

PLANNING AND DEVELOPMENT SERVICES REPORT
SPECIFIC PLAN

PUBLIC HEARING
PZ-25-00159-03

DATE: October 3, 2026
MEETING DATE: October 28, 2026
REPORT BY: Alaxandra Pucciarelli

REQUEST:

A request for adoption of the STL 290 Specific Plan, a regulating document for approximately 290 acres of State Trust land (Certificate of Purchase No. 53-120834) located northeast of Pine Canyon Estates along the planned J.W. Powell Boulevard extension. The Specific Plan accompanies two concurrent Concept Zoning Map Amendment cases that propose rezoning portions of the property from Rural Residential (RR) with the Resource Protection Overlay (RPO) to a combination of Single-Family Residential (R1-RPO), Medium Density Residential (MR-RPO), Suburban Commercial (SC-RPO), and Highway Commercial (HC-RPO).

Approval of the STL 290 Specific Plan would establish development regulations, land use standards, circulation networks, open space requirements, and implementation procedures specific to this 290-acre master planned development.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Specific Plan adoption 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 Specific Plan application was submitted in August of 2025 and found complete in October 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. Specific Plans are processed as a minor amendment to the Flagstaff Regional Plan and follow the enhanced procedural requirements for public participation and notification required of major plan amendments.

B. Proposed Zoning Plan

The STL 290 Specific Plan defines land use, zoning, infrastructure, and development standards for approximately 290 acres of State Trust Land in south Flagstaff, organized into 20 Development Areas (DA) with proposed zoning classifications of RR-RPO, R1-RPO, MR-RPO, SC-RPO, and HC-RPO, each tied to proposed uses. These include single-family residential; Missing Middle (duplex, triplex, or fourplex) and multifamily housing; retail, commercial, and the possibility for vertically integrated mixed-use housing in SC-RPO zoned areas; and travel-accommodations in the HC-RPO zoned area. The plan also establishes designated open space, parks, and multimodal trail corridors; outlines required water, sewer, drainage, and public-service infrastructure; and provides a phased approach for constructing roads, utilities, and community facilities.

The STL 290 Specific Plan is structured into five phases that coordinate the timing of roadway construction, utility installation, open-space delivery, and development of the 20 designated DA. Phase 1 includes DA 14, 15, and 16, along with the extension of J.W. Powell Boulevard and associated utilities. DA 14 and DA 15 are to be rezoned R1-RPO and allow medium-density residential uses such as duplexes, triplexes, fourplexes, townhomes, and condominiums, while DA 16 is being developed under existing RR-RPO zoning and contains previously approved single-family homes, with only the open-space tract, which is to be developed as golf-related facilities, included in the Specific Plan.

Phase 2A consists solely of constructing San Francisco Peaks Parkway and related FUTS improvements. Phase 2B includes DA 13, which is to be rezoned SC-RPO and supports suburban commercial development with up to 50,000 square feet of retail and service uses, as well as optional mixed-use housing; this phase also includes construction of Plaza Park. DA 13 is referred to as a “Commercial Village.” The Specific Plan identifies the following uses in DA 13: General Retail Business, Bars/Taverns, Farmers Markets and Flea Markets, Mixed Use, Restaurant, General Services, Indoor Commercial Recreation Facilities, Outdoor Public Uses, Office, and Public Parking.

Phase 3 encompasses DA 4, 5, 6, 7, 8, 9, 10, 11, and 12 surrounding the S12 Activity Center, along with Central Park and Arizona Trail facilities. DA 4 and DA 10 are proposed to be rezoned R1-RPO and permit “Missing Middle Type 2” residential products as defined in the Specific Plan; DA 5 is zoned HC-RPO and includes the lodge; DA 6, 9, and 11 are zoned R1-RPO and allow “Missing Middle Type 1” housing types as defined in the Specific Plan; DA 7 and 8 are to be rezoned MR-RPO and support medium-density multifamily housing; and DA 12 is zoned RR-RPO and allows low-density single-family residential development with significant natural-resource preservation. The Specific Plan defines various housing types, including missing middle, on page 63. The Specific Plan identifies the primary use in DA 5 as Travel Accommodations, with Restaurant, Bars/Taverns, Outdoor Public Uses, and General Retail Business Uses as accessory uses.

Phase 4 includes DA 1, 2, and 3 at the northern portion of the site. DA 1 is to be rezoned MR-RPO and allows medium-density multifamily housing; DA 2 is to be rezoned R1-RPO and supports Missing Middle Type 2 housing; and DA 3 is zoned RR-RPO and designated for low-density single-family homes. This phase also includes construction of North Park.

Phase 5 includes DA 17, 18, 19, and 20 in the southeastern area, along with East Park, additional FUTS connections, and a trailhead. DA 17 is to be rezoned R1-RPO for Missing Middle Type 1 housing; DA 18 is zoned RR-RPO for large-lot single-family homes; DA 19 is to be rezoned R1-RPO for a mix of Missing Middle housing types; and DA 20 is to be rezoned SC-RPO for suburban commercial uses with an optional mixed-use residential component. The Specific Plan lists the following permitted commercial uses in DA 20: General Retail Business, Bars/Taverns, Farmers Markets and Flea Markets, Mixed Use, Restaurant, General Services, Indoor Commercial Recreation Facilities, Outdoor Public Uses, Office, Automobile Service Station and Convenience Store, Public Services, and Public Parking.

II. SPECIFIC PLAN

A. Specific Plan – Policy Framework

The purpose of a specific plan is to provide a greater level of detail for a geographic area or element of the Regional Plan, and to provide for the systematic implementation of the Regional Plan. Specific plans can also be adopted as master plans for development when they accompany a request for rezoning. The development of specific plans is essential for implementation of the Flagstaff Regional Plan and its vision. These plans are necessary to further determine the nature and scale of activity centers, corridors, and neighborhoods, the cross-sections and alignment of future corridors, and the priority of goals and policies in a particular area.

B. Specific Plan – Regulatory Framework

The STL 290 Specific Plan serves as the governing regulatory document for approximately 290 acres of State Trust Land and establishes all zoning, land uses, development standards, and implementation procedures applicable within the planning area. The Plan is adopted pursuant to City Code Title 11, Division 11-10.30 (Specific Plans), and functions as both a regulatory and policy-implementation tool. It assigns parcel-specific zoning designations—RR-RPO (Rural Residential), R1-RPO (Single-Family Residential), MR-RPO (Medium Density Residential), SC-RPO (Suburban Commercial), and HC-RPO (Highway Commercial)—and specifies the permitted uses within each district, including single-family homes, Missing Middle housing types, medium-density multifamily, suburban commercial uses, mixed-use residential above commercial, and lodging. Where conflicts arise between this Specific Plan and the Flagstaff Zoning Code, the Specific Plan controls. Development standards such as building height, setbacks, lot dimensions, and block configuration are established on a Development-Area basis. The Plan also regulates natural-resource protection through the RPO and the Forest Resources Pilot Program, defining conservation criteria for forest resources, slopes, drainageways, wildlife linkages, and open-space tracts. Requirements for circulation, multimodal facilities, utilities, parks, and community services are included, along with procedures for subdivision, site plan review, amendments, and a mandatory five-year update cycle. Collectively, the Plan provides the comprehensive regulatory structure necessary to guide phased development and ensure consistency with the Regional Plan and City Code.

C. Specific Plan Zoning Modifications – City of Flagstaff Zoning Code

If this Specific Plan is adopted and approved in conjunction with the Concept Zoning Map Amendments, 139 acres will be rezoned from the RR zone with the RPO to the R1 zone with the RPO, and 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. The Concept Zone Plan is included in the Specific Plan but is discussed in greater detail within each of the Concept Zoning Map Amendments staff summaries.

Arizona Revised Statutes (ARS) Section 9-461.08 provides the authority and scope for municipalities to adopt a Specific Plan. Specific Plans may, in addition to recommended zoning ordinances and subdivision regulations, include the following:

- Regulations determining the location of buildings and other improvements with respect to existing rights of-way, floodplains, and public facilities.
- Regulations of the use of land, buildings and structures, the height and bulk of buildings and structures and the open spaces around buildings and structures.

The STL 290 Specific Plan modifies several zoning code standards through the custom development standards established in Section IV. Rather than applying the default requirements of City Code Section 10-40.30, the Specific Plan replaces the zoning code's density, building height, and setback requirements with Development-Area-specific standards shown in Table 3 for residential uses and Table 4 for commercial uses. It also modifies permitted uses by assigning a custom Allowed Uses table that supersedes the base zoning districts and allows or prohibits uses differently than the standard Zoning Code. The Specific Plan further alters block-length and connectivity standards by allowing block and cul-de-sac lengths exceeding those permitted under the Zoning Code where topography or resource constraints require it, substituting pedestrian connections when vehicular connectivity cannot be achieved. It also modifies how Planned Residential Development (PRD) standards apply by evaluating PRD requirements cumulatively at the master-plan scale.

rather than on a parcel-by-parcel basis and by meeting PRD common-space and point requirements through community-wide amenities. Collectively, these modifications create a regulatory framework in which the Specific Plan supersedes applicable Zoning Code standards wherever inconsistencies arise.

1. Modifications to Density requirements

The Specific Plan modifies the density of certain DA. These modified standards are presented in Table 1: Land Use Master Plan and are listed below:

- Increases minimum density allowed in the RR zone. The Zoning Code allows a density range of 0-1 units per acre. The Specific Plan requires a density of 0.8-1 units per acre in Development Area 3.
- Increases minimum density allowed in the R1 zone. The Zoning Code allows a density range of 2-6 units per acre. The Specific Plan requires a density of 4-6 units per acre in DA 2, 4, 6, and 9.
- Increases minimum density allowed in the MR zone. The Zoning Code allows a density range of 6-14 units per acre. The Specific Plan requires a density of 12-14 units per acre in DA 1 and 7, and 11-14 units per acre in Development Area 8.

2. Land Use Permissions (Allowed Uses Table)

The Specific Plan establishes its own Allowed Uses table for all DA, which modifies Chapter 10-40 of the Zoning Code. The Plan permits uses not otherwise allowed in the zoning district and prohibits uses that would normally be permitted as follows:

- Prohibits One Unit Residential Development use in DA 1, 7, 8, 14, and 15.
- Allows Golf Course and Related Facilities use without a Conditional Use Permit in Development Area 16.

3. Modifications to Height requirements

The Specific Plan allows increases to the permitted maximum height allowed in the certain DA. The Plan also limits the number of stories in each development area. The Zoning Code does not dictate maximum number of stories allowed.

- The maximum building height in the RR zone is 35 ft per the zoning code. The Specific Plan allows for up to 48 ft in Development Area 16 to allow for a viewing tower.
- The maximum building height in the R1 zone is 35 ft per the zoning code. The Specific Plan allows for up to 48 ft in DA 2, 10, and 19 and up to 60 ft in DA 4, 14, and 15.
- The maximum building height in the MR zone is 35 ft per the zoning code. The Specific Plan allows for up to 60 ft in DA 1, 7, and 8.
- The maximum building height in the HC zone is 60 feet per the zoning code. Additional height in the HC zone is permitted with a Conditional Use Permit. The Specific Plan allows for up to 5 stories / 75 ft.
- The maximum building height in the SC zone is 35 feet per the zoning code. The Specific Plan allows for up to 4 stories / 60 ft.

4. Modifications to Setbacks

The Specific Plan bases the development standards on the PRD standards. These standards are presented in Table 3: Development Standards for Residential Uses. The Table modifies the standards, specifically the minimum setbacks, as follows:

- Minimum Setbacks per code requires a 20 ft front setback for parking. This requirement is removed by the Specific Plan in the DA zoned RR, R1, and MR. (Development Area 16 is not included.)
- The Specific Plan increases the side setback in the R1 zoned DA from 3 ft to 5 ft, except in DA 14, 15, and 19 where the side setback is reduced to 0 ft. The zoning code allows for a 0 ft setback for attached single-family dwellings.
- The Specific Plan decreases the side setback in the MR zoned DA from 3 ft to 0 ft. Code allows for a 0 ft setback for attached single-family dwellings.

These standards replace those of City Code Section 10-40.30 and 10-40.60.280 PRD for these DA. Any development must also meet the Building Code standards for Fire Separation requirements.

5. Planned Residential Development Modifications

The Specific Plan utilizes the PRD mechanism (Section 10-40.60.290) and modifies PRD minimums and point-system requirements by:

- applying PRD standards site-wide rather than per-phase,
- counting open space collectively,
- and meeting PRD points through community-scale amenities rather than parcel-specific features.

6. Block Length and Street Connectivity Standards

The Specific Plan states that the street layout in the Activity Center will not meet the Regional Plan's desired pattern/block size. The street network in the DA, 1, 4, 5, 6, 7, 8, 9, and 10 may have cul-de-sacs and blocks that exceed the desired maximums due to topographic constraints. The plan proposes alternative pedestrian connections to substitute for vehicular block requirements.

III. COMMUNITY SERVICES IMPACT ANALYSIS

The Public Services Impact Analysis review, including Transportation, Water, Wastewater and Stormwater are included within the Concept Zoning Map Amendment. The Public Service Impact Analysis is also part of the Specific Plan requirements. The following analysis review is required as part of the Specific Plan review and analysis only.

A. Police and Fire

Police Impact Summary

The STL 290 development will increase demand for police services due to added residential, commercial, and lodging uses. The Flagstaff Police Department (FPD) is the serving agency, with its main station located approximately 2.9 miles from the site. Current FPD performance indicates it can absorb short-term increases in calls, supported by ongoing crime-reduction success and community-policing programs. Traffic enforcement demands will rise due to new roadway connections, requiring coordination with FPD's traffic unit. The plan notes that a future police substation on the adjacent "Shark Bite" parcel would directly improve response times and visibility of law-enforcement services for STL 290, though such a facility is not yet funded. Overall, STL 290 is not expected to overburden police services in the near term, but long-term growth will require continued coordination with FPD.

Fire Impact Summary

The Flagstaff Fire Department (FFD) provides service to the STL 290 area, which lies within Fire District #6 and is within response range of several stations, including Station #4 (approximately 3 miles away). Average FFD response times are within NFPA standards, suggesting existing service capacity is adequate for initial phases of development. STL 290 will increase emergency-medical calls and wildland-urban interface (WUI) exposure due to adjacency to open space. The analysis emphasizes the importance of defensible space, firewise landscaping, and compliance with FFD's Community Risk Reduction programs. A proposed new fire station at the "Shark Bite" parcel would significantly improve long-term coverage, but its delivery depends on future funding and schedules. Overall, STL 290 is not projected to strain fire services initially, but growth may necessitate additional staffing, equipment, or facilities to maintain service levels.

B. School

School Impact Summary

According to the submitted Impact Analysis Narrative, the STL290 development is projected to generate approximately 226 students at full buildout, distributed across Kinsey Elementary School, Mount Elden Middle School, and Flagstaff High School, all of which currently have adequate capacity due to district-wide declining enrollment trends. The analysis notes that STL290's enrollment contribution may assist FUSD in stabilizing schools located in the District's southern area and may necessitate future boundary adjustments to balance utilization. The accompanying letter from the Flagstaff Unified School District expresses support for the project and affirms the District's readiness to serve future students, indicating confidence in its ability to accommodate enrollment from the development at all grade levels. The letter emphasizes ongoing facility planning and a commitment to coordinating with the developer throughout the project's long-term buildout. Taken together, the materials indicate that the proposed development is not expected to create capacity

constraints for FUSD and that the District anticipates being able to integrate students generated by STL290.

C. Economic Development Analysis

The Economic Development Analysis indicates that the STL290 Specific Plan will contribute significantly to Flagstaff's long-term economic activity by generating both construction-related and permanent employment. Construction of residential, commercial, and lodging uses is projected to support an average of 1,600 jobs per year in Coconino County, including 1,026 direct construction jobs, with the remainder attributable to indirect and induced economic effects. Total annual labor income from construction activity is estimated at approximately \$90.7 million. At full buildout, the development is expected to generate roughly \$6 million annually in recurring City revenue through property taxes, state-shared revenues, sales taxes, BBB taxes, and franchise fees, in addition to a one-time construction sales-tax payment of \$12.3 million. Permanent economic activity will be supported by approximately 80,000 square feet of commercial development, generating an estimated 277 jobs, and by lodging operations that are projected to produce \$41 million annually in revenue, most of which would come from visitors outside Coconino County. The residential component—approximately 785 households—is anticipated to further stimulate the local economy through household spending on goods and services. Overall, the analysis concludes that STL290 will expand Flagstaff's employment base, enhance local retail and hospitality activity, and provide substantial ongoing fiscal benefits to the City.

D. Parks & Recreation Analysis

The STL290 Specific Plan includes approximately 15 acres of publicly accessible, privately funded neighborhood-scale parks located within walking distance of most residential units, along with a community park situated near the Suburban Activity Center. The plan incorporates an internal system of multi-use trails that connects to the Arizona Trail, the J.W. Powell Boulevard trail corridor, and other existing regional routes, improving overall recreational connectivity. The development also preserves substantial natural open-space areas, including limestone-derived soils, riparian vegetation, wildlife corridors, and upland woodland habitats, which support ecological functions such as watershed recharge and wildfire-risk reduction. These components align with the recreation, open-space, and mobility policies identified in the Flagstaff Regional Plan.

IV. SPECIFIC PLAN FINDINGS

The Planning and Zoning Commission shall find that the proposed STL Specific Plan meets the requirements of the General Plan and Subdivision Code (City Code Title 11). In considering the request for adoption of this Plan, the goals and policies should be considered to ensure that the Plan 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. General Plan/Flagstaff Regional Plan (FRP 2030) Process and Analysis Summary

When staff performs a Regional 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.

The applicant proposes several Minor Regional Plan Amendments intended to align existing Regional Plan map designations with the land use pattern, circulation network, and environmental conditions identified in the STL 290 Specific Plan. The request includes relocating Activity Center S12 from its current mapped location at J.W. Powell Boulevard to the north, aligning with Ponavera Boulevard, near the entrance to the Lodge. The applicant also proposes adjusting Regional Plan Map 25 to realign the Suburban Corridor along the J.W. Powell Boulevard extension and Ponavera Boulevard. This update is intended to more accurately represent the roadway envisioned for the area and to support the

orientation of the planned commercial and residential development. Additionally, the request includes removal of Activity Center S17 from the Future Growth Illustration. According to the applicant, the Suburban Corridor designation already applied to J.W. Powell Boulevard sufficiently addresses the intended function of S17, and removing the designation reduces duplication while reflecting topographic and environmental constraints in that part of the site.

Overall, the amendments refine the Regional Plan's map-based elements so they correspond with the site-specific factors documented in the Specific Plan, including topography, environmental resources, roadway alignment, and proposed land uses. The amendments do not alter the Regional Plan's broader intent for this area to develop as suburban neighborhoods supported by an activity center and a corridor.

The STL 290 site is designated in the Flagstaff Regional Plan as a Suburban growth area, currently classified as a Future Suburban Neighborhood with two mapped Suburban Activity Centers (S12 and S17). The project area is located within the City's Urban Growth Boundary and is intended to accommodate new suburban residential neighborhoods supported by commercial services and multimodal transportation corridors. The amendments proposed refine these existing suburban designations by relocating Activity Center S12, removing S17, and realigning the Suburban Corridor to better reflect the site's environmental constraints, circulation framework, and planned land uses. Overall, the project functions as a Suburban Neighborhood with a Neighborhood Suburban Activity Center and a Suburban Corridor, consistent with the Regional Plan's direction for this portion of the community.

A Suburban Neighborhood is characterized by *primarily residential development* at low to moderate densities, typically including single-family homes, duplexes, and small multi-unit structures. These neighborhoods are intended to provide a transition between rural areas and more intense urban places. They feature a connected street pattern; access to parks and open space; and local trail and sidewalk networks that support walking and biking. Suburban Neighborhoods are designed to function as complete, livable communities that rely on nearby activity centers and corridors for services, employment, and higher-density housing opportunities.

A Suburban Activity Center is a mixed-use focal point within the suburban area type. It is planned to include a combination of commercial, employment, public facilities, and higher-density residential uses organized in a compact, walkable pattern. These centers are intended to serve surrounding neighborhoods by providing daily goods and services within short travel distances. Development within an activity center typically includes smaller block patterns, pedestrian-scaled design, and multimodal access. Housing densities are highest closest to the center, with transitions to lower-density residential forms outward into the surrounding neighborhoods.

A Suburban Corridor is a linear area along a major roadway that accommodates a mix of land uses oriented towards both local and regional travel. These corridors are intended to support multimodal transportation—including walking, bicycling, transit, and vehicles—and are often lined with commercial, mixed-use, or medium-density residential development. The corridor framework provides structure for suburban growth by linking neighborhoods and activity centers and establishing predictable development intensity along designated transportation routes. Streetscape and access management elements are emphasized to balance mobility with place-making and safety.

B. Applicable General Plan Goals and Policies

Summary of Regional Plan Conformance

The STL 290 Specific Plan demonstrates broad consistency with the Flagstaff Regional Plan by aligning land use, transportation, environmental stewardship, housing, economic development, and open space policies with the physical characteristics and long-term planning framework of the site.

The Specific Plan advances environmental planning and conservation goals by clustering development to reduce disturbance, preserving major ponderosa pine stands, protecting drainageways and wildlife corridors, and applying native, drought-tolerant landscaping. It incorporates dark-sky compliant lighting and supports forest health, wildfire resilience, erosion control, and ecosystem connectivity as identified in several Environmental & Conservation (E&C) policies. The Specific Plan demonstrates consistency with numerous Environmental Planning & Conservation (E&C) goals

and policies. It supports Goal E&C.2. Achieve carbon neutrality for the Flagstaff community by 2030 and Policy E&C.2.1 Encourage the reduction of all energy and material consumption, by concentrating development in walkable areas. It meets Policy E&C.3.3. Invest in forest health and watershed protection measures, by protecting drainageways, slopes, and forest stands to reduce climate-related hazards. The plan advances Goal E&C.6. Protect, restore and improve ecosystem health and maintain native plant and animal community diversity across all land ownerships in the Flagstaff region, and related policies (E&C.6.2, 6.3, 6.4, 6.8) by preserving forests, riparian areas, wildlife routes, and using native landscaping.

The plan is consistent with open space and recreation goals by establishing an interconnected network of parks, greenways, and trail corridors, including alignments for FUTS and the Arizona Trail. These features provide passive and active recreation, protect natural landforms, and ensure non-motorized mobility throughout the site. This supports Goal OS.1 The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health, by using open space for non-motorized connectivity and integrating natural features into neighborhoods.

Regarding water resources, the plan supports sustainable water use by anticipating reclaimed water for irrigation and encouraging rainwater harvesting. Buildings are intended to meet modern energy-efficient standards, supporting climate and energy objectives. Water resource goals are advanced by planning for reclaimed water use and rainwater harvesting in accordance with Goal WR.3 Satisfy current and future human water demands and the needs of the natural environment through sustainable and renewable water resources and strategic conservation measures. and Policy WR.3.4. Use reclaimed water and rainwater harvesting wherever appropriate and practical. The Specific Plan preserves drainageways to meet Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.

The Specific Plan supports community character goals by integrating site design with natural features, preserving viewsheds, and ensuring development transitions that reflect the forested landscape and mountain setting. Streetscapes, architecture, and landscape treatments reinforce this context-sensitive design approach. The plan satisfies Community Character (CC) objectives by preserving natural features and integrating development with the regional setting, consistent with Policy CC.1.1. Preserve the natural character of the region through planning and design to maintain views of significant landmarks, sloping landforms, rock outcrop pings, water courses, floodplains, and meadows, and conserve stands of ponderosa pine.

The plan advances growth area and land use objectives by placing higher densities near the activity center and primary corridors, offering a diverse mix of housing types, and coordinating land use with planned infrastructure. Development patterns reflect compact, walkable suburban neighborhoods supported by mixed-use and lodging components within the relocated S12 Activity Center. The land use strategy meets Growth Areas & Land Use (LU) goals. It supports 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. The plan's relocated S12 Activity Center and Corridors implement Goal LU.13. Increase the variety of housing options and expand opportunities for employment and neighborhood shopping within all suburban neighborhoods.

The transportation framework aligns with multimodal mobility goals by providing complete streets, pedestrian and bicycle routes, and transit-ready corridors. The trail network emphasizes safety, connectivity, and reduction of vehicle dependence, consistent with Regional Plan transportation policies. The transportation network supports Goal T.1 Improve mobility and access throughout the region, and Goal T.5. Increase the availability and use of pedestrian infrastructure, including FUTS, as a critical element of a safe and livable community. This may be achieved through multimodal streets, separated trails, traffic-calming designs, habitat-sensitive roadway alignments, and future transit accommodation along major corridors.

The plan supports cost of development goals by coordinating utility extensions, water and sewer infrastructure with City standards and long-term growth expectations. Developers are expected to fund proportional infrastructure improvements consistent with cost-of-development policies such as Policy CD.1.5. Require that new development pay for a fair and rough proportional share of public facilities, services, and infrastructure.

Housing policies are advanced through the provision of a wide range of housing types, including Missing Middle formats, medium-density residential, and neighborhood-scaled multifamily options. These housing types support affordability, diversity, and compatibility with transit-supportive locations. Housing goals are supported through a wide range of housing types that reflect Missing Middle and higher-density formats. This aligns with Policy NH.1.6. New development, especially on the periphery, will contribute to completing neighborhoods, including interconnecting with other neighborhoods; providing parks, civic spaces, and a variety of housing types; and protecting sensitive natural and cultural features. The Specific Plan aims to provide diverse housing types but only restricts the development of single-family residential housing in five DA areas (DA 1, 7, 8, 14, and 15). No Affordable Housing units are included in the proposal.

Economic development goals are met by creating opportunities for year-round tourism, lodging, visitor services, and neighborhood-serving commercial uses within an activity center and corridor setting. The Commercial Village and lodge contribute to employment and economic vitality. Economic development goals are furthered through lodging, recreation, and commercial uses that support tourism and local services, consistent with Policy ED.6.1 Support and promote the diversification and specialization of the tourism sector, with heritage, eco-, and adventure tourism.

Overall, the Specific Plan supports and implements the intent of the Regional Plan by accommodating suburban growth in a connected and environmentally responsible pattern. The plan encourages diverse housing, economic vitality, and a strong open-space framework into a coordinated suburban growth pattern. The applicant has also provided a Regional Plan Conformance Analysis attached.

CITIZEN PARTICIPATION

Applications for Specific Plans are required to meet the Citizen Review requirements set forth in City Code Section 11-10.10.020.D. and are required to follow the procedures applicable to major amendments to the General Plan (Regional Plan). Major amendments are required to have two Planning & Zoning Commission Hearings, and the applicant is required to hold a neighborhood meeting and provide a record of proceedings. At least 60 days before notice of the first hearing of the Planning & Zoning Commission on a Specific Plan, the proposal shall be submitted for review and further comment to all government agencies listed in A.R.S. Section 9-461. The Specific Plan was transmitted for this 60-day review on June 12, 2026.

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 Specific Plan adoption request to the City Council with a recommendation for approval in accordance with the findings.

Attachments:

- Application
- Legal Description
- Specific Plan
- Regional Plan Conformance Analysis
- Impact Analysis Narrative
- FUSD Letter
- Record of Proceedings