

WORK SESSION AGENDA

CITY COUNCIL WORK SESSION
TUESDAY
JANUARY 14, 2025

COUNCIL CHAMBERS
211 WEST ASPEN AVENUE
3:00 P.M.

All City Council Meetings are live streamed on the city's YouTube page
(<https://www.youtube.com/@FlagstaffCityGovernment>)

*****PUBLIC COMMENT*****

Verbal public comments not related to items appearing on the posted agenda may be provided during the "Open Call to the Public" at the beginning and end of the meeting and may only be provided in person.

Verbal public comments related to items appearing on the posted agenda may be given in person or online and will be taken at the time the item is discussed.

To provide online verbal comment on an item that appears on the posted agenda, use the link below.

[ONLINE VERBAL PUBLIC COMMENT](#)

Written comments may be submitted to publiccomment@flagstaffaz.gov. All comments submitted via email will be considered written comments and will be documented in the record as such.

1. Call to Order

NOTICE OF OPTION TO RECESS INTO EXECUTIVE SESSION

Pursuant to A.R.S. §38-431.02, notice is hereby given to the members of the City Council and to the general public that, at this work session, the City Council may vote to go into executive session, which will not be open to the public, for discussion and consultation with the City's attorneys for legal advice on any item listed on the following agenda, pursuant to A.R.S. §38-431.03(A)(3).

2. Roll Call

NOTE: One or more Councilmembers may be in attendance through other technological means.

MAYOR DAGGETT
VICE MAYOR SWEET
COUNCILMEMBER ASLAN
COUNCILMEMBER GARCIA

COUNCILMEMBER HOUSE
COUNCILMEMBER MATTHEWS
COUNCILMEMBER SPENCE

3. Pledge of Allegiance, Mission Statement, and Land Acknowledgement

MISSION STATEMENT

The mission of the City of Flagstaff is to protect and enhance the quality of life for all.

LAND ACKNOWLEDGEMENT

The Flagstaff City Council humbly acknowledges the ancestral homelands of this area's Indigenous nations and original stewards. These lands, still inhabited by Native descendants, border mountains sacred to Indigenous peoples. We honor them, their legacies, their traditions, and their continued contributions. We celebrate their past, present, and future generations who will forever know this place as home.

4. Open Call to the Public

Open Call to the Public enables the public to address the Council about an item that is not on the prepared agenda. Comments relating to items that are on the agenda will be taken at the time that the item is discussed. Open Call to the Public appears on the agenda twice, at the beginning and at the end. The total time allotted for the first Open Call to the Public is 30 minutes; any additional comments will be held until the second Open Call to the Public.

If you wish to address the Council in person at today's meeting, please complete a comment card and submit it to the recording clerk as soon as possible. Your name will be called when it is your turn to speak. You may address the Council up to three times throughout the meeting, including comments made during Open Call to the Public and Public Comment. Please limit your remarks to three minutes per item to allow everyone an opportunity to speak. At the discretion of the Chair, ten or more persons present at the meeting and wishing to speak may appoint a representative who may have no more than fifteen minutes to speak.

5. Review of Draft Agenda for the January 21, 2025 City Council Meeting

Citizens wishing to speak on agenda items not specifically called out by the City Council may submit a speaker card for their items of interest to the recording clerk.

6. City Manager Report
Information Only

7. An update on the City of Flagstaff's Arts, Culture and Science Survey and upcoming Request for Statement of Qualifications (RSOQ).

The presentation will provide the Council with the results of the recent Arts, Culture and Science Survey which will provide information regarding the state of the sectors in Flagstaff and regarding the investments of Bed, Board and Beverage resources in this area. This will be followed by a brief update on the coming RSOQ for a Lead Arts Agency. Staff is providing information and welcomes feedback.

8. Community Development Block Grant (CDBG) Introduction and Overview; Establishment of CDBG Council Priorities for Program Years 2025 and 2026

Receive Council direction on CDBG priorities for the next two Program Years (2025 and 2026).

9. Land Availability and Suitability Study and Code Analysis Project (LASS+CAP) Project Update and Discussion

STAFF RECOMMENDED ACTION:

Discussion item only

10. Resilience Hubs: EPA Grant Update

This is an informational update to the City Council and Flagstaff community.

11. Open Call to the Public

12. Informational Items To/From Mayor, Council, and City Manager; future agenda item requests

13. Adjournment

CERTIFICATE OF POSTING OF NOTICE

The undersigned hereby certifies that a copy of the foregoing notice was duly posted at Flagstaff City Hall on _____, at _____ a.m./p.m. in accordance with the statement filed by the City Council with the City Clerk.

Dated this _____ day of _____, 2025.

Stacy Saltzburg, MMC, City Clerk

THE CITY OF FLAGSTAFF ENDEAVORS TO MAKE ALL PUBLIC MEETINGS ACCESSIBLE TO PERSONS WITH DISABILITIES. With 48-hour advance notice, reasonable accommodations will be made upon request for persons with disabilities or non-English speaking residents. Please call the City Clerk (928) 213-2076 or email at stacy.saltzburg@flagstaffaz.gov to request an accommodation to participate in this public meeting.

NOTICE TO PARENTS AND LEGAL GUARDIANS: Parents and legal guardians have the right to consent before the City of Flagstaff makes a video or voice recording of a minor child, pursuant to A.R.S. § 1-602(A)(9). The Flagstaff City Council meetings are live-streamed and recorded and may be viewed on the City of Flagstaff's website. If you permit your child to attend/participate in a televised Council meeting, a recording will be made. You may exercise your right not to consent by not allowing your child to attend/participate in the meeting.

**CITY OF FLAGSTAFF
STAFF SUMMARY REPORT**

To: The Honorable Mayor and Council
From: Georganna Staskey, Deputy City Clerk
Date: 01/09/2025
Meeting Date: 01/14/2025



TITLE:
City Manager Report

DESIRED OUTCOME:
Information Only

Executive Summary:

These reports will be included in the City Council packet for regularly scheduled Work Session meetings. The reports are intended to be informational, covering miscellaneous events and topics involving the City organization.

Information:

Attachments: [2025 AZAGC Build AZ Awards](#)
[City Manager Report](#)

2025

Build Arizona Award

The Associated General Contractors
of America Arizona Chapter



INNER BASIN WATERLINE

Public | \$10 Million - \$50 Million | Utilities

Hunter
CONTRACTING CO.

Contractor-Project Information Sheet

Company Name: Hunter Contracting Co.

Contact Name: S. Loretta Roberts

Street Address: 701 N Cooper Road City: Gilbert State: AZ Zip: 85233

Phone: (480) 507-7022 Email Address: loretta.roberts@huntercontracting.com

Please select an award category below:

New Construction **Public** **Private**

Under \$10 Million \$10 Million - \$50 Million Over \$50 Million

Heavy Industrial Highway Construction Municipal Utilities

Maricopa Pima 13 Other Counties Coconino County

Reconstruction **Public** **Private**

Under \$5 Million \$5 Million - \$10 Million \$10 Million - \$50 Million Over \$50 Million

Heavy Industrial Highway Construction Municipal Utilities

Pavement Preservation

Under \$2 Million \$2 Million - \$5 Million Over \$5 Million

Maricopa Pima Pinal 12 Other Counties

PROJECT INFORMATION

Project Name: Inner Basin Waterline

Project Location: Flagstaff, Arizona

Is this project a JV (joint venture)? No

Please enter JV Partners:

Project Start Date: 5/22/2023

Project End Date: 10/28/2024 Final Project Amount: \$15,130,611

Project Owner: City of Flagstaff

Project Contact: David Pedersen

Project Contact Email: dpedersen@flagstaffaz.gov

City: Flagstaff State: AZ

Owner Contract Type:

Design Bid Build JOC Construction Manager At Risk Design Build Public Private Partnership

Signed by Principal/Officer  Date 12/03/2024

1


Why the project should receive an award; uniqueness of project

FROM DESTRUCTION, NEW LIFE

The Inner Basin Waterline Rehabilitation Project stands as a remarkable example of resilience and innovation, transforming devastation into renewal. Following the 2022 Pipeline Fire near Flagstaff, which ravaged 26,532 acres—including areas still recovering from the 2010 Schultz Fire—post-fire monsoon rains compounded the destruction, unleashing severe flooding and erosion. This calamity threatened critical infrastructure, including the 120-year-old Inner Basin waterline, which supplies 20% of Flagstaff’s summer potable water using gravity-fed snowmelt and springs. The loss of this essential pipeline would have imposed daily replacement costs amounting to thousands of dollars, jeopardizing the city's water supply. Despite the dire circumstances, the City of Flagstaff, in partnership with the US Forest Service, the Department of Forestry and Fire Management, Jacobs Engineering, and Hunter Contracting Co., undertook an extraordinary effort to restore and fortify this vital infrastructure. The project’s complexity was amplified by its remote location, steep terrain with inclines reaching 50 feet, narrow access roads, and the limited construction season due to harsh winter conditions.

Over two years, the team completed vital upgrades to 46 sites along the waterline - over a 13-mile stretch - employing innovative solutions such as installing 2,288 cubic yards of concrete and 5,326 linear feet of Gabion Baskets to stabilize the terrain and protect against future flooding. Beyond ensuring a reliable water supply for Flagstaff, the project mitigates erosion risks, safeguards the adjacent Transwestern gas line, and enhances safety for hikers and mountain bikers who explore the area’s renowned trail system.

This project exemplifies ingenuity, perseverance, and environmental stewardship, addressing immediate needs while providing long-term benefits for the community and ecosystem. From the ashes of destruction, the Inner Basin Waterline Rehabilitation Project has given new life to a critical resource and an iconic natural area, making it a deserving candidate for recognition.



Gabion baskets seamlessly integrate with the environment, offering an effective and natural solution to slow rushing water.

2

***Meeting the timeframe
of the project*****MOVING IN SYNERGY TO FINISH EARLY**

From the outset, meeting the project's aggressive schedule was paramount. The Inner Basin waterline, essential for Flagstaff's potable water supply and reservoir replenishment for firefighting, faced imminent threats from monsoon rains and winter storms. Delays risked further erosion, jeopardizing the pipeline and the Transwestern gas line. Compounding the challenge, the high-elevation location restricted construction to the short summer season, necessitating meticulous coordination and unwavering urgency.

The project's innovative approach combined simultaneous design and construction phases to maximize efficiency. As crews began work on one or two sites, engineers designed the next phases, allowing progress to continue uninterrupted. This phased, "design-construct-design-construct" strategy prioritized high-risk sites identified through peak flow calculations by Jacobs Engineering, mitigating the greatest threats first.

Synergy among specialized crews ensured seamless transitions between phases. For example, one team would set structural walls, immediately followed by another pouring concrete, with crews systematically moving through sites. These efforts required navigating narrow roadways and limited access in active construction zones, where carefully choreographed patterns minimized disruptions and maximized productivity.

Weather forecasting played a critical role in maintaining momentum, allowing teams to adjust plans dynamically in response to Flagstaff's unpredictable weather. This proactive strategy avoided delays and safeguarded progress, even in the face of potential disruptions.

Thanks to this collaborative, highly organized approach, the project finished ahead of schedule. By prioritizing efficiency and risk mitigation, the Inner Basin Waterline Project not only met its critical timeframe but also stands as a model for effective planning and execution under tight constraints.



Navigating narrow mountain roads while clearing downed trees and debris from the fire and floods posed significant challenges.

3

Scope of the project**PROTECTING THE DAMAGED FOREST**

The Pipeline Fire devastated the forest ecosystem, stripping the natural plant and tree canopy that shields the ground from the impact of rainfall and destroying vegetation essential for erosion control. The resulting heavy monsoon rains caused severe erosion, washed away soil protecting critical infrastructure, and left behind extensive damage, including blocked roadways, downed trees, and compromised waterline structures.

The project scope addressed these challenges through a comprehensive two-phase approach:

1. Cleanup and Site Preparation:

The first phase involved clearing the way for safe and effective work. Crews removed dead trees, debris, and sediment from roads, work areas, and around the damaged waterline. Unsafe trees that posed a risk to workers and infrastructure were cut down, while rocks and boulders blocking pathways were excavated and relocated. This phase also included stabilizing access roads to ensure safe transportation of materials and equipment to the remote sites.

2. Repair and Erosion Control:

The second phase focused on restoring and fortifying the area. Crews repaired the damaged waterline and implemented erosion control measures to protect slopes and infrastructure from future storm flows. Key improvements included:

- » Constructing gabion baskets and concrete structures to stabilize slopes and reduce erosion.
- » Armoring and repairing road surfaces to withstand future storm impacts.
- » Utilizing concrete and shotcrete to fill erosion voids.
- » Building temporary roads and staging areas to facilitate access, which were later removed to restore the natural landscape.
- » Re-establishing native vegetation to support long-term erosion control and ecological recovery.

By addressing immediate threats and laying the groundwork for sustainable restoration, the project not only protected critical infrastructure but also contributed to the long-term recovery of the damaged forest ecosystem.



Before construction, exposed soil was vulnerable to washouts, sweeping away debris and downed trees. Erosion control measures implemented during the project now ensure a more stable and secure environment.

4

*Difficulties of
the project***LOCATION, LOCATION, LOCATION**

The Inner Basin Waterline Project faced significant difficulties due to its remote location within the San Francisco Mountains, just north of Flagstaff. The unique challenges of this mountainous terrain and post-fire landscape required innovative solutions, meticulous coordination, and adaptive planning.

- 1. Remote Access and Terrain |** Access to many sites was restricted by narrow, damaged roadways and steep slopes. Some locations necessitated the construction of temporary roadways, adding two to three days for both construction and subsequent removal. These temporary roads were carefully deconstructed, and natural vegetation was restored to minimize ecological impact.
- 2. Tight Workspaces |** Construction was confined to limited areas to prevent further disturbance. Most work zones allowed only 100 feet downhill and 50 feet uphill from the structure's center, with some sites constrained to just 20 feet. These restrictions posed challenges for maneuvering large equipment and coordinating material deliveries. Teams also had to share these tight spaces with water department personnel conducting well inspections, requiring careful scheduling and communication.
- 3. Steep Slopes and Limited Staging Areas |** Many sites were located on steep inclines with no available space for staging equipment or materials. Supplies were stored as close as possible and transported to the worksite on demand, adding logistical complexity to the already constrained access routes.
- 4. Weather and Seasonal Limitations |** Flagstaff's unpredictable weather necessitated frequent last-minute adjustments to plans, with snow and ice during the harsh winters halting all construction activity. This seasonal limitation reduced the available time to complete the project, further emphasizing the need for efficiency.
- 5. Coordination with the Waterline Operations |** All work on the waterline had to be completed without disrupting the City of Flagstaff's water treatment plants. Extended interruptions to the water flow could force plant shutdowns, so precise coordination with the Water Department was essential to minimize impact and maintain water supply.
- 6. Challenging Soil and Rock Conditions |** The varied terrain presented geotechnical challenges. Sites with solid rock required either anchoring structures to the rock or breaking it apart, while loose soil sites were deemed unsafe and required structural relocations. These adjustments increased material needs, extended timelines, and necessitated close collaboration with the City, engineers, and construction teams.

Despite these obstacles, the project's teams overcame the challenges of location, weather, and terrain through innovative planning, teamwork, and adaptability, ensuring the successful rehabilitation of the waterline and the protection of Flagstaff's critical resources.

5

Contractor's use of innovation and problem-solving techniques applied throughout the project

ADAPTING TO THE LOCATION

The Inner Basin Waterline Project required creative and adaptive approaches to overcome the challenges of working in a remote, high-elevation environment with narrow access roads and limited resources. The contractor's use of innovation and problem-solving techniques was key to the project's success.

- 1. Tailoring Equipment to the Environment** | Given the restricted access and tight workspaces, the team opted for mid-size excavators instead of standard large excavators and used five-cubic-yard dump trucks instead of traditional cement mixers. These smaller vehicles allowed for easier navigation of narrow roads and staging areas but introduced challenges such as faster-drying concrete.
- 2. Custom Concrete Solutions** | To address the drying issues caused by smaller loads and high-altitude conditions, the concrete mix design was modified to include a three-hour retarder, providing crews with more working time. Additionally, the concrete was air-entrained to withstand freeze-thaw cycles, enhancing its durability in cold, high-elevation weather.
- 4. Efficient Resource Management** | Moving large equipment between sites was time-intensive, so innovative scheduling ensured equipment stayed on the mountain as long as possible to avoid repeated transport. Materials and crews were carefully coordinated around these immobile pieces to maintain productivity and progress.
- 5. Creative Water Sourcing** | The remote location presented limited access to construction water. To resolve this, water was sourced from the existing waterline in a way that did not disrupt Flagstaff's water treatment plants, ensuring both construction efficiency and uninterrupted municipal water service.
- 6. Streamlined Logistics and Coordination** | The limited staging areas and remote environment required exceptional daily planning. Crews coordinated material deliveries, equipment use, and personnel movements to minimize delays and maximize efficiency in the confined spaces.

Through these innovative and practical problem-solving strategies, the team successfully adapted to the location's unique challenges, delivering a project that met its objectives while maintaining safety, efficiency, and environmental stewardship.



In tight spaces, five-cubic-yard dump trucks replaced traditional cement mixers to navigate the restricted access areas.

6

Unique safety challenges on the jobsite and the methods used to remedy the issues

KNOW YOUR SURROUNDINGS

The Inner Basin Waterline Project presented a variety of unique safety challenges that required innovative solutions and meticulous planning to ensure the safety of both crews and the public.

- 1. Working on Steep Slopes |** With slopes featuring sheer drops up to 60 feet, fall protection was paramount. All crew members were trained in fall protection techniques and equipped with yoyo harnesses tailored to each site's height and scope. Spotters monitored equipment near the edges, ensuring safe operation, while preplanning ensured appropriately sized equipment for the limited maneuvering space.
- 2. Extreme Weather Conditions |** The area's unpredictable weather posed risks ranging from flash floods carrying fast-moving debris to fire hazards during dry conditions. Crews were trained to respond to flash flood warnings and fire risks. Coordination with Coconino County Emergency Management provided real-time updates on nearby storms and fires. During Stage 2 Fire Restrictions, a Fire Marshal-approved plan required onsite firefighting equipment and fire-trained personnel, with at least one experienced fire safety team member present at all times. Smoke from nearby fires occasionally halted work to protect crews from inhalation risks and low visibility.
- 3. Limited Workspace |** Tight work areas necessitated daily huddles to address specific risks and pre-activity meetings for high-risk tasks. Safety personnel, including a Safety Manager, were on-site frequently to monitor activities and enforce protocols. Crews were carefully assigned to ensure only experienced members operated in these constrained conditions.
- 4. Public Safety |** The area's popularity with hikers and mountain bikers added another layer of complexity. Closure and detour signs were strategically placed to inform visitors of temporary restrictions, and spotters ensured no pedestrians entered work zones. Equipment operators were trained to halt operations and exit their machinery to guide pedestrians safely through construction areas, prioritizing public safety despite added time to the project.
- 5. Proactive Communication and Training |** Daily huddles addressed evolving risks, and all team members underwent comprehensive safety training tailored to site-specific hazards. Equipment operators were reminded daily to remain vigilant for pedestrians and other potential hazards.

By integrating these proactive safety measures, the team navigated the site's unique challenges while safeguarding workers, the public, and the surrounding environment. This steadfast commitment to safety was a cornerstone of the project's success, ensuring its completion without compromise.

7

Project design

A COMPREHENSIVE APPROACH TO RESILIENCY AND RESTORATION

The Inner Basin Waterline Post-Fire Repairs and Road Reconstruction Project showcases innovative and adaptive engineering, thoughtfully crafted by Jacobs Engineering in collaboration with project stakeholders. The design aimed to address the extensive damage caused by the 2022 Pipeline Fire and subsequent flooding, ensuring the long-term stability of critical infrastructure while restoring the surrounding environment.

- 1. Comprehensive Damage Assessment** | Jacobs Engineering conducted extensive topographic and hydraulic surveys to identify 46 critical points along the pipeline and access roads requiring repair or realignment. This included addressing damaged retaining walls, eroded road surfaces, and vulnerable water crossings. The design prioritized sustainable solutions tailored to the area's steep slopes, narrow access, and high-elevation challenges. Key to the success was a comprehensive hydraulic model to understand the volumes of both runoff and debris that each crossing site needed to convey until the vegetated floor is restored to this fire-devastated environment.
- 2. Tailored Engineering Solutions**
 - **Slope Stabilization:** The use of gabion baskets, concrete retaining walls, and rock mattresses was integral to mitigating erosion and supporting slopes. Structures were designed to blend naturally with the environment, using locally sourced materials wherever possible.
 - **Erosion Control:** The project incorporated advanced erosion control methods, including armoring road surfaces and designing water crossings with durable, eco-friendly materials like riprap blankets and reinforced concrete slabs.
 - **Road Realignment:** In areas where existing routes were irreparably damaged, such as at Point I, roadways were relocated with careful consideration of environmental impacts and proximity to protected wilderness areas.
- 3. Innovative Waterline Protection** | Design elements ensured the durability of the 120-year-old waterline by protecting it from future erosion and debris flows. The integration of reinforced water crossings and reestablished protective soil layers around the pipeline minimized risks to the city's potable water supply.
- 4. Integrated Environmental Stewardship** | The design emphasized restoring native vegetation post-construction, stabilizing soil, and minimizing ecological disruption. Reclaimed and recycled materials, such as burned trees for retaining walls, were utilized to align with sustainability goals.
- 5. Collaborative Implementation Strategy** | Jacobs Engineering's phased "design-construct-design" approach ensured continuous progress by addressing high-risk sites first. Initial designs were tweaked during construction, resulting in a tool-box of improved details for the balance of the project. This iterative method facilitated efficient resource allocation and immediate mitigation of the most vulnerable areas.

The project design reflects a harmonious balance between engineering excellence and environmental stewardship, making it a model for post-disaster infrastructure restoration.

8

**Outstanding
features of the project****RESTORING AND PROTECTING THE INNER BASIN**

One of the project's most remarkable achievements was the successful mitigation of severe erosion caused by recent fires and subsequent monsoon rains. Key accomplishments included:

1. Erosion Control and Slope Stabilization:

- Over 5,326 linear feet of gabion baskets—equivalent to approximately one mile—were installed. These cost-effective and eco-friendly structures stabilize steep slopes while promoting the growth of native vegetation around and through their wire mesh and rock fill. Some gabion baskets, towering 20 to 40 feet high, were thoughtfully designed to resemble waterfalls, blending seamlessly into the natural landscape.
- Concrete Ford Crossings were constructed in low wash areas to further prevent erosion, enhancing roadway durability against the region's severe weather conditions.

2. Integration with the Natural Environment | Jacobs Engineering and Hunter Contracting ensured all constructed features followed the natural slope and water flow, minimizing environmental disruption and creating a harmonious integration with the surrounding ecosystem.**3. Complex Logistics and Coordination |** Navigating the rugged mountain terrain presented significant challenges, requiring exceptional coordination.

- Materials, crews, and equipment had to be maneuvered through narrow access points and active worksites.
- Alternate routes were identified to bypass obstructed areas, ensuring continuous progress even when digging or other site activities blocked key paths.
- Phased construction allowed work to begin at some sites while others were still in the design stage, optimizing resource allocation and minimizing downtime.

4. Adapting to Unpredictable Weather | The team effectively navigated weather-related challenges, including fire risks during dry summers, flooding during monsoon seasons, and complete shutdowns in winter due to snow. Immense phasing and rephasing efforts ensured the project remained on track despite these obstacles.**5. Enhanced Regional Benefits |** Beyond erosion control, the project provides:

- Improved flood prevention, protecting critical infrastructure not only on the mountainside, but downstream protecting the Mount Elden Foothills communities of Flagstaff.
- Stabilization of the nearby Transwestern gas line.
- Enhanced access for maintenance personnel and recreational users, benefiting hikers, mountain bikers, and equestrian enthusiasts.

This comprehensive effort not only addressed immediate challenges but also set the stage for long-term environmental and community benefits, exemplifying resilience and thoughtful engineering.

9

**Contractors
contribution to
the community****COMMUNITY FIRST: NOW AND INTO THE FUTURE**

Hunter Contracting Co.'s contributions to the Inner Basin Waterline Project exemplify a steadfast commitment to the community of Flagstaff, ensuring a safer, more sustainable future while addressing immediate needs.

1. Safeguarding Essential Resources:

- For over 120 years, the Inner Basin Waterline has been a cornerstone of Flagstaff's water supply, providing a safe, abundant, and reliable resource. The project mitigated the impacts of fire and flooding that left the waterline exposed, vulnerable, and losing millions of gallons of water daily.
- The repairs not only restored the pipeline but also stabilized erosion-prone areas, preventing further damage to vital infrastructure, including the Transwestern gas line.

2. Enhanced Public Safety and Accessibility:

- Improved roadways ensure safer access for utility workers, forest maintenance crews, and emergency personnel in this fire-prone area.
- Recreational users, including hikers, mountain bikers, and equestrians, benefit from safer trails and improved infrastructure. Team members volunteered on a Saturday alongside members from the US Forest Service and a local mountain biking organization to realign the Oldham Trail as part of the 2024 Flagstaff Biking Organization Trail Days.
- Erosion controls and flood prevention measures protect local properties and reduce the risk of future safety hazards.

3. Thoughtful Community Engagement:

- Before construction, extensive outreach was conducted, including public notices mailed to 44 households and 76 emails to stakeholders, inviting feedback and collaboration.
- Updates were shared via the Coconino National Forest Schedule of Proposed Actions, keeping the community informed throughout the planning and construction phases.

4. Minimizing Disruptions:

- Recognizing the area's popularity and essential access routes, phasing schedules were carefully planned to limit road closures, reduce waterline downtime, and re-open access as quickly as possible.
- Construction traffic was managed to accommodate both public use and project needs, ensuring minimal inconvenience.

5. Blending with the Natural Environment:

- Materials sourced from the area and designs that harmonize with the landscape preserved the region's natural beauty, ensuring the improvements enhance rather than detract from the environment loved by the community.

By prioritizing public safety, environmental stewardship, and transparent communication, Hunter Contracting Co. has not only restored critical infrastructure but also strengthened the community's connection to the Inner Basin, leaving a lasting legacy for generations to come.

10

Media coverage and promotion of construction and AZAGC logos on project

KEEPING THE COMMUNITY INFORMED

Hunter Contracting Co.’s commitment to excellence and transparency was highlighted through effective media coverage, community engagement, and the prominent display of AZAGC logos on the Inner Basin Waterline Project.

- » **AZAGC Affiliation:** Displaying AZAGC logos on jobsite banners and participating in industry events like AZ Water Association, APWA, and ACEC conferences, as well as ASCE luncheons, to highlight expertise and leadership.
- » **Community Communication:** Providing regular updates via the City of Flagstaff and Forest Service websites, local media outlets, and project tours for council members to ensure transparency.
- » **Public Engagement:** Proactively minimizing disruptions while keeping residents informed of road closures and project progress. These efforts reinforced Hunter’s dedication to excellence and its role as a trusted partner in the community.

These efforts reinforced Hunter’s dedication to excellence and its role as a trusted partner in the community.

[Inner Basin Waterline Restoration Project | City of Flagstaff Official Website](#)

[Inner-Basin-Waterline-Restoration-Project](#)

[Coconino National Forest - News & Events](#)

[Update on the City of Flagstaff’s Inner Basin Waterline Project – Arizona Hydrological Society](#)

[Inner Basin Waterline Project Update](#)

[Coconino National Forest - News & Events](#)

[Substantial Work Completed on Inner Basin Waterline in Flagstaff | MyRadioPlace](#)

[Inner Basin Waterline Repairs Pauses for Winter | MyRadioPlace](#)

[Forest Service](#)



The AGC logo was proudly displayed on project banners.

11

**Sensitivity to
environment and
surroundings****LEAVING IT BETTER THAN WE FOUND IT**

The Inner Basin Waterline Project exemplified careful stewardship of the environment and cultural heritage through the following measures:

1. Cultural and Tribal Engagement:

- Located within the San Francisco Peaks Traditional Cultural Property boundary, the project respected tribal connections by inviting 13 consulting Tribal Nations to participate in discussions before work began.
- Archaeologists flagged and mapped historically significant segments of abandoned clay pipelines, protecting these sites from disturbance. In sensitive areas, roadways were filled in to shield historical artifacts from equipment impact.

2. Wildlife and Habitat Protection:

- Coordination with the U.S. Fish and Wildlife Service ensured minimal impact on the breeding habitat of the Mexican spotted owl. Work in restricted areas was meticulously phased to meet seasonal breeding and weather constraints.
- Arizona Game and Fish Department installed water stations to keep wildlife away from work zones, and crews employed strategies to deter animals such as bears, bobcats, and elk from approaching.

3. Environmental Safeguards:

- Construction activities were confined to designated zones using temporary fencing and flagging to prevent unnecessary vegetation loss.
- Proper equipment maintenance, on-site spill kits, and refueling protocols at designated staging areas prevented hazardous material contamination.
- Structures were designed to integrate seamlessly into the natural landscape using local materials and earth-toned finishes.

4. Invasive Species Prevention and Cleanup:

- Equipment and materials were inspected to prevent the introduction of invasive plants.
- Post-construction, no trash or materials were left on-site, preserving the natural environment and avoiding wildlife attraction.

5. Minimal Impact Approach:

- Established trees and vegetation not affected by the fire were preserved, while native materials were reused whenever possible to reduce ecological disruption.

Through these thoughtful strategies, the project maintained a deep respect for the area's ecological integrity and cultural significance, setting a high standard for environmental sensitivity in construction.

Team members volunteered on a Saturday for the Flagstaff Biking Organization's Trail Days to realign the Oldham Trail.




12

*Partnering***STRENGTH IN PARTNERSHIP**

The success of the Inner Basin Waterline Project reflects the power of collaboration, with diverse organizations working together toward a common goal to benefit the Flagstaff community.

- 1. Engagement with Tribal Nations:** Thirteen consulting Tribal Nations with cultural ties to the forest were contacted and invited to consult on the project, ensuring respect for traditional and cultural considerations. These included the Hopi Tribe, Navajo Nation, Pueblo of Zuni, and others, fostering inclusivity and cultural sensitivity.
- 2. Cross-Agency Collaboration:** Jacobs Engineering and Hunter Contracting Co. worked closely with key agencies, including the City of Flagstaff, US Forest Service, Department of Forestry and Fire Management, Arizona Game and Fish, and the U.S. Fish and Wildlife Service. Their collective expertise ensured the project met technical, environmental, and community needs.
- 3. Coordination with Supporting Teams:** Partnerships with organizations such as Arizona Survey, Speedy and Associates, Adhura, CoreMain, and Cemex streamlined construction and logistics, while Coconino County Emergency Management provided critical safety and emergency response support during unpredictable weather and fire conditions.
- 4. Outcome of Collaboration:** The combined efforts of all participants resulted in a high-quality, resilient infrastructure project delivered ahead of schedule, safeguarding Flagstaff's water supply and enhancing the area's ecological and recreational value.

This project stands as a testament to the effectiveness of shared vision and constant communication, demonstrating how collaboration can drive innovation and ensure project success.



Decomposed granite enhances roadway safety, while gabion baskets and supports provide crucial stabilization for the steep slopes.

13

Excellence in client service - were client's expectations met?

DELIVERING ON EXPECTATIONS: A SUCCESSFUL PROJECT

The success of the Inner Basin Waterline Project is reflected in the City of Flagstaff's satisfaction and confidence in the team's ability to overcome challenges and deliver exceptional results.

1. **Exceeding Client Expectations:** Positive feedback from the City of Flagstaff highlights not just acknowledgment of the project's completion but recognition of the dedication, precision, and expertise brought to every phase of the work.
2. **Commitment to Excellence:** The project was completed on time and within budget, showcasing meticulous design, effective communication, and efficient construction practices. This combination ensured smooth execution and a high-quality result.
3. **Building Trust for the Future:** By exceeding expectations in performance and coordination, the project exemplified Hunter Contracting Co.'s commitment to excellence in client service, setting the stage for continued collaboration in the future.

This project's successful delivery reaffirms the value of proactive communication, teamwork, and a client-focused approach.



Tours provided the public with insight into the planned work in the area, highlighting the challenges of navigating narrow roads to move crews and equipment.

Hunter Contracting Co has completed remarkable work in one of the most challenging work environments in Arizona. Despite the high-elevation environment, a shortened construction season, and working in mountain drainages during monsoon season, Hunter was able to keep safety first and maintain no injuries to personnel. Furthermore, Hunter was exceptional in keeping lines of communication open and dynamic with the myriad of project partners and stakeholders, which span every level of government and the private side. The understanding of complex and intricate construction work in this sensitive environment, most of which borders a federally designated wilderness area, was completed through partnerships, the knowledgeable leadership, and experience-based labor to accomplish the restorative construction and integrity of one of our community's most critical water supply. Knowing the time-sensitive nature of the critical water supply to our community, Hunter prioritized work to get the water back to our community and increased the labor force to not only get water delivered but to expedite the project progress at nearly 50 sites to minimize project longevity. Thank you, Hunter, for not only stepping up to this challenge but successfully navigating the gauntlet of complexities, both anticipated and unforeseen.

**-David Pedersen, Project Manager Senior Lead
City of Flagstaff Capital Improvements**



Hunter
CONTRACTING CO.
HUNTERCONTRACTING.COM

City Manager's Report

January 9, 2025

Council and Colleagues, greetings. These reports are intended to be informational, covering miscellaneous events and topics involving the city organization. This report, being right after the Holidays, is very brief.

RAISE Grant Success!

This week, the City of Flagstaff received early notification that the Butler Avenue and Fourth Street Safety and Multimodal Improvements project was awarded \$19 million in U.S. Department of Transportation (DOT) Rebuilding American Infrastructure with Sustainability and Equity (RAISE) FY 25-26 grant funding for construction. The project is currently at the 30% design stage so staff will continue to work on the design of the project and begin the process of working with the DOT to prepare grant agreements for City Council approval.

Simply stated, this is huge! The \$19 million RAISE Grant funds and the \$10.2 million local match will fund multimodal improvements along Butler Avenue from I-40 to Sinagua Heights Dr. and Fourth Street from Sparrow Ave. to Crest Stone. The improvements include off-street bike lanes, ADA sidewalks, mid-block crossings, roadway widening, corridor access management solutions with a raised median and two roundabouts, rapid flashing beacons, and drainage structures. The project will also provide a bike and pedestrian tunnel under the Butler Ave and Fourth Street intersection.

I want to recognize our dedicated team members and partners who worked on this successful application. We once again thank our Federal lobbyist and MetroPlan for their partnership. I would be remiss if I didn't recognize the leadership of Paul Mood, our City Engineer, who was determined enough and the team effort to apply a second time. The city did not initially receive the grant funding in the FY 23-24 cycle. I will have a list of others who worked on the application during my City Manager report.

Tour of New NAH Primary Care Clinic

On Thursday, January 9, Vice Mayor Sweet, Councilmember Aslan, Councilmember Spence and Deputy City Manager Joanne Keene met with Northern Arizona Healthcare to tour the new Primary Care Clinic on McMillan Mesa. The state-of-the-art facility will house primary care physicians and will be the eventual home for a new urgent care facility. Thanks to the team at NAH, including CEO Dave Cheney, for providing the city with a preview before it officially opens to the public on January 16.



Buelah Roundabout

Courtesy of our Project Manager Senior Lead, Drone Pilot, and Music DJ, David Pederson, check out this footage. Good stuff!

[BU Update 20250103.mp4](#)

InnerBasin Waterline Project Award

Staff was recently informed that Hunter Contracting will be the recipient of the Arizona Chapter of Associated General Contractor's Build Arizona Award for the Inner Basin Waterline Project. The award is in the category of public reconstruction projects from \$10 million to \$50 million. This is a very prestigious award in the general contracting community.

This project could not have been completed without the great support from Federal, State and Local Agencies. Staff plans on attending the awards ceremony on Friday, January 24th to help celebrate the project and bring home some hardware for the city to display. Attached is a copy of the award application if you would like to review it.

Upcoming Meetings

A reminder of the two-day retreat on January 30th and 31st at the Core Facilities Building (Public Works) on #66 past Woody Mountain. Agenda and details to follow. It will be facilitated

There will also be a two-day retreat on February 13th and 14th. Same comment, although this retreat will not be facilitated. Stay tuned.

We will be hosting the annual City Manager's Excellence Awards at the Orpheum on February 5th, 11AM to 1:30PM. This is a lot of fun, with lunch and presentations, and some well-deserved recognitions. Council is welcome to attend!

That's all for now, Council. Happy New Year and

CITY OF FLAGSTAFF STAFF SUMMARY REPORT

To: The Honorable Mayor and Council
From: David McIntire, Community Investment Director
Co-Submitter: Jana Weldon
Date: 12/30/2024
Meeting Date: 01/14/2025



TITLE:

An update on the City of Flagstaff's Arts, Culture and Science Survey and upcoming Request for Statement of Qualifications (RSOQ).

DESIRED OUTCOME:

The presentation will provide the Council with the results of the recent Arts, Culture and Science Survey which will provide information regarding the state of the sectors in Flagstaff and regarding the investments of Bed, Board and Beverage resources in this area. This will be followed by a brief update on the coming RSOQ for a Lead Arts Agency. Staff is providing information and welcomes feedback.

Executive Summary:

The City retains a Lead Art Agency to organize events and to distribute funds to the community for Arts, Culture and Sciences. The Flagstaff Arts Council doing business as Creative Flagstaff is the current Lead Art Agency. The City's contract with Creative Flagstaff is expiring June 30, 2025 and the City is in the process of issuing a competitive solicitation for a new contract. The City Council appropriates funding for the Lead Art Agency contract on an annual basis. A 2% local transaction privilege tax rate on hotels and restaurants (also known as the Bed, Board, and Beverage tax or BBB tax) helps fund Arts, Culture and Sciences, as set forth in the Flagstaff City Code, Chapter 3-06.

In order to better understand the needs and perceptions of the creative sectors (Arts, Culture and Sciences) in Flagstaff, and to prepare to solicit a partner to be the Lead Arts Agency in the coming years, staff requested Eliza Kretzmann Consulting work with them to implement public information gathering and survey efforts. There were opportunities for in person and online participation by community leadership, the general public, and by those in the creative sectors themselves. The data compiled was used to prepare a report (Executive Summary attached to this Staff Summary) which creates a better understanding of the current strengths and challenges facing these sectors, and provides potential insights into opportunities for enhancing the sectors further. Additionally, the document provides specific insight into the perceptions of the use of BBB Arts and Science Funding. It is being used as a tool for developing the scope of work for the Request for Statement of Qualifications (RSOQ) to identify the City's Lead Arts Agency for the coming years and to guide the investments made through that partnership. That RSOQ is anticipated to be released in January.

Information:

Over the Spring and Summer of 2024 there was an effort to gather feedback from the public overall, and specifically those leading efforts around arts, culture and science, in order to develop a better understanding of the state of the arts, culture and sciences in our community and how investments in them were performing. Some of the questions delved into were:

- How are recent programs, projects, and offerings serving the community?
- How are the City's investments supporting the sectors?
- What resources are needed for the sectors to thrive?
- How does the community want future funding used?
- What is the vision for Flagstaff's Future in Arts, Culture and Science?

Opportunities to provide feedback were offered through in-person facilitated forums, individual interviews with community and sector leaders, and online surveys.

A significant amount of information was received and synthesized by Eliza Kretzmann Consulting and is summarized in the attached 13 page Executive Summary. This presentation will discuss the key findings.

The information will also be a source of information used to develop the Scope of Work for the Request for Statement of Qualifications (RSOQ) which is intended for release in January of 2025. That RSOQ will identify the most qualified partner for the City to work with over the next years to continue enhancing the sector and to move towards the community's vision of a vibrant and creative community. Key Policy Goals addressed with this process:

- PBB High Performance Governance-Cultivate community communication engagement practices that are clear, consistent, and timely.
- PBB High Performance Governance-Implement and communicate innovative and efficient local government programs, new ideas, and best practices.
- PBB Inclusive & Engaged Community-Proactively foster community representation and civic engagement by enhancing opportunities for public involvement, in line with best practices.
- PBB Inclusive & Engaged Community-Facilitate and foster equity, diversity, and inclusivity.
- PBB Inclusive & Engaged Community-Enhance the City's involvement in community, education, and regional partnerships to strengthen the level of public trust.
- PBB Livable Community- Work with regional partners that provide equitable and inclusive educational and cultural opportunities for Flagstaff residents of all ages.
- Goal CC.4-Design and develop all projects to be contextually sensitive, to enhance a positive image and identity for the region.
- Goal CC.5-Support and promote art, science, and education resources for all to experience.
- Goal LU.3-Continue to enhance the region's unique sense of place within the urban, suburban, and rural context.
- Goal ED.6-Tourism will continue to provide a year-round revenue source for the community, while expanding specialized tourist resources and activities.
- Goal ED.7- Continue to promote and enhance Flagstaff 's unique sense of place as an economic development driver.

Attachments: [Presentation for Council](#)
 [Executive Summary - Arts Survey](#)

PROVIDED FOR THE CITY OF FLAGSTAFF



ELIZA KRETZMANN CONSULTING

ART, CULTURE, SCIENCE & THE FUTURE

Community Engagement and Survey Results
& and Peer City Research

Why this report now?

- The City's contract for art, science and cultural services ends at the end of the next fiscal year (July 2025)
- Gathering priorities from the community
- Inform future resource allocation, particularly of the City of Flagstaff's Bed Board and Beverage (BBB) tax

Key Overarching Questions:

- How are recent programs, projects, and offerings serving the community?
- How is current funding supporting the sectors?
- What resources are needed for the sectors to thrive?
- How does the community want future funding used?
- What is the vision for Flagstaff's future in arts, culture and science?

Artist: Maria Salenger/Jones Studio

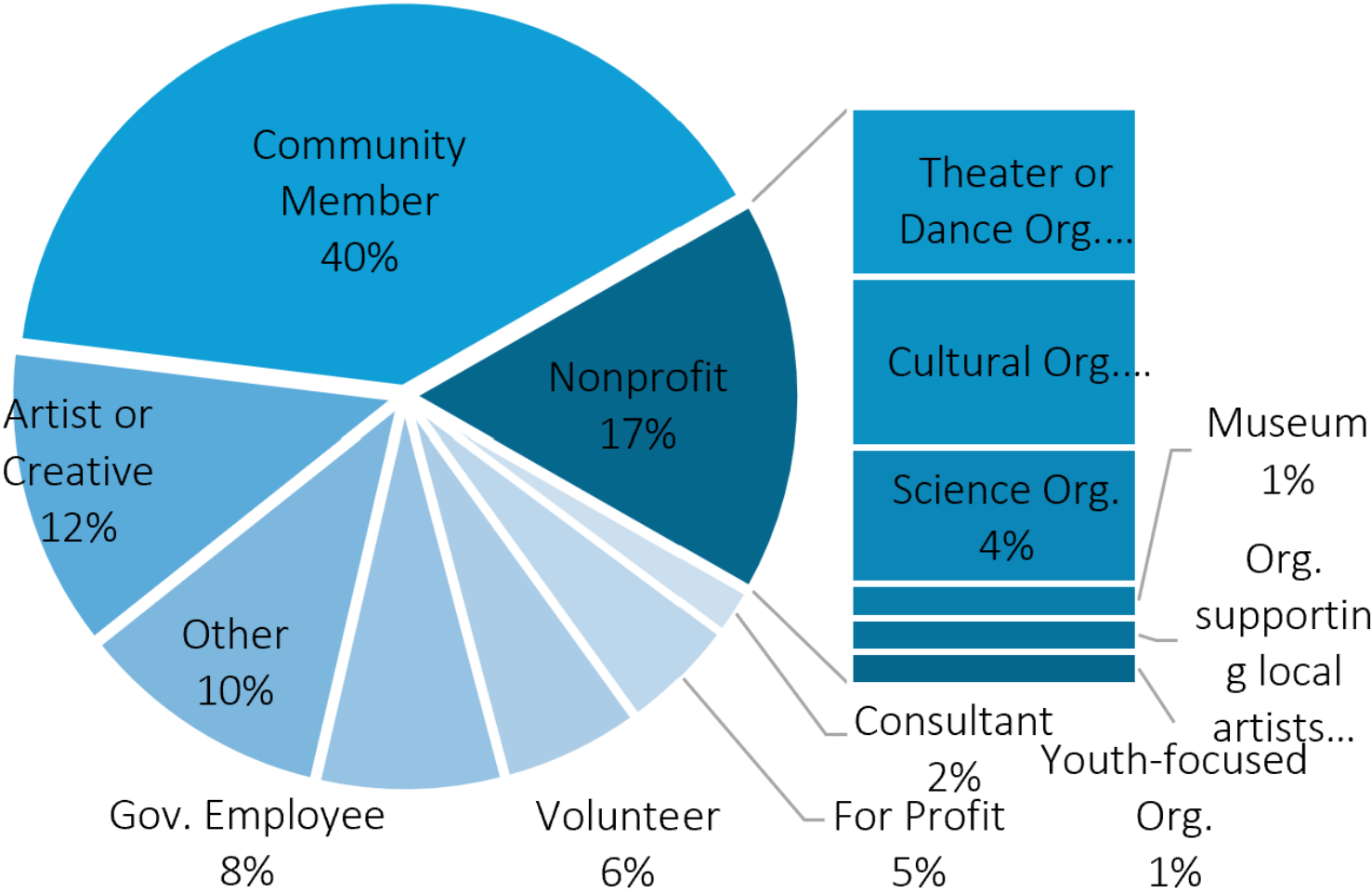
OUTREACH



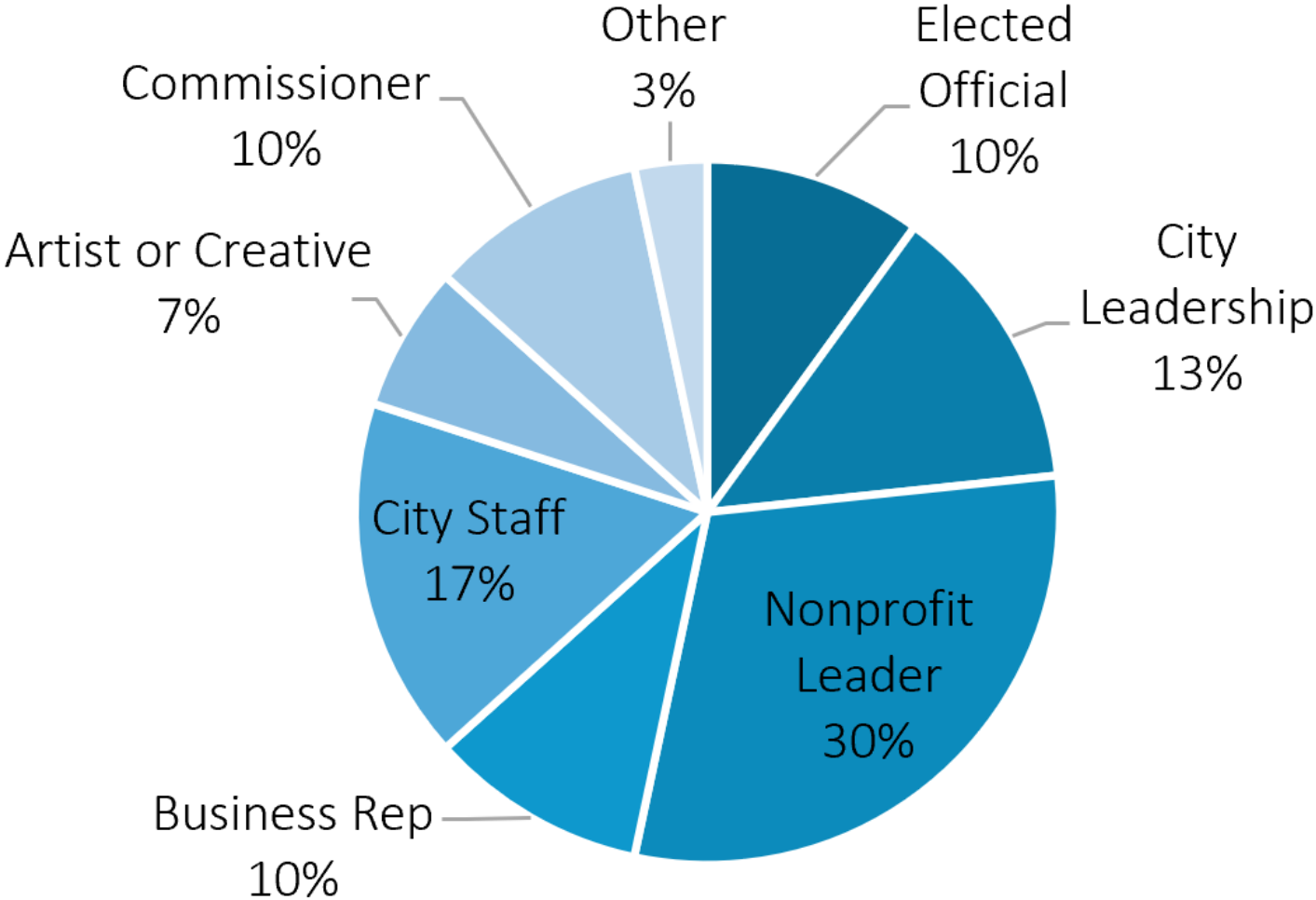
Outreach Included:

- Online Community Survey (100+ participants)
- Conversations with the Art Culture and Science Sectors (~50 participants)
- Leader Interviews (25)

Public Survey Participant Affiliations



Sector Leadership Participant Affiliations





FINDINGS



SUCCESSES

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Successes: Programs & Initiatives

- ArtX Festival: Excitement about the future (this event was also the most criticized)
- Flagstaff Festival of Science
- Public Art Projects: traffic signal cabinet wraps, the Multicultural County Park Sculpture Exhibition, the Coconino Scroll Art Fence, Murals
- The Coconino Center for the Arts (CCA): for exhibitions and events
- Beautification in Action Community Micro-Grants from the City of Flagstaff
- Flagstaff Symphony Orchestra

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Successes: Received Multiple Mentions

- Cheshire Slow Street Asphalt Art
- Library Entry Project
- Midsummer Night's Dream at NAU
- Culture Connection (for being so well advertised)
- Art Walks
- Flagstaff Sings (for its outreach to local choirs)
- The Flower Project (in the Historic Core and the Fourth Street Gateway)
- STEM Celebration
- Hullabaloo
- Museum of Northern Arizona events
- Northern Arizona Book Festival
- Octoberfest
- Pride Parade
- "Art Boxes for the Regional Plan
- Star Party for being heavily attended



SWOT ANALYSIS

SWOT ANALYSIS

Strengths: Flagstaff's natural beauty, strong community support for the arts, and unique blend of artistic and scientific institutions, including the Museum of Northern Arizona and Lowell Observatory.

Weaknesses: Limited affordable venues, fragmented collaboration among organizations, and challenges with retaining staff and volunteers.

Opportunities: Creating new venues or improving old ones, leveraging Flagstaff's unique geographic setting for art and science initiatives, and expanding partnerships with Northern Arizona University (NAU).

Threats: Rising living costs, declining volunteerism, and potential loss of funding from sources like the Bed, Board, and Beverage (BBB) tax if not renewed in the future.



AREAS FOR IMPROVEMENT

Funding and Resource Allocation

- Although Flagstaff provides a higher percentage of art and culture funds to local nonprofits (mostly funded by the City's Bed, Board, and Beverage, BBB, tax fund) than most peer groups and AZ groups, there is a desire to increase overall funding
- Allow individuals to apply for funding
- Simplify grant processes



Collaboration and Inclusivity

- Opportunities for groups and people to get together and collaborate more
- Breaking down siloes between groups, such as the City, Northern Arizona University (NAU), and the lead nonprofit
- Greater inclusivity of youth, Indigenous communities, and other underrepresented groups



Venues

- The need for more versatile and affordable venues
- Potentially a “Constellation of Venues” and exploring art and culture “hubs”
- Improving or moving existing venues
- Considering a flagship venue or center





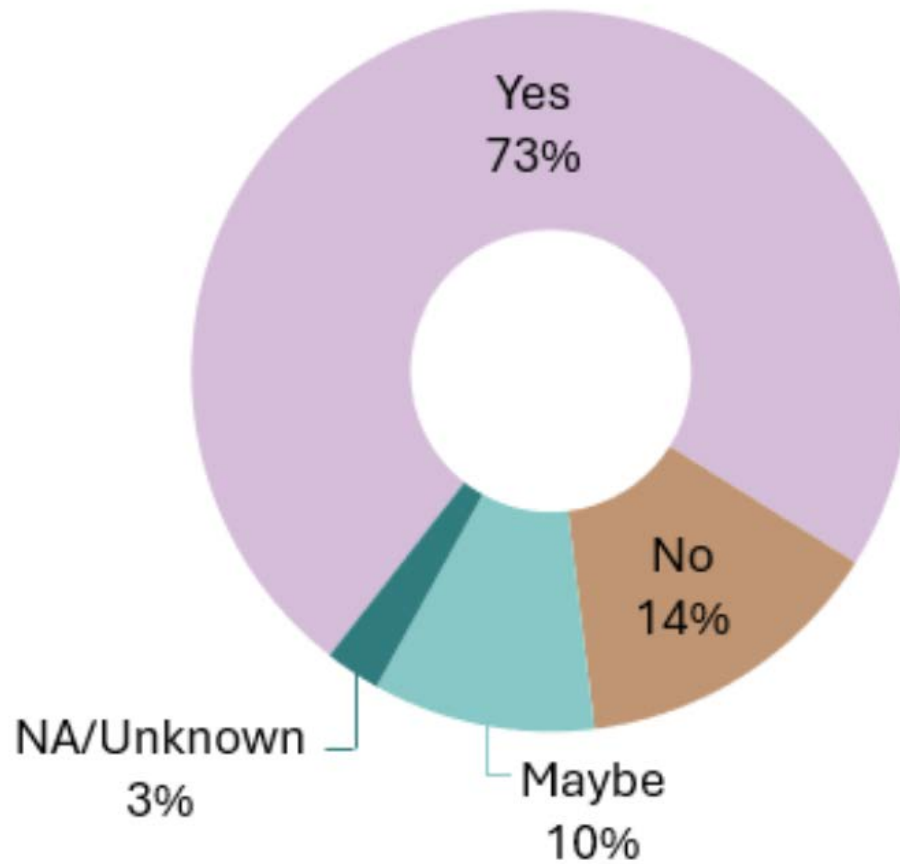
COMMUNITY VISION & STRATEGIC OPPORTUNITIES

Art, Culture and Science as Central to Flagstaff's Identity

- Participants see that Flagstaff has a lot to offer in these areas and want to embrace and expand this identity
- Market Flagstaff as an art and culture center as well as an outdoor destination
- Moving from more traditional to more contemporary offerings is also embraced



“Flagstaff can and should be known as one of the Southwest’s most creative cities.”
Do you agree or disagree?



Supporting Emerging Artists, Creatives, Entrepreneurs:

- Business and fundraising training for individuals and nonprofits
- Extended mentorship and artists in residency opportunities



Engagement with Technology

- An app to promote happenings in the art, culture and science sectors
- Finding ways to engage an increasingly digital audience





INSIGHTS FROM PEER CITIES





Asheville, North Carolina

- Uses the concept of “creative placemaking” rather than “public art”
- Emphasis on more temporary offerings, providing more flexibility to adapt to changing community needs
- Foregoes their own exhibition and event spaces to more fully support the entire sector

Bellingham, Washington

- An activated waterfront space on an undeveloped parcel features temporary murals, live music, and a pump track





Bentonville, Arkansas

The Crystal Bridges Museum demonstrates how a major institution can catalyze broader (and more diverse) community engagement and has an Art and Social Impact Accelerator

A decorative border on the left side of the slide, composed of a grid of colorful 3D cubes in various colors including teal, yellow, pink, blue, white, orange, purple, green, and red. The cubes are arranged in a pattern that is partially obscured by the dark blue text box.

Boulder, CO

- Focuses on capacity-building through workshops and networking events to create a more resilient arts sector
- Programming focused on supporting artists as their main mission



PATHWAYS FORWARD



Enhance Funding Mechanisms

Increase the “pie” of available funding through increasing corporate donations, developing a culture of philanthropy, and more private/public partnerships



Develop a Centralized Hub or Satellite Venues

- Consider a Venue Study
- A "Constellation of Venues" across Flagstaff
- Consider a flagship venue creation and/or a central "hub" supported by this constellation



Strengthen Marketing and Outreach

- Improved promotion of local events through digital tools
- Coordinated efforts with groups
- Elevate Flagstaff's profile as a creative destination
- Greater visibility of the City's Beautification, Art and Sciences Program



Foster Inclusivity and Community Engagement

- Outreach to underserved communities
- Youth-focused programs and weaving youth into existing programs and structures



COLLECTIVE VISION

Key Points from over 100 Visions:

- Build on a vibrant arts scene and robust science sector
- A destination for major events and fostering a spirited cultural scene for locals
- Enhance key areas with multiple venues and activities
- Prioritizing Inclusivity and Engagement

QUESTIONS?





RSOQ UPDATE

Identifies Lead Arts Agency for next 5 years:

- Two components:
 - Lead Arts, Culture and Science Agency
 - Grant Making Agency
- Intended release in January 2025

Lead Agency

Long range planning

Coordination with outside agencies

Promotional Activities

General and technical support

Enhancement of community
funding



Grant Making Agency

- Prepare and administer grant process
 - Review Committee
 - City approved process
- Disbursement of funds
- Provide technical assistance
- Monitor grantees for compliance



Art, Culture, Science, and the Future in Flagstaff

Engagement and
Survey Results

+ Peer City Research

**Executive
Summary
Report**



Introduction & Background

Flagstaff, Arizona, is a culturally rich and creative mountain town known for its artistic expression, festivals, and scientific innovation, attracting nearly **6 million visitors** annually and generating over **\$930 million** in annual earnings from arts, retail, and tourism-related activities. The city supports a thriving arts, culture, and science community with significant financial backing through the Bed, Board, and Beverage (BBB) City of Flagstaff tax fund. This tax helps finance initiatives like the "Beautification, Arts, and Sciences" program, public art, and provides substantial annual grants to the sector through Creative Flagstaff, the current contracted sector leader, supporting various projects and activities that enrich the city's cultural landscape. Currently, Flagstaff has over **40 diverse nonprofits** in the art, culture, and science sectors who receive grant funding. Creative Flagstaff distributes between **\$400,000 and \$600,000 annually** (depending on budget availability) to nonprofits in the sectors. This level of giving to local nonprofits is a higher percentage of the City's funding for arts, culture and sciences than most of the peer cities we looked at, and higher than any other cities in Arizona that were assessed.

Flagstaff is at a pivotal moment, emerging from the pandemic with new opportunities for growth in the arts, culture and sciences. This includes innovative projects like artists collaborating on City infrastructure projects and the rotating sculpture exhibit at **Liz C. Archuleta County Park**. Public art and initiatives like the **ARTx Festival** and **Beautification in Action** grants have become more integrated into the community's fabric, reflecting a shift toward richer, more collaborative cultural offerings. This report addresses core questions about how well current programs serve the community, the effectiveness of BBB tax funding use, resource needs, and the community's vision for the future. Key overarching questions included:

- How are recent programs, projects, and offerings serving the community?
- How is current funding supporting the sectors?
- What resources are needed for the sectors to thrive?
- How does the community want future funding used?
- What is the vision for Flagstaff's future in arts, culture, and science?



Key Findings

The study highlighted several successes within Flagstaff's arts, culture, and science sectors, alongside areas requiring improvement and strategic focus. The findings reflect community pride in existing achievements and a powerful desire to support sustainable growth in these sectors.



Key Findings

1. Successful Programs and Initiatives

The report identified a number of standout projects that exemplify the creative energy in Flagstaff, as well as the community's desire for continued innovation. Specific examples of projects and programs that are seen as successful by multiple respondents include:

- **ARTx Festival:** This new festival was mentioned as a recent success by many respondents, celebrated for fostering new collaborations and showcasing diverse art forms. It also drew strong community engagement, providing a platform for local artists. Interestingly this festival was also mentioned often as needing improvement (some felt it duplicates existing efforts and needs to be more clearly advertised, for example), illustrating that it is soliciting strong feedback from the community as a new initiative.
- **Flagstaff Festival of Science:** This event is celebrated for its ability to bring together the local community, schools, and scientific institutions in a shared celebration of STEM (science, technology, engineering, and math). Participants lauded the festival for its engaging programming, which spans both arts and sciences, and for its capacity to reach broad audiences and youth.
- **Public Art Projects:** Flagstaff's commitment to public art is visible in projects like the art-wrapped traffic signal cabinets. These installations have added "unexpected moments of joy" and color throughout the city, making art a part of everyday experiences. The project was noted for its accessibility and for highlighting local artists. Similarly, the new Multicultural County Park Sculpture Exhibition at Liz C. Archuleta County Park was praised for its inclusive approach and emotional resonance, offering space for diverse narratives. The Coconino Scroll art fence at the airport was also highlighted for being engaging and beautiful while telling little-known stories of Flagstaff.



Key Findings

Successful Programs and Initiatives (continued)

- **The Coconino Center for the Arts (CCA)** was lauded for its exhibitions and events, such as a recent photography show about immigration, the Parched show about water, and for its unique role as a venue in Flagstaff
- **The Beautification in Action** community micro grants that fund public improvements such as gardens and art, provided by the City of Flagstaff, were mentioned as enabling “communities to do things they themselves envision.”
- **The Flagstaff Symphony Orchestra** was applauded for their collaborative programming, and for being well-organized and inclusive of youth.
- **Other projects and programs** with multiple mentions for success include: the Cheshire Slow Street Asphalt Art, the Library Entry Project (at the Aspen Street library) that includes public art and inclusive design, the recent production of a Midsummer Night’s Dream at NAU, Culture Connection for being so well advertised, Art Walks, Flagstaff Sings for its outreach to local choirs, the Flower Project in the Historic Core, the Flagstaff STEM celebration, Hullabaloo, Museum of Northern Arizona events, the Northern Arizona Book Festival, Octoberfest, Pride Parade, the use of “Art Boxes” for creative input for the Regional Plan, and the heavily-attended Star Party.
- **Murals:** Many respondents also expressed appreciation for the many murals across Flagstaff.



Key Findings

SWOT Analysis: Strengths, Weaknesses, Opportunities, Threats

2. Areas for Improvement

The feedback also pointed to several areas where strategic adjustments could help ensure long-term success and sustainability in the arts, culture, and science sectors.

- **Funding and Resource Allocation:** The need for increased funding for the sector was highlighted, including increasing public/private partnerships. The request to change annual grant requirements (those currently administered by Creative Flagstaff) so that individuals can also apply was mentioned as well. Simplifying the grant process, particularly for small groups, and making funding more accessible were frequently mentioned as ways to improve the sector's sustainability. The request for more private/public funding partnerships was also mentioned.
- **Collaboration and Inclusivity:** While creative collaborations were applauded and recognized, there is room for improvement in how the city's arts, culture, and science sectors work together. Feedback called for stronger partnerships between the City, nonprofit organizations, and NAU to create more cohesive programming and for enhanced support of the sectors. Enhancing inclusivity was also seen as critical, with specific calls for increased representation of Indigenous communities, youth, and other underrepresented groups in artistic and scientific initiatives.
- **Venue Improvement and Development:** Many participants pointed out the need for more versatile and affordable venues to support a wide range of cultural activities. The concept of a "constellation of venues" was suggested, envisioning multiple (including non-traditional) spaces across Flagstaff that host events and exhibitions in various neighborhoods. This approach would allow for greater community reach and financial access to space. There is also interest in exploring the development of a central cultural hub or a flagship venue that could serve as a focal point for major events. Support for the proposed Indigenous Cultural Center was also included.

Engagement activities included a SWOT analysis to assess the sector's strengths, weaknesses, opportunities, and threats:

Strengths: Flagstaff's natural beauty, strong community support for the arts, and unique blend of artistic and scientific institutions, including the Museum of Northern Arizona and Lowell Observatory.

Weaknesses: Limited affordable venues, fragmented collaboration among organizations, and challenges with retaining staff and volunteers.

Opportunities: Creating new venues or improving old ones, leveraging Flagstaff's unique geographic setting for art and science initiatives, and expanding partnerships with Northern Arizona University (NAU).

Threats: Rising living costs, declining volunteerism, and potential loss of funding from sources like the Bed, Board, and Beverage (BBB) tax if not renewed in the future.



Key Findings

3. Community Vision and Strategic Opportunities

The vision articulated through the engagement process reflects a community eager to embrace its creative identity and leverage it for broader economic and social benefits.

- Art, Culture, and Science as Central to Flagstaff’s Identity:** Many community members envision Flagstaff as a regional creative hub, drawing on its natural beauty, Indigenous heritage, and strong scientific presence. Participants see an opportunity to further integrate these elements into the city’s identity, using them as a foundation for marketing Flagstaff as a cultural destination. Emphasizing this identity could attract new residents, visitors, and investment, bolstering the local economy. There is also a desire to move toward more contemporary, colorful, and “brave” artistic expressions, such as in public art.
- Supporting Emerging Artists, Creatives and Entrepreneurs:** There is strong support for initiatives that help local artists and creatives thrive. Suggested actions include mentorship programs, business training, grant writing and project application training, and expanded artist residency opportunities. Participants believe that providing these resources would stimulate innovation, retain local talent, and enhance the overall vibrancy of the arts community.
- Engagement with Technology:** Participants recognized the importance of embracing digital tools to keep pace with evolving cultural trends. Suggestions included using technology to enhance public art—such as through digital tours or interactive exhibits—and developing online platforms such as apps for promoting local events. These tools could help reach younger audiences and tourists who are accustomed to digital engagement, thereby expanding the impact of Flagstaff’s cultural offerings.

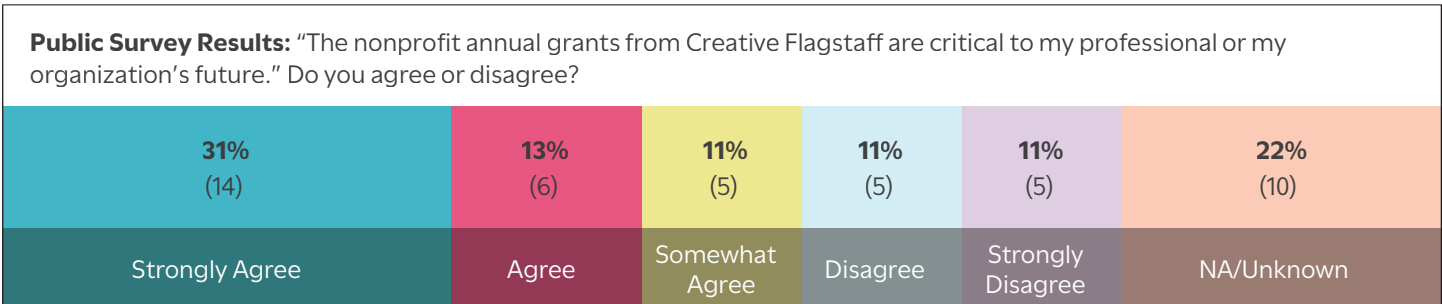


Figure 1. Feedback on Annual Grants to Nonprofits. Public survey participants were asked to share their experience with utilizing the nonprofit annual grants currently administered by Creative Flagstaff.

Key Findings

4. Insights from Peer Cities

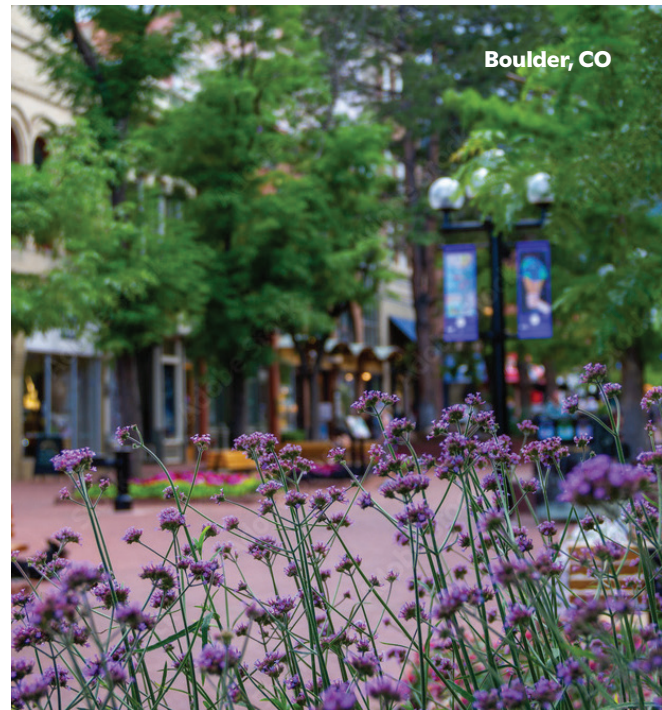
The report also included research into peer cities with similar characteristics to Flagstaff such as their population size, presence of a university, and emphasis on natural surroundings. These insights offer valuable lessons for Flagstaff's future development.

- **Asheville, North Carolina:** The concept of “creative placemaking” rather than “public art” is emphasized, which integrates art into community endeavors and planning. Asheville's use of temporary art installations provides flexibility to adapt to changing community needs, a model that could benefit Flagstaff as it seeks to balance heritage preservation with new artistic expressions.
- **Bellingham, Washington:** An activated community space on an undeveloped parcel in Bellingham, featuring temporary murals, live music, and other events, has become a local gem. The use of non-traditional space for temporarily activated “hubs” could benefit local artists and the sectors while also strengthening the community in Flagstaff.
- **Bentonville, Arkansas:** The Crystal Bridges Museum serves as a cultural anchor in Bentonville, demonstrating how a major institution can catalyze broader (and more diverse) community engagement. Flagstaff could consider similar models for leveraging its existing cultural institutions to create deeper community ties and attract regional visitors.
- **Boulder, Colorado:** Sector leadership highlights the importance of professional development for artists and maintaining strong partnerships with local government. Boulder's focus on capacity-building through workshops and networking events has helped create a resilient arts sector, suggesting a path for Flagstaff to enhance support for its own creative community.

Asheville, NC



Boulder, CO



Bentonville, AR



Key Findings

Insights from Peer Cities (continued)

- Bozeman, Montana:** Capacity-building and education for local artists is prioritized through a scholarship fund available to residents of the state of Montana interested in pursuing artistic endeavors, including (but not limited to) camps, lessons, workshops, higher education, residencies, and community art projects. Flagstaff may look to this model to support and uplift local talent through education.
- Durango, Colorado:** Maintaining a large, dynamic community space for the benefit of over 50 businesses, individuals, and organizations is key to Durango’s successful collaboration across the sectors. This model may be considered as Flagstaff’s venues may shift over time.
- Montpelier, Vermont:** Sector leadership collects data on a variety of sector metrics to visibly showcase successes with state legislators and funders. Flagstaff may invest in data tracking more intentionally as it seeks to acquire more external funding sources for the sectors and continues to grow a culture of philanthropy.



Montpelier, VT

Public Survey Results: Overall, how do you think Flagstaff is doing in the following areas?

	Very Well	Somewhat Well	Neutral	Somewhat Poorly	Poorly	NA/Unknown
Venues and space for art and cultural activities (existing)	15	44	13	16	3	8
Supporting local science and environmental education organizations	19	24	22	5	2	27
Supporting local entrepreneurs in the art/culture/science sector	10	16	26	10	5	33
Supporting local artists	9	49	19	5	3	14
Public art program	19	30	20	4	4	24
Providing affordable and accessible venues for groups	6	16	29	16	8	27
Planning for new art/culture/science venues	3	13	28	15	8	32
Inclusion of and listening to diverse people and audiences	15	25	22	16	9	14
Funding to art/culture/science nonprofit organizations	14	40	15	4	3	23
Festivals and events (art/culture/science)	28	43	16	7	1	5

Figure 2. Public Survey Participants Analyze the Success of Several Existing Projects and Programs. Participants provided feedback on how well they thought a provided list of projects and programs were doing on a scale from “Poorly” to “Very Well.”

Pathways Forward

Based on the findings from engagement activities and peer city research, the report outlines several potential strategic pathways to guide the future of Flagstaff's arts, culture, and science sectors.



Pathways Forward (continued)

- **Enhance Funding Mechanisms:** To address resource gaps, the report recommends increasing “the pie” of available funding for local non-profits, artists, and creative entrepreneurs. Developing a culture of philanthropy in Flagstaff is also suggested to attract large donors and build long-term funding streams, including corporate donors.
- **Develop a Centralized Hub and/or Satellite Venues:** A venue study can help assess the needs of existing spaces and the feasibility of developing new venues or cultural hubs. A centralized arts and culture center, complemented by smaller satellite venues in various neighborhoods, would provide a range of options for diverse types of events and audiences, creating a more accessible and dynamic cultural ecosystem. Focusing on just a constellation of venues may provide a less expensive and more dynamic path forward, however. Consider developing more central satellite venues for existing institutions such as the CCA, Lowell, and MNA to increase visibility and accessibility to

Public Survey Results: “Flagstaff can and should be known as one of the Southwest’s most creative cities.” Do you agree or disagree?

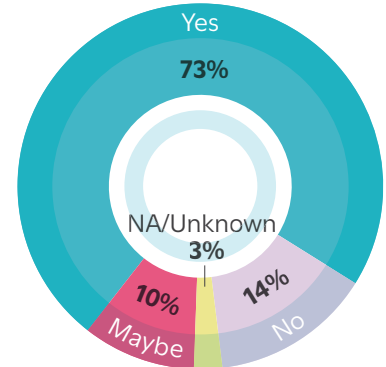


Figure 3. All responses (120) from the online public survey and sector leadership interviews were compiled, showing the majority of respondents agree with Creative Flagstaff’s vision for Flagstaff as “one of the Southwest’s most creative cities.”



Pathways Forward (continued)

programming. If a venue study is pursued, however, do so with caution – as one respondent mentioned, “every place they lived has wanted more venues.” Supporting existing venues more is also an alternative.

- **Strengthen Marketing and Outreach:** Flagstaff’s cultural sector can benefit from improved promotion of local events through digital tools and coordinated efforts with groups such as Discover Flagstaff. A more strategic marketing approach can elevate Flagstaff’s profile as a creative destination, drawing attention to its unique blend of art, culture, and science. Participants also asked for greater visibility and promotion of the City’s Beautification, Art and Sciences program activities.
- **Foster Inclusivity and Community Engagement:** The findings emphasize the importance of prioritizing outreach to underserved communities, including Indigenous populations, to ensure that Flagstaff’s cultural sector is truly reflective of its diversity. Offering youth-focused programs and creating platforms for new voices in the arts could help build a more inclusive and interconnected community.
- **Increased Training and Support for Artists, Entrepreneurs, and Nonprofits:** Find specific ways to support people and groups getting started and succeeding in the sectors. Increase trainings in topics such as grant writing, nonprofit best practices, navigating City processes, and artist trainings focused on business practices and public art. Provide training on how to work with diverse people (such as Indigenous populations) for all City staff as well as groups in the sector. Also provide more mentorship opportunities.



Conclusion

This report highlights a community eager to build on its strengths and address its challenges, working towards a shared vision of a more vibrant, inclusive, and creative city. With strategic investment, increased collaboration, and a commitment to inclusivity, Flagstaff can continue to be a place where creativity thrives, enriching the lives of residents and visitors alike while contributing to the city's economic and cultural vitality.



This report was prepared for the City of Flagstaff Beautification, Arts and Sciences program by Eliza Kretzmann Consulting in 2024. Special thanks to City staff David McIntire (Community Investment Director) and Jana Weldon (Manager of Beautification, Arts and Sciences) for work on this project, and to Cristin Crujido (Beautification, Arts & Sciences Coordinator) and Creag Znetko (Administrative Specialist) for their assistance with these activities. Thank you also to Erin Kaczmarowski for working on this effort with the consultant. Eliza Kretzmann consulting works throughout the Southwest focusing on connecting communities to crucial resources & creating spaces and places that uplift and inspire people.

For a full report of more detailed findings, please contact the City of Flagstaff's Beautification, Arts and Sciences Program.

**CITY OF FLAGSTAFF
STAFF SUMMARY REPORT**

To: The Honorable Mayor and Council
From: Kristine Pavlik, Housing and Grants Administrator
Date: 01/06/2025
Meeting Date: 01/14/2025



TITLE:

Community Development Block Grant (CDBG) Introduction and Overview; Establishment of CDBG Council Priorities for Program Years 2025 and 2026

DESIRED OUTCOME:

Receive Council direction on CDBG priorities for the next two Program Years (2025 and 2026).

EXECUTIVE SUMMARY:

The City of Flagstaff receives an annual allocation of Community Development Block Grant (CDBG) funds from the U.S. Department of Housing and Urban Development (HUD) on a Program Year basis (July 1 -- June 30). For Program Year 2024, the City was allocated \$588,146. The allocation for Program Year 2025 has not yet been announced. The purpose of the CDBG program is to support the development of viable urban communities through the provision of decent, affordable housing, a suitable living environment, and expanded economic opportunities, primarily benefiting low- and moderate-income residents. Low- to moderate-income is defined as a household earning 80% or less of the Area Median Income (AMI), equivalent to \$79,900 for a family of four in Flagstaff for 2024. Every two years, the City Council is asked to establish local priorities for allocating CDBG funds. At this meeting, staff will:

- Provide an overview of eligible CDBG activities and regulations.
- Review the 2021--2025 Consolidated Plan, which outlines a five-year assessment of community needs and funding goals.
- Provide information about the Program Year 2025 Annual Action Plan process.

Staff is seeking Council direction to identify three to four new funding priorities for the next two Program Years. Following this direction, staff will initiate a Notice of Funding Availability (NOFA) process, evaluate and rank applications, and return to Council on April 22, 2025, with funding recommendations. Council will then make final funding decisions, which will inform the 2025 Annual Action Plan. This plan will detail how the City intends to allocate its Program Year 2025 CDBG funds to meet HUD requirements and address community priorities.

INFORMATION:

The City of Flagstaff Council's CDBG Priorities for Program Years 2023 and 2024 were:

- Housing (rental and ownership)
- Addressing homelessness
- Neighborhood Revitalization
- Workforce/Job Training

Applicable Regional Plan Goals include:

- Goal NH.1. Foster and maintain healthy and diverse urban, suburban, and rural neighborhoods in the Flagstaff region.
 - Policy NH.1.1. Preserve and enhance existing neighborhoods.

- Goal NH.4. All housing is safe and sanitary.
 - Policy NH.4.1. Expand the availability of affordable housing throughout the region by preserving existing housing, including housing for very low-income persons.
 - Policy NH.4.3. Address accessibility issues and other housing barriers to persons with disabilities or special needs.
 - Policy NH.4.4. Encourage green practices in housing construction and rehabilitation that support durable, healthy, and energy efficient homes.
 - Policy NH.4.5. Renovate the existing housing stock to conserve energy and reduce utility and maintenance costs for owners and occupants.
 - Policy NH.4.7. Enforce compliance with fair housing laws.

- Goal NH.5. Eliminate homelessness.
 - Policy NH.5.1. Provide adequate resources for families with children experiencing homelessness.
 - Policy NH.5.2. Provide adequate resources for individuals experiencing homelessness.
 - Policy NH.5.3. Support and expand programs that prevent homelessness.
 - Policy NH.5.4. Make transitional housing resources available to populations experiencing homelessness.

Attachments: [CDBG Council Presentation](#)



CITY OF FLAGSTAFF



COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Introduction and Overview
&

Priority Setting for Program Years 2025 & 2026

What is CDBG?

Community Development Block Grant

- Federal grant program administered by the U.S. Department of Housing and Urban Development (HUD)
- Created in 1974 to provide funding for housing and community development activities, serving primarily low-and-moderate income individuals



Why does the City of Flagstaff receive CDBG funding?

- As a metropolitan city with a population over 50,000, Flagstaff is considered an **Entitlement Community**.
- The city receives an **annual allocation** based on a formula taking population, age of housing and other community information into consideration.



Other CDBG Requirements

- **Consolidated Plan** *“How should we decide what to do with the funds?”*
 - Five-year plan and assessment of housing and community development needs
- **Annual Action Plan** *“What will we do with the funds?”*
 - Outlines yearly funding allocations – Due in May
- **Consolidated Annual Performance Evaluation Report (CAPER)**
 - Summary of outcomes for prior year allocations – Due in September
- **Substantial and Minor Amendments**
- **Affirmatively Furthering Fair Housing – City Fair Housing Plan**

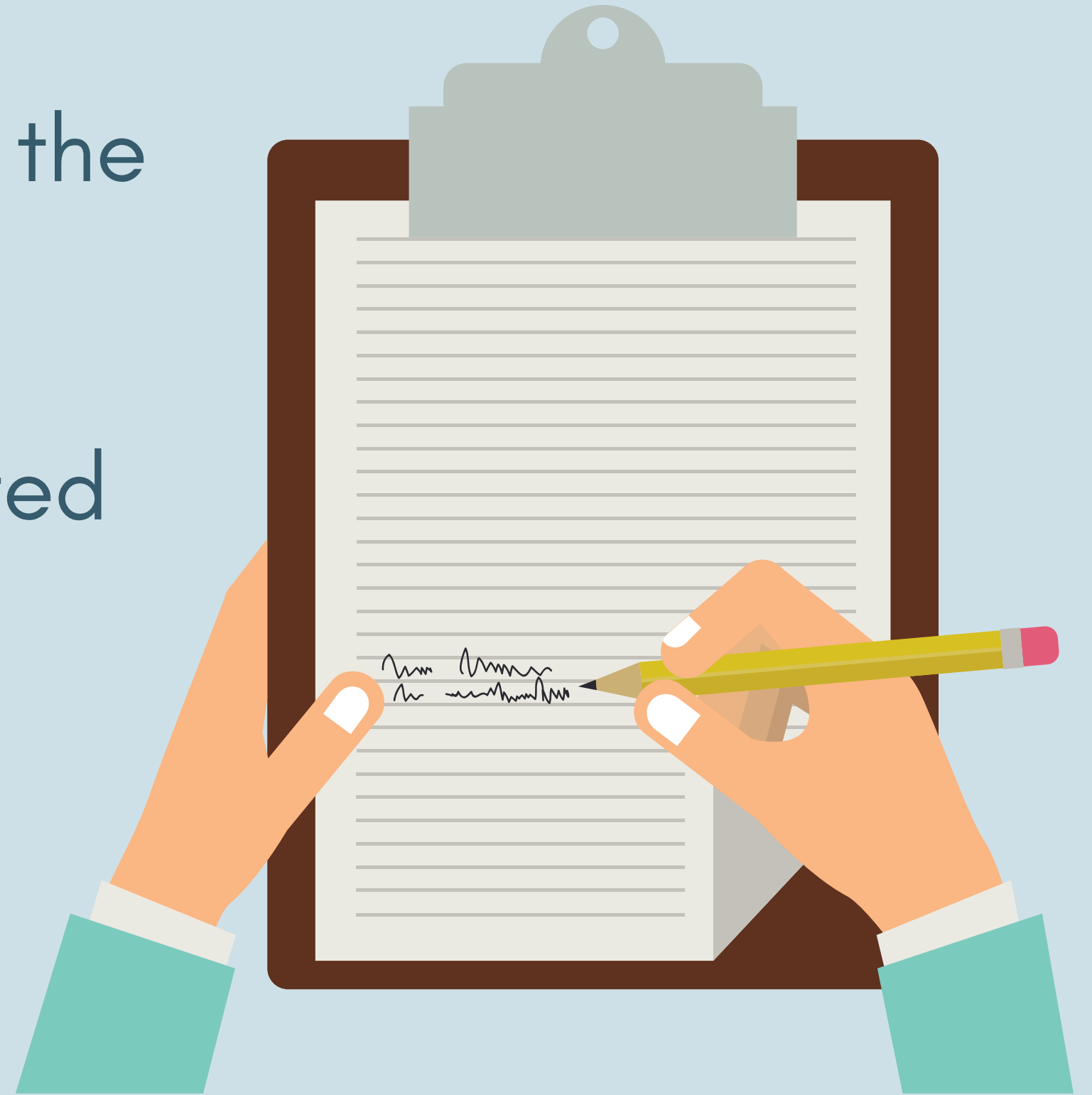


How can the City spend the money?

The easy answer...

The City can spend the funding as the City Council determines based on:

- needs identified in the City of Flagstaff Five Year Consolidated Plan,
- CDBG Primary Objective,
- CDBG National Objectives (one or more)



CDBG Primary Objective

The development of viable urban communities, principally for low-and-moderate income persons, by providing:

- decent, affordable housing
- a suitable living environment
- economic opportunities



19.8% of Flagstaff residents, 27% of children under 18, live below the poverty line (approx 50% AMI)

CDBG Primary Objective

Regulations require that 70 percent of CDBG funds be expended for activities that meet the primary objective and benefit low-and-moderate income (LMI) persons (80% AMI or below).

2024 Area Median Income Limits

Household size	30% - Extremely Low Income	50% - Very Low Income	60% - LIHTC Max	80% - Low Income
1	\$21,000	\$35,000	\$42,000	\$55,950
2	\$24,000	\$40,000	\$48,000	\$63,950
3	\$27,000	\$45,000	\$54,000	\$71,950
4	\$31,200	\$49,950	\$59,940	\$79,900
5	\$36,580	\$53,950	\$64,740	\$86,300
6	\$41,960	\$57,950	\$69,540	\$92,700
7	\$47,340	\$61,950	\$74,340	\$99,100
8	\$52,720	\$65,950	\$79,140	\$105,500

CDBG National Objectives

Activities funded must meet one of three National Objectives:

- benefit LMI persons
 - Limited Clientele
 - Area Benefit
 - Housing Benefit
 - Jobs
- aid in the prevention or elimination of slums or blight
- meet a need having particular urgency (i.e. disaster, emergency)



Limited Clientele

An activity exclusively benefiting persons who are presumed or determined to be low-income. At least 51% of all beneficiaries must be low-to-moderate income.

Presumed benefit groups include:
(Language from HUD)

- Abused/neglected children, Severely disabled adults, Migrant farm workers, Persons with HIV/AIDS, Survivors of domestic violence, Illiterate adults, Homeless, Seniors



Area Benefit

An activity that benefits all residents in a particular area, where at least 51% of the residents are low-to-moderate income.



Housing Benefit

An activity undertaken for the purpose of providing or improving permanent residential structures which, upon completion, will be occupied by low-to-moderate income persons.

- Purchase assistance
- Acquisition
- Rehab
- New Construction*
 - *CDBO/CHDO Only



Owner Occupied Housing Rehab Program



Before



After

Job Creation / Retention

An activity designed to create or retain permanent jobs or provide financial assistance to microenterprises.

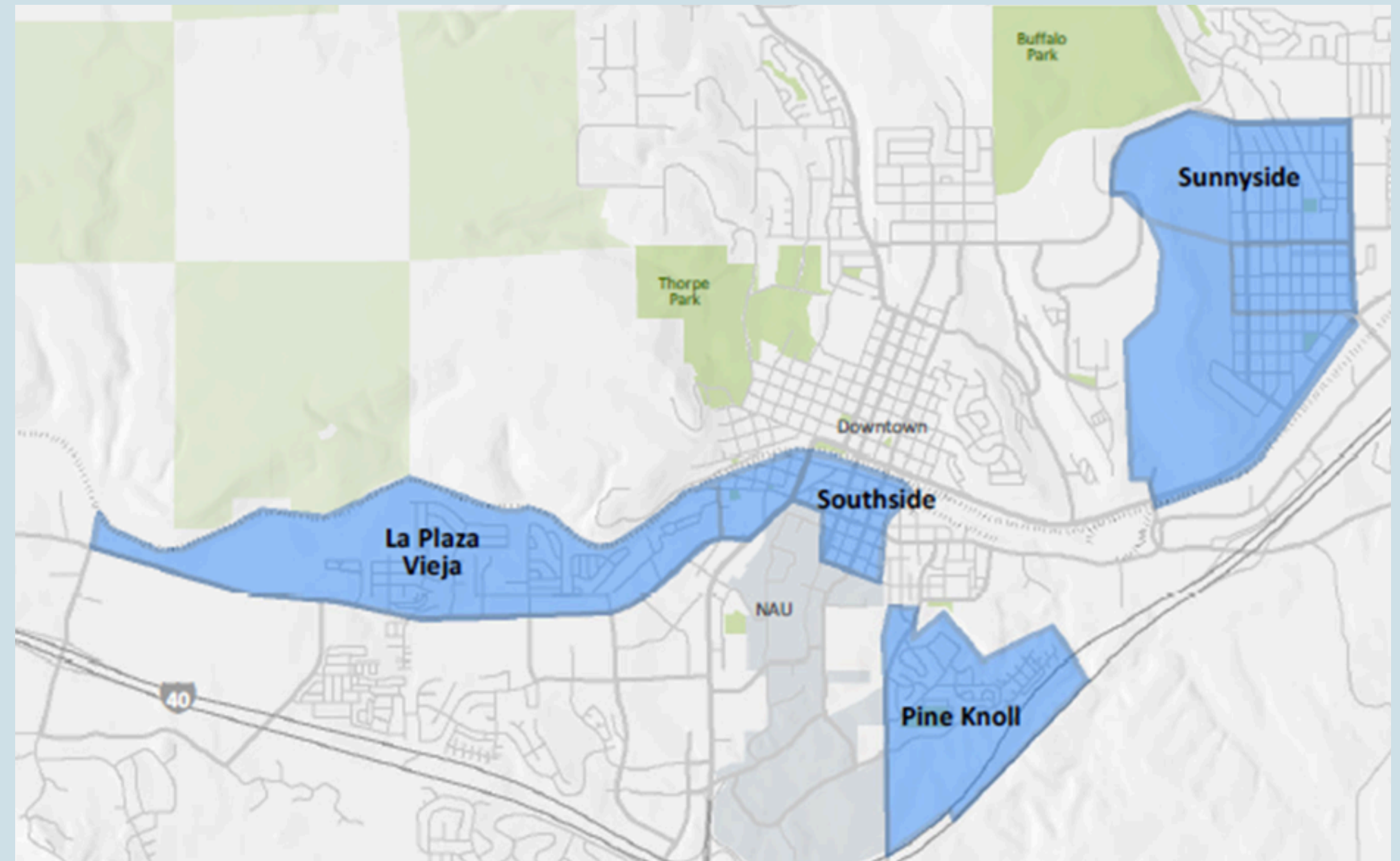
A minimum of 51% of jobs created or retained, computed on a full-time basis, must involve the employment of low-to-moderate income persons.



Target Neighborhoods

The City may designate target areas for CDBG projects in the Consolidated Plan. Target neighborhoods are identified by the low-income and minority concentration of households:

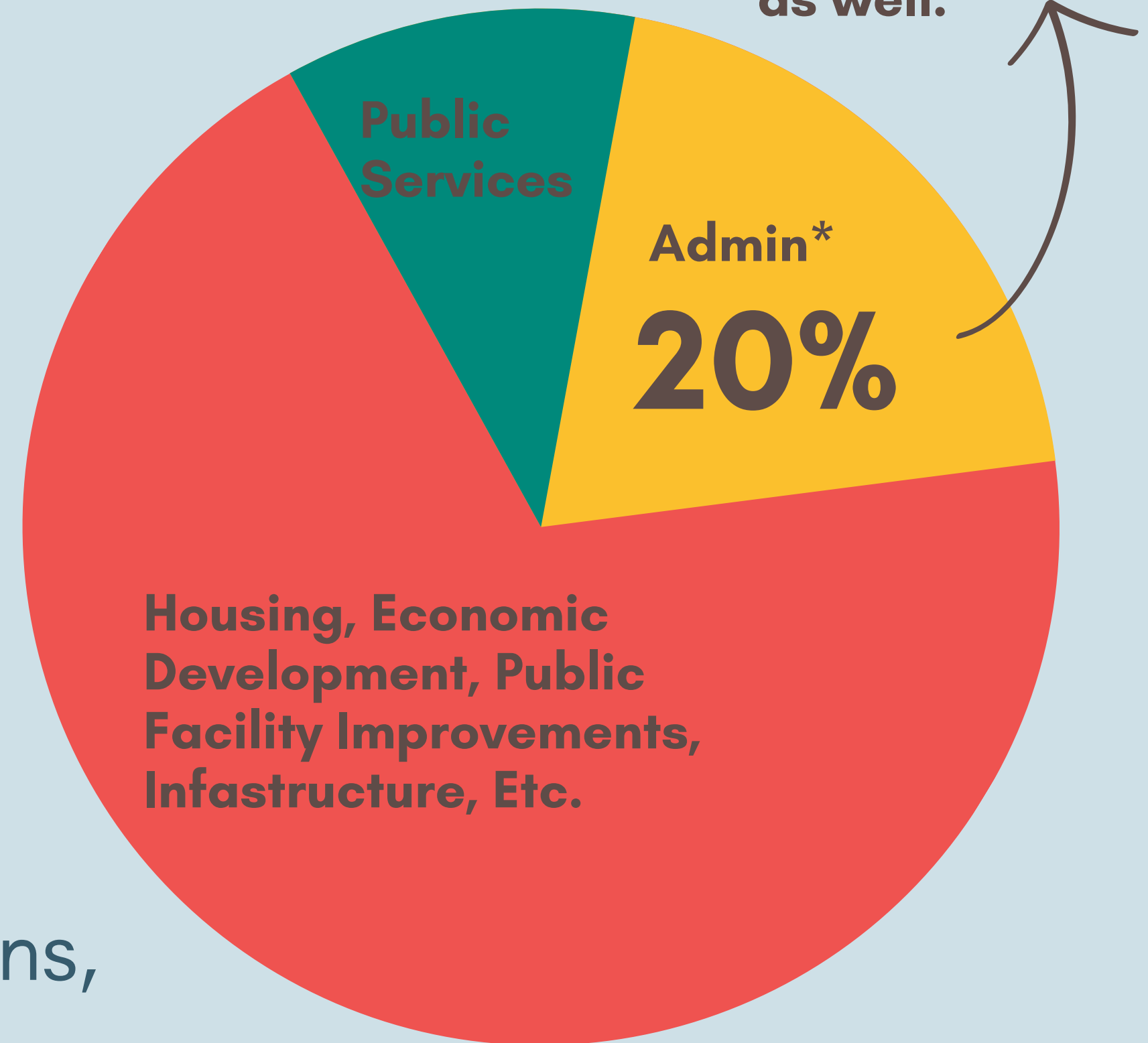
- La Plaza Vieja
 - Census Tract 11.02, Block Groups 1 & 3.
- Sunnyside
 - Census Tract 3, Block Groups 2, 3, & 4.
- Southside
 - Census Tract 8, Block Group 1.
- Pine Knoll
 - Census Tract 8, Block Group 2.



HUD Annual Funding Caps

Administration - 20% Max

- Management and oversight
- Program Coordination including staff salaries/indirect costs
- Fair Housing Activities
- Planning including neighborhood plans, community development plans, strategic plans, etc.



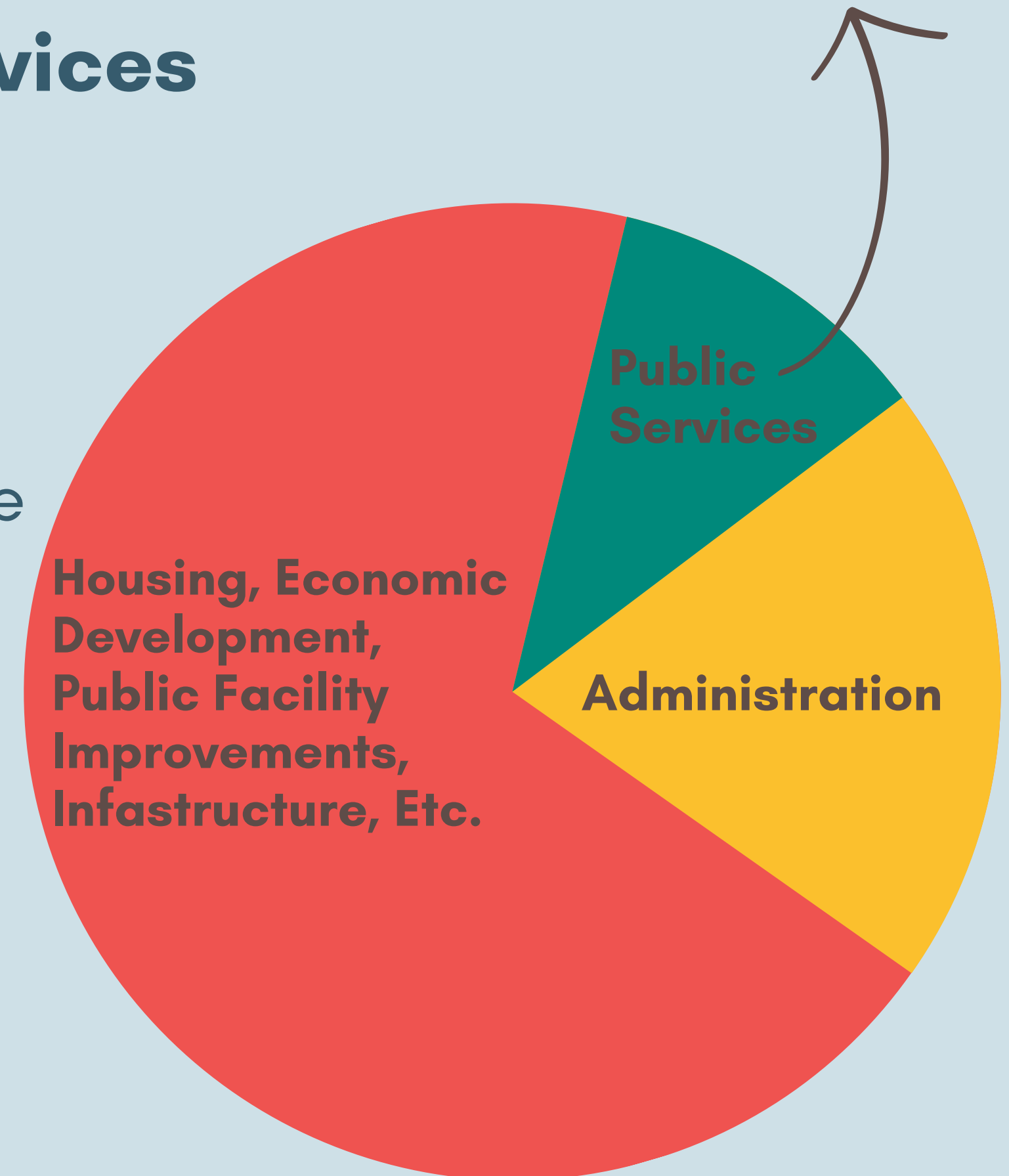
*This spending cap applies to subrecipients as well.

HUD Annual Funding Caps

15%

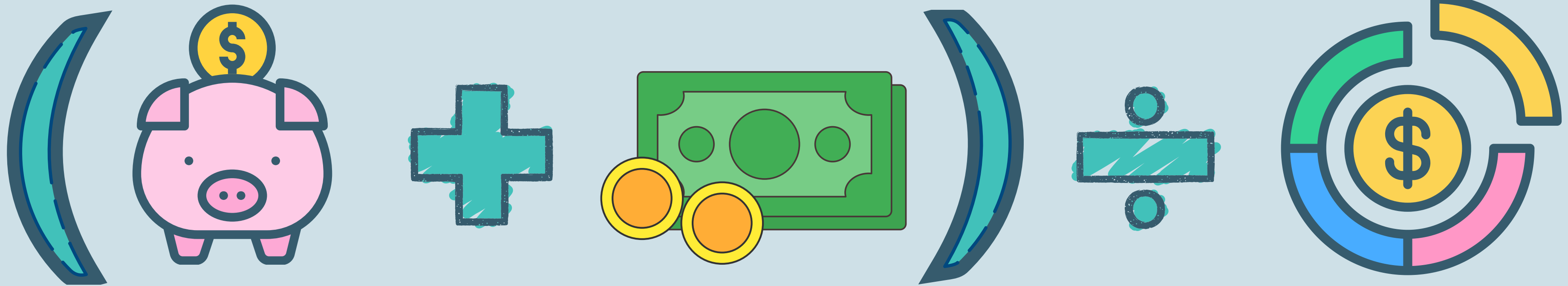
15% Spending Cap for Public Services

- Employment services (e.g., job training)
- Crime prevention and public safety
- Child care and Education Programs
- Health services including Substance abuse services (e.g., counseling and treatment)
- Fair housing counseling
- Energy conservation
- Services for senior citizens and homeless
- Welfare services, i.e. rental assistance
- Recreational services



Timely Expenditure

1.5 Rule: Grantees must have a balance of no greater than one and one-half (1.5) times its annual grant remaining in the Line of Credit, 60 days prior to the end of the Program Year.



**Line of
Credit**

**Program
Income**

**Annual
Grant**

What has changed in recent years?

- **Funding Amounts**

- PY 2003 (Highest Award) = \$758,000
- PY 2023 = \$541,191
- PY 2024 = \$588,146

- **Section 3, BABAA, VAWA, LEP LAP**

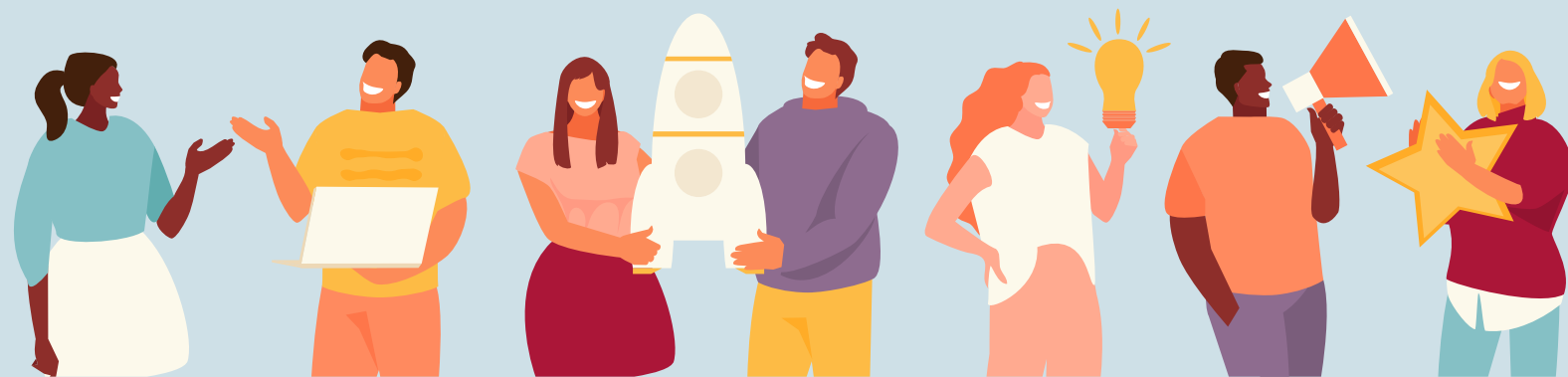
- New regulations = new reporting requirements and the need for updated policies and procedures



Proposal Process

Staff Responsibility

- Determine activity eligibility
- Assess viability
- Conduct risk assessment
- Proposal Ranking
- Public Participation
- Weighted scoring criteria



Public Participation

- City Council Priority Setting
- Ranking Committee
 - *Staff, Commission & Community Members*
- Public Meetings/Hearings
 - *Neighborhood, Proposal Review, Council Work Session*
- Public Comment Period
 - *30 days and prior to Council Resolution*
- Housing Commission Recommendation
- Final Council Approval
 - Resolution Approving Submission of AAP

Risk Assessments

Housing Staff Considers:

- Consolidated Plan Objectives
- Council Priorities
- Beneficiaries
- Community Need
- 10 Year Housing Plan
- Budget, Leverage, Cost Effectiveness
- Organizational/Federal Grant Experience
- Rate of Expenditure/Schedule
- Collaboration/ COC / Front Door

**The City of
Flagstaff is the
Responsible
Entity to HUD!**

Rules, Laws and Regulations

Federal Overlay Statutes

- Fair Housing
- Environmental Standards
- Labor Standards
- Testing (Asbestos and Lead)
- Procurement
- Equal Opportunity
- Relocation
- ADA Compliance

City Contract Requirements

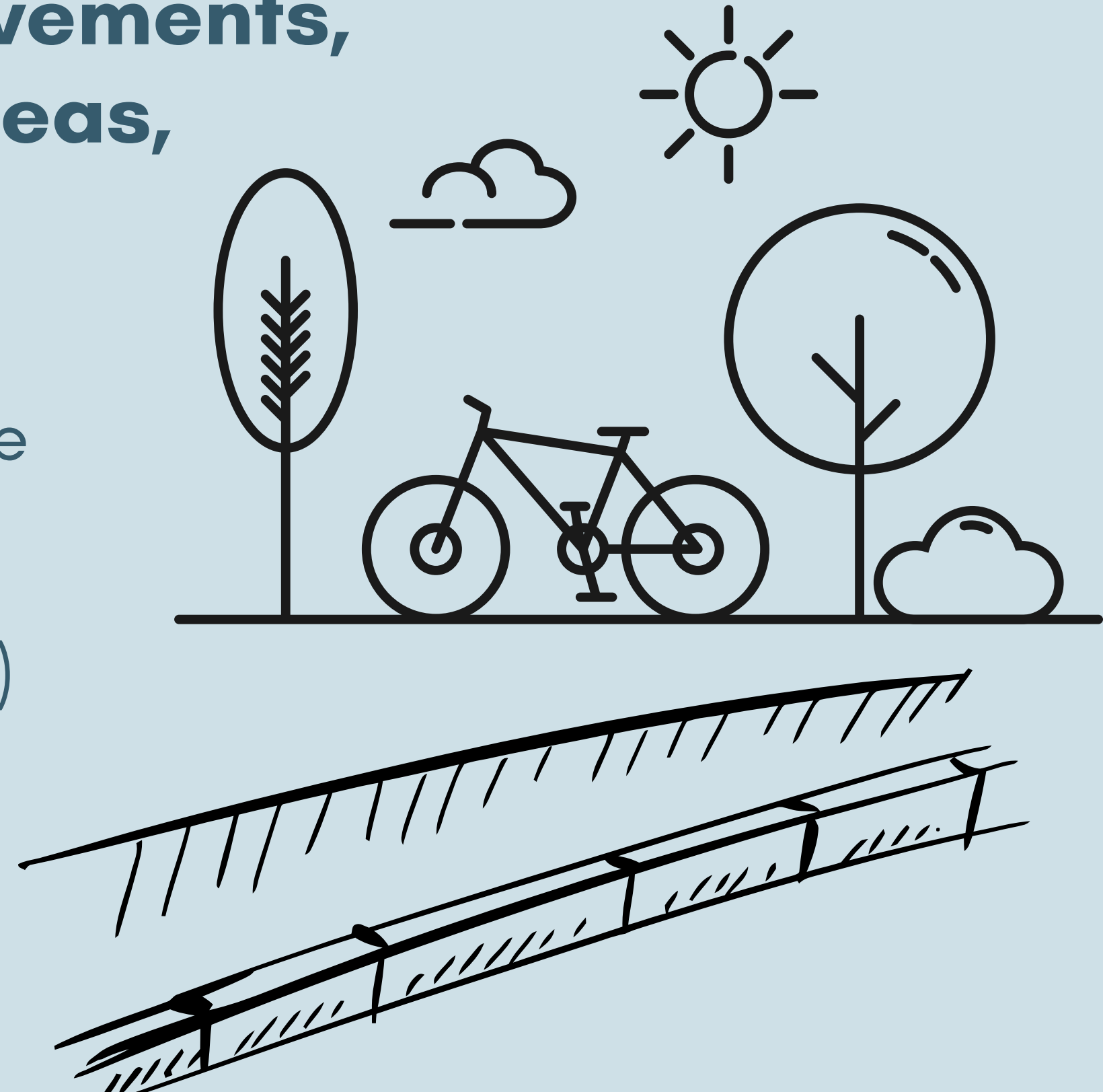
- Procurement Code
- Insurance
- Reimbursement Procedures
- Monthly Reporting
- Monitoring
- Contract Close Out
- Audit



Consolidated Plan Goals

Support neighborhood revitalization and public facilities and infrastructure improvements, especially in established target areas, including:

- Neighborhood revitalization including Public Facilities and Infrastructure Improvements (3,000 people)
- Public Facilities Improvements (100 people)
- Acquisition for Affordable Housing (100 people)



Consolidated Plan Goals

Support public services and economic opportunities for low-and moderate-income persons, including:

- Services to Meet Basic Needs (300 people)
- Workforce Development (15 people)
- Housing Stabilization Services (50 households)

Support services and projects addressing homelessness, including:

- Service and Facility Operating Support (1,500 people)
- Increase Shelter Beds/Units (15 beds/units)



Consolidated Plan Goals

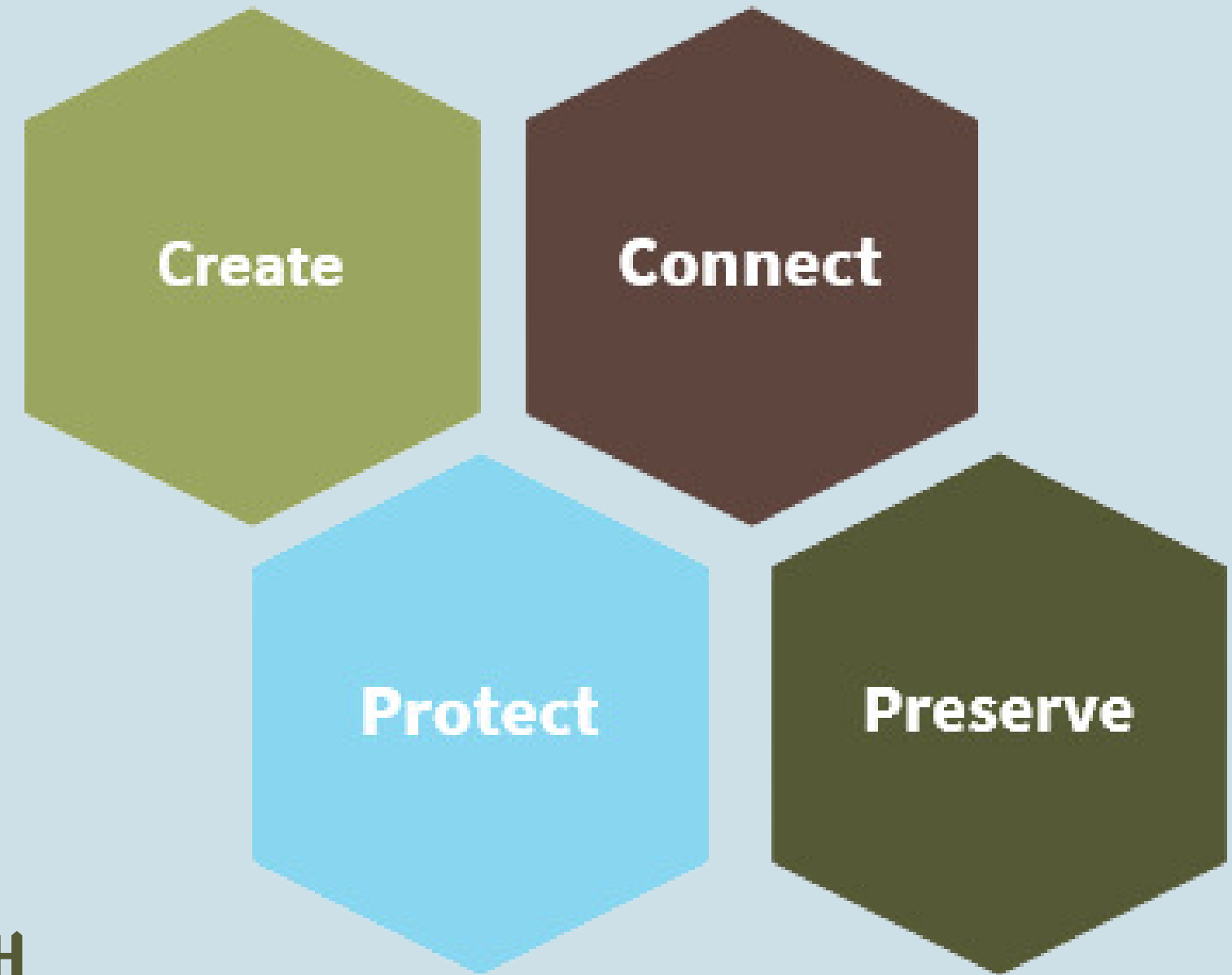
Support the development, accessibility, and preservation of decent affordable housing, including:

- Rehabilitation of owner and/or renter households/units (20 units)
- Development of owner and/or renter affordable housing units (3 units)
- Housing Assistance for owner and/or renter households (50 households)



10 Year Housing Plan

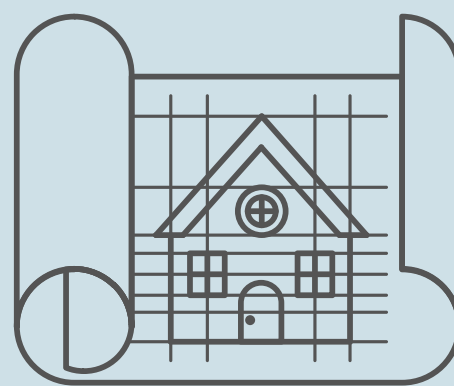
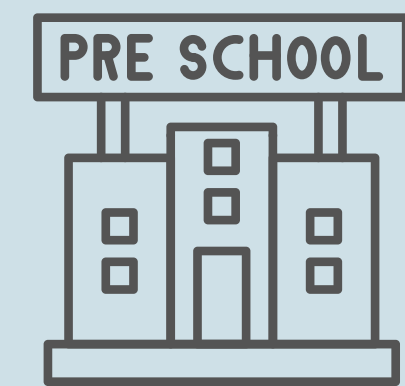
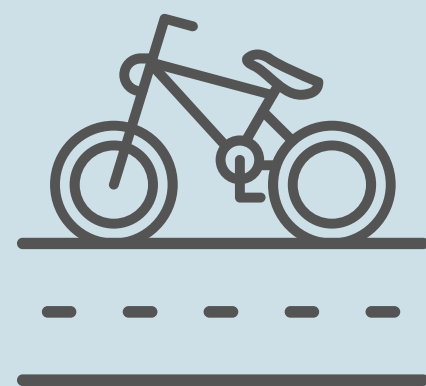
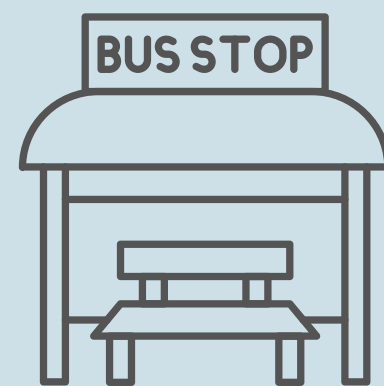
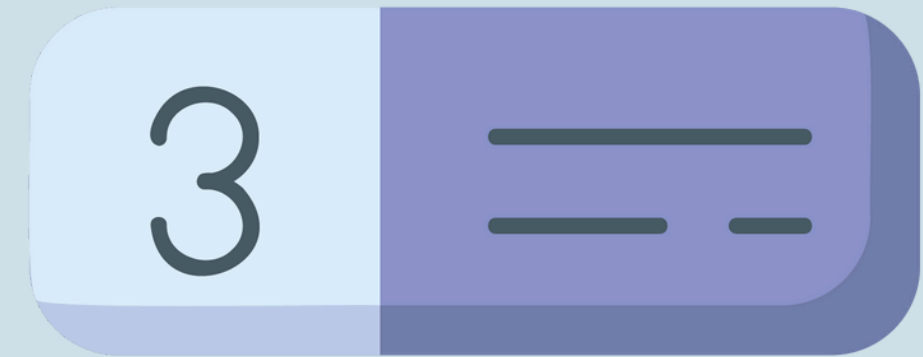
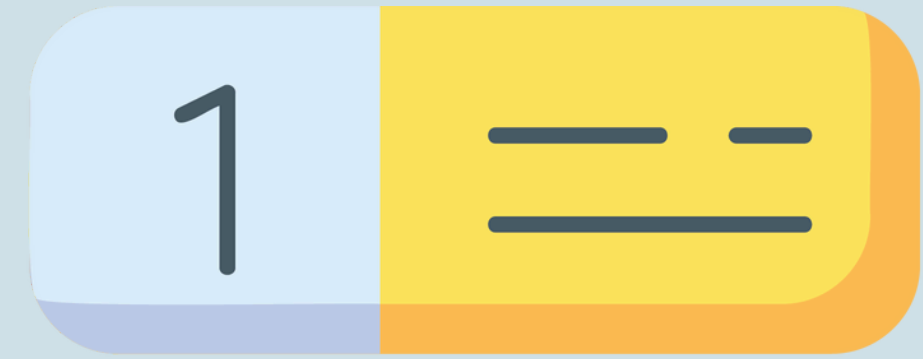
- Impact at least 6,000 low-to-moderate income Flagstaff residents through a combination of unit creation or subsidy provision.
- Create or preserve 7,976 housing units by 2031 with a minimum of 10% affordable.



CDBG Council Priorities

2023 and 2024 Council Priorities

- Housing - Rental and Ownership
- Addressing Homelessness
- Neighborhood Revitalization
- Workforce/Job Training



Program Year 2025 Annual Action Plan Public Participation

- **Public Meeting with A League of Neighborhoods (ALN)**

- *January 30th, 2025 - 3:30pm at the Market of Dreams*

- **Public Meeting - Notice of Funding Available (NoFA) Release**

- *February 6th, 2025 - 1:00pm at City Hall*

- *Proposals due March 3rd, 2025*

- **Public Hearing - Review of Submitted Proposals**

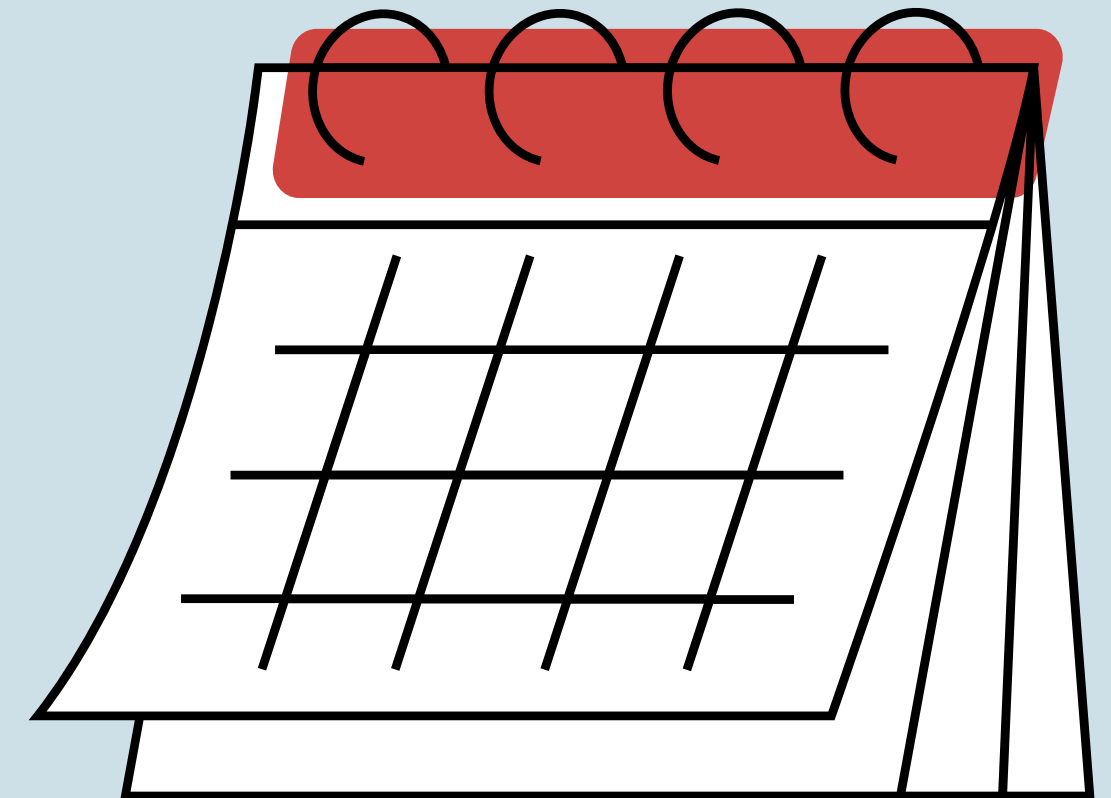
- *March 6th, 2025 - 3:00pm at City Hall*

- **Annual Action Plan Public Comment Period**

- *March 15th - April 15th*

- **Housing Commission and Council Presentations of Recommendations**

- **Resolution Approving Submission of AAP by May 15th, 2025 Due Date**



Questions, Suggestions & Next Steps

- Establish CDBG Funding Priorities for PY 2025 and 2026
- Sign up for our Newsletter
- Follow us on Facebook



Contact Information

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Housing and Grants Administrator

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928-213-2749



**OPEN
DOORS,
BRIGHTER
FUTURES**

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**CITY OF FLAGSTAFF
STAFF SUMMARY REPORT**

To: The Honorable Mayor and Council
From: Michelle McNulty, Planning Director
Co-Submitter: Sarah Darr, Housing Director and Nicole Antonopoulos,
Sustainability Director
Date: 12/20/2024
Meeting Date: 01/14/2025



TITLE

Land Availability and Suitability Study and Code Analysis Project (LASS+CAP) Project Update and Discussion

STAFF RECOMMENDED ACTION:

Discussion item only

**Executive Summary:
Project Overview:**

Flagstaff's growth in population, coupled with a housing crisis that has limited housing choice and affordability and a climate crisis that is disrupting weather patterns and threatening communities, has exemplified the need to better plan and coordinate internally and externally. The City's housing emergency, as well as the increased threats of wildfire, flooding, drought, and other climate impacts, has presented a vital need for Flagstaff to better understand the extent of land that is available in Flagstaff for housing development, the barriers that exist to developing new housing, and the changes that can be made to the City's development code and processes to encourage and increase the supply of new housing while recognizing the City's Carbon Neutrality Plan goals. This work supports several City housing and climate goals in the City's 10-Year Housing Plan, Carbon Neutrality Plan, and other documents while acknowledging the tensions between other community assets and values.

The Land Availability and Suitability Study and Code Analysis Project (LASS+CAP) is a multi-pronged initiative to address critical long-term planning and resilience needs. There are two components to this project: the Land Availability and Suitability Study (LASS) and the Code Analysis Project (CAP).

1. The purpose of the LASS is to understand what land is available within the Flagstaff city limits and peripheral areas for development and redevelopment/infill and the barriers that exist.
2. The Code analysis portion of the project will analyze City codes applied to development projects and will identify what works well and identify the barriers to meeting the City's housing and climate goals and policies.

The LASS and the CAP are being completed concurrently. The LASS is a land inventory study to identify what lands are left to develop or redevelop as residential and identifying the opportunities and/or barriers for their development or redevelopment. While the LASS includes both privately and publicly owned lands, the study does not make commitments or obligations for any of the parcels identified, rather this is a data snapshot to understand how much land is potentially available to meet our residential needs. Any private property owner whose property has been included in the inventory is welcome to reach out to staff to discuss the project in more detail. The CAP is a code analysis looking at all development codes and processes to ensure all are working towards our housing and sustainability goals. While being done concurrently, the LASS is a standalone document representing technical data from a point in time that will inform the CAP project, as

well as the Regional Plan Update, regarding scenario planning and policy setting.

This effort is being completed in partnership between Community Development's Planning and Development Services and Housing Sections, the Sustainability Division, and the Transportation Engineering Section. It will provide a much-needed base for high-level coordination between numerous other City Divisions/Sections such as Fire, Building Safety, Economic Vitality, Water Services, PROSE, in addition to the primary City partners, and Mountain Line.

Land Availability and Suitability Study

The draft LASS report was completed using the following methodology:

- Establishing a preliminary buildable land inventory for the City of Flagstaff and peripheral areas in the project's study area;
- Determining which areas are buildable by applying screening criteria to the study area based on environmental constraints; and
- Identifying and assessing "opportunity sites" from the resulting net buildable land inventory. These are sites that present unique opportunities for the creation of housing.

Through the Land Availability and Suitability Study, the consultant has established the following key findings about Flagstaff's land availability:

- Flagstaff and the peripheral areas that make up the LASS area contain approximately 8,125 acres of vacant land spread across 2,242 parcels. Of this land area, approximately 6,735 acres are residentially zoned.
- The study area also contains approximately 5,399 acres of underutilized land spread across 1,822 parcels. These lands contain minimal structures that have a low enough improvement Full Cash Value (FCV) to suggest that economic forces could encourage their redevelopment for a greater or higher value use, such as housing.
- In total, the study area contains approximately 7,062 acres of vacant buildable land and approximately 4,865 acres of underutilized buildable land. These lands represent the lands most likely to develop or redevelop in the future.
- Approximately 13% of the vacant land within the study area is environmentally constrained by stream corridors, wetlands, steep slopes, and floodplain or floodways. These lands may not be conducive to development or redevelopment, including for housing.
- The most common environmental constraints in Flagstaff are steep slopes and floodplains and floodways. This analysis considered steep slopes as any slope 25% or greater, which impacted nearly 7% of the study area's land. However, Flagstaff currently regulates development on slopes 17% or steeper through the Resource Protection Overlay, which represents a significant barrier to housing development on sites that may be able to support development. As the LASS+CAP project team continues to evaluate code section modifications that, if implemented, could result in greater residential yield, the steep slope provisions of the Resource Protection Overlay may offer such an opportunity.
- Floodplain and floodway areas impact over 4% of the study area land. It is likely that this number will be reduced through the eventual construction of the Rio de Flag Flood Control Project. Nonetheless, floodplain and floodway within Flagstaff currently presents a significant challenge to the development of housing in the study area's vacant parcels.

In general, Flagstaff has a significant amount of buildable land within its city limits and in its immediate periphery that can be used for the development of housing. However, much of it will require being rezoned to a higher density zoning designation and is lacking the necessary infrastructure to support higher density development.

It is expected that this analysis will help inform both the CAP and the Regional Plan update by identifying the areas that could most benefit from additional density and infill, among other changes that could positively impact housing yield. For example, the CAP may recommend zoning code or development review process changes that impact the density allowed in different zoning districts or when Water Sewer Impact Analyses (WSIA) or Traffic Impact Analyses (TIA) are required. Some observations of note include:

- Currently, only individual Opportunity Site redevelopment on the smallest of downtown or Southside sites may not trigger WSIA's, and even then, this only applies if existing infrastructure appears to be sufficient

to meet new development needs. Any larger developments will all require WSIA's.

- Currently, most of the higher opportunity level sites will require TIAs. Developers in the community have noted that this can be a lengthy and expensive process with difficult-to-predict mitigation. Changes to how the City manages traffic information and TIA processes could improve the likelihood and affordability of more significant housing development projects.
- Some of the largest sites that may become entirely new development areas tend to be zoned Rural or Estate Residential, which leads to very spread-out development that only serves high income groups. Whether these sites are currently owned by other public entities or private owners, the next steps in Table 25 of the LASS report recommend the City investigate ways to help encourage at least some areas within these large sites have higher density.

The draft LASS document will help provide specific locations and examples of where significant housing opportunities exist and therefore serves as a resource for considering when, where and how future code amendments, zone changes, collaborative development planning and master planning efforts will make the most impact in the City.

Code Analysis Project -- Code Diagnostic

The Code Analysis Project is a multi-phase project that will identify code barriers, provide opportunities to remove barriers, and recommend code revisions that will support the achievement of the Flagstaff Carbon Neutrality Plan and Housing Plan goals. The Project will be completed through three deliverables including a code diagnosis, exploration of concept code changes, and then a final report with recommendations. All phases of this project will be presented to supporting Commissions (Planning & Zoning, Housing, Sustainability, and Transportation). This three-prong approach will allow staff in conjunction with City Council to identify smaller code changes that may be processed prior to the final recommendations. The draft Code Diagnostic is the first deliverable in the Code Analysis Project which is attached for Commission and Council review.

The scope of the Code diagnosis, concepts, and recommendations addresses the following codes and any other identified affected codes, standards, policies, or plans as identified by the City:

- Fire Code
- Engineering Design Standards and Specifications for New Infrastructure
- Zoning Code
- General Plans and Subdivisions
- Public Ways and Property
- Building Regulations
- Transportation Impact Analysis Manual
- Incentive Policy for Affordable Housing

Additionally, an Equity and Displacement Vulnerability Assessment was conducted to assist with identifying code barriers. The consultants prepared a demographic and spatial analysis of the city to assess which neighborhoods are more vulnerable to the potential negative impacts of Code changes in accelerating gentrification and residential displacement.

Each code barrier was reviewed as follows:

Relevant Goal/Policy: Identify all of the relevant goals/policies that the code provision presents a barrier to meeting.

Magnitude and Impacts: Evaluate the magnitude of the barrier and discuss the specific impact it has on the ability of the City to meet its policy goals. The Consultant Team will coordinate to use a consistent method for evaluating the magnitude of a barrier. The magnitude of the barrier may vary depending on the policy goal. If so, that variation will be identified. The barriers were graded on the following scale:

- **Critical Barrier:** Code provisions that render it physically or economically infeasible to develop a project that contributes to the City's housing and/or climate goals. These code provisions generally are barriers independent of other standards or requirements and apply broadly to many types of developments or locations.

- **Major Barrier:** Code provisions that **significantly reduce the feasibility** of developing a project that contributes to the City's housing and climate goals. The degree to which these provisions are barriers may be contingent on other standards or requirements and the barrier may apply to a narrower range of development types of locations.
- **Minor Barrier:** Code provisions that **may have a limited negative impact on the feasibility** of developing a project that contributes to the City's housing and climate goals. The degree to which these provisions are barriers may be contingent on other standards or requirements and the barrier may apply to a narrower range of development types of locations.

Please note that the attached draft does not adequately address the cascading climate barriers identified in the Key Outcomes for each code barrier identified. Additional work is necessary to refine how the climate barriers identified in the Carbon Neutrality Plan will be addressed in the final draft of this report.

Co-Benefits: Identify areas, where relevant, reducing or removing a code barrier may have co-benefits or synergistic impacts on both housing and climate goals.

Tensions: Additionally, identify any potential tensions or trade-offs between policy goals that may arise as part of the assessment of code barriers. The consultant team identified two types of conflicts:

- **Housing/Climate Tensions:** Removing the barrier would advance one of the City's two primary goals but may constrain the ability to meet the other policy goal.
- **Tensions with Other Policy Goals:** Removing the barrier may have a negative impact on the City's ability to meet other policy goals. For example, reducing minimum parking requirements may reduce the cost of housing development, but may also impact neighborhood livability.

Feasibility of Alternatives: The consultant team, along with staff, will determine and discuss whether there are alternative regulations or standards that are reasonably feasible for the City to implement. Feasibility includes physical, legal, or economic feasibility. Specific alternatives will not be proposed at this stage.

By including all the above information for each code barrier, the City Council will be able to make more informed decisions and prioritize the most critical barriers to achieving housing and climate goals.

Project Outreach

These draft reports and a presentation were presented to the larger city staff steering committee, and the Housing, Sustainability, Transportation, and Planning and Zoning Commissions. At the time of this staff report, only feedback from the Steering Committee meetings was available and is discussed in the attached memo (Attachment A). Additional feedback from the respective commissions and Council will be incorporated into the draft reports before finalizing.

Information:

A link to the draft reports and appendices can be found here: <https://www.flagstaff.az.gov/4888/Land-Availability-Suitability-StudyCode->

Attachments: [Appendix A - Steering Committee Notes Presentation](#)

Meeting Subject: **LASS+CAP Steering Committee #1 (LASS DISCUSSION ONLY)**

Meeting Date: 3/6/2024 2:30 PM

Participating Divisions and Sections:

- Planning
- Housing
- Sustainability
- Engineering
- Real Estate
- City Attorney's office
- Building Safety
- PROSE
- Solid Waste
- Water Services
- Fire
- Mountain Line

Key Themes + Discussion Topics

- 1. Flagstaff has 2 different types of opportunity sites: 1) specific vacant and underdeveloped opportunity sites in the LASS report, and 2) retrofitting existing low-density areas (downtown and suburban neighborhoods) to get additional density.**
 - a. Flagstaff has a lot of underutilized land due to existing low-density development patterns (either through single-family zoning or through practice). Some low-density areas may also be good candidates for adding additional density, but they were not included in the LASS as undeveloped or underdeveloped sites. We should not lose sight of this, especially given that Flagstaff has a very low average density compared to our peer cities.
 - b. Approaches to foster developments in specific sites, like the opportunity sites identified in the LASS report, include extending our infrastructure, which is cost-intensive and may not always fix housing and climate issues (depending on the specific site location and infrastructure readiness level).
 - c. Retrofitting existing subdivisions to get additional density performs a lot better in the Regional Plan scenario planning process (with respect to metrics and outcomes from the 10-year housing plan and CNP) than developing on the periphery.
 - d. Encouraging infill in downtown is different than encouraging infill in suburban neighborhoods. And different neighborhoods will have different approaches to get to medium density.
- 2. AZ State Land owns most of the vacant land. We need to set up these large parcels to have an easier path to a rezone so that when these properties develop, the type of development is more likely to advance city housing and climate goals.**
 - a. This can happen through Regional Plan land use designations and potentially other planning processes, in addition to the TIA (Traffic Impact Analysis) and WSIA (Water Sewer Impact Analysis) process.

- b. AZ State Land wants the highest and best use for each property to auction land at a higher price. Land can go for a higher price if we show higher density, mixed-use, etc. is possible and doable before these parcels go to auction.
3. **The following infrastructure topics are important and will be discussed further in the Regional Development Cost Reduction Strategy portion of the LASS.**
- a. **If we fund infrastructure upfront to support high-density housing, such as through bonds and other funding mechanisms, we are much more likely to get higher-density development that advances housing and climate goals.**
 - i. The current developer fee model for infrastructure development will likely continue the large-lot, high-income subdivisions we currently see.
 - ii. If we let the fact that it is expensive to maintain and build new infrastructure, we are on our way to becoming a luxury community.
 - b. **We need larger conversations about infrastructure capacity—particularly water and sewer.** Can our infrastructure support the desired density?
 - c. **In downtown, our aging water and sewer infrastructure and tight areas may not support the highest level of density/redevelopment** on all of the opportunity sites identified in the LASS.
 - i. This is something we need more information on.
 - ii. How do we get more density and maintain our historic downtown core?
 - iii. Infrastructure is another challenge – how can we increase it to support reinvestment in downtown?
 - d. **We need to tie the Regional Plan to the Capital Improvement Plan (CIP).**
 - i. State law requires the CIP to coordinate with the Regional Plan. We need to make the Regional Plan 2045 and the CIP work together to identify and prioritize infrastructure investments.
 - e. **It would also be helpful to identify costs (how many people are benefitting vs. cost per resident) for developing infrastructure to serve different sites, and how reduction strategies might impact costs.**
 - f. Further Discussion
 - i. What type of development are we going to build infrastructure to support?
 - 1. Just single-family homes?
 - 2. Single family + other land uses?
 - 3. High density?
 - ii. We need to make sure we get the biggest bang for our buck with respect to where we build infrastructure.
 - iii. How do we incentivize the development we want, such as giving additional points for development in transit corridors.
 - 1. Examples of what other communities have done would be helpful.
 - iv. BOLD goals require BOLD strategies, which require BOLD implementation!!!!
4. **There are larger questions about whether we want to grow up or grow out. This relates to larger LASS/CAP and the Regional Plan conversations.**

- a. For example: The development of large AZ State Land parcels on the periphery relates to larger questions about building up vs. out, and where the city wants to encourage development.
5. **LASS is focused on residential development, but we can't lose sight of community needs to support residential, like job centers and parks.**
- a. Meeting notes:
 - i. **We need to make sure we set aside land for neighborhood-scale parks and open space** as vacant and underutilized sites develop.
 - ii. The best metric to measure park access is everyone being within a 10-minute walk to a park or open space area.
 - iii. The City is in the process of updating the Parks Master Plan, but it will likely be a year or more before it is finished (the current plan is from 2013).
 - iv. Flagstaff doesn't currently have impact fees for parks and open space. Without these, we don't have a good way to set aside and pay for new park space.
 - v. It is important to plan for connectivity between parks and open space, and think of open space as a larger network that people can use to travel throughout the city and to larger open space areas and national forest land (as opposed to just creating isolated parks/open space areas).
 - b. Additional discussion
 - i. We need to plan for *and* finance parks.
 - ii. Industrial and commercial centers may be more vulnerable to redevelopment because existing infrastructure already better serves them.
 - iii. If we clean up code to help tackle climate and housing emergencies, it will benefit all end-users, including commercial, industrial, and parks.
6. **There needs to be a continuing conversation about environmental hazards. Fire and post-fire flooding risk are important policy issues that the LASS/CAP, the Regional Plan, and other planning documents, policies, and projects can make progress on.**
- a. Flagstaff is in the Wildland Urban Interface (WUI), so everywhere is vulnerable to fire. But, we need to be more explicit about how this risk happens.
 - i. Where are the most vulnerable vacant and underutilized parcels to fire and post-fire flooding? Vulnerability relates to the location of drainages and the status of tree cover/density, among other factors.
 - b. What are the factors that foster catastrophic structure fires? There is emerging research on this.
 - i. We need to talk about how many trees are very close to houses in neighborhoods throughout Flagstaff.
 - ii. Every neighborhood is vulnerable to catastrophic structure fire under the right wind conditions - that assumption should be part of the LASS/CAP, the Regional Plan, and other policy discussions and documents.
 - iii. These discussions need to consider the four types of fire transmission in the WUI:
 1. Vegetation - vegetation
 2. Vegetation to structure
 3. Structure - vegetation

4. Structure - structure
 - c. Costs of building Firewise vs. not Firewise. Research shows that building Firewise from the start may not be much more expensive than building not Firewise. We need more information about how this applies to Flagstaff.
 - d. Further discussion
 - i. There are places that have existing entitlements where people can build, but there are also larger questions about how we build, especially in vulnerable areas.
 - ii. Once fire maps are updated, we will need to figure out how they impact land use and infrastructure planning, such as building design, easements to accommodate post-fire flooding, questions about wastewater and where it goes, etc.
 - iii. The more we build, the more water security we will need to fight fire. How does water security play in?

Meeting Subject: **LASS+CAP Steering Committee #2 (Draft CAP Code Diagnostic Report)**

Meeting Date: 3/26/2024 11:00 AM

Participating Divisions and Sections:

- Planning
- Housing
- Sustainability
- Engineering
- Real Estate
- City Attorney's office
- Building Safety
- PROSE
- Public Works
- Water Services
- Fire
- Mountain Line

Key Themes + Discussion Topics

1. The review of best practices needs to include communities that deal with snow seasons.
2. The review of street design standards needs to also include collector and arterial streets.
3. The review of the TIA analysis needs to be stronger in regards to the TIA impact on climate goals, including adding the focus on active transportation modes as Transportation Demand Management (TDM). Need other alternative than development impact fees.
4. Code barriers should take into account second homes and short-term rentals. Incentivizing long-term rentals should be part of future discussions about how to address the barriers.
5. Future code changes to address barriers may result in budget changes for infrastructure improvements. The barriers are not always code but the funding resources available.

6. The report needs to include the full list of state law preemptions that affect the city's ability to meet housing and climate goals, including short-term rentals, second homes, natural gas, recycling, etc.
7. More internal conversation is necessary on snow removal, street width standards, parkways, and landscaping, on street parking requirements, and fire code standards. All of these factors contribute to overall street width, which relates to the cost of developments
8. Need to prioritize our priorities.
9. Engineering standards and public improvement standards in the Zoning Code can be a barrier to infill development and missing middle housing due to meter and infrastructure improvement requirements.
10. It is important to examine the Development Agreement process as part of the larger review of development processes.
11. The LASS/CAP project aims to make Flagstaff a safer place to live while also meeting climate and housing goals.

LASS +CAP

LAND AVAILABILITY AND
SUITABILITY STUDY +
CODE ANALYSIS PROJECT



PROJECT UPDATE

January 14, 2025





AGENDA

1. Project Purpose and Goals
2. Land Availability / Site Suitability Findings
3. Code Diagnosis Findings
 - *Approach and Methodology*
 - *Zoning and Subdivision Codes*
 - *Engineering, Transportation Impact Analysis, and Fire Access Standards*
 - *Building Code*
4. Next Steps
5. Discussion Questions

1. PROJECT PURPOSE AND GOALS

PROJECT INTRODUCTION

Multi-pronged initiative to address critical long-term planning and resilience needs:

- Partnership between Planning, Housing, Sustainability, Mountain Line
- Provides much-needed base for high-level coordination between numerous City Divisions
- Highly coordinated with Engineering (Development Engineering and Transportation), Fire, Building Safety, Economic Vitality, Water Services, and others

PROJECT SCOPE

The Land Availability and Suitability Study (LASS) focuses on:

- What land is available in Flagstaff, and development potential and barriers

The Code Analysis Project (CAP) will conduct an in-depth analysis of:

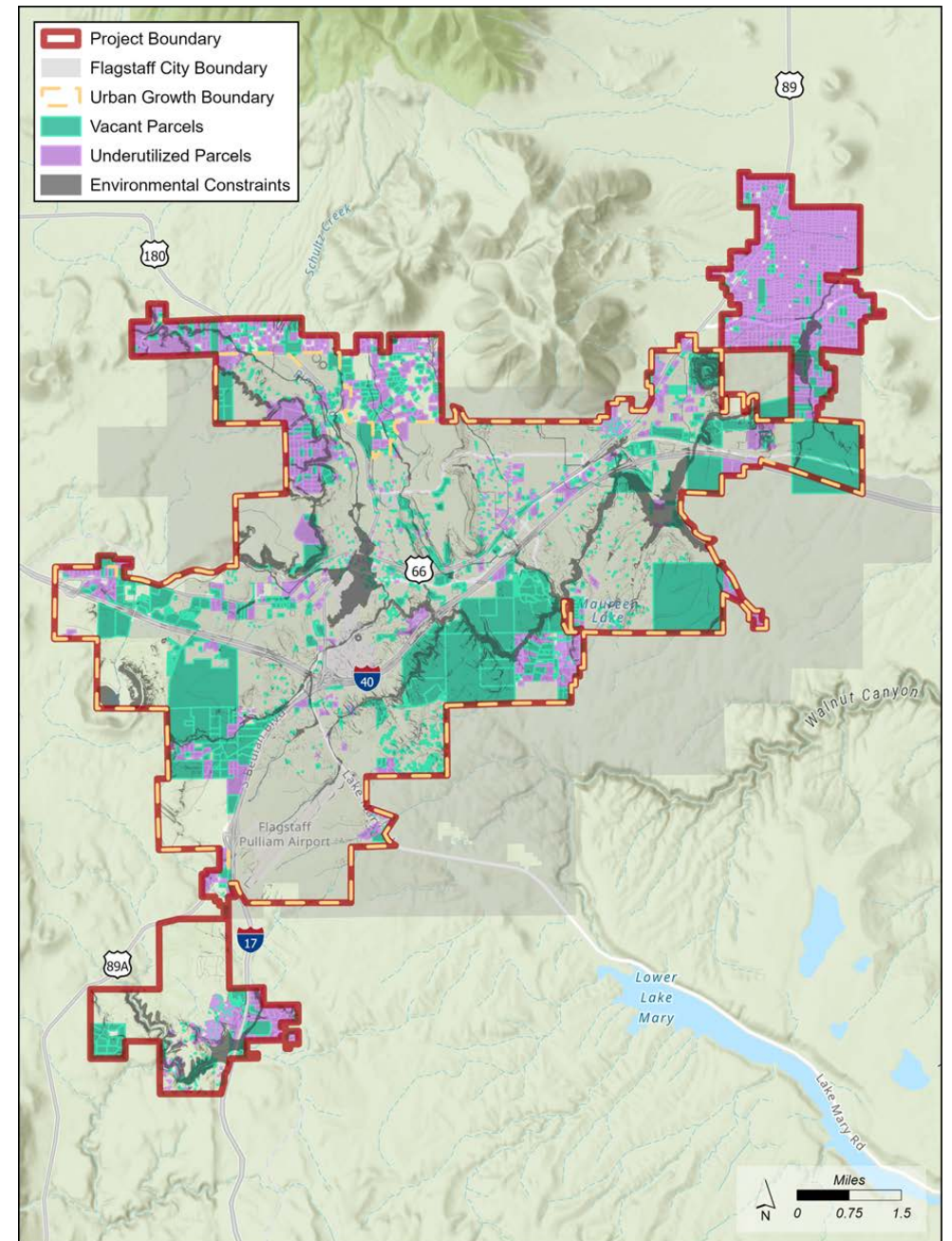
- Development code and process, through the lens of City Council commitments to address Housing and Climate
- Analysis of what's working and what is not

** This analysis will test theory against approved projects.*

PURPOSE AND GOALS - LASS

Why doing?

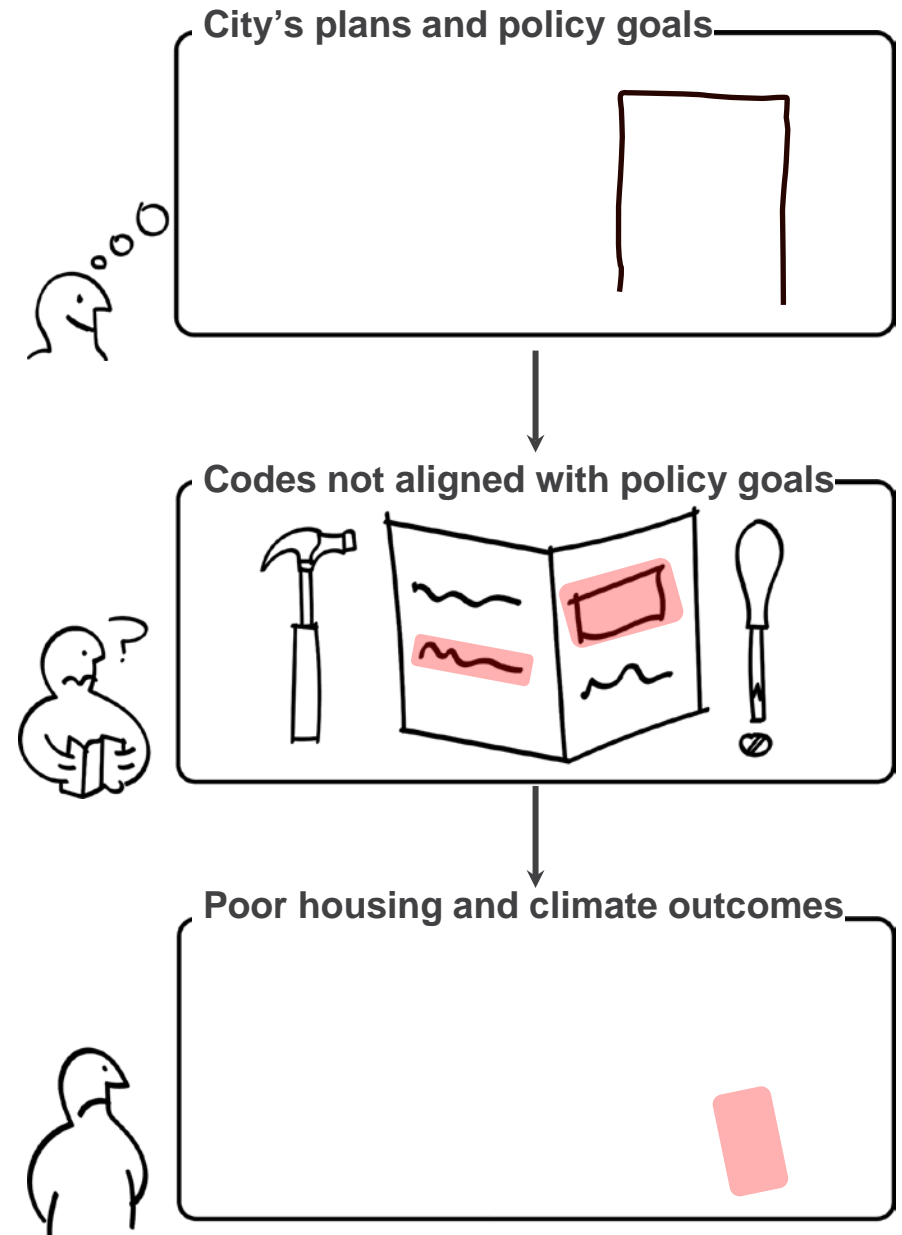
- Limited land left to develop and many needs
- Provides context for recommending “right-sized” code amendments
- Informs Regional Plan process



PURPOSE AND GOALS - CAP

Development codes are a key tool for achieving housing and climate goals.

- Plans and policies call for bold, urgent action.
- Codes are not functioning as an effective tool to implement plans and policies.
- Codes may prioritize other goals above housing and climate.
- Codes may have been written in a different context and are now out of sync with today's economic and climate realities.



THREE PHASES OF THE CODE ANALYSIS

DIAGNOSTIC

Identify and evaluate barriers, opportunities, conflicts.

Deliverable:

Code Diagnostic Report

Timing:

February/March 2024

CONCEPTS

Develop concepts and approaches for code updates.

Deliverable:

Code Concepts Report

Timing:

Summer 2024

RECOMMENDATIONS AND TESTING

Recommend specific code updates and test the impact of implementing the changes.

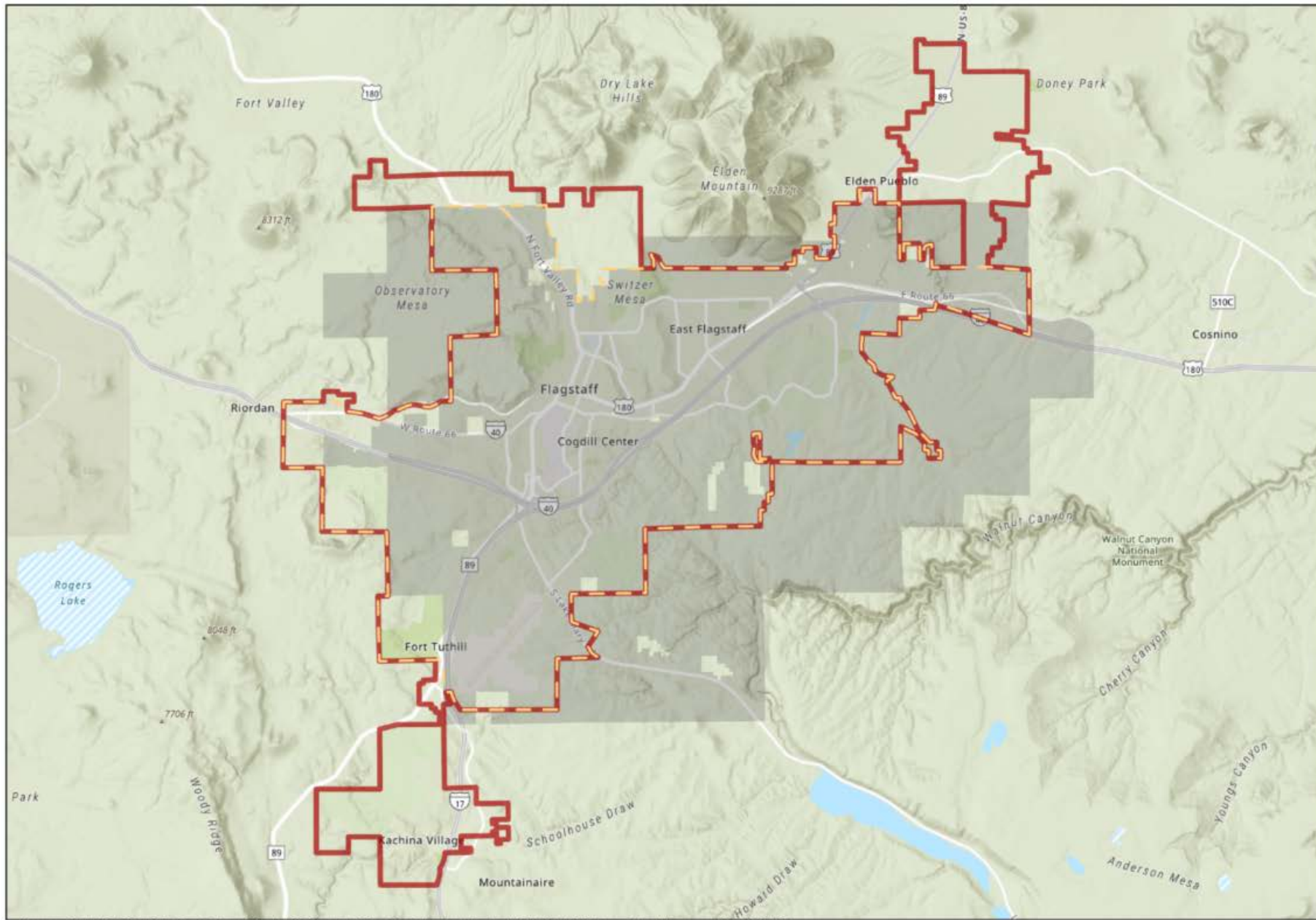
Deliverable:

Code Recommendations and Impacts Report

Timing:

Late Fall/Winter 2024

2. Land Availability /Site Suitability Project Findings



- Legend**
- Project Boundary
 - Flagstaff City Boundary
 - Urban Growth Boundary



Basemap: Esri, NASA, NOAA, USGS, County of Yavapai, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA

Study Area
City of Flagstaff Buildable Lands Inventory

Flagstaff, AZ



HIGH-LEVEL PROCESS





VACANT ACREAGE BY LAND USE – STUDY AREA

Land Use Category	Vacant Acreage	Vacant Parcels	Underutilized Acreage	Underutilized Parcels
Residential	6,735	1,826	5,046	1,640
Commercial	322	262	194	155
Industrial	388	118	92	25
Public	2,831	176	58	6
Split-Zoned	597	26	67	2
Total*	8,125	2,242	5,399	1,822

**The Public category includes all publicly-owned land regardless of underlying zoning, and therefore includes parcels and acreages that are also included in the other land use categories. The total has been adjusted to avoid double counting parcels and acreages that fall into the public category.*



VACANT ACREAGE BY LAND USE – CITY LIMITS

Land Use Category	Vacant Acreage	Vacant Parcels	Underutilized Acreage	Underutilized Parcels
Residential	5,382	1,383	1,335	435
Commercial	271	231	126	135
Industrial	353	103	92	25
Public	2,752	161	58	6
Split-Zoned	597	26	57	1
Total*	6,686	1,753	1,610	596

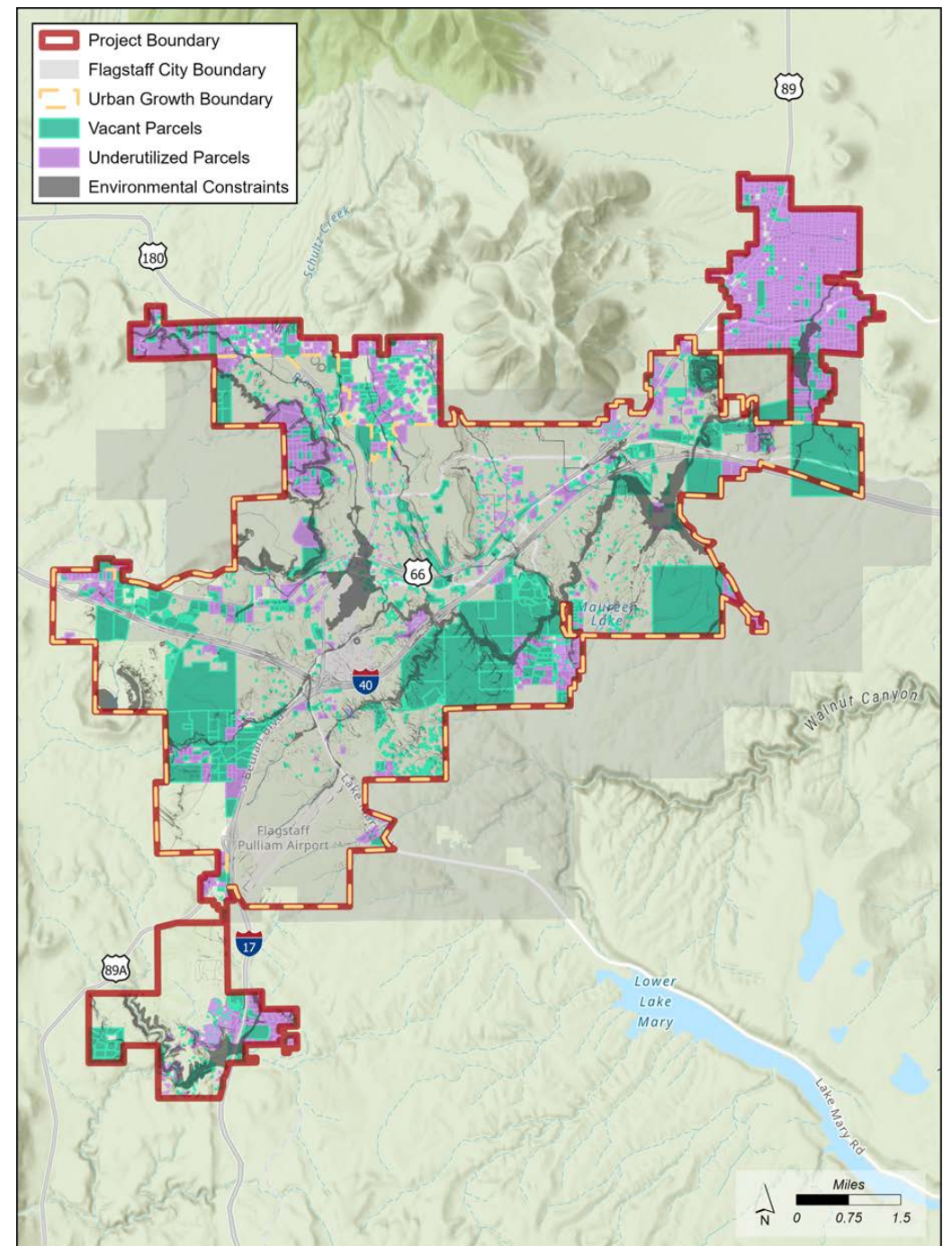
**The Public category includes all publicly-owned land regardless of underlying zoning, and therefore includes parcels and acreages that are also included in the other land use categories. The total has been adjusted to avoid double counting parcels and acreages that fall into the public category.*



LASS FINDINGS

Across the study area:

- Vacant Land: approximately 8,125 acres, spread across 2,242 parcels. Approximately 7,000 of these acres are unencumbered by environmental constraints.
- Steep slopes represented the greatest environmental constraint on sites.
- 6,735 acres of the vacant land are residentially zoned.
- Underutilized Land: approximately 5,399 acres, spread across 1,822 parcels. Approximately 4,865 of these acres are unencumbered by environmental constraints.





GENERAL CONCLUSIONS – OPPORTUNITY SITES

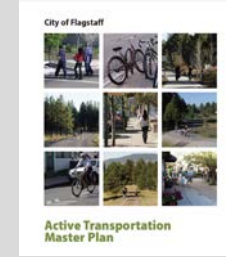
- **36 of the 51 Sites are Commercially-zoned** (totaling approximately 21 acres.)
- **Rural or Estate Residential – 9 sites, approximately 2552 acres.**
- ***Greatest potential for housing yield is in larger tracts requiring rezoning and significant infrastructure planning/investment.***



3. CODE ANALYSIS PROJECT: APPROACH AND METHODOLOGY

DISTILLING POLICIES AND GOALS INTO CLEAR OUTCOMES

PLANS



KEY OUTCOMES IMPACTED BY CODES

Housing

- Abundant Housing Supply
- Diversity of Housing Types
- Lower Cost Market Rate Housing Production
- Income-Restricted Affordable Housing Production
- Mixed Use Development and Neighborhoods
- Infill Development and Compact Land Use Patterns
- Equity and Fair Housing

Climate

- Community Resilience, Health and Safety
- Walkable Neighborhoods
- Safe and Inclusive Networks for Walking and Biking
- Transit Oriented Development and Transit Ridership
- Clean Air Status
- Adaptive Reuse and Preservation of Existing Housing Stock

- Inclusive Recreation
- Electric Mobility
- Clean Electricity
- Building Fuel Switching
- Reduced Building Energy Use
- Sustainable Consumption
- Water Security
- Healthy Forests and Open Spaces
- Carbon Dioxide Removal

SCOPE OF THE CODE ANALYSIS

Municipal Code

- Title 4: Building Regulations
- Title 5: Fire Code
- Title 8: Public Ways and Property
- Title 10: Zoning Code
 - Affordable Housing Incentives
 - Residential Sustainable Building Incentives
- Title 11: General Plans and Subdivisions
- Title 13: Engineering Design Standards
- Development Review Processes

Technical Manuals

- Transportation Impact Analysis Manual
- Incentive Policy for Affordable Housing
- Mountain Line Design Guidelines for Transit Facilities

METHODOLOGY

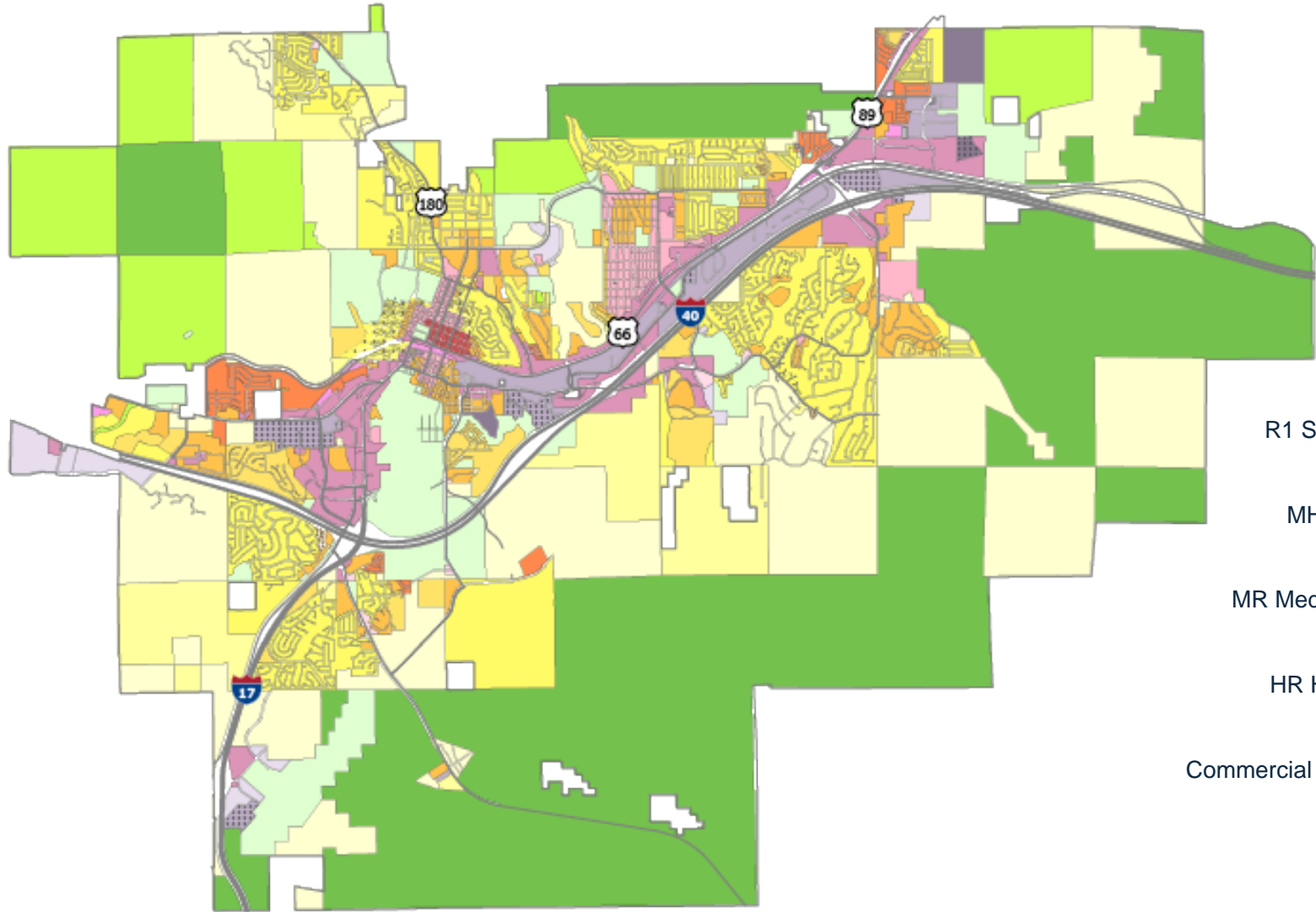
- Close review of code, process, and plan documents
- Discussions with City staff
- Development stakeholder meetings – soliciting feedback from local developers, engineers, and architects regarding potential barriers to affordable and sustainable residential development in the City
- A review of development case studies in the City
- Residential development site, building, and unit modeling

4. CODE DIAGNOSTIC KEY FINDINGS:

Zoning and Subdivision Codes

CONTEXT

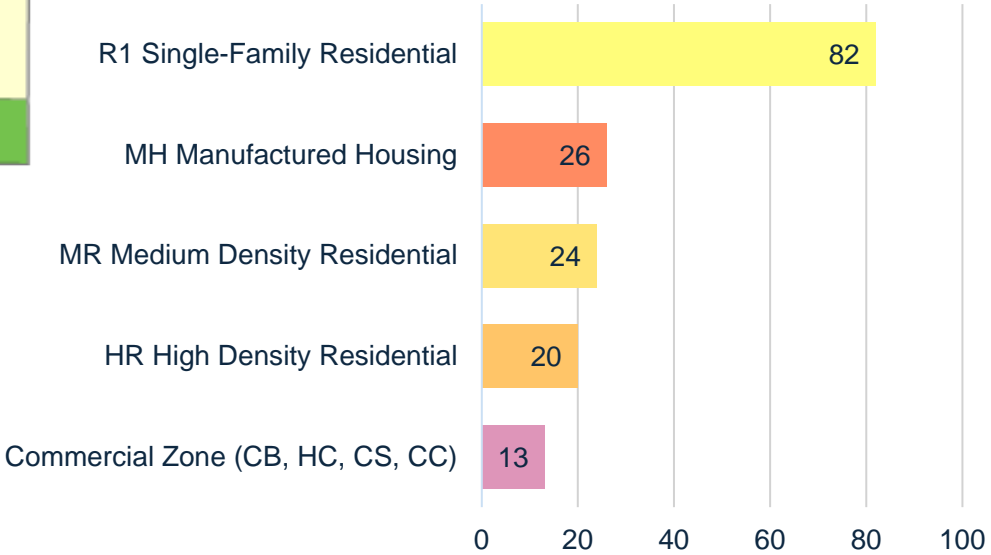
Where is the buildable land? What zones have the most capacity for new housing?



Acreeage of Buildable Land on LASS Opportunity Sites

RR
ER

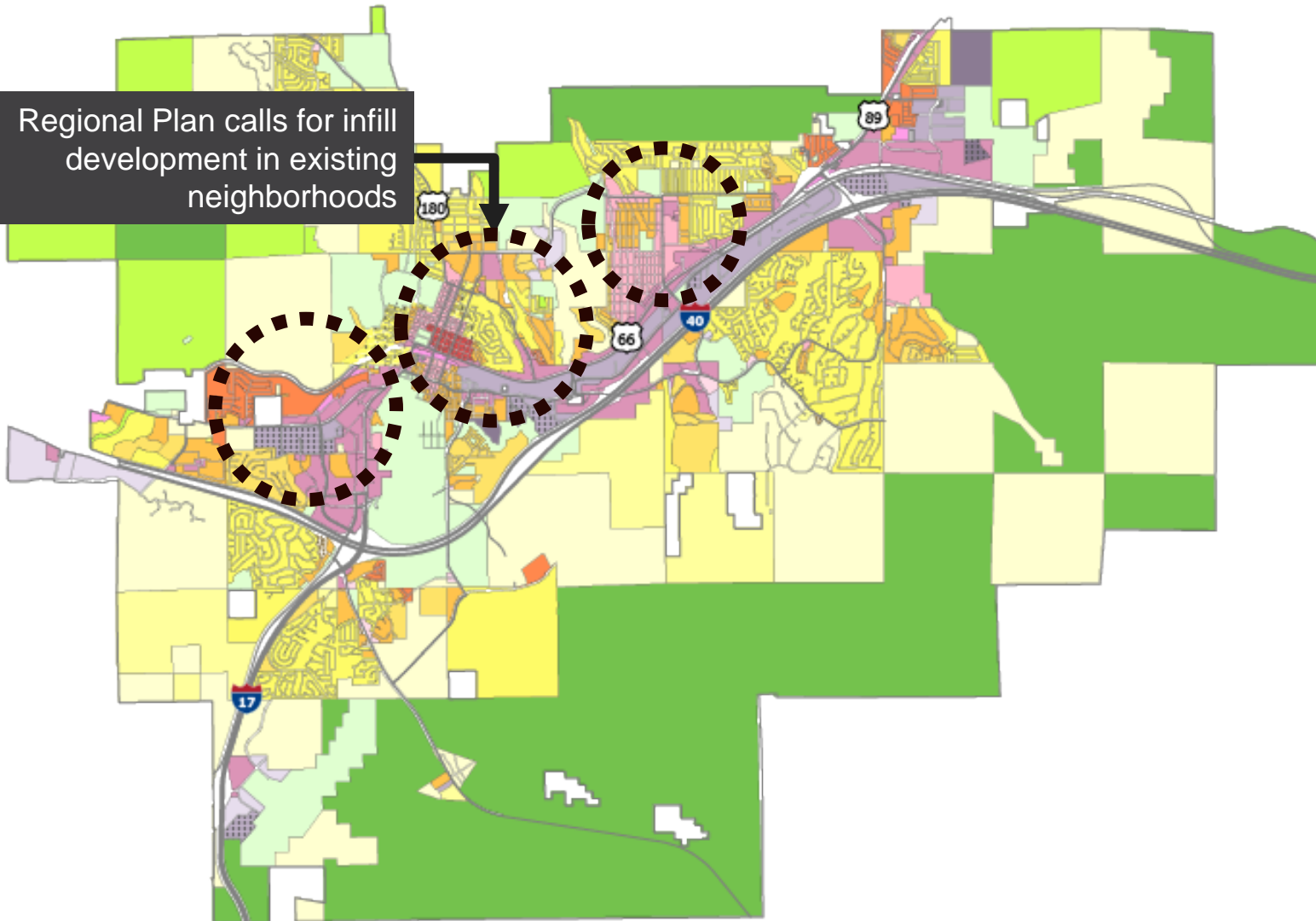
2,352
acres



CONTEXT

Where does the Regional Plan call for new housing to be prioritized to meet climate and housing goals?

Regional Plan calls for infill development in existing neighborhoods

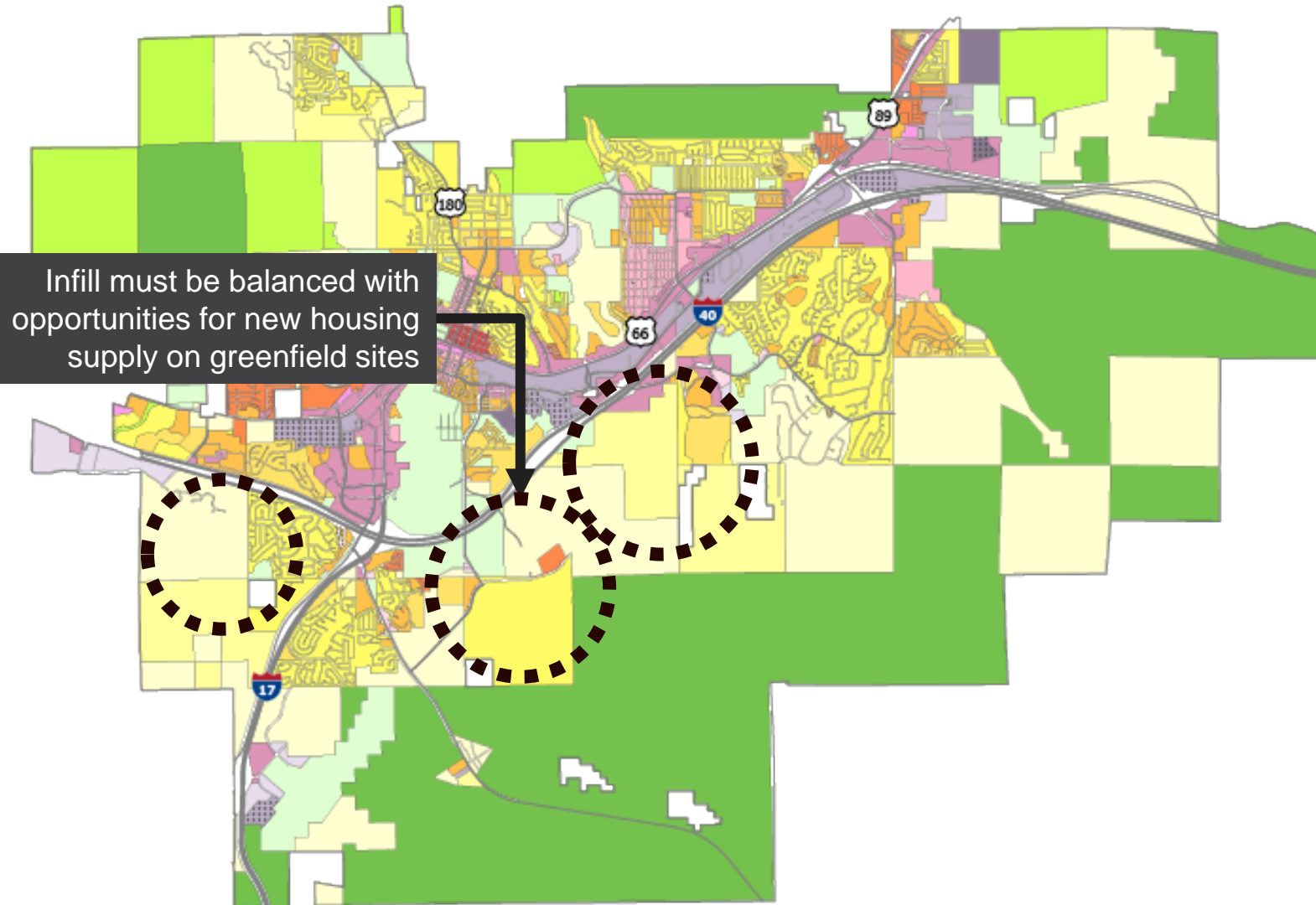


- Commercial zones are prominent in existing neighborhoods.
- Medium and high-density zones (MR, HR) are also important



CONTEXT

Where does the Regional Plan call for new housing to be prioritized to meet climate and housing goals?

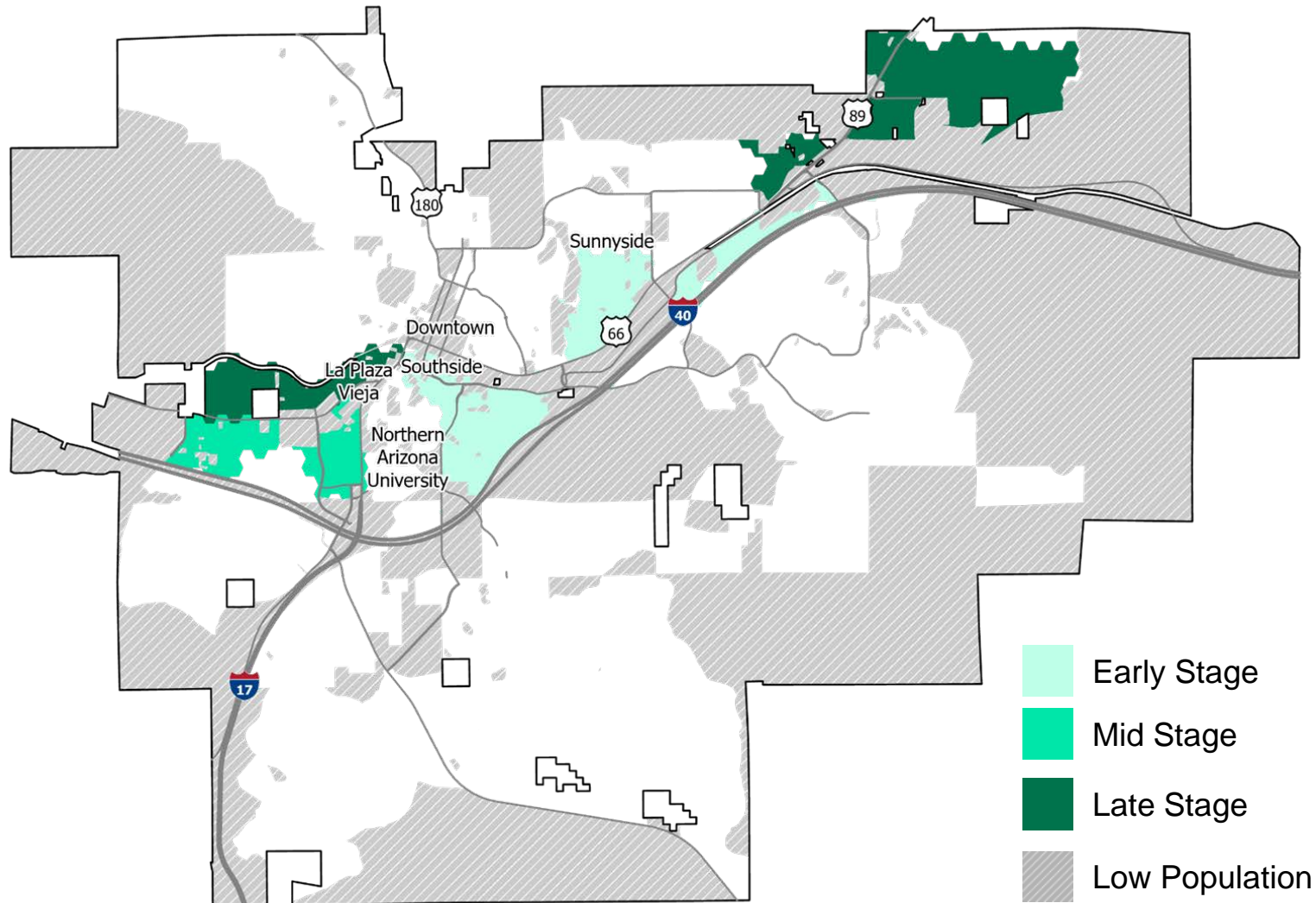


- How can the city ensure that rezoning and subdivision processes keep pace with housing needs?
- When rezoning occurs, will new development meet housing and climate goals?



CONTEXT

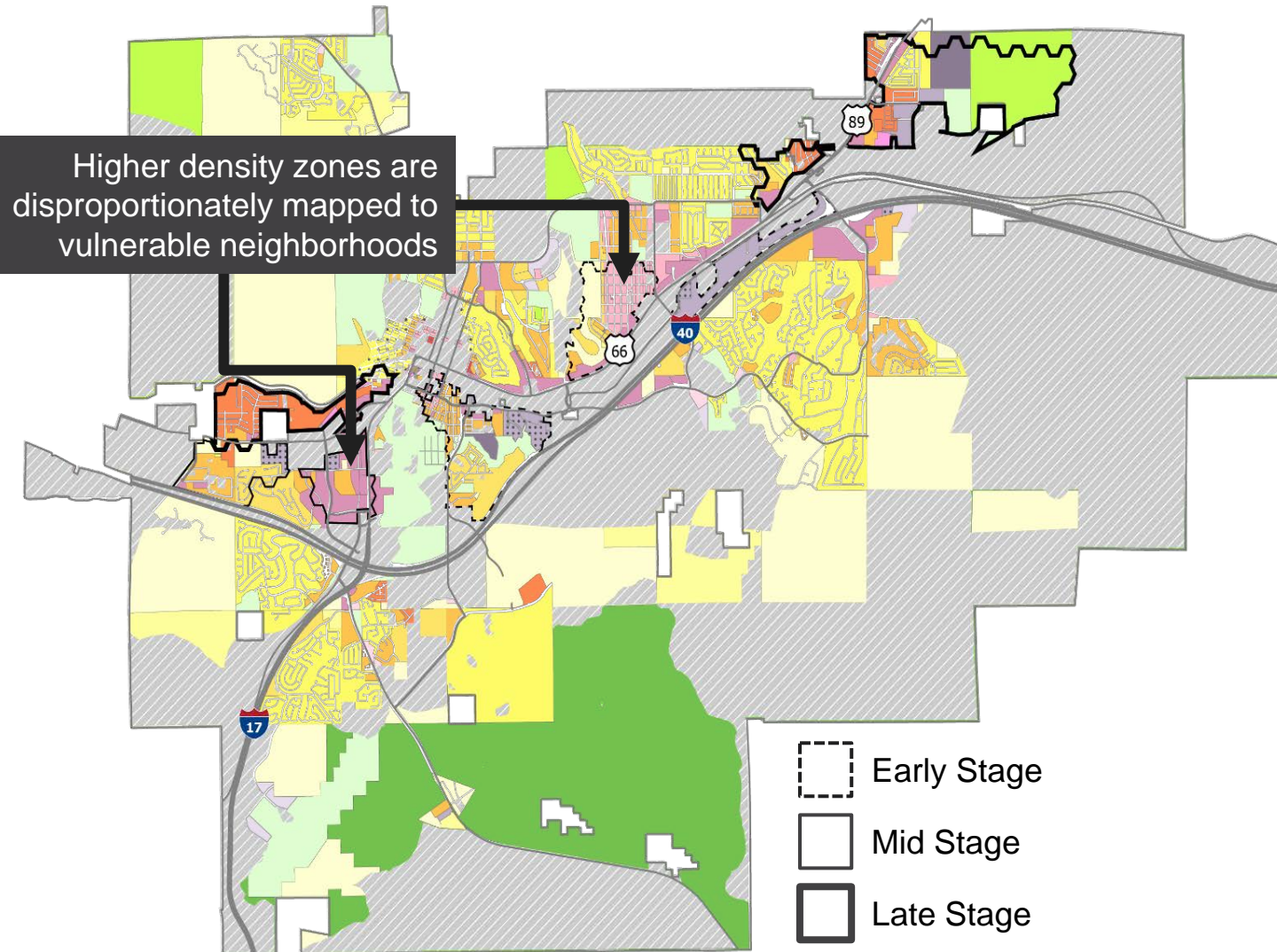
Where are the households that are vulnerable to displacement if housing production does not keep pace?



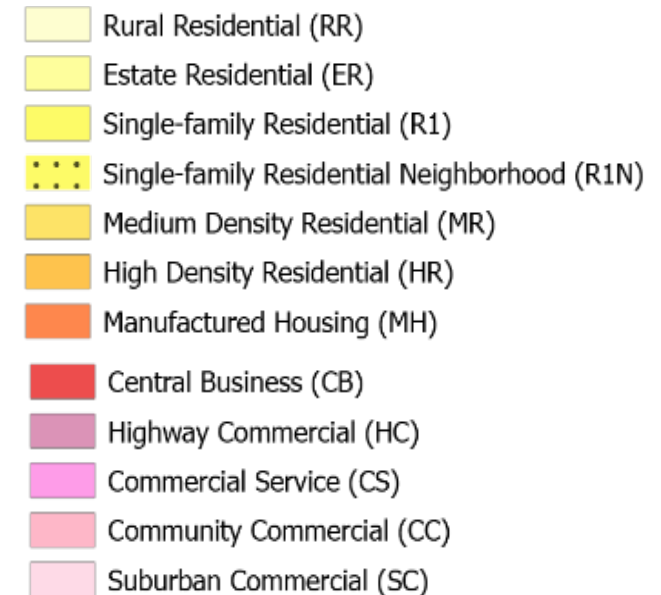
- Displacement risk evaluated using demographic and housing data
- Housing production has been found to prevent displacement
- New housing supply is needed both inside and outside vulnerable neighborhoods

CONTEXT

Where are the households that are vulnerable to displacement if housing production does not keep pace?



- If lower density zones do not keep pace with demand, this may shift demand to higher density zones
- To mitigate displacement, focus on reducing barriers to housing production and diversity in all zone districts.



Overview of Major Barriers and Issues

CITYWIDE ISSUES

- **Review Procedures.** Zoning map amendment and subdivision review process are deterring development and slowing the pace of housing production.
- **Affordable Housing and Sustainable Building Incentives.** Incentive programs are not economically compelling and undercut by other provisions.
- **Resource Protection.** The RPO is not optimized to balance housing production goals with environmental goals.
- **Minimum Parking Requirements.** Critical barrier to housing affordability, development feasibility, and climate goals for higher density housing in transit-served areas.
- **High Occupancy Housing.** Requiring a conditional use permit and other specific development standards are a critical barrier to high density housing.

ZONE-SPECIFIC ISSUES

R1/R1N

Low density and restrictions on housing type are inconsistent with housing and climate goals.

MR

Higher density allowance needed to encourage smaller, more affordable units.

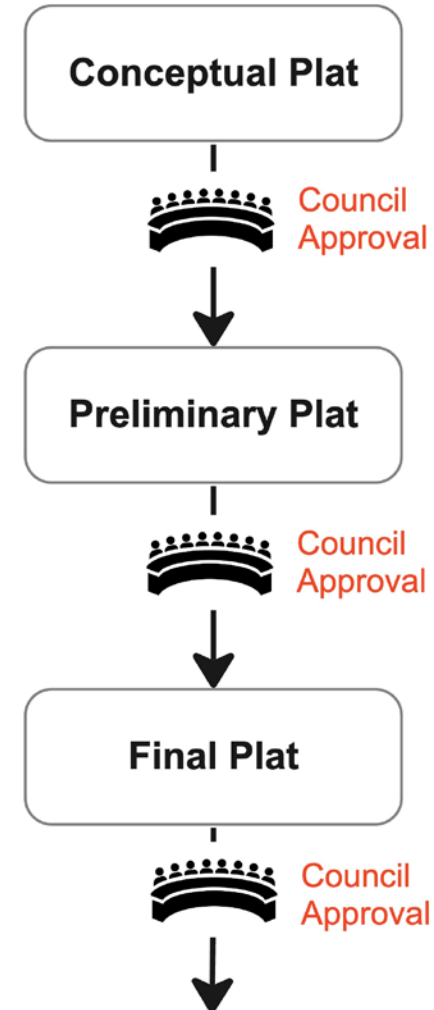
COMM. ZONES

Could provide for the higher densities that support goals, but parking requirements and HOH regulations severely limit this potential.

Review Procedures: Zoning Map Amendment, Subdivision

The zoning map amendment and subdivision review processes are slowing the pace of housing production.

- Requiring a Development Agreement is unnecessarily complex, limits flexibility, and deters rezoning.
- Development Agreements often focus on addressing citywide needs that are difficult for one project to satisfy
- The Concept Plat phase of subdivision process adds unnecessary cost and delay
- City Council approval of all subdivisions adds unnecessary uncertainty, cost, and delay.



R1/R1N

Single-Family Residential Zone

- Minimum lot size and minimum street width standards limit achievable density.
- Infeasible to deliver housing affordable to moderate income families at R1 density level
- Restrictive use regulations and low density discourage “missing middle” housing.
- R1 density levels are inconsistent with the City’s climate goals.

max density

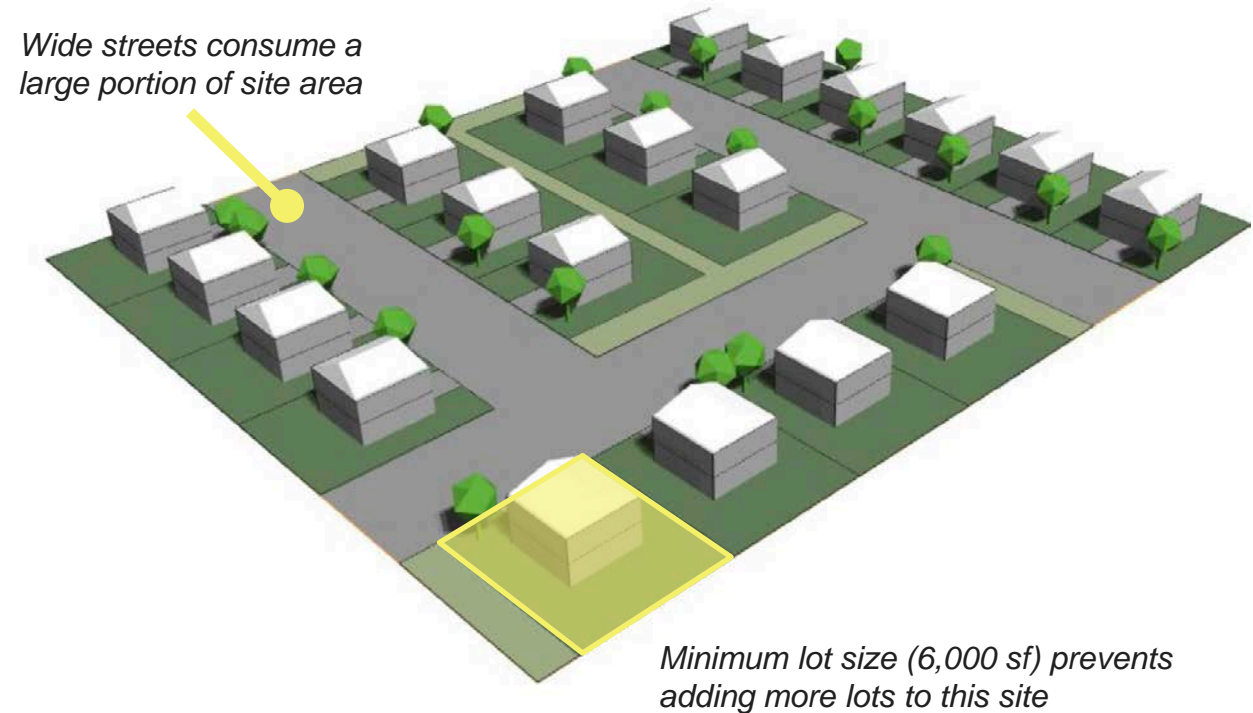
6.0

units per acre

achievable density

4.7

units per acre



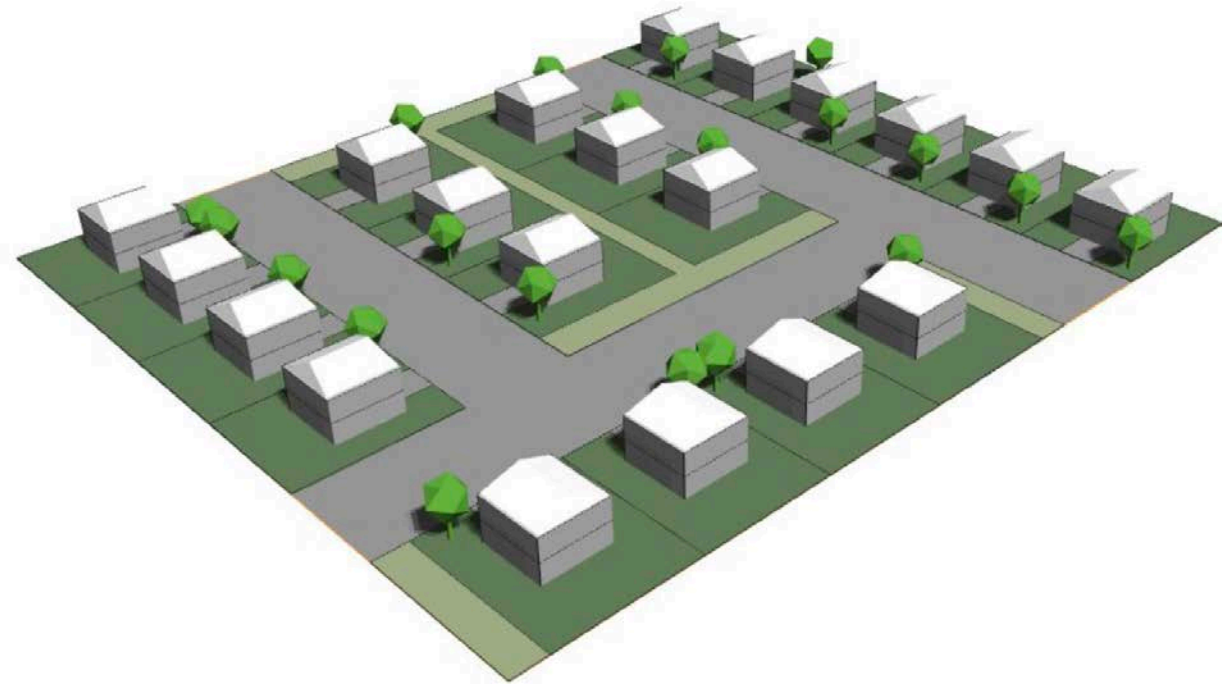
R1/R1N

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- Restrictive use regulations and low density discourage “missing middle” housing.
- R1 density levels are inconsistent with the City’s climate goals.

Min Feasible Price
\$942,800
for 2,000 sf unit

Min Household Income
275%
of Area Median Income



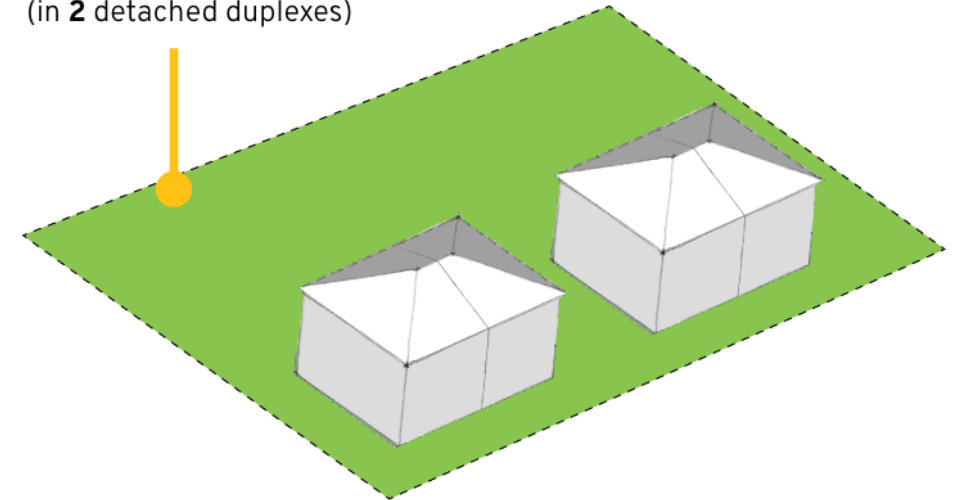
R1/R1N

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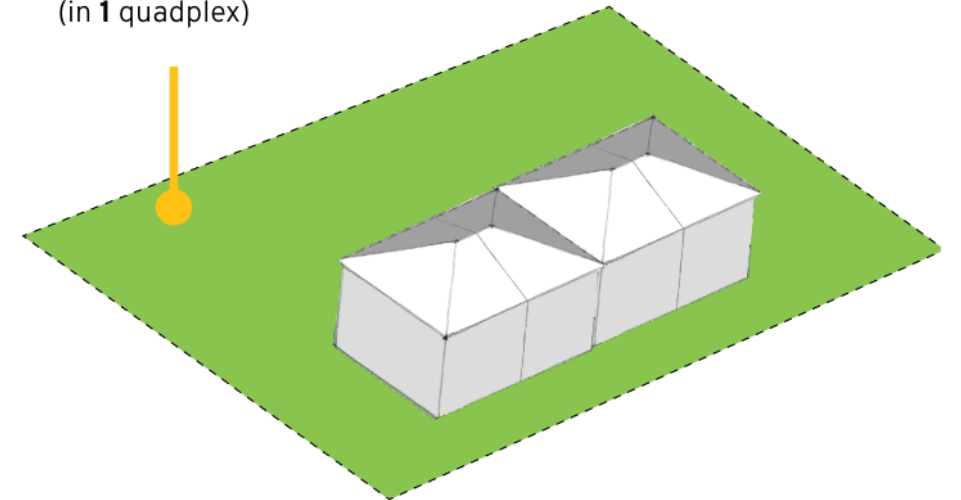
Allowed

4 Units
(in 2 detached duplexes)



Prohibited

4 Units
(in 1 quadplex)



R1/R1N

Single-Family Residential Zone

- Minimum lot size and minimum street width standards limit achievable density.
- Infeasible to deliver housing affordable to moderate income families at R1 density level
- Restrictive use regulations and low density discourage “missing middle” housing.
- R1 density levels are inconsistent with the City’s climate goals.

max density

6.0

units per acre

transit-supportive density

8-15

units per acre



MR

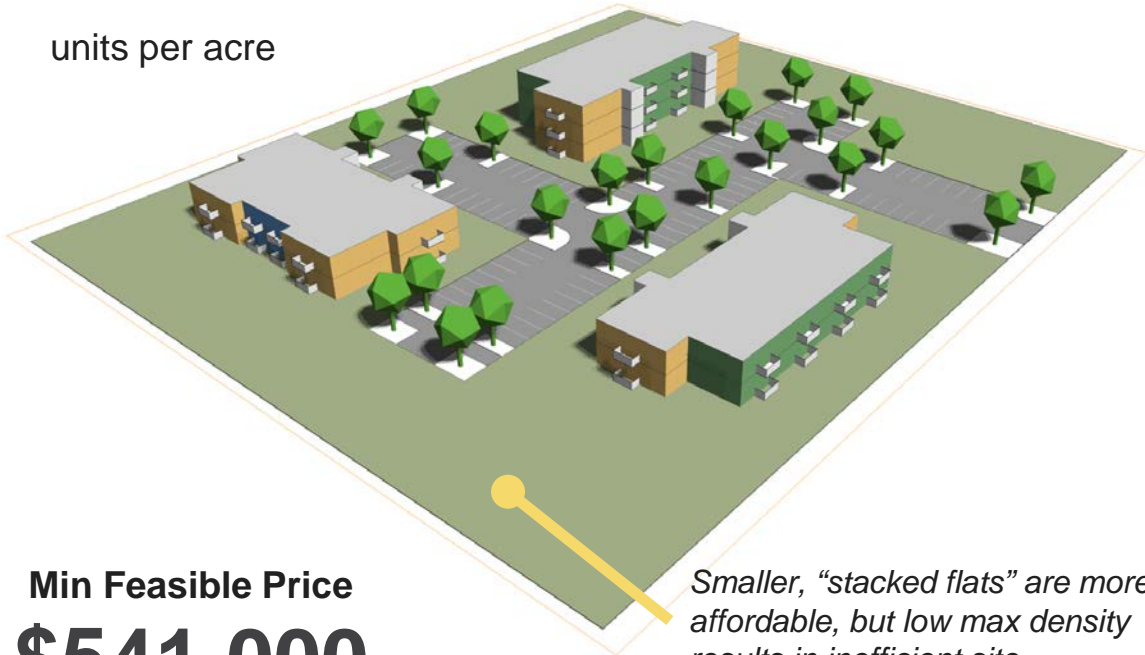
Medium Density Residential Zone

Variety of housing types allowed, but max density encourages larger, more expensive units.

Density

14

units per acre



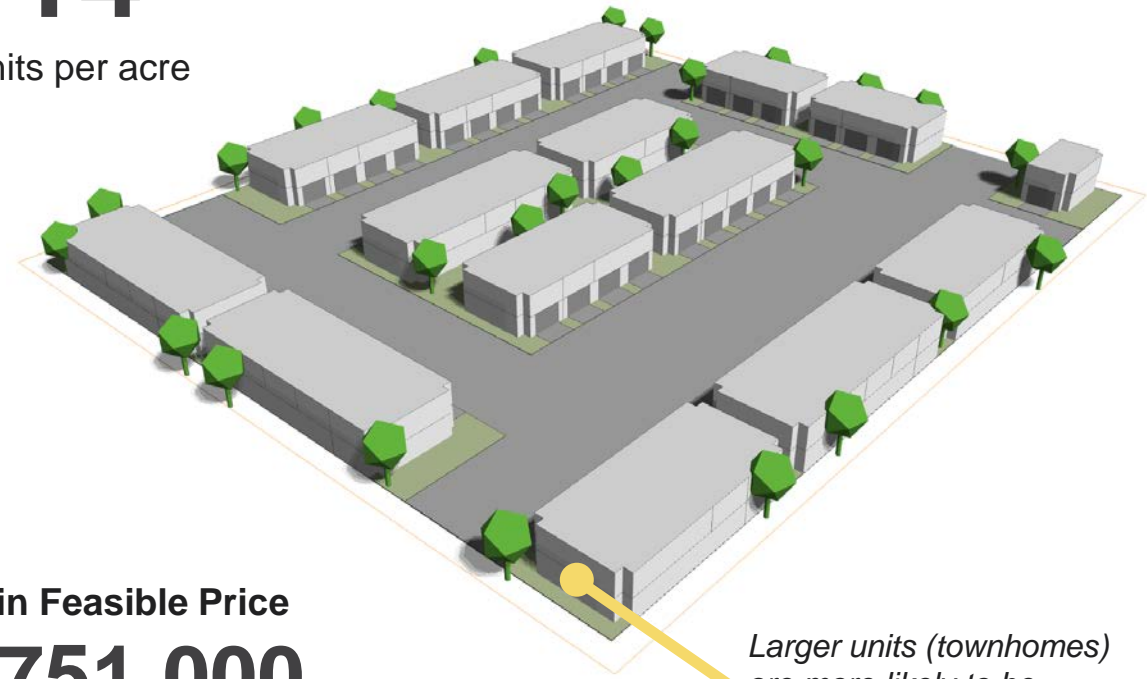
Smaller, "stacked flats" are more affordable, but low max density results in inefficient site

Min Feasible Price
\$541,000
for 880 sf unit

Density

14

units per acre



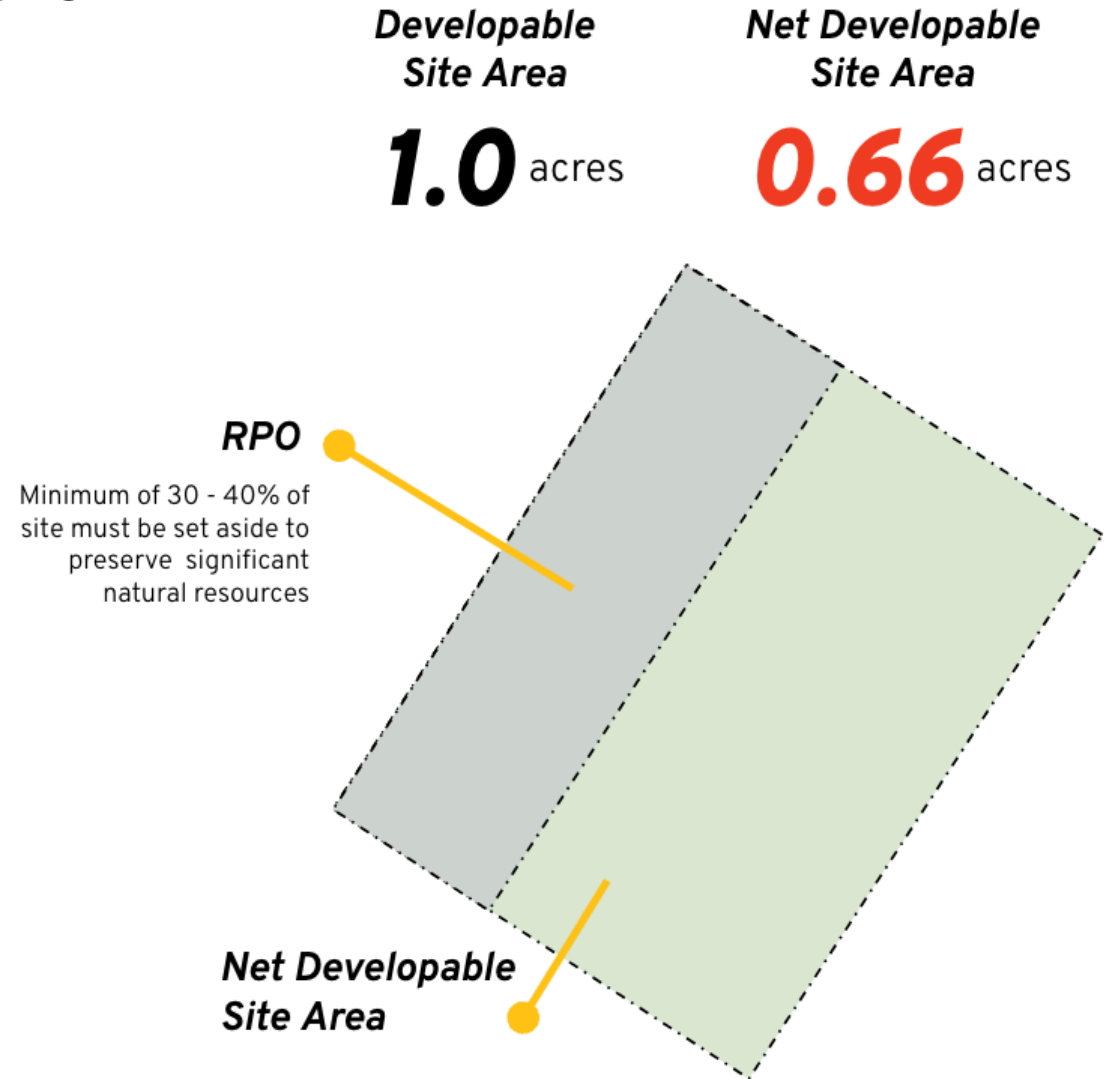
Larger units (townhomes) are more likely to be developed at this density

Min Feasible Price
\$751,000
for 1,660 sf unit

Resource Protection Overlay Zone

The RPO is not optimized to balance housing production goals with environmental goals.

- Requires a large share of resources to be preserved on each site
- Does not allow forest and slope resource areas to be contiguous
- May increase fire risk due to proximity of residential structures to forest resources
- Limits density below the base zone in addition to requiring preservation areas



Resource Protection Overlay Zone

The RPO is not optimized to balance housing production goals with environmental goals.

- Requires a large share of resources to be preserved on each site
- Does not allow forest and slope resource areas to be contiguous
- May increase fire risk due to proximity of residential structures to forest resources
- Limits density below the base zone in addition to requiring preservation areas

Max. Density

14.0

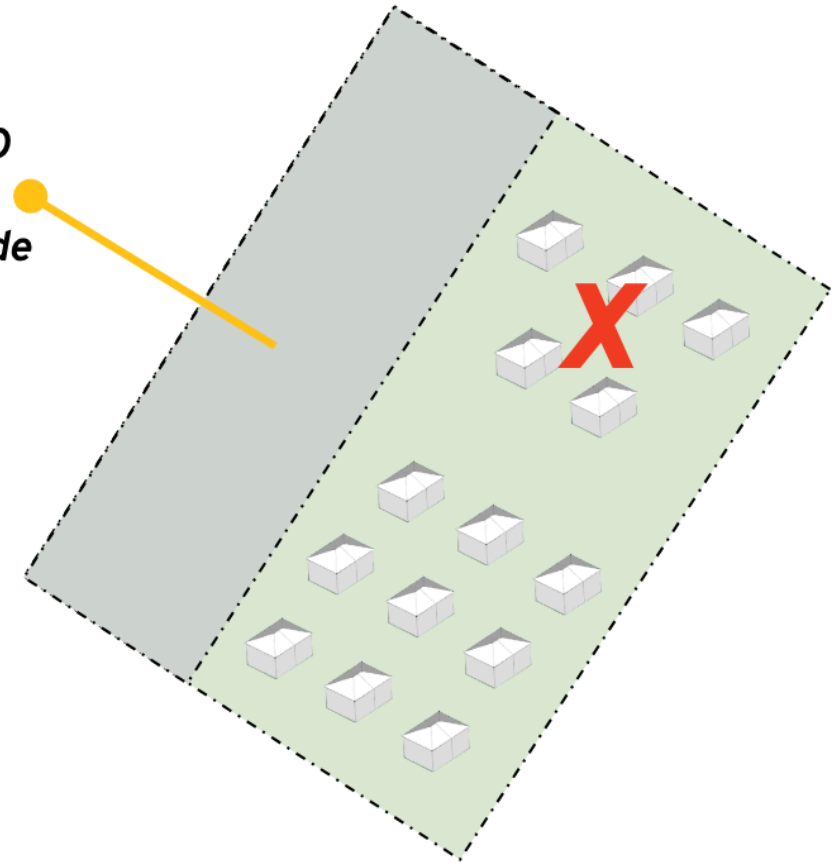
units per acre

*Max. Density
in RPO*

9.0

units per acre

*RPO
Set
Aside*

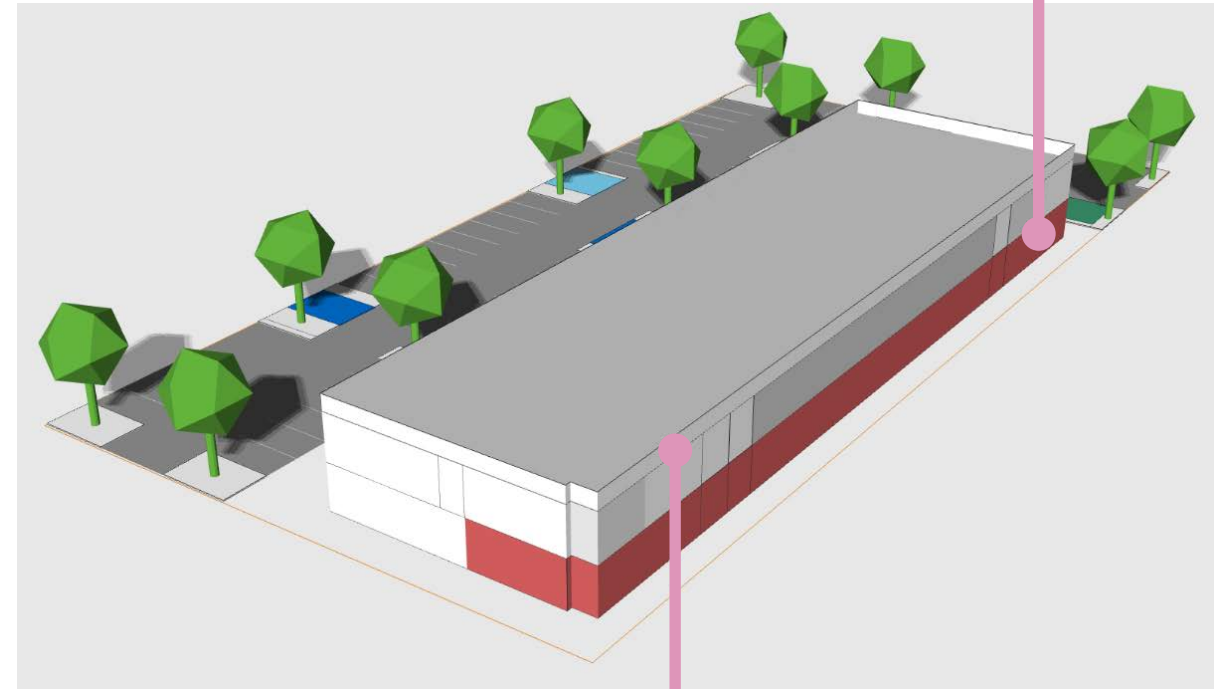


Commercial Zones

The code makes it challenging to build high-density housing in commercial zones

- Low maximum density (29 units per acre) is a critical barrier to lower cost housing and encourages an inefficient use of land.
- Requiring a CUP for a residential projects is not the most effective approach for balancing the desire for commercial uses.

Large amount of ground floor commercial space required unless applying for a conditional use permit



Density

29

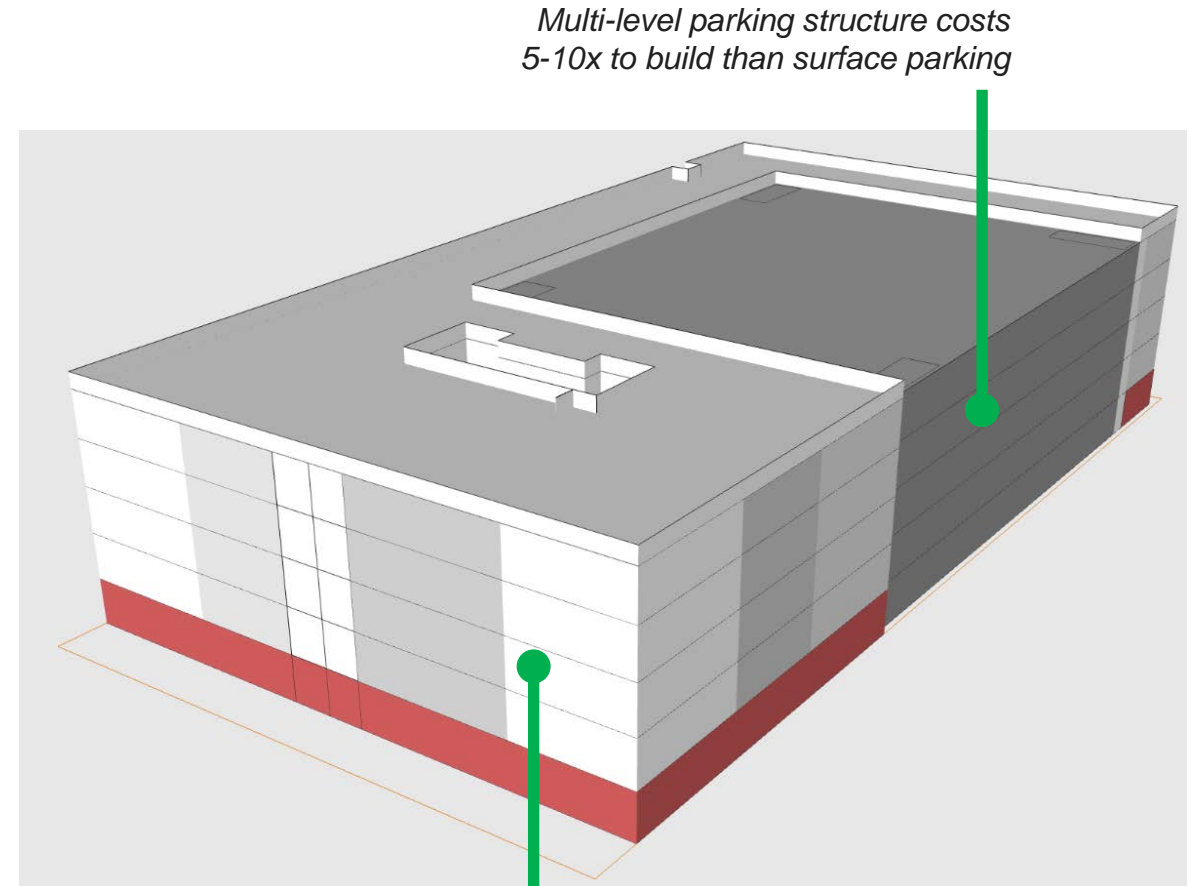
units per acre

Density is maximized with only a two-story building unless applying for a conditional use permit for HOH.

Minimum Parking Requirements

Parking requirements are a critical barrier to housing and climate goals for high density housing in transit-served areas.

- Multi-level parking structures are costly and infeasible on smaller sites. Lower cost parking solutions are infeasible at higher densities.
- Higher greenhouse gas (GHG) emissions due to embodied carbon in concrete parking structures.
- Recent research has found that high parking requirements may directly encourage higher vehicle ownership.



Multi-level parking structure costs 5-10x to build than surface parking

Min Feasible Rent
\$3,880
for 780 sf unit

Wrapping the units around a parking garage results in large structures that do not fit on small sites

High Occupancy Housing Regulations

The Conditional Use Permit requirement for high density housing in commercial zones is deterring infill development.

- The CUP process raises uncertainty and risk of denial, deterring investment
- Dilute the effectiveness of the Affordable Housing and Sustainability Incentives
- Nullify the benefits of the Transect Zones
- Some standards add unnecessary costs, complexity, and equity concerns for multi-family housing.



HOH was implemented in response to large multi-family projects.



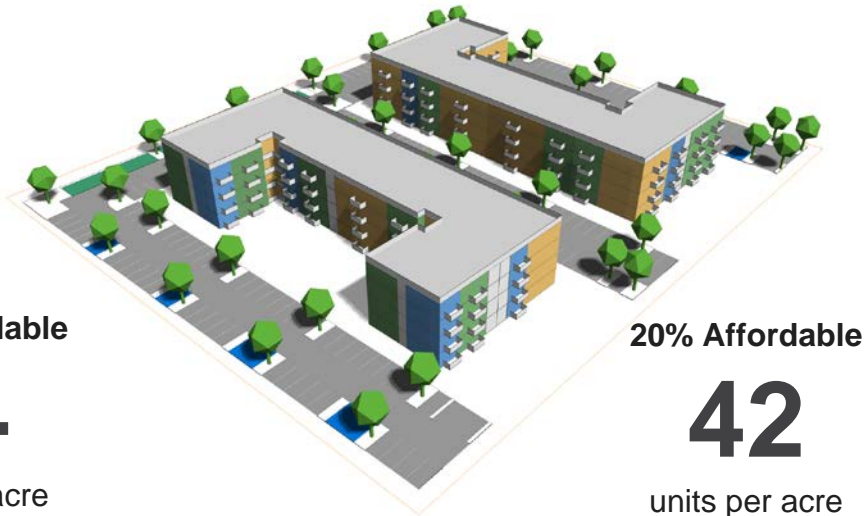
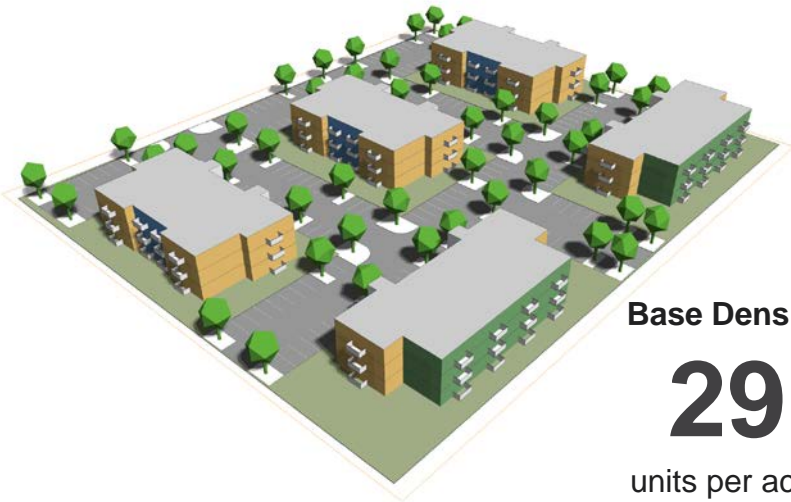
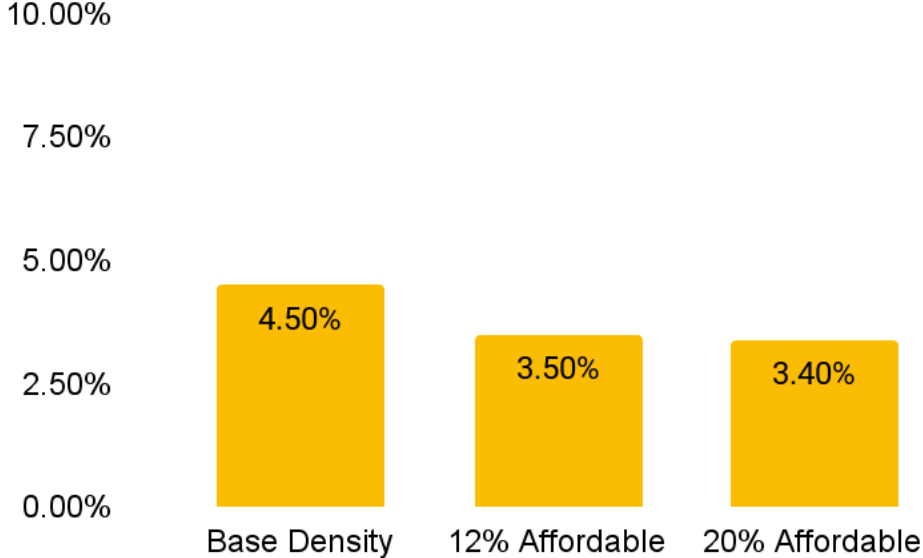
But also applies to this 12-unit condo building

CITYWIDE
ISSUE

Affordable Housing Incentives

- The costs of providing affordable units outweigh the benefits. Modeled financial returns were lower for projects that used the incentives, despite higher densities.
- There are alternative pathways to achieving similar benefits, diluting the relative value of the incentives.

Internal Rate of Return



Sustainable Building Incentives

Some sustainability features could be required, and others lack compelling incentives.

- Features such as water resource protection and electric vehicle charging may be more appropriate to require for most developments.
- All-electric buildings are essential to the City's carbon neutrality goals, **but many developers continue to build dual-fuel (electric/gas) projects.**
- Density bonus is not a compelling incentive for many projects because it is too low or not achievable while complying with other standards.



Tensions with Other Policy Goals

Addressing these barriers may require reconciling tensions with the City's other policy goals.

- The report identifies these six policy goals as potentially impacted by addressing these code barriers.
- Strategies for reconciling tensions with these policy goals will be evaluated in the Code Concepts and Code Recommendations reports.



**Community
Character and
Design**



**Infrastructure
Sufficiency/Funding**



**Historic
Preservation**



**Parking
Management**



**Resource
Protection**



Public Involvement

5. CODE DIAGNOSTIC KEY FINDINGS:

Engineering, Transportation Impact Analysis, and
Fire Access Standards

Stakeholder Comments - Examples

Some elements of current WSIA and TIA processes can be barriers to development.

- The requirement to conduct WSIA and TIA is often premature in the development process, requiring significant at-risk investment.
- There is an over-reliance on individual projects to fund transportation infrastructure versus a more reliable funding mechanism through the use of impact fees

Desire to allow narrower streets and alternative sidewalk and planter strip designs.

- Noted that it has been difficult to obtain City approvals for modifications to the base road designs.

WSIA Process:

- Costly and required for most developments
- In some areas of the City, existing infrastructure may have known issues – old and undersized mains in downtown (and the potential for developers to be required to take on broader improvements) discourages dense infill and redevelopment that might be desired in downtown.

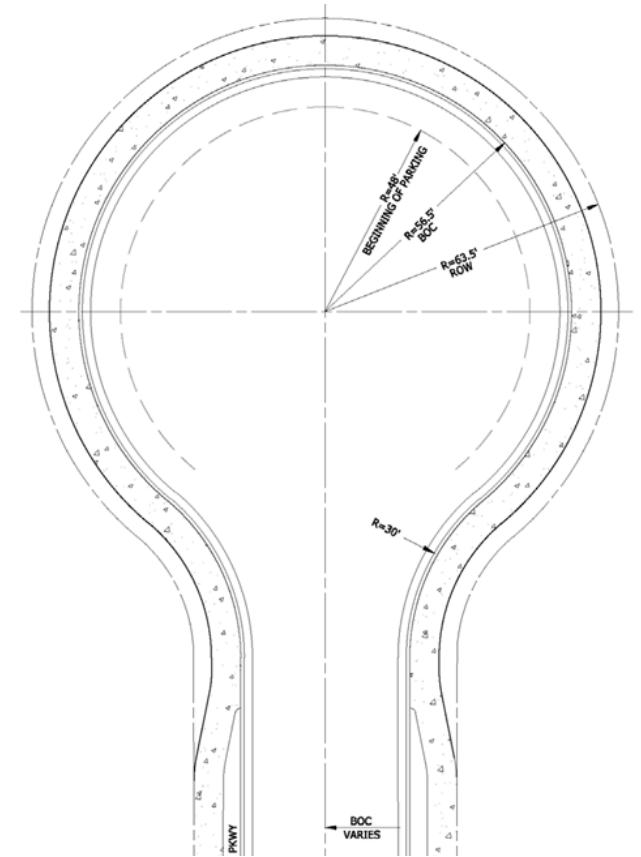
Flow Metrics:

- Metrics for assuming water and sewer demand in Tables 13-09-002-01 and 13-09-003-02 are from 1980 and may be overly conservative to actual use.

Transportation and Access

Code Issues

- **Street Cross-Sections** are wide, complex, and stakeholders have noted them to be highly prescriptive
- **Winter Parking Ordinance** leads to off-street parking, even when streets are designed to accommodate parking
- **Cul-de-Sacs** are commonly used and generally an inefficient development pattern
- **Setbacks on Alleys** conflict with the benefits of alleys promoting building-forward, pedestrian-oriented neighborhoods. The setbacks are wider than needed yet often not wide enough to accommodate parking
- **Driveway standards for multi-family development** are the same as for commercial development, triggering large driveway and parking areas that may be over-built for small (3-4 unit) projects.



TIA Requirements

Potential Issues

- Developers may decrease number of units to avoid triggering TIA thresholds if known off-site liabilities exist, reducing housing supply
- Concern about equity amongst development projects – standardized impact fees could help resolve this

6. CODE DIAGNOSTIC KEY FINDINGS:

Building Code

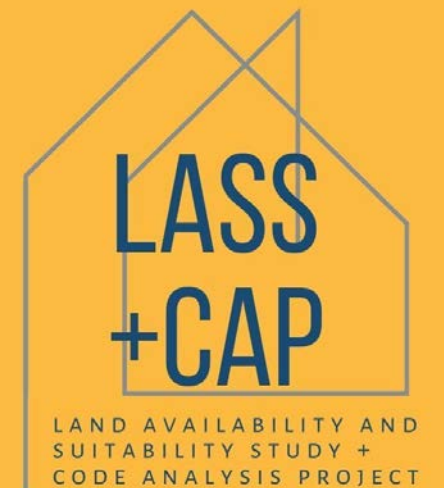
- **Affordable Housing and Construction Costs.** Building codes have a minor role in current escalations in construction costs. Research supports current drivers of higher cost are tied to labor, supply chain disruptions, higher financing cost and demand.
- **Adaptive Reuse.** Complex and highly variable issue that will vary project-by-project. A multitude of codes are triggered that typically challenge a project's viability.
- **Sustainability.** Misalignment between stakeholders and city goals. Sustainability is seen by the development community as a nice-to-have, expensive, non-critical feature. **Education on actual costs and benefits is needed to inform this narrative.**
- **Carbon Neutrality.** Need to elevate building performance beyond code through energy and water efficiency. There is no path to carbon neutrality without renewable energy. Policies needs to align with changes in market such as grid decarbonization.
- **Incentives.** City housing and sustainability incentives are not enticing to overcome financial barriers. Requires a suite of local, state and federal and utility incentives.

7. NEXT STEPS

KEY DATES

Code Concepts Report

- **January 22, 2025:** Planning and Zoning Commission
- **January 23, 2025:** Housing Commission
- **January 23, 2025:** Sustainability Commission
- **February 4, 2025:** City Council Update on Code Concepts
- **February 5, 2025:** Transportation Commission



5. QUESTIONS & DISCUSSION

**CITY OF FLAGSTAFF
STAFF SUMMARY REPORT**

To: The Honorable Mayor and Council
From: Sam Wiley, Resilience Hubs Specialist
Date: 12/31/2024
Meeting Date: 01/14/2025



TITLE:
Resilience Hubs: EPA Grant Update

DESIRED OUTCOME:

This is an informational update to the City Council and Flagstaff community.

Executive Summary:

The Flagstaff Regional Resilience Project (FRRP) received \$1 million in grant funding through the Environmental Protection Agency's (EPA) Environmental Justice Government-to-Government Program to enable the development of three pilot resilience hubs in Flagstaff. Staff will provide an informational presentation on the concept of resilience hubs, their operational framework, and their vital role in promoting community resilience. The presentation will outline the objectives and activities of the FRRP, detailing how this initiative addresses resilience in Flagstaff, what progress has already been made, and what is expected over the next three years.

This update aims to provide City Council and the Flagstaff community with a clear understanding of resilience hubs and their significance, alongside a comprehensive progress report on the Flagstaff Regional Resilience Project.

Information:

Staff will provide information on the following topics:

- Resilience Hubs
 - Definition and purpose
 - Operating modes
- Flagstaff Regional Resilience Project
 - Overview of EPA grant
 - Budget
 - Goals
 - Partners
- Resilience Hubs in Flagstaff
 - Activities across all three Hubs
 - Murdoch Center
 - Market of Dreams
 - CATs Mobile Hub
- Next steps
 - Advisory group
 - Timeline

Attachments: Resilience Hubs Annual Update 1/14/25

Flagstaff Resilience Hubs: EPA Environmental Justice Grant Update



Overview

1. EPA Grant Refresher
2. Operations Across All Three Hubs
3. Hub-Specific Updates
4. Where We're Headed Next



1: EPA Environmental Justice Grant Refresher



Flagstaff Regional Resilience Project

- Environmental Protection Agency (EPA) Grant
- \$1,000,000
- May 2024 - April 2027
- Goals:
 - Achieve meaningful environmental and public health results
 - Build robust partnerships within disproportionately impacted communities
 - Strengthen the implementation of meaningful approaches to environmental justice



What is a Resilience Hub?

A safe and inclusive space that enhances community well-being by connecting people to resources, fostering relationships, promoting preparedness, and uplifting existing community assets.



Everyday

Programs that engage, empower, and connect community members.



Response

Emergency and disaster response.



Recovery

Continued effort to heal communities post-disruption.

2: Operations Across All Three Resilience Hubs



Project Partners

Grant-Funded Hub Hosts

1. Southside Community Association
2. Sunnyside Neighborhood Association
3. Community Assistance Teams of Flagstaff



Business

- Superyard Farms

Academic

- Coconino Community College
- Flagstaff Unified School District
- Northern Arizona University

CBOs

- Friends of Flagstaff's Future
- Indigenous Circle of Flagstaff
- Native Americans for Community Action
- Terra BIRDS,
- Willow Bend Environmental Education Center

City of Flagstaff Partners

- Grants & Contracts
- Procurement
- IT
- Facilities
- Water Services
- Emergency Management
- Parks

Government

- Coconino County

Flagstaff Hub Operations

The hubs support the community through the three modes of operation – everyday activities, disruption response, and recovery efforts – by providing essential resources, services, and programs:

- **Sustainable Spaces:** Renovations are transforming hubs into inviting, functional, community spaces.
- **Resource Distribution:** Hubs will provide Ready-Set-Go evacuation kits, and DIY HEPA filter kits
- **Community Recovery:** Hubs will facilitate knowledge sharing and connections to local resources.
- **Air Quality Monitoring:** Improve access to real-time data to help residents decide when to stay indoors or seek cleaner air.
- **Clean Air Access:** Hubs will provide HEPA-filtered spaces during smoke events.

3: Hub-Specific Updates



The Murdoch Center

Activities:

- Workshops
 - Flood preparedness
 - Computer literacy
- **Demonstration Garden development**
- **Backup Power System development**
- Park renovations
- Juneteenth and other community events

**Activities in bold are funded by the EPA EJG2G Grant*



The Market of Dreams

Activities:

- Major building renovations
 - Community space
 - Market space
 - Commissary kitchen
- **HEPA filtration**
- Hosted their signature Stone Soup event
- **Developing ‘Sunnyside U’ workshop series**

**Activities in bold are funded by the EPA EJG2G Grant*



CATs Mobile Hub

Activities:

- New Outreach Bus
 - **Equipped with a comfortable seating space, solar-powered lighting and appliances, and a shower.**
- New fixed location
- **Expanded service schedule**
- Launched the 'CATs on Wheels' bike program

**Activities in bold are funded by the EPA EJG2G Grant*



4: Where We're Headed Next



Resilience Hubs Advisory Group

- **Meets quarterly** to connect and share information.
- **Guides, evaluates, and adapts** resilience hubs.
- **Identifies funding** to sustain and grow the project.
- **Recommend inclusive City decision-making** for resilience and justice.
- **Ensures accountability** to underserved communities and **uplifts** their priorities.



Next Steps



WINTER
2025

SPRING
2025

SUMMER
2025

FALL
2025

WINTER
2026

SPRING-
SUMMER
2026

Publish Resilience Hubs
Website



Murdoch Center
Upgrades



Distribute Ready-Set-Go
Kits



Install PM2.5 Air
Quality Monitors



Project Updates to
Council



Inclusivity & Justice
Recommendations to Council





Questions?

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sam.wiley@flagstaffaz.gov

