



Northern Arizona Healthcare

Amended Applications for

**Concept Zoning Map Amendment
Adoption of Specific Plan**

Project PZ-21-00126-01

February 15, 2023

NAH Health Village

Northern Arizona Healthcare Corporation

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Property Data:

Coconino APN					
Parcel	APN	Zoning	Area (sq.ft.)	Area (ac.)	Comments
1	112-05-125	ER/RR	2,283,777.45	52.43	RR = 38.92 / ER = 13.51
2	112-05-126	ER	613,928.38	14.09	
3	112-05-127	ER	186,249.06	4.28	
4	112-05-128	R1	106,73.57	0.25	
5	112-05-001H	ER	741,565.02	17.02	
6	112-10-001L	ER	440,208.96	10.11	
7	112-10-001V	ER	439,800.08	10.10	
8	112-10-002A	RR	219,986.53	5.05	
9	112-10-004	RR	220,446.11	5.06	
10	112-10-037	RR	125,448.48	2.88	
11	112-10-005T	ER	439,601.78	10.09	
12	112-10-006A	ER	79,787.41	1.83	
13	112-10-006B	ER	75,073.58	1.72	
14	112-10-006C	ER	284,503.44	6.53	
15	112-10-032A	ER	606,579.68	13.93	
16	112-10-036	RR	94,686.07	2.17	
17	116-13-004B	RR	894,494.31	20.53	
NAH TOTAL PROPERTY AREA:			7,756,809.91	178.07	
Planning Area:		172.62+/- acres ¹ (See Specific Plan, Appendix 3)			
Existing Zone Classifications: ²		Rural Residential (RR)		74.62 acres	
		Estate Residential (ER)		97.76 acres	
		Single Family Residential (R1)		0.25 acres	
		Total:		172.6 acres (rounded)	
Proposed Zoning Classifications: ³		Highway Commercial (HC)		109.7 acres	
		Research & Development (RD)		27.8 acres	
		Public Facilities (PF)		35.2 acres	
		Total ⁴ :		172.6 acres (rounded)	

¹ Gross acreage of 17 parcels involved in this application is 178.07. Planning Area consists of 172.62 acres, as described and mapped at Specific Plan, Appendix 2. The difference (5.45 acres approx.), is comprised of three parcel remnants that are outside the Planning Area. These remnants are part of APN 112-10-005T, -006A, and -006C, as shown in Specific Plan, Appendix 3. Applicant will submit lot line adjustment / lot combination applications to create an approximately 3.6-acre parcel from the remnant portion of 112-10-006C, and an approximately 1.8-acre parcel from the remnant portions of 112-10-005T and 112-10-006A.

² See Specific Plan, Image 5 (Existing Zoning Map).

³ See Specific Plan, Image 11 (Zoning Plan).

⁴ The rezoning for the Health Village will occur in two phases. In the first phase, the Applicant is seeking adoption of a Specific Plan and a Concept Zoning Map Amendment for only Land Use Areas 1a, 1b, and 2b (as defined in Section III(A), below). The second phase will include adoption of a Specific Plan and a Concept Zoning Map Amendment for the remaining Land Use Areas.

Project Data:

Development Name:	NAH Health Village
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Use Category: Description:⁵

Hospital, Emergency, & MOB: ⁶	Approximately 1.15 million square feet on approximately 59.8 net acres (FAR 0.49), comprised of building types compatible with Hospital and Medical Office uses. <i>See</i> Specific Plan, Section III(A) (Land Use Plan & Program).
Residential:	Estimated 315 dwelling units on 15.3 net acres (18.10 units per gross acre), comprised of building types compatible with uses for Mixed Use, Multiple-Family Development, certain High Occupancy Housing, Employee Housing and Co-Housing. ⁷ <i>See</i> Specific Plan, Section III(A) (Land Use Plan & Program), and Section V(B) (Use Tables).
Commercial:	Approximately 382,000 square feet of non-residential uses on 41.9 net acres, comprised of Commercial uses, including Retail and Lodging. FAR varies by use and location (in and out of planned future activity center). <i>See</i> Specific Plan, Section III(A) (Land Use Plan & Program).
Research & Development	Approximately 250,000 square feet on 27.1 net acres, comprised of Research & Development uses, including Light Manufacturing. <i>See</i> Specific Plan, Section III(A) (Land Use Plan & Program).
Open Space:	Approximately 30.3 net acres of designated Open Space and Civic Space, inclusive of areas reserved for wellness retreat (20.0 net acres) and FUTS preservation (10.3 net acres). <i>See</i> Specific Plan, Section III(A) (Land Use Plan & Program).

⁵ Descriptions are general and intended to provide context for the use areas. Please refer to Specific Plan, Sections III(A) & (B), IV & V for more details.

⁶ The first phase of NAH’s combined Application seeks approval of adoption of the Specific Plan and a Concept Zoning Map Amendment for the Hospital, ACC, and MOB (Land Use Area 2b) and the open space areas (Land Use Areas 1a and 1b), all other use categories will be addressed in a future application.

⁷ This application does not adopt Division 10-50.110 of the Flagstaff Municipal Code.

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⁸ Appendices 1 through 11 are part of the proposed Specific Plan. The appendices submitted with these combined, amended applications are numbered 12 through 16.

I. Introduction

A. Executive Summary

Northern Arizona Healthcare Corporation (NAH) proposes these Applications for Adoption of Specific Plan and Concept Zoning Map Amendment, in support of its vision to bring to Flagstaff a new, state-of-the-art, regional hospital and ambulatory care facility, surrounded by a Health Village designed as a location for our community to gather for a full range of medical, health and wellness services, together with a broad mix of commercial, retail, research and housing opportunities. NAH's Applications for Adoption of Specific Plan and Concept Zoning Map Amendment will occur in two phases. The first phase will include adoption of Specific Plan and Concept Zoning Map Amendments for Land Use Areas⁹ 1a, 1b, and 2b only. The second phase will include adoption of a Specific Plan and Concept Zoning Map Amendment for the remaining Land Use Areas (2a, 2c, and 3).

1. History and Reach

Flagstaff Medical Center (FMC) has deep roots in this community. In 1936, to meet the needs of a growing town, Dr. Charles Sechrist founded Flagstaff Hospital, with 25 beds, on North Beaver Street. Ever since, Flagstaff and communities throughout Northern Arizona have been served by what became known as Flagstaff Medical Center, still located on North Beaver Street. For the past 35 years, FMC has been owned and operated by NAH. Both FMC and NAH are nonprofit corporations.

FMC provides world class medical services as a major regional hospital, with a capacity of 242 patient beds. The current facility was expanded to over 300 beds to address patient needs during the COVID-19 pandemic, however the temporary exemptions permitting the pandemic related increased capacity have expired, resulting in a current maximum capacity of 242. FMC is an Arizona-certified Level I Trauma Center, meaning that it is a comprehensive regional resource capable of providing total care for every aspect of injury, from prevention through rehabilitation. Notably, FMC is the only Arizona Level I Trauma Center north of Phoenix. NAH, through the combined resources of FMC and the Verde Valley Medical Center, serves a region encompassing over 700,000 people spread across 50,000 square miles.

⁹ As those Land Use Areas are defined in the Section III(A), below.

2. Need for New Medical Facilities

Even as FMC has endeavored to advance the quality of its medical care, it does so constrained by a physical campus no longer adequate to meet the growing needs of the community and region, or to implement an evolving understanding of best practices when it comes to patient care. These challenges will become more difficult in the coming years.

FMC's campus is inefficient. It sprawls across 20 city lots, crossing three busy circulation streets, and consumes over 40 acres of horizontally developed medical facilities. Additionally, inpatient bed units span five buildings and more than 900 feet of walking distance, decreasing NAH's ability to deliver services in an efficient manner. The current, segmented campus contributes to higher costs (via duplication of equipment, supplies, and staff), as well as wayfinding confusion and frustration on the part of patients and visitors. FMC for years has stitched together its facilities with measures such as building a sky bridge to connect east and west campuses, and even parking some of its more than 2,000 employees over a mile away on Switzer Canyon Drive. Although FMC owns additional lots as yet undeveloped in the vicinity of the current hospital, future use of these lots would exacerbate a horizontal and disconnected medical services network. It would place increasing pressure on an already overburdened road system and make access even for emergency vehicles increasingly problematic.

FMC's patient facilities will not keep pace with advances in medical care best practices. Even as the campus is sprawling, vital components of the hospital are undersized in relation to contemporary requirements for delivery of medical services. Portions of the current campus are more than 50 years old. With the primary patient bed units having been built in the mid-1980s (under legacy building codes), the facility is more than 25% smaller than contemporary benchmarks, limiting NAH's ability to keep pace with advances in medical care and technology. The current facility impacts both patients and the organization due to a lack of privacy, with 29 of FMC's inpatient rooms being double occupancy. In addition to reduced patient privacy, this results in the facility running at lower capacity as beds have had to be blocked for infection prevention requirements, leading to patients having to travel out of the region for care.

With a contemporary design on a greenfield site, NAH will overcome the challenges presented by the current campus, and it will see reduced cost pressure for many services it currently provides. Importantly, NAH will add and expand service offerings – including a comprehensive cancer center, an expanded wound care program (with the

addition of hyperbaric chambers), a full-service outpatient imaging center (with a breast cancer imaging suite), and a robust outpatient surgery, endoscopy, and pain management center. In other words, the replacement hospital will solve for both the overall sizing of the facility and operational efficiencies, providing a better patient experience and allowing NAH to expand services.

3. Planning Beyond the Traditional Hospital

With its sights focused on the future needs of our community and the future of top tier medical care, which our community deserves, NAH acquired 172.6 acres of largely undeveloped land east and north of Fort Tuthill County Park. This site will become home to the new hospital, and much more. It will be a Health Village. A Health Village is an emerging concept within medical care that broadens and re-imagines traditional concepts of a hospital. Health Villages are multi-use environments, which bring together medical, health, and wellness care with complementary retail, commercial, research, education, and residential opportunities. These are places where those who are sick or injured can receive treatment, and where everyone can find resources to help us be and remain healthy and well.

NAH's Health Village will:

- Create a **healthy lifestyle destination** in Flagstaff that will take care of Northern Arizona residents, with an emphasis on **wellness, innovation, virtual and world class care**.
- Become a **gathering place** for the community, a sanctuary highly **integrated with its natural environment**, that helps community members **relieve stress and engage in healthy lifestyle choices**.
- Achieve **accessibility to all members of the community**, and leverage neighboring developments and amenities, to promote **synergistic partnerships and lifetime care**.
- Attract development that will result in **employment opportunity** and **economic benefit** to Flagstaff, estimated at over 3,085 direct and indirect jobs and up to \$387 million of direct and indirect economic output per year.
- Contribute to Flagstaff's efforts to solve its housing crisis, **providing housing opportunities** with 315 units to be located directly on the Health Village campus, and **opening access** to land that could provide hundreds more.

Anchoring the Health Village, in the heart of the Planning Area, NAH will build a new regional hospital, with 276 beds on opening day and the ability to add an additional 172 beds in future buildouts. In total then, the new regional hospital will have up to 468 beds. The initial 34 bed increase will result in a 14% increase in bed count, and at full build out, NAH will increase its patient bed capacity by 85% from the current FMC capacity, while simultaneously incorporating efficiencies and best clinical practices. Some of the ways in which these improvements will be seen include more vertical, rather than horizontal, integration of services, and emphasis on patient experience including noise reduction and view protection from patient rooms. Outpatient care, including surgical services, and medical and administrative officing, will be physically connected with the hospital, making these functions easier to access for both NAH staff and providers as well as members of the public.

The Planning Area offers a unique opportunity to utilize the natural environment as a focus of health and wellness. The facilities, views, and areas of respite are all planned based on physically and visually connecting to the place in an authentic way. The connection to nature has been proven to add comfort to patients and staff. As well, by creating a destination, NAH believes this replacement hospital will improve staff satisfaction, which will result in improved work performance, patient care, and staff recruitment and retention.

Open space and civic space will be emphasized throughout the Planning Area. In particular, adjacent to the new hospital, more than 30 acres of the Planning Area are set aside to preserve a current FUTS corridor and to host a 21-acre wellness retreat, where staff, patients, visitors and the public can enjoy outdoor paths, trails, gathering areas and the like. The wellness retreat will connect the hospital with its surrounding natural environment.

B. Adoption of Specific Plan

NAH seeks the adoption of the proposed Specific Plan pursuant to Flagstaff City Code Division 11-10.30. In Flagstaff, hospitals are permitted nowhere as of right, and almost anywhere if under a conditional use permit. Because of the size and cost, complexity, use mix, and phased development of the NAH Health Village, the Specific Plan is necessary to secure development rights, provide a greater level of detail for its geographic area in relation to Flagstaff's General Plan including specifying zoning regulations and development standards, to protect the goals of a Health Village, and to support its successful and timely completion.

A discussion of the purpose and intent of the Specific Plan is set forth in Section I of the Plan. The nature and scope of development within the Planning Area is set forth in detail in Sections III, IV and V of the Specific Plan, and discussed conceptually in Section III(A), below. To summarize why the Specific Plan is necessary, some elements of the Health Village are not provided for in the existing Zoning Code, while at the same time, the existing Zoning Code would permit uses inconsistent with the Health Village concept.

To be of the size and configuration needed to provide optimal care to the region's growing population, the new hospital needs to be up to seven stories, and 160 feet, in height. Vertical, rather than horizontal, design improves numerous areas of clinical operations, including a more compact (closer) arrangement of clinical services, a more efficient environment for staff, and even safety and security improvements. This height is not provided for in the Zoning Code.

Similarly, the Zoning Code emphasizes building-forward strategies to place building fronts next to street sidewalks. *See* Code § 10-30.60.060. Although this is achievable across most of the NAH Health Village site, the hospital itself should be placed away from the street, and in this way further from the airport and highway, to minimize noise, simplify wayfinding, and maximize view sheds for the benefit of patients. The image to the right illustrates the highway and airport noise exposure zones as they exist within the Planning Area, with the planned hospital set far enough west to be less impacted by those zones.



Finally, the envisioned Health Village can be developed generally consistent with existing zones, such as highway commercial and research & development, but those same zones would also permit development of uses inconsistent with a Health Village concept.

For this reason, some use and development standards are set forth in the Specific Plan to preserve the integrity of the Health Village concept.

The Health Village concept will be best implemented if uses, building locations, circulation plans, and open/civic space are coordinated to be consistent with and supportive of the new medical facilities. Under Flagstaff's City Code, specific plans are a perfect tool for accomplishing these goals across a large development area such as the Planning Area in this case.

C. Concept Zoning Map Amendment

Development of the NAH Health Village requires that all of the Planning Area be rezoned. The Planning Area is comprised of 17 parcels, which are listed on page 3, above. All of the parcels currently have residential zone designations. Ten parcels are zoned estate residential (ER), five parcels are zoned rural residential (RR), one parcel is zoned single-family residential (R1), and one parcel is split zoned between ER and RR. The base zones for the NAH Health Village Specific Plan will be highway commercial (HC), public facilities (PF), and research & development (RD). The first phase of the rezone will include rezoning four (4) parcels from RR to HC, one (1) parcel and portions of five (5) parcels from ER to HC, and one (1) parcel and portions of six (6) parcels from ER to PF. In total, the first phase will result in 40.47 acres of RR and 57.92 acres of ER being rezoned to 63.18 acres of HC and 35.21 acres of PF. The Zoning Plan for the Planning Area is Image 11 in the Specific Plan.

Acreages of the Planning Area as currently zoned, and acreages for the Planning Area once both phases of rezoning have been completed are set forth on page 3, above. Further, all but three parcels within the Planning Area are within the City of Flagstaff Resource Protection Overlay (City Code § 10-90.30.050). The Applicant's zoning map amendment requests that the remaining three parcels, APNs 112-10-036, 112-10-037, and 112-05-125, that are not currently located within the Resource Protection Overlay, be added into the Resource Protection Overlay. Proposed findings in support of rezoning are set forth in Section IV, below.

II. Location & Context

A. General Location Information

The Planning Area is bounded on the north by vacant private property and the Mountain Dell subdivision, on the east by State Route 89A (Beulah Blvd.) and Interstate 17, on the

south by Fort Tuthill County Park, and on the west by rural residential and estate residential properties with intermittent development. The location of the land included in the Planning Area is shown on the Context Analysis Map, Image 4 in the Specific Plan, which also identifies the properties, zoning designations, and uses surrounding the Planning Area. A legal description for the land within the Planning Area is attached as Specific Plan, Appendix 3.

B. Site & Area Analysis

Site and area analysis as required by City Code §§ 10-20.50.040(C) and 11-10.30.030, is set forth in the Specific Plan, Sections I(D) and II.

III. Development Proposal

A. Concept Site Plan

The Concept Zoning Plan is Image 11 to the Specific Plan. Overall site development is rendered in concept in the Land Use Plan (Specific Plan, Image 10). The Planning Area is presented consistent with proposed zoning and use areas. Use Areas 1a and 1b will be zoned PF, Use Areas 2a, 2b, 2c and 2d will be zoned HC, and Use Area 3 will be zoned RD. Conceptual land use is discussed in the Specific Plan at Section III(A), with some supplemental information presented below. Circulation through the Planning Area relies on Woody Mountain Road and Purple Sage Trail, which are illustrated in the plans. The Circulation Plan for the project is discussed in the Specific Plan at Section III(C) & (D).

The Land Use Plan shows the new hospital at the center of a Health Village that will extend both north and south with a diverse mix of compatible uses, including clinical partners, research and development, commercial/retail, lodging, and multi-family residential. To the west, the Land Use Plan shows substantial open space and civic space, which buffers dispersed residential uses further west as well as the County's fairgrounds to the southwest.

1. Area 1a – the FUTS

Area 1a is the location of the existing Sinclair Wash FUTS. As part of the first phase of the project, it will be zoned PF and not public open space (POS) because it may be suitable for future use for active recreation or other parks/recreation uses in addition to public open space. This area provides a buffer along the Planning Area's western side with the low-density residential uses to the west.

2. Area 1b – the Wellness Retreat

Area 1b will be a wellness retreat and will be rezoned PF as part of the first phase of the project. The wellness retreat is a signature feature of the Specific Plan and is integral to the concept of a Health Village. It is located immediately adjacent to the hospital complex uninterrupted by public streets. This will make it accessible for pedestrian or bicycle use by hospital patients and their families, hospital staff, surrounding businesses and residences, and the public. This feature, together with careful orientation of the hospital to preserve and maximize view sheds for patients, is what enables the Health Village to become a sanctuary highly integrated with its natural environment, that helps community members relieve stress and engage in healthy lifestyle choices. A concept plan for the wellness retreat is at Specific Plan, Images 12-14.

3. Area 2a – Mixed Use/Housing

Area 2a is planned for mixed use and will be rezoned and developed as part of the second phase of the project. Under the Land Use Program, it is planned for 18.10 units per acre, totaling 315 dwelling units on 17.4 gross acres, which is significantly higher than the 14 units per acre threshold set in the General Plan. By creating space for high density housing, the Specific Plan proposal furthers several goals of Flagstaff's 10-Year Housing Plan, which was adopted on February 14, 2022. These include:

- Create 2.2: Identify suburban areas to support greater density and intensity of development.
- Create: 3.2: Encourage neighborhoods, housing types and building practices that increase health.
- Protect 2.2: Encourage diversity in housing options in all neighborhoods, understanding that exclusive communities are incompatible with the City of Flagstaff's mission to protect and enhance the quality of life for all.

4. Area 2b – Hospital/Ambulatory Care Facility/MOB

Area 2b will be the location of the replacement regional hospital, ambulatory care facility and medical offices. Area 2b will be rezoned and developed as part of the first phase of the project. The new facilities will fully replace the existing Flagstaff Medical Center located on North Beaver Street. It is expected the new hospital will be up to seven floors and 160 feet in height, which the Specific Plan will allow in this area only. Overall, the hospital, ambulatory care facility and medical offices will vary in height, and only a

portion of the structure will use the maximum height allowance. Plate heights for hospitals are large due to the need to house both building mechanical systems and medical support systems within ceiling space. Emergency and other patient services will be housed on the lower floors, and patient rooms on the upper floors.

The hospital will accommodate up to 448 patient beds. Patient rooms will be located on upper floors directly above emergency and other clinical services. This vertical orientation for patient care marks a stark contrast with the existing hospital's horizontal and segmented layout. In the new hospital, patients will be moved quickly via elevator to the services they need, reducing the inefficiencies caused for patients and staff. Patient rooms will be able to take advantage of the site's view corridors, with north-facing rooms viewing the San Francisco Peaks, and south-facing rooms viewing forest including the open space preserved by the wellness retreat and Fort Tuthill County Park. Further, the proposed design and layout of the hospital will mitigate any impact to viewsheds from great street and gateway corridors. The natural landscaping on the Planning Area consists of mature ponderosa pine that are approximately eighty feet tall, which mitigates the impact of the patient tower. Further, the hospital layout utilizes existing grade to minimize height impacts. Finally, the viewsheds are protected as the hospital is pushed away from Beulah/I-17 ensuring that views from the corridor towards the peaks are not impacted. The Applicant has prepared an Illustrative Development Plan (Image 1, Specific Plan) and a Viewshed Analysis (Images 33-47, Specific Plan) showing a visualization of Health Village. The Viewshed Analysis shows the current planned patient tower and the future patient tower. The future patient tower will not exceed the height of the current planned tower and the extents of the future tower footprint have been included in the Viewshed Analysis.

Medical transport via helicopter will be located on the roof of the hospital building. The helipad will be designed in compliance with IFC 2018, Section 2007, Helistops and Heliports, as well as with National Fire Protection Association (NFPA) Publication 418, Standard for Heliports, 2021. The helistop will facilitate the emergency transportation of patients, medical teams and/or medical cargo to and from the facility. This helistop will not include any considerations for the service, maintenance, refueling or flight training for said helicopters. The hospital is a level 1 trauma center and thus will need the ability to provide access to helicopters of multiple sizes including helicopters typically used in mass casualty and natural disaster events which are larger than most as well as the capacity to serve two helicopters at once.

The placement and location of helistops come with many restrictions and considerations. To minimize impacts to the public, the hospital patrons, emergency and normal vehicular traffic on the site and the natural landscape and tree vegetation on the site, the ideal

placement of the helistops is on top of the building. This doubles as an efficiency for the transport of emergency patients; with the helistop at the top of the building it will have direct-line access via elevator to the emergency department of the hospital eliminating the need to transport gurneys across parking areas and driveways thus reducing patient travel time and increasing their survivability. The helistop placement at the top of the patient tower also provides the helicopters with a flight orientation that is close to parallel to the aircraft traffic at Flagstaff Pulliam Airport reducing any potential conflicts with other air traffic in the area. This flight path orientation also aligns with the prevailing wind patterns in the area, as indicated by the runway alignments at Pulliam Airport. Additionally, the airport's rectangular traffic pattern is southeast of the runway, opposite the Ft Tuthill campus on the northwest side. Therefore, the standard traffic pattern and helicopter flightpaths would not conflict.

A helistop consists of much more than just the physical landing pad. It also includes sloped Approach/Departure Surfaces centered on each designated flightpath. These surfaces extend approximately 4,000 feet from the heliport. If the heliport were at ground level, it would require significant obstruction-removal activities to meet FAA criteria including potential removal of trees, power lines, etc. The air movement generated from a helicopter's blades also have a significant impact and placing a helistop on the roof minimizes these impacts to pedestrians and vehicles.

The primary heliport user would be Guardian Air, whose local helicopter is based at Pulliam Airport. Guardian Air's pilots use the airport daily. They know the airport's traffic patterns. Likewise, the heliport would lie within the airport's "Class D" airspace, a five-nautical-mile radius from the ARP. Class D airspace surrounds an airport that has an Air Traffic Control Tower (ATCT), which Pulliam Airport has. Aircraft operations within Class D airspace can only take place when approved by the ATCT, which provides separation between aircraft. When the ATCT is closed (nighttime) pilots communicate their positions and intentions to each other via the Common Traffic Advisory Frequency (CTAF).

Additionally, the heliport will undergo an "Airspace Study" by FAA staff before its construction. This process is mandated by Part 157, *Notice of Construction, Alteration, Activation and Deactivation*, of the Federal Aviation Regulations and results in a "Heliport Airspace Analysis Determination (HAAD)". An HAAD states that FAA staff "does not object" to development of the heliport or use of the airspace to operate to and from the site subject to a list of conditions. Operations within Pulliam Airport's Class D airspace would be part of that study.

The Planning Area falls partially within the Avigation Area Zone and the Applicant will submit an avigation easement along with the subdivision platting. The hospital's uses are outside of the airport's avigation easement. See Zoning Code §§ 10-20.40.020, 10-90.30.010.

The location of the hospital on its parcel needs to be set back from the street to implement needed buffers to highway and airport operational noise impacts and, importantly, to assist in wayfinding for patients and visitors. Hospitals and other medical buildings will need parking and emergency circulation to be designed between the building and adjacent streets. The Specific Plan will not require compliance with City Code § 10-30.60.060 (Building Placement) for buildings intended for the delivery of medical services. (*See* Specific Plan, Section IV(C)). These areas will follow the NAH Architectural Standards. (Specific Plan, Section IV(C)).

5. Area 2c – Lodging

Area 2c is for commercial use, possibly a hotel. Area 2c will be rezoned and developed as part of the second phase of the project. The location of this area at the southeast corner of the larger hospital parcel promotes a building forward solution in this location and for the larger medical complex.

6. Area 2d – Clinical Partners and Area 3 – Research & Innovation

Area 2d is intended for commercial use, particularly clinical partners, medical offices, retail and service. Area 3 is intended for research and innovation, and it will be appropriate for uses ranging from training and education to light manufacturing. Areas 2d and 3 will be rezoned and developed as part of the second phase of the project. Initially, Areas 2d and 3 will be a single parcel with split zoning. This is due to two factors. First, access across the Planning Area to Fort Tuthill via Purple Sage and Infantry Road uses existing access easements, which will not need to be altered until the parcel is ready for development. The location and specifications of a future access road will be determined based on the timing of development and the needs of the County. Second, although a future access road in this location is likely to be along the zoning boundary, it is foreseeable that community needs and market factors may influence where improvements will be placed.

B. Open Space/Civic Space

Open space and resource conservation are emphasized throughout the Health Village, accented by a 21.2-acre (net) wellness retreat west of the new hospital. Open space and civic space are discussed in detail in Sections II(H) and III(B) of the Specific Plan. The Wellness Retreat Concept Plan is set forth in Images 12-14 to the Specific Plan.

The proposed NAH Health Village is consistent with and furthers the goals of both the General Plan and the City's Parks and Recreation Organizational Master Plan. The NAH Health Village will bolster and not deplete City resources in this context. The largest contiguous acreage intended for open space and resource conservation is the combination of Land Use Areas 1a and 1b. These will be open to the general public, subject to a public access easement which will be prepared by and recorded by the master developer. The terms of the public access easement are addressed in the development agreement.

The City has a deficit in acreage needed for neighborhood and community parks based on anticipated growth and demand. In the General Plan, the City identified demand in the 2030-2050 timeframe for neighborhood, community, and regional parks at 54, 176 and 270 acres, respectively. (General Plan at IX-13). These acreages are all listed as deficit acreages in the General Plan, with no existing supply. However, in the City's Parks and Recreation Organizational Master Plan (dated February 2013), existing supply (developed and undeveloped) of neighborhood, community and regional parks are shown to be 40.29, 88.6, and 540 acres, respectively. (Parks Master Plan at 15-16). Combining the data reported in the General Plan and Parks Master Plan reflects a deficit in acreages needed for neighborhood parks of 13.71, and for community parks of 87.4. The wellness retreat on its own, by size, would qualify as the third largest community park. (Parks Master Plan Table 6). Considered together, the wellness retreat plus the FUTS trail area is larger than Foxglenn Park.

Programming for the wellness retreat, including recreational opportunities, will be determined later in the planning process. While recreational opportunities are still being considered, future recreational opportunities at the wellness retreat may include fitness/wellness opportunities such as yoga, Pilates, and healthy lifestyle education resources. These fitness/wellness activities are recommended as "core" future recreation programs. (Parks and Recreation Master Plan Table 21). These potential recreational opportunities would further the Applicant's vision for the Health Village as an area focused on overall health and physical condition. The Applicant will continue to develop its recreational opportunities available at Health Village.

It is clear, even in these early planning stages, that the NAH Health Village open space and civic space are supported in the Parks Master Plan. The City would benefit from the addition of space suitable for neighborhood and community parks. These types of parks are defined. "Neighborhood parks are generally between two and ten acres and typically exclude activities such as disc golf, soccer or softball fields, racquetball courts, skate parks or off-leash areas." (Parks Master Plan at 13). "Community parks are between 20 and 40 acres and may include playgrounds, horseshoe, tennis, volleyball and basketball courts, soccer, baseball and/or softball fields, picnic ramadas, restrooms, skate track/ BMX facilities, disc golf courses and off leash areas." (Parks Master Plan at 13). Level of service is tied to population. For example, from the General Plan: "Measurable standards to ascertain whether or not recreational levels of service are being met are determined by a combined matrix of acreage, amenities, quality of facilities, and demand. Playgrounds, sport fields and courts, ramadas, restrooms, and other amenities need to be provided in numbers relative to the population." (General Plan at XV-5).

Active programming, such as ball fields, is not a monolithic objective of the City's parks and recreation plan because they do not serve all of the community. As noted in the Master Plan, "As the city's older population grows, the demand for facilities and programs meeting the needs of older residents will increase. These programs are not traditionally met with fields for sports play and may result in a demand for facilities focused around health, arts, environmental programs, passive recreation and learning." (Parks Master Plan at 9). Adjacent to a hospital, the wellness retreat is suited to this description of recreational opportunity.

C. Access/Circulation/Parking

Vehicular access and circulation are discussed in the Specific Plan, Section III(C). Pedestrian, bicycle and public transit connectivity are discussed in the Specific Plan, Section III(D). This section discusses supplementary information to what is presented in the Specific Plan.

The Great Street and Gateways Map shows that although the Planning Area is not currently part of Flagstaff's Great Street network, the site, with its planned activity center, is part of the Flagstaff Pathways 2030 Regional Transportation Plan and is located alongside a Gateway Corridor. Gateway Corridors include arterial roadways that provide access into Flagstaff, such as I-17 to Milton Road. (General Plan at VIII-2). The General Plan's Road Network Illustration depicts the Planning Area currently bounded

by a Regional Travel Corridor, which is Highway 89A along the eastern side of the Planning Area, with Future Circulation and Access Corridors planned to connect with the Future Activity Center (S16). Future Circulation streets are planned to connect with the node of S16 from the northeast, northwest and south. A Future Access street is planned to cross I-17 connecting the two sides of the interstate toward the southern end of the Planning Area, but north of the existing I-17/J.W. Powell Blvd. interchange.

The Specific Plan and the already approved minor regional plan amendment (PZ-21-00126) alter the Road Network Illustration by re-aligning the road system with the proposed adjustment to the S16 Activity Center. Instead of hosting three circulation streets converging on the activity center, the Specific Plan proposes an arterial street at its northern end within the activity center, with collector streets outside the activity center. The proposed streets maintain the General Plan's desired connectivity with Beulah Blvd./Highway 89A, the I-17 Interchange, an eventual underpass across I-17, and arterial access north and northwest of the Planning Area in the direction of Woody Mountain Road.

Hospitals require circulation plans that prioritize emergency and patient access, including wayfinding. A regional hospital requires access suitable for automobile-oriented services. The Vehicle Circulation Plan serves these needs by placing arterial roads north (Woody Mountain Road) and east (Beulah Blvd.) of the hospital parcel with direct lines of sight to the hospital's planned main and emergency entrances. Patient and visitor parking is placed between the medical building and Beulah Blvd. for similar reasons, for efficiency and to aid wayfinding. Parking for staff will be in a parking facility south of the medical building and on the same parcel.

The Vehicle Circulation Plan anticipates that Purple Sage Trail and Woody Mountain Road will eventually intersect north of the Planning Area. An intersection in this location will serve future suburban development north and northwest of the Planning Area. The NAH Health Village does not require the connection of Purple Sage Trail and Woody Mountain Road outside of the project limits. Accordingly, all plans have been updated to show this. The new Woody Mountain Road will have a turnaround.

Proposed street cross section details are shown with the Conceptual Roadway Plan (Specific Plan, Image 17), and are modified from the City of Flagstaff Engineering Standard Details. The justifications for modifications are set forth in a separate modification request.

D. Resource Protection

Resource protection is discussed in the Specific Plan, Section III(E).

E. Landscaping

Landscaping for the NAH Health Village is discussed in the Specific Plan, Section III(F).

F. Architecture

Architecture for the NAH Health Village is discussed in the Specific Plan, Section III(G).

G. Outdoor Lighting

Outdoor lighting within the NAH Health Village is discussed in the Specific Plan, Section III(H).

H. Infrastructure

Existing and proposed infrastructure for the NAH Health Village is discussed in the Specific Plan, Sections II(F) and III(I). Applicant estimates the cost of offsite waterline improvements (connecting to the existing 12" waterline located in University Heights) to cost in excess of \$3.2 million. Stormwater drainage is discussed in the Specific Plan Section III(I)(3).

I. Public Services

1. Fire

Fire protection is discussed at Section III(J) of the Specific Plan, including the Fire Impact Assessment (Appendix 6). A supplement to the Fire Impact Assessment is Appendix 13 and discussed at Section I(E), above. Based on the Land Use Program's estimate of residential units and the size of the regional hospital, ambulatory care facility and medical offices, fire impact fees at buildout just for these portions of the development will be over \$1.5 million. The development of remaining portions of the Planning Area will generate additional impact fees bringing the total amount to more than \$2.0 million.

The City sets the impact fee it wishes to impose on new development, and the Applicant will pay that amount. The development agreement will set forth the Applicant's proposal regarding contribution of additional resources and mitigation measures. The Applicant does not propose defraying annual operating expenses of FFD. This is due to statutory constraints.

Development fees may not be used for any of the following:

- (a) Construction, acquisition or expansion of public facilities or assets other than necessary public services or facility expansions identified in the infrastructure improvements plan.
- (b) Repair, operation or maintenance of existing or new necessary public services or facility expansions.
- (c) Upgrading, updating, expanding, correcting or replacing existing necessary public services to serve existing development in order to meet stricter safety, efficiency, environmental or regulatory standards.
- (d) Upgrading, updating, expanding, correcting or replacing existing necessary public services to provide a higher level of service to existing development.
- (e) Administrative, maintenance or operating costs of the municipality.

A.R.S. § 9-463.05(B)(5) (emphasis added). In the event the Applicant were to pay any of the above, the City would then be obliged to credit or reimburse the Applicant for the payment. A.R.S. § 9-463.05(B)(7).

2. Police

Police services are discussed at Section III(J) of the Specific Plan. Based on the Land Use Program's estimate of residential units and the size of the regional hospital, ambulatory care facility and medical offices, police impact fees at buildout for these portions of the development will be substantial. The development of remaining portions of the Planning Area will generate additional impact fees.

In connection with this application, the Flagstaff Police Department issued the following evaluation (Appendix 14):

To assist in your review of this proposed project, we can provide the following information.

- In general, providing police support for the proposed new hospital will be the same type and scope of service provided currently to the existing hospital.

- If the new hospital expands in size beyond the current hospital, then we would expect the amount of service to increase as well. The project plans anticipate a hospital that eventually may have about one-third more capacity than the existing facility, so it is reasonable that FPD costs of service will also increase. FPD does not separately track its costs for servicing the existing hospital.
- The new hospital will be about 4.6 miles from FPD headquarters/CCSO Jail compared with a distance of 1.8 miles to the current medical center. This may result in response times a couple minutes slower than currently provided, and the extra distance will have a marginal cost impact to the department. This expanded distance will play more into effect with the jail refusals of our arrested persons pending a medical clearance. In 2019, the Coconino County Jail refused 346 of our arrestees and in 2020 they refused 344 of our arrestees.
- Impact fees collected by the City on behalf of FPD may help to offset some of the costs listed above; however, It is currently unknown If the impact fees will be insufficient to cover all of the costs.

FPD should be kept apprised of the progress of this project and is not requesting additional study at this time.

(Appendix 14).

Based on the Land Use Program’s estimate of residential units and the size of the regional hospital, ambulatory care facility and medical offices, police impact fees at buildout just for these portions of the development will be over \$500,000. The development of remaining portions of the Planning Area will generate additional impact fees bringing the total amount to over \$725,000.

3. Schools

Schools are discussed at Section III(J) of the Specific Plan. In connection with this application, the Flagstaff Unified School District issued the following evaluation (Appendix 15):

To assist in your review of this proposed project, we can provide the following information:

- The location of the proposed NAH project lies within the area served by Flagstaff High School, Mount Elden Middle School and DeMiguel Elementary School.

- FUSD generally estimates school enrollment generated from residential development at 0.2 percent of total residential units. For 177 units, this would mean about 35 students.
- Capacity at the schools listed here will not be significantly impacted by new enrollments generated by the proposed project.
- Vehicular circulation within the proposed development should be carefully planned to allow easy maneuverability of school buses.
- In order to serve shifting population centers within the City of Flagstaff, FUSD anticipates the need for a new elementary school south of 1-40 along the 1-17 corridor. This will require a 14-acre site. If the NAH development is not suitable for a school site, then new residential development north and west of the new hospital should take this need into consideration.

FUSD should be kept apprised of the progress of this project and is not requesting additional study at this time.

(Appendix 15).

As recommended by FUSD, vehicular circulation in the Planning Area has been planned with bus maneuverability in mind. Subsequent to the issuance of the above evaluation, the NAH Health Village proposal has increased residential units from 177 to 315. Under FUSD's formula for estimating enrollment, 315 units are expected to generate 63 students, instead of 35 based on the plans reviewed by FUSD. Applicant believes an additional 28 students is not material but will ask FUSD to supplement its letter if Staff so requests.

J. Phasing

Phasing of the Nah Health Village development is discussed in the Specific Plan, Section III(K). See also Specific Plan, Section III(C) regarding traffic impact study and mitigation.

IV. Findings

Findings supporting the concept zoning map amendment are attached for Staff's use as Appendix 16, and such findings are as follows:

A. Finding #1:

The proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plan.

The primary purpose of the amendment is to provide consistent and appropriate zoning designations across the site, which together with the accompanying specific plan and development agreement, will permit the development of a new regional hospital and surrounding health village.

The amendment, together with the Specific Plan and development agreement, as well as with the Applicant's previously approved Minor Regional Plan Amendments (PZ-21-00126), addresses multiple goals and policies of the Regional Plan, as discussed in these findings, below.

B. Finding #2:

The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City and will add to the public good as described in the General Plan;

The community benefits of the NAH Health Village are identified and discussed in the application and are numerous. Many are unique and inherent to the nature of the Health Village concept, itself. Others tie directly to the Flagstaff Regional Plan 2030. Community benefits includes the following:

1. The existing FMC campus cannot adequately serve the community's needs in future years. A new hospital both expands capacity to meet those needs and provides an opportunity to implement best practices in the delivery of patient care.
2. A newly designed medical center optimizes NAH's ability to attract and retain top talent within the medical field.
3. Implementing a Health Village concept will provide "one-stop" medical, health and wellness opportunities for residents that are today dispersed and sometimes difficult to access.
4. The NAH Health Village design will preserve significant open space for the benefit of patients and for use by the community. In fact, it augments open space already incorporated into the FUTS system.

5. Development of the NAH Health Village will be a significant economic engine for the Flagstaff region.

6. Development of the Health Village fulfills numerous goals and policies of the General Plan, which translates to direct community benefit. These include:

- ✓ Use of open space as opportunity for non-motorized connectivity, interaction with nature, and enjoyment of views. (General Plan Policy OS.1.4).
- ✓ Preservation of the natural character of the region through planning and design to maintain views of significant landmarks, sloping landforms, water courses, floodplains, and meadows, and conservation of stands of ponderosa pine. (General Plan Policy CC.1.1).
- ✓ Variation of housing types and employment options through planned new development, including increase to residential densities, live-work units, and home occupations within an activity center's pedestrian shed. (General Plan Policies LU.6.1 & LU.18.8).
- ✓ Use of commercial core areas, corridors, activity centers, employment centers, and research and development parks as appropriate place types and area types for employment opportunities. (General Plan Policy LU.6.2).
- ✓ Development of a new mixed-use neighborhood in an appropriate location within the growth boundary. (General Plan Policy LU.6.3).
- ✓ Achievement of grouping medical and professional offices, research, and skill training with other necessary workforce services and transportation options. (General Plan Policy LU.15.1).
- ✓ New development, on the periphery, which will contribute to completing neighborhoods, including interconnecting with other neighborhoods; providing civic space, and a variety of housing types; all while protecting sensitive natural features. (General Plan Policy NH.1.6).

The Application conforms with the Regional Plan as follows:

A significant portion of the Specific Plan area is within a planned Regional Scale Suburban Activity Center (S16). The General Plan anticipates Activity Center S16 being developed under a specific plan or development masterplan. (Plan at IX-67). In addition, the Plan's Road Network Illustration (Map 25) identifies the Specific Plan area as a location for Circulation streets as well as an Access street that will cross I-17.

Developing the NAH Health Village, as designed, is consistent with the Plan's goals for regional scale Suburban Activity Centers. "Regional Commercial is intended for all commercial and service uses that serve the needs of the entire region, those which attract a regional or community-wide market, as well as tourism and travel-related businesses. (Plan at IX-47).

The new, replacement hospital will be regional in scale commensurate with NAH's patient population base of over 700,000 people spread across 50,000 square miles. The Planning Area overall will include areas of higher density residential (more than 14 units per acre), significant civic space, commercial resources including retail, services and lodging. (See Specific Plan, Section III(A)). It will draw numerous clinical partners of NAH that will in turn draw their clients and patients as well. These are "commercial and service uses that serve the needs of the entire region" and "which attract a regional or community-wide market." The General Plan, at IX-47, categorizes the intended development described by the Specific Plan as regional in scale.

The Plan was reviewed for its compatibility with, and community benefits provided by, NAH's application. The proposed NAH Health Village fulfills or advances many of the Plan's goals and policies, including providing clear benefits to the community. In comparing the Plan to NAH's application, there may be no directly conflicting elements of the Plan, and very few policies inconsistent with the proposed development.

To ensure conformance with the Minor Regional Plan, NAH acknowledges the need for public transit that serves the Health Village NAH is working to ensure bus service to the Planning Area will be provided via the Mountain Line operated by Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA), funding of capital and operational costs for NAIPTA to provide service remains undetermined. NAIPTA proposes 20-minute peak hour service supplemented with paratransit service. Transit service will begin not later than the issuance of a certificate of occupancy for the regional hospital. Transit stops for public transportation will be provided within Land Use Area 2b. Suggested transit stop locations are shown on Images 18 & 19 of the Specific Plan, while final stop locations will be determined during site planning in consultation with NAIPTA and constructed by NAH. If an agreement with NAIPTA cannot be met, NAH will provide independent transit to the Planning Area as set forth in the Development Agreement.

In addition to clear compatibility with and conformance with the Minor Regional Plan, the proposed NAH Health Village project will bring substantial economic benefits to the region. Projected construction expenditures of \$935.6 million could support over 8,800 direct construction jobs and close to 2,800 additional indirect jobs in Flagstaff and Coconino County during the 23-year construction period. The total construction impact is estimated at \$1.34 billion with 68 percent of that impact occurring in the first eight years. Further, once development is complete in 2045, the project could generate an annual economic impact of \$389 million in the region, including direct and indirect operations impacts as well as off-site visitor spending related to the new hotels. See Narrative, Appendix 12- Economic Impact Analysis, for a detailed analysis of the numerous economic benefits provided by the proposed project.

At the center of NAH's health Village is the new regional hospital and ambulatory care facility. The hospital, ambulatory care facility and medical offices, together with their parking and other needs, will take up about 63 acres, leaving another 109 acres on which to build out the Health Village. This will include a broad mix of uses including open space, medical services, wellness care, commercial and retail services, research and development opportunities, and a mix of housing choices. Located near the I-40/I-17 Interchange, this Health Village will be accessible to those living in Flagstaff and to all of NAH's service area. Creating a medical facility that is both state-of-the-art and designed for the future growth of Flagstaff as the region is a significant community benefit.

In addition to the above, the Plan is relevant to and promoted by NAH Health Village as follows:

Accessibility:

NAH's robust multimodal and vehicle circulation plan satisfies the City's accessibility goals listed below. Specifically, NAH will provide public transportation either through NAIPTA or independently (see Regional Plan Conformance above), the Planning Area provides ample parking for patrons and guests, and the FUTS, pedestrian, and bike lane circulation ensure continuance connective infrastructure throughout the Planning Area.

- ✓ Policy T.1.3. Transportation systems are consistent with the place type and needs of people.
- ✓ Policy T.5.1. Provide accessible pedestrian infrastructure with all public and private street construction and reconstruction projects.
- ✓ Policy T.5.3. Identify specific pedestrian mobility and accessibility challenges and develop a program to build and maintain necessary improvements.

- ✓ Policy T.5.4. Design streets with continuous pedestrian infrastructure of sufficient width to provide safe, accessible use and opportunities for shelter.

Activity Centers:

The “Regional Plan Conformance” section, above, details the proposed modifications and uses of Activity Center (S16). NAH’s development of planned Future Suburban Activity Center (S16) is one of the key community benefits of this project. Developing the project through implementation of an area specific plan means that commercial/retail activity is concentrated and accessible near larger roads, which also facilitates future transit options. Where the site lends itself to preservation over development, such as along the sloped western portion, NAH has preserved these areas to be open space or civic space. This improves its ability to deliver clinical care to patients, and also is a community benefit to those working and living in the area. Further, the mixed use objectives for suburban activity centers are furthered increasing the concentration of residential and retail uses in a walkable/bikeable area. This overall design strategy allows NAH to create the built aspect of the Health Village while maintaining and preserving nearby recreational opportunity, which also fulfills Plan Policy Rec.1.1: “Integrate active and passive recreational sites within walking distance throughout the region to promote a healthy community for all City and County residents and visitors.” Developing the NAH Health Village, as designed, is consistent with the Plan’s goals for Suburban Activity Centers. NAH’s Specific Plan satisfies the following policies:

- ✓ Policy LU.4.1. Develop neighborhood plans, specific plans, area plans, and master plans for all neighborhoods, activity centers, corridors, and gateways as necessary.

The Planning Area allows for compact commercial and mixed-use development and the Applicant has developed a substantial multi-modal circulation plan, satisfying the following policy:

- ✓ Policy LU.5.5. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.
- ✓ Policy LU.5. Encourage the distribution of density within neighborhoods in relationship to associated activity centers and corridors, infrastructure, transportation, and natural constraints such as slopes and drainages.

As part of the Health Village development, the Land Use Areas 2b, 2c and 2d, zoned HC, and Area 3, zoned RD will be an employment area.

- ✓ Policy LU.6.2. Consider commercial core areas, corridors, activity centers, employment centers, research and development parks, special planning

areas, and industrial uses as appropriate place types and area types for employment opportunities.

- ✓ Policy LU.13.7. Include employment opportunities in all suburban activity centers.
- ✓ **Goal LU.15. Plan for and encourage employee-intensive uses throughout the area as activity centers, corridors, research and development offices, business parks, and light industrial areas to encourage efficient infrastructure and multimodal commuting.**

The Planning Area includes mixed-use, including the potential for residential units directly over commercial development. Further, the Health Village will have a variety of uses allowing for commercial and residential opportunities, as well as opportunities to enjoy civic and open space.

- ✓ Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.

While the Activity Center (S16) will be regional in scale and will provide uses “intended for all commercial and service uses that serve the needs of the entire region, those which attract a regional or community-wide market, as well as tourism and travel-related businesses” (Plan at IX-47), NAH has kept substantial natural open space as a buffer for the clustered development, to mitigate any impact the regional scale activity center will have on neighboring parcels. Finally, the Specific Plan allows for property within a ¼ mile of the Planning Area to elect to be treated as if within the activity center pedestrian shed.

- ✓ **Goal LU.18. Develop well designed activity centers and corridors with a variety of employment, business, shopping, civic engagement, cultural opportunities, and residential choices.**
- ✓ Policy LU.18.1. Design activity centers and corridors appropriate to and within the context of each area type: urban, suburban, or rural.
- ✓ 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.18.4. Encourage developers to provide activity centers and corridors with housing of various types and price points, especially attached and multi-family housing.

- ✓ Policy LU.18.6. Support increased densities within activity centers and corridors.
- ✓ Policy LU.18.7. Concentrate commercial, retail, services, and mixed use within the activity center's commercial core.
- ✓ Policy LU.18.8. Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.
- ✓ Policy LU.18.9. Plan activity centers and corridors appropriate to their respective regional or neighborhood scale.
- ✓ Policy LU.18.19. New development in future activity centers should create street patterns that implement the characteristics of urban and suburban place-making within a functional transportation system that minimizes dead ends and offset street and driveway connections.

The NAH Health Village will promote investment within the future suburban activity center (S16). Health Village features a robust multimodal plan allowing for connectivity to FUTS and pedestrian connectivity throughout the development.

- ✓ **Goal ED.8. Promote the continued physical and economic viability of the region's commercial districts by focusing investment on existing and new activity centers.**
- ✓ Policy NH.1.3. Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails.
- ✓ Policy NH.1.4. Foster points of activities, services, increased densities, and transit connections in urban and suburban neighborhoods.
- ✓ Policy NH.1.6. New development, especially on the periphery, will contribute to completing neighborhoods, including interconnecting with other neighborhoods; providing parks, civic spaces, and a variety of housing types; and protecting sensitive natural and cultural features.
- ✓ Policy NH.3.1. Provide a variety of housing types throughout the City and region, including purchase and rental options, to expand the choices available to meet the financial and lifestyle needs of our diverse population.
- ✓ Policy ED.3.3. Support plans, programs, and capital expenditures to stimulate the investment of private capital in existing commercial areas for all industry sectors.
- ✓ Policy ED.4.2. Promote variety and flexibility in land use and development options within the urban growth boundary.

- ✓ Policy ED.4.4. Identify and support community resources that assist new businesses, such as workforce development, marketing, building processes, venture capital, financing, and management.
- ✓ Policy ED.4.5. In an effort to promote the sustainability of resources, the City will encourage all new and expanded commercial and industrial development to be energy and water efficient.
- ✓ Policy ED.6.1 Support and promote the diversification and specialization of the tourism sector, with heritage, eco-, and adventure tourism.
- ✓ Policy ED.7.1. Support planning, design, and development that positively, creatively, and flexibly contribute to the community image.
- ✓ Policy ED.7.3. Leverage the region’s assets of history, culture, and natural environment, as well as educational and scientific facilities, as an economic development tool.
- ✓ Policy ED.7.4. Invest in attractive community gateways, main corridors, and public spaces to draw the business and workforce the region desires.

Affordable Housing:

The Specific Plan forecasts 315 residential units in Land Use 2a. The Specific Plan builds in flexibility across Land Use Areas 2c, 2d, and 3 for potential residential uses in those locations. This flexibility is intended to accommodate community needs but will allow for several different housing opportunities within the Planning Area. While NAH is not seeking affordability incentives and has not committed to affordability, NAH reserves right to do both in subsequent plat applications. Regardless, Health Village will contribute to Flagstaff’s housing crises by providing 315 residential units and satisfies the following goals:

- ✓ Policy LU.18.4. Encourage developers to provide activity centers and corridors with housing of various types and price points, especially attached and multi-family housing.
- ✓ **Goal NH.3. Make available a variety of housing types at different price points, to provide housing opportunity for all economic sectors.**
- ✓ Policy NH.3.1. Provide a variety of housing types throughout the City and region, including purchase and rental options, to expand the choices available to meet the financial and lifestyle needs of our diverse population.

Agriculture:

The Future Growth Illustrations (Maps 21 and 22) of the Flagstaff Regional Plan 2030 currently identify the Specific Plan area as a location for future suburban growth. See also Plan

Map 24. Accordingly, agricultural uses are not contemplated in the Specific Plan area and are not relevant to the Applicant's proposed Minor Regional Plan amendments.

Airport:

Due to its location near the airport, Health Village promotes the continued growth of the Pulliam Airport as a key commercial and economic hub for the City. While still undetermined, if bus service is provided to both the Health Village and the Pulliam Airport by NAIPTA, the expanded bus services in the area will further promote the role of the Airport as the dominant hub for transport in the area. Further, the Planning Area has been designed to be compatible with the Airport's flight paths and operational noise impacts.

Due to Health Village's proximity to the airport, the building placement of the proposed hospital will be set back from I-17. This provides an additional noise buffer for hospital guests. In addition, the hospital will utilize a heliport on top of the hospital building. Impacts related to hospital traffic to and from the hospital are mitigated by placing the helipad on top of the building. By having the landing pad on the top of the building, NAH can minimize impacts to the public, hospital patrons, emergency and normal vehicular traffic on site, and impacts to the natural landscape and tree vegetation on site. The distance from the helipad to ground level will ensure that dust and noise impacts are minimized. See Narrative Section III.A.4.

- ✓ **Goal T.10. Strengthen and expand the role of Flagstaff Pulliam Airport as the dominant hub for passenger, air freight, public safety flights, and other services in northern Arizona.**
- ✓ Policy T.10.4. Plan and manage transportation infrastructure to discourage land uses incompatible with the airport and flight zones.

Architecture:

On a site with only natural context, Health Village seeks to reflect the visual, material, and experiential character that is unique to Flagstaff. As the anchor to the larger mixed-use development, the hospital takes cues from the existing pine forest and celebrates the scale, spatial qualities, and characteristics that exist today. Warm toned materials with natural patinas clad dramatic geometries that pay homage to the mountain peaks and topography of the place. Building facades are articulated to accentuate naturally occurring view corridors through the pines and to ease wayfinding and points of interest and access for the users. Ground levels are activated along main streets and primary frontage to promote connectivity. The hospital will establish the quality, character, scale, and road and block network for the entire Health Village development. The overall design approach for the NAH Health Village development will fall within the characteristics of "Mountain Modern" architecture as described in the standards set forth in Specific Plan, Section III(G) and Section IV(C)(1).

- ✓ **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.

Arts, Science and Education:

Land Use Area 3 consists of 27.8 gross acres intended for research and innovation. Uses in the area could include light manufacturing, research, labs, and training and education. Land Use Area 1b will be a wellness retreat programmed to include, among other things, art/sculpture.

- ✓ **Goal CC.5. Support and promote art, science, and education resources for all to experience.**
- ✓ Policy CC.5.1. Promote first class arts, research, and educational facilities.
- ✓ Policy CC.5.5. Promote and expand scientific research as a key component to the Flagstaff region's character.

Bicycling:

The NAH Health Village Multimodal System Plan establishes the configuration, connectivity and prevalence of pedestrian, bicycle and public transit resources within and adjacent to the Planning Area. The project's pedestrian network will connect all development areas, natural features, and recreational facilities and will tie into the City's Urban Trails Network. Further, the proposed development will feature residential and commercial uses that will be interconnected and accessible for pedestrian and bicycles. All bike and pedestrian trail road crossings will be at road intersections where possible. Pedestrian and bicycle connectivity throughout the Planning Area will occur at intervals of 300-600 feet wherever possible, with specific locations to be determined during site planning. Land Use Areas 1a and 1b will comprise 35.2 gross acres which will feature FUTS, paths, and other trails. The multimodal plan, along with the substantial bike parking within the development and the open space, satisfy the following policies and goals:

- ✓ **Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.**
- ✓ Policy OS.1.4. Use open space as opportunities for non-motorized connectivity, to interact with nature, and to enjoy the views and quiet.
- ✓ Policy OS.1.5. Integrate open space qualities into the built environment.
- ✓ **Goal CC.4. Design and develop all projects to be contextually sensitive, to enhance a positive image and identity for the region.**

- ✓ Policy CC.4.4. Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment.
- ✓ **Goal LU.2. Develop Flagstaff 's Greenfields in accordance with the Regional Plan and within the growth boundary.**
- ✓ Policy LU.2.1. Design new neighborhoods that embody the characteristics of Flagstaff's favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.
- ✓ 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.
- ✓ Policy LU.13.1. Prioritize connectivity for walking, biking, and driving within and between surrounding neighborhoods.
- ✓ Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborhoods.
- ✓ Policy LU.15.4. Accommodate safe and convenient walking, biking, and transit facilities in existing and proposed employment centers.
- ✓ Policy LU.18.19. New development in future activity centers should create street patterns that implement the characteristics of urban and suburban place-making within a functional transportation system that minimizes dead ends and offset street and driveway connections.
- ✓ Policy LU.19.4. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.
- ✓ **Goal T.1. Improve mobility and access throughout the region.**
- ✓ Policy T.1.2. Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects.
- ✓ Policy T.1.3. Transportation systems are consistent with the place type and needs of people.
- ✓ Policy T.1.6. Provide and promote strategies that increase alternate modes of travel and demand for vehicular travel to reduce peak period traffic.
- ✓ **Goal T.2. Improve transportation safety and efficiency for all modes.**

- ✓ Policy T.2.1. Design infrastructure to provide safe and efficient movement of vehicles, bicycles, and pedestrians.
- ✓ **Goal T.6. Provide for bicycling as a safe and efficient means of transportation and recreation.**
- ✓ Policy T.6.1. Expand recognition of bicycling as a legitimate and beneficial form of transportation.
- ✓ Policy T.6.2. Establish and maintain a comprehensive, consistent, and highly connected system of bikeways and FUTS trails.
- ✓ Policy T.6.4. Encourage bikeways and bicycle infrastructure to serve the needs of a full range of bicyclist experience levels.
- ✓ Policy T.6.5. Provide short- and long-term bicycle parking where bicyclists want to travel.
- ✓ Policy T.6.6. Integrate policies to increase bicycling and meet the needs of bicyclists into all relevant plans, policies, studies, strategies, and regulations.
- ✓ Policy T.7.3. Support a public transit system design that encourages frequent and convenient access points, for various transportation modes and providers, such as private bus and shuttle systems, park-and-ride lots for cars and bicycles, and well placed access to bus, railroad, and airline terminal facilities.
- ✓ Policy T.7.5. Incorporate adopted plans and policies for non-motorized and public transportation in the permitting process for all development or land use proposals, including provisions for efficient access and mobility, and convenient links between pedestrian, bicycle, and transit facilities.
- ✓ Policy NH.1.3. Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails.

Brownfields:

The Plan's goals and policies related to brownfield redevelopment do not apply to the NAH Health Village project as the subject Planning Area is largely undeveloped vacant land.

Circulation/Access:

The location of the hospital on its parcel needs to be set back from the street to implement needed buffers to highway and airport operational noise impacts and, importantly, to assist in wayfinding for patients and visitors. Hospitals and other medical buildings will need parking and emergency circulation to be designed between the building and adjacent streets. This setback

design will improve patient access to the hospital building, especially for unfamiliar users during stressful times. As identified in the vehicle circulation plan and the multimodal plan, the setback placement will not create any negative impacts for vehicles or pedestrians trying to access the hospital. Rather, it will ease wayfinding by placing the parking area directly of the street. Further, in addition to the summary set forth in the “Bicycle” section above, public transit, either through NAIPTA or as provided independently by NAH, will service the Planning Area. The bicycle and pedestrian connectivity, public transit services, and the vehicle circulation plan satisfy the following goals and policies:

- ✓ Policy LU.18.19. New development in future activity centers should create street patterns that implement the characteristics of urban and suburban place-making within a functional transportation system that minimizes dead ends and offset street and driveway connections.
- ✓ Policy LU.19.4. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.
- ✓ **Goal T.1. Improve mobility and access throughout the region.**
- ✓ Policy T.1.2. Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects.
- ✓ Policy T.1.3. Transportation systems are consistent with the place type and needs of people.
- ✓ Policy T.1.6. Provide and promote strategies that increase alternate modes of travel and demand for vehicular travel to reduce peak period traffic.
- ✓ **Goal T.2. Improve transportation safety and efficiency for all modes.**
- ✓ Policy T.2.1. Design infrastructure to provide safe and efficient movement of vehicles, bicycles, and pedestrians.
- ✓ Policy T.5.4. Design streets with continuous pedestrian infrastructure of sufficient width to provide safe, accessible use and opportunities for shelter.
- ✓ **Goal T.7. Provide a high-quality, safe, convenient, accessible public transportation system, where feasible, to serve as an attractive alternative to single-occupant vehicles.**
- ✓ Policy T.7.1. Cooperate with NAIPTA in developing and implementing the five-year transit master planning goals and objectives to continuously improve service, awareness, and ridership.
- ✓ Policy T.7.2. Provide public transit centers and options that are effectively distributed throughout the region to increase access to public transit.

- ✓ Policy T.7.3. Support a public transit system design that encourages frequent and convenient access points, for various transportation modes and providers, such as private bus and shuttle systems, park-and-ride lots for cars and bicycles, and well placed access to bus, railroad, and airline terminal facilities.
- ✓ Policy T.7.4. Support mobility services for seniors and persons with mobility needs.
- ✓ Policy T.7.5. Incorporate adopted plans and policies for non-motorized and public transportation in the permitting process for all development or land use proposals, including provisions for efficient access and mobility, and convenient links between pedestrian, bicycle, and transit facilities.
- ✓ **Goal T.8. Establish a functional, safe, and aesthetic hierarchy of roads and streets.**
- ✓ Policy T.8.1. Promote efficient transportation connectivity to major trade corridors, employment centers, and special districts that enhances the region's standing as a major economic hub.
- ✓ Policy T.8.2. Maintain the road and street classification system that is based on context, function, type, use, and visual quality.
- ✓ Policy T.8.3. Design neighborhood streets using appropriate traffic calming techniques and street widths to sustain quality of life while maintaining traffic safety.
- ✓ Policy T.8.4. Protect rights-of-way for future transportation corridors.
- ✓ Policy T.8.5. Support the area's economic vitality by improving intersection design for freight movements.

City-County Coordination:

Health Village incorporates the FUTS, open space, and protects cultural resources (see below) while providing a substantial economic benefit to the region. The Health Village's interconnectivity with FUTS and the proximity to Fort Tuthill will integrate new mixed uses near recreational sites within walking distance to the Health Village development.

- ✓ **Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.**
- ✓ Policy T.11.5. Promote effective intergovernmental relations through agreed-upon procedures to consult, cooperate, and coordinate

transportation-related activities and decisions, including regional efforts to secure funding for the improvement of transportation services, infrastructure, and facilities.

- ✓ Policy Rec.1.1. Integrate active and passive recreational sites within walking distance throughout the region to promote a healthy community for all City and County residents and visitors.

The proposed project could directly generate an estimated \$32.3 million in sales, lodging and property taxes to the city of Flagstaff over the next 23 years, plus \$28.8 million in sales and property taxes to the county, school district and other special districts. Employee and visitor tax revenues to the City, County and school district are estimated at a total of \$32.4 million over the next 23 years. This increased tax revenue satisfies the following goal:

- ✓ **Goal CD.1. Improve the City and County financial systems to provide for needed infrastructure development and rehabilitation, including maintenance and enhancement of existing infrastructure.**

Civic/Public Spaces:

Health Village will feature a 21.2-acre (net) wellness retreat, which will serve as civic and open public space. See Specific Plan VI.B. The NAH Health Village augments and preserves existing FUTS connectivity, and expands walkable and bikeable open space options by creating the wellness retreat. Specific Plan Images 12-14 illustrates the concept of the wellness retreat through maps and sample images. Aside from the new medical facility itself, the wellness retreat may be the single greatest community benefit delivered as part of the NAH Health Village. Further, the development will feature 315 residential units, commercial and mixed uses, and will provide connectivity as set forth in the “Bicycle” section, above.

- ✓ Policy LU.2.1. Design new neighborhoods that embody the characteristics of Flagstaff’s favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.
- ✓ Policy LU.13.8. Locate civic spaces, parks, and institutional uses within neighborhood pedestrian sheds.
- ✓ 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 NH.1.6. New development, especially on the periphery, will contribute to completing neighborhoods, including interconnecting with

other neighborhoods; providing parks, civic spaces, and a variety of housing types; and protecting sensitive natural and cultural features.

Climate Change:

NAH is committed to promoting sustainable design, reducing carbon emissions through efficient design, enabling long term carbon planning, minimizing the development's environmental footprint while providing critical services to the Flagstaff community. Pursuant to that commitment, the Specific Plan addresses NAH's sustainability program in Section III(L).

The City of Flagstaff has developed a Carbon Neutrality Plan (current revision June 2021), which includes detailed planning for achieving carbon neutrality by 2030 by limiting building emissions, greening the utility grid with partners, and limiting emissions from transportation. Health Village aims to provide the infrastructure to track and report performance, which will enable the development to achieve current and future sustainability commitments including eventual carbon neutrality.

- ✓ Policy E&C.1.4. Maintain air quality through pursuit of non-polluting industry and commercial enterprises.
- ✓ **Goal E&C.2. Achieve carbon neutrality for the Flagstaff community by 2030.**
- ✓ Policy E&C.2.2. Promote investments that create a connected and efficient community, decrease emissions from transportation and building energy, and strengthen climate resiliency.
- ✓ E&C.3. considers Flagstaff's general resiliency and distribution of climate change impacts. This goal requires a community effort. The proposed Health Village promotes this goal by creating a development that reduces carbon emissions, enables long term carbon planning, and minimizes the development's environmental footprint. Through sustainability planning, Health Village will provide a substantial development that is resilient to climate change impacts.
- ✓ **Goal E&C.3. Prepare Flagstaff's community systems and resources to be more resilient to climate change impacts, and address climate change in a manner that prioritizes those most impacted and ensures the costs and benefits of climate adaptation and mitigation are equitably distributed.**

Commercial Development:

Health Village will feature mixed uses which allow for convenient and substantial pedestrian connectivity. The development will provide ample mixed use, lodging, research and innovation opportunities, and commercial and residential uses. The southern portion of the

Planning Area will feature an employment area in the area zoned RD. All buildings developed on-site will use best practices in high performance design with the intent of limiting energy and water use during operation.

- ✓ Policy E&C.1.4. Maintain air quality through pursuit of non-polluting industry and commercial enterprises.
- ✓ Policy LU.5.5. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.
- ✓ Policy LU.6.2. Consider commercial core areas, corridors, activity centers, employment centers, research and development parks, special planning areas, and industrial uses as appropriate place types and area types for employment opportunities.
- ✓ Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.
- ✓ Policy LU.13.6. Include a mix of uses and access to surrounding neighborhoods in new suburban commercial development.
- ✓ Policy LU.15.3. Incorporate neighborhood/support retail and other commercial uses, including childcare facilities, within new and renovated employment centers.
- ✓ Policy LU.18.7. Concentrate commercial, retail, services, and mixed use within the activity center's commercial core.
- ✓ Policy ED.3.3. Support plans, programs, and capital expenditures to stimulate the investment of private capital in existing commercial areas for all industry sectors.
- ✓ Policy ED.4.5. In an effort to promote the sustainability of resources, the City will encourage all new and expanded commercial and industrial development to be energy and water efficient.
- ✓ **Goal ED.8. Promote the continued physical and economic viability of the region's commercial districts by focusing investment on existing and new activity centers.**
- ✓ **Goal E.1. Increase energy efficiency.**
- ✓ Policy E.1.1. Promote and encourage innovative building practices through instruction on efficient building materials and methodology.

- ✓ Policy E.1.4. Promote cost-effective, energy-efficient technologies and design in all new and retrofit buildings for residential, commercial, and industrial projects.

Complete Streets:

In response to city traffic engineering recommendations to straighten and enlarge what is shown as the new Woody Mountain Road, NAH has refocused more commercial, retail and residential activity in this area. A balance among automobile, bicycle and pedestrian access is achieved across the site. The Planning Area provides for commercial, employment, civic, and residential opportunities. NAH has applied complete street guidelines to ensure connectivity, safety, and access for automobile, bicycle and pedestrian traffic.

- ✓ **Goal LU.18. Develop well designed activity centers and corridors with a variety of employment, business, shopping, civic engagement, cultural opportunities, and residential choices.**
- ✓ Policy LU.19.1. Develop a specific plan for each “Great Street” corridor.
- ✓ Policy T.1.2. Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects.
- ✓ Policy NH.1.3. Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails.

Connectivity (access):

See “Circulation/Access” and “Bicycle” sections, above.

- ✓ **Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.**
- ✓ Policy OS.1.4. Use open space as opportunities for non-motorized connectivity, to interact with nature, and to enjoy the views and quiet.

In the Preliminary Drainage Report and Drainage Impact Analysis (Appendices 4 & 5), it is noted the entire project is in FEMA Zone X. The project preserves the area along the existing FUTS trail, which is along the South Fork of Sinclair Wash. This creates a community benefit in the form of natural and trail connectivity north-south along the western side of the development.

- ✓ **Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.**
- ✓ Policy WR.5.1. Preserve and restore existing natural watercourse corridors, including the 100-year floodplain, escarpments, wildlife corridors, natural

vegetation, and other natural features using methods that result in a clear legal obligation to preserve corridors in perpetuity, where feasible.

- ✓ Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.

See “Circulation/Access” and “Bicycle” sections, above and “Transit” below.

- ✓ Policy LU.2.1. Design new neighborhoods that embody the characteristics of Flagstaff’s favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.
- ✓ 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.
- ✓ Policy LU.3.4. Promote transitions between urban, suburban, and rural areas with an appropriate change in development intensity, connectivity, and open space.
- ✓ Policy LU.13.1. Prioritize connectivity for walking, biking, and driving within and between surrounding neighborhoods.
- ✓ Policy LU.13.6. Include a mix of uses and access to surrounding neighborhoods in new suburban commercial development.
- ✓ Policy LU.18.19. New development in future activity centers should create street patterns that implement the characteristics of urban and suburban place-making within a functional transportation system that minimizes dead ends and offset street and driveway connections.
- ✓ Policy LU.19.4. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.
- ✓ **Goal T.1. Improve mobility and access throughout the region.**
- ✓ Policy T.1.2. Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects.
- ✓ Policy T.1.3. Transportation systems are consistent with the place type and needs of people.
- ✓ Policy T.1.6. Provide and promote strategies that increase alternate modes of travel and demand for vehicular travel to reduce peak period traffic.
- ✓ **Goal T.5. Increase the availability and use of pedestrian infrastructure, including FUTS, as a critical element of a safe and livable community.**

- ✓ Policy T.5.1. Provide accessible pedestrian infrastructure with all public and private street construction and reconstruction projects.
- ✓ Policy T.5.2. Improve pedestrian visibility and safety and raise awareness of the benefits of walking.
- ✓ Policy T.5.3. Identify specific pedestrian mobility and accessibility challenges and develop a program to build and maintain necessary improvements.
- ✓ Policy T.5.4. Design streets with continuous pedestrian infrastructure of sufficient width to provide safe, accessible use and opportunities for shelter.
- ✓ Policy T.7.3. Support a public transit system design that encourages frequent and convenient access points, for various transportation modes and providers, such as private bus and shuttle systems, park-and-ride lots for cars and bicycles, and well placed access to bus, railroad, and airline terminal facilities.
- ✓ Policy T.7.5. Incorporate adopted plans and policies for non-motorized and public transportation in the permitting process for all development or land use proposals, including provisions for efficient access and mobility, and convenient links between pedestrian, bicycle, and transit facilities.
- ✓ Policy T.8.1. Promote efficient transportation connectivity to major trade corridors, employment centers, and special districts that enhances the region's standing as a major economic hub.

Context Sensitive Solutions:

Existing mature ponderosa pine, existing grade, and the building placement of the hospital (the tallest building on-site), allows NAH to mitigate any impact on viewsheds from great street or gateway corridors. Specifically, the Planning Area is near the I-17 gateway corridor coming into Flagstaff from the south. Any impacts on the view of the peaks from the I-17 corridor are mitigated due to the building placement of the hospital. Further, NAH has designed the hospital to allow patient rooms within the patient tower to enjoy views of the peaks to the north. There will be limited viewshed impacts for properties south of the Planning Area looking north.

- ✓ **Goal CC.4. Design and develop all projects to be contextually sensitive, to enhance a positive image and identity for the region.**
- ✓ Policy CC.1.1. Preserve the natural character of the region through planning and design to maintain views of significant landmarks, sloping landforms,

rock outcroppings, water courses, floodplains, and meadows, and conserve stands of ponderosa pine.

- ✓ Policy CC.1.2. Continue to define and further develop the community character by incorporating the natural setting into the built environment at all design scales.
- ✓ Policy CC.1.3. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas like mountains, canyons, and forested settings.

Health Village is located alongside a Gateway Corridor in a gateway area, as identified on Map 12. The proposed project will enhance the area by providing ample open space to enjoy the viewsheds. Further, the building designs will reflect local design traditions as envisioned by the Plan.

- ✓ Policy CC.1.4. Identify, protect, and enhance gateways, gateway corridors, and gateway communities.
- ✓ Policy LU.3.4. Promote transitions between urban, suburban, and rural areas with an appropriate change in development intensity, connectivity, and open space.
- ✓ Policy LU.18.1. Design activity centers and corridors appropriate to and within the context of each area type: urban, suburban, or rural.
- ✓ 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.
- ✓ **Goal LU.19. Develop a manageable evolution of the main corridors into contextual place makers.**
- ✓ 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.
- ✓ **Goal T.4. Promote transportation infrastructure and services that enhance the quality of life of the communities within the region.**
- ✓ Policy T.4.2. Design all gateway corridors, streets, roads, and highways to safely and attractively accommodate all transportation users with contextual landscaping and appropriate architectural features.

Health Village's transportation infrastructure, including the road network and multi-modal system, utilize and include preservation of existing FUTS on the Planning Area. NAH has emphasized bicycle/pedestrian access, along with public transit, to minimize the impact of transportation in and around the planning area.

- ✓ **Goal T.3. Provide transportation infrastructure that is conducive to conservation, preservation, and development goals to avoid, minimize, or mitigate impacts on the natural and built environment.**
- ✓ Policy T.3.1. Design and assess transportation improvement plans, projects, and strategies to minimize negative impacts on air quality and maintain the region's current air quality.

Corridors:

NAH has developed a Specific Plan covering the activity center. Health Village will include mixed-use commercial space, research and development, and an employment area. Health Village will have a variety of employment and business opportunities and will bring substantial economic benefit to the region. Further, the robust multimodal system will balance vehicular, pedestrian, and bicycle traffic within and around the Planning Area.

- ✓ Policy LU.4.1. Develop neighborhood plans, specific plans, area plans, and master plans for all neighborhoods, activity centers, corridors, and gateways as necessary.
- ✓ Policy LU.6.2. Consider commercial core areas, corridors, activity centers, employment centers, research and development parks, special planning areas, and industrial uses as appropriate place types and area types for employment opportunities.
- ✓ Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.
- ✓ **Goal LU.18. Develop well designed activity centers and corridors with a variety of employment, business, shopping, civic engagement, cultural opportunities, and residential choices.**
- ✓ Policy LU.18.1. Design activity centers and corridors appropriate to and within the context of each area type: urban, suburban, or rural.
- ✓ 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.18.4. Encourage developers to provide activity centers and corridors with housing of various types and price points, especially attached and multi-family housing.
- ✓ Policy LU.18.6. Support increased densities within activity centers and corridors.
- ✓ Policy LU.18.9. Plan activity centers and corridors appropriate to their respective regional or neighborhood scale.

Particular attention can be focused on areas 2a, 2b and 2d in the concept land use plan (Specific Plan Image 10). In response to city traffic engineering recommendations to straighten and enlarge what is shown as Woody Mountain Road, NAH has refocused more commercial, retail and residential activity in this area, promoting Policies LU.19.1 and LU.19.2.

- ✓ **Goal LU.19. Develop a manageable evolution of the main corridors into contextual place makers.**
- ✓ Policy LU.19.1. Develop a specific plan for each “Great Street” corridor.
- ✓ 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.
- ✓ Policy LU.19.3. Enhance the viewsheds and frame the view along the corridors through design.
- ✓ Policy LU.19.4. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.
- ✓ Policy T.4.2. Design all gateway corridors, streets, roads, and highways to safely and attractively accommodate all transportation users with contextual landscaping and appropriate architectural features.
- ✓ **Goal T.8. Establish a functional, safe, and aesthetic hierarchy of roads and streets.**
- ✓ **Policy T.8.1. Promote efficient transportation connectivity to major trade corridors, employment centers, and special districts that enhances the region’s standing as a major economic hub.**
- ✓ Policy T.8.4. Protect rights-of-way for future transportation corridors.
- ✓ Policy ED.7.4. Invest in attractive community gateways, main corridors, and public spaces to draw the business and workforce the region desires.

Dark Skies:

Health Village adopts the provisions of City Code Division 10-50.70, as regarding outdoor lighting standards. The development will “balance the need to preserve Flagstaff’s dark sky resource with the need for safe lighting practices.”

- ✓ **Goal E&C.5. Preserve dark skies as an unspoiled natural resource, basis for an important economic sector, and core element of community character.**
- ✓ Policy E&C.5.3. Continue to enforce dark sky ordinances.

Density/Compact Development:

Health Village will feature compact development within Land Use Areas 2a, 2c, 2d, and 3, and Land Use Area 1b will feature the 21.2-acre wellness retreat west of the hospital. Comparing NAH’s Concept Land Use Plan (Specific Plan Image 10) and its proposed Land Use Program (Specific Plan, Section III(A)), less intense use, and even substantial open space, buffers existing uses to the south and to the west. Along the main traffic corridors within and emanating from the project site, NAH has concentrated (clustered) intensities of use consistent with the locations of larger streets.

- ✓ **Goal LU.5. Encourage compact development principles to achieve efficiencies and open space preservation.**
- ✓ Policy LU.5.1. Encourage development patterns within the designated growth boundaries to sustain efficient infrastructure projects and maintenance.
- ✓ Policy LU.5.4. Encourage development to be clustered in appropriate locations as a means of preserving natural resources and open space, and to minimize service and utility costs, with such tools as Transfer of Development Rights (TDR).
- ✓ Policy LU.5.5. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.
- ✓ Policy LU.5.6. Encourage the distribution of density within neighborhoods in relationship to associated activity centers and corridors, infrastructure, transportation, and natural constraints such as slopes and drainages.

Downtown Redevelopment:

The Plan’s goals and policies related to downtown redevelopment are unrelated and do not apply to the NAH Health Village project as the subject Planning Area is located within a Future Suburban Activity Center located outside the downtown district. However, NAH and the City

will coordinate a public participation process in conjunction with the Flagstaff Downtown Business Alliance and Progressive Urban Management Associates to facilitate non-binding visioning and goals for redevelopment of the existing downtown medical campus.

Drinking Water:

All buildings developed within the Planning Area will use best practices in high performance design with the intent of limiting energy and water use during operation. Reduction in building consumption of both energy and water will lessen the emissions associated with the project.

Employment/Jobs:

Land Use Areas 2b, 2c and 2d, zoned HC, and Area 3, zoned RD, are employment areas. Further, the overall development will provide ample economic benefits, including future employment, satisfying the following policy:

- ✓ Policy ED.4.4. Identify and support community resources that assist new businesses, such as workforce development, marketing, building processes, venture capital, financing, and management.

Employment Land Uses:

Along with Land Use Areas 2b, 2c and 2d, zoned HC, and Area 3, zoned RD being employment areas, the northern portion of the Planning Area will provide residential units. The entire Planning Area will create numerous employment opportunities with the new hospital and the development of commercial, lodging, retail, and research and development opportunities.

- ✓ **Goal LU.4. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting.**
- ✓ Policy LU.6.1. Consider a variety of housing types and employment options when planning new development and redevelopment projects.
- ✓ Policy LU.6.2. Consider commercial core areas, corridors, activity centers, employment centers, research and development parks, special planning areas, and industrial uses as appropriate place types and area types for employment opportunities.
- ✓ **Goal LU.13. Increase the variety of housing options and expand opportunities for employment and neighborhood shopping within all suburban neighborhoods.**
- ✓ Policy LU.13.7. Include employment opportunities in all suburban activity centers.

- ✓ Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborhoods.
- ✓ **Goal LU.15. Plan for and encourage employee-intensive uses throughout the area as activity centers, corridors, research and development offices, business parks, and light industrial areas to encourage efficient infrastructure and multimodal commuting.**
- ✓ Policy LU.15.1. Encourage the grouping of medical and professional offices, light industrial, research, and skill training with other necessary workforce services and transportation options.
- ✓ Policy LU.15.2. Consider the compatible integration of residential uses and proposed employment centers to reduce vehicle trips and commute times.
- ✓ Policy LU.15.3. Incorporate neighborhood/support retail and other commercial uses, including childcare facilities, within new and renovated employment centers.
- ✓ Policy LU.15.4. Accommodate safe and convenient walking, biking, and transit facilities in existing and proposed employment centers.
- ✓ Policy T.8.1. Promote efficient transportation connectivity to major trade corridors, employment centers, and special districts that enhances the region's standing as a major economic hub.

City or City-Supported Financing/Funded:

Health Village will provide an area of research and development which will allow for future workforce development and the opportunity to attract new businesses to the area.

- ✓ Policy T.11.5. Promote effective intergovernmental relations through agreed-upon procedures to consult, cooperate, and coordinate transportation-related activities and decisions, including regional efforts to secure funding for the improvement of transportation services, infrastructure, and facilities.
- ✓ Policy ED.3.3. Support plans, programs, and capital expenditures to stimulate the investment of private capital in existing commercial areas for all industry sectors.
- ✓ Policy ED.4.4. Identify and support community resources that assist new businesses, such as workforce development, marketing, building processes, venture capital, financing, and management.

Freight:

The proximity to the Pulliam Airport as well as the I-17/I-140 interchange will allow for easy access for vendors and businesses within the development that require regular shipments.

- ✓ Policy T.8.5. Support the area's economic vitality by improving intersection design for freight movements.
- ✓ **Goal T.10. Strengthen and expand the role of Flagstaff Pulliam Airport as the dominant hub for passenger, air freight, public safety flights, and other services in northern Arizona.**

FUTS:

See "Bicycle" and "Circulation/Access" sections, above.

- ✓ **Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.**
- ✓ Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.
- ✓ Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborhoods.
- ✓ **Goal T.5. Increase the availability and use of pedestrian infrastructure, including FUTS, as a critical element of a safe and livable community.**
- ✓ Policy T.6.2. Establish and maintain a comprehensive, consistent, and highly connected system of bikeways and FUTS trails.
- ✓ Policy NH.1.3. Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails.

Gateways:

Health Village features a robust landscape and architectural plan that will ensure the development fits within the mountain modern standards that users would expect in the region. The gateway corridor will safely and attractively accommodate all users.

- ✓ Policy LU.4.1. Develop neighborhood plans, specific plans, area plans, and master plans for all neighborhoods, activity centers, corridors, and gateways as necessary.

- ✓ Policy T.4.2. Design all gateway corridors, streets, roads, and highways to safely and attractively accommodate all transportation users with contextual landscaping and appropriate architectural features.

Gentrification:

The Plan's goals and policies related to gentrification are specific to redevelopment and reinvestment of existing neighborhoods. These goals and policies are unrelated and do not apply to the Planning Area which consists of largely undeveloped vacant land. However, the Applicant has addressed concerns related to affordability. See Affordable Housing, above and Housing, below.

Greenfield/Vacant Land:

At the center of NAH's health Village is the new regional hospital and ambulatory care facility. The hospital, ambulatory care facility and medical offices, together with their parking and other needs, will take up about 63 acres, leaving another 109 acres on which to build out the Health Village. This will include a broad mix of uses including open space, medical services, wellness care, commercial and retail services, research and development opportunities, and a mix of housing choices. Located near the I-40/I-17 Interchange, this Health Village will be accessible to those living in Flagstaff and to all of NAH's service area. Creating a medical facility that is both state-of-the-art and designed for the future growth of Flagstaff as the region is a significant community benefit.

NAH has engaged with neighboring property owners, especially to the north where significant future residential growth is called out on Map 22 of the Plan, and to the south where the County manages the Fort Tuthill Regional Park. These conversations, together with significant input from the City's traffic engineers, ensures that the NAH Health Village augments and furthers planned future development and connectivity. Area 1b shown on Specific plan Image 10 illustrates the open space (wellness retreat) that is part of NAH's plans to preserve viewsheds along the western edge of its project and also buffer between the NAH development and residential uses farther to the west.

- ✓ **Goal LU.2. Develop Flagstaff 's Greenfields in accordance with the Regional Plan and within the growth boundary.**
- ✓ Policy LU.2.1. Design new neighborhoods that embody the characteristics of Flagstaff's favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.
- ✓ 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.

Even as FMC has endeavored to advance the quality of its medical care, it does so constrained by a physical campus no longer adequate to meet the growing needs of the community and region, or to implement an evolving understanding of best practices when it comes to patient care. These challenges will become more difficult in the coming years.

FMC's campus is inefficient. It sprawls across 20 city lots, crossing three busy circulation streets, and consumes over 40 acres of horizontally developed medical facilities. Additionally, inpatient bed units span five buildings and more than 900 feet of walking distance, decreasing NAH's ability to deliver services in an efficient manner. The current, segmented campus contributes to higher costs (via duplication of equipment, supplies, and staff), as well as wayfinding confusion and frustration on the part of patients and visitors. FMC for years has stitched together its facilities with measures such as building a sky bridge to connect east and west campuses, and even parking some of its more than 2,000 employees over a mile away on Switzer Canyon Drive. Although FMC owns additional lots as yet undeveloped in the vicinity of the current hospital, future use of these lots would exacerbate a horizontal and disconnected medical services network. It would place increasing pressure on an already overburdened road system and make access even for emergency vehicles increasingly problematic.

With a contemporary design on a greenfield site, NAH will overcome the challenges presented by the current campus, and it will see reduced cost pressure for many services it currently provides. Importantly, NAH will add and expand service offerings – including a comprehensive cancer center, an expanded wound care program (with the addition of hyperbaric chambers), a full-service outpatient imaging center (with a breast cancer imaging suite), and a robust outpatient surgery, endoscopy, and pain management center. In other words, the replacement hospital will solve for both the overall sizing of the facility and operational efficiencies, providing a better patient experience and allowing NAH to expand services.

Accordingly, it has become necessary for NAH to relocate its campus away from the existing downtown campus. The proposed site will further the Regional Plan goals and policies set forth above, regarding development of Flagstaff's Greenfields. However, by utilizing the existing downtown campus for other uses, NAH can continue to further the following policies related to the existing campus:

- ✓ Policy LU.1.1. Plan for and support reinvestment within the existing city centers and neighborhoods for increased employment and quality of life.
- ✓ Policy LU.5.2. Promote infill development over peripheral expansion to conserve environmental resources, spur economic investments, and reduce the cost of providing infrastructure and services.
- ✓ Policy LU.9.1. Reinvest in urban areas.

While plans for the existing downtown FMC campus have not been finalized, NAH and the City will coordinate a public participation and planning process in conjunction with the Flagstaff Downtown Business Alliance and Progressive Urban Management Associates to facilitate non-binding visioning and goals for redevelopment of the existing medical campus. This redevelopment process will ensure efficient use and reinvestment of the downtown campus. While the existing campus can no longer efficiently serve NAH's needs, NAH recognizes the value of ensuring that the existing campus remains an economic and commercial hub for the area.

Growth Boundaries:

See "Greenfield" above. NAH's Health Village encourage a wide range of use within the Planning Area including mixed-use, commercial, employment areas, and research and development.

- ✓ **Goal LU.2. Develop Flagstaff 's Greenfields in accordance with the Regional Plan and within the growth boundary.**
- ✓ Policy LU.6.3. Encourage new mixed-use neighborhoods in appropriate locations within the growth boundary.

Historic and Cultural Resources:

NAH has already obtained a cultural resource study and inventory demonstrating that while the project site is largely undeveloped, it is not undisturbed. Limited recommendations for preservation by the Heritage Commission are incorporated into the Specific Plan. (Specific Plan, Section III(E)). NAH has also carefully prepared a natural resources protection plan (Specific Plan Image 21) to enhance conservation of trees and open space. As stated already, open space, view corridors and a strong connection with the natural environment are all part of the clinical advances NAH hopes to make in establishing the new hospital. The creation of community open space and preservation of trees and natural resources in excess of development standards are significant community benefits.

- ✓ **Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.**
- ✓ Policy OS.1.3. Use open spaces as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats.

The site was evaluated under Flagstaff City Code Section 10.30-30-050 (Cultural Resources) and General Plan Goal CC.1 (Reflect and respect the region's natural setting and dramatic views in the built environment). To this end, a Cultural Resource Investigation, and a Cultural Resource Inventory, were performed in connection with the Specific Plan. The investigation disclosed portions of an historic fencerow and of an old rail line. Both of these sites are poorly preserved due to neglect and construction activities, such as installation of the FUTS trail and placement of a sewer line.

Findings and recommendations were presented to the Flagstaff Heritage Preservation Commission at hearing on July 21, 2021 with a staff recommendation that the Cultural Resource Inventory findings and recommendations be approved with three conditions as follows:

- *Identified stone piers/fence remains and impacted rail alignment are to be avoided.*
- *If not avoided additional archival research is to be conducted along with appropriate mitigation that can include but not limited to interpretive signage/installation(s).*
- *Include these conditions as a policy in the specific plan for the site.*

The Heritage Preservation Commission unanimously approved the recommendation.

- ✓ Policy CC.2.1. Actively locate, identify, interpret, and preserve historical, archaeological, and cultural resources, in cooperation with other agencies and non-governmental organizations, as aspects of our society for future generations to retain, understand, and enjoy their cultural identity.
- ✓ **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 LU.4.2. Utilize the following as guidance in the development process: Natural Environment maps, Environmental Planning and Conservation policies, Considerations for Development, Cultural Sensitivity, and Historical Preservation maps, and Community Character policies, while respecting private property rights.

Housing:

The Development Agreement identifies 315 residential uses to be developed in the Planning Area. The mixed-use development will support housing and lodging and will contain a robust multimodal system to support pedestrian and bicycle connectivity.

- ✓ Policy LU.2.1. Design new neighborhoods that embody the characteristics of Flagstaff’s favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.
- ✓ **Goal LU.4. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting.**
- ✓ Policy LU.6.1. Consider a variety of housing types and employment options when planning new development and redevelopment projects.
- ✓ **Goal LU.13. Increase the variety of housing options and expand opportunities for employment and neighborhood shopping within all suburban neighborhoods.**
- ✓ Policy LU.13.4. Plan suburban development to include a variety of housing options.
- ✓ Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.
- ✓ Policy LU.18.4. Encourage developers to provide activity centers and corridors with housing of various types and price points, especially attached and multi-family housing.
- ✓ **Goal NH.1. Foster and maintain healthy and diverse urban, suburban, and rural neighborhoods in the Flagstaff region.**
- ✓ Policy NH.1.3. Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails.
- ✓ Policy NH.1.4. Foster points of activities, services, increased densities, and transit connections in urban and suburban neighborhoods.
- ✓ Policy NH.1.6. New development, especially on the periphery, will contribute to completing neighborhoods, including interconnecting with other neighborhoods; providing parks, civic spaces, and a variety of housing types; and protecting sensitive natural and cultural features.
- ✓ **Goal NH.3. Make available a variety of housing types at different price points, to provide housing opportunity for all economic sectors.**
- ✓ Policy NH.3.1. Provide a variety of housing types throughout the City and region, including purchase and rental options, to expand the choices available to meet the financial and lifestyle needs of our diverse population.

Industrial Development:

The Planning Area will feature research and development, employment areas, and will provide substantial economic benefits to the region. NAH's Health Village will feature efficient infrastructure and provides a robust multimodal system. Further, at the core of Health Village is a new hospital/ambulatory care center and medical office buildings.

- ✓ Policy LU.6.2. Consider commercial core areas, corridors, activity centers, employment centers, research and development parks, special planning areas, and industrial uses as appropriate place types and area types for employment opportunities.
- ✓ **Goal LU.15. Plan for and encourage employee-intensive uses throughout the area as activity centers, corridors, research and development offices, business parks, and light industrial areas to encourage efficient infrastructure and multimodal commuting.**
- ✓ Policy LU.15.1. Encourage the grouping of medical and professional offices, light industrial, research, and skill training with other necessary workforce services and transportation options.
- ✓ **Goal ED.4. Support efforts to recruit diverse new businesses and industries compatible with the region.**
- ✓ Policy ED.4.5. In an effort to promote the sustainability of resources, the City will encourage all new and expanded commercial and industrial development to be energy and water efficient.

Infill and Redevelopment:

See "Greenfield" section above for a justification of reinvestment and reuse of the existing FMC campus. Further, by planning a variety of residential and employment and other uses within the new Health Village development, the Planning Area will satisfy the following policies:

- ✓ Policy LU.6.1. Consider a variety of housing types and employment options when planning new development and redevelopment projects.
- ✓ Policy LU.18.19. New development in future activity centers should create street patterns that implement the characteristics of urban and suburban place-making within a functional transportation system that minimizes dead ends and offset street and driveway connections.

Intergovernmental Coordination:

Transit service to the hospital and ambulatory care facility will begin no later than the issuance of a certificate of occupancy the new hospital. Transit stops for public transportation will be provided within Land Use Area 2b. Stop locations will be determined during site planning.

NAH is in discussions to secure bus service to the Planning Area via the Mountain Line operated by NAIPTA. Funding of capital and operational costs for NAIPTA to provide service remains undetermined. If service through NAIPTA cannot be secured, then in that event NAH, at its cost, will provide private transit service to the Project.

- ✓ Policy T.7.1. Cooperate with NAIPTA in developing and implementing the five-year transit master planning goals and objectives to continuously improve service, awareness, and ridership.
- ✓ Policy T.11.5. Promote effective intergovernmental relations through agreed-upon procedures to consult, cooperate, and coordinate transportation-related activities and decisions, including regional efforts to secure funding for the improvement of transportation services, infrastructure, and facilities.

IT/GIS:

Health Village's substantial traffic impact analysis, and the mitigation measures set forth in the development agreement, will ensure that the proposed uses will maintain the credibility of the regional transportation planning process.

- ✓ Policy T.11.1. Maintain the credibility of the regional transportation planning process through the application of professional standards in the collection and analysis of data and in the dissemination of information to the public.

Landscaping:

The NAH Health Village Landscaping Plan establishes the locations and character of landscaping standards. It creates a cohesive blending of natural and enhanced landscape through the different uses and overall development. The landscape character for the overall site is designed to promote an environment that is vibrant and expressive of a modern mountain forest. See Specific Plan III.F.

- ✓ **Goal E&C.6. Protect, restore and improve ecosystem health and maintain native plant and animal community diversity across all land ownerships in the Flagstaff region.**
- ✓ Policy E&C.6.3. Promote protection, conservation, and ecological restoration of the region's diverse ecosystem types and associated animals.
- ✓ Policy T.4.2. Design all gateway corridors, streets, roads, and highways to safely and attractively accommodate all transportation users with contextual landscaping and appropriate architectural features.

Libraries:

The Plans goals and policies related to libraries do not apply to and are not relevant to NAH Health Village. However, NAH Health Village does further several goals and policies in related areas such as Arts, Science and Education and Civic/Public Space.

Live/Work:

The Planning Area will feature 315 residential units. The Applicant envisions at least some of the residential units being developed directly over commercial uses. Further, the Specific Plan the Specific Plan allows for property within a ¼ mile of the Planning Area to elect to be treated as if within the activity center pedestrian shed.

- ✓ Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.
- ✓ Policy LU.18.8. Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.

Mixed Use Development:

As indicated in multiple other topics herein, the Planning Area will feature a variety of uses such as the hospital, medical offices, open space, mixed-use, commercial use, lodging, research and development, and residential uses. The Planning Area will feature a robust multimodal system providing greater connectivity.

- ✓ Policy LU.2.1. Design new neighborhoods that embody the characteristics of Flagstaff's favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.
- ✓ Policy LU.5.5. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.
- ✓ **Goal LU.6. Provide for a mix of land uses.**
- ✓ Policy LU.6.3. Encourage new mixed-use neighborhoods in appropriate locations within the growth boundary.
- ✓ Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.
- ✓ Policy LU.13.6. Include a mix of uses and access to surrounding neighborhoods in new suburban commercial development.

- ✓ 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.18.7. Concentrate commercial, retail, services, and mixed use within the activity center's commercial core.

Open Space:

Open space and resource conservation are emphasized throughout the Health Village, accented by a 21.2-acre (net) wellness retreat center in Land Use Area 1b. Further, Land Use Area 1a will feature the existing Sinclair Wash FUTS. These areas will provide a buffer along the Planning Area's western side with the low-density residential uses to the west.

- ✓ **Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.**
- ✓ Policy OS.1.2. While observing private property rights, preserve natural resources and priority open lands, under the general guidance of the Flagstaff Area Open Space and Greenways Plan and the Natural Environment maps.
- ✓ Policy OS.1.3. Use open spaces as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats.
- ✓ Policy OS.1.4. Use open space as opportunities for non-motorized connectivity, to interact with nature, and to enjoy the views and quiet.
- ✓ Policy OS.1.5. Integrate open space qualities into the built environment.
- ✓ Policy CC.1.3. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas like mountains, canyons, and forested settings.
- ✓ Policy LU.3.4. Promote transitions between urban, suburban, and rural areas with an appropriate change in development intensity, connectivity, and open space.
- ✓ Goal LU.5. Encourage compact development principles to achieve efficiencies and open space preservation.

- ✓ Policy LU.5.4. Encourage development to be clustered in appropriate locations as a means of preserving natural resources and open space, and to minimize service and utility costs, with such tools as Transfer of Development Rights (TDR).
- ✓ Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborhoods.

Parking:

The Health Village Specific Plan requires an increase in bicycle spaces from the existing Zoning Code. Further, the Planning Area will contain a parking garage and ample open parking lots. The entire development balances pedestrian/bicycle needs and public transit opportunities, with automobile use.

- ✓ Policy CC.4.4. Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment.
- ✓ Policy LU.19.4. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.
- ✓ Policy T.7.3. Support a public transit system design that encourages frequent and convenient access points, for various transportation modes and providers, such as private bus and shuttle systems, park-and-ride lots for cars and bicycles, and well placed access to bus, railroad, and airline terminal facilities.

Parks:

Open space and resource conservation are emphasized throughout the Health Village, accented by a 21.2-acre (net) wellness retreat center in Land Use Area 1b. Health Village will provide recreational opportunities that further the City's Parks and Recreation Master Plan through the offering of "core" recreational opportunities.

- ✓ Policy LU.13.8. Locate civic spaces, parks, and institutional uses within neighborhood pedestrian sheds.
- ✓ Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborhoods.
- ✓ 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 NH.1.6. New development, especially on the periphery, will contribute to completing neighborhoods, including interconnecting with other neighborhoods; providing parks, civic spaces, and a variety of housing types; and protecting sensitive natural and cultural features.
- ✓ Policy Rec.1.1: Integrate active and passive recreational sites within walking distance throughout the region to promote a healthy community for all City and County residents and visitors.

Partnerships:

NAH Health Village incorporate the FUTS and ample open and civic space furthering the following Plan goal:

- ✓ **Goal REC.1. Maintain and grow the region’s healthy system of convenient and accessible parks, recreation facilities, and trails.**

Rail:

Due to its location, the Health Village promotes the continued growth of the Pulliam Airport as a key economic hub for the City. Rail impacts will be minimal.

Placemaking:

NAH has instituted robust architectural and landscape standards to ensure that the proposed development will promote Flagstaff’s image. Further, Health Village will further Flagstaff’s place as an economic driver in the region by providing substantial economic benefits to the area.

- ✓ **Goal LU.3. Continue to enhance the region’s unique sense of place within the urban, suburban, and rural context.**
- ✓ Policy LU.3.4. Promote transitions between urban, suburban, and rural areas with an appropriate change in development intensity, connectivity, and open space.
- ✓ Policy LU.18.19. New development in future activity centers should create street patterns that implement the characteristics of urban and suburban place-making within a functional transportation system that minimizes dead ends and offset street and driveway connections.
- ✓ **Goal ED.7. Continue to promote and enhance Flagstaff’s unique sense of place as an economic development driver.**

- ✓ Policy ED.7.1. Support planning, design, and development that positively, creatively, and flexibly contribute to the community image.
- ✓ Policy ED.7.3. Leverage the region’s assets of history, culture, and natural environment, as well as educational and scientific facilities, as an economic development tool.
- ✓ Policy ED.7.4. Invest in attractive community gateways, main corridors, and public spaces to draw the business and workforce the region desires.

Preparedness and Emergency Response:

Anchoring the Health Village, in the heart of the Planning Area, NAH will build a new regional hospital, with up to 448 beds, increasing its patient bed capacity by 85% while simultaneously incorporating efficiencies and best clinical practices. The Health Village promotes the following goals and policies by allowing NAH to provide top notch medical services with upgraded facilities and expanded clinical options. The Health Village will also allow easy quick response times throughout the region due to the proximity to the I-17/I-40 interchange.

- ✓ **Goal PF.3. Provide high-quality emergency response and public safety services including law enforcement, fire, medical, and ambulance transport service.**
- ✓ 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, public policies, population served, and monies available.

Preservation:

The NAH Health Village Natural Resources Protection Plan provides standards for the protection of natural resources, including floodplains, slopes, and forest. Specific Plan Image 20. The requirements of this plan are intended to maintain natural resources and to ensure that proposed development is consistent with the character of its natural surroundings. Development shall be designed to incorporate native habitat and existing features on-site as they provide important visual, environmental, health and economic benefits. Further, the development will feature a Landscape Plan and Architectural Plan to promote the traditional Flagstaff development by developing a Mountain Modern development.

- ✓ Policy OS.1.3. Use open spaces as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats.

- ✓ **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.
- ✓ **Goal E&C.6. Protect, restore and improve ecosystem health and maintain native plant and animal community diversity across all land ownerships in the Flagstaff region.**
- ✓ Policy E&C.6.3. Promote protection, conservation, and ecological restoration of the region’s diverse ecosystem types and associated animals.
- ✓ Policy OS.1.2. While observing private property rights, preserve natural resources and priority open lands, under the general guidance of the Flagstaff Area Open Space and Greenways Plan and the Natural Environment maps.
- ✓ 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.5. Encourage compact development principles to achieve efficiencies and open space preservation.**
- ✓ Policy LU.5.4. Encourage development to be clustered in appropriate locations as a means of preserving natural resources and open space, and to minimize service and utility costs, with such tools as Transfer of Development Rights (TDR).

Public Facilities:

The City of Flagstaff has completed phase 1 and phase 2 of a sewer extension to Fort Tuthill. The City also completed phase 1 and phase 2 of a waterline improvement for Fort Tuthill which brought water service in to the project area (with improvements still necessary to get adequate pressure). The Public Water and Sewer Impact Analysis concluded that the project will comply with the public water and sewer infrastructure requirements so long as on-site infrastructure is designed and constructed per the Engineering Standards. NAH will also be constructing a water storage tank to store a minimum net volume of 685,000 gallons. Accordingly, the Planning Area will be served by water and sewer.

Further, the NAH Health Village Vehicle Circulation Plan establishes the configuration, capacity and design standards for roadways within and adjacent to the Planning Area. Primary

access to the Planning Area will be from Beulah Blvd, as illustrated on the Vehicle Circulation and Points of Connection Plan. Land Use Area 2b, which will be the location of the regional hospital and ambulatory care facility, will be accessed by emergency vehicles from Woody Mountain Road, and by patients and visitors from either Beulah Blvd. or Woody Mountain Road. Hospital staff will access the area primarily from Purple Sage Trail, which will connect to an onsite parking structure. On-site vehicle circulation is shown on the Vehicle Circulation Plan.

A Traffic Impact Analysis (“TIA”) is provided as Appendix 9. To accommodate projected traffic volumes, the master developer will construct onsite public roads as illustrated and specified in the Conceptual Roadway Plan. To further mitigate traffic volumes, offsite project improvements by the master developer will include the addition of a raised center median and lanes along Beulah Blvd. from Beulah Blvd. & Lake Mary Road/University Heights Drive North to Beulah Boulevard & Fairgrounds Road/JW Powell Blvd. Beulah Blvd. will have four (4) lanes with two (2) lanes and a bike lane in each travel direction with a raised center median that has breaks for left turn lanes. Based on the TIA’s data and findings concerning traffic volumes and recommended mitigation, road improvements are proposed to coincide with the NAH Health Village Phasing Plan. Accordingly pursuant to the TIA, the Planning area will be adequately served by roads, as well.

Finally, the Planning Area will be serviced by existing utilities, as set forth in Specific Plan Section II.F, and by public services such as the Fire Department and Police Department, as set forth in Section II.G. Overall, the proposed location allows for efficient design and use of the Health Village concept while also ensuring that the Planning Area will be served by all necessary services.

- ✓ Policy LU.7.1. Concentrate urban development in locations that use land efficiently, and are served by roads, water, sewer, and other public facilities and services, and that support transit, reduced vehicle trips, and conservation of energy and water.

Public Outreach:

Throughout the planning process, NAH has placed an emphasis on public outreach by holding meetings with numerous local groups, as more fully set forth in the Citizen Participation Report. NAH has held over 60 “group meetings,” multiple neighborhood meetings, and a public work session.

- ✓ Policy T.5.2. Improve pedestrian visibility and safety and raise awareness of the benefits of walking.
- ✓ Policy T.7.1. Cooperate with NAIPTA in developing and implementing the five-year transit master planning goals and objectives to continuously improve service, awareness, and ridership.

- ✓ **Goal T.11. Build and sustain public support for the implementation of transportation planning goals and policies, including the financial underpinnings of the Plan, by actively seeking meaningful community involvement.**
- ✓ Policy T.11.2. Approach public involvement proactively throughout regional transportation planning, prioritization, and programming processes, including open access to communications, meetings, and documents related to the Plan.

Public Safety:

Anchoring the Health Village, in the heart of the Planning Area, NAH will build a new regional hospital, with up to 448 beds, increasing its patient bed capacity by 85% while simultaneously incorporating efficiencies and best clinical practices. The Health Village promotes the following goals and policies by allowing NAH to provide top notch medical services with upgraded facilities and expanded clinical options. The Health Village will also allow easy quick response times throughout the region due to the proximity to the I-17/I-40 interchange.

- ✓ **Goal PF.3. Provide high-quality emergency response and public safety services including law enforcement, fire, medical, and ambulance transport service.**
- ✓ 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, public policies, population served, and monies available.

Reclaimed Water:

The Applicant will perform an economic analysis on rainwater capture systems. If such systems are appropriate they may be incorporated into the Planning Area.

- ✓ Policy WR.3.4. Use reclaimed water and rainwater harvesting wherever appropriate and practical.

Recreation:

Health Village will provide recreational opportunities that further the City's Recreation Master Plan through the use of "core" recreational opportunities. Further, the robust multimodal system will provide for bicycling as a safe and efficient means of transportation and recreation within and around the planning area. See "bicycle" above.

- ✓ Policy LU.6.4. Provide appropriate recreational and cultural amenities to meet the needs of residents.

- ✓ **Goal T.6. Provide for bicycling as a safe and efficient means of transportation and recreation.**
- ✓ Policy Rec.1.1. Integrate active and passive recreational sites within walking distance throughout the region to promote a healthy community for all City and County residents and visitors.

Renewable Energy:

There are no plans to generate energy on site.

Resource Protection/Restoration:

See "Preservation" above.

- ✓ Policy E&C.6.3. Promote protection, conservation, and ecological restoration of the region's diverse ecosystem types and associated animals.
- ✓ **Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.**
- ✓ Policy WR.5.1. Preserve and restore existing natural watercourse corridors, including the 100-year floodplain, escarpments, wildlife corridors, natural vegetation, and other natural features using methods that result in a clear legal obligation to preserve corridors in perpetuity, where feasible.
- ✓ Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.
- ✓ **Goal LU.4. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting.**

Road Construction, Repair and Maintenance:

NAH's robust TIA will ensure a functional, safe, and aesthetic hierarchy of roads and streets within and nearby the Planning Area.

- ✓ **Goal T.8. Establish a functional, safe, and aesthetic hierarchy of roads and streets.**
- ✓ Policy T.8.4. Protect rights-of-way for future transportation corridors.
- ✓ Policy T.8.5. Support the area's economic vitality by improving intersection design for freight movements.

Schools:

The Planning Area will feature employment opportunities and research and development areas that will promote and expand scientific research as a key component to the Flagstaff region's character.

- ✓ **Goal CC.5. Support and promote art, science, and education resources for all to experience.**
- ✓ Policy CC.5.1. Promote first class arts, research, and educational facilities.
- ✓ Policy CC.5.5. Promote and expand scientific research as a key component to the Flagstaff region's character.

Small Businesses/Entrepreneurship:

Health Village will feature ample employment opportunities and entrepreneurial opportunities, including in the areas of research and development.

- ✓ Policy ED.3.3. Support plans, programs, and capital expenditures to stimulate the investment of private capital in existing commercial areas for all industry sectors.

Stormwater:

The project will retain the increase in stormwater runoff volume with the proposed development. There will be several basins located throughout the project site that will provide retention storage volume for the proposed impervious cover such as roads, sidewalks, and buildings. The basins will also provide a water quality component to comply with Low Impact Design (LID) requirements. The project will be completed in accordance with the LID Manual. The development will maintain the existing stormwater corridors where possible to preserve as much natural vegetation and features as possible. The ultimate stormwater outfall locations will not be altered with the proposed project. Finally, there are trails and other amenities proposed in the Wellness Area that will provide a wildlife experience for the project. The trails will meander and follow existing topography to work with the natural watercourses where possible. The goal is to preserve the tree resources in the Wellness rea as much as possible

- ✓ **Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.**
- ✓ Policy WR.5.1. Preserve and restore existing natural watercourse corridors, including the 100-year floodplain, escarpments, wildlife corridors, natural vegetation, and other natural features using methods that result in a clear legal obligation to preserve corridors in perpetuity, where feasible.
- ✓ Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.

- ✓ Policy WR.5.4. Develop any necessary stormwater infrastructure improvements consistent with City of Flagstaff stormwater master plans or studies as adopted by the City.
- ✓ Policy WR.5.7. Support healthy watershed characteristics through implementation of practices, consistent with the City of Flagstaff Low Impact Design Manual, that improve flood control and flood attenuation, stormwater quality, and water sustainability; increase groundwater recharge; enhance open space quality; increase biodiversity; and reduce land disturbance and soil compaction.

Student Housing:

Student housing is not relevant to the live/work and employment goals promoted by Health Village.

Technology:

Health Village will feature a state of the art health care facility and buildings within the Planning Area will be energy-efficient.

- ✓ Policy E.1.4. Promote cost-effective, energy-efficient technologies and design in all new and retrofit buildings for residential, commercial, and industrial projects.

Tourism:

A regional scale Activity Center directly off the I-17/I-40 interchange will provide additional commercial and retail opportunities for tourists traveling along the two major interstates. Specifically, retail, lodging and restaurants directly off the I-17/I-40 interchange, near the Fort Tuthill County Park, will provide additional resources and amenities for travelers driving along the I-17/I-40 corridor. The direct proximity to Fort Tuthill, which provides adventure tourism, will support such tourism by bringing amenities and lodging closer to such tourist attractions.

- ✓ **Goal ED. 6. Tourism will continue to provide a year-round revenue source for the community, while expanding specialized tourist resources and activities.**
- ✓ Policy ED.6.1. Support and promote the diversification and specialization of the tourism sector, with heritage, eco-, and adventure tourism.

Transit:

Health Village will provide a robust bicycling and pedestrian network throughout the project. See Walking/Pedestrian Environment, below, and bicycling, above. Further, the public

transit will be provided to the Planning Area either through NAIPTA or provided independently by the Applicant. See Regional Plan Conformance, above.

Further, by moving the NAH medical campus from downtown Flagstaff to the Planning Area, there will be easier and more efficient access from regional commuters. NAH is the only level one trauma center north of Phoenix and accordingly it serves patients across Northern Arizona. The location of the Planning Area off the I-17/I-40 corridor will ensure quick response time and easy access from the two major interstates in the region, allowing patients to easily access the hospital without facing downtown or Milton traffic. Further, the relocation will help alleviate current traffic issues affecting downtown Flagstaff and the Milton corridor by removing trips from employees, staff, vendors, and patients that would otherwise be utilizing those heavily trafficked streets. By implementing a robust multimodal plan, public transit, and live/work opportunities, NAH can reduce the carbon emissions by eliminating or reducing drive times for both employees and patients.

As shown in multiple topics above, for example in the Connectivity, Access, and Circulation sections above, it is shown that NAH is able to promote several transportation related goals and policies. This results in part from the fact that the NAH Health Village is new development, unrestricted by existing constraints of a built environment, and also from the fact that this is a regional center for medical and health care that requires it to be fully accessible for all ages and physical conditions. The walkability and bikeability of the project is discussed at length above. In addition, the development will further the City's connectivity goals as it concerns future suburban growth north and northeast of the site, improvements to Highway 89A (Beulah Blvd.), and appropriately scaled connection with Highway 89A. The circulation plan illustrates these community benefits. In addition, within the project itself, transportation connectivity is maintained while also managing appropriate scale. For example, lighter and slower traffic navigating around the wellness retreat is consistent with maintaining the purpose of that area of the project, protecting the Fort Tuthill County Park from access points the County has asked to avoid, and promoting the overall feel of a Health Village.

- ✓ Policy E.1.5. Promote and encourage the expansion and use of energy-efficient modes of transportation: a. Public transportation, b. Bicycles, c. Pedestrians.
- ✓ Policy LU.5.5. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.
- ✓ Policy LU.7.1. Concentrate urban development in locations that use land efficiently, and are served by roads, water, sewer, and other public facilities

and services, and that support transit, reduced vehicle trips, and conservation of energy and water.

- ✓ Policy LU.15.2. Consider the compatible integration of residential uses and proposed employment centers to reduce vehicle trips and commute times.
- ✓ Policy LU.15.4. Accommodate safe and convenient walking, biking, and transit facilities in existing and proposed employment centers.
- ✓ **Goal T.7. Provide a high-quality, safe, convenient, accessible public transportation system, where feasible, to serve as an attractive alternative to single-occupant vehicles.**
- ✓ Policy T.7.1. Cooperate with NAIPTA in developing and implementing the five-year transit master planning goals and objectives to continuously improve service, awareness, and ridership.
- ✓ Policy T.7.2. Provide public transit centers and options that are effectively distributed throughout the region to increase access to public transit.
- ✓ Policy T.7.3. Support a public transit system design that encourages frequent and convenient access points, for various transportation modes and providers, such as private bus and shuttle systems, park-and-ride lots for cars and bicycles, and well placed access to bus, railroad, and airline terminal facilities.
- ✓ Policy T.7.4. Support mobility services for seniors and persons with mobility needs.
- ✓ Policy T.7.5. Incorporate adopted plans and policies for non-motorized and public transportation in the permitting process for all development or land use proposals, including provisions for efficient access and mobility, and convenient links between pedestrian, bicycle, and transit facilities.
- ✓ Policy NH.1.4. Foster points of activities, services, increased densities, and transit connections in urban and suburban neighborhoods.

Tribal Relations:

The Plan's goals and policies related to Tribal Relations refer generally to development on tribal land and are inapplicable to NAH Health Village.

Utilities:

The Planning Area will be served by all necessary utilities.

- ✓ **Goal LU.7. Provide for public services and infrastructure.**

Views and Vistas:

Land Use Area 1b shown on Specific Plan Image 10 illustrates the open space (wellness retreat) that is part of NAH's plans to preserve viewsheds along the western edge of its project and also buffer between the NAH development and residential uses farther to the west. Further, the proposed design and placement of the hospital will mitigate impacts of the viewsheds west and north from area 2b, where the new medical center will be built. By setting the hospital back from I-17, impacts on views from the I-17 corridor are mitigated. Finally, NAH maximizes views from area 2b by facing patient windows north towards the peaks.

- ✓ **Goal CC.1. Reflect and respect the region's natural setting and dramatic views in the built environment.**
- ✓ Policy CC.1.1. Preserve the natural character of the region through planning and design to maintain views of significant landmarks, sloping landforms, rock outcroppings, water courses, floodplains, and meadows, and conserve stands of ponderosa pine.
- ✓ Policy CC.1.2. Continue to define and further develop the community character by incorporating the natural setting into the built environment at all design scales.
- ✓ Policy CC.1.3. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas like mountains, canyons, and forested settings.

Walking/Pedestrian Environment:

The project's pedestrian network will connect all development areas, natural features, and recreational facilities and will tie into the City's Urban Trails Network. All bike and pedestrian trail road crossings will be at road intersections where possible. Pedestrian and bicycle connectivity throughout the Planning Area will occur at intervals of 300-600 feet wherever possible, with specific locations to be determined during site planning. The multimodal plan evidences that pedestrian paths are continuous and direct throughout the Planning Area.

- ✓ Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.
- ✓ Policy E.1.5. Promote and encourage the expansion and use of energy-efficient modes of transportation: a. Public transportation, b. Bicycles, c. Pedestrians.
- ✓ Policy CC.4.4. Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment.

- ✓ Policy LU.13.8. Locate civic spaces, parks, and institutional uses within neighborhood pedestrian sheds.
- ✓ Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborhoods.
- ✓ Policy LU.18.8. Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.
- ✓ Policy LU.18.19. New development in future activity centers should create street patterns that implement the characteristics of urban and suburban place-making within a functional transportation system that minimizes dead ends and offset street and driveway connections.
- ✓ **Goal T.5. Increase the availability and use of pedestrian infrastructure, including FUTS, as a critical element of a safe and livable community.**
- ✓ Policy T.5.1. Provide accessible pedestrian infrastructure with all public and private street construction and reconstruction projects.
- ✓ Policy T.5.2. Improve pedestrian visibility and safety and raise awareness of the benefits of walking.
- ✓ Policy T.5.3. Identify specific pedestrian mobility and accessibility challenges and develop a program to build and maintain necessary improvements.
- ✓ Policy T.5.4. Design streets with continuous pedestrian infrastructure of sufficient width to provide safe, accessible use and opportunities for shelter.
- ✓ Policy T.7.5. Incorporate adopted plans and policies for non-motorized and public transportation in the permitting process for all development or land use proposals, including provisions for efficient access and mobility, and convenient links between pedestrian, bicycle, and transit facilities.

Wastewater:

The City of Flagstaff completed a sewer extension to Fort Tuthill. This improvement brought the sewer main from Fort Tuthill to an existing trunk in University Heights and will serve the Planning Area. Accordingly, a water master plan regarding wastewater collection and its treatment at the Planning Area is not needed.

- ✓ Policy WR.2.2. Maintain and develop facilities to provide reliable, safe, and cost-effective water, wastewater, and reclaimed water services.

Water Conservation:

NAH's Sustainability Proposal, Specific Plan Section III(L), states that "all buildings developed on-site shall use best practices in high performance design with the intent of limiting energy and water use during operation."

Wildland Fire:

Through the use of fire wise planning, the Planning Area will have a reduced risk of wildfire, as compared to its current state.

- ✓ **Goal E&C.1. Proactively improve and maintain the region's air quality.**
- ✓ **Goal E&C.6. Protect, restore and improve ecosystem health and maintain native plant and animal community diversity across all land ownerships in the Flagstaff region.**
- ✓ Policy E&C.6.3. Promote protection, conservation, and ecological restoration of the region's diverse ecosystem types and associated animals.
- ✓ **Goal PF.3. Provide high-quality emergency response and public safety services including law enforcement, fire, medical, and ambulance transport service.**
- ✓ 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, public policies, population served, and monies available.

Wildlife:

The Planning Area does not contain a wildlife corridor or unique features that support sensitive wildlife, accordingly, these goals and policies do not apply.

Workforce Training:

Health Village will provide a new medical center, and also clinical partnerships located in the same vicinity, creating a one-stop location for residents to obtain health and medical care. Moving out from the hospital itself, the Health Village will include research and development and other employment options, with housing opportunities within walking and biking distance. Health Village will provide opportunities for new business, workforce development, and substantial economic benefits to the region.

- ✓ Policy LU.15.1. Encourage the grouping of medical and professional offices, light industrial, research, and skill training with other necessary workforce services and transportation options.

- ✓ Policy ED.4.4. Identify and support community resources that assist new businesses, such as workforce development, marketing, building processes, venture capital, financing, and management.

Cumulative Impact:

The General Plan's Future Growth Illustration identifies the Specific Plan area as an existing rural area type planned as a future growth area. It is planned to include a Future Suburban Node and Neighborhood Suburban Activity Center. The future area type is thus planned as suburban. It is not planned to remain rural. Around the Specific Plan area, the Future Growth Illustration depicts an existing rural area type to the west, and parks/open space to the southwest. Future area types are suburban to the north of the Specific Plan area, with an existing rural area type to the west and parks/open space to the southwest.

The Specific Plan is consistent with the Future Growth Illustration's guidance for area type. Although the development of the Health Village will convert this property from rural to suburban with regional scale attributes, this is a change that is planned for within the General Plan. The minor regional plan amendments sought in support of the Specific Plan – relocating the center of the S16 Future Activity Center, re-aligning roads accordingly, and increasing scale from neighborhood to regional use – all conform to a suburban area type, "An area typically located at the intersection of two collectors or neighborhood streets, with vertical or horizontal mixed-use (mix of any: businesses, retail, residential, offices, medical services, etc.), serving the surrounding neighborhoods. A suburban activity center can serve a Regional Commercial or Neighborhood Commercial scale." (General Plan at IX-47). The Specific Plan is protective of the Future Growth Illustration's design for this part of the City because by moving the activity center east, the activity center will capture more planned future suburban area and less planned future rural area that is currently within the western portion of the activity center's boundary.

The Activity Center Map depicts a Future Activity Center (S16) for a future place type within the Specific Plan area and also north of the Specific Plan area. (See General Plan at IX-67). An existing rural neighborhood place type subsists in the western portion of the S16 Future Activity Center, which as explained above is more carefully preserved by relocating the activity center eastward. Activity centers are "mixed-use centers that vary by scale and activity mix depending on location. They include commercial, retail, offices, residential, shared parking, and public spaces." (General Plan at GL-1).

According to the General Plan, and at the time of its adoption, the City has a surplus of single family residential property (1058 acres of single family and single family attached) but a deficit of land zoned for multifamily use (46 acres less than demand)(since 2014 within activity centers there has been an increase in available residential space by 291 acres and residential space

outside of activity centers has declined by over 1,500 acres) and also a deficit for institutional use such as health and education (116 acres less than demand). The General Plan also reports a deficit of land zoned for parks (54 acres less than demand in neighborhoods, with even worse conditions at the community and regional levels) (since 2014, 57 acres have been added to the City's park system). (General Plan at IX-8 & 9, 13). In addition to developing an activity center as contemplated in the Future Growth Illustration, the Specific Plan has the added impact of increasing acreage in three of the deficit categories identified in the General Plan – higher-density residential use, medical use, and outdoor open space use.

Area 2a within the Specific Plan is over 15 acres (net) of mixed use including at least 273 higher density residential units consuming 300,000 square feet under roof, with the goal of providing 315 higher density residential units consuming 346,000 square feet under roof. (Specific Plan § III(A) & Image 10). This works out to just under 1,100 square feet per unit. In relation to the General Plan, the City reports a deficit of 46 acres needed for multifamily housing (overall total residential space has decreased by roughly 1,300 acres since 2014). In the General Plan, the City also reports only 8 available acres for retail and service (since 2014, commercial space has increased by 50 acres), whereas the Specific Plan Land Use Program creates over almost 27 acres (net) of room for retail, service and commercial uses (Areas 2c and 2d). An additional 27 acres is created for research and innovation uses.

The Regional Plan reports 39 acres zoned for institutional use, including medical, with a deficit of 116 acres based on demand. Area 2b within the Specific Plan creates over 60 acres (net) of space for the hospital. Neighborhood parks within the City are reported at 23 acres, with a deficit based on demand of 54 acres. In Areas 1a and 1b, the Specific Plan creates over 31 acres (net) of outdoor open and civic space

C. Finding #3:

The affected site is physically suitable in terms of design, location, shape, size, operating characteristics and the provision of public and emergency vehicle (e.g., fire and medical) access and public services and utilities (e.g., fire protection, police protection, potable water, schools, solid waste collection and disposal, storm drainage, wastewater collection, treatment, and disposal), to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located.

Staff believes that the proposed application meets this finding. The Inter-Division Staff reviewed the application and concluded that the site was suitable for the proposed development. The IDS team based its conclusion on the review of all applicable codes

and requirements as well as impact analyses for the site. Potential impacts of the development are mitigated through onsite and offsite improvements required to serve this development.

The project is approximately 172.6 acres. It is mostly undeveloped ponderosa pine forest, but it is forecast in the General Plan for significant future development. Specifically, it is planned as a future growth area to include a Future Suburban Activity Center. The character and intensity of use proposed by the applicant is largely consistent with the goals and policies of the General Plan as discussed above.

The site is physically suited for development. It does not contain steep slopes, and because the site is in FEMA Zone X, no 100-year FEMA floodplains will be directly impacted by development on the property. At the same time, the site's modest slopes and tree coverage will aid in siting buildings within the Health Village and partially shielding them from view. Utilities including water, wastewater, electricity and natural gas are already available at the site. Where offsite improvements are needed to bolster utilities, such as completing a waterline loop, the applicant has agreed to make these improvements. The waterline completion is estimated at \$3.2 million for offsite improvements benefitting the City's water system. Access from the interstate highway is close, and State Highway 89A runs alongside the property.

Regarding fire and police protection, the applicant has incorporated recommended mitigation. The applicant has further agreed to work with the City to implement additional mitigation called for by the FFD's Standards of Coverage Analysis. Impact fees generated by the project for both police and fire are substantial.

Regarding water and wastewater, as is typical practice, the City prepared a water and sewer impact analysis, which documents the requirements for this project and surrounding property. The recommendations of the WSIA have been incorporated into the project.

Regarding schools, the Flagstaff Unified School District provided a written evaluation of the project and expressed satisfaction with its ability to serve the development.

Regarding storm drainage, the applicant provided a drainage impact analysis with recommendations for mitigation that have been incorporated into the project.

Regarding traffic, the applicant provided a traffic impact analysis evaluating traffic and public transportation needs for the project at multiple stages of the development, with mitigation described for each stage. Mitigation for vehicular and public transportation traffic has been incorporated into the project, notably improvements along Beulah Blvd.,

which are estimated at \$24.5 million and will benefit the City's road network. Additionally, the applicant has agreed to a follow up traffic impact analysis to be triggered by the progress of development to confirm or adjust the results of the initial study.

The applicant provided a cultural resource study and a cultural resource inventory with recommendations, which were presented to and approved by the Flagstaff Historical Preservation Commission. The recommendations have been incorporated into the project.

D. Finding #4:

The proposed amendment satisfies the City Code's compatibility requirements set forth in City Code Section 10-30.60.050, including patterns of development, scale, and continuity.

The proposed amendment will allow a zoning map amendment for approximately 172 +/- acres that are mostly vacant. The subject area is bordered on the southwest by Fort Tuthill and bordered by Beulah and I-17 on the east. Other neighboring parcels are mostly vacant with a few residential homes nearby. However, the Planning Area will be the only planned development in the immediate vicinity, allowing for the Applicant to ensure that future development within the Planning Area will be consistent with the planned hospital.

Within the Planning Area, there will be common streetscape, signage, and landscaping features throughout the various Land Use Areas. The Applicant intends to continue to own the entire Planning Area and will therefore be able to ensure future development within the Planning Area is compatible with the initial phases. Further, due to the nature of the present site, there is no existing nearby development which would conflict with the proposed design and implementation of the Applicant's proposed mountain modern development.

While the Applicant has requested a height variance for the patient tower in the hospital, the site conditions and proposed design limit the impact to nearby properties, ensuring that the scale of the hospital will be compatible with other developments within the Planning Area. Specifically, mature ponderosa pine are approximately eighty feet tall in the area and along with the grade of the site area, the impacts of the proposed height variance are mitigated, again ensures continuity within the Planning Area.

Using substantial buffers to nearby property owners, Health Village is also compatible with the limited nearby existing development. First and foremost, the new hospital is compatible with what the City intends this area to be, which is an activity center. The hospital will bring floor area ratios, use intensities and densities, employment and related economic activity, as planned by the City. In addition, the Health Village achieves compatibility with existing development, even where such development is at odds with the City's future growth plans.

University Heights and Mountain Dell are residential developments north of the Planning Area. The Health Village will locate higher density residential use on the north end of the Planning Area in Area 2A, in or near the activity center. In this way the project secures a residential character of development as a buffer with less dense residential uses in University Heights and Mountain Dell. Further, north and west of the Health Village, there is scattered existing residential development. NAH provides substantial open space on the western side of the Planning Area to serve as a buffer between existing development and future Health Village development. This ensures compatibility with nearby property owners as the neighboring properties will be near open space or future higher density residential use.

Fort Tuthill is south and west of the Planning Area. Through the wellness retreat and FUTS area, the Health Village provides 35 acres of buffer directly north of Fort Tuthill. Through the robust multimodal system, the Health Village will be compatible and will provide continuity with the existing FUTS offered at Fort Tuthill.

Health Village's land use plan is sensitive to existing development as it provides buffers, through either open space or higher density residential, from existing residential areas and the future hospital and commercial uses. Health Village's compatibility with existing development is showcased by the overwhelming support the project has received from nearby property owners.

Finally, the parcels subject to the proposed amendment will be developed according to the Applicant's modern mountain architecture set forth in the Narrative and Specific Plan. The proposed architecture will be consistent with the nature of the site area, nearby properties, and development within Flagstaff generally.

Community Goals and Policies advanced, and Community Benefits secured, are numerous, and these are set forth in detail in the findings above. A brief summary of only part of the goals and benefits achieved by developing the NAH Health Village are listed here.

Goals and Policies achieved or promoted include:

- ✓ Providing high-quality emergency response and public safety services including medical and ambulance transport service. (Goal PF.3)
- ✓ Achieving the grouping of medical and professional offices, research, and skill training with other necessary workforce services and transportation options. (Policy LU.15.1)
- ✓ Investing in the development of a new, planned activity center, which promotes the continued physical and economic viability of the region's commercial districts. (Goals ED.8, LU.15., LU.18)
- ✓ Accomplishing new development, on the periphery, which will contribute to completing neighborhoods, including interconnecting with other neighborhoods; providing civic space, and a variety of housing types; all while protecting sensitive natural features. (Policy NH.1.6)
- ✓ Increasing the variety of housing options and expanding opportunities for employment and neighborhood shopping within this suburban neighborhood. (Goals NH.3 & LU.13)
- ✓ Completing significant portions of the planned Road Network. (Goal T.1)
- ✓ Promoting varied modes of mobility, especially pedestrian and bicycle access. (Goal T.2 & T.6)
- ✓ Promoting and improving the region's healthy system of convenient and accessible trails. (Goal REC.1)

Community benefits secured include:

- The existing FMC campus cannot adequately serve the community's needs in future years. A new hospital both expands capacity to meet those needs and provides an opportunity to implement best practices in the delivery of patient care.
- A newly designed medical center optimizes NAH's ability to attract and retain top talent within the medical field.
- Implementing a Health Village concept will provide "one-stop" medical, health and wellness opportunities for residents that are today dispersed and sometimes difficult to access.

- The NAH Health Village design will [preserve significant open space for the benefit of patients and for use by the community](#). In fact, it augments open space already incorporated into the FUTS system.
- Development of the NAH Health Village will be a significant economic engine for the Flagstaff region.
 - Projected construction expenditures of \$922.7 million could support over [8,600 direct construction jobs and close to 2,700 additional indirect jobs in Flagstaff and Coconino County during the 23-year construction period](#). The total construction impact is estimated at \$1.32 billion with 71 percent of that impact occurring in the first eight years.
 - Once development is complete in 2045, the project could generate an [annual economic impact of \\$387 million in the region](#), including direct and indirect operations impacts as well as off-site visitor spending related to the new hotels.
 - The hospital, ambulatory care, medical office, mixed use commercial, hotels, laboratory and research facilities in the development could directly employ an estimated 1,985 people at build out. In addition, the development could support an estimated 1,100 indirect and induced jobs at other local businesses in Flagstaff and Coconino County. The indirect and induced jobs, labor income and output are the result of local purchases made by the businesses in the development, as well as local spending by their employees.
 - An estimated [\\$113 million in direct labor income or earnings and \\$159 million in total direct and indirect and induced labor income](#) could be generated each year by the businesses in the Northern Arizona Healthcare Campus at build out, creating the potential for significant local expenditures by employees and their families.
 - In addition, the guests at the hotels would spend money in the community (outside of the development) on retail, restaurants, local transportation and entertainment. Annual [offsite visitor spending is estimated at \\$9.8 million by 2036](#). This spending could create an annual economic impact of \$15.6 million supporting about 142 hospitality and related jobs, in addition to the annual operations impact of the businesses in the development.
 - All total, the direct and indirect jobs generated by the Northern Arizona Healthcare Campus could [support a local population of close to 2,600 people](#).

- Based on current commuting patterns, approximately half of those workers and their families would likely live in Flagstaff.
- In terms of revenues to the city, school district and county, the project could directly generate an estimated **\$34.3 million in sales, lodging and property taxes to the city of Flagstaff over the next 23 years, plus \$29.1 million in sales and property taxes to the county, school district and other special districts.** These figures include \$10.8 million in non-recurring construction sales taxes to the city and county.
 - Employee and visitor tax revenues to the city, county and school district are estimated at a total of \$31.7 million over the next 23 years, in addition to taxes generated directly by the development.
 - The NAH Health Village could **directly create an estimated \$3.9 million in annual new tax revenues for local governments at build out, as well as approximately 1,985 new direct jobs.** In addition, it would provide a new hospital, ambulatory care, medical office, laboratory and research space, hotels, commercial development and housing options, creating a new focal point of economic activity and health services for the city.