

# **XI. Public Buildings, Public Services and Facilities, and Safety Elements**

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## **A. Introduction**

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Planning for and protecting critical infrastructure while promoting community resilience are important considerations in the timing, location and pattern of development. Extreme weather events are making it increasingly important for communities to plan and be prepared to protect citizens and key infrastructure investments. Emergency and disaster preparedness considerations should factor into long-term plans involving land use and the development of transportation and water infrastructure. Infrastructure investments for purposes of these elements include police, fire, emergency services, sewage, solid waste, drainage and stormwater, local utilities, rights of way, easements and public facilities including schools, public safety buildings, libraries, civic centers, and other public buildings.

It is also essential in to incorporate of State and Federal government services, and local public service providers, considerations as a means to collaboratively coordinate public safety, capital improvements, public access, transportation, and the potential for shared facilities. Well-planned infrastructure, public facilities and services, and, safety and emergency response are the keys to community civic pride and accessibility. When integrated into the principles of sustainability, including fiscal responsibility, resiliency and respect for both Flagstaff design traditions and the natural world around us, this chapter provides a comprehensive guide for today and the future.

Arizona state law outlines the ‘Public Services & Facilities’ to include the general plans for policies, fire, emergency services, sewage, refuse disposal, drainage, local utilities, rights-of-way, easements and faculties for them. ‘Public Buildings’ is to include showing the locations of civic and community centers, public schools, libraries, police and fire stations and other public buildings. The ‘Safety’ element is to outline how the protection of the community from natural and artificial hazards, evacuation routes, peak load water supply requirements, minimum road widths according to function, clearances around structures and geologic hazard mapping will be accomplished.

## **B. Public Buildings, Facilities, and Services**

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### **1. Relationship to Guiding Principles**

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The purpose of the combined elements of Public Buildings and Public Services and Facilities is to plan for and improve public facilities and services to ensure the safety and welfare of existing and growing populations. Current and future facilities shall be equitably located throughout the community while re-enforcing Flagstaff's unique sense of place with nature, architecture and cultural diversity. Through coordinated efforts with landowners, government agencies and utility providers, identifying lands to protect and lands suitable for development will create orderly growth and efficient land use patterns.

### **2. Resiliency Planning and Capital Improvements Coordination in Facilities, Infrastructure Systems and Services**

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The Southwest is a region marked by rapidly changing socioeconomic and climate systems. At the same time much of the region has been in the grip of a drought that has persisted for more than a decade—exacerbated by rising temperatures, increased precipitation intensity, snowpack reductions and other climate-related changes. The City of Flagstaff and Coconino County are on the front lines of managing these impacts associated with natural hazards. Prioritizing protection and preparedness, the City and County can improve local service delivery and organizational capacity to achieve near-term results; to demonstrate the capability of practical, cost-effective, economy-enhancing resilient and sustainable solutions.

A commitment to resiliency planning in Capital Improvements, Public Infrastructure, Facilities and Services will help the region better respond to the impacts of weather and climate by complementing response and relief efforts with preparedness and prevention measures. Infrastructure investments and development will affect the region in the long-term, and public resources will need to work to increase the resiliency of the region to the future effects of climate. The City of Flagstaff Resiliency and Preparedness Study (2012) introduces a vision and path to create resilient public resources and services. Resiliency is built through awareness of how changes in climate conditions can impact the community's critical resources and in turn, the region's priorities. Preparing now for our infrastructure investments to be more resilient to these changes is fiscally responsible, while inaction now can lead to higher costs in the future.

Focusing on strengthening public infrastructure investments, the City and County will need critical functions to be resilient to climate and other disruptions, and be far better integrated with other sectors. Infrastructure and public investments today aimed at building community resilience will help protect the region's natural and built resources and the prosperity they provide. By understanding the vulnerability and risk that the City and County face, actions can be identified that will reduce adverse impacts to public infrastructure and services.

The City and County have the opportunity to manage natural and built infrastructure and services to reduce the adverse impacts of a changing climate on government operations. Moreover, the

City and County can explore comprehensive strategies to address multiple vulnerabilities. Supporting regional collaborations and adopting a policy that enhances internal preparedness initiatives are possible ways for the City and County to increase its capacity to respond across multiple infrastructure, services and facilities.

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**Goal PF.1: All government operations and services will work to prepare for the impacts of natural and human-caused hazards.**

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#### *Planning*

~~Policy PF.4.1: Incorporate design and economic elements along with weather extremes in City planning for new development and supporting existing development needs. Take into account weather extremes in City planning and development.~~

~~Policy PF.4.2: Adopt comprehensive planning criteria that incorporate all City and County priorities, including climate resiliency and preparedness.~~

**Policy PF 1.1: Consider climate resiliency and preparedness in community planning and development to be better prepared for changing conditions.**

#### *Operational*

~~Policy PF.4.3: Institutionalize resiliency into government operations and allocate public resources necessary to prepare and adapt the City and County physical design and operations for natural and human caused hazards. Ensure all government operations support community resiliency.<sup>+</sup>~~

**Policy PF.1.2:** Support evidence-based, ongoing assessment of the region's vulnerability and risk to changes in local climate. Incorporate future climate projections into emergency operations and hazard mitigation planning efforts.

**Policy PF.1.3:** Build, sustain and leverage partnerships with local and regional stakeholders to ensure collective investment, efficient action and shared responsibility in the building of local resiliency.

#### *Community Engagement and Education*

**Policy PF. 1.4:** Support proactive communication and education aimed at both residents and governmental operations as a means to build individual, organizational and community resiliency to weather related impacts and climate disasters.

### **3. Locating Public Buildings and Facilities**

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The City of Flagstaff and Coconino County are committed to providing a high standard of public facilities, infrastructure and services. This is evident throughout our community with well-maintained facilities, streets and parks; water, sewer, reclaimed water utility and environmental services; and, appropriately located community buildings that enhance and

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<sup>1</sup> Community resiliency – the ability to prepare for, recover and adapt to planned and unplanned change.

reinforce commitment to community and local identity. The Flagstaff and Coconino County, the approach to locate buildings, facilities differs between the City and County jurisdictions.

### ***City of Flagstaff***

The City of Flagstaff's approach is be space efficient by consolidating administration, public works and services under "one roof" as much as possible. The City's established guiding principles to building and facility locations include:

- Location, Perception and Image – Promotes Stability of City
- Site Consolidations – Enhances City Services
- Adaptability and Functionality – Provides Efficient Use of Assets
- Economic Business Factors - Justifies Operational Benefits Investment
- Sustainable building practices and proper maintenance to ensure optimal health, efficiency and production.

### ***Coconino County***

Coconino County's approach focuses on customer service and the concept of "one-stop shops" with six campuses in the greater Flagstaff area that consolidate related services in existing buildings and some new construction. The County's established guiding principles to building and facility locations include:

- Efficiency
- Environmentally and Culturally Sound
- Governance
- Sustainable building practices and proper maintenance to ensure optimal health, efficiency and production.

### ***Other Public Facilities***

The term "public service provider" includes not only the City of Flagstaff and Coconino County, but also all entities (public or private) with infrastructure which may serve not only the City and County, but also a population which extends beyond the jurisdictional boundaries. State, Federal, educational institutions and utility companies design, install, and maintain facilities across the region. While not directly responsible for the provision of these services, the City and County have an important role in coordinating with utility entities in the planning and coordination of future public facilities and services.

**Airport** - The Flagstaff Pulliam Airport is located four miles south of downtown and serves as the only regional airport in Northern Arizona. The airport property occupies 795 acres, which is mostly used for aviation and support facilities. The growth of the Flagstaff region is expected to continue to drive an increase of air traffic demand and quantity, requiring multi-modal transportation connections. Ensuring safety and minimizing land use conflicts is a concern for both the airport and the community. The potential for business park growth is substantial around the airport, and a specific area plan will address land use planning, zoning, and building regulations which encourages appropriate development mutually compatible with airport operations and noise, and which also protects public investment and addresses community concerns.

The **Flagstaff Municipal Court** and **Coconino County Superior Court** are both located in downtown Flagstaff. There is an identified need to replace the Municipal Court facilities; the Superior Court is housed in an historic structure that has received considerable renovations.

- The **Cinder Lake Landfill** is a 343 acre municipal solid waste landfill providing disposal services to the City of Flagstaff and Coconino County. The City has operated the landfill since the late 1960s under a special use permit from the U.S. Forest Service. In March 1999 the City purchased the landfill property (175 acres) plus an additional 168 acres from the Forest Service. The landfill is expected to have a useful life of approximately forty years. With the existing recycling program in place, the life expectancy of the facility could be extended approximately four to ten years. Federal and state regulations make it challenging to successfully site new landfill facilities. Therefore it remains a top priority to explore efficient and realistic methods of extending the useful life of the facility.

**Woody Mountain material landfill** is operated through a conditional use permit from the U.S. Forest Service. The site provides alternative disposal options for customers disposing of inert material (concrete, rock, and soil) and thereby helps to extend the life of Cinder Lake Landfill.

- **Recycling:** The Materials Recovery Facility (MRF) located at 1800 Butler Avenue, was built in 1998 as a full-scale recycling program in Flagstaff. The facility is 30,000 square feet and handles 80 tons per day with two shifts. Curbside recycling began in Flagstaff in 1998, and materials to be recycled include aluminum, steel, newspapers, office paper, cardboard, magazines, boxboard, and number 1 through 7 hard plastics. Curbside containers are emptied by a collection truck weekly and provided to residents and businesses. In 2011, curb side glass recycling service was added. Glass is ground up and used as part of the alternative daily cover mix on the landfill to prevent additional pollution.

- **City Reclamation & Wastewater Treatment Plants** produce high quality Class A+ reclaimed water at both of the City's wastewater treatment plants – Rio de Flag and Wildcat Hill. Treated effluent from the Wildcat Hill Wastewater Treatment Plant primarily supplies irrigation water to golf courses and recreational areas on the East side of Flagstaff. Treated effluent from the Rio de Flag Water Reclamation Plant supplies most public schools and parks, cemeteries, public landscapes, and residences. Both plants are interconnected to the reclaimed system to provide a more reliable level of service and redundancy. Reclaimed water is one of the most significant water conservation tools the City has. Over 2,000 acre-feet of reclaimed water is directly used each year for irrigation. New customers continue to come on line. *See Water Resources Element and Water Resources Masterplan for additional information.*

The Flagstaff Unified **School District**, various **charter schools**, **Coconino Community College** and **Northern Arizona University** all play important roles in educating the community, providing thousands of jobs, and the facilities themselves serve as community centers for the neighborhoods in which they reside.

The **Flagstaff Coconino County Public Library** has two facilities – one downtown and one east side location on Fourth Street. These shared facilities are highly used and utilize one bookmobile for rural locations.

## 4. Goals and Policies

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**Goal PF.2: Sustainable and equitable public facilities, services and infrastructure systems will be provided in an efficient and effective manner serving all population areas and demographics.**

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~~Policy PF.2.1. Provide fiscal balance between provision of service to new areas and renovating service in existing neighborhoods.~~ **Prioritize infrastructure upgrades to encourage redevelopment and infill and meet land use goals.**

~~Policy Strategy PF.2.3. Implement Use the Capital Improvements Program shall to fulfill the vision of the Regional Plan.~~

~~Policy PF.1.2. Tailor service delivery programs shall based on local area requirements. Local requirements?—Local Government will deliver services to the community using local, state and federal requirements as guidance.~~

**Policy PF.2.2.** New Developments shall pay **its** fair share toward the cost of additional capital improvements, infrastructure and public service needs created by the development. *See Cost of Development Element.*

**Policy PF.2.3.** Encourage the integration of service location to provide accessible service. **Provide accessible public facilities and services in strategic locations.**

**Policy PF.2.4.** Support Enhanced Civic Design<sup>2</sup> for all public facilities.

**Policy PF.2.5. Cooperative and coordinated planning between government jurisdictions, agencies, educational institutions, non-profit and private service providers shall be pursued.**

*Strategies – shared resources, efficiency of space and infrastructure, etc.*

~~Goal PF.3: Regional coordination in planning and implementing facilities and infrastructure systems between public agencies, non profits and private providers will be a priority.~~

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~~Policy PF.2.1. Cooperative planning between government jurisdictions, agencies, educational institutions, non-profit and private service providers shall be pursued.~~

## C. Public Safety Element

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<sup>2</sup> Enhanced Civic Design:

## Emergency Preparedness

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### *Emergency Management*

#### **Law Enforcement**

The mission of the Flagstaff Police Department is to protect and preserve life, property, public order, and the rights of the individual by providing exemplary service through the establishment of a partnership of shared responsibility, support, and trust with law abiding members of the community. We accomplish our mission through prevention of crime and disorder using community policing programs, data driven decision making, and intelligence led policing and other proactive tactics meant to suppress crime and apprehend criminal offenders.

The Flagstaff Police Department is comprised of 117 sworn officers and 52 civilians. The Department is comprised of the patrol division, criminal investigations, community relations, and support services. We maintain a regional SWAT team, an explosives response team, as well as a hostage negotiations team. The Department will remain committed to performance policing allocating resources for crime prevention as opposed to responding to it after it has occurred; evidence based management system; proactive on the homeland security and hometown security; and will remain flexible and responsive to evolving legislation, climate changes, and modern police concepts and methods.

#### **Fire**

The Flagstaff Fire Department is a highly professional organization made up of 90 dedicated professionals dispersed among six strategically located fire stations, a wildland fire management station, and fire administration. The Flagstaff Fire Department and the region's partnering fire agencies and districts are committed to protecting life, property and community resources through preparation, prevention, response, and mitigation.

*Preparation* Training is vital to providing quality service in a changing community. The regional fire training facility allows for the Flagstaff Fire Department to train our new recruits, train in many different situations within our organization as well as with surrounding fire districts, law enforcement agencies, EMS, and educational institutions.

*Prevention* Protecting life and property through prevention efforts is achieved through code enforcement, public education efforts, fire investigations, and the developmental process.

*Response* Effective emergency and fire services require that personnel arrive quickly to save lives or property. As the region grows geographically, longer travel distances will be required while population growth will increase the number of calls for service. The region should continue to focus considerable effort in areas that can improve fire service response time.

*Mitigation* Wildfire and post fire flooding present the number one risk to the greater Flagstaff community. Three factors influence the spread of wildfire: fuel, weather, and topography. Of these, the Flagstaff Fire Department and its partnering agencies can manage the fuel. Properly planned forest treatments have a significant effect on slowing and

decreasing fire severity and subsequent flooding. Through public awareness efforts and enforcement we can help reduce the threat of human caused fires.

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**Goal PF.3: Ensure the provision of high quality emergency response and public safety services including law enforcement, fire, medical and ambulance transport service.**

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**Policy PF.3.1:** Maintain high quality, effectiveness and efficiency in law enforcement, fire and emergency services to the extent that is consistent with governmental operations, plans, and public policies, **population served and monies available.**

**Policy PF.3.2:** City of Flagstaff and **rural** Coconino County District fire stations **districts will** shall be located within the prescribed **optimal** response time ~~from~~ **for** new and existing development.

**Policy PF.3.3:** Law enforcement facilities (i.e. Main and sub-stations) will be located within the prescribed response time goals and service needs of the community

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

**POLICY PF 3.5: SUPPORT COORDINATION OF PUBLIC SAFETY AND EMERGENCY MANAGEMENT OPERATIONS THROUGH MUTUAL AID AGREEMENTS.**