

FLAGSTAFF  
REGIONAL PLAN  
— 2030 —  
PLACE MATTERS

# FLAGSTAFF REGIONAL PLAN 2030 PLACE MATTERS

Adopted by Flagstaff City Council on January 14, 2014

Ratified by Flagstaff voters on May 20, 2014

The *Flagstaff Regional Plan* is a planning document that serves as a roadmap to implement the community's vision. This Plan is not intended to require or preclude any particular action and does not provide specific criteria. Development criteria and standards are located in other documents such as the Flagstaff Zoning Code.

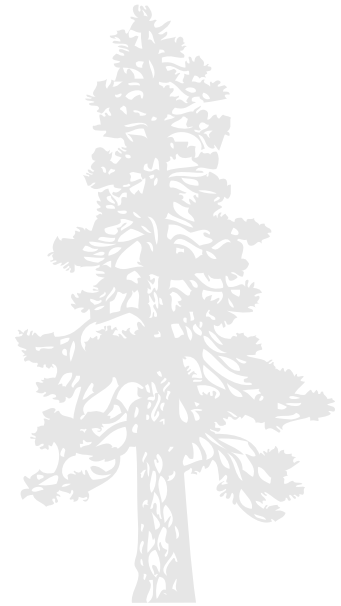
This Plan should be viewed as a guide to better understand the community's future vision for the area. The goals, policies, maps, and illustrations within this Plan do not preclude any property owner from exercising their private development rights.



# ACKNOWLEDGMENTS

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The *Flagstaff Regional Plan 2030* is the result of the vigorous and dedicated effort of many people in our Greater Flagstaff community. The members of the Citizen Advisory Committee represent a broad spectrum of organizations and businesses, and citizens with a diversity of values and cultures. Their commitment will help us preserve and enhance what we value: the land we live in, the places we build and our neighbors. In addition, the general community was invited to give input on many occasions over a four-year period, which ensured that we were mindful of the values and ideals of our citizens throughout this process.



## Regional Plan Citizen Advisory Committee (2009-2014)

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Ben Anderson	Ken Kaemmerle	Trish Rensink
Paul Babbitt (Chairman)	Susan Bean	William Ring
Carol Bousquet (Vice Chair)	Julie Leid	Larry Stevens
Michael Chaveas	Judy Louks	Eunice Tso
Bea Cooley	Devonna McLaughlin	Don Walters
Jean Griego	Jerome Naleski	Cynthia White
Shaula Hedwall	Mike Nesbitt	Nat White
Richard Henn	Eva Putzova	Alex Wright
Maury Herman		

## Core Planning Team

---

CITY OF FLAGSTAFF	COCONINO COUNTY	FLAGSTAFF MPO
Jim Cronk	Bill Towler, FAICP	David Wessel
Bob Caravona, AICP	Sue Pratt, AICP	Martin Ince
Kimberly Sharp, AICP	John Aber	
Mark Sawyers, AICP	Tiffany Antol, AICP	ARIZONA GAME & FISH
Darrel Barker	Kate Morley	DEPARTMENT
Vince Knaggs		Mark Ogonowski
Roger Eastman, AICP		
Jennifer Mikelson		

Cover Art by: Bruce Aiken  
Visual Graphics by Kimley-Horn and Associates, Inc.  
Technical Editing / Graphic Design / Web Design by Central Creative

## Flagstaff City Council (Former Flagstaff City Council)

Mayor Jerry Nabours (Mayor Sara Presler)  
Vice Mayor Coral Evans  
Councilmember Celia Barotz  
Councilmember Karla Brewster  
Councilmember Jeff Oravits (Vice Mayor Al White)  
Councilmember Scott Overton  
Councilmember Mark Woodson (Art Babbott)

## City Planning and Zoning Commission

David Carpenter  
Steve Dorsett  
Jim McCarthy  
Paul Moore  
Steve Jackson  
Tina Pfeiffer  
Justin Ramsey

## Coconino County Board of Supervisors (Former Coconino County Board of Supervisors)

Liz Archuleta  
Lena Fowler  
Mandy Metzger  
Matt Ryan  
Art Babbott (Carl Taylor)

## County Planning and Zoning Commission

Mark Buzzard  
Sat Best  
Jack Doggett  
Tammy Ontiveros  
John Ruggles  
Maggie Sacher  
Mary Williams  
Don Walters

## Northern Arizona University

---

Dr. Richard Fernandez - Community Values Survey, Dr. Fred Solop, Dr. Dawn Hawley

## Interns

---

Interns to the City of Flagstaff on behalf of Northern Arizona University include: Jenny Blue, Brian Foley, Joseph Guvendiren, Allisse Highley, James Melnick, Carmen Ogden, Brandon Rabidou, Torey Schreiner, Andrew Stocker, and Shawn Walsh

## Community Contributors

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*The Flagstaff Regional Plan 2030 reflects the contributions of many community organizations, and individuals too numerous to mention, that have participated in the creation of this Plan. Listed here are many of those organizations. Their inclusion on this list is only to appreciate their contribution, and does not indicate endorsement of this Plan in its final form.*

City of Flagstaff - Beautification and Public Art Commission, Bicycle Advisory Committee, Parks & Recreation Commission, Open Space Commission, Water Commission, Transportation Commission, Sustainability Commission, Airport Commission, Pedestrian Advisory Committee, Heritage Preservation Commission, Disability Awareness Commission, Tourism Commission; Coconino County Parks & Recreation Commission, African American Advisory Committee; BOTHANDS; Public Policy Committee; Christians for the Earth; Coconino Community College Governing Board; Coconino County Democratic Party; Conservation Study Forum; Economic Collaborative of Northern Arizona; Flagstaff 40; Flagstaff Chamber of Commerce; Flagstaff/Coconino County Library Board; Flagstaff Liberty Alliance; Flagstaff Housing Authority; Flagstaff Rotary Club; Friends of Flagstaff's Future; Friends of the Rio; Friends of Walnut Canyon; FUSD School District Governing Board; Kiwanis Club; La Plaza Vieja Neighborhood Association; Native American Council for Community Action; Northern Arizona Board of Realtors; Northern Arizona Builders Association; Northern Arizona Center for Emerging Technologies; Northern Arizona Intergovernmental Public Transit Authority; Society of American Foresters; Soroptomists International; Southside Community Association; Sunnyside Neighborhood Association; Sustainable Economic Development Initiative; and The Alliance Bank Business Outreach Center



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Photo by: Jake Bacon

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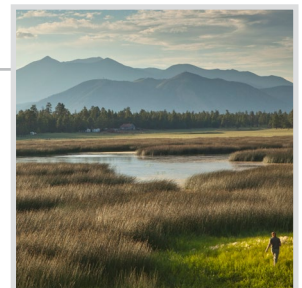


Photo by: Tom Bean

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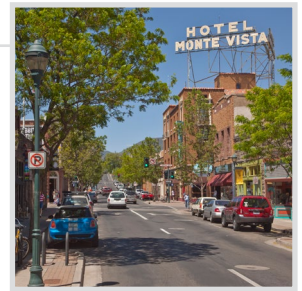


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*Photo by: Jake Bacon*

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**84,000** people  
currently live in the  
planning area

**20,000(+/-)**  
more people are  
expected in the next  
20 years

**7,000** of those  
anticipated additional  
people are university  
students

# INTRODUCTION



The *Flagstaff Regional Plan* is a policy guide based on our community's vision of what we want to be. The Flagstaff community presents here specific goals in support of that vision. These have been developed through a coordinated planning effort and robust public process. The goals specific to each topic share three common themes, encouraging actions that foster a sustainable and resilient community:

- Promote growth that protects our scenic beauty and unique ecosystem
- Encourage efficient transportation modes and better connectivity, with housing and job opportunities
- Grow our businesses by making the most of our educated, entrepreneurial, and creative citizens

This Plan is organized as follows:

**Introduction**—The *Flagstaff Regional Plan* presents the historical context, current conditions, and future trends for the Flagstaff region and explains how this plan is used by decision makers to guide physical and economic development within the Flagstaff region.

**Natural Environment**—The natural environment is a critical foundation on which the region's economy, character, and quality of life rely. Development sensitive to environmental planning and conservation promotes a healthy natural environment, which is necessary for a prosperous human community and economy. Balancing growth with open space needs, water resources, and energy consumption is paramount to supporting human life in this high desert environment.

**Built Environment**—Flagstaff thrives when development invests in contextual design and thoughtful preservation of buildings as assets to our community character. We strive to integrate land use, growth, and transportation systems holistically with our natural environment. Regional policy makers are committed to careful decision making to manage the cost of development to support fair, predictable, and cost-effective growth. It is also essential to manage government services and facility needs as a means to collaboratively coordinate public safety.

**Human Environment**—Quality housing and vibrant walkable neighborhoods for people of all income levels are vital for a successful community. This plan promotes a healthy economic climate by encouraging existing employment center growth and reusing underutilized, vacant, or obsolete commercial and industrial spaces for future use. Mixed land uses increase property values and revenues by creating attractive activity centers. Regional recreational opportunities are highly valued resources and will be accessible to our residents and visitors.

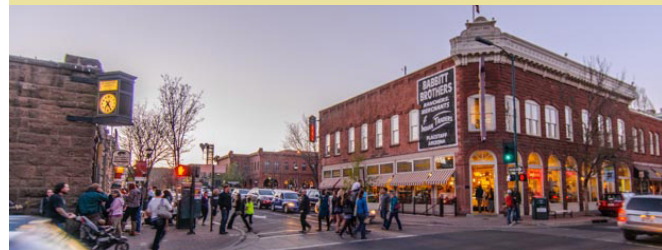


Photo by: Ed Dunn

## This Is Our Plan

I-1

The *Flagstaff Regional Plan* matters to our community because we recognize that how we use our land and manage growth will have a direct impact on our future. Our citizens have worked collaboratively to articulate a **vision** for the region and develop this plan through a coordinated planning effort. Specific **goals and policies** are outlined here in support of this vision, and the plan adopts eight **guiding principles** to achieve these goals, all in an effort to strengthen this dynamic community.

## This Is Flagstaff

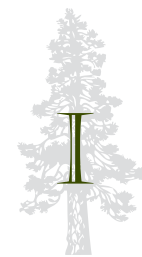
II-1

Flagstaff matters to us because it is where we live, work, and play. Our **history** and **heritage** continue to define us as a community with **small-town traditions**. We strive for overall community **prosperity** by accommodating growth with a **balanced land use pattern** realized within context of the challenges posed by land and water constraints.

## How This Plan Works

III-1

The *Flagstaff Regional Plan* is an important **planning tool** for both the City of Flagstaff and Coconino County, developed through a **coordinated planning effort** giving consideration to local area plans, as well as state and federal agency plans. This plan is used as a **guide**, or **roadmap**, to navigate the future of the City and region. Implementation tools such as zoning and building codes are designed with an eye toward the vision outlined here.



# THIS IS OUR PLAN

Each generation makes its own contribution to the legacy of a region. The *Flagstaff Regional Plan 2030* embodies the community's dream of what the region could and should be for future generations. It presents a regional context for the preservation and enhancement of the community's character and natural environment, while providing for appropriate growth and development. It is a statement of optimism and belief in the future, a statement that the region can become a better place through the concerted efforts of both the public and private sectors. This is our plan.

"Flagstaff is a place where people move and remain by choice, not necessity, and there's always a good story in that."

- Peter Friederici, "The View From Here: Contemporary Essays by Flagstaff Authors"

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## A Vision for Our Region

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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.



Photos by: Tom Bean

## What is a Sustainable Flagstaff?

A sustainable community does not borrow from the future nor exhaust the legacy of the past. This plan reflects a commitment to a future where a vibrant economy and a flourishing, self-renewing environment support the wellbeing of current and future citizens.

Development decisions have an effect on economic growth, education, taxes, traffic, the environment, community health, and individual opportunity. How we build as a community affects the length of our daily commute, the price of a new home, access to open space, and the safety of our neighborhoods.

A thriving community requires civic engagement, civil discourse, effective leadership, and high-performing businesses and public institutions. It respects and includes diverse cultures. A healthy natural environment corresponds to a healthy human environment. For example forests, wetlands, and soils protect against flooding and purify groundwater as well as provide food, forage, lumber, medicines, recreation, and other benefits vital to the economy and to public health.

Communities around the country are seeking to maximize their public and private investments. Growth is successful when it creates communities with more choices and personal freedom, greater opportunities for jobs, education, and housing, and a flourishing natural environment. This is the legacy we want to leave our children and grandchildren. This is why we plan for the future.



Photo Credit: NAU



Photo by: Tom Bean

## Guiding Principles

To attain the vision of the *Flagstaff Regional Plan*, the Plan adopts eight guiding principles to help promote future development. These eight guiding principles represent our collective community values.

## ***The environment matters***

The health of the environment is a critical component of individual and community health, and healthy ecosystems should be nurtured.

## Sustainability matters

Environmental, economic, cultural, and social sustainability ensures that present actions are the basis for future health and prosperity.

***A smart and connected  
community matters***

Smart land use and design based on cohesive communities respect of our environment and create efficiencies that benefit community health, social interaction, commerce, and infrastructure.

## Prosperity matters

Capitalizing on the innovative spirit in our community will support the human, financial, and capital infrastructure needed for a resilient and diverse economy.

## People matter

All residents should be assured equal opportunities for a range of choices in housing, employment, education, health, safety, culture, ceremony, rituals, and devotion.

## Place matters

Regional growth should occur in harmony with the community's historical character, unique cultural resources, and natural environment.

## Cooperation matters

Regional partnerships create a strong community, protect the environment, and achieve our common goals.

## Trust and transparency matter

Regional community leaders, businesses, and residents expect transparency, accountability, and respect for each other in pursuit of our community vision.

Underlying these principles is the premise that future growth and development should be approached knowing that our present actions have a direct impact on the future of our community. In establishing and articulating our vision through the eight guiding principles, the *Flagstaff Regional Plan* provides a framework for governments, businesses, non-profits, and community members at all levels to respond to the diverse needs of those who live, work, and play in the Flagstaff region.

## What is the Regional Plan?

The *Flagstaff Regional Plan* is a policy guide, serving as the general plan for the City of Flagstaff and an amendment to the *Coconino County Comprehensive Plan*. As mandated by state law, the plan covers a range of topics with information on current conditions and our vision for the future as it relates to the topic at hand. In addition, the plan outlines carefully developed goals and policies to realize the future vision. Strategies to accomplish these goals and policies are located in a separate document and are considered dynamic, as they can be updated with City Council and public direction during the annual review process (Refer to Appendix D - Annual Report Template.)

How do goals, policies, and strategies work together?

A **GOAL** is a desired result a community envisions and commits to achieve.

A **POLICY** is a deliberate course of action, mostly directed at decision makers in government, but also may be for institutional and business leaders – to guide decisions and achieve stated goals.

**STRATEGIES** are suggested ideas of how to specifically implement policies.



Photo by: A. Leggett

While the plan serves many purposes, it is important to distinguish what the plan is, and what it is not. Specifically, the *Flagstaff Regional Plan* is:

- a collaborative community **vision**
- a collection of **goals and policies** to achieve that vision
- a **tool** for decision makers, developers, businesses, and citizens
- a **framework** for general planning.

The *Flagstaff Regional Plan* is not:

- a mandate for or against development
- a zoning ordinance
- a Capital Improvement Plan
- a City budget
- an unchangeable plan, or a law



# THIS IS FLAGSTAFF

## About Our Region

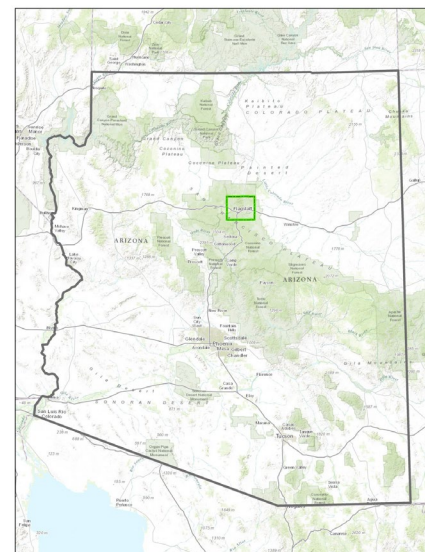
Flagstaff, the largest city in northern Arizona (Map 1), is the regional center and county seat for Coconino County. The City of Flagstaff is nestled at the base of the San Francisco Peaks, which rise to 12,633 feet, and is surrounded by the largest ponderosa pine forest in the country. At nearly 7,000 feet, Flagstaff is one of the highest elevation cities in the United States, with an annual snowfall that rivals cities in upstate New York. The area is rich with cultural diversity, beauty, and history. Outstanding educational, recreational, and scientific opportunities abound.

Flagstaff enjoys a four-season climate with cold winters and mild summers, low humidity, and considerable temperature changes. Summer temperatures are cool, with a short growing season. Summer culminates with the annual monsoon season, with rain and thunderstorms daily during July and August. Winter averages 45 degrees F with 94 inches of snowfall per year. Adequate snowfall plays a key role in providing the economic benefits that arise from Flagstaff's abundant winter recreational opportunities unique in the state of Arizona. While snow may fall in any season and extreme winter snowstorms do occur, Flagstaff is one of the ten sunniest locations in the United States. Local variations in climate play a major role in shaping the range of vegetation communities, ecosystems, and associated wildlife found in the region.

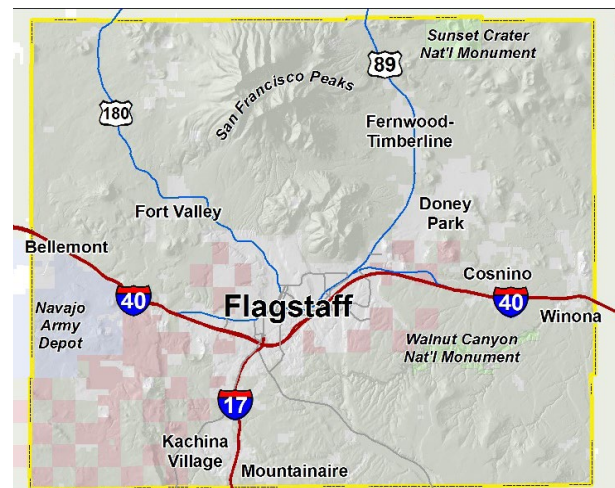
The Flagstaff Regional Planning Area (Map 2) uses the Flagstaff Metropolitan Planning Organization's (FMPO) boundaries, which includes the City of Flagstaff as well as the unincorporated Coconino County communities of Kachina Village, Mountainaire, Doney Park, Winona, Fort Valley, and Bellemont. The City of Flagstaff encompasses just over 64 square miles of the planning area, and is the regional, commercial, and institutional hub of northern Arizona where rural residents including thousands of Navajo Nation and Hopi residents come to shop, seek medical care, and conduct business. Historic settlement patterns created population centers along the railroad, Route 66, and then later along routes to and from the Grand Canyon.

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Where We're Going	II-6
Growth Constraints	II-8



Map 1: The Flagstaff Region in the State of Arizona



Map 2: The Regional Planning Area: FMPO boundaries

## Where We've Been



Photo credits: Northern Arizona University Cline Library collection

People began living in the Flagstaff area thousands of years ago, with Native American hunters and gatherers such as Sinagua, Pai, Hopi, Navajo, and Apache ancestors eventually forming agricultural communities. Flagstaff was established because of the construction of the transcontinental railroad in 1882. Because of its fresh water supply and abundant natural resources, the town grew as a railroad hub with the strong economic industries of cattle ranching, sheep herding, and lumber exporting products out of the community. Ranching and the railroad remain vital industries in Flagstaff today. In 1894, Flagstaff was chosen as the location for the Lowell Observatory, where in 1930 Pluto was discovered using one of the observatory's telescopes. The U.S. Naval Observatory Flagstaff Station was established in 1955, solidifying the area as a premier location for astronomical research. The Normal School, a teacher's college, was built in 1899, and now as Northern Arizona University the institution continues to provide ever-expanding higher education opportunities in Flagstaff. The mid-twentieth century interstate highway system transformed the landscape, as Flagstaff was situated along historic Route 66, bringing even more visitors and facilitating a growing tourism industry.

Historically, Flagstaff was a working community, made up of people who understand the land. Native Americans, ranchers, and railroad workers built this city. It is still a blue-collar community with white-collar jobs and jobs in the service sector.



Photo by: Tom Bean - Walnut Canyon Cliff Dwellings - Sinagua Tribe

1855 – Lt. Edward Fitzgerald Beale surveys a road from the Rio Grande in New Mexico to Fort Tejon in California, flying the United States flag from a straight Ponderosa Pine tree at his camp near the current location of Flagstaff

1876 – Thomas F. McMillan builds the first permanent settlement at the base of Mars Hill on the west side of town

1880s – Flagstaff opens its first post office and attracts the railroad, timber, sheep, and cattle industries

1886 – Flagstaff is the largest city on the railroad line between Albuquerque and the west coast

1894 – Massachusetts astronomer Percival Lowell hires A.E. Douglass to scout an ideal site for a new observatory, which later becomes the Lowell Observatory in Flagstaff, chosen for its ideal elevation

1890s – Flagstaff is located along one of the busiest railroad corridors in the country, with 80 to 100 trains traveling through the City each day

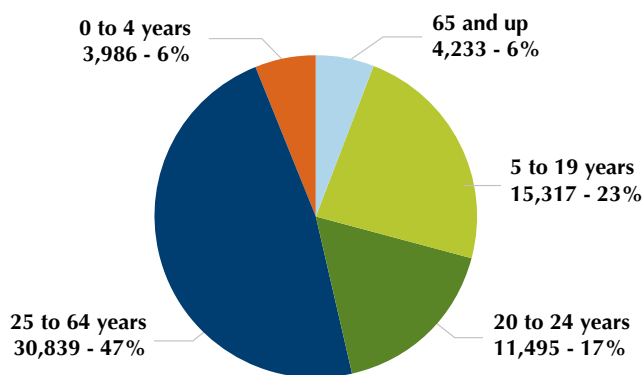
## Where We Are

Today, the planning area is home to about 84,000 year-round residents, with roughly 66,000, or 79 percent, within the Flagstaff City limits. This number includes more than 17,000 NAU students, many of whom live year-round in the community.<sup>1</sup>

This is a young and vibrant city where we continue to maintain a small-town identity. Flagstaff's median age is lower than the state of Arizona as a whole, due in part to the high student population, and the fact that the area does not attract as many retirees as the rest of the state due to weather and altitude. As such, our young population creates unique demands, opportunities, and services.

<sup>1</sup>SOURCE: <http://www.azstats.gov/census-data.aspx>

### Population Age City of Flagstaff, 2010



SOURCE: 2010 U.S. Census Bureau, decennial census



Photo by: Jake Bacon

**46%** of Flagstaff's population is under the age of 25

"These days, as in ancient times, the Flagstaff area continues to attract stalwart, self-reliant individuals who depend not on social graces, but rather on a restricted, sober mentality grounded in a rugged, frontier disposition to forge their daily lives."

- Marie D. Jackson, "The View From Here: Contemporary Essays by Flagstaff Authors"



Photo credit: City of Flagstaff

1899 – Northern Arizona Normal School established, renamed Northern Arizona University in 1966

1899 – Flagstaff Symphony makes its concert debut at Babbitt's Opera House

1924 – President Calvin Coolidge signs into law the Indian Citizenship Act, granting full U.S. citizenship to America's indigenous peoples, partially in recognition of the thousands of Native Americans who served in World War I

1926 – Route 66, running through Flagstaff, is completed

1928 – Flagstaff is incorporated as a city

1928 – The Merriam Report, commissioned by the U.S. government, reveals a Native American existence of poverty, suffering, and discontent

1934 – The Indian Reorganization Act allows Native Americans to return to local self-government on a tribal basis. The Act also restores to Indians the management of their assets (being mainly land) and includes provisions intended to create a sound economic foundation for the inhabitants of Indian reservations.

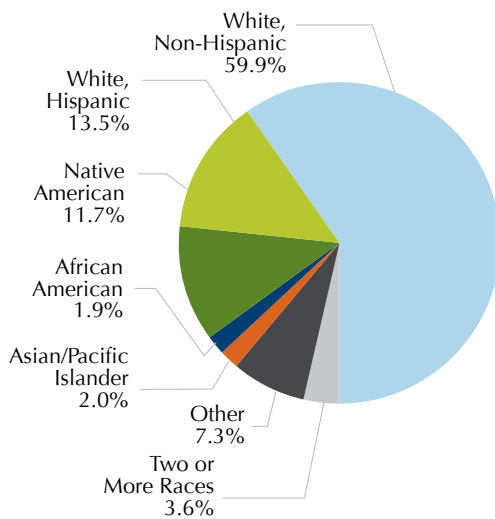


Photo credit: Flagstaff Convention & Visitor's Bureau

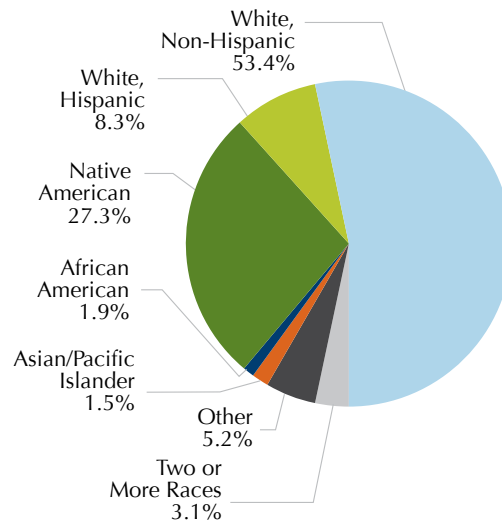
Our region is ethnically diverse, with substantial Hispanic (13.5 percent) and Native American (12 percent) populations. Smaller numbers of African-Americans, Asians, and other ethnicities make up our community. There are six indigenous Native American tribes in Coconino County, accounting for more than a quarter of our population county-wide.

While demographics may change over time, Flagstaff continues its small-town traditions, with a diverse community of people who truly love the land. We are known in many ways—as a college town, a ski town, a mountain town, and an outdoor town—all of which attract an interesting mix of people, in both our workforce and our visitors.

**Ethnicity  
City of Flagstaff, 2010**



**Ethnicity  
Coconino County, 2010**



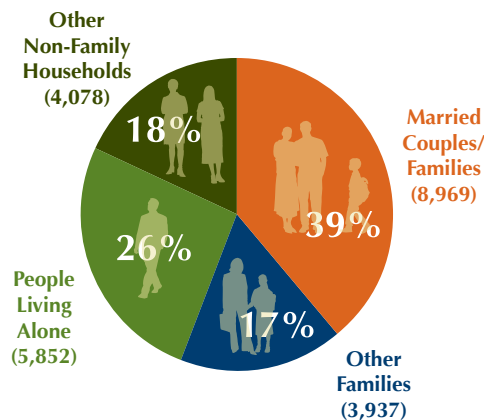
SOURCE: 2010 U.S. Census Bureau

Flagstaff is a community of families, as well as a large number of individuals living alone and other mixed households, again due to our large student population.

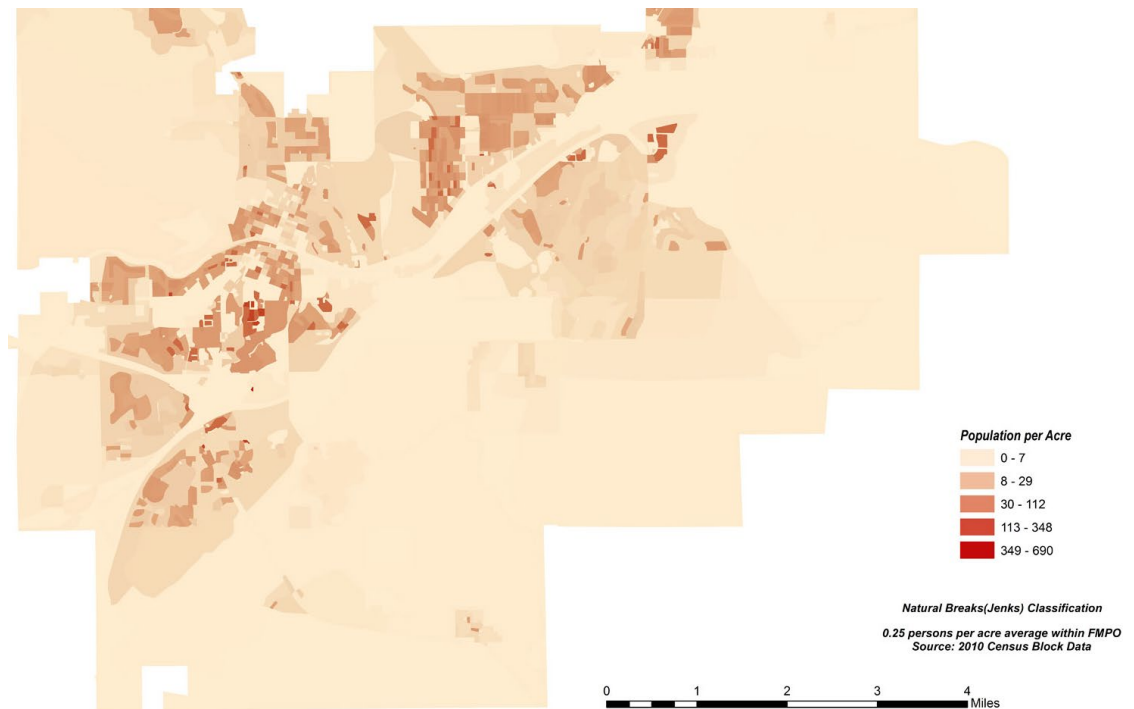
The first native residents of this area were the Sinagua and Ancestral Puebloans, who were predecessors to today's area tribes, including the Navajo, Hopi, Hualapai, Havasupai, Kaibab Band of Paiutes, and San Juan Southern Paiutes. This heritage is reflected in many local place names, such as Navajo Road, Sinagua Middle School, and Coconino High School, to name a few. Therefore, the lands in and around Flagstaff are still of significant cultural importance to indigenous tribes, and their descendants still inhabit and continue to contribute to and build the Flagstaff community.

SOURCE: <http://www.azstats.gov/census-data.aspx>

**Household Types  
City of Flagstaff, 2010**

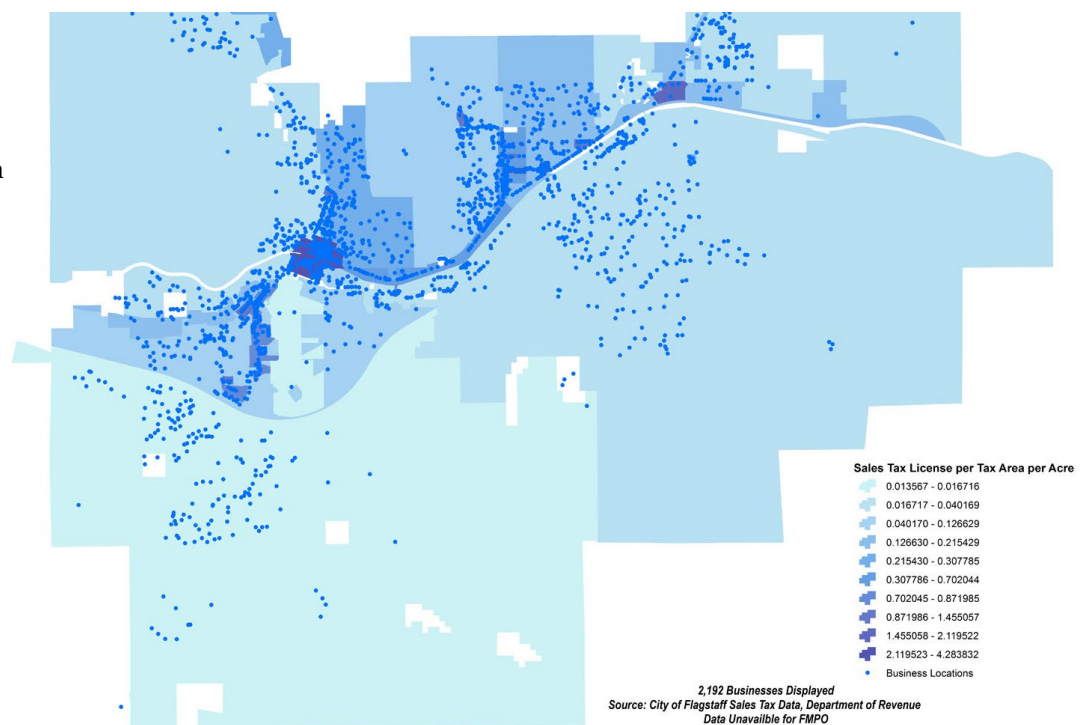


Flagstaff also has a substantial seasonal population, with Census data and City of Flagstaff Housing studies indicating that second homes make up approximately 10 – 18 percent of the total housing stock in the city. In addition, there are over six million visitors to the area annually. People from all over the world come to visit the Grand Canyon National Park, Coconino County national monuments, and cultural and educational attractions such as the Museum of Northern Arizona and Lowell Observatory and the surrounding public and Indian lands such as the Navajo, Hopi, and Havasupai reservations. The region has become a destination of choice for people seeking an active, outdoor lifestyle.



*Map 3: Population/  
Housing Density*

According to City of Flagstaff tax data, there are 2,192 businesses licensed to collect sales tax within the City of Flagstaff (Map 4).

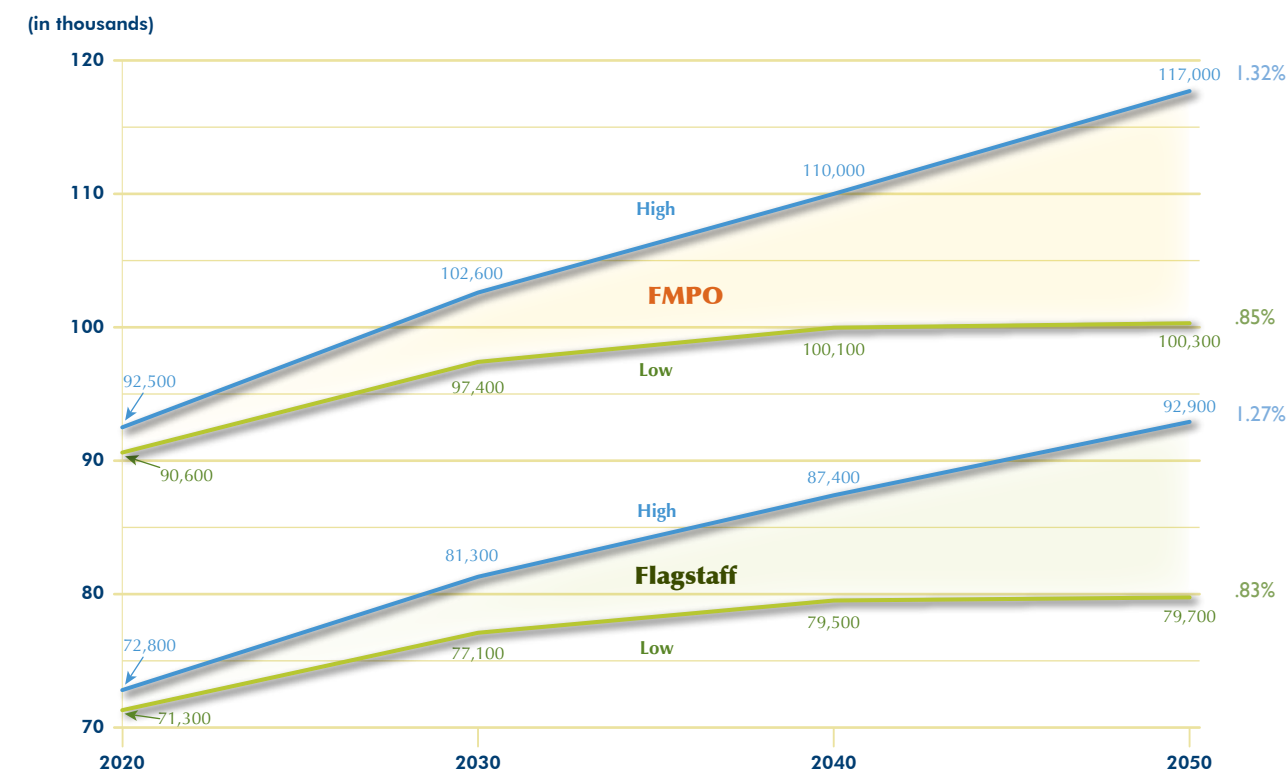


*Map 4: Business Density*

# Where We're Going

The annual growth rate for the Flagstaff region has fluctuated between 2.2 percent in the 1990s and early 2000s, to about 1.1 percent in the late 2000s. Based on these trends, the area's population is expected to grow to 92,500 by 2020 and to nearly 103,000 by 2030. This would mean over 19,000 additional residents in the planning area, the majority of whom would settle in the City of Flagstaff.

## Future Population Projections



SOURCE: Arizona Department of Administration, Office of Employment and Population Statistics  
 \*Flagstaff and FMPO projected populations based on slowly increasing percent of County population including NAU students

Visitation to the region is expected to grow, with nearly 8 million visitors expected annually by the year 2030.

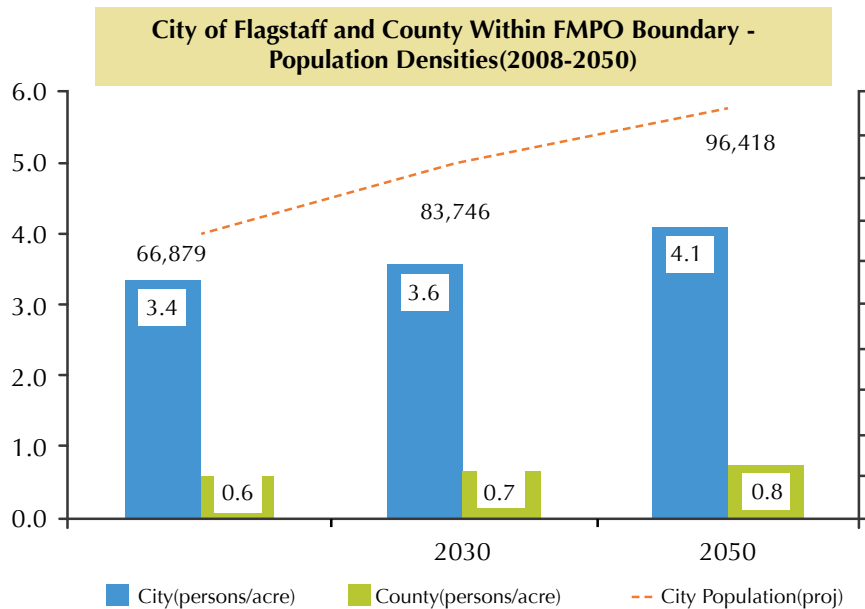
Visitor Population	City of Flagstaff	Northern Arizona Region
2000	2,421,331	6,106,328
2010	2,593,100	6,539,509
2020	2,777,053	7,193,460
2030	2,974,057	7,912,806
2050	3,410,981	9,574,496

SOURCE: Arizona Hospitality Research and Resource Center Survey, 2008.

The City’s densities will slowly increase over the next 40 years, which will provide opportunities for more efficient services and a more walkable community. For example, higher densities are easier to serve with transit and use less water. A focus on growing “in” versus growing “out,” in turn, will protect the surrounding open spaces and the ecological, economic, and recreational opportunities that entails, as well as ensuring that rural living will continue to be an option.



Photo by: City of Flagstaff



SOURCE: <http://www.azstats.gov/census-data.aspx>

Population is the driver for many aspects of a community. With more people comes more needs—more jobs, housing, and public places, to name a few. This is why it is important that we proactively plan for future needs now so that we can sustain the quality of life for our residents—both existing and future. How we build in the future will greatly affect land consumption and our overall community character. How the community develops can also influence the type of people who are attracted to live, work, and play here.

The future workforce will desire to be connected to work and friends in a very efficient manner, by walking, biking, using transit, or electronically. In addition to transportation choices, access to high-speed data will be imperative to tomorrow’s community. The types of employment—occupation and industry mix—will influence salary and wages, affecting the quantity and quality of goods and services consumed in and delivered to the area. The location decision of major employers needs to address transportation options, tax policies, workforce, and land availability, to name a few.

Flagstaff wants to be a more compact city with housing, employment, and transportation options. The region wants to be prosperous, authentic, and a great place to be. As a fair and well-managed city, the future community will reward strong and smart leadership with better jobs, a greater tax-base, and beautiful and sensitive development.

## Growth Constraints



Photo by: Tom Bean

People who live and work in the area see the cumulative effects of the region's growth. For many, growth is seen as positive for the expansion of economic, educational, cultural, and medical opportunities, while for others growth is increasingly being associated with negative impacts such as traffic congestion, air and water pollution, loss of open space and traditional agricultural uses, housing choices for the work force, and loss of the "small town feel." While it is true that there are different community perceptions toward growth, this plan realizes that growth is probable and good for our economy and overall community prosperity; therefore, we must acknowledge the following challenges we must face in accommodating this growth.

### Land Constraints

Although the area covered by this plan is quite large, less than 14 percent of the land is privately owned. Approximately eight percent, or 42 square miles (26,880 acres), is controlled by the Arizona State Trust Land Department. Within the City limits, there are over 7,000 acres of State Trust Land, 40 percent of which has been identified as suitable for development, and approximately 60 percent has been identified for conservation and open space. The majority of the remaining public undeveloped land is managed by the U.S. Forest Service. Land ownership in the planning area is shown on Map 5. Of the large vacant parcels located within the City limits, a majority are at the periphery and can be considered potential "greenfield development." There also are a fairly large number of smaller parcels scattered throughout the City that are suitable for infill development. In the unincorporated County areas of the FMPO, there are a few large vacant parcels remaining.

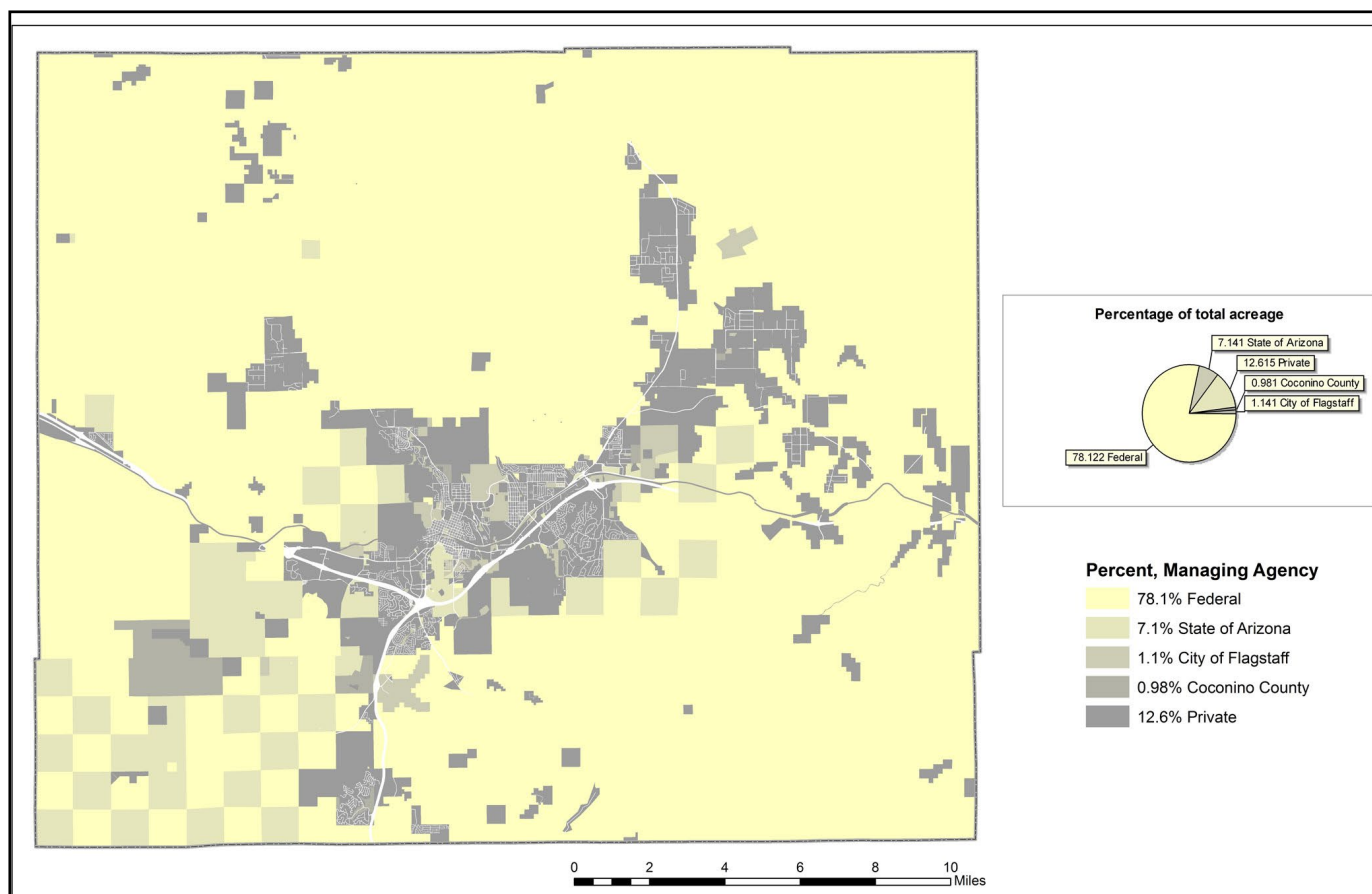
In the 1990s and early 2000s, the population in the region increased by about 1,200 people per year. Accommodating this growth required the

### What is Greenfield Development?

When previously undeveloped land is developed, this is known as a "Greenfield development," and it can often be the best examples of sustainability principles in action. Greenfield developments incorporate sustainable programs and technologies such as lifecycle housing, complete streets, parks and open spaces, integrated retail and office, energy-efficient buildings, innovative rainwater and stormwater facilities, and sidewalks and trails.

It is important, however, to ensure that Greenfield developments are not prioritized at the expense of investing into the fabric of existing communities, which can lead to a version of Greenfield sprawl. Municipalities must work to form holistic and even regional strategies for future growth – both infill and Greenfield – so that all future development occurs in a manner consistent with the community plan and vision. Refer to the discussion of Greenfield development in the Land Use chapter for more information.

*SOURCE: Sustainable Cities Institute at the National League of Cities ([http://www.sustainablecitiesinstitute.org/view/page.basic/class/feature.class/Lesson\\_Greenfield\\_Devt\\_Overview](http://www.sustainablecitiesinstitute.org/view/page.basic/class/feature.class/Lesson_Greenfield_Devt_Overview))*



Map 5: Land Ownership

addition of almost 500 new housing units each year. If 100 percent of these units were in subdivisions with densities matching historically developed subdivisions, or about 3.5 units per acre, this would require almost 150 acres per year to accommodate new growth. That kind of land consumption would rapidly deplete the remaining available vacant private land. This was the reason for the minimum densities that were applied in the 2001 *Flagstaff Area Regional Land Use and Transportation Plan* and why this Plan encourages walkable, compact development in order to curb the effects of urban sprawl.

The Flagstaff region can accommodate future growth by using available land in an efficient and environmentally responsible way. Projections for the ultimate population of Flagstaff and surrounding areas vary. Population projections adopted by the Arizona Department of Economic Security in 1997 showed an anticipated population of the City of Flagstaff of 158,272 in the year 2050. Projections adopted by the state in 2006 show a 2050 population of 96,418 (*refer to pg. II-7*), and more recent estimates are lower still.

If large population growth occurs and accommodations have not been made, local housing and land costs will increase substantially, and newcomers may be forced to move to distant communities, creating sprawl and long commutes to work.

## Water Constraints

There has been considerable discussion during the preparation of this plan about the capacity of the City of Flagstaff municipal water system. Estimates indicate that with moderate growth, existing sustainable City water sources can sustain the City until sometime between 2030 and 2035. The City is considering a variety of alternatives to supplement supply. This may come from new wells, increased conservation, and reclaimed processing. Another alternative being explored is Red Gap Ranch, a 7,800-acre ranch between Flagstaff and Winslow purchased by the City in 2005 for future water supplies. Development of this water source would require an energy-intensive (millions of kWh annually) pipeline and major pumping facilities. A fourth alternative would be a pipeline from Cameron to tie in to the proposed western Navajo Nation pipeline. It is not likely that growth will stop as the City approaches its capacity, but more likely that the City of Flagstaff will seek new water supplies like it has over the past 120 years. The City of Flagstaff Utilities Integrated Master Plan (2011) discusses these options in great detail.

Water is not supplied by the Coconino County government. Doney Park Water, a cooperative managed by a locally elected board, provides water to the Doney Park and Timberline-Fernwood areas. With about 3,300 customers in 2010, Doney Park Water has the capacity to provide water to the area at full build out (representing about a 60 percent increase in existing population), assuming there are no major changes in land use or zoning. Kachina Village is served by a water district that also has the capacity to serve the entire subdivision. Private water utilities serve Mountaineer, Flagstaff Ranch, and Bellemont. In Bellemont, additional wells will be needed to accommodate expected future growth. The Fort Valley area is served by private wells and hauled water, and the future is probably water districts with deep wells, of which two have recently been drilled. Many of the outlying county areas also rely on hauled water, and there must be sources for the provision of the water, whether that is the City of Flagstaff or standpipe sales at the rural water companies. Thus far, water has not been a major inhibitor of growth. For a full discussion of water resources, refer to Chapter VI - Water Resources.



*Photo by: Sarah Hamilton*

## **Growth Scenarios**

The *Flagstaff Regional Plan* followed a land use scenario planning process from 2011-2012, to reflect how growth patterns affect livability indicators such as water use, vehicle miles traveled, development footprint, and housing mix. The land use scenarios represent potential futures for the Flagstaff area at build-out (approximately 150,000 people based on current zoning, plans and water supply projected at 80 to 100 years in the future). The indicator output is based on new growth and development that is anticipated in the region, and is not a measure of existing conditions, nor does it include existing development. For example, the water demand is based on that to be consumed by new development, and not by existing development in the region. Development scenarios are not intended to represent actual futures, but are to be compared against each other so to develop a preferred scenario - the one for which performance most closely aligns with the values of the community as expressed in the vision, guiding principles, goals and policies. Additionally, it is important to understand that these scenarios are based on many assumptions, which may change over the years as the region grows.

Based on public and Citizens Advisory Committee (CAC) input, the following land use scenarios were developed for evaluation:

### **Scenario A: Growing Out**

- Development patterns look a lot like today's and utilize the most acres due to lower densities

### **Scenario B: Growing In and Out**

- Development is similar to today's, but with denser activity centers
- Development utilizes fewer acres than Scenario A with smaller lot sizes, town homes and some apartments

### **Scenario C: Growing In**

- Development patterns are denser with urban centers, and uses the least acres due to high densities

### **Scenario D: Growing In (revised Scenario C)**

- Development patterns in activity centers and corridors are higher density than Scenario C
- Development utilizes less acres than Scenarios A and B, however, this scenario includes less single family residential development than any other place type, includes more mixed use development, and introduces some lower density suburban development on the urban fringe.

## Scenario E: Preferred Land Use Scenario

Following submittal of the Development Scenarios Summary in June 2012, the *Flagstaff Regional Plan* CAC spent the duration of 2012 and early 2013 refining elements of the Plan, including the land use element. This effort culminated in the release of the draft Plan on March 28, 2013. A “Growth Illustration Map” was included in the draft Plan that generally reflects a revised version of Scenario D, with adjustments made by CAC members and support staff – called Preferred Scenario E. The following example indicators show how well Scenario E performs. One can see that more suburban development means more vehicles miles traveled, greater emissions, and greater water demand. More urban-type development results in fewer vehicle miles traveled, fewer emissions, and less water demand. Refer to Appendix A for full report *Development Scenarios Summary, Flagstaff Regional Plan (June 2013)*.

Example Indicators	Scenario A	Scenario B	Scenario E
Land Consumed – building footprint acres	699	690	648
Land consumed in wildlife corridors	4,797	3,623	3,135
Acres of consumed unprotected open space	2,340	1,959	973
Cost of developing protected open space	11.2M	8.9M	20M
Mobility – Vehicle Miles Traveled	2,655,340	2,466,875	2,262,498
Housing mix – Single Family / Multifamily (apt & townhome)	20,623 / 7,275	15,140 / 12,612	13,259 / 13,082
Residential Water demand	5,946,143	5,566,229	5,438,536
Population within 1/2 mile proximity to parks	24,228	33,080	36,999
Capital costs to build – leisure, public safety, utilities, transportation, transit	\$5,120,820,000	\$5,221,210,000	\$5,258,950,000
Annual Operation and maintenance costs-transportation + utilities	\$ 9,117,000	\$ 8,585,000	\$ 8,007,000
Property tax revenues	\$ 82,408,000	\$ 80,204,000	\$ 82,896,000
Sales tax revenues	\$ 11,180,000	\$ 11,120,000	\$ 11,030,000



# HOW THIS PLAN WORKS

## Who this Plan is For

The *Flagstaff Regional Plan* applies to the 525-square-mile FMPO planning area. It extends from Bellemont to Winona and from Kachina Village and Mountainaire to north of the San Francisco Peaks. The Plan serves as the general plan for the City of Flagstaff, and in the county areas works in conjunction with the Coconino County Comprehensive Plan and other community area plans. This Plan is for the people that live here, and the businesses that employ here. This Plan is for the visitors, prospective businesses, elected officials, City and County departments, the development community, interest groups, and resource agencies. This Plan is for the present and future generations.

### Inside this Chapter:

Who this Plan is For	III-1
How this Plan is Used	III-1
The Planning Process	III-2
Implementing the Flagstaff Regional Plan	III-4
City of Flagstaff	III-4
Coconino County	III-8
Relationship to Other Planning Documents	III-10

## How this Plan is Used

The *Flagstaff Regional Plan* is used for decision making so that Flagstaff City government is accountable for publicly derived policy outcomes and goals. It also provides the basis for policies and regulations to guide physical and economic development within the Flagstaff region. The Plan will be used as a guide, or roadmap, for the future of the City and the region, and it establishes priorities for public action and direction for complementary private decisions, thus striving to establish predictability in the decision-making process.

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.



Photo by: Brittney Proctor

# The Planning Process

## Why Do We Plan?

We plan in order to guide growth and development in a way that allows our region to remain an outstanding area in which to live. We also Plan so that we may build and pay for larger projects that benefit our whole community, present and future. This Plan presents a comprehensive vision for the future of the area, and provides guidance as to how that vision can become a reality.

## Why Do We Have a Regional Plan?

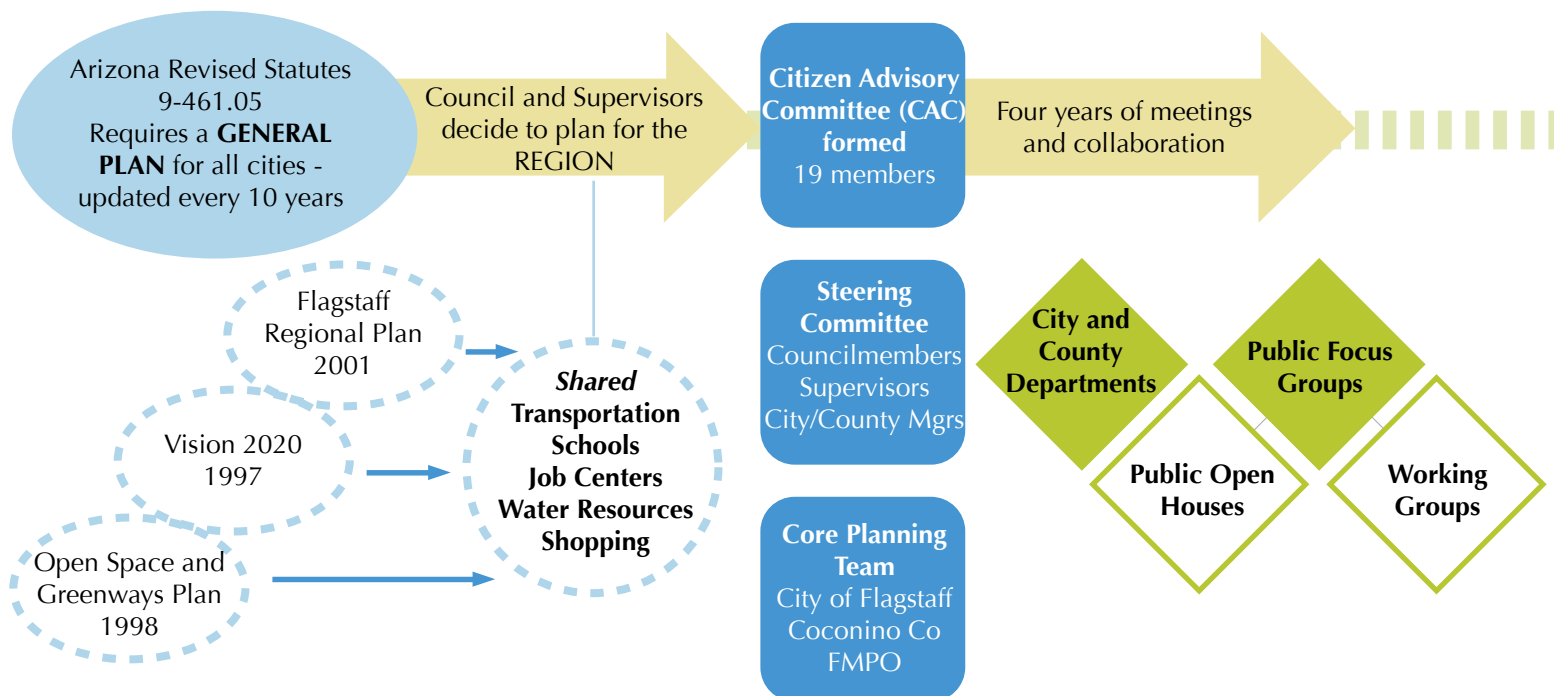
The Growing Smarter Statutes adopted by the State Legislature in 1998 and 2000 require that all municipalities and counties adopt general or comprehensive plans, and that these plans be updated every 10 years. However, the principal reason to have a plan is to make informed choices about our future. The *Flagstaff Regional Plan* contains goals and policies that provide guidance for making choices about public investment and for setting priorities.

## A Regional Focus

The City and surrounding communities all have unique identities and characters, but as a whole, the greater Flagstaff area functions as a unified community. Residents of the outlying neighborhoods and tribal

lands work and shop in the city, attend the schools, and use the services and medical facilities that are largely located within the City. The City and the County do address capital improvements differently; however, economic and environmental issues such as water and air quality, forest protection, and open space do not adhere to political boundaries. As such, the City and County chose to partner on the Plan even though they were not legally required to do so.

Creation of *A Vision for our Community: Flagstaff 2020* was the first step in bringing the City and County together, which was continued through the 2001 Regional Land Use and Transportation Plan (RLUTP) and enhanced in this *Flagstaff Regional Plan*.



## How We Got Here

The *Flagstaff Regional Plan* is the guiding policy document for the City of Flagstaff as required by state law. It is important that the Plan was created as a collaboration of Flagstaff citizens, public officials, and staff members, using an open planning process. A 19-member Citizen Advisory Committee (CAC) was appointed by the Flagstaff City Council and Coconino County Board of Supervisors. The CAC met monthly or bimonthly for over four years to develop the vision, guiding principles, and goals and policies for each of the topics covered by this Plan. In addition, a Steering Committee composed of two Councilpersons and two Supervisors met quarterly to keep the process on track and make sure the public participation plan was effective. A core planning team of City and County staff also met regularly throughout the process to provide support to the CAC, draft sections of the Plan, and carry out all aspects of public participation. Hundreds of City and County residents provided important comments through open houses and focus groups, provided comments on the web site, blogs, and participated in surveys, all of which were crucial in defining the Plan's direction.

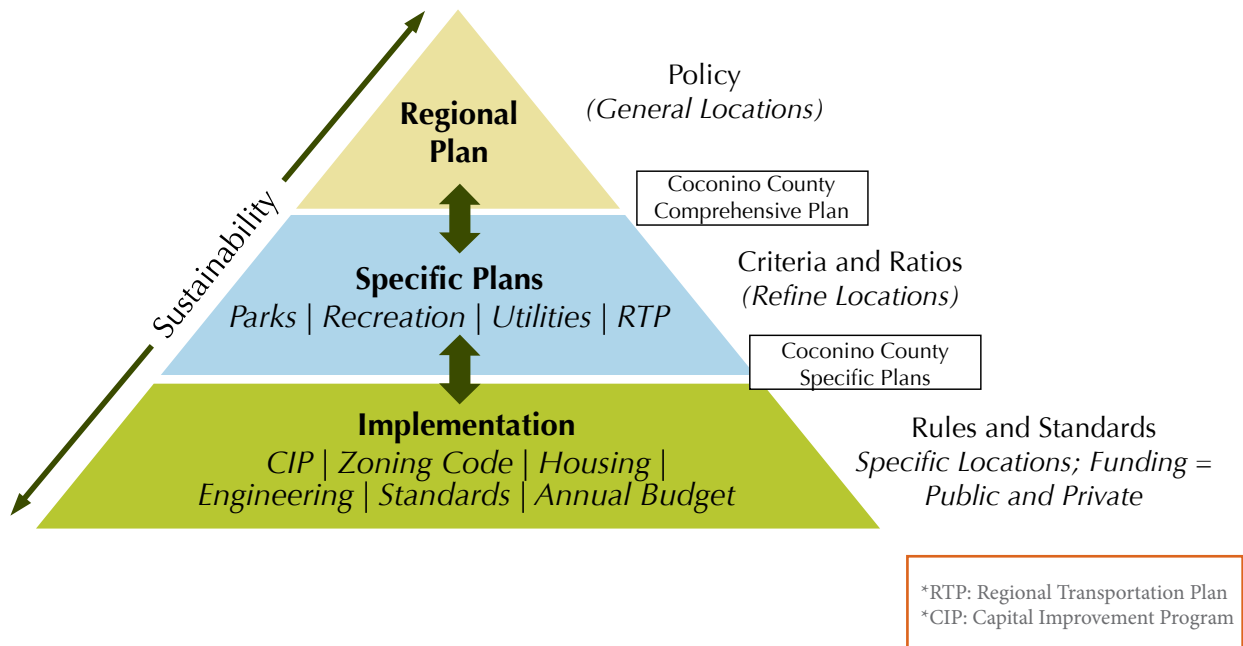
## Creating a Plan that Works

The *Flagstaff Regional Plan* is a living, working plan that relies on the disciplined and artful execution of three activities. First, the analysis of local conditions and historical trends, larger trends, our community vision, and best practices was learned from other communities. Second, the information gathered for those inputs was incorporated in a planning process that recognized the high level of economic, social, and environmental uncertainty we currently face. Third, the Plan must communicate transparently how those inputs were utilized and why the final plan decisions were chosen over other alternatives.



## Implementing the *Flagstaff Regional Plan*

The relationship between the *Flagstaff Regional Plan* and such implementation tools as master plans, the Zoning Code, and other regulations is illustrated below; the *Flagstaff Regional Plan* establishes the vision for the future growth and development of Flagstaff and its surrounding area through goals and policies. City-adopted master plans and County area plans, City and County Zoning Codes, and other City codes, on the other hand, implement the goals and policies of the *Flagstaff Regional Plan* by providing standards, regulations, and tools for land development.



## City of Flagstaff

### Implementation by Decision Making

Most importantly, the *Flagstaff Regional Plan* is used in the regulatory decision-making process by the City Planning and Zoning Commission, City Council, and City staff. The Commission and the Council are responsible for making development decisions such as zoning map amendments or annexations, approval of which depends on whether the proposed changes or projects are consistent with the Plan's goals and policies. When reviewing development proposals City staff, the Planning and Zoning Commission, and the City Council will review applicable goals and policies to determine whether a proposed development is consistent with the Plan. The Future Growth Illustrations (Maps 21 and 22) 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 Plan is also used to guide decisions related to the expansion of public infrastructure, for example the building or improvement of new roads and trails, investment in parks or public buildings, and other facilities. Many initiatives to improve the community start at the grassroots level. Thus, the Plan may be used by all citizens in order to ensure that new development conforms to the Plan and for assistance in implementing actions that will further the Plan's vision and direction. Generally, the City will use the Plan as follows:

- **City Council**—will use the Plan to inform a final decision for most land use efforts including Regional Plan amendments, zoning map amendments, annexations, development approvals, and master/specific plans, such as the City's *Open Space Plan*. The *Flagstaff Regional Plan* provides a general background (why/intent), goals and policies (how), and a sense of priorities. The Plan is broad enough to permit Council priorities to change between major plan updates.

- **City Planning and Zoning Commission**—serves in an advisory role to the City Council, and will use the Plan similarly, possibly to provide a clear connection to supporting technical documents to best justify or explain their recommendations.
- **City Management (including legal counsel, department, and division heads)**—also serve in an advisory role to the City Council, and will use the Plan to review staff recommendations, assess legal implications (e.g., property acquisition or impact issues), and explain budget and program recommendations (e.g., funding for master planning efforts, regulation updates, business attraction efforts, facilities planning).
- **Public Agency Staff**—will use the Plan to develop and evaluate application of regulations to development requests such as Regional Plan amendments, zoning map amendments, subdivision plats, and other requests that require recommendations to management and governing bodies. The Plan will permit staff to clearly communicate to applicants the community expectations and concerns relevant to the property in question, subsequent recommended modifications or conditions for approval, and the reasoning behind them. Further, the Plan will be an essential tool for all City staff when, for example, prioritizing capital improvement projects, pursuing land acquisition, and developing agency budgets.
- **Development Community/Realtors/Prospective Buyers/Land Owners**—will use the Plan to determine the desirability of different development proposals on their properties, advise developers or owners on best available properties suitable to a proposed use or “highest and best use” for a given property, inform on the range of possible uses surrounding a property and their potential impacts on that property, and inform on long-range changes including infrastructure.
- **Interest Groups (e.g., environmental, business, education)**—similar to property owners, interest groups will use the Plan to advocate positions related to proposals or applications, but often on a broader range of policy issues. These groups may use the Plan to advocate for or against new initiatives such as plans, infrastructure investments, educational programs, or business districts.
- **Resource Agencies**—will use the Plan in discussions with the City on resource/agency management plans, joint agreements and cooperative initiatives.
- **General Public**—requires an accessible Plan that allows them to decide on whether it represents the “right” direction for the region.
- **Future Generations**—will have the full benefits, as well as address the challenges, of this Plan.



*Photo by: Tom Bean*

## Implementation Through the Development Process

The *Flagstaff Regional Plan* is intended to play a pivotal role in shaping the future of the City. Implementation of the Plan will evolve over time with new budgets, capital plans, work programs, and changing priorities, but listed below are some practical ways to ensure that future activities are consistent with the *Flagstaff Regional Plan*:

- **Capital Improvement Plans**—The City’s capital improvement plans and long-range utility and transportation plans will be prepared consistent with the Flagstaff Regional Plan’s land use policies and infrastructure recommendations (water, sewer, stormwater, transportation, and parks/recreation). Major new improvements that are not reflected in the Flagstaff Regional Plan, and which could dramatically affect the Plan’s recommendations, should be preceded by a comprehensive update to the Plan.
- **Development Approvals**—The approvals process for development proposals, including zoning map amendments and subdivision plats, are an important implementation tool of the Plan. The City of Flagstaff’s Zoning Code (City Code Title 10) and the Subdivision Regulations (Title 11) will be updated in response to regulatory strategies presented in the Plan.
- **Illustrative Plans**—These are plans or maps that depict (illustrates, but does not regulate) the streets, lots, buildings, and general landscaping of a proposed development and redevelopment area.
- **Master or Specific Plans**—Master plans or specific plans should include a statement(s) describing how the plan implements *Flagstaff Regional Plan* goals and policies, and how it is compatible with the Plan.
- **Economic Incentives**—Economic incentives should carry out *Flagstaff Regional Plan* goals and policies. Geographic areas identified by illustrative plans should have higher priorities for incentives and public/private partnerships.
- **Private Development Decisions**—Property owners and developers should consider the strategies and recommendations of the Plan in their own land planning and investment decisions. Public decision-makers will be using the Plan as a guide in their development-related deliberations.
- **Annual Work Programs and Budgets**—The City Council and individual City divisions will use the recommendations of the Plan when preparing annual work programs and budgets.
- **Future Interpretations**—The City Council should call upon the City Planning Director and Planning and Zoning Commission to provide interpretation of major items that are unclear or are not fully addressed in the Plan. In formulating an interpretation, the Planning Director and Commission may call upon outside experts and other groups for advice. Minor items that require interpretation should be handled by the appropriate agency as it implements the Plan.
- **Staff Reports**—When preparing reports to the City Council and City Commissions, staff reports should identify if and how the Plan’s goals and policies are being implemented.



Photo by: K DeLong

## Annual Plan Review and Monitoring

The purpose of annual reviews and monitoring is to ensure that it continues to reflect core community values and to evaluate how new developments have been approved in compliance with the Plan. To achieve this, department directors will provide the City Manager and City Council with an annual review of Regional Plan-related activities prior to the initiation of the budget process each year. This review will accomplish the following:

- Measure the City's success in achieving Plan goals and policies through recommended strategies such as measuring on a per-project basis how sustainability indicators have been achieved
- Identify proposed strategies to be pursued under the coming year's budget
- Identify unlisted strategies that will achieve Plan goals
- Document growth trends and compare those trends to plan objectives
- List development actions that affect the Plan's provisions
- Explain difficulties in implementing the Plan
- Review community indicators
- Review outside agencies' actions affecting the Plan.

Refer to Appendix D, *Annual Report Template*

## Comprehensive Plan Review

To ensure that the *Flagstaff Regional Plan* remains an effective guide for decision-makers, Flagstaff will conduct comprehensive evaluations of the Plan every 10 years as required by Arizona Revised Statute §9.461.06 and should address the following in addition to any state mandated requirements:

- Progress in implementing the Plan
- Changes in community needs and other conditions that form the basis of the Plan
- Fiscal conditions and the ability to finance public investments recommended by the Plan
- Community support for the Plan goals and policies
- Changes in state or federal laws that affect the City's tools for Plan implementation
- Changes in land ownership, usage, or development in areas immediately outside of the planning boundary and jurisdiction (such as those that might be implemented on the Navajo Nation to the east and north, or by the Hopi tribe on parcels it owns, or by Camp Navajo to the west, or in communities such as Parks).

## Amendments and Development Review Processes

The codified processes described below serve as tools for City staff to implement the goals, policies, and strategies of the *Flagstaff Regional Plan*. In addition, through public hearings when applicable, these processes provide opportunities for citizens to make recommendations to the Planning and Zoning Commission and City Council regarding the goals and policies of the *Flagstaff Regional Plan*.



Photo by: Tom Bean

**Annexations** – All proposed annexations will be evaluated for consistency with the goals and policies of this Plan. The proposed annexation should not be detrimental to the majority of the persons or property in the surrounding area or the community in general. The City’s basic position regarding annexation is that the annexation must demonstrate a favorable benefit to the taxpayers of the City. All applications for annexations of real property shall be reviewed, processed, and approved in conformance with Arizona Revised Statute §9-471 et seq (Annexation of territory, procedures, notice, petitions, access to information, restrictions). Annexations may be initiated by the following:

- City Council or City Manager – The City Council or the City Manager may direct the Planning Director to review a specific property to determine whether it may be legally annexed and to contact property owners to determine whether they will sign an annexation petition.
- Property Owners – One or more property owners may submit an application to the City to annex property.

**Zoning Code Amendments** – In accordance with the City of Flagstaff Zoning Code, Division 10-20.50, an amendment to the Zoning Map or the text of the Zoning Code may only be approved if:

- The proposed zoning map amendment(s) is consistent with and conforms to the goals and policies of the *Flagstaff Regional Plan* and any applicable specific plans.
- If the application is not consistent with and does not conform to the *Flagstaff Regional Plan*, and any other specific plan, the applicable plan must be amended in compliance with the procedures established in the City Code Title 11, Chapter 11-10 (General Plans) prior to consideration of the proposed amendment(s).

**Public Development Projects** – City- and County-sponsored projects and Capital Improvement Programs should be required to adhere to all applicable goals and policies of the *Flagstaff Regional Plan* through project planning and budgeting to ensure funding is available to implement the Plan.

## Coconino County

For areas outside the City of Flagstaff limits, but within the FMPO boundaries, the *Flagstaff Regional Plan* will guide land use decisions in conjunction with the Coconino County Comprehensive Plan and applicable area plans. The goals and policies in the Plan are used by County planning staff, the County Planning and Zoning Commission, and the Board of Supervisors to evaluate development proposals and to determine if such developments are appropriate for the unincorporated areas of the FMPO region. The *Flagstaff Regional Plan* is consistent with and complementary to the Coconino County Comprehensive Plan and the local community area plans in the region. These plans are decision making tools used by residents, landowners, developers, Coconino County Community Development, Planning and

## Proposed Regional Plan Amendment Processes

	Major Amendment	Minor Amendment
<b>Proposed Change to Urban Growth Boundary</b>		
	Any expansion of the urban growth boundary that requires an expansion of utility infrastructure as determined in an utility analysis	Any expansion of the urban growth boundary if there is no expansion of utility infrastructure as determined in an utility analysis
<b>Proposed Change to Area Types</b>		
Protect employment areas	Any change to the boundaries of employment areas to urban, suburban, or rural area types	Any change from urban, suburban, or rural area types to employment area type
Expanding or changing the boundaries of one area type to another area type within the specified acreage thresholds	Urban to suburban greater than 10 acres	Urban to suburban less than or equal to 10 acres
	Urban to rural of any size	
	Suburban to urban greater than 10 acres	Suburban to urban less than or equal to 10 acres
		Suburban to rural less than or equal to 5 acres
	Rural to suburban greater than 20 acres	Rural to suburban less than or equal to 20 acres
	Rural to urban of any size	
<b>Proposed Change to Open Space</b>		
Open Space is publicly owned land dedicated for conservation	Any reduction to the boundary of land purchased for conservation	Any expansion of land for conservation (Assuming no regional plan amendment fee)
<b>Proposed Change to *Activity Centers &amp; Corridors</b>		
Expansion of activity centers and corridors	Any commercial activities proposed outside of the activity center and along a corridor that is not contiguous to the activity center	Any commercial activities proposed outside of the activity center that are contiguous to the activity center
		Any commercial activities proposed outside of the activity center that are not contiguous to the activity center but are located on a great street or corridor
**All activity center or corridor Illustrative Plans; Administrative review process	Addition of a new activity center; <i>Specific Plan needed, see Map 24</i>	Development of existing activity center or corridor; <i>Specific Plan needed</i>
	Addition of a corridor or great street; <i>Specific Plan needed, see Map 12.</i>	Relocation of an activity center within the same general area
	Extension of a corridor or great street more than a 1/4 mile in length	Minor adjustments to an activity center or corridor pedestrian shed
<b>Other Proposed Changes</b>		
		Proposed policy (text) changes to the General Plan and other land use plans, such as Open Space Plan, Parks & Recreation Plan, etc.

\* See discussion of activity centers in Chapter IX - Growth Areas & Land Use, pgs. IX-16 and IX-62

\*\*See definition of Illustrative Plan in Chapter IX - Growth Areas & Land Use, pg. IX-2

Zoning Commission and the Board of Supervisors. The Plan also serves as a comprehensive reference and blueprint for community programs as well as for public and private-sector initiatives.

## Relationship to Other Planning Documents

### Keeping the Plan Current

The *Flagstaff Regional Plan* is a dynamic document that can be updated, revised, and improved over time to respond to emerging issues, new ideas, and changing conditions. To assess the Plan's effectiveness, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts or private development requests, the City will need to amend the Plan periodically. The Planning and Zoning Commission and City Council members need to consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies. In addition, the cumulative effect of many changes may result in a change in policy direction. For this reason, Plan amendments must be evaluated in terms of their significance to overall City policy. A comprehensive summary listing of the goals and policies for the Plan is included at the end of this document, and will serve as a valuable tool to ensure any future changes or amendments are in keeping with the Plan's original vision and intent.

The *Flagstaff Regional Plan* incorporates, updates, and builds upon many past planning efforts within the Flagstaff region, and every effort has been made to ensure consistency with these other planning documents and to minimize conflicts.

### *Flagstaff Pathways 2030 Regional Transportation Plan*

The FMPO adopted the *Flagstaff Pathways 2030 Regional Transportation Plan (RTP)* in December 2009 that identifies and prioritizes future transportation investments for roads, public transit, and trails. This plan evaluates the cost and effectiveness of projects for each major travel mode and addresses the relationships between land use, transportation, the economy, and the environment. This document is updated every five years.



Photo by: Tom Bean

### Other Regional Planning Documents

There are two federal management plans in the planning area for Walnut Canyon National Monument and Sunset Crater Volcano National Monument. In addition, the Coconino National Forest has been working to revise its Forest Plan. At the county level, the *Coconino County Comprehensive Plan* adopted in 2003 also applies to the 460 square miles of unincorporated county land within the *Flagstaff Regional Plan* area. In addition, the County has 10 community area plans, of which five are within the area covered by the *Flagstaff Regional Plan*—Bellemont, Fort Valley, Doney Park Timberline-Fernwood, Kachina Village, and Mountaineer. These area plans also have goals and policies specific to each community and four of the five also have design review overlay guidelines which serve to ensure that new commercial buildings are compatible with the character of each community.

# Study Area Plans

Over the past decade, the City of Flagstaff’s RLUTP proposed the development of special study area plans to deal with unique community and neighborhood issues, including, for example, the *Southside 2005 Plan* and the *La Plaza Vieja Neighborhood Plan* (2011). These study area plans were developed in close coordination with local residents.

**This new *Flagstaff Regional Plan* does not supersede these plans. They will remain in effect except for any provisions that may conflict with this new Plan, until such times as the plans are amended or repealed by the City Council.**

The *Flagstaff Regional Plan* attempts to integrate social, economic, aesthetic, and environmental issues described within the study area plans into physical manifestations, demonstrated in illustrative plans that will result in increasingly livable communities. Additional special area plans may also be created and adopted as amendments to the *Flagstaff Regional Plan*.

Appendix A contains a list of documents that implement, or are related to, the *Flagstaff Regional Plan*.

## Flagstaff’s Planning History

1945 – The City of Flagstaff’s Planning and Zoning Commission is established

1957 – A Workable Program is established as a prerequisite to any city redevelopment activity and includes a 20-year physical growth plan

1959 – The *City of Flagstaff Metropolitan Plan* is published

1964 – Coconino County adopts its first zoning ordinance and subdivision ordinance

1965 – Flagstaff General Plan is created

1969 – The Flagstaff City Council adopts a General Plan for the Year 1985 as a guide to the development of the Flagstaff planning area

1974 – The *Coconino County General Plan 1990* is adopted as the county’s first comprehensive plan

1975 – The City’s 1969 General Plan is revised and renamed the 1990 General Plan

1986 – The Flagstaff City Council adopts the *Growth Management Guide 2000* as a comprehensive physical plan for the City’s growth and the central frame of reference for all other city plans

1990 – The *Coconino County Comprehensive Plan* is adopted, differing from its 1974 predecessor by including goals and policies for future growth and development

1997 - *A Vision for our Community: Flagstaff 2020* is developed through a visioning process involving more than 5,000 community members in interviews, focus groups and surveys designed to elicit a common vision for Flagstaff’s future in the year 2020

1998 – The *Flagstaff Area Open Spaces and Greenways Plan* is published “to provide guidance in protecting and preserving existing open spaces with the demands of urban growth”

2001 – The *Flagstaff Area Regional Land Use and Transportation Plan (RLUTP)* is developed as a cooperative effort by the City of Flagstaff and Coconino County, based on the 2020 Visioning process, as a resource plan created to guide future land use decisions in the City of Flagstaff and surrounding areas

2003 – The *Coconino County Comprehensive Plan* is updated in response to the state’s Growing Smarter Act of 1998 and Growing Smarter Plus Act of 2000, requiring counties to update their comprehensive plans prior to December 31, 2003

SOURCES: “A Short History of Planning and the Future in Flagstaff.” Sean Downey, December 8, 2000. *Coconino County Comprehensive Plan*.

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243,005

acres of Coconino  
National Forest – 72%  
of total land in the  
planning area

56 gallons of water  
per day used by the  
average resident

620 renewable  
energy installations  
from 2000-2012–  
residential and  
commercial

# NATURAL ENVIRONMENT



The abundance of natural resources was instrumental in the early settlement of Flagstaff, with the availability of water, timber, and forage providing the basis for the region's economy. Over time, the economy's dependence has shifted from natural resources extraction to natural resource-based tourism. In fact, tourism, recreation, research, and quality of life have become intrinsic with the Flagstaff area's economic growth. The natural environment, eco system health, and dark skies remain the critical foundation on which the region's economy and character rely.

Historically, the region has enjoyed excellent air quality, abundant open space, natural quiet, and dark skies that led to the 2001 designation of the City of Flagstaff as the world's first "International Dark Sky City." The nighttime environment has made the region a prime astronomical research site, including the historic Lowell Observatory and U.S. Naval Observatory, Flagstaff Station.

The Flagstaff region has a proud tradition of collaborative resource management that recognizes both the intrinsic value of our ecosystems and the importance to our forest health, water supply, tourism, agriculture, and open space. This biologically interconnected landscape is central to our community vitality.

This Plan considers **planning and conservation of natural resources** including air quality, climate, dark skies, ecosystem health, environmentally sensitive lands, natural quiet, noxious and invasive weeds, soils, and wildlife in the context of natural systems worthy of conservation and protection.

Flagstaff's **open spaces** protect environmental quality and biodiversity, support tourism, protect historic and cultural resources, and function as a land resource, recreational destination, and transportation corridor. Planning for open spaces ensures preservation of this important resource.

Our **water** is one of the most vital components of the natural environment in this high desert eco system. Throughout the region, we rely on surface water, groundwater, and reclaimed water to serve our residential, commercial, industrial, recreational, and agricultural needs. We plan for water resources, including conservation planning, with the intent to sustain our water supplies and water quality for future generations. Historically, water has been deemed a resource of the State of Arizona, and we must continue to plan for the region's water resources under the jurisdiction of the Arizona Department of Water Resources.

It is essential that we plan for the **energy** resources which all residents and businesses depend upon: distribution, capacity, cost-effective use-management, and supply change response. Investing in energy-efficient land use and transportation systems, renewable energy sources, and efficient building standards will reduce negative impacts and increase reliability of our energy supply, decrease housing costs, reduce water use, and keep dollars in the local economy.

*Photo overleaf: Tom Bean*



*Photo by: Tom Bean*

## Environmental Planning & Conservation IV-1

Environmental planning and conservation matters to our residents, who in the 2010 Community Values Survey ranked **water purity, wildfire protection, and air quality** as their highest environmental concerns. The goals and policies specifically encourage **preservation** and **enhancement** of our natural resources and recognize these resources as integral to our overall quality of life and community character.

## Open Space V-1

Open space matters in our vision for a thriving community and viable economy in harmony with and interdependent on our unique natural environment. Our plan for the region first emphasizes **green infrastructure—open space, parks, recreation, trails, environmental conservation areas, wildlife corridors, and habitats, and water ways**—with the urban fabric woven around and through it.

## Water Resources VI-1

Our water resources matter to both humans and the environment and are integral to the future of our region. Developing a **sustainable water budget** includes assessing the **needs of current and future residents and businesses** as well as environmental needs. It is important that we work cooperatively to manage this precious resource for our community and for generations to come.

## Energy VII-1

Energy matters as an important component of a successful community. **Decreasing energy consumption, increasing energy efficiency, and encouraging the use of renewable energy** further this plan's vision for intellectual, environmental, social, and economic vitality.

# ENVIRONMENTAL PLANNING & CONSERVATION



The Flagstaff region is rich with natural resources. Underlying the *Flagstaff Regional Plan* is the basic principle that a healthy natural environment is necessary for a healthy and prosperous human community and economy. The **protection of the natural environment** is a common thread running through most chapters of this Plan.

## Where Are Our Natural Resources?

Lands in the Flagstaff region include those owned and managed by the City of Flagstaff, Coconino County, Arizona State Land Department, U.S. Forest Service, Department of Defense, National Park Service, and private land. Land management areas and boundaries are shown on Map 6. Map 7 illustrates significant natural resources in the area including wildlife, vegetation, hydrology, and geology. Map 8 illustrates the concentration of natural resources in the region. Following the maps are suggestions for planners, decision makers, and developers to consider with respect to natural and cultural resources in their development projects. The data sources for all three natural environment maps are listed in Appendix C.

Arizona law requires this Plan to consider conservation, development, and utilization of forests, soils, rivers and other harbors, fisheries, wildlife, minerals, and other natural resources. To the extent applicable to the region covered by the Plan, their development, conservation, and utilization have been considered, primarily in this Environmental Planning & Conservation chapter.

### Inside this Chapter:

Where are Our Natural Resources?	IV-1
Considerations for Development	IV-8
Air Quality	IV-10
Climate Change and Adaptation	IV-11
Dark Skies	IV-13
Ecosystem Health	IV-14
Environmentally Sensitive Lands	IV-16
Natural Quiet	IV-16
Soils	IV-17
Wildlife	IV-18



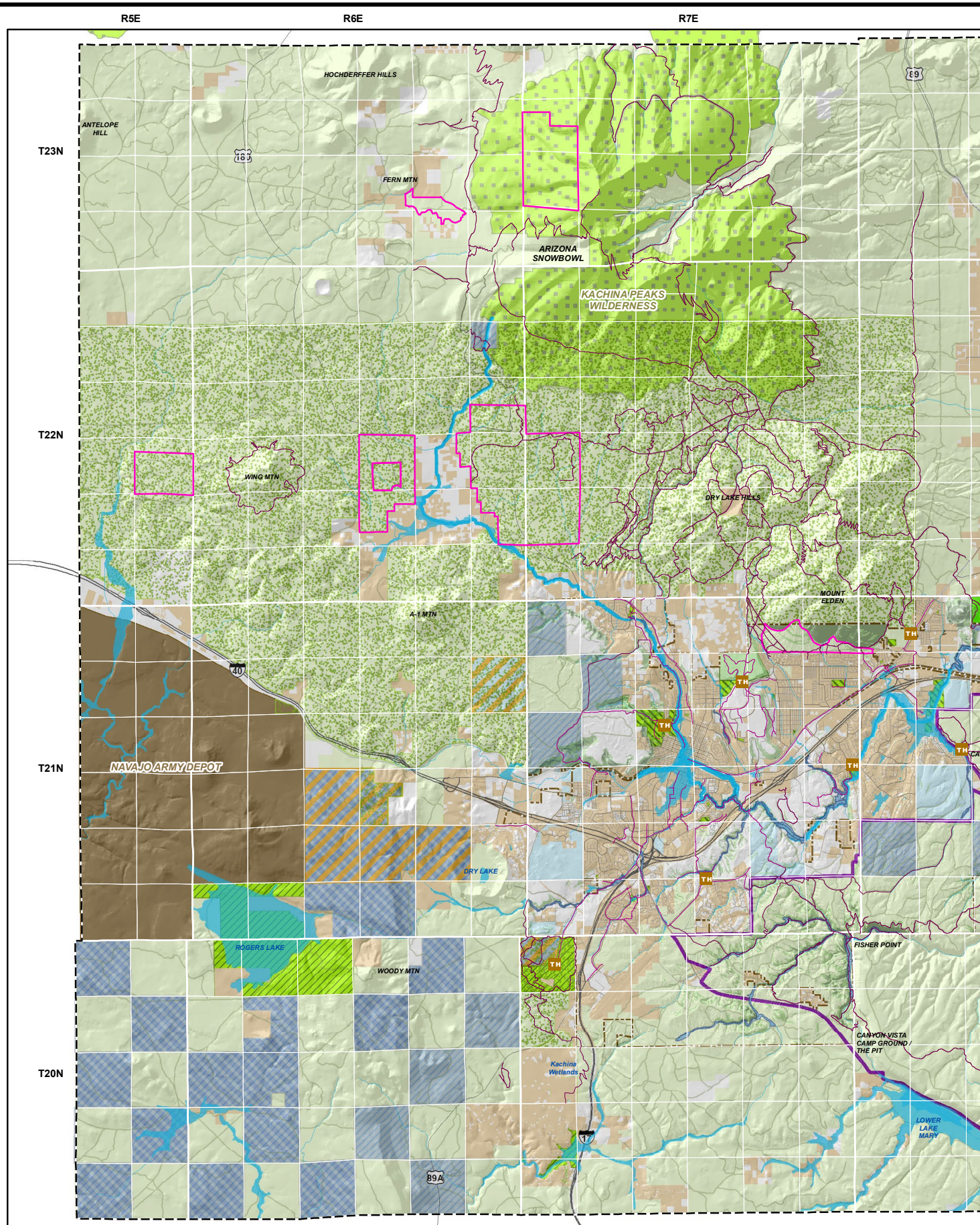
Photo credit: Dover Kohl & Partners

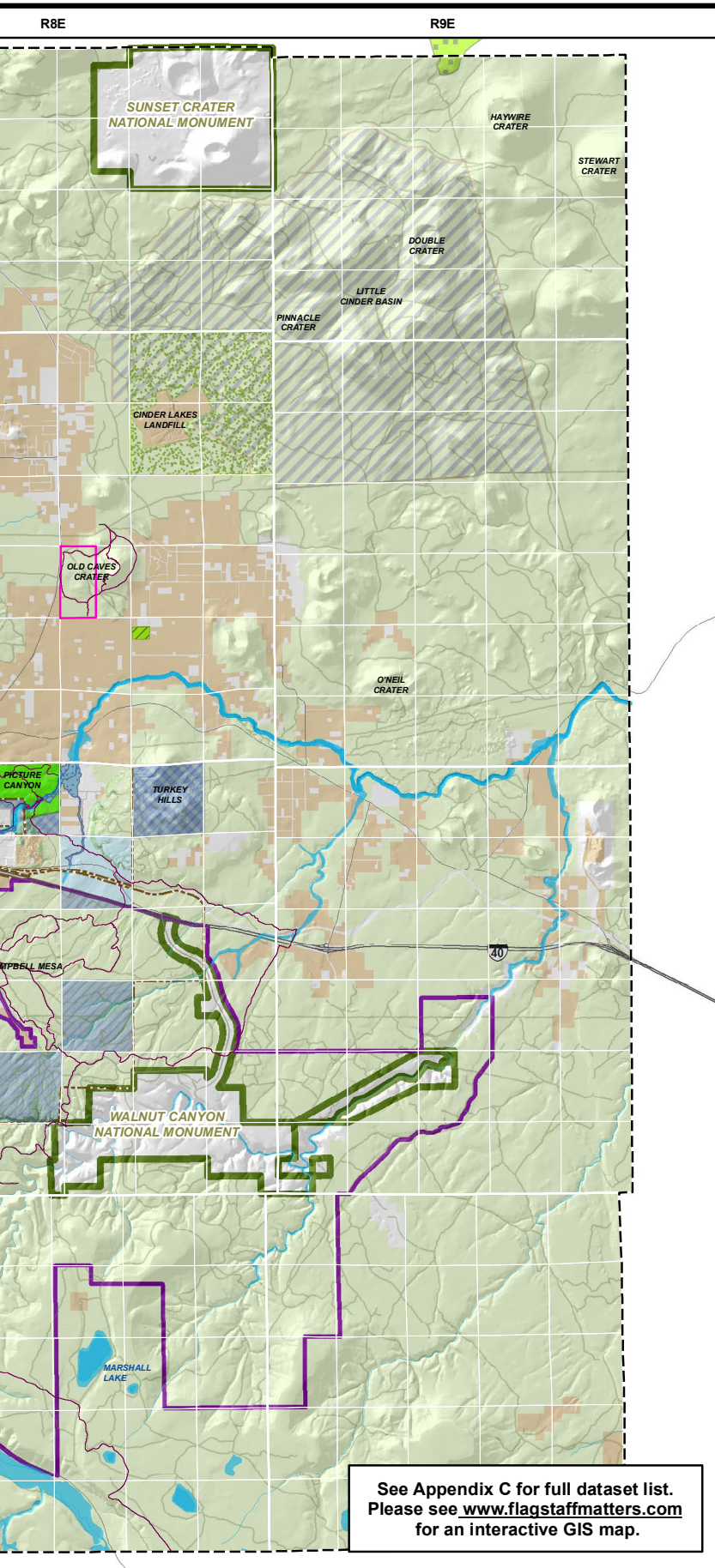
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## Our Vision for the Future

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In 2030, the long-term health and viability of our natural environment is maintained through strategic planning for resource conservation and protection.



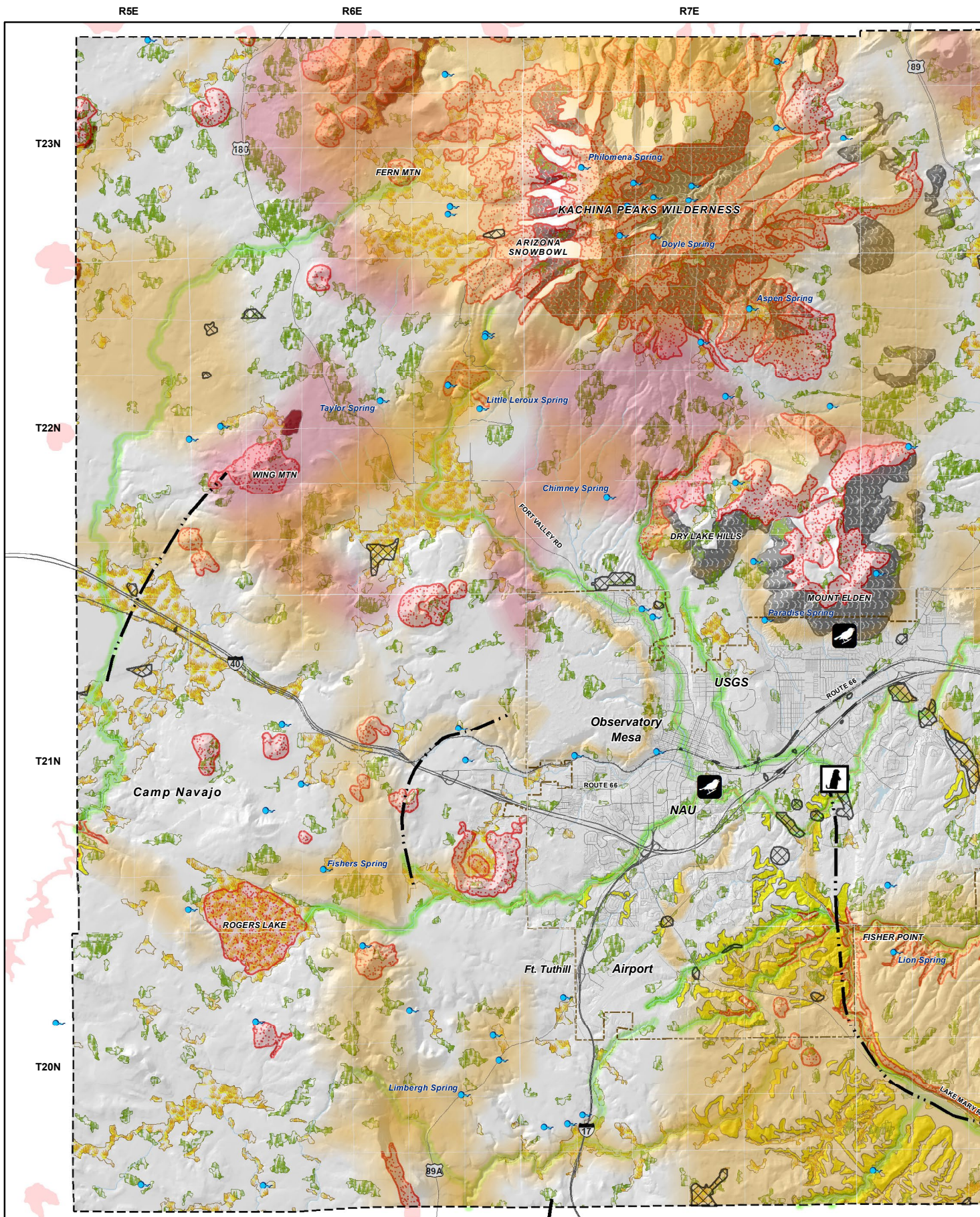


## Map 6: EXISTING LAND MANAGEMENT AREAS AND BOUNDARIES

- FMPO Boundary**
- US Forest Service Special Interest Management**  
*Mt Elden ESA, Fern Mt Botanical Area, Ft Valley Experimental Forest,  
GA Pearson Research Natural Area, SF Peaks Research Natural Area*
- FUTS Trails**
- FMPO Trails**
- Forest Service Road**
- Walnut Canyon Study Area**
- Flagstaff City Limits**
- Developed / Used Parcels**
- Steep Slope Resource Protection:**  
(Per City Zoning Code)
  - 17 - 35% - Partially Protected**
  - 35% - No Development**  
(per resource protection)
- Hydrologic Flood Managent Feature**
- Rural Floodplain**  
(per Ordinance 1675, only infrastructure development)
- City Open Space Zoning**
- City Parks**
- County Open Space & Conservation Zoning**
- County Parks and Natural Areas**
- Proposed City Open Space**  
(Picture Canyon)
- USFS Wilderness**
- National Forest**
- Cinder Hills Off-Highway-Vehicle Area**
- National Monument**
- Navajo Army Depot**
- Proposed County Open Space (CPOS)**
- State Trust Lands**
- State Trust Lands - High Priority for Retention**  
(per Flagstaff Open Space and Greenways Plan,  
As Shown on Map A3-2, 1998)
- NAU Centennial Forest**  
(State Trust Land)

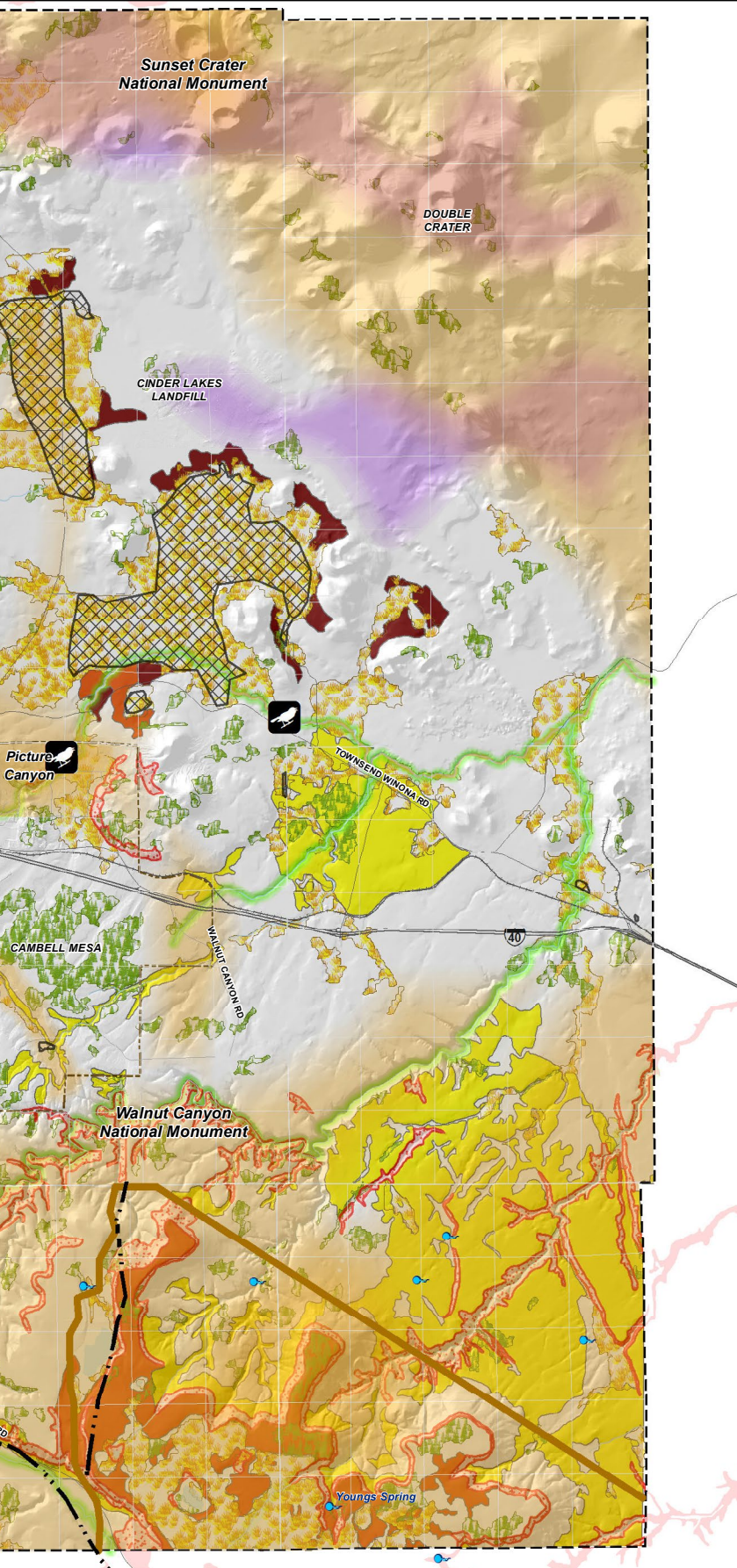


## FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS



R8E

R9E



Map 7:

## SIGNIFICANT NATURAL RESOURCES: WILDLIFE, VEGETATION, HYDROLOGY and GEOLOGY

FMPO Boundary

Flagstaff City Limits

Foxglenn Prairie Dog Colony

NAZ Audubon Bird Sanctuary

Springs & Seeps

National Audubon Anderson Mesa IBA

Water Courses / Washes

Fault Lines  
(USGS Mineral Resources)

Prairie Dog Colonies

Wildlife Linkages  
(per AZ Game and Fish 2010)

USFS Terrestrial Ecological Survey

Rusby's milkvetch (*Astragalus rusbyi*)  
(ERI and USFS Inventories)

Sunset Crater beardtongue (*Penstemon clutei*)  
(ERI and USFS Inventories)

Potential Riparian Vegetation  
(1000' along named water courses)

Big Trees >20" + at Diameter Breast Height  
(Mid-Scale USFS Vegetation Data)

Grasslands and Openings  
(Mid-Scale USFS Vegetation Data)

Severe Erosion Hazard  
(USFS Terrestrial Ecological Unit Survey)

Basalt Soils  
(USFS Terrestrial Ecological Unit Survey)

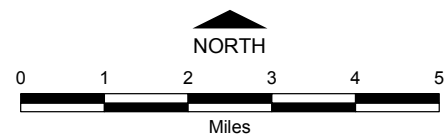
Cinders and Ash Soils  
(USFS Terrestrial Ecological Unit Survey)

Limestone Soils  
(USFS Terrestrial Ecological Unit Survey)

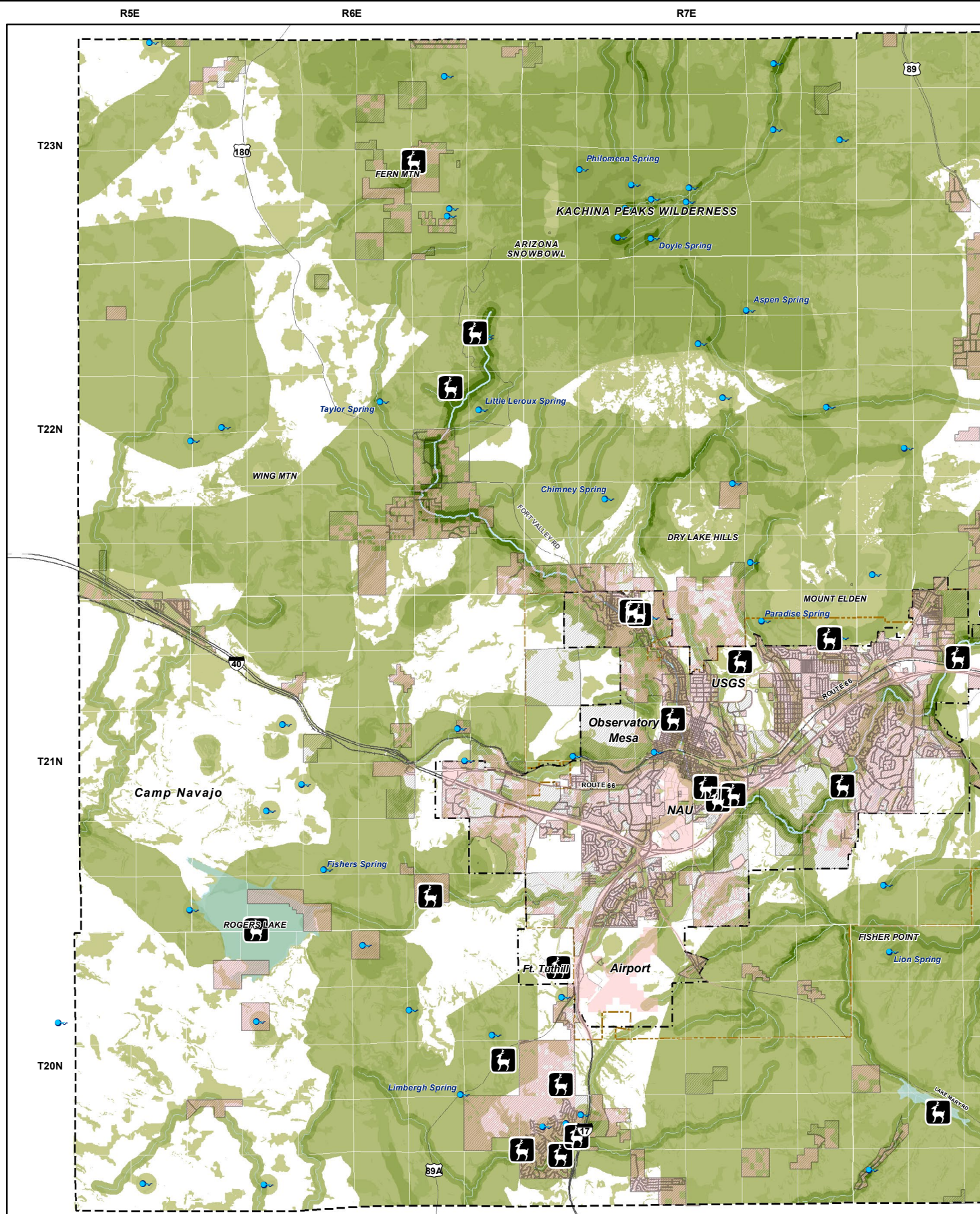
Dacite Soils  
(USFS Terrestrial Ecological Unit Survey)

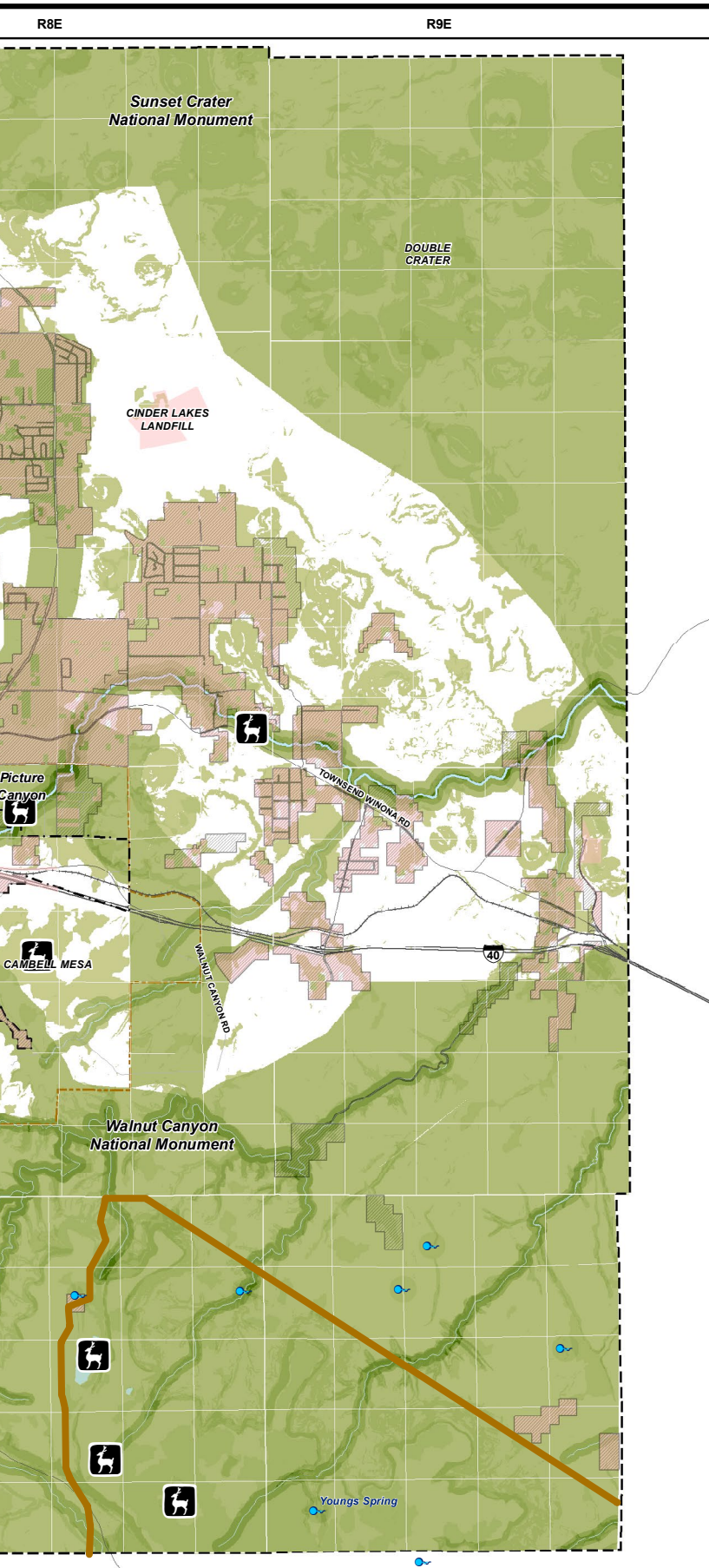
See Drainage Basin Map 9

The presence of natural, cultural, and heritage resources does not preclude private development entitlements. See Appendix C for full dataset list. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



## FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS

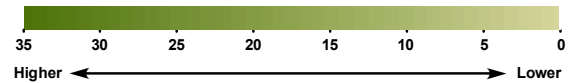




**Map 8:**  
**CONCENTRATION OF NATURAL RESOURCES**

- FMPO Boundary
- Flagstaff City Limits
- Urban Growth Boundary
- Privately Owned Parcels
- Developed / Used Parcels
- Watchable Wildlife Areas
- Springs & Seeps
- Water Courses / Washes
- National Audubon Anderson Mesa IBA

Natural Resource Concentration:

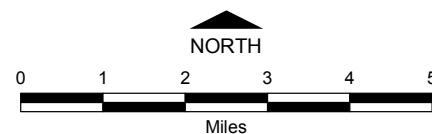


**Methodology:** analysis of scientific data (see existing Natural Resources 1 & 2) derived the most sensitive ecological areas (differential analysis). White areas have a natural resource concentration of 0.

**Note:** A parcel which falls into an area with a "Concentration of Natural Resources" DOES NOT PRECLUDE EXISTING DEVELOPMENT RIGHTS. The intent of this map is to inform the community of scientifically significant ecological conditions that may exist upon the land, NOT to determine specifically where development may or may not occur.

The presence of natural, cultural, and heritage resources does not preclude private development entitlements.

See Appendix C for full dataset list.  
Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

# Considerations for Development

## How to Use the Natural and Cultural Environment Maps

These maps illustrate significant natural and cultural resources within the FMPO planning area. They provide background information to consider when evaluating property for development or in drafting development proposals.

These maps ...

- Help in designing projects that take full advantage of a location's natural amenities;
- Identify features that enhance property value when incorporated into project design;
- Illustrate where City of Flagstaff Zoning Code resource protection requirements apply;
- Illustrate where these considerations apply throughout the FMPO planning area;
- Assist in swift evaluation of a site's potential for development.

The ideas provided below suggest ways to protect natural and cultural features while saving time and potentially lowering the impacts and costs of property development.

### Large Stands of Ponderosa Pines (Map 7)

**Description:** The natural structure of a healthy ponderosa pine forest consists of clusters of trees with interlocking canopies surrounded by open grassy areas. This is most likely to occur where there are large trees, but in a healthy pinyon-juniper woodland, individual trees are spaced apart with a mix of shrubs and grasses between.

**Importance:** The natural structure of these two forest types has evolved over thousands of years. Maintaining or restoring natural forest structure results in healthy plant and animal communities, reduces the risk of fire or disease, and enhances value.

**Suggestions:** Avoid compaction of soil and conserve understory plants. On property with ponderosas, thin as necessary to maintain or restore clusters of pines of uneven ages surrounded by grassy openings.

### Watersheds and Riparian areas including springs, seeps, wetlands, and floodplains (Maps 6, 7, 8, and 12)

**Description:** A watershed is an area drained by a particular network of streams and channels. Riparian areas sustain plants and animals, and many riparian areas coincide with floodplains. Floodplains are areas subject to seasonal flooding. Riparian

areas potentially extend 1,000 feet from named watercourses, seeps, springs, and floodplains.

**Importance:** Conservation of watersheds is essential to securing a safe and adequate water supply for the community. Healthy watersheds allow both infiltration of rain and snowmelt and a functioning system for seasonal runoff. Riparian areas are rare and vital habitats for unique plants and animals. They have are critical to the survival of resident and surrounding invertebrates, amphibians, birds and mammals, and serve as wildlife linkages. They help filter water, recharge the aquifer, and reduce flooding, runoff, and erosion.

**Suggestions:** Avoid compaction of soil or fragmenting riparian areas with roads, trails, or buildings in a watershed. Provide a buffer of vegetation for 100 feet or more around the riparian area. Prevent pesticides and other chemicals from reaching the area. Expect and allow natural fluctuations in water levels. Minimize channelization and allow for natural movement of water over the landscape during flood events. Create a fire-wise landscape while conserving established vegetation as appropriate.

### Steep Slopes and Erosion Hazard (Maps 6 and 7)

**Description:** Natural topography protects developed areas from flooding and erosion. It has an attractive, harmonious appearance and is critical in supporting healthy plant and animal communities including wildlife linkages. Map 6 illustrates slopes protected by the Zoning Code and Map 7 show areas with potential erosion hazard based on steepness and soils.

**Importance:** Modification of steep slopes alters the drainage pattern of the land in unpredictable ways that can result in flooding and other damage to property. Removal of vegetation from slopes leads to soil instability and undesirable changes in the chemical and physical properties of the soil. Plant and animal communities are very different on south-facing slopes than on north-facing slopes; therefore conserving topography conserves biodiversity.

**Suggestions:** Conserve natural topography by building to grade rather than grading to build.

### Geologic Faults (Map 7)

**Description:** The Flagstaff area lies within the seismically active Northern Arizona Seismic Belt (NASB).

**Importance:** On average, an earthquake is felt in the community each year. The occurrence of these historical earthquakes indicates a 50 percent chance of a magnitude 6.0 or larger earthquake occurring during the next 30 years within the NASB. This is considered the Maximum Probable Earthquake (MPE) for the Flagstaff area.

**Suggestions:** Consider the proximity of known faults in site planning and structural design. For local technical information, consult the Arizona Earthquake Information Center.

### Grassy Openings (Map 7)

**Description:** Areas dominated by grasses and forbs rather than trees.

**Importance:** Grassy openings are a key part of the natural structure of local plant and animal communities. When grassy openings are lost, prairie dogs, invertebrates, raptors, harriers, kestrels, and owls lose their habitat.

**Suggestions:** Avoid compaction of soil and preserve open grassy areas as much as possible.

### Rare Plants and Soils (Map 7)

**Description:** Rare or unique plant communities often occur on specific soil type and/or topography. These plant communities are described by soil type or designated by a single plant found in the community.

**Importance:** Uncommon plants play an important role in sustaining biodiversity by serving as hosts and nectar sources for invertebrates and birds. Their occurrence makes an area exceptional. Figure 7 maps both plant species and soil types.

**Suggestions:** Local experts from such organizations as the Native Plant Society, Northern Arizona University, and Museum of Northern Arizona can be consulted to help determine the importance of conservation of these plants. Any form of deferral which leaves natural vegetation largely to completely intact would be to the developer's credit. These would include utility and other rights of way and road margins if not completely cleared, drainages and other developable lands, FUTS trail segments, undeveloped parks and open space.

### Wildlife Linkages (Map 7)

**Description:** Wildlife linkages are natural movement corridors used by wildlife as they travel from one habitat to another on a seasonal or more frequent basis.

**Importance:** Linkages ensure thriving wildlife populations through ecological functions including gene flow, predator-prey interactions, and migration. Linkages provide an exciting connection to nature for residents and visitors alike. Disruption of linkages can result in damage as wildlife attempt to follow ancient routes through neighborhoods and across roads.

**Suggestions:** Identify wildlife linkages and avoid disrupting them with roads, walls, fences, or pavement. For more information on wildlife and wildlife linkages, contact the Arizona Game and Fish Department (AGFD). Included in the tools AGFD offers is "Wildlife Friendly Guidelines."

### Prairie Dogs (Map 7)

**Description:** Gunnison's prairie dogs form colonies of burrows in local grasslands.

**Importance:** Prairie dogs are considered a keystone species and a Species of Greatest Concern by AGFD in the Inter-agency Management Plan for Gunnison's Prairie Dogs. They provide food and shelter for other animals and insects of the prairie ecosystem. They also contribute to the permeability of the soil and pruning of the grasses.

**Suggestions:** When there are prairie dogs on land proposed for development, they should be a consideration in the development process. Management of prairie dogs is the preferred option. If that is not possible, relocation should be considered.

### Northern Arizona Audubon Bird Sanctuaries (Map 7)

**Importance:** Although no Arizona Audubon bird sanctuaries are certified as regionally important bird habitats and exceptional bird watching, they have one or more of the following attributes: a regionally high number of birds; a regionally high diversity of bird species; one or more regionally noteworthy species regularly or seasonally present. The sanctuaries are public amenities that potentially enhance property values in their surroundings.

### Cultural Sensitivity (Map 13)

**Description:** Artifacts, structures, and cultural relics.

**Importance:** Evidence of our past is important to defining our sense of place and our understanding of ourselves and our surroundings. Historical and archaeological evidence is widespread and can be found almost everywhere within the planning area.

**Suggestions:** Archaeological survey prior to development planning is recommended to identify sites so that plans can provide for their avoidance or mitigation, thus avoiding damage to historical or archaeological sites and expensive surprises late in planning. Note that Map 12 does not include the "Traditional Cultural Properties" on the San Francisco Peaks. Assistance with cultural sensitivity may be found through Northern Arizona University, Museum of Northern Arizona, and local consultants.

## Air Quality



Photo by: Tom Bean

The excellent air quality found within the Flagstaff region not only benefits the community with clean air, but also with a thriving, healthy ecological environment. Therefore, effective land use planning and proactive measures are critical to maintaining our air quality in the future, and new development and industry should be planned accordingly.

During the past decade, the Flagstaff region realized growth that increased air pollution-generating activities, such as on- and off- road vehicle emissions; rail traffic; residential, commercial, and industrial development; and wood-burning fireplaces. In addition to growth impacts, upwind stationary sources such as electrical power plants, mining operations, and other industries emit air pollutants that may affect our region. Violations of National Ambient Air Quality Standards have not occurred in Coconino County.

Beginning in August 2011, the U.S. Environmental Protection Agency put into effect stricter air quality standards. The potential impact of this would be if Coconino County, as the responsible agency for the non-attainment of any air quality issues, may initiate restrictions and limitations such as reduction or elimination of burn permits and, potentially, vehicle emissions testing. Over the years, however, City and County policy makers have realized the benefits of a clean-air environment and have been proactive to in minimizing the potential impacts. The following goals and policies continue to build upon these efforts and direction.

### AIR QUALITY GOALS AND POLICIES

#### **Goal E&C.I. Proactively improve and maintain the region's air quality.**

Policy E&C.I.1. Engage public agencies concerned with the improvement of air quality, and implement state and regional plans and programs to attain overall federal air quality standards (in particular ozone, particulate matter, and carbon monoxide) on a long-term basis.

Policy E&C.I.2. Pursue reduction of total emissions of high-priority pollutants from commercial and industrial sources and area-wide smoke emissions.

Policy E&C.I.3. Encourage strategies and partnerships to mitigate dust.

Policy E&C.I.4. Maintain air quality through pursuit of non-polluting industry and commercial enterprises.

Policy E&C.I.5. Seek feasible alternatives to reduce the smoke produced through prescribed burns and slash piles while continuing efforts to return fire to its natural role in the ecosystem.



## Climate Change and Adaptation

Changes to the climate system have been noted through observations of increases in global average air and ocean temperatures, widespread melting of snow and ice, and rising global average sea level (Intergovernmental Panel on Climate Change 2007). At the same time, weather patterns have become more extreme, with more intense and longer droughts, more extreme precipitation events, and increased heat waves. Many climate models predict further decreases in annual precipitation and increased temperatures for our region, which in turn are likely to result in changes to our vegetation and animal communities, as well as declines in agricultural productivity and food security.

### Local Climate Change Impacts

Recent warming in the Southwest has resulted in declines in spring snowpack and Colorado River flow. Key issues that the Southwest, including the Flagstaff region, must address include the following:

- Decreasing water supplies
- Reduction in annual snowpack and decrease in snowmelt
- Depleted soil moisture
- Increasing temperature, drought, wildfire, tree mortality, and invasive species
- Increased frequency and altered timing of flooding
- Impacts on the region's unique tourism and recreation opportunities
- Increasing risks to cities and agriculture from a changing climate
- Increased vulnerabilities of the lower income, poor, and elderly.

### Climate Adaptation and Mitigation

The region has historically faced climate risks, including forest fires, record warming, snow storms, high winds, flooding, and drought. These events affect every resident, and as the regional climate changes, these risks will become more frequent and severe. The effects of these extreme events may be lessened with preventative measures.

Mitigation of these risks refers to reducing the severity of climate change by decreasing greenhouse gas emissions and limiting their concentration in the atmosphere. The Flagstaff region has the opportunity to help mitigate the changes in climate, and simultaneously be ready for its effects by understanding the potential of wildfire, flooding, drought, and other effects of climate change and then preparing for such hazards. Individual preparation measures could include preparing our homes for potential fire, implementing stormwater management best practices, and becoming more water efficient. Personal home or business investments in water conservation and stormwater collection, energy efficiencies, walking, biking, bus-riding, recycling, re-using, and sharing also contribute to mitigating climate change.



*Photo credit: Coconino National Forest*



*Photo credit: Arizona Daily Sun*

At the community level, investing in critical public infrastructure such as reclaimed water, conservation, and stormwater collection; efficient use of energy resources; self-reliance on transportation options; food production and the ability to generate energy by means other than fossil fuels; and protecting and preparing the community for extreme weather events, flooding, wildfires, and other natural and human-caused hazards are examples of large-scale preparation (refer to the City of Flagstaff *Resiliency and Preparedness Study* (2012)).

For the purposes of the Flagstaff Regional Plan, how we develop land will have an impact on our reduction of greenhouse gas emissions and mitigation of climate change.



Photo credit: City of Flagstaff

## CLIMATE CHANGE AND ADAPTATION GOALS AND POLICIES



### **Goal E&C.2. Reduce greenhouse gas emissions.**

Policy E&C.2.1. Encourage the reduction of all energy consumption, especially fossil-fuel generated energy, in public, commercial, industrial, and residential sectors.

Policy E&C.2.2. Promote investments that strengthen climate resiliency.

### **Goal E&C.3. Strengthen community and natural environment resiliency through climate adaptation efforts.**

Policy E&C.3.1. Develop and implement a comprehensive and proactive approach to prepare the community for and to minimize the impacts of climate change induced hazards.

Policy E&C.3.2. Review and revise existing regulations, standards, and plans (codes, ordinances, etc.) to reduce the community's vulnerability to climate change impacts.

Policy E&C.3.3. Invest in forest health and watershed protection measures.

Policy E&C.3.4. Increase the region's preparedness for extreme climate events.

### **Goal E&C.4. Integrate available science into policies governing the use and conservation of Flagstaff's natural resources.**

Policy E&C.4.1. Assess vulnerabilities and risks of Flagstaff's natural resources.

Policy E&C.4.2. Develop water use policies that attempt to integrate current best projections of climate change effects on the Colorado Plateau's water resources and emphasize conservation.

## Dark Skies

The City of Flagstaff and the northern Arizona region have achieved worldwide recognition for innovative leadership in the protection of dark skies. Beginning with Ordinance 400 in 1958 that addressed searchlights, over a half-century of policy decisions and implementations have fostered an astronomy industry that now includes Lowell Observatory, the U.S. Naval Observatory, the Navy Prototype Optical Interferometer, the National Undergraduate Research Observatory, the U.S. Geological Survey Astrogeology Center, and the new Discovery Channel Telescope. Public support for protection of the night sky for both general enjoyment and professional deep space research has become an established element of community and regional identity.

Zoning Codes that restricted the amount of light per acre in outdoor lighting installations were approved by both the City and the County in 1989, and since then the codes have been periodically updated and strengthened. On October 24, 2001, Flagstaff was recognized as the world's First International Dark Sky City for its pioneering work balancing preservation of our night sky natural resource with concerns about public safety and economic security. Rather than allow this significant economic and cultural inheritance to be degraded, the region's hard-won reputation and accomplishments are acknowledged as vital assets that must continue to be enhanced.

To remain one of the premiere astronomic sites in the world, to properly recognize preservation of naturally dark night skies as a persistent expression of community values, and to better-utilize a critical economic and tourism attractant, the region must implement evolving standards that proactively address problems associated with increased artificial light, air pollution, illuminated signage, and development - both adjacent to major scientific instruments and within the region.

These goals can be realized by:

1. Addressing non-conforming lighting currently exempted by 'grandfathered' regulations; and
2. Developing tighter control of so-called "trespass" lighting that allows involuntarily impacts on properties beyond on-site uses.



*Photo by: Shabo Zhang*

### DARK SKIES GOALS AND POLICIES

**Goal E&C.5. Preserve dark skies as an unspoiled natural resource, basis for an important economic sector, and core element of community character.**

Policy E&C.5.1. Evaluate the impacts of the retention of dark skies regarding lighting infrastructure and regulatory changes, land use decisions or changes, and proposed transportation developments within the region.

Policy E&C.5.2. Encourage and incentivize voluntary reduction of "exempt" lighting that degrades night sky visibility, and work to prevent light trespass whenever possible in both public and private areas.

Policy E&C.5.3. Continue to enforce dark sky ordinances.

Policy E&C.5.4. Encourage uses within Lighting Zone I of the lighting codes of the City and County that do not require outdoor lighting, and discourage those which require all-night lighting.



## Ecosystem Health

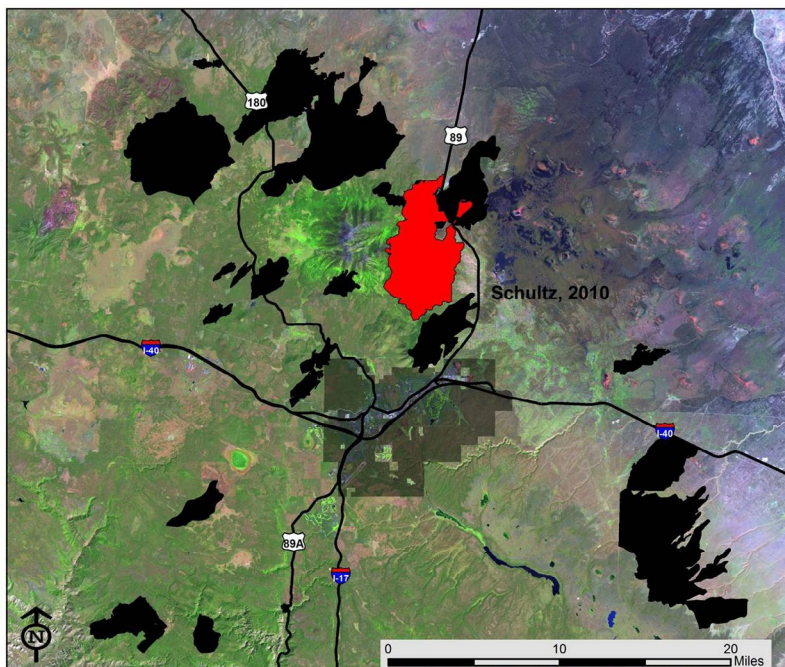
Collaborative resource management in the Flagstaff region is important since our ponderosa pine forest crosses ownership and management boundaries including private lands, Coconino National Forest, Walnut Canyon and Sunset Crater National Monuments, State Trust lands, and Camp Navajo. The forest and other ecosystems in the planning area represent a biologically interconnected landscape that is essential for our water supply, agriculture, tourism, and more. Ecosystem health is central to our community vitality. Therefore, land use and management decisions should be approached collaboratively and holistically.



Photo by: Tom Bean

Our forests are the source of our water and a critical aspect of our overall water infrastructure, no less important than wells, reservoirs, and water treatment facilities. Declines in forest health may lead to unnaturally high-intense wildfires and devastating post-fire flooding that pose serious risks to our water supply and infrastructure. For instance, the 2010 Schultz Pass wildfire destroyed 15,870 acres of National Forest, and the subsequent Schultz Pass flood caused millions of dollars in damages to homes, property, and roads. Repair and recovery efforts associated with post-fire flooding events and other associated damage now far exceed, on a national average, the suppression costs of the fire itself. In recognition of this threat, the City of Flagstaff passed a \$10 million “Forest Health and Water Supply Protection Project” bond in November 2012, the first of its kind in the United States. This effort will fund planning and forest treatments on nearly 11,000 acres of federal and state lands within two watersheds (Rio de Flag/Dry Lake Hills watershed) critical to the City. Reducing destructive fire potential in these areas will prevent inevitable post-fire flooding into the community and protect storage capacity and water quality of the Lake Mary reservoir and watershed. Together with ongoing watershed protection efforts such as the Greater Flagstaff Forests Partnership and

Four Forests Restoration Initiative, this work will go far in ensuring healthy forests and the protection of our water system.



The 2010 Schultz Fire burned over 15,000 acres in the Coconino National Forest including Schultz Peak.

■ Schultz Fire 2010   ■ Past Fires

Collaborative efforts are also improving the health of other regional ecosystems. Many of our grasslands, such as Forest Service areas on Anderson Mesa and private ranchlands around the San Francisco Peaks, have been altered by grazing, invasive weeds, shrub encroachment, and climatic changes. Restoration efforts by private landowners and public agencies have improved grassland conditions through shrub and weed removal and the return of native plants. Similar projects to restore pinyon-juniper woodlands may help return these habitats to a more natural fire regime and species composition, and improve the diversity of understory forbs and grasses to provide more desirable forage for wildlife. The Flagstaff area has a number of largely ephemeral wetlands

including Rogers Lake, Dry Lake, lakes and ponds on Anderson Mesa, and spring-fed wet meadows such as Pumphouse Meadow in Kachina Village. These rare and sensitive habitats provide valuable resources for wildlife, recreation, flood control, aquifer recharge, and other functions. Greater Flagstaff also features riparian areas with primarily intermittent flows and values similar to our wetlands such as the Rio de Flag, Walnut Creek, Sinclair Wash, and Pumphouse Wash. The successful multi-stakeholder effort to acquire and restore Picture Canyon on the Rio de Flag can serve as a model for further collaborative conservation efforts along the Rio de Flag and other watercourses in the planning area.

### Noxious and Invasive Weeds

Invasive and noxious weeds pose an increasing economic and ecological threat throughout the West. They have increased costs for landscape and maintenance along roads, school yards, parks, and other areas. Forest and grazing lands have been degraded, and unchecked infestations threaten greater losses. Such plants tend to spread rapidly, out-compete and displace native species, and disrupt ecosystem processes. If not controlled, invasive non-native plants reduce biodiversity, degrade wildlife habitat, and jeopardize endangered species.



Photo by: Tom Bean

## ECOSYSTEM HEALTH GOALS AND POLICIES

### 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.



Policy E&C.6.1. Encourage public awareness that the region's ponderosa pine forest is a fire-dependent ecosystem and strive to restore more natural and sustainable forest composition, structure, and processes.

Policy E&C.6.2. Encourage all landowners and land management agencies to emphasize forest ecosystem restoration and catastrophic fire risk reduction for the lands under their respective jurisdictions.

Policy E&C.6.3. Promote protection, conservation, and ecological restoration of the region's diverse ecosystem types and associated animals.

Policy E&C.6.4. Support collaborative efforts to return local native vegetation, channel structure and, where possible and applicable, preservation and restoration of in-stream flows to the region's riparian ecosystem.

Policy E&C.6.5. Preserve Flagstaff's wetland areas and discourage inappropriate development that may adversely affect them and the ecosystem services they provide.

Policy E&C.6.6. Support cooperative efforts for forest health initiatives or practices, such as the Four Forest Restoration Initiative (4FRI), to support healthy forests and protect our water system.

Policy E&C.6.7. Use best practices to control the spread of exotic and invasive plants, weeds, and animals, and eradicate where possible.

Policy E&C.6.8. Disturbed areas for improvements and landscaping for new developments shall emphasize the use of native, drought-tolerant or edible species appropriate to the area.

Policy E&C.6.9. Develop guidelines to minimize the use of herbicides, insecticides, and similar materials.

## Environmentally Sensitive Lands

Environmentally sensitive lands in the Flagstaff region include floodplains, riparian areas, wetlands, seeps and springs, and steep slopes. These areas contain critical resources and require special consideration in the development design and review process. Floodplains, riparian areas, and wetlands not only provide for the discharge of floodwaters and the recharge of aquifers, but also provide important habitat for plants and animals, wildlife movement corridors, and seasonal habitat for numerous bird species. Water courses of all types act as magnets for human settlement, recreation, and other activities. Seeps and springs provide essential water sources for natural ecosystems, as well as human communities. Steep slopes and ridgelines can be environmentally sensitive in the sense that they often have unstable, highly erodible soils; contain a wide range of vegetation types; and provide habitat for a diversity of bird and wildlife species. At the same time, prominent slopes and ridgelines can be attractive to property owners as building sites with spectacular views. Considering the rarity of these types of environmentally sensitive lands and their high environmental values, it is important to ensure a balance between environmental and human needs when development decisions may encroach upon such areas.

### ENVIRONMENTALLY SENSITIVE LANDS GOALS AND POLICIES

#### **Goal E&C.7. Give special consideration to environmentally sensitive lands in the development design and review process.**

Policy E&C.7.1. Design development proposals and other land management activities to minimize the alteration of natural landforms and maximize conservation of distinctive natural features.

Policy E&C.7.2. Favor the use of available mechanisms at the City and County level for the preservation of environmentally sensitive lands, including but not limited to public acquisition, conservation easements, transfer of development rights, or clustered development with open space designations.



## Natural Quiet

Just steps from Flagstaff's urban core, one can leave the commotion of the city and walk into forested serenity or vast open spaces. This convenient and quick access to nature is one of the many reasons people live in and visit Flagstaff. As development occurs on the urban fringe and visitor and recreation traffic increases, maintaining a naturally quiet surrounding environment is paramount. Future development should address noise issues through land use and site planning that appropriately locates intensive land uses, and includes buffers between uses and highway corridors.

### NATURAL QUIET GOALS AND POLICIES

#### **Goal E&C.8. Maintain areas of natural quiet and reduce noise pollution.**

Policy E&C.8.1. Establish location-appropriate sound management tools with measurable criteria.

Policy E&C.8.2. Evaluate land uses and transportation proposals for their potential noise impacts.



## Soils

The geology of Coconino County has directly affected the formation of various soils due, in part, to the composition of bedrock materials, topography, geologic structures, and the influence of land form on climatic patterns. Soils in the area vary widely in type and character, ranging in composition from coarse-grained, well-drained materials to expansive fine-grained soils. Structural requirements differ accordingly, and construction techniques will adapt to the soil conditions for building stability.

Soils with high expansive potential can heave if the water content of the soil increases. Typical moisture sources that initiate this type of movement are rainfall, snowmelt, and excess landscape watering. This movement can result in drywall cracking, warped windows and doors, and eventually structural distress. Water leaks from utilities can cause extreme damage in these types of soils. Conventional shallow spread footings and slabs-on-grade are often not suitable for use on expansive soil sites. Post-tensioned slab-on-ground or drilled pier and grade beam foundation systems are some of the typical solutions. Other possible site preparation treatments for this type of condition include removal of the clay soils and replacement with low expansive engineered fill material, or lime stabilization of the site soils.

Other considerations include areas with collapsible soils and areas of high groundwater. High groundwater can create substantial limitations for conventional septic systems. The areas with limitations are generally dispersed throughout the planning area. A site-specific geotechnical evaluation is required to identify limitations and provide detailed design parameters.

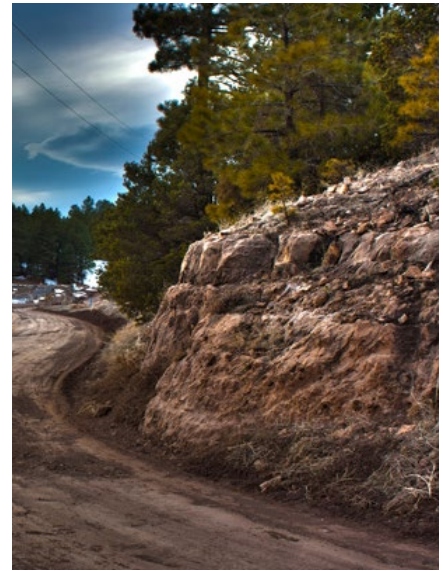


Photo by: Jeremy Ferguson

### SOILS GOALS AND POLICIES

#### **Goal E&C.9. Protect soils through conservation practices.**

Policy E&C.9.1. County Policy: In areas of shallow or poor soils where standard on-site wastewater systems are not feasible, give preference to very low-density development, integrated conservation design, a centralized treatment facility, and technologically advanced environmentally sensitive systems.

Policy E&C.9.2. Construction projects employ strategies to minimize disturbed area, soil compaction, soil erosion, and destruction of vegetation.



## Wildlife



*Photo credit: Arizona Game & Fish Department*

The Flagstaff region boasts an abundance of wildlife that is highly valued by residents and visitors alike. Wildlife-based recreation, ranging from bird-watching to hunting, draws visitors from around the state and beyond, and contributes directly to the region's economy. Our community strongly supports the stewardship of wildlife and their habitats. Proactive planning and land management will help ensure that as Flagstaff grows we continue to enjoy healthy populations of native wildlife, by maintaining the habitats and movement corridors on which they depend.

Our forest, grassland, wetland, and other ecosystems support a diverse array of wildlife species. Most of these species use multiple habitats during the day and/or year to support their activities. Breeding songbirds often forage in areas different from where they nest, while bald eagles and elk migrate seasonally over considerable distances to secure food and other resources. It is also important to conserve localized habitats needed by smaller, less-mobile species such as amphibians (wetlands and riparian areas), reptiles (basalt outcrops), and small mammals (prairies and forest meadows). These species often provide prey for larger animals and may have difficulty finding suitable areas if their current habitat is lost. Maintaining habitat connectivity through conservation of wildlife linkages or “corridors” is also critical to the long-term stability of wildlife populations. These corridors may be relatively broad, or limited to narrower corridor-like features such as forested ridges, canyons, and riparian zones. The wildlife linkage just west of Flagstaff known as the “Woody Ridge Corridor,” which connects habitat on the San Francisco Peaks to lower-elevation areas near the Mogollon Rim, is of particular importance for many species of local wildlife. Effective wildlife conservation thus requires considering the potential effects of land use decisions in their broader landscape context.

Natural and human-caused landscape modifications including drought, altered fire frequency, introduction of non-native plants and animals, and development may degrade or reduce habitat for wildlife. However, keeping wildlife in mind during planning and land use decisions, be it the design of subdivisions, siting of transportation corridors and trails, or development of renewable energy facilities, can help avoid or minimize negative impacts. Moreover, proactive conservation of sensitive and declining species in the near-term may prevent their listing as threatened or endangered in the future and help avoid the land use restrictions which listing entails. Ensuring stable populations of native wildlife also has broader benefits. Wildlife perform key ecological functions such as pollination, control of pest and disease organisms, seed dispersal, and many others that collectively help to maintain the integrity of our local ecosystems and the “ecosystem services” they provide. Conservation initiatives that preserve the full spectrum of native wildlife and the habitats on which they depend, such as the Four Forests Restoration Initiative, will help to ensure that Flagstaff residents continue to receive these natural benefits for years to come.

The Arizona Game and Fish Department (AGFD) has developed and is proactive in implementing the *Arizona State Wildlife Action Plan* (2005-2015), *Coconino County Wildlife Linkages Report* (2011), and Interagency Management Plan for Gunnison's Prairie Dogs. These plans were developed on the premise that the most effective way to conserve rare, declining, and common wildlife is to restore and conserve healthy areas for them to live. AGFD is also collaborating with partners, including the City of Flagstaff, to develop a network of watchable wildlife sites, known as the Arizona Watchable Wildlife Experience (AWWE), to promote ecotourism in the planning area. The wildlife corridors, habitat areas, and watchable wildlife sites, as established by AGFD, form an important layer within the *Flagstaff Regional Plan* open space planning maps (refer to the Open Space chapter).

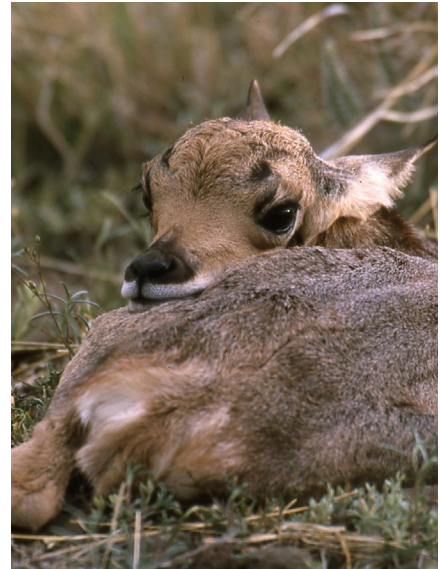


Photo credit: Arizona Game & Fish Department

## WILDLIFE GOALS AND POLICIES

### **Goal E&C.10. Protect indigenous wildlife populations, localized and larger-scale wildlife habitats, ecosystem processes, and wildlife movement areas throughout the planning area.**

Policy E&C.10.1. Encourage local development to protect, conserve, and when possible enhance and restore wildlife habitat.

Policy E&C.10.2. Protect, conserve, and when possible enhance and restore wildlife habitat on public land.

Policy E&C.10.3. Protect sensitive and uncommon habitats such as ephemeral wetlands, riparian habitats, springs and seeps, rare plant communities, and open prairie ecosystems including the physical elements such as water sources and soil types on which they depend through open space acquisition efforts, avoiding these features in the design of subdivisions and other development, etc.

Policy E&C.10.4. Support the control and removal of terrestrial and aquatic exotic and invasive animals.

Policy E&C.10.5. Support the development of watchable wildlife recreation opportunities.

Policy E&C.10.6. Conserve and restore important wildlife corridors throughout the planning area to allow wildlife to find suitable habitat in the face of climate change by moving along vegetational and elevational gradients.



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# OPEN SPACE

**Open space** is a complex mosaic of undeveloped, or minimally developed lands, with a wide variety of qualities, values, and purposes, which affects all other components of the *Flagstaff Regional Plan*. The area encompassed by the *Flagstaff Regional Plan* holds enormously diverse open space from high-elevation wetland meadows to nationally significant geologic formations. Planning for open space can ensure preservation of these important resources.

While open space conservation is a goal set forth in the *Flagstaff Regional Plan*, the intent is not to take away development rights that currently exist. This discussion of our open space resources merely highlights the important ecological and sensitive features of our community and offers tools that can be used to conserve our unique resources.

The *Flagstaff Area Open Spaces and Greenways Plan (OSGWP)*, an interagency guide adopted in 1998, classifies open space into a hierarchy of five categories below intended to deliver a full range of open space values. Participating agencies included the City of Flagstaff, Coconino County, Arizona State Land Department, Arizona Game and Fish Department, Coconino National Forest, and the National Park Service, as well as numerous citizens and local organizations.

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## Our Vision for the Future

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In 2030, the Flagstaff region maintains a healthy system of open lands supporting the natural environment and our quality of life through stewardship by regional stakeholders.

### Inside this Chapter:

Natural Resources and Open Space	V-2
Open Space Planning	V-2
Applying an Open Space Plan	V-4

### Helpful Terms

**“Open Space”** - undeveloped or minimally developed lands that have been designated to remain undeveloped, be preserved to protect natural resources, serve as a buffer, and provide opportunities for recreation that requires no facilities. Such recreational uses include walking, trail running, biking, photography, and sitting quietly. Open spaces differ from parks in that open spaces do not have the developed facilities that are traditionally associated with city parks, such as stadium-style lighting, bleachers, playground equipment, and competitive sports fields.

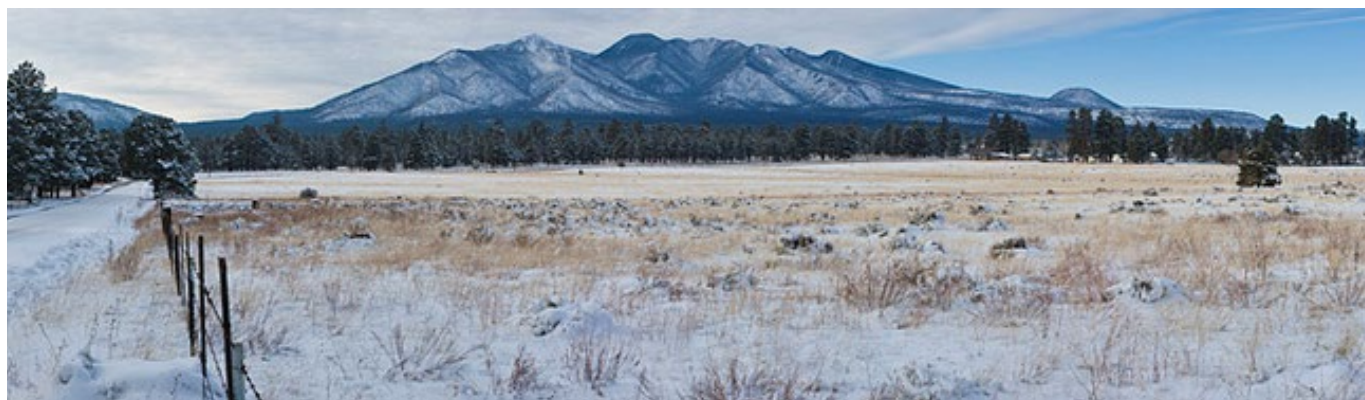


Photo by: Jeremy Ferguson



Photo by: Jeremy Ferguson

Open space planning also takes the proximity and edge characteristics of the five categories into consideration because such spatial relationships affect the quality of the more natural open space categories.

**Primitive**—exhibits natural conditions with little evidence of current human activities.

**Semi-primitive**—shows some evidence of past human activities, but retains substantially natural-appearing conditions; access is restricted and the area serves as key or high quality wildlife habitat.

**Multiple-use/Conservation**—appears natural but shows some evidence of past human activities; often accessible by two-wheel drive vehicles with moderate to high levels of use.

**Neighborhoods**—open spaces near residential areas that are easily accessible for after-work recreational activities such as hiking, biking, or horseback riding; highly accessible with a high level of use.

**Cultural/Historical/Recreational**—highly modified by human facilities, including developed recreation sites and a combination of natural and modified landscapes.

## Natural Resources and Open Space

This Plan identifies those sensitive ecological resources essential to our community's character and ecosystem health that are to be considered in open space planning.

Maps 6, 7 and 8 provide a comprehensive inventory of open space areas, recreational resources, and designated points of access to open space areas and resources in the Flagstaff region. These maps should be used by the City and County Open Space Commissions when developing their strategic plans. Significant slopes and drainages include those of Observatory Mesa (Mars Hill), McMillan Mesa, the base of Mt. Elden and other foothills to the north; and the Rio de Flag, Bow and Arrow, Sinclair, and Switzer Canyon washes. Map 8 indicates water courses and washes as well as highlights wildlife corridors, watchable wildlife opportunities, and Northern Arizona Audubon bird sanctuaries, in addition to plant communities and geological resources.

Much of the perceived open space within the City is actually vacant parcels with development rights. The City and County will continue to preserve quality open space as much as is feasible, but legally, must use the tools identified in this chapter for open space planning, acquisition, and conservation.

## Open Space Planning

Open space is defined and promoted as a community-wide priority in *A Vision for Our Community: Flagstaff 2020* (1997), and was the main impetus for the OSGWP. Public policies implemented through the *Flagstaff Area Regional Land Use and Transportation Plan* (2001) also provide for open space planning. The City and County have funding mechanisms in place to support acquisition and development of parks, trails, and open space.

In 1996 Arizona adopted the Arizona Preserve Initiative, which encourages preservation of select parcels of State Trust land in and around urban areas as open space to benefit future generations. State Trust lands are sold at public auction. In 2001 and 2002 both the City of Flagstaff and Coconino County petitioned the State Land Department to reclassify certain State Trust lands within the FMPO boundary at Walnut Canyon, Picture Canyon, Observatory Mesa, Old Growth Forest, Rogers Lake, and Fort Tuthill for eventual acquisition through the Arizona

Preserve Initiative. In 2010, Coconino County acquired Rogers Lake through this process. In 2012, the City successfully acquired 477.8 acres of land at Picture Canyon for conservation purposes.

Preservation and acquisition efforts have culminated in thousands of acres now conserved as open space: preservation of the Dry Lake caldera and conveyance of the land to the Forest Service, County acquisition and preservation of wetlands at Kachina Village, and most recently, the County's acquisition of State Trust lands at Rogers Lake and the City's acquisition of Picture Canyon as described above.

"The street ends like most Flagstaff streets still do, in spite of the demands of development, where open space and urban trails begin."

- Roxanne George, "The View from Here: Contemporary Essays by Flagstaff Authors"

The Flagstaff Urban Trails System (FUTS) provides access to open space and links to rural corridors through trails obtained by acquisitions or easements (FUTS Map 27). This Plan envisions that National Forest and publicly acquired State Trust lands will form an open space system that, for the most part, surrounds the City geographically and defines County communities. The Plan balances the needs of people and ecosystem health to retain and improve pedestrian access to open space within 15 minutes of any neighborhood, preserve important wildlife linkages and habitat, and protect surface water.

The paragraphs below outline environmental and open space planning efforts currently implemented in the Flagstaff region. These plans and implementation tools reveal an inter-agency and institutional framework already at work in planning efforts that includes the City of Flagstaff, Coconino County, Flagstaff Municipal Planning Organization, Arizona Game and Fish Department, Arizona State Land Department, U.S. Fish and Wildlife Service, U.S. Forest Service, and National Park Service, as well as Lowell Observatory, the Naval Observatory, and Camp Navajo. Future planning to identify open space for acquisition and management will benefit from a deliberate collaborative effort between these agencies, private citizens, and non-governmental groups such as Friends of the Rio, Friends of Walnut Canyon, and Habitat Harmony.

The *Coconino County Comprehensive Plan* (2003) is a conservation-based planning document built upon a conservation framework and ecological principles. It states that humans are an integral component of the ecosystem, play a crucial role in shaping our environment, and are responsible for proper stewardship of natural areas. Coordinated open space planning between the County and City is a priority.

The Arizona Game and Fish Department is proactive in developing and implementing the *Arizona State Wildlife Action Plan* (2005-2015), *Coconino County Wildlife Linkages Report* (March 2011), and *Interagency Management Plan for Gunnison's Prairie Dogs*. These plans are based on the premise that the most effective way to conserve rare, declining, or common wildlife is to restore and conserve healthy habitat. Wildlife corridors, habitat areas, and watchable wildlife sites, as established by the Arizona Game and Fish Department, form an important layer within the *Flagstaff Regional Plan* open space planning maps.

The *Coconino National Forest Land and Resource Management Plan* takes into consideration all lands administered by the U.S. Forest Service within the *Flagstaff Regional Plan's* boundaries including the Snowbowl area and the Lake Mary Ecosystem. Among other environmental concerns, the plan highlights wildlife habitat and riparian waterways. Signed in 1987 and amended many times since, the existing plan is currently undergoing comprehensive revision. The *Coconino National Forest Land and Resource Management Plan* should be coordinated with *Flagstaff Regional Plan* open space and recreation planning policies.

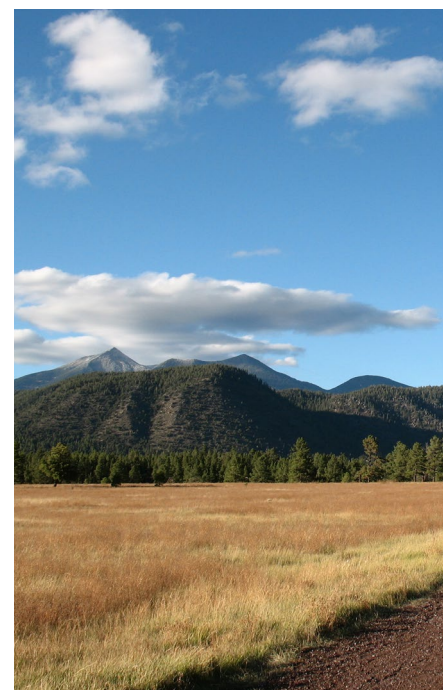


Photo credit: City of Flagstaff

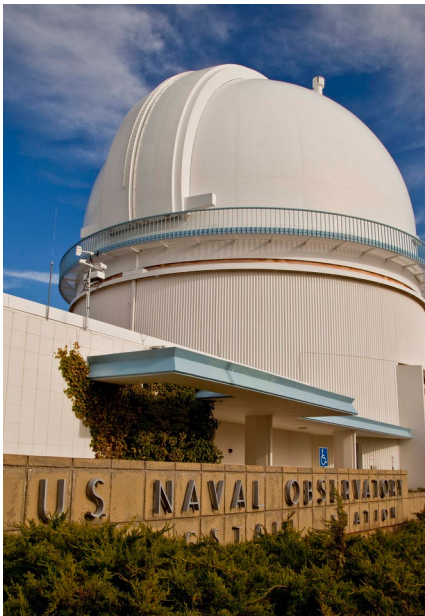


Photo by: Shaobo Zhang

The U.S. Naval Observatory Flagstaff Station (NOFS) is the Department of Defense dark-sky observing facility for optical and near-infrared astronomy. The *Naval Observatory Station Flagstaff Integrated Natural Resources Management Plan* is therefore a federal plan that requires input and concurrence from the U.S. Fish and Wildlife Service and the Arizona Game and Fish Department. The needs of both the Naval and Lowell observatories are highly respected in open space planning.

## Applying an Open Space Plan

An important task of this Plan is to address where open space should be preserved, regardless of ownership, thus defining where sustainable urban expansion can occur. As described in Chapter IV - Environmental Planning and Conservation, future development should strive to balance the preservation of important open space lands for use as wildlife habitat and corridors, riparian waterways, and floodplains, while allowing appropriate urban development in less sensitive areas.

One of this Plan's goals is to maintain Flagstaff's quality of life by balancing development with the retention of open spaces and natural areas. Specific values and objectives include the following:

### Open Space Community Partners

Cooperation among partners, including government agencies and non-profits, can result in effective conservation measures and maximum optimization of all conservation options. A Land Trust to manage conservation lands currently does not exist in the northern Arizona region although the Diablo Trust, which protects existing ranch lands and collaborates with the Central Arizona Land Trust ([www.centrallandtrust.org](http://www.centrallandtrust.org)), could possibly be called upon to advise or even act as an interim manager if the community so decides.

### Non-Profit Partners

Grand Canyon Trust  
Central Arizona Land Trust  
Friends of Walnut Canyon  
Picture Canyon Working Group  
Friends of Coconino County Parks  
Friends of the Rio  
Friends of Flagstaff's Future  
Habitat Harmony  
Friends of Northern Arizona  
Forests  
Nature Conservancy

- Promote an open space green belt that connects rural and urban open spaces
- Link trails
- Contain and direct growth and development
- Develop non-motorized transportation corridors
- Support recreational opportunities
- Protect the area's scenic quality
- Protect lands with significant historic or cultural resources
- Provide wildlife movement corridors
- Preserve wildlife habitat
- Foster healthy watershed and air quality
- Safeguard people and property through flood control and by limiting development in flood prone areas
- Utilize open space to prevent encroachment into floodplains.
- Preserve significant natural areas characterized by unusual terrain, scenic vistas, unique geologic formations, intact or unique vegetation, or wildlife habitat
- Preserve open space for future land use needs
- Provide urban parks and open space around compact building development
- Preserve a buffer between urban development and National Forest lands.

With the purchase of Picture Canyon by the City of Flagstaff in December 2012 the vision to create the Picture Canyon Natural and Cultural Preserve as permanent designated open space will be realized. Picture Canyon fully embodies the values and objectives listed above and will serve as an everlasting tribute to the unique characteristics and qualities of our region.

**89%** of residents favor the preservation of open space within the City.

- 2010 Community Values Survey

Open space lands that have been designated for open space purposes are intended for protection through various mechanisms, including but not limited to, conservation easements, conservation financing, zoning designation, and purchase of development rights (refer to “Tools for Open Space Planning, Acquisition, and Conservation”). Lands designated as open space and which have been protected from development may include a complex mosaic of undeveloped or minimally developed lands with a wide variety of qualities, values, and purposes, including natural areas, heritage and cultural areas, parks and recreation areas, agricultural lands, trails, and scenic views, viewsheds, and vistas. Private land may only be included as designated open space at the request of the land owner. Open space lands do not include vacant land that may be publicly- or privately-owned.

## OPEN SPACE GOALS AND POLICIES



**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.**

Policy OS.1.1. Establish a Conservation Land System supported by stakeholders (federal, state, city, county, non-profit, and interested citizens) to inventory, map, update, and manage the region’s green infrastructure including open space planning, acquisition, conservation, protection, and long-term management and maintenance.

Policy OS.1.2. While observing private property rights, preserve natural resources and priority open lands, under the general guidance of the *Flagstaff Area Open Space and Greenways Plan* and the Natural Environment maps.

Policy OS.1.3. Use open spaces as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats.

Policy OS.1.4. Use open space as opportunities for non-motorized connectivity, to interact with nature, and to enjoy the views and quiet.

Policy OS.1.5. Integrate open space qualities into the built environment.

## Tools for Open Space Planning, Acquisition, and Conservation

1. **Conservation Easements:** These are used throughout the United States to permanently protect land from development by purchasing or donating land for tax benefits. A conservation easement is a voluntary, legally binding agreement that limits certain types of uses while protecting the property's ecological services and open space values. Conservation easements can be held by a private non-profit land trust or a governmental agency.
2. **Open Space Acquisitions - Coconino County:** In 2002, Coconino County voters approved the Coconino Parks and Open Space Tax (CPOS), which is funded with a 1/8 of 1 cent sales tax (approximately \$1.63 per month per person) for a maximum fund amount of \$33 million. The voters supported this ballot measure to acquire open space, redevelop existing County parks, and develop new parks. Since 2002, over 2,300 acres of open space has been acquired and new park development has been completed. In order to engage in future open space acquisitions, consideration should be given to a reauthorization of the CPOS tax that will require voter approval by 2014.
3. **Open Space Acquisitions - City of Flagstaff:** In 2004, Flagstaff voters authorized a bond issue up to \$7.6 million for "Neighborhood Open Space and FUTS Land Acquisition" over a 10-year period (2004-2014). To date, \$6.7 million has been allocated by the City for the purposes of acquiring open space, including Picture Canyon, which was purchased in 2012 from State Trust land. Reauthorization of bond financing for open space acquisition would require voter approval in 2014.
4. **Conservation Financing:** Taxes and bonds are two ways to finance public investment in open space. Other financing mechanisms to consider are Arizona Growing Smarter Grants, Development Impact Fees, and Infrastructure Financing Districts. A number of financing opportunities may need to be combined to acquire, preserve, and manage the desired open space and trail system.
5. **Purchase of Development Rights:** The ownership of land may be considered to be possession of a "bundle of rights" associated with that land and its associated zoning. These rights include the right to possess, use, modify, develop, lease, or sell the land. The purchase of development rights involves the voluntary sale of that right while leaving all the remaining rights as before. The purchase may be made by a non-profit land trust or local government. Once an agreement is made, a permanent deed restriction is placed on the property that restricts the types of activity that may take place on the land in perpetuity. In this way, the parcel remains as agricultural or as open space forever.
6. **Transfer of Development Rights (TDR):** Arizona State law allows developers in urban "receiving" areas to buy development rights to land in rural "sending" areas; the transfer of rights allows the developers to increase the density of their developments on the receiving property. Development of the "sending" land is prohibited through an easement, but the landowner retains ownership, including the right to use the land for such uses as open space, farming, and forestry.
7. **Zoning:** Within the City the Public Lands Forest (PLF) Zone applies to areas of the city designated as National Forest while the Public Open Space (POS) Zone may be applied to areas that are appropriate for designation as public open space to allow for resource protection in an essentially undeveloped state. Once a parcel is purchased, traded, or donated for open space in the City, a zoning change to POS status should occur to recognize the new designation. The County Zoning Ordinance also includes an Open Space and Conservation Zone for the purpose of zoning open space.
8. **Green Infrastructure:** Map 8 (in Chapter IV - Environmental Planning and Conservation) includes open space, parks, recreation, trails, environmental conservation areas, wildlife corridors and habitats, and water ways in what is known as the region's "green infrastructure." This could be the precursor to a "Conservation Land System."
9. **Conservation Land System (CLS):** A Conservation Lands System is intended to be a combined city/county system that includes the FUTS, City and County parks, natural areas and open space, and the different organizations administering or connecting to those areas (e.g. City and County, Forest Service, Museum of Northern Arizona, etc.). Participation of the City and County in the Conservation Lands System is essential to its success. The purpose of the system is to coordinate the different types of uses and organizations so that they work together for public benefit. Examples of where coordination has been accomplished or is ongoing are the connection of FUTS to the County trail system at Fort Tuthill County Park with connectivity to the Flagstaff Loop Trail and US Forest Service Trails and connecting Thorpe Park to the FUTS which may connect through Observatory Mesa to Forest Service trails.



# WATER RESOURCES

Addressing **water resources** on a regional basis is challenging and complex. Although the entire *Flagstaff Regional Plan* area relies generally on the same resources (groundwater and surface water), the management and delivery of the water involves a number of different systems. The City of Flagstaff is the primary water provider within the region, serving most property within the City's jurisdictional boundary and also to water haulers (commercial and individuals) who transport the water to homes and businesses within the unincorporated areas of the county. Coconino County is not a water provider, but there are a variety of private water systems serving some of the outlying county communities and subdivisions, as well as small wells serving individual homes. As a natural resource, water knows no jurisdictional boundaries; the commodity of water, however, has been relegated to jurisdictions for regulatory and delivery purposes.

## Inside this Chapter:

Where Does Our Water Come From?	VI-2
Planning to Meet Future Demands	VI-9
Stormwater and Watershed Management	VI-14
Water Quality	VI-19

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## Our Vision for the Future

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In 2030, the region's water supply is maintained through conservation, re-use, innovative treatment technologies, and smart development choices.

The City's *Water Resources Sustainability Study* (July 2012) and the Water Resources chapter of the *Utilities Integrated Master Plan* (Draft, 2013) begin to address the idea of a sustainable water supply. While the State of Arizona requires the *Flagstaff Regional Plan* to address the commodity of water to serve human needs, the City of Flagstaff and Coconino County both recognize the need to address the resource in a natural systems sense as well. This chapter addresses water resources available to the region including the regulatory framework for water resources, and the current efforts to address water resource issues through a regional partnership.

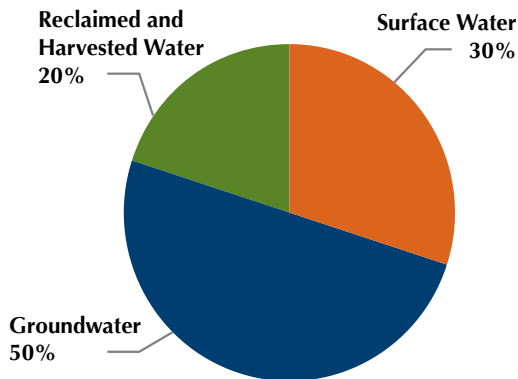


Photo by: Tom Bean

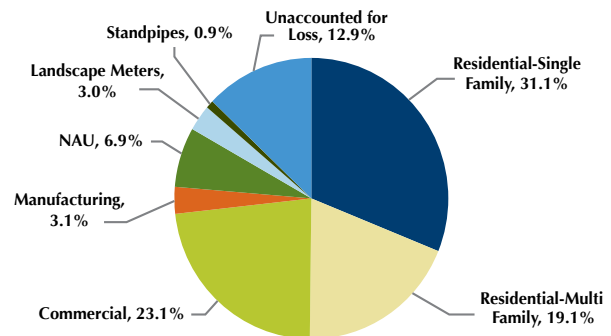
## Where Does Our Water Come From?

In the Flagstaff region, we rely on surface water, groundwater, and reclaimed water to serve our residential, commercial, industrial, and recreational needs. We manage water resources, an integral part of which is conservation planning, with the intent to sustain our water supplies and quality for future generations.

**City of Flagstaff 5-Year (2008-2012)  
Municipal Water Produced**



**2012 Potable Water Use  
by Customer Class**



SOURCE: City of Flagstaff, Utilities Division: Annual Report to the Water Commission, 2013

### Helpful Terms

**“Acre-foot”** is the volume of water that covers one acre at a depth of one foot.

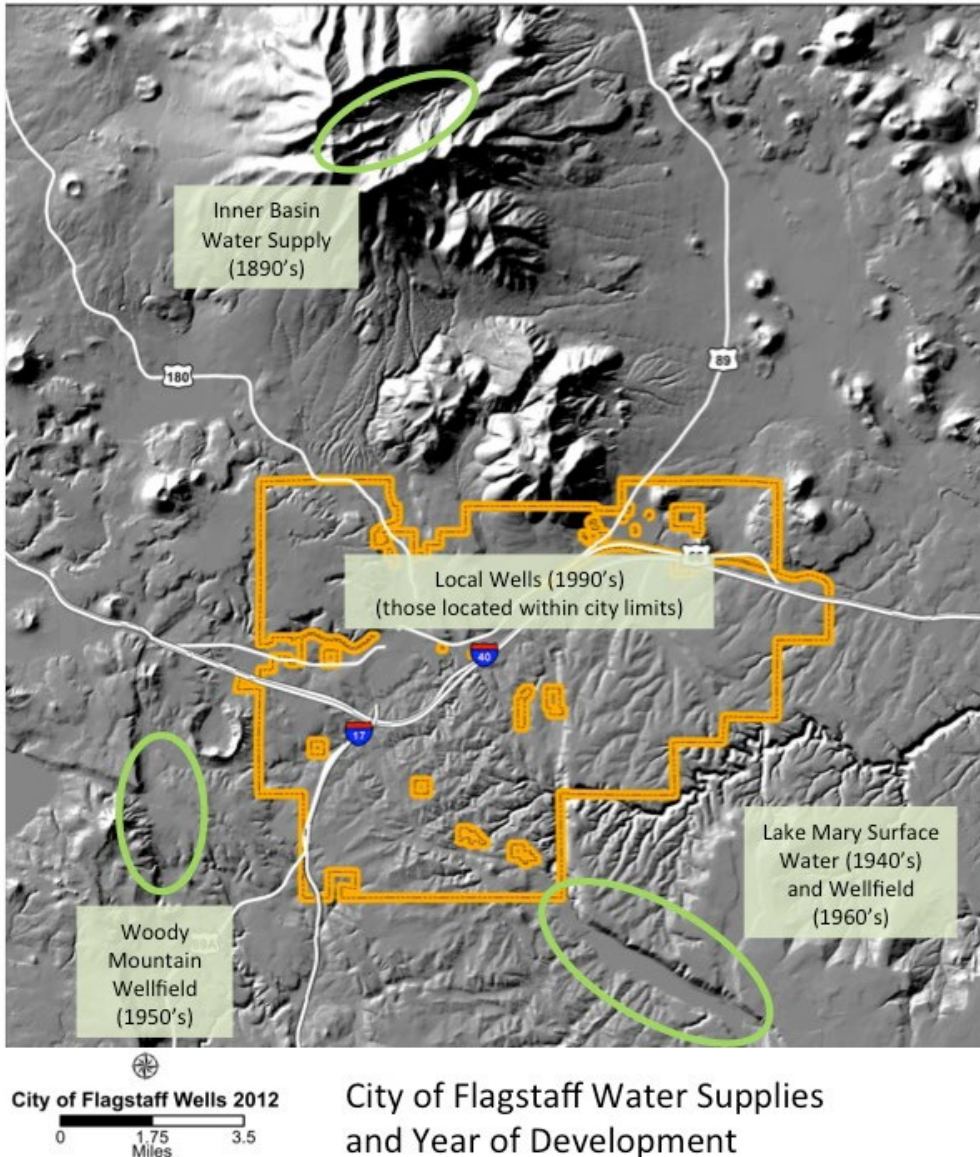
### Surface Water

None of the unincorporated areas within the *Flagstaff Regional Plan* boundary rely on surface water for domestic supply. However, surface waters were the first supplies to be developed by the City of Flagstaff. The City has two primary surface water supplies, the San Francisco Peaks Inner Basin and Upper Lake Mary, which are significant sources of renewable water. Both of these supplies play an important role in the City’s water development history dating back to the 1890s and 1940s, respectively. However, these supplies are often subject to the impacts of drought, and have occasionally been unreliable in the past. In 2012, these renewable surface water sources made up just 9 percent (935 acre-feet) of the City of Flagstaff’s total water delivery to its customers. Since the late 1940s, however, this supply has provided 31 percent of potable water deliveries, and in the past five years has provided 30 percent of all municipal water produced (including reclaimed water). It is important to note that the Inner Basin supply was offline for two years following the Schultz Fire and subsequent debris flows of 2010. The Inner Basin supply has provided on average 10 percent of the potable water delivered since the late 1940s. Surface water in the planning area is collected in the drainage basins shown on Map 9.

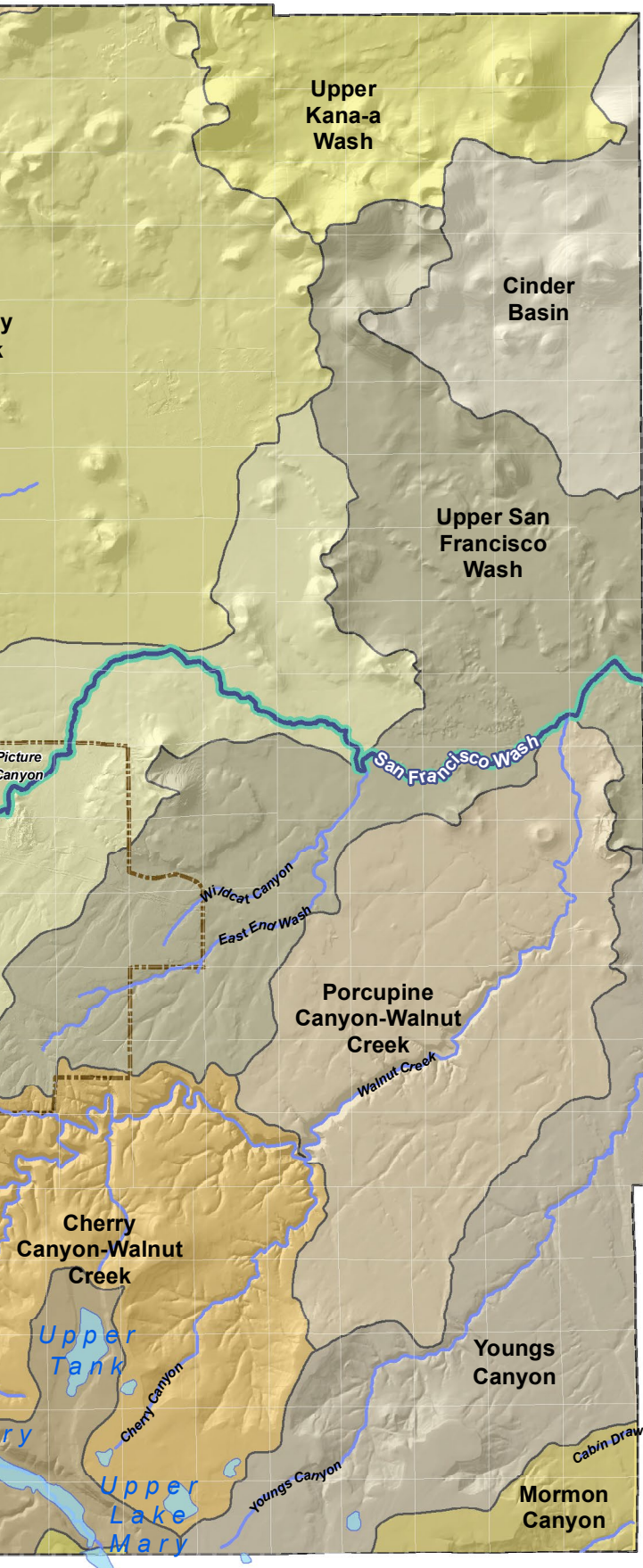


Construction at one of 28 sites along the Waterline Road and water pipeline that were damaged following the Schultz Fire and subsequent monsoon storms of 2010. The pipeline has delivered water from the Inner Basin to the City of Flagstaff since the 1890s.

Photo credit: City of Flagstaff Utilities Division (2012)



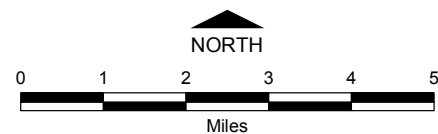




**Map 9:**  
**DRAINAGE BASINS**



The presence of natural, cultural, and heritage resources does not preclude private development entitlements. See Appendix C for full dataset list. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.

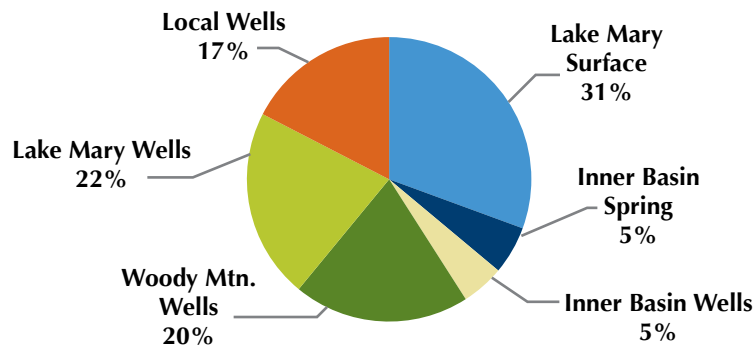


**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Groundwater

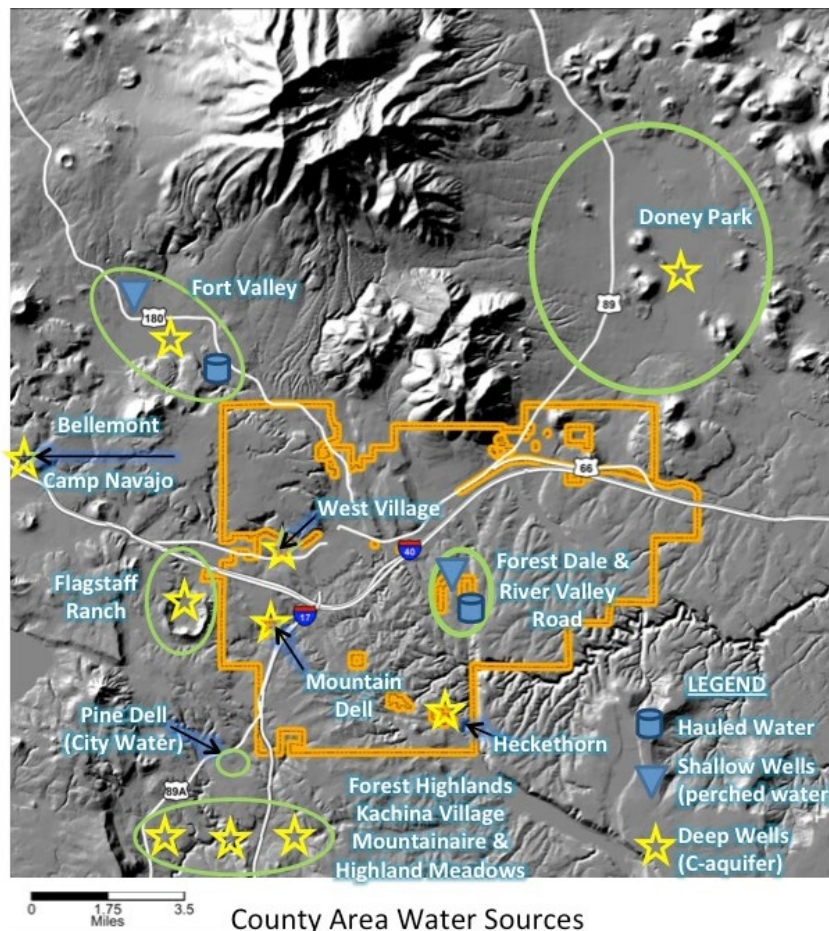
Due to the unpredictability of surface water supplies from impacts such as historical drought, the City of Flagstaff searched for a more reliable water supply in the 1950s and started developing wells. Over the past 60 years, the City has increasingly relied upon groundwater as its primary water supply. While this supply has been very reliable over time, due to the great depths at which the regional aquifer exists, typically over 1,100 feet it is extremely expensive. In 2012, groundwater made up 72 percent (7,524 acre-feet) of the City's total water deliveries to its customers. Since the 1940's groundwater has supplied 59 percent of potable water delivered.

### Historic Average (1949-2012)



SOURCE: City of Flagstaff, Utilities Division: Annual Report to the Water Commission, 2013

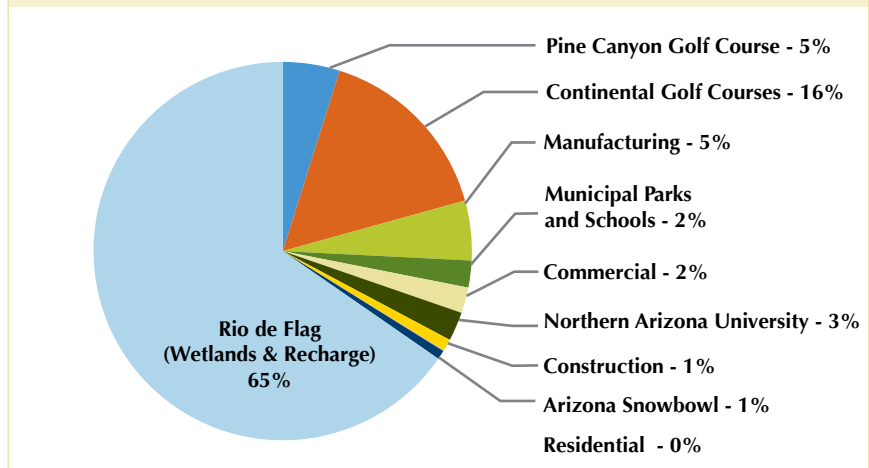
County residents who are not part of the City of Flagstaff's water distribution system obtain water in a variety of ways, including public community water systems, owner cooperatives, Domestic Water Improvement Districts, shared wells, individual wells, and hauled water. Coconino County has no regulatory authority over the operation of these systems, and they fall under a variety of agencies for regulatory review. The most reliable water supply providing service to the unincorporated county areas rely primarily on the same regional aquifer as the City. The systems that rely on this groundwater supply include Bellemont (Flagstaff Meadows, Bellemont Water Company and the Railroad Well), Camp Navajo, Doney Park Water, Kachina Village Improvement District (serving Kachina Village and reclaimed water to Forest Highlands), Flagstaff Ranch, Forest Highlands, Heckethorn, Mountain Dell and West Village. Others, particularly individual residential wells in the Fort Valley, River Valley Road and Forest Dale area, draw from shallow, perched aquifers, which are not considered reliable for municipal supply. Water hauling is also common for those communities.



## Reclaimed Water

The City of Flagstaff began treating its wastewater in the mid-1980s to a quality sufficient to reuse or recycle. This “reclaimed water” was first delivered directly to golf courses for irrigation. The unused remaining treated reclaimed water was then discharged into the Rio de Flag, thereby recharging the groundwater aquifer. In the mid-1990s the City constructed its second water reclamation facility and expanded its water reuse program. Today reclaimed water is directly served to 38 customers at over 70 locations. Additionally, since the mid-1980s the City has recharged nearly 97,000 acre-feet back to the aquifer via the Rio de Flag. In 2012, directly delivered reclaimed water made up 19 percent (2,050 acre-feet) of the City’s total water deliveries while recharging approximately 3,800 acre-feet via discharge into the Rio de Flag and back to the aquifer.

### Reclaimed Water Delivered 2012 City of Flagstaff



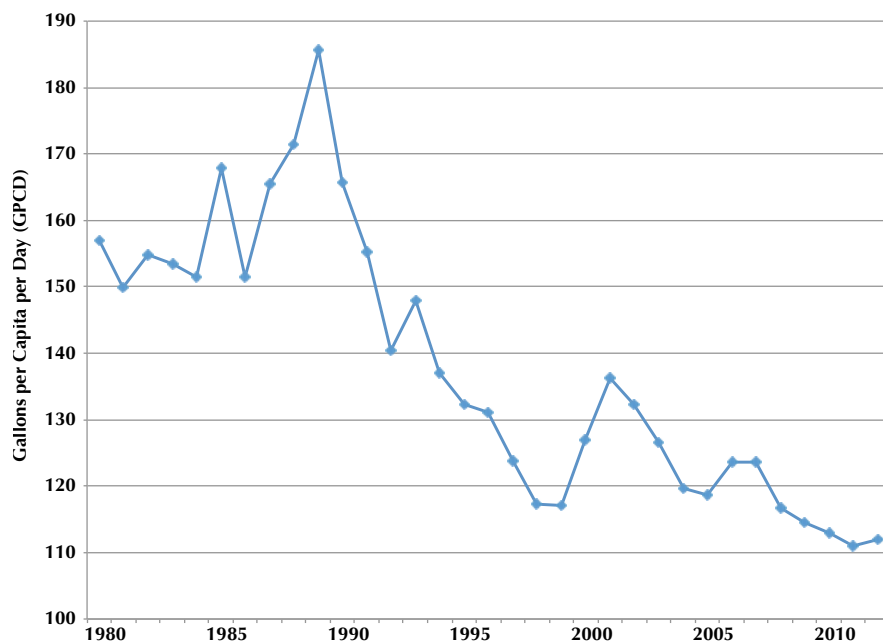
SOURCE: City of Flagstaff, Utilities Division: Annual Report to the Water Commission, 2013

Most of the unincorporated areas of the county rely on individual septic systems rather than community wastewater treatment, and thus reclaimed water is not widely available. Nonetheless, over the past 20 years, major developments have been required to incorporate reclaimed systems into their design when a community wastewater system is developed. The Kachina Village Improvement District (KVID) manages wastewater of the Kachina Village residents. The water is treated and delivered to ponds that serve as wetlands for wildlife as well as reclaimed water to supplement irrigation of the Forest Highlands golf course. Flagstaff Ranch also treats wastewater for reuse on its golf course. However, both communities must rely on groundwater for primary irrigation, due to the limited amount of reclaimed water that’s generated.

## Water Conservation

Conservation of water serves as another water supply source by prolonging the need to develop new water supplies. The City of Flagstaff has reduced potable water consumption by 40 percent through strict water conservation requirements over the past 25 years, particularly tied to watering and car washing. The total volume of potable water delivered in Flagstaff divided by the population reached a high of 186 gallons per capita per day (GPCD) in 1986, and after conservation requirements, a low of 111 GPCD in 2011. A decreasing trend is also noticeable on the residential scale. The potable water used has gone from 61 GPCD in 2008 to 56 GPCD in 2012. Some have expressed concern that these requirements are so strict that they limit urban agriculture, and that special consideration should be given to that use. Water haulers living in the County are likely very good at conserving water as water is more expensive and can be a challenge to transport, but statistics are not available to compare to City water users.

### Gallons Per Capita Per Day Over Time



SOURCE: Arizona Department of Economic Security, Research Administration – Populations Statistics Unit

The County and City both allow gray water and rainwater harvesting systems. The County’s Landscape Ordinance and the City’s Zoning Code use principles of Xeriscape and require appropriate low-water consumptive and native vegetation. Additionally, the County has adopted a voluntary Sustainable Building Program that provides suggestions for accelerated water conservation measures beyond what codes currently require. A Conservation Ordinance that applies to all new development, commercial and residential, could be an additional tool for managing the development/water connection.

## WATER SOURCES GOALS AND POLICIES



### Goal WR.1. Maintain a sustainable water budget incorporating regional hydrology, ecosystem needs, and social and economic well-being.

Policy WR.1.1. Participate in and support regional processes to develop a sustainable water budget.

Policy WR.1.2. Seek regional opportunities to partner with resource land managers and adjacent landowners to improve water yield and hydrologic processes.

### Goal WR.2. Manage a coordinated system of water, wastewater, and reclaimed water utility service facilities and resources at the City level and identify funding to pay for new resources.

Policy WR.2.1. Develop and adopt an integrated water master plan that addresses water resources, water production and its distribution, wastewater collection and its treatment, and reclaimed water treatment and its distribution.

Policy WR.2.2. Maintain and develop facilities to provide reliable, safe, and cost-effective water, wastewater, and reclaimed water services.

Policy WR.2.3. Develop programs to minimize lost and unaccounted for water to acceptable levels.

*Note: Specific thresholds will be included in the City’s water policy.*

## Planning to Meet Future Demands

**92%** of residents feel that water policies are needed to address long-term drought.

- 2010 Community Values Survey

The Assured Water Supply Program functions to protect and preserve limited groundwater supplies within Arizona's five Active Management Areas (AMAs). AMAs are those areas of the state where significant groundwater depletion has occurred and include portions of Maricopa, Pinal, Pima, Santa Cruz, and Yavapai County.

Outside the AMAs, the Adequate Water Supply Program, while not as protective as the Assured Water Supply Program, acts as a consumer advisory program, ensuring that potential real estate buyers are informed about any water supply limitations.

For more information visit <http://www.azwater.gov/AzDWR/WaterManagement/AAWS/default.htm>.

### Regulatory Framework in Northern Arizona

Historically, water has been deemed a resource of the State of Arizona, and authority over groundwater and surface water is currently under the jurisdiction of the Arizona Department of Water Resources (ADWR). ADWR recognizes groundwater, surface water, reclaimed water, and the Colorado River as distinct legal water sources.

Water Management Programs administered by ADWR (the Assured and Adequate Water Supply programs) have been developed as consumer protection programs to address growing concerns about Arizona's limited water supplies. A program available to cities and counties located outside of the five Active Management Areas in Arizona (as are the City of Flagstaff and Coconino County) is the mandatory Water Adequacy Program created by the State Legislature in 2007 (SB 1575). This program authorized cities, towns, and counties to require an adequate water supply determination from ADWR prior to the approval of a new subdivision (i.e., Mandatory Water Adequacy Rules). While the County has proposed adopting the Mandatory Water Adequacy Program related to subdivisions, consideration of this program is on hold pending finalization of the rulemaking process at the state level that to date is not complete. Furthermore, if adopted by the County it would apply to all municipalities within the county, which has even broader implications. In addition, a substantial amount of development (especially within the county) does not go through the subdivision process. Subdivisions are required to apply for a Water Report and are issued either an "adequate" or an "inadequate" 100-year water supply by ADWR. Water Reports are subject to the same criteria mentioned in more detail below, however, are required to disclose findings of either an adequate or inadequate supply of water to the public, prior to lot sales.

Within the Adequate Water Supply programs, whether for a developer, a water provider, or a municipality, a 100-year supply is based upon five criteria. The water must be (1) continuously; (2) legally; (3) physically available; (4) the water provider must demonstrate the financial capability to construct and maintain treatment and delivery facilities; and (5) the water must be of sufficient water quality to meet state and federal standards. It is ADWR's responsibility to determine whether these criteria have been met. Rather than the City adopting the Mandatory Water Adequacy Program rules, which would require each developer be issued as having an adequate water supply by ADWR, Flagstaff's City Council voted in 2009 to modify their existing Designation of Adequate Water Supply from 1973. Flagstaff received its final Designation of Adequate Water Supply, accepted by ADWR on April 1, 2013. The Designation includes all of Flagstaff's water supplies, for the entire service area, and demonstrates that all criteria mentioned above were met. ADWR supports that the City can meet current, committed, and projected demands for 20 years under this Designation, and that Flagstaff demonstrated that their water supply portfolio will meet those demands for at least 100 years. Every approved plat by Council is now deemed as having an Adequate Water Supply under the City's Designation.

Many subdivisions or water providers in Coconino County have not been issued an “adequate” water supply, primarily due to the great depths of groundwater on the Coconino Plateau. Under the current ADWR rule, if groundwater levels are projected to decline below 1,200 feet after 100 years of providing water to that subdivision, then the water supply is deemed to be not adequate. Many wells in the County, including the Flagstaff region, are already at levels greater than 1,200 feet. While these same rules apply to the City’s designation, the criteria was waived by ADWR because Flagstaff has demonstrated it has the financial capability in producing water from these deeper water levels. Hydrologists in Arizona have proposed a new criterion be established for areas of Arizona with a deep water supply, and that is to demonstrate, that after 100 years of pumping, the aquifer will not exceed 50% saturated thickness. However, these guidelines have not yet been accepted by ADWR due to the Governor’s moratorium on rulemaking.

### Water Demand Projections

Both the City and the County participate in the Coconino Plateau Water Advisory Council (CPWAC), which completed the North Central Arizona Water Supply Appraisal Study in 2006 for communities across the Coconino Plateau. The results of this study suggest that, based on the assumption of projected water use and current water sources, there would be unmet demands for the region by 2050. The shortfall would be 9,652 acre-feet per year for the *Flagstaff Regional Plan* area: 8,027 acre-feet for the City, and 1,625 acre-feet for the unincorporated county areas. With this assumption, and with no further conservation measures in place, 9,652 acre-feet could serve about 75,000 residents region-wide. A shortfall would exist even after increasing conservation measures by an additional 20 percent. In order to accommodate this unmet water demand, the City would look to increasing conservation, and continue building its redundancy in water resources by importing its fourth water supply.

The projections for future demands within the region are based on population estimates and maintaining the current gallons per capita per day water usage. Projection of the shortfall by 2050 did not anticipate any substantial change in type of business or industry the region currently attracts; therefore, the addition of a major water consuming use would skew the results of this study. In terms of the City’s demands, the Water Resources chapter of the *Utilities Integrated Master Plan* (Draft, 2013) evaluated different scenarios looking at build-out within the City’s incorporated limits. This study evaluated various scenarios of growth rates, water use, and climate variability. The middle scenario projection estimated an unmet demand at build-out (in 2080) of 12,100 acre-feet per year for the City only. The *Utilities Integrated Master Plan* also evaluated potential changes in water use measured as gallons per capita per day (GPCD). The planning effort evaluated decreasing water demand from the current 114 GPCD (2011) to a theoretical 91 total GPCD. Even with this scenario, the City would need additional water supplies by 2040.

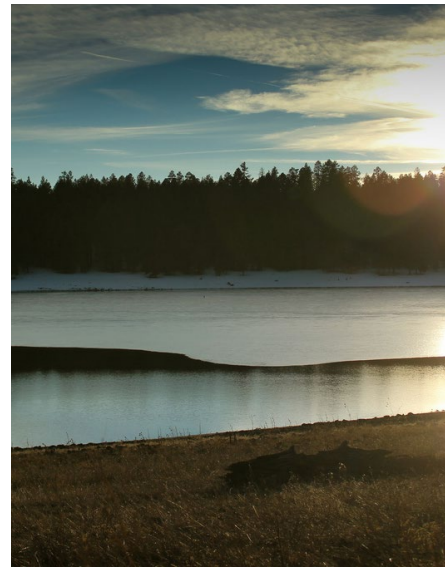


Photo by: Sarah Hamilton

The City of Flagstaff and Coconino County are members of the CPWAC, a partnership of 28 entities that was formed under the state’s Rural Watershed Initiative to facilitate and implement sound water resource management and conservation strategies on the Coconino Plateau. The CPWAC mission is “To ensure an adequate long-term supply of water is available to meet the current and future reasonable needs while preserving the health of the environment on the Coconino Plateau.” Strategic initiatives of the CPWAC include working with the Bureau of Reclamation to project current water use and water sources, pursuing federal authorization for a feasibility study to identify alternatives to meet projected demands, developing a regional water ethic, and identifying a sustainable water budget.



Photo by: Calvin Johnson

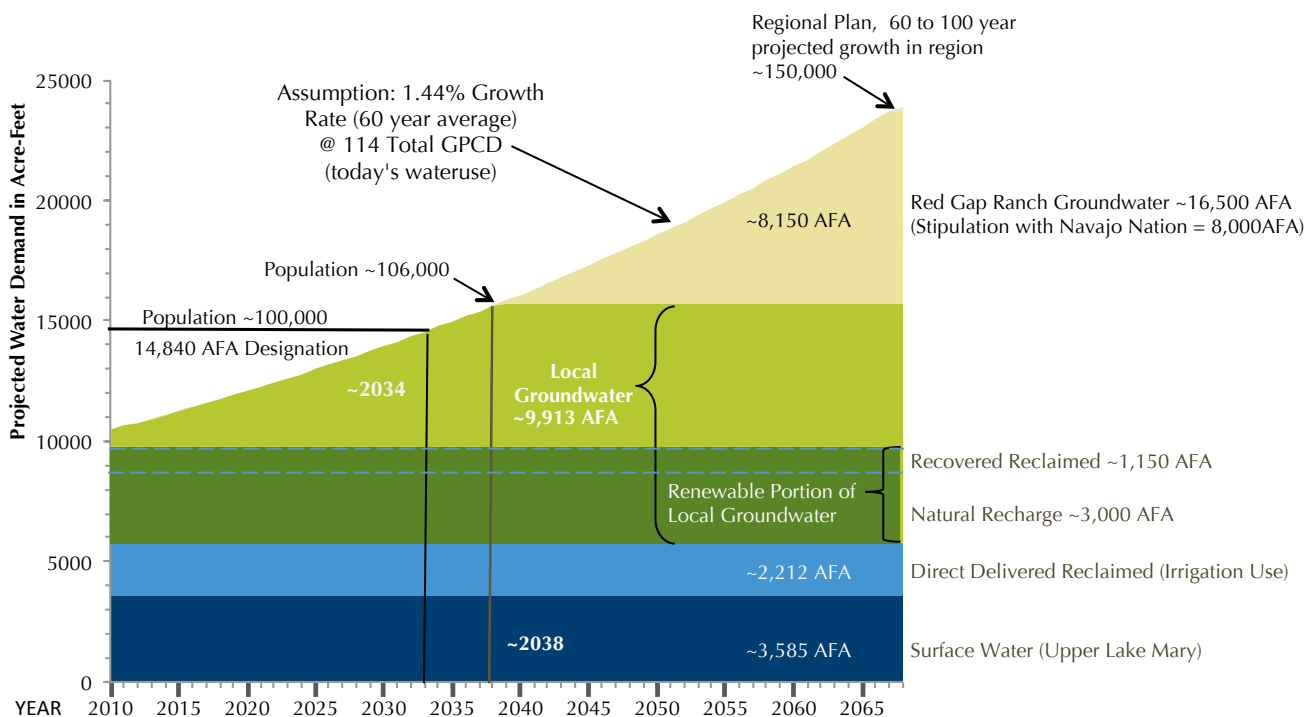
In response to these conclusions, federal funds have been granted to the Bureau of Reclamation under the Rural Water Supply Program, and feasibility-level studies are ongoing for two supply alternatives identified in that regional report. The Bureau of Reclamation is currently investigating the feasibility of the proposed North Central Arizona (aka Western Navajo) Pipeline that would bring water from Lake Powell to tribes and other stakeholders in northern Arizona in the event of a Navajo-Hopi Indian Water Rights Settlement. The other alternative is the Red Gap Ranch pipeline project, which would bring water to the City of Flagstaff and other regional partners.

### Meeting Future Water Demands

The City of Flagstaff is exploring several water supply options to meet future water demands that are outlined in detail in the Water Resources chapter of the *Utilities Integrated Master Plan* (Draft, 2013). In addition, Flagstaff, along with the U.S. Bureau of Reclamation and in coordination with other regional partners, is looking closely at the feasibility of importing groundwater from the City's Red Gap Ranch located approximately 40 miles east of Flagstaff. Red Gap Ranch (Map 10) is located adjacent to the Navajo Nation and surrounded by Arizona State Trust land and private parcels owned by the Navajo Nation, Hopi tribe, and other ranching families and companies.

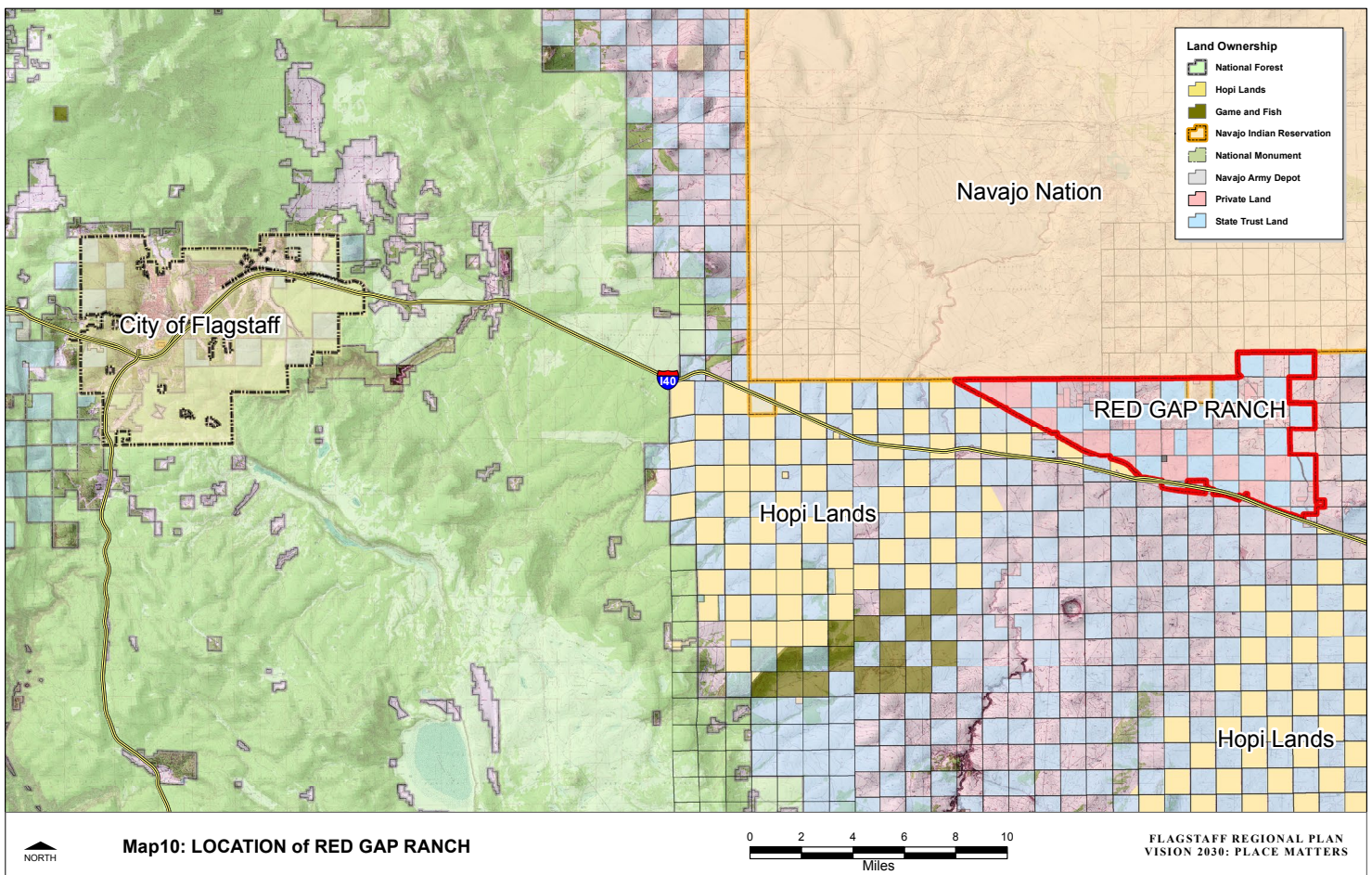
## City of Flagstaff 100-Year Designation of Adequate Water Supply

(as determined by Arizona Department of Water Resources, supplies are in acre-feet annually [AFA])



Additionally, Flagstaff's Designation of Adequate Water Supply can be utilized as an important planning tool. The supplies listed on the graph of the City's Designation were applied against current gallons per capita per day and the City's historic growth rate. The Utilities Division always plans conservatively such to plan for peak demands and provide redundancy. In this one scenario the City would need a fourth water supply by 2038. Many projections were made as discussed in the *Utilities Integrated Master Plan* (Draft, 2013) that consider water supply under future climate conditions and other growth scenarios. The Utilities Division will continue to refine components of the water budget, such as the volume of natural recharge that occurs to the regional aquifer, conservation, and climate change scenarios, to manage a sustainable system.

In terms of financing new development within City limits, the City of Flagstaff requires developers pay for some of the infrastructure required for that development, rather than pushing those costs onto tax payers or in increasing capacity fees. Developers are required to finance the construction of whatever number of water wells are required to meet the volume of water required through an analysis conducted by the Utilities Division. Additionally, the developer also pays for the transmission lines from the water wells to the existing City's infrastructure. Construction must meet standards set by the City because these systems will be turned over to the City.



## WATER DEMAND GOALS AND POLICIES



**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.**

Policy WR.3.1. Work together with regional partners to address regional human and environmental water needs.

Policy WR.3.2. Favor low-water consuming businesses and industries over water-intensive uses.

Policy WR.3.3. Integrate sound water conservation and reuse systems into new and updated public facilities.

Policy WR.3.4. Use reclaimed water and rainwater harvesting wherever appropriate and practical.

Policy WR.3.5. Encourage private well owners to install meters to understand how much water is used as well as alert property owners to possible leaks.

Policy WR.3.6. All large turf areas (e.g. schools, parks, golf courses, etc.) should use reclaimed water or other approved rain harvesting techniques for irrigation purposes.

### City-Specific Policies

Policy WR.3.7. Calculate the volume of local water resources it has available and make periodic updates as appropriate.

Policy WR.3.8. Implement a water management program that creates a linkage between new growth and a minimum 100-year water supply.

Policy WR.3.9. Identify adequate funding sources to pay for new resources for a long-term renewable water supply.

**Goal WR.4. Logically enhance and extend the City's public water, wastewater, and reclaimed water services including their treatment, distribution, and collection systems in both urbanized and newly developed areas of the City to provide an efficient delivery of services.**

Policy WR.4.1. Use the Regional Plan as a guide for the *Utilities Integrated Master Plan* to better plan for the necessary infrastructure sizing and location to accommodate planned growth and resource management.

Policy WR.4.2. Maintain, at the City level, a financially stable utility to provide reliable, high quality utility services.

Policy WR.4.3. Development requiring public utility services will be located within the Urban Growth Boundary.

## Energy and its Cost

In Flagstaff, projected population growth and increased electrical costs are driving a review of the water-energy nexus. Flagstaff is working to determine the energy costs embedded into every unit of water treated and delivered, which will be used to determine the value, or water footprint, embedded in our economy and network of trade. Water and energy is a dependent relationship—electricity is required to produce and deliver potable water, treat wastewater, and deliver reclaimed water, while water is required by many energy generation processes.

## Stormwater and Watershed Management

As part of an overall healthy watershed management strategy the City of Flagstaff manages stormwater in order to address the following:

- Urban flooding and runoff quantity
- Stormwater quality
- Low-impact development including water harvesting strategies
- Watershed corridor preservation.

Regional stormwater facilities are shown on Map 11. For over 50 years, increases in impervious areas from development have resulted in a loss of natural absorption into watershed storage features (i.e., streams and aquifers). Additionally, it has led to significant increases in volume, velocity, and 100-year peak flows to adjacent and downstream property and contributed to water quality degradation as a result of contaminants often found in stormwater runoff. Traditional storm drain systems typically include detention basins designed to reduce 100-year peak flows during storm events. However, the designs of many previous systems did not address volume increases, stormwater quality, or groundwater recharge.

As of 2009, the City has prompted the use of low-impact development (LID) techniques in addition to traditional stormwater systems. LID is an innovative and logical approach to managing stormwater with a basic principle modeled after natural watershed characteristics. LID systems manage rainfall runoff at the source using decentralized small-scale controls uniformly distributed throughout the project area. Such systems allow for effective capture, filtration, storage, and infiltration of stormwater runoff. Traditional storm drain systems in conjunction with LID are helping to address flooding. Additional benefits from LID include improved stormwater quality, volume decreases, increased groundwater recharge, enhanced open space, improved biodiversity, reductions in land disturbance, lessening of soil compaction, and decreases in long-term costly infrastructure (i.e., underground stormwater pipes and conveyance facilities).

In addition to stormwater management, the City is promoting water conservation through the practice of rainwater harvesting, which involves collecting and using local precipitation close to where it falls. The harvested water can be used for landscape maintenance and, when properly treated, it can meet daily water needs (e.g., cooking, drinking, and bathing), when available. Flagstaff is located in a high alpine arid region receiving only 22 inches of precipitation a year, this supply can be unreliable. Water harvesting provides a sustainable solution for individuals to addressing water scarcity and increased future water demands. The benefits of water harvesting include less impact on local surface water and groundwater supplies and lower water bills, among others. In areas of the County without reclaimed systems, many residents rely on other means of water conservation and reuse such as roof-collection rainwater harvesting and graywater systems.



*This bioremediation raingarden provides water quality and flood control benefits.*

*Photo credit: City of Flagstaff*

Stormwater infrastructure is necessary to watershed management principles to minimize public and private losses due to adverse flooding and drainage conditions, and to promote the public health, safety, and general welfare.

Additionally, stormwater infrastructure must also comply with applicable federal, state, and local regulations. Stormwater infrastructure allows for open and closed channel conveyance, along with control structures, to manage stormwater runoff through capture, controlled release, and infiltration. These features can include, but are not limited, to detention, retention, and infrastructure that mimics natural watershed features such as swales, bio-retention basins, vegetated flow-through structures, and permeable pavements.

Watercourse preservation and restoration is also a critical and necessary part of stormwater and watershed management. To further this, the City follows a water course maintenance program that directly supports the long-term health of the Flagstaff watershed. Stormwater management at the County is administered by the Public Works Division while floodplain management is regulated through the County Community Development Division.



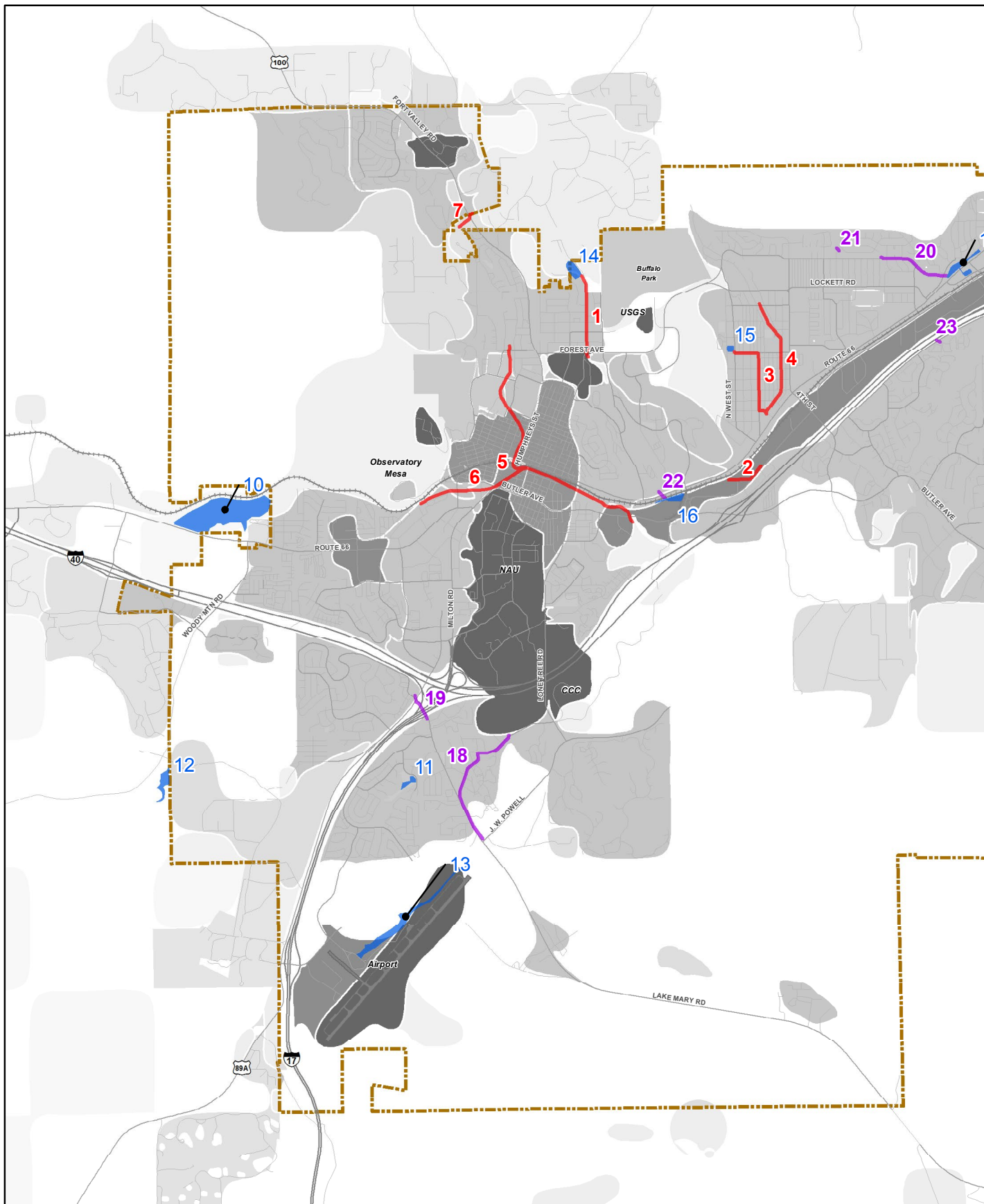
*Photo credit: City of Flagstaff Stormwater Section*

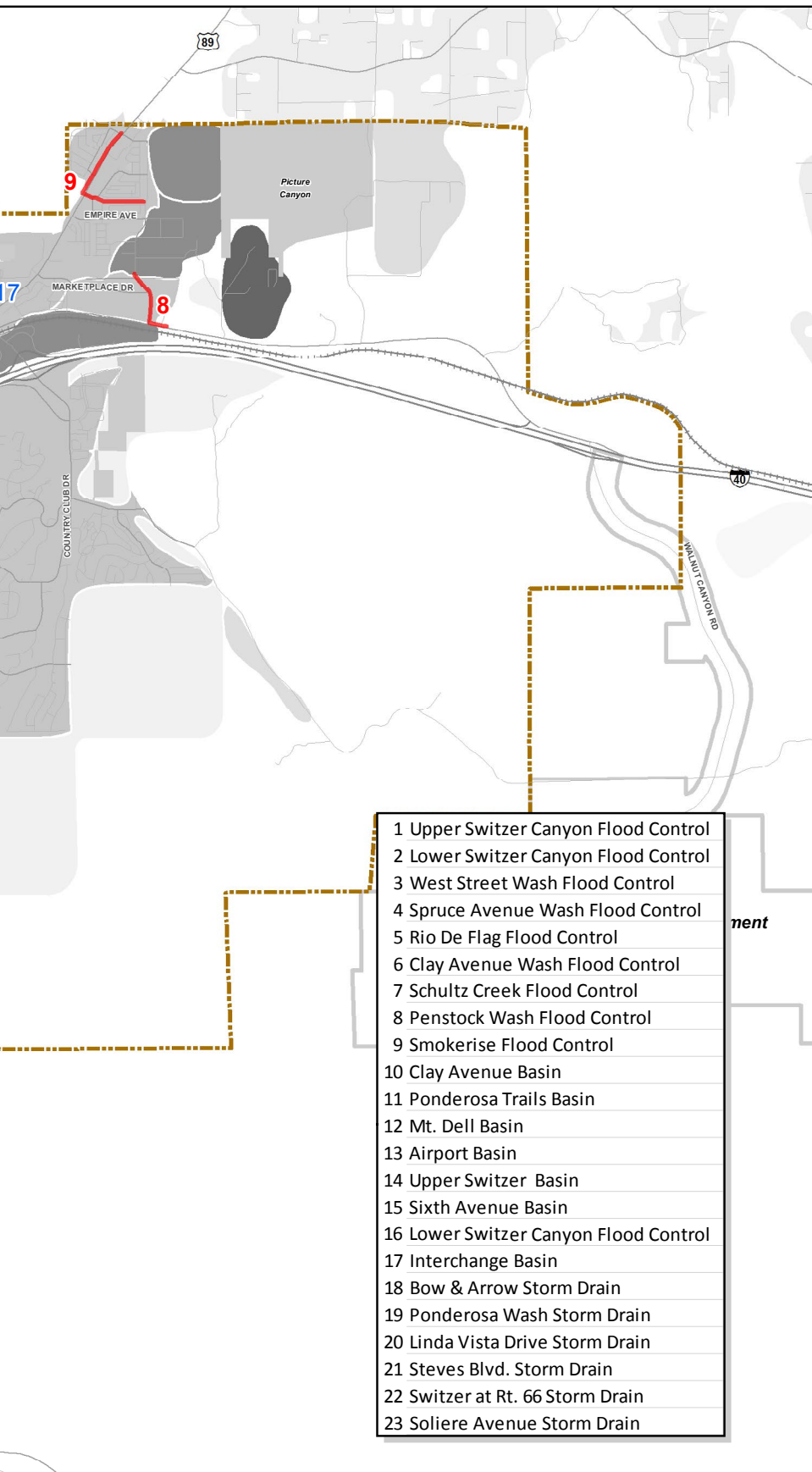
### **Rio de Flag Flood Control Project**

Flooding along the Rio de Flag dates back as far as 1888. Over 1,500 structures would be directly affected in a large flood, which could result in inundation of property with damages reaching approximately \$450 million. A single 100-year flood event could cause an estimated \$91 million in damages to residential, commercial, downtown businesses, historic properties, industrial properties, historic Route 66, the Burlington Northern & Santa Fe Railway and its primary east-west operations, public infrastructure (e.g., streets, bridges, water, and sewer facilities), and franchised utilities (e.g., natural gas, power, and telecommunications). A significant portion of Northern Arizona University would incur catastrophic physical damages, disruptions, and closings. Transportation problems would make large areas of the City inaccessible for days. The Rio de Flag Feasibility Report and Environmental Impact Statement, prepared by the U.S. Army Corps of Engineers, identified a federal interest in solving this long-standing flooding problem. The recommended plan in the Feasibility Report is a flood control project combined with environmental enhancement and mitigation, aesthetic treatments, and recreational components. The project includes the following features:

- Clay Avenue Wash Detention Basin
- Clay Avenue Wash channel modifications
- Bridge replacements and/or modifications to BNSF, Route 66, Thorpe Road, and Beal Road
- Rio de Flag flood control wall between Thorpe Road and Beal Road
- Rio de Flag channel modifications through Flagstaff's historic Downtown and Southside areas.

The Rio de Flag Flood Control Project is publicly supported and is the only way to implement the Downtown and Southside redevelopment initiatives – pulling these areas out of restrictive floodplain management regulations and eliminating mandatory flood insurance. The project also provides a safe bike/pedestrian link under Route 66, establishes a trail linkage connecting the entire community on an east/west alignment, and provides urban open space preservation along the Rio de Flag corridor. Restoring the Rio de Flag back to its original channel along the downstream segment of the project will provide the opportunity for environmental enhancement and restoration of critical wildlife and wetlands habitat. The *Flagstaff Regional Plan* identifies the Rio de Flag Project as an essential element for Flagstaff's growth.



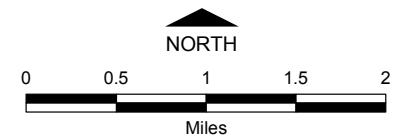


**Map 11:  
STORMWATER FACILITIES**

- Flood Control Project
- Storm Drain Project
- Regional Detention Basin Project
- City of Flagstaff

**Vision Area Types**

- Open Space - Preserved (Typically USFS)
- Open Space - Reserved (Typically State Trust)
- Rural - Existing
- Suburban - Existing
- Urban - Existing
- Industrial / Business Park - Existing
- Special District



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**



### **Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.**

Policy WR.5.1. Preserve and restore existing natural watercourse corridors, including the 100-year floodplain, escarpments, wildlife corridors, natural vegetation, and other natural features using methods that result in a clear legal obligation to preserve corridors in perpetuity, where feasible.

Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.

Policy WR.5.3. Identify downstream impacts as the result of development, and provide for mitigation measures to address impacts. When possible, mitigations should be non-structural in nature.

Policy WR.5.4. Develop any necessary stormwater infrastructure improvements consistent with City of Flagstaff stormwater master plans or studies as adopted by the City.

Policy WR.5.5. Give preference to regional detention facilities that are designed in conjunction with smaller low-impact development features, rather than numerous smaller dispersed basins. Encourage regional detention basins to incorporate natural watershed characteristics as well as offering recreational components.

Policy WR.5.6. Implement stormwater harvesting techniques to support water conservation strategies by collecting and using local precipitation in the vicinity where it falls to support both human and overall watershed health needs.

Policy WR.5.7. Support healthy watershed characteristics through implementation of practices, consistent with the City of Flagstaff Low Impact Design Manual, that improve flood control and flood attenuation, stormwater quality, and water sustainability; increase groundwater recharge; enhance open space quality; increase biodiversity; and reduce land disturbance and soil compaction.

## Water Quality

**87%** of residents support linking new development to a sufficient water supply.

- 2010 Community Values Survey

Water quality is an overarching concern that relates to the quality of drinking water supplies; the quality of surface waters necessary to sustain healthy ecosystems including wildlife, aquatic life and plant life; and the contaminants that are generated by development, land uses and other human activity. Historically, the Flagstaff region has enjoyed generally excellent water quality for surface waters. The same is true for groundwater, due in large part to the depth to the local aquifers, making them less vulnerable to pollution. However, with growth comes threats. Protecting and improving the quality of the region's surface water and groundwater resources is vital to both human and environmental health. The goal of the County and City is to be in compliance with all state and federal regulations.

### WATER QUALITY GOALS AND POLICIES

#### **Goal WR.6. Protect, preserve, and improve the quality of surface water, groundwater, and reclaimed water in the region.**



Policy WR.6.1. Explore the feasibility of additional or alternative treatment technologies for the City of Flagstaff and other surrounding regional wastewater treatment systems, and monitor the research on the potential impacts on human health and our regional water supplies.

Policy WR.6.2. Recognizing the concern about water quality, seek methods to divert contaminants from the waste stream.

Policy WR.6.3. Implement best management practices to protect, restore, and maintain surface waters and their contributing watersheds.

*Note: Refer to best management practices adopted by the Arizona Department of Environmental Quality at <http://www.adeq.gov>*

Policy WR.6.4. Encourage low-impact development strategies.

Policy WR.6.5. Make City and County water quality data available and accessible to the public.

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# ENERGY

**Energy** use has a direct impact on the community's economic development, public health, safety, air quality, and environment. How the region's land uses are designed plays a major role in energy conservation and efficiency. For example, compact development leads to driving less and walking more, smart site design takes advantage of solar gain, and green building techniques use less energy to heat and cool buildings. *Flagstaff Regional Plan* policies encourage increased energy efficiency as well as expanded production and use of renewable energy.

## Inside this Chapter:

Energy Efficiency	VII-1
Renewable Energy	VII-4

## Our Vision for the Future

By 2030, successful efficiency and conservation measures have contributed to reduced energy consumption in the region, while renewable energy production has increased.

### Energy Efficiency

City and County buildings have gone through rigorous energy evaluations and efficiency retrofits. For the City of Flagstaff, this has resulted in a 42 percent annual savings in natural gas, electric, and water, which is more than \$335,000 annually.

In addition, both the City and County have been proactive in developing programs and codes promoting energy efficiency in new buildings and the retrofitting of existing structures. The region's programs and codes promote energy conservation and efficiency through education and outreach. Coconino County's Sustainable Building Program Checklist, which certifies "sustainable" construction projects, requires standards above the International Energy Code baselines (refer to <http://www.coconino.az.gov/comdev.aspx?id=148>). This program also supplies research on the latest technologies and provides fact sheets on weatherization, insulation, efficient appliances, and annotated lists of local, state, and federal incentives for energy efficiency. Energy efficiency education is incorporated into many sustainable building programs taught at Coconino Community College and Northern Arizona University. The Flagstaff Unified School System recognizes energy efficiency in school buildings as a cost savings and as a component of K-12 energy education.



Photo by: Colin McKay



Photo by: Mark and Kate Sorensen

**76%** of residents either agree or strongly agree that city codes should maximize energy efficiency.

- 2010 Community Values Survey

Continual efforts to ensure energy-efficient buildings, whether new or retrofit, is one of the most effective cost savings a home or building owner can realize. Well over half of homes in Flagstaff were built before 1994, when building codes began to regulate minimum insulation standards. The homes built before this may or may not have insulation. “Basic efficiency upgrades” include sealing ducts, adding weather stripping, increasing or adding insulation, insulating the water heater and hot water pipes, adding a programmable thermostat and changing heating, ventilation, and air conditioning filters. This is estimated to save a homeowner 15 to 25 percent in energy costs. With funding through the Federal Recovery Act of 2009, the City of Flagstaff’s Sustainability Program has partnered with the County’s Sustainable Building Program and Coconino County Community Services to promote residential energy efficiency retrofits throughout the region (also refer to the Flagstaff Zoning Code, Section 10-30.70 “Residential Sustainable Building Standards”). Arizona Public Service (APS) also offers weatherization programs for its customers. Northern Arizona University has incorporated energy efficiency through its “green construction” and sustainability initiatives (refer to [www.green.nau.edu](http://www.green.nau.edu)).

Flagstaff Total Housing Units: 26,058		
Year Structure Built		
Built 2005 or later	1,641	6%
Built 2000 to 2004	3,827	15%
Built 1990 to 1999	5,357	21%
Built 1980 to 1989	6,361	24%
Built 1970 to 1979	4,462	17%
Built 1960 to 1969	1,848	7%
Built 1950 to 1959	1,545	6%
Built 1940 to 1949	211	1%
Built 1939 or earlier	806	3%

SOURCE: U.S. Census Bureau, 2009-2011 American Community Survey

One of the greatest users of energy in the Flagstaff region is transportation. Single-occupant vehicles are a significant user of energy for transportation, and represent an opportunity to improve overall energy efficiency. Transportation energy efficiency can be achieved by strengthening use of travel alternatives such as public transit, bicycling, and walking, and decreasing the population’s auto dependency through smarter development patterns. Recognizing the cold winter weather here, alternative travel could be made easier with bus stops closer to activity centers and student housing close to campus.



### Goal E.1. Increase energy efficiency.

#### Education

Policy E.1.1. Promote and encourage innovative building practices through instruction on efficient building materials and methodology.

Policy E.1.2. Support workforce training for the installation and maintenance of energy-efficient technologies.

Policy E.1.3. Empower all community members to make smarter energy choices through education and incentives.

#### Building

Policy E.1.4. Promote cost-effective, energy-efficient technologies and design in all new and retrofit buildings for residential, commercial, and industrial projects.

Policy E.1.5. Promote and encourage the expansion and use of energy-efficient modes of transportation:

- a. Public transportation
- b. Bicycles
- c. Pedestrians

Policy E.1.6. Develop land use regulations promoting land use patterns that increase energy efficiency.

Policy E.1.7. Support policies and programming that reduce electricity, natural gas, and water consumption in order to conserve natural resources and reduce financial costs.

Policy E.1.8. Incorporate alternative energy conservation and renewable energy systems in applicable codes.

Policy E.1.9. Develop standards and guidelines to guide builders, architects, and developers toward optimal building, water use, and energy performance.

Policy E.1.10. Incentivize energy efficiency and renewable energy technologies in construction projects.

Policy E.1.11. Identify financing mechanisms to support water and energy efficiency improvements in public, residential, commercial, and industrial sectors.

Policy E.1.12. Promote indigenous and local building materials and structures as climate-adaptable energy efficiency prototypes.

#### Transportation

Policy E.1.13. Promote and encourage the use of fuel-efficient vehicles that use renewable fuels.

## Renewable Energy

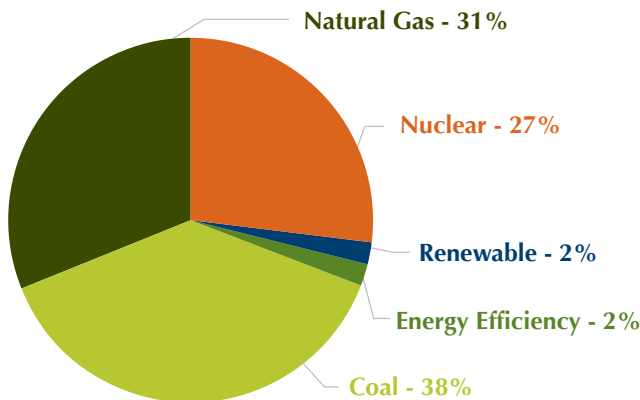
Small-scale wind and solar facilities are already permitted uses within the region. Since 2002, approximately 742 renewable energy systems including photovoltaic systems, solar water heaters, turbines, passive solar sunrooms, and geothermal systems have been installed in the region, according to City and County building permit records.

Community members are pursuing renewable energy projects for several reasons:

1. To reduce reliance on corporate providers
2. To have an impact on greenhouse gas reduction
3. To take advantage of local, state, and federal tax incentives
4. To provide energy to those who live “off the grid” and rely on renewable energy, many in the region’s rural areas.

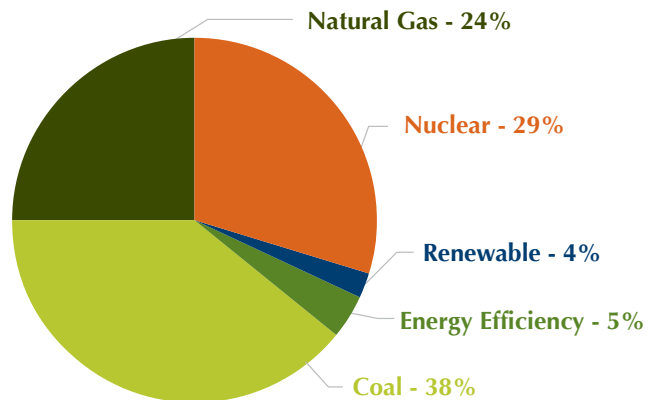
Renewable energy sources include passive solar, photovoltaic panels, solar hot water, solar thermal generators, wind turbines, biomass, and geothermal energy. Due to its elevation, northern Arizona has the capacity for greatest solar gain in the state. The region’s wind resources are deemed adequate for residential wind projects. Another renewable fuel already used extensively is wood for home heating. With the availability of a large volume of trees from forest thinning projects this resource is also being explored for biomass energy production. The Forest Service obtained clearance on the necessary environmental analysis to allow for long-term, large-scale thinning contracts that could allow for expansion of this type of energy source. The Greater Flagstaff Forests Partnership ascertained in its 2002 Preliminary Feasibility Assessment for a Biomass Power Plant in Northern Arizona that there is adequate forest fuel available on a long-term basis for supplying a new 5-megawatt (MW) biomass power plant.

**APS Energy Mix - 2009**



SOURCE U.S. Census Bureau, 2009-2011 American Community Survey

**APS Energy Mix - 2012**



SOURCE: APS 2012 Integrated Resource Plan

The region may have an abundance of these raw energy resources, and while APS is extending transmission systems to areas with photovoltaic and wind potential, the inadequacy of the existing energy grid is a significant challenge to large-scale renewable energy generation. Current renewable energy production for APS is two percent with a goal of 16 percent by 2025. This is in line with the community’s goal to use more renewable energy.

Northern Arizona University has mapped optimal commercial wind turbine locations, and is in the process of mapping residential locations. Large-scale wind production (100 MW) has been installed in Coconino County, and additional capacity is likely to be built within the region. Most small-scale wind turbines are located in the Doney Park area, which has been identified through studies as having a significant wind resource.

Large-scale wind and solar projects are likely to be developed in the county, where there are large tracts of land with adequate wind resources. The locations for these facilities are outside of the *Flagstaff Regional Plan* boundaries in the more remote areas. As possible suppliers to properties within the plan boundary, transmission lines into this area may be necessary, and grid capacity needs must be addressed.



Photo by: Bill Ferris

Our community supports incentives for recycling, the use of green construction materials, the preservation of habitat, and the use of existing structures.

- 2010 Community Values Survey

## RENEWABLE ENERGY GOALS AND POLICIES



### Goal E.2. Expand production and use of renewable energy.

Policy E.2.1. Promote renewable energy sources that reduce demand upon fossil fuels and other forms of generation that produce waste.

Policy E.2.2. Preserve opportunities for development of renewable energy resources in the planning process.

Policy E.2.3. Promote renewable energy pilot programs as a showcase to educate the public and the development community.

Policy E.2.4. Encourage small-scale renewable energy production and use on the local level on appropriate residential, commercial, and industrial parcels.

Policy E.2.5. Pursue, promote, and support utility-scale renewable energy production such as biomass facilities, solar electricity, wind power, waste-to-energy, and other alternative energy technologies.

Policy E.2.6. Collaborate with local tribes to develop renewable energy opportunities on tribal lands.

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# COMMUNITY CHARACTER



**Community character** is the combination of qualities and assets that establishes our unique sense of place and promotes a high quality of life for our residents and visitors. This chapter emphasizes the foundational role that our natural setting and heritage resources play in defining our community's character. Quality community and urban design through contextual development and redevelopment (i.e., based on the character, form, and scale of the surrounding area) shapes community character, opens up economic opportunities, and improves livability for all residents. Social activities, cultural and artistic offerings, and the unique people who live, work, and play here also contribute to the Flagstaff area's community character. This Plan recognizes the importance of the physical and social community character that makes the region's sense of place so special.

## Inside this Chapter:

Scenic Resources and Natural Setting	VIII-2
Vistas and Viewsheds	VIII-3
"Great Streets"	VIII-4
Heritage Preservation	VIII-11
Community Design	VIII-18
Arts, Sciences, and Education	VIII-26

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## Our Vision for the Future

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In 2030, our community has designed and built contextual places and spaces that preserve our cultural and natural heritage, retaining this unique sense of place.



*Native American Cultural Center*

*Photo credit: NAU*

## Scenic Resources and Natural Setting

Community residents have identified the following gateway points, corridors, and communities as providing important aesthetic impressions for the Flagstaff region (these are also shown on the Corridors as Placemakers map in the Land Use and Growth Areas chapter):

### Gateways:

- I-17 at the Milton Road merger
- Milton Road at the BNSF Railway underpass (entering historic downtown)
- Highway 180 at the Cheshire neighborhood (sign exists)
- Highway 89 at the City limits (sign exists).

**Gateway Corridors**—include arterial roadways that provide access into Flagstaff (these will require Corridor Plans):

- I-17 to Milton Road
- I-40
- Highway 89
- Highway 180 (Fort Valley Road)
- Route 66.

### Gateway Communities:

- Kachina Village (as experienced from I-17)
- Mountaineer (as experienced from I-17)
- Doney Park (as experienced from Highway 89)
- Fort Valley (as experienced from Highway 180)
- Bellemont (as experienced from I-40)
- La Plaza Vieja neighborhood in the west and Cosnino Neighborhood to the east (along the Amtrak corridor).

Residents and visitors alike consider the region's forest ecosystem as a defining trait, and it is often cited as Flagstaff's principal attraction. It is one of the leading contributors to our collective lifestyle, providing a backdrop for living in harmony with nature, recreational opportunities, and a variety of economic activities ranging from harvesting forest products to eco-tourism. Areas where community development and the natural setting are well integrated are some of the most distinctive, attractive, and desirable parts of the City. It is not enough to simply preserve and be surrounded by this resource - it is necessary for the built and natural environment to coexist spatially and visually. This is done in several ways, including through preservation and access of urban open space, on-site resource protection of trees, slopes, rock outcroppings, and floodplains, the use of native materials in site and building designs, and the use of native plant materials. However, equally important is the preservation and enhancement of viewsheds and scenic vistas to, within, and from urbanized areas. Scenic resources take into account community gateways, gateway corridors, vistas, and viewsheds.

### Gateways, Corridors, and Communities

Gateways provide the first impression people have as they enter the region, and thus warrant special design considerations to reflect community pride and local design traditions. The region has gateway points, corridors, and communities, all of which require attention to give the desired impression to those entering and leaving. Yet, this initial impression needs to be reflected in the overall aesthetics of the community as well. In 2009, the community recognized the importance of gateways by investing in three unique “Flagstaff” signs, installed along I-17, Highway 180, and Highway 89N. These signs are now celebrated as reflections of the region's character, but additional investments are necessary for the gateway areas as a whole, including the buildings, signage, and landscaping one sees.



Photo credit: City of Flagstaff

The development of transportation corridors is one of the main ways of preserving our community character, with “Great Streets” providing not only connectivity but a memorable, unique experience. Great streets are addressed in this Plan both as vital components of our community character and also as important indicators of how we plan for land uses along the corridors.

## Vistas and Viewsheds

Natural scenic beauty supports a number of important community elements, including the natural environment, quality of life and character, and local economies. The Flagstaff region is known for its scenic vistas, which contain relatively large natural areas. Residents come to love these landscapes, although we often take them for granted. Without proactive measures, roads, housing, and commercial buildings can threaten the pristine nature of these areas and diminish many of their positive benefits. The *Flagstaff Regional Plan* promotes a variety of strategies to protect scenic viewsheds by managing the amount and character of development, including regulating the type and intensity of development, design requirements, landscaping, and more.

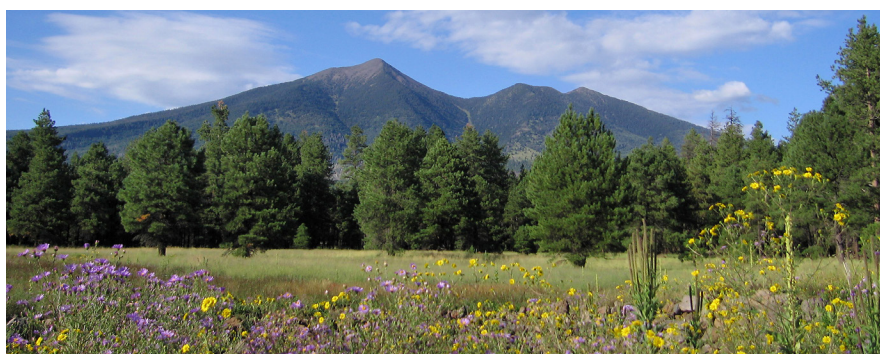


Photo credit: Coconino County

“The peaks anchor northern Arizona, and one of the comforts of living in Flagstaff, this traveler’s town, is that they’re visible from half the state.”

- Peter Friederici, “The View from Here: Contemporary Essays by Flagstaff Authors”

### SCENIC RESOURCES AND NATURAL SETTING GOALS AND POLICIES

#### Goal CC.1. Reflect and respect the region’s natural setting and dramatic views in the built environment.

Policy CC.1.1. Preserve the natural character of the region through planning and design to maintain views of significant landmarks, sloping landforms, rock outcroppings, water courses, floodplains, and meadows, and conserve stands of ponderosa pine.

Policy CC.1.2. Continue to define and further develop the community character by incorporating the natural setting into the built environment at all design scales.

Policy CC.1.3. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas like mountains, canyons, and forested settings.

*Refer to Chapter V - Open Space for more information.*

Policy CC.1.4. Identify, protect, and enhance gateways, gateway corridors, and gateway communities.

Policy CC.1.5. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas.

Policy CC.1.6. Encourage cluster development to preserve open space, viewsheds, and scenic vistas.

*Refer to Chapter IV - Environmental Planning & Conservation for more information. “Rural by nature” cluster development allows preservation of more open space and natural resource protection.*



## “Great Streets”

“There is magic to great streets. We are attracted to the best of them not because we have to go there but because we want to be there. The best are as joyful as they are utilitarian. They are entertaining and open to all. They are symbols of a community and of its history; they represent a public memory. On a great street we are allowed to dream, to escape, to discover.”

- Great Streets,  
Allan B. Jacobs (1993)

Streets are more than just linear physical spaces that permit automobiles to get from here to there. Great street design balances the need to move traffic with other community goals and modes of travel—where a mix of automobiles, bicycles, pedestrians, homes, and businesses is the pulse of civic activity and the street itself is a public space to use and enjoy. Transportation corridors in the Flagstaff region carry tens of thousands of people each day. For many, they are the first impression, the daily encounter, and the last sense of the place. That is why it is so important that our corridors convey not just people but a sense of who we are and what we value. *Refer also to Chapter X - Transportation.*

### Flagstaff’s Corridors

Flagstaff’s transportation corridors began with the sawmill industry’s needs to transport products, as well as expansion of already-established trade routes. Growth beyond the limits of the downtown area occurring in the early twentieth century resulted in many major roadways passing through urban and suburban areas, and with the post-World War II development of Route 66, there was an exponential increase in highway travel and motels in the area.

### A Vision for Great Streets

This Plan envisions our corridors setting the stage in ways unique and appropriate to their role: Milton Road as an entryway and commercial center; US 180 as a trip through our natural and cultural treasures; and Route 66 as a celebration of our region’s role in the great history of our nation.

Commercial corridors in Flagstaff have historically lacked cohesive planning, as they are a product of our automobile-oriented society, and reflect the piecemeal nature of development along the corridors. They cut across different place types within the region and are not conducive to pedestrian safety or transit-oriented design because the qualities of pedestrian placemaking have been overlooked in favor of automobile access (with the exception of the FUTS expansion along a number of corridors).

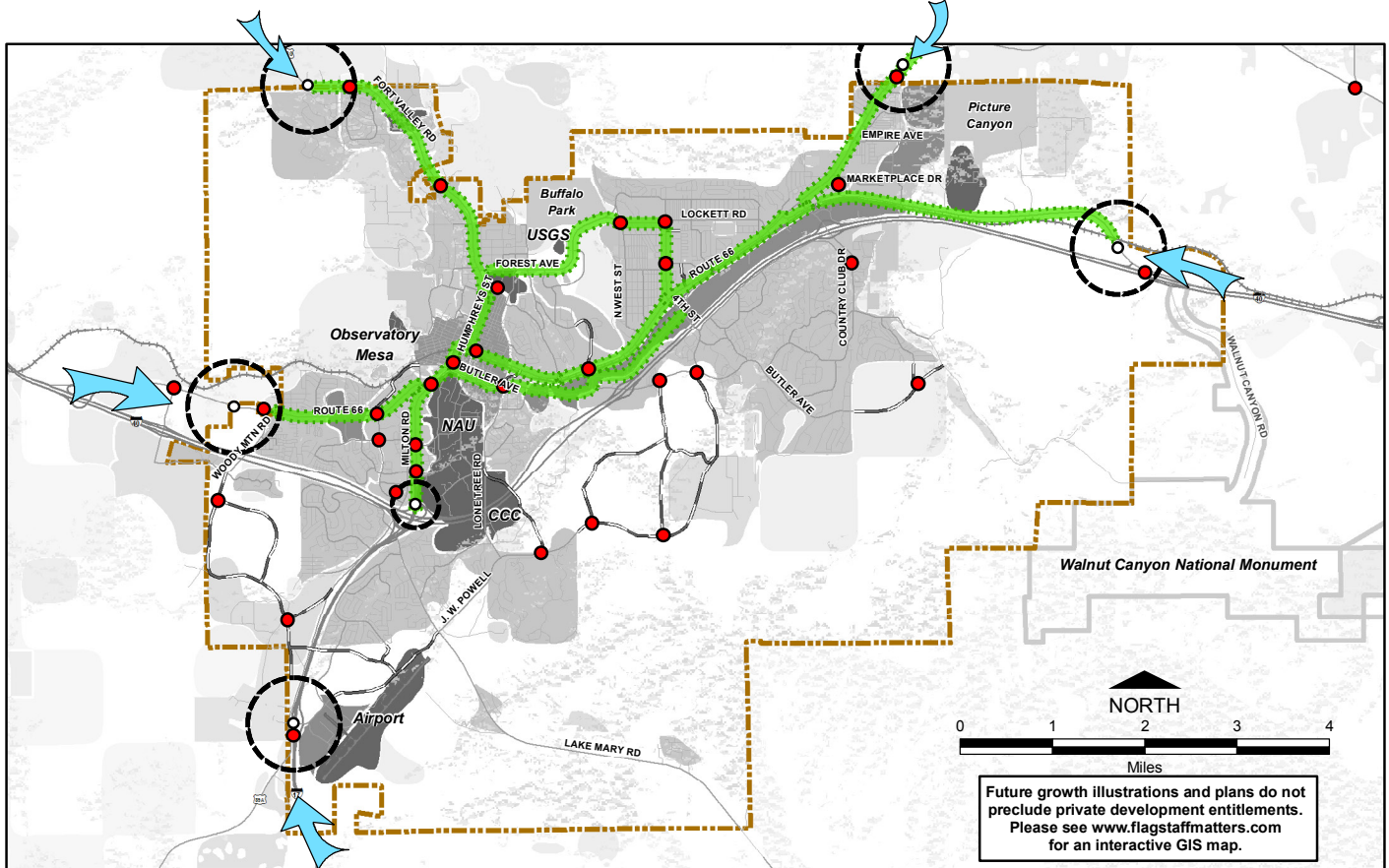
### Flagstaff’s Great Streets

The corridors illustrated on Map 12 have been identified as having potential for reinvestment, retrofit, and revitalization to make them more appealing to pedestrians (and shoppers), enhance transit potential, and make them ultimately safer.

This Plan envisions our corridors setting the stage in ways unique and appropriate to their role: Milton Road as an entryway and commercial center; US 180 as a trip through our natural and cultural treasures; and Route 66 as a celebration of our region’s role in the great history of our nation.

**Map 12:  
GREAT STREETS AND GATEWAYS**

**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**



- |                   |                       |   |                                       |
|-------------------|-----------------------|---|---------------------------------------|
| City of Flagstaff | Activity Centers      | Open Space - Preserved (Typically USFS) | Urban - Existing                      |
| Great Street      | RTP Future Rd Network | Rural - Existing                        | Industrial / Business Park - Existing |
| Gateway Area      |                       | Suburban - Existing                     | Special District                      |

## Milton Road

### A Vision for Milton Road

A traffic-calming type of entry feature could enhance the sense of place both for Milton Road and Flagstaff and give a better, more distinct feel to visitors. Along Milton Road, buildings of substantial design and materials could be built to the street with enlarged sidewalks, to create a tree-lined boulevard. The areas along Milton Road have been built to mixed-neighborhood standards, with contextual architectural features of brick, stone, and large timber, which may be regulated and incentivized.

Milton Road is the main entrance to Flagstaff from the south. The road between Phoenix and Flagstaff was completed in 1961 and completed to interstate standards in the early 1970s. In 1954 one took a more circuitous route through Prescott via SR 79.

Driving on Milton Road from I-17 sends drivers towards a masterpiece of environmental beauty framed by hodgepodge development and a very busy arterial street. Milton Road is an Arizona Department of Transportation (ADOT) highway, it serves as the major entrance into the City from the south, is lined by highway commercial uses, and has multiple access points through highly visible private parking lots. The City does not have the legal right-of-way for most of Milton Road, and thus aesthetic and pedestrian improvements are challenging. The unrestricted access and center turn lane makes the street a dangerous experience for pedestrians and it is uninviting to walk or experience. This is unfortunate, as Milton Road is the southern gateway into the City, and it is a main connector between multi-family residential uses, the university, and downtown. In the winter, ski resort traffic causes increased congestion, and in summertime, there is a great influx of tourists.



Photo credit: City of Flagstaff

## Route 66

Route 66 was designated by the Federal Highways Act in 1921 and the highway, much of it unpaved, ran from Chicago to Santa Monica through Flagstaff. Paving of the highway was completed in 1937. The route through Flagstaff was placed on an existing alignment and ran along what is now South San Francisco Street and Mike's Pike and later moved when the bridge under the railroad was constructed in 1934.

SOURCE: ([http://www.flagstaffarizona.org/downloads/visitors/route66\\_walking.pdf](http://www.flagstaffarizona.org/downloads/visitors/route66_walking.pdf))

The Route 66 corridor has been greatly improved with the removal of the billboards in 1990 and installation of landscaping and a heavily used FUTS trail. This has improved the south side of Route 66, and now there is much potential for revitalization and infill on the north side. Pedestrians find it challenging to cross the street, even at intersections. Some recent new signage and renovations are incorporating the “retro” character, celebrating the Route 66 heritage. Route 66 motels have become Flagstaff’s “affordable housing.” The corridor will benefit from further refinement into segments with distinct character objectives for each, such as west side, historic downtown, east potential, and two-lane road.

### A Vision for Route 66

Route 66 has maintained, preserved, and restored a number of significant motels. Some of the 25 historic Route 66 motels have become elegant boutique hotels, and bed and breakfasts. Some have been adaptively re-used for small business centers, student housing, and single-occupancy tenancy. Cultural and historical billboards, neon lights, and retro-architecture have been preserved and continue to encourage further restoration and redevelopment along the corridor. Roundabouts that are pedestrian friendly are applied at all major intersections, and the thoughtful revitalization and landscaping efforts on the south side have been applied to the north side as well.



Photo credit: City of Flagstaff

## Fourth Street

### A Vision for Fourth Street

With widened sidewalks, street trees, landscaped parking lots, as well as new buildings built up to the sidewalk, with older retro-fitted and revitalized buildings – one the best features of the Fourth Street is its walkability. All bus stops have covering, benches and amenities; local businesses are mixed with destination shopping/entertainment venues; and the streetscape frames the natural view. An arts incubator has inhabited and remodeled an older building. This area is modeled after downtown's mixed-use and density, but certainly has its own architectural flavor, modeled on the surrounding neighborhoods. Small plazas and pocket parks have retained the ancient and monolithic ponderosa pines. These changes have been brought about by a zoning overlay district with design guidelines, along with incentives for incremental change and public investment in the public realm.

Fourth Street was developed as an automobile-centric corridor and built in the typical post-World War II development style, from around the 1950s and 60s, in which business parcels were developed with limited or no pedestrian access or connectivity. There is excessive business access, which makes the street hazardous, large building setbacks with large asphalt parking lots, and limited aesthetics or amenities.

Fourth Street functions as the “Main Street” for the East Flagstaff area, including the Sunnyside and Greenlaw neighborhoods. Historically it has served as an area of commerce, a retail destination for the surrounding neighborhoods and the greater Flagstaff region. More recently, it has developed as a location for many local, viable businesses offering a variety of food, services, and products; institutions; and health care facilities within one of the most pedestrian-scaled neighborhoods in the City.

This is the geographical center of the City and Fourth Street acts as a major connector between the south and north sides of town, with the recent Fourth Street BNSF railroad overpass bridge (2006). Fourth Street to the south will eventually connect to JW Powell Boulevard – making an intrinsic connection to the airport and then I-17. A challenge is that current traffic counts are 17,000 to 23,000 vehicles per day – with potential increasing volume to the 30,000 vehicles per day desired by businesses. At the same time, the surrounding neighborhoods very much desire this street to be a place for walking, shopping, eating, visiting, and all of the qualities that make places special. *Refer to the City of Flagstaff's Fourth Street Corridor Master Plan (2010).*



*Fourth Street has experienced a decline in aesthetic appearance and functionality.*

*Photo credit: City of Flagstaff*

## Fort Valley Road

Fort Valley Road/Highway 180 traverses a route that has been used for centuries because of the proximity of water sources. The treeless open areas along this road were sites of early settlement by homesteaders who not only raised livestock but grew crops. Coconino County established the Hospital for the Indigent and Poor Farm in 1908, which is now the Arizona Historical Society (AHS) Pioneer Museum. The Museum of Northern Arizona was founded in 1928 and its exhibit building on Fort Valley Road was established in 1936. Subdivision development along this corridor began in the early 1950s.

Many historical and cultural sites exist along the Fort Valley corridor intermixed between City and County jurisdictions. These sites include the Museum of Northern Arizona, Pioneer Museum, Coconino Center for the Arts, Art Barn, and the Grand Canyon Trust. The facilities of this area complement each other and define an entry to the City of Flagstaff. As one of the four major entrances into and out of the City, Fort Valley frames the gateway to the Grand Canyon for millions of visitors. Thirty-one miles of the Highway 180 from southeast of Valle to northeast of Flagstaff are included in Arizona's Scenic Byway Program as the San Francisco Peaks Scenic Road.

### A Vision for Fort Valley Road

In 2012, Coconino County hired a consultant to perform a feasibility study for the Fort Valley corridor. The study serves as a vision for future development of the corridor based on stakeholder input. The most significant issues identified for the corridor include traffic, safety, natural and cultural environment, lack of corridor identity and corridor cohesion. A preliminary working vision for the corridor was developed as: "A Gateway corridor that preserves the natural, cultural, and historical assets; linking these together with the neighborhoods, the community, and the people to create a destination with a strong sense of place."



Graphics credit: Coconino County

## U.S. Highway 89N

### A Vision for U.S. Highway 89N

This corridor should continue to grow in a manner that embraces rural communities and serves a gateway to the City. Services should continue to be located at activity centers at major intersections and low-density residential uses should make up the majority of the corridor. South of Townsend-Winona Road, densities may begin to increase to ease the transition to the Mall Activity Center; however, strip development should still be avoided. In 2011, the Doney Park Multimodal Transportation Study identified the desired for a paved shared use path along 89N. In addition, per the *Doney Park Multimodal Transportation Study*, the Doney Park area is home to an active equestrian community. As businesses change or renovations and remodels are done, implementation of the design review guidelines offers an opportunity to make the built environment of the corridor blend more naturally with the environment and create a more cohesive style.

US 89N serves as the northeastern gateway into and out of Flagstaff leading to the Navajo Nation and Hopi Tribe lands, the eastern entrance to the Grand Canyon, and onto Page and Lake Powell, Utah, and places to the north.

The 89N corridor serves not just as a major cross-country highway, but also locally by providing access to natural sites including Mount Elden, trails in the Kachina Peaks Wilderness, and Sunset Crater National Monuments. It is also used as a main route into the City for the many residents of the Doney Park area. Sweeping views of the peaks and rural communities prevail along this corridor with commercial development increasing closer to the City. There is no dominant architectural style, rather a diverse blend of styles ranging from ranch style to sophisticated contemporary designs to manufactured homes. Existing commercial architecture varies from ranch/western to utilitarian in appearance. In spite of this wide variety, there are some consistencies in the use of common design elements that tend to characterize the area and relate to the natural setting.

Building colors and finishes tend to be muted natural earth tone colors with the use of native building materials such as local rock and wood. The County has adopted a Design Review Overlay Zone promoting these common design elements and architectural style applicable to commercial, public, and semi-public uses.

The Doney Park Timberline Fernwood Area Plan addresses ways to provide goods and service to rural communities along 89N without creating strip development by recognizing the potential of major intersections to serve as rural activity centers. This would leave space in between centers for low density and contextual development.



Photo credit: Coconino County

## Heritage Preservation

Preserving the region's heritage, including its design, building traditions, and cultural preservation, enhances the quality of life in the Flagstaff area. Our region's cultural and historic resources must be preserved, protected, and enhanced. In accordance with federal guidelines, "Heritage Preservation" is the preservation of both cultural (pre-historic) resources and historic resources.

For cultural and historic resources to serve as meaningful focal points within the community, it is necessary to preserve archaeological sites, historic sites, and historic buildings of significance; acknowledge the railroad and its contribution to our history; restore elements of the Route 66 corridor, scenic corridors, and gateways; and respect historic architecture and design in new development.

### Cultural Preservation

Native Americans have lived in the Flagstaff area for thousands of years. Archaeological sites in the Flagstaff region date human occupation to as early as 450 AD. These sites are located in areas where crops were once grown, and have yielded pottery and other evidence of civilization. Sixteen archaeological sites have been documented within a one-mile radius of the Milton Road/University Drive intersection.

There are many culturally significant sites located within the larger regional planning area as well. Areas of cultural sensitivity are included on Map 13. Some of these sites are considered sacred because of their importance to historical or traditional events associated with regional Native American tribes. Many cultural sites have been documented with the State Historic Preservation Office in conjunction with projects that use federal monies or occur on federal or state-owned lands. Although it is uncommon to require a developer to perform archaeological studies in the County, the work has been performed on sites that warrant evaluation. Archaeological resources are often hidden from view, but many lasting visual remnants remain throughout the region including petroglyphs, pottery shards, and burial sites. Many of these locations are often held in confidence to protect them from desecration. However, the remnants of pre-historic culture are most evident in Walnut Canyon National Monument and surrounding areas, Picture Canyon Conservation Area, and Wupatki National Monument. Local indigenous cultures strive to maintain traditional places and customs, which may at times be challenging as traditionally tribal places become private property.

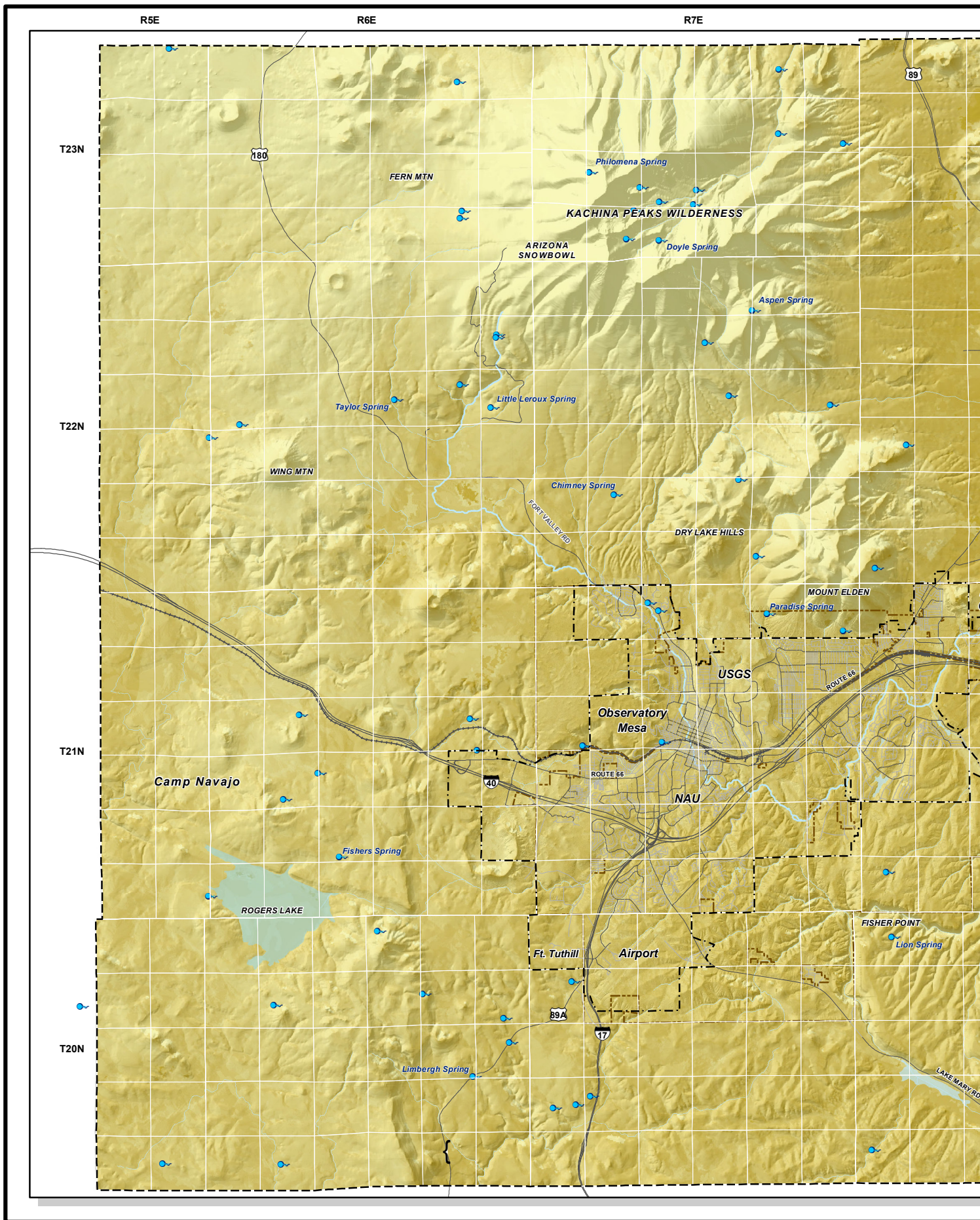


*Photo by: Hannah Smolan*



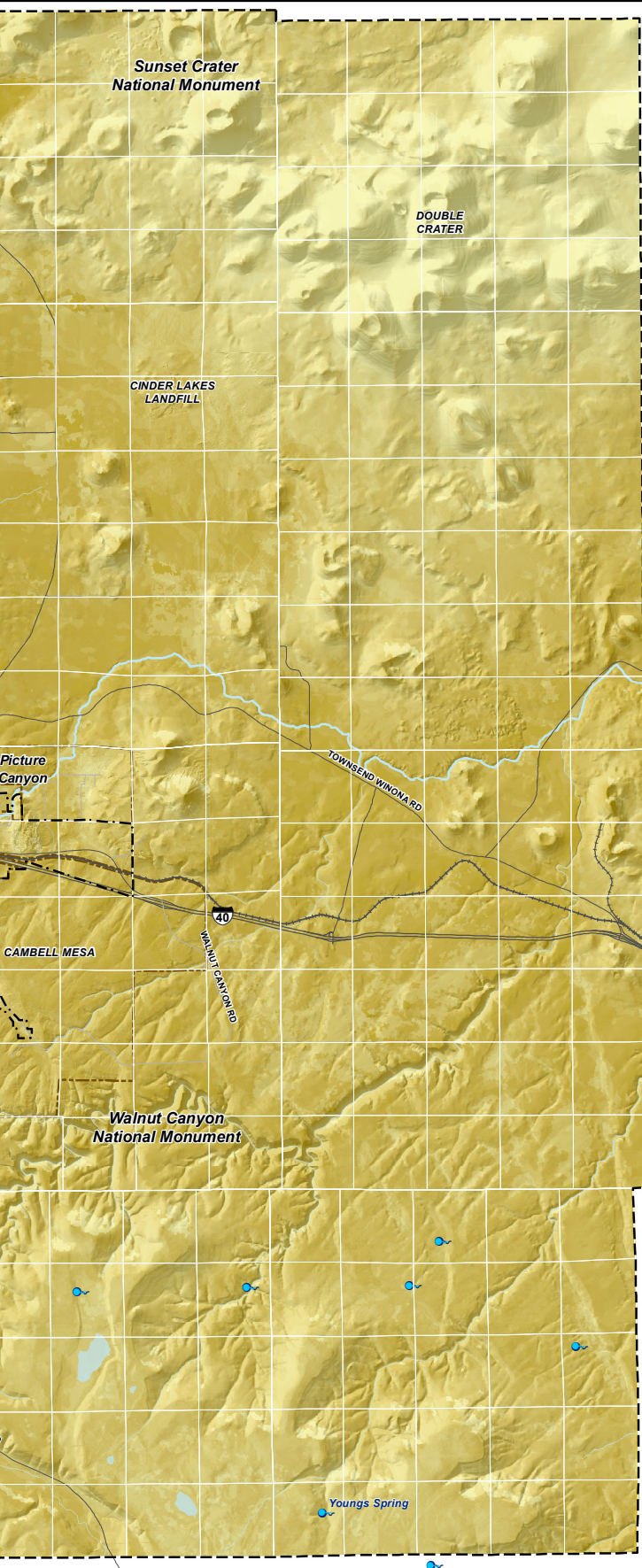
*Photo by: Prairie Rose Singer*

Cultural resources are varied and are best described using the national standard. Properties listed in the National Register of Historic Places include "districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture."



R8E

R9E



### Map 13: CULTURAL SENSITIVITY

- FMPO Boundary
- Flagstaff City Limits
- Urban Growth Boundary
- Springs & Seeps
- Water Courses / Washes

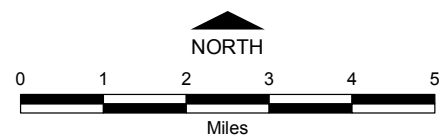
Site Probability:



**Methodology:** Stepwise logistic regression was used to compare archaeological site locations and environmental variables for the purpose of producing a prediction equation that defines the probability curve between 0 (low likelihood) and 1 (high likelihood). Using ArcGIS, environmental information was extracted from known archeological site and non-site locations. A probability surface was created through a linear combination of GIS data layers.

The presence of natural, cultural, and heritage resources does not preclude private development entitlements. The intent of this map is to inform the community that significant archaeological sites may exist upon the land.

Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Historic Preservation

Flagstaff hosts a rich array of historic resources, which reflect more than 100 years of settlement and growth, providing tangible witness to the development of the railroad, transcontinental highways, logging and building-stone industries, local and County government, military, livestock and agriculture, science, higher education, and business in Flagstaff and northern Arizona. These resources contribute to a strong sense of place and local identity, and attract visitors to the community through their aesthetic charm and significance.

The City of Flagstaff is a Certified Local Government, making it eligible for financial and technical assistance in historic preservation efforts under the National Historic Preservation Act. The City's Zoning Code requires cultural resource impact studies and impact mitigation strategies for new development. The Zoning Code further requires that the City appoint a Historic Preservation Officer to work in conjunction with the Historic Preservation Commission to conduct reviews of property for historic significance; create historic property inventories; help in forming and maintaining landmark and historic districts (Map 14); review new developments for historic compatibility; conduct public education and outreach, provide documents, resources, and guidelines on historic preservation; and administer an annually funded Historic Facades and Signs Grant Program. Program staff works with the State Historic Preservation Office and the Heritage Preservation Commission on heritage preservation efforts.

More than 650 resources from the historic period (1880-1945) are inventoried in surveys, many of which are included in several National Register historic districts (Map 14). The official National Register historic districts include the Flagstaff Townsite Historic Residential District, Railroad Addition Historic District, North End Historic Residential District, and Flagstaff Southside Historic District. The three local historic districts include the Downtown Historic District, Townsite Historic District, and Landmarks District, which is a floating overlay district applicable to qualifying locations within the City. The local historic overlay districts contain more than 300 individual properties. One prime example of a property needing preservation efforts is the Basque Pelota Court, constructed circa 1926. It is located in the Southside neighborhood, and is now the only such court remaining in Arizona, and one of only 14 known to exist.

Historic trails are unique resources that mark the travels of early explorers and settlers in the area. Over time, many of these original corridors were transformed into wagon routes, recreation trails, ranching roads, highways, or train corridors. Although there are no national historic trails within the regional planning area to date, among the more interesting trails are the Beale Wagon Road and the Grand Canyon stagecoach line. The original Beale Wagon Road was a military road connecting Arizona's Fort Defiance and southern California. The stagecoach line was initiated by a private company to take tourists from Flagstaff to the Grand Canyon.



*Basque Pelota Court on San Francisco Street*

*Photo credit: City of Flagstaff*

Outside the City limits, heritage preservation efforts primarily have been completed by land management agencies such as the U.S. Forest Service, Arizona State Land Department, National Park Service, and local Native American tribes. Coconino County is not a Certified Local Government, and is not required to be such to recognize historic structures or seek their protection. The County does not have dedicated historic preservation staff, so individuals and small groups who focus on specific properties or local landmarks undertake most of the efforts occurring on private lands.



Photo by: Calvin Johnson

“Knowing that these cultures are close by, cultures for which dance is vital and integral to their being, also anchors the dancer in me here. [...] Groping for words to describe how Flagstaff affects my desire to dance, I begin to understand why the explanation is elusive.”

- Kari Morehouse, “The View from Here: Contemporary Essays by Flagstaff Authors”

## HERITAGE PRESERVATION GOALS AND POLICIES



### **Goal CC.2. Preserve, restore, and rehabilitate heritage resources to better appreciate our culture.**

Policy CC.2.1. Actively locate, identify, interpret, and preserve historical, archaeological, and cultural resources, in cooperation with other agencies and non-governmental organizations, as aspects of our society for future generations to retain, understand, and enjoy their cultural identity.

Policy CC.2.2. Formally recognize heritage resources through designation as local landmarks and historic districts.

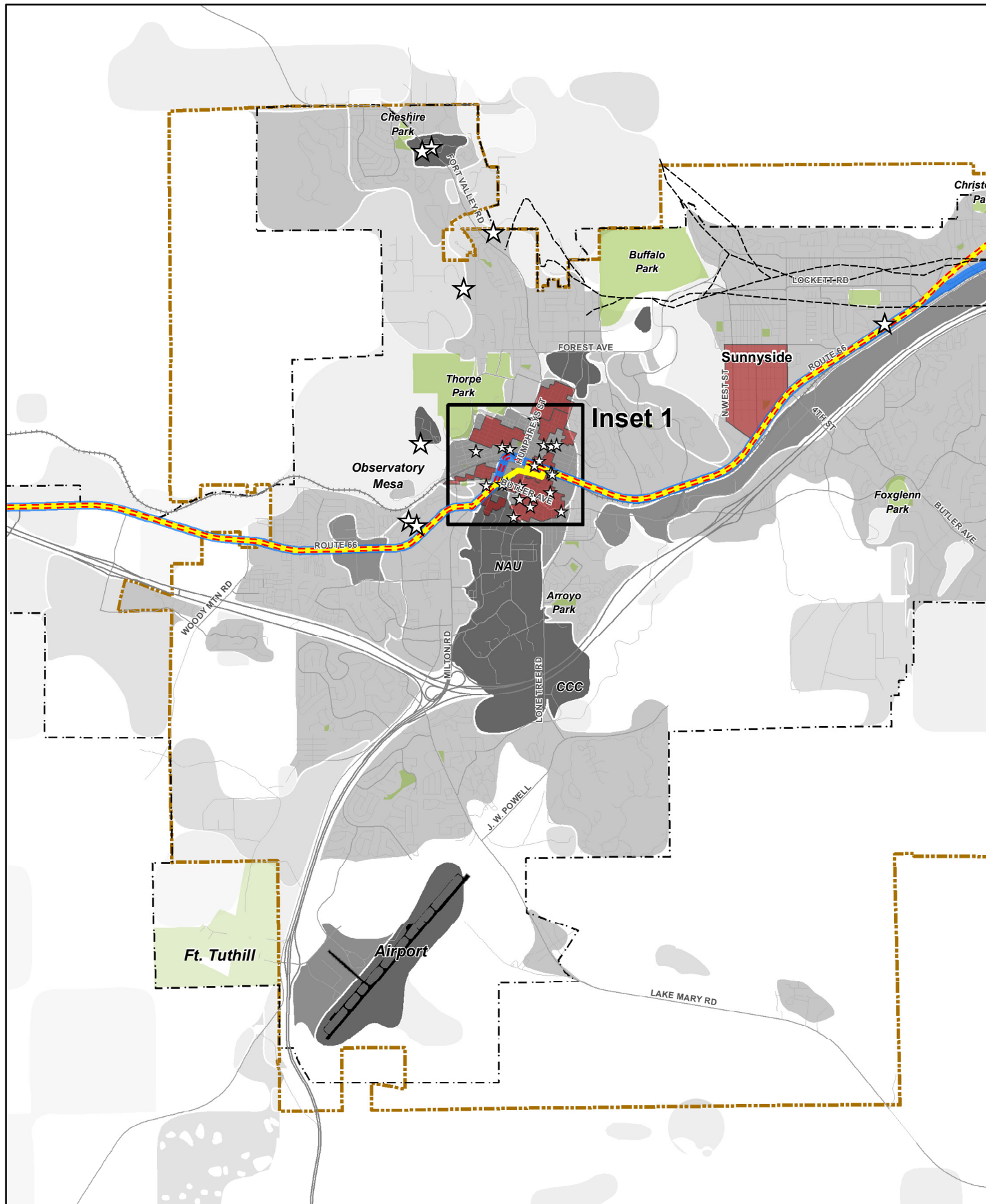
Policy CC.2.3. Mitigate development impacts on heritage resources.

Policy CC.2.4. Support restoration and rehabilitation of historic housing, buildings, structures, and neighborhoods.

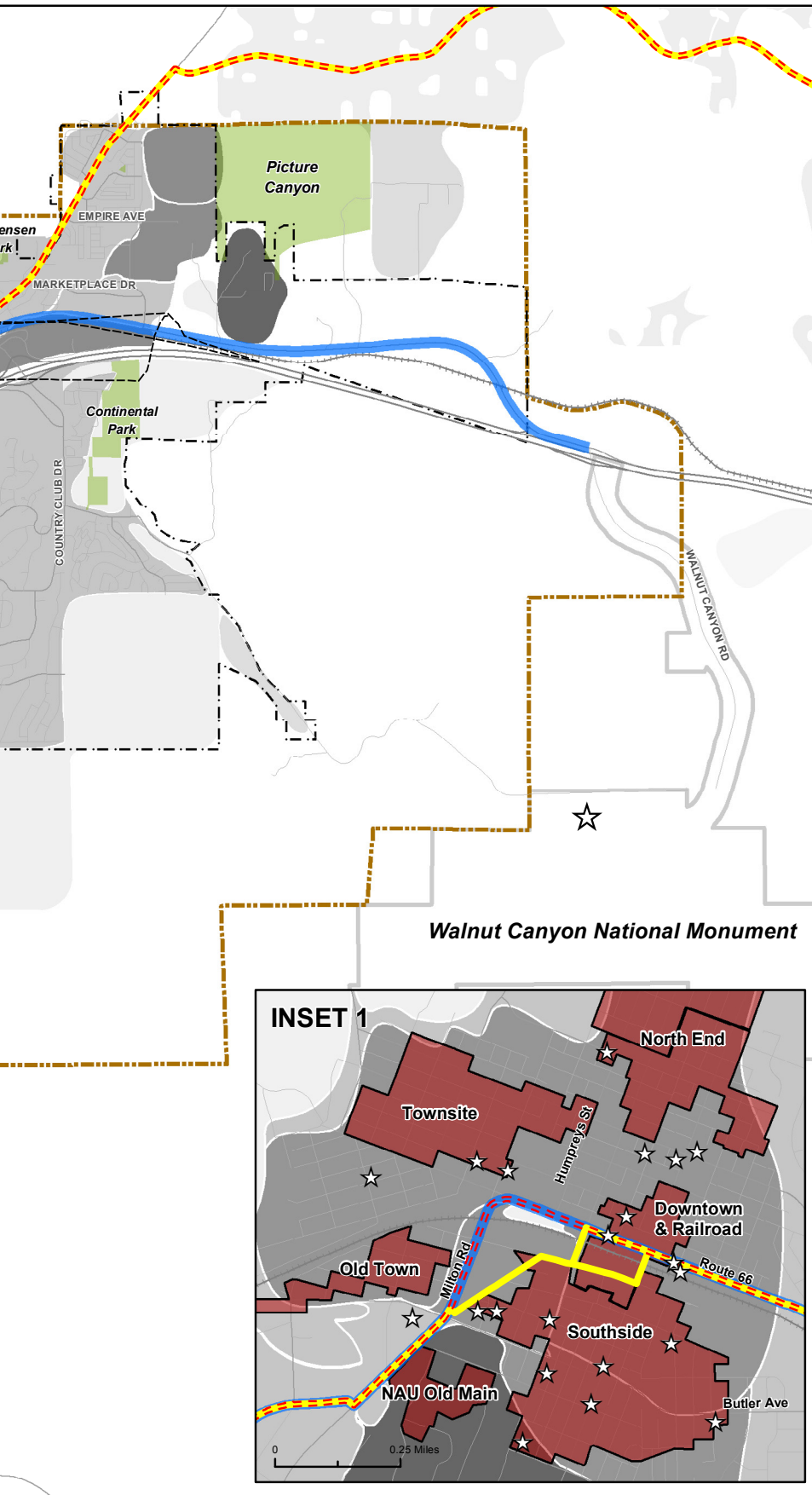
Policy CC.2.5. Provide incentives for heritage and cultural preservation.

Policy CC.2.6. Expand a program to educate the owners of historic resources of the heritage value of their properties.

Policy CC.2.7. Protect existing historic districts from encroachment by land uses that compromise the historic characteristics of the district.

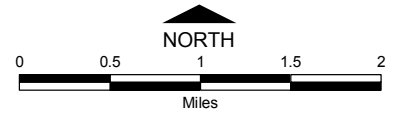


**Map 14:**  
**HERITAGE RESOURCES**



- Park/Natural Area
  - Historic District
  - City of Flagstaff
  - Urban Growth Boundary
  - National Register of Historic Places
  - Beale Trail Alignments
  - Route 66 Alignment after 1948 (Current)
  - Route 66 Alignment (1935-1947)
  - Route 66 Original Alignment (1926-1934)
- Vision Area Types**
- Open Space - Preserved (Typically USFS); Open Space - Reserved (Typically State Trust)
  - Rural - Existing
  - Suburban - Existing
  - Urban - Existing
  - Industrial / Business Park - Existing
  - Special District

The presence of natural, cultural, and heritage resources does not preclude private development entitlements. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Community Design

Overwhelming support has been shown for encouraging preservation of buildings in Flagstaff's historic neighborhoods.

- 2010 Community Values Survey



Photo credits: City of Flagstaff

The physical character of Flagstaff is defined by its built environment and natural setting. Places recognized in Flagstaff, the remarkable places, are those areas where the patterns of development are preserved, restored, and enhanced, and emulate the design traditions of the built environment and the natural setting (Map 14). This happens when the region's environmental beauty is complemented by indigenous development and local design traditions that respect the area's amazing scenic vistas through the preservation of viewsheds and use of natural materials and colors, dark-sky compliant lighting, and signage and landscaping that harmonize with the natural surroundings. Fundamental components of community design include preserving and restoring our heritage resources, and integrating historical design aesthetics and culturally reflective art in contextual new development. The design of neighborhoods, landscape, urban spaces, streetscapes and transportation systems, infrastructure, urban forestry, site design, parking, and architecture all contribute to the overall community character.

The Flagstaff region encompasses walkable urban, drivable suburban, and rural areas, all developed based upon the historic design traditions of Flagstaff. The concentration and density of development plays an enormous role in shaping the future community. Residents desire new development and redevelopment that conserves land, energy, and natural resources, as well as supporting accessible multi-modal transportation options. Challenges that future decision makers must address to ensure positive community character include removing overhead utility lines from viewsheds, properly placing utility boxes and dumpsters with site planning, integrating parking, solar panels, wind turbines and rainwater harvesting into the urban context, and improving building and public space maintenance.

Understanding and promoting the different desired characteristics of urban, suburban, and rural neighborhoods and activity centers as reflections of the surrounding natural landscape is important in maintaining the diverse community desired by residents and visitors. Promoting and maintaining concentrated development in or near the city core and activity centers is one means of preserving optimal open space throughout the community.

Walkable-scale developments can achieve many community goals, from increased public transit use to economic development opportunities. These are further discussed in Chapter IX - Growth Areas & Land Use. Concentrated development, however, must be designed and built with respect for Flagstaff's character. To encourage high-quality, attractive, and marketable development, the City and County will need to invest in upgrading existing infrastructure to appropriately increase density in existing developed areas, as well as to ensure compatible design.

## Urban Design

Urban design is the discipline through which planning and architecture can create or renew a sense of local pride and identity. It has great potential for enhancing the visual image and quality of neighborhoods by providing a three-dimensional physical form to policies described in the regional plan. It focuses on design of the public realm, which is created by both public spaces and the buildings that define them. Urban design views these spaces holistically and is concerned with bringing together the different disciplines responsible for the components of cities into a unified vision.

Urban design is key for the success of various areas, including downtowns, campuses, corridors, neighborhoods, mixed-use developments, and special districts. Issues to be considered include existing development, proposed development, utility infrastructure, streets framework, and sustainable development principles. Urban design plans require interdisciplinary collaboration among urban designers, architects, landscape architects, planners, civil and environmental engineers, and market analysts.

Urban design is the arrangement and design of buildings, public spaces, transport systems, services, and amenities which give form, shape, and character to a community. The use of architecture, landscape architecture, and city planning to develop a functional and attractive community framework is important in planning for the region's future. This can also connect people and places, both smartly and efficiently through consideration for place-making, environmental stewardship, social equity, and economic viability.

The City and County use area plans, neighborhood plans, and area specific plans to create design standards based on community input. The County implements design review overlay zones corresponding to area plan boundaries, and the City currently uses historic district overlay zones corresponding to historic district boundaries. Both the City and the County also regulate the scale and intensity of development through their respective zoning codes by establishing minimum standards for the development of land, including the size of lots, landscaping, building placement, outdoor signs, and lighting. Many of these standards focus on assuring safe and efficient use of land; however, they also influence the design and character of development.

### **Helpful Terms**

**“Urban”** areas have a higher density of people, residences, jobs and activities; buildings are taller and close to the street; streets and sidewalks are in a grid pattern of relatively small blocks; the area is walkable and a variety of services and goods are available; served by public transportation.

**“Suburban”** areas have medium to low densities of people, residences, jobs and activities; the streets and sidewalks vary in pattern; the area is drivable to access homes and jobs, yet walkable by special pedestrian facilities like the Flagstaff Urban Trail System (FUTS); some services and goods are available to the residents; the area may have access to public transportation.

**“Rural”** areas have a low density of people, residences, jobs and activities; paved and unpaved two-lane roads with natural edges; minimal services and goods available to the residents; FUTS connectivity and public transit commuting opportunities may exist; abundant open spaces and agricultural uses.

**“Infrastructure”** includes but is not limited to sewer lines, water lines, reclaimed water lines, roads, intersections, sidewalks, FUTS, landscaping in the right-of-way, gateways, housing, green infrastructure, public art, and in some cases may include utilities such as electric power, data, natural gas, cable television, and telephone.

## Neighborhoods



Photo by: Ryan Staab

The built patterns of development today are primarily in response to various transportation influences. Earliest neighborhoods grew near the railroad in the 1800s, creating a hearty downtown that remains the center of the region. The coming of the automobile brought commercial development along corridors and suburban residential neighborhoods. East Flagstaff, once an unincorporated county area, developed its own “downtown” with a more auto-oriented suburban design, but that remains an activity center for the City as Fourth Street. With easy access by car, the surrounding rural areas have changed from more agricultural and forestry uses to a more ranchette residential character.

Many residents celebrate the historic neighborhoods, those of the pre-Route 66 era, in which walkability, front porches, and street trees are pointed to as “favorite characteristics.” Future neighborhood design can very well emulate the characteristics of these existing places, using traditional neighborhood design as the basis. The drivable suburban context is improved when it borrows from the pedestrian connectivity character of urban areas.

Improvements to the community’s health, functionality, and appearance may be achieved with new developments that foster traditional, more walkable neighborhood design. This means confronting and correcting the tendency for disconnected developments to be dominated by traffic, parking lots, and garages.



Photo by: Tom Bean



Photo by: Tom Bean

## Urban Forestry and Landscape

The trees within the developed areas of the community are typically planted as part of a development. There are some stands of old growth ponderosa pine within the City, yet the idea of the “urban forest” includes trees in streets, public plazas, and trees in landscaped areas. Many cities develop an urban forestry program, with a city-wide tree inventory and plan for replacing trees and maintaining a healthy urban forest.

Landscaping softens the built environment, and creates shade and shelter. The *Flagstaff Regional Plan* includes goals for the design of sustainable landscapes appropriate to the unique natural characteristics of the Flagstaff region.

## Streetscapes and Transportation Systems

Although roads and streets are used primarily to move vehicles, bicycles, and people from one place to another, they can also frame the region’s amazing views. Street edges may serve as centers of commerce, outdoor eating places, hubs of activity and people watching, and spaces for public art. Designing and constructing “complete streets” that enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities, can provide a memorable experience for visitors and residents alike (*Refer to the National Complete Streets Coalition at [www.smartgrowthamerica.org/complete-streets](http://www.smartgrowthamerica.org/complete-streets)*).

## Site Design and Architecture

Sites and buildings are the backdrop of the public realm, and they have a vital role in defining the character of the community. Community character is represented in sites and buildings by employing the region’s design traditions, and using local materials with compatible colors and architectural details. Achieving contextualism with vernacular development is a challenge for architects and other building designers to meet new needs that fit within traditional design concepts. Through community vision and civic pride, the public and private sectors can both contribute to a contextually sensitive and beautiful place to live, work, and play.

When determining design decisions about any development site, designers should consider the suitability and limitations of a piece of land for development in the first place - such as geology, hydrology, ecology, the availability of streets, utilities, and a system to handle stormwater flow.



Photo credit: City of Flagstaff

### Helpful Terms

**“Context”** refers to the development site itself, surrounding properties, and the neighborhood in which a development site is located.

**“Development”** is the carrying out of any building activity, the making of any material change in the use or appearance of any structure or land, or the dividing of land into parcels by any property owner. When appropriate to the context, “development” refers to the act of development or to the result of development within the City.

### Helpful Terms

**“Green Infrastructure”** refers to an interconnected network of waterways, wetlands, woodlands, wildlife habitats, and other natural areas of countywide significance. For more information, refer to <http://www.greeninfrastructuredesign.org/>



Photo credit: City of Flagstaff

### Parking

Parking is an essential element to be considered in site design and traffic circulation. Parking should be developed to reflect the context of each site. Walkable urban areas use street parking, shared parking lots, and parking structures. Drivable suburban and rural parking lots feature landscaping to enhance the beauty of a site, and allow for a reduction in stormwater runoff.

Parking requirements need to reflect the desired density and intensity of the place type, while respecting the need of residents, visitors, and shoppers.



Photo credit: City of Flagstaff

### Infrastructure

Visual components of above-ground public infrastructure such as power lines and boxes, street lights and switch boxes, stormwater collection facilities, and various other infrastructure elements affect overall community character and aesthetics. Community partners can choose to plan for and implement shared spaces, and establish guidelines for the aesthetically pleasing placement of boxes, screens, and placing utilities underground when it is practical to do so. A collective “urban infrastructure plan” for water, sewer, power, telephone, cable, data, roads, and trails, working collaboratively with the community vision for growth, could greatly improve the views, viewsheds, and site design characteristics in the region.



**Goal CC.3. Preserve, restore, enhance, and reflect the design traditions of Flagstaff in all public and private development efforts.**

Policy CC.3.1. Encourage neighborhood design to be respectful of traditional development patterns and enhance the overall community image.

Policy CC.3.2. Maintain and enhance existing buildings and blend well-designed new buildings into existing neighborhoods.

Policy CC.3.3. Emulate the most celebrated design traditions of Flagstaff, particularly the pre-Route 66 and early Route 66 eras.

**Goal CC.4. Design and develop all projects to be contextually sensitive, to enhance a positive image and identity for the region.**

Policy CC.4.1. Design streetscapes to be context sensitive and transportation systems to reflect the desired land use while balancing the needs of all modes for traffic safety and construction and maintenance costs.

Policy CC.4.2. Design utilities and infrastructure to be contextual and considered as part of the overall design aesthetics.

Policy CC.4.3. Employ design solutions that balance the interface of the natural and built environments, with the most urbanized core activity areas being the most built, and the most rural areas being the most natural.

Policy CC.4.4. Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment.

Policy CC.4.5. Encourage local landscaping using Xeriscape, low-impact principles, and native vegetation wherever possible.

Policy CC.4.6. Use landscaping to benefit the environment and improve aesthetics, in order to maximize the economic benefit that a well landscaped community provides.

Policy CC.4.7. Develop an urban forestry program to catalog, preserve old growth pines, and plant new urban trees.

Policy CC.4.8. Follow arboricultural practices in maintaining a healthy urban forest.

Policy: CC.4.9. Develop appropriate tools to facilitate the undergrounding of existing overhead utility lines, especially in established viewsheds and in reinvestment areas.

## Design Traditions of Western Development in Flagstaff

The design traditions of western development in Flagstaff generally can be discussed in the context of the following eras:

### Pre-Route 66 (before 1926)



Photo credit: Flagstaff Convention & Visitor's Bureau

Prior to the construction of Route 66, Flagstaff's buildings were assembled from locally produced materials dominated by malpais stone, Moenkopi sandstone, Kaibab limestone, wood planks, and timber. With the exception of downtown, most structures were simple and practical, featuring a main gable roof on a rectangular plan, and modest in size. In the downtown area, historic structures were constructed of local materials and imported midwestern façade designs popular in that era. Other community design influences of this period included the imported farmhouse, Victorian, craftsman home designs, the railroad industry, and National Park architecture, which combined native materials and architecture to create visually appealing and contextual structures.

### Early Route 66 (1926-1945)



Photo credit: Flagstaff Convention & Visitor's Bureau

In the early years of Route 66, community design was heavily influenced by the burgeoning tourism industry. Early traveler-induced developments, such as motels, were simple, practical, and built from local materials. The development of the Mother-road itself, Route 66, stimulated subsequent growth and development along its edges, and indicated the start of an important change in the community character, from a more downtown "node" to corridor development.

### Late Route 66 (1945-1967)



Photo credit: Flagstaff Convention & Visitor's Bureau

Following World War II, Flagstaff saw many significant influences on community character, including the post-war housing boom, a notable growth of tourism, dominance of the automobile, and expanded use of imported building materials and designs. Residential development included a mix of the design traditions of Flagstaff, such as simple structures along gridded streets with sidewalks and street trees, and post-war production housing development featuring whole-neighborhood developments with un-gridded streets, repeated home design, and a shift to imported materials such as stucco, tile roofing, and metal windows. In addition, large multi-family structures were introduced along with the development pattern of wide streets, auto-oriented strip commercial buildings, and the introduction of "modern" materials such as concrete masonry unit block.

As the tourism industry grew, Flagstaff expanded from the small, central downtown outward to include motels, service stations, and diner-lined highways which included imported architecture and materials,

standardized building designs, and automobile serving facilities. Notable for this period was the introduction of the large, eye-catching, commercial signage to capture the attention of the auto-oriented society. This era resulted in the decline of the historic downtown's economic vitality as commercial activity dispersed and impacted the overall community character.

### **Interstate 40 (1967-2001)**

With the introduction of the interstate highway system, specifically I-17 and I-40, auto-oriented commercial enterprises sprouted in areas adjacent to these new corridors. These sites were suburban in character and devoid of pedestrian-friendly amenities, such as plazas, trees, and street furniture. Although new zoning regulations required the installation of landscaping, it remained suburban in character. Architecturally, the shift was complete, having moved away from the design traditions of Flagstaff (e.g., simple designs, local materials, human-scale buildings and streets) to that of imported, nondescript, replicated design and materials.

As Flagstaff's last lumber mill and window plant closed, imported materials became the norm, even though the region is surrounded with natural building materials such as timber and stone. However, the latter half of this era saw an increase in community interest regarding our historic resources and neighborhoods. Downtown revitalization efforts began in 1992, introducing the Heritage Preservation Program and sparking an economic boom in the community. These efforts reflected a cognizance of the importance of preserving a "sense of place" through building, landscape, street, road, and signage designs.

### **Design Review Years (2001 to present)**

In 2001, Flagstaff introduced design standards and guidelines into the Land Development Code. Some of these basic principles included pedestrian-friendly site design, characterized by building-forward site layout, human-scale buildings, and a preference for local materials. These regulations applied to non-residential and multi-family developments only. In 2011 design standards and guidelines were reorganized and clarified in the Flagstaff Zoning Code. Development during this period generally continues to follow the auto-oriented, highway patterns of development, with an incremental trend toward the design traditions of Flagstaff. Beginning in 2001, the City dedicated public funds to "community beautification," leading to the removal of billboards, the construction of a significant urban trail system, municipal landscaping, pedestrian amenities, and public art.



*Photo credit: City of Flagstaff*



*Photo credit: City of Flagstaff*



*Photo credit: City of Flagstaff*



Photo by: Tom Bean



Photo by: F. Kedd

## Arts, Sciences, and Education

Arts, sciences, and education are an integral part of the social and economic fabric of the community. As the location of one of three public universities in Arizona, a hub of night sky research and archaeological research, and home to many Native American artists, the Flagstaff region has a wide range of educational, scientific, and cultural organizations, resources, attractions, and activities that are a source of community pride and enrichment. A great number of artists, scientists, and educators choose to live here because of these opportunities.

A number of cultural and business organizations work to promote partnerships among local arts and cultural organizations, as well as helping the community recognize that the arts are representative of the region's diversity, creativity, and vitality. As a culturally rich community, the holistic planning of events and activities between art, science, and educational venues will develop more rewarding opportunities for all. By supporting outstanding venues, smart circulation and parking options, and well-planned connectivity, the City and County can promote and encourage these partnerships. In addition, this plan supports integration of culturally reflective art into public and private commercial projects.

The following goals and policies are intended to guide development, land use, and transportation decisions that support future cultural, scientific, and educational needs of the community. Future challenges in the Flagstaff region require maximizing the potential of these resources in the region by coordinating with various community groups, businesses, agencies, and citizens.

### ARTS, SCIENCES, AND EDUCATION GOALS AND POLICIES



#### **Goal CC.5. Support and promote art, science, and education resources for all to experience.**

Policy CC.5.1. Promote first class arts, research, and educational facilities.

Policy CC.5.2. Coordinate educational master plans (Northern Arizona University, Coconino Community College, Flagstaff Unified School District, and charter schools) with regional planning efforts.

Policy CC.5.3. Encourage the integration of art into public and private development projects.

Policy CC.5.4. Complete sidewalks and Flagstaff Urban Trails System connections for all schools, community colleges, and university campuses.

Policy CC.5.5. Promote and expand scientific research as a key component to the Flagstaff region's character.

*Refer to Chapter XIV - Economic Development for more information regarding STEM education.*

#### **Goal CC.6. Encourage Native American art and Southwestern culture.**

*Refer to Chapter XIV - Economic Development for related Policy ED.4.9.*

**The Arts** have always been a part of the community character and in many ways is associated with a greater cross-section of the community. The following groups are just some of those that contribute greatly to the local art scene:

- Flagstaff Cultural Partners – non-profit organization
- Coconino Center for the Arts – performing arts center
- First Friday Art Walk – downtown monthly event
- Flagstaff Artists Coalition – open studios
- City of Flagstaff “Beautification and Public Art Commission”
- Northern Arizona University – Audrey Auditorium performing arts center, Beasley Gallery, and world-renowned ceramics program
- Museum of Northern Arizona – art and cultural exhibits, and Native American festivals
- Doris Harper-White Community Playhouse - Theatrikos Theatre Company
- Orpheum Theater - historic entertainment venue

In addition, the region is host to many diverse events and festivals.



*Photo by: Tom Bean*

**Science** has remained a key character-defining element since 1892, with:

- Lowell Observatory
- Naval Observatory Flagstaff Station
- Museum of Northern Arizona
- U.S. Geological Survey Campus
- Northern Arizona Center for Entrepreneurship and Technology - a scientific research business incubator
- Coconino Community College - specializing in green technologies training
- Current research at Northern Arizona University

In addition, the archaeological resources of surrounding historical sites and ruins provide research and tourism opportunities.



*Photo by: Shabo Zhang*

**Education** resources are diverse and serve all sectors of the community, including:

- Flagstaff Unified School District
- Charter and private schools (Montessori, Peak, Mountain School, Northland Preparatory Academy, St. Pius Catholic School, BASIS, Flagstaff Arts and Leadership Academy) - which serve the primary and secondary needs of the community
- Coconino Community College - two campuses within the Flagstaff region offering 65 certificates, degrees, and transfer programs
- Northern Arizona University - offering over 230 undergraduate and graduate degrees, and continuing to have an economic, cultural, and physical impact on the character of Flagstaff
- Two public libraries and Joe Montoya Senior Center
- Various neighborhood centers within the City, including the Murdoch Center, Flagstaff and Cogdill recreational facilities, and the Aquaplex, all of which offer classes and lessons for people of all ages



*Photo credit: City of Flagstaff*

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14% of the land  
in the planning area is  
privately owned

56 miles of  
Flagstaff Urban Trail  
System (FUTS) has  
been built

2 libraries serve  
80,000 people

# BUILT ENVIRONMENT



Flagstaff's **built environment** contributes to our sense of place, from the preservation of unique heritage sites, to managing land use and growth, to how our transportation corridors are designed and maintained. The *Flagstaff Regional Plan* recognizes the balance needed between managing growth with efficient infrastructure, keeping costs manageable, and respecting citizens' development rights while preserving our unique community character and quality of life.

The region's built environment dates back thousands of years to the earliest residents who began settling the area around 500 BC. Maize agriculture was introduced to the Southwest and farming began, producing settlements and then larger villages of the Northern Sinagua and Cohonina tribes. Many significant archaeological sites remain throughout the regional planning area, yielding information about past civilizations.

Later western development in the area resulted in **land use** patterns driven by the early economics of the railroad. Examples can be seen in the downtown commercial core, railroad and sawmill infrastructure, the university, historic residential neighborhoods, and ranches. In addition, influences of the interstate highway system and resulting tourism boom are evident in the area's design traditions and the historic Route 66 still used in our daily transportation system. Drawing on our architectural design traditions in preservation, reinvestment, and new development efforts promotes a strong sense of place, and maintains our unique **community character**.

Flagstaff is a diverse community that needs options for ways to provide its citizens with a balance of quality development and a healthy ecosystem. This is done by careful planning to ensure community benefits while respecting private property, understanding that supply and demand creates change, and managing our resources for the greater good. The **cost of development** is the reality of implemented policies, how to pay for the desired public spaces and infrastructure, including **public buildings, services, facilities, and safety** measures, which are used by all citizens every day. Future land use patterns and **transportation** systems must be planned together, along with understanding how public facilities, civic spaces, and businesses needs all interact. The chapters in this section define the policies for this planning effort.

Photo overleaf by: Tom Bean



Photo by: Tom Bean

## Community Character VIII-1

Our community character matters and should play an important role in every development project. The region can and should achieve an environmentally, socially, and economically sustainable community through the application of quality design and development, and the preservation of our unique sense of place.

## Growth Areas & Land Use IX-1

How we use our land and manage growth matters if we are to realize our vision for the future to be a sustainable and prosperous community. By striking a balance between the private property rights of our citizens with the overall community vision, we will have a balanced land use pattern that truly reflects the needs and desires of our population.

## Transportation X-1

Transportation matters to us in a vital way, because it is how we move ourselves through and about our community. Our travel and land use patterns are tightly woven together, and it is this interdependent relationship that drives many of the goals and policies of this plan, including the concepts of compact, well-designed development and preservation of our community character.

## Cost of Development XI-1

Managing the cost of development matters to our community, because there must be a balance in providing for the vital infrastructure and public facilities that we need while keeping cost burdens fair and manageable.

## Public Buildings, Services, Facilities & Safety XII-1

It matters when we plan for and improve public facilities and services to ensure the safety and welfare of our population. This plan promotes the equitable location of current and future facilities throughout the community while re-enforcing Flagstaff's unique sense of place.



# GROWTH AREAS & LAND USE

The **Growth Areas & Land Use** component of the *Flagstaff Regional Plan* is a community vision of how land use in the region should occur for the next 20 years. It also sets the legal framework for more specific planning and zoning regulations. It is important to recognize that this is a diverse community that demands land use options while recognizing private property rights. To promote a balanced land use pattern, consideration will be given to the following concepts:

## Growth

Future growth will be concentrated in reinvestment areas and will include a balance of infill and redevelopment in existing neighborhoods as well as the development of “Greenfields” within the growth boundary.

## Area Types

This chapter is organized around three area types: **urban**, **suburban** and **rural**. Flagstaff enjoys existing urban, suburban, and rural areas as neighborhoods, shopping areas, roadways, and other spaces. Within each area type, there are distinct areas called **place types**.

## Place Types

Place types include **activity centers**, **neighborhoods**, and **corridors**, and provide the framework around which our community is built. Land uses that occur within the different place types are further designated into categories such as residential, commercial, and institutional, which define the type of use and zoning for those place types. The land uses appropriate for each activity center are listed on the urban, suburban, and rural area character tables. **Employment Centers** can exist within all place types, but along with **Special Planning areas**, they need special consideration.

## Inside this Chapter:

### EXISTING LAND SUPPLY

Context of Land Uses	IX-2
How Land is Evaluated	IX-2
Existing Conditions and Trends	IX-3
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Reinvestment Areas	IX-22
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### AREA TYPES

Urban	IX-34
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Special Planning Areas	IX-61

### PLACE TYPES

Activity Centers	IX-62
Neighborhoods and Corridors	IX-69

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## Our Vision for the Future

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In 2030, our community continues to grow in a smart and connected way, making investments in efficient infrastructure, alternative travel modes, and promoting housing choice while seeking to reduce sprawl. The land use decisions made in the region promote a healthy lifestyle and quality of life desired by many.

### Context of Land Uses

Flagstaff's historical pattern of land uses was driven by the early economics of the railroad, sawmills, the university, and ranching. New development should strive to be contextually sensitive to fulfill the *Flagstaff Regional Plan's* guiding principles and provide lifestyle choices for the community.

Within each area type are groups of place types – all working together to complete and connect homes with jobs, school, activities, and shopping. The **community vision is to focus infrastructure investments where they will have the most impact** – in reinvestment areas of activity centers and corridors, as well as preservation of existing neighborhoods, **and to make walking and bicycling from and to all place types an opportunity for residents and visitors.** This chapter covers land designations for future growth patterns, and the Future Growth Illustrations (Maps 21 and 22) identify the area types of urban, suburban, and rural character. It is expected that more detailed plans, specific plans for activity centers, public facility planning, and neighborhood plans will define the context and particulars for development, reinvestment, and conservation.

### How Land is Evaluated

**Land Use versus Zoning – Policy versus Ordinance.** Land use refers to the general activity that occurs on land. Zoning regulates building size, bulk, density, and in every case, land use. Land use is regulated through the City's adopted Zoning Code which is guided through policy language adopted in the *Flagstaff Regional Plan*.

**Property Rights** - Property owners may develop and maintain their properties subject to existing regulations, primarily the adopted zoning, building, and fire codes. This Plan works in coordination with private property rights and the City of Flagstaff and Coconino County Zoning and Building Codes. If a private-property owner wants to develop or redevelop property and the desired proposal conforms with the Zoning Code, but not with the *Flagstaff Regional Plan*, the private property owner may develop in conformance with the Zoning Code without seeking an amendment to the Plan. If, however, the desired proposal does not conform with either the Zoning Code or the Plan, the property owner must apply for both a Regional Plan amendment and a Zoning Map amendment. *Refer to the Regional Plan Amendment Table in Chapter III - How This Plan Works, pg. III-9.*

The "Growth From 2000-2012" Map 15 identifies properties developed since the adoption of the last Regional Plan.

#### **Planning Document Terms:**

**"General Plan"** - A policy document that is used to guide land use decisions. The *Flagstaff Regional Plan* is the City's General Plan.

**"Specific Plan"** - A detailed element of the General Plan enacted under the provisions of Arizona Revised Statutes Section § 9-461.08 that provides a greater level of detail for a specific geographic area or element of the General Plan, and that provides specific regulations and standards for the systematic implementation of the General Plan. When applied to a highway corridor, a specific plan includes the highway right-of-way (ROW) as well as property outside of the ROW included with the planning area boundary.

**"Illustrative Plan"** - A plan or map that depicts (illustrates, but does not regulate), for example, the streets, lots, buildings, and general landscaping of a proposed development.

**"Development Master Plan"** - A comprehensive conceptual plan for the development of a large or complicated land area, the platting of which is expected in progressive steps as required by Title 11 (General Plans and Subdivisions).

**"Corridor Plan"** - Can be developed by the public or private sector and may be an Illustrative Plan or a Specific Plan.

## Existing Conditions and Trends

Today's home buyers, renters, and entrepreneurs all demand one thing: **choices**. National studies show that a choice of jobs, commuting options, housing types, recreational opportunities, and a variety of entertainment and shopping are characteristics of a thriving community. The overall rural mountain character of the Flagstaff region offers these lifestyle **choices**.

### National Trends

Future trends foresee a greater emphasis on **smaller houses, smaller lots, multi-family, and multi-generational housing** – quality built with modern technologies and accessible to community amenities<sup>1</sup>; commercial space within easy access (walking and biking) to homes and amenities; more “third-places” and tele-commuting. National trends show growing markets in downtowns and walkable neighborhoods, especially real estate with good transit service, commanding the highest premiums on space.<sup>2</sup> Typical suburban development should be re-thought to accommodate a wide range of ages, incomes, and public transit.<sup>3</sup>

### Local Trends

- **Geography** and the northern Arizona climate greatly influence development. The ownership patterns of private and public lands and topography also play a significant role in determining the development patterns.
- **Growth areas** in the past 10 years have been primarily single-family subdivisions (for example, Boulder Pointe, Ponderosa Trails, and Anasazi Ridge) with recent multi-family residential additions. This reflects the needs of the university and demographic shifts. The current regional market is reflected in the fact that housing has generally followed retail development, but sometimes the reverse occurs.
- **Growth boundaries** have been established to reduce sprawl development, and where possible, to promote a more compact development pattern with efficient infrastructure within the City. Rural Growth Boundaries in County areas have been established while respecting public and private land ownership.
- **Mixed-use** development promotes a more compact, walkable urban form, and can be seen locally in Flagstaff's historic downtown and more recently around the University campus. Mixed-use opportunities also exist where planned activity centers host a significant amount of growth in office space, retail business, and multi-family housing.

### The Third Place

The term third place was first used by sociologist Ray Oldenburg and appeared in his 1990 book *The Great Good Place*, a celebration of the places where people can go to relax and commune with friends, neighbors, and whoever shows up. The subtitle says it all: “Cafes, Coffee Shops, Community Centers, Beauty Parlors, General Stores, Bars, Hangouts and How They Get You Through the Day.”



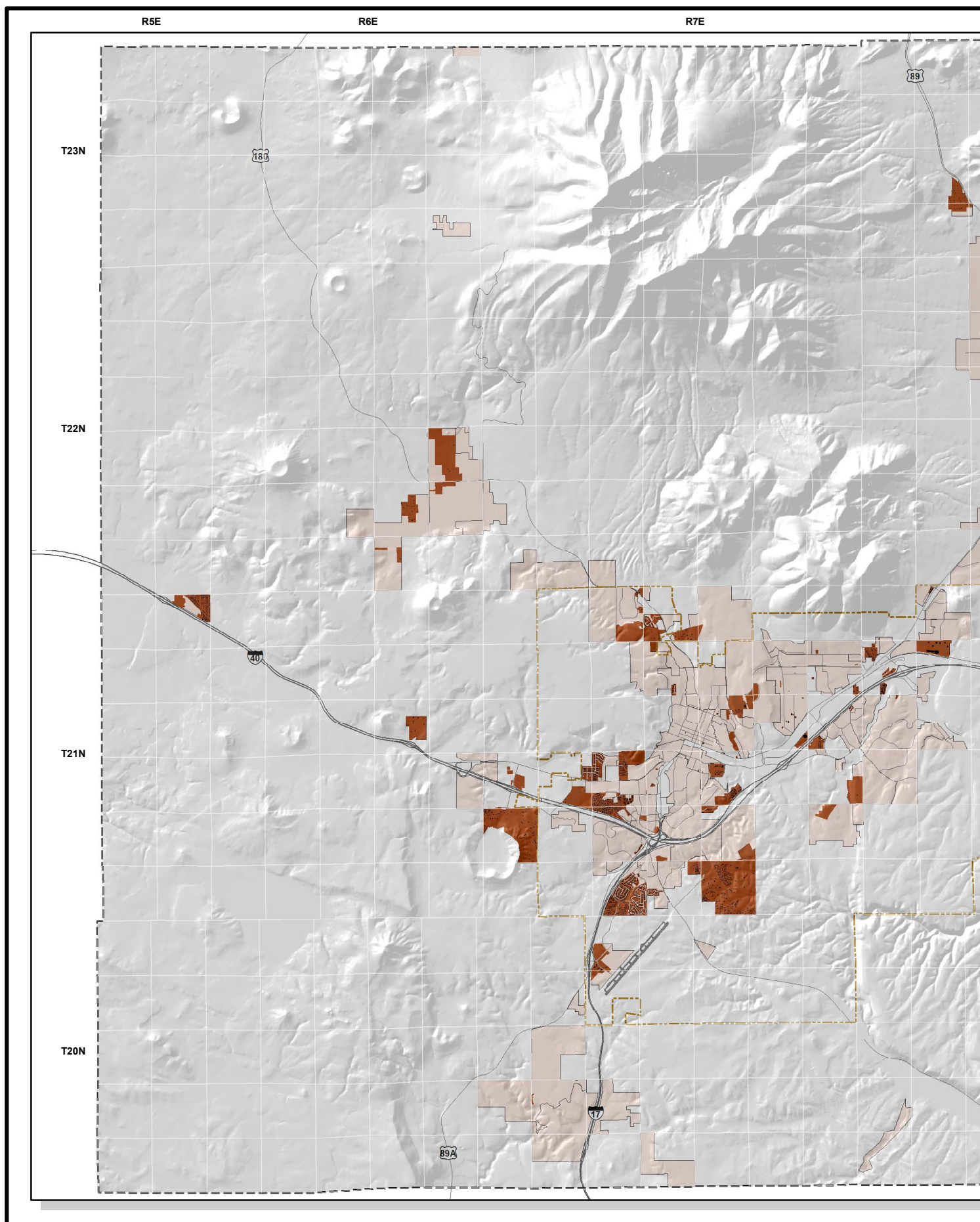
*Example of a Third Place*

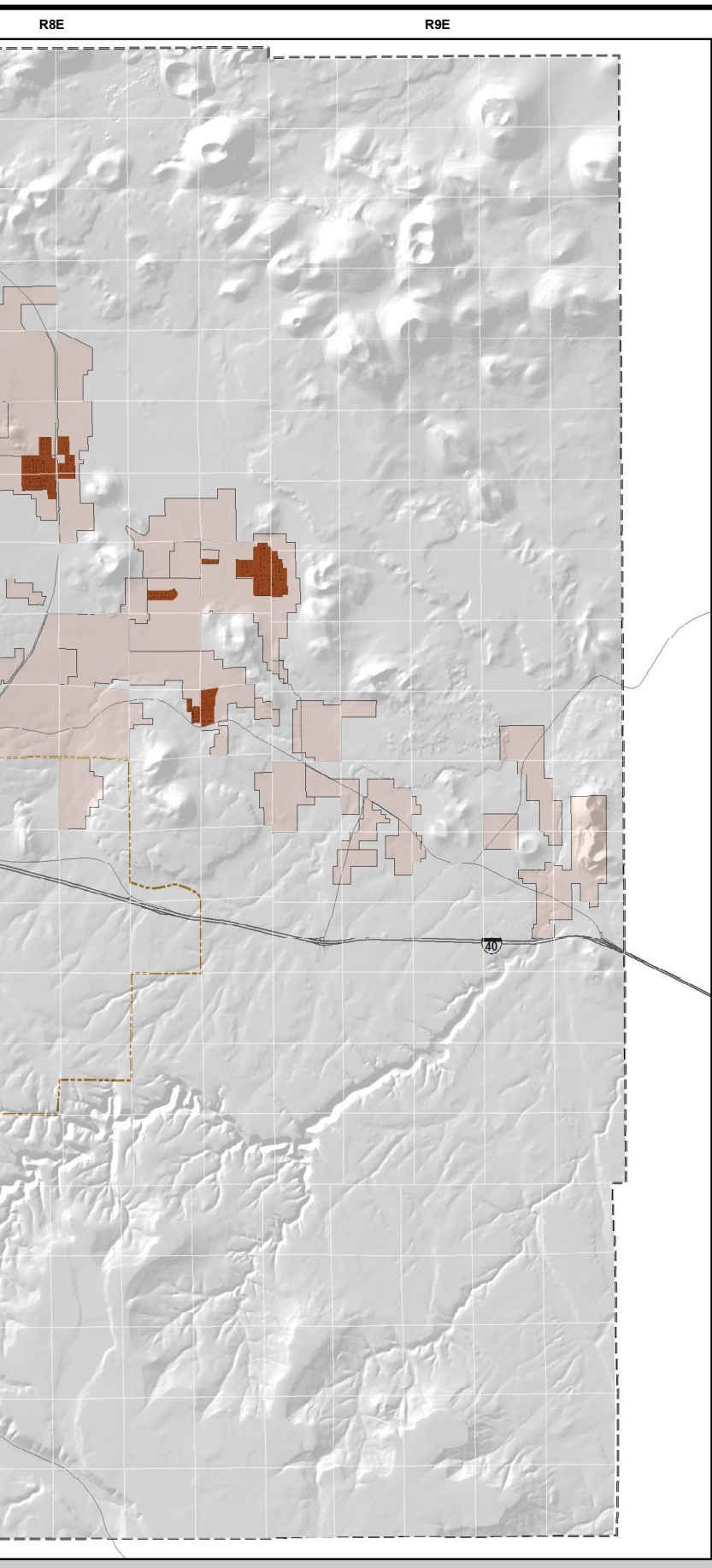
Image credit: *The Illustrated London News*, 17 September, 1870

<sup>1</sup>National Association of Realtors: <http://www.realtor.org/field-guides/field-guide-to-the-small-house-movement>

<sup>2</sup>Kaid Benfield; October 25, 2012.

<sup>3</sup><http://www.realtor.org/articles/building-a-new-suburbia-for-all-generations>

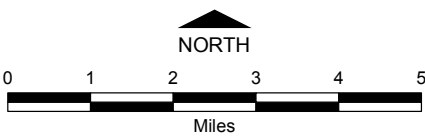




**Map 15:**  
**GROWTH FROM 2000 - 2012**

-  **Buildings within new Growth Areas**
-  **Growth Areas 2000-2012**
-  **Neighborhoods**
-  **City of Flagstaff**

Total Acres added from 2000- 2012		
	# Parcels	Acres
Residential	6633	2,929
Commercial	137	424
Industrial	207	223
Institutional	6	8
General	201	293



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*Map 15 shows the land that has been developed in the planning area since 2000. Refer to Goal LU.3. for policies pertaining to annexation.*

## EXISTING LAND SUPPLY

### Other Conditions Affecting Development:

- **Open spaces** continue to be an important aspect to the region's character, ecosystem health, and a draw for businesses, workers, and visitors. Continuing the work of the 1998 *Flagstaff Area Open Spaces and Greenways Plan*, the open space category will be considered in each context: rural, suburban, and urban. In the larger context, Picture Canyon Natural and Cultural Preserve (City) and Rogers Lake Conservation Area (County), both purchased in 2012 with Open Space Acquisition funding; Walnut Canyon National Monument; the surrounding National Forest System Lands; and the ongoing and much celebrated Flagstaff Urban Trail System (FUTS) all are important to the region's open space system.
- **Public and quasi-public uses** include many of our largest employers in the region such as: the City of Flagstaff, Coconino County, Northern Arizona University, Coconino Community College, Flagstaff Medical Center, Flagstaff Unified School District, and federal offices. Many have plans for facility growth, consolidation, and shared resources to meet their employment, service, and space needs.
- **Public spaces** are one of the most important design aspects of a city, as they serve as it's collective commons—the shared public spaces where people gather, including streets, squares, parks, markets, playgrounds, or sports facilities. The Flagstaff region hosts a number of public spaces, yet the population desires more designed public spaces. As Heritage Square in the downtown attests, good public spaces are well used. This Plan reflects on how those spaces interact with homes and businesses as well as how they are connected together.



*Heritage Square, Downtown Flagstaff*

*Photo by: Tom Bean*

- **Regulations** – Zoning codes, building codes, fire codes, health codes, and engineering standards are regulatory documents intended to promote the goals and policy for Flagstaff. These regulations are in place to serve the greater good of public health and safety, and to promote a well-planned community.
- **Reinvestment areas** implement the goals for revitalization, redevelopment, and infill to promote activity centers and walkable neighborhoods. Many of these areas require utility upgrades and infrastructure to be provided as incentives for private investment. As the private and public sectors continue to work together, parcel assemblage and infrastructure needs will need to be met to assist in enhanced reinvestment projects. Some examples of revitalization projects in the urban and suburban context are: Sawmill at Aspen Place, a 40-acre commercial infill and brownfield redevelopment project; the Lumberyard Brewery adaptive-reuse and historic preservation; and Barnet Dulaney Perkins Eye Surgical Center redevelopment on Switzer Canyon Drive. *Refer to pg. IX-24.*
- **Transportation** options are more complex than creating a bus route, building sidewalks, or striping a bike lane (even though those are all important). Expanding transportation choices demands a shift in our land use patterns and the way we locate and shape future development. To complement land use changes, we must challenge our current notions of space and how we get from Point A to Point B on a daily basis. Public and private traffic engineers should design streets according to “Complete Street” principles to balance pedestrian and bicyclist safety and the needs of transit and all other vehicles.
- **Utilities** - The availability or absence of public water or sewer service, together with some soil and topographic restrictions, serve as development constraints. These constraints should influence land use and development patterns. Up to now, water availability has not been as strong a deterrent to residential development, as public services have extended, and hauling water and some private wells have been accepted.

The land available for development and redevelopment within the Flagstaff region is both privately and publicly held. Intergovernmental cooperation is paramount in seeing the community vision realized. Only with all landowners working together can critical growth issues be addressed, such as economic development, connectivity, infrastructure, and open space protection. The broad objective is to mutually benefit multiple entities.

### Source of Aggregates

Natural aggregates, which consist of crushed stone and sand and gravel, are an abundant natural resource and major raw material used in construction, agriculture, and industry. Despite the low value of the basic products, natural aggregates are a major contributor to, and an indicator, of the economic well-being of the nation ([http://nationalatlas.gov/articles/geology/a\\_aggregates.html](http://nationalatlas.gov/articles/geology/a_aggregates.html)).

Arizona Revised Statutes Section § 9-461.05.C.1(g) requires the land use component of this Plan to include sources of currently identified aggregates from maps that are available from state agencies.

Maps obtained from the Arizona Geological Survey, Arizona Department of Transportation, and Arizona Department of Mines and Mineral Resources indicate there are currently no identified sources of aggregate within the *Flagstaff Regional Plan's* planning boundary (FMPO boundary) as of February 2013.

## EXISTING LAND SUPPLY

### Land Ownership

Land ownership in the planning area is tabulated in the table to the right and illustrated on Map 17.

**U.S. Forest Service** - National Forest system lands equate to 380 square miles regionally and 21.4 square miles within the City limits (13,696 acres). Management challenges include the urban-wildland interface, developing and maintaining public trail access, and managing public recreational and economic uses of public lands.

**Department of Defense** - Camp Navajo is managed by the National Guard Bureau and Arizona Department of Emergency and Military Affairs for national defense purposes including military training, storage, and maintenance. The U.S. Naval Observatory's (USNO) Flagstaff station was established west of the City and is one of two Navy sites for optical and near-infrared astronomy. Both sites are critically impacted by development in the region.

**National Park Service** - There are two national monuments in the greater Flagstaff region: Walnut Canyon and Sunset Crater. Protection of the Walnut Canyon National Monument and the surrounding area is a high priority to the community. In 2002, the City Council and the County Board of Supervisors voted for additional protection for lands around Walnut Canyon and requested the federal Walnut Canyon Area Special Study. Any development contiguous to the Walnut Canyon National Monument area must be sensitive to its important cultural resources. Sunset Crater National Monument consists of lava flows, volcanic cinder cones, and craters. It is a relatively pristine and undisturbed environment.

**State Trust Lands** within the city limit total 6,555.5 acres, and constitute over 25,000 acres within the FMPO boundaries. State Trust lands are subject to sale for conservation or development. Most State Trust parcels are surrounded by National Forest System lands and currently serve as part of the larger ecosystem landscape. At this time, the Arizona State Land Department (ASLD) has identified its holdings as "appropriate for conservation" or as "development potential." By state statute, ASLD parcels hold development rights (entitlements) of one-unit per acre, unless shown for a higher level of use or has a classification of "appropriate for conservation."

Owner	Acres	Percent
Public Multiple-Use Lands		
Coconino Multiple-Use Lands	243,005	72%
Camp Navajo - Dept. of Defense Property	12,017	4%
Walnut Canyon National Monument	3,228	1%
Sunset Crater National Monument	3,048	1%
City-owned Land	3,684	1%
County-owned Land within FMPO	3,248	1%
Northern Arizona University	740	<1%
<b>Total Public Lands</b>	<b>268,970</b>	<b>80%</b>
Private Lands		
Arizona State Trust Land	25,627	8%
Other privately owned land	41,782	12%
<b>Total Private Lands</b>	<b>67,409</b>	<b>20%</b>
<b>Total FMPO</b>	<b>336,379</b>	<b>100%</b>

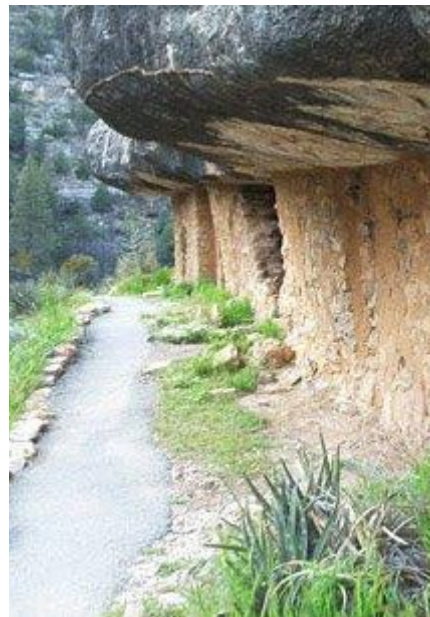


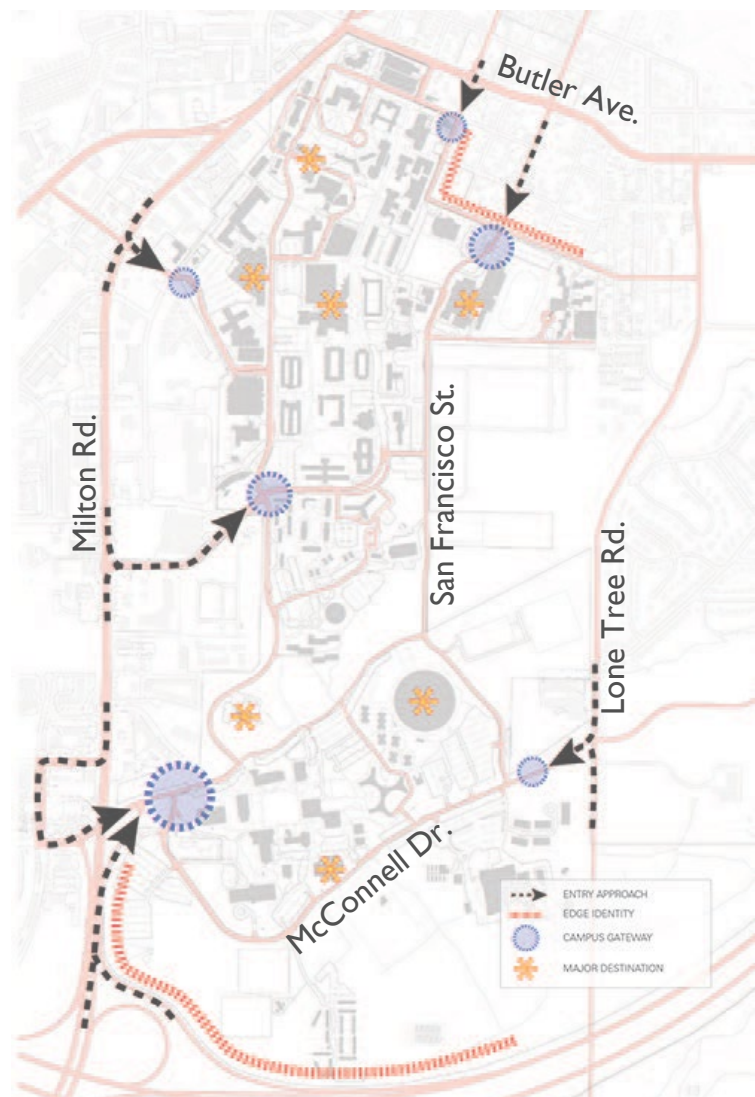
Photo credit: National Park Service

Coconino County Land Ownership (in FMPO)	Acres
County Parks	598.68
Facilities	121.66
Open Space / Drainage / ROW	2467.95
Other	59.76
<b>Total</b>	<b>3,248.00</b>

City of Flagstaff Land Ownership	Acres
City Parks	870.58
Facilities	1,458.39
Open Space / Drainage / ROW	809.46
Other	545.91
<b>Total</b>	<b>3,684.35</b>

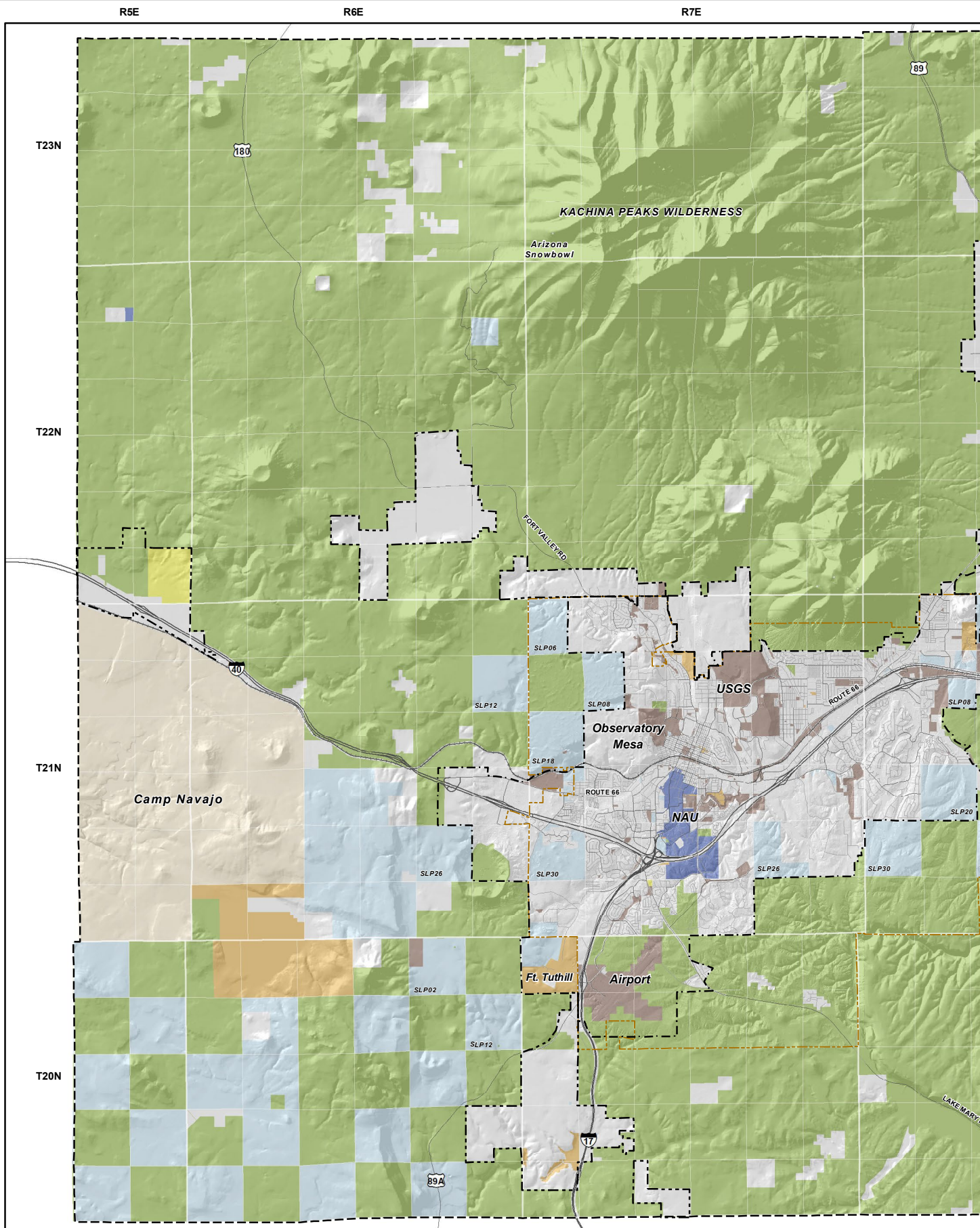
**City of Flagstaff/Coconino County** owned land includes roads, streets, alleys, sidewalks, drainage, stormwater collection (often in right of way), land for parks, FUTS, and public access to the Coconino National Forest.

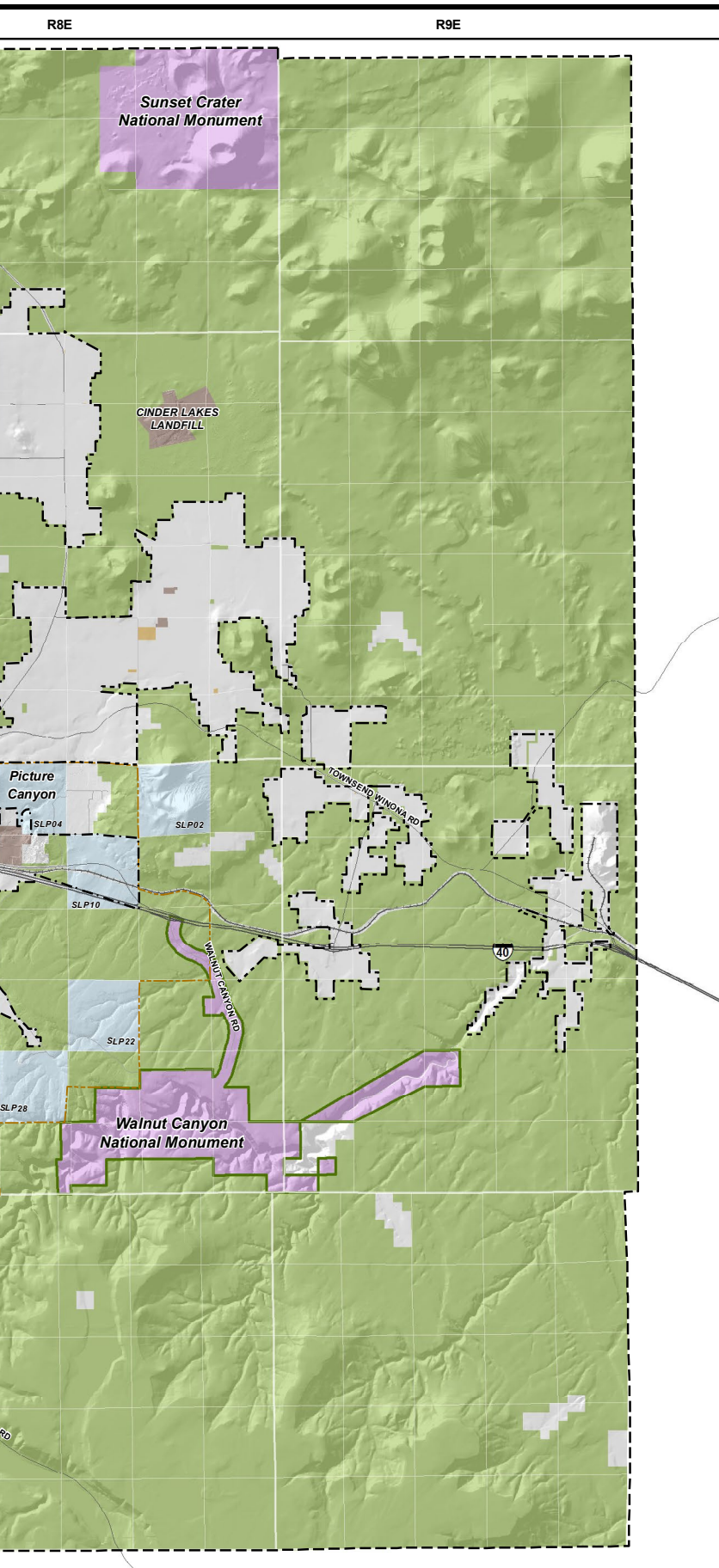
**Northern Arizona University's** 740 acres have been developed since 1899, first as a teacher's college (Arizona State Teacher's College) to today's university campus comprising six colleges, 18,000 Flagstaff-campus students, and over 800 faculty members. The most recent University campus master plan (2008) incorporates many opportunities and challenges shared by the community as a whole. Map 16 highlights opportunities for better connectivity to the surrounding community to and from campus (*Northern Arizona Master Plan Update 2008*, Airst-Saint-Gross).



Map 16: NAU Connectivity

Graphic credit: NAU

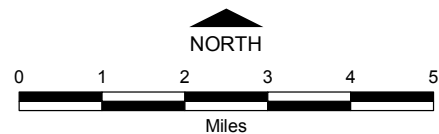




**Map 17:**  
**EXISTING LAND OWNERSHIP**

- Private Land
- State Land
- National Forest
- National Monument
- City of Flagstaff
- Coconino County
- Navajo Army Depot
- Arizona Board of Regents (NAU)
- Arizona Game and Fish
- Urban Growth Boundary
- FMPO Boundary
- City of Flagstaff

Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



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## EXISTING LAND SUPPLY

**Private Land** - Only 12 percent of the land in the planning area is privately held. Given this small amount of land, determining how to encourage development patterns that fulfill the community vision is a significant task.

### Overall Land Supply

Existing land available for development (Map 18) illustrates the current limits of urban and suburban areas, and the potential for rural growth. With that in mind, thoughtful planning and cooperative efforts (between developers, with the use of public/private partnerships, and various public entities) can produce a balanced land use pattern. Demand for Greenfield development will be reduced as reinvestment, redevelopment, and infill of underutilized and vacant buildings and parcels accelerates. Land use planning must also take into account water supply.

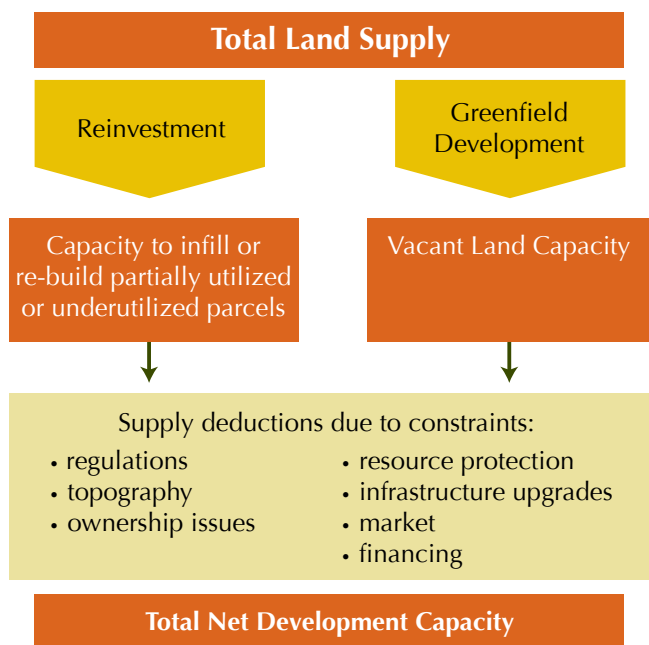


Photo by: H. R. Buchan

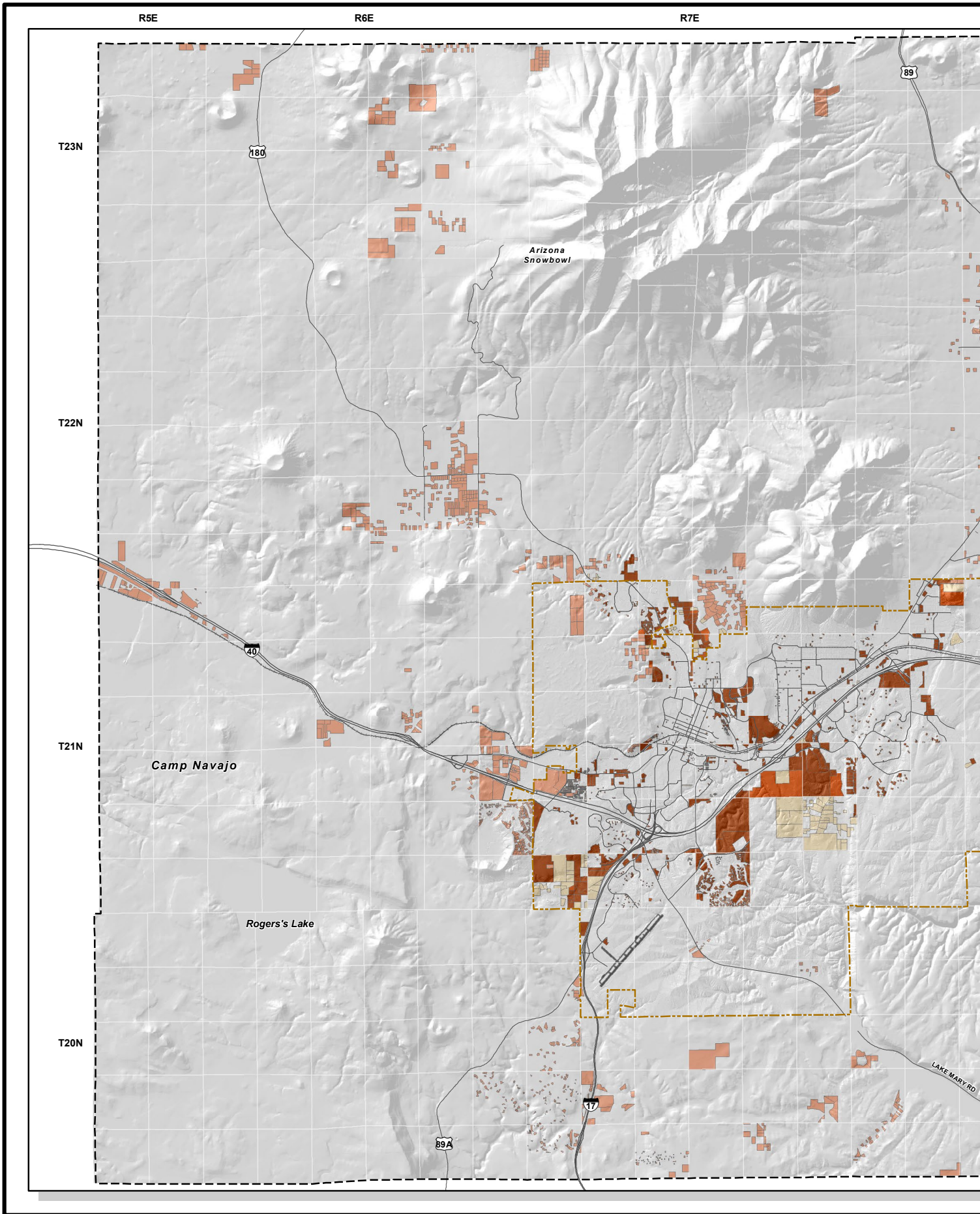
# EXISTING LAND SUPPLY

## Vacant Land Available for Development Based on Current Zoning

	Demand in Acres							Land Supply			Surplus/Deficit		
	2010-2030		2030-2050		Totals		Demand Total						
	City	County area	City	County area	City	County area		Supply Total	City Acres	County Acres	Total	City Acres	County Acres
Residential													
Single Family	395	3,564	150	2,053	545	5,617	6,162	7,114	1,303	5,810	952	758	193
Single Family At- tached	182	(2)	156	-	338	(2)	336	638	638	-	302	300	2
Multifamily	128	1	97	(5)	225	(4)	221	193	179	14	(28)	(46)	18
Group-Quarters							-						
Non-residential													
Retail & Service	159		180		338	-	338	614	346	268	275	8	268
Industrial	215		84		299	-	299	839	337	503	541	38	503
Institutional (health, education, public administra- tion)	77		39		116	-	116				(116)	(116)	-
Parks													
Neighborhood	31		23		54	-	54				(54)	(54)	-
Community	100		75		176	-	176				(176)	(176)	-
Regional	154		116		270	-	270				(270)	(270)	-
Total	1,441	3,563	920	2,048	2,361	5,611	7,971	9,398	2,803	6,594	1,426	443	983






### Notes:

- All property owners have the ability to rezone and rebuild underutilized parcels. Property owners have a “right” to apply for re-zoning, but not a “right” to receive zone change approval.
- For tools to increase reinvestment, refer to the Reinvestment section on page IX-18, the Activity Centers section on page IX-62, and the discussion of “Great Streets” in Chapter VIII - Community Character.
- This table is based upon vacant / Greenfield land with existing zoning.
- This table uses an annual 1.1% population growth rate to base projected needs
- “Land Supply” Source: City GIS analysis from 2009, based on zoning classification
- Vacant lands in the first part of 2009, excluding flood plains, but including slopes 35% and less
- All lands designated planning reserve area within the City are placed in the Single-family category, none in commercial
- 50% of traditional neighborhood properties are placed in single-family attached and 50% in multi-family, none in commercial
- All lands in the County containing “Industrial” and “Mineral Resource” in the category text are industrial; all lands containing “Commercial” in the commercial category are commercial.
- The division of land planned for non-residential uses between the City and County is not known at this time, so the demand is placed entirely in the City category
- The land needed for schools and parks has not been vetted with respective departments or agencies.



## Map 18

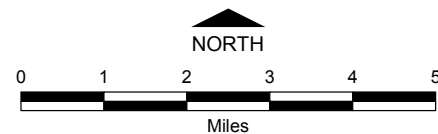
## DEVELOPMENT POTENTIAL OF VACANT PARCELS

-  Vacant Parcels with utilities- 1541 Parcels, 2,721 Acres
-  Vacant Parcels within 250 feet of utilities- 49 Parcels, 454 Acres
-  Parcels outside service area- 2030 Parcels, 6,987 Acres
-  Parcels within service area greater than 250 from utilities- 110 Parcels, 1,052 Acres
-  City of Flagstaff

Vacant Parcels with Utilities		
	# Parcels	Acres
Residential	1344	1,937
Commercial	132	548
Industrial	49	82
Institutional	12	120
Public Lands	4	35
Vacant Parcels 250 ft. from Utilities		
	# Parcels	Acres
Residential	41	364
Commercial	4	4
Industrial	4	86
Vacant Parcels greater than 250 ft. from Utilities		
	# Parcels	Acres
Residential	107	993
Industrial	2	57
Public Lands	1	1
Vacant Parcels outside Service Area		
	# Parcels	Acres
Residential	1944	6,215
Commercial	31	229
Industrial	41	345
Public Lands	14	198

Future growth illustrations and plans do not preclude private development entitlements.

Source: Tyler Tax Tables July 2013



## FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS

Historically, growth areas in the Flagstaff region have clustered around jobs, from the earliest railroad stop and lumberyards, to the University and downtown Flagstaff. Within the region, the City of Flagstaff is surrounded by public lands, and thus the supply of private land for development is somewhat limited. For these reasons, and because Flagstaff residents value the protection of the natural forests and public lands surrounding the City, planning in Flagstaff for the last 25 years has encouraged (but not mandated) development in more central areas, thereby preserving more of the outer areas of the region and reducing sprawl. This concept of “compact development” was included in the *Flagstaff Growth Management Guide 2000* adopted in April 1987 and continued within the former *Flagstaff Regional Land Use and Transportation Plan* adopted in November 2001. Both of these documents included goals and policies in support of the principles of reduced sprawl and compact development, while also allowing for many developments to occur under existing zoning and land entitlements.

The principle of compact development may be viewed and described in three tiers.

1. **Citywide:** At the city-wide scale compact development can encourage infill and reinvestment in existing urban, suburban, and rural area types, thereby allowing for the preservation of open space and natural resources toward the periphery.
2. **Activity centers and neighborhoods:** At the local level, such as in activity centers and within neighborhoods, compact development allows for increased intensity and density of residential, commercial, or mixed-use activities through creative and intensive site design within activity centers at urban, suburban and rural contexts, and along corridors. Typical residential densities in compact developments are higher than in adjoining areas and encompasses residential and commercial development, and single-family houses, townhomes, apartments, and live-work units so that residents have a choice in the type of housing they desire. In commercial areas, two and three story buildings are typical, with building fronts right up to the sidewalk, and parking arranged behind and to the side of buildings. A range of housing and transportation options are supported, with an emphasis on improving pedestrian and bicycle circulation within a complete street, reducing necessary additional vehicle trips. Civic spaces are typically included, providing opportunities for civic participation, shopping, recreation, and socializing outdoors in all seasons. Employment centers also provide important opportunities for compact development.
3. **Cluster development:** Within a development site, residential and commercial uses may be clustered closer together as a means of preserving natural resources and open space, and minimizing infrastructure costs.

Support for the concept of more compact growth does not, and has not, precluded new suburban development from occurring away from the center of the City, such as the Ponderosa Trails subdivision. It does, however, speak to a desire to encourage some future development to be more inwardly focused while ensuring freedom of choice for developers to satisfy market demand for various housing types. The discussion of growth areas is paramount in reducing sprawl, protecting open space, and promoting efficiencies in infrastructure and services.

## Why Compact Development?

Encouraging the option of compact development for the region allows for the following to be achieved while still respecting Flagstaff’s scale, character, and design traditions:

- Support economic vitality
- Well connected access for pedestrians, bicyclists, cars, and transit
- Appropriate multi-modal thoroughfare design
- Medium to high densities in appropriate contexts
- Provision of a range of housing options including smaller housing types on small lots and multi-family housing options with shared amenities
- A mix of uses, i.e., several types of housing, commercial, and office space are located in close proximity with civic spaces to provide vibrant commercial spaces, quality places for people to live, and to support infill and reinvestment of existing developed areas.
- Interconnected streets
- Innovative and flexible approaches to parking
- Access and proximity to transit
- Reduction of sprawl on the periphery of the region
- Support of conservation and open space goals as well as watershed protection
- Minimize traffic congestion
- Reduced miles of streets and utility infrastructure resulting in lowered City operating and maintenance costs.

## Land Use Tool Box

**Activity Centers** are mixed-use areas where there is a concentration of commercial and other land uses typically defined by a pedestrian shed. Activity centers are the appropriate locations for higher-density residential development, live-work units, and home-based businesses. They include a high-degree of pedestrian and bicycle connectivity.

**Pedestrian Sheds** are the basic building block of walkable neighborhoods. A pedestrian shed is the area encompassed by the walking distance from an activity center, and is often the area covered by a 5-minute walk (about 1/4 mile). They may be drawn as perfect circles, but in practice pedestrian sheds have irregular shapes because they cover the actual distance walked, not the linear (as-the-crow-flies) distance. In practice, it is common for people to walk farther than a 1/4 mile to access an activity center.

**Block Size** is an area of land bounded by a street, or combination of streets, and other land uses with defined boundaries. Block sizes vary, with smaller blocks in walkable urban areas, larger blocks in suburban areas, and large tracts of land in rural areas.

**Coconino County Assessor's on-line tool** is a way to determine current land use, zoning, lot description, property tax history, and other information about any piece of property within Coconino County: <http://assessor.coconino.az.gov/assessor/web/login.jsp>.

**Density** (dwelling units per acre) is the number of homes (single-family, townhouses, apartments, live/work units, etc.) per acre. Many community resources and recreational facilities use density to calculate facilities needed to serve the growing population.

**Intensity** of commercial development describes the concentration of development on a site, or the degree to which land is occupied. There is no single measurement of the intensity of land use; it is usually conveyed by dwelling units per acre, amount of traffic generated, or FAR.

**Land Measurements** – acres and square feet.

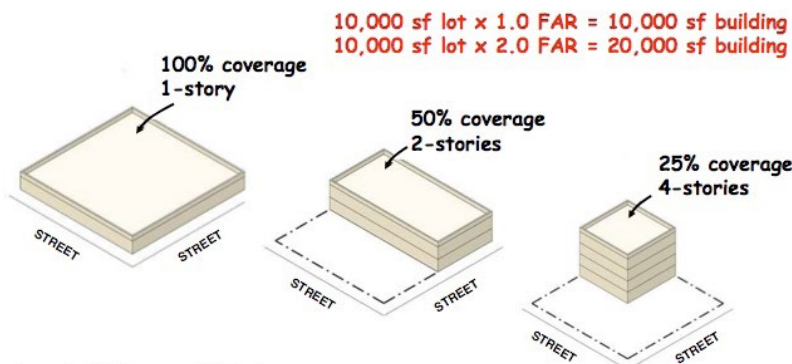
**Floor-area-Ratio (FAR)** is the total floor area of all buildings or structures on a lot divided by the gross area of the lot. See the illustration below.

Refer to Chapter III - How This Plan Works to understand:

- How a development project is processed through the City/County.
- What the process is if a land use or zoning change is desired.

## FAR Illustrated

Every zoning district has a **floor area ratio (FAR)**. Multiplying the FAR by the **lot size** will give you the permitted **floor area (size)** of a building.



Images from NYC Department of City Planning

Community Board Training Series – Land Use 101  
Office of the Manhattan Borough President Scott M. Stringer

# GROWTH

## Reinvestment Areas

A community reinvests in an area through revitalization, redevelopment, infill, brownfield redevelopment, and historic preservation, all of which play a vital role in improving the quality of life for those living in and traveling to the City of Flagstaff and the region. Reinvestment promotes the resurgence of existing activity centers and walkable neighborhoods in areas suffering from lack of maintenance, and within activity centers and corridors. More detailed planning, such as specific plans or corridor plans will be required as these areas resume or begin more active roles within the community. Activity centers and corridors as “Great Streets” have high reinvestment potential, as these are located in areas of greater return on investment. *Refer to Chapter VIII - Community Character for a full discussion.*

Many of the region’s existing areas need utility upgrades and improvements as incentives to attract reinvestment and development. As the private and public sectors continue to work together, infrastructure needs must be met to assist in enhanced revitalization projects. Map 19 shows public utilities in the Flagstaff region over 50 years old that could benefit from upgrades. *Refer to Public Utilities Over 50 Years Old, Map 19.*

It is important that reinvestment, redevelopment, and infill at the neighborhood scale should emulate the look and functionality of the existing developed area. Examples of this include repairing what is already in place; remodeling, fixing-up and adding-on; addressing the need for neighborhood retail space, bus stops, social spaces, green spaces, sidewalks, crosswalks, and public art, all while preserving community integrity, character, safety, and livability. *Refer to Transitions Map 20.*

Reinvestment at the regional scale inspires new development that keeps the character of the surrounding community; employs modern technology in context; maintains and promotes a sense of place; and promotes walkability over auto-oriented design. Reinvestment is an important tool used to encourage a portion of an area’s growth into established yet underutilized areas already serviced with existing infrastructure.



*Example of a Revitalization Area*

*Note: Revitalization includes both new or rebuilt buildings as well as public space investments*

**Helpful Terms:**

**“Revitalization”** - Is to repair what is already in place, adding new vigor by remodeling and preserving.

**“Redevelopment”** - Is when new development replaces outdated and underutilized development.

**“Infill”** - Occurs when new buildings are built on vacant parcels within City growth boundaries and surrounded by existing development.

**“Preservation”** - Is an endeavor that seeks to preserve, conserve, and protect buildings, objects, landscapes, or other artifacts of historical significance.

**“Adaptive Re-use”** - Is fixing up and remodeling a building or space, and adapting it to fit a new use.

**“Reinvestment”** - Infill, redevelopment, brownfield redevelopment, preservation, and adaptive re-use are all ways to revitalize areas of our community.

**“Greenfield Development”** - Areas that exist mostly on the periphery of the City, within or contiguous with the urban growth boundary, can be considered for Greenfield development.

**Revitalization Toolbox**

There are many tools available for revitalization and redevelopment efforts, including but not limited to:

- Brownfield redevelopment projects
- Economic Development Strategic Plan (in conjunction with all regional economic development partners)
- Government Property Lease Excise Tax (GPLET)
- Industrial incentives (Industrial Development Authority)
- Infill Incentive Districts (Arizona Revised Statutes Section § 9-499.10)
- Infrastructure investment and construction - upgrades/replacement program (Capital Improvement Program)
- Land acquisition/land bank/preparation
- Neighborhood economic development strategies
- Public/private partnerships
- Special districts (taxing or assessment)
- Transfer of development rights/transfer of obligation

**Example of Reinvestment in Stages:**

*Existing street*



*Same street with buried power lines*



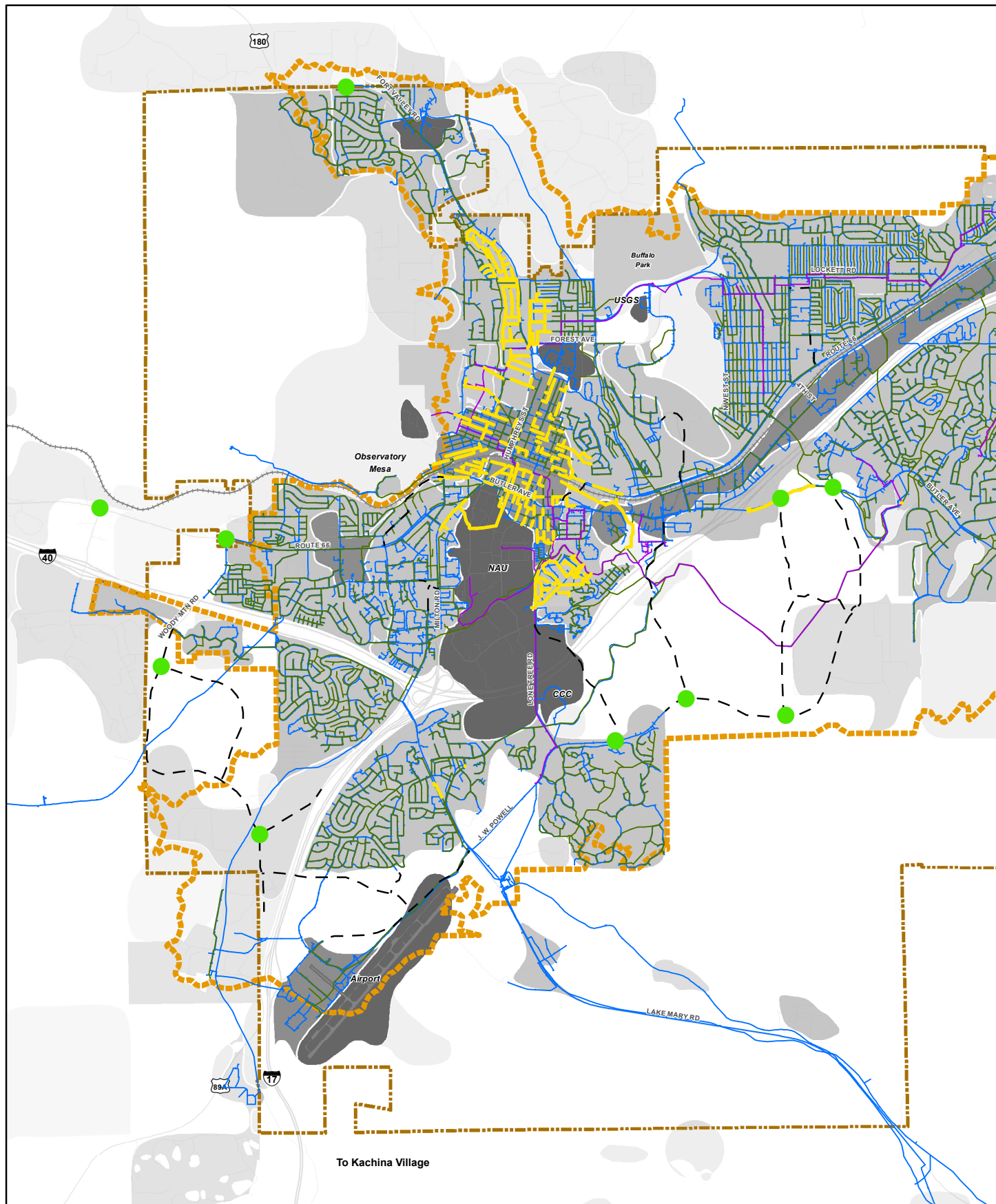
*Same street with public street improvements*

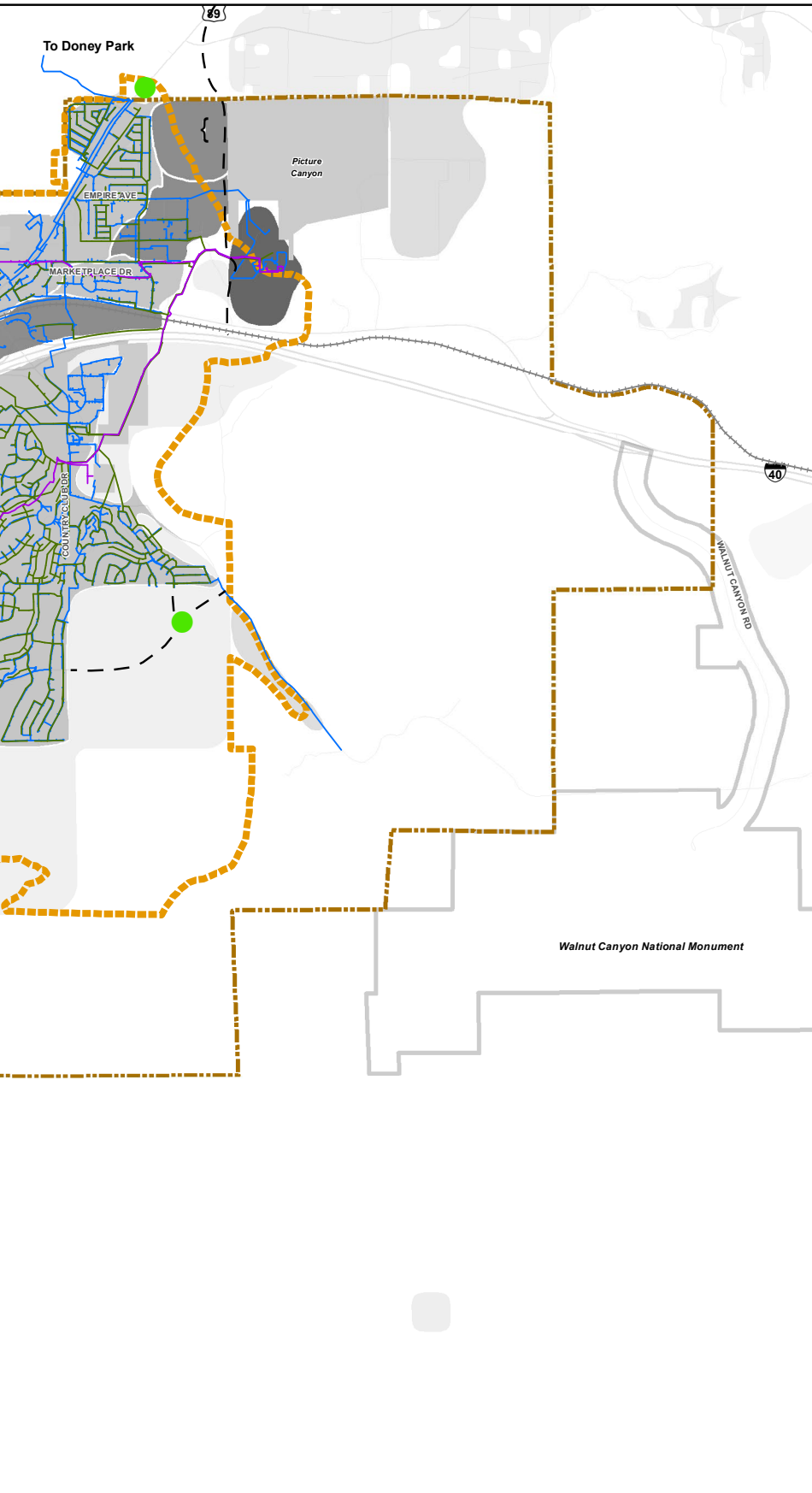


*Same street with private development improvements*

SOURCE: [www.urbanadvantage.com](http://www.urbanadvantage.com) for NAIPTA

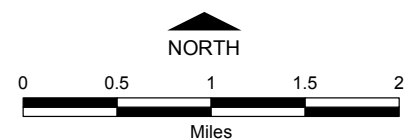
While reinvestment in a neighborhood or community has obvious advantages as described above, the needs and values of existing residents must be carefully considered in redevelopment and reinvestment projects to mitigate the negative results that might occur from gentrification. It is important, therefore, that policies are established to ensure broad participation in decision making processes, and to mitigate the possible displacement of existing residents and businesses by the developer. Refer to Policy NH.1.6 in Chapter XIII - Neighborhoods, Housing, & Urban Conservation.



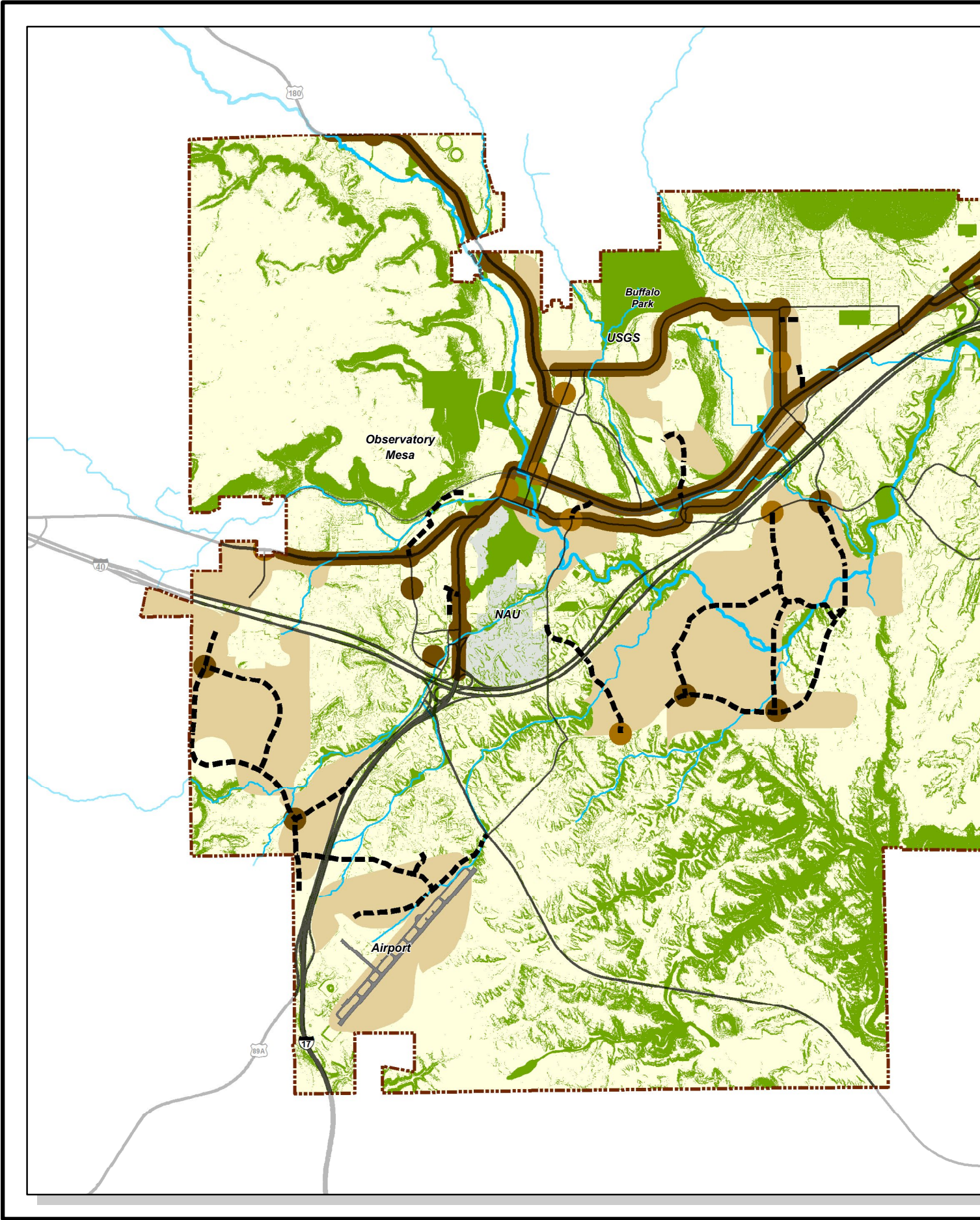


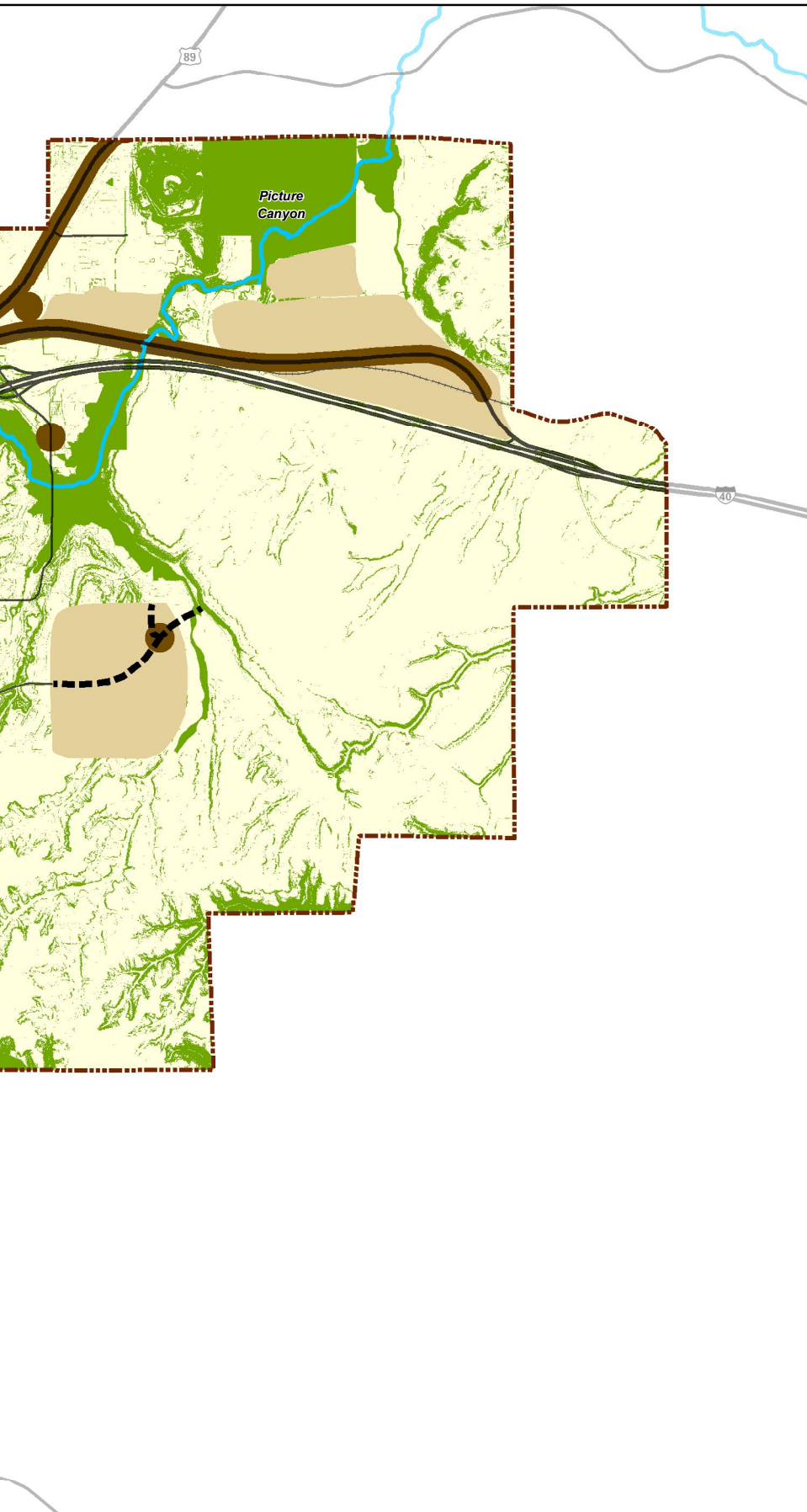
**Map 19:**  
**PUBLIC UTILITIES OVER**  
**50 YEARS OLD**

- Future Activity Centers
- · — Future Circulation
- Utility Line built Pre 1965
- City Reclaim Water Line
- City Sewer Line
- City Water Line
- Urban Service Boundary
- City of Flagstaff
- Open Space - Preserved (Typically USFS); Open Space - Reserved (Typically State Trust)
- Rural - Existing
- Suburban - Existing
- Urban - Existing
- Industrial / Business Park - Existing
- Special District



**FLAGSTAFF REGIONAL PLAN**  
**VISION 2030: PLACE MATTERS**





**Map 20:**  
**TRANSITIONS MAP**



**Concentration of Natural Resources**  
- Parks, Floodplains, Steep Slopes



**Preserve and Enhance**



**Improve and Evolve**  
- Great Streets  
- Suburban and Rural Activity Centers



**Transform- Urban**  
- Urban Activity Centers



**Transform- New Growth**  
- New Urban and Suburban Areas as need arises



**RTP Future Rd Network**



**City Limits**

**Future growth illustrations and plans do not preclude private development entitlements**



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Sawmill at Aspen Place



before



after

## Lumberyard Brewery



before



after

## Barnet Dulaney Perkins Eye Surgical Center



before



after

Photo credits: City of Flagstaff

Graphic credit: Swaim Associates LTD, Architects

Some revitalization projects in the urban and suburban content to learn from are illustrated above: Sawmill at Aspen Place, a 40-acre commercial infill and Brownfield Redevelopment Project; the Lumberyard Brewery adaptive re-use and historic preservation; and the Barnet Dulaney Perkins Eye Surgical Center redevelopment on Switzer Canyon Drive.



## REINVESTMENT GOALS AND POLICIES

### **Goal LU.1. Invest in existing neighborhoods and activity centers for the purpose of developing complete, and connected places.**

Policy LU.1.1. Plan for and support reinvestment within the existing city centers and neighborhoods for increased employment and quality of life.

Policy LU.1.2. Develop reinvestment plans with neighborhood input, identifying the center, mix of uses, connectivity patterns, public spaces, and appropriate spaces for people to live, work, and play.

Policy LU.1.3. Promote reinvestment at the neighborhood scale to include infill of vacant parcels, redevelopment of underutilized properties, aesthetic improvements to public spaces, remodeling of existing buildings and streetscapes, maintaining selected appropriate open space, and programs for the benefit and improvement of the local residents.

Policy LU.1.4. Attract private investment by reinvesting in transportation infrastructure improvements as well as public utilities infrastructure for desired development size.

Policy LU.1.5. Maintain and upgrade existing infrastructure and invest in infrastructure to make redevelopment and infill an attractive and more financially viable development option.

Policy LU.1.6. Establish greater flexibility in development standards and processes to assist developers in overcoming challenges posed by redevelopment and infill sites.

Policy LU.1.7. Consider creative policy and planning tools (such as transfer of develop rights or transfer of development obligations) as a means to incentivize redevelopment and infill.

Policy LU.1.8. Encourage voluntary land assemblage in an effort to create better utilization and opportunities for development.

Policy LU.1.9. Provide public education regarding the sustainability and beneficial economics of redevelopment and infill.

Policy LU.1.10. Consider adaptive reuse possibilities when new big box developments are proposed.

Policy LU.1.11. Ensure that there is collaboration between a developer, residents, and property owners in existing neighborhoods where redevelopment and reinvestment is proposed so that they are included, engaged, and informed.

Policy LU.1.12. Seek fair and proper relocation of existing residents and businesses in areas affected by redevelopment and reinvestment, where necessary.

R5E

R6E

R7E

T23N

T22N

T21N

T20N

The Future Growth Illustration defines the geographic locations of area types and place types. It shows the spatial relationship of existing and future development and is intended to be used in conjunction with the Natural Environment Maps (Maps 6-8) and the Road Network Map (Map 25). This Illustration should not be relied upon to determine where specific land uses are allowed; that information is found in City Code Title 10 (Zoning Code) and the Zoning Map. In case of any conflict between the Future Growth Illustration and the Regional Plan's goals and policies, the goals and policies will prevail.

Arizona  
Snowbowl

PORT VALLEY RD

Camp Navajo

Rogers's Lake

Ft. Tuthill

Airport

J.W. POWELL

CCC

NAU

Observatory

Mesa

USGS

Buffalo Park

ROUTE 66

ROUTE 66

ROUTE 66

ROUTE 66

ROUTE 66

ROUTE 66

ROUTE 66

ROUTE 66

ROUTE 66

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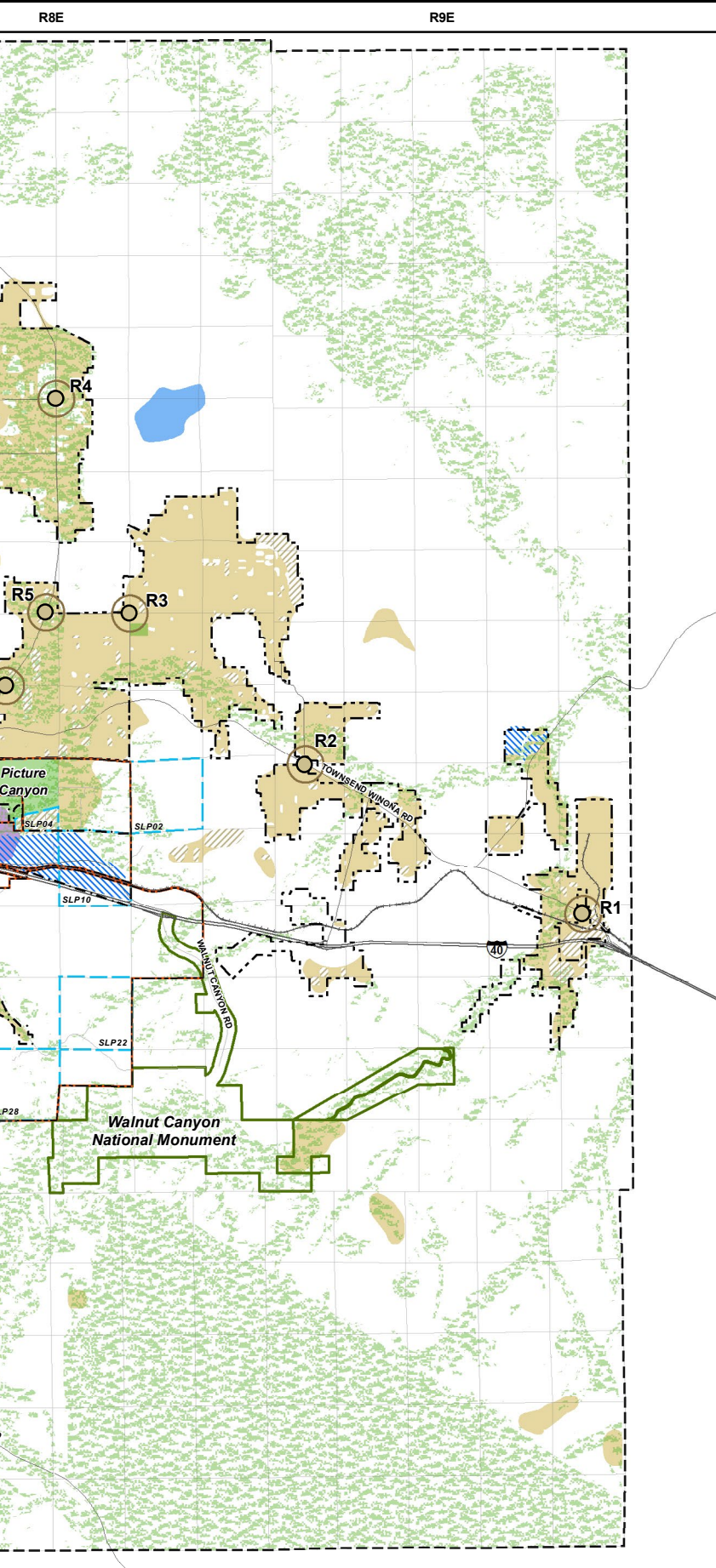
ROUTE 66

ROUTE 66

ROUTE 66

ROUTE 66

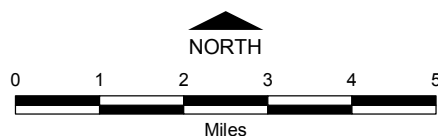
ROUTE 66



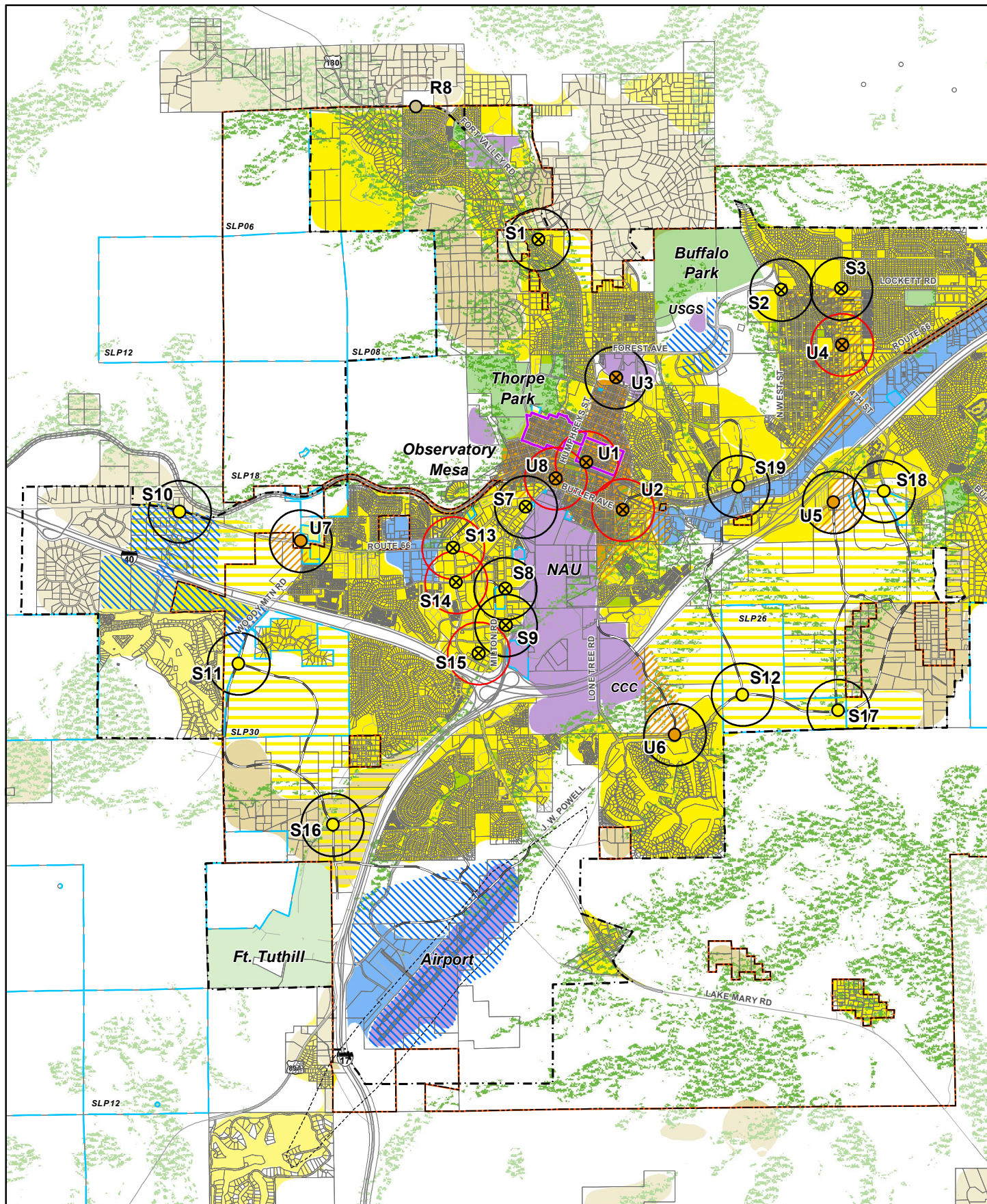
**Map 21:**  
**FUTURE GROWTH ILLUSTRATION**

- FMPO Boundary
- Urban Growth Boundary
- Rural Growth Boundary
- City Limits
- Future Activity Center**
  - Suburban Activity Center (S1)  
'x' symbol identifies existing center
  - Urban Activity Center (U1)  
'x' symbol identifies existing center
  - Rural Activity Center
- Rural - Existing
- Rural - Future
- Suburban - Existing
- Suburban - Future
- Urban - Existing
- Urban - Future
- Special Planning Area
- Existing Employment/Light Ind.
- Future Employment
- Park/Open Space
- Concentration of Natural Resources
- Historic District
- State Land
- Areas in white retain their existing entitlements

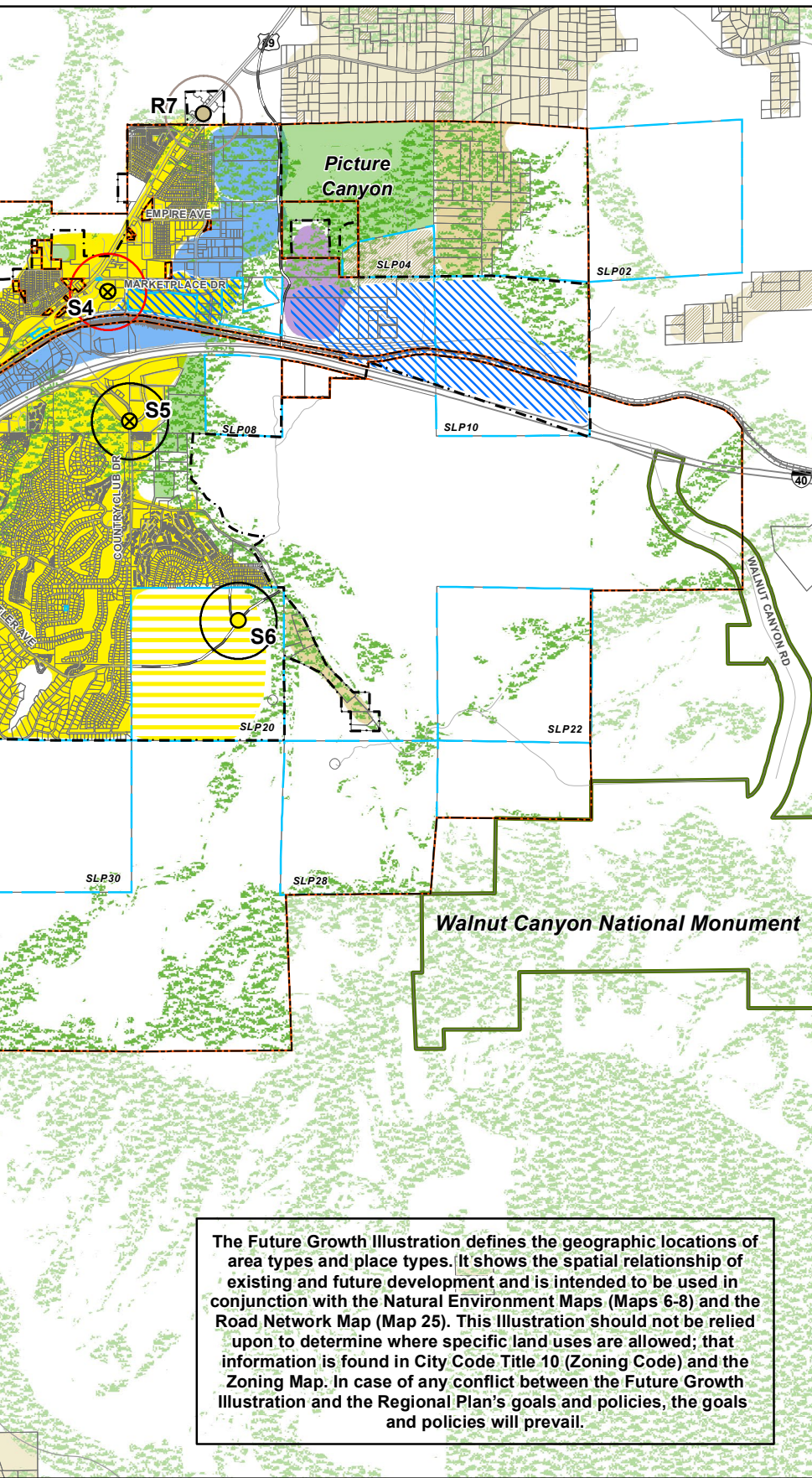
Future growth illustrations and plans do not preclude private development entitlements. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**



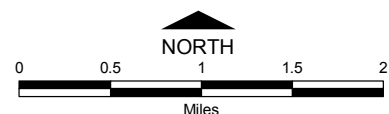
**Map 22:  
FUTURE GROWTH ILLUSTRATION**



- Urban Growth Boundary
- City of Flagstaff
- Future Activity Center**
  - Suburban Activity Center (S1)  
'x' symbol identifies existing center
  - Urban Activity Center (U1)  
'x' symbol identifies existing center
  - Rural Activity Center
- Rural - Existing
- Rural - Future
- Suburban - Existing
- Suburban - Future
- Urban - Existing
- Urban - Future
- Special Planning Area
- Existing Employment/Industrial
- Future Employment
- Historic District
- Park/Open Space
- Concentration of Natural Resources  
(see Figure 8)
- RTP Future Road Network
- Areas in white retain their existing entitlements
- Fly Zone
- Parcels

Future growth illustrations and plans do not preclude private development entitlements. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.

The Future Growth Illustration defines the geographic locations of area types and place types. It shows the spatial relationship of existing and future development and is intended to be used in conjunction with the Natural Environment Maps (Maps 6-8) and the Road Network Map (Map 25). This Illustration should not be relied upon to determine where specific land uses are allowed; that information is found in City Code Title 10 (Zoning Code) and the Zoning Map. In case of any conflict between the Future Growth Illustration and the Regional Plan's goals and policies, the goals and policies will prevail.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Greenfield Development

While suburban retrofits, urban infill and activity center redevelopment projects are encouraged as a priority, Greenfield development will likely continue to be an important component of the community's growth. The relevant goal and policies for Greenfields apply to state land parcels identified for development in the Future Growth Illustration Maps 21 and 22 as well as larger, vacant tracts of private land, much of it south of I-40 between Woody Mountain Road and Fourth Street. Important opportunities for Greenfield development may also exist in the Bellemont area.

Outward expansion may be a demonstrated growth need in balance with infill redevelopment. State land parcels and privately owned tracts within the urban growth boundary are excellent locations for such expansion.



*Photo credit: Dover Kohl & Partners*

### GREENFIELD DEVELOPMENT GOALS AND POLICIES

#### **Goal LU.2. Develop Flagstaff's Greenfields in accordance with the Regional Plan and within the growth boundary.**



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

Policy LU.2.2. Design new development to coordinate with existing and future development, in an effort to preserve viewsheds, strengthen connectivity, and establish compatible and mutually supportive land uses.

Policy LU.2.3. New development should protect cultural and natural resources and established wildlife corridors, where appropriate.

Policy LU.2.4. Utilize Low Impact Development (LID) strategies and stormwater best practices as part of the overall design for new development.

Policy LU.2.5. Plan Greenfield development within the rural context to encourage formal subdivisions with shared infrastructure instead of wildcat development, and to protect open spaces, and access to public lands.

## What We Have vs. Where We Are Going

Whether new development occurs in the urban, suburban, rural, or employment context, the following goals and policies are applicable to all projects. In addition, the goals and policies for the specific **area type** (urban, suburban, or rural) must also be applied.

### APPLICABLE TO ALL LAND USES - GOALS AND POLICIES



#### **Goal LU.3. Continue to enhance the region's unique sense of place within the urban, suburban, and rural context.**

Policy LU.3.1. Within the urban, suburban, and rural context, use neighborhoods, activity centers, corridors, public spaces, and connectivity as the structural framework for development.

Policy LU.3.2. Coordinate land use, master planning, and recreational uses, when feasible, with local, state, and federal land management agencies and tribal land owners.

Policy LU.3.3. Protect sensitive cultural and environmental resources with appropriate land uses and buffers.

Policy LU.3.4. Promote transitions between urban, suburban, and rural areas with an appropriate change in development intensity, connectivity, and open space.

*Note: Chapter VIII - Community Character and Chapter XIV - Economic Development include further policies regarding Flagstaff's unique sense of place. Refer also to Chapter XIII - Neighborhoods, Housing, & Urban Conservation for existing neighborhood policies.*

Policy LU.3.5. Allow and encourage urban agriculture.

#### **Goal LU.4. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting.**

Policy LU.4.1. Develop neighborhood plans, specific plans, area plans, and master plans for all neighborhoods, activity centers, corridors, and gateways as necessary.

Policy LU.4.2. Utilize the following as guidance in the development process: Natural Environment maps, Environmental Planning and Conservation policies, Considerations for Development, Cultural Sensitivity, and Historical Preservation maps, and Community Character policies, while respecting private property rights.

#### **Goal LU.5. Encourage compact development principles to achieve efficiencies and open space preservation.**

*Refer to "Tools for Open Space Planning, Acquisition, and Conservation" in Chapter V - Open Space for more information.*

Policy LU.5.1. Encourage development patterns within the designated growth boundaries to sustain efficient infrastructure projects and maintenance.

Policy LU.5.2. Promote infill development over peripheral expansion to conserve environmental resources, spur economic investments, and reduce the cost of providing infrastructure and services.

Policy LU.5.3. Promote compact development appropriate to and within the context of each area type: urban, suburban, and rural.

Policy LU.5.4. Encourage development to be clustered in appropriate locations as a means of preserving natural resources and open space, and to minimize service and utility costs, with such tools as Transfer of Development Rights (TDR).

Policy LU.5.5. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.

Policy LU.5. Encourage the distribution of density within neighborhoods in relationship to associated activity centers and corridors, infrastructure, transportation, and natural constraints such as slopes and drainages.

Policy LU.5.6. Encourage the placement of institutional and civic buildings centrally within a neighborhood to promote walkability and multi-use recreation spaces.

Policy LU.5.7. Require any Forest Service land trades within the planning area to be consistent with the Regional Plan.

#### **Goal LU.6. Provide for a mix of land uses.**

Policy LU.6.1. Consider a variety of housing types and employment options when planning new development and redevelopment projects.

Policy LU.6.2. Consider commercial core areas, corridors, activity centers, employment centers, research and development parks, special planning areas, and industrial uses as appropriate place types and area types for employment opportunities.

Policy LU.6.3. Encourage new mixed-use neighborhoods in appropriate locations within the growth boundary.

Policy LU.6.4. Provide appropriate recreational and cultural amenities to meet the needs of residents.

#### **Goal LU.7. Provide for public services and infrastructure.**

Policy LU.7.1. Concentrate urban development in locations that use land efficiently, and are served by roads, water, sewer, and other public facilities and services, and that support transit, reduced vehicle trips, and conservation of energy and water.

Policy LU.7.2. Require unincorporated properties to be annexed prior to the provision of City services, or that a pre-annexation agreement is executed when deemed appropriate.

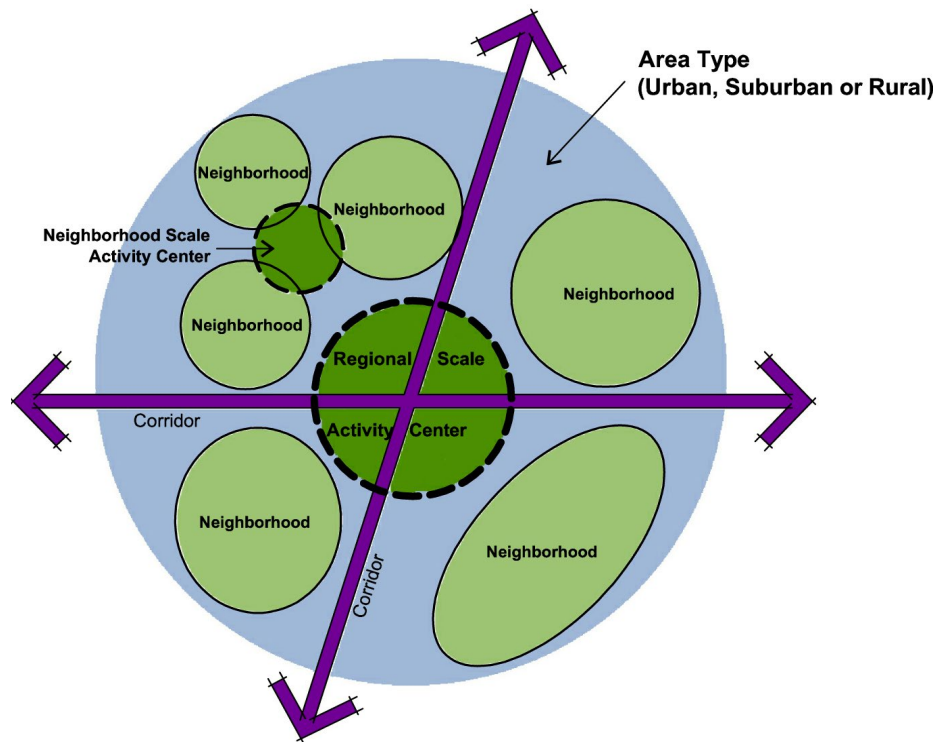
Policy LU.7.3. Require development proposals to address availability of adequate public services.

#### **Goal LU.8. Balance future growth with available water resources.**

Policy LU.8.1. Available water resources should be a consideration for all major development and subdivision applications.

Policy LU.8.2. Impacts on the City's water delivery infrastructure should be a consideration for all residential and nonresidential development proposals.

*Refer to Chapter VI - Water Resources for more water related goals and policies.*



## Area Types

The following pages contain a series of development standards for new projects. These standards are broken down according to area type: urban, suburban, and rural. The character within each area type is different, therefore development standards will vary depending where development is taking place.

The three area types (urban, suburban, and rural) have several tables that describe the place types within each: neighborhoods, activity centers, and corridors. Activity centers occur in many parts of the City and County—they are not exclusive to the most urbanized places. Since activity centers are encouraged in any area type, they can take the role of a regional or neighborhood activity center, as the graphic shows.

The Plan uses this hierarchy of area and place types to better categorize the eventual look of a place. Activity centers, corridors, and neighborhoods are encouraged in all area types, whether they are urban, suburban, or rural.

## AREA TYPES

### Urban

Flagstaff's historic urban neighborhoods were primarily developed prior to the 1920s surrounding the Downtown, and generally including Southside, La Plaza Vieja, Flagstaff Townsite, and Northside. These neighborhoods developed in a traditional compact urban pattern where a person could live with limited reliance on the automobile. They were conducive to walking and cycling for daily needs such as groceries, retail shopping, and entertainment.

Many of these walkable characteristics are still evident today as these urban areas are still supported through a network of interconnected tree-lined streets laid out in a grid pattern with small block sizes, on-street parking, and a diversity of housing types. These areas also support public transit due to their compact nature. Unfortunately, neighborhood-serving commercial uses are now limited in many of these historic neighborhoods by larger grocery stores which developed later in the peripheral corridors that are not within walking distance. The historic neighborhoods average 6-8 units per acre.

Most of Flagstaff's residents and visitors agree that Flagstaff's unique historic urban areas contribute to the City's local character and identity, and are strong proponents of protecting and preserving this special urban form and character.

*To develop a project in an urban area type, refer to the Urban Neighborhood Characteristics Table (pg. IX-35), the Urban Activity Center Characteristics Table (pg. IX-36), and the Urban Corridor Characteristics Table (pg IX-37). See also Illustration of Urban Character (pg IX-38) and Urban Area Goals and Policies (pg. IX-40).*



Photo credit: City of Flagstaff

Flagstaff's **urban areas** have a higher density of people, residences, jobs, and activities; buildings are taller and close to the street; streets and sidewalks are in a grid pattern of relatively small blocks; the area is walkable and a variety of services and goods are available; served by public transportation.

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## A Vision for Our Urban Areas



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Flagstaff's existing urban areas should be preserved, especially within designated historic districts. New development should be built to appropriate scale and design, perpetuating this unique sense of place. Moderate increases in density and intensity within the activity centers and respective pedestrian sheds of these neighborhoods is appropriate.

Walkable urban development can be integrated into older, less walkable neighborhoods to create new urban neighborhoods and centers. This walkability could be achieved through a variety of reinvestment activities, and establishment of densities supportive of alternative transportation modes and through greater connectivity.

## URBAN NEIGHBORHOOD CHARACTERISTICS

Urban areas have a higher density of people, residences, jobs and activities; buildings are taller and close to the street; streets and sidewalks are in a grid pattern of relatively small blocks; the area is walkable and a variety of services and goods are available; served by public transportation and with various forms of shared parking (lots, garages, etc.) and street parking.

	<div>Existing Urban Area *Symbol from Map 22</div>  <div>Future Urban Area *Symbol from Map 22</div> 
Desired Pattern	Minimum 2 stories within a commercial core, neighborhood corridors, and regional corridors.
Block Size	300 X 300 to 300 x 600
Density Range	Minimum 8 units per acre. Increased density within the ¼ mile pedestrian shed; exception for established Historic Districts.
Intensity	(FARs) of 0.5 +. Higher range of intensity within the commercial core of activity centers and corridors; exception for established Historic Districts.
Air Quality	Consider long-term impacts to air quality by proposed development. <i>Refer to Air Quality Goal E&amp;C. I.</i>
Solar Access	Consider solar access for all development, allowing passive/active solar collection.
Corridors	Include regional and neighborhood corridors. <i>Refer to Urban Corridor Characteristics table, pg. IX-37</i>
Mixed-Use	Urban mixed-use includes supporting land uses such as neighborhood shops and services, residential, business offices, urban parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required as well as high pedestrian, bicycle and transit connectivity.
Residential	Residential uses in urban neighborhoods will be incorporated into mixed use projects. This includes apartments, condominium complexes, duplexes, townhomes, and other forms of attached housing, and single-family which is subdivided into smaller lots.
Commercial	Commercial development is to be located within activity centers and along regional commercial and neighborhood commercial corridors.
Public/ Institutional	As part of mixed-use development – vertical preferred. Make central to urban neighborhood and connected with transit and FUTS.
Employment/ Research & Development/ Industrial	Industrial not appropriate for urban context. Research and Development offices, medical, services, professional offices, retail, hotel, and restaurants as part of urban form and within mixed-use development.
Parks	Urban Parks can be publicly or privately owned and designated for recreation use, allowing for both active and passive activities, as well as special use functions. May include special facilities and swimming pools, and neighborhood and community parks. Future park development is contingent upon density and intensity of proposed development; and this Plan's policies outline the need for recreational opportunities for all residents and visitors. <i>Refer to Chapter XV - Recreation</i>
Open Space Public Space	Open Space in urban areas include greenways streetscapes, waterways, cemeteries, floodplains, riparian areas, corridors, boulevard viewsheds, and public plazas and squares and are used for passive activities. These spaces may be restored for their aesthetic value, vistas, and archaeological and historic significance. <i>Refer to Chapter IV - Environmental Planning &amp; Conservation and Chapter V - Open Space</i>
Conservation	<i>Refer to Natural Resources Maps 7 and 8, and 'Considerations for Development' in Chapter IV - Environmental Planning &amp; Conservation.</i>
Agriculture	Urban food production – potted vegetables, greenhouses and conservatories, roof-top gardens, animal husbandry, and community gardens.
Special Planning Areas	Northern Arizona University to become more urban. <i>Refer to NAU Master Plan.</i>
Master Plans	Presidio West; Juniper Point

## URBAN ACTIVITY CENTER CHARACTERISTICS

An area typically located at the intersection of two main thoroughfares. Urban activity centers include mixed-use, mix of housing type, mixed price range, walkable, transit-oriented-design; can include regional commercial or neighborhood commercial.



**Regional Urban Activity Center** - Larger, mixed-use centers at intersections of Regional Travel and Circulation Corridors; with direct access of multiple residential developments; with entertainment and cultural amenities; public spaces; serves regional residents and visitors.

**Neighborhood Urban Activity Center** – smaller, mixed-use centers at intersections of Circulation Corridors and Access Roads; with access to surrounding neighborhood; with local goods and services, public spaces; serves local residents; transit and FUTS access.

### Characteristics

Each Activity Center is unique with contextual and distinctive identities, derived from environmental features, a mix of uses, well-designed public spaces, parks, plazas, and high-quality urban design. They are well-designed for the purpose of maintaining a unique sense of place and to attract the residents/clients desired. Refer to *A Vision for Our Urban Activity Centers* on pg. IX-63.

### Desired Pattern



### Density Range

Residential Only: 13+ units per acre  
Residential mixed-use: 8+ units per acre

### Intensity

Regional scale and design  
Floor area ratios (FARs) of 1.0+

Neighborhood scale and design  
Floor area ratios (FARs) of 0.5+

### Mix of Uses

Within commercial core: Government, services, education, offices, retail, restaurant, and tourism-related. Residential opportunities, residential mixed-use, public spaces, place-making.

Within the pedestrian shed but not in a commercial core: higher-density residential, live-work units, home-based businesses, educational, greater connectivity to a commercial core.

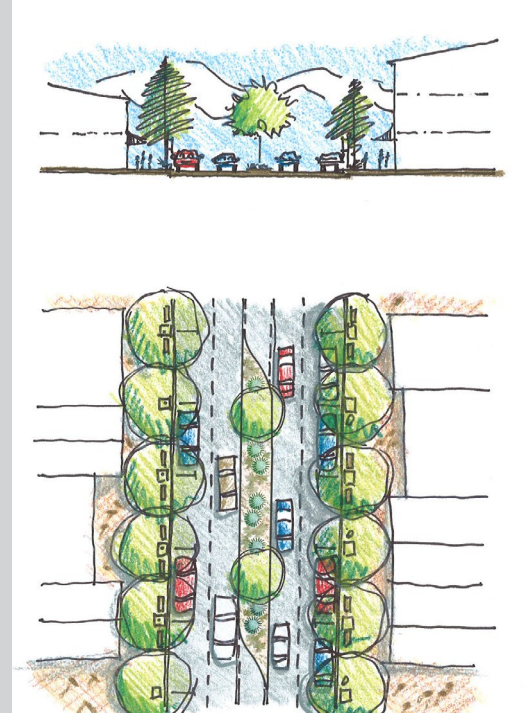
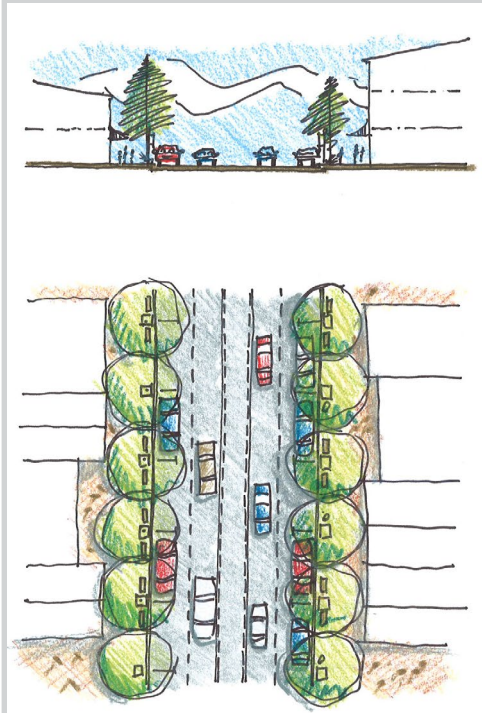
### Transportation

Easy-to-access parking available via garages, shared lots, and street parking. Transit stops and routes centrally located. Bicycle access and parking abundant. Pedestrian-oriented design.

## URBAN CORRIDOR CHARACTERISTICS

Corridors are where commercial development is encouraged; Urban corridors are not highways or neighborhood streets. Great Streets are corridors with the greatest potential for reinvestment, beautification, and appropriate land uses. *Refer to page IX-62 for more discussion of Activity Centers and Corridors, and the Great Streets and Gateways, Map 12.*

### Characteristics of an Urban Corridor



### Regional Corridor

Serves larger capacities of vehicles and people, with more intense land uses. These corridors will be wider with faster speed limits, yet consideration must be made for pedestrian and bicycle safety, and will provide well designed signage, landscaping, and public spaces. Examples of urban regional corridors include: Milton Road, Route 66, and SR 89N.

### Neighborhood Corridor

Serves the surrounding neighborhoods, with shops and services in buildings that front the street. Street parking is encouraged and pedestrian safety is a priority. Examples of urban neighborhood corridors include: Cedar Avenue, and Humphreys Avenue, and Fort Valley Road.



*Character of an Urban Activity Center*

## ILLUSTRATION OF URBAN CHARACTER



Urban spaces formed by appropriate density.



Urban streetscapes are vibrant public spaces.

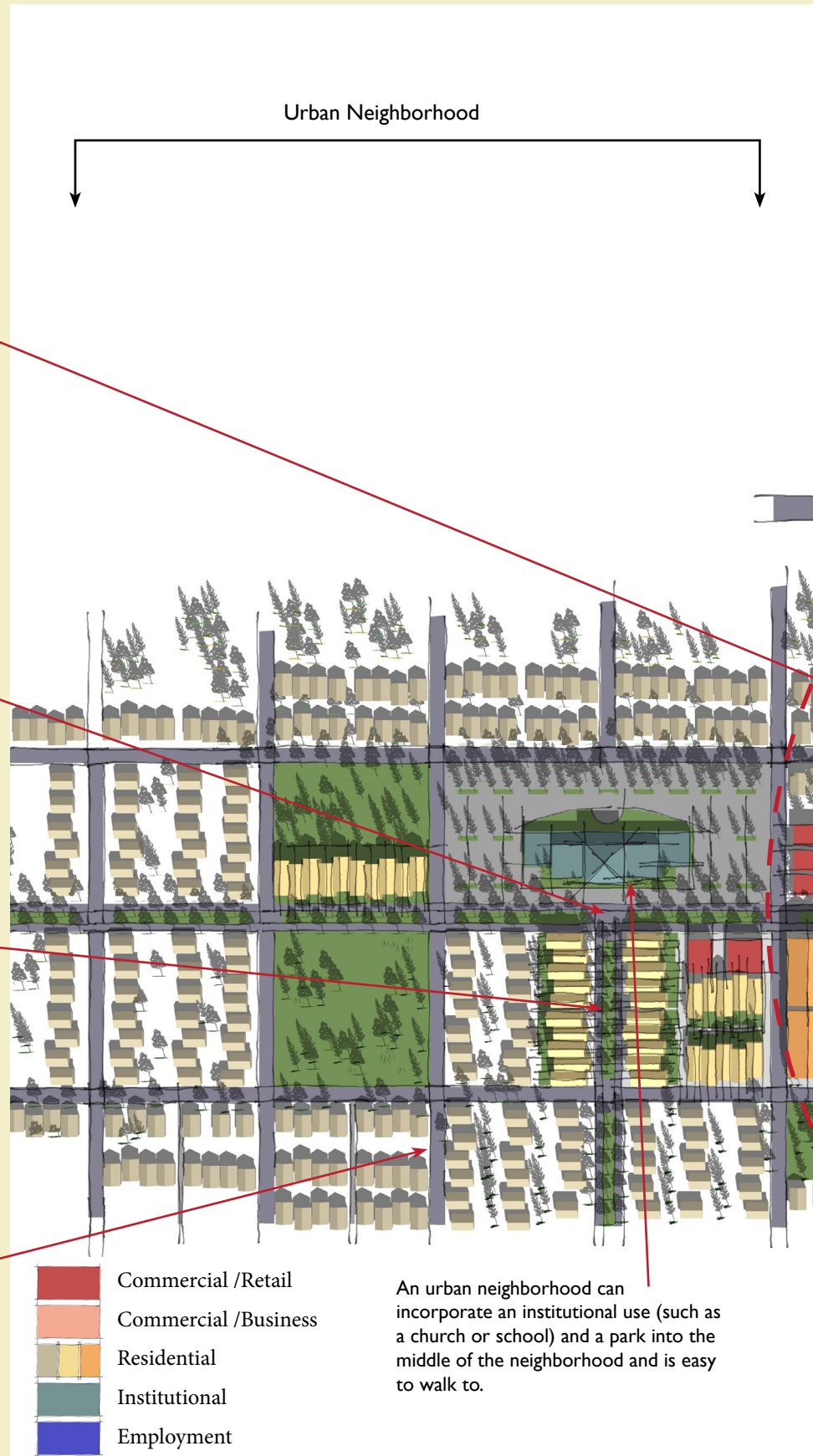


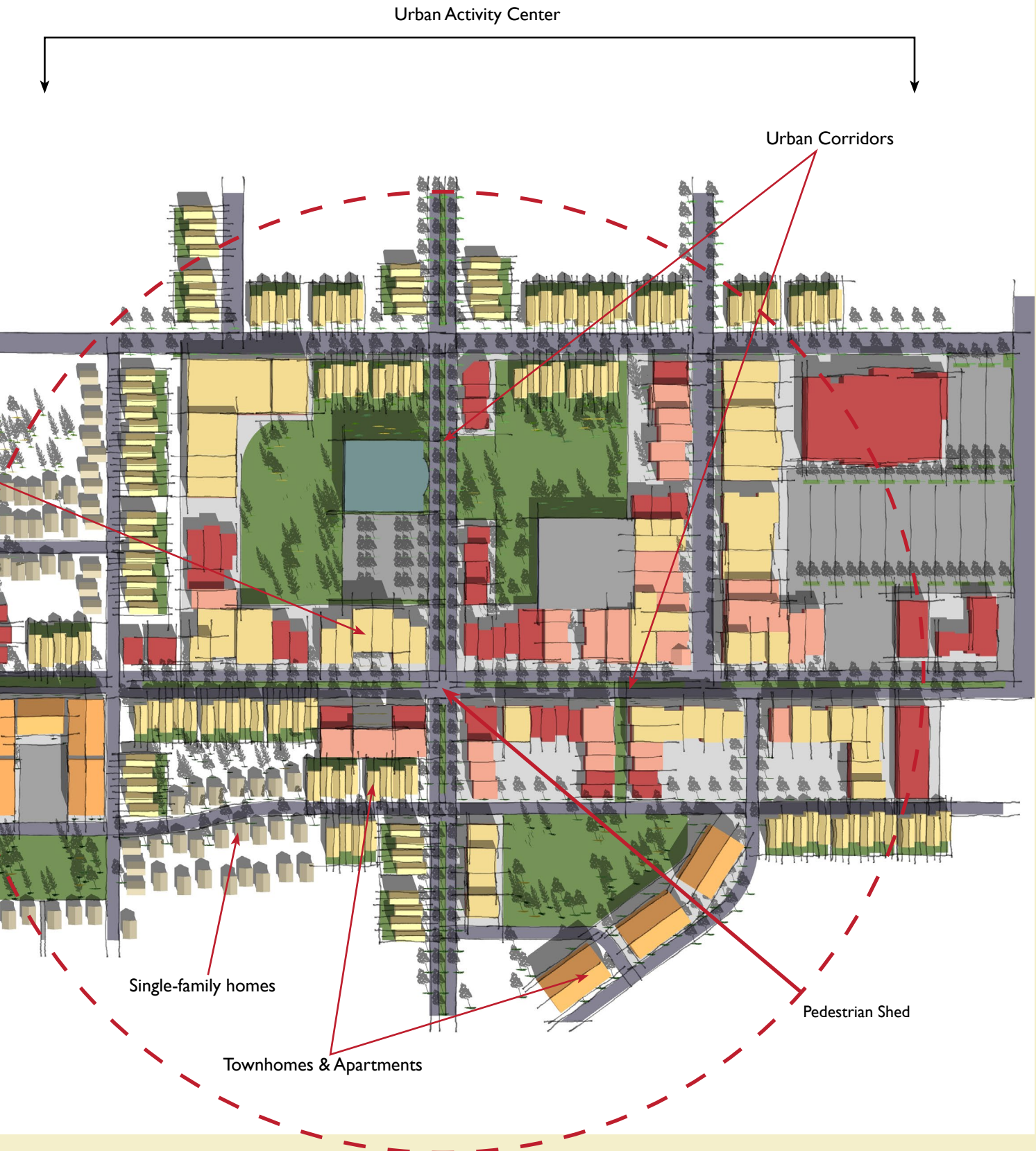
Urban housing comes in many forms.



Urban single-family homes in a historic district.

Photo credits: City of Flagstaff





### URBAN AREA GOALS AND POLICIES



**Goal LU.9. Focus reinvestment, partnerships, regulations, and incentives on developing or redeveloping urban areas.**

Policy LU.9.1. Reinvest in urban areas.

**Goal LU.10. Increase the proportion of urban neighborhoods to achieve walkable, compact growth.**

Policy LU.10.1. Prioritize connectivity within all urban neighborhoods and activity centers.

Policy LU.10.2. Support on-street parking, shared lots, and parking structures.

Policy LU.10.3. Value the traditional neighborhoods established around downtown by maintaining and improving their highly walkable character, transit accessibility, diverse mix of land uses, and historic building form.

Policy LU.10.4. Develop specific plans for neighborhoods and activity centers to foster desired scale and form.

Policy LU.10.5. Consider vacant and underutilized parcels within the City's existing urban neighborhoods as excellent locations for contextual redevelopment that adds housing, shopping, employment, entertainment, and recreational options for nearby residents and transit patrons.

Policy LU.10.6. In mixed use developments, encourage residential uses located above and behind commercial uses within urban areas as well as a variety of housing types where appropriate.

Policy LU.10.7. Invest in infrastructure and right-of-way enhancements as an incentive for private investment in urban neighborhoods and activity centers.

Policy LU.10.8. Include institutional uses, such as schools, within the urban context.

Policy LU.10.9. Civic spaces must be well designed, accessible, and central to the urban fabric.

## Downtown Flagstaff

The arrival of the railroad in the small community of Flagstaff in 1882 ensured the downtown area as the business center for northern Arizona. Within this region, a wide variety of activity was pursued, including lumbering, transportation, education, cattle and sheep ranching, tourism, and later scientific research – all centered on this transportation hub. This strong economic base resulted in consistent growth throughout most of Flagstaff’s history. In response to this economic prosperity and frequent destructive fires, buildings were increasingly well constructed of more substantial materials, such as stone and brick.

### Planning for Downtown in the Context of Form

Downtown Flagstaff is an acknowledged urban design treasure with a rich architectural and cultural heritage. Shared investment by property owners and the City resulted in the 1997 update to the downtown’s streetscape, creating appealing public and civic gathering spaces. This vibrant urban fabric supports an engaging mix of retail, restaurant, entertainment, civic, and office uses. Downtown Flagstaff is remarkably intact, with most of the historic buildings and the traditional street grid in place providing the highest quality pedestrian environment in the City.

The downtown has long been a popular shopping destination for visitors and as an entertainment center for local residents, with parades, marathons, First Friday events, and New Year’s Eve celebrations. The downtown remains the main regional urban center of northern Arizona. It competes well for sales and interest with much newer auto-oriented development along the corridors and on the periphery of the City, and includes a solid anchor of government offices.



*Photo credit: City of Flagstaff*

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## A Vision for Our Downtown Area

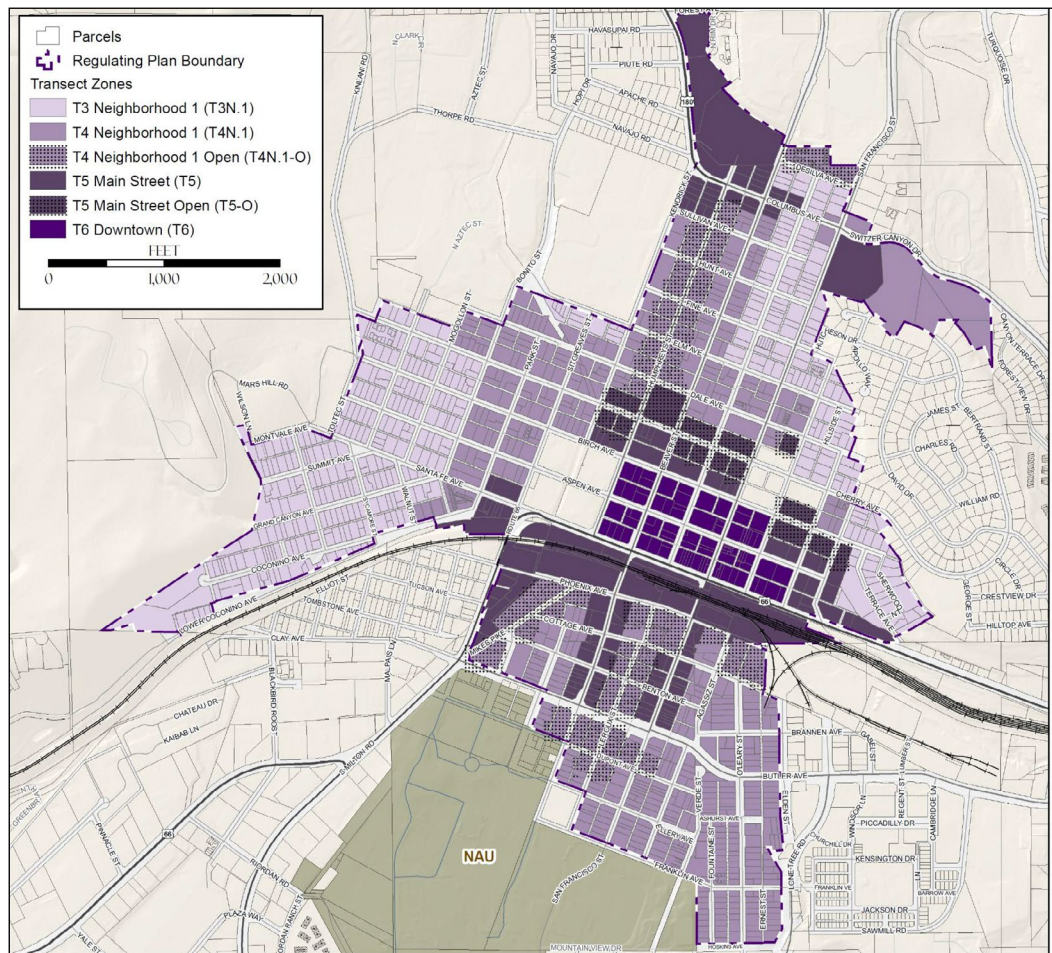
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If the historic downtown is to continue to be considered the heart of the City, it must remain healthy and attractive to locals, visitors, and business owners alike. Flagstaff needs to foster this valuable asset as a vibrant twenty-first century destination. Downtown revitalization, balanced with historic preservation efforts, will anchor and enhance the overall character of the City and contribute toward Flagstaff’s long-term sustainability. Parking solutions have been outlined in numerous plans and need to be implemented with careful attention to placement, design, and accessibility. Clean streets and sidewalks, accessible parking, public art, performances, and activities continue to make downtown Flagstaff one of Arizona’s favorite places. Shifts in policy could increase livability and housing in downtown and create a strong base for transit expansion throughout the region.

## AREA TYPES

While downtown is unique (it is defined on the Zoning Map with the Commercial Business (CB) zoning designation), it functions as the focus of a larger core area anchored by Northern Arizona University to the south and the Flagstaff Medical Center's campus to the north. This is generally what is known as the Flagstaff Central District as mapped in the Zoning Code. Most of this area has been designated with optionally-applied transect zones as illustrated in Map 23, Downtown Regulating Plan, and it includes a number of historic neighborhoods such as Flagstaff Townsite, North End, Southside, and parts of La Plaza Vieja. As these historic neighborhoods are highly valued by Flagstaff residents, appropriate goals and policies to support their preservation are included in Chapter VIII - Community Character.

*To develop a project in downtown, refer to the Urban Neighborhood Characteristics Table (pg. IX-35), the Urban Activity Center Characteristics Table (pg. IX-36), and the Urban Corridor Characteristics Table (pg IX-37). See also Illustration of Urban Character (pg IX-38) and both Urban and Downtown Goals and Policies (pgs. IX-40 and IX-43).*



Map 23: Downtown Regulating Plan

SOURCE: Flagstaff Zoning Code



## DOWNTOWN GOALS AND POLICIES

**Goal LU.11.1. Prioritize the continual reinvigoration of downtown Flagstaff, whose strategic location, walkable blocks, and historic buildings will continue to be a vibrant destination for all.**

Policy LU.11.1.1. All businesses and community services on the ground floor should be pedestrian accessible directly from a public space, such as a street, alley, square, plaza, or interior corridor.

Policy LU.11.1.2. Encourage new multi-story mixed-use buildings to have windows and doors facing the sidewalks.

Policy LU.11.1.3. Design new downtown buildings to have a majority of the total linear frontages of mixed-use and nonresidential building facades built to the sidewalk.

Policy LU.11.1.4. Encourage various housing types that appeal to a diverse range of ages and income.

Policy LU.11.1.5. Encourage adaptive re-use of historic structures for a variety of commercial spaces and housing options.

Policy LU.11.1.6. Strive for a wide variety of activities in downtown to create a healthy mix of housing, employment, shopping, cultural, and civic uses.

Policy LU.11.1.7. Include new and improved civic buildings and civic spaces into downtown redevelopment strategies.

Policy LU.11.1.8. Maintain and enhance Heritage Square and Wheeler Park as critical civic space for social gathering and community well-being.



*Photo credit: City of Flagstaff*

**Goal LU.12. Accommodate pedestrians, bicyclists, transit riders, and private cars to supplement downtown's status as the best-served and most accessible location in the region.**

*Refer to Chapter X - Transportation for more information on transit, as well as Appendix A for a listing of related transit plans.*

Policy LU.12.1. Invest in downtown's streets and sidewalks so that they remain Flagstaff's premiere public spaces.

Policy LU.12.2. Create a downtown parking strategy plan that continues to utilize and improve upon on-street parking, public parking lots and garages, and shared private parking spaces, with clear signage for wayfinding and to inform the public of all parking options.

Policy LU.12.3. Locate public and private parking facilities, lots, and garages carefully, screening parking from streets, squares, and plazas.

Policy LU.12.4. Incorporate liner buildings and larger mixed-use projects into parking facilities.

Policy LU.12.5. Maintain rear alleys for access to mid-block parking spaces to provide an out-of-sight location for utility equipment, and to allow the fronts of buildings to be free of driveways and parking garage entrances.

Policy LU.12.6. Revise parking regulations to encourage shared parking between various uses within existing structures.

Policy LU.12.7. Provide multiple routes and pathways for vehicular and pedestrian movement.

Policy LU.12.8. Provide for strong connections from the Flagstaff Medical Campus to the Northern Arizona University campus via pedestrian paths, bicycle connections, streets, and transit service.

Policy LU.12.9. As defined in the FUTS Master Plan, include trail access points, bicycle parking, and bicycle facilities.

Policy LU.12.10. Seek opportunities to improve ADA accessibility in downtown.

*Refer to Policy T.2.3 in Chapter X - Transportation.*

Policy LU.12.11. Develop a residential parking program to address the impacts of on-street parking on public streets in the downtown and surrounding areas while considering the needs of residents, public events, and enterprises in and around the impacted areas.

## Suburban

Many of Flagstaff's developed areas are best described as suburban development, and were developed primarily during the 1950s and in the following decades toward the periphery of a growing Flagstaff.

### Planning for Suburban Areas in the Context of Form

Characteristic of most suburban areas, land uses are segregated into isolated areas with varying degrees of density and intensity of use. Suburban uses include single-family and multi-family residential development, as well as commercial development such as strip centers and big box stores with large parking lots to a mixture of retail establishments, office buildings, automobile dealerships, gas stations, and motels.

**Suburban areas** have medium to low densities of people, residences, jobs and activities; the streets and sidewalks vary in pattern; the area is drivable to access homes and jobs, yet walkable by special pedestrian facilities such as FUTS trails; some services and goods are available to the residents; the area may have access to public transportation.

Suburban developments are less compact than traditional urban development, visually lacking a distinct center and with large distances between uses. Suburban neighborhoods have a hierarchical street pattern rather than being interconnected. They are made up of local streets, cul-de-sacs, and collector streets that connect to arterial streets which carry most of the traffic.

Suburban streets are typically paved and may include sidewalk, curb, and gutter. Public water and sewer utilities are provided. Open space is accommodated by neighborwoods, parks, trails, and sometimes golf courses. Walking or riding a bike for recreational purposes is common.

*To develop a project in a suburban area type, refer to the Suburban Neighborhood Characteristics Table (pg. IX-46), the Suburban Activity Center Characteristics Table (pg. IX-47), and the Suburban Corridor Characteristics Table (pg. IX-50). See also Illustration of Suburban Character (pg IX-48) and Suburban Area Goals and Policies (pg. IX-51).*

## A Vision for Our Suburban Areas

Single- and multi-family residential subdivisions as well as apartments and commercial development will continue to be established in Flagstaff. However, because drivable suburban areas typically have a higher environmental impact per capita than walkable urban areas, this Plan envisions future suburban development that incorporates more sustainable elements such as greater connectivity for walking and biking, civic spaces such as parks, greens, or playgrounds, and opportunities for local neighborhood-serving commercial uses such as a corner store, coffee shop, day care, etc. NAIPTA bus routes and rapid transit system (RTS) stops and transfer centers offer independence to those who live in drivable neighborhoods but do not have access to a car. The land near transfer centers and RTS stops offers major redevelopment opportunities to take special advantage of those facilities. Feasibility/ benefits of varying service levels need to be considered. The possibility of retrofitting an existing suburban neighborhood exists if the residents of that neighborhood assert such requests. Examples of suburban residential neighborhoods within the City include Continental Country Club, Ponderosa Trails, or Cheshire, while an example of commercial suburban development is located on Woodlands Village Boulevard and South Plaza Way. Suburban neighborhoods within the County include Kachina Village, Mountaineer, and Bellemont. This developed in the 1960s and 70s as second home enclaves, and are now bedroom neighborhoods for Flagstaff.

As Flagstaff's suburban areas comprise a significant portion of the existing development fabric of the City, they will continue to provide opportunities for homes, schools, shopping, employment, and recreation needs for a majority of Flagstaff's residents. Suburbs are part of our greater community.

## AREA TYPES

### SUBURBAN NEIGHBORHOOD CHARACTERISTICS

Suburban areas have medium to low densities of people, residences, jobs and activities; the streets and sidewalks vary in pattern; the area is drivable to access homes and jobs, yet walkable by special pedestrian facilities like the Flagstaff Urban Trail System (FUTS); some services and goods are available to the residents; the area may have access to public transportation.

Existing Suburban  
\*Symbol from Map 22



Future Suburban  
\*Symbol from Map 22

**Desired Pattern** Well-connected neighborhoods, designed around an Activity Center.

**Block Size**

**Density Range**

Residential lots 2 to 10 units/acre. Increased density is preferred within pedestrian shed of 6 units/acre +. For a change of density range, a specific plan or development master plan must be developed for the pedestrian shed.  
Residential Mixed-Use: 6 units/acre+

**Intensity**

Floor area ratios (FARs) of 0.2 and above. Suburban commercial, offices space, medical facilities, and institutional in commercial core of an activity center.

**Air Quality**

Consider long-term impacts to air quality by proposed development, see page IV-10.

**Solar Access**

Consider solar access for all development, allowing passive and active solar collection.

**Residential**

Quiet residential neighborhoods, consisting of single-family homes, located toward the periphery of developed areas of the City. In or near activity centers, a mix of single-family homes, duplexes, townhouses, and low-rise apartments would also be suitable.  
This classification may also include such supporting land uses as parks and recreation areas, religious institutions, and schools. A full range of services and infrastructure is required, including public transit and bike trails.

**Commercial**

Commercial development in suburban neighborhoods is minimal, such as home-based businesses and childcare. Refer to Suburban Activity Centers table on the following page for more commercial development options

**Public/Institutional**

Uses like schools and churches create a central and well-connected neighborhood. Refer to Illustration of Suburban Character on pg. IX-48.

**Employment – Research and Development Industrial**

See Suburban Activity Centers – Research and development parks, business parks, and associated services within suburban context and contextual with surrounding neighborhoods, campus settings, or within mixed-use development preferred within the pedestrian shed or “employment” locations. Light industrial within “employment” locations only.

**Parks**

Suburban parks and recreation facilities are either publicly or privately owned and allow both active and passive activities, as well as special use functions like recreation centers, golf courses, and swimming pools. This category is inclusive of neighborhood parks, community parks, conservation parks and special purpose facilities. Future park development is contingent upon the density and intensity of proposed development. Refer to Chapter XV - Recreation and the City of Flagstaff and Coconino County Parks & Recreation Master Plans.

**Open Space Public Space**

Suburban open space areas are for public or private use. Open spaces include natural areas, greenways, trails, streetscapes, waterways, cemeteries, drainage ways, floodplains, corridors, wildlife refuges, wetlands, riparian areas, and preserves. They are used for passive recreation such as hiking, picnicking, bicycling, horseback riding, and fishing. Open space areas also may be preserved or restored for their aesthetic value, scenic areas and vistas, ecological value, archeological and historical significance, and wildlife habitat. Refer to Chapter IV - Environmental Planning & Conservation and Chapter V - Open Space

**Conservation**

Refer to the Natural Resources maps in Chapter IV - Environmental Planning & Conservation.

**Agriculture**

Food production – yard gardens, community gardens, fruit trees, greenhouses and conservatories, animal husbandry.

**Special Districts**

Airport Business Park – Specific Plan needed; Flagstaff Cultural Center – Specific Plan needed; Coconino Community College campus; Innovation Mesa

**Master Plans**

Canyon del Rio

## SUBURBAN ACTIVITY CENTERS CHARACTERISTICS

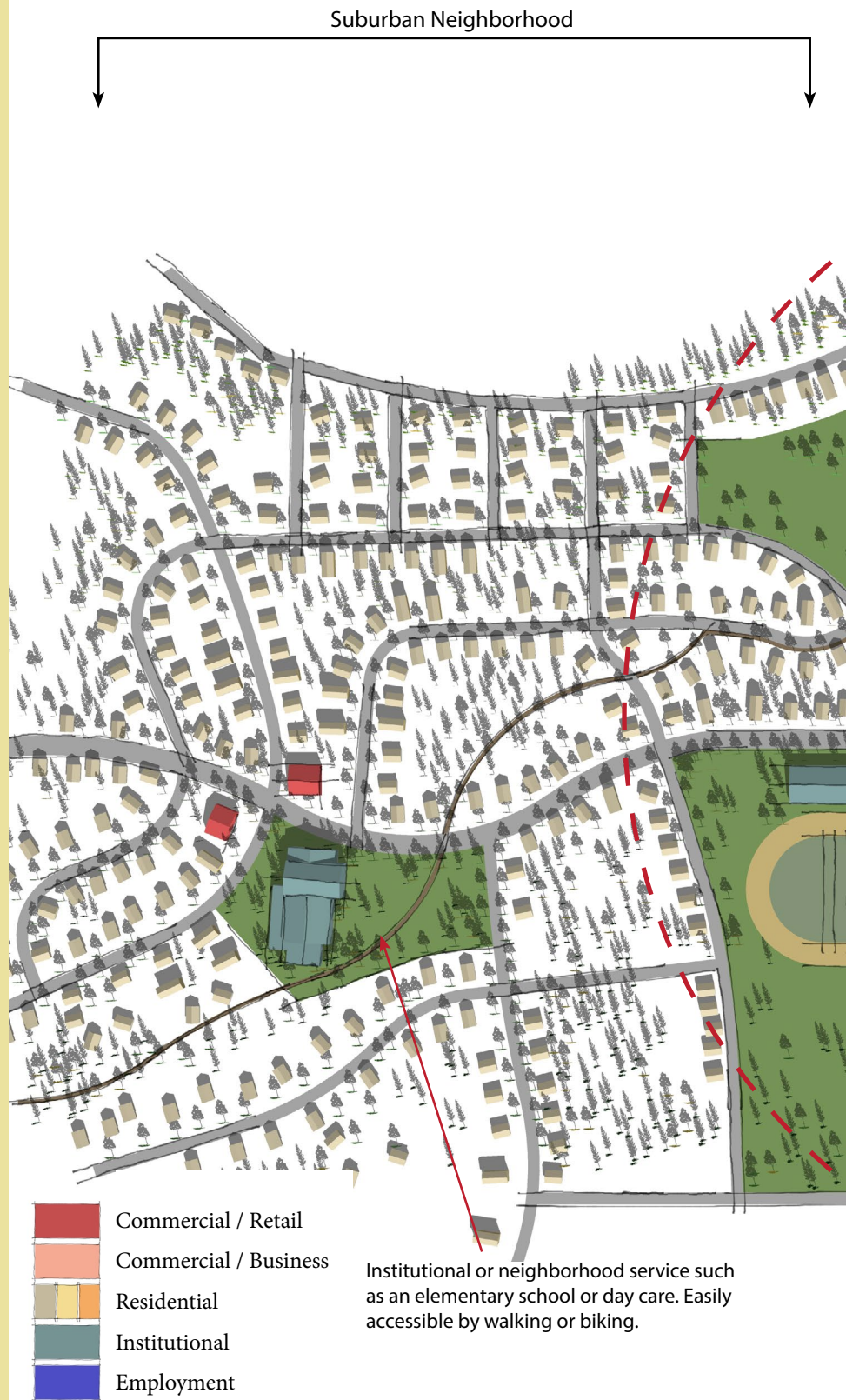
An area typically located at the intersection of two collectors or neighborhood streets, with vertical or horizontal mixed-use (mix of any: businesses, retail, residential, offices, medical services, etc.), serving the surrounding neighborhoods. A suburban activity center can serve a Regional Commercial or Neighborhood Commercial scale.

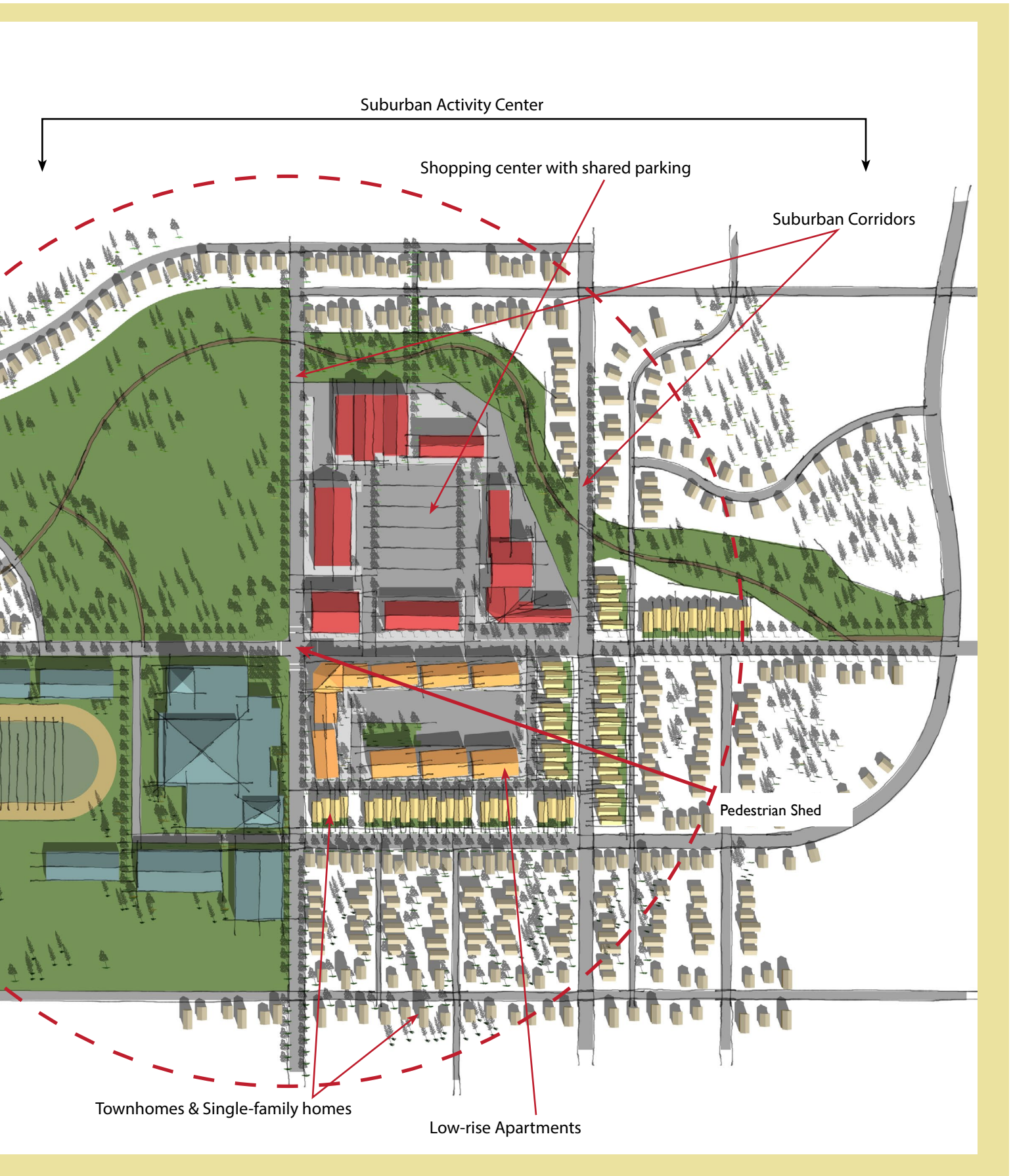
Map Symbol	 <p><b>Regional Suburban Activity Center:</b> Larger, mixed-use centers at intersections of Regional Travel and Circulation Corridors; with access of large residential developments; with entertainment and cultural amenities; public spaces; serves regional residents and visitors.</p> <p><b>Neighborhood Suburban Activity Center:</b> Smaller, mixed-use centers at intersections of Circulation Corridors and Access Roads; with access to surrounding neighborhood; with local goods and services, public spaces; serves local residents; transit and FUTS access.</p>
Desired Pattern	 <p><i>Photo credit: City of Flagstaff</i></p>
Density Range	<p>Residential Only: 6 - 10 units per acre. Residential mixed-use: 6+ units per acre</p>
Intensity	<p><u>Regional scale and design at Flagstaff Mall.</u> Floor area ratios (FARs) of 0.5+</p> <p><u>Neighborhood scale centers at all others.</u> Floor area ratios (FARs) of 0.35+</p>
Mix of Uses	<p>Within commercial core: Services, offices, retail, restaurant and tourism-related. Residential opportunities, residential mixed-use. Public spaces, place-making.</p> <p>Within pedestrian shed but not in commercial core: higher-density residential, live-work units, home-based businesses, educational, greater connectivity to a commercial core.</p>
Commercial	<p><b>Regional Commercial</b> is intended for all commercial and service uses that serve the needs of the entire region, those which attract a regional or community-wide market, as well as tourism and travel-related businesses. While uses located in this category typically tend to be auto-oriented, the regional commercial category emphasizes safe and convenient personal mobility in many forms, with planning and design for pedestrian, bicycle and transit access and safety as an activity center.</p> <p><b>Neighborhood Commercial</b> is intended for all commercial retail and service uses that meet consumer demands for frequently needed goods and services, with an emphasis on serving the surrounding residential neighborhoods. These areas are typically anchored by a grocery store, with supporting retail and service establishments. Development in this category may also include other neighborhood-oriented uses such as schools, employment, day care, parks, and civic facilities, as well as residential uses as part of a mixed-use development activity center.</p>
Transportation	<p>Easy-to-access parking available via shared lots, shared parking structures, lots and street parking. Transit stops available. Bicycle access and parking. Pedestrian safety.</p>

## ILLUSTRATION OF SUBURBAN CHARACTER



Photo credits: City of Flagstaff



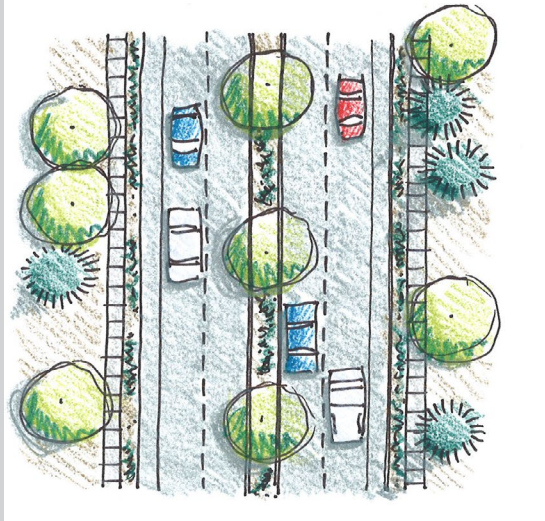
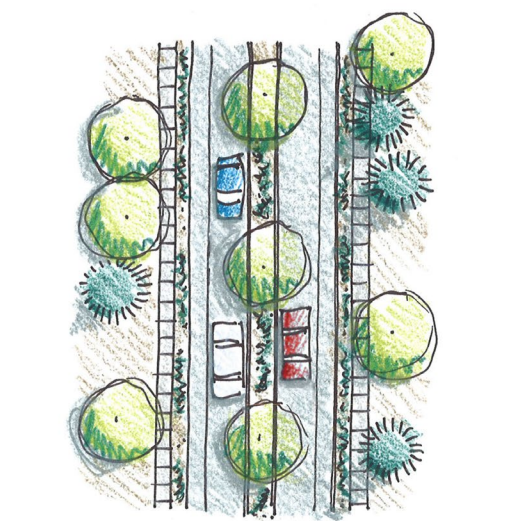




# AREA TYPES

## SUBURBAN CORRIDOR CHARACTERISTICS

Corridors are where commercial development is encouraged.

<div> <div>Characteristics of an Urban Corridor</div> </div>	<div>  <div>Regional</div> </div>	<div>  <div>Neighborhood</div> </div>
	<div>  </div>	<div>  </div>
<div> <div>Regional Corridor</div> </div>	<div> <p>Serves larger capacities of vehicles and people, with more intense land uses. These corridors will be wider with faster speed limits, yet consideration must be made for pedestrian and bicycle safety, and will provide well designed signage, landscaping, and public spaces. Examples of suburban regional corridors include: Fort Valley Road and parts of Butler Avenue.</p> </div>	
<div> <div>Neighborhood Corridor</div> </div>	<div> <p>Serves the surrounding neighborhoods, with shops and services in buildings that front the street. Street parking is encouraged and pedestrian safety is a priority. An example of a suburban neighborhood corridor includes: Country Club Drive.</p> </div>	



Character of a Suburban Activity Center



## SUBURBAN AREA GOALS AND POLICIES

**Goal LU.13. Increase the variety of housing options and expand opportunities for employment and neighborhood shopping within all suburban neighborhoods.**

Policy LU.13.1. Prioritize connectivity for walking, biking, and driving within and between surrounding neighborhoods.

Policy LU.13.2. Consider public transit connections in suburban development.

Policy LU.13.3. Consider retro-fitting suburbs for walkability and mixed-use.

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

Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.

Policy LU.13.6. Include a mix of uses and access to surrounding neighborhoods in new suburban commercial development.

Policy LU.13.7. Include employment opportunities in all suburban activity centers.

Policy LU.13.8. Locate civic spaces, parks, and institutional uses within neighborhood pedestrian sheds.

Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborwoods.

Policy LU.13.10. Protect wildlife corridors where appropriate.

Policy LU.13.11. Promote cluster development as an alternative development pattern in appropriate locations as a means of preserving resources and to minimize service and utility costs.

## AREA TYPES

### Rural

Historically, County areas were primarily developed as large ranches supporting the cattle and sheep industries, along with pinto bean and potato farming. Beginning in the 1950s, these areas were subdivided, primarily by large lot land divisions, keeping the rural roads and individual water and sewer systems (well or hauled water and septic). The rural areas are a mix of lot splits and subdivisions which tend to lead to a fragmented infrastructure system.

#### Planning For Rural Areas In The Context Of Form

Rural communities within the region, such as Fort Valley, Doney Park, and areas east of Flagstaff such as Cosnino, provide opportunities for traditional ideas of rural living characterized by low density development on large lots (typically from 1 to 5 acres), animal keeping (horses, cattle, and goats are common), and a quiet rural independent lifestyle in conjunction with proximity to open space provided by the Coconino National Forest. The more outlying areas often have the greatest opportunity to balance growth with natural resource amenities – where it is more critical to do so given that resources such as wildlife corridors, springs, and other resources are still relatively intact. Coconino County's Comprehensive Plan supports integrated conservation design to meet this balance. The protection of natural and cultural areas is discussed in detail in Chapter IV - Environmental Planning and Conservation, Chapter V - Open Space, and Chapter XV - Recreation as well as on the Natural Environment maps in Chapter IV.

While some rural neighborhoods may include public utilities such as water, electricity, and natural gas, in the more outlying areas of the region, wells and septic tanks are common, and propane is used instead of natural gas. Most roads are unpaved and privately maintained, and there is low street connectivity.

*To develop a project in a rural area type, refer to the Rural Neighborhood Characteristics Table (pg. IX-53), the Rural Activity Center Characteristics Table (pg. IX-54), and the Rural Corridor Characteristics Table (pg. IX-55). See also Illustration of Rural Character (pg. IX-56) and Rural Area Goals and Policies (pg. IX-58).*

**Rural areas** have a low density of people, residences, jobs, and activities; paved and unpaved two-lane roads with natural edges; minimal services and goods available to the residents; FUTS connectivity and public transit commuting opportunities may exist; abundant open spaces and agricultural uses.

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### A Vision for Our Rural Areas

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This Plan envisions that future rural development will continue to play an important part in the Flagstaff economy and northern Arizona's characteristic lifestyle. There will always be residents who desire larger lots on the periphery of the City, greater privacy, or the ability to keep animals. Opportunities for local neighborhood serving commercial uses such as a convenience store, farm supply store, local gathering place (e.g., a coffee shop or restaurant), or post office, are ideal as local activity centers. Industrial opportunities will exist with dependant infrastructure provisions. Schools can be central community centers, along with rural civic spaces consisting of parks and national forest access points. In rural areas, FUTS trails, Forest Service Trails, and the Arizona Trail provide a comprehensive system for biking, hiking, and horse-back riding.

## RURAL NEIGHBORHOOD CHARACTERISTICS

Rural areas have a low density of people, residences, jobs and activities; paved and unpaved two-lane roads with natural edges; minimal services and goods available to the residents; FUTS connectivity and public transit commuting opportunities may exist; abundant open spaces and agricultural uses.

Existing Rural  
\*Symbol from Map 22



Future Rural  
\*Symbol from Map 22

Desired Pattern



*Photo credit: Coconino County*


Block Size	N/A – Refer to Coconino County Subdivision Ordinance
Density Range	Non-residential Commercial Uses are minimal and targeted for Rural Activity Centers. Cottage industry and home-based businesses, subject to regulations.
Intensity	Residential lots typically 1 house per 1 to 10 acres - 0.2 to 1 units per acre. Accessory dwelling units/guest houses and barns allowed.
Air Quality	Consider long-term impacts to air quality by controlled burns and use of wood stoves.
Solar Access	Consider solar access for all development, allowing passive and active solar collection.
Residential	Low-density, large lot, single-family homes in a rural setting found primarily on the urban fringe, abutting national forest land. The character of development is rural, with retained natural features and agricultural uses. Where sanitary sewer and potable water services are available, zoning may permit development of one acre lots. Rural development may be clustered to maximize protection of natural resources and open space. Typically surrounded by public lands, served by non-maintained roads and have no or limited public services.
Commercial	Commercial at intersections of major roads and rural activity centers. Home-based businesses – subject to regulations. Refer to Rural Activity Centers table on the next page.
Public/ Institutional	Public and quasi-public spaces are often open space, parks, schools, churches, and fire stations.
Industrial/ Business Park	Limited infrastructure is a barrier to Industrial and Business park opportunities.
Parks	Rural parks and recreation facilities are either publicly or privately owned and allow both active and passive activities, as well as special use functions like recreation centers, golf courses, and swimming pools. This category is inclusive of neighborhood parks, community parks, conservation parks and special purpose facilities. Future park development is contingent upon the density and intensity of proposed development. Refer to Coconino County Parks & Recreation Master Plan.
Open Space	Rural open space is public or private and primarily undeveloped landscape that provides scenic, ecological, or recreational opportunities, or are set aside for resource protection/conservation. Rural open Space includes areas of managed production such as forestland, rangeland, or agricultural land that is essentially free of visible obstruction.
Conservation	Refer to the Natural Resources Maps 7 and 8 for more information about wildlife corridors, habitat, meadows, soils, etc.
Agriculture	Food production, farming and ranches, equestrian activities, and animal husbandry
Transportation	Mostly auto mobiles, some public transit/ bike pedestrian opportunity but not a focus. Plenty of parking. Mix of public and private roads. Rural roads.
Special District	Fort Tuthill Master Plan and Landfill
Master Plans	County Area Plans: Doney Park, Timberline-Fernwood, Kachina Village Fort Valley, and Mountaineer

## RURAL ACTIVITY CENTER CHARACTERISTICS

Designated locations in unincorporated areas that are appropriate for locally-serving retail and service businesses; serve as focal points for the community in which they are located. The uses that each activity center may contain will vary depending upon the characteristics, needs, and zoning of the location. The range of uses may include small-scale retail, offices, and other business and personal services designed to meet the needs of area residents. Other appropriate uses may include schools, transit stops, parks, or other civic uses. The objective is to provide opportunities to meet area resident needs locally, reducing the requirement to travel out of the area to meet day-to-day needs. Development in this category may be subject to special standards, including size limits and design standards, so as to maintain a scale and architectural character appropriate to the rural community.

Existing Rural  
\*Symbol from Map 22

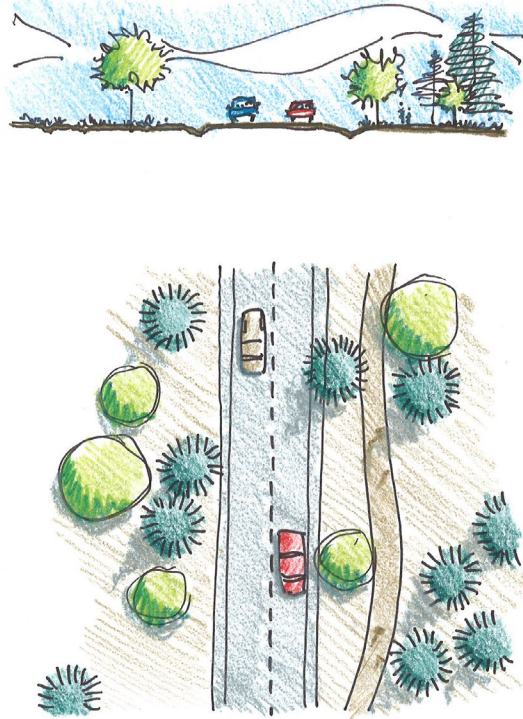


Characteristics	Rural Centers are intended to meet the needs of rural communities and local residents. They are characterized as destinations that offer few amenities.	
Desired Pattern		Photo credit: Coconino County
Density Range	Non-residential Horizontal Mixed-Use. 1+ Stories with street frontage activities.	
Mix of Uses	<p>Is intended to be both residential and non-residential uses that are designed and developed with quality design standards.</p> <p>The primary objective is to provide a mix of housing types, including single-family detached and attached, and multi-family dwellings; shopping, restaurants, commercial and service uses, offices and employment centers are included as part of an activity center. Other supporting land uses, such as parks and recreation areas, religious institutions, and schools, feed stores, small groceries and supplies, gas station, etc. may be included. A full range of services and infrastructure is required.</p>	
Commercial	<p><b>Regional Commercial</b> is intended for all commercial and service uses that serve the needs of the entire region, those which attract a regional or community-wide market, as well as tourism and travel-related businesses. While uses located in this category typically tend to be auto-oriented, the regional commercial category emphasizes safe and convenient personal mobility in many forms, with planning and design for pedestrian, bicycle, and transit access and safety as an activity center.</p> <p><b>Neighborhood Commercial</b> is intended for all commercial retail and service uses that meet consumer demands for frequently needed goods and services, with an emphasis on serving the surrounding residential neighborhoods.</p> <p>These areas are typically anchored by a grocery store, with supporting retail and service establishments. Development in this category may also include other neighborhood-oriented uses such as schools, employment, day care, parks, and civic facilities, as well as residential uses as part of a mixed-use development activity center.</p>	
Location	Located at intersections of major roads – arterials and collectors. Ease of access and parking available to minimize the impacts of traffic on neighborhoods.	
Design Principles	Open space character; agricultural, well connected trail and access to National Forest lands.	
Transportation	Street design rural. Easy-to-access parking available via shared lots and street parking. Park and Ride potential. Bicycle access and parking available; equestrian accessibility; pedestrian safety.	

## RURAL CORRIDOR CHARACTERISTICS

Corridors are where commercial development is encouraged within a designated activity center.

### Characteristics of a Rural Corridor

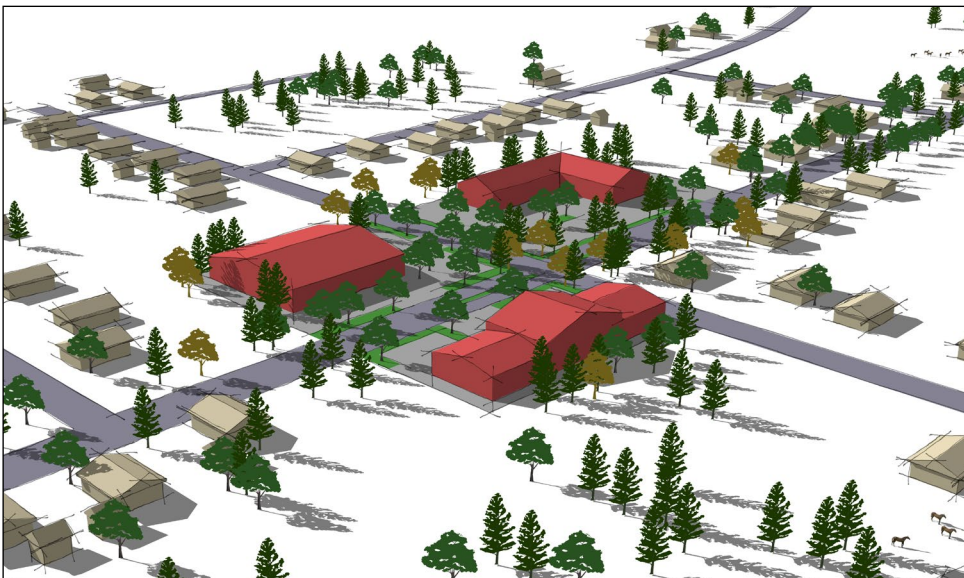


### Regional Corridor

These corridors within rural areas tend to be highways and major arterials where access management is a significant issue to allow for the efficient use of these corridors. Commercial services are encouraged within designated activity centers.

### Neighborhood Corridor

These corridors serve local residents and are a mixture of public and private roadways of varying standards. Commercial development is encouraged in designated activity centers that frequently intersect with regional corridors.

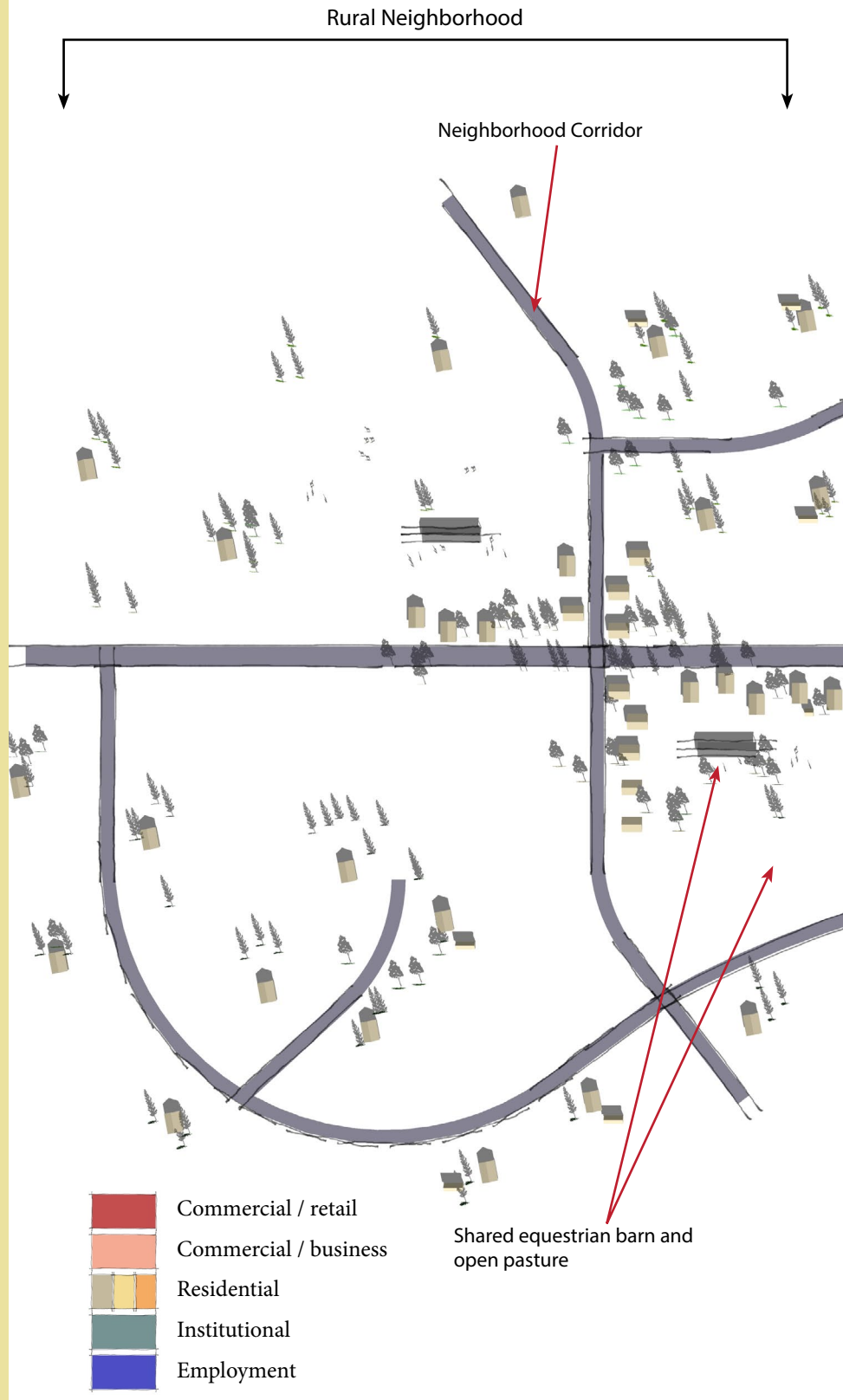


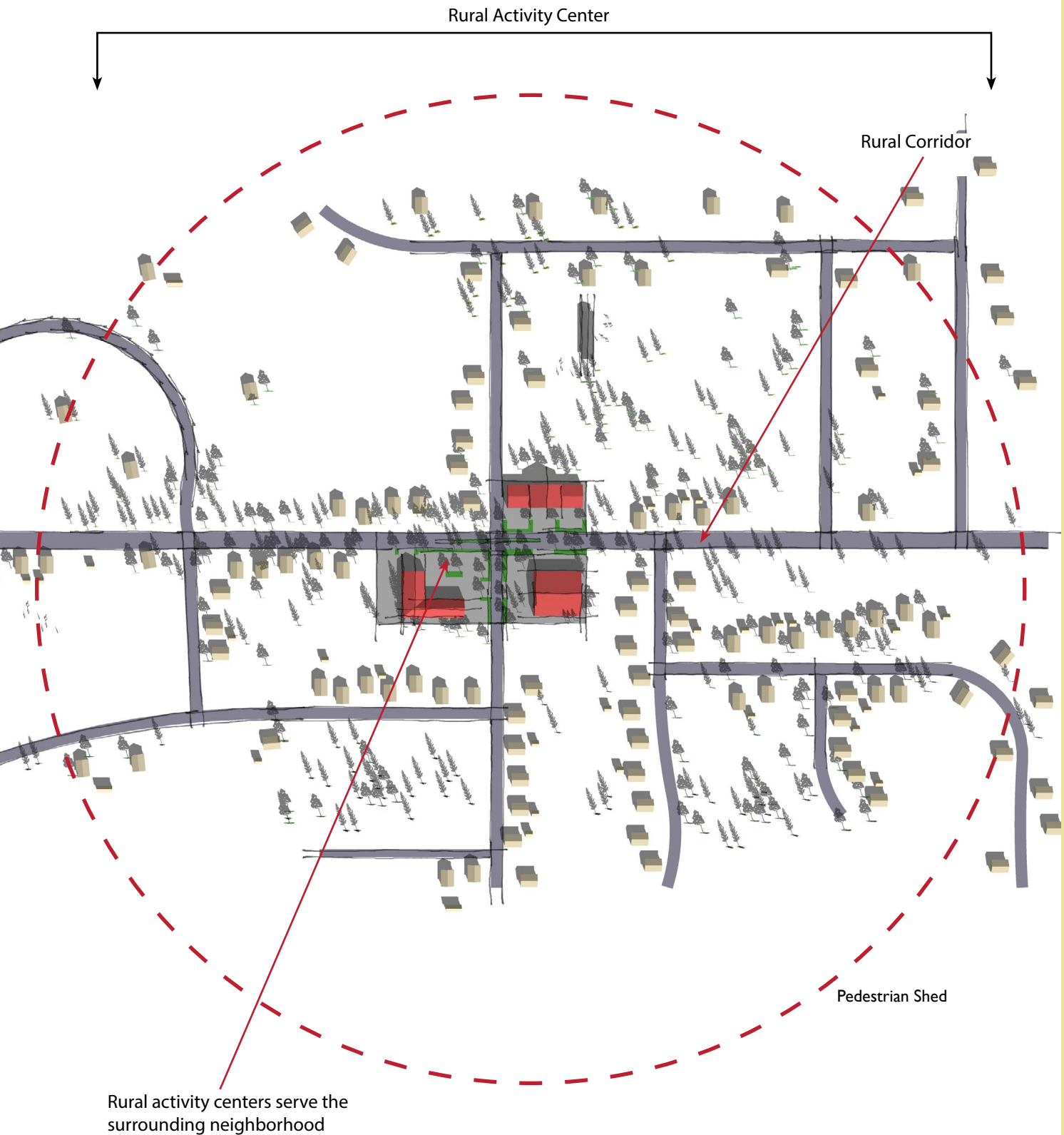
*Character of a Rural Activity Center*

## ILLUSTRATION OF RURAL CHARACTER



Photo credits: Coconino County





## RURAL AREA GOALS AND POLICIES



### Goal LU.14. Maintain the character of existing rural communities.

Policy LU.14.1. Maintain rural growth boundaries to preserve the integrity of open spaces identified in the *Greater Flagstaff Open Spaces and Greenways Plan* and updates.

Policy LU.14.2. Promote the coordination of the *Flagstaff Regional Plan*, *Coconino County Comprehensive Plan*, and area plans that takes into account local conditions and preferences of area residents.

Policy LU.14.3. Require future development in the unincorporated County areas to be consistent with the goals, policies, and conservation guidelines of the *Coconino County Comprehensive Plan* and any applicable local area plans.

Policy LU.14.4. Connect rural neighborhoods using roads, trails (equestrian, foot, and bicycle), and public access to the National Forest.

Policy LU.14.5. Promote cluster development as an alternative development pattern in appropriate locations as a means of preserving rural resources and to minimize service and utility costs.

Policy LU.14.6. Plan for development outside of the rural growth boundary to be very low density and to have integrated conservation design.

Policy LU.14.7. Establish opportunities for rural activity centers in specifically designated County areas with a range of uses, sizes, and designs appropriate to the communities they serve.

Policy LU.14.8. Locate commercial uses in the County in specifically designated activity centers intended to serve as focal points and meet local needs for the community, while avoiding a strip commercial pattern of development along the region's major roadways.

Policy LU.14.9. Preserve the rural character, open spaces, wildlife corridors, and neighborwoods at the periphery or just outside of the planning area as defined by the FMPO boundary.



Photo credit: Coconino County



Photo credit: Copeland Architects

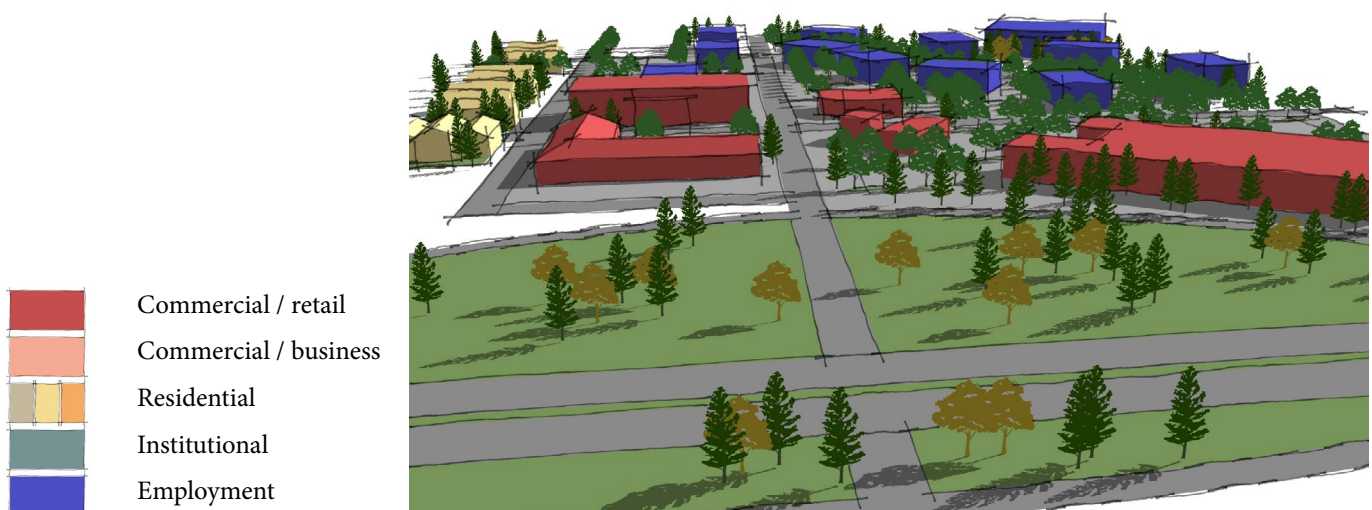
## Employment Centers, Business Parks, and Industrial Areas

Flagstaff is fortunate to be in close proximity to the interstate highway system, local arterial and collector roads, the BNSF railway line, and the Flagstaff Pulliam Airport. Policies in this section promote the region as a major interstate employment center through continuation of existing operations, promotion of new industries, and improvements in job accessibility. Providing for continued growth of the existing employment centers and encouraging the reuse of underutilized, vacant or obsolete commercial and industrial spaces, these policies provide for new manufacturing, research and development, flex space, industry incubators, professional office, and similar uses that range from high-intensity, mixed-use office centers, large business parks, warehouses, and distribution facilities to manufacturing and other heavy industrial areas. “Clean” industries, such as light manufacturing, research and development, and high technology, will take advantage of the education and skills of the City’s population.

An **Employment Center** may include mixed-use; research and development offices; medical offices; office space; business park; retail, restaurant, and tourism center; light-industrial; heavy-industrial; and live-work spaces.

For example, the Plan designates a section of State Trust land along Route 66 in east Flagstaff (T21N, Sec. 10) as “Employment.” This section straddles I-40, Route 66, and the BNSF Railroad. Its location serves as the eastern gateway to the City, and is an appropriate location for mixed-use development. The portion south of I-40 could be used to satisfy open space and forest resource credits for the area north of I-40. The area between I-40 and Route 66 is heavily impacted by road and railroad traffic and provides an ideal location for an employment-based node. North of Route 66, land uses would transition from employment to residential, with the residential uses transitioning from higher density near Route 66 to lower density to match existing residential densities in adjacent sections.

**Office - Research and Development - Business Park - Light Industrial** is intended to provide locations for a variety of workplaces that develop as a business park setting or integrated into a commercial mixed-use project as part of an activity center. These projects are to be designed and developed as buildings with attractively landscaped outdoor spaces and continue the vitality and quality of life in adjacent residential neighborhoods. Other supporting uses can be included which complement the primary workplace uses, such as restaurants, hotels, child care, and convenience shopping, if included as part of an overall planned development. Sites designated for this category should have good access to existing or planned transportation facilities and be compatible with adjacent land uses.



*Character of potential employment center*

## AREA TYPES

**Light-Medium Industrial** is intended to provide a location for a variety of work processes and work places such as light industrial uses; manufacturing, warehousing, and distributing; indoor and outdoor storage; and a wide variety of heavy commercial and industrial operations. Uses in this category are typically involved in the secondary processing of materials into components; the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. Transportation requirements are usually met by truck, although rail and air transportation may be utilized as well. These facilities need to be developed with viewsheds in mind.

**Heavy Industrial** is often characterized by uses that can be hazardous, offensive, or unsightly. The uses are typically involved in the primary processing of raw materials into refined materials. Often requiring large energy supplies and large volumes of raw materials. Processing may generate liquid or solid wastes, air pollutants, and other emissions, such as noise, glare, light, vibration, or heat. Examples of such uses include lumber and wood products; paper, chemicals, and primary metal manufacturing; storage of hazardous materials; cinder pits; and concrete and asphalt plants.

### EMPLOYMENT AREA GOALS AND POLICIES



**Goal LU.15. Plan for and encourage employee-intensive uses throughout the area as activity centers, corridors, research and development offices, business parks, and light industrial areas to encourage efficient infrastructure and multimodal commuting.**

Policy LU.15.1. Encourage the grouping of medical and professional offices, light industrial, research, and skill training with other necessary workforce services and transportation options.

Policy LU.15.2. Consider the compatible integration of residential uses and proposed employment centers to reduce vehicle trips and commute times.

Policy LU.15.3. Incorporate neighborhood/support retail and other commercial uses, including childcare facilities, within new and renovated employment centers.

Policy LU.15.4. Accommodate safe and convenient walking, biking, and transit facilities in existing and proposed employment centers.

**Goal LU.16. Establish heavy industrial areas that provide for the manufacturing of goods, flexible space, and intermodal facilities that are well maintained, attractive and compatible with adjoining nonindustrial uses.**

*Refer to Policy ED.3.9 in Chapter XIV - Economic Development.*

Policy LU.16.1. Encourage the continued intensification, expansion, and protection of existing industrial, warehousing, and distribution uses from encroachment where appropriate.

Policy LU.16.2. Ensure new industrial areas are compatible with surrounding areas.

Policy LU.16.3. Locate new industrial areas near the rail line, major highways or the interstate, and ensure they are designed to be compatible with surrounding uses and gateway features.

Policy LU.16.4. Limit the impacts of truck traffic on residential areas.

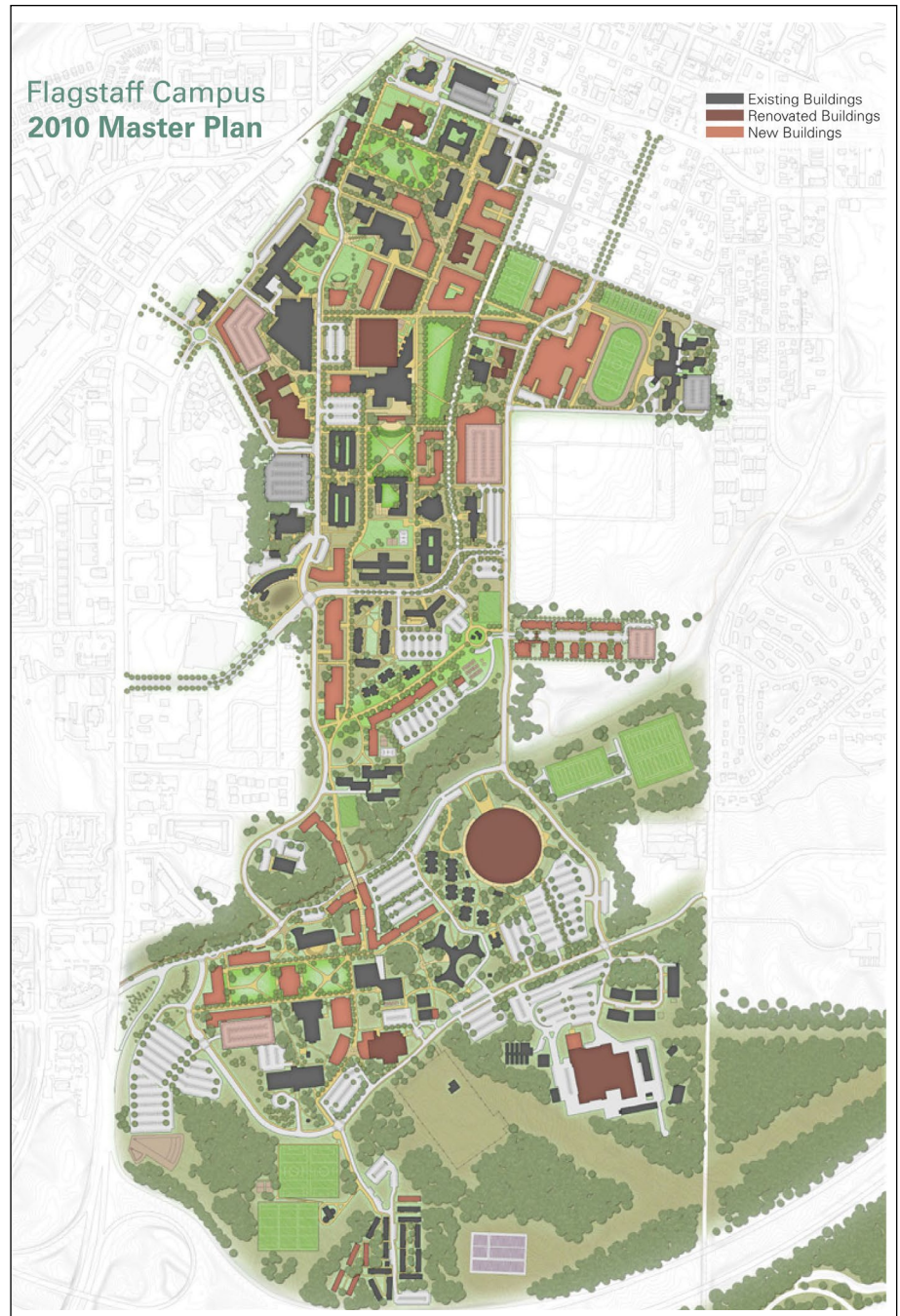
Policy LU.16.5. Consider all health impacts on the community in the design of new industrial uses, such as wastewater treatment, traffic safety, noise, and other impacts.

## Special Planning Areas

Not all existing or proposed facilities and uses fall within the area types of urban, suburban or rural; and thus special planning areas may be described within the Flagstaff region. These include specific districts unique to the area:

- Flagstaff Pulliam Airport
- Northern Arizona University
- Flagstaff Medical Center
- Museum of Northern Arizona
- U.S. Geological Survey and Innovation Mesa
- Public and quasi-public uses requiring campus-like setting

Many of these districts, such as Northern Arizona University, City Hall, public schools, etc., have many of the characteristics of employment uses. An institutional use is intended to accommodate public and semi-public land uses, such as governmental facilities, schools, utilities, and institutions.



Graphic credit: NAU

## SPECIAL PLANNING AREA GOALS AND POLICIES

**Goal LU.17. Protect, manage, and enhance the region's Special Planning Areas to benefit the whole community.**

**Policy LU.17.1. Enhance connectivity and coordinated planning efforts with neighborhoods contiguous to special planning areas.**



# PLACE TYPES

## Activity Centers

Flagstaff has many existing activity centers as identified on Map 24, along with a number of potential future activity centers. With a focus of investments and development to the urban core as a growth management strategy, activity centers are vital in producing the compact urban form necessary for efficient infrastructure, transit, walkability, job creation, and protection of our natural resources.

By promoting activity centers and mixed-use development in the Flagstaff region, the community will benefit from:

- Places for people to shop, eat, and entertain
- Sites for community events, activities, and celebrations
- A range of housing types and configurations
- New destinations within a short distance of existing neighborhoods
- Opportunities to increase walking, biking, and transit use
- More efficient use of existing public infrastructure
- Opportunity to foster vibrant, walkable communities
- Incubators for art, community, or non-profit enterprises
- Activity centers with anchors that appeal to locals, not just visitors
- Active, healthier lifestyles
- Conservation of land by accommodating more people in less space
- Preservation of open space
- A range of transportation alternatives
- Reduced congestion
- Lower infrastructure costs for communities, families, and individuals
- Reduced household expenses related to transportation and energy
- Added convenience by putting destinations closer together.

### Helpful Terms

**“Activity Center”** - A mixed-use center that varies by scale and activity mix depending on location. Includes commercial, retail, offices, residential, shared parking, and public spaces. This Plan identifies existing and potentially new activity centers throughout the planning area, in urban, suburban, and rural contexts.

**“Neighborhood”** - Includes both geographic (place-oriented) and social (people-oriented) components, and may be an area with similar housing types and market values, or an area surrounding a local institution patronized by residents, such as a church, school, or social agency.



Photo credit: Flagstaff Convention & Visitor's Bureau

## A Vision for Our Activity Centers

Existing activity centers have great potential for increased activities, densities and mixed-use with focused reinvestment by both the public and private sectors. These are ideal locations for optimal transit connectivity, increased pedestrian and bicycle use, and infrastructure improvements. For example, activity centers around Northern Arizona University could also meet the demand for more multi-family housing units, and student-oriented services and goods.

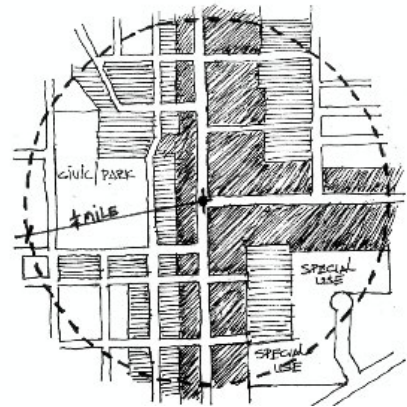
Potential new activity centers have been located where the future road network intersects, and future development has been proposed. This Plan encourages future development to be focused on, and planned around activity centers.

Every activity center works at its own scale, serving the needs of the surrounding community. That scale is directly related to the road types serving the center and surrounding development. Regional centers – the biggest centers – are located at the intersection of major roads and have multiple large residential developments with direct access to it. Neighborhood centers are typically established at the intersections of circulation and access roads.

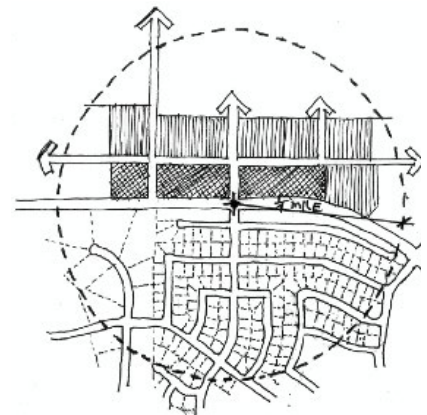
An **urban activity center** holds the greatest densities of housing and intensities of commercial and retail space, yet it is still appropriately designed for the region, contextual in scale and form, and architecturally compliments the environment and views. Even the most urban areas of Flagstaff have amazing views of the mountains, and respecting those views maintains our unique sense of place. Higher densities and maintaining views may seem like a contradiction, but it is a matter of thoughtful and sensitive design. Urban activity centers have the densities that make transit work while providing the creative places and where the social interactions desired by today's and tomorrow's workforce can occur.

**Suburban activity centers** provide nodes for a neighborhood's schools, parks, local restaurants, and grocery stores. They are located next to higher-density residential developments easily accessible by walking or biking. They may provide an opportunity for medium-density mixed-use.

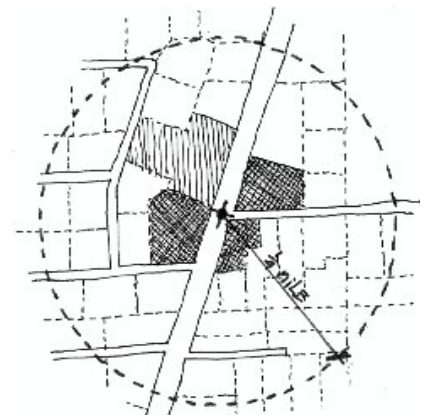
**Rural activity centers** are appropriate in scale to the rural community and may be two or three stories in height, in which one additional activity is considered "growth." These are strategically located to provide amenities for those living in the rural areas.



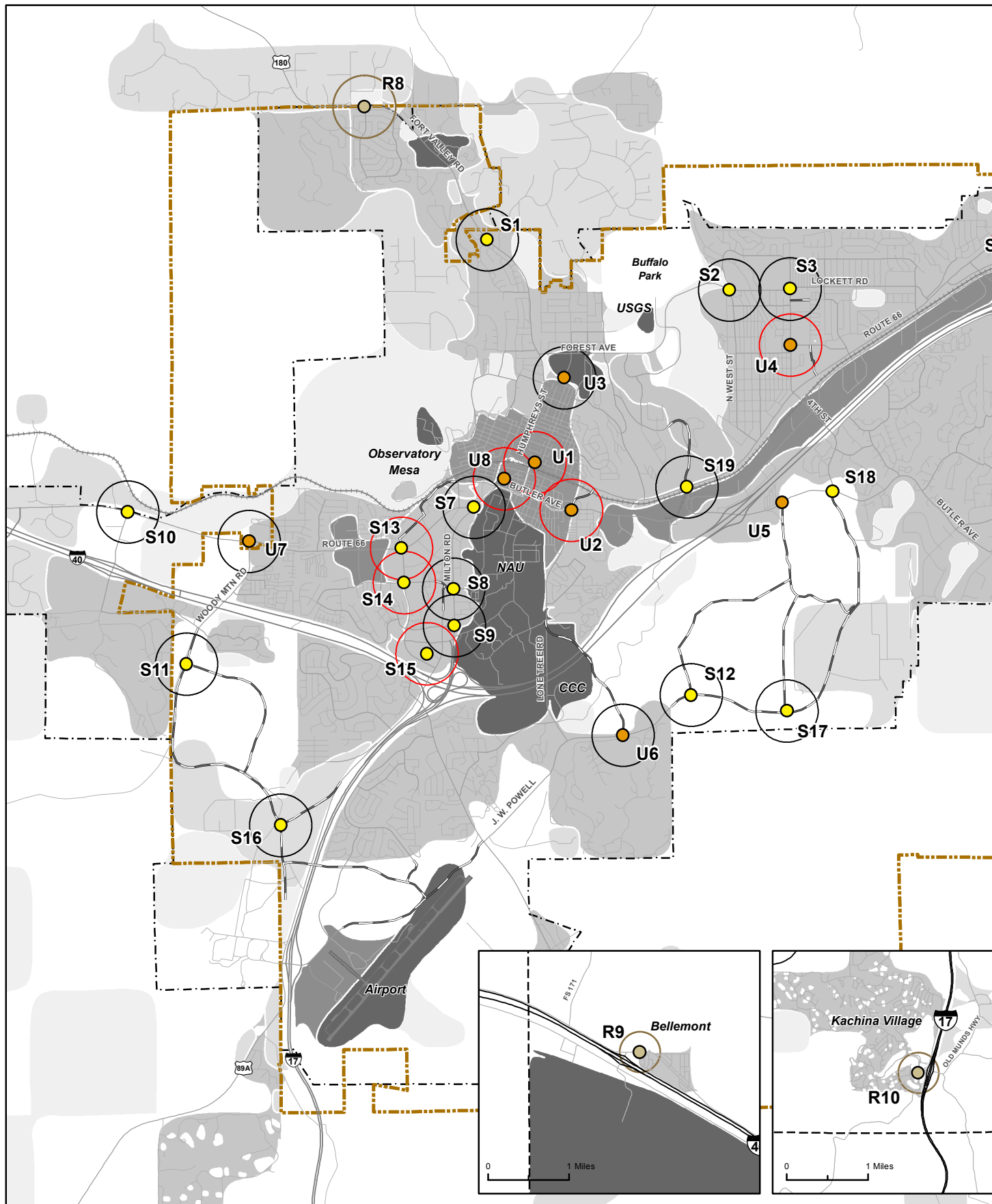
*Urban Activity Center*



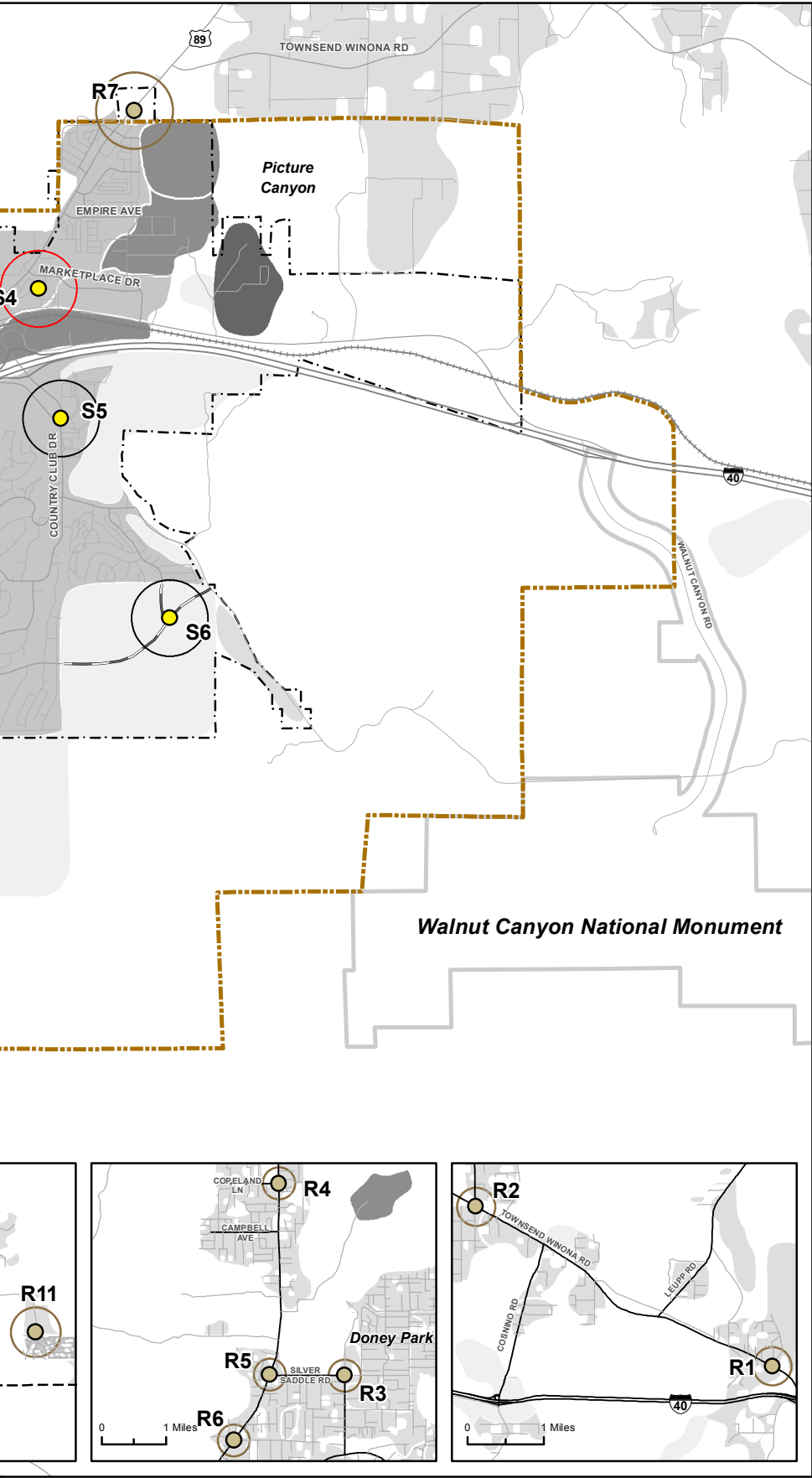
*Suburban Activity Center*



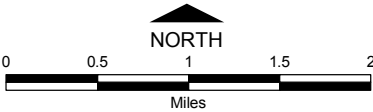
*Rural Activity Center*



**Map 24:**  
**ACTIVITY CENTERS**



Future growth illustrations and plans do not preclude private development entitlements. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## PLACE TYPES

### LOCATION OF ACTIVITY CENTERS

Refer to the Activity Centers Map 24

URBAN		SUBURBAN		RURAL
Regional Scale				
Downtown	U1	Flagstaff Mall	S4	
Invest in appearance, cleanliness, etc. Business Improvement District		Work towards East Gateway Plan – Field Paoli (2001)		
Sawmill – Butler Ave. / Lone Tree Rd.	U2	Woodlands Village Blvd. / Rte. 66	S13	
		Specific Plan or Development Masterplan		
Fourth St. - Fourth St. / 6th Ave. / 7th Ave.	U4	Woodlands Village Blvd. / Forest Meadows St.	S14	
Assess zoning needs; develop overlay district; address urban form and parking issues. Utilize Capital Improvement Program to upgrade infrastructure to desired density needs. Land assemblage for redevelopment.		Specific Plan or Development Masterplan		
		Woodlands Village Blvd. / Beulah Ave.	S15	
		Specific Plan or Development Masterplan		
Neighborhood Scale				
Plaza Shopping Center – Humphrey’s St. & Beaver St.	U3	Ft Valley Cultural Corridor – Ft Valley Rd.	S1	Townsend Winona Rd. / I-40
Specific Plan or Development Masterplan		Specific Plan or Development Masterplan		
**Little America – Butler Ave. / Harold Ranch Rd.	U5	Cedar Shopping Center – Cedar Ave. / West St.	S2	Townsend Winona Rd. / Slayton Ranch Rd. (Doney Park)
Specific Plan or Development Masterplan		Specific Plan or Development Masterplan		
**Juniper Point – JW Powell Blvd. / Lone Tree Rd. (new)	U6	East Flagstaff Civic Center – Cedar Ave. / Fourth St.	S3	Silver Saddle Rd. / Kock Field Rd.
Specific Plan or Development Masterplan		Specific Plan or Development Masterplan		
**Presidio – Rte. 66 and Woody Mountain Rd.	U7	Country Club Center - Country Club Dr. / Soliere Ave.	S5	89 N / Campbell Rd.
Specific Plan or Development Masterplan		Specific Plan or Development Masterplan		
Milton Rd. / Butler Ave.	U8	**Butler Ave. / Walnut Hills Dr.	S6	89 N / Silver Saddle Rd.
Milton Rd. Corridor Plan		Specific Plan or Development Masterplan		
		Milton Rd. / Rte. 66	S7	89 N / Burris Ln. (Doney Park / Timberline)
		Milton Road Corridor Plan		
		Milton Rd. / University Dr. (new alignment)	S8	89 N / South of Townsend-Winona Rd.
		Milton Rd. Corridor Plan		

## LOCATION OF ACTIVITY CENTERS

Refer to the Activity Centers Map 24

URBAN		SUBURBAN		RURAL
		Milton Rd. / Forest Meadows St. - potential GATEWAY	S9	Ft Valley Rd. / Peakview (Cheshire)
		Milton Rd. Corridor Plan		
		*W Rte. 66 / Flagstaff Ranch Rd.	S10	Bellemont
		Specific Plan or Development Masterplan		
		**Woody Mountain Rd. / FS 532 (South of Kiltie Ln.)	S11	Kachina Village
		Specific Plan or Development Masterplan		
		**JW Powell Blvd. / future road	S12	Mountainaire
		Specific Plan or Development Masterplan		
		**Purple Sage Trl. / FS 532 (Villagio Montano)	S17	
		Specific Plan or Development Masterplan		
		**Butler Ave. / Fourth St. (Canyon del Rio)	S18	
		Specific Plan or Development Masterplan		
		Switzer Canyon Dr. / Rte. 66	S19	
		Specific Plan or Development Masterplan		

## ACTIVITY CENTERS AND CORRIDORS GOALS AND POLICIES



### **Goal LU.18. Develop well designed activity centers and corridors with a variety of employment, business, shopping, civic engagement, cultural opportunities, and residential choices.**

Policy LU.18.1. Design activity centers and corridors appropriate to and within the context of each area type: urban, suburban, or rural.

Policy LU.18.2. Strive for activity centers and corridors that are characterized by contextual and distinctive identities, derived from history, environmental features, a mix of uses, well-designed public spaces, parks, plazas, and high-quality design.

Policy LU.18.3. Redevelop underutilized properties, upgrade aging infrastructure, and enhance rights-of-way and public spaces so that existing activity centers and corridors can realize their full potential.

*Refer to Chapter XI - Cost of Development for the potential of public-private partnerships.*

Policy LU.18.4. Encourage developers to provide activity centers and corridors with housing of various types and price points, especially attached and multi-family housing.

Policy LU.18.5. Plan for and support multi-modal activity centers and corridors with an emphasis on pedestrian and transit friendly design.

Policy LU.18.6. Support increased densities within activity centers and corridors.

Policy LU.18.7. Concentrate commercial, retail, services, and mixed use within the activity center's commercial core.

Policy LU.18.8. Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.

Policy LU.18.9. Plan activity centers and corridors appropriate to their respective regional or neighborhood scale.

Policy LU.18.10. Corridors should increase their variety and intensity of uses as they approach activity centers.

Policy LU.18.11. Land use policies pertaining to a designated corridor generally apply to a depth of one parcel or one and one-half blocks, whichever is greater.

Policy LU.18.12. Corridors should focus commercial development to the corridor frontage and residential to the back.

Policy LU.18.13. Promote higher density development in targeted areas where economically viable and desired by the public.

Policy LU.18.14. Endorse efficiency of infrastructure with compact development within targeted activity centers.

Policy LU.18.15. Actual pedestrian-shed boundaries will be established considering opportunities and constraints posed by natural and man-made barriers like terrain or the interstate, road networks, and existing development patterns.

Policy LU.18.16. Adopt traffic regulations to increase awareness of pedestrian-oriented design for activity centers.

### **Goal LU.19. Develop a manageable evolution of the main corridors into contextual place makers.**

Policy LU.19.1. Develop a specific plan for each "Great Street" corridor.

Policy LU.19.2. Establish the context and regional or neighborhood scale of each corridor prior to design with special consideration for those intended to remain residential or natural in character.

Policy LU.19.3. Enhance the viewsheds and frame the view along the corridors through design.

Policy LU.19.4. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.

*Refer to Chapter VIII - Community Character for the discussion of "Great Streets."*



Photo credit: City of Flagstaff

## Neighborhoods and Corridors

### Neighborhoods

Neighborhoods are defined by mostly residential areas that are knitted together with connections of roads, trails, and sidewalks. Each neighborhood defines itself differently in the way of age, development patterns, architectural style, and other elements. *Refer to Chapter VIII - Community Character and Chapter XIII - Neighborhoods, Housing, & Urban Conservation for more information about neighborhoods in the Flagstaff region.*

### Corridors

The “Great Streets” discussion in Chapter VIII - Community Character identifies a number of corridors in the Flagstaff region that could benefit from reinvestment, revitalization, and retrofit efforts. *Refer to the Great Streets and Gateways Map 12.*

Policies promote corridors as community and neighborhood connectors, transportation routes, and energetic places that are a magnet for mixed-use development and residential uses. Corridors are defined by pedestrian-oriented streetscapes, and frequented as local gathering places (i.e., cafes, restaurants, and plazas). These areas support surrounding neighborhoods and contribute to a more compact and consistent pattern of development. Development adjacent to established neighborhoods will transition from higher to lower intensities to mitigate impacts on residential areas.

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# TRANSPORTATION

Future land use patterns and transportation systems must be closely planned together because transportation right of way is the most heavily used and experienced public space; network design influences whether an area can be urban, suburban, or rural; and because streetscapes contribute strongly to community character.

The primary goals of the regional transportation system are to:

- Improve the mobility of people and goods
- Provide choices to enhance the quality of life
- Provide infrastructure to support economic development
- Protect the natural environment and sustain public support for transportation planning efforts.

In order to meet these goals, this chapter promotes:

- Safety
- Context-sensitive solutions
- Complete streets
- The integration and connectivity of transportation systems
- Efficient system management and operation, and
- Improvements to existing inter-modal transportation systems.

This chapter addresses the everyday need to move about the community. Individual transportation modes are addressed starting with pedestrians - the smallest scale - and growing to rail and car.

## Inside this Chapter:

How We Get Around	X-2
Mobility and Access	X-6
Safe and Efficient Multimodal Transportation	X-8
Environmental Considerations	X-8
Quality Design	X-9
Pedestrian Infrastructure	X-10
Bicycle Infrastructure	X-11
Transit	X-14
Automobiles	X-18
Passenger Rail and Freight	X-21
Air Travel	X-21
Public Support for Transportation	X-22

Arizona Revised Statutes Section § 9-461.05.E.3 requires the circulation element of this Plan to include recommendations concerning setback requirements, street naming, and house and building numbering. These are included in various Titles of the City Code, including Title 10 (Zoning Code), the City Engineering Standards, and Title 4 (Building Regulations).

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## Our Vision for the Future

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In 2030, people get around to where they need to be in an efficient and safe manner, and more people ride the bus, their bikes, and walk, reducing emissions and increasing health.

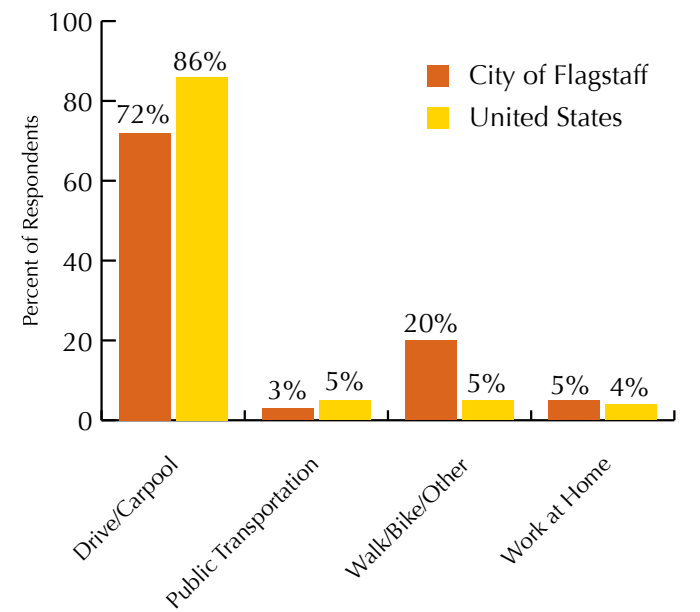
# How We Get Around

Automobiles are the dominant form of transportation throughout the region, and the area is served by an extensive network of roads and streets, as illustrated on Map 25.

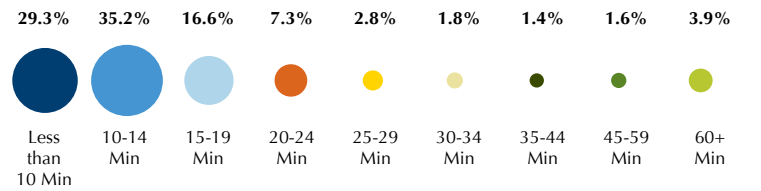
In addition to roadways, we are also nationally recognized for our walking, bicycling, and transit systems. Journey-to-work data and a local trip diary survey show our region is above national averages for using these travel modes. Nationally, survey data show that in 2011, 86 percent of workers traveled to work by car, truck, or van, while only 72 percent of workers in Flagstaff got to work this way. Conversely, 20 percent of workers in Flagstaff walked, biked, or used other means of transportation compared to only five percent nationwide.

Capitalizing on these successes is important, because within the complex relationships between transportation and land use is the simple concept that how and where we live influences how we travel. Put another way, travel choice options and investments depend on land use and community character. Local and national research indicates that neighborhoods integrating housing, shops, employment, and other uses in a compact, well-designed way can increase personal mobility while reducing vehicle congestion. Alternatively, jobs and housing located far apart, and connected only by highways or freeways, result in long commutes by car, require expensive real estate to accommodate automobiles, and inhibit or prevent use by other modes.

How We Get to Work



Journey to Work  
Trip Length in City of Flagstaff



SOURCE: U.S. Census Bureau, 2011 American Community Survey 1-Year Estimates

It is critical that we manage our region's transportation supply and demand. Surveys show that average trip lengths are decreasing, saving residents time and money. Census survey data indicate that in 2011, a majority of Flagstaff's workers (nearly 65 percent) get to work in 14 minutes or less, with nearly 30 percent under ten minutes.

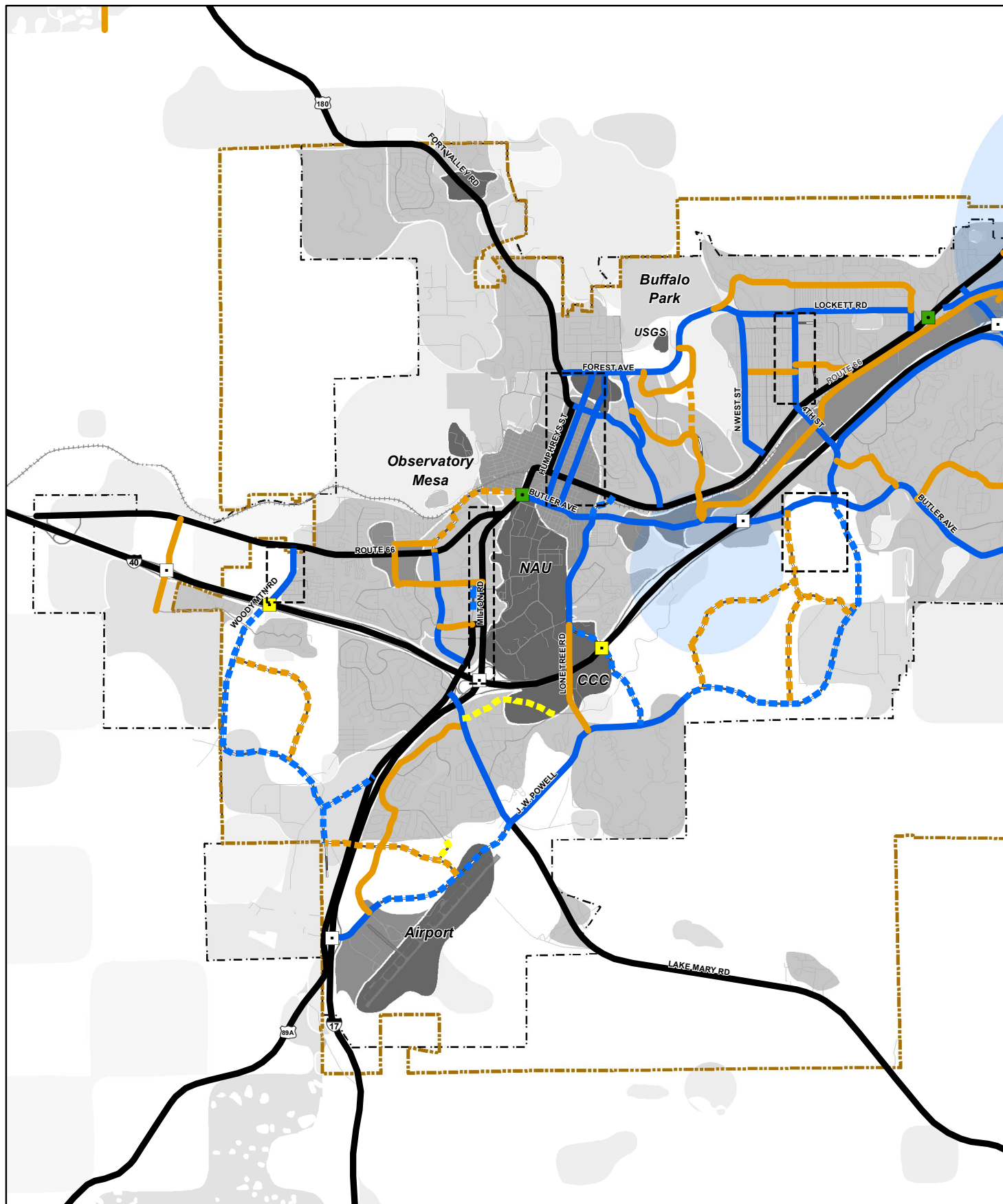
This positive trend will continue if the majority of future residential development is located near places of employment and shopping, where trips will be shorter and can be effectively served by transit or other modes. Daily vehicle trips will grow faster than population due to increases in daily travel by visitors and tourists. Flagstaff will continue to serve as the primary economic center for a growing north-central Arizona region. There will also be increases in through-traffic on the state highways, including truck traffic. These "external" trips are largely beyond regional control, impact regional infrastructure, and are not as likely to use other modes of travel.

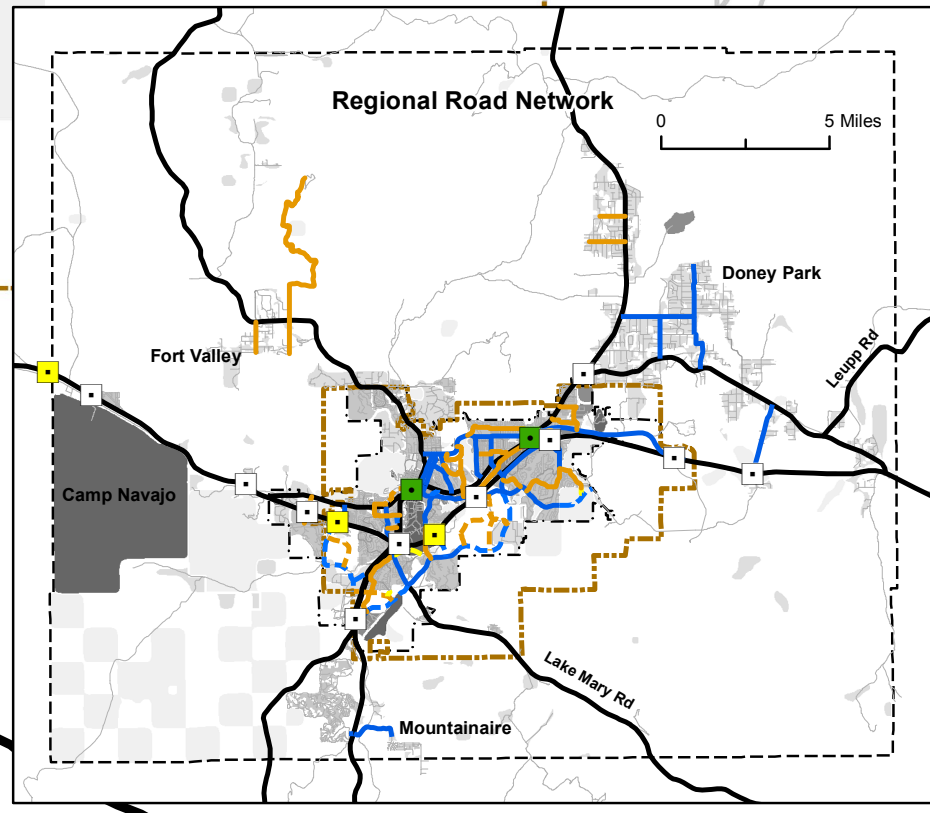
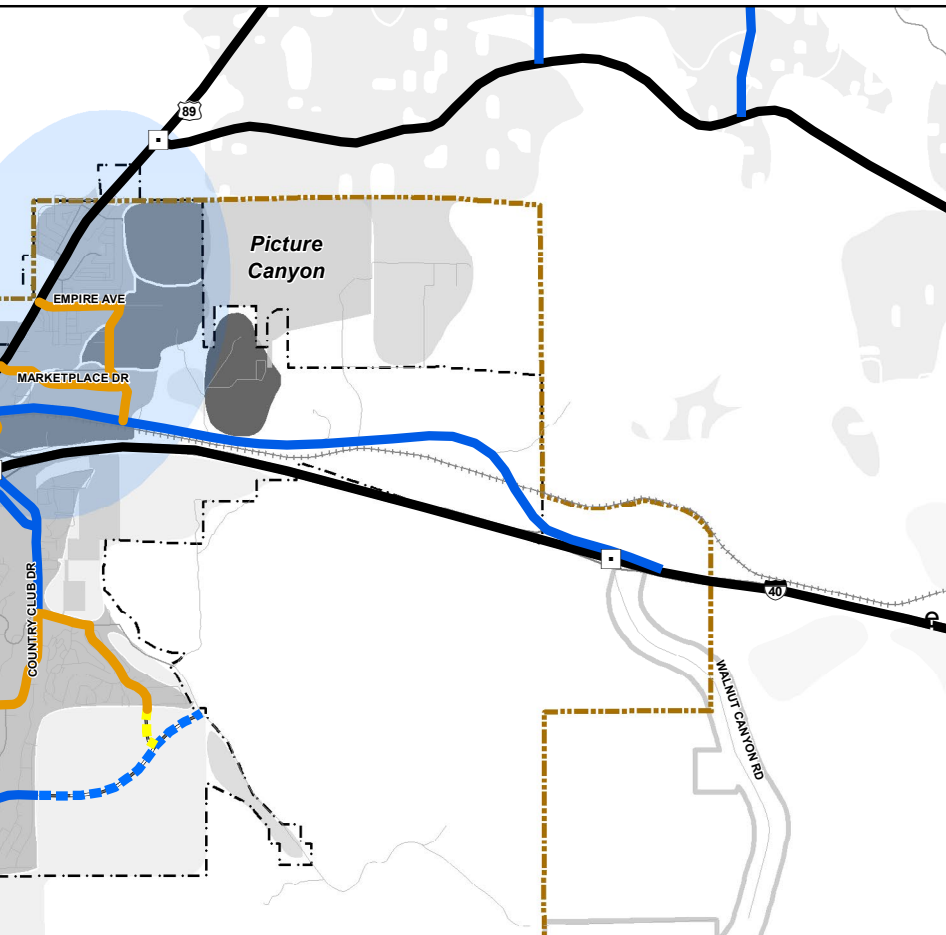
Finally, we can influence the supply of new or wider roads, better road connectivity, bicycle and pedestrian facilities, and hours of transit service. Shifting travelers from cars to transit, bicycle, and pedestrian modes improves overall system performance; there will be less traffic for those who drive cars. Providing for this shift does not present the same construction costs, constructability challenges, and long-term maintenance issues as building new roads or widening existing roads especially in light of the challenges posed by terrain, Interstates 17 and 40, the railroad, and existing development patterns. Implementing Complete Street Guidelines enables safe use by all modes and by travelers of all ages and abilities as it becomes easier to cross the street, walk to shops, bicycle to work or school, or take the bus. Participation in the community becomes more inclusive, diverse, and engaging. Analysis of the growth alternatives revealed that compact growth with a strong mix of roads, transit, bicycle and pedestrian services has the most favorable impact on overall travel time.



*Illustration of a complete street*

*Photo credit: CompleteStreets.org*

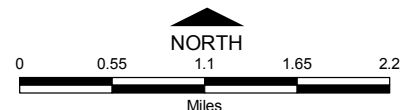




**Map 25:**  
**ROAD NETWORK ILLUSTRATION**

- Major Improvement
- New Interchange
- Existing Interchange
- Access
- Future Access
- Circulation
- Future Circulation
- Connector
- Regional Travel
- Urban Network
- Capacity Study Pending
- City of Flagstaff
- Urban Growth Boundary
- Open Space - Preserved (Typically USFS); Open Space - Reserved (Typically State Trust)
- Rural - Existing
- Suburban - Existing
- Urban - Existing
- Industrial / Business Park - Existing
- Special District

Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Mobility and Access



Photo credit: City of Flagstaff

The region's transportation system strives to improve mobility and access for people and goods by providing efficient, effective, convenient, accessible, and safe transportation options. The focus is on moving people. Integrating convenient mode choices into more compact and urban future development ensures necessary linkages between our urban, suburban, and rural areas. Economic development, community character, and environmental and health objectives will be advanced with a multi-modal system inclusive of roads and streets, transit routes, bicycle lanes, trails, and sidewalks.

### Level of Service

This Plan's goals and policies for mobility and access include prioritizing travel modes contextually within urban, suburban, and rural areas. Whereas measures for vehicular levels of service are well established, multimodal levels of service will require further research and adaptation to Flagstaff regional conditions.

*The tables at right describe relative levels of service for each mode, with high (H), medium (M), and low (L) set for expectations of service. For example, providing for bicycle and pedestrian use along arterials in urban areas would be a high priority, while those uses are not applicable on freeways and therefore no designation is made there.*

## MOBILITY AND ACCESS GOALS AND POLICIES



### Goal T.1. Improve mobility and access throughout the region.

Policy T.1.1. Integrate a balanced, multimodal, regional transportation system.

Policy T.1.2. Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects.

Policy T.1.3. Transportation systems are consistent with the place type and needs of people.

Policy T.1.4. Provide a continuous transportation system with convenient transfer from one mode to another.

Policy T.1.5. Manage the operation and interaction of all modal systems for efficiency, effectiveness, safety, and to best mitigate traffic congestion.

Policy T.1.6. Provide and promote strategies that increase alternate modes of travel and demand for vehicular travel to reduce peak period traffic.

Policy T.1.7. Coordinate transportation and other public infrastructure investments efficiently to achieve land use and economic goals.

Policy T.1.8. Plan for development to provide on-site, publicly-owned transportation improvements and provide adequate parking.

URBAN	Level of Service									
	Automobiles		Transit		Bicycle		Pedestrian		Truck	
	Activity Center	General	Activity Center	General	Activity Center	General	Activity Center	General	Activity Center	General
Freeways	n/a	M	n/a	n/a	n/a	n/a	n/a	n/a	n/a	M
Arterials	L	H	H	M	M	H	H	M	L	M
Collectors	M	M	M	M	H	M	H	H	L	M
Thoroughfares	L	M	H	M	M	H	H	H	L	M

H = High Priority

M = Medium Priority

L = Low Priority

SUBURBAN	Level of Service									
	Automobiles		Transit		Bicycle		Pedestrian		Truck	
	Activity Center	General	Activity Center	General	Activity Center	General	Activity Center	General	Activity Center	General
Freeways	n/a	M	n/a	n/a	n/a	n/a	n/a	n/a	n/a	M
Arterials	M	M	H	M	H	H	M	M	M	M
Collectors	M	M	M	L	H	H	H	H	L	M
Thoroughfares	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

H = High Priority

M = Medium Priority

L = Low Priority

RURAL	Level of Service									
	Automobiles		Transit		Bicycle		Pedestrian		Truck	
	Activity Center	General	Activity Center	General	Activity Center	General	Activity Center	General	Activity Center	General
Freeways	n/a	H	n/a	n/a	n/a	n/a	n/a	n/a	n/a	H
Arterials	H	H	L	L	H	M	L	L	H	H
Collectors	H	H	n/a	n/a	H	M	M	M	M	M
Thoroughfares	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

H = High Priority

M = Medium Priority

L = Low Priority

# Safe and Efficient Multimodal Transportation

Development of a safe and efficient multimodal transportation system is a priority. Safety, real and perceived, influences mode choice and defines, in part, quality of life. Personal and societal costs due to transportation-related fatalities and injuries are real and significant. Crashes, even fender-benders, contribute significantly to congestion. Strategies, from engineering to education, are needed to improve safety. Efficiencies can be gained in many ways. While this Plan recognizes that private automobiles likely will be the primary mode of trips in the foreseeable future, the percentage of work trips made by single-occupancy vehicles can be reduced through facility improvements and incentive programs that will increase the share of trips using public transit, car and van pools, bicycles, and walking. Increased high-speed internet capacity will also allow for telecommuting and home-based businesses, thus reducing road congestion. Efforts will continue to minimize the duration and severity of peak hour traffic congestion.

The US 180 corridor is unique because the goals of meeting safety and efficiency are complicated by a topographically constrained corridor and heavy weekend traffic during the winter. Therefore, the management of US 180 through cooperative efforts between transportation providers, land use planners, law enforcement departments, and resource management agencies will be necessary. Activities need to include monitoring, operational improvements, public information campaigns, and long-term capital planning which would initially focus on resolving issues within the limits of the existing corridor.

## SAFE AND EFFICIENT MULTIMODAL TRANSPORTATION GOALS AND POLICIES



### Goal T.2. Improve transportation safety and efficiency for all modes.

Policy T.2.1. Design infrastructure to provide safe and efficient movement of vehicles, bicycles, and pedestrians.

Policy T.2.2. Consider new technologies in new and retrofitted transportation infrastructure.

Policy T.2.3. Provide safety programs and infrastructure to protect the most vulnerable travelers, including the young, elderly, mobility impaired, pedestrians, and bicyclists.

*Note: Mobility-impaired includes hearing and sight-impaired persons.*

Policy T.2.4. Consider dedicated transit ways where appropriate.

Policy T.2.5. Continue to seek means to improve emergency service access, relieve and manage peak hour congestion, and expand multi-modal options in the US 180 corridor.

# Environmental Considerations

The Flagstaff regional transportation system should enhance the character of our community and lessen our impact on our natural surroundings. Whether trekking or trucking, transportation can define how we interact with our environment - our ability to see it, access it, use it, and protect it. Transportation defines space in our built environment. In our natural environment, transportation communicates how we respect the land. Our choice of transportation affects our air and water.

## ENVIRONMENTAL CONSIDERATIONS GOALS AND POLICIES



### **Goal T.3. Provide transportation infrastructure that is conducive to conservation, preservation, and development goals to avoid, minimize, or mitigate impacts on the natural and built environment.**

Policy T.3.1. Design and assess transportation improvement plans, projects, and strategies to minimize negative impacts on air quality and maintain the region's current air quality.

Policy T.3.2. Promote transportation systems that reduce the use of fossil fuels and eventually replace with carbon neutral alternatives.

Policy T.3.3. Couple transportation investments with desired land use patterns to enhance and protect the quality and livability of neighborhoods, activity centers, and community places.

Policy T.3.4. Actively manage parking, including cost and supply, to support land use, transportation, and economic development goals.

Policy T.3.5. Design transportation infrastructure that implements ecosystem-based design strategies to manage stormwater and minimize adverse environmental impacts.

Policy T.3.6. Seek to minimize the noise, vibration, dust, and light impacts of transportation projects on nearby land uses.

Policy T.3.7. Design transportation infrastructure to mitigate negative impacts on plants, animals, their habitats, and linkages between them.

Policy T.3.8. Promote transportation options such as increased public transit and more bike lanes to reduce congestion, fuel consumption, and overall carbon emissions and promote walkable community design.

## Quality Design

The Flagstaff region will pursue quality transportation system design to positively affect our development patterns, physical character, and economic viability. A well-designed street is a joy to travel whether on foot or behind the wheel of a car. Whether road signs or street trees, medians or traffic lights, designers and engineers have a full set of tools to deliver safe, efficient, and enjoyable travel options. Engineering and design standards can be set for all modes appropriate to their urban, suburban, and rural setting. This will achieve expected levels of service and contextual design respectful of the region's unique environmental and cultural heritage, landscape, and viewsheds.

## QUALITY DESIGN GOALS AND POLICIES



### **Goal T.4. Promote transportation infrastructure and services that enhance the quality of life of the communities within the region.**

Policy T.4.1. Promote context sensitive solutions (CSS) supportive of planned land uses, integration of related infrastructure needs, and desired community character elements in all transportation investments.

Policy T.4.2. Design all gateway corridors, streets, roads, and highways to safely and attractively accommodate all transportation users with contextual landscaping and appropriate architectural features.

Policy T.4.3. Design transportation facilities and infrastructure with sensitivity to historic and prehistoric sites and buildings, and incorporate elements that complement our landscapes and views.

## Pedestrian Infrastructure

**57%** of residents do not believe that motorists should be given priority over pedestrians and cyclists when planning.

- 2010 Community Values Survey

Virtually everyone begins and ends each trip as a pedestrian, so making the region walkable makes sense. It is important to our personal and community health. The economy depends on it – most purchases occur on foot. It is the intent of the region to make walking safe, convenient, and comfortable and for more of us, the mode of choice.



Photo credit: City of Flagstaff

### PEDESTRIAN INFRASTRUCTURE GOALS AND POLICIES



**Goal T.5. Increase the availability and use of pedestrian infrastructure, including FUTS, as a critical element of a safe and livable community.**

Policy T.5.1. Provide accessible pedestrian infrastructure with all public and private street construction and reconstruction projects.

Policy T.5.2. Improve pedestrian visibility and safety and raise awareness of the benefits of walking.

Policy T.5.3. Identify specific pedestrian mobility and accessibility challenges and develop a program to build and maintain necessary improvements.

Policy T.5.4. Design streets with continuous pedestrian infrastructure of sufficient width to provide safe, accessible use and opportunities for shelter.

## Bicycle Infrastructure

Our region enjoys a well-deserved reputation as a great place for bicycling. Bicycles are an excellent choice for trips of less than three miles which, depending on one's location, can deliver you to the doorstep of most services and businesses in the City. The FUTS and growing miles of bike lanes allow for even longer trips. The region will continue to invest in on-road and trail facilities for bicyclists and will seek to improve the on-site experience by encouraging employers and business to support better parking, changing rooms, and other facilities. In Davis, California 19 percent of employees bike to work. Flagstaff is holding steady between five and six percent and working to achieve gains.

### Flagstaff Urban Trails System (FUTS)

The Flagstaff Urban Trails System (FUTS, say “foots”) is a City-wide network of non-motorized, shared-use pathways that are used by bicyclists, walkers, hikers, runners, and other users for both recreation and transportation (refer to Map 26).

At present there are just over 50 miles of FUTS trails in Flagstaff. The overall master plan shows about 80 miles of future trails, to complete a planned system of 130 miles.

About half of the miles of existing trails are paved, either in concrete or asphalt, while the other half consist of a hard-packed, aggregate surface. FUTS trails are generally 8 or 10 feet wide.

FUTS trails offer an incredibly diverse range of experiences; some trails are located along busy streets, while others traverse beautiful natural places - canyons, riparian areas, grasslands, meadows, and forests - all within the urban area of Flagstaff. The system connects neighborhoods, shopping, places of employment, schools, parks, open space, and the surrounding National Forest, and allows users to combine transportation, recreation, and contact with nature.

With a few exceptions, FUTS trails are operated and maintained by the City of Flagstaff.

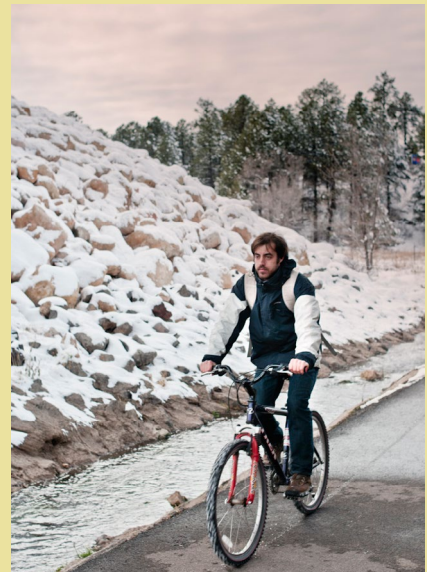


Photo by: Ben Hicks

## BICYCLE INFRASTRUCTURE GOALS AND POLICIES

### Goal T.6. Provide for bicycling as a safe and efficient means of transportation and recreation.

Policy T.6.1. Expand recognition of bicycling as a legitimate and beneficial form of transportation.

Policy T.6.2. Establish and maintain a comprehensive, consistent, and highly connected system of bikeways and FUTS trails.

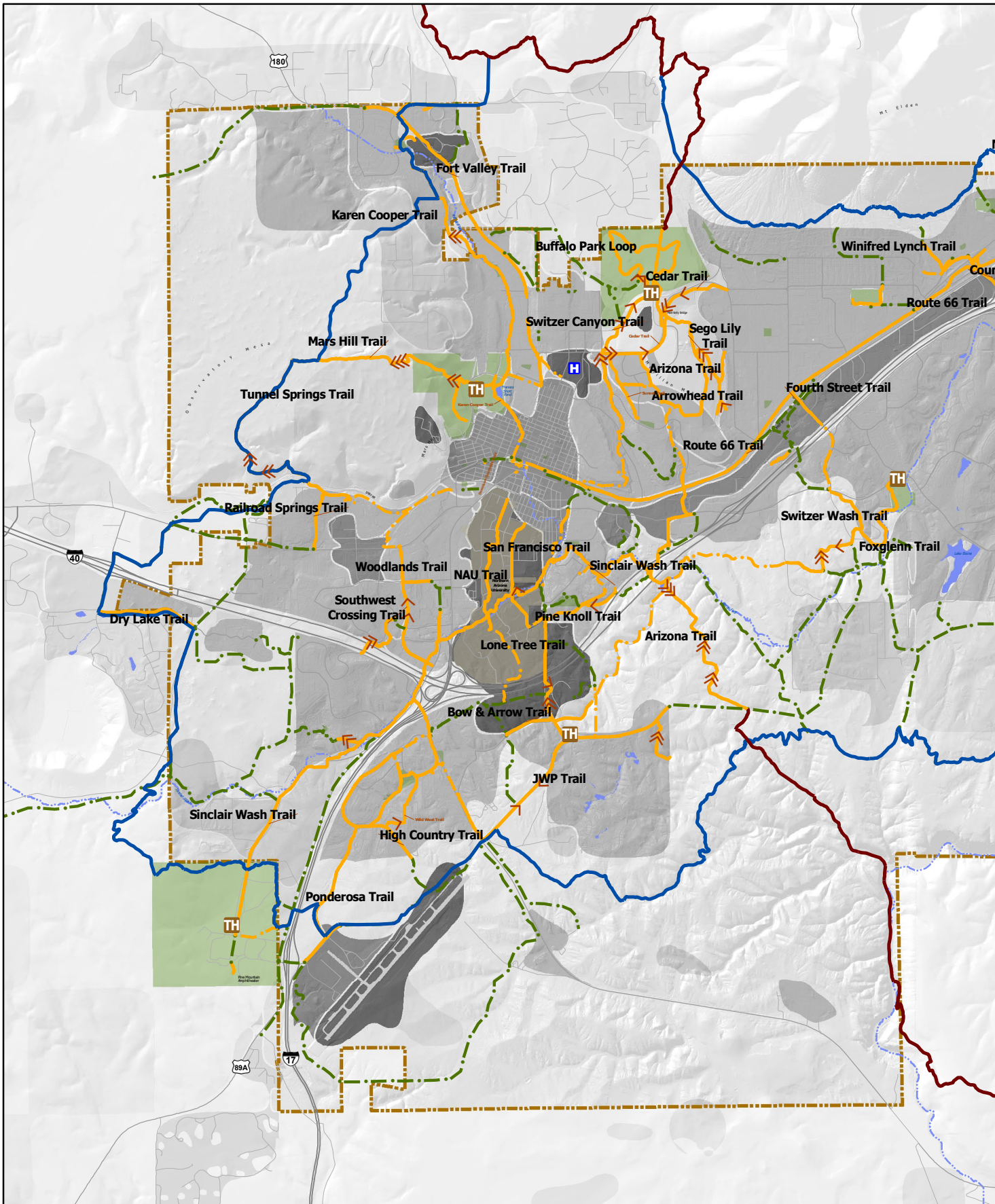
Policy T.6.3. Educate bicyclists and motorists about bicyclist safety through education programs, enforcement, and detailed crash analyses.

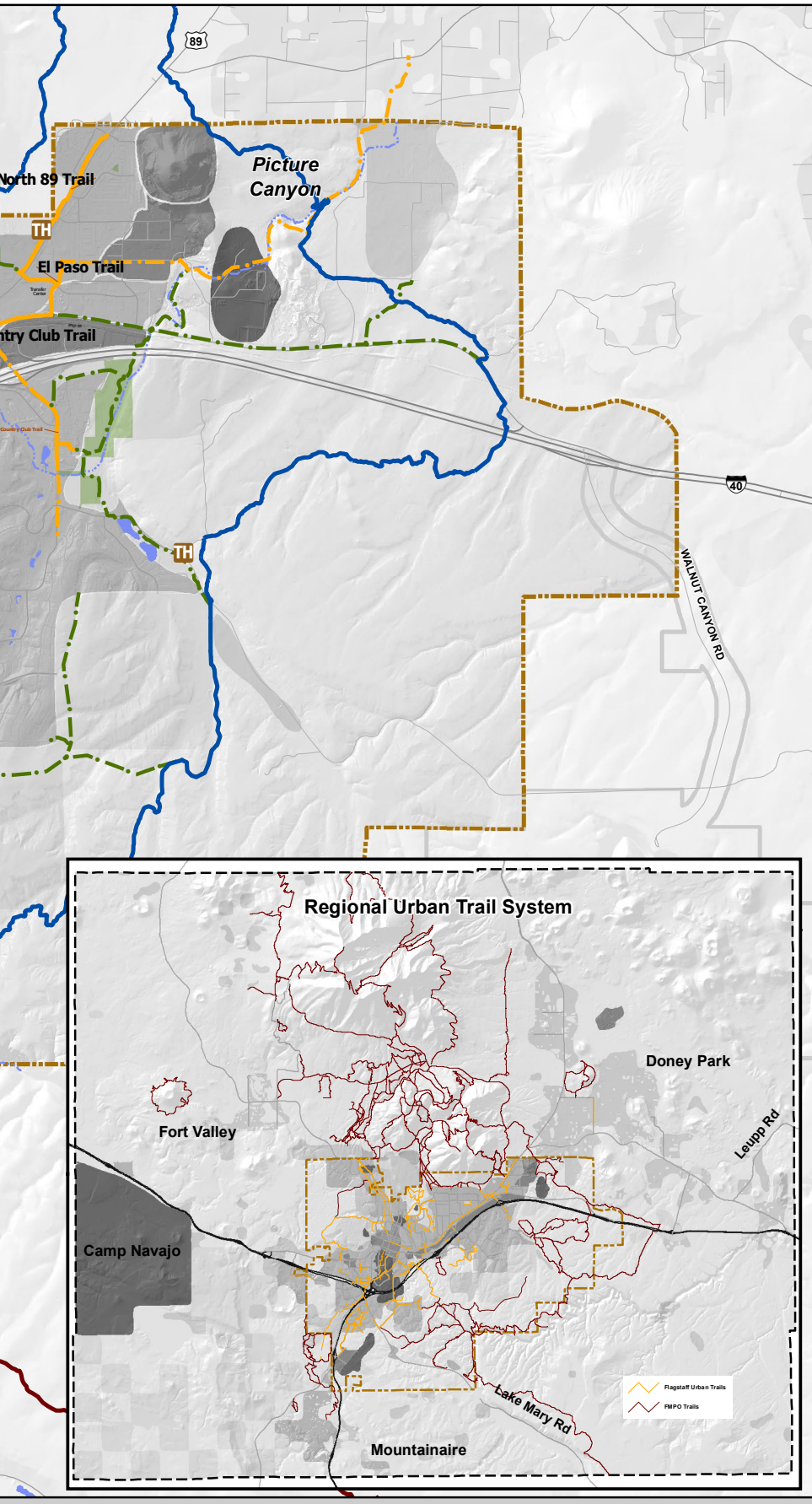
Policy T.6.4. Encourage bikeways and bicycle infrastructure to serve the needs of a full range of bicyclist experience levels.

Policy T.6.5. Provide short- and long-term bicycle parking where bicyclists want to travel.

Policy T.6.6. Integrate policies to increase bicycling and meet the needs of bicyclists into all relevant plans, policies, studies, strategies, and regulations.

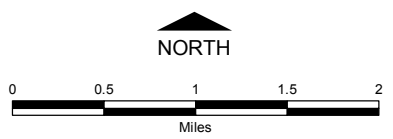






Map 26:  
FLAGSTAFF URBAN TRAILS  
SYSTEM

- Trailheads
- < Moderate hill (arrows point uphill)
- << Steep hill
- <<< Very steep hill
- ~ Arizona Trail
- ~ Loop Trail
- ~ FUTS, Existing
- - - FUTS, Planned
- - - FUTS, Proposed
- City of Flagstaff
- Open Space - Preserved (Typically USFS); Open Space - Reserved (Typically State Trust)
- Rural - Existing
- Suburban - Existing
- Urban - Existing
- Industrial / Business Park - Existing
- Special District



FLAGSTAFF REGIONAL PLAN  
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## Transit

Transit plays multiple and emerging roles in the region. It provides basic mobility for transit-dependent individuals. For example, thousands of university faculty, staff, and students rely on transit as a cost-effective means of getting to and across campus. In addition, daily commuters from Doney Park and further outlying communities are in need of transit options, which could be met in collaboration with Navajo and Hopi transit services. Even now, and more so in the future, transit will play a central role in general mobility, congestion management, and economic development. The region will achieve desirable urban development by maximizing the use of urban parcels with appropriate densities and linking new land development with transit, which reduces land consumption in non-urbanized areas, reduces the number of auto trips and vehicle miles traveled, and reduces air pollution. Map 27 illustrates planned transit service levels in the planning area.

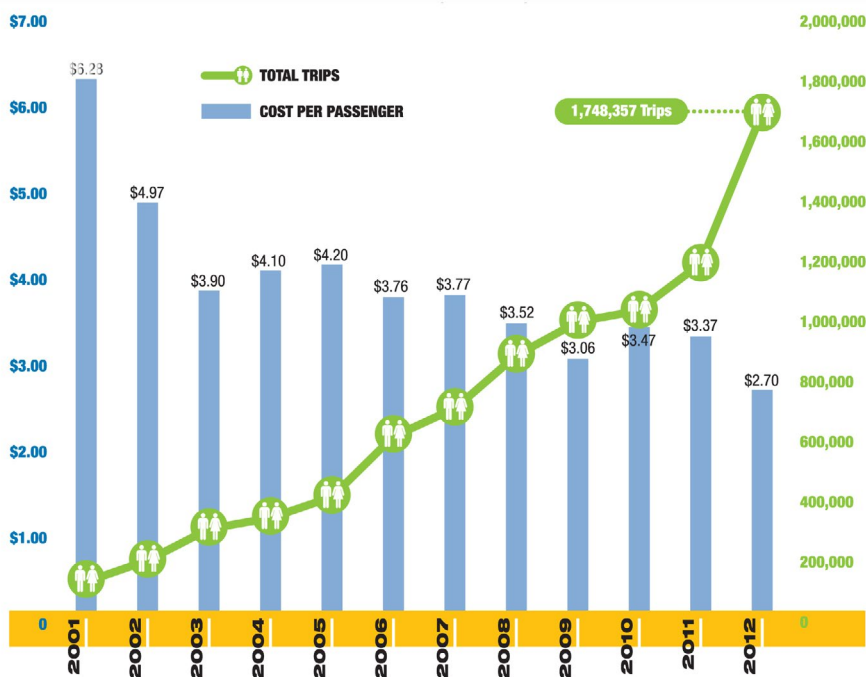
The City and County work closely with two regional organizations to plan and deliver transportation services: The Flagstaff Metropolitan Planning Organization (FMPO) and the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA). Both share the same boundaries as this Plan and work to inform and support City and County land use plans and policies. FMPO prepares a long-range, regional transportation plan (RTP) that directs the expenditure of federal transportation funds in the region. The RTP addresses all modes required to support City and County land use plans and policies and does so using reasonably expected revenues. NAIPTA produces a five-year transit plan and recently produced a long-range plan.



Photo credit: City of Flagstaff

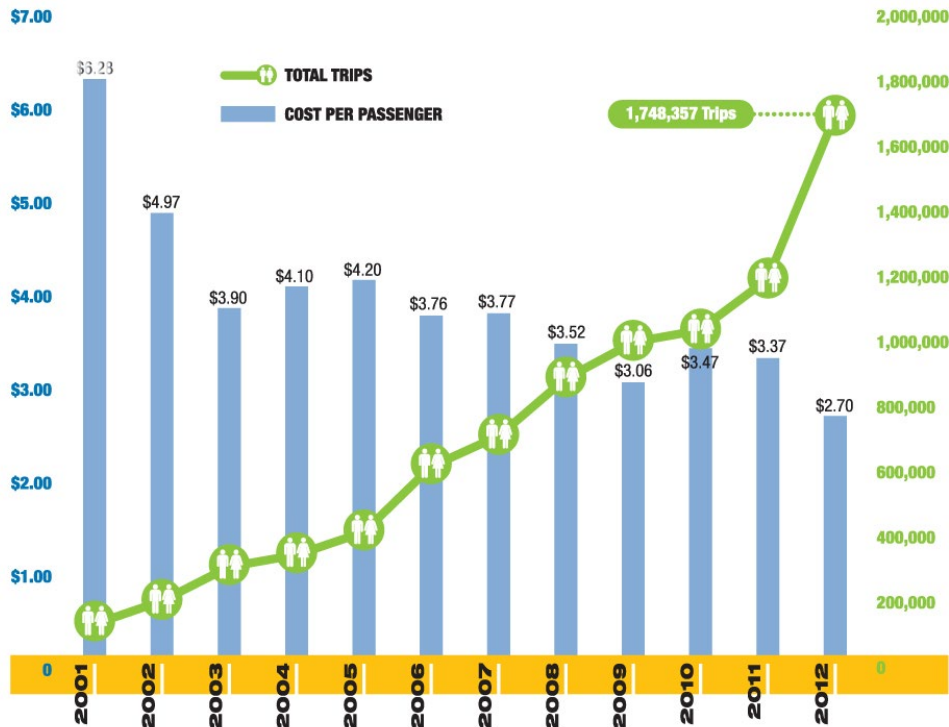


Photo credit: NAIPTA



Graphic credit: NAIPTA

## Mountain Line – 12 Years and Growing Strong



Graphic Credit: NAIPTA

## TRANSIT GOALS AND POLICIES



**Goal T.7. Provide a high-quality, safe, convenient, accessible public transportation system, where feasible, to serve as an attractive alternative to single-occupant vehicles.**

Policy T.7.1. Cooperate with NAIPTA in developing and implementing the five-year transit master planning goals and objectives to continuously improve service, awareness, and ridership.

Policy T.7.2. Provide public transit centers and options that are effectively distributed throughout the region to increase access to public transit.

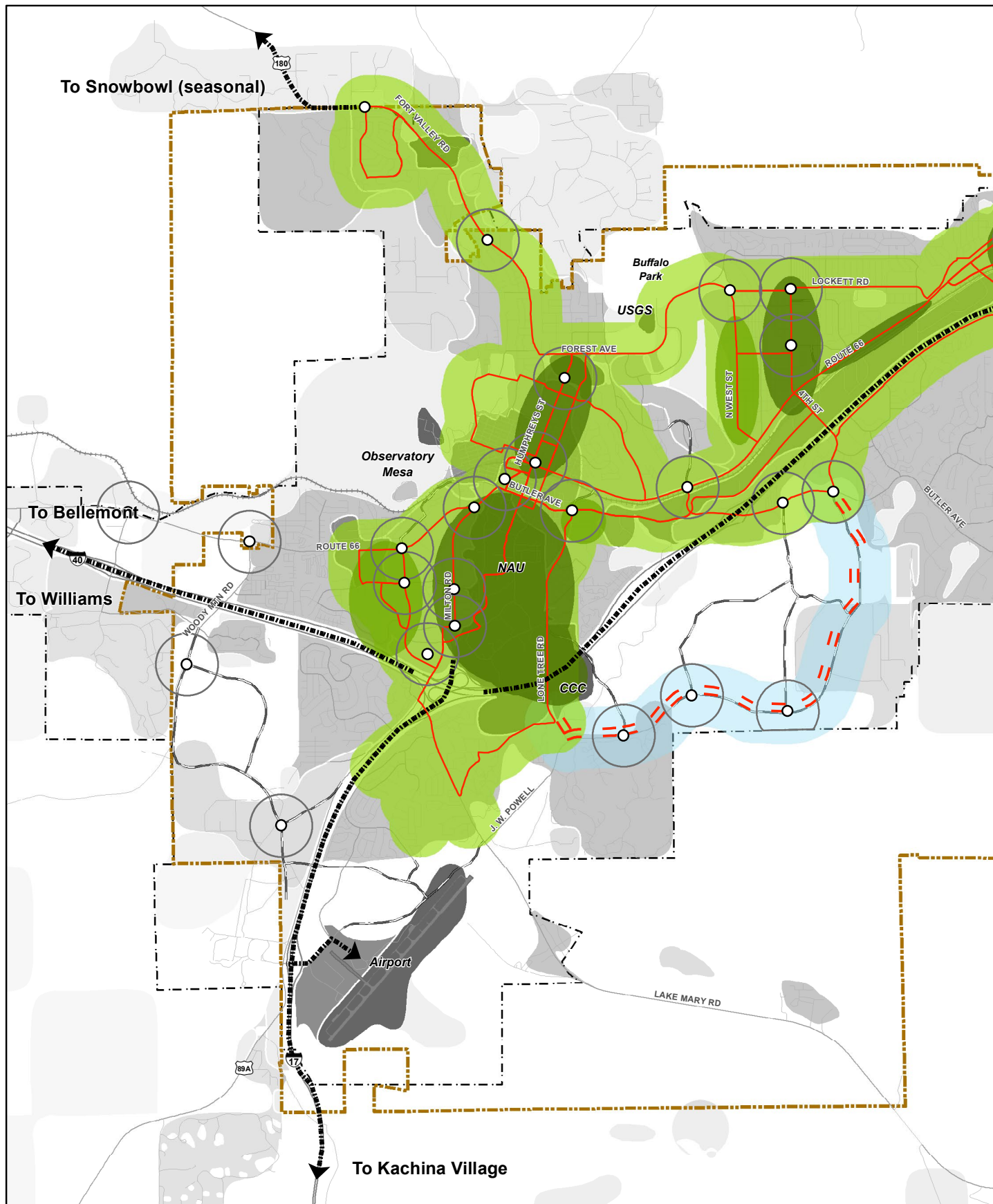
Policy T.7.3. Support a public transit system design that encourages frequent and convenient access points, for various transportation modes and providers, such as private bus and shuttle systems, park-and-ride lots for cars and bicycles, and well-placed access to bus, railroad, and airline terminal facilities.

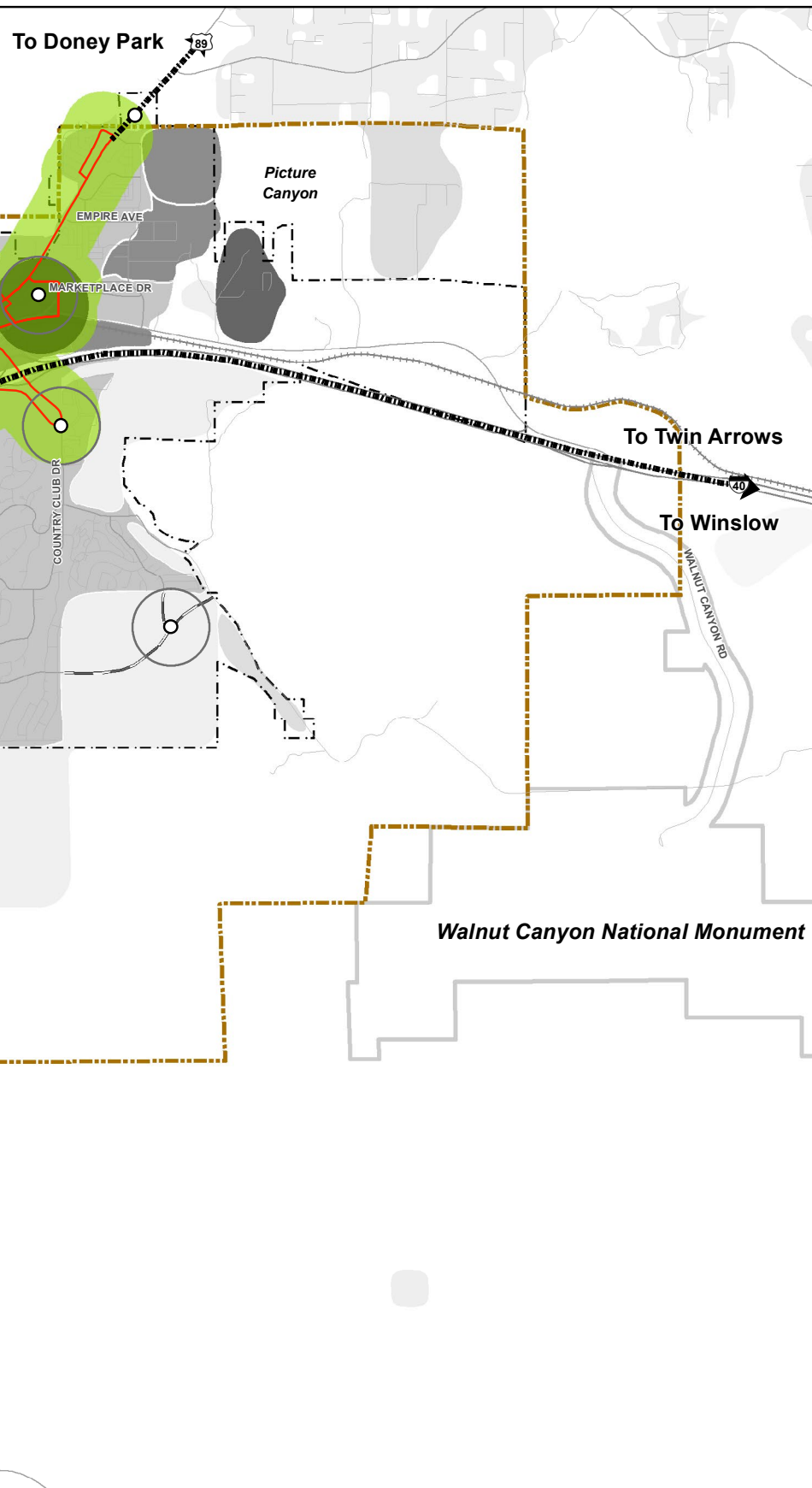
Policy T.7.4. Support mobility services for seniors and persons with mobility needs.

Policy T.7.5. Incorporate adopted plans and policies for non-motorized and public transportation in the permitting process for all development or land use proposals, including provisions for efficient access and mobility, and convenient links between pedestrian, bicycle, and transit facilities.

Policy T.7.6. Coordinate with NAIPTA to establish rural transit service within the region that is consistent with County land use plans, based on funding availability, cost effectiveness, location of major trip generators, distance between generators, and the needs of transit-dependent individuals.

*Note: Transit dependent individuals are those who can only get around via public transit, and who do not own a car or cannot drive.*



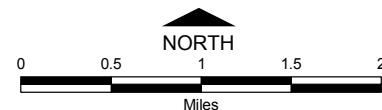


**Map 27:**

**PLANNED TRANSIT SERVICE LEVELS:  
Markets and Key Corridors**

- Activity Center
- RTP Future Road Network
- Transit Market Service Level:**
  - High Level
  - Moderate Level
  - Standard Level
  - Standard Level- Future
- Existing Transit Route
- Future Transit Route
- ▶ Future Express Service
- City of Flagstaff
- Urban Growth Boundary
- Open Space - Preserved (Typically USFS); Open Space - Reserved (Typically State Trust)
- Rural - Existing
- Suburban - Existing
- Urban - Existing
- Industrial / Business Park - Existing
- Special District

Future growth illustrations and plans do not preclude private development entitlements. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Automobiles

Automobiles are likely to continue to be the dominant form of transportation in the region, especially for longer trips. Roads and streets will be more effectively designed into the areas they serve. As parts of the region urbanize, reliability will become more important than speed. In urban activity centers, levels of service for pedestrians, bicycles, and transit will take precedence over service for cars.

### Place Types and Corridors

Successful places require successful corridors. Constraints by Flagstaff's terrain, railroads, highways, and interstates heighten our need for clear expectations of our corridors to establish the "sense of place" and to service the expected land use patterns. The desired "sense of place" for the region, centers, and neighborhoods will be more successfully achieved when the function and role of our corridors is sensitively applied.

Corridors in urban, suburban, and rural places will serve similar yet unique functions and roles. The *Flagstaff Regional Plan* deals directly with the corridors serving regional travel and circulation functions and sets general expectations for the smaller access corridors. The classifications should be understood as a sliding scale with circumstances dictating how purely a road can serve its function.

Corridors may be classified by function: regional travel, circulation, and access. Listed below are some of the modal facilities associated with each.

- Regional travel – facilitates long-distance travel across and between regions.
  - Freeways
  - Major arterials
  - Dedicated express bus lanes
  - Passenger and freight rail.
- Circulation – provides for movement between neighborhoods and non-residential uses
  - Minor arterials
  - Urban thoroughfares
  - Major collectors
  - Minor collectors
  - Fixed transit routes
  - Multimodal trails.
- Access – local access to adjacent land uses
  - Local streets – commercial and residential, neighborhood streets
  - Sidewalks, crosswalks, pedestrian connections.

Corridors serve many roles, and these roles may be understood as:

- Carrier of goods and people – how many, how far, what kind, what means

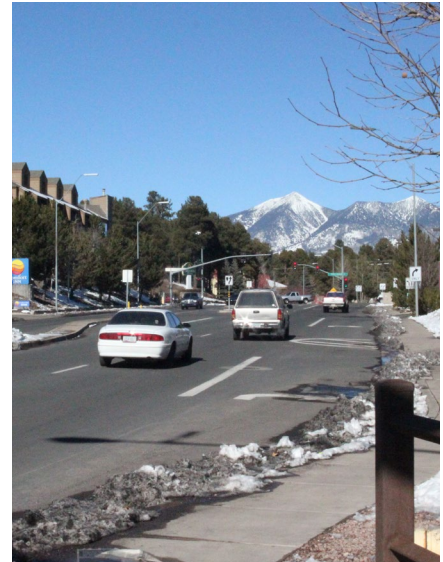


Photo credit: City of Flagstaff

- Connector of activities – how active, what scale, what purpose, relationships
- Space and Shelter for activities within the public realm – how often, vulnerable, duration, solitude
- Symbol for the understanding of place – identity, purpose, behaviors as it applies to specific roads or corridors, not to classes of corridors.
- Builder and destroyer of city and place – corridors may be perceived as supporting a sense of place, or destroying it.

**Freeways** - serve regional travel as a high-capacity carrier for automobiles and trucks and provide space and shelter via rest areas and truck stops. They accommodate high-speed, long trips that connect the region to the state and nation. Freeways build regional economies, but can destroy landscapes, cities and neighborhoods if improperly planned. Freeways require large rights-of-way (up to 300 ft. or more), are designed with full access control and are intended to carry a large percentage of trucks. Adjacent land uses may include commercial areas, open space, public lands, industrial sites, and certain institutional sites. Residential property will not abut freeways unless separated by adequate buffering.

**Major Arterials** - serve regional travel on relatively high-capacity roadways as a carrier for predominantly cars, transit, trucks, and bicycles. Pedestrians will find passage along these arterials and special attention is given to pedestrian crossings. Space and shelter is found at bus stops, pedestrian waiting areas at intersections, and mid-block crossings. Key connections are to major regional centers of activity and to extra regional destinations like other cities. As in the case of Route 66, this major arterial is symbolic of “the mother road” - regional identity and pride. Throughput capacity provided by strong access management will be emphasized over direct property access. Adjacent land uses include highway and regional commercial areas, open space, public lands, industrial sites, and institutional sites. Residential property will not abut major arterials unless separated by adequate buffering.

**Minor Arterials** - serve circulation and some travel functions within and between different areas of the region. Activity centers will often be located along a minor arterial or at the intersection with another minor arterial or a major collector. All modes are carried on minor arterials with increasing emphasis on the bicycle and pedestrian modes. Space and shelter become more pedestrian in scale, more frequent, and generous. A minor arterial like Lake Mary Road might symbolize the “Great Outdoors.” Connections between residential and commercial areas, regional parks, and major institutions are often made by minor arterials. Adjacent land uses include residential and commercial areas, open space, public lands, industrial sites, and institutional sites.

**Thoroughfares** - are unique components of the urban network. They synthesize circulation, access, and to a lesser extent, travel functions. The roles they serve are more balanced and at a uniformly high level. All modes are carried with special emphasis on the pedestrian, transit, and bicycle



*Photo credit: City of Flagstaff*

modes. Space and shelter are vital components to thoroughfares as a wide-range of face-to-face interactions will take place here.

**Major Collectors** - serve circulation by collecting traffic from minor collectors and local streets in an area and deliver it to major or minor arterials. All modes of transit are carried. These roadways are generally contained entirely within a recognizable area and connect adjoining neighborhoods with each other. Adjacent land uses include residential areas, commercial areas, open space, public lands, industrial sites, and institutional sites. Moderate access management is expected with limited direct access being acceptable.

**Minor Collectors** - collect traffic from local streets and deliver it to major collectors or minor arterials. They serve as carriers for pedestrians, bicycles, and cars with lesser roles for transit and trucks. Connections are made between smaller neighborhoods and parks and occasional convenience centers. Through trips are discouraged as space and shelter activities have increased including promenading, recreational walking, and exercise. Adjacent land uses include residential and commercial areas, open space, public lands, industrial sites, and institutional sites.

**Connectors/ Commercial Local/ Residential Local (Neighborhood Streets)/ Alleys** - are all minor roads that provide direct vehicle, bicycle, and pedestrian access to individual commercial and residential properties, providing no route continuity beyond the areas they serve. Alleys provide secondary access to the rear of residential or commercial properties and may also be used to provide access to parking garages and surface parking lots. They carry pedestrians, bicycles, and cars and in commercial areas; some streets will provide access to trucks. In residential areas the street surface may be used for impromptu recreational activities, visiting, and car-washing. As place builders, these streets are vital in creating an attractive setting, efficient access, safe operations, and strong internal circulation.

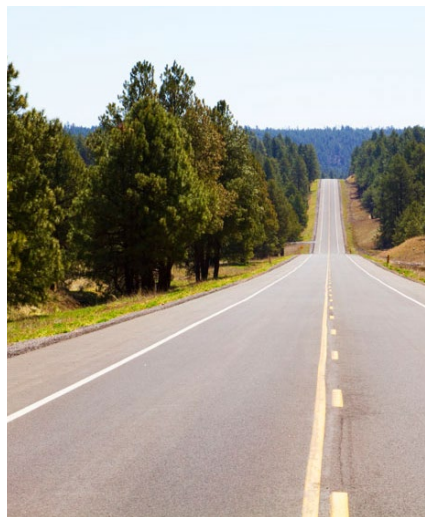


Photo by: Callie Walters

## AUTOMOBILE GOALS AND POLICIES

### Goal T.8. Establish a functional, safe, and aesthetic hierarchy of roads and streets.

Policy T.8.1. Promote efficient transportation connectivity to major trade corridors, employment centers, and special districts that enhances the region's standing as a major economic hub.

Policy T.8.2. Maintain the road and street classification system that is based on context, function, type, use, and visual quality.

Policy T.8.3. Design neighborhood streets using appropriate traffic calming techniques and street widths to sustain quality of life while maintaining traffic safety.

Policy T.8.4. Protect rights-of-way for future transportation corridors.

Policy T.8.5. Support the area's economic vitality by improving intersection design for freight movements.

Policy T.8.6. Maintain the City's street infrastructure in a cost effective manner to ensure the safety and convenience of all users.





Photo credit: City of Flagstaff

## Passenger Rail and Freight

The economics of air travel in the southwest and freight movements across the nation may position passenger rail and rail freight to increase share of travel. BNSF and Amtrak are integral parts of our history and community fabric and can become a more important part of our economy. The region will position itself to take better advantage of this important mode of travel.

### PASSENGER RAIL AND RAIL FREIGHT GOALS AND POLICIES



#### **Goal T.9. Strengthen and support rail service opportunities for the region's businesses and travelers.**

Policy T.9.1. Seamlessly integrate passenger rail with other travel modes including connectivity and operational improvements to the downtown passenger rail station and surroundings.

Policy T.9.2. Promote Amtrak service and support opportunities for interregional passenger rail service.

Policy T.9.3. Promote development of rail spurs and an intermodal freight facility or facilities as needed to support viable economic growth.

Policy T.9.4. Increase the number of grade-separated railroad crossings.



Photo credit: City of Flagstaff

## Air Travel

Air travel ties our region to the nation and globe more quickly than any other mode of travel. "Face-to-face time" is important to all relationships – business relations included. Improving and expanding service to and from Flagstaff Pulliam Airport connects our region to larger hubs of air travel. Approximately 60,000 people travel to and from this small airport annually (CY 2011 Air Carrier Activity Information System FAA Calendar Year 2011 Primary Airports 9/27/2012).

### AIR TRAVEL GOALS AND POLICIES



#### **Goal T.10. Strengthen and expand the role of Flagstaff Pulliam Airport as the dominant hub for passenger, air freight, public safety flights, and other services in northern Arizona.**

Policy T.10.1. Maintain and expand Flagstaff Pulliam Airport as an important link to the national air transportation system.

Policy T.10.2. Improve multimodal access and service to and from the airport including transit, bicycle, and parking services.

Policy T.10.3. Seek opportunities to expand destinations and frequency of regional air service throughout the southwest and west.

Policy T.10.4. Plan and manage transportation infrastructure to discourage land uses incompatible with the airport and flight zones.

## Public Support for Transportation

Transportation is central to the lives of our citizens. Residents and visitors pay for its construction and operation. That construction and operation is often disruptive. Therefore, an open planning process, inclusive design process, and effective communications are essential.



Photo credit: City of Flagstaff

### PUBLIC SUPPORT FOR TRANSPORTATION GOALS AND POLICIES



**Goal T.II.1. Build and sustain public support for the implementation of transportation planning goals and policies, including the financial underpinnings of the Plan, by actively seeking meaningful community involvement.**

Policy T.II.1.1. Maintain the credibility of the regional transportation planning process through the application of professional standards in the collection and analysis of data and in the dissemination of information to the public.

Policy T.II.1.2. Approach public involvement proactively throughout regional transportation planning, prioritization, and programming processes, including open access to communications, meetings, and documents related to the Plan.

Policy T.II.1.3. Include and involve all segments of the population, including those potentially underrepresented such as the elderly, low-income, and minorities (see Title VI of the Civil Rights Act of 1964 and Executive Order 12898 - Environmental Justice).

Policy T.II.1.4. Attempt to equitably distribute the burdens and benefits of transportation investments to all segments of the community.

Policy T.II.1.5. Promote effective intergovernmental relations through agreed-upon procedures to consult, cooperate, and coordinate transportation-related activities and decisions, including regional efforts to secure funding for the improvement of transportation services, infrastructure, and facilities.



# COST OF DEVELOPMENT

Development itself is viewed as a community economic indicator, and as such, the **cost of development** is an important factor to consider. A resilient community takes a balanced approach to development, proactively responds to outside changes, uses financing systems effectively, and successfully competes in the global marketplace. The growth and prosperity of a community depend upon timely provision of public facilities such as adequate utilities, roads, transit, public open space, and parks.

Regional policy is that development pays for itself; however, at the community level, there is need for infrastructure maintenance, upgrades, and expansion, as well as a need for calculated and prudent partnerships to build community infrastructure. Difficult challenges include meeting the rising demand for these services with increasingly limited budgets, understanding and utilizing all of the funding and financing mechanisms available to build, upgrade, and maintain infrastructure, and being prepared and willing to take appropriate risks.

## Inside this Chapter:

Funding & Financing Mechanisms XI-I



Photo credit: City of Flagstaff

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## Our Vision for the Future

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By 2030, the region pays for its infrastructure with fair cost sharing and private/public partnerships. Land use decisions are made to employ the most efficient infrastructure system.

## Funding and Financing Mechanisms

State law requires municipalities to identify various funding and financing mechanisms that may be used to finance additional public services and infrastructure necessary, beneficial, and useful to serve new development. These services bear a fair and proportionate relationship to the burden imposed upon the community by new development, including redevelopment. To accomplish this, the City identifies the necessary public infrastructure (based on impact reports prepared by developers and approved by the City) and services needed to serve each new development or redevelopment project, the cost of that infrastructure and services, the development's fair share of those costs, and the funding and financing mechanisms available to pay the costs. Developers work with the City to find the balance of funding and financing mechanisms that best suit each project.

The City has available the following mechanisms:

- a. **Bonding** – Approved municipal bonds are interest-bearing securities that are issued for the purpose of financing local infrastructure improvements. Repayment periods from a few months to 40 years allows the issuer to pay for capital projects it cannot pay for immediately with funds on hand.
- b. **Dedications and Exactions** – A community can impose a variety of dedications and exactions on development to ensure the provision of public facilities. The dedications may be site specific (such as turn lanes) or off-site specific (such as increased water or sewer capacity needed to serve the development).

**Dedications** are the transfer of property interests from private to public ownership for a public purpose. Dedications are usually land or the right to use land, such as easements for utilities, infrastructure, or FUTS trails; or on-site land dedicated within a development for floodplains, a public park, fire station, or school location if such facilities are needed.

An **exaction** is the process to obtain a dedication for the greater good. It is a property law concept where a condition for development is imposed on a parcel of land that requires the developer to mitigate anticipated negative impacts of the development. Exactions are similar to impact fees, which are direct payments to local governments instead of conditions on development. Exactions must have a real nexus to the proposed development, and may be based upon direct or partial need.

**Direct need** – through an analysis, if the development causes 100 percent of the need for a particular public improvement, the construction of this improvement becomes a condition of development. The developer must build or otherwise pay for the improvement needed to solely serve the development, such as a right-turn lane into the proposed development.

**Partial need** – if the development causes a percentage of need for a particular public facility, for example, 20 percent of a larger intersection near but not within the proposed development, the percentage of the cost of this facility will be exacted from the development as a proportional share of a future public improvement that will support growth within an area.

- c. **Development Fees** – **Development impact fees are one-time charges applied to offset** the additional public service costs necessary by the arrival of new residents in the area. They are usually applied at the time a building permit is issued. This can include improvements such as water and sewer systems, roads, schools, libraries, and parks and recreation facilities. The funds collected cannot be used for operation, maintenance, repair, alteration, or replacement of existing capital

### **Helpful Terms**

A **“Financial System”** is how public revenues and expenditures are managed, including planning for future needs.

**“Infrastructure”** includes but is not limited to sewer lines, water lines, reclaimed water lines, roads, intersections, sidewalks, FUTS, landscaping in the right-of-way, gateways, and in some cases may include utilities such as electric power, data, natural gas, cable television, and telephone.

facilities and cannot be added to general revenue. Currently, the City of Flagstaff's Development Impact Fee (as of November 2012) is for fire and police capital improvements only.

- d. **In Lieu of Fees** - In Lieu of fees are dollars collected from developers when, for a variety of reasons, dedications are impractical. They are different from impact fees and are not as flexible because the expenditure of those funds is for a particular use. For example, houses in several new developments may pay a fee for the future construction of a regional park in lieu of the developer(s) constructing the park at the time of development.
- e. **Municipal Facility Construction** - At times, the City or County pays for and manages the construction of needed municipal facilities, such as a public works yard, courthouse, or fire house.
- f. **Service Privatization** - Privatization occurs when privately provided services such as water, sewer, and fire protection are provided for a fee; within County areas where a "district" has been formed; or by private, individual resources such as an individual water well or sewer septic system.
- g. **Special Taxing Districts** - Special districts provide specific services to persons living within the designated geographic area that is taxed, such as shared public improvements, landscaping, marketing, parking, and other services. Special districts perform many functions including airports, water ports, highways, mass transit, parking facilities, fire protection, libraries, parks, cemeteries, hospitals, irrigation, conservation, sewerage, solid waste, stadiums, water supply, electric power, and gas utility.

## COST OF DEVELOPMENT GOALS AND POLICIES



### **Goal CD.1. Improve the City and County financial systems to provide for needed infrastructure development and rehabilitation, including maintenance and enhancement of existing infrastructure.**

Policy CD.1.1. At the City level, provide a regular analysis of funding and financing policy alternatives needed for infrastructure development and rehabilitation.

Policy CD.1.2. Work collaboratively with private and non-profit economic development groups to provide for the most efficient and effective use of public and private development dollars.

Policy CD.1.3. Analyze the feasibility of expanding development fees within the City of Flagstaff, which may enable future development to provide for related adequate off-site improvements and facilities.

*Note: Arizona state statute requires cities to analyze development fees every five years.*

Policy CD.1.4. Develop a cost-benefit analysis protocol between regional economic development partners when the public is expected to invest.

Policy CD.1.5. Require that new development pay for a fair and rough proportional share of public facilities, services, and infrastructure.

Policy CD.1.6. Encourage redevelopment projects to utilize private/public partnerships in order to succeed.

*Refer to reinvestment and redevelopment discussions in Chapter IX - Growth Areas & Land Use and Chapter XIV - Economic Development for more information.*

## Other Financing Options to Consider

In addition to the mechanisms described above, public and private development entities may consider many other forms of financing, and may work together to develop a financing package that works for each unique situation. There are numerous types of financing to consider for infrastructure projects, and the following list is not exhaustive, but lists some tools that may be considered:

1. Improvement Districts (funding mechanism source typically property tax)
  - a. Community Investment Districts
  - b. Community Improvement Districts
  - c. Business Improvement Districts
  - d. Community Facilities Districts
  - e. Economic Development Districts
2. Industrial Development Authority (IDA) bonds
  - a. Industrial Revenue Bonds
3. Public-Private Partnerships (P3)
4. Private Sources – financing, investment
5. Public Sources
  - a. Bonds and Other Forms of Debt Financing
  - b. Capital Improvement Plan (CIP)
  - c. Federal Highway Funds
  - d. Designation as a High Priority Project in future Transportation Appropriation
  - e. Non-Highway Public Financing
  - f. Tax Exempt Bonds
  - g. Taxable Bonds
  - h. Bond Guaranty Program
6. Grants:
  - a. Surface Transportation Program (STP)
  - b. STP Transportation Enhancements Program
  - c. Congestion Mitigation and Air Quality (CMAQ)
  - d. Bridge Replacement and Rehabilitation Program
  - e. National Highway System (NHS)
7. Federal Financing Programs:
  - a. Economic Incentive Zones - AZ Commerce
  - b. Enterprise Zone
  - c. Empowerment Zone and Enterprise Community
  - d. Foreign Trade Zone
  - e. Transportation Infrastructure Finance and Innovation Act (TIFIA)
  - f. Railroad Rehabilitation and Improvement Financing Program (RRIF)
8. Capital Development Corporation
9. Community Development Corporation
10. Credit Enhancements
11. State Infrastructure Banks

# PUBLIC BUILDINGS, SERVICES, FACILITIES, & SAFETY



Planning for and protecting critical infrastructure while promoting community resilience are important considerations in the timing, location, and pattern of development. Well-planned infrastructure, **public facilities** and **services**, and **safety** and emergency response are keys to community civic pride and accessibility. Extreme weather events are making it increasingly important for communities to plan and be prepared to protect citizens and key infrastructure investments. Emergency and disaster preparedness considerations should factor into long-term plans involving land use and the development of transportation and water infrastructure. Infrastructure investments for purposes of these elements include police, fire, emergency services, sewage, solid waste, drainage and stormwater, local utilities, rights-of-way, easements, and public facilities including schools, public safety buildings, libraries, civic centers, and other **public buildings**. It is also essential to consider state and federal government services and facility needs as a means to collaboratively coordinate public safety, capital improvements, public access, transportation, and the potential for shared facilities.

*Public buildings, facilities, and services in the Flagstaff region are illustrated in Map 28 on the following page, and can be referenced by number using the inset table.*

## Inside this Chapter:

Resiliency Planning	XII-5
Locating Facilities	XII-6
Public Safety	XII-10



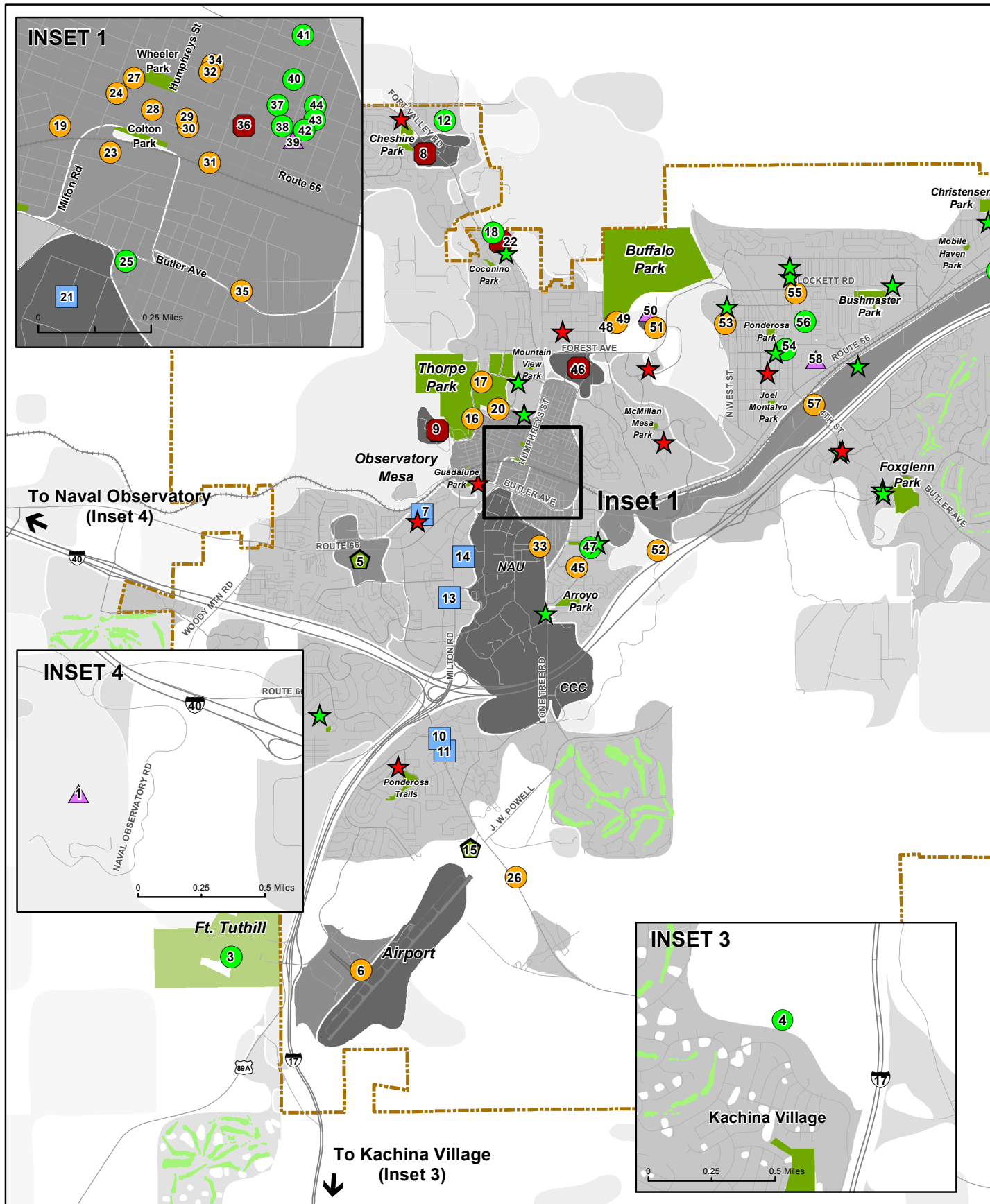
*Photo by: Angela Marie*

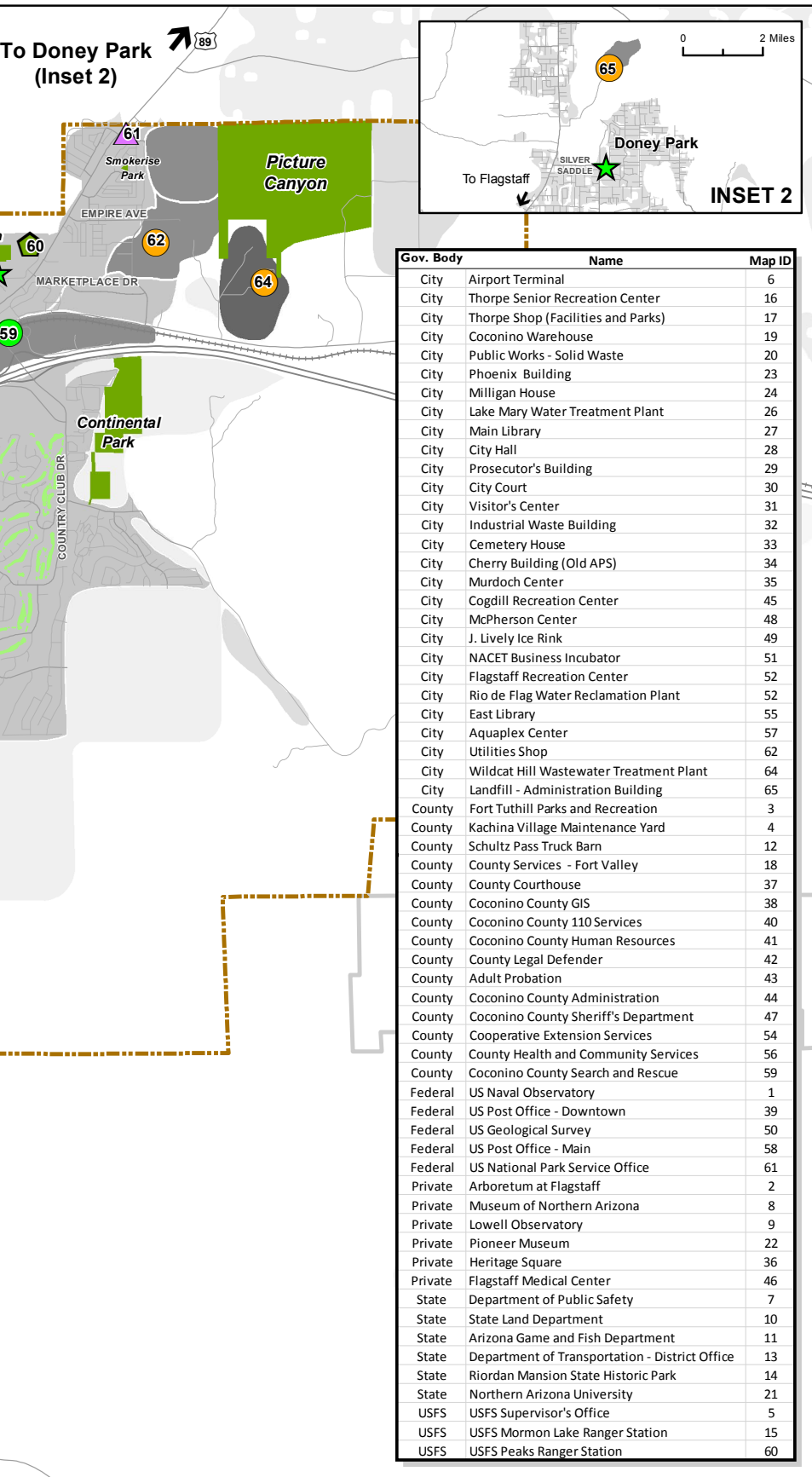
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## Our Vision for the Future

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**In 2030, long-term planning, collaboration between agencies, and key infrastructure investments have prepared our region for a safe and responsive future.**



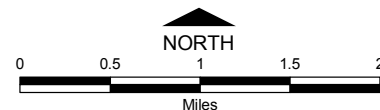


**Map 28:**

**PUBLIC FACILITIES -**  
Public Buildings, Parks and Recreation  
Facilities, and Schools

- City of Flagstaff
- Golf Course
- Park/Natural Area
- Public School
- Charter School
- Agency Facility**
- City
- County
- Federal
- State
- USFS
- Institution
- Open Space - Preserved  
(Typically USFS); Open Space - Reserved (Typically State Trust)
- Rural - Existing
- Suburban - Existing
- Urban - Existing
- Industrial / Business Park - Existing
- Special District

Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com)  
for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**

## Resiliency Planning

The southwest is a region marked by rapidly changing socioeconomic and climate systems. This includes a drought that has persisted for more than a decade—exacerbated by rising temperatures, increased precipitation intensity, snowpack reductions, and other climate-related changes. The City of Flagstaff and Coconino County are on the front lines of managing impacts associated with natural hazards. Prioritizing protection and preparedness, the City and County can improve local service delivery and organizational capacity to achieve results and to demonstrate the capability of practical, cost-effective, economy-enhancing resilient and sustainable solutions.

A commitment to resiliency planning in capital improvements and services will help the region better respond to negative impacts by complementing response and relief efforts with preparedness and prevention measures. The *City of Flagstaff Resiliency and Preparedness Study* (2012) introduces a vision and path to create resilient public resources and services. Resiliency is built through awareness of how changes in climate conditions can impact the community's critical resources and in turn, the region's priorities. Preparing now for our infrastructure investments to be more resilient to these changes is fiscally responsible, while inaction now can lead to higher costs in the future.

Focusing on strengthening public infrastructure investments, the City and County will need critical functions to be resilient to climate and other disruptions, and be far better integrated with other sectors. By understanding the vulnerability and risk that the City and County face, actions can be identified that will reduce adverse impacts on public infrastructure and services.

### Helpful Terms

**“Public Services and Facilities”** include police, fire, emergency services, sewage, refuse disposal, drainage, local utilities, rights-of-way, easements, and facilities for them.

**“Public Buildings”** include civic and community centers, public schools, libraries, police and fire stations, and other public buildings.

**“Safety”** refers to the protection of our community from natural and artificial hazards, evacuation routes, peak load water supply requirements, minimum road widths according to function, clearances around structures, and geologic hazard mapping.



Photo by: Angela Marie

The City and County have the opportunity to manage natural and built infrastructure and services to reduce the adverse impacts of a changing climate on government operations. Moreover, the City and County can explore comprehensive strategies to address multiple vulnerabilities. Supporting regional collaborations and adopting a policy that enhances internal preparedness initiatives are possible ways for the City and County to increase its capacity to respond across multiple infrastructure, services, and facilities.

## RESILIENCY PLANNING GOALS AND POLICIES



**Goal PF.1. Work across all government operations and services to prepare for the impacts of natural and human-caused hazards.**

### **Planning**

Policy PF.1.1. Consider climate resiliency and preparedness in community planning and development to be better prepared for changing conditions.

### **Operational**

Policy PF.1.2. Allocate available public resources necessary for the City and County to prepare and adapt for natural and human-caused hazards so that all government operations support community resiliency.

Policy PF.1.3. Support evidence-based, ongoing assessment of the region's vulnerability and risk to changes in local climate. Incorporate future climate projections and historic data into emergency operations and hazard mitigation planning efforts.

Policy PF.1.4. Build, sustain, and leverage partnerships with local and regional stakeholders for collective investment, efficient action, and shared responsibility in the building of local resiliency.

### **Community Engagement and Education**

Policy PF.1.5. Support proactive communication and education aimed at both residents and governmental operations as a means to build individual, organizational, and community resiliency to weather-related impacts and climate-caused or natural disasters.

Policy PF.1.6. Educate and inform the community about how to cope with climatic variability and what the local government entities are doing on a systemic level.

## Locating Facilities

The City of Flagstaff and Coconino County are committed to providing a high standard of public facilities, infrastructure, and services. This is evident throughout our community with well-maintained facilities; streets and parks; water, sewer, reclaimed water utility, and environmental services; and appropriately located community buildings that enhance and reinforce commitment to community and local identity. The approach to locating buildings and facilities differs between the City and County.



*Photo by: Tom Bean*

### City of Flagstaff

The City's approach is to be space-efficient by consolidating administration, public works, and services under "one roof" as much as possible. The City's established guiding principles to building and facility locations are as follows:

- Location, perception, and image – promotes stability of the City
- Site consolidations – enhances City services
- Adaptability and functionality – provides efficient use of assets
- Economic business factors - justifies operational benefits investment
- Sustainable building practices and proper maintenance - ensures optimal health, efficiency, and production.

### Coconino County

Coconino County's approach focuses on customer service and the concept of "one-stop shops" with six campuses in the greater Flagstaff area that consolidate related services in existing buildings and some new construction. The County's established guiding principles to building and facility locations are as follows:

- Efficiency
- Environmentally and culturally sound
- Governance
- Sustainable building practices and proper maintenance - ensures optimal health, efficiency, and production.

### Other Public Facilities

The term "public service provider" includes not only the City of Flagstaff and Coconino County, but all entities (public or private) with infrastructure that may serve populations beyond the regional boundaries. State, and federal, educational institutions and private or franchise utility companies design, install, and maintain facilities across the region. While not directly responsible for the provision of these services, the City and County have an important role in coordinating with utility entities in the planning and coordination of future public facilities and services.

**Airport** - The Flagstaff Pulliam Airport is located four miles south of downtown Flagstaff and serves as the only regional airport in northern Arizona. The airport property occupies 795 acres, which is mostly used for aviation and support facilities. The growth of the Flagstaff region is expected to continue to drive an increase of air traffic demand and quantity, requiring multi-modal transportation connections. Ensuring safety and minimizing land use conflicts is a concern for both the airport and the community. The potential for business park growth is substantial around the airport, and a specific area plan will address land use planning, zoning, and building regulations that encourage appropriate development mutually compatible with airport operations and noise, and that also protect public investment and address community concerns.

The **Flagstaff Municipal Court and Coconino County Superior Court** are both located in downtown Flagstaff. There is an identified need to replace the Municipal Court facilities; the Superior Court is housed in a historic structure that has received considerable renovation and expansion.

The **Cinder Lake Landfill** is a 343-acre municipal solid waste landfill providing disposal services to the City of Flagstaff and Coconino County. In March 1999 the City purchased the landfill property (175 acres) plus an additional 168 acres from the U.S. Forest Service. According to the City's Solid Waste Section, the landfill is expected to have a useful life of approximately 40 years. In 2013, 9.66 percent of commercial waste and 18.95 percent of residential waste in Flagstaff was recycled. In order to further extend the life of the Cinder Lake Landfill, efforts must be made to encourage waste prevention and improve recycling. Waste prevention can occur with residential participation in composting and through the use of durable, re-usable items. Federal and state regulations make it challenging to successfully site new landfill facilities; therefore it remains a top priority to explore efficient and realistic methods of extending the useful life of this facility.

The **Woody Mountain Material Landfill** is operated through a conditional use permit from the U.S. Forest Service. The site provides alternative disposal options for customers disposing of inert material (concrete, rock, and soil) and thereby is helping to extend the life of the Cinder Lake Landfill.

The **Materials Recovery Facility**, located at 1800 Butler Avenue, was built in 1998 as part of a full-scale recycling program in Flagstaff. The facility is 30,000 square feet and handles 80 tons per day with two shifts. Curbside recycling began in Flagstaff in 1998, and materials to be recycled include aluminum, steel, newspapers, office paper, cardboard, magazines, boxboard, and many plastics. Curbside containers are provided to residents and businesses, and emptied by a collection truck weekly. In 2011, curbside glass collection service was added. Glass is ground up and used as part of the alternative daily cover mix on the landfill to prevent additional pollution.



Photo by: V. Poore

### Suggestions for Improved Waste Diversion and Recycling

- Provide waste prevention and recycling education programs in schools and help establish, maintain, and improve the programs.
- Consider implementing City and County permitting or other requirements to divert construction materials generated at jobsites from landfills.
- Lead by example: The City's policy for waste prevention and recycling encourages innovation and behavior change throughout the broader community. This can be achieved with improved waste prevention and recycling in public-sector operations, facilities, and at sponsored events, as well as through the purchase of environmentally preferable products.

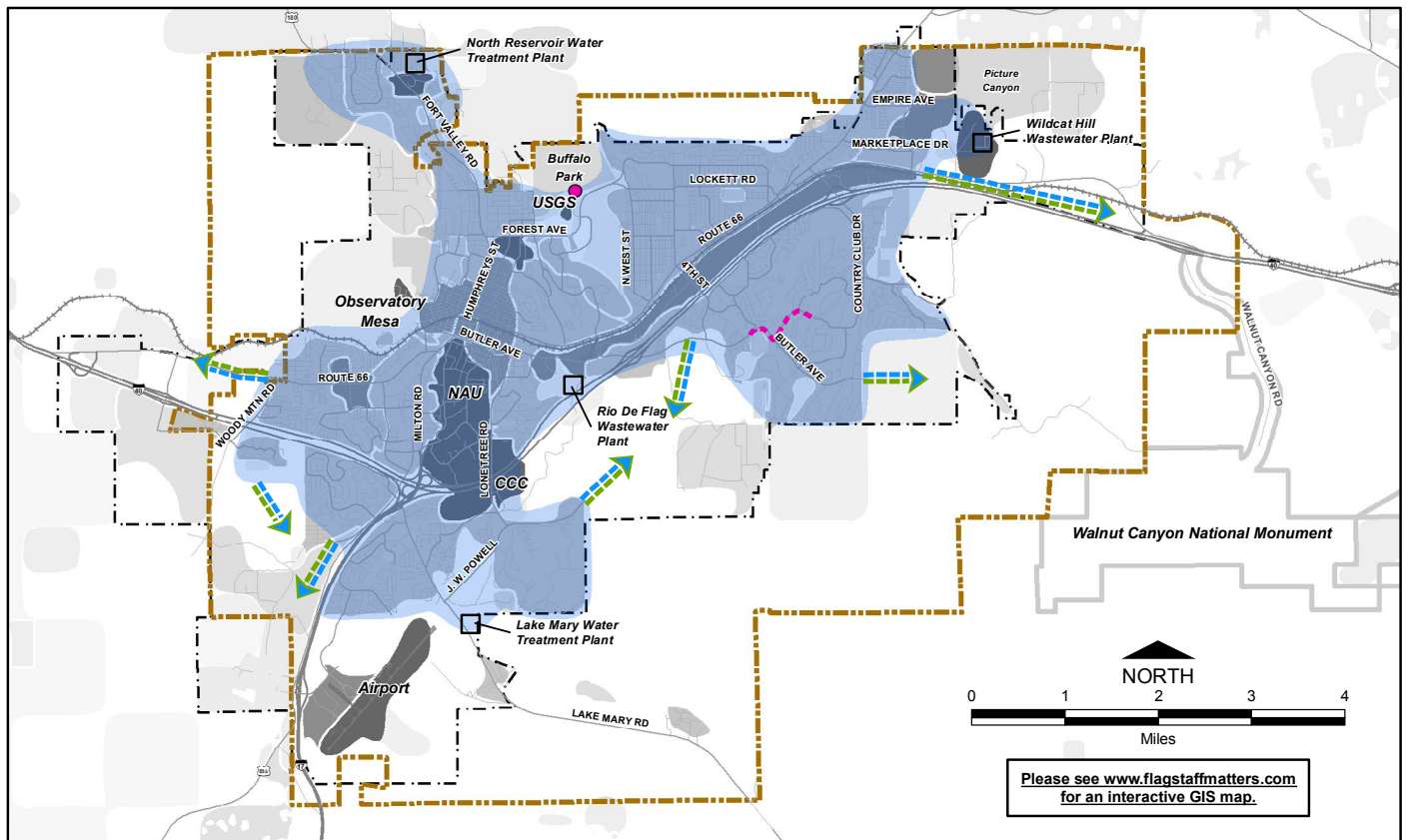
**City Reclamation and Wastewater Treatment Plants** produce high-quality Class A+ reclaimed water at both of the City's wastewater treatment plants – Rio de Flag and Wildcat Hill. These facilities are shown on Map 29. The Wildcat Hill plant primarily supplies reclaimed irrigation water to golf courses and recreational areas on the east side of Flagstaff, while The Rio de Flag plant supplies most public schools and parks, cemeteries, public landscapes, and residences. Both plants are interconnected to the reclaimed system to provide a more reliable level of service and redundancy. Reclaimed water is one of the most significant water conservation tools the City employs, with over 2,000 acre-feet of reclaimed water used each year for irrigation. New customers continue to come on line.

**Educational Facilities** including the Flagstaff Unified School District, various charter schools, Coconino Community College, and Northern Arizona University all play important roles in educating the community, providing thousands of jobs, and serving as community centers for the neighborhoods in which they reside.

**Map 29:**

**PUBLIC FACILITIES -  
UTILITIES INFRASTRUCTURE**

**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**



- |   |                                 |   |                                       |
|---|---------------------------------|---|---------------------------------------|
| City of Flagstaff                               | Reclaimed Water Reservoir       | Open Space - Preserved (Typically USFS) | Urban - Existing                      |
| Urban Growth Boundary                           | Future Water Pressurized Main   | Rural - Existing                        | Industrial / Business Park - Existing |
| Existing Infrastructure (water/sewer/reclaimed) | Future Sewer Gravity Main       | Suburban - Existing                     | Special District                      |
|   | Future Reclaim Pressurized Main |   |                                       |

The **Flagstaff Coconino County Public Library** has two facilities within the FMPO boundaries – one downtown and one east side location on Fourth Street. These shared facilities are highly used and utilize two bookmobiles for rural locations.

**Public Infrastructure** includes roads, potable water, reclaimed water, sewer, and stormwater collection systems. Parks and recreation facilities, public transit buses, sidewalks, the FUTS, and public housing are also considered public infrastructure. These systems are paid for by development and public monies to supply the community and provide a community good. Private infrastructure includes natural gas, power, data, and telephone service. All of these infrastructure systems require capital investment as well as operation and maintenance.



Photo by: Tom Bean

## LOCATING FACILITIES GOALS AND POLICIES

**Goal PF.2. Provide sustainable and equitable public facilities, services, and infrastructure systems in an efficient and effective manner to serve all population areas and demographics.**



Policy PF.2.1. Prioritize infrastructure upgrades to encourage redevelopment and infill and meet land use goals.

Policy PF.2.2. Require new developments to pay their fair share toward the cost of additional capital improvements, infrastructure, and public service needs created by the development.

*Refer to Chapter XI - Cost of Development for more information.*

Policy PF.2.3. Provide accessible public facilities and services in strategic locations.

Policy PF.2.4. Support quality civic design for all public facilities.

Policy PF.2.5. Pursue cooperative and coordinated planning between government jurisdictions, agencies, educational institutions, non-profits, and private service providers.

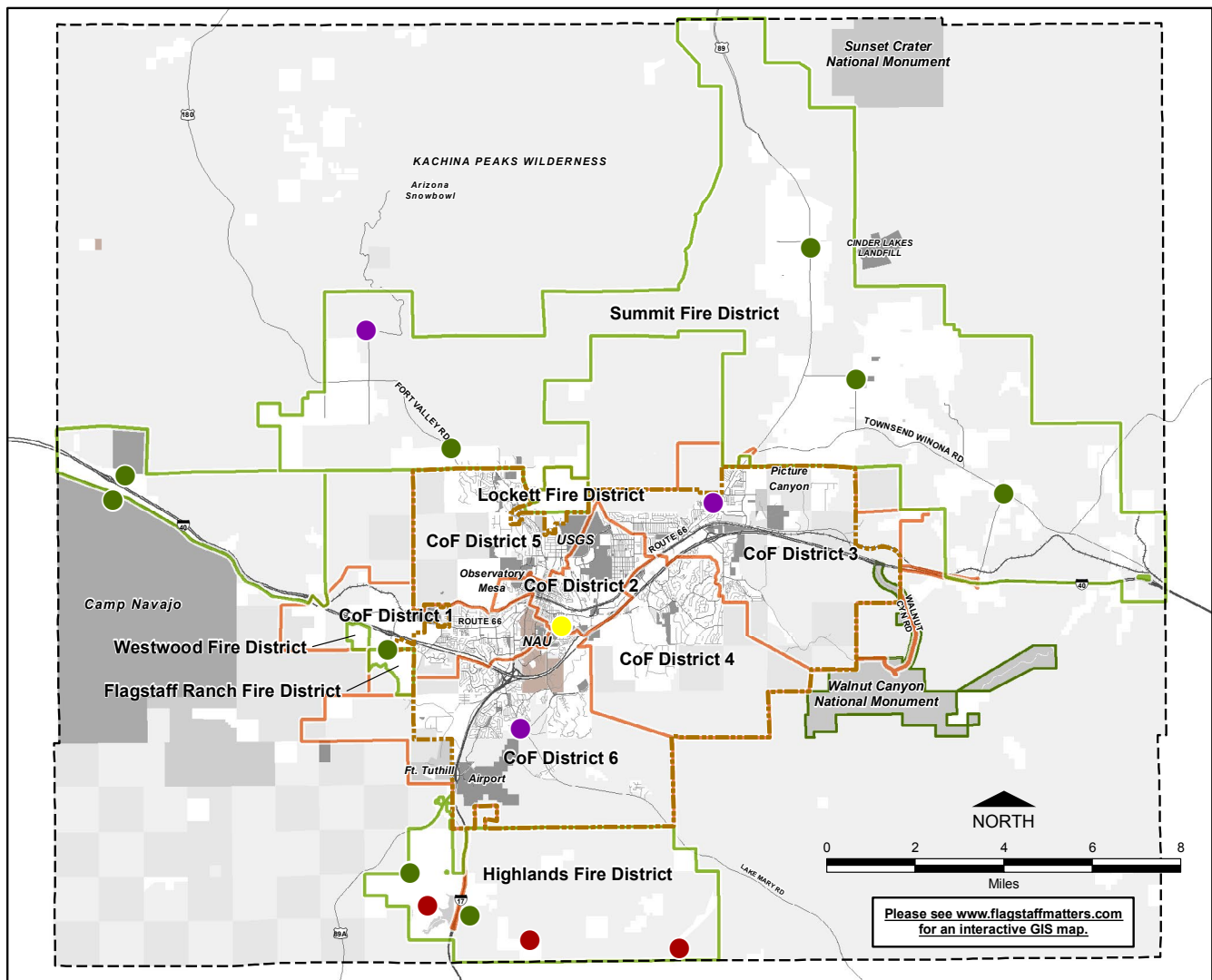
## Public Safety

Intertwined with facility and service planning and development is safety and emergency responsiveness. As communities develop, it is critical to consider facilities, equipment, supplies, and procedures for a timely response to natural and human emergencies. Map 30 illustrates the facilities equipped to handle emergency evacuations in the Flagstaff region. Development, constant review, and modification of preventative and responsive measures and procedures addressing potential hazards and situations are essential to the community's well-being.

Map 30:

### PUBLIC FACILITIES - FIRE, SAFETY, AND EMERGENCY EVACUATION

### FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS



## Law Enforcement

The Flagstaff Police Department includes the patrol division, criminal investigations, community relations, and support services. The Department maintains a regional SWAT team, an explosives response team, and a hostage negotiations team. The Coconino County Sheriff's Office is composed of four major units: Administration (command staff), Operations (patrol and criminal investigations), Detention Services, and Administrative Support Services.



Photo by: K. DeLong

The mission of the Flagstaff Police Department is to protect and preserve life, property, public order, and the rights of the individual by providing exemplary service through the establishment of a partnership of shared responsibility, support, and trust with law abiding members of the community. We accomplish our mission through prevention of crime and disorder using community policing programs, data-driven decision making, and intelligence-led policing and other proactive tactics meant to suppress crime and apprehend criminal offenders.

### Helpful Terms

**“Preparation”** - Training is vital to providing quality service in a changing community. The regional fire training facility allows for the Flagstaff Fire Department to train new recruits, train in many different situations within the organization, and train in coordination with surrounding fire districts, law enforcement agencies, Emergency Medical Services, and educational institutions.

**“Prevention”** - Protecting life and property through prevention efforts is achieved through code enforcement, public education efforts, fire investigations, and the developmental process.

**“Response”** - Effective emergency and fire services require that personnel arrive quickly to save lives or property. As the region grows geographically, longer travel distances will be required while population growth will increase the number of calls for service. The region should continue to focus considerable effort in areas that can improve fire service response time.

**“Mitigation”** - Wildfire and post fire flooding present the number one risk to the greater Flagstaff community. Three factors influence the spread of wildfire: fuel, weather, and topography. Of these, the Flagstaff Fire Department and its partnering agencies can manage the fuel. Properly planned forest treatments have a significant effect on slowing and decreasing fire severity and subsequent flooding. Through public awareness efforts and enforcement, we can help reduce the threat of human-caused fires.



Photo by: Angela Marie

## Fire

The Flagstaff Fire Department is a highly professional organization made up of 90 dedicated professionals dispersed among six strategically located fire stations, a wildland fire management station, and fire administration. In addition, Coconino County has established 17 fire districts throughout its jurisdiction. The Flagstaff Fire Department and the region's partnering fire agencies and districts are committed to protecting life, property, and community resources through preparation, prevention, response, and mitigation.

The four areas listed below have potential need for new fire facilities over a 5-10 year time frame:

1. The Lone Tree Road corridor south of I-40
2. West Route 66/I-40 area west of Woody Mountain Road
3. North Route 89 corridor, north of Empire Avenue
4. The Butler Avenue extension, east of Mt. Pleasant Drive.

## PUBLIC SAFETY GOALS AND POLICIES



**Goal PF.3. Provide high-quality emergency response and public safety services including law enforcement, fire, medical, and ambulance transport service.**

Policy PF.3.1. Maintain high-quality effectiveness and efficiency in law enforcement, fire, and emergency services to the extent that is consistent with governmental operations, plans, public policies, population served, and monies available.

Policy PF.3.2. Locate City of Flagstaff and rural fire districts within the optimal response time for new and existing development.

Policy PF.3.3. Locate law enforcement facilities (i.e., main and sub-stations) within the prescribed response time goals and service needs of the community.

Policy PF.3.4. Maintain emergency management operations to protect life and property during disaster events in natural hazard areas and built environments.

Policy PF.3.5. Support coordination of public safety and emergency management operations through mutual aid agreements.

33,816 total  
housing units in the  
planning area with  
6,000 more needed in  
the next 20 years

37,100 people  
in the Flagstaff region  
are employed

3,528 acres  
of City and County  
parks in the planning  
area

# HUMAN ENVIRONMENT



Flagstaff's **human environment**—the people who live, work, and play here—is the most vital part of this community, and it is important that the *Flagstaff Regional Plan* outlines policies to ensure a high quality of life for our citizens, from our neighborhoods and the housing options we have, to our educational and job opportunities that support our economy, to maximizing our ample and diverse recreation opportunities for residents and visitors alike.

Flagstaff **neighborhoods** began forming in the 1800s to support the railroad industry and then the sawmill industry workforce. The neighborhoods have evolved ever since, and are increasing, mostly as subdivisions. Each neighborhood is unique with eclectic styles, cultural heritage, and social needs. Our mix of urban, suburban, and rural neighborhood types is important to the region's character, vitality, quality of life, and affordability. As a community priority, creating more **housing choices**, especially for the local workforce, and neighborhood diversity for a wide range of households is paramount to the goals and policies presented in the *Flagstaff Regional Plan*. This plan also recognizes the importance of urban conservation as a way to add new vigor to under-served neighborhoods with investment, jobs, and opportunities for residents. Central to this plan is the identification of existing and potential “activity centers” and “great streets” through which walkable neighborhoods, efficient transit connections, and economic opportunities can be cultivated in an efficient and dynamic way.

As the economic hub of northern Arizona, Flagstaff continues to build a robust and resilient **economy**. This Plan focuses on public investment for the region's economy in infrastructure, efficiencies, and image. The community has deemed these investments as the best return on our public dollar.

The Flagstaff region prides itself as being one of the best “quality of life” communities in the nation, in part due to abundant **recreational opportunities** including mountain biking, skiing, extreme sports, and organized sports, all of which contribute greatly to the community's public health. In addition to developed recreational facilities, the region has significant open space available for outdoor recreational purposes, on private and public lands. This Plan recognizes the need to maintain recreation opportunities for our residents and visitors.

*Photo overleaf by: Jake Bacon*



*Photo by: Tom Bean*

## Neighborhoods, Housing, & Urban Conservation XIII-1

Our **neighborhoods** matter to us because they **represent the heart of our community**. These are the places that define our unique character and this plan recognizes the need to conserve and **respect neighborhood traditions and meet the housing needs of our community** as it grows and diversifies.

## Economic Development XIV-1

Our economy matters on a deeper level than just dollars and cents. The region's economic resilience is promoted by the **entrepreneurial, intellectual, environmental, and social vitality** of its citizens. **Increased job opportunities, job diversity**, and an increase in the “livability index” is the result of smart growth through quality development, preserving this unique sense of place, and **celebrating our innovative spirit**.

## Recreation XV-1

Recreation matters to us on a personal, social, and even economic level, and in **this amazing place** it will only become more important as time goes on. As well as promoting a **healthy quality of life**, urban and rural recreation opportunities are a means to promote active stewardship of the natural and built environment and citizen vitality. **High-quality parks and recreation facilities** can be built and maintained in a sustainable fashion that supports a healthy ecosystem, enhances a **resilient, year-round economy**, preserves a unique sense of place, and provides **social opportunity for all citizens and visitors**.

# NEIGHBORHOODS, HOUSING, & URBAN CONSERVATION



**Neighborhoods** are the backbone of every community. These are the places where people live, play, go to school, work, and interact. Central to Flagstaff's urban neighborhoods is a pedestrian experience interconnecting businesses, homes, schools, places of worship, transit, and parks in a compact, walkable land use pattern. The City and County suburban neighborhoods encompass typical residential development with larger homes and yards primarily accessed by the automobile. The County's rural neighborhoods are more typically low-density "ranchettes" with barns, animals, and open space. An important part of this Plan is to address the housing options available to our current residents, as well as looking to the future to make sure that the right housing options are available as our population grows and changes. This chapter addresses the need for quality, affordable housing for our residents, while also focusing on neighborhood conservation and revitalization efforts that contribute to our unique community character and sense of place. *Refer to Chapter IX – Growth Areas & Land Use for further discussion of gentrification issues in existing neighborhoods.*

## Inside this Chapter:

Our Housing Needs	XIII-2
Managing Our Needs	XIII-3
Neighborhood and Urban Conservation	XIII-7

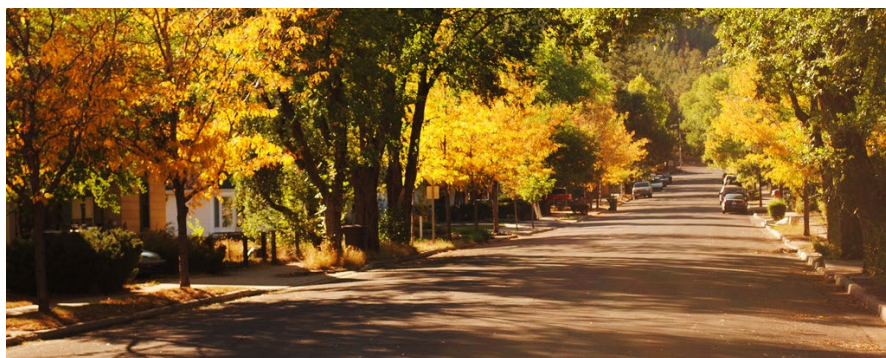


Photo by: H.R. Buchan



Photo by: Stephanie Manning

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## Our Vision for the Future

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In 2030, we continue to build and improve healthy and diverse neighborhoods, while maintaining affordability and connectivity to the greater region.

## Our Housing Needs

Some of the community's favorite urban neighborhoods to emulate in future development and redevelopment include the historic Townsite, Downtown, Southside, North End, and Coconino Estates. These neighborhoods exhibit timeless qualities of mature street trees, front porches, and active neighbors.

- 2010 Community Values Survey



Photo by: G. Clayton

As a community priority, creating more housing and neighborhood diversity is paramount to a resilient Flagstaff. The *Flagstaff Regional Plan* identifies existing and potential “activity centers” through which to cultivate walkable neighborhoods, efficient transit connections, and economic opportunities. These are considered appropriate locations for sensitively designed, higher-density residential and mixed-use development, either as infill or as redevelopment.

The City of Flagstaff federally funded housing program functions under a five-year consolidated plan and an annual update with investment strategies specific to U.S. Department of Housing and Urban Development (HUD) funds. The FY 2011-2015 HUD Consolidated Plan contains a description of community needs, goals, and priorities in the areas of affordable housing, human services, public facilities, and other programs designed to improve the quality of life for low- and moderate-income residents of the community. This chapter of the *Flagstaff Regional Plan* is intended to provide long-term guidance for meeting the region's housing needs for all economic sectors, and works in concert with Flagstaff's consolidated plan.

Several elements of the housing market impact supply and demand, including the variety (types of housing that are available), quality (most often defined by age, unit value, and whether the unit has complete plumbing or kitchen facilities); affordability (defined by the percentage of household income that must be spent for housing costs); and other factors including population growth, income, and household size and makeup.

Everyone should have a chance to go to a safe home after a day at school or work, so housing, as an element of community infrastructure, needs to be available to all segments of our population. A complete range of choices is necessary within a community, from homeless housing to rental units to home ownership. The housing choices should be tailored to meet the demographic needs of our particular community. For example, if our population is 25 to 30 percent students, our housing market should be similarly structured to meet that demand.

The housing policies presented in this chapter focus on providing safe, decent housing for the well-being of individuals, households, and the community as a whole.

## Managing Our Needs

Flagstaff's growing population will require an increased emphasis on housing choices in the future. The region's housing framework can be defined by:

- A limited supply of land for development
- Approximately 40 percent of Flagstaff's households are by definition low- to moderate-income (City of Flagstaff FY 2011-2015 HUD Consolidated Plan)
- Flagstaff is experiencing a consistent but modest rate of population growth
- Student populations at Northern Arizona University (NAU) will continue to grow
- Housing needs for the elderly, multigenerational families, and downsizing will increase over the next several decades as the Baby Boom generation moves into the retirement years.

As a tourist-driven university mountain town with seasonal weather, housing in the Flagstaff region has a higher cost and value than comparable housing in other Arizona communities. According to the Flagstaff Chamber of Commerce, the local housing cost is 37.4 percent higher than the national average. Land identified for residential development is both privately and publicly held (i.e., State Trust lands). Future housing needs will focus on revitalization, infill, and preservation opportunities, yet new neighborhood development is possible.

### Population Growth

Population trends are important indicators of future housing needs. Local growing population sectors include the elderly, students, single-parent households, and nonfamily households. These community members need a variety of housing options within close proximity of jobs, schools, and play.

NAU students currently make up approximately 25 percent of our population, and their continued demand for student housing impacts cost and availability of housing in the region, resulting in a higher demand for multi-family housing, or housing affordable for single-incomes or multiple low incomes (students). Housing developments catering specifically to NAU students may also have negative impacts on existing neighborhoods, especially those closest to the university campus. These impacts include for example, parking and noise concerns, and the need to ensure new student housing projects are appropriately designed and situated with regard to neighborhood character and scale. It is, therefore, important to continue to foster close work relations with the university, and to adopt and implement appropriate tools and programs to mitigate these impacts.

### Helpful Terms

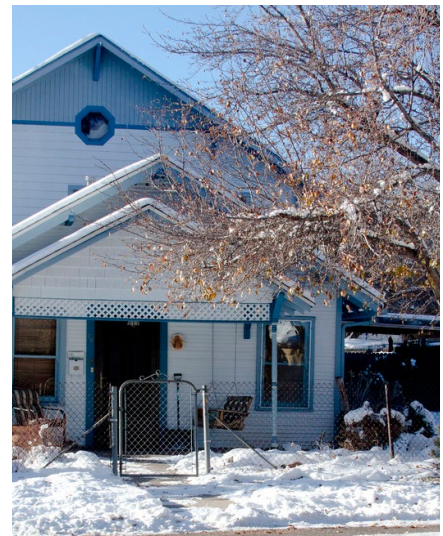
**“Revitalization”** is to repair what is already in place, adding new vigor by remodeling and preserving.

**“Redevelopment”** is when new development replaces outdated and underutilized development.

**“Infill”** occurs when new buildings are built on vacant parcels within city service boundaries and surrounded by existing development.

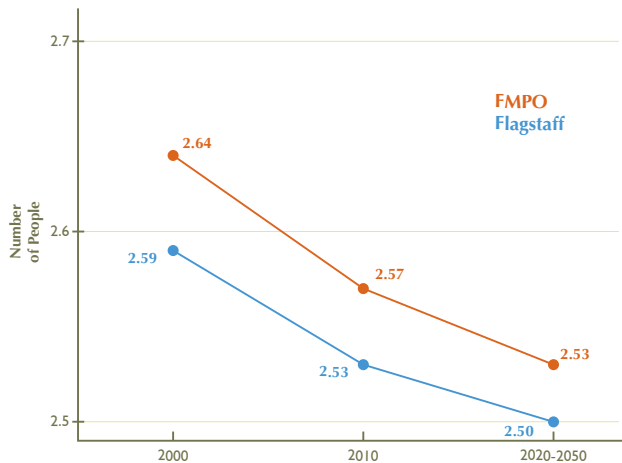
**“Preservation”** is an endeavor that seeks to preserve, conserve, and protect buildings, objects, landscapes, or other artifacts of historical significance.

**“Adaptive Re-use”** is fixing up and remodeling a building or space, adapting the building or space to fit a new use.



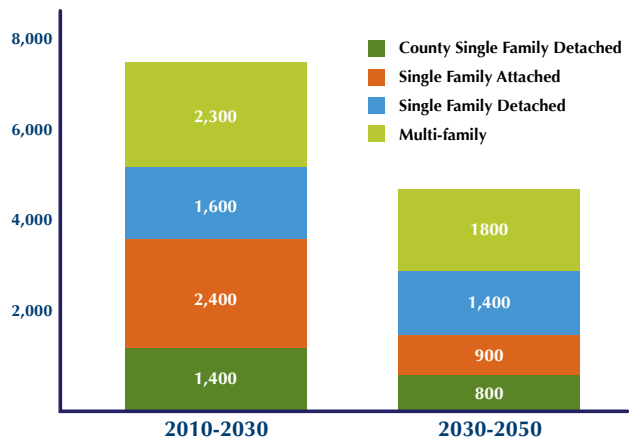
*Photo by: Stephanie Manning*

## Average Household Size



SOURCE: 2010 U.S. Census Bureau and projections interpolated from <http://www.azstats.gov/population-projections.aspx>

## New Dwelling Units Projected by Type and Period



SOURCE: Flagstaff Regional Plan Core Planning Team

## Affordability

Government programs define “cost burden” as paying more than 30 percent of gross household income for total housing cost (in rent or mortgage, and utilities). People paying more than that have little remaining to pay for the essentials – clothing, food, transportation, and child care. Higher income households may choose to pay more for housing.

In Flagstaff, the housing cost burden is realized especially by the lowest paid residents, with nearly a fifth of households making less than \$20,000 per year and paying 30 percent or more of their income on housing costs.

“This is a neighborhood, with schools, a baseball field, and a fire station. It is possible and safe, as safe as anywhere, to walk to the store to buy real farmers’ market produce and freshly baked bread. The liquor store four blocks away is locally owned and operated, as is the coffee shop, and the people who own them also work in them.”

- Roxanne George, “The View from Here: Contemporary Essays by Flagstaff Authors”

### Monthly Housing Costs by Percentage of Household Income

Income	Percent Paying 30 Percent or More
Less than \$20,000	19.6%
\$20,000 to \$34,999	14.5%
\$35,000 to \$49,999	7.7%
\$50,000 to \$74,999	3.5%
\$75,000 or more	2.1%

SOURCE: U.S. Census Bureau, 2011 American Community Values Survey 1-Year Estimates; these numbers include university students

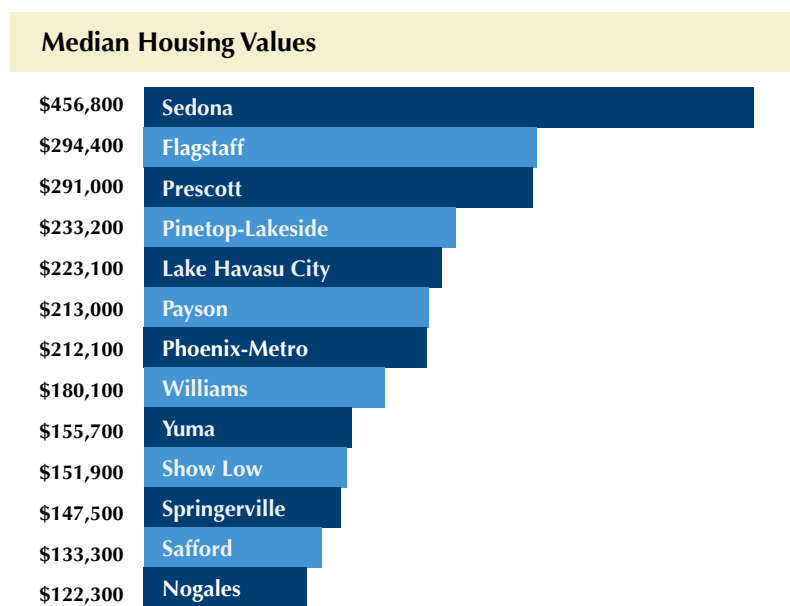
As an economic development factor, housing plays an important part in major employer and workforce location decisions. Flagstaff renters versus homeowners are about 50/50, which is typical of a university mountain town. Both rental values and median housing values in Flagstaff are higher than average for the state of Arizona. HUD annually estimates Fair Market Rents (FMR) for 530 metropolitan areas and 2,045 non-metropolitan County FMR areas. FMR is primarily used to determine payment standard amounts for several HUD rental programs and are gross rent estimates. They include the shelter rent plus the cost of all tenant-paid utilities, except telephones, cable or satellite television service, and internet service. HUD uses the most accurate and current data available to develop the FMR estimates.

The Flagstaff MSA has the highest FMRs in the state, reflective of the high rental costs in the community. In addition, median home prices are the second highest in the state.

The City of Flagstaff Housing Section provides Landlord Tenant Act and Fair Housing Act education and referral information. In addition, every five years, the City completes an Analysis of Impediments to Fair Housing Choice, a document that analyzes housing conditions within the City and establishes goals to help reduce the impediments.

Average Two-Bedroom Rental Rate for Arizona Metropolitan Areas - FY 2013	
Flagstaff	\$1,066
Lake Havasu City - Kingman	\$769
Phoenix-Mesa-Glendale	\$925
Prescott	\$819
Tucson	\$876
Yuma	\$780

SOURCE: HUD Final FY 2013 Fair Market Rent Documentation System - [www.huduser.org](http://www.huduser.org)



SOURCE: U.S. Census Bureau, 2007-2011 American Community Survey



Photo credit: City of Flagstaff

## Housing Continuum

People in the Flagstaff region live in diverse conditions. The graphic below illustrates where our residents live, as a “continuum,” meaning that there is a progression of housing options, and everyone who lives here is somewhere along this line.



By state statute, this Plan lists all existing programs in the area that assist in making our neighborhoods cleaner and safer. Several neighborhood safety and social programs are in place to promote home ownership, provide assistance for improving the appearance of neighborhoods, promote maintenance of both commercial and residential buildings in neighborhoods, and provide the safety and security of neighborhoods. These programs are operated by Coconino County Health Services, Flagstaff United School District, the Police Block Watch Program, the City's Sustainability Program's community gardens, and Community Design's beautification community grants, all of which are means to successful neighborhood preservation and revitalization efforts.

One critical success factor for the community is the systematic coordination of services. The vision is that someone may enter services at whatever point they require along the housing continuum and, at the appropriate pace and under their own volition, have access to, and an understanding of, the supports designed to move them from their point of entry through to self-sufficiency or the highest appropriate and attainable level.

Examples include:

### Elimination of sub-standard units

- City of Flagstaff Housing Program
- Coconino County Housing Rehabilitation Services and CREC
- Rebuilding Together
- BOTHANDS Acquisition-Rehabilitation Program
- NACOG Housing Rehabilitation Program
- Churches
- Code Enforcement [Zoning, Building, Fire, Environmental, Stormwater]

### Improvement to housing quality, variety, and affordability

#### Quality

- Programs above (for elimination of sub-standard dwelling units)
- Design guidelines

### Variety

- Market demand
- Zoning which allows for and encourages mixed-income housing and mixed-use buildings

### Affordability

#### Homeless:

- Flagstaff Shelter Services
- Sunshine Rescue Mission
- Hope Cottage
- Open Inn
- Alternative Center
- Northland Family Help Center and HALO House
- Sharon Manor
- Catholic Charities Family Shelter
- Catholic Charities
- The Guidance Center
- PATH Day Program and Outreach
- Coconino County Community Services
- Faith-based

#### Supportive and Transitional:

- Catholic Charities – Cedar Rose
- Sharon Manor
- Sunshine Rescue Mission
- The Guidance Center – Intake Triage Unit
- The Hozhoni Foundation, Inc.
- The Alternatives Center for Family-Based Services

#### Rental:

- Market Rate
- City of Flagstaff Housing Authority
  - » Section 8 Vouchers
  - » Public Housing
- Flagstaff Housing Corporation
- Low Income Housing Tax Credit Projects (Timber Trails, Pinehurst, Mountain Side Village)
- Municipally subsidized or supported
- NAU
- Private Developers
- Hozhoni and other Group Home providers
- Eviction Prevention
  - » Coconino County Community Services
  - » St. Vincent De Paul
  - » Catholic Charities

### Home Ownership:

- Market Rate
- Down Payment and Closing Cost Assistance
  - » BOTHANDS
  - » NACOG
  - » Individual Development Accounts
- BOTHANDS Inc.
- Habitat for Humanity of Northern Arizona
- Youth Build
- City of Flagstaff Ownership Programs
- Private Developers
- Foreclosure Assistance
  - » BOTHANDS – Counseling
  - » Coconino County Community Services-Prevention

### Provision of adequate sites for housing

- Designated Regional Plan Land Use categories for residential, density and intensity
- Appropriate and adequate zoning for residential and mixed-use
- Function of market
- Public lands

### Improve appearance of buildings

- Historic Preservation – guidelines and incentives
- City of Flagstaff Façade Improvement Program (historic commercial buildings)
- HOA's
- Market demands and neighborhood pressure
- Code enforcement
- Owner-occupied Housing Rehabilitation Program

## Neighborhood and Urban Conservation

Community conservation, rehabilitation, redevelopment, and preservation efforts all support the goal of preserving our sense of place. Most people cherish certain things about their neighborhood, but everyone has issues they would like to change to make their home, neighborhood, and local community more appealing, feel safer, and in cases of commercial areas, attract more businesses and allow local businesses to thrive. These goals take effort and investment, and do not just “happen.”

Current efforts in neighborhood conservation and rehabilitation have focused on commercial areas where business opportunities are prime, such as along Milton Road and Butler Avenue. Fourth Street has seen planning for corridor improvements, and Community Development Block Grant funds for housing repair and affordability, while used throughout the City limits, are often spent in the historic neighborhoods of Sunnyside, Southside, and La Plaza Vieja. Rehabilitation efforts focusing on residential energy efficiency prove worthwhile in this climate, and have been significant investment in the past five years.

Although “enhancing neighborhoods” appears as a good overall objective and fosters pride of place, it also raises concerns of gentrification and affordability. While many Flagstaff neighborhoods will experience change over time, existing neighborhood values and character, as well as cultural diversity, should be considered during the redevelopment process. Efforts to stabilize certain neighborhoods during redevelopment may also be necessary. One example of this balancing act will be the Southside neighborhood after the Rio de Flag flood control project is complete. With the threat of potential flooding eliminated, the neighborhood will be ripe for redevelopment and infill development that could push out its long-time residents and businesses. In an effort to manage potential transformation and preservation, the neighborhood created *The Southside 2005 Plan* to guide its future.

Neighborhood plans and County area plans address a defined neighborhood or area of the City or County. These are developed with the involvement of residents and serve as an amendment to the City or County general comprehensive plan, identifying challenges, opportunities, and the vision for that particular neighborhood. Adopted City of Flagstaff neighborhood plans include *The Southside 2005 Plan* and *La Plaza Vieja Neighborhood Plan*. Adopted area plans for communities within the Coconino County region include Kachina Village, Fort Valley, Bellemont, Doney Park, Timberline-Fernwood, and Mountaineer<sup>1</sup>.

Urban conservation is the revitalization, remodeling and fixing-up of homes, streets, blocks, or neighborhoods. Urban conservation is a way to add new vigor to an under-served neighborhood with investment, jobs, and opportunities for residents. Urban conservation is accomplished by rehabilitation of buildings, streets, and public spaces; redevelopment of underutilized and dilapidated sites; as well as infill on vacant lots with sensitive buildings. Design solutions that are context-sensitive restore a sense of walkability using human-scale buildings, roads, and signage, and respect the culture of the neighborhood in which conservation efforts are made.

### “What is a Neighborhood?”

The concept of neighborhood includes both geographic (place-oriented) and social (people-oriented) components. Neighborhoods are the backbone of every community - where people live, play, go to school, interact with their neighbors, and work. Flagstaff’s diversity and vitality are all rooted in its neighborhoods, some historical and some new. When citizens become active members of their neighborhood, or a neighborhood association forms and neighbors work together - many great things can happen!

<sup>1</sup><http://www.coconino.az.gov/comdev.aspx?id=21698>  
to access all Coconino County Area Plans

Policies presented in this chapter support addressing the following key challenges and opportunities for the future:

### **Need for diversity**

- Fostering mixed-use, mixed-income neighborhoods with a range of housing and transportation choices, in which our diverse population can afford to live.
- Recognizing multi-generational housing as a growing sector, fulfilling the needs of both the younger and older generations.

### **Community challenges**

- Balancing new development and redevelopment in lower-income and historic neighborhoods, while maintaining the essential character of those neighborhoods.
- Creating community buy-in for higher density housing development and redevelopment within the City to provide more affordable housing choices.
- Addressing the region's need for affordable housing to make community sustainability and economic development work.
- Ensuring that rentals do not suffer from under-maintenance.

### **Planning outside City limits**

- Addressing housing growth at the periphery and outside city limits; responding by planning for how people get to work and school from these residential neighborhoods, as well as affordable housing and maintained rental concerns.

### **Who provides housing**

- Ensuring that the community provides affordable housing as a comprehensive solution.
- Recognizing that the private sector builds the majority of all housing in the community.

### **Housing for non-market residents**

- Providing affordable housing options to special needs populations.
- Addressing the needs for the homeless and those who are at risk of becoming homeless.
- Providing housing to individuals who have been incarcerated.
- Addressing the housing needs of students in our community.
- Addressing the external market demand for housing in our community, which drives prices higher than our local wages can support.
- Helping reach and bridge the transition from non-market to market housing.



## **Goal NH.1. Foster and maintain healthy and diverse urban, suburban, and rural neighborhoods in the Flagstaff region.**

Policy NH.1.1. Preserve and enhance existing neighborhoods.

Policy NH.1.2. Respect traditions, identifiable styles, proportions, streetscapes, relationships between buildings, yards, and roadways; and use historically appropriate and compatible building and structural materials when making changes to existing neighborhoods, especially in historic neighborhoods.

Policy NH.1.3. Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails.

Policy NH.1.4. Foster points of activities, services, increased densities, and transit connections in urban and suburban neighborhoods.

Policy NH.1.5. Use traditional neighborhood design standards for new and revitalized urban neighborhoods, neighborhood plans, specific plans, or master plans.

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.

Policy NH.1.7. Develop appropriate programs and tools to ensure the appropriate placement, design, and operation of new student housing developments consistent with neighborhood character and scale.

Policy NH.1.8. Prioritize the stabilization of a neighborhood's identity and maintain cultural diversity as new development occurs.

## **Goal NH.2. Look to downtown Flagstaff as the primary focal point of the community character.**

*Refer to the Downtown goals and policies in Chapter IX - Growth Areas & Land Use*

Policy NH.2.1. Encourage the rehabilitation of historic downtown structures and contextual new structures as office, retail, entertainment, and residential space to reinvigorate the area as a destination of culture, shopping, government, and the arts.

Policy NH.2.2. Plan for future downtown development and contiguous development that respects the established historic core, historical architecture, and urban design.

Policy NH.2.3. Continue the tradition of multi-story, multi-use buildings to maintain and increase a stable, mixed-income residential population when planning new structures in the downtown and Southside neighborhoods.

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

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

Policy NH.3.2. Promote accessory dwelling units, where appropriate.

Policy NH.3.3. Increase the availability of affordable housing for very low-income persons, through innovative and effective funding mechanisms.

Policy NH.3.4. Reuse former brownfields, vacant buildings, and commercial buildings to provide new mixed-use and/or housing options.

Policy NH.3.5. Encourage and incentivize affordable housing.

#### **Goal NH.4. All housing is safe and sanitary.**

Policy NH.4.1. Expand the availability of affordable housing throughout the region by preserving existing housing, including housing for very low-income persons.

Policy NH.4.2. Reduce substandard housing units by conserving and rehabilitating existing housing stock to minimize impacts on existing residents.

Policy NH.4.3. Address accessibility issues and other housing barriers to persons with disabilities or special needs.

Policy NH.4.4. Encourage green practices in housing construction and rehabilitation that support durable, healthy, and energy-efficient homes.

Policy NH.4.5. Renovate the existing housing stock to conserve energy and reduce utility and maintenance costs for owners and occupants.

Policy NH.4.6. Consider and integrate public transportation when possible in planning housing developments, to help reduce a household's transportation costs and minimize impact on the community's roads and transportation system.

Policy NH.4.7. Enforce compliance with fair housing laws.

#### **Goal NH.5. Eliminate homelessness.**

Policy NH.5.1. Provide adequate resources for families with children experiencing homelessness.

Policy NH.5.2. Provide adequate resources for individuals experiencing homelessness.

Policy NH.5.3. Support and expand programs that prevent homelessness.

Policy NH.5.4. Make transitional housing resources available to populations experiencing homelessness.

#### **Goal NH.6. Neighborhood conservation efforts of revitalization, redevelopment, and infill are compatible with and enhance our overall community character.**

Policy NH.6.1. Promote quality redevelopment and infill projects that are contextual with surrounding neighborhoods. When planning for redevelopment, the needs of existing residents should be addressed as early as possible in the development process.

Policy NH 6.2. Use urban conservation tools to revitalize existing underutilized activity centers to their potential.

# ECONOMIC DEVELOPMENT



Flagstaff serves as the economic hub of northern Arizona, providing goods and services for the region. With over 3,000 businesses (over 20 percent of which are service related) that employ over 72,000 people, as well as over 4 million visitors annually, the top employment industries are government, education, science and research, healthcare and healthcare product manufacturing, advanced manufacturing and biomedical manufacturing, tourism, transportation, and utilities. Over 5,000 people commute to Flagstaff daily to work from outlying communities.

The region's economy, while independent, also influences and is influenced by the greater context of the global community. By continuing to be adaptable to the global economy and supportive with strategic investments in **economic development**, the region will be able to increase business diversity and opportunities, supply local needs, increase exports, and build a broad tax base. Understanding that the purpose of economic development is to improve overall community prosperity, the region's residents and businesses support collaborative economic development activities resulting in balanced growth.

This chapter focuses on three priority areas of public and private investment:

1. Educational partnerships. Maintaining and expanding **infrastructure** to support and promote economic development.
2. Balanced and diverse industries. Concentrating development for higher **efficiencies**.
3. Responsive government attuned to the need of job creation and retention. Maintaining and enhancing our community's **image**.

This Plan focuses on meeting these priorities with responsive government; education and workforce training; business retention, expansion, and entrepreneurship; business attraction; promotion of community character; focus on activity centers; and commitment to quality redevelopment and infill.

## Inside this Chapter:

Our Workforce	XIV-2
Economic Impact of	
Native American Tribes	XIV-4
Responsive Government	XIV-4
Education and Workforce Training	XIV-5
Business Retention, Expansion,	
and Entrepreneurship	XIV-8
Business Attraction	XIV-9
Community Character	XIV-11
Activity Centers	XIV-12
Redevelopment and Infill	XIV-12



Photo credit: NACET

## Our Vision for the Future

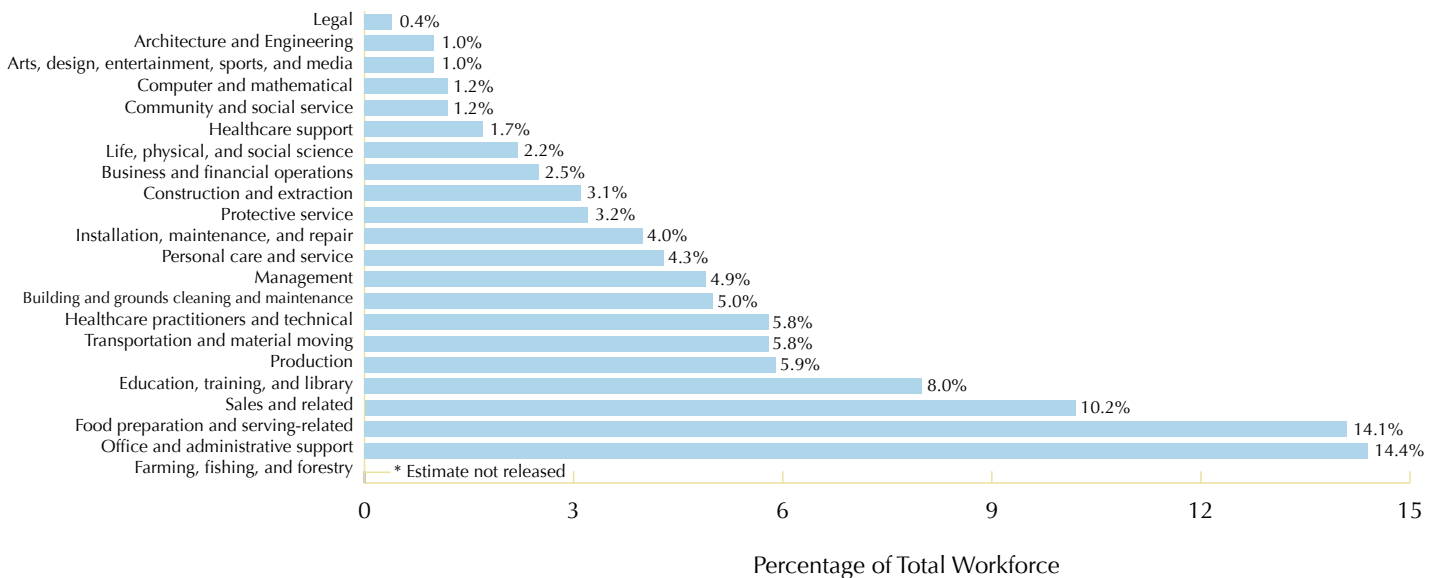
In 2030, the Flagstaff region enjoys a robust and resilient economy that is concurrently independent and globally connected. The region invests in education, workforce training, and job creation.

## Our Workforce

According to the U.S. Department of Labor, over 55,000 people were employed in Flagstaff in May 2012, working in the following occupations:

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics ([www.bls.gov/r09/oesflag.htm](http://www.bls.gov/r09/oesflag.htm))

Flagstaff Occupations, May 2010



### Helpful Terms

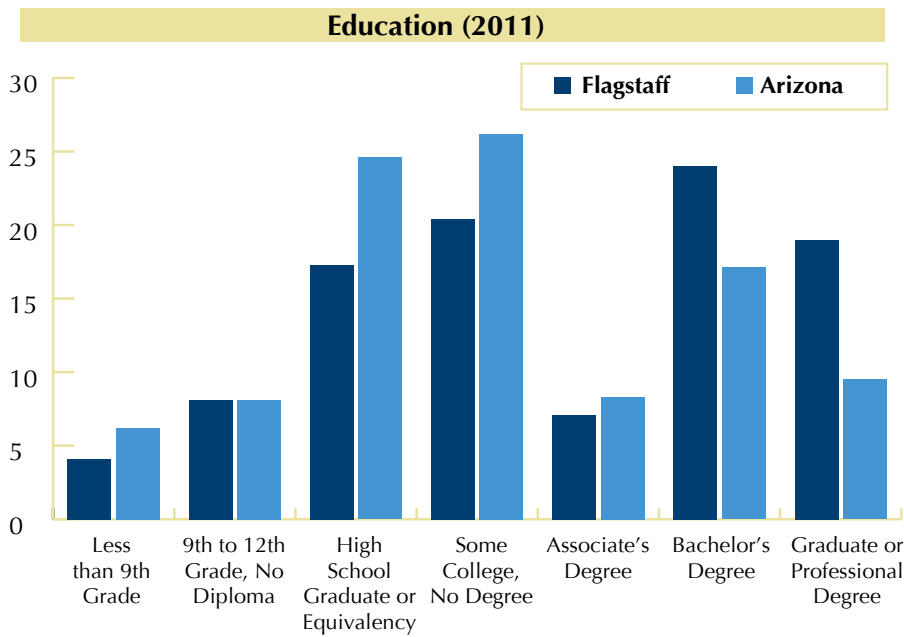
**“Social vitality”** is the invigoration or continued and increased activity of citizens, cultural activities, and civic engagement (such as voting).

**“Community vitality”** refers to the overall well-being of residents and the economic strength and stability of the region.

The **“livability index”** is a means to quantitatively measure “quality of life” in a particular city. The number is based upon various factors, such as average wage, cost of living, pollution, social services, cultural opportunities, job growth, and diversity.

Northern Arizona University’s student population currently represents 25 percent of the City of Flagstaff’s total population. Its academic resources complement those of Coconino Community College, the Flagstaff Unified School District, and charter schools in producing a highly educated workforce. Flagstaff Medical Center serves as the regional trauma and medical service for the metropolitan area, and is supported by a large medical service sector. W.L. Gore & Associates is the largest private employer and is a leading researcher, designer, and manufacturer of advanced medical products. Other large private employers include manufacturers Nestle Purina and SCA Tissue. There are several high-tech firms with a range of 10 to 50 employees. Of all businesses within the planning area, 73 percent have nine employees or less, which is consistent with the percentage of American small locally owned businesses nationwide. The presence of many small-scale businesses also exemplifies the vitality of the region’s creative class of entrepreneurs and the need for small business resources and development support services.

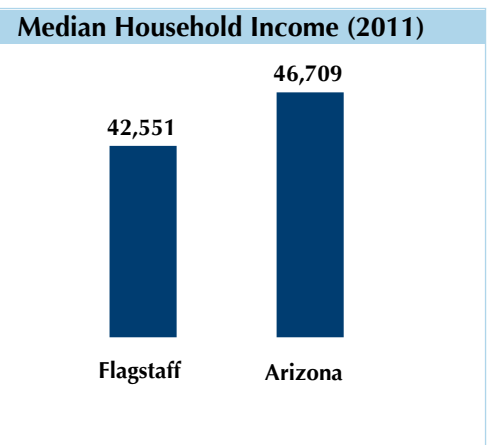
Flagstaff is home to a highly educated population, which presents the potential for increased business diversity and wage growth as time goes on.



SOURCE: U.S. Census Bureau, Community Values Survey 2011, 1-Year Estimates

Flagstaff recognizes the many opportunities for job prosperity within the current growth sectors of bioscience, astronomical sciences, earth and life sciences, advanced manufacturing, innovation and technology, forest restoration and forest products, professional services, construction services, health care and medical services, engineering and architectural services, alternative energy production (including wind farms and commercial solar energy production), outdoor recreation, tourism, agriculture and regional food, telecommunications, as well as the expansion of knowledge-based, creative and cottage industries, as well as emerging and future sectors and technologies. Growth potential is also seen in industrial/logistical warehousing and multi-modal transportation facilities. Flagstaff's major interstate, rail, and air routes make it a central link to large metropolitan markets.

The Flagstaff region provides global, national, and regional entrepreneurs with the lifestyle premium of quick access to vast open spaces with a diverse social and community culture for leisure, art, and recreation pursuits. Due to its geographically remote location, the region requires economic security and self-sufficiency in the way of a responsive education system to effectively train a workforce for future needs, industrial land served by infrastructure, efficient communication and high-speed internet, a culture of healthy idea-exchange, affordable housing options, efficient transportation, and protection of the existing high quality of life.



### Regional Economic Development Partners

Significant regional economic development partners continue to identify opportunities and help focus community efforts to diversify and strengthen all employment. Some of our regional economic development partners include:

- Arizona Association of Economic Developers Tribal Committee
- City of Flagstaff Economic Vitality
- Coconino Community College
- Coconino County
- Economic Collaborative of Northern Arizona (ECoNA)
- Flagstaff Chamber of Commerce
- Hopi Tribe Economic Council
- Flagstaff Lodging & Restaurant Association
- Native American Council for Community Action
- Navajo Nation Chamber of Commerce
- Navajo Nation Small Business Center
- Northern Arizona University
- Northern Arizona Builders Association
- NAU Center for American Indian Economic Development
- Northern Arizona Board of Realtors
- Sustainable Economic Development Initiative (SEDI)
- Numerous other for-profit and non-profit development and community development groups

## Economic Impact of Native American Tribes

Residents from the Hopi Tribe and Navajo Nation have a direct annual economic impact of over \$200 million in the Flagstaff Region. The residents from the Hualapai, Yavapai-Apache, and Havasupai Tribes also contribute to the Flagstaff region's economy, however data regarding their exact economic impact is not known at this time. With the opening of the Twin Arrows Casino in 2013 by the Navajo Nation it is expected that there will be a positive economic impact on the Flagstaff economy.

**76%** of respondents of the 2010 Community Values Survey either agree or strongly agree with supporting living wages.

## Responsive Government

A responsive government is one that goes beyond providing basic services; it understands the community vision and develops policies and procedures to create a healthy and sustainable business environment. Good government processes lead to transparency and consistent decision making. This is attractive to the businesses of tomorrow looking for a particular quality of life and a predictable business environment. Governing agencies can collaborate with regional economic development partners and use available economic development tools to identify ways to advance strategic investments in infrastructure, encourage private investment, create jobs, and encourage new development and reinvestment. This leads to overall increased community prosperity and economic vitality.

### RESPONSIVE GOVERNMENT GOALS AND POLICIES

#### **Goal ED.1. Create a healthy environment for business by ensuring transparent, expeditious, and predictable government processes.**

Policy ED.1.1. Maintain the commitment by City and County government bodies to establish new public-private partnerships to spur economic development where they are potentially an effective tool.

Policy ED.1.2. Steadily improve access to easily understandable public information.

Policy ED.1.3. Use economic best practices to promote quality and fiscally sound projects.

Policy ED.1.4. Encourage local governments and the surrounding sovereign tribal nations to collaborate on mutually beneficial economic development initiatives.

Policy ED.1.5. Work cooperatively as a region towards developing a redundant telecommunications system.

Policy ED.1.6. Actively recruit diverse representation for all committee vacancies.

Policy ED.1.7. Establish policy and tools to consider the impacts of redevelopment on local residents.





Photo credit: City of Flagstaff

## Education and Workforce Training

Flagstaff boasts a highly educated population (based on 2010 Census data, 39.4 percent of residents hold university degrees, compared to the national average of 24.4 percent). In addition, workforce training is a priority. Regional efforts for education and training should provide for the full range of jobs, including all service industries, high-tech industries, manufacturing, customer service, innovative thinking, creative problem-solving, and entrepreneurship. A high-quality labor force is essential in attracting a new business, as it is a primary factor in determining a new business location as well as a local business' ability to expand. A well-trained, well-compensated, and diversified labor force contributes to a healthy local economy and positive community image.

*For more information about the local workforce, employment, and average wages, please visit [www.ChooseFlagstaff.com](http://www.ChooseFlagstaff.com).*

### Our Schools

**Flagstaff Unified School District No. 1**—The Flagstaff Unified School District (FUSD) encompasses approximately 4,400 square miles that includes the City of Flagstaff and extends northeast to Gray Mountain, south past Stoneman Lake, east past Sunset Crater, and west to Bellemont. The district maintains and operates 12 elementary schools, two middle schools, three high schools, and one alternative school. One school in the planning area, Cromer Elementary School, is outside of the City limits. Leupp Elementary and Middle Schools are outside the planning area.

Student enrollment has been fluctuating slightly in Flagstaff since the mid-1990s with some years showing minor increases and others decreases. The decreases range from 1.1 percent in 1999–2000 to 2.5 percent in 1997–98. A modest increase of 0.5 percent was shown in 1998–99. The decline in enrollment has been attributed to the fact that general population growth from 1990 to 1995 occurred in families with head of household age 45 and above.

### Workforce Training Organizations

- Chamber of Commerce
- City of Flagstaff
- Coconino Community College
- Coconino County Career Center
- College America
- Economic Collaborative of Northern Arizona (ECoNA)
- Flagstaff Unified School District
- Goodwill Industries of Northern Arizona
- Health Care and Allied Health
- Northern Arizona Center for Entrepreneurship and Technology (NACET)
- Northern Arizona University
- Sustainable Economic Development Initiative (SEDI)

### Setting the Bar

In October 2012, The City of Flagstaff declared itself a leader in STEM education. Mayor Jerry Nabours issued a proclamation stating that Flagstaff is a Science, Technology, Engineering, and Mathematics (STEM) community by highlighting the great science and technology businesses and institutions and the excellent STEM activities in Flagstaff schools. The City currently recognizes a STEM Student, Teacher, and Leader of the Year. Moving forward, Flagstaff is initiating a STEM Consortium that will focus on STEM business-school connections and curriculum development. A large highway sign stating “America’s First STEM Community” was also unveiled, and will be one of three that greet visitors coming into Flagstaff.

### Kinlani Dorm [Flagstaff Border Town Dormitory]

In 1958, the dormitories constructed by the U.S. Forestry department for employees began to house students of Marshall Elementary, Flagstaff Junior High, and Flagstaff High Schools. Eventually, this housing became exclusively for students of Flagstaff High School, and most of the students represent the Navajo tribe.

### Flagstaff Schools

Public Elementary Schools	Enrollment (2012-2013)
Cromer (outside city limits)	716
De Miguel	678
Killip	466
Kinsey	389
Knoles	620
Leupp Public School	114
Marshall Elementary Magnet School	576
Puente de Hozho Bilingual Magnet School	373
Sechrist	483
Thomas	484
Subtotal	4,899
Public Middle Schools	
Alpine Leadership Academy - Mt. Elden	796
Sinagua Middle School	928
Subtotal	1,742
Public High Schools	
Coconino	1,366
Flagstaff	1,489
Summit (accreditation pending)	129
Subtotal	2,984
TOTAL	9,607
Charter Schools	
BASIS School	
Flagstaff Arts and Leadership Academy (FALA)	
Flagstaff Junior Academy	
Montessori Schools of Flagstaff	
Mountain Elementary School	
Northland Preparatory Academy	
Pine Forest School	
Star Charter School	

SOURCE: FUSD, February 2012

Although overall district enrollment figures are down slightly, some schools are experiencing growth. The district currently has no plans to construct any new schools but is watching the enrollment on the west side. Some consideration has been given to acquiring property near Doney Park for a middle school. Additionally, the district may review and revise school boundaries to alleviate overcrowding.

**Private and Charter Schools** — There are 10 elementary, four elementary/middle, and three high school-level private and charter schools in the Flagstaff area. Charter schools are public schools that are not part of the FUSD, but are funded by the state. The emergence of charter schools has also contributed to the drop in FUSD enrollment.

## Higher Education

**Northern Arizona University** — Governed by the Arizona Board of Regents, Northern Arizona University is a comprehensive public university located in the heart of Flagstaff. It comprises 730 acres at its Flagstaff campus. Approximately 384 acres are fully developed with the remainder, undeveloped, in primarily ponderosa pine forest.

At the Flagstaff campus, the total number of students enrolled in fall 2013 (undergraduate and graduate) was 19,320. Although the school has no immediate plans for expansion into undeveloped areas, a partnership with Coconino Community College has led to dedication of 40 acres for a new college campus. An infill strategy continues to dominate the plans for any new facilities. The Arizona Rural Policy Institute reports that NAU's economic impact in Coconino County in FY 2010 totaled \$644 million. Direct employment associated with NAU in Coconino County accounts for 10.1 percent of total employment in the County.

**Coconino Community College** — Coconino Community College (CCC) is a campus institution with an enrollment of approximately 10,000 students per year with three main campuses: the Flagstaff Lone Tree Campus and District Offices, Flagstaff Fourth Street Campus and Technology Center along with the Flagstaff Medical Center Institute for Nursing Education, and the Page/Lake Powell Campus and Navajo Generating Station Technology Center. CCC also offers classes in Fredonia, Grand Canyon/Tusayan, Tuba City, and Williams. The Arizona Rural Policy Institute reports that CCC contributes approximately \$167 million annually to the economy of the Flagstaff region.

The college currently supports a commuting student population and is not intended to become a residential facility or to develop athletic programs.

**College America** — College America, a private non-profit institution was established in 1964 and acquired a location in Flagstaff in 2001. The college was formerly known as Northern Arizona College of Health Careers. College America is accredited by the Accrediting Commission of Career Schools and Colleges and offers Associates, Bachelors and Masters degrees in the healthcare, business, information technology and graphic arts fields.

High-quality educational opportunities at all levels are essential to sustain a healthy, diverse economy. As quality employers and employees demand high-quality K-12 / pre-school through university education for their children and future workforce, the region's educational institutions are incorporating the STEM Initiative, making Flagstaff America's first self-appointed STEM community. Our regional education partners can build on this success.

### EDUCATION AND WORKFORCE TRAINING GOALS AND POLICIES

#### **Goal ED.2. Support and encourage an excellent educational system that promotes critical thinking and job training programs at all levels.**

Policy ED.2.1. As industry sectors emerge and grow, encourage regional workforce development partners to take a proactive role by preparing the local labor force for current and future workforce needs.

Policy ED.2.2. Support collaborative workforce training efforts by secondary schools, Coconino Community College, Northern Arizona University, and regional economic development partners.

Policy ED.2.3. Encourage efforts to provide a full range of high-quality educational opportunities for life-long learning for all residents.

Policy ED.2.4. Promote science, technology, engineering, mathematics, liberal arts, and entrepreneurship education at all levels.



## Business Retention, Expansion, and Entrepreneurship

The Flagstaff region is home to businesses with healthy national and international markets, providing thousands of jobs to the community. Equally important, over 55 percent of the region's businesses are independent owner-operated businesses. In addition, 25 percent of all households have the propensity of building a home-based business. Flagstaff's diverse businesses are essential to the region's economy, providing jobs for economic stability, opportunities for youth, and opportunities for innovation and research. Small businesses are often the output of great entrepreneurial ideas, retaining and expanding these innovation companies is paramount to Flagstaff's economic health and resilience. Manufacturing, healthcare, education, tourism, research and development, arts and culture forestry, agriculture, and utilities all contribute to the economic health of the region.

Examples of Flagstaff's Largest Employers		
<b>Manufacturing</b> <ul style="list-style-type: none"> <li>- IML Manufacturing</li> <li>- Joy Cone</li> <li>- Nestle-Purina</li> <li>- Prent Thermoforming</li> <li>- W.L. Gore &amp; Associates</li> </ul>	<b>Research</b> <ul style="list-style-type: none"> <li>- Lowell Observatory</li> <li>- Naval Observatory</li> <li>- Northern Arizona University</li> <li>- Machine Solutions</li> <li>- TGen North</li> <li>- United States Geological Survey</li> </ul>	<b>Public</b> <ul style="list-style-type: none"> <li>- AZ Department of Transportation</li> <li>- City of Flagstaff</li> <li>- Coconino Community College</li> <li>- Coconino County</li> <li>- Flagstaff Unified School District</li> <li>- Northern Arizona University</li> <li>- United States Forest Service</li> </ul>
<b>Tourism</b> <ul style="list-style-type: none"> <li>- Little America</li> <li>- Pulliam Airport</li> <li>- Snowbowl</li> </ul>	<b>Healthcare</b> <ul style="list-style-type: none"> <li>- Flagstaff Medical Center</li> <li>- North Country</li> </ul>	

For more information about employers in the Flagstaff area, please visit: [www.ChooseFlagstaff.com](http://www.ChooseFlagstaff.com)

### BUSINESS RETENTION, EXPANSION, AND ENTREPRENEURSHIP GOALS AND POLICIES



#### **Goal ED.3. Regional economic development partners support the start-up, retention, and expansion of existing business enterprises.**

Policy ED.3.1. Encourage regional economic development partners to continue proactive programs to foster the retention and expansion of existing enterprises and home-based businesses in the community.

Policy ED.3.2. Strengthen the arts, culture, and education sectors as important economic drivers in the community.

Policy ED.3.3. Support plans, programs, and capital expenditures to stimulate the investment of private capital in existing commercial areas for all industry sectors.

Policy ED.3.4. Take advantage of federal, state, and local incentives available for business retention and expansion efforts.

Policy ED.3.5. Advocate the economic sustainability and growth of businesses with opportunities for transitional commercial space, leased space, and property ownership.

Policy ED.3.6. Foster entrepreneurialism and start-up businesses with incubator and accelerator programs in sectors that demonstrate considerable growth potential.

Policy ED.3.7. Support and encourage regional agriculture.

Policy ED.3.8. Protect existing business and industrial land uses from encroachment and allow for their expansion.

Policy ED.3.9. Develop infrastructure so that the community has access to high-speed internet and telecommunications.

## Business Attraction

The Flagstaff region emphasizes a diverse local economy, welcoming all industry sectors to help create a strong economic base. Strategic recruitment of industry sectors will expand and diversify the economic base, benefiting the community as a whole. Economic development partners are encouraged to work together to develop and manage a strong, singular marketing message. Public private partnerships are needed to invest in the necessary infrastructure. Attraction efforts should focus on high-skill, high-wage-jobs as evidenced in Flagstaff's current growth sectors and emerging technologies.

**78%** of residents either agree or strongly agree that new businesses are essential for economic stability.

- 2010 Community Values Survey



Photo credit: W.L. Gore



Photo credit: NAU

### BUSINESS ATTRACTION GOALS AND POLICIES



#### **Goal ED.4. Support efforts to recruit diverse new businesses and industries compatible with the region.**

Policy ED.4.1. Publicize all developable property, with property owner's consent, within the region with an understanding of infrastructure needs and applicable development standards.

Policy ED.4.2. Promote variety and flexibility in land use and development options within the urban growth boundary.

Policy ED.4.3. Facilitate regional economic development by participating in cooperative ventures throughout the northern Arizona region.

Policy ED.4.4. Identify and support community resources that assist new businesses, such as workforce development, marketing, building processes, venture capital, financing, and management.

Policy ED.4.5. In an effort to promote the sustainability of resources, the City will encourage all new and expanded commercial and industrial development to be energy and water efficient.

Policy ED.4.6. Encourage development of specific area plans for targeted industrial, and business park land, which have been identified as major employment centers in the *Flagstaff Regional Plan*.

Policy ED.4.7. When planning for future growth, consider tribal, cultural, and natural resources in balance with community needs.

Policy ED.4.8. Support and encourage Native American heritage and culture as contributors to the region's economy.

*Refer to Chapter VIII - Community Character Goal CC.6. and Chapter XIV - Economic Development Policy ED.6.3.*

## Flagstaff Pulliam Airport

The Pulliam Airport is located on 795 acres on the southwest side of the City, just off I-17 with a traffic interchange, at an elevation of 7,011 feet above sea level. The airport was constructed in 1949 on United States Forest Service land deeded to the City through the Federal Airport Act. The federal government structured the land deed around the airport to support sustainable revenue streams, which are to support airport facilities and operations. Thus, land leasing and appropriate land use are important elements to future planning efforts for an Airport Business Park. An existing Pulliam Airport Master Plan governs the operations of the airport, with federal airport regulations and guidelines for airport expansion and growth. An Airport Business Park Plan (as an Activity Center) would guide and encourage appropriate use, infrastructure for business growth, and gateway opportunities outside of and around the actual airport land. The City and privately-owned land surrounding the airport is currently zoned for industrial uses, and could support approximately 11 million square feet of commercial/business development.



*Photo credit: City of Flagstaff*

## PULLIAM AIRPORT GOALS AND POLICIES

**Goal ED. 5. The Pulliam Airport will continue to serve the Northern Arizona region for air transportation, multimodal connectivity and business growth potential.**

Policy ED.5.1. Develop an Airport Business Park Specific Plan, outlining potential for connectivity, business and light industrial growth, and gateway opportunities.

Policy ED.5.2. Provide a clear process for becoming a business park lessee.



## Tourism

Flagstaff prospers from its proximity to all the cultural and natural wonders of our region, including national parks, Route 66, Ponderosa pine forest, and tribal lands. These factors have led to healthy growth in our economy, with over four million visitors coming through Flagstaff each year. It is in our shared interest to increase tourism by offering a wider range of activities and attractions, along with the necessary amenities to support them. Expanding opportunities in eco-tourism, adventure tourism, and heritage tourism have great potential to increase the existing visitor base. Northern Arizona's extensive trail systems and high altitude are prime conditions for hosting special athletic events and establishing athletic training facilities for both domestic and international athletes. Furthermore, continued development of seasonal recreation activities strengthens year-round visitation to the Flagstaff area. Our International Dark Sky designation is another unique attraction with possibilities for educational- and science-based tourism activities. Continued efforts to evolve downtown amenities, special events programming, area attractions, and access among different modes of travel will contribute to a heightened travel experience, resulting in greater economic prosperity for Flagstaff and the region.



*Photo by: City of Flagstaff*

## TOURISM GOALS AND POLICIES



**Goal ED. 6. Tourism will continue to provide a year-round revenue source for the community, while expanding specialized tourist resources and activities.**

Policy ED.6.1 Support and promote the diversification and specialization of the tourism sector, with heritage-, eco-, and adventure-tourism.

Policy ED.6.2. Encourage cultural tourism with the advancement of heritage sites and special events.

Policy ED.6.3. Continue to advance high-altitude athletic training and “extreme sport” events and programs.

Policy ED.6.4. Encourage business education about the importance of tourism and its positive impacts on our region.

*Refer to Chapter VIII - Community Character Goal CC.6*

## Community Character

Visitors, employees, and businesses are attracted to a community that values its surrounding natural beauty, unique cultural heritage, and built environment. The image presented by a community can determine the location decision of a new or relocating business. Existing businesses are more likely to expand and reinvest in a community with a positive self image and a strong sense of civic pride. Cities that invest in beautiful streets, public spaces, and architecture, and focus on maintaining the natural and built environment foster and encourage private investment.

## COMMUNITY CHARACTER GOALS AND POLICIES



**Goal ED.7. Continue to promote and enhance Flagstaff’s unique sense of place as an economic development driver.**

Policy ED.7.1. Support planning, design, and development that positively, creatively, and flexibly contribute to the community image.

Policy ED.7.2. Coordinate community branding to effectively position the region for global marketing.

Policy ED.7.3. Leverage the region’s assets of history, culture, and natural environment, as well as educational and scientific facilities, as an economic development tool.

Policy ED.7.4. Invest in attractive community gateways, main corridors, and public spaces to draw the business and workforce the region desires.

Policy ED.7.5. Develop urban infrastructure that supports revitalization and redevelopment.

Policy ED.7.6. Support southwest culture in the visual and performing arts, including for example, an annual Native American Pow-Wow.

## Activity Centers

As discussed in Chapter IX – Growth Areas & Land Use, this Plan identifies current and future activity centers in the Flagstaff region, which are designated for industrial uses, industrial parks, business parks, intermodal facilities, mixed-use developments, collaborative business incubators, and employment centers. These areas are important in the context of economic development because they will focus public investment for the needed infrastructure and connectivity. Understanding how activity centers currently exist, what the potential market supports, what the potential density might be, and what infrastructure is needed to make this happen will help stakeholders, decision makers, developers, and businesses work in concert to collaboratively invest in the region's concentrated centers of activity.



Photo Credit: City of Flagstaff

### ACTIVITY CENTERS GOALS AND POLICIES

**Goal ED.8. Promote the continued physical and economic viability of the region's commercial districts by focusing investment on existing and new activity centers.**



## Redevelopment and Infill

Redevelopment and infill are forms of reinvestment in the community, which is discussed specifically in this Plan in Chapter IX – Growth Areas and Land Use. These activities contribute to economic development because they can bring increased development opportunities, economic stability, and tax base, while reducing blight, infrastructure expenses, and sprawl. Major redevelopment projects can restore economic viability to vacant and underutilized areas of the region.

### REDEVELOPMENT AND INFILL GOALS AND POLICIES

**Goal ED.9. Promote redevelopment and infill as a well-established means to accomplish a variety of community economic, planning, and environmental goals.**

*Refer to Chapter IX - Growth Areas & Land Use, pp. IX-18 through IX-25 for reinvestment goals, policies, and tools.*



# RECREATION



The Flagstaff region prides itself as being one of the best “quality of life” communities in the nation, in part due to abundant indoor and outdoor [recreational](#) opportunities, all of which contribute greatly to the community’s public health. The Flagstaff region has numerous public and privately developed recreational facilities and innumerable outdoor resources for passive and active recreation, including City and County parks and recreational facilities, Arizona state parks, federal forest land, school playgrounds and playfields, golf courses, private neighborhood parks, and a privately run ski area on federal land. In addition, the region has, and is developing a regional trail system, and bicycle routes. Many local, state, and federal roadways are designated scenic drives. Parks, recreational opportunities, and open space are vital parts of the community’s “green infrastructure” as well as the social infrastructure that helps define the unique character of the region. Support for recreation improvements, park redevelopment, and new park development projects by local governments is demonstrated in Coconino County’s *Organizational Master Plan* (2009) and the City of Flagstaff’s *Comprehensive Parks and Recreation Organizational Master Plan* (2012). These policy documents provide key priorities and recommended strategies for investing citizen-approved tax-revenues for recreational facilities.

In addition to developed recreational facilities, the region has significant open space available for recreational purposes. Designing parks and recreation facilities adjacent to these areas provides the opportunity to establish gateways into open space areas. In designated open space areas, it is the intent to plan for open space with conservation values compatible with active parks and trails while protecting land.

## Inside this Chapter:

Where Are Our Recreational Facilities?	XV-3
Development of Recreational Areas	XV-5



Photo by: Dahlia Stack

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## Our Vision for the Future

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In 2030, all residents and visitors have easy access to recreational opportunities, which have increased with creative financing and partnerships.

“Running in Buffalo Park, especially after a light rain. You can smell that dirt smell. You can sense the grass and flowers sucking in the nourishment. Running slow, all alone, you feel a part of the rocks and flowers and grass and wetness.”

- David O. Ortiz, “The View From Here: Contemporary Essays by Flagstaff Authors”

## County Facilities

Coconino County has worked hard to provide, and the public has agreed to help pay for, enhanced outdoor recreational opportunities. The 2009 *Parks and Recreation Organizational Master Plan* highlights maintained and improved existing facilities, upgrades to increase capacity, a focus on large parks devoted to natural areas, open spaces, corridor trails, passive recreation, nature education/adventure camps, and special events. As local County communities agree to participate in fundraising, operation, and facility development, additional parks will be added.

### Coconino County Parks and Recreation Facilities within FMPO Boundaries

#### Community Parks

Peaks View Park	27 acres
Raymond Peak	12.5 acres
Sawmill Multi-cultural Art and Nature Center	2 acres

#### City-Wide Regional Parks

Fort Tuthill	413 acres
Pumphouse County Natural Area	115.2 acres
Rogers Lake Natural Area	2,250 acres

#### Recreation Facilities

- Fort Tuthill
- Fairgrounds, racetrack, equestrian facilities
  - Amphitheater, campground, Military museum

SOURCE: <http://www.fs.fed.us/r3/coconino/recreation/index.shtml>

## Arizona State Parks

Riordan Mansion State Historic Park is located within the City of Flagstaff and is the only operating State Park facility within the *Flagstaff Regional Plan* area. This historic structure of exemplary northern Arizona architecture, circa 1904, provides tours and event space.



Photo credit: Riordan Mansion State Historic Park

## Where Are Our Recreational Facilities?

Numerous parks and recreation facilities exist throughout the Flagstaff region, including City and County parks and recreational facilities, Arizona state parks, and federal forest land.

### City Facilities

As the population of Flagstaff has grown, so has the desire to enhance both the quantity and quality of recreation opportunities within the community. Through the 2011 *Parks and Recreation Organizational Master Plan* process, public opinion stressed quality and maintenance of facilities, as well as increased arts and cultural opportunities. The FUTS is a fundamental part of the region's green infrastructure, one fully supported by the community, that weaves together the City and County parks, recreational facilities, open spaces, and federal recreational lands. To locate these amenities, refer to Map 28 in Chapter XII - Public Buildings, Services, Facilities, & Safety.



Photo by: Brittany Proctor

#### City of Flagstaff Parks and Recreation Facilities

##### Neighborhood Parks Acreage

Arroyo Park	8 acres
Bow and Arrow Park	3 acres
Cheshire Park	4.4 acres
Coconino Park	.25 acres
Colton Park	.75 acres
Guadalupe Park	.75 acres
Heritage Square	.25 acres
Joel Montalvo Park	2.1 acres
McMillan Mesa Park**	2.5 acres
Mobile Haven Park	1.8 acres
Old Town Springs Park	.2 acres
Plaza Vieja Park	.25 acres
Ponderosa Park	2.5 acres
Smokerise Park	.75 acres
University Highlands Park	.9 acres
Mountain View Park	1.3 acres
Wheeler Park	2.5 acres

##### Community Partnership Recreation Facilities

Murdoch Center (Dunbar Elementary School)  
FUSD Playing Fields\*\* (Killip, Christensen, Sechrist, MEMS and Thomas – 18 acres of turf and 3 basketball courts)  
Cogdill Recreation Center  
Theatrikos Theater

##### Community Parks

Bushmaster Park	20 acres
Foxglenn Park**	28.3 acres
McPherson Park	40.3 acres

##### City-Wide Regional Parks

Buffalo Park	215 acres
Continental Park	105 acres
Thorpe Park**	219 acres

##### Recreation Facilities

Aquaplex – recreation, exercise and leisure pool \*\*

Thorpe Park Community and Senior Center \*\*

Flagstaff Recreation Center

Jay Lively Ice Rink \*\*

BMX Bicycle Park \*\*

**76%** of residents are quite positive (either agreeing or strongly agreeing) with trails for hiking or biking.

- 2010 Community Values Survey

\* These facilities total approximately 709 acres and 53 miles of FUTS trails.

\*\* New/additional/updated park or recreational facility added since the 2001 Regional Plan.

# Coconino National Forest

The Flagstaff Ranger District of the Coconino National Forest offers numerous recreation opportunities within the Flagstaff region, including campgrounds, cabins, hiking and horseback riding trails, wilderness areas with remarkable geological features, scenic drives, water play, and various snowplay opportunities. National Forest land surrounding the urban community is vulnerable to short-term closures due to fire danger, wildfires, and seasonal road closures from heavy snow or exceedingly wet weather.

Coconino National Forest Recreation Facilities within FMPO Boundaries		
National Parks		Wilderness Area
Sunset Crater		Kachina Peaks
Wuapatki		
Walnut Canyon		Special Activities
		Elden Pueblo – archaeological site
		Lava River Cave
		Cinder Hills OHV Area
Campgrounds		
Bonito		
Little Elden		
Lockett Meadow		Boating / Fishing
O’Leary		Ashurst Lake
Ashurst Lake		Lower and Upper Lake Mary
Canyon Vista		Marshall Lake
Dairy Springs		Mormon Lake (just outside FMPO Boundary)
Kinnikinick		
Lakeview		
Pinegrove		Snowplay Opportunities
Scenic Drives		Flagstaff Nordic Center
Around the Peaks Loop	44 miles	Snowbowl Ski Area
Schultz Pass Road	26 miles	Peakview
Snowbowl Road	15 miles	Wing Mountain
		Kendrick Snowmobile Trail System (just outside FMPO Boundary)
		Mormon Lake Ski Touring/ Snowmobile Trail System (just outside FMPO Boundary)

SOURCE: <http://www.fs.fed.us/r3/coconino/recreation/index.shtml>

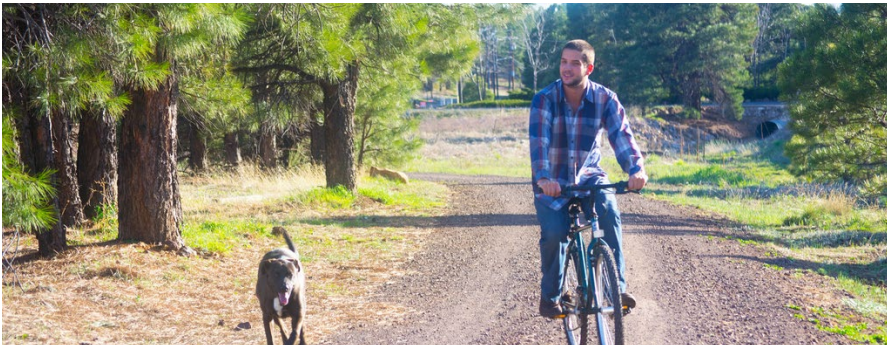


Photo by: Sandra Surkow

## Development of Recreation Areas

Residents are generally positive about existing recreational facilities within the region.

- 2010 Community Values Survey



Photo by: Samantha Balsino

As the region's population grows, recreational opportunities must increase to maintain or improve recreational levels of service. Measurable standards to ascertain whether or not recreational levels of service are being met are determined by a combined matrix of acreage, amenities, quality of facilities, and demand. Playgrounds, sport fields and courts, ramadas, restrooms, and other amenities need to be provided in numbers relative to the population. Open space, hiking, camping, boating, and snowplay opportunities are available within the region, and help provide the region's high quality of life as well as economic potential. Each jurisdiction within the region establishes its own desired level of service. Careful consideration and planning must ensure that existing and future park acreages provide a full range of amenities, and that all jurisdictions' services complement and enhance each other. The separate jurisdictions' master plans guide the number of parks, type of parks, and location of parks by land availability, funding resources, development patterns, existing development, and identified deficiencies within a given area.

### ***Coconino County Parks and Recreation Organizational Master Plan:***

In 2009, the Coconino County Board of Supervisors approved the Coconino County Parks and Recreation Department's *Organizational Master Plan*, which "establishes goals, policies, and strategies to reposition the department to provide a wider range of outdoor programs and services to a wider range of citizens. Goals to be addressed through 2019 are facility management, repair and replacement; financial and budgetary management; strategic growth; and new programs and facilities."

Three fundamental directions were established in the master plan process:

1. Maintain and improve existing facilities, including capital repair and replacement, and upgrades to expand capacity or generate additional revenues for parks.
2. Focus on large parks devoted to natural areas, open spaces, corridor trails, passive recreation, nature education/adventure camps, and special events.
3. Develop additional County parks in local communities that agree to participate in fund raising, operation, and facility maintenance."

### ***City of Flagstaff Parks and Recreation Organizational Master Plan:***

The City of Flagstaff updated its *Parks and Recreation Organizational Master Plan* in 2012, the objectives of which were to represent the community; represent Flagstaff's unique character; be fiscally sound, forward-thinking, and accessible; integrate with other plans and planning efforts; and be sustainable. The Plan emphasizes parks and recreation facilities as part of the community's "green Infrastructure."

## Snowplay

An ongoing discussion with the private and public sector, snowplay is a major outdoor recreation activity for residents and visitors as well as an economic income source for the community. Collaborative efforts between the County, City, U.S. Forest Service, and private recreation and service providers have produced a number of initiatives. For example, ski buses are available for Northern Arizona University students and there is potential for a park-and-ride service to alleviate some snowplay traffic congestion. In addition to the existing Wing Mountain, Crowley Pit, Peak View, and Walker Lake, all north of the City of Flagstaff, other non-skiing snow play options have been developed. Fort Tuthill County Park established a snowplay area in 2010 that includes a “kiddie” sled hill, cross-country ski trail, snowshoe trail, and open space for passive snow play. It is located southwest of the City limits off of I-17. Other central locations are being considered within the City of Flagstaff to provide safe snowplay for families. Snowplay areas also need to include restrooms, trash and recycling cans, and refreshment amenities. Creating robust multi-season recreation opportunities furthers many other *Flagstaff Regional Plan* goals.

**73%** of residents strongly believe that snow play areas are needed within the City.

- 2010 Community Values Survey



Photo credit: Flagstaff Convention & Visitor's Bureau

## RECREATION GOALS AND POLICIES

### **Goal REC.1. Maintain and grow the region's healthy system of convenient and accessible parks, recreation facilities, and trails.**



Policy Rec.1.1. Integrate active and passive recreational sites within walking distance throughout the region to promote a healthy community for all City and County residents and visitors.

Policy Rec.1.2. Promote public and private partnerships to offer parks, recreation facilities, and resources.

Policy Rec.1.3. Coordinate City, County, and Forest Service recreational planning to best serve the community.

Policy Rec.1.4. Design new or updated public facilities to include parks, open space, and/or recreational opportunities where feasible.

Policy Rec.1.5. Incorporate sustainable building and maintenance technologies and universal design into parks and recreation facilities.



# GLOSSARY

**A.R.S.** - Arizona Revised Statutes

**Acre-foot** - the volume of 1 acre of surface area to a depth of 1 foot. In Flagstaff and other areas of the desert Southwest, a typical family uses about 0.25 acre-feet of water per year, and therefore 1 acre-foot of water serves about four homes in Flagstaff for a year.

**Activity Centers** - mixed-use centers that vary by scale and activity mix depending on location. They include commercial, retail, offices, residential, shared parking, and public spaces. This plan identifies existing and potentially new activity centers throughout the planning area, including urban, suburban, and rural centers.

**ADA** - Americans with Disabilities Act.

**Adaptive Re-use** - fixing up and remodeling a building or space, adapting the building or space to fit a new use.

**Adequate Public Facilities** - the public facilities and services necessary to maintain an adopted level of service standards in specific geographic areas for various facilities, including but not limited to streets, park and recreation facilities, water and sewer service, storm drainage, and fire and police protection.

**Administrative Facilities** - typically thought of office space, housing offices, conference rooms, training rooms, reception areas, copy and break areas, filing, storage, and workstations. Administrative space is approximately 60 to 70 percent offices/workstations and 30 to 40 percent common/support space.

**ADOT** - Arizona Department of Transportation.

**Agricultural Lands** – are lands used primarily for raising crops, forage and livestock, and community gardens.

**Airport** - An area of land or water that is designed or set aside for the landing and taking off of aircraft, including those for private use and those used by ultra-light aircraft. Flagstaff's municipal airport is the Flagstaff Pulliam Airport.

**Appropriate Locations (for land uses)** - areas that are determined to be appropriate for a particular type of land use or activity, as typically measured by compatibility of land use; appropriate levels of impact, such as may result from noise, lighting, or other environmental effects.

**Arterial Street** - larger road or highway purposed to carry longer trips across the region and to other regions.

**“Big Box” Development** – developments over 50,000 square feet; usually national chain commercial retail stores with large parking lots.

**Bonding** – approved municipal bonds are interest-bearing securities that are issued for the purpose of financing local infrastructure improvements. Repayment periods from a few months to 40 years allows the issuer to pay for capital projects it cannot pay for immediately with funds on hand.

**Building** - a roofed structure built, maintained, or intended to be used for the shelter or enclosure of persons, animals, or property of any kind. The term is inclusive of any part thereof. Where independent units with separate entrances are divided by party walls, each unit is a building.

**CAC** - Citizens Advisory Committee (for the Regional Plan update).

**Civic Activities** - Not-for-profit or governmental activities dedicated to arts, culture, education, recreation, government, transit, and municipal parking.

**Civic Building** - a building operated by governmental or not-for-profit organizations and civic-related uses.

**Civic Space** - an outdoor area dedicated for public activities.

**Cluster Development** – a practice of low-impact development that groups residential properties closer together, which can be a means of preserving rural resources and minimizing service and utility costs as well as maximizing protection of natural resources and open space.

**Collector Street** - a street purposed with collecting traffic from surrounding local roads, often within a neighborhood or district, and delivering to an arterial street.

**Commercial Cores** – the center of every activity center has a commercial core, allowing and encouraging commercial, institutional, high-density residential and mixed-use development, transit opportunities and encouraging pedestrian-oriented design.

**Community Facilities** - public or privately owned facilities used by the public (e.g., streets, schools, libraries, parks) and facilities owned by nonprofit private agencies (e.g., churches, safe houses, and neighborhood associations).

**Community Vitality** - the overall well-being of residents in a community.

**Commuter [Bus] Route** - a fixed bus route running only during peak commuter times, usually in the morning and evening.

**Compact Development** - development that uses land efficiently through creative and intensive site, neighborhood, and district design.

**Complete Streets** - streets, roadways, and highways that are designed to safely and attractively accommodate all transportation users (drivers, bus riders, pedestrians, and bicyclists). Travelers of all ages and abilities can safely move along and across a complete street.

**Conical Surface** - the area extending outward from the periphery of the horizontal surface for a distance of 4,000 feet. Height limitations for structures in the conical surface area are 150 feet above airport height at the inner boundary and increase 1 foot vertically for every 20 feet horizontally to a height of 350 feet above airport height at the outer boundary.

**Conservation Land System** - A Conservation Land System is an integrated system of public land (in this case City and County lands, linked to National Forest lands by trails) intended for the benefit of residents, and visitors, providing passive and active recreation, natural and scenic areas, non-motorized trails (FUTS), and cultural and historical

preservation. Conservation can be achieved through a variety of means, including but not limited to acquisition, conservation easement, transfer of development rights, intergovernmental agreements or conservation agreements.

**Context (or Contextual Development)** - refers to the significant development, or resources, of the property itself, the surrounding properties, and the neighborhood. Development is contextual if it is designed to complement the surrounding significant visual and physical characteristics; is cohesive and visually unobtrusive in terms of scale, texture, and continuity; and if it maintains the overall patterns of development. Compatibility utilizes the basic design principles of composition, rhythm, emphasis, transition, simplicity, and balance of the design with the surrounding environment.

**Context Sensitive Solution (CSS)** - a way of designing and building transportation facilities and infrastructure to seamlessly reflect and minimize impacts on adjacent land uses and environmentally sensitive areas. A CSS project complements its physical and natural setting while maintaining safety and mobility.

**Cultural Resources** - aspects of a cultural system that are valued by or significantly representative or informative of a culture, and generally referring to archaeological resources and the histories surrounding these cultures.

**Density** - the amount of development within a given area, usually expressed in dwelling units, population, or employment per acre or square mile.

**Design Standards** - standards and regulations pertaining to the physical development of a site including requirements pertaining to yards, heights, lot area, fences, walls, landscaping area, access, parking, signs, setbacks, and other physical requirements.

**Design Traditions of Flagstaff** – a term that generally refers to the built architectural and engineering works that predate World War II, that were vernacular, small-scale, simple in form, practical, and built from locally available materials, even in downtown where the builders were emulating the facades of other regions. Buildings of this era are generally dominated by masonry construction (including its inherent historic proportions and details), limited concrete, wood and heavy timber, and ironworks. The level of design refinement tended towards more rustic in the outlying areas and more formal closer to downtown. Outside influences included farmhouse, Victorian, and Craftsman home designs, Midwestern downtowns, the railroad industry, and “parkitecture.” Notably, this term does not refer to specific architectural styles, but rather to more timeless ways of building that are equally applicable to new architecture and engineering.

**Development** - the carrying out of any building activity, the making of any material change in the use or appearance of any structure or land, or the dividing of land into parcels by any property owner. When appropriate to the context, development refers to the act of development or to the result of development within the City.

**Disaster Preparedness Shelter** - structure(s) used during such instances where there is an imminent loss to sleeping areas identified through a declaration of threat, disaster, or emergency by means of a natural disaster, or other identified community threat. The shelter may or may not have food preparation or shower facilities.

**Diverse Neighborhoods** – include a mix of uses, with various housing types near or mixed in with restaurants, shops, grocers, banks, hair salons, coffee shops, day care centers, fitness studios, and law, dental, and insurance offices. In these type of neighborhoods, residents can find more products and services close by, and it creates potential for employment, walking, biking, and less driving. A mix of housing types means more people can work close to home. As Flagstaff’s new development and redevelopment potential mature, the community envisions more diverse neighborhoods.

**Effluent** - wastewater (treated or untreated) that flows out of a treatment plant, sewer, or industrial outfall. In the context of wastewater treatment plants, effluent that has been treated is sometimes called secondary effluent, or treated effluent.

**Emergency Services** - services to the public for emergencies and related buildings or garages (e.g., ambulance, fire, police, and rescue).

**Emergency Shelter** - a type of homeless shelter that provides temporary housing on a first-come, first-served basis where clients must leave in the morning and have no guaranteed bed for the next night or provide beds for a specific period of time, regardless of whether or not clients leave the building. Facilities that provide temporary shelter during extremely cold weather (such as churches) are also included.

**Employment Center** - an activity center with mixed-use; research and development offices; medical offices; office space; business park; retail, restaurant, and tourism center; light-industrial; heavy-industrial; live-work spaces; and home-based businesses.

**Environmentally Sensitive Lands** – include floodplains, riparian areas, wetlands, seeps and springs, and steep slopes. These areas contain critical resources and require special consideration in the development design and review process.

**ESRI** - Environmental Systems Research Institute.

**Fair and Proportionate** – required by state law, municipalities must identify various funding and financing mechanisms that may be used to finance additional public services and infrastructure necessary, beneficial, and useful to serve new development. These services bear a fair and proportionate relationship to the burden imposed upon the community by new development, including redevelopment, and the development's fair share of those costs.

**Financial System** - how public revenues and expenditures are managed, including planning for future needs.

**Floodplain** - any areas in a watercourse that have been or may be covered partially or wholly by floodwater from a 100-year flood.

**FMPO** - Flagstaff Metropolitan Planning Organization.

**Forb** - is a herbaceous flowering plant that is not a grass. The term is used in biology and in vegetation ecology, especially in relation to grasslands and forest understory.

**FUTS** - Flagstaff Urban Trails System.

**Gentrification** - is a shift in an urban community towards wealthier residents and/or businesses and increasing property values, often at the expense of the poorer residents of the community. This is a result of the process of renewal and rebuilding.

**GIS** - a Geographic Information System (GIS) designed to capture, store, manipulate, analyze, manage, and present geographical data to reveal relationships, patterns, and trends. Government Offices - include governmental office buildings and grounds.

**Governmental Service and Maintenance Facilities** - support the maintenance and servicing activities of government-owned land, property, and buildings.

**Graywater** - wastewater from household baths, showers, sinks, and washing machines that is recycled, especially for use in gardening or for flushing toilets.

**Great Streets** – streets designed to take into account their entire three-dimensional visual corridor, including the public realm and adjacent land uses. Great streets are “complete” streets, meaning they service and take into account all users — not just motor vehicles, and serve as interesting, lively, and attractive community spaces.

**Greenfield Development** - when previously undeveloped land is developed, this is known as a “greenfield development,” and it can often be the best examples of sustainability principles in action. Across the country, there are new Greenfield developments that incorporate sustainable programs and technologies, including lifecycle housing, complete streets, parks and open spaces, integrated retail and office, energy-efficient buildings, innovative rainwater and stormwater facilities, sidewalks and trails, and other features. Private lands within the city and county hold entitlements for development.

**Green Infrastructure** - An interconnected network of waterways, wetlands, woodlands, wildlife habitats, and other natural areas of county-wide significance.

**Heritage Resources** - an inclusive term of cultural and historic resources, enveloping historic buildings, a historic building’s setting, as well as paleontological and archaeological resources, including all of the cultures of aboriginal peoples and western civilization, and including natural features and landscapes of significant uniqueness to an area. The term is more consistent with international standards and definitions. In the United States, the term “Heritage Resource” is technically interchangeable with the term “Cultural Resource.”

**Historic and Cultural Areas** - are lands that contain significant historic or cultural resources

**Historic Development** - includes buildings, roads, signage, lighting, and landscaping.

**Historic Resources** - alone, this term technically refers specifically to western culture and specifically to buildings.

**Human-Caused Hazards** - hazards resulting from human developments or activities such as faulty construction; poor site layout; improper location of land uses; airport approaches or high noise areas; over-pumping of groundwater; or use, storage, or disposal of explosive, flammable, toxic, or other dangerous materials or crime. These hazards may pose a threat to life and property and may necessitate costly public improvements.

**Infill** - occurs when new buildings are built on vacant parcels within city service boundaries and surrounded by existing development.

**Infrastructure** - includes but is not limited to sewer lines, water lines, reclaimed water lines, roads, intersections, sidewalks, FUTS, landscaping in the right-of-way, gateways, housing, green infrastructure, public art, and in some cases may include utilities such as electric power, data, natural gas, cable television, and telephone.

**Invasive Species** - a species that spreads and establishes over large areas and persists. Some native plants can be considered invasive in certain circumstances. The national Invasive Species Council defines invasive species as a species that is: (1) non-native (or alien) to the ecosystem under consideration; and (2) whose introduction causes or is likely to cause economic or environmental harm or harm to human health.

**Livability Index** - a means to quantitatively measure “quality of life” in a particular city. The number is based upon various factors, such as average wage, cost of living, pollution, social services, cultural opportunities, and diversity.

**Local Streets** - serve immediate access to property and are designed to discourage longer trips through a neighborhood.

**LOS** - Level of Service.

**Low-Impact Development (LID)** - an innovative and logical approach to managing stormwater with a basic principle modeled after natural watershed characteristics. LID systems manage rainfall runoff at the source using decentralized small-scale controls uniformly distributed throughout the project area that allow for effective capture, filtration, storage, and infiltration.

**Mixed-Use Development** - any urban, suburban, or rural development, or even a single building, that blends a combination of residential, commercial, cultural, institutional, or industrial uses, where those functions are physically and functionally integrated, and that provides pedestrian connections.

**Mobility** - the degree to which people and goods may move safely, efficiently, and effectively between origins and destinations.

**Mode** - a means of travel such as pedestrian, bicycle, transit, or truck.

**Mountain Link** - direct, high-frequency transit service between Woodlands Village, the Northern Arizona University campus, and downtown Flagstaff.

**Multi-modal** - travel or transportation systems characterized by more than one means or mode of transport.

**NAIPTA** - Northern Arizona Intergovernmental Public Transportation Authority.

**Native American** – a member of any of the indigenous peoples of the Americas.

**Natural Areas** – are open lands left in a primarily natural state that contain significant natural, cultural, aesthetic, or recreational features that warrant protection.

**Natural-Caused Hazards** - hazards resulting from natural events, such as flooding, subsidence, earth faults, unstable slopes or soils, or severe climatic conditions (e.g., drought, snow, rain, wind) that present a threat to life and property and may necessitate costly public improvements.

**Neighborhood** – includes both geographic (place-oriented) and social (people-oriented) components, and may be an area with similar housing types and market values, or an area surrounding a local institution patronized by residents, such as a church, school, or social agency.

**Noxious Weeds** - a legal term applied to plants regulated by state and federal laws. Arizona Administrative Codes (Arizona Department of Agriculture) define noxious weed as “any species of plant that is detrimental or destructive and difficult to control or eradicate and includes plant organisms found injurious to any domesticated, cultivated, native or wild plant.”

**Obstruction** - any structure or tree that exceeds permissible height limitations or is otherwise hazardous to the landing or taking off of aircraft.

**Offices** - premises available for the transaction of general business and services including but not limited to professional, management, financial, legal, health, social, or government offices, but excluding retail, artisan, and manufacturing uses.

**Open Space** - undeveloped or minimally developed lands that have been designated to remain undeveloped, be preserved to protect natural resources, serve as a buffer, and provide opportunities for recreation that requires no facilities. Such recreational uses include walking, trail running, biking, photography, and sitting quietly. Open spaces differ from parks in that open spaces do not have the developed facilities that are traditionally associated with city parks, such as stadium-style lighting, bleachers, playground equipment, and competitive sports fields.

**Parks and Recreation Areas** – are urban green spaces generally dedicated to active recreational uses.

**Pedestrian Shed** - the basic building block of walkable neighborhoods. A pedestrian shed is the area encompassed by the walking distance from a town or neighborhood center. Pedestrian sheds are often defined as the area covered by a

5-minute walk (about 0.25 mile or 1,320 feet). They may be drawn as perfect circles, but in practice pedestrian sheds have irregular shapes because they cover the actual distance walked, not the linear (crow flies) distance.

**Plaza** - a civic space type designed for civic purposes and commercial activities in the more urban areas, generally paved and spatially defined by building frontages.

**Preservation** - an endeavor that seeks to preserve, conserve, and protect buildings, objects, landscapes, or other artifacts of historical significance.

**Public Buildings** - include civic and community centers, public schools, libraries, police and fire stations and other public buildings.

**Public Parks or Recreation Facilities** - outdoor recreation facilities that are open to the public for passive and active recreational activity, such as pedestrian activities, hiking, and jogging; or serve as an historical, cultural or archaeological attraction; playgrounds; ball parks; and allowing organized competitive activities.

**Public Sanitary Sewer** - includes sanitary sewer systems other than individual on-site systems approved by the State or County and maintained by a public or private agency authorized to operate such systems.

**Public Services and Facilities** - include police, fire, emergency services, sewage, refuse disposal, drainage, local utilities, rights-of-way, easements, and facilities for them.

**Redevelopment** - occurs when new development replaces outdated and underutilized development.

**Revitalization** - to repair what is already in place, adding new vigor by remodeling and preserving.

**Rural** - describes areas within the region with a low density of people, residences, jobs and activities and characterized with large lot development, paved and unpaved two-lane roads with natural edges, minimal services and goods available to residents, and abundant open spaces and agricultural uses. FUTS connectivity and public transit commuting opportunities may exist.

**Rural Floodplains** - delineated floodplain areas that are essentially open space and natural land uses and are unsuitable for urban development purposes due to poor natural soil conditions and periodic flood inundation.

**Rural Growth Boundary** - the line on a map that is used to mark lands in unincorporated areas of the county that are suitable for rural development, as well as lands to be preserved as open lands.

**Safety** - the protection of our community from natural and artificial hazards, evacuation routes, peak load water supply requirements, minimum road widths according to function, clearances around structures, and geologic hazard mapping.

**Scenic Views, Viewsheds, and Vistas** – include open hillsides and natural watercourses

**School, Charter** - a public school established by contract with a district governing board, the state board of education, or the state board for charter schools to provide learning that will improve pupil achievement.

**School, Private** - a nonpublic institution where instruction is imparted.

**School, Public** - includes elementary, middle, junior high, and high schools that operate under the local school district.

**Services** - are anything from a fire station to a fleet shop because of the large equipment and storage involved. Facilities in this category typically have larger space requirements because there is large equipment and/or storage involved. Heating and cooling, interior finishes, and circulation areas required for services are unique and must be addressed to be functional. Service space is defined as 15 to 25 percent offices/workstations and 75 to 85 percent common and support areas.

**State Trust Lands** – often misunderstood in terms of both their character and their management, these parcels are not public lands, but are instead the subject of a public Trust created to support the education of children. The Trust accomplishes this mission in a number of ways, including through its sale and lease of Trust lands for grazing, agriculture, municipal, school site, residential, commercial, and open space purposes. In both rural and urban contexts, Trust lands also provide the substantial added benefit of creating critical local economic stimulation. All uses of the land must benefit the Trust, a fact that distinguishes it from the way public land, such as parks or national forests, may be used. While public use of Trust land is not prohibited, it is regulated to ensure protection of the land and reimbursement to the beneficiaries for its use.

**Social vitality** - the invigoration or continued and increased activity of citizens, cultural activities, and civic engagement (such as voting).

**Suburban** - describes areas within the City in which a person is mostly dependent on the automobile to travel to work or other destinations (sometimes referred to as Driveable Suburban), and to accomplish most shopping and recreation needs. These environments may have areas where it is possible to walk or ride a bike for recreational purposes, such as on FUTS trails, but due to the lack of connectivity or nearby amenities, are not favorable for walking or biking as a primary mode of transportation on a day-to-day basis. Suburban areas have medium to low densities of people, residences, jobs and activities with some services and goods available to residents, the streets and sidewalks vary in their design, and access to public transportation may be available.

**Sustainability** - living and managing activities in a manner that balances social, economic, and environmental considerations to meet Flagstaff's current needs and those of future generations. A sustainable Flagstaff is a community where the social wellbeing of current and future citizens is supported by a vibrant economy and a self-renewing healthy environment.

**Trails** - pathways for all forms of non-motorized transportation and recreation.

**Urban** - areas with a higher density of people, residences, jobs and activities; buildings are taller and close to the street; streets and sidewalks are in a grid pattern of relatively small blocks; the area is walkable and a variety of services and goods are available; served by public transportation.

**Urban Floodplains** - delineated floodplain areas that are located in developed urban areas of the City.

**Urban Growth Boundary** - the line on a map that is used to mark the separation of urbanizable land from rural land and within which urban growth should be encouraged and contained and outside of which urban development should not occur.

**Vacant Land** - is publicly- or privately-owned undeveloped land that is not currently protected from development.

**Vernacular Development** - refers to the tradition of design resulting in simple small structures or borrowed architectural design, such as mid-western style storefronts and craftsman bungalows, built with local materials.

**Viewshed** - an area of land that is visible to the human eye from a vantage point with particular scenic value that may be deemed worthy of preservation against development or other change.

**Walkable** - describes areas of the City within which a person can walk, bike or ride transit to work, and to fulfill most shopping and recreation needs. These environments, sometimes referred to as Driveable Urban, allow for the use of automobiles but do not require the use of a vehicle to accommodate most daily needs. These areas are characterized by a variety of destinations within walking distance, such as commercial establishments (such as everyday retail or office), civic establishments (such as religious, nonprofit, or government), civic spaces, or transit stops. On-street parking, trees, and other design elements are typical and sidewalks are sized appropriately for the number of walkers. Buildings meet the street in such a way to make the “outdoor rooms” that define the best urban places, and building facades are human scale, with frequent doorways and windows, and attractive details and ornament.

**Zoning Ordinance** - A set of legally binding provisions adopted by the City Council consistent with state law regulating the use of land or structures, or both, used to implement the goals and policies of the Regional Plan.

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# APPENDIX A



## REFERENCES CITED AND RELATED PLAN DOCUMENTS

The Flagstaff Regional Plan is informed and implemented in many ways, by numerous other plans, department projects, and budget decisions. The following list is an overview of these, but is not exhaustive:

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The Southside 2005 Plan. Strategies for Development. City of Flagstaff. May 2005. <http://www.flagstaff.az.gov/DocumentCenter/Home/View/8547>

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### **Resources for Builders, Developers, and Homeowners:**

The City of Flagstaff Zoning Code prescribes Resource Protection Standards (Division 10-50.90) to achieve the following goals:

1. Preserve significant natural resources characterized by unusual terrain, scenic vistas, unique geologic formations, and native vegetation
2. Preserve and enhance the natural environment, visual character, and aesthetic qualities of the city for its citizens' and visitors' enjoyment
3. Preserve and enhance the character and value of all properties
4. Preserve wildlife corridors and habitat
5. Prevent encroachment into floodplains
6. Manage healthy and sustainable forests to reduce fire risk
7. Promote and improve the quality of the environment by enhancing air quality, reducing the amount and rate of storm water runoff, improving storm water runoff quality, and increasing the capacity for groundwater recharge
8. Establish regulations for the preservation and protection of natural resources before, during, and after the construction and completion of a new development.

Northern Arizona Earthquake Information Center: <http://www.cefns.nau.edu/Orgs/aeic/>

The Arizona Game and Fish Department offers a number of tools for planning development that conserves resources and avoids conflicts with wildlife. Download a pdf of "Wildlife Friendly Guidelines" at [http://www.azgfd.gov/w\\_c/wildlifeplanning.shtml](http://www.azgfd.gov/w_c/wildlifeplanning.shtml)

Information on Wildlife Linkages: [http://www.azdot.gov/inside\\_adot/OES/AZ\\_WildLife\\_Linkages/PDF/assessment/arizona\\_wildlife\\_linkages\\_assessment.pdf](http://www.azdot.gov/inside_adot/OES/AZ_WildLife_Linkages/PDF/assessment/arizona_wildlife_linkages_assessment.pdf)

Community Character, Social Health, and Conservation: <http://www.nwf.org/News-and-Magazines/National-Wildlife/Gardening/Archives/2012/Healing-Gardens.aspx>

Natural Beauty and Human Satisfaction: <http://discovermagazine.com/1999/nov/featnatural>

**FOR PLANNERS:**

Survey of Local Government Green Building Incentive Programs for Private Development:  
[http://digitalcommons.law.uga.edu/cgi/viewcontent.cgi?article=1010&context=landuse&sei-redir=1&referer=http%3A%2F%2Fwww.google.com%2Furl%3Fsa=t%26rct=j%26q=incentives private land building guidelines%26source=web%26cd=6%26ved=0CF0QFjAF%26url=http%3A%2F%2F](http://digitalcommons.law.uga.edu/cgi/viewcontent.cgi?article=1010&context=landuse&sei-redir=1&referer=http%3A%2F%2Fwww.google.com%2Furl%3Fsa=t%26rct=j%26q=incentives+private+land+building+guidelines%26source=web%26cd=6%26ved=0CF0QFjAF%26url=http%3A%2F%2F)

# APPENDIX B



## COMPREHENSIVE LIST OF GOALS AND POLICIES

While all the goals and policies in the Plan are directed to future needs and accomplishments, it is important to understand that many of them also reflect ongoing programs, initiatives, and actions already implemented by City, County, and other policy and decision makers.

Goals and policies in this document do not override the community's ability or inability to fund the recommended actions.

### Chapter IV - Environmental Planning & Conservation

#### AIR QUALITY GOALS AND POLICIES

Page IV-10

##### **Goal E&C.1. Proactively improve and maintain the region's air quality.**

Policy E&C.1.1. Engage public agencies concerned with the improvement of air quality, and implement state and regional plans and programs to attain overall federal air quality standards (in particular ozone, particulate matter, and carbon monoxide) on a long-term basis.

Policy E&C.1.2. Pursue reduction of total emissions of high-priority pollutants from commercial and industrial sources and area-wide smoke emissions.

Policy E&C.1.3. Encourage strategies and partnerships to mitigate dust.

Policy E&C.1.4. Maintain air quality through pursuit of non-polluting industry and commercial enterprises.

Policy E&C.1.5. Seek feasible alternatives to reduce the smoke produced through prescribed burns and slash piles while continuing efforts to return fire to its natural role in the ecosystem.

#### CLIMATE CHANGE AND ADAPTATION GOALS AND POLICIES

Page IV-12

##### **Goal E&C.2. Reduce greenhouse gas emissions.**

Policy E&C.2.1. Encourage the reduction of all energy consumption, especially fossil-fuel generated energy, in public, commercial, industrial, and residential sectors.

Policy E&C.2.2. Promote investments that strengthen climate resiliency.

##### **Goal E&C.3. Strengthen community and natural environment resiliency through climate adaptation efforts.**

Policy E&C.3.1. Develop and implement a comprehensive and proactive approach to prepare the community for and to minimize the impacts of climate change induced hazards.

Policy E&C.3.2. Review and revise existing regulations, standards, and plans (codes, ordinances, etc.) to reduce the community's vulnerability to climate change impacts.

Policy E&C.3.3. Invest in forest health and watershed protection measures. Policy E&C.3.4. Increase the region's preparedness for extreme climate events.

##### **Goal E&C.4. Integrate available science into policies governing the use and conservation of Flagstaff's natural resources.**

Policy E&C.4.1. Assess vulnerabilities and risks of Flagstaff's natural resources.

Policy E&C.4.2. Develop water use policies that attempt to integrate current best projections of climate change effects on the Colorado Plateau's water resources and emphasize conservation.

## DARK SKIES GOALS AND POLICIES

Page IV-13

### **Goal E&C.5. Preserve dark skies as an unspoiled natural resource, basis for an important economic sector, and core element of community character.**

Policy E&C.5.1. Evaluate the impacts of the retention of dark skies regarding lighting infrastructure and regulatory changes, land use decisions or changes, and proposed transportation developments within the region.

Policy E&C.5.2. Encourage and incentivize voluntary reduction of "exempt" lighting that degrades night sky visibility, and work to prevent light trespass whenever possible in both public and private areas.

Policy E&C.5.3. Continue to enforce dark sky ordinances.

Policy E&C.5.4. Encourage uses within Lighting Zone I of the lighting codes of the City and County that do not require outdoor lighting, and discourage those which require all-night lighting.

## ECOSYSTEM HEALTH GOALS AND POLICIES

Page IV-15

### **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.**

Policy E&C.6.1. Encourage public awareness that the region's ponderosa pine forest is a fire-dependent ecosystem and strive to restore more natural and sustainable forest composition, structure, and processes.

Policy E&C.6.2. Encourage all landowners and land management agencies to emphasize forest ecosystem restoration and catastrophic fire risk reduction for the lands under their respective jurisdictions.

Policy E&C.6.3. Promote protection, conservation, and ecological restoration of the region's diverse ecosystem types and associated animals.

Policy E&C.6.4. Support collaborative efforts to return local native vegetation, channel structure and, where possible and applicable, preservation and restoration of in-stream flows to the region's riparian ecosystem.

Policy E&C.6.5. Preserve Flagstaff's wetland areas and discourage inappropriate development that may adversely affect them and the ecosystem services they provide.

Policy E&C.6.6. Support cooperative efforts for forest health initiatives or practices, such as the Four Forest Restoration Initiative (4FRI), to support healthy forests and protect our water system.

Policy E&C.6.7. Use best practices to control the spread of exotic and invasive plants, weeds, and animals, and eradicate where possible.

Policy E&C.6.8. Disturbed areas for improvements and landscaping for new developments shall emphasize the use of native, drought-tolerant or edible species appropriate to the area.

Policy E&C.6.9. Develop guidelines to minimize the use of herbicides, insecticides, and similar materials.

## ENVIRONMENTALLY SENSITIVE LANDS GOALS AND POLICIES

Page IV-16

### **Goal E&C.7. Give special consideration to environmentally sensitive lands in the development design and review process.**

Policy E&C.7.1. Design development proposals and other land management activities to minimize the alteration of natural landforms and maximize conservation of distinctive natural features.

Policy E&C.7.2. Favor the use of available mechanisms at the City and County level for the preservation of environmentally sensitive lands, including but not limited to public acquisition, conservation easements, transfer of development rights, or clustered development with open space designations.

## NATURAL QUIET GOALS AND POLICIES

Page IV-16

### **Goal E&C.8. Maintain areas of natural quiet and reduce noise pollution.**

Policy E&C.8.1. Establish location-appropriate sound management tools with measurable criteria. Policy E&C.8.2. Evaluate land uses and transportation proposals for their potential noise impacts.

**Goal E&C.9. Protect soils through conservation practices.**

Policy E&C.9.1. County Policy: In areas of shallow or poor soils where standard on-site wastewater systems are not feasible, give preference to very low-density development, integrated conservation design, a centralized treatment facility, and technologically advanced environmentally sensitive systems.

Policy E&C.9.2. Construction projects employ strategies to minimize disturbed area, soil compaction, soil erosion, and destruction of vegetation.

**Goal E&C.10. Protect indigenous wildlife populations, localized and larger-scale wildlife habitats, ecosystem processes, and wildlife movement areas throughout the planning area.**

Policy E&C.10.1. Encourage local development to protect, conserve, and when possible enhance and restore wildlife habitat.

Policy E&C.10.2. Protect, conserve, and when possible enhance and restore wildlife habitat on public land.

Policy E&C.10.3. Protect sensitive and uncommon habitats such as ephemeral wetlands, riparian habitats, springs and seeps, rare plant communities, and open prairie ecosystems including the physical elements such as water sources and soil types on which they depend through open space acquisition efforts, avoiding these features in the design of subdivisions and other development, etc.

Policy E&C.10.4. Support the control and removal of terrestrial and aquatic exotic and invasive animals.

Policy E&C.10.5. Support the development of watchable wildlife recreation opportunities.

Policy E&C.10.6. Conserve and restore important wildlife corridors throughout the planning area to allow wildlife to find suitable habitat in the face of climate change by moving along vegetational and elevational gradients.

## Chapter V - Open Space

**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.**

Policy OS.1.1. Establish a Conservation Land System supported by stakeholders (federal, state, city, county, non-profit, and interested citizens) to inventory, map, update, and manage the region's green infrastructure including open space planning, acquisition, conservation, protection, and long-term management and maintenance.

Policy OS.1.2. While observing private property rights, preserve natural resources and priority open lands, under the general guidance of the *Flagstaff Area Open Space and Greenways Plan* and the Natural Environment maps.

Policy OS.1.3. Use open spaces as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats.

Policy OS.1.4. Use open space as opportunities for non-motorized connectivity, to interact with nature, and to enjoy the views and quiet.

Policy OS.1.5. Integrate open space qualities into the built environment.

## Chapter VI - Water Resources

**Goal WR.1. Maintain a sustainable water budget incorporating regional hydrology, ecosystem needs, and social and economic well-being.**

Policy WR.1.1. Participate in and support regional processes to develop a sustainable water budget.

Policy WR.1.2. Seek regional opportunities to partner with resource land managers and adjacent landowners to improve water yield and hydrologic processes.

**Goal WR.2. Manage a coordinated system of water, wastewater, and reclaimed water utility service facilities and resources at the City level and identify funding to pay for new resources.**

Policy WR.2.1. Develop and adopt an integrated water master plan that addresses water resources, water production and its distribution, wastewater collection and its treatment, and reclaimed water treatment and its distribution.

Policy WR.2.2. Maintain and develop facilities to provide reliable, safe, and cost-effective water, wastewater, and reclaimed water services.

Policy WR.2.3. Develop programs to minimize lost and unaccounted for water to acceptable levels.

*Note: Specific thresholds will be included in the City's water policy.*

**WATER DEMAND GOALS AND POLICIES**

Page VI-13

**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.**

Policy WR.3.1. Work together with regional partners to address regional human and environmental water needs.

Policy WR.3.2. Favor low-water consuming businesses and industries over water-intensive uses.

Policy WR.3.3. Integrate sound water conservation and reuse systems into new and updated public facilities.

Policy WR.3.4. Use reclaimed water and rainwater harvesting wherever appropriate and practical.

Policy WR.3.5. Encourage private well owners to install meters to understand how much water is used as well as alert property owners to possible leaks.

Policy WR.3.6. All large turf areas (e.g. schools, parks, golf courses, etc.) should use reclaimed water or other approved rain harvesting techniques for irrigation purposes.

**City-Specific Policies**

Policy WR.3.7. Calculate the volume of local water resources it has available and make periodic updates as appropriate.

Policy WR.3.8. Implement a water management program that creates a linkage between new growth and a minimum 100-year water supply.

Policy WR.3.9. Identify adequate funding sources to pay for new resources for a long-term renewable water supply.

**Goal WR.4. Logically enhance and extend the City's public water, wastewater, and reclaimed water services including their treatment, distribution, and collection systems in both urbanized and newly developed areas of the City to provide an efficient delivery of services.**

Policy WR.4.1. Use the *Regional Plan* as a guide for the *Utilities Integrated Master Plan* to better plan for the necessary infrastructure sizing and location to accommodate planned growth and resource management.

Policy WR.4.2. Maintain, at the City level, a financially stable utility to provide reliable, high quality utility services.

Policy WR.4.3. Development requiring public utility services will be located within the Urban Growth Boundary.

**STORMWATER AND WATERSHED MANAGEMENT GOALS AND POLICIES**

Page VI-18

**Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.**

Policy WR.5.1. Preserve and restore existing natural watercourse corridors, including the 100-year floodplain, escarpments, wildlife corridors, natural vegetation, and other natural features using methods that result in a clear legal obligation to preserve corridors in perpetuity, where feasible.

Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses when practical.

Policy WR.5.3. Identify downstream impacts as the result of development, and provide for mitigation measures to address impacts. When possible, mitigations should be non-structural in nature.

Policy WR.5.4. Develop any necessary stormwater infrastructure improvements consistent with City of Flagstaff stormwater master plans or studies as adopted by the City.

Policy WR.5.5. Give preference to regional detention facilities that are designed in conjunction with smaller low-impact development features, rather than numerous smaller dispersed basins. Encourage regional detention basins to incorporate natural watershed characteristics as well as offering recreational components.

Policy WR.5.6. Implement stormwater harvesting techniques to support water conservation strategies by collecting and using local precipitation in the vicinity where it falls to support both human and overall watershed health needs.

Policy WR.5.7. Support healthy watershed characteristics through implementation of practices, consistent with the City of Flagstaff Low Impact Design Manual, that improve flood control and flood attenuation, stormwater quality, and water sustainability; increase groundwater recharge; enhance open space quality; increase biodiversity; and reduce land disturbance and soil compaction.

## WATER QUALITY GOALS AND POLICIES

Page VI-19

### **Goal WR.6. Protect, preserve, and improve the quality of surface water, groundwater, and reclaimed water in the region.**

Policy WR.6.1. Explore the feasibility of additional or alternative treatment technologies for the City of Flagstaff and other surrounding regional wastewater treatment systems, and monitor the research on the potential impacts on human health and our regional water supplies.

Policy WR.6.2. Recognizing the concern about water quality, seek methods to divert contaminants from the waste stream.

Policy WR.6.3. Implement best management practices to protect, restore, and maintain surface waters and their contributing watersheds.

*Note: Refer to best management practices adopted by the Arizona Department of Environmental Quality at <http://www.adeq.gov>*

Policy WR.6.4. Encourage low-impact development strategies.

Policy WR.6.5. Make City and County water quality data available and accessible to the public.

## Chapter VII - Energy

### EFFICIENT USE OF ENERGY GOALS AND POLICIES

Page VII-3

#### **Goal E.1. Increase energy efficiency.**

##### **Education**

Policy E.1.1. Promote and encourage innovative building practices through instruction on efficient building materials and methodology.

Policy E.1.2. Support workforce training for the installation and maintenance of energy-efficient technologies.

Policy E.1.3. Empower all community members to make smarter energy choices through education and incentives.

Policy E.1.4. Promote cost-effective, energy-efficient technologies and design in all new and retrofit buildings for residential, commercial, and industrial projects.

Policy E.1.5. Promote and encourage the expansion and use of energy-efficient modes of transportation:

- a. Public transportation
- b. Bicycles
- c. Pedestrians

Policy E.1.6. Develop land use regulations promoting land use patterns that increase energy efficiency.

Policy E.1.7. Support policies and programming that reduce electricity, natural gas, and water consumption in order to conserve natural resources and reduce financial costs.

Policy E.1.8. Incorporate alternative energy conservation and renewable energy systems in applicable codes.

Policy E.1.9. Develop standards and guidelines to guide builders, architects, and developers toward optimal building, water use, and energy performance.

Policy E.1.10. Incentivize energy efficiency and renewable energy technologies in construction projects.

Policy E.1.11. Identify financing mechanisms to support water and energy efficiency improvements in public, residential, commercial, and industrial sectors.

Policy E.1.12. Promote indigenous and local building materials and structures as climate-adaptable energy efficiency prototypes.

##### **Transportation**

Policy E.1.13. Promote and encourage the use of fuel-efficient vehicles that use renewable fuels.

**Goal E.2. Expand production and use of renewable energy.**

Policy E.2.1. Promote renewable energy sources that reduce demand upon fossil fuels and other forms of generation that produce waste.

Policy E.2.2. Preserve opportunities for development of renewable energy resources in the planning process.

Policy E.2.3. Promote renewable energy pilot programs as a showcase to educate the public and the development community.

Policy E.2.4. Encourage small-scale renewable energy production and use on the local level on appropriate residential, commercial, and industrial parcels.

Policy E.2.5. Pursue, promote, and support utility-scale renewable energy production such as biomass facilities, solar electricity, wind power, waste-to-energy, and other alternative energy technologies.

Policy E.2.6. Collaborate with local tribes to develop renewable energy opportunities on tribal lands.

## Chapter VIII - Community Character

**Goal CC.1. Reflect and respect the region's natural setting and dramatic views in the built environment.**

Policy CC.1.1. Preserve the natural character of the region through planning and design to maintain views of significant landmarks, sloping landforms, rock outcroppings, water courses, floodplains, and meadows, and conserve stands of ponderosa pine.

Policy CC.1.2. Continue to define and further develop the community character by incorporating the natural setting into the built environment at all design scales.

Policy CC.1.3. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas like mountains, canyons, and forested settings.

*Refer to Chapter V - Open Space for more information.*

Policy CC.1.4. Identify, protect, and enhance gateways, gateway corridors, and gateway communities.

Policy CC.1.5. Design development patterns to maintain the open character of rural areas, protect open lands, and protect and maintain sensitive environmental areas.

Policy CC.1.6. Encourage cluster development to preserve open space, viewsheds, and scenic vistas.

*Refer to Chapter IV - Environmental Planning & Conservation for more information. "Rural by nature" cluster development allows preservation of more open space and natural resource protection.*

**Goal CC.2. Preserve, restore, and rehabilitate heritage resources to better appreciate our culture.**

Policy CC.2.1. Actively locate, identify, interpret, and preserve historical, archaeological, and cultural resources, in cooperation with other agencies and non-governmental organizations, as aspects of our society for future generations to retain, understand, and enjoy their cultural identity.

Policy CC.2.2. Formally recognize heritage resources through designation as local landmarks and historic districts.

Policy CC.2.3. Mitigate development impacts on heritage resources.

Policy CC.2.4. Support restoration and rehabilitation of historic housing, buildings, structures, and neighborhoods.

Policy CC.2.5. Provide incentives for heritage and cultural preservation.

Policy CC.2.6. Expand a program to educate the owners of historic resources of the heritage value of their properties.

Policy CC.2.7. Protect existing historic districts from encroachment by land uses that compromise the historic characteristics of the district.

**Goal CC.3. Preserve, restore, enhance, and reflect the design traditions of Flagstaff in all public and private development efforts.**

Policy CC.3.1. Encourage neighborhood design to be respectful of traditional development patterns and enhance the overall community image.

Policy CC.3.2. Maintain and enhance existing buildings and blend well-designed new buildings into existing neighborhoods.

Policy CC.3.3. Emulate the most celebrated design traditions of Flagstaff, particularly the pre-Route 66 and early Route 66 eras.

**Goal CC.4. Design and develop all projects to be contextually sensitive, to enhance a positive image and identity for the region.**

Policy CC.4.1. Design streetscapes to be context sensitive and transportation systems to reflect the desired land use while balancing the needs of all modes for traffic safety and construction and maintenance costs.

Policy CC.4.2. Design utilities and infrastructure to be contextual and considered as part of the overall design aesthetics.

Policy CC.4.3. Employ design solutions that balance the interface of the natural and built environments, with the most urbanized core activity areas being the most built, and the most rural areas being the most natural.

Policy CC.4.4. Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment.

Policy CC.4.5. Encourage local landscaping using Xeriscape, low-impact principles, and native vegetation wherever possible.

Policy CC.4.6. Use landscaping to benefit the environment and improve aesthetics, in order to maximize the economic benefit that a well landscaped community provides.

Policy CC.4.7. Develop an urban forestry program to catalog, preserve old growth pines, and plant new urban trees.

Policy CC.4.8. Follow arboricultural practices in maintaining a healthy urban forest.

Policy CC.4.9. Develop appropriate tools to facilitate the undergrounding of existing overhead utility lines, especially in established viewsheds and in reinvestment areas.

ARTS, SCIENCES, AND EDUCATION GOALS AND POLICIES

Page VIII-26

**Goal CC.5. Support and promote art, science, and education resources for all to experience.**

Policy CC.5.1. Promote first class arts, research, and educational facilities.

Policy CC.5.2. Coordinate educational master plans (Northern Arizona University, Coconino Community College, Flagstaff Unified School District, and charter schools) with regional planning efforts.

Policy CC.5.3. Encourage the integration of art into public and private development projects.

Policy CC.5.4. Complete sidewalks and Flagstaff Urban Trails System connections for all schools, community colleges, and university campuses.

Policy CC.5.5. Promote and expand scientific research as a key component to the Flagstaff region's character.

*Refer to Chapter XIV - Economic Development for more information regarding STEM education.*

**Goal CC.6. Encourage Native American art and Southwestern culture.**

*Refer to Chapter XIV - Economic Development for related Policy ED.4.9.*

## Chapter IX - Growth Areas & Land Use

REINVESTMENT GOALS AND POLICIES

Page IX-25

**Goal LU.1. Invest in existing neighborhoods and activity centers for the purpose of developing complete, and connected places.**

Policy LU.1.1. Plan for and support reinvestment within the existing city centers and neighborhoods for increased employment and quality of life.

Policy LU.1.2. Develop reinvestment plans with neighborhood input, identifying the center, mix of uses, connectivity patterns, public spaces, and appropriate spaces for people to live, work, and play.

Policy LU.1.3. Promote reinvestment at the neighborhood scale to include infill of vacant parcels, redevelopment of under-utilized properties, aesthetic improvements to public spaces, remodeling of existing buildings and streetscapes, maintaining selected appropriate open space, and programs for the benefit and improvement of the local residents.

Policy LU.1.4. Attract private investment by reinvesting in transportation infrastructure improvements as well as public utilities infrastructure for desired development size.

Policy LU.1.5. Maintain and upgrade existing infrastructure and invest in infrastructure to make redevelopment and infill an attractive and more financially viable development option.

Policy LU.1.6. Establish greater flexibility in development standards and processes to assist developers in overcoming challenges posed by redevelopment and infill sites.

Policy LU.1.7. Consider creative policy and planning tools (such as transfer of develop rights or transfer of development obligations) as a means to incentivize redevelopment and infill.

Policy LU.1.8. Encourage voluntary land assemblage in an effort to create better utilization and opportunities for development.

Policy LU.1.9. Provide public education regarding the sustainability and beneficial economics of redevelopment and infill.

Policy LU.1.10. Consider adaptive reuse possibilities when new big box developments are proposed.

Policy LU.1.11. Ensure that there is collaboration between a developer, residents, and property owners in existing neighborhoods where redevelopment and reinvestment is proposed so that they are included, engaged, and informed.

Policy LU.1.12. Seek fair and proper relocation of existing residents and businesses in areas affected by redevelopment and reinvestment, where necessary.

## GREENFIELD DEVELOPMENT GOALS AND POLICIES

Page IX-30

### **Goal LU.2. Develop Flagstaff's Greenfields in accordance with the *Regional Plan* and within the growth boundary.**

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

Policy LU.2.2. Design new development to coordinate with existing and future development, in an effort to preserve views-heds, strengthen connectivity, and establish compatible and mutually supportive land uses.

Policy LU.2.3. New development should protect cultural and natural resources and established wildlife corridors, where appropriate.

Policy LU.2.4. Utilize Low Impact Development (LID) strategies and stormwater best practices as part of the overall design for new development.

Policy LU.2.5. Plan Greenfield development within the rural context to encourage formal subdivisions with shared infrastructure instead of wildcat development, and to protect open spaces, and access to public lands.

## APPLICABLE TO ALL LAND USES GOALS AND POLICIES

Page IX-31

### **Goal LU.3. Continue to enhance the region's unique sense of place within the urban, suburban, and rural context.**

Policy LU.3.1. Within the urban, suburban, and rural context, use neighborhoods, activity centers, corridors, public spaces, and connectivity as the structural framework for development.

Policy LU.3.2. Coordinate land use, master planning, and recreational uses, when feasible, with local, state, and federal land management agencies and tribal land owners.

Policy LU.3.3. Protect sensitive cultural and environmental resources with appropriate land uses and buffers.

Policy LU.3.4. Promote transitions between urban, suburban, and rural areas with an appropriate change in development intensity, connectivity, and open space.

*Note: Chapter VIII - Community Character and Chapter XIV - Economic Development include further policies regarding Flagstaff's unique sense of place. Refer also to Chapter XIII - Neighborhoods, Housing, & Urban Conservation for existing neighborhood policies.*

Policy LU.3.5. Allow and encourage urban agriculture.

### **Goal LU.4. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting.**

Policy LU.4.1. Develop neighborhood plans, specific plans, area plans, and master plans for all neighborhoods, activity centers, corridors, and gateways as necessary.

Policy LU.4.2. Utilize the following as guidance in the development process: Natural Environment maps, Environmental Planning and Conservation policies, Considerations for Development, Cultural Sensitivity, and Historical Preservation maps, and Community Character policies, while respecting private property rights.

**Goal LU.5. Encourage compact development principles to achieve efficiencies and open space preservation.**

Policy LU.5.1. Encourage development patterns within the designated growth boundaries to sustain efficient infrastructure projects and maintenance.

Policy LU.5.2. Promote infill development over peripheral expansion to conserve environmental resources, spur economic investments, and reduce the cost of providing infrastructure and services.

Policy LU.5.3. Promote compact development appropriate to and within the context of each area type: urban, suburban, and rural.

Policy LU.5.4. Encourage development to be clustered in appropriate locations as a means of preserving natural resources and open space, and to minimize service and utility costs, with such tools as Transfer of Development Rights (TDR).

Policy LU.5.5. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.

Policy LU.5.6. Encourage the distribution of density within neighborhoods in relationship to associated activity centers and corridors, infrastructure, transportation, and natural constraints such as slopes and drainages.

Policy LU.5.7. Encourage the placement of institutional and civic buildings centrally within a neighborhood to promote walkability and multi-use recreation spaces.

Policy LU.5.7. Require any Forest Service land trades within the planning area to be consistent with the *Regional Plan*.

*Refer to “Tools for Open Space Planning, Acquisition, and Conservation” in Chapter V - Open Space for more information.*

**Goal LU.6. Provide for a mix of land uses.**

Policy LU.6.1. Consider a variety of housing types and employment options when planning new development and redevelopment projects.

Policy LU.6.2. Consider commercial core areas, corridors, activity centers, employment centers, research and development parks, special planning areas, and industrial uses as appropriate place types and area types for employment opportunities.

Policy LU.6.3. Encourage new mixed-use neighborhoods in appropriate locations within the growth boundary.

Policy LU.6.4. Provide appropriate recreational and cultural amenities to meet the needs of residents.

**Goal LU.7. Provide for public services and infrastructure.**

Policy LU.7.1. Concentrate urban development in locations that use land efficiently, and are served by roads, water, sewer, and other public facilities and services, and that support transit, reduced vehicle trips, and conservation of energy and water.

Policy LU.7.2. Require unincorporated properties to be annexed prior to the provision of City services, or that a pre-annexation agreement is executed when deemed appropriate.

Policy LU.7.3. Require development proposals to address availability of adequate public services.

**Goal LU.8. Balance future growth with available water resources.**

Policy LU.8.1. Available water resources should be a consideration for all major development and subdivision applications.

Policy LU.8.2. Impacts on the City’s water delivery infrastructure should be a consideration for all residential and nonresidential development proposals.

*Refer to Chapter VI - Water Resources for more water related goals and policies.*

**URBAN AREA GOALS AND POLICIES**

Page IX-40

**Goal LU.9. Focus reinvestment, partnerships, regulations, and incentives on developing or redeveloping urban areas.**

Policy LU.9.1. Reinvest in urban areas.

**Goal LU.10. Increase the proportion of urban neighborhoods to achieve walkable, compact growth.**

Policy LU.10.1. Prioritize connectivity within all urban neighborhoods and activity centers.

Policy LU.10.2. Support on-street parking, shared lots, and parking structures.

Policy LU.10.3. Value the traditional neighborhoods established around downtown by maintaining and improving their highly walkable character, transit accessibility, diverse mix of land uses, and historic building form.

Policy LU.10.4. Develop specific plans for neighborhoods and activity centers to foster desired scale and form.

Policy LU.10.5. Consider vacant and underutilized parcels within the City's existing urban neighborhoods as excellent locations for contextual redevelopment that adds housing, shopping, employment, entertainment, and recreational options for nearby residents and transit patrons.

Policy LU.10.6. In mixed use developments, encourage residential uses located above and behind commercial uses within urban areas as well as a variety of housing types where appropriate.

Policy LU.10.7. Invest in infrastructure and right-of-way enhancements as an incentive for private investment in urban neighborhoods and activity centers.

Policy LU.10.8. Include institutional uses, such as schools, within the urban context.

Policy LU.10.9. Civic spaces must be well designed, accessible, and central to the urban fabric.

## DOWNTOWN GOALS AND POLICIES

Page IX-43

### **Goal LU.11. Prioritize the continual reinvigoration of downtown Flagstaff, whose strategic location, walkable blocks, and historic buildings will continue to be a vibrant destination for all.**

Policy LU.11.1. All businesses and community services on the ground floor should be pedestrian accessible directly from a public space, such as a street, alley, square, plaza, or interior corridor.

Policy LU.11.2. Encourage new multi-story mixed-use buildings to have windows and doors facing the sidewalks.

Policy LU.11.3. Design new downtown buildings to have a majority of the total linear frontages of mixed-use and nonresidential building facades built to the sidewalk.

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

Policy LU.11.5. Encourage adaptive re-use of historic structures for a variety of commercial spaces and housing options.

Policy LU.11.6. Strive for a wide variety of activities in downtown to create a healthy mix of housing, employment, shopping, cultural, and civic uses.

Policy LU.11.7. Include new and improved civic buildings and civic spaces into downtown redevelopment strategies.

Policy LU.11.8. Maintain and enhance Heritage Square and Wheeler Park as critical civic space for social gathering and community well-being.

### **Goal LU.12. Accommodate pedestrians, bicyclists, transit riders, and private cars to supplement downtown's status as the best-served and most accessible location in the region.**

*Refer to Chapter X - Transportation for more information on transit, as well as Appendix A for a listing of related transit plans.*

Policy LU.12.1. Invest in downtown's streets and sidewalks so that they remain Flagstaff's premiere public spaces.

Policy LU.12.2. Create a downtown parking strategy plan that continues to utilize and improve upon on-street parking, public parking lots and garages, and shared private parking spaces, with clear signage for wayfinding and to inform the public of all parking options.

Policy LU.12.3. Locate public and private parking facilities, lots, and garages carefully, screening parking from streets, squares, and plazas.

Policy LU.12.4. Incorporate liner buildings and larger mixed-use projects into parking facilities.

Policy LU.12.5. Maintain rear alleys for access to mid-block parking spaces to provide an out-of-sight location for utility equipment, and to allow the fronts of buildings to be free of driveways and parking garage entrances.

Policy LU.12.6. Revise parking regulations to encourage shared parking between various uses within existing structures.

Policy LU.12.7. Provide multiple routes and pathways for vehicular and pedestrian movement.

Policy LU.12.8. Provide for strong connections from the Flagstaff Medical Campus to the Northern Arizona University campus via pedestrian paths, bicycle connections, streets, and transit service.

Policy LU.12.9. As defined in the *FUTS Master Plan*, include trail access points, bicycle parking, and bicycle facilities.

Policy LU.12.10. Seek opportunities to improve ADA accessibility in downtown.

*Refer to Policy T.2.3 in Chapter X - Transportation.*

Policy LU.12.11. Develop a residential parking program to address the impacts of on-street parking on public streets in the downtown and surrounding areas, while considering the needs of residents, public events, and enterprises in and around the impacted areas.

**Goal LU.13. Increase the variety of housing options and expand opportunities for employment and neighborhood shopping within all suburban neighborhoods.**

Policy LU.13.1. Prioritize connectivity for walking, biking, and driving within and between surrounding neighborhoods.

Policy LU.13.2. Consider public transit connections in suburban development.

Policy LU.13.3. Consider retro-fitting suburbs for walkability and mixed-use.

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

Policy LU.13.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in mixed-use and activity centers and corridors.

Policy LU.13.6. Include a mix of uses and access to surrounding neighborhoods in new suburban commercial development.

Policy LU.13.7. Include employment opportunities in all suburban activity centers.

Policy LU.13.8. Locate civic spaces, parks, and institutional uses within neighborhood pedestrian sheds.

Policy LU.13.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborwoods.

Policy LU.13.10. Protect wildlife corridors where appropriate.

Policy LU.13.11. Promote cluster development as an alternative development pattern in appropriate locations as a means of preserving resources and to minimize service and utility costs.

RURAL AREA GOALS AND POLICIES

**Goal LU.14. Maintain the character of existing rural communities.**

Policy LU.14.1. Maintain rural growth boundaries to preserve the integrity of open spaces identified in the *Greater Flagstaff Open Spaces and Greenways Plan* and updates.

Policy LU.14.2. Promote the coordination of the *Flagstaff Regional Plan*, *Coconino County Comprehensive Plan*, and area plans that takes into account local conditions and preferences of area residents.

Policy LU.14.3. Require future development in the unincorporated County areas to be consistent with the goals, policies, and conservation guidelines of the *Coconino County Comprehensive Plan* and any applicable local area plans.

Policy LU.14.4. Connect rural neighborhoods using roads, trails (equestrian, foot, and bicycle), and public access to the National Forest.

Policy LU.14.5. Promote cluster development as an alternative development pattern in appropriate locations as a means of preserving rural resources and to minimize service and utility costs.

Policy LU.14.6. Plan for development outside of the rural growth boundary to be very low density and to have integrated conservation design.

Policy LU.14.7. Establish opportunities for rural activity centers in specifically designated County areas with a range of uses, sizes, and designs appropriate to the communities they serve.

Policy LU.14.8. Locate commercial uses in the County in specifically designated activity centers intended to serve as focal points and meet local needs for the community, while avoiding a strip commercial pattern of development along the region's major roadways.

Policy LU.14.9. Preserve the rural character, open spaces, wildlife corridors, and neighborwoods at the periphery or just outside of the planning area as defined by the FMPO boundary.

EMPLOYMENT AREA GOALS AND POLICIES

**Goal LU.15. Plan for and encourage employee-intensive uses throughout the area as activity centers, corridors, research and development offices, business parks, and light industrial areas to encourage efficient infrastructure and multimodal commuting.**

Policy LU.15.1. Encourage the grouping of medical and professional offices, light industrial, research, and skill training with other necessary workforce services and transportation options.

Policy LU.15.2. Consider the compatible integration of residential uses and proposed employment centers to reduce vehicle trips and commute times.

Policy LU.15.3. Incorporate neighborhood/support retail and other commercial uses, including childcare facilities, within new and renovated employment centers.

Policy LU.15.4. Accommodate safe and convenient walking, biking, and transit facilities in existing and proposed employment centers.

**Goal LU.16. Establish heavy industrial areas that provide for the manufacturing of goods, flexible space, and intermodal facilities that are well maintained, attractive and compatible with adjoining nonindustrial uses.**

*Refer to Policy ED.3.9 in Chapter XIV - Economic Development.*

Policy LU.16.1. Encourage the continued intensification, expansion, and protection of existing industrial, warehousing, and distribution uses from encroachment where appropriate.

Policy LU.16.2. Ensure new industrial areas are compatible with surrounding areas.

Policy LU.16.3. Locate new industrial areas near the rail line, major highways or the interstate, and ensure they are designed to be compatible with surrounding uses and gateway features.

Policy LU.16.4. Limit the impacts of truck traffic on residential areas.

Policy LU.16.5. Consider all health impacts on the community in the design of new industrial uses, such as wastewater treatment, traffic safety, noise, and other impacts.

**SPECIAL PLANNING AREA GOALS AND POLICIES**

Page IX-61

**Goal LU.17. Protect, manage, and enhance the region's Special Planning Areas to benefit the whole community.**

Policy LU.17.1. Enhance connectivity and coordinated planning efforts with neighborhoods contiguous to special planning areas.

**ACTIVITY CENTERS AND CORRIDORS GOALS AND POLICIES**

Page IX-68

**Goal LU.18. Develop well designed activity centers and corridors with a variety of employment, business, shopping, civic engagement, cultural opportunities, and residential choices.**

Policy LU.18.1. Design activity centers and corridors appropriate to and within the context of each area type: urban, suburban, or rural.

Policy LU.18.2. Strive for activity centers and corridors that are characterized by contextual and distinctive identities, derived from history, environmental features, a mix of uses, well-designed public spaces, parks, plazas, and high-quality design.

Policy LU.18.3. Redevelop underutilized properties, upgrade aging infrastructure, and enhance rights-of-way and public spaces so that existing activity centers and corridors can realize their full potential.

*Refer to Chapter XI - Cost of Development for the potential of public-private partnerships.*

Policy LU.18.4. Encourage developers to provide activity centers and corridors with housing of various types and price points, especially attached and multi-family housing.

Policy LU.18.5. Plan for and support multi-modal activity centers and corridors with an emphasis on pedestrian and transit friendly design.

Policy LU.18.6. Support increased densities within activity centers and corridors.

Policy LU.18.7. Concentrate commercial, retail, services, and mixed use within the activity center's commercial core.

Policy LU.18.8. Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.

Policy LU.18.9. Plan activity centers and corridors appropriate to their respective regional or neighborhood scale.

Policy LU.18.10. Corridors should increase their variety and intensity of uses as they approach activity centers.

Policy LU.18.11. Land use policies pertaining to a designated corridor generally apply to a depth of one parcel or one and one-half blocks, whichever is greater.

Policy LU.18.12. Corridors should focus commercial development to the corridor frontage and residential to the back.

Policy LU.18.13. Promote higher density development in targeted areas where economically viable and desired by the public.

Policy LU.18.14. Endorse efficiency of infrastructure with compact development within targeted activity centers.

Policy LU.18.15. Actual pedestrian-shed boundaries will be established considering opportunities and constraints posed by natural and man-made barriers like terrain or the interstate, road networks, and existing development patterns.

Policy LU.18.16. Adopt traffic regulations to increase awareness of pedestrian-oriented design for activity centers.

**Goal LU.19. Develop a manageable evolution of the main corridors into contextual place makers.**

Policy LU.19.1. Develop a specific plan for each “Great Street” corridor.

Policy LU.19.2. Establish the context and regional or neighborhood scale of each corridor prior to design with special consideration for those intended to remain residential or natural in character.

Policy LU.19.3. Enhance the viewsheds and frame the view along the corridors through design.

Policy LU.19.4. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.

*Refer to Chapter VIII - Community Character for the discussion of “Great Streets.”*

## Chapter X - Transportation

### MOBILITY AND ACCESS GOALS AND POLICIES

Page X-6

**Goal T.1. Improve mobility and access throughout the region.**

Policy T.1.1. Integrate a balanced, multimodal, regional transportation system.

Policy T.1.2. Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects.

Policy T.1.3. Transportation systems are consistent with the place type and needs of people.

Policy T.1.4. Provide a continuous transportation system with convenient transfer from one mode to another.

Policy T.1.5. Manage the operation and interaction of all modal systems for efficiency, effectiveness, safety, and to best mitigate traffic congestion.

Policy T.1.6. Provide and promote strategies that increase alternate modes of travel and demand for vehicular travel to reduce peak period traffic.

Policy T.1.7. Coordinate transportation and other public infrastructure investments efficiently to achieve land use and economic goals.

Policy T.1.8. Plan for development to provide on-site, publicly-owned transportation improvements and provide adequate parking.

### SAFE AND EFFICIENT MULTIMODAL TRANSPORTATION GOALS AND POLICIES

Page X-8

**Goal T.2. Improve transportation safety and efficiency for all modes.**

Policy T.2.1. Design infrastructure to provide safe and efficient movement of vehicles, bicycles, and pedestrians.

Policy T.2.2. Consider new technologies in new and retrofitted transportation infrastructure.

Policy T.2.3. Provide safety programs and infrastructure to protect the most vulnerable travelers, including the young, elderly, mobility impaired, pedestrians, and bicyclists.

*Note: Mobility-impaired includes hearing and sight-impaired persons.*

Policy T.2.4. Consider dedicated transit ways where appropriate.

Policy T.2.5. Continue to seek means to improve emergency service access, relieve and manage peak hour congestion, and expand multi-modal options in the US 180 corridor.

### ENVIRONMENTAL CONSIDERATIONS GOALS AND POLICIES

Page X-9

**Goal T.3. Provide transportation infrastructure that is conducive to conservation, preservation, and development goals to avoid, minimize, or mitigate impacts on the natural and built environment.**

Policy T.3.1. Design and assess transportation improvement plans, projects, and strategies to minimize negative impacts on air quality and maintain the region's current air quality.

Policy T.3.2. Promote transportation systems that reduce the use of fossil fuels and eventually replace with carbon neutral alternatives.

Policy T.3.3. Couple transportation investments with desired land use patterns to enhance and protect the quality and livability of neighborhoods, activity centers, and community places.

Policy T.3.4. Actively manage parking, including cost and supply, to support land use, transportation, and economic development goals.

Policy T.3.5. Design transportation infrastructure that implements ecosystem-based design strategies to manage stormwater and minimize adverse environmental impacts.

Policy T.3.6. Seek to minimize the noise, vibration, dust, and light impacts of transportation projects on nearby land uses.

Policy T.3.7. Design transportation infrastructure to mitigate negative impacts on plants, animals, their habitats, and linkages between them.

Policy T.3.8. Promote transportation options such as increased public transit and more bike lanes to reduce congestion, fuel consumption, and overall carbon emissions and promote walkable community design.

## QUALITY DESIGN GOALS AND POLICIES

Page X-9

### **Goal T.4. Promote transportation infrastructure and services that enhance the quality of life of the communities within the region.**

Policy T.4.1. Promote context sensitive solutions (CSS) supportive of planned land uses, integration of related infrastructure needs, and desired community character elements in all transportation investments.

Policy T.4.2. Design all gateway corridors, streets, roads, and highways to safely and attractively accommodate all transportation users with contextual landscaping and appropriate architectural features.

Policy T.4.3. Design transportation facilities and infrastructure with sensitivity to historic and prehistoric sites and buildings, and incorporate elements that complement our landscapes and views.

## PEDESTRIAN INFRASTRUCTURE GOALS AND POLICIES

Page X-10

### **Goal T.5. Increase the availability and use of pedestrian infrastructure, including FUTS, as a critical element of a safe and livable community.**

Policy T.5.1. Provide accessible pedestrian infrastructure with all public and private street construction and reconstruction projects.

Policy T.5.2. Improve pedestrian visibility and safety and raise awareness of the benefits of walking.

Policy T.5.3. Identify specific pedestrian mobility and accessibility challenges and develop a program to build and maintain necessary improvements.

Policy T.5.4. Design streets with continuous pedestrian infrastructure of sufficient width to provide safe, accessible use and opportunities for shelter.

## BICYCLE INFRASTRUCTURE GOALS AND POLICIES

Page X-11

### **Goal T.6. Provide for bicycling as a safe and efficient means of transportation and recreation.**

Policy T.6.1. Expand recognition of bicycling as a legitimate and beneficial form of transportation.

Policy T.6.2. Establish and maintain a comprehensive, consistent, and highly connected system of bikeways and FUTS trails.

Policy T.6.3. Educate bicyclists and motorists about bicyclist safety through education programs, enforcement, and detailed crash analyses.

Policy T.6.4. Encourage bikeways and bicycle infrastructure to serve the needs of a full range of bicyclist experience levels.

Policy T.6.5. Provide short- and long-term bicycle parking where bicyclists want to travel.

Policy T.6.6. Integrate policies to increase bicycling and meet the needs of bicyclists into all relevant plans, policies, studies, strategies, and regulations.

## TRANSIT GOALS AND POLICIES

Page X-15

### **Goal T.7. Provide a high-quality, safe, convenient, accessible public transportation system, where feasible, to serve as an attractive alternative to single-occupant vehicles.**

Policy T.7.1. Cooperate with NAIPTA in developing and implementing the five-year transit master planning goals and objectives to continuously improve service, awareness, and ridership.

Policy T.7.2. Provide public transit centers and options that are effectively distributed throughout the region to increase access to public transit.

Policy T.7.3. Support a public transit system design that encourages frequent and convenient access points, for various transportation modes and providers, such as private bus and shuttle systems, park-and-ride lots for cars and bicycles, and well-placed access to bus, railroad, and airline terminal facilities.

Policy T.7.4. Support mobility services for seniors and persons with mobility needs.

Policy T.7.5. Incorporate adopted plans and policies for non-motorized and public transportation in the permitting process for all development or land use proposals, including provisions for efficient access and mobility, and convenient links between pedestrian, bicycle, and transit facilities.

Policy T.7.6. Coordinate with NAIPTA to establish rural transit service within the region that is consistent with County land use plans, based on funding availability, cost effectiveness, location of major trip generators, distance between generators, and the needs of transit-dependent individuals.

*Note: Transit dependent individuals are those who can only get around via public transit, and who do not own a car or cannot drive.*

## AUTOMOBILE GOALS AND POLICIES

Page X-20

### **Goal T.8. Establish a functional, safe, and aesthetic hierarchy of roads and streets.**

Policy T.8.1. Promote efficient transportation connectivity to major trade corridors, employment centers, and special districts that enhances the region's standing as a major economic hub.

Policy T.8.2. Maintain the road and street classification system that is based on context, function, type, use, and visual quality.

Policy T.8.3. Design neighborhood streets using appropriate traffic calming techniques and street widths to sustain quality of life while maintaining traffic safety.

Policy T.8.4. Protect rights-of-way for future transportation corridors.

Policy T.8.5. Support the area's economic vitality by improving intersection design for freight movements.

Policy T.8.6. Maintain the City's street infrastructure in a cost effective manner to ensure the safety and convenience of all users.

## PASSENGER RAIL AND RAIL FREIGHT GOALS AND POLICIES

Page X-21

### **Goal T.9. Strengthen and support rail service opportunities for the region's businesses and travelers.**

Policy T.9.1. Seamlessly integrate passenger rail with other travel modes including connectivity and operational improvements to the downtown passenger rail station and surroundings.

Policy T.9.2. Promote Amtrak service and support opportunities for interregional passenger rail service.

Policy T.9.3. Promote development of rail spurs and an intermodal freight facility or facilities as needed to support viable economic growth.

Policy T.9.4. Increase the number of grade-separated railroad crossings.

## AIR TRAVEL GOALS AND POLICIES

Page X-21

### **Goal T.10. Strengthen and expand the role of Flagstaff Pulliam Airport as the dominant hub for passenger, air freight, public safety flights, and other services in northern Arizona.**

Policy T.10.1. Maintain and expand Flagstaff Pulliam Airport as an important link to the national air transportation system.

Policy T.10.2. Improve multimodal access and service to and from the airport including transit, bicycle, and parking services.

Policy T.10.3. Seek opportunities to expand destinations and frequency of regional air service throughout the southwest and west.

Policy T.10.4. Plan and manage transportation infrastructure to discourage land uses incompatible with the airport and flight zones.

## PUBLIC SUPPORT FOR TRANSPORTATION GOALS AND POLICIES

Page X-22

### **Goal T.11. Build and sustain public support for the implementation of transportation planning goals and policies, including the financial underpinnings of the Plan, by actively seeking meaningful community involvement.**

Policy T.11.1. Maintain the credibility of the regional transportation planning process through the application of professional standards in the collection and analysis of data and in the dissemination of information to the public.

Policy T.II.2. Approach public involvement proactively throughout regional transportation planning, prioritization, and programming processes, including open access to communications, meetings, and documents related to the Plan.

Policy T.II.3. Include and involve all segments of the population, including those potentially underrepresented such as the elderly, low-income, and minorities (see Title VI of the Civil Rights Act of 1964 and Executive Order 12898 - Environmental Justice).

Policy T.II.4. Attempt to equitably distribute the burdens and benefits of transportation investments to all segments of the community.

Policy T.II.5. Promote effective intergovernmental relations through agreed-upon procedures to consult, cooperate, and coordinate transportation-related activities and decisions, including regional efforts to secure funding for the improvement of transportation services, infrastructure, and facilities.

## Chapter XI - Cost of Development

### COST OF DEVELOPMENT GOALS AND POLICIES

Page XI-3

**Goal CD.1. Improve the City and County financial systems to provide for needed infrastructure development and rehabilitation, including maintenance and enhancement of existing infrastructure.**

Policy CD.1.1. At the City level, provide a regular analysis of funding and financing policy alternatives needed for infrastructure development and rehabilitation.

Policy CD.1.2. Work collaboratively with private and non-profit economic development groups to provide for the most efficient and effective use of public and private development dollars.

Policy CD.1.3. Analyze the feasibility of expanding development fees within the City of Flagstaff, which may enable future development to provide for related adequate off-site improvements and facilities.

*Note: Arizona state statute requires cities to analyze development fees every five years.*

Policy CD.1.4. Develop a cost-benefit analysis protocol between regional economic development partners when the public is expected to invest.

Policy CD.1.5. Require that new development pay for a fair and rough proportional share of public facilities, services, and infrastructure.

Policy CD.1.6. Encourage redevelopment projects to utilize private/public partnerships in order to succeed.

*Refer to reinvestment and redevelopment discussions in Chapter IX - Growth Areas & Land Use and Chapter XIV - Economic Development for more information.*

## Chapter XII - Public Buildings, Services, Facilities, & Safety

### RESILIENCY PLANNING GOALS AND POLICIES

Page XII-5

**Goal PF.1. Work across all government operations and services to prepare for the impacts of natural and human-caused hazards.**

#### **Planning**

Policy PF.1.1. Consider climate resiliency and preparedness in community planning and development to be better prepared for changing conditions.

#### **Operational**

Policy PF.1.2. Allocate available public resources necessary for the City and County to prepare and adapt for natural and human-caused hazards so that all government operations support community resiliency.

Policy PF.1.3. Support evidence-based, ongoing assessment of the region's vulnerability and risk to changes in local climate. Incorporate future climate projections and historic data into emergency operations and hazard mitigation planning efforts.

Policy PF.1.4. Build, sustain, and leverage partnerships with local and regional stakeholders for collective investment, efficient action, and shared responsibility in the building of local resiliency.

### **Community Engagement and Education**

Policy PF.1.5. Support proactive communication and education aimed at both residents and governmental operations as a means to build individual, organizational, and community resiliency to weather-related impacts and climate-caused or natural disasters.

Policy PF.1.6. Educate and inform the community about how to cope with climatic variability and what the local government entities are doing on a systemic level.

## **LOCATING FACILITIES GOALS AND POLICIES**

Page XII-9

### **Goal PF.2. Provide sustainable and equitable public facilities, services, and infrastructure systems in an efficient and effective manner to serve all population areas and demographics.**

Policy PF.2.1. Prioritize infrastructure upgrades to encourage redevelopment and infill and meet land use goals.

Policy PF.2.2. Require new developments to pay their fair share toward the cost of additional capital improvements, infrastructure, and public service needs created by the development.

*Refer to Chapter XI - Cost of Development for more information.*

Policy PF.2.3. Provide accessible public facilities and services in strategic locations.

Policy PF.2.4. Support quality civic design for all public facilities.

Policy PF.2.5. Pursue cooperative and coordinated planning between government jurisdictions, agencies, educational institutions, non-profits, and private service providers.

## **PUBLIC SAFETY GOALS AND POLICIES**

Page XII-12

### **Goal PF.3. Provide high-quality emergency response and public safety services including law enforcement, fire, medical, and ambulance transport service.**

Policy PF.3.1. Maintain high-quality effectiveness and efficiency in law enforcement, fire, and emergency services to the extent that is consistent with governmental operations, plans, public policies, population served, and monies available.

Policy PF.3.2. Locate City of Flagstaff and rural fire districts within the optimal response time for new and existing development.

Policy PF.3.3. Locate law enforcement facilities (i.e., main and sub-stations) within the prescribed response time goals and service needs of the community.

Policy PF.3.4. Maintain emergency management operations to protect life and property during disaster events in natural hazard areas and built environments.

Policy PF.3.5. Support coordination of public safety and emergency management operations through mutual aid agreements.

## **Chapter XIII - Neighborhoods, Housing, & Urban Conservation**

### **NEIGHBORHOODS, HOUSING, AND URBAN CONSERVATION GOALS AND POLICIES**

Page XIII-9

### **Goal NH.1. Foster and maintain healthy and diverse urban, suburban, and rural neighborhoods in the Flagstaff region.**

Policy NH.1.1. Preserve and enhance existing neighborhoods.

Policy NH.1.2. Respect traditions, identifiable styles, proportions, streetscapes, relationships between buildings, yards, and roadways; and use historically appropriate and compatible building and structural materials when making changes to existing neighborhoods, especially in historic neighborhoods.

Policy NH.1.3. Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails.

Policy NH.1.4. Foster points of activities, services, increased densities, and transit connections in urban and suburban neighborhoods.

Policy NH.1.5. Use traditional neighborhood design standards for new and revitalized urban neighborhoods, neighborhood plans, specific plans, or master plans.

Policy NH.1.6. New development, especially on the periphery, will contribute to completing neighborhoods, including inter-connecting with other neighborhoods; providing parks, civic spaces, and a variety of housing types; and protecting sensitive natural and cultural features.

Policy NH.1.7. Develop appropriate programs and tools to ensure the appropriate placement, design, and operation of new student housing developments consistent with neighborhood character and scale.

Policy NH.1.8. Prioritize the stabilization of a neighborhood's identity and maintain cultural diversity as new development occurs.

**Goal NH.2. Look to downtown Flagstaff as the primary focal point of the community character.**

*Refer to the Downtown goals and policies in Chapter IX - Growth Areas & Land Use*

Policy NH.2.1. Encourage the rehabilitation of historic downtown structures and contextual new structures as office, retail, entertainment, and residential space to reinvigorate the area as a destination of culture, shopping, government, and the arts.

Policy NH.2.2. Plan for future downtown development and contiguous development that respects the established historic core, historical architecture, and urban design.

Policy NH.2.3. Continue the tradition of multi-story, multi-use buildings to maintain and increase a stable, mixed-income residential population when planning new structures in the downtown and Southside neighborhoods.

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

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

Policy NH.3.2. Promote accessory dwelling units, where appropriate.

Policy NH.3.3. Increase the availability of affordable housing for very low-income persons, through innovative and effective funding mechanisms.

Policy NH.3.4. Reuse former brownfields, vacant buildings, and commercial buildings to provide new mixed-use and/or housing options.

Policy NH.3.5. Encourage and incentivize affordable housing.

**Goal NH.4. All housing is safe and sanitary.**

Policy NH.4.1. Expand the availability of affordable housing throughout the region by preserving existing housing, including housing for very low-income persons.

Policy NH.4.2. Reduce substandard housing units by conserving and rehabilitating existing housing stock to minimize impacts on existing residents.

Policy NH.4.3. Address accessibility issues and other housing barriers to persons with disabilities or special needs.

Policy NH.4.4. Encourage green practices in housing construction and rehabilitation that support durable, healthy, and energy efficient homes.

Policy NH.4.5. Renovate the existing housing stock to conserve energy and reduce utility and maintenance costs for owners and occupants.

Policy NH.4.6. Consider and integrate public transportation when possible in planning housing developments, to help reduce a household's transportation costs and minimize impact on the community's roads and transportation system.

Policy NH.4.7. Enforce compliance with fair housing laws.

**Goal NH.5. Eliminate homelessness.**

Policy NH.5.1. Provide adequate resources for families with children experiencing homelessness.

Policy NH.5.2. Provide adequate resources for individuals experiencing homelessness.

Policy NH.5.3. Support and expand programs that prevent homelessness.

Policy NH.5.4. Make transitional housing resources available to populations experiencing homelessness.

**Goal NH.6. Neighborhood conservation efforts of revitalization, redevelopment, and infill are compatible with and enhance our overall community character.**

Policy NH.6.1. Promote quality redevelopment and infill projects that are contextual with surrounding neighborhoods. When planning for redevelopment, the needs of existing residents should be addressed as early as possible in the development process.

Policy NH.6.2. Use urban conservation tools to revitalize existing underutilized activity centers to their potential.

# Chapter XIV - Economic Development

## RESPONSIVE GOVERNMENT GOALS AND POLICIES

Page XIV-4

### **Goal ED.1. Create a healthy environment for business by ensuring transparent, expeditious, and predictable government processes.**

Policy ED.1.1. Maintain the commitment by City and County government bodies to establish new public-private partnerships to spur economic development where they are potentially an effective tool.

Policy ED.1.2. Steadily improve access to easily understandable public information.

Policy ED.1.3. Use economic best practices to promote quality and fiscally sound projects.

Policy ED.1.4. Encourage local governments and the surrounding sovereign tribal nations to collaborate on mutually beneficial economic development initiatives.

Policy ED.1.5. Work cooperatively as a region towards developing a redundant telecommunications system.

Policy ED.1.6. Actively recruit diverse representation for all committee vacancies.

Policy ED.1.7. Establish policy and tools to consider the impacts of redevelopment on local residents.

## EDUCATION AND WORKFORCE TRAINING GOALS AND POLICIES

Page XIV-7

### **Goal ED.2. Support and encourage an excellent educational system that promotes critical thinking and job training programs at all levels.**

Policy ED.2.1. As industry sectors emerge and grow, encourage regional workforce development partners to take a proactive role by preparing the local labor force for current and future workforce needs.

Policy ED.2.2. Support collaborative workforce training efforts by secondary schools, Coconino Community College, Northern Arizona University, and regional economic development partners.

Policy ED.2.3. Encourage efforts to provide a full range of high-quality educational opportunities for life-long learning for all residents.

Policy ED.2.4. Promote science, technology, engineering, mathematics, liberal arts, and entrepreneurship education at all levels.

## BUSINESS RETENTION, EXPANSION, AND ENTREPRENEURSHIP GOALS AND POLICIES

Page XIV-8

### **Goal ED.3. Regional economic development partners support the start-up, retention, and expansion of existing business enterprises.**

Policy ED.3.1. Encourage regional economic development partners to continue proactive programs to foster the retention and expansion of existing enterprises and home-based businesses in the community.

Policy ED.3.2. Strengthen the arts, culture, and education sectors as important economic drivers in the community.

Policy ED.3.3. Support plans, programs, and capital expenditures to stimulate the investment of private capital in existing commercial areas for all industry sectors.

Policy ED.3.4. Take advantage of federal, state, and local incentives available for business retention and expansion efforts.

Policy ED.3.5. Advocate the economic sustainability and growth of businesses with opportunities for transitional commercial space, leased space, and property ownership.

Policy ED.3.6. Foster entrepreneurialism and start-up businesses with incubator and accelerator programs in sectors that demonstrate considerable growth potential.

Policy ED.3.7. Support and encourage regional agriculture.

Policy ED.3.8. Protect existing business and industrial land uses from encroachment and allow for their expansion.

Policy ED.3.9. Develop infrastructure so that the community has access to high-speed internet and telecommunications.

## BUSINESS ATTRACTION GOALS AND POLICIES

Page XIV-9

### **Goal ED.4. Support efforts to recruit diverse new businesses and industries compatible with the region.**

Policy ED.4.1. Publicize all developable property, with property owner's consent, within the region with an understanding of infrastructure needs and applicable development standards.

Policy ED.4.2. Promote variety and flexibility in land use and development options within the urban growth boundary.

Policy ED.4.3. Facilitate regional economic development by participating in cooperative ventures throughout the northern Arizona region.

Policy ED.4.4. Identify and support community resources that assist new businesses, such as workforce development, marketing, building processes, venture capital, financing, and management.

Policy ED.4.5. In an effort to promote the sustainability of resources, the City will encourage all new and expanded commercial and industrial development to be energy and water efficient.

Policy ED.4.6. Encourage development of specific area plans for targeted industrial, and business park land, which have been identified as major employment centers in the *Flagstaff Regional Plan*.

Policy ED.4.7. When planning for future growth, consider tribal, cultural, and natural resources in balance with community needs.

Policy ED.4.8. Support and encourage Native American heritage and culture as contributors to the region's economy.

*Refer to Chapter VIII - Community Character Goal CC.6. and Chapter XIV - Economic Development Policy ED.6.3.*

## PULLIAM AIRPORT GOALS AND POLICIES

Page XIV-10

### **Goal ED. 5. The Pulliam Airport will continue to serve the Northern Arizona region for air transportation, multimodal connectivity and business growth potential.**

Policy ED.5.1. Develop an Airport Business Park Specific Plan, outlining potential for connectivity, business and light industrial growth, and gateway opportunities.

Policy ED.5.2. Provide a clear process for becoming a business park lessee.

## TOURISM GOALS AND POLICIES

Page XIV-11

### **Goal ED. 6. Tourism will continue to provide a year-round revenue source for the community, while expanding specialized tourist resources and activities.**

Policy ED.6.1. Support and promote the diversification and specialization of the tourism sector, with heritage, eco-, and adventure tourism.

Policy ED.6.2. Encourage cultural tourism with the advancement of heritage sites and special events.

Policy ED.6.3. Continue to advance high-altitude athletic training and "extreme sport" events and programs.

Policy ED.6.4. Encourage business education about the importance of tourism and its positive impacts on our region.

*Refer to Chapter VIII - Community Character Goal CC.6*

## COMMUNITY CHARACTER GOALS AND POLICIES

Page XIV-11

### **Goal ED.7. Continue to promote and enhance Flagstaff's unique sense of place as an economic development driver.**

Policy ED.7.1. Support planning, design, and development that positively, creatively, and flexibly contribute to the community image.

Policy ED.7.2. Coordinate community branding to effectively position the region for global marketing.

Policy ED.7.3. Leverage the region's assets of history, culture, and natural environment, as well as educational and scientific facilities, as an economic development tool.

Policy ED.7.4. Invest in attractive community gateways, main corridors, and public spaces to draw the business and workforce the region desires.

Policy ED.7.5. Develop urban infrastructure that supports revitalization and redevelopment.

Policy ED.7.6. Support southwest culture in the visual and performing arts, including for example, an annual Native American Pow-Wow.

## ACTIVITY CENTERS GOALS AND POLICIES

Page XIV-12

### **Goal ED.8. Promote the continued physical and economic viability of the region's commercial districts by focusing investment on existing and new activity centers.**

**Goal ED.9. Promote redevelopment and infill as a well-established means to accomplish a variety of community economic, planning, and environmental goals.**

*Refer to Chapter IX - Growth Areas & Land Use, pp. IX-18 through IX-25 for reinvestment goals, policies, and tools.*

## Chapter XV - Recreation

### RECREATION GOALS AND POLICIES

Page XV-6

**Goal REC.1. Maintain and grow the region's healthy system of convenient and accessible parks, recreation facilities, and trails.**

Policy Rec.1.1. Integrate active and passive recreational sites within walking distance throughout the region to promote a healthy community for all City and County residents and visitors.

Policy Rec.1.2. Promote public and private partnerships to offer parks, recreation facilities, and resources.

Policy Rec.1.3. Coordinate City, County, and Forest Service recreational planning to best serve the community.

Policy Rec.1.4. Design new or updated public facilities to include parks, open space, and/or recreational opportunities where feasible.

Policy Rec.1.5. Incorporate sustainable building and maintenance technologies and universal design into parks and recreation facilities.

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# APPENDIX C



## METADATA FOR NATURAL ENVIRONMENT MAPS

### Map 6 - Existing Land Management Areas and Boundaries

Data	Data Source	File Type	Justification
FUTS, Forest Service and AZ Trail Trails – Existing and Future	City (FUTS) and Forest Service (Arizona Trail)	GIS Layer	Trails serve to link and provide access to other public lands. FUTS right-of-way should also be a tool for preserving other natural areas; riparian, cliffs and outcroppings, views, and quiet areas.
Existing Trailheads, Access to Forest	City, County and Forest Service	GIS Layer	Trails serve to link and provide access to other public lands, particularly City-owned land between Mt Elden Rd and Schultz Pass Rd
Steep slopes resource protection: 17-35% - Partially protected 35% + - No Development	Existing GIS layer	GIS Layer	Steep slopes are often very easily eroded and often serve as a visual backdrop to landscape. Code weak point, 20% slope is twice as steep as the steepest road - 180/Cedar.
City Parks	City Parks & Rec Dept.	GIS Layer	Important as recreation sites and contribution to quality of life. Frequent destination for users of public lands.
City Open Space Zoning	City records.	GIS Layer	Open space is an important contribution to quality of life and recreation. McMillan Mesa details are important and vulnerable
County Parks and Natural Areas	County GIS data	GIS Layer	Important as recreation sites and contribution to quality of life. Frequent destination for users of public lands.
County Open Space and Conservation Zoning	GIS	GIS Layer	Important as recreation sites and contribution to quality of life. Frequent destination for users of public lands.
Proposed County Open Space (CPOS)	Coconino County	GIS Layer	Lands approved by voters in 2002 CPOS referendum for acquisition by Coconino County Parks and Recreation.
Walnut Canyon Study Area boundaries	US Forest Service National Park Service	GIS feature	Area under study for potential change in management during the development of the Regional Plan
State Trust Lands State Trust Lands – priority for conservation	Flagstaff Open Space and Greenways Map, Existing City Land Ownership GIS layer and consultation with State Land Department.	GIS Layer	Potential for additions to city and county open space.
National Forest	Existing City Land Ownership GIS layer	GIS Layer	Important as major land owner in FMPO and major manager of recreation.
US Forest Service Special Interest Management	USDA Coconino National Forest Shape Files: Elden Pueblo Archaeological Site is not on the map and should be	GIS features	Features of special interest usually unique Feature under Forest Service Management
Cinder Hills Off Highway Vehicle Area	Coconino National Forest	GIS feature	Area managed for off-highway vehicle recreation by the U.S. Forest Service.
National Monument	Existing City Land Ownership GIS layer	GIS Layer	National Monuments within FMPO are important cultural resources and recreation sites.
Museum of Northern Arizona: Open Space Areas	MNA	Parcel Based	MNA-owned open space parcels important as recreation sites and contribution to quality of life.
NAU Centennial Forest	Existing City Land Ownership GIS layer	GIS feature	State Land Department land managed in part by NAU.

## Map 7 - Significant Natural Resources: Wildlife, Vegetation, Hydrology and Geology

Data	Data Source	File Type	Justification
Geology: Topography	Topography from existing GIS layers in city data base	GIS Layer	Determines flood potential, microclimates, plant and animal habitat, and movement corridors.
Faults	USGS Mineral Resources	GIS features	Significant geologic feature
Erosion Hazard	USDA Coconino Forest: TEU Land Type polygons - Terrestrial Ecosystem Survey	GIS Shape file	Determinate of site stability and flood potential
Soils	F-Forest Service TES Coconino National Forest Watershed Program - <a href="http://alic.arid.arizona.edu/tes/tes.html">http://alic.arid.arizona.edu/tes/tes.html</a> Terrestrial Ecosystem Survey	Shape files	Important in determining site stability and erosion potential
Water courses, washes, lakes and ponds	Existing topographical layers	GIS Layer	Water courses/ open washes provide critical riparian habitat and migration corridors for resident and migratory plants, vertebrates (amphibians to elk), invertebrates, and humans. They also provide important ecological services as an open channel, including slowing down floodwaters, reducing erosion, providing recharge of water into the water table, and enjoyment for humans.
Rio de Flag Present alignment and possible future alignment	Army Corp of Engineers		
Natural Springs	MNA Larry Stevens		
Vegetation—	US Forest Service Mid-scale data (GIS Layer) – pine stands +20" dia. and grasslands	GIS feature	Vegetative features that are important to the quality of life and ecology of the area - riparian and vegetation along Rio de Flag, tributaries, other ravines, and steep north-facing slopes - sensitive plants and plant communities adapted to mesic (moist) conditions; these rare plant communities are especially vital in the food chain from insects to birds to mammals, due to its structure, diversity, moisture, seeds, and fruit.
Water courses / washes.	US Forest Service streams that are named, with 'water color' buffer zones.	GIS feature	Water is essential determinate for ecology, recreation and ascetics.
Native plants	ERI and USFS inventories	GIS Points	These plants are selected rare and unique species. Sunset crater breadtonque is listed under the Endangered Species Act.
Wildlife Linkages	AZ Game and Fish	GIS Layer	Area of wildlife movement usually key locations where movements cross barriers
Watchable Wildlife Areas	Arizona Watchable Wildlife Experience (AWWE) website and AZ Game and Fish	GIS Layer	Locations where wildlife watching is especially good these area serve as recreation sites and add to the Quality of life
Sensitive Birding Areas Bird Sanctuaries	Arizona Audubon Society and Northern Arizona Chapter	GIS feature	Locations where birds are especially diverse and where bird watching is especially good these area serve as recreation sites and add to the quality of life.
Gunnison's Prairie dog colonies	Habitat Harmony and Arizona Game Fish Department	Jpg and Shape files – city/ FMPO	USFWS placed the Gunnison's prairie dog on the candidate list as warranted for protection in the montane portion of its range and it is considered a Species of Greatest Conservation Need in Arizona.

## Map 8 - Concentration of Natural Resources

*Refer to map for notes*

## Map 12 - Cultural Sensitivity

Data	Data Source	File Type	Justification
Cultural Sensitivity and Archaeological Site Density	Chris Barrett McMillan Mesa, Buffalo park	GIS feature	Yes



# APPENDIX D

## ANNUAL REPORT TEMPLATE

The purpose of an Annual Report is to monitor how the *Flagstaff Regional Plan* continues to reflect core community values and to evaluate how new developments have been approved in compliance with the plan. It is a “progress report” on the Regional Plan’s implementation that highlights progress made by all City departments and partnering agencies, as well as identifying and addressing barriers. To achieve this, division directors will provide the City Manager and City Council with an Annual Report of Regional Plan-related activities prior to the initiation of the budget process each year.

### Objectives for an Annual Report

- Measure the City and County’s success in achieving plan goals and policies through metrics that indicate progress toward the region’s future vision, such as measuring on an annual basis how indicators have been achieved (see metrics below)
- Identify appropriate strategies to achieve priority goal and policies be pursued under the coming year’s budget
- Identify unlisted strategies to be pursued under the coming year’s budget
- Document growth trends and compare those trends to plan objectives
- List development actions that affect the plan’s provisions
- Explain difficulties in implementing the plan
- Review community indicators (following three pages)
- Review any outside agencies’ actions affecting the plan.

### Data for Annual Report

- Community Survey – This consists of a community outreach component of the annual report conducted every 5 years. It is used to capture the perspective on the livability of the City from those who live and/or work in the region.
- Livability Index – This consists of several indicators and data points that will be used to measure the Regional Plan’s success over time in achieving the Plan’s vision to be a resilient city and a good steward of this unique environment.
- Development Activity and Infill – a summary of the development that has occurred in the prior year, and how it has impacted the overall community.

# Examples of Metrics To Be Calculated Annually

## **Indicators of Overall Community Well Being:**

- Population and demographic characteristics (from federal and state census updates)
- Income characteristics (every 5 years or as available)
- Voter turnout after local elections
- Educational attainment (based on census updates).

## **Environmental & Conservation Planning/Open Space**

- Wildlife corridors and habitat land consumed or preserved by development (Arizona Game and Fish Department-designated)
- Concentration of natural resources, conservation priority areas, open space acres protected through conservation easement, purchase, re-zone, etc. (when available)
- Biodiversity – birds, plants, amphibians, fish, mammals, reptiles – total species count – Arizona Game and Fish Department data (when available)
- Update the Natural Environment maps with pertinent information, if available.

## **Water Resources**

- Water usage rates per capita
- Gallons and cost per thousand persons of treated influent
- Gallons of reclaimed water produced and purchased
- Production vs. total capacity – peak day
- Water quality – number of nonconforming properties brought into compliance with stormwater regulations.

## **Energy**

- Number of renewable energy installations put into operation annually (residential/commercial)
- Average energy use for the City of Flagstaff (government buildings and operations)
- Community garden acreage under cultivation and garden participants
- Green buildings built – residential/commercial.
- Community character
- Heritage resources saved, preserved, demolished, inventoried (Cultural Resource Survey)
- Percent of City public budget for education, art and science – facilities and programs.

## **Growth Areas & Land Use**

- Land use zoning distribution in acres: commercial, industrial, public, open space, residential, institutional
- Regional building footprint/City building footprint (how much is actually built upon/total acres)

- Residential permits issued – number of units
- Commercial, industrial etc. permits issued – square foot
- Amount of commercial and industrial space added or lost
- Number of mixed-use development projects
- 100-year water demand studies per project – City only (Utilities Division updates)
- Total number of infill projects – residential/commercial
- Total number of brownfield redevelopment projects – residential/commercial
- Quantity and cost of additional infrastructure maintenance and repair
- Number of major and minor amendments to this Plan.

### **Transportation**

- Walkability index (data available annually)
- Mode share numbers – type of trip by walk, bike, transit, ride-share, drive alone (when available – typically 5 years)
- Number of pedestrian/car accidents (data available annually)
- Number of bicycle/car accidents (data available annually)
- Access to public transit: percentage of population within ¼ mile and ½ mile of public transit (data available annually)
- Miles of FUTS/bike lanes installed (data available annually)
- Complete/incomplete sidewalk grid
- Miles of road improvements (repaving, utility replacement, sidewalk replacement, etc.)
- Connectivity of roadways – measure in intersections per square mile (future FMPO metric)
- Vehicle Miles Traveled (VMT) - average per resident (now available every 3-4 years; in long term annually).

### **Cost of Development**

- In annual prioritization for infrastructure:
  - Percent allocated for road maintenance
  - Percent allocated for utility maintenance (water, reclaimed water, and sewer)
  - Percent allocated for other City capital projects.

### **Public Facilities**

- Amount of municipal solid waste delivered to the Cinder Lake Landfill and remaining usable life
- Tons of recycling collected and waste diversion rate
- Percent of City budget for infrastructure needs in the CIP.

### **Neighborhoods, Housing, & Urban Conservation**

- Affordability index – annual incomes, monthly income, monthly average housing payment (rent/own) (when available)
- Number of affordable housing per residential projects
- Median wage (when available)
- Median housing prices
- Median rents
- Housing mix: single family, apartments, townhomes
- Rental/ownership ratio
- Allocation of CDBG funding
- Number of neighborhood//specific/illustrative plans completed
- Number of complaints and violations of dangerous buildings (1997 Housing Code).

### **Economic Development**

- Total employment per industry sector (when available)
- Per capita income (when available)
- Growth comparisons: population to workforce (when available)
- Median wage of companies attracted per year
- Percent of population living below the poverty level (when available)
- Number of total visitors per year
- Public dollars allocated to parks and recreational venues
- Public dollars allocated to beautification of public areas
- Public dollars allocated to business attraction and retention.

### **Recreation**

- Acres added to parks systems
- Dollars invested in park and recreation facilities – maintenance, improvement, additions
- Programming of recreational events and activities.

This list was derived from an extensive program Ms. Alex Wright developed for the City of Flagstaff's Annual Performance Indicators for the Regional Plan 2014. The complete 44-page report prepared by Ms. Wright for NAU and the City of Flagstaff is available for review upon request.