

AGENDA

3:00 P.M.

CITY OF SEDONA, SPECIAL CITY COUNCIL MEETING WEDNESDAY, FEBRUARY 15, 2017

NOTES:

- Meeting room is wheelchair accessible. American Disabilities Act (ADA) accommodations are available upon request. Please phone 928-282-3113 at least two (2) business days in advance.
- City Council Meeting Agenda Packets are available on the City's website at:

www.SedonaAZ.gov

GUIDELINES FOR PUBLIC COMMENT

PURPOSE:

- To allow the public to provide input to the City Council on a particular subject scheduled on the agenda.
- This is not a question/answer session.
- The decision to receive Public Comment during Work Sessions/Special City Council meetings is at the discretion of the Mayor.

PROCEDURES:


- Fill out a "Comment Card" and deliver it to the City Clerk.
- When recognized, use the podium/microphone.
- State your:
 1. Name and
 2. City of Residence
- Limit comments to **3 MINUTES.**
- Submit written comments to the City Clerk.

1. CALL TO ORDER/PLEDGE OF ALLEGIANCE/MOMENT OF SILENCE

2. ROLL CALL

3. SPECIAL BUSINESS

LINK TO DOCUMENT = 

- a. AB 2186 Discussion/possible direction regarding the Draft Schnebly Community Focus Area (CFA) Plan. 
- b. Discussion/possible action on future meeting/agenda items.

4. EXECUTIVE SESSION

If an Executive Session is necessary, it will be held in the Vultee Conference Room at 106 Roadrunner Drive. Upon a public majority vote of the members constituting a quorum, the Council may hold an Executive Session that is not open to the public for the following purposes:

- a. To consult with legal counsel for advice on matters listed on this agenda per A.R.S. § 38-431.03(A)(3).
- b. Return to open session. Discussion/possible action on executive session items.

5. ADJOURNMENT

Posted: _____

By: _____

Susan L. Irvine, CMC
City Clerk

Note: Pursuant to A.R.S. § 38-431.02(B) notice is hereby given to the members of the City Council and to the general public that the Council will hold the above open meeting. Members of the City Council will attend either in person or by telephone, video, or internet communications. The Council may vote to go into executive session on any agenda item, pursuant to A.R.S. § 38-431.03(A)(3) and (4) for discussion and consultation for legal advice with the City Attorney. Because various other commissions, committees and/or boards may speak at Council meetings, notice is also given that four or more members of these other City commissions, boards, or committees may be in attendance.

A copy of the packet with material relating to the agenda items is typically available for review by the public in the Clerk's office after 1:00 p.m. the Thursday prior to the Council meeting and on the City's website at www.SedonaAZ.gov. The Council Chambers is accessible to people with disabilities, in compliance with the Federal 504 and ADA laws. Those with needs for special typeface print, may request these at the Clerk's Office. All requests should be made **forty-eight hours** prior to the meeting.

CITY COUNCIL CHAMBERS
102 ROADRUNNER DRIVE, SEDONA, AZ

The mission of the City of Sedona government is to provide exemplary municipal services that are consistent with our values, history, culture and unique beauty.

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**CITY COUNCIL
AGENDA BILL**

**AB 2186
February 15, 2017
Special Business**

Agenda Item: 3a
Proposed Action & Subject: Discussion/possible direction regarding the Draft Schnebly Community Focus Area (CFA) Plan.

Department	Community Development
Time to Present	20 minutes
Total Time for Item	2 hours
Other Council Meetings	January 25, 2017
Exhibits	A. Staff Report B. Draft CFA Plan

City Attorney Approval	Reviewed 2/6/17 RLP	Expenditure Required	\$ 0
City Manager's Recommendation	Discuss and give direction regarding the Draft Schnebly CFA.	Amount Budgeted	\$ 0
		Account No. (Description)	N/A
		Finance Approval	<input checked="" type="checkbox"/>

SUMMARY STATEMENT

Background:

Due to the complexity and nature of Community Focus Areas (CFAs), the agenda bill provides a summary overview of the project and resulting draft CFA plan. The Staff Report, Exhibit A, provides a more comprehensive discussion of the project and draft CFA. Exhibit B contains the draft Schnebly CFA plan.

Community Focus Areas (CFAs) are identified in the Sedona Community Plan as areas where the City will develop specific plans. The Schnebly CFA is addressed on page 45 of the Community Plan which lists the "Community Expectations" and a map of the CFA (along Schnebly Hill Road, north of the SR 179 roundabout). These expectations include:

- Retain large parcels and rural character.
- Support agriculture as a key character element.
- Support non-residential uses (e.g., bed and breakfast, neighborhood cafe) if tied to the preservation of large land areas and generates less traffic than medium-density residential.
- Retain similarly affordable housing currently provided in existing mobile home/RV park.

- Protect riparian environment along Oak Creek.
- Evaluate potential for environmentally sensitive public creek access.
- Preserve historic resources (Gassaway House).

The CFA planning process was initiated when several residents of the area approached the City and offered to assist with planning efforts. They expected the planning process to be easier for a couple of reasons:

- they had informally organized and had a general consensus regarding their thoughts on the future of the area and were willing to assist in the preparation of a draft CFA plan; and,
- an existing concept plan is contained in Appendix B in the Community Plan.

As a result, the City launched the CFA planning process in June 2015 with a stakeholders meeting consisting of 14 property owners to review and discuss the existing planning documents and their thoughts and ideas for the area. Staff later developed a draft CFA plan based on property owner input and additional research. The plan has been revised several times following feedback from the public and the Planning and Zoning Commission.

The Schnebly CFA is a unique area of the City with potential for future development due to the amount of undeveloped land in close proximity to the Uptown commercial area, Oak Creek, and the National Forest. The draft CFA plan focuses on preserving Oak Creek, protecting the hillside and scenic views, protecting and enhancing the rural character, and making the most of its prime location between Uptown and the National Forest. One of the key issues for this CFA area is the amount of vacant land with zoning that allows for a much higher density of housing than its current use and open rural feel. The CFA plan recommendations are intended to guide future development when it does occur in a manner consistent with the vision of the CFA area and Community Plan.

The draft CFA plan proposes a new zoning district that is intended to help with implementation of the CFA plan and offer new options for landowners. As an incentive, the new zone proposes to allow for a mix of uses, including a limited amount of lodging in exchange for the preservation of open space, protection of hillside and scenic viewshed and Oak Creek. Staff believes that without this option, future development is likely to occur one parcel at a time, on the hillside, and most likely at the higher density allowed, increasing the amount of housing and traffic impacts while gaining few community benefits. Additionally, with the recent passage of SB1350, staff and property owners are concerned that these lots could be built as residential units with the purpose of functioning as lodging units without the oversight of development standards, such as preservation of open space and building placement, applied to lodging buildings.

The Planning and Zoning Commission considered this item at meetings held on September 29th, October 4th, October 13th, November 1st, and November 15, 2016.

Community Plan Consistent: Yes - No - Not Applicable

The Schnebly CFA is identified in the Community Plan as an area in need of further specific area/CFA planning.

Board/Commission Recommendation: Applicable - Not Applicable

The Planning and Zoning Commission voted six (6) in favor and one (1) opposed to recommend adoption of the Draft Schnebly CFA Plan to City Council on November 1, 2016 and amended their motion on November 15, 2016 to correct an administrative error in the motion.

Alternative(s): N/A

MOTION

I move to: for discussion and direction only.

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The Sedona Community Plan introduces Community Focus Areas (CFA) *“where the City will play a proactive planning role to implement the community’s vision. With participation from property owners, neighbors, and stakeholders, the City will develop a Specific Plan...”* (Community Plan, page 34). CFA Plans are supplemental to the Community Plan and are intended to guide future development of a specific area. A draft of the Schnebly Community Focus Area Plan (Draft Plan) is attached and dated *“1/25/17 Draft for City Council Review”* (Exhibit B).

Description of the Area

The Schnebly CFA is located along a half mile stretch of Schnebly Hill Road north of the SR 179 roundabout. The road continues into the National Forest which makes up the eastern boundary of the CFA. Beyond the city limits is the Huckaby Trailhead, then the road turns to dirt which limits traffic to high clearance and recreational vehicles. The CFA’s western boundary is Oak Creek with large sycamore trees that are more noticeable than the creek itself. The creek setting is an attractive feature but also a limiting factor for development as the floodplain is 300 to 800 feet wide along this stretch of the creek. The CFA is 91 acres with large tracts of vacant land and 41 single family homes. Other uses include Sedona’s only RV campground with 84 RV sites, the Creative Life Center which often hosts seminars, and an office building located just north of the SR 179 roundabout.

History of Previous Planning

Most of the area is currently zoned residential, which is a carry-over of county zoning prior to city incorporation. The area has been addressed by the following plans and planning projects.

1993: The area was included in the Uptown Creek Area planning project.

1998: The 1998 Sedona Community Plan designated the area as the “Schnebly Hill Transitional Area” and listed criteria for development/redevelopment and recommended an expansion of uses in addition to residential.

2002: The 2002 Community Plan changed the future land use designation to “Special Planning Area” and listed community needs and benefits which are similar to the CFA Plan’s vision, such as *“Preserve/create large parcels and lower densities relative to existing zoning to retain the distinctive historic ranch-style character of the area and to reduce traffic impacts to Schnebly Hill Road.”*

2004: A portion of the area was addressed in the Heart of Sedona planning project

2012: The Citizens Steering Committee for the Community Plan facilitated a planning workshop that developed a proposal for this area.

2013: The Community Plan identifies this as a CFA and the Future Land Use Map designates it as a “Planned Area.” Appendix B of the plan is the 2012 proposal: “Schnebly Hill Neighborhood Vision” which was intended to serve as an example for future CFA planning.

Planning Process

The planning process for the Schnebly CFA began at the request of several area property owners concerned about the potential for development to drastically alter the character of the area. They approached the City Manager’s office and requested that this CFA be considered a higher priority

because some planning had already been done and they would provide assistance with the planning process.

A stakeholder group was convened in June 2015, which was comprised of 14 property owners representative of the area's four zoning districts. There have been four meetings with an average of 12 people in attendance at each meeting. In addition to the stakeholder meetings, there was a neighborhood meeting to review the Draft Plan on August 25, 2016.

The approach taken to drafting the plan was to consider previous planning and stakeholder suggestions, the features unique to this area, and what would be most appropriate for this area in the context of the city as a whole. Traffic impacts of different land uses were a significant consideration, not just on the neighborhood, but also impacts to the already congested SR 179. As an example, high-density residential or senior housing may be more appropriate in West Sedona closer to resident services such as groceries, offices, and pharmacies.

The CFA Vision

The Draft Plan's recommendations, as determined by the stakeholders, are intended to achieve a vision for the area that retains and enhances its unique characteristics:

- Oak Creek with its riparian area and large sycamore trees
- Open space and fields, especially as seen from Schnebly Hill Road
- The scenic views of the area from Uptown, especially of the creek corridor and hillsides
- The placement of buildings, which are not very visible from the street
- The small scale of the houses
- The heritage and historic resources of the area
- The natural features, such as the hillsides and creek corridors (Oak Creek and Bear Wallow Wash)
- The proximity to the shopping and restaurants of Uptown
- The location near the National Forest trail system and Schnebly Hill Road

The Schnebly CFA Vision:

This CFA is located within the Heart of Sedona, a pedestrian-friendly area focused on Oak Creek and Sedona's heritage. Future development and redevelopment is a mix of uses that preserves the Oak Creek riparian corridor, with natural hillsides, open fields, and a variety of modestly scaled buildings, thus sustaining the distinct historic context and character.

Current Zoning

The CFA is 91 acres, and 92% of that is zoned single-family residential, either RS-10b (40 acres) or RS-18b (44 acres). What is seen today does not reflect the zoning, especially with the large amount of vacant land and non-conforming uses. There are currently 41 houses in the CFA and with additional development under the current zoning there could be up to 260 houses. Examples of future development could include: new houses on the vacant lots, existing parcels being split into smaller residential lots, and the RV Park property being developed as housing. There are limitations to development such as steep hillsides and floodplains however there are few incentives to preserve them under the current zoning.

Implementing the Vision

The fact that a large portion of this area is either undeveloped or under-developed provides a unique opportunity to accomplish the goals of both the Community Plan and CFA Plan. Achieving some of the goals, such as preserving Oak Creek as open space is more likely to happen with more innovative development that may be better accomplished with flexible standards that encourage clustering of development in order to set aside open space.

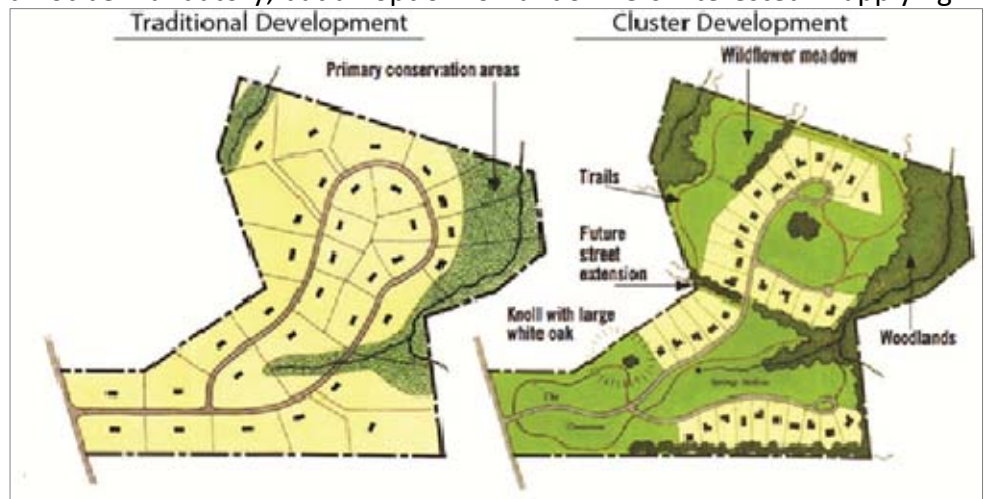
Given the fact that a CFA Plan is a guiding document and not regulatory, the challenge is to encourage innovative development consistent with the vision. Alternative land use options would be an incentive to implementing the CFA Plan. Other land uses could:

- Retain large parcels and rural character
- Preserve hillsides, Oak Creek riparian areas, open space, and view sheds
- Consolidate and cluster development
- Preserve historic resources (Gassaway/Farley Cabins)
- Reduce traffic (less daily trips generated than current residential zoning)

Proposed New District

Since the 1998 Community Plan this area has been designated a special planning area considered suitable for a mix of land uses. The CFA Plan proposes a new zoning district specific to this area – the Oak Creek Heritage District, which would offer an alternative to single-family residential zoning. This would expand the options available to a landowner that may be considering development or redevelopment of their property. The land uses would be limited to a density, scale, and style appropriate to the CFA with uniform design and development guidelines tailored to the area.

The proposed new district would not be mandatory, but an option for landowners interested in applying for a rezoning of their property. The Community Development Department would offer assistance with the rezoning process as another incentive to encourage implementation of the CFA Plan.



Under current zoning, landowners are permitted to subdivide larger parcels and develop numerous residential

lots. When each lot is built separately, at different times, it can become difficult if not impossible to consolidate driveways and streets, preserve open space, secure trails, and retain the desired character of the area. Older developments in Sedona are an example of where there was little coordination and thus lost opportunities for connected streets, shared driveways, or trails which are no longer feasible. Cluster development is one way of achieving the vision for this area, and the new district would make that more feasible. The following illustration is an example of the differences between traditional and cluster development, with the same number of houses in a different arrangement.

Planning and Zoning Commission Review

The Commission discussed the Draft Plan on September 29th, October 4th, and November 1st, 2016. The Commission approved a recommendation of the Draft Plan to Council on November 15, 2016. Most of the Commission's concerns were in regards to the proposed new district, such as suitable locations for commercial and multi-family housing, the appropriate density of lodging and residential, the amount of lodging, and the extent the new district.

Comments on the Draft Plan

The following is a summary of the public and the Commission's comments and concerns about the Draft Plan. The public comments were made primarily by area residents and came from: public and stakeholder meetings, emails, phone calls, individual meetings, and the Planning and Zoning Commission work sessions and public hearings.

- Oak Creek

One comment was that development should be pushed into the floodplain in order to preserve the open land and views along Schnebly Hill Road. Another comment was that locating all structures out of the floodway was too restrictive and that federal regulations should be adequate, and that City regulations should not be more restrictive. There was also a comment that the plan did not put enough focus on Oak Creek.

- Design Guidelines

Not all agreed with the proposed design guidelines: "*The old homestead architecture you want is not aesthetically pleasing*" – in reference to the poor condition of some of the historic buildings. Other concerns: the guidelines would prohibit contemporary architecture; the proposed materials, such as rock are cost prohibitive. There was also reference to the city's existing design regulations and that it should be sufficient to ensure tasteful designs and thus guidelines specific to this CFA are unnecessary.

- Trails

The Draft Plan proposes a connected network of trails through the area, including the possibility of a creekwalk along Oak Creek. The following were concerns about the proposed trails:

- landowners do not want trails across their property;
- trail users may stray off a proposed path and onto private property;
- there are already people trespassing onto private property to access the creek;
- there could be conflicts if pedestrians and bicycles are using the same trail;
- there may be too much traffic on the trails;
- trails could detract from high-end development; and
- the creekwalk should be on both sides of the creek and there should be two footbridges.

- New District

Many of the concerns about the new district involve details that would be determined during development of the regulations for the new zoning district, which would be an amendment to the Land Development Code. This would be done following approval of the CFA Plan that is proposing the new district. Once the new regulations are developed and a landowner requests that their property be rezoned to the new district, there is a rezoning process to determine if the rezoning is appropriate. The next stage of review is when the project proposal is submitted to the City for development review to determine the suitability of the project. Each of these stages includes opportunities for public input, including residents that are concerned with what happens to their neighbor's property.

After the release of the first draft, some people thought the city would be rezoning all properties to the new zoning district. The plan has since been revised so that the proposed new district is listed at the end of the plan, under the Implementation section. Other concerns about the proposed new district: residents expected adjacent properties to be residential and that the new district could allow for a less desirable use; the proposed uses are too limiting and should be further expanded. There was also a question as to how the new district would benefit existing homeowners. There was a comment in support of clustering development and designating building footprints in order to preserve the creek and open space and why a new district was necessary.

Density of Residential Housing:

There was a concern about the density of residential housing being either too much or not enough. The Draft Plan now proposes that residential housing in the CFA not exceed the established residential zoning density; and that single-family must be clustered to preserve open space. The Draft Plan states that increasing the density of multi-family housing may be considered when there are community benefits such as affordable housing.

Lodging:

The Planning and Zoning Commission did have concerns about too much lodging in the area. There was discussion about the fact that lodging provided an incentive to landowners to develop their property in a manner that was more consistent with the CFA vision than existing zoning. The Draft Plan does limit lodging in the new district to no more than half of the CFA area, and that lodging not exceed double the established residential zoning of a property. By allowing for twice the density of existing zoning, there is more of an incentive to develop under the new zoning district and CFA objectives.

Commercial:

There were suggestions that commercial should be allowed further up Schnebly Hill Road, while others did not want the increased traffic from commercial activities. The Draft Plan limits commercial to within 750 feet of the roundabout and that beyond that only appropriate commercial uses that are accessory to another listed use would be allowed.

Camping:

There is a concern about the potential expansion of RV camping as well as the proliferation of tent camping throughout the CFA. Concerns included: the potential to negatively affect property values of nearby residential lots; future high end land uses may not want to overlook an RV park, RV storage, or tents; the need for screening or another land use buffer between residences and the RVs; the potential for sewage overflow from RVs into Oak Creek; and that camping should not be an allowed use when it is currently prohibited in the city.

Summary

What makes this area unique is the combination of its history, natural features such as Oak Creek, and its location between popular Uptown and the National Forest. The area has thus far escaped the build-out that has occurred in other areas of Sedona. This CFA Plan anticipates that there will be future development by private landowners, and it provides the tools to help shape that development in a way that meets the community's vision as presented in both the Community Plan and the CFA Plan.

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**1/25/17 Draft for
City Council Review**

Schnebly Community Focus Area Plan - Draft

CFA Vision

This CFA is located within the Heart of Sedona, a pedestrian-friendly area focused on Oak Creek and Sedona's heritage. Future development and redevelopment is a mix of uses that preserves the Oak Creek riparian corridor, with natural hillsides, open fields, and a variety of modestly scaled buildings, thus sustaining the distinct historic context and character.



TABLE OF CONTENTS

INTRODUCTION	3	RECOMMENDATIONS	12
History of the Area	4	ENVIRONMENT RECOMMENDATIONS.....	13
Planning Area Boundary.....	5	Protection of Oak Creek	13
KEY ISSUES	6	Preservation of Open Space	14
Character	6	LAND USE RECOMMENDATIONS	16
Oak Creek	7	Sense of Place	16
Circulation.....	8	Development and Design Guidelines.....	17
Development Potential	9	COMMUNITY RECOMMENDATIONS.....	20
		Historic Preservation	20
		CIRCULATION RECOMMENDATIONS.....	21
		Pedestrian & Bicycle Network.....	21
		IMPLEMENTATION	24
		Proposed Oak Creek Heritage District	25

Acknowledgments

Thank you to the Stakeholders Group, Staff, Commission, Council (details to be added in final draft)

Note:

References to existing conditions are as of 2016.
Relevant sections of the Sedona Community Plan may be listed on each page.

INTRODUCTION

This Community Focus Area (CFA) Plan is an addendum to the Sedona Community Plan and serves as a guide for future development of this area. The intent is to address issues that are specific to this geographic area in more detail than the City-wide Sedona Community Plan. This unique Sedona neighborhood is located across Oak Creek from the bustling tourist district of Uptown. Driving up Schnebly Hill Road from State Route 179, the shops and galleries are quickly left behind as you pass through a sparsely developed area that soon transitions to the National Forest. There are only 41 houses within this 91 acre area, most of which are hidden in the hills or set back from the road. Sedona's only RV Park is here, hidden in the trees along Oak Creek, with 84 camping sites. Visible above the trees is the glass spire of the Creative Life Center, a draw for visitors and residents to its seminars and programs.

This area is bound to see significant growth and change in the future as only 56% of the lots in this area have been developed. The area is currently zoned single-family residential, and future growth would result in far more houses than today, changing the area from its open, rural character to a typical residential area. The intent of this CFA Plan is to guide future growth in a manner that will retain the unique character of the area.

Community Expectations

The Sedona Community Plan listed the following expectations for this CFA:

- *“Retain large parcels and rural character.*
- *Support agriculture as a key character element.*
- *Support non-residential uses (e.g., bed and breakfast, neighborhood cafe) if tied to the preservation of large land areas and generates less traffic than medium-density residential.*
- *Retain similarly affordable housing currently provided in existing mobile home/RV park.*
- *Protect riparian environment along Oak Creek.*
- *Evaluate potential for environmentally sensitive public creek access.*
- *Preserve historic resources (Gassaway House).”*

- Sedona Community Plan p. 45

Existing Conditions

CFA Planning Area: 91 acres

Current Land Use:

- 75 lots, 44% of the lots are undeveloped
- 41 houses on 30 acres
- 1 office building, 1 religious institution, and 1 RV Park (84 sites)

Zoning:

- The majority of the CFA is either zoned RS-10b (40 acres) or RS-18b (44 acres):
 - RS-10b permits Single Family Residential with a minimum lot size of 10,000 square feet and a maximum of 4 dwelling units per acre
 - RS-18b permits Single Family Residential with a minimum lot size of 18,000 square feet and a maximum of 2 dwelling units per acre
- Other Zoning: Commercial (C-1): 2 lots; Transitional (T-12): 1 lot; Planned Residential Development (PRD): Red Rock Creek subdivision

Subdivisions:

- Red Rock Creek subdivision on Gassaway Place (The Gassaway House Historic Landmark and 9 undeveloped lots)
- The Gem subdivision on Quail Ridge Lane (8 lots, 1 undeveloped)

Streets:

- 1 public street (Schnebly Hill Road) maintained by the City of Sedona
- 4 private streets

Natural Resources:

- Oak Creek and its riparian area of large sycamore trees separates this area from Uptown
- Bear Wallow Canyon drains into Oak Creek, starting at the Mogollon Rim and running parallel to Schnebly Hill Road until entering Oak Creek next to the RV Park
- The north and east side of the CFA is characterized by steep hillsides and canyons

History of the Area

Oak Creek was the original attraction for settlers to the Sedona area with its flow of water year-round. The first homesteaders settled along the creek in the 1880s with the new community forming at the base of the canyon. In 1902 "Sedona" was created when the community's first post office was established. The core of the community was concentrated near the intersections of Ranger Road and Schnebly Hill Road where a bridge eventually crossed Oak Creek.

While this area grew into what is now known as Uptown Sedona with hotels, shops, and houses, the area along Schnebly Hill Road remained agricultural. The Farley family had the original homestead on the creek, and with their daughter's marriage to W.C. Steele in 1924, the Farleys and Steeles owned most of the land along Schnebly Hill Road.

In the 1950s the land shifted away from agricultural as the Farleys and Steeles began to split and sell property. In 1952 Schnebly Hill Road was established officially as a county highway. It was in 1954 that the one platted subdivision built in the area was created (The Gem subdivision on Quail Ridge Dr.).

Development was not influenced by zoning until 1969, at which point most of the area was zoned residential by Coconino County. When the City of Sedona was incorporated in 1988, the residential zoning was carried forward. Despite the zoning and proximity to Uptown, development of the area has been minimal compared to the surrounding area.

Highlights in the History of the Area

- 1896 Flagstaff residents petition for a new wagon road to Jerome (to become the Schnebly Hill Road)
- 1902 Schnebly Hill Road constructed
- 1907 Farley homestead patented on Oak Creek
- 1924 Minnie Farley marries W.C. Steele
- 1925 Farley cabin built (now City Historic Landmark)
- c. 1927 Sedona and T.C. Schnebly House built
- 1930s Steele cabins built (now in the Rancho Sedona RV Park)
- 1932 Farley house built (now City Historic Landmark)
- c. 1937 Gassaway House constructed (now City Historic Landmark)
- 1950s Schnebly Hill Road designated county highway, Steele Trailer Court established (now Rancho Sedona RV Park)
- 1954 The Gem subdivision platted (Quail Ridge neighborhood)
- 1969 Coconino County designates zoning of area as residential
- 1982 Church established at 333 Schnebly Hill Rd by the Aquarian Educational Group (site of Creative Life Center)
- 1988 City of Sedona incorporated
- 2000 Creative Life Center established

Planning Area Boundary

The Community Plan established the general planning area for this CFA. The specific boundary (shown here in blue) encompasses 91 acres of private land north of the State Route 179 roundabout at Schnebly Hill Road and bounded by Oak Creek on the west and National Forest to the east.

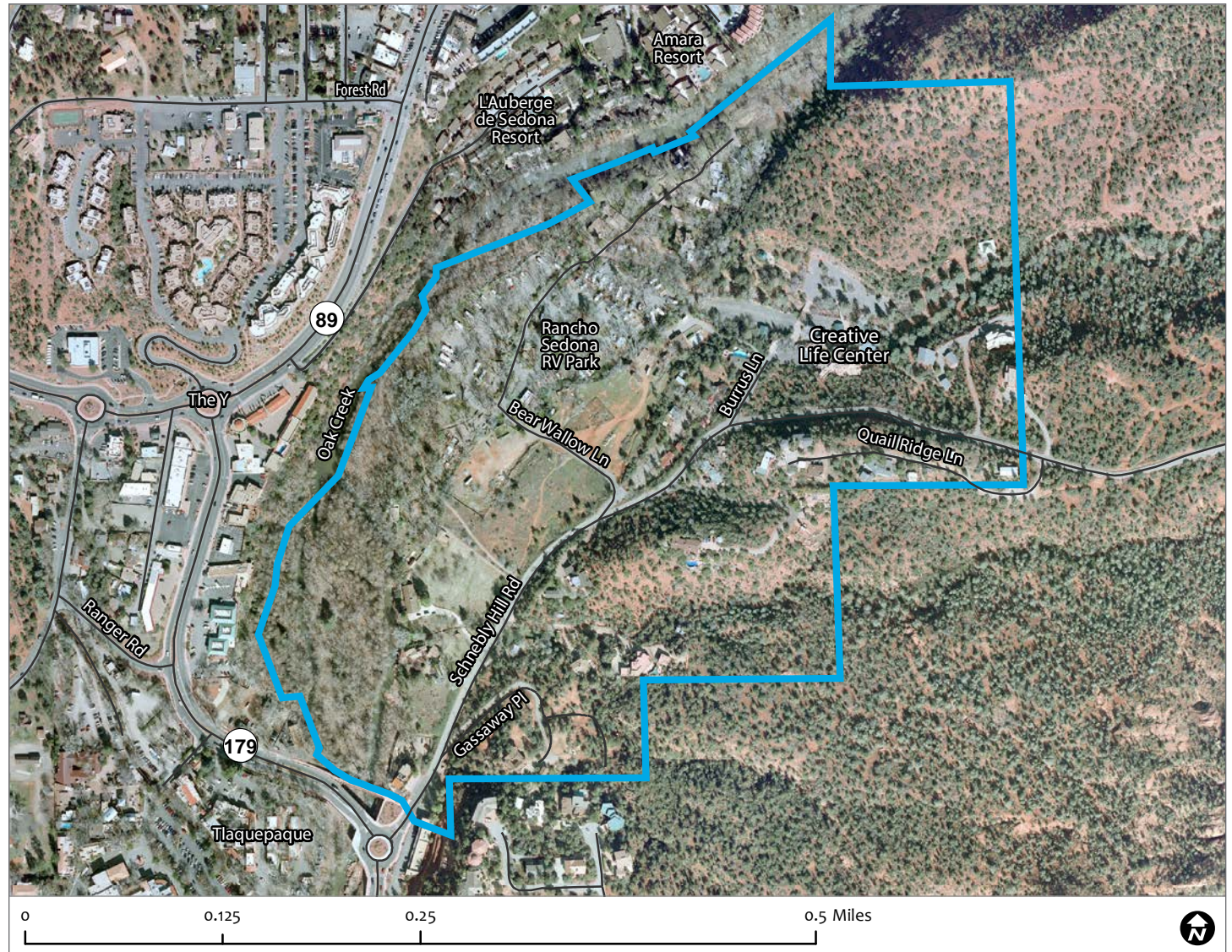


Figure 1. CFA Planning Area Boundary

KEY ISSUES

Character

The key issues for this CFA can be considered strengths and opportunities as well as limitations and constraints. The key issues, most of which are quite unique to this area include its character, Oak Creek, open space, traffic, walking and bicycling, and the potential for future development. The following (pages 6-11) will summarize those key issues.

Character

The unique character, identity, or “sense of place” that distinguish this area is the combination of features addressed throughout this plan: the presence of Oak Creek, open space, historic features, and the proximity to Uptown and the National Forest. The rural, agricultural nature of the area is characterized by the unpaved roads, remnant orchards and irrigation ditch, and large open lots. The area is also defined by a lack of features such as sidewalks, curb and gutters along the street, block walls, and stucco-sided buildings seen elsewhere in Sedona.

The open space of the undeveloped vacant land is one of the defining features of the area. Once agricultural farms and orchards, this open land now provides the pastoral setting and views seen from Schnebly Hill Road. This sense of open space could be retained as a positive feature of new development and not necessarily lost to future development.

One of the fundamental goals for this CFA is to ensure that its unique character is retained and enhanced as changes occur. Many of the recommendations in this plan are intended to provide incentives for future development that will cultivate the desired character.

Examples of the CFA character:



Orchard trees



Gassaway Place Historic Landmark



Rural look of driveway and building



RV Park and sycamore trees

KEY ISSUES:

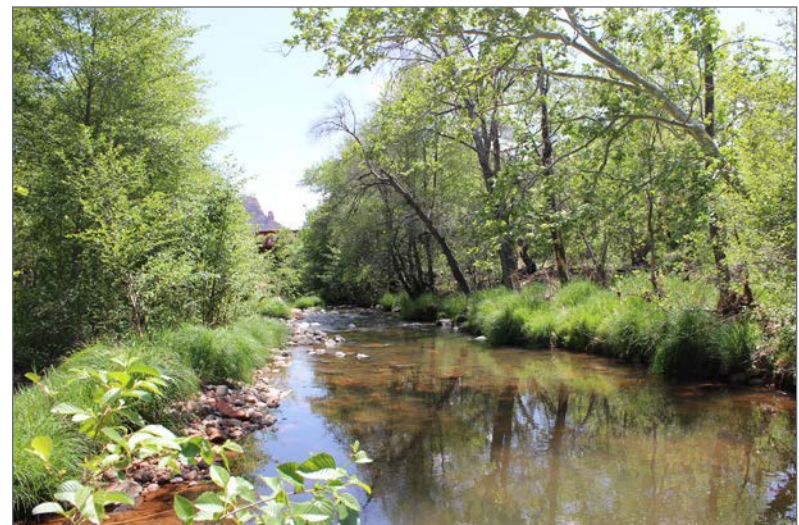
Oak Creek

Oak Creek's riparian habitat of large Sycamore trees and lush plants are the prominent feature of this CFA. The creek is also a historic focal point of the City, as the original homesteads were located next to the creek, dependent on the water for homes, businesses, and agriculture.

Oak Creek is still a magnet for people that are drawn to the water, yet the creek is entirely on private land, prohibiting legal access by the public. People still access the creek, usually by crossing vacant land. This unmanaged access has led to some problems with trespassing, including trash and occasionally transient campsites and campfires.

The natural riparian habitat along the creek and tributary washes is important to accommodate flooding and to provide wildlife habitat. There is a higher diversity and density of plants found along the creek than seen in the surrounding arid uplands typical of Sedona. The original settlers may have thought of the creek as an oasis in the desert, and today it is still a treasured community asset.

Riparian:
Areas located along a watercourse with distinct, water dependent habitat and plants.



Views of Oak Creek

KEY ISSUES:

Circulation

Traffic

The majority of traffic on Schnebly Hill Road is from tourists heading to the National Forest, a historic use that continues today. The road historically provided access to the higher elevations of the National Forest, but is no longer maintained to accommodate passenger vehicles. The pavement ends at the Huckaby Trailhead, a parking and picnic area that leads to multiple trails popular with hikers and mountain bikers. Due to the deteriorated condition of Schnebly Hill Road, traffic beyond the trailhead is now primarily off-road vehicles. Most of this traffic is due to the increased popularity of guided jeep tours, and more recently the introduction of off-highway rental vehicles, in addition to private vehicles. This traffic is due to the proximity of the National Forest from Uptown, and the fact that Schnebly Hill Road is one of only 4 roads within the City that leads directly into the backcountry.

Schnebly Hill Road was once a viable route to Flagstaff until the highway through Oak Creek Canyon was improved. There has been speculation about improving the Schnebly Hill Road to Interstate 17. Only a half-mile of the road is within the city limits, and the remainder is on the National Forest within Coconino County. Improving the road to acceptable transportation engineering standards would be costly, and neither the County or National Forest have indicated any interest in doing so. Improving the road is not compatible with the recommendations of this CFA as it could significantly increase traffic and alter the character of the area.

Note:

The City of Sedona is conducting a comprehensive study of circulation issues throughout the city in 2017 which may result in recommendations that could affect this area.

See CFA Recommendations: Pedestrian and Bicycle Network pages 21-23

Pedestrians and Bicycles

With the shops and restaurants of Uptown so close, it is only natural that residents and visitors would want to walk or bike to Uptown. Unfortunately for those walking and biking, there are no trails or sidewalks and Schnebly Hill Road is narrow with no shoulder and several blind curves that can make for a hazardous experience. There is one trail across private land that is used as a shortcut from the RV Park, but that does not go far until you are forced to share the road. Mountain bikes are also commonly seen on Schnebly Hill Road as they head to the National Forest trails.



Schnebly Hill Road where the pavement ends



Huckaby Trailhead

KEY ISSUES:

Development Potential

Existing Conditions: Built and Vacant Property

56% of the lots in this CFA are built with at least one or more buildings (shown in gray in Figure 2). Most of these lots could be considered underdeveloped, because current zoning allows for a higher density of development than what exists.

The core of this CFA (the land between Schnebly Hill Road and Oak Creek) is currently zoned RS-10b Single Family Residential which allows for minimum size lots of 10,000 sq. ft., and a maximum of 4 units per acre. Much of the remainder of the CFA is zoned RS-18b, which allows a minimum lot size of 18,000 sq. ft. and a maximum of 2 units per acre.

Some of the lots do have limitations such as the Oak Creek floodway and steep hillsides which present challenges to development. Despite the limitations, there is a considerable amount of property that could be developed or redeveloped at a significantly higher density under current zoning.

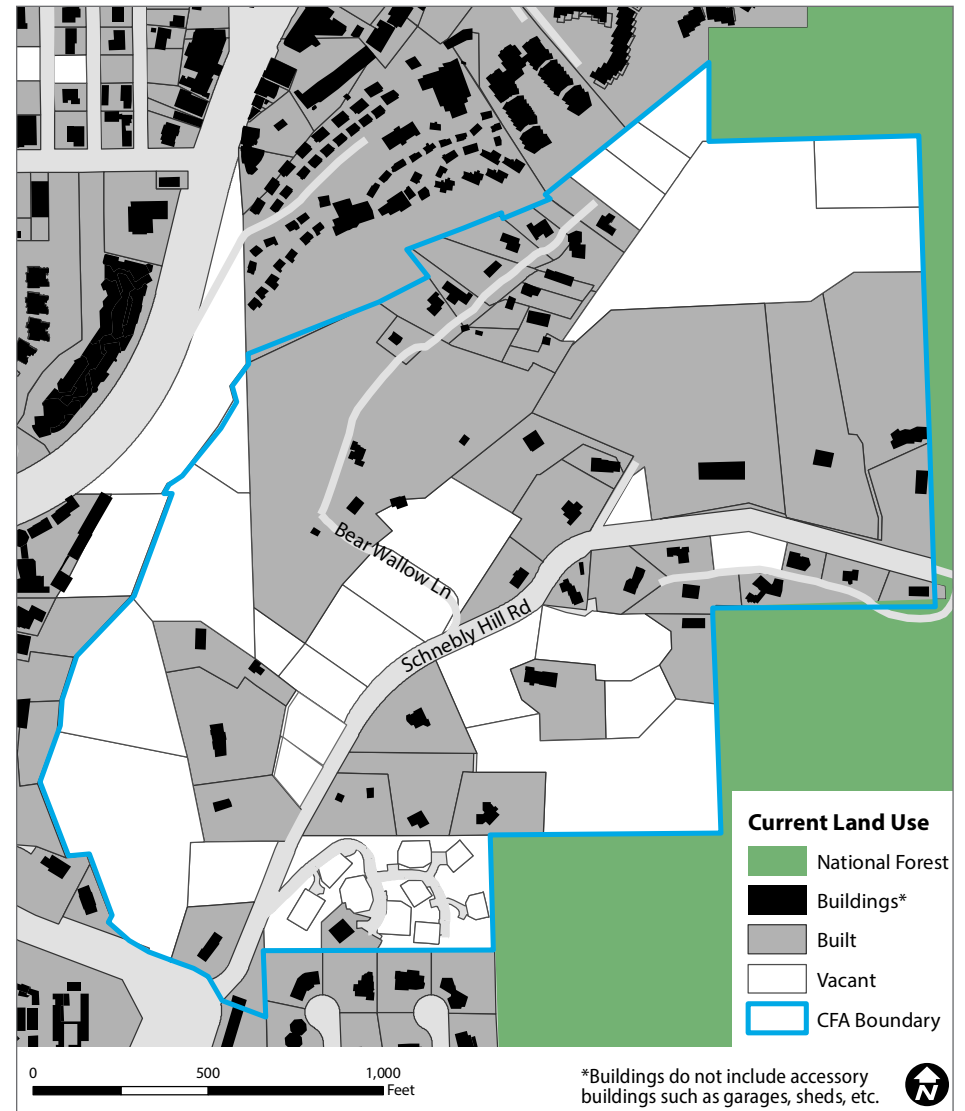


Figure 2. Current Land Use: Built and Vacant Lots

Comparison of Lot Sizes

Figure 3

- Current lot boundaries are outlined in Figure 3
- The minimum lot sizes under current zoning is either 10,000 sq. ft. (RS-10b) or 18,000 sq. ft. (RS-18b) - see examples to the right
- Future development could subdivide larger lots to the minimum lot size to accommodate more units

Potential Development Scenarios

Figure 4 (following page)

To provide an alternative to existing zoning, this CFA Plan proposes a new zone: the Oak Creek Heritage District (see page 25). Figure 5 on the following page illustrates what future development may look like under existing zoning (Scenario 1) and the new zoning (Scenario 2).

The new zoning district would allow for lodging and camping which could serve a different niche that would diversify the City’s lodging inventory with camping and small, intimate options such as cottages and cabins. Although outside of the Lodging Area Limits designated in the Community Plan, allowing lodging in this area as an alternative to residential could be an incentive for development that is consistent with the desired character of the CFA.

Figure 3.
Comparison of Lot Sizes
The examples shown on the map are representative of the minimum lot sizes for either RS-10b or RS-18b zoning.

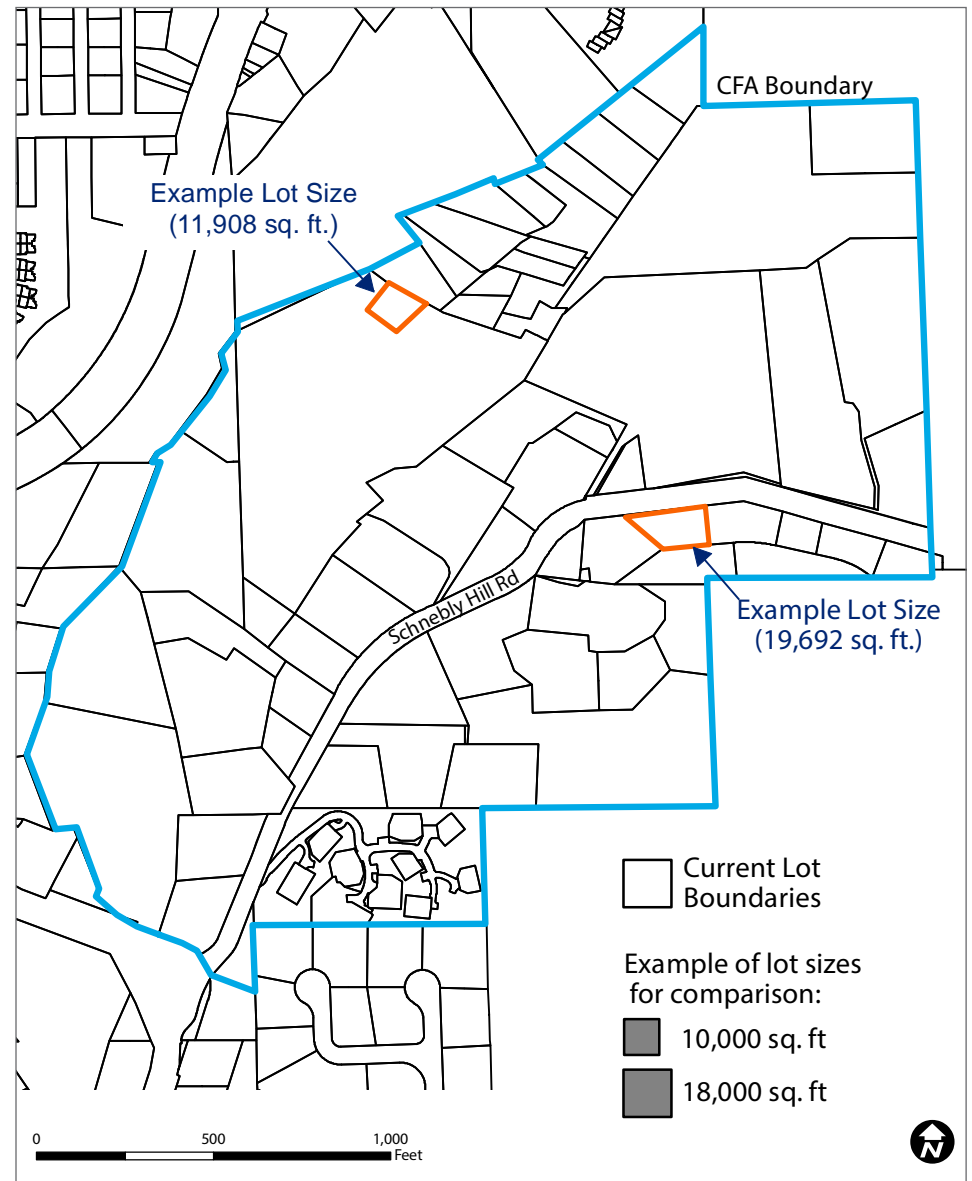
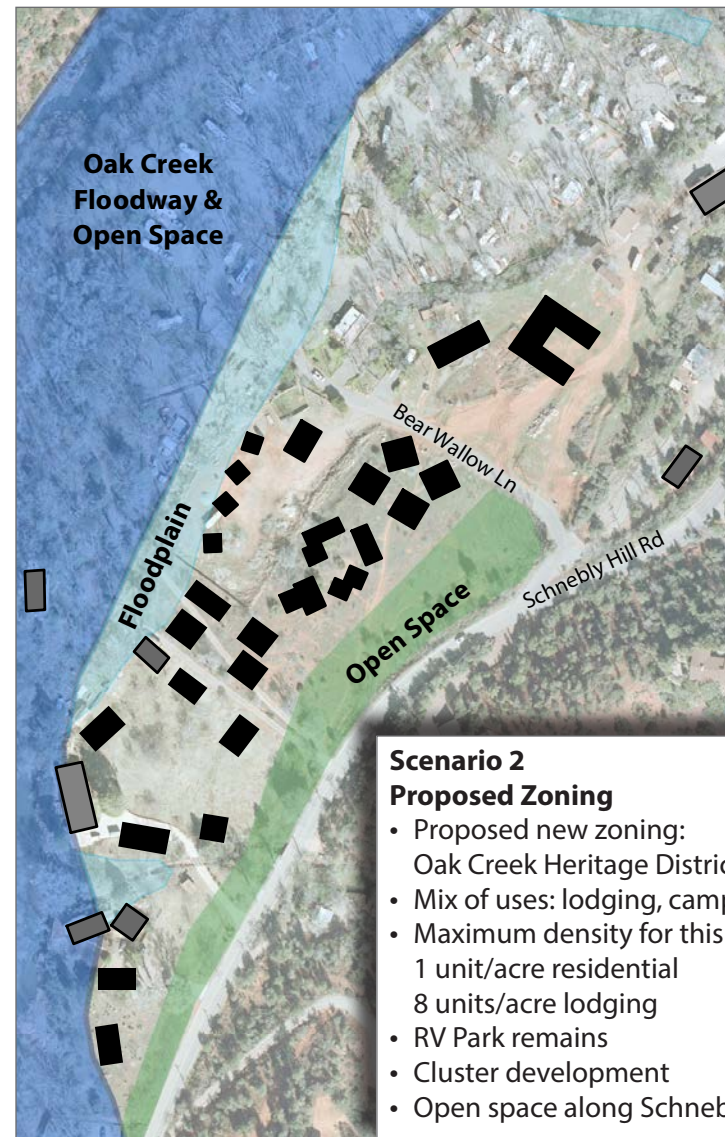
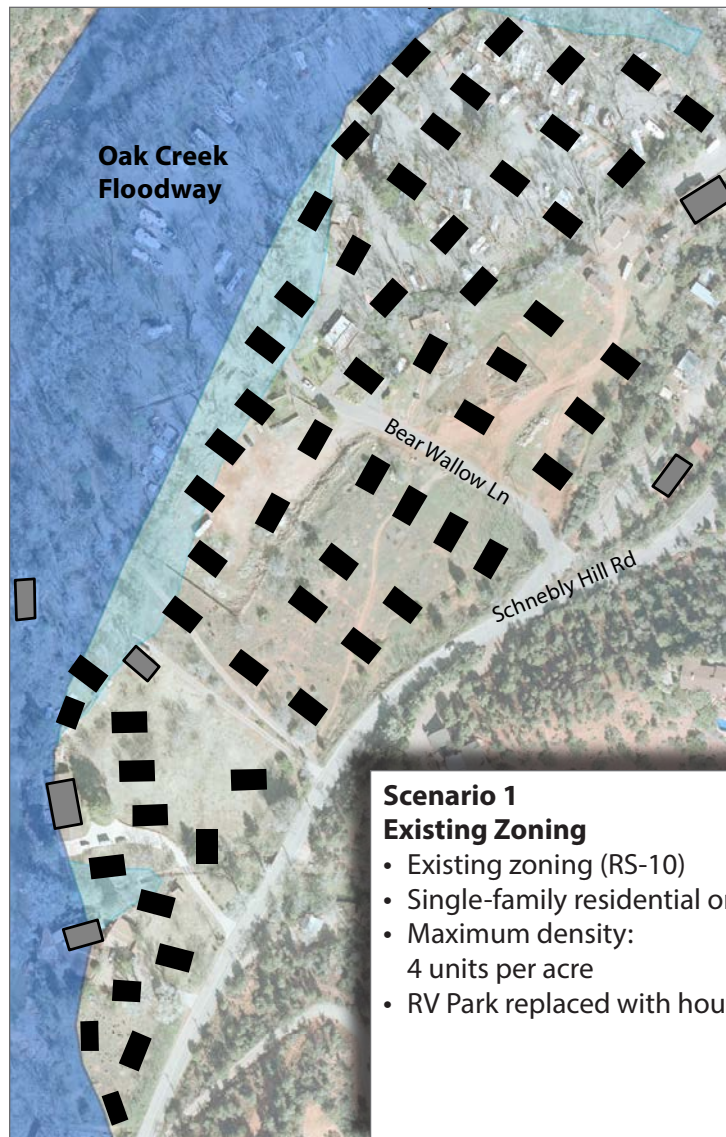


Figure 4. Comparison of Potential Development Scenarios



RECOMMENDATIONS

The Recommendations section of this CFA Plan includes goals, objectives, and strategies. The Sedona Community Plan is the guiding document for the CFA Plan, with the goals of this plan taken from the Community Plan. The CFA objectives are statements describing the desired future of the area. The strategies (listed on the following pages) describe methods that will lead to achieving the goals and objectives. Two chapters of the Community Plan are not listed below ("Parks, Recreation, and Open Space" and "Economic Development") however those topics are covered by the other categories as shown in the summary below.

ENVIRONMENT	LAND USE	COMMUNITY	CIRCULATION
<p>Community Plan Goals</p> <ul style="list-style-type: none"> • Protect Oak Creek and its riparian habitat. • Reduce the impacts of flooding and erosion on the community and environment. • Protect and preserve natural open space. 	<p>Community Plan Goals</p> <ul style="list-style-type: none"> • Reflect a unique sense of place in architecture and design. • Ensure harmony between the built and natural environments. • Create mixed use, walkable districts. 	<p>Community Plan Goals</p> <ul style="list-style-type: none"> • Preserve and celebrate the community’s history. 	<p>Community Plan Goals</p> <ul style="list-style-type: none"> • Reduce dependency on single-occupancy vehicles. • Create a more walkable and bike-able community.
<p>CFA Objectives</p> <ul style="list-style-type: none"> • Oak Creek is permanently protected in its natural state as a vital resource for the natural environment, community, and region. • Open space is a defining feature of the area, and preserved for its natural resource and scenic values. <p>➤ See page 13-15</p>	<p>CFA Objective</p> <ul style="list-style-type: none"> • A distinct identity unique to the area which reflects its rural, agricultural, and historical qualities. <p>➤ See page 16-19</p>	<p>CFA Objective</p> <ul style="list-style-type: none"> • The historic values that contribute to the character of the area are protected and interpreted. <p>➤ See page 20</p>	<p>CFA Objective</p> <ul style="list-style-type: none"> • A system of trails that connects residents and visitors to destinations within the neighborhood and to Uptown that is safe and convenient for walking and bicycling. <p>➤ See page 21-23</p>

ENVIRONMENT RECOMMENDATIONS

Protection of Oak Creek

Community Plan Goal:

- *Protect Oak Creek and its riparian habitat*
- *Reduce the impacts of flooding and erosion on the community and environment.*

CFA Objective:

Oak Creek is permanently protected in its natural state as a vital resource for the natural environment, community, and region.

Strategies:

1. Maintain the Oak Creek floodway in a natural state, with only minor improvements within the riparian corridor, such as trails, parks, or temporary structures such as yurts.
2. Permanently protect the Oak Creek corridor through land preservation measures.
 - a. Property owners can partner with a public or non-profit organization to establish conservation easements on the property to ensure permanent protection.
 - b. Land could be donated to or acquired by a public or non-profit organization.
3. Drainages flowing into Oak Creek should be retained unaltered, as linear corridors of natural open space.

Floodway:

The channel and overbank areas that carry the deeper, faster moving water during a flood.

Floodplain:

Land adjacent to the creek that is subject to flooding.

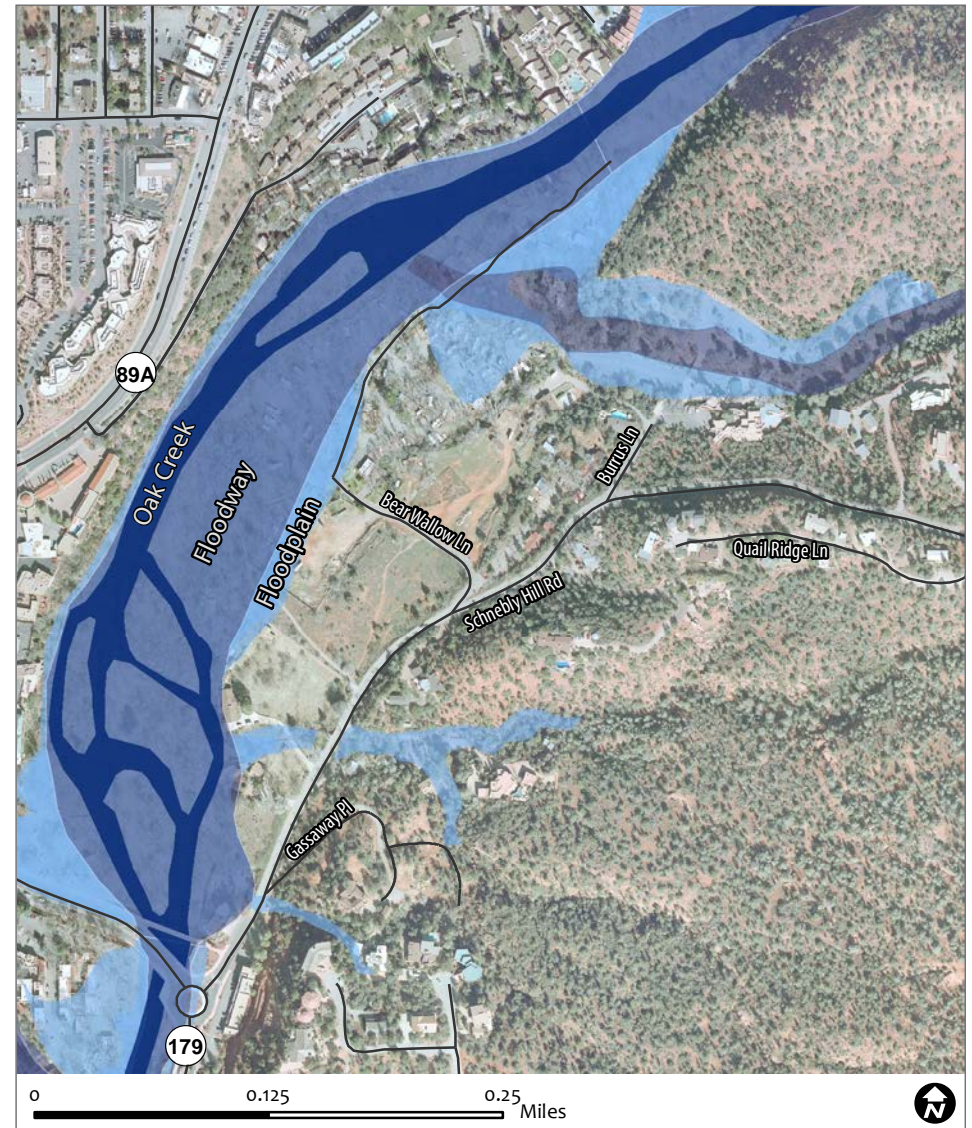


Figure 5. Oak Creek Flood Zones

Preservation of Open Space

Community Plan Goal:

Protect and preserve natural open space.

CFA Objective:

Open space is a defining feature of the area, protected for its natural resource and scenic values.

Strategies:

1. A corridor of undeveloped open space along Schnebly Hill Road should be preserved as open space or a linear park or greenway and may include a trail, orchards, or gardens.
2. Scenic views from Uptown and Highway 89 should be preserved by limiting development on visible hillsides.
 - See Figure 7 on the following page.
3. Oak Creek and its associated floodway shall be preserved as the spine of an open space system linked to corridors of open space along tributary drainages.
4. To enable the preservation of the Oak Creek floodway, open space, and hillsides, flexibility in site design standards will be considered.

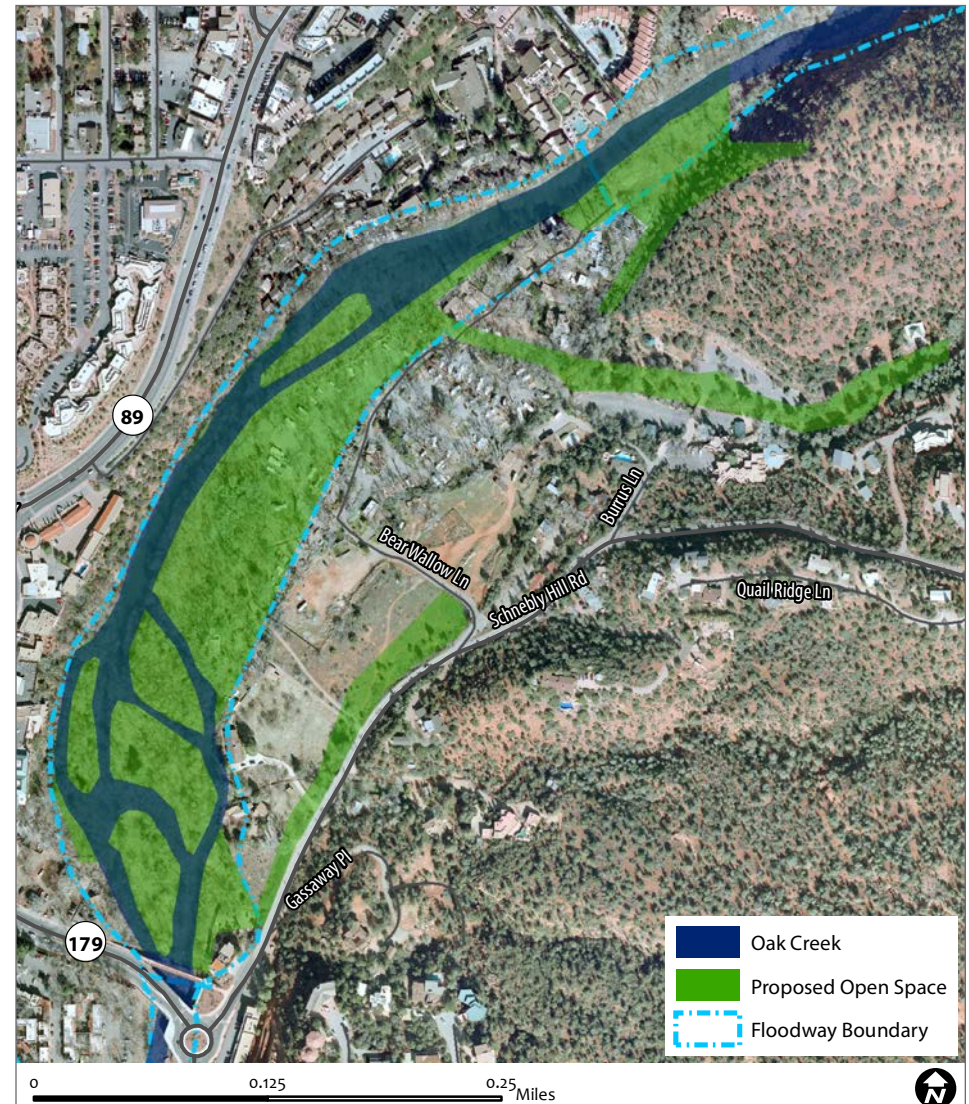


Figure 6. Proposed Open Space

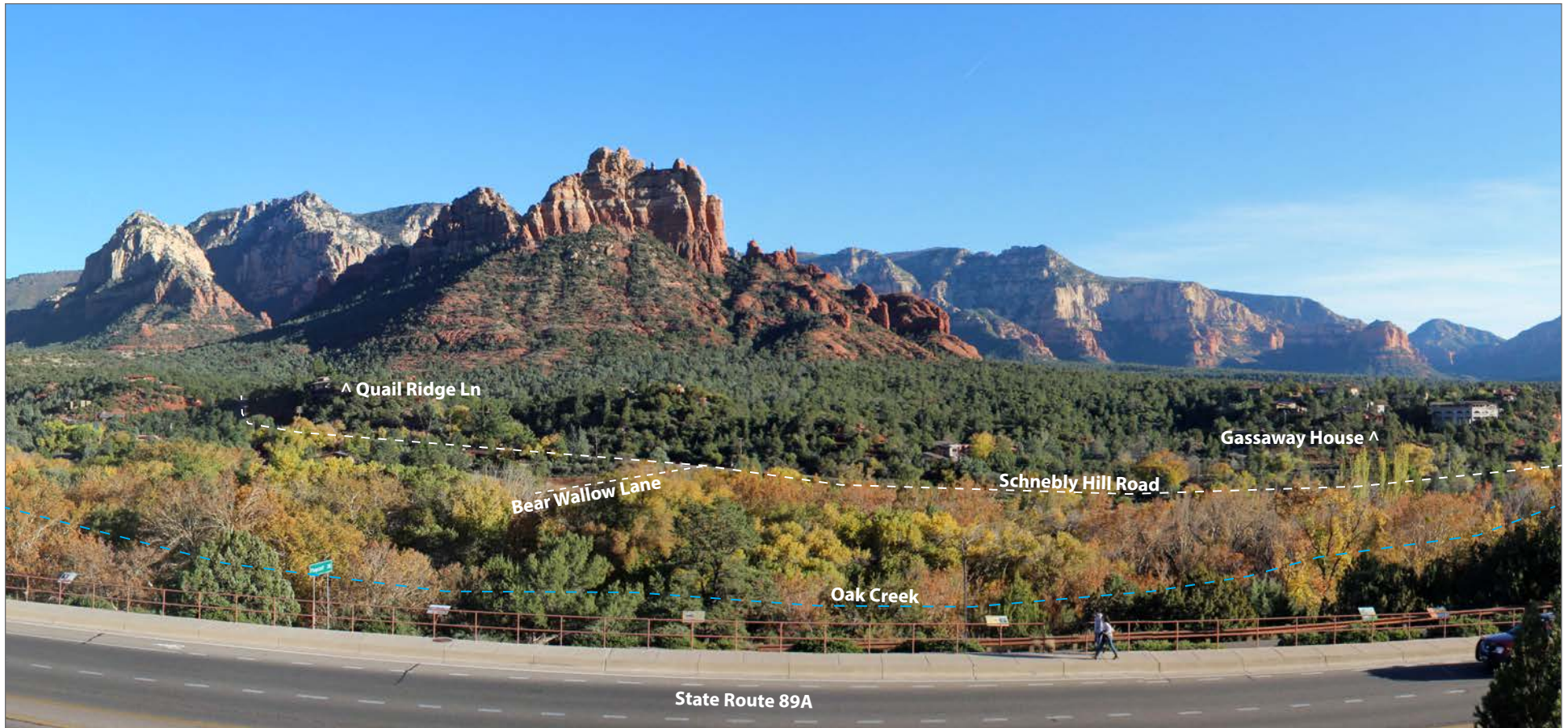


Figure 7. Viewshed from Highway 89 in Uptown
The Schnebly CFA makes up the foreground of this scenic view from above S.R. 89A in Uptown. New development within the CFA should be sensitive to the high visibility of this area.

LAND USE RECOMMENDATIONS

Sense of Place

Community Plan Goals:

- *Reflect a unique sense of place in architecture and design.*
- *Ensure harmony between the built and natural environments.*
- *Create mixed use, walkable districts.*

CFA Objective:

A distinct identity unique to the area which reflects its rural, agricultural, and historical qualities.

Strategies:

1. The design of new development shall be of a style and scale that reflects the desired character and identity unique to this area.
 - See the Development and Design Guidelines on pages 17-19 for examples of the desired character.
2. Cluster development in order to preserve open space, hillsides, and floodplains.
 - a. This approach can be applied to all land uses.
 - b. Open space that is contiguous with the open space on adjacent properties is preferred.
3. Establish the Oak Creek Heritage District to enable new development to meet the goals and objectives of this plan.
 - See Implementation, pages 25-27 for a description of the proposed district.

➤ See Recommendations: Protection of Oak Creek page 13; and Preservation of Open Space page 14

Examples of the rural, agricultural, and historic qualities of the area:

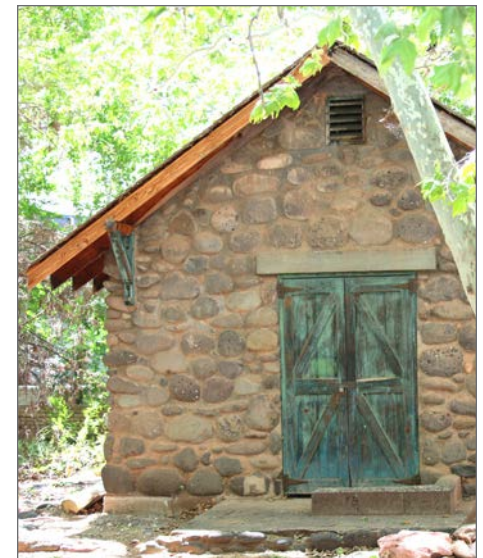


Development and Design Guidelines

The following illustrates the desired character of the area with representative design features. The following Design Guidelines are applicable to development projects within this CFA. In the case of conflicts with other guidelines or regulations, the developer shall consult with City Staff to determine which is most applicable and appropriate for the project.

Building Style and Materials

Use of natural materials representative of the local environment for an authentic appearance that blends with the landscape and neighborhood.



Development and Design Guidelines, continued

Landscaping

- Use of native or drought tolerant plants appropriate to the setting which may be riparian along the creek, historic orchard trees, or native uplands.
- Preserve and integrate natural features as part of the landscaping.

Screening & Fencing

- Buildings and other improvements should be screened from the road with appropriate vegetation, fencing, or other methods.
- Land uses other than residential shall be screened from adjacent houses.
- Fencing of open space areas should allow for open views.
- Fencing and screening materials should fit with the character of the area.

Streets & Parking

- Streets, driveways, parking lots, and walkways should be surfaced with gravel or permeable pavers
- Permeable surfacing allows for water infiltration and creates a less urban, more rural look.



Development and Design Guidelines, continued

Site Layout

- Cluster buildings to preserve open space
- Multiple smaller buildings are preferable to one large building.
- Multiple buildings may form a courtyard or common space.
- Building placement appears scattered and at an angle, not lined up.
- Other land uses should be designed to have a residential appearance that will blend with the neighborhood.



Example of a 12 unit development on less than two acres. The four buildings are clustered together leaving an open space buffer along the road.



Example of a 15 unit development on one acre, with five buildings at an angle and not visible from the road.

COMMUNITY RECOMMENDATIONS

Historic Preservation

Community Plan Goal:

Preserve and celebrate the community's history.

CFA Objective:

The historic values that contribute to the character of the area are protected and interpreted.

Strategies:

1. Support the adaptive reuse of historic buildings in order to preserve and maintain the historic integrity of the buildings.
2. Provide educational information to the public about the significance of historic features.
 - a. Interpretive signs or other media should be accessible to the public, such as along a trail.
3. Recognize and protect historic resources, such as the historic irrigation ditch (west of Schnebly Hill Road).
 - a. Determine the history and significance of historic features and include in the City's inventory of historic sites (Sedona Historic Resource Survey).
 - b. Designating the land to each side of the ditch as open space will protect its historic integrity.
 - c. Placing a trail along the alignment of the ditch can provide for public use and interpretive opportunities of this and other historic features.



Figure 8. Historic Sites

CIRCULATION RECOMMENDATIONS

Pedestrian & Bicycle Network

Community Plan Goal:

- *Reduce dependency on single-occupancy vehicles.*
- *Create a more walkable and bike-able community.*

CFA Objective:

A system of trails that connects residents and visitors to destinations within the neighborhood and to Uptown that is safe and convenient for walking and bicycling.

Strategies:

1. Provide a non-motorized alternative to Schnebly Hill Road with a pedestrian and bicycle trail.
 - a. The trail should be set back from the road to improve the safety and experience wherever possible.
 - b. To enable complete connectivity, the trail should provide a connection from the SR 179 roundabout to the Huckaby Trailhead and National Forest trails.
 2. Develop a network of trails throughout the CFA to encourage walking and bicycling and reduce vehicular traffic.
 - a. Establish access easements across private property to ensure future accessibility.
 - b. Consider connections to National Forest trails where feasible, in partnership with the Coconino National Forest and landowners.
 - c. Consider trail alignments that may also serve as open space corridors, such as along drainages and irrigation ditches.
- See page 23 for a map of the
“Potential Pedestrian and Bicycle Network”



Trail from Schnebly Hill Road to the RV Park

Pedestrian & Bicycle Network continued: Creekwalk along Oak Creek

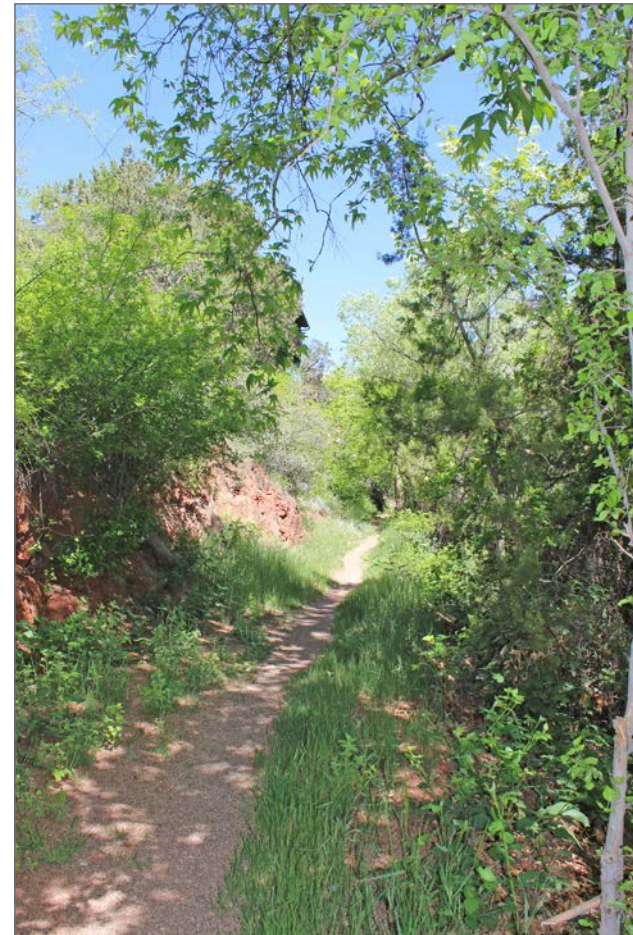
3. A creekwalk along Oak Creek should be considered as a recreational and circulation amenity that can benefit residents, visitors, and businesses. Creek access for residents and visitors will be part of the pedestrian network, and not developed with vehicle parking as a destination in and of itself.

- a. The creekwalk should be designed to have minimal impacts on the riparian habitat and floodway of Oak Creek, with materials and construction that blends with the natural environment.
- b. Establish access easements across private property to ensure future accessibility.
- c. Bridges may be considered to cross the creek at appropriate and feasible locations.
- d. Include interpretive signage along the trail with information about Oak Creek, environmental stewardship, and the natural and cultural history of the area.

➤ See following page for a map of the
“Potential Pedestrian and Bicycle Network”



Trail along the edge of Oak Creek in Uptown



Trail on the historic Owenby Ditch, on the west side of Oak Creek

**Pedestrian & Bicycle Network continued:
Map of Potential Pedestrian and Bicycle Network**

This map shows potential routes that could create a connected system of pedestrian and bicycle paths. The intent is to provide safe and convenient access to Uptown and the National Forest trail system. More people walking and biking means less cars contributing to traffic congestion.

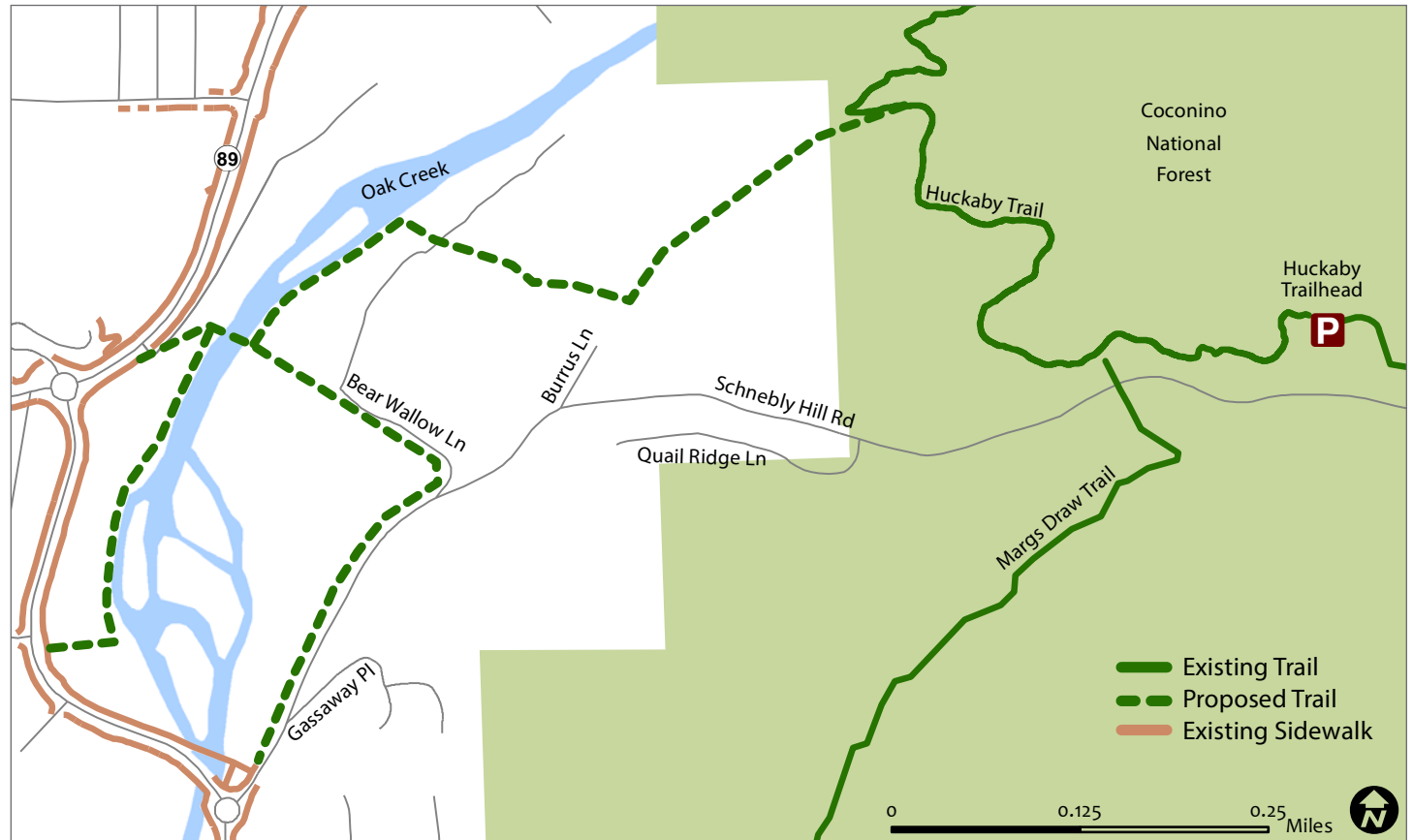


Figure 9. Potential Pedestrian & Bicycle Network

Note:

The routes shown on the map are conceptual only, and the feasibility depends on many factors such as suitable topography and land ownership.

IMPLEMENTATION

This CFA Plan is an addendum to the Sedona Community Plan which provides the overarching vision for future development of the City. The CFA Plan provides a more specific vision and strategies for this area and is an important tool in the City's development review process that evaluates new construction, redevelopment, and renovations, including residential, commercial, and lodging development. This plan will be used by City staff, the City's Planning and Zoning Commission, and City Council when reviewing and evaluating proposed projects.

The CFA Plan is also a tool that can be used by property owners, developers, and residents preparing a development proposal. By using this plan as a guide when putting together a development proposal, the applicant will understand the community's vision for the area.

This plan provides policy direction to guide development, whereas the Land Development Code sets forth the requirements. To make some of these strategies possible, the City of Sedona may need to amend existing regulations and processes, such as elements of the Land Development Code. The City may also consider providing incentives to encourage the participation of private developers in implementing the CFA Plan's recommendations.

Implementation of the plan is likely to occur incrementally over time with property redevelopment, new development projects, and public infrastructure improvements. Whether it is a private developer, property owner, or a City of Sedona Capital Improvement Project, projects should be designed in alignment with the plan's recommendations.

To realize the vision set forth in this plan, contributions and participation from both public, private, and non-profit entities will be necessary. The public-private partnerships to be developed might include the provision of public benefits, or financial participation which could include, but not be limited to, assisting in the offset of costs associated with development plan elements,

capital improvements, or purchase of property for a specific community benefit. These community improvements or benefits might include, but are not limited to:

- permanent protection of the Oak Creek corridor,
- trails, parks, and open space, and
- preservation of historic resources.

Proposed Oak Creek Heritage District

To better enable new development projects to meet the objectives of this CFA Plan, a new zoning district is recommended. The Oak Creek Heritage District will offer options for multiple compatible land uses that may be more suitable to the area's unique features than residential zoning. The new district will encourage creative site design that will preserve the area's natural and cultural resources while strengthening the sense of place.

The new district will be an important tool in the implementation of this plan, and to facilitate the plan's implementation the City will initiate the rezoning process at the request of the landowner following adoption of the CFA Plan. The CFA Plan and the new district regulations (in the Land Development Code) will both apply to development projects under the new district.

Rezoning to the Oak Creek Heritage District will provide property owners with more flexibility by expanding their land use options. Property owners may also consider partnering with neighboring landowners to further expand the development potential of their property. This is particularly important when a community resource such as Oak Creek or pedestrian paths cross property lines. Coordination and cooperation among neighboring landowners and the City will be key to realizing the vision for this CFA.

Proposed Oak Creek Heritage District

The Oak Creek Heritage District is a new zoning designation that provides the means for a land use that exemplifies the distinctive natural and cultural values of this area. Those features that set it apart, such as Oak Creek, the hillsides, and the historic sites are all valuable assets that should be considered a highlight rather than a hindrance for property owners. Under this district, property can be developed in a manner that maintains the historic character, scenic views, and natural resources that are the defining features of this unique setting.

One objective of this district is to encourage development that will best protect Oak Creek and the surrounding riparian habitat. Coordinated and consolidated development allows for designs that can cluster buildings and preserve larger areas of connected open space. The alternative is small, individual building lots with more driveways and more fences that will fragment wildlife habitat and eliminate the scenic characteristics of the area.

This district would also diversify the City's lodging options by offering a variety of unique alternatives that are not the typical hotel experience. This is an ideal location for low intensity lodging and camping where visitors can easily walk to the Uptown restaurants and shops and not contribute to traffic congestion.

Landowners with property in the CFA may voluntarily choose to rezone their property to the Oak Creek Heritage District to take advantage of this opportunity once the new zone district regulations are adopted. The City will assist landowners by facilitating the rezoning application process.

The new zoning district is being proposed as an option available only at the request of a landowner.

Permitted Uses

Lodging:

- Lodging Density: not to exceed double the established residential zoning density of the property.
 - For example, if the property was zoned RS-10 which is a maximum of 4 houses per acre, the new zone would allow for a maximum of 8 units of lodging per acre.
- Lodging will be limited to no more than half the acreage of the CFA to ensure a mix of land uses.
- Lodging styles supported include small designer hotels, bed and breakfast inns, cottages, bungalows, and cabins.
- Lodging may have associated amenities and accessory uses as listed below.

Campground/RV Parks:

- Campground density: 12 sites/acre
- Camp sites for recreational vehicles (RVs), tents, travel trailers, etc.
- Alternative camping experiences may include tent structures, yurts, RVs, and other temporary or mobile structures.

Agricultural uses:

- Gardens, nurseries, vineyards, and incidental operations.

Park and Recreation Amenities:

- Park amenities such as picnic tables, benches, etc.
- Trails
- Amenities may be publicly accessible or for customer use only

Commercial:

- To limit traffic impacts, commercial development should be located on Schnebly Hill Road within 750 feet of the roundabout.
- Appropriate businesses may include restaurants, markets, offices, galleries, studios, and retail shops.

Proposed Oak Creek Heritage District, continued

Single-Family Residential:

- Density: not to exceed the established residential zoning density of the property
- The housing must be clustered in order to preserve areas of open space.

Multi-family Residential:

- Density: not to exceed established zoning density
- Increased density may be considered when community benefits, such as affordable housing are included in the proposal.
- Multi-family housing may include duplexes, apartments, patio homes, courtyard bungalows, condos, or townhouses.
- The housing must be clustered in order to preserve areas of open space.

Accessory Uses:

- Employee, caretaker, or owner-occupied housing
- Spa, fitness, yoga, or other wellness studio
- Outfitter and guide services
- Outdoor recreation equipment supplies and rentals
 - Excluding motorized vehicle rentals
- Retail shop (gifts, gear, and supplies)
- Produce stand
- RV storage (must be screened from view)
- Café, bar, or restaurant

Examples of lodging accommodations:



Proposed Oak Creek Heritage District, continued

Development Guidelines:

The CFA Development and Design Guidelines (pages 17-19) and all other CFA strategies are applicable to this district, in addition to the following.

- Oak Creek Floodway: All structures are to be located outside of the floodway. This will preserve the Creek's natural habitat, maintain the stormwater functions, and minimize flood damage.
- Open Space Viewshed:
 - A continuous corridor of open space along Schnebly Hill Road will preserve the viewshed from the road which is one of the defining features of the district.
 - Development may need to be clustered in order to preserve open space, including hillsides.
- Habitat Preservation:
 - Site design shall retain large native trees and as much of the natural vegetation as possible.
 - Open space should be uninterrupted and contiguous with open space and natural areas on adjacent properties.
- Historic Features: historic buildings and other historic resources should be preserved, adapted for reuse, and integrated with new development.
- Trails and pathways that connect across other properties are encouraged and will be publicly accessible, including the proposed Oak Creek creekwalk. Internal paths do not need to be publicly accessible.
- Limit the number of driveways off of Schnebly Hill Road by using existing driveways or private roads or sharing driveways wherever possible.
- Existing land uses would continue as non-conforming uses.

Examples of campground accommodations:

