

# Land Use Element

## “A Balanced Land Use Pattern”

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## 1. Introduction

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As the Flagstaff Region grows and develops within this unique cultural and ecological setting, the future land use pattern can ensure tomorrow's community vitality only with thoughtfulness and proactive changes. Establishing a balance of land uses within the region can establish a walkable, sustainable and prosperous community. A balanced community is able to ensure quality development within a healthy eco-system; recognize private property rights alongside community benefits; and that supply and demand creates change together with community vision. As a means to obtaining a balanced land use pattern, incorporating the natural environment into all development decisions, as well as focusing on efficient infrastructure, reducing sprawl, and developing amenities desired by the modern and educated workforce, the Flagstaff region will thrive.

The **overall goals** for a more balanced Land Use Pattern are:

- Continue and enhance this unique sense of place within the rural, suburban and urban context.
- Balance future growth with available water resources.
- Encouraging revitalization within the City's existing urbanized area.
- Develop a compact development footprint.
- Protect natural and cultural areas.
- Providing a mix of land uses to accommodate a variety of future housing, employment, recreation, and retail services.

This element covers Growth Areas as well as land designations for future growth patterns. The ***Growth Illustration*** identifies locations in the Flagstaff region where various land uses and intensities of use are desired to fulfill the community vision. The ***Growth Illustration*** focuses on greatest potential for compact urban form, thus where infrastructure investment will have the most impact, and striving for flexibility and predictability in the development process. The ***Growth Illustration*** is not a Zoning Map, and the goals and policies of this plan are to be applied. The protection of natural and cultural areas may be brought about in more detail within *Environmental Planning, Open Space and Recreation Elements as well as the Natural Environment Existing Conditions Map*.

Flagstaff's **historical pattern of land uses** were primarily the downtown commercial core, railroad and sawmill infrastructure, the university, residential and ranches. As new development emerges, whether public or private, it would be most advantageous for this new development to remain **contextual** while fulfilling the Flagstaff Regional Plan's guiding principles. *See Community Character Element for historical context*. It is expected that Specific Area Plans for all activity centers, holistic planning for public facilities and civic spaces and more detailed redevelopment and neighborhood plans will define the context and particulars for development and conservation in specific vicinity.

## 2. Trends

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**Growth Areas** in the past 10 years have been primarily residential, with significant single-family subdivisions (Boulder Pointe, Ponderosa Trails, and Anaszi Ridge). Recent development, post recession, has been in the multi-family residential development, which 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.

Post recession future **trends** portray smaller houses, smaller lots and multi-family – quality built with modern technologies and accessible to community amenities<sup>1</sup>; commercial space within easy access (walking and biking) to homes and amenities; more tele-commuting and ‘third-places’<sup>2</sup>. And national trends are showing growing markets in downtowns and walkable neighborhoods, especially with those having good transit service, commanding the highest premiums on a per-square-foot basis.<sup>3</sup> Suburban development is being re-thought to accommodate a wide range of ages, incomes and ways to get around.<sup>4</sup>

**Mixed-Use**, as a global and national trend, is regarded as a means to promote compact, walkable urban form, and has precedence in Flagstaff’s most historic structures. Mixed-Use opportunities exist in specific areas, as this region is more rural in character. The community vision is for Activity Centers, which are primarily revitalization areas, to host a significant amount of the business growth, office space as well as additional multi-family housing. Every Activity Center will require a Specific Area Plan shortly following the Regional Plan adoption, to provide the potential design and investment details.

**Greenfield Development** is available within the region and there are a number of areas reserved for development. Namely, the Airport Business Park, Flagstaff Mall expansion, Belmont and State Land Department Sections 30 (west), 26, 30 (east), 20, 10 and 8 all have development potential. Private land holdings within the city and county hold entitlements for development.

**Revitalization Areas:** Continuing the goal of the 2001 Regional Plan, **revitalization, redevelopment and infill** all need sufficient utilities upgrades and infrastructure as incentives to promote the activity centers and walkable neighborhoods. As the private and public sectors continue to work together, parcel assemblage and infrastructure needs will be met to assist in larger revitalization projects. Some revitalization projects to learn from: Sawmill at Aspen Place, a 40-acre commercial infill and brownfield redevelopment project; the Lumberyard Brewery redevelopment and historic preservation; Barnett Delaney Perkins Eye Surgical Center redevelopment on Switzer Canyon Drive; Milton Road commercial projects.

**Public and Quasi-public facilities** and needs must be considered, as the largest employers in the region. City of Flagstaff, Coconino County, Northern Arizona University, Coconino Community

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

<sup>2</sup> The term **third place** was invented by sociologist Ray Oldenburg and first appeared in his 1990 book *The Great Good Place*, a celebration of the places where people can regularly go to take it easy and commune with friends, neighbors, and just 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."

<sup>3</sup> Kaid Benfield; October 25, 2012.

<sup>4</sup> <http://www.realtor.org/articles/building-a-new-suburbia-for-all-generations>

College, Flagstaff Medical Center and federal offices all have employment, offices, services and plans for facility growth, consolidation, shared resources and/or other needs.

**Public Spaces:** One of the most important aspects of any city is its collective commons, so to speak: the shared public spaces where people gather be they streets, squares, parks, markets, playgrounds, sports facilities. The Flagstaff region hosts a healthy amount of public spaces, and this Regional Plan is an opportunity to reflect how those spaces interact with homes, businesses as well as how they are connected together.

**Open Spaces** continue to be an important aspect to the region's character, eco-system health, as well as a draw for businesses, workers and visitors. Continuing the work of the Open Space and Greenways Plan, this particular Land Use category will be considered in each context of rural, suburban and urban.

**Existing land developed and available for development** establishes the confined space of the urban and suburban areas, as well as the potential for rural growth. With that in mind, thoughtful planning and cooperative efforts (between neighboring developers, with public / private partnerships, with various public entities) can produce a balanced land use pattern.

This plan uses an annual 1.1% population growth rate as the base for projections and possible needs.

**Table \_\_\_\_\_ : City of Flagstaff Land Available for Development**

<b>Land Use Type</b>	<b>Total Acres</b> <i>Developed, vacant, reserved</i>	<b>% of total acres</b>	<b>Developed</b>	<b>Undeveloped</b> <i>Not floodway, slope 0-17%</i>	<b>Need for next 20 years (acres)*:</b>	<b>Surplus / Deficit</b>
Commercial	2,027			321		
Industrial	1,147			119		
Institutional	1,664			399		
Residential	8,185			2,056		
Open Space	7,598			1,211		
Land Bank	18,740			2,231		
<i>State Trust Lands</i>						
<i>Federal Land</i>						
<i>City / County</i>						
ROW	1,696			78		
<i>* Based upon 1.1% population growth rate = homes, employment, and services</i>						

**Table \_\_\_\_\_ : FMPO Land Available for Development**

<b>Land Use Type</b>	<b>Total Acres</b> <i>Developed, vacant, reserved</i>	<b>% of total acres</b>	<b>Developed</b>	<b>Undeveloped</b> <i>Not floodway, slope 0-17%</i>	<b>Need for next 20 years (acres)*:</b>	<b>Surplus / Deficit</b>
Commercial						
Industrial						
Institutional						
Residential						
Open Space						
Land Bank						
<i>State Trust Lands</i>						
<i>Federal Land</i>						
<i>City / County</i>						
ROW						
* Based upon 1.1% population growth rate = homes, employment, and services						

*See Appendix 1 for table and map.*

### **3. Land Use GOALS and POLICIES – Applicable to All Place Types**

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#### **Goal LU1: Continue and enhance this unique sense of place within the rural, suburban and urban context.**

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Policy LU 1.1: Coordinate urban land management, master planning, and recreational uses in urban interface areas with local, state and federal land management agencies. *(Previous LU 3.1-3.4 and Goal LU3 – revised)*

Policy LU 1.2: Establish Open Space buffers on lands adjacent to Forest Service Lands. *(Previous LU 3.2)*

Policy LU1.3:

*\*\*Note: See Community Character Element and Economic Development Element for further policies on unique sense of place.*

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#### **Goal LU2: Balance future growth with available water resources.**

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Policy LU 2.1:

*\*\*Note: See Water Resources Element for further policies.*

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#### **Goal LU3: Encouraging revitalization within the City's existing urbanized area.**

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Policy LU 3.1: Annexation of areas adjacent to the city limits is strongly encouraged when the proposed redevelopment requires urban infrastructure. *(Previous LU 1.6- revised)*

*\*\*Note: See revitalization section Land Use Element for further details.*

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#### **Goal LU4: Develop a compact development footprint within a well-defined boundary that shapes growth in a manner that preserves the region's natural environment, livability, and sense of community. *(Previous LU1)***

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Policy LU 4.1: Use a structural framework for development as activity centers, corridors, public spaces and connectivity within the rural, suburban and urban context. *(Previous LU 1.1)*

Policy LU 4.2: Maintain the Urban Service Boundary / Urban Growth Boundary, confining development to what can be provided for with efficient infrastructure and preserving lands outside of this boundary as open space. *(Previous LU 1.2 and LU 1.4)*

Policy LU 4.3: Designate areas for future rural, suburban, and urban development. *(Previous LU 1.3-revised)*

**Goal LU 5: Providing a mix of land uses to accommodate a variety of future housing, employment, recreation, and retail services.**

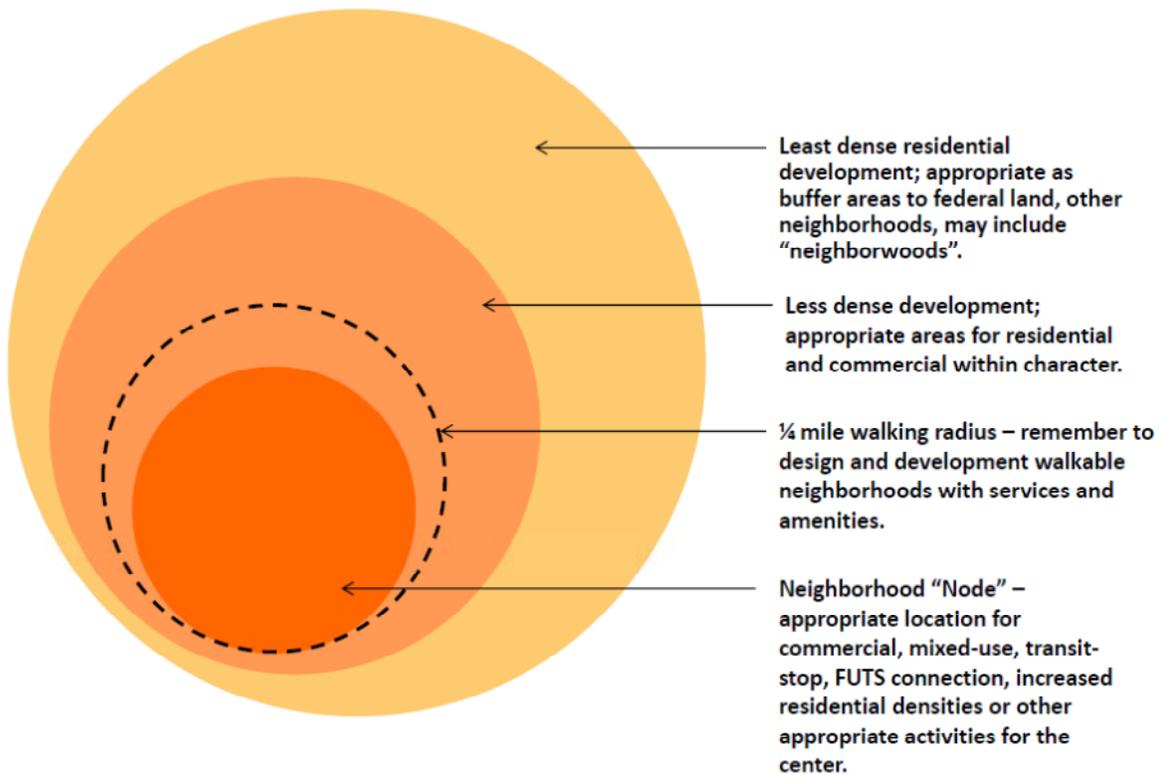
Policy LU 5.1:

Policy LU 5.2: Provide for new and existing mixed-use neighborhoods within the Urban Service Boundary, serving a variety of demographics, incomes, ages and travel modes. *(Policy LU 1.5 – revised)*

Protect natural and cultural areas – *do not need a land use goal, as this is clear from Environment, Water, Community Character and Open Space Elements.*

**Growth Illustration**

For rural, suburban or urban:



## 4. Land Use Place Types

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Understanding that the built environment continually causes a city and region to change, the Flagstaff Regional Plan strives to meet infrastructure needs with **predictability**. As well, the need to state the preferred growth pattern while allowing the market to adapt within broad ranges gives **flexibility**.

**Building Blocks of the urban form and applications within the three Place Types (rural, suburban, urban) – THESE ARE THE USES WITHIN PLACE TYPES**

	Rural	Suburban	Urban
Neighborhoods			
Commercial / Business			
Mixed-Use Activity Centers			
Public Areas			
Institutional			
Industrial / Business Park			
Parks and Open Space			
Corridors			
Community Gateways			
Special Districts			

1. **NEIGHBORHOODS:** Rural, Suburban or Urban – with appropriate commercial nodes.
2. **COMMERCIAL / EMPLOYMENT:** Commercial, Office, and Retail – in Corridors, Activity Centers, Employment Centers or Nodes.
3. **MIXED-USE ACTIVITY CENTERS:** Varies by type of activity center, but generally includes: Downtown Mixed-Use, General Mixed-Use, Commercial, and High-Density Residential.
4. **PUBLIC AREAS:** Public/Quasi-Public, Airport, infrastructure, civic buildings and public spaces.
5. **INSTITUTIONAL** – educational and cultural facilities
6. **INDUSTRIAL / BUSINESS PARK:** commercial areas
7. **PARKS, OPEN SPACE, AND CONSERVATION AREAS:** Natural Environment maps show the location of existing natural resources, parks, preserved Open Space, FUTS trails, and Forest Service Land.
8. **CORRIDORS:** All land use categories that are adjacent to the defined corridor—typically Mixed-Use, Commercial, Office, and High-Density Residential, that are typically transit-supportive and promote Transit-Oriented Design (TOD).
9. **COMMUNITY GATEWAYS:** All land use categories defined in vicinity of designated community gateways.
10. **SPECIAL DISTRICTS AND MASTER PLANS** - Master Plans, Neighborhood Plans, Area Plans, Area Specific Plans

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**Rural neighborhoods** within the region, such as Doney Park, Kachina Village, and Timberline, for instance, have an grown with traditional notions of rural living, with services rendered by public and private rural and many times dirt roads; water and sewer by well and septic; low street connectivity and large expanses of open space.

## ***GOALS AND POLICIES – from 2001 RLUTP***

### **GOAL LU2 – Rural Place Type**

The integrity of individual communities in the county will be supported by maintaining separation between existing communities; respecting existing area plans, as well as encouraging consistency with the *Regional Plan*; and preserving the integrity of open space boundaries identified in the *Greater Flagstaff Open Spaces and Greenways Plan*, as a major defining element of the Region's Growth Area Boundaries.

#### ***Policy LU2.1—Establish Rural Growth Boundaries***

The *Regional Plan* establishes Rural Growth Boundaries for lands in unincorporated areas of the county that are suitable for rural development. The primary objective of these areas shall be to define the extent of lands within the county that are suitable for rural development, preserve their character, retain open lands separating these communities, and to protect public multiple-use lands designated as priority for open space retention from conversion to private use for development. In general, residential development in unincorporated areas shall be in accordance with existing zoning, except as provided for in Strategy CFS1.1(d).

#### ***Policy LU2.2—Establish Opportunities for Rural Activity Centers***

The *Regional Plan* incorporates opportunities for activity centers in specifically designated areas in the county. These centers shall be characterized by a defined range of uses as appropriate to each individual location and community, and by size limits and design standards so as to maintain a scale appropriate to the community it serves.

#### ***Policy LU2.3—Promote the Coordination of Regional Plan and Area Plans***

The *Regional Plan* includes recommendations that apply to areas that currently have area plans in place, or for which area plans shall be developed in the future or are currently under development. The intent is that, over time, the policies of the *Regional Plan* shall be incorporated into area plans, in a manner that takes into account local conditions and preferences of area residents.

#### ***Policy LU2.4—Cluster Development as an Alternative Development Pattern***

The County shall continue to allow cluster development in appropriate locations as a means of preserving rural resources, such as wildlife habitat and open space, and to minimize service and utility costs.

#### ***Policy LU2.5—Restrict Development At the Periphery of the Planning Area***

Rural character should be preserved in areas that are at the periphery or just outside the boundaries of the Planning Area, as defined by the Flagstaff Metropolitan Planning Organization boundary

Rural Land Use	
Residential – Commercial – Conservation & Recreation	
MAP SYMBOL	
CHARACTERISTICS	Rural areas,
DESIGN PRINCIPLES	<ul style="list-style-type: none"> <li>•</li> </ul>
DESIRED PATTERN	
SIZE	Residential lots typically 1 house per 1 to 10 acres = 0.2 to 2 DU per acre.
DENSITY RANGE	<p>Non-residential Commercial Uses are minimal and targeted for Rural Activity Centers. Typical floor area ratios (FARs) of between _____ and _____.</p> <p>Residential Mixed-Use: not applicable for Rural locations. <b>Accessory dwelling units / guest cottages?</b></p>
NEIGHBORHOODS	
COMMERCIAL / EMPLOYMENT	
MIXED-USE ACTIVITY CENTERS	See 'Rural Centers'
PUBLIC / INSTITUTIONAL	
INDUSTRIAL / BUSINESS PARK	
PARKS	<i>See Parks &amp; Rec Masterplan definition</i>
OPEN SPACE	<i>See Open Space &amp; Greenways Plan definition</i>
CONSERVATION	<i>See Open Space &amp; Greenways Plan definition</i>

<b>COMMUNITY GATEWAYS</b>	<i>See Community Character definitions</i>
<b>CORRIDORS</b>	<i>See Transportation Element definitions</i>
TRANSPORTATION	Rural roads
<b>SPECIAL DISTRICTS</b>	
<b>MASTER PLANS</b>	County Area Plans:
ZONE DISTRICTS	



**Suburban neighborhoods** within the region, such as Continental Country Club, Ponderosa Trails and NoHo (North of the Hospital) are drivable in nature, with varying degree of density and intensity. Commercial uses within Suburban areas are, -----; streets are paved and sometimes include sidewalk, curb and gutter; water and sewer by public utilities; and expanses of open space provided as neighborwoods, parks, opens space, trails and golf courses.

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**Goal LU\_\_ : Suburban goal**

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Policy LU \_\_:

## Suburban Land Use

### Residential – Commercial – Mixed-Use – Conservation & Recreation

MAP SYMBOL	
CHARACTERISTICS	Suburban areas,
DESIGN PRINCIPLES	Commercial @: <ul style="list-style-type: none"> <li>• Corridor</li> <li>• Activity Center</li> <li>• Node</li> </ul>
DESIRED PATTERN	<i>Photo examples here</i>
SIZE	Residential lots typically between <b>2 and 7 acres</b> with a maximum of _____ for any one parcel. For a change in density range, a Development Master Plan must be developed for the whole growth area. <b>Give policy reason for different – i.e. proximity to infrastructure, services, transit. Policy for density relationship with zero-net energy / water development &amp; multi-modal systems.</b>
DENSITY RANGE	Non-residential Commercial Use Typical floor area ratios (FARs) of between 0.5 – 2.0 Residential Mixed-Use: Greater than _____ units per acre.
NEIGHBORHOODS	
COMMERCIAL / EMPLOYMENT	
MIXED-USE ACTIVITY CENTERS	See ‘Rural Centers’
PUBLIC / INSTITUTIONAL	
INDUSTRIAL / BUSINESS PARK	
PARKS	<i>See Parks &amp; Rec Masterplan definition</i>
OPEN SPACE	<i>See Open Space &amp; Greenways Plan definition</i>
CONSERVATION	<i>See Open Space &amp; Greenways Plan definition</i>
COMMUNITY GATEWAYS	<i>See Community Character definitions</i>

<b>CORRIDORS</b>	<i>See Transportation Element definitions</i>
TRANSPORTATION	
<b>SPECIAL DISTRICTS</b>	
<b>MASTER PLANS</b>	
ZONE DISTRICTS	



**Urban neighborhoods** are walkable, typically mixed-use, and \_\_\_\_\_

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**Goal LU\_\_\_\_: Urban goal**

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Policy LU \_\_\_\_:

## Urban Land Use

### Residential – Commercial – Mixed-Use – Public Spaces & Recreation

MAP SYMBOL	
CHARACTERISTICS	Urban Areas <ul style="list-style-type: none"> <li>•</li> </ul>
DESIRED PATTERN	<i>Photo examples here</i>
SIZE	Residential lots typically between ____ and ____ acres.
DENSITY RANGE	Non-residential Commercial Use Typical floor area ratios (FARs) of between 0.5 – 2.0 Residential Mixed-Use: Greater than 8 units per acre.
NEIGHBORHOODS	
COMMERCIAL / EMPLOYMENT	
MIXED-USE ACTIVITY CENTERS	See 'Rural Centers'
PUBLIC / INSTITUTIONAL	
INDUSTRIAL / BUSINESS PARK	
PARKS	<i>See Parks &amp; Rec Masterplan definition</i>
OPEN SPACE	<i>See Open Space &amp; Greenways Plan definition</i>
CONSERVATION	<i>See Open Space &amp; Greenways Plan definition</i>
COMMUNITY GATEWAYS	<i>See Community Character definitions</i>
CORRIDORS	<i>See Transportation Element definitions</i>

TRANSPORTATION	
SPECIAL DISTRICTS	
MASTER PLANS	
ZONE DISTRICTS	

**Industrial areas and Business Parks** are essential land uses for employment and job growth. Activity Centers are all considered employment-base growth, as mixed-use is highly encouraged. Yet sufficient industrial and business park space is vital to ensure adequate space for the diversity of jobs required for a resilient economy.

<b>Industrial / Business Park</b>	
<b>Commercial – Businesses – Light Industrial – Services - Parking</b>	
MAP SYMBOL	
CHARACTERISTICS	-----  •
DESIRED PATTERN	<i>Photo examples here</i>
SIZE	-
DENSITY RANGE	Non-residential Commercial Use Typical floor area ratios (FARs) of between 0.5 – 2.0 Residential Mixed-Use: Greater than ____ units per acre.
MIX OF USES	<b>See -</b>
LOCATION	Airport Business Park ( <i>light industrial / office / retail</i> ) McMillan Mesa Business Park Innovation Mesa  Industrial: Bellemont Industrial Avenue / Butler Avenue <i>State Land Section 10?</i>
DESIGN PRINCIPLES	
TRANSPORTATION	
ZONE DISTRICTS	

**Commercial Corridors** are part of the Flagstaff region’s historic development, and can be contextual and complimentary with \_\_\_\_\_.

<b>Commercial Corridor</b>	
<b>Gateway - Commercial – Businesses – Services – Parking – Urban Design</b>	
MAP SYMBOL	
CHARACTERISTICS	-----  •
DESIRED PATTERN	<i>Photo examples here</i>
SIZE	-
DENSITY RANGE	Non-residential Commercial Use Typical floor area ratios (FARs) of between 0.5 – 2.0 Residential Mixed-Use: Greater than ____ units per acre.
MIX OF USES	<b>See -</b>
LOCATION	Milton Road Route 66 Fourth Street Humphrey’s Street
DESIGN PRINICIPLES	
TRANSPORTATION	
ZONE DISTRICTS	



## **Activity Centers**

*Introduction here*

## **GOALS AND POLICIES**

### **GOAL C3**

**Commercial uses in the county will be located in activity centers in specifically designated areas intended to serve as focal points for the community in which they are located, and they will provide opportunities to meet area resident needs locally, while avoiding a strip commercial pattern of development along the region's major roadways.**

#### ***Policy C3.1—Define Appropriate Uses for Activity Centers***

Activity centers shall be characterized by a defined range of uses appropriate to each individual location and community, which may include small-scale retail, offices, schools, transit stops, parks, or other civic uses and other business and personal services designed to meet the needs of area.

#### ***Policy C3.2—Regulate Resort Commercial Use Siting***

Large resort commercial uses may only be sited in appropriate locations that can be adequately served by water, sewer, and other public facilities and services, and shall be discouraged from locating in remote areas, where adequate public facilities and services cannot be provided, or in areas that have a potential negative impact on existing developed areas.

## **COMMERCIAL DEVELOPMENT**

### **GOAL C1**

**Commercial development shall be well designed and appropriately located while remaining compatible with surrounding land use."**

***Policy C1.1—Commercial development shall be targeted to identified regional, neighborhood, urban or rural activity center or to other planned commercial areas" with an accompanying map.***

***Policy C1.2— Well designed large retail establishments (big box retail) shall be in regional and community scale shopping center within the Urban Growth Boundary where adequate multi-modal access and infrastructure can be provided. Big Boxes shall be "pre configured" for reuse after their initial use is no longer viable.***

***Policy C1.3—Include a mix of uses in new commercial development and redevelopment where appropriate.***

***Policy C1.4—PROMOTE A QUALITY URBAN ENVIRONMENT IN ALL COMMERCIAL DEVELOPMENT AREAS. This will require more discussion and detail.***

***Policy C1.5—Encourage the establishment of neighborhood commercial centers where appropriate.***

**GOAL C2:** Downtown Flagstaff will continue to serve as the focal point of the community, as established by development intensity, land use, building height, and high quality urban design.

– See 'Community Character'

	Urban	Suburban	Rural
<b>Regional Center</b>	1. Historic Downtown & Central Business District	3. Flagstaff Mall & Automall	
<b>Corridors</b>	2. East Flagstaff Center: Fourth Street / Cedar Avenue <i>Regional Urban Corridor</i>	Milton Road Corridor	
		Fourth Street Corridor	
		Cedar Avenue Corridor	
		Butler Avenue Corridor- Little Am to Sawmill	
<b>Neighborhood Center</b>	Humphrey's Basha's Center	Cedar Avenue Center	89A / Silversaddle
	University Center <i>(future)</i>	Woodlands Village Shopping Center	Townsend/Winona / Slayton Ranch
		Country Club & Cortland Blvd	Ft Valley Rd / Peakview
		Sawmill	Kachina
		JWPowell / Lone Tree (Future)	
		Butler / I-40	
		Butler / Fourth St <i>(Future)</i>	
<b>Employment Center</b>	FMC Medical Campus	Airport Business Park	Bellemont
	Northern Arizona University	Innovation Mesa	East Flag – Twin Arrows

See 'Activity Centers Strategic Investment Strategies': <http://www.mwcog.org/uploads/committee-documents/Z11dWFIZ20120828142809.pdf>

## Activity Center Types

### Regional Centers - URBAN

MAP SYMBOL	
CHARACTERISTICS	<p>Urban Regional Centers serve local residents, MSA residents and visitors. Each of Flagstaff’s regional centers is unique in scale, development, intensity, and mix of uses – much of which depends on whether they are walkable urban or drivable suburban. They typically include large-scale employment and retail uses, high-density residential and mixed-use development. Urban Regional activity centers in Flagstaff are:</p> <p><b>Walkable Urban -</b></p> <ul style="list-style-type: none"> <li>• Historical Downtown</li> <li>• Flagstaff Central District</li> <li>• University Center (<i>future</i>)</li> </ul>
DESIRED PATTERN	<p><i>Photo examples here</i></p> 
SIZE	Typically between ____ and ____ acres.
DENSITY RANGE	<p>Non-residential Mixed-Use: Typical floor area ratios (FARs) of between 0.5 – 2.0</p> <p>Residential Mixed-Use: Greater than ____ units per acre.</p>
MIX OF USES	<p><b>Historical Downtown</b> – service &amp; government jobs, education, offices, retail, restaurant and tourism-related.</p> <p><b>Flagstaff Central District</b> – as above and with residential opportunities</p> <p><b>University Center (<i>future</i>)</b> – education, offices, retail, restaurants and student-related; residential mixed-use.</p>
LOCATION	Ease of access and located to minimize the impacts of traffic on neighborhoods.
DESIGN PRINCIPLES	Corridor and Gateway Design – Walkable Urban -
TRANSPORTATION	Street design _____. Easy-to-access parking available via garages, shared lots and street parking. Transit stops and routes centrally located. Bicycle access and parking abundant. Very walkable.
ZONE DISTRICTS	

Activity Center Types	
Regional Centers - SUBURBAN	
MAP SYMBOL	
CHARACTERISTICS	<p>Urban Regional Centers serve local residents, MSA residents and visitors. Each of Flagstaff’s regional centers is unique in scale, development, intensity, and mix of uses – much of which depends on whether they are walkable urban or drivable suburban. They typically include large-scale employment and retail uses, high-density residential and mixed-use development. Urban Regional activity centers in Flagstaff are:</p> <p style="margin-left: 20px;"><b>Drivable Suburban -</b></p> <ul style="list-style-type: none"> <li>• Flagstaff Mall</li> <li>• Woodlands Village Center <i>(future potential)</i></li> <li>• Butler / I-40 <i>(Little America – future potential)</i></li> <li>• Milton Road Corridor <i>(with extreme make-over)</i></li> <li>• Fourth Street Corridor <i>(with extreme make-over)</i></li> <li>• Butler Avenue Corridor <i>(employment / business potential)</i></li> </ul>
DESIRED PATTERN	<div style="display: flex; align-items: center;">  <div style="margin-left: 10px;"> <p><i>Photo examples here</i></p> </div> </div>
SIZE	Typically between ____ and ____ acres.
DENSITY RANGE	Non-residential Mixed-Use: Typical floor area ratios (FARs) of between 0.5 – 2.0 Residential Mixed-Use: Greater than ____ units per acre. 2+ Stories with street frontage activities.
MIX OF USES	<p><b>Flagstaff Mall</b> – -----</p> <p><b>Woodlands Village Center</b> -----</p> <p><b>Butler / I-40</b> <i>(future)</i> -----</p> <p><b>Milton Road</b> <i>(future)</i> -----</p> <p><b>Fourth Street Corridor</b> <i>(future)</i> -----</p> <p><b>Butler Avenue</b> <i>(future)</i> -----</p>
LOCATION	Ease of access and located to minimize the impacts of traffic on neighborhoods.
DESIGN PRINCIPLES	Corridor and Gateway Design – Suburban -
TRANSPORTATION	Street design _____. Easy-to-access parking available via garages, shared lots, lots and street parking. Transit stops available. Bicycle access and parking. Pedestrian safety.
ZONE DISTRICTS	

## Activity Center Types

### Neighborhood Centers - URBAN

MAP SYMBOL	
CHARACTERISTICS	<p>Neighborhood Centers are intended to meet the needs of a group of neighborhoods and local residents. They are characterized as destinations that include grocery store anchors, small-scale retail and service uses, moderate housing opportunities, and mixed-use development.</p> <p><b>Walkable Urban -</b></p> <ul style="list-style-type: none"> <li>• Humphrey’s Basha’s Center</li> </ul>
DESIRED PATTERN	 <p><i>Photo examples here</i></p>
SIZE	Typically between ____ and ____ acres.
DENSITY RANGE	<p>Non-residential Mixed-Use: Typical floor area ratios (FARs) of between 0.5 – 2.0</p> <p>Residential Mixed-Use: Greater than ____ units per acre.</p> <p>2+ Stories with street frontage activities.</p>
MIX OF USES	<b>Humphrey’s Basha’s Center</b> ( <i>future potential</i> ) – -----
LOCATION	Ease of access and parking available to minimize the impacts of traffic on neighborhoods.
DESIGN PRINCIPLES	Urban Walkable -
TRANSPORTATION	Street design _____. Easy-to-access parking available via shared lots, lots and street parking. Transit stops central. Bicycle access and parking abundant. Pedestrian-oriented.
ZONE DISTRICTS	

Activity Center Types	
Neighborhood Centers - SUBURBAN	
MAP SYMBOL	
CHARACTERISTICS	<p>Neighborhood Centers are intended to meet the needs of a group of neighborhoods and local residents. They are characterized as destinations that include grocery store anchors, small-scale retail and service uses, moderate housing opportunities, and mixed-use development.</p> <p><b>Drivable Suburban -</b></p> <ul style="list-style-type: none"> <li>• Cedar Avenue Center</li> <li>• Butler / Fourth <i>(future)</i></li> <li>• Country Club / Cortland Blvd</li> <li>• Sawmill</li> <li>• JWPowell / Lone Tree <i>(future)</i></li> <li>• Cedar Avenue Corridor</li> </ul>
DESIRED PATTERN	<p><i>Photo examples here</i></p> <div style="text-align: center;">  </div>
SIZE	Typically between ____ and ____ acres.
DENSITY RANGE	<p>Non-residential Mixed-Use: Typical floor area ratios (FARs) of between 0.5 – 2.0</p> <p>Residential Mixed-Use: Greater than ____ units per acre.</p> <p>2+ Stories with street frontage activities.</p>
MIX OF USES	<p><b>Cedar Avenue Center</b> <i>(future potential)</i> – -----</p> <p><b>Butler / Fourth</b> <i>(future potential)</i> – -----</p> <p><b>Country Club / Cortland Blvd</b> <i>(future potential)</i> – -----</p> <p><b>Sawmill</b> <i>(future potential)</i> – -----</p> <p><b>JWPowell / Lone Tree</b> <i>(future potential)</i> – -----</p> <p><b>Cedar Avenue Corridor</b> <i>(future potential)</i> – -----</p>
LOCATION	Ease of access and parking available to minimize the impacts of traffic on neighborhoods.
DESIGN PRINCIPLES	
TRANSPORTATION	Street design _____. Easy-to-access parking available via shared lots, lots and street parking. Transit stops central. Bicycle access and parking available. Pedestrian safety.
ZONE DISTRICTS	

## Activity Center Types

### Rural Center

MAP SYMBOL	
CHARACTERISTICS	Rural Centers are intended to meet the needs of a group of rural neighborhoods and local residents. They are characterized as destinations that a few amenities. <b>Drivable Rural -</b> • -
DESIRED PATTERN	<i>Photo examples here</i>
SIZE	Typically between ____ and ____ acres.
DENSITY RANGE	Non-residential Horizontal Mixed-Use: Typical floor area ratios (FARs) of between _____. 1+ Stories with street frontage activities.
MIX OF USES	Grain Store, small groceries and supplies, gas station, etc.
LOCATION	Ease of access and parking available to minimize the impacts of traffic on neighborhoods.
DESIGN PRINICIPLES	
TRANSPORTATION	Street design _____. Easy-to-access parking available via shared lots, lots and street parking. Transit stops central. Bicycle access and parking available. Pedestrian safety.
ZONE DISTRICTS	

## Retrofit Areas

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### G. Revitalization and Redevelopment

The role of redevelopment and infill is integral to the quality of life for those living in and travelling to the City of Flagstaff and the surrounding region. Redevelopment and infill efforts contribute directly to ideas that have consistently emerged from public outreach efforts over the last twenty years. Some of those ideas include using land efficiently, developing economic opportunities, providing multi-modal transportation networks, promoting activity centers, and preserving open spaces. A previous public outreach process developed the Vision 2020 which was a precursor to the RLUTP of 2001. The Vision 2020 promoted infill as a means to provide affordable housing for a variety of income levels, recommending blending various development models, such as clustering, mixed-use development, and infill which reflects existing neighborhood attributes to enhance quality of life. The critical and dynamic nature of redevelopment and infill tools requires a policy that allows federal, state and local tools that are developed over time to be implemented by the City of Flagstaff and Coconino County.

The intent of the Revitalization and Redevelopment Element is to provide a policy framework on which quality and well-designed redevelopment and infill projects grow and enhance the community. For policy to be effective over time, vision and flexibility that respond to change are implicit. Implementing a policy that respects and embodies the values of the community is the goal of this document. Land use patterns and transportation networks complement each other to meet that same goal. As such, changes should seek to improve the relationships between land use and transportation as well as to the underlying zoning categories. Additionally, changes to those networks may highlight an aesthetic that is inherent in a diverse community such as ours.

Revitalization is one of the goals of a redevelopment and infill program. Revitalization enlivens and preserves **the unique** character and distinct culture of a neighborhood. Design solutions that are context-sensitive **restore** a sense of walkability using human-scale buildings, roads and signage. Blending design traditions of the region with new ideas and the design themes of adjacent developments strengthens the sense of community and identity.

From the public open houses and focus groups, the community has identified / defined:

**Revitalization occurs at the neighborhood and regional scales and often relates to aesthetic treatment of the existing developed area. Examples of revitalization include the following:** repairing what is already in place, adding new vigor to buildings, streets and neighborhoods with remodeling, fixing-up and adding-on; keeping human scale streets and buildings; addressing needed neighborhood retail, bus stops, social spaces, green spaces, sidewalks, crosswalks, and public art with quality urban design and materials; and, making safe streets and preserving community integrity, character and livability.

**Redevelopment and infill also occurs at neighborhood and regional scales. As presented previously, redevelopment and infill may inspire NEW development, while keeping with the character of the surrounding community; employing modern technology with respect for context; maintaining and promoting sense of place; promoting infill over sprawl; walkability over auto-oriented design. Redevelopment is an important tool communities can use to encourage a**

portion of the area's growth into established, yet underutilized, urban core areas with existing infrastructure. This growth INWARD helps reduce the amount of OUTWARD growth, or new development in 'greenfields', and can also help encourage further conservation efforts. The community desires to establish a healthy balance of redevelopment and new development.

Redevelopment and infill are to be encouraged throughout the developed urbanized areas within the FMPO boundary by implementing the most recent legislative tools or financial advancements as policy guidelines. From that standpoint, redevelopment areas have been designated for the city that consists of corridors, various neighborhoods and contiguous areas as indicated on the **Map xx**. The map articulates higher volume road types, aged or at-capacity infrastructures, commercial corridors and residential neighborhoods, and identifies likely and desired areas for redevelopment and infill. More detailed planning will be required as these areas resume or begin more active roles within the community, fulfilling the *Regional Plan* goals of a more compact, connected and walkable community of neighborhoods. Ideally, more detailed planning will not only produce specific area and neighborhood plans, but will also use the most effective tools for encouraging and implementing redevelopment and infill projects. Redevelopment and infill contribute to mixed-use, sustainable, multi-modal neighborhoods and activity centers along with regional automobile oriented developments which meet the needs of neighboring residents and a larger regional community.

Current government programs, staff and tools being used to promote these revitalization and redevelopment efforts are:

- a. **Staff:** The City of Flagstaff has dedicated staff to an evolving redevelopment program, which is part of the Economic Vitality Division. The County currently is not involved in active redevelopment programs or projects.
- b. **Programs**
  - [Brownfield Program](#) – this program works with property owners to mitigate 'brownfield' issues, which include contaminated soils, second-hand materials, and unlicensed and inoperable vehicles. This is a voluntary program through the City's Redevelopment Program.
- c. **Projects**
  - [Downtown Management Plan](#) - is an ongoing effort to deal with parking maintenance and marketing in our downtown area.
  - **Redevelopment Plan Update** - *Redevelopment staff is analyzing the 1992 Flagstaff Redevelopment Area Designation and Redevelopment Area Plan. Should City Council elect to move forward, the community will be engaged in a broad outreach effort to update the Redevelopment Plan.*
  - [East Flagstaff Strategic Plan for Economic Community Development](#) (January 2001)
  - [Field Paoli Development Strategies – Downtown – East Gateway](#)
  - [The Sunnyside Neighborhood Association Revitalization Strategy \(2006\)](#)
  - [Flagstaff Redevelopment Area Designation and Redevelopment Area Plan](#) (1992)
  - [Fourth Street Corridor Study – North](#)
  - [Fourth Street Corridor Walkability Audit](#)
  - [Route 66 Streetscape Design Proposal \(2009\)](#)
- d. **Tools available for revitalization / redevelopment efforts:**

- Economic Development Plan – Strategic Planning
- Government Property Lease Excise Tax (GPLET)
- Industrial Incentives
- Infill Incentive Districts (ARS >>>)
  - **Infill Incentive Districts**, by State Growing Smarter legislation ARS 9-499 provides for the designation of an infill incentive district if at least three of the following requirements are met:
    - Large number of vacant older or dilapidated buildings or structures
    - Large number of vacant or underused parcels or property, obsolete or inappropriate lot or parcel sizes or environmentally contaminated sites.
    - Large number of buildings or other places where nuisances exist or occur.
    - Absence of development and investment activity compared to other areas in the city.
    - High occurrence of crime.
    - Continuing decline in population.
  - If the governing body establishes an **infill incentive district**, it shall adopt an infill incentive plan to encourage development in the district. The plan may include:
    - Expedited zoning or rezoning procedures.
    - Expedited processing of plans and proposals.
    - Waivers of municipal fees for development activities as long as the waivers are not funded by other development fees.
    - Relief from development standards – *what does this mean?*
    - *Ideas for further:*
      - *Not subject to the Plan's Major Amendment Process*
      - *Utilities infrastructure upgrade plan for targeted redevelopment / infill areas*
      - *Funding mechanisms employed from Cost of Development Element*
- Infrastructure Investment & Construction - upgrades / replacement program (Capital Improvement Program)
- Land Acquisition / Land Bank / Preparation
- Neighborhood Economic Development Strategies
- Property Maintenance Ordinance (PMO)
- Public/Private Partnerships
- Special Districts (Taxing or Assessment)
- Transfer of Development Rights / Transfer of Obligation

## **Revitalization and Redevelopment Goals & Policies**

**Goal RR1 – Revitalization and Redevelopment of the urban core shall be compatible with and enhance Community Character.**

***Policy RR1.1—Promote Quality Infill Development which is contextual with surrounding development.***

- ***Definitions:***
  - ‘*Infill Development*‘
- ***Suggested Strategies:***
  - Designate Infill Incentive Areas; with regulatory framework and allowed incentives.
  - Develop Infill Area Plans in order to promote quality, mixed-use walkable neighborhoods.
  - Develop Community-Based Infill Incentive Program: develop neighborhood infill programs that provide residents with the opportunity to gain familiarity with and provide input on urban design, existing development, compatibility, scale, landscaping and land use patterns.
  - Develop infill incentives, which can help stabilize and revitalize existing older neighborhoods.

***Policy RR1.2—Promote Identified Redevelopment Areas***

- ***Definitions:***
  - ‘*Redevelopment*‘
- ***Suggested Strategies:***
  - Develop Detailed Area Plans for Identified Redevelopment Areas, considering infrastructure needs, community-desired goals and marketability.
  - Provide diverse incentives to foster reinvestment: regulatory and financial.
  - Prepare Design Standards: Adopt compatibility standards to ensure that new development fits within existing neighborhoods in terms of scale, design, etc. Adopt flexible zoning standards to encourage infill and redevelopment.
  - Apply Fiscal Impact Considerations: develop partnerships and financing mechanisms to help achieve redevelopment objectives.

***Definitions:***

**Revitalize:** Repairing what is already in place, adding new vigor, remodeling and preserving.

**Redevelop:** New development replacing outdated and underutilized development.

**Infill:** New buildings on vacant parcels within city service boundaries and surrounded by existing development.

**Preservation:**

## INDUSTRY AND EMPLOYMENT

### GOAL IE1

**The community will enjoy a healthy, thriving economy with opportunities for quality and diversified employment of various economic levels for its residents with livable wages, and environmentally responsible industries that make a positive contribution to the community and the economy.**

***Policy IE1.1—Expand Basic Employment Within the Flagstaff Area***

The *Regional Plan* supports the expansion of basic employment within the Flagstaff area that meets various income levels by providing locations for new companies and allowing companies on existing sites, where appropriate, to expand or diversify their operations.

***Policy IE1.2—Protect Existing Industrial Land and Existing Employment Areas***

With the majority of new jobs being created by existing business and industry, existing industrial and employment areas shall be protected against the encroachment of other land uses which may be detrimental to their continued success, the potential for future industrial development, or future necessary industrial relocations.

***Policy IE1.3—Support Environmentally Appropriate Industry***

The City and County shall promote the preservation and enhancement of its significant features of the natural environment, high quality educational and scientific resources, and low levels of environmental pollution by focusing on attracting those companies that make a good fit with the community.

***Policy IE1.4—Designate Appropriate Location for Employment Uses***

Employment uses requiring the movement of goods and materials shall locate in areas convenient to rail, air, or highway facilities within or near employment districts to minimize the necessity for intra-city movement of goods.

***Policy IE1.5—Designate Appropriate Employment Centers***

Major employers shall locate within designated mixed-use employment centers as areas for basic employment uses including light manufacturing, offices, corporate headquarters, and other uses of similar character that will also include a variety of complementary uses, such as business services, lodging for business travelers, convenience retail, child care, restaurants, and multi-family housing.

***Policy IE1.6—Provide for Home Occupations***

Continue to promote home occupations and cottage industries to provide expanded employment opportunities and reduction in traffic congestion.

**\*\*\*Compare and make sure these are all incorporated into the  
'Economic Development' Element – some of these with land use?\*\*\***

# Appendix 1

\*Based upon existing Regional Plan, 2001

	Grand Total acres (development / reserved / vacant)	VACANT NOT FLOODWAY			Percentage of vacant land available for development <i>not</i> in floodway, on 0- 17% slope
		0 - 17	17 - 25	25+	
Commercial: Neighborhood	101.19	53.86	0.01		53%
Commercial: Office / Business Park - Light Industrial	932.28	144.96	3.20	0.61	16%
Commercial: Regional/Community	994.39	124.44	1.34	0.28	13%
Industrial: Heavy	651.79	55.58	18.65	91.92	9%
Industrial: Light/Medium	496.28	63.51	0.92	0.22	13%
Institutional: Church	40.59				0%
Institutional: College	33.23				0%
Institutional: Elementary School	106.05				0%
Institutional: High School	95.40				0%
Institutional: Hospital/Medical Center	35.52	1.61			5%
Institutional: Middle School	15.80				0%
Institutional: Museum	21.37				0%
Institutional: University	414.87	0.12			0%
Institutional	1,664.41	399.98	9.15	9.97	24%
Land Bank: PRA	2,145.22	2,013.75	75.34	13.35	94%
Land Bank: Public Multiple Use	16,595.52	218.65	21.67	23.87	1%
Open Space: Golf Course	527.82	51.79	10.28	3.47	10%
Open Space: Parks	1,173.36	67.92	1.51	1.18	6%
Open Space: Right of Way	1,501.57	100.55	0.38	0.02	7%
Open Space: Transition Zone	206.65	192.92	8.40	1.55	93%
Open Space: Urban Open Space	4,152.37	801.94	211.23	205.56	19%
Open Space: Water Feature	39.94				0%
Residential: High Density (>12 du/ac)	465.70	83.69	3.46	1.25	18%
Residential: Low Density (1-5 du/ac)	3,859.00	755.15	61.72	18.49	20%
Residential: Medium Density (6-12 du/ac)	1,592.35	276.77	12.06	2.89	17%
Residential: Mixed Neighborhood	619.95	252.95	1.47	0.98	41%
Residential: Very Low Density (<1 du/ac)	1,650.80	690.11	17.51	17.81	42%
ROW: Right of Way	1,696.86	78.33	1.17	0.66	5%
Traditional Neighborhood Design	184.47	152.51	21.88	7.38	83%
(blank)	7.19	0.00			0%
<b>Grand Total</b>	<b>42,021.96</b>	<b>6,581.10</b>	<b>481.35</b>	<b>401.47</b>	