

**PLANNING & DEVELOPMENT SERVICES REPORT
CONDITIONAL USE PERMIT**

PZ-24-00124-08

DATE: October 17, 2025
MEETING DATE: October 29, 2025
REPORT BY: Ben Mejia

REQUEST:

PZ-24-00124-08: A Conditional Use Permit (CUP) request from Gammage & Burnham PLC, on behalf of STL 405, LLC, to establish a Golf Course and Facilities use on a portion of parcel APN: 106-10-004, generally located northeast of existing Pine Canyon development, in the Rural Residential (RR) zone.

STAFF RECOMMENDATION:

Staff believes that the proposed CUP request is in substantial conformance with the required findings and recommends the Planning and Zoning Commission approve PZ-23-00124-08, subject to the following conditions:

1. The development of the site shall substantially conform to the plans as presented with the CUP application.
2. The final Natural Resource Protection Plan submitted with the Civil Engineering Plans shall evaluate the disturbance to forest resources based on disturbance to canopy, in conformance with Section 10-50.90.070.C.8 of the Flagstaff Zoning Code. The final preservation rate of the site shall meet the minimum requirements as stated in 10-50.90.060 of the Flagstaff Zoning Code.

PRESENT LAND USE:

The site is a 20.86-acre portion of a 126-acre vacant parcel in the RR zone within the Resource Protection Overlay.

PROPOSED LAND USE:

The applicant is proposing a Golf Course and Facilities use on approximately 20.86 acres within a proposed single-family subdivision. Golf Course and Facilities uses require a CUP in the RR zone. The golf course is proposed as a private amenity for the members of Pine Canyon.

NEIGHBORHOOD DEVELOPMENT:

North: Vacant land; RR
West: Single-Family Subdivision; Single-Family Residential (R1)
South: Coconino National Forest; Public Lands Forest (PLF)
East: Vacant land; Estate Residential (ER)

STAFF REVIEW:

I. Project Information

A. Background

The site is a portion of a 126-acre parcel that the applicant has proposed to subdivide using Planned Residential

Development (PRD) standards. The golf course would serve as common space and recreational amenity for the subdivision. The site is bounded to the north by the future John Wesley Powell Boulevard expansion from its current terminus west of the site and crosses to the northeast of the parcel.

1. Required Findings

The Planning & Zoning Commission may approve the CUP only after making the following three findings:

A. Finding #1:

The conditional use is consistent with the objectives of the Zoning Code and the purpose of the Zone in which the site is located.

The Zoning Code states the intent of the RR zone as follows: “The Rural Residential (RR) zone applies to areas of the City appropriate for both housing and limited agricultural uses that preserve the area’s rural character. This zone is predominantly large lot single-family development. However, it does allow for cluster and Planned Residential Developments, which provide opportunities for higher densities. The RR zone applies to those non-urban areas of the City that cannot be economically and efficiently provided with City services associated with urban living. As such, it is designed for the utilization and enjoyment of the City’s unique mountain environment with a minimum amount of municipal services and improvements. This zone is also intended to be used to protect against premature development in areas on the fringe of the urban service area.” (Flagstaff Zoning Code 10-40.30.030)

Golf courses provide an opportunity for its users to enjoy the City’s unique mountain environment, as described in the intent of the zone. The intent of the RR zone is for minimal municipal services and improvement. The only municipal service required for this proposal is reclaimed water, which is serviced through an extension of the existing private reclaimed water system in Pine Canyon.

B. Finding #2

That granting the conditional use will not be detrimental to the public health, safety, or welfare.

1. Property damage or nuisance arising from noise, smoke, odor, dust, vibration or illumination;

No nuisances generated arising from noise, smoke, odor, dust, vibration, or illumination are anticipated beyond what is typical of the zone and surrounding uses. Landscaping and resource protection areas buffer active play areas from adjacent residential lots.

2. Hazard to persons or property from possible explosion, contamination, fire or flood; and

No hazards from possible explosion, contamination, fire or flood are anticipated with the proposed use. The applicant states that golf course management reduces fire risk when compared to current conditions. All fuel and chemicals will be safely handled and managed. This site is not within a FEMA designated floodway; the project incorporates stormwater management facilities to mitigate any flood risks resulting from its development and the development of the surrounding subdivision.

3. Impact on surrounding areas arising from unusual volume or character of traffic.

The golf course is intended as a private amenity for Pine Canyon members; the applicant anticipates minimal traffic generation which will be adequately served by John Wesley Powell Boulevard.

Finding #3

The characteristics of the conditional use as proposed, and as it may be conditioned, are reasonably compatible with the types of uses permitted in the surrounding area. The CUP shall be issued only when the Planning Commission finds that the applicant has considered and adequately addressed the following to ensure that the proposed use will be compatible with the surrounding area (Flagstaff Zoning Code, Section 10-20.40.050.E.3):

- **Access, traffic, and pedestrian, bicycle and vehicular circulation;**
- **Adequacy of site and open space provisions, including resource protection standards, where applicable;**
- **Noise, light, visual and other pollutants;**
- **Proposed style and siting of structure(s), and relationship to the surrounding neighborhood;**
- **Landscaping and screening provisions, including additional landscaping in excess of otherwise applicable minimum requirements;**
- **Impact on public utilities;**
- **Signage and outdoor lighting;**
- **Dedication and development of streets adjoining the property; and**
- **Impacts on historical, prehistoric or natural resources.**

a. *Access and Traffic; Pedestrian, Bicycle and Vehicular Circulation*

As a private amenity, traffic generation is anticipated to be minimal. John Wesley Powell Boulevard provides sidewalk along the site's northern boundary. Vehicular and non-vehicular access to the site will be shared along private streets. The private streets will be shared between cars, golf carts, bicycles, and pedestrians. The golf course includes an internal trail providing access to each golf hole. A parking lot will provide vehicle and bicycle parking. The applicant has noted a temporary location for the parking lot; a permanent parking lot will be constructed at a later stage in site development.

b. *Adequacy of Site/Open Space/Resource Provisions*

This project serves as an active common space amenity for the associated PRD subdivision. The proposal maintains a forest preservation rate of 69% on the golf course tract, meeting and exceeding the 50% preservation rate of Residential zones.

c. *Noise, Light, Visual and Other Pollutants*

There are no anticipated impacts due to noise, light, visual and other pollutants as part of this proposal beyond what can be expected in the RR zone and is comparable to surrounding uses. An Outdoor Lighting Permit will be required to show conformance with Code standards for Lighting Zone 2.

d. *Style and Siting of Structure(s), and Relationship to Surrounding Neighborhood*

No structures are proposed as part of the golf course use. Design of the site will be compatible with the adjacent Pine Canyon development.

e. *Landscaping and Screening*

A preliminary landscape plan has been approved with the site plan providing the required street buffer, peripheral buffer, and parking landscaping and utilizing approved plant species.

f. *Impact on Public Utilities*

The City of Flagstaff requires that golf courses be irrigated by reclaimed water. The applicant has made improvements to the irrigation strategy of the existing Pine Canyon golf course, resulting in less water required for both the existing golf course and the expansion than previously allocated. An amendment to the existing reclaimed water agreement was executed on September 29, 2025. The amendment extends the place of use to accommodate the proposal and results in an approximate reduction of 30% to the annual allotment of reclaimed water to Pine Canyon from 360,000,000 gallons to 253,000,000 gallons per year. The reduction in reclaimed water results in a net positive impact on public utilities and allows allocation of reclaimed water to other potential users.

A lake feature to the northeast of the site will store reclaimed water and will be fed by private reclaim infrastructure from the southeast of the site by a stream through the site.

g. *Signage and Outdoor Lighting*

The preliminary landscape plan shows way-finding signage and outdoor lighting along walking trails. Any signage and outdoor lighting shall comply with signage and outdoor lighting standards. An outdoor lighting permit will be required.

h. *Dedication and Development of Streets*

Dedication and development of streets will occur through the subdivision process.

i. *Impacts on Resources*

There are no known historical or prehistoric resources that would be impacted by this development. The applicant has been notified of requirements in the event of inadvertent discovery of cultural resources or ground disturbances outside the scope of the cultural resource study.

A Natural Resource Protection Plan has been provided for the subdivision plat, taking into account proposed disturbances resulting from this project. The proposal maintains a forest preservation rate of 68%, exceeding the 50% preservation rate of Residential zones.

Slope resources are protected at the following rates:

Slope Category	Required	Proposed
17%-24.99%	70%	71%
25% – 34.99%	80%	87%
>35%	100%	100%

II. *Citizen Participation*

The applicant notified nearby property owners within 1,000 feet of the parcel boundary of this application via mailer and held two virtual neighborhood meetings, the first on July 2, 2025, at 5:30pm, the second on September 18, 2025 at 5:30pm. The Neighborhood Meeting Report from this meeting is attached to this item.

The following concerns were raised in the neighborhood meetings:

- Traffic
- Water Use
- Impacts on wildlife
- Impacts on the Arizona Trail
- Impacts on Pine Canyon Membership and Services

As of the date of this report, staff has received four public comments, which have been attached to this report.

III. *Recommendation*

In accordance with the findings presented in this report, staff recommends that the request for the CUP be granted by the Planning and Zoning Commission with the requirements included in CUP No. PZ-24-00124-08 and as follows:

3. The development of the site shall substantially conform to the plans as presented with the CUP application.
4. The final Natural Resource Protection Plan submitted with the Civil Engineering Plans shall evaluate the disturbance to forest resources based on disturbance to canopy, in conformance with Section 10-50.90.070.C.8 of the Flagstaff Zoning Code. The final preservation rate of the site shall meet the minimum requirements as stated in 10-50.90.060 of the Flagstaff Zoning Code.

IV. *Attachments*

The draft documents have been prepared in accordance with the staff recommendation and do not indicate the Commission's final decision. These documents will be updated after the public hearing on this case to reflect the Commission's decision.

- Draft CUP No. PZ-24-00124-08
- Draft Notice of Decision
- Draft Prop 207 Waiver
- Site Plan Approval Letter (PZ-23-00124-07)
- CUP Application
- Narrative
- Vicinity Map
- Site Plan
- Natural Resource Protection Plan
- Landscaping Plan
- Neighborhood Meeting Report
- Public Comment