

**PLANNING & DEVELOPMENT SERVICES REPORT
PRELIMINARY PLAT**

PZ-16-00239-03

DATE: February 6, 2018
MEETING DATE: February 14, 2018
REPORT BY: Tiffany Antol, AICP

REQUEST:

A request for Preliminary Plat approval for Mill Town Mixed Use into two lots, two tracts and right-of-way, located at 1801 Milton Road within the Rural Residential (RR) and Public Facility (PF) zones. This application is submitted in conjunction with a Zoning Map Amendment to rezone the property to the Highway Commercial (HC) zone.

STAFF RECOMMENDATION:

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

PRESENT LAND USE:

The property subject to this request is comprised of two existing parcels of land, in addition to a remnant piece of right-of-way after the realignment of University Avenue/Drive. The existing parcels include a 9.58-acre site owned by the City of Flagstaff that has four vacant buildings including a single-family residence, a modular home, barn, and garage. The other parcel is an 8.13-acre site owned by the Arizona Department of Transportation (ADOT) which includes several structures related to the ADOT Motor Vehicles Department and Roadway Maintenance Operations.

PROPOSED LAND USE:

Subdivision of 18.11-acres of land into two lots, two tracts and the right-of-way for the Beulah Boulevard extension and the University Avenue realignment. Proposed development for the two lots consists of a horizontal and vertical mixed-use project consisting of 48,400 square feet of commercial space with a 340-dwelling unit, 1,221-bed Rooming and Boarding facility.

NEIGHBORHOOD DEVELOPMENT:

North: Burger King and Montessori Schools of Flagstaff Westside Campus; Highway Commercial (HC) Zone
East: Greentree Village Shopping Center; Highway Commercial (HC) Zone
South: Baymont Inn & Suites; Highway Commercial (HC) Zone
West: Woodlands Village Apartments; High Density Residential (HR) 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.

STAFF REVIEW:

Introduction

The applicant, Vintage Partners, is requesting rezoning approval to permit a mixed-use development consisting of 48,400 square feet of commercial development in conjunction with a 340-unit, 1,221 bed Rooming and Boarding Facility, referred to

as “Mill Town”. The proposed Preliminary Plat will divide the two existing parcels and a portion of the existing University Avenue right-of-way into two lots, two tracts, and the right-of-way required for the extension of Beulah Boulevard and the re-alignment of University Avenue. Lot 1 is the largest parcel at approximately 10.10 acres. This lot is fronted on three sides by Milton Road to the east, University Avenue to the north, and Beulah Boulevard to the west. Lot 2 is approximately 0.63 acres and is located northwest of the Beulah/ University/Yale intersection. Tract A located west of Beulah and south of University is approximately 1.80-acres set aside as open space and resource protection area. Tract B is approximately 0.15 acres located between Yale Street and the adjacent charter school to provide for detention and Low Impact Development (LID) and to preserve additional tree resources. All lots and tracts are proposed to be rezoned to the Highway Commercial (HC) zoning district subject to development consistent with the approved plans.

Flagstaff Regional Plan 2030

The 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 Neighborhood Suburban Activity Center that is currently being considered for a Regional Plan amendment in conjunction with the adoption of the High Occupancy Housing Plan to be a Regional Suburban Activity Center.

Neighborhood Suburban Activity Centers are mixed-use centers at intersections of circulation corridors and access roads with access to surrounding neighborhoods providing local goods and services and public spaces accessible to transit and the Flagstaff Urban Trail System (FUTS). Suburban activity centers call for a density range of greater than six units per acre for mixed-use projects. The mix of uses within the commercial core should include services, offices, retail, restaurant, residential mixed-use and public spaces. Neighborhood commercial is intended for all commercial retail and service uses that meet consumer demands for frequently needed goods and services, with an emphasis on serving the surrounding residential neighborhoods. These areas are typically anchored by a grocery store, with supporting retail and service establishments. Transportation features of a Suburban Activity Center include easy-to-access parking available via shared lots, shared parking structures, lots and on-street parking with pedestrian paths through and around parking areas. Transit stops should be available. Suburban block sizes may be larger than urban areas but must have highly connected bike and pedestrian infrastructure across the block and not solely around the block edges.

ZONING REQUIREMENTS

If this Direct to Ordinance Zoning Map Amendment request is approved, approximately 18.11 acres will be rezoned to the Highway Commercial zone with the Resource Protection Overlay (RPO) zone. Development of the site will be conditioned to the approved site plan. Any substantial change 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 space and civic space areas and calculations; parking areas and calculations; landscaping and screening; architectural renderings; colors and material specifications; 3D views of the proposed development; and, exterior lighting details.

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 mixed-use development, open space and civic space areas on site. The largest building on the site is set back approximately 200 feet from the Milton Road corridor in order to maintain the sweeping views of the San Francisco Mountains when entering Flagstaff from the south. The mixed-use building and road layout are designed to work with the existing topography. Open/civic spaces have been provided for

public access as well as private open space areas for the residents of the development. These areas also provide buffers from existing multi-family developments to the west of the subject property. The surrounding land use context includes a variety of uses and structures including single-story restaurants and retail stores, multi-story hotels, and multi-story apartments.

Landscaping

Landscaping plans are not required in conjunction with a Direct to Ordinance Zoning Map Amendment. The applicant did provide a detailed landscaping plan that meets the requirements of parking lot landscaping, street buffer landscaping, public right-of-way landscaping, open space landscaping, and landscape screening standards found within Section 10-50.60 of the Zoning Code (Page 50.60-1). The landscaping design for this project includes a combination of urban and suburban landscaping to develop specific character areas within the development. A final landscape plan will be reviewed at the time of civil plan submittal.

Natural Resources

In accordance with Section 10-50.90.020.A of the Zoning Code (Page 50.90-2), the Subject Property will be located within the established Resource Protection Overlay (RPO) zone. Section 10-50.90.030.B of the Zoning Code (Page 50.90-3) outlines the priority for resource protection as floodplains, steep slopes, forest, and other. There is no floodplain located on-site. Table 10-50.90.050.A of the Zoning Code (Page 50.90-5) establishes a minimum slope protection threshold of 70% for slopes that range between 17% and 24.99% as part mixed-use developments, and 80% for slopes between 25% and 34.99%. A Preliminary Resource Protection Plan, a copy of which is attached to the Preliminary Plat report, was prepared by the Developer and identified 100% of the steep slopes outside of the new right-of-way as being preserved. Table 10-50.90.060.A of the Zoning Code (Page 50.90-7) establishes a minimum forest resource protection threshold of 30% for development within a commercial zone. The Preliminary Resource Protection Plan identifies a total of 1,273 existing forest resource points on-site (after 5% allowed reduction for the provision of civic space). Using the above-referenced forest resource protection threshold, a minimum of 318 forest resource points must be preserved. As proposed, the development is preserving 407.5 points (32%) of the existing forest resources. Final compliance with resource protection standards will be ensured as part of the Civil Plan submission and will include measures for resource protection during construction.

Parks and Open Space

This subdivision includes approximately 1.8 acres of public open space in a separate tract. This tract allows for the preservation of mature trees and steeply sloped areas while providing a buffer between residential uses. The Zoning Code identifies specific open space requirements for mixed-use developments. Open space for all other types of development is achieved through compliance with lot coverage and landscaping requirements. However, Section 10-40.30.040.B (footnote 6) of the Zoning Code (Page 40.30-16) requires mixed-use developments to include a minimum of 15% of the gross lot area as open space. Using these parameters, the 10.10-acre site is required to maintain at least 1.51 acres of open space. The proposed development maintains 3.39 acres of open space, which is 33% of the lot area. Section 10-30.60.060.B.1.b of the Zoning Code (Page 30.60-11) requires residential developments with 50 or more dwelling units to provide a minimum of 5% of the site as civic spaces. Using this parameter, 0.51 acres of the 10.10-acre site must be civic space. A total of 1.73 acres of civic space is provided on this site. The streetscape that surrounds the retail component of this development provides extended sidewalks for urban design features that support public civic space and allow for outdoor seating. Based on the amount of open space preserved and amenities provided on-site, staff believes that the intent of creating on-site civic space, which is to ensure quality space that reinforces the highly valued existing character of Flagstaff's neighborhoods and natural environment, has been met.

SYSTEMS ANALYSIS:

Access and Traffic

The Mill Town Transportation Impact Analysis (TIA) included 19 existing and proposed intersections and driveways, extending along Milton Road from Forest Meadows Street to Butler Avenue, along Yale Street and Beulah Boulevard from Forest Meadows Street to Plaza Way, and along University Avenue/University Drive from Woodlands Village Boulevard to the Target driveway east of Milton Road. Ten of the intersections/driveways are along City roadways, eight are ADOT locations, and one, the Target driveway, is under NAU's jurisdiction. The TIA was done to meet both the City's and ADOT requirements. The analysis considered opening year, assumed to be 2018, and five years after opening, 2023. Since the Mill Town project includes the City's capital street project, realignment of University Avenue and construction of Beulah Boulevard south of University Avenue, staff also considered a 20-year horizon for the new streets. Detailed information in regards to this impact analysis can be found in the Direct to Ordinance Zoning Map Amendment report.

Vehicular access to the lots within the subject site will be from all four adjacent roadways: Milton Road, University Avenue, Beulah Boulevard and Yale Street. The commercial portion of Mill Town will have right-in/right-out access only from Milton Road and a full movement access from the realigned University Avenue/Drive. These two access points allow visitors to park in the surface parking lot or within a separated portion of the parking garage. The Rooming and Boarding Facility will have a full movement access from the extension of Beulah Boulevard into the residential parking garage.

Pedestrian and Bicycle Facilities

Mill Town includes enhanced pedestrian and bicycle facilities to connect with the NAU campus. The most prominent of these is an underpass on the north leg of Milton Road to completely separate pedestrians and bicyclists from Milton Road traffic. FUTS shared use pathways are designated along the north side of University Avenue/Drive and the west side of Beulah Boulevard. Therefore the project includes a ten-foot pathway along the north side of University from Beulah Boulevard to the existing NAU pathway that now ends at the east edge of the Target parcel, and a ten-foot pathway on the west side of Beulah Boulevard from University Avenue south to the existing pathway. An eight-foot wide sidewalk along the east side of Beulah Boulevard from University Avenue to Forest Meadows Street is also included. This will accommodate students walking from Mill Town to south campus via Beulah Boulevard and McConnell Drive. The project also provides a pedestrian connection through the site from the southwestern corner along the adjacent parcel into the commercial core of the mixed-use project. The sidewalk along Milton Road adjacent to Mill Town will also be eight feet wide. Both University Avenue and Beulah Boulevard will include on-street bike lanes within the project area. Due to its proximity to NAU, the Milton Road pedestrian and bicycle underpass, available transit service, and its mixed-use nature, Mill Town is expected to generate only about half of the vehicle trips that would be anticipated without all of these features.

Water and Wastewater

The Mill Town Mixed-Use Public Water and Sewer Impact Analysis was completed March 23, 2017 after the submittal of a concept plan application for the proposed project. The proposed development is located within the City of Flagstaff urban growth boundary and has the ability to be served by City water and sewer utilities. Currently there is no infrastructure in the ground on-site to support this development so all on-site sewer and water systems will have to be designed and built. It is the developer's responsibility to design, acquire adequate right-of-way, and construct all on-site and connecting water infrastructure in accordance with all applicable City, State, and Federal rules and regulations.

Water

All public water infrastructure exists in the right-of-way adjacent to this property. There is an 8" water main extended across the full property frontage within the existing alignment of Milton Road, and an 8" main within University Avenue. New infrastructure will be constructed as part of the transportation improvements. The existing 8" water main that

terminates on the north end of Beulah Boulevard will be extended to the north within the Beulah Boulevard extension to the new intersection with University Avenue. The water main will continue north and connect to an existing 8" water main in Yale Street. A new 8" water main will also be constructed within the University Avenue realignment and will connect an existing 8" water main in University Avenue to an existing 8" water main in Milton Road. The new 8" water mains will provide domestic water and fire service to the project. All appropriate looping and second source requirements will be satisfied. The property lies within the City of Flagstaff Zone "B" water pressure system limits, and appears to meet the minimum pressure requirements stated in the City of Flagstaff Engineering Standards.

Wastewater

To provide sewer services to the project, a new 12" sewer main will be constructed within the University Avenue realignment as part of the transportation improvements. It will connect an existing 8" sewer main in University Avenue west of Milton Road to an existing 12" sewer main behind Trail Crest Brewing Company on University Drive east of Milton Road.

Stormwater

The Mill Town project's overarching drainage concept is to provide peak flow stormwater discharge mitigation, total stormwater runoff volume mitigation, and improvement to the water quality of site discharges. Topography of the project site splits the drainage into two watersheds, the Sinclair Wash and Clay Avenue Wash watersheds. Mitigation measures and stormwater quality improvement requirements are applied for each watershed. The Mill Town project has been further separated into on-site development and the transportation improvements. Mitigation measures and stormwater quality improvement requirements are applied to each of the two separate developments to maintain the same overarching drainage concept requirements.

Development of the Mill Town site will meet the mitigation and water quality requirements through the use of subsurface water storage systems consisting of both a detention and a retention storage capacity. Water quality improvements consisting of sediment capture components will be incorporated into the subsurface storage systems. Essentially, impervious surface areas of the site, will have runoff routed to landscaping areas and subsurface collection systems. The subsurface collection systems will collect surface flows not able to be stored within landscape areas and these flows will be routed through filters to capture sediment and other debris before entering the larger containment systems. Roof areas will connect to roof drains that discharge directly to the subsurface system. Discharge from the containment systems will be through low flow outlets designed to slow discharge of the retained volume for a 24-hour to 36 hour drain time.

Development of the City transportation improvements will include routing of impervious roadway surfaces to subsurface drainage systems that split the roadway project between the two watersheds. The proposed roadway surfaces within the Clay Avenue Wash watershed area of the project are located in areas with substantial existing impervious. Roadway in this area is designed to be a reduction in total impervious area, therefore, mitigation parameters for this portion of the roadway will be accomplished by the reduction in impervious area. Discharges from this area will flow by the subsurface conveyance system to the existing detention facility behind Target building. Existing discharges from this area of the site ultimately flow to the same location via a combination of subsurface and above ground conveyance. The proposed roadway surfaces within the Sinclair Wash watershed area of the project are in an area with little existing impervious surfaces and therefore are to be routed to mitigation and filtration facilities. The proposed subsurface conveyance system for this portion of roadway will discharge to an existing drainage channel and detention facility located on the west side of the development. A proposed expansion of the existing detention facility will incorporate an 'LID extended detention' facility in the lower portion of the basin which will essentially serve as volume mitigation and water quality feature through a soil filtration system with metered discharge designed to slow discharge of the retained volume for a 24 hour to 36 hour drain time.

RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Preliminary Plat for Mill Town Mixed Use to the City Council with a recommendation for approval with the following conditions:

1. The final plat shall include a 30-foot wide FUTS easement along the southern border of Tract A.

ATTACHMENTS:

- Application
- Preliminary Plat
- Preliminary Natural Resource Protection Plan