

PLANNING FOR THE CITY OF FLAGSTAFF: HIGH OCCUPANCY HOUSING SPECIFIC PLAN

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Abstract

The City of Flagstaff offers a high quality of life and is a very desirable place to call home. Due to a growing population and corresponding development, Flagstaff has been transforming from a quaint mountain and college town to a relatively small vibrant city, while trying to maintain a small-town identity. However, many members of the community strongly affirm Flagstaff is losing its sense of community and character resulting in some anti-growth sentiment.

Similar to other highly livable college communities, the City of Flagstaff is seeing an increase in both the student and general populations, very low vacancy rates, and challenges with addressing neighborhood concerns related to current and proposed off-campus student housing development. Due to a combination of pent up demand, constrained supply and 2011 changes to the Zoning Code to promote mixed use development, interest in large multifamily housing projects has grown (City of Flagstaff, Comprehensive Planning, 2016), specifically high density apartment complexes for NAU students. In order to address community backlash related to off-campus student housing, a NAU and City of Flagstaff Internal Work Group, Student Housing Action Plan (SHAP), was formed in 2015. Recommendations from the SHAP led to the local government embarking upon a High Occupancy Housing Specific Plan in 2016. The purpose of the plan is to help provide solutions for issues and community concerns such as location and design of high density housing, affordability, traffic, parking, and congestion, as well as sustainability and resiliency while implementing the practices of smart growth.

Since the inception of this project, City staff and the community have been looking for ways to improve how high occupancy housing will develop in the future. As of May 2017, the City of Flagstaff held four phases of public involvement that will inform policy development. These phases included Community Cafés, Open House Meetings, Focus Groups and a Policy Workshop. During the summer of 2017, the public will have the opportunity to give feedback on the High Occupancy Housing draft plan that will eventually be voted on by the Planning and Zoning Commission and the City Council, likely by the end of 2017.

Letter of Significant Contribution



City of Flagstaff

3 July, 2017

To Whom It May Concern:

Neala Krueger began an internship with the City of Flagstaff's Comprehensive Planning program in May 2016. At that time, the program was just beginning to work on the High Occupancy Housing Plan. The project was generated by a Student housing Action Plan approved by the Flagstaff City Council as a way to examine how mid-rise buildings and buildings with high occupancy rates could be defined and their development better managed to meet the goals of the Flagstaff community.

Ms. Krueger's role in the process was to design and carry out research peer communities facing similar circumstances across the U.S., to assist with gathering and presenting information about Flagstaff's conditions to the public, and to assist in the design, advertisement and facilitation of a variety of public meetings. Throughout this process, Ms. Krueger provided valuable insights into how the research she conducted and the community concerns and values that were shared could inform the process.

Based on the research she conducted, Ms. Krueger developed and implemented an overlay analysis of the City to determine the readiness of sites for the development of HOH. She also evaluated the potential future sites that could support it as a basis for considering changes to the City's current policies.

In addition to her research and analysis, Ms. Krueger helped present information about HOH and facilitate discussion at World Café meetings, open houses, focus groups, policy workshops, and she assisted in conducting stakeholder interviews. She has had a unique opportunity to participate in the planning and execution of 11 public meetings in one year and to see the development of the process from listening and informing to collaboration. Ms. Krueger's work has been outstanding professionally and invaluable to the City's effort in this process.

Sincerely,

A handwritten signature in black ink, appearing to read "Sara Dechter".

Sara Dechter, AICP
Comprehensive Planning Manager

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Introduction

Flagstaff, Arizona is the largest city in Northern Arizona and county seat for Coconino County. Flagstaff is currently home to Lowell Observatory, The U.S. Naval Observatory, The United States Geological Survey (USGS) Flagstaff Station, Flagstaff Medical Center and Northern Arizona University (NAU). Flagstaff has a robust tourism sector given its proximity to Grand Canyon National Park, Oak Creek Canyon, the Arizona Snowbowl and historic Route 66. As such, Flagstaff is the regional economic hub and a desirable place to live, work, and attend college.

The City of Flagstaff's motto is "Service at a Higher Elevation" and is organized under a council-manager form of government. Per the U.S. Census, Flagstaff's 2016 estimated population is 71,656 (U.S. Census Bureau, Population Division, 2017) while Northern Arizona University's student population in Flagstaff is 22,134 (Arizona Board of Regents, 2017). Flagstaff has a land area of 64 square miles but an urbanized area of only 35 square miles (U.S. Census Bureau, Geography, 2017) due to land constraints. Based on the urbanized area, the 2010 U.S. Census reports the density of Flagstaff at 2,066 persons per square mile. Within the City limits, there are over 7,000 acres of State Trust Land, 40 percent of which has been identified as suitable for development, and approximately 60 percent has been identified for conservation and open space (City of Flagstaff, Comprehensive Planning, 2014). The majority of the remaining public undeveloped land is managed by the U.S. Forest Service.

Purpose

Given the City of Flagstaff's population growth inclusive of the continual increase in student enrollment at Northern Arizona University (NAU), there is not enough housing within the City to support the current and future populations. From 2010 to 2016, the City of Flagstaff's population grew by 9% (U.S. Census Bureau, Population Division, 2017) while NAU's Flagstaff enrollment increased by 26% during the same time period (Northern Arizona University, 2017).

Year	Flagstaff Population	Year Over Year % Change	NAU Flagstaff Enrollment	Year Over Year % Change
2010	65,870		17,529	
2011	66,083	0.32%	17,761	1.32%
2012	67,900	2.75%	18,292	2.99%
2013	68,122	0.33%	19,320	5.62%
2014	68,729	0.89%	20,134	4.21%
2015	70,088	1.98%	21,107	4.83%
2016	71,656	2.24%	22,134	4.87%

Figure 1: Flagstaff and NAU Population Growth (U.S. Census Bureau, Population Division, 2017), (Northern Arizona University, 2017)

High Occupancy Housing (HOH) is a term used by the City of Flagstaff to designate the style of mixed use, high density, and multifamily housing being proposed and constructed in Flagstaff (City of Flagstaff, Comprehensive Planning, 2016). High occupancy buildings are generally more than thirty dwelling units per acre and provide apartment or dormitory style housing. This type of building is allowed in all the commercially zoned property in Flagstaff. Figure 2 illustrates where high occupancy buildings are allowed and what complexes have been built or are in the proposal phase.

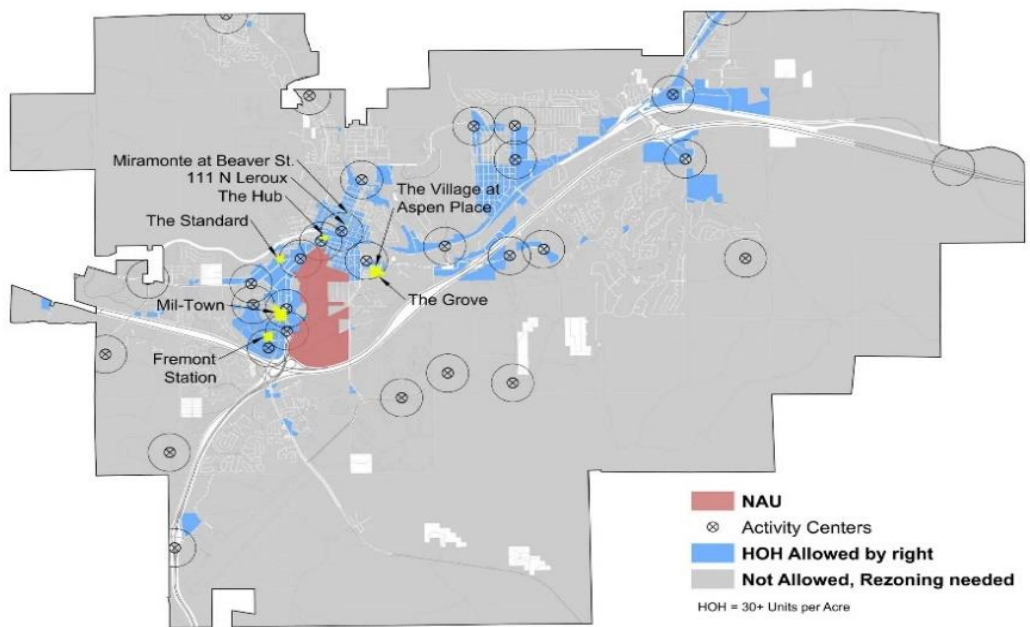


Figure 2: Flagstaff High Occupancy Housing Entitlements and Projects (Courtesy of the City of Flagstaff)

Southside, La Plaza Vieja, North of Downtown, and Sunnyside (Figure 3) are a few examples of neighborhoods where high occupancy housing buildings are permissible under current zoning. All the commercial zones in these areas allow buildings up to 60 feet in height, where most of the existing buildings are less than 35 feet in height.

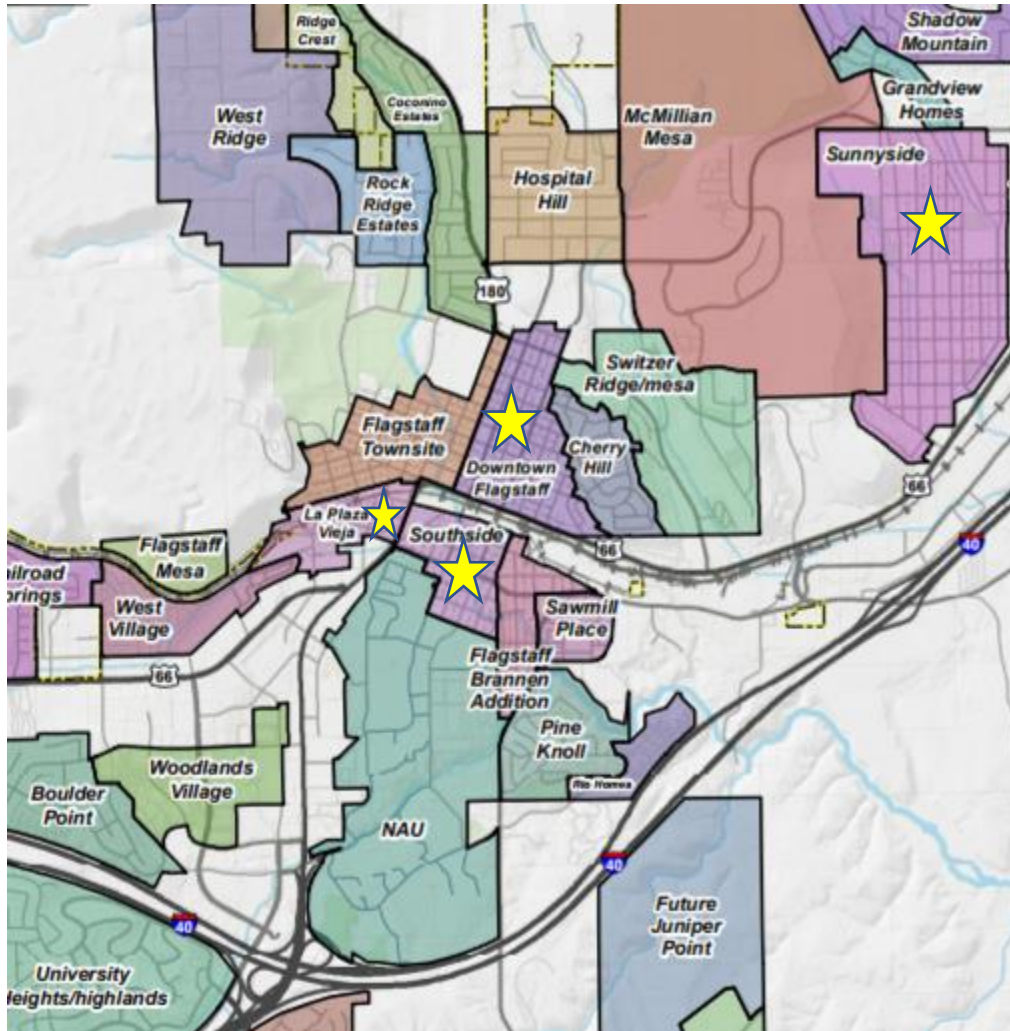


Figure 3: Flagstaff Neighborhood Map (not all inclusive) (City of Flagstaff, Geographic Information Systems (GIS), 2017)

On November 1, 2011, in a unanimous vote of approval, the Flagstaff City Council adopted a revised Zoning Code with an effective date of December 5, 2011. The 2011 code combines conventional zoning districts for most of the City with form-based districts for downtown and surrounding historic areas (Form-Based Codes Institute, 2017). The intent of the code is to promote sustainable development consistent with the Regional Plan and, through its form-based elements, foster transit- and pedestrian-oriented infill redevelopment. Because of

the limitations of Arizona statutes, the form-based code is an optional or parallel code with the underlying zoning remaining in place, but it includes numerous incentives to encourage its use. Flagstaff used the transect as its organizing principle for the form-based code. Flagstaff property owners have to opt-in to the transect zoning and waive their right to conventional zoning. Lower parking standards are the main incentive employed to encourage use of the transect zones over conventional zoning.

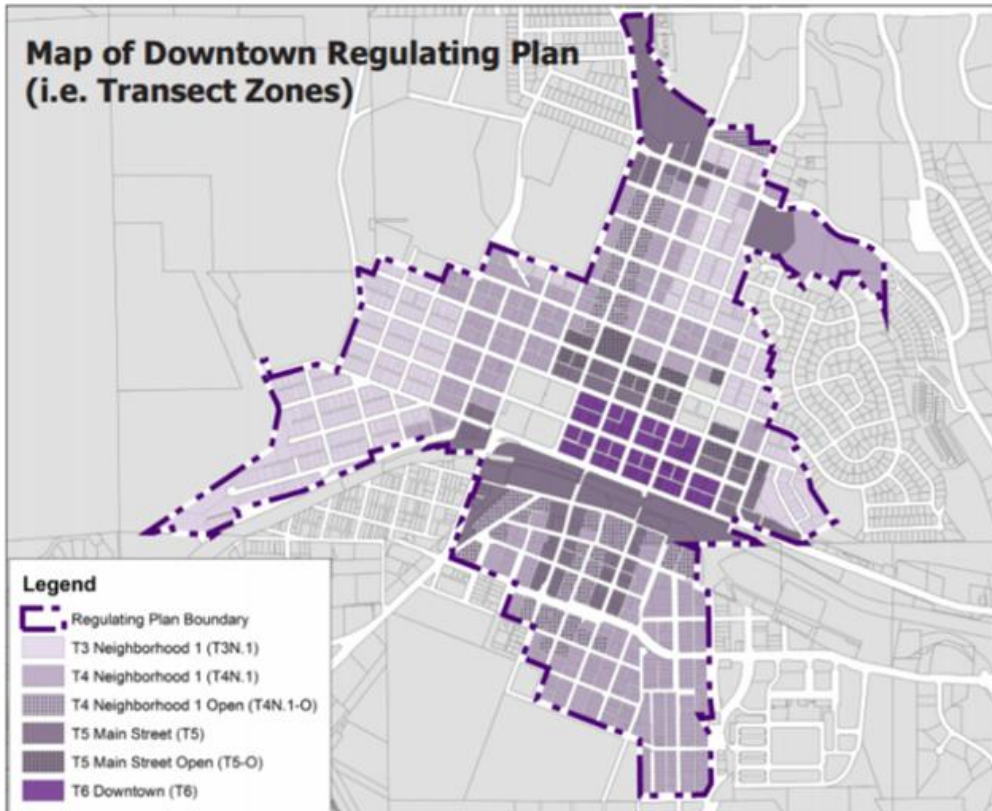


Figure 4: Flagstaff Transect Zones (Courtesy of the City of Flagstaff)

Fast forward to 2016 and the form-based code implemented in Flagstaff is under intense scrutiny by the community first and foremost due to new high occupancy development within the Downtown Regulating Plan. While the current zoning code allows for higher density within certain parts of the City, new as well as proposed high occupancy development has resulted in anti-growth sentiment amongst a subset of the Flagstaff population. Generally speaking, the community affiliates high occupancy housing with developments such as the Hub, which is currently under construction. This development, marketed to students, will eventually comprise 591 beds located above and behind approximately 14,096 square feet of commercial uses on approximately 2.39 acres near the intersection of Mike’s Pike and Phoenix in the

Historic Southside Neighborhood (City of Flagstaff, Current Planning, 2016). As a result of community backlash against the Hub and other high occupancy off-campus student housing, a Student Housing Action Plan (SHAP) External Work Group was formed.

Problem

The basis for the work on High Occupancy Housing Plan comes from the Student Housing Action Plan (SHAP) External Work Group. "Develop a specific plan for high occupancy housing that implements Policy NH.1.7. *Develop appropriate programs and tools to ensure the appropriate placement, design, and operation of new student housing developments consistent with neighborhood character and scale.*" However, the City has since determined that not all student housing is problematic and that the actual issue is mixed use housing development that surpass the traditional high-density housing project in Flagstaff. Currently, these projects are built for and marketed to NAU students. However, Flagstaff's relatively high population growth, few reasonably priced rental vacancies, and excessive cost of housing compared to the area median income (AMI) (Center for Neighborhood Technology, 2003-2017) is holistically impacting the City of Flagstaff, not just the student population. That said, the primary need for a High Occupancy Housing Plan is the lack of housing within the City to support the current and future populations. As such, the City of Flagstaff Comprehensive Planning program states the overarching problem to solve for as,

How might the City promote viable options to increase density and provide more affordable and diverse housing choices, while at the same time continue to enhance the character of the City that is important to all?

Literature Review

Smart Growth

As a result of increasing urbanization and revitalization, spatial planning policies advocate densification, infill, and mixed-used development that, in turn, alleviates development pressure on greenfield land at the urban edge or outskirts. The American Planning Association (APA) identifies smart growth "as that which supports choice and opportunity by promoting efficient and sustainable land development, incorporates redevelopment patterns

that optimize prior infrastructure investments, and consumes less land that is otherwise available for agriculture, open space, natural systems, and rural lifestyles” (American Planning Association, 2012). A healthy local economy, a balance between jobs and housing that reduces the need for long commutes, and diversity in housing sizes, types, and costs, including adequate affordable housing, are all important to healthy and sustainable communities. Community design patterns and urban design elements that promote healthy living follow many of the principles of smart growth and sustainable development, as well as concepts related to design for active living. Smart growth is largely about retrofitting communities to offer more choices both in terms of housing types and prices but also in terms of transportation options. Form-based codes are aligned with smart growth and New Urbanist principles.

Form-Based Codes

Form-based codes are a method of regulating development to achieve a specific urban form. They strive to create an expected public realm by controlling physical form principally, and land uses secondarily, through city or county regulations (Form-Based Codes Institute, 2017). Form-based codes seek to restore time-tested forms and patterns of urbanism. They attempt to provide unity, efficient organization, social vitality, and walkability to our cities, towns, and neighborhoods. Form-based codes differ from conventional zoning in that land use is not the organizing or controlling factor.

A transect or geographical cross-section of nature was first conceived by Alexander Von Humboldt near the end of the 18th century (Center for Applied Transect Studies, 2017). A transect is a cut or path through part of the environment showing a range of different habitats. Scientists use transects to study the many symbiotic elements that contribute to habitats where certain plants and animals thrive. Human beings also live in various habitats of choice such as metropolitan areas, cities, suburbs, towns and farms. New Urbanists have applied the principle of the natural transect to describe a range of environments that can be arranged from the most natural to the most urban as illustrated in Figure 5. Transect zones are an organizing principle

for form-based codes.

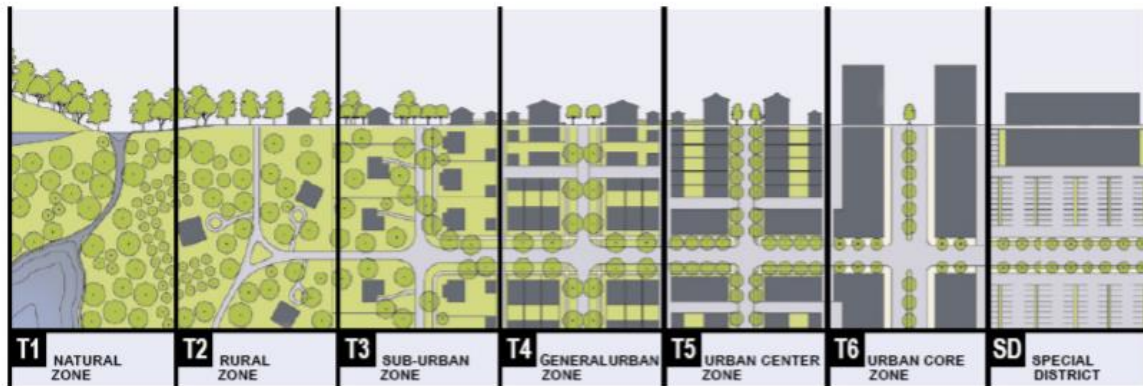


Figure 5: A Typical Rural-Urban Transect with Transect Zones

The five main elements of form-based codes are the Regulating Plan, Public Standards, Building Form Standards, Administration and Definitions (Form-Based Codes Institute, 2017). A Regulating Plan is a plan or map of the regulated area designating the locations where different building form standards apply. Public Standards specify elements in the public realm such as sidewalks, travel lanes, on-street parking and street trees. Building Form Standards are regulations that control the features, configurations, and functions of building that define and shape the public realm. Administration or a clearly defined and streamlined application and project review process is another component of form-based codes. A glossary is needed to ensure the precise use of technical terms. Additional optional elements of form-based codes include Architectural Standards, Landscaping Standards and Signage Standards. Furthermore, Environment Resource Standards are regulations controlling issues such as storm water drainage and infiltration, development on slopes, tree protection, and solar access.

A primary objective of form-based codes is to provide walkability in our cities, towns, and neighborhoods. A pedestrian shed (ped shed) is the basic building block of walkable neighborhoods (Ped Shed, 2017). A ped shed is the area encompassed by the walking distance from a town, neighborhood or activity center. Ped sheds are often defined as the area covered by a 5-minute walk or about .25 miles. They are often drawn as perfect circles, but in practice



Figure 6: Sample Pedestrian Shed (Urban Insight, Inc., 2000-2017)

pedestrian sheds have irregular shapes because they cover the actual distance walked, not the linear distance. If people are going to walk, there must be places to walk to. Walkable neighborhoods have a variety of destinations and amenities within walking distance such as commercial and civic establishments and civic spaces or transit stops. Specifically, walking routes to grocery stores, schools, parks, restaurants, and retail are integral in a walkable community. Walkers don't like to take long detours, so routes from place to place should be relatively close to a straight line. That means small blocks and few or no dead ends. There are also plenty of alternate routes between any two places, which both reduce traffic bottlenecks and provide the variety that encourages walking (Ped Shed, 2017).

The fundamental component of cities and neighborhoods is the block (Urban Insight, Inc., 2000-2017). The block can enable a variety of living choices with various levels of density

and intensity. For a form-based code block, the Input equals Form and the Output equals Density. A form-based code encourages varied approaches to housing by promoting diverse housing choices and a range of building types with compatible form and scale. Many communities have a “Missing Middle” which is a range of multi-unit or clustered housing types compatible in scale with single-family homes (Urban Insight, Inc., 2000-2017). Missing Middle housing has the benefit of meeting the growing demand for walkable urban living.

Land Use and Affordability

Over the past three decades, local barriers to housing development have intensified, particularly in high-growth metropolitan areas (The White House, 2016, p.1). The accumulation of barriers including zoning and other land use regulations has reduced the ability of many housing markets to respond to growing demand. “Locally constructed barriers to new housing development include beneficial environmental protections or well-intentioned permitting processes or historic preservation rules, but also laws plainly designed to exclude multifamily or affordable housing “(The White House, 2016, p.2). As such, in spite of anti-development sentiment, local governments across the United States are adopting plans, policies, and revising zoning codes to address the affordability issues plaguing our nation. Affordable housing is commonly defined as housing for which the occupants are paying no more than 30% of their gross income for housing costs, including utilities, as defined by HUD. The Housing Development Toolkit released in September 2016, contains policy prescriptions for state and local jurisdictions “to promote healthy, responsive, affordable, high-opportunity housing markets” (The White House, 2016, p.3) including:

1. Establishing by-right development
2. Taxing vacant land or donate it to non-profit developers
3. Streamlining or shortening permitting processes and timelines
4. Eliminating off-street parking requirements
5. Allowing accessory dwelling units
6. Establishing density bonuses
7. Enacting high-density and multifamily zoning
8. Employing inclusionary zoning

9. Establishing development tax or value capture incentives
10. Using property tax abatements for affordable or transit-oriented development

Smart Housing

“Smart housing regulation optimizes transportation system use, reduces commute times, and increases use of public transit, biking and walking” (The White House, 2016, p.8). A preponderance of a metropolitan area’s commuters living far from work in search of affordable housing prevents infrastructure, including public transit, from being used efficiently and effectively. Smart housing regulation has the potential to close the gap between proximity and affordability. More residents with access to walking, biking and public transit options also means less congestion on the roads and overall reductions in traffic congestion, greenhouse gas emissions, and commute times.

This literature review addressed planning trends such as smart growth which is related to form-based codes as well as issues such as undersupplied housing markets resulting in an affordability crisis for a sizable percentage of the population. The aforementioned planning movements and issues are impacting many communities, including the City of Flagstaff. Flagstaff’s relatively high population growth, few reasonably priced rental vacancies, and excessive cost of housing compared to the area median income (AMI) (Center for Neighborhood Technology, 2003-2017) is holistically impacting the City of Flagstaff. Flagstaff’s High Occupancy Housing Plan strives to help provide solutions to these challenges.

Methodology and Implementation

Overview of Internship

As an intern at the City of Flagstaff, my objective, first and foremost, was to obtain hands-on planning experience at the local government level while leveraging my NAU education and skillset of market research, data analysis and information technology to assist the City in attaining its goals. I was an intern with Comprehensive Planning program focusing on the High Occupancy Housing Plan. The Comprehensive Planning team was comprised of a Planning Manager, Associate Planner, and two interns. The Comprehensive Planning Manager

was the project lead on the High Occupancy Housing Plan. However, the project was an interdisciplinary effort that included various departments at the City of Flagstaff and partners such as the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA), Flagstaff Metropolitan Planning Organization (FMPO), and Northern Arizona University (NAU). These stakeholders were part of a workgroup, the High Occupancy Housing Core Team. The Core Team delved into topics related to high density development; subject matters addressed include but were not limited to peer cities, land use and zoning, affordable housing, parking management, NAU on-campus housing and transportation, Flagstaff's 100-year water supply, environmental sustainability, traffic congestion and multi-modal transportation. As such, extensive work covered an assessment of current conditions, policy analysis, zoning code evaluation and internal and third-party data analysis. I was a member of the High Occupancy Housing Core Team and provided support to the Comprehensive Planning program and larger Core Team by preparing for and attending public meetings. Additionally, I helped create any relevant maps and answer questions posed by City staff or the larger community using GIS, policy research and data analysis methods.

High Occupancy Housing Scope of Work

The High Occupancy Housing scope of work and corresponding approach was finalized in May 2016 by the City of Flagstaff's Planning Department. The ultimate objective is the adoption of a High Occupancy Housing Specific Plan. Furthermore, the scope of the process includes revisions to the Regional Plan and relevant City policies and regulations, inclusive of the Zoning Code.

High Occupancy Housing Process

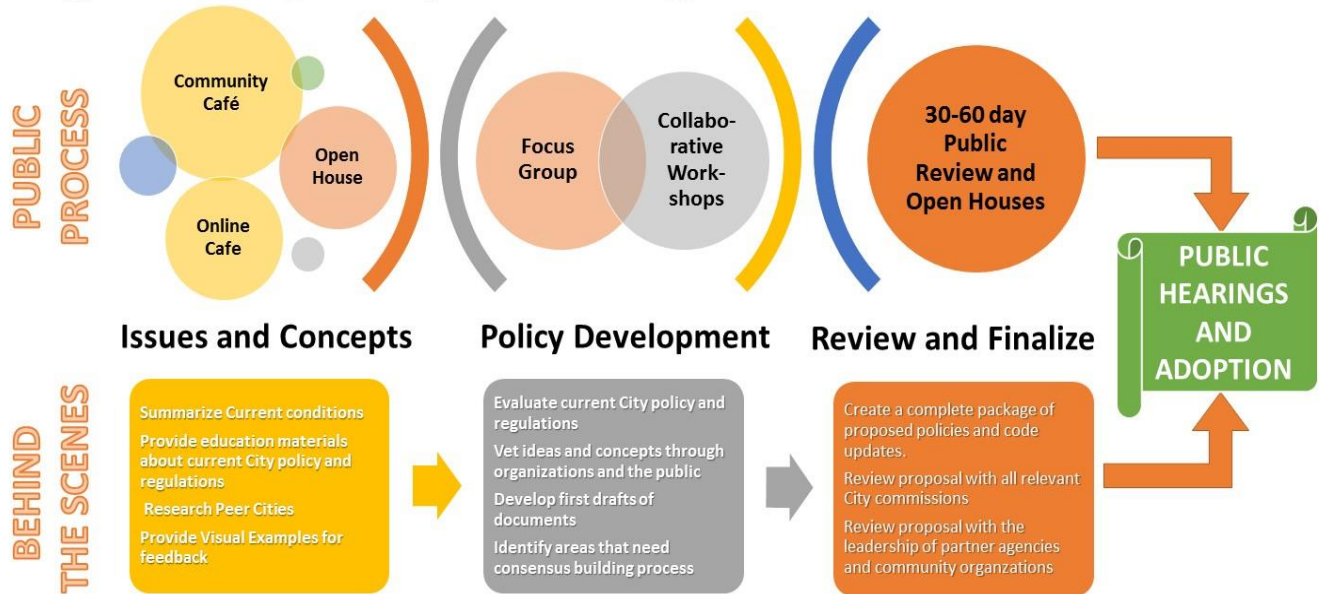


Figure 7: High Occupancy Housing Process (City of Flagstaff, Comprehensive Planning, 2016)

Peer Cities

Peer cities are cities that are experiencing similar trends or challenges. Identifying a city's peers can give needed context to policymakers and practitioners. Peer cities research was an important component of the High Occupancy Housing process and helped fulfill an ask by the Flagstaff community that we heard at the first phase of public meetings. The Flagstaff community sought to understand how other college towns were responding to growth and development particularly related to student enrollment, off-campus student housing, nuisance issues, and university relations.

Peer Cities Analysis

City staff researched twenty highly livable college communities by examining planning documents, policies, regulations, zoning codes, and third-party information. Staff also conducted personal interviews with planners and university liaisons from the identified peer communities. Based on findings, six focus cities were selected that are experiencing challenges and trends comparable to Flagstaff including growth, density, housing shortages and

affordability. The peer cities include: Ames, IA, Boulder, CO, Bozeman, MT, Corvallis, OR, Fort Collins, CO, and Tempe, AZ.

Flagstaff, AZ

The City has provided some solutions to challenges ranging from housing affordability to off-campus student conduct. In 2009, the Incentive Policy for Affordable Housing (IPAH) was created to encourage developments to commit permanently affordable housing units. A new Zoning Code, adopted in 2011, further implemented IPAH recommendations as did the Flagstaff Regional Plan 2030 adopted in 2014. Then, in 2015, a NAU and City of Flagstaff Internal Work Group, Student Housing Action Plan (SHAP), expanded NAU’s Code of Conduct off-campus. The factors that led to this started when the Great Recession suppressed the housing market but Flagstaff was still seeing significant population growth due to NAU enrollment. After the Grove was built, more developers began to explore the off-campus student housing market. Since 2014, 433 multifamily housing units were added and 8 additional projects are currently under review.

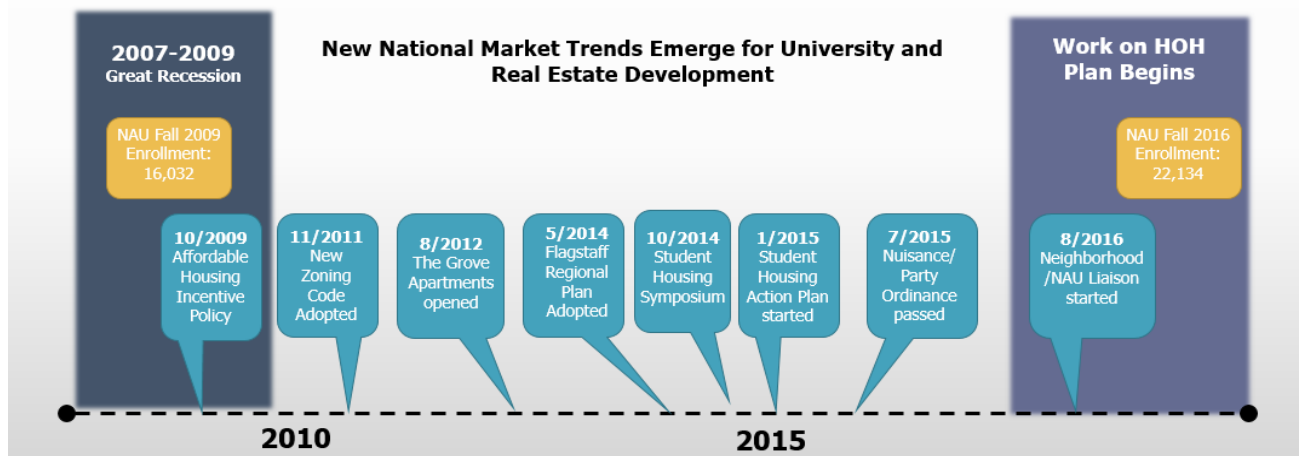


Figure 8: Recent History of Housing/Neighborhood Issues (Courtesy of the City of Flagstaff)

Ames, IA

Ames is a midwestern college town with a similar population size as Flagstaff and a student body that comprises over 50% of the residents. After years of stagnant enrollment, in 2010 student population at ISU surged by 8,000. Since then, the City has been unable to keep up with housing market demands in spite of the addition of 800 beds per year. High occupancy

housing has generally been constrained to Campustown commercial area, directly across from Iowa State University, but there has been significant redevelopment of small-scale apartments to high density. In light of development, City staff created a Residential High Density Matrix (see Appendix C) to help the City Council think about the context of each apartment development and how it aligns with Ames' General Plan policies and goals.

Boulder, CO

Boulder has a booming local economy, a compact downtown as well as a plethora of new comers. With little vacant land left in the city limits, most of Boulder's growth will occur through redevelopment. Twenty percent of new residential development is required to be permanently affordable for low - and moderate-income households as a result of an inclusionary zoning ordinance adopted in 1999. Boulder recently initiated 2016/2017 Housing Boulder Action Plan to help mitigate housing problems. The plan includes high-level objectives such as: addressing housing issues as part of their comprehensive plan update, developing a middle-income housing strategy, and preserving existing affordable housing.

Bozeman, MT

Similar to Flagstaff, Bozeman is the regional hub, county seat and surrounded by National Forests and Parks. Given the limited housing options outside of Bozeman, the City grapples with near-zero rental vacancy rates and soaring rents in the face of population growth, adding nearly 2,000 residents a year inside city limits. Bozeman's selected commissioners have tended, in recent years, to take a favorable view of higher-density housing developments and zoning changes to support them.

Corvallis, OR

Corvallis amended their Development Code and created a university neighborhood overlay (UNO) in December 2014. The UNO protects the character of neighborhoods within proximity of the OSU campus by limiting the scale of new development in proportion to lot size. Most recently, in June 2016, Corvallis completed an Urbanization Study in order to inform the community's land use needs and policies over the next 20-year planning period (2016-2036).

The four key components of the study include: Buildable Lands Inventory, Housing Needs Analysis, Economic Opportunities Analysis and Land Sufficiency.

Fort Collins, CO

“In 2010, during the planning effort of Plan Fort Collins, it was apparent there was and is a need to address the student/multifamily housing supply. Fort Collins has and is experiencing an increase in population, a limited supply of multifamily housing, very low vacancy rates, and challenges with addressing neighborhood concerns with proposed development projects. These factors drove the need for development of strategies to help facilitate adequate housing supplies while identifying the infill issues upon existing neighborhoods” (City of Fort Collins, 2013). As a result, the Student Housing Action Plan (SHAP) was adopted in 2013.

Tempe, AZ

While Flagstaff does not strive to be like Tempe, staff thought it important to understand how Tempe and ASU are managing growth and affordability. Furthermore, ASU and NAU are managed by the Arizona Board of Regents and both cities must adhere to state legislation. As of January 2012, Tempe had approximately 4% vacant land remaining, making new multifamily and/or residential development very difficult and expensive. Therefore, the City faces challenges in providing residents with a variety of affordable housing opportunities.

Key Findings

When comparing Flagstaff to peer cities, key findings include:

- A considerably higher percentage of students live on campus in Flagstaff.
- It is common for universities to have enrollment growth goals even in an undersupplied housing market.
- Housing and transportation costs are disproportionately high relative to wages in Flagstaff.
- Density is relatively low in Flagstaff.
- Flagstaff has more land already zoned for large mixed use buildings.
- Lessening density or lowering building height standards is uncommon in peer cities.
 - Changes to design criteria and evaluation of projects is more common.

- Peer cities advocate multimodal transportation via bike share, car share, and U-Pass.
- Peer cities tend to employ inclusionary zoning which is not legal in Arizona.

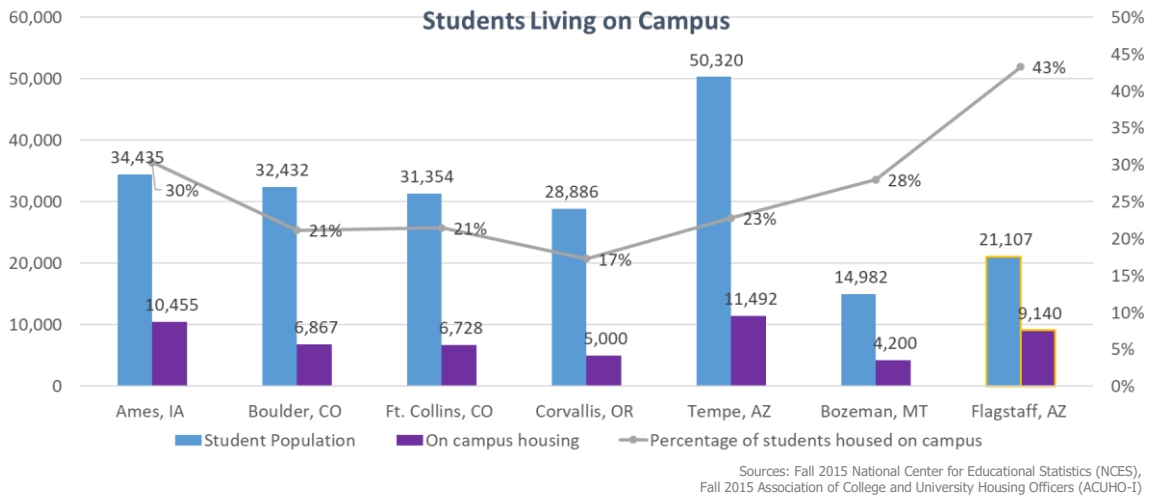


Figure 9: University Enrollment and Students Living On-Campus

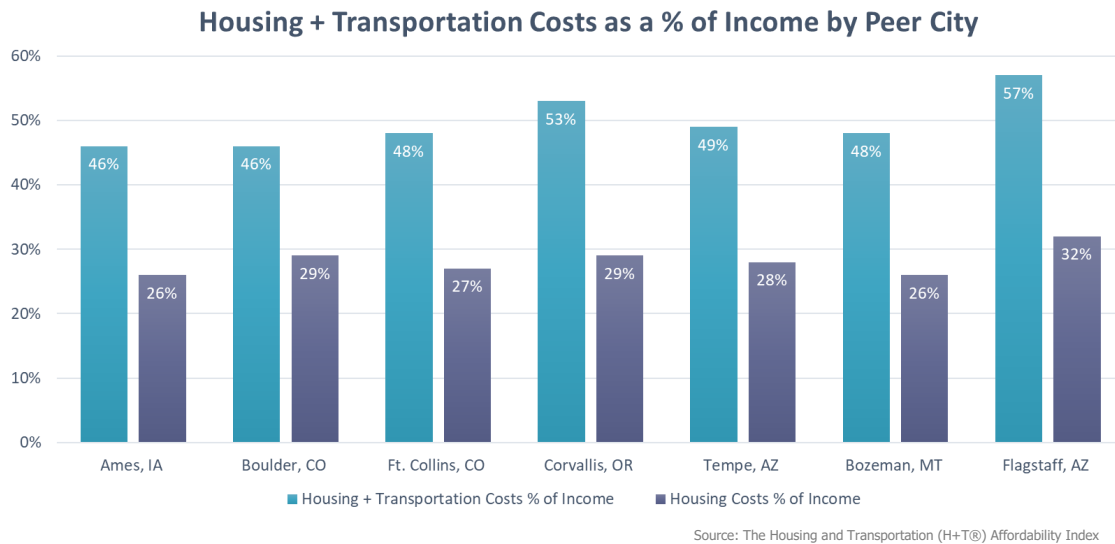


Figure 10: Housing and Transportation Costs as % of Income by Peer City

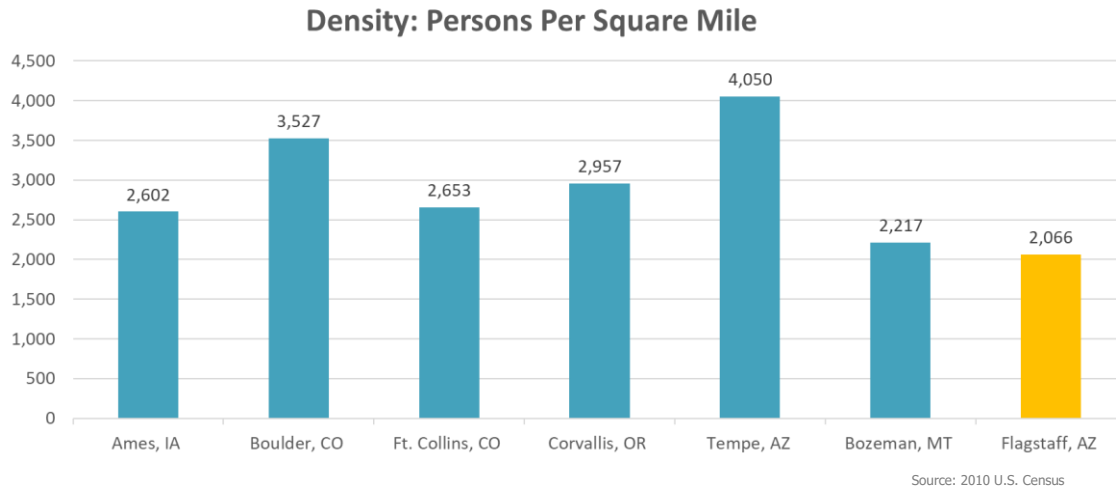


Figure 11: Density by Peer City

Upon starting my internship, one of my first responsibilities was interviewing planners and university liaisons from 8 of the 20 potential peer cities recognized by the Comprehensive Planning team. See Appendix C for interview notes from Ames, IA, Bozeman, MT, and Fort Collins, CO.

Questions for Peer Communities

General Plan

1. How does your City's general plan address density and walkability? (Listen for Keywords)
2. Was off-campus student housing considered at the time your General Plan was developed? What does the plan say about it?

Special Plan

3. Does your City have a special plan that addresses strategies for providing and managing off-campus student housing?
4. Are there neighborhood plans in your City that address student housing issues?

Zoning Code

5. Where can we find your City's zoning code online?
6. Does your code have any restrictions/conditions for this type of housing?

6a. What standards have you developed specific to high density housing or student housing? Is any location based (i.e. distance from transit)? Where can I find these in your city's Zoning Code?

6b. What zones allow for this type of housing and how are they permitted (by-right, CUP, etc.)?

Nuisance Issues

7. Has your community had any experience with companies that build housing specifically for students (as opposed to multifamily housing for families and students)?

8. Have you had success or failures you can share about working with these companies, either voluntarily or regulatory?

University Coordination

9. How has the university engaged the community on student housing/traffic issues?

10. How does the City coordinate with the university? Can you share a specific contact?

Transit Service Quality

11. Has transit been a part of the community/City/university dialogue?

Once the qualitative feedback was received via the interviews (see Appendix C), quantitative metrics were identified in order to further understand peer communities, including Flagstaff, and add more context to the qualitative research. Some of the third-party sources used and their corresponding methodology are described below.

- The Center for Neighborhood Technology (CNT) was founded in 1978 and is an Illinois not-for-profit corporation, whose mission is to advance urban sustainability and shared prosperity through initiatives in transportation, water, energy and the built environment.

- CNT's Housing and Transportation (H+T®) Affordability Index provides a comprehensive view of affordability that includes both the cost of housing and the cost of transportation at the neighborhood level.
- CNT's AllTransit score is a source of transit connectivity, access, and frequency.
- Association of College and University Housing Officers provided on-campus housing numbers for the analysis.
- NCES: National Center for Education Statistics provided current enrollment numbers for Universities and Colleges.
- United States Census Bureau: American Fact Finder
 - The Census Bureau conducts nearly one hundred surveys and censuses every year. Data from a multitude of surveys and censuses are available in American Factfinders.
- Walkscore measures walkability on a scale from 0 - 100 based on walking routes to destinations such as grocery stores, schools, parks, restaurants, and retail. Bikescore was also used in the analysis.

I spent June 2016 through October 2016 working on the crux of peer cities research. My transferable skills of market research and data analysis were extremely useful during this project. It was a time intensive project and invaluable to knowledge growth. When interviewing peer cities, it became evident that many communities were facing the same challenges as Flagstaff. I delved into many planning documents including regional plans, specific plans, and zoning codes to find tactics and strategies that the City of Flagstaff could potentially leverage to help provide solutions to the many challenges Flagstaff is facing from unprecedented growth to housing shortages and a lack of reasonably priced housing.

The peer communities research was well received by the HOH Core Team and larger Flagstaff community. I worked closely with another intern on the project and we received many iterations of feedback from City staff and other stakeholders before rolling out the project to the public. The research was presented and displayed at the Open House, Focus Group, and

Policy Workshop. Furthermore, the research was turned into an interactive GIS story map on the City of Flagstaff's website.

Snap Shot of Peer Cities Poster displayed at the Open House



Snapshot of Peer Cities GIS story map accessible via the City of Flagstaff's website : <http://www.flagstaff.az.gov>



Figure 12: Peer Cities Poster and GIS Story Map

Community Engagement

Community engagement was an integral part of the High Occupancy Housing Plan process. The goal of community engagement is to collect informed and actionable input from a diverse group of participants to advise decision making. Since the inception of this project, City staff and the community have been looking for ways to improve how high occupancy housing will develop in the future. As of May 2017, the City of Flagstaff held four phases of public involvement that will inform policy development. These phases included Community Cafés, Open House Meetings, Focus Groups and a Policy Workshop.

Community Cafés

At the first phase of the public involvement for the High Occupancy Housing Plan, staff held public meetings using the World Café methodology (The World Café Community Foundation, 2017). The Cafés took a different approach to exploring questions the City hoped to answer through the High Occupancy Housing project. At the Cafés, community members sat together at small tables to discuss strategic questions related to High Occupancy Housing. These questions included:

- Why is the shape, size, and location of a building important in the context of High Occupancy Housing?
- What do you value about your neighborhood? How should the things you value be incorporated into High Occupancy Housing projects?
- What niche can High Occupancy Housing fill in a socially, economically and environmentally sustainable community?
- 10,000 NAU students live off-campus now and 5,000 more may live off-campus in the future, how should we incorporate students in our community?
- Are there any other questions we should be asking and talking about?

There were five Community Cafés held in July and August 2016. An online café was available for additional community input from August 5th to September 7th, 2016. A NAU student Community Café was held in November 2016. Most comments received via the Community Cafes were related to impacts of large buildings on surrounding neighbors, multi-

modal transportation and parking, traffic concerns, historic preservation, resources and resiliency, NAU's role, and relationships between the environment and student behavior.

Community Cafés were my first experience with and exposure to public meetings and a valuable learning experience. I was able to meet key influencers in the community and, thus, understand in detail the controversy behind high occupancy housing in Flagstaff particularly related to off-campus student housing. This phase of public outreach was primarily a listening session. However, staff was able to interject and redirect the conversation if the participants moved off topic, became disruptive, or had questions. Furthermore, in preparation for the meetings, I attended internal HOH Core meetings where staff discussed the research methodology and formulated the questions posed at the cafés.

After the public meetings, I transcribed the notes the participants took and wrote a short theme for each question which contributed to the "Summary of High Occupancy Housing Community Cafés" (see Appendix D). This exercise helped me absorb the public's overarching questions and concerns. As a planning student and a relative newcomer to Flagstaff, I was quite surprised that the public, in general, could not or did not want to conceptually connect increased density to sustainability or smart growth. Furthermore, the prevalent anti-growth and anti-development sentiment specifically related to NAU was an unexpected take-away for me given NAU's importance to Flagstaff's economic and social vitality.

Open Houses

The Open Houses, held in November 2017, was the second step in the public outreach process. The purpose of the meetings was to share the findings garnered from the cafés, address community concerns and provide information about how other communities, peer cities, are solving similar problems. City staff also discussed the breadth and form of the policy work.

The peer cities research I had been working on since the start of my internship was presented and rolled out to the community. Furthermore, I presented a brief overview on affordability. This research was displayed as Posters at the Open Houses. Other presentations and topics included: Land Use and Parking, Property Management, NAU Housing and

Transportation, Traffic and Transit. All posters and presentations in video format were made available via the City of Flagstaff's website (see Appendix E).

Involvement with, attendance at and preparation for the Open Houses educated me on the interactions between infrastructure, land use, economic development, sustainability, resiliency and public policy. Moreover, the effort and collaboration amongst City staff, NAU, intergovernmental agencies, and other partners to hold these Open Houses was notable. I now understand the time-commitment and relationship management required to organize public meetings like the Open Houses.

Focus Group

The third phase of the public process was a Focus Group which was held in April 2017. The overarching goal of this phase was to vet policies with a relatively small and diverse group of stakeholders prior to a Policy Workshop for the general public. Specific objectives of the Focus Group included:

- Achieve consensus on some proposed High Occupancy Housing policies and zoning code updates.
- Understand the tolerance and trade-offs between higher regulations and affordable housing.
- Fully understand areas without consent for further refinement.

In order to drive more public participation and attract more diverse opinions, invitations to the focus groups were sent out to select stakeholders by the City's Planning Director. At the Community Cafés and Open Houses, the attendees, in general, were opposed to High Occupancy Housing given proposed developments like the Hub and Standard had a direct impact on their neighborhood. As such, some of their reaction was driven by personal motivations or emotion. That said, we were missing input from stakeholders that supported development or didn't necessarily have strong feelings either way. To engage a broader audience, representatives from local businesses, advocacy groups, neighborhoods associations, and associated professions were asked to participate. Invitees included:

- Affordable Housing advocate, Historic Preservation professional, Architect
- W L Gore & Associates, Flagstaff Medical Center, 4th Street Business Owners
- Friends of Flagstaff's Future, Stand Up for Flagstaff
- Commercial Property Developer, Northern Arizona Association of Realtors, HOH Property Manager
- NAU Administration, Student leadership
- Economic Collaborative of Northern Arizona (ECoNA)
- Habitat for Humanity NAZ
- Flagstaff Chamber of Commerce
- La Plaza Vieja Neighborhood Association, Sunnyside Neighborhood Association, Southside Neighborhood Association, Townsite Neighborhood Association

No one was excluded from the event; the general public was welcome to attend and observe the Focus Group.

Prior to the Focus Group, I interviewed a majority of the invitees. The purpose of the interviews was to help us understand the variety of perspectives and information needs on the HOH topic. The input was used to inform Focus Group design and policy discussions. Furthermore, a consultant was hired to facilitate the focus group. Therefore, the questionnaire responses were a non-biased way for the facilitator to familiarize herself with the audience.

Interview

The problem the City needs to solve is:

How might the City promote viable options to increase density and provide more affordable and diverse housing choices, while at the same time continue to enhance the character of the City that is important to all?

1. To what extent do you agree with the above statement?
2. Can you tell me a little more about what your involvement or history has been with the HOH policy discussion?
3. Do you (or your organization) have concerns that you believe can be addressed in an updated HOH policy? Please elaborate.

4. Do you have a sense of how your neighbors (members, etc.) may feel about this?
5. Who else is likely to be interested in this issue?
6. What is the best way to get information out to those who might be interested?
7. What type of information would you like to receive?
8. Is there anything more you would like me to know?

Key take-aways from the interviews included:

- Affordability, density, community character and historic are often in the eye of the beholder.
- Economic vitality in the form of a vibrant downtown, more job opportunities with livable wages, and revitalization of neighborhoods, such as Sunnyside, are important.
- Beyond student housing, increasing density is a way to mitigate the undersupplied and overpriced housing market for the general population.
- Missing middle housing is a big issue in Flagstaff.

After receiving feedback from the attendees, the problem statement was modified to: *How might the City promote viable options to increase density and provide more **reasonably priced** and diverse housing choices, while at the same time continue to enhance the character and **economic vitality** of the City that is important to all?*

The Focus Group policies fell into the following topic areas:

- What HOH looks like (Design)
- Locations compatible with HOH
- Parking and Transportation
- Sustainability

At the Focus Group, my responsibilities were to listen and take notes. Through these responsibilities, I was able to digest the conversation and appreciate how policies develop. Consensus was difficult to achieve at this phase (see Appendix F) but hearing diverse views on the policies was instrumental in refining the policies for the Public Policy Workshop held in May 2017.

Policy Workshop

The Policy Workshop was held in May 2017. This step of community engagement was a public workshop which focused on developing policies for the High Occupancy Housing draft plan. The policies presented were informed by the Focus Groups in April 2017. The goal of the Policy Workshop was to go in depth on specific elements and create a forum for staff and community members to discuss solutions and alternatives for consideration by the Commissions and Council.

Topics discussed included:

- Location and design of High Occupancy Housing
- Ways to make High Occupancy Housing buildings more sustainable
- How to better integrate transportation objectives into HOH projects
- Property management and neighborhood issues

At the Policy Workshop, I was responsible for answering questions and soliciting feedback on the following Policy subject areas (see Appendix G):

- Crime Free Multi-Housing Program
- Affordability and Sustainability Incentives
- Set Legislative Priorities for new tools to address HOH
- Flexible Construction and Building Design

This phase of community engagement enabled the City to collect informed and actionable input around policy development from a diverse and relatively sizeable group of participants.

Following the meeting, I recorded the notes and comments and assisted with the Executive Summary. The Policy Workshop Summary (see Appendix G) was distributed to the HOH Core Team where discussions ensued about how to address community questions and concerns, and whether suggested policy refinements were feasible.

High Occupancy Housing Specific Plan Next Steps

As I wrapped up my internship with the City of Flagstaff, City staff was in the process of writing and developing the initial draft of the HOH Specific Plan which will include a package of proposed policies and Zoning Code updates. During the summer of 2017, the public will have the opportunity to give feedback on the High Occupancy Housing draft plan that will eventually be voted on by the Planning and Zoning Commission and the City Council, likely by the end of 2017.

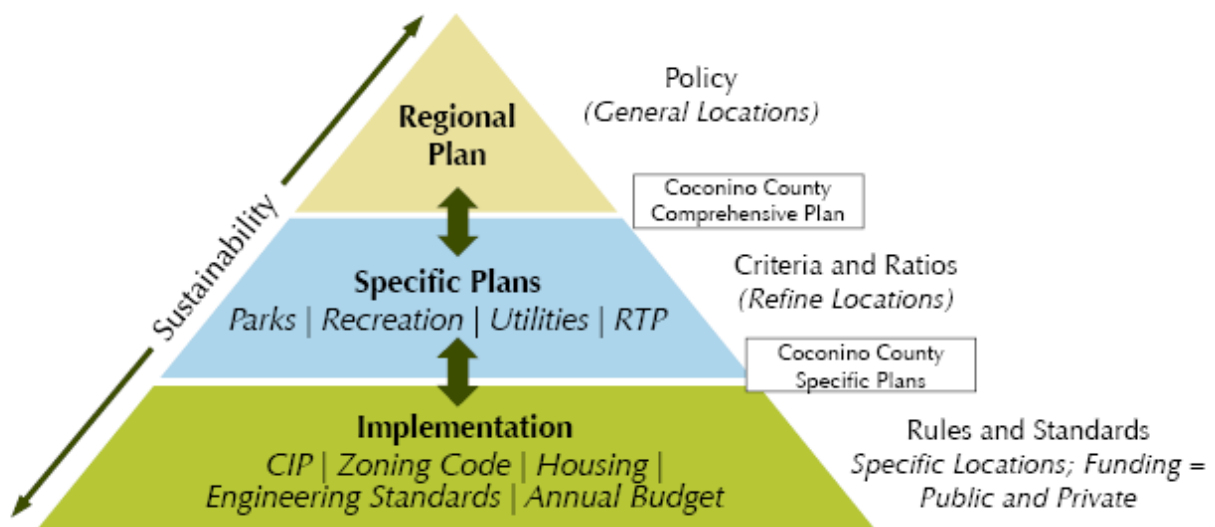


Figure 13: Planning Hierarchy (Courtesy of the City of Flagstaff)

Reflection on Internship

It certainly has been an interesting time to be a planning student and intern in Flagstaff given the growth and development of the City. I owe particular appreciation to Sara Dechter, Comprehensive Planning Manager, for giving me the opportunity to contribute to the High Occupancy Housing project; her mentorship and support was instrumental in my knowledge growth and success.

At a high level, as an intern for the local government, I gained working knowledge of planning, zoning, and community development. I was able to apply Urban Planning theory and principles I learned at NAU such as Planning Law and Ethics, Smart Growth, Public Health, and

Sustainability to my work. I had the unique experience to contribute to policy development and a specific plan for the City of Flagstaff. More specifically, I conducted research and analysis related to land use, housing, and transportation, and other topics to support development and implementation of a specific plan. I gained experience in multiple public participation meeting types including World Cafés, Open Houses, Focus Groups and Workshops. I became proficient in GIS by preparing land use maps and conducting analyses regarding buildable land, densities, and other relevant land use metrics. Moreover, I worked collaboratively with community stakeholders, various departments at the City of Flagstaff as well as partners such as the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA), Flagstaff Metropolitan Planning Organization (FMPO) and Northern Arizona University during the High Occupancy Housing Plan. The internship coupled with my education has instilled my fascination with urban planning. The hands-on planning experience I received during my internship with the City of Flagstaff has been invaluable and has provided me with the skills and expertise needed to become a professional planner.

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Appendix A: Time Log of Work Completed

Year	Month	Hours Worked
2016	June	83
2016	July	87
2016	August	67.5
2016	September	56
2016	October	89
2016	November	74
2016	December	52
2017	January	91
2017	February	55.5
2017	March	70
2017	April	79
2017	May	78
Total Hours		882

Appendix B: City of Flagstaff Definitions

Activity Center: Mixed-use areas where the City promotes a higher intensity of use that is well connected to its surroundings. Centers are expected to include a high-degree of transit, pedestrian and bicycle connectivity. Activity Centers are made up of a commercial core and a pedestrian shed. They are also identified by type and scale.

Regional scale: An activity center that attracts people at a citywide or regional scale either by containing more overall or more specialized attractions.

Neighborhood scale: A smaller-scale activity center that primarily only attracts the surrounding neighborhoods.

Commercial Core: The center of each activity center that allows and encourages commercial, institutional, high-density residential, mixed-use development and transit opportunities. These cores are encouraged to be designed around the pedestrian.

Pedestrian Shed: In the context of an activity center, it is the area within a quarter-mile radius of the commercial core, which is an approximate five-minute walk. Areas within the pedestrian shed are intended to be very well connected to the commercial core by foot.

Affordable Housing: Housing that is affordable to those who cannot afford market priced housing locally to either rent or purchase. It may be provided with either public and/or private subsidy for people who are unable to resolve their housing requirements in the local housing market because of the relationship between housing costs and local incomes.

Civic Space: An outdoor area dedicated for civic activities, such as art, culture, education, recreation, government, transit, etc.

Code: The law of the City of Flagstaff, passed by ordinance in accordance with Arizona State Law and the City Charter. The City of Flagstaff has several codes that regulate the construction of new development, including the Zoning Code, the Engineering Design Standard Specifications, the Building Code, the Solid Waste Code, etc.

Commercial Corridor: A roadway that has primarily commercial uses along its side. Commercial corridors in the Regional Plan area designated on Map 25: Road Network illustration.

Conditional Use Permit (CUP): Conditional zoning means a zoning in which, the governmental body allows a change in zoning activities subject to certain conditions that are designed to protect adjacent land from the loss of use value, which might occur, if the new zoning activities are allowed without any sort of restrictions. Arizona law limits the types of conditions that may be considered for a use permit in many cases.

Conventional zoning: The traditional or Euclidean method of zoning that focuses on controlling land-use types, permissible property uses, and the control of intensity by height limits, units per acre, setbacks.

Floodplain: Any land area susceptible to being inundated by floodwaters from any source. Federally designated floodplains are subject to a program of corrective and preventive measures for reducing flood damage.

Inclusionary zoning: Policies that require developers to set aside a certain percentage of housing units in new or rehabilitated projects for low- and moderate-income residents

High density: The current high-density residential zone in Flagstaff allows heights up to 60 feet and between 10 and 29 units per acre. Densities greater than 29 units per acre are allowed in most commercial zones for mixed-use projects.

High Occupancy Housing (HOH): Buildings that have more than 75 bedrooms per acre or have more than 30 units per acre in dormitory or apartment-style units.

Incentivize: A system to get a certain outcome that cannot be required. For example, the State of Arizona does not allow cities to require a percentage of new homes be affordable, but a city can incentivize the construction of affordable units by giving the developer the rights to additional densities or lessening their parking requirements.

Mixed Use: The development of a single building containing more than one type of land use or a single development of more than one building and use including, but not limited to,

residential, office, retail, recreation, public, or entertainment, where the different land use types are in close proximity, planned as a unified complementary whole, and shared pedestrian and vehicular access and parking areas are functionally integrated.

Neighborhood: Includes both geographic and social components, it may be an area with similar housing types or an area surrounding a local institution patronized by residents. In the Regional Plan, any area not within ¼ mile of an activity center or designated Employment or Special District is considered a neighborhood. Within ¼ mile of an activity center, neighborhoods are distinguished from activity centers per the applicable specific plan.

Policy: An aspirational statement within the Regional Plan or other City document adopted by resolution, which should be followed by City staff in implementing plans and programs. Changes to the Zoning Code and to property rights must comply with the Regional Plan by State law. For example, if a development wants to change their existing rights they would have to prove that the changes meet the Regional Plan's policies.

Require: Something that must be completed before the City can approve a development. For example, a new building is required to provide a certain amount of parking.

Regional retention and detention: A system for storing and slowing (attenuating) the runoff from impervious surfaces such as rooftops or pavement with basins that collect from a large area. A detention, or dry, basin has an orifice level with the bottom of the basin so that all of the water eventually drains out and it remains dry between storms – hence, a dry basin. Retention basins have a riser with an orifice at a higher point so that it retains and treats a permanent pool of water. (Source: <https://sustainablestormwater.org/>)

Transect zoning: A zoning approach that is more concerned with the look of the buildings than their use. Flagstaff's transect zones contain more aesthetic details than the conventional zones with the intent of improving the building's appearance and its connection/interaction with its surroundings.

Travel Demand Management: a program of information, encouragement and incentives provided by local or regional organizations to help people know about and use all their

transportation options to optimize all modes in the system – and to counterbalance the incentives to drive that are so prevalent in subsidies of parking and roads. These are both traditional and innovative technology-based services to help people use transit, ridesharing, walking, biking, and telework. (Source: <https://mobilitylab.org>)

Waste diversion: The process of keeping waste out of landfills to extend their operating lifetime and prevent the need for new landfills.

Appendix C: Peer Cities Research

Ames, IA Interview

-----Neala Krueger <NKrueger@flagstaffaz.gov> wrote: -----

To: "'kdiekmann@cityofames.org'"

<kdiekmann@cityofames.org> From: Neala Krueger

<NKrueger@flagstaffaz.gov>

Date: 06/13/2016 01:55PM

Subject: High Occupancy Housing

Hello Kelly,

Per my voicemail on Monday, 6/13, I'd very much appreciate the opportunity to discuss your experience with community development and how Ames has addressed the need for high occupancy housing (if relevant) and the associated impact with neighborhood character, community concerns, transportation, etc. Flagstaff is in the midst of a development boom and HOH is front and center. Would you have any availability to discuss in the near future? My schedule is flexible on Mondays, Wednesdays, Fridays so would be happy to chat at a time convenient for you. Your perspective would be greatly appreciated.

Thank you in advance,

Neala

Following are some discussion points:

General Plan

1. How does your City's general plan address density and walkability?

Our General Plan (Land Use Policy Plan) is old (1997), but it does have mandatory minimum and maximum density requirements for each land use. Its general goals and policy language describes the intent for interconnected and walkable environments for our new growth and that is very important to support and protect our existing core neighborhoods. It specifically acknowledges that the Campustown commercial area (directly across from Iowa State University) is an acceptable location for high density development. It then describes that the existing neighborhoods around the university and Campustown are to be conserved, and not converted to high density. The LUPP includes implementation measures for doing area plans around campus to address more specific

issues. Campustown can be developed at very high densities with height limits of 75 feet and 100 feet. The main feature in Campustown is reduced parking of 1 space per apartment (up to five bedrooms in a unit). In other areas near campus, the parking rate is much higher out of concerns of neighborhoods about being overridden by parking needs for student over occupancy of apartments and other dwellings.

Because of the age of our Land Use Policy Plan it does not provide good direction or specifics on multi-modal transportation. It is identified as an area for an update next year when we complete an evaluation of adopting a complete streets policy.

2. Was off-campus student housing considered at the time your General Plan was developed? What does the plan say about it? Our main struggle was that the plan assumed enrollment would be stagnant for ISU and that minimal additional student housing would be needed. It identified that intensification in Campustown was desirable, but other neighborhoods should have minimal changes in use. In 2010, enrollment has skyrocketed at ISU increasing by over 8000 students. This has helped us realize some of our policy goals in Campustown for redevelopment, but substantial new areas for apartments away from campus have been built and there has been a lot of tear down and rebuilds of small apartments to larger 3 and 4 story buildings where permitted near campus.

Special Plan

3. Does your City have a special plan that addresses strategies for providing and managing larger scale off-campus student housing? The town and gown relationship is the ISU acts independently of the City and they are not subject to local zoning requirements. Additionally, the University has no obligation to provide housing for their students. They internally strive to provide university housing for 30% to 35% of their students. The City then has had to respond to market demands. We have not kept up with demand, even though an average of nearly 800 beds have been added each year for the past five years. We have an extremely low vacancy rate that has caused issues with meeting other workforce housing needs due to the huge student housing demand. Due to our position of responding to the market demands, and hesitancy that the demand would be sustained for enrollment increases, we did not create a strategic plan for high density housing needs in the past five years, we have dealt with it on a case by case basis.

Staff created a Residential High Density Matrix to help the City Council think about the context of each apartment development and how it fit our General Plan policies and goals. This helped break down the general language of the LUPP to more specific project related issues (distance to amenities, bus service and distance to stops, LOS, etc.) It deals with location issues, compatibility to neighborhoods, design issues, infrastructure capacity, bus service, proximity to services and employment. Council specifically stated to evaluate all projects with scoring on the matrix, but that it was not binding nor did it require a minimum "score" to be eligible for approval.

4. Are their neighborhood or area plans in your City that address student housing or high density mixed use issues?

We did a University Area plan in 2005-2006 to look at design requirements for areas near campus (including Greek houses), parking requirements, mixed use standards, and incentives for mixed use redevelopment.

Special zoning overlays were adopted to administer the extra requirements. Property tax abatement was created for certain commercial mixed use projects based on use of brick, structured parking, and providing for commercial uses in Campustown. This plan was put in place before the significant increase in enrollment and has not been revisited due to the balance it struck between high density interests and conservation of nearby single family areas.

Zoning Code

5. Where can we find your City's zoning code online? Chapter 29 of the Municipal Code.

<http://38.106.4.157/government/departments-divisions-i-z/legal/city-of-ames-municipal-code/zoning-table-of-contents-municipal-code-chapter-29-copy>

6. Does your code have any restrictions/conditions for this type of housing? We have a definition of family that in simple terms allows up to 5 unrelated people to occupy an apartment. Single family homes are restricted to three unrelated persons. This is difficult to enforce on a complaint basis. Parking in most parts of the city is one space per bedroom, in the Campustown Zoning (CSC) it is 1 per apartment unit up to five bedrooms. We have a Rental Inspection Code as well in Chapter 13 for registering rental and meeting minimum safety and maintenance requirements.

6a. What standards have you developed specific to high density housing or student housing? Is any location based (i.e. distance from transit)? Where can I find these in your city's Zoning Code?

We developed the RH Matrix discussed above for informational evaluation but not mandatory standards. I attached it as a pdf for reference.

6b. What zones allow for this type of housing and how are they permitted (by-right, CUP, etc.)?

Apartments and mixed use are essentially by right with staff review if you have high density zoning. Otherwise they are not permitted. Because of the permitted by right process I feel we have had some less successful projects in their appearance and function due to minimal expectations and lack of public hearing and input process. We are efficient in our process of producing apartments, but they may lack some quality. In single family areas, the 3 unrelated individuals are allowed by right, no review except rental certification. There is no approval process to exceed the three person limit in a single family home.

Developer/Management Issues

7. Has your community had any experience with companies that build housing specifically for students (as opposed to multifamily housing for families and students)?

We have had recent experience with a variety of student housing developers. We have some local developers that do both types of product, but we have also had national companies develop housing designed exclusively for students as well. We have had requests for large "cottage" developments as well as apartment complexes designed around multi-bedroom suites. The redevelopment in Campustown has been exclusively student housing. We did not approve the cottage version, and pretty much only have had standard student housing apartments and mixed use development.

8. Have you had success or failures you can share about working with these companies, either voluntarily or regulatory?

Our police department gets concerned about certain housing projects based on how they might be managed. When someone asks for a tax abatement incentive we require additional public safety features to get the incentive in our Campustown area, such as fixed windows, security cameras, etc.

Our police department encourages participation in property management crime free housing program that they support.

Certain student housing developers that are owner operators have been better to work with sometimes because they think about property management for the long term rather than flipping a project.

We obviously cannot control whether they build and operate or just build.

University Coordination

9. How has the university engaged the community on student housing/traffic issues?

The University coordinates internally with the student government of which the City does not regularly participate. There was a limited term committee with city staff representation for a year to talk about student experience and enrollment increase growing pains in the community to help the university consider priorities for improvements on all types of issues. The City has partnered with the University on pedestrian safety studies near campus. The university does not engage in land use discussions or traffic discussion with the community in any regular fashion. The university does help financially support and have members on the board of the business association for Campustown.

10. How does the City coordinate with the university? Can you share a specific contact?

The City staff from the city manager, planning, and transportation meet with staff on quarterly basis. We try to coordinate needs and improvements together that are mutually beneficial and keep each party informed about major initiatives that could affect one another. Due to leadership changes that are occurring this summer, facilities planner Cathy Brown would be the most logical contact to get a university perspective on coordinating with the City.

Transit Service Quality

11. Has transit been a part of the community/City/university dialogue?

We have a very high transit ridership level that is about 90% students and 10% community. Students ride for free. Transit is funded through a partnership of city funds, university funds, and mandatory student fees. Because of the student fee and free ridership components the Transit Board gets concerned about both capacity issues and the quality of service demands to meet student needs. They have concerns about over concentrating apartments or creating areas that might then demand a new route that they would not have funding for. The transit board is independent of the City Council, but has appointed members from the City Council on its as representation.

Other notes

12. Any other thoughts or ideas to share?

We did consider for a short period of time restricting rentals of single family homes due to concerns about over concentration in single family areas. In the end Council thought it was too burdensome and did not adopt an ordinance. East St. Paul is one example of community we looked at in ways to manage student housing and over concentrating individual houses. East Lansing Michigan and Winona Minnesota were other examples of student housing restrictions in single family areas. Our research into this said it was a difficult issue to regulate and that it often came down to state constitutions on whether rental controls were allowable in relation to concentration and occupancy issues.

Our biggest issue is that spike in enrollment was not anticipated so we have scrambled to agree to locations for new apartments, this has led to some haphazard changes. We have also seen the student housing developers probably overdevelop their style of product compared to traditional apartments which has hurt our rental inventory for housing choices that are not targeted to students. We now have too tight of market for rentals and it has made costs rise across the entire city.

High Density Matrix

Ames, IA RH Site Evaluation Matrix	Project Consistency		
	High	Average	Low
Location/Surroundings			
Integrates into an existing neighborhood with appropriate interfaces and transitions High=part of a neighborhood, no significant physical barriers, includes transitions; Average=adjacent to neighborhood, some physical barriers, minor transitions; Low=separated from an residential existing area, physical barriers, no transitions available			

Located near daily services and amenities (school, park ,variety of commercial) High=Walk 10 minutes to range of service; Average=10 to 20 minutes to range of service; Low= Walk in excess of 20 minutes to range of service. *Parks and Recreation has specific service objectives for park proximity to residential			
Creates new neighborhood, not an isolated project (If not part of neighborhood, Does it create a critical mass or identifiable place, support to provide more services?)			
Located near employment centers or ISU Campus (High=10 minute bike/walk or 5 minute drive; Average is 20 minute walk or 15 minute drive; Low= exceeds 15 minute drive or no walkability)			
Site			
Contains no substantial natural features on the site (woodlands, wetlands, waterways)			
Located outside of the Floodway Fringe			
Separated adequately from adjacent noise, business operations, air quality (trains, highways, industrial uses, airport approach)			
Ability to preserve or sustain natural features			
Housing Types and Design			
Needed housing or building type or variety of housing types			
Architectural interest and character			
Site design for landscape buffering			
Includes affordable housing (Low and Moderate Income))			
Transportation			
Adjacent to Crude line to employment/campus High=majority of site is 1/8 miles walk from bus stop; Average= majority of site 1/4 mile walk from bus stop; Low= majority of site exceeds 1/4 miles walk from bus stop.			
cried service has adequate schedule and capacity High=seating capacity at peak times with schedule for full service Average=seating capacity at peak times with limited schedule Low=either no capacity for peak trips or schedule does not provide reliable service			
Pedestrian and Bike path or lanes with connectivity to neighborhood or commute			
Roadway capacity and intersection operations (existing and planned at LOS C)			
Site access and safety			
Public Utilities/Services			

Adequate storm, water, sewer capacity for intensification High=infrastructure in place with high capacity Average=infrastructure located nearby, developer obligation to extend and serve Low=system capacity is low, major extension needed or requires unplanned city participation in cost.			
Consistent with emergency response goals High=Fire average response time less than 3 minutes Average=Fire average response time within 3-5 minutes Low=Fire average response time exceeds 5 minutes, or projected substantial increase in service calls			
Investment/Catalyst			
Support prior City sponsored neighborhood/district investments or sub-area planning			
Creates character/identity/sense of place			
Encourages economic development or diversification of retail commercial (Mixed Use Development)			

Fort Collins, CO Interview

General Plan

1. How does your City's general plan address density and walkability?

Our City's general plan is referred to as City Plan. City Plan was first adopted in 1997 updated in 2004 and then again in 2011. Under the first adoption of the City Plan (and carried over to 2004) four community values were identified; sustainability, fulfillment, fairness, and choices. Density and walkability was a critical part of our sustainability value and a value that folded into the Plan's Goals, Structure Plan, and Principles/Policies. Sustainability emphasized the desire for human-scale urban design, mobility (walking, biking, transit, and auto), and compact urban form. In 2011 the ideas of density and walkability was restructured under the "Community and Neighborhood Livability and Transportation Vision" More specifically, City Plan has identified areas for targeted infill and redevelopment. (Principle LIV 6)

2. Was off-campus student housing considered at the time your General Plan was developed? What does the plan say about it?

CSU was established in 1879 and has always been a partner as the City has developed. City Plan supports CSU housing through the two following policies:

1. Policy LIV 7.7 – Accommodate the Student Population Plan for and incorporate new housing for the student population on campuses and in areas near educational campuses and/or that are well-served by public transportation;
2. Policy LIV 37.3 –Supporting Uses and Housing Include student-oriented housing, retail, services, and entertainment designed to function as part of the Campus District. Form strong pedestrian and bicycle linkages throughout the district and provide connections to city systems beyond the campus.

Special Plan

3. Does your City have a special plan that addresses strategies for providing and managing larger scale off-campus student housing?

Yes. The West Central Area Plan, Student Housing Action Plan, and City Plan.

4. Are their neighborhood or area plans in your City that address student housing or high density mixed use issues?

This is a complex question to answer but I think the best answer would be that all of our plans try to address high density mixed use. City Plan, West Central Area Plan, Student Housing Action Plan, and the Buildable Lands Inventory and Capacity Analysis are just a few.

Zoning Code

5. Where can we find your City's zoning code online?

https://www2.municode.com/library/co/fort_collins/codes/land_use

6. Does your code have any restrictions/conditions for this type of housing? (Could you be clearer on the question? Are you referring to restrictions/conditions on student housing or restrictions/conditions on high density mixed used?)

If your question is the former, then...

Student housing is considered a residential use, so there are many districts that allow a residential use by right. Of course, Land Use Standards would have to be met.

If your question is the latter, then...

High Density Mixed-Used Neighborhood (HMN) dictates the following; (D) Land Use Standards.

(1) Density. Residential developments in the High Density Mixed-Use Neighborhood District shall have an overall minimum average density of twenty (20) dwelling units per net acre of residential land.

(a) The minimum residential density of any phase in a multiple-phase development plan shall be at least sixteen (16) dwelling units per acre of residential land.

(2) Dimensional Standards.

(a) Maximum building height shall be five (5) stories.

(b) For all setback standards, building walls over thirty-five (35) feet in height shall be set back an additional one (1) foot beyond the minimum required, for each two (2) feet or fraction thereof of wall or building that exceeds thirty-five (35) feet in height. Terracing or stepping back the mass of large buildings is encouraged.

(E) Development Standards.

(1) Buildings.

(a) Doorways Facing Streets. New buildings shall provide doorways facing the street, at grade level or slightly elevated.

(b) Relationship of Doorways to Streets. If the street is a nonarterial street, then such doorways required under subsection (a) above shall be principal entrances with sidewalk access to the street. If the street is an arterial street, then such doorways may be secondary (e.g. for patio or deck access only).

(c) Front Yards. Building design, in conjunction with site design, shall include structured elements to mark the transition from the public street to doorways. Examples of such elements are porches,

pediments, pergolas, low walls or fencing, railings, pedestrian light fixtures and hedges.

(d) Roof Form. Buildings shall have either: 1) sloped roofs, or 2) combined flat and sloped roofs, provided that the sloped portion(s) forms a substantial part of the building and is related to the street facade, the integral structure and building entries.

(e) Facade Variations. Buildings shall be articulated with projections, recesses, covered doorways, balconies, covered box or bay windows and/or other similar features, dividing large facades into human-scaled proportions that reflect single- family dwellings nearby and avoiding repetitive monotonous, undifferentiated wall planes.

(f) Outdoor Activity. Buildings and extensions of buildings shall be designed to form outdoor spaces such as balconies, terraces, patios, decks or courtyards.

(2) Site Design.

(a) Street Sidewalks. Developments with new construction or with additions which exceed twenty-five (25) percent of the gross floor area of the existing structure shall include replacement of all existing substandard sidewalks with sidewalks which comply with the current regulations of the City.

(b) Parking Lots. Development plans shall be arranged so that any new parking lots or other vehicle use areas are located in side or rear yards, not in front yards.

The Land Use Code does not identify “student housing” as a land use because that would be a violation of fair housing laws. However, our code has targeted some of the elements of current student housing development models.

Specifically, we are finding that student-oriented housing typically has 4+ bedroom units and leases each bedroom separately:

- Section 3.8.16 provides ways to increase the number of unrelated people allowed to live in a dwelling unit. (U+2 law) Specifically, section 3.8.16(E)(2) requires a greater amount of amenities if a developer wants to have four bedroom units. Thus, requiring them to absorb more of their impact due to the greater density of occupants. On a side note, when we analyze student-oriented housing or multi-family housing we don’t talk about density in terms of dwelling units per acre (du/ac) but rather bedrooms per acre.
- Section 3.2.2(K)(1)(a)(1) Parking for attached dwellings in the TOD Overlay Zone. In this section, we apply a higher multiplier (0.75/bd) for minimum parking requirements for developments that employ a rent-by-the- bedroom model. In typical multi-family housing, there is a real chance that a family may move into a unit and have 1 or 2 vehicles for a 3 or 4 bedroom unit due to having children not yet of driving age. However, the rent-by-the-bedroom model ensures that each room is occupied by a person of driving age (because you have to be 18+ to sign a lease) thus increasing the possibility of vehicle ownership.
 - a. What standards have you developed specific to high density housing or student housing? Is any location based (i.e. distance from transit)? Where can I find these in your city’s Zoning Code?

There is an overlay districts that applies to high density housing (although not exclusively). Division 3.10 Development Standards for the Transit-Oriented Development essentially provides further provisions regarding parking structure design along Mason Street (south of Prospect Road). Also, 3.8.30 Multi-family Dwelling Development Standards.
 - b. What zones allow for this type of housing and how are they permitted (by-right, CUP, etc.)?

Almost all of our zoning districts allow this type of housing by right. However, the project must meet parking, neighborhood context, and height requirements. These are typically the three main drivers of a high density development.

Developer/Management Issues

7. Has your community had any experience with companies that build housing specifically for students (as opposed to multi-family housing for families and students)?

Yes.

8. Have you had success or failures you can share about working with these companies, either voluntarily or regulatory?

Yes. We find it important to encourage management plans addressing on-site management, spill-over parking, noise etc... Definitely get everything up front, so often these developers are from out of town/state and are difficult to engage after entitlement.

University Coordination

9. How has the university engaged the community on student housing/traffic issues? [See the Colorado State University Parking and Transportation Master Plan.](#)

10. How does the City coordinate with the university? Can you share a specific contact? [Emily Allen, Community Liaison.](#)

Transit Service Quality

11. Has transit been a part of the Community/City/university dialogue? [Yes. See the 2011 Transportation Master Plan.](#)

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Bozeman, MT Interview

This was only a phone interview. As such, only key points and words were captured.

<http://www.bozeman.net/Projects/UDCCCodeUpdate/Documents>

[http://www.bozeman.net/Departments-\(1\)/Community-Develop/Home](http://www.bozeman.net/Departments-(1)/Community-Develop/Home)

https://www2.municode.com/library/mt/bozeman/codes/code_of_ordinances

- The City Commission adopted a growth policy titled the [Bozeman Community Plan](#) on June 1, 2009 during economic downturn
 - Updating next year (2017)
- Bozeman + University are growing
 - “Best places to live”
 - University mandate to add an additional 600 students per year
- Higher density of housing in periphery of town (zoning)

- off campus housing → dramatic increase in traffic and parking issues
- Group living
 - Pod living (shared kitchen)
 - 500 beds
- On campus (dorms)

Community Backlash → High alcohol consumption by students in downtown area

- Growth policy document
 - Community Character
 - Sense of place

Second homes desired near downtown/Historic Area → older housing stock (redevelopment), students pushed.

Higher density

- Institutional (larger residential)
 - Push back

Planning (building blocks)

Large development parcels

Urban design/street grid

Mix of development

Subdivisions

Setback

Hybrid form based coding

Appear commercial but can be residential until businesses occupy

- Some Greenfield development
 - Primarily brownfields or underutilized land

Unique places

Activity centers

FAR (Floor Area Ratio) Increase for density → build up not out (Vertical)

Appendix D: Community Cafes Summary

July 12 to August 1, 2016

Report by Sara Dechter, Comprehensive Planning Manager

As the first phase of the public involvement for the High Occupancy Housing Plan, staff held five public meetings using the World Café methodology.¹ The meetings centered on soliciting responses to five strategic questions that were selected from 61 possible questions developed by the City and partnering agencies.

Each table was assigned a question for their 20 minute discussion, and at smaller meeting, more than one question was discussed. Every 20 minutes, the groups rotated tables but first one person volunteered to stay as the table host to greet and guide the discussion with the next group for the next round only. There were not professional facilitators and staff purposefully limited our participation in the discussion at each table. There are, therefore, not verbatim notes of all the discussions that occurred. The World Café methodology also encourages visualization and drawing in notetaking. Therefore, scanned copies of the comments are provided along with typed comments for readability.

The strategic questions from the meetings have been posted to the Flagstaff Community Forum and the topic was open From August 1st to September 7th, 2016. Staff provided summary comments from each Community Café to kick off the Community Forum topics. Each Café used the same format but offered unique perspectives for consideration.

¹ A detailed description of World Cafe Methods can be found at: <http://www.theworldcafe.com/key-concepts-resources/world-cafe-method/>



What was the public response to the Community Cafes?

There were 80 participants over the five Community Cafes. The smallest meeting had 7 participants and the largest had 26 participants. A few individuals participated at more than one meeting. Meetings were

advertised in the Arizona Daily Sun, on Facebook, through email newsletters, and on the City website. Several professional and advocacy organizations helped distribute meeting information to their members, as did NAIPTA, the County Health Department and NAU.

Public feedback on “how the meetings went” was not formally solicited because of the nature of World Café method. The project team was not trying to optimize everyone’s experience, the meeting objectives are to listen and absorb new ideas. Not all of those ideas are easy to hear, or address in this process. Team members helping at the meeting only intervened to redirect conversations, when someone was dominating the conversation, preventing others from participating, or when direction was requested by a group.

Some participants valued a step focused on listening and felt their participation was valued because they weren’t being lectured to. Others were frustrated that staff did not have more prepared presentations and were eager to learn more about staff’s position on various topics. Other participants, most of whom had been part of the Hub appeal or the SHAP process, were concerned that the step was redundant or an attempt to ignore feedback that had already been provided through other lines of communication. Others were turned off by the anger and frustration of other participants. Given the level of controversy, the unequal dissemination of information, and the intense emotions people has related to this topic, working through all of these issues is expected as part of the early project work.

What did we learn?

The World Cafes were designed to draw out new ideas and to bring new participants into the process. This was done knowing many comments from the Hub zoning case, and the Student Housing Action Plan would be rehashed in this context. The next few pages provided a brief synopsis and highlighted comments under each strategic question.

Most comments received through the Community Cafes were related to impacts of large buildings on surrounding neighbors, multi-modal transportation and parking, historic preservation, planning and development review, resources and resiliency, NAU's role, and relationships between the environment and student behavior. The meeting was not designed to go into detail on these topics, but it will help develop the content of the open houses (the next step per the Public Participation Plan). In order to address common questions and misunderstandings, the open houses will include more information on:

- Current requirements for impact analysis associated with a development application
- Information about the 100 year water supply study
- Factors influencing shading of City streets and sidewalks
- Growth assumptions and the scenario development process behind the Regional Plan
- Apartment management practices
- Incentives for sustainable building and affordable housing
- Health impacts of mixed use projects

The project manager will track and report on how the key comments are addressed in the next phase of public involvement.

Highlighted Comments from Community Cafe

Strategic Question Table 1: Why is the shape and size of a building important?

Overall Community Themes from the Meetings: Functionality, purpose and design ultimately determine the shape & size of a building. But, a building must fit in with the community and character of the neighborhood. It's all about location, location, location! We don't want our viewsheds interrupted or the sunshine blocked.

Comments

- Mass Needs Mixed Use

- Zone for How Building is occupied: Not a bed – An occupant profile
- Sustainable Economy - How to keep real local businesses: Hardware, Bodega, Not just bars!
- Buildings Impact everything around them: Connectivity, Streetscape, Ice/Snow Removal, Lighting, Safety/Privacy, View sheds, Shadows, Gardening
- Buildings define characteristics/personality of a place: Barriers or Integrated into neighborhood - Facilitate or block/overwhelm/prevent community
- HOH- not appropriate in historic neighborhoods
- There should be an overlay on town for this type of housing limiting it to appropriate areas – those areas where nobody cares if they build HOH. Staff should determine where that will be and meet with those neighbors and businesses to see if there is opposition.
- Buildings are big; how will you address parking?
- Tall buildings over shadow and tower over neighborhoods, block sunlight, and block views
- We need zoning for neighborhoods. Neighborhoods have to be protected.
- Location, Location, Location
- Shape and size – indicator of who lives inside it
- Property maintenance ordinance is needed
- Prop 207 interpretation, zoning needs “proper” zoning
- NAU could have a student fee (like they have for everything else) to assist addressing this issue (traffic) Bringing a car to flagstaff which would be turned over to the city for traffic abatement
- Mismatch of style – modern vs. older architecture- How to find a happy medium? And who decides that? Community or builder?
- Length of construction time – community has to endure longer construction
- An instant increase of people into a community
- Big buildings- students hide in them, they don't become part of the neighborhood
- Density will increase rates of infection
- Area around NAU already has the worst traffic, HOA will make matters worse
- If Flagstaff wants to avoid sprawl and lessen commute distances, new buildings will need higher density
- Disperse student populations around Flagstaff, problems arise with high student population concentrations, transit investments can bring them into NAU
- Limit NAU enrollment
- Over 3 stories ruins the look of our mountain town
- Fighting all development will cause “historic” degradation, if the City does not plan for student housing they will get student slums next to NAU
- Mass should be largest next to NAU and taper away as you go further away

- Build where traffic will be pulled away from downtown, rather than toward it

Strategic Question Table 2: Why do you value your neighborhood? How should the things you value be incorporated into HOH projects?

Overall Community Themes from the Meetings: My neighbors are my extended family – we rely on each other. Safety, stability, peace & quiet, and the diversity of my neighborhood makes it very special. HOH projects that are mixed-income, affordable, safe, include diverse households, are of the utmost importance. But how do you develop a sense of place and become part of the community when living in a large apartment complex that tends to be transient in nature?

Comments

- We don't want to look like EVERYWHERE ELSE!
- HOH – Mixed – Not Just Student Targeting
- How do we encourage MIXED High Density for professionals/young professionals to alleviate cost of Housing?
- Gradual Change vs Radical Change (in time, geographically)
- Aspen Place at Saw Mill - Did not destroy community feel (underutilized land)
- HOH is not in inherently in-line with community
- Let NAU accommodate students – NOT City of Flagstaff
- Necessary Infrastructure before people
- Smaller projects compensate for winter issues of ice and snow on streets
- Adequate parking for shops & apartments
- NAU needs to help (reduce cost, give pass as a bonus) faculty, staff, and students who NEED parking (i.e. live X miles away, health issue, family care) + reward those who live close enough to walk/bike/bus and healthy enough.
- HOH next to busy 66 or Milton, etc. must provide pedestrian overpasses
- Neighborhood: a place for families where people know each other and look out for each other.
- Absentee landlords don't care which trickles down, then nobody cares
- Who said HOH can be incorporated into a historic neighborhood? Make sure developers know what location they want to build in – get historic values into zoning codes
- Cheaper rent to encourage people to stay longer – longer term residents encourage better relationships in the community
- Walkability
- Access to forest space

- Relationships – incorporate community members in HOH activities – get to know HOH people as neighbors and humans
- Having enough parking eliminates some conflict between neighbors
- When neighbors have relationships, neighborhoods are (mostly) safe
- HOA is going to steal sweat and labor of small Southside businesses by creating a massive parking circus/problem
- Affordability
- Peace and quiet are a value – building management should be liable for nuisance incidents related to their property
- Preservation of long term housing values
- I value my long term neighbors that also care about their community
- Let's not become known as only a university town

Strategic Question Table 3: 10,000 NAU students live off-campus now and 5,000 more may live off-campus in the future, how should we incorporate students in our community?

Overall Community Themes from the Meetings: NAU has made Flagstaff what it is today and is a vital aspect of our economy. But, it's continued growth is unprecedented. Student Housing is important. However, the development is negatively impacting our beloved downtown and Flagstaff's livability. Perhaps, with reliable, direct and frequent public transportation to NAU, student housing would not have to be concentrated downtown.

Comments

- State Legislature + ABOR² = LACK OF CONTROL, making us feel powerless
- Housing Quantity is an issue - do we disperse or concentrate?
- Parking Assumptions Inaccurate - HOH Customer base is not inclined to go car-less
- To what degree should /can City of Flagstaff interject itself into the issue of housing university students? Regular interaction (liaison) between City + NAU
- Keep HOH bikeable/walkable/busable
- Why don't we invite Rita Cheng to come and discuss ABOR plans for NAU and our community?
- Effective and experienced management critical – crime-free training – security.
- Need to build HOH on areas around campus – to find reality of how students transport themselves

² Arizona Board of Regents

- If build high density housing on east side would students take public transit? Take Survey
- Between Benton, Leroux, and South Tracks. Parking hard now, will be worse. How will you address this?
- How do we get people focused on NAU employees as well as students? Developer wants \$\$\$\$ - student housing does not equal affordable housing
- Not in big huge monstrosities, how have we been incorporating them into our community?
- Some housing going up are not fitting neighborhood – 3 or 4 stories to the landlord makes more \$\$\$ for more room rented – they don't care how it looks --- HELP!!!
- Students park on owner's property or streets, reward students for leaving cars at home, NAU has no funding to build on NAU land - HOH must provide parking maybe 75% of beds plus visitor spaces
- Neighborhood –park working family, historic value, continually, where people care that is a neighborhood
- Expand late night transit options – Local residents becoming NAU students
- Diversify communities living in HOH – Break up concentration of students – disperse smaller scale projects around town rather than one huge HOH in a neighborhood – smaller groups of students = relationships
- Events and education for students on how to be good neighbors
- Students only have free access to bus route 10 – What if we let students use entire bus system for free?
- More transit services to campus
- Encourage students to live on-campus for 2-3 years so they become more mature before moving off-campus
- Placing student housing at the edges of town will only increase traffic, it should be near NAU
- Take advantage of underutilized housing developments to provide affordable, quality housing options
- NAU should partner with the City to facilitate a better transition from campus to off-campus housing and better integration into the community
- Create affordable housing options with easy access to amenities and necessities
- High density should remain on campus
- Don't allow for ever increasing enrollment at NAU
- NAU should take more responsibility, for student impact on neighborhoods and off-campus housing shortages
- Developers should create more practical amenities, not luxury amenities, to create more affordable options
- Use the land between NAU and CCC
- NAU should offer incentives for students to leave their cars at home

Strategic Question Table 4: What questions should we be asking?

Comments

- Are we losing actual or potential residents in lieu of temporary or tourist populations? Think High End HOH. Think Student HOH. What about the people who live here?
- What impact does NAU have on the character of our community? on our local economy?
- What are other communities who are dealing with similar issues? What can we learn from them? What town is our role model?
- Where should we invest in our community? How should we invest?
- How do we change the process so that developers build HOH that fit neighborhoods?
- How do we accommodate affordability for citizens who live here?
- How does HOH affect crime, quality of life of renters?
- Can city put pressure on property owners of commercial lots that are large lots but have old, poorly maintained or derelict buildings that could be torn down and have the lot put to better use?
- Transect Zoning allows for parking that we now realize are unrealistic. How do we go about changing this as soon as possible?
- How can we make it in the best interest of NAU's president to be a good neighbor to the city?
- What is the appropriate distance from the development of notification? What is the purpose if only a few are notified? How do we determine the notification area?
- What do we do with student housing when students leave?
- Can we influence NAU to require a 100-level freshman requirement of community services to help students invest?
- How do we work more with developers to build what we want them to build? (Instilling rules)
- Should we revisit the form based code?
- Can we be choosy about which projects are built in Flagstaff?
- Transect Zoning: Why in historic neighborhoods?
- How do we fast track public transportation routes that will connect NAU to more outlying areas?
- Where are NAU and ABOR in these discussions?

Strategic Question Table 5: What niche can HOH fill in a socially, economically and environmentally sustainable community?

Overall Community Themes from the Meetings: Density deters sprawl and development on our open space while conserving energy and natural resources. HOH can help mitigate Flagstaff's housing shortage. But, it must be affordable and strategically located. HOH is not very compatible with our historic neighborhoods. Smaller scale, distributed HOH around town may build the economy and encourage more local businesses.

Comments

- WE HAVE TO PUT PEOPLE AHEAD OF CARS FOR MIXED USE TO WORK
- Development = Investment! Where should we invest?
- How do we encourage MIXED High Density for all populations (not just students) to alleviate cost of Housing?
- Sprawl vs High Density -- find an in-between
- Efficiency has a point of diminishing returns when it comes to HOH. What is the ideal people per acre for environmental sustainability? Maximum Efficiency Rate?
- Economically – Student housing (lack thereof) has caused students to move farther from campus and reduce inventory for workforce. Therefore, supply & demand has caused rent to rise.
- Fills a housing need without responsibility of caring for outdoor space and indoor repair (low maintenance for tenant/owner).
- Context of HOH -- does it fit in with neighborhood? Does it push other community members out (Gentrification)?
- Affordability, Mixed-Income, Diverse population
- Environmental: Less Trees cut down; Energy Efficient
- Water use: With HOH Housing H2O use will increase. What conservation measures will be in place?
- "Critical mass" needed to incentive HOH on development on East side. Commercial, transportation, parks, etc.?
- What can the city do to encourage HOH outside of downtown?
- HOH spread around town might build the economy and local businesses (e.g. restaurants)
- More than 1 centrally developed area
- Pockets of commercial (small local businesses) within established neighborhoods
- HOH located in commercial areas to reduce impact
- Historic & HOH not compatible
- Trend = Anti-Sprawl
- Density IS NOT Sprawl
- What about high density developments at a small scale?

- Encourage smaller lot sites
- HOH can reduce traffic when properly located
- Need HOH for students to lessen the cost and increase availability for workforce housing
- Density is a good thing in relation to social, economic and environmental sustainability, it lessens driving, promotes walking, biking and transit, increases community interaction, protects forests from more sprawl
- Less is more

Community Café Comments

At each Community Café, comments were generated at the tables and then gathered and organized on a sticky wall by the individuals who reported out for each table. It was not required that comments be complete thoughts or that they even include words.



Appendix E: Open House Agenda



Open House Presentations

Peer Cities

This presentation is an overview of the methodology and data sources used to analyze peer cities and garner key insights. Six highly livable college communities were examined in detail to understand how they are confronting issues, also impacting Flagstaff, such as growth, density, housing shortages and affordability.

Speakers:

Joseph Bogart, Comprehensive Planning Intern
Neala Krueger, Comprehensive Planning Intern

Land Use and Parking

This presentation covers topics including the hierarchy of planning documents, key planning and zoning terms related to higher density development in Flagstaff, areas where High Occupancy Housing (HOH) is currently allowed as well as parking management in the downtown area.

Speakers:

Sara Dechter, Comprehensive Planning Manager
Brian Kulina, Zoning Code Manager

Affordability

This presentation addresses affordability in Flagstaff relative to peer cities in addition to land use policies that promote affordable housing. Flagstaff specific research and statistics provided by Housing Solutions of Northern Arizona are also discussed.

Speakers:

Neala Krueger, Comprehensive Planning Intern
Jennifer Mikelson, Housing Analyst

Property Management

This presentation addresses best practices related to managing HOH communities with an emphasis on off-campus student housing.

Speaker:

Amy R. Smith, Managing Partner at Bella Investment Group

NAU Housing and Transportation

This presentation provides statistics about NAU and peer universities including enrollment and on-campus housing numbers. The speaker addresses NAU's continued growth and how the University is working to meet the demands of students who wish to live on-campus through new housing development.

Speaker:

Dr. Rich Payne, Executive Director Housing and Residence Life

Water

This presentation responds to community concerns that HOH will have an adverse impact on Flagstaff's water supply. The presenter delves into the 100 year water supply and future water demand scenarios.

Speaker:

Erin Young, Water Resources Manager

Traffic

This presentation speaks to community concerns related to perceived traffic congestion as a result of HOH, particularly downtown, while deep-diving into traffic impact analyses (TIA), mode choice or means of traveling and strategic density.

Speaker:

Carlton Johnson, Associate Planner

Transit

This presentation responds to community comments about transit's role in HOH, such as the feasibility of transit-orientated development (TOD) away from downtown. The speaker also discusses how NAIPTA has continuously improved their accessibility and services since its 2001 inception to meet community needs.

Speaker:

Erika Mazza, NAIPTA Deputy General Manager

Appendix F: Focus Group Summary

HOH Issue: Design of HOH

1. HOH Issue: Design of HOH

Current Situation: Currently, the Zoning Code is silent on the dimensions of commercial block buildings.

Why is this an HOH issue? The commercial block building type is the largest building form in the Transect Zones and is the most likely to result in large scale HOH construction.

Potential Strategies:

Identify different dimensions and features for a small, medium and large commercial block building. Set maximum width of the front of commercial block buildings in the transect zones

Benefits

- Would prevent a full block size building if the developer uses the transect zoning.
- Would scale commercial block buildings to the appropriate transect zone.
- The diversity of buildings along the street increased.
- Would limit the potential for a larger “dormitory” style construction using the transect zones.

Risks

- Would not stop development of a full block building in the conventional zones.
- Could trigger Prop 207 waiver requests. City would have to decide whether to give the waiver or to go to court for properties that have not “opted-in” to the transect zone yet.

Focus Group Notes

An overall favorable opinion of this potential policy from the group, participants were hopeful that this potential policy could help encourage more compatible infill with the Transect Zones. Some concern was expressed on the height and depth not being affected with a potential add-on to the policies regarding requiring a traditional ally system on each block and/or designing the buildings as if a traditional ally system exists. Another concern raised was that the transect zoning treats the 4 overlapping National Historic Districts as one set of design standards and building types, which could harm their integrity.

HOH Issue: Parking and Transportation

2. HOH Issue: Parking and Transportation

Current Situation: Flagstaff will be implementing its first parking management district this summer. One of the uses for the money collected from meters in the Downtown and Southside areas is to fund future public parking garages. Parking requirements for properties in this area are reduced under the Transect zones, as an incentive to use the form-based code and because most properties cannot meet the conventional on-site parking requirements easily.

Why is this an HOH issue? The reduced parking requirements for properties that elect to use their transect zoning was created as an incentive to ensure that in the future a mix of buildings in the area around downtown would continue and that inefficient surface parking would not work against the walkable nature of this area. The conventional zoning (Central Business and Community Commercial) allows for uninterrupted HOH-style buildings from Cedar Avenue on the north end to Franklin Ave on the south end. However, this area already has a parking shortage and the lack of parking is overall a concern for residents of these neighborhoods.

Potential Strategies: Collect in-lieu fees from new development under transect and conventional zoning in the parking management area around Downtown to fund a public parking garage. Modifications and variances from parking requirements would no longer apply within this area. Residential parking requirements could not be offset with in-lieu fees.

Benefits

- Would speed up the ability of the City to build new parking garages.
- Could encourage public-private partnership for garages.
- Will favor reuse of existing buildings and make it cheaper relative to new construction or expansion.
- Would limit the need for small businesses to expand parking when moving or relocating in the Parking management area.
- City owned garages would be a revenue source for parking program throughout the City.
- Better Urban Design

Risks

- Would not address perceived shortage of parking immediately.
- In-lieu fee would be much more expensive than cost of an on-site surface spot (i.e. 2 to 4 times more expensive)
- Garage will not be "convenient" to all the development that contributes.
- Development that does not contribute will still benefit from increased parking (free-rider issue).
- No more variances (build a spot or pay for a spot)

Focus Group Notes

This policy has one of the widest ranges of opinions. Concerns revolved around the potential to make parking issues worse, not wanting ugly and large parking garages, and the uncertainty of paying into a system with unknown details and timelines.

Potential Modification to Policy: There were less concerns if the details surrounding the garage, including timeline and design, were more certain. Need to move forward with design and maybe a bond to support construction before in-lieu fees are considered.

HOH Issue: Design of HOH

3. HOH Issue: Design of HOH

Current Situation: The Community Commercial zone allows mixed use buildings up to 60 feet in height in several historic neighborhoods (North End, Southside, and south Sunnyside). In these areas, many of the commercially zoned properties are actually used for low and medium density housing.

Why is this an HOH issue? The conflict between historic neighborhoods and their underlying zoning has been a major concern from the public in the HOH discussion. Beyond the individual cases, the zoning set in the 1970s and the Regional Plan values of maintaining community character and enhancing historic preservation are at odds. Because of the Private Property Rights Protection Act (Prop 207), the City cannot change the zoning of these properties without making waivers available or financial compensation to private property owners who do not want their zoning changed.

Potential Strategies: Address Community Commercial zoning and its potential impacts to community character in historic neighborhoods, in one of the following ways:

- Opt-out option: Rezone some areas in Southside, North End, and Sunnyside to a CC zone with a 45-foot building height. Give waivers to property owners that allows them to remain at the higher lot coverage and 60 foot height, as requested for the 3 years required by Prop 207.
- Opt-in option: Create a new commercial zone that has a maximum 45-foot building height (floating zone) and incentivize rezoning Community Commercial parcels to it.

Benefits

- 45 foot buildings are still tall but are more in scale with the buildings in most of the historic neighborhoods (20 to 35 ft).
- The difference in height may be small enough to not trigger many waiver requests.
- The solution is simple enough that property owners who request waivers for the 60 foot height will not end up with drastically different building potential from the neighboring property.
- Not likely to be considered spot zoning under state law.

Risks

- May be difficult to offer sufficient incentives to entice property owners in the opt-in scenario
- Opt-out scenario will result in lawsuits and Prop 207 says the City has to pay legal fees regardless of the cases outcomes. Taxpayers will have to absorb these costs.
- Any option will result in an inconsistent zoning pattern.

Focus Group Notes

There was discussion surrounding not wanting to create new details in the outdated Euclidean Zoning system, or a mix of incentives that cancel each other out. The group instead recommended that the City calibrate the Transect Zones so they work better where they are already applied and to also work for areas of character concern outside the existing Transect regulating boundary, like in Sunnyside.

For opt-out, members of the group doubted people would easily give up rights on their property but liked giving property owners options in general. Talked about how to support downzoning without spot-zoning through neighborhood plans,

HOH Issue: Locations Compatible with HOH

4. HOH Issue: Locations compatible with HOH

Current Situation: In the Regional Plan, the City identifies 24 activity centers, whose description supports HOH. Each activity center is a different scale of Regional or Neighborhood and a context of Urban or Suburban. Activity Centers are formed by a commercial core, which is not defined explicitly and a ¼ mile pedestrian shed that allows for increased residential density. Right now all 24 activity centers have goals and policies that support HOH in both the pedestrian shed and the commercial core.

Why is this an HOH issue? In the preparation of the La Plaza Vieja Neighborhood Plan and the HOH public meetings, we consistently heard the concern that HOH would “spread” into neighborhoods, because activity centers were so loosely defined in the Regional Plan.

Potential Strategy: Limit rezoning properties to allow for HOH development in the commercial core of each activity center. Emphasize that regional activity centers are preferred over neighborhood scale.

Benefits

- Would make the relationship between activity centers and HOH clearer.
- Would set a preference for HOH in the core of Downtown, 4th Street, Woodlands Village and near the Mall.
- Hub and Standard locations would be less desirable.

Risks

- Commercial core still needs to be defined for most activity centers in the City; usually done through area plans. Will need guidelines for determining them in the interim or an effort to roughly define them city-wide.
- May limit HOH in other acceptable locations, such as: South Milton (Activity Centers S8 and S9), Ponderosa Parkway(S19), and Juniper Point (U6).

Focus Group Notes

There was several rounds of discussion about regional v. neighborhood scale activity centers, whether the commercial core of neighborhood activity centers could allow HOH, and if more Regional activity centers should be identified. There was a desire to define the Downtown and Aspen Place activity centers differently, recognizing that it is a Regional Activity Center but not promoting HOH within the to protect historic areas. A modification was proposed and presented to the focus group, which had more support.

Potential Modification to Policy:

- Limit rezoning properties to allow for HOH development in the commercial core of regional scale activity centers.
- Add a note on U1 and U2 (Downtown Activity Centers) that future HOH within these commercial cores should be a scale of a small or medium scale commercial block building. (Note: most properties in the Downtown activity centers are already zoned for HOH)
- Amend the Regional Plan’s Future Growth Illustration to change the following activity centers from neighborhood-scale to regional-scale: S9 – Milton and University, S8 – Milton and Plaza, U6 – Juniper Point, S19 – Ponderosa Parkway and Route 66, U5 – Little America, S16 – 4th Street and Butler; FMC was another possible regional center (?)

5. HOH Issue: Locations compatible with HOH

Current Situation: So far, all HOH development proposals have been in Downtown, Southside, Aspen Place, and the west side of Flagstaff in order to serve the NAU campus effectively.

Why is this an HOH issue? Some of these locations are historic neighborhoods and the public is concerned about concentrating HOH in areas that would alter the community's historic character. There are other areas of town with concentrated employment that may also benefit from HOH, and with transit, could serve students. At public meetings, 4th street has been mentioned several times as a potential location for HOH away from downtown.

Potential Strategies: Provide incentives, such as City funded infrastructure improvements, to encourage HOH near employment centers or cultural clusters to help create new workforce housing opportunities. For example, Flagstaff Medical Center, 4th Street

Benefits

- HOH occurs where we want it to occur
- HOH away from NAU may provide opportunities for more affordable workforce housing
- More rooftops could support a more vibrant commercial center on Fourth Street.
- Property values near the public improvements increase.
- An alternative to increasing regulations on commercial properties
- Record of success in Flagstaff (S. Beaver and San Francisco)

Risks

- Very expensive and uses tax dollars.
- Taking mixed-use development from downtown may create competing districts and in-turn lessen downtown's vibrancy.
- Neighborhoods that need infrastructure improvements may not get it because of the focus.
- Real gains in transit speed to downtown and NAU will mean spending on transit improvements and favoring transit along some roadways
- Without inclusionary zoning, units in a different location may not be priced affordably for most households

Focus Group Notes

This was seen as a good mechanism for creating good design in neighborhoods by some. Concerns revolved around the finances of this; wanting to ensure a high return on investment and ensuring the money spent does more for community affordability than simply create nice streetscapes.

Potential Modifications: If pursued, design program to ensure outcomes are favorable to affordable housing.

HOH Issue: Sustainability

6. HOH Issue: Sustainability

Current Situation: Flagstaff only requires recycling pick-up for single family homes. About half of Flagstaff households are in multifamily housing, which are not required to offer recycling. Arizona State law allows for private competition for solid waste pick up in multifamily, industrial and commercial settings.

Why is this an HOH issue? Providing recycling in garden-style apartments (like those in Woodlands Village) is simple because the necessary infrastructure is the bin enclosures and residents walk their own trash out to the pick up location. In many consolidated HOH buildings (like the Village at Aspen Place), trash is collected through chutes and therefore facilities to support recycling need to be part of the building's original design or retrofitted through later construction.

Potential Strategies: Require that structures for multifamily buildings include chutes, signage and enclosures for recycling.

Benefits

- Will prevent costly remodels to provide recycling later.
- Will extend the life of the City's landfill and help meet sustainability targets.
- Brings what Flagstaff values into HOH buildings.

Risks

- In the past, solid waste issues have been subjects of preemptive legislation by the State.
- We may not be able to require the service be provided, even if we can require the infrastructure be present.
- We will need new Building Code standards and designs to implement.

Focus Group Notes

Most participants were favorable to the idea with some expressing concerns with the top-down "mandating" aspect of it and that the cost would be passed on to the residents. Some felt a strong or incentivized policy might be enough and others disagreed.

HOH Issue: Property Management

7. HOH Issue: Property Management

Current Situation: The Crime Free MultiHousing Program is currently run out of the Police Department as a part-time duty of a detective position. It is currently a voluntary program, unless the property has been issued citations under the Nuisance Party Ordinance.

Why is this an HOH issue? There is a perception that HOH and especially student oriented HOH may not adhere to behavioral norms within neighborhoods. Drinking, drugs and large parties were a problem several years ago at the student housing complex on Lone Tree.

Potential Strategies:

- Require that multifamily housing properties over 30 units per acre participate in the Crime Free Multifamily housing program as a condition of a CUP or through another enforcement measure.
- Hire a full-time dedicated program manager for Crime Free Multi-Housing program.

Benefits

- Expanding the staffing and breadth of program will ensure that property managers have pro-active support from the City.
- It would also give the police department more time for detectives other duties.

Risks

- All staffing considerations must be considered against the full breadth of needs for the City.
- The penalties and remedies of violating the CUP must be clear and enforceable.

Focus Group Notes

Overall favorable in promoting good behaviors in large residential developments with some concerns surrounding the concepts of adults should take responsibility for their own actions. A national trend with these programs shows discrimination against the homeless and those with a criminal history not being able to get into these developments at all. May be appropriate to indicate a minimum number of units in a development before applying this program as a requirement.

HOH Issue: Design of HOH

8. HOH Issue: Design of HOH

Current Situation: Most of the buildings in Downtown and the Southside neighborhood have to be built above floodplain elevation or flood-proofed, which is expensive and can result in large blank walls at the street level.

Why is this an HOH issue? The manner in which the building address the sidewalk is a critical design component to ensure vibrancy and safety of the street environment. The larger the building the more critical it is to address this area of building design.

Potential Strategies: Establish design standards to beautify buildings that are elevated above in the Rio de Flag Floodplain, i.e.:

- No blank walls
- Murals and Mosaics
- Sloped berms and large foundation landscaping
- Stoops
- Street Furnishings and planters

Benefits

- Would improve the pedestrian environment, where we cannot get the building-pedestrian connection we want because of the floodplain issues.
- Would increase neighborhood vibrancy and discourage graffiti.
- Could increase employment opportunities for local artists

Risks

- Would cost developers and possibly the City more money on maintenance and upkeep.
- Public art can be controversial and when it is on private property, the City does not control what it looks like.

Focus Group Notes

There was overall support for the concept with some concerns over who would police the continuing maintenance. Some felt it could be expanded beyond just the floodplain concern, to other civic spaces. Questions about how to enforce were raised.

Appendix G: Policy Workshop Summary



City of Flagstaff High Occupancy Housing Policy Workshop

May 22, 2017

MEETING SUMMARY

Meeting Objectives:

- To involve the public in developing proposed HOH policies and code updates
- To fully understand areas without consensus for further refinement
- To ensure that the policies proposed in the draft HOH Plan are implementable and complete

Executive Summary

The Policy Workshop was the fourth phase of the High Occupancy Housing Plan. The presented policies were informed by Focus Groups held in April 2017. The workshop solicited feedback on policies around the following topics:

- Support Small-and Medium-scale buildings,
- HOH as part of Complete Activity Centers,
- Efficient and Equitable Transportation,
- HOH and Public Spaces, and
- Reduce Waste and Increase Energy Efficiency.

There was consensus amongst workshop attendees that the proposed HOH policies were generally good ideas and, furthermore, constructive feedback was provided on how participants would refine policies. The topic of “Reduce Waste and Increase Energy Efficiency” had the most support, while topics related to “Efficient and Equitable Transportation” and “HOH and Public Spaces” had the most mixed feedback. For instance, advancing the availability of bike parking and car share were seen positively but recalibrating parking incentives was less broadly supported. There was pushback, in general, related to collecting fees from citizens, the need for incremental revenue to achieve select policy objectives, spending money on consultants, and requiring/mandating regulations.

In order to address comments and concerns, City staff will provide more information on the following subjects:

- The scale of viewsheds and its proposed analysis should be further detailed. Workshop attendees noted the importance of viewsheds to the City of Flagstaff and individual neighborhood character. However, there was some concern that viewshed analyses would require additional City funding and further hinder the development of much needed housing.
- More delineation is needed between high occupancy and high density.
- Further clarification and differentiation between regional scale activity centers and neighborhood scale activity centers.
- Prop 207 risks and potential implications.
- The feasibility of rainwater catchment as well as requiring reclaimed water for irrigation and toilets.
- Visual demonstrations to explain traffic impacts and parking incentives.
- Existing and potential future policies related to Downtown and the City’s Historic Preservation program.

High Occupancy Housing (HOH) presentation

- How did we get here?
- What do we do now?
- Roadmap for giving feedback tonight

Questions asked and answered during presentation:

Question: What about neighborhood character? TDM sounds like something that is trying to move people away from their cars.

Answer: Character is important but difficult to define. We have fewer regulatory tools we can use to manage for it in Arizona due to State laws. Each neighborhood has a character, which is valuable but is not easy to regulate. We cannot regulate who lives where, because it violates the law and principles of fair housing, but we can help the built environment including streets form the character.

Question: Can student housing be a use in the zoning code, like by being rented by room? What has staff discussed about prop 207?

Answer: 207 is a 2006 voter initiative, which prohibits the government from taking away existing property rights. There is now a process that the property owner must follow to be compensated for changes in zoning they perceive as reducing their property's value. This opened a new area of legal and financial risk for cities. Downzoning large areas of Flagstaff will be cost prohibitive. Staff is not limiting proposed policies that have some legal risk but ultimately the amount of risk the City takes on is a City Council decision. Council could be willing to take some legal risk but that is not up to staff to decide.

Answer: Rent by room: At this time, we require a CUP for rent by the room multifamily housing. One CUP has been granted, since that policy in code was added. Other ways to regulate renting by room are tricky. It is difficult to enforce. At this time, staff has not found a better way to manage this issue and is not proposing changes at this time.

Question: To calibrate what we are looking at, why are the Woodlands Village apartments not on the projects map?

Answer: There are new multifamily housing projects in Woodlands Village but they are below 29 units per acre, they cannot get above that density because they are not mixed use.

Dot Exercise Instructions

Exercise Purpose: To identify areas of agreement, disagreement and further work in developing possible HOH policies for the City of Flagstaff.

You can have as many dots as you would like but we ask that you please use only one dot per potential policy. The purpose of the exercise is not voting or prioritizing. It is about getting a sense of different responses and the reasons why. Therefore, it is important that if you use a red or yellow dot that you take a moment to write “why” in the margin of the poster or on the blank sheets next to the policies.


Staff will be standing near the posters to help answer questions and guide you through the exercise.

- **Red Dot** – This is a terrible idea. Drop it.
Comment prompt: Do you have an alternative to suggest?
- **Yellow Dot** – Not a bad idea but it needs some work.
Comment prompt: How can we make it work better?
- **Green Dot** – This is a good idea.
Comment prompt: Keep refining it or is it good as it is?

Support Small- and Medium-scale Buildings

Elevators and Accessibility

Issue: Elevators are needed to meet ADA requirements for mixed-use buildings and they are a difficult cost to cover in a smaller building.

1. Allow for an administrative adjustment in the Zoning Code to the minimum commercial depth (from a 70 foot minimum to 20 floor) that can be applied to builds that are 3 stories or less, when ADA accessible units are provided on the 1st floor. 



Large-bedroom count Multifamily Units

Issue: Currently, density is calculated as the number of dwelling units per acre of property. There have been developments with just a few units that have a large number of bedrooms because Flagstaff's allows up to 8 unrelated persons to live in one unit. This has exacerbated parking issues and nuisance issues in some neighborhoods.

2. Change density calculations in the Zoning Code from dwelling units per acre to be number of bedrooms per acre. 

Stormwater Management

Issue: Flooding in Downtown and the Southside is a major concern and redevelopment in these areas must follow federal and local floodplain and stormwater regulations. On-site requirements for retention and detention can be difficult for projects on small lots, and may therefore incentivize lot consolidation.

3. Complete the Rio de Flag flood control project as a top City priority. 
4. Plan for regional retention and detention to support small and medium scale urban infill and redevelopment. 

Note: The Stormwater Division as part of their ongoing stakeholder process may propose other possible solutions at the City Council Work Session in June.

Transect Zone - Commercial Block Buildings

Issue: In order to have effective commercial spaces mixed use buildings, the City's Form-Based Zoning Code allows for a commercial block building. Currently, this building type does not have maximum dimensions to control its scale except for height and the size of a parcel. This was recognized as an impediment to meeting the form based code's intent, and staff is already working on the following steps to correct it.

5. Create development standards that better define a small, medium and large commercial block building (relative to T4, T5 and T6 zones).



6. Set a maximum building width or effective lot size for commercial block buildings in the transect zones.



Example of a **large-scale** commercial block building



Example of a **medium-scale** commercial block building



Example of a **small-scale** commercial block building

Alleyways and Block Structure

Issue: Alleys provide important internal access with a block for parking and trash. Alleys also break up the mass of buildings. Some blocks in the Downtown and surrounding neighborhoods had alleys in the past but they were abandoned, and some blocks never had them because of their unusual configuration.

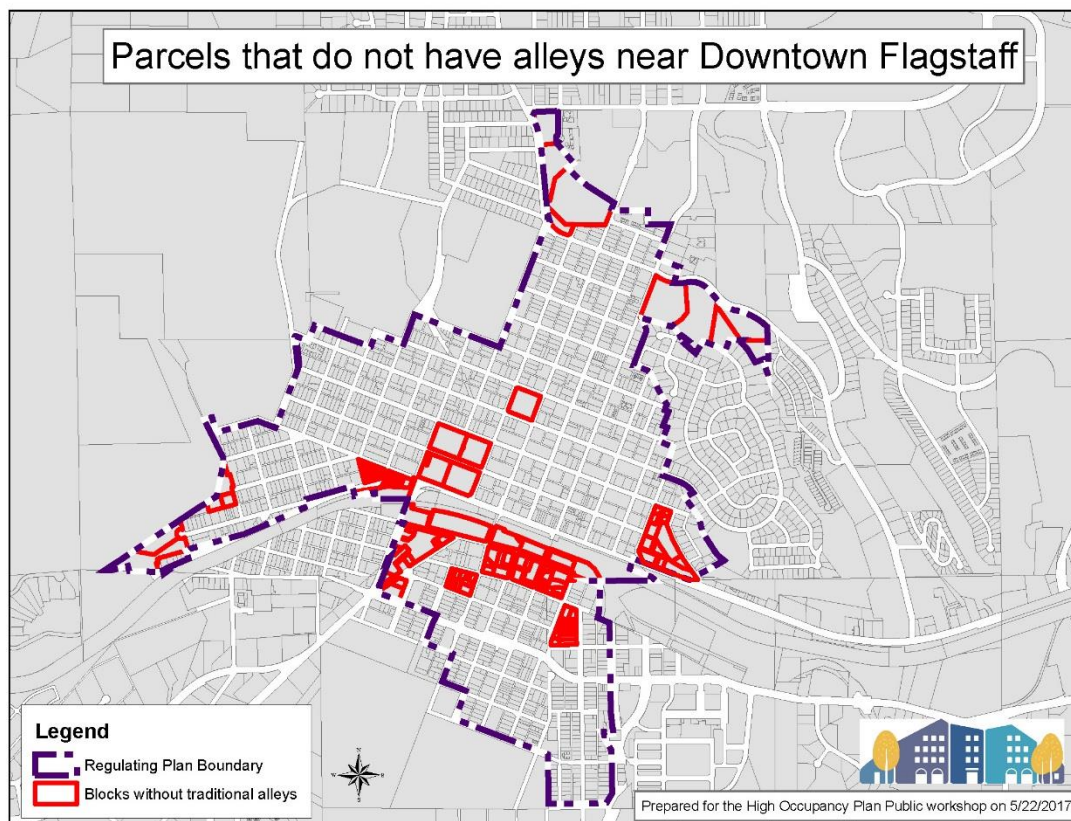
7. Develop standards for the preservation and/or creation of alley networks throughout downtown and the surrounding neighborhoods, regardless of zoning applied. Alleys should be designed for pedestrians and motorized vehicles.



8. Require development of new alleys, in a traditional pattern for the neighborhood, to provide trash pick-up and parking access, behind the buildings, where they do not already exist in Downtown and the surrounding neighborhoods.



9. Do not abandon public alleys or allow them to be fully enclosed by a building.



Public Comments: Support Small- and Medium-scale Buildings

Need to know implications of student housing apartments compared to high density condo units sold to individuals as their primary or secondary property

Need to know the legal risk relative to prop 207

What happened to limiting the number of lot combinations particularly in historic neighborhoods to prevent massive bulk HOH projects? ← Agree, we really need to stay on top of this ●

Incorporate storm water into Public Space design.

Is there any way/plan to capture rainwater for use?

There are a lot of people of vast age ranges that don't want to live with roommates. Providing dense housing that allows people to live independently should be a priority.

Incentivize rainwater catchment and harvesting for development (new & already there) that impact the flood zone.

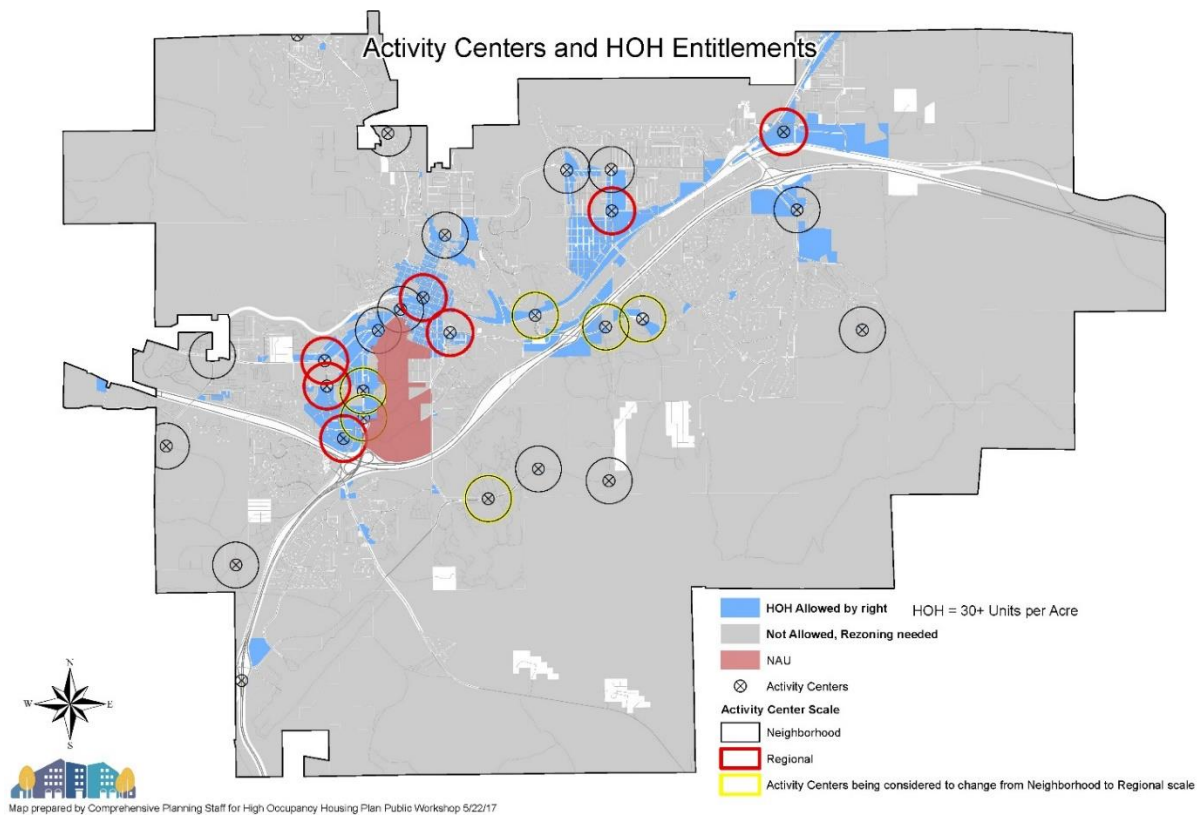
Alleys that are not linear may be unsafe (blind corners/dark Areas) and would not provide easy trash/recycling pick up.

HOH as part of Complete Activity Centers

Regional Plan and HOH Rezoning

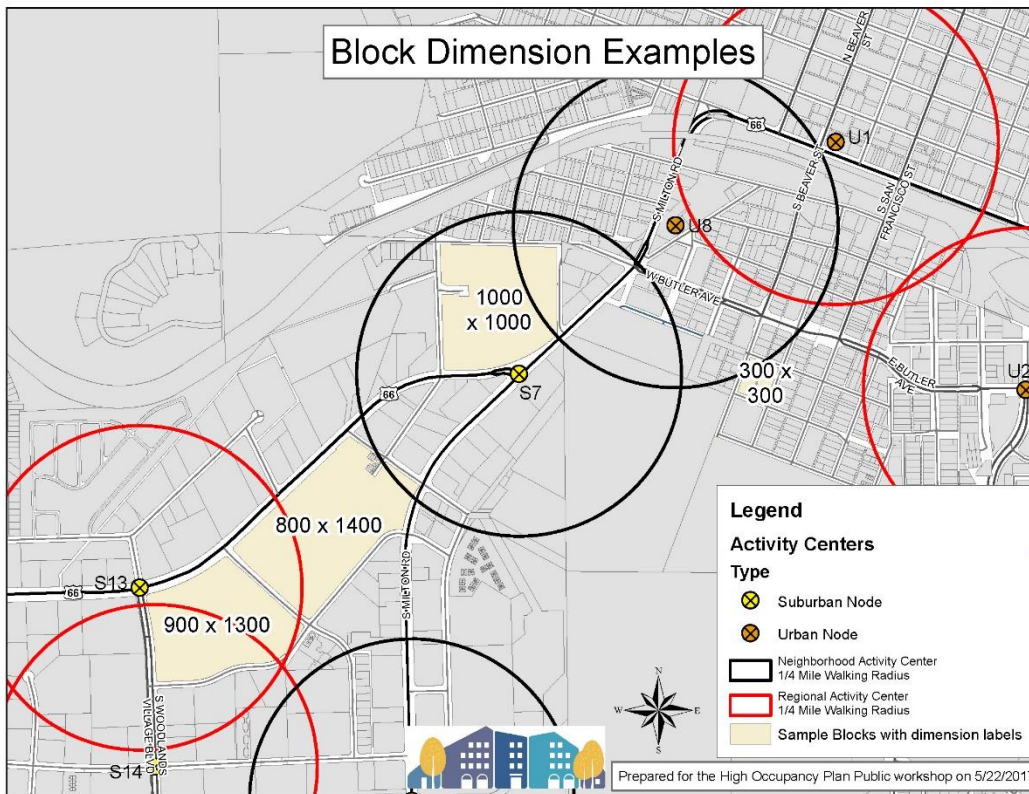
Issue: The Regional Plan supports High Occupancy Housing in all 27 of the City's activity centers.

1. Refine the language in the Regional Plan to limit rezoning properties to allow for HOH development in the commercial core of regional-scale activity center. ● ● ● ● ●
2. In order to direct HOH to locations that are acceptable to the community, emphasize that Hoh is preferred in Regional-scale Activity Centers (Red). Consider changing designation of some neighborhood-scale activity centers to regional-scale (Yellow): South Milton (2), Ponderosa Parkway, Little America, 4th Street and Butler Ave, and Juniper Point. ● ● ● ●



Issue: Activity Centers, in addition to higher densities and intensities, compact development and place-making, are intended to support a “high-degree of pedestrian and bicycle connectivity” and “efficient multi-modal transit options” (FRP30 Chapter IX).

3. Add desired block sizes and frequency of bicycle and pedestrian connections to Suburban Activity Centers’ Regional Plan descriptions (Plan is currently silent on this) to increase connectivity: ● ● ● ● ● ● ● ● ● ●
 - Regional Activity Center Block Size: 1,000 to 1,500 x 1,000 to 1,500
 - Neighborhood Activity Center Block Size: 600 to 1,000 x 600 to 1,000
 - Lot size is variable. Across any lot or block, bicycle and pedestrian connectivity is generally 300 to 600 x 300 to 600 (Similar to desired ● Urban block size, already in the Regional Plan)



Public Comments: HOH as part of Complete Activity Centers

Tie to Regional Transportation Plan (RTP)-Distance to transit line & stops?

There is a major concern about the lack of distinction and explicit rationale between regional scale activity centers + neighborhood scale.

- Concern for vulnerable populations

All activity centers in neighborhoods, historic Flagstaff areas need to be neighborhood activity centers – no HOH.

Change some currently designated “Regional Activity Centers” to “Neighborhood Activity Centers.” Regionals should not overlap neighborhoods.

Make certain that bus lines & frequency of stops matches HOH developments before moving forward. Have monthly bus passes be part of HOA fees.

More density on Milton!

Limit square footage footprint of HOH building in areas North & West of downtown. No 600 bed buildings. Require only small and or medium in the historic areas.

Require in Downtown 1st floor activity commercial even though in flood plain and conventional zoning. Don't lose our small commercial stores by allowing projects like the Marriot.

The intersection of Activity Center and Historic Core needs consideration. How to preserve historic core as an existing activity center.

Efficient and Equitable Transportation

Reduce Vehicle Trips generated by HOH

Issue: The Peer Cities studied are all moving towards providing active demand-sided programs that encourage transit, bicycle and pedestrian transportation in multifamily housing. Programs take many forms but typically fall into the category of travel demand management (TDM).

Physical Infrastructure

1. Improve transportation impact analysis (TIA) procedures to more quantitatively assess pedestrian, bicycle and transit impacts and plan for the mitigation of impacts to these modes and the development of their respective facilities. ● ● ● ●
2. ● ● For all infill and redevelopment projects, establish guidelines for road cross-sections where the available right of way is not sufficient to meet new construction standards. This is typical of Flagstaff's historic neighborhoods.
3. Crossings of S. Milton Road, especially grade separated ones, need to be prioritized in order to support HOH developments in the Woodlands Village area. ● ● ● ● ● ●
4. Require new HOH projects to provide enough covered, enclosed, and secured bike parking for a certain percentage of residences in the development. ● ● ● ●
5. Require more short-term bike parking for all commercial development and multifamily residential ● ● ●
6. Have t and the City jointly create transit development standards to determine transit stop improvements, locations and funding that proximate HOH can financially support. ● ● ● ●

Operational Support

7. The City, NAIPTA, and other agencies work towards adopting a coordinated Travel Demand Management (TDM) Plan that includes strategies that provide operational supports for transit walking and biking, such as bike share, real-time transit data displays, etc.



8. Once the overarching TDM Plan is adopted, require HOH development include a property-specific TDM strategies in their design. This would allow them to select from a menu of TDM options to achieve a minimum score.



9. Require that HOH projects integrate TDM strategies into their site to compensate for parking reductions.



10. Hire TDM education, outreach, and enforcement specialist to monitor and run the program for property managers and regional employers who want to participate.

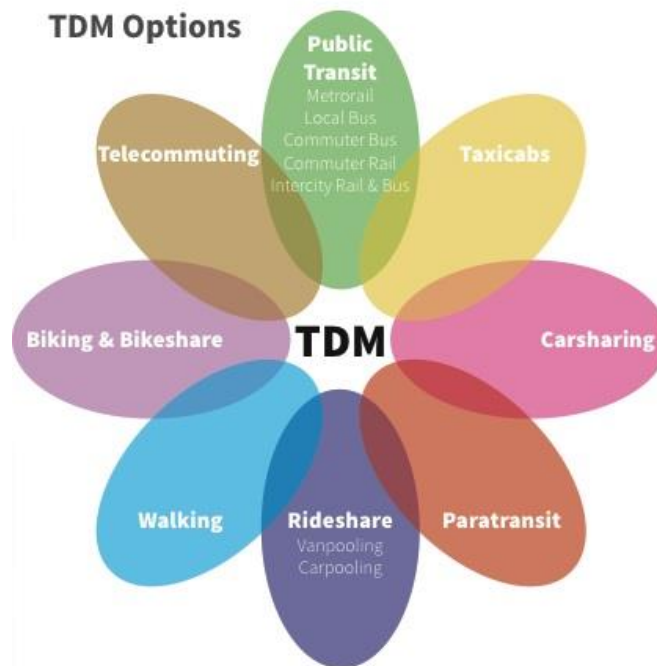





Image from mobilitylab.org

Better performance from parking reductions (Conventional Zones)

Issue: The Zoning Code currently allows up to a maximum 20% parking reduction provided in the Conventional Zones (such as Highway Commercial) based on criteria such as being located within ¼ mile of a transit stop. There has been some concern that the criteria are so broad that the reduction may be applied where there is no real transit, bike, or pedestrian benefit.

11. Change the criteria for applying parking reductions in the Conventional Zones to require a clearer contribution to multi-modal transportation before receiving the incentive.
 - a. Only apply the parking reduction allowed in the Zoning Code for proximity to transit stops (in both direction), and when there are “complete”, ADA accessible bicycle, and pedestrian paths between the location and the stop. Complete is defined by continuity of an improved path, crossing, or sidewalk between the project location and the bus stop. (Currently, any development within ¼ mile of a transit stop can request this parking reduction, regardless of the connecting infrastructure’s condition).

 - b. Offer an incentive for providing more than the minimum amount of covered, enclosed and secured bicycle parking within a multifamily development in addition to a short-term bicycle parking. (Currently, a development can receive an incentive for installing a standard bike rack)

 - c. Explore providing a parking reduction or other incentives for proving car share service and parking.


Public Comments: Efficient and Equitable Transportation Comments

It's difficult for lay people to visualize traffic impacts of projects like the HUB.

This would have to include ways to reduce traffic circling → more clear incentives. I feel like developers could get away with low-effort attempts here.

Require a bike parking spot so that racks actually meet demand (or potential demand).

For developments with HOA fees, add monthly bus pass as part of HOA.

Have a few designated prime spots for care share service cars.

Tie to Activity Centers & Tie to Design Templates for aesthetic characteristics

I would like to see lesser parking incentives for immature parking/cycling/ped environments

Biking on Milton is already a dangerous prospect. At least paint more lines for bikes to specifically have their own space. Ped crosswalk at Phoenix & Milton.

Covered/secured bike parking is trending huge nationwide with renters. Its cost is high so typically only the highest end projects put it in. If there were incentives more developers would use it. Consider offering to existing community owners too.

Encourage not only new but existing properties.

HOH and Public Spaces

Viewsheds

Issue: The community is concerned that taller and bigger buildings will eliminate iconic views that are important to the community.

1. HOH developments should provide a visual analysis of its impacts to the San Francisco Peaks, Mt. Elden and/or Observatory Mesa from major intersections on Great Streets and public parks and open space. Allow neighborhood plans to identify smaller scale views to be preserved.



2. The City should fund a viewshed analysis for public spaces within the City and identify priority views to preserve and enhance (funding and consultant would be needed).



Civic Space ●

Issue: There is a concern that on-site civic space for large HOH projects seems minimal and does not benefit the overall community enough.

3. Civic and pedestrian spaces on-site should be oriented to provide public accessible and welcoming spaces with views of the San Francisco Peaks, Mt. Elden and/or Observatory Mesa.



4. Develop a civic space/park plan, as permitted in the Downtown Regulating Plan, which would allow the City to collect fees to purchase property for consolidated parks and gathering spaces in the Downtown and surrounding neighborhoods.



5. Identify locations in West Flagstaff that would be desirable for a parks and civic spaces, since this is the area of greatest need according to the Master Parks Plan.



Design the Street as a Public Space

Issue: Street design, such as street trees, benches, sidewalks, parking, etc. can improve the appearance of a large building and improve the quality of life for pedestrians in an activity center.

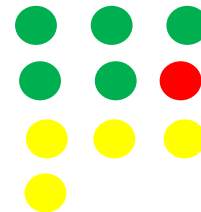
6. Encourage complete streets with a “main street” character throughout activity centers.



Urban Design in Floodplains

Issue: New buildings, like the Marriott and the Hub, must raise residential spaces above the flood level because of federal requirements. This can create an unattractive space along the sidewalk and increase the instances of visible graffiti in town.

- Establish design standards to beautify buildings that are elevated above in the Rio de Flag and Clay Avenue floodplains. For example:
- No blank walls
- Murals and Mosaics
- Sloped berms and large foundation landscaping
- Stoops
- Street Furnishings and planters
- Enhanced architectural details and materials at the street level



Public Comments: HOH and Public Spaces

Somebody needs to address Rio River hasn't been maintained in last 20-30 years. Especially South Side.

Also built landmarks – Monte Vista sign, church steeples, etc.

“identify smaller scales views to be preserved” ← Important

I would rather look at a taller building that is extraordinary than a smaller one that is nothing special.

Add the public space design guide to definition of overall activity center aesthetic (i.e. "Historic", "Rustic", "Modern")

Why does a public funded consultant need to be hired? Why not just include in development design proposal how said structure will affect views & aesthetics of surrounding structures, neighbors, and the overall neighborhood character. Don't regulate by height/width/depth etc. but its overall impact of immediate area.

Careful not to over-retail an area so you end up with unsightly vacancies.

From a property management view, who manages this space? Who patrols for crime or pays for basic ongoing upkeep?

What indicated west as area of most need? Have people asked for it or is it just there aren't any?

Require ground floor commercial in T-5 T-6 even in a floodplain like downtown?

Developers should provide open space, civic areas by regulations – not with city fees.

Identify Technology/Design Tools to visualize viewspace in elevation during submittals.

Incorporate new design templates into Activity Center definitions.

People are obsessed with having to constantly view the peaks and Mt. Elden. This limits our ability to provide necessary housing for NAU students and others who so desperately need it.

These views are the character of Flagstaff when we lose these important places behind buildings for the purpose of profit, how does that change the character of our neighborhoods and frankly the best part of Flagstaff. This community prioritizes the aspects of Flagstaff that make us unique. Students do not take priority over the character of Flagstaff.




Prop 207 needs to be included in this discussion. Also, many viewsheds have already been changed by 1 & 2 story buildings. Taller buildings behind then would do little to make it any worse. Viewsheds need to be studied relative to whose view is being obstructed.

6. & 7. Should be tied together

Reduce Waste and Increase Energy Efficiency




Materials Management

Issue: About 50% of all residential units in Flagstaff are in multifamily housing. With the growth in HOH, the need to have appropriate facilities for recycling is essential to meeting the City's waste diversion objectives and extending the life of our landfill.

1. Require that structures for multifamily buildings include chutes, signage and enclosures for recycling in initial construction.

2. Create engineering and public works standards for new recycling technology including compactors and enclosures, so developers do not have to go through a special approval process to construct a custom enclosure.

3. Require HOH projects to divert at least 50% of the total construction and demolition material, so it does not end up at the landfill.


Alternative Energy and Energy Efficiency

Issue: Larger buildings are easier and cheaper to make energy efficient on a per square foot basis. Changing our energy policies can ensure that HOH is moving the City towards its energy and resiliency goals.

4. Require new HOH construction to perform at a certain percentage (such as 20%) over the current City of Flagstaff Energy Code.

5. Adopt the most up to date (2015 or 2018) International Energy Conservation Code for all new construction in the City of Flagstaff.

6. Create a financing mechanism or incentive system to increase solar energy production on HOH sites (i.e. grant or PACE-style program).


Comments: Reduce Waste and Increase Energy Efficiency

Is there a way to look ahead with some of this HOH development and set them up with using recycled water for irrigation and toilets? Is there a minimum on water conservation [Low Flow] for instance?

Is 50% possibly too high and will turn off developers?
Consider Reclaimed Water for toilets as requirement for HOH.

Materials #1: Consider who monitors and who gets penalized if it doesn't happen. Some multifamily projects have recycling now and residents don't use it correctly. Must include a public awareness campaign.

50% is good, is there a possibility for more locally-sourced materials (perhaps buying recycled materials incentives)?

Materials #3: Consider what this will do to construction costs. If diversion creates a need to transport demo material too far could become cost prohibitive. If required, city should provide local places to take the materials.

Consider the cost of developers to comply...what can the city do to make this easier for them?

Yes! Start a PACE program.

Consider how city can incentivize existing projects to retrofit to save energy and be more sustainable?

#1 is great – keep in mind safety concerns, too, of having such in homes w/children, etc. Therefore, prioritize #2.

Other Goals

Safety

Issue: Expanding the ability to address safety and nuisance issues at HOH buildings. There is a Crime Free Multi-Housing Program run by the Police Department but the staff is only committed to the program part time.

1. Hire a full-time program manager for Crime Free Multi-Housing program



5. Conserve resources associated with the construction and management of buildings by designing for flexibility and ease of future adaptation and for the service life of components and assemblies. ● ● ● ●

Public Comments: Other Goals

Relations between property management companies and Police Department is good. Issues are because Police Departments asks for volunteers for the Crime Free Program. This program works!

Incorporate Crime Free Multi-Housing Program into existing Code enforcement

Find a way for developers to have a plan to reduce crime in a non-discriminatory way

Work with citizens to encourage private historic preservation registration from property owners, provide info on process.

Advocate at state level for inclusionary zoning for affordable housing, work with developers for affordable incentives (tax abatements, etc.) HOH are unlikely to be bought as seconds homes so will keep prices down.

Retail spaces in HOH should be partially dedicated to items people purchase on regular basis (grocery, drug store, etc.). Providing clothing retail, restaurants, solely do not help walkability as much as essential services.

Greywater for toilets and landscaping, solar incentives, energy conservation maximum efficiency.

Flexible Use Design Templates to define desirable adaptive reuse objects (e.g. fenestration allowing for varied ceiling height)

Not all historic buildings need to be, or should be, preserved – some are just eyesores.

There are better ways to achieve affordability than requiring it from a developer.

Affordable housing – good idea; we need more incentives for affordable housing.