

**PLANNING AND DEVELOPMENT SERVICES REPORT**

**Zoning Code Text Amendment**

**PUBLIC HEARING**

**PZ-25-00027**

**DATE: October 8, 2025**

**MEETING DATE: October 29, 2025**

**REPORT BY: Tiffany Antol, AICP**

**REQUEST:**

The City is requesting a modification to the following Zoning Code provisions for the purposes of allowing middle housing types and land uses similar to single-family housing types and land uses. Chapter 10-20: Administration, Procedures, and Enforcement, Division 10-20.30 Common Procedures, Division 10-20.40: Permits and Approvals, and Division 10-20.60: Nonconforming Provisions. Chapter 10-30: General to All, Division 10-30.50: Public Improvements, and 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, and 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, and Division 10-50.80: Parking Standards. Chapter 10-80: Definitions, Division 10-80.20: Definitions of Specialized Terms, Phrases, and Building Functions.

**STAFF RECOMMENDATION:**

Staff recommends the Planning and Zoning Commission, in accordance with the findings in this report, make a recommendation to the City Council for approval of Zoning Code Text Amendment PZ-25-00027 Middle Housing Version #1.

---

**I. Proposed Amendment:**

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

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 impracticable 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 e 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 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.

**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 is 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.

**II. Zoning Code Text Amendment**

The Planning Director shall provide a recommendation to the Planning and Zoning Commission for its review. The Director’s recommendation shall be transmitted to the Planning and Zoning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall include the following: an evaluation of the consistency and conformance of the proposed amendment with the goals and policies of the General Plan and any applicable specific plans; the grounds for the recommendation based on the standards and purposes of the zones set forth in Division 10-40.20 (Establishment and Designation of Zones) of the Zoning Code; and a recommendation on whether the amendment should be granted or denied.

A Zoning Code Text Amendment shall be evaluated based on the following findings:

**A. Finding #1:**

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

Flagstaff Regional Plan 2030

Policy LU.2.1. Design new neighborhoods that embody the characteristics of Flagstaff’s favorite neighborhoods – that is, with a mix of uses, a variety of housing types and densities, public spaces, and greater connectivity with multimodal transportation options.

Policy LU.11.4. Encourage various housing types that appeal to a diverse range of ages and income.

Policy LU.13.4. Plan suburban development to include a variety of housing options.

Goal NH.3. Make available a variety of housing types at different price points, to provide housing opportunity for all economic sectors.

Policy NH.3.1. Provide a variety of housing types throughout the City and region, including purchase and rental options, to expand the choices available to meet the financial and lifestyle needs of our diverse population.

Draft Flagstaff Regional Plan 2045

Policy DP.2 Support development and redevelopment with a diversity of housing types by expanding opportunities for missing middle housing.

*The current Regional Plan is silent on the term “Middle Housing” but it supports the development of a range of housing types including those that are compatible with existing neighborhoods. The draft regional plan includes only one policy specific to the support for the development of middle housing. There are no policies in either plan that discourage the development of middle housing types in Flagstaff.*

The 10-year Housing Plan and the Carbon Neutrality Plan are not reviewed for conformance like the Regional Plan as required by this finding. This information is provided in support of this amendment as furtherance of other City goals and policies.

10-Year Housing Plan

The following strategies outlined in the 10-Year Housing Plan are supported by the proposed Middle Housing Zoning Code Text Amendment:

Create 4: Amend the Flagstaff Zoning Code to facilitate the development of all housing types.

- Create 4.4: Review parking standards for all residential development with the goal of reducing the cost of development and increasing the number of dwelling units that may be achieved.
- Create 4.8: Explore allowing additional flexibility for homeowners and landlords to increase density.

Greater diversity of housing types paired with reductions in required onsite parking spaces can reduce construction costs and translate to reductions in housing costs as well. Permitting a wider variety of housing types (duplexes, triplexes, and quadplexes) introduces gradual density to existing neighborhoods, which helps maintain the area's character while creating income opportunities for existing households.

Connect 2: Implement a framework for centering equity in proposed and existing housing practices, policies, and programs.

- Connect 2.1: Evaluate housing policies and strategies in City of Flagstaff planning documents through an equity lens.

The proposed zoning code amendment improves equitable access to housing throughout Flagstaff and creates more diverse homeownership and rental opportunities for residents.

Protect 2: Ensure affordable housing is a part of every Flagstaff neighborhood and work to address disparate impact as part of any development or redevelopment.

- Protect 2.2: Encourage diversity of housing options in all neighborhoods, understanding that exclusive communities are incompatible with the City of Flagstaff's mission to protect and enhance the quality of life for all.

Because these proposed code changes are being applied to most zoning categories, a greater diversity of housing types may occur throughout all areas of Flagstaff. This is a step in the right direction about displacement issues resulting from rapid gentrification in concentrated areas with more permissive zoning.

#### Carbon Neutrality Plan

DD-1 Encourage vibrancy, appropriate density, and attainability in existing neighborhoods, so that more residents live within walking distance of their daily needs.

HA-1 Create housing options for households at all income levels and family sizes occupied by local residents.

#### **B. Finding #2**

**The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City;**

*The proposed amendment is intended to bring the City of Flagstaff Zoning Code into conformance with recently adopted state legislation regarding middle housing land uses. However, instead of implementing on a limited basis as is required by the legislation, this amendment includes providing the allowances for middle housing throughout the city in every zoning district that currently permits single family dwellings. The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the city.*

#### **C. Finding #3**

**The proposed amendment is internally consistent with other applicable provisions of this Zoning Code.**

*The amendment is internally consistent with the existing Zoning Code, following its format and aligning with its comprehensive purpose. It does not conflict with any other provisions and ensures that the Zoning Code remains clear, usable, and easily understood.*

### **III. CITIZEN PARTICIPATION**

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.

Staff has previously held work sessions on this amendment with the Planning & Zoning Commission, Heritage Preservation Commission, Housing Commission, and City Council.

As of the date of this memorandum, staff has received one email with questions about the amendment. No other public comments have been received on the proposed amendment.

#### **IV. PLANNING AND ZONING COMMISSION WORK SESSION**

At the Planning and Zoning Commission Work Session on October 8, 2025, staff reviewed the proposed Zoning Code Text Amendment application with the Commission.

#### **Attachments:**

1. Draft of Case No. PZ-25-00027 – Middle Housing Version #1
2. Draft of Case No. PZ-25-00027 – Middle Housing Version #2