

Community Character Element Packet #2

Updated September 27, 2011

To: CAC Members and Alternates
From: Regional Plan Core Planning Staff
Date: May 17, 2011
Re: Community Character Element

CAC ASSIGNMENT:

Please find the UPDATED COMMUNITY CHARACTER ELEMENT DRAFT, attached. Edit suggestions from the CAC in June and July have been incorporated into the existing text, goals and policies. **All items in blue are new text, goals and policies (with reference to previous 2001 RP policies made).**

Please read Packet #2 to prepare for the ____ CAC Meeting.

1. Read Packet #2 – Community Character Element

- (a) Outline
- (b) Drafted text subsections:
 - A. Community Character Introduction
 - B. Relationship to Vision and Guiding Principles
 - C. Community Design (*completed section ready for November 2011 review*)
 - D. Scenic Resources (*completed section ready for November 2011 review*)
 - E. Arts, Science & Education (*section ready for November 2011 review*)
 - F. Heritage Preservation (*approved at June 2, 2011 CAC Meeting*)
 - G. Neighborhood Preservation and Revitalization (*partially discussed at June 2, 2011 CAC Meeting*)
 - H. Revitalization and Redevelopment. (*Not discussed yet*)

2. Recommended reading:

Prior to reviewing Packet #2, the CAC should have received, read and commented upon Community Character Packet #1 containing information used by staff to draft Packet #2.

- (a) Packet #1 contains the following reference material:
 - i. Arizona State Statute requirements for the Community Character element
 1. Neighborhood Preservation and Revitalization (required element)
 2. Urban Conservation, Revitalization and Redevelopment (required element)
 3. Heritage Preservation (optional element)
 4. Community Character and Urban Design (optional element)
 - ii. Summary of public comments from (8) Open Houses and (1) Focus Group
 - iii. Relationship of Community Character element to other planning elements
 - iv. Review and critique of existing Goals and Policies.
- (b) MAPS/PLANS, *Regional Land Use and Transportation Plan, 2002*

- i. Map 3: Regional Land Use Plan
 - ii. Map 4: City Land Use Plan
 - iii. Map 21: Historic Properties and District
 - iv. Map 23: Redevelopment Area Plan
- (c) TEXT: *Flagstaff Regional Land Use and Transportation Plan, 2002*
- i. Community Character and Design Element, pp. 5-1 (Introductory paragraph)
 - ii. Historic Preservation, 6-19
 - iii. Infill and Redevelopment, pp. 2-2 through 2-4

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Outline

A. Community Character Introduction

B. Relationship to Vision and Guiding Principles

C. Community Design

1. Landscape
2. Urban Design
3. Streetscapes
4. Building & Site Design
5. Goals & Policies

D. Scenic Resources

1. Gateways
2. Corridors
3. Vistas and Viewsheds
4. Goals & Policies

E. Arts, Science & Education

1. Art
2. Science
3. Education
4. Goals & Policies

F. Heritage Preservation

1. Historic Preservation
2. Cultural Preservation
3. Goals & Policies

G. Neighborhood Preservation & Revitalization

1. Neighborhood Plans & County Area Plans
2. Goals & Policies

H. Revitalization and Redevelopment

1. Current Assessment, Staff, Programs, Projects and Tools
2. Goals & Policies

A. Community Character Introduction

Community Character is the combination of qualities and assets that make a community unique, and that establish a sense of place for its residents and visitors. Distinctive aspects of the natural environment, as well as the character of the human-built environment, define the physical character of Flagstaff. The built environment includes human-made structures and land use patterns; building forms, architecture and materials; transportation systems; and public spaces with their influence on people and circulation systems. Social activities, cultural and artistic offerings, and the unique people who live, work and play here also contribute to the Flagstaff area's community character.

The Flagstaff Region is a mix of [rural, suburban and urban land use patterns](#), each with its own values and unique features. From the historic downtown and neighborhood areas that once housed railroad and lumber mill workers, small businesses, and central schools, to subsequent suburban, auto-oriented developments and growing rural communities, Flagstaff's neighborhoods are the core of the region. [Existing activity centers, as well as the potential of what those urban, suburban and rural activity centers may be, can reflect the unique and character-defining aesthetics of the region, such as the railroad and the Route 66 "mother road" eras.](#) Outdoor activities and love of nature further define the spirit of the community.

Preserving and enhancing the region's community character is important to our residents and visitors. Tools to accomplish these goals include: preserving the region's natural, historic, scenic and cultural resources; defining community gateways and scenic corridors; expanding economic development opportunities and housing choices; and nurturing artistic and educational opportunities.

Preserving and revitalizing distinctive areas enhances the character of the greater region, celebrates the cultures that have established our unique sense of place, and promotes a stable, vibrant community for residents and visitors, and is vital to maintaining the region's vitality and quality of life. It is important that preservation and restoration efforts are well-balanced with new growth and redevelopment throughout the region, as they will have a tremendous influence on the community's overall appearance and future character. Each sub-section of this element therefore contains an indication of what characteristics should be preserved, restored and emulated.

B. Relationship to Vision and Guiding Principles

The purpose of this element is to discern efforts to preserve, restore and enhance the region's extraordinary cultural and ecological composition by carefully integrating the natural and built environments. We envision a region where stewardship of the unique characteristics of our ecosystem, communities and neighborhoods plays an important role in every development project. An environmentally, socially and economically sustainable community may be achieved through the application of Smart Growth principles, quality design and development, and the preservation of our unique sense of place, with the key to success resting upon the accountability of private and public partners working collaboratively toward this goal.

C. Community Design

Hardcopy available at October 6, 2011 CAC Meeting

D. Scenic Resources

Hardcopy available at October 6, 2011 CAC Meeting

E. Arts, Science and Education

Hardcopy available at October 6, 2011 CAC Meeting

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F. Heritage Preservation

Our region's cultural and historic resources – historic and pre-historic sites, historic buildings and places – must be preserved, protected and enhanced. Flagstaff hosts a number of historic buildings which greatly contribute to a strong sense of place and community identity, and attract visitors to the community through their aesthetic charm and significance. This rich array of historic resources, which reflect more than 100 years of settlement and growth, provides tangible witness to the development of the railroad, transcontinental highways, logging and building stone industries, local and county government, livestock and agriculture, science, higher education and business in Flagstaff and northern Arizona.

For cultural and historic resources to serve as meaningful focal points within the community, it is necessary to **preserve** archeological sites, historic sites (such as abandoned logging roads and railbeds - possibly for use as trails), and historic buildings of significance; **restore** elements of the Route 66 corridor and scenic corridors and gateways; and **emulate** historic architecture and design in new development.

Systematic surveys inventory more than 650 resources from the historic period (1880-1945) are inventoried in systematic surveys, many of which are included in several National Register Historic Districts (See Map 21: Historic Properties & Districts). These district nominations and surveys (undertaken between 1980 and 2010) are available to the public at Cline Library Special Collections and Archives, at the Flagstaff Coconino County Public Library, and at the City of Flagstaff.

The official National Register Historic Districts include: Townsite, Railroad Addition, North End and Southside. Three local Historic Districts include: Downtown Historic District, Townsite Historic District, and Landmarks District, which is a floating overlay district applicable to qualifying locations within the city. The local Historic Overlay Districts contain over 300 individual properties.

HISTORIC PRESERVATION:

Historic Preservation efforts and programs established in the City of Flagstaff include: Flagstaff as a Certified Local Government (CLG), which makes the local government eligible for financial and technical assistance in historic preservation efforts under the National Historic Preservation Act; a new Historic Preservation Division in the proposed revisions to the Zoning Code, which requires cultural resource impact studies and impact mitigation strategies for new development. The proposed revisions to the Zoning Code further requires that the City appoint a Historic Preservation Officer to work in conjunction with the Historic Preservation Commission to perform the following: Historic District Design Review, historic property inventories, landmark and historic district formation and maintenance, design review, impact analysis, and Section 106 reviews for federally-funded projects; public education and outreach to provide documents, resources and guidelines on historic preservation; and, an annually funded Historic Facades and Signs Grant Program. Program staff works with the State Historic Preservation Office (SHPO) and the Heritage Preservation Commission (HPC) on heritage preservation efforts.¹

Outside the city limits, Heritage Preservation efforts have primarily been completed by land management agencies such as the U.S. Forest Service, the Arizona State Land Department, the National Park Service and local Native American tribes. Coconino County is not a CLG and is not required to be such to recognize historic structures or seek their protection. The County does not have dedicated historic preservation staff, so most of the efforts occurring on private lands are undertaken by individuals and small groups who focus on specific properties or local landmarks.

Structures and Objects – The broad category of “structures and objects” is designed to allow communities to recognize things that do not fall under the distinction of districts, sites and buildings, but are still important to the

¹ For more details regarding Historic Preservation programs and efforts, see: <http://www.flagstaff.az.gov/index.aspx?nid=901>

community because of their associated history, engineering or cultural significance. There are many culturally significant sites located within the regional planning area. Some of these sites are considered sacred because of their importance to historical or traditional events associated with regional Native American tribes. Many cultural sites have been documented with the State Historic Preservation Office in conjunction with projects that use federal monies or occur on federal or state owned lands. Although it is uncommon to require a developer to perform archeological studies in the County, the work has been performed on sites that warrant evaluation. Archeological resources are often hidden from view, but many lasting visual remnants remain throughout the region including petroglyphs, pottery shards and burial sites. Many of these locations are often held in confidence to protect them from desecration.

Historic trails are a unique resource that recounts the travels of early explorers and settlers in the area. Over time, many of these original corridors were transformed into wagon routes, recreation trails, ranching roads, highways or train corridors. However, there are no national Historic Trails within the regional planning area to date. Among the more interesting trails are the Beale Wagon Road and the Grand Canyon stagecoach line. The original Beale Wagon Road was a military road connecting Arizona's Fort Defiance and southern California. The stagecoach line was initiated by a private company to take tourists from Flagstaff to the Grand Canyon.

Historic Development includes buildings, roads, signage, lighting and landscaping. Over the past century, the human-built form of the Flagstaff region has evolved into five approximate development eras, as follows:

Pre-Route 66 (<1926)

Prior to the construction of Route 66, Flagstaff's buildings were assembled from locally-produced materials dominated by malpais stone, Moenkopi sandstone, Kaibab limestone, wood planks and timber. With the exception of downtown, most structures were simple and practical, featuring a main gable roof on a rectangular plan, and modest in size. In the downtown area, historic structures were constructed of local materials and imported Midwestern façade designs popular in that era. Other community design influences of this period included the imported farmhouse, Victorian, craftsman home designs, the railroad industry and National Park architecture, which combined native materials and architecture to create visually appealing and contextual structures.

Examples Include: [Photographs]

Early Route 66 (1926-1945)

In the early years of Route 66, community design was heavily influenced by the burgeoning tourism industry. Early traveler-induced developments, such as motels, were simple, practical, and built from local materials. The development of the mother-road itself, Route 66, stimulated subsequent growth and development along its edges, and indicated the start of an important change in the community character, from a more downtown 'node' to corridor development.

Examples Include: [Photographs]

Late Route 66 (1945-1967)

Following World War II, Flagstaff saw many significant influences on community character, including: the post-war housing boom; a notable growth of tourism; dominance of the automobile; and, expanded use of imported building materials and designs. Residential development included a mix of the design traditions of Flagstaff, such as simple structures along gridded streets with sidewalks and street trees; and post-war production housing development featuring whole-neighborhood developments with un-gridded streets, repeated home design and a shift to imported materials, such as stucco, tile roofing and metal windows. In addition, large multi-family structures were introduced along with the development pattern of: wide streets; auto-oriented, strip commercial buildings; and the introduction of 'modern' materials such as CMU block.

As the tourism industry grew, Flagstaff expanded from the small, central downtown outward to include motels, service stations, and diner lined highways which included imported architecture and materials, standardized building designs, and automobile serving facilities. Notable for this period, was the introduction of the large, eye-catching, commercial signage to capture the attention of the auto-oriented society. This era resulted in the decline of the historic downtown's economic vitality as commercial activity dispersed and impacted the overall community character.

Examples Include: [Photographs]

Interstate 40 (1967-2001)

With the introduction of the interstate highway system, specifically I-17 and I-40, auto-oriented commercial enterprises sprouted in areas adjacent to these new corridors. These sites were suburban in character and devoid of pedestrian-friendly amenities, such as plazas, trees and street furniture. Although new zoning regulations required the installation of landscaping, it remained suburban in character. Architecturally, the shift was complete – away from the design traditions of Flagstaff (e.g., simple designs, local materials, human-scale buildings and streets) to that of imported, non-descript, replicated design and materials.

As Flagstaff's last lumber mill and window plant closed, imported materials became the norm, even though the region is surrounded with natural building materials such as timber and stone. However, the latter half of this era saw an increase in community interest regarding our historic resources and neighborhoods. Downtown revitalization efforts began in 1992, introducing the Heritage Preservation program and sparking an economic boom in the community. These efforts reflected a cognizance of the importance of preserving a 'sense of place' through building, landscape, street, road and signage designs.

Examples Include: [Photographs]

Design Review Years (2001 to present)

In 2001, Flagstaff introduced design controls through the Land Development Code. Some of these basic principles included pedestrian-friendly site design, characterized by building-forward site layout, human scale buildings, and a preference for local materials. These regulations currently apply to non-residential and multi-family developments only. Design Guidelines were also introduced within the Zoning Code in 2001, and are primarily voluntary. Development during this period generally continues to follow the auto-oriented, highway patterns of development, with an incremental trend toward the design traditions of Flagstaff. Beginning in 2001, the City dedicated public funds to 'community beautification', leading to the removal of billboards, the construction of a significant urban trail system, municipal landscaping, pedestrian amenities and public art.

Examples Include: [Photographs]

CULTURAL PRESERVATION:

Cultural resources are quite varied and are best described using the national standard. Properties listed in the National Register of Historic Places include "districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture."

Sites - Archeological sites in the Flagstaff region date human occupation to as early as 450 AD. These sites are located in areas where crops were once grown, and have yielded pottery and other evidence of civilization. Other sites exist in the forest where remains of "alcove houses" have been identified – a building form unique to this area. There are numerous settlement-eras historic resources related to ranching, logging, sawmill, mining, military and railroad activities. Sixteen archaeological sites have been documented within a one mile radius of the Milton Road/University Drive intersection.. One example, the Basque Pelota Court, circa 1926, is located in the Historic Southside neighborhood and is the last such court remaining in Arizona and one of only fourteen known

to exist. Beginning in the early 1870's, Basque shepherders were the first to graze stock in the region and they settled in this neighborhood. The court is not, however, officially recognized as a historic site by the City of Flagstaff.

Future Heritage Preservation needs and vision identified through the public process include the establishment of an archeological sensitivity map(a portion of which is underway); the establishment of additional local historic district(s); updating historic resource inventories; a public education component in understanding the value of heritage preservation and training in preservation technology; and collaboration and cooperation in valuing historic resources as important as private property rights. Preserving the region's historic resources and including heritage, in the way of design, building traditions, and cultural preservation, enhances the quality of life in the Flagstaff area.

Heritage Preservation Goals & Policies

Goal HP1 - Preserve Heritage Resources² and consider regional heritage in future developments
(formerly Policy CD2.4) (CAC Approved 6/2/2011)

Policy HP1.1—Protect Historical, Archeological and Cultural Resources³ by identification and preservation. (Formerly Policy NCR 1.10) (CAC Approved 6/2/2011)

Suggested Strategies:

- Complete archeological sensitivity map
- This item is federally mandated, but importance is underscored by remaining a policy

Policy HP1.2—Preserve and improve the Quality of historic housing, buildings and structures and neighborhoods through their restoration and rehabilitation. (Formerly Policy CD2.8)
(CAC Approved 6/2/2011)

Suggested Strategies:

- Publicize the benefits of existing National and Historic Districts and adaptive re-use of historic buildings
- Public Education campaign on heritage preservation value
- Public Education campaign involving preservation technologies and resources

² “Heritage Resources” as an inclusive term of ‘cultural’ and ‘historic’ resources (*see below*), enveloping historic buildings, a historic building’s setting, as well as paleontological and archeological resources, including all of the cultures of aboriginal peoples and western civilization, and includes natural features and landscapes of significant uniqueness to an area. The term is more consistent with international standards and definitions. In the United States, the term “Heritage Resource” is technically interchangeable with the term “Cultural Resource.

“Cultural Resource” is an aspect of a cultural system that is valued by or significantly representative or informative of a culture, and generally refers to archeological resources and the histories surrounding these cultures.

“Historic Resources” alone technically refers specifically to western culture and specifically to buildings.

³ This item is federally mandated, but the importance is underscored by remaining a policy.

G. Neighborhood Preservation & Revitalization

Neighborhoods are the backbone of every community – places where people live, play, go to school, work and interact. Rooted in Flagstaff’s neighborhoods are its diversity and vitality -- complete with eclectic styles, personalities, cultural heritage and social needs. Central to Flagstaff’s **urban** neighborhoods is a pedestrian experience through interconnections of local businesses, homes, and schools, places of worship, transit, and parks in a compact, walkable land use pattern. The city and county **suburban** neighborhoods encompass typical, yet diverse within in flavor, residential development with larger homes and yards, primarily accessed by the automobile. The county’s **rural** neighborhoods are more typically low-density ‘ranchettes’ with barns, animals and open space. This variety of neighborhood types is important to the Region’s character, vitality, and quality of life, and affordability.

Each neighborhood is unique, sharing a desire to **preserve** its individuality and diverse culture, while contributing to the character of the region as a whole. A healthy neighborhood works to maintain and enhance safety and community pride with well-maintained homes and businesses, active neighbors and healthy residents. In the Community Values Survey, 2010, the public identified some of the community’s favorite urban neighborhoods to **emulate** in future development and redevelopment. Included were the historic Townsite, Downtown, Southside and Coconino Estates. These neighborhoods exhibit timeless qualities of mature street trees, front porches and active neighbors. Neighborhoods identified as “...needing attention while respecting cultural heritage...” were La Plaza Vieja, Sunnyside, Lower Greenlaw and mobile home parks. The attention sought primarily involved maintenance and turning vacant buildings and underutilized sites into neighborhood assets.

Although ‘enhancing neighborhoods’ appears as a good overall objective and fosters pride of place, it also raises concerns among residents, including gentrification and affordability. One example of this balancing act will be the Southside neighborhood after the Rio de Flag flood control project is complete. With the threat of potential flooding eliminated, the neighborhood will be ripe for redevelopment and infill development that could push-out its long time residents and businesses. In an effort to manage potential transformation and preservation, the neighborhood created “The Southside 2005 Plan” to guide its future.

Neighborhood Plans & County Area Plans

Neighborhood Plans and County Area Plans are special plans for a defined neighborhood or area of the city or county. These are typically developed with the involvement of residents of the area for which the plan has been prepared. They serve as an amendment or adjunct to the city or county general comprehensive plan. Adopted City of Flagstaff neighborhood plans include “The Southside 2005 Plan” and “La Plaza Vieja Neighborhood Plan.” Adopted Area Plans for communities within the Coconino County region include⁴ Kachina Village, Fort Valley, Bellemont, Doney Park Timberline -Fernwood, and Mountaineer.

Each of the Neighborhood and Area Plans are unique unto themselves. However, general community sentiment, ascertained through public open houses and focus groups, identified positive community character elements, specifically for neighborhoods to continue as: promoting the design traditions of Flagstaff through the use of natural materials, colors, front porches and street trees; using and improving existing infrastructure to appropriately increase density and revitalization in existing neighborhoods which have identified themselves as desiring this; extending and connecting the pedestrian grid, especially crosswalks along busy roads; incorporating parks, open space, high-altitude landscaping and public art into public projects; and maintaining the rural character of the county communities.

The public processes described above also identified challenges to community character within neighborhoods, predominantly as: absentee landlords; commercial ‘strip’ shopping centers within neighborhoods; lack of investment from the public and private sectors; as well as public education and resources on how to properly repair, remodel and preserve existing homes and buildings.

⁴ <http://www.coconino.az.gov/comdev.aspx?id=21698> to access all Coconino County Area Plans

Various neighborhood safety and social programs are operated by Coconino County Health Services, Flagstaff United School District (FUSD), the Police Block Watch Program, the city's Sustainability Program's community gardens, and Community Design's Beautification community grants, all of which are means to successful neighborhood preservation and revitalization efforts.

Neighborhood Preservation & Revitalization Goals & Policies

Goal NP1 – The Flagstaff region will foster and maintain healthy and diverse neighborhoods, from urban to suburban to rural. (CAC Approved 6/2/2011 with amendment in red)

Policy NP1.1—Preserve and Enhance Existing Neighborhoods (Formerly Policy HN2.5)
(CAC Approved 6/2/2011)

- **Suggested Strategies:**

- Create Neighborhood Plans and Area Plans;
- Support Neighborhood and Area Plans with regulatory techniques.
- Assist neighborhood organizations with resources and collaborative enhancement efforts.
- General public education: Historic Preservation and home maintenance 'workshops'.
- Collaborate with residents to stabilize, protect and improve historic districts and neighborhoods while maintaining affordable options. Involve residents in the process of planning and obtaining financial and technical assistance for the protection, stabilization, affordability and viability of their neighborhoods.

Policy NP1.2—Changes to neighborhoods should respect traditions, identifiable styles, proportions, streetscapes, relationships between buildings, yards and roadways; and use historically appropriate and compatible building and structural materials for the historic districts.
(Formerly Policy CD2.7) (CAC Approved 6/2/2011)

- **Suggested Strategies:**

- Create Historic Overlay District, when appropriate, to protect historical urban fabric;
- Infill and /or redevelopment projects must be contextual of the surrounding neighborhood and landscape.
- Implement a general public education campaign for basic preservation achievement and appropriate remodeling techniques for the average homeowner.

Policy NP1.3—Retain existing affordable housing stock through conservation efforts of older residential neighborhoods, while allowing compatible infill development and accessory dwellings.
(Formerly part of Policy HN2.5) (CAC TABLED 6/2/2011- desired 'affordable' definitions)

- **Suggested Strategies:**

- Leverage remodeling and rehabilitation funds with local non-profit / church labor sources to assist neighbors in remodeling, retrofitting and preserving housing stock.
- Through Neighborhood Planning efforts, identify potential infill areas and match with potential leveraged resources.
- Allow accessory dwellings and appropriate residential additions through regulations.

Policy NP1.4—Establish Interconnected Neighborhood Street and Sidewalk Patterns (Formerly Policy HN2.2)

- **Suggested Strategies:**
 - Through transportation planning efforts, ensure new and existing areas are served by an interconnected network of streets, bicycle paths, Flagstaff Urban Trail System (FUTS), pedestrian and transit routes within and between neighborhoods.
 - In particular, direct walkway and bikeway routes to schools, parks and community facilities shall be provided.
 - Develop urban sidewalk plan to establish a complete pedestrian grid, built and maintained in appropriate phases.
 - Secure mechanisms (*i.e. redevelopment programs, bonding, infrastructure and streetscape improvements, grants, etc.*) to retrofit older neighborhood streets as ‘complete’ with sidewalks, landscaping, and bike lanes, if appropriate.
 - Secure mechanisms to retrofit older subdivisions as a connected grid.
 - Equestrian facilities should be accommodated where appropriate.

GOAL NP2 - Downtown Flagstaff serves as the primary focal point of the community. (Formerly Goal C2)

- **Definitions:**
 - ‘Appropriate Urban Design’ -

Policy NP2.1—Preserve the established Downtown intensity, land use, building height, and appropriate urban design. (Formerly part of Goal C2)

- **Suggested Strategies:**
 - Building and urban design will be guided by the established historic overlay district.

Policy NP2.2—Future Downtown Development and contiguous development shall respect the established development intensity, historical architecture and urban design.

(New)

- **Suggested Strategies:**
 - Downtown Management Plan – as a public/private partnership promotes the following strategies:
 - Appropriate parking management strategies, facilities and structures shall complement and enhance the community character.
 - A designated funding source for enhanced maintenance and management of the downtown area will be established.
 - Future development and redevelopment projects should be developed as part of a community design charrette and respect the design traditions of Flagstaff.

** See Economic Development Goal _____ and Policies _____ for downtown. Note events and activities.

G. Revitalization and Redevelopment

The role of redevelopment and infill is integral to the quality of life for those living in and travelling to the City of Flagstaff and the surrounding region. Redevelopment and infill efforts contribute directly to ideas that have consistently emerged from public outreach efforts over the last twenty years. Some of those ideas include using the land efficiently, developing economic opportunities, providing multi-modal transportation networks, promoting activity centers, and preserving open spaces. A previous public outreach process developed the Vision 2020 which was a precursor to the RLUTP of 2001. The Vision 2020 promoted infill as a means to provide affordable housing for a variety of income levels, recommending blending various development models, such as clustering, mixed-use development, and infill with existing neighborhood attributes to enhance quality of life. The critical and dynamic nature of redevelopment and infill tools requires a policy that allows federal, state and local tools that are developed over time to be implemented by the City of Flagstaff and Coconino County.

The intent of the Revitalization and Redevelopment Element is to provide a policy framework on which quality and well-designed redevelopment and infill projects grow and enhance the community. For policy to be effective over time, vision and flexibility that respond to change are implicit; implementing a policy that respects and embodies the values of the community is the goal of this document. Land use patterns and transportation networks complement each other to meet that same goal. As such, changes should seek to improve the relationships between land use and transportation as well as to the underlying zoning categories. Additionally, changes to those networks may highlight an aesthetic that is inherent in a diverse community such as ours.

Revitalization is one of the goals of a redevelopment and infill program. Revitalization enlivens and preserves **the unique** character and distinct culture of a neighborhood. Design solutions that are context-sensitive **restore** a sense of walkability using human-scale buildings, roads and signage. Blending design traditions of the region with new ideas and the design themes of adjacent developments strengthens the sense of community and identity.

From the public open houses and focus groups, the community has identified / defined:

Revitalization occurs at the neighborhood and regional scales and often relates to aesthetic treatment of the existing developed area. Examples of revitalization include the following: repairing what is already in place, adding new vigor to buildings, streets and neighborhoods with remodeling, fixing-up and adding-on; keeping human scale streets and buildings; addressing needed neighborhood retail, bus stops, social spaces, green spaces, sidewalks, crosswalks, and public art with quality urban design and materials; and makes safe streets and preserving community integrity, character and livability.

Redevelopment and infill also occurs at neighborhood and regional scales. As presented previously, redevelopment and infill may inspire NEW development, while keeping with the character of the surrounding community; employing modern technology with respect for context; maintaining and promoting sense of place; promoting infill over sprawl; walkability over auto-oriented design. Redevelopment is an important tool communities can use to encourage a portion of the area's growth into established, yet underutilized, urban core areas with existing infrastructure. This growth INWARD helps reduce the amount of OUTWARD growth, or new development in 'greenfields', and can also help encourage further conservation efforts. The community desires to establish a healthy balance of redevelopment and new development.

Redevelopment and infill are to be encouraged throughout the developed urbanized areas within the FMPO boundary by implementing the most recent legislative tools or financial advancements as policy guidelines. From that standpoint, redevelopment areas have been designated for the city that consists of corridors, various neighborhoods and contiguous areas as indicated on the *Map xx*. The map articulates higher volume road types, aged or at-capacity infrastructures, commercial corridors and residential neighborhoods, and identifies likely and desired areas for redevelopment and infill. More detailed planning will be required as these areas resume or begin more active roles within the community, fulfilling the *Regional Plan* goals of a more compact, connected and

walkable community of neighborhoods. Ideally, more detailed planning will not only produce specific area and neighborhood plans, but will also use the most effective tools for encouraging and implementing redevelopment and infill projects. Redevelopment and infill contribute to mixed-use, sustainable, multi-modal neighborhoods and activity centers along with regional automobile oriented developments which meet the needs of neighboring residents and a larger regional community.

Current government programs, staff and tools being used to promote these revitalization and redevelopment efforts are:

- a. **Staff:** The City of Flagstaff has dedicated staff to an evolving redevelopment program, which is part of the Economic Vitality Division. The County currently is not involved in active redevelopment programs or projects.
- b. **Programs**
 - Brownfield Program – this program works with property owners to mitigate ‘brownfield’ issues, which include contaminated soils, second-hand materials, and unlicensed and inoperable vehicles. This is a voluntary program through the City’s Redevelopment Program.
- c. **Projects**
 - Downtown Management Plan - is an ongoing effort to deal with parking maintenance and marketing in our downtown area.
 - **Redevelopment Plan Update** - *Redevelopment staff is analyzing the 1992 Flagstaff Redevelopment Area Designation and Redevelopment Area Plan. Should City Council elect to move forward, the community will be engaged in a broad outreach effort to update the Redevelopment Plan.*
 - East Flagstaff Strategic Plan for Economic Community Development (January 2001)
Field Paoli Development Strategies – Downtown – East Gateway
 - The Sunnyside Neighborhood Association Revitalization Strategy (2006)
 - Flagstaff Redevelopment Area Designation and Redevelopment Area Plan (1992)
 - Fourth Street Corridor Study – North
 - Fourth Street Corridor Walkability Audit
 - Route 66 Streetscape Design Proposal (2009)
- d. **Tools available for revitalization / redevelopment efforts:**
 - Economic Development Plan – Strategic Planning
 - Government Property Lease Excise Tax (GPLET)
 - Industrial Incentives
 - Infill Incentive Districts (ARS >>>>)
 - Infrastructure Investment & Construction - upgrades / replacement program (Capital Improvement Program)
 - Land Acquisition / Land Bank / Preparation
 - Neighborhood Economic Development Strategies
 - Property Maintenance Ordinance (PMO)
 - Public/Private Partnerships
 - Special Districts (Taxing or Assessment)
 - Transfer of Development Rights / Transfer of Obligation

Revitalization and Redevelopment Goals & Policies

Goal RR1 – Revitalization and Redevelopment of the urban core shall be compatible with and enhance Community Character.

Policy RR1.1—Promote Quality Infill Development which is contextual with surrounding development. (Formerly Policy LUI.7)

- **Definitions:**
 - ‘Infill Development’
- **Suggested Strategies:**
 - Designate Infill Incentive Areas; with regulatory framework and allowed incentives.
 - Develop Infill Area Plans in order to promote quality, mixed-use walkable neighborhoods.
 - Develop Community-Based Infill Incentive Program: develop neighborhood infill programs that provide residents with the opportunity to gain familiarity with and provide input on urban design, existing development, compatibility, scale, landscaping and land use patterns.
 - Develop infill incentives which can help stabilize and revitalize existing older neighborhoods.

Policy RR1.2—Promote Identified Redevelopment Areas (Formerly Policy LUI.8)

- **Definitions:**
 - ‘Redevelopment’
- **Suggested Strategies:**
 - Develop Detailed Area Plans for Identified Redevelopment Areas, considering infrastructure needs, community-desired goals and marketability.
 - Provide diverse incentives to foster reinvestment: regulatory and financial.
 - Prepare Design Standards: Adopt compatibility standards to ensure that new development fits within existing neighborhoods in terms of scale, design, etc. Adopt flexible zoning standards to encourage infill and redevelopment.
 - Apply Fiscal Impact Considerations: develop partnerships and financing mechanisms to help achieve redevelopment objectives.