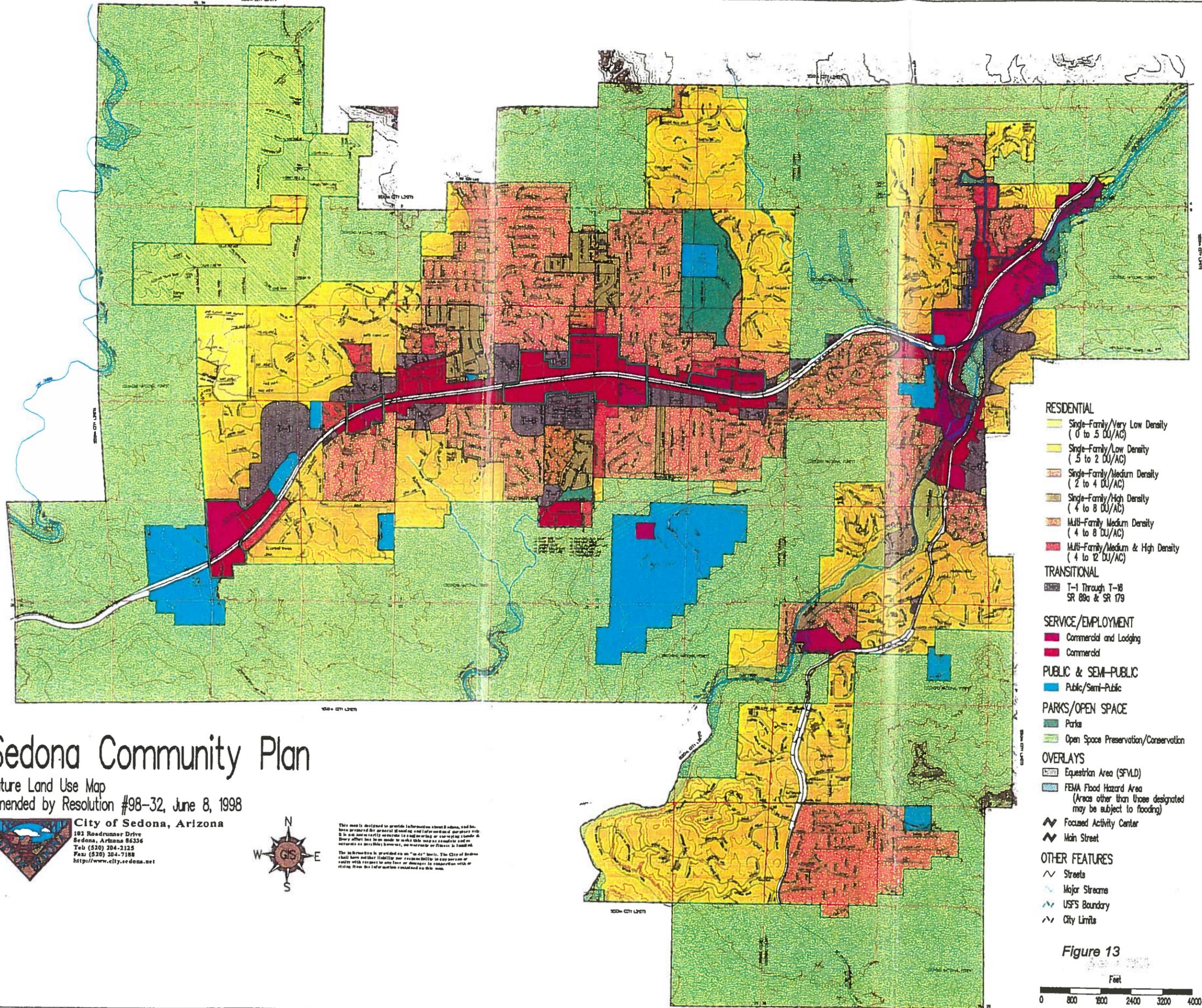


# **EXHIBIT 5**



# Sedona Community Plan

Future Land Use Map  
Amended by Resolution #98-32, June 8, 1998

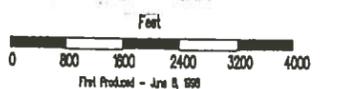
**City of Sedona, Arizona**  
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Sedona, Arizona 86336  
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This map is designed to provide information about the city, and to be used for general planning and information purposes only. It is not intended to be used for legal or engineering purposes. The City of Sedona makes no warranty, representation, or assumption of liability for any errors or omissions. The information is provided as an "as-is" basis. The City of Sedona shall have no liability for any damages or injuries in connection with or arising from the information contained on this map.

- RESIDENTIAL**
  - Single-Family/Very Low Density (0 to 5 DU/AC)
  - Single-Family/Low Density (5 to 2 DU/AC)
  - Single-Family/Medium Density (2 to 4 DU/AC)
  - Single-Family/High Density (4 to 8 DU/AC)
  - Multi-Family Medium Density (4 to 8 DU/AC)
  - Multi-Family/Medium & High Density (4 to 12 DU/AC)
- TRANSITIONAL**
  - T-1 Through T-18
  - SR 88a & SR 179
- SERVICE/EMPLOYMENT**
  - Commercial and Lodging
  - Commercial
- PUBLIC & SEMI-PUBLIC**
  - Public/Semi-Public
- PARKS/OPEN SPACE**
  - Parks
  - Open Space Preservation/Conservation
- OVERLAYS**
  - Equestrian Area (SFVLD)
  - FEMA Flood Hazard Area (Areas other than those designated may be subject to flooding)
  - Focused Activity Center
  - Main Street
- OTHER FEATURES**
  - Streets
  - Major Streams
  - USFS Boundary
  - City Limits

Figure 13



## **4.0 LAND USE/GROWTH MANAGEMENT ELEMENT**

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The *Land Use/Growth Management Element* of the **Sedona Community Plan** is presented in the following subsections:

- 4.1 Population and Housing Projections**
- 4.2 Land Use Projections**
- 4.3 Problem Identification**
- 4.4 Previous Implementation Actions/Accomplishments**
- 4.5 Recommendations**
- 4.6 Implementation Program**

The *Land Use/Growth Management Element* is the focal element of the **Sedona Community Plan** and has guided the formulation of the traffic circulation, environmental quality, housing, parks, recreation, trails and non-motorized bikeways, and community facilities and services plan elements. As the focal element upon which the Community Plan has been developed, the Land Use/Growth Management plan illustrates the vision the community has for itself in terms of where it should develop and where it should *not* develop, the anticipated scale and intensity of development and how various land uses relate to each other. The *Land Use/Growth Management Element* of the **Sedona Community Plan** has been prepared in response to the extensive analysis of existing land uses, as well as the scenic sensitivity and environmental conditions assessment for the incorporated area, described in Section 5.

The *Land Use/Growth Management Element* recommends a wide range of land uses and development intensities for the City of Sedona through the year 2010, in response to extensive community involvement in the planning process, the existing land use analysis, the environmental conditions assessment, the results of surveys, past specific area planning efforts, and the vision statement, goals and objectives for land use. The *Land Use/Growth Management Element* serves as the guide for the use and implementation of the City's Land Development Code and Official Zoning Map, the tools by which the City may legally enforce the Land Use Plan. The adopted land use vision statement, goals and objectives, graphic plan and implementation guidelines will assist the Sedona Planning and Zoning Commission and City Council in reviewing all future development proposals and rezoning requests. These components will also assist in planning open space acquisition for preservation or recreation improvements, planning and programming new community facilities development to serve the growing community's needs and in preparing and updating the City's Flexible Capital Budget (capital improvements program).

## 4.3 Problem Identification

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### A) Overview

From the preceding sections, based on current densities, zoning and recent development trends, Sedona's private land base can support a total population of approximately 17,500 (14,900 year-round and 2,600 seasonal), including 8,648 housing units on 3,950 acres of residential land. At the end of 1996, 57 percent of the residential area was developed. The commercial land base comprises 547 acres, 65 percent of which was developed at the end of 1996. Approximately 40 percent of the developed commercial land base is comprised of lodging uses. Overall, approximately 67 percent of the City's private land base was developed at the end of 1996.

As discussed in Section 4.2, by the year 2009, the commercial areas will likely be built out and by 2015, the residential lands will be nearly all developed. By 2010, there will likely be no or few vacant very low and high density single-family residential lots available.

As an expression of community consensus at the time, the **Sedona Community Plan** was originally adopted with a recommended land use plan that largely reflected the zoning districts inherited from Yavapai and Coconino Counties upon incorporation. Since the adoption of the Plan in November 1991, there has been very little change to this recommended land use plan and associated zoning and development approvals have, for the most part, been consistent with this overall land use pattern. Since 1991, out of 2,462 residential acres available for development in 1990, approximately 9 acres of residential land were re-designated for office-related uses and 6 additional acres of residential were re-designated for other commercial uses in the Community Plan.

One of the most significant questions facing the community relative to land use, is whether or not to support changes to the existing development pattern that would provide for additional growth by either physical expansion, increases in density and/or changes in recommended land uses. Physical expansion of the community would mean that National Forest lands would be traded, introducing a host of environmental and aesthetic concerns. Increase in residential density should be evaluated relative to affordable housing needs, compatibility with lower density residential and/or commercial areas and traffic and other infrastructure impacts. Changes in the existing land use pattern could mean allowing for expansion of the commercial land base, providing additional areas for community-oriented uses and/or providing greater specificity for the uses within the existing commercial land base.

An alternative approach is to look at community growth in terms of re-development options that do not accommodate any increase in population over what the current land base and density will bear and does not encourage any increase in the commercial land base. This could include mixed commercial and residential uses and other changes in the existing

commercial land base.

Another alternative would be to recommend no change to the existing land base and land use pattern, implying that the current land use plan is acceptable to the community. Based on recent community input it is clear that some changes should be considered.

## **B) General Land Use Issues**

By the end of 1995, there was mounting concern within the community regarding Sedona's growth. This concern culminated in the passing of a voter initiative in May 1996 and subsequent adoption of a "Sustainable Growth Ordinance" that would have placed a yearly limitation on building permits. Although this ordinance did not survive a subsequent legal challenge, it did reflect a perception by a significant number of residents, that something needed to be done to better manage Sedona's growth. In conjunction with the start of the first major update of the **Sedona Community Plan** at the end of January 1997, a Fact-Finding Advisory committee was formed to evaluate and provide recommendations on growth in the community. Many of the issues and problems discussed in this section of the *Land Use Element* resulted from consensus of this committee in conjunction with input solicited from the community.

One of the most significant growth-related issues relative to land use is the effect that commercial "infill" is having on the community, particularly with the marked increase in lodging units both within and outside the City. This has primarily been due to the development of timeshares. While the number of hotel/motel units increased by about 28 percent between 1990 and 1997, timeshare units increased by 507 percent during this period. New lodging developments, the increase in building on commercial lands *already zoned* for commercial uses and the increase in traffic are a significant focus of the community's concerns about growth.

Another land use issue is the relationship between traffic circulation improvements and new development. To what extent is the community willing to support incentives for both commercial and residential uses that result in expansion of these uses and/or increased density in order to provide needed traffic and pedestrian circulation improvements such as road or parking connections and pathways?

## **C) Commercial Land Use Issues**

One of the most significant problems facing Sedona is its linear or "strip" commercial land use pattern along SR 89A in West Sedona. When Sedona incorporated in 1988, it inherited a significant amount of commercial zoning, in many cases only one lot in depth, along the western SR 89A corridor. This configuration is rife with problems mostly caused by numerous and closely spaced commercial access points (curb cuts) and lack of access control on the highway. In addition, there was a lack of coordinated site development between the various commercial uses along the corridor as these uses generally

developed on small parcels. A high level of trip generation, uncoordinated parking, lack of pedestrian linkages and uncoordinated architectural styles have created an auto-congested and dominated commercial area that is hostile to pedestrians and lacking in community "Character".

Since the adoption of the **Sedona Community Plan** in 1991, the City has facilitated or at least enabled some land use-related improvements to the corridor, particularly with the enforcement and amendment of its sign regulations; adoption of an award-winning Design Review Manual; color, height and building massing requirements; landscaping regulations and the implementation of a very comprehensive development review process. This, together with a highway landscaping program in conjunction with the Arizona Department of Transportation (ADOT) has markedly improved the look of the corridor. Traffic congestion, lack of character and an unfriendly pedestrian environment, however, are continuing problems.

Since 1995, another concern shared by many in the community has been the increase in lodging uses, primarily timeshare developments, which may tie up a significant portion of the commercial land base that could otherwise serve local needs. Aesthetically, lodging facilities are also generally larger, more massive and have greater height than typical general commercial buildings or complexes. A lack of commercial diversity such as a "hotel row" may likewise contribute to the erosion of community character. This perception that Sedona is losing its small-town character or "atmosphere" can probably best be characterized in the lack of a definable community "core", lack of a sense of entry to the community and little opportunity for community interaction, particularly in a pedestrian setting. As both the resident and transient populations continue to increase, and the commercial area continues to infill as it has in the past, this sense of "isolation" will worsen unless the land use picture can be better defined in terms of how the community wants to grow. Although a separate zoning district was adopted in December 1997, specifically required for new lodging development, a comprehensive evaluation of the location and scope of these uses is needed.

#### **D) Residential Land Use Issues**

A problem identified early on in the original planning process was the impact of highway strip commercial uses on adjacent single-family residential uses. In some areas of west Sedona, residential lots are situated very close to the highway due to a lack of "depth" for much of the commercial area. Noise impacts are probably most significant, not only due to the proximity of commercial uses, but from the highway as well. Commercial uses established prior to incorporation may also be inadequately screened from the residential area or the small size and orientation of the commercial lots may make it difficult to buffer new uses in an appropriate manner. In some locations, particularly along SR 179, residentially-designated parcels directly abut and must also maintain access directly to the highway.

In 1993, the Community Plan was amended to provide for a "Transitional" use designation that was intended to allow for uses such as offices and other minimal traffic generators in both commercial/residential interface areas and along the highway. While this designation has been applied on a case-by-case basis on the land use map, commensurate zoning is inadequate to meet the intent of this designation. A more comprehensive development of the original concept is needed including locational criteria and guidelines for the creation of transitional areas that address specific needs with more specific recommended uses. Recommendations for the creation of new Transitional Zoning districts are also needed.

Another issue relative to residential land use is that of affordable housing. This issue is explored in more detail in *Section 6, Housing Element*.

#### **E) Uptown Sedona**

The "Uptown" area has experienced major impacts from increasing numbers of visitors, vehicles and development without the accompanying improvements needed to address the impacts. There has been a growing segregation of this part of town from the everyday experience of local residents. Several businesses and institutions that serve residents needs have left this area, relegating it more and more to tourist-based development. This is having some impact on the overall health of the community. As the primary destination for most visitors and visitor-based shopping opportunities, the Uptown area lacks appropriate pedestrian improvements and parking facilities. This, coupled with the lack of uses that serve local needs, also forces nearby residents onto the highway and to west Sedona, exacerbating the highway congestion that already exists. Opportunities for social interaction are few and a coordinated design/development theme that highlights the area's historic character and setting is lacking. In addition, the Uptown area lacks a focal point (or points) or a public space(s) for both visitors and residents to see and experience what is "unique" about Sedona and also lacks a unified public information system. Visitors are often confused and lost in this area. This confusion sometimes stops highway traffic, adding to the congestion.

In 1994, the first phase of a specific plan (Uptown/Creek Area Plan) for the area was completed and a more detailed assessment of needed circulation improvements (Sedona Highway Corridor Assessment) was completed in December 1996 and adopted in May 1997. In 1996, Sedona Main Street was formed as part of the federal Main Street program. As a result, significant planning work has continued for the Uptown area, incorporating the work embodied in these two previous studies. Sedona Main Street is becoming the key to implementing many of the improvements in Uptown Sedona.

#### **F) Schools**

With the introduction of charter schools in 1996, there is a need to identify appropriate locations for them within the City. Current locations within residential neighborhoods may not be completely compatible with residential uses and are not conducive to future

growth/expansion.

**G) *Well Sites and Water Storage Facilities***

Sedona's private water companies are finding it increasingly difficult to locate well and storage facilities within the city. Appropriate locations should be identified.

**H) *Home Occupations***

Although city regulations allow for limited home occupations, the existing restrictions, applicable city-wide, do not address specific areas of the city that might be appropriate for application of less restrictive standards due to their historic mixed use development or proximity to intensive commercial areas.

**I) *National Forest Lands***

The Forest Service finds itself in a very unusual and difficult situation in attempting to manage as much area as it has within the City relative to the responsibilities of the two jurisdictions and the expectations of City residents. The urban interface between the National Forest and private development has been difficult to manage in a manner consistent with USFS policies and practices. Encroachment by unauthorized vehicles, development of non-USFS trails and trail heads and the unauthorized use of National Forest lands for various uses plague the Forest Service on a day-to-day basis. Further urban encroachment into the National Forest can have a very negative impact on this valuable resource and, as such, constant diligence must be maintained to protect this national asset.

The 1991 adopted Sedona Community Plan discourages the Forest Service from making additional lands available for trade with the exception of the Brewer Road US Forest Service Sedona Ranger District Headquarters; the Chapel of the Holy Cross; the area adjacent to the cemetery and necessary community-supported facilities (such as those involving the High School and Cultural Park). The Forest Service is sensitive to the value of National Forest lands to the community and in 1992 acknowledged the need to re-examine the existing 1987 Forest Management Plan in an entirely new way. In January 1997, a draft "Proposed Action" document was prepared by the Sedona Ranger District in preparation for an amendment to the Coconino National Forest Plan. In July 1997, an Environmental Assessment was prepared for this amendment. This major amendment process, begun in 1995, is expected to be complete in early 1998.

The Forest Service has recognized the need to focus on acquisition of special high priority private lands in the Sedona area. In the Environmental Assessment document, the US Forest Service preferred alternative would allow for disposal of National Forest lands in the Sedona area only if special private lands of significant cultural and natural resource value can be acquired also within the Sedona area. Identified private land acquisition properties

## 4.4 Implementation Actions/Accomplishments

### 1992 through 1997

Since the adoption of the **Sedona Community Plan** in November 1991, many of the original recommended implementation actions relative to land use have been accomplished or are in process. To date, the following adopted Community Plan recommendations have been implemented:

#### A) *Specific Planning Programs*

The original adopted Community Plan recommended that several projects be undertaken to evaluate, in more detail, land use, circulation and other elements in specific areas of the community.

- **Formulation of "Uptown/Gallery District Specific Plan" - Renamed "Uptown/Creek Area Plan", Phase One completed in February 1994. "Highway Corridor Assessment", including traffic circulation recommendations for this area adopted in May 1997.**

This specific planning effort was initiated to establish coordinated land use, traffic and pedestrian circulation, parking, design themes and other development strategies and to evaluate revitalization and re-development options for this portion of the City. The Phase One Plan was prepared by Design Group Architects, a local architectural firm and the planning process employed a variety of public participation opportunities, including awareness walks, workshops, public meetings and a visitors and business survey. Over 2000 copies of the final Phase One document - "Initial thoughts on the Uptown/Creek Area", were distributed, mailed and made available to the public in July 1993. Comments received were provided to the City Council in March 1994. In 1996, "Sedona Main Street" continued the planning process for Uptown Sedona and is utilizing the Phase One Plan and the Highway Corridor Assessment as valuable resources in on-going planning for this area.

- **Preparation of "SR 89A Commercial Corridor Specific Plan" - Renamed "West Sedona Commercial Corridor Study", Phase One completed in March 1995. "Highway Corridor Assessment", including evaluation and recommendations pertaining to traffic circulation for the west Sedona SR 89A commercial corridor, adopted in May 1997.**

This specific planning effort evaluated many of the same general issues as the "Uptown Creek Area Plan", but utilized a different planning process. An advisory committee comprised of representatives of local architectural, planning, engineering, landscaping and other firms with similar expertise, in conjunction with representatives of the Sedona Business Association, Northern Arizona Council of

Governments, Arizona Department of Transportation, Fire District, City Council, City Commissions and City staff, met in an intensive series of brainstorming sessions and public workshops to provide conceptual recommendations for the area. The City contracted with three local planning/architectural professionals to coordinate and facilitate the planning process.

Although the "Uptown/Creek Area Plan" and "West Sedona Commercial Corridor Study" are not yet formally adopted plans, the original adopted **Sedona Community Plan** recommends that in-process specific planning be considered in the review of development proposals. To date, the recommendations of these planning efforts have proven to be valuable resources for the development community and the city in the review of new development projects.

## **B) Regulatory Provisions**

The original adopted Community Plan recommended that regulatory steps be taken to ensure that development is compatible and in harmony with the natural environment.

- **Preparation of Comprehensive Zoning Ordinance and Map revisions - "Land Development Code" adopted November 1994.**

Prior to the adoption of the Land Development Code, the city operated under an Interim Zoning Ordinance that, with the exception of administrative procedures, represented a composite of the zoning ordinances previously administered by both Yavapai and Coconino Counties. The new land Development Code combined the separate county zoning districts into a single, comprehensive set of districts applied City-wide, refined existing regulations, provided a more user-friendly format and streamlined administrative procedures.

- **Preparation of Design Standards for Multifamily, Commercial and Community Facilities uses - "Design Review Manual" adopted in 1993 and later incorporated into the "Land Development Code".**

The "Design Review Manual" received an Arizona Planning Association award and was developed in conjunction with an advisory committee. The City's design standards are a critical part of the development review process for multifamily and commercial projects in the city.

- **Preparation of an Environmentally Sensitive Lands Ordinance to establish a mechanism to limit and/or control development in environmentally-sensitive areas - Environmentally-Sensitive Lands Regulations were adopted in 1993 and later incorporated into the Land Development Code.**

The result of over two years of intensive work by staff and advisory committee, the Environmentally-Sensitive Lands Regulations established requirements for on-site preservation of existing vegetation, set new height and building massing requirements, provided regulations on color, vegetation and grading, preservation of environmentally-sensitive areas in conjunction with new development projects and established new review and administrative procedures for all new development.

Other significant regulatory actions, not specifically mentioned in the originally-adopted Community Plan, include:

- **Major revisions to the Sign Regulations, including provisions for Off-Premise Signs - Adopted in 1996 and 1997**
- **Establishment of a “Lodging” zoning district - Adopted in 1997**

### **C) *Project Evaluation***

The following actions recommended in the original adopted Community Plan are implemented on a regular basis:

- **Requiring Development Impact Analysis of all larger residential and commercial projects**

#### *Development Review*

All commercial and multi-family projects that are consistent with current zoning are subject to Development Review and/or Conditional Use Permit review and approval by the City. Projects of 2,000 square feet or more and projects of five or more dwelling units and any project requiring Conditional Use Permit approval, are subject to public hearings at the Planning and Zoning Commission. All of these projects are reviewed relative to consistency with existing ordinances and standards and Community Plan principles and policies.

#### *Zone Changes and Subdivision approval*

All proposals are reviewed relative to Community Plan recommendations, including justification for a Community Plan map amendment, if required. Always requires City Council approval.

- **Institute buffering of new development, redevelopment or land use intensification**

In 1993, the Community Plan was amended to include a “Transitional” land use category to provide consistency with the application of buffering and transitional uses described in the original Plan document. This category has since been applied to several new development projects, primarily in commercial/residential interface

areas.

#### **D) Growth Management and Community Plan Amendments**

The Sedona community recognizes the importance of preserving the scenic attributes of the area. This is primarily why Sedona is a special place and the key to its economic health. As the community grows, there have been two general themes in the Plan, relative to land use, that are tied to maintaining these scenic values.

- Limiting the geographic expansion of the "built" environment (Urban Sprawl)
- Requiring future land development to be compatible with existing topography, vegetation and scenic vistas

Since 1991, the City has adopted Design Standards, Environmentally-sensitive lands regulations, a comprehensive Land Development Code and other regulations to require new development to be as compatible as possible with natural features and to enhance the design quality of the community. How successful has the Community Plan been in managing growth relative to other land use recommendations?

#### **Curbing Urban Sprawl:**

Approximately 49 percent of the land area within the City limits is National Forest. The original, adopted Sedona Community Plan discourages the USFS from making additional lands within the City available for trade through the Federal Land Exchange Program except for community-supported public-semi public, parks or open space uses. The Plan therefore recommends the "infill" of the existing private land base rather than expanding it geographically.

#### **Amendments to Date:**

In 1990, there were 5,851 acres of National Forest within the City (50% of the land base). In 1996, there were 5,759 acres (49% of the land base). This 92 acre reduction was due to the Cultural Park and the High School. No other trades or purchases have occurred.

#### **Open Space Preservation and Parks:**

Since the adoption of the Community Plan in 1991, the City has acquired the following parcels for open space or parks:

- Nepenthe Park site - Part of the Nepenthe Planned Development
- Jordan Park Ridge - Open space land acquired from the Jordan Special Improvement District in conjunction with the Jordan Park development
- Jameson Park - A commercial pocket park converted from the re-alignment of the Northview intersection at SR 89A.
- Arroyo Pinion - Land at the corner of Arroyo Pinion and SR 89A resulting from the intersection re-alignment.

A private commercial land owner also rezoned an acre of commercial to open space.

**Residential Uses:**

The original, adopted Community Plan recommended taking steps to actively manage residential growth should dramatic changes take place in the five-year projected growth in population and housing.

The original Community Plan's five-year mid-range projection for 1990 - 1995 for year-round and seasonal population was:

- 1,695 persons/five years
- 862 dwelling units/five years

From July 1990, through July 1996, the City has actually grown:

- 1,609 persons/six years
- 627 dwelling units/six years

It is estimated that the City will be approximately 87 percent built out in 2010. Since the adoption of the Community Plan, new projects have developed at 63 percent of the projected maximum density theoretically possible with current zoning. Since 1991, out of 2,462 residential acres available for development, approximately 27 acres of residential (both single-family and multi-family) land have been re-designated as some other type of land use - 9 acres for transitional (mostly office), 6 acres for commercial (includes 4 acres of mini storage designated as "transitional") and 12 acres as parks or community facilities uses.

**Single-family Residential Uses:**

The original, adopted Community Plan recommended that the lowest residential densities be maintained adjacent to the National Forest in order to minimize the potential impacts caused by the "Urban Interface" with those lands. The Plan also suggested the allowance of cluster developments to preserve environmentally-sensitive areas (vegetation and topography) and siting to reduce visual impacts. The existing Land Use map was adopted with the basic intent of preserving the existing zoning pattern.

***Most significant Amendments to Date:***

- **Nepenthe project**  
35 (approximate) acres from single-family to multi-family (22+ acres), transitional (mini-storage, 4+ acres), and open space (park, 8 acres) uses
- **Thunder Mountain**  
7 acres from single-family to multi-family

The Community Plan was generally supportive of these amendments as the projects were planned developments, adequate buffering was provided or the project itself provided a transition between uses and there were similar uses in close proximity.

- **Transitional Uses**

A total of approximately 9 additional acres throughout the city were re-designated from Single-family to "Transitional (office, duplex, B&B, preschool or similar)" either to provide a transition between Single-family and commercial or where single-family residential is located along a major arterial.

- **Library**

Single-family converted to Community Facilities

**Multi-family Residential Uses:**

The Land Use map was originally adopted with the basic intent of preserving the existing zoning pattern. However, the original adopted Plan also encouraged multi-family development within mixed use projects along 89A between existing commercial centers or provided as a transition between commercial and single-family uses. Additional factors include transportation access, surrounding land use and infrastructure capacity. As with single-family, mitigation of visual impacts and environmental sensitivity within a project are promoted. Multifamily projects are subject to Development (and Design) Review.

***Most significant Amendments to Date:***

- **Nepenthe Project**

22 acres of multi-family were added to the land base

- **Thunder Mountain**

7 acres of multi-family were added

- **Cliffs Project**

Although not approved as a project at the time, the Community Plan was amended to convert 2 acres of Multi-family to commercial and open space.

**Commercial Uses:**

The original, adopted Community Plan recommended that commercial uses not be allowed to expand in a linear fashion that would continue the "strip" development pattern. This is the commercial configuration that the City has inherited and is rife with problems, mostly caused by numerous curb cuts and lack of access control on the highway. What also occurred was a lack of coordinated site development between uses. The Plan recommended that commercial uses be located in areas with optimum traffic visibility, good highway access and sufficient "depth" to eliminate the strip development pattern. This existing strip development pattern should be transitioned into mixed use commercial centers. Since 1991, approximately 2 acres of additional General commercial uses have

been added to the land base and 13 acres of transitional commercial uses (4 acres of mini-storage, 7 acres of office and 2 acres other) have been added.

***Most Significant Amendments to Date:***

- **Cliffs Project** - re-designation of 2 acres of multi-family to General Commercial and Open Space
- **Nepenthe Project** - Re-designation of 4 acres of residential to Transitional for mini-storage
- **Other Transitional** - A total of approximately 7 additional acres throughout the city were re-designated from Single-family to "Transitional (office)" either to provide a transition between Single-family and commercial or where single-family residential is located along a major arterial.



## 4.5 Recommendations

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### Vision, Goals and Objectives

The Vision Statement, Goals and Objectives developed for the *Land Use/Growth Management Element* of the **Sedona Community Plan** by the community and the City Council Advisory Committee on Growth (1998 update) are presented below.

#### 4.5.1 LAND USE VISION

***Maintain the value of Sedona's scenic and natural resources, which are the keystones of our economic strength and quality of life. Enhance and preserve the natural beauty of the area and retain the small-town character of Sedona, recognizing the importance of appreciating and protecting Open Space and ensuring its integration with the built environment. Ensure that population growth does not exceed the carrying capacity (i.e., based upon natural, physical and manmade characteristics) of the land and that future development occurs in a manner that promotes a high level of social interaction.***

**GOAL 1.0: *Prohibit urban sprawl by retaining the existing geographic limits of the private lands within the City.***

**Objective 1.1:** Support the recommendations of the Environmental Assessment of the 1998 revised USFS Plan which would not allow for disposal of National Forest lands within or adjacent to the City except for the Chapel site and USFS headquarters. Work with the USFS to specify public-semi-public needs and infrastructure extensions that might allow for an exception to this policy. **[GC - Intergov]**

**Objective 1.2:** Maintain the lowest residential densities and least intensive commercial uses adjacent to the National Forest to help minimize residential and commercial impacts on forest lands and habitat which will enhance the ability of the USFS to more effectively manage and maintain the "urban interface area" as open space.

**Objective 1.3:** Discourage unregulated access to National Forest lands from residential areas and encourage access from designated trail heads and neighborhood links as recommended in the City Trails and Urban Pathways Plan.

**GOAL 2.0: *Preserve a small town environment for Sedona's citizens and visitors.***

**Objective 2.1:** Within the City's existing private land base, limit future residential

growth to the total number of housing units that can be accommodated once this private land base is built out at the densities generally established upon the City's incorporation as recommended in the **Sedona Community Plan Future Land Use Map**. [GC - Dev]

*Objective 2.2:* Do not expand the current commercial area beyond what was generally existing upon the City's incorporation as recommended in the **Sedona Community Plan Future Land Use Map** and support the re-development of the commercial area consistent with the desired character and needs of the community. [GC - Dev]

*Objective 2.3:* Evaluate commercial and other land use needs that will support the projected residential buildout population and identify appropriate locations for these uses consistent with the Future Land Use Map of the **Sedona Community Plan**. [GC - Dev]

**GOAL 3.0: *Promote Sedona's small-town community character and quality of life***

*Objective 3.1:* Strengthen the City's design standards to provide for more design diversity to prevent a "franchised look" in architecture and signs and to create a unique and characteristic quality that promotes Sedona's historic and cultural heritage. [GC - Comm/Char]

*Objective 3.2:* Re-evaluate the City's Development Standards relative to building size in new and re-modeled development and continue to pursue planning patterns that promote small-town scale development. [GC - Comm/Char]

*Objective 3.3:* Provide transitions between residential areas and commercial uses and the highway corridor to address specific area needs, buffering of incompatible uses, community benefits and preservation of open space. Encourage the retention and enhancement of commercial uses which are compatible with adjacent land uses and respect the existing positive characteristics of the city and its natural environment. [GC - Dev]

*Objective 3.4:* Provide for concentrated, mixed use commercial, lodging and residential development ("Focused Activity Centers") within compact, defined areas in west Sedona with specific character and design themes to promote greater neighborhood and visitor pedestrian/bicycle use, concentrated and coordinated parking, future transit access, pedestrian/bike path linkages and greater opportunities for social interaction. [GC - Dev]

**Objective 3.5:** Evaluate uses appropriate for location between "Focused Activity Centers" within the highway commercial districts in west Sedona, including those with lower trip generation to reduce congestion and commercial strip appearance and to provide optimal integration of landscaping, open space and pedestrian linkages. **[GC - Dev]**

**Objective 3.6:** Support the development of community character districts for both commercial and residential areas that will preserve historic and cultural character and heritage, encourage community-oriented uses, promote development of public gathering places and public art and create a sense of community identity rather than promotion of Sedona as a "tourist town". **[GC - Comm/Char]**

**Objective 3.7:** Support the re-vitalization of the Uptown area as a specific character district and encourage community-oriented uses such as the Jordan Historic Park and pedestrian, streetscape and roadway improvements that will contribute to a sense of quality, more attractive to both residents and visitors. **[GC - Comm/Char]**

**Objective 3.8:** Encourage and support social and interest events other than official meetings to bring people together within the community. **[GC - Comm/Char]**

**Objective 3.9:** Prohibit private streets within new subdivisions and discourage abandonment of public right-of-way within existing subdivisions. **[GC - Comm/Char]**

**GOAL 4.0: *Provide integration of the manmade with the natural environment.***

**Objective 4.1:** Ensure that a significant amount of quality open space will be a strong determining factor of Sedona's ongoing character.

**Objective 4.2:** Maintain design and land use intensity guidelines appropriate to varying environmental conditions.

**Objective 4.3:** Identify environmentally sensitive areas that should not be built upon and establish means for their preservation.

**Objective 4.4:** Require future land development practices to be compatible with the existing topography, vegetation and scenic vistas.

**Objective 4.5:** Retain and encourage commercial and other employment uses which respect the existing positive characteristics of the City and its natural environment.

- Objective 4.6:* Mitigate the visual impacts of facilities, structures, utilities and mechanical installations through appropriate screening measures.
- Objective 4.7:* Re-evaluate development standards for color and lighting in new and re-modeled development [GC - comm/char]
- Objective 4.8:* Encourage clustering of residential uses to preserve environmentally-sensitive features.
- Objective 4.9:* Identify uses and development standards appropriate for private lands in the Urban Interface with the National Forest.[GC - Intergovt]

**GOAL 5.0: *Provide and maintain an open space network throughout the community.***

- Objective 5.1:* Encourage the preservation of open space within future developments.
- Objective 5.2:* Encourage developments which respect the natural environment and open space character of Sedona.
- Objective 5.3:* Compile an Open Space Inventory listing of scenic assets and sensitive lands, such as mountains, hills, rock outcrops, drainage ways and riparian areas which merit designation as open space.
- Objective 5.4:* Develop community support for an open space acquisition program coordinated with the inventory list, using various implementation tools.
- Objective 5.5:* Preserve vista corridors as visual and open space linkages to the mountains and Oak Creek. Seek to preserve open space areas along the highways.
- Objective 5.6:* Encourage the connection of major open spaces in the design of public and private developments.
- Objective 5.7:* Establish a priority system for the identification of open space preservation and riparian areas, other natural vegetation (i.e., pinion juniper, Arizona cypress, and other vegetation in the chaparral plant community), and wildlife habitats and travel corridors.

**Goal 6.0: *Maintain existing drainage ways in their natural condition and maximize their potential multi-use benefits to the community.***

- Objective 6.1:* Identify drainage ways with potentially significant hydrologic,

topographic, wildlife habitat, scenic resource, recreational and open space values for future preservation and community use.

**Objective 6.2:** Integrate natural drainage ways, open space and recreation resources into a comprehensive, multi-use system.

#### **4.5.2 Land Use Plan**

The Land Use Plan has been prepared based on the Vision Statement and Goals and Objectives presented above in conjunction with the results of community input from the original planning process from 1989 through 1991 and in conjunction with the City Council's Advisory Committee on Community Growth Issues in 1997 and 1998. In the original planning process (1989 - 1991), the community's urban form priorities were combined with the results of the environmentally sensitive lands assessment and the forecasts presented in the Economic Base Study to establish the basis for the Land Use Plan. These urban form priorities and forecasts were updated in 1998. The Land Use Plan, along with the City's adopted Land Development Code will primarily be utilized by the Planning and Zoning Commission and City Council to review and consider development proposals and to assess community needs through the year 2010.

The Land Use Plan is presented in the following areas:

#### **FIGURE 13 - FUTURE LAND USE MAP**

- A) Overview**
- B) Residential Uses**
- C) Transitional Uses**
- D) Commercial Uses**
- E) Commercial and Lodging Uses**
- F) Public/Semi-Public Uses**
- G) Parks**
- H) Open Space Preservation/Conservation**
- I) Additional Growth Management & Development Review Guidelines**
- J) Open Space Preservation**

#### **A) *Figure 13 - Future Land Use Map Overview***

The graphic depiction of desired future land use for Sedona has evolved from several sources of input since the Community planning process was begun in December 1989. The original, adopted Plan resulted from countless hours of hands on community involvement, receiving an Arizona Planning Association Award for best public participation process of 1990. The result, in November 1991, was an adopted land use map remarkably

similar to Sedona's existing zoning pattern. This was no accident! The community has strongly supported an infill land use philosophy that would retain the city's growth potential within existing densities and geographical area. Subsequent specific planning efforts, including the "Uptown/Creek Area Plan" and "West Sedona Commercial Corridor Study" have suggested that the location of some zoning districts be further refined and some new alternative use areas and zones be considered. In February 1998, the City Council-appointed Advisory Committee on Growth prepared a report outlining several recommendations for managing this growth. Key recommendations relative to future land use and the Future Land Use Map include:

- Prohibiting overall residential density increases and increases in commercial acreage
- Completion and adoption of the West Sedona Commercial Corridor Study
- Establishment of criteria and community benefits based on specific area needs for "Transitional" land uses.
- Creation of locational criteria for lodging uses.

The 1998 update of the **Sedona Community Plan** strives to tie these recommendations together with a future land use map that reflects the overall infill philosophy and desire to maintain existing densities.

#### Residential Densities

The Growth Committee has recommended that residential growth be limited to the total number of housing units permitted by current zoning and that changes to zoning on specific properties should require that other substantial community benefits be provided in proportion to the requested change or an equivalent decrease in density elsewhere.

Future land use projections have been based on the development of residential areas at a much lower density than current zoning allows. This is partly due to the City's requirements for development and to past trends toward lower density development. The Future Land Use Map generally follows the City's current zoning densities, but also includes provisions for transitional use areas that suggest where additional housing may be appropriate in conjunction with other community benefits. The overall effect of the densities reflected on the Future Land Use Map would be generally consistent with the overall zoning density potential while providing some flexibility (within transitional areas) in the distribution of this density where community benefits can be realized. In addition, in some cases the Map reflects lower densities than current zoning permits, based on compatibility with general goals and objectives.

#### Commercial Areas

The Growth Committee recommended that commercial growth be limited to the total number of commercial acres permitted by current zoning and that changes in zoning

on specific properties should require that other substantial community benefits be provided in proportion to the change or an equivalent decrease in commercial acres elsewhere.

With the exception of specified "Transitional" use areas, the Future Land Use Map does not designate any additional commercial area beyond what is currently commercially zoned. Some transitional areas would provide for development/re-development of residentially-zoned areas with alternative uses in conjunction with specific community benefits. Other transitional areas include commercially-zoned lands to provide for more specific development considerations and uses to address area/community needs (See 4.5.2C - Transitional).

With the development of criteria for the location of mixed lodging and commercial uses, the Future Land Use map also depicts the locations of existing and planned lodging projects that meet these criteria.

In general, the Future Land Use Map seeks to provide the ultimate land use vision for the City and general guidance for future development and potential zone change requests without necessitating a complex process for transfer of development rights (density transfers). Prior to the 1998 Community Plan update, many of the land use categories in the Plan provided locational criteria for future placement of land uses and guidelines for which density increases would be appropriate. In the 1998 update, in order to provide consistency with the Growth Committee's goal of maintaining existing overall densities, the land use category descriptions and guidelines have been considerably revised to reduce speculation in the placement of uses and to coincide with general locations on the Future Land Use Map. This is intended to strengthen the map in its use as a future development and zoning guide. However, due to the fact that conditions can and do change, additional locations for multi-family and other transitional - type uses may be justified. The City should therefore pursue a procedure that would allow for transfer of densities to address additional locations that don't meet the current Map locations and criteria for transitional uses, or to relocate existing or allowable higher densities to areas more appropriate, as depicted on the Future Land Use Map.

Development Guidelines:

In addition to general locations provided on the future land use map, multi-family high density residential will be encouraged for development of mixed use projects within some transitional areas (see "transitional") and within "Focused activity" commercial centers within commercially-designated areas.

**C) *Figure 13 - Future Land Use Map - Transitional Uses***

The Transitional category is applied to 16 specific areas in the community to address specific needs that are unique to these areas, community benefits, buffering between residential and commercial uses, opportunities for property consolidation and greater site-planning/development control and areas in which the residential character of an area has changed or is changing or may experience potential noise and visual impacts from adjacent commercial uses.

**1. *T-1: Navoti Drive Transitional Area***

Area Description: Includes eastern portion of Navoti Planned Development north of Navoti Drive (both existing and proposed); large parcels adjacent and northeast of the Navoti PD and adjoining undeveloped portion of State land.

General Criteria for Development: Significant consolidated site planning; 50 to 200 foot open space buffer from adjoining single-family residential area; housing closest to existing residential area shall be consistent in size and scale to existing homes; specified location and construction of Navoti Drive and Ruby Drive connection; retention of two major "knolls" as open space.

Recommended Uses: Medical office and related uses south of future extension of Navoti Drive; Assisted Living and/or independent multi-family housing north of Navoti Drive. Provisions for granting of density bonuses exceeding 12 DU/AC to provide low cost housing opportunities should be explored for this area in conjunction with development of Transitional Zoning Districts (see *Section 6 - Housing Element*)

Community Benefits: As discussed in the "Focus Future Report" and Economic Development Element (Section 8) of the **Sedona Community Plan**, there is a need to "strengthen/expand the local health care industry and recruit supportive health and biomedical businesses and appropriate research and development facilities". Assisted living and other multi-family uses in close proximity to these facilities and the existing medical center, off the highway corridor in conjunction with the extension of Navoti Drive, would serve to minimize traffic impacts and further provide for lower cost housing alternatives supported in Section 6 (Housing Element). The commercial area between the highway and Navoti Drive should include retail uses with no direct highway access, that meet the needs of the area's

Recommended Uses: Residential uses maintaining up to 8 DU/AC with clustering is encouraged through coordinated site-planning or use of existing accessory structures as second housing units to retain lower cost housing opportunities currently provided by the mobile home park. Bed and Breakfast uses should be encouraged with pedestrian proximity to visitor-based commercial. Office uses, artists studios, etc. in existing structures could be provided closest to the existing commercial area.

Community Benefit: Re-development potential with development review control in a mixed use area. Retention of historic structure east of Schnebly Hill Road; retention of lower cost housing. Some opportunity to provide additional lower cost housing.

### **13. T-SR 89A Transition**

Juniper Drive: Highway Transitional uses in this location would be placed to preserve a significant open space view corridor, maintain off-highway access via Juniper Drive and establish minimal traffic generators such as offices.

Airport Road: North of the highway and east of Airport Road, this area is considered as a high visual impact area, as described in the West Sedona Commercial Corridor Study. The focus should be to provide a foreground fitting the open space character of the forest and the views beyond. The area currently consists of undeveloped land between existing churches and the highway, previously-approved office project and "Real Estate Central", an established use. The undeveloped area should maintain access from North Airport Road/existing church access, with no additional access point to the highway. Significant retention of open space is essential. Uses should be confined to offices and other minimal traffic generators.

South of SR 89A - Development of this currently undeveloped area should include consolidated site-planning including access from Airport Road rather than the highway. Significant retention of open space with major buffering to adjacent single-family residential uses is essential. Uses should be confined to offices and other minimal traffic generators.

### **14. T-SR 179 Transition**

Outside of the existing commercial area, the SR 179 corridor is zoned for single-family residential uses. Existing single-family uses along this corridor are not always compatible with the high traffic volumes and associated noise impacts and safety issues related to direct highway access from multiple curb cuts from individual lots.

Transitional uses along the SR 179 corridor could be allowed on a case-by case basis as a means of ensuring minimal impacts to the highway view corridor through retention of open space, minimizing highway access points and providing pedestrian connections through design and development review control that are not otherwise provided for single-family residential uses.

Uses along the SR 179 corridor should be residential in scale and be buffered from both the highway corridor and adjacent residential uses. These uses should not generate more traffic than the adjacent single-family uses. Use of existing residential structures is encouraged. On-site signage should be minimal or prohibited. Uses could include artist work studios, some office uses and small-scale bed and breakfasts.

This transitional area may be further defined through a specific area plan for the SR 179 corridor.

15. ***T-15: Uptown Transitional Area***

**Area Description:** The area generally between Van Deren and Wilson Roads from Forest Road north to Mesquite Avenue and the area between Price and Van Deren Roads from Mesquite Avenue to Schnebly Road. Existing uses include, single-family, multi-family, offices, publishing, and parking.

**General Criteria for Re-development:** The primary focus of this area as Transitional is to retain existing historic structures and area character in conjunction with re-development. Retention of existing structures or development on a single-family residential scale is vital.

**Recommended Uses:** Retention of existing multi-family residential or use of existing accessory structures as second housing units is encouraged. New development should generate minimal traffic, such as bed and breakfasts, medium to high density multi-family uses. Office uses, artist studios, bookstores, coffee shops, and other low-key retail and service uses in existing structures could be provided closest to the existing commercial area.

**Community Benefits:** Retention of historic structures; retention of lower cost housing opportunities.

16. ***T-16: Sunset Transitional Area***

**Area Description:** Includes the existing Sunset Mobile Home Park, directly adjacent and south of the existing commercial area between Sunset and Shelby Drives. Currently zoned both commercial and medium density single-family and manufactured homes.

## 4.6 Implementation Program

The Implementation Action Program for the Land Use Element of the **Sedona Community Plan** is presented under the following headings:

|                                      |   |
|--------------------------------------|---|
| <b>Action</b>                        | Lists the action necessary to carry out the Community Plan.   |
| <b>Timeframe/<br/>Priority</b>       | Establishes the priority within a five-year period, is noted as a "long-term" need beyond five years, or is noted as on-going.                        |
| <b>Initiation<br/>Responsibility</b> | Assigns the elected or appointed public body, agency, group, individuals or volunteers principally responsible to initiate the implementation action. |
| <b>Resources</b>                     | Lists the potential funding, City staff, volunteer or other community resources necessary to carry out the implementation action.                     |

The Planning and Zoning Commission should review and provide recommendations to the City Council for revising the following Implementation Action Program on an annual basis in order to continue to pursue implementation of the **Sedona Community Plan** in an expeditious manner and to coincide with the annual Flexible Capital Budget process. The Director of the City's Community Development Department and staff person responsible for Community Plan implementation should monitor the status of each implementation action throughout the year and provide a general recommended framework to the Planning and Zoning Commission for annually updating the Community Plan's Land Use Implementation Guide.

**LAND USE IMPLEMENTATION ACTION PROGRAM**  
*(Overall Community Plan Priorities are located in the Appendix)*

**IMPLEMENTATION FRAMEWORK**

| Action  | Timeframe/<br>Priority | Initiation<br>Responsibility  | Resources |
|---|------------------------|---|-----------|
| A) Apply "Lodging" Zoning District to existing uses based on general location criteria provided in the Sedona Community Plan.   | 5 year #1<br>[GC-DEV]  | City Council; Planning & Zoning Commission;<br>Community Development Director | Staff     |
| B) Adopt Transitional Zoning District(s) to coincide with the general criteria and locations on the Future Land Use Map.        | 5 year #2<br>[GC-DEV]  | City Council; Planning & Zoning Commission;<br>Community Development Director | Staff     |
| C) Amend Zoning Districts to allow residential uses in commercial districts based on locational criteria in the Community Plan. | 5 year #3<br>[GC-DEV]  | City Council; Planning & Zoning Commission;<br>Community Development Director | Staff     |

## LAND USE IMPLEMENTATION ACTION PROGRAM

(Overall Community Plan Priorities are located in the Appendix)

### IMPLEMENTATION FRAMEWORK

| Action  | Timeframe/<br>Priority                                | Initiation<br>Responsibility  | Resources  |
|---|---|---|--|
| <p>D) Prepare an inventory of land use needs for residential buildout to improve the balance of residents' needs with considerations for visitors. Evaluate and possibly amend existing zoning districts relative to these needs including possible inclusion of heavier commercial uses in locations with minimal impacts (Section 4.5.2D of the Community Plan.</p> <p>Select "signature" parcels for more community-oriented uses. Use as a resource for re-evaluating specific plans. Identify open space needs along highways for future consideration in conjunction with new development and future acquisition.</p> | <p>5 year #4<br/>[GC-DEV]<sup>1</sup></p>             | <p>Planning &amp; Zoning Commission; Community Development director</p>               | <p>Staff; Business and Commercial Property Owners; Development Community; Citizens</p> |
| <p>E) Amend Design Review standards to provide more regulatory provisions and more design diversity.</p>  | <p>5 year #5<br/>Community Character<br/>[GC-DEV]</p> | <p>City Council; Planning &amp; Zoning Commission; Community Development Director</p> | <p>Staff; Development Community; Committee; Specific Plans</p>                         |

<sup>1</sup>Key Recommendations

**LAND USE IMPLEMENTATION ACTION PROGRAM**  
*(Overall Community Plan Priorities are located in the Appendix)*

**IMPLEMENTATION FRAMEWORK**

| Action  | Timeframe/<br>Priority                       | Initiation<br>Responsibility   | Resources   |
|---|--|--|---|
| P) Prepare Specific Plan for SR 179 Corridor to guide future development and placement of Transitional uses/traffic circulation improvements  | [GC-DEV]<br>Long-Term                        | City Council; Planning & Zoning Commission; Community Development Director   | Staff; Property Owners; ADOT  |
| Q) Adopt Overlay Districts for Focused Activity Centers and standards for areas between FACs.   | Long-Term<br>[GC-DEV]                        | City Council; Planning & Zoning Commission; Community Development Director   | Staff; Specific Plans   |
| R) Acquire land along the highway corridors for parks and open space to break-up commercial strip.  | Long-Term<br>[GC-DEV]                        | City Council; City Manager   | Staff; Open Space Plan; Flexible Capital Budget Priority; Other Revenue   |
| S) Create and implement a comprehensive streetscape program to reduce visual impacts and encourage unified landscaping themes along the highway corridors. Prepare Design Guidelines for Public Rights-of-Way and Public Area Development to establish urban design standards, (e.g., landscaping, street amenities, underground utility placement), to be utilized in planning for upgrading or constructing public areas and rights-of-way. | Long-Term<br>Community Character<br>[GC-DEV] | City Council; Public Works Director; Community Services Director; Community Development Director; Commercial Property Owners | Staff; Public/Private Partnership; Property Owners; Arts and Culture Commission; ADOT; Public Works; Utility Companies; Flexible Capital Budget Priorities; Funding |