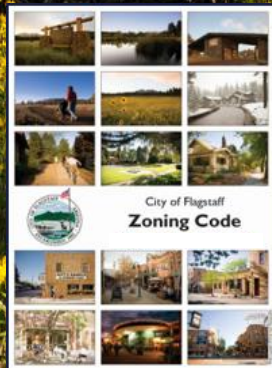


PZ-25-00028: High Occupancy Housing Update

P&Z Commission Public Hearing

August 27, 2025

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Zoning Code Manager





High Occupancy Housing Update

History

- In February 2018, the City Council adopted the citywide High Occupancy Housing (HOH) Specific Plan, and associated amendments to the Regional Plan.
 - The purpose of the HOH Plan is to provide direction in the form of goals and policies intended to enhance and maintain the city's character and guide future developments that would be considered High Occupancy Housing (HOH).
 - The HOH Plan identified dozens of strategies that could be implemented to address the unintended impacts of these buildings on neighborhood character, affordability, and transportation.
 - After the adoption of the HOH Plan, staff received direction from City Council on October 8, 2019, to address smaller developments not originally in the scope of the HOH Plan that may also be considered as HOH. The smaller HOH developments that staff were directed to consider are single-family, two-unit (duplex), three-unit (triplex), and multiple-family developments.
- On November 17, 2020, the Flagstaff City Council adopted the High Occupancy Housing Zoning Code Text Amendment which became effective on March 1, 2021. A conditional use permit is required for any development meeting the definition of High Occupancy Housing Development (HOHD) or a Mixed-Use High Occupancy Housing Development (MHOHD).



High Occupancy Housing Update

Why is this amendment happening?

- The draft Regional Plan 2045 alters land use categories (activity centers) that the current High Occupancy Housing standards within the zoning code are dependent on for implementation. If the code is not amended, it will result in implementation problems.
- Staff had a work session with Council regarding this amendment on June 11, 2024, to receive direction on moving forward with an amendment.
- Since the adoption of the HOH zoning code standards the only projects that have applied for a Conditional Use Permit have been single-family units.



High Occupancy Housing Update



Changes to density table for all developments

Gross Density (units/acre)							
Min.	--	--	2	2	6	10	--
Max-Outside-the-RPO	1	1	6	14	14	29 ⁵	11
Maximum without the Resource Protection Overlay (RPO)	1	1	6	14	14	29 ⁵	11
Maximum with the RPO, inside of a pedestrian shed of an activity center ⁽¹³⁾	1	1	6	14	14	29 ⁵	11
Max-Within-the-RPO Maximum with the RPO, outside of a pedestrian shed of an activity center ⁽¹⁴⁾	1	1	5	--	9	22	4
Multiple-Family Developments with four dwelling units or more, Bedrooms per Acre							
Maximum without the RPO	---End note 15---		15	--	35	72.5	--
Maximum without the RPO with a Conditional Use Permit for a High Occupancy Housing Development inside of a	---End note 16---		21	--	49 ¹⁷	101.5 ¹⁷	--

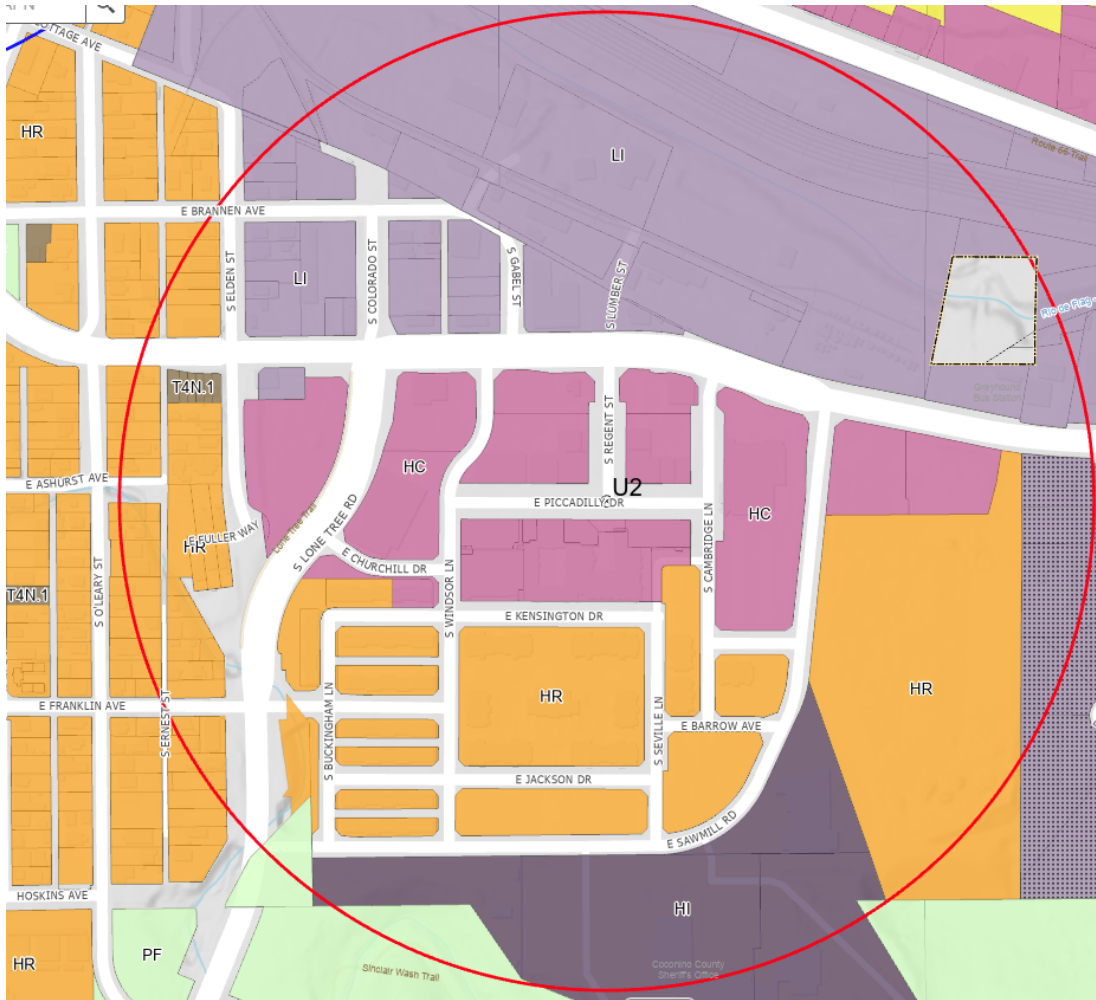
Exhibit A
Resolution 2020-59
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- The HOHD zoning code text amendment amended the density standards for all residential developments.
 - Previously two categories: Within RPO and Outside RPO
 - Added to Within RPO inside and outside of an activity center
- The HOHD zoning code text amendment added bedroom density allowance for all residential developments.
 - The categories are similar to unit density categories and alignment with inside and outside of an activity center
 - EXCEPT:
 - If a site is located in an activity center and is within the Resource Protection Overlay, it is allowed the maximum density of the zone (as if the site were not in the RPO) BUT is not allowed the maximum bedrooms per acre in the zone.

pedestrian shed of an activity center ⁽¹⁴⁾							
Maximum with the RPO	---End note 15---		12.5	--	22.5	55	--
Maximum with the RPO and a Conditional Use Permit for a High Occupancy Housing Development inside of a pedestrian shed of an activity center ⁽¹⁴⁾	---End note 16---		17.5	--	31.5 ¹⁷	77 ¹⁷	--



High Occupancy Housing Update



Example - Village at Aspen Place

- Zoned High Density Residential with the Resource Protection Overlay and located within an activity center.
 - Allowed 29 units per acre
 - Allowed 55 bedrooms per acre
- If the site were not in the RPO
 - Allowed 29 units per acre
 - Allowed 72.5 bedrooms per acre
- This site was previously disturbed and there were no resources required to protected.



High Occupancy Housing Update

Provisions that are based on Regional Plan Classifications

- **An HOHD or MHOHD with four or more dwelling units shall be located inside of a pedestrian shed of an activity center delineated in the General Plan or applicable Specific Plan.**
- **Inside of a pedestrian shed of a Regional Activity Center, an HOHD or MHOHD in a commercial zone may contain more than 50 dwelling units per acre and/or 125 bedrooms per acre.**
- **An HOHD in a Commercial Zone shall be:**
 - **On a lot or parcel that is setback at least 300 feet from the centerline of a street classified as a Commercial Corridor identified on the General Plan; and**
 - **There shall be an existing primary mixed-use development or commercial use(s), excluding primary transportation and infrastructure uses, on the lot(s) or parcel(s) between the HOHD and the Commercial Corridor street.**



High Occupancy Housing Update

Provisions that are based on Regional Plan Classifications

Building Footprint Sizes and Separation Requirements.

1. Maximum building footprint inside a pedestrian shed of a Historic Activity Center delineated in the General Plan or applicable Specific Plan, excluding properties zoned Commercial Business (CB): Equal to, or less than, 5,000 square feet.
2. Maximum building footprint inside a pedestrian shed of a Historic Activity Center delineated in the General Plan or applicable Specific Plan, and on a property zoned Commercial Business (CB): Equal to, or less than, 22,000 square feet.
3. Maximum building footprint inside a pedestrian shed of a Regional Activity Center delineated in the General Plan or applicable Specific Plan: No Maximum.
4. Maximum building footprint inside a pedestrian shed of an activity center in all other areas not described in subsections B.1., B.2., and B.3. of this section: Equal to, or less than, 22,000 square feet.
5. Excluding the Commercial Business (CB) zone, the minimum separation between the building footprints of structures on the same lot or parcel, and structures on an abutting lot or parcel, shall be separated by a distance that is the greater of 10 feet, or one-third the height of the taller structure.
6. Where the area of a pedestrian shed of an activity center intersects with the area of a pedestrian shed of another activity center, the pedestrian shed with the more restrictive maximum building footprint requirement shall govern the intersecting area. The locations of the pedestrian sheds of the activity centers are identified in the General Plan, including any applicable Specific Plans.



High Occupancy Housing Update



• Updates the density allowed per acre for each zoning district.

- Simplifies table to have one minimum and one maximum density per zone.
- Removes references to Activity Centers
- Removes separate density standard for properties within the Resource Protection Overlay (RPO).

Density Requirements See Division 10-30.20, Affordable Housing Incentives

Density: Gross **Density** (units/acre)

Min.	--	--	2	2	6	10	--
Maximum without the Resource Protection Overlay (RPO)	1	1	6	14	14	29 ⁵	11
Maximum with the RPO, inside of a pedestrian shed of an activity center ¹⁷	1	1	6	14	14	29 ⁵	11
Maximum with the RPO, outside of a pedestrian shed of an activity center ¹⁷	1	1	5	--	9	22	4



High Occupancy Housing Update



• Updates the bedrooms allowed per acre for each zoning district.

- Simplifies table to have one maximum for non-HOH projects and one maximum for projects qualifying as HOH.
- Removes references to Activity Centers
- Removes separate standard for properties within the Resource Protection Overlay (RPO).

Maximum Bedroom Requirements						
Bedrooms per Acre on a Development Site Multiple-Family Dwelling with Four dwelling Units and Greater or more, Bedrooms per Acre						
Maximum without the RPO	---End note 14---	15	--	35	72.5	--
Maximum without the RPO with a Conditional Use Permit for a High Occupancy Housing Development inside of a pedestrian shed of an activity center¹⁷	---End note 15---	21	--	49 ¹⁶	101.5 ¹⁶	--
Maximum with the RPO	---End note 14---	12.5	--	22.5	55	--
Maximum with the RPO and a Conditional Use Permit for a High Occupancy Housing Development inside of a pedestrian shed of an activity center¹⁷	---End note 15---	17.5	--	31.5 ¹⁶	77 ¹⁶	--



High Occupancy Housing Update



- **Modifies the definition of Four Units and Greater High Occupancy Housing and Mixed-Use High Occupancy Housing.**

Multiple-family developments with four or more dwelling units, or greater on the same development site with any of the following:

- More than 20 percent of the total dwelling units have four bedrooms or more;
- One or more of the dwelling units contain four or more sanitation facilities;
- The total number of dwelling units per acre, ~~or~~ **AND** bedrooms per acre, requires a Conditional Use Permit for an HOHD in accordance with the building form and property development standards of the property's designated zone; or
- If the property elects the transect zone, the density is greater than 29 dwelling units per acre ~~or~~ **AND** 72.5 bedrooms per acre.



High Occupancy Housing Update

- **Modifies the general requirements for Four Units or Greater and Mixed-Use High Occupancy Housing Developments.**
 - Removes the requirement to provide alternative floor plans (essentially design two separate buildings).
 - Removes the requirement for an HOH project to be located within an Activity Center.
 - Removes limitations on the size of HOH projects in different categories of Activity Centers.
 - Requires a conformance analysis with the Regional Plan and any applicable specific plan for an HOH CUP.



High Occupancy Housing Update

- **Modifies the general requirements for Four Units or Greater and Mixed-Use High Occupancy Housing Developments.**
 - Replaces footprint limitations on properties within historic activity centers with historic zoning overlays.
 - Removes limitations on the size of HOH projects in different categories of Activity Centers.
 - Updates Waste Management & Crime Free Multi-Housing Requirements.
 - Modifies location requirements for Mixed-Use HOH developments.



High Occupancy Housing Update



Staff Recommendation

Findings for Zoning Code Text Amendments:

- (1) The proposed amendment is consistent with and conforms to the objectives and policies of the General Plan and any applicable specific plan;**
- (2) The proposed amendment will not be detrimental to the public interest, health, safety, convenience or welfare of the City; and**
- (3) The proposed amendment is internally consistent with other applicable provisions of this Zoning Code.**



High Occupancy Housing Update

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

Flagstaff Regional Plan 2030

Policy LU.10.6. In mixed use developments, encourage residential uses located above and behind commercial uses within urban areas as well as a variety of housing types where appropriate.

Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.

Policy LU.18.17. Mixed use developments over 50 units per acre should be located in regional-scale activity centers.

Policy NH.1.7. Develop appropriate programs and tools to ensure the appropriate placement, design, and operation of new student housing developments consistent with neighborhood character and scale.

Policy NH.3.4. Reuse former brownfields, vacant buildings, and commercial buildings to provide new mixed-use and/or housing options.



High Occupancy Housing Update

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

High Occupancy Housing Specific Plan

The following goals were developed in reaction to the development of large-scale mixed-use projects in Flagstaff after the adoption of the new Zoning Code in 2011 which encouraged mixed use projects by not restricting density.

Goal 1: Promote HOH buildings that connect and enhance existing urban patterns and historic activity centers.

Goal 2: Promote HOH primarily as a part of complete activity centers.

Goal 3: Leverage HOH to create more efficient and equitable transportation.

Goal 4: Enhance public spaces where HOH is located.

Goal 5: Strongly incentivize historic preservation and adaptive reuse.

Goal 6: Reduce waste and increase energy efficiency of HOH developments.



High Occupancy Housing Update

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

High Occupancy Housing Specific Plan

The following goals were developed in reaction to the development of large-scale mixed-use projects in Flagstaff after the adoption of the new Zoning Code in 2011 which encouraged mixed use projects by not restricting density.

Goal 7: Improve NAU and City programs and tools for managing off-campus student housing.

Goal 8: Promote economic resiliency through building design in HOH developments.

Goal 9: Promote affordability and sustainability incentives.

Goal 10: Set legislative priorities for new tools to address HOH.



High Occupancy Housing Update

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

10-Year Housing Plan

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

Carbon Neutrality Plan

DD-1 Encourage vibrancy, appropriate density, and attainability in existing neighborhoods, so that more residents live within walking distance of their daily needs.

HA-1 Create housing options for households at all income levels and family sizes occupied by local residents.



High Occupancy Housing Update

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

The proposed amendment is intended to address upcoming changes with land use categories in the existing Regional Plan that the Zoning Code depends on for implementation. The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City.



High Occupancy Housing Update

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

The amendment is internally consistent with the existing Zoning Code, following its format and aligning with its comprehensive purpose. It does not conflict with any other provisions and ensures that the Zoning Code remains clear, usable, and easily understood.



High Occupancy Housing Update

Recommendation

The Planning and Zoning Commission recommendation on this item will be presented at the Council meeting.