



Flagstaff Regional Land Use Plan 2045 Update

Regional Plan Spring Retreat 2025

May 2, 2025



Retreat Agenda

- Welcome, Objectives, and Opening
- Group Introductions and Discussion
- Process Overview
- Work Session Pt. 1 – Plan Organization

Lunch Break

- Work Session Pt. 2 – Future Growth Illustration
- Work Session Pt. 3 - Trails
- Work Session Pt. 4 – Sense of Place
- Session Recap and Group Reflection
- Next Steps/Adjourn

Objectives, and Opening

What do we want to accomplish today?

- Feedback on priorities and related goals/emphasis
- Review the land use categories and their locations
- Resolve conflicting comments on Trails and Community Character

Retreat Objectives

- **Coconino County Board of Supervisors Vision Statement:** We are a strong **diverse** organization that respects our **environment** and **cultural heritage** ensuring a sustainable **high quality of life** for all.
- **City of Flagstaff Vision Statement:** The City of Flagstaff is a safe, **diverse**, vibrant, and innovative community with a unique character and **quality of life** for all. The City fosters and supports economic, **environmental**, educational, and **cultural** opportunities.

- **City of Flagstaff Regional Plan 2030:** The greater Flagstaff community embraces the region's extraordinary **cultural** and ecological setting on the Colorado Plateau through active stewardship of the **natural and built environments**.
- **Coconino County Comprehensive Plan:** Includes four categories that focus on community values, growth and development, conservation and environment quality, and community partnerships.

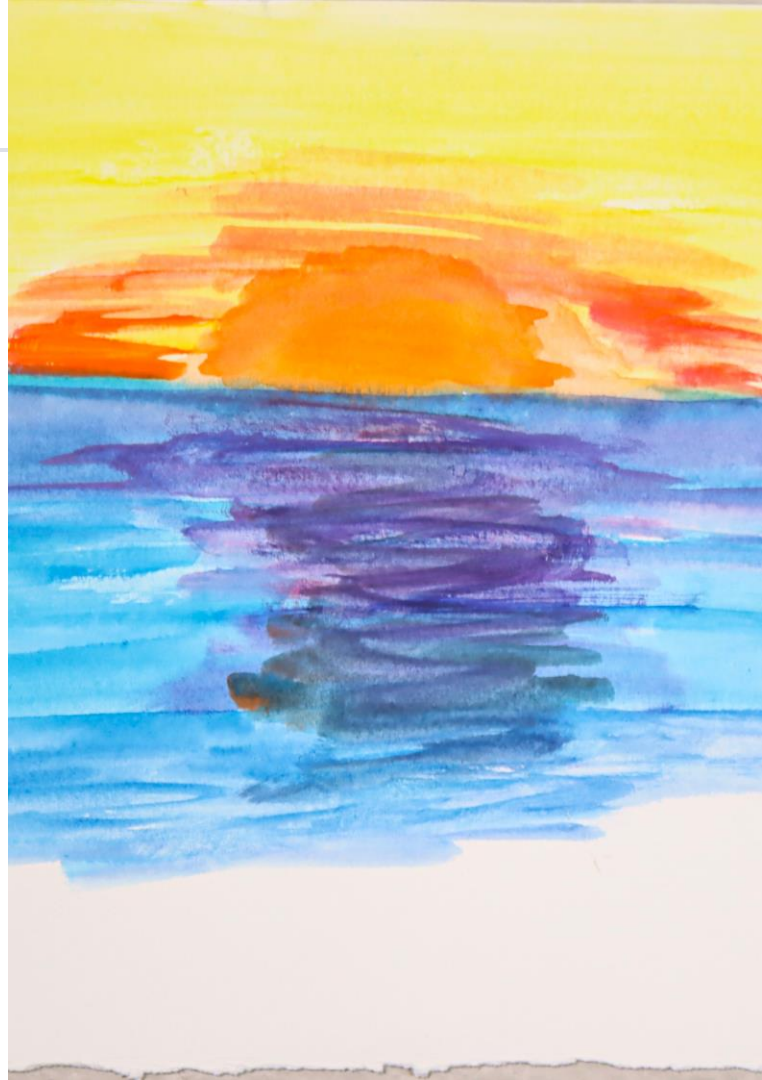


Southside Plan (2020), Bellemont Plan (2019), High Occupancy Housing Plan (2018), La Plaza Vieja Plan (2015)

Group Introductions + Discussion

Who is in the room?

- *Name, affiliation*
- *What are your expectations for this retreat?*
- *What do you think is most important for the Regional Plan to accomplish?*



Process Overview

Regional Plan Process Overview

One document, two jurisdictions

- Shared regional document, the only one in Arizona
- Needs to meet the implementation needs of both the jurisdictions
- Opportunity for the County's residents to weigh in on development within the City



THE PLANNING PYRAMID

Funding, rules, standards, and other mechanisms needed to put plans into action.

- » Budgets and funding mechanisms (revenue, grants, bonds)
- » Capital Improvement Programs

- » Engineering standards
- » Zoning ordinances

Building block guidance for targeted areas or services to solve current problems, and set goals and priorities to build their future.

- » Transportation plan
- » Housing plan
- » Carbon Neutrality plan

- » Area, Community, and Neighborhood plans
- » Parks and Recreation plan

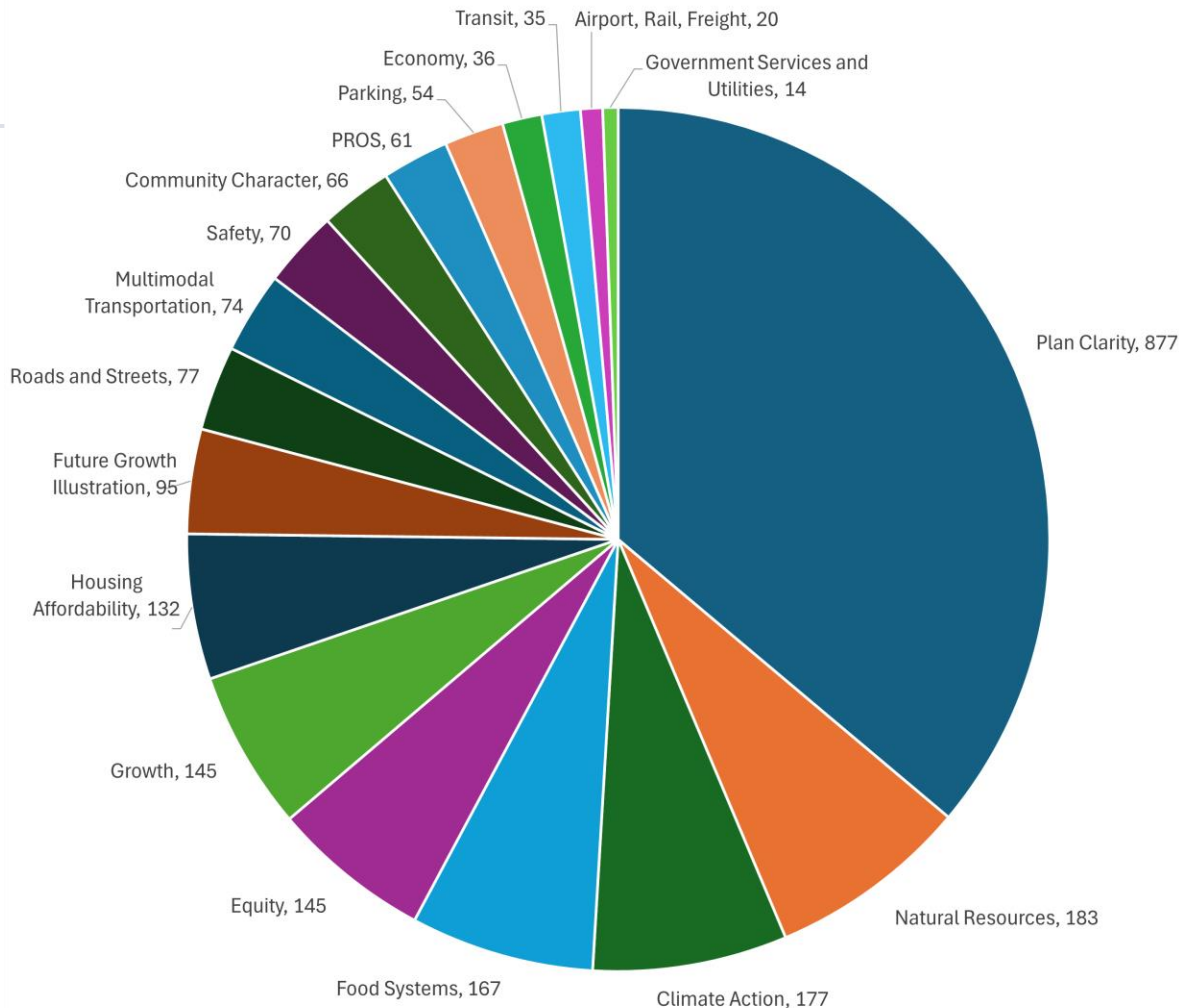
Foundational guidance for longer-term preservation and basis for growth in the years to come.

- » Flagstaff Regional Land Use Plan 2045



60-day Public Review Comments

- October 20 – December 19, 2024
- 2,429 comments received 80% public and 20% staff and partners



60-day Public Review Comments

Today's work sessions relate to these comment themes:

- Future Growth Illustration (95 comments)
- Multimodal Transportation (74 comments)
- Community Character (66 comments)
- Plan reorganization, goals, and priorities relate to multiple top themes, including Plan Clarity (877), Climate Action (177), and Housing Affordability (132).

Questions?

Break – Return at 10:30

Work Session Pt. 1

Regional Plan Chapters

1. Introduction
2. How the Plan Works
- 3. Goals and Policies**
- 4. Growth and Land Use**
5. Social and Economic Systems
6. Transportation
7. Resource Stewardship and Resilience
8. Parks, Recreation, and Open Space
9. Water Resource Management
10. Energy and Climate Action
11. Infrastructure and Public Safety

State requirements

- 1) *Shall be consistent with and conform to the adopted general plan...*
- 2) *....Conforms with the land use element of the general plan if it proposes land uses, densities or intensities within the range of identified uses, densities and intensities of the land use element*
- 3) *In the case of uncertainty be construed in a manner that will further the implementation of, and not be contrary to, the goals, policies and applicable elements.*

County Process Overview

Findings of fact, for example ...*[t]hat the proposed Conditional Use is consistent with and conforms to the goals, objectives, and policies of the Comprehensive Plan or Area Plan for the area*, are applied to discretionary land use decisions for:

- Conditional Use Permits
- Subdivisions
- Rezoning

City Process Overview

Finding language for “...consistent with and conforms to the goals of the General Plan and any applicable specific plans” and in some cases “add to the public good as described in the General Plan”

- Zoning Map Amendments
- Zoning Text Amendments
- Annexations

Process as defined by the Plan

- *Must define categories for major and minor plan amendments (administrative categories are optional)*
- *Provide a general sense of how different components of the plan may be used*
- *May be silent on unique aspects of the process in the City and County.*
- *City and County Code may be updated separately to better implement a new plan and support its implementation.*



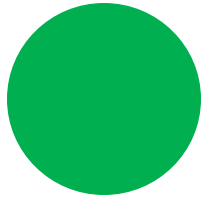
Questions?

Elimination of Implementation Guideline Category

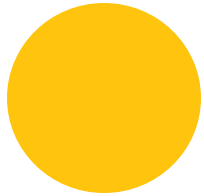
- Category was removed based on public comment and staff feedback.
- Guidelines that duplicated a goal, policy, or action item were deleted.
- Other Implementation Guidelines became Goals or Policies, Action Items, Best Practices, Land Use Category Guidelines



Feedback on Eliminating Implementation Guideline Category



No Issues



I have questions or concerns



I can't live with this

Priority Survey 2024: Top Priorities

Source: Regional Priorities Survey/Cascadia Partners

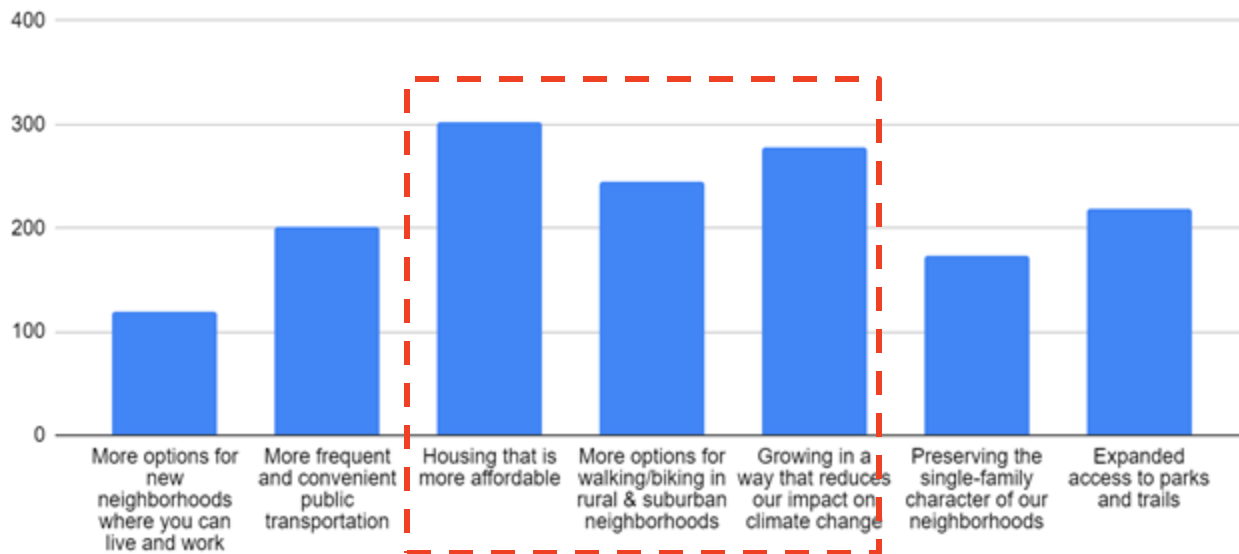
The Priority Survey also helped to guide the development of the Preferred Scenario.

Respondents top priorities became principles for preferred scenario development.

For example, the responses to the question on this slide prompted the following principles:

- Compact housing close to transit
- Grow around walkable nodes in suburban activity centers
- Reconsider activity centers that induce long auto trips.

Of these top priorities for the future of Flagstaff, choose 4 that you value the most



Priority Survey 2024: Housing

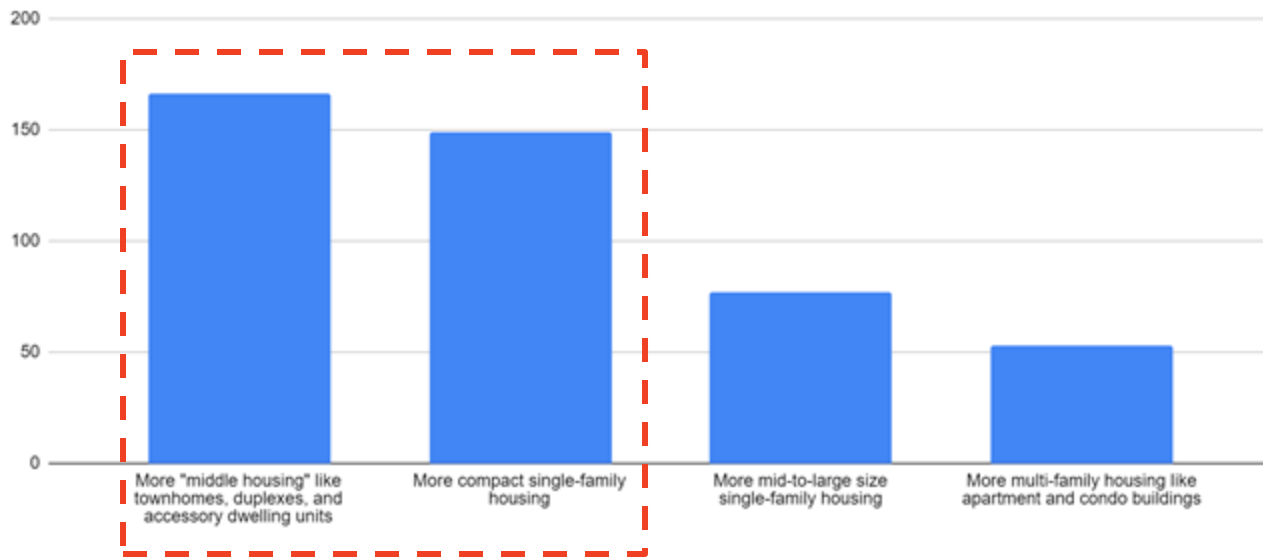
Source: Regional Priorities Survey/Cascadia Partners

Respondents preferred middle housing and compact single-family homes over mid-to-large multifamily housing.

The responses to the question on this slide prompted the following principles:

- Middle housing in established neighborhoods.
- Compact single family near commercial nodes in new growth areas.

While all of these housing types will likely be built, which type of housing does Flagstaff need the most of in the future?



Priority Survey 2024: Transportation

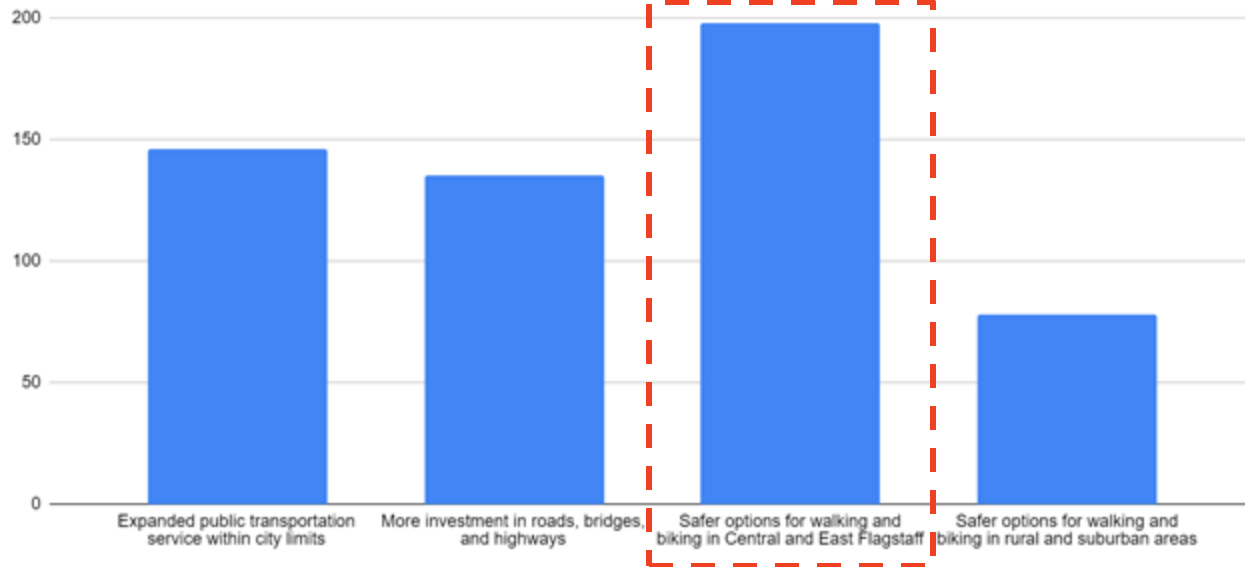
Source: Regional Priorities Survey/Cascadia Partners

Respondents overwhelmingly prioritized bicycle and pedestrian improvements in East Flagstaff.

The responses to the question on this slide prompted the following principles:

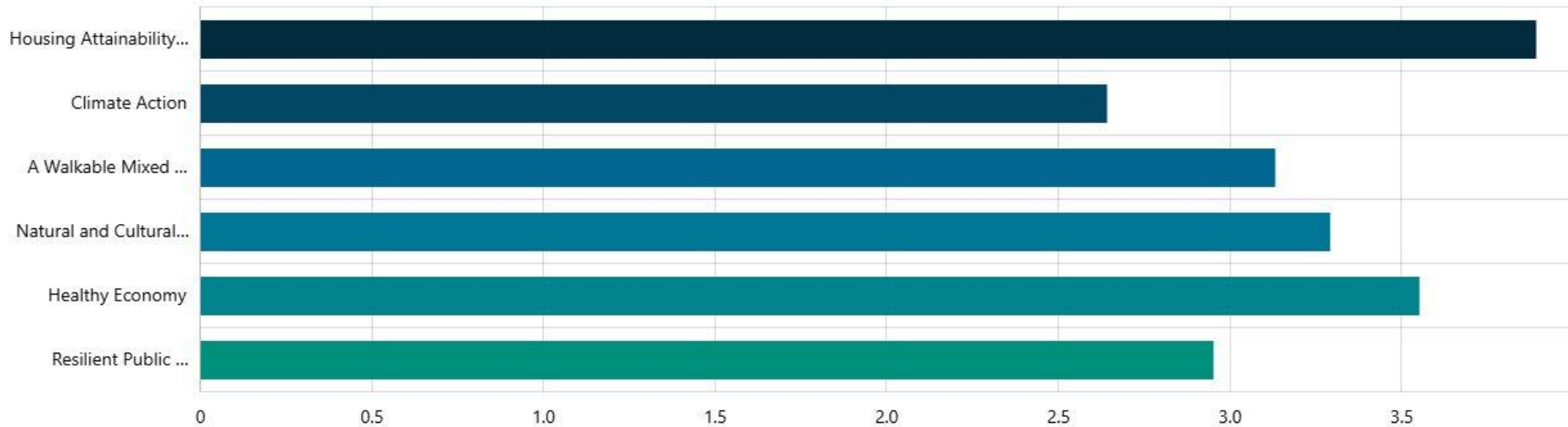
- *Orient growth around high priority ATMP projects in East Flagstaff.*
- *Focus compact growth around transit.*

What should be the top priority for expanding transportation options in the region?,



2025 Spring Survey

If you had to rank these priorities, what would you put at the top?



THE UNIVERSE OF PRIORITIES



Our
North
Star

WE ARE GUIDED BY A STEADFAST COMMITMENT

to preserving our unique character, honoring our rich and diverse history, and safeguarding our precious natural and cultural resources. We will foster a resilient, healthy community and a vibrant, inclusive economy where everyone can thrive.

**Housing
attainability
and equity**

**Climate
action**

**CORE
PRIORITIES**

**COMPLEMENTARY
PRIORITIES**

*A walkable
MIXED-USE community*

*NATURAL and
CULTURAL resources*

*A healthy
ECONOMY*

*Resilient public SERVICES
and FACILITIES*



CORE PRIORITY: HOUSING ATTAINABILITY AND EQUITY

HOUSING ATTAINABILITY AND EQUITY - GOALS

Housing Attainability (HA)

Goal HA – The Region increases the supply of secure, accessible, and attainable housing for all existing and future residents and provides for affordable housing in every neighborhood.

Neighborhoods and Equity (NE)

Goal NE – The Region fosters the development and revitalization of sustainable, inclusive neighborhoods that prioritize both accessibility and diversity of people and housing.

Cost of Development (CD)

Goal CD – The City and County diversify the financial strategies to provide for needed infrastructure development and housing production, including maintenance and enhancement of existing infrastructure.

Parking (PK) - City Only

Goal PK – The City manages the supply and costs of parking to support a safe and walkable environment, successful and consistent enforcement, and to ensure efficient use of parking infrastructure for all users.

Feedback on
Priorities and
Goals:

1. Can you live with these priorities and goals?
2. Does the organization of the goals make sense?

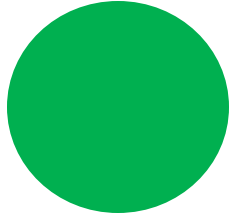
Public Participation

Goals and Priorities Dot Activity

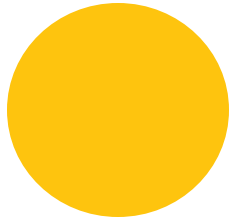
For this part of the session, participants are individually recording their feedback. We'll be back shortly for a facilitated discussion. Thank you for your patience.

Priorities & Strategies

Dot Activity



No Issues



I have questions or concerns



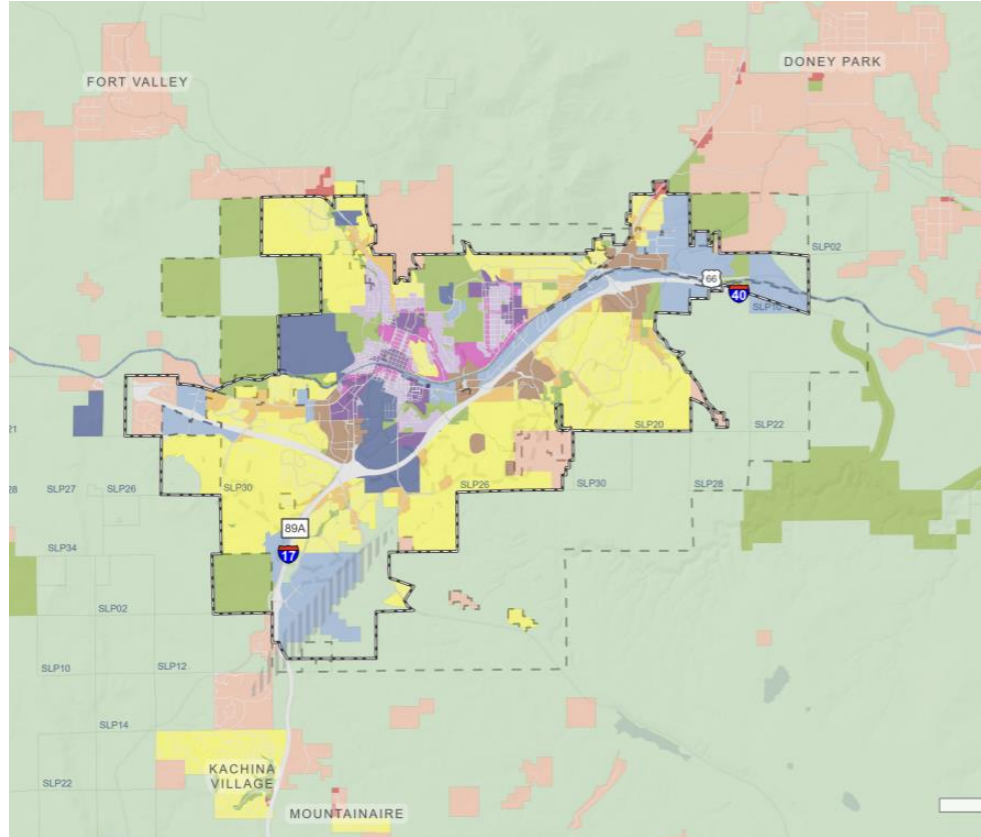
I can't live with this

Lunch – Return at 12:40

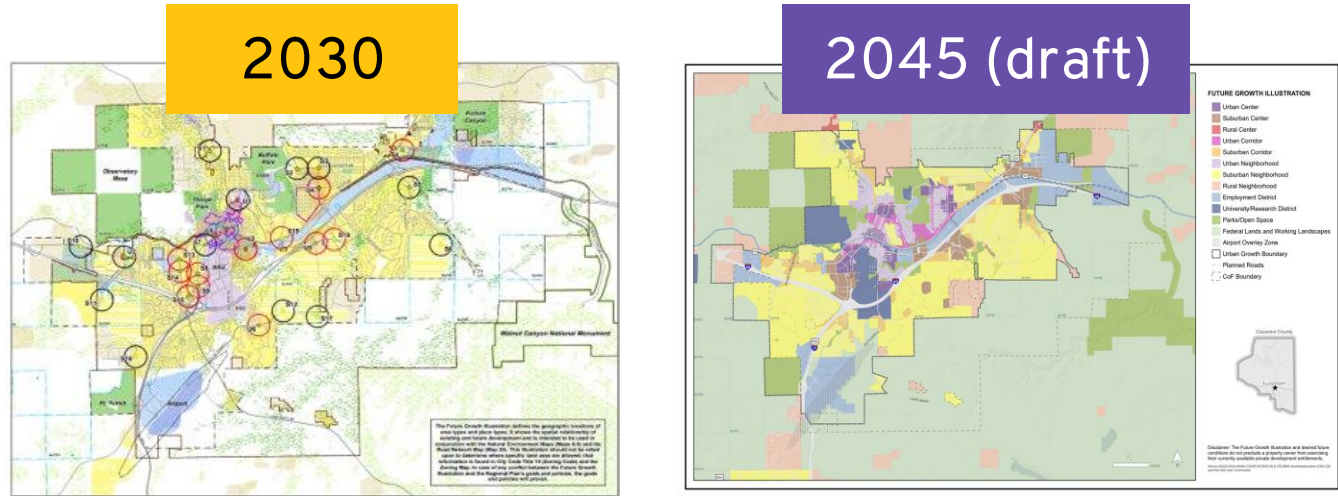
Work Session Pt. 2

What is the Future Growth Illustration?

- Preferred land use and development outcomes for 2045
- Basis for findings of conformance
- Informs public investment decision-making

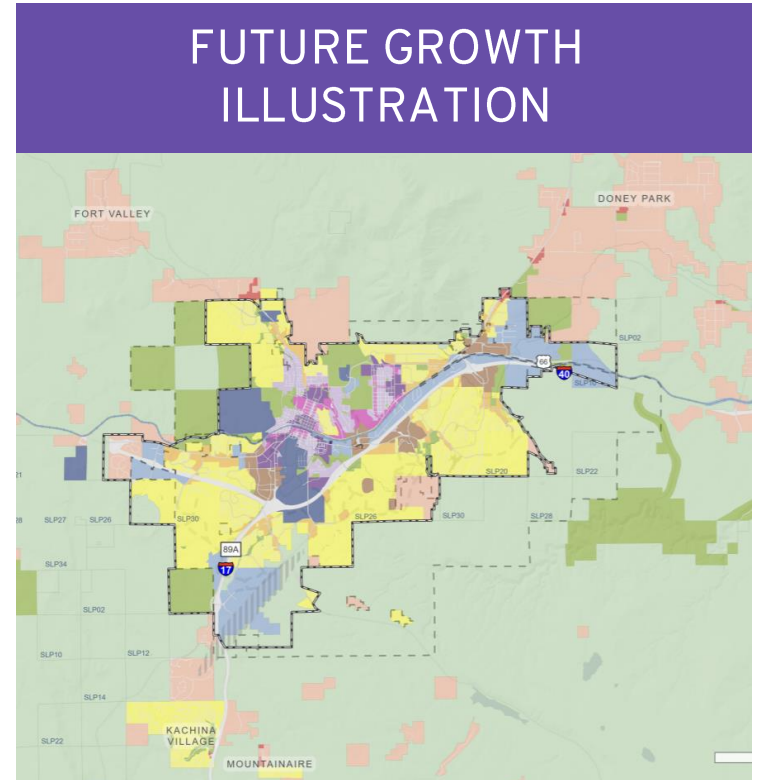


How Does it Differ from the 2030 Regional Plan?

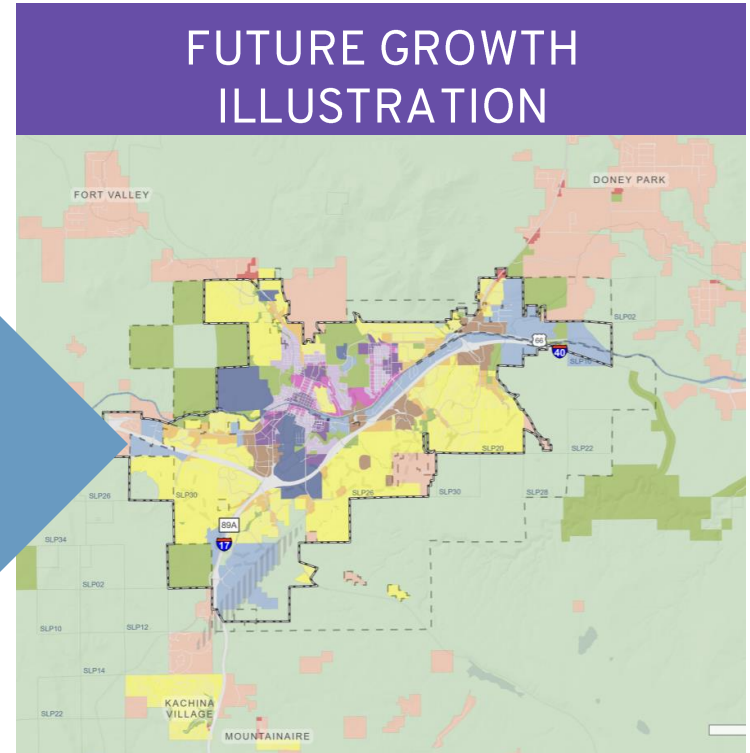
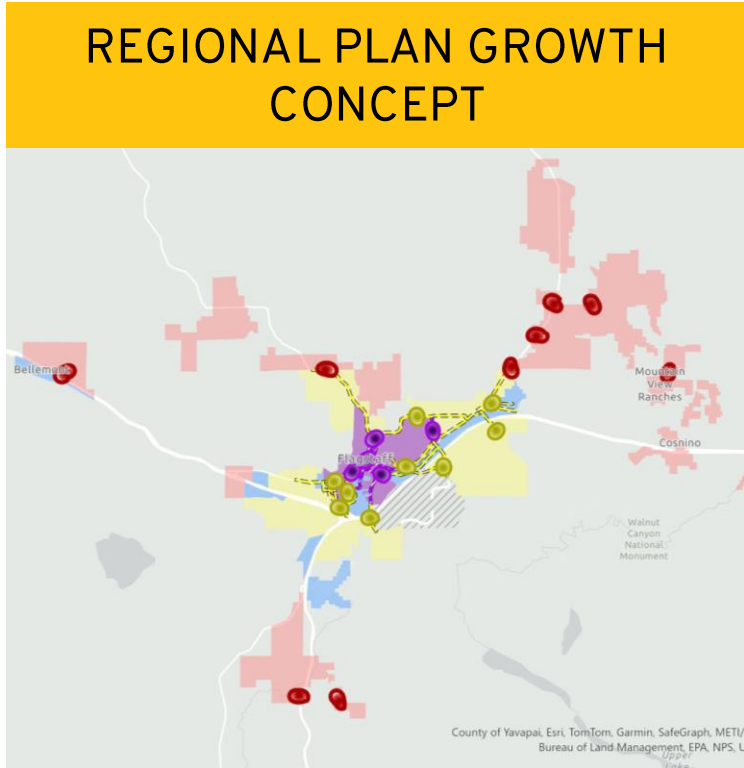


Parcel-Specific	No	Yes
Generalized Activity Centers	Yes	No
Land Use Categories per property	Multiple	Single
Clear Hierarchy	No	Yes
Clear Connection to Code	No	Yes

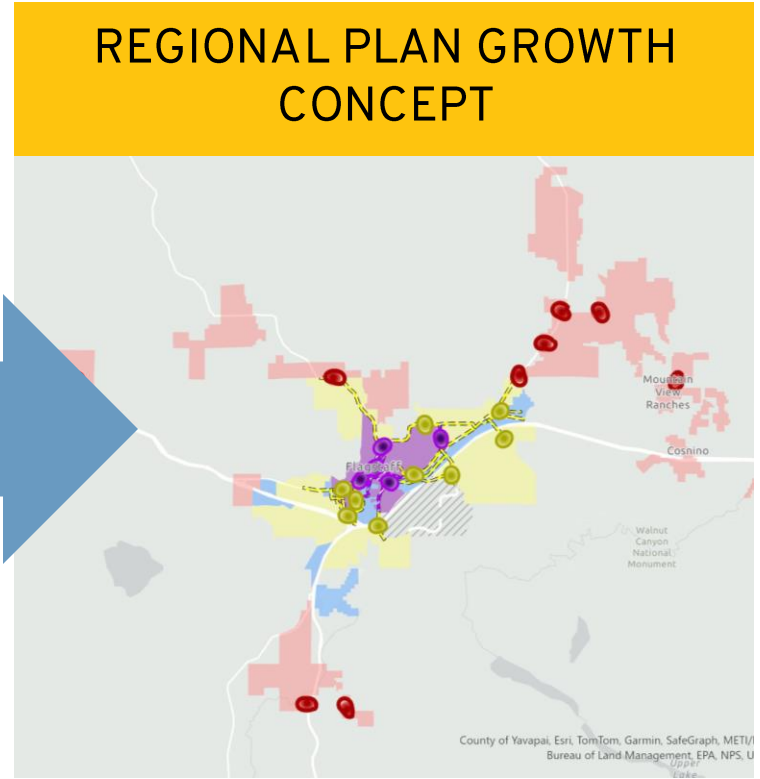
How Was it Created?



From Growth Concept to Growth Illustration



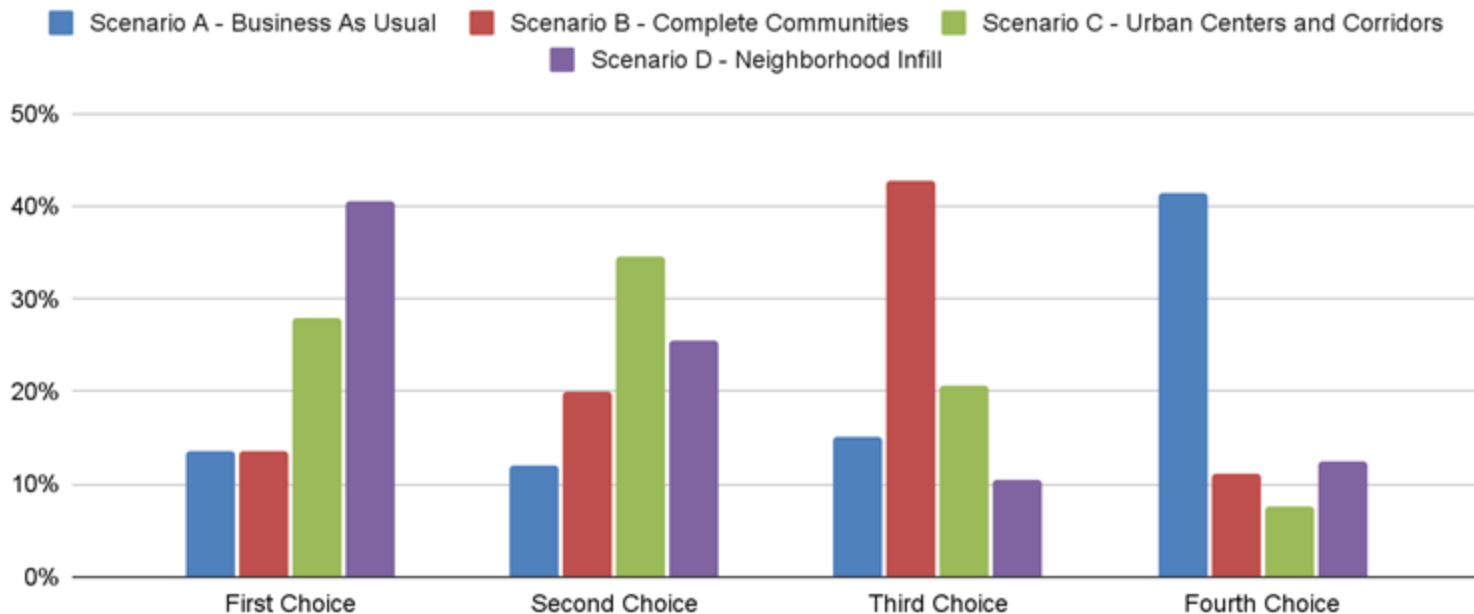
Scenario Planning Informed the Growth Concept



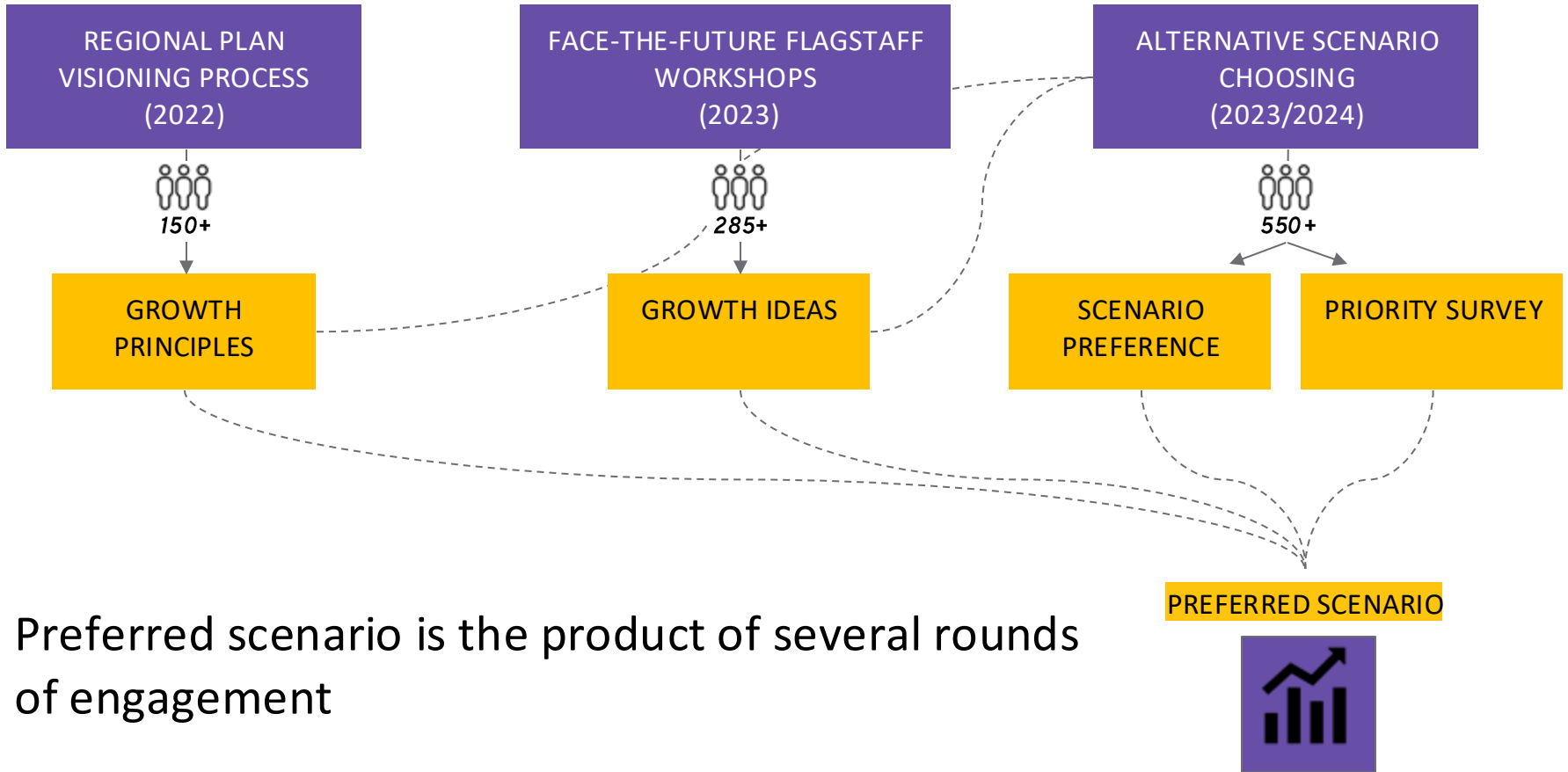
Scenario Choosing Survey

Source: Cascadia Partners / Scenario Preference Questionnaire

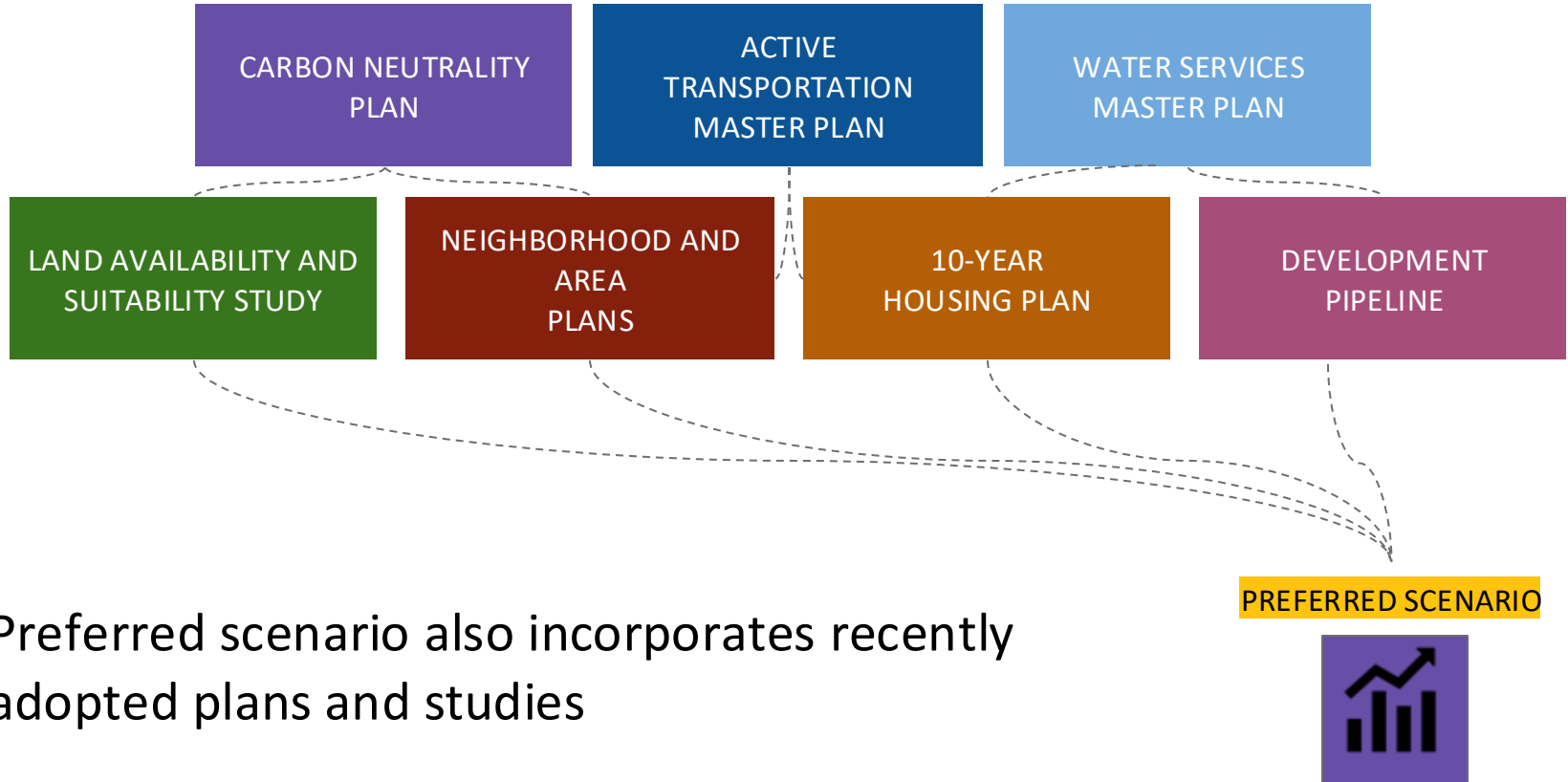
Scenario Choice



- Scenarios C and D were favored
- Preferred scenario weights and combines all four scenarios

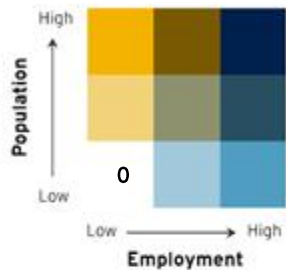


- Preferred scenario is the product of several rounds of engagement



- Preferred scenario also incorporates recently adopted plans and studies

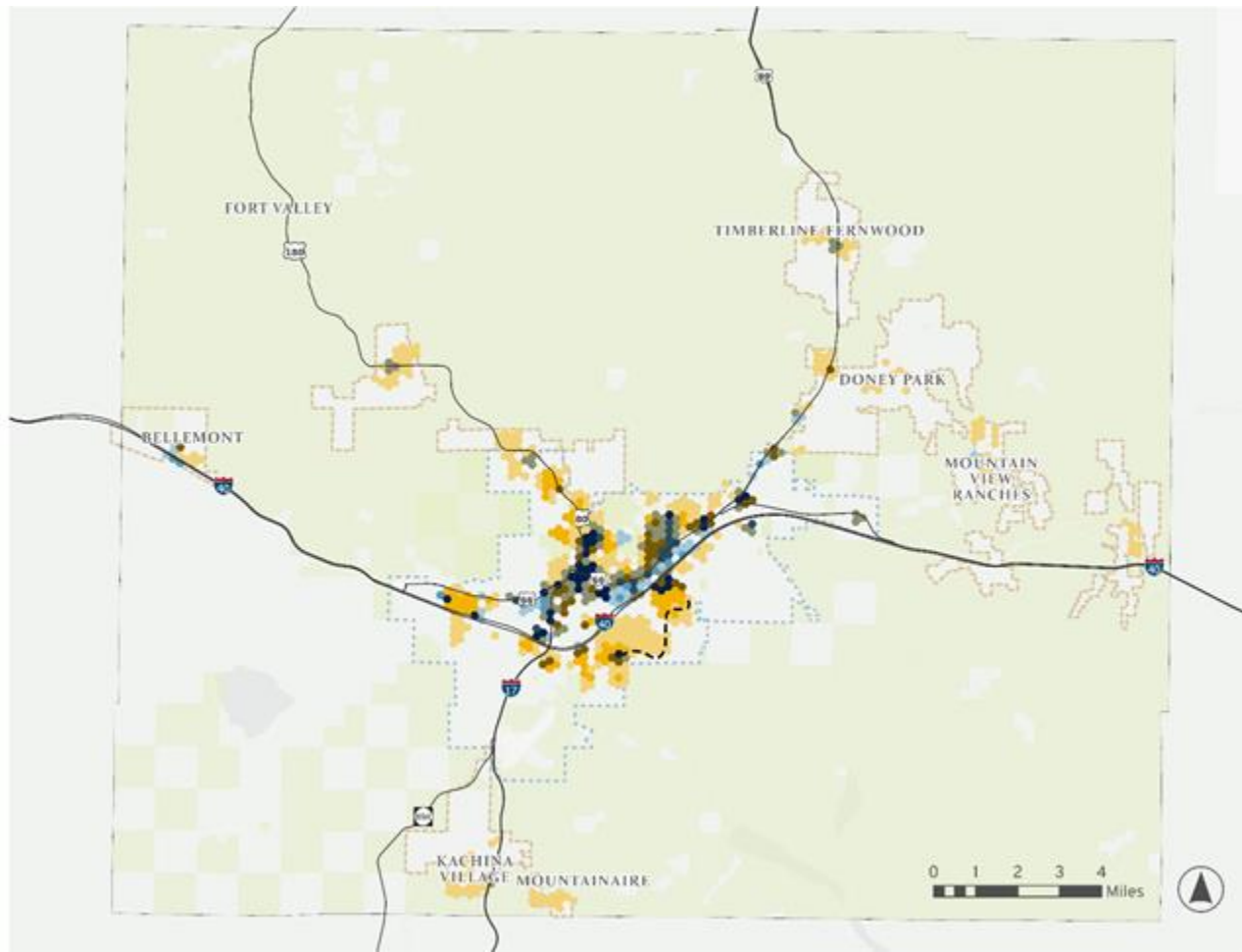
Scenario E: Preferred Scenario



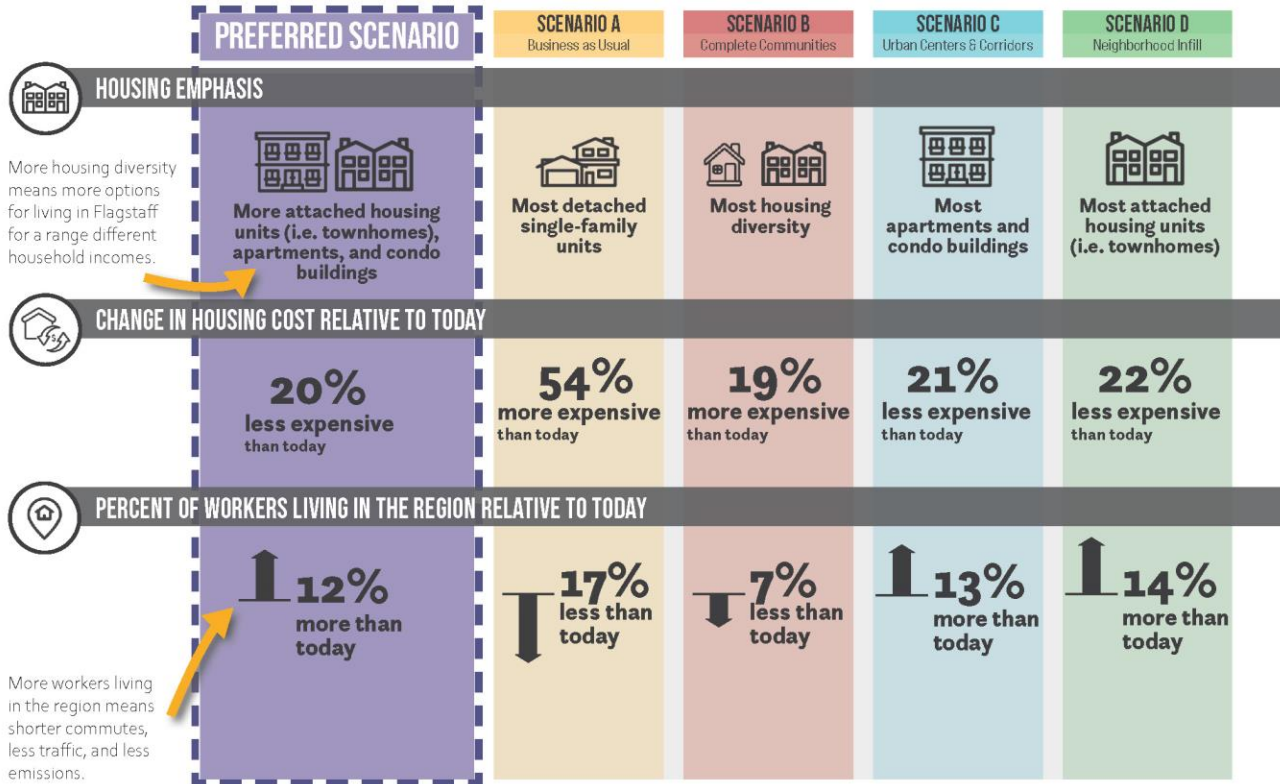
Population: 0/40/400

Employment: 0/60/650

- Major Roads
- - - JWP Future Alignment
- ⋯ Urban Growth Boundary
- ⋯ Rural Growth Boundary
- Open Space

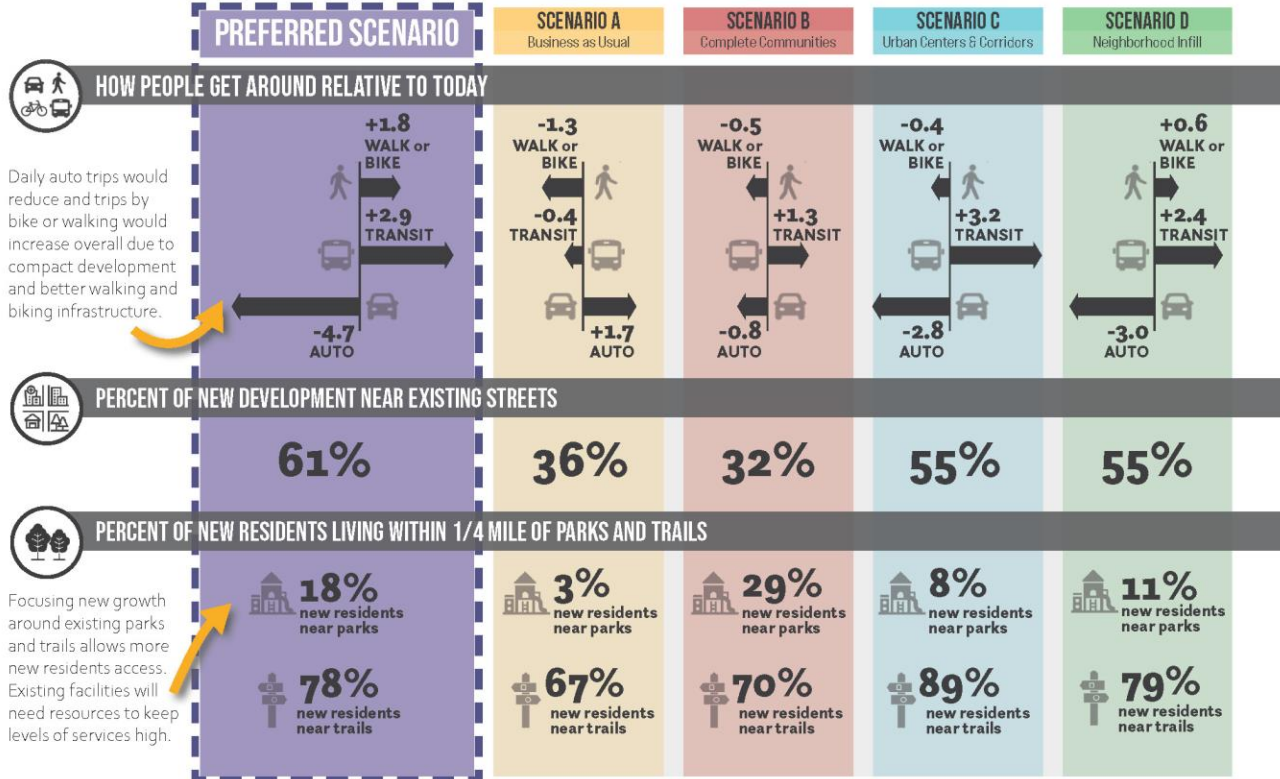


COMPARE SCENARIO PERFORMANCE LIVABILITY & AFFORDABILITY



The Preferred Scenario creates opportunities for lower cost housing

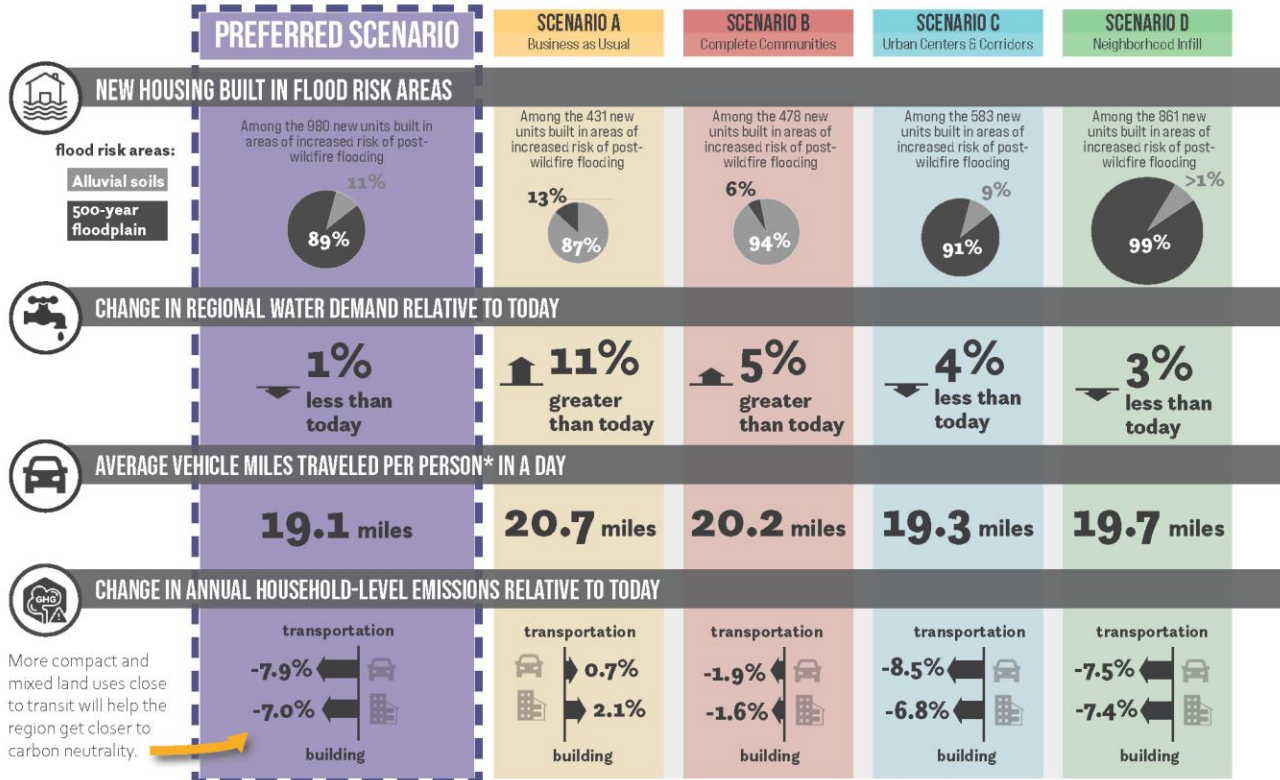
COMPARE SCENARIO PERFORMANCE TRANSPORTATION + INFRASTRUCTURE



The Preferred Scenario makes better use of existing infrastructure

COMPARE SCENARIO PERFORMANCE

CLIMATE CHANGE RESILIENCE



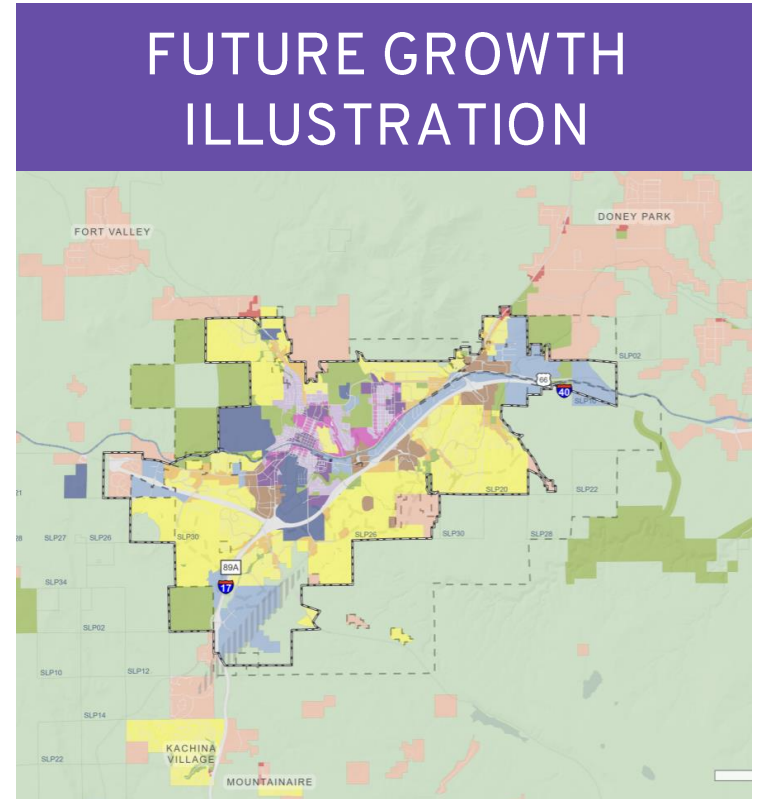
The Preferred Scenario gets the region closer to its climate goals

*Average vehicle miles traveled (VMT) per person is calculated as VMT per service population

Why is the Preferred Scenario good for the region?

- ✓ Creates more opportunities for housing that is attainable for the region's workforce
- ✓ Helps get us closer to carbon neutrality/sustainability goals
- ✓ Reduces per capita driving, water demand, and energy use
- ✓ Makes efficient use of existing infrastructure
- ✓ Supports the region's existing transit infrastructure
- ✓ Creates economic opportunities for rural communities
- ✓ Puts more residents near high quality parks and trails

Which brings us back to....staff and legal review



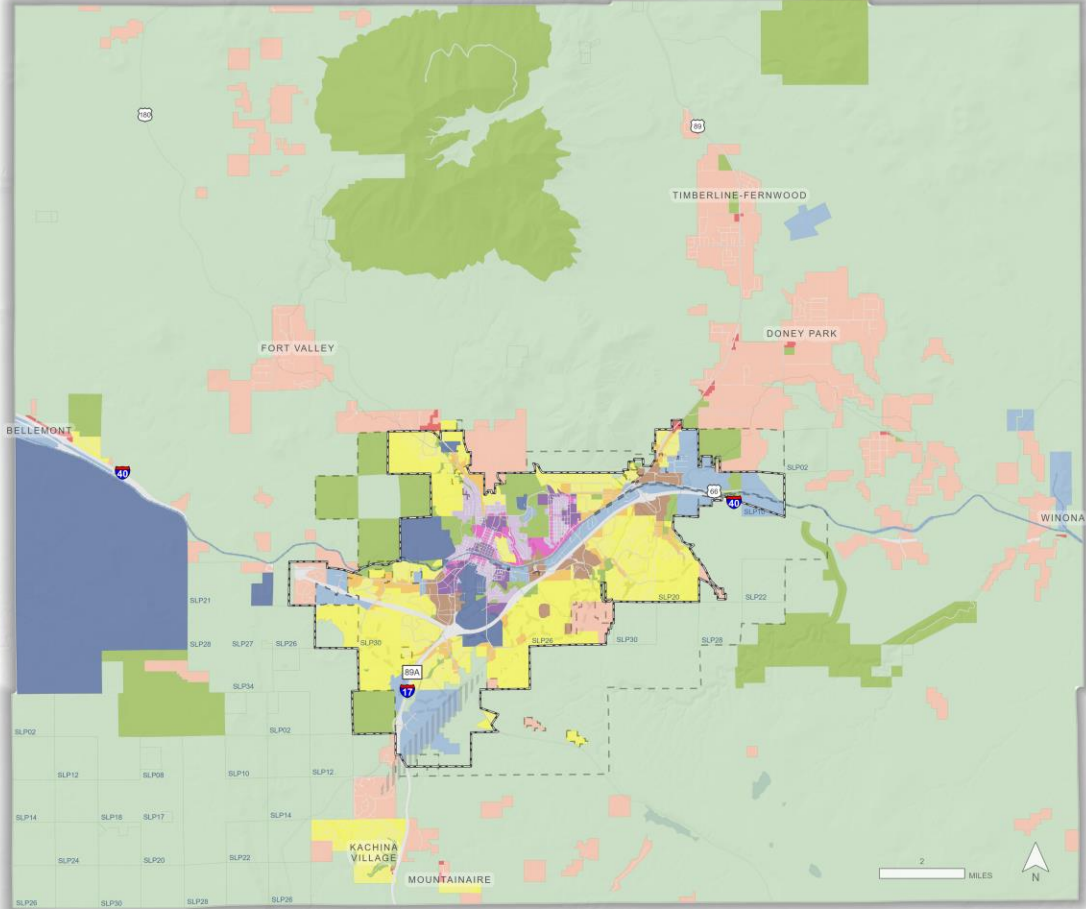
R5E R6E R7E R8E R9E

T23N

T22N

T21N

T20N



FUTURE GROWTH ILLUSTRATION

- Urban Center
- Suburban Center
- Rural Center
- Urban Corridor
- Suburban Corridor
- Urban Neighborhood
- Suburban Neighborhood
- Rural Neighborhood
- Employment District
- University/Research District
- Parks/Open Space
- Federal Lands and Working Landscapes
- Airport Overlay Zone
- Urban Growth Boundary
- Planned Roads
- CoF Boundary



Disclaimer: The Future Growth Illustration and desired future conditions do not preclude a property owner from exercising their currently available private development entitlements.

Arbus, URS, NGA, NASA, CGIAR, NCEAS, NLS, OS, NMA Geodatasystem, GSA, GIS and the GIS User Community

Land Use
Categories –
Building
Blocks

Center

- Urban
- Suburban
- Rural

District

- Urban or Suburban Corridors
- Employment
- University/Research

Landscape

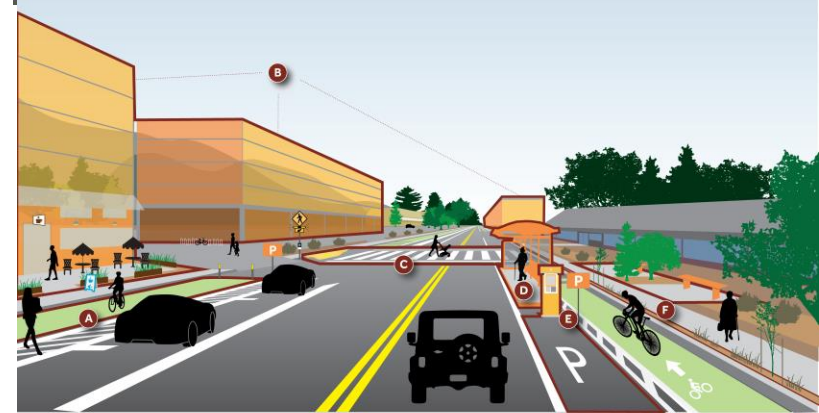
- Parks and Open Space
- Federal Lands and Working Landscapes

Neighborhood

- Urban
- Suburban
- Rural
- Neighborhood Commercial

Urban Center

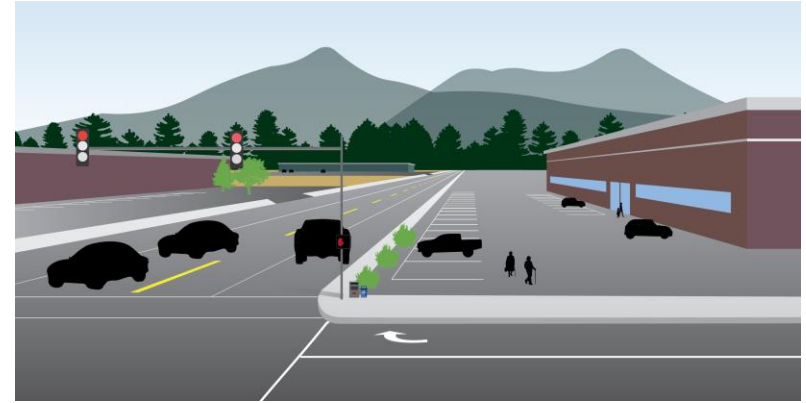
Mixed use emphasis, 50+ du/ac



- A** Improved bicycle infrastructure
- B** Mixed use buildings or midrise apartments
- C** Enhanced pedestrian crossings
- D** Transit options
- E** On street parking with pedestrian safety buffer
- F** Improved landscaping and street furniture

Suburban Center

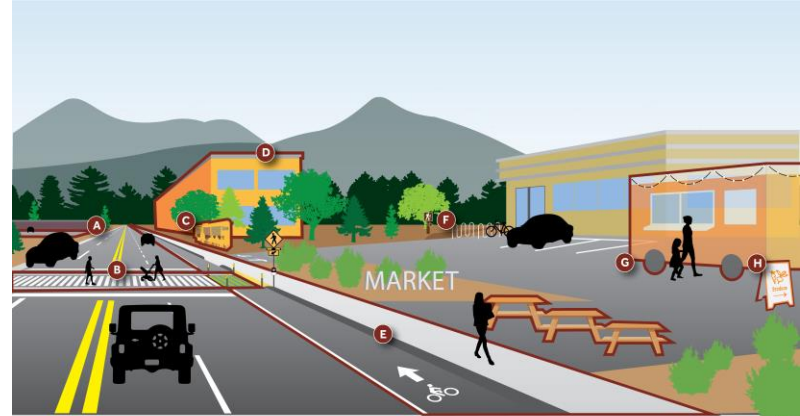
Mixed use emphasis, 29+ du/ac



- A** Transit options
- B** Mixed use buildings or midrise apartments
- C** Enhanced pedestrian crossings
- D** Improved bicycle infrastructure
- E** Plaza/ civic space
- F** Incremental infill
- G** On street parking
- H** Landscape buffer

Rural Center

Commercial emphasis, mixed-use & multifamily where appropriate, 7+ du/ac

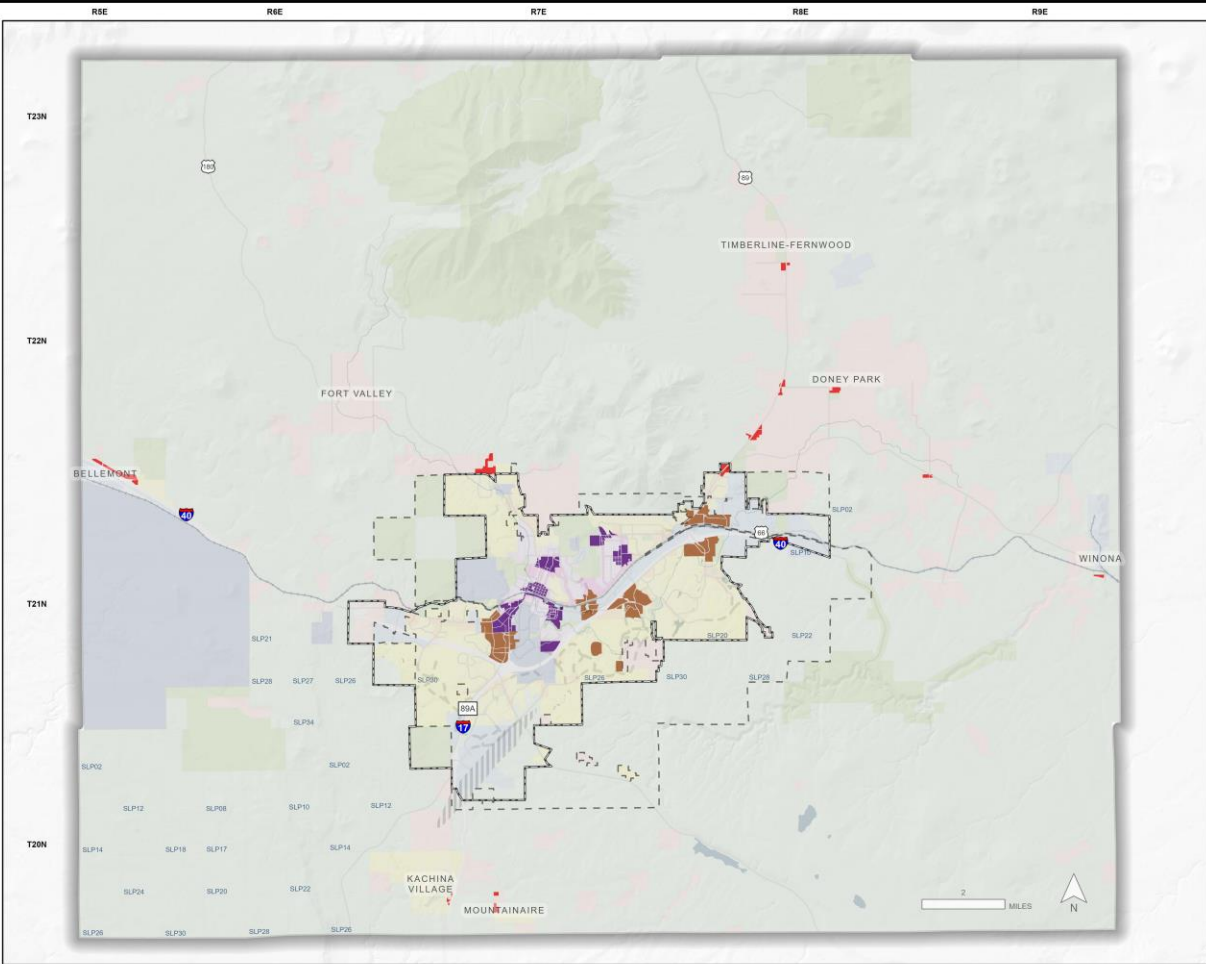


- A** Park and ride opportunity
- B** Enhanced pedestrian crossing
- C** Public transit
- D** Incremental infill
- E** Sidewalk and bike lane improvements
- F** Trail connections
- G** Active temporary uses
- H** Support of agriculture

Center

FUTURE GROWTH ILLUSTRATION

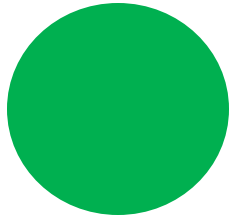
- Urban Center
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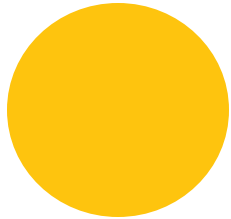
Disclaimer: The Future Growth Illustration and desired future conditions do not preclude a property owner from exercising their currently available private development entitlements.

Airbus, USGS, NGA, NASA, CGIAR, NCEAS, NLS, OS, NMA, Geodastatystyrelsen, GSA, GSI and the GIS User Community

Land Use Category Feedback Activity



No Issues



I have questions or concerns



I can't live with this

Urban and Suburban Corridors

Commercial and mixed-use emphasis along arterials and collectors, 29+ duac



Employment District

For industrial uses, office parks, and mixed-use business parks. Allows limited residential and commercial that complement the employment uses

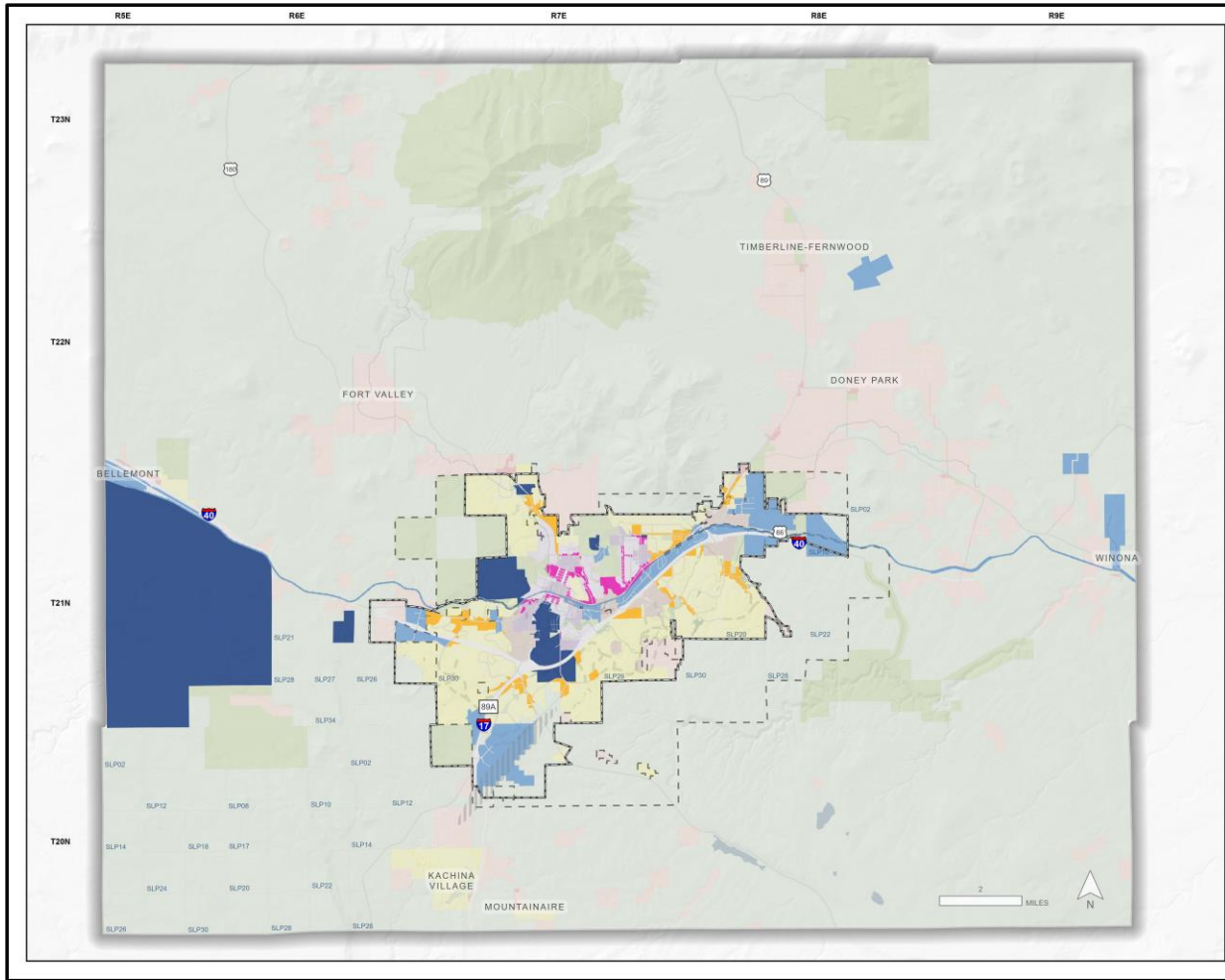


University and Research District

Master planned areas for defense, industrial, research and development, and education



District



FUTURE GROWTH ILLUSTRATION

- Urban Corridor
- Suburban Corridor
- Employment District
- University/Research District
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Parks and Open Space

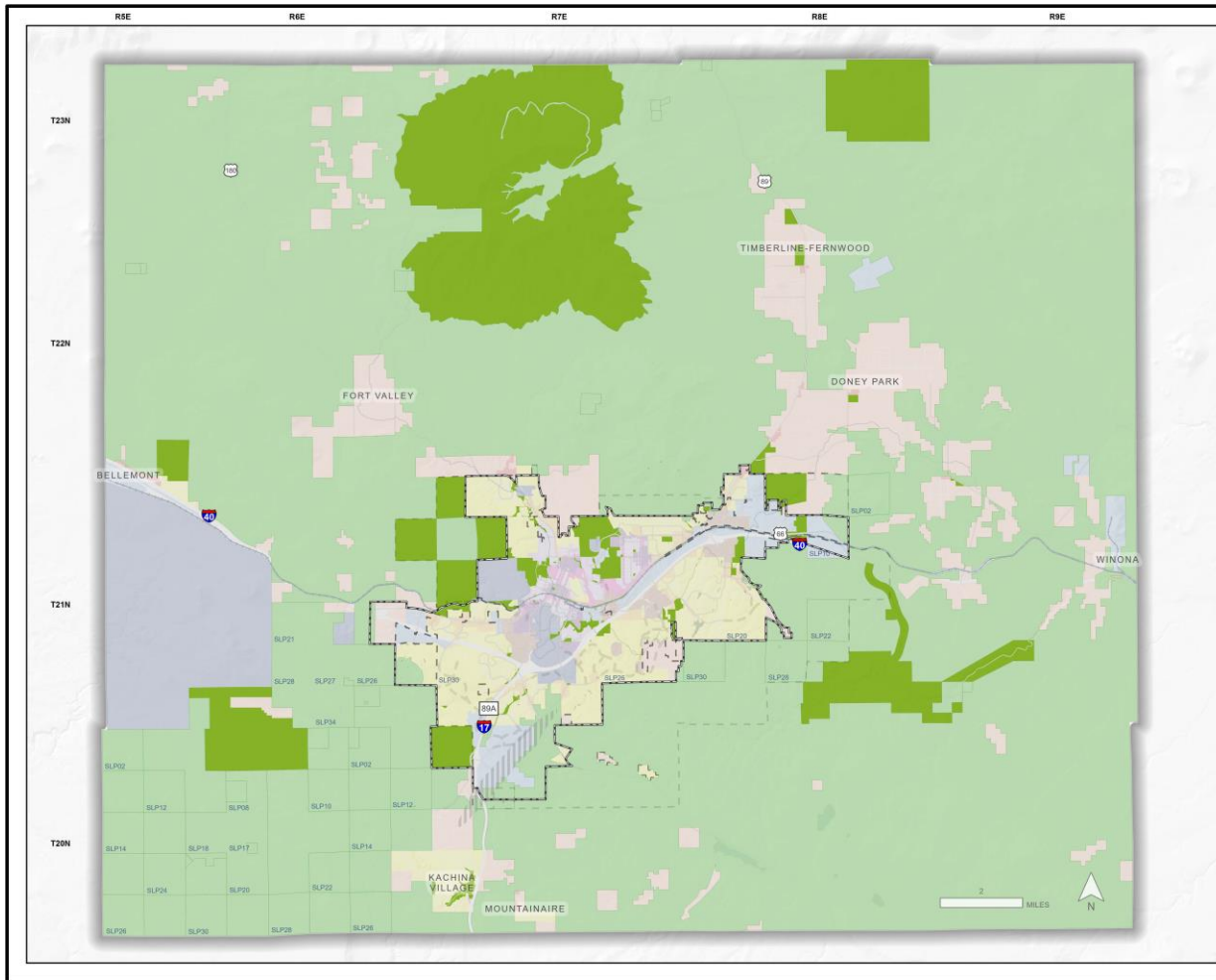
For parks, open spaces, recreational and cultural facilities, and event spaces.

Subject to overall guidelines and City or County Master Plans.

Federal Lands and Working Landscapes

Managed by a federal agency for natural and cultural resources, or private inholdings within these lands have compatible uses. Mostly holds to existing entitlements





FUTURE GROWTH ILLUSTRATION

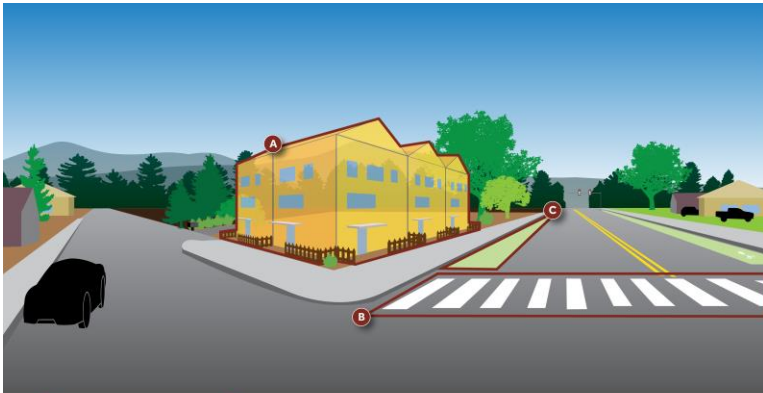
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Landscape



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Neighborhoods and Neighborhood Commercial



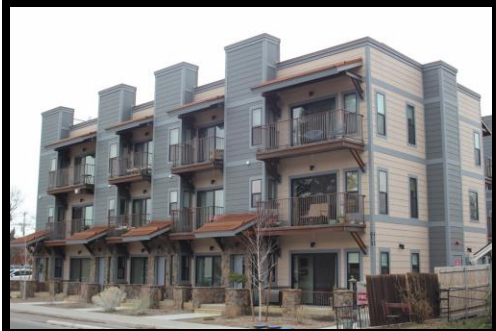
A Multifamily housing options
B Sidewalks
C Bike lanes

A Traffic calming and rainwater catchment landscaping
B Active temporary uses
C Neighborhood serving retail

Neighborhood

Urban Neighborhood

Missing middle housing emphasis, 20+ duac



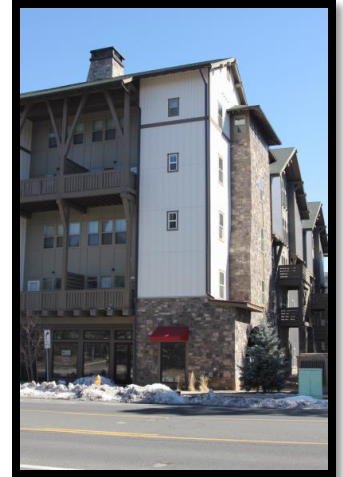
20 – 26 duac

38 – 51 duac

Neighborhood

Suburban Neighborhood

Diverse housing encouraging denser neighborhoods
2-14 duac outside the UGB / 5-40 duac in the UGB



6-14 duac

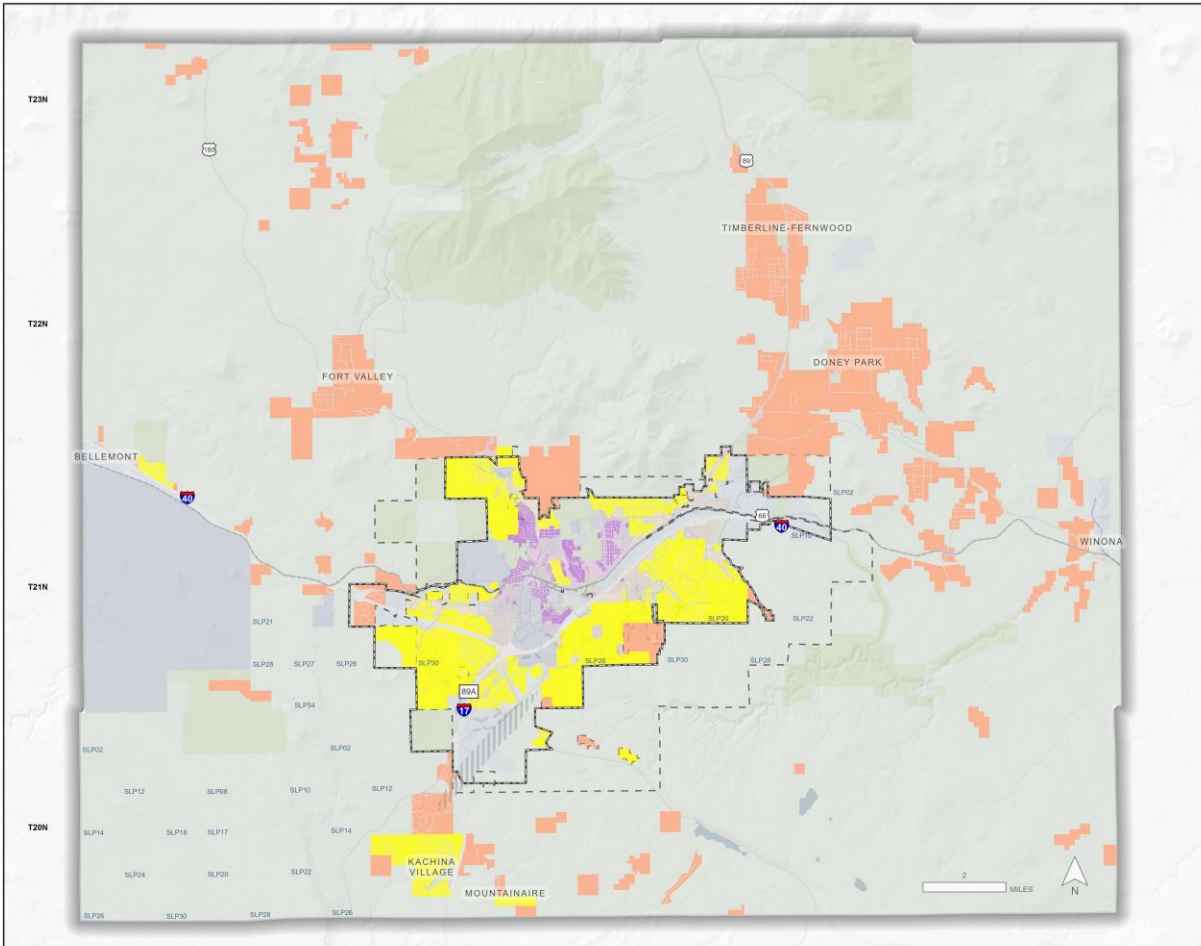
20 – 39 duac

Rural Neighborhood

Low density residential emphasis, 0-4 du/ac



R5E R6E R7E R8E R9E



FUTURE GROWTH ILLUSTRATION

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Neighborhood



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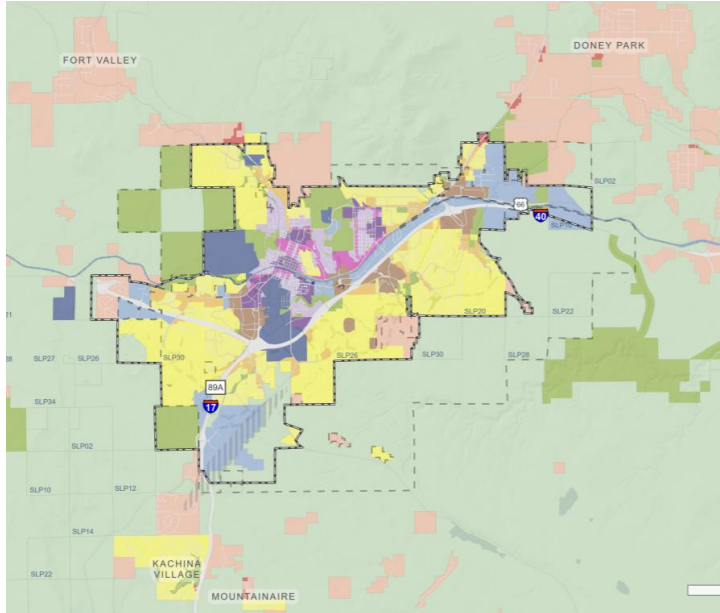
Airbus, USGS, NGA, NASA, CGIAR, NCEAS, NLS, OS, NMA, Geodatasystemen, GSA, GSI and the GIS User Community

Public Participation

Map Activity

For this part of the session, participants are individually recording their feedback. We'll be back shortly for a facilitated discussion. Thank you for your patience.

Let's explore the map!



- *Take time to read the legend and navigate around the FGI map.*
- *What do you think of how the land use categories are placed? Is there anything you would change?*
- *Are the ranges of density and guidelines appropriate or do they need to be changed?*
- *Use a pen or sticky notes to make comments on the maps.*

Group Report Back

Work Session Pt. 3

Trail Maps

- City General Plans are required to show the general location and extent of existing and proposed bicycle routes.
- Since 2001, the Regional Plan has included existing and planned trails throughout the Region, including Flagstaff Urban Trail System trails on all relevant properties.



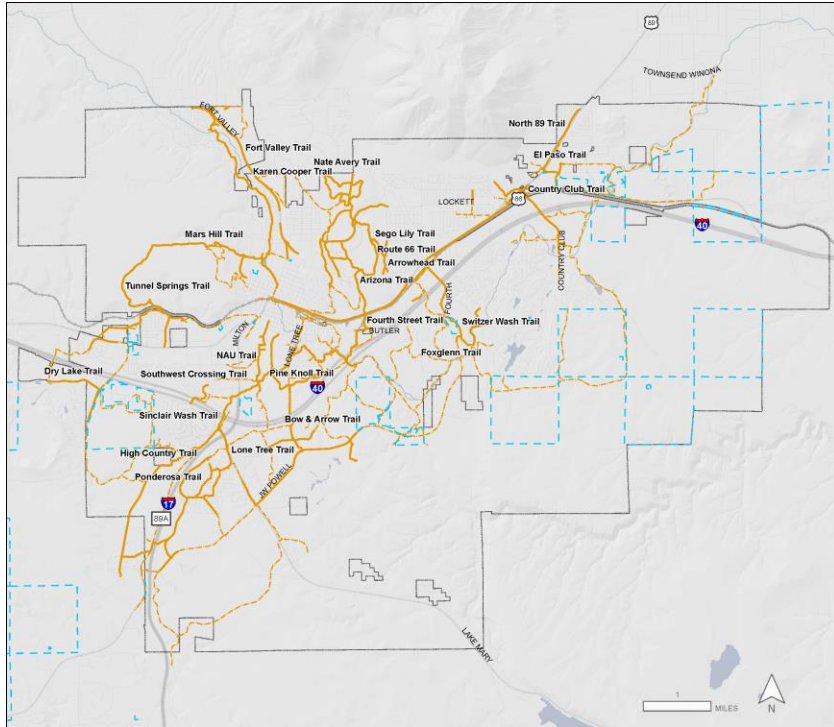
Trail Maps

This has allowed staff to:

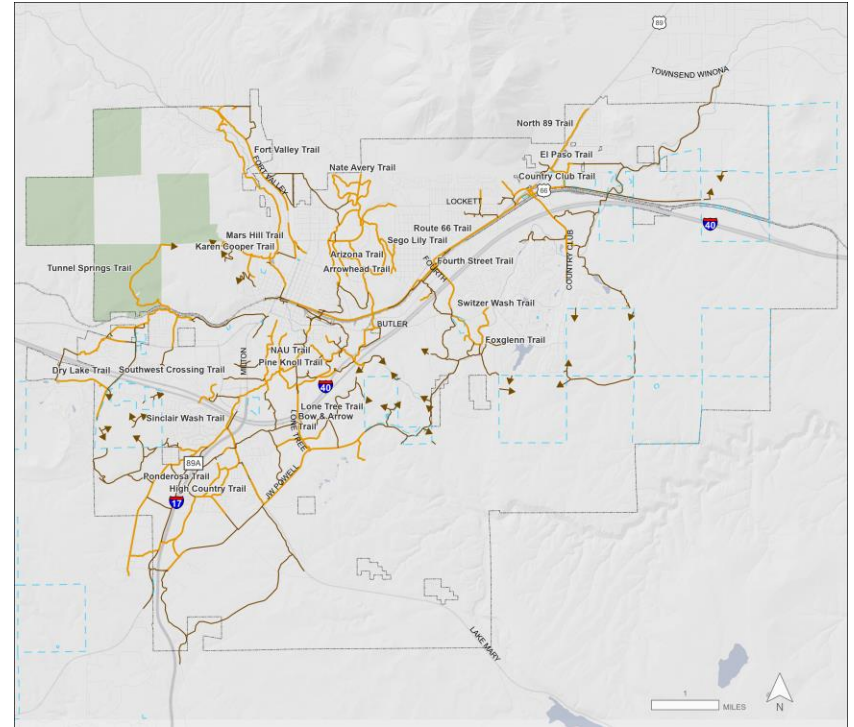
- Coordinate trails across public and private land to be continuous and well designed for the user group
- Manage trail construction costs by following appropriate natural features
- Ensure dedications needed for trail connections are included in the development review process as part of the overall transportation system.



Work Session Pt 3: Trail Maps



60-day Public Review Map



Alternative Arrow Map

Trail Maps

- Arrows or Dashed Lines
- Discussion:
 - Should the planned trails symbology be changed from dashed lines to arrows that give less specificity on exact locations but retain intention?
 - Are there any trail concepts that are missing or areas of future trail planning that should be identified?

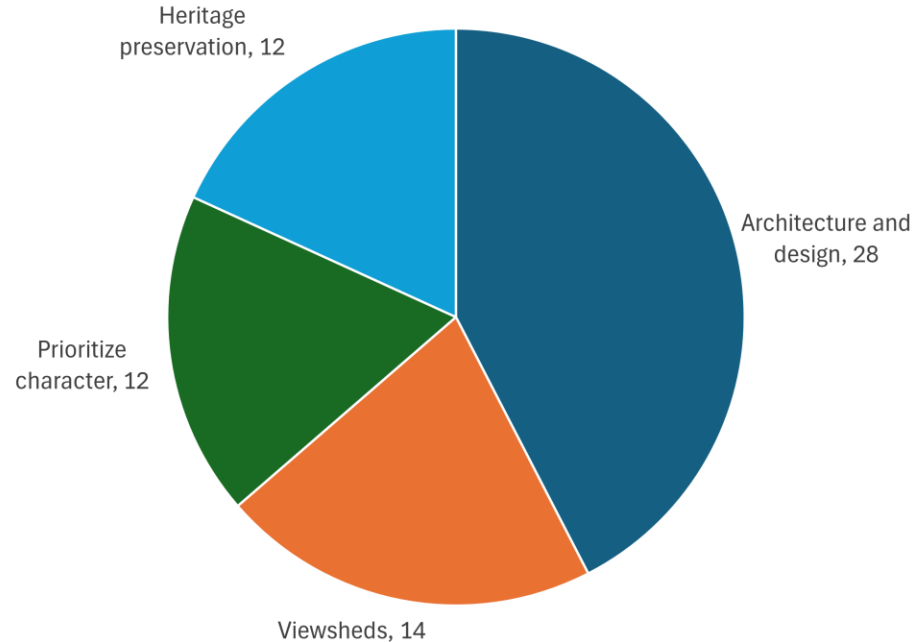
Public Participation

Discussion

Work Session Pt. 4

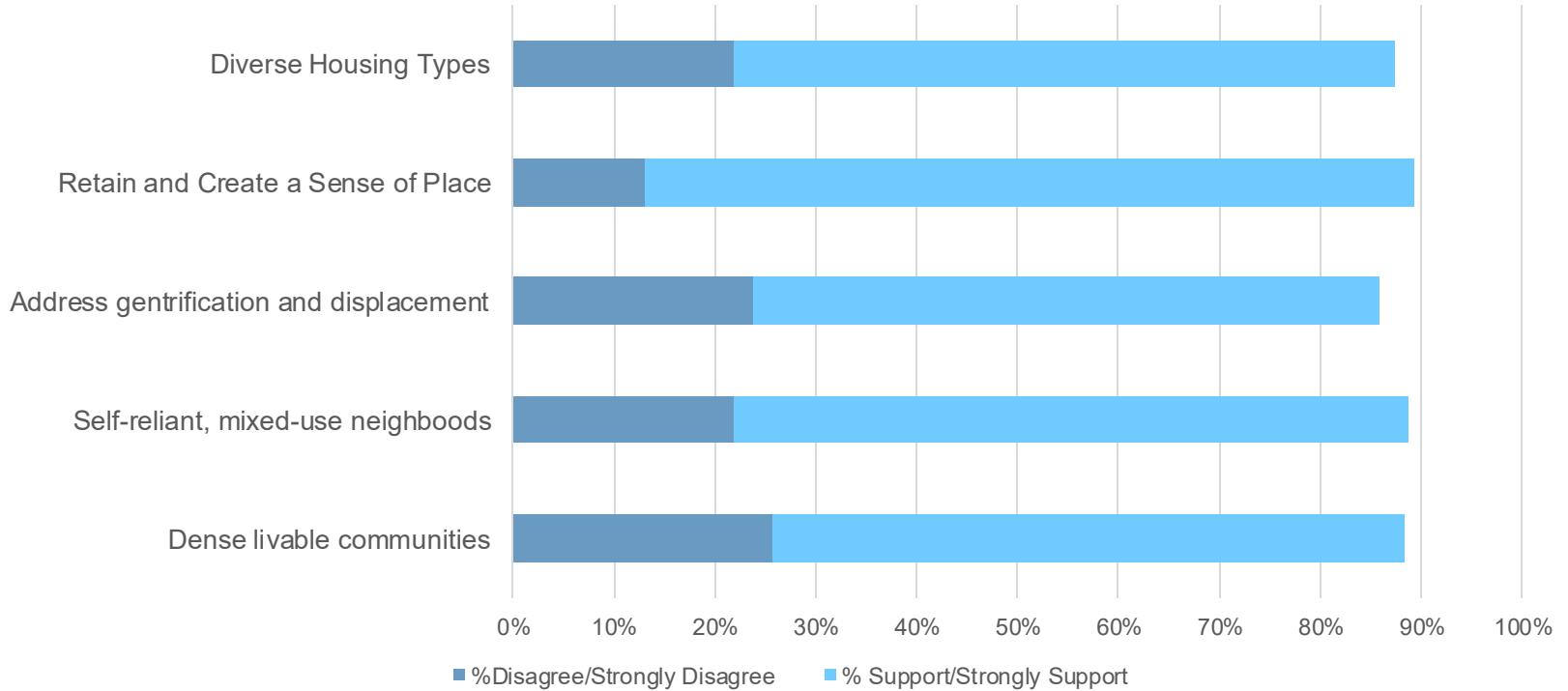
Comments on Community Character/Identity

- 66 comments
- Key topics: lack of design language, viewsheds, balance of densification and character, preserving history and cultural resources



2025 Spring Survey

Plan Emphasis



Sense of Place Best Practices

- Designing visually appealing entrances to public spaces to promote a sense of arrival and sense of place.
- Creating a pedestrian-oriented design at street level to create vibrant and active civic spaces for residents, neighbors, and visitors.

- Repeating the patterns of streets, alleys, buildings, and civic spaces from within nearby historic districts or neighborhoods in the site planning of new development in or adjacent to historic districts.
- Repeating elements of the natural environment and compatible historic design from nearby historic districts in the design of adjacent new development and redevelopment.
- Utilizing design that breaks up building footprints or bulk and mass to ensure transportation connectivity and a comfortable pedestrian environment.

Public Participation

Discussion

Recap

What We Heard

Plan Goals

- **Create unified vision for City AND County**
 - Ensure plan represents all views, incorporates views of those who can't vote on it
- **Priorities**
 - Other strategies to ensure housing attainability and affordability
 - Split Parking from a public and private perspective
 - For Street Design consider costs and accessibility
 - Consider housing costs beyond supply and demand including gentrification and displacement

Potential Changes

Land Use Categories/Map

- **Gentrification/displacement considerations** particularly for **Sunnyside and Eastside neighborhoods**
- **Density considerations: appropriateness of minimum densities** in certain area and ability to address housing concerns
- Clarifying questions on **greenfield development sites** (Master Plan sites)

Potential Changes

Trail Map

- Update trail map with different colors for planned trails that pass through private property

Sense of Place

- Further define what actually create a sense of place for Flagstaff & Coconino County
 - Take out visually appealing entrances
 - Add native landscaping and accessibility
 - Native/indigenous references

What we heard

- Anything we missed?
- Group discussion and reflection on the day

Next Steps