



## PLANNING AND ZONING COMMISSION MEETING

LIBRARY PROGRAM ROOM  
808 S 7<sup>th</sup> AVENUE, SAFFORD  
THURSDAY, SEPTEMBER 19, 2019

5:30 PM

### MINUTE RECORD

**COMMISSIONERS PRESENT:** Gene Fowler, Outgoing Chairman; Tracey O'Donnal, Chairperson; Diane Junion, Vice-Chair; John Q. Figueroa, Commissioner; Jerry Hancock, Commissioner; James F. Moser, Commissioner; Ed Ragland, Commissioner

**COMMISSIONERS ABSENT:** E.C. "Buff" Cunningham III, Commissioner

**STAFF PRESENT:** Susan Anderson, Planning & Community Development Director; John Cassella, Assistant City Manager; Joe Brugman, Police Chief; Amber Hogle, Administrative Events Liaison; Matt Platt, IT Specialist

**OTHERS PRESENT:** Sherry Brady and Vaugh Grant representing the Gila Valley Ministerial Association

1. **WELCOME AND CALL TO ORDER:** Chairman Fowler called the meeting to order at 5:33 p.m.
2. **ROLL CALL:** Roll call of those present. Commissioner Cunningham was unable to attend this meeting.

Item 6 was moved to this portion of the meeting so that Commissioners present at the last meeting could vote on approving the minutes. See item 6 below.

3. **INTRODUCTION OF NEWLY APPOINTED COMMISSIONER:** At the September 9, 2019 City Council Meeting, Ed Ragland was appointed to the Planning and Zoning Commission.

Chairman Fowler welcomed Mr. Ragland to the Commission and invited him to take his seat with the Commission. Vice Chair Junion thanked Chairman Fowler for his 18+ years of dedication to the Planning and Zoning Commission.

4. **SELECTION OF CHAIR:** Chairman Fowler departed the Commission, therefor a new Chairman was elected. Per Municipal Code 17.84.110 C(1), the commission shall elect a chairperson from

among its own members who shall serve for one year until their successors are elected and qualified.

Vice-Chair Junion nominated Commissioner O'Donnal to serve as Chairperson.

It was moved by Commissioner Figueroa, seconded by Commissioner Hancock and carried unanimously to elect Commissioner O'Donnal to serve as Chairperson for the Planning and Zoning Commission. **MOTION ADOPTED**

5. **PUBLIC COMMENT ON AGENDA:** None

6. **MINUTES:** It was motioned by Vice-Chair Junion, seconded by Commissioner O'Donnal and carried unanimously to approve minutes of the August 15, 2019 Planning and Zoning Commission Meeting. **MOTION ADOPTED**

7. **CHAMBER OF COMMERCE PRESENTATION:** Vance Bryce, Executive Director of the Graham County Chamber of Commerce was unable to attend the meeting.

8. **PLANNING AND ZONING:**

8.1 **SHELTER FACILITY:** City staff is seeking input from the Planning and Zoning Commission regarding shelter facilities.

Ms. Anderson recalled at the Planning and Zoning meeting in May, the text amendment for a shelter facility was not recommended by the Commission. After discussion between the Gila Valley Ministerial Association, the City Manager, and the City Council, the text amendment request was placed on hold pending further discussion. Ms. Anderson reminded the Commission of the definition of a shelter facility as: *“Shelter Facility” means a supervised publicly or privately operated shelter designed to provide temporary housing accommodations to indigent, needy, homeless or transient persons or families who lack a fixed, regular, and adequate nighttime residence. The shelter facility may also provide ancillary services such as counseling or vocational training.*

Chairperson O'Donnal inquired about permitted districts and what institutions such as the Safe House were currently zone in.

Ms. Anderson noted the Safe House is in the Agricultural District and clarified that in the Agricultural District under permitted uses, a shelter facility would be allowed as an institution of a charitable or philanthropic nature which means they can move forward. A “Conditional Use” which was discussed at May’s meeting would mean it had to go through the public hearing process.

Commissioner Moser feels a Conditional Use Permit would be best to look at based on location and logistics (is there parking, etc).

Chairperson O'Donnal inquired if there is common zoning with other municipalities? Ms. Anderson replied Phoenix has some in their downtown area but it has caused some issues. She is aware Flagstaff also has, but can do more research around the state.

Chairperson O'Donnal mentioned there is not any public transportation here so a location should be considered in relation to distance from grocery and convenience stores.

Ms. Anderson referred to Police Chief Joe Brugman for a law enforcement view. Chief Brugman has looked in to issues in California. He feels it should be considered to keep in areas where it is close to jobs. He added there are resources here for the homeless. Phoenix has tents and people sleeping on sidewalks; we want to help them out, but with dignity.

Commissioner Hancock feels they need an area where they can reach facilities they need and putting in just the Agriculture district would limit options. He added he feels it should be left more open, and to involve the Chief of Police and staff regarding problems in the general area that is being looked at.

Ms. Anderson noted there is a "permitted use by right" that can also have certain conditions added and also noted that the Conditional Use public process usually results in people not wanting these types of facilities "in their backyard." She suggested staff could come back with restrictions to include in in the Agriculture and Industrial zones.

Chairperson O'Donnal noted it is tough because if it is allowed in more than one zone it is limited, however if done on a case by case basis then there is more opposition. She also added to streamline the process to not have to do the Conditional Use process.

Ms. Anderson asked if the Commission would like to revisit including shelter facilities within the C-2 district with limitations?

Commissioner Figueroa stated the C-2 district isn't as much in people's back yards and is closer to town.

Sherry Brady and Vaughn Grant with the Gila Valley Ministerial Association (GVMA) joined the meeting. Chairperson O'Donnal invited them to the podium to voice any recommendations they may have.

Sherry Brady, President GVMA: Ms. Brady agrees they desire somewhere closer due to transportation needs and noted Dr. Maxon's medical office is available. She noted Highway 191 is an okay location, as long as it is not so far out of the City. The GVMA is open to obtaining land area that they could place a metal building on. There are some houses behind Wright's Automotive that they could make use of, but it is also in the residential area.

Vaughn Grant, GVMA: Mr. Grant wished to clarify that the GVMA is not looking at a homeless shelter that anyone can go in to have a bed; the majority of the homeless are that way by choice. GVMA is hoping for a house to hold 10-15 persons maximum, that will help them turn their life around, and there would be stipulations on how long they could stay. There will be staff to help get them out of their situation. Mr. Grant added he does not believe along the highway is an ideal area, more like a block off would be more appropriate. Mr. Grant stated the GVMA has not ventured out to look for those

areas because of the conditional use experience from last time; they need to have an area defined that is a good fit.

Commissioner Figueroa appreciated Mr. Grant's clarification and stated it adds some light in looking for a location.

Mr. Grant added the GVMA would work with the Police Department for finger printing, background checks, etc.

Commissioner Ragland asked Ms. Anderson if there are restrictions for the amount of people per zoning? Yes, building code requirements would need to be met for the facility.

Mr. Grant added there are separation requirements between men, woman and children. There are 30-50 homeless on average as the homeless population in Safford; of that population, there are 4-5 that would most likely actually want help. The GVMA sees the resistance when they go out to feed them. If temperatures get below 30 degrees, there are local hotels that put them up.

Commissioner Figueroa questioned the possibility of utilizing the pad next to Polaris on Hwy 70 where the motel was going as he already sees plumbing is on the pad.

Chairperson O'Donnal inquired if there is already a building code for shelters? Yes, codes are already in place.

Commissioner Moser feels there will be the same problems that stemmed from the May meeting if located anywhere on highway.

Vice-Chair Junion notified Mr. Grant and Ms. Brady that Dr. Maxon's office is in C-2 district as well.

Commissioner Hancock inquired if there will be paid staff at the facility? There will be 1 full time person during the day, and someone there all night.

Mr. Grant added they will have a zero tolerance to drugs and alcohol. Ms. Brady said the GVMA has rules in place already. Mr. Grant stated what the GVMA wants to know is if what they desire is okay to look for within the city limits, or do they need to look outside.

Chairperson O'Donnal inquired if staff decides to amend zoning to include a shelter, would the public be notified? Yes, it would be done as a Text Amendment, which includes a public hearing with the Planning and Zoning Commission to provide a recommendation, and a public hearing with the City Council for a final decision. It is approximately a 3 month plus process. Chairperson O'Donnal added that if a text amendment was done for the Agriculture zone, the same situation would probably happen with "not in my backyard."

Vice-Chair Junion asked Ms. Anderson to explain the Permitted Use again. Ms. Anderson stated it is not same as a Conditional Use Permit. Permitted Uses are

permitted by right but can be subject to additional stipulations if they are included in the code. The process is handled in house. A Conditional Use is a public process with notifications/letters sent to property owners within so many feet of the property, posting the property and a public hearing.

Vice-Chair Junion stated she is not in favor of a Text Amendment and questioned if it is a Permitted Use, can someone find a place they will fit and come to Ms. Anderson for a Permitted Use? Ms. Anderson replied that the Agriculture district includes “charitable or philanthropic nature” which could be interpreted that it is allowed within that zone, with a limit on the number of beds.

Chairperson O’Donnal would like to see “shelter facility” defined within the code.

Vice-Chair Junion suggested putting parameters around a home in the Agriculture district? Ms. Anderson stated it would have to be added to the code officially, staff cannot just approve.

Ms. Brady stated she needs to look at where the Agriculture district is in Safford as she didn’t realize it could be an option.

Chairperson O’Donnal would like to add a definition to the Agriculture district for clarification purposes and added it is already a possibility to have in this district so adding a definition will help make it clear. Chairperson O’Donnal inquired if there would still be an option to apply for a Conditional Use Permit? Ms. Anderson replied it would have to be added to the code that you can request a Conditional Use Permit for that zone. Chairperson O’Donnal suggested to include C-2 with a Conditional Use Permit with limitations so it can be granted on a case by case basis. Ms. Anderson said she can work with the GVMA on their needs. Chairperson O’Donnal recommends having a curfew, along with drug and alcohol stipulations to make community feel more comfortable.

Vice-Chair Junion wants staff to come up with a definition for a shelter facility. Ms. Anderson read the definition from the May meeting: *“Shelter Facility” means a supervised publicly or privately operated shelter designed to provide temporary housing accommodations to indigent, needy, homeless or transient persons or families who lack a fixed, regular, and adequate nighttime residence. The shelter facility may also provide ancillary services such as counseling or vocational training.* Ms. Anderson added the definition would need to go to the Commission and Council as a text amendment to be included in the code.

Commissioner Ragland asked if this could be a community effort? Would a location work in Thatcher and we work together? Mr. Grant replied the GVMA is looking at where the homeless population congregates now – a Safford city park and added since the desire is to have the facility close enough to services and jobs, it puts the pin in Safford.

Mr. Grant added he is thrilled with this discussion, and is what he wanted at the May meeting. Mr. Grant feels the Agriculture district would be ideal if they can find something within that zone which he feels the GVMA may want to look in to doing. C-2 would be more complicated.

Ms. Anderson clarified to a question from Ms. Brady that if the property is in the Agriculture District, it is already allowed. If it is in C-2, then currently it is not allowed but if added to the code as a conditional use, then they would have to apply for a Conditional Use Permit. Ms. Brady replied they will be looking at the Agriculture district areas.

Commissioner Moser mentioned there are a lot of C-2 properties available that may not have the same problems as the last location (location and parking) and suggested they may look in those areas as well.

Ms. Anderson stated there was some confusion at the May meeting. It was supposed to be changing the code, not having to do with a specific site.

Commissioner Hancock recommended before the GVMA makes a decision, to talk to the people in the area and get their support before hand. He felt those at the May meeting didn't have enough information on what specifically the GVMA will be doing.

Chairperson O'Donnal thanked the GVMA for the work they are doing because it is a need for our area. If it helps a few people it will be worth it.

Ms. Anderson recapped the direction given to her from the Commission: To add a definition within the zoning ordinance, to have staff add shelter facility in the Agriculture district as a permitted use with specific requirements, and to have staff move forward with adding as a conditional use in C-2 with conditions.

Chairperson O'Donnal said at least revisit C-2, but is not sure if everyone agrees it should be there.

Ms. Anderson asked if the Commission would like her to bring back specifics to look at?  
Yes

8.2 **LARGE ANIMAL CLINIC:** City staff is seeking input from the Planning and Zoning Commission to consider a text amendment to include hospital and clinic for large animals within the zoning code.

Ms. Anderson stated at the last meeting a veterinarian addressed the Commission regarding an animal clinic. Currently there is no where in the city ordinance that allows large animal clinics. Ms. Anderson asked the Commission if that is something they feel should be added to the code, and if so, in which district(s)? Ms. Anderson added to change the code, it would be a public process. The property in question at the last meeting is in the C-2 zone. The Commission can consider adding large and small animals to the Agriculture district, and he could then rezone from C-2 to Agriculture, or add large animal clinic to C-2 with a Conditional Use Permit.

Chairperson O'Donnal inquired if anyone can ask for their parcel to be rezoned? Yes, the rezoning process goes before the Commission as a public hearing and Council for final determination.

Chairperson O'Donnal clarified that only small animal clinic is listed in C-2? Yes

Chairperson O'Donnal feels Agriculture district is the best option since they are larger parcels.

Chairperson O'Donnal inquired if the veterinarian was wanting a conditional use permit at the last meeting? No, he wanted staff to interpret that large animals were similar to small animals.

Vice-Chair Junion feels we need to revisit Agriculture zone and define large animal veterinarian. Ms. Anderson suggested adding large animals in both C-2 and Ag, and small animals to Ag since neither are listed in Ag currently, along with adding minimum acreage and setback requirements. The Commission agreed.

Ms. Anderson clarified the direction given to staff is to add a definition and to add large and small animals to Ag as a permitted use?

Commissioner Moser suggested adding to C-2 as a Conditional Use as well.

Ms. Anderson does not anticipate a lot of large animals on the property as its easier to go to them when possible.

Ms. Anderson will look at other jurisdictions to see what they do.

9. **PROJECT UPDATES AND ANNOUNCEMENTS:**

- o Mt. Graham Shopping Center has construction delays at this time.
- o Mt. Graham Regional Medical Center OBGYN entrance and new parking lot may be delayed as they are considering adding other buildings and prefer to do all at the same time.
- o Plans are ready to go for the new Jack in the Box; project is out for bid.
- o Dorothy Stinson new school building is out to bid for architects.
- o At the October 14 City Council meeting, Chairman Fowler will be recognized for his 18 years of service on the Commission.

10. **CALL TO THE PUBLIC – NON-AGENDA ITEMS:** None

11. **NEXT SCHEDULED MEETING:** October 17, 2019

12. **ADJOURN:** It was motioned by Vice-Chair Junion, seconded by Commissioner Ragland and carried unanimously to adjourn the meeting at 7:05 p.m. **MOTION ADOPTED**

APPROVED:

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Tracey O'Donnal, Chairperson  
Planning & Zoning Commission

ATTEST:

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Amber Hogle, CMC, Administrative Events Liaison  
Planning & Community Development

STATE OF ARIZONA     )  
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County of Graham     )

CERTIFICATION

I hereby certify that the foregoing minutes are a true and correct copy of the Meeting of the Safford Planning & Zoning Commission, located in Safford, Graham County, Arizona, held Thursday, September 19, 2019, and approved at a Planning & Zoning Commission Meeting on October 17, 2019. I further certify the meeting was duly called, held and that a quorum was present.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Amber Hogle, CMC, Administrative Events Liaison