

PLANNING AND DEVELOPMENT SERVICES REPORT
FLAGSTAFF REGIONAL PLAN 2030 MINOR AMENDMENTS

PUBLIC HEARING
PZ-25-00159-02

DATE: September 25, 2026
MEETING DATE: October 28, 2026
REPORT BY: Alaxandra Pucciarelli

REQUEST:

A request for a Minor Amendment to the Flagstaff Regional Plan 2030, by Symmetry Companies, to move the center point of activity center (S12) north on Maps 21, 22, and 24; remove activity center S17; and realign the road network to follow the John Wesley Powell Boulevard future extension. This Minor Regional Plan Amendment request is the precursor to three other entitlement cases, including a new Specific Plan and two Concept Zoning Map Amendments.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Minor Regional Plan Amendment request to the City Council with a recommendation for approval in accordance with the findings.

PRESENT LAND USE:

The subject property is comprised of a portion of State Trust land located in portions or all of T21N, R7E, Section 26 in the City of Flagstaff, ASLD KE53-120834. The original parcel was approximately 400 acres. The land is undeveloped.

PROPOSED LAND USE:

A mixed-use development consisting of 785 proposed dwelling units, 120-key travel accommodation use, estimated 80,000 square feet of commercial space, and natural and recreational spaces. The associated applications allow for a variety of housing types, including single-family detached, single family attached, duplex, triplex, fourplex, garden style apartments, and multi-family condominiums.

NEIGHBORHOOD DEVELOPMENT:

North: Little America Hotel undeveloped land; Estate Residential (ER) Zone
East: Undeveloped land, Rural Residential (RR) Zone and ER Zone
South: Coconino National Forest, Public Lands Forest (PLF) Zone
West: Juniper Point future residential subdivision, RR Zone
Pine Canyon, Single-family Residential (R1) Zone

I. PROJECT INFORMATION

A. Introduction/Background

The applicant is requesting a Minor Regional Plan Amendment to support the proposed Specific Plan and the rezonings of approximately 210 acres to accommodate a new residential subdivision, a resort, and commercial uses. The residential subdivision will contain parcels zoned RR, R1, and Medium Density Residential (MR). The extension of JWP Boulevard extends across the southern portion of the development site.

The Minor Regional Plan Amendment application was submitted in August of 2025 and found complete in November of 2025. This was prior to the adoption of the new Regional Plan 2045. The application is being reviewed under the previous Regional Plan 2030.

B. Flagstaff Regional Plan 2030 Amendment Request

As discussed in the “How This Plan Works” chapter (page III-4), the Flagstaff Regional Plan 2030 is used in the regulatory decision-making process by the Planning & Zoning Commission, City Council, and City staff. The Commission and the Council are responsible for making development decisions such as zoning map amendments or specific plans, which depend on whether the proposed changes or projects are consistent with the Plan’s goals and policies. The Future

Growth Illustration on Maps 21 and 22 (same map; one is regional scale and one city scale) and the text of the Plan will provide supplemental information for the interpretation of goals and policies. In 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 placemaking context of Urban, Suburban, Rural, or Employment and "Place Types" such as activity centers, corridors, and neighborhoods provide the framework for the density, intensities, and mix of uses within the area types. This application proposes to relocate the center point of a neighborhood scale future suburban Activity Center (S12) to the north (Maps 21, 22,- Future Growth Illustration and Map 24- Activity Centers). Activity Centers are mixed-use areas where there is a concentration of commercial and other land uses typically defined by a pedestrian shed. A Suburban Activity Center can serve a Regional scale or Neighborhood scale. The activity center for this site (S12) is currently identified as neighborhood scale. Neighborhood Suburban Activity Centers are intended to be smaller, mixed-use centers at intersections of collector streets and neighborhood access roads providing connections to local goods and services, public spaces, transit, and the FUTS.

This application also proposes to realign a future circulation corridor and a future access corridor as identified on Map 25 (Road Network Illustration). The existing Map 25 shows a circulation commercial corridor that aligned with the previous planned alignment of JWP Boulevard. The future access corridor on the existing map connects to the parcel to the north. The proposed amendment has it connect to the west. This proposed amendment to the Regional Plan 2030 brings the road network illustration in alignment to the current Regional Plan 2045. As part of this roadway realignment, the applicant proposes to eliminate a neighborhood suburban activity center (S17).

Attached are exhibits comparing the existing Regional Plan maps to the proposed Future Growth Illustration map and Road Network Illustration. These maps and any applicable text of the FRP 2030 should be considered in the context of the Plan's goals and policies. A discussion of the FRP 2030 goals and policies is provided below.

C. Current Zoning and Proposed Zoning

The applicant is requesting to rezone 139 acres from the RR zone with the Resource Protection Overlay (RPO) to the R1 zone with the RPO. There is also a second rezoning request to rezone 72.14 acres from the RR zone with the RPO to the Suburban Commercial (SC) zone (20.49 acres), the Highway Commercial (HC) zone (23.69 acres), and the MR zone (27.9 acres) all with the RPO.

II. REQUIRED FINDINGS

The Planning and Zoning Commission shall find that the proposed Minor Regional Plan Amendment meets the requirements of the General Plan and Subdivision Code (City Code Title 11). In considering the request for an amendment to the Plan, the goals and policies should be considered to ensure that the requested change to the Future Growth Illustration is in conformance with the overall vision. "The Flagstaff Regional Plan establishes the vision for the future growth and development of Flagstaff and its surrounding area through goals and policies" (p.III-4). "General plans are not static documents; they recognize growth as a dynamic process, which may require revisions to the plan as circumstances or changes warrant" (p.III-1).

A. Regional Plan Vision

"The Greater Flagstaff community embraces the region's extraordinary cultural and ecological setting on the Colorado Plateau through active stewardship of the natural and built environments. Residents and visitors encourage and advance intellectual, environmental, social, and economic vitality for today's citizens and future generations." (p I-1)

Applicable General Plan Goals and Policies Analysis

An analysis is provided for each of the requests included in this application. Staff has identified relevant Regional Plan Goals and Policies that could be applied to each part of the proposed Minor Regional Plan Amendment.

Request 1: Relocate Future Suburban Activity Center S12 to the north near the proposed development of a travel

accommodation use, referred to by the applicant as “the Lodge.”

The Regional Plan located future activity centers where the future road networks intended to intersect, and future development has been proposed (Goal LU.3. Continue to enhance the region’s unique sense of place within the urban, suburban, and rural context; and Goal LU.18. Develop well designed activity centers and corridors with a variety of employment, business, shopping, civic engagement, cultural opportunities, and residential choices.) The existing Regional Plan shows activity center S12 located directly on the JWP corridor at the intersection of JWP Boulevard and a future access commercial corridor. The requested amendment is to relocate S12 to align with a lodge-focused Activity Center north of JWP Boulevard, along a proposed collector roadway. The Activity Center remains within the JWP corridor influence area but shifts from being directly on JWP Boulevard to a more neighborhood scale, lodge-anchored node, connected back to JWP Boulevard via internal streets and multimodal trails.

The Regional Plan 2030 envisions activity centers as mixed-use centers. Suburban activity-centers have a pattern of commercial uses as the primary anchor with supporting residential around it. The relocated center would be reframed as a lodge-anchored tourism and community hub. At the center, the Lodge will serve as a destination with visitor-oriented commercial and surrounding parks and trails. The neighborhood-serving commercial is proposed to be located outside of the S12 Activity Center, which conflicts with Policy LU.18.7. Concentrate commercial, retail, services, and mixed use within the activity center’s commercial core, but does align with the regional plan’s policy to locate commercial centers along corridors.

The applicant proposes the activity center relocation to respond to topography, forest resources, and the proposed location of the Lodge. The Regional Plan does consider the preservation of natural spaces, through Goal LU.4. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting, as well as Goal CC1. Reflect and respect the region’s natural setting and dramatic views in the built environment. The proposed travel accommodation does not rely on the traditional model of visibility on a highly traveled roadway. The Lodge is set back from the corridor and relies on its natural setting.

The Regional Plan supports the highest intensity commercial and residential uses at activity centers and commercial corridors, with intensity and density lessening towards the edges of the pedestrian shed. The plan includes Policy LU.18.12. Corridors should focus commercial development to the corridor frontage and residential to the back. The relocation of the activity center reorganizes intensity. The lodge area and adjacent open space are framed by lower-intensity, quieter uses and landscape buffers, while higher-density residential is concentrated along collector corridors at the edge of the pedestrian shed.

Neighborhood Activity Centers are required to have a density of 6 - 29 units per acre when considered mixed-use and 6-13 units per acre when residential only. The Plan includes Policy LU.18.9. Plan activity centers and corridors appropriate to their respective regional or neighborhood scale. The proposed Zoning Map Amendments would allow for a target of 484 units within the pedestrian shed of the activity center, resulting in 7.19 units per acre.

Request 2: Amend Map 25, the Road Network Illustration, to reflect the planned Suburban Corridor and establish a Commercial Village at the intersection of JWP Boulevard and San Francisco Peaks Parkway.

The proposed changes to Map 25 align the Future Circulation Commercial Corridor with the JWP Boulevard and the Future Access Commercial Corridor with the applicant’s proposed collector roadway. The application calls this collector roadway Ponavera Boulevard. The existing Map 25 shows the future access/collector tying into a future road network to the north of the development. The amendment would orphan the northern network, in conflict with Goal T.8. Establish a functional, safe, and aesthetic hierarchy of roads and streets, and Policy T. 8.4. Protect rights-of-way for future transportation corridors. However, this area is also mapped as “Identify Road Network Solutions through Future Study.” Regional Plan 2045 also shows the area to the north as an area subject to future connectivity study, without any planned streets shown in the area on Map 25.

The applicant states that this amendment clarifies that the Commercial Village at the intersection of JWP Boulevard and Ponavera Boulevard is not the Activity Center, but functions as a complementary neighborhood-serving commercial node. The Regional Plan would support a commercial zoning along the arterial roadway, which is not moving at this location. The amendment changes the far east end of the road alignment, sending the future circulation road to the north rather than the east. Where JWP Boulevard used to connect to the east, the amendment now shows a short length of Future Residential Access Residential Corridor.

Regional Plan 2030 defines Corridors as “...where commercial development is encouraged.” The Plan goes on to define Suburban Corridors as: “Serves larger capacities of vehicles and people, with more intense land uses and pedestrian safety is a priority in this setting. These corridors will be wider with faster speed limits, and will emphasize safe pedestrian and bicycle crossings. Local roads access suburban corridors through a hierarchy of functional road classifications. Shops and services are in buildings that front the street.” JW Powell could serve as a Suburban Corridor, but only two development areas fronting the road are proposed to be rezoned to support commercial development (development areas 13 and 20). The other development areas range in density from 0.8 to 3.46 units/acre and are zoned RR and R1.

Request 3: Remove Activity Center S17 because the existing designation of JWP Boulevard as a Suburban Corridor better aligns with site constraints, including topography, resource considerations, and the planned circulation framework centered on J.W. Powell Boulevard.

S17 is identified as a Neighborhood scale Future Suburban Activity Center. The applicant requests to remove Activity Center S17 because the existing designation of JWP Boulevard as a Suburban Corridor better aligns with site constraints.

Regional Plan 2030 identifies JWP Boulevard as a Commercial Corridor on Map 25. The removal of an activity center would push intensity and density along the corridor rather than clustered around an activity center. The applicant characterizes the S17 area as being constrained by topography and tree resources. However, the development proposal places commercial development zoned SC and residential development zoned R1 at the previous activity center location. The R1-zoned development area 19 has the highest density along the corridor at 3.46 units/acre. Although the applicant states this amendment establishes a corridor-based pattern of development that distributes activity and connectivity along a linear framework rather than concentrating intensity in a single node; the density, such that it is, along the corridor is concentrated at the node. Policy LU.18.1 Design activity centers and corridors appropriate to and within the context of each area type: urban, suburban, or rural.

PUBLIC SYSTEMS IMPACT ANALYSES

System impact analyses (Traffic, Water/Sewer, or Stormwater) are not required in conjunction with a Minor Regional Plan Amendment. These impact analyses will be completed in conjunction with the entitlement cases intending to move forward after this amendment is approved.

CITIZEN PARTICIPATION

Public hearings before the Planning and Zoning Commission and City Council are conducted in conjunction with Regional Plan Amendment request. In accordance with State Statute and the Flagstaff Zoning Code, 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 and homeowners' associations within 1,000 feet of the site excluding rights-of-way.

The applicant held two neighborhood meetings: the first on March 30, 2026, at 5:30 p.m., and the second on June 4, 2026, also at 5:30 p.m. A third meeting was held on September 10, 2026, at 5:30 p.m. to allow the City to provide notice for a meeting on its website. All meetings were held virtually. Five individuals attended the first meeting, four individuals attended the second meeting, and two individuals attended the third meeting. A Citizen Participation Report, attached, was prepared. The meetings included a presentation from the applicant. There were no questions or comments from the attendees.

As of the date of this report, no public comments have been received by staff.

RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Minor Regional Plan Amendment request to the City Council with a recommendation for approval in accordance with the findings.

Attachments:

- Application
- Project Narrative
- Existing vs. Proposed Regional Plan Maps (pages 8-10 of Project Narrative)
- Applicant's Regional Plan Analysis (appendix B of Project Narrative)
- Record of Proceedings