

**PLANNING AND DEVELOPMENT SERVICES REPORT**  
**DEVELOPMENT MASTER PLAN**

**PZ-20-00071-02**

**DATE:**

**November 30, 2020**

**MEETING DATE:**

**December 9, 2020**

**REPORT BY:**

**Tiffany Antol, AICP**

**REQUEST:**

A Development Master Plan application from Reich Brothers, LLC, to redevelop approximately 12.70 acres located at 1600 East Butler Avenue for a master-planned commercial shopping center on the south approximate 7.71 acres, and future industrial/business park on the north 4.99 acres.

**STAFF RECOMMENDATION:**

Development Master Plans are only required to be approved by the Planning & Zoning Commission when they are preceded by a subdivision plat or a zoning map amendment. At this time neither is proposed for this location. Staff and the applicant are looking for comments or concerns from the Planning and Zoning Commission prior to the submittal of a site plan and conditional use permit application for the proposed development.

**PRESENT LAND USE:**

The subject site contains a former tissue manufacturing facility, which closed in June 2017 and has since remained vacant. The site is located in the Light Industrial (LI) zone.

**PROPOSED LAND USE:**

The applicant proposes a commercial shopping center on the south approximate 7.71 acres adjacent to Butler Avenue, including an approximately 58,100 square-foot anchor building at the southeast corner of the site and an approximately 18,240 square-foot multi-tenant commercial/retail building at the southwest corner of the site. On the north 4.99 acres adjacent to the BNSF rail line and spur, the applicant proposes an approximately 50,000 square-foot industrial/business park. Also proposed are on-site parking and public civic and pedestrian-oriented spaces. The principle site entrance for the commercial buildings is proposed at the approximate mid-point of the Butler Avenue frontage, with second and third points of access at Babbitt Drive to the east and on Butler Avenue at the southwest corner of the site, respectively.

**NEIGHBORHOOD DEVELOPMENT:**

North: BNSF rail line.

East: City-owned and operated recycling facility in the Light Industrial (LI) zone.

South: Hardware store in the Light Industrial-Open (LI-Open) zone, and automotive repair shops, offices, and veterinary clinic, all in the Light Industrial (LI) zone.

West: GO AZ Motorcycles dealership in the Light Industrial (LI) zone.

**DEVELOPMENT MASTER PLAN (DMP)**

The purpose of a Development Master Plan (DMP) as set forth in Section 11-20.80.010 of the Zoning Code is to establish a comprehensive, preliminary master plan for the development of a large or complicated land area, which may be developed in progressive steps or as a planned development. An application for a DMP shall be submitted to the Planning Director and shall be reviewed and a recommendation prepared. The Director shall approve or disapprove the DMP pursuant to the provisions set forth in Section 11-20.80.010 of the Zoning Code. Following action by the Director, the DMP shall be submitted to the Planning and Zoning Commission for its review and approval. If the DMP is not approved by the Planning and Zoning Commission, the applicant may appeal to the City Council.

This DMP should establish the location and acreage of land use types (commercial, industrial); the general building location and size; the general circulation pattern, parking, and access; the general layout of water, sewer, and storm drainage; the general pedestrian and bicyclist circulation system concept; and the proposed phasing and anticipated time frame for such development. Final building footprints, sizes, and floor plans, uses and users/tenants, architecture, colors, and materials,

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hardscape and landscaping, lighting, civic space, amenities, building and monument signage, and other similar site improvements will be determined during Concept Plan Review and Site Plan Review.

**FINDINGS**

There are no required findings for a Development Master Plan.

**PROJECT INTRODUCTION/BACKGROUND:**

The applicant proposes to redevelop the site as two development units in three phases. The applicant proposes a master-planned commercial shopping center on the south approximate 7.71 acres adjacent to Butler Avenue, and an industrial/business park on the north 4.99 acres adjacent to the existing BNSF rail line and spur.

The applicant is proposing the south approximate 7.71 acres to accommodate a variety of commercial/retail, employment, restaurant, and/or services uses. Specifically, an approximately 58,100 square-foot anchor building is planned at the southeast corner of the site. This building is intended to accommodate Kohl's, which intends on relocating from its current location at 500 W. Forest Meadows Street. A freestanding approximately 18,240 square-foot multi-tenant building is planned at the southwest corner of the site capable of supporting commercial/retail, restaurant, and/or service uses. Both the anchor and multi-tenant buildings are positioned along the Butler Avenue frontage. The southernmost suite within the multi-tenant building can accommodate a restaurant or coffee shop with outdoor dining. Associated site improvements, such as landscaping, parking, lighting, and infrastructure will also be provided. Additionally, redevelopment of the south 7.71 acres will include the removal of the BNSF rail spur near the southeast corner of the site.

The applicant is proposing to maintain the north approximate 4.99 acres for a variety of light industrial and/or business park uses, which can have access to the BNSF rail line and spur along the north property line. A backwards "L" shaped approximately 19,200 square-foot building is planned at the northwest corner of the Property. An "L" shaped approximately 30,000 square-foot building is planned at the northeast corner of the Property. Both buildings are oriented around a motor court in order to screen truck maneuvering, loading doors and/or bays, etc., from the planned commercial/retail, employment, restaurant, and/or service uses to the south. Building entrances are oriented toward a centrally located surface parking lot between the two buildings, which will include landscaping and lighting. Associated site improvements, such as landscaping, parking, lighting, and infrastructure, will also be provided. The site plan also includes an east-west pedestrian-oriented public civic space and landscape buffer between the two development units to serve as a land use transition between the development units.

**FLAGSTAFF REGIONAL PLAN**

The subject site is located partially within and is affiliated with a Future Regional Scale Suburban Activity Center (S19) within the Existing Employment Area Type.

**CITY OF FLAGSTAFF ZONING CODE**

***Allowed Uses (Table 10-40.30.050.B)***

In order to accommodate general commercial and restaurant/café uses as proposed within the south approximate 7.71 acres of the site, the applicant must obtain a Conditional Use Permit. These commercial uses are permitted in the Light Industrial zone subject to obtaining a Conditional Use Permit in accordance with Section 10-40.30.050.B of the Zoning Code (page 10-4.30-21).

***Building Form and Property Development Standards (Table 10-40.30.050.C)***

Buildings within the Light Industrial (LI) zone are required to meet a 25-foot front setback except when the property fronts an arterial or collector level roadway, in which case, a 15-foot minimum setback is required. The proposed buildings meet the required front setback requirements. The closest building edge is 25 feet from the front property

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line. Maximum building height for the LI zone is 60 feet. Staff has not yet reviewed elevations for the proposed buildings, but the application indicates single-story buildings which should meet the maximum building height allowance for the zone. There are no lot coverage standards for the LI zone, but there is a maximum Gross Floor Area Ratio (GFAR) of 1.50. The proposed GFAR for the entire site is .23.

***Site Planning Standards***

In accordance with Section 10-30.60.030 of the Zoning Code, a site analysis is included, a copy of which is attached, that considers the topography of the site, solar orientation, existing/native vegetation types and relative quality, view corridors, climate, subsurface conditions, drainage swales and stream corridor, and the building environment and land use context. Implementation of the findings of the site analysis will be ensured during the review of a more detailed site plan submittal.

***Civic Space Standards***

In accordance with Section 10-30.60.090.B.1.a of the Zoning Code, nonresidential developments larger than 20,000 square feet in gross floor area are required to provide a minimum of five percent of the Development Site Area as outdoor pedestrian amenity space that serves as a transition space between a parking area and the entrances to a building. The total Development Site Area is 12.70 acres which requires a minimum of 27,669 square feet of civic space. The DMP identifies the minimum civic space required and includes two landscaped pathways that extend from the Butler Avenue sidewalk to the entrances of the anchor and multi-tenant buildings, as well as pedestrian-oriented and public civic spaces located at the fronts of both buildings. The civic spaces will include enhanced hardscape, landscaping, pedestrian scale lighting, and/or streetscape furnishings, such as benches, shade overhangs, or bicycle parking.

***Parking Standards, Parking Lots, Driveways, and Service Areas***

Building entrances are oriented toward a centrally located surface parking lot between the anchor and multi-tenant buildings. The surface parking lot is setback from Butler Avenue behind the front façade of the buildings and planned to include decorative screen walls, along with a civic space area and landscape buffer. A pedestrian pathway extending through the central parking field will be raised (except within drive aisles) and include landscape zones on each side.

Primary access to the site will be provided via a new driveway located at the approximate mid-point of the Butler Avenue frontage. A new, second point of access is planned at Babbitt Drive to the east, which is currently used by the City recycling facility. The applicant anticipates that this new point of access will be improved from one northbound thru lane, one southbound left turn lane, and one southbound thru lane to a signalized one northbound thru lane, two southbound left turn lanes, and one southbound thru lane. The dual southbound left turn lanes are anticipated to provide 100 feet of queueing each. Most vehicles accessing the commercial portion of the project will likely use one of these two driveways on Butler Avenue. A third point of access off of Butler Avenue is provided via an existing driveway at the southwest corner of the Property. The location of all three access points is still conceptual in nature and final approval is dependent upon the approval of a Traffic Impact Analysis for the site and proposed development. One of the proposed access points (Babbitt Drive) will require an additional easement from the City of Flagstaff prior to final approval.

The DMP shows a total of 405 vehicle parking spaces, 22 bicycle parking spaces, and 4 vehicle spaces stubbed for EV charging for the entire development when all phases are constructed. Phases One and Two will require a total of 305 spaces based on the requirements for Shopping Centers with a Restaurant (1 space per 250 square feet of gross floor area). The Zoning Code allows a development to exceed the minimum parking by 5% without the use of structured parking. This site plan includes the additional 5% as permitted by code. Phase Three which is the industrial park portion of the development will have a total of 85 parking spaces (1 space per 600 square feet of gross floor area).

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**PHASING**

The applicant intends for the site to be redeveloped in approximately three phases. It is anticipated that Phase One of the development will include the anchor building together with the necessary on- and off-site work (landscaping, parking, infrastructure, etc.) and the portions of the civic space located south of the anchor building and its associated parking. Phase Two of the development consists of the multi-tenant building together with the necessary on- and off-site work (landscaping, parking, infrastructure, etc.). It is possible that Phase One or Phase Two be developed together. The 4.99 acres being maintained for future industrial and/or business park uses are intended to be developed as part of Phase Three of the development, or in an earlier phase as market conditions warrant. The footprints, orientation, square footage, etc., for the buildings shown on the site and phasing plans are preliminary and conceptual and may be modified at the time of the Concept and Site Plan Review. Specific plans and construction documents for each phase will be processed for City review and approval to ensure proper and orderly development.

**NEXT STEPS**

The Site Plan and Conditional Permit review will include an analysis of compatibility, architectural design standards, and landscaping, as well as the public systems impact analysis. Water Services has already waived the requirement for a water/sewer impact analysis.

Only a concept plan has been reviewed for Phase I and Phase II of the development as shown on the Development Master Plan. A Site Plan review will need to be submitted next. Once the Site Plan application has been reviewed and approved, a Conditional Use Permit application can be processed for the site including a hearing with the Planning & Zoning Commission.

**RECOMMENDATION**

As stated previously no formal approval is required for this application. The applicant is looking for general feedback on their project before proceeding to the required site plan and conditional use permit applications.