

**Case No. PZ-19-00123 Updates to Zoning Code 2019 – Neighborhood Community Commercial (NCC)
Narrative and Regional Plan and Specific Plan Conformance Analysis**

Narrative

The proposed amendment is to create a new zone called the Neighborhood Community Commercial (NCC) zone. This new zone will be identical to the existing Community Commercial (CC) zone as it pertains to the allowed land uses and property development standards (setbacks, Floor Area Ratio, lot sizes, etc.), except that the allowed maximum building height would be limited to 45 feet.

In February 2018, the City Council adopted the citywide High Occupancy Housing Specific Plan. The High Occupancy Housing Specific Plan was developed in response to the community’s dialogue about the previously proposed high-intensity mid-rise developments near historic neighborhoods that primarily catered to college students. The High Occupancy Housing Specific Plan is intended to provide direction in the form of goals, policies, and strategies to accommodate various housing options in areas of the city that can support infill, redevelopment, and mixed-use activities. The Plan's goals, policies, and implementation strategies address a broad spectrum of topics (see Chapters 4 and 5 of the HOH Plan). Specific to this application, the Plan’s implementation strategies include lowering the building height in the Community Commercial (CC) zone from 60-feet tall to 45-feet tall (Strategies to be implemented by 2019, bullet 5, page 102).

The concept to have a separate zone to address the HOH Plan implementation strategy to change the building height of the Community Commercial (CC) zone from 60 feet to 45 feet is a result of the comments received at the public open house meetings, the Planning and Zoning Commission’s Work Session that occurred in August 2019, and the City Council’s Work Session that occurred in October 2019. In summary, instead of limiting the Community Commercial (CC) zone to a maximum building height of 45 feet, the comments received suggested restricting the locations where the 45-foot maximum building height would be applied. As a result of these comments, it became apparent that a separate zone would be an appropriate mechanism to implement the above-mentioned HOH Plan implementation strategy. A different zone would allow the option to rezone specific areas of the city to the Neighborhood Community Commercial (NCC) zone and maintain the existing Community Commercial (CC) zone in other areas. This approach would allow the City Council to determine which areas of the city with the Community Commercial (CC) zone should have a maximum building height of 45 feet and which areas should maintain the currently allowed maximum building height of 60 feet.

Regional Plan Conformance

Chapter VIII - Community Character

- Policy CC.2.3. Mitigate development impacts on heritage resources.
- Policy CC.2.7. Protect existing historic districts from encroachment by land uses that compromise the historic characteristics of the district.
- Policy CC.2.8. In “Historic” activity centers (Downtown and Five Points), prioritize Community Character (CC) and Downtown (LU.11 and LU.12) goals and policies over the Activity Center goals and policies found in LU.18, when considering cases for rezoning.
- Goal CC.3. Preserve, restore, enhance, and reflect the design traditions of Flagstaff in all public and private development efforts.

- Policy CC.3.1. Encourage neighborhood design to be respectful of traditional development patterns and enhance the overall community image.
- Policy CC.3.2. Maintain and enhance existing buildings and blend well-designed new buildings into existing neighborhoods.

The proposed Neighborhood Community Commercial (NCC) zone is intended to be used to replace the existing Community Commercial (CC) zoning on the properties in Flagstaff that are primarily located in older and historic neighborhoods (Southside, North End, and Sunnyside). These neighborhoods typically consist of a variety of residential and non-residential uses that primarily exist in lower-scale one-, two-, and three-story buildings. To assist in maintaining the mix of land uses in these areas, the Neighborhood Community Commercial (NCC) zone's allowed uses are identical to the Community Commercial (CC) zone. In addition, the Neighborhood Community Commercial (NCC) zone's property development standards are identical to the Community Commercial (CC) zone, except that the allowed building height is limited to 45 feet instead of 60 feet that is allowed in the Community Commercial (CC) zone. The lower building height in the Neighborhood Community Commercial (NCC) zone is intended to assist in mitigating the heights between new and older developments. Also, the lower building height encourages designs that are contextually compatible and blend into the neighborhoods.

Chapter IX - Growth Areas & Land Use

- Policy LU.2.2. Design new development to coordinate with existing and future development, in an effort to preserve viewsheds, strengthen connectivity, and establish compatible and mutually supportive land uses.
- Goal LU.3. Continue to enhance the region's unique sense of place within the urban, suburban, and rural context.
- Policy LU.3.1. Within the urban, suburban, and rural context, use neighborhoods, activity centers, corridors, public spaces, and connectivity as the structural framework for development.
- Policy LU.5.3. Promote compact development appropriate to and within the context of each area type: urban, suburban, and rural.
- Policy LU.10.3. Value the traditional neighborhoods established around downtown by maintaining and improving their highly walkable character, transit accessibility, diverse mix of land uses, and historic building form.
- Policy LU.10.5. Consider vacant and underutilized parcels within the City's existing urban neighborhoods as excellent locations for contextual redevelopment that adds housing, shopping, employment, entertainment, and recreational options for nearby residents and transit patrons.
- Policy LU.18.2. Strive for activity centers and corridors that are characterized by contextual and distinctive identities, derived from history, environmental features, a mix of uses, well-designed public spaces, parks, plazas, and high-quality design.
- Policy LU.18.9. Plan activity centers and corridors appropriate to their respective regional or neighborhood scale.

- Policy LU.19.2. Establish the context and regional or neighborhood scale of each corridor prior to design with special consideration for those intended to remain residential or natural in character.

The proposed Neighborhood Community Commercial (NCC) zone is intended to be used in the Southside, North End, and Sunnyside neighborhoods. However, the zone could be used in areas of Flagstaff that are desired to have a lower building height. The Neighborhood Community Commercial (NCC) zone consists of a mix of land uses, residential and non-residential, that match the existing Community Commercial (CC) zone. These land uses will assist in contributing to a traditional neighborhood environment consisting of a diverse mix of uses that are mutually supportive and establish a unique sense of place within the urban environment.

In addition to the land uses, the Neighborhood Community Commercial (NCC) zone's property development standards are identical to the Community Commercial (CC) zone, except that the allowed building height is limited to 45 feet instead of 60 feet. The lower building height in the Neighborhood Community Commercial (NCC) zone is intended to maintain the contextual and distinctive identities of the North End, Southside, and Sunnyside neighborhoods by promoting smaller, more compact development that is appropriate for the existing neighborhood scale. In addition, the lower building height is more appropriate for the smaller lot sizes that exist in these neighborhoods, which will assist in providing and maintaining a height and lot size structural framework that contributes to the mitigation of scale between new and older developments and encourages designs that are contextually compatible. Furthermore, the lower building height may contribute to assisting in maintaining the existing smaller lots that make up these neighborhoods since lot consolidation to achieve the taller building heights and associated development standards may not be necessary. It should be noted that the lower building height within the neighborhoods and adjacent to corridor streets will assist in preserving viewsheds.

Chapter XIII - Neighborhoods, Housing, & Urban Conservation

- Policy NH.1.2. Respect traditions, identifiable styles, proportions, streetscapes, relationships between buildings, yards, and roadways; and use historically appropriate and compatible building and structural materials when making changes to existing neighborhoods, especially in historic neighborhoods.
- Policy NH.1.8. Prioritize the stabilization of a neighborhood's identity and maintain cultural diversity as new development occurs.
- Goal NH.6. Neighborhood conservation efforts of revitalization, redevelopment, and infill are compatible with and enhance our overall community character.
- Policy NH.6.1. Promote quality redevelopment and infill projects that are contextual with surrounding neighborhoods. When planning for redevelopment, the needs of existing residents should be addressed as early as possible in the development process.

The primary purpose of the proposed Neighborhood Community Commercial (NCC) zone is to maintain similar building heights within existing older and historic neighborhoods. Limited to 45 feet instead of 60 feet that is allowed in the Community Commercial (CC) zone, the proposed building height of the Neighborhood Community Commercial (NCC) zone will assist in preserving the existing proportions and scales of these areas. In addition, the lower building height may contribute to assisting in maintaining smaller lots since lot consolidation will not be needed to achieve greater heights and comply with the related property development standards. In combination with maintaining the existing lot sizes, the

lower building height will assist in contributing to new development that is compatible with the existing context, which will also assist in maintaining the neighborhood's identity and overall community character.

High Occupancy Housing Specific Plan

- HOH.1.2. Remove policy barriers to new development replicating the patterns of compatible historic districts and historic neighborhoods in order to promote historic context, parking, street patterns, and pedestrian connectivity, through small- and medium-scale buildings.
- HOH.2.1. Ensure that the proportions and design of HOH projects in terms of architecture, connectivity, and public spaces are tied to the activity centers type (urban, suburban), scale (regional, neighborhood, historic), and proximity of historic districts and neighborhoods.
 - Small-scale HOH is preferred in historic activity centers. Medium-scale HOH may be appropriate in the commercial core of Downtown when designed with consideration to the historic context.

Strategy

- Commercial (CC) zone to 45 feet (see Map 18).

The primary purpose of the proposed Neighborhood Community Commercial (NCC) zone is to implement the above-referenced strategy of the High Occupancy Housing Specific Plan. The concept of having a new zone to address the High Occupancy Housing Specific Plan implementation strategy to change the building height of the Community Commercial (CC) zone from 60 feet to 45 feet is a result of the comments received at the public open house meetings, the Planning and Zoning Commission's Work Session that occurred in August 2019, and the City Council's Work Session that occurred in October 2019. The primary purpose of this strategy is to allow the City Council to determine the appropriate locations to implement the 45-foot maximum building height and enable property owners to rezone into the Neighborhood Community Commercial (NCC) zone.

The lower building height in the Neighborhood Community Commercial (NCC) zone is intended to maintain the contextual and distinctive identities of older and historic neighborhoods by promoting smaller, more compact development that is appropriate for the existing neighborhood scale. In addition, the lower building height (45 feet) of the Neighborhood Community Commercial (NCC) zone will assist in preserving the existing small- and medium-scale building patterns, proportions, and scale of these neighborhoods where most of the Community Commercial (CC) zone is located.

Southside Community Plan

- Goal S 2. Protect the landmarks and historic character that make Southside a unique community in Flagstaff.
- Policy S 2.4. Replicate patterns, materials, and architectural features of historic building in new construction.
- GOAL S 4. Support a diversity of buildings and mix of uses that are compatible with the scale and architecture of historic landmarks and area character.

- Policy SMS 1.2. New buildings in the Southside Main Streets are designed to increase gradually in scale and intensity in the context of the historic urban fabric. Building heights should not exceed 45 feet.
- Policy SLW 1.2. Design new buildings in the Live/Work Neighborhood that include hidden density to the existing urban form, while preserving the patterns and shapes of the residential streets. Building heights should not exceed 45 feet.

The proposed Neighborhood Community Commercial (NCC) zone with the maximum building height of 45 feet will assist in implementing the above referenced Southside Community Plan Goal and Policies. The zone will assist in maintaining building heights that contribute to a pattern of development that is compatible with the historic character and scale that is compact and appropriate for the Southside and the neighborhood's historic buildings. Also, the proposed allowed land uses of the Neighborhood Community Commercial (NCC) zone are identical to the Community Commercial (CC) zone. These land uses will assist in contributing to a traditional neighborhood environment consisting of a diverse mix of uses that are mutually supportive and establish a unique sense of place.

Conflicting Regional Plan Goals and Policies

- Policy ED.4.2. Promote variety and flexibility in land use and development options within the urban growth boundary.
- Policy LU.1.6. Establish greater flexibility in development standards and processes to assist developers in overcoming challenges posed by redevelopment and infill sites.

The proposed Neighborhood Community Commercial (NCC) zone is intended to implement the High Occupancy Housing Specific Plan and Southside Community Plan goals and policies. The zone itself does not provide additional variety or flexibility to the existing development standards and processes allowed in the Zoning Code. Also, the proposed zone does not provide assistance for developers in overcoming challenges posed by redevelopment and infill sites. It should be noted that the proposed Neighborhood Community Commercial (NCC) zone is intended to be used to replace the existing Community Commercial (CC) zone that is located in older and historic neighborhoods. The proposed building height of the proposed zone (45 feet) will limit development flexibility and preclude taller building heights that may be needed to overcome challenges posed by redevelopment and infill sites.