

# Regional Plan 2045 Comprehensive Update Public Participation Plan Outline

## Introduction, Purpose and Requirements

### What is the Regional Plan?

The Flagstaff Regional Plan is a policy guide, serving as the general plan for the City of Flagstaff and an amendment to the Coconino County Comprehensive Plan. As mandated by state law, the plan covers a range of topics with information on current conditions and our vision for the future as it relates to the topic at hand. In addition, the plan outlines carefully developed goals and policies to realize the future vision.

### Project Purpose

The purpose of this project is to:

- Meet the Arizona State requirements that the City's General Plan be updated and sent back to City voters, every 10 years with all appropriate content outlined in ASRS 9-461.
- Create a shared land use and transportation vision for the City and surrounding areas of the County within the Metroplan boundary.
- Ensure sustainable and adequate public facilities for all residents.
- Ensure all relevant natural, economic, and social resources and issues are included in the plan with appropriate goals and policies.

### Importance of Public Participation

Public participation is central to the creation of the City's general plan. The document that is created or updated as part of the process should embody the desires, vision and trade-offs that the community will face for the next 20 or more years. The State statute require municipalities to provide for "effective, early and continuous public participation in the development ... of general plans from all geographic, ethnic and economic areas of the municipality." The Regional Plan is a touchstone for all other policy work and land use decision within the City and for the surrounding communities in the County. Both organizations have taken a people-centered approach to this public engagement and have seen it as an important step in establishing a transparent and two-way dialogue with the community.

### Level of Public Participation and Objectives

Since November 2012, the City of Flagstaff has had a Public Participation policy that uses the International Association for Public Participations, Spectrum of Public Participation chart as a communication tool that ensures the expectations of the public and the organization are aligned. The General Plan for the city, is by requirement an "Empower" level of participation because the final product is ultimately sent to the City voters for approval on a ballot. However, that is only the final step, and the public does not get to vote on individual portions of the plan but on the document as a whole. Therefore, most of the intermediate steps and the adoption of the plan by the County are at the "Collaborate" level of the spectrum. This plan outlines strategies that could be used to implement this level of public participation for the nearly 100,000 residents of Flagstaff and the surrounding areas of Coconino County in a manner that is transparent, accessible, and equitable to all participants.

## IAP2 Spectrum of Public Participation



IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

INCREASING IMPACT ON THE DECISION					
	<b>INFORM</b>	<b>CONSULT</b>	<b>INVOLVE</b>	<b>COLLABORATE</b>	<b>EMPOWER</b>
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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Throughout the public participation process, the team will adhere to the Core Values for the Practice of Public Participation:

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

## Intergovernmental Coordination and Partnerships

While the City could complete a General Plan update independently, the practice over that last 25 years in Flagstaff has been to create a shared vision for the County, City and Metroplan for land use and transportation objectives based on a shared scenario planning and analysis process. This is done not only for organization alignment but to increase the communities competitiveness for State and Federal funding and to ensure a solid understanding of trade-offs in transportation and land use decision making and funding. Partners also benefit from shared terminology, policies and definitions in joint decision-making.

The City and County both use the Flagstaff Regional Plan to make coordinated land use decisions, such as annexations, rezoning cases, new subdivisions and use permits, as the County's Comprehensive Plan does not have a future land use map. Planning efforts with the City of Flagstaff, Coconino County and community partners that directly use the data, assumptions and policies of the Regional Plan include:

- City Specific Plans: Southside, La Plaza Vieja, John Wesley Powell Area, High Occupancy Housing, etc.
- County Area Plans: Bellemont, Doney Park-Timberline-Fernwood, Fort Valley, Mountaineer, and Kachina Village
- Metroplan Regional Transportation Plan
- Mountain Line 5-year Strategic Plan
- City of Flagstaff Water Services 100-year Water supply study, submitted to ADEQ every 5 years
- City of Flagstaff Climate Change Action and Adaptation Plan and Carbon Neutrality Plan
- City of Flagstaff Active Transportation Master Plan

Also, it is common for community non-profits and business to reference the Regional Plan in their long ranging planning efforts, such as the Flagstaff Trails Initiative.

### **Regional Plan Update Guiding Principles**

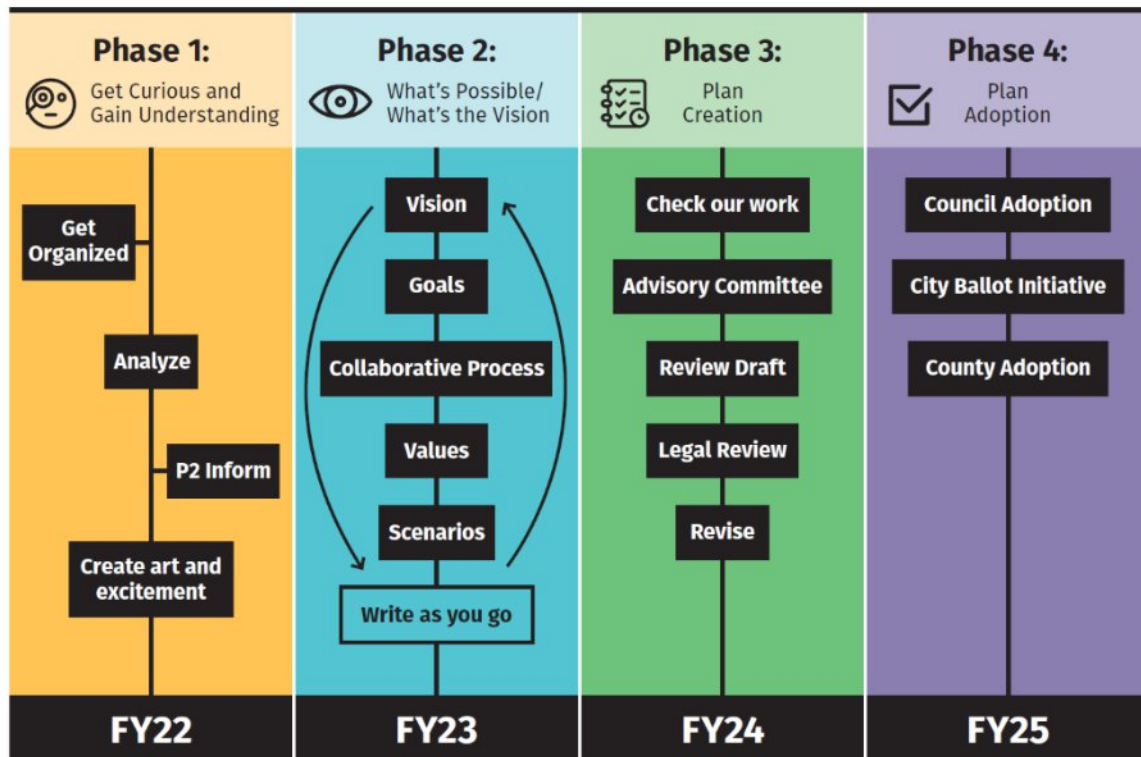
The following are Guiding Principles for the process of updating the Regional Plan, based on lessons learned from interviews with participants in previous efforts. These principles have been refined in specific planning efforts over the last 7 years and may be added to or revised for new feedback from the public and elected officials.

- Right People, Right Agenda, Right Timing – Conversations and decisions about the Regional Plan need to have all three of these elements to be a good use of staff and participant's time. Committing to all three elements requires giving time to ensure everyone who is essential to the conversation can be present and that everyone is clear on roles and meeting objectives before making a decision.
- Experts and Public Work Together – The plan must be developed together with knowledge and perspectives from inside the City and County government, the point of view of researchers and outside experts, and the diverse community members woven together into a shared vision that is founded in both hope and reality.
- Need for Outside Facilitation – City and County staff are not always the right facilitators of every conversation or part of the process and the need for neutral outside facilitation should be considered carefully at each step.

- Equity and Inclusion – The participants of the process should reflect the diversity of our community and the table should be set for every age, gender, race, and neighborhood to have conversations about our community’s future.
- Clear expectations for Endorsement – Elected officials, appointed officials, City and County management, and the public all have a role in endorsing the next Regional Plan and ensuring that it describes a future and a path forward that creates shared purpose. It is important that the manner and order of this endorsement is clear to all participants so they can understand the role they can play and the timing of that role.

## Public Participation Proposed Phases and Strategies

### Regional Plan 2045 Update Process



The process outlined in the graphic above are dependent on the available resources and direction from the City Council and Board of Supervisors in work sessions in the Spring 2020. All the strategies listed below need detailed legal review and possibly review by Human Resources before the City or County can commit to it. Staff also has contingency plans if resources are limited or there are unforeseen delays in the process.

#### Phase 1: Get Curious, Create Excitement, and Gain Understanding

Phase 1 will invite the public to engage the process with curiosity, imagination and hope. The goal is to inform the public about the process, its meaning and to solicit feedback on the qualities values and

challenges that should be addressed in the plan update. In addition to surveys, educational webinars, and traditional means of public engagement. Phase 1 would also incorporate art and youth as a basis for creating excitement and forward thinking touchpoints for the more interactive public engagement.

In the background, the City, County, Metroplan and other partners will be organizing and analyzing hundreds of data points that are required for the plan and creating summaries for the City and County's Boards and Commissions to evaluate and provide feedback. This will be the basis for understanding the story of the Flagstaff Region's growth and what it means for our community's future.

Proposed strategies:

- Fun outdoor kick-off event and Public event booths
- Strength Weakness Opportunity and Threat assessment with Boards and Commissions on required and emerging topics of concern
- Focus groups or stakeholder interviews with key stakeholders, community organizations
- Educational webinars and talks
- Online Surveys
- Opportunities to incorporate artists into visioning, such as an art contest or juried event or graphic notetaking
- Youth-specific activities
- Targeted outreach for hard to reach communities to be developed with appropriate partners
- Develop a media plan to launch/kick off the process, promote events and engagement

## Phase 2: Vision and Goals

### Establish Planning Questions

Phase 2 will open with a review of the learning and sharing from Phase 1 designed to generate planning questions and prioritizing them during a series of workshops, accompanied by an online survey. The objective of these engagements will be to identify critical success factors that the project will need to address and to get conceptual feedback on anticipated trade-offs and decision points.

### Collaborative Process

Concurrent with Charettes and other workshops, the City and County would convene a collaborative group process, using one or several of the following techniques:

- Informal Working Groups – The Planning and Zoning and other Boards and Commissions Could convene informal working groups to discuss specific aspects of the Regional Plan revision and update that would consider the planning questions and provide advise to staff on what to include in the draft plan.
- Study Circles – Study circles are a small group deliberative process that are formed of volunteers who have a common interest on a very specific issue, and are facilitated by a non-expert that keeps the discussion on track. Staff could participate as a member of the circle but some circles may form without staff representation. Participation in each study circle could be up to 15 people before a second study group would be formed. Study groups could be hosted by nonprofits and community organizations with a materials box and support from City staff.
- Citizen Assembly - A Citizen Assembly is a group of a residents that meet in a legislative fashion to create recommendations on an issue or topic, and a Citizen's Panel would be a similarly

formed body that is more focused on evaluating material and participating in writing with staff. A citizen assembly is formed by participants that are randomly selected based on characteristics such as geography, income, gender, age, race, etc. to ensure the make up of the group is representative of the population within the planning area. Often Citizen assembly participants are paid and provided child care vouchers as an equity measure and to ensure representativeness of the group.

- Citizen Panel – A Citizen Panel is a group similar to a focus group, except that the volunteers meet over several months on a series of topics. The Panel does not have to arrive at consensus but can deliberate and debate the topics they are asked to consider. If more than one recommendation is made, the panel members can offer majority and minority opinions to the project team.

The selection of technique would be dependent on feedback from the Board of Supervisor's and City Council in a future work session and the availability of resources appropriate to each technique. The objectives of this step would be to ensure diversity in participants and to gather input on a values, attitudes, beliefs and to share knowledge and insights.

The defined activities of a Working Group, Study Circle, Assembly or Panel in Phase 2 would be:

1. To draft the Community Vision and solicit feedback,
2. To assess the strength and weakness of the existing plan,
3. To answer the planning questions identified in early outreach
4. To make recommendations to staff on how to address emerging issues in the plan, and
5. To assist in writing the first draft of the plan including

### **Charettes and Workshops, Roadshows and Tours**

The City and County would also convene design charettes and workshops for the general public that would encourage the consideration of future scenarios and how they could impact the City's balance of resources, especially land, water, transportation, natural resources and climate change impacts. Roadshows would be designed to take the workshops into County neighborhoods. At this stage it could be beneficial to organize bus tours of the planning area.

Metroplan and Mountain Line may be engaged in parallel planning processes during this Phase to create their 5-year plans that are used for project planning. This is a ripe opportunity to combine resources in discussing the transportation future of the community. There is the potential for shared public workshops or events that will be discussed as the projects move forward.

### **Phase 3: Create and Review the Plan**

For Phase 3, the Board of Supervisors and City Council may chose to convene and appoint a volunteer advisory committee. The committee's task would be to review the drafts of the Regional Plan being created and to provide recommendations to staff on resolving any conflicts that arise from the public review.

Workshops would also be held and opportunities to review the plan in study groups or at public events would also be incorporated into Phase 3. As the draft chapters are endorsed by the Advisory Committee, they will also be presented to relevant boards and commissions at the City and the County.

After the full plan has been reviewed and endorsed by the advisory committee, the plan will be released for a 60-90 day public review. Open Houses and webinars will support this effort and public surveys and comment portals will be made available.

After the public review period, the advisory committee could reconvene to review comments and provide direction to staff. Staff would make appropriate revisions and provide it to the advisory committee for endorsement.

#### Phase 4: Steps to Adopt the Plan

1. The public hearing draft of the Plan would be released at least 30 days prior to a Planning and Zoning working retreat that would be held jointly between the City and County's Planning and Zoning Commissions. This retreat would be open to the public and would be held at least 30 days before the first public hearing for either of the Commissions to allow adequate time for revisions.
2. The City Council and Board of Supervisors may also elect to have a retreat with the plan with or without the Planning and Zoning Commissions prior to the commencement of the Planning and Zoning Commissions public hearing processes.
3. The Planning and Zoning Commissions will make recommendations to the elected officials after holding a public hearing and receiving public comment.
4. City Council will hold a public hearing on the Regional Plan and may approve the ballot initiative by special election or in conjunction with an appropriate election that is already scheduled. City voters will then be given the opportunity to ratify the Regional Plan as scheduled by the Council.
5. The Board of Supervisors will hold a public hearing and may vote to approve the Regional Plan as an amendment to the County Comprehensive Plan by resolution. Staff recommends the Board of Supervisor's considers voting after the Ballot Initiative for the City is canvassed.

## Communication Strategies

### **Project Branding**

Part of the advertising budget for this process will be used to develop and test project branding that will unify the message of the project and allow for easy identification of events and work products.

### **Media**

The City's Associate Planner will be the primary point of contact for media calls and will route and coordinate the media requests through the appropriate Public Affairs department at the City or County.

Media releases will be drafted by the project team and reviewed and released by the appropriate Public Affairs department at the City or County.

Interview requests will be coordinated with the Directors of the City and County Public Affairs programs.

### **Online Outreach and Accessibility**

The existing Facebook page for the Flagstaff Regional Plan 2030 will be rebranded and expanded onto Instagram as part of the project launch. There will be a coordinated effort on which City and County social media accounts should share and promote the project.

The City of Flagstaff will host the project website and web maps and will include the County staff in the design and messaging.

### **In-Person**

For the duration of the COVID-19 pandemic, in-person events will follow social distancing and public health guidelines of Coconino County.

**Mail and Notices**

City and County area-wide publications, water bills and other notices, and direct mailings may all be used to notify citizens and residents about the project. Notice requirements will follow the Arizona State Revised Statutes for a General Plan Update and Comprehensive Plan Amendment (See Public Participation Requirements in Appendix E).

## Appendix A: Vision 2020 and the Flagstaff Regional Plan 2030 Lessons

### Flagstaff Vision 2020 Process and Outcome

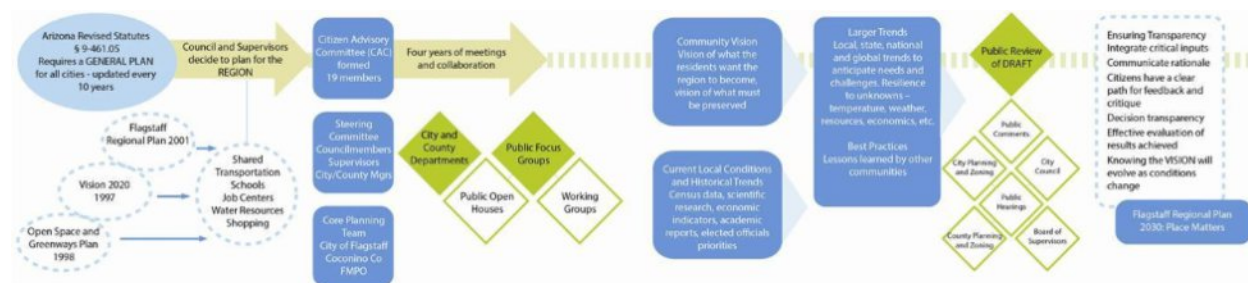
The City of Flagstaff undertook its first visioning process in the mid-1990s. Like the process that the City will embark on in 2021, this process involved research, sharing information and a large effort in community outreach and participatory planning. The process was broken into three Phases 1) Setting a Context, 2) Creating a Vision and 3) Charting a Course. You can review a full archive of the Vision 2020 process at the NAU Cline Library Digital Exhibit and oral history site:

<https://library.nau.edu/speccoll/exhibits/scaexhibits/flagstaff2020/>

The effort resulted in the adoption of the [Flagstaff Regional Land Use and Transportation Plan](#) in 2001.

### Flagstaff Regional Plan 2030 Process

The process of revising and re-adopting the Regional Plan occurred between 2009 and 2014. Instead of reimagining the 2020 Vision, the process began with the formation of the Citizen Advisory Committee or CAC, which was made up of both City and County residents. The CAC met from the beginning to the end of the process of developing the plan and was supported by scenario planning analysis that provided rich and meaningful data behind the plan. The data developed in this process has been used by the City in strategic planning for utilities, transportation, neighborhood planning and other related issues over the last 7 years. You can find a full description of the process for developing the plan is available for review on the City’s website in the [Regional Plan archives](#). The process resulted in the [Flagstaff Regional Plan 2030](#) being ratified by voters in 2014.



In 2014, Sara Dechter, the Comprehensive and Neighborhood Planning Manager, was hired at the end of this process and she conducted a series of after action interviews with former CAC members to gain their perspectives on the process and what could be done to make it better next time. These interviews resulted in lessons learned that the program has been applying and testing in neighborhood plans for La Plaza Vieja and the Southside Community Specific Plans as well as the High Occupancy Housing Plan. The result has been innovative and inclusive projects and plans that created trust and community empowerment. The practice of these lessons is now ready to be applied to the update of the Regional Plan and to provide Regional Plan Update Guiding Principles (found on page 3) for public participation, partnerships and project management.

## Appendix B: Stakeholder Assessment

Flagstaff population estimate 2020: 75,219<sup>1</sup>

### Age Characteristics

Median Age 25.8 years old

Flagstaff youth population (under 18): 12,085

NAU Fall 2020 enrollment: 21,495

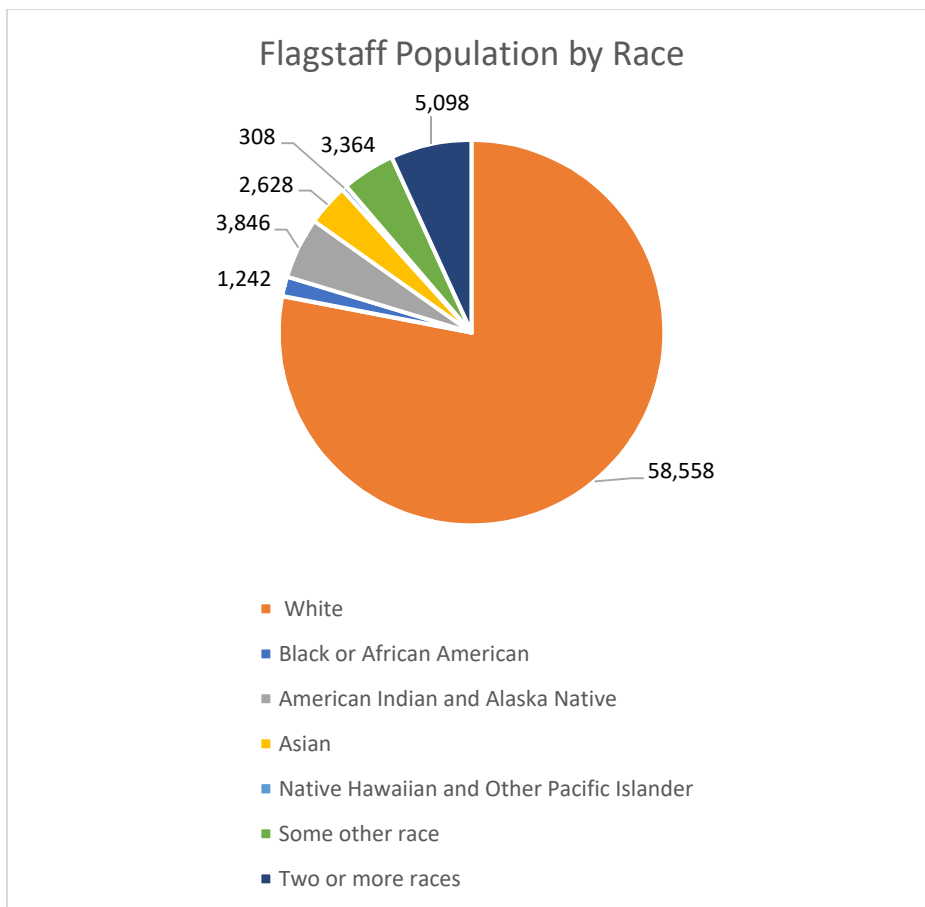
Flagstaff Population age 65 years old and over: 6,527

### Other Characteristics

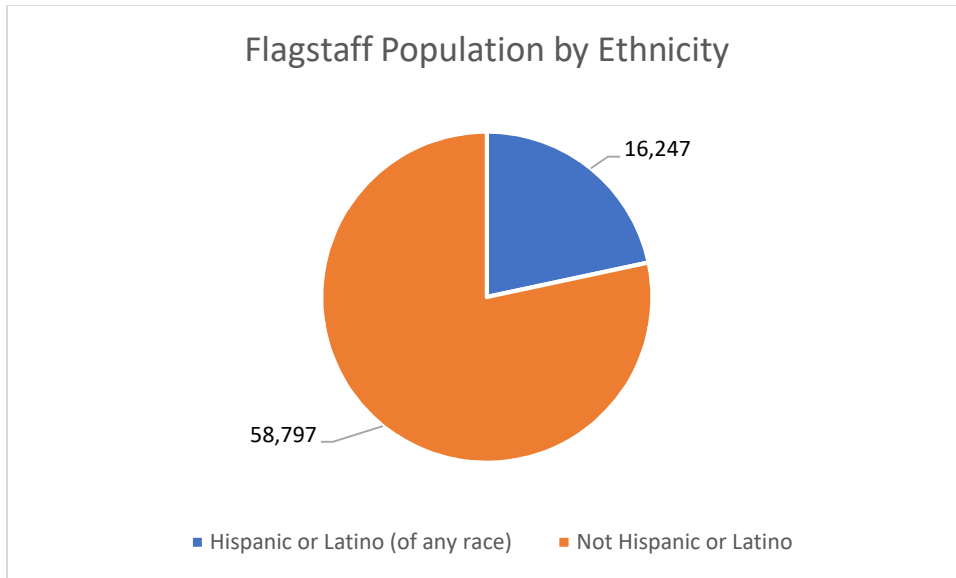
Flagstaff Households that Speak a language other than English at home: 9,941 (6,390 Spanish and the remainder are other)

Population estimate 2020 within the Metroplan boundary but outside the City: To be determined with the 2020 Census redistricting data release in September 2021.

### Race and Ethnicity Characteristics



<sup>1</sup> Office of Economic Opportunity estimate



**Barriers and Challenges to Participation**

Flagstaff and the surrounding areas of Coconino County have a few known barriers to participation in area wide efforts that will need to be incorporated into the 2020 Regional Plan update. This section outlines a few of those issues and may be updated as work on the project continues:

1. Youth and College age participation – Flagstaff’s median age is 25.8 yet the majority of participants in public processes are over the age of 25. Online engagement has been shown as more successful in engaging this population.
2. Language – 13.2% of Flagstaff’s population speaks a language other than English at home. These residents that are hard to reach and require additional project resources to ensure their inclusion.
3. Lack of broadband and internet access – outlying areas of Flagstaff lack reliable internet access which can limit the effectiveness of social media outreach and will require specific techniques for communication and engagement.

**Appendix C: Anticipated Costs and Funding**

Staff estimates that a minimum of \$124,000 will be needed to meet the minimum requirements for notice, mailings, outreach, and analysis of a joint City-County Regional Plan. This amount of funding would not allow for the Public Participation Outline to be fully implemented and would require a scaled back approach to analysis and public engagement, especially in Phase 2. Full funding of the project as presented in this outline requires approximately \$400,000 to \$500,000 in funding over several years, part of which may be supported by grants, as staff is able to apply for them. This estimate also includes the cost of a special election. Funding sources to be determined and may be provided over several budget years.

The FY22 City Manager’s Budget includes funding for noticing of City residents and consulting services to support data management, analysis and presentation that supports scenario planning. The City’s Beautification and Public Arts Commission has augmented this funding to bring artists and youth into

Phase 1 of the process in order to promote creative thinking and visual outputs that can support the vision of the Plan. See the January 11, 2021 BPAC Meeting Minutes and Video for details.

Coconino County is providing dedicated staff time and resources to assist with facilitating the process, data collection, analysis and public outreach efforts of the Regional Plan update. County staff anticipates that funding specifically targeted for public noticing and mailings necessary for this project will be requested in future budget cycles. At this time funding that the County may be able to commit to this project for portions of the Regional Plan update beyond notices and mailings is uncertain. County staff will continually apprise the Board of Supervisors as decisions are made by the City during the project development.

## Appendix D: Endorsements and Evaluation Outcomes and Adjustments

This section will provide a summary of how the project will be evaluating the success of public participation efforts. Evaluation Questions (based on P2 objectives) will be created by September 2021 based on feedback from City Council, the Board of Supervisors and City and County Board and Commissions. And details of what products will be endorsed by which groups and when will be drafted and reviewed by City Council and the board of Supervisors by the end of 2021.

### Project Endorsement

- City Council
- Board of Supervisors
- City Planning and Zoning
- County Planning and Zoning
- Other Boards and Commissions
- City Management
- County Management
- Appointed or selected review assembly, panel or committee.

## Appendix E: Statutory Public Participation Requirements

### Municipal Requirements

Excerpts relevant to public participation from Arizona Revised Statutes 9-461.06. [Adoption and amendment of general plan; expiration and readoption](#)

A. In municipalities that have territory in a high noise or accident potential zone as defined in section 28-8461, the legislature finds that in general plans and amendments to general plans land use compatibility with the continued operation of a military airport or ancillary military facility as defined in section 28-8461 is a matter of statewide concern.

B. The general plan and any amendment to such plan shall be adopted or readopted in the manner provided in this article.

C. The governing body shall:

1. Adopt written procedures to provide effective, early and continuous public participation in the development and major amendment of general plans from all geographic, ethnic and economic areas of the municipality. The procedures shall provide for:

(a) The broad dissemination of proposals and alternatives.

(b) The opportunity for written comments.

(c) Public hearings after effective notice.

(d) Open discussions, communications programs and information services.

(e) Consideration of public comments.

2. Consult with, advise and provide an opportunity for official comment by public officials and agencies, the county, school districts, associations of governments, public land management agencies, the military airport if the municipality has territory in the vicinity of a military airport or ancillary military facility as defined in section 28-8461, other appropriate government jurisdictions, public utility companies, civic, educational, professional and other organizations, property owners and citizens generally to secure maximum coordination of plans and to indicate properly located sites for all public purposes on the general plan.

D. At least sixty days before the general plan or an element or major amendment of a general plan is noticed pursuant to subsection E of this section, the planning agency shall transmit the proposal to the planning commission, if any, and the governing body and shall submit a copy for review and further comment to:

1. The planning agency of the county in which the municipality is located.

2. Each county or municipality that is contiguous to the corporate limits of the municipality or its area of extraterritorial jurisdiction.

3. The regional planning agency within which the municipality is located.

4. The Arizona commerce authority or any other state agency that is subsequently designated as the general planning agency for this state.

5. The department of water resources for review and comment on the water resources element, if a water resources element is required.

6. If the general plan or an element or amendment of the general plan is applicable to territory in the vicinity of a military airport or ancillary military facility as defined in section 28-8461, the military airport.

7. If the general plan or an element or major amendment of the general plan is applicable to property in the high noise or accident potential zone of a military airport or ancillary military facility as defined in section 28-8461, the attorney general. For the purposes of this paragraph, "major amendment" means a substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing general plan land use element.

8. Any person or entity that requests in writing to receive a review copy of the proposal.

E. ... When the general plan or any major amendment is being adopted, planning commissions in municipalities having populations over twenty-five thousand persons shall hold two or more public hearings at different locations within the municipality to promote citizen participation. Notice of the time and place of a hearing and availability of studies and summaries related to the hearing shall be given at least fifteen and not more than thirty calendar days before the hearing by:

1. Publication at least once in a newspaper of general circulation published or circulated in the municipality, or if there is none, the notice shall be posted in at least ten public places in the municipality.

2. Such other manner in addition to publication as the municipality may deem necessary or desirable.

F. Action by the planning commission on the general plan or any amendment to the plan shall be transmitted to the governing body of the municipality.

G. Before adopting the general plan, or any amendment to it, the governing body shall hold at least one public hearing. Notice of the time and place of the hearing shall be given in the time and manner provided for the giving of notice of the hearing by the planning commission as specified in subsection E of this section.

H. The adoption or readoption of the general plan or any amendment to such plan shall be by resolution of the governing body of the municipality, after notice as provided for in subsection E of this section. The adoption or readoption of or a major amendment to the general plan shall be approved by affirmative vote of at least two-thirds of the members of the governing body of the municipality. ....

J. A copy of the adopted general plan of a municipality shall be sent to the planning agency of the county within which the municipality is located, and such plan or any portion of the plan may be adopted as a part of the county general plan.

K. A general plan, with any amendments, is effective for up to ten years from the date the plan was initially adopted and ratified pursuant to subsection M of this section, or until the plan is readopted pursuant to this subsection and ratified pursuant to subsection M of this section or a new plan is adopted pursuant to this subsection and ratified pursuant to subsection M of this section, and becomes effective. On or before the tenth anniversary of the plan's most recent adoption, the governing body of the municipality shall either readopt the existing plan for an additional term of up to ten years or shall adopt a new general plan as provided by this article....

M. The governing body of a city or town having a population of more than two thousand five hundred persons but less than ten thousand persons and whose population growth rate exceeded an average of two per cent per year for the ten year period before the most recent United States decennial census, and any city or town having a population of ten thousand or more persons, shall submit each new general plan adopted pursuant to subsection K of this section to the voters for ratification at the next regularly scheduled municipal election or at a special election scheduled at least one hundred twenty days after the governing body adopted the plan pursuant to section 16-204. The governing body shall include a general description of the plan and its elements in the municipal election pamphlet and shall provide public copies of the plan in at least two locations that are easily accessible to the public and may include posting on the municipality's official internet website. If a majority of the qualified electors voting on the proposition approves the new plan, it shall become effective as provided by law. If a majority of the qualified electors voting on the proposition fails to approve the new plan, the current plan remains in effect until a new plan is approved by the voters pursuant to this subsection. The governing body shall either resubmit the proposed new plan, or revise the new plan as provided by this section, for subsequent submission to the voters at the next regularly scheduled municipal election or at a special election scheduled at least one hundred twenty days after the governing body readopted the

new or revised new plan. All subsequent adoptions and submissions of the new plan or revised plans must comply with the procedures prescribed by this section until the plan is ratified....

O. A person, after having participated in the public hearing pursuant to subsection H of this section, may file a petition for special action in superior court to review the governing body's decision that does not comply with the mandatory requirement prescribed in section 9-461.05, subsection C, paragraph 1, subdivision (g) within thirty days after the governing body has rendered its decision. The court may affirm, reverse or remand to the governing body, in whole or in part, the decision reviewed for further action that is necessary to comply with the mandatory requirements prescribed in section 9-461.05, subsection C, paragraph 1, subdivision (g)

### **Additional Requirements from Flagstaff City Code Title 11-10.20.010 Comprehensive Plan Updates relevant to Public Participation**

....B. The adoption of a new General Plan or readoption of the General Plan shall follow the common procedures for General Plan amendments (Section [11-10.10.020](#)) and the procedures for a major plan amendment (Section [11-10.20.020](#)), except that it need not be heard at a single public hearing held during the calendar year in which the application was filed. ....

E. All Comprehensive Plan updates are subject to the public participation procedures established in Section 10-20.30.060, Neighborhood Meeting

F. Ratification.

1. Each new or readopted General Plan shall be submitted to the voters for ratification at the next regularly scheduled municipal election or at a special election scheduled at least one hundred twenty (120) days after the governing body adopted the General Plan pursuant to A.R.S. Section 16-204. The Council shall include a general description of the General Plan and its elements in the municipal election pamphlet and shall provide copies of the proposed General Plan to the public in at least two (2) locations that are easily accessible to the public, which may include posting on the City's official Internet website.

2. If a majority of the qualified electors voting on the proposition approves the new or readopted General Plan, it shall become effective as provided by law.

3. If a majority of the qualified electors voting on the proposition fails to approve the new or readopted General Plan, the current General Plan remains in effect until a new or readopted General Plan is approved by the voters pursuant to this section. The Council may resubmit the proposed new or readopted General Plan, or revise the new or readopted General Plan as provided by this section for subsequent submission to the voters. (Ord. 2015-13, Amended, 06/02/2015)

### **County Requirements**

[Public participation and adoption requirements from Arizona Revised Statutes Section 11-805: Comprehensive plan adoption; notice; hearing; amendment; expiration; readoption.](#)

*NOTE: For procedural purposes, the County process for adopting the Regional Plan update is assumed to be a "major amendment" to the comprehensive plan.*

A. The board shall adopt a comprehensive plan and subsequently amend or extend the adopted plan as provided by this article. On adoption or readoption, the plan, or any part of the plan, shall be the official guide for the development of the area of jurisdiction. Any change, amendment, extension or addition of the comprehensive plan may be made only pursuant to this chapter.

B. The board of supervisors shall:

1. Adopt written procedures to provide effective, early and continuous public participation in the development and major amendment of the comprehensive plan from all geographic, ethnic and economic areas of the county. The procedures shall provide for:

(a) The broad dissemination of proposals and alternatives.

(b) The opportunity for written comments.

(c) Public hearings after effective notice.

(d) Open discussions, communications programs and information services.

(e) Consideration of public comments.

2. Consult with, advise and provide an opportunity for official comment by public officials and agencies, municipalities, school districts, associations of governments, public land management agencies, the military airport if the county's area of jurisdiction includes territory in the vicinity of a military airport or ancillary military facility as defined in section 28-8461, other appropriate government jurisdictions, public utility companies, civic, educational, professional and other organizations, property owners and citizens generally to secure the maximum coordination of plans and to indicate properly located sites for all public purposes on the plan.

C. The commission shall confer with the state land department and the governing bodies and planning commissions of cities and towns in the county for the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the county, of zoning districts, of urban growth and of public improvements and utilities that do not begin and terminate within the boundaries of any single city or town and that will, pursuant to the present and future needs of the county, best promote with efficiency and economy the health, safety, morals, order, convenience or general welfare of the public.

D. The commission shall coordinate the production of the comprehensive plan with the creation of the conceptual state land use plans under title 37, chapter 2, article 5.1. The commission shall cooperate with the state land department regarding integrating the conceptual state land use plans into the comprehensive plan.

E. The commission may formulate and draft the comprehensive plan as a whole, or as separate parts of the plan corresponding with functional divisions of the subject matter, and, subject to the limitations of this chapter, may amend, extend or add to the comprehensive plan.

F. At least sixty days before the comprehensive plan or an element or major amendment of a comprehensive plan is noticed pursuant to subsection G of this section, the commission shall transmit the proposal to the board of supervisors and submit a copy for review and further comment to:

1. Each municipality in the county.
  2. Each other county that is contiguous to the county.
  3. The regional planning agency in the county.
  4. The Arizona commerce authority or any other state agency that is subsequently designated as the general planning agency for this state.
  5. The department of water resources for review and comment on the water resources element, if a water resources element is required.
  6. If the comprehensive plan or an element or amendment of the comprehensive plan is applicable to territory in the vicinity of a military airport or ancillary military facility as defined in section 28-8461, the military airport.
  7. If the comprehensive plan or an element or major amendment of the comprehensive plan is applicable to property in the high noise or accident potential zone of a military airport or ancillary military facility as defined in section 28-8461, the attorney general. For the purposes of this paragraph, "major amendment" means a substantial alteration of the county's land use mixture or balance as established in the county's existing comprehensive plan land use element for that area of the county.
  8. Any person or entity that requests in writing to receive a review copy of the proposal.
- G. After considering any recommendations from the review required under subsection F of this section, the commission shall hold at least one public hearing. Notice of the time and place of a hearing and availability of studies and summaries related to the hearing shall be given at least fifteen and not more than thirty calendar days before the hearing by:
1. Publication at least once in a newspaper of general circulation in the county seat.
  2. Publication at least once in a newspaper of general circulation in the area to be affected, or adjacent to the area to be affected, if the area affected is other than the county seat.
  3. Such other manner in addition to publication as the county may deem necessary or desirable.
- H. After the commission recommends the comprehensive plan or any section of the plan, the plan shall be submitted to the board of supervisors for its consideration and official action.
- I. Before the adoption, amendment or extension of the plan, the board shall hold at least one public hearing on the plan. After the board considers the commission's recommendation and any recommendations from the review required under subsection F of this section, the board shall hold at least one public hearing at which residents of the county shall be heard concerning the matters contained in the plan. At least fifteen days' notice of the hearing shall be given by one publication in a newspaper of general circulation in the county seat. The board shall consider protests and objections to the plan and may change or alter any portion of the comprehensive plan. However, before any change is made, that portion of the plan proposed to be changed shall be re-referred to the commission for its recommendation, which may be accepted or rejected by the board.

J. The board of supervisors may adopt the county comprehensive plan as a whole or by successive actions adopt separate parts of the plan. The adoption or readoption of the comprehensive plan or any amendment to the plan shall be by resolution of the board. The adoption or readoption of, or a major amendment to, the county comprehensive plan shall be approved by the affirmative vote of at least two-thirds of the members of the board. All major amendments proposed for adoption to the comprehensive plan by the board shall be presented at a single public hearing during the calendar year the proposal is made. The adoption or readoption of the comprehensive plan, and any major amendment to the comprehensive plan, shall not be enacted as an emergency measure and is subject to referendum as provided by article IV, part 1, section 1, subsection (8), Constitution of Arizona, and title 19, chapter 1, article 4. For the purposes of this section, "major amendment" means a substantial alteration of the county's land use mixture or balance as established in the county's existing comprehensive plan land use element for that area of the county. The county's comprehensive plan shall define the criteria to determine if a proposed amendment to the comprehensive plan effects a substantial alteration of the county's land use mixture or balance as established in the county's existing comprehensive plan land use element for that area of the county.

K. N/A

L. If the motion to adopt or readopt the plan or an amendment to the plan fails to pass, the board may reconsider the motion in any manner allowed by the board's rules of procedure, but any subsequent motion for the adoption or readoption of the plan or a major amendment to the plan must be approved by an affirmative vote of at least two-thirds of the members of the board. If the board fails to adopt or readopt the plan, the current plan remains in effect until a new plan is adopted. The board shall either reconsider the proposed plan or consider a revised plan within one year and shall continue to do so until one is adopted. All subsequent considerations of a new or revised plan must comply with the procedures prescribed by this article.

M. A county comprehensive plan, with any amendments, is effective for up to ten years from the date the plan was initially adopted or until the plan is readopted or a new plan is adopted pursuant to this subsection and becomes effective. On or before the tenth anniversary of the plan's most recent adoption, the board shall either readopt the existing plan for an additional term of up to ten years or shall adopt a new comprehensive plan as provided by this article.

N. A person, after having participated in the public hearing pursuant to subsection I of this section, may file a petition for special action in superior court to review the board of supervisor's decision that does not comply with the mandatory requirement prescribed in section 11-804, subsection B, paragraph 1, subdivision (e) within thirty days after the board has rendered its decision. The court may affirm, reverse or remand to the board of supervisors, in whole or in part, the decision reviewed for further action that is necessary to comply with the mandatory requirements prescribed in section 11-804, subsection B, paragraph 1, subdivision (e).