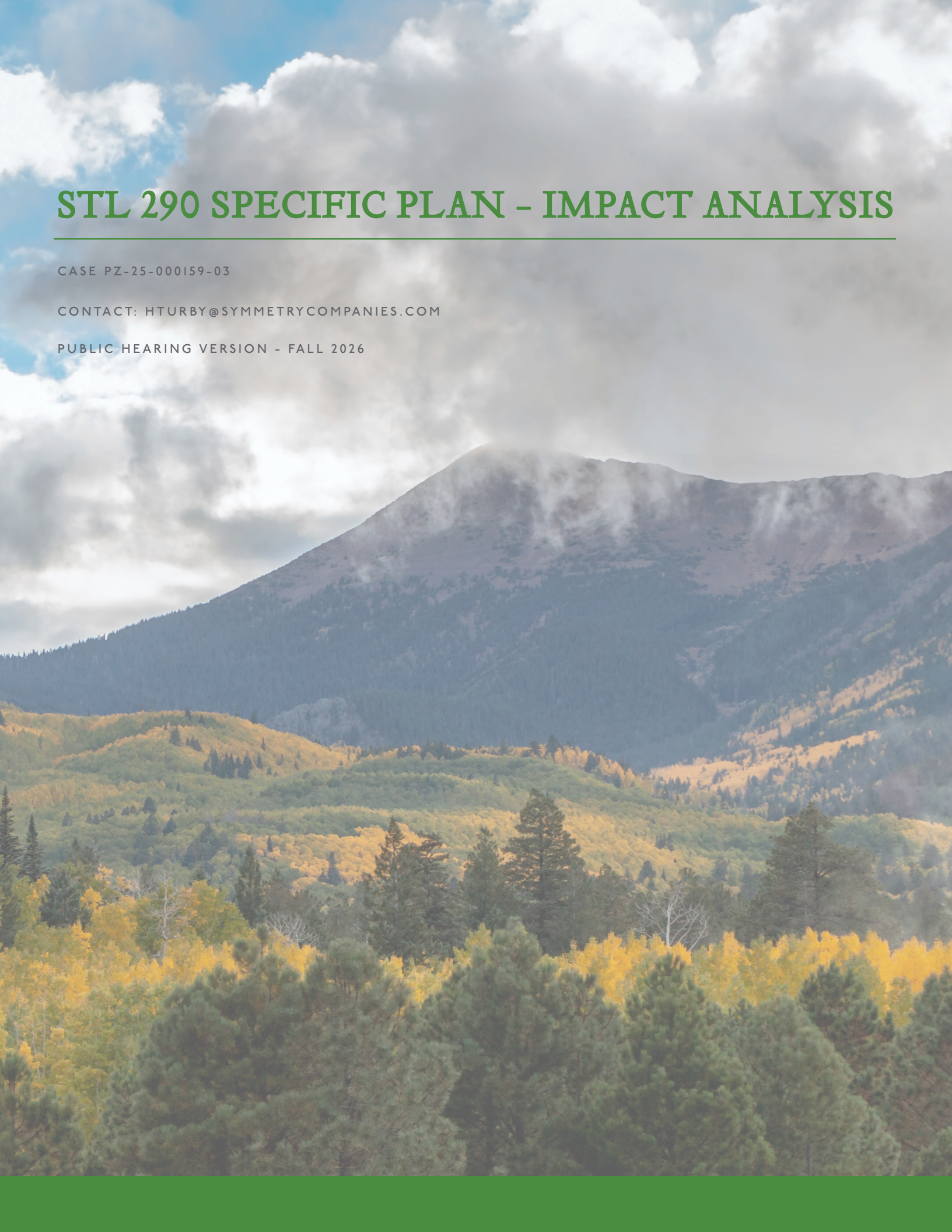




# STL 290 SPECIFIC PLAN – IMPACT ANALYSIS

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CASE PZ-25-000159-03

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PUBLIC HEARING VERSION – FALL 2026

# COVER SHEET

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## PROPERTY DATA

PROJECT NAME: STL 290 Specific Plan

CASE NUMBER: PZ-25-00159-03

SITE ADDRESS: 290 Acres of State Land Department Certificate #53-120834

SITE AREA (ACRES): 293.85 Acres (405 original acres minus lotted area of DA 16 & 70-acres of land developed with Juniper Point)

PROPOSED RESIDENTIAL UNITS: 605-1,312 - 290 Acres (785 target)

EXISTING REGIONAL PLAN CLASSIFICATION: Suburban Neighborhood with Activity Center (S12) and (S17)

PROPOSED REGIONAL PLAN CLASSIFICATION: Suburban Neighborhood, Removal of S17 and use of existing JWP Suburban Corridor, and a Relocation of (S12), and a Realignment of Map 25 (Road Network Illustration) creating a Suburban Corridor at the corner of JW Powell BLVD and the Ponavera Boulevard

PROPOSED LAND USE: Residential, Travel Accommodations, and Commercial Uses

EXISTING ZONING CLASSIFICATION: Rural Residential - Resource Protection Overlay (RR-RPO)

PROPOSED ZONING CLASSIFICATIONS: RR-RPO, RI-RPO, MR-RPO, SC-RPO, HC-RPO

PUBLIC HEARING VERSION - Fall 2026

# TABLE OF CONTENTS

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## III.1 PUBLIC SERVICES AND FACILITIES | 5

- A. Stormwater Infrastructure | PAGE 5
- B. Implications for Parks, Rec, and Open Space | PAGE 5
- C. Libraries | PAGE 6

## III.4 SCHOOL IMPACT ANALYSIS | 6

## III.5 POLICE AND FIRE ANALYSIS | 7

- A. Police | PAGE 7
- B. Fire | PAGE 7

## III.6 MARKET ANALYSIS | 8

- A. Introduction | PAGE 8
- B. Flagstaff Demographic and Economic Context | PAGE 8
- C. Fiscal Revenues | PAGE 9
- D. Construction Impacts | PAGE 9
- E. On-Going Impacts | PAGE 9
- F. Summary | PAGE 10

## III.7 CULTURAL RESOURCES ANALYSIS | 10

## III.8 PUBLIC TRANSIT ANALYSIS | 10

## SUMMARY OF ANALYSIS | 12



This Specific Plan application includes background information and a narrative discussion, including an executive summary, purpose and intent statements, images, renderings, etc., which are intended to illustrate the overall character and vision for the development. The images do not necessarily convey final design concepts, colors, and materials. The images within this application are preliminary and conceptual, and intended to be illustrative of the character and quality of the development and may be modified during the final design and site plan approval(s). Final uses, density, open space and programming, building footprints, etc. will be determined at time of final design and site plan approval(s) in accordance with the applicable regulations.

# III.1 PUBLIC SERVICES AND FACILITIES

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## A. Stormwater Infrastructure

The STL 290 site is largely undeveloped pine forest on steep, dissected terrain draining from the southwest toward the Rio de Flag. Off-site contributors include Pine Canyon Wash entering near the mid-south boundary and a smaller unnamed tributary along the west, both flowing northeast toward the Rio de Flag. There is no existing stormwater infrastructure on the site. FEMA mapping places the northeast corner within Rio de Flag Zone AE (approximately 2.5 acres of land), with the balance of the property in Zone X; the project's proposed improvements lie in Zone X.

### Proposed Onsite Mitigations

The drainage strategy pairs Low Impact Development (LID) with extended detention basins (EDBs) to keep post-development peaks at or below pre-development for the 10-yr and 100-yr events and to meet Flagstaff's ROCV (first 1" of runoff) standard.

- LID/ROCV requirement: 1" sitewide =  $\approx 12.2$  acre-feet of LID storage.
- Master storage for downstream "no-rise": An additional 19 acre-feet is required to offset incremental imperviousness and hold Lake Continental at the current WSE. These volumes are provided in in-line storage basins located within major drainages, upstream of roadway crossings and development boundaries, and are phased with buildout; underground/adjacent open-space options remain available where pad space is constrained.

Conveyance will use a mix of swales, street storm drain, and culverts, with public and private drainage easements (DE/PDE/DME) assigned to match ownership/maintenance responsibilities.

### Effects on Location, Density, and Intensity of Uses

Because master basins are sited in existing drainages, and particularly upstream of road crossings or near site edges, the storage program is compatible with the land-use framework (R1/MR/HC/SC) without requiring broad reductions to planned densities. Where developable pads are tight, the strategy allows alternative placements (e.g., within/adjacent to open space or underground) to maintain intended building footprints and street layouts while still meeting LID and peak-flow targets.

### Estimated Downstream Impact

Two controls govern downstream performance, both validated by HEC-1/HEC-RAS:

- Lake Continental (Big Fill Lake): Without storage, the WSE increase would be  $\sim 0.04$  ft; with the 19 ac-ft onsite storage, the model returns to no-rise relative to baseline.
- Rio de Flag floodplain: Post-development HEC-RAS shows negligible WSE changes ( $\leq 0.02$  ft) along the modeled reach.
- Onsite peak flow mitigation is required at each site discharge point consistent with the intent to hold post peaks at/below pre.

Bottom line: The combined  $\sim 12.2$  ac-ft LID + 19 ac-ft master storage program, implemented in-line storage phased with construction, enables the planned mix and intensity of uses without increasing downstream peak discharges or at site discharge points or significantly affecting Rio de Flag floodplain water surface elevations.

## B. Implications of Parks and Recreation and Open Space

The STL 290 development presents a major opportunity to enhance the City of Flagstaff's network of parks, trails, and open-space lands, while also responding responsibly to ecological and recreational demands. With its variety of landforms, from limestone ridges and grassland benches to riparian corridors and upland juniper-pine woodlands, the project is uniquely situated to contribute to both active recreation and conservation open space. The planned network of internal multi-use trails, linking to the adjacent Arizona Trail alignment and newly constructed J.W. Powell Boulevard trail corridor,

will enable connectivity for hikers, cyclists, and nature observers of all abilities. The design incorporates multiple park nodes, neighborhood parks for children and families, a larger community park adjacent to the Suburban Activity Center, and preserved natural open-space tracts aligned with wildlife linkages and calcareous soil habitats. Together, these amenities are expected to:

- Provide approximately 15 acres of local park space within walking distance of 90% of future residential units (open to public but privately funded);
- Set aside contiguous open space, preserving key ecological systems such as limestone-derived soils, and riparian vegetation;
- Enhance ecological function by maintaining uninterrupted wildlife corridors, improving watershed recharge through low-impact drainage design, and reducing wildfire risk through strategic open-space buffers;
- Support the City's policy goals for recreation, open-space preservation, and active mobility (including the goals of the Flagstaff Regional Plan 2030, Zoning Code Section 11-10.60.050, and Open Space Concept Map 24).

By aligning recreation and natural resource objectives, the STL 290 project not only meets but advances Flagstaff's long-range parks and open-space strategy, offering residents outstanding amenities while preserving the region's signature landscapes and ecological resilience.

### C. Libraries

The STL 290 Specific Plan will introduce several thousand new residents to the city, along with lodging and visitor-serving uses that may indirectly increase library usage by seasonal or short-term populations. Implications include:

- Demand Growth: Additional households will contribute to higher circulation, digital media access, and program participation.
- Service Access: STL 290 residents will primarily rely on existing branch locations, unless a community branch is incorporated into Development Area 20.
- Capacity Considerations: The City's budget highlights ongoing investment in library operations, but significant new growth areas such as STL 290 may require expanded programming, technology upgrades, or branch-level enhancements to ensure equitable access.

The Flagstaff library system is a well-established community resource supported through dedicated City and County funding. While STL 290 will not immediately necessitate a new branch, Development Area 20 provides an ideal site for future expansion of community services, potentially including a small library branch. Coordinating with City library services in the long term would ensure that STL 290 contributes to a balanced, accessible system of educational and cultural resources for all Flagstaff residents.

## III.4 SCHOOL IMPACT ANALYSIS

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The Property lies within the Flagstaff Unified School District. It is anticipated that any elementary age children (K-5) will attend Kinsey Elementary School, located at 1601 South Lone Tree Road, approximately 2 miles from the property. Any middle school age children (6-8) will attend Mount Elden Middle School, located at 3223 North 4th Street, approximately 6.4 miles from the property. The Flagstaff High School, located at 400 West Elm Avenue - approximately 4.1 miles from the STL 290 property, will serve grades 9-12.

### Anticipated Impacts of STL 290 Development

Against this backdrop, STL 290 is expected to play a significant role in shaping enrollment and facility use:

- New Student Generation: Across the district, planned residential development is projected to add roughly 400 new students during the planning period. With STL 290 located in the growing south/southwest corridor, its students (adding

approximately 226 students over the life of the project, using FUSD projection methodology 0.6 (large lot SFD), 0.2 (small lot SFD), 0.2 (SFA), 0.2 (MFA)) will contribute meaningfully to offsetting district-wide declines.

- Balancing Enrollment: While central schools may continue to see declining enrollment, STL 290 students will help stabilize capacity in edge-of-district schools. Attendance boundaries may be adjusted to balance utilization across the system.
- Benefit from Facility Upgrades: Students from STL 290 will directly benefit from bond-funded investments, including replacement of older schools, creation of modernized “next-generation” classrooms, technology enhancements, and outdoor learning opportunities.
- Safe and Reliable Access: Planned transportation investments will ensure that students living in STL 290, at the district’s southern edge, have consistent access to schools.

For prospective residents and students of STL 290, the Facilities Master Plan and FY 2025 Budget together represent both a challenge and an opportunity. The district is in a period of transition, facing under-utilization and aging buildings, yet actively investing in safer, modernized, and more flexible learning environments. STL 290 families will be joining a system that is adapting to growth at its southern edge—bringing new vitality to underused schools while benefiting from targeted facility reinvestments and strong fiscal commitments.

## III.5 POLICE AND FIRE ANALYSIS

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### A. Police

The Flagstaff Police Department will be the police protection agency for the Property. The main station is located at 911 E. Sawmill Road, which is approximately 2.9 miles from the STL 290 property.

The STL 290 development will add residential, commercial, and lodging uses, increasing call volume for police services. Based on current conditions:

- Crime and Calls for Service: FPD has demonstrated success in reducing crime and managing calls, suggesting capacity to absorb incremental growth in the short term.
- Traffic Enforcement: STL 290’s new roadway connections will require ongoing coordination with FPD’s traffic unit to manage safety, speed, and DUI enforcement.
- Community Policing: The Department’s focus on outreach, prevention, and alternative response models positions it well to serve a diverse new community like STL 290.
- Future Substation: While not yet funded, a substation on the “Shark Bite” parcel would directly benefit STL 290 by improving localized response capacity and visibility of law enforcement services.

In its current structure, the Police Department is positioned to serve STL 290 without immediate strain. The long-term development of a substation adjacent to the site will further strengthen coverage and community policing in southern Flagstaff. Continued collaboration between STL 290 and the Police Department will ensure that public safety services grow in tandem with the development.

### B. Fire

The Flagstaff Fire Department provides fire coverage for the Property. Several Fire Stations are near to the property including Station #6, #2, #4, and #3. However, the property is within the boundary limits of Fire District #6. If alternative stations are available to respond to emergencies, Fire Station #4 is approximately 3 miles from the property.

### Implications for STL 290

The addition of STL 290's residential neighborhoods, commercial areas, and lodging facilities will increase the demand for fire and emergency services. However, based on current performance and capacity:

- Response Times: FFD's average response times are within NFPA standards, suggesting that the department can accommodate incremental service calls generated by STL 290 without immediate degradation of service.
- Station Coverage: STL 290's proximity to existing stations along the John Wesley Powell corridor and Interstate 17 access points positions the site within reasonable response coverage. The proposed "Shark Bite" station would further improve service, but its delivery is contingent on future funding and construction schedules.
- Risk Profile: The primary impacts will be increased EMS call volume and expanded wildland-urban interface (WUI) exposure. STL 290's adjacency to open space reinforces the importance of defensible space, firewise landscaping, and compliance with FFD's Community Risk Reduction programs.
- Resource Planning: While FFD is currently operating efficiently, long-term growth across Flagstaff, including STL 290, may necessitate additional staffing, equipment, or facilities to maintain service levels.

Overall, the STL 290 development is not expected to overburden the Fire Department in the short term, given existing capacity, strategic station locations, and current performance metrics. The future "Shark Bite" fire station represents a planned investment that could significantly improve long-term response capacity for STL 290 and southern Flagstaff, though its timing is uncertain. Continued coordination with FFD on risk reduction, wildfire resilience, and community design standards will ensure that the project integrates responsibly into Flagstaff's fire protection system while maintaining public safety and emergency response effectiveness.

## III.6 MARKET ANALYSIS

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### A. Introduction

The STL 290 Specific Plan is being advanced at a pivotal moment in Flagstaff's growth trajectory. As the community prepares for the adoption of the Flagstaff Regional Plan 2045 and the J.W. Powell Boulevard Infrastructure and Facilities Specific Plan, the city faces pressing demands for additional housing, expanded economic opportunities, and enhanced recreational amenities. The STL 290 development is uniquely positioned to help meet these needs by delivering a balanced mix of residential, retail, and lodging uses that will not only expand the City's tax base but also strengthen the local economy for decades to come.

This market analysis summarizes the anticipated fiscal revenues and economic impacts of the STL 290 development at full build-out. The findings presented here are based on and summarized from the fiscal and economic impact study prepared by Gruen Gruen + Associates, an independent urban economics and market analysis firm.

### B. Flagstaff Demographic and Economic Context

Flagstaff is the largest city in northern Arizona and serves as a regional hub for employment, education, healthcare, tourism, and outdoor recreation. According to the U.S. Census Bureau's 2022 American Community Survey, Flagstaff's population was estimated at 75,907 residents, housed within approximately 28,400 households. The community also draws a significant number of non-resident workers; more than 18,000 jobs in the city are held by employees who live outside Flagstaff, underscoring its role as a regional employment center.

Flagstaff's economy is anchored by Northern Arizona University, healthcare facilities, government services, tourism, and outdoor recreation. The city's housing market, however, has long struggled to keep pace with demand. Limited supply and rising costs have created affordability challenges across income levels, with a particular shortage of "missing middle" housing types such as townhomes, duplexes, and smaller multi-family units.

In this context, the STL 290 development provides an opportunity to add both new housing supply and diverse economic activity that will benefit residents, visitors, and the broader region.

### C. Fiscal Revenues

At full build-out, the STL 290 development is estimated to generate approximately \$6 million annually in recurring revenue for the City of Flagstaff, derived from multiple sources:

- Property Taxes: > \$1M annually
- State-Shared Revenues: >\$800,000 annually
- Transaction Privilege (Sales) Tax: Approximately \$2.5 million annually
- Bed, Board & Beverage (BBB) Taxes: >\$1.5 million annually
- Franchise Fees: >\$80,000 annually

In addition, the City is projected to receive a one-time construction sales tax payment of \$12.3 million during the build-out period.

### D. Construction Impacts

Throughout the build-out process, construction and development activity associated with the creation of the planned residential, retail and commercial space, and lodging is forecast to support an average of 1,600 jobs per year in Coconino County. Construction activity is forecast to directly support 1,026 jobs per year. The employment multiplier of 1.56 indicates that, for every 10 jobs directly associated with the construction process (e.g., construction workers and tradesmen), an additional five jobs will be supported indirectly within Coconino County. Approximately 574 annual jobs are forecast to be supported indirectly by construction expenditures associated with build-out of STL 290. The total annual labor income impact is estimated at approximately \$90.7 million or approximately \$57,000 per job. The income multiplier of 1.40 indicates that for every \$1 in wages paid to workers directly associated with the construction process, an additional \$0.40 in income will be generated elsewhere in the County. Total annual output is forecast to average \$253.5 million throughout the five-year (or more) build-out process.

### E. On-Going Impacts

Once built and occupied, the STL 290 community will generate long-term recurring benefits for the region:

#### Household Spending

At full build-out, STL 290 is planned to contain approximately 785 households (including DA 16). Personal expenditures made by households on a variety of personal goods and services - from healthcare services to dining out - can be expected to support a considerable number of jobs within Coconino County as these expenditures circulate through the local economy.

#### Retail and Commercial Activity

Annual retail sales are estimated at \$400 per square foot or \$32 million in total. Some of the planned retail space is likely to be supported by the expenditures of STL 290 visitors and households. Upon build-out, the 80,000 square feet of commercial space is estimated to support a total of 277 jobs within Coconino County. Approximately 215 of these jobs are forecast to be supported directly, or, in other words, on site.

#### Lodging and Visitor Spending

Annual revenue from the hotel operations is estimated to be \$41.0 million at build-out. Symmetry has estimated that a portion of the hotel revenue will be made from local area guests. Gruen & Gruen assumes 90 percent of total hotel revenue or nearly \$37 million will come from beyond Coconino County. Symmetry estimates on-site employment will be 75 workers with an annual payroll of over \$5.0 million.

## F. Summary

The STL 290 Specific Plan represents a transformative opportunity for Flagstaff, combining much-needed housing supply with economic growth, employment generation, and tourism investment. By integrating a diversity of residential options, a vibrant commercial village, a destination lodge, and extensive parks and trails, STL 290 is designed to both reflect and strengthen Flagstaff's unique character.

From a fiscal standpoint, the development will expand the City's long-term revenue base while producing a one-time surge in construction activity. From an economic perspective, it will support hundreds of permanent jobs, stimulate household and visitor spending, and generate ongoing output that reverberates through the regional economy.

In short, STL 290 will not only meet current community needs but also serve as a catalyst for sustainable, balanced growth in Flagstaff's future. Source: Gruen Gruen + Associates, Fiscal and Economic Impact Analysis for STL 290 Development.

## III.7 CULTURAL RESOURCES ANALYSIS

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A Cultural Resources Study was completed for the STL 290 property as part of the mandatory State Land Sale process in 2020, and no known heritage or archaeological resources were identified on the site. As part of the land patent conditions associated with Sale 53-120834-00-100, future development will remain subject to State oversight to ensure continued compliance with cultural resource protection standards. Specifically, prior to any ground disturbance in areas not previously surveyed, a qualified permittee of the Arizona State Museum must inspect the area and submit findings to the Arizona State Land Department (ASLD) Cultural Resources Section for review and approval. In addition, if any archaeological, historical, or paleontological materials—or human remains or funerary objects more than fifty years old—are discovered during construction, all work must immediately cease, and notification must be made to the Arizona State Museum Director and ASLD Cultural Resources Section Manager in accordance with A.R.S. §41-844. These requirements ensure that while the STL 290 property is currently free of identified cultural resources, any unforeseen discoveries will be managed responsibly and in full compliance with state preservation protocols.

## III.8 PUBLIC TRANSIT ANALYSIS

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At full buildout, the STL 290 Specific Plan will introduce a substantial new population and employment base south of Interstate 40, creating measurable demand for public transit connectivity between the site and the rest of Flagstaff. With a mix of residential neighborhoods, lodging, and commercial uses, the project will generate transit needs associated with both daily commuters and visitor activity.

At present, no Mountain Line routes directly serve the STL 290 area. The closest existing transit service is located at Lone Tree Road and Interstate 40, served by Routes 4 and 14, which connect to Downtown Flagstaff, Northern Arizona University, and the Woodlands Village corridor. This stop lies well beyond comfortable walking or biking distance from STL 290, leaving the area currently unserved by fixed-route transit.

Although no transit service currently extends into the project area, the STL 290 circulation network is designed to be transit-ready. Both San Francisco Peaks Parkway and internal collector streets have sufficient right-of-way, intersection geometry,

and pedestrian connectivity to accommodate future Mountain Line service should system expansion priorities shift south of I-40.

The concentration of higher-density residential and mixed-use development along San Francisco Peaks Parkway and within the S12 Activity Center provides a potential ridership base and logical alignment for future transit stops and local circulation routes.

At full buildout, STL 290 is anticipated to accommodate several thousand residents and a range of commercial and lodging uses that together could generate significant daily trip demand. Using conservative Mountain Line ridership ratios (2–4 daily trips per dwelling unit or employee under transit-served conditions), the community could support 1,000 to 2,000 daily transit trips once service becomes available.

To accommodate future demand and maintain flexibility for service expansion, the Specific Plan recommends:

- **Right-of-Way Reservation:** Preserve sufficient corridor width and curb space along San Francisco Peaks Parkway and internal collectors for potential bus stops, shelters, and pull-outs.
- **Pedestrian Connectivity:** Ensure safe, direct walking routes between potential stop locations, neighborhoods, and commercial areas.
- **Transit-Supportive Design:** Maintain higher-density development near San Francisco Peaks Parkway and the S12 Activity Center to sustain long-term ridership potential.
- **Agency Coordination:** Work with NAIPTA (Mountain Line) and MetroPlan as the area develops to evaluate the timing and feasibility of extending service south of I-40.

### Conclusion

The STL 290 Specific Plan will significantly increase the need and opportunity for public transit access in Flagstaff's southern corridor. Although no routes currently serve the site, the land-use pattern, roadway design, and density distribution ensure that the community remains transit-ready. By integrating transit-supportive design principles and preserving corridor capacity, the Plan positions STL 290 for future coordination with Mountain Line to advance the Regional Plan's goals for compact, connected, and sustainable growth.

# SUMMARY OF ANALYSIS

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The STL 290 property presents a unique opportunity for Flagstaff to accommodate growth in a way that is both environmentally sensitive and economically beneficial. Located within the City's Urban Growth Boundary, the 290-acre site is characterized by dense ponderosa pine forest, dramatic topography, and natural drainage features connected to the Rio de Flag watershed. With elevations ranging from 6,800 to 7,000 feet, views of the San Francisco Peaks, and adjacency to the Coconino National Forest, the property possesses exceptional natural assets that define its identity but also create development constraints. Steep slopes, floodplain corridors, and sensitive forest resources will require careful stewardship through the Resource Protection Overlay and future design guidelines.

From a contextual standpoint, the site sits at the crossroads of regional activity. It is bounded by existing and planned residential communities, major transportation corridors, and significant recreational amenities, including the Arizona Trail and the Flagstaff Urban Trails System. Its proximity to Interstate 40, Northern Arizona University, and key employment and tourism destinations reinforces its role as a strategic growth area. The extension of J.W. Powell Boulevard and associated utility improvements will further enhance its connectivity and long-term development potential.

At the same time, Flagstaff faces pressing housing and affordability challenges, alongside increasing demand for diverse residential options. The STL 290 Specific Plan directly responds by introducing a range of housing types—including much-needed “missing middle” formats—integrated with a central commercial village, a destination lodge, and an extensive network of trails and parks. This blend of residential, retail, lodging, and open space will not only meet local housing needs but also expand recreational opportunities and strengthen the city's economic base. Importantly, the project is anticipated to deliver 785 new homes (within STL 290 only), accounting for nearly 10 percent of the City's 10-Year Housing Plan target of 7,976 units. By providing market-rate, workforce, and potentially affordable homes within a walkable community framework, STL 290 will help stabilize the city's housing market while enabling residents to live closer to employment and commercial opportunities.

The plan has also been evaluated for its relationship to essential public services. Based on the Flagstaff Unified School District's Facilities Master Plan, local schools currently have capacity to absorb enrollment from STL 290 due to district-wide declining enrollment trends. At the same time, modernization projects planned by FUSD will improve facilities and learning environments that will benefit incoming families. Library services are also well established through the City's system, but growing demand will accompany new residents. Development Area 20, designated for community services, presents an excellent opportunity for a future small library branch, ensuring equitable access to cultural and educational resources for residents in the southern part of the city. Public safety services are similarly positioned to adapt to the growth. The Flagstaff Fire Department maintains strong response times and has identified the adjacent “Shark Bite” parcel as a site for a potential new fire station, though funding and construction timelines remain uncertain. Likewise, the Flagstaff Police Department continues to maintain effective response and crime reduction efforts, and the same “Shark Bite” site has been considered for a future police substation that would enhance localized service and visibility in the area.

Economic analysis prepared by Gruen Gruen + Associates indicates that the project will generate substantial fiscal benefits. At full build-out, STL 290 is projected to yield approximately \$6 million annually in recurring revenues to the City, plus a one-time \$12.3 million in construction-related taxes. Construction alone will support more than 1,600 jobs per year during the build-out period, while long-term operations are forecast to sustain hundreds of permanent jobs in retail, hospitality, and services. Household spending from 785 new homes, coupled with \$32 million in projected annual retail sales and over \$40 million in lodging revenue, will circulate through the regional economy, supporting additional employment and income growth.

Taken together, the site's natural setting, strategic location, provision for schools, libraries, fire and police services, and significant economic contributions position STL 290 as a transformative project for Flagstaff. It balances the preservation of ecological resources with the delivery of housing diversity, employment opportunities, and community amenities. By integrating environmental stewardship with fiscal responsibility and public service planning, the Specific Plan advances the City's broader goals for sustainable, connected, and inclusive growth while reinforcing Flagstaff's distinctive character as both a mountain town and a regional hub.



**symmetry**  
COMPANIES

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