

**PLANNING & DEVELOPMENT SERVICES REPORT  
PRELIMINARY PLAT**

**PZ-18-00105-03**

**DATE:** June 4, 2019  
**MEETING DATE:** June 12, 2019  
**REPORT BY:** Elaine Averitt, AICP

**REQUEST:**

A request by Brookfield Communities, Inc. for Preliminary Plat approval for Woodshire on Butler Condominiums, a 50-unit residential condominium subdivision. The 4.06-acre site is located at 2989 E. Butler Avenue and 3001 E. Butler Avenue in the HC, Highway Commercial Zone and HR, High Density Residential Zone, and has a Resource Protection Overlay (RPO) zone. The applicant is requesting an associated approval of a Conditional Use Permit for a Planned Residential Development in the HC Zone.

**STAFF RECOMMENDATION:**

In accordance with the findings, staff recommends the Planning and Zoning Commission forward the preliminary plat to the City Council with a recommendation for approval.

**PRESENT LAND USE:**

The present land use is undeveloped and wooded property with some dirt roads crossing the site. A site plan for fifty (50) new apartment units was approved by the Inter-Division Staff on May 1, 2019. This is addressed further in the Staff Review section below.

**PROPOSED LAND USE:**

Woodshire on Butler Condominiums residential subdivision development, consisting of 50 detached condominium dwelling units located on 4.06-acres of developed land.

**NEIGHBORHOOD DEVELOPMENT:**

North: Vacant land; RR, Rural Residential Zone;  
South: Vacant land; ER, Estate Residential Zone;  
East: Vacant land; HR, High Density Residential Zone;  
West: Vacant land; HC, Highway Commercial Zone.

**REQUIRED FINDINGS:**

The Planning and Zoning Commission shall find the proposed preliminary plat meets the requirements of the 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 in the next sections of this report.

**STAFF REVIEW:**

**Introduction**

On May 1, 2019, the Inter-Division Staff approved a Site Plan for the proposed development of 50 new detached apartment buildings and associated parking, with the understanding that the apartment units would ultimately become individually owned through a condominium subdivision. Detached condominiums look like single-family homes but the dwellings are individually owned. The open space areas, driveways, and parking areas are jointly owned and jointly maintained by a community association. This preliminary plat application is the first step in approval of the condominium subdivision, which will be followed by civil engineering plan approvals and then final plat approval. Once the plat is complete, the buyer of a unit will receive a recordable deed to the individual unit purchased, including the right to sell, mortgage, etc., that unit and sharing in joint ownership of any common grounds, parking areas and access. A vicinity map is located on Sheet 1 of the Preliminary Plat.

**Flagstaff Regional Plan (FRP 2030)**

The current land use designation for the site is Future Urban requiring a minimum of eight (8) units per acre. The location is also within a Future Urban Activity Center. The proposal of 50 units on 4.06 acres results in an overall density of 12.3 units per acre and conforms to the Future Urban land use designation.

The dedication of right of way along Butler Avenue is in conformance with the Regional Plan because it meets the needs for future transportation improvements on Butler Avenue included in the Capital Improvements Project and the Regional Plan. The property that the City plans to sell to the developer along Harold Ranch Road is the remnant after accounting for the right-of-way needed for that transportation improvement.

**FLAGSTAFF ZONING CODE, SUBDIVISION CODE, ENGINEERING STANDARDS FINDINGS**

**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 HC, Highway Commercial Zone on APN 106-04-007B (0.75 acres) and HR, High Density Residential Zone on APN 106-04-006C (3.31 acres), and has a Resource Protection Overlay (RPO) zone on both parcels. The HR zone requires a minimum density of 10 dwelling units per acre (DU/AC) and a maximum of 22 DU/AC if subject to the Resource Protection Overlay. The proposed density for the HR zone is 12.1 dwelling units per acre (40 units divided by 3.31 acres), which complies with the density standard. The HC zone also utilizes the HR density standard as required for a Planned Residential Development (PRD). The proposed density for the HC zone is 13.3 dwelling units per acre (10 units divided by 0.75 acres). Maximum permitted lot coverage on the HR zone is 50%; the proposed coverage is 26.55%. Maximum permitted lot coverage on the HC parcel, using the T4N.2 standards is 80%; the proposed coverage is 29.19%. Lot coverage for the combined project is 27%. Site Plans are attached as part of this packet. Sheet PM01 describes the project data and compliance with PRD standards.

Both parcels are utilizing the Planned Residential Development option and the Bungalow Court building type. However, since the 3.31-acre HR parcel was rezoned from RR to HR in 2005 with an approved site plan, the HR parcel cannot use the T4N.2 setback standards. It is required to use setbacks for the HR zone which are: Front 10' for 2<sup>nd</sup> floor & below, 15' above 2<sup>nd</sup> floor; Side: 5'; Rear 15'. The proposed development on the HR parcel complies with these setbacks.

The required setbacks for the HC zone, per the applied T4N.2 standards are:

Front 5' min., 12' max; Side 3' min.; Rear 3' min. The proposed development on the HC parcel complies with these setbacks.

Maximum permitted height in the HR zone is 60 feet. In the HC zone (using T4N.2 and Bungalow Court standards) the maximum overall height allowed is 2 stories and 52 feet. The proposed maximum height of the condominium dwellings will be 25-7 ½" and all dwellings will be 2 stories.

### **Parking**

Parking area access is from a single driveway off of Butler Avenue. The minimum required parking for

### **Landscaping**

A landscaping plan was submitted and approved in conjunction with the site plan for the Woodshire on Butler residential development. Existing and new vegetation will be utilized to meet the requirements.

### **Natural Resources**

The subject property is located within a Resource Protection Overlay (RPO) Zone. Per City of Flagstaff zoning code Section 10-30.20.040 Affordable Housing Incentives, where forest resources on a site overlap with steep slope resources, the forest resources in the steep slope area may be counted toward the required amount of forest resources for the whole site.

The forest resources which must be retained on-site in the RPO zone may be reduced for affordable housing developments based on the percentage of affordable units provided and the category of affordable housing. The City of Flagstaff zoning code section 10-30.20.040 Affordable Housing Incentives allows a 20% reduction of on-site forest or slope resource protection standards. For this site, the 50% minimum forest resource requirement reduces to 40%. Lastly, the slope preservation requirement for the 3.31-acre parcel is 70%. However, since 100% of the steep slope area will be preserved, the excess slope area translates into 53 additional tree points.

On the 0.75-acre parcel, the forest resource preservation rate is 29.18%. Since this will be a combined project with one home owner association, staff looks at the resource protection numbers for the combined project. For the combined 4.06 acres, the forest resource preservation rate is currently 46.3% as submitted with the most current civil engineering plans. The CUP Resource Protection Plan states a slightly higher number (before civil plan adjustments) of 47.92%. Assuming a 46.3% protection rate, this is above the 40% minimum requirement and complies with the zoning code.

### **City Code Title 10, General Plans and Subdivisions Code**

Preliminary plats require submittal and staff review of traffic, preliminary stormwater, and water and/or sewer analyses. A summary of these analyses are provided later in 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.

The information 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.

Condominium subdivisions include additional information, including but not limited to, boundaries of the condominium; vertical and horizontal boundaries of each unit; and, location and dimensions of limited common elements, including porches, balconies, patios and entryways.

This application is a condominium plat, which takes a multi-unit complex, such as the subject property, and creates the ability for individually owned units. Typically, but not required, the units are defined as the air space within the walls of each structure. In this case, however, the units are defined as the air space within the three dimensional space as illustrated on Sheet PP01: A. Typical Lot Dimensions (23' x 30'), and B. Typical Building Elevation (25'-7 1/2"). The owners will own and be responsible for maintenance of the exterior of the units as well as the interior. Areas outside of the unit such as parking spaces can be set aside for the individual owners as "limited common elements." Shared areas such as the landscaped areas and sidewalks are considered "common elements." Tract "A" contains all areas outside of the units and is dedicated to the owner association as common element. Tract "A" specifically lists common area, open space, and forest resource protection. Tract "B" is designated specifically as slope resource protection.

Approval of a preliminary plat is valid for a period of two years from the date of City Council approval. Preliminary plat approval may, upon written request to the Planning Director, be extended for an additional year if there is no change in conditions within or adjoining the preliminary plat which could warrant a revision of the original plat. A preliminary plat may not be recorded and does not constitute approval to clear, grade, remove trees, or perform other construction activity until a final plat is recorded and a grading permit is issued.

**City Code Title 13, Engineering Design Standards and Specifications**

A condominium subdivision 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.

**SYSTEMS ANALYSIS:**

**Access and Traffic**

The subject property is located on the south side of Butler Avenue, a major arterial, just east of Herold Ranch Road. Access to the site will be provided by a single driveway on East Butler Avenue (Sheet PM01). In the future, the site will also have access via Herold Ranch Road. This will happen when the City of Flagstaff, through Proposition 419 funding, improves Butler Avenue and builds the roundabout at Herold Ranch Road. At that time, the temporary emergency access (gated except for emergencies) through city-owned property will be abandoned. See Sheet RI01, Proposed Full Buildout of E. Butler Avenue. For the interim condition, vehicular traffic will use the Butler Avenue driveway and internal driveways of the combined project for circulation and access to parking. For the combined project, the developer is required to widen Butler Avenue to provide a left turn lane at the site driveway. In the future, certain turning movements may be restricted. For the interim condition, Butler Avenue does not have sidewalks. When Butler Avenue is improved and the roundabout constructed, there will be parkways and sidewalks on both sides. Onsite there are pedestrian walkways from all bungalow units which are connected to pathways and/or the internal driveway throughout the development. No

bicycle lanes currently exist on Butler Avenue. With the future widening of Butler Avenue, bicycle lanes will be provided on both sides of the street. The dedication of right-of-way along Butler Avenue will be completed prior to issuance of construction permits.

### **Water and Wastewater**

The completion of Water & Sewer Impact Analysis was waived by the City of Flagstaff. The waiver is conditional upon this development entering into a development agreement with the City. The waiver letter recognizes that the developer has agreed to participate in offsite water improvements required to provide a secondary water source in order to meet City Engineering standards for public waterlines. The development's portion of this cost is calculated to be \$35,606.20 for the combined project. Water and sewer lines are shown on Sheet PM01 of the preliminary plat. Sewer will be provided by 6" sewer services that will discharge to the 8" PVC sewer main located near the entrance of the site that connects to the existing 8" clay sewer main in E. Butler Avenue. Water service will be provided by 1.5" domestic water service lines that will connect to the proposed 8" water main loop. The water main loop will connect to the existing 24" ductile iron water main in E. Butler Avenue. No new utility infrastructure is required for this development. A Home Owner's Association will be required to be established in perpetuity. The HOA will be responsible for water and sewer billing.

### **Stormwater**

As part of the site plan application a preliminary drainage report was reviewed and approved by Stormwater to analyze the potential for damage to adjacent properties and downstream drainage capacity. The site will be designed to provide positive drainage away from the proposed buildings and will not adversely affect the drainage characteristics of the adjacent offsite properties. The project site currently drains to the north toward E. Butler Avenue, and ultimately discharges to Switzer Canyon Wash. The proposed drainage path will mimic the existing conditions. The existing site is undeveloped. With the proposed improvements, approximately 81,735 square feet of impervious area will be added. The site will require both detention and LID to mitigate post-developed peak flow rates, as well as the increase in runoff volume. A 14,805 cubic foot underground chamber system is proposed to be located underneath the western parking lot. A 747 cubic foot extended detention basin is proposed to be located in the center parking island. A 2,891 cubic foot underground chamber system is proposed to be located underneath the eastern parking lot. The site will be designed to alleviate some of the detention/LID volume and allow some volume to be accounted for within the landscape areas in the parking lot.

### **RECOMMENDATION:**

In accordance with the findings, staff recommends the Planning and Zoning Commission forward the Preliminary Plat to the City Council with a recommendation for approval.

### **ATTACHMENTS:**

- Application
- Applicant's response to IDS Conditions of Approval
- Preliminary Plat (9 sheets, 24x36")
- Floor Plans, Exterior Elevations, Landscape Plan (attached to the concurrent CUP Application)