

PLANNING AND DEVELOPMENT SERVICES REPORT
DIRECT TO ORDINANCE ZONING MAP AMENDMENT

PUBLIC HEARING
PZ-18-00061-03

DATE: March 6, 2018
MEETING DATE: March 13, 2018
REPORT BY: Patrick St. Clair, PDM

REQUEST:

A Direct to Ordinance Zoning Map Amendment is requested by Buron, Inc., of approximately 3.34 acres, located at 1831 North Jasper Drive, from the Research and Development (RD) zone to the Community Commercial (CC) zone; and an Amendment to the McMillan Mesa Specific Plan to modify the development options and standards for a portion of Development Area "E" to allow a Congregate Care facility land use within an area designated for Business Park uses.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission, in accordance with the findings presented in this report, forward the Direct to Ordinance Zoning Map Amendment and the Amendment to the McMillan Mesa Specific Plan request to the City Council with a recommendation for approval subject to conditions of approval.

PRESENT LAND USE:

The subject property is comprised of a single parcel of vacant land currently owned by MMV DEVCO, LLC.

PROPOSED LAND USE:

A new development consisting of an 88,812 square foot three (3)-story congregate care facility. Included in the facility area are 16,821 square feet of amenity area, 1,900 square feet of business/office space, 58, 142 square feet of assisted living space, and 11,949 square feet of memory care area. The Assisted living, memory care, amenity, and business areas are all contained within a single building proposed on the site.

NEIGHBORHOOD DEVELOPMENT:

North: Vacant parcel, part of the McMillan Mesa Specific Plan; Research and Development (RD) Zone
East: (across Jasper Drive) Vacant parcel, part of the McMillan Mesa Specific Plan; Research and Development (RD) Zone
South: (across Gemini Road) Vacant parcel, part of the McMillan Mesa Specific Plan; Medium Density Residential (MR) Zone
West: Vacant parcel, part of the McMillan Mesa Specific Plan; Research and Development (RD) Zone

REQUIRED FINDINGS:

Staff Review

An application for a Direct to Ordinance Specific Plan Amendment or Zoning Map Amendment shall be submitted to the Planning Director and shall be reviewed and a recommendation prepared. The Planning Director's recommendation shall be transmitted to the Planning and Zoning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall include: an evaluation of the consistency and conformance of the proposed amendment with the goals and policies of the General Plan and any applicable specific plans; the grounds for the recommendation based on the standards and purposes of the zones set forth in Section 10-40.20 (Establishment of Zones) of the Zoning Code (page 40.20-1); and, whether the amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied.

Findings for Reviewing Proposed Zoning Map Amendments

Direct to Ordinance Zoning Map Amendments shall be evaluated based on the following findings: the proposed amendment is consistent with and conforms to the goals and policies of the General Plan and any applicable specific plans; the proposed

amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the "City"), and will add to the public good as described in the General Plan; and, the affected site is physically suitable in terms of design, location, shape, size, operating characteristics, and the provision of public and emergency vehicle access, public services, and utilities to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize, or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located. If the application is not consistent with the General Plan, and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

Findings for Reviewing Proposed Specific Plan Amendments

No Specific Plan may be adopted or amended unless the proposed plan or amendment is in substantial conformance with the Regional Plan.

STAFF REVIEW:

Introduction/Background

Located on the Northwest corner of the intersection of Gemini Road and Jasper Drive (APN 101-46-012A), the subject parcel is vacant and situated within the McMillan Mesa Village Specific Plan boundaries. The development of McMillan Mesa included utility, infrastructure and road construction improvements as detailed in the Specific Plan and Development Agreement. The improvements required have been completed and the parcel in question is available for development.

The McMillan Mesa Village Specific Plan was adopted by Ordinance 1779 on December 15, 1992. The McMillan Mesa Village Specific Plan establishes the type, location, intensity, and character of development, and the required infrastructure for the area. The plan shapes development to respond to the physical constraints of the site, coordinates the mix of land use intensities, and provides adequate circulation, open space, recreation and other public uses and facilities. The plan is organized into development areas A through J, which generally corresponds to zoning districts and land use categories. Section V of the plan (Exhibit F of P&Z packet), which covers development performance standards, establishes the intensity and character of the project development by prescribing development performance standards that are tailored to the unique qualities of the site. All development within McMillan Mesa Village must comply with the Development Performance Standards and Design Guidelines of the applicable provisions of the Zoning Code with the more restrictive code governing.

The site has an approximate elevation of 7,075 feet and the topography is generally flat with a gentle slope to the southwest towards the traffic circle at the intersection of Gemini Road and North Pine Cliff Drive. On February 26, 2019, the Inter-Department Staff (IDS) approved a site plan (PZ-18-00061-02), a copy of which is attached to this report, for the proposed development subject to successfully obtaining a Direct to Ordinance Zoning Map Amendment (rezoning). Should the rezoning be denied, the Site Plan as submitted will no longer be approved.

Proposed Rezoning and Development Plan

The applicant, Buron Inc, is requesting a Specific Plan Amendment and Zoning Map Amendment approval to permit a development consisting of an 88,812 square foot, three (3)-story Congregate Care Facility providing sixty (60) assisted care dwelling units and a memory care unit for twenty (20) residents and amenity spaces supporting residents and staff of the facility. Following rezoning approval, the existing 3.34-acre parcel will be zoned Community Commercial (CC).

At the time this application was submitted Development Area E was a 7.994-acre parcel. It has since been split and the subject parcel is now 3.337-acres in area. The remaining 4.657 acres exist as a separate parcel not part of this application and will retain the existing Research and Development (RD) zoning and existing Specific Plan development area requirements. Included within the application packet is a copy of the approved lot split recorded with Coconino County, Parcel 1, APN 101-46-102A (Exhibit A).

The proposed three (3) story building is compliant with the forty-foot (40'-0") height restrictions of the Specific Plan for

development area E. Accessed by a driveway on N Gemini Road and another on Jasper Drive, the proposed 88,812 square foot building on the 3.34-acre (145, 328 square foot) parcel renders a Floor Area Ratio of 0.61 (0.61 FAR). The Community Commercial zone allows a FAR of 2.5. Yet, the McMillan Mesa Specific Plan Development Area standards for this site allow uses other than Business Park a FAR of 0.30 (0.30 FAR). The Specific Plan amendment seeks to approve the calculated FAR of 0.61 for this specific project proposal, on this specific lot, subject to the amendment approval (See attached Planning Exhibit: "Development Area E1" and "Development Area E2"). The completed and approved Site Plan review ensures that all architectural standards, pedestrian connectivity, civic space, landscaping requirements, and other components are in compliance with the Flagstaff Zoning Code and meet multiple goals and policies of the Flagstaff Regional Plan 2030. All on-site (private) infrastructure will be completed under Grading and Drainage and Building Permit applications.

The assisted living dwelling units include sleeping, living, eating, permanent cooking and sanitation areas. Most of these units are studio or (1) bedroom units. The unit mix, and associated bed counts are clarified in the following table:

<u>ASSISTED LIVING UNIT DESCRIPTION</u>	<u>- NO. UNITS</u>	<u>- NO. BEDS</u>
Studio	14	14
1 Bedroom	40	40
2 Bedroom	6	12
Total	60 UNITS	66 ROOMS

Memory care residents of the facility are provided a sleeping area and bathroom which each share common dining and activity centers as well as a library/media center and secured partially covered exterior patio. Private and common dining areas, a lounge, bistro, activity center, barber, spa, salon and fitness center amenities are included for assisted living residents.

The Community Commercial (CC) zone permits a maximum building height of sixty feet (60'-0") while the more restrictive McMillan Mesa Village Specific Plan limits building height for this parcel to forty feet (40'-0") maximum. The highest ridgeline of the proposal is shown at thirty-five feet (35'-0") on the architectural elevations and building sections (Sheets A5-A8). A defined an outdoor courtyard serving private recreation, relaxation and common areas needs for residents is sheltered within the building footprint. Open space and civic space are addressed later in this report.

The applicant has elected to pursue an amendment to the Zoning Map by "Direct Ordinance with a Site Plan" per Section 10-20.50.040.D (pg. 20.50-5). The "Direct Ordinance with a Site Plan" process provides an applicant with a shorter Zoning Map Amendment process with fewer steps. In process requires the applicant to submit fully developed site plans with all supporting information required for Site Plan Review concurrently with the Zoning Map Amendment application. Once the Zoning Map Amendment is approved by Council, the applicant can proceed directly to construction plans and building permit review. In compliance with the "Direct Ordinance with a Site Plan" process, the applicant has obtained Site Plan approval in conjunction with this application. This Zoning Map Amendment will be conditioned specifically to the use of Congregate Care Facility as proposed and shown on the approved site plan (PZ-18-00061-02).

General Plan/Flagstaff Regional Plan (FRP 2030)

The Regional Plan's (The "Plan") Future Growth Illustration on Maps 21 and 22 (same map; one is regional scale and one city scale) and the text of the Plan provide supplemental information for the interpretation of goals and policies. In case of any conflict between the Future Growth Illustration and the Plan's goals and policies, the goals and policies will prevail. The Future Growth Illustration has two types of land use designations: "Area Types" describe the place-making context of Urban, Suburban, Rural, or Employment, and "Place Types" such as activity centers, corridors, and neighborhoods provide the framework for the density, intensities, and mix of uses within the area types. The subject property falls within a Future Employment designation.

A congregate care facility is an apt use within an Employment Center. Such facilities operate on a low resident to staff ratio. (reference applicant narrative page 8) and the medical nature of the facility requires highly skilled employees and intensity of use greater than typical with other residential functions. Increases in intensity and density align with Employment area

stipulations while taking advantage of established open and Resource Protection areas on the mesa to respect natural and quiet separations between suburban residential and more intense commercial developments within the Specific Plan boundaries.

The variety of single and multi-family residential land uses near the project present potential housing for staff and resident's family within proximity to their employment and loved ones. Employees and visitors can utilize the existing transit routes and FUTS connections within vicinity of the site to recreate or to travel to and from work.

Applicable General Plan Goals and Policies

Staff has identified Regional Plan Goals and Policies that could be applied to support or not support the proposed Zoning Map Amendment. These goals and policies are indicated in the applicant's project narrative and included in this report. Following is a discussion of how the project meets or conflicts with goals and policies identified.

Environmental Planning & Conservation (Air Quality, Climate Change and Adaptation, Dark Skies, Ecosystem Health, Environmentally Sensitive Lands, Natural Quiet, Soils, and Wildlife)

There were no significant natural resources from the Regional Plan Map 7 identified on this site. The site is a vacant parcel and supports few native trees and plants. A significant resource, located on the western parcel adjacent the site, is the steep and tree covered slope that descends westward into development areas "C and D". Already preserved, these resources west of the subject parcel serve as a natural buffer between existing lower density, and more suburban residential uses and the proposed Congregate Care Facility. The Highgate project will increase the density and intensity of uses; an expectation of an Employment Center. Yet, energy efficiency features of the new development, an intention to meet all outdoor lighting standards for Lighting Zone 2 (Dark Sky compliance), access to recycling and public transit will decrease the per capita climate change impacts of the residents.

Water Resources (Water Sources, Water Demand, Stormwater and Watershed Management, and Water Quality)

Located within the Urban Growth Boundary as indicated on Map 21 of the Regional Plan, a Water and Sewer Impact Analysis and Drainage Analysis was completed for the project at the time of the McMillan Mesa Village Specific Plan adoption. The conclusions and requirements of these analyses are addressed in the Public Systems Impact Analysis section of this report. These analyses adequately address the goals and policies of this chapter. The project is implementing the City's Low Impact Development (LID) requirements for stormwater and will not be using reclaimed water or capturing on site water for human uses.

Community Character (Scenic Resources and Natural Setting, Heritage Preservation, Community Design, and Arts, Sciences and Education)

Map 22 of the Regional Plan classifies this site as Future Employment and Existing Suburban. Single family and medium density residential developments exist west and south of the target parcel indicating a pattern of transitions across the mesa from suburban to more densely developed Employment areas. A wide variety of community goals are achieved by designing walkable-scale communities, yet development must be sensitive to the natural environment and man-made community character. The applicant proposes a pedestrian and bicycle-oriented Site Plan taking advantage of existing surrounding medical related developments and has coordinated the project function with desired Employment area ambitions. Civic space, walking and biking connectivity and access to public transit activate on and off-site associations between the proposed development and adjacent developments creating diversity within a cohesive community structure. Faithful to the restricted height limitations within the Specific Plan Development area, the project respects existing view sheds of the San Francisco Peaks to the north and Mt Elden to the east.

Growth Areas & Land Use (Reinvestment, Greenfield, Urban Area, Suburban Area, Rural Area, Employment Area, Special Planning Area, and Activity Centers)

The proposed Congregate Care Facility will provide better paying and more highly skilled employment opportunities to the project environs. By taking advantage of the specific site's potential connectivity and independence in transit and sustainable

options traditionally missing in suburban areas, the facility is designed to incorporate walking, biking and public transit in a manner that creates a complete and connected place. While introducing density, intensity, use, and access to alternative transit and FUTS trails the proposed civic spaces and pedestrian environments display the connectivity characteristics identified for suburban and employment areas.

Transportation (Mobility and Access, Safe and Efficient Multimodal Transportation, Environmental Considerations, Quality Design, Pedestrian Infrastructure, Bicycle Infrastructure, Transit, Automobile, Passenger Rail and Rail Freight, Air Travel, and Public Support for Transportation)

The Highgate project would increase the density and intensity of specific residential options near a suburban part of the City. Most of the traffic impact imposed by this project will come from staff traveling to and from work. It is anticipated residents will not drive at a frequency beyond that already forecast. In addition, the increased FUTS and street connectivity and access to public transit provide strong support for alternative modes of travel to viably compete as mode choices for residents at this site. Access to Forest Road to the north of the site allows for easy distribution to either side of town and to additional medical and healthcare facilities adjacent the McMillan Mesa area.

Neighborhoods, Housing, and Urban Conservation

Congregate care provides an additional housing type that allows residents to age within their own community. It is a resource for individuals who need differing levels of assistance. Congregate care is both a residential and commercial use. It serves a residential function but is treated, reviewed and approved as a commercial development. This type of use helps buffer existing residential uses from adjacent more intensive commercial or research and development uses.

Economic Development (Responsive Government, Education and Workforce Training, Business Retention, Expansion and Entrepreneurship, Business Attraction, Tourism, Community Character and Redevelopment and Infill)

Highgate is a prime example of new development conceived to cohesively bridge suburban area uses and higher intensity, more commercially oriented Employment zone uses. The building is broken and stepped along its horizontal and vertical expanses to reflect a collection of smaller spaces, creating a less imposing street appearance that is compatible with the mixed suburban residential and employment center facets of the mesa community as a whole.

Recreation

Development projects are encouraged to integrate active and passive recreation sites into their design. The Highgate project provides access to areas for both types of recreation. Private and public open space areas have been incorporated into the project boundaries and connections to open space and the nearby FUTS and parks were considered in the design of the site. Ample civic space is provided which enhances the public use of pedestrian and biking components of this development.

Policy Analysis

This list below identifies several key points and community benefits supporting or not supporting the proposed amendment:

In support of the Amendment:

- The property is considered new development, is within the Urban Growth Boundary, and can be efficiently and effectively provided with facilities and services by the City;
- Adding assisted living and memory care to an Employment Center provides increased employment opportunities, job skills, and training in line with the goals of an Employment center.
- The project correlates patterns of development and design found in adjacent suburban and employment areas.
- Convenient connections to natural resources, FUTS trails and public transit are incorporated into the project design
- The project development respects the existing view sheds, protected resources, existing community character and seeks to provide specialized housing and employment options within the Urban Growth Boundary.
- The facility can provide residents a place to age within their own community, valuable to neighborhood character.
- A variety of commercial uses near a suburban community provides for less resource consumption in the form of less miles traveled and enhanced connection to natural areas for recreation.

Not in support of the Amendment

- The project provides for specialized employment opportunities, but they are limited based on the number of occupants.
- The project continues the development of medical facilities within the environs but does support diverse, new industry or business within Flagstaff.

Zoning – City of Flagstaff Zoning Code

If this Direct to Ordinance Zoning Map Amendment request is approved, approximately 3.337 acres will be rezoned to the Community Commercial (CC) zone. Site development will be conditioned solely to the approved site plan. Any substantial changes to the approved site plan would require a new rezoning request and further review and approvals by the Planning & Zoning Commission and City Council. The Site Plan provided includes the overall site layout; open and civic space areas and calculations; parking area layout and calculations; landscaping plans and calculations; architectural renderings and floor plans; colors and material specifications of the proposed development.

Building Form and Resource Protection

Table 1 below compares development standards and resource protection requirements for the Research and Development (RD) zone and the Community Commercial (CC) zone. The proposed development will be required to meet the development standards of the High Density Residential (HR) zone. Density requirements in the Community Commercial zone (CC) shall follow the requirements for density in the High Density Residential (HR) zone. Minimum density in the HR zone is 10 units per acre and the maximum density allowed is 22 units per acre (within the Resource Protection Overlay). The proposed residential gross density for this project is approximately 18 units per acre based on the overall parcel size of 3.34 acres.

The parcel subject to this request is located within the Resource Protection Overlay (RPO) zone. A Resource Protection Plan was approved in conjunction with the McMillan Mesa Village Subdivision. Most of the resources for this development are preserved on parcels that will remain as open space as well as the steep slopes on Development Area B. The Flagstaff Zoning Code requires all commercial uses within the RPO zone to protect a minimum of 30% of the tree resources and all industrial uses (Research and Development is considered an industrial zoning category) to protect a minimum of 20% of the tree resources. The approved Resource Protection Plan utilized a 50% preservation rate for all development areas within the subdivision because that was the standard required under the Land Development Code so no revisions to the existing approved plan are required.

Table 1 – Comparison of Development Standards and Resource Protection		
Standard	Existing RD	Proposed Zone (CC/HR)
Acres	3.337 acres	3.337 acres
Maximum Building Height (feet)	60’/35’*	60’/40’*
Maximum Coverage/FAR	25%/0.50 FAR	50%/2.5%
Minimum Open Space	0%	15%
Minimum (du/ac)	0	10
Maximum (du/ac)	0.50 FAR	22
Front	25’	10’
Side	0’ (interior) 15’ (exterior)	5’ (interior) 5’ (exterior)
Rear	10’	15’
Forest Resources	20%	30%
Slope Protection		
0-16.99%	No protection	No protection
17-24.99%	60% of slope area	60% of slope area
25-34.99%	80 % of slope area	80% of slope area

*Per the Specific Performance Standards of the McMillan Mesa Specific Plan for Development Area E.

Open Space & Civic Space

The High Density Residential (HR) zone development standards require 15% common open space as part of the development. Landscape sheet L-2, shows 23,056 square feet (15.9%) of compliant open space identified on-site. Consistent with the City's FUTS plans, the retained existing sidewalks provide connection to an existing FUTS trail within the adjacent westerly parcel.

Section 10-30.60.090.B.1.b of the Zoning Code requires developments with more than 50 dwelling units or more than 20,000 square feet to provide a minimum of five percent (5%) of the site as civic space. The Site Plan identifies 8,443 square feet of civic space within the development. The project exceeds the five percent minimum Civic Space requirement by providing 5.8% of site area as civic space. The primary civic space within the development is the main entry zone providing covered pick-up and drop-off zones, bicycle parking and landscape areas. Additional civic spaces provided throughout the project include pedestrian oriented areas, with paved walks, seating and landscaping.

Design Review

Site Planning Standards

In accordance with Section 10-30.60.030 of the Zoning Code (Page 30.60-2), a site analysis was completed in conjunction with the concept plan for this project that considers the topography of the site, solar orientation, existing/native vegetation types, view corridors, climate, subsurface conditions, drainage swales and stream corridor, and the built environment and land use context. The findings of the site analysis were used for the layout of the commercial and residential development, open space and civic space areas on site. The building is placed south and east on the site, respecting the existing drainage easements along the south and east boundaries of the parcel. Proposed drives from Gemini Road and Jasper Drive provide site access across these easements. Open space is retained between the proposed building exterior and the drainage easements. Public civic spaces are provided to connect residents, staff and visitors to existing off-site views and to parking areas, walking paths, and a large private courtyard enclosed within the building footprint.

Pedestrian and Bicycle Circulation Systems

On-site pedestrian and bicycle connectivity resides within a network of walkways and paths across the site that integrate with existing paths and sidewalks extending beyond the project boundaries and connecting with public transit stops and FUTS trail access. Walkways also serve as on-site circulation between building entrances, parking areas, and private and public common areas. Bicycle circulation is accommodated on the adjacent rights-of-ways with existing bike lanes and on the existing FUTS trails. Staff has worked with the applicant during the Site Plan review to ensure that adequate facilities for pedestrians and bicycles are provided.

Compatibility and Architectural Design Standards

Compatibility does not mean "the same as", but rather it refers to how well a new development is sensitive to the character of existing development. The Zoning Code breaks down compatibility into three categories: Patterns of Development, Scale, and Continuity.

Patterns of Development includes streetscapes, site relationships, signage, and landscape features. In order to attain a context sensitive design suburban neighborhood, landscaping standards and setbacks have been applied to the proposed development with buildings situated to the street, with civic plazas visible from the streets, leading to facility entrances. The project has a suburban feel with trees are spaced irregularly across the site providing a dense overall landscaping design. Landscaped parkways are required on Gemini Road and Jasper Avenue between the street and existing sidewalks.

Scale refers to similar or harmonious proportions, overall height and width, the visual intensity of the development, and the building massing. The setback of the three (3)-story building is largely determined by the existing site drainage. The proposed

building has both vertical and horizontal articulation in accordance with the Zoning Code to ensure that traditional proportions can be observed and to avoid unbroken, flat rooflines and building faces. Maximum height for these buildings is shown at thirty-five (35'-0") feet on the provided architectural elevations (sheets A-8 thru A-8). Parking is located to the north and west of the building, sited behind and to the side the building in regards to the public access.

Continuity encompasses patterns of development and scale, but also site development, building forms, texture, materials, details, and colors. The architectural massing of the building has been broken into smaller segments to diminish the overall size of the project and maintain a similar language to the surrounding development. The architectural style for the proposed project is a mountain lodge aesthetic, paying homage to the surrounding scenery as well as other architecturally noteworthy buildings. The proposed elevations incorporate large gables, heavy timber detailing and trellising, and a combination of stone and siding. The colors were selected to complement the natural browns and greens of the trees and grays of the mountains.

Landscaping

Landscaping plans are not required in conjunction with a Direct to Ordinance Zoning Map Amendment. However, as part of the Site Plan application, the applicant provided a robust landscaping plan, showing all landscape areas and tree locations. The landscape plan meets the requirements of parking lot landscaping, street buffer landscaping, building foundation and periphery landscaping standards found within Section 10-50.60 of the Zoning Code. A final landscape plan will be reviewed at the time of civil plan submittal.

Outdoor Lighting

The subject property is located within Lighting Zone II and is allowed a total of 50,000 lumens per acre due to the distance from astronomical observatories in the area. Proposed exterior lighting information is not required in conjunction with a Direct to Ordinance Zoning Map Amendment. The applicant will be required to provide plans that meet the requirements of the Outdoor Lighting Standards of the Zoning Code. A Site lighting plan will be reviewed for compliance at the time of building permit submittal.

Parking

The Site Plans provided with this application show parking areas conforming to the site planning standards within the Zoning Code. The parking areas are not located adjacent to rights-of-ways and the Civil plans (sheet SP01) provide the breakdown of the required number of parking spaces, parking dimensions and maneuvering areas and spaces. Staff has ensured that adequate parking spaces and maneuvering areas are provided and that trash enclosures and loading areas meet City standards for screening, operation, and location during the review and approval of the Site Plan submittal. The paved surface parking area will accommodate sixty-five (65) parking spaces for residents and staff. Included are (3) ADA accessible parking stalls, two (2) motorcycle parking spaces and four (4) exterior bike racks. Staff notes that for eighty (80) dwelling units, a minimum of seventy-one (71) parking spaces are required. However, allowable reductions in parking for vicinity to transit stops, and reductions for both motorcycle and bicycle parking allow the applicant to reduce the parking provided to a conforming sixty-five (65) on-site parking spaces. The applicant's narrative clarifies that memory care residents will not be allowed to drive so no on-site parking provisions for residents of those units is provided.

PUBLIC SYSTEMS IMPACT ANALYSIS:

Traffic

McMillan Mesa Village is bounded on the north by Forest Avenue. Vehicular access is provided along N Gemini Drive, a looped roadway through the subdivision connecting with Forest Avenue via a controlled right-in/right-out entrance on the western edge of the subdivision and a four-way signalized intersection on the eastern edge of the subdivision. N Gemini Drive connects with N Pine Cliff Drive, which provides a southerly access to Ponderosa Parkway. N Gemini Drive and N Pine Cliff Drive as well as the signalized intersection on N Forest Ave were constructed in conjunction with the development of the McMillan Mesa Village subdivision.

A Traffic Impact Analysis (TIA) for the McMillan Mesa Village Specific Plan was completed by Pike Engineering on May 20, 1992. At the time this analysis was prepared, the infrastructure for the subdivision was contemplated; however, it was not completed.

In 2008, the applicant completed the infrastructure according to the Specific Plan and TIA as part of the McMillan Mesa Village subdivision. The road sections constructed within the subdivision changed from those identified in the specific plan to current public roadway standards. The lane widths were reduced resulting in less pavement, five-foot parkways, 4 ½ or five-foot wide bike lanes, and a fifteen-foot wide median on N Gemini Drive. N Pine Cliff drive south of the roundabout does not include medians but does include parking along the portion south of Pinion Court to accommodate for the residentially platted lots. The developer of the subdivision was allowed to relocate the final location of the FUTS from the original specific plan in order to avoid steep slope conditions. According to the ordinance that adopted the McMillan Mesa Village Specific Plan and granted the existing zoning entitlements, the developer was required to construct a traffic signal at the intersection of Gemini and Forest Avenue.

The site plan includes an existing five-foot wide sidewalk along Gemini Road and Jasper Avenue and new five-foot wide parkway along both frontages to accommodate pedestrian and trips, while existing bike lanes and two near-by transit stops will accommodate other alternative travel mode demands. The FUTS trail is accessible on the adjoining west parcel and existing sidewalk connection near the southwest corner of the property additional pedestrian and bike connectivity to the greater area.

Water

A previous Water and Sewer Impact Study was completed for the McMillan Mesa Village subdivision in July 2006. After a review of the City water and sewer master model and previous impact study, the City of Flagstaff Utilities Department is of the opinion that the proposed Specific Plan and Concept Zoning Map Amendments will have no significant impact to existing off-site water and sewer infrastructure because of these amendments. The land use and intensity proposed can be served by existing infrastructure. There is adequate existing capacity as long as water and sewer demands do not increase from the Specific Plan Amendment. The original analysis used a housing density of 606 dwelling units and 74.6 acres of commercial development. The McMillan Mesa Village subdivision lies within two water pressure zoned served by the City of Flagstaff. Most of the project is served by the Zone A system and only a small part is served by the Zone B system. The City required the developer to install a looped connection to both pressure zones. Existing Zone A water infrastructure includes a twelve-inch (12") diameter waterline tying into the 12" main located at the United States Geological Survey (USGS) facility. The waterline then loops through the internal project, following the N Gemini Drive alignment, and ultimately connecting back to the Zone A system at the intersection of N Turquoise Drive and E Cedar Avenue. The Zone B water infrastructure includes a connection to the internal Zone B water lines in N Pine Cliff Drive and N Manzanita Way.

As referenced in the revised Development Agreement, the City is not requiring that the applicant construct a water storage tank sized to meet the development's average daily usage plus two-hour fire flow. The City has indicated it does not require the construction of any further storage tank capacity as it applies to the McMillan Mesa Village Specific Plan development.

Wastewater

The existing 15" diameter Switzer Canyon trunk line is the connection point for all sewage flows generated by the McMillan Mesa Village subdivision. The Switzer Canyon sewer collector system gravity flows to the south until it ultimately connected to a 33" RCP interceptor line in Foxglenn Park. The applicant was required to make off-site modification to the existing sewer system for the subdivision including the replacement of the 33" sewer line, which connects manholes 23-063 and 23-058, with a 42" pipe. This reach was approximately 2237' feet in length and runs from Foxglenn Park to the intersection of E Butler Avenue.

Stormwater Analysis

Prior to the adoption of the McMillan Mesa Village Specific Plan, a Drainage Analysis for McMillan Mesa Village was prepared by Pike Engineering on May 21, 1991, with multiple revisions up to October 9, 1992. In 2006, the applicant began the design and City submittals for construction of the subdivision infrastructure. As a component of the design and construction of the infrastructure, the applicant hired Shephard Wesnitzer, Inc. to provide a detailed hydrology study, also referred to as the Final Drainage report for McMillan Mesa Village. The initial study, provided to the City on August 23, 2007, was revised on February 7, 2008 with the last revision published on March 12, 2014. This property is served by the regional detention facility, approved through these hydrology studies, located at the intersection of Forest Avenue and Pine Cliff Drive.

Parks and Recreation

The closest City-owned parks to the site are Buffalo Park, a regional recreational facility, and Ponderosa Park a neighborhood facility. The subject properties are adequately serviced by recreational facilities, however, each residentially developed site will need to provide 5% civic space in addition to 15% open space. Staff is confident that the park and recreational needs of the residents of the proposed development will be met through these amenities provided on and off-site.

OTHER REQUIREMENTS:

Natural and Cultural Resources

The subject property is located within the Resource Protection Overlay (RPO) zone as defined by Section 10-50.90.020.A of the Zoning Code (Page 50.90-2). Please refer to the "Building Form and Resource Protection" section of this report for further details of the McMillan Mesa Specific Plan Resource Protection Plan. No defined floodplains exist on the subject property.

Regarding cultural resources, the Historic Preservation Officer reviewed this application and did not require a cultural resource study as the site has already been disturbed through the construction of the subdivision infrastructure.

DEVELOPMENT AGREEMENT

A development agreement amendment, separate from this report, has been prepared as part of the review of this project. The primary purpose of this amendment is to clarify roles and responsibilities regarding to the following:

- Water storage structures anticipated at time of Specific Plan adoption, but now not required by COF water services division.

CITIZEN PARTICIPATION

The applicant held one neighborhood meeting regarding this proposal. The meeting was held November 14, 2018 after the official submittal of these applications at Flagstaff NACET, 2225 N Geminin Road, and was attended by four (4) interested citizens. Concerns were presented regards to increased traffic, project height and contextual design, site resources, proposed re-zoning, and site parking disbursement. A second neighborhood meeting was waived based on the positive reception for the project from the first meeting and based on the low attendance generated at the first neighborhood meeting. As of the writing of this report staff has received no emails regarding this case.

Public hearings before the Planning and Zoning Commission and City Council are conducted in conjunction with requests for Direct to Ordinance Zoning Map Amendments. In accordance with State Statute, notice of the public hearing was provided by placing an ad in the Daily Sun, posting notices on the property, and mailing a notice to all property owners within one-thousand (1000'-0") feet of the site excluding rights-of-way. This mailing radius exceeds the required three hundred (300'-0") radius indicated in the Zoning code.

DISCUSSION:

The proposed Specific Plan Amendment and Concept Zoning Map Amendment in conjunction with the minor Regional Plan Amendment, are consistent with the goals and policies of the Flagstaff Regional Plan 2030 and the intent of the Zoning Code. The applicant has chosen to pursue an alternative development path for the McMillan Mesa Specific Plan that is more compatible with the surrounding development on McMillan Mesa. These requests increase the overall density and intensity of development that was originally planned for McMillan Mesa and are consistent with the Regional Plan designation of Future Employment.

Research and Development uses are considered very significant due to their potential to generate high wage employment opportunities, an important concern for Flagstaff. The proposed zoning change from RD to CC allows for the inclusion of a residential land use that also provides a potential to generate high wage employment opportunities and to provide a land use complementary to surrounding residential and medical operations both on and adjacent to McMillan Mesa. Staff does

not believe this request to rezone 3.337 acres from RD to CC will substantially affect the supply of lands currently zoned for employment type uses and does in fact display an inherent support of the intentions of a Future Employment area. The proposed congregate care facility will supply potentially high-wage health care employment opportunities described in the Regional Plan 2030 for future employment areas, and provide those opportunities in close approximation to city transit routes, public circulation routes and near-by existing medical and rehabilitation facilities.

RECOMMENDATION:

Staff believes that the proposed zoning map and specific plan amendments are in substantial conformance with the Flagstaff Regional Plan 2030 and the findings required for a Zoning Map Amendment. Staff recommends the Planning & Zoning Commission forward the request to the City Council with a recommendation approving PZ-18-00061-03, subject to the following four conditions which will be included into the zoning map amendment ordinance:

1. The subject property must be developed in accordance with the approved site plan and the conditions of approval dated February 26, 2019. Modifications (other than minor modifications) to the approved site plan will require an amendment to this Direct to Ordinance Zoning Map Amendment request.
2. The McMillan Mesa Specific Plan will be amended to allow the Community Commercial zone specifically for congregate care facility and revised development standards for Floor Area Ratio from .30 to .61 for the 3.337-acre portion of Development Area E as described in the applicant's narrative (Exhibit A and Planning Exhibit for Development Areas E1 and E2).
3. All other requirements of the Zoning Code and other City codes, ordinances and regulations, shall be met by the proposed development.
4. All other terms, conditions, and restrictions detailed within the "McMillan Mesa Specific Plan Development Agreement" must be fully satisfied.

Attachments:

- Application for Zoning Map Amendment
- Public Hearing Legal Advertisements
- Applicant's Submittal Package:
 - Property Data
 - Project Narrative
 - Application for Concept Plan and Concept Plan Comments
 - Coconino County Lot Split Request Form
 - Citizen Participation Report
 - McMillan Mesa Final Plat Tracts "E and F", McMillan Mesa Village Final Plat, Alta Survey for target parcel, McMillan Mesa Resource Protection Plan
 - Regional Plan and Site Exhibits
 - Site Analysis from McMillan Mesa Specific Plan
 - Zoning Exhibit for Development area "E" from McMillan Mesa Specific Plan
- Planning Exhibit: "Development Area E1" and "Development Area E2" (Specific Plan Development Area Options)
- Approved Site Plans, incl. Site Plan project narrative and Appendix A.