

**PLANNING AND DEVELOPMENT SERVICES REPORT**  
**Concept Zoning Map Amendment: Hidden Haven Estates**

**PUBLIC HEARING**  
**PZ-25-00087-02**

**DATE:** September 1, 2026  
**MEETING DATE:** September 23, 2026  
**REPORT BY:** Dustin Stiffler

**REQUEST:**

A Concept Zoning Map Amendment (CZMA) requested by Mary Bostwick/Bostwick Enterprises, LLC, of approximately 13 acres located at 4200 S Lake Mary Road, APNs 105-05-001A, 105-05-002B, 105-05-002C, 105-05-002D from the Rural Residential (RR) zone with partial Resource Protection Overlay (RPO) to the Single-Family Residential (R1) Zone with RPO for all parcels. The applicant is requesting a rezone for the purpose of developing a 49-lot residential subdivision which will utilize a Planned Residential Development (PRD) design.

**STAFF RECOMMENDATION:**

Staff recommends the Planning & Zoning Commission, in accordance with the findings presented in this report, forward the Concept Zoning Map Amendment to the City Council with a recommendation to approve an amendment to the Zoning Map for 13.1 acres from the RR zone to the R1 zone with the RPO, with the following condition:

1. The required water and sewer mains shall be extended from the existing Sioux Drive throughout the proposed development as determined at Civil Plan Review.

**PRESENT LAND USE:**

The existing parcels total 13.01 acres and comprise the development site (the Site, hereon). The Site is currently used as travel accommodations which consists of small cabins throughout the Site.

**PROPOSED LAND USE:**

The applicant proposes to develop a single-family residential subdivision utilizing a PRD. One Unit Residential Development and PRD are permitted uses in the R1 Zone.

**NEIGHBORHOOD DEVELOPMENT:**

See the attached area context map.

North: Multi-family residential development, zoned Medium Density Residential (MR);  
East: US National Forest (USNF), zoned RR;  
South: USNF, zoned RR;  
West: USNF, zoned RR; Multi-family residential development, zoned High Density Residential (HR).

**REQUIRED FINDINGS:**

The Commission shall find that the Concept Zoning Map Amendment meets the three findings for approval per City Code Division 10-20.50: Amendments to the Zoning Code Text and the Zoning Map.

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**I. Project Introduction**

**A. Background**

The applicant Mary Bostwick/Bostwick Enterprises, LLC, is requesting a Concept Zoning Map Amendment for 13.01 acres from the RR Zone with the RPO to the R1 Zone with the RPO, located at 4200 South Lake Mary Road. The applicant is requesting a rezone for the purpose of developing the Site as a 49-unit single-family residential subdivision utilizing a PRD. Primary access to the site will be from E Sioux Drive.

The 13.01 acres is currently comprised of 4 parcels, adjacent to one another, and located to the North of E JW Powell Boulevard and to the East of S Lake Mary Road. The current use of the site is Travel Accommodations in the form of a cabin resort.

**B. Zoning Map Amendment Process**

An applicant requesting an amendment to the Zoning Map may elect to pursue either a "Direct to Ordinance with a Site Plan" or "Authorization to Rezone with a Concept Zoning Plan" per Section 10-20.50.040.D of the Zoning Code. An Authorization to Rezone with a Concept Zoning Plan decouples a Zoning Map Amendment application from an application for site plan review and approval. In this case, a concept zoning plan would be developed and submitted in support of the zone change request, and, assuming Council approval of the Zoning Map Amendment, a proposed subdivision plat, civil plans, and permits will be reviewed and approved.

A Concept Zoning Plan should consist of a plan with proposed use(s), vicinity maps, context maps, concept phasing, housing types if applicable and a proposed circulation map.

This Concept Zoning Map Amendment request proposes a 49-lot subdivision utilizing a PRD design. A Concept Zoning Plan accompanies this rezoning request to illustrate the development proposal.

**C. Zoning Map Amendment Request**

This Concept Zoning Map Amendment covers approximately 13 acres distributed across 4 parcels. The proposed changes in area to zones in the City of Flagstaff Zoning Map are as follows:

**Changes in Land Use due to Proposed Zoning Map Amendment**

| <b>Zoning</b>                  | <b>Acres Reduced</b> | <b>Acres Added</b> |
|--------------------------------|----------------------|--------------------|
| Rural Residential (RR)         | 13.01                | 0                  |
| Single-Family Residential (R1) | 0                    | 13.01              |

**Summary of Parcels Included in the Zoning Map Amendment Request**

| Parcel Number (APN) | Location/ Description | Acres | Current Zoning | Has a Resource Protection Overlay (RPO)?      |
|---------------------|-----------------------|-------|----------------|-----------------------------------------------|
| 105-05-001A         | Southwest parcel      | 2.7   | RR             | No                                            |
| 105-05-002B         | Center parcel         | 1.0   | RR             | No                                            |
| 105-05-002C         | Northeast parcel      | 8.1   | RR             | Partial – approx. 3 acres at the Northern end |
| 105-05-002D         | West parcel           | 1.2   | RR             | No                                            |

## II. Application Review

On January 20, 2026, the applicant submitted the Concept Zoning Map Amendment. On April 14, 2026, the Inter-Division Staff (IDS) found the application Complete and began substantive review of the submittal. A copy of the application, Concept Zoning Plan, Narrative, and Regional Plan Analysis are attached to this report.

### A. Zoning – City of Flagstaff Zoning Code

If this Concept Zoning Map Amendment request is approved, approximately 13.01 acres will be zoned R1 with a RPO from the current zoning designation of RR with a partial RPO.

#### i. **Relevant Development Standards**

Per Table 10-40.30.030.B., the R1 zone permits One Unit Residential Development and Planned Residential Development.

#### ii. **Resource Protection**

One of the four parcels in this rezoning request currently has a partial RPO, which covers approximately 3 acres of that parcel. Three of the parcels do not have the RPO. If this CZMA request is approved, all parcels will be included in the RPO. The R1 zone requires protection of 50% of the trees; 70% of the slopes with a grade of 17-24.99%, 80% of the slopes with a grade of 25-34.99%, and 100% of slopes with a 35% or greater grade.

There are no urban or rural floodplains, or FEMA designated floodways located on the parcels.

#### iv. **Pedestrian and Bicycle Circulation Systems**

There are not existing pedestrian or bicycle circulation systems on the subject development site. The proposed single-family subdivision will include roadways built to public standard; and easements or tracts will be provided to ensure access from the subdivision directly to the USFS land which surrounds the development site. There are existing Flagstaff Urban Trail System (FUTS) trails along S Lake Mary Rd and W JW Powell Blvd.

### B. Public Systems Impact Analysis

A Traffic Impact Statement (TIS) has been prepared and conditionally approved for the proposed subdivision development. A Water and Sewer Impact Analysis (WSIA) has been conditionally approved subject to the completion of the Wild Cat Interceptor Project.

### III. Zoning Map Amendment Findings

An application for a Zoning Map Amendment shall be submitted to the Planning Director, who reviews the application and prepares a recommendation. The Planning 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 an evaluation of the three findings for approval of Zoning Map Amendments, per Division 10-20.50: Amendments to the Zoning Code Text and the Zoning Map:

1. The proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans;
2. The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City and will add to the public good as described in the General Plan; and
3. The affected site is physically suitable in terms of design, location, shape, size, operating characteristics and the provision of public and emergency vehicle (e.g., fire and medical) access and public services and utilities (e.g., fire protection, police protection, potable water, schools, solid waste collection and disposal, storm drainage, wastewater collection, treatment, and disposal), to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located.

The recommendation shall include 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 Section 10-40.20 (Establishment of Zones) of the Zoning Code, and whether the amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied.

#### A. Finding #1

***The proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans.***

The proposed amendment must be found to be consistent with and in conformance with the goals and policies of the General Plan and any applicable specific plans. If the application is not consistent with the General Plan, and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

#### i. Flagstaff Regional Plan 2030 Process and Analysis Summary

The application was made complete under the 2030 Regional Plan. When staff performs a Regional Plan (the "Plan") analysis, staff reviews all maps, text, and goals and policies to determine which are the most relevant in relation to the proposed application. The Plan's Future Growth Illustration on Maps 21 and 22 (same map; one is regional scale and one city scale) and the text of the Plan provide supplemental information for the interpretation of goals and policies. In the case of any

conflict between the Future Growth Illustration and the Plan's goals and policies, the goals and policies will prevail. The Future Growth Illustration has two types of land use designations: "Area Types" describe the place-making context of Urban, Suburban, Rural, or Employment, and "Place Types" such as activity centers, corridors, and neighborhoods which provide the framework for the density, intensities, and mix of uses within the area types.

Staff have identified the subject parcels as Suburban and Area in White area types. The analysis was completed based on the Suburban Neighborhood area type. The Single-Family Residential (R1) zone is consistent with this area type.

## ii. **Applicable General Plan Goals and Policies**

As part of its review, Staff identified relevant Regional Plan Goals and Policies that could be applied to support or not support the proposed Zoning Map Amendment. These goals and policies are located within the applicant's narrative. The narrative identifies 32 Regional Plan Goals and Policies that support the proposed rezoning, and eight Goals or Policies that do not support the rezoning. The following is a discussion of how the project generally meets or conflicts with goals and policies in the Regional Plan. A detailed Regional Plan conformance analysis is included as an attachment to this staff report.

### **Regional Plan 2030 Goals and Policies that Support the Rezoning**

The Goals and Policies that support this rezoning request can be found in the following Regional Plan categories: Environmental Planning and Conservation (E&C), Open Space (OS), Community Character (CC), Growth Areas and Land Uses (LU), Neighborhoods, Housing, & Urban Conservation (NH), Recreation (Rec), Transportation (T), Water Resources (WR), Cost of Development (CD). The applicant has summarized conformance as follows:

- **Environment and Natural Resources (E&C):** These Goals and Policies focus on the preservation of Flagstaff's natural resources, which include carbon neutrality, dark skies, existing forests and environmental assets. The proposed Hidden Haven Estates subdivision will utilize a PRD design to cluster development aside from areas of tree and slope resources. The PRD design will limit impact on the existing trees on the Site. The CC&R's will allow for all-electric homes and establish waste-limiting design features regarding recycling and low water-use irrigation systems. Additionally, the subdivision has been designed to maximize South-facing roof exposures for possible photo-voltaic installation and energy capture. The Site is in close proximity to two existing FUTS trails and will provide easements to allow connectivity from the Site directly to the surrounding US National Forest. The City of Flagstaff will collaborate with the USFS to establish the best location for connector trails from Hidden Haven to the nearby FUTS trails.
- **Growth Areas and Land Use (LU):** These Goals and Policies focus on infill and redevelopment in existing neighborhoods to provide diverse housing types, create a more connected community, and to meet the changing housing needs of the community. Hidden Haven will redevelop an existing cabin resort and leverage the land to increase housing supply in Flagstaff. The development will utilize existing utilities in Sioux Drive and continue the existing sidewalks along Sioux Drive throughout the proposed development to create a connected

and walkable neighborhood. While the subdivision will utilize cul-de-sacs due to topographic constraints, there will be pedestrian trails between the two cul-de-sacs to allow for pedestrian connectivity. The Site sits .5 miles from existing NAIPTA transit stops and will allow for easy access to Flagstaff's transit system by foot or bike. The reinvestment in this area will strive to adapt to the existing neighborhood context and speak to the single-family homes that currently sit to the North and West of the adjacent multi-family developments in the Bow and Arrow Acres Neighborhood.

- **Open Space and Recreation (OS, REC):** These Goals and Policies focus on the value, importance and conservation of, as well as the access to Flagstaff's natural areas. The proposed subdivision will provide the Code-required 15% common space which will include natural areas with picnic tables. Additionally, the surface detention basins will be designed to allow for use when dry. As the Site will be within the RPOZ, the priority of preserving existing tree and slope resources has been paramount in the design of the subdivision.
- **Water Resources / Stormwater / Soils (WR, LID, Soils):** These Goals and Policies focus on the conservation of water in the region, and include interventions to address surface water, ground water and reclaimed water. Additionally, Soils are addressed through specific building techniques and requirements to ensure building stability and to reduce erosion before, during and after development. The proposed subdivision will incorporate Low Impact Development (LID) principles through distributed detention, the flow of water on the site, and utilization of existing topography to address drainage requirements and conservation goals. The site will utilize strategically placed and designed detention basins at the entry to the subdivision at the North.
- **Community Character / Design / Heritage (CC, Heritage):** These Goals and Policies focus on the acknowledgement of existing neighborhood design and sense of place for redevelopment and the role that our natural setting and heritage resources play in the character of Flagstaff. The surrounding neighborhood's walkability and forested areas are carried on through pedestrian amenities and the PRD design to preserve natural resources. These considerations will allow for continuity from existing development to Hidden Haven to the surrounding forest. The City of Flagstaff's Heritage Preservation Commission approved the required cultural resource study on April 16, 2026 to ensure that the Heritage Preservation Goals and Policies are met.
- **Transportation (T):** These Goals and Policies focus on the movement of people and goods throughout Flagstaff as well as the enhancement of the quality of life and the investment in infrastructure to support economic development through enhanced design. The connections to nearby FUTS trails discussed in Environment and Natural Resources, as well as the pedestrian network discussed in Growth Areas and Land use will make for a multimodal development. Signage will be installed to help pedestrians navigate to the nearest NAIPTA transit stops. Furthermore, street design will integrate LID principles to ensure synchronicity of Transportation and Water Resources/Stormwater goals.
- **Public Facilities, Safety and Fire (PF):** These Goals and Policies focus on protecting public infrastructure and promotion of community resiliency. Hidden Haven Estates will utilize a street section and cul-de-sac design which will accommodate emergency response vehicles. The extended water main through the development will loop to provide flow for both the proposed residences and for fire response. Additionally, hydrants will be placed at the

required distances. The proposed subdivision will commit to installing fire sprinklers in all proposed residences to further enhance resiliency to emergencies as well as to mitigate risk of structure fire during a wildfire event. The WSIA that has been approved by the City of Flagstaff has determined the projected water needs of Hidden Haven Estates will be able to be fulfilled at the completion of the Wild Cat Interceptor Project.

- **Neighborhoods, Housing and Urban Conservation (NH):** The Goals and Policies focus on the creation of more housing and the diversification of neighborhoods while leveraging walkable neighborhoods, transit connections and economic opportunities. The Hidden Haven subdivision will provide Flagstaff with 49 single-family home sites and the CC&Rs will allow for development of accessory dwelling units, which creates the opportunity for residents to adapt to their changing needs over time.
- **Cost of Development (CD):** These goals and policies focus on the financing of development and identify mechanisms to ensure initial and future costs are equitably fulfilled by both developer and the City of Flagstaff. Hidden Haven will utilize the existing water and sewer infrastructure within the Sioux Drive right-of-way and extend those services throughout the development. This extension will be built to the City's engineering standards to ensure long-term viability of the infrastructure once accepted by the City at its completion. The required analyses for this development identify specific interventions and infrastructure needs to ensure infrastructure will support the development and to limit any off-site impacts.

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

***The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City and will add to the public good as described in the General Plan.***

To meet the findings for approval, the proposed amendment must be found to: 1) not to be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the "City"); and 2) add to the public good as described in the General Plan. Staff believe that the proposed project will not be detrimental to the public interest, health, safety, convenience, or welfare. Staff also believe that the proposed amendment will add to the public good, as discussed in the developer's project narrative, and summarized below.

- Hidden Haven Estates subdivision will utilize a PRD design to cluster development and preserve tree and slope resources.
- The RPO zone will be applied to all portions of the development site (whereas prior to the amendment only a portion was within RPO) to ensure future natural resource preservation.
- Common space will provide residents with on-site access to natural areas; and proposed trail connections will provide residents with multimodal access to and from nearby FUTS trails and the surrounding USFS forest land.
- The development provides Flagstaff with additional housing and property tax base.
- Public infrastructure improvements will be built to public standard and utilize LID principles.

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

***The affected site is physically suitable in terms of design, location, shape, size, operating characteristics and the provision of public and emergency vehicle (e.g., fire and medical) access and***

***public services and utilities (e.g., fire protection, police protection, potable water, schools, solid waste collection and disposal, storm drainage, wastewater collection, treatment, and disposal), to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located.***

Staff believes that the proposed application meets this finding, as indicated by the Inter-Division Staff (IDS) reviewed and acceptance of the Concept Zoning Map Amendment application on April 14, 2026. The applicant provided a summary of why the site is a suitable candidate for development in the R1 zone.

- **Site:** The 13.01-acre site will provide a net 10.8 acres of development area and a density of 3.77 units/gross acre. This allows for 49 single-family lots.
- **Design:** Lot sizes and layout are consistent with single-family development patterns and will be situated to preserve existing natural resources. The common space requirement will be satisfied with 15% of the development to be designated as common space.
- **Location:** The development will extend the existing Sioux Drive into the development and provide sidewalks and pedestrian connections throughout the subdivision. Additionally, the Site is within .5 miles of NAIPTA transit stops and adjacent to existing FUTS trails.
- **Emergency Vehicle Access:** The streets within Hidden Haven will be built to meet the City's engineering standards and to ensure emergency vehicle access and maneuverability throughout the development. Hydrants will be located at adequate distances and water infrastructure will be sized appropriately to ensure adequate water availability in the event of fire.
- **Public Services/Utilities:** The existing water and sewer within Sioux Drive will be extended into Hidden Haven and built to the City's standards. Stormwater will be addressed on-site with sufficient detention basins and LID principles employed. Each lot will receive a City-approved solid waste bin to ensure waste is handled appropriately.

#### **IV. Citizen Participation**

Public hearings before the Planning and Zoning Commission and City Council are conducted in conjunction with requests for Concept Zoning Map Amendments. In accordance with State Statute, notice of the public hearing was provided by placing an ad in the Daily Sun, posting notices on the property, and mailing a notice to all property owners within 300 feet of the site excluding rights-of-way.

The Mogollon Engineering design team held one virtual neighborhood meeting to provide citizen outreach regarding this request for a Concept Zoning Map Amendment. This meeting had one attendee and included a presentation which discussed the proposed development, site plan and other project details. The sole attendee attended the meeting to learn more about the project and inquired about the projected start of construction.

As of the writing of this report, Staff has not received any additional comments on this rezoning case apart from responses received during Neighborhood Meetings.

**Attachments:**

- CZMA Application
- Project Narrative
- Concept Zoning Plan
- Legal Description
- Neighborhood Meeting Plan
- Record of Proceedings
- Legal Ad
- Regional Plan Analysis
- Traffic Impact Analysis
- Water and Sewer Impact Analysis