

NOTICE AND AGENDA

**PLANNING & ZONING COMMISSION
WEDNESDAY
JANUARY 10, 2024**

**COUNCIL CHAMBERS
211 WEST ASPEN AVENUE
4:00 P.M.**

To participate in the meeting virtually use the following link:

[Join the Meeting Online](#)

Planning & Zoning Commission meetings will be live streamed on the city website
(<https://www.flagstaff.az.gov/1461/Streaming-City-Council-Meetings>)

The public can submit comments that will be read at the dais by a staff member to
CDPandZCommission@flagstaffaz.gov

1. CALL TO ORDER

NOTICE OF OPTION TO RECESS INTO EXECUTIVE SESSION

Pursuant to A.R.S. §38-431.02, notice is hereby given to the members of the Commission and to the general public that, at this work session, the Commission may vote to go into executive session, which will not be open to the public, for legal advice and discussion with the Commission's attorneys for legal advice on any item listed on the following agenda, pursuant to A.R.S. §38-431.03(A)(3).

2. ROLL CALL

NOTE: One or more Commission Members may be in attendance telephonically or by other technological means.

MARIE JONES, CHAIR
CAROLE MANDINO, VICE CHAIR
MARCHELL CAMP
BOB HARRIS, III

MARY NORTON
IAN SHARP
VACANT

3. PUBLIC COMMENT

At this time, any member of the public may address the Commission on any subject within their jurisdiction that is not scheduled before the Commission on that day. Due to Open Meeting Laws, the Commission cannot discuss or act on items presented during this portion of the agenda. To address the Commission on an item that is on the agenda, please wait for the Chair to call for Public Comment at the time the item is heard.

4. **PUBLIC HEARING**

- A. **PZ-23-00136:** City's request for a Zoning Code Text Amendment to add single-family dwellings, duplex dwellings, and multiple-family dwellings as permitted uses in the Public Facility (PF) zone.

STAFF RECOMMENDED ACTION:

Staff recommends the Planning and Zoning Commission, in accordance with this report, find that the required findings of the Zoning Code have been met, and that the Planning and Zoning Commission make a recommendation to the City Council for approval of the Zoning Code Text Amendment.

5. **GENERAL BUSINESS**

- A. **Discussion:** Update on the Land Availability and Suitability Study and Code Analysis Project

STAFF RECOMMENDED ACTION:

For discussion only.

6. **MISCELLANEOUS ITEMS TO/FROM COMMISSION MEMBERS**

7. **ADJOURNMENT**

CERTIFICATE OF POSTING OF NOTICE

The undersigned hereby certifies that a copy of the foregoing notice was duly posted at Flagstaff City Hall on _____, at _____ a.m./p.m. This notice has been posted on the City's website and can be downloaded at www.flagstaff.az.gov.

Dated this _____ day of _____, 2023.

Tammy Bishop, Administrative Specialist



Planning & Zoning Commission

4. A.

Meeting Date: 01/10/2024

From: Tiffany Antol, Zoning Code Manager

Information

TITLE:

PZ-23-00136: City's request for a Zoning Code Text Amendment to add single-family dwellings, duplex dwellings, and multiple-family dwellings as permitted uses in the Public Facility (PF) zone.

STAFF RECOMMENDED ACTION:

Staff recommends the Planning and Zoning Commission, in accordance with this report, find that the required findings of the Zoning Code have been met, and that the Planning and Zoning Commission make a recommendation to the City Council for approval of the Zoning Code Text Amendment.

Policy Impact:

Attachments

Staff Report

PZ-23-00136: Residential Uses in the PF Zone

PLANNING AND DEVELOPMENT SERVICES REPORT

Zoning Code Text Amendment

PUBLIC HEARING

PZ-23-00136

DATE: December 18, 2023

MEETING DATE: January 10, 2024

REPORT BY: Tiffany Antol, AICP

REQUEST:

City’s request for a Zoning Code Text Amendment to add single-family dwellings, duplex dwellings, and multiple-family dwellings as permitted uses in the Public Facility (PF) zone.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission, in accordance with this report, find that the required findings of the Zoning Code have been met, and that the Planning and Zoning Commission make a recommendation to the City Council for approval of the Zoning Code Text Amendment.

I. Proposed Amendment:

The proposed amendment includes additions to Table 10-40.30.060.B: Public and Open Space Zone – Allowed Uses to permit Duplex Dwellings, Multi-Family Dwellings, Attached Single-family Dwellings, and Detached Single-family Dwellings within the PF zone utilizing the HR zone development standards including density, lot coverage, building height, and setbacks.

The Flagstaff City Council adopted Resolution No. 2022-52 on November 1, 2022. This resolution states that the Mayor and City Council require if a City-owned building or property is being vacated by the City, that the Housing Section first have the opportunity to evaluate the property. This evaluation would be to determine the feasibility of repurposing or developing the property in a manner that supports increasing the number of available and affordable housing units, including but not limited to: converting to municipally operated Affordable Housing; seeking a public-private partnership; or exploring shared equity models of development. Many City-owned properties are located within the PF zone which does not currently permit the residential uses that are encouraged by this resolution. This amendment proposes to make these uses permitted within the PF Zone to support this resolution.

There are currently 181 parcels located within the PF zone. The City owns 40% of all the parcels within the PF zone. Northern Arizona University owns 29% of the properties within the PF zone and is not required to comply with the City’s Zoning Ordinance. Flagstaff Unified School District owns 9% of the parcels within the PF zone and other governments or quasi-public agencies (APS, museums, County, Unisource, and Lowell) own 12% of all the parcels. The remaining 10% of all the PF zoned parcels fall under private ownership.

II. Zoning Code Text Amendment

The Planning Director shall provide a recommendation to the Planning and Zoning Commission for its review. The Director’s recommendation shall be transmitted to the Planning and Zoning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall include the following: an evaluation of the consistency and conformance of the proposed amendment with the goals and policies of the General Plan and any applicable specific plans; the grounds for the recommendation based on the standards and purposes of the zones set forth in Section 10-40.20 (Establishment of Zones) of the Zoning Code; and a recommendation on whether the amendment should be granted or denied.

A Zoning Code Text Amendment shall be evaluated based on the following findings:

A. Finding #1:

The proposed amendment is consistent with and conforms to the objectives and policies of the General Plan and any applicable specific plan;

Zoning has a profound impact on housing location and type, but it can also impact cost and affordability.¹ This amendment is meant to reduce the regulatory burden of rezoning public or quasi-publicly owned lands for the use of housing. The Flagstaff 10-Year Housing Plan supports the proposed amendment through the following policy:

Create 4: Amend the Flagstaff Zoning Code to facilitate the development of all housing types.

Create 4.3 Explore adding affordable housing as an allowed use in the Public Facilities (PF) Zone.

This amendment is not intended for housing to compete with existing land resource for recreation and open space. Most properties designated for specific use are protected by additional factors such as existing ordinances or deed restrictions. Open space and recreational uses are generally compatible with residential uses and there may be opportunities to create public-private partnerships that help deliver both needed resources in the Flagstaff community.

The Flagstaff 10-Year Housing Plan was adopted after the most recent Regional Plan and also includes provisions for update to existing policies to support the increase of housing throughout the community. The existing Regional Plan supports this proposed amendment with the following policies:

NH.3.1. Provide a variety of housing types throughout the City and region, including purchase and rental options, to expand the choices available to meet the financial and lifestyle needs of our diverse population.

NH.3.3. Increase the availability of affordable housing for very-low income persons, through innovative and effective funding mechanisms.

B. Finding #2

The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City;

The amendment provisions are not anticipated to be detrimental to the public interest, health, safety, convenience, or welfare of the City. The proposed provisions are intended to reduce the cost of housing within areas currently zoned Public Facility. Properties owned by the City of Flagstaff will fall under the discretion and review of the Flagstaff City Council.

C. Finding #3

The proposed amendment is internally consistent with other applicable provisions of this Zoning Code.

The amendment is internally consistent, utilizes the existing format, and does not conflict with other Zoning Code provisions. It maintains the Zoning Code's purpose as a comprehensive contemporary set of land uses and requirements that are straightforward, usable, and easily understood.

III. CITIZEN PARTICIPATION

Persons of interest on file with the Planning and Development Services Section of the Community Development Division were notified by direct mail and an ad was placed in the Arizona Daily Sun on December 22, 2023 noticing the Planning and Zoning Commission public hearing. As of the date of this report, staff has received one public comment on the proposed amendment.

¹ Flagstaff 10-year Housing Plan

IV. PLANNING AND ZONING COMMISSION WORK SESSION

At the Planning and Zoning Commission Work Session of October 25, 2023, staff reviewed the proposed Zoning Code Text Amendment application with the Commission. The Commission generally discussed the item and asked staff to consider allowing residential uses with a Conditional Use Permit. At this time, staff is moving forward with the amendment as originally proposed.

Attachments:

1. Application
2. Draft of Case No. PZ-23-00136 Residential Uses in the PF Zone

Case No. PZ-23-00136 – Residential Uses in the Public Facility (PF) Zone

Provisions that are being deleted are shown in bold strikethrough
 Provisions that are being added are shown in bold black text.

Section 1. Amend Title 10 Flagstaff Zoning Code, Chapter 10-40: Specific to Zones, Division 10-40.30: Non-Transect Zones, Section 10-40.30.060: Public and Open Space Zones, Table 10-40.60.060.B: Public and Open Space Zones – Allowed Uses as follows:

B. Public and Open Space Zones – Allowed Uses. The allowed land uses of each of the Public and Open Space zones are shown in Table 10-40.30.060.B.

Table 10-40.30.060.B. Public and Open Space Zones – Allowed Uses				
Land Use	Specific Use Regulations	Public and Open Space Zones		
		PF	PLF	POS
Industrial, Manufacturing, Processing and Wholesaling				
Quarrying Operations	10-40.60.280	UP	--	--
Ranching, Forestry and Animal Keeping				
Forestry		--	P	--
Ranching		--	P	--
Recreation, Education and Assembly				
Commercial Campgrounds	10-40.60.130	UP	--	--
Commercial Recreation Facilities, Indoor		UP	--	--
Commercial Recreation Facilities, Outdoor	10-40.60.270	UP	--	--
Libraries, Museums		P	--	--
Outdoor Public Uses, General		P	--	--
Open Spaces		P	P	P
Parks or Recreation Facilities				
Active Recreation		P	--	--

**PZ-23-00136 Zoning Code Text Amendment
Residential Uses in the Public Facility (PF) Zone**

Table 10-40.30.060.B. Public and Open Space Zones – Allowed Uses				
Land Use	Specific Use Regulations	Public and Open Space Zones		
		PF	PLF	POS
Passive Recreation		P	P	P
Schools – Public and Charter		P	--	--
Schools – Private		UP	--	--
Universities and Colleges		P	--	--
Residential				
Employee Housing		P ¹	--	--
Dwelling, Duplex		P¹	--	--
Dwelling, Multiple-Family		P¹	--	--
Dwelling, Attached Single-Family		P¹	--	--
Dwelling, Detached Single-Family		P¹	--	--
Institutional Residential				
Congregate Care Facilities		P	--	--
Convents or Monasteries		UP	--	--
Custodial Care Facilities		UP	--	--
Homeless Shelters 10.40.60.190				
Emergency Shelters		UP		
Short Term Housing		UP		
Nursing Homes		UP		
Sheltered Care Homes		UP		
Retail Trade				
Farmers Markets and Flea Markets		P	--	--
Services				

**PZ-23-00136 Zoning Code Text Amendment
Residential Uses in the Public Facility (PF) Zone**

Table 10-40.30.060.B. Public and Open Space Zones – Allowed Uses				
Land Use	Specific Use Regulations	Public and Open Space Zones		
		PF	PLF	POS
Cemeteries		UP	--	--
Governmental Offices		P	--	--
Public Services				
Public Services Major		UP	--	--
Public Services Minor		UP	UP	--
Emergency Services		UP	--	--
Telecommunication Facilities				
AM Broadcasting Facilities	10-40.60.310	UP	UP	--
Antenna-Supporting Structure	10-40.60.310	UP	UP	--
Attached Telecommunication Facilities	10-40.60.310	P	P	--
Collocation Facility	10-40.60.310	P	P	--
FM/DTV/Low Wattage AM Broadcasting Facilities	10-40.60.310	P	UP	--
Stealth Telecommunication Facilities	10-40.60.310	P	P	--
Transportation and Infrastructure				
Accessory Wind Energy Systems	10-40.60.040	P	P	--
Wind Energy Production Facility		UP	P	--
Airports/Landing Strips, Heliports, or Helistops	10-40.60.060	UP	--	--
Government Service/Maintenance Facilities		P	--	--
Municipal Airports		P	--	--
Urban Agriculture				
Community Gardens	10-40.60.140	P	--	--

**PZ-23-00136 Zoning Code Text Amendment
Residential Uses in the Public Facility (PF) Zone**

Table 10-40.30.060.B. Public and Open Space Zones – Allowed Uses				
Land Use	Specific Use Regulations	Public and Open Space Zones		
		PF	PLF	POS
End Notes				
1. Residential uses not including Institutional Residential uses in the PF zone shall be subject to the Building Form and Property Development Standards of the High Density Residential (HR) zone.				
Key				
P = Permitted Use				
UP = Conditional Use Permit Required				
-- = Use Not Allowed				

DRAFT



Planning & Zoning Commission

5. A.

Meeting Date: 01/10/2024

Co-Submitter: Michelle McNulty, Planning Director

From: Tiffany Antol, Zoning Code Manager

Information

TITLE

Discussion: Update on the Land Availability and Suitability Study and Code Analysis Project

STAFF RECOMMENDED ACTION:

For discussion only.

EXECUTIVE SUMMARY:

The purpose of the LASS/CAP project is to understand what land is available within the Flagstaff City limits for development and redevelopment/infill and the barriers that exist, and to analyze City development codes and processes to identify what works well and where are the barriers to meeting the City's housing and sustainability goals and policies. The outcome of the analysis is to identify priority sites for residential development, as well as a list of prioritized, recommended code changes. The last few months have been spent collecting GIS data, compiling development codes and processes, and building a policy matrix. We have also identified Technical Advisory Committees, comprised of internal City staff from multiple Divisions/Sections, for both the LASS and the CAP. This has been critical work for building the base to complete project tasks. This presentation will provide an in-depth review of the work done to date and the next steps.

Attachments

LASS-CAP Project Update

LASS +CAP

LAND AVAILABILITY AND
SUITABILITY STUDY +
CODE ANALYSIS PROJECT



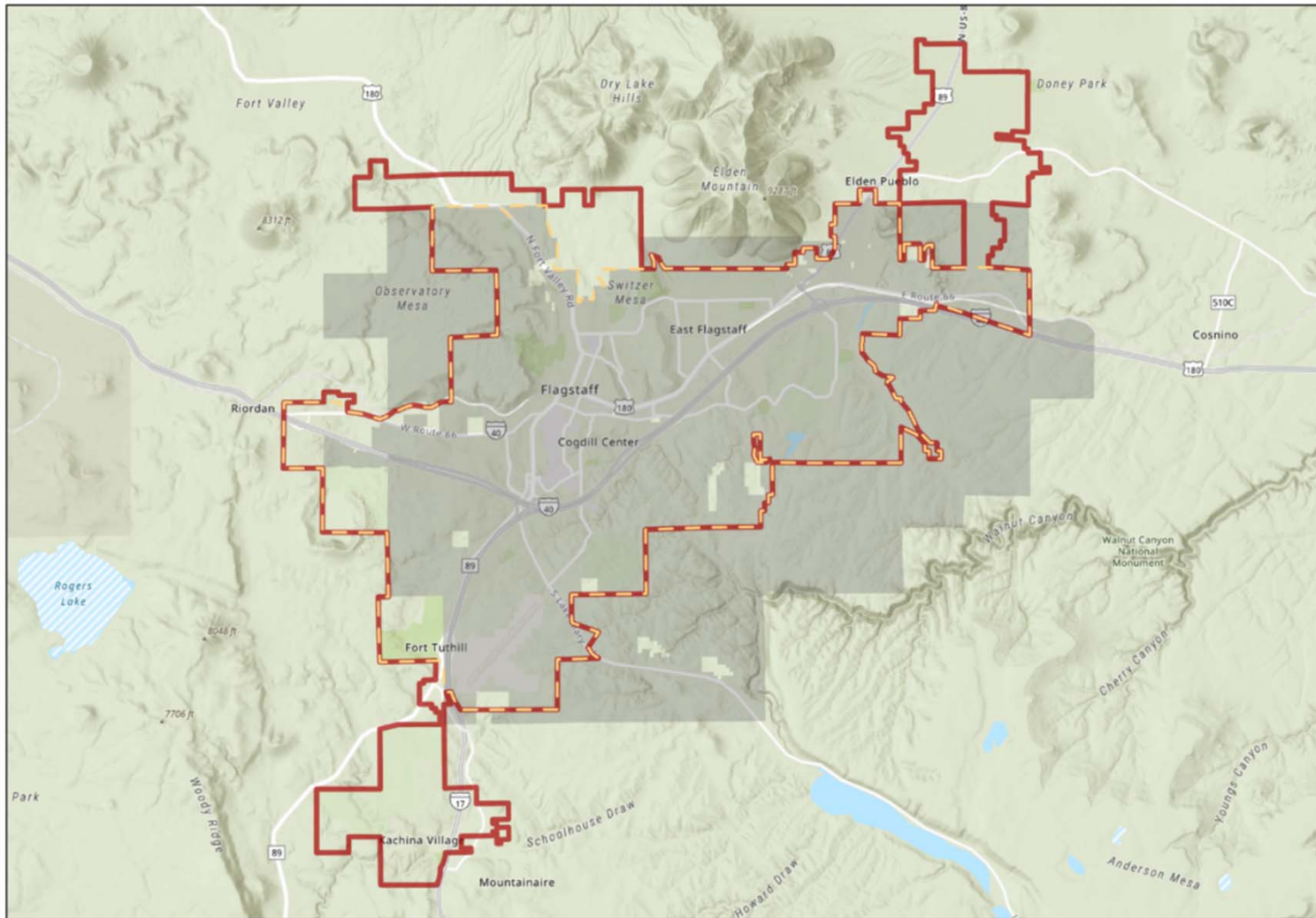
PROJECT UPDATE

November 14, 2023



LAND AVAILABILITY AND SUITABILITY STUDY OVERVIEW





- Legend**
- Project Boundary
 - Flagstaff City Boundary
 - Urban Growth Boundary



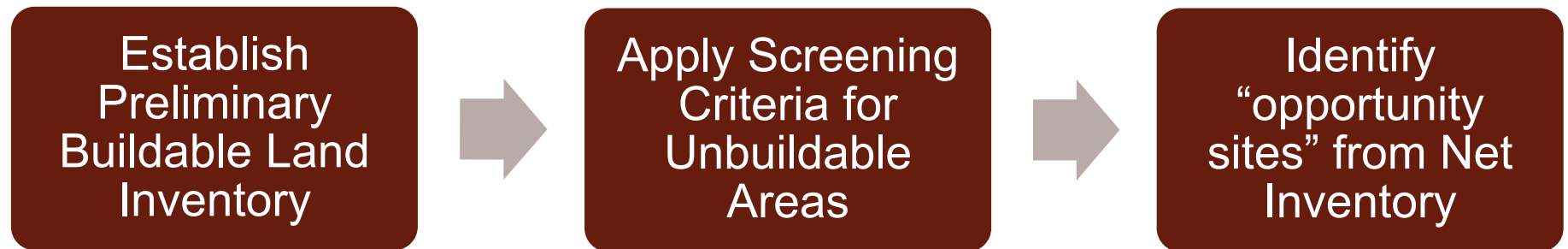
Basemap: Esri, NASA, NGA, USGS, County of Yavapai, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA

Study Area
City of Flagstaff Buildable Lands Inventory

Flagstaff, AZ



HIGH-LEVEL PROCESS





FINAL INVENTORY – CITY LIMITS ONLY

Zoning Designation	Vacant Buildable Acreage	Partially Buildable Acreage	Total
Residential	4802	1131	5933
Commercial	218	108	326
Public	69	0	69
Mixed Zoning	408	50	458
Total	5496	1289	6,785

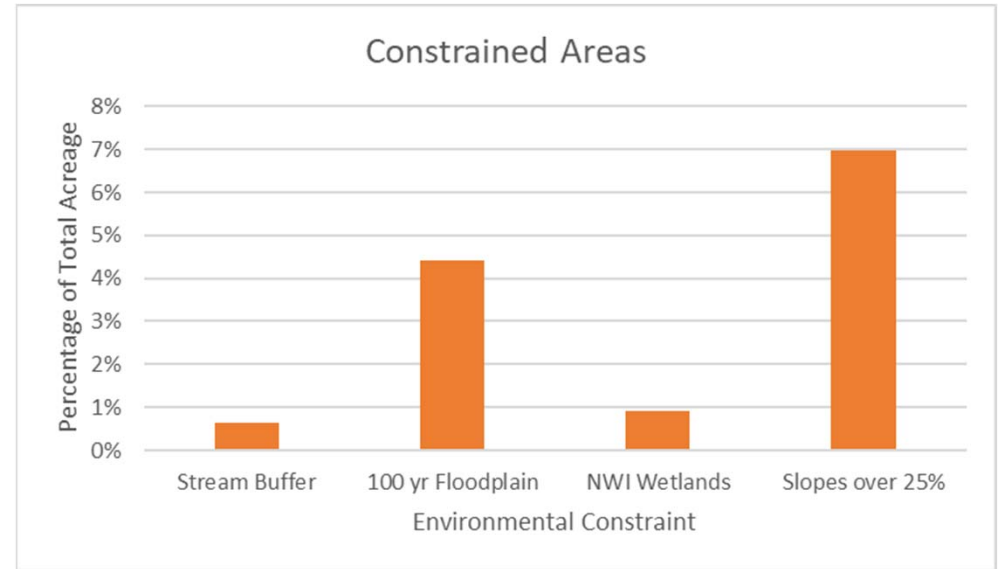
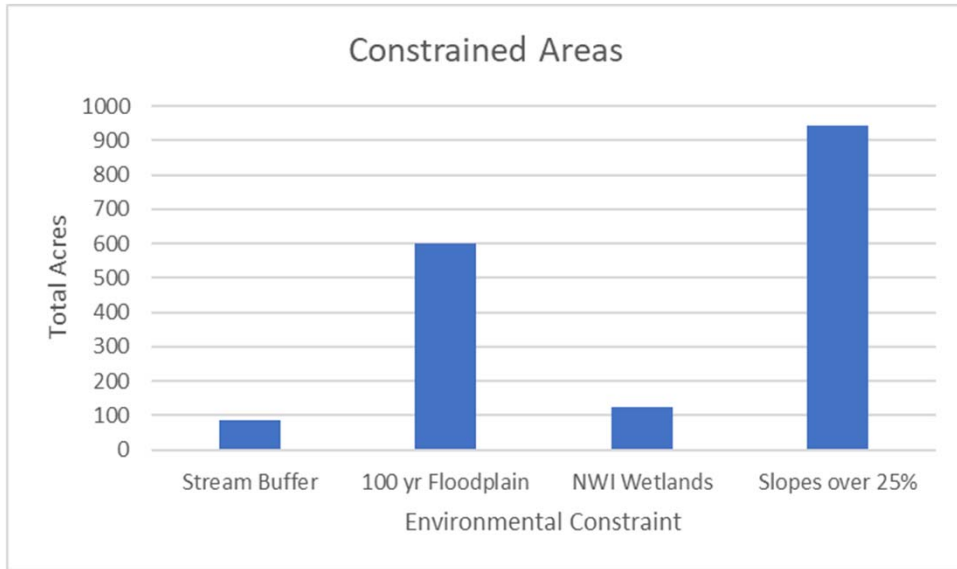


FINAL INVENTORY BY PARCEL SIZE

	Vacant Buildable Acreage				Partially Buildable Acreage			
Zoning Designation	<i>0 to 2 ac.</i>	<i>2 to 5 ac.</i>	<i>over 5 ac.</i>	<i>Total</i>	<i>0 to 2 ac.</i>	<i>2 to 5 ac.</i>	<i>over 5 ac.</i>	<i>Total</i>
Residential	413	590	4989	5992	213	2203	2131	4548
Commercial	70	75	121	266	54	50	70	175
Public	3	4	62	69	0	0	0	0
Mixed Zoning	4	2	403	408	0	0	60	60
Total	490	671	5575	6,735	267	2254	2262	4,782



UNBUILDABLE AREAS WITHIN STUDY AREA

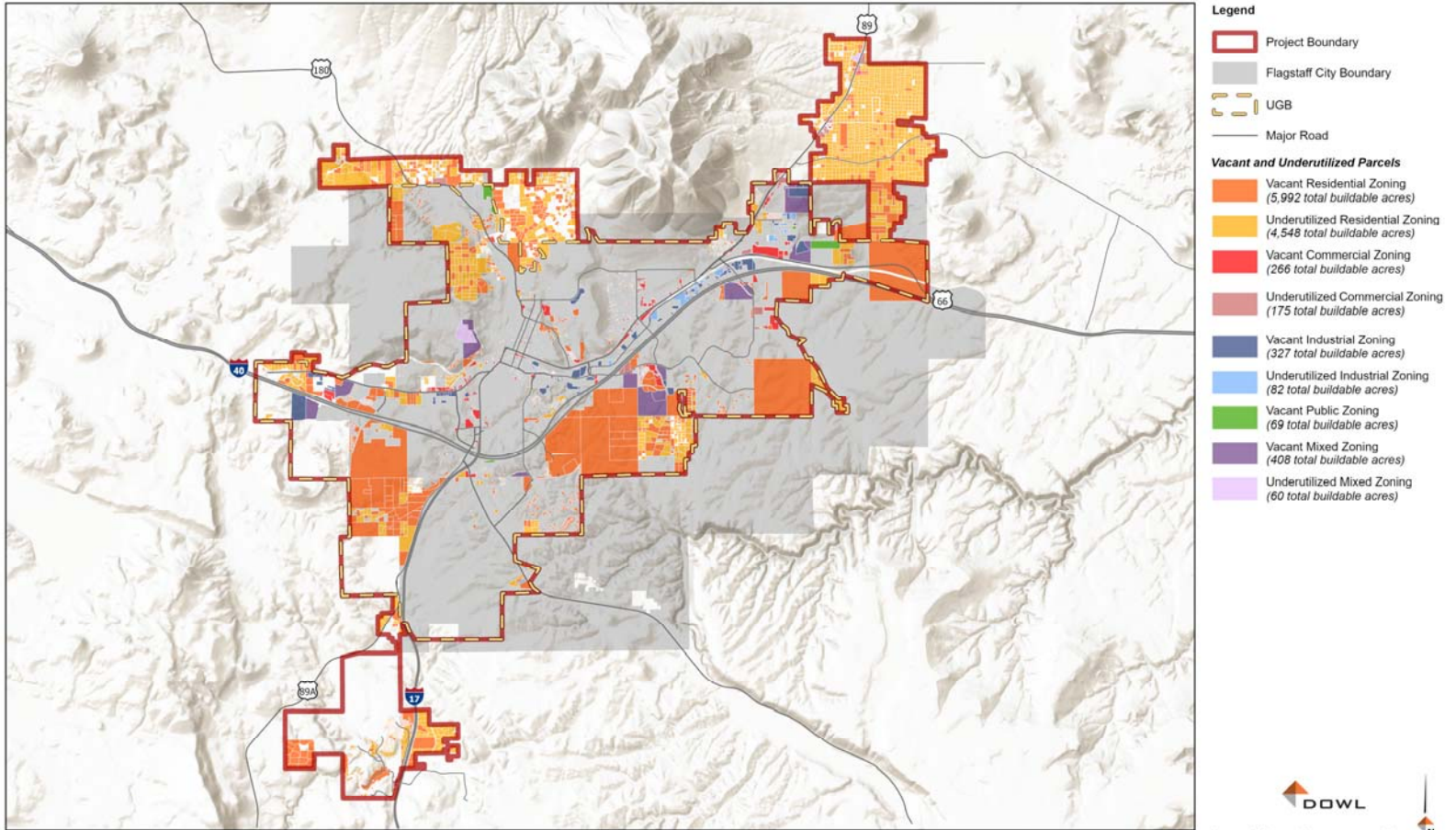


Total Acreage

Percentage of Land Area



VACANT AND UNDERUTILIZED PARCELS ZONED RESIDENTIAL OR COMMERCIAL



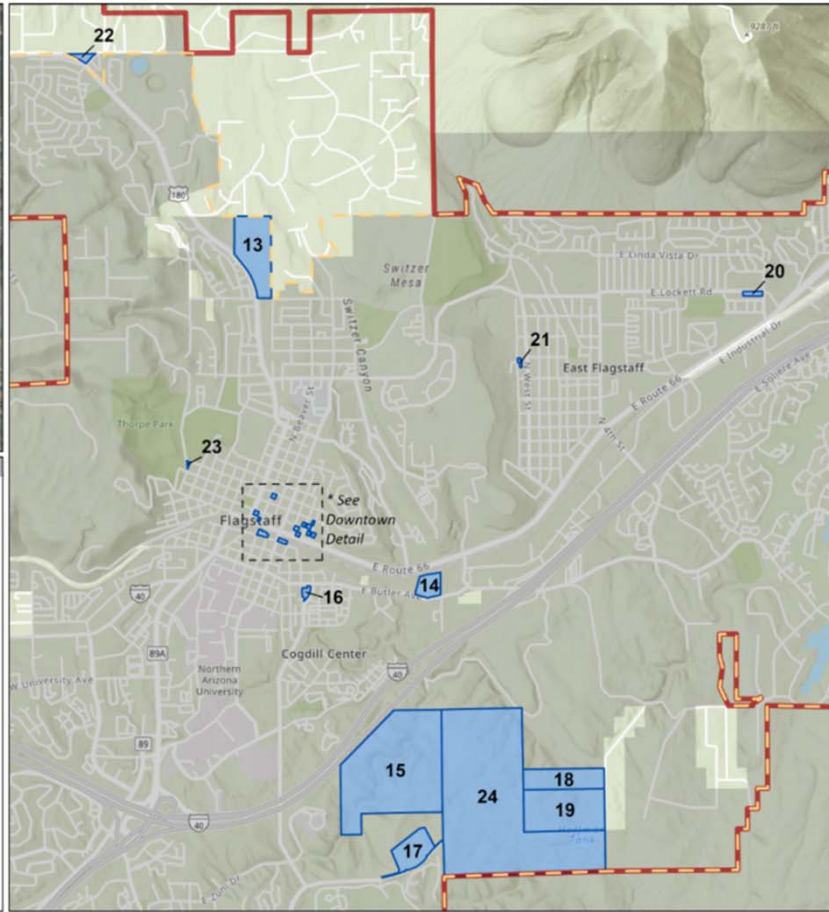
Vacant and Underutilized Parcels - Zoned Residential or Commercial
City of Flagstaff Buildable Lands Inventory



PRELIMINARY OPPORTUNITY SITE LIST

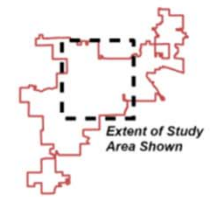


ID	Parcel	Owner	Total Acres	Buildable Acres
1	10021001B	FLAGSTAFF CITY OF	0.25	0
2	10021007B	FMH ENTERPRISES LLC	0.46	0
3	10044004D	FLAGSTAFF CITY OF	1.3	0
4	10118009	FLAGSTAFF CITY OF	0.48	0.45
5	10120002A	CHAN II LLC	0.46	0.46
6	10120005A	CUTIS LLC	0.25	0.25
7	10120006	HISTORIC ICE HOUSE LLC	0.31	0.31
8	10121002	CHAN II LLC	0.38	0.38
9	10121005A	CHAN II LLC	0.51	0.51
10	10122003A	CHAN II LLC	0.43	0.4
11	10122009	CHAN II LLC	0.34	0.34
12	10127002D	FLAGSTAFF CITY OF	0.82	0.82
13	10203001D	COCONINO COUNTY	56.81	51.76
14	10407001C	1600 E BUTLER AVE LLC	12.33	12.05
15	10414003C	JP 325 LLC	225.12	161.49
16	10419117A	FLAGSTAFF CITY OF	1.95	1.89
17	10510176	FLAGSTAFF CITY OF	27.03	26.47
18	10610001B	LITTLE AMERICA HOTELS & RESORTS INC	39.78	33.3
19	10610003	GIBSON KELLY J & CHRISTY	80.99	74.33
20	10805003B	FLAGSTAFF CITY OF	2.09	2.09
21	10911151D	FLAGSTAFF CITY OF	0.68	0.68
22	11102001C	FLAGSTAFF CITY OF	3.08	3.08
23	Not a Tax Parcel	City of Flagstaff	0.36	0.35
24	Not a Tax Parcel	State Trust	404.4	370.36



Legend

- Project Boundary
- Flagstaff City Boundary
- Urban Growth Boundary
- Potential Opportunity Site



DOWL

Potential Opportunity Sites
City of Flagstaff Buildable Lands Inventory



LASS NEXT STEPS

- **Refine final opportunity site list**
- **Conduct infrastructure gap assessment of opportunity sites**
- **Consider and incorporate constraint data into code recommendations**

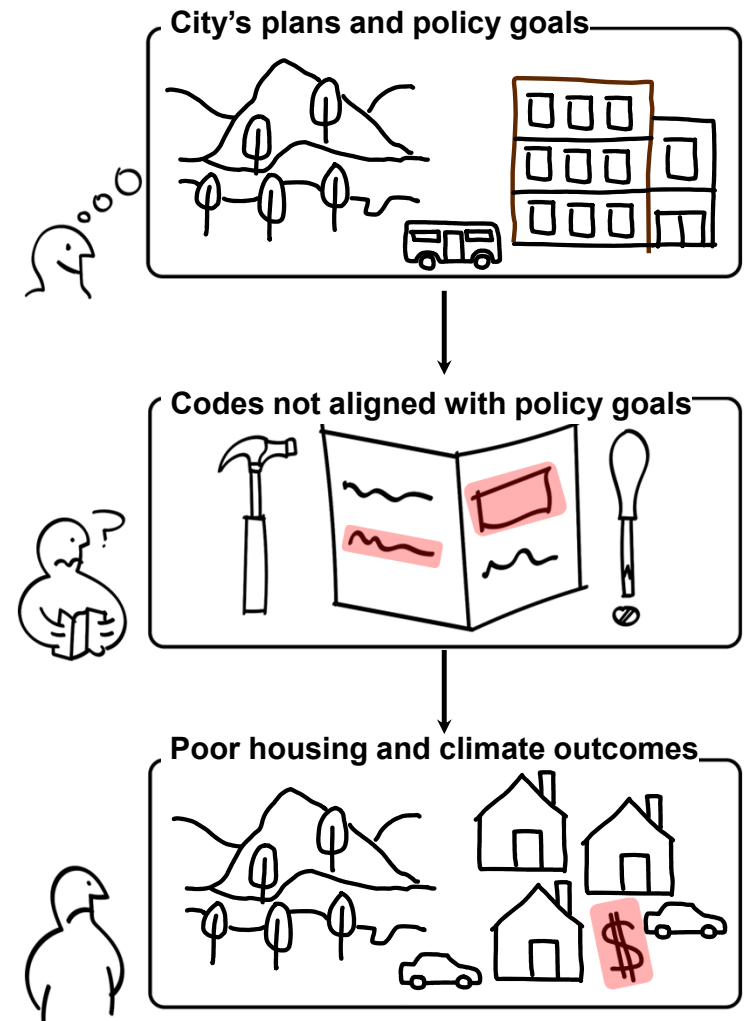


CODE ANALYSIS PROJECT

PURPOSE AND GOALS

Development codes are a key tool for achieving housing and climate goals.

- Plans and policies call for bold, urgent action.
- Codes are not functioning as an effective tool to implement plans and policies.
- Codes may prioritize other goals above housing and climate.
- Codes may have been written in a different context and are now out of sync with today's economic and climate realities.



PURPOSE AND GOALS

A holistic analysis is needed to diagnose the problems with the code as a tool.

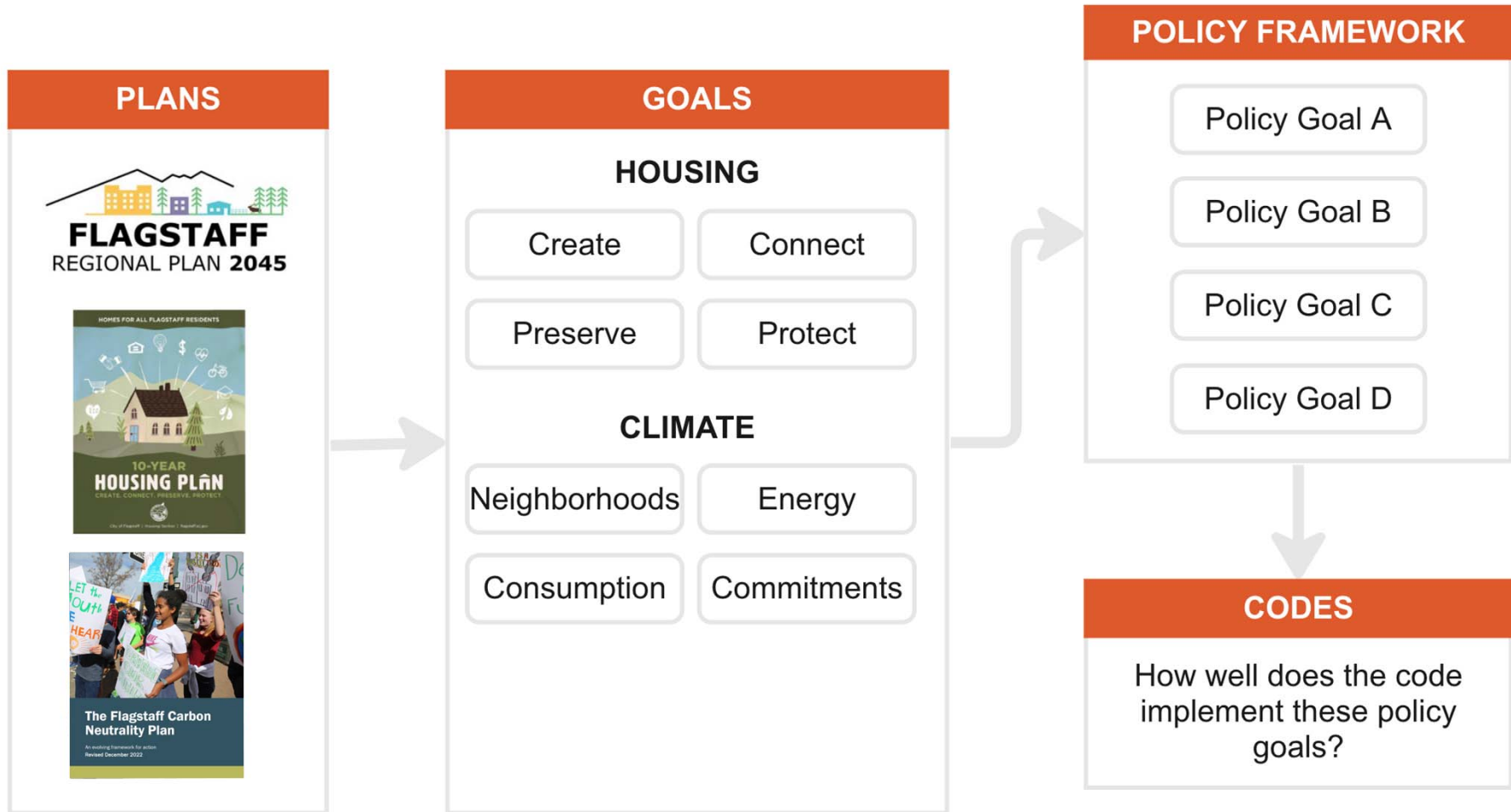
- Codes are a patchwork of regulations spread across multiple titles and documents.
- Codes are applied by multiple departments, sometimes with competing needs and priorities.
- Different standards have been updated piecemeal at different times.
- Internal alignment between code components is critical to achieving policy goals.





2. APPROACH AND METHODOLOGY

DISTILLING PLANS INTO CLEAR POLICY FRAMEWORK



SCOPE OF THE CODE ANALYSIS

Municipal Code

- Title 4: Building Regulations
- Title 5: Fire Code
- Title 8: Public Ways and Property
- Title 10: Zoning Code
- Title 11: General Plans and Subdivisions
- Title 13: Engineering Design Standards
- Development Review Processes

Technical Manuals

- Transportation Impact Analysis Manual
- Incentive Policy for Affordable Housing
- Mountain Line Design Guidelines for Transit Facilities

THREE PHASES OF THE CODE ANALYSIS



Identify and evaluate barriers, opportunities, conflicts.

Deliverable:
Code Diagnostic Report

Timing:
February/March 2024

◇ Council Meeting

Develop concepts and approaches for code updates.

Deliverable:
Code Concepts Report

Timing:
Summer 2024

◇ Council Meeting

**RECOMMENDATIONS
AND TESTING**

Recommend specific code updates and test the impact of implementing the changes.

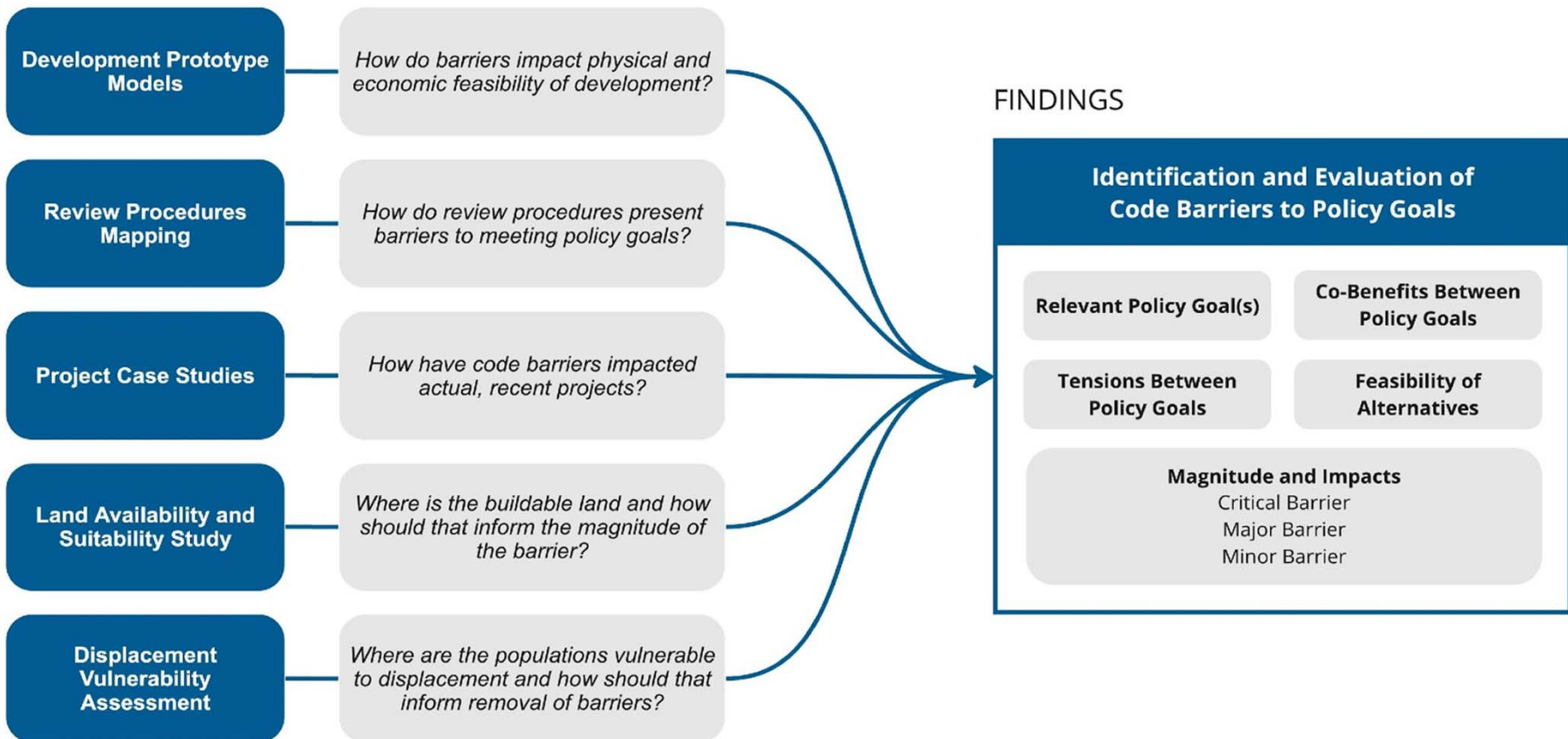
Deliverable:
Code Recommendations and Impacts Report

Timing:
Late Fall/Winter 2024

◇ Council Meeting(s)

APPROACH TO THE CODE DIAGNOSTIC

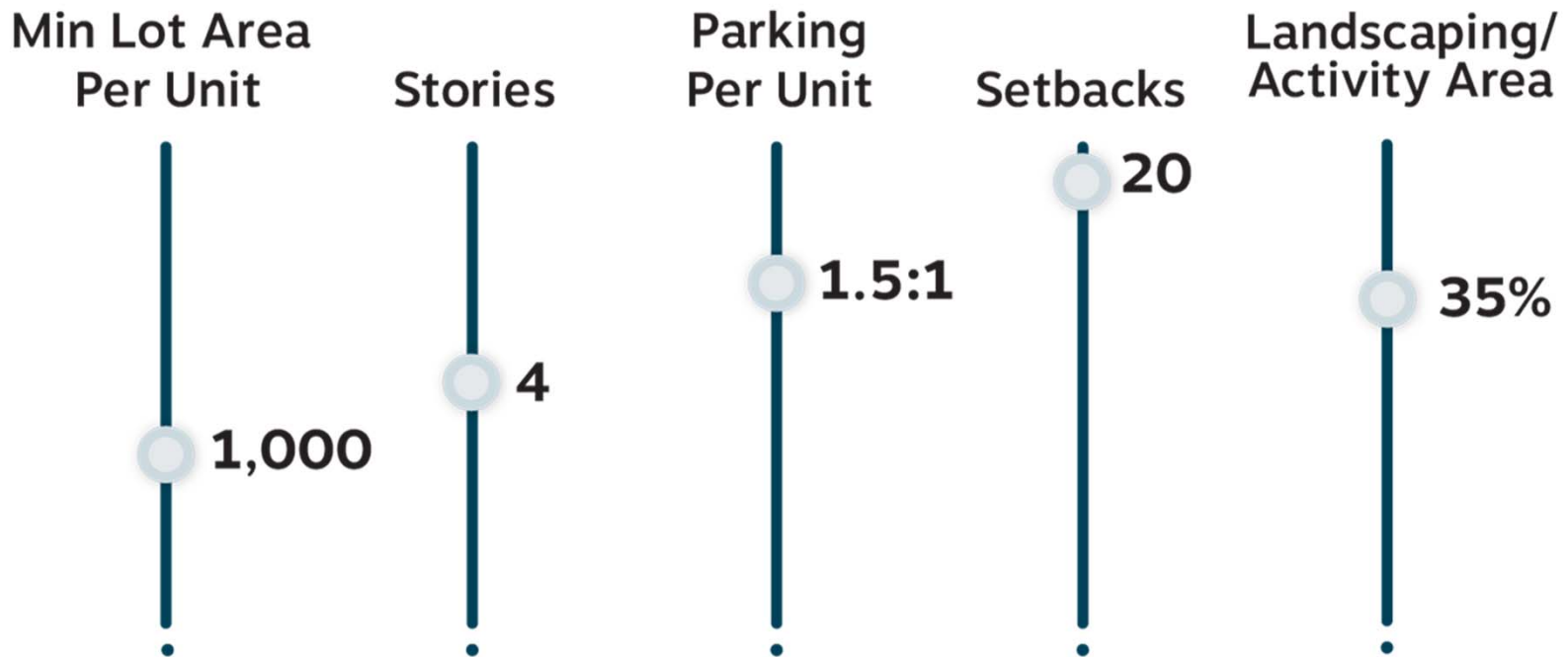
METHODS



WHAT IS A PROTOTYPE MODEL?

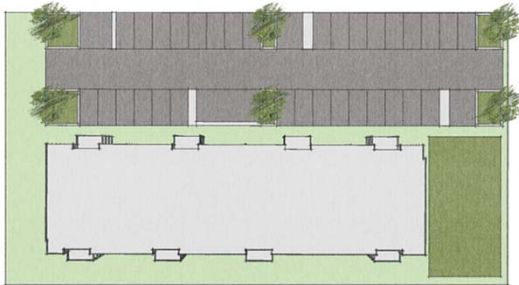
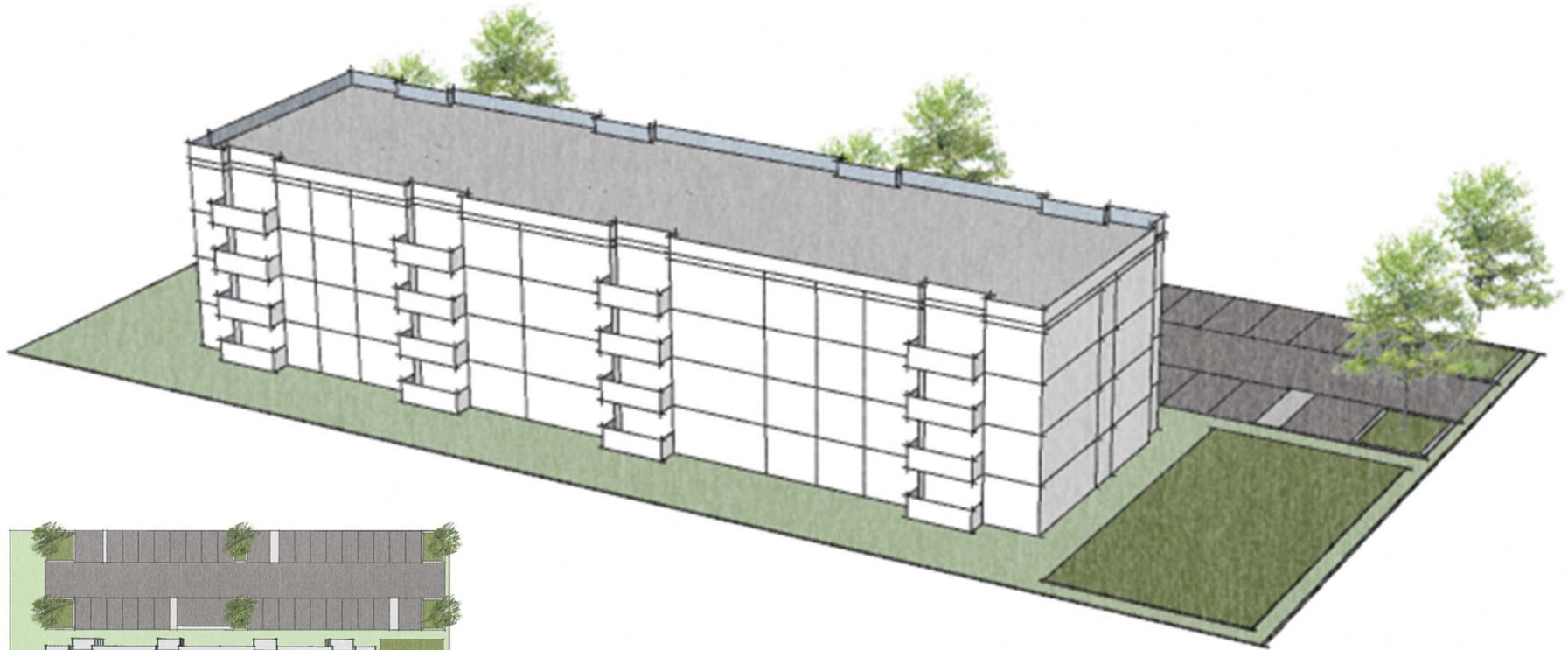
Example: Missoula, MT

Key Code Levers



WHAT IS A PROTOTYPE MODEL?

Example: Missoula, MT

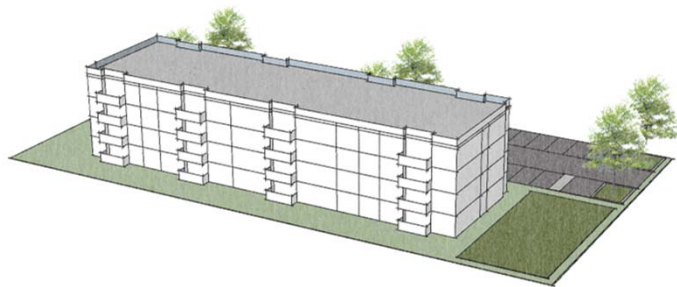
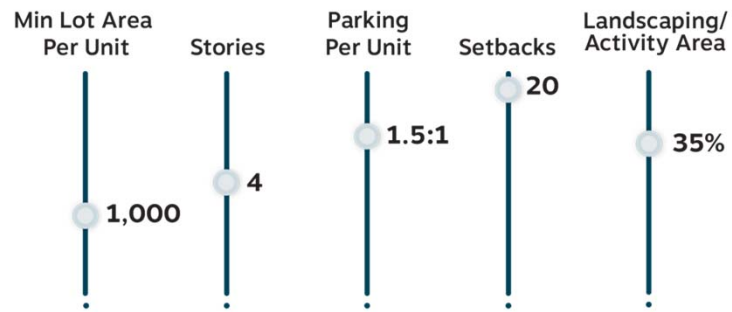


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UNITS

WHAT IS A PROTOTYPE MODEL?

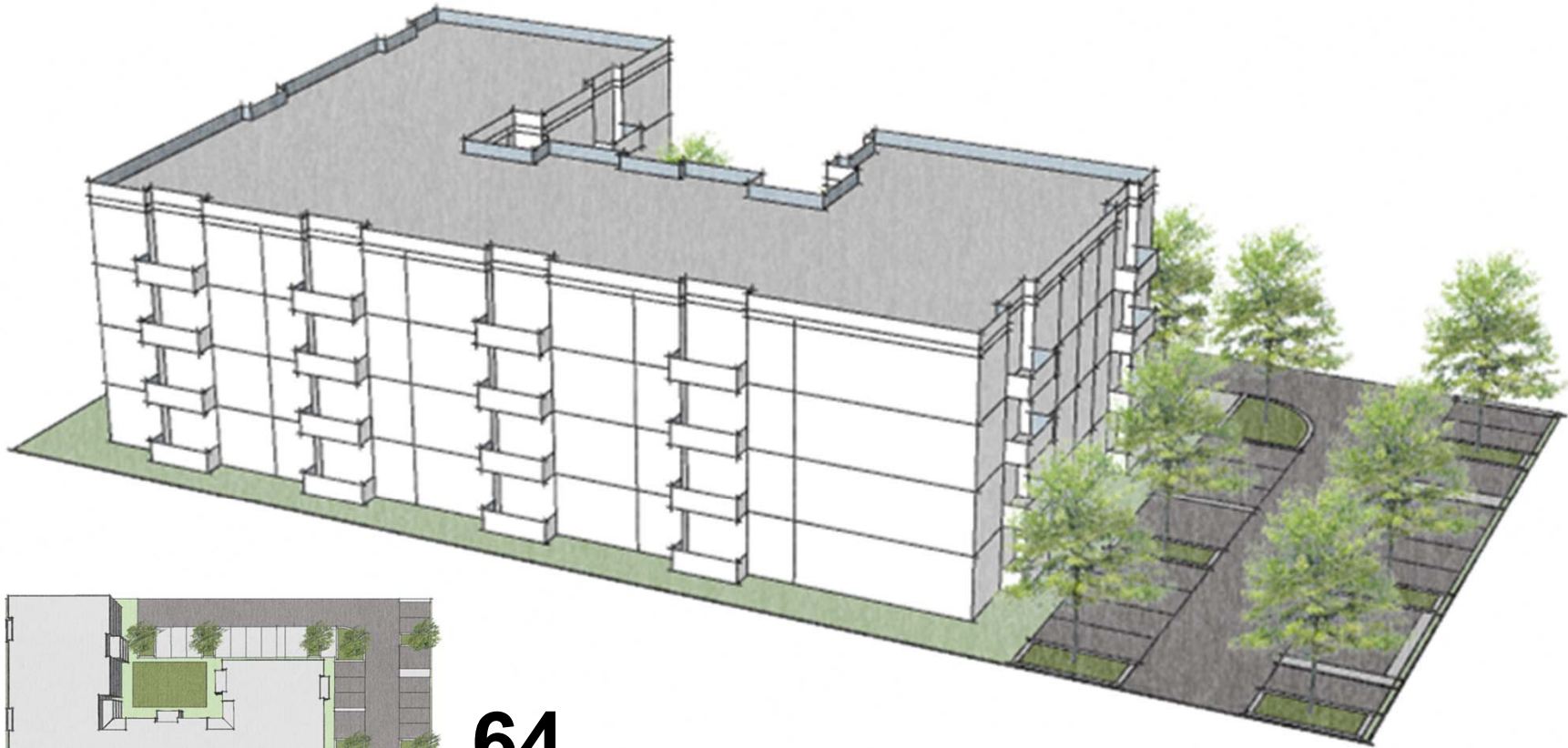
Example: Missoula, MT

Existing Code Standards



WHAT IS A PROTOTYPE MODEL?

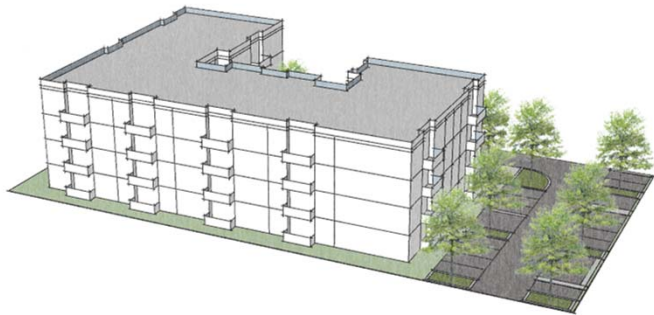
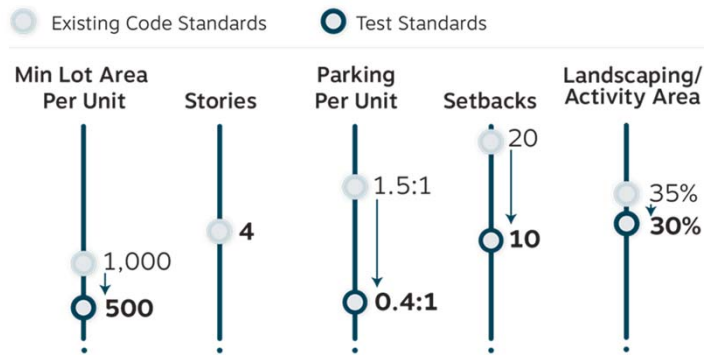
Example: Missoula, MT



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UNITS

WHAT IS A PROTOTYPE MODEL?

Example: Missoula, MT



PROJECT CASE STUDIES

How have code barriers and review procedures impacted built projects?

Multi-Family



Affordable Housing



Infill Projects



Mixed-Use



Transect Zoned



Subdivisions



DEVELOPER FOCUS GROUPS: KEY TAKEAWAYS

- **Discretionary approval** (by City Council or Planning Commission) is required for some types of projects or applications that could potentially be reviewed administratively.
- **Concept Plan and Site Plan** review are duplicative, time consuming and inefficient. This translates into higher project costs that are passed on to consumers.
- **Affordable Housing Incentives** are generally economic infeasible for private for-profit developers to use.
- **Sustainability Incentives** do not offer a sufficient economic benefit to outweigh the additional cost of providing sustainable features.

DEVELOPER FOCUS GROUPS: KEY TAKEAWAYS

- **Resource protection standards** (slopes, tree preservation) may unnecessarily constrain developable area. Alternative approaches could better balance resource protection and density.
- **Engineering design standards require overly wide streets**, limiting developable area and resulting in significant impervious area.
- **Access requirements associated with fire safety** appear arbitrary. In some cases, they have a large impact on achievable density.
- **High Occupancy Housing** provisions are a significant barrier to higher density housing on small, infill sites.
- **Minimum parking requirements** result in "overparked" developments and are a barrier to high density housing on infill sites.