

COMBINED SPECIAL MEETING/WORK SESSION AGENDA

COMBINED SPECIAL MEETING/WORK SESSION
TUESDAY
FEBRUARY 14, 2023

COUNCIL CHAMBERS
211 WEST ASPEN AVENUE
3:00 P.M.

All City Council Meetings are live streamed on the city's website
(<https://www.flagstaff.az.gov/1461/Streaming-City-Council-Meetings>)

*****PUBLIC COMMENT*****

Verbal public comments may be given through a virtual public comment platform or in-person

If you want to provide a verbal comment during the Council Meeting, use the link below to join the virtual public comment room.

VIRTUAL PUBLIC COMMENT WAITING ROOM

Written comments may be submitted to publiccomment@flagstaffaz.gov. All comments submitted via email will be considered written comments and will be documented into the record as such.

1. Call to Order

NOTICE OF OPTION TO RECESS INTO EXECUTIVE SESSION

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

2. ROLL CALL

NOTE: One or more Councilmembers may be in attendance through other technological means.

MAYOR DAGGETT
VICE MAYOR ASLAN
COUNCILMEMBER HARRIS
COUNCILMEMBER HOUSE

COUNCILMEMBER MATTHEWS
COUNCILMEMBER MCCARTHY
COUNCILMEMBER SWEET

3. **Pledge of Allegiance, Mission Statement, and Land Acknowledgement**

MISSION STATEMENT

The mission of the City of Flagstaff is to protect and enhance the quality of life for all.

LAND ACKNOWLEDGEMENT

The Flagstaff City Council humbly acknowledges the ancestral homelands of this area's Indigenous nations and original stewards. These lands, still inhabited by Native descendants, border mountains sacred to Indigenous peoples. We honor them, their legacies, their traditions, and their continued contributions. We celebrate their past, present, and future generations who will forever know this place as home.

4. **Consideration and Adoption of Ordinance No. 2023-03:** An ordinance of the City Council of the City of Flagstaff, amending the Flagstaff City Code, Title 12, Floodplains, Chapter 12-02, Stormwater Management Utility, by amending Section 12-02-002-0003, Schedule of Stormwater Management Utility Service Charges and Fees; providing for repeal of conflicting ordinances, severability, penalties, authority for clerical corrections, and establishing an effective date

STAFF RECOMMENDED ACTION:

At the February 14, 2023 Council Meeting:

- 1) Continue the Public Hearing, opened on November 15, 2022
- 2) Read Ordinance No. 2023-03 by title only for the first time
- 3) City Clerk reads Ordinance No. 2023-03 by title only (if approved above)

At the February 21, 2023 Council Meeting:

- 4) Continue the Public Hearing
- 5) Close the Public Hearing
- 6) Read Ordinance No. 2023-03 by title only for the final time
- 7) City Clerk reads Ordinance No. 2023-03 by title only (if approved above)
- 8) Adopt Ordinance No. 2023-03

5. **Adjournment**

WORK SESSION

1. **Call to Order**

NOTICE OF OPTION TO RECESS INTO EXECUTIVE SESSION

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

2. **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.

3. **Review of Draft Agenda for the February 21, 2023 City Council Meeting**

Citizens wishing to speak on agenda items not specifically called out by the City Council may submit a speaker card for their items of interest to the recording clerk.

4. **City Manager Report**

Information Only

5. **Overview of Housing Programs and 10-Year Plan Update**

This agenda item is informational only.

6. **Presentation on Civil Rights and Municipal Equality Index**

Obtain feedback and input from Council on the Flagstaff Nondiscrimination Ordinance and the 2022 Municipal Equality Index issued by the Human Rights Campaign.

7. **Discussion item seeking direction on whether to consider an invitation for bid for a lease within the Cheshire Park expansion area for a Telecommunication Facility (cell tower).**

STAFF RECOMMENDED ACTION:

The City staff in the Property and Development Committee as well as Parks, Recreation, Open Space, and Events (PROSE) staff recommend not pursuing a lease in the Cheshire Park expansion area at this time.

8. **Public Participation**

9. **Informational Items To/From Mayor, Council, and City Manager; future agenda item requests**

10. **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 _____, 2023.

Stacy Saltzburg, MMC, City Clerk

CITY OF FLAGSTAFF

STAFF SUMMARY REPORT

To: The Honorable Mayor and Council

From: Edward Schenk, Water Services Manager - Stormwater

Co-Submitter: Gary Miller

Date: 01/31/2023

Meeting Date: 02/14/2023



TITLE:

Consideration and Adoption of Ordinance No. 2023-03: An ordinance of the City Council of the City of Flagstaff, amending the Flagstaff City Code, Title 12, Floodplains, Chapter 12-02, Stormwater Management Utility, by amending Section 12-02-002-0003, Schedule of Stormwater Management Utility Service Charges and Fees; providing for repeal of conflicting ordinances, severability, penalties, authority for clerical corrections, and establishing an effective date

STAFF RECOMMENDED ACTION:

At the February 14, 2023 Council Meeting:

- 1) Continue the Public Hearing, opened on November 15, 2022
- 2) Read Ordinance No. 2023-03 by title only for the first time
- 3) City Clerk reads Ordinance No. 2023-03 by title only (if approved above)

At the February 21, 2023 Council Meeting:

- 4) Continue the Public Hearing
- 5) Close the Public Hearing
- 6) Read Ordinance No. 2023-03 by title only for the final time
- 7) City Clerk reads Ordinance No. 2023-03 by title only (if approved above)
- 8) Adopt Ordinance No. 2023-03

Executive Summary:

This meeting is an opportunity for the City Council to do the first read of Ordinance 2023-03 after the continuation of the public hearing for said Ordinance. The public hearing was originally opened on November 15th, 2022. This action adopts an ordinance increasing Stormwater service charges (rates). An equivalent rate unit (ERU) equals 1,500 square feet of impervious area on a property. Stormwater service charge increase is necessary to adequately fund pre-monsoon season flood preparation, flood response, operations, maintenance, and priority capital improvement projects.

Staff developed stormwater rate alternatives for Council to consider which included a staff-recommended option of increased capital projects through rates and grant funding, and other options including an option for rate funded Capital projects and an option of minimal Capital expenditures. These options are listed in the draft Ordinance as well as in the attached presentation.

Financial Impact:

The City is recognizing the need to establish appropriate stormwater rates that will allow for the Stormwater Fund to remain solvent following flood response and Capital Improvements from post-wildfire flooding as well as regular operations of the Stormwater Utility. An increase in stormwater rates is needed in order to meet future operating expenditures, provide funding for priority capital improvements and provide sound fiscal management to the Stormwater Fund.

Policy Impact:

Consideration of the level of funding for Stormwater operations, maintenance, and flood mitigation capital projects.

Connection to PBB Priorities/Objectives, Carbon Neutrality Plan & Regional Plan:

Priority Based Budgeting Priorities

- Sustainable, Innovative Infrastructure: Deliver outstanding services to residents through a healthy, well maintained infrastructure system
- High Performing Governance: Enhance the organization's fiscal stability & increase efficiency & effectiveness

Regional Plan:

- Goal WR.2.2 Maintain and develop facilities to provide reliable, safe and cost-effective stormwater services.

Carbon Neutrality Plan

- Community Resilience: Ensure all mitigation actions improve Flagstaff's ability to adapt to the future.
- Community Resilience: Strengthen existing community systems to create resilience to both short-term shocks and long-term change.

Has There Been Previous Council Decision on This:

On August 23, 2022, City Council adopted Resolution 2022-44, a Notice of Intent to increase Water Services rates or rate components, fees or service charges.

On October 25, 2022, during the Council work session staff presented results of the Stormwater Rate Adjustment Report and current scenarios for rate increases.

On November 15, 2022, during the Council work session, staff presented Ordinance 2022-32 with three scenarios for rate increases. The current scenarios are modifications of this November meeting with clarifications and changes as recommended by Council and the City Manager.

On January 31, 2023, during the Council work session, staff presented Ordinance 2022-32 with three new scenarios for rate increases. The current scenarios are modifications from the November meeting.

Options and Alternatives:

Alternatives are being considered to provide various levels of service to the community with the understanding of enhanced operations and maintenance due to recent flood events and new infrastructure.

- Adopt Ordinance No. 2023-03 as proposed.
- Amend and adopt Ordinance No. 2023-03 and direct staff to modify the capital improvement plan and drainage maintenance program.
- Do not adopt Ordinance No. 2023-03 and have staff delay/cancel capital improvement projects and reduce the drainage maintenance program. This action will greatly limit staff's ability to continue to address flood preparation, response, necessary maintenance, and provide necessary grant

cash-match with the current (\$3.74/ERU) Stormwater rate.

Background/History:

The Stormwater Section was created in 2003 as a separate utility. The utility has undergone many changes since its inception with a drastic increase in expenses and level of service following the Museum Fire of 2019 and Pipeline Fire of 2022. The need for an increase in the rate is in relation to these fires, inflationary pressure, increased infrastructure maintenance needs, and continued flood response costs. This rate was evaluated by an outside consultant, Water Resources Economics, and was reviewed by Staff for appropriateness in terms of community level of service.

Key Considerations:

Current Stormwater rates are insufficient for continuing pre-monsoon season flood preparation or monsoon flood response. Current rates are insufficient for funding the Highway 180 at Schultz Creek culvert. The City has several basins to help mitigate flood levels in our community and are expected to collect sediment and debris from the fire burn areas. Current rates are insufficient for the large increases in maintenance costs that will be incurred from the construction of the Killip School Regional Detention Basins, Schultz Creek Basins, Francis Short Pond Basin and Park Way Basins.

Expanded Financial Considerations:

Current Stormwater rates are insufficient for continuing pre-monsoon season flood preparation or monsoon flood response.

Current rates are insufficient for funding the Highway 180 at Schultz Creek culvert.

Current rates are insufficient for the drastic increase in maintenance costs that will be incurred by the new Killip School Regional Detention Basins, Park Way Basins, and Schultz Creek Basins as well as existing basins (e.g. Frances Short Pond).

Community Benefits and Considerations:

Establishing a fiscally secure Stormwater Fund will provide for flood response and post-fire long term mitigations that will reduce repetitive funding. The Fund will continue to support the Rio de Flag Flood Control Project, FEMA regulatory compliance, and stormwater development review.

Community Involvement:

A public notice and the Stormwater Rate Adjustment report was made available to the public on September 16, 2022. A Stormwater page has also been created to provide additional information on the rate adjustment. Staff has reached out to the community for opportunities to provide a roadshow presentation to groups. Community forums were scheduled to allow for the public to attend in-person or virtually. This rate adjustment had several public meetings and previous Council discussion on October 25, 2022 and November, 15, 2022, and on January 31, 2023.

Attachments:

Ord. 2023-03

Open Channel needs 2023

DRAFT Stormwater strategic plan

Presentation

ORDINANCE NO. 2023-03

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF FLAGSTAFF, AMENDING THE FLAGSTAFF CITY CODE, TITLE 12, FLOODPLAINS, CHAPTER 12-02, STORMWATER MANAGEMENT UTILITY, BY AMENDING SECTION 12-02-002-003 SCHEDULE OF STORMWATER MANAGEMENT UTILITY SERVICE CHARGES AND FEES; PROVIDING FOR REPEAL OF CONFLICTING OF ORDINANCES, SEVERABILITY, PENALTIES, AUTHORITY FOR CLERICAL CORRECTIONS, AND ESTABLISHING AN EFFECTIVE DATE

RECITALS:

WHEREAS, A.R.S. §§ 9-511, 9-511.01 et. seq. provide authority for municipalities to adjust stormwater utility service charges (rates), and fees; and

WHEREAS, the City has published a notice of intention in the local newspaper, published notice of proposed new or increased fees on its website and social media at least 60 days prior to approval, and held a public hearing all as provided for by law; and

WHEREAS, utility service charges and fees are established to charge the user of a specific service the cost of delivering the specific service; and

WHEREAS, the City of Flagstaff ("City") has found that it is necessary to update, adjust and increase stormwater service charges and fees in order to provide for the cost of projects necessitated by forest fires resulting in new stormwater flooding risks, as well as maintaining service levels and system capacity; and

WHEREAS, the City wishes to change language in the City Code, Title 12, Floodplains, Chapter 12-02, Stormwater Management Utility, to update the Stormwater Management Utility Service Charges and Fees Schedule; and

WHEREAS, the City has finds that the updates, adjustments and increases to the stormwater management service charges and fees are all just and reasonable.

ENACTMENTS:

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

SECTION 1. In General

Title 12, Floodplains, of the Flagstaff City Code is hereby amended by amending the following section to read as follows (additions shown in red text, deletions shown as stricken):

12-02-002-0003 SCHEDULE OF STORMWATER MANAGEMENT UTILITY SERVICE CHARGES AND FEES

There is hereby adopted the following schedule of stormwater management utility service

charges and fees for the purpose of funding all or any portion of the City's Stormwater Management Utility Service programs.

- (a) **STORMWATER MANAGEMENT UTILITY SERVICE CHARGE.** Unless amended, adjusted, or repealed by City Council, a periodic stormwater management utility service charge is hereby imposed on any and every property, lot, or parcel of land in the City of Flagstaff, except as may be altered by an exemption, credit, offset or other adjustment to the service charge, in the following manner:

- 1) Detached single-family residential property, lots, or parcels of land shall be charged based on the ~~following tiered system (each tier represents the number of ERUs being charged):~~ **NUMBER OF EQUIVALENT RATE UNITS UP TO 10 EQUIVALENT RATE UNITS MULTIPLIED BY THE EFFECTIVE RATE.**

~~Effective July 1, 2019, the stormwater management utility service charge shall increase incrementally according to the following table:~~

Effective Date	Increase/Decrease Amount	Tier 1	Tier 2	Tier 3	Tier 4	Tier 5
July 1, 2019	\$1.48	\$3.74	\$7.48	\$11.22	\$14.96	\$18.70

- 2) All other properties, lots, or parcels of land not classified as detached single-family residential property, unless exempted pursuant to Section 12-02-002-0005, shall be charged ~~three dollars and seventy-four cents (\$3.74) per month for each~~ **BASED ON THE NUMBER** of equivalent rate units, or increment thereof, located on the property, lot, or parcel of land.

~~Effective July 1, 2019, all other properties, lots, or parcels of land not classified as detached single-family residential property shall be charged according to the following table for each equivalent rate unit, or increment thereof, located on the property, lot, or parcel of land:~~

Effective Date	Incremental Increase/Decrease	Total Rate per ERU
July 1, 2019	\$1.48	\$3.74

- 3) **EFFECTIVE APRIL 1, 2023, ALL OTHER PROPERTIES SHALL BE CHARGED MONTHLY ACCORDING TO THE FOLLOWING TABLE FOR EACH EQUIVALENT RATE UNIT LOCATED ON THE PROPERTY, LOT, OR PARCEL OF LAND:**

[Scenario 1:]

<u>EFFECTIVE DATE</u>	<u>INCREMENTAL INCREASE/DECREASE</u>	<u>TOTAL MONTHLY RATE PER ERU</u>
<u>APRIL 1, 2023</u>	<u>0.22</u>	<u>3.96</u>
<u>JANUARY 1, 2024</u>	<u>0.24</u>	<u>4.20</u>

<u>EFFECTIVE DATE</u>	<u>INCREMENTAL INCREASE/DECREASE</u>	<u>TOTAL MONTHLY RATE PER ERU</u>
<u>JANUARY 1, 2025</u>	<u>0.25</u>	<u>4.45</u>
<u>JANUARY 1, 2026</u>	<u>0.27</u>	<u>4.72</u>
<u>JANUARY 1, 2027</u>	<u>0.28</u>	<u>5.00</u>
<u>JANUARY 1, 2028</u>	<u>0.31</u>	<u>5.31</u>

[Scenario 2:]

<u>EFFECTIVE DATE</u>	<u>INCREMENTAL INCREASE/DECREASE</u>	<u>TOTAL MONTHLY RATE PER ERU</u>
<u>APRIL 1, 2023</u>	<u>0.37</u>	<u>4.11</u>
<u>JANUARY 1, 2024</u>	<u>0.42</u>	<u>4.53</u>
<u>JANUARY 1, 2025</u>	<u>0.45</u>	<u>4.98</u>
<u>JANUARY 1, 2026</u>	<u>0.50</u>	<u>5.48</u>
<u>JANUARY 1, 2027</u>	<u>0.54</u>	<u>6.02</u>
<u>JANUARY 1, 2028</u>	<u>0.61</u>	<u>6.63</u>

[Scenario 3:]

<u>EFFECTIVE DATE</u>	<u>INCREMENTAL INCREASE/DECREASE</u>	<u>TOTAL MONTHLY RATE PER ERU</u>
<u>APRIL 1, 2023</u>	<u>0.45</u>	<u>4.19</u>
<u>JANUARY 1, 2024</u>	<u>0.50</u>	<u>4.69</u>
<u>JANUARY 1, 2025</u>	<u>0.56</u>	<u>5.25</u>
<u>JANUARY 1, 2026</u>	<u>0.63</u>	<u>5.88</u>
<u>JANUARY 1, 2027</u>	<u>0.71</u>	<u>6.59</u>
<u>JANUARY 1, 2028</u>	<u>0.79</u>	<u>7.38</u>

- (b) SPECIAL STORMWATER SERVICE FEES. Unless amended, adjusted, or repealed by a City Council, the following special stormwater service fees shall be applied for the following services in the amount(s) defined:

1) Grading, Drainage, Paving Plan and SWPPP review	\$225 per sheet for a first and second review
	\$225 per sheet for all reviews thereafter
2) Grading and Drainage Field Inspection-sites less than 5 acres	\$60 per inspection
3) Grading and Drainage Field	\$120 per inspection

Inspection-sites larger than 5 acres	
4) SWPPP Inspection-sites less than 5 acres	\$60 per inspection
5) SWPPP Inspection-sites larger than 5 acres	\$120 per inspection
6) Annual Inspection of Structural Control	\$60 per inspection
7) Drainage Report Review	\$200 for first review
	\$100 for each review thereafter
8) Flood Hazard Information Letter	\$30 per letter
9) Floodplain Use Permit	\$45 per permit
10) Floodplain Study for FEMA Map Revision	\$2,500 per Technical Data Notebook

SECTION 2. Repeal of Conflicting Ordinances

All ordinances and parts of ordinances in conflict with the provisions of the code adopted herein are hereby repealed.

SECTION 3. Severability

If any section, subsection, sentence, clause, phrase or portion of this ordinance or any part of the code adopted herein by reference is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions thereof.

SECTION 4. Clerical Corrections

The City Clerk is hereby authorized to correct clerical and grammatical errors, if any, related to this ordinance, and to make formatting changes appropriate for purposes of clarity, form, or consistency with the Flagstaff City Code.

SECTION 5. Penalties

Any person convicted of a violation of this ordinance is guilty of a misdemeanor and shall be fined a sum not to exceed two thousand five hundred dollars (\$2,500.00) and may be sentenced to confinement in jail for a period not to exceed ninety (90) days for any one offense, all in accordance with the Flagstaff City Code Chapter 1-04. Any violation which is continuing in nature shall constitute a separate offense on each successive date the violation continues, unless otherwise provided.

SECTION 6. Effective Date

This Ordinance shall be effective thirty (30) days following adoption by the City Council.

PASSED AND ADOPTED by the City Council of the City of Flagstaff this 21st day of February, 2023.

MAYOR

ATTEST:

CITY CLERK

APPROVED AS TO FORM:

CITY ATTORNEY

Flagstaff Open Channel Maintenance Needs Report

Flagstaff Water Services – Stormwater Program



December 2022



Cover photos: Top: West Wash dredging summer 2021. Middle: Rio de Flag dredge downstream of Beal Dr. daylighting a mostly buried storm water pipe, spring 2021. Bottom: Lower Spruce Wash channel dredging after post-fire flooding.

This report is intended to provide the reader with an overview of routine and non-routine open channel, detention basin, and green infrastructure maintenance needs. The purpose is to illustrate the equipment, labor, and material needs required to provide an adequate level of service as defined by the FEMA Community Rating Service criteria for municipal stormwater maintenance.



Schultz Creek detention basins in construction, 9/30/2022.

December 2022

Edward R. Schenk R.G. C.F.M. – Stormwater Manager

Sam Beckett – Streets and Facilities Management Section Director

Patrick O'Connor – Water Services Operations Section Director

Summary:

The City of Flagstaff Water Services – Stormwater Section is in charge of maintaining 24.8 miles of major urban stream and wash channels as well as 112 natural streams, minor ditches, swales, and small washes, 15 green infrastructure facilities, and 8 regional detention facilities. Funding for the program comes from the Stormwater Utility Fee and the program is justified by both city code and the Federal Emergency Management Agency (FEMA) National Flood Insurance Policy Community Rating System section 540 credit. Post-wildfire sediment and flood flows have dramatically increased the burden on this program, long-term impacts to the operations and maintenance of the program is still being assessed.

Introduction

The city of Flagstaff resides largely within the Rio de Flag watershed. The watershed, and Flagstaff, is situated on the southern edge of the San Francisco Peaks (Mount Humphreys, Agassiz, and Fremont). The Rio de Flag is part of the larger Little Colorado River watershed and lies on the edge of a minor water divide with the Verde River watershed to the west and the Little Colorado River watershed to the north. The Rio de Flag is an ephemeral stream, meaning that it flows only during parts of the year. Wildfire impacts from the 2019 Museum Fire and 2022 Pipeline Fire have included a 20x increase in flood peak flows and a several time increase in volumetric flood flows. The sediment and debris from the disturbed watersheds is also several times higher than pre-disturbance fluxes to the municipal stormwater system.

Open channel maintenance within the city is managed by the Stormwater Section for publicly owned parcels and for drainage easements. Landowners are responsible for maintaining stream reaches within their property parcels. The city Public Works Division assists Stormwater with some larger dredging and cleaning operations as does the Water Services Operations Section. The program currently includes 24.8 miles of major channels that are reported to FEMA for CRS 540 credit (Figure 1). Another 112 miles of natural channels, minor ditches, depressions, and swales are also maintained but on a reactive basis (Figure 2). Previous year maintenance activities are available on the Stormwater website or through the Stormwater Section directly.

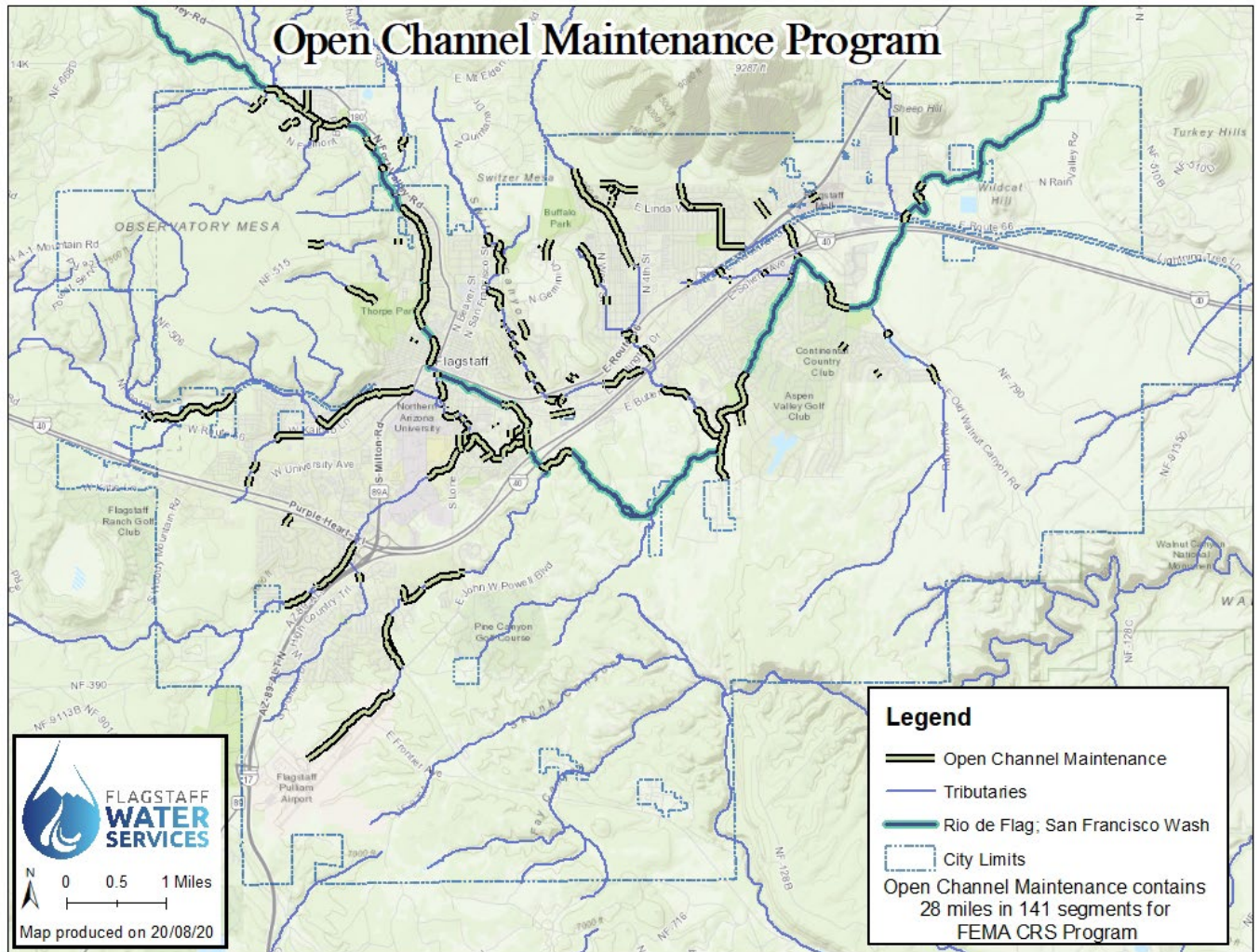


Figure 1. Major channel reaches maintained by the city and reported to FEMA for CRS credit.

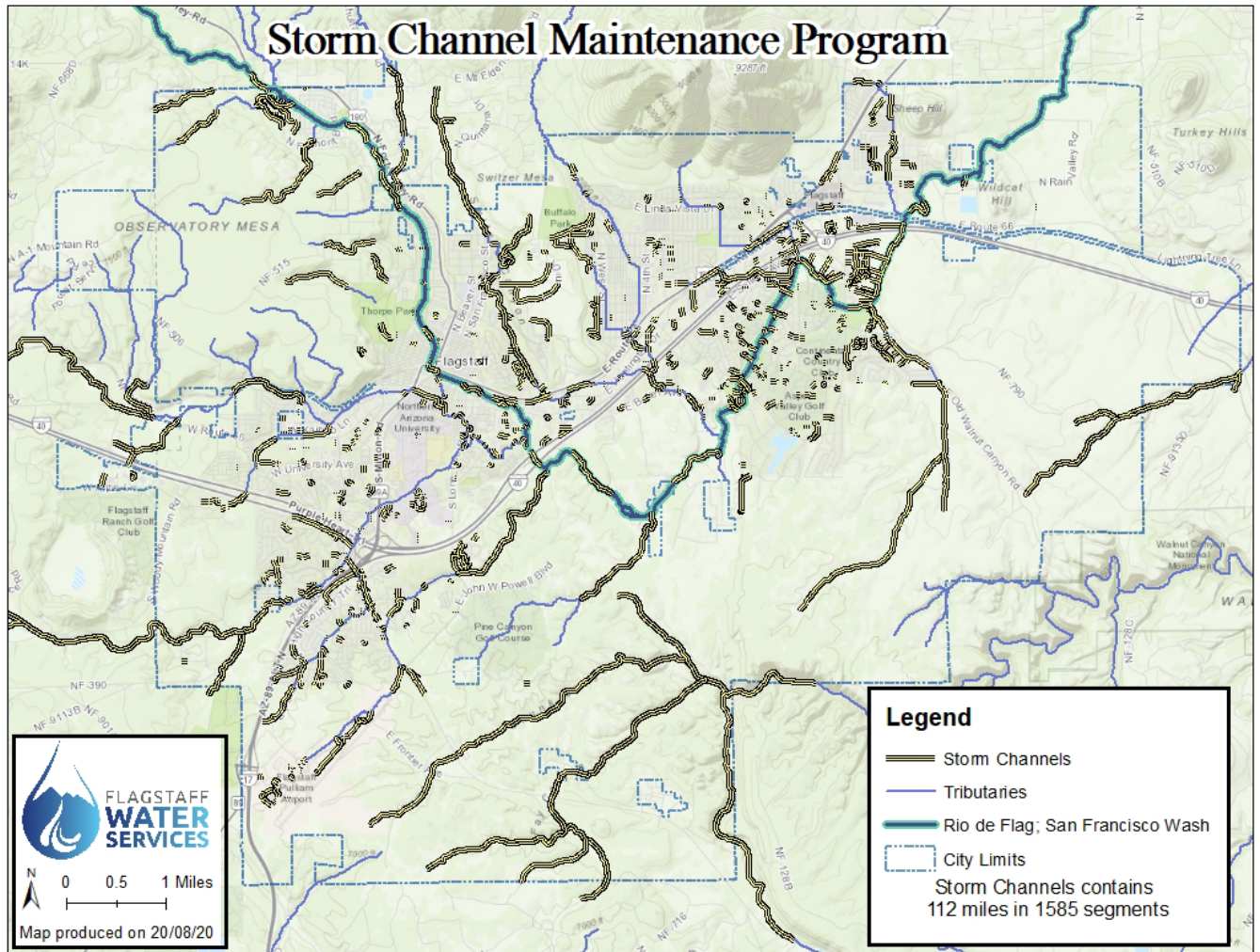


Figure 2. Natural channels, minor ditches, depressions, and swales maintained based on drainage complaints.

General scope of work

Vegetation removal – removal of trees to provide drainage in natural channels.

Trash and debris removal

Flood response – sediment and debris removal from neighborhoods and conveyances post-flood.

General channel clearing, dredging, erosion control – regular maintenance to reduce sediment.

Detention basin maintenance – regular maintenance to provide capacity and function.

Green infrastructure maintenance – regular maintenance to provide capacity and function.

Inventory

Miles of FEMA recognized City maintained channel: 24.8
 120 miles of ditches, swales, other open channels not in FEMA
 2928 catch basins
 11 miles of road culverts
 Over 4100 storm pipe segments (64 miles of storm pipe)
 15 City owned green infrastructure low impact development (LID) facilities
 8 regional detention facilities (several dozen minor detention basins not listed)

Regional detention basin inventory

Name	Year built	Capacity (ac-ft)
Frances Short Pond	1923	13
Cheshire Dam reservoir	1955	6.5
Clay Ave Wash Detention Facility	2009	192
Killip School Regional Basins	2022	10
Schultz Creek Regional Basins	2022	56
Park Way Sediment Basins	2023*	4
Spruce Wedge Regional Detention	2024*	13
Shadow Mountain Basin	2025*	10

* in-design, anticipated build year

** Table does not include 15 green infrastructure (LID) basins

Current inventory does not account for several miles of new tunnels and infrastructure slated for development as part of the Rio de Flag Flood Control Project. This project spans the downtown, Plaza Viejo, and Southside neighborhoods.

Current Equipment, Labor, and Materials

Current staffing is at 2 full time operators with 4 project managers and a program manager. Staff from other sections and divisions assist during flood response periods and large maintenance projects.

Equipment currently includes two 12-yard combination trucks, an electric mini-dozer, a CAT 307 mini excavator, and part-time use of Water Services Operations and Public Works dump trucks, loaders, backhoes, and other equipment.

Staffing and equipment levels are currently insufficient for the amount of infrastructure and flood events since the 2019 wildfire. Level of service is being maintained through substantial short term investment in contracting resources to meet the needs of the community.

Summary of 2021 open channel maintenance activities

In calendar year 2021 a total of 139 channel assessments were completed by Stormwater staff with 53 closed work orders at a contractor cost of \$171,767 (staff time and city equipment is not tabulated). Total cost to the City was over \$500,000 for landfill tipping fees for sediment and debris removal. This was an increase in both work orders closed (28 in CY20) and total cost (\$546,301 in CY20) from the 2020 calendar year.

The majority of work orders completed in 2021 was removal of woody vegetation that can block the channel during flood flow. While few in number the dredging and erosion control work orders were the most expensive tasks to complete during the year and took the most amount of time and specialized equipment. A total of 11.9 miles of stream was cleaned in 2021, slightly less than half of the FEMA recognized channel lengths and approximately 10% of the non-Federally recognized open channel segments.

Maintenance examples from 2021

Summer monsoons were the 14th strongest on record (measured at Pulliam Airport). Four flood events occurred in Spruce Wash due to the post-fire Museum Fire condition. Another two floods were recorded in Shadow Mountain from un-named drainages of South Mountain Elden. A large flood also occurred on Fanning Wash, also drained by South Mount Elden. Localized flooding occurred in University Heights from a 2% recurrence interval storm and in the Cheshire neighborhood from a localized micro-burst in a tributary of the Rio de Flag.



Figure 3. Spruce Wash flood response in the Sunnyside neighborhood, July 2021.



Figure 4. Fanning Wash channel completely buried following 2021 flooding (upstream of Steve's Blvd). Pre-repair photo.



Figure 5. Repaired Fanning Wash channel upstream of Steve's Blvd following flooding, note new rock lined channel and the removal of debris on the right flood terrace.



Figure 6. West Wash dredging by Water Sewer Collections crew near Izabel and Colanthe Streets.

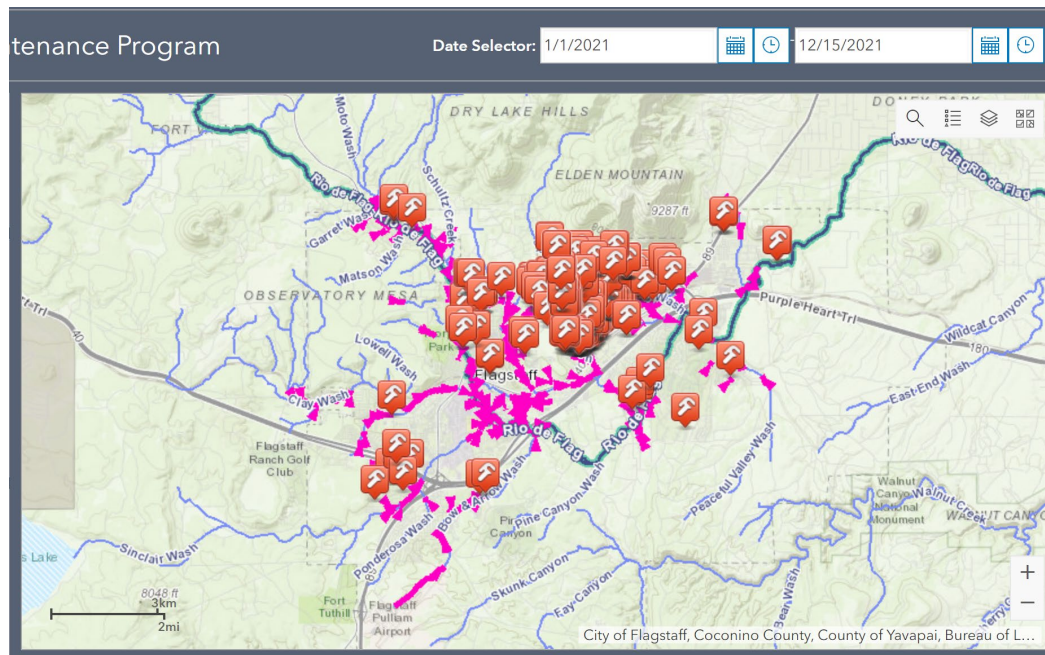


Figure 7. Stormwater internal work orders in calendar year 2021. There were 861 work orders, the majority of which were cleaning catch basins in flood areas. The map shows most of the work was completed in the Sunnyside neighborhood related to flood cleanup. Some neighborhoods had little attention due to prioritizing staff and equipment in the hardest hit flood areas.

Equipment and Staffing Needs Plan

An equipment and staffing needs plan was created in coordination between the Water Services Division and Public Works Division. The following table is the current staffing and equipment needs for Stormwater maintenance as of Fall of 2022. Equipment that may be eligible for external funding through the Arizona Department of Forest and Fire Management (DFFM) fund for post-wildfire flood response is noted. Funding for this equipment is not guaranteed.

Stormwater Strategic Fleet and Staffing Plan (Fall 2022)

Works Assignment & Special Instructions	Resources	10-Wheel Dump Trucks	20Ton Flatbed Trailer	Mini Excavator	Crew Cab 1 Ton (crane boom) Utility Pick-up	Supervisors 3/4 Ton Utility Pick-up	Front-end Loader (938/ 4yrd or larger)	Motor Grader or Mini Dozer (D5) with Grade control	Storm Water Operators	Storm Water Operations Supervisor	Backhoe 420F	Tracked Skid Steerer	Mini Electric Dozer	Combo Vac Truck	Grad-all
Funding Options These trucks are critical for the removal of sediment and debris removal from the community and of all the sediment basins now maintained by the city. Outside of response these will be used for general Equipment will be key to the success of the Storm Water Maintenance group, even more so is the ability to move the equipment. This trailer can be used for sandbag transportation as well. Having mini Excator for debris removal in channels and sediments basins is a must. Without this it will make clean out a extremely difficult. As the Storm Water Maintenance crew build they will need a way to move staff and equipment to job sites in addition to supporting post wildfire emergency response. This vehicle is critical for the new storm water supervisor, as a filed supervisor this is required they have an assigned vehicle for emergency call out/ response, and daily field supervision To successfully clean out detention basins with hundreds of thousand of cubic yard of material, from-end loaders will be required. These will be critical for many normal open channel maintenance One of the more import and critical pieces of detention maintenance is ensuring the all the engineered grade control points are reset. If the grade control point are not reset this could be Staffing is critical and will be required if we (the city) would like to offer the multi-million quotes for the one time clean out of detention basins. Storm A crew without a direct field operation supervisor will always struggle. This new group will need a full-time supervisor to support and convey mission A backhoe is a necessary part of the Stormwater maintenance program as it provides a tool for General clearing, grubbing, and sediment transport A tracked skid steerer is integral for open channel maintenance and small clearing operations This equipment will be needed for open channel maintenance in particularly in box culvert maintenance. This equipment combo truck has been critical to storm waters underground and open channel maintenance. This equipment is needed for dredging of "V" type ditches and for long-reach applications from roadways.	Required	4													
	Have	0													
	Need	4													
	Required		1												
	Have		1												
	Need		0												
	Required			1											
	Have														
	Need														
	Required					1									
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have														
	Need														
	Required														
	Have				</										



FLAGSTAFF STORMWATER **STRATEGIC PLAN**

Master Planning, Development Review and Inspection,
Floodplain Management, Maintenance, Flood Response,
Capital Improvement.

We are Water



STRATEGIC PLAN

FLAGSTAFF AND STORMWATER MANAGEMENT

With clean air, a cooler climate, and beautiful natural areas, Flagstaff is a great place to live and visit. Residents and visitors enjoy the many amenities Flagstaff has to offer—from the Flagstaff Urban Trails System (FUTS) of bike and pedestrian paths to the Grand Canyon to the unique biodiversity of surrounding forests. Home to Northern Arizona University and world-class research centers, Flagstaff residents are informed, passionate, and engaged in issues concerning their community. Urban development over the years in Flagstaff has significantly altered the natural hydrology and the hydraulics of this stormwater system, with many

natural elements having been replaced or augmented by man-made facilities. Urban development continues, and the City recognizes that climate is causing more intense precipitation events, increased frequency of wildfires, and elevated flooding risks, requiring enhanced planning and improvements to stormwater maintenance and infrastructure. To manage these issues, the Stormwater Section of the Flagstaff Water Services Department is charged with managing a stormwater utility service area subject to stormwater service charges. Recently, these responsibilities have expanded with increasing wildfire and flooding risks due to climate change.

PURPOSE OF THIS STRATEGIC PLAN

With increasing climate change and severe weather patterns, stormwater management, flood management, and pollutions prevention are becoming increasingly important. Consequently, this Strategic Plan focuses on the future, providing the Stormwater Section's staff an opportunity to communicate risks, recommended actions and investments, and identify opportunities within a 5-year planning horizon. Specific objectives include:

- Provide a substantive and easy to read overview of flooding and pollution prevention issues
- Identify the major challenges, risks, and recommended actions and investments
- Increase confidence among the Flagstaff City Council and the community that the Stormwater Section is appropriately mitigating the risks of flooding and the environmental damage caused by stormwater pollution
- Establish a basis for future community dialogue on specific stormwater and pollution prevention issues
- Ensure that Strategic Objectives are aligned with Stormwater Section's values, standards, City Council goals, and the appropriate elements of Flagstaff's Climate Change Action and Adaptation Plan
- Provide the basis for estimating the financial implications of stormwater management



ELEMENTS OF THE STRATEGIC PLAN

Strategic Foundation

Defines the Stormwater Section's fundamental responsibilities. The Behavioral Values are appropriately the same as those noted in the Water Services Division 2025 Strategic Plan.

Business Values

Specific commitments to provide compelling value, for example flood protection and pollution prevention. They establish a consistent framework for developing more detailed standards, identifying issues, assessing risks, implementing solutions, and communicating in a meaningful way.

Stormwater Basics and Major Challenges

Things people should know about stormwater in Flagstaff, including basic concepts and an overview of the most significant risks facing the community.

Standards

Rules, levels of quality, or achievements that are considered acceptable or desirable. The Section's standards drive its activities, decisions, proposed investments and are the basis for transparent operations. Some of these standards are legal or regulatory, for example FEMA and Arizona regulations, or following Low Impact Development (LID) and best management practices (BMPs). Other standards are developed internally and in collaboration with the City Council, city management, and the community.

Strategic Objectives – The Strategic Objectives outlined in this plan describe significant challenges, opportunities, and recommended actions or investments relevant to the planning horizon. They do not address tasks that are part of normal operations, nor do they reflect final policy decisions or indicate that there is approved funding for a given action or investment.



Museum Gauge



STRATEGIC FOUNDATION

MISSION

To professionally and cost effectively minimize the flood damage and pollution from stormwater events.

BEHAVIORAL VALUES

We are guided in our daily decisions and activities by these values:

INTEGRITY

We are transparent, honest, and ethical in all our communications and our actions

LEADERSHIP

We are proactive in protecting the interests of our staff, customers, and community

RESPECT

We thoughtfully consider each other's differences and opinions

COLLABORATION

We listen and openly share our ideas to achieve better decisions and outcomes



COMMITMENT

We strive to meet high standards of service and reliability

RESPONSIBILITY

We are accountable for our behaviors, actions, and use of public resources.



Flooding on Route 66



"We are Water"

BUSINESS VALUES

Business Values describe the Section's commitments to provide compelling value to the residents and businesses it serves. These Business Values establish a consistent framework for developing more detailed standards, identifying issues, assessing risks, and evaluating and implementing solutions. The Section's Business Values are the same as the Water Services Division, with the exception that they focus on flood protection and pollution prevention instead of reliable water supplies and water service.

Sound Planning and
Appropriate Investment

Flood Protection and
Pollution Prevention

Protecting Public Health
and the Environment

Exceptional Customer
Service

Sound Financial
Management, Increasing
Efficiency

Transparency and
Community Engagement

STORMWATER BASICS

The Stormwater Section - The City of Flagstaff Stormwater Section is part of the Water Services Division and has been established to regulate, operate, protect, maintain, and enhance the stormwater drainage systems in the City. Although it's part of the Water Services Division, it has all the functions, complexity, and responsibilities of a separate utility. It administers the Stormwater Management Program and performs studies and analyses as required, prepares capital improvement plans, performs routine maintenance and repair of stormwater assets, obtains federal and state permits, communicates with businesses, residents, and developers, and acquires lands, easements, and rights-of-ways to perform its duties.

	2003	2005	2007	2009	2012	2018	2019	2021	2022
	Stormwater Section Created	First Rate Change and credit manual	Master Planning	ALERT network, LID Ordinance	FWPP	Rio De Flag Flood Control Project	Museum Fire, Climate Action Plan, Rio de Flag Project	Spruce Wash flooding	Pipeline Fire
News: Rate (\$/ERU month)	\$ 0.53	\$ 0.93	\$ 1.02	\$ 1.22	\$ 1.30	\$ 2.24	\$ 3.74	\$ 3.74	\$ 3.74
Responsibilities:	FEMA Floodplain Management Development review, Construction Inspections, Maintenance funding Water quality & MS4	Capital Improvement Drainage Investigation	NEAMDS Study	ALERT gauges LID ordinance	Regional Watershed Management	Rio De Flag Flood Control Project	Climate change planning Post-fire flood response Maintenance operations Asset Management/GIS Rio de Flag Project	Regional Flood Management	Individual Direct Assistance Detention Basin Maintenance



STRATEGIC PLAN

Stormwater Fees and Service Levels

The Stormwater Section was created in 2003 and was expanded in 2006, 2015, 2019 to regulate, operate, protect, and maintain the stormwater drainage systems in the City. Stormwater fees provide the funding to carry out these roles. One of the biggest challenges and important roles of the Stormwater Section is to advocate for appropriate investment in flood protection and pollution prevention and to prioritize capital improvements. Appropriate investment is determined by standards. Priorities are set by assessing the risks to life and property, when standards may not be met, and when there are potential financial losses.

The System

Flagstaff's Municipal Separate Stormwater System (MS4) is separate from the sanitary sewer system and is comprised of open channels, culverts, pipes that allow stormwater to cross under roads, and catch basins that capture and guide stormwater. More broadly, the system comprises any assets that contribute to stormwater control and flood prevention, including detention or retention basins that reside on both public and private property and FEMA special flood hazard areas (commonly referred to as FEMA floodplains and floodways). In general, Flagstaff has no formal municipal stormwater conveyance system. Flood mitigation is accomplished by adding stormwater provisions to local areas or specific development sites. The Army Corps of Engineers Rio de Flag Project, designed to address downtown flooding, represents major infrastructure and could be categorized as a first step in developing a more comprehensive municipal stormwater system.

Floodplains and Flood Insurance

Flood insurance is regulated by FEMA, including setting flood insurance rates, though the City operates as



Open channel maintenance.

the local administrator for FEMA on floodplains and flood insurance discounts. FEMA also responds to natural disasters. Any property that is designated to be in a FEMA floodplain that has a mortgage must have flood insurance. This insurance can be expensive (\$2000-\$4000 per year), mainly because properties in a floodplain are deemed to have a significant risk for flooding. So, maps that define FEMA floodplains are an important issue for property owners and developers. Floodplain maps produced by FEMA are a broad brush, and these maps are constantly being revised locally, typically driven by requests from developers. The Stormwater Section enforces local, state, and Federal regulations by way of Erosions Control Plans required by FEMA, the Arizona Department of Department of Environmental Quality (ADEQ), and the Flagstaff Stormwater Design Manual. It does not create or change municipal regulations without Council approval. The Stormwater Section is responsible for the Community Rating System (CRS) that provides insurance discounts by demonstrating higher standards than baseline FEMA regulations.



Stormwater System Maintenance

Stormwater assets underperform if they are clogged due to trash or natural debris, sediments, or because they are old and need repair. Ideally, the Stormwater Section should ensure that if flooding does occur, it's not due to maintenance insufficiencies, but rather migrated debris from the time of the precipitation event. Maintenance of private storm water assets is the responsibility of the property owner. This applies to both public and private stormwater assets. Proper maintenance is also the prerequisite for evaluating the design, capacity, and performance of current infrastructure which is essential for identifying needed capital improvements.



Drainage capital improvement.

Solving, Not Moving the Problem

It's not uncommon for a flooded area to act as a detention pond, which can limit peak flows to downstream areas. This illustrates a common stormwater management challenge. It's not acceptable to solve an upstream problem that causes a problem downstream, in other words, moving the problem from one area or neighborhood to another. Meeting this standard

increases the complexity and cost of stormwater projects. In most cases, planning needs to begin where the water will eventually end up and then work backward to determine how it will safely get there.

Impacts of New Development

The impacts of new development to the City over time is increasing area of impervious surfaces or hardscape, but this will not increase total flows in the City's conveyances provided the on-site storm water mitigation is designed and installed properly i.e., providing detention/retention assets and complying with Low Impact Development (LID) standards. The risk created by a specific development site is flooding or having sediment dumped on a neighboring property. This typically occurs because the site did not comply with Stormwater Pollution Prevention Plan (SWPPP) requirements or Best Management Practices (BMPs). Or in some cases, a storm's magnitude was so intense that installed BMPs were inadequate to prevent flooding damage.

New Development Site Management

On any given site (new, infill, or redevelopment) Stormwater codes and LID provisions are designed to ensure that peak flows do not increase, and the basic path of the flow is not altered. Peak flow is typically controlled with onsite detention or retention basins or by directing flow toward landscaping (which amounts to passive rainwater harvesting). In almost all cases, development causes total flow discharged from a site to remain the same even with an increase in hardscape (roofs, driveways, parking lots) thanks to designed and installed mitigation to preserve preconstruction discharge rates. This means that by providing adequate local and regional mitigation, stormwater risks are remaining the same due to the cumulative impacts of development.



STRATEGIC PLAN

Establishing Spatial Weather Distinctions

It's possible that certain areas of Flagstaff are prone to certain weather events, especially with respect to smaller storm cells or monsoons. Recent events suggest that definable patterns may exist. Ongoing data collection, specifically stormwater footprint information, is necessary to establish credible patterns. Establishing these spatial trends could dramatically increase the effectiveness and efficiency of CIP investments, specifically decreasing costs and flooding risks.

Army Corps of Engineers Rio de Flag Flood Control Project

This project is a twenty-year effort of the City of Flagstaff and the U.S. Army Corps of Engineers to

prevent safety hazards and property damage caused by floods. It is a \$122M project with 65% of the funding provided by the Army Corps. Project provisions being built along the Rio de Flag and Clay Avenue Wash will significantly reduce flooding in the downtown area. The project realigns the primary floodway, constructs underground and surface floodway structures, and will provide stormwater connections to the project's infrastructure. Once completed, this project has the potential to prevent damage to approximately 1,500 structures in Flagstaff, valued at over \$916M. Though this project is a significant step forward in flood mitigation, it does not resolve all stormwater issues.

MAJOR CHALLENGES

Advancing Climate Change

Without the impacts of climate change, stormwater management amounts to ensuring that private drainages and stormwater system assets were designed and properly constructed, overseeing new development and its impacts, and ensuring that stormwater assets are being properly maintained. However, climate change is changing the game. Changes in Flagstaff's weather patterns in the next 5 years will be more dramatic than the last 10 years. A drying trend that increases the risk of wildfires, increased flooding due to intense monsoons, more rain-on-snow events, and large storms with wet snow are consistent with both climate change modeling and recent experience. Precipitation events previously



Flooding on North Foxglenn St.

designated as 100 or 1000 year storms are now regular occurrences. Responding to these challenges will require a fully staffed stormwater utility and significant



enhancements in data collection, characterization of flows and system capacity, and making compelling arguments for significant investments.

Wildfires and Associated Off-Forest Flows

This may be the biggest stormwater challenge facing Flagstaff. Burned areas from wildfires can cause a ten-fold increase in stormwater flows. Wildfires also illustrate one of the ways that climate change causes reinforcing negative effects. Longer dry periods increase the risks of wildfires, wildfires burn the soil and strip it of its water holding capacity, and climate change increases the risk of more intense precipitation events. The net result is an expansion of the areas in and around Flagstaff where severe flooding can occur. These risks are directly proportional to burned area surrounding the City, which is increasing. Given that it can take decades for a forest to recover, in 10 years the total burned area surrounding Flagstaff could be significantly greater than it is today. In fact, recent wildfires have re-burned areas that were recovering from the 1977 Radio Fire and the 2010 Schultz Fire.

Risk to Older Infrastructure

Up to 40% of Flagstaff's older neighborhoods are at risk for significant flooding. These neighborhoods and their stormwater assets, built anywhere from 20 to 70 years ago, were constructed using different engineering design standards and arguably based on different weather assumptions and frequency of wildfires. In some cases, there were no standards at the time of the development. The Stormwater Section was created in 2003, with previous development review only occurring sporadically. Stormwater Fund increases in 2006, 2015, and 2019 were driven by increases in the

deferred capital improvements list for Stormwater, a chronic issue that has not substantively eased due to increasing construction and design costs in the region. Also, it's not uncommon to find that construction failed to meet the standards in place at the time.

Characterizing Precipitation Events

It no longer makes sense to use the terms 100-year or 1000-year storms when these events are occurring every few years, or several times in one year. With accelerating climate change, weather patterns from decades ago are no longer a reliable indicator of future events. To plan appropriately, likely events must be defined using climate change modeling and data from more recent storms. These events must be characterized in terms of a footprint, which describes the amount of precipitation and flows that occur in a given area over a given time. Translating the risks of advancing climate into specific storm footprints will help to prioritize stormwater capital improvements.

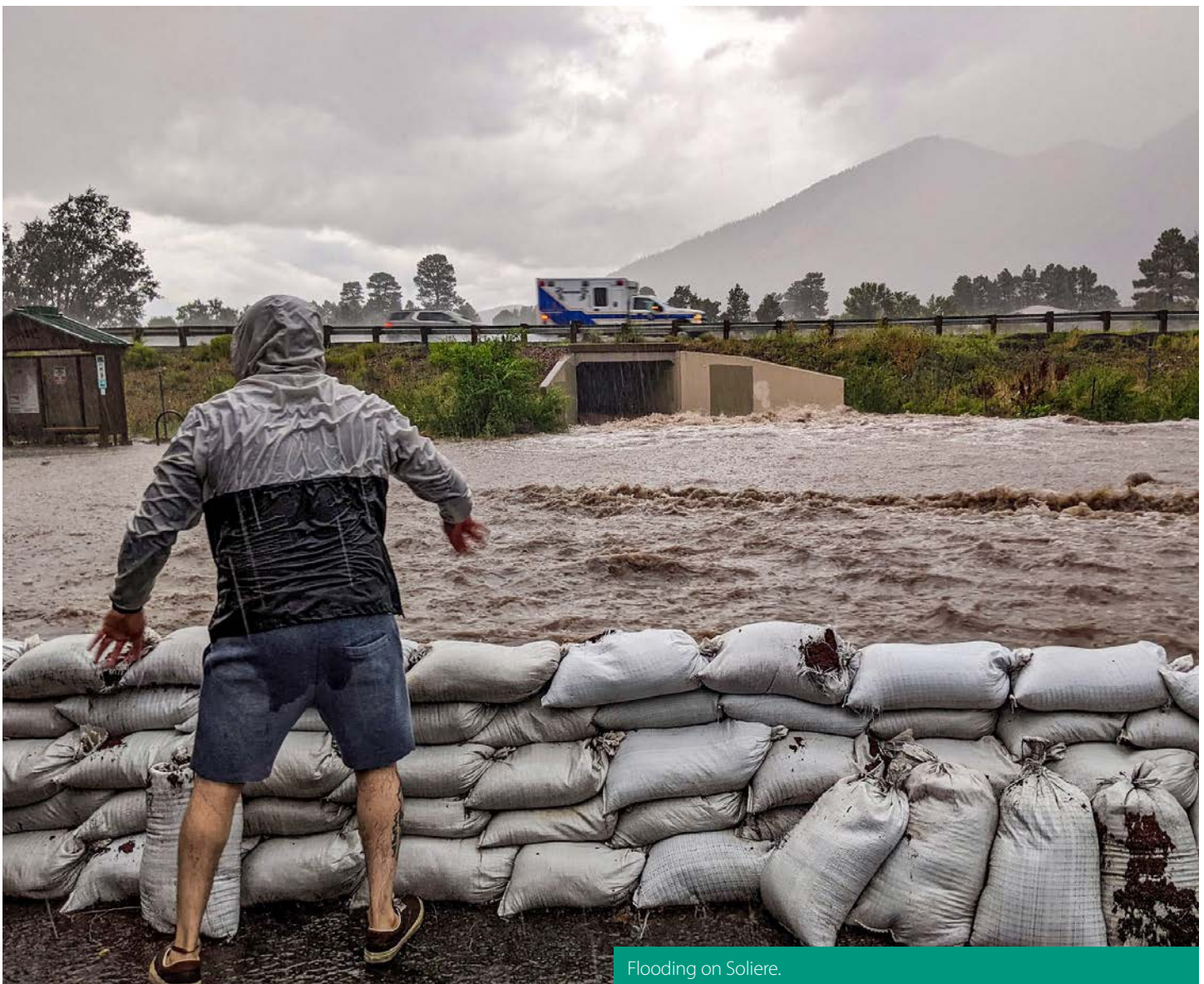
Human Resources

Today's staffing for the Stormwater Section is not aligned with the fact that it has all the roles of a fully functioning utility, the growing risk of flooding, and the human and financial costs of these risks. A significant increase in resources is needed to address flood response, planning, maintenance, analyses, and defining/prioritizing capital improvements.

The Overall Danger – Given the increasing frequency and severity of intense precipitation events and the increase in areas burned by wildfires, the risk that Flagstaff will fail to respond appropriately to stormwater and flooding issues is high unless significant changes are made in approach and available resources.

ASSESSING AND MITIGATING RISKS

Stormwater management is a risk management problem. The cost of severe weather events and flooding can be high, and climate change models predict that the frequency of these events is increasing. The challenge for the Stormwater Section is to ensure that the risk of damage due to flooding is low despite the changing climate and the cumulative impacts of development. Meeting this objective requires that the Section set clear performance standards, ensure that the system is sized appropriately, perform needed maintenance, and ensure that new development does not harm neighbors and or increase flooding risks.





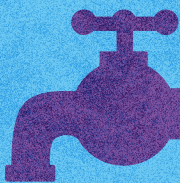
STRATEGIC OBJECTIVES

Using Strategic Objectives to Describe the Future

The Section's Strategic Plan employs several criteria for assessing future challenges and opportunities. These criteria include the following:

- Making sure that the Section is complying with current regulations and standards
- Responding to climate change, increasing wildfire threats, and changes in the condition of assets
- Addressing evolving community needs and taking advantage of opportunities to increase efficiency
- Ensuring that standards, risks, and needed investments are communicated clearly

Assessing the Section's activities using the criteria above has led to the development of a series of *Strategic Objectives* that address perceived needs and future performance to standards. They do not represent final policy decisions or reflect the availability of funding, rather they are recommendations for analyses or actions that should be pursued. In this sense, these objectives establish a framework for the Section's staff to continue clarifying the issues, establishing priorities, collaborating with experts, and leading a dialogue with the City Council and the community about investing appropriately in mitigating flooding and pollution risks.



SUMMARY OF STRATEGIC OBJECTIVES:

1. Respond to Wildfire Flooding Risks and Events
2. Clarify Climate Change Characteristics and Overall Stormwater Challenges
3. Maximize/Optimize Stormwater System Maintenance
4. Clarify Services Levels and Enhance Customer Service
5. Increase Support for Floodproofing of Individual Structures
6. Enhance CIP Process and Update CIP Priorities
7. Enhance Development Review Process and Developer Support
8. Improve Communications and Collaboration
9. Address Stormwater Section Human Resource Needs

STRATEGIC OBJECTIVE NO. 1:

RESPOND TO WILDFIRE FLOODING RISKS AND EVENTS

Relevant Standards	<ul style="list-style-type: none"> • Protect public health, safety, and the local environment • Ensure that provisions to manage stormwater are resilient to climate change
Background	<p>Flagstaff is surrounded by a forest, and unfortunately forests are periodically burned by wildfires. Wildfires not only burn down trees, but change the characteristics of the soil, specifically the ability for water to infiltrate into the soil. In fact, the biggest contributor to flooding after a wildfire is the changes in soil characteristics. This can increase peak stormwater flow by as much as 10 times that of non-burned areas.</p>
Challenge/ Opportunity	<ul style="list-style-type: none"> • Climate change not only increases the risk of wildfires but also more intense monsoons and precipitation events, both of which Flagstaff is already experiencing. • In the last 12 years, Flagstaff has experienced 3 significant wildfires, (Schultz, Museum, and Pipeline) occurring in 2010, 2019, and 2022 respectively. Prior to these fires, the last significant fire impacting the City was the 1977 Radio Fire. Consistent with climate change models, this suggests that the frequency of wildfires is increasing. • It takes decades for a burned area to recover, some studies showing 80 years or more. In fact, the most recent fires around have re-burned areas that were still recovering from the Radio and Schultz Fires. • There are no practical ways to amend large areas of burned forest soils to speed recovery. • Since the frequency of wildfires is likely increasing, and recovery is very slow, in 10 years the burned area around Flagstaff could be significantly larger than it is today. So, the cumulative risk of flooding due to climate change (more intense storms and more burn area) will also increase with time. • More flooding in burned areas will require new stormwater assets, including culverts, channels, and detention/retention basins. This new infrastructure will also require ongoing maintenance. • Flagstaff is surrounded by federal lands, so efforts to reduce wildfire risks with preventative forestry practices must be coordinated through the appropriate authorities.
	<ul style="list-style-type: none"> • Analyze new burned area flooding risks and build preventative measures before flooding occurs. • Train staff in Incident Command System (ICS) and Incident Management Team (IMT) processes to integrate with City and County Emergency Management services. • Assess wildfire trends and develop CIP plan and staffing requirements associated with building and maintaining new stormwater infrastructure specific to addressing wildfire related flooding. • Conduct incident command system training for Stormwater Section staff • Create an IGA with the Flood Control District to determine roles and responsibilities

STRATEGIC OBJECTIVE NO. 2:

CLARIFY CLIMATE CHANGE CHARACTERISTICS AND OVERALL STORMWATER CHALLENGES

Relevant Standards	<ul style="list-style-type: none"> • Protect public health, safety, and the local environment • Ensure that the risks of flooding, or damage due to flooding, are low. • Ensure that provisions to manage stormwater are resilient to climate change
Background	<p>Stormwater system performance and damage due to flooding are impacted by the severity and timing of precipitation events and the impacts of wildfires. These events produce stormwater flow rates that can either be handled by current stormwater infrastructure, or be overwhelmed, causing flooding and damage. The issue is not necessarily the overall severity of the storm, but the precipitation intensity on a given area in given period of time (the precipitation footprint).</p>
Challenge/ Opportunity	<p>Flagstaff is facing the following challenges related to climate change and increasingly severe weather.</p> <ul style="list-style-type: none"> • Climate change is accelerating, which translates into accelerating uncertainty related to future weather patterns, especially in a given region, area, or neighborhood. • It no longer makes sense to characterize storms as 100-year or 1000-year events when these events are occurring every few years, or several times in a single year. With accelerating climate change, weather patterns from even 10 years ago are no longer a reliable indicator of future events. • A drying trend that increases the risk of wildfires, higher flooding risks due to intense monsoons, more rain-on-snow events, and large storms with wet snow are all consistent with climate change modeling and recent experience. These events will continue, and likely be more severe, in the future. • If recent record monsoons had occurred in older or more vulnerable neighborhoods, the damages could be catastrophic and endanger lives.
Specific Responses	<ul style="list-style-type: none"> • Consider recent weather events and trends, general climate change modeling, and consult with climate experts on Flagstaff's weather to create a clearer picture of the weather events that should be considered in Flagstaff's stormwater planning. • Translate weather events into precipitation footprints. Express these footprints in terms of amount of water, area, time, and resulting flow rates. • Consider adding a climate change acceleration factor to recent storms, weather conditions, and even wildfire frequency to account for changes likely to occur over the next 10 years. • Produce a substantive and easy to read brief that clarifies weather patterns, including information on precipitation footprints, spatial trends, and plans to improve this information over time. • Enhance the rain and flow gauge network and the emphasis on hydrology in the Stormwater Section. This will create a stronger foundation for understanding stormwater footprints, flows, spatial trends, and for improving emergency alerts to first responders and residents. • Use the increased clarity on weather events to continue optimizing system maintenance and Capital Improvement (CIP) projects and priorities. • Consider the appointment of a dedicated hydrologist for the stormwater section • Conduct modeling of various climate change and land use change scenarios to determine the range of stormwater system capital investment needed to meet future challenges

STRATEGIC OBJECTIVE NO. 3:

MAXIMIZE/OPTIMIZE STORMWATER SYSTEM MAINTENANCE

Relevant Standards	<ul style="list-style-type: none"> • Protect public health, safety, and the local environment • Ensure that provisions to manage stormwater are resilient to climate change • Minimize the number of flooding or drainage complaints caused by maintenance problems
Background	For the stormwater system to function at its capacity, it must be well maintained. This means ensuring that the system is clear of debris and that assets are in good condition (not crumbling or past their useful life).
Challenge/ Opportunity	<p>Consistent with climate change models, the intensity of rainstorms in Flagstaff has been increasing.</p> <ul style="list-style-type: none"> • Flagstaff has experienced “100-Year” storms in 2014, 2016, 2018, and a “1000-Year” storm in 2018. Storms that were considered very unlikely may now be the norm. • Given increasing flooding risks and frequency of flooding, maintenance is critical. Approximately 80% of drainage complaints are related to maintenance issues. • System maintenance is becoming increasingly more difficult with repetitive flood events, debris flows, and sediment flows from wildfires. • Maintenance conditions can change rapidly. A cleared grate can become blocked again the next day. • Until recently, the stormwater system was not fully defined or documented, which made it difficult to perform proactive maintenance. • Assessing asset conditions on closed systems and culverts is difficult. These types of assets have not been completely characterized. • Many stormwater assets are privately owned and maintained. The performance of these assets is important for protecting neighbors and overall performance of the system. • If the system is not appropriately maintained, it’s more difficult to evaluate design issues and capacity. • Emergency response demands the time and resources of the Stormwater staff, making it more difficult to accomplish annual system maintenance and improvements
Specific Responses	<p>Appropriate maintenance based on clearly defined standards is the foundation for effective stormwater management. Given the risks associated with climate change and Flagstaff having an under-sized system in many areas, the Stormwater section should adopt a highly proactive approach to maintenance.</p> <ul style="list-style-type: none"> • Complete the definition of the stormwater system, including assessing the condition of all significant underground stormwater assets. • Categorize drainage complaints or flooding events as either maintenance or design related and use these data to refine maintenance standards and activities. • Develop or refine current standards that define optimum system maintenance, clearly specifying the balance between proactive and reactive maintenance. • Establish clear response times to maintenance related drainage complaints. • Update the maintenance workplan to meet updated standards, making sure to address seasonal considerations in maintenance scheduling and level of effort. • Produce annual maintenance report for the stormwater system that addresses performance to standards, identifies new or refined standards, and outlines changes to maintenance activities.

STRATEGIC OBJECTIVE NO. 4:

CLARIFY SERVICES LEVELS AND ENHANCE CUSTOMER SERVICE

Relevant Standards	<ul style="list-style-type: none"> • Protect public health, safety, and the local environment • Ensure that the risks of flooding, or damage due to flooding, are low • Ensure that provisions to manage stormwater are resilient to climate change • Provide flood proofing technical and financial support for at-risk properties • Provide exceptional customer service based on clearly defined standards • Respond to drainage complaints withing 24 hours
Background	<p>Stormwater fees for a property are based on the amount of impervious surface (roofs, driveways, parking lots etc. because this increases runoff and flooding risks. Fees are used to fund the activities of Flagstaff's Stormwater Section, which has been established to regulate, operate, protect, maintain, and enhance the stormwater drainage systems in the City. Collecting fees requires that the Stormwater Section define the value that these fees produce in terms of standards and service levels. Also, the Stormwater Section interacts with residents at a grass roots level, so customer service standards need to be clear.</p>
Challenge/ Opportunity	<ul style="list-style-type: none"> • The Stormwater Section is clearly responsible for stormwater maintenance and CIP efforts, but it's less clear what stormwater fees actually cover with respect to resolving flooding problems in specific neighborhoods, specific properties, and the timeframe in which issues will be addressed. • Recently, the Stormwater Section has been given new flood response responsibilities previously handled by the County, signaling a pivot to both regional and urban flood control roles. • Lack of clarity about stormwater service levels translates into lack of clarity about liability. • Up to 40% of the properties in Flagstaff are susceptible to flooding simply due to the historic periods in which they were constructed. For example, homes and other buildings built below street level or built before the year 2000 do not meet present-day standards for protecting against inundation. Given the increasing storm intensities caused by climate change, their susceptibility to flooding will only get worse with time. • Service levels must define whether flooding issues and risks will be addressed with system level solutions, including timeframes, or individual structure flood proofing support. • The impacts of a wildfire can cause a 10-fold increase in stormwater flows, for example 1.5" of rain per hour causing a 100-year flow. Services levels related to flooding risks from wildfires are unclear. Sandbags and modular barriers are not acceptable long-term solutions. • Often, addressing whether the City is responsible for resolving a stormwater issue for a specific customer has boiled down to assessing whether the City did something, or allowed something to occur, that caused the problem. • Stormwater staff often address issues that are not the responsibility of the Stormwater Section.
Specific Responses	<ul style="list-style-type: none"> • Develop more detailed standards related to service levels for maintaining and enhancing system assets and risk mitigation for individual properties and customers. • Review Stormwater Section activities and ensure that these activities are within the scope of responsibilities for the Section. • Improve emergency response communications by improving the rain and flow gauge system • Integrate the Stormwater Section with City and County Emergency Management in relevant flood standards, planning, and external funding requests

STRATEGIC OBJECTIVE NO. 5:

INCREASE SUPPORT FOR FLOODPROOFING OF INDIVIDUAL STRUCTURES

Relevant Standards	<ul style="list-style-type: none"> • Ensure that the risks of flooding, or damage due to flooding, are low. • Evaluate flood proofing technical and financial support for properties at high risk
Background	<p>There are two basic ways to minimize damage caused by a severe stormwater event. The first is to ensure that the local and city-wide drainage infrastructure has the capacity to ensure that flooding of homes or buildings does not occur. The second is to install flood proofing measures in individual properties to minimize damage during a flood, and/or restrict the flooding to outdoor areas.</p>
Challenge/ Opportunity	<p>Since climate change impacts are accelerating, it will be a major challenge for the Stormwater Section to plan, secure approval, and construct projects in the near terms that will minimize flooding risks for all neighborhoods. Until this gap is resolved, some property owners and businesses will experience flooding and flood damage (especially during the next 10 years).</p>
Specific Responses	<ul style="list-style-type: none"> • Based on risks and timing of CIP improvements, identify neighborhoods that remain at higher risk for flooding and should be implementing flood proofing provisions. • Work to develop a program and funding sources to provide technical and financial support for customers in areas of need and who wish to implement flood proofing measures. • Work with the Sustainability Division and Housing Division on an integrated floodproofing grant program.



Sandbags.

STRATEGIC OBJECTIVE NO. 6:

ENHANCE CIP PROCESS AND UPDATE CIP PRIORITIES

Relevant Standards	<ul style="list-style-type: none"> • Sound planning and appropriate investment in stormwater assets and management • Protect public health, safety, and the local environment • Ensure that the risks of flooding, or damage due to flooding, are low • Maintain a quantitative and transparent process for identifying and prioritizing CIP projects • Minimize the number of properties in FEMA floodplains • Make compelling arguments for capital investments • Stormwater projects must solve the whole problem, not just move it to another area
Background	<p>The biggest stormwater risk for Flagstaff is the ability of neighborhoods and the stormwater system to withstand the extreme weather events and flows due to climate change and the increased hardscape caused by development. (An increase in hardscape requires detention/retention and LID to ensure that the lot mimics it's preconstruction hydrologic performance). The Stormwater Section must have a process for evaluating these risks and prioritizing improvements.</p>
Challenge/ Opportunity	<ul style="list-style-type: none"> • Flagstaff's current stormwater control system and specific infrastructure in older neighborhoods is under-sized (as many as 40% neighborhoods) with respect to handling more intense storms with larger precipitation footprints and peak flows. • Mitigating flooding in a neighborhood or area must ensure that these improvements do not move the problem to other areas. This typically increases the complexity, size, and cost of the project. • Flooding risks for a given neighborhood or area are affected by its location, the Stormwater codes were in place at the time of construction, whether these codes were followed, and the Stormwater standards that were applied to infill development or redevelopment. Buildings and neighborhoods constructed before 2001 are typically most vulnerable to flooding. • The Greenlaw neighborhood has experienced three 100-year storms in three years. In every case it experienced significant flooding because there is no access to underground stormwater assets and the neighborhood did not maintain its privately owned drainage conveyances. • The process for developing CIP projects and the standards for setting priorities has been too qualitative and not very transparent. This leaves the door open for a reactive approach to setting project priorities, which typically results in less efficient capital allocation. • There are no clearly defined standards for permanently addressing the flooding risks for areas affected by wildfires.

Objective No. 6 continued on page 18

STRATEGIC OBJECTIVE NO. 6:

ENHANCE CIP PROCESS AND UPDATE CIP PRIORITIES

Continued from page 17

Specific Responses

- Increase Stormwater Section focus on assessing flooding risks for specific areas and neighborhoods, prioritizing of CIP projects, and on stormwater project management.
- Implement master planning and regional modeling to support CIP planning and prioritization.
- Develop transparent risk assessment and weighting factors for prioritizing capital improvements to local infrastructure and the public stormwater.
- Consider weather expectations, effects of wildfires, system characteristics, public safety, costs of property damage, and project costs in the CIP evaluation process.
- Develop a more comprehensive database related to flood damage locations, costs, and the conditions under which this damage occurred.
- Adopt an explicit structure for making compelling arguments for investing in staff, data systems, analysis capabilities, and infrastructure.
- Provide oversight on the Rio de Flag project to ensure that it maximizes local flood mitigation in downtown and other impacted areas.
- Transition Stormwater Section to be the Project Manager for all Stormwater Projects, including funding and management of Spot Stormwater Improvements.



Basin construction.

STRATEGIC OBJECTIVE NO. 7:

ENHANCE DEVELOPMENT REVIEW PROCESS AND DEVELOPER SUPPORT

Relevant Standards	<ul style="list-style-type: none"> • Ensure that the risks of flooding, or damage due to flooding, are low. • Ensure that new development, infill development, and redevelopment do not increase or redirect peak stormwater flows • Ensure that provisions to manage stormwater are resilient to climate change • Ensure that new development does not cause a cumulative increase in flooding risks • Ensure that soil for new development is properly stabilized during and after construction • Support developers in implementing the most effective and cost-effective stormwater protections • Be transparent related to development standards and the costs of code compliance • Ensure that the City Council and city managers understand the cost/benefit analysis of stormwater codes and Best Management Practices (BMPs) related to development
Background	<p>The immediate concern related to new development is that a neighbor will be flooded or have sediment dumped on their property due to development nearby. This can occur because the builder or contractor did not comply with Stormwater codes or BMPs, or that a storm was so intense that these provisions were inadequate. The longer-term and broader impacts of development are an increase in the total area of hardscape and increasing total flows to the stormwater system.</p>
Challenge/ Opportunity	<ul style="list-style-type: none"> • The costs to implement flood prevention provisions for new development in Flagstaff are significant but typically less than other communities. However, relative development costs in Flagstaff are high, which puts pressure on flood control provisions and expenses. • Increasing climate change impacts call into question whether infill and redevelopment standards should be based on more severe precipitation footprints. • Current Stormwater regulations covering new development address peak flows and are designed to ensure that flooding of neighbors does not occur. But these regulations do not address total flow, which means that over time total flow and flooding risks are increasing. (An increase in impervious surfaces requires detention/retention and LID to ensure that the lot mimics its preconstruction hydrologic performance in its post-construction state.) • Cost for basic soil stabilization during construction and for a newly developed sites are relatively low, yet a few contractors still resist implementing these provisions. This is challenging because contractors argue that they aren't being paid for landscaping. The City still requires that BMPs be installed to prevent off lot erosion and sedimentation. • 90% of contractors are very cooperative in terms of implementing stormwater provisions. Yet, complaints by a few contractors to city council and city management skew perceptions about the efficacy of codes and BMP's and the collaborative approach of the Stormwater Section. • City Council members and city management could be better informed about basic Stormwater principles, standards, and the relative cost of meeting regulations and implementing BMP's.

Objective No. 7 continued on page 20

STRATEGIC OBJECTIVE NO. 7:

ENHANCE DEVELOPMENT REVIEW PROCESS AND DEVELOPER SUPPORT

Continued from page 19

Specific Responses

- Produce a substantive yet brief report on compliance with development codes, including the key issues and ramifications of non-compliance.
- Identify compelling changes to development codes that would address the increase in flood risks over time due to climate change and the increasing amount of hardscape.
- Clarify the link between the cost of a drainage report and eventual construction costs, helping developers optimize compliance and flood control benefits with costs.
- Clarify the process for managing disputes with developers and ensure that this process is approved by the City Manager and the City Council.
- Using this strategic plan as the context, conduct a workshop with Council and city management covering basic stormwater management principles, development standards and BMPs, and the costs and benefits of implementing various stormwater provisions.



Schultz basin.

STRATEGIC OBJECTIVE NO. 8:

IMPROVE COLLABORATION AND COMMUNICATIONS

Relevant Standards	<ul style="list-style-type: none"> • Build a strong reputation, maintaining trust and support from the community • Provide exceptional customer service based on clearly defined standards • Encourage meaningful public participation in stormwater issues and policy making • Make it easy for people to be substantively informed about critical stormwater issues in Flagstaff
Background	<p>The Stormwater Section is charged with maintaining flood protection and pollution prevention. Both of these require appropriate investment in resources and infrastructure. Securing this investment requires that the Section be trusted related to its operations, planning, and investment proposals. The ability of city council members, city management, and public to understand Stormwater Section performance, maintenance, and capital improvement needs depends on their understanding of stormwater principles and issues. This requires strong communications by the Stormwater Section.</p>
Challenge/ Opportunity	<ul style="list-style-type: none"> • As technical organizations, many utilities struggle with defining the most effective and efficient way to communicate with policy makers, employees, and the community. • Shared information is often too technical and without sufficient context, and communication activities are often not tied to specific standards or outcomes. • Other city departments know little about stormwater management and activities. • It's likely that council members and city management are not adequately informed about stormwater basics, key issues, and mitigation priorities. • The Stormwater Section is now a utility, and this involves interacting with other departments in the City as well as businesses, developers, and residents. Communication protocols need to be improved, especially when communicating with the city manager or city attorneys.
Specific Responses	<ul style="list-style-type: none"> • Develop a stormwater strategic plan to clarify stormwater issues, challenges, and opportunities and use plan as the context for communications with the council and city management • Build stronger relationships with policy makers, the water commission, and other influencers in the City. Ensure that these key audiences are substantively informed about stormwater issues. • Carefully review all communications leaving the section, including establishing and adhering to specific communication standards and protocols. • Recognize that support for investing in activities, staff, and CIP is tied to the quality of communications. A compelling case for investment is typically approved. • Adopt a clear structure for making compelling investment proposals that includes background information, the relevant standards, the problem or opportunity, the proposed solution, timing considerations, costs, and the ramifications of failing to act. • Define and communicate the major stormwater areas (drainages) to facilitate communications about stormwater basics, issues, risks, and needed investment. • Conduct a Stormwater Summit with key stakeholders.

STRATEGIC OBJECTIVE NO. 9:

ADDRESS STORMWATER SECTION HUMAN RESOURCE NEEDS

Relevant Standards	<ul style="list-style-type: none"> • Sound planning and appropriate investment in stormwater management and assets • Protect public health, safety, and the local environment • Ensure that the risks of flooding, or damage due to flooding, are low. • Ensure that provisions to manage stormwater are resilient to climate change • Maintain adequate staffing for Stormwater Section
Background	<p>The Stormwater Section operates as a fully functioning utility. It must ensure the reliability of stormwater infrastructure in the face of climate change, assess flooding and pollution risks, respond to floods, plan and secure investment for needed capital investments, and routinely interact with customers and developers. All of these efforts require adequate staffing and human resources.</p>
Challenge/ Opportunity	<ul style="list-style-type: none"> • The Stormwater Section has many strategic and operational issues to address, as outlined in this plan. However, for the most part current staffing levels (five full time professional employees and two field staff) allow for only reacting to current problems and flooding crises. • The Section has only two part time maintenance workers that are shared with and managed by the Sewer Collections department. This is not sufficient to provide needed maintenance today and the increasing maintenance as time passes. Also, there is insufficient staff to utilize current stormwater maintenance equipment. • The support for new development is at minimum levels, only allowing for inspections of commercial properties. Single family home inspections cannot be supported beyond ADUs/ garages being inspected at the footing phase and at building final inspection in order to minimize potential for erosion and sedimentation after the project is completed. • As new infrastructure needs increase, the need for capital project management increases • Recently, the Stormwater Section has taken on new responsibilities that were previously being performed by the County. This has further stretched Section resources.
Specific Responses	<ul style="list-style-type: none"> • Complete comprehensive staffing analysis to identify all staffing needs • Provide for 2-4 dedicated staff members to perform stormwater system maintenance • Bring CIP project management inside the Stormwater Section, adding two project managers.

CLOSING REMARKS

The Flagstaff Water Services Strategic Plan 2025 established stormwater as a critical issue and outlined the high-level challenges and responses. This strategic plan provides a more detailed picture of the values, standards, and major issues facing Flagstaff and the Stormwater Section in the near future. Given the accelerating impacts of climate change, the cumulative increase in hardscape from development, and the increasing frequency of wildfires, stormwater risks continue to rise, especially in older neighborhoods and those areas not enhanced by the Rio de Flag stormwater project. This is a highly visible problem in the City, and the impacts of climate change are dynamic. The Stormwater Section must have the skills and resources to provide the appropriate planning, analyses, customer service, and flood response the community needs.

Strategic Objectives

The Strategic Objectives in this plan highlight the need for the Stormwater Section to clarify services levels for individual property owners or homeowners, provide greater support for individual structure flood proofing, proactively address the flooding risks created by wildfires, put greater emphasis on understanding storm footprints, enhance the CIP project criteria and priority setting, and improve system maintenance. Supporting new and infill development has been a major focus of the Section, however, this can be enhanced with better communication about the efficacy of stormwater codes and BMP's, and when possible, doing more to help developers provide greater stormwater protections at a lower cost. In conjunction with this strategic plan, the Stormwater Section will strive to enhance its communications, including communicating the logic behind stormwater standards, emphasizing the most pressing problems, and making compelling arguments for investment.

Increasing Impacts and Investment

Given the accelerating impacts of climate change and

the cumulative effects of development, investment in stormwater planning and mitigation will increase. Consequently, the Stormwater Section's ability to develop clear standards, collect and analyze the appropriate data, and make compelling arguments for investment will be critical.

Ongoing Strategic Plan Communications

The Stormwater Section will continue to communicate and discuss the issues in this Strategic Plan with the City Council, city management, and the community, especially the financial implications of proposed solutions and the ramifications of failing to act.

NEXT STEPS AND ACKNOWLEDGEMENTS

Brief the Water Commission and City Council on this Plan, identify staff champions for each Strategic Objective, establish an implementation process, and provide progress updates every six (6) months to Water Services Division Staff and City Management.

Water Services Management Team

Brad Hill, Acting Water Services Director
Gary Miller, P.E., Water Services Engineer

Stormwater Program

Ed Schenk, R.G., CFM, Stormwater Section Manager
Doug Slover, P.E., CFM, Stormwater Project Manager
Sharon Masek Lopez, Stormwater Project Manager
Chris Palmer, CPESC, Stormwater Project Manager
Chase McLeod, CFM, Stormwater Project Manager
Joe Almendarez, Stormwater Maintenance Supervisor
Paul Wolf, Stormwater Maintenance Operator
David Landavazo, Stormwater Maintenance Operator

Facilitated by:

John Ruetten – Resource Trends, Inc.



Stormwater Rate Adoption and Public Hearing

February 14, 2023





Agenda



Overview

- January 31st overview
- Updates Since
- External resources versus rates
- Financial Plan
- Scenario detail
- Timeline
- Council Decision





January Summary of Scenarios

Proposed Rate							
	Current Rate	Apr-23	Jan-24	Jan-25	Jan-26	Jan-27	Jan-28
Scenario 1: Minimal CIP	3.74	4.68 25%	5.84 25%	6.08 4%	6.32 4%	6.57 4%	6.84 4%
Scenario 2: Recommended CIP with Grants	3.74	4.68 25%	5.84 25%	6.43 10%	7.07 10%	7.78 10%	8.05 10%
Scenario 3: Recommended CIP with Rates	3.74	4.86 30%	6.32 30%	7.58 20%	8.34 10%	8.64 3.5%	8.94 3.5%



Updates since January

Hwy 180 Project

- Eliminate Debt Funding of Hwy 180 Project
- Look to State Funding options instead
- Reduces ongoing debt service
- Continue to deliver project

Detention Maintenance

- Eliminate detention basin maintenance expense
- Seek State resources to fund operational expenses
- Reduces annual operating expense ~\$1.8M
- Risk if resources are not available after major event, or multiple events



External Resource vs Rate Funding

State funding opportunities

- Continue lobbying State Legislature!
- House Bill 2543, Transportation and Infrastructure Bill \$3M
- House Bill 2286, amendment was submitted on 01/23, \$8.9M

Federal and State support needed: grants?

General Fund Emergency Use

- Reserve General Fund resources as a last measure to deliver Hwy 180 and cover detention maintenance costs, instead of rates
- Impacts to the General Fund:
 - Limits budgeting capacity for multiple years
 - Ties up resources for items like fleet replacements, IT and facility infrastructure, as mentioned at February Budget Retreat

Financial Planning





Financial Planning 101

There are fundamentals to a fiscally sound plan

- Sufficient to cover operating costs
- Sufficient to cover debt service obligation/ coverage ratio requirements (1.20)
 - Debt service is calculated based on operating revenues and operating expenses from water, wastewater and stormwater
 - Ideally each fund should be self-sufficient
- Generate sufficient funds to meet reserve targets
 - Water Policy is 25% of Operating Revenue
- Contingency Funding – Previously set at \$300K, spent during events
 - Due to recent flooding event and potential continuation of events, we recommend \$2M
 - This is one-time funding, not annual



Stormwater Rate Assessment

Purpose of Rate Adjustment

- Increased fire and flood events over the past few years have made current infrastructure insufficient
- Increased fire and flood events have increased demand on operations – staffing and equipment
- Increased Mitigation costs in new flood areas, such as Spruce Wash and Schultz Creeks
- Construct some deferred Capital Improvement Projects
- Meet inflationary cost reality for construction projects.
- Completing critical capital projects reduces flood response - operations costs



Stormwater ERU

Stormwater rate based on Equivalent Rate Units (ERUs)

- 1 ERU = 1,500 square feet of impervious area
- Residential properties have a maximum of 5 ERUs
 - Average Residential property for the City of Flagstaff has 3 ERUs
 - **Policy change to maximum 10 ERUs for Residential Properties**
- Commercial properties do not have a maximum ERU

Impervious surfaces need to be reviewed for ERU adjustments.

- The City is completing a review based on 2021 ortho-imagery. Anticipated to be implemented in 2023-2024.



HOTEL
MONTE VISIT

Capital Plan Scenarios



Scenario 1 (minimal CIP)	Scenario 2 (capital with grants)	Scenario 3 (capital with rates)
Rio de Flag Flood Control Project	Rio de Flag Flood Control Project	Rio de Flag Flood Control Project
Downtown Mile	Downtown Mile	Downtown Mile
Killip Detention Basin	Killip Detention Basin	Killip Detention Basin
Schultz Creek-Highway 180 Culvert Improvements	Schultz Creek-Highway 180 Culvert Improvements	Schultz Creek-Highway 180 Culvert Improvements
Side Drain Lateral North Downtown	Side Drain Lateral North Downtown	Side Drain Lateral North Downtown
Spruce Wash Resiliency - 4th and Butler	Spruce Wash Resiliency - 4th and Butler	Spruce Wash Resiliency - 4th and Butler
Killip Inlet	Killip Inlet	Killip Inlet
Spot Improvements	Spot Improvements	Spot Improvements
Wildwood Drainage Project	Wildwood Drainage Project	Wildwood Drainage Project
Spruce Avenue Wash Dortha Inlet	Spruce Avenue Wash Dortha Inlet	Spruce Avenue Wash Dortha Inlet
	Columbia Circle	Columbia Circle
These projects in red will be funded by debt in capital plan	Steves Wash at Soliere Ave (Soliere Project)	Steves Wash at Soliere Ave (Soliere Project)
	Fanning Drive Wash at Route 66	Fanning Drive Wash at Route 66
These projects in yellow are existing projects with grant funds, 25% City match	Fanning Wash at Steves Boulevard	Fanning Wash at Steves Boulevard
	Switzer Canyon Flood Detention Structure	Switzer Canyon Flood Detention Structure
These projects in green are anticipated to be funded with future grants, 25% City match	Fanning Wash Channel Capacity Improvements	Fanning Wash Channel Capacity Improvements
	Mobile Haven Drainage Ditch Improvements	Mobile Haven Drainage Ditch Improvements
Projects in white are rate-funded	Shadow Mountain-Monte Vista Drainage Improvements	Shadow Mountain-Monte Vista Drainage Improvements
	Smokerise Neighborhood Drainage Improvements	Smokerise Neighborhood Drainage Improvements

<- General Fund/State





Scenario 1: Minimal CIP

Proposed Financial Plan

Rate Increase	6.0%		6.0%		6.0%		6.0%		6.0%		6.0%	
Rate Month Implemented	April		January		January		January		January		January	
	2023		2024		2025		2026		2027		2028	
Cash Position Opening Balance	\$	13,010,222	\$	5,341,043	\$	2,872,092	\$	2,629,333	\$	2,646,598	\$	2,999,096
Revenues												
Sale of Storm Service	\$	4,475,851	\$	4,862,661	\$	5,205,965	\$	5,573,506	\$	5,966,996	\$	6,388,265
External Funding for Basin Maintenance	\$	-	\$	1,800,000	\$	1,800,000	\$	1,800,000	\$	1,800,000	\$	1,000,000
Other Operating Revenue	\$	938	\$	961	\$	985	\$	1,010	\$	1,035	\$	1,061
Non-Operating Revenue	\$	29,232	\$	29,963	\$	30,712	\$	31,480	\$	32,267	\$	33,074
Interest on Fund Balance	\$	181,696	\$	101,120	\$	94,074	\$	91,841	\$	95,502	\$	106,568
Total Revenues	\$	4,687,716	\$	6,794,705	\$	7,131,735	\$	7,497,837	\$	7,895,800	\$	7,528,968
Operating Expenses												
Contingency			\$	2,000,000								
Current Debt Service	\$	623,894	\$	1,359,182	\$	1,358,232	\$	1,358,131	\$	1,357,863	\$	1,357,430
Proposed Debt Service	\$	-	\$	1,256,807	\$	1,256,807	\$	1,256,807	\$	1,256,807	\$	1,256,807
Total Operating and Debt Service	\$	2,625,002	\$	8,904,657	\$	7,006,089	\$	7,112,167	\$	7,174,897	\$	6,395,396
Net Revenues												
	\$	2,062,714	\$	(2,109,952)	\$	125,647	\$	385,670	\$	720,903	\$	1,133,572
Capital Expenditure												
Borrowed Funds	\$	-	\$	16,000,000	\$	-	\$	-	\$	-	\$	-
External Funding for HWY 180			\$	4,366,334								
Grants	\$	14,815	\$	140,000	\$	1,590,000	\$	570,583	\$	834,763	\$	-
Cash	\$	9,731,893	\$	359,000	\$	368,405	\$	368,405	\$	368,405	\$	368,405
Net Income												
	\$	(7,669,179)	\$	(2,468,952)	\$	(242,758)	\$	17,265	\$	352,498	\$	765,167
Ending Balance	\$	5,341,043	\$	2,872,092	\$	2,629,333	\$	2,646,598	\$	2,999,096	\$	3,764,263
Reserve Percent of Operations (25% Policy)												
		115%		58%		50%		47%		49%		58%
Debt Service % of Operating Revenues (25% Max)												
		13%		53%		49%		46%		43%		40%
Coverage Ratio (1.25)												
		4.26		0.26		0.35		0.45		0.57		1.04



Scenario 2: CIP with Future Grants Proposed Financial Plan

Rate Increase	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
Rate Month Implemented	April	January	January	January	January	January
	2023	2024	2025	2026	2027	2028
Cash Position Opening Balance	\$ 13,010,222	\$ 5,381,840	\$ 3,162,650	\$ 3,038,495	\$ 2,946,861	\$ 2,330,271
Revenues						
Sale of Storm Service	\$ 4,519,948	\$ 5,144,141	\$ 5,715,141	\$ 6,349,522	\$ 7,054,319	\$ 7,837,348
External Funding for Basin Maintenance	\$ -	\$ 1,800,000	\$ 1,800,000	\$ 1,800,000	\$ 1,800,000	\$ 1,000,000
Other Operating Revenue	\$ 938	\$ 961	\$ 985	\$ 1,010	\$ 1,035	\$ 1,061
Non-Operating Revenue	\$ 29,232	\$ 29,963	\$ 30,712	\$ 31,480	\$ 32,267	\$ 33,074
Interest on Fund Balance	\$ 182,100	\$ 104,401	\$ 101,001	\$ 98,865	\$ 91,853	\$ 83,964
Total Revenues	\$ 4,732,217	\$ 7,079,466	\$ 7,647,840	\$ 8,280,877	\$ 8,979,473	\$ 8,955,447
Operating Expenses						
Contingency		\$ 2,000,000				
Current Debt Service	\$ 623,894	\$ 1,359,182	\$ 1,358,232	\$ 1,358,131	\$ 1,357,863	\$ 1,357,430
Proposed Debt Service	\$ -	\$ 1,256,807	\$ 1,256,807	\$ 1,256,807	\$ 1,256,807	\$ 1,256,807
Total Operating and Debt Service	\$ 2,625,002	\$ 8,904,657	\$ 7,006,089	\$ 7,112,167	\$ 7,174,897	\$ 6,395,396
Net Revenues	\$ 2,107,215	\$ (1,825,191)	\$ 641,751	\$ 1,168,709	\$ 1,804,576	\$ 2,560,051
Capital Expenditure						
Borrowed Funds	\$ -	\$ 16,000,000	\$ -	\$ -	\$ -	\$ -
Grants	\$ 11,111	\$ 105,000	\$ 1,192,500	\$ 964,068	\$ 4,369,508	\$ 4,432,280
External Funding for HWY 180		\$ 4,366,334				
Cash	\$ 9,735,597	\$ 394,000	\$ 765,905	\$ 1,260,344	\$ 2,421,166	\$ 2,740,221
Net Income	\$ (7,628,382)	\$ (2,219,191)	\$ (124,154)	\$ (91,635)	\$ (616,590)	\$ (180,170)
Ending Balance	\$ 5,381,840	\$ 3,162,650	\$ 3,038,495	\$ 2,946,861	\$ 2,330,271	\$ 2,150,101
Reserve Percent of Operations (25% Policy)						
	114%	60%	52%	46%	33%	27%
Debt Service % of Operating Revenues (25% Max)						
	13%	50%	45%	41%	37%	33%
Coverage Ratio (1.25)						
	4.33	0.37	0.55	0.75	0.99	1.58



Scenario 3: CIP with Rates

Proposed Financial Plan

Rate Increase	12.0%	12.0%	12.0%	12.0%	12.0%	12.0%
Rate Month Implemented	April	January	January	January	January	January
	2023	2024	2025	2026	2027	2028
Cash Position Opening Balance	\$ 13,010,222	\$ 5,404,110	\$ 3,330,211	\$ 3,478,209	\$ 3,274,545	\$ 8,124,542
Revenues						
Sale of Storm Service	\$ 4,541,996	\$ 5,287,554	\$ 5,981,281	\$ 6,766,025	\$ 7,653,727	\$ 8,657,896
External Funding for Basin Maintenance	\$ -	\$ 1,800,000	\$ 1,800,000	\$ 1,800,000	\$ 1,800,000	\$ 1,000,000
Other Operating Revenue	\$ 938	\$ 961	\$ 985	\$ 1,010	\$ 1,035	\$ 1,061
Non-Operating Revenue	\$ 29,232	\$ 29,963	\$ 30,712	\$ 31,480	\$ 32,267	\$ 33,074
Interest on Fund Balance	\$ 182,320	\$ 106,280	\$ 107,014	\$ 106,463	\$ 152,466	\$ 159,232
Total Revenues	\$ 4,754,486	\$ 7,224,758	\$ 7,919,992	\$ 8,704,978	\$ 9,639,496	\$ 9,851,264
Operating Expenses						
Operating Expenses	\$ 2,001,108	\$ 4,288,668	\$ 4,391,050	\$ 4,497,229	\$ 4,560,226	\$ 3,781,159
Contingency		\$ 2,000,000				
Current Debt Service	\$ 623,894	\$ 1,359,182	\$ 1,358,232	\$ 1,358,131	\$ 1,357,863	\$ 1,357,430
Proposed Debt Service	\$ -	\$ 1,256,807	\$ 1,256,807	\$ 1,256,807	\$ 1,706,807	\$ 1,706,807
Total Operating and Debt Service	\$ 2,625,002	\$ 8,904,657	\$ 7,006,089	\$ 7,112,167	\$ 7,624,897	\$ 6,845,396
Net Revenues	\$ 2,129,484	\$ (1,679,899)	\$ 913,903	\$ 1,592,810	\$ 2,014,599	\$ 3,005,867
Capital Expenditure						
Capital Expenditure	\$ 9,746,708	\$ 20,865,334	\$ 1,958,405	\$ 2,224,412	\$ 6,790,674	\$ 7,172,501
Borrowed Funds	\$ -	\$ 16,000,000	\$ -	\$ -	\$ 9,000,000	\$ -
Grants	\$ 11,111	\$ 105,000	\$ 1,192,500	\$ 427,937	\$ 626,072	\$ -
External Funding for HWY 180		\$ 4,366,334				
Cash	\$ 9,735,597	\$ 394,000	\$ 765,905	\$ 1,796,475	\$ (2,835,398)	\$ 7,172,501
Net Income	\$ (7,606,112)	\$ (2,073,899)	\$ 147,998	\$ (203,664)	\$ 4,849,997	\$ (4,166,634)
Ending Balance	\$ 5,404,110	\$ 3,330,211	\$ 3,478,209	\$ 3,274,545	\$ 8,124,542	\$ 3,957,908
Reserve Percent of Operations (25% Policy)						
Reserve Percent of Operations (25% Policy)	114%	62%	57%	48%	104%	45%
Debt Service % of Operating Revenues (25% Max)						
Debt Service % of Operating Revenues (25% Max)	13%	48%	43%	38%	39%	35%
Coverage Ratio (1.25)						
Coverage Ratio (1.25)	4.37	0.42	0.65	0.91	1.06	1.64



Revised Summary of Scenarios

Proposed Rate							
	Current Rate	Apr-23	Jan-24	Jan-25	Jan-26	Jan-27	Jan-28
Scenario 1: Minimal CIP	3.74	3.96 6%	4.20 6%	4.45 6%	4.72 6%	5.00 6%	5.31 6%
Scenario 2: Recommended CIP with Grants	3.74	4.11 10%	4.53 10%	4.98 10%	5.48 10%	6.02 10%	6.63 10%
Scenario 3: Recommended CIP with Rates	3.74	4.19 12%	4.69 12%	5.25 12%	5.88 12%	6.59 12%	7.38 12%



Rate Impact

Average Monthly Increase - Residential (3 ERUs)

	Year 1	Year 6
Scenario 1	\$0.66	\$4.71
Scenario 2	\$1.11	\$8.67
Scenario 3	\$1.35	\$10.92

Average Monthly Increase - Restaurant (14 ERU)

	Year 1	Year 6
Scenario 1	\$3.08	\$21.98
Scenario 2	\$5.18	\$40.46
Scenario 3	\$6.30	\$50.96

Average Monthly Increase - Big Box (220 ERU)

	Year 1	Year 6
Scenario 1	\$48.40	\$345.40
Scenario 2	\$81.40	\$635.80
Scenario 3	\$99.00	\$800.80

Future Impact on Rates

Responsibility for Flood
Mitigation lies with City
Stormwater Section

*Long term mitigation
costs less than repeated
flood response*



• Factors to Consider

- Grant Success – or not!
- Outside Agency Assistance
 - Coconino County Flood Control
 - Federal and State Programs
- Internal Assistance
 - General Fund Contributions
- Fire Threat
 - Camping, Fire Restrictions on Forest
- Weather
- Last rate increase in 2018, debt funded Rio de Flag Project
 - CPI Increase since 2018 = 17%
- Risk of relying on outside resources



Rate Timeline 2023



Staff Recommendation:

Council Adopts one of the three options in the Rate Proposal -Recommended

- Public Hearing and First Read February 14
- Second Read- Ordinance Adoption February 21
- Rates Effective April 1

- Continued lobbying (State/Federal) Ongoing
- Future adjustments (lack of funding) Future rate changes possible

Action is needed now. Maintenance and flood response is not discretionary.



Questions?



**CITY OF FLAGSTAFF
STAFF SUMMARY REPORT**

To: The Honorable Mayor and Council
From: Stacy Saltzburg, City Clerk
Date: 02/10/2023
Meeting Date: 02/14/2023



TITLE:

City Manager Report

DESIRED OUTCOME:

Information Only

EXECUTIVE SUMMARY:

These reports will be included in the City Council packet for regularly scheduled Work Session meetings. The reports are intended to be informational, covering miscellaneous events and topics involving the City organization.

INFORMATION:

Attachments: City Manager Report
PROSE Monthly Report

City Manager's Report

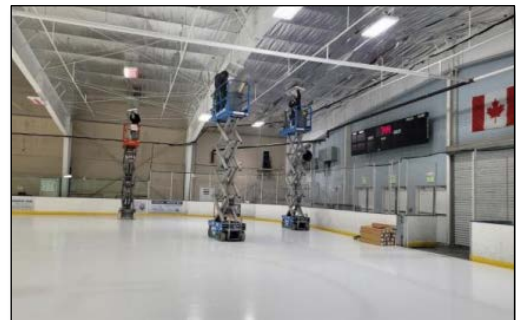
February 10, 2023

Council and Colleagues, greetings. These reports will be included in the City Council packet for Council Work Sessions. The reports are intended to be informational, covering miscellaneous events and topics involving the city organization. Updates attached to this report include the January update for PROSE.

In no particular order ...

Public Works

- Despite the snow events ending, the workload continues to be heavy at Fleet as we work to keep equipment for all sections up and running citywide. Major work this week included two (2) major heavy plow frames welded, two (2) major repairs on heavy plow trucks, two (2) motor graders repaired (one being a service call), three (3) light duty snow removal pieces of equipment serviced or diagnosed, two (2) front line fire engines repaired, nine (9) Solid Waste refuse trucks repaired/diagnosed, four (4) light duty pickups repaired/diagnosed, and our routine weekly inspection and service of all landfill equipment.
- The HPC has identified a vendor that can safely recover heavy metals from LED bulbs and has begun accepting them from customers.
- Several collection containers have remained inaccessible due to snow and ice, and the team is doing its best to communicate with customers regarding unserviceable containers to reach viable resolutions.
- Streets crews continued snow hauling operation this week the focus was on cul-de-sacs on the westside of town in addition to patching potholes throughout town, 258+ potholes were filled.
- Streets partnered with Flag Fire by loaning one of our front-end loaders to them, they were able move many of the major snow piles around fire stations.
- Public Works Facilities and Project Management teams worked together to replace lighting at Jay Lively Ice Arena with LED lights.
- The tree recycling program resulted in 12.41 tons of material from curbside, Continental, Jay Lively and Mogollon pickups.



Police Department

- The Department is focusing on seasonal parking restriction violations to get roadways cleared for snow operations.
- FPD personnel met with Walmart loss prevention to work through issues.
- PIO Sgt. Rintala conducted an open house event with 16 children from local schools.
- An awards and promotion ceremony was held on February 9th. Senior Deputy City Manager Anderson and I attended. Below are some of the names and awards. The promotional oath was given by the Honorable Brent Harris.



Maria Fitting – 2022 Volunteer of the Year

Maria Fitting is an essential contributor to Flagstaff Police Department, and one of our most active volunteers. She is good at multi-tasking, always cheerful and always willing to help others. She devotes an enormous amount of time and effort to train new volunteers and share with them the benefit of her experience and wisdom. This has greatly benefited our Records Section. Maria also volunteers significant time for community events. She always has a smile on her face and is a pleasure to be around. Congratulations Maria!



Tammy Truman – 2022 Valerie Hernandez Excellence Award

Tammy was hired in 2021, and quickly gained the knowledge and insight to keep up with the department's mission. She has an outstanding work ethic, demonstrates high integrity, and is always a team player. Tammy assists with numerous assignments, including her serving on the Employee Advisory Committee, assisting the Shop with a Cop and Law Enforcement Toy Drive, and volunteering to take on additional tasks or projects in Records. Recently she took on an extensive record request project – completing the redaction and dissemination of over 500 reports in four weeks! She is well deserving of this prestigious award. Congratulations Tammy!



Officer Chris Wesley -- 2022 Flagstaff PD Officer of the Year

Ofc. Wesley started his career with the Flagstaff Police Department in 2017 and has become one of the most well rounded and adaptive officers in this department. Ofc. Wesley is a SWAT operator and proactively assists the Criminal Investigations Division and Metro Narcotics to help further their investigations. He also serves as a Field Training Officer to help train our newest officers and keep them safe. In 2022, Ofc. Wesley was involved in

numerous proactive investigations which lead to the arrest of several suspects and took a large amount of illegal and dangerous narcotics off of the streets of our community. He was also recognized for his life saving CPR with an unconscious female. For these reasons and more, Ofc. Wesley has been awarded the Flagstaff Police Department Officer of the year!

Officer Brian Smithart -- Flagstaff Law Enforcement Association Officer of the year

Officer Brian Smithart had previously attended Grand Canyon University where he graduated with a bachelor's degree in justice studies. He was hired by Flagstaff PD in October of 2019 and attended the Phoenix Regional Police Academy. Upon graduation he was assigned to patrol. He is a member of the FPD Rapid Response Team and a Field Training Officer.



There is no higher honor than one of your peers recognizing you for your hard work. A fellow officer completed this nomination, identifying the following positive attributes of Officer Smithart: he has consistently demonstrated his commitment to this department; he comes to work with a positive and humble attitude every day; and he treats everyone with an equal amount of respect and dignity that is consistent with department policy. Ofc. Smithart also exhibits a willingness to help his peers to ensure that everyone is carrying a fair workload. He has the unique ability to relate to everyone he meets – a valuable attribute in the career of law enforcement. We are all excited to see him selected by the Flagstaff Officers Association as their Officer of the year!



Fire Department

- Members from the FFD Honor Guard went to Phoenix to be a part of the annual 2023 Professional Firefighters of Arizona Memorial. The City of Flagstaff was very well represented.
- FFD partnered with CCSO Search and Rescue and their snow cat to respond to a fall injury during the severe snowstorm. With the assistance of the CCSO team FFD was able to gain access to the patient and successfully transport her to Guardian ambulance. Well done, Team!
- The FFD is hosting a 5-week 200-hour hazmat class locally for 15 students from all over Northern Arizona. Students are halfway through the program and will be focusing on how to mitigate hazardous materials responses for the rest of the class.
- FFD celebrated Jess Maier's retirement after 20 years of service with the city. Congratulations, Jess! Thank you for your service to our community.



Miscellaneous Updates

- More on recruitments. Shannon Jones, our new Water Services Director, started with the city on Monday, February 6th. He successfully completed his orientation and is currently going through a well-orchestrated on-boarding program. On Wednesday, February 8th, we formally introduced him to the entire Water Services staff, and also recognized outgoing Brad Hill and Jim Huchel – both of whom will continue to assist the city through a consultation agreement (a big thank you)! We will introduce Shannon Jones in person at the upcoming Council meeting.





- We have been frequently meeting internally on the topic of the NAH relocation, with the big items of discussion being transportation and fire safety. We will be circling back with NAH with our outcomes, and they will soon be discussed with Council. Stay tuned on this very important project.
- We continue to have fruitful discussions related to the JWP corridor, with affected property owners.
- The second Budget Retreat was quite successful and thank you to the Council and staff for the hard work and time that went into this. Related, one outcome pertained to the Joe Montalvo facility and the repurposing of Fire Station 2. We will be meeting with the Sunnyside Neighborhood Association on March 9th to discuss this project as well as Ponderosa Park.

That's a Wrap! Thank you.

PROSE

PARKS, RECREATION, OPEN SPACE, AND EVENTS

January 2023



Parks Manager

Congratulations to Gino Leoni (right) on his recent promotion to Parks Manager!

Gino has been working with the City of Flagstaff Parks Section for 16-years and has additional years served in Parks and Open Space in his home state of Pennsylvania. Gino's knowledge, teamwork, and effective communication all contributed to his role change, but most importantly, it's his up-to-the-challenge mantra that moves us all to mimic his lead.

Recreation Manager

Congratulations to Tyrone Johnson (left) on his recent promotion to Recreation Manager!

Tyrone has been with the City of Flagstaff for over 23-years most recently in the capacity of Recreation Supervisor. Tyrone's knowledge, problem-solving mantra and effective communication all aided in his promotion but it's his passion for Recreation and community services that shines through.

Parks



Just as the new year horns were blown a winter snow event kicked off 2023 for the Parks team. Over Martin Luther King, Jr. holiday, a large snow event froze the city bringing in over 3-feet of snow over multiple days. The team continues to work the white stuff with responsibilities that range from plowing parking lots to sidewalks at City facilities, to Heritage Square, to hauling out of downtown, to performing a courtesy berm removal program for eligible residents.

The team may be small at this time, but the hearts and aptitude are beyond large. The job of snow operations many times is thankless when moving around in the early morning hours watching the sun rise. Be sure to thank your colleagues for the intensive labor they perform to keep our town safe.

Recreation

January is the beginning of a new year which often brings new goals of health and wellness to the community. Each of our four recreation centers support anyone's health and wellness journey and goals plus offers athletic programming. The Flagstaff Aquaplex hosts their semi-annual Membership Drive offering discounted membership rates ranging from 10-25% off based on membership levels. At Hal Jensen Recreation Center, the team brings forward healthy eating habits plus an engaging youth basketball league supporting a healthy lifestyle. With Jay Lively Activity Center, cruising around the ice through leagues, hockey matches, and the incredibly popular public skate all have our skating community exemplifying health and wellness. Last, but certainly not least, at Joe C. Montoya Community and Senior Center, health and wellness for all ages is evident with every offering for all abilities.

For the hoops fan in you, the team offers Adult Basketball. The second season has begun! This program offers a healthy exercise outlet for our adult community that still has what it takes to drain threes from beyond the arc. Plus, the program provides a connection and an opportunity to build relationships with others seeking a wellness outlet.



Open Space



Open Space Coordinator

We are excited to announce that after a competitive recruitment process, Sylvia Struss has accepted the position of Open Space Coordinator.

Sylvia has served the City as the AmeriCorps Open Space Outreach and Open Space VISTA for the past two years. Her commitment to that role has allowed Open Space to deliver educational events and programming, outreach, property maintenance, and much much more.

Full Moon Hike

Open Space hosted a full moon hike on January 6 at Buffalo Park. 17 participants showed out in winter wear and braved the snowy trail for a hike under the moonlight.

Thank you to Risk Management for providing snow cleats for participant safety.

Our next full moon hike will be held on February 5 at 5:30p.m. We hope to see you at the Buffalo!



Events

New Year's Eve Pinecone Drop

Events staff brought in the new year with a bang. The New Year's Eve Pinecone Drop street closure and fireworks display are brought to the public by PROSE with safety provided through Police and Public Works. Crowds flooded the streets for the 10:00p.m. and midnight pinecone drop at the Weatherford Hotel and stayed for a wonderful fireworks display from Reyman Pyrotechniques. This signature event truly showcases the importance of working partnerships both internal and external and displays the wonders of Northern Arizona's Winter Wonderland.



**CITY OF FLAGSTAFF
STAFF SUMMARY REPORT**

To: The Honorable Mayor and Council
From: Sarah Darr, Housing Director
Date: 02/08/2023
Meeting Date: 02/14/2023



TITLE:

Overview of Housing Programs and 10-Year Plan Update

DESIRED OUTCOME:

This agenda item is informational only.

EXECUTIVE SUMMARY:

Housing staff will provide an overview of the programs administered by the Housing Section and an update on the implementation of the 10-Year Plan.

INFORMATION:

Please see attached presentation.

Attachments: [Presentation](#)

Housing Overview and Update February 14, 2023

Sarah Darr - Housing Director

Justyna Costa – Assistant Housing Director





Useful Terms

HUD – U.S. Department of Housing and Urban Development

CFHA – City of Flagstaff Housing Authority

AMI – Area Median Income



Presentation Overview

- Brief Housing 101
- Overview of Housing Section, Housing Authority, Commissions and Programs
- 10-Year Plan Update – including Draft Implementation Plan and Progress Report
- Bond Programming Update





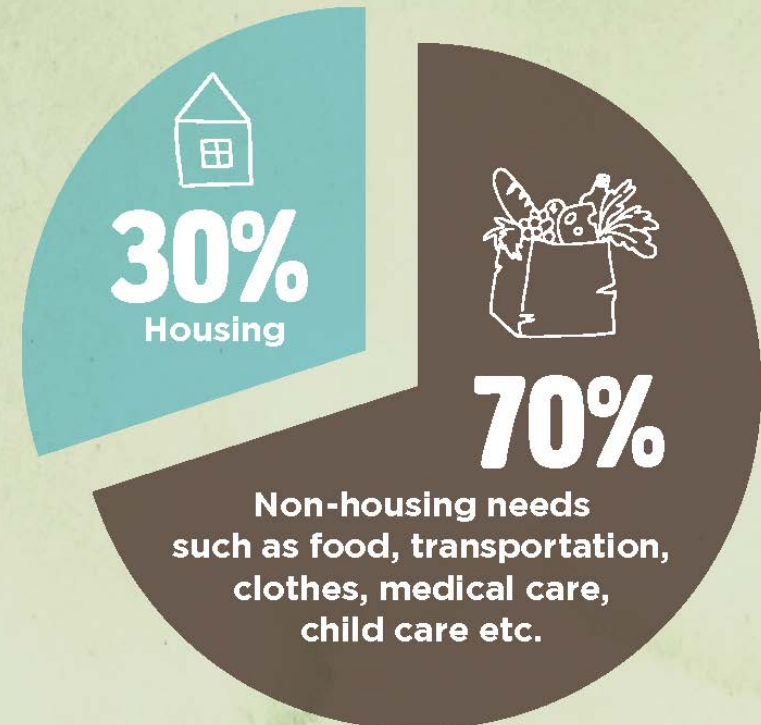
What is “Affordable Housing”?

When a household pays **no more than 30 percent of annual gross income on housing and housing related expenses.**

Source: U.S. Department of Housing and Urban Development)

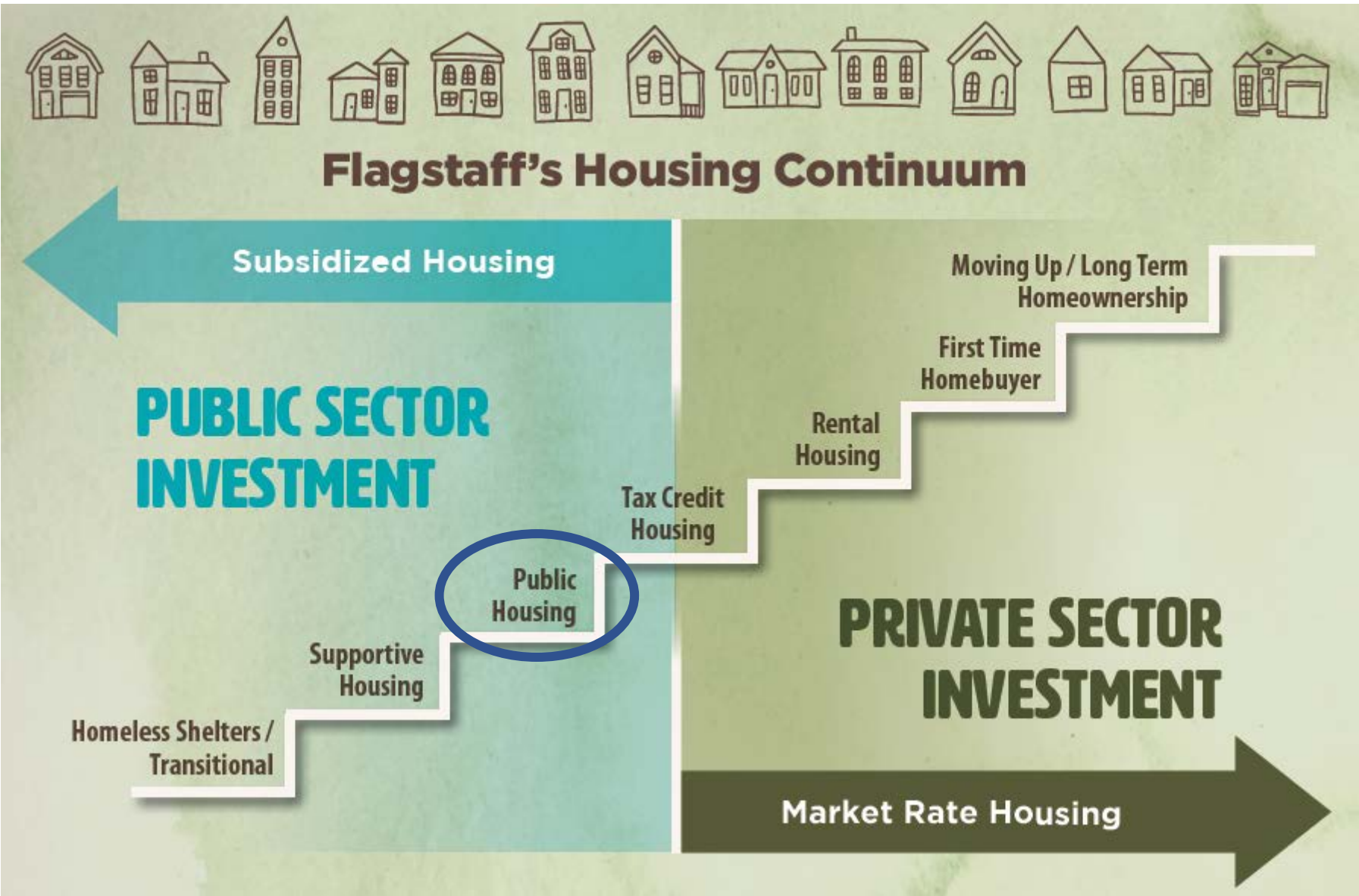
US Department of Housing and Urban Development's Definition of Affordable Housing

GROSS INCOME





Basic Housing Continuum





Area Median Income (AMI)

2022 Area Median Income Limits for Flagstaff, AZ

Household Size	30%	50%	60%	80%	100%	125%	150%
1	\$18,050	\$30,100	\$36,120	\$48,100	\$60,200	\$75,250	\$90,300
2	\$20,600	\$34,400	\$41,280	\$55,000	\$68,800	\$86,000	\$103,200
3	\$23,200	\$38,700	\$46,440	\$61,850	\$77,400	\$96,750	\$116,100
4	\$27,750	\$42,950	\$51,540	\$68,700	\$85,200	\$106,500	\$127,800
5	\$32,470	\$46,400	\$55,680	\$74,200	\$92,800	\$116,000	\$139,200
6	\$37,190	\$49,850	\$59,820	\$79,700	\$99,700	\$124,625	\$149,550
7	\$41,910	\$53,300	\$63,960	\$85,200	\$106,600	\$133,250	\$159,900
8	\$46,630	\$56,700	\$68,040	\$90,700	\$113,400	\$141,750	\$170,100

Source: 2022 Income Limits Documentation System; <https://www.huduser.gov/portal/datasets/il/il2022/2022summary.odn>

60% AMI limit: 2022 Multifamily Tax Subsidy Project Income Limits, US Department of Housing and Urban Development (HUD); https://www.huduser.gov/portal/datasets/il/il2022/2022sum_mtsp.odn



But isn't all housing affordable if you make enough money?



Housing that is affordable

- Market based sale or rental price

Affordable Housing

- 2 Prong Test
 - *What are the housing costs?*
 - *Who is eligible to purchase or rent it?*
- **Subsidy or investment of some type exists**



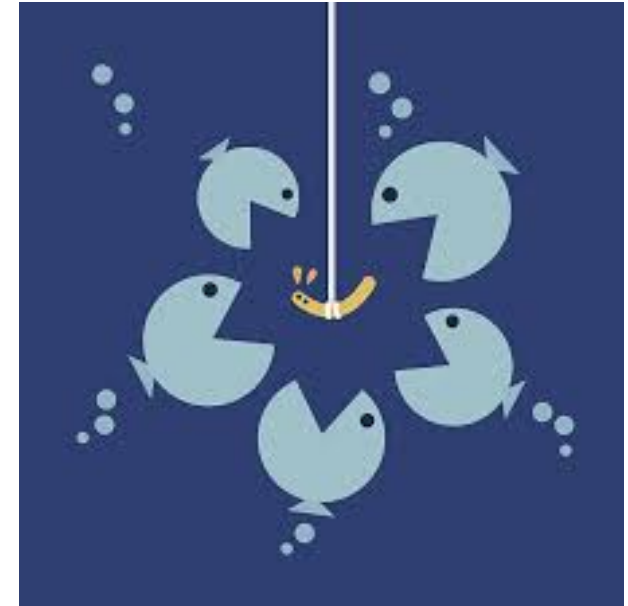
Yes, but how?

Demand Side

- Help make the existing housing stock affordable to the community
- Most often in the form of lowering the monthly cost to an assisted household

Supply Side

- Aid by developing or rehabilitating units





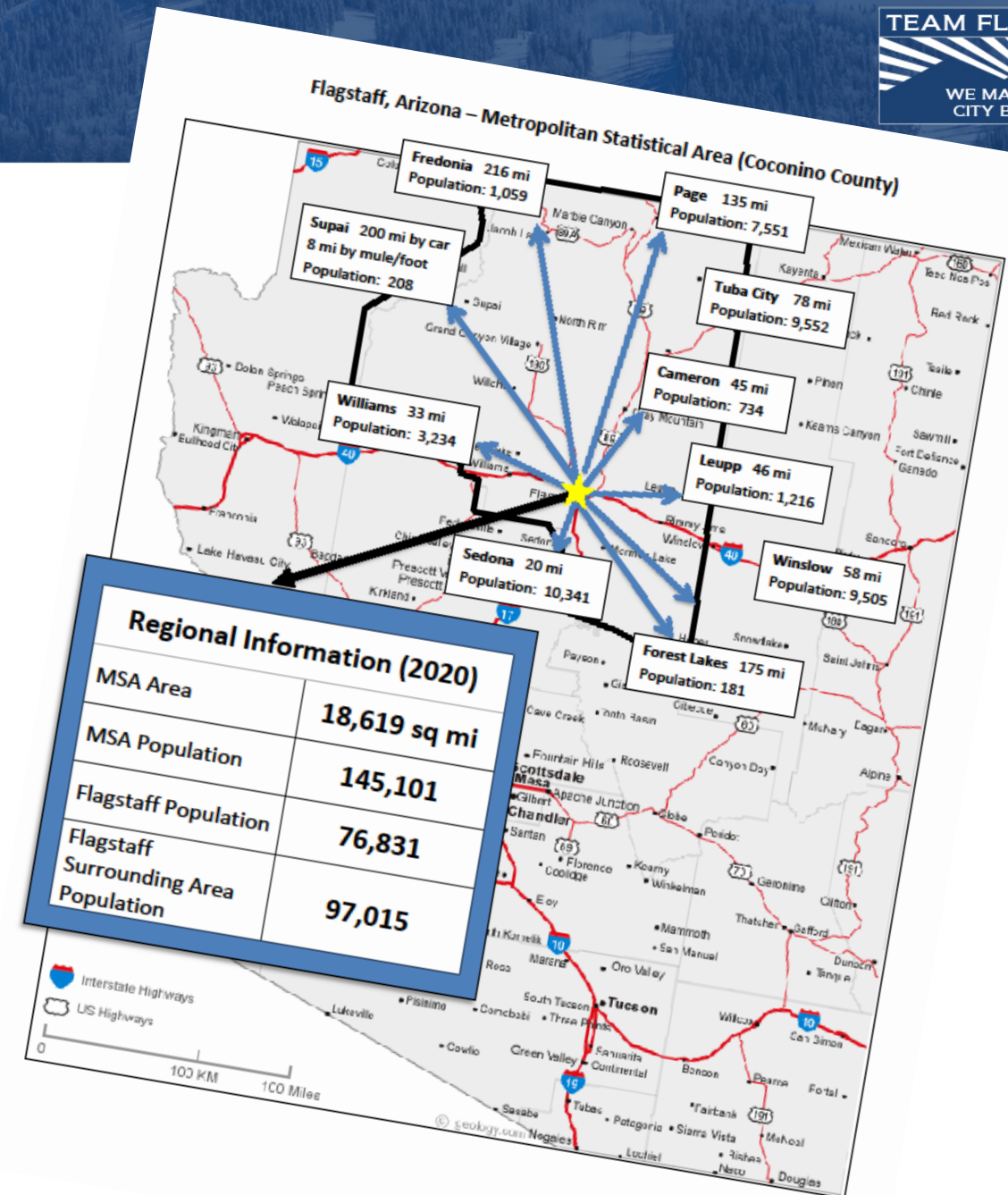
Tween Challenge

Flagstaff is too big
to be small...

and too small to be
big

Metropolitan – Federal

Rural – State of Arizona





Community Development Mission Statement

Flagstaff Community Development

Mission

We build community together, provide service with integrity and honor the diverse heritage of Flagstaff.

Collaboration

Community Focused

Integrity



Service

Teamwork

Vision

Champion a vibrant, equitable, sustainable and safe community for today and future generations.

City of Flagstaff Housing Programs

4 office locations

Siler Homes – Main Office
Brannen Homes
Clark Homes

Water Services Building

(on Walgreens St)

Not open to the public



- Public Housing / Property Management
- Voucher Programs



- CDBG / ARPA etc
- Housing Planning
- Incentive Policy for Affordable Housing
- Permanent Affordability Program
- 10-Year Plan
- Bond funded programs
- Down Payment Programs
- Loan Management
- Community Participation
- And more!

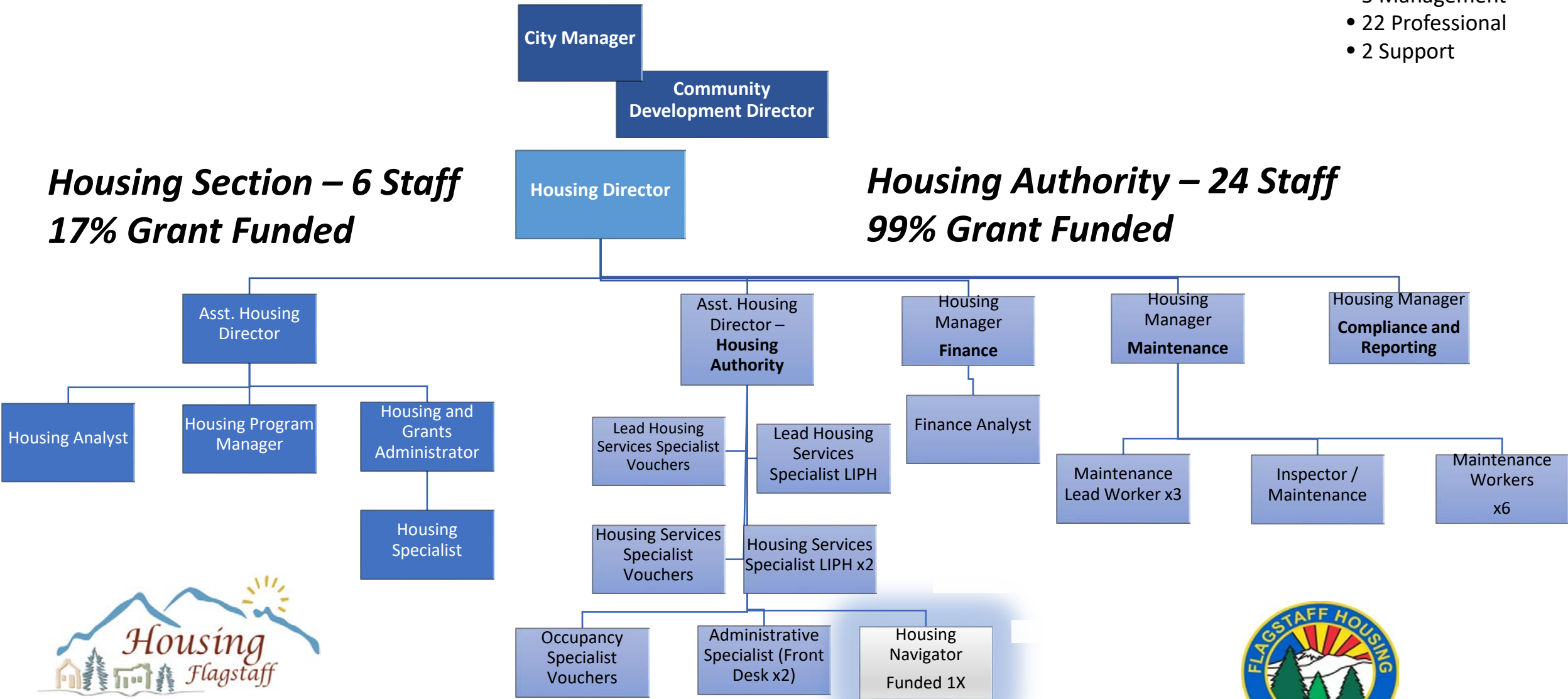


City of Flagstaff Housing

- 30 FTE
- 1 Director
 - 5 Management
 - 22 Professional
 - 2 Support

Housing Section – 6 Staff
17% Grant Funded

Housing Authority – 24 Staff
99% Grant Funded





Housing Commissions

Housing Authority Board (of Commissioners)

&

Housing Commission



Housing Authority Board (of Commissioners)



- Housing Authority and Board created in **1942**
 - Board is Federally required
 - Required Resident / Participant member(s)
 - 6 members + Mayor
 - Members appointed by Mayor – per Arizona State Law
- Selected powers delegated by City Council regarding Public Housing and Voucher Programs
- Oversees all Housing Authority Programs and Funding





Housing Commission

Created by City Council in 2019

- 13 members
 - Includes one member of the Housing Authority Board
- ...serves as an advisory board to City Council, makes recommendations with respect to housing policies, needs, and programs in Flagstaff, and furnishes the Council with information...

City of Flagstaff Housing Authority



Public Housing

*Fee Management of Clark
Homes*

Voucher Programs

*Community Referral and
Information*



Public Housing

HUD funded via Operating Subsidy and Capital Fund Program

City of Flagstaff owns and operates units
Declaration of Trust limits use to Public Housing

Serves incomes up to 80% AMI (\$61,850 / 3 person household)

- 40% of new residents must be 30% AMI or below (\$23,200)
- Eligible households pay 30% of their gross income towards rent or a minimum rent if no income

Faircloth Amendment 1999

No new Public Housing units can be built or obtained



Public Housing – 265 Units

Brannen Homes 127 units

- 1952: 47 units
- 1958: 40 units
- 1960: 40 units
- Cogdill Rec Center (*Boys and Girls Club*)



*Small office and
Maintenance Shop located
at Brannen Homes*

Siler Homes 100 units

- 1972
- Headstart and SHAC (*Tynkertopia*)



*Main Office and
Maintenance Shop located
at Siler Homes*

Scattered Site 38 Units

- Purchased and developed 1986 - 2002
- Cherry Hill, Southside, Sunnyside, Greenlaw, NoHo



Public Housing Maintenance



Maintenance staff is responsible for physical condition and operation of all Public Housing units and grounds





Clark Homes – 80 Units

Owned by the Flagstaff Housing Corporation

- Corporation Board oversees Clark Homes, NOT the Housing Authority Board or City Council

CFHA fee manages (administers) the complex via contract

- HUD funded
- 50% AMI and below (\$38,700 / 3 person household)
 - 40% of new residents must be under 30% AMI (\$23,200 / 3 person household)
- Serves families, elderly, disabled





How do Voucher programs work?

Public Housing Authorities are allocated a certain number and type of vouchers that are managed within a specified budget

CFHA Voucher Programs – 529+ Vouchers

- 333 Vouchers + 9 new!
- 106 VASH Vouchers (*Partner: Veterans Administration*)
- 12 Single Room Occupancy SRO/MRO (*Partner: The Guidance Center*)
- 40 Mainstream Vouchers
- 29 Emergency Housing Vouchers (EHV) (*Partner: Front Door / Continuum of Care*)
- Foster Youth to Independence (FYI) by referral (*Partner: Az Dept. of Child Safety*)
- Housing Stabilization Vouchers (applied)



How do Voucher programs work?

THE TENANT, LANDLORD, HOUSING AUTHORITY RELATIONSHIP





Local Impact of CFHA Voucher Programs

529+ Vouchers = Households Served

About 150 participating landlords

Approx. **\$325,000** is paid **monthly** to local landlords in Flagstaff on behalf of Voucher Program participants



Waiting List

Waiting Lists for all CFHA programs are OPEN

Online Application

- Computers and help available at the main CFHA office
- Mobile device compatible

Average wait time to receive assistance varies

- Local Preference
- Voucher and Public Housing Programs have an approx. wait time of 18-36 months or more (except 1-bedroom PH units)

City of Flagstaff Housing Section Programs



First staffed in 1993 with one staff person

- Second staff person added in 2000
- Now 6 staff and 12+ programs
- Office located in Water Services Administration Building



Housing Section

Community Development Block Grant (CDBG) Program

- Annual entitlement award from HUD and associated compliance

Permanent Affordability Program

- Long-term compliance management

Down Payment Assistance Programs

- Employer Assisted Housing Program (EAH)
- Community Homebuyer Assistance Program (CHAP)



Housing Planning / Developer Negotiations

Incentive Policy for Affordable Housing (IPAH)



Housing Section

Loan Management

- First Time Home Buyer
- Owner Occupied Housing Rehabilitation

Community Participation

Technical Assistance

Fair Housing Resource (required)

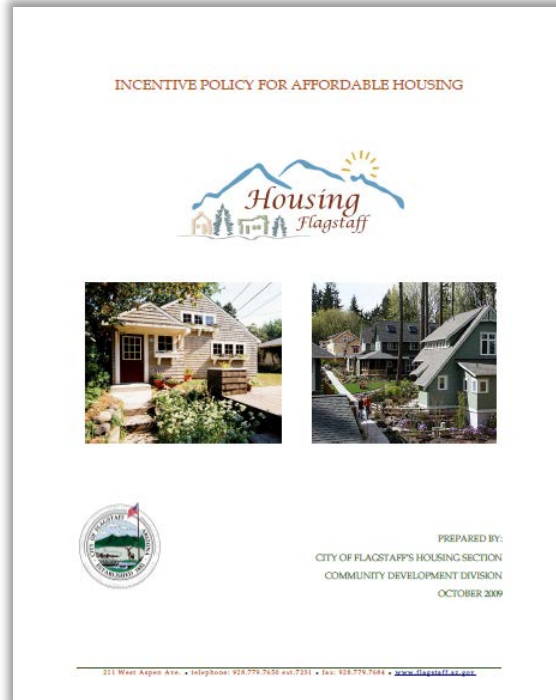
10-Year Plan Implementation

Housing Bond Programs





Incentive Policy for Affordable Housing



IPAH Affordability Standards

10% Minimum Contribution

Income Limits

- 150% AMI for ownership
- 100% AMI for rentals

Period of Affordability

- 99 years for ownership
- 30 year for rental

2009 – IPAH adopted (policy)

2011 – Flagstaff Zoning Code (regulatory)

2021 – Added Regulatory Incentive for 100% affordable projects

2022 – 10-Year Housing Plan

2023 – Regulatory Review – including incentives



Newsletter



HOUSING SECTION NEWSLETTER

City of Flagstaff



DECEMBER 2022

New Edition
Next Week!





Where have we been?

2022 was a BIG year

February 15 – **10-Year Plan** adopted by City Council



June 21 – Council placed **Proposition 442** on the ballot

November 8 – Election Day – **Prop 442** passes





Evolution of Housing Focus

Affordable



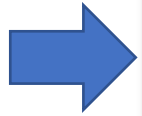
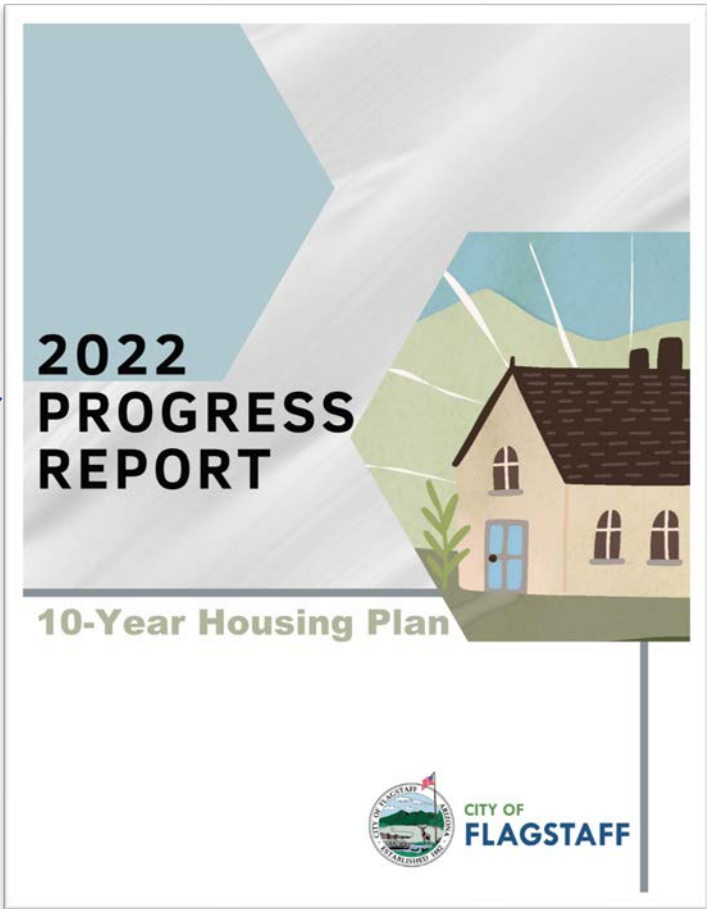
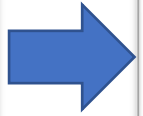
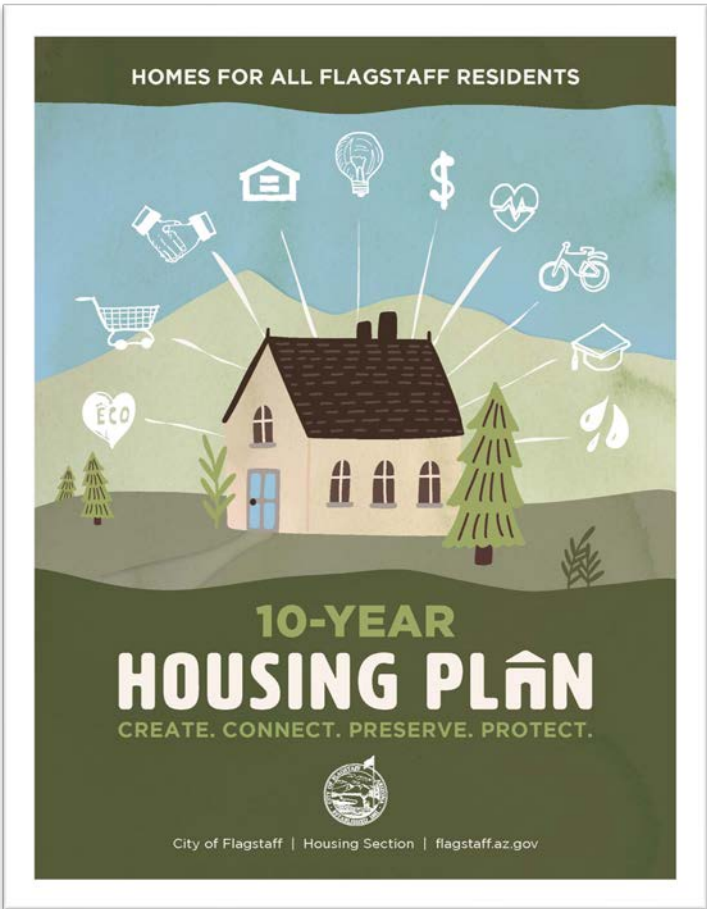
Evolving to →

Supply





Last Year / This Year....





Introducing....



2022 PROGRESS REPORT

10-Year Housing Plan



CITY OF
FLAGSTAFF

Contents of Report

Introduction

Measuring and Reporting Progress

2022 Housing Market Snapshot

2022 Achievements

Conclusion / 2022 Progress



Introduction

10-Year Housing Plan Overarching Goal & Strategies

The overarching goal outlined in the 10-Year Housing Plan is to “**Reduce the current affordable housing need in our community by half over the next ten years.**” The goal is supported by two fundamental elements:

- > **Element One**: Impact at least 6,000 low- to moderate-income Flagstaff residents through a combination of unit creation or subsidy provision.
- > **Element Two**: Create or preserve 7,976 housing units by 2031 with a minimum of 10% of them being affordable. This will increase the overall supply of market rate, workforce, and affordable housing occupied by local residents.



Next year and ongoing....

10-Year Housing Plan Reporting & Implementation Schedule



*Quote from
Progress Report*



It is important to City Council, the Housing Commission, and Staff to “ensure accountability through consistent and transparent annual reporting to the community and the Housing Commission”.



Achievements Sample

Annual Reports will utilize at-a-glance graphics

Highlights Fiscal Year Milestones

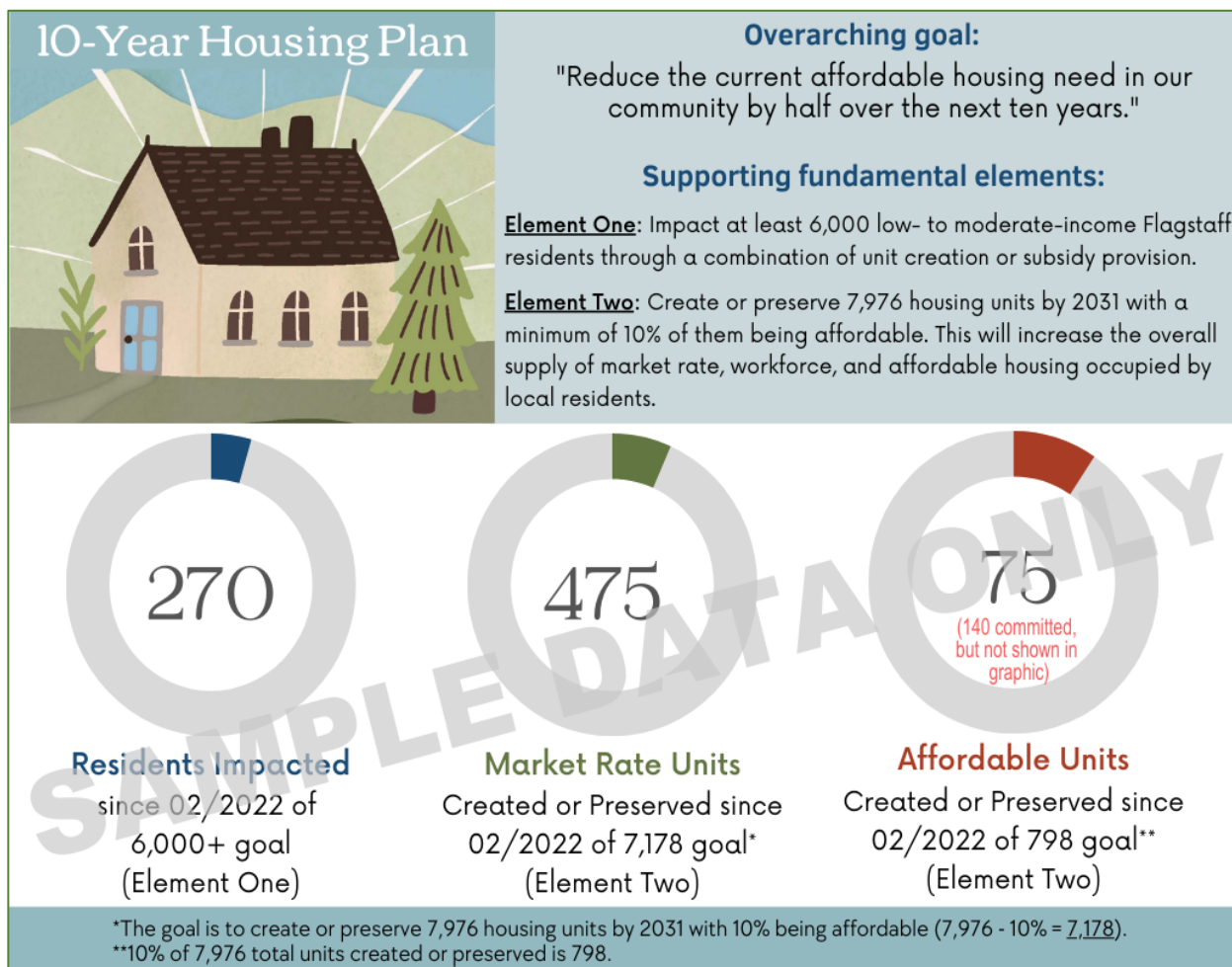




Achievements Sample

Annual Reports will utilize at-a-glance graphics

Cumulative Progress since Plan Approval



Key to the counting

- **Residents Impacted = households or residents that received a subsidy**
- **Market Rate Units delivered = market-rate units that received a final building inspection per the Building Finals Report**
- **Affordable Units = delivered affordable units that received a final building inspection per the Building Finals Report**
- **Committed Affordable Units = affordable units committed by a developer in a Development Agreement or in the approved site plan or plat.**



Conclusion and Progress (Annual)

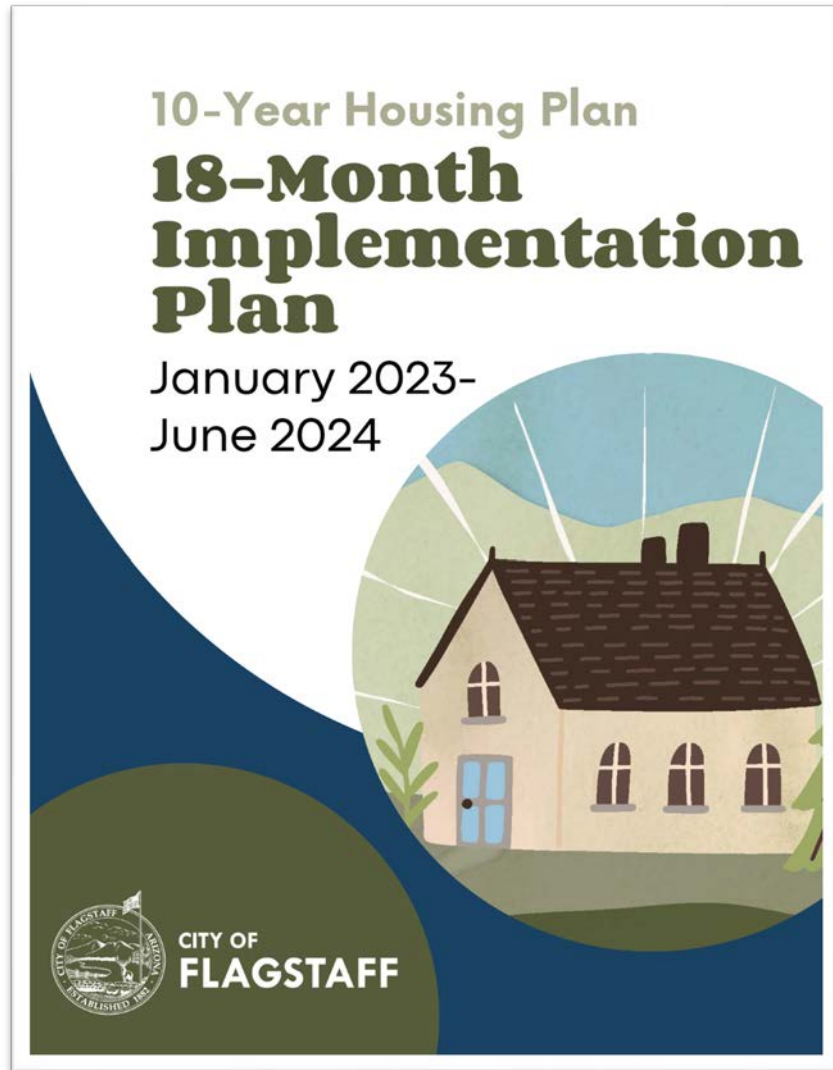


Strategy	Strategy Description	Dependent on other strategies being completed?	Anticipated Timeline of Strategy Implementation from 02/2022	City Division/Section Collaboration	% Complete	Status Comments
Create 3.1	Present 2022 Bond Measure to Council and Community for consideration for additional funding to be leveraged with local, state, and federal dollars.	No	Immediate (18 months)	Management Service, Housing Section	100%	A Bond Measure was presented to City Council and approved by Flagstaff voters. Proposition 442 provides \$20,000,000 to create rental and homeownership opportunities for residents of Flagstaff.
Connect 1.2	Create housing navigator or advocate positions to assist both landlords and housing-challenged populations in securing and maintaining housing.	No	Immediate (18 months)	Housing Section, City's Budget Team	75%	Although a Housing Navigator position has been created and hired, it is funded with one-time money. The position is being requested as an ongoing budget item through the City's regular 2023-2024 budget process.
Protect 2.4	Implement a public outreach campaign to educate the community about the critical role affordable housing plays in a thriving community, create a groundswell of support for affordable housing, and combat community opposition to housing and affordable housing.	No	Immediate (18 months)	Sustainability, Flagstaff Police Department, Housing Section	20%	A virtual education campaign was held in October 2022 in celebration of Housing America Month. A larger education campaign will take place in fiscal year 2023-2024.



Introducing....

**All future implementation plans will be annual and based on the
July 1 – June 30 Fiscal Year**



Contents of Implementation Plan

Introduction

**10-Year Housing Plan Overarching Goal &
Strategies**

Strategy Implementation



Next year and ongoing....

10-Year Housing Plan Reporting & Implementation Schedule

September
Previous fiscal year's Annual
Report presented to City
Council

August
Previous fiscal year's Annual
Report presented to Housing
Commission



May
Annual Implementation Plan
presented to Housing
Commission for upcoming
fiscal year

June
Annual Implementation Plan
presented to City Council for
upcoming fiscal year



Strategy Implementation

Each year, City staff will make recommendations on which strategies to initiate based on the following factors outlined in the 10-Year Housing Plan:

- **Dependency on other strategies:** Determines if the strategy depends on the completion of another strategy before it can be started or completed.
- **Time Commitment:** Indicates the anticipated amount of time necessary to achieve the strategy.
- **Public Engagement:** Indicates the amount of public engagement necessary to achieve the strategy.
- **Requires Council Consideration:** A Yes listed under this column indicates that at least some parts of this strategy will require Flagstaff City Council approval to implement.
- **Funding Required over Staff Time:** Indicates if funding is required in addition to staff time.
- **City Division/Section Collaboration:** Indicates the City of Flagstaff sections and/or divisions that were identified in the 10-Year Plan to collaborate on the strategy.



Strategy Description	Dependent on other strategies being completed?	Time Commitment	Public Engagement	Requires Council Consideration	Funding Required over Staff Time?	Anticipated Timeline of Strategy Implementation from 02/2022	% Complete
Hire an independent consultant to review City codes, processes, and fees to determine whether modifications, reductions, or eliminations would facilitate cost-saving housing development strategies.	No	High	Low	Yes	Yes	Short-Term (1-4 years)	40%
City Division/Section Collaboration:	Economic Vitality, Zoning Code, Building Safety, Sustainability, Planning, Flagstaff Police Department, Management Services, Flagstaff Fire Department, Water Services, Housing Section						
Status Comments:	Funds were requested and approved through the fiscal year 2022-2023 City budget cycle. A Request for Statement of Qualifications (RSOQ) is in progress. The consultant is expected to be hired between March and July 2023. The completion of this strategy significantly impacts and informs the completion of other strategies dependent on code analysis and on a land and suitability analysis, such as Create 4.1 and Create 4.4, among others, which will be addressed in future years.						



Jan. 2023 – June 2024 Strategies

Create 5.3 Explore adding **affordable housing as an allowed use in the Public Facilities (PF) Zone**



Create 5.3 Create a **dedicated team** within Planning and Development Services specifically **for affordable housing projects**



Connect 2.3 **Explore reviewing member composition of the Housing Commission and Housing Authority Board to ensure racial and economic diversity** reflective of the Flagstaff community and present to Council for input

Preserve 2.2 **Acquire and rehabilitate already built properties for affordable housing** projects when financially feasible (Bond Funds)



Protect 2.1 Create and maintain an **Affordable Housing Impact Statement**



Protect 3.2 **Examine and update, if needed, the City of Flagstaff's Housing Limited English Proficiency (LEP) Plan**



Jan. 2023 – June 2024 Strategies

Ongoing Strategies

Connect 1.2 **Create housing navigator or advocate positions** to assist both landlords and housing-challenged populations in securing and maintaining housing.



Protect 2.4 **Implement a public outreach campaign to educate the community about the critical role affordable housing plays in a thriving community**, create a groundswell of support for affordable housing, and combat community opposition to housing and affordable housing.



Role of the Housing Commission

Ordinance 2019-25

“The Housing Commission shall:

*Examine funding sources available for housing in Flagstaff, make recommendations to City Council on potential funding sources, including bond measures, and **provide oversight of any funds approved by the electorate for housing purposes.**”*

- City Council has ultimate authority regarding bond funds
- **Housing Commission’s role is to review and make recommendations**



Housing Bond Update

Expanding the homebuyer assistance program (\$7mil)

Existing framework – exploring adaptation to best serve community

Repurposing existing available buildings into rental units

Working to determine best practices and decision points

Incentivizing the private sector to incorporate affordable rental housing into new developments

Semi-existing framework - Working to determine how best to meet community demand and decision points

Redeveloping City owned housing to create additional affordable rental units

Part of much larger project – anticipate 2-5 years



*Creating rental
and
homeownership
opportunities for
residents of
Flagstaff*



More Coming Attractions!

February 15 - Year in Review – Housing Newsletter

March 21 - ARPA Awards - \$1.9 million in Housing Assistance

April 11 - CDBG Work Session & Fair Housing Proclamation

April 18 - CDBG Funding Awards 2023/24

Annual Action Plan



Procurement Process for Code and Land Availability / Suitability Analysis

Programmatic Dynamics for Bond funded programs

...and other things

Questions?



Thank you for
spending
Valentine's Day
with Housing!

CITY OF FLAGSTAFF STAFF SUMMARY REPORT

To: The Honorable Mayor and Council
From: Chris Rhode, Management Analyst
Date: 01/27/2023
Meeting Date: 02/14/2023



TITLE:

Presentation on Civil Rights and Municipal Equality Index

DESIRED OUTCOME:

Obtain feedback and input from Council on the Flagstaff Nondiscrimination Ordinance and the 2022 Municipal Equality Index issued by the Human Rights Campaign.

EXECUTIVE SUMMARY:

Each year, the Human Rights Campaign issues a scorecard that evaluates the inclusivity of municipal laws, policies & services in hundreds of cities across the United States on the basis of sexual orientation and gender identity. The scores detailed in the attached PowerPoint represent the most updated scorecard for the City of Flagstaff. City staff has identified possible actions that the City could take to improve its score on several metrics.

City Staff is requesting input from Council on the current state of institutional inclusivity within the City as well as direction on actions the City can take to further inclusivity and improve its score on the annual Municipal Equality Index Scorecard. Any direction that is received will be used by City staff to guide their work throughout the year on this topic.

INFORMATION:

The City of Flagstaff once again received an 88/100 on the scorecard. This is the same score as last year, though there were areas in which the City received new points and areas in which the City lost points from the 2021 Scorecard.

Attachments: [Presentation](#)

Civil Rights in Flagstaff

Flagstaff City Code – Title 14 &
Municipal Equality Index





Civil Rights in Flagstaff

Presentation Overview

- Civil Rights Ordinance
 - Provisions
 - Complaint Process
 - Future Outreach
 - Seeking Direction on Statute of Limitations
- Municipal Equality Index
 - Where we lose points
 - Possible future actions



Civil Rights Ordinance

Who it applies to:

- Employers
- Labor Organization
- Public Accommodations
 - Restaurants
 - Hotels
 - Entertainment Venues
 - Retail Establishments
 - Educational Institutions



Civil Rights Ordinance

Who it Applies to:

- Employers
- Labor Organization
- Public Accommodations
 - Restaurants
 - Hotels
 - Entertainment Venues
 - Retail Establishments
 - Educational Institutions

Who is Exempt:

- Native Americans on/near Reservations
- Private Clubs
- Federal, State Governments
- Unruly behavior in public
- Religious Organizations
- Senior/Student discounts
- One-gender gyms
- Uniform dress codes at work



Civil Rights Ordinance



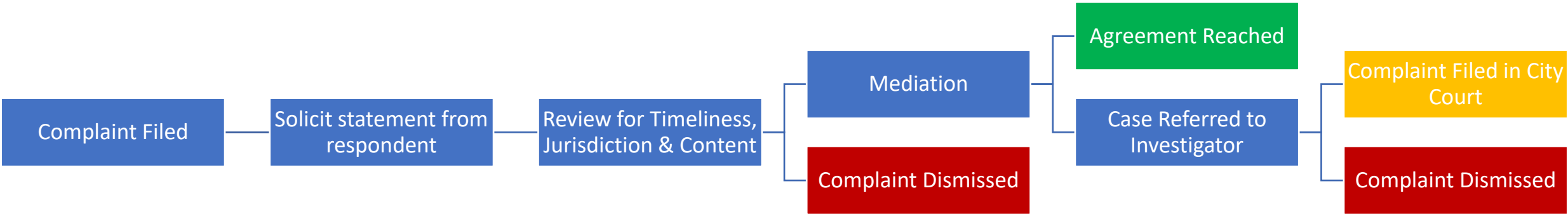
Protected Classes

- Race
- Color
- Religion
- Sex
- Age
- Disability
- Veteran's status
- National origin
- Sexual orientation
- Gender identity
- Gender expression



Civil Rights Ordinance

Complaint Process





Civil Rights Ordinance

Statute of Limitations

- Complaint must be filed no later than 90 days after violation
 - No extension permitted
 - If recurring violations, only those within 90 days are timely
- Federal Complaints: 180 Days
 - 300 days if also covered by a state or local anti-discrimination law
- Arizona Complaints: 180 Days

Staff Recommendation:

Increase time to file complaint to 180 days



Municipal Equality Index

What is the Municipal Equality Index?

- Evaluation of inclusivity of municipal laws, policies & services
 - Sexual Orientation
 - Gender Identity
- Published by the Human Rights Campaign (HRC)
- 506 municipalities
 - 11 in Arizona



Municipal Equality Index

Contents of Scorecard

- 100 points is max score
 - Additional 22 “Flex Points”
- 5 Categories
 - Non-discrimination Laws
 - Municipality as Employer
 - Municipal Services
 - Law Enforcement
 - Leadership on LGBTQ+ Equality



Flagstaff 2022 Scorecard

Overall Score

- 88/100
 - Gained and lost points in different categories

CATEGORY	SCORE	FLEX PTS	Change
Non-discrimination Laws	20/30	+1	+1
Municipality as Employer	22/28	+1	--
Municipal Services	10/12	+5	+1
Law Enforcement	20/22	N/A	-2
Leadership on LGBTQ+ Equality	7/8	+2	--
TOTALS	81/100	+7	--

Where we lose points

- Housing Non-Discrimination Ordinance (NDO)
- All-gender facilities
- Conversion Therapy
- Transgender-inclusive healthcare benefits
- Enforcement of NDO
- Youth bullying prevention policy
- Services to unhoused LGBTQ+ people
- Services to LGBTQ+ older adults
- Services to the transgender community
- Reported 2020 Hate Crime Stats to FBI
- Leadership's pro-equality policy efforts
- Testing limits of restrictive state law(s)





Flagstaff 2022 Scorecard

Housing Non-Discrimination Laws

- **Points Received: 0/10**
- City NDO covers “Public Accommodations” but not “Housing”
- Only Phoenix, Tucson, Tempe received full points in AZ
- State preemption from adding housing to NDO ([A.R.S. § 9-500.09](#))
 - Allowed municipalities over 350k to adopt fair housing ordinance
 - Required to adopt ordinance by 1/1/1995

Possible Action:

None Identified



Flagstaff 2022 Scorecard

Single-Occupancy All-Gender Facilities

- **Points Received: 1/2**
- Received 1 additional point since last year
- Council direction to require all-gender facilities in City-owned buildings (Jan 2022)
- 2 Points for ordinance requiring all gender facilities citywide
- Gender-neutral restrooms included in 2018 edition of International Building Code (IBC)

Possible Action:

Ordinance requiring gender-neutral facilities in all buildings in city



Flagstaff 2022 Scorecard

City Protects Youth from Conversion Therapy

- **Points Received: 0/2**
- Conversion therapy not banned at State level
 - No pre-emption on localities passing ban
 - Pima County is only jurisdiction to ban Conversion Therapy

Possible Action:

Ordinance banning conversion therapy for individuals under 18



Flagstaff 2022 Scorecard

City provides Transgender-Inclusive Healthcare Benefits

- **Points Received: 0/6**
- Benefits set in coordination with NAPEBT
- Many gender-affirming types of care are included
 - Gender reassignment is covered

Possible Action:

Continue to seek clarification on why we do not receive points for this item



Flagstaff 2022 Scorecard

Non-Discrimination Ordinance is enforced by CODA

- **Points Received: 0/2**
- NDO is enforced by City Manager's Office
- Commission on Diversity Awareness (CODA) satisfies separate area of scorecard
 - Commissions are primarily advisory and educational

Possible Action:

Staff and legal research the possibility of CODA enforcing the NDO



Flagstaff 2022 Scorecard

Youth Bullying Prevention Policy for City Services

- **Points Received: 0/2**
- 1 point each for sexual orientation and gender identity
- Anti-bullying provisions currently done by each program
 - Language varies

Possible Action 1:

Collect and evaluate anti-bullying rules of individual programs

Possible Action 2:

Ordinance prohibiting bullying in its youth programs on the basis of sexual orientation and gender identity



Flagstaff 2022 Scorecard

City Provides Services to LGBTQ+ People Experiencing Homelessness

- **Points Received: 1/2**
- Received 1 additional point since last year
- Community Block Grant to Sharon's Manor
 - Allowed rehab of 13 studio apartments

Possible Action:

Seek clarification on what is needed to receive full points



Flagstaff 2022 Scorecard

City Provides Services to LGBTQ+ Older Adults

- **Points Received: 0/2**
- Must be programs that target LGBTQ+ community directly
- No city programs identified that specifically target adult LGBTQ+ community

Possible Action:

Begin offering city programs for the adult LGBTQ+ community



Flagstaff 2022 Scorecard

City Provides Services to the Transgender Community

- **Points Received: 0/2**
- Programs must target transgender community directly
- No city programs identified that specifically target transgender community

Possible Action:

Begin offering city programs for the transgender community



Flagstaff 2022 Scorecard

Reported 2020 Hate Crime Statistics to the FBI

- **Points Received: 10/12**
- Previously received all points for this item
- PD reports data to AZ DPS who forwards to the FBI
- Change of reporting software caused hate crime tabs to be omitted
 - We caught this omission and resubmitted the data after the deadline
- PD confirmed that 2021 Data was submitted

Possible Action:

None Needed



Flagstaff 2022 Scorecard

Leadership's Pro-Equality Legislative or Policy Efforts

- **Points Received: 2/3**
- Based on policy efforts and public stances of elected officials
- Subjective criteria

Possible Action:

None Identified



Flagstaff 2022 Scorecard

City Tests Limits of Restrictive State Law

- Points Received: 0/3
- Designed as incentive for municipalities to push back on state laws that hinder LGBTQ+ inclusivity

Possible Action:

N/A

CITY OF FLAGSTAFF

STAFF SUMMARY REPORT

To: The Honorable Mayor and Council
From: Bryce Doty, Real Estate Manager
Co-Submitter: Dan Folke
Date: 01/12/2023
Meeting Date: 02/14/2023



TITLE

Discussion item seeking direction on whether to consider an invitation for bid for a lease within the Cheshire Park expansion area for a Telecommunication Facility (cell tower).

STAFF RECOMMENDED ACTION:

The City staff in the Property and Development Committee as well as Parks, Recreation, Open Space, and Events (PROSE) staff recommend not pursuing a lease in the Cheshire Park expansion area at this time.

EXECUTIVE SUMMARY:

City staff have received interest from companies wishing to install a 100' cell tower within the City real property identified as an expansion area of Cheshire Park. Staff is seeking council direction on whether to solicit an invitation for bids to lease approximately 2,500 square feet of the property for such a site.

INFORMATION:

AT&T is looking to expand both its commercial cellphone coverage and its FirstNet program, a first responders network connectivity program, within the City of Flagstaff. A parcel belonging to the City of Flagstaff, Assessor's Parcel Number 111-02-006B has been identified as a potential site. This site is currently identified by City Parks for the expansion of Cheshire Park. A concept plan was produced and adopted by Council in 2003. The Parks and Recreation Commission continues to prioritize this location for a multi-purpose field. There are current and fruitful ongoing conversations with local partners to contribute funds to construct a joint project of a multi-purpose field with a community running track around it.

There is concern that a cell tower within the park, and the access it would require, will split the parcel and limit the ability to provide the multi-purpose field and track desired by the community. There is also concern that a cell tower site in a park is not compatible with park purposes in general. Because of these concerns staff does not support a cell tower on the site.

However if these concerns, and community concerns regarding cell towers in general could be adequately addressed, granting a cell tower lease at this site could provide improved service in the area for customers and first responders, and provide a revenue source to fund future park improvements. Based on Average Municipal Land Cell Tower Rates in Arizona, Flagstaff could expect revenue of \$22,500 annually with 3% annual escalators over the course of a 50-year lease, totaling \$2.2 million over 50 years.

Cell tower sites are often located in public parks and at public schools in the metropolitan Phoenix area. The pole could be designed to resemble a ponderosa pine tree ("stealth" facility). A standard 100' facility could accommodate multiple telecommunication companies.

While the staff Property & Development Team opposed the proposal, it is an advisory group. Past considerations of these types of requests have not advanced beyond the staff discussion. In an effort to provide more transparency and offer a public discussion, Real Estate is bringing this item to City Council to receive direction on whether a lease should be pursued.

Should Council direct staff to continue in the direction of siting a cell tower on the site, staff will initiate the following steps:

1. Commissions: Take the request to the Parks and Recreation Commission for their recommendation, input and siting coordination
2. Procurement: Solicit an invitation to bid for a ground lease on the property. We would establish a minimum bid and incorporate additional requirements as directed (for example, additional screening requirements, lessor ability to relocate at lessor expense, etc.)
3. Public Auction: the ground lease would be offered to the highest responsible and responsive bidder only for the property and access rights needed to erect a cell tower.
4. Award of Lease: Staff would bring the lease to council for award.
5. Permitting: The use on the property is allowed subject to a conditional use permit. The ground lease would be contingent on successful approval of a conditional use permit.

Attachments: [Updated cell tower at Cheshire presentation](#)

Cell Tower Siting Cheshire Park Expansion February 14, 2023





Introduction

Request for Use of City Property

- Telecommunication Facility: Expansion area of Cheshire Park
 - Real Estate Manager
 - Parks, Recreation, Open Space, and Events (PROSE) staff
 - Property & Development team
- Seeking City Council direction
 - Prepare a solicitation for Telecommunication Facility proposals, or
 - Do not proceed with lease procurement



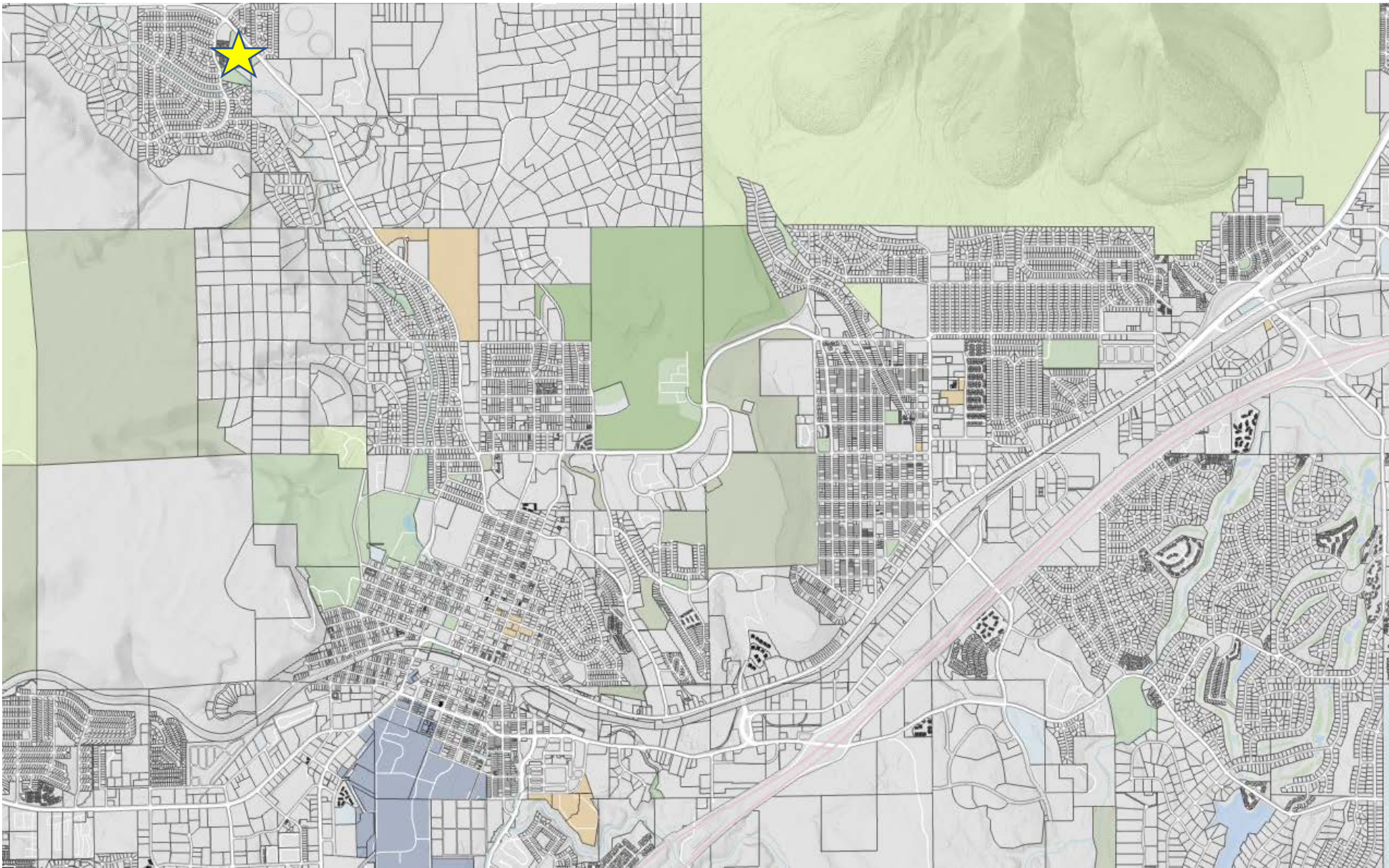
Telecommunication Facilities

Zoning Code: 10-40.60.310 Telecommunication Facilities

- Attached facilities/co-location/stealth administrative review
- New antenna supporting structures (aka tower) require Conditional Use Permit
 - Demonstrate need
 - Demonstrate alternatives do not exist
 - Appropriate mitigation of impacts can be achieved



Vicinity Map







Request for consideration

cell tower siting interest






Siting Requirements



- 50' by 50' site (2,500 SQFT)
- 100' tall stealthed as a pine tree
- Code requirements for screening and construction
- Enhanced Screening requirements could be placed in lease bid documents



THE INFORMATION CONTAINED IN THIS SET OF DRAWINGS IS
PROPRIETARY & CONFIDENTIAL TO AT&T WIRELESS

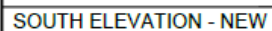
ANY USE OR DISCLOSURE OTHER THAN AS IT RELATES TO AT&T
WIRELESS IS STRICTLY PROHIBITED



RAMAKER
employee-owned
(603) 643-4100 www.ramaker.com



8767 E. VIA DE VENTURA
SUITE 200
SCOTTSDALE, AZ 85258



22"x34" SCALE: 1/8" = 1'-0"
11"x17" SCALE: 1/12" = 1'-0"



1

A-3

A

Considerations





Service Need / Improvement in Area

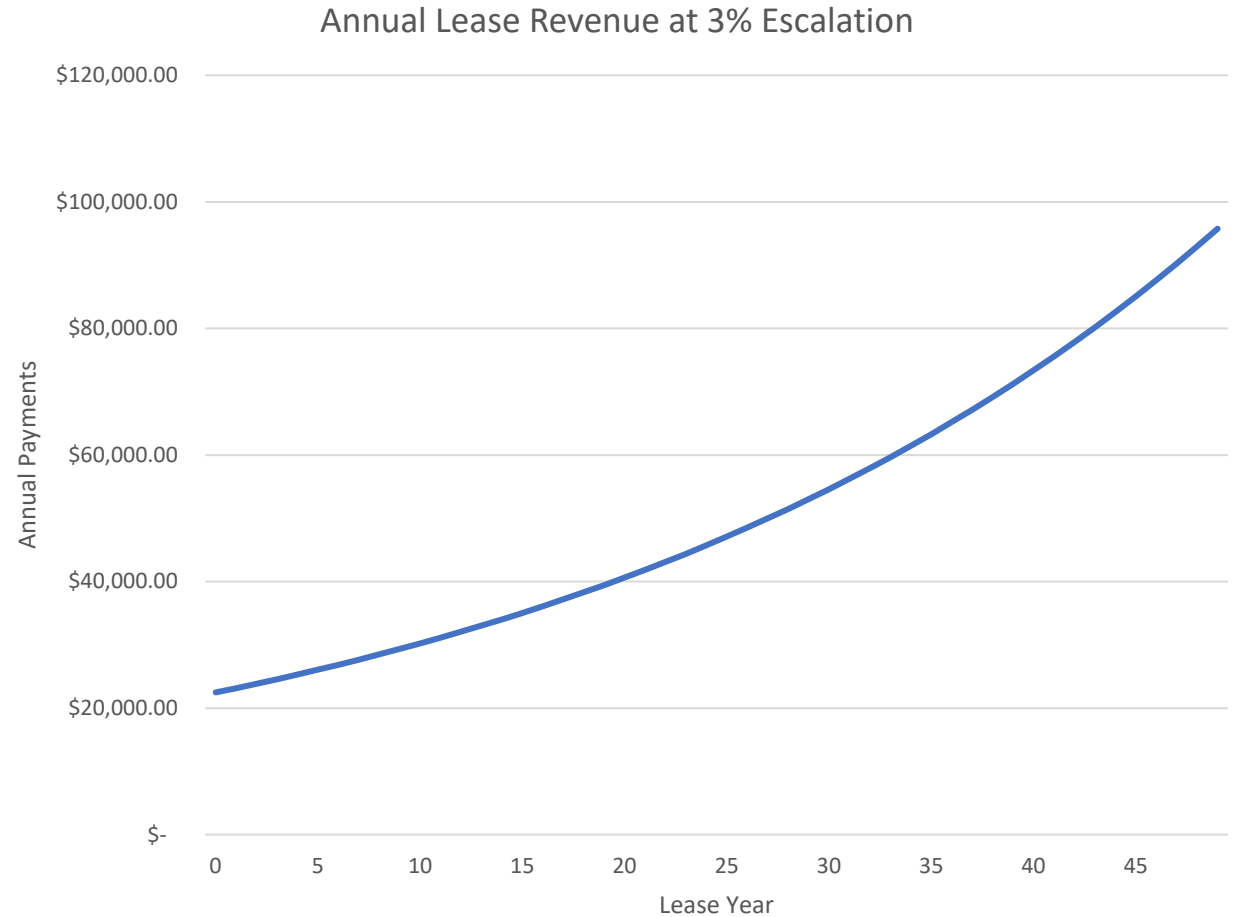
- Per the requestor, this area of Flagstaff, and Highway 180 in particular, suffers from a lack of coverage for AT&T cellular customers historically, thus the addition of a cell site here will improve coverage for said customers.
- In addition to providing coverage for typical cell phone users, the site houses First Net capable antennas, thus increases coverage for emergency responders within the area.
- How was the need for service determined, beyond customer complaints?
 - Technical analysis demonstrates benefit to users
 - Propagation maps



Potential Revenue

Based on Average Municipal Land Cell Tower Rates in Arizona:

- \$22,500 / Year with 3% annual escalators
- Additional revenue potential for Co-located carriers (up to 3 additional carriers)
- 50-year leases
- Est. \$2.5M over life of lease (\$700,000 Net Present Value @ 6% Discount Rate)





Cheshire Park Expansion

- Park Expansion Concept created and adopted in 2003
- Updated concept is needed but multipurpose field is the main amenity
 - Likely need a deceleration lane off 180
- One of Parks and Recreation Commission's top priorities is to provide multipurpose fields
- Potential local partner contribution to construct a community track around the field
- Any cell tower siting, including access easements, would need to accommodate these park amenities





Property & Development Team

Staff advisory committee

- Recommendation not to proceed with a lease
 - Impact to future park planning and construction
- Staff has concerns with community response
 - Will require a Conditional Use Permit



Considerations Overview

Community Benefits

Improved cell service in the area

City revenue, could dedicate to future park, though it would take many (>20) years to accumulate enough funds for construction

Park Impacts

Future park planning and improvements

Ability to incorporate PROSE priorities into expansion (multi-purpose fields and community running track)

Community Concerns

- **Impacts to future park construction**
- **Proximity to Townhouses**
- **Proximity to School**
- **Proximity to Northern Arizona Museum**
- **Viewshed**
- **RF Exposure**
- **Noise**



Next Steps if direction is to move forward



Commissions

Parks and Recreation Commission

Procurement

Competitive Lease Solicitation

Establish Minimum Bids
Incorporate additional
requirements (enhanced
screening etc.)

Public Auction

Award of Lease

Council has right to reject
all bids

Permitting

Community Development Review

CUP Process

Siting / Screening
Requirements

National Historic Preservation Act Review

Section 106 Review,
cultural resource study
due to proximity to MNA