

Descriptive Project Narrative – Conditional Use Permit Submittal

Project title: NAIPTA Downtown Connection Center

Date: 11/05/2021

Describe project/development request:

This application contains the City of Flagstaff (COF) Conditional Use Permit submittal requirements for the proposed Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA, also known as Mountain Line) Downtown Connection Center (DCC). The project site includes multiple parcels which are currently developed as the existing Mountain Line building, bus facility, and parking lots. As part of this proposed project, the existing building located at 216 W. Phoenix Avenue would be demolished and replaced with a new DCC facility to house Mountain Line staff, bus operator facilities, and patron amenities. Due to the location and timing of the US Army Corps of Engineering (USACE) Rio de Flag project (RDF), the development of this site is proposed in phases, described in this narrative. All of the parcels subject to this project (APN 10043003B, APN 10043001D, and APN 10044005A) are currently zoned CS- Commercial Service. The proposed use for this site is 'Passenger Transportation Facilities', a use allowed on CS-zoned parcels with a Conditional Use Permit (CUP). It is understood that per Table 10-40.30.040B of the COF zoning code that this project and proposed uses will require approval through the CUP process.

Plans submitted as part of this submittal depict a 'limit of work' line for the entire site, with planned implementation in phases. The master plan for the site is included in the limit of work. This master plan limit of work line encompasses the westernmost parcel (APN 10043003B) and the entirety of parcel APN 10043001D. The limit of work line also encompasses the majority of parcel APN 10044005A but does not include the northern area of the site (60' from the northern right of way line) and existing 24-car surface parking lot located off Beaver Street; it is anticipated that the existing parking lot is to remain and is not part of this submittal, and additional parking would be added in a future phase by the city, connecting to the existing 24-car lot on Beaver. Additionally, this plan depicts tying into the FUTS trail at the northwestern portion the parcel. The limit of work line extends to Phoenix Avenue as its southernmost edge. This submittal includes the master plan for all phases.

As depicted on Sheet 1, the proposed DCC project is split into three phases to be completed on different timelines, as summarized below:

- **Phase 1:** Phase 1 consists of the proposed DCC building, surrounding infrastructure and public spaces adjacent to the building, and is located on the westernmost parcel, APN 10043003B. It is anticipated the existing parking and transit operations would remain on parcel APN 10044005A. A temporary pedestrianway would be constructed as part of Phase 1 to connect to the existing parking area, generally located in the same location as the current pathway to the existing building. The underground storage for onsite drainage would also be accommodated with native seed area topping this area until Phase 2 would be constructed.
- **Phase 2:** area pending construction and phasing of the RDF project through this site. Phase 2 can be considered in two steps, as described below:
 - **Phase 2a:** bus bays and civic space pending final US Army Corps of Engineers (USACE) staging area determination
 - **Phase 2b:** surface parking on site constructed by the city. It is anticipated that this surface parking lot would be accessed through the existing 24 car lot on Beaver and generally be located north of the bus plaza to the BNSF parcel limit. See parking study for proposed management of parking spaces.
- **Phase 3:** a future parking structure and access to the parking structure via Beaver Street, to be completed by others, as well as modifications to the FUTS trail connection at the northwest portion of this site. This is shown conceptually only in this plan set and the design is not included as part of the Conditional Use Permit submittal.
- Additional work to improve the intersection of Phoenix Avenue and Milton Road as well as the portion of Phoenix Avenue between Milton Road and east of Mikes Pike may be completed as a separate process

contingent on timing of the traffic impact analysis with the City Traffic Engineering Department and the Arizona Department of Transportation. On street improvements will be made as soon as permitting by ADOT allows.

Phase 1

The Conditional Use Permit documents depict the proposed new DCC building and Mountain Line bus transit facility. Phase 1 includes the proposed DCC building (estimated not to exceed 48' in height) that will house Mountain Line employees, bus operator facilities, option for Amtrak/Greyhound desk/luggage storage, a police substation and additional office space for Metroplan as well as a separate suite anticipated to be used by human services agencies. The building is situated on parcel APN 10043003B with building facades on both Milton Road and Phoenix Avenue. Per COF standards for this parcel, there is a 10-foot required setback on the Milton side, which is accommodated inclusive of the plinth, and a 0-foot required setback on Phoenix. As depicted on the plan, these required setbacks are accommodated. An additional 10-foot landscape buffer between the proposed building and Milton will be provided as well as a 5-foot landscape buffer between the building and Phoenix on the southern side. Rear setbacks for this parcel are 0-feet.

The area surrounding the proposed DCC building is designed to complement the functions of both Mountain Line and other administrative uses located within the building, as well as accommodation for bus patrons. The primary building entrance is proposed to be located facing Phoenix Avenue, on one of the southern building faces. This entrance will be clearly visible from Phoenix Avenue and easily accessed from Milton Avenue through an inviting stairway oriented towards the Phoenix/Milton intersection, as well as from the bus plaza via a civic plaza space. This space may also be utilized by employees within the building and is sufficiently sized so that small programmed events could be hosted here if desired. The proposed plaza area and the other paved areas surrounding the DCC building leading to the bus plaza constitute an area approximately 10,767 square feet in size. This space meets the required outdoor pedestrian amenity space size based on the Development Site Area. A series of ramps and cascading stairways will provide access to the building entrance from the adjacent plaza with additional access from Milton.

These plans include five back-in, angled convenience parking spaces located on Phoenix Avenue adjacent to the proposed new DCC building which will be available to the public. These are pending final approval from city traffic and ADOT, design standard modification, and right of way adjustments. During Phase 1, the existing surface parking lots and bus operations will remain.

Phase 2a

As part of Phase 2, the bus plaza will accommodate 13 bus bays, which will have shelters and patron amenities situated near each bus bay. The bus bays will be accessed by patrons via conveniently located pedestrian crossings within the bus plaza to promote safe crossings. Adjacent to the bus plaza on Phoenix Avenue is a proposed area reserved for kiss and ride, drop-off, and other bus loading/unloading.

Trees are not proposed in the area between the easternmost edge of the building and the bus bay. This is intentional to preserve visibility into the bus plaza from the eastern side of the building where operations and police functions will be located. Native seed is proposed for this area instead. Trees are proposed throughout the project site to the maximum extent feasible. Proposed tree placement was intentionally designed to offer shade, improve site aesthetics, and potentially offer some sound dampening effect for the public and civic spaces on site from railroad and roadway noise. Shrubs and other proposed planting areas surrounding the building and parking lot are depicted on the Landscape Plan. At the eastern side of the project site is an area designated as Civic Space. This is shown as conceptual only and will be further designed for a later submittal. More specific programming and design for this space will be depicted in subsequent Site Plan submittals. Due to the timing of the RDF, the construction of the bus plaza and civic space may occur separately.

Weaving across the site and connecting to both Phoenix and Beaver Streets is the proposed FUTS trail alignment. As requested by City staff, this trail is depicted to be 16-feet wide, including pedestrian and bicycle pathways with a 5-foot vegetated tree-lawn buffer. Both the FUTS and the vegetated buffer are narrowed slightly between the bus plaza and proposed parking area. The proposed FUTS connects with the existing paved pathways at the northeast corner of the site near Beaver Street, then continues to the west along the top of the site, providing access to the bus plaza and DCC building. Another segment of the proposed FUTS alignment branches off to the south, hugging the east side of the bus plaza and connecting down to Phoenix Avenue where a future connection to Mikes Pike can be implemented. Within the Civic Space additional pedestrian connections are anticipated. Ability to implement the FUTS in 2a is subject to the approval of the Army Corp of Engineers and may be differed to Phase 2b.

Also shown on the plan set north of parcel APN 10043003B, there is an area designated as 'Future Amtrak Station'. Although this is not part of this submittal, Amtrak has expressed to Mountain Line their desire to redesign their platform near the DCC building in the future. For this reason, that potential area is depicted on the master plan for informational purposes.

Based on Flagstaff Code section 10-50.80.050, four bicycle parking spaces are required with the 18,983 DCC building GFA. Five bicycle parking spaces are proposed within 100' of the building entrance and other bicycle parking accommodation will be incorporated elsewhere in the site.

Phase 2b

A parking lot is proposed north of the bus plaza area. The proposed parking lot shown in the plan is 60' wide, which can accommodate two rows of parking. This parking lot would be accessed from the existing 24 car lot on Beaver. The parking would be designed and constructed by the City of Flagstaff and managed by ParkFLG. Additionally, a future FUTS trail connection to connect to the existing network would also be constructed by the city as part of Phase 2b.

Phase 3

A parking structure is anticipated to be constructed as part of a Phase 3, to be constructed by others. The FUTS trail will be realigned as part of this future Phase 3.

Legal description of the parcel:

The parcels pertaining to this Conditional Use Permit include the following:

- APN 10043003B
 - Legal Description from Coconino County Assessor: SIXTEENTH: SW QUARTER: SE SECTION: 16 TOWNSHIP: 21N RANGE: 07E POR THE BURLINGTON NORTHERN & SANTA FE RAILWAY CO STATION GROUND PROPERTY DESC AS FLLWS: BEG INTERSECTION NLY LINE PHOENIX AVE WITH LINE PARALLEL WITH & 700' WLY OF SLY EXT WLY LINE BEAVER STREET; TH WLY ALNG NLY LINE PHOENIX AVE 249.5; TH NWLY 25.33' TO E LINE UNDERPASS US HWY 66 TH NELY ALNG E LINE HWY 66 147.4';TH ELY PARALLEL WITH E LINE PHOENIX AVE 226.43';TH SLY IN STRAIGHT LINE TO POB LESS RR PARCEL 701-3-19A-6 IN SE 1/4 EXCEPT: POR DEEDED TO THE CITY OF FLAGSTAFF IN 1533/56 (.07 AC) LESS .01 ACRE FOR R/W ESMNT REMAINDER .06 AC (ASSESSOR'S DESCRIPTION).
- APN 10043001D
 - Legal Description from Coconino County Assessor: Sixteenth: SW Quarter: SE Section: 16 Township: 21N Range: 7E RR PARCEL 701-3-19A-6 IN SE 1/4 EXCEPT: POR DEEDED TO THE CITY OF FLAGSTAFF IN 1533/56 (.07 AC) LESS .01 ACRE FOR R/W ESMNT REMAINDER .06 AC (ASSESSOR'S DESCRIPTION)
 - Note: this parcel is currently in the process of being acquired by the COF
- APN 10044005A
 - Legal Description from Coconino County Assessor: Sixteenth: SE Quarter: SE Section: 16 Township: 21N Range: 07E PCL BOUND ON N BY LINE 60' SLY OF & PARAL W/C/L OF CERTAIN TRACK DESIGN AS N MAIN TRACK & SHOWN AS EASTBOUND MAIN TRACK; BOUND ON E BY SLY

PROLONGATION OF WLY R/W LINE OF BEAVER ST BOUND ON S BY N LINE PHOENIX AVE; BOUND ON W BY LINE PARAL WITH & 700' WLY OF NLY PROLONGATION OF WLY LINE BEAVER ST.

Site acreage (gross and net):

The proposed DCC building is located on parcel APN 10043003B. According to the Coconino County Assessor, the gross parcel acreage is 0.92 acres. Due to the various encumbrances impacting these parcels, the aforementioned parcel offered the most buildable area capable of accommodating the DCC.

Parcel APN 10043001D is 0.06 acres and Parcel APN 10044005A is 3.37 acres.

Proposed building square footage, lot coverage, and FAR (non-residential projects):

The proposed DCC facility is a two-story structure that encompasses a total square footage of approximately 18,983 square feet. The building footprint occupies a gross floor area of 10,447 square feet.

The proposed building is located on parcel APN10043003B, which is 0.92 acres or 39,639.6 square feet. Therefore, the calculated FAR of the proposed facility is 0.47. There are no buildings proposed on either parcel APN 10043001D or parcel APN 10044005A, therefore no proposed FAR is provided for these parcels.

Number of dwelling units and types (e.g. single-family, duplex, condo, townhome, apartment, etc.):

No residential units are proposed as part of this project.

Describe known heritage resources (if any):

There are no known heritage resources within the project site. One building within the project site is more than 45 years old and will need to be evaluated for National Register of Historic Places eligibility.

A list of material management strategies to be employed on site

Based on the proposed square footage of the DCC Facility and in accordance with the COF Materials Management Planning Guide, two (2) six cubic yard dumpsters will be provided on site in conformance with COF Materials Management Planning Guide, land use requirement type – Office. One six-yard dumpster will allow for the general trash and the second six-yard dumpster allows for the recycled content. Trash collection access will be provided via the westernmost entrance to the bus plaza off of Phoenix Avenue. The trash enclosure is proposed to be located just northwest of the bus plaza. As is indicated on the plan, access to the dumpsters will be provided through a vehicular access path located at the northwest corner of the proposed bus plaza. Within the building, several recycling centers have been designated.

A description of proposed stormwater management for the site:

On-Site Flow Considerations:

The existing DCC site is developed and consists of a building, two parking lots, and a bus facility. The site generally drains north to south with two different outfall points: the headwall for the Rio De Flag (RDF) culvert and a curb inlet along Phoenix Ave near the southeast corner of the existing building. The RDF channel runs through the eastern side of the site which acts as an outfall for the adjacent existing parking areas. A shallow basin intercepts drainage from the central parking lot before it discharges into the RDF channel. A second shallow retention area intercepts flow from the western edge of this parking lot before it overtops into Phoenix Ave. No additional retention or storm drain infrastructure is present on-site.

The proposed development will consist of a new transit center building, bus plaza, parking lot, hardscape, and landscape areas. The COF Stormwater Management Design Manual will be utilized as the primary design guide for the drainage portion of the DCC project. It is anticipated that on-site detention will be provided and sized using pre- vs. post- development calculations (or the first flush volume, whichever is greater). The pre-development condition of the site will be the existing condition described above. General runoff coefficients were calculated based upon existing features and proposed improvements per COF standards. An underground detention system with storm drains will be installed where surface basins aren't practical. On-site conveyance will be sized to

accommodate the 100-year storm event to ensure stormwater runoff reaches the basins and to allow for maintenance. Low Impact Development (LID) best management practices will be implemented when feasible during the final design phase and will follow the COF Low Impact Development Guidance Manual for Site Design and Implementation.

Permitting for Grading and Drainage will be facilitated by the final designer through the COF. A Storm Water Pollution Prevention Plan will be required for the project which must follow ADOT & COF guidelines and be approved by the COF.

Off-Site Flow Considerations:

As shown on Panel 04005C6809G of the Flood Insurance Rate Map (FIRM) for Coconino County, Arizona, and Incorporated Areas, dated September 3, 2010, the DCC Transit Center site falls within areas designated as Zone AE with floodway and Zone X by FEMA. Most of the site falls within the Zone AE (also known as 1%-annual-chance) floodplain with the portion along the existing RDF channel being within the regulatory floodway. Off-site drainage enters the site from north of the BNSF tracks and exits to the south.

With the proposed development of the site, both the existing floodplain and floodway may be impacted. The new building finished floor will be raised 12" above the floodplain level on the west side of the site for safety and insurance purposes. Per City request, the project design will require a Floodplain Use Permit supported by a No-Rise Certification for any crossing structures (to be designed in future project phase) installed in the floodway to document that there is no adverse impact on adjacent parcels. Potential strategies for reducing the rise include improving the RDF channel and avoiding placing fill within effective flow areas. As part of the proposed layout submitted with this document, the building has been placed in an area that is the most likely to be ineffective as it is occupied by an existing building, has obstructions directly downstream, and is as far as practicable from the RDF channel.

To develop within the floodplain limits, approvals may be required from multiple agencies. The final designer will be required to model the impact of the site design upon the 1%-annual-chance floodplain and regulatory floodway using the computer model used to develop the regulatory floodway shown on the effective FIRM and to consider design alternatives as necessary to limit those impacts. If a No-Rise condition is achieved (e.g. 0.00 foot increase in floodway and 1% annual chance water-surface elevations [WSEL]), the analysis, along with signed and sealed documentation as required for the Floodplain Use Permit, will be submitted to the City Floodplain Administrator for approval. Should the analysis demonstrate that no practicable alternative results in no increase in WSELs, a Conditional Letter of Map Revision (CLOMR) may be required to obtain FEMA's comment that the project, if constructed as proposed, would be compliant with minimum floodplain regulations. Should the CLOMR be necessary, a follow-on, post-construction Letter of Map Revision would also be needed to formally revise the FIRM to show the post-construction conditions. Additionally, if RDF channel improvements are required to avoid a rise in the floodplain WSEL, a Section 404 permit may be required through the U.S. Army Corps of Engineers depending on the required area of disturbance.

Any additional information or details pertinent to the case:

The project team is staying informed on pertinent updates to the RDF future project construction, which impacts multiple project parcels.