

# FLAGSTAFF REGIONAL PLAN

2030

PLACE MATTERS

Adopted by Flagstaff City Council on January 14, 2014

Ratified by Flagstaff voters on May 20, 2014

As amended on January 6, 2022

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

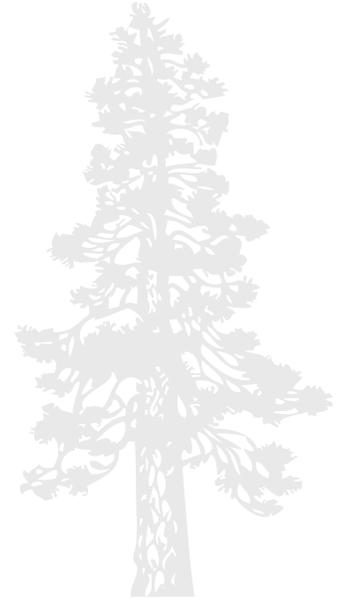
This Plan should be viewed as a guide to better understand the community's future vision for the area. The goals, policies, maps, and illustrations within this Plan do not preclude any property owner from exercising their private development rights.



# ACKNOWLEDGMENTS

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



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

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Ben Anderson	Ken Kaemmerle	Trish Rensink
Paul Babbitt (Chairman)	Susan Bean	William Ring
Carol Bousquet (Vice Chair)	Julie Leid	Larry Stevens
Michael Chaveas	Judy Louks	Eunice Tso
Bea Cooley	Devonna McLaughlin	Don Walters
Jean Griego	Jerome Naleski	Cynthia White
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## Core Planning Team

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## Climate Change and Adaptation

Climate change is disrupting global weather patterns and threatening communities across the world. While climate shifts have occurred in the past, today's climate is changing at a faster rate than ever recorded, due to the high concentration of human-caused greenhouse gas emissions. Changes to the climate system have been noted through observations of increases in global average air and ocean temperatures, widespread melting of snow and ice, and rising global average sea level (Intergovernmental Panel on Climate Change 2019). At the same time, weather patterns have become more extreme, with more intense and longer droughts, more extreme precipitation events, and increased heat waves.

Climate models predict further decreases in annual precipitation and a 5°F increase in the average temperature in Coconino County by 2050 (CLIMAS 2017). The projected increases in temperature and volatility are expected to lead to changes to Flagstaff's regional forests, our vegetation and animal communities, and our community's systems and infrastructure.



*Photo credit: Coconino National Forest*

### Local Climate Change Impacts

Flagstaff and Coconino County have seen warming since the mid-1980's, and will continue to see increased temperatures and aridity, or dryness. Key issues that the Flagstaff region must address include the following:

- Increasing temperatures, particularly an increase in minimum temperatures, or overnight lows;
- An increase in aridity and drought, leading to depleted soil moisture;
- Decreasing water supplies, reductions in annual snowpack, and decreases in snowmelt;
- Increasing risk of wildfire and tree mortality, and an increased frequency and altered timing of flooding;
- Impacts on the region's unique tourism and recreation opportunities and its land use systems, housing, and infrastructure;
- Increased risk to public health and increased vulnerabilities of lower income families, Black communities, Indigenous communities, communities of color, and the elderly, among other vulnerable groups.

### Climate Action: Mitigation, Adaptation and Equity

The Flagstaff region has historically faced climate risks, including forest fires, record high temperatures, snow storms, high winds, flooding, and drought. These events affect every resident, though different communities experience climate change in different ways. As the regional climate changes, these risks will become more severe.

The impact of these changes can be reduced with preventative measures. Flagstaff's climate objectives in mitigation, adaptation and equity were established in the Flagstaff Climate Action and Adaptation Plan (2018) and then updated in the Flagstaff Carbon Neutrality Plan (2021). These documents outline three types of climate action:

- **Mitigation** actions reduce the severity of climate change by decreasing greenhouse gas emissions and limiting their concentration in the atmosphere. The Flagstaff region has the opportunity to help mitigate the changes in climate by reducing emissions from transportation, building energy use, water use, consumption of goods and waste disposal.
- **Adaptation** actions prepare for the effects of climate change by understanding and preparing for the increased potential of wildfire, flooding, drought, and major community change, and then building resilience to short-term hazards and long-term change.
- **Equity** actions reduce the unequal burdens created by climate change. Flagstaff can address climate change in a manner that prioritizes the vulnerable communities most impacted and ensures the costs and benefits of climate adaptation and mitigation are equitably distributed.

At the community level, mitigation investments include efforts to **decrease dependence on cars**, embrace **electric mobility**, produce **clean electricity**, facilitate **fuel switching** in buildings, **reduce building energy use**, improve **sustainable consumption and waste management**, and undertake **carbon dioxide removal**. Adaptation will require building **community resilience** and investing in critical infrastructure such as stormwater and transportation systems, to prepare for increases in volatility, extreme weather events, flooding, wildfires, and community change (2012 City of Flagstaff Resiliency and Preparedness Study). **Equitable systems** investments include initiatives to protect vulnerable residents from the negative impacts of climate change and ensuring all residents can access the benefits of climate action. For the purposes of the Flagstaff Regional Plan, how we develop land will have a significant impact on our greenhouse gas emissions and the mitigation of climate change.

## CLIMATE CHANGE AND ADAPTATION GOALS AND POLICIES

### **Goal E&C.2. Achieve carbon neutrality for the Flagstaff community by 2030.**

Policy E&C.2.1. Encourage the reduction of energy and material consumption.

Policy E&C.2.2. Promote investments that create a connected and efficient community, decrease emissions from transportation and building energy, and strengthen climate resiliency.

Policy E&C.2.3. Review and revise existing regulations, standards, and plans (codes, ordinances, etc.) to reduce community greenhouse gas emissions.

Policy E&C 2.4. Promote developments that help the community achieve carbon neutrality through strategies that reduce the project's emissions from transportation, energy, and consumption.



### **Goal E&C.3. Prepare Flagstaff's community systems and resources to be more resilient to climate change impacts, and address climate change in a manner that prioritizes those most impacted and ensures the costs and benefits of climate adaptation and mitigation are equitably distributed.**

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

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

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

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

Policy E&C.3.5. Improve the ability of vulnerable community members to adapt and thrive amidst the pressures of climate change.

Policy E&C.3.6. Commit to equitably distribute the burdens and benefits of climate action policies and investments to all segments of the community.

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

Policy E&C.4.1. Assess vulnerabilities and risks of Flagstaff's natural resources in the context of anticipated climate changes and resulting changes to Flagstaff's systems.

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

Corridors serve many roles, and these roles may be understood as:

- Carrier of goods and people – how many, how far, what kind, what means
- Connector of activities – how active, what scale, what purpose, relationships
- Space and Shelter for activities within the public realm – how often, vulnerable, duration, solitude
- Symbol for the understanding of place – identity, purpose, behaviors as it applies to specific roads or corridors, not to classes of corridors.
- Builder and destroyer of city and place – corridors may be perceived as supporting a sense of place, or destroying it.

To fully implement the Regional Plan’s vision for Flagstaff’s roadways a Flagstaff “Streets Master Plan” should be developed to serve as the specific plan that bridges the City’s *Engineering Design Standards and Specifications* and the *Flagstaff Regional Plan*. Until such a Plan is developed, functional classifications for roads and their definitions can be found in the *Engineering Design Standards and Specifications*.



Photo credit: City of Flagstaff

### Corridors in the Regional Transportation Plan

The Regional Transportation Plan (RTP) is a five year planning document developed by the Flagstaff Metropolitan Planning Organization. It is used to identify roadway projects that are eligible for federal funding. Some of the future roads identified on Map 25 are also identified in the RTP, however, these two documents are not required to match. The RTP provides more detail about the stage of planning for each roadway. Some future corridors are considered “conditional roads” in the RTP, which means that further study is required before proceeding with a project. Examples include the Clay Avenue Extension, the US 89 Bypass, the Metz Walk Extension, etc.

## AUTOMOBILE GOALS AND POLICIES

### Goal T.8. Establish a functional, safe, and aesthetic hierarchy of roads and streets.

Policy T.8.1. Promote efficient transportation network connectivity to and within major trade corridors, employment centers, and special districts that enhances the region’s standing as a major economic hub.

Policy T.8.2. Maintain the road and street classification system that is based on context, function, type, use, and visual quality.

Policy T.8.3. Design neighborhood streets using appropriate traffic calming techniques and street widths to sustain quality of life while maintaining traffic safety.

Policy T.8.4. Protect rights-of-way for future transportation corridors.

Policy T.8.5. Support the area’s economic vitality by improving intersection design for freight movements.

Policy T.8.6. Maintain the City’s street infrastructure in a cost effective manner to ensure the safety and convenience of all users.





Photo credit: City of Flagstaff

## Passenger Rail and Freight

The economics of air travel in the southwest and freight movements across the nation may position passenger rail and rail freight to increase share of travel. BNSF and Amtrak are integral parts of our history and community fabric and can become a more important part of our economy. The region will position itself to take better advantage of this important mode of travel.

### PASSENGER RAIL AND RAIL FREIGHT GOALS AND POLICIES



#### **Goal T.9. Strengthen and support rail service opportunities for the region’s businesses and travelers.**

Policy T.9.1. Seamlessly integrate passenger rail with other travel modes including connectivity and operational improvements to the downtown passenger rail station and surroundings.

Policy T.9.2. Promote Amtrak service and support opportunities for interregional passenger rail service.

Policy T.9.3. Promote development of rail spurs and an intermodal freight facility or facilities as needed to support viable economic growth.

Policy T.9.4. Increase the number of grade-separated railroad crossings.



Photo credit: City of Flagstaff

## Air Travel

Air travel ties our region to the nation and globe more quickly than any other mode of travel. “Face-to-face time” is important to all relationships – business relations included. Improving and expanding service to and from Flagstaff Pulliam Airport connects our region to larger hubs of air travel. Approximately 60,000 people travel to and from this small airport annually (CY 2011 Air Carrier Activity Information System FAA Calendar Year 2011 Primary Airports 9/27/2012).

### AIR TRAVEL GOALS AND POLICIES



#### **Goal T.10. Strengthen and expand the role of Flagstaff Pulliam Airport as the dominant hub for passenger, air freight, public safety flights, and other services in northern Arizona.**

Policy T.10.1. Maintain and expand Flagstaff Pulliam Airport as an important link to the national air transportation system.

Policy T.10.2. Improve multimodal access and service to and from the airport including transit, bicycle, and parking services.

Policy T.10.3. Seek opportunities to expand destinations and frequency of regional air service throughout the southwest and west.

Policy T.10.4. Plan and manage transportation infrastructure to discourage land uses incompatible with the airport and flight zones.



# PLAN AMENDMENTS

Effective Date	Resolution Number and Date	Description of Amendment	Pages Changed
November 19, 2015	2015-35 October 20	La Plaza Vieja Neighborhood Specific Plan Minor Plan Amendment, incorporated by reference	XVI-1
December 17, 2015	2015-36 November 17	Maps 21 and 22: Future Growth Illustrations Minor Plan Amendment - New area type of Existing Suburban (Core Services Yard)	IX-26-29
December 31, 2015	2015-38 December 1	Map 25: Road Network Illustration Major Plan Amendment and related text edits	IX-35-57 X-1, X-4-5, X-18-22 (In Chapter X, one page of content was deleted)
April 21, 2016	2016-08 March 22	Maps 21 and 22: Future Growth Illustration Minor Plan Amendment - Adding Existing Suburban on McMillan Mesa	IX-26-29
May 5, 2016	2016-09, 2016-10, 2016-11, and 2016-12 April 5	Maps 21 and 22: Future Growth Illustrations Minor Plan Amendments - Add City-Owned parcels to Parks/Open Space area type	IX-26-29
January 5, 2017	2016-31 December 6	Chapter III: How This Plan Works - Amended the Major Plan Amendment Criteria, information concerning plan amendments and specific Plans, and other related text.	III-1-15
February 16, 2017	2017-04 January 17	Chapter III: How This Plan Works - Amended the Major Plan Amendment Criteria for Category 5: Area Types - Urban/Suburban/Rural	III-14

<b>Effective Date</b>	<b>Resolution Number and Date</b>	<b>Description of Amendment</b>	<b>Pages Changed</b>
April 20, 2017	2017-08 March 21	Maps 21 and 22: Future Growth Illustrations Minor Plan Amendment Change the area type designation of approximately 20 acres of real property located at 3620 W Schultz Pass road from Area in White area type to Parks/Open Space area type	IX-26-29
March 22, 2018	2018-08 February 20	High Occupancy Housing Specific Plan Minor Plan Amendment, incorporated by reference	XVI-2
March 22, 2018	2018-09 February 20	Regional Plan Amendments proposed through the High Occupancy Housing Specific Plan process.	VIII-15, IX-1, IX-16-17, IX-25-29, IX-33-37, IX-40, IX-42, IX-46-47, IX-63-70, X-6-7, XII-5, GL-6, Appendix A
November 15, 2018	2018-50 October 16	Regional Plan Amendment to make land use and road network designations consistent with the McMillan Mesa Natural Area to clarify the extent of surrounding land uses on City property, and to correct mapping errors.	IX-26-29, X-4-5
September 30, 2020	2020-51 September 1	Regional Plan Amendments proposed through the Southside Community Specific Plan process.	IX-26-29, IX-35
September 30, 2020	2020-52 September 1	Southside Community Specific Plan Minor Plan Amendment, incorporated by reference	XVI-2
January 6, 2022	2021-58 December 7	Carbon Neutrality Major Plan Amendment Amending Champeters IV and X to address the 2021 Flagstaff Carbon Neutrality Plan	IV-11-12, X-19