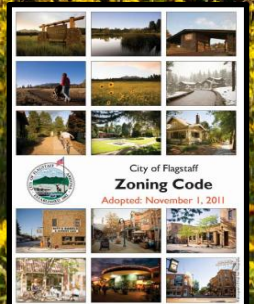


PZ-25-00027: Middle Housing

City Council Public Hearing
November 18, 2025

Tiffany Antol, AICP
Zoning Code Manager





Middle Housing Zoning Code Text Amendment



HB 2721 - Middle Housing

On or before January 1, 2026, a municipality with a population of 75,000 or more must authorize by ordinance and incorporate into its development regulations, zoning regulations and other official controls the development of **duplexes, triplexes, fourplexes and townhomes** as a permitted use on both of the following:

- All lots zoned for single-family residential use within one mile of the municipality's central business district.
- At least twenty percent of any new development of more than ten contiguous acres.



Middle Housing Zoning Code Text Amendment



- **HB 2721** defines **Central Business District** as an area or series of areas designated by a municipality that are primarily nonindustrial and that attract community activity, including the entire geographic area that the municipality has officially designated as its downtown or equivalent.
- The City of Flagstaff has not officially designated either a **Central Business District** or its **Downtown**.
- After feedback was received from work sessions with the Heritage Preservation Commission, Housing Commission, Planning & Zoning Commission, and City Council staff has drafted an amendment that will allow Middle Housing in every zoning district that currently allows single-family dwellings.



Middle Housing Zoning Code Text Amendment



HB 2721 - Middle Housing

The municipality may not do any of the following:

- Discourage the development of middle housing through requirements or actions that individually or cumulatively make impracticable the permitting, siting, or construction of middle housing.
- Restrict middle housing types to less than two floors.
- Restrict middle housing types to a floor area ratio of less than fifty percent.
- Set restrictions, permitting or review processes for middle housing that are more restrictive than those for single-family dwellings within the same zone.
- Require owner occupancy of any structures on the lot.
- Require any structures to comply with a commercial building code or to contain a fire sprinkler.
- Require more than one off-street parking space per unit.



Middle Housing Zoning Code Text Amendment



This amendment includes modifications to the following Chapters and Divisions of the Flagstaff Zoning Code:

- Chapter 10-20: Administration, Procedures, and Enforcement
 - Division 10-20.30: Common Procedures
 - Division 10-20.40: Permits and Approvals
 - Division 10-20.60: Nonconforming Provisions
- Chapter 10-30: General to All
 - Division 10-30.50: Public Improvements
 - Division 10-30.60: Site Planning Design Standards
- Chapter 10-40: Specific to Zones
 - Division 10-40.30: Non-Transect Zones
 - Division 10-40.60: Specific to Uses
 - Division 10-40.40: Transect Zones
- Chapter 10-50: Supplemental to Zones
 - Division 10-50.20: Architectural Design Standards
 - Division 10-50.60: Landscape Standards
 - Division 10-50.80: Parking Standards
- Chapter 10-80: Definitions
 - Division 10-80.20: Definitions of Specialized Terms, Phrases, and Building Functions



Middle Housing Zoning Code Text Amendment

Chapter 10-20: Administration, Procedures, and Enforcement. The purpose of this chapter is to set forth the provisions for the orderly application and processing of development applications.

Division 10-20.30: Common Procedures, Section 10-20.30.050: Concept Plan Review

This section is amended to require a concept plan review for any residential development proposal that is not part of platted subdivision. The current provision only requires concept plan review for single-family and duplex projects that are not part of a platted subdivision. Concept plans are already required for multi-family residential developments. Previously triplex and fourplex developments fell under the definition of multi-family.

Division 10-20.40: Permits and Approvals, Section 10-20.40.140: Site Plan Review and Approval

This section is amended to exempt all residential developments with less than five dwelling unit from the requirement of site plan review. Currently only single-family and duplex developments are exempt.

Division 10-20.60: Nonconforming Provisions, Section 10-20.60.030: Restrictions on Nonconforming Uses and Structures and Section 10-20.60.040: Residential Exemptions

This section is amended for clarity, replaces single-family and multi-family structures with residential structures.



Middle Housing Zoning Code Text Amendment



Chapter 10-30: General to All. This chapter provides standards and regulations for the creation and preservation of affordable housing, historic and cultural resources, provides minimum requirements for the installation of public improvements, promotes sustainable development practices through incentives, and establish site design standards for

Division 10-30.50: Public Improvements, Section 10-30.50.040: Exemptions

This section is amended to exempt residential developments with less than 5 dwelling units from the requirement of providing public improvements.

Division 10-30.60: Site Planning Design Standards, Section 10-30.60.020: Applicability

This section is amended to exempt residential developments with less than 5 dwelling units from the site planning design standards.



Middle Housing Zoning Code Text Amendment



Chapter 10-40: Specific to Zones. This chapter establishes the zones applied to property within the city and indicates which land uses are permitted by right or as conditional uses subject to a conditional use permit.

Section 10-40.30.030: Residential Zones, Table 10-40.30.030.B.: Residential Zones – Allowed Uses, and Table 10-40.30.030.C.: Residential Zones – Building Form and Property Development Standards

Section 10-40.30.040: Commercial Zones, Table 10-40.30.040.B.: Commercial Zones – Allowed Uses and Table 10-40.30.040.C.: Commercial Zones – Building Form and Property Development

Section 10-40.30.060: Public and Open Space Zones, Table 10-40.30.060.B.: Public and Open Space Zones – Allowed Uses

These tables are amended by replacing the existing land uses of duplex dwelling, multiple-family dwelling, single-family attached and detached dwelling with one unit, two unit, three unit, and four unit residential development in addition to multi-family residential development. The allowances for two unit, three unit, and four unit residential development are made consistent with one unit residential development with a requirement that they are only permitted where public water, sewer, and streets are available to serve the property.

Additionally, the same residential land uses as part of a mixed use development are removed from the commercial land use table. A footnote is added to clarify that residential uses are permitted without a conditional use permit when part of a mixed use project.

A floor area ratio (FAR) requirement is added to the Single-Family Residential Neighborhood (R1N) zone of .50.

Removes all High Occupancy Housing land uses less than five units.



Middle Housing Zoning Code Text Amendment



Division 10-40.60: Specific to Uses

Table 10-40.60.030.A.: Accessory Dwelling Unit Design, Development, and Exceptions Standards

This section is amended to remove the requirement for a separate water meter for detached accessory dwelling units. This is a clean up item from the previous amendment on accessory dwelling units at the request of the Water Services Director.

Section 10-40.60.170: High Occupancy Housing

This section is amended to reflect the changes addressed above according to the versions previously discussed.

Section 10-40.60.260: Mixed Use

This section is amended to clarify that mixed use is the combination of commercial uses with residential uses and not just a mix of commercial uses on the same site as well as clean up references to the regional plan.



Middle Housing Zoning Code Text Amendment



Division 10-40.40: Transect Zones

Section 10-40.40.040: T2 Rural (T2) Standards

This section is amended to allow building types that will support middle housing including apartment house and bungalow court (both limited to 4 units), duplex, triplex, and townhouse.

Section 10-40.40.050: T3 Neighborhood (T3N.1) Standards

This section is amended to allow building types that will support middle housing including apartment house (limited to 4 units), triplex, and townhouse.

Section 10-40.40.060: T3 Neighborhood (T3N.2) Standards

This section is amended to allow building types that will support middle housing including apartment house and townhouse.



Middle Housing Zoning Code Text Amendment



Division 10-40.40: Transect Zones

Section 10-40.40.040: T2 Rural (T2) Standards, Subsection 10-40.40.040.H.: Allowed Uses

Section 10-40.40.050: T3 Neighborhood (T3N.1) Standards, Subsection 10-40.40.050.H.: Allowed Uses

Section 10-40.40.060: T3 Neighborhood (T3N.2) Standards, Subsection 10-40.40.060.H.: Allowed Uses

Section 10-40.40.070: T4 Neighborhood 1 (T4N.1) Standards, Subsection 10-40.40.070.I.: Allowed Uses

Section 10-40.40.080: T4 Neighborhood 2 (T4N.2) Standards, Subsection 10-40.40.080.I.: Allowed Uses

The tables are amended like the non transect zones. Clean up items are included on meeting facilities bringing this portion of the code in alignment with the non-transect zones.



Middle Housing Zoning Code Text Amendment



Chapter 10-50: Supplemental to Zones. This chapter provides standards that are supplemental to the regulations of each zone, and are specific to aspects of development, such as architectural design standards, landscaping, and parking.

Division 10-50.20: Architectural Design Standards, Section 10-50.20.020: Applicability

Division 10-50.60: Landscape Standards, Section 10-50.60.020: Applicability

Division 10-50.80: Parking Standards, Section 10-50.80.050 Bicycle Parking

These divisions are amended to exempt residential developments of less than 5 units from the requirement of the division or section.

Division 10-50.80: Parking Standards, Table 10-50.80.040.A: Number of Motor Vehicle Parking Spaces Required

This table is amended to require no more than one parking space per unit for middle housing developments. Single-family residential development requirements are updated to match the requirements for middle housing developments.

Division 10-50.110: Specific to Building Types, Table 10-50.110.030.A. Allowed Building Types

This table is amended to include the additional building types identified above.



Middle Housing Zoning Code Text Amendment



Chapter 10-80: Definitions. This chapter provides definitions of terms and phrases used in the Zoning Code that are technical or specialized or that may not reflect common usage.

Section 10-80.20.040: Definitions “D”

This Division is amended to include new definitions for one, two, three, and four unit residential developments, update the multi-family residential development definition to be five units or more, and add a definition for triplex dwelling.

Section 10-80.20.080: Definitions “H”

Removes the definitions of single-family high occupancy housing development, two units high occupancy housing development, and three units high occupancy housing development. The definition of four units and greater high occupancy housing development is amended to high occupancy housing development and is defined as five or more dwelling units on a lot or parcel.



Middle Housing Zoning Code Text Amendment



Chapter 10-80: Definitions. This chapter provides definitions of terms and phrases used in the Zoning Code that are technical or specialized or that may not reflect common usage.

Section 10-80.20.130: Definitions “M”

This section is amended to update the definition of mixed use in accordance with changes in the land use tables and specific to use provisions.



Middle Housing Zoning Code Text Amendment



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.**



Middle Housing Zoning Code Text Amendment

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.2.1. Design new neighborhoods that embody the characteristics of Flagstaff's favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.

Policy LU.11.4. Encourage various housing types that appeal to a diverse range of ages and income.

Policy LU.13.4. Plan suburban development to include a variety of housing options.

Goal NH.3. Make available a variety of housing types at different price points, to provide housing opportunity for all economic sectors.

Policy 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.

Draft Flagstaff Regional Plan 2045

Policy DP.2 Support development and redevelopment with a diversity of housing types by expanding opportunities for missing middle housing.



Middle Housing Zoning Code Text Amendment

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 bring the City of Flagstaff Zoning Code into conformance with recently adopted state legislation regarding middle housing land uses. However, instead of implementing on a limited basis as is required by the legislation, this amendment includes providing the allowances for middle housing throughout the city in every zoning district that currently permits single family dwellings. The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the city.



Middle Housing Zoning Code Text Amendment

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.



Middle Housing Zoning Code Text Amendment

Recommendation

The Planning and Zoning Commission, in accordance with the findings in this report, makes a recommendation to the City Council to approve Zoning Code Text Amendment PZ-25-00027 Middle Housing.



Middle Housing Zoning Code Text Amendment



Questions/Comments?