

PLANNING AND DEVELOPMENT SERVICES REPORT
COMPREHENSIVE UPDATE OF A GENERAL PLAN

PUBLIC HEARING

DATE: August 19, 2025
MEETING DATE: September 10 and 24, 2025
REPORT BY: Sara Dechter, AICP

REQUEST:

Staff requests that a new General Plan (Flagstaff Regional Land Use Plan 2045) be adopted to replace the current General Plan (Flagstaff Regional Plan 2030).

STAFF RECOMMENDATION:

Staff believe that the proposed Comprehensive Update of the General Plan contains all the elements required by A.R.S. 9-461.05 and the procedural requirements of Flagstaff City Code Title 11-01 and 11-02. Staff recommends the Planning & Zoning Commission forward the request to the City Council for adoption and to submit the proposed update to the voters for ratification at a May 2026 special election. Staff recommends the following condition of approval:

- 1) Update the plan per the attached Errata.
- 2) Add a category #7 to Administrative Changes on page 2-8 that states, "Changes to the Future Growth Illustration that match plan amendments and specific plans to the Flagstaff Regional Plan 2030 with effective dates after the adoption of the Flagstaff Regional Plan 2045 currently scheduled for October 9, 2025."

I. Project Introduction

A. Background/Introduction

Flagstaff and Coconino County have worked jointly on land use and transportation planning for the Flagstaff Region since the late 1990s. Vision 2030, the 2001 Flagstaff Land Use and Transportation Plan, and the Flagstaff Regional Plan 2030 (adopted 2014) have all been created through regional collaboration, analysis and policy making.

The Vision of the Flagstaff Regional Land Use Plan 2045 (the Plan) is "As the Region evolves, we commit to preserving our unique character, embracing our rich history, and safeguarding our precious natural resources. Through these efforts, we aim to foster a resilient community and vibrant economy where all residents have the opportunity to thrive."

To achieve this vision, the draft plan sets 6 priorities:

- Climate Action,
- Housing Attainability and Equity,
- Mixed Use Walkable Community,
- Natural and Cultural Resources,
- A Healthy Economy, and
- Resilient Public Services and Facilities.

The Plan proposes that Climate Action and Housing Attainability and Equity be identified as the core priorities and the other four be complementary priorities. Priorities are a key feature missing from the Flagstaff Regional Plan 2030. Though that document was monitored annually, there was very little change in the trends that the document purported to influence. Feedback from Staff and the input from 21 City County and partner commission, committees and boards was compiled at the beginning of the updated process through a [Strengths, Weaknesses Opportunities and Threats assessment](#) the details of which can be found on the project website. These findings were compiled into Critical Success Factors that were used as guidance as staff continued to engage with the community through workshops, charettes, meetings, surveys and other public participation opportunities and as the document was being revised. A Summary of all public participation events and feedback can be found on the project website at www.flagstaff.az.gov/regionalplan2045.

The Critical Success Factors identified are:

For the Process

- Creates a shared understanding of the solutions and choices we have and their costs
- Incorporates different and new perspectives and ideas
- Meaningful and diverse collaboration
- Produces fresh, updated, and clean datasets to use for the plan and beyond
- Enthusiastic buy-in from the community
- Improves coordination and alignment between the City, County, and other partners
- Increases the overall community understanding of long-range planning and the Regional Plan

For the Proposed Plan

- Feasible and Implementable
- User friendly and concise
- Reflects community values
- Incorporates diverse cultural perspectives of land, water and natural resources, such as protection of the four sacred elements: land, water, air, and fire.
- Incorporates critical thinking about vulnerabilities, uncertainties and complexities
- Considers the vision of different area plans appropriately
- Clarify activity centers and how they will be achieved
- Addresses cost constraints and affordability concerns for the community

These are the qualitative metrics by which the proposals, comments and revisions to the draft plan were evaluated. In addition, staff and the Regional Plan Committee also considered whether an issue was legally required and if it had a rational connection to land use decision-making. As a result of using these filters and retaining clarity of the document's purpose, the proposed Plan is more concise, has better defined priorities, and more implementable policies.

B. Applicability

The Flagstaff Regional Plan was designed to be applicable to the entire Region through adopting a single document in the City and the County. The Region is defined by the boundary of Metroplan, the Metropolitan Planning Organization for the Greater Flagstaff region. This 525-square-mile area includes the City of Flagstaff, which is 64 square miles, and the unincorporated County communities of Bellemont, Doney Park, Timberline, Fernwood, Fort Valley 180 Corridor, Kachina Village, and Mountaineire.

The City of Flagstaff is holding hearings in September and October 2025, and Coconino County will schedule hearings for the Regional Plan after the updated Comprehensive Plan, which is expected this fall as well. The proposed Plan will be adopted as an amendment to the Comprehensive Plan.

II. Public Participation

A. State and Local Requirements for Adoption of a General Plan

i. Effective, early and continuous public participation (9-461.06.C)

Public participation is central to the creation of the City's general plan. The [Public Participation Outline](#) provided a roadmap for the process and what would be accomplished at each phase. The four phases of public engagement in the process were:

- a. Phase 1 Get Curious and Gain Understanding:** This phase included the creation of Regional Snapshots and webinars, booths at events and the SWOT assessment with the City and County's Commissions, Committees and Boards.

- b. **Phase 2 What's Possible/What's the Vision?** This phase included workshops, a scenario planning charette, technical advisory group meetings, small group stakeholder discussions, and online surveys.
- c. **Phase 3 Plan Creation:** This phase included convening a Regional Plan Committee to review drafts and decern complex interrelated issues in creating a new plan, a 60-day public review and online and in person open houses. After the 60-day public review, the committee reconvened, and staff created an online survey to get further feedback on the land use category guidelines.
- d. **Phase 4 Plan Adoption:** This phase is the one the City and County are currently carrying out. This Phase included two Citizen Review Sessions. This hearing is another step in adoption of the Plan and will be followed by a City Council Public Hearing on Thursday, October 9, 2025, and then a ballot initiative in May 2026.

All public meetings and hearings have been properly noticed in the newspaper of general circulation and with notices. Additional postcards for visioning workshops, scenario choosing open houses, the 60-day public review, and public hearings were sent to households in the Region by mail. Notice of the 60-day review was also included in water bills. Social media has been used to broadly disseminate all opportunities to engage in the update process. Results of all of these engagement efforts are available to review on the [project website](#).

Plan updates also require notice and direct consultation with public officials and agencies, the county, school districts, associations of governments, public land management agencies. The City and County met throughout the process with Metroplan, Mountain Line, Arizona State Land Department, USDA, the National Park Service, the Northern Arizona Council of Governments, and the Flagstaff Unified School District. The City also informed and engaged with public utilities such as Unisource and APS and with other water providers and stakeholders through the Coconino Plateau Watershed Partnership.

ii. **60 Day Public Review (9-461.06.D)**

Following the Regional Plan Committee's endorsement of the full draft on September 30, 2024, the Plan was released for a 60-day public review. The review began on October 20, 2024, and ended on December 19, 2024. The review was noticed in the newspaper of general circulation, sent to a newsletter list of several hundred people, and supplemented by social media notices and news releases as well as mandatory notices to the required parties. During this time, the public could comment on the full draft online via the interactive platform Konveio, submit comment letters, or provide comments at four in-person workshops held in November. The Regional Plan team also hosted two online webinars, presented to Boards and Commissions, and held seven drop-in office hours sessions at various locations around the community. Over 2,000 comments were received during the review period.

iii. **Citizen Review Meetings**

The City held 2 Citizen Review Meetings, the first of which was a joint retreat of the City Council, Board of Supervisors and the City and County Planning and Zoning Commissions on May 2, 2025. The second Citizen Review session was held 14 days before the first public hearing with the Planning and Zoning Commission on August 27, 2025. These sessions were noticed to the registry of interested persons, the required agencies and there was an ad put in the newspaper of record within the required timeframe. Newsletters and social media supplemented this outreach.

Flagstaff City Code states that "Prior to the Council hearing on the proposed text or map amendment, the Planning Commission shall report on the issues and concerns raised during the citizen review session." The minutes of the [May 2, 2025 meeting](#) have been posted and distributed. The minutes of the August 27th meeting will be reviewed and approved by the Planning and Zoning Commission on September 10, 2025, and then forwarded to the City Council.

iv. **Public Hearings (9-461.06.E and F)**

Planning and Zoning Commissions “in municipalities with populations of more than twenty-five thousand persons shall hold two or more public hearings at different locations within the municipality to promote citizen participation.” The first of these two public hearings is being held at the Flagstaff Aquaplex from 4pm to 7:30pm due to the closure time of the building. The hearing will be continued to a second location on Wednesday, September 24, 2025, at 4pm at Flagstaff City Hall. Notice of these hearings and the hearing scheduled for the City Council on October 9, 2025, were published on Tuesday, August 12, 2025, and Tuesday, September 10, 2025. A postcard with all meetings from August 27 to October 9 was sent to 39,239 residents through Every Door Direct Mail program of the US Postal Service.

At the end of the public hearing on Wednesday September 24, 2025 the Planning and Zoning Commission will make a recommendation on the adoption of the Flagstaff Regional Land Use Plan 2045 to the City Council with conditions that cover any document changes they would encourage the Council to consider. In order for the Council to improve the proposed Plan, a 2/3 majority of the City Council will need to vote in favor of a corresponding resolution and send the Plan to the voters as a ballot initiative.

iv. **Coconino County (9-461.06.J)**

The State requires that “a copy of the adopted general plan of a municipality shall be sent to the planning agency of the county within which the municipality is located, and such plan, or any portion of the plan may be adopted as a part of the county general plan.” Coconino County plans to adopt the Plan after they complete public hearings on the update to the Coconino County Comprehensive Plan. The first public hearing in that process will be held at 4pm on Wednesday, September 24, 2025. The dates for Regional Plan hearings for Coconino County will be determined at a later date and advertised per the County Code.

v. **Ratification (9-461.06.M)**

The Arizona Revised Statute require that municipalities like Flagstaff “... shall submit each new general plan adopted ... to the voters for ratification at the next regularly scheduled municipal election or at a special election scheduled at least one hundred twenty days after the governing body adopted the plan If a majority of the qualified electors voting on the proposition approves the new plan, it shall become effective as provided by law. If a majority of the qualified electors voting on the proposition fails to approve the new plan, the current plan remains in effect until a new plan is approved by the voters.” The Clerk of the City of Flagstaff has recommended that the special election for the Regional Plan be scheduled for May 2026 as a mail in only ballot.

vii. **Coordination with the Arizona State Land Department (9-461.05.A)**

There are no conceptual land use plans within the Flagstaff region at this time. Nevertheless, the City of Flagstaff has coordinated with Arizona State Land Department through quarterly meetings, and the Department has provided comments on the draft plan during the 60-day public review.

B. **Public Comments**

Comments received during the Public Hearings will be transmitted to the Commission and Council as part of the final packet for each meeting and will be sent in real time to the distribution list at RegionalPlan45Comments@flagstaffaz.gov set up to be sent to all City Council members, the Planning and Zoning Commissioners and City Planning staff.

III. **Required elements of the General Plan**

A. State Requirements for Adoption of a General Plan

All policies and strategies to be developed under these elements are designed to have community wide applicability as per ARS 9-461.05H. Land Use Categories in Chapter 4 apply to the parcels identified on the Future Growth Illustration.

i. Statement of Community Goals and Development Policies (9-461.05.C)

Chapter 1 of the Plan contains a vision for the Flagstaff Region and introduces the 6 priorities. In Chapter 3, the Goals and policies are organized in relationship with the priorities, though it is acknowledged that a goal may relate to more than one priority as they are all interconnected. The community’s goals are organized as follows:

Priority	Related Goals
Housing Attainability and Equity	Housing Attainability Goal Neighborhoods and Equity Cost of Development Parking
Climate Action	Climate Action Energy Growth Management Transit Multimodal Transportation
A Walkable Mixed-use Community	Development Pattern Transportation Systems Accessible Parks, Recreation and Open Space
Natural and Cultural Resources	Natural Resource Stewardship Cultural Resources Outstanding Open Space and Parks
Healthy Economy	Healthy Economy Employment Districts Airport Freight and Rail
Resilient Public Services and Facilities	Water Resource Management Water Quality and Stormwater Management Resilience Infrastructure Public Safety

ii. Land Use Element (9-461.05.C.1)

Proposed land use categories that describe the “general distribution and location and extent” of the required land uses are described and mapped in Chapter 4 of the Plan. The chapter includes the Future Growth Illustration, Density Ranges and Compatible Zoning Categories for each land use category, guidelines for all land use categories and for each category. Each land use category lists a wide variety of uses and housing types. Neighborhood commercial uses have been expanded in neighborhood categories and industrial uses are permitted in appropriate locations.

The selection of land use categories in various locations was calibrated using scenario planning. Scenario

planning is an approach to long range planning for cities and regions that enables communities to create and analyze multiple plausible versions of the future. It is increasingly being used in urban planning projects because of its usefulness in times of uncertainty and complexity. Scenario planning encourages strategic thinking around how and why our cities change and allows us to imagine multiple futures to meet some of the most pressing challenges of our time related to climate change, transportation, infrastructure, technology, economic development, and housing. It is also a unique opportunity for community stakeholders to help shape the future through collaboration and consensus building around planning. The Preferred Scenario described on page 4-6 was overlaid with existing land entitlements and the underlying availability and feasibility of infrastructure improvements to support various densities and intensities of development. The Preferred Scenario showed that infill growth and investment in missing middle housing could result in a 20 percent reduction in housing costs versus today (in real dollars) and could increase transit and multimodal transportation use to lower carbon emissions. It also showed that ensuring that greenfield development that is mixed use and complete is also needed to meet housing affordability goals for the Region. These same land use strategies could also reduce vehicle emissions by 8 percent and building emissions by 7 percent while also increasing walking and bicycling access to parks and open spaces. While 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, the scenarios show that incentivizing zoning amendments in areas where increased intensity and density are identified outweighs the perceived benefits of a more cumbersome process for zoning map amendments and requirements that might discourage property owners from considering revising their land entitlement. This is an important finding in terms of right sizing the approach to rezonings as described under Plan Implementation below.

Guidelines and policies addressing infill and compact form can be found in the Urban and Suburban Center guidelines in Chapter 4, and in Chapter 3, under Policy CD.3, Policy PK.2, Policy DP.1, Policy DP.1, Policy DP.1, and Policy I.1.

Access to incident solar energy and considerations of air quality are addressed in policies that promote the reduction of greenhouse gas emissions and encouraging the use of renewable energy (Policy CA.4 and Policy E.1). Chapter 7 discusses that air quality in the region currently meets NAAQS standards except when impacted on a short term basis by smoke and other limited duration events. Chapter 10 states that the City Zoning Code permits small scale renewable energy like solar in all zones by right and therefore the Regional Plan cannot further this use beyond what is currently allowed.

Areas of current aggregate mining production are identified on the Future Growth Illustration. The Guidelines for All Land Use Categories incorporate the Arizona State mining Inspectors Guidance by reference and in the Employment District Category, non residential uses are encouraged in the vicinity of aggregate mineral operations.

iii. **Circulation Element** (9-461.05.C.2 and 9-461.05.E.3)

Policy Maps 4-3 and 4-4 display the street network on the Regional and City scale and include freeways, arterial and collector streets.

Addressing is addressed on page 11-4 explaining the existing system that supports the Enhanced 911 standards.

Parking facilities are addressed directly in the Goal PK and related policies and other matters that may be related to the improvement of circulation are addressed by policies that call for Complete Streets and the design of Gateways and Great Street designs. Policy MT.1 also addresses Intelligent Transportation Systems which are smart infrastructure that can be used to allow more nimble adaptation of traffic signals

and other traffic control infrastructure.

A transit element is included in the plan through the inclusion of the Permanent Transit network on the Street Network Maps in Chapter 4, Information Map 6-1 : Transit Network and information on the transit service improvements described in the 5-year plan. There are also Transit policies in Chapter 3 that emphasize cooperation with Mountain Line to improve service, performance, awareness and ridership.

The regional transportation system is further evaluated in Airport and Freight and Rail policies and evaluations in Chapters 3 and 6.

iv. **Open Space Element (9-461.05.D.1)**

A complete inventory and description open spaces and parks in the Region is provided in the [Parks, Recreation and Open Space Regional Plan Snapshot](#) and Policy Map 3-1 provides a map of all existing open spaces and parks and the areas of future need for regional scale parks and open space. The goals and policies address various scales of open spaces from urban parks and connector open spaces which may be small and tucked into neighborhoods to larger Regional Parks that support large events and diverse recreational opportunities. While the plan is not allowed to identify any land as open space without written property owner permission, the policies do provide criteria to consider when acquiring new parks and open space. These criteria focus on significant natural and cultural resources such as wildlife corridors historic sites and viewsheds as well as areas of high priority needs and underserved communities.

The Plan sets high priority action items to create new funding for parks and open space and to update the City's Parks, Recreation, and Open Space Master Plan. Existing parks and open space plans are considered and consistent with the proposed Plan.

v. **Growth Area Element (9-461.05.D.2)**

- a. For a description of how the plan identifies “areas suitable for planned multimodal and transit expansion” and “make auto transit and multimodal more efficient,” see Bicycling Element and Circulation Element descriptions. The Land Use and Transportation Frameworks in Chapter 4 are designed to work together to ensure that future connectivity is maintained for streets, trails, bikeways, and other vital transportation infrastructure. The Street Network identifies a blue area that is in need of future connectivity studies because the topography of the area is challenging and the future development plans so uncertain that they extent of the future transportation network could not be determined at this time.
- b. For a description of how the plan addresses “conservation of significant natural resources and open space,” see the Open Space Element and the Conservation Elements. Open Space was designated on the Future Growth Illustration to the extent allowed by statute.
- c. The Growth Element is also expected to include policies and strategies to “promote public and private construction of timely and financially sound infrastructure expansion.” The Plan addresses water, transportation, and public facilities and buildings and how they can be managed efficiently under Goals FR, WR, TS, I, and PS. The plan also addresses investing for capital improvements in infill areas as a means of ensuring cost effectiveness and investing to support housing affordability. The plan also encourages looking at evaluating emerging technology in drinking water production to ensure the sustainability and cost effectiveness of our water management system.

vi. **Environmental Planning (9-461.05.D.3)**

The effects of development on the natural environment are addressed under Goals CA, WR, and RS. See Conservation for information on air quality, water quality and natural resources conservation. Within an area being developed or a part of the community that has already been developed, the Plan supports mitigation hazards, especially fire and flooding risk through site planning and natural resource management. The Plan acknowledges that climate change could lead to an increase in unanticipated and high severity wildfires and flood events. Policy R.1 and Policy R.2 supports preparing human and natural systems to be more resilient to these events and for available public resources to be allocated to support community resilience. Policy R.3 and Policy R.4 promote that mitigation and preparedness be expanded, expedited and carried out equitably to ensure the safety of people and the health of ecosystems. When focusing on resilience as the central premise of environmental planning in developed areas, the plan takes a longer term approach to looking at ecosystem health and more fully integrated climate change forecasts.

vii. **Cost of Development Element (9-461.05.D.4)**

Goal CD and related policies focus on building strategies that can reduce the overall cost of development and support affordable and attainable housing. The City Code requires that developers pay their share of public improvements through impact analysis, researching and coordinating funding strategies will help ensure that the necessary improvements are beneficial to the overall development and the community without creating financial burdens for home buyers and renters with higher costs.

viii. **Water Element (9-461.05.D.5 and 9-461.05.F)**

Information Map 9-1 and Figure 9-2 demonstrate the known legally and physically available water supplies in the Region and their use over time. Demand for water resulting from the growth projected in the Regional Plan is evaluated every 5 years using the methodology and peer review of the Arizona Department of Water Quality process for determination of a 100 year Adequate Water Supply. Chapter 9 shows the calculation of the 100 year supply base case and explains consideration of drought, the need for additional water sources and the potential for advanced water treatment. These topics are explained in greater detail in the annual report to the Water Commission. Additional Water supplies will be needed when water demand exceeds, 15,710 acre feet.

ix. **Conservation Element (9-461.05.E.1)**

Conservation, development and utilization of natural resources is addressed in a wide variety of ways in throughout the plan. Significant natural resources are identified and incorporated into several policies and Best Practices for the Conservation of Significant Natural Resources. Policies DP.5, RS. 5 and OS.2 all integrate significant natural resources. Geological faults, Audubon bird sanctuaries and other known bird habitat, steep slopes and rocky outcroppings that support rare plants and wildlife, riparian areas including springs, seeps, wetlands and alluvial soils and wildlife corridors are mapped and described in Chapter 7. Three unmapped resources of Gunnison's prairie dog colonies, large stands of Ponderosa Pines and rare plant communities are identified because they lack accurate spatial data. The Plan states that they should still be considered in discretionary decisions and should be identified in site specific resource surveys.

Dark skies are a natural resource specific to the Flagstaff Region. They are addressed in Policy RS.1.

The utilization of water resources and the protection of water quality and watersheds are addressed in the Water Resources goal and Policy RS.4. WQ.1 and WQ.2 address pollution control. Flood control and the regulation of the use of land in stream channels are addressed in Policy RS.2, RS.3 and R.3 and the guideline to discourage construction in the 100-year flood plain which has already been incorporated into City Code.

The reclamation of land and the prevention, control and correction of the erosion of soils, beaches and shores was deemed to be not applicable to the region.

x. **Recreation Element (9-461.05.E.2)**

The comprehensive system of areas and site for public recreation are identified on Map 3-1 and Goal PROS sets the direction for this system to support public and environmental health, diverse recreational needs, accessibility and interconnected trails and greenways. This connectivity further supported by the Transportation Frameworks inclusion of Urba Trail (Policy Map 4-5) Regional Trails (Policy Map 4-6_ and the Bikeways Plan (Policy Map 4-7) which are designed to connect public parks, open spaces and trails.

xi. **Public Services and Facilities Element (9-461.05.E.4)**

Goal PS outlines how public safety will be addressed through high quality emergency response and risk reduction from human and natural hazards, including flooding and fire. These policies are cross referenced throughout the supporting chapters to the existing infrastructure and safety plans including the Water Conservation Strategic Plan, the Multijurisdictional Hazard Mitigation Plan, the Coconino County Emergency Operations Plan, the Regional Wildfire Strategy, the Flagstaff Watershed Protection Plan, the Plan for Bioeconomy Development Opportunity Zone to support forest thinning operations, the Forest Service 10-year Strategy, the Arizona Mitigation Plan the Flagstaff Community Wildfire Protection Plan and the City of Flagstaff Fire Strategic Plan. It also considers the City of Flagstaff Climate Emergency and its Climate Resilience Plan to ensure that these plans and the built environment can support public safety sustainably.

xii. **Public Buildings Element (9-461.05.E.5)**

The locations of civic and community centers, schools, libraries, police and fire stations and other public buildings are identified on Information Map 11-1.

xiii. **Housing Element (9-461.05.E.6)**

The Plan's existing and forecasted affordable housing needs were evaluated using the Office of Economic Opportunities forecasts for Flagstaff and Coconino County and were interpolated with a peer review by their staff. The 10 Year Housing Plan provided an analysis of the unmet demand from past housing trends and the needs for various priced strategies. Even though production increased between 2012 and 2022, the variety of housing was limited, and the price of new units exceed the ability of wage-earning residents to pay for them. These data points were considered in the scenario planning modeling and used to estimate how different land use patterns might influence housing affordability and the costs of transportation for households in the Region. The findings of the scenario planning process and its influence on developing the Future Growth Illustration and Land Use Framework are described in Chapter 3. In addition to these processes, the City conducted a Land Availability and Suitability Study and Code Analysis Project (LASS-CAP) which provided useful data on the current market conditions and the site constraints of the current available land and code limitations in providing affordable housing within the Region. These data sources, analysis, and modeling allowed staff to take the most comprehensive look at the elements influencing growth, construction and housing attainability of any previous General Plan update. Using the findings of these efforts better supported housing policies that can move the needle on housing costs and support a sustainable workforce and community. The findings regarding the Business-As-Usual scenario were particularly helpful in establishing that current policies must be altered to achieve housing affordability goals of the community. The land use patterns we have supported in the past need re-examination and change to support both the Housing Emergency and the Climate Emergency.

The Plan supports preventing the loss of affordable housing (including to substandard conditions and lack of maintenance in Policy HA.1 and improving the resilience and housing stability for vulnerable homeowners in Policy NE.6. The Plan includes policies and strategies to rehabilitate, develop and expand homeownership and rental opportunities for all income levels by removing systemic barriers, partnerships, new housing models and services that address homelessness, displacement and housing affordability under Goals HA and NE. Policy NE.1 and NE.2 are particularly important markers of the community's goals for housing. Policy NE.1 states "Increase equity in housing and economic opportunity for existing and future generations" and Policy NE. 2 stated "Include a range of housing options for all income levels in neighborhoods." These policies address the equal provision of housing, and the desire to increase the affordability and variety of housing in the Region.

xiv. Conservation, Rehabilitation and Redevelopment Element (9-461.05.E.7)

No slums or blight were identified in the Region and this is stated in Chapter 5.

Community redevelopment is address in policies CA.6, DP.2, HE.4, ED.1, ED.2, R.4 I.1 and in the design of the Future Growth Illustration. The policies discuss where high density housing is needed, development of a diversity of housing types, development of industrial properties and employment uses and how to locate facilities that support public safety and emergency response in a sustainable manner.

xv. Safety Element (9-461.05.E.8)

- a. Safety from natural and artificial hazards are addressed in Policies RS.2 and RS.3 and in Goal R and PS.
- b. Evacuation Routes are addressed in Policy PS.1.
- c. Peak load water supply is addressed through the identification of fire flows which are established in the International Fire Code as described on Page 11-1. Calculations of water adequacy and Policy WR.1 support consideration of peak flows in order to ensure the reliability and safety functions of the water system in the City of Flagstaff.
- d. See Circulation for minimum road width consideration.
- e. Geological hazards are identified on the Significant Natural Resources Map (Information Map 7-3).

xvi. Bicycling Element (9-461.05.E.9)

Proposed bicycling facilities are identified in Policy Map 4-5 Urban Trails Plan, Policy Map 4-7: Bikeways Plan and Policy Map 4-8:Enhanced and grade-separated crossings.

xvii. Energy Element (9-461.05.E.10)

Climate Action and Energy policies (CA.2, CA.3 and E.1) address energy efficiency and encourages renewable energy in the Region.

xviii. Neighborhood Preservation and Revitalization Element (9-461.05.E.11)

In Chapter 3 Housing Attainability (Policy HA.2, HA.5 and HA.6) and Neighborhood and Equity (NE.4 and NE.6) encourage homeownership and improving housing conditions and stability for owners and renters. They also support the involvement of neighborhood associations and other organizations in promoting neighborhood development.

The maintenance of commercial and residential buildings in neighborhoods is supported by the Best Practices for Creating a Sense of Place and the Cultural Resources goals and policies.

IV. Plan Implementation

A. Plan Conformance

The finding of plan conformance is required for annexations, dedications and abandonments, zoning map amendments, and specific and area plans. ARS 9-462.01.F states that, "All zoning and rezoning ordinances or regulations adopted under this article shall be consistent with and conform to the adopted general plan of the municipality, if any, as adopted under article 6 of this chapter. In the case of uncertainty in construing or applying the conformity of any part of a proposed rezoning ordinance to the adopted general plan of the municipality, the ordinance shall be construed in a manner that will further the implementation of, and not be contrary to, the goals, policies and applicable elements of the general plan. A rezoning ordinance 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 of the general plan."

The methods for implementing the Regional Plan are found in Chapter 2: How the Plan Works. The Chapter explains what can trigger a plan amendment, what constitutes a major and minor plan amendment, what changes can be made administratively, and what is needed to receive a finding of conformance for various types of decisions.

A Zoning Map amendment is the most frequently made decision requiring a finding of plan conformance. Chapter 2 states "A zoning map amendment must conform to the following:

1. Compatible Zoning Categories of the Table of Zoning Compatibility for Each Land Use Category,
2. Guidelines for all Land Use Categories,
3. Category guidelines for each Land Use Category under the corresponding Building Block, and
4. The Transportation Framework."

These elements of the plan were designed through scenario planning to synthesize how the land use and transportation plan can meet the goals and policies of the plan. If a proposal meets these elements, then it conforms to the plan. If a proposal does not conform with these elements, then a Regional Plan amendment will be required. For a Regional Plan Amendment, a Finding of Conformance will also require a review of "two plan priorities (Chapter 3, Goals and Policies), one of which must be a core priority and be found to 'and not be contrary to, the goals, policies and applicable elements.'" Once the need for a plan amendment is established then it must be determined if a major or minor plan amendment is required. Major Plan amendment categories are found on page 2-9.

These two tiers of analysis are designed to promote rezoning applications that meet that land use categories selected. The scenario planning efforts showed that the poorest performing scenario was the Business As Usual which assumed that all land is developed using its current entitlements and rezoning do not occur. This demonstrated that rezoning properties is a key strategy to meeting the priorities, goals and policies of the Regional Plan. Elements of how properties are developed City-wide do need revisions in the Zoning Code, Engineering and Design Standards and Specifications and the Building and Fire Codes in order to fully implement the Regional Plan but to be effective these changes must be systemic and be adopted in a universal manner, not just applying to discretionary development cases. The updates to these codes are critical to meeting the core priorities of Housing Attainability and Equity and Climate Action in particular.

Requirements for conformance for other decisions can be found on pages 2-2, 2-3 and 2-4 of the proposed Plan.

B. Specific Plans

The City of Flagstaff has adopted the following specific plans since 1990:

- The West Side Area Plan
- The Woodlands Village Specific Plan
- La Plaza Vieja Specific Plan

- Southside Community Specific Plan
- Lone Tree Corridor Specific Plan
- McMillan Mesa Village Specific Plan
- Northern Arizona Healthcare Specific Plan
- Juniper Point Specific Plan

For these specific plans adopted before the ratification of this Regional Plan:

- When a specific plan is adopted by resolution, like the Southside Community Specific Plan, any conflicting direction between the Regional Plan and a specific plan created before the Regional Plan's adoption should be interpreted to favor the Regional Plan's goals and policies. This means that conflicting policies in the specific plans will not be considered in findings of conformance.
- When a specific plan is adopted by ordinance, like the McMillan Mesa Village Specific Plan, the Regional Plan cannot supersede specific plans adopted by ordinance but must be considered if the specific plans are amended.

Concurrently with the adoption of the Regional Plan, the City will be rescinding the Woodlands Village Specific Plan due to its age, the fact that the area is developed, and conflicts with existing code requirements. The Juniper Point Specific Plan is still in place, but the property owner applied to have it rescinded in the future.

C. Amendments to the Flagstaff Regional Plan 2030 after adoption of the proposed Plan

Plan amendments and specific plan applications from private property owners under the current Flagstaff Regional Plan 2030 may continue to be received and processed by the City until the Flagstaff Regional Plan 2045 is adopted by voters. Staff recommends adding an additional category to the administrative changes to allow for an administrative update if the City Council adopts any amendments to the Flagstaff Regional Plan 2030 or specific plans that are adopted based on applications deemed complete prior to the ratification of the proposed Plan.

V. Other City Plans and Policies

A. Housing Emergency

The Flagstaff 10 Year Housing Plan and the Housing Emergency that was declared in 2020 are discussed in Chapters 1 and 5 of the Regional Plan. The proposed Plan has policies and priorities that relate to 17 of the strategies identified. The plan includes three strategies under Policy Initiative *Create 2: Ensure that the Flagstaff Regional Plan includes robust affordable housing goals and policies*, which are addresses as follows:

- | | | |
|-------------------|---|--|
| Create 2.1 | Update the Regional Plan policies to support increased density related to affordable housing. | NE.2. Include a range of housing options for all income levels in neighborhoods.
CA.6 Support high density housing where there are nearby commercial services or transit.
GM.1 Promote medium-to-high density residential developments and mixed-use developments within the Urban Growth Boundary (UGB) to resist urban sprawl. |
| Create 2.2 | Identify suburban areas to support greater density and intensity of development. | Suburban Neighborhoods in the proposed plan support 2-29 duac, where the current plan allows 2-13 dual unless a project is mixed use. |

Create 2.3	During the update of the Flagstaff Regional Plan, revise the Community Character chapter for goals and policies to include cost-saving methods that reduce the conflict between affordable housing, historic preservation, and urban design.	The Community Character chapter is proposed to be eliminated and incorporated as a set of Best Practices for Creating a Sense of Place.
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A list of the applicable strategies in the 10-year Housing Plan and the associated proposed Plan text can be found in the Housing and Carbon Neutrality attachment.

B. Climate Emergency

The Climate Emergency that was declared in 2020 and the Carbon Neutrality Plan is discussed in Chapter 1 and 7 of the proposed Plan. The Carbon Neutrality Plan has 54 policies, all but 4 of them are addressed in the proposed Plans, Policies, Action Items, and Guidelines. A list of the applicable strategies in the Carbon Neutrality Plan and the associated proposed Plan text can be found in the Housing and Carbon Neutrality attachment.

Attachments:

- Flagstaff Regional Land Use Plan 2045 – Public Hearing draft
- Errata
- Revisions Log 60-day public review to public hearing draft
- Response to comments from the 60-day Public Review
- Housing and Carbon Neutrality Crosswalk with the Regional Plan 2045