

GROWTH AND LAND USE

This chapter incorporates the Growth, Land Use, Housing, Conservation, Rehabilitation, and Redevelopment elements required by state statute (9-461.05) and Growth and Land use elements required by state statute (11-804).

BACKGROUND

The Regional Plan is a place to share the facts and the details about what has already occurred in the community, where the community is now, and what opportunities lie ahead. The community conversations surrounding growth are the most challenging; they are woven into every map and every piece of guidance the Regional Plan provides to future decision makers, and they incorporate the competing values, needs, and priorities of people throughout the Region.

Finding a balance between conserving what is cared about individually and collectively and charting a future for current residents and the generations to come is difficult. While updating the Regional Plan, the community wrestled with facts, feelings, and values to uncover the choices that are possible concerning what the Region will become and how to steward its future.

Regional Growth Trends 2012-2022

Since 2012, 5,246 new dwelling units have been constructed in the City and 1,590 new dwelling units have been constructed in the County.¹ In the past three decades (1990-2020), the City’s pace of housing production has not kept pace with demand for housing. The community has seen a steady rise in housing costs. Increasingly, people who work in the Region can only afford to live in outlying communities, leading to longer commutes. [See Chapter 5](#) for a discussion of factors influencing the cost of housing, including secondary homes, short-term rentals, and student housing.

TABLE 4-1: SINGLE FAMILY AND MULTIFAMILY DWELLING PERMITS ISSUED 2016-2023 (CITY)²

Year	Single Family Permits	Multifamily Permits	Total Permits
2016	265	537	802
2017	258	469	727
2018	398	10	408
2019	296	117	413
2020	289	388	677
2021	220	473	693
2022	160	352	512
2023	195	592	787

TABLE 4-2: CHANGES TO POPULATION AND HOUSING UNITS 2000-2020 (CITY)³

Year	Housing Units	Increase in Units	Increase in population
2000	21,430		
2010	25,648	+4,218	+12,976
2020	31,369	+5,721	+10,961

SCENARIO PLANNING

As introduced in [Chapter 1](#), the process of creating the Regional Plan was informed by exploratory scenario planning, which helps communities identify issues and plan for the future despite not knowing which specific challenges will emerge. Scenario planning for the Region began with identifying three “critical uncertainties”:


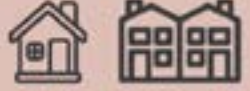
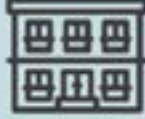

1. How much will the Region’s population grow?
2. How much funding will be available for infrastructure?
3. How much will climate change impact the Region?

Through a series of workshops, the public then helped generate ideas and principles for how the Region should respond. Based on public feedback on vision, growth concepts and principles, and scenario-building “Face the Future” workshops, four initial scenarios were developed, each with a unique set of assumptions. All scenarios assumed the same levels of housing were built and the same job growth using different patterns and scales of development. A Technical Advisory Group made up of experts in various disciplines from the community were consulted on assumptions, to review input, and to verify conclusions.

The scenarios considered in this process assumed that public and private actions could be coordinated through regulations and incentives and that reasonably foreseeable technology projections occur as they are currently forecasted. The Regional Plan cannot regulate or even influence all of the factors that would need to align for the scenarios to occur in the way they are projected. However, the comparison of scenarios informs how the City and County should set goals and policies for what they can influence to create the environment for the better growth outcomes.

The four scenarios showed that centrally located density will be essential to both housing affordability and carbon neutrality as both scenarios C and D were the only scenarios that reduced the cost of housing and significantly reduced auto dependency and lengthy commutes for workers in the Region. Scenario B also showed that new neighborhoods can also support these goals when completed in a manner that allows a greater density and mix of uses.

TABLE 4-3: THE FOUR SCENARIOS

Scenario	Assumptions	Key Findings
<p>A - Business as Usual</p>  <p>Most detached single-family units</p>	<p>All development occurs using existing zoning entitlements.</p> <p>Most single-family detached housing units.</p>	<p>Housing costs are 54 percent higher than today.</p> <p>17 percent fewer workers live in the Region than today.</p> <p>1 percent increase in transportation emissions, 2 percent increase in building emissions.</p>
<p>B - Complete Communities</p>  <p>Most housing diversity</p>	<p>Focus on new neighborhoods and centers.</p> <p>Most housing diversity.</p>	<p>Housing costs are 19 percent higher than today.</p> <p>7 percent fewer workers live in the Region than today.</p> <p>2 percent decrease in transportation emissions, 2 percent decrease in building emissions.</p>
<p>C - Urban Centers and Corridors</p>  <p>Most apartments and condo buildings</p>	<p>Focus on higher density development in centers and corridors.</p> <p>Most apartment or condominium buildings.</p>	<p>Housing costs are 21 percent lower than today.</p> <p>13 percent more workers live in the Region than today.</p> <p>9 percent decrease in transportation emissions, 7 percent decrease in building emissions.</p>
<p>D - Neighborhood Infill</p>  <p>Most attached housing units (i.e. townhomes)</p>	<p>Focus on smaller infill projects in existing neighborhoods.</p> <p>Most attached housing units.</p>	<p>Housing costs are 22 percent lower than today.</p> <p>13 percent more workers live in the Region than today.</p> <p>8 percent decrease in both transportation and building emissions.</p>



Route 66 in Downtown Flagstaff

The Preferred Scenario

The public was asked to evaluate each of the initial four scenarios through a scenario choosing survey, and a Preferred Scenario was developed based on the outcome. The Preferred Scenario was a hybrid of the four scenarios, focusing on Scenarios C and D while including emphasis on compact, single-family development from Scenario B. The Preferred Scenario prescribes allowing more housing density in existing neighborhoods, encouraging compact development along major transportation corridors, and improving the alignment of public infrastructure investments with areas where density is supported. These actions would create more opportunities for attainable housing, help reduce the frequency and duration that residents must drive, and support the Region's progress toward achieving carbon neutrality goals.

The Preferred Scenario was projected to impact growth and land use in the following ways:

» Livability & Attainability

The Preferred Scenario aims to create a more livable and affordable Region by encouraging more compact and diverse housing types throughout established neighborhoods. These housing types include duplexes, triplexes, fourplexes, and cottage courts (also known as "middle housing"), as well as more apartments and mixed-use buildings. Preferred Scenario modeling demonstrated that a combined approach of increasing housing production and producing smaller units in the Region through 2045 could result in a **20-percent reduction in housing costs versus today**, enabling the Region to house more of its workforce locally. Achieving this outcome depends heavily on reducing barriers to creating new housing units.

» Transportation & Infrastructure

A major objective of the Preferred Scenario is the efficient use of scarce public funds. The Preferred Scenario focuses on encouraging more infill growth and investment in existing infrastructure, including along existing public transit lines, rather than expanding future roadways to new growth areas. The Preferred Scenario assumes that already funded projects such as the Lone Tree Overpass and the JW Powell Boulevard Extension are completed, which allows for land in these areas to be opened to housing development. By focusing the future investments on denser infill development, the Preferred Scenario produced the biggest shifts from driving to walking, biking, and transit use. Specifically, it resulted in a **2.9-percentage point increase in the Region's daily share of transit trips, and a 1.8-percentage point increase in the daily share of walking**. These findings demonstrate that targeted investment and infill development will provide some improvement in walking and transit trips. More information on strategies to support these targets further with a healthy environment for walking, biking, and transit are in [Chapter 6, Transportation](#).

» Sustainability & Resilience

The Preferred Scenario showcases how the Region can make progress toward the City's carbon neutrality goals through improvements in building efficiency, lower-carbon energy sources, more compact development, and reduced vehicle dependency. While the Preferred Scenario does not lead to reduced vehicle miles traveled Region-wide, it does result in the biggest reduction in per-household driving of any scenario tested. More compact land use patterns, building efficiency measures in new construction, and reduced driving equate to an **eight-percent reduction in transportation emissions and a seven-percent reduction in building emissions by 2045**.

Integrating Priorities in Growth and Land Use Decisions

The exploratory scenario planning exercises demonstrated that moving forward with Scenario A, "Business as Usual," which mimicked past land-use patterns, will prevent the Region from meeting its affordability, carbon neutrality, energy, water, and transportation goals. The Preferred Scenario illustrates what targets the Region could set to achieve its vision and goals despite uncertainties surrounding population growth, public funding, and the impacts of

Disclaimer: The Preferred Scenario assumed property owners would use existing entitlements in locations where changes were not modeled. The Regional Plan cannot preclude any property owner from using their existing entitlements, even if the scenario demonstrated greater community benefits of different land uses, intensity, and density of a site.

Scenario Planning Process

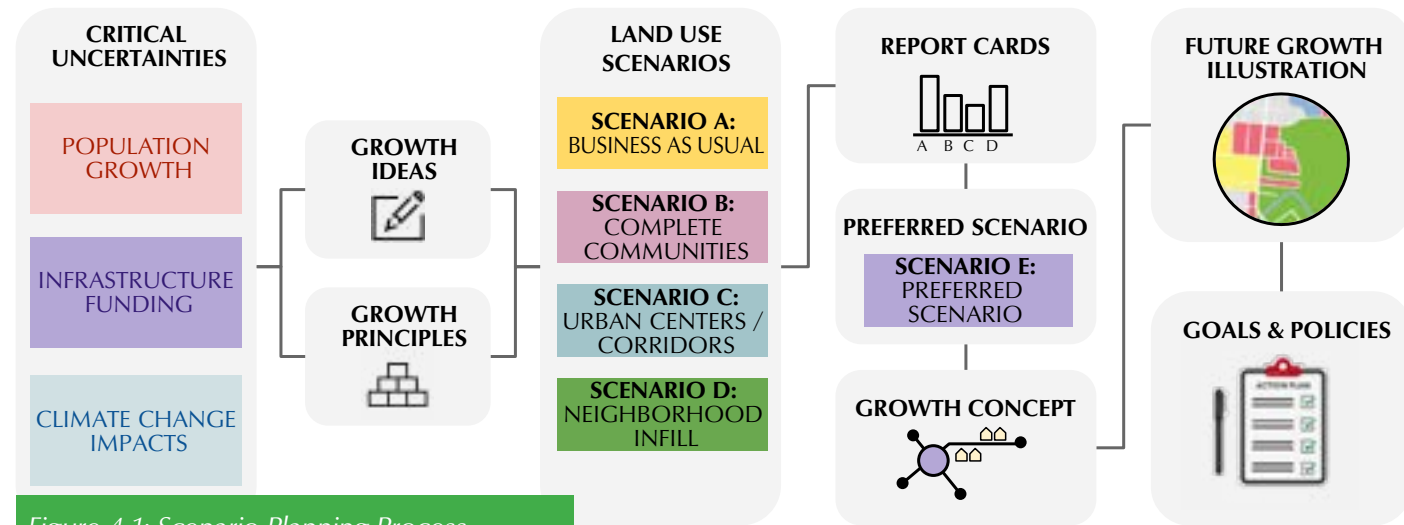


Figure 4-1: Scenario Planning Process

Once finalized, the Preferred Scenario was transitioned into the Region’s “Growth Concept,” which translated the broader land-use characteristics of the Preferred Scenario into categories to use as “building blocks” in the Future Growth Illustration (See [Future Land Use Categories](#)). The Growth Concept assessed the parameters and locations of these building blocks, as well as their general density and mix of uses in consideration of existing entitlements, area and specific plans, possible site limitations, and other City and County policies. Finally, the Growth Concept was presented to the Regional Plan Committee as the basis for the land-use categories and as one of the considerations used to develop the Future Growth Illustration and goals and policies.

Future Growth Illustration

The Future Growth Illustration on the pages that follow is the map that defines the “proposed general distribution and location and extent of land uses for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space and other categories of public and private uses of land as may be appropriate to the municipality.”⁴ The Future Growth Illustration and this chapter’s guidelines set the context for the Regional Plan’s goals and policies. This context influences how a private development proposal, or a public investment, contributes to achieving the Regional Plan’s goals and policies and whether a proposed land-use change conforms to the Regional Plan.

The Future Growth Illustration is built on a framework that defines the types of places that exist in the Region today and others that would be encouraged in the future. It is made up a series of building blocks, which help explain how different parts of the Region relate to one another. For example, the building blocks identify which areas support primarily residential activity versus areas that support more commercial and employment activity. The building blocks are Centers, Corridors, Districts, Neighborhoods, and Landscapes, which are defined for different contexts including Urban, Suburban, Rural, Employment, or University and Research. The following pages go into more detail on each building block and land use category.

The Future Growth Illustration takes into account issues such as access and topography limitations, existing entitlements, and the availability of infrastructure and services to create a coherent vision for how the Region will grow.

An online interactive map is available [here](#).

FUTURE LAND USE CATEGORIES

Each category depicted on the Future Growth Illustration has a set of Category Guidelines, which describe the characteristics anticipated for these areas as they develop or redevelop. The guidelines apply to development proposals seeking a finding of plan conformance⁵ or a plan amendment. The purpose of these guidelines is to determine the appropriateness of a proposal for the Future Land Use Category for Direct-to-Ordinance Zoning Map Amendments⁶ and Conditional Use Permits, if applicable. Appropriate zoning for each Future Land Use Category and the future desired densities for Concept Zoning Map Amendments can be found in the Table of Zoning Compatibility for each Land Use Category. [Flagstaff City Code 10-20.50.040.D](#) describes both types of zoning map amendments. Text amendments to the Zoning Code should focus on Goals and Policies in [Chapter 2](#).

Building Block: Centers

Centers provide basic goods, services, and employment to significant parts of the Region and areas outside it. They may include one or more neighborhoods and serve adjoining neighborhoods. Some Centers may provide unique or specialized opportunities (such as arts and entertainment) that define their character and are best supported by larger markets.

Existing Urban Centers, such as Downtown Flagstaff and the Flagstaff Medical Center, Suburban Centers like South Milton Road, and Rural Centers such as Shadow Mountain Drive in Bellemont, are located around the intersection of major transportation corridors. Centers should contain a mix of housing, jobs, and services at densities that are appropriately scaled to their context (Urban, Suburban, Rural), as well as appropriate transportation and transit infrastructure.

WHAT IS TRANSIT-SUPPORTIVE LAND USE?

Transit does not operate efficiently if destinations, people, and jobs are spread out and difficult to access. Transit-supportive land use is a style of development that puts people and places within easy reach by using transit. The Code Analysis Project has determined that transit supportive densities in the City should be no less than eight dwelling units per acre (duac). The exploratory scenario planning efforts showed the community would realize more benefits from supporting higher-density developments in Centers and Corridors. Increasing density in proximity to existing transit can support higher frequency services. Transit-supportive locations provide people who live, work, and visit the Region with a range of mobility options, services, and recreational opportunities, as well as access to key destinations such as employment centers and schools, within a short distance from their homes. Building to support transit use is the economical and efficient way to add travel capacity without significantly increasing roadway capacity, helping more people travel without increasing travel times. Although it is not a new concept, it could be a new consideration as the Region continues to grow. Successful transit-supportive land use has the following characteristics:

- » **Public Realm:** Streets, sidewalks, and public gathering spaces make up the public realm. Transit-supportive public realms focus on walking. Short blocks are a sign of a well-connected street network. Wider sidewalks and engaging streetscapes make walking feel more comfortable. Bike lanes and crosswalks allow multiple transportation modes to share the roadway.
- » **Physical Form:** Transit-supportive land use does not stop at the sidewalk. The ways that buildings are designed and that vehicles are parked have a significant impact on the way people interact with a neighborhood, corridor, or district. Transit-supportive design principles focus on improving the pedestrian realm. Key features include active ground-floor uses, accessible and inclusive spaces, parking lots that do not front the roadway, and direct pedestrian connectivity from the building to the bus stop.
- » **People:** Activity is the biggest driver of transit ridership. Transit-supportive land use promotes a compact mix of people and jobs. Destinations should be diverse with a mix of uses to keep activity high throughout the day.

Urban Center (UC)

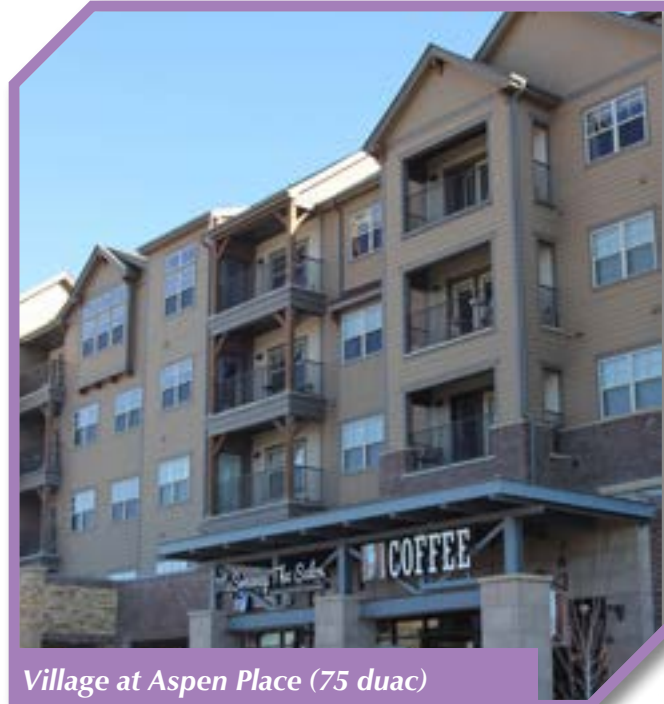
Urban Centers have a higher intensity of people, residences, jobs, and activities. Where feasible, streets and sidewalks are in a grid pattern of relatively small blocks. The area is walkable, and a variety of services and goods is available. Creating large, vehicle-oriented intersections is avoided by introducing more frequent and better connected arterial and collector roadways. Transit-supportive development encourages increasing transit frequency and more stops.

Future Desired Density/Intensity: More than 50 dwelling units per acre

Category Guidelines

Urban Centers should:

- » Be designed based on gridded street systems and consider constraints on connectivity such as topography, the railroad, and highways.
- » Develop high pedestrian, bicycle, and transit connectivity via the street network and improved with dedicated facilities.
- » Encourage residential uses co-located with commercial uses within mixed-use developments.
- » Prefer vertical-mixed uses; buildings that are solely commercial should be a minimum of two stories.
- » Locate midrise apartment buildings without a commercial first floor walking distance from the central commercial area.
- » Locate limited auto-oriented uses such as gas stations, car washes, and drive-through restaurants on major and minor arterials.
- » Allow for limited drive-up booths and drop-off areas for banks, hotels, food and beverage kiosks, and similar uses.
- » Implement managed parking, such as a ParkFlag district.
- » Create central and activated public spaces.
- » Provide connectivity to open spaces and parks within a quarter to one-third of a mile walking distance.
- » Prioritize capital and utility investments to support infill, attainable housing, transit, and walkability.
- » Provide accessibility to ground-floor businesses and community services for pedestrians directly from a public space.
- » Allow for residential and mixed-use buildings facing arterials to be set back for larger pedestrian zones and to reduce noise for residents.
- » Encourage new multi-story, mixed-use buildings to have windows and doors facing sidewalks.
- » Give preference to adaptive reuse of buildings and development of vacant and underutilized parcels over demolishing historic buildings and landmarks.
- » Invest in sidewalks and alleys to provide access and services and, in some locations, to provide attractive and interesting public spaces.



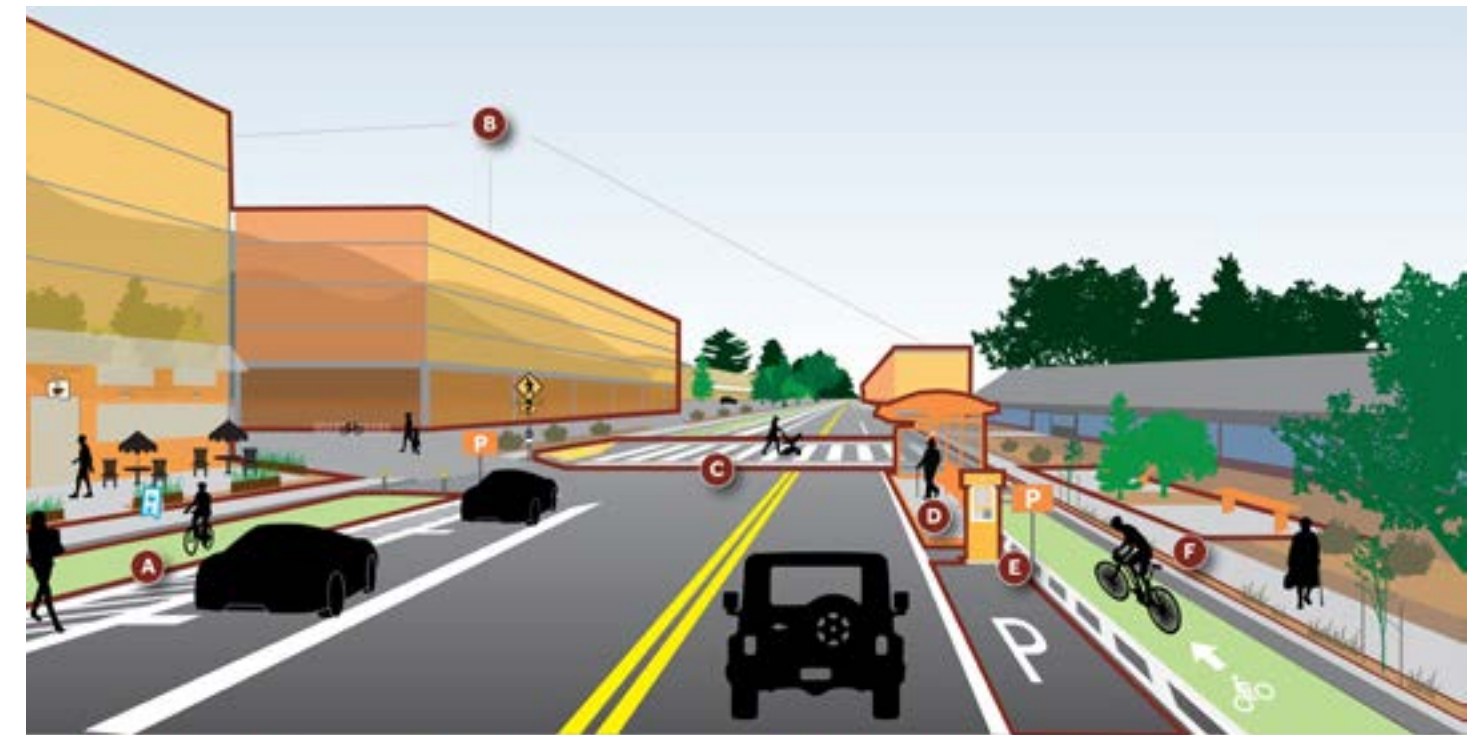
Village at Aspen Place (75 duac)



The Jack (81 duac)

The concept below illustrates a shopping area (top image) that developed into an urban form, with taller, mixed-use buildings and improvements to bicycle, pedestrian, transit, and parking infrastructure (bottom image). The building forms are conceptual and do not reflect specific architectural styles, massing, or details.

Figure 4-2: Current and Desired Condition of an Urban Center



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

Suburban Center (SC)

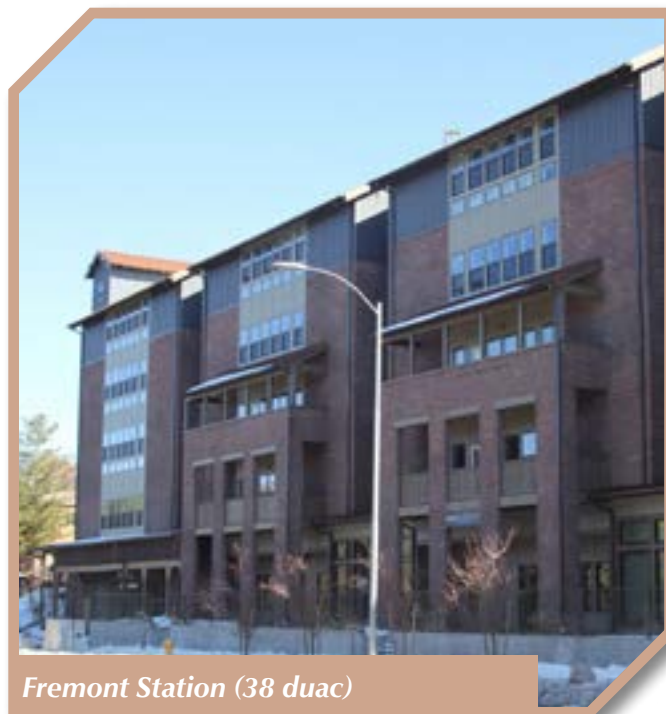
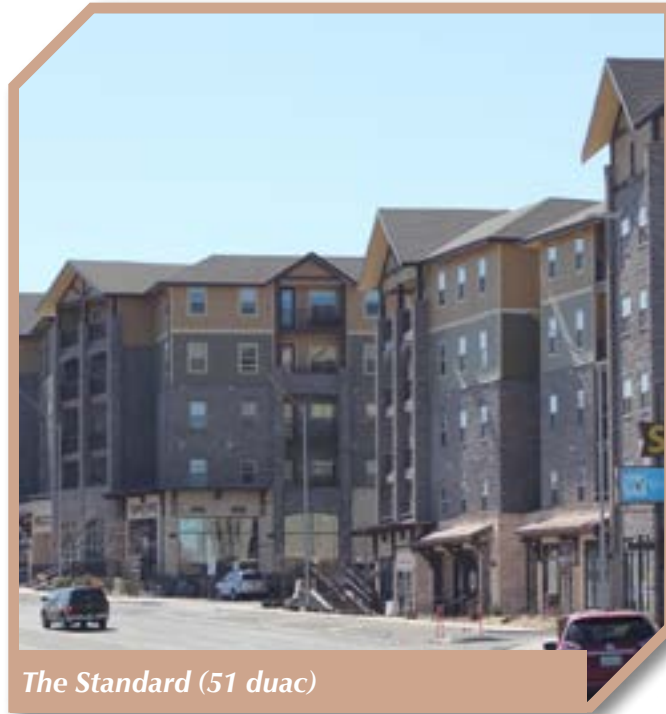
Suburban Centers have a medium-to-high intensity of people, residences, jobs, and activities. The area is walkable, and a variety of services and goods are available. Arterial and collector streets and sidewalks are well connected and support all transportation modes. Separated paths for active transportation are commonly found midblock. Transit-supportive development is desired.

Future Desired Density/Intensity: More than 29 dwelling units per acre

Category Guidelines

Suburban Centers should:

- » Support developments such as horizontal and vertical mixed-use, multistory, large commercial, office, multifamily, and residential.
- » Encourage residential uses co-located with commercial uses within mixed-use developments.
- » Connect bike and pedestrian infrastructure across the block and not solely around the block edges.
- » Encourage transit-supportive development.
- » Use shared parking, managed parking, and cross property access to create efficient parking and circulation that serves multiple properties whenever possible.
- » Develop backage roads and retrofitted street connections using commercial local or collector systems to create access for businesses and mixed-use areas.
- » Consider employment and compatible industrial land uses.
- » Provide connectivity to open spaces and parks within a quarter to one-third of a mile walking distance.
- » Prioritize capital and utility investments to support infill, attainable housing, transit, and walkability.



The concept below illustrates a shopping area (top image) where a taller, mixed-use building has been added and space for parking was reallocated for two-story infill buildings and civic space (bottom image). Pedestrian, bicycle, transit, and parking improvements have also been added. The building forms are conceptual and do not reflect specific architectural styles, massing, or details.

Figure 4-3: Current and Desired Condition of a Suburban Center



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

Rural Center (RC)

Rural Centers are designated locations in unincorporated areas and the edge of the City that are appropriate for locally serving retail and service businesses. Rural Centers serve as focal points for the community in which they are located. Their objective is to reduce the need to travel out of the area to meet day-to-day needs. Development in this category maintains a scale, height, intensity, and architectural character appropriate to the rural community and may include retail, civic and office uses, transit, agricultural uses, and schools.

Future Desired Density/Intensity: More than seven dwelling units per acre

Category Guidelines

Rural Centers should:

- » Include mixed-use and multifamily housing where appropriate.
- » Highly encourage services that support agriculture.
- » Have easily accessible parking in shared lots and street parking.
- » Provide bicycle and pedestrian access to and from nearby commercial and residential areas.
- » Provide park-and-ride services.
- » Provide social gathering places.
- » Provide connectivity to open spaces and parks to the extent possible.
- » Consider equestrian accessibility from rural neighborhoods.
- » The [Arizona State Mining Inspector's Aggregate Protection Guidance](#) recommendations should be followed when considering discretionary land-use decisions.



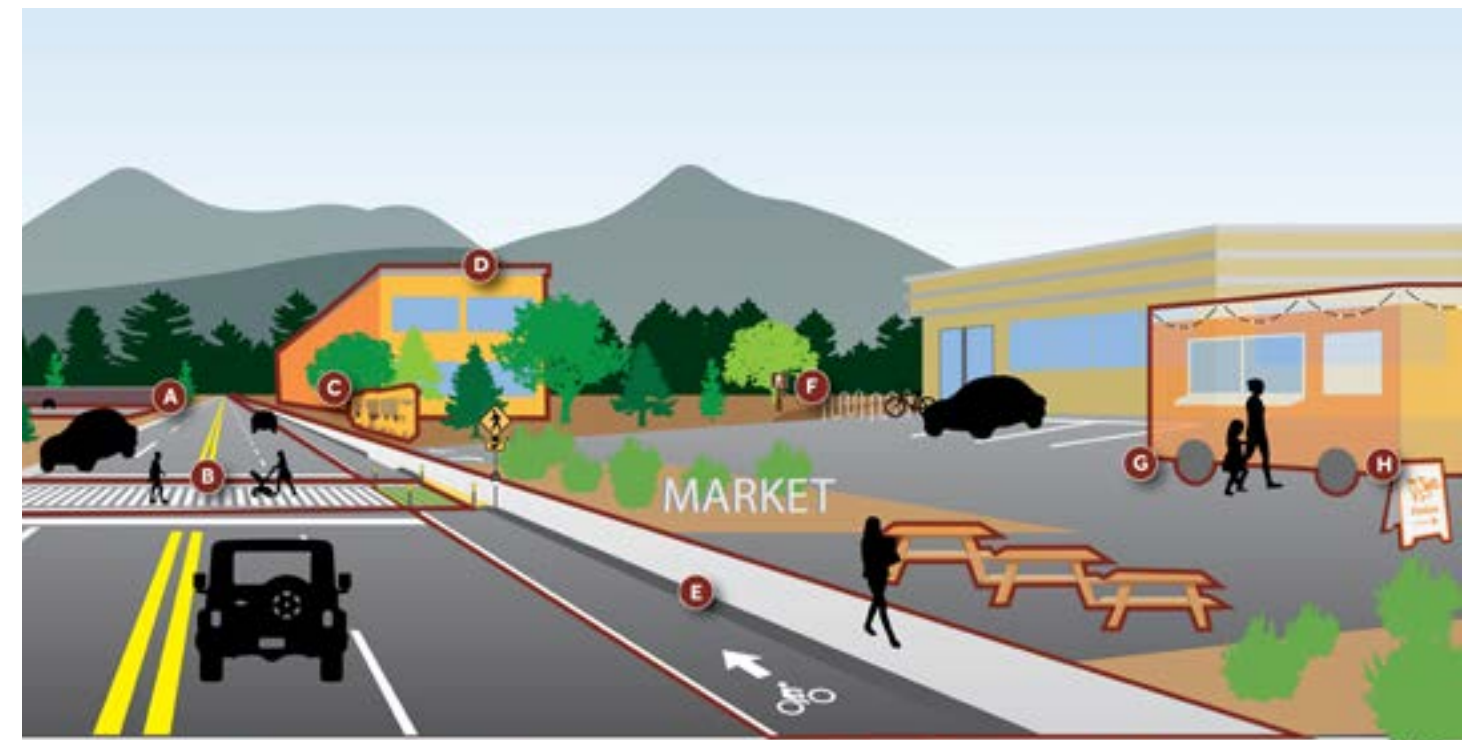
US-89 and Silver Saddle Road



7810 US-89

The concept below illustrates a rural shopping area (top image) that developed into a more active center with a mixed-use building including residential; a temporary produce stall and seating area; and pedestrian, bicycle, and transit infrastructure improvements (bottom image). The building forms are conceptual and do not reflect specific architectural styles, massing, or details.

Figure 4-4: Current and Desired Condition of a Rural Center



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

BUILDING BLOCK: DISTRICTS

There are two types of Districts: Commercial and Employment. Districts have less mixed use than Centers but allow for a variety of uses to support the District's purpose.

Commercial Districts

Urban and Suburban Corridors are linear areas of properties outside of or connecting Centers that have frontage on major roads, emphasize commercial development, and support high-density residential. Auto-oriented commercial uses are more typical in these areas and improvements to safe, convenient bicycle and pedestrian infrastructure and transit facilities are important. The land uses, characteristics, and densities of these areas support residential and commercial development at densities and intensities that are high enough to support transit.

Urban Corridor (UCO)

Urban Corridors are made up of parcels with direct access to arterials and collectors that serve large capacities of people and vehicles for commercial purposes in an urban context outside of Centers. Street parking, active transportation, and transit are encouraged, and pedestrian safety is a priority. Urban Corridors provide well-designed signage, landscaping, and public spaces, with shops, services, and multifamily housing in buildings that front the street. A variety of services and uses meet the daily needs of residents in nearby neighborhoods and the Region.

Future Desired Density/Intensity: More than 29 dwelling units per acre, when residential or mixed use is proposed.

Category Guidelines

Urban Corridors should:

- » Support transit- and pedestrian-oriented commercial development.
- » Encourage residential and office uses located above commercial uses.
- » Develop a system of high-quality, accessible pedestrian, bicycle, and transit facilities along urban corridors.
- » Give preference to vertical mixed use with commercial buildings that are at least two stories tall.
- » Minimize the impact of automotive-oriented uses, such as drive-throughs and car washes, on active transportation facilities.



Route 66 and N WC Riles Street

Suburban Corridor (SCO)

Suburban Corridors are made up of parcels with direct access to arterials and collectors that serve large capacities of people and vehicles for commercial purposes outside of Centers. More intense land uses and pedestrian safety are a priority in this setting. A variety of services and uses meet the daily needs of residents in nearby neighborhoods and the Region.

Future Desired Density/Intensity: More than 20 dwelling units per acre, when residential or mixed use is proposed.

Category Guidelines

Suburban Corridors should:

- » Encourage multifamily residential uses located above and behind commercial uses.
- » Increase the variety of housing types along a corridor where only commercial is present.
- » Develop high-quality, accessible pedestrian, bicycle, and transit facilities on or parallel to them.
- » Provide off-street pedestrian and bicycle facilities at regular intervals to connect with nearby neighborhoods and other residential developments.
- » Allow for automotive-oriented uses and drive-throughs.



2080 S Milton Road

Employment Districts

Employment Districts are larger land areas dominated by a primary employment sector or industrial uses. Sectors may include industrial, commercial, education, technology, transportation, and other appropriate categories. The concentration or nature of the employment can require specialized transportation such as rail and interstate access. The nature of an Employment District may require mitigating impacts to nearby land uses. These areas are some of the Region's economic engines and should be protected against significant encroachment from non-employment uses. While these districts can include housing and commercial uses, they would not be the primary uses. When centrally located, these districts can be well served by public transportation infrastructure and achieve intensities high enough to support transit.

Employment District (EMP)

Employment Districts are for office parks, light and heavy industrial uses, and mixed-use business parks. Their purpose is to support jobs and economic vitality within the Region.

Future Desired Density/Intensity: Desired density is dependent on the compatibility with and pattern of the primary use and surrounding context.

Category Guidelines

- » The [Arizona State Mining Inspector's Aggregate Protection Guidance](#) recommendations should be followed when considering discretionary land-use decisions.
- » Fencing should be limited where riparian areas and wildlife corridors are identified. Wildlife-friendly fencing is preferred in all areas with wildlife corridors.

Proposed commercial or residential uses should prove that they meet the following criteria:

1. The use is part of an overall planned development⁷.
2. The commercial or residential use does not inhibit those uses identified for the specific light industrial, heavy industrial, or business park areas.
3. The use does not encroach on the ability to recruit new business or expand existing businesses, such as: (a) the site characteristics and those of the surrounding area mean that the commercial or residential use is removing the potential for a future office, research and development, business park, or industrial use; or (b) there is sufficient vacant land within the business park to allow for the expansion of the existing industries and complementary uses that can improve their performance.
4. Workforce housing tied to a specific employer in proximity to their workplace may be considered in all employment areas.



Gore Campus



S Flagstaff Ranch and Dark Sky roads

University and Research District (URD)

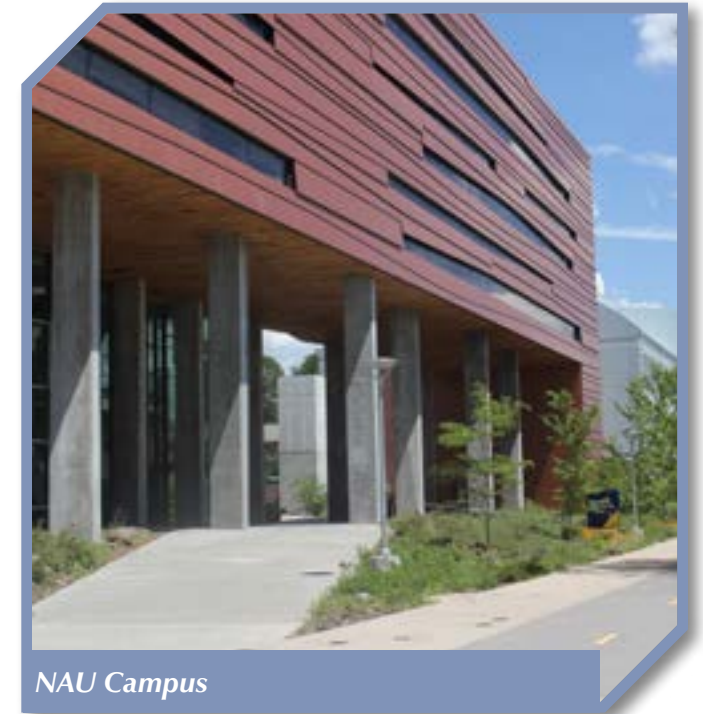
University and Research Districts are places for industry, tourism, research and development, and education that are master planned to support creativity and innovation. They have many features of Employment Districts but are usually anchored by an institutional, medical, or military use. They support research, testing, prototyping and experiential learning as well as more traditional university and business park uses. They may be planned as campuses that allow students, faculty, employees, researchers, and others to live and work in a walkable and cohesive district.

Future Desired Density/Intensity: Desired density is dependent on the compatibility with and pattern of the primary use and surrounding context.

Category Guidelines

University and Research Districts should:

- » Support a mix of uses and campus-like settings that support the anchor institution's mission and purpose, including housing.
- » Allow for public and quasi-public settings.
- » Ensure that the road connectivity and pedestrian and bicycling infrastructure support a park-once environment.
- » Ensure there is access to public transit.
- » Encourage conformance with the [Joint Land Use Study \(JLUS\)](#) for Camp Navajo and the Naval Observatory Station – Flagstaff.



NAU Campus

BUILDING BLOCK: LANDSCAPES

Landscapes are made up of parks, open spaces, recreational lands, federally and state-managed lands, and private inholdings surrounded by National Forests. These areas may be sparsely populated with very low-density housing and have major utility corridors, isolated industrial uses (such as lumbermills and materials mining), agricultural operations, and recreational land uses. The priority for these areas is to provide access to natural landscapes and to conserve natural and cultural resources. They are also essential areas to support rural development and community resilience to many hazards (see [Chapter 8, Parks, Recreation, and Open Space](#), for more information). Landscapes should be managed to maintain low fuel densities.

Parks and Open Spaces

This land-use category supports parks, open spaces, recreational and cultural facilities, and event spaces. See [Chapter 8, Parks, Recreation, and Open Space](#) for more information.

Category Guidelines

- » Prioritize areas that require improvements to achieve a walk of 10 minutes or less to City parks and designated open space for City residents (City only).
- » In urban parks, provide activated and safe public spaces of various sizes where there are gaps in accessibility to open space (City only).
- » Prioritize urban parks in neighborhoods of concentrated low-to-moderate-income households, especially those negatively affected by historical disinvestment, and where the accessibility to parks and open spaces within a 10-minute walk has been diminished or is missing (City only).
- » Ensure that the landscaping, buildings, and activities within urban parks support safety and reflect the character of the surrounding neighborhood.
- » In greenfield sites and new developments, incentivize the creation of public parks and open space that fit the identified needs of the City and County master plans.
- » Ensure that park and open space opportunities are identified in neighborhood and area plans and are included in capital planning and acquisition plans.
- » Design the parking, access points, and entrances and exits of regional parks to support safe and well organized, higher-impact recreational activities such as fairs, expos, rodeos, concerts, performances, farmer's markets, and tournaments.
- » Ensure that regional parks and the nearby neighborhood parks have a balance of amenities that are appropriate to the park classification and context.



Bushmaster Park

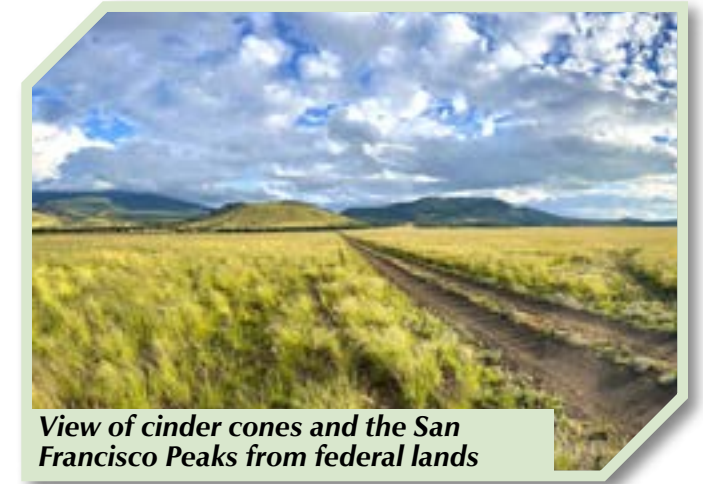
Federal Lands and Working Landscapes - This is a new concept for the Plan

Federal Lands are managed by a federal land management agency or as a Department of Defense installation. Federal properties may also be assigned other land uses.

Working Landscapes are state, city, or private inholdings in large areas of Federal Lands that may contain a residence but may also be managed for natural and cultural resources including sacred sites, forest restoration, research, workforce development and training, ecotourism and facilities, ranching, mining, or other agricultural or industrial uses.

Category Guidelines

- » Development of housing subdivisions should be discouraged on these lands because of lack of infrastructure and access. Employee housing may be appropriate. Residential uses may be developed under existing entitlements.
- » Forestry, mineral extraction, recreation developments, and land uses compatible with surrounding federal land management plans may be considered appropriate uses so long as they do not require extension of water and sewer infrastructure.
- » Development that requires road access should not exceed what is permitted by federal agencies that provide road use permits or easements.⁸
- » Seek opportunities for linking urban trails to public lands.



View of cinder cones and the San Francisco Peaks from federal lands



A timber landing site

BUILDING BLOCK: NEIGHBORHOODS

Neighborhoods focus on providing the Region’s housing and a social community with amenities for residents. Neighborhoods can be defined by architecture, history, and social and familial connections. The scenario planning effort demonstrated that the Region will need incremental increases in density throughout existing neighborhoods, and steady development with increased density in new growth or greenfield areas to address its housing affordability challenge and the impacts of climate change.

Neighborhoods that provide a variety of housing types and have a walkable pattern of development are key to overcoming these challenges. To support active transportation and transit goals, the Region must allow a broad range of denser compact housing types and improve bicycle and pedestrian infrastructure in and between neighborhoods (See [Chapter 3](#) for active transportation maps).

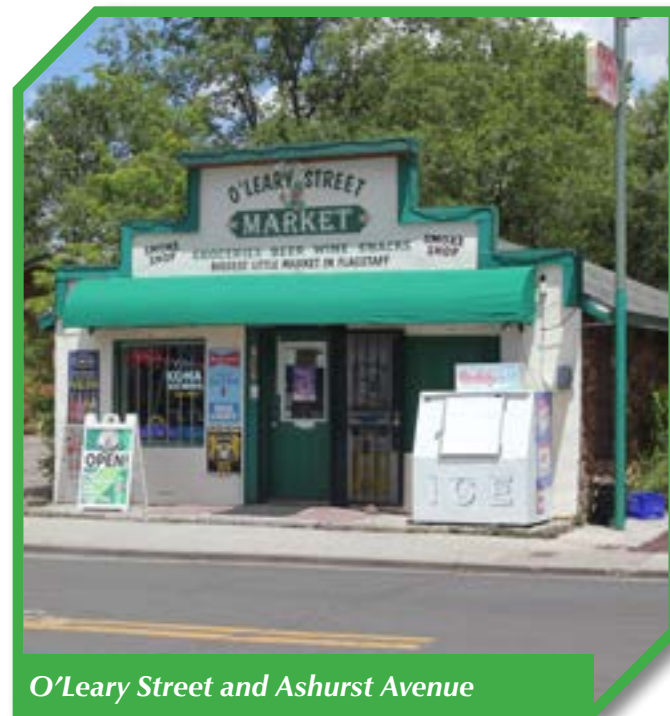
Neighborhood Commercial - This is a new concept for the Plan

Neighborhood Commercial is a subcategory of the uses promoted in Urban and Suburban Neighborhoods. Neighborhood Commercial areas provide public and commercial gathering places and access to a variety of services or goods within walking or biking distance of residents’ homes. They could be anchored by an existing business or neighborhood institution in an otherwise residential area, a park or civic space, or even a single vacant lot with temporary uses. Neighborhood Commercial uses can grow incrementally around an existing commercial business, new areas based on a gap in walkable services in an existing neighborhood, or can be included in the development of greenfield neighborhoods. This incremental approach to commercial development supports community vitality. Some Neighborhood Commercial may remain small, temporary, and seasonal.

Neighborhood Commercial areas are not mapped on the Future Growth Illustration. Their location may be identified as part of new development proposals, in neighborhood plans, or in a city-wide effort. Neighborhood Commercial allows any parcel in a Suburban or Urban Neighborhood to be rezoned to zoning categories that allow low-to-moderate intensity commercial uses of 45 feet or less in height without a plan amendment.

Subcategory Guidelines

- » Potential uses include permanent locations for temporary uses, home-based businesses, food-related retail, stand-alone commercial, and mixed-use buildings.
- » Neighborhood Commercial locations in existing neighborhoods may be identified in neighborhood plans or area plans.
- » Building and zoning codes may be revised to allow by-right, conditional use permits, and lower-cost development for a broad range of temporary and commercial uses in preferred locations.
- » Micro-entrepreneurship support should be provided for Neighborhood Commercial businesses.
- » Neighborhood Commercial locations should be on streets that can support on-street parking or commercial traffic and are safely accessed by pedestrians and bicyclists.



O'Leary Street and Ashurst Avenue

The Neighborhood Commercial concept below illustrates a neighborhood street with an existing store (top image), where additional commercial uses have been added, including a temporary food truck pop-up in a parking lot and a home-based business (bottom image). Pedestrian and bicycle improvements have also been made. The building forms are conceptual and do not reflect specific architectural styles, massing, or details.

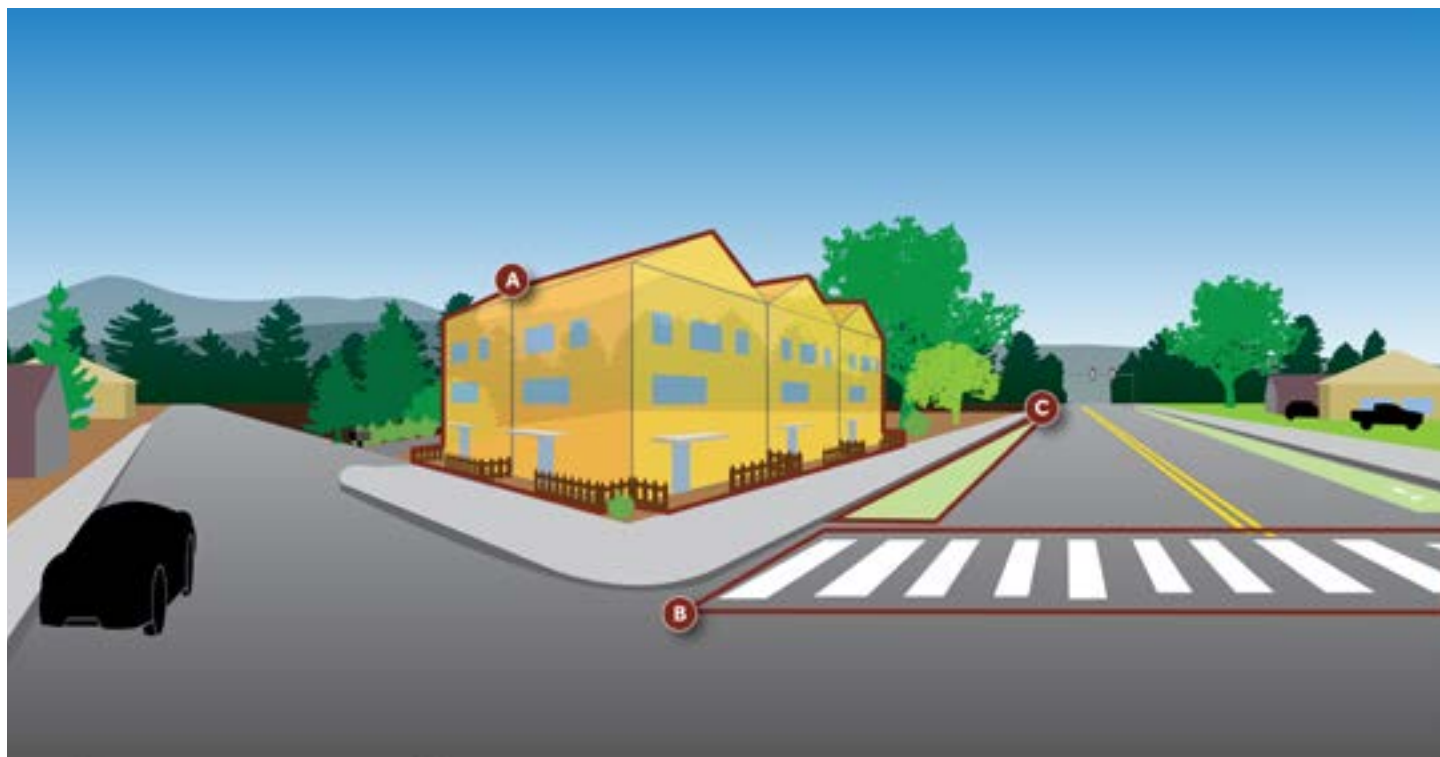
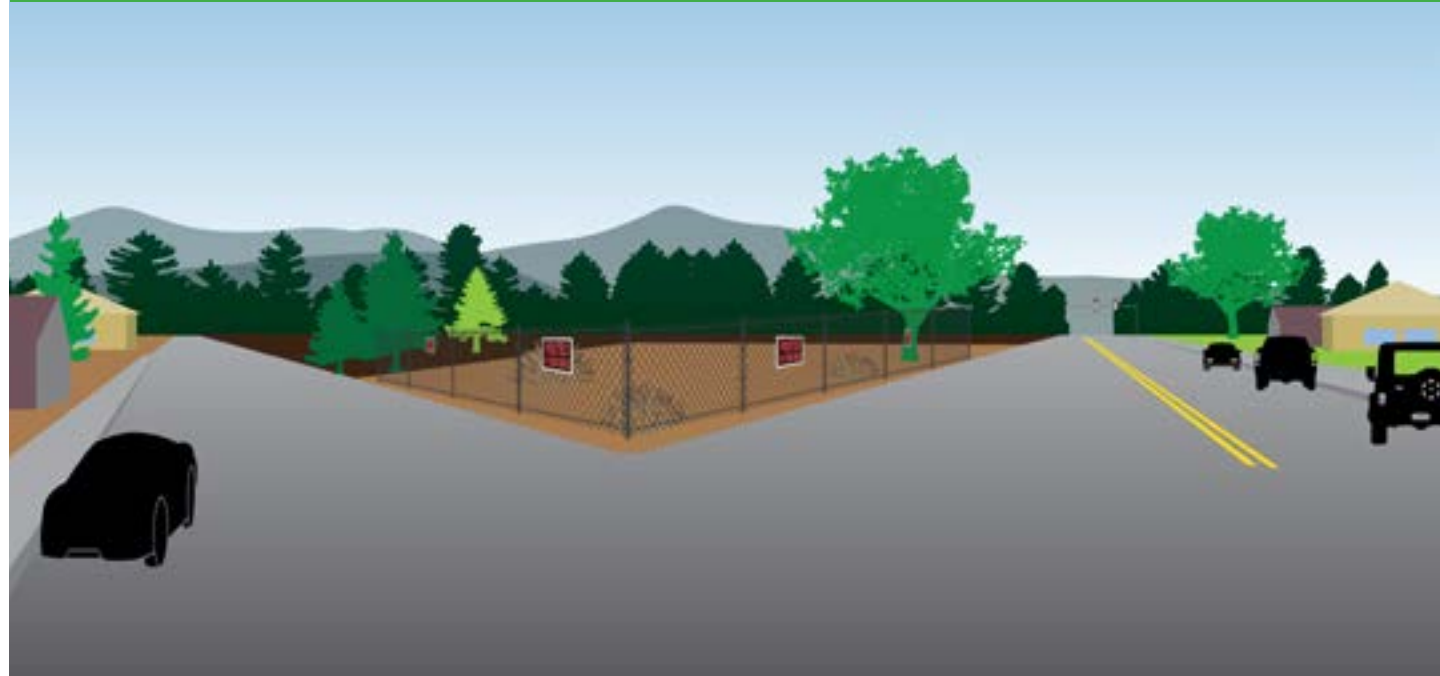
Figure 4-5: Current and Desired Condition of Neighborhood Commercial



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

The concept below illustrates a small, eight-plex apartment building being constructed on a vacant lot (top image and improvements to bicycle and pedestrian infrastructure (bottom image). This is one example of incremental development that could occur in the future in neighborhoods throughout the Region. The building forms are conceptual and do not reflect specific architectural styles, massing, or details.

Figure 4-6: Current and Desired Condition of a Neighborhood Infill Site



- A** Multifamily housing options
- B** Sidewalks
- C** Bike lanes

Urban Neighborhood (UN)

Urban Neighborhoods support a variety of missing middle housing types, such as apartments, townhomes, live-work units, quadplexes and triplexes, duplexes, and single-family housing on small lots with accessory dwelling units. Mixed and commercial uses supporting shops, services, offices, and institutions are also common in Neighborhood Commercial areas.

Future Desired Density/Intensity: More than 20 dwelling units per acre.

Category Guidelines

Urban Neighborhoods should:

- » Support a variety of housing types, intermixed throughout the neighborhood as the predominant housing pattern.
- » Include direct local street connections between Urban Neighborhoods and adjacent centers –supplemented by off-street pedestrian and bicycle connections to improve accessibility to nearby destinations and transit—in the design of new developments.
- » When establishing connectivity in new urban neighborhoods, consider constraints such as topography, the railroad, and highways when building gridded streets.
- » Encourage the creation of more housing units, especially where access to transit is readily available.
- » Design missing middle housing to respect the design traditions of historic neighborhoods.
- » Encourage adaptive reuse to increase the number of units within larger historic structures.

In addition:

- » Industrial uses are limited in Urban Neighborhoods but may be allowed where there is a historic context for them, such as the Southside and Sunnyside neighborhoods.
- » Neighborhood Commercial areas are common in Urban Neighborhoods and are an amenity for nearby residents.



Suburban Neighborhood (SN)

Suburban Neighborhood areas are residential neighborhoods that support a variety of single-family, missing middle, and multifamily housing types, such as single-family homes, duplexes, triplexes, quadplexes, townhomes, and apartments. The street pattern and block sizes may be variable.

Future Desired Density/Intensity:

5-40 duac in the UGB

2-14 duac outside the UGB

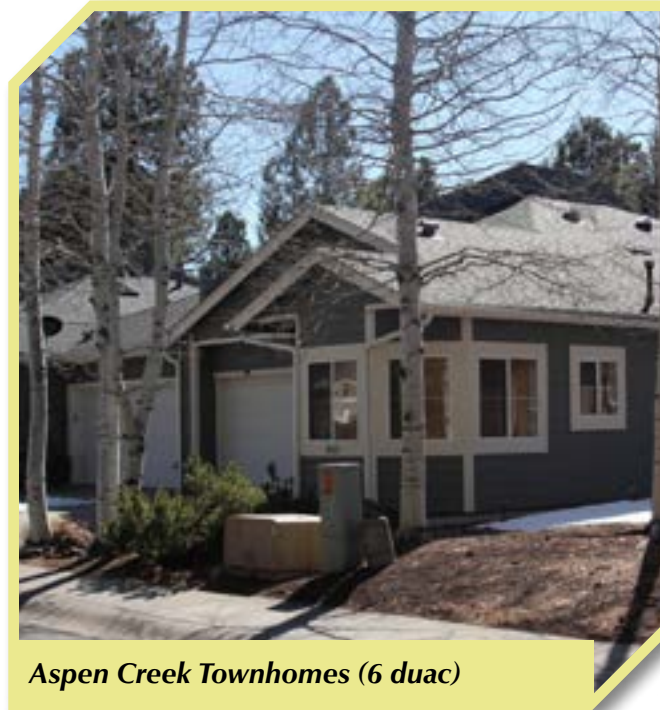
Category Guidelines

Suburban Neighborhoods should:

- » Support low, medium, and high-density housing and a wide variety of missing middle housing types that may be located in larger groupings and blocks compared to Urban Neighborhoods.
- » Promote cluster development to preserve natural and cultural resources with tools such as conservation easements and cluster subdivisions, planned residential or unit development, and transfer of development rights.
- » Allow for housing units to be divided to provide more housing and to have additions that support more units.
- » Have streets that are well organized and provide additional mid-block pedestrian and bicycle access to Centers, Corridors, Neighborhood Commercial, transit stops, parks and open space.

In addition:

- » Home-based businesses, schools, and recreational facilities are appropriate.
- » Neighborhood Commercial areas are common in Suburban Neighborhood and are an amenity for nearby residents.
- » A portion of neighborhoods should be dense enough to support transit (at least 8 duac) in proximity to existing and planned stops.



Aspen Creek Townhomes (6 duac)



Villas on Lake Mary Road (14 duac)

Rural Neighborhood (RN)

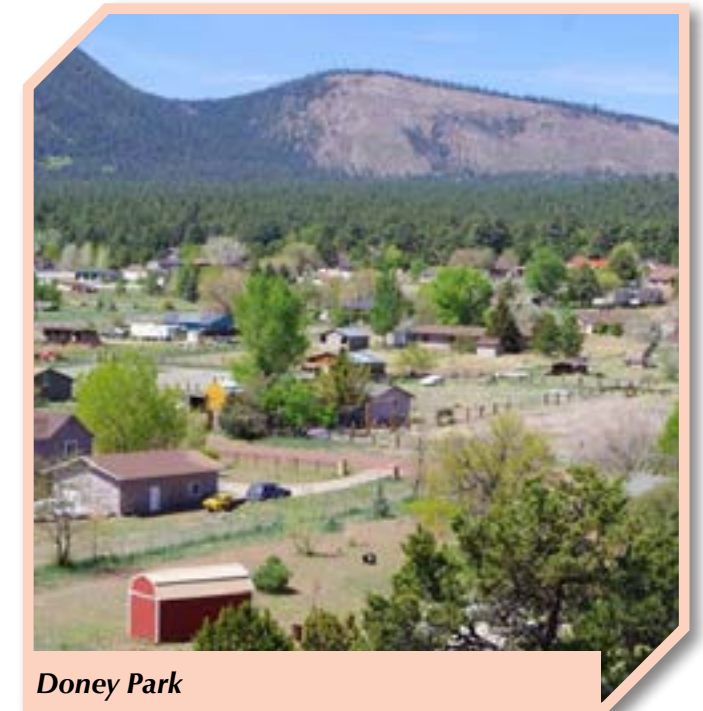
Rural Neighborhoods have a low density of people, residences, jobs, and activities; paved and unpaved two-lane roads with natural edges; and minimally available services and goods for residents. Connectivity to designated paths and trails exists when possible. Rural public transit and opportunities to transfer to carpool and transit commuting may exist. Open space and agricultural uses are abundant.

Future Desired Density/Intensity: 0-4 dwelling units per acre.

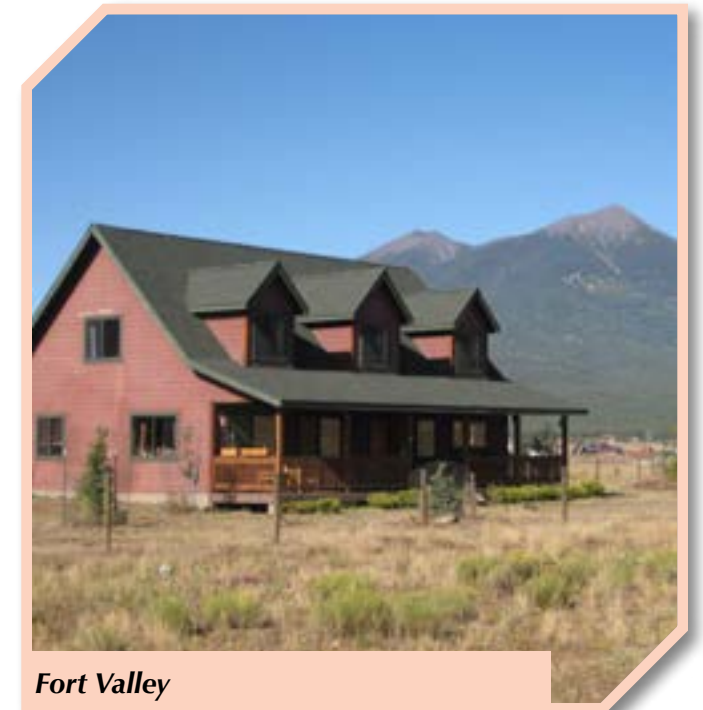
Category Guidelines

Rural Neighborhoods should:

- » Locate houses with large lots appropriately to reduce their risk of fire and flood damage and allow for future emergency, trail, and road access.
- » Permit agricultural uses and home-based businesses with low traffic needs as part of the neighborhood's character.
- » Provide trail access at trailheads, within a short drive from residences, or at an edge of the neighborhood.
- » Limit fencing where riparian areas and wildlife corridors are identified. Wildlife-friendly fencing is preferred in all areas with wildlife corridors.
- » Promote cluster development to preserve natural and cultural resources, and to build infrastructure efficiently, using tools such as conservation easements and cluster subdivisions, planned residential or unit development, and transfer of development rights
- » The [Arizona State Mining Inspector's Aggregate Protection Guidance](#) recommendations should be followed when considering discretionary land-use decisions.



Doney Park



Fort Valley

TABLE OF ZONING COMPATIBILITY FOR EACH LAND USE CATEGORY

City only: Use this table to determine compatible categories for Concept Zoning applications. Direct-to-Ordinance rezonings may use other zoning categories if their proposal conforms to the Category Guidelines in this chapter and Goals and Policies in [Chapter 3](#).

Future Growth Illustration Category	Future Desired Density/ Intensity (duac) ⁹	Existing Compatible Zoning Categories (City) ¹⁰	Existing Compatible Zoning Categories (County)
CENTERS			
Urban Center (UC)	More than 50 duac	CB, CC, HC, NCC, HR, PF	NA
Suburban Center (SC)	More than 29 duac	HC, CC, NCC, HR, PF, RD	NA
Rural Center (RC)	More than 7 duac	SC, CS, NCC, HR, MR, PF, POS	CG-10,000, CN, PC, PRD, PS, RM-10/A, RM-20/A, RS-6,000
COMMERCIAL DISTRICTS			
Urban Corridor (UCO)	More than 29 duac, when residential or mixed use is proposed	CC, CS, HC, NCC, PF, HR	NA
Suburban Corridor (SCO)	More than 20 duac, when residential or mixed use is proposed	SC, CC, CS, HC, NCC, PF, HR	NA
EMPLOYMENT DISTRICTS			
Employment District (EMP)	Desired density is dependent on the compatibility with and pattern of the primary use and surrounding context.	RD, HI, HI-O, LI-O, LI, PF <i>Commercial and residential zones, when complementary to a primary zone in a master planned development, may be allowed.</i>	CG-10,000, CH-10,000, IH-6,000, IL-10,000, IP-20,000, MR
University & Research District (URD)	Desired density is dependent on the compatibility with and pattern of the primary use and surrounding context.	RD, LI-O, LI, PF <i>Limited HI when part of a campus plan. Commercial and residential zones may be allowed when complementary to a primary zone in a master plan or campus plan.</i>	CG-10,000, CH-10,000, IH-6,000, IL-10,000, IP-20,000, PS
LANDSCAPES			
Parks and Open Space (PS)	NA	PF, POS	PS, OS
Federal Lands and Working Landscapes	NA	PLF, PF, POS	Existing entitlements

Future Growth Illustration Category	Future Desired Density/ Intensity (duac) ⁹	Existing Compatible Zoning Categories (City) ¹⁰	Existing Compatible Zoning Categories (County)
NEIGHBORHOODS			
Urban Neighborhood (UN)	More than 20 duac	HR, MR, PF, MH, NCC, CS <i>POS zoning may be considered as an accessory zone to a development project.</i>	NA
Suburban Neighborhood (SN)	5-40 duac in the UGB 2-14 duac outside the UGB	R1, R1-N, MR, HR, PF, POS, MH, SC, NCC	RS zones, RM 10/a, RM 20/a, MHP, RMH, PC, PRD
Rural Neighborhood (RN)	0-4 duac	R1, RR, ER, PF, POS, MH	G, AR zones, RR zones, RS zones, PC, PRD
Legend of Table Abbreviations:		High Density Residential (HR)	Public Lands Forest (PLF)
Duac: Dwelling units per acre.		Highway Commercial (HC)	Public Open Space (POS)
City Zoning Abbreviations:		Light Industrial (LI)	Research and Development (RD)
Central Business (CB)		Light Industrial Open (LI-O)	Rural Residential (RR)
Commercial Service (CS)		Manufactured Housing (MH)	Single-Family Residential (R1)
Community Commercial (CC)		Medium Density Residential (MR)	Single-Family Residential Neighborhood (R1N)
Estate Residential (E)		Neighborhood Community Commercial (NCC)	Suburban Commercial (SC)
Heavy Industrial (HI)		Public Facility (PF)	
Heavy Industrial Open (HI-O)			
County Zoning Abbreviations:		Industrial Park (IP-20,000)	Residential and Manufactured Home Zone (RMH)
Agricultural Residential (AR)		Light Industrial-10,000 sq. ft. (IL-10,000)	Residential Multiple Family-10 units (RM-10/A)
Commercial General-10,000 sq.ft. min (CG-10,000)		Manufactured Home Park (MHP)	Residential Multiple Family-20 units (RM-20/A)
Commercial Heavy-10,000 sq.ft. min (CH-10,000)		Mineral Resource (MR)	Rural Residential (RR)
General-10AC min (G)		Open Space and Conservation (OS)	Residential Single Family (RS)
Heavy Industrial - 6,000 sq. ft. min (IH-6,000)		Planned Community (PC)	
		Planned Residential Development (PRD)	
		Public and Semi-Public (PS)	

For more information on City and County zones, see the [City of Flagstaff Zoning Code 10-40](#) and the [Coconino County Zoning Ordinance](#).

This table should be updated as part of the ordinance for Zoning Code Text Amendments concurrently without the need for a separate plan amendment process. If one jurisdiction adopts a change to the table or map, the other entity can update its version administratively with a notice at a City Council or Board of Supervisors' meeting.

Density Calculations:

1. Density is calculated using the methods and procedures outlined in the respective Zoning Code of the City or County.
2. If proposed as part of a master block plat or specific plan, density can be calculated across the entire area included within the plat or plan.
3. Requests to rezone into one of the Existing Compatible Zoning Categories are assumed to be in conformance with the land-use category's Future Desired Density. The current allowable densities may fall below the future desired densities until the City and County Zoning Codes are amended to allow for greater density and intensity in accordance with the Regional Plan.
4. Calculations of density for the purpose of Regional Plan conformance may exclude use of density bonuses.
5. New transect zones would be adopted through the creation of a Traditional Neighborhood Community Plan, which would focus on achieving desired future density and intensity. They are therefore considered appropriate in Urban land use categories.
6. Commercial or industrial parcels that do not include housing should not be included in the density calculation.

Chapter 4 Endnotes

1. *Comparable data is not available for the Region.*
2. *City of Flagstaff data.*
3. *City of Flagstaff, Housing and Community Sustainability Nexus, 2008; US Census Bureau, 2020 Decennial Census.*
4. *ARS 9-461.05.*
5. *These are called "Findings of Fact" in the Coconino County Zoning Code Chapter 5.*
6. *Coconino County, as of 2024, requires a site plan with all applications for public hearing, which is equivalent to the Direct-to-Ordinance process in the City. Therefore, all County rezoning cases would use the Category Guidelines.*
7. *A planned development may be achieved in a number of ways.*
8. *Federal agencies will only permit one access route to private lands per law and regulation, and only if there are no other viable access options. The Forest Service will not be able to permit additional access routes for emergency egress lands on National Forest System lands if there is already reasonable access to the property.*
9. *Future desired densities may not be allowed under the existing zoning. The purpose of identifying these desired densities is to encourage future zoning code updates to be compatible with desired future densities. Not all of the compatible zones are required to meet the future desired density in future updates.*
10. *New transect zones would be adopted through the creation of a Traditional Neighborhood Community Plan, which would focus on achieving desired future density and intensity. They are therefore not listed in the table.*