



Date: September 17, 2025
TO: Planning and Zoning Commission
FROM: Tiffany Antol, AICP, Zoning Code Manager
Through: Michelle McNulty, AICP, Planning Director
Alaxandra Pucciarelli, Current Planning Manager
RE: **PZ-25-00027: Middle Housing**

I. Request:

PZ-25-00027: Middle Housing – The purpose of this amendment is to update the Zoning Code in accordance with HB 2721 to allow middle housing types (townhomes, duplexes, triplexes, and fourplexes) in all zones where single-family homes are permitted. The legislation states that a municipality may NOT do any of the following:

- Discourage the development of middle housing through requirements or actions that individually or cumulatively make impactable the permitting, siting, or construction of middle housing.
- Restrict middle housing types to less than two floors.
- Restrict middle housing types to a floor area ratio less than 50 percent (0.50).
- Set restrictions, permitting or review process for middle housing that are more restrictive than those for single-family dwellings within the same zone.
- Require owner occupancy of any structures on the lot.
- Require more than one off-street parking space per unit.

This amendment includes modifications to the following Chapters and Divisions of the Flagstaff Zoning Code:

- Chapter 10-20: Administration, Procedures, and Enforcement
 - Division 10-20.30: Common Procedures
 - Division 10-20.40: Permits and Approvals
 - Division 10-20.60: Nonconforming Provisions
- Chapter 10-30: General to All
 - Division 10-30.50: Public Improvements
 - Division 10-30.60: Site Planning Design Standards
- Chapter 10-40: Specific to Zones
 - Division 10-40.30: Non-Transect Zones
 - Division 10-40.60: Specific to Uses
 - Division 10-40.40: Transect Zones
- Chapter 10-50: Supplemental to Zones

- Division 10-50.20: Architectural Design Standards
- Division 10-50.60: Landscape Standards
- Division 10-50.80: Parking Standards
- Chapter 10-80: Definitions
 - Division 10-80.20: Definitions of Specialized Terms, Phrases, and Building Functions

II. Purpose of the Work Session:

The work session with the Planning and Zoning Commission is required as a “Citizen Review Session” in compliance with Section 10-20.50.040 (Procedures) of the Zoning Code and applicable state law. The purpose of the work session is for staff to present an overview of the proposed amendments, to allow interested residents to provide their ideas, suggestions, and concerns, and for the Commission to ask questions, seek clarification, and discuss the amendments, as well as offer alternate suggestions and ideas. The Commission will take no action at this work session. After the work session, staff will revise the proposed amendments as necessary. The amendments will then be presented to the Commission at a public hearing for consideration and action. Once a recommendation is received, a public hearing will be scheduled with the City Council. The anticipated timeline for the amendments is as follows:

October 8, 2025 – Planning and Zoning Commission Work Session

October 29, 2025 – Potential Planning and Zoning Commission Public Hearing

November 18, 2025 – Potential City Council Public Hearing (1st Reading of Ordinance)

December 2, 2025 – Potential City Council Public Hearing (2nd Reading of Ordinance/Adoption)

III. Overview of Proposed Amendments:

A. PZ-25-00027 – Middle Housing Zoning Code Text Amendment

This proposed amendment covers several sections of the Zoning Code to ensure that middle housing types as defined by HB 2721 are treated like single-family housing types. HB 2721 defines middle housing as follows:

- Middle Housing: means buildings that are compatible in scale, form and character with single-family houses that contain two or more attached, detached, stacked, or clustered homes. Includes duplexes, triplexes, fourplexes, and townhouses.
 - Duplex: means two dwelling units on the same parcel or lot in attached, detached, or semi-detached arrangements that are designed for residential occupancy by not more than two households living independently from each other.
 - Triplex: means three dwelling units on the same parcel or lot in attached, detached, or semi-detached arrangements that are designed for residential occupancy by not more than three households living independently from each other.
 - Fourplex: means four dwelling units on the same parcel or lot in attached, detached, or semi-detached arrangements that are designed for residential occupancy by not more than four households living independently from each other.
 - Townhouse: means dwelling units that are constructed in a row of two or more attached units in which each dwelling unit shares at least one common wall with an adjacent unit and that are accessed by separate outdoor entrances.

The following is a chapter-by-chapter review of each part of this amendment:

Chapter 10-20: Administration, Procedures, and Enforcement. The purpose of this chapter is to set forth the provisions for the orderly application and processing of development applications.

Division 10-20.30: Common Procedures, Section 10-20.30.050: Concept Plan Review

This section is amended to require a concept plan review for any residential development proposal that is not part of a platted subdivision. The current provision only requires concept plan review for single-family and duplex projects that are not part of a platted subdivision. Concept plans are already required for multi-family residential developments. Previously triplex and fourplex developments fell under the definition of multi-family.

Division 10-20.40: Permits and Approvals, Section 10-20.40.140: Site Plan Review and Approval

This section is amended to exempt all residential developments with less than five dwelling unit from the requirement of site plan review. Currently only single-family and duplex developments are exempt.

Division 10-20.60: Nonconforming Provisions, Section 10-20.60.030: Restrictions on Nonconforming Uses and Structures and Section 10-20.60.040: Residential Exemptions

This section is amended for clarity, replaces single-family and multi-family structures with residential structures.

Chapter 10-30: General to All. This chapter provides standards and regulations for the creation and preservation of affordable housing, historic and cultural resources, provides minimum requirements for the installation of public improvements, promotes sustainable development practices through incentives, and establish site design standards for

Division 10-30.50: Public Improvements, Section 10-30.50.040: Exemptions

This section is amended to exempt residential developments with less than 5 dwelling units from the requirement of providing public improvements.

Division 10-30.60: Site Planning Design Standards, Section 10-30.60.020: Applicability

This section is amended to exempt residential developments with less than 5 dwelling units from the site planning design standards.

Chapter 10-40: Specific to Zones. This chapter establishes the zones applied to property within the city and indicates which land uses are permitted by right or as conditional uses subject to a conditional use permit.

Division 10-40.30: Non-Transect Zones

Section 10-40.30.030: Residential Zones, Table 10-40.30.030.B.: Residential Zones – Allowed Uses, and Table 10-40.30.030.C.: Residential Zones – Building Form and Property Development Standards

Section 10-40.30.040: Commercial Zones, Table 10-40.30.040.B.: Commercial Zones – Allowed Uses and Table 10-40.30.040.C.: Commercial Zones – Building Form and Property

Development

Section 10-40.30.060: Public and Open Space Zones, Table 10-40.30.060.B.: Public and Open Space Zones – Allowed Uses

These tables are amended by replacing the existing land uses of duplex dwelling, multiple-family dwelling, single-family attached and detached dwelling with one unit, two unit, three unit, and four unit residential development in addition to multi-family residential development. The allowances for two unit, three unit, and four unit residential development are made consistent with one unit residential development with a requirement that they are only permitted where public water, sewer, and streets are available to serve the property.

Additionally, the same residential land uses as part of a mixed use development are removed from the commercial land use table. A footnote is added to clarify that residential uses are permitted without a conditional use permit when part of a mixed use project.

A floor area ratio (FAR) requirement is added to the Single-Family Residential Neighborhood (R1N) zone of .50.

Version #1 removes all High Occupancy Housing uses less than five units.

Version #2 replaces single-family, duplex, and triplex high occupancy uses with high occupancy less than four units. The trigger for requiring a conditional use permit is the same for existing single-family high occupancy land uses (7 bedrooms AND 5 bathrooms).

Division 10-40.60: Specific to Uses

Table 10-40.60.030.A.: Accessory Dwelling Unit Design, Development, and Exceptions Standards

This section is amended to remove the requirement for a separate water meter for detached accessory dwelling units. This is a clean up item from the previous amendment on accessory dwelling units at the request of the Water Services Director.

Section 10-40.60.170: High Occupancy Housing

This section is amended to reflect the changes addressed above according to the versions previously discussed.

Section 10-40.60.260: Mixed Use

This section is amended to clarify that mixed use is the combination of commercial uses with residential uses and not just a mix of commercial uses on the same site as well as clean up references to the regional plan.

Division 10-40.40: Transect Zones,

Section 10-40.40.040: T2 Rural (T2) Standards

This section is amended to allow building types that will support middle housing including apartment house and bungalow court (both limited to 4 units), duplex, triplex, and townhouse.

Section 10-40.40.050: T3 Neighborhood (T3N.1) Standards

This section is amended to allow building types that will support middle housing including apartment house (limited to 4 units), triplex, and townhouse.

Section 10-40.40.060: T3 Neighborhood (T3N.2) Standards

This section is amended to allow building types that will support middle housing including apartment house and townhouse.

Section 10-40.40.040: T2 Rural (T2) Standards, Subsection 10-40.40.040.H.: Allowed Uses

Section 10-40.40.050: T3 Neighborhood (T3N.1) Standards, Subsection 10-40.40.050.H.: Allowed Uses

Section 10-40.40.060: T3 Neighborhood (T3N.2) Standards, Subsection 10-40.40.060.H.: Allowed Uses

Section 10-40.40.070: T4 Neighborhood 1 (T4N.1) Standards, Subsection 10-40.40.070.I.: Allowed Uses

Section 10-40.40.080: T4 Neighborhood 2 (T4N.2) Standards, Subsection 10-40.40.080.I.: Allowed Uses

The tables are amended like the non transect zones as discussed above. Clean up items are included on meeting facilities bringing this portion of the code in alignment with the non-transect zones.

Chapter 10-50: Supplemental to Zones. This chapter provides standards that are supplemental to the regulations of each zone, and are specific to aspects of development, such as architectural design standards, landscaping, and parking.

Division 10-50.20: Architectural Design Standards, Section 10-50.20.020: Applicability

Division 10-50.60: Landscape Standards, Section 10-50.60.020: Applicability

Division 10-50.80: Parking Standards, Section 10-50.80.050 Bicycle Parking

These divisions are amended to exempt residential developments of less than 5 units from the requirement of the division or section.

Division 10-50.80: Parking Standards, Table 10-50.80.040.A: Number of Motor Vehicle Parking Spaces Required

This table is amended to require no more than one parking space per unit for middle housing developments. Single-family residential development requirements are updated to match the requirements for middle housing developments.

Division 10-50.110: Specific to Building Types, Table 10-50.110.030.A. Allowed Building Types

This table is amended to include the additional building types identified above.

Chapter 10-80: Definitions. This chapter provides definitions of terms and phrases used in the Zoning Code that are technical or specialized or that may not reflect common usage.

Division 10-80.20: Definitions of Specialized Terms, Phrases, and Building Functions

Section 10-80.20.040: Definitions “D”

This Division is amended to include new definitions for one, two, three, and four unit residential developments, update the multi-family residential development definition to be five units or more, and add a definition for triplex dwelling.

Section 10-80.20.080: Definitions “H”

Version #1 removes the definitions of single-family high occupancy housing development, two units high occupancy housing development, and three units high occupancy housing development. The definition of four units and greater high occupancy housing development is amended to high occupancy housing development and is defined as five or more dwelling units on a lot or parcel.

Version #2 removes the definitions of single-family high occupancy housing development, two units high occupancy housing development, and three units high occupancy housing development and replaces with a new definition of four units and less high occupancy housing development. The definition of four units and greater high occupancy housing development is amended to high occupancy housing development and is defined as five or more dwelling units on a lot or parcel.

Section 10-80.20.130: Definitions “M”

This section is amended to update the definition of mixed use in accordance with changes in the land use tables and specific to use provisions.

IV. Findings:

At the October 28, 2025, Planning and Zoning Commission public hearing, the Commission will be requested to make a recommendation to the City Council on the proposed amendments based on the required findings specified in the Zoning Code. For your reference and discussion purposes, the required findings are specified below.

1. The proposed amendment is consistent with and conforms to the objectives and policies of the General Plan and any applicable specific plan;
2. The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City; and
3. The proposed amendment is internally consistent with other applicable provisions of this Zoning Code.

V. Community Involvement:

In accordance with Arizona Revised Statutes and the Zoning Code, the work session before the Planning and Zoning Commission was advertised in the Arizona Daily Sun on September 23, 2025, which is 18 days before the scheduled meeting date.

VI. Conclusion:

As indicated above, the purpose of the work session is for staff to present an overview of the Zoning Code's proposed amendments and allow interested individuals, residents, and business owners to

provide comments. The work session also allows the Commission to ask questions, seek clarification, have discussions, and offer comments on the proposed amendments. No formal recommendation or action by the Commission to the City Council is to occur at the work session. Additional opportunities for discussion, public comment, and action by the Commission will occur at a future public hearing.

Attachments:

1. PZ-25-00027: Middle Housing – Version #1
2. PZ-25-00027: Middle Housing – Version #2