



Planning and Development Services Memo

January 14, 2011



TO: Jim Cronk, Planning Director
Regional Plan Citizen's Advisory Committee

THROUGH: Bob Caravona, Advance Planning Manager

FROM: Roger E. Eastman, AICP, Zoning Code Administrator

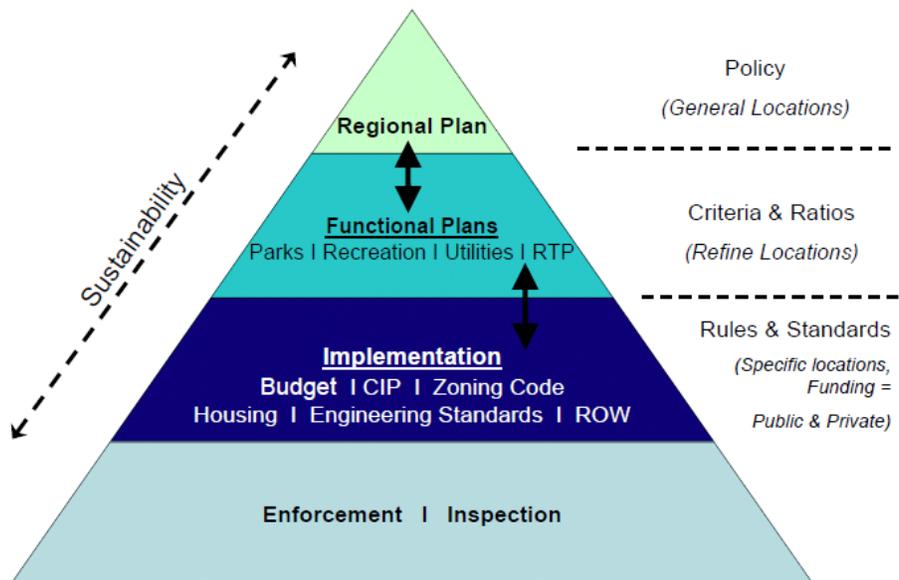
RE: Relationships between the New Zoning Code and the Regional Plan

Background:

As you know staff is working on the rewrite of the City's Zoning Code and the comprehensive update of the Regional Plan, both of which are currently underway. This memorandum provides an overview of the work that has been completed to ensure that the new Zoning Code implements the Regional Plan, as well as a preliminary approach to ensure that periodic reviews of both the Regional Plan and the Zoning Code are conducted once they have been adopted to ensure that they remain coordinated.

Regional Plan and Zoning Code Relationship:

The relationship between the Regional Plan and the Zoning Code is clearly defined in the illustration below; the Regional Plan (or General Plan as required by Arizona statutes) establishes the vision for the future growth and development of Flagstaff and its surrounding area through clearly articulated goals, policies and objectives. The Zoning Code on the other hand, implements the goals, policies and objectives of the Regional Plan by providing standards, regulations and tools for land development.



Coordination of the Regional Plan and the Zoning Code:

For over a year, the City staff who are working on these two important projects meet at least twice per month to ensure that schedules are coordinated as much as possible, to resolve challenges, and to stay informed of decisions made that may/will have an effect on either project. In addition frequent informal meetings and conversations occur when a particular issue surfaces that requires discussion and resolution.

In response to a suggestion from the City Council, staff has developed a comprehensive analysis of how the current Regional Plan in effect is implemented through the new Zoning Code. This is included as Appendix 6 of the new Zoning Code, a copy of which is attached for your information. Once the new Regional Plan is adopted and ratified this Appendix will be updated by staff (See below). Also, at the request of the Council staff has completed a detailed analysis of how a Regional Plan land use goal and an environment goal related to water will be implemented through the Zoning Code. A copy of this analysis is attached for your review.

Ongoing Review of the Zoning Code relative to the Regional Plan:

The Zoning Code draft with the Planning and Zoning Commission's recommendation has been forwarded to the City Council, and the Council is currently diligently working through the draft Code. The Council has been clear that there is no urgency in adopting the new Zoning Code, and thus no specific target date for adoption has been set. However, it is conceivable that adoption is likely sometime this summer.

The Regional Plan is now tentatively scheduled to receive approval by the Flagstaff City Council and Coconino County Board of Supervisors by July 2012 with ratification by area voters contemplated in November 2012.

Staff offers the following strategies to ensure that the Regional Plan and the Zoning Code are coordinated such that the Zoning Code can effectively implement the Regional Plan:

1. First amendments:

Despite staff's best efforts it is very likely that errors and omissions will be made in the final adopted Zoning Code that will require short term amendment. Thus, it is anticipated that within 6-8 months of the adoption date of the new Code (i.e. by December 2011 through February 2012) staff will forward amendments to the Planning and Zoning Commission and Council for review and approval.

2. First Regional Plan Review:

Following ratification of the new Regional Plan by area voters in late 2012, staff will commence a detailed review of the new Regional Plan to update Appendix 6 of the Zoning Code (See above) to determine what amendments may be necessary to the Zoning Code to implement new goals and/or policies in the Regional Plan. Based on work load at the time, it is very conceivable that this review will start much earlier than when the plan is ratified by area voters. The outcome of this review will determine planning staff's work program for the next few months or years as required amendments to the Zoning Code are made to ensure consistency with the Regional Plan.

3. Ongoing Regional Plan/Zoning Code Reviews:

Two review cycles are proposed to ensure on-going coordination and consistency between the Regional Plan and the Zoning Code:

A. Annual Review:

Consistent with the calendar for annual major amendments to the Regional Plan, staff suggests that annual reviews of the Zoning Code and Regional Plan should be conducted. If changes to the Regional Plan are needed, they can be processed and approved before the end of the year. Zoning Code amendments as necessary can follow immediately thereafter.

B. Comprehensive 5-Year Review:

Every five years staff recommends that a comprehensive analysis and review of the Regional Plan and Zoning Code should be conducted, and as necessary amendments should be processed in accordance with the schedule for Annual Reviews suggested above.

Conclusion:

If you have questions on this memorandum, or require additional information, please contact Roger E. Eastman AICP, Zoning Code Administrator at (928) 779-7631 Ext. 7606 or via e-mail at reastman@flagstaffaz.gov.

Attachments:

- Zoning Code Appendix 6: How the Zoning Code Implements the Regional Plan
- An Analysis of How a Regional Plan Land Use Policy and Water Use Policy is Implemented through the new Zoning Code, December 11, 2010

Appendix 6: How the Zoning Code Implements the General Plan

This table evaluates how the Zoning Code implements the principal goals and associated policies of the 2001 General Plan. Where possible, the chapter, division or section of the Zoning Code that implements the General Plan goal and/or policy is noted. As many of the General Plan goals and policies are implemented by other agencies (such as the Flagstaff Metropolitan Planning Organization (FMPO)), or indeed through the General Plan itself, a note to this effect is included.

Table 6.A: How the Zoning Code Implements the General Plan	
General Plan Goal and Policy Statements	Implementation through the Zoning Code
<p>GOAL LUI</p> <p>Greater Flagstaff will have a compact land use pattern within a well-defined boundary that shapes growth in a manner that preserves the region’s natural environment, livability, and sense of community. Flagstaff will continue to offer the primary types of housing design developments that have defined its land use patterns: the conventional and traditional neighborhood scale which provides a choice of housing types and supporting non-residential uses within walking distances.</p>	<ul style="list-style-type: none"> • The zoning code promotes compact land use patterns through the application of Form-based Codes in the Transect Zones (Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones)). • Division 10-50.90 (Resource Protection Standards) sets standards to preserve the natural environment. • A variety of building types is permitted in Division 10-50.110 (Building Types).
<p><i>Policy LUI.1—Develop a Structural Framework for the General Land Use and Transportation Plan</i></p>	<ul style="list-style-type: none"> • The General Plan is the over-arching policy document through which policy is implemented by supporting planning documents (i.e. FMPO Transportation Plan, Master Plan, etc.) and regulatory standards (i.e. Zoning Code, City Code, Engineering Standards, etc.).
<p><i>Policy LUI.2—Establish an Urban Growth Boundary</i></p>	<ul style="list-style-type: none"> • The General Plan supports and implements this policy. (Map 3: General Land Use Plan)
<p><i>Policy LUI.3—Designate Areas to be Reserved for Future Urban Development</i></p>	<ul style="list-style-type: none"> • The General Plan supports and implements this policy. (Map 3: General Land Use Plan)
<p><i>Policy LUI.4—Encourage Development Within the Urban Growth Boundary</i></p>	<ul style="list-style-type: none"> • The General Plan supports this policy by indentifying future land use categories and redevelopment areas while the Zoning Code implements it by applying the appropriate zones with established densities.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<i>Policy LUI.5—Provide for New Mixed-Use Neighborhoods</i>	<ul style="list-style-type: none"> Supported by Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones). Residential uses are permitted in all commercial zones – Division 10-40.30 (Non-Transect Zones).
<i>Policy LUI.6—Require Urban Development to Locate within City Boundaries</i>	<ul style="list-style-type: none"> The General Plan identifies appropriate land use categories in the City and County. City and County Zoning implements the policy by applying the appropriate zone districts that are applicable to the General Plan land use category.
<i>Policy LUI.7—Promote Infill Development</i>	<ul style="list-style-type: none"> Facilitated by Specific Plans (Division 11-10.30), and supported by Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones).
<i>Policy LUI.8—Promote Targeted Redevelopment</i>	<ul style="list-style-type: none"> Provides a mechanism through Specific Plans (Division 11-10.30) to identify areas for redevelopment. Also supported by Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones).
<i>Policy LUI.9—Promote Quality Design</i>	<ul style="list-style-type: none"> Facilitated by Division 10-50-20 (Architectural Design Standards) and Appendix I.1 Design Guidelines.
<i>Policy LUI.10—Place Emphasis on all Transportation Modes</i>	<ul style="list-style-type: none"> Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones). Division 10-50.80 (Parking Standards) allows parking reductions, for example, for bicycle racks and if the project is located within ¼ mile of a transit stop.
<i>Policy LUI.11—Place Emphasis on and Encourage Traditional Neighborhood Development and Redevelopment Design</i>	<ul style="list-style-type: none"> Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones).

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<p>GOAL LU2 The integrity of individual communities in the county will be supported by maintaining separation between existing communities; respecting existing area plans, as well as encouraging consistency with the <i>General Plan</i>; and preserving the integrity of open space boundaries identified in the <i>Greater Flagstaff Open Spaces and Greenways Plan</i>, as a major defining element of the Region’s Growth Area Boundaries.</p>	<ul style="list-style-type: none"> • Relates to Coconino County – not applicable.
<p>GOAL LU3 The <i>General Land Use and Transportation Plan</i> will be coordinated with state and federal land management policies.</p>	<ul style="list-style-type: none"> • Outside agency review of General Plan amendments and zoning map amendments. • Large new development projects are subject to review by State and Federal agencies as necessary, e.g. ADOT or US Forest Service.
<p><i>Policy LU3.1—The City and County Shall Work with Federal and State Agencies to Better Manage Future Urban Lands in a Manner Consistent with City and County Planning Policies.</i></p>	<ul style="list-style-type: none"> • Outside agency review of General Plan amendments and Zoning Map amendments. • Large new development projects are subject to review by State and Federal agencies as necessary, e.g. ADOT or US Forest Service.
<p><i>Policy LU3.2—Pursue Master Planning and Establish Open Space Buffers on Lands Adjacent to Forest Service Lands.</i></p>	<ul style="list-style-type: none"> • Division 10-50.90 (Resource Protection Standards) sets standards to preserve the natural environment and establish contiguous resource preservation. • Division 10-30.80 (TNCP) facilitates master planning for greenfield and infill projects.
<p><i>Policy LU3.3—Mitigate the Impacts of Usage on Forest Service Lands</i></p>	<ul style="list-style-type: none"> • Not applicable.
<p><i>Policy LU3.4—Work Towards Determining Appropriate Levels of Recreational Uses in Urban Interface Area</i></p>	<ul style="list-style-type: none"> • Not applicable.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
GOAL C1	
Shopping and service areas will be convenient to residents as well as visitors to the region in a manner that meets their needs, while remaining compatible with surrounding land uses.	<ul style="list-style-type: none"> • The zoning code supports mixed-use and opportunities for improving convenience of residents through better land use planning. • Refer to Division 10-30.80 (TNCP) and Chapters 10-40 (Specific to Zones) and 10-50 (Supplemental to Zones).
<i>Policy C1.1—Designate Commercial Areas According to their Role and Function in the Region</i>	<ul style="list-style-type: none"> • The General Plan identifies land use categories on the Land Use Map that are implemented through the Zoning Code and the Zoning Map.
<i>Policy C1.2—Apply Design and Locational Standards for Large Retail Commercial Developments Including “Big-Box” Retail</i>	<ul style="list-style-type: none"> • The 2003 proposition that sought to limit Big Box retail development in Flagstaff failed.
<i>Policy C1.3—Include a Mix of Uses in New Commercial Development and Redevelopment</i>	<ul style="list-style-type: none"> • Refer to Chapter 10-40 (Specific to Zones) as mixed use development is promoted in many zones, e.g. residential uses are permitted in all commercial zones.
<i>Policy C1.4—Promote A High Quality Urban Environment in all Commercial Development Areas</i>	<ul style="list-style-type: none"> • Specific Plans enable planning in General Plan defined activity centers. • Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones). • Appendix I.1, Design Guidelines. • Updated standards for thoroughfares and civic spaces are located in Chapters 10-60 and 10-70, respectively.
<i>Policy C1.5—Design and Establish Neighborhood Commercial Centers</i>	<ul style="list-style-type: none"> • Facilitated through neighborhood planning and Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones).
GOAL C2	
Downtown Flagstaff will continue to serve as the focal point of the community, as established by development intensity, land use, building height, and high quality urban design.	<ul style="list-style-type: none"> • Transect zone T6 supports Flagstaff’s downtown as a general center and promotes appropriate development.
<i>Policy C2.1—Reinforce the Role of Downtown</i>	<ul style="list-style-type: none"> • As above – Transect zone T6 provides the highest density and highest intensity of uses and people oriented businesses.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<p>GOAL C3 Commercial uses in the county will be located in activity centers in specifically designated areas intended to serve as focal points for the community in which they are located, and they will provide opportunities to meet area resident needs locally, while avoiding a strip commercial pattern of development along the region’s major roadways</p>	<ul style="list-style-type: none"> • Relates to Coconino County – not applicable.
<p><i>Policy C3.1—Define Appropriate Uses for Activity Centers</i></p>	<ul style="list-style-type: none"> • Relates to Coconino County – not applicable.
<p><i>Policy C3.2—Regulate Resort Commercial Use Siting</i></p>	<ul style="list-style-type: none"> • Relates to Coconino County – not applicable.
<p>GOAL IE1 The community will enjoy a healthy, thriving economy with opportunities for quality and diversified employment of various economic levels for its residents with livable wages, and environmentally responsible industries that make a positive contribution to the community and the economy.</p>	<ul style="list-style-type: none"> • The new code is user friendly and formatted to make it easier to use than the former Land Development Code. As such, it should not be a hindrance to new development. • Three categories on industrial uses provide for all types of possible industrial development (Division 10-40.30, Non-Transect Zones). • The TNCP (Division 10-30.80) and Transect Zones (Division 10-40.40) allow for greater choice in housing and transportation.
<p><i>Policy IE1.1—Expand Basic Employment Within the Flagstaff Area</i></p>	<ul style="list-style-type: none"> • Not applicable – relates to the Economic Vitality Division.
<p><i>Policy IE1.2—Protect Existing Industrial Land and Existing Employment Areas</i></p>	<ul style="list-style-type: none"> • Industrial uses are protected as much as possible within the constraints of ARS 12-1131 through 12-1138. Industrial uses are tied as applicable to the Resource Protection Overlay (Division 10-40.50).
<p><i>Policy IE1.3—Support Environmentally Appropriate Industry</i></p>	<ul style="list-style-type: none"> • Not applicable – relates to the Economic Vitality Division.
<p><i>Policy IE1.4—Designate Appropriate Location for Employment Uses</i></p>	<ul style="list-style-type: none"> • The zoning code implements the General Plan’s land use designations via the zoning districts (Chapter 10-40) and the Zoning Map.
<p><i>Policy IE1.5—Designate Appropriate Employment Centers</i></p>	<ul style="list-style-type: none"> • The General Plan is the policy document that identifies appropriate land use categories and activity areas, while the Zoning Code is the mechanism by which the appropriate Zone may be applied.

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General Plan Goal and Policy Statements	Implementation through the Zoning Code
<i>Policy IE1.6—Provide for Home Occupations</i>	<ul style="list-style-type: none"> Facilitated through Division 10-40.60 (Specific to Uses). Live/Work opportunities are also included.
GOAL HNI	
<p>The supply of affordable home ownership, rental, and special needs housing units affordable to low- and moderate-income households will be increased.</p>	<ul style="list-style-type: none"> Division 10-30.20 (Affordable Housing Incentives) implements current housing policy. Facilitated through mixed use opportunities - Chapter 10-40 (Specific to Zones). Accessory Dwelling Units (Carriage Houses) are also permitted in most zones – Division 10-50.110 (Building Types).
<i>Policy HNI.1—Evaluate and Adjust Housing Policies and Strategies</i>	<ul style="list-style-type: none"> Not applicable – implemented by the Housing Division.
<i>Policy HNI.2—Support the Creation of Public/Private Partnerships for Housing</i>	<ul style="list-style-type: none"> Not applicable – implemented by the Housing Division.
GOAL HN2	
<p>New neighborhoods will be built and support will be given to existing neighborhoods that integrate a variety of housing types and densities with amenities, services, and retail to ensure opportunities for a variety of household income levels.</p>	<ul style="list-style-type: none"> Facilitated by the application of Form-based Codes in the Transect Zones (Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones)). Apply to greenfield and infill developments.
<i>Policy HN2.1—Promote Development of Mixed-Use Neighborhoods</i>	<ul style="list-style-type: none"> Facilitated by the application of Form-based Codes in the Transect Zones (Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones)). Apply to greenfield and infill developments.
<i>Policy HN2.2—Establish Interconnected Neighborhood Street and Sidewalk Patterns</i>	<ul style="list-style-type: none"> Facilitated by Chapter 11-20 (Subdivision and Land Split Regulations) and Division 10-30.60 (Site Planning Design Standards).
<i>Policy HN2.3—Encourage Accessory Dwelling Units</i>	<ul style="list-style-type: none"> Accessory Dwelling Units (Carriage Houses) are permitted in most zones – Division 10-50.110 (Building Types).
<i>Policy HN2.4—Restrict Development of Gated Communities</i>	<ul style="list-style-type: none"> Private streets are discouraged - Division 10-30.60 (Site Planning Design Standards).
<i>Policy HN2.5—Preserve and Enhance Existing Neighborhoods Within Districts</i>	<ul style="list-style-type: none"> Facilitated by the application of Form-based Codes in the Transect Zones (Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones)).

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General Plan Goal and Policy Statements	Implementation through the Zoning Code
<p>GOAL HN3 Development patterns designed to maintain the open character of rural areas, protect open lands, and to protect and maintain sensitive environmental areas will be promoted.</p>	<ul style="list-style-type: none"> Facilitated by Division 10-50.90 (Resource Protection Standards) that protect flood plains, steep slopes and forest resources, as well as associated wildlife communities in these areas.
<p><i>Policy HN3.1—Encourage Cluster Development</i></p>	<ul style="list-style-type: none"> Facilitated by Section 10-40.60.250 (Planned Residential Development).
<p>GOAL CDI A sense of connection will be maintained in the built environment to the region’s natural setting and dramatic views.</p>	<ul style="list-style-type: none"> Facilitated by Division 10-50.90 (Resource Protection Standards), Division 10-30.70 (Sustainability) and Appendices 1.1 (Design Guidelines) and 1.3 (Sustainability Guidelines).
<p>GOAL T1 A safe, convenient, user-friendly transportation system will be developed throughout the region, addressing both short- and long-term needs, and emphasizing alternative transportation modes while reducing dependency on the automobile.</p>	<ul style="list-style-type: none"> Supported by the principle of Traditional Neighborhood development as implemented through the Transect Zones (Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones)).
<p><i>Policy T1.1—Develop a Balanced Transportation System</i></p>	<ul style="list-style-type: none"> Facilitated through Chapter 10-60 (Specific to Thoroughfares) and the City of Flagstaff Engineering Standards.
<p><i>Policy T1.2—Create an Efficient Transportation System</i></p>	<ul style="list-style-type: none"> Facilitated through the FMPO at the regional level, and by multi-agency review for all development projects at the local level.
<p><i>Policy T1.3—Establish Roadway Improvements Categories</i></p>	<ul style="list-style-type: none"> Not applicable – FMPO responsibility.
<p><i>Policy T1.4—Reduce Negative Traffic Impacts in Residential Neighborhoods</i></p>	<ul style="list-style-type: none"> Through traffic in residential neighborhoods is limited in the Subdivision Regulations (Chapter 11-20) and Division 10-30.60 (Site Planning Design Standards).
<p><i>Policy T1.5—Coordinate Regional Transportation Funding</i></p>	<ul style="list-style-type: none"> Not applicable – FMPO responsibility.
<p><i>Policy T1.6—Establish a Roadway Planning Categorization and Access Management System</i></p>	<ul style="list-style-type: none"> Not applicable – FMPO responsibility.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<i>Policy T1.7—Recognize the Importance of Rail Freight and Passenger Service</i>	<ul style="list-style-type: none"> • Railroad facilities are permitted in the HI and HI-O zones – Refer to Division 10-40.30 (Non-Transect Zones).
<i>Policy T1.8—Identify Truck Circulation Needs</i>	<ul style="list-style-type: none"> • Not applicable – FMPO responsibility.
<i>Policy T1.9—Provide Intermodal Connectivity</i>	<ul style="list-style-type: none"> • Considered as part of the General Plan amendment process for all developments.
GOAL T2	
An enhanced public transit system will be promoted as an integral part of the region’s overall transportation system.	<ul style="list-style-type: none"> • NAIPTA. • Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Transect Zones (Division 10-40.40 (Transect Zones)).
<i>Policy T2.1—Coordinate a Public Transit System</i>	<ul style="list-style-type: none"> • Not applicable – FMPO responsibility with NAIPTA.
<i>Policy T2.2—Develop a Cost-Effective and Efficient Public Transit System</i>	<ul style="list-style-type: none"> • Not applicable – FMPO responsibility with NAIPTA.
<i>Policy T2.3—Integrate Transit System Design</i>	<ul style="list-style-type: none"> • Not applicable – FMPO responsibility with NAIPTA. • Encouraged in all new large developments.
GOAL T3	
The region’s development pattern will support a diverse range of transportation choices, including transit, walking and bicycling, as well as driving.	<ul style="list-style-type: none"> • FMPO responsibility with NAIPTA. • Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Transect Zones (Division 10-40.40 (Transect Zones)).
<i>Policy T3.1—Establish a Comprehensive Bicycling Network and Trails System Policy</i>	<ul style="list-style-type: none"> • Promoted by FMPO through FUTS. • Reviewed as a part of the subdivision process and for all new development proposals.
<i>Policy T3.2—Promote Accessible, Pedestrian-Friendly Community Design</i>	<ul style="list-style-type: none"> • Facilitated in Appendix I.1 Design Guidelines. • Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Transect Zones (Division 10-40.40 (Transect Zones)). • Division 10-50-40 allows encroachments for ADA ramps.
GOAL T4	
The Region’s transportation system will be developed and managed with attention both to supply-side (e.g., new roads) and to demand-side strategies.	<ul style="list-style-type: none"> • Not applicable – FMPO responsibility. • On the demand side, this goal is achieved through subdivision review.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<i>Policy T4.1—Promote Transportation Modes Other than Single Occupancy Vehicles</i>	<ul style="list-style-type: none"> • While regionally this is an FMPO responsibility, the Zoning Code provides incentives for bicycles, walking and transit (e.g. parking reductions – Division 10-50.80 (Parking Standards)).
<p>GOAL OSPRI</p> <p>The region will have a balanced system of open lands, natural areas, wildlife corridors and habitat areas, trails, greenways, parks and recreation facilities as guided by the <i>Greater Flagstaff Area Open Spaces and Greenways Plan</i>, the <i>City of Flagstaff Urban Open Spaces Plan</i>, the <i>City’s Long Range Master Plan for Parks, Recreation and Open Space</i>, and <i>County Area Plan Open Space Objectives</i>.</p>	<ul style="list-style-type: none"> • Facilitated by Transect zones (Division 10-40.40), especially Transect T1. • Division 10-50.90 (Resource Protection Standards) also furthers this goal.
<i>Policy OSPRI.1—Create the Appropriate Institutional Framework for Open Space Protection in the Plan Area</i>	<ul style="list-style-type: none"> • Not applicable.
<i>Policy OSPRI.2—Implement Urban and Rural Open Spaces Plans</i>	<ul style="list-style-type: none"> • The PLF zone ensures the preservation of open space.
<i>Policy OSPRI.3—Provide Non- Motorized Transportation Corridors to Connect Communities, Neighborhoods, Open Spaces and Recreational Areas</i>	<ul style="list-style-type: none"> • FMPO responsibility. • Ensured by coordinated plan review by all staff review agencies.
<i>Policy OSPRI.4—Preserve Priority Open Lands</i>	<ul style="list-style-type: none"> • PLF (Public Lands Forest) zone protects open space.
<i>Policy OSPRI.5—Protect “Neighborhoods”</i>	<ul style="list-style-type: none"> • Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and the Cluster and Planned Residential Development options established in Division 10-40.60 (Specific to Uses).
<i>Policy OSPRI.6—Provide Parks, Open Space, And Recreation Facilities Throughout the Region</i>	<ul style="list-style-type: none"> • The PI (Public Lands) and PLF (Public Lands Forest) zone enables parks development and protects open space.
<i>Policy OSPRI.7—Preserve Rural Character and Natural Environment</i>	<ul style="list-style-type: none"> • Facilitated by Division 10-30.60 (Site Planning Design Standards) and Appendix 1.1 (Design Guidelines) • Facilitated by Transect zones (Division 10-40.40), especially Transects T1 and T2.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<p>GOAL CDI A sense of connection will be maintained in the built environment to the region’s natural setting and dramatic views.</p>	<ul style="list-style-type: none"> Facilitated by Division 10-50.90 (Resource Protection Standards), Division 10-50.30 (Building Height) and Appendix I.1 (Design Guidelines).
<p><i>Policy CDI.1—Preserve the Character of the Region’s Natural Setting</i></p>	<ul style="list-style-type: none"> Facilitated by Division 10-50.90 (Resource Protection Standards), Division 10-50.30 (Building Height) and Appendix I.1 (Design Guidelines).
<p><i>Policy CDI.2—Protect the Region’s Mountains and Canyons</i></p>	<ul style="list-style-type: none"> Implemented through the General Plan. Within the City, Transect zone T1 and the PLF zone protect natural places (Chapter 10-40 (Specific to Zones)). Locally at a site level facilitated by Division 10-50.90 (Resource Protection Standards).
<p><i>Policy CDI.3—Protect the Region’s Topographic Features</i></p>	<ul style="list-style-type: none"> Implemented through the General Plan. Within the City, Transect zone T1 and the PLF zone protect natural places (Chapter 10-40 (Specific to Zones)). Locally at a site level facilitated by Division 10-50.90 (Resource Protection Standards).
<p><i>Policy CDI.4—Protect Forested Settings, Key Entry Points, and Corridors</i></p>	<ul style="list-style-type: none"> Implemented through the General Plan. Within the City, Transect zone T1 and the PLF zone protect natural places (Chapter 10-40 (Specific to Zones)). Locally at a site level facilitated by Division 10-50.90 (Resource Protection Standards).
<p><i>Policy CDI.5—Continue Interagency Coordination for Development and Protection of Wildlife Habitat and Corridors</i></p>	<ul style="list-style-type: none"> Outside agency review of General Plan amendments and Zoning Map amendments. Large new development projects are subject to review by State agencies such as AZ Game and Fish Dept.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<p>GOAL CD2</p> <p>The Flagstaff region will continue to protect its unique character that reflects its forested setting of ponderosa pine trees, piñon and juniper vegetation, and meadows through quality design and development. Emphasis will be placed on quality design in both the public realm—streets, civic buildings, and other public spaces—as well as the private realm—commercial buildings, work places, and housing. Preservation of vegetation and wildlife are part of the quality design and development process.</p>	<ul style="list-style-type: none"> • Ensured by Division 10-50.90 (Resource Protection Standards), Division 10-30.60 (Site Planning Design Standards) and Appendix I.1 (Design Guidelines).
<p><i>Policy CD2.1—Develop City and County Design Guidelines</i></p>	<ul style="list-style-type: none"> • Appendix I.1 Design Guidelines.
<p><i>Policy CD2.2—Develop a Streetscape Design Plan</i></p>	<ul style="list-style-type: none"> • Not applicable – Responsibility of City design staff working with the City Engineer and others.
<p><i>Policy CD2.3—Support Enhanced Civic Design</i></p>	<ul style="list-style-type: none"> • Facilitated by Chapter 10-70 (Specific to Civic Spaces) and Appendix I.1 Design Guidelines.
<p><i>Policy CD2.4—Preserve Cultural and Historic Resources</i></p>	<ul style="list-style-type: none"> • Ensured by Division 10-30.30 (Heritage Preservation).
<p><i>Policy CD2.5—Promote Design that Supports and Enhances a Positive Image and Identity for the Region</i></p>	<ul style="list-style-type: none"> • Transect Zones (Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones)). • Appendix I.1 Design Guidelines.
<p><i>Policy CD2.6—Promote Sustainable Design Technology</i></p>	<ul style="list-style-type: none"> • Facilitated by Division 10-30.70 (Sustainability). • In addition, expanded regulations for wind turbines are provided in Section 10-40.60.040. Solar arrays are permitted.
<p><i>Policy CD2.7—Protect the Character, Quality, Historic and Architectural Patterns of the Historic Districts and Other Neighborhoods</i></p>	<ul style="list-style-type: none"> • Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Transect Zones (Division 10-40.40 (Transect Zones)). • Also supported by Division 10-30.30 (Heritage Preservation).
<p><i>Policy CD2.8—Promote Restoration of Historic Buildings, Sites and Districts</i></p>	<ul style="list-style-type: none"> • Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and (Division 10-40.40 (Transect Zones)). • Also supported by Division 10-30.30 (Heritage Preservation).

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<i>Policy CD2.9—Collaborate with Residents to Stabilize, Protect and Improve Historic Districts and Other Neighborhoods While Maintaining Affordability and Viability</i>	<ul style="list-style-type: none"> Facilitated by Division 10-30.80 (Traditional Neighborhood Community Plans) and Transect Zones (Division 10-40.40 (Transect Zones)). Also supported by Division 10-30.30 (Heritage Preservation).
<p>GOAL NCR I</p> <p>High standards will be maintained for protection and improvement of the region’s quality of life offered by its natural and cultural, historic and archaeological resources and its natural environment.</p>	<ul style="list-style-type: none"> Facilitated by numerous sections in the zoning code, including Division 10-30.30 (Heritage Preservation), Division 10-50.90 (Resource Protection Standards), Division 10-30.80 (Traditional Neighborhood Community Plans) and (Division 10-40.40 (Transect Zones)).
<i>Policy NCR I.1—Improve Air Quality</i>	<ul style="list-style-type: none"> Compact, mixed-use, walkable development that encourages multi-modal transportation and less auto-dependency is promoted by Division 10-30.80 (Traditional Neighborhood Community Plans) and Division 10-40.40 (Transect Zones).
<i>Policy NCR I.3—Sustainable Levels of Water Use</i>	<ul style="list-style-type: none"> Promoted regionally through the General Plan and the Utilities Division. Locally, Division 10-50.60 (Landscaping Standards) and Division 10-30.70 (Sustainability) promote wise use of water resources.
<i>Policy NCR I.5—Address Natural Hazard Areas</i>	<ul style="list-style-type: none"> Division 10-50.90 (Resource Protection Standards) protects steep slopes and Rural and Urban Floodplains. The City’s Building Codes address other natural hazards, e.g. roof loads.
<i>Policy NCR I.6—Abate Noise Impacts</i>	<ul style="list-style-type: none"> Generally addressed in the City Code. Also addressed through the requirement for an Avigation Easement (Division 10-20.40).
<i>Policy NCR I.7—Minimize Waste</i>	<ul style="list-style-type: none"> Not applicable – implemented by the Sustainability Program.
<i>Policy NCR I.8—Address Hazardous Materials Disposal and Reduction</i>	<ul style="list-style-type: none"> Not applicable. Also possibly a responsibility of the Flagstaff Fire Department.
<i>Policy NCR I.9—Protect Dark Skies</i>	<ul style="list-style-type: none"> Facilitated by Division 10-50.70 (Outdoor Lighting Standards).
<i>Policy NCR I.10—Protect Archeological and Cultural Resources</i>	<ul style="list-style-type: none"> Refer to Division 10-30.30 (Heritage Preservation).

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<i>Policy NCRI.11—Promote the Community’s Cultural Diversity</i>	<ul style="list-style-type: none"> • Division 10-30.80 (TNCP) promotes diversity in building and housing types. • Religious institutions are permitted in most zones without a conditional use permit requirements (Chapter 10-40 (Specific to Zones)).
<i>Policy NCRI.12—Plan within an Ecosystem Framework</i>	<ul style="list-style-type: none"> • Facilitated by Division 10-50.90 (Resource Protection Standards).
<i>Policy NCRI.13—Maintain and Restore Natural Processes and Systems</i>	<ul style="list-style-type: none"> • Facilitated by Division 10-50.90 (Resource Protection Standards).
<i>Policy NCRI.14—Promote Forest Restoration and Sustainable Management</i>	<ul style="list-style-type: none"> • Implemented by Flagstaff Fire Department. • Facilitated by Division 10-50.90 (Resource Protection Standards).
<i>Policy NCRI.15—Protect Hillides and Ridgelines</i>	<ul style="list-style-type: none"> • Division 10-50.90 (Resource Protection Standards) protects steep slopes.
<i>Policy NCRI.16—Identify Natural Hazardous Areas and Control Development</i>	<ul style="list-style-type: none"> • Once natural hazard areas are identified, they will be protected through Division 10-50.90 (Resource Protection Standards). Rural and Urban Floodplains are already protected in this section.
<i>Policy NCRI.17—Address Flood Hazards</i>	<ul style="list-style-type: none"> • Rural and Urban Floodplains are protected in Division 10-50.90 (Resource Protection Standards).
<i>Policy NCRI.18—Inventory, Eradicate or Control Noxious Weeds, and Restore Native Vegetation</i>	<ul style="list-style-type: none"> • Not applicable.
<i>Policy NCRI.19—Create a “Firewise” Community</i>	<ul style="list-style-type: none"> • Not applicable – implemented by the Flagstaff Fire Department.
<i>Policy NCRI.20—Encourage Energy Conservation Measures</i>	<ul style="list-style-type: none"> • Not applicable – implemented by the Sustainability Program.
GOAL CFSI	
Infrastructure and public services will be provided in an efficient, equitable and effective manner.	<ul style="list-style-type: none"> • Facilitated by Division 10-30.50 (Public Improvements)
<i>Policy CFSI.1—Determine and Require Adequate Public Facilities and Services</i>	<ul style="list-style-type: none"> • Identified in the General Plan and master plans. • Facilitated by Division 10-30.50 (Public Improvements)
<i>Policy CFSI.2—Development Shall pay its Fair Share Toward the Cost of Additional Public Service Needs Created by new Development, While Giving Consideration to the Rational Nexus Provisions to Show Direct Benefit</i>	<ul style="list-style-type: none"> • Facilitated by Division 10-30.50 (Public Improvements) • Development Fees approved by the City Council in February 2009 are located in City Code Title I.

Table 6.A: How the Zoning Code Implements the General Plan

General Plan Goal and Policy Statements	Implementation through the Zoning Code
<i>Policy CFSI.3—Encourage Cooperation Between Service Providers</i>	<ul style="list-style-type: none"> • Not applicable.
<i>Policy CFSI.4—Implement Capital Improvements Program</i>	<ul style="list-style-type: none"> • Not applicable – priorities are established by the City Council.

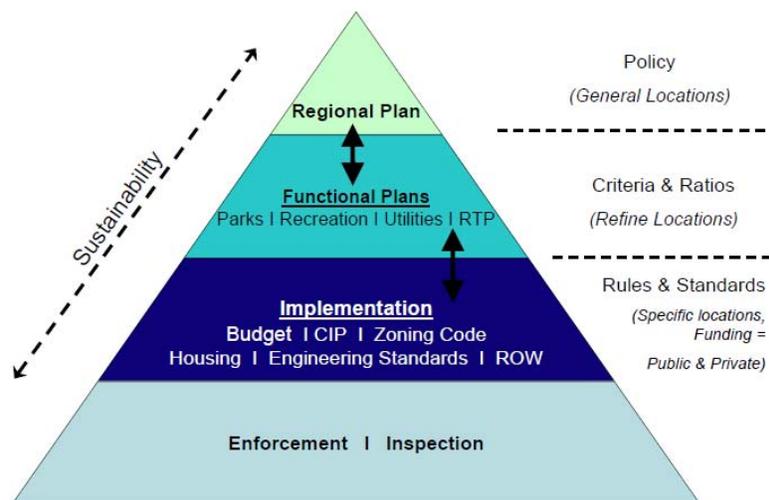
An Analysis of How a Regional Plan Land Use Policy and Water Use Policy is implemented through the new Zoning Code

December 11, 2010

At the September 16th joint work session of the Planning and Zoning Commission and City Council, it was suggested that staff should complete a more refined and detailed analysis than that offered in Appendix 6 (How the Zoning Code Implements the Regional Plan) for a land use policy and a water policy.

Land Use Policy Analysis:

The following goal and policy are included within the *Land Use Element* of the Flagstaff Area Regional Land Use and Transportation Plan or Regional Plan. The intention of the Zoning Code is to implement and support such goals and policies as stated within the Regional Plan, as illustrated in the graphic below.



The following example will illustrate how the City of Flagstaff is achieving Regional Plan Goal LU1 to promote more compact urban development.

Goal LU1: Greater Flagstaff will have a compact land use pattern within a well-defined boundary that shapes growth in a manner that preserves the region’s natural environment, livability, and sense of community. Flagstaff will continue to offer the primary types of housing design developments that have defined its land use patterns: the conventional and traditional neighborhood scale which provide a choice of housing types and supporting non-residential uses within walking distances.

The Regional Plan has a number of policies that support the implementation of Goal LU1. Listed below are these policies followed by an analysis of how the new Zoning Code implements that policy.

Policy LUI.11: Place Emphasis on and Encourage Traditional Neighborhood Development and Redevelopment Design:

The Regional Plan supports the creation and establishment of neighborhood units with mixed land uses, a variety of dwelling types, activity centers that are walkable, alternate modes of transportation routes, and design that is sensitive to existing surrounding development.

This policy is implemented in the new Zoning Code in a number of ways, as described below.

- *Support [for] the creation and establishment of neighborhood units with mixed land uses*
The new Zoning Code supports this policy by allowing for more residential uses in non-transect commercial zones (Section 10-40.30.30 Commercial Zones); allowing for Traditional Neighborhood development with Traditional Neighborhood Community Plans (Division 10-30.80); enabling the application of Form-based Code standards to the transect zones (Section 10-40.30.040) as shown on the Zoning Map; and, providing for Live/Work uses (Section 10-40.60.200) and Mixed Uses (Section 10-40.60.240).
- *Support for a variety of dwelling types*
The new Zoning Code encourages a variety of dwelling types in all zones. Building types are provided in Division 10-50.110 (Building Types).
- *Support for activity centers that are walkable*
The development of walkable activity centers is a key tenant of Form-based Code principles and is applied in the new Zoning Code through the transect zones (Section 10-40.30.040) as shown on the Zoning Map and by allowing for Traditional Neighborhood development with Traditional Neighborhood Community Plans (Division 10-30.80).
- *Support for alternate modes of transportation routes*
The provision of alternate modes of transportation is also a key principle of a Form-based Code and is applied in the new Zoning Code through the transect zones (Section 10-40.30.040) and by establishing standards for thoroughfares based on their function (Chapter 10-60, Specific to Thoroughfares). Elsewhere in the new Zoning Code this policy is satisfied by for example, requiring and encouraging FUTS, equestrian and other trail connections where feasible; allowing for parking reductions if residential uses are within ¼ mile of a transit stop; and, requiring bicycle parking spaces in new developments.
- *Support for design that is sensitive to existing surrounding development*
The site planning standards (Division 10-30.60) specifically address this issue by requiring new development to be compatible with surrounding development. In addition, specific architectural design standards (Division 10-50.20) and architectural design guidelines (Appendix 1.1) are included.

Reviewing Policy LU1.11 in more depth, it is noteworthy that a number of other policies in the Regional Plan support this important policy. Examples are provided below:

Policy HN2.1—Promote Development of Mixed-Use Neighborhoods

In appropriate areas, both new and existing neighborhoods should have a mix of land uses and different housing types. The arrangement of land uses within neighborhoods shall allow residents to walk and bicycle to parks, schools, work, shopping, places of worship, transit stops, and other nearby neighborhoods. Neighborhoods should include a pedestrian-oriented neighborhood center—school, park, plaza, commercial area or other neighborhood facility—that gives each neighborhood a unique identity and a place for recreation or public gatherings. Additionally, existing older neighborhoods, such as Southside, Sunnyside, and parts of downtown, may be suitable for limited and sensitively designed mixed-use development. Redevelopment of existing neighborhoods shall be sensitive to existing development to preserve the neighborhood character.

- Page 30.80-1, Division 10-30.80 Traditional Neighborhood Community Plans directly supports this policy.

Policy HN2.3—Encourage Accessory Dwelling Units

The Regional Plan recognizes accessory housing units as a viable form of additional, and possibly more affordable, housing, and shall develop special procedures, criteria, and standards governing their existence that are designed to facilitate their development while protecting existing neighborhood character.

- Page 40.60-11, Section 10-40.60.040 Accessory Dwelling Units (ADUs) supports this policy.

Policy HN3.1—Encourage Cluster Development

The City and County shall continue to allow cluster development in appropriate locations, as an optional development pattern.

- Page 40.60-31, Section 10-40.60.170 Cluster Development and Page 40-60-45, Section 10-40.60.250 Planned Residential Development support this policy.

Water Policy Analysis:

The following goal and policy are included within the *Natural and Cultural Resources and the Environment Element* of the Regional Plan. The intention of the Zoning Code is to implement and support such goals and policies as stated within the Regional Plan. This example, specific to the policy of sustainable water use, will help to illustrate how the City of Flagstaff is achieving this objective.

Goal NCRI: High standards will be maintained for protection and improvement of the region’s quality of life offered by its natural and cultural, historic and archeological resources and its natural environment.

Policy NCRI.3: Sustainable Levels of Water Use:

Support on-going analyses to identify the sustainable levels of water use that can be maintained relative to development and the community living within its resources.

This policy is primarily implemented through Division 10-50.60 (Landscaping Standards), as well as through Division 10-40.40 (Transect Zones).

A. Division 10-50.60 (Landscaping Standards) supports the policy of *Sustainable Levels of Water Use* in the following ways:

- **Page 50.60-2, Table 10-50.60.010.A: Benefits of Sustainable Landscaping**

This table provides a list of many benefits that may be realized through the use of sustainable landscaping. Those related to sustainable water use include:

- The use of landscaping to reduce and slow storm water runoff, increasing the capacity for groundwater recharge;
- The use of Low Impact Development (LID) techniques that capture, filter and store runoff close to its source; and,
- The use of drought tolerant native vegetation which requires little or no supplemental irrigation once established.

- **Page 50.60-3, C. Xeriscape Landscaping**

This section provides principles of xeriscape landscaping which apply to all landscaping areas required by the Zoning Code. These techniques include the use of water-conserving designs that take into account soil and drainage factors, microclimates, grouping of plants with similar water requirements, efficient irrigation systems, native vegetation, paving permeability, and low-water-using and drought tolerant vegetation.

- **Page 50.60-16, A. Landscape Design**

This section provides guidelines for plant material considerations, taking into account water demand, drought tolerance and the grouping of plants with similar water use into distinct hydrozones. It is further recommended that landscape plant material be selected from Appendix 3 (Recommended Landscape Plant Material for Private Development and City Right-of-Way), which contains mainly drought tolerant plant types that are conducive to the local climate. The protection and preservation of existing native species as landscape material is also encouraged, which require little or no irrigation.

- **Page 50.60-19, C. Oasis Allowance**

Oasis areas, which are those containing turf, non-drought tolerant plants and vegetable gardens, are limited to a minimal percentage of the development site area. It is further recommended that any water harvesting system or other storm water runoff design be integrated with the oasis in compliance with the City's LID Manual. Any grasses used in a turf area are also required to have low water use characteristics and to be drought resistant. Oasis areas are may be increased in size if an active rainwater harvesting system is used.

- **Page 50.60-21, Section 10-50.60.060: Water Use and Irrigation**

This section requires that landscape areas be divided into hydrozones, which are based upon low water use xeriscape landscape principles. Potable water is allowed for the irrigation of turf areas, but all other irrigation is required to be minimized through drought tolerant plant selection and appropriately timed application schedules. It is recommended that grey water, reclaimed water or harvested rainwater be used to minimize the use of potable water whenever possible. Irrigation system specifications are also provided which minimize water waste.

- **Page 50.60-25, F. Storm Water Runoff and Water Harvesting**

This section requires LID site design techniques be used on sites that are required to provide storm water detention. Passive rainwater harvesting is required as a component of landscape plans for irrigation purposes, with active rainwater harvesting being strongly encouraged.

B. Division 10-40.40 (Transect Zones) supports the policy of *Sustainable Levels of Water Use* in the following ways:

- The development standards provide in this Division promote compact design containing less landscaping, which reduces the amount of water used for irrigation purposes. A table containing *Sustainable Features* appropriate to each transect zone is also included in each section. These features include sustainable storm water and water conservation techniques and practices.

C. Evidence of Reduced Water Use in the City of Flagstaff

The following table provides a comparison of water use between Phoenix, Tucson and Flagstaff in Gallons Per Capita Per Day (GPCD), which is the traditional measurement for projecting future water demand and evaluating community-wide water efficiency. It is interesting to note that Flagstaff uses significantly less water per capita per day than the two largest cities in the state. Staff suggests that if the new Zoning Code is adopted with standards and requirements that promote and support the sustainable levels of water use, then the water use per capita per day amount may decrease.

Water Use by City in Gallons Per Capita Per Day for Year 2008			
City	Residential	Non-Residential	Total
Phoenix	123	50	173
Tucson	102	25	127
Flagstaff	61	47	108