LAND USE & GROWTH AREAS

IX

The Land Use and Growth 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 guiding 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, the region will consider the following concepts:

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. Employment Centers can exist within all place types, but along with Special Planning areas, they need special consideration.

Place Types
Place types include activity centers, neighborhoods, and corridors, and provide the framework around which communities are 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.

Inside this Chapter:

EXISTING LAND SUPPLY
- *Exisiting Land Ownership Map #16* — *IX-9*
- *Development Potential of Vacant Parcels Map #18* — *IX-13*
- *Future Growth Illustration - FMPO Scale #19* — *IX-15*
- *Future Growth Illustration - City Scale #20* — *IX-17*

AREA TYPES
- Urban — IX-22
- Suburban — IX-33
- Rural — IX-39
- Employment — IX-46
- Special Planning Areas — IX-48

PLACE TYPES
- Activity Centers & Corrdiors — IX-49
  - *Actitivty Centers & Corridor Map #22* — *IX-51*
- Neighborhoods — IX-56

GROWTH
- Reinvestment Areas — IX-57
  - *Transitions Map #23* — *IX-59*
  - *Public Utilities & Activity Centers Map #24* — *IX-61*
- Greenfield Development — IX-65

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.

Our Vision for the Future

In 2030, our community continues to grow in a smart and connected way, as compact development makes investments in efficient infrastructure, alternative travel modes, and image. The land use decisions made in the region promote a healthy lifestyle and quality of life desired by many.

EXISTING LAND SUPPLY

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 needs to be contextually sensitive to fulfill the Flagstaff Regional Plan's guiding principles and provide lifestyle choices for the community.

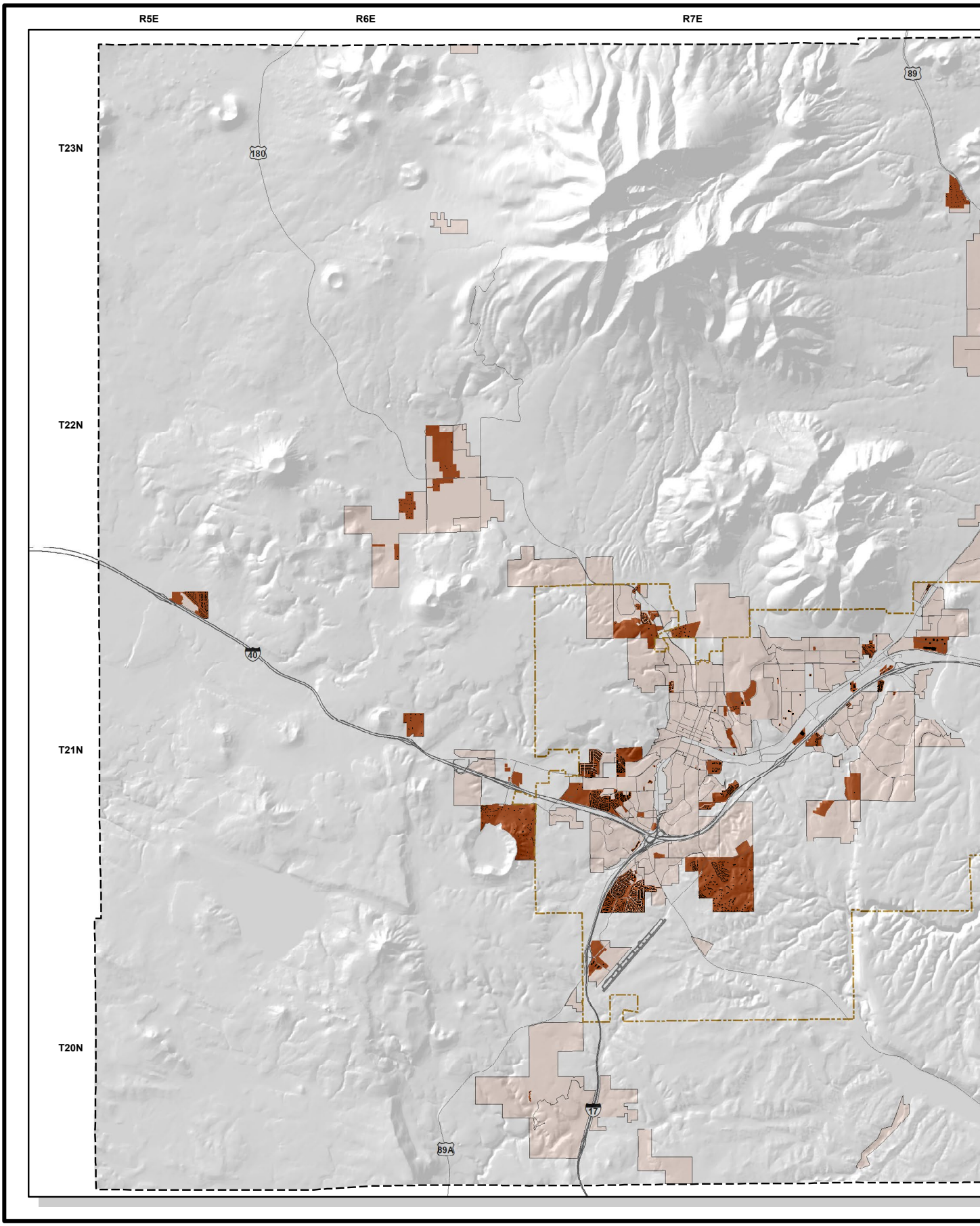
Within each area type are groups of place types – all working together to complete and connect homes with jobs, school, activities, and shopping. The **community vision is to focus infrastructure investments where they will have the most impact** – in reinvestment areas of activity centers and corridors, 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 #19 and #20) identifies the area types of urban, suburban, and rural character. It is expected that more detailed plans, activity center and civic spaces specific plans, public facility planning, and neighborhood plans will define the context and particulars for development, reinvestment, and conservation in any given specific vicinity.

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, the land use. Land use is regulated through the zoning ordinance. The adoption of ordinance is guided through policy language. This is a policy document intended to help decision makers evaluate new ordinance.

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 Regional Plan. If, however, the desired proposal does not conform with either the Zoning Code or the Regional Plan, the property owner must apply for both a Regional Plan amendment and a Zoning Map amendment. See Amendment Table, Chapter III - How This Plan Works.

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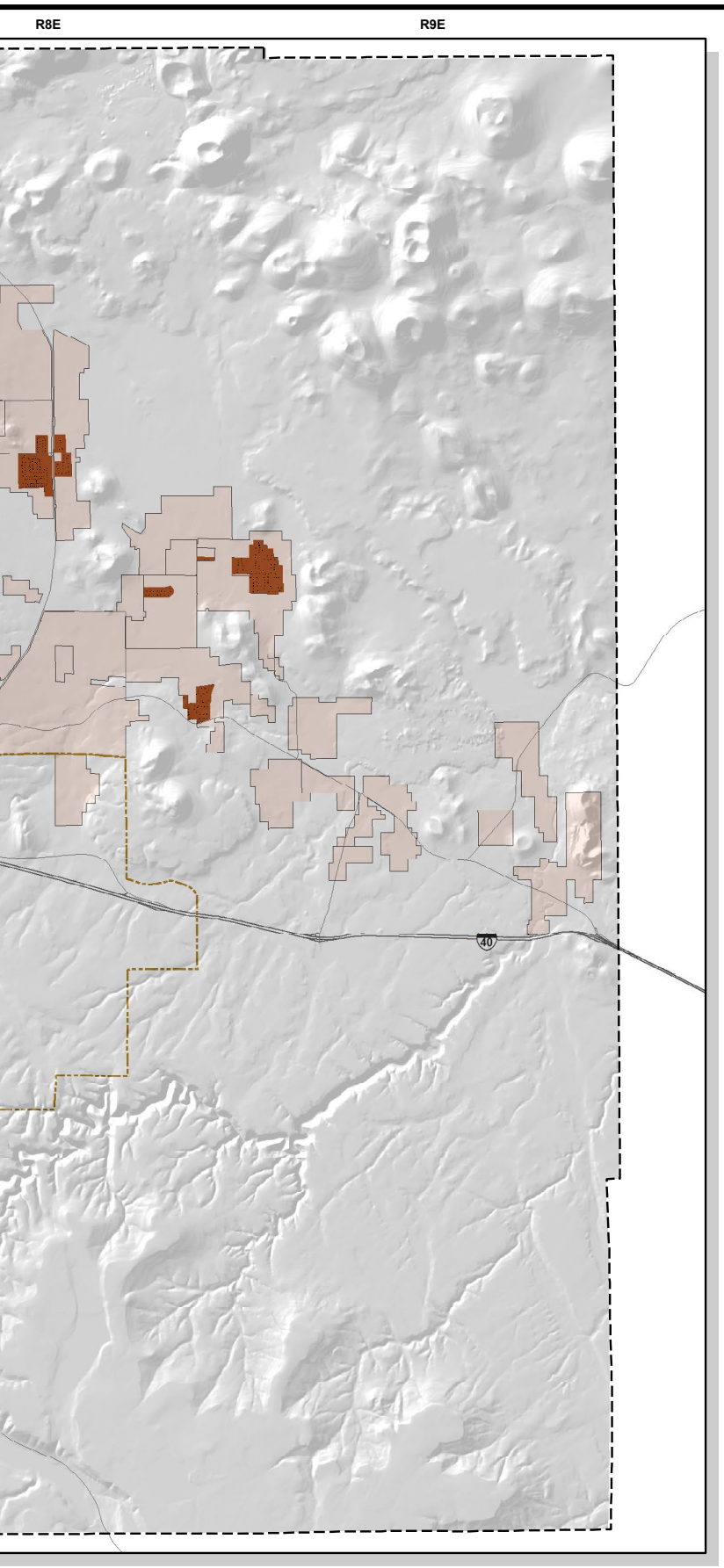

Figure 15:
GROWTH FROM 2000 - 2012

Buildings within new Growth Areas

Growth Areas 2000-2012

Neighborhoods

City of Flagstaff

Total Acres added from 2000- 2012		
	# Parcels	Acres
Residential	6633	2,928.83
Commercial	137	424.35
Industrial	207	222.87
Institutional	6	7.50
General	201	292.97

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FLAGSTAFF REGIONAL PLAN
VISION 2030: PLACE MATTERS

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

Existing Conditions and Trends

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

National Trends

Future trends foresee **smaller houses, smaller lots, multi-family, and multi-generational housing** – quality built with modern technologies and accessible to community amenities[1]; 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 with those having good transit service, commanding the highest premiums on space.[2] Typical suburban development should be re-thought to accommodate a wide range of ages, incomes, and public transit.[3]

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."

Local Trends

- **Geography** and the Northern Arizona climate greatly influence development. The ownership patterns of private and public lands and topography also played a significant role in determining the development patterns.
- **Growth areas** in the past 10 years have been significant 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 metro-area regional market is reflected in the fact that housing has generally followed retail development.
- **Growth boundaries** have been established by Flagstaff to promote compact development and efficient infrastructure within the city. Rural Growth Boundaries in county areas are established in respect of public and private land ownership.
- **Mixed-use** development promotes a compact, walkable urban form, and can be seen locally in Flagstaff's historic downtown and more recently around the University campus. Mixed-use opportunities exist in this region where planned activity centers host a significant amount of growth in office space, retail business, and multi-family housing.

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, this particular land use category will be considered in each context: rural, suburban, and urban. In the larger context, Picture Canyon Conservation Area (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 imperative to the region's system of open spaces.
- **Public and quasi-public uses** include many of our largest employers in the regionsuch 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.

[1]*National Association of Realtors: http://www.realtor.org/field-guides/field-guide-to-the-small-house-movement*
[2]*Kaid Benfield; October 25, 2012.*
[3]*http://www.realtor.org/articles/building-a-new-suburbia-for-all-generations*

- **Public spaces** are one of the most important design aspects of a city, they serve as is 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 attests, good public spaces produce a lot of use. This plan reflects on how those spaces interact with homes and businesses as well as how they are connected together.

- **Regulations** – Zoning codes, building codes, fire codes, health codes, and engineering standards are regulatory documents inteded to promote the goals and policy for Flagstaff. 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; Barnet Dulaney Perkins Eye Surgical Center redevelopment on Switzer Canyon Drive.

- **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 can design for pedestrian and bicyclist safety and experience first, automobile driver experience second, transit options next, and auto capacity and speed last. This will be a paradigm shift from the current automobile-only focus.

- **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 mutually benefiting multiple entities.

Why Compact Development?

Successful compact development for the region features the following, respecting the Flagstaff region's scale and design traditions:

- Well connected access for pedestrians, bicyclists, cars, and transit
- Pedestrian-, bicycle-, and transit-friendly design
- Concentrations of population and/or employment
- Medium to high densities appropriate to context
- Smaller housing choices on small lots and multi-family options with shared amenities
- A mix of uses
- Interconnected streets
- Innovative and flexible approaches to parking
- Access and proximity to transit

Compact development can be built anywhere, and can be adapted to the urban, suburban and rural context. It encompasses residential and commercial development. Single-family houses, townhomes, apartments and live-work units all have a place in compact development. Employment centers are also important candidates for compact development.

Land Ownership

Land ownership in the planning area is tabulated in the table at the right and illustrated on Map 16.

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%
Total Public Lands	268,970	80%
Private Lands		
Arizona State Trust Land	25,627	8%
Other privately owned land	41,782	12%
Total Private Lands	67,409	20%
Total FMPO	336,379	100%

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 urban-wildland interfaces, 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, a few miles west of the city, is one of two Navy dark-sky 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, 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 the 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 serve as part of the larger eco-system landscape. At this time, the Arizona State Land Department has identified its holdings as "appropriate for conservation" or as "development potential." By state statute, Arizona State Land Department 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".

EXISTING LAND SUPPLY

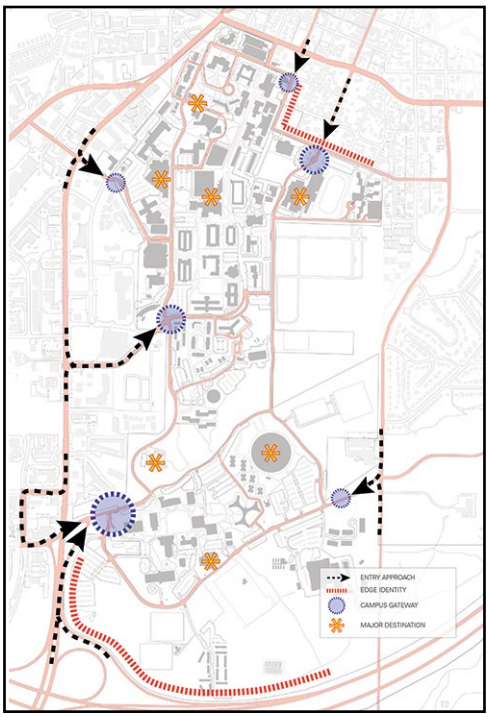
Coconino County Land Ownership (in FMPO)	Acres
County Parks	598.68
Facilities	121.66
Open Space / Drainage / ROW	2467.95
Other	59.76
Total	3,248.00

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

City of Flagstaff/Coconino County owned land is for the purposes, generally, of maintaining facilities, right-of-way (ROW) of roads, streets, alleys, sidewalks, drainage, stormwater collection, and for parks, FUTS, and public access to the Coconino National Forest. Parcels which have been acquired for various other reasons, may be disposed of.

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 17 highlights opportunities for better connectivity to the surrounding community to and from campus (Northern Arizona Master Plan Update 2008, Airs-Saint-Gross).

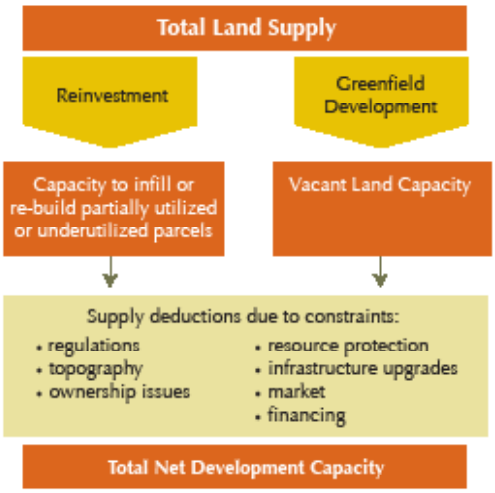
Private Land - Only 12 percent of the land in the planning area is privately held. Given this small amount of land, determining how to encourage development patterns that fulfill the community vision is a significant task.

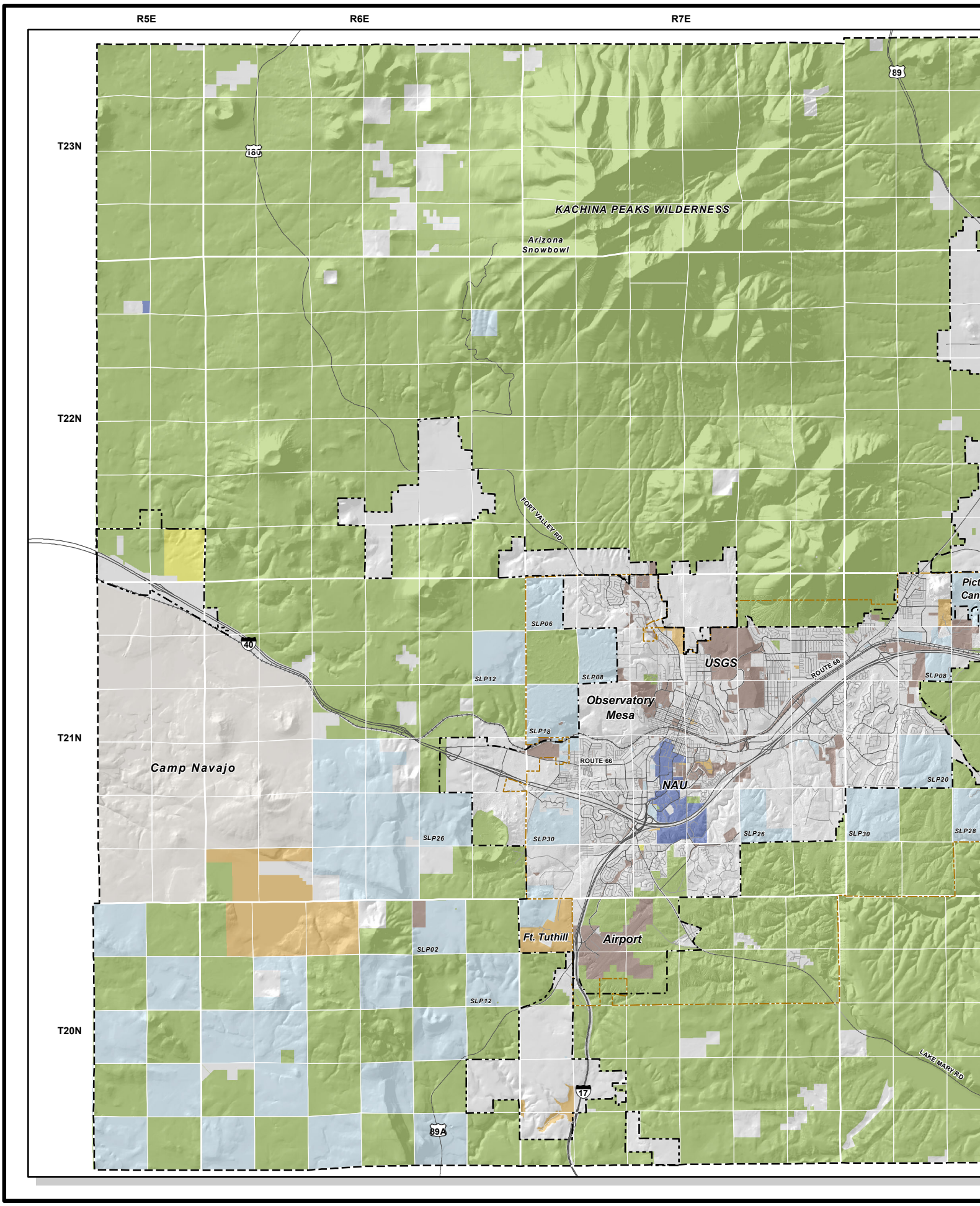


Map #17: NAU Connectivity

Overall Land Supply

Existing land available for development *(Refer to 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.

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USGS
Observatory Mesa
ROUTE 66
NAU
Ft. Tuthill
Airport
LAKE MARY RD
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SLP08
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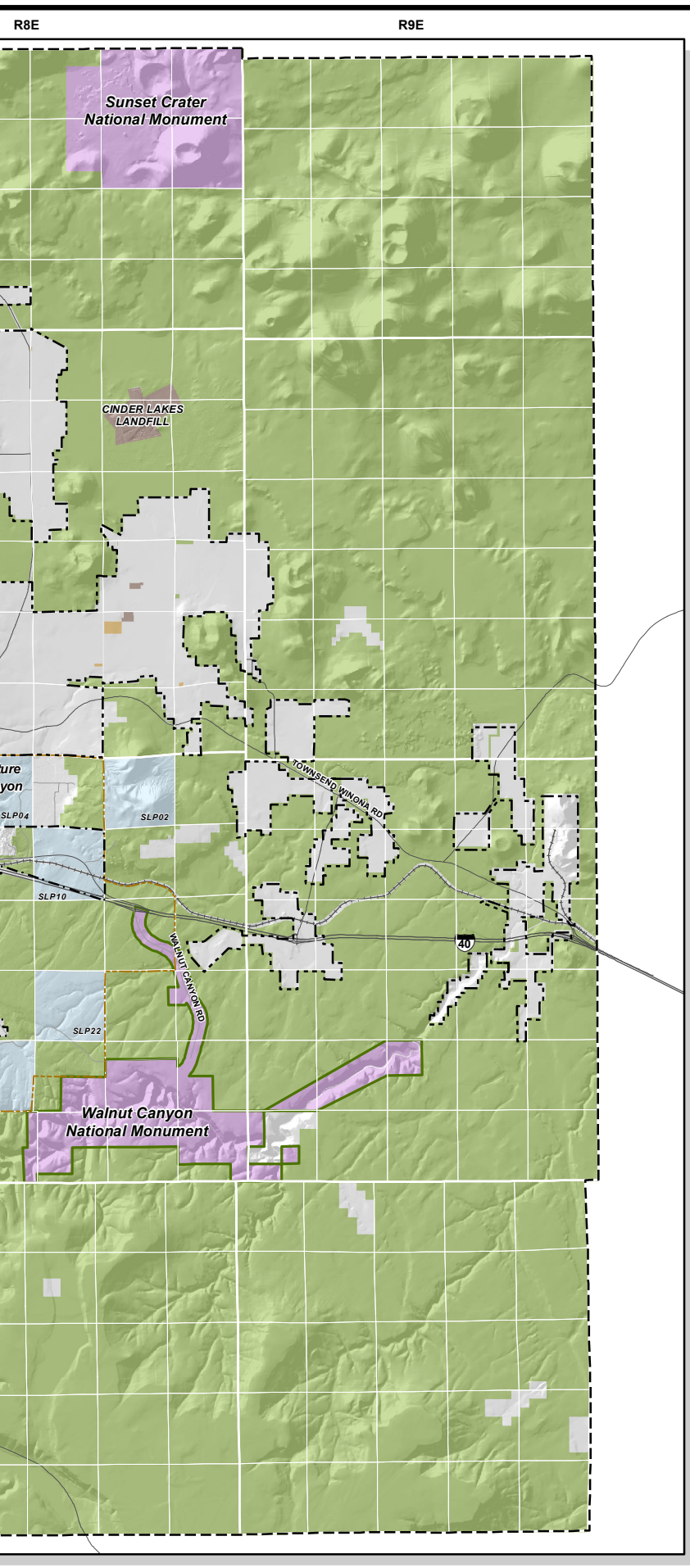

Figure 16:

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 for an interactive GIS map.

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Land Use Tool Box

Activity Centers are mixed-use areas where there is a concentration of commercial and other land uses. The activity centers are encompassed by 1/4 mile pedestrian shed, which indicates appropriate location for higher-density residential development, live-work units and home-based businesses, and the need for a high-degree of pedestrian and bicycle connectivity to the center or commercial core of the activity center.

Pedestrian Shed is the basic building block of walkable neighborhoods. A pedestrian shed is the area encompassed by the walking distance from a town or activity center. Pedestrian sheds are often defined as the area covered by a 5-minute walk (about 1/4 mile, 1,320 feet, or 400 meters). 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. Linear Pedestrian Shed – extends for a 1/4 mile radius along a pedestrian-oriented street (corridor and/or Great Street).

Block Size – 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 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.

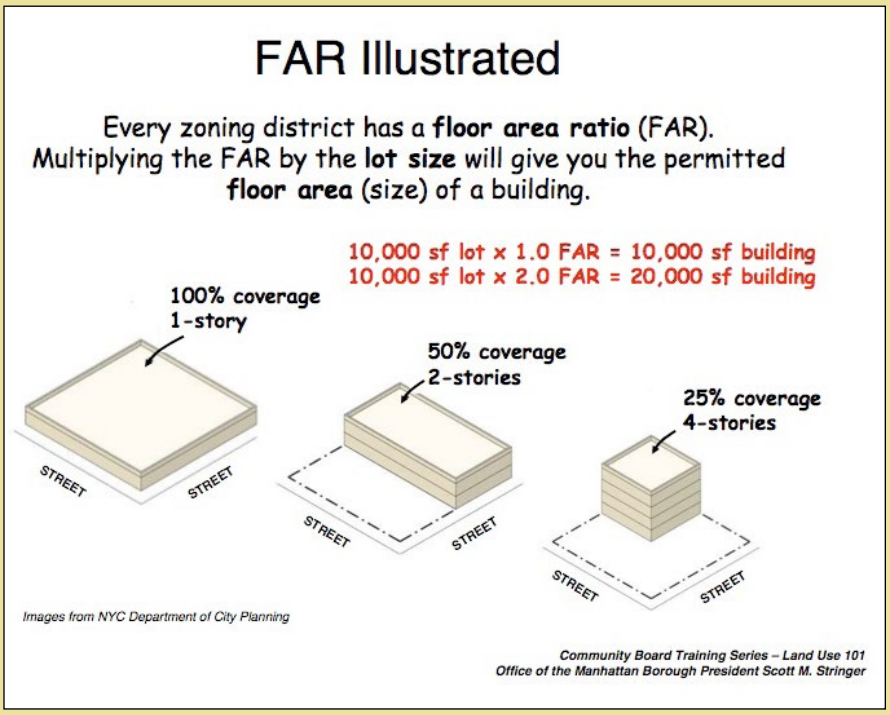
Intensity of commercial development describes the concentration of development on a site, or the degree to which land is occupied. There is no single measurement of the intensity of land use; it is usually conveyed by dwelling units per acre density, amount of traffic generated, and FAR.

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 development desires a land use or zoning change*



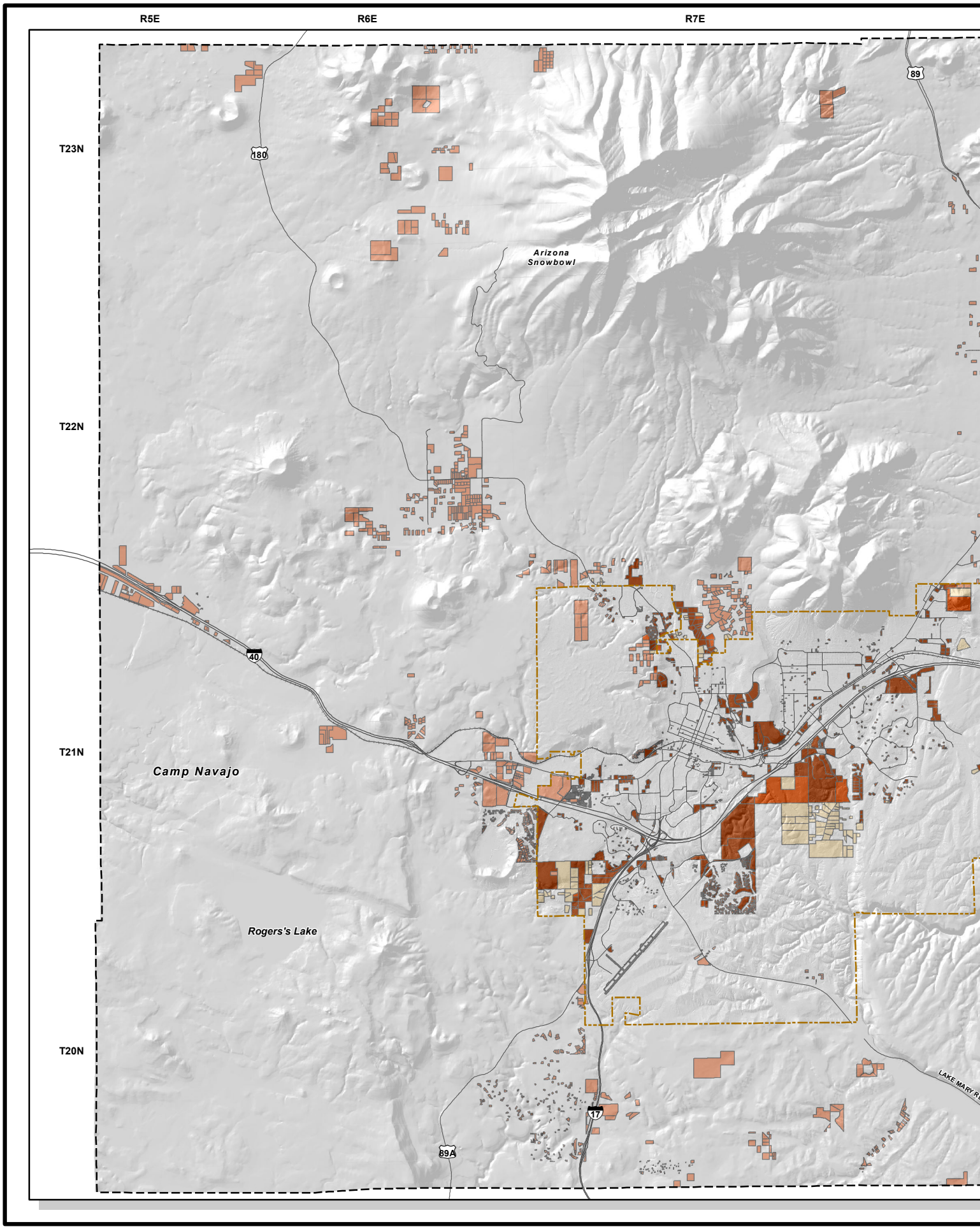
EXISTING LAND SUPPLY

Vacant Land Available for Development Based on Current Zoning

	Demand in Acres							Land Supply			Surplus/Deficit		
	2010-2030		2030-2050		Totals								
	City	County area	City	County area	City	County area	Demand Total	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 Attached	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 administration)	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 re-zone and re-build 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-57, the Activity Centers section on page IX-49, 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.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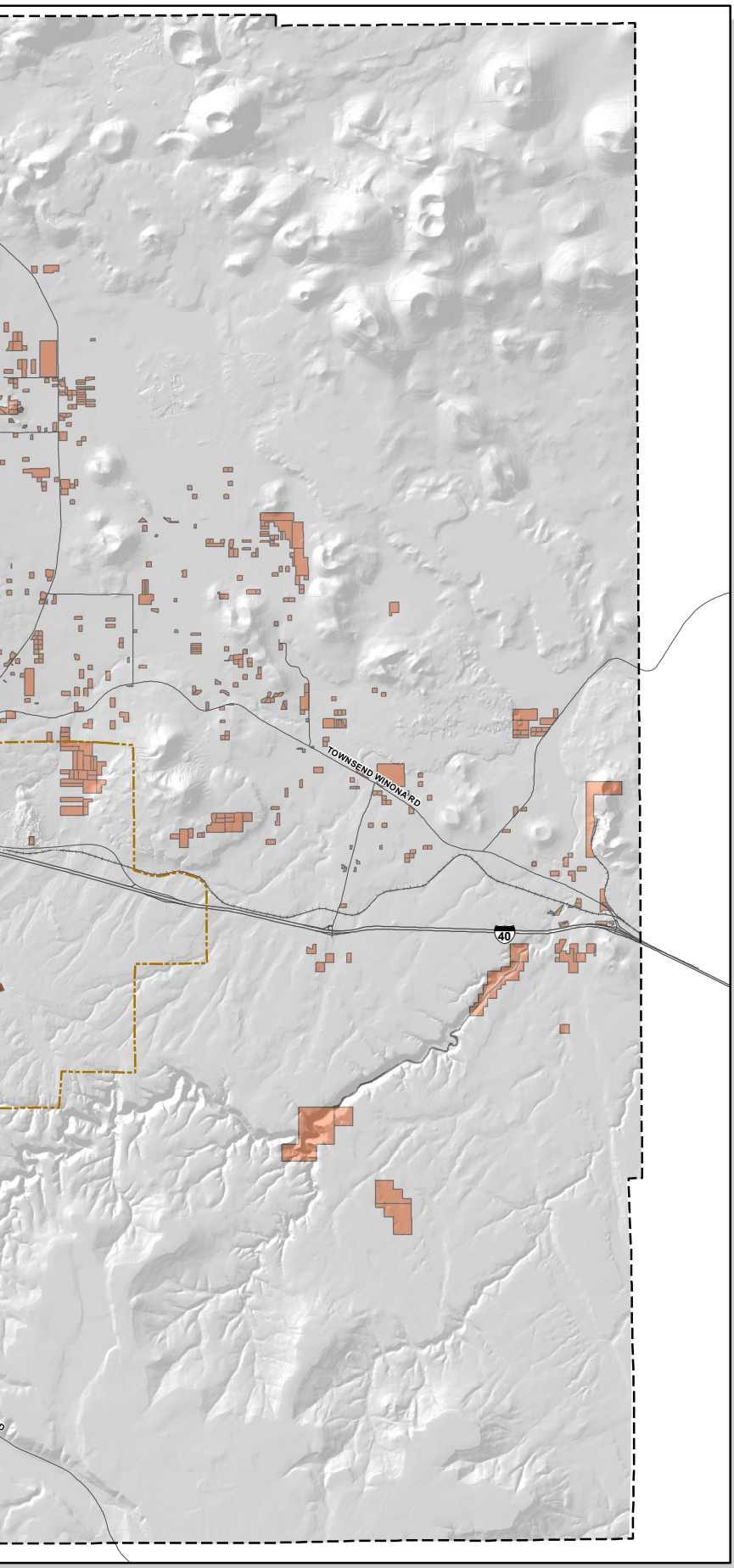

Figure 18

DEVELOPMENT POTENTIAL OF VACANT PARCELS

Vacant with utilities- 1541 Parcels, 2,721.4 Acres

Vacant within 250 feet of utilities- 49 Parcels, 453.7 Acres

Outside service area- 2030 Parcels, 6,987.2 Acres

Within service area greater than 250 from utilities- 110 Parcels, 1,051.9 Acres

Vacant with Utilities		
	# Parcels	Acres
Residential	1344	1,936.96
Commercial	132	548.07
Industrial	49	81.62
Institutional	12	120.10
Public Lands	4	34.62
Vacant 250ft from Utilities		
	# Parcels	Acres
Residential	41	363.76
Commercial	4	4.11
Industrial	4	85.70
Vacant greater than 250 from Utilities		
	# Parcels	Acres
Residential	107	993.34
Industrial	2	57.34
Public Lands	1	1.17
Vacant Outside Service Area		
	# Parcels	Acres
Residential	1944	6,215.24
Commercial	31	228.70
Industrial	41	345.48
Public Lands	14	197.75

Source: Tyler Tax Tables July 2013

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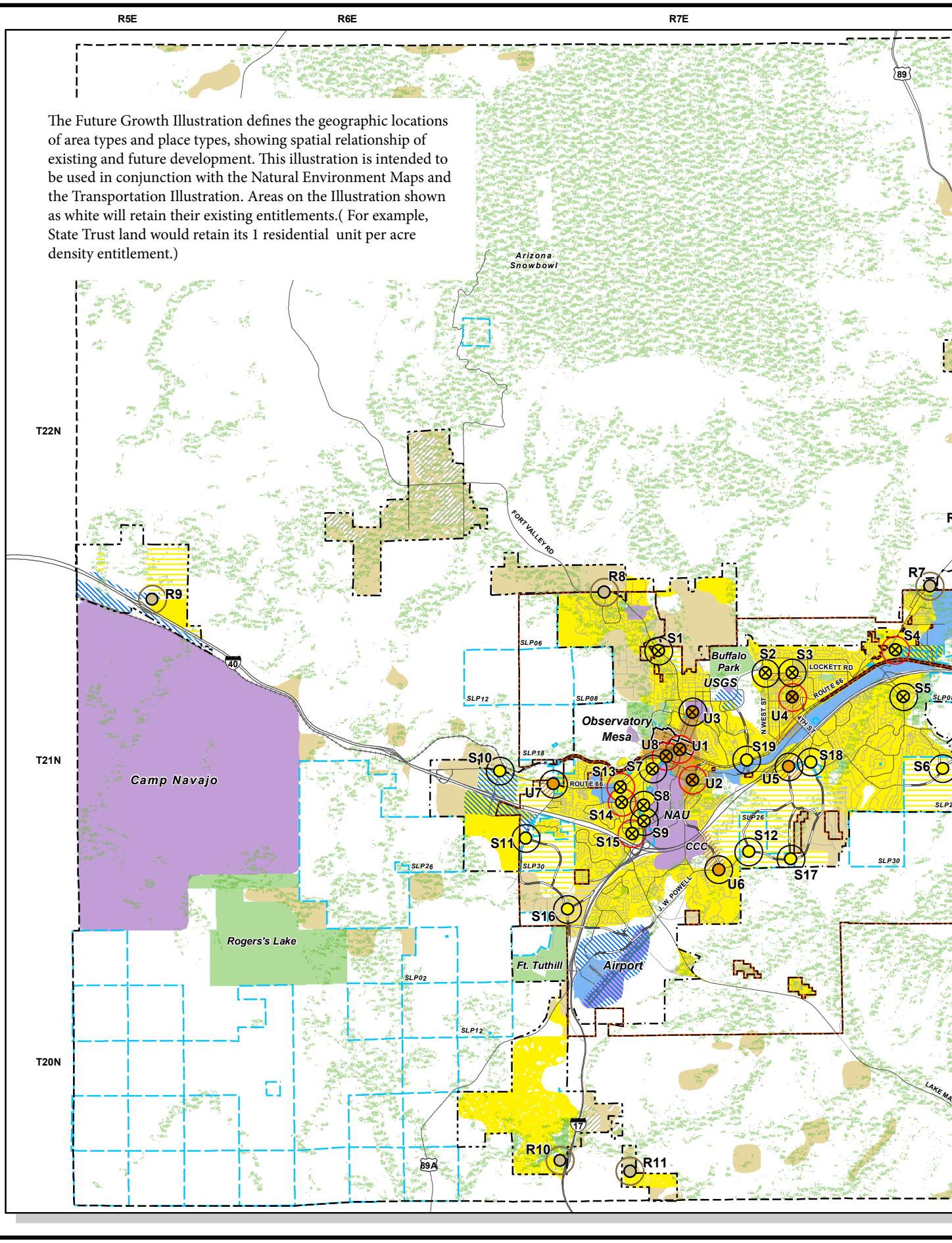
FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS

The Future Growth Illustration defines the geographic locations of area types and place types, showing spatial relationship of existing and future development. This illustration is intended to be used in conjunction with the Natural Environment Maps and the Transportation Illustration. Areas on the Illustration shown as white will retain their existing entitlements.(For example, State Trust land would retain its 1 residential unit per acre density entitlement.)



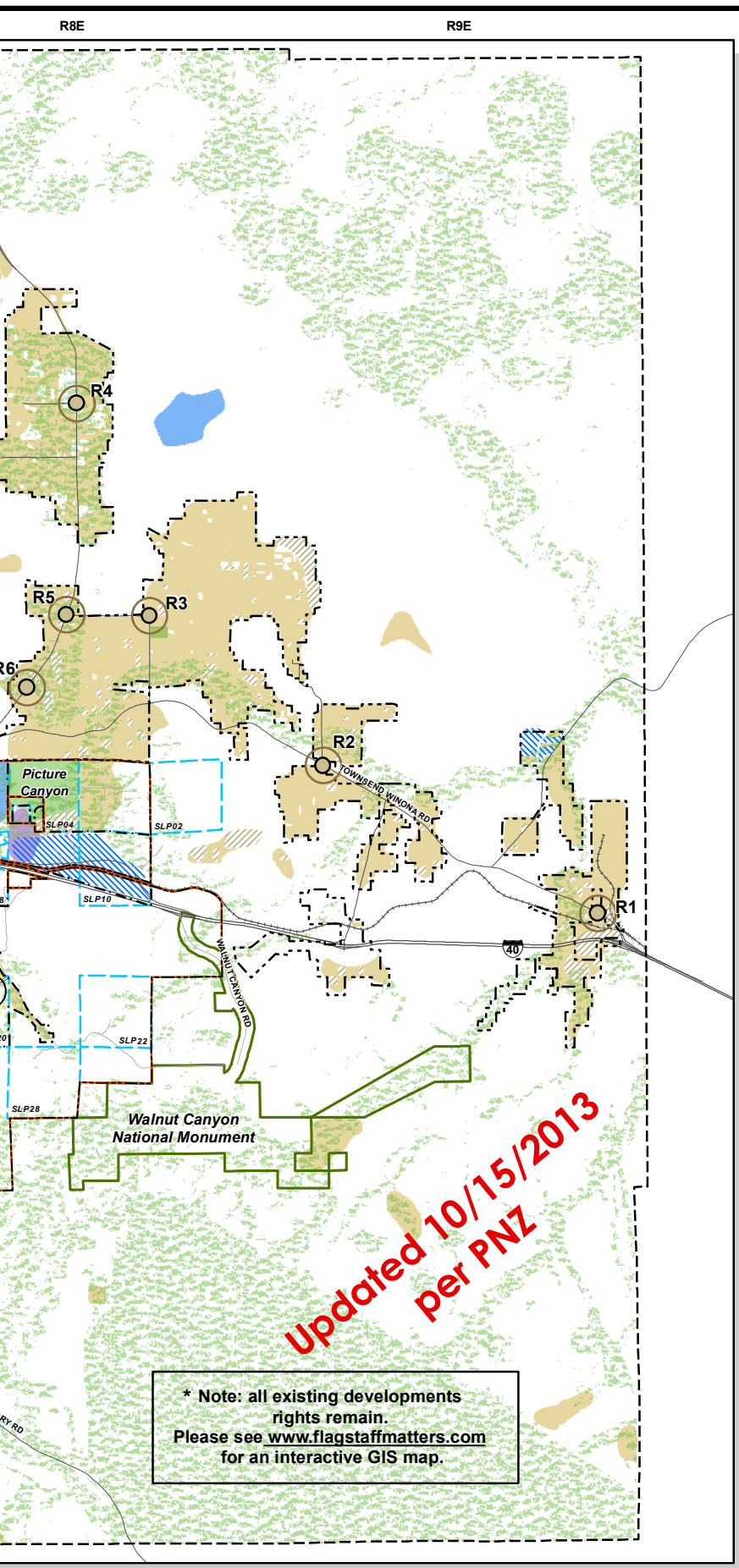


Figure 19:
FUTURE GROWTH ILLUSTRATION

- 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
- Neighborhood Activity Center 1/4 Mile Walking Radius
- Regional Activity Center 1/4 Mile Walking Radius
- Rural Activity Center 1/4 Mile Walking Radius
- 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
- White designates "as is" - existing entitlements remain *

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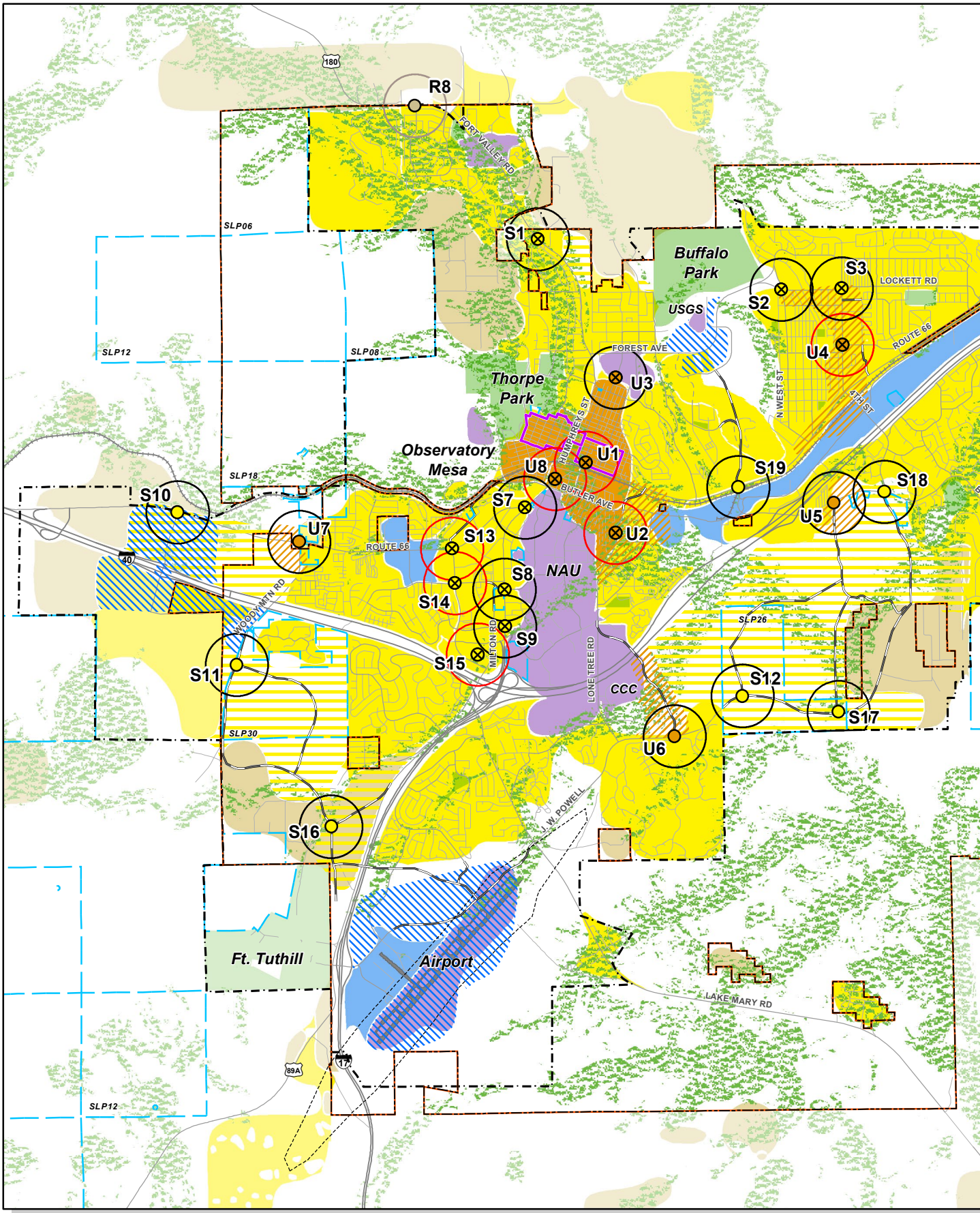
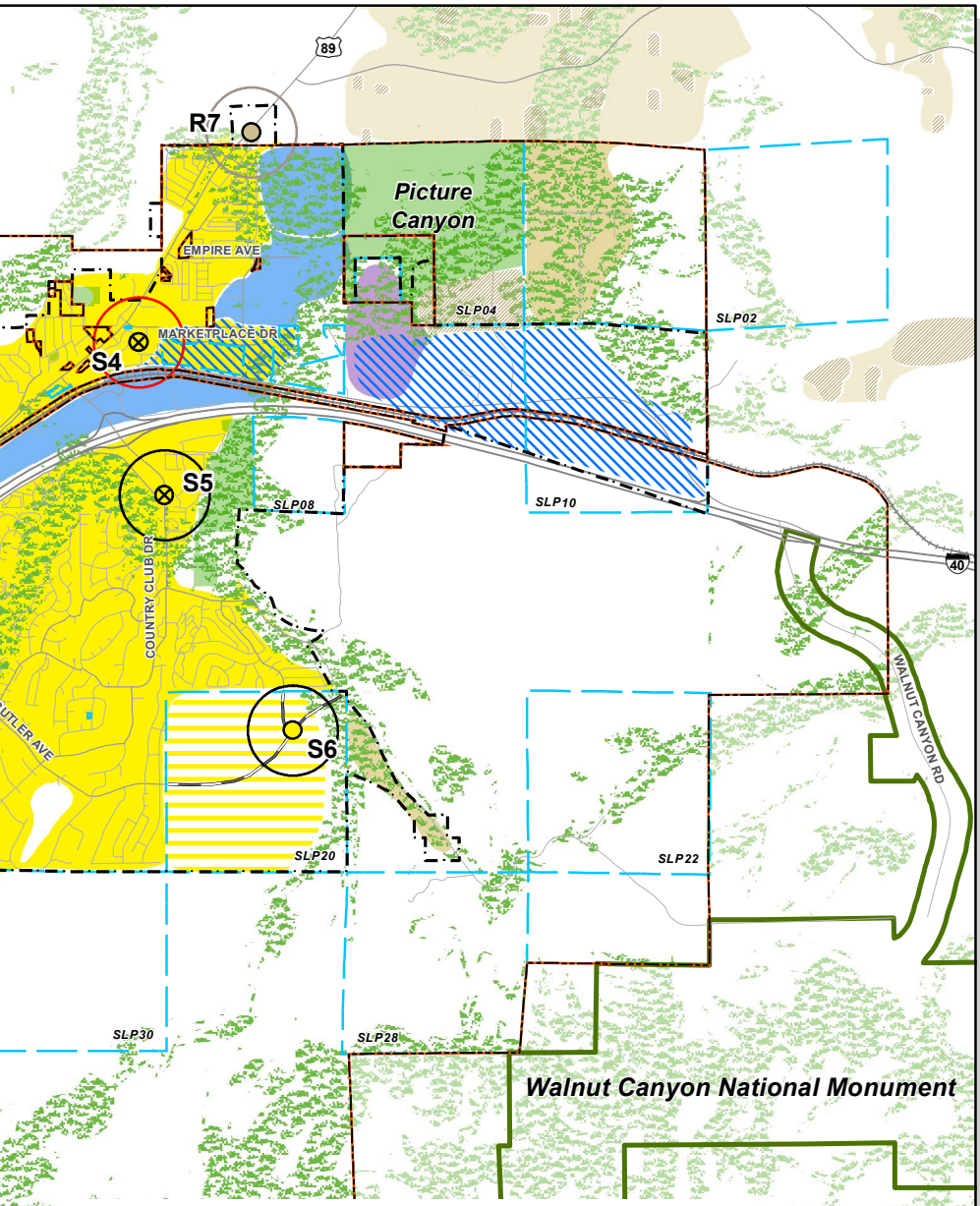
Miles

FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS


R8
FORT VALLEY RD
SLP06
S1
Buffalo Park
S3
LOCKETT RD
S2
USGS
U4
ROUTE 66
SLP12
SLP08
FOREST AVE
Thorpe Park
U3
N WEST ST
4TH ST
Observatory Mesa
HUMPHREYS ST
U1
U8
S19
S18
SLP18
S10
S7
BUTLER AVE
U5
U7
S13
U2
ROUTE 66
S8
NAU
S14
WOODY MTN RD
MILTON RD
S9
SLP26
S15
LONE TREE RD
S11
CCC
S12
S17
SLP30
U6
J.W. POWELL
S16
Ft. Tuthill
Airport
LAKE MARY RD
89A
SLP12



The Future Growth Illustration defines the geographic locations of area types and place types, showing spatial relationship of existing and future development. This illustration is intended to be used in conjunction with the Natural Environment Maps and the Transportation Illustration. Areas on the Illustration shown as white will retain their existing entitlements.(For example, State Trust land would retain its 1 residential unit per acre density entitlement.)

Updated 10/15/2013 per PNZ

Figure 20:

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
- Neighborhood Activity Center 1/4 Mile Walking Radius
- Regional Activity Center 1/4 Mile Walking Radius
- Rural Activity Center 1/4 Mile Walking Radius
- Rural - Existing
- Rural - Future
- Suburban - Existing
- Suburban - Future
- Urban - Existing
- Urban - Future
- Special Planning Area
- Existing Employment/Light Ind.
- Future Employment
- Historic District
- Park/Open Space
- Concentration of Natural Resources (see Figure 8)
- RTP Future Road Network
- White designates "as is" - existing entitlements remain *
- Fly Zone

* Note: all existing developments rights remain. Please see www.flagstaffmatters.com for an interactive GIS map.

NORTH

0 0.5 1 1.5 2

Miles

FLAGSTAFF REGIONAL PLAN
VISION 2030: PLACE MATTERS

What We Have VS. Where We Are Going

Whether new development occurs in the urban, suburban, rural, or employment context, the following set of 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.1. Continue to enhance the region's unique sense of place within the urban, suburban, and rural context.

Policy LU.1.1. Within the urban, suburban, and rural context, use neighborhoods, activity centers, corridors, public spaces, and connectivity as the structural framework for development.

Policy LU.1.2. Coordinate land use, master planning, and recreational uses, when feasible, with local, state, and federal land management agencies and tribal land owners.

Policy LU.1.3. Protect sensitive cultural and environmental resources with appropriate land uses and buffers.

Policy LU.1.4. Promote transitions between urban, suburban, and rural areas with appropriate change in development intensity, connectivity, and open space.

Note: The Community Character and Economic Development chapters of this plan include further policies regarding Flagstaff's unique sense of place. Also refer to the Neighborhoods, Housing, and Urban Conservation chapter for existing neighborhoods policies.

Policy LU.1.5. Allow and encourage urban agriculture including home gardens, community gardens, urban farms, chickens, greenhouses, on-site sales of produce, and farmer's markets within urban, suburban, and rural contexts and in selected open space parcels.

Goal LU.2. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting.

Policy LU.2.1. Develop neighborhood plans, specific plans, area plans, and master plans for all neighborhoods, activity centers, corridors, and gateways.

Policy LU.2.2. 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.3. Apply compact development principles to achieve efficiencies and open space preservation.

Note: For more information, refer to "Tools for Conservation" in the Open Space chapter.

Policy LU.3.1. Confine development patterns to the designated growth boundaries to sustain efficient infrastructure projects and maintenance.

Policy LU.3.2. Promote infill development over peripheral expansion to conserve environmental resources, spur economic investments, and reduce the cost of providing infrastructure and services.

Policy LU.3.3. Promote compact development appropriate to and within the context of each area type: urban, suburban, and rural.

Policy LU.3.4. Plan for and promote compact commercial development as activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure.

Policy LU.3.5. Encourage the distribution of density within neighborhoods to relate to the access of associated activity centers and corridors, infrastructure, transportation, and natural constraints like slopes and drainages.

Policy LU.3.6. Place institutional and public buildings centrally within a compact neighborhood to promote walkability and multi-use recreation spaces.

Policy LU.3.7. Require any Forest Service land trades within the planning area to be consistent with the Regional Plan.

Goal LU.4. Provide for a mix of land uses.

Policy LU.4.1. Consider a variety of housing types and employment options when planning new development and redevelopment projects.

Policy LU.4.2. 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.4.3. Provide for new mixed-use neighborhoods in appropriate locations within the growth boundary.

Policy LU.4.4. Provide appropriate recreational and cultural amenities to meet the needs of residents.

Goal LU.5. Provide for public services and infrastructure.

Policy LU.5.1. Concentrate urban development in locations that use land efficiently, and are served by roads, water, sewer, and other public facilities and services; support transit, reduce vehicle trips, and conserve energy and water.

Policy LU.5.2. 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.5.3. Require development proposals to address availability of adequate public services.

Goal LU.6. Balance future growth with available water resources.

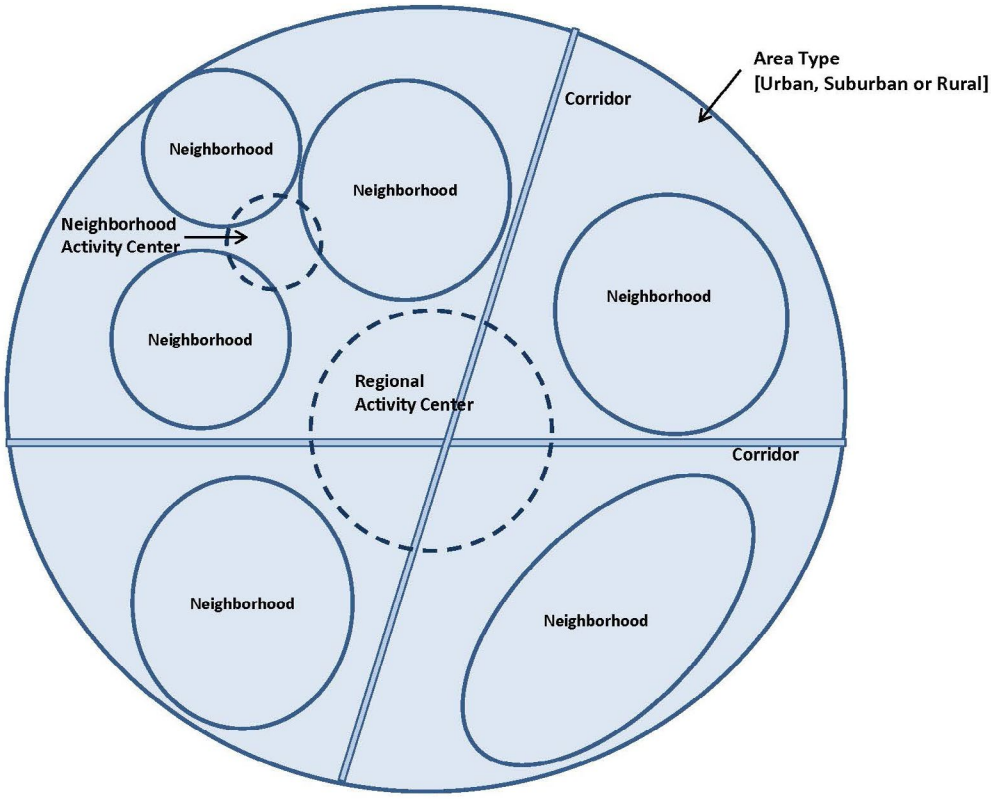
Note: Refer to Water Resources Goals & Policies.

Policy LU.6.1. Available water resources should be a consideration for all major development and subdivision applications.

Policy LU.6.2. Impacts on the city's water delivery infrastructure should be a consideration for all residential and nonresidential development proposals.

AREA AND PLACE 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 Regional 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.

Definitions for all of these terms are included here, and will be referred to throughout the chapter.

Urban Area Type: 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 Area Type: 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.

Rural Area Type: 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.

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.

Corridors: Community and neighborhood connectors, transportation routes, and energetic places that are magnets for mixed-use development including residential uses. Corridors are defined by pedestrian-oriented streetscapes, and frequented as local gathering places (i.e. cafes, restaurants, plazas).

Neighborhoods: 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.

Urban

Flagstaff's historic urban neighborhoods were primarily developed prior to the 1920s in the heart of Flagstaff surrounding the Downtown, and include 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.

Photo credit: City of Flagstaff

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 3.6 units per acre.

Most of Flagstaff's residents and visitors agree that Flagstaff's unique historic urban areas contribute to defining the 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 Neighbhorhood Characteristics Table (pg. IX-23), the Urban Activity Center Characterisitics Table (pg. IX-24), and the Urban Corridor Characteristics Table (pg IX-27). See also Illustration of Urban Character (pg IX-25) and Urban Goals and Policies (pg. IX-28).

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.

A Vision for Our Urban Areas

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

Existing Urban Area
*Symbol from Future Growth Illustration #20

Future Urban Area
*Symbol from Future Growth Illustration #20

Desired Pattern	Minimum 2 stories within 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 commercial core of activity centers and corridors; exception for established Historic Districts.
Air Quality	Consider long-term impacts to air quality by proposed development. *Refer to Air Quality Goal E&C.1.*
Solar Access	Consider solar access for all development, allowing passive/active solar collection.
Corridors	Include regional and neighborhood corridors. *Refer to Urban Corridor Characteristics table, pg. IX-27*
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 and 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 activites, 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. *Refer to Chapter XV - Recreation*
Open Space Public Space	Open Space in urban areas include greenways sreetscapes, waterways, cemeteries, floodplains, riparian areas, corridors, bouldevard viewsheds, and public plazas and squares and are used for passive activities. These spaces may be resotred for their aesthetic value, vistas, and archaeological and historic significance. *Refer to Chapter IV - Environmental Planning and Chapter V - Open Space*
Conservation	Refer to Natural Resources Maps 7 and 8, and 'Considerations for Development' in Chapter IV - Environmental Planning and Conservation.
Agriculture	Urban food production – potted vegetables, greenhouses and conservatories, roof-top gardens, animal husbandry, community gardens.
Special Planning Areas	Northern Arizona University to become more urban. Refer to NAU Master Plan.
Master Plans	Presidio West; Juniper Point

URBAN ACTIVITY CENTER CHARACTERISTICS

An area within a ¼ mile walking radius (the pedestrian shed) located on two main thoroughfares. Urban activity centers include mixed-use, mixe 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 & 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 the Activity Centers table on pg. IX-53.
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 commercial core: higher-density residential, live-work units, home-based businesses, educational, greater connectivity to 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.

Illustration of Urban Character

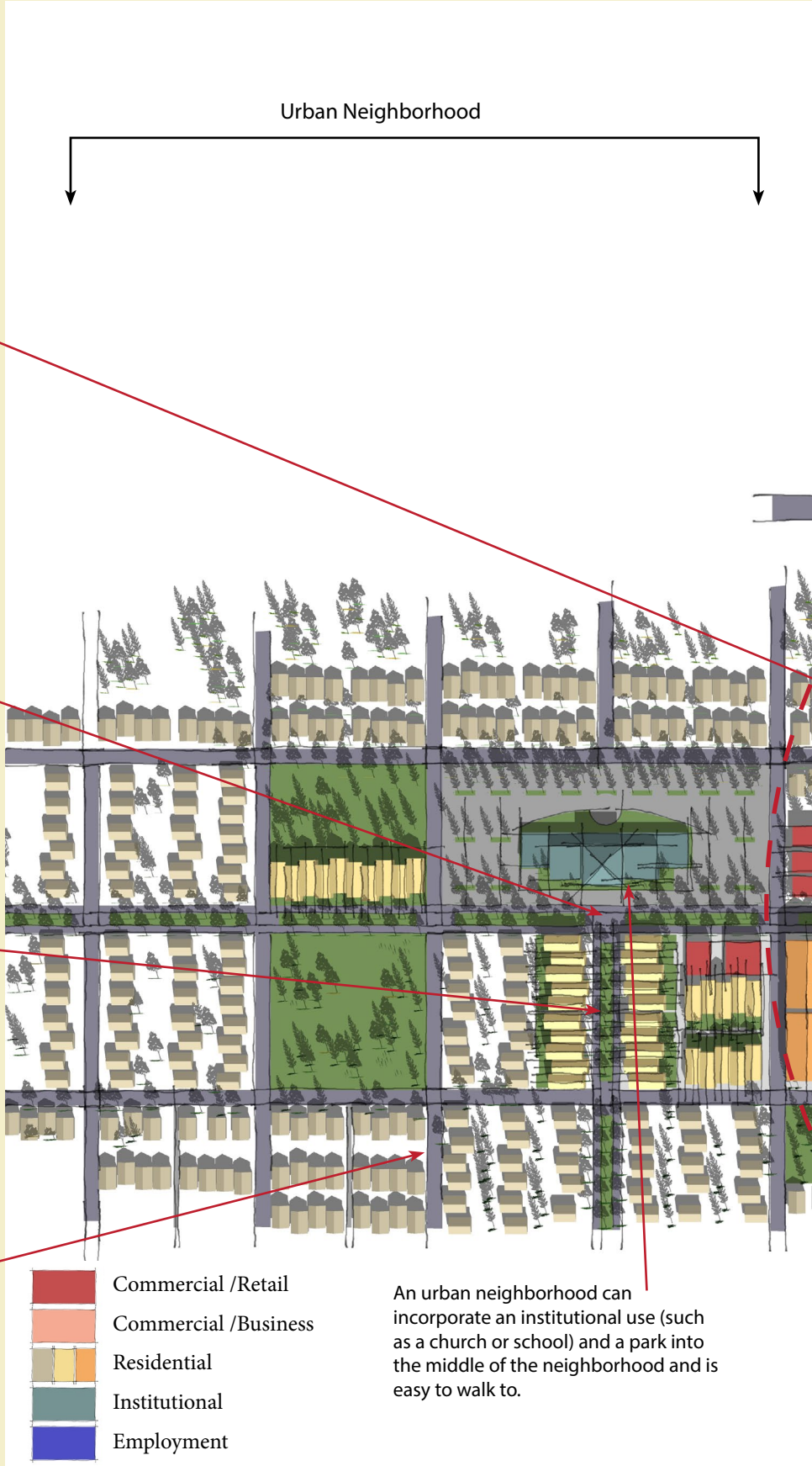
Urban spaces formed by appropriate density.

Urban streetscapes are vibrant public spaces.

Urban housing comes in many forms.

Urban single-family homes in historic district.

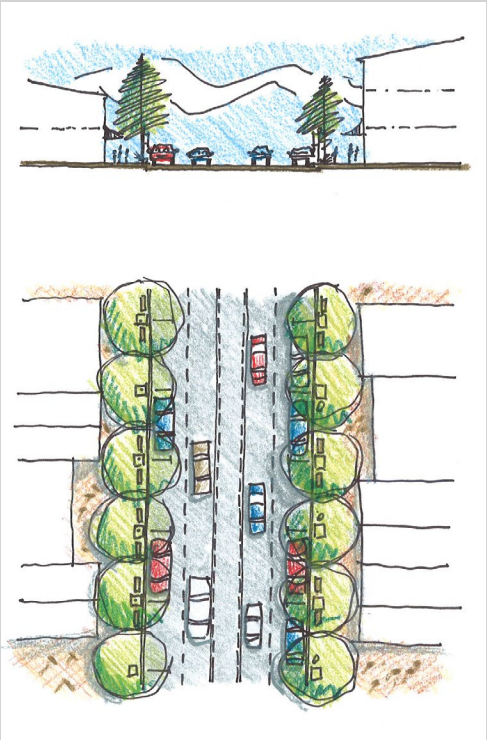
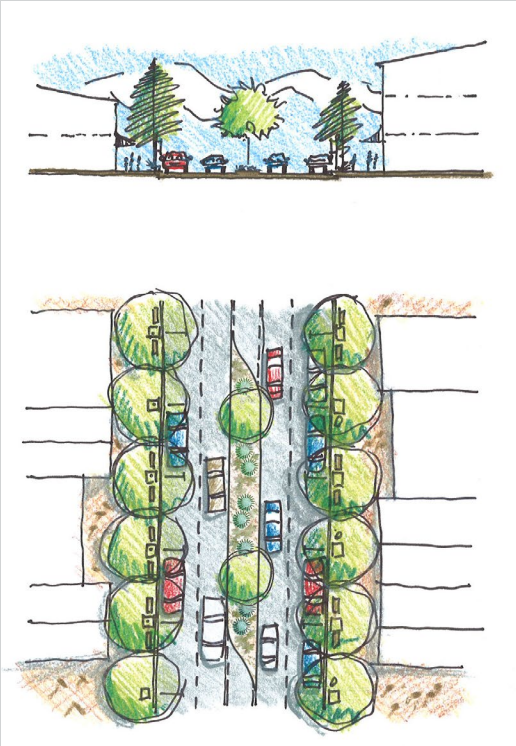
Photos credit: City of Flagstaff



Urban Activity Center
Urban Corridors
Single-family homes
Townhomes & Apartments
The pedestrian shed extends 1/4 mile from the center intersection of the activity center, a 5 minute walk. The densest and most active area is near the center intersection.

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 Activity and Corridors, page 50, and Great Streets Map #14*

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 Rd, Route 66, and 89N.
Neighborhood Corridor	Serves the surounding 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 Rd.

Character of an Urban Activity Center

Goal LU.7. Focus investments, partnerships, regulations, and incentives on developing or redeveloping central urban areas.

Policy LU.7.1. Invest in urban areas.

Goal LU.8. Increase the proportion of urban neighborhoods to achieve walkable, compact growth.

Policy LU.8.1. Prioritize connectivity within all urban neighborhoods and activity centers.

Policy LU.8.2. Support on-street parking, shared lots, and parking structures.

Policy LU.8.3. 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.8.4. Develop specific plans for each urban neighborhood and activity center to foster desired scale and form.

Policy LU.8.5. 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.8.6. Encourage residential spaces located above and behind commercial within urban centers as well as a variety of housing types in the urban context.

Policy LU.8.7. Commercial and office uses within mixed-use development will occupy the first floor of multistory buildings.

Policy LU.8.8. Invest in infrastructure and right-of-way enhancements as an incentive for private investment in urban neighborhoods and activity centers.

Policy LU.8.9. Include institutional uses, including schools, within the urban context.

Policy LU.8.10. Civic spaces must be well designed, accessible, and central to the urban fabric.

Heritage Square, Downtown Flagstaff

Photo credit: Tom Bean

Urban Neighborhood: Downtown Flagstaff

Photo by: City of Flagstaff

Photo by: City of 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 substantial materials, such as stone and brick.

Planning for Suburban Areas in the Context of Form

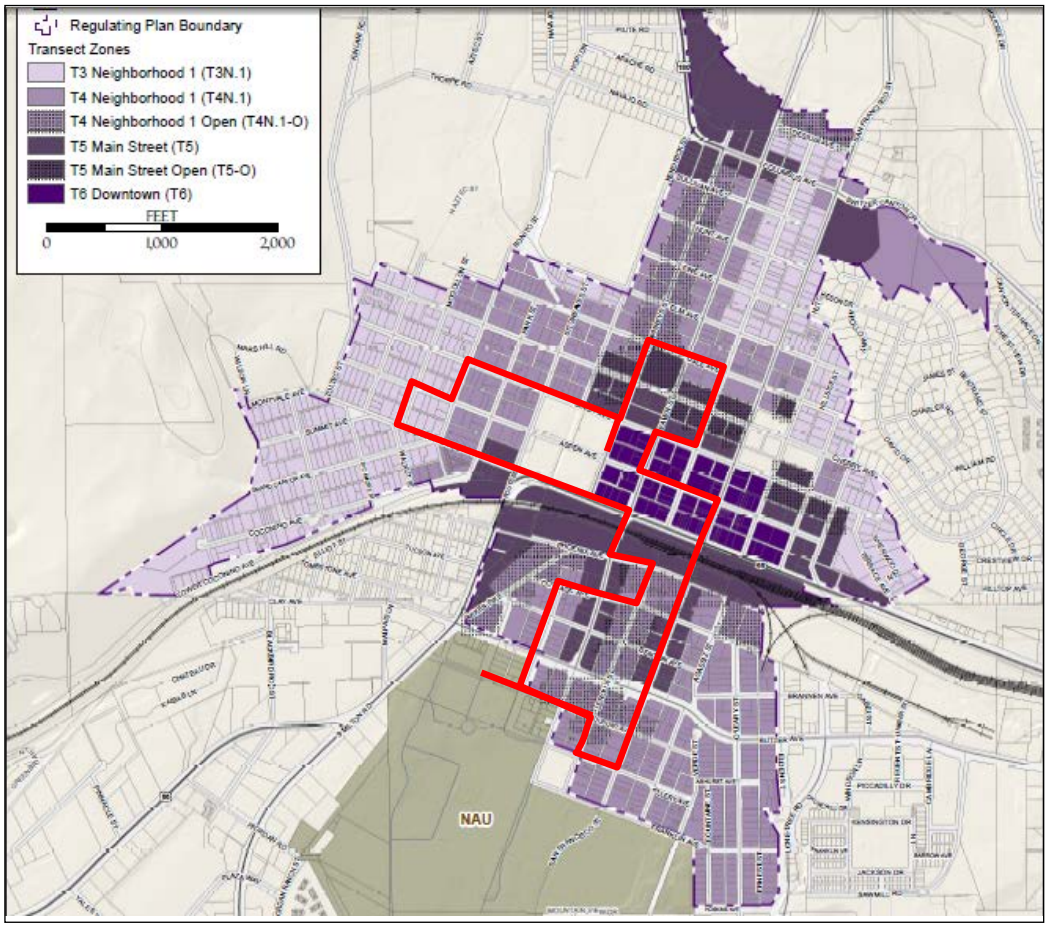
Downtown Flagstaff is an acknowledged urban design treasure with a rich architectural and cultural heritage. Shared investment by property owners and the City resulted in the 1997 update to the downtown's streetscape, creating appealing public and civic gathering spaces. This vibrant urban fabric supports an engaging mix of retail, restaurant, entertainment, civic, and office uses. Downtown Flagstaff is remarkably intact, with most of the historic buildings standing and the traditional street grid in place providing the highest quality pedestrian environment in the city.

While downtown is unique, it functions as the focus point of a larger core area anchored by Northern Arizona University to the south and the Flagstaff Medical Center's campus to the north. The downtown has long been a popular shopping destination for visitors and as an entertainment center for local residents, with parades, marathons, First Fridays, and New Years Eve celebrations. With a solid anchor of government offices, the downtown remains the main regional urban center of Northern Arizona and competes well for sales and interest with much newer auto-oriented development along the corridors and on the periphery of the city. Zoning within downtown is illustrated on the Downown Regulating Plan, Map #21.

To develop a project in downtown, refer to the Urban Neighbhorhood Characteristics Table (pg. IX-23), the Urban Activity Center Characteristics Table (pg. IX-24), and the Urban Corridor Characteristics Table (pg IX-27). See also Illustration of Urban Character (pg IX-25) and both Urban and Downtown Goals and Policies (pgs. IX-28 & IX-30).

A Vision for Our Downtown Area

As the historic downtown is 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 America's favorite places. Shifts in policy could increase livability and housing in downtown and create a strong base for transit expansion throughout the region.



Map #21: Downtown Regulating Plan

Source: Flagstaff Zoning Code

DOWNTOWN GOALS AND POLICIES

Goal LU.9. Prioritize the continual reinvigoration of downtown Flagstaff, whose strategic location, walkable blocks, and historic buildings will continue to be a vibrant destination of culture, civics, and the arts.

Policy LU.9.1. 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.9.2. Encourage new multi-story mixed-use buildings to have windows and doors facing the sidewalks.

Policy LU.9.3. 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.9.4. Encourage various housing types that appeal to a diverse range of ages and income.

Policy LU.9.5. Encourage adaptive re-use of historic structures for a variety of commercial spaces and housing options.

Policy LU.9.6. Strive for a wide variety of activities in downtown to create a healthy mix of housing, employment, shopping, cultural, and civic uses.

Policy LU.9.7. Include new and improved civic buildings and civic spaces into downtown redevelopment strategies.

Policy LU.9.8. Maintain and enhance Heritage Square and Wheeler Park as critical civic space for social gathering and community well-being.

Goal LU.10. Accommodate pedestrians, bicyclists, transit riders, and private cars to supplement downtown's status as the best-served and most accessible location in the region.

Note: For more information, refer to the Transit section of the Transportation chapter as well as related transit plans listed in Appendix A.

Policy LU.10.1. Invest in downtown's streets and sidewalks so that they remain Flagstaff's premiere public spaces.

Policy LU.10.2. 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.10.3. Locate public and private parking facilities, lots, and garages carefully, screening parking from streets, squares, and plazas.

Policy LU.10.4. Incorporate liner buildings and larger mixed-use projects into parking facilities.

Policy LU.10.5. 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.10.6. Revise parking regulations to encourage shared parking between various uses within existing structures.

Policy LU.10.7. Provide multiple routes and pathways for vehicular and pedestrian movement.

Policy LU.10.8. Provide for strong connections from the Flagstaff Medical Campus to the Northern Arizona University campus via pedestrian paths, bicycle connections, and transit service.

Policy LU.10.9. As defined in the FUTS Master Plan, include downtown trail access points, bicycle parking, and bicycle facilities.

Policy LU.10.10. Seek opportunities to improve ADA accessibility in downtown.
Other related policies: Policy T.2.3 in the Transportation chapter.

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.

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.

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. 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 development tends to be less compact than traditional urban development, and without a distinct center leaving 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 an suburban area type, refer to the Suburban Neighbhorhood Characteristics Table (pg. IX-33), the Suburban Activity Center Characteristics Table (pg. IX-34), and the Suburban Corridor Characteristics Table (pg IX-37). See also Illustration of Suburban Character (pg IX-35) and Suburban Goals and Policies (pg. IX-38).

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, daycare, 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, Mountaire, 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.

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 Futue Growth Illustration #20	Future Suburban *Symbol from Future Growth Illustration #20
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. R*efer to Suburban Activity Centers table for more commercial development options*
Public/Institutional	Uses like schools and churches make a central and well-connected neighborhood. *Refer to Illustration of Suburban Character on pg. IX-35.*
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 densit 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 and Chapter V - Open Space*
Conservation	Refer to the Natural Resources maps in Chapter IV - Environmental Planning and 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

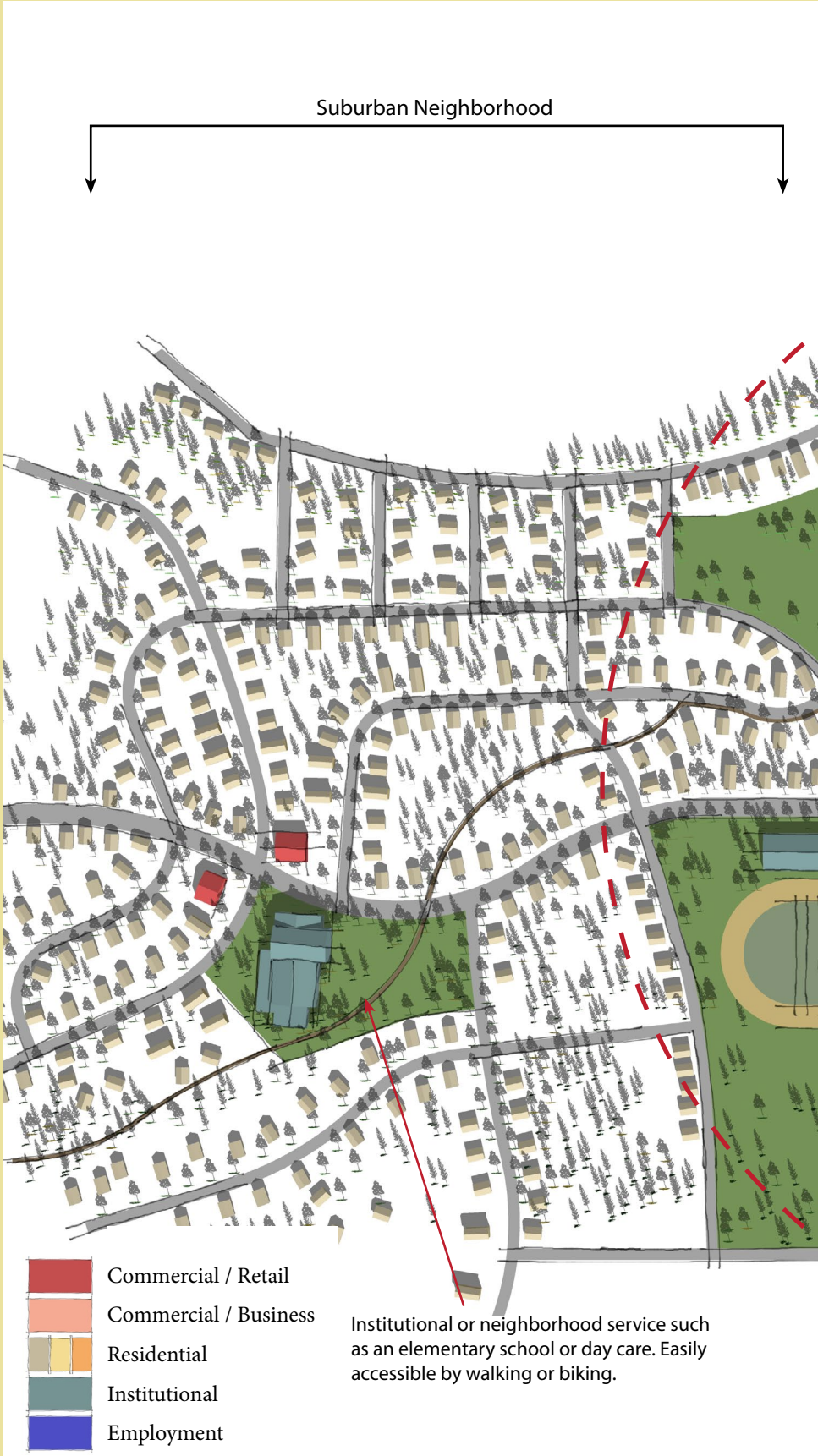
are areas within a ¼ mile walking radius (the pedestrian shed) located on two collectors / neighborhood streets, of mixed-use (mix of any: businesses, retail, residential, offices, medical, services, etc.) vertical or horizontal, serving the surrounding neighborhoods. can include REGIONAL COMMERCIAL or NEIGHBORHOOD COMMERCIAL.

Map Symbol		Regional Suburban Activity Center: Larger, mixed-use centers at intersections of Regional Travel and Circulation Corridors; with access of large residential developments; with entertainment & cultural amenities; public spaces; serves regional residents and visitors Neighborhood Suburban 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.
Desired Pattern	Photos credits: City of Flagstaff	
Density Range	Residential Only: 6 - 10 units per acre. Residential mixed-use: 6+ units per acre	
Intensity	Regional scale and design at Flagstaff Mall. Floor area ratios (FARs) of 0.5+	Neighborhood scale centers at all others. Floor area ratios (FARs) of 0.35+
Mix of Uses	Within commercial core: Services, offices, retail, restaurant and tourism-related. Residential opportunities, residential mixed-use. Public spaces, place-making. Within Pedestrian Shed but not in commercial core: higher-density residential, live-work units, home-based businesses, educational, greater connectivity to commercial core.	
Commercial	Regional Commercial 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. Neighborhood Commercial 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.	
Transportation	Easy-to-access parking available via shared lots, shared parking structures, lots and street parking. Transit stops available. Bicycle access and parking. Pedestrian safety.	

Illustration of Suburban Character

Suburban neighborhoods

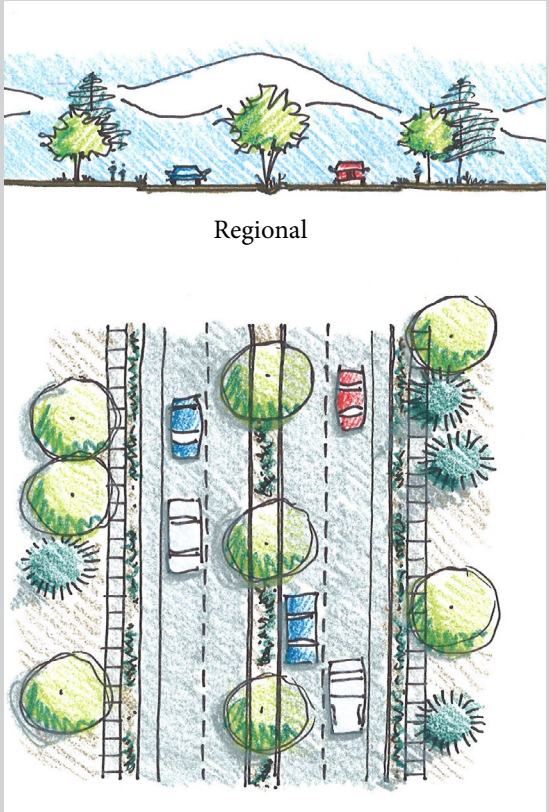
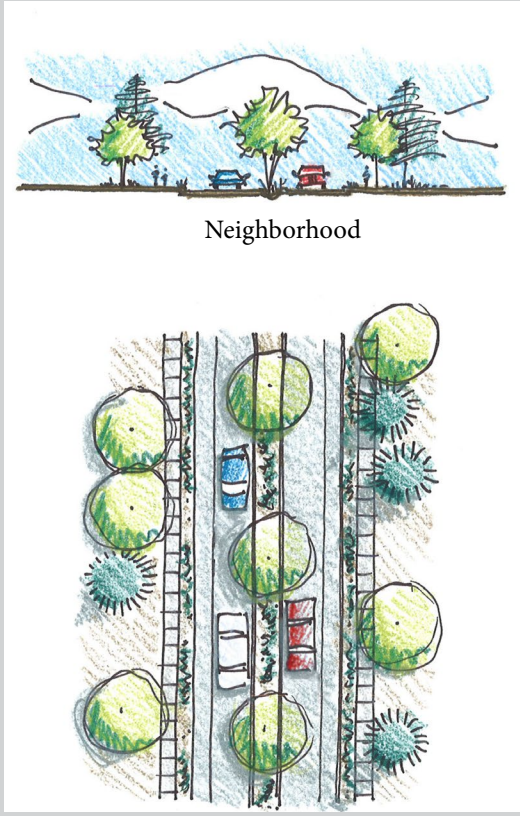
Photos by: City Staff



Suburban Activity Center
Shopping center with shared parking
Suburban Corridors
The pedestrian shed extends 1/4 mile from the center intersection of the activity center, a 5 minute walk. The densest and most active area is near the center intersection.
Townhomes & Single-family homes
Low-rise Apartments

SUBURBAN CORRIDOR CHARACTERISTICS

Corridors are where commercial development is encouraged

Characteristics of an Urban Corridor	 Regional	 Neighborhood
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 suburban regional corridors include: Fort Valley Rd and parts of Butler.	
Neighborhood Corridor	Serves the surounding neighborhoods, with shops and services in buildings that front the street. Street parking is encouraged and pedestrian safety is a priority. of suburban neighborhood corridors include: Country Club Dr.	

Character of a Suburban Activity Center

SUBURBAN AREAS GOALS AND POLICIES

Goal LU.11. Increase the variety of housing options and expand opportunities for employment and neighborhood shopping within all suburban neighborhoods.

Policy LU.11.1. Prioritize connectivity for walking, biking, and driving within and between surrounding neighborhoods.

Policy LU.11.2. Consider public transit connections in suburban development.

Policy LU.11.3. Consider retro-fitting suburbs for walkability and mixed-use.

Policy LU.11.4. Plan suburban development to include a variety of housing options.

Policy LU.11.5. Encourage developers to consider at least one floor of apartments or offices over commercial development in commercial cores of mixed-use and activity centers and corridors.

Policy LU.11.6. Include a mix of uses and access to surrounding neighborhoods in new suburban commercial development.

Policy LU.11.7. Include employment opportunities in all suburban activity centers.

Policy LU.11.8. Locate civic spaces, parks, and institutional uses within neighborhood pedestrian sheds.

Policy LU.11.9. Use open space and FUTS trails to provide walking and biking links from residential uses to employment, shopping, schools, parks, and neighborwoods.

Policy LU.11.10. Protect wildlife corridors where appropriate.

Rural

Historically, county areas were primarily developed as large ranches supporting the cattle and sheep industries, along with sizeable pinto bean and potato farming. These areas have subdivided since the 1950's, primarily by large lot land divisions, keeping the rural roads and individually provided water and sewer (well or hauled water and septic systems). The rural areas are a mix of lot splits and subdivisions leads 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 notions 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 resrouces 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 more 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.

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.

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 Neighbhorhood Characteristics Table (pg. IX-40) , the Rural Activity Center Characteristics Table (pg. IX-41), and the Rural Corridor Characteristics Table (pg. IX-42). See also Illustration of Rural Character (pg. IX-43) and Rural Goals and Policies (pg. IX-45).

A Vision for Our Rural Areas

This plan envisions that future rural development will continue to play an important part of the Flagstaff economy and northern Arizona's characteristic lifestyle as 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 contemplated as local activity centers at appropriate intersections. Industrial opportunities will exist with dependant infrastructure provisions. Schools can be central community centers, along with rural civic spaces 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, and trails are incorporated into development proposals.

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. Rural Communities and rural rural.

	Existing Rural *Symbol from Future Growth Illustration, #20	Future Rural *Symbol from Future Growth Illustration, #20
Desired Pattern		
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 DU 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 densit 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	See Natural Resources Maps 7 & 8 – wildlife corridors, habitat, riparian, forest, meadows, soils and views.	
Agriculture	Food production, farming and ranches, equestrian and animal husbandry	
Transportation	Mostly auto mobiles, some public transit/ bike ped 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 Area Plan, Kachina Village Area Plan, Fort Valley Area plan, Mountainaire Area Plan	

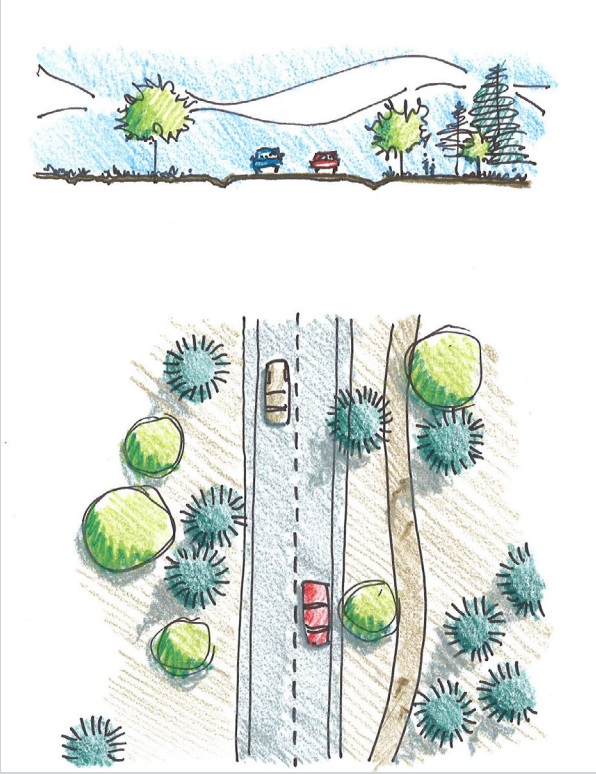
RURAL ACTIVITY CENTER CHARACTERISTICS

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 Future Growth Illustration, #20	
Characteristics	Rural Centers are intended to meet the needs of rural communities and local residents. They are characterized as destinations that offer few amenities. Drivable Rural and local access designed to serve the local community.
Desired Pattern	Photo by Alan English
Density Range	Non-residential Horizontal Mixed-Use. 1+ Stories with street frontage activities.
Mix of Uses	Is intended to be both residential and non-residential uses that are designed and developed with quality design standards. 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.
Commercial	Regional Commercial 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. Neighborhood Commercial 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.
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 Priniciples	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, lots and street parking. Park & 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

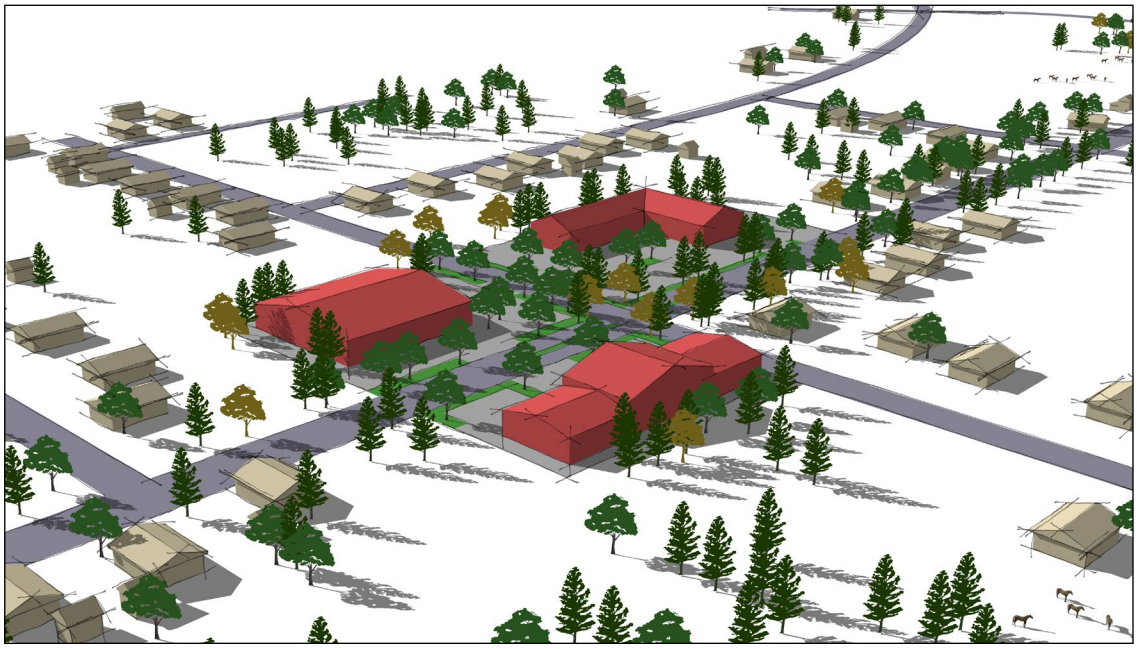
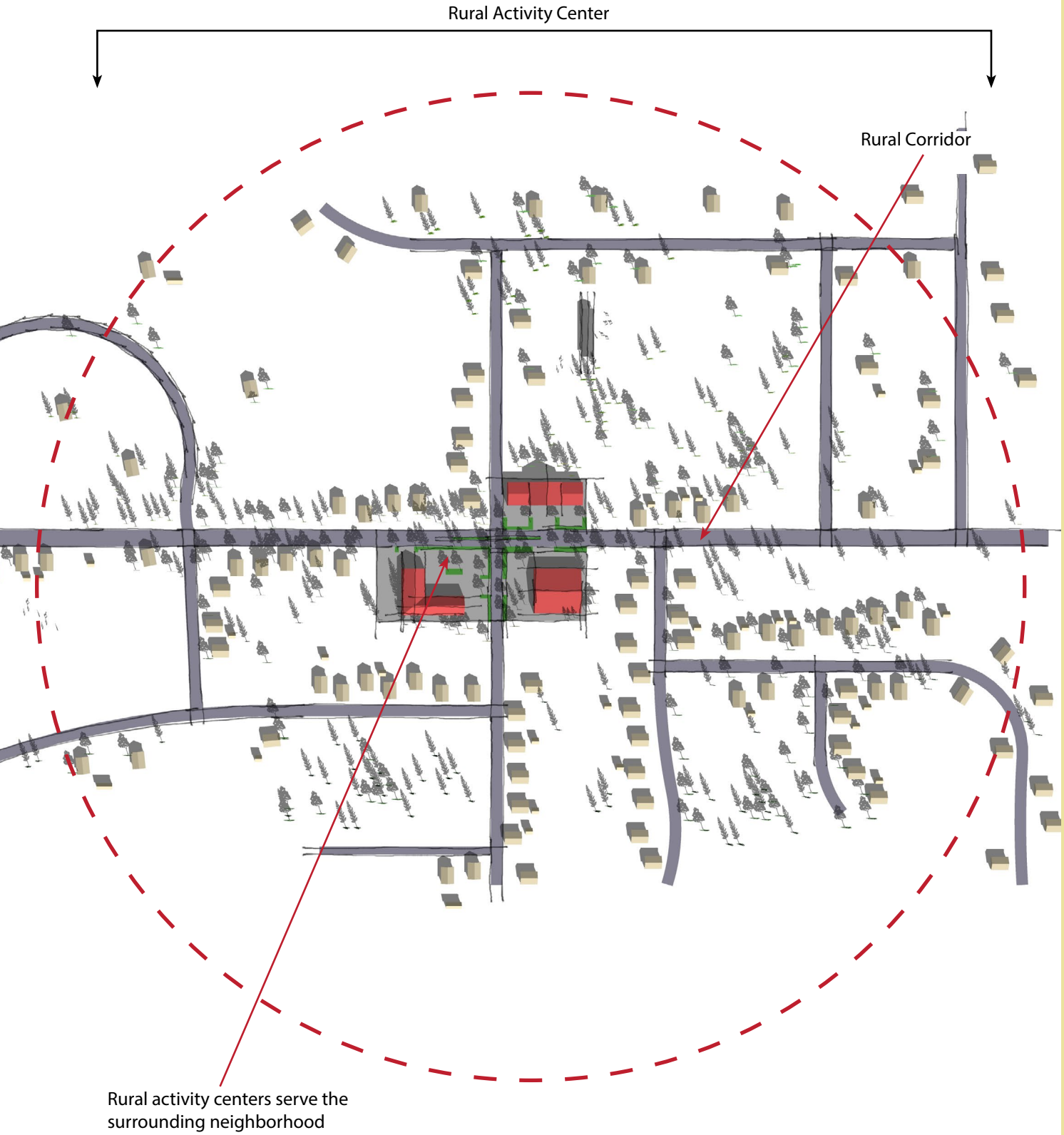


Illustration of Rural Character

Photos by: John Aber


Rural Activity Center
Rural Corridor
Rural activity centers serve the surrounding neighborhood

RURAL AREAS GOALS AND POLICIES

Goal LU.12. Maintain the character of existing rural communities.

Policy LU.12.1. Maintain rural growth boundaries to balance while preserving the integrity of open spaces identified in the Greater Flagstaff Open Spaces and Greenways Plan and updates.

Policy LU.12.2. 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.12.3. 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.12.4. Connect rural neighborhoods using roads, trails (equestrian, foot, and bicycle), and public access to the National Forest.

Policy LU.12.5. 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.12.6. Plan for development outside of the rural growth boundary to be very low density and to have integrated conservation design.

Policy LU.12.7. 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.12.8. 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.12.9. 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 by: John Aber

Photo credit: Copeland Architects

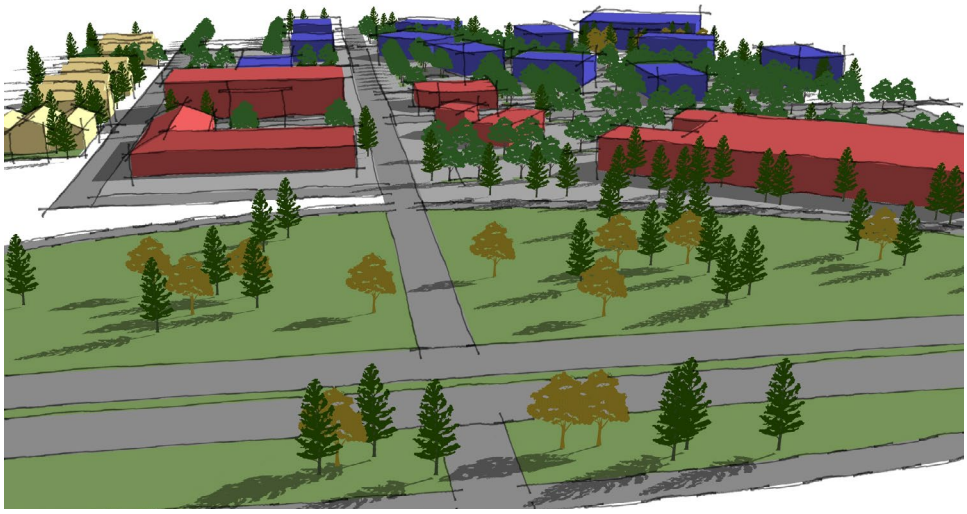
Employment Centers, Business Parks, and Industrial Areas

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's position as a major regional and 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** is 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.

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.

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.



Character of potential employment center

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 AREAS GOALS AND POLICIES

Goal LU.13. 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.13.1. Encourage the grouping of medical and professional offices, light industrial, research, and skill training with other necessary workforce services and transportation options.

Policy LU.13.2. Consider the compatible integration of residential uses and proposed employment centers to reduce vehicle trips and commute times.

Policy LU.13.3. Incorporate neighborhood/support retail and other commercial uses, including childcare facilities, within new and renovated employment centers..

Policy LU.13.4. Accommodate safe and convenient walking, biking, and transit facilities in existing and proposed employment centers.

Policy LU.13.5. Provide an attractive, high-quality employee environment in new and renovated employment center design.

Goal LU.14. 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.

Other related policies: Policy ED.3.9 in the Economic Development chapter.

Policy LU.14.1. Encourage the continued intensification, expansion, and protection of existing industrial, warehousing, and distribution uses from encroachment.

Policy LU.14.2. Ensure new industrial areas are compatible with surrounding areas.

Policy LU.14.3. Locate new industrial areas near the rail line or interstate, and ensure they are designed to be compatible with surrounding uses and gateway features.

Policy LU.14.4. Limit the impacts of truck traffic on residential areas.

Policy LU.14.5. 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.

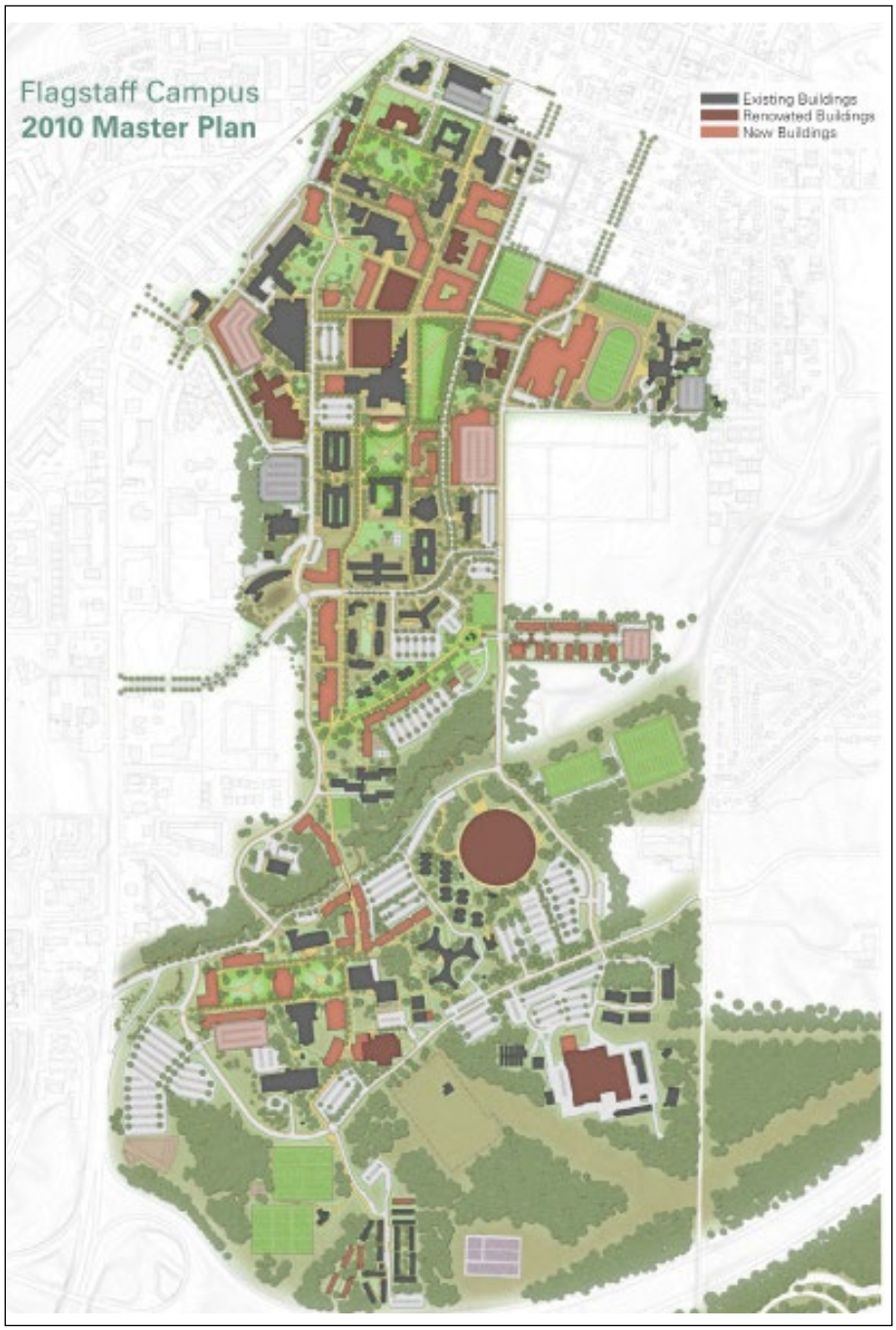


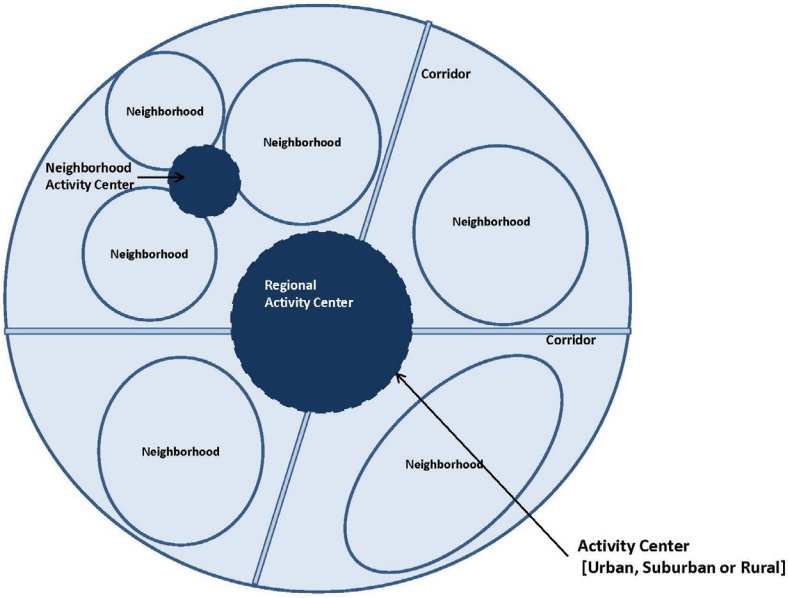
Photo credit: Northern Arizona University, Master Plan

SPECIAL PLANNING AREAS GOALS AND POLICIES

Goal LU.15. Protect, manage, and enhance the region's Special Planning Areas to benefit the whole community.

Policy LU.15.1. Enhance connectivity and coordinated planning efforts with neighborhoods contiguous to special planning areas.

Activity Centers



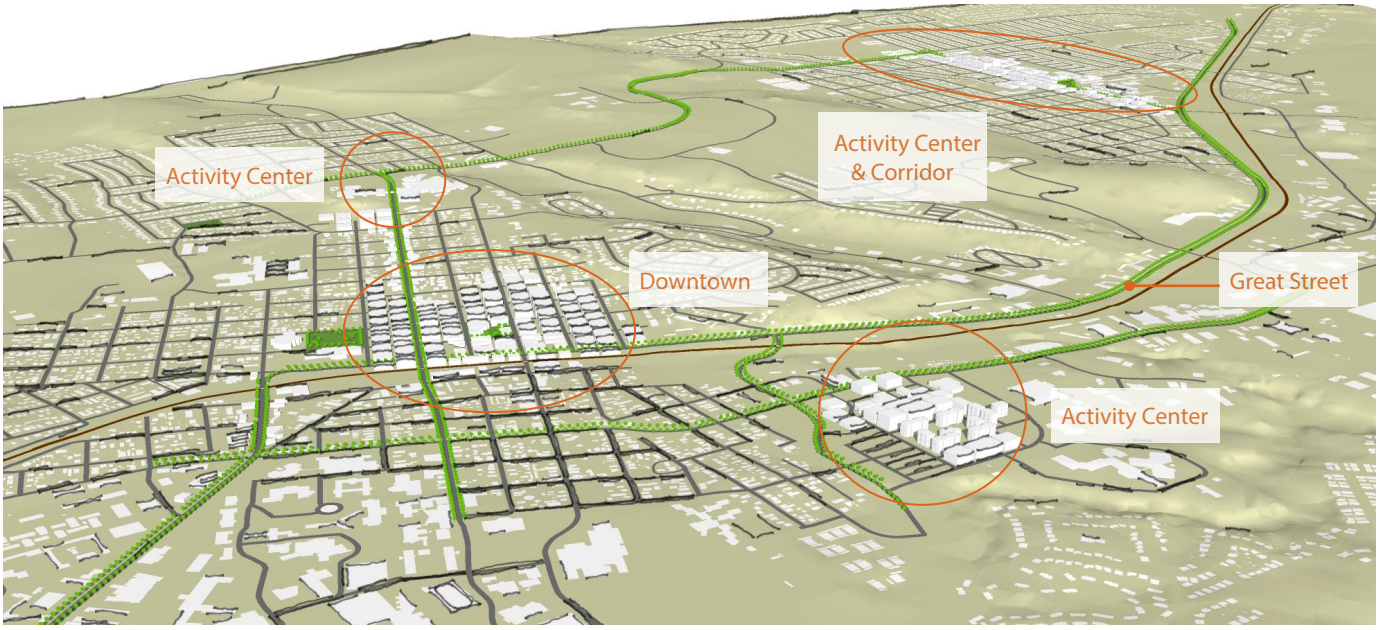
Flagstaff has many existing activity centers (Map #22), which this plan identifies, along with a number of potential future activity centers. With a focus of investments and development to the urban core as a growth management strategy, activity centers are vital in producing the compact urban nodes 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 enter prises
- Activity centers with anchors that appeal to locals, not just visitors
- Active, healthier lifestyles
- Conservation of land by accommodating more people in less 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

Activity Centers and Corridors: 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.

Neighborhoods: 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.



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.

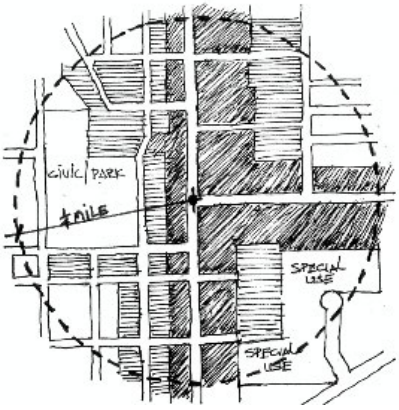
Potential new activity centers have been located where the future road network intersects, and future development has been proposed. This plan is encouraging that future development focus on, and plan around activity centers.

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 established at circulation and access roads, but not all of these intersection types establish centers.

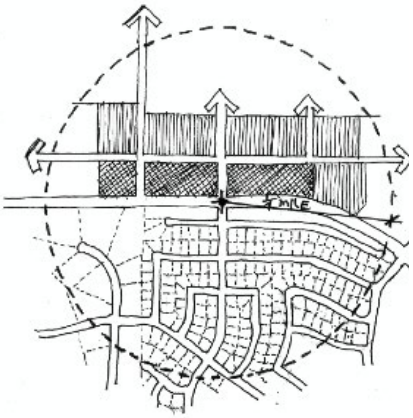
An **urban activity center** holds the greatest densities of housing and intensities of commercial and retail space, yet it is still appropriately designed for the region, contextual in scale and form, and architecturally compliments the environment and views. Even the most urban areas of Flagstaff host the most amazing views of the mountains, and respecting the views will maintain 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 create the densities that make transit work and provide the intense creative places and social interactions desired by today's and tomorrow's workforce.

Suburban activity centers provide the node for a neighborhood's schools, parks, local restaurants, and grocery stores and are located next to higher-density residential development easily accessible by walking or biking. They may provide an opportunity for medium-density mixed-use.

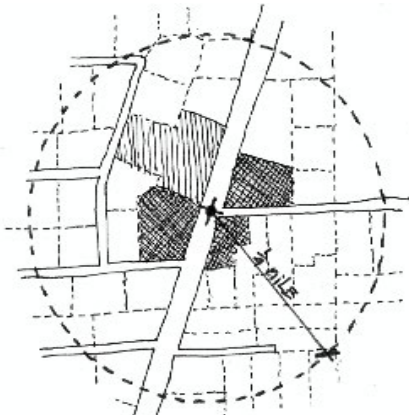
Rural activity centers are appropriate in scale to the rural community and may be two or three stores in height, in which one additional activity is considered "growth." These are strategically located to provide convenience for those living in the rural areas.



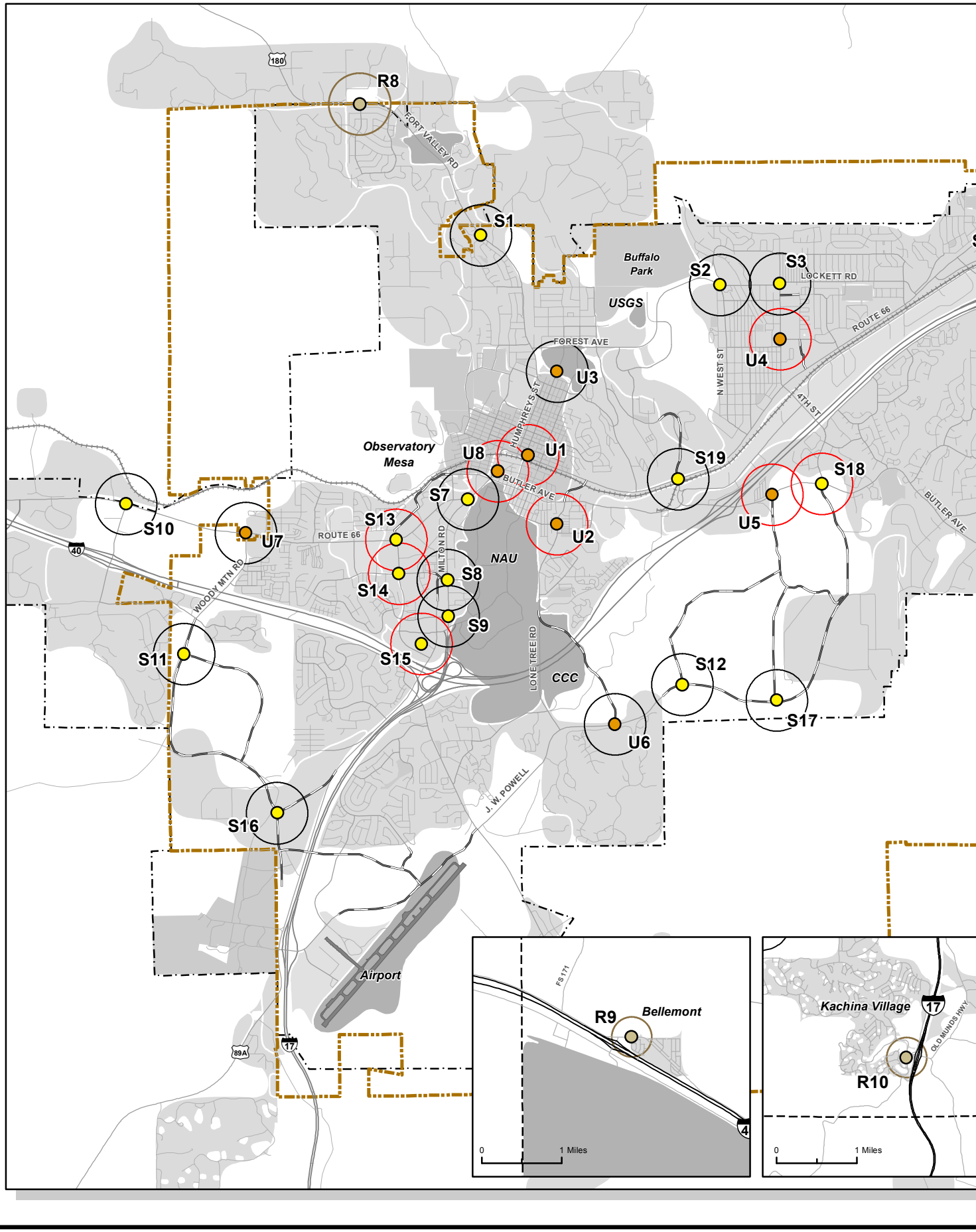
Urban Activity Center



Suburban Activity Center



Rural Activity Center


R8
FORT VALLEY RD
S1
Buffalo Park
USGS
S2
S3
LOCKETT RD
ROUTE 66
U4
N WEST ST
4TH ST
FOREST AVE
U3
HUMPHREYS ST
Observatory Mesa
U8
U1
BUTLER AVE
S19
S18
S7
U5
S10
U7
ROUTE 66
S13
MILTON RD
U2
NAU
S8
S14
WOODY MTN RD
S9
S15
S11
LONE TREE RD
CCC
S12
S17
U6
J. W. POWELL
S16
Airport
R9
Bellemont
FS 171
Kachina Village
R10
OLD MUNDS HWY
0
1 Miles

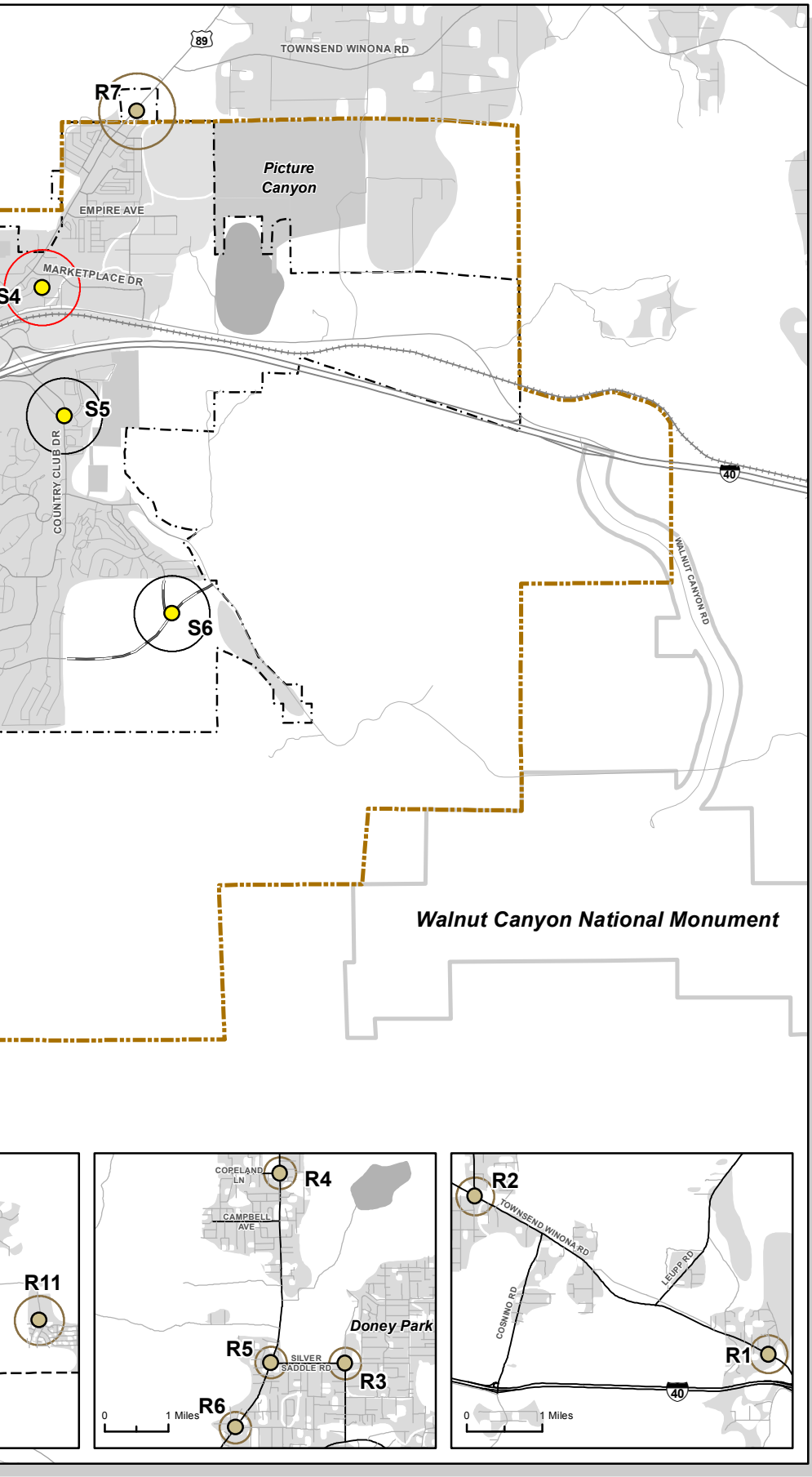


Figure 22:

ACTIVITY CENTERS

- FMPO Boundary
- Urban Growth Boundary
- City of Flagstaff
- Suburban Activity Center (S1)
- Urban Activity Center (U1)
- Rural Activity Center (R1)
- Rural Activity Center 1/4 Mile Walking Radius
- Neighborhood Activity Center 1/4 Mile Walking Radius
- Regional Activity Center 1/4 Mile Walking Radius
- Special District
- Urban - Existing
- Suburban - Existing
- Rural - Existing
- Industrial / Business Park - Existing
- Open Space - Preserved (Typically USFS)
- RTP Future Road Network

Please see www.flagstaffmatters.com for an interactive GIS map.

NORTH

0 0.5 1 1.5 2

Miles

FLAGSTAFF REGIONAL PLAN
VISION 2030: PLACE MATTERS

LOCATION OF ACTIVITY CENTERS

Refer to Activity Centers Map #22, pages 49-50

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 / Rt 66	S13	
		Specific Plan or Development Masterplan		
Fourth Street - 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	S15	
		Specific Plan or Development Masterplan		
Neighborhood Scale				
Plaza Shopping Center – Humphrey's St & Beaver St.	U3	Ft Valley Cultural Corridor – Ft Valley Road	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 – Route 66 and Woody Mountain Rd	U7	Country Club Center - Country Club Dr / Solier 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 Road Corridor Plan		Specific Plan or Development Masterplan		
		Milton Rd / Route 66	S7	89 N / Burris Lane (Doney Park / Timberline)
		Milton Road Corridor Plan		
		Milton Rd / University Dr (new alignment)	S8	89 N / South of Townsend-Winona Road
		Milton Road Corridor Plan		

LOCATION OF ACTIVITY CENTERS

Refer to Activity Centers Map #22, pages 49-50

URBAN		SUBURBAN		RURAL
		Milton Rd / Forest Meadows St - potential GATEWAY	S9	Ft Valley Rd / Peakview (Chesire)
		Milton Road Corridor Plan		
		*W Route 66 / Flagstaff Ranch Rd	S10	Bellemont
		Specific Plan or Development Masterplan		
		**Woody Mntn Rd / FS 532 (South of Kiltie Lane)	S11	Kachina Village
		Specific Plan or Development Masterplan		
		**JW Powell Blvd / future road	S12	Mountainaire
		Specific Plan or Development Masterplan		
		**Purple Sage Trail / FS 532 (Villagio Montano)	S17	
		Specific Plan or Development Masterplan		
		**Butler Ave / Fourth St (Canyon del Rio)	S18	
		Specific Plan or Development Masterplan		
		Switzer Mesa / Route 66	S19	
		Specific Plan or Development Masterplan		

Photo credit: City of Flagstaff

ACTIVITY CENTERS AND CORRIDORS GOALS AND POLICIES

Goal LU.16. Develop well designed activity centers and corridors with a variety of employment, business, shopping, civic engagement, cultural opportunities, and residential choices.

Policy LU.16.1. Design activity centers and corridors appropriate to and within the context of each area type: urban, suburban, or rural.

Policy LU.16.2. 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.16.3. 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.

Note: Refer to Cost of Development Chapter XI, especially for the potential of public-private partnerships.

Policy LU.16.4. Encourage activity centers and corridors to provide housing of various types and price points, especially attached and multi-family housing.

Policy LU.16.5. Plan for and support pedestrian and transit-friendly activity centers and corridors.

Policy LU 16.6. Support increased densities within activity centers and corridors.

Policy LU.16.7. Concentrate commercial, retail, services, and mixed use within the activity center commercial core.

Policy LU.16.8. Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.

Policy LU.16.9. Adopt traffic regulations to prioritize pedestrian-oriented design for all activity centers.

Policy LU.16.10. Plan activity centers and corridors appropriate to their respective regional or neighborhood scale.

Policy LU.16.11. Corridors should increase their variety and intensity of uses as they approach activity centers.

Policy LU.16.12. 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.16.13. Corridors should focus commercial development to the corridor frontage and residential to the back.

Policy LU.16.14. Promote higher density development in targeted areas where economically viable and desired by the public.

Policy LU.16.15. Endorse efficiency of infrastructure with compact development within targeted activity centers.

Policy LU.16.16. 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.

Goal LU.17. Develop a manageable evolution of the main corridors into contextual place makers.

Policy LU.17.1. Develop a specific plan for each "Great Street" corridor.

Policy LU.17.2. 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.17.3. Enhance the viewsheds and frame the view along the corridors through design.

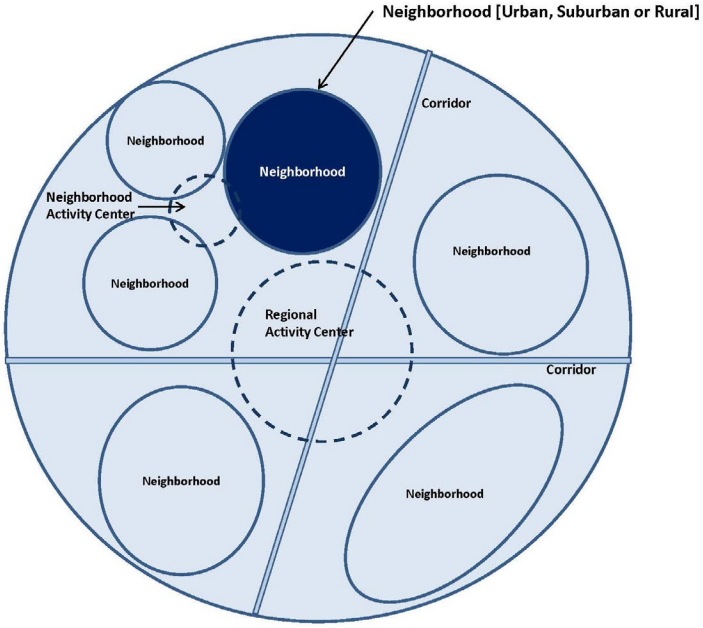
Policy LU.17.5. Balance automobile use, parking, bicycle access, while prioritizing pedestrian safety along all corridors.

Note: Refer to the discussion of "Great Streets" in the Community Character chapter.

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. For more information about neighborhoods in the Flagstaff region, refer to Chapter VIII - Community Character and Chapter XIII - Neighborhoods, Housing, and Urban Conservation.

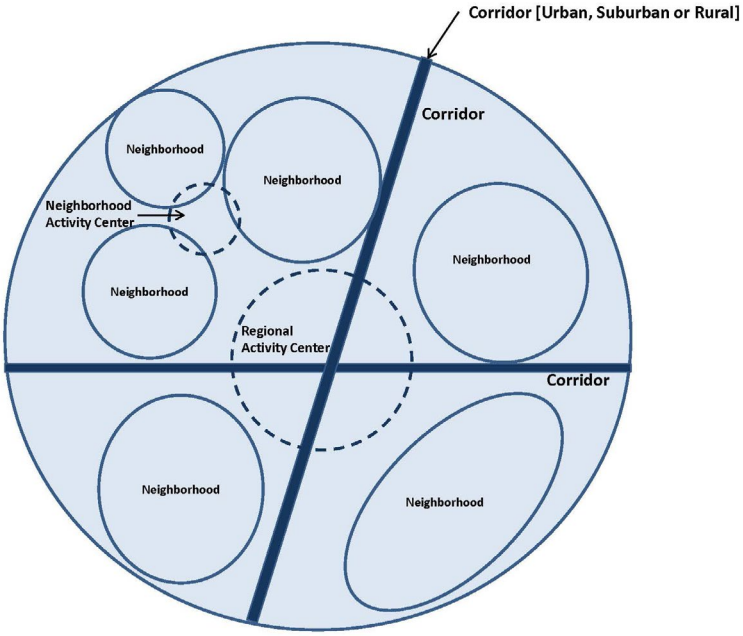
Neighborhood: Includes both geographic (place-oriented) and social (people-oriented) components, and may be an area with similar housing types and market values, or an area surrounding a local institution patronized by residents, such as a church, school, or social agency.



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 Great Streets Map #14*

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, 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.



GROWTH

Historically, growth areas in the Flagstaff region have clustered around jobs, from the earliest railroad stop and lumberyards, to the University and downtown Flagstaff. The future will focus investments and development potential to urban areas and compact growth as growth management strategies. The discussion of growth areas is paramount in reducing sprawl, protecting open space, and promoting efficiencies in infrastructure and services.

Where Should Growth Occur?

The Flagstaff region will accommodate residential, commercial, institutional, and public space growth needs by focusing infrastructure and incentives for:

1. Revitalization of the urban core, particularly existing and under-utilized activity centers
2. Infill of the vacant lots in urban, suburban, and rural neighborhoods

Helpful Terms:

Reinvestment Areas - 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 service boundary, can be considered for greenfield development.

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 and their respective pedestrian shed. 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" are the biggest reinvestment potential, as these are located in areas of greatest return on investment. *Refer to Chapter VIII - Community Characterfor 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, parcel assemblage and infrastructure needs must be met to assist in enhanced revitalization projects. Map 24 shows public utilities in the Flagstaff region over 50 years old that could benefit from upgrades. *Refer to Public Utilities & Activity Centers Map #24, pg. IX-61.*

Reinvestment, redevelopment, and infill at the neighborhood scale relates to aesthetic treatment 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, bus stops, social spaces, green spaces, sidewalks, crosswalks, and public art, while preserving community integrity, character, safety, and livability. *Refer to Transitions Map #23.*

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 Revitalization Areas
Note: Revitalization is both insertion of new or rebuilt buildings as well as public space investments

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

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 for NAIPTA

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.

Planning Document Terms:

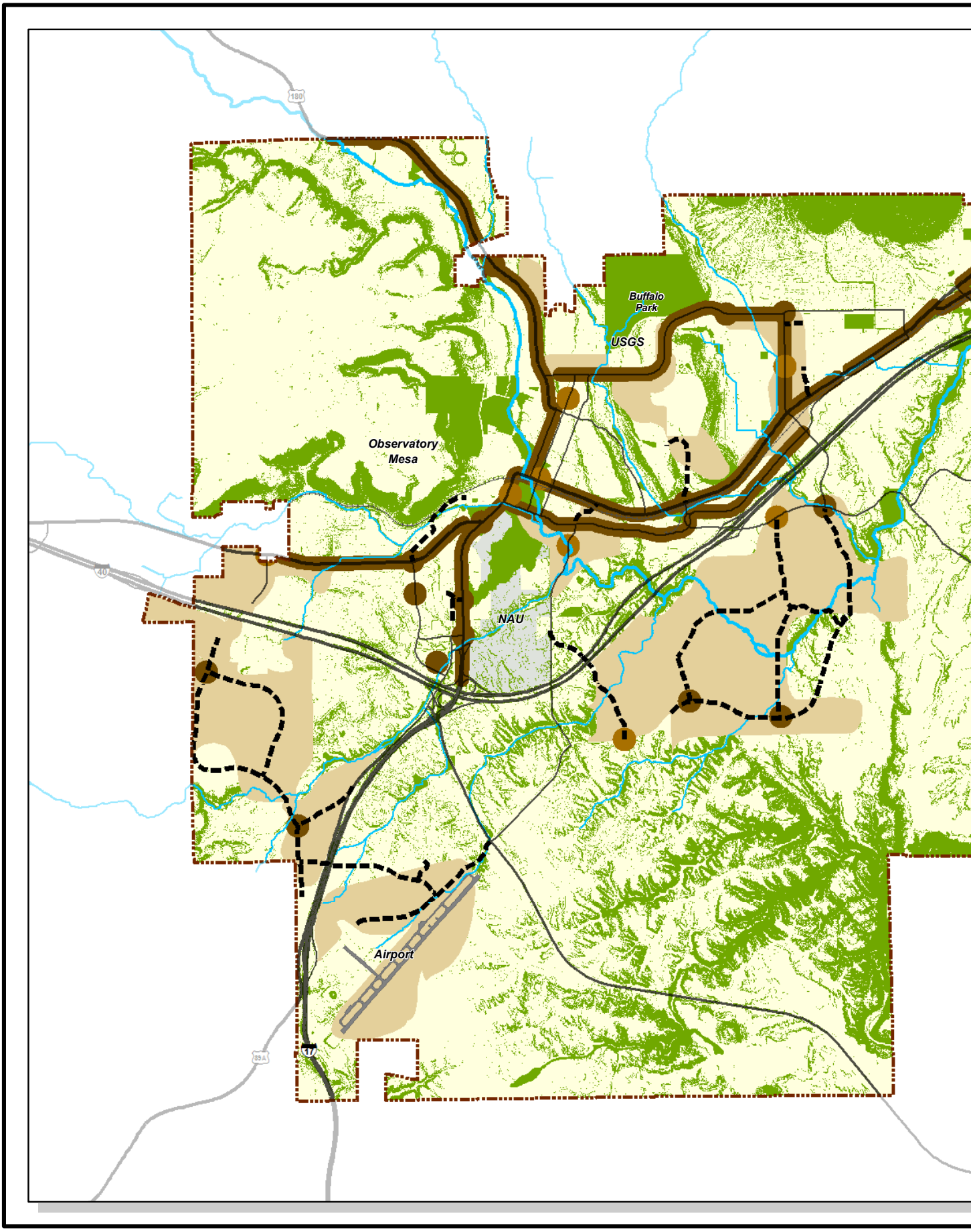
General Plan - A policy document that is used to guide land use decisions

Specific Plan - Detailed element of the General Plan enacted under the provisions of ARS 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) the sreets, 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 (Subdivisions)

Corridor Plan – Can be developed by the public or private sector and can be an Illustrative or a Specific Plan.


180
Buffalo
Park
USGS
Observatory
Mesa
40
NAU
Airport
89A

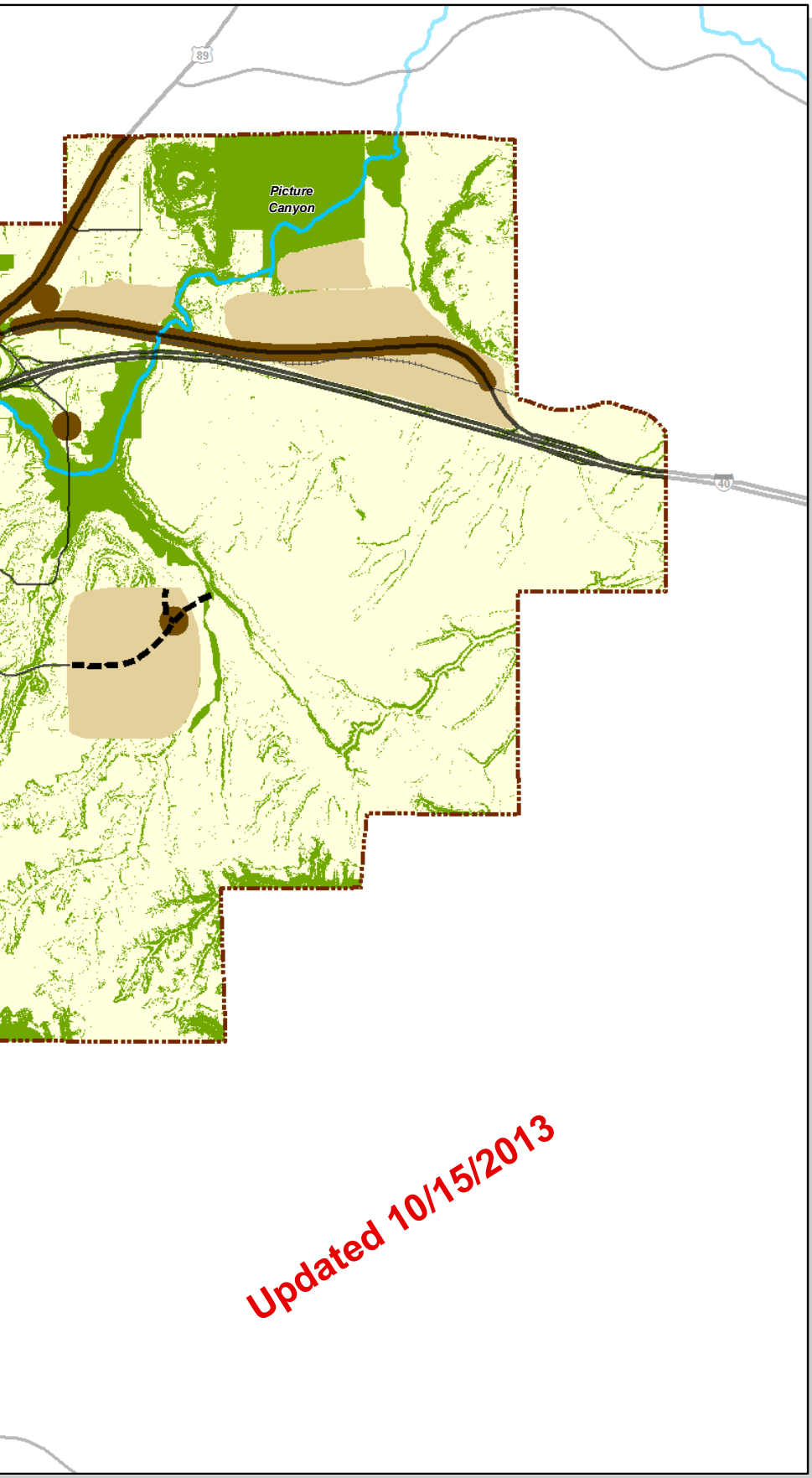


Figure 23:
TRANSITIONS MAP

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

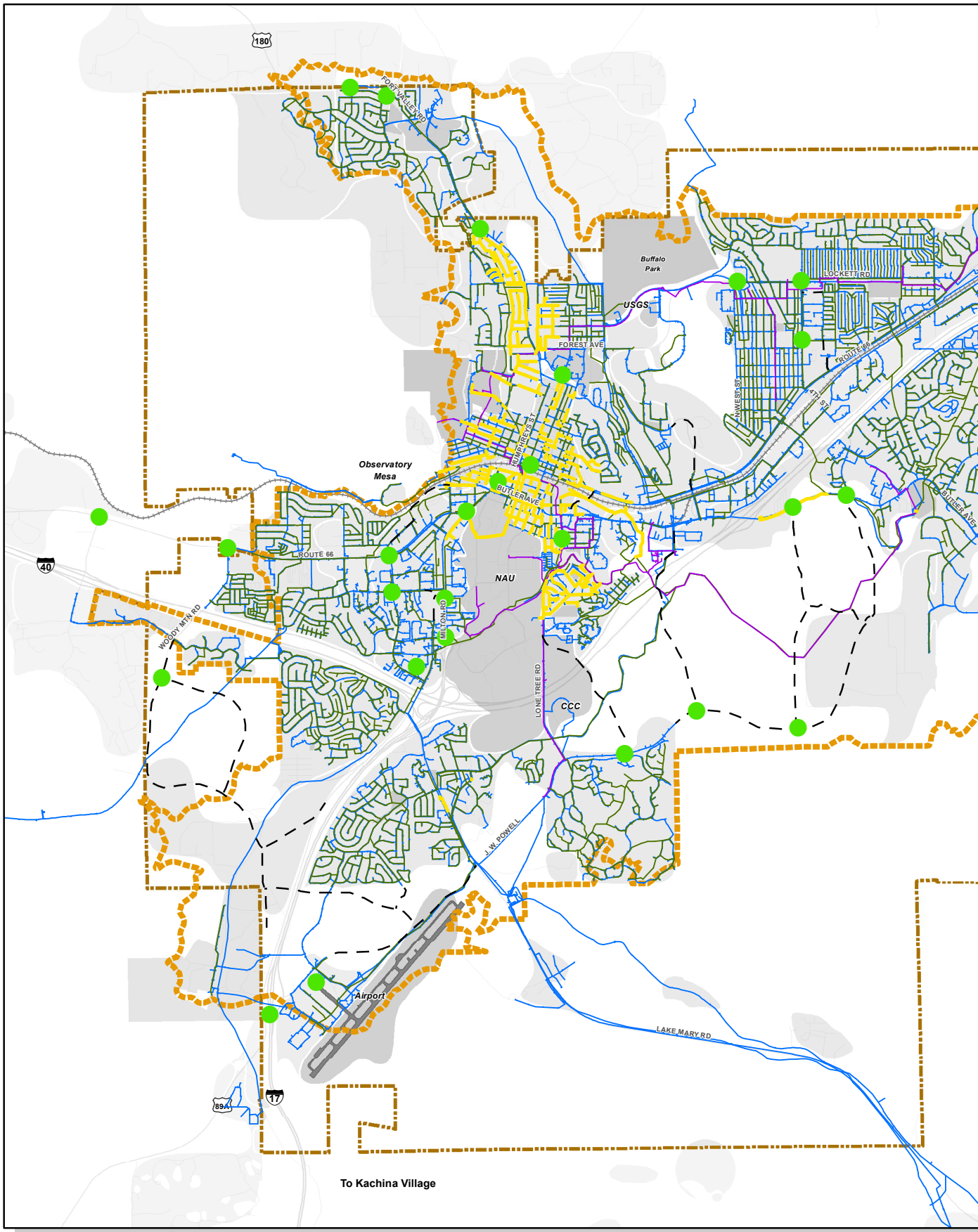
RTP Future Rd Network

City Limits

NORTH

0 0.5 1 1.5 2
Miles

FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS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FORT VALLEY RD
Buffalo Park
USGS
LOCKETT RD
FOREST AVE
ROUTE 66
ANWEST ST
4TH ST
Observatory Mesa
PINE TREE ST
BUTLER AVE
BUTLER AVE
40
ROUTE 66
NAU
WOODY MTN RD
MILTON RD
LONE TREE RD
CCC
J. W. POWELL
Airport
LAKE MARY RD
89A
17
To Kachina Village

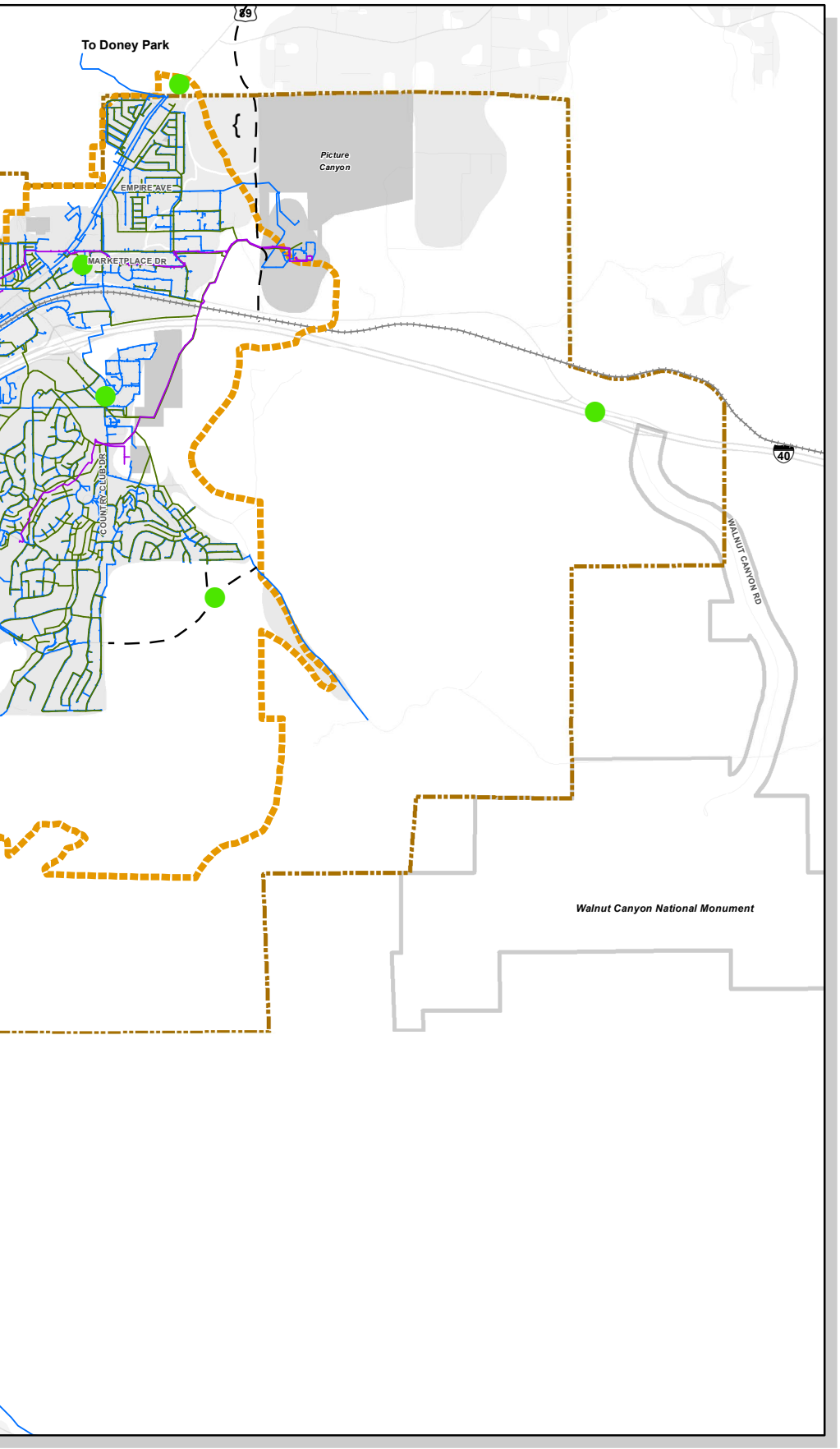

Figure 24:
PUBLIC UTILITIES - AGED (OVER 50 YEARS)

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

NORTH

0 0.5 1 1.5 2

Miles

FLAGSTAFF REGIONAL PLAN
VISION 2030: PLACE MATTERS

Sawmill at Aspen Place

Photos by: City of Flagstaff

before

after

Lumberyard Brewery

Photos by: Winnie Hanseth

before

after

Barnet Dulaney Perkins Eye Surgical Center

Photos by: City of Flagstaff

before

after

Some revitilization projects in the urban and suburban content to learn from are: 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.18. Invest in existing neighborhoods and activity centers for the purpose of developing complete, and connected places.

Policy LU.18.1. Plan for and support reinvestment within the existing city centers and neighborhoods for increased employment and quality of life.

Policy LU.18.2. 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.18.3. 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 18.4. Attract private investment by reinvesting in transportation infrastructure improvements as well as public utilities infrastructure for desired development size.

Policy LU.18.5. Maintain and upgrade existing infrastructure and invest in infrastructure to make redevelopment and infill an attractive and more financially viable development option.

Policy LU.18.6. Establish greater flexibility in development standards and processes to assist developers in overcoming challenges posed by redevelopment and infill sites.

Policy LU.18.7. 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.18.8. Encourage and invest in voluntary land assemblage in an effort to create better utilization and opportunities for development.

Policy LU.18.9. Provide public education regarding the sustainability and beneficial economics of redevelopment and infill.

Policy LU.18.10. Consider adaptive reuse possibilities when new big box developments are proposed.

Greenfield Development

Photo credit: City of Flagstaff

While suburban retrofits, urban infill and activity center redevelopment projects take precendence, greenfield development is still an option. The relevant goal and policies apply to state land parcels identified for development in the Growth Illustration Map 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 exist in the Bellemont area.

Flagstaff patterns of growth have been primarily subdivisions of single family houses. This form of development forces residents to travel by automobile for daily needs, and makes it difficult to stay within the same neighborhood when they need a different type or size of housing. This plan discourages development of this type and promotes a preferred pattern of development for new neighborhoods.

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

GREENFIELD DEVELOPMENT GOALS AND POLICIES

Goal LU.19. Develop Flagstaff's greenfields in accordance with the Regional Plan and within the growth boundary.

Policy LU.19.1. Design new neighborhoods to 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.19.2. 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.19.3. New development should protect cultural and natural resources and established wildlife corridors, where appropriate.

Policy LU.19.4. Utilize Low Impact Development strategies and stormwater best practices as part of the overall design for new development.

Policy LU.19.5. 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.