

**PLANNING & DEVELOPMENT SERVICES REPORT
PRELIMINARY BLOCK PLAT**

PZ-18-00113-01

DATE: April 12, 2019
MEETING DATE: April 24, 2019
REPORT BY: Neil Gullickson, AICP

REQUEST:

A request for Preliminary Block Plat approval for Canyon del Rio located at 3200 East Butler Avenue within the Single-family Residential (R1) zone, Medium Density Residential (MR existing and proposed) zone, High Density Residential (HR-proposed) zone, and Highway Commercial (HC-proposed) zone.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission, in accordance with the findings, forward the Preliminary Block Plat to the City Council with a recommendation of approval subject to conditions.

PRESENT LAND USE:

The subject site consists of undeveloped land located in central Flagstaff.

PROPOSED LAND USE:

Canyon del Rio is a 1,426 residential dwelling unit development with 225,000 square feet of commercial development on 261 acres. The development is intended to provide a mix of housing types with supporting commercial services and open space areas. The Preliminary Block Plat consists of 22 blocks, eight (8) tracts and public rights-of-way.

NEIGHBORHOOD DEVELOPMENT:

North: Butler Avenue developed and undeveloped, Highway Commercial (HC) zone;
East: Vacant land in the Suburban Commercial (SC) zone, Research and Development (RD) zone and the previous Humane Society facility in the Public Facilities (PF) zone;
South: Undeveloped land part of Canyon del Rio, Medium Density (MR) zone;
West: Vacant land, part of Canyon del Rio in the R1, Single-family Residential zone.

REQUIRED FINDINGS:

The Planning and Zoning Commission shall find the proposed Preliminary Block Plat meets the requirements of City Code Title 10, Flagstaff Zoning Code; City Code Title 11, General Plans and Subdivisions; and City Code Title 13, Engineering Design Standards and Specifications. These findings are addressed at the conclusion of this report.

STAFF REVIEW:

Introduction

Canyon del Rio is a proposed 1,426 residential dwelling unit and 225,000 square foot commercial development located in the city of Flagstaff. The development is currently processing three applications. In addition to this block plat, a concept zoning map amendment proposes to rezone 88.88 acres of the site from Research and

Development (RD) zone to Medium Density Residential (MD, 27.9-acres) zone, High Density Residential (HD, 30-acres) zone and Highway Commercial (HC, 25.9-acres) zone along with a development agreement. The development proposes a mixture of high-, medium-, and single-family residential units combined with commercial service and open space on 261 acres. If the Concept Zoning Map Amendment is not approved, this Preliminary Block Plat application may be withdrawn at the time of council review.

The site is situated north and west of the Butler Avenue and Fourth Street intersection. The site is heavily treed and is located within the Resource Protection Overlay Zone (RPO). The site has varied topography, including many slopes and small valleys. The most significant is the Rio de Flag drainage that runs across the southeast corner of the development and continues downstream to Foxglenn Park. The proposed Fourth Street alignment that will ultimately connect Butler Avenue and John Wesley Powell Boulevard runs along the eastern boundary. Butler Avenue is the northern boundary of the development; Herald Ranch Road and Little America are located adjacent to the western boundary. An existing aboveground 69 KV transmission line crosses the site in an east-west direction at the south end of the subdivision.

The applicant, Canyon del Rio Investors, LLC. (CDRI) is seeking Preliminary Block Plat approval for a 22-block, eight (8) tract subdivision with an internal minor collector roadway system to be developed in two phases. Each block will be either subdivided further into the individual lots that will be sold to homeowners or developed using the City's site plan review process. The site plan review process is used for land uses that are allowed by the zoning district. In this case, it is anticipated that the commercial and high-density rental land uses would use the site plan process, and that the residential ownership products would comply with the City's subdivision requirements. Preliminary and final plats will be reviewed and approved for each of the blocks that propose subdivision. Phase 1 consists of Blocks E1 and E2, F, G, H, I, J1, J2 K1, K2 N, O and P (northern portion of the site), and Phase 2 consists of Blocks Q1, Q2, Q3, R1, R2, R3, R4, R5 and S (southern portion of the site). The improvements affiliated with each phase will be described below.

The block plat describes an internal spine loop road that includes half street improvements to South Fourth Street, and improvements to Canyon del Rio Drive, Boulder Mountain Drive and Peak Point Road, which create the looped roadway system. This system will provide public street frontage for parcels E1, E2, K1, K2, G, N, O, P, J1, J2 and I. These parcels are anticipated to be among the first to be developed in a phasing plan. Sheets PH01 and PH02 of the Preliminary Block Plat describes the public improvements that will be required prior to development of the remaining parcels. The phasing plan allows the developer flexibility by not defining a specific order of parcel development; any of the parcels defined by the block plat can be developed when the appropriate public improvements are provided.

The intensities (commercial) and densities (residential) are provided as part of the "Lot Coverage and Building Information" chart provided on the first page of Sheet CVR of the Preliminary Block Plat (attached to this report). The chart provides proposed and existing zoning districts and anticipated land uses. A separate chart (same location) provides information regarding each of the 8-tracts; Tracts B and C are floodplain and will be dedicated to the City for maintenance.

ZONING REQUIREMENTS

A portion (83.88 acres) of the property is in the process of being rezoned from Research and Development (RD) zone to Medium Density Residential (MR, 27.9 acres) zone, High Density Residential (HR, 30 acres) zone, and Highway Commercial (HC, 25.5 acres) zone. The development proposes 1,426 residential units, approximately 670 rental units, 180 attached ownership units and 575 single-family lots; averaged across the site, they provide a density of 6.1 units per acre. The parcel-specific densities proposed for this project were set with the approval of the Settlement Agreement made between the developer and the City of Flagstaff in 2013 and amended in 2015; copies of the settlement agreement are attached to the Concept Zoning Map amendment report being

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processed concurrently with this application. The Zoning Code includes minimum densities that must be achieved for the property. In this case that would be no less than 1,024 dwelling units, which average to 4.36 dwelling units per acre. This proposal meets the Zoning Code requirements for density. The standards for the individual lots will be determined with the platting of each individual block.

This Preliminary Block Plat was reviewed and approved with conditions by the Inter-Division Staff on February 6, 2019.

Natural Resources

A Natural Resource Protection Plan (NRPP) was provided in conjunction with this Preliminary Block Plat (sheet 23/23). Resources on the site include steep and moderate slopes and a relatively consistent forest across the site. Floodplains are preserved at 100% (Section 10-50.90.040, page 50.90-4), and Tracts B and C are being dedicated to the City for maintenance of the Floodplain. The specific resources to be protected have not yet been identified with this Preliminary Block Plat. The preserved resources will be identified with the platting/site plan review of the individual blocks. The resources disturbed as part of the collector roadway system will be included with each adjacent block as it is subdivided.

Based on the preliminary disturbance calculations, it appears that the minimum protection threshold requirements are being met.

The Zoning Code protection factors for resources in the HR, High Density Residential, MR, Medium Density Residential and R1, Single-Family Residential, districts are as follows:

- 70% of moderate slopes (17-24.9%)**
- 80% of steep slopes (25%-34.99%), and**
- 50% of forest canopy**

In the commercial zones, HC, Highway Commercial, the protection factors are:

- 60% of moderate slopes (17-24.9%)**
- 80% of steep slopes (25%-34.99%), and**
- 30% of forest canopy**

The entire Canyon del Rio development (262 acres) contains approximately 205.64 acres of forest canopy, approximately 6.85 acres of 25% and greater slope resource, and approximately 20.46 acres of 17-25% slope resource.

Paragraph 4.12 (Resource, Open Space and Easement Requirements) of the Development Agreement, discusses the resources and allows the developer to create two “resource banks”: one for the residential properties and one for the commercial properties. These banks will allow the application of extra resources from one parcel to another parcel when extra resources are available.

A detailed analysis of resources will be required with the preliminary plat/site plan submittal to the Internal Division Staff, provided the rezoning case is successfully concluded.

SYSTEMS ANALYSIS:

Access and Traffic

The Canyon Del Rio Transportation Impact Analysis (TIA) included six (6) existing intersections, and seven (7) new intersections within and along the edge of the proposed development. The study area covered Butler Avenue from I-40 to Fourth Street, Fourth Street from Huntington Drive to south of Butler Avenue along the development site, and the internal Canyon Del Rio roadway system. Traffic expected from nearby yet to be developed parcels was included as future background traffic in the analysis. Analyses were conducted for assumed development levels at years 2026 (Phases I & II) and 2030 (full build-out). Phases I & II include all except four (4) retail parcels at the northeast edge of the site and three (3) relatively small residential parcels at the south edge.

The project proposes several access points to the current and future street system. Canyon del Rio Investors will build the west portion of Fourth Street south of Butler Avenue, and the south portion of Butler Avenue west of Fourth Street, adjacent to the site. Internal collector streets will provide access to and from Butler Avenue, Fourth Street and Herold Ranch Road, a portion of which goes through the very south end of the site. These will be minor collector streets with one vehicle lane and one bike lane in each direction with a center turn lane. Canyon Drive will be an east/west street crossing the entire site at about its midpoint. Mountain View Drive, along with the easternmost section of Canyon Drive will form a loop through the northern two-thirds of the site that intersects with Fourth Street in two locations south of Butler Avenue. Peak Point Road will connect this loop road to Butler Avenue in the northwest corner of the site, and South Ridge Road will connect the loop to Herold Ranch Road in the southwest section of the site. Herold Ranch Road crosses most of the site near its southern edge. West of Mountain View Drive, Canyon Drive will have a residential local “wide” cross section planned to connect to a future development on the Little America site, which is immediately west of Canyon Del Rio. The location of the Butler Avenue and Peak Point Road intersection is being coordinated with the property on the north side of Butler Avenue to provide access for Canyon Del Rio and a future development north of Butler Avenue. This intersection will initially be stop controlled for northbound traffic but will need to be signalized or converted to a roundabout to ultimately accommodate Canyon Del Rio traffic.

The roads accessing the parcels within the southern portion of the development will be accessed by a similar roadway section. Sheets 21 and 22 of the Block Plat, the Phasing Map and Phasing Matrix work in tandem to define specific roadway segments and intersections that will be developed as each of the parcels are proposed for development. These roadway segments include Boulder Mountain Drive, South Ridge Road and Herold Ranch Road, and will provide access to parcels Q 1-3 and R 1-5.

Adjacent to the Canyon Del Rio site, both Butler Avenue and Fourth Street are designated minor arterials. Butler Avenue currently has one lane in each direction, and Fourth Street is graded dirt/gravel. Fourth Street is planned to ultimately connect with John Wesley Powell Boulevard to the southwest. The developer is responsible for improvements on the south side of Butler Avenue; Butler Avenue at completion will include 102 feet of ROW, two travel lanes in each direction, raised median, bike lanes, curb, gutter, 5-foot parkway and 6-foot wide sidewalk. The developer will also provide the west side improvements to Fourth Street (same street section as Butler Avenue). The internal collector streets propose right-of-way of 70 feet, one travel lane in each direction, raised median, bike lanes, 5-foot parkway and 5-foot sidewalk. Where a FUTS is adjacent to the street (Boulder Mountain Drive), the ROW expands to 75 feet, and the trail will be 10-foot wide.

In addition, the analysis indicated the following off-site improvements are needed to mitigate the project’s traffic impacts in the nearby area:

Off-site improvements needed for 2026 (Phases I & II) impacts:

- Fourth Street and Sparrow Avenue northbound - a through lane and a thorough/right turn lane
- Fourth Street and Soliere Avenue northbound - two through lanes and one exclusive right turn lane
- Butler Avenue and I-40 Eastbound Ramp westbound - two through lanes and one exclusive right turn lane
- Butler Avenue and I-40 Westbound Ramp southbound - an additional left turn lane

The study recommends the following off-site improvements to accommodate the combination of background growth and Canyon del Rio traffic by 2030 (build-out):

- Fourth Street and Soliere Avenue westbound, a westbound right turn signal to display at the same time as the southbound left turn signal
- Butler Avenue and I-40 Eastbound Ramp
 - Westbound through and shared through/right turn lane
 - Northbound left turn, right turn, and left/through/right lane
 - Eastbound second left turn lane
- Butler Avenue and I-40 Westbound Ramp
 - Westbound second left turn lane
 - Southbound right turn and left/through/right lane
 - Eastbound exclusive right turn lane

Recognizing the stipulations of the Settlement Agreement, the City and the developer reviewed the needs identified in the impact analysis and other planned projects in the area and agreed on the following with respect to the developer’s obligation for area improvements.

Ref	Project	CDRI’s Obligation
1	Butler Avenue Half Street	\$698,295
2	Fourth Street SB Dual Right	\$21,927
3	Offsite Butler Avenue - Little A to CDR	\$219,893
4	Butler / Fourth Signal	\$123,391
5	Butler and Fourth EB Dual Left	\$38,092
6	Butler and Fourth WB Left	\$35,541
7	Butler Left Turn Lane at Peak Point	\$60,177
8	Fourth Street South Half Street	\$211,527
9	Fourth Street NB Left Turn Lane	\$62,600
10	Fourth Street NB intersection transition	\$42,175
11	Butler / Peak Point Signal	\$250,000
12	Butler and I-40 Interchange Improvements	\$698,112
	Total	\$2,461,730

Water and Wastewater

Civil Design & Engineering, Inc., on behalf of the City of Flagstaff Water Services Division, prepared the Water and Wastewater Impact Analysis (WSIA). The analysis is based on the demands generated by Canyon del Rio and a residential dwelling cap of 1,715 units and 67.9 acres of commercial development.

Water

The closest source of Zone B water for this site includes a 24-inch waterline within Butler Avenue along the northern property boundary. These existing Zone B waterline will be supported by a new secondary water line provided by the developer that will extend new lines from north of I-40 to Soliere Drive, Fourth Street and to the site. Internally, 12-inch supply mains will be installed under the internal spine loop and with the roadways identified by the Phasing Map and Plan. A 24-inch main will be located under Fourth Street across the frontage of Canyon del Rio; this will ultimately be extended to John Wesley Powell Boulevard southwest of CDR. Connection with the individual subdivisions and site plan approvals will extend the water system providing services to individual structures. Canyon del Rio Investors have agreed through the Development Agreement to provide roughly \$667,000 in a cash-in-lieu payment for future water storage, and 1.3 million dollars for the secondary water source improvements. The secondary water source payment is required prior to recording of the first final plat or site plan approval; the storage payment is due with the issuance of the 400-dwelling unit. The developer has also agreed to provide up to two well sites on the CDR site if the City identifies that successful production wells warrant further exploration.

Wastewater

Several connections to the sewer are available to this project, given its location at the intersection of Butler Avenue and Fourth Street, and the location of the Rio de Flag Wash and the major sewer interceptor line that is in the Wash. The nearest sewer that allows for gravity flow from the CDR site is in the Rio de Flag Wash. The existing sewer line is 42-inches in diameter and gravity flows to the east along the river channel.

The Wildcat Hill Wastewater Treatment Plant, which is currently operating below maximum capacity, will treat all sewage collected for CDR. The Wildcat Hill facility currently processes 3.6-million gallons of sewage per day. This facility has design capacity of 6-million gallons per day. The design flows from the CDR development indicate an average daily flow increase to the plant of 456,738 gallons per day.

The Water and Sewer Impact Analysis does not identify the need for off-site improvements from the Canyon del Rio development.

Stormwater

A completed Drainage Impact Analysis and Preliminary Drainage Report for Canyon del Rio has been submitted and reviewed by Stormwater Staff. In lieu of a downstream analysis, the project has elected to store the volumetric flow difference between the pre-development conditions and the post-development conditions on-site. The development will use open space corridors to manage major portions of the stormwater on the project site. A series of retention basins will be constructed in the open space areas across the property. These basins will convey on-site and off-site flows from the project site ultimately out letting to the Rio de Flag Wash channel.

Low Impact Development (LID) requirements are required to meet the ½-inch threshold, less than the current 1-inch code requirement. The ½-inch threshold was negotiated as part of the settlement agreement approved in 2013. The water quality aspects of the LID requirements will be met at the discharge points of impervious surface areas.

Parks, Open Space, Pedestrian, and Bicycle Facilities

Canyon del Rio is located .53 miles via Butler Avenue from the Foxglenn Community Park, and slightly more using the Rio de Flag FUTS system. The City of Flagstaff Parks and Recreation Organization Master Plan identifies Foxglenn Park as the park servicing this portion of the community. The park is 28 acres in size and includes standard community park facilities. Internal to the development, 55.8 acres, or 21% of the site, has been

identified for open space, trails or drainage. Sheet PP01 of the Block Plat shows areas anticipated to be used as open space and proposed trail alignments. The Block Plat identifies the areas that will be dedicated (Tracts B and C) to the City and the areas that will be the responsibility of the development. The developer proposes to place a conservation easement over Tract B (the Rio de Flag channel) in conjunction with the dedication to the City.

Additionally, each of the parcels will be required to meet the open space and civic space requirements associated with the proposed development. Commercial developments more than 20,000 square feet in size and residential developments of more than 50 units are required to provide 5% of the site's area for open/civic space.

Several existing FUTS Trails will be impacted by the Canyon del Rio development. Several years ago, the State Land Department granted a temporary FUTS easement across the development, and an extension of the Foxglenn trail was built across Canyon del Rio to its border with the Little America Property and Herold Ranch Road. Eventually this trail will cross Little America and connect with the Arizona Trail, south of I-40. That trail has fallen into disrepair since the easement expired. The developer as part of providing internal pedestrian connections, plans to reconstruct the trail. Additionally, the Rio Trail runs from Foxglenn Park southward following the Rio de Flag drainage where it crosses Canyon del Rio and intercepts Herold Ranch Road. This trail will ultimately continue along the Rio drainage accessing the Flagstaff Loop Trail. This portion of trail inside the development and the Rio de Flag drainage will be donated to the City.

Internal pedestrian trails that connect the proposed parcels and future developments and the FUTS alignments have been identified and can also be reviewed on sheet PP01 of the Block Plat. These trails will be constructed and connected with other internal trails as each parcel develops.

Summary of Findings

The following section of the staff report discusses the specific codes that address subdivision requirements.

City Code Title 10, Flagstaff Zoning Code

Any subdivision shall be designed to comply with the requirements of the specific zoning district within which it is located. The subject property is zoned Single-family Residential (R1), Medium Density Residential (MR), High Density Residential (HR) and Highway Commercial (HC). Averaged across the site, the subdivision proposes a density of 6.1 units per acre. The Zoning Code includes minimum densities that must be achieved for the property. In this case that would be no less than 1,024 dwelling units, which average to 4.36 dwelling units per acre. This proposal meets the Zoning Code requirements for density. The standards for the individual lots will be determined with the platting of each individual block.

Required setbacks building heights and specific details of individual parcels will be regulated through subdivision plats or site plan reviews for the individual parcels as development proposals are processed.

City Code Title 11, General Plans and Subdivision Code

Preliminary plats require submittal and staff review of traffic, preliminary stormwater, and water and sewer analyses. The summary of these analyses was provided as part of this report. The subdivider is also required to inform public utility, cable and communication companies, school district, Soil Conservation Service, County Health Department, ADOT (if site abuts a state highway); Flood Control District, and County Community Development Department (if site is adjacent to an unincorporated area). The applicant sent the required letters and has provided copies of any responses by the review agencies.

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The informatic required to be shown as part of the preliminary plat submittal is extensive and includes, for example, existing and proposed rights-of-way and easements within the subdivision; adjacent street dedications and lot lines; size of each lot, location and description of proposed and existing utilities and lot and tract dimensions.

City Code Title 13, Engineering Design Standards and Specifications

A subdivision plat has typically completed a site plan review which includes zoning code and engineering standards compliance findings. Engineering related standards including utility easements, stormwater management, and landscaping in the parkway (right-of-way), have been reviewed and approved by staff. The preliminary plat further defines rights-of-way that will ultimately be dedicated to the City for ownership and maintenance when the final plat is recorded.

RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Preliminary Block Plat for Canyon del Rio to the City Council with a recommendation for approval with the following conditions:

1. The final plats for each phase shall be in substantial conformance with the preliminary plat including the phasing plan and map (sheets PH01 and PH02) of the preliminary Block Plat of Canyon del Rio. Each phase and parcel of the Canyon del Rio plat must meet all requirements independently.
2. Dedication of Tracts B and C and easements for attracts A, D, E, F, G and H are provided with the final block plat for Canyon del Rio.
3. Internal vehicle and pedestrian connections between blocks must be provided to the greatest extent feasible with special attention to connections from each block to the designated open space/civic space areas as well as adjacent activity centers.
4. Permanent public pedestrian easements on all trails within the Canyon del Rio Subdivision(s) must be granted and shown on all final plats of the parcels.

ATTACHMENTS:

- Application
- IDS approval comments of 2/6/2019
- Preliminary Block Plat Narrative
- Preliminary Block Plat (23 sheets, 24"x36")
- Preliminary Natural Resource Protection Plan