

# DRAFT DOCUMENT

## NOTES TO READER:

This is a “living document” that changes from day to day, sometimes by the hour, as the public outreach and stakeholder development process continues.

This outline is being used as both agendas and notes for the development of the Downtown Management Plan, including the public outreach and stakeholder development process.

When the public outreach and stakeholder development process is completed, a final Downtown Management Plan will be prepared from this outline.

**ONLY THE FINAL DOWNTOWN MANAGEMENT PLAN  
SHOULD BE RELIED UPON AS TO ANY PLAN CONTENT.**

For Current Events, see: [www.DowntownFlag.com](http://www.DowntownFlag.com)

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## **DOWNTOWN MANAGEMENT PLAN 2009-2010 FLAGSTAFF, ARIZONA**

DRAFT OUTLINE - January 25, 2010 Edition

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## **ACKNOWLEDGEMENTS**

### **Steering Committee**

Paul Babbitt	Ruth Ann Border	Paul Brinkman
Kathi Clark	Tony Consetino	Chris Davis
Jonathan Day	Roger Fontanini	James Garvey
Sam Green	Maury Herman	Mark Lamberson
Dave Ledbetter	Jeff Meilbeck	Dave Stilley
Mike Townsend		John Van Landingham

### **Focus Groups**

The seventy-five community members, organizations, and City Staff who assisted with:

Incorporation and Management

Data

Parking Operations

Maintenance and Other Services

Capital Improvements

Land Development Code

### **City Council**

Sara Presler, Mayor		Al White, Vice Mayor
Karla Brewster	Coral Evans	Joe Haughey
Scott Overton		Rick Swanson

### **City Staff**

Kevin Burke, City Manager

Karl Eberhard, Community Design and Redevelopment Manager

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## **INTRODUCTION**

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### **2009 Concept Downtown Management Plan**

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The 2009 Concept Downtown Management Plan built upon prior studies and plans, and stakeholder input, to comprehensively suggest feasible solutions for the provision of maintenance services, business support services, and parking management for downtown Flagstaff. Notable among the concept plan's basis documents is the 2009 Central Business District Parking Study, upon which many of the parking needs, costs, and strategies were based. While the concept plan was well developed, it was only a "sketch" intended to introduce certain concepts such as the formation of a self-governing downtown district, a unified north-south downtown, zones of benefit, maintenance contracts, zoning ordinance changes, and financial strategies. To truly understand the substantial background of this plan, it is necessary to read the 2009 Concept Downtown Management Plan, and for that purpose it is incorporated herein by reference.

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### **Development of the Downtown Management Plan 2009-2010**

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Following enthusiastic key stakeholder and City Council support of the concept plan in August of 2009, a Steering Committee and six Focus Groups were established to develop the plan into this final form. The Steering Committee was formed entirely of community members representing property owners, businesses, employers, employees, residents, adjacent neighborhoods, service partners, and Flagstaff at large. The Focus Groups were composed of seventy-five broadly representative community members and City Staff who developed the plan details for Incorporation and Management, Data, Parking Operations, Maintenance and Other Services, Capital Improvements, and Land Development Code coordination. From August of 2009 to **April of 2010**, over seventy open-to-the-public and public outreach meetings were conducted to inform the community, to seek input, and to develop the plan sought by the community. The result of that consensus process is this plan, the Downtown Management Plan 2009-2010.

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### **Property and Business Improvement District Incorporation**

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Text – with plan, votes sought, and ... ???

## **PROPERTY AND BUSINESS IMPROVEMENT DISTRICT (PBID)**

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### **Purpose and Intent**

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The purpose of forming a Property and Business Improvement District is to provide comprehensively managed basic and enhanced maintenance services, business support services, and parking management for downtown Flagstaff; to establish for that purpose a unifying, sustainable, flexible, and self-governing organization that represents a formal partnership between the community, property owners, businesses, residents, and the City of Flagstaff; and that can deliver such services in a way that is fair and balanced, feasible, and serving needs that are immediate, long-term, and unforeseen.

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### **Services**

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#### **General:**

- I. Introduction to following chapters
  - a. Downtown Maintenance and Operations
  - b. Business Development and Support
  - c. Parking Management
- II. Board Determined
- III. Future flexibility desired – not prevented

#### **Zones of Benefit:**

- I. Use of term (Sub-districts)
  - a. Intensity of Services
  - b. Cost of Assessment

## **PROPERTY AND BUSINESS IMPROVEMENT DISTRICT (PBID)**

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### **Boundaries**

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#### **District:**

- I. Reference Map

#### **Zones of Benefit:**

- I. Reference Map

#### **Boundary Changes:**

- I. Future flexibility desired – not prevented
- II. Subject to
  - a. District Governance - No protocols initially established
  - b. ARS

## **PROPERTY AND BUSINESS IMPROVEMENT DISTRICT (PBID)**

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### **Structure**

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#### **District(s):**

##### **Text – Final ARS District(s)**

- I. Possible ARS Districts
  - a. Community Facilities District
  - b. Marketing and Promotion District
  - c. Enhanced Municipal Services District
  - d. Parking Authority
  - e. Non-profit ?
- II. Description of Features / Authorities Needed
  - a. Contracting
    - i. City Maintenance Contract
    - ii. Lease City Parking Facilities
    - iii. Marketing, Other Services, Misc.
  - b. Assessments
    - i. Set
    - ii. Receive
  - c. Employ Staff
    - i. Management
    - ii. Maintenance
    - iii. Business Development
    - iv. Parking Operations
- III. Sunset Provision

## **PROPERTY AND BUSINESS IMPROVEMENT DISTRICT (PBID)**

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### **Structure**

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#### **Membership:**

- I. Properties within District Boundaries
- II. Excepted Uses
  - a. Not Zoning
  - b. Residential (Including Apartments)
  - c. City of Flagstaff Public Facilities
  - d. Non-profit Uses ?
- IV. Out-of-district Memberships
  - a. Protocols not Initially established
  - b. A type of boundary change – See [Boundary Changes](#)

#### **Governance:**

- I. Self-governance Desired
- II. City / Property Owner / Business Partnership
- III. Managing Board w/ Manager as E.D.

#### **Management:**

- I. Comprehensive Management of all Services
- II. Start-up
- III. Initial Organization
  - a. Manager
  - b. Staff
    - i. Maintenance
    - ii. Ambassadors
    - iii. Parking (if not PD)

#### **Accounting:**

- I. As Needed per ARS
- II. As Needed for Responsible / Successful Operations

#### **Reporting:**

- I. As Needed per ARS
- II. As Needed for Responsible / Successful Operations

## **PROPERTY AND BUSINESS IMPROVEMENT DISTRICT (PBID)**

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### **Finances**

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#### **Start-up:**

- I. BBB – Beautification Revenues
- II. Coalition Funds
- III. Downtown Fund
- IV. Parking Revenues

#### **Maintenance Contract:**

- I. See DOWNTOWN MAINTENANCE AND OPERATIONS – [Basic Maintenance Contract](#)

#### **Assessments:**

- I. Changes Subject to
  - a. District Governance
  - b. ARS
  - c. Future Flexibility not Prevented
- II. Application
  - a. Per Zone of Benefit
  - b. Residential Excluded (Including Apartments)
  - c. Mixed-use
- III. Initial Assessment Value
  - a. Basis
  - b. Amount
- IV. Split Capital and O&M into two assessments
- V. Sunset – See [PBID Structure](#)

#### **Parking Revenues:**

- I. Meters
- II. Permits – Excludes South End Parking District
- III. In-lieu-of Fees
- IV. Tickets – City Keeps

#### **Business Plan:**

- I. Basis of Revenues and Expenses Described Herein
- II. Reference Plan

**PROPERTY AND BUSINESS IMPROVEMENT DISTRICT (PBID)**

**Office, Equipment, and Other Mechanics**

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**Start-up:**

- I. What's Needed ? Contributions ? City Stocked ?

**Ongoing:**

- I. Subject to District Governance

## **DOWNTOWN MAINTENANCE AND OPERATIONS**

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### **Maintenance Services**

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#### **Basic Services Performed by City:**

- I. Public Safety, Including at current LOS
  - a. Public Safety
  - b. Street Snow Removal
- II. List or Reference or Include Matrix

#### **Basic Services Performed by PBID:**

- I. List or Reference or Include Matrix
- II. See DOWNTOWN MAINTENANCE AND OPERATIONS – [Basic Maintenance Contract](#)

#### **Enhanced Services:**

- I. List or Reference or Include Matrix

#### **Application per Zone of Benefit:**

- I. Reference or Include Matrix

## **DOWNTOWN MAINTENANCE AND OPERATIONS**

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### **Basic Maintenance Contract**

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#### **General:**

- I. Intent (Concept)
- II. Terms
  - a. Contract Term
  - b. Revocation
  - c. Renewal Protocol
- III. Future flexibility desired – not prevented
- IV. Scope of Work
  - a. Per Performance Specifications

#### **Performance Specifications:**

- I. Intent
- II. See APPENDICES – Basic Maintenance Contract

#### **Initial Maintenance Contract:**

- I. See APPENDICES – Basic Maintenance Contract

## **DOWNTOWN MAINTENANCE AND OPERATIONS**

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### **Capital Improvements and Maintenance**

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#### **Existing Improvements:**

- I. PBID Responsibility
- II. Identify
  - a. List
  - b. Previous BID Items ?

#### **Garages:**

- I. First two City Built ?

#### **Future:**

- I. Subject to District Governance
- II. City Financing Need Expected

## **BUSINESS DEVELOPMENT AND SUPPORT SERVICES**

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### **Staff Resources**

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- I. Strategy
    - a. Initially Manager Performed
    - b. Future Staffing Subject to District Governance
  - II. Ambassador Program
  - III. Loitering and Social Service Connection Services
  - IV. Business Attraction, Retention, and Expansion
  - V. Tenant / Landlord Services
  - VI. Planning and Redevelopment
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### **Marketing and Promotion**

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- I. Advertising
  - II. Banner Program
  - III. Event Management
  - IV. Seasonal Decorations
- 

### **Other Programs**

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- I. Communal Trash Collection
    - a. Four Compacter Units on PBID Bill
  - II. District Eco-passes
  - III. Parking Discounts
    - a. Permits
    - b. Tokens
- 

### **Application per Zone of Benefit**

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- I. Reference or Include Matrix Here

## **PARKING MANAGEMENT**

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### **Land Development Code Changes**

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#### **Parking Requirements:**

- I. Reductions Based on Proximity to Garages

#### **In-lieu-of Fees:**

- I. Intent (Concept)

#### **Maximum Parking Relief:**

- I. Twenty Spaces ? Percentage ? Tie to Lot Size ?

#### **Excepted Uses:**

- I. Not Zoning
- II. Residential (Including Apartments)
- III. Hotel / Motel / Time Share

#### **Application per Zone of Benefit:**

- I. Zone of Benefit 1
  - a. No Private Parking Allowed
- II. Zone of Benefit 2
  - a. 50% LDC Required Parking
  - b. In-lieu-of Fee Permitted
- III. Zone of Benefit 3
  - a. 75% LDC Required Parking
  - b. In-lieu-of Fee Permitted

#### **Timing:**

- I. Interim – This section does not apply
- II. Applies - When garages in service – 1 or 2 ???

## **PARKING MANAGEMENT**

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### **Time Limited Parking**

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Including on and off-street parking, all public parking within the North End Permit Parking District, the Property and Business Improvement District, and the South End Permit Parking District is restricted to a certain length of time. Specific time limits are described for each district under Permit Parking Programs - [North End Permit Parking District](#), [Business Permit Parking District](#), and [South End Permit Parking District](#) respectively. Areas of the Property and Business Improvement District that are not included within the boundaries of the Business Permit Parking District shall have time limited parking as described for the Business Permit Parking District.

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### **Permit Parking Programs**

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#### **Common to All Parking Districts:**

- I. Permit parking programs do not alter other parking restrictions, such as:
  - a. Disabled Placard / displays are exempt
  - b. Seasonal parking limitations still apply
- II. May not be a part of PBID, but created simultaneously
- III. Program Administration:
  - a. City of Flagstaff – Standard  
(City Manager, or assignee, under direction of City Council)
  - b. City to develop such accompanying operational policies as needed  
(Administrative Rules, Standards of Proof, Temporary, Replacements, etc)
  - c. Permits issued by City of Flagstaff
  - d. Cost – Partial offset by Ticket Revenue

## **PARKING MANAGEMENT**

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### **Permit Parking Programs**

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#### **North End Parking District:**

- I. Boundary: Per attached map.
- II. All streets posted as 2-hour Parking,
  - a. Monday through Friday,
  - b. 8 am to 6 pm,
  - c. with R Permit Exempt as follows:
    - i. East side of Leroux, San Francisco, Agassiz, Verde, and Eldon Streets
    - ii. North side of Dale, Elm, Fine, Hunt, and Sullivan Avenues
  - d. with B Permit Exempt as follows:
    - i. West side of Leroux, San Francisco, Agassiz, Verde, and Eldon Streets
    - ii. South side of Dale, Elm, Fine, Hunt, and Sullivan Avenues
  - e. with G Permit Exempt
    - i. **TBD limitations on guest parking**
- III. Permit Issuance
  - a. Residential (Property Owner) Permits (R)
    - i. Annual expiration
    - ii. Number: Two per Water Meter  
(Except: Apt. Uses; One per permitted unit - Mirror Hanger  
**Any "business size" exception?)**
    - iii. Eligibility:
      1. Regardless of actual use,
      2. Issued to person on Water Bill, and
      3. Can be assigned (Sticker and Mirror Hanger)
    - iv. Cost: Free (City of Flagstaff responsible)
  - b. Business Permits (B) – See [Business Permit Parking Program](#)
- IV. Revenue Usage: See [Business Permit Parking Program](#)

## **PARKING MANAGEMENT**

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### **Permit Parking Programs**

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#### **South End Parking District:**

- I. Boundary: Per attached map.
- II. All streets posted as 2-hour Parking,
  - a. Monday through Friday,
  - b. 8 am to 6 pm,
  - c. with S Permit Exempt
  - d. with G Permit Exempt
    - i. TBD limitations on guest parking
- III. Permit Issuance: Southside Permits (S)
  - a. Annual expiration
  - b. Number: Unlimited
  - c. Eligibility:
    - i. Un-restricted purchase
    - ii. Tied to License Plate Number
    - iii. Can be assigned (Sticker and Mirror Hanger)
  - d. Cost:
    - i. Two free per Water Meter  
(Except: Apt. Uses; One per permitted unit - Mirror Hanger)
    - ii. Cost w/o Water Meter: \$25 per month
      1. Match \$25 to enforcement needs ...
      2. Monthly, Quarterly, and Yearly purchase options
- IV. Revenue Usage: City of Flagstaff
  - a. Permit Issuance Cost Offset
  - b. Enhanced Enforcement

## **PARKING MANAGEMENT**

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### **Permit Parking Programs**

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#### **Business Permit Parking Program:**

- I. Boundary: Per attached map.
- II. All streets posted as 2-hour Parking,
  - a. Monday through Friday,
  - b. 8 am to 6 pm,
  - c. with B Permit Exempt posted per map
- III. Permit Issuance: Business Permits (B)
  - a. Annual expiration
  - b. Number: 2 times total capacity (B Permit Exempt spaces)
  - c. Eligibility:
    - i. Un-restricted purchase
    - ii. Can be assigned (Mirror Hanger)
  - d. Cost: \$25 per month
    - i. Raised to at least \$45 (Pro Forma) before garage opening
    - ii. Monthly, Quarterly, and Yearly purchase options
- IV. Revenue Usage
  - a. PBID – See PBID - Finances – [Parking Revenues](#)

## **PARKING MANAGEMENT**

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### **Loading**

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#### **Application:**

- I. Commercial Loading
- II. Customer Loading
- III. Residential Loading
- IV. Very Short-term Parking (Such as Post Office)
- V. Construction

#### **Times:**

- I. Develop liveable policy – suggest avoiding peak parking times

#### **Zones:**

- I. Consider, re-locate as needed – relative to interim parking, etc.

## **PARKING MANAGEMENT**

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### **Enforcement**

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#### **Strategy:**

- I. Parking Meters
  - a. Boundaries - Reference Map
  - b. Street, Parking Lots, and Future Garages
  - c. Timing - Associated with Interim Parking Installation
- II. Walking-beat Enforcement staff
  - a. General ratio of 1 per 300 parking spaces
  - b. Chalking tires
  - c. Serving:
    - i. North End Parking District
    - ii. PBID Area
    - iii. South End Parking District
- III. Parking Tickets
  - a. Tiered Ticketing on twelve-month cycle
    - i. "Howdy Partner" first ticket
    - ii. Pay on second ticket
    - iii. Increase w/ each ticket
    - iv. Top Tier: **Boots or Towing**
  - b. Revenue Usage: City of Flagstaff
    - i. Permit Issuance Cost Offset

#### **Staff:**

- I. City of Flagstaff Police Department employees
- II. Quantity
  - a. Total of four with Meter and Permit installation
  - b. Add two with construction of first garage
  - c. Add two with construction of second garage
- III. Existing Supervisory and Management staff

## **PARKING MANAGEMENT**

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### **Enforcement**

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#### **Equipment:**

- I. Parking Meters:
  - a. Kiosk Type
  - b. Programmable
  - c. Multi-payment Method
- II. Hand-held Ticketing Units
  - a. License Plate entry
  - b. No office data entry
  - c. Interactive w/ office for tiered ticking
  - d. Print ticket
- III. Misc (Carts, chalk, etc)

## **PARKING MANAGEMENT**

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### **Interim Parking**

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#### **Locations:**

- I. Reference Plan

#### **Service Intent:**

- I. Define Interim – When garages in service - 1 or 2 ???
- II. Removal – End of interim period

## **PARKING MANAGEMENT**

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### **Garages**

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#### **Site Selection:**

- I. Reference Map
- II. Base Specifications
  - a. 2-3 Blocks (walking) from Heritage Square
  - b. 1/2 City Block
  - c. Free Land
  - d. On NAIPTA Downtown Circulator Route
  - e. No Building Massing Disparity / Conflicts
  - f. No Significant Historic Structures (Federal/State Funding)
  - g. Proximity to Areas of Needed Redevelopment
  - h. Suitable for Future Downtown Trolley
  - i. Desired but not Required Features
    - i. Slope
    - ii. Service Proximity to South Downtown
- III. Alternative Specifications
  - a. Size/Cost/Funding Alternative
    - i. Includes 40,000 SF Building
    - ii. On no more than 25%
    - iii. Suitable for Specific Municipal Use
  - b. NAIPTA Transfer Station Alternative
    - i. 2 Sides - Non-arterial, Full-access
    - ii. Service Proximity to South Downtown Required
  - c. Speculative Mixed Use / Urban Design Alternative
    - i. Whole City Block
    - ii. Opposing Mid-block Access
    - iii. Pre-sale of 2 Quarter Blocks Desired

## **PARKING MANAGEMENT**

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### **Garages**

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#### **Ownership:**

- I. City of Flagstaff

#### **Lease to PBID:**

- I. Reference Initial Lease (or Specify Terms)
- II. Terms
  - a. Term
  - b. Renewal
  - c. Revocation

#### **Construction:**

- I. City of Flagstaff Responsibility
- II. Features
  - a. Appropriate Architecture / Urban Design
  - b. Alternate Transportation
    - i. Electric Vehicle Charging Stations
    - ii. Bicycle Facilities
  - c. Sustainable Features
    - i. Light Well
    - ii. Solar Collectors
    - iii. White Paint

#### **Operations:**

- I. PBID Responsibility

#### **Maintenance:**

- I. PBID Responsibility
- II. Performance Specifications (Lease Terms)

## **IMPLEMENTATION**

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Text

End Text

## **PLAN AMENDMENTS**

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Text

End Text

## **APPENDICES**

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Text

End Text