



CITY OF FLAGSTAFF
WATER COMMISSION
December 19, 2019

SUMMARIZED MINUTES

MEMBERS PRESENT

John Malin
Ward Davis
Timothy Bowers
Elizabeth Christy
Malcolm Alter
Jamie Whelan, Council Rep
Marie Jones, P&Z Rep

MEMBERS ABSENT

Ben Ruddell

STAFF PRESENT

Brad Hill
Marion Lee
Erin Young
Carlton Johnson
Lisa Deem
Mark Richardson
Brian Huntzinger

OTHERS PRESENT

Jack Rathjen

I. CALL TO ORDER

Chair, John Malin called the meeting to order at 4:00 p.m.

II. APPROVAL OF MINUTES – November 21, 2019

Moved by Ward Davis and seconded by Timothy Bowers to approve the meeting minutes of November 21, 2019. Motion carried unanimously.

III. PUBLIC PARTICIPATION – None

IV. NEW BUSINESS

A. Southside Specific Area Plan – Carlton Johnson

Carlton Johnson, Associate Planner, Comprehensive Planning presented a PowerPoint on the Southside Specific Area Plan. The Southside Community Specific Plan is being prepared by the Comprehensive Planning program in coordination with the Southside Community Association, and staff and partners City-wide. The development of an area plan is a collaborative effort that starts with the community. Over the last 2 years, the team has built partnerships with local organizations, canvassed residents and business owners. An Open House in March 2019 reviewed a first draft of potential goals, policies and strategies with the public. That feedback was then evaluated through a stakeholder committee formed by the Southside Community Association over 14 public meetings during the summer and fall of 2019.

The first complete draft of the plan was made available for a 60-day public review starting Friday, December 6, 2019. The draft and supporting materials can be found online at www.flagstaff.az.gov/southsideplan. Comments are due to the City by February 4, 2020. The floodplain within the Southside effects almost everything else. It restricts private and public improvements and is a safety issue. There has not been a major flood in the Southside recently, so many members of the community are not aware of its potential destruction. Less than 50 percent of residential survey respondents thought flooding was an issue. But many others are very aware of Southside's flooding issues, including localized flooding issues. It became one of the most discussed issues surrounding this planning effort.

In response to this public feedback the project team and stakeholders, draft goals, policies strategies, and conceptual illustrations were developed for the public review draft of the Southside Community Specific Plan. A summary of these elements and some additional background materials are provided in the following:

1. Southside Community Plan 60-day Public Review 101
2. Excerpts from the Draft Southside Community Plan – Water
3. Historic Buildings in the Floodway

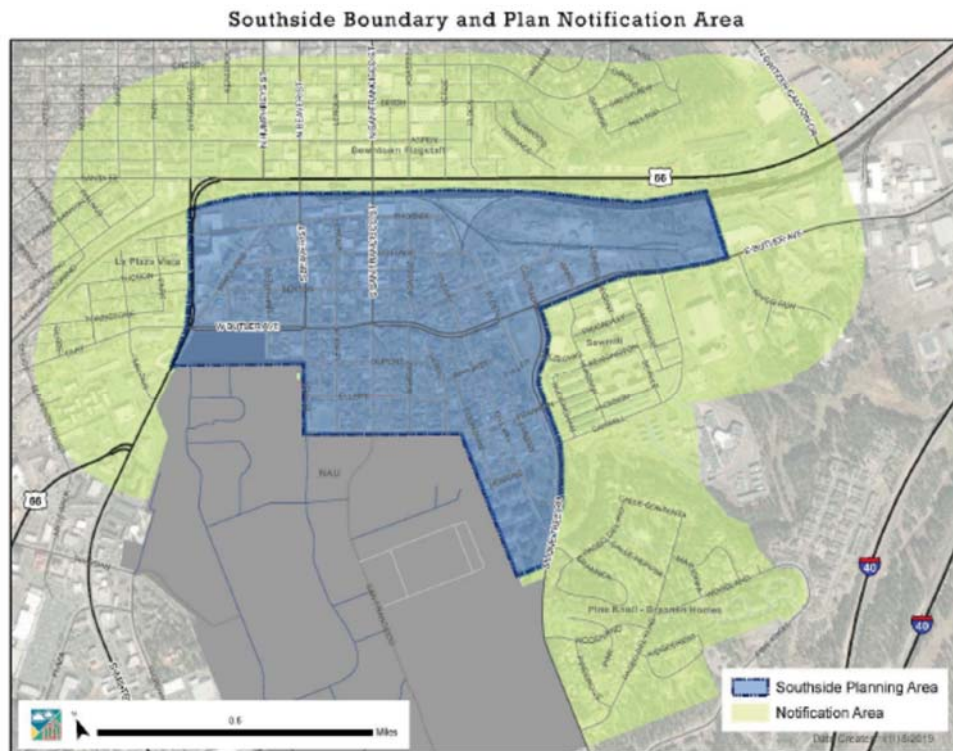
Southside Community Plan 60-day Public Review

The 60-day public review is a mandatory step in the adoption of a specific plan. There are two documents being made available for the 60-day review of the Southside Community Plan: The Plan itself and the Site and Area Analysis. There is a short summary of the longer Site and Area Analysis in Chapter 2. In addition, a consultant is updating the historic context for the Southside National Register Historic District and comments relevant to the community’s history will be shared with the team working on that effort.

Nothing in the draft Southside Community Plan or the associated Site and Area Analysis is final. Goals, policies, strategies and illustrations may all be changed before the final based on the feedback received. Throughout the document you will see bright yellow text boxes with questions and prompts that are designed to encourage comments on the draft.

The time to comment is now. Elected and appointed officials, property owners, residents, other government agencies, and utility companies will all be asked for feedback and revisions.

Chapter 1: Introduction



Map 1: Southside Community Plan Boundary and Notification Area

Plan Boundaries - Application of the Specific Plan Flagstaff has three levels of policy and regulations that are used to direct growth and evolution of land uses. The first and most comprehensive level is the Regional Plan, which serves as the City's General Plan. The Regional Plan serves as a community vision for the public and private sectors. The Regional Plan also provides community goals and development policies that guide rezoning or annexation applications, and updates to the Zoning Code. Second, in order to ensure the systematic implementation of a general plan, t specific plans, like this document, can be adopted to provide more detail about topics in the general plan, or about the general plan should be implemented in a part of the city. The third and most detailed level of implementation is the Flagstaff City Code (City Code), especially the Flagstaff Zoning Code (Zoning Code). The Zoning Code regulates the use, form, and pattern of the physical development of land within the City to protect the "public health, safety, convenience, and general welfare of the citizens." (HOH Plan 2018)

The Southside Community Plan (Plan) serves as a roadmap to implement the community's vision within the boundary of the community. This Plan is not intended to require or preclude any particular action. Development criteria and standards are located in other documents, such as the Zoning Code.

The Plan may recommend strategies, show guiding illustrations and concepts, and set objectives for amendments to City Code. However, none of these are effective until they go through separate adoption processes that incorporate them into City Code. Specific plans can be used to demonstrate compliance in discretionary decisions such as rezoning cases, Zoning Code updates, and roadway and park dedications. In this context, this Plan should be viewed as a guide to better understand the community's vision for the future of the Southside.

All illustrations, diagrams, photographs, and depictions shown in this Plan are for illustrative purposes only and do not constitute a commitment by the City that any items depicted will be permitted by the City or that such depictions comply with City Code. Any proposed projects, even those depicted in this Plan, much go through the City's review process before approval. Moreover, the projects depicted are not currently included in any City capital plans, do not have identified funding, and the need for these improvements may change over time, given that they are not immediately planned for implementation.

The goals, policies, maps, and illustrations within the Plan do not preclude any property owner from exercising their private development rights. The goals and policies of the Plan are applicable, along with the adopted General Plan, when the City considers rezoning cases, capital improvement plans and designs, city programs, and property acquisitions. The Plan may also be used by the community to support grassroots and non-profit coordination and grant funding.

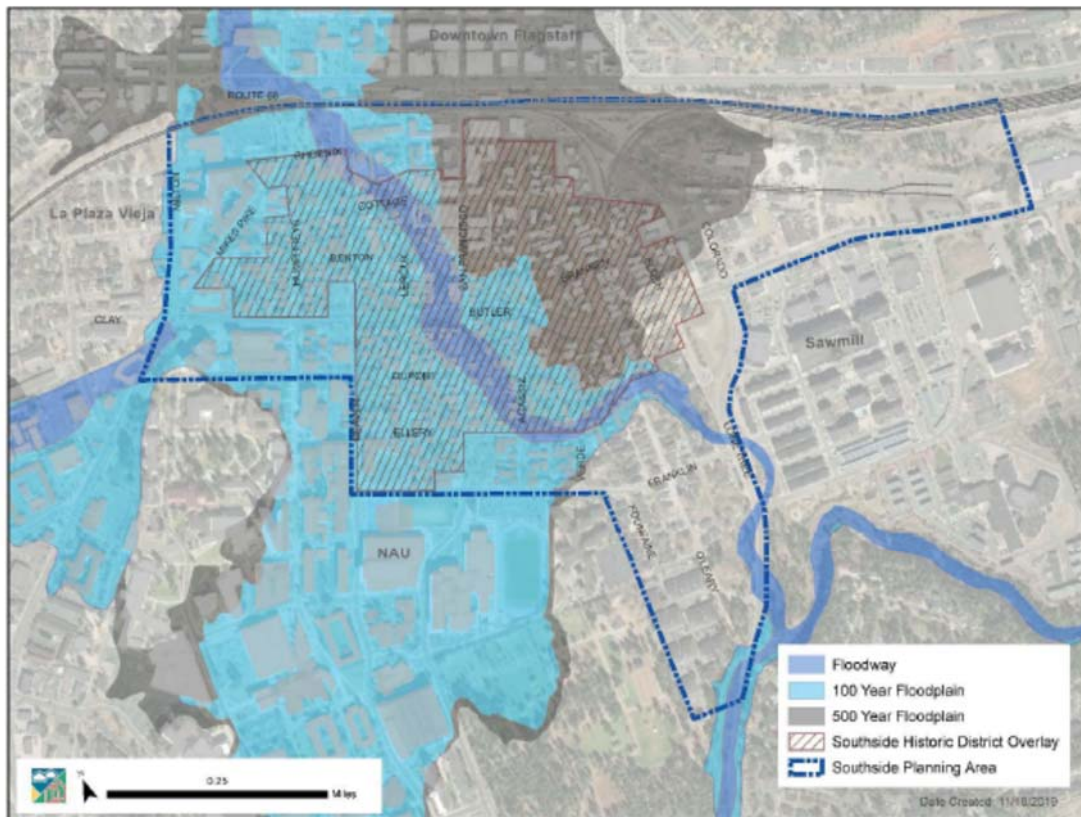
Chapter 2: The Southside Community

Flooding and Other Emergencies - The Southside is vulnerable to several hazards, the most common of which is flooding. This makes preparedness and response important community issues even though public awareness of other hazards is low.

Most of the Southside neighborhood exists in the 100-year floodplain of the Rio de Flag or Clay Avenue Wash. The 100-year floodplain is the area modeled to be under water during a storm event that has a one percent chance of occurring any given year. The issue of flooding has a complicated natural and social history in the Southside. In the late 19th century, the Rio de Flag floodplain followed a different alignment that caused regular flooding of the lumber mill facilities. In the 1910s and 1920s, the community rerouted the ditch where the flooding occurred in the Southside community. In the 1980s, when floodplain regulations went into effect in the Southside, no

consideration was made for this manmade relocation, so the impacts of flood insurance and regulations limited development.

Flood Hazards



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Floodplain restrictions now impacting the Southside include:

- No new obstructions are allowed in the floodway. This includes fences, walls, and accessory structures.
- New residential structures are allowed in the flood fringe provided that their finished floor is at least one foot above the expected flood elevation.
- Commercial buildings can have their finished floor below the expected flood elevation provided that they have the ability to structurally flood proof their building.
- New paved areas are more limited under floodplain regulations. Property owners need to obtain a floodplain use permit and only new commercial parking is allowed. Overnight uses such as hotels must have a staff person on duty 24 hours a day in order to ensure that vehicles are moved in case of flooding.

Obtaining insurance for a non-conforming structure for flooding can be prohibitively expensive for some households. All buildings that have a mortgage and are in a floodplain are required to carry flood insurance by the Federal Emergency Management Agency (FEMA). For many years, the premiums for some properties were frozen under Preferred Risk (grandfathered) and Subsidized Rate (pre-FIRM) insurance policies to prevent displacement. Those programs are in the process of being phased out and premiums for longtime residents in the Southside have been rising.

The City of Flagstaff and the Arizona Congressional delegation are working with the Army Corps of Engineers and BNSF on a flood control project that would remove most of the Southside and NAU from the floodplain. Design and planning for this system has been underway since the mid-1990s. Completion of a flood control project would allow for remapping of the floodway and floodplain designations and reduce if not eliminate their impacts on Southside properties.

Rio de Flag flowing underneath Macy's Coffee some households. All buildings that have a mortgage and are in a floodplain are required to carry flood insurance by the Federal Emergency Management Agency (FEMA). For many years, the premiums for some properties were frozen under Preferred Risk (grandfathered) and Subsidized Rate (pre-FIRM) insurance policies to prevent displacement. Those programs are in the process of being phased out and premiums for longtime residents in the Southside have been rising.

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In addition to floodwaters traveling into the Southside neighborhood, the topography and aging infrastructure create localized flooding issues. Localized low points such as at Dupont Avenue and Leroux Street ("Lake Dupont") often pond with up to three feet of water from water that falls in its vicinity. The primary reason for this ponding relates to an inability for the local storm drain to outlet at a lower elevation.

Many other low points exist in the Southside neighborhood without or with inadequate outlets. The City of Flagstaff Stormwater Section has a running list of planned improvements throughout the City. The amount needed to fund the full capital list is larger than the available funding.

Flooding is not the only hazard that the Southside could experience. The proximity of residences to the BNSF rail line has two main hazards: the risk of derailment and train collisions with vehicles or pedestrians. Unfortunately, the number of collisions with individuals at the railroad and South San Francisco Street spiked in 2018, including several fatalities at this location.

For the general public in the Southside, the most important step is to sign up for emergency alerts and to follow all evacuation and shelter in place orders if a train derailment were to occur. Given the high annual turnover and rate of rental occupied housing in the Southside, preparing for an emergency to these hazards will require a sustained education effort. Another reason to be signed up for emergency alerts is that the Wildland Urban Interface with Sinclair Wash provides a vector for wildland fires to impact the neighborhood. Though the risk is slight, wildfires are a regular occurrence in the Flagstaff area and all residents should be prepared.

Chapter 3: Goals, Policies, and the Regional Plan

Public and Community Spaces

GOAL 7: Give opportunities to all Southside residents to access parks and green spaces within a ten-minute walk from their home.

Policy 7a: Create more small and larger parks throughout the Southside.

Policy 7b: Create opportunities for more active and publicly accessible spaces along the Rio de Flag, after a flood control project is complete.

GOAL 8: Activate streets and cultural gathering places to support community connections and vibrancy of the Southside for all who live there.

Policy 8a: Invest in improved amenities at the Murdoch Center, such as recreation, landscaping, and improved space for events.

Policy 8b: Memorialize historic and existing culture in dedicated public spaces.

Policy 8c: Enhance the streetscapes throughout the neighborhood with complete curb, gutter, and sidewalk, street trees that incorporate needs for stormwater conveyance, traffic, public art, and tactical or creative place making projects.

Policy 8d: Allow for public events, such as food cart events, markets, holiday parties, and car-free events, to include public local streets in their programmed space.

Public and Community Spaces -Flagstaff Regional Plan 2030 Relevant Goals and Policies

Goal CC.5. Support and promote art, science, and education resources for all to experience.

Policy LU.10.9. Civic spaces must be well designed, accessible, and central to the urban fabric.

Policy LU.11.7. Include new and improved civic buildings and civic spaces into downtown1 redevelopment strategies.

Policy LU.12.1. Invest in downtown's streets and sidewalks so that they remain Flagstaff's premiere public spaces.

Flooding and Other Emergencies

GOAL 14: Resolve longstanding flooding hazards in the Southside community.

Policy 14a: Mitigate localized flooding issues and take advantage of green infrastructure opportunities.

Policy 14b: Work towards the removal of the floodplain designation in the Southside.

Policy 14c: Minimize displacement and retain neighborhood character after the floodplain designation is removed to the greatest extent possible.

Policy 14d: Support lobbying efforts to find solutions to the problems with the National Flood Insurance Program.

GOAL 15: Ensure safety for all people and property during a flooding emergency.

Flooding and Other Emergencies -Flagstaff Regional Plan 2030 Relevant Goals and Policies

Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.

Goal PF.1. Work across all government operations and services to prepare for the impacts of natural and human-caused hazards.

Policy PF.3.4. Maintain emergency management operations to protect life and property during disaster events in natural hazard areas and built environments.

Chapter 5: Public Improvement Concepts

The Concept Plan is an illustration of how the goals, policies, and strategies of the Southside Community Plan could differently generate private and public improvements. Chapter 5 is focused on public improvements that were discussed with the public and have been listed as potential strategies in Chapter 6.

Each Concept Public Improvements overview map is followed by illustrations of each design element that corresponds with the number on the overview map. One overview map is for parks improvements, while another is for transportation improvements. All illustrations, diagrams, photographs, and depictions in this Plan are for illustrative purposes only. These do not constitute a commitment by the City that the items depicted will be permitted or that such depictions comply with City Code. Any proposed projects, even those depicted in this Plan, must go through the City's review process before approval. The projects depicted are not currently included in any City capital plans, do not have identified funding, and the need for these improvements may change over time, given that they are not immediately planned for implementation.

Concept Public Improvements – Parks

A recurring desire from public meetings and stakeholder conversations is to establish a park for the Southside neighborhood. Parks are culturally and socially important gathering places in an urban neighborhood. Both the stakeholder group and City staff recommend evaluating other City-owned or future City-owned parcels to create park space as the primary strategy for increasing the accessibility of parks for this community. The illustrations in this section primarily demonstrate how the City and community could take advantage of opportunities on City-owned parcels that are not set aside for another use. If purchasing a central parcel becomes feasible at some point in the future, the community would support that effort so long as it does not displace existing residents.

The Parks Concept Plan shows four illustrations for potential parks that can meet the Parks and Recreation Master Plan's criteria to provide a park within a 10-minute walk of the Southside residents. The Mikes Pike Triangle Pocket Park and the Rio/Ellery St Green Space illustrations show properties currently owned by the City that could be reprogrammed for pocket park spaces.

The Example Rio Green Space with Trail illustration is a conceptual drawing of Policy 7b, which supports strategic easements to allow for mid-block public access along the Little Rio de Flag alignment through the Southside. The City does not currently own enough of the Rio de Flag in most blocks to provide this amenity nor does this illustration indicate that every block would have this connection.

The Lone Tree Overpass Larger Park illustration shows properties that the City plans to acquire as part of the Lone Tree Overpass project that was authorized and funded by voters in 2018. This could be the largest property the City owns in the Southside and could provide the greatest opportunity for a neighborhood park. However, the site has many challenges including the Burlington Northern Santa Fe (BNSF) spur and the location of pillars and features to support the overpass.

Concept Public Improvements – Mikes Pike Triangle Pocket Park

This is a conceptual park that takes advantage of land the City of Flagstaff already owns and currently uses as right-of-way. The existing crisscrossing roadways here are redundant and do not provide access to property on all sides. This illustration shows how the property could be re-allocated in a way that still allows travel through this intersection while maximizing the remaining

space for a pocket park. This concept may move forward more quickly than others because beautification funding is currently programmed for improvements at this location.

- A. A lift station with accompanying structures is needed as part of the Army Corps of Engineers' Rio de Flag Flood control project. The lift station itself could be an architectural and/or recreation amenity. The location of this necessary public facility should preferably attempt to save the mature tree on the site. Some concepts for creating an amenity out of this utility include a climbing wall, area for public art, or a feature that highlights the Route 66 heritage of Mikes Pike.
- B. Mountain Line currently runs buses north from Butler Avenue to Phoenix Avenue along Kendrick Street. The smaller roadway width for Kendrick Street still allows buses to move through the site based on model runs. A 60-foot articulated bus was tested through the shown design and worked. The roadway widths should be minimized while allowing the chosen design vehicle to move through the area.
- C. This park could be designed to have no net loss in public parking managed by ParkFlag. The design as shown adds ten new parking spaces and loses eight others for a net gain of two. The number of spaces provided for the public may vary based on design and how the City wants to balance the need for park space with parking.
- D. The design shown shifts an existing driveway to still provide access to adjacent private property without interrupting the park. At the time of final design or parcel redevelopment, the City should work with the property owner to determine the access needs of the parcels.
- E. Final programming or landscape design of a park in this location is open to further technical review and public involvement. Active components, while also creating a green space for respite, are desired. One possible theme idea is to celebrate Mikes Pike's Route 66 heritage with amenities replicating transportation of the early days of Route 66.

Concept Public Improvements – Rio/Ellery Street Green Space

This park takes advantage of the widest piece of land along the Rio de Flag that the City of Flagstaff already owns. The land is currently used for parking alley access, stormwater conveyance, and roads, and is centrally located for access to the parts of the neighborhood south of Butler Avenue. The design as shown can only happen after a flood control project is implemented because the entire park is within the floodway. The Rio de Flag channel through the Southside will no longer be the main channel after a flood control project. In this document, this conveyance is referred to as the Little Rio de Flag or Little Rio. It will remain an important feature for conveyance of local stormwater.

Features:

- A. A wall is shown at the northern edge of the site to allow gradual grading south of the Little Rio, and to provide more usable space.
- B. The flowline of the Little Rio should incorporate native flora per Regional Plan policies and stormwater practices.
- C. The hatched dark green area represents a landscaped area (not necessarily turf). This area could include community gardens, native wash-inspired plants, pollinator space and possibly some grass depending on the availability of supplemental water.
- D. The park is designed to invite exploration and contemplation through unstructured use. Public art and interpretive panels could extend people's stay within the park, and could highlight the neighborhood's history and historical figures.

- E. Walls between the street and the park should remain short enough so that all areas of the park remain highly visible and therefore do not invite illicit activity.
- F. The City may be able to modify or replace the box culvert to the west to provide additional parking, if the creation of visual barriers between the park and surrounding activity can be avoided.
- G. Ellery Street could be converted to an alley for this block to provide more park space and manage parking. This would eliminate public on-street parking. Other considerations may include fire access, parking management, and stormwater conveyance.
- H. Continued use of private parking on City-owned land is shown. The design should evaluate the needs of property owners and the possibility of bending alley into City parcel to expand park space.
- I. Sidewalk shown along the park could eventually extend further. See the Concept Public Improvements - Curb, Gutter, Sidewalk for more information.
- J. The City could consider purchasing adjacent vacant parcels to expand the park or provide additional parking to this area.
- K. Consider a sidewalk that is flush with the alley to help create adequate width for fire code compliance.

Concept Public Improvements – Example Rio Green Space with Trail

This is an example of an opportunistic linear park feature. An opportunistic design like this is not a guarantee as no funding is currently available and no agreement exists among property owners to give rights to the public for access. However, public input was split between people who wanted to see a similar design along the entire path of the Little Rio de Flag and those who did not want any design because of concerns about vagrancy, trash, safety, and trespassing.

Re-grading and adding a path adjacent to the Rio de Flag anywhere along its length is only possible if this area is no longer a FEMA floodway. Eliminating the floodway will require completion of a flood control project.

This illustration demonstrates how a redevelopment or group of willing property owners in the block between Butler Avenue and Benton Avenue could work with the City to incorporate this design. The concept could be applied in numerous other blocks in the Southside.

In the case of this block, the City would need to purchase or create easements for all four properties that face South San Francisco Street and the northernmost property along Leroux Street. The design, as shown, would eliminate the current access uses by the existing alley. Other blocks in the neighborhood have more complexities such as the City not owning an alley nearby or the Rio de Flag splitting properties in half. Extensive legwork and property owner cooperation would be needed to create a greenspace with stable slopes and adequate space for a path. Any future project would also require local support to move forward.

Features:

- A. A multi-use path is located along one side of the green space to allow maximum space for stable slopes and water conveyance.
- B. The wash could be graded with stable slopes and native wash vegetation could be added alongside some trees for shade.
- C. This green space would invite more interaction and create larger, connected, public/green spaces if it is able to be connected to other public spaces. Consider design elements that celebrate the heritage of Southside.

Concept Public Improvements – Lone Tree Overpass Larger Park

The Lone Tree Overpass Project will require the City to purchase private properties and relocate businesses and residents for construction of the new road alignment. The City of Flagstaff will need to negotiate with property owners and purchase land for the South Lone Tree Road overpass project. Some businesses may be relocated outside of the neighborhood and some businesses may be relocated to adjacent available land along the corridor if the size is suitable. After relocations are considered, land may be available for open space or a developed City park. North of Brannen Avenue, the future South Lone Tree Road will be on pillars above the ground in the current design, which will create open space under the road.

This park concept is the largest expected public space in the Southside neighborhood. However, it is also the most awkward to access. Careful design is necessary to ensure this park stays active and comfortable and does not turn into an area that invites illicit activity. The community has expressed a desire for landscaping that allows for active and passive recreation and creates “eyes on the park” as a form of passive surveillance. The community wants a design that turns an underpass that could be a detraction into a community attraction.

Features:

- A. South Lone Tree Road will be a total of 115-feet wide over the potential park. The dashed lines represent the edge of the roadway and the edge of the bridge. The overpass contains a FUTS on the western side.
- B. Program the park with active attractions that invite regular use. Create a grassy area that is “large enough to throw a ball” which is an area at least 100 feet by 40 feet.
- C. The basketball court is just one example of an active recreation opportunity that would support frequent social gathering in the park as shown to scale. Other examples could include a dog park or shuffleboard.
- D. Create inviting entrance features from both sides. Evaluate expanding the functional park area into the remnant right-of-way from Colorado Street.
- E. Consider a sculpture garden and the incorporation of public art into this space. Ideas for themes include capturing the sawmill and/or railroad history of the area.
- F. The ability to fully develop these properties for a park will depend on the future use of the spur line operated by BNSF. If BNSF reactivates the line, the park may be limited to the southwest portion of the property. Likewise, if this site is identified as a potential site for relocation of businesses, residences, or Amtrak’s passenger facility, the size of a future park may be more limited than what is depicted. This decision will require further public involvement through a separate process.

Concept Public Improvements – Transportation -27.51

The Southside community identified many concerns about parking and transportation that tie in to the condition and design of the neighborhood infrastructure. The concept plan shows several solutions that could be considered in future design of roadway and trail improvements. These designs are not commitments from the City, are not currently included in any capital plans, and do not have identified funding. Also, the need for these improvements may change over time, given that they are not immediately planned for implementation. Other designs may emerge from public engagement when projects in these areas reach the design phase. The purpose of the transportation illustrations is to ensure that the concerns of the community for access and transportation improvements are considered as part of capital improvements planning.

Concept Public Improvements – FUTS Connection

The public has provided mixed feedback on this transportation concept. The Police Department and some members of the public believe increasing pedestrian traffic and cutting back vegetation in this area will decrease crime and be an amenity. Others, including some nearby property owners and residents, are concerned that opening up the area will increase property crime, noise, and detract from public safety based on their past experiences.

This FUTS illustration takes advantage of land already owned by the City of Flagstaff. It would connect the Sawmill, the Sinclair Wash FUTS, and the Lone Tree corridor to Southside's commercial areas and to Downtown. This FUTS has several topographic advantages for cyclists as it follows the Little Rio de Flag through a semi-natural setting and avoids the hill that exists near the intersection of Franklin Avenue and O'Leary Street. Design of this area would need to incorporate Crime Prevention through Environmental Design principles in order to provide a safe walking path at all times of the day and night.

Features:

- A. The narrowest point of City-owned land is approximately 16 feet. It exists east of the steep slopes near the Rio de Flag's defined channel.
- B. Existing asphalt extends east from O'Leary Street in line with Ashurst Avenue. Redesigning this alley would provide fire access and allow low-frequency vehicular traffic to private properties. Vehicles would not be allowed south down the trail or to park in this area.
- C. The use of the trail could increase if the City provides multiple ways to get onto the FUTS. Increased access and visibility will increase its use. Frequent use will deter illicit activities.
- D. Pedestrian-scaled, dark-sky compliant lights along the route may be considered to increase safety and comfort for users at all times of the day if they are financially feasible and if they meet maintenance requirements set by other City policies.

Concept Public Improvements – Curb, Gutter, and Sidewalk

This illustration shows a conceptual illustration of how to provide complete curb, gutter, and sidewalks. This illustration is specific for Dupont Avenue and Verde Street, but could apply to other streets with adequate right-of-way, or adequate usable space, to complete a near-standard street. Adequate right-of-way for this concept is considered to be at least 50 ft.

Stormwater conveyance will need to be included in the final design for curb, gutter, and sidewalk improvements in areas that currently lack this infrastructure throughout the Southside. The first step in this process will be a drainage study and the identification of appropriate drainage mitigation. This design element would focus on the impacts of concentrating storm flow in curbs, increasing impervious surface, and preventing drainage issues on private property.

Two important questions will need to be answered before a complete system of curb, gutter, and sidewalk can be implemented. First, each road and right-of-way in this portion of the Southside has unique challenges. The design will have to be vetted with a separate public and engineering process. Second, a funding source will need to be identified. Stakeholders have told the team that past funding used a special assessment that some property owners couldn't pay, which led to displacement of longtime residents.

Features:

- A. The width of the pavement in this illustration is consistent with the City of Flagstaff Residential Local street standard. It allows parking on both sides and two-way travel. In the mostly residential parts of the Southside, pavement width can be minimized to calm traffic. But in the more industrial northeastern part of the neighborhood, pavement width could be wider to allow for more truck traffic. Most of this area has wider right-of-way to help accomplish the wider pavement width.
- B. Sidewalk widths will vary depending upon available width of right-of-way and potential existing obstructions. Five feet is a standard minimum. Final design could go wider where space allows.
- C. The broken lines at either end represent the expectation that this design continues in most directions.

Note: Streets with less than 50 ft. of usable right-of-way, such as Fontaine Street, will require nonstandard solutions. These streets tend to be low volume for vehicle travel but have heavy demand for parking. For these street's designs, the City may consider yield streets, shared street, or green alley designs.

Concept Public Improvements – Downtown Connection Center

The most likely location for a permanent Downtown Connection Center (DCC) for Mountain Line is the multi-colored area shown on this illustration. Mountain Line has operated the DCC on the City-owned parcels since 2009. Mountain Line operations have grown, not only in ridership, but also in the size and number of buses, to a point where the existing site is beyond physical capacity to adequately serve their growing operational needs.

This illustration remains very general and only conveys some general intents. No specific improvements were drawn for this concept improvement. The illustration only shows the outline of the area under consideration and includes a color gradient that represents the current concept of transitioning from mostly bus-centric services at the west to a community public space at the east. Ideally, the Southside community will need to work with Mountain Line on the more detailed visioning of the DCC when those decisions are being made. The Southside community would like to create a more attractive DCC that becomes an architectural amenity, community amenity, and quality public space for the Southside.

Features:

- A. The western end of the property could be more industrial and support bus operations with site screening, a welcoming area, and community amenities.
- B. The middle of the site may be used for commercial mixed use, civic space, or as another type of transition area.
- C. The east end could be programmed for civic/park space around the Rio de Flag (or Little Rio de Flag) with park spaces that invite people into the greater DCC site.
- D. Amtrak is considering moving the location where passengers board and disembark, which could be included as part of the overall DCC master plan. Keeping Amtrak in the core of town with connectivity to other transportation services is expected to be an overall asset.
- E. The design of Phoenix Avenue between South Milton Road and South Beaver Street could be altered as part of the overall design of the DCC to better accommodate bus movement and increased pedestrian and bicycle travel.
- F. The Active Transportation Master Plan shows a pedestrian and bike route that will run through the future DCC. It ultimately connects to NAU via Humphreys Street and then to the Karen Cooper FUTS in Wheeler Park by going through the DCC and under the railroad bridge under Route 66. Bike and pedestrian connectivity and amenities will be throughout the development.

Chapter 6: Potential Strategies

As stated in Chapter 3, strategies are suggestions and ideas on how to achieve the goals and policies of the Southside Community Plan. Strategies were compiled from public participation, subject matter expertise, and the tools available to the City for plan implementation. All strategies in this Chapter are conceptual, and if they are implemented, may be adjusted based on changes in conditions, available technology, and further public input. Changing how a strategy is implemented does not require a plan amendment so long as the new strategy achieves the goals and policies of the Plan.

Strategies will need to be prioritized before the final plan is produced. We would like your feedback on which strategies should be prioritized in terms of timing and in terms of their importance. We will prioritize what the City and community expect to work together on in the next 5-10 years based on the feedback received after the 60-day public review.

Public and Community Spaces

- Support an increase in public art to help create a unique feel when in the Southside.
- Allow developments to pay an in-lieu fee that goes toward a centralized public space instead of providing their required civic space on the property. Exempt affordable housing from civic space requirements.
- Prioritize park locations that are in an active area and include a mix of businesses and residents around them.
- The City should speculatively purchase individual parcels that could be used later (sometimes much later) as a park or as part of a park.
- Investigate the feasibility of creating a large park near new South Lone Tree Road that is large enough to throw a ball in and can be programmed by the community for art and events.
- Prioritize maximizing usable space and maximum parking at the park at Mikes Pike and Benton Avenue.
- Consider the safety, speed, and volume of adjacent streets when designing new parks.
- Make alignment of the Little Rio de Flag more publicly accessible by purchasing strategic sections or creating a public easement that completes access through blocks where Crime Prevention through Environmental Design (CPTED) can be implemented.
- Add trails within the “little” Rio de Flag alignment where Crime Prevention Through Environmental Design can be implemented.
- Improve landscaping along the Rio de Flag to manage the channel and improve passive surveillance of the area.
- Build more bridges for pedestrians at popular crossing locations across the Little Rio de Flag after the floodplain designation is addressed, prioritizing those that complete connections in the bicycle and pedestrian network.
- Improve Rio de Flag green space along South Ellery Street between South Verde Street and South Agassiz Street to create a linear park space.
- Use civic space in-lieu fees, if collected, for community space improvements at the Murdoch Center.
- Ensure the amenities and details of the Murdoch Center are designed with the community.
- Identify existing gaps in services, such as a flooding information center, in the Southside that can be filled cooperatively through the Murdoch Center. Consider potential Community Development Block Grant (CDBG) funding for these services.
- The community could collect signatures for a petition and propose a special assessment, such as an Enhanced Municipal Service District, to fund expanded improvements, programming, and operations for the Murdoch Center.

- Create a cultural walk that showcases the neighborhood history and encourages walking through the neighborhood.
- Install informational plaques throughout the neighborhood.
- Redevelopment of culturally important buildings should require a small portion of the newly designed site to be civic space that celebrates the past structure.
- Encourage collaboration between multiple community gathering spaces to program community dinners and kitchens, art installations, and historic storytelling installations and events.
- Consider the inclusion of affordable housing and learning centers in larger park and public spaces.
- Plant more street trees that don't conflict with traffic sight lines.
- Create a schedule of pole banners and holiday lighting that provide branding and marketing of the Southside's identity from a historical and commercial perspective.

Flooding and Other Emergencies

- Educate property owners and renters about changing regulations and anticipated flood conditions post floodplain removal.
- Encourage cooperation and consideration of access and maintenance easements with property owners for access, and the ability of the City to maintain/improve grading, clear sediment, obstructions, trees, weeds, and trash (this will need to happen along the entire length of the Rio de Flag through the Southside or it will not benefit flow volume).
- Be proactive and work with property owners that have channel obstructions to keep the channel clear to address regional and localized flooding.
- Educate the community and insurance agents on flood insurance options.
- Explore funding for an insurance subsidy program for qualifying households.
- Educate the community on options to physically protect their homes/businesses.
- Explore funding opportunities to assist in physical protection of homes/businesses.
- Get Southside residents signed up for alerts and on lists for evacuation assistance.
- Work with NAU City Liaisons to distribute alert information to NAU students in the Southside each school year.
- Train local residents through the Murdoch Center to assist the homebound, elderly, and disabled in the neighborhood to sign up for alerts about flooding and get on lists for evacuation assistance.
- Identify and create a plan to mediate environmental hazards like the railroad-related brownfields in the 500-year floodplain and other potential sources of water pollution.
- Continue existing and promote more community clean-ups along the Little Rio de Flag.

There was discussion on the Rio flow of the Downtown Connection Center public spaces. The Friends of the Rio Group and others would like the flow open through the transportation area as an amenity before putting it underground. Malcolm added the transportation area of the Downtown Connection Center is not a composite channel and the plans are approved to go underground. Staff will look into whether or not the plans have been approved for this.

Carlton Johnson discussed flooding and the plan is to mitigate localized flooding by lessening upstream flows and with the Stormwater infrastructure. Malcolm Alter brought up maintenance of the Channel, which he says is complicated with or without the Rio de Flag Project, but maintenance of the channel will be necessary.

Marie Jones appreciates that the plan points to the difference between the 100 year flood and the local flood which will be solved by the Rio de Flag Project if it goes through. She is concerned if property owners or homeowners understand that the Rio de Flag Flood Control Project is not going to solve their flooding problems if they are under the impression it will. The Rio de Flag Project is being approached holistically as a flood control project for the City of Flagstaff.

Brad Hill clarified that Rio de Flag Project is not going to solve the flooding problems, especially on Dupont, and that Stormwater is in the process of starting the Rio de Flag project, depending on the funds and they will clarify the priorities of the project. Carlton stated if the Water Commission members have additional comments to email by February 4, 2020.

V. OLD BUSINESS

A. Water Services Strategic Plan 2025

Brad Hill indicated that Flagstaff Water Services management team collectively contributed to this document, identifying the major challenges, risks, opportunities and investment needs that Water Services will face over a five-year horizon. This Plan is intended to be a roadmap for future decision-making, identifying the standards we follow and potential challenges faced to maintain those standards.

Flagstaff Water Services is currently well-positioned to provide reliable water services to the community. However, staff is aware of potential needs and risks we are likely to face in the near future. The Flagstaff Water Services Strategic Plan 2025 identifies the Business Values and Standards driving this organization and prioritizes the top ten issues (or objectives) we are likely to face in order to maintain those Values and Standards.

The Objectives in this Plan address the following important issues:

1. Standards and Data-Driven Decision Making
2. Wildcat Hill Water Reclamation Plant Capacity
3. Wildfires and Water Service Reliability
4. Stormwater System Sizing and Maintenance
5. Infrastructure Reliability and Maintenance
6. Water Resources and Climate Change Planning
7. Water Quality
8. Overall Environmental Protection
9. Enhanced Communication Practices and Customer Service
10. Critical Workforce Issues

Implementing solutions to these ten identified issues will require significant financial resources, impacting future budgets and rates. This document will lay the groundwork for discussions on the best path forward in solving a problem, or modifying relevant standards.

Brad introduced John Ruetten, Resource Trends, Inc. who presented the Strategic Plan.

The Purpose of the Strategic Plan

Flagstaff Water Services is currently well-positioned to provide reliable services, meeting both regulatory and internal standards. However, the 2025 Strategic Plan focuses on the future, addressing the risks, major decisions, needed investments, and opportunities likely to arise within the plan's five-year horizon. Specifically, this Strategic Plan is designed to meet the following objectives:

- Provide a substantive and easy to read overview of the water issues facing Flagstaff

- Identify the major challenges, strategic objectives, and needed investments likely to come up during the five-year planning horizon
- Increase confidence among the Flagstaff City Council and the community that Flagstaff Water Services is addressing future risks, opportunities, and needed investments (such as in infrastructure or staffing)
- Establish a basis for future community dialogue on specific water issues in Flagstaff
- Ensure that strategic objectives are aligned with the Division's mission, values, standards, City Council goals, and the appropriate elements of Flagstaff's Climate Change Action and Adaptation Plan
- Outline the financial implications of the issues described in this Strategic Plan

Strategic Objectives

Using Strategic Objectives to Describe the Future – The Division's Strategic Plan employs several criteria for assessing future challenges and opportunities. These criteria include the following:

- Making sure that the Division remains compliant with current regulations and standards
- Responding to changes in water demands, environmental conditions, and the conditions of assets
- Anticipating and planning for changes in regulations and internal standards
- Addressing evolving community needs and taking advantage of opportunities to increase efficiency

Assessing the Division's operations and capital programs using the criteria above has led to the development of a series of *Strategic Objectives* that address future performance to standards, or opportunities to increase efficiency. They do not represent final decisions, rather they are designed to provide a compelling argument for the proposed analyses or actions. Furthermore, they establish a framework for the Division's staff to continue clarifying the issues and establishing priorities, collaborating with experts, and leading a dialogue with the City Council and the community about needed investments and the urgency of these investments.

Financial Implications – The Strategic Objectives outline the challenges facing Flagstaff Water Services and the community within the 5-year planning horizon and beyond. Implementing solutions will require significant financial resources. The magnitude of these resources, their impact on current budgets, and their potential effect on rates will be provided during future discussions with the Water Commission, the City Council, and the community.

This Strategic Plan provides an overview of the values, standards, and major water issues facing Flagstaff during the 5-year planning horizon. Although each of the Strategic Objectives in the Plan is important, it is clear that certain challenges and investments are more time critical than others. It's also clear that climate change must be considered in almost every aspect of water and environmental planning.

The flooding, water service reliability, and environmental risks associated with wildfires and unprecedented rainstorms are real and imminent. The solids-processing capacity, future hydraulic capacity and reliability of the Wildcat Hill Wastewater Treatment Plant must be addressed within the planning horizon. The nexus between climate change, water resources, and supply reliability is a longer-term issue. However, more comprehensive data and planning needs to begin now to fully understand the safe groundwater yield and develop a model and practices to achieve a sustainable water budget. The specific effects of climate change on Lake Mary yields must be modeled, including the ramifications of losing this water resource.

Given these challenges, the Division's ability to develop clear standards and collect, share, and utilize relevant data will be critical. Finally, the Division needs to clearly communicate and discuss

the issues in this Strategic Plan with the City Council and the community, especially the financial ramifications of proposed solutions.

John Ruetten touched on each Strategic Objective listed and explained the big issues Water Services face. Brad added that the Strategic Plan is a tool to communicate. John Malin asked if the Water Services Capital Expenditures list which is prioritized each year is taken into account in the objectives. Brad indicated the Strategic Plan is only a guide and to begin conversations on priorities. Jamie asked if there was partnership with the County on Objective #3: Wildfires and Water Service Reliability since this is a number one health threat. Brad said no, they have not expressed interest on this objective and that it's the collaboration with forestry to make this one work.

Summary:

- These are the top ten issues facing our division, as identified by our Management Team
- Each Strategic Objective does not represent a policy decision, but is designed to facilitate dialogue
- Each Strategic Objective will have its own public dialogue to discuss the problems and solutions
- Implementation: Updates provided every six months

Marie Jones requested for staff to provide more information on Strategic Objective #6 - Water Resources and Climate Change Planning. She has concerns of opportunities for infiltration to replenish wells so would like a little more information, especially for Planning & Zoning regulations. Brad indicated that more information is provided in the Water Resources Master Plan coming up next on the agenda.

B. Water Resources Master Plan – Draft Scope of Work

Erin Young, Water Resources Manager said staff developed and presented a scope-of-work to complete the Water Resources Master Plan to the Water Commission at the October, 2019 meeting. Water Commission provided staff direction to acquire a similar scope of work from the on-call consultant list to complete a Water Resources Master Plan.

The consultant, Brown & Caldwell prepared the scope-of-work based on the scope prepared by staff to the Water Commission at the October, 2019 meeting. Brown and Caldwell presented the scope of work and answer any questions. Staff is requesting a recommendation from the Water Commission to proceed with the scope of work from Brown and Caldwell and will bring the scope of work as a contract for Council consideration in January.

The Water Resources Master Plan (WRMP) is modeled after the *One Water* concept (One Water Flagstaff). The end product will represent a long-term commitment to ensure Flagstaff's water future through collaboration, innovation, and public involvement. One Water Flagstaff will provide a history of water resource planning, a decision framework, vision, and implementation strategy required to meet long-term water supply demands for a prosperous and innovative population.

The planning effort will adopt One Water concepts from the *US Water Alliance One Water Roadmap: The Sustainable Management of Life's Most Essential Resource (2016)* and the Water Research Foundation's *Blueprint for One Water*. The plan will inform the five arenas for action defined in the One Water Roadmap: Reliable & Resilient Utilities, Thriving Cities, Competitive Business and Industry, Social and Economic Inclusion, and Healthy Environments.

Flagstaff City Council has set a goal to be a national leader in water conservation for all sectors. While the focus in Water Services Department is to provide for the basic human needs of a high-quality, safe, reliable water supply for the community, the department has an additional obligation to be stewards of that supply while supporting a thriving local economy, community vitality, and

natural, healthy ecosystems. This project will align the integrated master planning approach with community goals and values, resource protection, and resources utilization in one plan.

Why now?

- Additional water supplies needed as soon as ~20 years
- Available options have significant cost
 - Red Gap Ranch
 - Potable reuse with advanced treatment
- Update 2011 Draft Master Plan
- Update Adequate Water Supply Designation
- Build resilience in water resource portfolio
 - Impacts of climate change
 - Sustainable aquifer pumping

Katie Vanyo and Robert McCandless with Brown and Caldwell will present the Water Resources Master Plan – Draft Scope of Work.

Goals and Objectives:

- 1.5 year planning effort
- Provide a roadmap to implement water management strategies that satisfy near-term and long-term water demands
- Develop a sustainable water budget
- Develop value-based sustainability metrics
- Assess water supply options for alignment with City’s Climate Action and Adaptation Plan (CAAP).

Key Components:

- Collaborative effort – Commission, Council and community
- One Water approach
- Align integrated planning approach with community goals, values, resource protection and resources utilization

Major Elements

- Provide historical and current context
- Engage stakeholders and public to define values, objectives and policies
- Update water demand projections
- Develop water balance
- Define and assess alternatives
- Present findings and recommendations



Background

The WRMP will include the following goals and objectives:

- Includes
 - History of water resources & past alternatives
 - Summary of relevant regulations
 - Current water resource challenges
 - Learning from the past
- Material to be provided by City staff
- Flexibility & Adaptability

Stakeholder Engagement and Public Outreach

- Follows the OneWater planning process
- Support from Southwest Decisions Resources
- Identify stakeholder and focus groups (Commission, others...)
- Major workshops

- Identify issues, establish goals, objectives and policies
- Develop criteria for evaluation of water supplies
- Develop public outreach campaign
- Public forum for presentation of findings and recommendations

Water Demand Projections

- Update water demand projection model: population & land use (City to provide)
- Account for variable growth rate and unit water demands (City)
- Model impacts of land use changes on water demand (by WWR)
- Model economic benefit of new developments and business attraction per unit of annual water use (by WWR)
- Demand model will be provided to consultant by City staff

Define Alternatives

- Reclaimed system “purple-pipe” expansion
- On-site reuse
- Stormwater capture & recharge (dry wells)
- Water conservation
- Recharge of excess water (spilled over the dam) from Upper Lake Mary to recharge Lake Mary Wellfield
- Indirect Potable Reuse
 - Groundwater Augmentation
 - Managed Recharge (stream-bed recharge)
 - with Class A+ Reclaimed Water
 - with Advanced Treatment (IPR)
 - Constructed Recharge (wells)
 - with Class A+ Reclaimed Water
 - with Advanced Treatment (IPR)
 - Surface Water Augmentation at Upper Lake Mary
- Direct Potable Reuse
- Import Red Gap Ranch groundwater

Assess Alternatives

- Certainty of quantity (e.g. reclaimed water availability in the future)
- Sufficient quantity to satisfy demand for how many years?
- Impact on aquifer water level declines
- Implementation challenges
- Alignment with community values
- Costs
 - Capital
 - Lifecycle cost, phased over time
 - Cost per acre-foot of water
 - Impacts of alternatives on customer rates
- Potential funding sources
- Regulatory challenges
- Community preference

Reporting

- Draft and Final Report
- Presentation to Water Commission
- Presentation to City Council
- Report on Results from Public Forum Activities and Findings with Southwest Decision Resources

Jamie Whelan said the Scope of Work should be collaborated with other Divisions for codes & regulations and staff indicated they are working on that.

Malcolm indicated that the new well drilling should be included in the alternatives. Brad agreed that it should be included since it is in the capital program now.

The Water Commission approved to proceed with the scope of work from Brown and Caldwell and for staff to present to Council for consideration on January 14th.

PUBLIC COMMENT: Paul Haro asked on the History of Flagstaff, if the City ever proposed a man-made reservoir to capture water and pump from that. Erin said yes, the City has in the past.

PUBLIC COMMENT: Robert Vane –The Water Conservation Plan which was recently completed with a water demand projection should be coordinated with the demand of the Water Resources Master Plan.

VI. INFORMATIONAL ITEMS TO/FROM THE CHAIR, COMMISSION OR STAFF

Brad Hill announced that he Retired as of December 2nd after 12 years but the City has contracted him back for another six months. Brad said he was asked by the City Manager to put a list of all the accomplishments that have occurred over the 12 years of being with Flagstaff. He will share the link with the Water Commission Members.

The City of Flagstaff, Coconino County & the Friends of the Rio got a grant to do Water Shed Planning so a group was formed, Malcolm Alter and Ward Davis were appointed to be part of this group.

VII. ADJOURNMENT

Ward Davis moved to adjourned at 6.16 p.m. and seconded by Timothy Bowers.