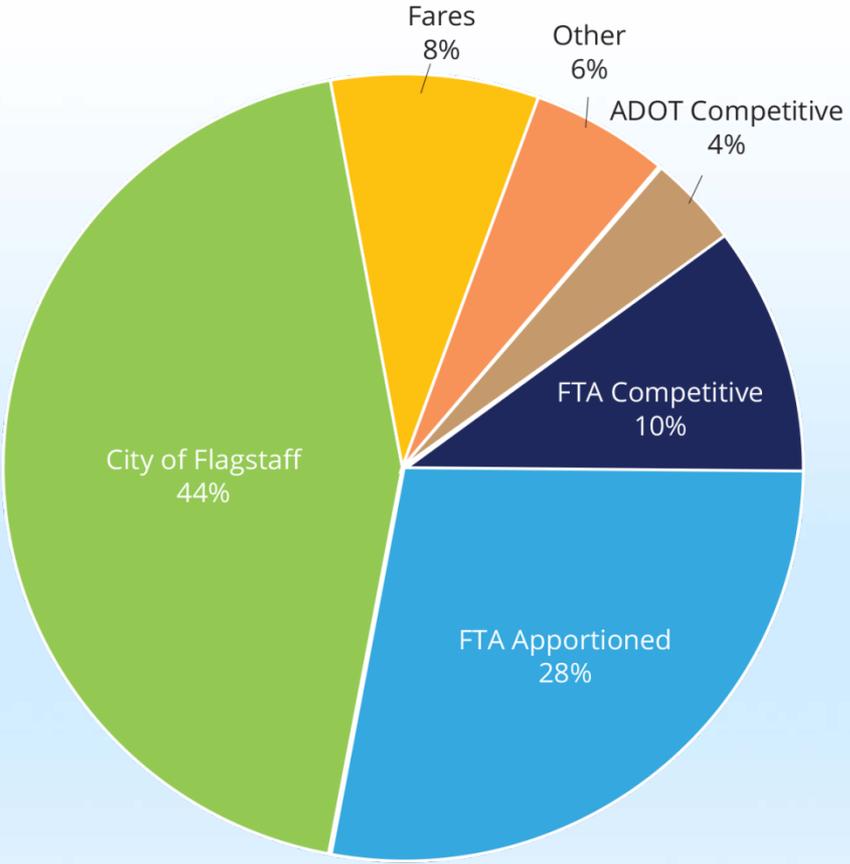
Why Riders Use Mountain Line



Getting you where you want to go



Who pays for Mountain Line?



Getting you where you want to go

How much is Mountain Line sales tax?

- 29.5 cents in \$100 purchase
- Prop 411 is continuation-no increase



Getting you where you want to go



What do Riders Think?

- 86% of Riders are “very satisfied” or “satisfied” with Mountain Line
- 70% of Riders depend on Mountain Line
- 86% of voters surveyed support continuing the Mountain Line sales tax for 10 years through 2030
- 81.5% of riders use Mountain Line at least 3 days per week
- Nearly 50% of riders are riding Mountain Line to work or school



Getting you where you want to go



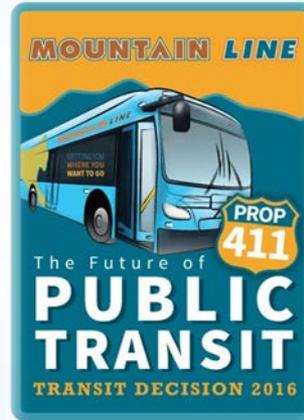
What do City Voters Think?

- 86% of voters surveyed support continuing the Mountain Line sales tax for 10 years through 2030



Getting you where you want to go





- Prop 411-Mountain Line Tax Continuation
- November 8th General Election
- Flagstaff Voters decide

Thank you



Getting you where you want to go



Proposition 412:

The logo for the Municipal City of Flagstaff Courthouse. It features a stylized white classical building with a green roof and four columns, set against a blue background. Below the building, the text "MUNICIPAL CITY OF FLAGSTAFF COURTHOUSE" is written in white. A circular icon containing a gavel is positioned above the text "Prop. 412", which is written in large white letters on a green background. Below this, the date "November 2016" is written in smaller white text.

MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE

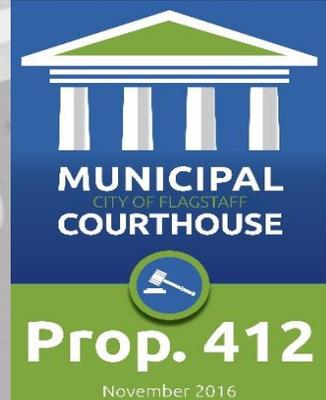
Prop. 412
November 2016

Why a new Courthouse?

Numerous studies, starting in 1997 have shown the inadequacy of the current facility

Original 1930's building remodeled into a courthouse in 1985

In 2008 the most recent courthouse facility study was completed it recommended a 64,000sqft courthouse which was value engineered down to 40,000sqft





In 2010 a \$23M Bond Question did not receive voter support
Since then alternative funding sources have been developed, Court specific funds,
exchange/sale of City owned properties and an RFP for Public Private Partnership.

MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE

Prop. 412
November 2016



Current facility lacks holding for prisoners, separation for victims of crime and overall lacks needed security updates



MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE



Prop. 412
November 2016

Current facility lacks space for additional courtrooms, space for public waiting, additional counters and jury assembly.




Prop. 412
November 2016



Current facility is unable to manage the continuously increasing workload related to cases filed at the court.

MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE

Prop. 412
November 2016

Current facility lies in a floodplain, contains outdated building materials and is reaching the end of its useful life.

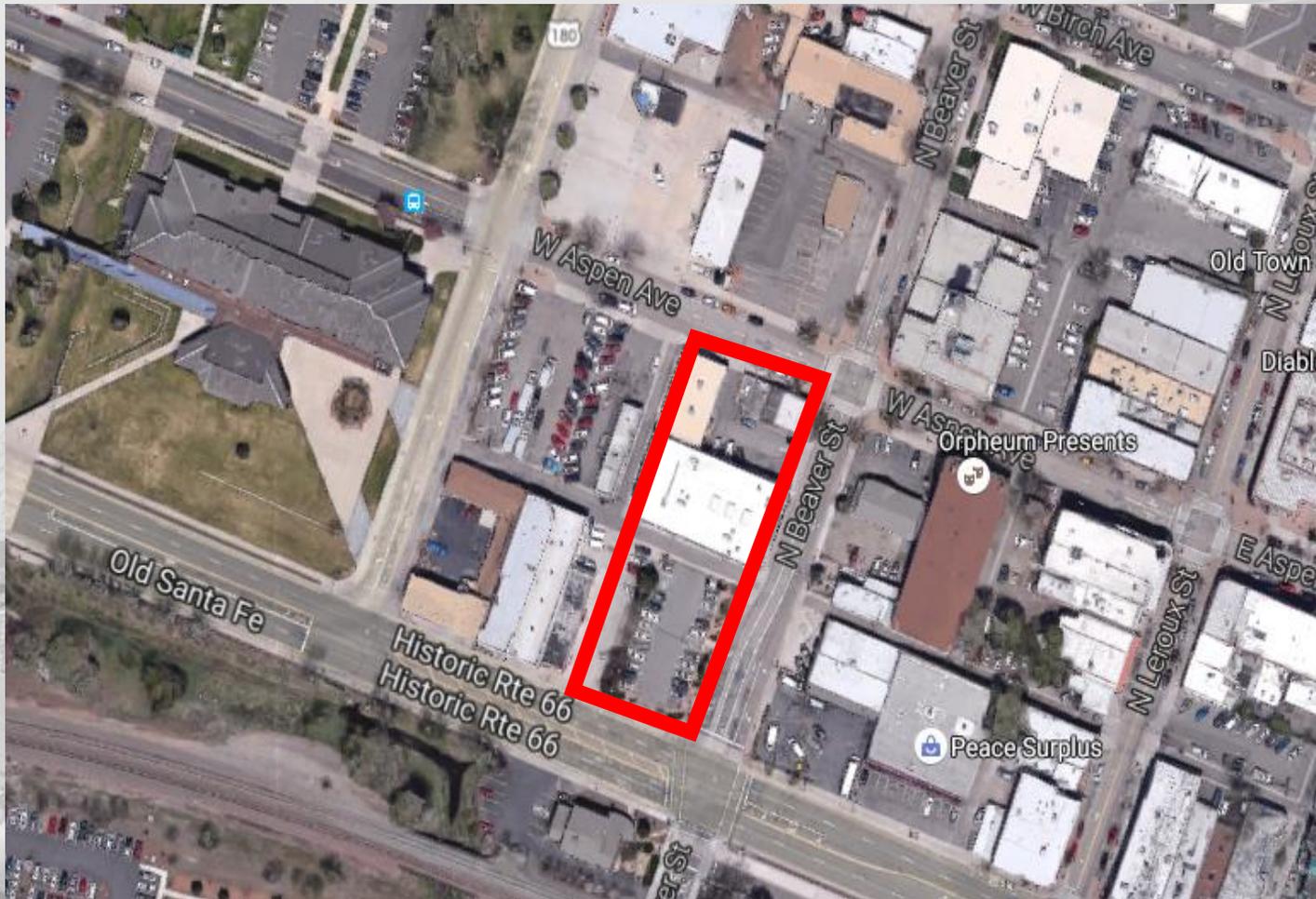


MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE



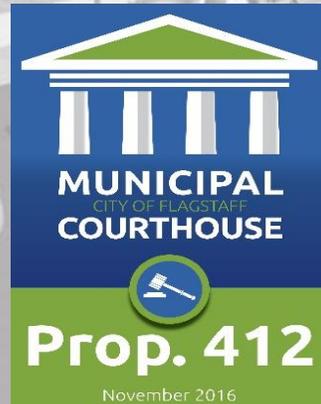
Prop. 412
November 2016

Proposition 412



Current location: 15 N Beaver Street

- Site of the current court will become available for private development, thus adding to sales and property tax revenue.



Proposition 412



Proposed location: 211 N Agassiz Street

- Co-location with other courts results in a more efficient use of space
- A parking structure that will service the needs of the courthouse and potentially provide additional downtown parking is included
- Phased selling of bonds to keep Secondary Property Tax rate unchanged.



Location: 211 N Agassiz, Flagstaff (Old Jail Site)



MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE



Prop. 412
November 2016

Location: 211 N Agassiz, Flagstaff (Old Jail Site)

Conceptual Illustration:



MUNICIPAL
CITY OF FLAGSTAFF
COURTHOUSE



Prop. 412
November 2016

Before the proposal can move forward a bond must be approved by the voters:

Proposition 412

November 8, 2016 – The public can vote to allow the issuance of General Obligation bonds in the amount of \$12M to pay for the courthouse project.

