

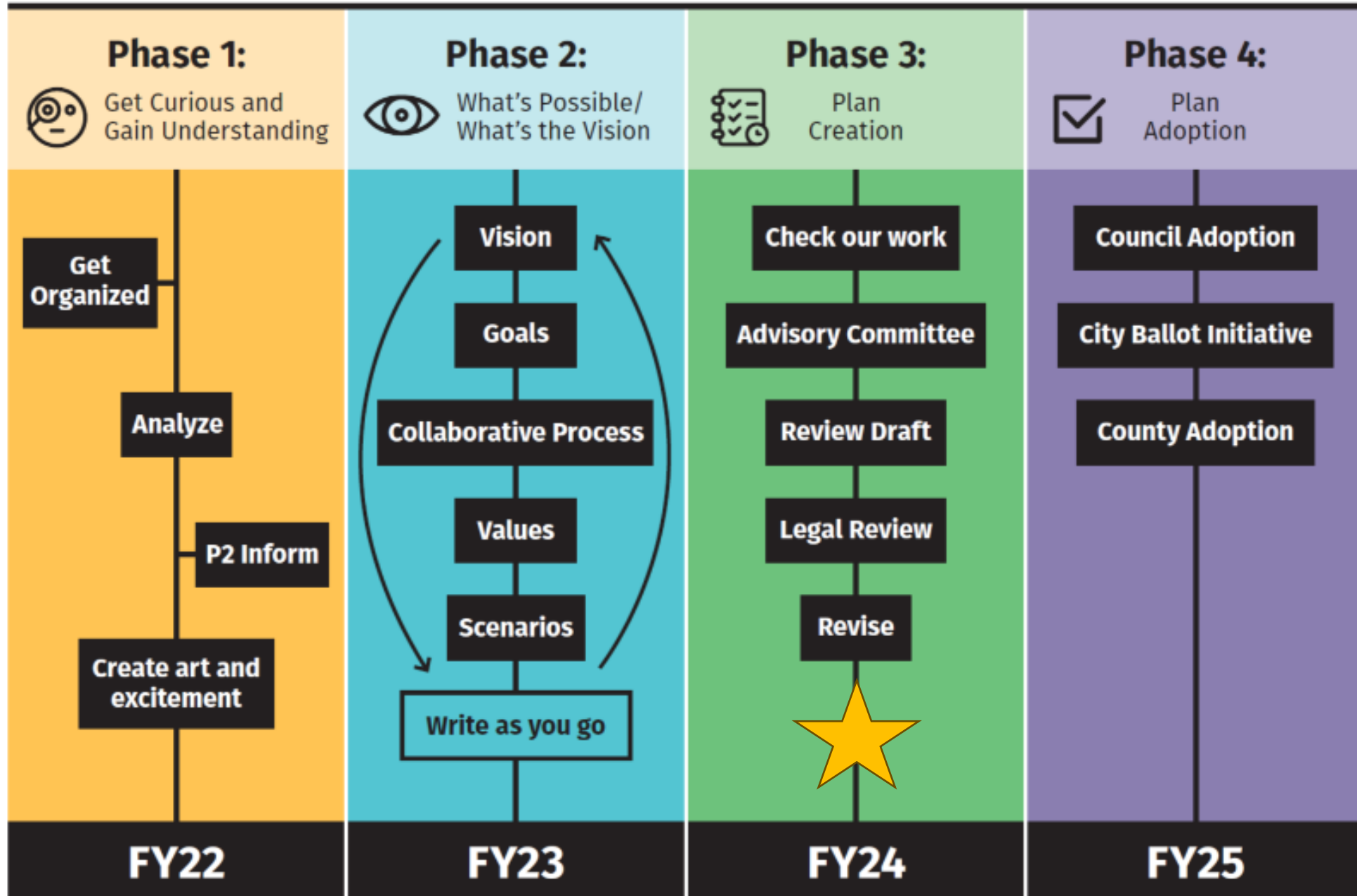
Regional Plan Implementation

Sara Dechter, AICP

June 24, 2025



Regional Plan 2045 Update Process





Objectives



- Get feedback on the intention for plan implementation
- Review two items from the Retreat:
 - Hospitality Overlay
 - Trails Map



Critical Success Factors

- **Feasible and Implementable**
- User friendly and concise
- **Reflects community values**
- Incorporates diverse cultural perspectives of land, water and natural resources.
- Incorporates critical thinking about vulnerabilities, uncertainties and complexities
- Considers the vision of different area plans appropriately
- Clarifies activity centers and how they will be achieved
- **Addresses cost constraints and affordability concerns for the community**

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





Process and Costs

How is the process of implementing the Plan related to costs and affordability?

More complex requirements and conflicting policies can:

- 1) Reduce the area of a site that can be developed
- 2) Increase the cost of development by adding additional requirements
- 3) Add uncertainty to the process
- 4) Slow progress towards plan priorities

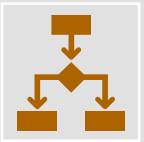


Process and Values

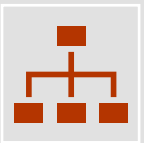
How is the process of implementing the Plan related to community values?



Competing community values are inherent in land use planning.



The priorities, goals, policies are set to reflect community values.



To ensure the plan is implementable, there should be a clear process for how competing values would be resolved considering the priorities.



State requirements

9-462.01. Zoning regulations; public hearing; definitions

F. All zoning and rezoning ordinances or regulations ...

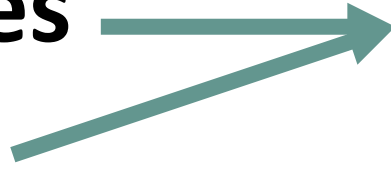
- 1) Shall be consistent with and conform to the adopted general plan...*
- 2)Conforms with the **land use element** of the general plan if it proposes land uses, densities or intensities within the range of identified uses, densities and intensities of the land use element*
- 3) In the case of uncertainty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



The Plan and City Code

The Plan

- Amendment categories
- **Land use categories**
- **Goals and policies**
- Action items
- Required elements



The Code (Titles 10 and 11)

- Process for amendments
- **Findings of Conformance**
- Application requirements
- Impact Analysis
- Zoning Categories
- Standards and Guidelines for all development



What did we require in the past?

Flagstaff Regional Land Use and Transportation Plan (2001)

- Conformance to this plan was only based on the Land Use Plans and Roadway System Plan.
- Focus on approving specific land uses.
- Had a Neighborhood Commercial land use.
- Had a Planning Reserve Area that did not have land use designations.
- Had 19 goals and 88 policies that were rarely used in conformance analysis



What did we require now?

Flagstaff Regional Plan 2030 (2014)

- Conformance to this plan was based goal and policy analysis.
- Area-place types are used to determine if a major or minor plan amendment is required.
- Areas types provide some additional policies.
- 97 goals and over 500 policies that are applied as they are applicable.



Code-Plan relationship

Findings for Zoning Map Amendments (Title 10)

- (1) The proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans;
- (2) The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City and will add to the public good as described in the General Plan;



Code-Plan relationship

Findings for Text Amendments (Title 10)

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

Findings for Specific Plans (Title 11)

- (1) No Specific Plan may be adopted or amended unless the proposed plan or amendment is in substantial conformance with the General Plan.



Code-Plan relationship

Findings for Regional Plan Amendments (Title 11)

How the proposed amendment(s) will affect the vision expressed in the written goals, objectives and policies of the General Plan that are most relevant to the proposed amendment. When a proposed amendment(s) is inconsistent with General Plan goals, objectives and policies, the proposed amendment(s) must include one (1) of the following:

- (1) Justification for an exception to the written goals, objectives, and policies; or
- (2) A proposal to modify or eliminate the inconsistent goals, objectives, and policies;



Implementability

Changes to Chapter 4 based on the Retreat discussion

1. Make the levels of density more uniform
2. Add clarity on when the zoning applies and when the density ranges do.
3. Add subcategories to the Future Land Use Category Guidelines
4. Move some policies and guidelines into a section with Guidelines for all land use categories.
5. Think about ways the Code could be updated to make findings of conformance clearer



HIGH DENSITY HOUSING (H)		
Density	Housing Type	Location
31 or more dwelling units per acre	Multi-Family Apartments (3 stories or more), Vertical and Horizontal Mixed Use	Urban and Suburban land use categories that support vertical mixed use development. Transit centered. Integrated community and recreational spaces. May be located on major roads.



MEDIUM-HIGH DENSITY HOUSING (MH)		
Density	Housing Type	Location
15 to 30 dwelling units per acre	Duplexes, Triplexes, Quadplexes, Multi-Family Apartments (3 stories or more), Live/Work Units, Vertical and Horizontal Mixed Use	Urban and Suburban land use categories where housing, commercial uses, and jobs are intermixed. Transit supportive.



MEDIUM DENSITY HOUSING (M)		
Density	Housing Type	Location
5 to 14 dwelling units per acre	Detached Single Family, Attached Single Family, Accessory Dwelling Units, Duplexes, Triplexes, Quadplexes, Multi-Family Apartments (2-3 stories), Live/Work Units	Urban and Suburban land use categories with highly connected bicycle and pedestrian infrastructure, where housing can be set back from major roads. Higher densities in this range should be located close to major roads, commercial areas, and may be located where there is existing or planned transit. Lower densities should be located in areas with significant natural and cultural resources to be preserved.



LOW DENSITY HOUSING (L)		
Density	Housing Type	Location
0 to 4 dwelling units per acre	Farms, Ranches, Detached Single Family, Clustered Housing, Accessory Dwelling Units	Rural and Suburban land use categories where there are significant natural or cultural resources being preserved, agricultural uses, or limited infrastructure.

Updated Density Ranges

- Density grouped into 4 categories
- High Density exceeds current High Density Residential Zoning.

TABLE OF ZONING COMPATIBILITY FOR EACH LAND USE CATEGORY

City only: This table is used to determine compatible zoning categories for findings of conformance and related Category Guidelines. If an application is requesting a zoning category other than those listed below, it may be considered if the proposal meets the future desired density and intensity and conforms to the Category Guidelines in this chapter. Future Desired Density/Intensity is not considered when the requested zoning category is compatible.

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)	H, MH	CB, CC, NCC, HR, PF	NA
Suburban Center (SC)	H, MH	HC, NCC, HR, PF, RD	NA
Rural Center (RC)	MH, M	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)	H, when residential or mixed use is proposed	CS, CC, NCC, PF, HR	NA
Suburban Corridor (SCO)	H, MH when residential or mixed use is proposed	SC, 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)	H, MH MH, M in a historic district	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)	H, MH, M in the UGB M, L 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)	L	R1, RR, ER, PF, POS, MH	G, AR zones, RR zones, RS zones, PC, PRD
Legend of Table Abbreviations:		High Density Residential (HR) Highway Commercial (HC) Light Industrial (LI) Light Industrial Open (LI-O) Manufactured Housing (MH) Medium Density Residential (MR) Neighborhood Community Commercial (NCC) Public Facility (PF)	Public Lands Forest (PLF) Public Open Space (POS) Research and Development (RD) Rural Residential (RR) Single-Family Residential (R1) Single-Family Residential Neighborhood (R1N) Suburban Commercial (SC)
County Zoning Abbreviations:		Industrial Park (IP-20,000) Agricultural Residential (AR) Commercial General-10,000 sq.ft. min (CG-10,000) Commercial Heavy-10,000 sq.ft. min (CH-10,000) General-10AC min (G) Heavy Industrial - 6,000 sq. ft. min (IH-6,000)	Residential and Manufactured Home Zone (RMH) Residential Multiple Family-10 units (RM-10/A) Residential Multiple Family-20 units (RM-20/A) Rural Residential (RR) Residential Single Family (RS)

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:

- Density is calculated using the methods and procedures outlined in the respective Zoning Code of the City or County.
- 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.



Future Growth Illustration

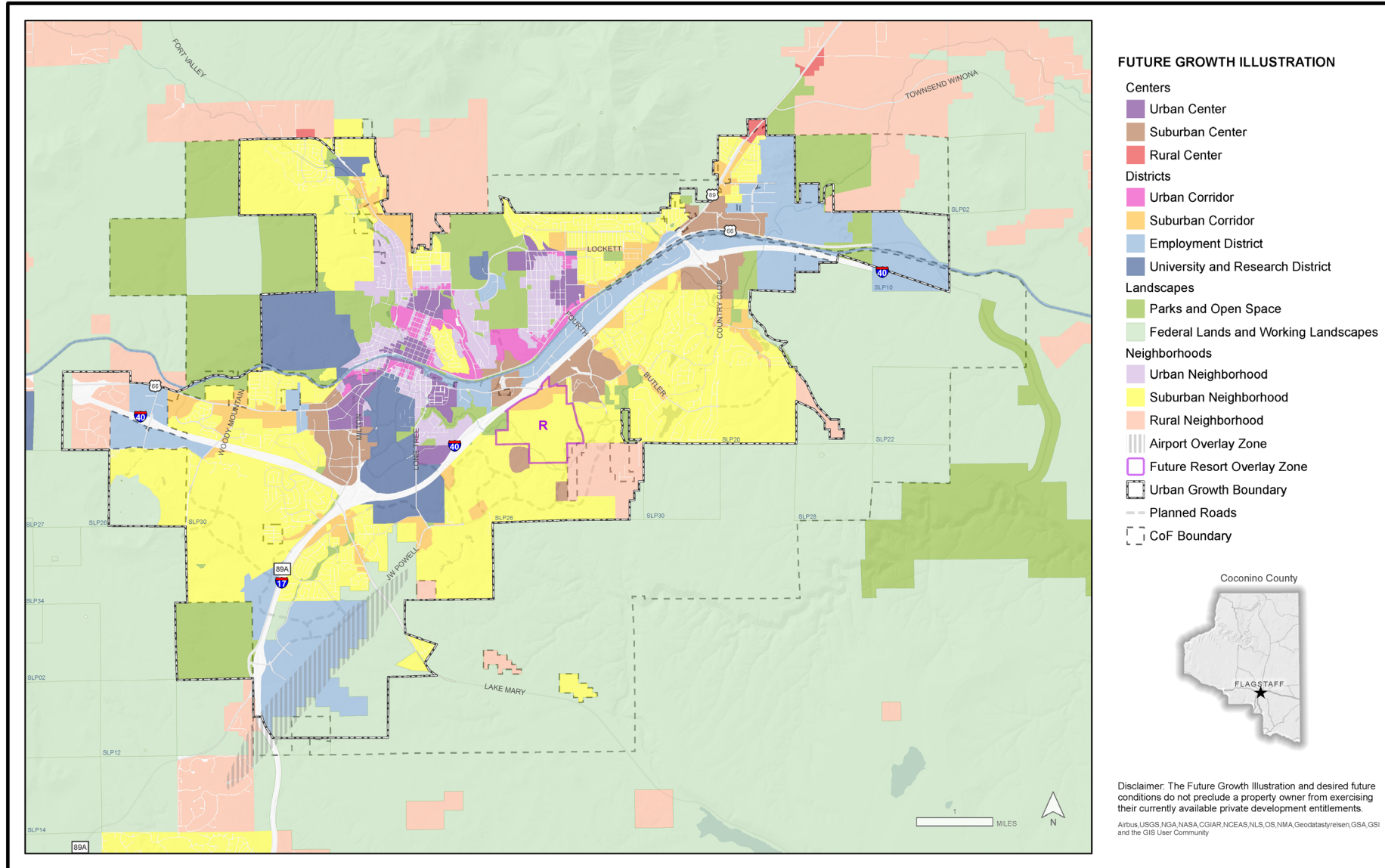


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EMPLOYMENT DISTRICTS			

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<p>Legend of Table Abbreviations:</p> <p>Duac: Dwelling units per acre.</p> <p>City Zoning Abbreviations:</p> <table border="0" style="width: 100%;"> <tr> <td style="width: 33%;">Central Business (CB)</td> <td style="width: 33%;">High Density Residential (HR)</td> <td style="width: 33%;">Public Lands Forest (PLF)</td> </tr> <tr> <td>Commercial Service (CS)</td> <td>Highway Commercial (HC)</td> <td>Public Open Space (POS)</td> </tr> <tr> <td>Community Commercial (CC)</td> <td>Light Industrial (LI)</td> <td>Research and Development (RD)</td> </tr> <tr> <td>Estate Residential (E)</td> <td>Light Industrial Open (LI-O)</td> <td>Rural Residential (RR)</td> </tr> <tr> <td>Heavy Industrial (HI)</td> <td>Manufactured Housing (MH)</td> <td>Single-Family Residential (R1)</td> </tr> <tr> <td>Heavy Industrial Open (HI-O)</td> <td>Medium Density Residential (MR)</td> <td>Single-Family Residential Neighborhood (R1N)</td> </tr> <tr> <td></td> <td>Neighborhood Community Commercial (NCC)</td> <td>Suburban Commercial (SC)</td> </tr> <tr> <td></td> <td>Public Facility (PF)</td> <td></td> </tr> </table>				Central Business (CB)	High Density Residential (HR)	Public Lands Forest (PLF)	Commercial Service (CS)	Highway Commercial (HC)	Public Open Space (POS)	Community Commercial (CC)	Light Industrial (LI)	Research and Development (RD)	Estate Residential (E)	Light Industrial Open (LI-O)	Rural Residential (RR)	Heavy Industrial (HI)	Manufactured Housing (MH)	Single-Family Residential (R1)	Heavy Industrial Open (HI-O)	Medium Density Residential (MR)	Single-Family Residential Neighborhood (R1N)		Neighborhood Community Commercial (NCC)	Suburban Commercial (SC)		Public Facility (PF)	
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	Public Facility (PF)																										

Pause for Questions before Examples





Example 1

Owner wants to rezone a property from RR to R1

- The property is in a Suburban Neighborhood.
- No plan amendment required because R1 is a compatible zone listed on the Table.
- Conform to SN guidelines

- The property is in a Rural Neighborhood.
- No plan amendment required because R1 is a compatible zone listed on the Table.
- Conform to RN guidelines



Example 2

Owner wants to build apartments in a Suburban Corridor (SCO)

- Current Zoning is Highway Commercial (HC).
 - Allowed with a Use Permit using High Density Residential (HR) standards.
 - Allowed by right as part of a mixed use development.
- Current Zoning is R1.
 - Zoning Map Amendment to HC or HR required.
 - Apartments meeting HR requirements allowed because HC and HR are a compatible zones listed on the Table.
 - Conform to SCO guidelines



Example 3

Owner wants to build 5 story apartments in a Suburban Neighborhood (SN)

- Current Zoning is Highway Commercial (HC).
 - Allowed with a Use Permit using HR standards
 - Allowed by right as part of a mixed-use development.
- Current Zoning is R1.
 - Zoning Map Amendment to HC or HR
 - No plan amendment required because high density is a desired future density in SN
 - Conform to SN guidelines



Example 4

Property in Rural Neighborhood proposed for subdivision

- Rezoning to R1
 - No Plan amendment required because R1 is a compatible zone RN
 - Conform to Rural Neighborhood policies
- Rezoning to R1 and MR to allow for missing middle housing near intersection
 - Minor Plan Amendment because MR is not a compatible Zone
 - Conform to Suburban Neighborhood policies



Example 5



Owner wants to build 8 unit apartments in a UN

- Currently zoned CC
 - Allowed with a Use Permit
 - No Plan Amendment required
- Currently zoned R1N
 - Need to Rezone to HR
 - Lot size would need to be 0.267 acres or more in a historic district.
 - Would need to meet Urban Neighborhood guidelines
 - Conformance to Zoning Code may require more land for parking, setbacks, etc.



Example 6

Staff requests to amend the Zoning Code

- Want to increase the range of density allowed in some zones
- Evaluate proposal against the Future Desired Density and guidelines
- Updates to Housing and Sustainability Incentives
- Would need to be evaluated against the goals and policies of the plan.

Other Potential Zoning Code Updates in the Near Future

Parking, Resource Protection, and Landscaping Standards

Changes to the Development Review Process and Procedures



Flagstaff Regional Land Use Plan 2045



What could we require for the new Plan's finding of conformance?

- Return to State statute intent and focus conformance on the Land Use Framework (element).
- Ensure that proposals further plan priorities and are not contrary to the other plan priorities.
- Limit full analysis of goals and policies to projects requiring plan amendments.



Flagstaff Regional Land Use Plan 2045



Potential New Conformance Findings for Zoning Amendments

1. Conform to the guidelines in the Land Use Framework (Chapter 4)
2. Furthers at least one plan priority and is not in contradiction with other plan priorities.
3. Conforms to policy maps within the General Plan.
4. Conforms to any relevant policies and maps in applicable Specific Plans.

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

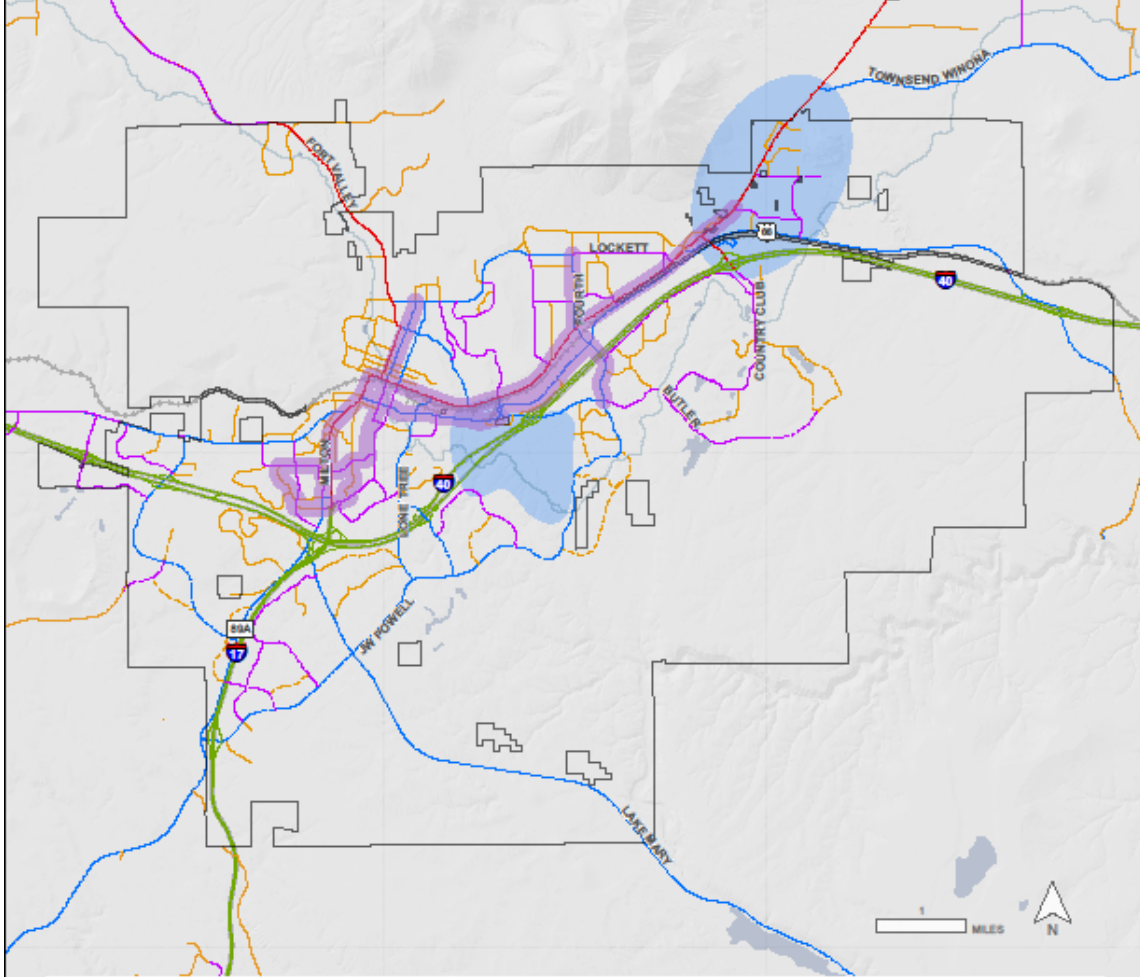
COMPLEMENTARY
PRIORITIES

A walkable
MIXED-USE community

NATURAL and
CULTURAL resources

A healthy
ECONOMY

Resilient public SERVICES
and FACILITIES



Street Functional Class - Existing

- Interstate
- Interstate Ramp
- Major Arterial
- Minor Arterial
- Major Collector
- Minor Collector

Street Functional Class - Planned

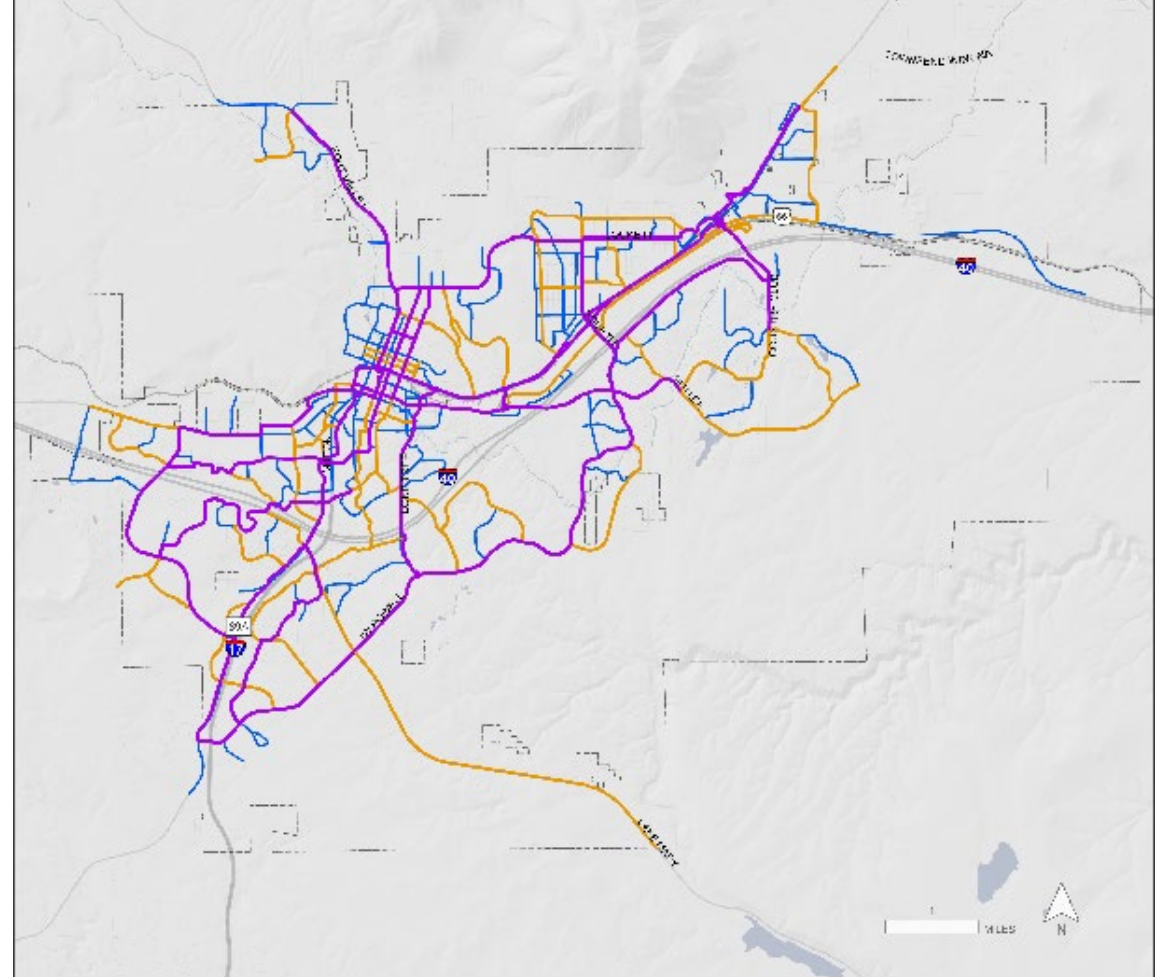
- Interstate Ramp
- Minor Arterial
- Major Collector
- Minor Collector

- Areas subject to future connectivity study
- Mountain Line Permanent Transit Network



Disclaimer: Designation of planned roads does not constitute a final location or legal access unless there is a legal road easement. Future roads are conceptual in nature and may be redesigned as development is proposed to provide a similar connection with alternative alignment.

Airbus, USGS, NGA, NASA, CGIAR, NCEAS, NLS, OS, NMA, Geodatastyrelsen, OSA, OSI and the GIS User Community



Planned Bikeways by Class

- 1 Primary
- 2 Secondary
- 3 Tertiary



Airbus, USGS, NGA, NASA, CGIAR, NCEAS, NLS, OS, NMA, Geodatastyrelsen, OSA, OSI and the GIS User Community



Flagstaff Regional Land Use Plan 2045



Potential New Conformance Findings for Major and Minor Plan Amendments and Specific Plans

1. The proposed amendment is consistent with and conforms to the goals, policies and guidelines of the General Plan and any applicable specific plans;
2. Provides an explanation of the community benefits related to the priorities of the General Plan.
3. Justification for an exception to the written goals, objectives, and policies; or
4. A proposal to modify or eliminate the inconsistent goals, objectives, and policies;



Flagstaff Regional Plan 2045



Major Plan Amendment categories

- Decreases in intensity or density within the UGB
- Increases in intensity or density outside the UGB
- Expanding the UGB
- Changing an area to a Corridor that does not have direct access to an arterial or collector road.
- Decreasing the area of Parks/Open Space, and Federal Lands and Working Landscapes categories.
- Deletion of a goal or policy.



Examples of treatments

Current

- Broad finding of conformance
- Narratives are 10 to 20 pages and cover every applicable goal and policy

Updated

- Could more specifically call out what parts of the plan different decisions conform with
- Narrative for Zoning Code amendments could be 5-6 pages
- Narratives for projects requiring plan amendments could be longer



Benefits



What would we gain from a new approach?

- Streamlined process for projects that do not require a plan amendment.
- More organized and shorter staff reports.
- Clearer expectations for applicants.
- Less time spent back and forth over the review.



Differences



Current plan

- Use goals and policies and land use is mostly used for screening
- Policies applied directly to all cases and sometimes poor fit.
- No priorities
- College – essay like

Proposed Plan

- Use Land Use Framework as the implementation of goals and policies
- Policies applied directly to more limited cases and in a more targeted way.
- Focus on the priorities.
- Short form worksheet

Questions and Feedback



Hospitality Overlay

Little America requested consideration of a Hospitality Overlay on the Future Growth Illustration at the Retreat



- Staff researched creating a Resort Overlay similar to Phoenix.
- These are identified on the Land Use Map with a letter R.
- It states: “The ‘R’ symbol for resort indicates a specific type of commercial use, not a broad range.”
- Resorts as a use are defined differently in other City County codes.

Resort Use

What is described in other zoning codes?

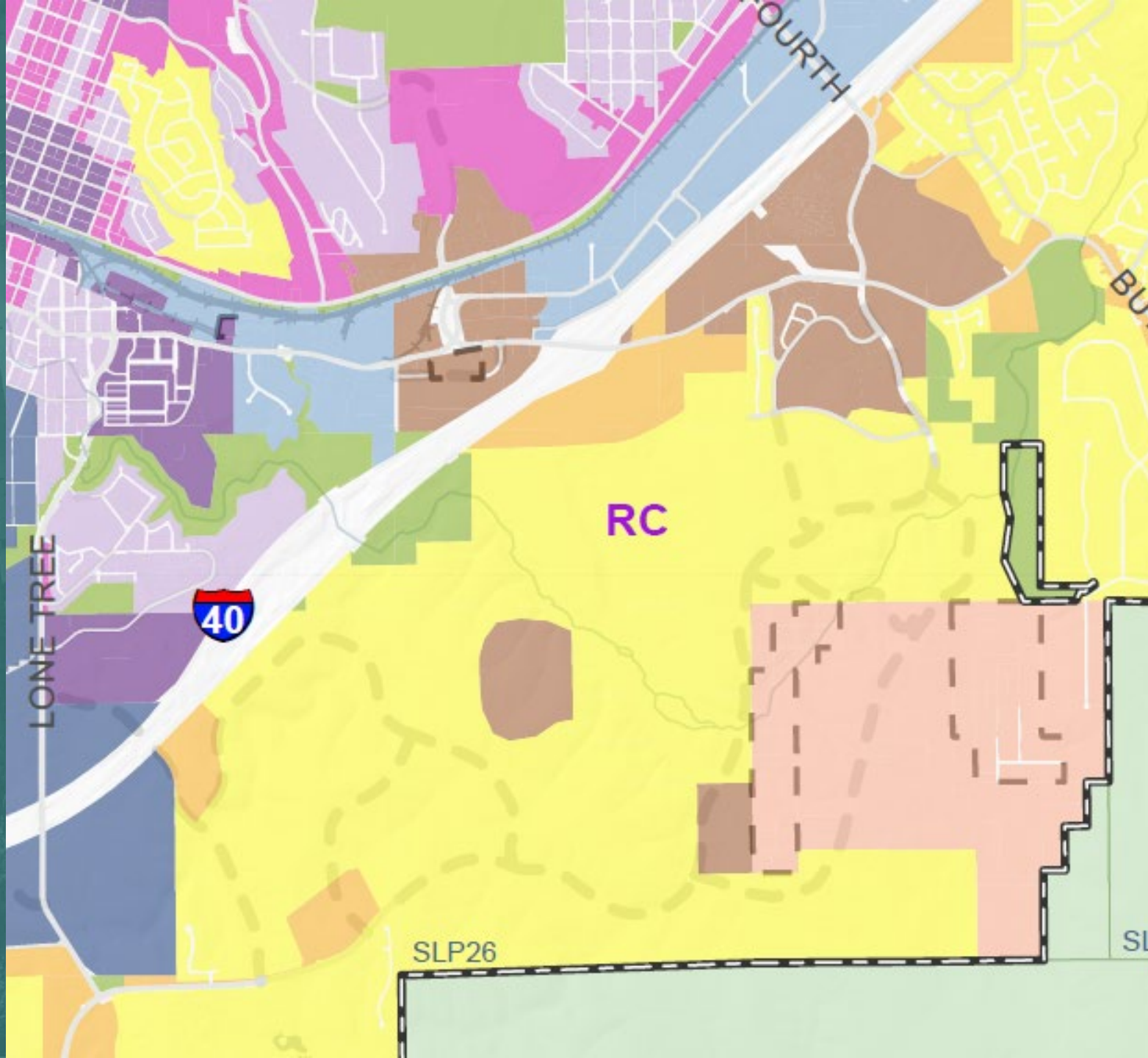
- Allows for interchangeability for hotel rooms and dwelling units within a property.
- Allows for a mix of amenities that are not currently allowed in any one zone in Flagstaff
- Have 30-80% open space requirements depending on jurisdiction.
- Considered a commercial use even when it includes dwelling units.



Hospitality Overlay

Suburban Corridor (SCO)

Compatible Zones: SC,
CS, HC, NCC, PF, HR
H, MH (15 duac or more)
when residential or
mixed use is proposed



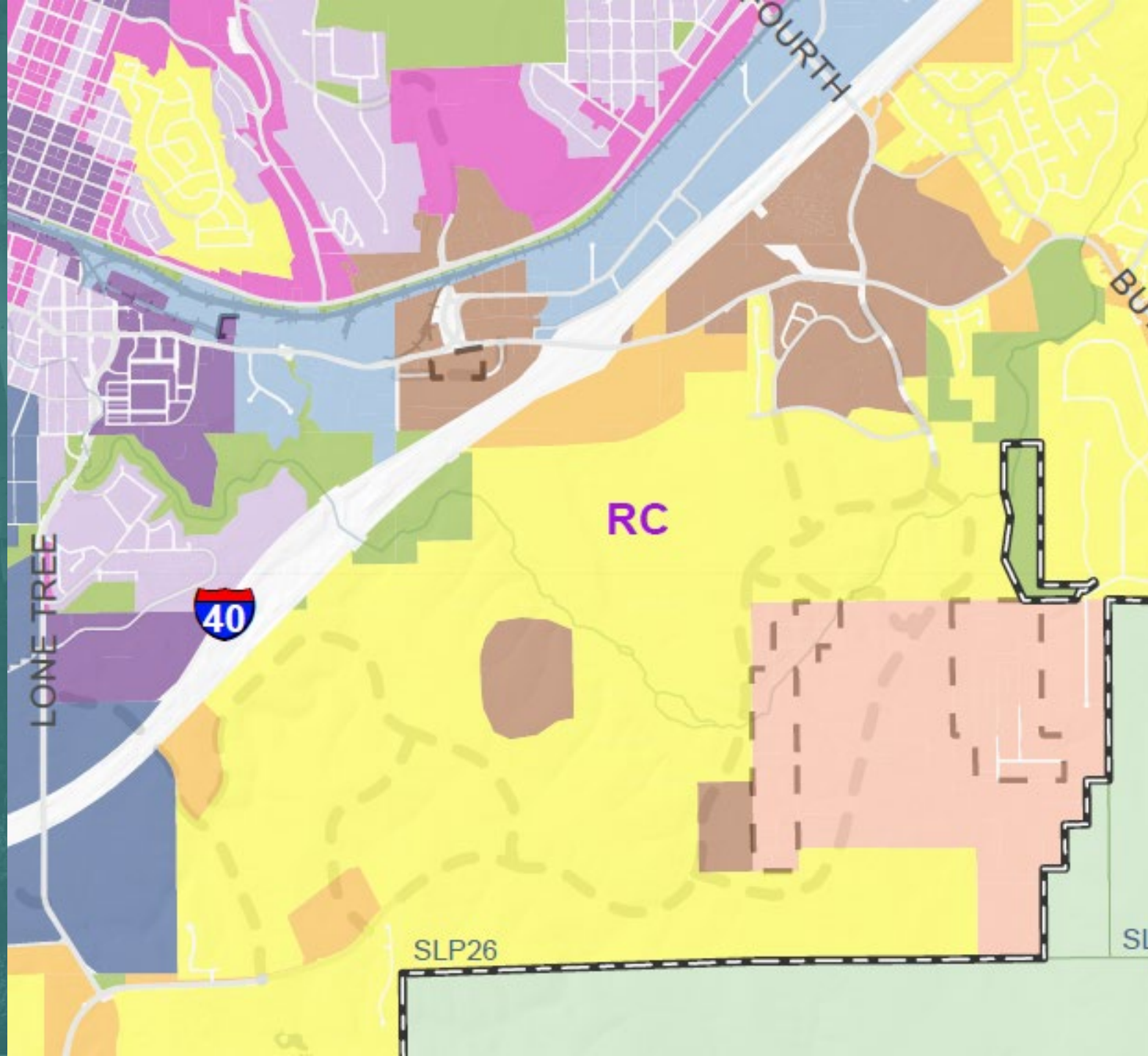
Hospitality Overlay

Suburban Neighborhood (SN)

Compatible Zones: R1,
R1-N, MR, HR, PF, POS,
MH, SC, NCC

H, MH (15 duac or more)

MH, M in a historic district
(4-30 duac)



Hospitality Overlay

Flagstaff's Zoning
Code does not have
a land use or zone
for Resort.



- The Plan can identify that the Little America property and properties zoned RC in the County as a “Resort Community”
- Creating a modern resorts will require a new zone or new land use be created in the Zoning Code at a later date. (new Action Item)
- Adding a new Resort Community could be a minor amendment if the property is not in a Corridor or Center.

Questions and Feedback

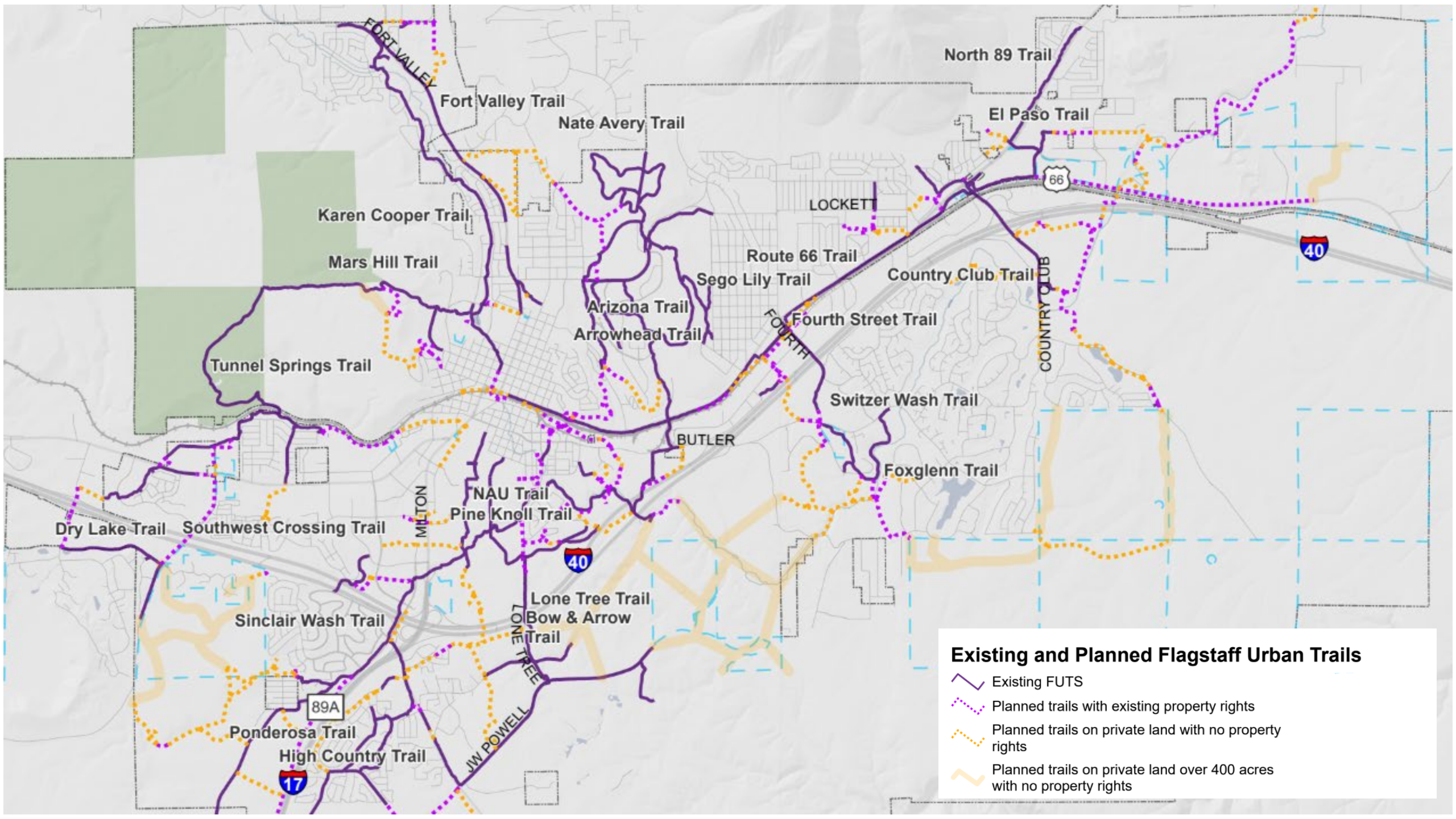


Updated Trails Map

At the Retreat, Council requested a map that showed more general symbology for future trails to demonstrate flexibility

- Show Planned Trails with and without property rights
- Larger properties need more flexibility to realign trails across their property.





Existing and Planned Flagstaff Urban Trails

- Existing FUTS
- Planned trails with existing property rights
- Planned trails on private land with no property rights
- Planned trails on private land over 400 acres with no property rights

Questions and Feedback

