

PLANNING AND DEVELOPMENT SERVICES REPORT
CONDITIONAL USE PERMIT

PUBLIC HEARING
PZ-19-00022-05

DATE: **August 5, 2021**
MEETING DATE: **August 25, 2021**
REPORT BY: **Patrick St. Clair**

REQUEST:

A Conditional Use Permit request from Apricus Health to use approximately 17,000 square feet of a forthcoming 44,702 square foot medical office building located at 1895 N Jasper Drive for a Hospital use. The parcel, APN 101-46-012B, is zoned Research and Development (RD) and is located within the McMillan Mesa Village Specific Plan development area "F".

STAFF RECOMMENDATION:

In accordance with the findings presented in this report, staff recommends approval of PZ-19-00022-05 with conditions.

PRESENT LAND USE:

Currently the parcel is being developed for the construction of a medical office building approved by right through Site Plan approval PZ-19-00022-02 on April 16, 2021. The development has approved civil drawings and building permit drawings.

PROPOSED LAND USE:

The applicant proposes to occupy approximately 17,000 square feet of a medical office building to accommodate a Hospital use. The hospital will include 6-8 emergency rooms and provide 8-10 recovery rooms.

NEIGHBORHOOD DEVELOPMENT:

North: Undeveloped (RD zone) parcel; Forest Avenue
East: 1840 Jasper Dr – Cedar Medical Collaborative medical offices (RD zone), 1851 N Gemini – Rehabilitation Hospital of Norther Arizona (RD zone)
South: Highgate Senior Living facility (CC zone)
West: Open space reserved for resource protection within the McMillan Mesa Village Specific Plan (RD zone)

I. Project Introduction

A. Background/Introduction

City Staff approved a Site Plan Application for a 44,702 square foot, single-story, medical office building on April 16, 2021. Table 10-40.30.050.B of the Flagstaff Zoning Code, *Industrial Zones - Allowed Uses*, identifies "Office" as a permitted land use in the Research and Development (RD) Zone. On August 4, 2021, staff approved a Minor Modification to Development Approval which revised the approved Site Plan to include minor changes necessary for the proposed Hospital use. The Hospital use requires the addition of an ambulance drop-off area and a service drive on the north façade of the building. Hospital is a permitted land use in the RD Zone subject to the approval of a Conditional Use Permit (CUP). The approved Site Plan application, drawings, and conditions of approval are attached to this report.

The proposed medical office building is oriented to face N Jasper Drive providing views to Mt. Elden and the San

Francisco Peaks to the west and north. The building entrances are oriented on the east, north and south of the building, including the proposed hospital entry, with the parking areas located behind or to the side of the building. Associated site improvements, such as landscaping, pedestrian and bicycle circulation routes, parking, outdoor lighting, and infrastructure are provided for the hospital as part of the development of the medical office building.

II. Required Findings

The Planning Commission may approve the Conditional Use Permit only after making the following three findings:

A. Finding #1:

The conditional use is consistent with the objectives of the Zoning Code and the purpose of the Zone in which the site is located.

Per the Flagstaff Zoning Code: “The Research and Development (RD) zone applies to areas of the City appropriate for the development of a mix of professional and administrative facilities, research and testing institutions, light manufacturing uses, green technology facilities, and offices. The uses are grouped in a campus or park-like setting in keeping with the natural scenic beauty of the City. This zone is intended to promote the provision of ample off-street parking, loading areas, and landscape buffers to protect residential and commercial zones from incompatible land uses. In addition, this zone accommodates residential uses as a secondary use to allow for more housing options.”

The Property is located within Planning Area F of the McMillan Mesa Specific Plan, which provides for similar goals and objectives for this Property as the RD zoning district. According to the McMillan Mesa Specific Plan, Planning Area F is intended to include “high technology research and development, corporate office and light manufacturing businesses located in a landscaped campus or park-like setting.”

The RD Zone allows Medical Offices and allows Hospital uses with the granting of a CUP. The purpose of a CUP is to provide a process for reviewing uses and activities that are permitted in an applicable zone, but that require more discretionary review and the possible imposition of conditions to mitigate the effects of the proposed use. Staff believes the greatest impact the Hospital use would have on the surrounding neighborhood is the proposed ambulance traffic. The applicant has stated that virtually all ambulance traffic associated with the Facility will be ambulance discharges from the Facility to another hospital. Of these discharges, most will be ordinary medical transports (with no ambulance lights or sirens), rather than trauma-level transports. Emergency transports are anticipated to occur infrequently—likely once or twice a month. Staff recommends the condition that, unless warranted by traffic or other safety issues, ambulance sirens for the Hospital use will not be activated until the intersections of Gemini Road and Forest Avenue.

B. Finding #2

That granting the conditional use will not be detrimental to the public health, safety, or welfare.

If the proposed project is developed in accordance with City codes, standards, and requirements, the project should not be detrimental to the public health, safety, or welfare.

C. Finding #3

The characteristics of the conditional use as proposed, and as it may be conditioned, are reasonably compatible with the types of uses permitted in the surrounding area. The Conditional Use Permit shall be issued only when the Planning Commission finds that the Applicant has considered and adequately addressed the following to ensure that the proposed use will be compatible with the surrounding area (Flagstaff Zoning Code Section 10-

20.40.050.E.3):

- *Access, traffic, and pedestrian, bicycle, and vehicular circulation;*
- *Adequacy of site and open space provisions, including resource protection standards, where applicable;*
- *Noise, light, visual, and other pollutants;*
- *Proposed style and siting of structure(s), and relationship to the surrounding neighborhood;*
- *Landscaping and screening provisions, including additional landscaping in excess of otherwise applicable minimum requirements;*
- *Impact on public utilities;*
- *Signage and outdoor lighting;*
- *Dedication and development of streets adjoining the property; and*
- *Impacts on historical, prehistoric, or natural resources.*

1. Access and Traffic; Pedestrian, Bicycle, and Vehicular Circulation

A Traffic Impact Analysis (TIA) was not required for the medical office building or the proposed Hospital use. These uses are not anticipated to generate more traffic than was anticipated by the original TIA prepared for the McMillan Mesa Village rezoning and Specific Plan. Access to the Facility will be provided via two new ingress/egress driveways that will be constructed along N Jasper Drive and separated by approximately 265 feet for appropriate spacing. Both entries will be connected by an internal driveway that circulates around the building to provide a convenient and continuous circulation route to/from the Facility. The Project's access and drive locations also have well defined ingress and egress locations and a clear and safe on-site vehicular circulation pattern.

The Project provides connections to the existing pedestrian and bicycle network within McMillan Mesa. Specifically, along the Property's Forest Avenue frontage to the north/northwest is the existing Cedar Trail, part of the City's Flagstaff Urban Trails System (FUTS). The Project has been designed in recognition of its unique location next to the FUTS. The Project includes new concrete sidewalks that will provide a direct pedestrian linkage and bicycle connectivity between the Property, Cedar Trail, and N Jasper Drive. In addition, a significant portion of the Project's civic space is located in the northwest portion of the Property next to Forest Avenue to further link and establish pedestrian and bicycle connections to Cedar Trail. The Project development also includes new sidewalk and parkway along N Jasper Dr. The proposed ambulance circulation does not conflict with the on-site pedestrian and bicycle access.

The required parking for the proposed facility has been calculated using the medical office parking standards which requires 1 parking space per employee plus 5 parking spaces per doctor. Based on these requirements a total of 175 spaces are required. For each 25 vehicular spaces required, the Zoning Code allows for the substitution of one standard space with a motorcycle space. No additional parking reductions are utilized. The approved site plan shows 169 vehicle spaces and 6 motorcycle parking spaces. Of the 169 vehicle parking spaces, 7 accessible parking spaces are provided, complying with parking requirements. A minimum of three EV-ready parking spaces are required as part of the total vehicle spaces and those final locations will be reviewed and approved as part of the building permit review for tenant improvements within the building. The project is providing 12 bicycle parking spaces, which at 7% of the required off-street parking spaces is greater than the 5% required by the Zoning Code.

2. Adequacy of Site/Open Space/Resource Provisions

The site plan shows the proposed building complying with all the required development standards of the RD Zone and the McMillan Mesa Village Specific Plan including setbacks, building height, lot coverage, and

Floor Area Ratio (FAR). The lot coverage is 22%, less than the maximum 25% permitted in the zone. The FAR is 0.22, less than the maximum 0.50 allowed.

The approved Site Plan for the development shows that the proposal exceeds the minimum requirements for Civic Space. For developments with over 20,000 square feet, civic space is required to be provided at a rate of 5% of the gross development site. A total of 10,150 square feet is required and the Site Plan shows 19,067 square feet of civic space dispersed in three areas. These spaces include pathways and seating areas to link pedestrian and bicycle movement between N Jasper Drive and Forest Avenue through the site.

The subject property is in the Resource Protection Overlay and resource protection for the parcel was achieved with compliance to the resource protection standards included in the McMillan Mesa Village Specific Plan.

3. Noise, Light, Visual, and Other Pollutants

The proposed hospital use will not have a detrimental impact in terms of noise, light, visual or other pollutants in the area. It is anticipated that almost all ambulance traffic associated with the facility will be as discharges to other hospital facilities as medical, not trauma-level discharges. Regardless, no ambulance lights or sirens will be associated with these discharges, day, or night. Occasional emergency transports may occur, but with less frequency than other uses surrounding the site. Staff recommends a condition that, unless warranted by traffic or other safety issues, ambulance sirens for the Hospital use will not be activated until the intersections of Gemini Road and Forest Avenue.

The hospital use will require an on-site generator for emergency situations. Staff is working with the applicant to determine final generator location for the hospital.

All exterior lighting will be required to comply with the City of Flagstaff's strict outdoor lighting requirements which supports and maintains our designation as an International Dark Sky City. In accordance with Section 10-50.70.040.B of the Zoning Code (Page 50.70-4), this development is located within Lighting Zone 2. In accordance with Table 10-50.70.050.A of the Zoning Code (Page 50.70-6), the maximum total lumens within Zone 2 is 50,000 lumens per acre. Lighting compliance has been ensured during the building permit review process. The medical office building project has an approved Outdoor Lighting Plan and any modifications or additions to the outdoor lighting will be reviewed by staff.

4. Style and Siting of Structure(s) and Relationship to Surrounding Neighborhood

The project has been designed in accordance with the Site Planning Design Standards as identified in the Zoning Code. The building mass is oriented along N Jasper Drive and sets parking to the side or behind the structure. Sited to maximize views of the mountains to the north and northwest of the building, the site plan establishes clear on-site pedestrian, bicycle, and vehicular circulation routes across the site and around the building. The pedestrian and bicycle routes connect on-site civic spaces with FUTS and off-site sidewalks. Parking areas beside the building along N Jasper Dr will be screened from the ROW with compliant vegetation.

Architecturally, the project complies with the architectural design standards of the zoning code. The design uses primarily masonry and metal in earth tone finishes and incorporates various parapet heights and sloped roofs common to Flagstaff design traditions.

The surrounding neighborhood consists of Guardian Medical Transport and the Rehabilitation Hospital of

Northern Arizona to the east, both of which are two-stories. Highgate, a Congregate Care Facility located to the south, is a three-story structure. Currently under construction to the southeast, is a one-story medical office building.

5. Landscaping and Screening

The site will be landscaped in accordance with the requirements of the Zoning Code, per the design shown in the attached landscaping plan. The development utilizes a 5% reduction in landscaping which is permitted when public space is provided on-site.

6. Impact on Public Utilities

The proposed development has no additional impacts to City utilities that were not previously accounted for in the master planning and development of McMillan Mesa. The proposed Hospital use has similar demands on existing public utilities than the medical office development. No off-site improvements are required of the development.

7. Signage and Outdoor Lighting

The attached building elevations show areas for proposed building mounted signage. The project will require an approved permanent sign permit or approved comprehensive sign plan for the property.

As noted in section #3 above, the shell building project has already obtained an approved Outdoor Lighting Plan and any modifications or additions to outdoor lighting that may result from the hospital use will be reviewed as a resubmittal of the current existing outdoor lighting permit.

8. Dedication and Development of Streets

No dedication or development of public streets is required.

9. Impacts on Resources

This site is not currently listed on any state or federal historic registry, nor does the site have any other historical significance. As previously mentioned, the site is located within the Resource Protection Overlay zone.

This subject property is located within the Resource Protection Overlay. A natural resource protection plan for the McMillan Mesa Village Specific Plan clarified quantity and locations for resource protection for the entire specific plan area. A Cultural Resource Study for the site has been reviewed and approved by the Heritage Preservation Officer.

Conditions of approval will only be imposed if they are necessary to ensure the intent and purpose of the Zoning Code are met; to ensure compatible and complementary development of the property; and to ensure the provision of appropriate off-site improvements will be fulfilled.

III. Citizen Participation

The applicant held the required neighborhood meeting to discuss the proposed Conditional Use Permit application on June 28, 2021, using the Zoom platform. The applicant posted a sign on the property regarding the meeting and sent letters to 29 neighboring property owners and one Homeowners Association in addition to the City Registry of Interested Persons. Two members of the public attended the meeting. A summary of the meeting is attached to this report. The applicant requested to have the second meeting waived, which was approved by the Planning Director. To staff's knowledge, since that meeting neither the applicant nor staff have had contact from property owners in the area voicing any concerns over the proposal.

IV. Recommendation:

The Inter-Division Staff (IDS) team approved the Site Plan for this project on April 16, 2021 (conditions attached). Staff recommends that the request for the CUP be granted by the Planning and Zoning Commission with the requirements included in Conditional Use Permit No. PZ-21-00022-05 and as follows:

1. The development of the site shall substantially conform to the plans as presented with the Conditional Use Permit application, with the Site Plan (PZ-19-00022-02) as approved by the Inter-Division Staff on April 16, 2021, and with the Minor Modification to Development Approval as approved on August 4, 2021. Any additional modifications to the approved site plan shall require additional review by the IDS team.
2. Unless warranted by traffic or other safety issues, ambulance sirens for the Hospital use will not be activated until the intersections of Gemini Road and Forest Avenue.

V. Attachments:

The draft documents have been prepared in accordance with the staff recommendation and do not indicate the Commission's final decision. These documents will be updated after the public hearing on this case to reflect the Commission's decision.

- Vicinity Map
- Surrounding Uses Map
- Draft Conditional Use Permit No. PZ-19-00022-05
- Draft Notice of Decision
- Proposition 207 waiver
- Site Plan Approval letter
- Site Plan Conditions of Approval
- Approved Minor Modification to Development Approvals Application
- Site Plan Drawings
- CUP Application
- CUP Narrative
- Public Participation Plan
- Public Participation Report
- Public Hearing Newspaper Ad