

**PLANNING AND DEVELOPMENT SERVICES REPORT**  
**ZONING MAP AMENDMENT**

**PUBLIC HEARING**  
**PZ-17-00194**

**DATE:** **November 14, 2017**  
**MEETING DATE:** **November 30, 2017**  
**REPORT BY:** **Alexandra Pucciarelli**

**REQUEST**

A Concept Zoning Map Amendment request from the City of Flagstaff Housing Section, on behalf of the property owner, the City of Flagstaff, to rezone approximately 1.38 acres located at 3050 N West Street from the Public Facility (PF) zone to the Medium Density Residential (MR) zone.

**STAFF RECOMMENDATION:**

Staff recommends the Planning and Zoning Commission forward the Concept Zoning Map Amendment to the City Council with a recommendation for approval with conditions.

**PRESENT LAND USE:**

The site consists of approximately 1.38 acres of vacant land, including two access driveways from West Street to the Cedar Safeway Shopping Center, and existing landscaping for the Safeway parking lot.

**PROPOSED LAND USE:**

Future development is expected to consist of affordable multi-family residential development. The building shown on the concept plan is a two-story building with units consisting of studios, one, and two-bedrooms.

**NEIGHBORHOOD DEVELOPMENT:**

North: Single-family homes, Single-family Residential (R1) zone  
East: Office complex, Suburban Commercial (SC) zone; and the Cedar Safeway Shopping Center, Community Commercial (CC) zone  
South: Vacant land, Public Facility (PF) zone  
West: Vacant land, Public Facility (PF) zone

**REQUIRED FINDINGS:**

**STAFF REVIEW.** An application for a Concept 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 Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall set forth whether the Zoning Map Amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied; shall include an evaluation of the consistency and conformance of the proposed amendment with the goals of the General Plan and any applicable specific plans; and, a recommendation on the amendment based on the standards of the zones set forth in Section 10-40.20 "Establishment of Zones" of the Zoning Code (Page 40.20-1).

**FINDINGS FOR REVIEWING PROPOSED AMENDMENTS.** All proposed amendments shall be evaluated as to whether the application is consistent with and conforms to the goals of the General Plan and any applicable specific plans; and 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.

**STAFF REVIEW:**

**Introduction/Background**

On September 12, 2017, the City of Flagstaff Housing staff received final direction from City Council to pursue the concept rezoning map amendment process for two city-owned parcels. This request for a Concept Rezoning is the second of the two parcels on the Commission’s agenda; the first is the site located at 1700 E Sixth Avenue, the second a site located at 3050 N West Street. The Applicant, the City of Flagstaff Housing Section, on behalf of the property owner, the City of Flagstaff, is requesting a Concept Zoning Map amendment to rezone approximately 1.38 acres from the Public Facility (PF) zone to the Medium Density Residential (MR) zone for the purpose of developing affordable multifamily residential development.

If the property is rezoned, the Housing Section will pursue a process by which an affordable multifamily residential project is delivered by a successful respondent to a Request for Proposals (RFP). The Housing Section put out an RFP for a Scattered Site Affordable Housing development on August 14, 2017. It is anticipated that the successful respondent to the RFP will begin their site planning process as City staff takes the Concept Rezoning cases through the public hearing process. City staff will require that as part of the developer’s Site Plan application, a neighborhood meeting will be required. The Site Plan application will also be required to be approved by the City Council. This will allow the community an opportunity to review the proposed building design, exterior building elevations, parking layout, outdoor lighting, and site landscaping prior to approval. These elements are not required to be part of the concept rezoning process.

**Proposed Development Concept Plans**

Proposed development on the subject property includes an apartment building, required parking, and landscaping. The site is relatively flat, with two existing access easements across the bottom third of the parcel. The concept plan shows a two story building with eighteen units located along the west edge of the property. The on-site parking is located along the east side of the property. The parcel is not currently in the Resource Protection Overlay (RPO) zone, however staff would like to require the developer to meet the tree resource protection standards of the RPO. The concept plan shows the proposed development located to the south of the developable area to preserve the existing Ponderosa Pine trees to the north.

**General Plan – Flagstaff Regional Plan (FRP 2030)**

Amending the Zoning Map from Public Facility (PF) to Medium Density Residential (MR) at this location conforms to the Regional Plan’s Future Growth Illustration. The subject parcel is located within a neighborhood suburban activity center (S2), an area largely covered by the ‘suburban’ area type. The Regional Plan’s table of suburban activity center characteristics identifies a “residential only” density range of 6-10 units per acre, which is in line with the MR zone density range. The desired mix of uses within the pedestrian shed of the activity center include “higher density residential and live-work units”. The subject parcel is relatively small and located in the pedestrian shed of the S2 activity center.

The proposed rezoning of City owned property to allow for the construction of affordable rentals supports several Regional Plan goals and policies, listed in the attached Project Narrative. The West Street parcel is located within the Urban Growth

Boundary and is serviceable with existing utility and transportation infrastructure. The area is an established neighborhood with connectivity to employment and services located along the Cedar Avenue corridor, including the Cedar Safeway Shopping Center. The proposed housing units will be within walking distance of several bus routes, FUTS paths, and will have access to existing bike paths and sidewalks.

**Zoning – City of Flagstaff Zoning Code**

If the Zoning Map Amendment request is approved, approximately 1.38 acres will be rezoned to the Medium Density Residential (MR) zone. The proposed residential development, as shown on the concept plan, is considered a permitted use in the MR zone. Based on the Flagstaff Zoning Code (Sections 10-40.30.030 and 10-40.30.060) various residential uses are allowed as indicated in the following table.

<b>Comparative Examples of Allowed Residential Uses</b>	
<b>Existing PF Zone</b>	<b>Proposed MR Zone</b>
Congregate Care Facilities – P Employee Housing – P Institutional Residential - UP Homeless Shelters Nursing Homes	Congregate Care Facilities – P Home Daycare – P Duplex – P Multi-Family Dwelling – P Planned Residential Development – P Institutional Residential - UP Homeless Shelters Nursing Homes
P	UP
Permitted Use	Conditional Use Permit Required

**Site Planning Standards.** In accordance with Section 10-30.60.030 of the Zoning Code (page 30.60-2), the applicant conducted a site analysis, a copy of which is attached to this report, 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 have been used to inform the proposed concept plan.

**Resource Protection.** The subject property is not 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). However, the site has many mature Ponderosa Pine trees. Staff suggests that a condition of approval be compliance with the tree resource protection standards. The Concept plan shows the preservation of existing trees at the north end of the property.

**Open Space.** The Zoning Code requires residential developments in the MR zone to provide a minimum of 15% of the total site as open space. This space may include active and passive recreation uses, landscape areas, and community gardens. Based on the 1.38 acre site area, a minimum of 9,017 square feet of open space is required.

**Building Form and Architectural Design Standards.** “Scale” refers to similar or harmonious proportions, overall height, and width, the visual intensity of the development, and the building massing. The proposed development consists of a single two story structure appropriate to the neighborhood suburban activity center. Architectural design standards will be reviewed at the time of site plan approval. The developer will be required to hold an additional neighborhood meeting, and receive City Council approval at that stage of the design process. Staff suggests that a condition of approval be limiting the height of the development to two stories.

Comparative Building Height and Density			
	Existing PF Zone	Proposed MR Zone	Proposed MR Zone with Affordability Bonus
Building Height	60 feet	35 feet	15% bonus, 40 feet
Density	Gross FAR 0.40	Min. 6 dwelling units per acre 1.38 acres X 6 units = 8 units Max. 14 dwelling units per acre 1.38 acres X 14 units = 19 units	45% bonus 1.38 acres X 19 units X 45%=9 additional units Max. 28 total units

**Parking Lots, Driveways, and Service Areas.** The concept plan provided with this application shows a parking area which conforms to the site planning standards within the Zoning Code. The parking area is screened internal to the project and not located adjacent to the right-of-ways. The number of parking spaces show meets the Zoning Code requirements for Affordable Housing based on units and number of bedrooms. The plans do not provide the dimensions of maneuvering areas and spaces. Staff will ensure 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 review of a more detailed site plan submittal.

Comparative Parking Standards		
	Market Rate Dwelling Units	Affordable Dwelling Units
Studio	1.25 Spaces	1.0 Spaces
1 Bedroom	1.5 Spaces	1.0 Spaces
2-3 Bedroom	2.0 Spaces	1.5 Spaces

**Landscaping.** Landscaping plans are not required in conjunction with a Concept Zoning Map Amendment. The applicant will be required to provide plans that meet the requirements of buffer landscaping, parking lot landscaping, and building foundation landscaping found in Section 10-50.60 of the Zoning Code (page 50.60-1). The existing mature Ponderosa Pine trees could be used towards the required landscaping. Affordable housing developments may qualify for a reduction in required landscaping of up to 10 percent. A final landscape plan will be reviewed at the time of site plan submittal.

**Outdoor Lighting.** The subject property is located within Lighting Zone 3 due to the distance from astronomical observatories in the area. Proposed exterior lighting information is not required as part of a Concept Zoning Map Amendment. The applicant will be required to provide plans that meet the requirements of the Outdoor Lighting Standards found in Section 10-50.70 of the Zoning Code (page 50.70-1). Lighting plans will be reviewed at the time of site plan submittal.

**PUBLIC SYSTEMS IMPACT ANALYSIS:**

**Traffic and Access**

Per the attached Transportation Statement, the West Street project is anticipated to add approximately twelve trips during the peak hour. Since this is less than the minimum 100 trips, this project does not require a Transportation Impact Analysis

(TIA). In addition, due to the low directional hourly volumes on West Street, the low hourly right turn volumes, and the low speed limit, this project does not warrant additional turn lanes.

### **Water and Wastewater**

The Water Services Division reviewed the proposed development and determined that there will be no significant impact to either water or sewer infrastructure off-site as a result of this project. Results of the computer analysis show the fire flow plus maximum day demands analysis for each hydrant in the vicinity of the proposed development are acceptable for residential housing. The computer analysis for the development reveals that flow rates and pressures can be provided with the existing infrastructure. The results imply that the system satisfies the City's criteria for fire flow and domestic demands of the proposed development. The Water Services Division will not require any off-site improvements based on either anticipated water use or sewer discharge from this development.

### **Stormwater**

A Drainage Impact Analysis (DIA) evaluating the impacts of the proposed development on the existing storm drain system downstream of the site will be provided as part of the Site Plan Submittal. In lieu of the DIA, the pre-development versus post-development runoff volume difference for the 100-year storm event can be retained on-site. The Concept plan indicates a possible area for Low Impact Development (LID) and/or on-site detention.

### **OTHER REQUIREMENTS:**

#### **Citizen Participation**

Public hearings before the Planning and Zoning Commission and City Council will be conducted in conjunction with the request for Concept Rezoning. In accordance with State statute, notice of the public hearing was provided by placing an ad in the Arizona Daily Sun, posting a notice on the property, and mailing a notice to all property owners within 1,000 feet of the site.

All property owners within 1,000-feet of this site were notified via mail of the Concept Zoning Map Amendment and asked to attend a neighborhood meeting on October 26, 2017. Approximately twenty seven people from the public attended the neighborhood meeting. The primary concern raised was the desire to keep the parcel as undeveloped, or to develop it as a City park. There were also concerns about the amount of parking proposed being inadequate and complaints concerning the traffic on Linda Vista. It was pointed out that the proposed parking calculation meets code and the increase in traffic was due to the construction on Lockett Road. There were also concerns about the height of the building.

### **DISCUSSION:**

The Concept Rezoning of the parcel located at 3050 North West Street from Public Facility (PF) to Medium Density Residential (MR) meets the intent of the Regional Plan goals and policies. It is anticipated that 40-60 affordable residential units will be constructed as a result of this scattered site affordable housing project. This site will contain a maximum of 28 units. The rentals will be affordable to those at or below 80% of the area median income (AMI), which the local housing market is not currently offering. The City of Flagstaff Housing staff have requested the prioritization of studio and one bedroom units, another void in our community that staff hopes to alleviate with projects such as this.

### **RECOMMENDATION:**

Staff believes that the proposed Concept Zoning Map Amendment has been justified and would recommend in favor of

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amending the Zoning Map for approximately 1.38 acres to the Medium Density Residential (MR) zone, with the following conditions:

1. The selected developer must hold an additional neighborhood meeting prior to applying for Site Plan review.
2. The Site Plan approved by IDS must also be approved by City Council.
3. The Resource Protection Standards shall be applied to the site to the greatest extent feasible.
4. The building height shall be limited to two-stories.

#### **ATTACHMENTS**

- Concept Zoning Map Amendment Application
  - Project Narrative
  - Transportation Statement
  - Vicinity Map
  - Context Analysis Map
  - Proposed Building Types
  - Concept Plan
  - Site Analysis Plan
  - Citizen Participation Report
- Additional Public Comments
- Public Hearing Legal Advertisements