

# FLAGSTAFF

## REGIONAL LAND USE PLAN

### 2045

2025 PUBLIC HEARING  
DRAFT



## CITY OF FLAGSTAFF LAND ACKNOWLEDGMENT

The City of Flagstaff humbly acknowledges the ancestral homelands of this area’s Indigenous Nations and original stewards. These lands, still inhabited by Native descendants, border mountains sacred to Indigenous Peoples. We honor them, their legacies, their traditions, and their continued contributions. We celebrate their past, present, and future generations who will forever know this place as home.



# PUBLIC ARTWORK IN THE REGIONAL PLAN

The art depicted throughout the *Flagstaff Regional Land Use Plan 2045* (Regional Plan) has a history and is a component of the Regional Plan itself. The voice and vision of community members, ideas, and buy-in were central to planning and making future decisions. Artist Sonja London-Hall was asked to create activities that introduced important planning concepts in a way that encouraged input. Using thoughtfully planned art-based activities, community members began a dialogue. The dialogue centered around six main planning topics important to Flagstaff and the Region: History, Housing, Land Use, Place, Transportation, and Water.

Over a span of two years there have been many settings involving community input. The Regional Plan Committee and the City of Flagstaff hosted many public participation opportunities to “Get Curious and Gain Understanding” of the long term vision. Please enjoy the art in this publication as it represents creative play and idea gathering from community members. The art represents all ages and demographics.

Cover art: “Sunny” By Olivia Tiggs



Art Curated by Sonja London-Hall, Community Art Showcase  
Exhibited at the HeArt Box Gallery + Studio, Jill Sans, May 3, 2024

## REGIONAL PLAN PREPARED BY:



For a full list of the staff, partners, elected officials, commissioners and committee members, and other community members who contributed to the Regional Plan, see the Acknowledgments section in the [Appendix](#).



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for a cover letter from the Mayor of Flagstaff**



**This Page was intentionally left blank as a placeholder for a cover letter from the Chair of the County Board of Supervisors**



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## NOTES ON READING THIS DOCUMENT

Throughout this Regional Plan, information on climate change can be found in blue boxes.

Information on housing attainability can be found in green boxes.

Callout boxes with a green outline provide supplementary information to the text in the chapter.

Tan boxes in Chapter 3 provide details on how to interpret and implement the policy maps, goals, and policies.

To guide you to related information, the document contains internal and external links, such as “see [Chapter 3, Goals and Policies](#)” or “See the [Active Transportation Master Plan](#).”

Every chapter has an endnotes<sup>1</sup> page, which provides technical notes and reference citations. A detailed reference list is provided following Chapter 11.



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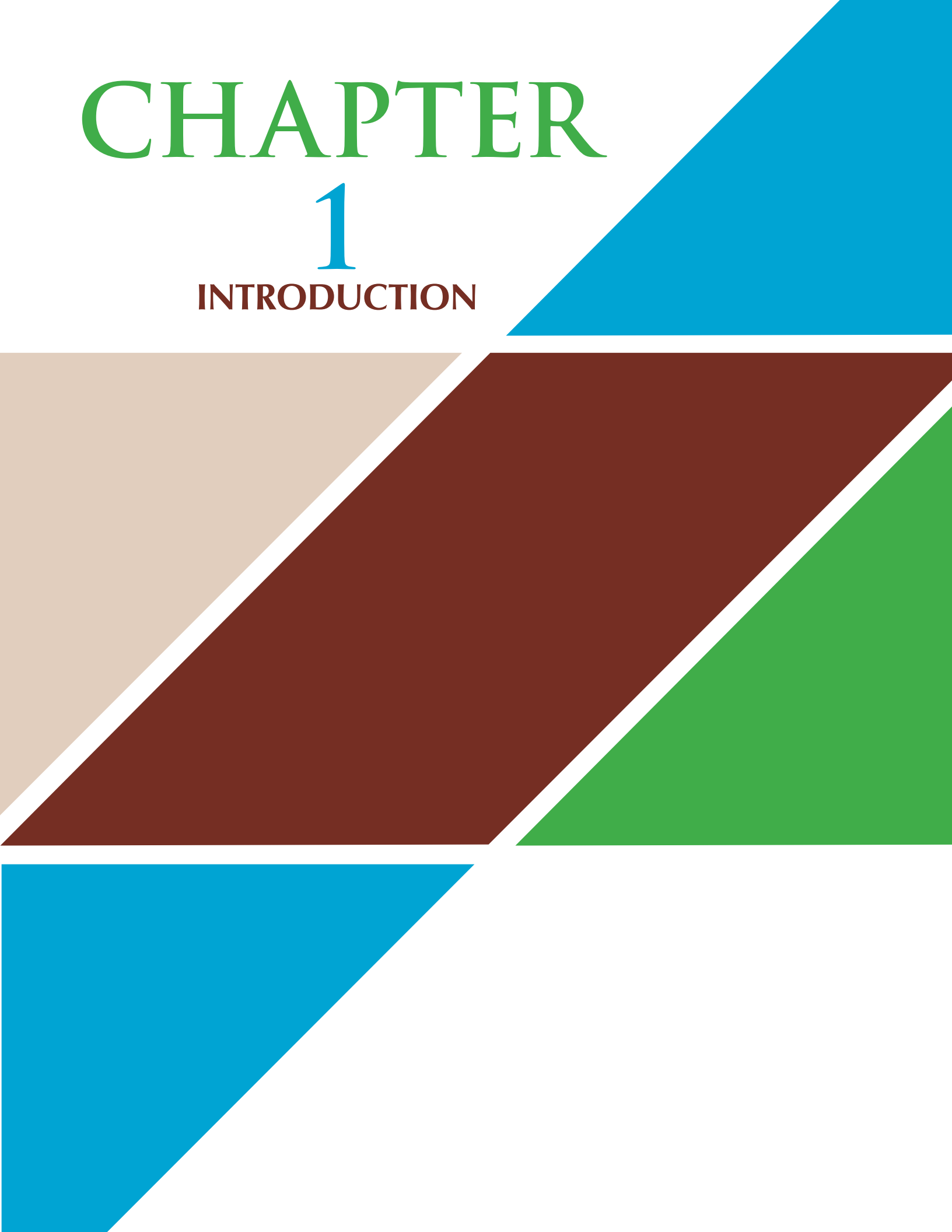
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# CHAPTER

# 1

## INTRODUCTION



# INTRODUCTION

The Flagstaff Region (Region) has envisioned the community's future through a joint City-County Plan since 2001. The vision of these documents has continued to move forward from the *Flagstaff Regional Land Use and Transportation Plan* (adopted 2001) to the *Flagstaff Regional Plan 2030* (adopted 2014) to the *Flagstaff Regional Land Use Plan 2045*. The Region includes the City of Flagstaff (City) and surrounding Coconino County (County) communities, uniting various government planning efforts under one vision. These forward-looking and cooperative plans have created shared resources for land use decisions, City and County policies, transportation and environmental planning, and intergovernmental coordination with state and federal partners for the last 20 years and intend to build on this legacy for another 20 years.

## A VISION FOR THE FLAGSTAFF REGION

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.

### Community in a Sacred Landscape

In this Region, we live in the presence of sacred peaks. The Region's landscape is centered around what are commonly referred to as the San Francisco Peaks, a 12,633-foot stratovolcano surrounded by the largest contiguous Ponderosa pine forest in the world. The official name for the Peaks was given by Franciscans to honor St. Francis of Assisi in the 1600s. Fourteen Native Nations consider the San Francisco Peaks as sacred and believe She is a sacred and life-giving entity. These Nations are the Acoma Pueblo, Fort McDowell Mohave Apache, Havasupai, Hopi, Hualapai, Kaibab Band of Paiutes, Navajo, San Carlos Apache, San Juan Southern Paiute, Tonto Apache, White Mountain Apache, Yavapai Apache, Yavapai-Prescott, and Zuni people.

The Indigenous People of the Region have many names for the Peaks, some of which refer to the Peaks collectively and others just to the tallest of the three Peaks, Mount Humphreys:

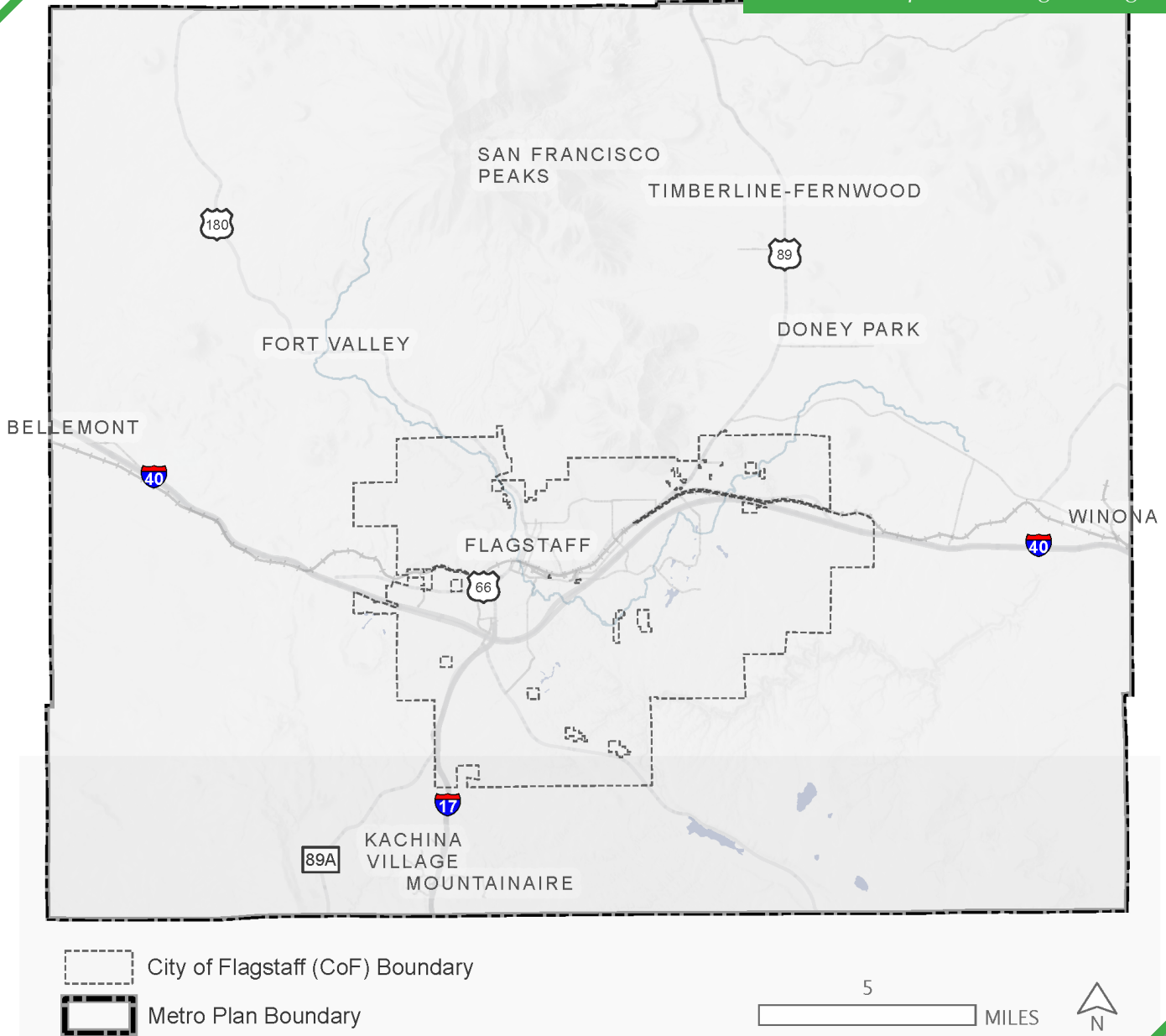
- » Tsii Bina in Aa'ku (Acoma)
- » Dził Tso in Dilzhe'e (Apache)
- » Hvehasahpatch or Huassapatch in Havasu 'Baaja (Havasupai)
- » Nuva'tukya'ovi in Hopi (Hopi)
- » Wik'hanbaja in Hwal`bay (Hualapai)
- » 'Amat 'likwe Nyava in Hamakhav (Mojave)
- » Dook'o'oosłíid in Diné (Navajo)
- » Nuvaxatuh in Nuwuvi (Southern Paiute)
- » Wi:mun Kwa in Yavapai (Yavapai)
- » Sunha K'hbchu Yalanne in A:shiwi (Zuni)

From this radial center, community after community and generation after generation have come and created the places known as Northern Arizona<sup>3</sup> and the Colorado Plateau.

### What is the Flagstaff Region?

Flagstaff is the largest city in Northern Arizona and the Coconino County seat. The City of Flagstaff is located at the base of the San Francisco Peaks. At nearly 7,000 feet, Flagstaff is one of the highest-elevation cities in the United States (US). The area is rich with cultural diversity, natural beauty, and history and offers outstanding economic, educational, recreational, and scientific opportunities.

The Region (Information Map 1-1) 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 Mountainaire.



## The Region's Shared History

The Region embodies a rich heritage of natural and [cultural resources](#). The Sinagua and Ancestral Puebloans were the first indigenous residents of the Region and are predecessors to today's Native Nations. Each Nation has its own creation and emergence story about how they came to be in this area. A quarter of the County's current population is Native American.<sup>4</sup> Many local place names, such as Navajo Road, Sinagua Middle School, and Coconino High School, reflect indigenous heritage.

The 19th century development of Flagstaff was built on the economic engines of railroads, timber extraction, milling, and ranching, which led to the establishment of Flagstaff as a settlement in 1881. Lowell Observatory (founded 1894), Northern Arizona University (NAU, founded 1899), and Route 66 (completed in 1926) were the anchor institutions and travelways of the City, which was incorporated in 1928. Today, Flagstaff is the largest and only incorporated city in the Region. The Region is a diverse community made up of Indigenous people with ancestral roots, fourth and fifth-generation families of European, African American, Hispanic, Asian, and Basque decent, and others who were drawn to the area throughout the last hundred years for jobs, recreation, and educational opportunities.

## What is the Flagstaff Regional Land Use Plan?

The *Flagstaff Regional Land Use Plan* (Regional Plan) is a policy guide, serving as the City's general plan and an amendment to the [Coconino County Comprehensive Plan](#). General plans and comprehensive plans are both a statement of community goals and development policies, with maps and implementation measures that support achievement of those goals. As mandated by Arizona state law, the Regional Plan covers a range of specific topics, providing information on current conditions and the vision for the future for each topic area. These plans are considered dynamic and can be updated with City Council and public direction or plan amendments.

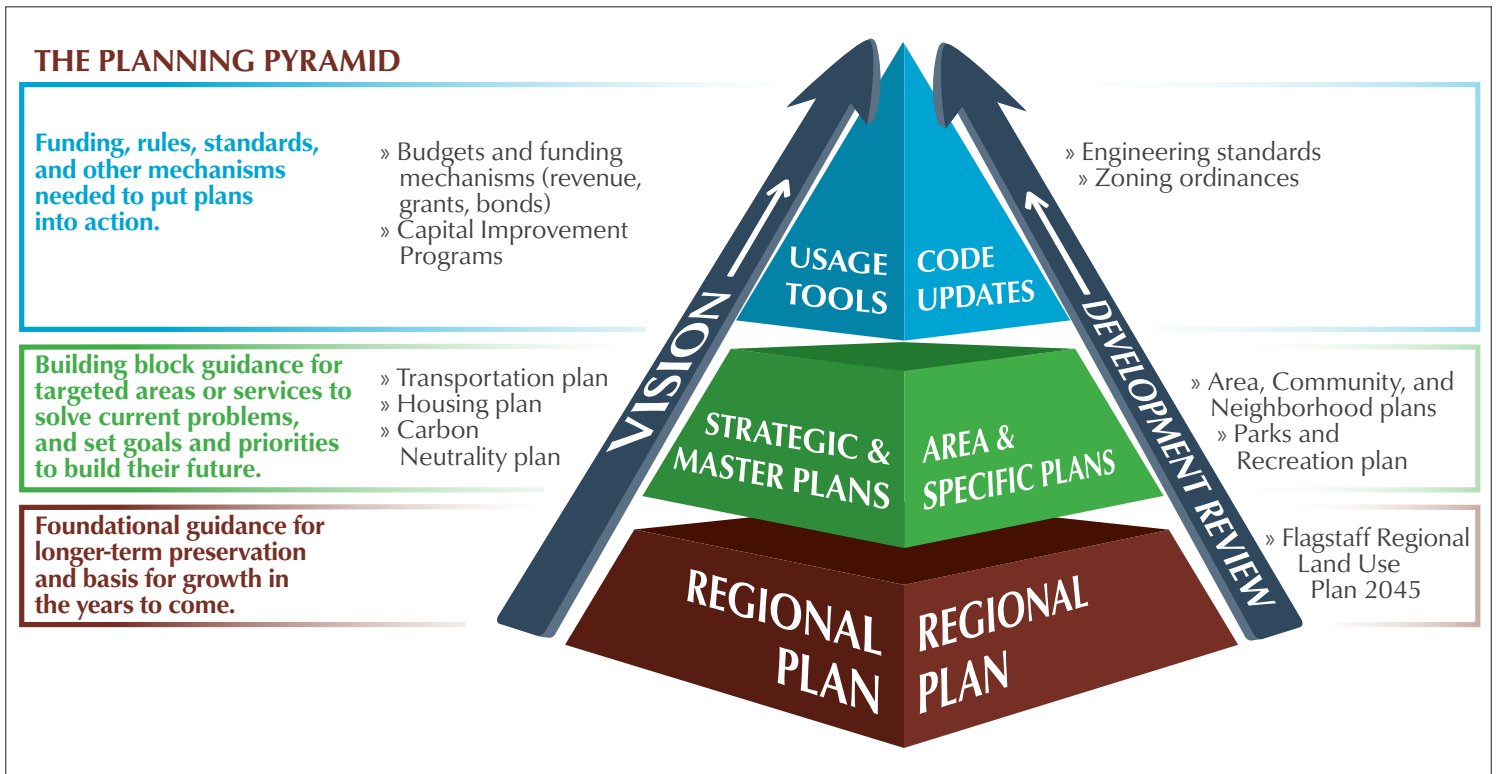


Figure 1-1: The Planning Pyramid

This planning pyramid illustrates the two paths of Regional Plan implementation. The right side of the pyramid demonstrates the process outlined in state statute for the consideration of certain land use decisions. This side of the pyramid has a powerful-but-narrower application that is implemented in coordination with other City and County codes as part of discretionary decisions. The left side of the pyramid demonstrates a more flexible approach that the City and County can use when making decisions that do not directly involve land [entitlements](#), dedications, or abandonments, such as work planning, strategic planning, or making decisions about City and County properties. The Regional Plan is not a strategic plan but it is broad and comprehensive in a manner that supports related strategic planning efforts. Implementation of the left and right sides of the pyramid is outlined in [Chapter 2, How the Plan Works](#).

**What is land use planning?** - Land use planning refers to how a government organizes and regulates what happens on a parcel of land in the future; for example, whether it becomes a housing development, a business, or a park. The policies and development patterns that are established in land use plans impact the lives of residents and the characteristics of the community. Land use influences many aspects of a community such as the economy, cost of living, demand for resources, [sustainability](#), and [resilience](#) to [climate change](#). Land use plans also guide related topics that are connected to land use, such as transportation and climate action. However, land use plans are not the same as a strategic plans. A land use plan looks decades into the future, while a strategic plan looks five to 10 years ahead. Land use plans cannot determine budgeting and resources, while strategic plans can. For instance, a strategic plan might have a date-specific goal for increasing affordable housing.

## Land Ownership in the Region

Within the Region, 12.6 percent of land is privately owned and 5.9 percent is State Trust Land. These are the areas of the Region where the Regional Plan’s goals and policies can influence private development (see Information Map 1-2).

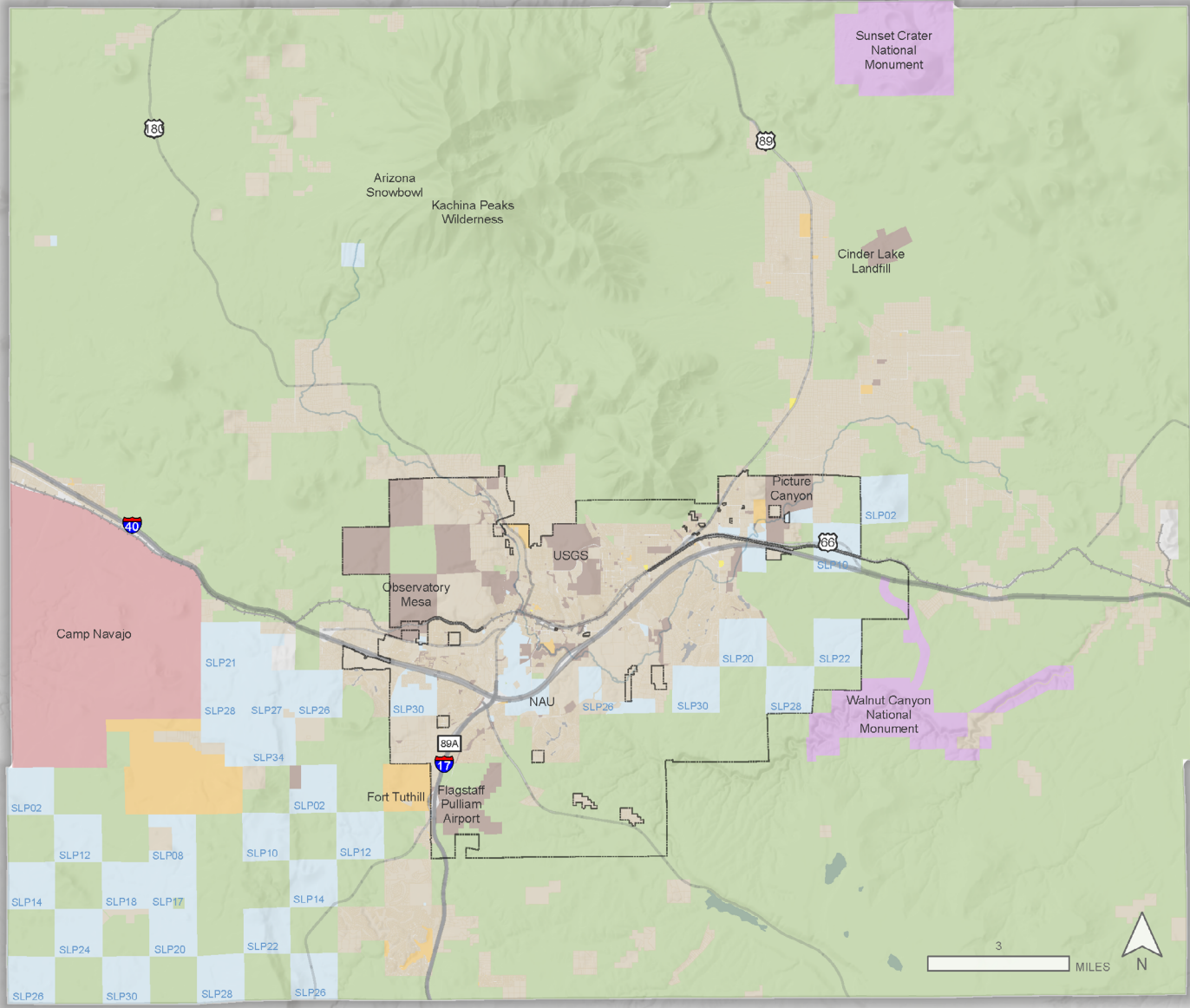
Of the remaining land, less than 0.1 percent is Navajo Nation and Hopi Tribe Trust Land and 81.5 percent is public land. The public land is owned by the federal government for conservation, natural resource management, military operations, or administrative purposes; state agencies such as the Arizona Board of Regents and the Arizona Game and Fish Department (AZGFD); and by the City and the County. City and County-owned land includes housing, facilities, roads, streets, alleys, sidewalks, drainage, stormwater collection, parks and open space, the [Flagstaff Urban Trail System \(FUTS\)](#), and public access to the Coconino National Forest. Although federal, state, and tribal government agencies might refer to the Regional Plan for guidance and coordination, only the City and County are mandated to follow the Regional Plan’s direction.

*Table 1-1: Land Ownership*

Owner	Acreage	Percent
Public Land (Total)	270,510	81.5%
Federal agencies	259,883	78.3%
City	5,907	1.8%
County	3,624	1.1%
State agencies	1,095	0.3%
Private Land	41,926	12.6%
State Trust Land	19,538	5.9%
Navajo Nation and Hopi Tribe Trust Land	25	< 0.1%



*The San Francisco Peaks*



## Land Ownership and Management

### Owner or Managing Agency

- Private Land
- National Forest
- National Monument
- Other Federal Land
- City of Flagstaff
- Coconino County
- State Property
- Navajo Nation and Hopi Tribe Trust Land

Coconino County



Information Map 1-2: Land Ownership and Management in the Flagstaff Region

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

**5**  
**MILLION**  
**VISITORS**  
per year  
to recreate

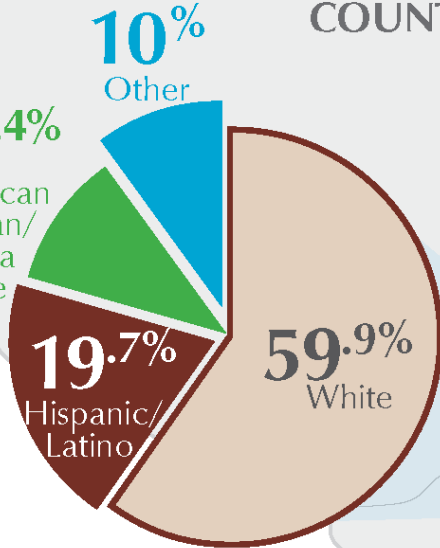
**THE LARGEST SECTORS  
OF THE ECONOMY**

Education and Health | Arts and Hospitality

**21K**  
students  
enrolled  
at NAU  
**ANNUALLY**

**14%**  
in county are  
food insecure

**COCONINO  
COUNTY**



more than  
**97K**  
people in  
the Region

**16%**  
primary language  
is other than  
English  
Spanish is most  
common

**76,960**  
people in City of Flagstaff

\*See endnotes for data sources.

**MEDIAN HOUSEHOLD  
INCOME BY RACE & ETHNICITY**

White alone	\$70,574
Black or African American alone	\$24,477
American Indian and Alaska Native alone	\$42,750
Asian alone	\$53,958
Some other race alone	\$42,415
Two or more races	\$54,786
Hispanic or Latino origin (of any race)	\$58,875

Source: ACS 2018-2022, Table S1903.

**GAPS  
EXIST**  
across household  
**INCOME**  
and  
**EMPLOYMENT**  
status  
in City of Flagstaff

**UNEMPLOYMENT RATE  
BY RACE AND ETHNICITY**

White alone	6.4%
Black or African American alone	15.7%
American Indian and Alaska Native alone	3.3%
Asian alone	2.9%
Some other race alone	5.6%
Two or more races	11.4%
Hispanic or Latino origin (of any race)	9.5%

Source: ACS 2018-2022, Table S2301.

**Regional Snapshots** – In fall 2021, City and County staff began producing reports and webinars on various topics addressed in the Regional Plan. These “Regional Snapshots” gave a high-level overview of each topic, including recent data and input from subject-matter experts. The [Regional Snapshots](#) were published on the Regional Plan website. The Snapshots provide supplemental information and go further into depth on many topics, including: Land Basics; Heritage Preservation; Education; Transportation; Population and Demographics; the Economy; Growth; Housing; the Ecosystem; Flooding, Fire, and Emergency Management; Parks, Recreation, and Open Space; Climate Change and Energy; Utilities; Public Health; Equity; and Food Systems.



*Outdoor Dining in the Southside neighborhood*

## The Region’s Future Uncertainties and Opportunities

The City and County are confronting two complex and interconnected challenges: [climate change](#) and housing affordability. Addressing these challenges concurrently must be met with open dialogue, innovative thinking, and good faith to find creative solutions that move the Region toward a healthier, more inclusive, and more resilient community.

Through its [Carbon Neutrality](#) and [Ten-Year Housing](#) plans, the City has demonstrated strong commitments to improving housing and [sustainability](#) outcomes, focusing on solutions that improve both. Future growth and development present meaningful opportunities to deliver on those commitments. For example, increasing the variety of [attainable](#), energy-efficient housing options along transit corridors can reduce residents’ housing and transportation costs while also reducing [greenhouse gas \(GHG\) emissions](#), and building a stronger, more [resilient](#) community.

Coconino County is a Community Action Agency and supports County residents with housing stability by providing funding assistance through subsidies and other programs. The County’s sustainability efforts include sustainable community development solutions, climate readiness, emergency [preparedness](#), forest restoration, wildfire risk reduction, and human health for its diverse rural communities.

## City Climate Emergency and Carbon Neutrality Plan

[Climate change](#), driven by human-induced [GHG emissions](#), is intensifying global weather disruptions and posing increasing risks to many communities' social, economic, and environmental health worldwide. Depending on the magnitude of emission reductions, climate change is anticipated to impact the Region in the following ways:

- » **Public Health and Safety:** A longer warm season, rising low temperatures, and more intense wildfires will increase the risk of respiratory, mental health, and other diseases.
- » **Land Use, Infrastructure, and Cost of Living:** A growing population can put more people in wildfire- and flood-prone areas without sustainable land use planning. Hotter temperatures will increase energy use and costs.
- » **Forest Health and Wildfire:** A longer warm season and drier climate will reduce overall forest health, lead to more damaging and hazardous wildfires and floods, and worsen pine beetle and other threatening infestations.
- » **Water Supply, Quality, and Infrastructure:** The regional watershed is at high risk of significant wildfire damage. Population growth, tourism, and climate change will put strain on the Region's limited water resources without forward-looking planning.
- » **Tourism and Recreation:** As consistent snowpack declines, snow-based tourism and recreation will be impacted. Visitor numbers and recreational opportunities may also be impacted in the summer when wildfire and drought are higher threats.

In the face of these challenges, shifting to a [carbon-neutral](#) future offers an opportunity not only to reduce these risks, but create a healthier, more [resilient](#), and prosperous Region for all residents. On June 23, 2020, the Flagstaff City Council declared a Climate Emergency. The [Flagstaff Carbon Neutrality Plan](#) (CNP) was adopted in 2021 and established a bold vision for how the City will create a carbon-neutral future by 2030 through three overarching goals:

- » **Mitigation:** Achieve carbon neutrality by 2030 through a combination of GHG emissions reductions and [carbon dioxide removal \(CDR\)](#) initiatives.
- » **Adaptation:** Prepare the City's communities, systems, and resources to be more resilient to climate change impacts.
- » **Equity:** Address climate change in a manner that prioritizes people who are most impacted and ensures the costs and benefits of climate adaptation and mitigation are [equitably](#) distributed.

## City Housing Emergency and Ten-Year Housing Plan

Census data and historical demographic and market analyses have shown that a high percentage of the Region's residents are burdened by housing costs, rapidly rising median home sale prices, high rent, a reduction in home availability because of second homes and short-term rentals, and many other factors which increase housing instability. Crisis levels were reached in recent years due to increasing housing costs exceeding the buying and renting power of local residents.

In response to a rapid intensification of these challenges, the City declared a Housing Emergency in December 2020, committing to prioritizing [affordable housing](#) within its operations to create safe, decent, and affordable housing opportunities for all community members. The declaration called for several actions, most notably the creation of a Housing Plan focused on development and preservation, and the identification of a local funding resource to help create affordable housing units and expand housing programs. By 2022, the City accomplished both by adopting a [Ten-Year Housing Plan](#), which outlines the short- and long-term strategies for improving housing affordability, and with City voters approving Proposition 442, a \$20 million bond to support affordable housing activities.

The City's *Ten-Year Housing Plan* has an overarching goal of reducing the housing need in the community by half over the next 10 years. The Housing Plan is designed to achieve this goal in two ways:

- » **Impact** at least 6,000 low-to-moderate income City residents through a combination of unit creation and subsidy provision.
- » **Create or preserve** 7,976 housing units by 2031 with a minimum of 10 percent being affordable. This will increase the overall supply of market-rate, [workforce](#), and affordable housing occupied by local residents.

The housing and climate emergencies declared by the City are interrelated. The type of housing developed and its proximity to goods, services, and transportation choices greatly influences GHG emissions, resilience, and equity. Compact development patterns can help the Region meet goals for both of the related plans by:

- » **Enhancing housing and transportation resilience:** Providing a variety of energy-efficient, [attainable housing](#) options, a mix of land uses, reducing reliance on single-occupancy vehicles, and increasing [mobility](#) choices (walking, biking, transit, and more) in a changing climate.
- » **Protecting natural ecosystems and reducing climate risks:** Preserving open space; minimizing urban encroachment into forests; protecting communities and reducing vulnerability to climate hazards such as wildfires, extreme heat, water scarcity, and flooding; improving stormwater management; and ensuring long-term community and environmental [resilience](#).
- » **Advancing climate solutions and local self-sufficiency:** Expanding [renewable energy infrastructure](#), supporting CDR initiatives, and strengthening local food systems to enhance [sustainability](#) and community [preparedness](#).

## **Growth Management for a Sustainable and Equitable Region**

A community's growth can be directed to benefit many different community objectives; [carbon neutrality](#), job growth, affordability and inclusivity, resource protection, and public health are a few examples. States like Arizona passed Smart Growth legislation in the later 1990s and early 2000s to support local communities in making these decisions conscientiously and with extensive public engagement. Understanding the nature, scale, and influences of growth are, therefore, essential to the Regional Plan's purpose. There are several dimensions of growth that can be used to characterize it and understand its influence:

- » Increases in population and density.
- » Scale and character of new and redevelopment.
- » Patterns of development.
- » Distribution of social and economic benefits.
- » Expansions of community services and functions.

Smart Growth encourages communities to plan for land use in an integrated way that considers community values, constraints, and future uncertainties. Public participation throughout the Regional Plan process has provided numerous opportunities for community values to be shared and to discuss the trade-offs between different ways the community can direct and influence growth over the next 20 years (see Public Participation Summary in [Appendix D](#)). Scenario Planning and the [Land Availability and Suitability Study and Code Analysis Project](#) (LASS-CAP) informed these engagements and provided information on the constraints and uncertainties of the process. The Regional Plan [Growth Snapshot](#) goes into detail about factors such as population growth, housing, development patterns of the recent past, and the principles of Smart Growth.

## Population Growth

Population growth is a major uncertainty of the Regional Plan’s efforts to implement its vision and achieve its priorities and goals because of birth, death, and migration factors that are generally out of the control of local government. The Regional Plan, therefore, has to position the community well for scenarios of growth, decline, and stagnation. The Arizona Department of Commerce provides projected populations in the County and City from 2021 to 2055.<sup>1</sup> Projections show the City’s population reaching 89,956 in 2045.<sup>2</sup> The projected combined population of Mountaineer, Doney Park, Fort Valley, and Kachina Village in 2045 is 10,374. This would likely put the Region’s population over 100,000 by 2045. By 2045, Coconino County’s projected population is 162,553. This shows that two-thirds of Coconino County’s population may live in the Region by 2045 compared to 50 percent in 2010. The Arizona Department of Commerce produces low, mid, and high projections. These findings presume the mid-projection assumptions; however, there are some scenarios under which the County and City could grow at a faster rate and others supporting a slower rate. Since the 1980s, the City’s growth rate has been very close to the mid-projections.

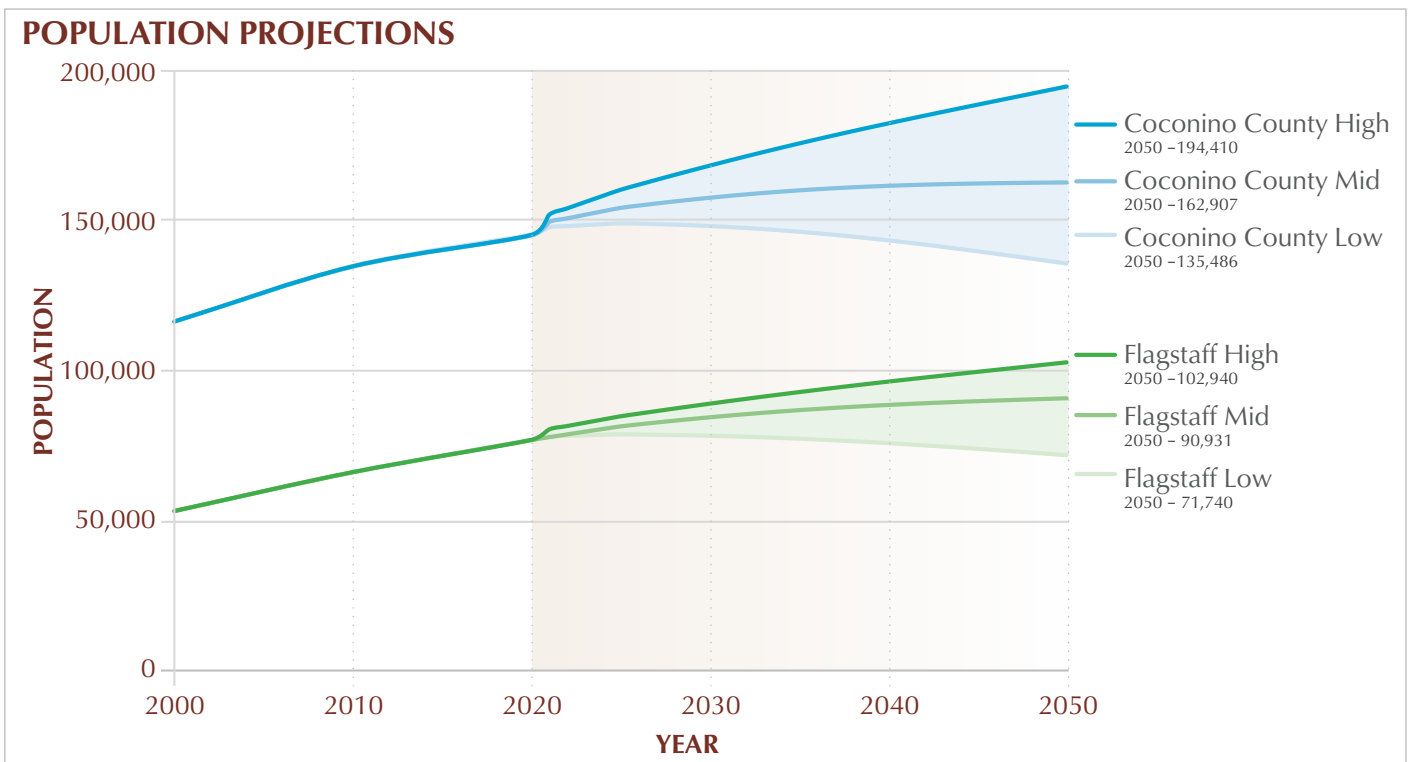


Figure 1-2: Arizona Department of Commerce Population Projections

## Scenario Planning

City and County staff cannot predict the future; however, they can manage a forward-thinking process that helps the community incorporate uncertainty about future developments and social and economic conditions. Exploratory scenario planning helps communities identify issues and plan for the future, despite not knowing which specific challenges will emerge. For the Regional Plan, the process of exploratory scenario planning began in January 2023 with a series of conversations with subject-matter experts to identify 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. These ideas and principles were used to model four land-use and transportation scenarios that tested different ways the Region could grow. The public was asked to evaluate the four scenarios, and a “Preferred Scenario” was developed.

The Preferred Scenario was the foundation for the [Future Growth Illustration](#), found in Chapter 4. The Preferred Scenario allows more housing density in existing neighborhoods, encourages compact development along major transportation corridors, and improves the alignment of public infrastructure investments with areas where growth is supported. These actions would create more opportunities for housing that is attainable to the workforce, help reduce the frequency and duration that residents must drive, and support the Region’s progress toward achieving [carbon neutrality](#) goals.

The Preferred Scenario modeling demonstrated that the cost of housing can be meaningfully reduced in the Region if there is a shift in the type of housing that is built. For example, the Region could build a larger share of multifamily housing, with the following breakdown:

- » 56 percent of new housing units are multifamily housing (three or more units) and attached housing (duplexes and townhomes), averaging 39 dwelling units per acre (duac).
- » 33 percent of new housing units are small lot single-family housing, averaging 18 duac.
- » 11 percent of new housing units are large lot single-family housing, at 3.5 or fewer duac.

If this type of new housing was built in the Region through 2045, it could achieve a 20 percent reduction in housing costs versus today. This would enable more of the workforce to be housed locally. More compact land use patterns and reduced driving, coupled with building efficiency measures in new construction, could produce a substantial eight-percent reduction in transportation emissions and a seven-percent reduction in building emissions.

The Preferred Scenario illustrates a future with attainable, connected communities and less commuting, advancing the Region’s housing and climate action goals. The density prescribed by the Preferred Scenario supports community vitality, a strong social fabric, and a higher quality of life. For more information on Scenario Planning and the Future Growth Illustration, refer to [Chapter 4, Growth and Land Use](#).

# THE PRIORITIES OF THE REGIONAL PLAN

Developing this Regional Plan included extensive community outreach. Input from the public, agencies, the business community, nonprofit organizations, civic groups, and others shaped its focus and defined its “universe of priorities.” Based on collective community input, the Regional Plan reflects the desire to support inclusivity and [sustainability](#) while being good stewards of natural and [cultural resources](#). The participants in this process identified the Region’s highest priorities and through further refinement they were broken into two categories: Core priorities are those more central to plan implementation, while Complementary priorities support plan implementation. The priorities work together to create the community vision for a sustainable and equitable Region.

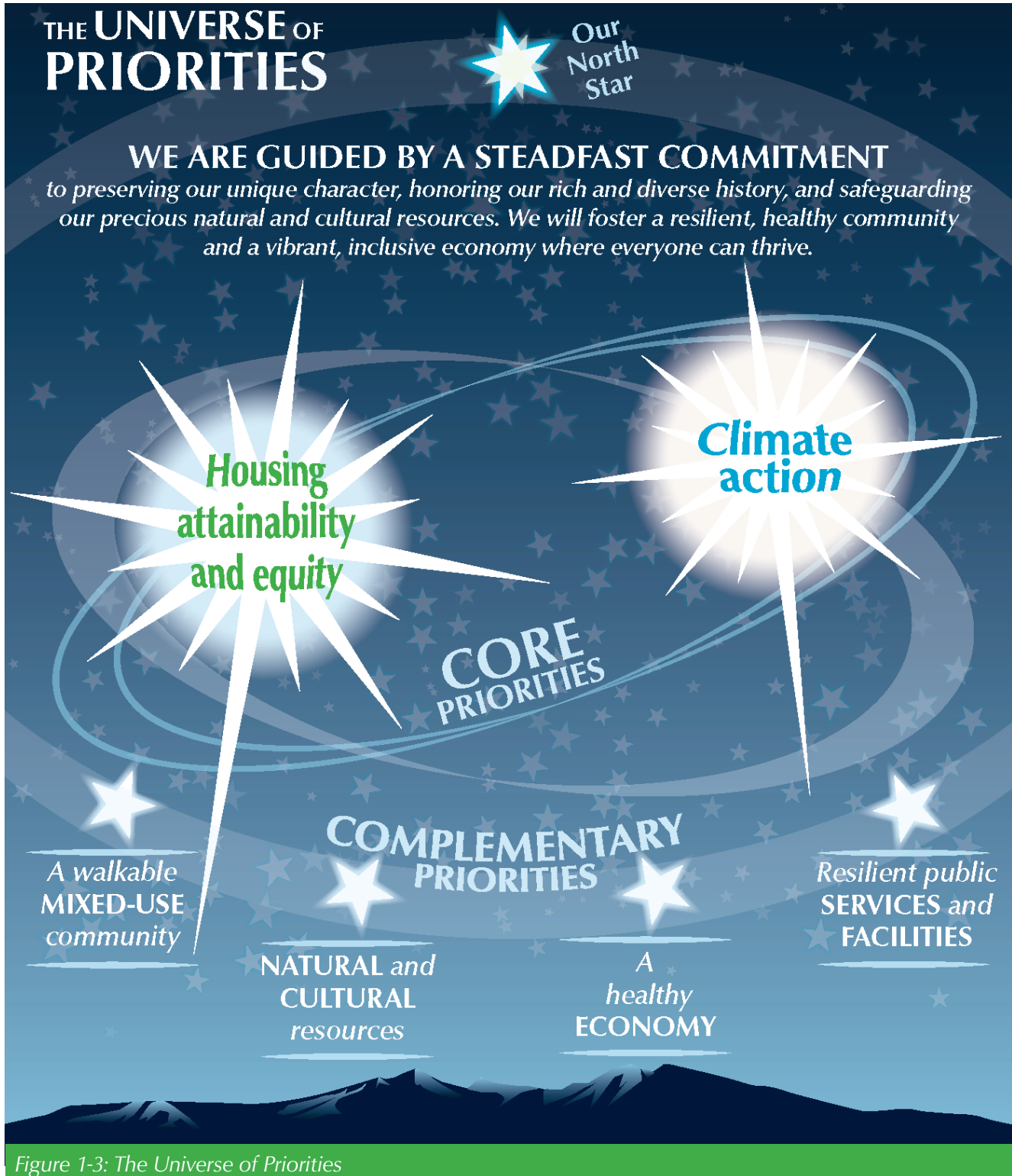


Figure 1-3: The Universe of Priorities

These important priorities are a key part of each chapter in the Regional Plan and help guide decisions about how land will be used in the future. [Chapter 3, Goals and Policies](#) provides more information on how the plan priorities and goals and policies are related, as well as how they guide the Regional Plan’s goals and policies.

## Next Steps

Achieving the goals outlined in this Regional Plan is a significant, collective responsibility. Success requires dedication, collaboration, and a focus on sustainable, long range strategies. For some, this Regional Plan signifies the beginning of an exciting journey; for others, it means considering perspectives that are new and different. Ultimately, it maps out a future for everyone that values both the human and natural environments, with profound consideration for the generations to come. The chapters that follow explain the operational framework of the Regional Plan and the tasks required to achieve its vision.

## Chapter 1 Endnotes

1. Methodology for the Cohort Component modeling used to support these projections can be found online at: <https://www.azcommerce.com/media/1544715/pop-prj-state-county-2018methodology.pdf>
2. Based on the mid-level projection. Low and high projections were considered in scenario planning.
3. Throughout this document, Northern Arizona is defined as Apache, Coconino, Mohave, Navajo, and Yavapai counties.
4. US Census Bureau, 2020 Decennial Census.

Sources for Infographic on p. 1-6

- » Largest economic sectors (City of Flagstaff): US Census Bureau, 2022 American Community Survey 5-Year Estimate.
- » 5 million visitors per year (City of Flagstaff): City of Flagstaff, Discover Flagstaff Annual Report, 2023.
- » Coconino County food insecurity: Feeding America, “Map the Meal Gap,” 2022.
- » City demographics: US Census Bureau, 2020 Decennial Census.
- » Region and City population: US Census Bureau, 2020 Decennial Census
- » Primary language: US Census Bureau, 2022 American Community Survey 5-Year Estimate.

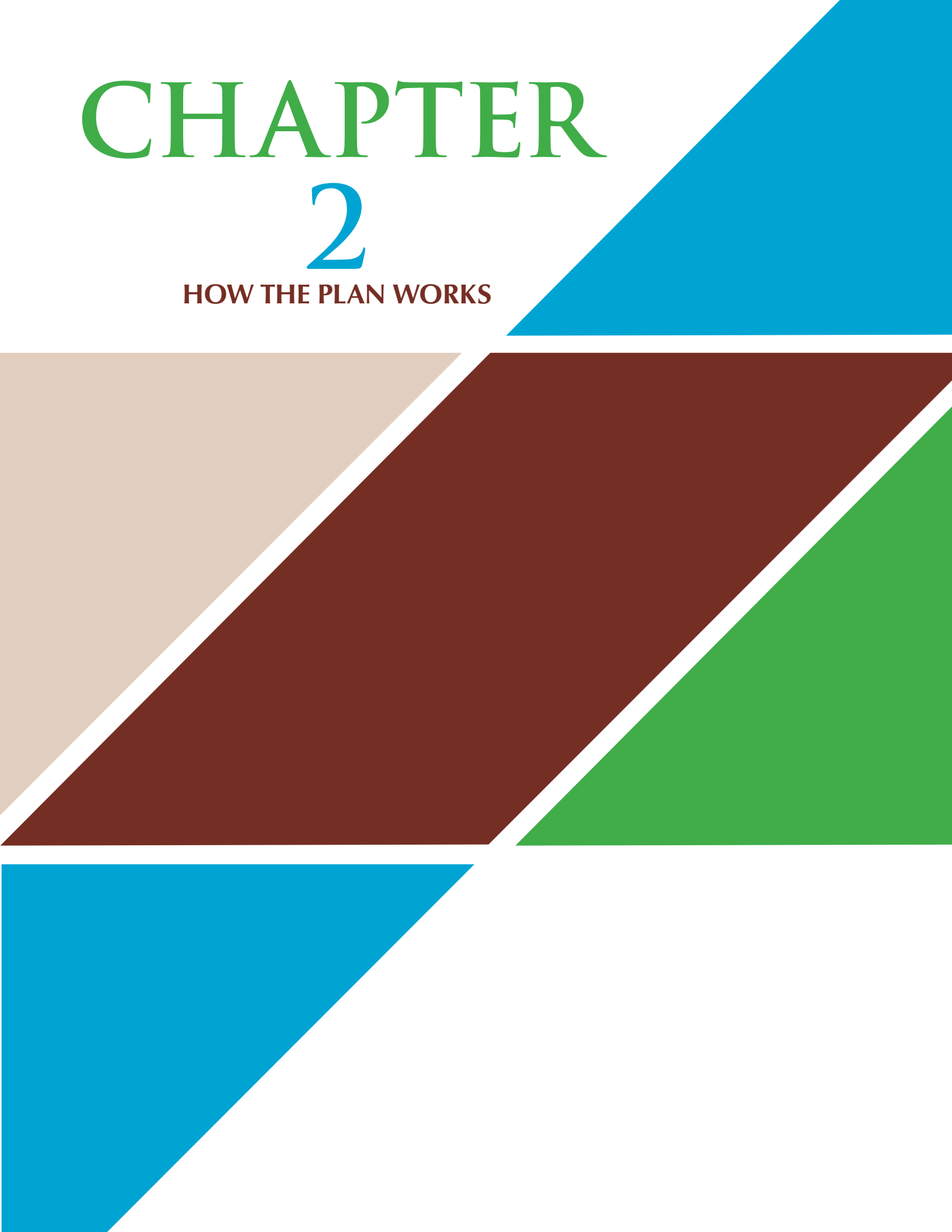
A note on race and ethnicity data:

The race and ethnicity data in this chapter comes from the 2020 US Census and the American Community Survey (ACS). There are limitations with this data. The 2020 Census Post-Enumeration Survey and Demographic Analysis Estimates found that nationally, the 2020 Census undercounted the Black or African American population, the American Indian or Alaska Native population living on a reservation, the Hispanic or Latino population, and people who reported being of Some Other Race. Community engagement also supports the conclusion that the Indigenous population has been undercounted in the Region by both the Census and the ACS. The 2020 Census overcounted the Non-Hispanic White population and the Asian population. The ACS counts a sample of the population, and estimates are released with a margin of error. In the Region, the size of racial and ethnic groups varies, and demographic comparisons should be interpreted with the context that the margin of error is variable between racial and ethnic groups.

# CHAPTER

# 2

HOW THE PLAN WORKS





Anonymous, Art in the Park Activity, 2022

# HOW THE REGIONAL PLAN WORKS

As the community looks to the future, the Regional Plan provides a path to achieve the community’s vision. While the Regional Plan is aspirational, it must also be practical. City and County staff, property owners, community partners, and elected officials will be faced with innumerable decisions about how to move forward, the best ways to achieve the Regional Plan’s vision, and how to meet the challenges of the Regional Plan’s priorities. This chapter outlines the tools, methods, and processes that will be shaped by the Regional Plan.

## A LIVING DOCUMENT

The Regional Plan is both a visionary and living document that can serve the community and guide its future. It is also a practical document that must be implementable within the legal system and available governmental resources. It must be adaptable to macro-economic, financial, legislative, and social influences on development and government; reflect community values and priorities; and be realistic about constraints and uncertainties. This is a tall order for a single document.

While the Regional Plan serves many purposes, it is important to distinguish what it is and is not.

FLAGSTAFF REGIONAL LAND USE PLAN	
IS:	IS NOT:
<ul style="list-style-type: none"> <li>» a collaborative community vision.</li> <li>» priorities to guide future development.</li> <li>» a collection of goals and policies to achieve the priorities.</li> <li>» a set of maps and policies that show the <a href="#">infrastructure</a> necessary for <a href="#">resilient</a> and safe development and redevelopment.</li> <li>» a tool for decision makers, developers, businesses, and citizens.</li> <li>» a framework for general planning.</li> <li>» adopted by the Flagstaff City Council and the Coconino County Board of Supervisors.</li> </ul>	<ul style="list-style-type: none"> <li>» a mandate for or against development.</li> <li>» a requirement or prohibition for a specific land use on a property.</li> <li>» a zoning ordinance.</li> <li>» a <a href="#">Capital Improvement Plan (CIP)</a> or infrastructure master plan.</li> <li>» a City or County budget.</li> <li>» an obligation to execute a project or plan.</li> <li>» an operational or strategic plan for the City or County.</li> <li>» an unchangeable plan, or a law.</li> </ul>

The Regional Plan must be applied within a broad set of existing laws, regulations, and court decisions determining what is permissible in land use decision making. It cannot override any federal or state laws, or any constitutional limits on the authority of jurisdictions to exercise police powers, and it cannot be used in a manner inconsistent with common law in the state of Arizona.

The Regional Plan is an opportunity to set a bold direction for the Region’s future. As such, it is written and structured to be incorporated broadly and flexibly. At the same time, the Regional Plan cannot:

- » Change existing [entitlements](#) without further action.
- » Commit City or County resources or preempt decisions of the current or future City Council and County Board of Supervisors.
- » Compel a private property owner to develop a particular use or type of building.
- » Influence applications that are already under review at the time of its ratification or adoption of a plan amendment.

Given all of these factors and the need for flexibility and responsiveness to changing conditions, the Regional Plan is designed to be updated regularly. This chapter also outlines the process and criteria for plan amendments and administrative updates.

## How is the Regional Plan Adopted

As the general plan for the City, this document is sent to ballot to be ratified by voters once every 10 years and is amended with proper notice by the City Council. The content of the plan is used with [Flagstaff City Code, Title 11, Chapter 11-10 \(General Plans\)](#), to establish the process for how to amend the Regional Plan.

For the County, the Regional Plan is an amendment to the [Coconino County Comprehensive Plan](#). It provides a Region-specific land use map and policies that are reviewed in conjunction with the County's *Comprehensive Plan* when evaluating development applications and the programs and projects that support the Region.


## How the Regional Plan is Implemented

The Regional Plan is intended to play a pivotal role in shaping the Region's future. Implementation of the Regional Plan will evolve with new budgets, capital plans, work programs, and changing priorities. A key mechanism to implementing the Regional Plan is its application to land use decisions, especially zoning map amendments, zoning text amendments, and annexations. Listed below are some practical ways to ensure that future activities are consistent with the Regional Plan:

**Specific and Area Plans:** [Area plans](#) or [specific plans](#) are geography or topic specific plans, and further refine and implement the Comprehensive or General Plan.<sup>1</sup> These plans include a statement(s) describing how the plan implements Regional Plan goals and policies, and how it is compatible with it (see [Page 2-5](#) for more information).



*Aspen trees in the fall*



**Updates to City and County Codes:** Amendments to the map and text of the Zoning Code must conform to the Regional Plan, while Subdivision Code, Engineering Design Standards and Specifications, and other City and County Codes can be important implementation tools but do not require such a finding in all cases. The City's Zoning Code ([Flagstaff City Code Title 10](#)) is updated at the discretion of City elected officials in response to goals, policies, and action items presented in the Regional Plan ([Arizona Revised Statute \[A.R.S.\] § 9-462.01.F](#)).

Amendments to the Coconino County Zoning and Subdivision Codes must be consistent with the goals, objectives, and policies of the [Coconino County Comprehensive Plan](#), including amendments to the *Comprehensive Plan* ([County Code 5.12.b.6](#)). The County's Zoning Code and subdivision regulations may be updated at the discretion of the County's elected officials in response to the goals, policies, and action items of the Regional Plan.

**Discretionary Development Applications:** There are two types of [development applications](#) that may be proposed: administrative and discretionary. Discretionary development applications have an aspect to them which requires a legislative change such as an annexation or zoning map amendment. Applications for zoning map amendments, and annexations are required to have a "[finding of conformance](#)" with the Regional Plan. Proposals that cannot meet this finding must also propose an amendment to the Regional Plan as outlined in this chapter, [Title 11 of the City Code](#), and Section 5.13 of the [Coconino County Zoning Ordinance](#), and the *Coconino County Comprehensive Plan*.

**Acceptance of Dedications and Abandonments:** Real property for street, square, park, or other related public purposes is required to have a "finding of conformity" with the City's General Plan ([A.R.S. § 9-461.07.C](#)). City Council, at its discretion, may choose not to accept dedications or approve abandonments that do not conform to the Regional Plan's goals and policies.

**Capital Improvement Plans (CIPs):** The City's [CIPs](#) and long-range utility and transportation plans will be prepared consistent with the Regional Plan's land use policies and [infrastructure](#) recommendations (water, sewer, stormwater, transportation, and parks/recreation) ([A.R.S. § 9-461.07.B](#)). Major new improvements that are not reflected in the Regional Plan, and which could dramatically depart from its recommendations, should be preceded by a Regional Plan amendment when they cannot be modified to meet the Regional Plan's goals and policies.

**Annual Work Programs and Budget:** The Regional Plan is designed to "serve as a pattern and guide for the orderly growth and development of the municipality and as a basis for the efficient expenditure of its funds relating to the subjects of the general plan" ([A.R.S. § 9-461.07.A.1](#)). Consideration of the Regional Plan's goals, policies, and action items should be given in the budget process and when setting work programs for City and County departments and divisions.

**Staff Reports:** Staff reports on land use, property, capital improvements, and development issues should identify if and how the Regional Plan's goals and policies are being implemented, and when relevant, if there are any potential alternative approaches.

**Coordination with Regional Partners:** Federal, state, nonprofit, educational, civic, and private partnerships may be formed and supported by the implementation of the Regional Plan ([A.R.S. § 9-461.07.A.4](#)). The Regional Plan is developed in consultation with these partners and it creates opportunities to build and enhance partnerships.

# HOW THE COMPONENTS OF THE REGIONAL PLAN INFLUENCE DECISIONS

## Policy Section

Conformance with the Regional Plan for annexations, dedications and abandonments, zoning map amendments, and [specific](#) and [area plans](#) is determined by an analysis of:

1. **Land Use Category**, which is mapped on the Future Growth Illustration and explained in the Land Use and Transportation Frameworks (see [Chapter 4, Growth and Land Use](#)).
2. **Goals**, which are desired results or future conditions that the community envisions and commits to achieve (see [Chapter 3, Goals and Policies](#)).
3. **Policies**, which are courses of action to achieve the stated goals that guide decision making. Policies may be text or maps identified in the Regional Plan (see [Chapter 3, Goals and Policies](#)).

**City only:** A zoning map amendment must conform to the 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.

If it does not conform, then a Regional Plan map amendment will be required. When a plan amendment is required, it at a minimum should analyze and substantially further at least 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” of the other priorities.<sup>2</sup> It must also demonstrate conformance with the Transportation Framework. Text amendments to the Zoning Code will use the desired density, goals, policies, and guidelines in their conformance analysis as applicable to the proposed amendments.

## Implementation Section

Other aspects of the Regional Plan can inform City and County staff with implementation related to zoning map and text updates, publicly generated specific and area plans, [CIPs](#), annual work programs and budget reports, staff reports, and coordination with Regional Partners, in the following ways:

**Action Items** are strategies, projects, procedures, actions, or programs that implement the goals and policies. These are primarily actions by the City or County and may be achieved through legislative and administrative actions and through partnerships.

Action items are broken into five types:

- » **Plan:** Creation of plans and planning related efforts across various disciplines.
- » **Code:** Adoption and update of regulations and legislation.
- » **Fund:** Budgeting, grants, bonding, and financing projects.
- » **Partner:** Formal and informal collaboration to meet shared objectives between government agencies, non-profits, and private entities.
- » **Educate:** Informational and educational initiatives that promote the Regional Plan’s goals and policies.

Action items are given an approximate timeframe in which they are expected to be completed. Timing may change based on the availability of staff, funding, and City Council and County Board of Supervisor priorities.

- » **Short term:** Expected to commence in the first three years after Regional Plan adoption.
- » **Midterm:** Expected to commence in the first seven years after Regional Plan adoption.
- » **Long term:** Expected to commence in seven or more years after Regional Plan adoption or based on the availability of future funding.
- » **Continuous:** An already established program that is key to maintain and work toward further plan implementation.

**Monitoring** of the Regional Plan will be reported annually using the metrics identified in [Appendix A](#), and a list of action items that were implemented in the prior year.

## Relationships with Other Plans

**Specific Plans:** Specific plans are created for either a City-wide topic or a geographic area within the City for the systematic execution of the General Plan. For example, the City has created specific plans for neighborhoods like La Plaza Vieja and Southside, and for topics like High Occupancy Housing. Private property owners may also request that the City adopt a specific plan that creates a master plan for their property and allows for limited variations from typical development standards. Specific plans are processed as a minor amendment but follow the enhanced procedural requirements for public participation and notification of major plan amendments described in [Flagstaff City Code Title 11](#).

For 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.

Concurrent with the adoption of the Regional Plan, the City is rescinding the [Woodlands Village Specific Plan](#) due to its age, the fact that the area is developed, and conflicts with existing code requirements.

**County Area Plans:** The County Area Plans for Doney Park, Timberline, Fernwood, Bellemont, Fort Valley, 180 Scenic Corridor, Kachina Village, and Mountaineer consider conformity with the Regional Plan as well as the [Coconino County Comprehensive Plan](#) when they are updated. When there are conflicts between these documents, the process for addressing/amending the Regional Plan or an area plan follows the process outlined in the County's *Comprehensive Plan*.

**Other Strategic Plans:** The City and County may have other policy documents and strategic plans, such as the [Carbon Neutrality Plan \(CNP\)](#), [Ten-Year Housing Plan](#), the [Active Transportation Master Plan \(ATMP\)](#), Parks and Recreation Master Plans and the *Utilities Master Plan*. The Regional Plan can support their effects by providing integration across disciplines and in setting compatible goals and policies. These plans inform City programs and work planning but are not adopted as specific plans. Because they are approved through an alternative process, they cannot be used as a



Participants at a Visioning Workshop

basis for the findings of conformance for discretionary development applications, dedications and abandonments, and specific plans that are proposed by private property owners. The benefit of the additional process and review required for specific plans should be discussed with Planning staff when the City and County are developing new strategic and master plans.

**Other Agency Plans:** Other public agencies, corporations, and nonprofit organizations are encouraged to consider the Regional Plan goals and policies in developing their own strategic, regulatory, and capital plans.

# HOW THE REGIONAL PLAN IS AMENDED

## Process for Regional Plan Amendments (City only)

The Regional Plan can be updated, revised, and improved over time to address emerging issues, new ideas, and changing conditions. To assess the Regional Plan's effectiveness, the City monitors how well the plan is supporting the goals and policies and how outside influences are affecting its implementation. Based on the monitoring efforts or private development requests, the City may amend the Regional Plan periodically. The Planning and Zoning Commission and City Council must consider each proposed amendment carefully to determine whether it is consistent with the Regional Plan's goals and policies. In addition, the cumulative effect of many amendments may result in a change in policy direction. For this reason, Regional Plan amendments must be evaluated in terms of their significance to overall City policy.

If a zoning map amendment or annexation application complies with the [Urban Growth Boundary \(UGB\)](#) and Land Use Categories on the [Future Growth Illustration](#) in Chapter 4, Growth and Land Use, then amendments to other maps such as the Road Network Illustration in the Regional Plan may be completed as part of the City's annual update or the next relevant Regional Plan amendment. In these cases, the amendment does not need to be processed in conjunction with the development application.

If the zoning map amendment or annexation application is required to change the UGB or Land Use Categories on the Future Growth Illustration, all amendments to other maps in the Regional Plan should be processed at the same time. For example, a proposal to change a parcel from a Neighborhood to a Center may also request realigning roads or trails on other policy maps.

Changes or updates to other Regional Plan content that did not result from a [development application](#) or a code update will be gathered throughout the year and presented to the City Council for adoption with the Regional Plan Annual Report or at another time as determined by the Planning Director.

If a specific plan proposes a change to the Regional Plan that falls into a major amendment category, the application follows the same notification and public participation requirements of a major plan amendment in [Title 11, Chapter 11-10 \(General Plans\)](#).

The City Planning Director, or their designee, may provide interpretation of information that is unclear in the Regional Plan. In formulating an interpretation, the Planning Director may consult with the Planning and Zoning Commission. Formal interpretations will be published to the City and/or County website(s). Minor items that require interpretation should be handled by the appropriate staff in its implementation of the Regional Plan.

## Major and Minor Plan Amendment Criteria – Coconino County

Because the Regional Plan is adopted as an amendment to the [Coconino County Comprehensive Plan](#), the County will process amendments to the Regional Plan under the Comprehensive Plan major/minor amendment criteria and processes.

Amendments to the Regional Plan initiated by the County follow the procedures in the [Coconino County Zoning Ordinance Section 5.13](#). Any changes to the state statutes that authorized the use of General Plans, Comprehensive Plans, specific plans, and area plans shall be promptly updated into City and County Codes.

## Major and Minor Plan Amendment Criteria – City of Flagstaff

As noted, the Regional Plan is a living document, and regular amendments are anticipated to keep it current and relevant. There are two types of plan amendments: major and minor. In Arizona, each jurisdiction identifies changes or modifications to the plan that constitute amendments and list major plan amendments in the General Plan ([A.R.S. § 9-461.05.A](#)). The procedures for processing plan amendments are provided in the [Flagstaff City Code, Title 11, General Plans and Subdivisions](#).

### Major Plan Amendment Categories

Major plan amendments should evaluate the impacts of proposals and applications that would substantially alter the balance between the goals and policies of the Regional Plan. When a major plan amendment is proposed, it will be evaluated for its conformance to goals and policies not being amended, and impacts to the balance of land use, transportation, and other public facilities and services from the change in the Future Growth Illustration, if proposed. When a major plan amendment is proposed to maps and text in the Regional Plan, its expected outcome will be compared to the Regional Plan’s original assumptions and the systematic impacts of the proposed change.

Major amendments require additional public hearings and notices, and additional analysis of impacts to police and fire services; economic development; public facilities; parks; and schools as part of their application. The proposals considered may have a lesser level of detail than a zoning map amendment or annexation request.

A major plan amendment is required when a proposal meets any one of the criteria below:

**Category 1 Neighborhoods, Districts, and Centers:** Decreases in intensity or density within the UGB, including Suburban to Rural, Urban to Suburban, Urban to Rural, Corridor to Neighborhood, Center to Neighborhood.

**Category 2 Neighborhoods, Districts, and Centers:** Increases in intensity or density outside the UGB, including Rural to Suburban, Suburban to Urban, Rural to Urban, Neighborhood to Corridor, and Neighborhood to Center.

**Category 3 Urban Growth Boundary:** Expanding the UGB to provide water and sewer services to allow an increase in intensity or density.

**Category 4 Districts:** Changing an area to a Corridor that does not have direct access to an arterial or collector road.

**Category 5 Landscapes:** Decreasing the area of Parks/Open Space, and Federal Lands and Working Landscapes categories.

**Category 6 Goals and Policies:** Deletion of a goal or policy.

## Minor Amendments

All changes to the Regional Plan that are not listed as major plan amendments or administrative changes (see below) are minor plan amendments. Minor plan amendment analysis focuses on conformance with the goals and policies of the Regional Plan concurrent with an amendment application. If proposed as part of a zoning map amendment or annexation, the process should follow the same notification requirements of the process it parallels. Some examples of minor plan amendments are:

- » Adding or modifying a goal or policy in any chapter of the Regional Plan (City and County initiatives only).
- » Changing the land use category for an area in the UGB from an Urban Neighborhood to an Urban Center.
- » Changing [functional classifications](#) on the Road Network (see [Policy Maps 4-3 and 4-4](#)).
- » Modifying the boundary of an Employment or University and Research District or creating a new area.
- » Creating a Suburban Corridor area along an arterial or collector road in a new subdivision.

## Administrative Changes

Administrative changes are not Regional Plan amendments. They shall be completed throughout the year and documented along with the Regional Plan Annual Report or may be included separately with another relevant decision, such as a strategic plan adoption.

Administrative change categories include:

1. Updates to formatting, typographical errors, Uniform Resource Locators (URLs), references, or similar edits.
2. Corrections to scrivener's errors in mapping or text.
3. Changes to the Future Growth Illustration adopted by the City or County within their respective authority, which can be incorporated into the other jurisdiction's plan without further amendment.
4. Identification of new Parks/Open Space identified by the City or County by ordinance or dedication.
5. Changes to the names of zoning categories or additions of new zoning categories to the [Table of Zoning Compatibility for Each Land Use Category](#) when included in the enactments of the ordinance adopting them.
6. Factual updates to any informational map or appendix.

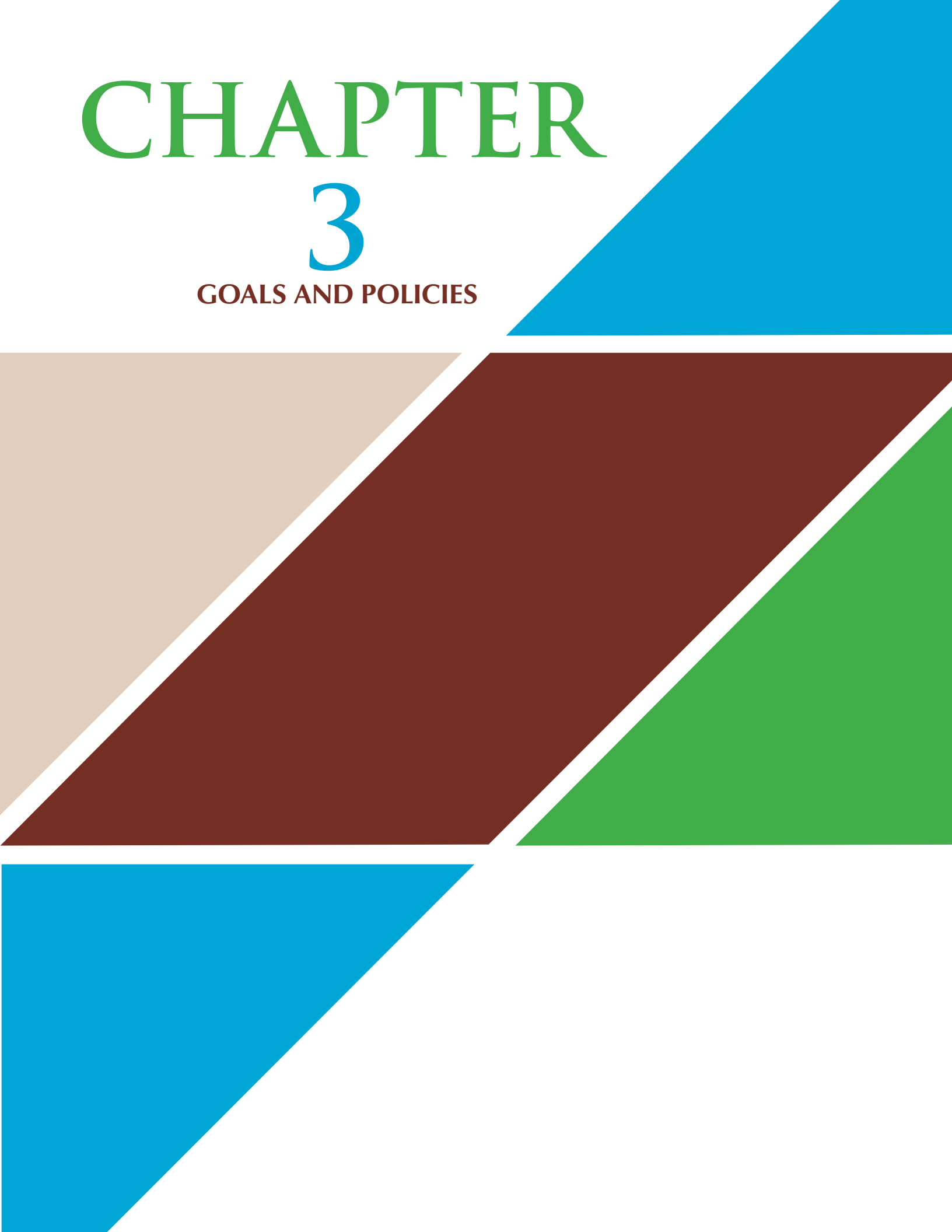
## Chapter 2 Endnotes

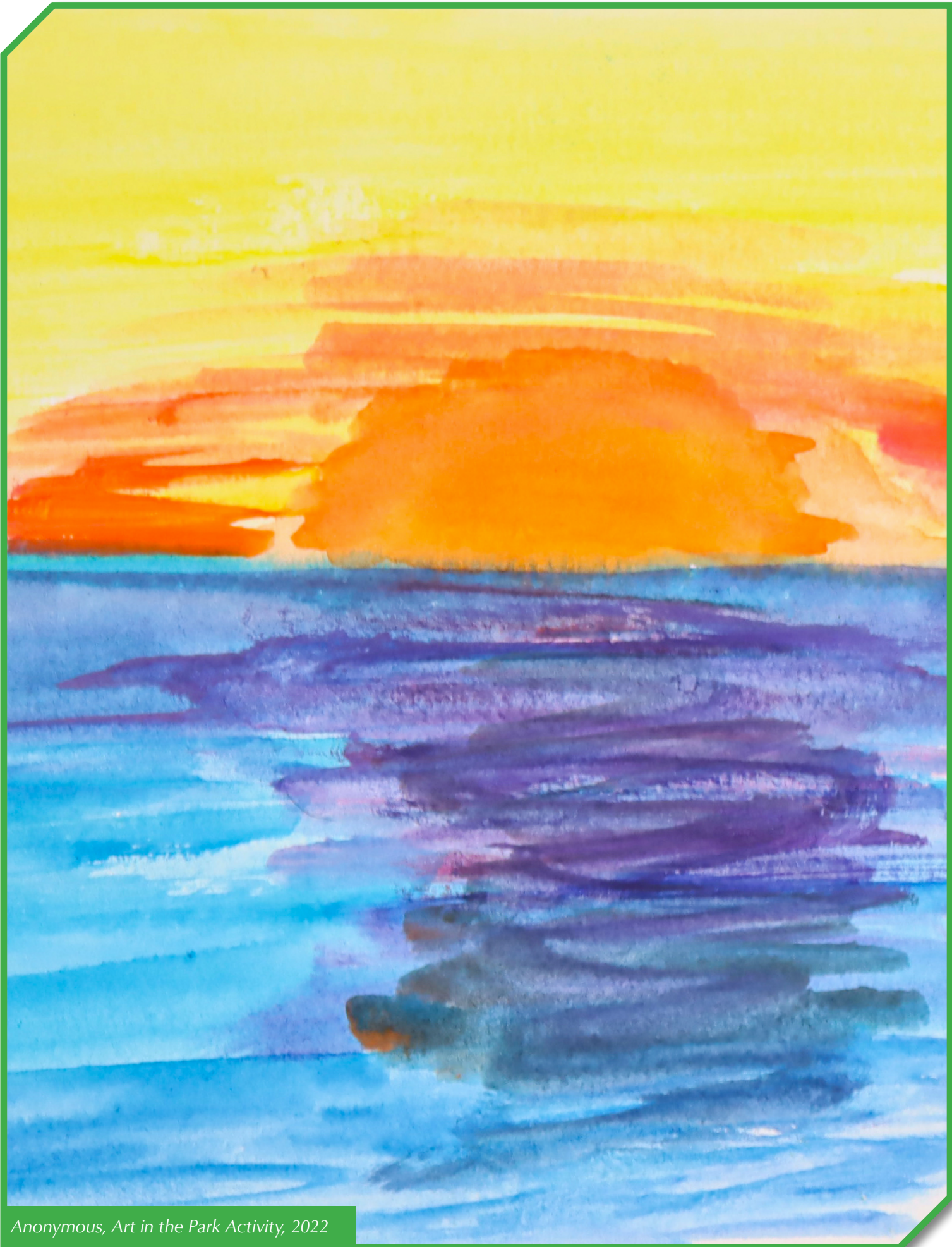
1. As stated in Chapter 1, the Flagstaff Regional Land Use Plan 2045 is the General Plan for the City of Flagstaff. The Coconino County Comprehensive Plan considers the Regional Plan as an amendment. Area plans in Coconino County conform to the Comprehensive Plan and the Regional Plan or amend them to ensure conformance. The City does not require Conditional Use Permits to conform to the Regional Plan. Coconino County does require Conditional Use Permits to conform with the Comprehensive and Regional Plans.
2. Quoted language in his sentence originates from ASRS 9-462.01. Zoning regulations; public hearing; definitions. Quoted language may be subject to changes when Arizona State legislation revises it.

# CHAPTER

# 3

## GOALS AND POLICIES





*Anonymous, Art in the Park Activity, 2022*



# GOALS AND POLICIES

The Regional Plan's goals and policies have a singular purpose: to guide community decision making toward the Plan's vision and priorities. The goals and policies are organized under the six Regional Plan priorities: two core priorities and four complementary priorities. While each goal and policy is organized under a singular priority, the goals and policies are interrelated and can advance more than one priority. [Chapter 2, How the Plan Works](#) describes how to apply the goals and policies.

The goals and policies in this chapter are used in the [findings of conformance](#) for development cases when required. A finding of conformance is an analysis of whether a proposed change is moving toward the Regional Plan's vision, goals, and priorities. Not all policies apply to every case. For instance, a policy on adaptive reuse would not apply when the project is developing a vacant lot.

In some cases, a goal or policy may already be incorporated into the City or County codes. For example, the availability of water within the City is determined according to a standard process called a Water Sewer Impact Analysis. Therefore, an additional water availability analysis is not needed in most cases. That said, a case may involve further analysis if, for example, a property is outside the [UGB](#).

Where there are conflicts in the application of goals and policies to a project or proposal, staff should weigh more heavily the policies that directly advance the Regional Plan's two core priorities.

## CORE PRIORITIES

The Regional Plan identifies **Housing Attainability and Equity** and **Climate Action** as its two core priorities. Together, they make up the non-negotiable objectives that define success and serve as the key drivers to align with the vision. When analysis of goals and policies is required, analysis of Regional Plan conformance should address their conformance with the core priorities.

## COMPLEMENTARY PRIORITIES

The Regional Plan's four complementary priorities are **Natural and Cultural Resources, a Healthy Economy, Resilient Public Services and Facilities**, and **a Walkable Mixed-Use Community**. Each is critical to enhancing or supporting the core priorities so they can be achieved. While the complementary priorities are not the primary focus, they add value and stability to the overarching objective: achieving the Regional Plan's vision.

The core and complementary priorities work together by creating a strategic and balanced approach to achieving the vision.

## BEST PRACTICES

Chapter 3 also contains "best practices," which illustrate how the policies can be implemented. Some best practices are already incorporated into City or County code while others identify ways to conform voluntarily with the related policies. Goals and policies can also be achieved in other ways without incorporating all best practices; and there are instances when the best practices may not be applicable or appropriate.

A key step to using best practices effectively is consultation with subject-matter experts in the appropriate field. For example, if a property has a geological fault that should be considered as a significant on-site natural resource, consultation with geologists and stormwater experts will help to determine the most appropriate way to "Incorporate the protection, conservation, and restoration of significant natural resources" as stated in Policy RS.8. It is not expected that conformance analysis will address all best practices for every case.

# CORE PRIORITY: HOUSING ATTAINABILITY AND EQUITY

The Region’s housing supply has not kept pace with the growth in demand from residents and prospective property owners in recent decades. The cost of rent and home prices have risen much faster than incomes, leaving almost half of all City residents (45 percent) burdened by housing costs. The City’s demand for housing has also been affected by factors outside of the control of the Regional Plan, such as second homes, short-term vacation rentals, and the NAU student population. In addition, the widening gap between income and housing costs in some neighborhoods has increased [housing insecurity](#) and the risk of displacing longtime residents and workers of all income levels (see [Chapter 4, Growth and Land Use](#) for more information). Stable housing is an important factor to economic security and in long-term health. Housing located close to employment centers and with access to transit also supports the Region’s climate action goals.

In 2020 the City declared a Housing Emergency. Like many other communities nationwide, the Region’s systems that support the availability and accessibility of [attainable housing](#) are suffering from macroeconomic forces—that is, forces that determine overall economic growth or decline, such as inflation, unemployment, or interest rates. In response, the City has an overarching goal to “Reduce the current [affordable housing](#) need in our community by half over the next 10 years.”

The [Ten-Year Housing Plan](#), the Preferred Scenario, and the [Land Availability and Suitability Study - Code Analysis Project](#) (LASS-CAP) have demonstrated that the best opportunity for improving housing attainability is to combine several key strategies:

- » Create new units while minimizing the displacement of existing residents.
- » Create more housing in locations that are already served by [infrastructure](#).
- » Increase the allowed densities and variety of housing types, especially missing [middle housing](#).
- » Decrease the cost of development.
- » Support vibrant neighborhoods and [equity](#) in housing access.
- » Increase development in [greenfield](#) areas to reduce displacement pressure on existing neighborhoods.

[Chapter 5, Social and Economic Systems](#) and [Chapter 6, Transportation](#) contain action items related to this core priority.

## HOUSING ATTAINABILITY AND EQUITY - GOALS AND POLICIES

**References to Goals and Policies in this Regional Plan:** Goals and policies are preceded by an abbreviation that provides a quick reference to the goal topic and the order of the policies. For example, the first goal under Housing Attainability (HA) is Goal HA and the first policy under that goal is HA.1.

### Housing Attainability Goal (HA)

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

**Policy HA.1** Minimize and mitigate displacement of residents and prevent the loss of existing affordable housing units.

**Policy HA.2** Expand access to homeownership through the development of a variety of housing types, providing resources and programs to support homebuyers; and reducing barriers to homeownership opportunities.

**Policy  
HA.3**

Coordinate with local service providers to furnish resources for daily needs, temporary shelter, and transitional housing opportunities for individuals experiencing homelessness.

**Policy  
HA.4**

Further the development and rehabilitation of affordable and accessible rental opportunities for residents at all income levels.

**Policy  
HA.5**

Support the development of ownership and rental units that are priced below market rate.

**Policy  
HA.6**

Provide long-term affordability through permanently affordable housing models and public/private partnerships.

### Neighborhoods and Equity Goal (NE)

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

**Policy  
NE.1**

Increase equity in housing and economic opportunities for existing and future generations.

**Policy  
NE.2**

Include a range of housing options for all income levels in neighborhoods.

**Policy  
NE.3**

Ensure that policies, programs, and requirements recognize the ongoing harm of exclusionary zoning.

**Policy  
NE.4**

Support the active participation of Neighborhood Associations or similar organizations in local decision-making, fostering community engagement, promoting neighborhood development, and advocating for the needs and interests of residents.

**Policy  
NE.5**

Collaborate with partners to address the housing needs of, and culturally responsive designs for students, workers, residents, and elders in the Region.

**Policy  
NE.6**

Improve housing stability by helping vulnerable homeowners and renters make improvements to their homes, such as maintenance, floodproofing, safety, and accessibility.

## Cost of Development Goal (CD)

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

### Policy CD.1

Continue to research and coordinate funding strategies to reduce the overall cost of development.

### Policy CD.2

Support affordable and attainable housing development through additional support for infrastructure costs and sustainably reduced development standards and fees.

### Policy CD.3

Support technology that reduces the cost of building safe and sustainable housing.

## Parking Goal (PK) - City Only

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

### Policy PK.1

Reduce demand for private parking in areas served by transit to address carbon neutrality and increase affordability.

### Policy PK.2

Encourage conversion of underutilized parking lots to walkable residential, commercial, or mixed-use buildings.

### Policy PK.3

Pursue year-round, on-street public parking and related operations and maintenance to support reductions in private parking and promote affordability.

### Policy PK.4

Provide accessible parking in a central, convenient location in all parking lots and managed parking plans.



# CORE PRIORITY: CLIMATE ACTION

The Climate Action core priority encompasses three complementary pillars that strengthen the community:

1. Reduce climate impacts: Create cleaner air and a healthier environment that allows the Region to thrive for generations to come by decreasing [GHG emissions](#) from buildings, transportation, waste, and other sectors, and implementing [CDR](#) initiatives.
2. Enhance health, safety, and [resilience](#): Strengthen the community by preparing for, and reducing harm from, [climate change](#) impacts, including extreme heat, wildfires, and flooding.
3. Increase Community [Equity](#): Support residents who are most impacted by climate change while ensuring the costs and benefits of climate action are equitably distributed.

These are also the primary aims of the City's [Carbon Neutrality Plan](#) (CNP), which calls for the City to be [carbon-neutral](#) by 2030 (see [Chapter 1, Introduction](#)).

The Scenario Planning effort revealed that the Preferred Scenario described in [Chapter 4, Growth and Land Use](#) led to the lowest emissions due to reduced energy use from buildings and transportation. Improving building efficiency, supporting cleaner modes of transportation, and creating more [renewable energy](#) in the Region can accelerate benefits to residents. This scenario also has the greatest potential to advance resilience and equity through lower housing costs and more housing diversity, greater transportation options, including [active transportation](#), and more compact development patterns.

Goals and policies listed under the Climate Action core priority advance climate action and other Regional Plan priorities like Housing Attainability and Equity. Conversely, there are many goals and policies listed under the other priorities that also advance climate action.

[Chapter 5, Social and Economic Systems](#), [Chapter 6, Transportation](#), [Chapter 7, Resource Stewardship and Resilience](#), [Chapter 9, Water Resource Management](#), [Chapter 10, Energy and Climate Action](#), and [Chapter 11, Infrastructure and Public Safety](#) contain action items related to this core priority.

## CLIMATE ACTION - GOALS AND POLICIES

### Climate Action Goal (CA.a) - City Only

The City achieves and maintains carbon neutrality by reducing emissions from all sectors.<sup>1</sup>

### Climate Action Goal (CA.b) - County Only

The County supports and advances the goals and policies designed to address and respond to climate change.

#### Policy CA.1

Identify and pursue specific opportunities to reduce climate impacts by promoting energy efficiency and reducing greenhouse gas emissions throughout greater Coconino County (County only).

#### Policy CA.2

Reduce energy consumption, reliance on fossil fuels, and the carbon footprint of new and existing buildings and public facilities through efficient building construction, orientation, and appliances.

#### Policy CA.3

Advance the electrification of aircraft, trains, buses, micromobility devices, and vehicles by increasing the availability of charging infrastructure in public and private development projects.

**Policy  
CA.4**

Support the development of carbon dioxide removal (CDR) and storage projects, capture of point source carbon emissions, and low carbon materials development projects, and through appropriate tools and land use contexts.

**Policy  
CA.5**

Reduce consumption and waste in development projects by utilizing sustainable and recycled materials in design and construction, and provide waste diversion during site preparation, design, demolition, construction, and operation.

**Policy  
CA.6**

Support high density housing where there are nearby commercial services or transit.

**Energy Goal (E)**

**The Region increases and diversifies its use of renewable energy sources and systems while planning for the infrastructure needed to support an expanding and evolving electric grid.**

**Policy  
E.1**

Support renewable energy production; promote battery storage in the residential, commercial, and transportation sectors; and support energy storage in new, utility-scale renewable energy developments.

**Growth Management Goal (GM)**

**Future development and associated infrastructure in the Region use land and water resources efficiently and are built to mitigate the impacts of climate change.**

**Policy  
GM.1**

Promote medium-to-high density residential developments and mixed-use developments within the Urban Growth Boundary (UGB) to resist urban sprawl.

**Transit Goal (TR)**

**The Region increases public transportation frequency, safety, accessibility, and services to make it an affordable and convenient alternative to driving.**

**Policy  
TR.1**

Cooperate with Mountain Line to develop and implement the five-year transit planning goals and objectives to improve service, performance, awareness, and ridership.

**Policy  
TR.2**

Cooperate with property owners, neighborhoods, and employers on transit solutions in greenfield areas and outlying communities beyond planned fixed routes.

## Multimodal Transportation Goal (MT)

The Region promotes a variety of affordable and accessible transportation modes to reduce reliance on single-occupancy vehicles, reduce transportation costs for residents, and provide safe, and convenient transportation options.

**Policy MT.1** Expand Intelligent Transportation Systems (ITS) to improve safety, accessibility, mobility, reliability, traffic control, and lighting for all modes.

**Policy MT.2a** Improve the network connectivity and accessibility to surrounding and supporting local roads, collectors, and arterials to achieve lower Vehicle Miles Traveled (VMT) and improve the pedestrian, bike, and transit network (City only).

**Policy MT.2b** Promote the connection of existing neighborhoods and communities (at both a local and Regional scale) with pathways and other multimodal facilities (County only).

**Policy MT.3** Reduce the need to commute for work in a single-occupancy vehicle from outside of the Region by providing attainable housing, regional transit, and diverse commuting solutions.

**Policy MT.4** Reduce the demand for driving and vehicle dependency which will, in turn, reduce the cost of the transportation system, increase transportation equity, and achieve carbon neutrality (City only).

**Policy MT.5** Increase the accessibility, connectivity, and use of pedestrian and bicycling infrastructure, including the Flagstaff Urban Trail System and other trail systems, as a critical element of a safe and livable community and to promote transit access.

**Policy MT.6** Integrate passenger rail with other travel modes including connectivity and operational improvements to the passenger rail station, Mountain Line Downtown Connection Center, and surrounding areas to foster a sustainable and diverse transportation system.

**Policy MT.7** Create curb management policies and programs to increase walkability and support activated streets and safety.

**Policy MT.8** Provide short- and long-term bicycle parking in areas where bicyclists want to travel.

## COMPLEMENTARY PRIORITY: A WALKABLE MIXED-USE COMMUNITY

Since 2001, the Regional Plan has been moving the community toward [walkability](#) and creating neighborhoods with a mix of uses that support the daily needs of residents. Walkable, mixed-use neighborhoods promote physical health and social well being, and foster community interactions. They provide lower barrier to entry for economic development and are more economically nimble. They can also decrease household transportation costs and increase use of [multimodal transportation](#). They are easier to serve with transit and create interesting and vibrant places.

Historic neighborhoods like La Plaza Vieja, Southside, Sunnyside, and Downtown already support small businesses and walkability, which can be further enhanced through [adaptive reuse](#), increasing housing stability, and redevelopment. Conversely, many neighborhoods developed between the 1950s and the early 2000s have less connectivity, less access to transit, less variety of housing types, and fewer commercial uses that residents can access. This pattern of development moves the community away from achieving the core priorities of [carbon neutrality](#) and [housing attainability](#). The Region's greenfield areas present opportunities to develop better patterns of connectivity and mixed uses in Centers, along Corridors, and in Neighborhood Commercial sites. Helping all of these areas achieve greater walkability and mix of uses will help create a better quality of life for residents.

[Chapter 5, Social and Economic Systems](#), [Chapter 6, Transportation](#), and [Chapter 8, Parks, Recreation, and Open Space](#) contain action items related to this complementary priority.



The Hopi Building in Heritage Square  
Downtown Flagstaff

# A WALKABLE MIXED-USE COMMUNITY - GOALS AND POLICIES

## Development Pattern Goal (DP)

The Region promotes development patterns that support attainable housing in a resilient and sustainable community.

### Policy DP.1

Promote compact and pedestrian-oriented design appropriate to, and within the context of, each land use category: Urban, Suburban, and Rural.

### Policy DP.2

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

### Policy DP.3

Keep standards up to date on emerging land use issues that support housing attainability and carbon neutrality, such as legislative changes, short-term rental regulations, and carbon-dioxide-removal technology.

### Policy DP.4

Support the conversion of buildings that allow for an increase in units and for new units to be added to existing parcels over time.

### Policy DP.5

Support the incorporation of nature-based infrastructure solutions in new development, parks, and open space to enhance climate resilience, manage stormwater, promote land-use efficiency, and reduce impacts to significant natural resources.

### Policy DP.6

Expand support for agriculture, food systems, and traditional food practices throughout the Region.

### Policy DP.7

Create and enhance the sense of place in walkable mixed-use communities and public spaces.

### Best Practices for Creating a Sense of Place

- » Designing entrances to public spaces to promote a sense of arrival.
- » Creating a pedestrian-oriented design at street level to create vibrant and active civic spaces for residents, neighbors, and visitors.
- » Repeating the patterns of streets, alleys, buildings, and civic spaces from within nearby historic districts or neighborhoods in the site planning of new development in or adjacent to historic districts.
- » Repeating elements of the natural environment and compatible historic design from nearby historic districts in the design of new development and redevelopment.
- » Utilizing design that breaks up building footprints or bulk and mass to ensure transportation connectivity and a comfortable pedestrian environment.
- » Prioritizing [accessibility](#) by incorporating universal design features to ensure inclusivity for all.
- » Integrating native landscaping with an emphasis on evergreen and mature plants to promote regional ecological identity.
- » Honoring Indigenous homelands by weaving culturally significant and appropriate materials, art, and narratives into [built environment](#) design in collaboration with Indigenous communities to ensure respectful integration.

These best practices should also be used in conjunction with Guidelines in [Chapter 4, Growth and Land Use](#).

## Transportation System Goal (TS)

The Region creates an inclusive, safe, comprehensive, and continuous transportation system that provides access, mobility, and efficient transportation options.

**Policy TS.1** Prioritize the safety and accessibility of vulnerable road users as the primary consideration in planning for streets and transportation systems.

**Policy TS.2** Work to achieve zero serious and fatal injuries on roads and streets in the Region.

**Policy TS.3a** Provide and maintain Complete Streets and systems with functional, comfortable, and safe sidewalks, bicycle facilities, and transit stops, that provide accommodation for all users, even in temporary or interim conditions (City only).

**Policy TS.3b** Provide elements of Complete Streets that are appropriate for rural roadways and when funding and opportunities are identified (County only).

**Policy TS.4** Design all roads to accommodate all people safely and where appropriate, include art; contextual landscaping; pedestrian, bicycle, and transit facilities; and appropriate architectural features.

**Policy TS.5** Design Great Streets to create cohesive and comfortable streetscapes that frame outstanding views, screen employment areas, and support multimodal transportation while moving Regional traffic (see [Policy Map 4-9](#)).

**Policy TS.6** Design Gateways to promote a sense of arrival and sense of place (see [Policy Map 4-9](#)).

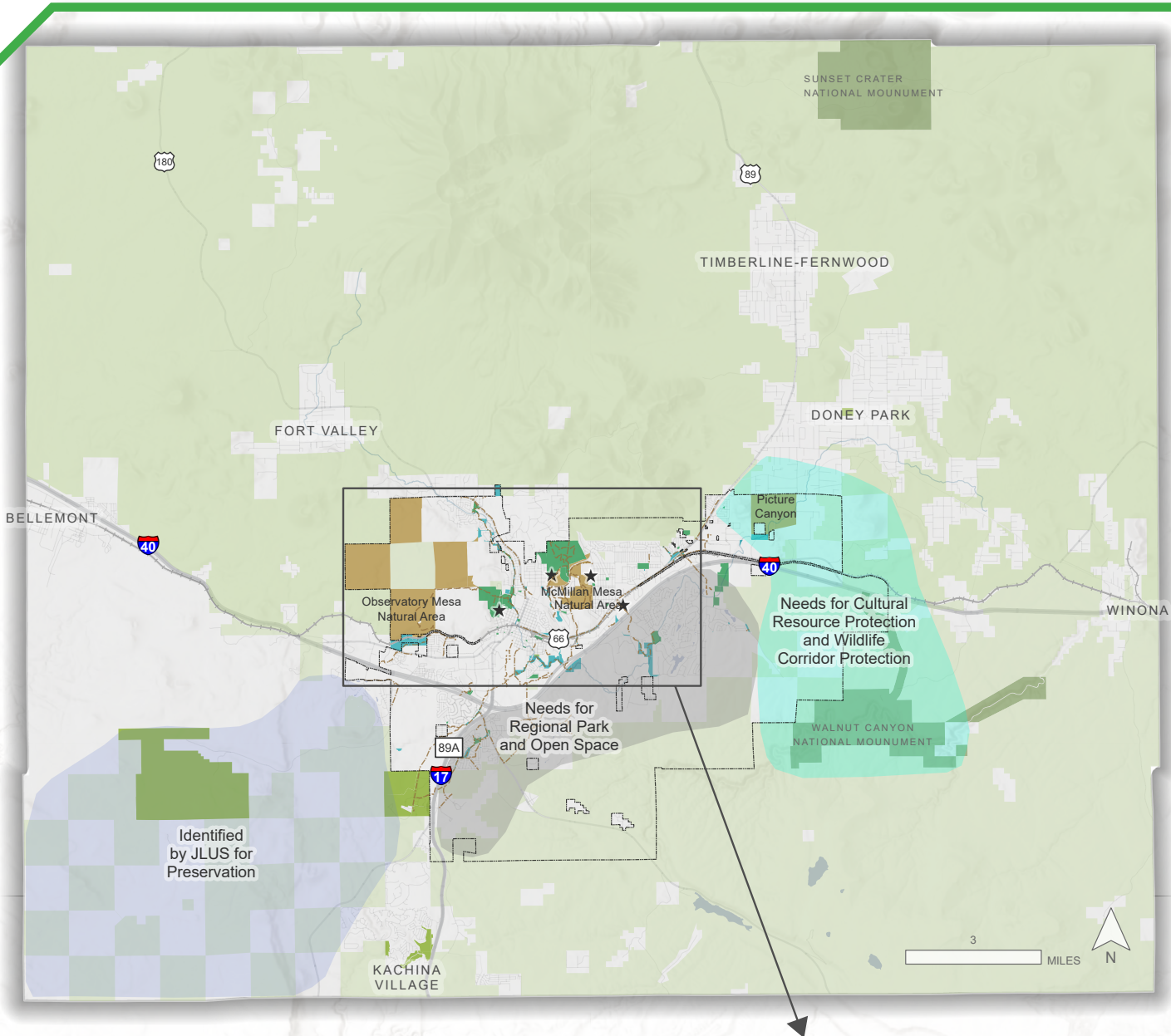
## Accessible Parks, Recreation, and Open Space Goal (PROS)

The Region's system of parks, open spaces, and community centers, which supports its public and environmental health, provides diverse recreational needs; is accessible to all residents and visitors; and is interconnected by trails and greenways between Flagstaff, regional open space, and other County communities.

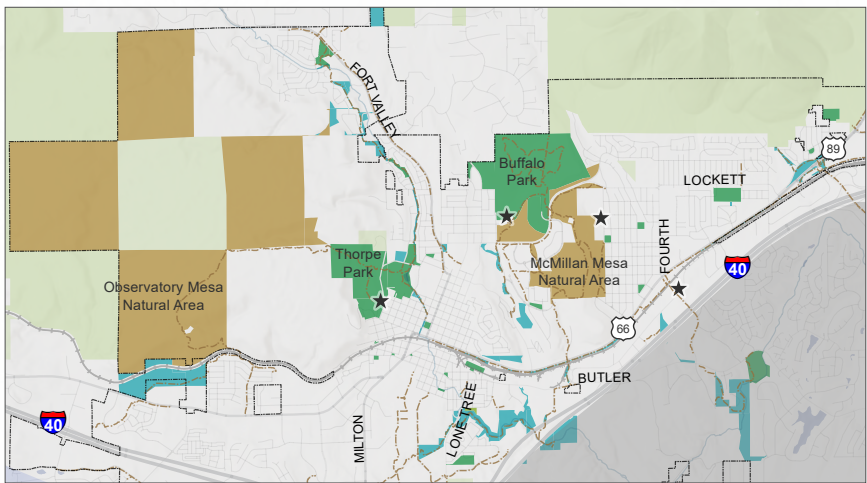
**Policy PROS.1** Provide urban parks and complementary open spaces that support livable and sustainable compact development, prioritizing underserved areas of the Region.

**Policy PROS.2** Plan and design Regional parks that support larger public events sustainably and support diverse recreational opportunities within the same park.

**Policy PROS.3** Create and maintain opportunities for access to recreation and community centers through adaptive reuse of appropriate buildings, partnerships with non-profit organizations and neighborhoods, and new construction identified in master plans.



- ★ Recreation Centers
- Parks
- Designated Open Space
- City Owned Parcels with Open Space
- Dedications and/or Recreational Access
- County Parks and Open Space
- National Monuments (NPS)
- National Forest
- FUTS Trails
- City of Flagstaff Boundary



Esri, NASA, NGA, USGS, Esri, CGIAR, USGS

Policy Map 3-1: Parks and Open Space in the Region

**Policy PROS.4** Support and incentivize public access points and trail hubs for passive and active recreation and events through interagency coordination and local trail partnerships.

Because of the following statute, the Policy Map 3-1 does not identify sections of State and private land as future parks and [open space](#):

*"In applying an open space element or a growth element of a general plan, a municipality shall not designate private land or state trust land as open space, recreation, conservation or agriculture unless the municipality receives the written consent of the landowner or provides an alternative, economically viable designation in the general plan or zoning ordinance, allowing at least one residential dwelling per acre. If the landowner is the prevailing party in any action brought to enforce this subsection, a court shall award fees and other expenses to the landowner. A municipality may designate land as open space without complying with the requirements of this subsection if the land was zoned as open space and used as a golf course pursuant to a zoning ordinance adopted pursuant to article 6.1 of this chapter before May 1, 2000 and the designation does not impose additional conditions, limitations or restrictions on the golf course, unless the land is state trust land that was not planned and zoned as open space pursuant to title 37, chapter 2, article 5.1."*<sup>2</sup>

Policy Map 3-1 on page 3-11 identifies parts of the Region where there is a need to acquire land for parks or open space, but a parcel or specific location has not been identified.

"JLUS" refers to the [2019 Coconino Joint Land Use Study](#), a cooperative land use planning effort between the County, the City, Camp Navajo, and the Naval Observatory Flagstaff Station (NOFS) with the goal of ensuring the lasting compatibility of military installations and their neighboring communities.

The category labeled "City Owned Parcels with Open Space Dedications and/or Recreational Access" includes a variety of parcels that are neither official parks nor open space. They may have a primary function other than recreation, such as serving as a site for [public facilities](#) or stormwater drainage. Some parcels have been dedicated as open space but are maintained by other City departments.

## COMPLEMENTARY PRIORITY: NATURAL AND CULTURAL RESOURCES

For centuries, the Region's landscape has sustained Indigenous cultures, wildlife, dark skies, forestry, agriculture, and natural beauty. The Region has a variety of vegetation types and diverse geology as well as world famous dark skies and [cultural resources](#). Stewardship of these resources contributes to the quality of life for everyone who lives in, works in, and visits the Region. These resources also support the Region's climate resilience and are vulnerable to the impacts of [climate change](#).

[Chapter 7, Resource Stewardship and Resilience](#) and [Chapter 8, Parks, Recreation, and Open Space](#) contain action items related to this complementary priority.

# NATURAL AND CULTURAL RESOURCES - GOALS AND POLICIES

## Natural Resource Stewardship Goal (RS)

The Region stewards its natural resources using scientific, social, economic, and cultural best practices.

**Policy RS.1** Preserve dark skies as a natural resource that supports ecosystem health and brings scientific and economic benefits to the Region.

**Policy RS.2** Mitigate hazards to reduce the risk of uncharacteristic wildfires and post-fire flooding while improving the health, structure, condition, function, and resilience of forest ecosystems through forestry best practices and wildland fire science.

**Policy RS.3** Create resilient and sustainable flood management practices and systems that protect and enhance ecosystems and human health throughout the Region.

**Policy RS.4** Support healthy watersheds to prepare for changing climatic conditions through the preservation and restoration of natural water courses, protection and enhancement of riparian and native vegetation, prevention of water pollution, stormwater harvesting, and other best management practices.

**Policy RS.5** Incorporate the protection, conservation, and restoration of significant natural resources (see [Information Maps 7-2 and 7-3](#)) in the development of regulations and property acquisition.

**Policy RS.6** Focus conservation activities on sensitive and uncommon habitats, and landscapes that support the health and resilience of regional wildlife and plant populations and ecosystems.

**Policy RS.7** Prevent, inventory, treat, and remove invasive plant species to preserve native plant communities, preserve indigenous cultural practices, and reduce the risk of uncharacteristic wildland fires.

**Policy RS.8** Recognize and incorporate Indigenous knowledge and cultural practices into natural and cultural resource affairs and projects.

## Best Practices for the Conservation of Significant Natural Resources

Significant Natural Resources identified within the Region are geological faults, important bird habitats, rare plants, riparian areas, springs and seeps, wildlife corridors, old Ponderosa pines, and prairie dog colonies. [Chapter 7, Resource Stewardship and Resilience](#), provides more details about Significant Natural Resources.

- » Consider the proximity of known faults in capital planning and in developing regulations for site planning and structural design.
- » Include known bird habitats in public [open space](#) conservation priorities.
- » Preserve natural topography in public open spaces, especially where there are rare plants and unique geology.
- » Minimize compaction of soil or fragmentation of riparian areas when locating roads, trails, or buildings.
- » Minimize incision and channelization<sup>3</sup> and, during flood events, allow the natural movement of water over the landscape when possible.
- » Discourage construction in the 100-year floodplain and conserve natural features through zoning and development review.
- » Include wildlife corridors in public open space conservation priorities.
- » If disruption of wildlife corridors with roads, walls, fences, or pavement cannot be avoided, mitigate the impacts by allowing for alternate wildlife routes and follow design standards that are compatible with animal movement.
- » Encourage prairie dog colony translocation with assistance from the Arizona Game and Fish Department (AZGFD) when possible.
- » On property with Ponderosa pines, make efforts to maintain or restore stands with old and large trees surrounded by grassy openings, similar to the historic range of variability.
- » Avoid excavation below the tree canopy when trees are being preserved on sites under construction.

## Cultural Resources Goal (CR)

The Region maintains an enduring and unique sense of place that celebrates its diverse ecosystems and community heritage.

### Policy CR.1

Preserve historic buildings, sites, and structures through restoration, rehabilitation, design guidelines, grants, and incentives, where possible; when it is not, create opportunities for education, mitigation, and documentation.

### Policy CR.2

Include public art, interpretation, and placemaking in public projects and, with willing private partners, tell the story of the Region's Indigenous Peoples, pioneers of all races and ethnicities, innovators, and community makers to celebrate the culture of the Flagstaff community and inspire current and future residents.

## Outstanding Open Spaces and Parks Goal (OS)

The Region conserves natural and cultural resources through the purchase and design of parks and open spaces.

### Policy OS.1

Incorporate and highlight the Region's defining landscapes and vistas and create visually interesting facilities through architecture, public art, and landscape design in trails, parks, and open spaces.

### Policy OS.2

Focus the purchase and management of regional preserves and connector open spaces on protecting cultural or significant natural resources, while allowing for concentrated development in areas that support housing supply and climate action.

# COMPLEMENTARY PRIORITY: HEALTHY ECONOMY

Economic diversity is critical to viable, resilient communities. The Region has a vibrant economy based in education, health, science, and tourism. Business expansion and retention efforts address the availability of space for new and existing businesses and the costs of business in the community. Strengthening everyone’s ability to thrive economically and addressing the cost of living requires a diverse approach that supports not only businesses but neighborhoods, public health, climate action, and housing.

[Chapter 5, Social and Economic Systems](#), and [Chapter 6, Transportation](#) contain action items related to this complementary priority.

## HEALTHY ECONOMY - GOALS AND POLICIES

### Healthy Economy Goal (HE)

The Region creates and maintains a vibrant and diverse economy for all that supports a thriving workforce, innovative businesses, and expansion of compatible new industries.

**Policy  
HE.1**

Attract and retain businesses and industries that complement the Region’s vision and priorities and support a stable and healthy workforce.

**Policy  
HE.2**

Seek out opportunities to support existing and small businesses, nurture entrepreneurship, and support economic stability and vitality; identify measures to avoid amplifying displacement pressure, especially in areas near low-and-middle-income residents.

**Policy  
HE.3**

Promote employment pathways, skills training, and job creation in targeted sectors and needed industries such as construction, forestry, advanced manufacturing, health care, astronomy, and bioscience.

**Policy  
HE.4**

Develop industrial properties that support light and heavy industrial uses, manufacturing, and forestry industries necessary for jobs and climate resilience in the Region.

**Policy  
HE.5**

Support improved nutrition, food security, and jobs in the Region, and associated workforce development, by encouraging local agricultural activity and the production, manufacturing, and distribution of food at various scales.

**Policy  
HE.6**

Reduce barriers to creating home-based businesses and live-work structures and expanding entrepreneurship without negatively impacting housing goals.

## Employment District Goal (ED)

The Region maintains and protects a supply of land to accommodate the needs of existing and future employment and manufacturing.

### Policy ED.1

Promote a variety of employment uses, including heavy and light industrial uses, to allow for the creation of quality employment for a variety of trades and industries and affordable construction practices.

### Policy ED.2

Expand opportunities for research and development and technical employment in Employment Districts.

### Policy ED.3

Allow for workforce housing in Employment Districts to support recruitment and retention of employees when it can be accommodated without environmental impacts to residents and does not encroach on the potential for future expansion by employers.<sup>4</sup>

## Airport Goal (A)

The Region strengthens and expands the role of Flagstaff Pulliam Airport as the dominant hub for air passenger, air freight, public safety, and firefighting aircraft operations, general aviation, and other related services in Northern Arizona.

### Policy A.1

Provide safe, efficient, reliable, resilient, and sustainable transportation facilities that encourage and accommodate air and related ground services at the Flagstaff Pulliam Airport.

## Freight and Rail Goal (FR)

The Region supports the area's economic vitality by improving the location and design of infrastructure that supports freight and rail—especially in appropriate employment areas—and maintaining interstate and rail access.

### Policy FR.1

Promote development of rail and trucking connections and an intermodal freight facility or facilities to serve the Region and support viable economic growth.

# COMPLEMENTARY PRIORITY: RESILIENT PUBLIC SERVICES AND FACILITIES

[Resilient](#) public services and facilities support resilient and sustainable water and sewer, stormwater, flood control, fire, police, emergency management, solid waste, internet, electricity and other public services and facilities. The way that the City, County, and private utilities manage and provide these services has wide-ranging implications for the cost and quality of life in the Region. These services are necessary for public safety and to support a healthy environment and community.

The Water Resource Management goals and policies support the quality and quantity of water throughout its cycle in the Region and the management of drinking and reclaimed water, wastewater, and stormwater.

[Chapter 7, Resource Stewardship and Resilience](#), [Chapter 9, Water Resource Management](#), [Chapter 10, Energy and Climate Action](#), and [Chapter 11, Infrastructure and Public Safety](#) contain action items related to this complementary priority.

## RESILIENT PUBLIC SERVICES AND FACILITIES - GOALS AND POLICIES

### Water Resource Management Goal (WR.a)- City only

Goal WR.a – Balance water demand and water supply to maintain the 100-year water adequacy designation<sup>5</sup>, support sustainable regional hydrology, and meet ecosystem needs.

### Water Resource Management Goal (WR.b)- County only

Goal WR.b – Balance water demand and water supply for social and economic well-being while supporting sustainable regional hydrology, and meeting ecosystem needs.

#### Policy WR.1

Manage infrastructure and develop partnerships that support water, stormwater, wastewater, and reclaimed water utility facilities that are safe, secure, reliable, cost effective, and adequate for the Region’s future growth and continued environmental health.

#### Policy WR.2

Support and incentivize water conservation and other water efficiency measures to protect water resources, support projected community growth, reduce the costs for water systems, and conserve energy.

#### Policy WR.3

Maximize the beneficial use of all water sources by implementing water reuse programs.

#### Policy WR.4

Provide sustainable and reliable water and sewer services within the Urban Growth Boundary.

#### Policy WR.5

Encourage irrigation efficiency and limit private or public green spaces that require irrigation to those using reclaimed water (where available) and those necessary for private, ecosystem, or recreational beneficial use.

**Policy  
WR.6**

Evaluate direct potable reuse and advanced water treatment techniques as a potential source of drinking water in the future.

**Policy  
WR.7**

The Red Gap Ranch regional pipeline may provide water for natural resource protection, fire safety, and for use by project partners and beneficiaries outside the Urban Growth Boundary as permitted by water rights settlement agreements and water supply contracts.

**Water Quality and Stormwater Management Goal (WQ)**

**The Region manages watersheds and stormwater to address flooding concerns, water quality, and environmental protections.**

**Policy  
WQ.1**

Protect watersheds for water supply needs, flood mitigation, ecological integrity, and increased resilience.

**Policy  
WQ.2**

Protect the quality of surface water, groundwater, and reclaimed water to preserve the Region's drinking water and ecosystem services.

**Policy  
WQ.3**

Maintain and develop facilities to provide safe, reliable, and cost-effective stormwater, wastewater, and reclaimed water services.

**Resilience Goal (R)**

**The Region works across all government operations and services to reduce the risk of natural and human-caused hazards.**

**Policy  
R.1**

Prepare the Region's human and natural systems to be more resilient to short-term catastrophic events and long-term impacts of climate change.

**Policy  
R.2**

Allocate available public resources necessary for the City and County to prepare for and adapt to natural and human-caused hazards so that all government operations support community resilience.

**Policy  
R.3**

Equitably prepare for and mitigate the impacts of fires and floods to reduce the risks of loss of life, property damage, and disruption of public services for all, and reduce or mitigate loss of watershed health and wildlife habitats.

**Policy  
R.4**

Effectively locate facilities to accommodate the staff, training, and resources needed to provide safe, equitable, and risk-based emergency response to all hazards for all community members.

**Policy  
R.5**

Expand and expedite forest restoration and risk mitigation efforts to reduce urban and neighborhood fire risks more effectively.

## Infrastructure Goal (I)

The Region provides sustainable and equitable public facilities, services, and infrastructure systems in an efficient and effective manner to serve all population areas and demographics.

**Policy I.1** Prioritize capital improvement projects that facilitate affordable housing, infill, carbon neutrality, sustainable operations, and resilience to hazards (City only).

**Policy I.2** Upgrade and strengthen critical infrastructure systems to withstand the increased risks of climate change.

## Public Safety Goal (PS)

The Region provides high-quality emergency response and public safety services including law enforcement, fire, medical, and ambulance transport services for all.

**Policy PS.1** Ensure adequate access on public rights-of-way for emergency response and well-maintained evacuation routes for public safety while managing daily public safety risks in transportation rights-of-way.

**Policy PS.2** Ensure greenfield development is designed to reduce the risk of fire carrying from the surrounding forests and grasslands into the community to address risks to residents and businesses.



Fixing a water leak on E Huntington Drive



Beaver Street

### Chapter 3 Endnotes

1. The City adopted the Carbon Neutrality Plan with the goal of achieving carbon neutrality by 2030.
2. A.R.S. § 9-461.06.N (same language in the County statute).
3. Unless channelization is necessary for flood control in the built environment.
4. State statute requires the Regional Plan to produce a map of state identified aggregate sources. The Arizona Geological Survey does not identify any aggregate mines in the Region. However, there are three known mining operations that produce aggregate on private land in East Flagstaff and Winona. There are also aggregate sources for Forest Road maintenance on the Coconino National Forest.
5. Water adequacy requires evaluating the technological and fiscal feasibility of alternative water sources, treatment technologies, and management through regular Utility Master Plans and is approved by the Arizona Department of Water Resources.